

David Davidson

1/19/13

2/5/90

The Windham Comprehensive Plan Committee dedicates this 1991 plan to David Davidson, a member until his death in February, 1990. His kindred spirit, love of people, and deep appreciation for nature help guide us still.

Table of Contents

	Windham - Still Growing	Pages	1 - 4
I.	Orderly Growth and Development	Pages	5 - 13
II.	Public Facilities	Pages	14 - 19
III.	Economic Development	Pages	20 - 33
IV.	Affordable Housing	Pages	34 - 40
V.	Water Resources	Pages	41 - 48
VI.	Critical Natural Resources	Pages	49 - 53
VII.	Agricultural, Forest Resources	Pages	54 - 59
VIII.	Historic, Archaeological Resources	Pages	60 - 62
IX.	Recreation	Pages	63 - 77
X.	Transportation	Pages	78 - 85
<u>Appendices</u>			
	Windham's History	Pages	86 - 107
	Water Resources Commission	Pages	108 - 109
	Windham Conservation Commission	Page	110 -
	Aquifer Protection Districts	Pages	111 - 112
	Route 302 Study	Pages	113 - 114
	Related Planning Changes	Page	115 -
	Questionnaire Summary	Pages	116 - 119
	Capital Improvement Program	Pages	120 - 136
	New England Village Alternative	Pages	137 - 140
	High Accident Locations	Pages	141 - 143
	References	Pages	144 -
	Definitions	Pages	145 - 147

Introduction

The Windham Comprehensive Planning Committee presents this plan in conformance with the Comprehensive Planning and Land Use Regulation Act of 1988 (Title 30 M.R.S.A. Sec. 4960). Many of the goals of the 1985 Plan have been achieved and the 1991 Plan builds on the accomplishments of the previous plan. The 1991 Plan is prepared as a blueprint for the community for five to ten years with a sensitivity to longer range planning issues as well. We also recognize the need for flexibility in the plan to adjust for unforeseen changes in the community over the next several years.

The Plan sets policies to address ten state and local goal areas:

- I. Orderly Growth and Development
- II. Public Facilities
- III. Economic Development
- IV. Affordable Housing
- V. Water Resources
- VI. Critical Resources
- VII. Agricultural and Forest Resources
- VIII. Historic and Archeological Resources
- IX. Outdoor Recreation
- X. Transportation

We have substituted transportation for marine resources because Windham is not a coastal town and transportation is an important issue to Windham.

Each goal is addressed after extensive inventory, analysis, and listening to oral history from long time Windham residents. We feel strongly that lessons learned from the history of the town are as important as conclusions drawn from current data collection.

This planning document is part of an ongoing process and represents a concerted effort by the Town's citizens to shape their future.

Chapters are organized in the following manner:

1. Update of 1985 Comprehensive Plan
2. Current Findings (Inventory)
3. Policies
4. Implementation Strategies

The Implementation Strategies are prioritized and put on a timeline to ensure they will be addressed in a timely manner.

This plan is a result of extensive research, dedicated work from all subcommittees and numerous public meetings. It has also been reviewed by Windham's Planning Board and Town Council.

We feel the plan reflects the public will of the community and are confident it will serve as a workable blueprint for our community for years to come. We realize the plan will serve as a basis for important land use decisions and know it will hold up well to this test as has the 1985 Comprehensive Plan.

Windham - Still Growing

Population: 13,020.

Acres: 35,572.

Square Miles: 56.

Windham is still growing but at a much slower pace than the Town experienced in the 1970s and early 1980s.

Preliminary Census figures reveal Windham's population barely topped 13,000 in 1990. The Census Bureau placed the population at 13,020.

According to the Census data the Town registered a 15.4 percent increase over the 1980 population of 11,282. If that rate of increase held true for the next ten years Windham would see a population of just over 15,000 by the year 2000, far below earlier projections which estimated the Town having a population of 16,118 by the year 2000.

The 15.4 percent growth rate represents a sharp drop from the earlier 1970-1980 period in which the Town recorded a 71 percent growth rate, climbing from 6,593 in 1970 to 11,282 in 1980.

In fact, if population data from 1960 was included when Windham had only 4498 residents the Town would show an increase of 150.0 percent. According to Greater Portland Council of Governments (COG) data Windham ranked third among towns in the Sebago Lake region. Leading the growth chart for the period (1960-1980) were Raymond, 207.5 percent and Standish, 183.8 percent. The entire region recorded an 88.9 percent growth rate for the period.

Even more revealing is COG data for the period between 1970 and 1984. While the overall growth for the Greater Portland region was 17 percent, Windham recorded the highest growth rate of 84 percent. In absolute numbers for the period, Windham experienced the greatest increase in total population at 5,527.

The COG report (published in the Fall of 1985) also reveals Windham's housing grew from 4469 in 1980 to 4941 in 1984, an increase of 10.6 percent. The leading community in new housing for the period was Harrison which increased 22.3 percent. Recording the lowest increase was Portland with 3 percent. The region as a whole recorded a 7.1 percent increase.

The latest population estimates and projections released in April 1990 by the State Planning Office and Department of Human Services had predicted that Windham would exceed the 13,000 mark (13,199) by 1986.

According to revised state projections, Windham was expected to have a population of 14,038 in 1990; 15,112 by 1995; 16,118 by 2000; 17,516 by 2005 and 18,265 by 2010. No explanation has been offered for the pronounced slowdown other than the State's slowing economy.

Windham's household size, which registered a 1.34 percent annual rate of decline for the 1970-1980 period was projected to continue decreasing from 3.4 in 1970 to 2.69 by the year 2000.

Cumberland County overall, which had experienced a drop of 0.83 percent for the 1970-1980 period, was expected to drop from 2.88 to 2.31.

According to the projections, Windham's anticipated growth rate from 1980 to 1990 was expected to be 21 percent. For the 1990-1995 period the projection estimated a 7.7 percent increase.

These estimates place Windham approximately in the middle of Cumberland County towns in growth. For the 1980-1990 period Gray was expected to have the largest percentage of increase, 43.9 percent, while Falmouth, at 0.7 percent had the smallest. Cumberland County overall was projected to have an increase of 12.2 percent.

A Community Needs Assessment prepared by the People's Regional Opportunity Program (PROP) and released in March 1990 offers additional insight on the community.

Windham experienced a 10 percent in-migration increase during the 1980-1987 period.

The Town had an estimated 4,658 households in 1987 which represented 5.6 percent of the households in Cumberland County. Of those Windham households, 193, or 4.1 percent, were considered living at or below the poverty level.

537 households, or 11.5 percent of the Town's total, were estimated as living at 125 percent of the poverty level. (Figures are based on the Federal Poverty Guideline (FPG) which is a figure established by the federal government - adjusted annually - as the minimum amount of income a household needs to subsist. For example, 100 percent of the FPG for a family of three is currently \$10,060; 125 percent is \$12,575; and 150 percent is \$15,090.

Windham had an estimated 3,726 families in 1987. Of those, 99, or 2.7 percent, were listed at poverty level. Another 133 families, or 3.6 percent, were recorded as being below 125 of the FPG.

The community was reported to have a total of 1,181 individuals, or 9 percent of the Town's population, being below the 125 percent FPG level and 1,774 individuals, or 13.5 percent of the population, living below the 150 percent FPG. Thirteen out of every 100 Cumberland County residents lived at or near the FPG in 1987 according to the assessment.

As of 1988, 289 suburban Portland families were receiving Aid for Dependent Children (AFDC), with 481 children enrolled. An additional 544 county households received Food Stamps. Windham was listed as having 92 AFDC cases with 157 children and 159 receiving Food Stamps for a total unduplicated recipient count of 377. This was the highest total of any suburban or rural town in the region. The only communities higher were Portland, South Portland and Westbrook.

The assessment also reported that Windham has one of the highest percentages of employed women with preschool age children in the county, and it has the lowest ratio of available child care slots for children in need. The report notes there is no center-based day care in Windham and no subsidized slots for the estimated 73 children living below the poverty line.

The PROP data shows in 1987 Windham had an estimated 380 households headed by females, or 8.2 percent of its population. A total of 78, or 20.6 percent, were listed at or below poverty level.

The following table shows the historical growth of the Town and projected populations:

1850.....	2380
1900.....	1929
1950.....	3434
1960.....	4498
1970.....	6593
1980.....	11,282
1990.....	13,020
1995.....	15,112*
2000.....	16,118*
2005.....	17,516*
2010.....	18,265*

*State Planning Office Projections

Windham, Cumberland County and Maine Population Trends

	1950	1960	1970	1980
Windham	3434	4498	6593	11,282
Cumberland County	169,201	182,751	192,528	215,987
Maine	913,774	969,265	992,048	1,125,048

The most recent study (1985) of year-round and seasonal population density per square mile of Windham revealed the tourist population added nearly 6,000. COG estimates the seasonal influx added another 5982 individuals increasing the per square mile density to 332 from the year-round average of 224. Among the numerous towns included in the Sebago Lake Batholith Survey, Bridgton showed the largest influx rising from a year-round population of 3843 to 14,060 when seasonal visitors are counted. Bridgton's density per square mile soared from 113 year-round to 412 when seasonal population was included.

School Enrollment Projections

Enrollment in Windham's schools is expected to decrease slightly in the early 1990s.

According to enrollment projections supplied by the Windham School Department, total enrollment is expected to drop below the 2200 level in 1990 for the first time in more than ten years.

Enrollment is expected to drop from a high of 2440 (1981) to 2178 this year. In 1989, total enrollment was 2242.

The decline is projected to continue through 1991 where it is expected to hit a low of 2130. It is not expected to reach the 2200 level until 1994 when a projected enrollment of 2207 is anticipated.

From that point enrollments are expected to continuously increase hitting 2621 by the year 2001.

Kindergarten enrollment is expected to rise from 191 in 1990 to 274 in 2001. Grades one through three are expected to continue to be the school system's most populous area, climbing from the present 556 to 747 by 2001.

Grades four through six are expected to climb from the present 524 to 628 in 2001. Grades seven through nine will rise from 427 to 535.

Grades ten through twelve are projected to decline falling from this year's 479 to a low of 388 in 1992 then slowly climbing to 427 by 2001.

ORDERLY GROWTH AND DEVELOPMENT

The Town of Windham instituted zoning in 1976. One of the major determining factors shaping the designation of zones at that time were soil types. Although the Town obviously has many types of soil, sand and gravel, and clay soils are the most prevalent. Because of the abundance of sand and gravel, Windham has approximately 60 gravel pits. The Planning Board passed an extensive ordinance regulating gravel pits on 3/13/91, Section 116-1 to mitigate the effect on the landscape and effect on the Town's many sand and gravel aquifers. (see aquifer map at end of chapter) The ordinance requires stringent environment controls, extensive buffering and bonding to ensure reclamation. The purpose of the ordinance reads as follows:

The purpose of this ordinance is to regulate new sand and gravel pits and other quarrying operations, including the removal, processing and storage of topsoil or loam, rock, sand, gravel and other earth materials (hereinafter "gravel" pit"). These regulations are intended to protect the quality and quantity of the ground and surface waters, control erosion, provide for the reclamation and rehabilitation of new pits and expansion of existing pits for future uses compatible with the surrounding neighborhood, and to minimize any adverse impact of such pit operations on adjacent and nearby properties.

The foresight and sensitivity to the natural environment shown by the drafters of Windham's original zoning has served the Town well. Windham's Ordinance Review Committee, with input from other committees have continually improved Windham's zoning with critical amendments.

Windham's zoning directs its land use in several important ways:

1. Well over 50% of the Town is zoned farm (F) consistent with the citizens' desire to maintain rural character.
2. The medium residential zones (RM) cluster the most dense residential development in close proximity to services and arterial roads and are served by public water.
3. Industrial and business park zones are located on major arterials, some with easy access to the turnpike, most have access to public water and many have access to major electrical transmission lines.

4. Three types of commercial zones, C-1, C-2, C-3, allow for controlled expansion of commercial businesses. Although "North" Windham on Route 302 is a large commercial center, it represents approximately 50% of the available commercial acreage in Windham. Particularly in North Windham, C-2 zones have been created to encourage lateral expansion of the major commercial district while discouraging further strip development. The North Windham Commercial District Study Group (NWCDSG), with consultation from T.Y. Lin engineers, designed roadways to access the C-2 zones while relieving traffic on Route 302. The new roadways are designed with strict limits on curbcuts and the Planning Board has also restricted curbcuts with the following ordinance amendment:

F. Vehicle Access Control.

The Planning Board will limit access drives to one for new, altered, enlarged, or rebuilt commercial uses on an arterial road as defined in section 213-33 (STREETS) with emphasis on safe and efficient traffic flow. All new access drives will be built with an appropriate radius to allow smooth, safe entering and exiting and will provide an additional paved area or deceleration lane off the arterial road to allow entering cars to turn without impeding following traffic. Likewise, an acceleration lane for exiting cars will be provided unless the applicant can demonstrate that proper traffic management techniques do not require the same or provides for alternative traffic management techniques which will adequately address the issue. Also combining driveways with abutters will be encouraged. [Effective 3-13-1991]

G. Pedestrian Access.

New, altered, enlarged rebuilt commercial development will provide for safe, convenient pedestrian access with sidewalks built according to specifications in section 213-33 C(1), subsection 13 of Windham's Subdivision Ordinance. (concrete walks can be substituted for bituminous). The sidewalk shall not be included as part of the required buffer strip unless it is built within the applicant's property. (Specifications for sidewalks for arterial roads will be changed to 6' in width.) [Effective 3-13-1991]

5. The Town has consistently complied with Department of Environmental Protection (DEP) shoreland zoning regulations. Residents pride themselves in the abundant water resources in the Town and recognize both the natural and economic benefits. For this reason, Windham's Water Resource Commission is

drafting an aggressive set of regulations which will exceed DEP's recommendations with particular emphasis on managing watershed areas, not just areas 100 to 250 feet from highwater levels. (see Water Resources)

Further, other national resources will be protected using the Maine Department of Inland Fisheries and Wildlife (IF&W) guide to deer wintering areas, fisheries and wetlands. (see Natural Resources)

Because some important natural areas may be overlooked by IF&W maps, the Planning Board will continue to require environmental analysis as extensive as any town. This required analysis includes the following:

1. medium intensity soil surveys (high intensity where applicable)
2. HHE-200 reports
3. Hydrogeologic assessment by certified geologist
4. Cumberland County Soil and Water Conservation District review of soil and erosion control

The Planning Board is charged by the Subdivision Ordinance to ensure all development:

- A. Will not result in undue water or air pollution. In making this determination, the Planning Board shall at least consider:
 - (1) The elevation of the land and its relation to floodplains.
 - (2) The nature of soils and subsoils and their ability to adequately support waste disposal.
 - (3) The slope of the land and its effects on effluents.
 - (4) The applicable state and local health and water resources regulations.
- B. Has sufficient water available for the reasonably foreseeable needs of the subdivision.
- C. Will not cause an unreasonable burden on an existing water supply, if one is to be utilized.
- D. Will not cause unreasonable soil erosion or reduction in the capacity of the land to hold water so that a dangerous or unhealthy condition may result.
- E. Will not cause unreasonable highway, public road or private road congestion or unsafe conditions with

respect to the use of highways, public roads or private roads existing or proposed.

- F. Will provide for adequate solid and sewage waste disposal.
- G. Will not cause an unreasonable burden on the ability of the Town of Windham to dispose of solid waste and sewage with respect to the use of municipal facilities existing or proposed.
- H. Will not place an unreasonable burden on the ability of the Town of Windham to provide municipal or governmental services.
- I. Will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites or rare and irreplaceable natural areas.
- J. Is in conformance with the Comprehensive Plan of the Town of Windham.
- K. The subdivider has adequate financial and technical capacity to meet the above standards.
- L. Whenever situated, in whole or in part, within two hundred fifty (250) feet of any pond, lake, or river, will not adversely affect the quality of such body of water or unreasonably affect the shoreline of such body of water. (see Article 1, Section 213-1 purpose)

An example of Windham's progressive approach to land use issues is its Aquifer Protection Ordinance. The intent of the ordinance is as follows:

"The purpose of this section is to protect the Town of Windham's well water supply by restricting the uses and activities on land overlying aquifer and aquifer recharge areas in proximity to Chaffin Pond."

The ordinance has been instrumental to the Planning Board in recent development applications. It has determined the location of parking, drainage and bulk storage areas and shaped designs for stormwater collection and septic systems.

The Town is confident in its land use plan as determined by its zoning and land use regulations. Farm and Farm Residential zones are designated as rural, appropriate growth is directed to other zones, development is well regulated in shoreland and natural resource areas. Also, the Planning Board is continually directed in land use decisions by the following advisory groups:

- . The Ordinance Review Committee (will be replaced by Comprehensive Plan Implementation Committee)
- . Windham's Affordable Housing Committee
- . The Commuter Routing Study Committee
- . The Water Resource Commission
- . Permanent Town Building Committee
- . Conservation Commission
- . Historical Society
- . Recreation Advisory Committee
- . Windham Economic Development Corporation

Orderly Growth and Development

Update of 1985 Plan

The 1985 Land Use section was written during a period of extremely high growth. Emphasis was placed on concentrating the growth in areas close to municipal services. This was done to keep some control over the cost of providing services. The medium residential zone was created on the outskirts of the commercial district and has indeed attracted the type of growth which was anticipated. The medium residential zone (RM) allows multi-family housing and we find many affordable duplexes are built in this zone.

The rural areas of town were zoned Farm (F) and Farm-Residential (FR) with density requirements of 80,000 and 50,000 square feet respectively and 150-200 feet of frontage required. These requirements have slowed growth in rural areas, although some more exclusive subdivisions have been developed closer to the commercial areas of Town.

Requirements for Windham's commercial area have helped create the area as a regional shopping center. Zoning has been revised to encourage moderate lateral expansion of this area.

Route 302 continues to be the Town's major arterial and still becomes congested in the tourist season. New zoning regulations and a master traffic plan will begin to alleviate this problem.

Drafters of the 1985 Comprehensive Plan were aware of the importance of surface and groundwater resources. Zoning was created which encourages development in areas of optional soils. Further, major aquifers were mapped and have been protected by one of the State's first aquifer protection ordinances. (See Appendix).

Shoreland and wetland areas have been protected by Windham's Shoreland Zoning Ordinance. The ordinance is being reviewed by Windham's Water Resource Commission and will be revised to meet the DEP's new shoreland zoning guidelines.

Findings

Windham is 55.58 square miles, or, 35,572 acres. The land area is divided into the following zones: Farm (F), Farm-Residential (FR), Medium-Residential (RM), Commercial 1, 2, and 3, Industrial (I), Business Park (BP), and Shoreland zones. Better than 50 percent of the Town is zoned Farm. Maintaining the Town's rural character was the highest priority stated in Windham's recent citizen survey done as a component to this Comprehensive Plan. Other results of the

Comprehensive Plan survey regarding orderly growth were also very informative. Greater than 50 percent of the 595 respondents were against encouraging residential growth. Approximately 66 percent believe present ordinances ensure orderly growth. The vote was even encouraging commercial growth and most felt commercial growth should not be confined to North Windham. (See survey summary in Appendix).

Windham is no longer experiencing the exponential population growth it saw in the 1970's and 1980's. In 1990, 49 single-family building permits were issued compared to 100 in 1987. The Town must take this time to properly direct the present growth and be better prepared for possible periods of rapid growth in the future.

Windham's present zoning is working well to direct growth where it is appropriate. This plan strengthens the present zoning and provides for further protection of water resources and encourages preservation of farm land.

Short Term: 0-5 years
 Intermediate: 0-8 years
 Long: 0-ongoing

Policy

The rural character of Windham should be protected.

Implementation Strategy

The Planning Board will continue to recognize Farm and Farm Residential zones as rural areas.

The Planning Board should amend the Land Use Ordinance to require two submissions of preliminary plans; one, a conventional plan, the other a clustered plan.

The Transfer of Development Rights should be encouraged where appropriate. (Intermediate - Planning Board)

Policy

Promote a more compact development pattern which is capable of being served by existing and planned public facilities.

Implementation Strategy

The Planning Board will encourage clustered development where appropriate. The Planning Board will be sure proposed development can be served by present or planned infrastructure. The Capital Improvement Plan will assist in many of these decisions. (Intermediate)

The Planning Board will continue to recognize commercial, industrial, business park and medium-residential zones as growth areas while ensuring appropriate development through its land use regulations.

Policy

The quality of surface, groundwater and aquifer resources must be protected.

Implementation Strategy

The Planning Board will continue to require thorough environmental analysis for all development proposals including soils reports, hydrogeologic studies and Cumberland County Soil and Water Conservation review.

The Aquifer Protection ordinance is adequately protecting the Town's major aquifers as evidenced in the Planning Board's recent review of two proposed commercial developments.

Town officials, with private consultants, continue to determine areas which may need public sewer at some time in the future. Windham's commercial area is of particular concern. (Short)

Policy

Preserve ample open space for recreational activities.

Implementation Strategy

Support the new Sebago Gateway Land Trust and the Conservation Commission to protect natural resources with potential for passive recreation. (Short - Council)

Implement Recreational Department Study (see Summary in Recreation Section)

Policy

Promote and encourage regional cooperation on planning goals including interconnection of traffic systems.

Implementation Strategy

Town officials and committee members should continue to coordinate their efforts with Greater Portland Council of Governments (GPCOG) and with Portland Area Comprehensive Transportation Study (FACTS). (Intermediate - Long)

Work with Windham Commuter Routing Study Committee for Planning and Implementation of traffic projects. (see Transportation Section)

Policy

The quality of all natural resources such as deer wintering areas, fisheries and wetlands must be protected.

Implementation Strategy

The Planning Board will utilize the Maine Department of Inland Fisheries and Wildlife map to protect natural resources.

Windham Building Permits

Year	Single-Family	Conversions	Multi-Family	Mobile Homes
1981	46	6	0	4
1982	56	2	9	10
1983	71	5	4	15
1984	80	2	7	14
1985	74	7	95	17
1986	80	1	22	5
1987	100	0	22	9
1988	91	2	33	6
1989	74	4	39	11
1990	49	2	35	4

PUBLIC FACILITIES

Public facility needs and priorities are carefully assessed by the community and capital improvements are planned accordingly. Because of the care shown in planning community facilities, the Town has been able to maintain one of the lowest debt ratios in the county.

Many committees contribute to facility planning including the Comprehensive Planning Committee, its public facility subcommittee, the Committee on the Future of Volunteer Public Safety Services, the Permanent Town Building Committee, the Council and School Finance Committees, and the Capital Improvement Plan Committee. The findings, policies and strategies presented in this section are determined after extensive interviews of all department heads and other involved personnel and draw from input of all the committees listed above. The time frame for facility improvements and construction are dictated by the capital improvement plan and the long range budget of the Town Council and Town Manager.

Windham's history of fiscal conservatism while providing outstanding public services is reflected in the following municipal credit report analysis:

Windham, a residential suburb of Portland, has benefited from the city's dominance and growth as a major economic center for northern New England. Rapid population and construction growth affords expanding resources to the Town's financial operations. Economic indices are superior to the state averages and reflect the quality of residential and commercial development which the Town is able to attract. In addition, the Town serves as a retail center in the Lakes Region for the seasonal population and small surrounding towns, thus adding some diversity to the economic base. Finances historically have been well maintained as indicated by ample fund balance levels and strong cash position. Officials anticipate another small operating surplus for fiscal 1989 which is attributed to conservative budgeting practices. Short-term cash borrowing is no longer necessary as the Town has realigned its billing dates with its fiscal year-end and has become more aggressive in property tax collection. (Moody's, 1989)

Update of 1985 Plan

As Windham continues to grow, so does the need for services the Town provides.

The growth pressures were recognized in the 1985 Comprehensive Plan which sought to provide for: adequate and cost effective facilities and services to meet the needs of a growing and changing population; and to strive for continued upgrading and expansion of these facilities and services.

A major step in this direction was taken in early 1990 with the opening of the new Public Safety building - a centralized, modern facility housing police, fire, rescue and dispatch services.

However, a report issued around the same time by the Committee on the Future of Volunteer Public Safety Services, pointed out an area cited in the 1985 plan which had not been addressed at all.

According to the 1985 plan "the East Windham station is outdated and should be replaced."

The Volunteer Public Safety Services report recommended that "Windham take immediate steps to invest in the future of the East Windham community through the aggressive acquisition of land for a new station." It also suggested the "feasibility of sharing this station with Falmouth should be a part of the consideration". The East Windham station is more than 34 years old and in need of major repairs, according to the report. The need for a new station is addressed in Windham's 1991 Capital Improvement Plan.

Another area cited in the 1985 plan and not addressed to date is the expansion of the Windham Public Library, although alternatives are presently being explored.

Findings - Current Conditions

The Volunteer Public Safety Services report, issued in February 1990, also cites other structural problems in present facilities and makes a number of recommendations.

Problems cited include structural problems at the South Windham station and an out of service septic system at the North Windham station. That panel recommended these concerns be addressed.

In addition to replacing the East Windham station the committee also recommended:

- A full-time fire chief be hired.
- There is a clear and pressing need for a stringent Fire and Life Safety Code Ordinance.
- That various means of firefighter and rescue worker recognition and encouragement be adopted if the town is to maintain a volunteer staffing level sufficient to meet current and future needs.

It concludes that when the effects of the above recommendations and the impact of the new Public Safety building can be analyzed, the Town once again addresses the

issue of hiring additional full-time personnel.

An ongoing concern is what to do about sewers.

This was shown in the citizen survey initiated in early 1990 by the Comprehensive Plan Committee. Approximately 38 percent of 320 residents responding to the survey, believed the Town's sewer services were lacking. (Only a small portion of the Town, South Windham Village, is served by sewers). There were also a score of written comments addressing this matter accompanying the returned questionnaires.

In late October 1990 the consulting engineering firm of Woodard and Curran Inc. completed a report for the Portland Water District on Windham's wastewater collection and treatment alternatives. Estimated capital costs ranged from \$8,783,100 to \$17,755,200.

To date, no formal action has been taken on the recommendations of the Volunteer Public Safety Services report, although many of the concerns are addressed in the CIP. The Town has requested the Portland Water District prepare a request for proposal for a 1 million gallon per day sewerage treatment plant to service a proposed industrial park in South Windham.

The continued growth of the Town has placed increasing pressures on facilities ill-equipped to handle the growing demands.

The Community Center, a former school building, was rehabilitated and converted into the town offices in 1980. Town administrators have been hampered in the performance of their duties by the lack of adequate work and storage space. Accommodations for the public are also limited.

In addition to space needs a number of systems utilized daily need to be updated. These include the computer system with a greater reliance on personal computers; heating, ventilating and air conditioning; and security systems.

A survey of present conditions and projected needs provided by department heads showed the following:

- Public Meeting Spaces. Council Chambers needs additional 25 seats. Need to double meeting room space.
- Administrative Offices. Space needs to be doubled. Ground level access needed for elderly and handicapped. Town Clerk needs separate office.
- Storage. Need at least twice the existing storage space with more convenient access and better cataloging.

