

TOWN OF WINDHAM, MAINE COMPREHENSIVE PLAN FOR THE 1990s

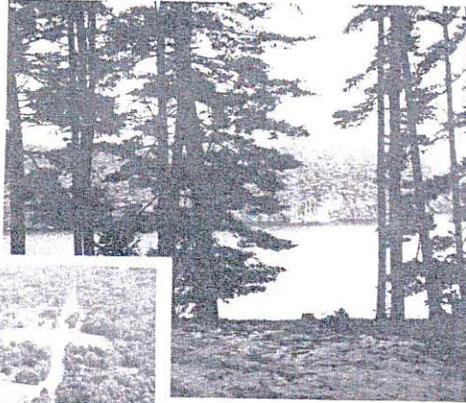
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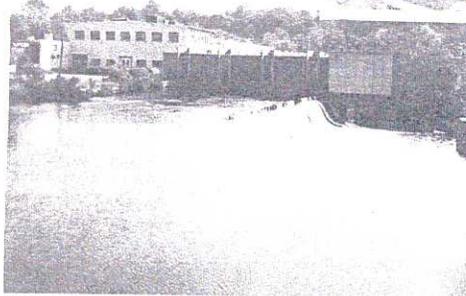
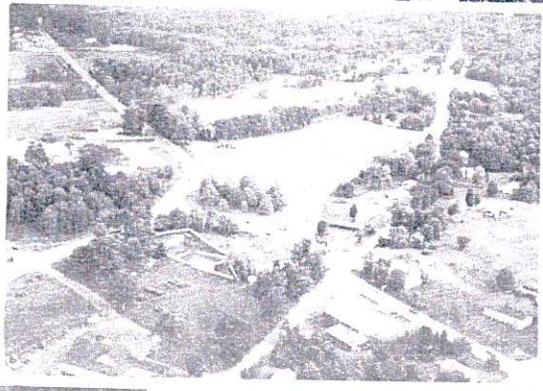


*Crossroads
for the
Lakes
Region*



Natural Resources

Commerce ... yesterday and today



Agriculture



Dear Residents of Windham:

Your 1991 Comprehensive Plan Committee voluntarily committed hundreds of hours, both individually and collectively, assessing our community's strengths and needs from every imaginable perspective. In addition to researching massive volumes of written materials, the Committee reached out to the residents of Windham for their input via a survey, individual and organizational presentations and through numerous public hearings devoted to developing this final document.

The "Role of the Comprehensive Plan", outlined on subsequent pages, explains the State's mandate, purpose and need for such a document. Thus, the Plan helps us to fully appreciate the importance of our Town's rich history, to better understand where we are today as a community, and to recommend viable policies, strategies and time frames to meet tomorrow's challenges and opportunities.

On behalf of the dedicated committee members and resourceful support staff, that brought together the skills and knowledge necessary to complete this Plan, we offer it as a road map that can help guide and shape Windham's future.

Sincerely,

A handwritten signature in cursive script that reads "Paul H. Adams".

*Paul H. Adams
Chairman*

Comprehensive Plan Committee

**Comprehensive Plan
Town of Windham**

Adopted April 27, 1993 by the Windham Town Council

Windham Comprehensive Plan Committee

- Paul Adams Chairman
- Alan Anderson Water Resources, Transportation
- Bill Bailey Public Facilities, Transportation
- Tom Bartell Natural Resources, Recreation
- Betty Barto Historic and Archaeological Resources
- Janet Chipman Affordable Housing
- Richard Clark Economic Development
- Leon Cooper, Jr. Agriculture and Forest Resources
- Bill Hager Agriculture and Forest Resources
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- Frank Hawkes Agriculture and Forest Resources
- Paul Lawrence Water Resources, Natural Resources
- Maurice Mayberry Affordable Housing
- David McCain Council Representative
- Don Rich Economic Development
- Dick Sanborn Council Representative
- David Tobin Past Chairman
- Gary Winship Agriculture and Forest
- Dwight Woodman Orderly Growth and Development



DAVE DAVIDSON
1/19/13 - 2/5/90

Resource Support Personnel:

- William Hayes Consultant
- Arlene Roy Staff Assistant
- Steven Westra Town Planner

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

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	<i>Written by Windham Comprehensive Plan Committee</i>
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	<i>Photographs by David Ennis & Ann Marie Barter</i>
	<i>Printed by The American Journal</i>

ROLE OF THE COMPREHENSIVE PLAN

The Maine Legislature approved the Comprehensive Planning and Land Use Regulation Act in 1988. The Act requires that municipalities develop a local management program -- the Comprehensive Plan -- that will serve as a blueprint for future growth.