- Gym/Multi-Purpose Room. Should separate gym and theater space.
- Cable Television. Need twice the available space for staff and equipment.
- Welfare Office. Need larger, more private space.

Several alternatives have been considered to ease the space problems including expanding into the adjoining kindergarten center or relocating to a vacant school building. Final decisions regarding use of the school buildings will be made after a study by the public facilities committee and completion of an extensive capital improvement plan.

A new K-3 school was completed in 1990. Since it can accommodate 1,000 students a number of older school buildings are now available. Superintendent of Schools John Love believes the new school should be sufficient through the year 2000.

The Windham Public Library, when built in 1971, met state and national library standards. At the time Windham had a population of approximately 6,000 compared to its present population of 13,020.

By the year 2000 it is estimated the present floor space of 5,500 square feet will need to be tripled. A large addition, or a new building is needed, but the facility should remain in the Windham Center area near the Town's schools. It also needs additional parking and a rebuilt septic system.

Although the Police Department is now housed in the new Public Safety building the department is not computerized and has need for a department-wide mainframe. Establishment of a "911" system is also under consideration.

The Public Works Department faces several costly projects in the next year or so. These include closing of the Town's landfill, deciding what to do about its transfer facility, and construction of a mandated salt storage facility.

The existing Public Works facility also needs to be expanded to provide adequate space for vehicles, maintenance and storage.

Short Term: 0-5 years
 Intermediate: 0-8 years
 Long: 0-ongoing

Policy

Explore expansion of Community Center (including utilization of adjoining kindergarten complex).

Implementation Strategy

Inventory and study departmental needs of all municipal offices. (Short - Town Manager, Town Council, Department Heads)

Policy

Replace East Windham fire station.

Implementation Strategy

Develop cost estimates for acquisition of land for new East Windham fire station. Explore feasibility of sharing station with Falmouth. (Short - Council, Fire Department)

Policy

Explore expansion or replacement of Windham Public Library.

Implementation Strategy

Develop needs and cost estimates for expanded library. (Short- Town Council, Library Staff)

Policy

Correct problems at South and North Windham fire stations.

Implementation Strategy

Determine costs for correcting problems at North and South Windham fire stations. (Short to Intermediate - Town Council, Fire Department)

Policy

Determine necessity for closing transfer station and explore other options.

Implementation Strategy

Analyze option of utilizing present facility. (Short -Town Council, Public Works)

Policy

Set schedule for closure of landfill and determine final costs.

Implementation Strategy

Work with DEP to resolve this issue so Town will know exactly

what must be done and how much it will cost. (Short - Town Council, Public Works)

Policy

Set costs, schedule and site for mandated salt storage facility.

Implementation Strategy

Work with state and DEP to finalize this issue. (Short -Town Council, Public Works)

Policy

Conduct feasibility study to determine need for expansion of Public Works facility.

Implementation Strategy

Assess present and future needs of Public Works Department. (Intermediate - Town Council, Public Works)

Policy

Upgrade Town's computer systems.

Implementation Strategy

Inventory and assess departmental computer needs. (Short to Intermediate - Town Council, Department Heads)

Policy

Determine if "911" system is feasible.

Implementation Strategy

Study needs of community and citizenry in relationship to overall costs of implementing system. (Intermediate - Town Council, Public Safety Departments)

Policy

Determine most cost effective ways to use available school facilities.

Implementation Strategy

Work with school department and public facilities committee to determine best usages. (Short to Long - Town Council, School Department, Public Facilities Committee)

ECONOMIC DEVELOPMENT

As part of the Comprehensive Planning Committee's efforts to research economic development issues, the Town Council appointed the Windham Municipal Development Committee. The charge of the committee was as follows:

It shall be the responsibility of the Committee to prepare a report for consideration of the Town Council regarding a methodology to encourage appropriate economic development in the Town for the express purpose of expanding the property tax base without unduly burdening municipal services. The report should address the following issues:

1. The need for expanding the Town's property tax base and the types of development the Town should try to encourage. The types of development recommended are to be in accordance with the objectives of the Town's 1985 Comprehensive Plan or any updated Plan.
2. Once appropriate types of development are determined, to review the need for and to recommend strategies to solicit public improvements that will attract the new investment to the community. Possible public improvements include provision of water and sewer services, roadway improvements, and other needs of the new taxpayers and the surrounding area.
3. To review possible financing vehicles for the recommended public improvements such as tax increment financing and to recommend application of such a financing vehicle in accordance with State enabling statutes.

The Committee also shall serve as an advisory board to the Town Council on the planning, construction, and implementation of a development program.

Building on the success of the Municipal Development Committee, the Committee and Town officials created the Windham Economic Development Corporation (WEDC), a private, non-profit corporation. The primary goals of the WEDC are to support existing local businesses and to encourage new businesses which will provide job opportunities and broaden the Town's tax base.

The intent of the WEDC is spelled out in its bylaws as follows:

The purpose of the corporation shall be to foster, encourage and assist the physical location, settlement or resettlement of industrial, manufacturing, fishing, agricultural, recreational and other business enterprises within the Town of Windham, Maine and to purchase, lease or otherwise acquire, hold, own, use, manage, operate, enjoy, improve,

develop and otherwise deal and trade in and with property, both real and personal, of every kind and description, or any interest therein, land, tenements, and buildings, structures and other improvements thereon and therein and to sell, convey, mortgage, lease or otherwise dispose of the same; to do any and all lawful acts and things necessary, pertaining, convenient or incidental to the foregoing purposes or any part thereof tending to increase the value, usefulness, comfort or convenience of the property or any part thereof at any time held by said corporation, and to have or exercise all the rights, powers and privileges appertaining to corporations of a similar nature organized and existing under the laws of the State of Maine.

The WEDC and Town officials are marketing the Town to perspective businesses using tools such as delegated review authority from DEP and tax increment financing. Delegated review authority was first used successfully in 1991 to encourage a +\$2 million dollar expansion of a local supermarket.

Update of 1985 Plan

Windham's economy has often been the focus of discussion and study since the 1985 Comprehensive Plan. The Town has worked with various consultants to develop several important studies including "The North Windham Commercial Development Strategy" 1, "An Industrial Park Feasibility Study" 2, "Wastewater Treatment for North Windham and Highland Lake" 3, and "The Route 302 Corridor Study" 4. These studies and the committees responsible for the implementation of the studies have shaped the present commercial, industrial and business park zones.

In response to rapid growing strip mall development, the commercial zoning in North Windham was redrawn to encourage lateral expansion. The North Windham Commercial District Study Committee (NWCDSC) developed a comprehensive transportation working with the engineering firm of T.Y.Lin to provide the necessary road network to encourage lateral expansion including an ambitious alternative access to Route 302. Also, the Planning Board has recommended and the Council has enacted ordinances which will limit curbcuts and improve traffic circulation on existing arterial roadways. An excerpt from the T.Y.Lin Route 302 Corridor Study describes the Town's strategy for appropriate commercial development:

- A. Strip development along the Route 302 corridor in North Windham, particularly between Route 35/115 and Whites Bridge Road, has resulted in traffic operational deficiencies on Route 302. Local and through traffic both utilize the same pavement, but these two types of traffic are characteristically incompatible. With the attraction

of the dense commercial strip along the North Windham section of Route 302, a significant amount of traffic operates with characteristics similar to those found in a typical urban setting; vehicles entering and exiting at numerous driveways, decelerating from and accelerating to the prevailing speed of traffic. At the same time Route 302 is an important regional corridor for long distance traffic traveling to and from the Portland metropolitan area.

Through comprehensive planning and development review the Town of Windham has adopted a strategy to encourage growth laterally from Route 302, as opposed to linearly. The success of such a strategy is dependent, in part, on the construction of an improved street system that encourages segregation of local traffic from through traffic while providing convenient access to services and businesses. The proposed roadway is parallel and to the west of Route 302, situated adjacent to the Portland Pipe Line Corporation easement. It is located on the easterly side of the easement (near side to Route 302) beginning at Route 35/115 at the Shaws back entrance, and it proceeds northerly approximately 5700 feet to a new intersection at Whites Bridge Road.

- B. The proposed roadway will be located adjacent to the Portland Pipe Line Corporation easement which is the boundary between the C-1 and C-2 districts west of Route 302. The roadway will reinforce the intent of the Town's zoning by buffering the differing intensities of commercial development between the C-1 and C-2 districts while at the same time providing a strategically located controlled access corridor for commercial traffic. The controlled access feature of the new roadway will be policed through the Town's site review procedure which will limit driveway access. The construction of minor collector roads intersecting with the proposed roadway will be encouraged as the primary means to access property. The number and location of these minor collector roads will likely be driven by proposed development but will be coordinated by the Town.

Types of commercial uses have been separated by zoning ordinances, although some conflict is inevitable between traffic intensive uses and residential areas. Commercial districts have been amended to limit residential use and the C-2 zone was amended to provide a substantial buffer for existing residential uses to protect them from encroachment by development.

The Planning Board has recommended and the Council has amended ordinances to encourage more appropriate setbacks with parking to the side and rear. A sign ordinance requires smaller, more aesthetically pleasing signage with all

existing non-conforming signs to be removed in 1992. The Town plans this year to develop additional design standards for commercial development.

Windham's Municipal Development Committee (now the Windham Economic Development Corporation, WEDC) is actively soliciting new industrial and business uses in order to broaden the Town's tax base. The committee was instrumental in creating a new Industrial Park Overlay Zone of approximately 120 acres to encourage development. Tax Increment Financing (TIF) is one tool to be used by the WEDC, a private non-profit development corporation. The WEDC also continues to market Windham's existing business parks. TIFs are seen by the WEDC and the Town Council as a necessary tool to provide the infrastructure which will attract development while not having a negative impact of state school funding. The WEDC is also quite aware of the need to support existing businesses in Windham.

The WEDC's actions to encourage development of an industrial park are consistent with the 1985 Governmental Services Study which concluded after extensive inventory and analysis:

"A 20 lot, 70-acre industrial park, developed in three phases over 15 years, appears to be economically feasible in Windham."

"The benefits projected in this analysis can be increased considerably if the Town designates the industrial park as a Development District under State law and applies to the State Development Office for participation in the TIF program."

"The Town should seek a suitable site, obtain an option, perform site investigations and preliminary planning, and obtain a zone change. It may be desirable to create a separate Local Development Corporation to oversee the purchase, improvement and marketing of the park."

Town officials and the WEDC are presently implementing all the above recommendations and evaluating two industrial park sites for land use and environmental compatibility. Obviously, infrastructure improvements and traffic impact also play a major part in the consideration. Any development must provide necessary infrastructure, or, guarantee tax dollars to pay for infrastructure through a TIF. Traffic consideration will be assessed carefully by the Planning Board using its delegated review authority from DEP which in issuing the authority, found the Town capable of extensive traffic review for larger developments. Further, the Planning Board ensures preservation of water quality through shoreland zoning regulations, intensive soils analysis, hydrogeologic studies, and independent review of soil and erosion control plans.

The Town Council has endorsed the use of TIF financing as a means to encourage industrial development and hopes to diminish the Town's reliance on residential taxes. Currently, residential taxes account for 88% of the total taxes. Also, as stated before, taxes raised in an area designated for a TIF do not negatively effect State school funding.

A major consideration in developing an industrial park is availability of sewerage treatment. Because the Town has only one minor sewage treatment plant, any major development will require a new facility. The engineering firm of Woodard & Curran Inc., was hired by the Comprehensive Planning Committee to address wastewater treatment. They identified and priced alternatives for North Windham and Highland Lake. Further, the Portland Water District has priced design/build packages for large individual industrial users.

Town officials and the WEDC continue to work with perspective industrial tenants which can guarantee sufficient user fees or tax dollars to pay for capital and operating costs of a sewage treatment plant.

Findings

Windham is firmly established as the retail center of the Lakes Region. In 1989, retail sales were nearly \$84,000,000.⁵ A large portion of the retail sales comes from a seasonal increase of approximately 121,000 people.⁶ The increased traffic creates congestion which the Town hopes to alleviate with an alternative access road parallel to Route 302. The access is designed to encourage lateral commercial expansion, but, with strict driveway controls. The extensive retail sector may also need to be served by a central sewered system at some time in the future. (see "Wastewater Treatment for North Windham and Highland Lake")

According to the Greater Portland Council of Government (GPCOG), the largest employers of Windham people are the retail and service sectors. Many residents are employed in construction as well.⁷ Retail and other taxable sales continue to grow although most data available precedes the current economic slowdown.⁸ The 1990 assessed value of the commercial district is 52.5 million. Clearly, the retail sector is important to the Town. The 1990 assessed value of industrial uses was \$2.5 million generating only \$41,500 in taxes.⁹ The Municipal Development Committee is working with prospective industrial developers on projects which could generate taxable valuation approximately 1/5 of the Town's current value. A deterrent to new industrial and business uses is the lack of available sewer and water. The Committee is working with the Town Council on strategies to create the necessary infrastructure.

More than 50% of the respondents to the Comprehensive Plan Survey feel there are not adequate job opportunities in Windham and 47% strongly disagreed career goals can't be met in Town. The response was split on promoting commercial and industrial development, but, heavily in favor of business park development. (See appendix)

Short Term: 0-5 years
 Intermediate: 0-8 years
 Long: 0-ongoing

Policy

The Town should encourage appropriate commercial and industrial development while supporting existing uses.

Implementation Strategy

The Windham Municipal Development Committee has been formed by the Council and charged with this goal. The Committee has recommended and created a private, non-profit development corporation to facilitate negotiations with developers. More frequent contact with existing businesses is needed.

Policy

The Town must work with local and regional service organizations to improve the image of Windham's Commercial District.

Implementation Strategy

The Town is working with the Chamber of Commerce to sponsor a beautification program which will award participants who improve their commercial property. The Planning Board continues to work on ordinances to improve the aesthetics of the commercial district. An overlay zone with performance standards relating to frontage, sign & distances, setbacks, signage, visual impact and other factors should be considered. (Intermediate)

Policy

The Town must work with local businesses to improve traffic circulation thus protecting the viability of the commercial district.

Implementation Strategy

The Planning Board has recommended and the Council has enacted an ordinance to limit curb-cuts for new commercial uses. An engineering firm has been hired and has completed a plan to close and consolidate curb-cuts where appropriate. (Short)

Policy

Construction of the alternative access road parallel to Route 302 should be encouraged.

Implementation Strategy

The NWCDSC proposed and the Windham Economic Development Corporation continues to plan for the access road. The Town Council has made the policy decision to rely on new development to pay for the access road. The Town Planner and Planning Board are working with perspective developers to construct the road. The necessary right-of-way is being protected to permit construction of the road. (Short)

Policy

The Town must improve its existing infrastructure to accommodate the seasonal influx of tourists.

Implementation Strategy

Windham was one of the first Maine communities to enact an Impact Fee Ordinance. Fees collected are used to improve its existing infrastructure. Further, most infrastructure needs for the next 5-10 years are addressed in Windham's Capital Improvement Plan. (Short)

Policy

Pedestrian access must be encouraged and developed while motor vehicle access must be better controlled.

Implementation Strategy

The Planning Board has recommended and the Council recently enacted ordinances to achieve this policy. A consultant has also completed a master plan. (Short)

Policy

Local employment opportunities need to be expanded with less reliance on retail positions.

Implementation Strategy

The Windham Economic Development Corporation is working with prospective industrial developers who will create several construction jobs and many additional permanent positions. (Short)

Policy

The Town should investigate the need for additional overnight

facilities to accommodate tourists.

Implementation Strategy

The Windham Economic Development Corporation should be charged to evaluate this need. (Intermediate)

Policy

The Town should work with other towns in the region to discuss the possibility of a shared industrial park.

Implementation Strategy

Town officials and members of the Windham Economic Development Corporation should initiate meetings with officials of neighboring towns to discuss shared parks. (Intermediate)

Policy

The municipal costs related to commercial development should be determined.

Implementation Strategy

This analysis is being done by Town officials and members of the Windham Economic Development Corporation. (Intermediate)

Policy

The Town Council may want to support a regional optional sales tax or similar tax which takes advantage of Windham's significant retail sales.

Implementation Strategy

Town officials should continue to track pertinent legislation and other developments regarding a regional optional sales tax. (Intermediate)

Policy

Light office use should be encouraged at the outer edges of the existing commercial zones where it is difficult to maintain residential uses.

Implementation Strategy

The Town Planner and Planning Board should review the C-1, C-2, and C-3 zones to determine how to encourage light office uses which will not generate significant traffic. (Intermediate)

Footnotes

1. Page 15 "The North Windham Commercial Development Strategy", prepared by Market Decisions, Inc. January 1986.
2. Page 15, "Industrial Park Feasibility Study", prepared by Government Services, Inc. December 1985
3. Page 15, "Wastewater Treatment for North Windham and Highland Lake", prepared by Woodward and Curran October 1990
4. Page 15, "The Route 302 Corridor Study", prepared by T.Y. Lin, June 1989
5. Page 16, Information from Maine Bureau of Taxation: Sales and Use Section, Chart A
6. Page 16, IBID
7. Page 16, See Chart B
8. Page 16, See Chart C
9. Page 16, Figures according to Windham's tax assessor

Industrial Park Feasibility Study

Town of Windham

Non-retail Businesses - 1985

Business Name	Land		Building		Number of Employees
	Acres*	Value*	Sq. Ft.*	Value*	
<u>Construction</u>					
Solar Concepts	n/a	n/a	n/a	n/a	n/a
Mr. Build	0.47	6,050	1,620	20,700	8
Custom Built Homes of Maine	0.38	7,800	3,360	n/a	n/a
Solar Design and Construction	n/a	n/a	n/a	n/a	2
David Martin	0.45	5,024	9,670	34,597	3
Warren Elder and Sons	12.00	15,700	1,824	6,800	n/a
Ted Rhoades Inc.	1.38	12,700	2,010	24,250	n/a
M.L. Rogers	2.63	31,100	5,008	39,900	n/a
C.R. Tandberg and Son	2.53	35,700	5,440	65,850	21
Steinert Plumbing	0.25	15,000	1,800	32,700	3
Water Systems Inc.	0.51	10,700	1,404	18,100	6
Weld-Rite Welding	0.70	15,800	2,304	38,400	18
Mark's Landscaping	1.07	14,300	2,838	52,000	1
D & J Excavating Co. Inc.	1.92	19,000	3,232	55,300	8
Windham Insulation	n/a	n/a	n/a	n/a	n/a
Subtotal(15 firms)	24.29	188,874	40,510	388,597	77
<u>Manufacturing</u>					
Windham Millwork	2.30	37,800	28,247	305,100	37
L.C. Andrew	10.10	38,600	43,130	186,000	13
Pinelyne Furniture	5.00	34,100	11,130	134,700	14
Colonial Pine Woodworks	0.88	11,800	1,672	53,500	3
E.D. Seamans Furniture	1.40	10,300	1,092	48,400	n/a
Rich Insulation Co.	6.00	29,900	5,000	89,100	10
Action Printing Service	n/a	n/a	n/a	n/a	11
Village Print Shop	0.30	13,600	2,500	37,800	n/a
Mr. Printer	1.36	13,600	3,016	53,700	n/a
Dia-Med Inc.	20.00	66,300	8,900	85,150	5
Hi-Tech Fabrication	1.29	15,200	6,395	94,900	2
Heritage Metal Craft	0.92	13,700	4,920	50,300	11

Rich-Way Mfg. Peterson	0.41	10,200	3,018	40,300	5
Rich Tool & Die Co.	6.32	49,300	23,840	183,100	67
Windham Electric	2.90	98,472	14,550	174,600	11
Artel Electronics	0.60	6,652	12,803	45,806	16
Moonshine Signs	5.00	23,100	1,429	42,200	1
Subtotal(17 firms)	64.78	472,624	171,642	1,624,656	209

Wholesale Trade and Warehousing

P.T. Gore Movers	2.70	47,200	24,960	141,800	7
Gorham Self					
Service Storage	0.19	2,113	4,068	14,554	n/a
Hancock Lumber	4.40	56,300	17,580	310,200	17
Sebago Scale Co.	10.90	14,200	676	14,300	4
Hannaford Products Recovery	2.00	100,000	15,000	263,000	6
Dixon Brothers Propane	2.97	18,000	1,796	32,500	1
Subtotal(6 firms)	233.16	237,813	64,080	776,354	36

Services

Rogers Septic Service	n/a	n/a	n/a	n/a	n/a
Custom Data Service	n/a	n/a	n/a	n/a	4
Thomas McLaughlin	n/a	n/a	n/a	n/a	n/a
McFarland Assoc. Labs	0.97	12,100	1,216	43,800	4
Suburban Security	n/a	n/a	n/a	n/a	18
Atlantic Fuel Injection	0.95	30,300	9,200	128,000	11
Atlas Auto Body	4.6	42,500	3,050	39,200	6
R. R. Belanger General Repairs	37.4	26,000	4,994	50,000	3
Rocco's Auto Body	2.45	45,900	6,720	39,800	n/a
Mr. Fixit	n/a	n/a	n/a	n/a	2
Fred Williams Esq.	n/a	n/a	n/a	n/a	3
Lowell Weeks Esq.	n/a	n/a	n/a	n/a	6
B. Olson & R. Thompson	0.70	9,000	1,265	38,800	3
Prof. Security Training	n/a	n/a	n/a	n/a	n/a
Clinical Engineering Svc.	n/a	n/a	n/a	n/a	n/a
Manley Irish Consulting Eng.	n/a	n/a	n/a	n/a	3
Survey Inc.	n/a	n/a	n/a	n/a	7
H & R Block	n/a	n/a	n/a	n/a	n/a

Bruce Court, Accountant	n/a	n/a	n/a	n/a	n/a
Subtotal(21 firms)	47.07	165,800	26,445	339,600	77
Totals (59 firms)	159.21	1,065,111	302,677	3,129,207	400

*Notes

Land Acres: Businesses with no area data are located in a property with more than one business, or data was unavailable.

Land Value: Assessed value as reported by Town. These values are approximately 70 percent of market value. Businesses with no value reported are located in a property with more than one business or data was unavailable.

Building

Square Feet: Businesses with no area data reported are located in a property with more than one business, or data was unavailable.

Cumberland County Employment Data

Representative numbers of employees showing the greatest concentration of workers in the following areas:

Service sector	7,311
Retail trade	5,657
Construction	3,235
Manufacturing	2,202
Wholesale trade	1,346
Transportation	978
Finance, insurance and real estate	763
Government	664
Agriculture	355

Windham Retail Sales Data

Operating Business	1983	\$3,677,400
	1988	\$8,829,700
Building Supply	1983	\$2,608,100
	1988	\$7,097,400
Food Store	1983	\$7,289,900
	1988	\$13,746,200
General Merchandise	1983	\$11,276,200
	1988	\$26,923,600
Other Retail	1983	\$4,123,400
	1988	\$10,853,600
Auto/Transportation	1983	\$4,988,700
	1988	\$13,411,200
Restaurant/Lodging	1983	\$4,155,100
	1988	\$10,175,800

Data compiled by Greater Portland Council of Governments

AFFORDABLE HOUSING

Windham's Town Council, as part of the comprehensive planning effort, appointed one of the first affordable housing alliances in the state. The charge of the Alliance is the following:

It shall be the responsibility of the Alliance to prepare a report for consideration of the Town Council regarding a methodology to encourage affordable housing options in the Town without unduly burdening municipal services. The report should address the following issues:

1. The need to create additional housing capacity within the Town, with specific attention to the need for the development of affordable housing for lower and moderate income households. Such a needs assessment is critical in determining who is having what type of housing problem.
2. Once appropriate types and segments of affordable housing are determined, to a) review a wide range of strategies to meet specific housing needs and b) make recommendations on appropriate strategies to the Town Council.

Further, the Alliance shall:

3. Coordinate the efforts and resources of local, state and federal agencies, non-profit housing corporations, and the private sector to develop affordable housing in conjunction with resources allocated pursuant to the State's Affordable Housing Partnership Act of 1989, and
4. Once goals and objectives for affordable housing are determined and approved by the Town Council, the Alliance shall serve as an advisory board to the Council on the planning and implementation of a development program.

The Alliance hired Dr. Valerie Lamont, Director of the Center for Real Estate Education at the University of Southern Maine, to assist with data analysis. The Alliance also paid CACI of Fairfax, VA to conduct a data search from 1980 and 1990 census data. The conclusions and recommendations of the Comprehensive Planning Committee, its housing subcommittee and the Alliance are presented below along with their findings drawn from the data analysis.

Update of 1985 Plan

The housing section of the 1985 Comprehensive Plan did not address affordability. The concern at the time was the enormous influx of new homes; a 60 percent increase from 1970-1980. The committee concentrated more on how to slow the growth and protect the rural character of the Town.

A "land conservation certificate" program was implemented to control growth, but, was later repealed and replaced by a "growth permit system". The growth permit system only regulates large scale development of over 20 lots in an attempt to prevent overtaxing of Town services.

Significant work on Windham's zoning and land use ordinance has kept housing growth consistent with land use policy while minimizing municipal service costs. The Town's rural character and commercial land base have been protected to some extent, but, present ordinances and economic conditions may encourage residential development of a large area of farm land. The preservation of farmland is addressed in the orderly growth and farm and forest sections of this plan. There is concern present subdivision regulations with stringent design standards and the planning review process may add too high a cost to housing.

There is no current policy to promote rehabilitation of substandard units, although the Town does support the efforts of the People's Regional Opportunity Program (PROP) and other such groups to do work in this area. The Town was one of the first Maine communities to create an affordable housing alliance recognized by the State. The Alliance is working with PROP, the Cumberland County Affordable Housing Venture (CCAHV), and other groups to address Windham's housing needs. The Alliance has also initiated a model housing project using Town owned land to benefit moderate income, first time homebuyers.

The Town rezoned several areas to meet the requirements of the State's mobile home law. However, this form of affordable housing may create many problems for the Town. For instance, lot sizes are considerably smaller than normally allowed and clustered septic systems are encouraged. Clustered septic systems can pose environmental problems and mobile home parks, because of their density can severely tax municipal services.

Findings

The tremendous growth Windham experienced in the 70's and early 80's has begun to slow down. According to preliminary census figures, the population of Windham was 13,200 in 1990.

The number of single family building permits peaked in 1987

at 100 units and has continually decreased since that time. In 1990, 47 single family housing permits were issued.

The Town's land use map encourages housing in areas of close proximity to services. Not surprisingly, the Comprehensive Plan Committee and the Alliance conclude land cost is the biggest deterrent to affordable housing. In Windham, housing is generally most affordable in the RM zones (medium residential) where multi-family housing is allowed at a density of 15,000 square feet per family, 20,000 square feet and 100 feet of road frontage is required for a single family home. The requirements above encourage development in these growth areas while standards in the Farm (F) zones help to protect them as rural areas. The Farm zone requires 80,000 square feet per house, 200 feet of road frontage and does not allow multi-family housing. Approximately 60-70% of the Town is designated as Farm (or Rural) area.

There are three areas designated RM, one in the northern part of Town; two in the southern part. The largest RM zone is adjacent to Windham's major commercial district in North Windham and is approximately 60% built out. The other two areas abut Industrial and Farm zones in South Windham and are less than 50% built out. At the present build out rate these zones will have sufficient available acreage for the foreseeable future. When built out to capacity, there is ample room to expand the RM zones while maintaining proximity to existing services and necessary infrastructure.

According to 1990 Census data, Windham's median family income was \$36,618, projected annual growth of that figure until 1995 is only .6%. The average selling price of a home in Windham for the first half of 1990 was \$107,327.19. (USM Institute for Real Estate Research and Education) The median value of a home in 1990 according to tax assessor records was \$111,900.

The median income family can not qualify to buy the average priced home. The figures which demonstrate the affordability problem are as follow:

28% Housing Debt Analysis

Principal and Interest Payment on \$107,327.19	= \$ 863.58
(30 year, 9%)	
Monthly Taxes	= \$ 116.58
Monthly Hazard Insurance	= \$ 30
Monthly Mortgage Insurance	= \$ 36
Total	\$1046
Median income is \$36,618 - 52 x 4	= \$2816.76 (monthly gross income)
28% of \$2816.76	= \$788.69 (available for monthly PITI payment)

The family earning a median income earns much less than required for the average price house. A family needs to earn \$48,700 to afford the average price home in Windham. Obviously, families earning 50% or 80% of median income are facing an even greater challenge.

Windham had a total of 5,200 housing units in 1990 of which 973 were renter occupied with a vacancy rate of 5.4. The affordability of these units can be determined as follows using 28% of gross income as a benchmark.

Median rent in 1990 = \$483

$\$36,618 - 52 \text{ (weeks)} \times 4 \text{ (weeks)} \times .28 = \788.69

(80% of median) $\$36,618 \times .80 - 52 \times 4 \times .28 = \630.95

(50% of median) $\$36,618 \times .50 - 52 \times 4 \times .28 = \394.35

Rental units are affordable in Windham for all but those making 50% or less of median income.

Windham's Affordable Housing Alliance has initiated an affordable housing program for families at 80% of median income by using Town owned land. A second mortgage is held on the land and payable only upon resale to preserve affordability. The Alliance is studying other ways to provide affordable homes and rental units to all income groups. The Alliance is also focusing on other groups such as the elderly and people with special needs.

There is a great need for affordable housing in Windham and throughout Cumberland County. PROP and the Institute for Real Estate Research and Education at the University of Southern Maine have recently completed research which clearly illustrates the need in Windham.

According to PROP, 1,609 residents are living under 125 percent of the Federal Poverty Guidelines (FPG) in the suburban area of Cumberland County and 2,734 people live under 150 percent of the FPG (1987 figures). The largest concentration at or near poverty level live in Windham and Gorham. In Windham, 1181 residents were under 125 percent of the FPG and 1774 under the 150 percent level. This is 22.5 percent of the population.

Further, the PROP study also shows the median home price in Windham was \$100,000 in 1988. A total of 1,753 families (or 47 percent of its residents) can not afford a median priced home. The Institute for Real Estate Research shows an average selling price of \$102,346 for the second quarter of 1990. (See illustrations below.)

Purchase Price of Homes in Windham(1990) Second Quarter Only

Number of Sales	Average Selling Price	Total Sales Volume	Average Listing Price	Average Days on Market
34	\$102,345	\$3,479,750	\$111,173	49

From Multiple Listings. Source: Institute for Real Estate Research and Education, University of Southern Maine

Affordability Index for 1990

For potential first time home buyers
10% downpayment, 10.25%, 30-year mortgage, .0123 tax rate and insurance

	Index	Median Income	Qualifying Income	Median Purchase Price
Cumberland				
Non-MSA	64.83	\$32,600	\$50,289	\$112,500
Portland MSA	75.82	\$37,300	\$49,196	\$110,000
State Total	77.69	\$31,100	\$40,033	\$89,000

Source: Institute for Real Estate Research and Education

A Maine State Housing Authority (MSHA) assessment showed the subsidized low income units in the Portland area totaled 328 of which 292 are elderly units and 36 family units. MSHA calls the availability of such housing in "seriously short supply". They project the need as 994 units for the elderly and 345 family low income units.

Also according to PROP, Windham had 92 AFDC cases with 157 children enrolled (1987 figures). A total of 344 Medicaid recipients were listed along with 159 Food Stamp recipients. The total unduplicated Windham recipients numbered 377.

The Alliance recently submitted a Community Development Block Grant (CDBG) application to the State for funds to rehab existing substandard housing. PROP already has a list of 60 houses in serious need of health and safety improvements and many more could be readily identified. The application proposed a revolving loan fund which would have created a source of funds for affordable housing in perpetuity. Windham was unsuccessful in its application but the Alliance was successful in a recent grant application to support its model home construction program. Short Term: 0-5 years
Intermediate: 0-8 years
Long: 0-ongoing

Policy

The Town must keep apprised of the areas of greatest need.

Implementation Strategy

The Alliance is working with the Cumberland County Affordable Housing Venture (CCAHV), PROP and the Institute of Real Estate Research to assess Windham's housing needs. The Alliance will update the data as often as necessary. (Short)

Policy

The Town must "take care of its own."

Implementation Strategy

The Planning Board will review and revise existing ordinances to encourage "in-law" apartments for the care of elderly parents.
(Short - Intermediate)

Policy

The Town will develop a level of high quality affordable housing which exceeds the state target of 10 percent. "Affordable" shall be defined as a home which can be owned or rented by a family making 50-100 percent of the Town's median income.

Implementation Strategy

The Alliance will meet this goal by the following measures:

1. Develop the necessary financial assets within the Alliance to facilitate housing development.
2. Work with existing housing agencies and organizations.
3. Review and recommend the Planning Board consider changes to the zoning ordinance such as:
 - A. expand medium residential area
 - B. require submittal of clustered and conventional subdivision plans
 - C. revise road construction standards, 22' pavement width with shoulders and sidewalks may not always be necessary
 - D. density bonuses
 - E. zero lot line setbacks
 - F. streamline the review process for "minor" subdivisions
4. Promote land trusts for affordable housing.
5. Identify Town-owned land, or, other lands available

for affordable housing (Short - Intermediate)

Policy

The Town must ensure maintenance of affordable housing units and ensure long-term affordability.

Implementation Strategy

The Alliance will work with other housing organizations to ensure recipients of new housing units will receive the necessary counseling and training to be competent home owners. Land leases, trusts and flexible second mortgages are tools which can ensure long term affordability.
(Intermediate - Long)

Policy

The Town must provide necessary support services to the residents when necessary, particularly for the elderly.

Implementation Strategy

Human services staff will work with the Alliance and PROP to ensure the delivery of necessary services.
(Intermediate -Long)

Policy

The Town must foster regional cooperation to provide affordable housing.

Implementation Strategy

The Windham's Affordable Housing Alliance will continue to coordinate its efforts with the Department of Economic and Community Development (DECD), Greater Portland Council of Governments (GPCOG), the Cumberland County Affordable Housing Venture (CAHV) and other applicable agencies.

WATER RESOURCES

Introduction

Only cursory attention was given to water resources in the 1985 Comprehensive Plan. Single pages addressing water resources are found in the Physical Features and Land Use sections. Because of their importance to the community and the state, we have addressed water resources in an exhaustive manner in the current plan.

Windham's citizens' survey, completed as part of this plan, indicates most residents feel zoning adequately protects water resources (See survey results in Appendix). A large majority of people feel Windham needs additional access to waterways and feel the Town should protect Chaffin Pond from development. Chaffin Pond is a source of public drinking water located in the heart of the commercial district.

We are only now beginning to realize what the cumulative effects have been on our environment as a result of our traditional day to day activities. Protecting our environment is a responsibility we must take seriously if we intend to deliver the ecologically desirable future our children deserve. Protecting, preserving and improving the quality of our water resources are essential elements of the environmental planning process.

In Windham we are very fortunate to have a wide variety of water resources: we have lakes, rivers, ponds, streams, brooks, wetlands, public wells, private wells, aquifers and reservoirs. Unfortunately, there are even greater number of threats to water quality" leaks from underground storage tanks, landfills and dumps, sand and salt storage and spreading snow disposal, nitrate plumes, septage and sludge spreading practices, pesticides, erosion and sediment control, phosphorous, acid rain, radon, toxic chemical spills, storage and disposal, deforestation, uncontrolled stormwater discharges, fertilizers and some agricultural practices.

Many of these issues are addressed to some extent in the various rules and regulations which deal with water-related issues including : local zoning restrictions, DEP's Site Location Act, Natural Resources Protection Act, Shoreland Zoning, Permit by Rules, Subdivision Standards, Section 404 of the Clean Water Act, Rivers And Harbors Act of 1899, State's External Plumbing Code, Portland Water District restrictions, Wetland Protection Rules and Solid Waste Management Rules.

There are many agencies involved at the local, state and federal levels to insure we comply with the proper set of regulations which should govern the water-related activity we

choose to engage in. A partial list of enforcement and review agencies follows: Local Code Enforcement Agency, Department of Environmental Protection, Army Corp of Engineers, Local Planning Board, Portland Water District, Environmental Protection Agency, Department of Human Services and U.S. Coast Guard. All of these agencies should also be considered as resources for solving problems during the project's planning and design phases.

Although there are already many rules and regulations which govern water-related situations, most of these have been devised and are administered through state and federal agencies. We have the opportunity and responsibility during the comprehensive planning process to examine local water quality issues. We must consider available data and propose some alternative courses of action the Town can take to address these challenges.

Windham has a vast variety of "Water Resources" within its boundaries. They range from large lakes, small ponds, rivers, brooks, underground aquifers, and wetlands. Some of the lakes and ponds are completely within our borders while some connect us to our neighboring towns either by actual water boundaries, or watershed and aquifer boundaries. This means that planning and policies for Windham's water resources must not only be done at the town level, but must also be done on a regional basis to insure protection for these resources.

The Town must also monitor and study the need for sewers.

Windham must never lose sight of the fact we are just stewards for these great resources and must try to leave them better than we inherited them.

The next decade will become even more important with every additional pressure put on these resources, whether it's development, improper disposal of toxic materials, point and nonpoint source pollution, or phosphorous export.

The Department of Environmental Protection rates lakes and ponds in one of seven categories: Outstanding, good, moderate/stable, moderate/sensitive, poor/restorable, poor/non-restorable.

The following is DEP's inventory of Windham's lakes and ponds:

Water Body	Acres	% WS. in Windham	Category
Chaffin Pond	14.8	100	Mod/Sen
Collins Pond	45.0	100	Mod/Stable
Dundee Pond	200.2	78	Mod/Sen
Forest Lake	202.6	54	Mod/Sen
Highland Lake	622.7	48	Mod/Sen
Little Duck Pond	32.1	100	Mod/Sen
Little Sebago Lk.	1,364.0	11.4	Mod/Stable
Lower Mud	4.9	100	Mod/Sen
Mill Pond	17.3	100	Mod/Sen
North Gorham Pond	84.0	32.8	Mod/Sen
Pettingill Pond	37.1	100	Mod/Sen
Sebago Lake	29,526.0	1.9	Outstanding
Tarkill Pond	27.2	100	Mod/Sen
Upper Mud	2.5	100	Mod/Sen

The following is an inventory of rivers and brooks in Windham:

Rivers	Brooks
Presumpscot	Anderson
Pleasant	Baker
	Black
	Colley Wright
	Ditch
	Hyde
	Inkhorn
	Lincoln
	Milliken
	McIntosh
	Otter
	Outlet
	Small

The Town intends to zone these rivers and brooks in accordance with DEP's recommendation for streams and brooks. (See map in Appendix)

The Presumpscot River from the outlet of Sebago Lake to its confluence with Dundee Pond is classified as class A, from the outlet of Dundee Pond to a point located below the village of South Windham is classified as class B, and from the point below the village of South Windham to the tidewater is class C.

The Pleasant River is classified as class B.

Ground water is one of Windham's vital resources. Windham's public water supply comes in part from wells as Chaffin Pond, these wells have been protected with an Aquifer Protection

Ordinance, one of the first such ordinances in Maine, and should be well protected for the future.

Records are presently not kept on private wells and well location, so the number here had to be estimated. There are 5099 buildings in our community and at this time the Portland Water District is serving 555 commercial accounts, 3 industrial accounts, 31 governmental accounts, and 2203 residential accounts and 360 seasonal accounts with a total of 3232 services in Windham. This leaves an estimated 1867 homes and or businesses on some type of well whether it be a dug well, shallow well points, drilled wells, or direct draw from lakes.

Protection of this valuable and vital resource is of great importance, once ground water is contaminated, clean up is very time consuming, expensive and sometimes impossible. Only our public drinking water is protected with the Aquifer Protection ordinances, and by constant testing and sampling. Groundwater contamination whether it be from bacteria, pesticides, nitrates, gasoline, or oil can result in serious health problems, as well as the expense of replacing the drinking water source usually with public water. To see known sand and gravel aquifers, see the Sand and Gravel Aquifer Map in the Appendix.

An inventory of Windham's "Wetlands" taken from the Maine Geological Survey Department of Conservation's Fresh-Water Wetlands Maps numbers 5, 11, and 12 are also found in the Appendix.

Recommended Phosphorous Control Standards by watershed (from DEP)

Water Body	Level of Protection	Growth Factors	Acceptable Phosphorous Export
Chaffin Pond	Med	35	0.038
Collins Pond	Med	35	0.079
Dundee Pond	Med	35	0.091
Forest Lake	Med	35	0.031
Highland Lake	Med	25	0.054
Little Duck	Med	35	0.030
Little Sebago	Med	35	0.057
Lower Mud	Med	25	0.033
Mill Pond	Med	35	0.060
North Gorham	Med	35	0.087
Pettingill	Med	35	0.029
Sebago	High	35	0.069
Tarkill	Med	35	0.030
Upper Mud	Med	25	0.029

Short Term: 0-5 years
Intermediate: 0-8 years
Long: 0-ongoing

Policy

Support a "no degradation" approach to all aspects of water quality.

Protect Windham's quality and quantity of water resources, both surface and subsurface.

Implementation Strategy

The Town Council has appointed a Water Quality Commission based on the recommendation of this plan. (See Appendix for recommended Commission goals and Town Council charge)

Promote public education regarding water quality related issues.

Invite local community civic organizations to conduct programs that help the community to achieve policy.

Standardize minimum water quality reporting requirements for studies being submitted to the Town for project review. Set standards for what types of studies may or shall be used to review the study. The Town presently requires a hydrogeologic study and Cumberland County Soil and Water Conservation District review. Seek alternative financing for all water quality related municipal projects and lend assistance to the private sector if cooperation would be mutually beneficial, and feasible.

Provide adequate staffing for the Code Enforcement Office to allow effective field inspection with administrative support required.

Formally adopt the Federal Manual for Identifying and Delineating "Jurisdictional Wetlands" as the definition of "Wetlands" in all the Town's rules, regulations and ordinances.

Explore Maine's Department of Inland Fisheries and Game recommendations for management of the Town's lakes and ponds to support the best game and fish population possible; especially at Highland Lake. (Short)

Policy

Promote regional cooperation between neighboring communities regarding common water resource issues.

Implementation Strategy

The Town should seek representation on the State Land and Water Resources Council.

Find a way to most economically contribute to the benefit from local and regional GIS data storage and usage. Promote participation in the "Best Management Practices" assistance program to help farmers address water quality issues. (Short)

Policy

Assist the farming community to improve productivity while minimizing environmental impact.

Implementation Strategy

Promote participation in the "Best Management Practices" assistance program to help farmers address water quality issues as currently sponsored by the University of Maine Cooperative Extension Service and the Cumberland County Soil and Water Conservation District. (Short)

Policy

Protect private wells from pollution.

Implementation Strategy

Consider establishing a permitting or registration policy for the installation of a private water supply, i.e. drilled wells, dug wells, driven points, and lake draws, etc. Consider making CEO inspection a part of the permitting or registration process.

Encourage training for water supply installers and establish a certification process for individuals who have met minimum criteria.

Encourage training for subsurface wastewater disposal area installers and establish a certification process for individuals who have met the minimum criteria. Accelerate plans to safely contain sand and salt storage. (Short)

Policy

Manage phosphorous export in watersheds.

Implementation Strategy

Incorporate DEP standards for phosphorous control in Land Use Ordinances. (See previous chart for recommended levels)

Develop a townwide watershed development management plan

consistent with Town's watershed maps. (See Appendix) (Short)

Policy

Protect wetland areas.

Implementation Strategy

Formally adopt Federal Manual for Identifying and Delineating wetlands as sole wetlands definition. (Short)

Policy

Minimize erosion, sedimentation, and unplanned storm water discharge.

Implementation Strategy

Establish shoreline and streambank stabilization programs to help individual land owners convert existing problems and reduce likelihood of recurrence.

The Town should inventory existing stormwater systems and continue to restrict discharge into municipal systems when on site solutions are possible. (Short)

Policy

Protect the active and passive recreation value of water resources .

Implementation Strategy

Explore the feasibility of establishing a marine warden service as a means of enforcing waterbody and shoreland rules and regulation .

Take an active role to assist agencies in first restocking programs. (Intermediate)

Policy

Preserve, enhance and improve wildlife habitats connected with water resources.

Implementation Strategy

Use Essential or Significant Wildlife and Fisheries Habitat maps provided by the Maine Department of Inland Fisheries and Wildlife to regulate development at the Planning Board and Code Enforcement level. (Short)

Policy

Provide public access to Town's water resources in a minimum impact manner.

Implementation Strategy

Provide education through the Commission and proper supervision through the Town's Recreation Department for responsible use of public access points.

Explore limitations of type, size and horsepower of crafts on certain waterways to help minimize the harmful effects these crafts can have on water quality and shoreline stability.
(Intermediate)

CRITICAL NATURAL RESOURCES

Update of 1985 Plan

Although Critical Natural Resources were not addressed directly in the 1985 Plan the section on Land Use briefly noted some concerns: that shoreland and wetland areas should be protected from development which would deteriorate their ecological and scenic values; and that provisions should be added to the zoning ordinance to prevent filling or other destruction of designated valuable wetland areas. Critical or significant natural resources includes such areas as wetlands, wildlife, fisheries, and plant habitats, scenic areas, shorelands and unique natural areas.

Findings

The 1989 Essential or Significant Wildlife and Fisheries Habitat map produced by the Maine Department of Inland Fisheries and Wildlife designates and classifies Inland Fisheries, Inland Wetlands, and Deer Wintering Habitats as provided by Title 30 MRSA Sec. 4960 through 4960-F. The Department of Inland Fisheries and Wildlife designates 32 wetland habitats within the Town, and classifies these as moderate to low in habitat value.

Five deer wintering habitats are designated and the classification of these has not been determined. Most of the numerous brooks, streams, rivers, ponds and lakes have been classified as to the habitat value of each. The following listings are of the deer wintering habitats and the general location of each, those fisheries habitats that are classified as high habitat value, and those that have not been classified and the general locations of each:

Deer Wintering Habitat - Eel Weir Canal, 1D5; Smith Road, 2D5; Ditch Brook, 3D5; Dundee Hill, 4D5; Atherton Hill, 5D5.

High Value Inland Fisheries Habitat-Sebago Lakes, Little Sebago Lake, Forest Lake, Highland Lake, Pettingill Pond, Collins Pond, Little Duck Pond, Presumpscot River, Pleasant River, Ditch Brook, Colley Wright Brook.

Unclassified Inland Fisheries Habitat-Mud Ponds, Chaffin Pond, Tributary of Pleasant River, Tributary of Black Brook, Stream flowing from Mt. Hunger.

The floodplain area of Black Brook at Windham Center is of particular concern to the community.

Through adoption of various ordinances the Town has maintained consistency with applicable state law in regards to the protection of critical natural resources. The

following is a listing of recent ordinance changes relating to the protection of natural resources:

Aquifer Protection Ordinance, Shoreland Zoning Ordinance

Recycling is also a significant concern.

Windham, like many other communities of the Greater Portland area, is working with Regional Waste Systems, in an ongoing voluntary recycling program.

The program has achieved limited success in Windham. Since the program was begun, approximately six months ago, the Town's participation has amounted to 43 tons of waste, or 2 percent of the residential waste stream. At this level, Public Works Director Steve Walker estimates that approximately 100 tons of recyclables would be returned to the Town's three transfer stations, presently located at the community facility on Route 302, at the old Police Station, and at the Manchester School.

Walker would like to see Windham's recycling contribution increase to 10 percent. Presently the Conservation Commission is exploring ways to increase the participation and is expected to come up with specific recommendations shortly.

RWS is expected to expand its recycling program utilizing public relations and education.

Public Works Director Walker, who characterizes Windham's efforts as "fairly decent" believes that a good public relations campaign will benefit the program in Windham.

As Windham strives to increase its recyclables, it must consider the question of curbside collection versus dropoff points. Curbside, notes Walker, is more effective but is costly. Utilizing dropoff areas, is not as effective but is much cheaper. Walker acknowledges that recycling does cost money.

Funds have been set aside for recycling in the proposed budget.

The State expects all communities to recycle 25 percent of all wastes by 1992 and 50 percent by 1994-95.

Goals

The Town should continue to update applicable ordinances as the Town changes or the State adds additional legislation in the area of critical natural resource protection.

The Town should also encourage the Maine Department of Inland

Fisheries and Wildlife to complete the classification of all of the fisheries and deer wintering habitats located within the Town.

The Town should designate new or currently undesignated natural habitats of local interest and should encourage Inland Fisheries to classify those habitats as to the habitat value.

The Town should continue to discourage development on floodplains.

The Town should continue to discourage development that will have an adverse effect on critical natural resources.

The Town should ensure that threats to the environmental integrity of all natural resources are investigated fully, and that corrective action is taken expeditiously.

The Town should ensure that a sound policy of environmental management is followed at all levels of local government.

Short Term: 0-5 years
Intermediate: 0-8 years
Long: 0-ongoing

Policy

The Town should continue to update ordinances as the State changes legislation concerning critical natural resource protection.

Implementation Strategy

Town should adopt as expeditiously as possible changes in ordinances that will protect and enhance the environment.
(Short to Intermediate - Council)

Policy

Town should encourage Inland Fisheries to complete classification of fisheries, deer and other wildlife habitats located within the Town.

Implementation Strategy

Town should work closely with elected State Officials and Inland Fisheries to ensure that any new and existing critical natural resources are classified as to habitat values expeditiously. (Short to Intermediate - Council)

Policy

Town should designate new or currently undesignated natural habitats and encourage Inland Fisheries to classify those habitat values.

Implementation Strategy

Town should adopt policy for designating appropriate areas as critical natural resources. (Short to Intermediate -Council)

Policy

Town should continue to discourage development on floodplains.

Implementation Strategy

Town should continuously monitor and update ordinances to ensure protection of human life and property in floodplains. (Short to Intermediate - Planning Board, Council)

Policy

Town should ensure that threats to environmental integrity of natural resources are investigated fully and that corrective action be taken quickly.

Implementation Strategy

Land use problems should be investigated immediately with proper corrective actions taken as readily as possible. (Short to Intermediate - Council)

Policy

Town should ensure that a sound policy of environmental management is followed at all levels of local government.

Implementation Strategy

Town policy should be developed to ensure that all decisions are made that will affect the quality of the environment will take into consideration, ecology, economics and ethics, as well as other pertinent conditions. (Intermediate -Council)

The Planning Board will continue to require stringent environmental safeguards such as hydrogeologic studies and Cumberland County Soil and Water Conservation District review for all projects.

The Town Council will continue to support the Windham Conservation Commission's efforts to preserve significant natural areas in Town

The Town will continue its regional approach to conservation of wildlife areas and critical natural resources by continued cooperation with Presumpscot Riverwatch, Trout Unlimited, and similar groups.

AGRICULTURAL AND FOREST RESOURCES

Introduction

Windham has a long history as an agricultural and forest area which supported the people and businesses of Portland. Industries in this Town have served the same function. The early mills were flour, lumber, woolen and gun powder - getting their raw materials locally and selling their products in the city.

The economic death of downtown Portland, urban blight, and urban sprawl are all based on economic factors which maximize profits and give little consideration to any thoughts or programs which would prevent the crippling of "the hand that feeds it."

To know that a national week-long truckers strike would empty the supermarket shelves of New England (Maine Department of Agriculture), and that very little is being done to prevent development from eating up great chunks of farm and forest land, simply points to the fact that there are no policies for food, water, and shelter security. Food, water, shelter - essential to life - and yet every day we make decisions which allow the sources of these essentials to be put in real jeopardy. Once someone has built a home, we are not going to tear it down to plant corn. Once someone has built a home, we are not going to tear it down to plant some trees to insure our air and water quality. It is not necessary to create new buildings, or new areas for building when the ones already in existence are not being utilized. "Simple" economics may provide comfort for many in this day and age, but future generations are at ever greater risk unless we choose now to adopt security measures which are not based on economic factors alone for our food, water, and shelter.

Windham must take a stand now against "economic development" for the sake of economic development. "Economic development" which flies in the face of reason; "economic development" which should be taking place where it already has buildings and infrastructure; "economic development" which is speculative at best.

When Windham was founded and until the mid 1900's, most everyone was tied to the "economics of survival". Since then most everyone has passed on to the "economics of comfort and leisure". The farther one gets into the scale of comfort and leisure, the farther removed one becomes from the economics of survival and begins to practice the "economics of self-destruction", not caring about such mundane things as food security - all the while believing that money can buy

everything. We must not lose sight of the "economics of survival", and that means retaining these survival capabilities and their sources locally. We are two generations removed from the gas and food rationing of World War II and only our elders remember the sacrifices. Complacency has its heels well planted in today's society and no one wants to think about hard times, which can be created by man-made or natural events or catastrophies, not the least of which could be drought in the nation's farm belt.

Windham needs policies for food, water, and shelter security. The sources of these vital aspects of our life must be protected by actively seeking and adopting measures for forest protection, water protection, and farmland protection. To not do this, is to put the noose around our childrens' necks, waiting for someone or something beyond their control to drop the platform from under their feet.

The very least we can do for future generations which we have fostered on this earth is to allow them to have the proper tools to survive. This we can only do by proper planning at this juncture in time, ensuring that the land, the water, the air, and the forests are left to them in a better condition than we found these valuable resources.

Update of 1985 Plan

Protecting Windham's valuable natural resources has been a prime goal of the community for many years. The 1985 Plan underlined that concern.

Specific policies advocated discouragement of intensive development in rural and agricultural areas.

In addition to discouraging the development of prime farmland, the plan sought to avoid conflicts between the farming community and suburban development, prevent the preemption of farmland for urban uses, and to allow farmers a reasonable ability to market portions of their property for residential development.

It also sought consideration of lower densities for single family houses in the Farm district and to protect the rural-agricultural character of the undeveloped portions of the Town and encourage continued profitable operation of farms within the town.

Yet with these considerations in mind, Windham's farm acreage continues to shrink.

In 1982 a Maine State Planning office study revealed that from 1962 to 1982, farmland (cropland and pasture) decreased from 5200 to 4300 acres.