According to the Act, a local growth management program consists of two parts:

1. The preparation and adoption by the municipality of a comprehensive plan consistent with State requirements.
2. The preparation and adoption of an implementation program that is consistent with the Comprehensive Plan and which carries out the goals and policies set forth in the Plan.

This update of the Town's Comprehensive Plan has been prepared to satisfy the first part of the state mandate.

The Windham Comprehensive Plan serves as a guide for managing the growth and change that the community will experience over the coming years. The Plan can and will be used by the Town Council, the Planning Board, and the Board of Appeals, as well as by residents and developers, as a legal foundation for many of the decisions that will affect the Town today and in the future.

The Comprehensive Plan is not a zoning ordinance, nor is it a law. Rather, it is an

advisory document aimed at expressing the community's goals for the future, and identifying the policies that will move the Town in the direction of its goals.

The Comprehensive Plan will serve as a tool with which the Town may examine and record its current state of affairs, state its desired goals, then express a planned procedure for reaching those goals. This Plan will continue the process begun by previous versions of Windham's Comprehensive Plan, and serve as a basis as the Town progresses toward the 21st Century.

There are a number of reasons why Windham should incorporate a growth management plan in its vision of the future:

1. The Plan will assist local government's anticipation of requests for tax-supported facilities and services.
2. The Plan will help local government to make wise allocations of resources to both annual operational expenses and to longer term capital improvements.
3. The Plan provides opportunities for public participation in the decision-making processes of local government, and has and will continue to facilitate communication between local officials and residents.
4. The Plan strives to balance the rights of the individual with the public interest, that is, the greatest good for the greatest number.

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 Natural Resources
- VII. Agricultural and Forest Resources
- VIII. Historic and Archeological Resources
- IX. 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 percent 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



Summer traffic on Route 302

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.



Windham school children on a field trip

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 environmental 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, has 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. Because commercial development is a vital part of Windham's economy, Town Officials have very carefully planned for the Town's commercial zones. In 1986, Market Decisions Inc. was hired to complete the "North Windham Commercial Development Strategy." (January 1, 1986) The report, based on significant data analysis, concludes Windham is "the shopping area for the Lakes Region and its position appears to be very secure." Data included in the findings of this section of the Comprehensive Plan does in fact demonstrate strong continued growth in retail sales in all areas. (Greater Portland Council of Governments figures 1983-1988)

The Market Decisions Inc. report concluded the need for lateral expansion of the North Windham commercial center to discourage strip mall development and limited commercial growth along the rest of the Route 302 corridor. This is being accomplished by adding C-2 zones parallel to Route 302 and more restrictive C-3 zones along Route 302 toward Westbrook. (See Windham's Land Use Ordinance Chapter 140 for further description of zone requirements.)

The 302 corridor has been the subject of many other studies and remains a concern to the Town of Windham. In order to prevent or control commercial sprawl, the Town has set up C-3 zones. That allows existing businesses to remain without becoming non-conforming and restricts future commercial development. Virtually all lots in the C-3 zones are already developed.

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 curbs and the Planning Board has also restricted curbs with the following ordinance amendments:

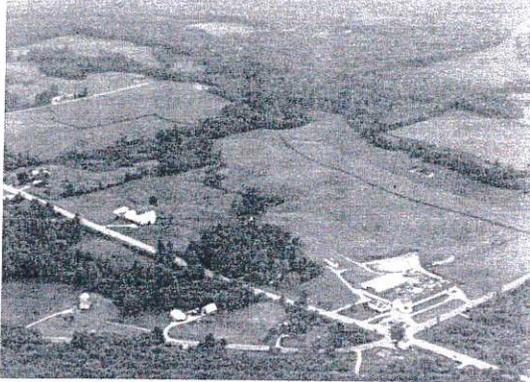
F. Vehicle Access Control.

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]



Aerial view of farmland in rural Windham

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 natural 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
 Commuter Routing Study Committee
 Water Resource Commission
 Permanent Town Building Committee
 Conservation Commission
 Historical Preservation Commission
 Recreation Advisory Committee
 Windham Economic Development Corporation

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 in FARM & FR Zones 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 a review by a licensed soil engineer.

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 sewers 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 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



The new East Windham Fire Station, completed in 1993

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.