By September, 1990 the Town's acreage had dropped to 2063 acres according to the Soil Conservation Service.

However, data provided by the Peoples Regional Opportunity Program (PROP) and the Greater Portland Councils of Government reveals an unexplained increase in agricultural employment. According to the figures, in 1980 a total of 17 persons were engaged in farming. By 1988 that number had risen to 98.

According to Windham's tax assessor, the Town has over 5,000 acres designated as tree growth, constituting over 14% of the Town's total land area. (See end of chapter for inventory of agricultural and tree growth properties.)

Findings - Current Conditions

A citizens' survey conducted by the Comprehensive Plan Committee in early 1990 showed a large majority of those answering to be in favor of the Town buying agricultural and forest land to preserve it. Most disagreed that zoning protected agricultural and forest land.

Concern for the preservation of Windham's farms has grown with the passing of time and the ever-present threat of development.

The concern has two primary components: avoiding land use conflicts between farming activities and suburban development, and, the permanent preemption of farmland for other uses.

Zoning districts should be delineated to preserve farming in areas conducive to farm activity with conflicting uses avoided.

Current zoning permits single family residences on two acre lots in the Farm zones. Farm zones should not be changed to another type of zone unless it will benefit the entire community because once farmland is developed it is lost forever. The loss of farmland is a major state and national concern. The federal "Farmlands Protection Policy Act" was enacted in response to this concern. On the local level, Windham does provide differential property tax assessment through the Farm and Open Space Tax law.

The Town needs to take additional steps to discourage the development of farmland and to encourage farmers to keep their farms active. Windham should work with Soil Conservation Services to identify and evaluate farmland through the Land Evaluation and Site Assessment (LESA) program.

Ordinance changes should also be implemented to keep farmland

contiguous even if some building takes place.

The Town should also give serious consideration to transfer or purchase of development rights programs, raising money through a formula where any deficit created in the Town revenues by issuing a building permit should garner the same amount of money to a TDR/PDR fund from the developer.

The Town should explore the possibility of a farmers market to assist local farmers in selling their products.

Language changes should be added to the Town Charter and/or Land Use Ordinance to the effect that no ordinance shall be enacted or enforced that would harm the agricultural viability of the Town.

Interaction and education between farmers and local businesses should be encouraged. Agriculture education in the classroom should be provided.

Large scale development should not take place in the Farm zone because soils are unsuitable for septic tanks and leach fields. Farm zones should be the last to have sewers, and then only if necessary to protect wells or ground water quality.

Short Term: 0-5 years
Intermediate: 0-8 years
Long: 0-ongoing

Policy

Preserve agricultural, forest and wetland areas.

Implementation Strategy

Revise zoning districts to preserve farmland and activity.
(Short to Long - Planning Board, Council)

Encourage continued protection of forest resources through "tree growth" tax status.

Require Maine Forest Service Best Management Practices (BMP) for timber harvesting operations.

Policy

Regulate development of agricultural, forest and wetlands areas.

Implementation Strategy

Strongly regulate development in Farm zones to preserve rural character, open space, farmland, forests and wetlands. In

most instances, Windham's existing land use ordinances allow for strong regulation of these resources. (Short to Long - Planning Board, Council)

The Planning Board will rely on Inland Fish & Wildlife maps of designated wetland and wildlife areas. When site walks indicate such conditions exist in unmapped location, the Board will require high intensity soil surveys and other stringent environmental review.

Policy

Preserve viability of agricultural, forest and wetland areas.

Implementation Strategy

Protect agricultural viability by ordinance or charter. (Short to Long - Council, Planning Board, Charter Commission)

Policy

Preserve the Town's rural character.

Implementation Strategy

Enact lower density zoning in agricultural areas and discourage development of open space through cluster development. (Short to Long - Planning Board, Council)

Policy

Prevent conflict between farming and suburban development.

Implementation Strategy

Encourage mutual understanding between farmers and business people. (Short to Long)

Policy

Avoid permanent development of farmland.

Implementation Strategy

Consider other options of utilizing farmland. (Short to Long- Planning Board, Council)

Policy

Explore the possibility of a farmers market.

Implementation Strategy

Assess needs of community and area. Tailor produce offered to

meet market demand. (Short - Planning Board, Council, Farmers)

Policy

Encourage agricultural education in the classroom.

Implementation Strategy

Work with school department to implement. (Short to Intermediate - School Administrators, Council, Farmers)

HISTORIC AND ARCHAEOLOGICAL RESOURCES

Update of 1985 Plan

Since publication of the 1985 Comprehensive Plan, Windham has taken a number of steps to preserve its historical past.

The Town was one of the first in the state to enact a preservation ordinance to protect its historic, buildings and sites. As recommended by the ordinance, the Windham Historic Preservation Commission has been established and charged with the following purpose:

"for the purpose of preserving, protecting, and enhancing buildings and places or areas within the Town which possess particular historical, cultural, or architectural significance in order to promote the educational, cultural, and economic welfare of the residents and visitors to Windham. To achieve these purposes, it is intended that historic districts and related regulations be used to prevent inappropriate alterations of buildings of historic or architectural value; to preserve the essential character of neighborhoods; and to assure that new buildings or structures constructed in neighborhoods and districts of historic or architectural value are designed and built in a manner which is compatible with the character of the neighborhood or district.

An historic sites survey, recommended under the implementation strategy in the 1985 Plan, has been completed and is included in its entirety in the Appendix.

One issue still not addressed is changing Windham's zoning ordinance to include a performance or overlay district for historic areas "to encourage architecturally compatible rehabilitation and construction and to discourage demolition of historic buildings."

Additional incentives for property owners to preserve their homes, other than federal tax credits, still have not been provided. This lack of incentives was cited in the 1985 Plan, also.

The 1985 Plan stated that through the historic site survey "the Town can excite an interest in historic preservation, and provide background information to property owners who are interested in rehabilitating their houses."

Findings

Windham, settled in 1737, is 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, 19th, and 20th centuries. (A detailed description of the Town's historic treasures is contained in the Appendix).

However, the complexities of contemporary times have even imperiled its past. The future of the Parson Smith House, a singular example of the Town's earlier history, preserved through the Society for the Preservation of New England Antiquities, is now uncertain as its legal tax status ~~is~~ ^{has} ~~been~~ ^{been} ~~contested.~~ ^{settled by the Council, and found to be taxable,} resulting in the imminent sale of the house and property.

A question that will have to be addressed as Windham looks to its future as well as its past is what constitutes a "critical" historic site. There are believed to be a number of these sites especially along the shores of the Presumpscot River in South Windham where the Town's first residents lived.

Another area that still needs to be addressed is providing proper incentives to preserve the Town's historic residences. Although the lack of incentives was cited in the 1985 Comprehensive Plan, this issue remains unaddressed offering little to the prospective participant.

Webster's New Collegiate Dictionary defines "critical" as "exercising or involving careful judgment or judicious evaluation."

Windham's schools should also become more involved in sharing the Town's history with its students.

Selection and appointment of the Historic Preservation Commission is a critical first step that will help ensure that the onrushing tide of contemporary times does not erode Windham's rich history.

Policy

Windham should actively participate in, and encourage preservation of its history.

Implementation Strategy

Council has now appointed an Historic Preservation Commission. (Short) The Commission has approved and presented 5 Historic Districts to Date.

Policy

Reminders of Windham's history should be marked, preserved and maintained.

Implementation Strategy

Implementation of the historic code ordinance will ensure

these will be properly maintained. (^{Short}Intermediate -Council)

Policy

Cultural resources should be protected and examined.

Implementation Strategy

The Commission should continue an ongoing examination of Windham's historical resources. (Short - Intermediate)

Policy

Community should seek funding sources for surveys to locate archaeological sites of historic and prehistoric periods.

Implementation Strategy

Commission should explore all feasible funding mechanisms. (Intermediate)

Policy

Windham's past should be presented to the students of today.

Implementation Strategy

Historic Preservation Commission should work with Windham's schools to ensure that the Town's history be made a part of the curriculum. (Short - Intermediate)

RECREATION

Update of 1985 Plan

Windham's recreation needs have been a major concern of the community for years.

In 1985, the Town's Comprehensive Plan Committee recognized those needs and devoted an entire section of the report addressing those concerns. A reading of the 1985 Plan shows "that there was and continues to be, a deficit in recreational lands, facilities and opportunities throughout the Town."

A review of the Town's history since 1985 shows that little or no improvement has occurred, and that the Town has been unsuccessful in implementing the policy findings and recommendations of the 1985 Plan.

Specific areas of concern cited in the 1985 plan include:

- There is an inadequate supply of recreation lands and opportunities.
- Available areas are not diverse enough for the broad population base and age group that resides in Windham.
- Indoor recreational facilities and opportunities are lacking. A pool, gymnasium and other indoor facilities should be considered.
- Recreation facilities that do exist are primarily located at school centers. Future facilities should be located in the Town's population centers.
- Windham's roads, when being improved, should include bicycle paths/walkways along various routes to encourage safe participation
- The Town should consider open spaces and recreational uses when the issue of rezoning, site plan approval, or subdivision approval for new residential development occurs. Intense development in natural areas that have a potential for recreational value should be discouraged.
- The highest priority should be given to creating access to the Town's abundant natural resources. This includes establishing beaches, boat ramps, parks and picnic areas.

The Town's search for public access to the surrounding lakes has been lengthy, and to date, unsuccessful, largely because Windham's residents have not been convinced the benefits of these parcels would be worth the price that would have to be

paid.

Although opportunities to acquire several waterfront properties, which would allow public access have been rejected by the Town's voters, surveys conducted by both the Windham Conservation Commission and the current Comprehensive Plan Committee, strongly indicate the residents want such access.

The Conservation Commission survey, conducted in May 1988, which reached 200 residents, showed that 125 were in favor of such access. The survey showed that lake/pond/boating access were most often cited. (See Appendix for survey results)

The 1985 Comprehensive Plan stated "the highest priority should be given to creating access to the abundant natural resources in the Town."

This need is further indicated in the results of a citizen survey initiated in early 1990 by the present Comprehensive Plan Committee. Out of 590 responses, 79 percent were in favor of public access. Public comments gathered in that survey also spoke strongly in favor of providing such access. A statistical analysis of the survey results, as well as written comments, shows a clear need for lake access, open spaces for informal recreation and for facilities such as a municipal swimming pool and recreation center.

Some steps have already been taken to address Windham's recreation needs.

In late 1987, the Town's Environmental Improvement Committee under went several membership changes. Windham Town Council gave that panel a new charge which was to assess the needs of the Town in respect to recreation and open space.

The revitalized committee, with council's approval, then changed its name to the Windham Conservation Commission. The change included a broadening of the panel's scope from strictly environmental issues, to include issues of open space acquisition, recreation advocacy, and preservation.

As part of the Council's charge, the Conservation Commission was directed to develop and recommend a strategy for meeting current and future recreational facilities and open space needs of the community. (See charge in Appendix)

Those recommendations are contained in a report entitled Recreation Facilities and Open Space: A Needs Analysis -1988.

The detailed report provides an inventory of Town-owned property, a history of recreational facilities, a comparison of Windham's recreational facilities to those in other Maine towns and the results of a town-wide survey.

It also provides a strategy and numerous recommendations for meeting both current and future needs of the community.

The Conservation Commission also submitted an application to the Land for Maine's Future Board for state funds to buy several parcels on Sebago Lake. The state rejected that bid.

Findings - Current Conditions

A review of the Maine State Department of Conservation's 1988 Maine Municipal Needs Analysis shows a number of areas in which Windham offers significantly fewer recreational facilities to its residents than surrounding communities.

Out of 116 Maine towns and cities with more than 2,500 residents, Windham's 4.2 acres of municipal park area per 1,000 persons ranked 98th.

Windham's inadequacy in this area is further noted by the fact that the mean and median values for Maine communities having 10,000 or more residents, are 12.91 and 12.55 acres per 1,000 residents respectively. These figures far exceed Windham's 4.21 acres per 1,000 persons.

A large portion of Windham is still forest. In fact, 4,517 acres were designated as tree growth in 1991 according to the Windham tax assessor.

The Town has been successful in encouraging donations of land with high wildlife value as part of the subdivision review process. Two parcels including significant wetlands and ponds with abundant waterfowl will soon be accepted by Town Council. The parcels include the Mud Ponds and a portion of Otterbrook. Windham's Recreation Department will manage these parcels and future land gifts with emphasis on passive recreation and environmental education. Inland Fish and Wildlife maps will help direct the community to areas of high wildlife value in its search for additional land. (see map at end of chapter.) The Planning Board has also required public access to rivers abutting recently approved subdivisions.

The Town's ranking in the area of soccer and multi-purpose fields is also in the lower one third of towns throughout the state. Of the 93 cities and towns with fields, Windham is ranked 88th, with 0.5 fields per 1,000 people. The mean for towns with population of 10,000 or more is 0.35 fields per 1,000. This places Windham with less than half the average number of fields when compared with similar communities.

Windham ranked 80th out of 94 for basketball courts, and 93rd out of 95 for tennis courts. The Town's 0.22 basketball courts per 1,000 residents pales to a federal standard of

0.50 courts per 1,000 and the state mean of 0.48 courts per 1,000. Similarly, the 0.22 tennis courts per 1,000 residents is inadequate when compared to the federal standard of 0.50 and a state mean of 0.67 tennis courts per 1,000.

Another area of concern cited is the lack of playgrounds. Of 113 towns, Windham's 0.30 playgrounds per thousand ranked 98th. The national standard is 0.50 per 1,000, and is only half of the state mean of 0.60 playgrounds.

Windham is also cited as being deficient in its number of baseball fields. The Town was ranked 97th out of 113. In this instance, however, Windham's 0.30 fields per 1,000 was almost twice the national standard of 0.17 fields and compared favorably to the 0.34 fields per 1,000 for Maine communities with populations above 10,000.

The Town's 0.30 softball fields per 1,000 is comparable to the national standard of 0.33 and the mean for Maine towns above 10,000 population of 0.38 softball fields per 1,000. However, three of the seven fields are privately owned and may be lost to development in the future.

The number of picnic facilities in Windham ranked it 48th out of 96 towns with such facilities. Windham's 2.70 tables per 1,000 residents exceeded the national standard of 2.00 tables by a full one-third.

The recently opened (September 1990) new K-3 school complex provides some additional playgrounds and fields. However, these facilities, though badly needed, are again centered around school facilities, a trend which was recommended against in the 1985 Comprehensive Plan and the 1988 Conservation Commission study.

The Town maintains approximately 50 acres of recreational areas, excluding the areas adjacent to the new school complex. National standards suggest the Town should have 120 acres. The average for Maine communities the size of Windham indicate the Town should have approximately 170 acres with its present population.

Windham has not provided bikeways as recommended in the 1985 Comprehensive Plan. Although Town ordinances require sidewalks in new subdivisions no connector sidewalks have been established. No provisions have been made for maintaining existing sidewalks.

The Town's natural resources have not changed since the 1985 Comprehensive Plan, but the opportunities to provide access to them are increasingly harder to find.

Short Term: 0-5 years
Intermediate: 0-8 years

Long: 0-ongoing

Policy

The Town should take immediate steps to acquire land for recreation and conservation.

Implementation Strategy

A number of options have been recommended:

- Outright purchase of land through bonding, impact fees, annual budget allocation or surplus funds.
- Encouragement of land acquisition by land trusts. - Acquisition of conservation easements. -Promotion of open space/recreation land acquisition through appropriate zoning and negotiations with developers.
- Development and promotion of a mechanism to accept donation of lands and funding for recreational facilities.
- Utilization of proceeds from the sale of tax-acquired properties.
- Exploration of involvement in federal/state/regional land acquisition and funding programs.
- Acquisition of approved access to existing timberland for minimal impact usage.

The Windham Conservation Commission is exploring these numerous options. (Short)

Policy

The Town should become actively involved in the development of various recreational facilities.

Implementation Strategy

The Town must work with school, Recreation department and local groups to improve and expand Windham's recreational facilities. (Short - Intermediate)

Policy

A long-range recreation master plan should be developed.

Implementation Strategy

Conservation Commission, school and Recreation departments, should develop a flexible plan which could be constructed in phases over a period of years as monies become available.

(Short -Intermediate)

Policy

Public open space, access to lakes and rivers, and active and passive recreational facilities should be available to all Town residents.

Implementation Strategy

The Town must work with all interested parties to provide these resources. (Short)

Policy

Investment in the expansion of recreational facilities should be made a component of the Town's Capital Improvement Program.

Implementation Strategy

This expansion should be based on the recommendations of the various Town departments and citizen committees. (Short - Intermediate)

Policy

Bikeways should be developed and the Town's sidewalk network expanded.

Implementation Strategy

The Town should work with the Public Works Department and Maine Department of Transportation toward development of bikeways. Safe pedestrian access in the North Windham Commercial District as well as along other roads should be expanded. Maintenance and snow removal should be a regular function of the Public Works Department.
(Short -Intermediate)

Policy

Use of Dundee Park should be encouraged and possible expansion of facilities explored.

Implementation Strategy

The Town should work with Dundee Park Committee to ensure full utilization of the park. Stricter user controls should be studied. (Short- Intermediate)

Policy

A Greenbelt area along the Presumpscot and Pleasant Rivers,

and /or along the banks of the Town's many lakes and ponds should be developed. The value of the Presumpscot and Pleasant Rivers as class "C" with resource and recreation values of state wide significance must be preserved.

Implementation Strategy

Areas should be developed for mixed usage including nature trails, cross country and snowmobile trails. (Intermediate)

The Town will continue to work with the Presumpscot River Watch and similar groups to achieve these goals.

Policy

The Town Planning Department is working with the Cumberland County Soil and Water Conservation District to inventory the properties along Pleasant River.

Access to large tracts of land for passive recreation uses such as picnicing, hiking and nature appreciation should be sought.

Implementation Strategy

The Town must work closely with its residents and Public Works Department to ensure that appropriate improvements to adjacent roadways (parking areas and/or turnoffs) be made. (Short - Intermediate)

Policy

A guide to existing and future historic sites and buildings in the Town should be made available to its residents and tourists.

Implementation Strategy

The guide could be researched, developed and printed by Town's numerous service organizations working with the Windham Historical Society, Dundee Park Committee, Conservation Commission and other interested Town groups. (Intermediate)

Policy

The Town should consider expansion or updating Windham Public Library.

Implementation Strategy

Utilizing recent library user and needs studies and input from library personnel, the Town should prepare a detailed needs and cost analysis. (Short)

Policy

A community effort to obtain property, and to then develop it into additional ball fields, basketball and tennis courts, parks, and neighborhood playgrounds should be explored.

Implementation Strategy

Community-wide participation should be encouraged to make it successful. (Short - Intermediate)

Policy

The Town should continue to provide a strong Adult Education and Recreation program for its residents.

Implementation Strategy

Town, Adult Education, Recreation, and School departments should work together to ensure this. (Short - Intermediate)

Policy

A recreation center with athletic and game room facilities and meeting rooms should be considered. Facilities should include a swimming pool, exercise equipment and aerobics.

Implementation Strategy

Possibilities of a joint public/private venture should be explored. Such a joint venture might include participation with YM/YWCA. (Intermediate)

Policy

The Town should encourage placement of nature conservation lands into a land trust.

Implementation Strategy

Tax incentives and land use ordinances should be considered. (Short - Intermediate) Redraft

Policy

Windham's forests should be preserved.

Implementation Strategy

The Town should continue to protect its 4,517 acres of designated tree growth. The Planning Board will continue to require developers to reserve forested land as public open space where applicable.

The Recreation Department will coordinate educational opportunities and public access to forests. (Intermediate)

CHARGE TO THE WINDHAM CONSERVATION COMMISSION
AS GIVEN BY THE WINDHAM TOWN COUNCIL

RECREATION FACILITIES AND OPEN SPACE

A PROJECT OF THE WINDHAM CONSERVATION COMMISSION

PURPOSE

To inventory the present facilities and open space and to recommend to the Town Council a strategy for meeting the current and future recreation facilities and open space needs of the community.

CHARGE

Phase I

- 1) Request the participation of a member of the Adult Education/Recreation Committee.
- 2) Review and become familiar with the 1985 Comprehensive Plan.
- 3) Inventory existing recreation facilities and publicly-owned properties.
- 4) Conduct a survey of community recreation/open space needs to determine:
 - A) The need for lake/pond access.
 - B) The need for recreation and athletic facilities.
 - C) The need to preserve natural areas such as the Presumpscot River for public recreation, including canoeing, hiking, etc.
 - D) The need for a public park.
- 5) Prepare a report on the Committee's findings.
- 6) Hold at least one public hearing to permit public comment on the report.
- 7) Report to the Town Council.

Phase II

Follow the Town Council's direction for acquisition of public recreation and open space facilities.

MUNICIPAL PARK ACREAGE PER 1000 PERSONS

<u>COMMUNITY</u>	<u>ACREAGE</u>
Cumberland	48.37
Bridgton	33.49
Freeport	30.30
Scarborough	27.60
Westbrook	18.62
Gray	12.59
Portland	12.55
Fryeburg	11.93
South Portland	10.84
Brunswick	10.47
New Gloucester	7.44
Gorham	5.13
Standish	4.49
WINDHAM	4.21***
Raymond	4.00
Casco	2.04

AN INVENTORY OF TOWN-OWNED PROPERTY

Before decisions can be made as to what additional recreational and open space lands/facilities are needed, it is necessary to inventory all properties, facilities, and open space currently owned by the Town of Windham. The following are lists of those properties and their size.

Municipal lands and buildings (non-school)

TAX MAP	LOT #	PROPERTY	ACREAGE
21	19	Landfill/Incinerator.....	15 acres
21	20A		
12	28	Public Works Garage Complex.....	26.8 acres
13	42	East Windham Fire Station.....	.17 acres
43	73	Public Safety Building.....	1.08 acres
38	12	South Windham Fire Station.....	.36 acres
45	04	Community Center Complex Windham Historical Society	

		Superintendent's Office.....	6 acres
43	68	Salt Shed Town Farm Road.....	.25 acres
67	24(part)	North Windham Fire Station.....	2.35 acres
54	05	Vacant lot next to Manchester/Arlington School.....	4 acres
9	71	New Public Safety Building Lot.....	Approx.12.8 +/- acres
11	48	Inactive Sand Pit.....	11 acres
12	04	Triangular piece of property between Pope and Ward Roads - for visual right of way....	.50 acres
18	44A	Pasture land located near Manchester/Arlington Complex.....	10 acres

Municipal Land and Buildings (school)

TAX MAP	LOT #	PROPERTY	ACREAGE
12	25	Windham High School: includes 3 tennis courts, 1 Little League field, 1 indoor gymnasium. Windham Junior High: Includes 1 indoor gymnasium, 1 outdoor basketball court. Field Allen School: Grades 1, 2, 3 - Includes: 1 adventure playground, 1 small outdoor basketball court.	68 acres
12	25	New School Recently Constructed; Grades K, 1, 2, 3 - Includes 3 playgrounds, 2 soccer/softball fields, 1 baseball field.	

12	27	Athletic Fields: Includes 1 outdoor running track/soccer field (Town-owned), 1 lighted soccer field, 2 multipurpose fields.	19.8 acres

67	21	Manchester School: Grades 4, 5, 6 -	9.1 acres

Includes 2 outdoor basketball play areas,
1 Little League field.

Arlington School: Grades 1, 2, 3 -
Includes 1 adventure playground, 1 play area,
1 ball field.

37	24	John J. Andrew School: Grades 1, 2, 3 - Includes 1 adventure playground.	2.4 acres
----	----	---	-----------

45	4	Aiken's, former Kindergarten Center: Part of the Community Center Complex includes 1 adventure playground.	1 acre
44	19B	Conference Center and Windham Public Library Complex.	3.3 acres

WINDHAM LAND USE ORDINANCE 1986

ARTICLE VIII. SECTIONS 4 AND 5

SECTION 4 Retention of Proposed Public Sites and Open Spaces

1. Depending on the size and location of the subdivision, the Board may require the developer to provide up to ten percent (10%) of his total area for recreation. It is desirable that areas reserved for recreation be at least one acre in size and easily accessible from all lots within the subdivision.
2. Land reserved for park and/or recreational purposes shall be of a character, configuration and location suitable for the particular use intended. A site to be used for active recreation purposes, such as a playground or a play field, should be relatively level and dry, have a total frontage on one or more streets of at least 200 feet, and have no major dimensions of less than 200 feet. Sites selected primarily for scenic or passive recreation purposes shall have no less than twenty-five (25) feet of road frontage. The configuration of such sites shall be deemed adequate by the Board with regard to scenic attributes to be preserved, together with sufficient areas for trails, lookouts, etc. where necessary and appropriate.
3. Where the proposed subdivision is located on a lake, pond, river, or stream, a portion of the waterfront area, when feasible, shall be included in reserved land.
4. Ownership shall be clearly indicated for all reservations of park and playground purposes on the Final Plan and shall be clearly established in a manner satisfactory to the town attorney so as to ensure the continuation of responsibility for ownership maintenance. The land or a part of it may be deeded to the Town of Windham subject to the approval of the Town Council.

SECTION 5

The Board may require that a proposed subdivision design include a landscape plan that will show the preservation of existing trees, the replacement of trees and vegetation, graded contours, streams, and the preservation of scenic, historic, or environmentally desirable areas. The street and lot layout shall be adapted to the topography. Extensive grading and filling shall be avoided as far as possible.

RECOMMENDATIONS TO THE WINDHAM TOWN COUNCIL

BY THE

WINDHAM CONSERVATION COMMISSION

1) ACQUISITION OF LAND

It is the Commission's recommendation, after extensive review of the studies, surveys, and analyses outlined in this report, that the Town of Windham take immediate steps to invest in the future of the town through the aggressive acquisition of land for recreation and conservation. The Town should consider the most appropriate method of acquisition for each parcel of land considered as an opportunity. Among the options for implementing this recommendation are the following:

1. Outright purchase of land.
 - * bonding
 - * impact fees
 - * annual budget allocation
 - * surplus funds
2. Encouragement of the immediate formation of a land trust.
3. Acquisition of Conservation Easements.
4. Promotion of open space/recreation land acquisition through appropriate zoning and negotiations with developers.
5. Development and promotion of a mechanism to accept donation of lands and funding for recreational facilities.
6. Utilization of proceeds from the sale of tax-acquired properties for recreation/open space acquisition.
7. Exploration of involvement in federal/state/regional land acquisition and funding programs.
 - * Land for Maine's Future Program
 - * Nature Conservancy
 - * Regional/neighborhood local land trusts
8. Acquisition of approved access to existing timberland for minimal impact usage.

There is a great deal of information available on the specifics of each of these methods of acquisition mentioned above. The Conservation Commission will be making this information available on an ongoing basis. The Commission also intends to work with the Town Council, private developers, appropriate agencies, and individuals to fully explore all of these options and to facilitate the funding/acquisition of specific properties for recreation and the preservation of open space.

2) DEVELOPMENT OF FACILITIES

The Conservation Commission strongly believes that in addition to acquiring land for preservation and recreation, the Town should become actively involved in the development of various recreational facilities. In conjunction with this line of thought, the Commission stresses the need for the upgrade and possible expansion of existing facilities while pursuing the development of new facilities on newly acquired land.