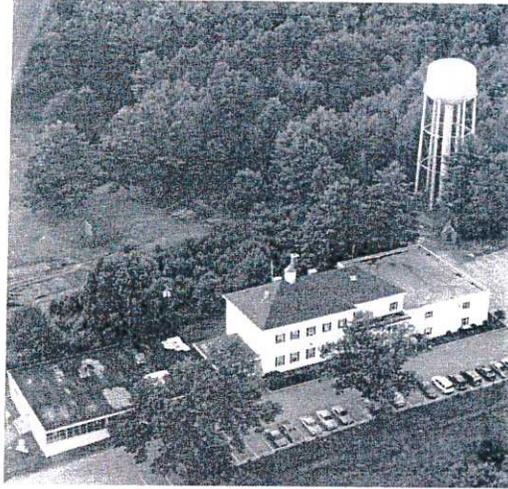
An ongoing concern is what to do about sewers.

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 was also a score of written comments addressing this matter accompanying the returned questionnaires.

In late October of 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 that Portland Water District prepare a request for

proposal for a 1 million gallon per day sewage 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.



Aerial view of the Windham Community Center

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)



Aerial view of the Transfer Station

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 prospective 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 plan 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 curbscuts 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 or 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 Shaw's 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

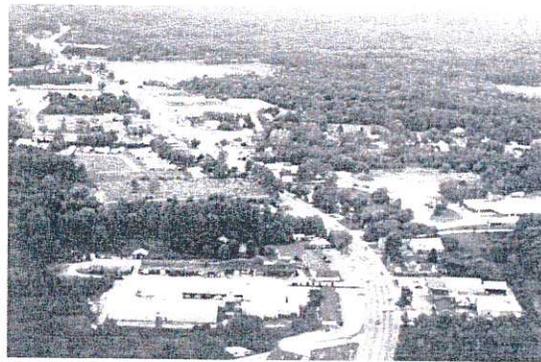
instrumental in creating a new Industrial Park Overlay Zone of approximately 120 acres to encourage development. Tax Increment Financing (TIF) is one tool to be used by the WEDC, a private non-profit development corporation. The WEDC also continues to market Windham's existing business parks. TIFs are 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 analyses:

"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."



Lateral growth is encouraged in North Windham

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 prospective 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 sewer 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. The Town Council should consider annually providing seed money to support the efforts of the Windham Economic Development Corporation (WEDC).

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 curbcuts for new commercial uses. An engineering firm has been hired and has completed a plan to close and consolidate curbcuts where appropriate. (Short)

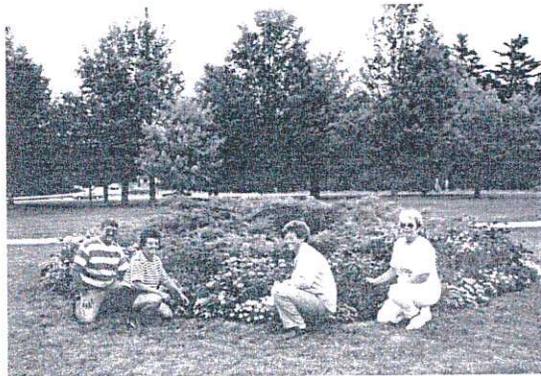
Policy: Construction of the alternative access road parallel to Route 302 should be encouraged.

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 prospective 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.



**Gary & Dana Plummer, June Hawkes and Sandra Hall
tending to flowers at the Rotary**

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 Woodard 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

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, Account.	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

**Industrial Park Feasibility Study
Town of Windham**

Non-retail Businesses - 1985

BUSINESS NAME	ACRES*	LAND VALUE*	SQ.FT.*	BLDG. VALUE*	NO. OF EMPPL.
Construction					
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 & Constr.	n/a	n/a	n/a	n/a	2
David Martin	0.45	5,024	9,670	34,597	3
Warren Elder & 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 & 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.	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
Manufacturing					
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
Schago Scale Co.	10.90	14,200	676	14,300	4
Hannaford Prod. Recov.	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 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

***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.
- Bld. Sq. Ft.: 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	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 the 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.



Aerial view of South Windham

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 that existing 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 cannot qualify to buy the average priced home. The figures which demonstrate the affordability problem are as follows:

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 rented 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\% \text{ of median}) \$36,618 \times .80 - 52 \times 4 \times .28 = \630.95
 $(50\% \text{ 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, GPCOG estimates the following number of people earning 50, 80 and 100% of median income by household and family:

MEDIAN HOUSEHOLD INCOME

50% 814 households
 80% 1659 households
 100% 2261 households

MEDIAN FAMILY INCOME

50% 524 families
 80% 1211 families
 100% 1741 families

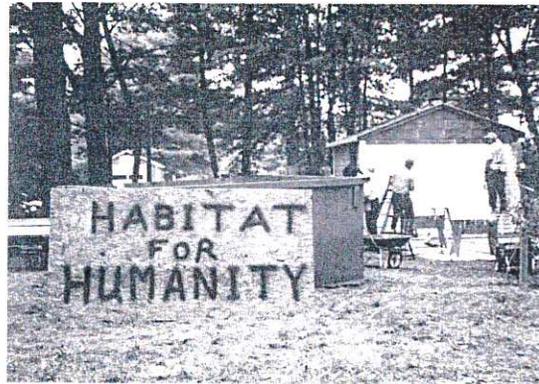
Additionally, the PROP study also shows the median home price in Windham was \$100,000 in 1988. A total of 1,753 families (or 47 percent of its residents) can not afford a median priced home. The Institute for Real Estate Research shows an average selling price of \$102,346 for the second quarter of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

The Institute of Real Estate Research (USM) in its report "Windham Affordable Housing Needs" notes the following statistics and draws implications:

"Almost one-third of the households under 35 and almost one-third of the households age 55-64 have disposable incomes of less than \$15,000, while over one-half of those 65-74 have disposable incomes of less than \$15,000. Almost 70% of those 75+ have incomes of less than \$15,000. For those people under 35, there will be a continuing need for food, housing and medical assistance. For older households, the ability to purchase health and social services, as well as housing, will greatly diminish."

"Approximately 4.1% of all households were at the poverty level in 1987. Using this same percent as a guideline, 185 households in 1990 were at the poverty level. Over 75 (40%) of these households were headed by individuals 65 and over. Since that time, it can be expected that the downturn in the Maine economy has at least maintained if not increased that level."

"In 1980, over 10% of all persons in poverty were 65+. According to PROP, by 1987, approximately 11% of those over



Habitat for Humanity volunteers working on the Sandbar Road project

65 were living at the poverty level. Using this percent as a guideline, by 1990, 143 individuals over 65 were in poverty and this number should increase to over 200 by the 2000."

"Windham currently has 95 assisted housing units: 28 for families and 67 for elderly persons. Clearly, there is a gap between the need and the supply for assisted units. Almost 40% of the need for assisted housing is by those 65 and over."

"Another aspect of the housing stock is the condition of that housing. The Town Assessor has estimated that approximately 150 to 200 currently inhabited year-round homes are in need of rehabilitation and maintenance. This estimate refers to properties which are at least 30 years old and valued at \$50,000 or less. The Maine State Housing Authority has estimated (in 1989) that there is a need for at least 17 congregate housing units in the town (with a maximum market of 85 units)."

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 Term: 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 (CAHV), 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.
6. Continue its single family home building project and enlarge the concept to provide a minimum of ten affordable housing starts a year. (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) Continue to pursue development of congregate care facilities for the elderly.

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.



Aerial view of Babb's Bridge

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 an 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, septic 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. 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.

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 such 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 2,203 residential accounts and 360 seasonal accounts with a total of 3,232 services in Windham. This leaves an estimated 1,867 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. Additional information is available through the Inland Fish and Wildlife agency through the National Wetland Inventory.

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.

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 criteria for what types of standards 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 amended 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)



Aerial view of Dundee Park

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 and all other related groups.

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 and timber harvesting community to improve productivity while minimizing environmental impact.

Implementation Strategy: Promote participation in the "Best Management Practices" assistance program to help farmers and timber harvesters 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 permit 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 permit 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 (reference Whitman & Howard study Phosphorous Allocation Plan for the District Watershed of Sebago Lake, December, 1990.)

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)

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, and other deer wintering areas such as Canada Hill. High Value Inland Fisheries Habitat-Sebago Lake, 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 Pond, Chalfin 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.



Aerial view of Windham landfill, looking west

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.

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, plant habitats, scenic areas, shorelands and unique natural areas.

Findings

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

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

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

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

Policy: The Town should continue to discourage development on floodplains.

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

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

Implementation Strategy: The Town policy should be developed to ensure that all decisions 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 review of soil erosion control plans by a licensed soils engineer.

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



The Presumpscot River (taken from Babb's Bridge)

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, wool 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 ensure 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 even 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 1900s, 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 and 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 catastrophes, 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 children's 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 in 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 discouraged 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 (crop land and pasture) decreased from 5200 to 4300 acres.

By September of 1990 the town's farmland acreage had dropped to 2063 acres according to the Soil Conservation Service.