TRANSPORTATION

Update of 1985 Plan

The condition, maintenance and expansion of Windham's roadway system has received a lot of attention since 1985.

Route 302 is the primary arterial road through Windham and it serves tourist traffic, retail shoppers and commuters. The North Windham Commercial District Study Committee (NWCDSC) conducted a thorough, two and a half year study of problems on Route 302 with consultation from the engineering firm of T.Y. Lin. The study concluded an alternative access road constructed parallel, to the west of Route 302, is the best solution to the congestion found on the roadway. Curb cuts on the alternative access will be very limited to prevent access problems. A plan to improve access on Route 302 was recently completed by T.Y. Lin and Town officials and implementation will begin this spring or summer.

A summary of the report reads as follows:

"The proposed conceptual improvements consist of (1) reducing the number of access points through consolidation actions; (2) improving access movement through better design standards; and (3) organizing access by providing proper alignment and arrangement of access.

The Town has worked with the Maine Department of Transportation since 1985 and continues to do so to improve conditions on Route 302 and other arterial roads. Each year, the state is giving additional portions of its roads over to the Town which the Town will have to maintain. The maintenance of these additional roadways is reflected in the Capital Improvement Plan (CIP). Existing conditions of bridges, priority of maintenance or rebuilding of bridges and projected costs are also found in the CIP.

The Planning Board recently amended the Land Use Ordinance to limit new access points on major roads and the amendments also encourage improvements to existing curb cuts.

The Town-wide roadway network is continually upgraded, but, no formal policy has been adopted to discourage development on roadways which lack adequate capacity. Definition of private ways and roads versus public roads and Town maintenance or plowing of such roads is an issue which needs continued attention. The status of most of Windham's "private roads" has changed to "private ways with public easements."

Streets in newly approved subdivisions are being planned for expansion and interconnection with other Town streets. The Planning Board requires sidewalks for pedestrian access in

all new subdivisions. Year-round housing and commercial uses continue to be discouraged on private ways, but, some development does occur.

The Town continues to monitor the status of the Mountain Division rail line which runs through Windham. The present owner of the rail line is in the process of applying to the Maine Department of Transportation for formal abandonment. Town officials have met with the owners who are quite interested in reviving the line in Windham if the market so dictates. The Town is interested in the feasibility of reviving the rail line.

The Windham Planning Board requires extensive traffic impact analysis for all new development with attention given to local and regional impact. When necessary, the Board requires independent analysis by an engineering firm for traffic studies submitted by an applicant.

The Town also requires a road impact fee for all new development. The impact fee is calculated to cover all necessary off-site improvements created by the new development.

To support the efforts of the Comprehensive Planning Transportation subcommittee, the Town Council appointed the Commuter Routing Study Committee with the following charge:

It shall be the responsibility of the Committee to prepare reports for consideration by the Town Council on the following issues:

1. Conduct a comprehensive study of commuter routing concerns, needs, and options and develop an action plan to address transportation issues in and through the Town and commuter corridors to the Greater Portland communities. It is essential that the Committee:
 - a) Work closely with the Town Planner and Public Works Director.
 - b) Review materials prepared for and by the following committees:
 1. North Windham Commercial District Study Committee
 2. Route 302 Corridor Study Committee
 3. Westerly Turnpike Proposal (East-West Study) Committee
 4. Route 25 Corridor Study Committee
 5. Lakes Region Futures Committee
 6. Capital Improvements Plan Committee
 - c) Develop a working relationship with the Town's State legislative delegation to understand proposed

transportation improvements in the Town and determine pros and cons of joining the Portland Area Comprehensive Transportation System (PACTS).

2. Utilize a twenty year timeline for transportation projections.
3. Recognize and address funding issues particularly as they relate to the Town's property tax burden.
4. Options to improve commuter routing must address issues of cost effectiveness, disruption, funding sources, and competing alternatives.
5. The following alternatives to road construction should be reviewed as well:
 - a. Car Pooling/Ride Sharing
 - b. Commuter Busing
 - c. Commuter Trains
 - d. Bicycle Paths/Ways

Reports on the above issues shall be presented in a timely manner, as determined by the Committee.

The Town is also an active member of the Portland Area Comprehensive Transportation Study (PACTS) ensuring regional impact of local traffic planning decisions always considered.

Findings - Current Conditions

Roadway Network:

Windham's location as the "gateway to the Lakes Region" and its proximity to Portland causes a lot of commuter traffic and seasonal summer traffic.

The Town has approximately 145 miles of total roadways. 75 miles of which are town roads, 35 miles of private ways and private roads, and 40 miles of state-owned roads. The Town maintains approximately 15 miles of the state-owned roads. Each year, the state gives additional roads to the Town to maintain. Windham's roadway network is continually upgraded according to the Public Works Director's master plan and the financing for this work is included in Windham's Capital Improvement Plan.

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 (Routes 302, 202, 35, Falmouth and River Roads). The value of this interconnection is that it provides alternative routes to avoid temporary congestion and for emergency vehicle access. Ready access is provided to and from all adjacent towns, and

to the Maine Turnpike via Routes 302 and 202. River and Blackstrap Roads are often used extensively as alternatives to Route 302 for traffic to and from Portland. The capacity of River Road to safely handle the commuting traffic is severely limited by its alignment, topography and lack of shoulders. The state classifies the Route 302 corridor as having statewide economic significance. The road and its problems have been studied extensively by the Town, Maine Department of Transportation, and the Windham business community, and they agree on the need for improvement to the Routes 302/115/35 intersection, known as Boody's Corner. An alternative route around the congested intersection and major business district is also proposed by the Town based on the T.Y.Lin study. The convergence of north/south traffic at Boody's Corner is one of the primary causes of emergence of the area as a commercial center. The Maine Department of Transportation has scheduled improvements to the intersection but, work has been delayed due to state budgetary problems.

The Town is currently seeking funds for an alternative route around Boody's Corner to eliminate congestion and to facilitate traffic flow through the major business district. If the alternative route does not materialize, the Town will be faced with 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.

Windham's arterial roads provide access through the town to the Lakes Region and the Portland area. The local public roads provide efficient access to residential neighborhoods.

Most of the private ways and roads provide access to year-round and seasonal homes around Windham's many lakes, but, the quality of the roads vary greatly. Most private ways and roads are narrow and unpaved and were constructed as access roads to camps, although some residential developments have elected to keep their streets private while building the road to Town standards.

The primary problem with private ways and roads is many are experiencing heavier year-round use due to the conversion of summer homes to year-round residences. While maintenance of these roads is a private concern, the Town is obligated to provides certain services such as fire, police and rescue. It also is currently the Town's policy to plow the snow from roads classified as private ways.

Railways:

The railway called the Mountain Division runs from Portland, through Windham, to St. Johnsbury, Vt. The rails in Windham are inactive and haven't been used for years. The owners of

the railroad are discussing official abandonment of the way with the Maine Department of Transportation, but, would be interested in serving Windham if a market exists.

Public Transportation:

Windham has limited access to two regional bus systems, Regional Transportation Program, Inc. and Vermont Transit Lines. There is now limited taxi service. Access to convenient public transportation is a pressing issue especially for Windham's elderly.

Bikeways/Walkways:

There are still no formal bikeways in Windham. Most new subdivision roads are built with sidewalks for pedestrian access, but unfortunately, these sidewalks often lead to existing roads without sidewalks. There is some discussion of substituting wider paved shoulders for sidewalks for walking and biking where appropriate.

Traffic/Public Safety Problems:

Traffic volumes continue to climb. As they do the Windham Police Department is forced to constantly cope with related problems. Police department statistics for the past three years show the following:

1987 - Two fatal accidents; 408 accidents with property damage; 179 with personal injuries; 46 hit-and-run accidents.

In 1987, there were 14,869 calls for service. Among those calls which resulted in 3,613 cases, the police department recorded 1,785 traffic violations and 21 auto thefts.

1988 - Three fatal accidents; 378 accidents with property damage; 177 with personal injuries; 21 hit-and-run accidents.

A total of 112 operating under the influence and 112 operating after suspension were recorded.

There were 14,538 calls for service resulting in 3,767 cases. The department recorded 1,904 speeding violations, 451 traffic violations, 28 auto thefts, three eluding police violations and two criminal speeding cases.

1989 - One fatal accident; 416 accidents with property damage; 180 with personal injuries; and three hit-and-run accidents.

A total of 93 operating under the influence; nine teen operating under the influence; and 103 operating after suspension were recorded.

There were 15,290 calls for service with 3,881 cases resulting. The department reported 32 auto thefts, 813 traffic violations and 952 speeding offenses.

Police statistics reveal 90 percent of the accidents reported occurred at intersections.

Multiple exits and entrances along Route 302 in the congested North Windham commercial district are also a concern to the police and Planning Board. An effort to reduce the large number of access points has already been initiated by the Town and construction of improvements will begin this spring or summer.

As traffic problems continue to plague Route 302, police are also concerned about River, Falmouth and Pope Roads as they become used more and more frequently as relief roads. Poor engineering and drainage are also cited as contributing factors to accidents along these roads.

In addition to contending with constantly traffic-choked main highways, the department also has to answer an increasing number of accidents on private parking lots. Collisions in those areas accounted for the third highest number of accidents in 1989 .

Short: 0-5 years
Intermediate: 0-8 years
Long: 0-ongoing

Policy

The Town should study the impact of roadway and bridge related costs on a 5-10 year Capital Improvement Plan.

Implementation Strategy

A Capital Improvement Plan for 1991-1997 is complete and is submitted with this Comprehensive Plan. The CIP will be updated each year. (Short)

Policy

The Town should consider financing alternatives for improvements to Route 302, River Road and for developing an alternative access road parallel to Route 302.

Implementation Strategy

The Town will continue to monitor the funding status of state projects. Impact Fees and Tax Increment Financing are two alternatives for funding improvements. (Short)

Policy

The Town should study and develop consistent design standards for the commercial center in North Windham to create regulated traffic flow.

Implementation Strategy

The Planning Board has revised the Land Use Ordinance to limit and control curb cuts. The Town should implement the recommendations of an access control plan for a large portion of Route 302 recently completed by the engineering firm of T. Y. Lin. (Short)

Policy

The Town should determine the status of all roadways. The town should continue to study ways to reduce the number of private ways.

Implementation Strategy

The Public Works Department will work with the Planning Department to determine roadway status. The Town will consider accepting private ways as they are brought up to current town specifications. (Intermediate)

Policy

Data on accidents should be recorded and used to plan for improvements to unsafe roadways and intersections.

Implementation Strategy

The Comprehensive Plan Committee has collected data on accidents from the police department and MDOT. (See Appendix). The data will continue to be used by the Public Works Department to plan necessary improvements and the Planning Board will use the information in reviewing plans for new subdivisions and site plans. (Intermediate)

Policy

The Town should determine the best use for the Mountain Rail Line.

Implementation Strategy

The owner of the rail line has applied to the state for official abandonment of the rail line. Town officials will continue to monitor the progress of the application and will urge the state or the present owners to revitalize the line for train travel if possible. (Short)

Policy

The Town should continue to promote public transportation.

Implementation Strategy

Town officials and various Town committees have worked to assess the need for public transportation. The Regional Transportation Program, Inc. (RTP), offers limited service to area residents. Taxi service has recently been introduced to the area. Subsidy of taxi service for the elderly should be compared to the cost of expanding RTP. (Short - Intermediate)

Policy

Windham should study the feasibility and necessity to connect itself to the Interstate highway system.

Implementation Strategy

Town officials should meet with MDOT to discuss the likelihood of making such a connection. (Short)

A Brief Look at Windham's History

Windham, settled in 1737, is one of the earliest towns to be incorporated in the state (then Massachusetts) in 1762. Many of its early houses and public buildings remain, reflecting the Town's growth during the late 18th and 19th century.

The community shares a rich history. A brief look at this wealth is provided in this historical summary.

The First Settlement

The first settlement (1737) began from Lot 1 on River Road down to the Westbrook line, and from the River Road to the Presumpscot River. The area includes some of the oldest homes in the Town, as well as yet undiscovered archaeological sites where Indians landed their canoes, and where early settlers built their first homes near the river.

Quaker District (1770's). A concentration of activity of the Society of Friends was in the area bordered by Swett Road, Route 202 and Pope Road. In this area are:

- a. Site of the first meeting house
- b. Second meeting house, 1849
- c. Site of Friends Academy and first school called "Friends"
- d. Allen house (c. 1797) on Swett Road
- e. Popeville (industrial center) site
- f. Many old homes on Pope Road
- g. First Quaker Cemetery (corner of Pope and Route 202)
- h. Second Friends Cemetery

The Quakers came to Windham to escape religious persecution and went on to participate in town government, industry, and became leading citizens. They were the first to protest against war, and were active in helping escaped slaves in the Underground Railroad. In the late 1700's, they petitioned Windham's government to be excused from paying the ministerial tax to the Congregational Church.

South Windham Village was the site of the first mills in Town, which provided sawn lumber, flour, grain, and other goods for the settlers. The Little Falls and Mallison Falls on the river provided power for more than 100 years to cotton mills, woolen mills, and pulp mills through to the early part of the 1900's.

The area bordered by River Road, Depot Street, Main Street and Mallison Street include:

- a. Sites of first mills (from the 1700's)
- b. Sites of later mills (1823 - Casco Manufacturing)

- c. The old tavern building (now Patsy's) dating from 1823-34 32.
- d. The second post office
- e. The third post office
- f. John A. Andrew birthplace (he was Governor of Massachusetts during the Civil War)
- g. Mill houses on High Street, built by mill-owners
- h. Site of second school
- i. Tenement houses on Main Street, built by mill-owners
- j. Old Bickford store building
- k. Hanson building, three and a half story brick, built in 1838
- l. Remains of canal near Mallison Street

Windham Hill. Many remaining old historic homes exist. From the intersection of Route 202 and Windham Center Road all the way to the River Road. Also on this road are the following:

- a. First Town Hall built in 1833
- b. First high school built in 1910 (Community Center)
- c. First public library (built in 1971)
- d. Windham Circulating Library building (early 1880's)
- e. Crossroads Garden Club (dating from early 1800's)
- f. Tavern at Windham Center - near Corsetti's
- g. Windham Hill Cemetery

Historic Houses

1815

Brick house (1815), Route 202, Ebenezer Hawkes, Jr.

Duncan McIntosh house (date unknown), Cottage Road, Highland Lake.

Kennard Schoolhouse (1837), brick, Route 202 toward East Windham.

Knight Schoolhouse (1837), brick, Pope Road.

~~Late 1700~~ Greek Revival (1830)

Ma Smith house, Land of Nod Road, toward Westbrook line (was Lowell-Smith-Pulkkinen).

House at end of Weber Road and Highland Cliff (date unknown). Mrs. Gladys Weeks lives here. She says that her in-laws (Lewis Weeks) built this house to live in before they built the big farm on the hill.

1753-The Warren Elder Homestead. Old River Road. Owned by descendants of Samuel Elder I - ninth settler of Windham - for seven generations. S. Dole, historian, says that William Elder, first son of Samuel, settled his "Dubble House" after having resided in the Province Fort during the Indian War. A Cape Cod built with wooden pegs, corner posts, large central chimney serving three fireplaces, stone foundation.

1770 - Anderson-Lord House - The first part of the house was built by Abraham Anderson. He married Lucy Smith, the Parson's daughter. Around 1845-50, the Barge Boards ("Gingerbread") were added by ^{Parwell} Hon. John Anderson, ~~Mayor~~ of Portland, designed after an English Manor House, with all the Gothic details, ~~for his summer place.~~ ← Abraham Anderson was ^{John F. Anderson} the fifth settler of Windham. This is on Old River Road. ^{was the Civil Eng. for the Portland Ogden's barge RR, which ran their property. They had their own little station.}

1764 - Parson Smith House - Georgian - River Road, built by Peter Thatcher Smith. Front door and parlor fireplace changed over in 1830 when the Parson's grandson, Edward Anderson, came there with his bride, Louisa Berry. ~~Open to the public for tours, special occasions.~~ ^{The Society for the Preservation of New England Antiquities which presently owns it will be selling the house and property imminently, after the refusal of this council to abate the taxes.}

1840 - The Stanley Aldrich residence, Pope Road, one of the original Pope houses (owners of the Pope Brothers Mills in Old Windham). Simple New England architecture, recently sold & modified.

The ^{former} Ralph Small residence, Pope Road, white brick and ~~one of the~~ original Pope houses. Built for one of the Pope industry founders.

1792 - Randall Springer residence, Windham Hill Road. Built after the Revolutionary War by Major Edward Anderson. He was the Town's first Postmaster and it was the first Post Office. He had extensive mills. The Major diverted the stream for more power for his businesses. When the freshet came, it caused the "ruination" of the Pope Brothers mills ^{as well as his own.} (He swapped homes with Abraham Anderson).

1800 - Drs. James and Jane Pringle's residence built by Trickey and John White who helped to develop the North Gorham area on the Windham side because they expected the railroad to go through, ~~but it didn't.~~ Walter Corey moved his chair factory out from Portland. There were also flour mills and White Brothers saw mills, but all of the mills burned. Terraced grounds, spacious ^{revival} home.

1835 ^{former} Mary Gould Catlin home, North Gorham area. Former Hazel Hawkes residence. Charming Greek Revival built by William Trickey. Picturesque surroundings within the sound of the falls at North Gorham dam (Windham side).

1830 - The Cloutier house. Perfect Greek Revival built ^{for Elizabeth} by ~~White Brothers~~. The fence around the house was put together with wooden pegs. Windham Hill Road, North Gorham area, facing the dam. A rewarding trip up a rustic dirt road.

^{former} Robert ^{C.} Hoag House, Windham Hill. Former Sarah Varney place, ~~home~~ ^{one} of the Quakers of Old Windham. From the front cellar wall was an underground tunnel across the street to the former tavern in the days of the slaves who were smuggled out and helped through the Underground Railway (~~There are still~~

~~some leaks from where the wall was later put back together).~~

Windham Hill Church. A fine example of Gothic architecture. A carillon is maintained in the tower. The church is open and worshipping every Lord's Day on the "Hill".

The Vogel House, Federal style, built by Moses Little in the 1800's. Major Edward Anderson had his Revolutionary War soldiers drill in that field. Directly across from the Windham Hill Church.

The Meyer residence, Federal, built by Peter White (he married one of the Hansons). This house was formerly owned by George Burnham Morrill and Dr. Morton McMichael. Located at Windham Hill. Has original Moses Eaton stenciling in the halls.

Maurice Rogers homestead - the former Samuel Hanson Tavern. Samuel Hanson started the tavern. His son, William, finished it. Samuel turned his holdings over to all his children. Samuel married a lady doctor. One daughter married Peter White. His brother, Timothy, married a Varney - and that was the start of the Varneys in Windham. They were all Quakers.

1849 - The Second Friends' Church - near Windham Center. Simple New England architecture. Has a wooden winch that cranked up partitions between the men and women during business and church meetings and between boys and girls for school sessions.

The Ackroyd House, Swett Road near Windham Center. Simple Cape Cod with very wide, thick boards along the back walls for it was used as a "Defense House".

Home of Arthur and Jan Perrin, Webb Road, Early Federal Period, built by Stephen Webb, the son of Windham's first schoolteacher in the 1800's.

1835 - The Glenn Libby House, River Road, red brick, Greek Revival .

1789 - Depot Street, South Windham. Story and a half house in which John Albion Andrew, later known as the "War Governor" of Massachusetts, was born May 31, 1818. His father, Jonathan Andrew, bought the house from Dr. James Paine in about 1817.

Quaint little depot of the ^{Portland Ogdensburg Railroad} ~~Maine Central Railroad~~. Depot Street, South Windham. Moved across the tracks and used for coal warehouse

Babb's Covered Bridge. The old bridge built in 1864 was destroyed by fire in 1973. The present replica was dedicated on July 4, 1976. Connects Windham and Gorham. The Windham

and Gorham Historical societies, bridge societies throughout the country and bridge buffs everywhere helped with funds for the rebuilding.

Existing Historic Resources in Windham
Historic District Number 1

Starting at the Westbrook town line on the River Road (the old ox-cart road through Windham), the first resource of interest is Inkhorn Brook so named because the first surveyor, Roland Houghton, lost his inkhorn in the brook. It is also important to the Town because it has become the symbol on the Town Seal. Houghton came to Windham April 19, 1735.

Houghton measured off 63, 10 rod lots, on the "old road to Saccarrapy" as the road was called, and one half mile deep to the Presumpscot River, extending two miles from the stone marked Lot #1 located near the present Correctional Center. These were called Indian lots, placed close together for protection, long and narrow. The farthest point at each end of the lots was only one mile from the fort on the highest point in the area. End houses were garrisoned with watch towers and log walls.

From the air, these 10 rod home lots are still discernible although some have been combined into 2, 3 and 4 lot divisions - hedgerows mark off the divisions. Some of these properties are still owned by descendants of the early settlers, such as the Andersons and Elders. Parts of their homes are original and some are modified and enlarged as necessity dictated. Many of the lots on the river side of the road have been left to descendants. River Road is an area historically important to the Town for many reasons. Not only is it unique to have a rural community in its original division so close to the city of Portland, it is also the location of the Province Fort, the first schoolhouse (and a later school built in 1840 still in existence), Indian skirmishes and kidnappings, the first church, the oldest cemeteries and town offices.

The classic Georgian Parson Smith mansion of 1764 is located beside the Fort site. Diagonally across from the Smith House is the Gothic style country manor of the Honorable John Anderson. He was the first legislator from ^{Windham} Maine, sent to Washington in 1820, and later became Mayor of Portland. Outstanding barns are built on both sides of the road, one built in the old English style.

The oldest cemetery in Windham, which is in this area, has field stones marking graves of the earliest settlers including the first settled minister so Indians would not exhume them for their scalps. It also contains the vault of the Andersons, purportedly a replica of George Washington's

and also the Parson Smith tomb, the earliest and largest crypt of family members. Others of importance to the settlement of the Town are also interred here.

About a mile behind the Parson Smith House, on the Anderson Road, is a granite post marker where Chief Polin was killed May 14, 1756 by Stephen Manchester, thus ending the local war with the Indians.

Until 1759, all the settlements in New Marblehead were confined to the "home lots". The inhabitants could not feel secure until the close of the war with France although some families moved to their 100 acre lots before the end of the French and English war in 1763.

On the northerly side of the Parson Smith House is the original Duck Pond road, the middle of three cross roads of the original settlement, and the location of Stephen Manchester's home lot. Also there is the cellar hole of the Farrow house. On the Weber Road is the cellar hole of Thomas Chute, the Town's first settler.

Continuing on the River Road, three Webb places, the last being Judge Josiah Webb's where Spring Pond is, and beside the Colley Wright Brook, is the Samuel Dole house, father of historian, Sam Dole. Across the road is the Lot #1 stone from which all of Windham was originally laid out.

Little Falls, now South Windham Village Historic District Number 2

Because of the many falls on the Presumpscot River, the village of South Windham became the hub of Windham. After several attempts, beginning in 1735, to build a dam and sawmill on what is now Mallison Falls, one was finally agreed to in a compromise with the Indians who insisted on fish ways. It went into operation in 1740.

This sawmill, crude as it was, was necessary for a fledgling town to build a better class of dwelling than the log houses along the river. The village soon became a lumbering town which at its height boasted at least 20 dwellings, two grocery stores, one grist mill, one pottery (the first of its kind in town), one blacksmith shop, a local physician, and a Free Baptist Church. The last of the lumbering on the present Mallison Falls in the center of the thriving village occurred prior to 1845, 100 years from the construction of the first dam and sawmill.

The falls were first called Nagwamqueeg by the Indians. While rebuilding the dam and mill in 1839-40, they were rechristened "Horse Beef" because of the horses' hoofs found in a barrel of beef by the workmen's cook. The barrel was "headed up", hoofs and all, and rolled over the dam. In

1830, when the Cumberland and Oxford Canal was opened, an attempt was made to change the name to "Lock Falls" and it appears as such on some deeds. The old name of "Horse Beef" stuck and lingers still even though a company in the vicinity purchased the old saw mill site and built a woolen mill called Mallison Falls Manufacturing Company.

Little Falls, three quarters of a mile up river, was the name of the town on both sides of the river that we now refer to as South Windham Village. The Town was so named for the family of Littles rather than the size of the falls.

William Knights is assumed to be the first to settle near the falls where he had a sawmill previous to 1756. His son, Joseph, was twice captured by the Indians and taken to Canada, each time escaping and returning home. His son, Joseph, succeeded him successfully until 1822 when a company from Portland purchased the falls on both sides of the river, built a new dam and erected a large cotton mill on the Gorham side which went into operation in 1823 as Casco Manufacturing Company.

That mill resulted in many improvements as the village grew with large dwelling houses to accommodate the employees. An old fashioned grist mill on the Windham side was patronized by the farmers and nearby was a wool carding machine.

In 1875, the privilege where the sawmill, carding machine and grist mill were, was purchased by C. N. Brown and Company, who built a large brick mill in which wood-board was manufactured, later called Androscoggin Pulp Mill. Within a few years, an additional mill was built and successfully operated under the management of George T. Pratt. Those mills became obsolete and later burned.

Many grocers and general traders established themselves in the fast growing community. The first general trader was Jonathan Andrew, the "War" governor of Massachusetts. The tavern was later built across from his place on the river. Moses Little was the next grocer and he took over Andrew's store until his death in 1843. He was the nephew of the Moses Little of Windham Hill and grandson of Paul Little, first of the name in Windham, who moved here after his business in Portland was burned in Mowatt's burning of that city in 1775. Moses was succeeded by Albert Webb.

In 1845, Deacon William Bacon converted his blacksmithing shop to a grocery store, becoming the principle store on the Windham side on Depot Street. Jonathan Hanson traded for several years in the large brick store at the corner of Main and Depot streets. In 1869, William Bickford bought the Bacon store, removed it and built a large store later run by his son. (In 1987, that store was cut down in back and

converted to apartments.) The first drugstore was kept by Gorge W. Swett.

In 1867, Charles Nichols established an undertaking parlor and was succeeded by his son, Charles A. in 1887 who added furniture and upholstery to his business. Near Black Brook in 1892, R.H. Soule Company erected a ^{grain} mill.

The first physician to settle in Little Falls was Dr. James Paine in 1797 who practiced until 1818. He built the historical house where Governor John A. Andrew was born. A post office was established in 1828, called South Windham with Jonathan Andrew being appointed first postmaster.

In 1832, a public house (tavern) was built by Andrew Libby, who stayed briefly before selling it to William Silla, who then leased it out. He sold it in 1840 to Thomas Bodge who restored it and was in business as tavern keeper until 1848, when Silla again became owner and keeper.

It was enlarged and extended towards the bridge in 1850 with its own livery stable. Two stages from Portland to Bridgton stopped here each day, nearly always loaded with passengers and baggage. Great dancing parties were held in the long dining room used as a dance hall. This was the most important building on the Windham side and there was another tavern on the Gorham side with a higher class of customers.

In 1896, there were two drug stores, one kept by D.M. Rand in the old tavern, the other kept by Dr. C.W. Bailey; two grocery stores, run by William Bickford and A.J. Magnussen. Next to the grocery stores, in a large brick building, was a carriage and chair maker, Edward T. Smith, who came in 1848; one meat market, kept by F.W. Bryant; one blacksmith, William Jordan; and one variety store run by Joseph W. Read. The Universalist Church was built in the area in 1840

Across from the old tavern and in front of the old Andrew store occupied by Moses Little were hay scales. Next to it is a gray painted house with white trim built for Paul Little, Jr. and the next shingled cape was where the ice was stored for the settlement. The ice was harvested from the river behind it.

Up Main Street, from the large brick store, is the Oriental Hall of the Knights of Pythias built in 1903. Still further up the street is the yard and office building of the L. C. Andrew Lumber Company, presently doing business as Maine Cedar Log Homes.

On High and Androscoggin Streets is a series of mill houses built by the Androscoggin Mill for its employees in 1910. They were all painted red. Consequently, many still call the area "Red City".

Windham Center Road
Historic District Number 3

One proposed historic district is the area of Windham Center Road which was the original road to Portland, after the town expanded from the old settlement. The area to be covered starts at the Nash Road and continues to Great Falls on the Presumpscot River. The road originally did not pass over Pleasant River, but, made a sharp left before the Anderson house on the rangeway, called Hall Road, before continuing to Bridgton.

The first house to be listed is the Goold House. Originally built in 1775 by Jacob Eliot, it was moved across the yard and "incorporated" into the raised and twice enlarged Goold House. Nathan Goold bought 60 acres in 1802 and brought his family up from Kittery. Among his children was William Goold who became a prolific author and historian in later years. He wrote "Portland in the Past", many dissertations, and other historical articles. His son, Nathan, followed in his footsteps and we are indebted to him for much of our research material. They were all Quakers and Nathan wrote of the other families in the neighborhood. The Goold house has a bell tower and purportedly inhabited by ghosts who rang the bell. This house with its lovely interior carvings and porch posts has recently been accepted on the National Registry of Historic Places.

The next historical place on the road is the Old Tavern, now the residence of Donald Rogers. It was framed by Samuel Hanson, the first settler in Windham Center who came here in 1764. The tavern was finished by his son, William, who was born in 1762 and who was the first to operate it as a tavern. A large central fireplace in the old kitchen is now bricked in and rugged beams in the house attest to the size of the original forests. Four or five people can stand up inside the large chimney. Stagecoaches from Portland to Bridgton stopped to change horses and let the passengers be refreshed at the tavern. The large barn with the decorative shingle treatment was moved back from the road at the request of a later owners wife, Mrs. Alley Hawkes, Sr., so she could see the activities at the corner.

Diagonally across the road, at the corner, is the present Crossroads Garden Club building which had been the grocery store and shoe making shop of Alley Hawkes, Sr. This is an important landmark in the Center, having originally been hauled there in 1838, as a tailor shop by William Goold. William's son, Nathan, obtained the decorative wood carvings of acorns and oak leaves and the pediment still evident on the house as well as other decorative carvings which adorn his father's house, from old St. Paul's Church in Portland when it was torn down in 1840. These carvings were

purportedly carved by an Englishman. In the early days,, this was known as the Republicans' store while the one across the road owned and operated by Stephen Staples was known as the Democrats' store.

In 1868, the Agricultural and Horticultural Society of Windham held its fourth annual Cattle Show and Fair at Windham Center. Smaller goods such as vegetables, baskets, preserved foods and fancy goods of the ladies were exhibited in the old Town Hall further down Windham Center Road.

The Staples store was taken away and the present Italianate store was built by Albert Hawkes as a coat shop, but, soon became the Fred A. Hawkes grocery store. There have been many owners since, including one under the management of I.G.A. The addition to the right of the store was built to house the first telephone exchange in Windham, in 1917. The facade and entrances have lost their decorative appendages so only the arched window on the third floor and eave supports indicate its original design. It is now called Corsetti's.

Behind the store, on the Gray Road, is the old Will Hawkes house, built by Samuel Freeman who came here from Gorham in 1840. The Gray Road had cut through the Hanson farm in 1829. The farm was originally about 140 acres and spread from the Goold farm to the present School Road.

Across the Gray Road from Corsetti's, is the old Hanson House, or sometimes called House #1 which is now owned by the Moodys. Samuel Hanson's wife was Hannah Jenkins Hanson and she was the only "doctor" of the area who travelled by horseback over the countryside to tend the sick. The Hansons were a well respected family and are buried in a tomb with a conspicuous table monument over it in Windham Hill Cemetery. Because the posts and studs of the house are so high, it is thought this may not be the original building.

Across the Windham Center Road is the Edith Fogg home. In 1808, Anthony Proctor sold to Ephraim Hodsdon, the tailor, four and a half acres on the corner and he built the original house which was a story and a half Greek Revival cape with a picket fence. The large stone at the corner was the outside corner of the fence. It was the stone from which all lots in Windham Center are laid out. Edith had lived across the Gray Road in the Stephen Staples house.

Windham Center was a busy crossroad with a stage stop, stores, two blacksmith shops, the Old Tavern and an ice cream shop in the early 1900's.

The next important building on the Windham Center Road is the old Town Hall. In 1827, Samuel Hanson sold his father's house at the corner to John Reed. By then, the Gray Road had

divided the property. It was John Reed who sold the 70 foot wide by 8 rods deep lot to the Town for the Town Hall in 1833 for \$15. From the Town's incorporation in 1762 until 1789, the Town's business and meetings were held in the old Province Fort (beside the Parson Smith House). As the first of the three divisions of 100 acre lots were settled, it became necessary to find quarters to accommodate the increased number of voters (men only at that time).

The annual meetings were held for a time in a school house near the former Newhall School. Later, they were held in the fourth Congregational Church built at the corner of Chute and Webb Roads. As the Town spread even further from the old settlement, the old Friends Church, near the Center, became the location for the Town's business. At that time, records were taken home by the Selectmen. The first notice on the old records of the intent to build a Town Hall was on April 5, 1814. Twenty years later, in 1833, the building was built of brick 50 feet long by 40 feet wide with 13 foot walls and fitted with a fire-proof safe.

In 1893, state law made it necessary to have an established high school instead of the several schools of "higher learning" scattered in various communities. The old Town Hall began to hold high school classes. This continued until Nov. 28, 1910 when the main part of the present Community Center was opened as a high school.

At that time, there wasn't much daily business so the affairs of the Town were in a small room to the left of the entrance where the Town Clerk took care of all the civic duties. The Selectmen met one or twice a month as necessity required. The rest of the building was used as a grade school until 1936 taught by Abbie Cartland.

Across from the old Town Hall is the Elijah Varney house built about 1800 by Ebenezer Maxey, then of Gray. It changed hands many times to owners with diverse professions such as cordwainer, shoemaker, carpenter, manufacturer and tin peddler and finally became the Elsie Lorenzen place. The large addition is credited to Elijah Varney. The red building next to the old Town House was built for a carriage shop by Elijah Varney where he afterwards manufactured washing machines and farming tools. It was moved over, became apartments and is now used as the Superintendent of Schools office.

The red schoolhouse across from School Road was built in 1936 and is presently used as a conference center.

Just beyond the corner of School and Windham Center Roads is the Jason Knight house. The land was sold in 1818 to Thomas Little who built the original cape. Jason Knight was the blacksmith at the corner and he bought the land and buildings

in 1866. Later, the cape was raised and a lower floor built beneath it.

Between the red school and the Town Library is a small building originally located next to the "old Grocery". (Garden Club). It was moved in October 1973 and is used as a Loan Closet by the Health Service where one can borrow anything from crutches to a hospital bed. It was built in the thriving days of the "corner" for a shoe shop, then became a home for a couple, and later was the Windham Center Circulating Library.

Beyond the library, on land originally owned by Anthony Proctor, is the present home of Gertrude Strout. It was built by David Hawkes who purchased the land in 1830. In 1870, David Tukey owned it and lived there until his father's death when he moved to his father's place across the road. The old Tukey place was torn down within the last 15 years.

The next home of importance is the oldest house in the area. It is known as the Major Edward Anderson place built in 1792. It replaced a log home. It is a large Georgian house, situated to overlook the Pleasant River. Edward's brother, Abraham, originally owned many acres on both sides of the river along with a sawmill. Abraham was married to Lucy Smith, the Parson's daughter, who wished to be nearer her parents in the old settlement so the brothers swapped properties. Thus, Abraham eventually inherited his ancestral acres beside the Parson Smith House property.

The mill on Anderson Falls was used to saw the lumber for the Anderson house and many houses on the Hill. The first Post Office was in the Anderson house in 1798 because the old road turned at that point to continue to Bridgton. The sawmill above the bridge burned and the one below the bridge produced the lumber for the Webb Tavern started in 1803. Edward intended to live at the tavern, but, died in 1804 at age 51 before its completion.

The tavern was completed after Anderson's death.
 Before the railroad came through this was the last stop for the teamsters from the mountains to Portland. It originally had two barns and was called the Windham House in 1857. Later, when Jason Webb owned it, it was called Webb Tavern. The panelling and framing is Federal from its earliest construction. It boasts an upstairs study of Pecky Cypress installed by a more recent owner whose wife was a Vanderbilt descendant.

Wishing to increase the water flow through the mill, Edward caused an artificial outlet to be made from Collins Pond into Smith's Brook on the Varney Mill Road, which empties into Pleasant River. On June 14, 1814, the water from the freshets undermined the mill dam (built by the Popes), swept

it and the mills from their foundations and forced its way into Pleasant River. In a few hours the outlet was increased 50 feet in depth and 200 feet in width.

The sudden eruption carried before it a sawmill, gristmill, four bridges on the Pleasant River, and the bridges at Gambo and Mallison Falls on the Presumpscot. This new brook, called Ditch Brook, later supported two mill privileges, one of which is the present site of Lawrence Smith's small power station on Varney Mill Road. Papers left in a trunk in the Anderson house indicate years of debt were incurred by the break-out for which the Anderson heirs were held responsible.

Edward only lived in the house 14 years before his death. He never had time to build the main stairway to the second floor. To this day, a heavily worn crude stairway is the only means to the second story.

For several years after the succeeding generations of Andersons lived in the house, it remained empty until the James Sanborns bought it and restored it. It was owned by Bette Davis briefly and finally purchased by Randall Springer in 1984, who has restored it further.

The old Anderson place is not only the oldest structure in the vicinity, but, historically important for the development of Windham Hill when it again became another bustling crossroad of shops and residences. Many professional families now chose to live on the Hill.

Across the Pleasant River is a red cape, presently the house of the Jerry Brooks. Some records say it was built in late 1795, but there is nothing in its structure to indicate so early a date. The earliest recorded occupant was Mrs. Bradbury in 1857. It was more recently the home of Fred Aikins who was Windham's Superintendent of Schools.

The old Windham Hill cemetery is to the right of the red cape and it contains the remains of a good many of the early settlers mentioned in this report.

Beside the cemetery is the Windham Hill Congregational Church which was built in 1835. It is the oldest church in Windham. The minister instrumental in building it was Rev. Jonathan Hale who did not live to see its completion. The carillon in the steeple was given in memory of Fred Bell who died in 1956. It is Gothic in design and very few changes have been made in its interior. The carillon is the only one in Windham.

Beside the church is the parsonage built in two different periods. The rear section is Federal and was built in 1810 when it was the home of a doctor. The Greek Revival front

was added when it became the home and office of Dr. Parsons. It is only within this century that it has been a home for the minister of the church.

Across from the parsonage is the Moses Little Farm. It is the consensus of opinion this house was not built until after 1820. It is an impressive Federal style house with graduated clapboards and simple window and door mouldings. It has been well cared for and beautified during the time the Vogels owned it. Mrs. Vogel was a descendant of the Little family and except for a brief time when it belonged to the church, it was in the family from its construction until June 1936. During the Depression it sold for \$100. Moses was a Justice of the Peace and judge responsible for a large territory according to papers given to the local historical society by Mrs. Vogel. At present, it is owned by Patricia Sparks and her husband Ron Brown. The remainder of the farm property has been divided into single house lots.

Next door to the Moses Little Farm is the Ezekiel Varney house. In 1799, the quarter acre lot was sold to John Rogers, who it is thought, built the little saltbox style house. In 1833, Ezekiel Varney owned the house and it stayed in the family until 1948. After several other owners, it was bought by Robert Hoag who greatly improved it keeping all the old features. The Varneys were Quakers, as were many in the Center and Popeville areas. It is said a secret passage was dug under the road to the old Tavern for the escape of slaves in the Underground Railroad although no signs of it remain in the cellar.

Across the corner and Pope Road are two houses built by two Cobb brothers. They are of a later Greek Revival period. The first has a beehive oven with a cauldron lined with copper. It also has a vaulted ceiling up the stairwell - a method of insulation - to conduct heat upstairs. Col. John C. Cobb was a lawyer and also served in the Civil War. The columns on the side entrance porch are suggestive of a Greek temple and the barn has double doors. It has been owned by the Watson Clarks for many years coming down through Kay Clarks family who were descendants of Parson Smith.

Beside it is the brothers Cobb house of the Greek Revival period presently owned by Mrs. Beverly Davis having been in their family for the last 25 years.

Great Falls Area on Windham Center Road Historic District Number 4

The first house on the right, on Great Falls Road, is a late Federal early Greek Revival house, one room deep, known as the Peter Trickey House. It was built in 1841. It was in poor condition when Colonel Howard and Hazel Hawkes purchased it in 1948. They restored it and Hazel made it a showplace

for Maine and New England with beautiful herb gardens. At the time, it was called "House of Herbs. The peaked barn has a dovecote in it. The house remained in the Trickey family for 107 years.

Above the Trickey House, on the hill overlooking the river and dam, is the John White House, built about 1798. It is presently owned by Jane and Jim Pringle, both doctors. Modest changes and addition have occurred over the years to the house and buildings, but, for the most part it retains its original grandeur. It has a unique double stairway separated by a wall, has a fireplace in every room of the main house and high ceilings.

Zebulon Trickey, Sr. was the first occupant at the Falls and was very successful with a sawmill he built. Enoc White enlarged upon the sawmill installing a "gang of saws" unknown in this part of the country. He, too, was tremendously successful and employed many men. Zebulon's son, John, had married Enoch White's sister, Mary, of the White's Bridge family. He built the house and operated the mill until his death at 42. John came to help run the farm at age 27. John White also prospered at running the mill for over 20 years. Among his other enterprises was the first store built on the Windham side.

Walter Corey of Portland built a large building on the Windham side and moved his "joiner" shop out to Great Falls where he manufactured 20,000 chairs a year. He also had a flourishing business in tables, stands and bedsteads. He was a grandson of the first cabinet maker of Portland. In 1870, he sold the shop and in 1872 it caught fire and burned along with all the mills on the Falls, a large four tenement house, millinery shop, corn and flour mill, a dwelling house and the covered bridge.

There was speculation the railroad was going to pass through North Gorham, but it crossed the river instead at Newhall. The Gorham side of Great Falls later had a large mill called, "The United Indurated Fibre Co.", predecessor of Keyes Fibre, that made assorted waterproof containers. It was built in 1884 and closed in the late 1890's.

The last house, now on the Great Falls, Road, belongs to the Cloutier family and is a perfect example of the temple style Greek Revival. It was built in 1847 for Elizabeth Mayberry. It also had a beautiful fence, each section a different design and built without a single nail in it. Unfortunately, only one section remains.

Popeville and Pope Road
Historic District Number 5

The only map that shows Popeville is the Beers Map of 1871 where that section of Windham was a flourishing hamlet. Its rise and fall as an industrial center is explained through excerpts from an old newspaper interview of the life and times in Popeville by Aunt Phoebe Pope.

Elijah Pope was born in Boston in 1742, relocating in Falmouth, now Portland, where he was a successful land dealer. After his marriage in 1768 to Phoebe Winslow he came to Windham where he purchased a farm near Pleasant River and started his blacksmith shop beside the large brick house which he built. He was of Quaker persuasion as were all the Popes that followed and their wives.

A Friends Meeting House was built in the neighborhood becoming the third one in the state. The others being in Falmouth and Eliot. Those were the days when it took Windham Friends three weeks to go ^{to} the yearly meeting on horseback in Newport, Rhode Island.

Elijah's son, Nathan, learned the woolen business in Massachusetts, and upon returning to Popeville bought the water privilege near his father's farm, then used for a sawmill. He built a small woolen mill, successfully run for many years.

In 1841 Nathan's sons, Isaiah, Oliver and Joseph, took over the business and built a two-story mill 50 by 60 feet bringing all the machinery from North Andover, Massachusetts by horse team. The firm was called Isaiah Pope & Co. Later, a cousin, Robert Pope, came from Pownal and joined them. The business prospered and other lines were added (See accompanying map).

In the mid 1920's when the newspaper article was written, Aunt Phoebe was in her 80's. She remembered beyond the brick house of her grandfather's, rows of tender bars, used for drying cloth, and a fine playhouse for the children. The blacksmith shop, then the cotton mill, the woolen mill, the fulling mill (for shrinking and thickening wool by moistening, heating and pressing) and the dye shop. On the other side of the road was a long building about 100 feet, used as a storehouse and office, with tender bars for bad weather upstairs. Next to it was green house, long occupied by Robert Pope's sisters. Then a large store with a shop on the second floor where sale work and custom clothing were made. Also, on this floor was the tenement where Charles Nichols, the coffin maker, lived until he moved to Little Falls (South Windham Village) soon after the freshet of 1861.

Behind this building was the cooper shop for repairing wooden casks or tubs.

Men's clothing produced by Isaiah Pope & Co. supplied wholesalers in Boston, New York and Chicago as well as neighboring towns and cities. Operations began about 1850, the first in Windham. Others followed and operated successfully giving employment to both sexes until after the Civil War. They were S.H. Staples & Co. (Windham Center) and Rogers & Goold (North Windham).

Beyond the bridge were the carding and grist mills. The next building was the long boarding house where Phoebe's father, Isaiah Pope and mother, Sarah W. Cook, lived. This was a busy place, for the teams were going to Portland every day.

Isaiah then built the house on the hill, known by many as the L.C. Andrew, Jr. house. The house where Ercell Gordan has resided many years was built by Robert Pope about 1845-50. Nathan Pope built the house in the bend of the road formerly known as the Stanley Aldrich's, a descendant of the Popes. Between it and the Gordan's house the Aldrich's have built the first underground house in Windham. Four generations of Popes lived in the brick house built by their ancestor, Elijah, shown as Oliver Pope's on the map, and now owned by the Livengoods.

The Society of Friends, by their rule of severe plainness in worship, dress, speech and life in general, were a separate people although taking their place in the important affairs of the time with the best of the citizens. Life went on, simple, industrious, honest and clean. They were busy and always sought for the finer things of life, keeping well in touch with the world outside.

Then came the freshet. The Pope brothers had built a cotton mill, and needing more water power, they bought the mill privilege at the Narrows and built a dam there. This is where the outlet of Little Sebago starts, flowing into Pleasant River near Route 302 where the Sayward mill was. The last of April and the first of May 1861 heavy rain was almost continuous, until the Pond, as Little Sebago was called, was more than 10 feet above its normal level. On the morning of May 7 the dam, with a crash and roar went out. When the water reached Popeville it brought with it sawmills, bridges, logs and trees. It was a formidable sight. It carried away the bridge, the long sawmill and on the other side, the fulling and dye houses. The cotton and woolen mills were twisted on their foundations. The basement of the store battered to pieces; the machinery and stores of all kinds destroyed. The loss was heavy but the Pope brothers rebuilt and went on.

Hard times followed the dark days of the Civil War. Deaths and misfortunes came thick and fast to the Pope families. Aunt Phoebe eventually had to move away to stay with other Friends.

And for Popeville, Allen Garner bought the mill property and ran the mills in 1879. The prospect was good until one Sunday in 1880 the mill was ablaze. Everything on that side of the bridge went up in flames. In the 1880's, John Keene owned and operated the grist mill and carding mill when fire again destroyed his mills in 1889 leaving it as it is today.

Much has been written about this section of Windham to show what one family fostered in this Town.

This Historic District starts with the Old Quaker Burial Ground at the corner of Pope Road and Route 202. This cemetery was saved from bulldozers in 1975 by the Windham Historical Society and restored to its present condition, surrounded by a fence. It is dedicated to the memory of Charles C. Legrow whose many ancestors are buried here. He was the Historical Society's first historian, a living history book, and died in 1975 before the project was completed.

Before leaving this section known as Popeville on Pope Road mention must be made of the Underground Railroad. The brick house built by Elijah Pope has walls a foot thick and was one of the "stations" of the railroad. The Society of Friends were active in helping slaves to escape to Canada during the Civil War. Great risks were involved, both to the fleeing slaves and those who aided them, so all possible ingenuity was used to maintain secrecy.

Aunt Phoebe remembered the last passenger who came to her grandfather's house, a boy about 16, tired and frightened almost to death. He had heard that his master was following him and had reached Portland. His kind friends urged him to lie down and rest. He was very reluctant, but when finally persuaded, insisted that his ear be to the bare floor that he might hear most quickly horses hoofs approaching.

Plans were made that if his master came and found him the factory bell would ring, the Windham Hill Church would take up the message, and the men for miles around would gather to confront the slaveholder.

The next night under cover of darkness, Dr. Addison Parsons carried the boy in his covered carriage to the next station. Where was that? Who brought the boy to Popeville, and from what place? No one ever seemed to know..

Dr. Parsons house on the Hill just happened to be across the road from another station, the Ezekiel Varney place - also Quakers.

Travelling on the Pope Road to Windham Hill we find several more places on the 1871 Beers map designated as Isaias Pope & Co. At the corner of Park Road is a large beautiful estate presently owned by the John Meyers. This is known as the Peter White estate built approximately in 1806. The stencilling in the large halls is known to be that of Moses Eaton and has been preserved for nearly 150 years. The many acres in back were used for the first fairgrounds and were later used for a horse race track. During the 1960's and 70's Bill Altenburg, a neighbor, used it as an airstrip, and now it is once again pasture land for sheep.

The house next to it was built about 1803 and belonged to William Webb. He had a store on the Hill. The door is flanked by side lights to the floor indicating Federal period vintage. At present it is owned by the Stanley Sampsons.

Coming to the house on the corner of Windham Center Road and Pope Road, belonging to Dr. Robert Burns, we find it was built by Dr. Dunn after 1876 in the Greek Revival style. Doctors have always lived and practiced here. It is a large, well-appointed house with the ell addition. It may have been a Cape that had the roof raised because of the wide board between the two stories. Dr. Dunn lived to be 100 years old. A doctor Harper followed, and for a while the house was owned by George B. Morrill of Burnham and Morrill Baked Beans who resided in the Meyer's place. An old foundation in the rear was probably the home of Charles H. Doughty who had a store on the corner in front of the present Burns' place.

Across the Pope Road from the Burns' residence is the home of Charles and Elizabeth Cutting. It is a combination of various periods with a shed dating to the late 1700's that was added to the present main house built c. 1860. The first owner was Charles Johnson who married Ann Tate of Stroudwater in 1805. His mother had been a Porterfield of Stroudwater and as Stroudwater grew, the children left for other towns. Johnson was well respected and known as Squire Johnson.

The middle section of the house was built c. 1805 when they were married and where they and their seven children lived. The Squire was an early postmaster at Windham Center and was also a Justice of the Peace. The house was in the Johnson family for three generations before going to a Stephen Ream and then to Dr. Clement Wescott and his two maiden sisters, Nan and Carol, who were dearly loved by those who still remember them. The Cuttings have lived here for 12 years.

As stated in another district report, the occupants of many of the Windham Hill Homes were professional men.

Archaeological Resources

Being the 16th town to be incorporated in Maine qualifies Windham as one of the earliest for an inland settlement. There are, therefore, many pre-historic and archaeological sites yet unexplored by qualified archaeologists.

Only one site to date has had such attention and that is the Fort site and area next to the Parson Smith House on the River Road in South Windham where the first settlement of the town was established in 1737.

Several other sites were marked, primarily in that location, during the Maine Street '90 celebration and bear investigating by archaeologists. One extensive area along the Presumpscot River where the first log houses were built should be carefully explored before any further changes occur.

Another site looked at by state archaeologists and studied by the New England Antiquities Research Association (NERA) is the Indian Steps or Lookout off Albion Road. The prehistoric Ice Age land fall came to the base of the boulder. The cut in the boulder is described as a "basalt dike" and according to Woody Thompson of the Conservation Department it is suspected that "differential glacial erosion and weathering scooped out the basalt to create the basic 'stairway' and probably it was improved by early settlers, creating the more perfect steps" now seen.

There are several interesting phenomena in that location which bear further investigating by qualified archaeologists, indicating a prehistoric occupancy.

Further roads and developments in historically sensitive areas should not be commenced without test pits first being conducted by archaeologists. These areas primarily would be along rivers, streams, ponds and lakes. The fact Indian artifacts are still found in the basin area proves that statement.

The Evolution of the Windham Hill Congregational Church History ^{as the Town Grew}

In 1737, there were three requirements of the proprietors and settlers of New Marblehead (old Windham) made by the Courts of Massachusetts Bay:

- Build a house of specified dimensions
 - Clear seven acres and bring to English grass
 - Settle an Orthodox minister
- ...all within five years.

In the division of home lots in the southern section of Town on the present River Road, another 10 acres was added across the "cart" road away from the Presumpscot River in a two mile radius. These lots numbered 63 with the first designated a school lot near the present day Correctional Center. Near the Westbrook line was #63 where Inkhorn Brook is located. The church lot was #33 in the center of the lots and was the highest point of the area on the Parson Smith House property. One lot was for the minister and one for the Meeting House.

The first Meeting House was crudely built of logs and was located to the rear and left of the present Parson Smith House. It had no floors, underpinning or windows. In this house, a young fellow named Nicholas Hodge, a Divinity student under Rev. Thomas Smith's tutelage, preached occasionally until his early death at the age of 24, in 1743.

The Proprietors of Marblehead finally sent Rev. John Wight of Dedham, who was ordained here in 1743.

All this time, there were occasional Indian attacks on the settlers who had earnestly requested military help and a fort for defense. In desperation, they finally took down the Meeting House and built a substantial fort in 1744. It was 50 feet square with a barricade of upright logs surrounding it and lay across the River Road just to the south of the Parson Smith House.

Rev. John Wight lived in his house across from the fort three years before he was forced by the repeated attacks to join seven families in the fort for a period of nine years. He died in 1753 while still confined to the fort.

More land was cultivated as more families moved in, but, the hardy pioneers stayed close to the fort until about 1759.

The Proprietors refused to send another minister after Wight's death saying they had fulfilled their commitment. The fort remained the Meeting House and Church as various ministers preached on occasion, including Rev. Thomas Smith of Falmouth (as Portland was then called).

The settlers implored the General Court of the Province of Massachusetts Bay to send a minister and finally His Majesty's Council sent Peter Thacher Smith in 1762. This occurred a few months after New Marblehead was incorporated as Windham. (Windham is the British contraction of the town named "Wymondham" in England.)

There were 29 families in town, but, only 15 members of the church. Peter built the beautiful old Georgian mansion in 1764, in the midst of the wilderness, for his bride of wealth, Elizabeth Wendell of Boston.

After two vain attempts were made to build a "Decent House for Public Worship of God", one was finally built in a lofty location at the intersection of Webb and Chute Roads, and was opened in 1795, 58 years after the town's settlement.

Early in Parson Smith's ministry, Quakers had moved to Windham. The minister's salary was obtained through taxes, but the Quakers objected to the tax and refused to pay. Windham and Falmouth had become centers of Quakerism. The Quakers had built their own school. Methodists and Baptists moved in and also established churches. The Town had to revise its ordinances on taxation and the situation eventually required census taking.

There have been many remarkable ministers of the Windham Hill Congregational Church whose pastorate lasted from six months to 45 years. Death called some dearly loved ones before they could finish their goals in the Town. One such minister was the Rev. Jonathan Hale who was ordained here in 1832. He was instrumental in building the present church which was begun in 1834. He did not live to see it finished in 1835.

By then, Windham had outgrown the confines of the earliest settlement in South Windham and expanded to two busy crossroads in Windham Center and Windham Hill. The Center was primarily Quaker and the Quaker church stands today, the Baptist and Methodist churches long gone, while the Hill has remained Congregational.

Two other ministers who were of long endurance were Rev. Luther Wisewell, who stayed 30 years until his death and Rev. James Aikins. Rev. Aikins was minister for an unprecedented 45 years.

The church played an important role in the settlement of the Town and continues as an important element of it.

Water Resources Commission

Purpose

The purpose of the Commission is to encourage and promote sound water quality management practice in the community by recommending options and strategies to the Windham Town Council.

Membership

The Committee shall consist of seven (7) members appointed by the Town Council for their interest in and concern for the Town of Windham; knowledge of water quality issues helpful, but not necessary. The members shall elect a chairman from within their membership. Members shall be appointed for staggered two year terms. In addition to the seven (7) voting members, Town Councilors serve on the Committee as non-voting members.

Charge

It shall be the responsibility of the Commission to prepare findings for consideration of the Town Council and shall serve as an advisory board to the Council on the following items:

1. To establish accurate baselines for each waterbody of interest through sampling and testing.
2. To maintain a volunteer staff to support an ongoing water quality monitoring program.
3. To conduct the necessary research to compile and analyze existing historical data regarding our various water resources in an effort to develop appropriate normal ranges for individual variables.
4. To establish a centralized resource center for accessing reference materials, data base compilation, public assistance and establish a small group meeting place for staff and to conduct limited educational activities.
5. To purchase rudimentary water sampling and testing materials, subject to availability of funds.
6. To assist the town in preparation and review of water-related regulations and ordinances.
7. To provide the Town with a watershed management plan.

8. To help the Town to develop a set of requirements designed for the individual home owner, to assure responsible minimum environmental impact during construction activities.
9. To provide educational opportunities for schools, individual citizens, municipal board members and staff, commission staff and volunteers, and other groups as needed.
10. To coordinate and promote the cooperation between various local, state and federal agencies in an effort to maximize their effectiveness while minimizing the costs related to misunderstandings and miscommunications.

Accepted 10/09/90

Windham Conservation Commission

Purpose

The purpose of the Commission is to serve as advisors to the Windham Town Council on issues related to protecting and improving the quality of Windham's open space, recreational opportunities, and natural environment.

Membership

The Commission shall consist of seven (7) members appointed by the Town Council for their interest in and concern for the Town of Windham. Membership shall be derived from a wide spectrum of interests; concern for land conservation and protecting the environment essential. Appointments shall be made for staggered three year terms.

The members shall elect a chairperson from within their membership. A member of the Town Council will serve in a non-voting capacity to provide liaison between the Council and the Commission.

Charge

It shall be the responsibility of the Commission to prepare reports for consideration by the Town Council on the following issues:

1. Conducting a comprehensive study of the Town's solid waste problems/needs and developing an action plan to address solid waste management. It is essential that the Commission work closely with the Town Manager, Public Works Director, and Town Council representatives to Regional Waste Systems.
2. Developing a proposal for increased accessibility to the Clayman Sanctuary.
3. Complete an inventory of Town properties and make recommendations as to recommended uses. Also, to advise the Town Council regarding possible acquisitions to improve recreation and conservation opportunities.

Reports on the above issues shall be presented in a timely manner, as determined by the Commission.

Accepted 9/25/90

Aquifer Protection Overlay Districts

Zone A* (0-200 Day Travel Time)

A. Intent

To protect Windham's well water supply by restricting uses and activities on land overlying aquifers and aquifer recharge areas in proximity to Chaffin Pond. Toward the achievement of this purpose, the following minimum standards are established.

B. Permitted Uses

Timber management, water storage, water purification and water distributing facilities. The height limitations imposed by Title IV of the Land Use Ordinance shall not apply to water storage and water distribution facilities. Passive recreation is also permitted.

C. Prohibited Uses

1. All uses other than timber management, water storage, water purification and, water distribution facilities and passive recreation.
2. Uses of herbicides and pesticides other than non-persistent amounts (to represent a half-life of less than 20 days in soil under aerobic conditions) normally associated with individual households.

D. Other Standards

1. All spreading or disposal of manure and fertilizers shall conform to "Best Management Practices" handbook, published by Maine Department of Agriculture, 1988, and subsequent revisions.
2. Erosion and sedimentation shall be minimized by adherence to erosion control management practices contained in the Environment Quality Handbook, 1986, published by the Maine Soil and Water Conservation Commission, and periodically amended.

E. Appeal

Owners who contest the placement of their property in the Aquifer Protection District may appeal to the Planning Board for map change and applicant must send notification of intent to appeal to the Portland Water district, to the attention of the Director of Quality Control. In all cases, the burden of proof shall be on the owner to demonstrate that his property should not be included within the Aquifer Protection District.

Zone B* (200-2500 Day Travel Time)

A. Intent

To protect Windham's well water supply by restricting uses and activities on land overlying aquifers and aquifer recharge areas in proximity to Chaffin Pond. Toward the achievement of this purpose, the following minimum standards are established.

B. Permitted Uses

Same as underlying district except for prohibited uses listed herein.

C. Space Standards

When more restrictive than those of the underlying zone, the following space standards shall be applied:

1. Minimum lot size: 80,000 square feet for residential uses outside of shoreland zoning
2. Maximum impervious surface to lot area: 50 percent for commercial uses

D. Other Standards

1. All spreading or disposal of manure shall conform to "Best Management Practices" handbook published by Maine Department of Agriculture, 1988, and subsequent revisions.
2. Erosion and sedimentation shall be minimized by adherence to erosion control management practices contained in the Environmental Quality Handbook, 1986, published by the Maine Soil and Water Conservation Commission, and periodically amended.

E. Appeal

Owners who contest the placement of their property in the Aquifer Protection District may appeal to Planning Board for map change and applicant must send notification of intent to appeal to the Portland Water District, to the attention of the Director of Quality Control. In all cases, the burden of proof shall be on the owner to demonstrate that his property should not be included within the Aquifer Protection District.

* According to Ground Water Protection Plan for Chaffin Pond wells, Windham, Maine, for Portland Water District, Portland, Maine by Robert G. Gerber, Inc. April, 1988

North Windham - Route 302
Access Improvement Study

General

In the latter part of 1990, T.Y. Lin International was retained by the Town of Windham to evaluate potential access improvements along Route 302 in North Windham. The specific area evaluated extended from Brook's Drug to McDonald's.

A base map of the area was prepared using aerial photography obtained in 1984 by the Greater Portland Council of Governments, augmented by revised site plans for the North Windham Shopping Center (Aliberti, La Rochelle & Hodson, 3/30/87) and by field measurements. It should be noted that while generally accurate, the base plan does not reflect sufficient horizontal control to be used for any purpose beyond general and conceptual plans.

To assist in this analysis, Weekday and Saturday peak hour volume data was obtained courtesy of Vannasse Hangen Brustlin Associates and Hannaford Brothers Company (said data having been developed as part of a proposed expansion of the North Windham Mall). Inspection of this volume data indicated some significant changes in traffic movements at the Route 302/Shaw's/North Windham Shopping Center (NWSC) Drive intersection had occurred since 1987 (at which time a detailed analysis of this area was performed by T.Y. Lin). The 1990 count indicated that traffic growth had not progressed as was anticipated in 1987, probably due to the overall slowdown of the economy in this region. Changes in turning movements volumes at the intersection also seem to indicate that the connector roadway running from Route 35 (Standish Road) to the Shaw's access drive, has diverted a substantial amount of traffic from Route 302. In evaluating the existing traffic signal at Route 302/Shaw's/NWSC, Level of Service "C" conditions (very satisfactory) should be attainable for typical peak hour conditions (this would require some modification of signal timing, or preferably upgrading the control hardware).

An assessment of access issues and potential mitigation actions was performed, and alternative conceptual designs were developed. This assessment was directed primarily toward facilitating access movements and reducing conflicts. Upon development of conceptual alternatives a meeting was held with the Town Manager, Planner and Public Works Director to review and refine these alternatives to improve access in the portion of Route 302 in North Windham.

Conceptual Improvement Strategies

-Brook's/McCrory Drive: The proposed action here is to provide a design similar to that proposed in the North Windham Shopping Center plan dated 3/30/87. In this case, the drive itself would be shifted northerly along Route 302 approximately 10 feet. This shift basically "shadows" the lane of parallel parking along the northerly side of Brooks, and directs entering traffic smoothly into the appropriate travel lane.

-Route 302/Shaw's/NWSC Intersection: The proposed improvement at this location requires widening for two exit lanes (one left, one thru-right) and an entry lane 16 feet in width which is properly aligned with the Shaw's exit. This will allow the Shaw's exit to operate with an exclusive left-turn lane and a thru-right lane. As part of this improvement, a deceleration/right-turn lane on Route 302 northbound is proposed. To minimize costs a bay taper begins just north of an existing catch basin approximately 200 feet south of the NWSC drive, opening to a 12 foot lane 60+ feet long (40' in length to stop bar). This taper and right-turn lane necessitate the closure of an existing drive adjacent to a gasoline station. It is likely that both the Brooks/McCrory and NWSC drives will see an increase in right-turn volume due to this closure, but the design improvements proposed should easily accommodate this change.

-Former Maine Savings/Don Rich Shopping Center Access: It is proposed here that these adjacent access drives be consolidated into a single drive. Primary access would be into the Don Rich Shopping Center, with access to the bank provided off a main circulation aisle. The existing southerly exit drive from the bank would become a right-turn only exit to eliminate left-turn conflicts.

Northerly Access Revisions - East Side of Route 302

North of the main access to the NWSC there are two access drives - one aligned with the north end of the NWSC and the True Value Hardware Store, and one in front of Linda's Flowers. The proposed design consolidates these two drives into a single drive aligned with the McDonald's exit drive. This strategy compresses three existing conflict points to a single well defined intersection. Improved design parameters for the new drive on the east side should also facilitate ingress and egress movements.

Summary of Conceptual Improvements

The proposed conceptual improvements consist of (1) reducing the number of access points through consolidation actions; (2) improving access movement through better design standards; and (3) organizing access by providing proper alignment and arrangement of access.

Recent Planning Changes

Section 140-25 A C1 Commercial District (effective 3/13/91)

Intent: To provide general retail sales, services and business space within the Town of Windham in locations capable of conveniently servicing community wide and/or regional trade areas, with safe, well-regulated automobile access and pedestrian access where appropriate.

Section 140-25 F Vehicle Access Control (effective 3/13/91)

The Planning Board will limit access drives to one for new, altered, enlarged, or rebuilt commercial uses on an arterial road as defined in section 213-33 (Streets) with emphasis on safe and efficient traffic flow. All new access drives will be built with an appropriate radius to allow smooth, safe entering and exiting and will provide an additional paved area or deceleration lane off the arterial road to allow entering cars to turn without impeding following traffic. Likewise, an acceleration lane for exiting cars will be provided unless the applicant can demonstrate that proper traffic management techniques do not require the same or provides for alternative traffic management techniques which will adequately address the issue. Also combining driveways with abutters will be encouraged.

Section 140-25 G Pedestrian Access (effective 3/13/91)

New, altered, enlarged rebuilt commercial development will provide for safe, convenient pedestrian access with sidewalks built according to specifications in section 213-33 C(1), subsection 13 of Windham's Subdivision Ordinance. (concrete walks can be substituted for bituminous). The sidewalk shall not be included as part of the required buffer strip unless it is built within the applicant's property. (Specifications for sidewalks for arterial roads will be changed to 6' in width.)

Summary of Questionnaire Results

Full time residents responding: 542; non-residents: 1

Years in town: 0-5, 101; 5-10, 88; 10-20, 150; 20-30, 100;
40+, 96.

Where respondents live: North, 234; South, 165; Center, 95;
East, 81; West, 8.

Ratings: 1 = strongly disagree - 5 = strongly agree

1 2 3 4 5 Total Responses
(In Percentages)

I. Growth and Development

Encourage residential growth	37	18	27	7	10	595
Encourage commercial growth	28	13	22	12	25	614
Ordinances ensure orderly growth	17	17	38	14	14	490
Confine commercial growth to North Windham	37	12	15	8	27	586
Town maintaining rural character	37	21	24	12	7	592

II. Public Services

Police protection	4	6	30	36	24	612
Fire protection	3	6	20	35	36	611
Emergency ambulance	2	3	19	30	47	621
Highway maintenance	11	22	33	24	10	634
Snowplowing	13	13	28	25	22	699
Public library	3	5	22	30	40	549
Solid waste management	13	16	30	25	15	543
School system	7	13	34	31	14	526
Welfare services	7	11	49	20	13	342

Municipal services	7	10	41	27	15	553
Public sewer	38	16	23	9	14	320

IIA. Public Facilities

Police	4	4	17	26	49	578
Fire	2	3	21	32	42	598
Ambulance	1	3	14	30	51	558
Highway maintenance	10	15	33	29	13	543
Snowplowing	12	13	25	28	22	523
Public library	4	12	27	26	30	548
Solid waste	12	14	38	24	12	510
School system	5	9	30	33	22	530
Welfare services	7	13	47	18	14	325
Municipal buildings	3	8	33	34	23	533
Public sewer	36	16	30	9	9	307

III. Economic Climate

Adequate job opportunities	20	30	30	14	7	575
Can meet career goals in town	47	17	17	10	8	487
Promote commercial development	24	12	22	15	26	602
Promote industrial development	26	12	19	13	31	596
Encourage development in business parks	11	4	17	21	47	594
Promote tourism	21	10	21	18	30	605

IV. Affordable Housing

Adequate affordable housing in town	27	20	31	12	12	547
Should encourage affordable housing	16	9	25	16	16	598
Promote mobile home parks as affordable housing	51	12	14	7	7	598

V. Water Resources

Zoning protects water resources	20	18	24	22	16	544
Seek public access to waterways	19	10	12	14	53	590

VI. Other Natural Resources

Zoning protects wetlands	20	15	33	15	16	455
Zoning protects wildlife habitats	21	18	33	12	16	460
Zoning protects fishing habitats	18	17	33	16	16	455
Protect Chaffin from development	6	3	9	15	68	544
Zoning controls sand and gravel	12	12	41	17	18	427
Zoning protects private wells	20	19	29	18	14	422

VII. Agriculture and Forest Resources

Zoning protects agricultural land	23	13	31	18	14	480
Zoning protects forest land	24	16	33	13	14	473
Should buy agricultural and forest land to						

preserve	20	8	13	17	42	555
Should buy development rights to farm and forest land	32	10	19	11	25	534
Should establish a land trust	10	6	17	16	50	546

VIII. Historic and Archaeological Resources

Zoning protects historic property and areas	19	10	33	19	18	453
Town has buildings, areas to protect	9	4	18	20	50	482

IX. Recreation Opportunities

Adequate outdoor facilities	30	20	21	11	18	568
Adequate indoor facilities	26	20	21	13	19	555

X. Transportation

Sufficient access to major highways	14	10	19	23	34	588
Promote an airstrip	61	12	10	5	12	556
Develop public transportation	32	9	18	15	26	560
Restore public railways	36	10	14	13	27	531

Capital Improvement Program

Windham's recommended 1991/92 Capital Budget and five year Capital Improvement Plan were submitted to Town Council in March 1991.

The Capital Improvement Plan (CIP) identifies long-range capital needs for the town.

A total of \$6,423,450 in requests from all departments was initially considered. More than 80 requests were addressed. These were later pared to 71.

Project requests total over \$2 million for the first and second year of the plan, and over \$1.5 million for the third year.

Twenty seven, or 38 percent of the total projects were requested for the first year. 19 project requests, or 27 percent were made for the second year. There are 15 project requests, or 22 percent for fiscal year 1993-94, four in fiscal year 1994-95, and three project requests for the fiscal years 1995-96, 1996-97.

The most common "type" of project requests (the four classifications are facility, equipment, infrastructure, or property) are equipment and infrastructure. For fiscal year 1991-92, out of 27 total requests, 50 percent or 13 are equipment requests, 22 percent or six requests are for infrastructure improvements, 19 percent or five requests are for facilities improvements, and 11 percent or three requests are for property improvements.

According to the report, many of the requests are projects that are the result of growth in the town over the last 8-10 years. These projects could be considered "expansion" requests. There were numerous requests of this type such as a request to expand the Library, Public Works facility, Town Hall, and a request to renovate the town vault to accommodate the increase in the number of records.

There were also many "acquisition" requests. For example, there is a request for more cemetery land, park and recreation land, and a request to purchase a gravel pit to meet the increasing needs of the town.

There were also many "administrative" project requests which indicate a need to keep up with the complex job of town administration. The most common request in this area was the need for computerization of many departments. There were five departments that submitted requests in this area - Police, Program Management, Public Works, Auto Registration, and the Assessor's Office. The following requests are

included in the recommendations:

Assessor

Revaluation

Department Priority: Urgent

This project would fulfill a state mandate. This is to revalue personal property, utilities, and commercial property and to add one field person.

Cost: \$200,000; \$100,000 in fiscal 1992-93 and \$100,00 in fiscal 1993-94.

Assessor's Personal Computer

Department Priority: Urgent

This project is to purchase a personal computer and graphics printer, and personal and commercial property appraisal software. It adds to the existing resources that will give complete mapping/appraisal tools to maintain mapping and equalization programs.

Cost: \$6,000 in fiscal 1992-93.

New Maps

Department Priority: Desirable

This project is to purchase new maps for the assessing office because the current maps are outdated.

Cost: \$200,000 in fiscal 1996-97

Cable Television

Cablecast Equipment

Department Priority: Urgent

This project would buy cable equipment to maintain the town's ability to cablecast to the town. Obsolescence of eight year old equipment (non-industrial) used as industrial and in poor condition, quality of signal deteriorating, unable to monitor signal and locate problems and audio quality needs improvement. Need to purchase an audio delay unit so we have ability to monitor and cut off obscene or profanity calls during cablecasts.

Cost: \$7,500 per year 1991-92 - 1996-97.

Fire Department

Life Pack 10

Department Priority: Urgent

This project is to replace two outdated machines with modern operational machines.

Cost: \$20,000 in fiscal 1991-92.

Refurbish Engine 6

Department Priority: Urgent

This would fund repair of Engine 6 as it has some structural damage from backing off a driveway, compartments are rusted out, there is a hole through the tops allowing water to enter into the compartment. It would be desirable to refurbish apparatus to allow re-assignment of the equipment to District 3 as attack pumper.

Cost: \$60,000.

Tank 2

Department Priority: Necessary

This would fund badly needed body work to make this unit operational. Body is 1950 vintage and unfit for use - compartments not salvageable. New body could provide service as equipment, water-tool carrier to pints if done properly.

Cost: \$60,000

East Windham Station

Department Priority: Urgent

This project would fund the rebuilding of the East Windham Fire Station. The current facility is outdated and unfit for use. Toilet facilities are a holding tank, cramped space for trucks, equipment and training.

Cost: \$250,000 in fiscal 1992-93

South Windham Station Renovations

Department Priority: Urgent

This is for the design/construction of new interior wall between truck bay-office and bathroom area. The building was built on unstable soils with piling on outside wall but not interior. The interior wall/floor has shifted causing cracking and settling and we are unable to use interior doors. This request will review options and if acceptable - construction.

Cost: \$11,500 in fiscal 1991-92.

New Fire TruckDepartment Priority: Necessary

This is to fund purchase of a new attack pumper for North Windham Station to replace E-6 (1971 Chevrolet) and E-6 for use at East Windham. Engine 5 to be taken from service.

Cost: \$200,000.

East Windham Fire Station RenovationDepartment Priority: Urgent

This is a multi-request for renovations/improvements to East Windham Fire Station: 1. replace forced hot air with used forced hot water unit from North Windham fire station; 2. install electric garage door opener; 3. finish of battalion area and cracks on floor. These improvements would benefit and prolong the usage of this building until such time as the facility is replaced and/or totally upgraded.

South Windham Fire Station FurnaceDepartment Priority: Urgent

This project is to replace a 25 year old converted coal/oil fired burner with a new system with separate controls for office and truck bay. The present unit is in fair condition for its age.

Cost: \$10,500 in fiscal 1993-94.

Engine 4Department Priority: Necessary

This would fund upgrading and apparatus upkeep on Engine 4 which is currently assigned to District 2. It is showing signs of age and rust is beginning on nuts and bolts. Tank has been replaced and pump will be rebuilt in future.

Cost: \$40,000 in fiscal 1994-95.

Library

Library AdditionDepartment Priority: Urgent

The present structure is overcrowded and noisy and employees are unable to respond to the needs of the growing community. This is a request for an addition to the present library building structure.

Cost: \$320,000 in fiscal 1991-92 and 1992-93.

Library Computer System
Department Priority: Necessary

This is to expand the current system the library now has. This is a request for three terminals, a full scale computer system with cataloging and circulation, and would tie in to the state library and other library systems in order to perform inter-library loans and other library functions.

Cost: \$25,000.

Septic System
Department Priority: Necessary

A new septic system is needed for the library if expansion or addition is not completed within 3-5 years. Present system fails each spring as run-off and ground water saturates old style leaching area. Cost would depend on size and location of new leach building area .

Cost: \$5,000 - \$10,000.

Program Management

Town Office Copier
Department Priority: Urgent

This is to fund the purchase of a new copier for town office usage . Very heavy usage by town departments and council committees of the current copier has aged the machine components so it has frequent breakdowns.

Cost: \$5,000.

Computerized Auto Registrations with Printer
Department Priority: Desirable

This is a request for funding to purchase necessary software, personal computer, and printer in order for motor vehicle registrations to be entered in the computer by transmission by floppy disc from Augusta's records. Each auto registration would be entered in computer at time of registration and each month would be turned over to Augusta. They would provide to town via floppy disc all renewals. This would allow Windham to provide faster and better service to tax payers.

Cost: \$5,450.

Town Hall Expansion
Department Priority: Urgent

This is a request for funding for engineering work and construction costs for expansion of the town hall.

Additional office space is needed as well as roof repair on community center, and annex.

Cost: \$325,000 in fiscal 1992-933 and fiscal 1993-94.

Data Processing

Department Priority: Desirable

This is a request for data processing equipment and software for town office functions. In general most employees are happy with the system. A committee should be appointed to look at the system as a whole operation. Would like to be separated from school system. Printer terminal usage would be better and the Finance Director's time could be used just for the town's data processing problems.

Cost: \$50,000 for fiscal 1993-94.

Land and Property

Landfill Closure

Department Priority: Urgent

This project is to close the present town landfill as mandated by DEP. Final design is being completed with construction to be done in spring or summer of 1992. The town has spent over \$100,000 to date designing the final closure. Once the closure is complete, additional funds may be needed for water testing over the next 20 years.

Cost: \$1 million.

Arlington Cemetery Expansion

Department Priority: Necessary

The town is in need of additional cemetery lots and this is part of plan started in 1990 to utilize the remaining area available in Arlington Cemetery. This request is for funding for loaming, seeding, and layout of approximately two acres. It will allow a potential 500 new grave sites.

Cost: \$15,000.

Gravel Pit Acquisition

Department Priority: Desirable

It is estimated the town will run out of gravel in 1-3 years. Presently it costs the town \$4-\$5 cubic yard to buy from local contractor. The town uses 2,000-4,000 cubic yards of gravel and 5,000 to 6,000 cubic yards of sand each year. This project is to fund the acquisition of a gravel pit for the town that will have a 10 year life.

Cost: \$250,000.

Mayberry Cemetery Expansion
Department Priority: Desirable

This project is for loaming, sanding, and layout of cemetery lots at Mayberry Cemetery. This should allow for approximately 150 new grave sites.

Cost: \$7,500.

Acquisition of Cemetery Land
Department Priority: Desirable

This is for acquisition of cemetery land for new cemetery as an alternative to an addition of present facility.

Cost: \$100,000.

Police Department

Cruisers
Department Priority: Urgent

This is an annual request for cruiser replacement. Department currently maintains seven cruisers, five primary marked units, and two semi-marked units. The cruisers are replaced when high mileage dictates (between 100,000 and 120,000 miles). Average fleet mileage is 30,000 miles per month. Replacement alternates either three or four units each year beginning in fiscal year 1991-92 with three units, then fiscal year 1992-93 with four units and so on.

Cost: \$39,000 to \$52,000.

Computer
Department Priority: Urgent

The project would computerize Police and Dispatch records. Currently in use are two PCs. One is an Apple loaned by the High School - used as a word processor in the Reports Room. The other is an Apple Mac purchased by the Police Chief with personal funds used for the budget, correspondence, inventory, and other data including accident reports. All data and reports are hand tabulated or typed - a very inefficient use of personnel resources.

Cost: \$45,000.

Public Safety Van
Department Priority: Urgent

This project is to purchase a 4-wheel drive pick-up to replace a 10 year old van that is primarily used for Animal Control. It is also used by the Fire Department to pick up air bottles and Police for evidence and supply transport. A

new 4-wheel drive with removable Animal Container could be used as a cruiser in snowstorms.

Cost: \$17,000.

Radio, Base-Police

Department Priority: Necessary

This is to replace a multi-channel VHF base station located at the Windham Public Safety building, used in conjunction with the Communications Console Dispatch. Purchased in 1976 under a "Safe Streets Act" Federal Grant. Life expectancy is 15 years. Maintenance costs have increased.

Cost: \$4,500.

E-911

Department Priority: Urgent

To ensure that Windham is included in the statewide E-911 system, this project is funding to get the town on line. Enhanced 911 is a state funded project that funnels all emergency 911 calls to specific Public Safety Answering points. Windham is included in the projected 92 in Maine, however, the only PSAP's that will be included for funding are those facilities that meet all Federal standards. Those standards include: 1. standby generator; 2. a secure 24 hour dispatch; 3. self-contained radio system. The town meets most of these standards but may not meet all standards in 1992. The funding requested in this project is to upgrade the communications facility.

Cost: \$10,000.

Radio, Base-Sheriff

Department Priority: Necessary

This project is to replace a single channel low power VHF base station located at Windham Public Safety used in conjunction with the Communications Console in Dispatch. Acquired in 1976 from Cumberland County Civil Defense. Life expectancy is 15 years.

Cost: \$3,500.

Telephone Recorder Maintenance

Department Priority unlisted

This project request is to fund the replacement of the recorder he ad of a 20 channel recorder purchased in 1990.

Cost: \$4,000.

Public Works

Bridges

Bridge Rehab - North Gorham Bridge
Department Priority: Urgent

This project is to replace the deck on the North Gorham Bridge over the Presumpscot River. This MDOT project was authorized by Council in 1991.

Cost: \$10,000.

Bridge Replacement - Gambo Falls Bridge
Department Priority: Urgent

This bridge is currently closed and final design is being completed by MDOT. If both towns (Gorham and Windham) authorize continuing construction it is expected in summer of 1992.

Cost: \$150,000.

Bridge Repair - Popeville Bridge
Department Priority: Necessary

Replace damaged bridge railing on guard rails on Popeville Bridge over Pleasant River on Pope Road. Bridge railing has been damaged over a number of years by car accidents.

Cost: \$10,000.

Bridge Replacement - Varney Mill Road
Department Priority: Necessary

Replacement of bridge in poor condition with rating of 12.3. The costs is split 50 percent MDOT and 50 percent town.

Cost: \$300,000.

Equipment Replacement

All Wheel Drive Tractor
Department Priority: Urgent

This is for purchase of a new all wheel drive multi-purpose tractor with snow blower, plow, broom and mower attachment to replace unit #24 a 1976 JD Tractor with mower and homemade broom attachment used by highway maintenance crew. Present unit is 25 years old and will require a new motor prior to using in 1991.

Cost: \$60,000.

Skid Steer TractorDepartment Priority: Urgent

Purchase of a new skid-steer tractor to replace unit #25 1980 skid steer loader at transfer station. Present unit is 11 years old and in extremely poor condition and would cost more to repair and make safety improvements than to replace. Could be used at whatever transfer facility the town has in future and can be utilized by other departments if not needed in future.

Cost: \$22,000.

Personal Computer SystemDepartment Priority: Urgent

This is to acquire a computer, monitor, printer, and software for use by Public Works administration. At present all paperwork and records are done by hand. The computer would improve the information by being updated, improve inventories and be used for road pavement management systems. MDOT has free programs for towns to use for various applications.

Cost: \$5,000.

Self-feeding Brush ChipperDepartment Priority: Necessary

This is to purchase a new self-feeding brush chipper to be used by highway maintenance crew. The town does not have a chipper borrows one from the correction center. Does not meet new OSHA safety requirements. Town presently hauls brush to dump for burning but once closed in 1992 it will be required to reduce volume of the matter for disposal or re-use as mulch. It could be used to process Christmas trees and other brush at demolition facility in future.

Cost: \$20,000.

Truck with PlowDepartment Priority: Urgent

This is to purchase a new GVW truck with plow dump body and sander to replace unit #5 in 1976 Ford truck for highway maintenance crew. The present unit is 15 years old and has over 100,000 miles on it. The cab frame is in poor shape and plow gear is over 25 years old. The sander will be used to replace existing poor unit. It is recommended that the dump truck be replaced on a 15 year cycle.

Cost: \$75,000.

All Wheel Drive Articulated Grader
Department Priority: Urgent

To purchase a new all wheel drive articulated grader with plow and wing to replace unit #23 a 1966 Austin Western for use by highway maintenance crew. Present unit is 25 years old and in poor condition and most likely unable to pass inspection. Parts are expensive, not stocked and extremely hard to get. A unit like this should be replaced in a 20 year cycle.

Cost: \$130,000.

4x4 Pick-up Truck
Department Priority: Urgent

Present unit is seven years old and has over 100,000 miles on it. The body is rusting out and plow needs to be replaced. This unit is used daily and for plowing parking lots during winter. Policy is to try to replace this unit on a 5-6 year cycle.

Cost: \$22,000.

1/2 Ton Crew Cab Chassis with Rake Body
Department Priority: Necessary

To purchase 1/2 ton Crew Cab for use by cemetery maintenance crew to replace unit #15 1975 Chevrolet rack body truck. This unit is also used by highway maintenance crew in winter in brush removal. The present unit is an old fire truck with a rack body installed on it in 1985. The cab and chassis are rusting out and only three of a five person crew can ride in it.

Cost: \$27,000.

Seven Cubic Yard Steel Hopper Sander
Department Priority: Urgent

This is to replace an existing 1986 7 cubic yard steel hopper sander. The existing unit will be eight years old and using it with salt the expected life is 8-10 years before needing a complete rebuilding. It is more economical to purchase a stainless steel unit because it has a life expectancy of 20+ years. This will save money over the long run instead of rebuilding each year.

Cost: \$9,000.

35,000 GVW Truck with Plow and Dump Body
Department Priority: Urgent

This is to replace unit #8 a 1979 Ford truck for highway

maintenance use. The present unit will be 15 years old and has over 100,000 miles on it. The cab will be in poor shape and part of the plow gear is 25 years old. The sander will be re-used. Policy is to replace on a 15 year cycle.

Cost: \$80,000.

1 Ton Pick-up with Plow and Dump Body
Department Priority: Urgent

This request is to purchase a 1 ton 4x4 with plow and dump body to replace a 1986 GMC 1 ton with plow for use by Public Works supervisor and highway maintenance crew.

Cost: \$27,000.

1/2 Ton Pick-up
Department Priority: Necessary

This is to purchase a new 1/2 ton pick-up for use by vehicle maintenance crew and replace a 1984 Chevrolet pick-up. The present unit will have over 120,000 miles on it and body is in poor condition. This type of unit should be replaced every 6-7 years.

Cost: \$18,000.

35,000 GVW Truck with Plow and Dump Body
Department Priority: Urgent

This is to purchase a new truck with plow and dump body to replace unit #9 a 1981 Ford truck for highway maintenance use. The present unit will be over 14 years old. This type of unit should be replaced every 15 years.

Cost: \$82,500.

1-2 Ton Hot Box
Department Priority: Desirable

This is a request to purchase a 1-2 ton hot box for asphalt pavement for use during patching and trench work for use by maintenance crew. This is a heated unit which would allow the use of a less expensive and better material for patch and improve the staying power of the material in winter. It would allow trench repair work on individual basis where the material would not cool off as small loads do in the truck body.

Cost: \$22,000.

35,000 GVW Cab Chassis with Dump Body
Department Priority: Urgent

Purchase of new 35,000 GVW cab chassis with dump body sander and plow to replace 1984 GMC truck for highway maintenance use. The present unit will be 12 years old and will be kept as an additional unit .

Cost: \$85,000.

Roadway Engineering
Department Priority: Urgent

This is an annual request to develop design plans for reconstruction project such as drawings and reconstruction which will require outside firms. Some projects will require design and construction which can not be completed in house.

Cost: \$20,000 annually.

Road Rehabilitation
Department Priority: Urgent

This is a request to fund an annual program of rehabilitation of one mile of municipal road each year by municipal and private crews. This project is for the process of making drawings, safety improvements, grinding up of existing pavement and placement of new surfaces. The town has 20 miles of municipal road requiring this program which has a 15-20 year life expectancy.

Cost: \$110,000 annually.

Hot Bituminous Paving
Department Priority: Urgent

This is an annual request for resurfacing of 4 miles of municipal road and shoulder work. The town has approximately 60 miles of municipal road on which repaving is required every 10-15 years. This is a continuous maintenance to keep the road from deteriorating requiring road reconstruction.

Cost: \$145,000 annually.

All Wheel Drive Articulated Loader
Department Priority: Urgent

This is to purchase a new all wheel drive articulated loader for use by the station and highway maintenance crew.

Cost: \$100,000.

Tank Removal

Tank Removal - South Windham Fire Station Department Priority: Urgent

This is a project to meet a state mandate of required replacement by 10-91. This is replacement of a 1,000 gallon heating oil tank at South Windham Fire Station.

Cost: \$20,000.

Tank Removal - Public Works Facility Department Priority: Urgent

There is state mandated required replacement of this tank by 10-97 . This project would fund the removal of a 500 gallon heating oil tank and a 500 gallon waste oil tank at Public Works and replace with a 275 gallon inside heating oil and a 1,000 gallon waste oil tank .

Cost: \$20,000.

Tank Removal - Library Department Priority: Necessary

There is a state mandated replacement of this tank by 10-94 or could be part of a major improvement/expansion of facility.

Cost: \$5,000.

Tank Removal - Public Works Facility Department Priority: Urgent

There is a state mandated replacement of this tank by 10-97. This is for removal of a 3,000 gallon unleaded gas tank at Public Works. Recommended this be completed now to provide for greater storage of gas and removal of tank which costs \$130 a year in registration costs.

Cost: \$5,000.

Tank Removal - Public Works Facility Department Priority: Necessary

There is a state mandated replacement of this tank by 10-97. This is for the removal of two 5,000 gallon gas and diesel fuel tanks at Public Works and replace them with two 7,500-10,000 gallon tanks and new fuel control.

Cost: \$100,000.

Tank Removal - Town Office
Department Priority: Necessary

This is a state mandated replacement of this tank by 10-97. This is for the removal of a 4,000 gallon heating oil tank at the Town Office with replacement of a 2,500-3,000 gallon tank. This could be part of the expansion or replacement of the Town Office building.

Cost: \$30,000

Tank Removal - Public Works Facility
Department Priority: Necessary

There is a state mandated required replacement of this tank by 10-97. This is to remove a 275 gallon heating oil tank for bus repair furnace at Public Works.

Cost: \$3,000.

Other Public Works Projects

Contract Reconstruction
Department Priority: Necessary

This project is a request to have an annual program of reconstruction of 1,000 linear feet of road requiring work by private contractors.

Cost: \$100,000.

Demolition/Recycling Facility
Department Priority: Urgent

This project is for locating, design, and construction of a demolition recycling transfer facility located in central part of town. This site would not handle household refuse. The town's present land fill is scheduled to be closed by July 1, 1992. All demolition material will be processed by RWS either on site or at Gorham. The present site is too small and probably unable to be licensed as our present site license expires Jan. 1, 1992.

Cost: \$500,000.

Public Works Facility Expansion
Department Priority: Urgent

This is a request for engineering and construction of the expansion of the Public Works facility. Engineering for the salt/sand shed could be completed at the same time. This is a request for expansion to approximately double the present size to (110' x 166') and the consolidation of the vehicle maintenance area and administration. The present facility is

too small and segregated thus not using all space efficiently. There is a growing need for equipment and a lack of adequate storage space.

Cost: \$430,000.

Salt and Sand Shed

Department Priority: Necessary

This project is for the construction of a 6,500-7,000 cubic yards and/salt facility. There is a DEP mandate for this to be started by 1-1-93 and be in use by 1-1-95.

Cost: \$275,000.

Parks and Recreation

Land Acquisition

Department Priority: Necessary

This is a request for money to be set aside each year to accrue and be designated for the purchase of passive and active recreational land. The need for active recreational field space, outdoor basket ball courts, volleyball courts, and ice skating rinks is greater than the availability of existing land that is being utilized by many programs that are publicly and privately sponsored.

Cost: \$30,000 annually.

Rescue

New Rescue

Department Priority: Urgent

This is a request to purchase a new rescue unit to be used by EMS service. The new unit purchased has been used totally as the primary. A new unit would alleviate cost of building mileage on just one unit.

Cost: \$85,000.

New Rescue

Department Priority: Necessary

This is a request to purchase a new rescue unit to be used by EMS service. The new unit purchased has been used totally as the primary. A new unit would alleviate cost of building mileage on just one unit.

Cost: \$85,000.

Town Clerk

Restore BooksDepartment Priority: Necessary

This is a project to invest funds annually toward the restoration of town records. The records contain the entire history of the town. Books are presently brittle and vulnerable.

Cost: \$4,000 annually, total of \$20,000.

Election Machine and Ballot BoxDepartment Priority: Desirable

This is a request for an additional election machine and ballot box for the Community Center. This would provide for a much needed machine for District 38 and would also provide the town with a backup machine.

Cost: \$9,500.

VaultDepartment Priority: Necessary

This is a request for a new vault in the basement of the Community Building where books, files and valuable materials are kept-this is for the room before you actually enter the vault there currently. There is not enough room to store all town records in the current vault so they are kept in the overflow area which is not fire safe. The vault is only about one third the size it should be. CEO, Tax Collection, Assessing, Treasury, and Town Clerk's records are all stored here.

Cost: \$10,000.

New England Village Alternative

Purpose:

To further the creative extension of the traditional rural New England village concept and avoid the repetition of conventional suburban subdivision practices, wherein 100 percent of the tract is covered by streets, houses, front yards, back yards and side yards, and notwithstanding other provisions of this ordinance relating to dimensional requirements, the Planning Board shall upon proper application under this section, in reviewing and approving proposed residential subdivision developments, modify said provisions related to dimensional requirements to permit different approaches to housing and environmental design in accordance with the requirements below. This shall not be construed as granting variances to relieve hardship, but rather as an alternative system of residential subdivision of land. All other sections not modified and not inconsistent with this alternative system of land development will remain in effect.

The purpose of this alternative is to preserve the distinction between the New England Village settlement patterns of village rural space as opposed to consumptive subdivisions. As a method of achieving the community's goals, we have determined that we retain the present lot sizes and frontage requirements for standard subdivisions which will deter such subdivisions because the following incentives will make it more economically advantageous to develop residential real estate consistent with the New England Village Alternative form. Said form is not aesthetic zoning because the New England pattern which is advanced is far less costly in terms of fire protection, road maintenance, general public safety, busing costs for schools, etc. as it furthers development into sub-villages where town services can be delivered most economically especially in comparison to the existing regulations which encourages the opposite - Urban sprawl. One of the goals for the New England Village Alternative is to ensure that a minimum of approximately 50 percent of each parcel developed in the Town retains the use as set forth in the following paragraph, i.e., woods, fields, greens, pastures, to encourage that such rural and/or open space will connect to other similar such uses on other parcels to maintain sufficient habitat for wildlife such as deer, etc. and to preserve the visual quality and usability of rural New England.

To allow owners their full property rights under the existing ordinance development under this section is not mandated; however, to encourage consideration of this alternative, all residential subdivisions not proceeding under this section, of more than five lots, or more than twenty acres, must prepare and submit, in addition to the standard subdivision

layout, an alternative plan consistent with the standards below, in such a way that to the most practical extent, most fields and pastures remain as undeveloped as possible. Consistent uses for fields and past such as village greens, playing fields and agricultural use, the Planning Board shall encourage via standards and incentives below. The preservation of environmental attributes of the parcel, including, but not limited to, scenic ponds, streams or bodies of water, water frontage, open fields, pastures, marshland, scenic grounds shall also be encouraged by incentives.

The following is an example of such provisions to provide public access to common area of the subdivision for all recreational purposes, including hunting, fishing, horseback riding, nature walks, etc.

The land owner has the option of designating the remaining open space for one of the following and receiving the listed incentives:

- (1) The property or any portion thereof can be conveyed to the Town by municipal gift if the governing body votes to accept the same at town meeting. 15%
- (2) The property owner retains ownership of the parcel and conveys a conservation easement to the members of the subdivision and retains all other rights to the parcel. 0%
- (3) The property owner may retain ownership and grant a conservation to the Town for public access and use for recreational purposes while retaining any and all forestry resources and agricultural uses. 10%

The New England Village Alternative will have, as a first step, determination of the Number of Units which will serve as a basis for alternative. This will be determined by a determination of the number of house lots which would or could be placed on the parcel under the existing lot size requirements for the zone in which the parcel is located.

We would ask the Southern Maine Regional Planning Commission for a set of definitions and incentives to assist us in creating Model Design Guidelines and proposed standards for Site Plans which are based upon the New England Village pattern of irregular lots, irregular setbacks, etc., with consistent New England design criteria.

For example:

- (1) Colonial/Fed Style-Two story houses which while not exact copies of existing homes from the period reflect/meet the following standards; siding

consistent with homes of that period, i.e. wood clapboards/shingles, windows which are tall/narrow with cross members, panel exterior doors, with appropriate roof pitch.

Density Incentive: 10 Percent

- (2) Colonial/Fed Replicas-Two story homes which on three exterior sides, are exact copies of existing homes in New England built before 1830.

Density Incentive: 33 1/3 Percent

- (3) Village Greens with recreational facilities such as ball fields, paths, benches, or other facilities selected by the Board.

Density Incentive: 10 Percent

- | | | |
|--------------------------------|-----------------|------|
| (4) Preservation of Open Space | 50 % open space | 10 % |
| for any given parcel of | 60 % open space | 15 % |
| land being developed. | 70 % open space | 20 % |
| | 80 % open space | 25 % |

Another example would be asking the Southern Maine Regional Planning Commission to develop, as an incentive for those subdivision/villages which qualify, road standards which further the village scale allowing the creation of the traditional compact village scale which is both correct for the aesthetics of New England and is more economical for the developer as well as more economical for the Town to maintain. This can represent a powerful tool for village growth and a major cost factor for both. In addition, in long term school busing costs, the Town will experience very significant savings with one stop in a village versus stopping every 250 to 500 feet on almost every road in Town. The same arguments apply to Police and Fire protection.

Also, we could ask the Commission for standards which would encourage/allow septic systems to be shared and located off lot, allowing them to be sited on the most suitable soils available in the tract at the greatest distance from wells without forcing property owners to build the houses on the best soils as is presently the case with most subdivisions.

We would ask for a list of possible incentives to create a New England Village pattern to which a percentage of increased density can be attached by the committee after review of the overall impact with an overall goal of rendering this alternative, the New England Village, so economically attractive that it will become the preferred method/pattern of development in Windham and would be a model to the state.

Obviously, each town will have to discuss and decide on overall limit in the density incentive and may weigh various elements to open space, road standards, and village scale

differently. State Legislature has chosen to give land owners a tremendous incentive of 500 percent increase in density and more to turn developable land into trailer parks. Given that economic incentive, without some creative and bold movement on the part of towns, our landscape will be forever diminished.

Windham's High Accident Locations

Five locations have been pinpointed as high accident locations by the Accident Records Section of the Bureau of Planning in the Maine Department of Transportation. The areas were determined by two factors, namely eight or more accidents in a three year period, and a critical rate factor equal to or greater than 1.0. The records cover the three years of 1987-1989.

The five locations pinpointed are:

- Intersection of Route 115 and Woodville Road;
- Intersection of Route 115 and Falmouth Road;
- Intersection of Routes 202/4 and River Road;
- Intersection of Windham Center Road and Route 302;
- River Road from Forest Road to North Windham Road.

Intersection of Routes 202/4 and River Road:

The highest number of accidents, 16, was reported at the intersection of Routes 202, 4 and River Road. MDOT records reveal an accident rate of 1.25 with a critical rate factor of 2.19. The accidents resulted in personal injuries to 25 percent of those involved.

According to the statistics six of the accidents occurred in 1988 while five accidents apiece were recorded in 1987 and 1989. December was the worst month with four of the accidents taking place at that time. Two accidents apiece took place in January, February, and September. Single accidents were reported in April, May, June, July, August and October. The months of March and November were accident free.

The highest number of accidents, three, occurred at 5 p.m. Two accidents apiece occurred at 7 a.m., 8 a.m., 2 p.m., and 3 p.m. Single accidents were reported at 6 a.m., 9 a.m., 11 a.m., 12 noon, and 1 p.m.

Eight of the accidents were attributed to intersection movement, while seven were rear-end or sideswipes. One was considered a non-collision. Of the 31 vehicles involved, six failed to yield right-of-way, three showed driver inattention, one had defective brakes, while 11 were driving properly.

Intersection of Route 115 and Falmouth Road:

The next highest number of accidents, 14, was recorded at this intersection. An accident rate of 1.28 with a critical rate factor of 2.13 was reported. 15.4 percent of those involved suffered personal injury.

According to the statistics six of the accidents occurred in 1987, five in 1988 and three in 1989. January was the worse month with three accidents occurring at that time. Two accidents apiece took place in June and July. Single accidents were reported in February, March, August, September, October, November and December. The month of April and May were accident free.

The highest number of accidents, two, occurred at 9 a.m., 5 and 7 p.m. Single accidents were reported at 10, 11 and 12 a.m. also at 1, 2, 4, 6 and 10 p.m.

Nine of the accidents were attributed to intersection movement, three to rear-end/sideswipe, one to head-on/sideswipe and one vehicle ran off the road. Of the 27 vehicles involved, three failed to yield right of way, two were traveling at an illegal unsafe speed, one was following too close, one made an improper turn, one driver was inattentive and one cited obscured vision. Ten were driving properly.

Intersection of Route 115 and Woodville Road:

The next highest number of accidents, 12, was reported at this intersection. No accident rate, critical rate or percentage of personal injury was stated in this report.

According to the statistics five of the accidents took place in 1989, four in 1987 and three in 1988. January was the worst month, when three were reported, all in 1987. Two accidents were reported in December. Single accidents were reported in March, April, May, June, August, October and November. The months of February, July and September were accident free.

The highest number of accidents, two, occurred between 9 and 10 a. m., and 4 p.m. Single accidents were reported at noon, 1, 2, 3, 5 nd 7 p.m.

Eight of the accidents were attributed to intersection movement while the other four were considered rear-end or sideswipes. Five persons received injuries. Of the 24 vehicles involved, three failed to yield right of way, two were caused by driver inattention, one made an improper turn, and one was attributed to an unspecified other human factor. Eleven were driving properly.

River Road between Forest and North Windham Roads:

Also recording 12 accidents was this portion of River Road. MDOT records reveal an accident rate of 688.47 with a critical rate factor of 1.51. Fully a third, or 33 1/3 percent of those involved were injured.

According to the statistics six of the accidents took place in 1989, four in 1987 and two in 1988. The highest number of accidents, three, occurred in September. Two accidents apiece took place in January and March. Single crashes were recorded in February, May, August, October and November. The months of April, June, July and December were accident free.

The highest number of accidents, two, were recorded at 10 p.m. Single accidents took place at 1, 3, 7, 8, 9 a.m. and 1, 2, 3, 6 and 8 p.m.

Five vehicles drove off the road, three cited an animal crossing in their path, and two were considered non-collisions. One was considered a rear-end/sideswipe and one a head-on/sideswipe. Three accidents were attributed to driver inattention, two to illegal unsafe speed, one to an improper start/stop, one to driver inexperience and another to an unnamed other human factor. Five were considered driving properly.

Intersection of Windham Center Road and Route 302:

The final location cited showed an accident rate of 0.73, a critical rate factor of 1.62 with 50 percent of those involved suffering personal injury. Ten accidents were reported at this road junction.

According to the statistics five of the accidents occurred in 1989, four in 1987 and one in 1988. September was the worst month with three accidents being reported. Single accidents were reported in January, February, March, May, July, August, and October. The months of April, June, November and December were accident free.

The highest number of accidents, three, occurred at 3 p.m. Two accidents were reported at 11 a.m. Single accidents were reported at 6, 7, 8 a.m. and 1 and 5 p.m.

Three were attributed to driver inattention, one to illegal unsafe speed, and one to following too close. Ten drivers were driving properly. Eight were considered rear end/sideswipes, one an intersection movement and one vehicle ran off the road.

Reference Material

Many documents and numerous sources were used to prepare Windham's Comprehensive Plan. Listed below are data utilized and available at the Town Office.

Clean Water Act Section 404
 Comprehensive Planning for Lake Watersheds by DEP and Androscoggin Valley Council of Governments
 DEP Site Location Act
 DEP Shoreland Zoning
 DEP Permit by Rule
 DEP Wetland Protection Rules Chapter 310
 DEP Watershed Maps
 DEP Water Classification Program
 Federal Manual for Identifying and Delineating Jurisdictional Wetlands
 Flood Insurance Map
 Greater Portland Council of Governments Surveys, Statistics, Maps
 Ground Water Protection Plan by Robert Gerber Inc.
 Harbors Act of 1899
 Industrial Park Feasibility Study
 Lakes Region Economic Profile
 T.Y. Lin Studies Concerning Routes 302 and Alternate Access
 Maine Clean Water Strategy by DEP
 Maine Department of Inland Fisheries and Wildlife Habitat Map
 Maine External Plumbing Code
 Maine Geological Survey - Aquifer Series
 Natural Resources Protection Act
 North Windham Commercial Development Strategy
 People's Regional Opportunity Program Community Needs Assessment
 Phosphorous Control in Lake Watersheds by DEP
 Portland Water District and Whitman and Howard Inc. Phosphorous Allocation Plan for Sebago Lake Watershed
 Portland Water District Restrictions
 Portland Water District Service Account Database
 Recreation Facilities and Open Space: A Needs Analysis: Town of Windham 1988
 Report of the Committee on the Future of Volunteer Public Safety Services
 "Sandborn" Insurance Company Maps
 Solid Waste Management Rules
 Streambank Stabilization Guidelines by U.S. Corps of Engineers
 Subdivision Ordinances
 USGS Topo Sheets
 University of Maine Cooperative Extension and Cumberland County Soil and Water Conservation District Best Management Practices for Maine Agricultural Producers
 Wastewater Treatment for North Windham and Highland Lake
 Windham Zoning Ordinances
 Windham Shoreland Zoning
 Windham Aquifer Protection Ordinances
 Windham's Comprehensive Plan 1985
 Windham's Comprehensive Plan 1991 Survey
 Windham's Capital Improvement Plan

Definitions

Affordable Housing

A housing unit is affordable to a particular household if the monthly shelter costs associated with the unit do not exceed a reasonable percentage of the household's monthly income. For purposes of assessing what housing costs are affordable to particular households, or categories of households, municipalities should apply the following parameters:

- A renter-occupied housing unit is considered affordable to a household of a particular size and income if the unit's monthly estimated rent, insurance costs, and utility costs do not exceed 30 percent of the household's monthly income.
- A owner-occupied housing unit is considered affordable to a household of a particular size and income if the unit's sales price or value does not exceed that for which monthly estimated mortgage payments (including principal and interest), property tax, insurance costs (homeowner's and private mortgage insurance), maintenance costs, and utility costs would equal 28 percent of the household's monthly income.
- The median household income used by a municipality shall be that provided annually by the Maine Department of Economic and Community Development.

Archaeological Resources

Location of a significant prehistoric event or activity that contains remains, objects or landforms (e.g. Indian mounds).

Commercial Agricultural Land

Means any land that participates or qualifies to participate in the Farm and Open Space Tax Law (36 MRSA 1101). (Any tract or tracts of land, including woodland and wasteland of at least 5 contiguous acres on which farming or agricultural activities have produced a gross income of at least \$2,000 per year in one of the two or three of the five calendar years preceding the date of application for classification).

Commercial Forest Land

Means any land that participates or qualifies to participate in the Tree Growth Tax Law (36 MRSA 573). (Land used primarily for growth of trees and forest products, but shall not include ledge, marsh, open swamp, bog, water and similar