However, data provided by the People's Regional Opportunity Program (PROP) and the Greater Portland Council of Governments 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 appendices 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; 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 the 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 by including it in the Farm zone.

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 by requiring hydrogeologic studies, net residential density calculations, and soil and erosion control measures approved by the Cumberland County Soil and Water Conservation District. (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 by restricting development rights where necessary. (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)



Stanley Hall's farm, on Route 202

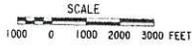
ZONING MAP

TOWN OF

WINDHAM

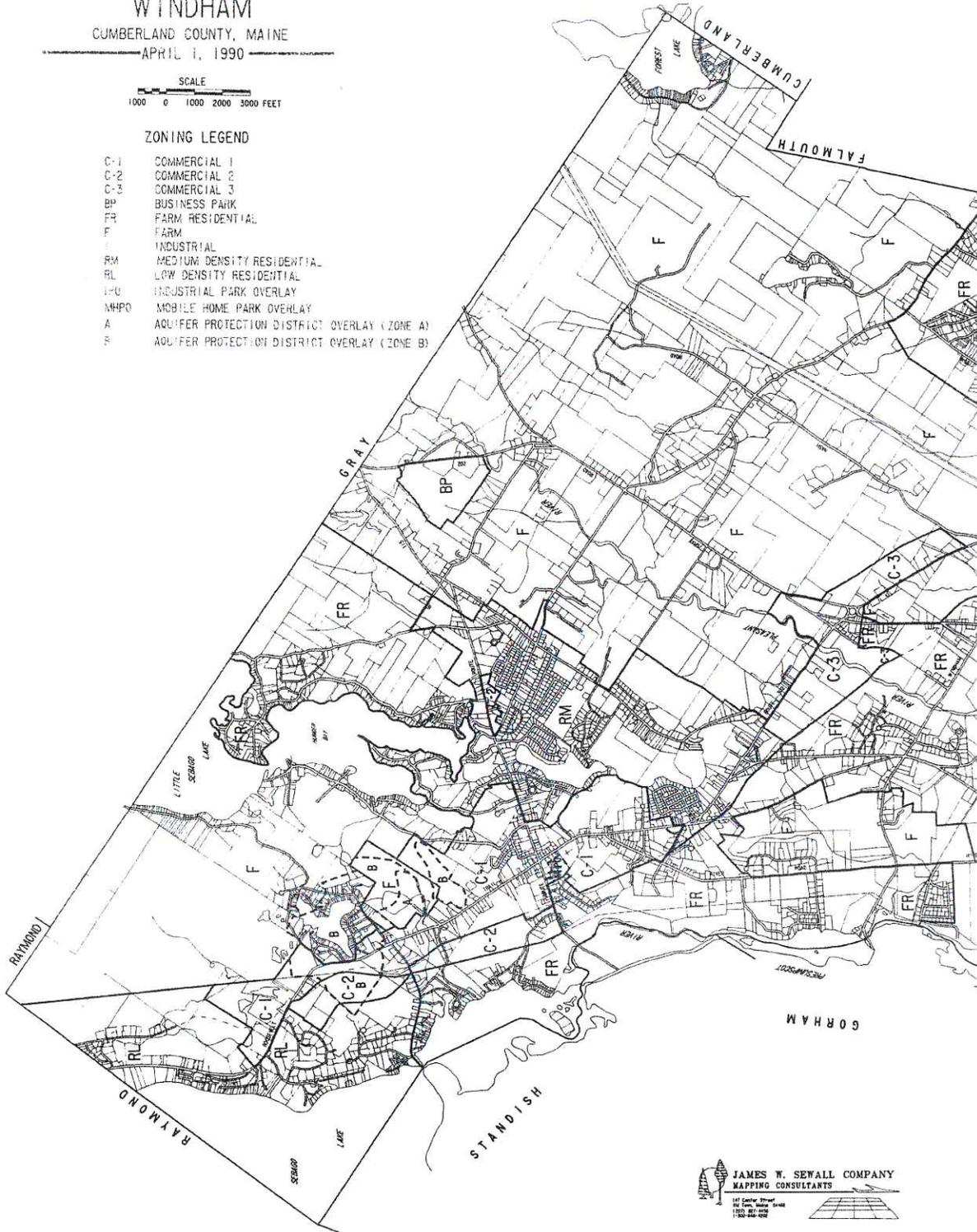
CUMBERLAND COUNTY, MAINE

APRIL 1, 1990



ZONING LEGEND

- C-1 COMMERCIAL 1
- C-2 COMMERCIAL 2
- C-3 COMMERCIAL 3
- BP BUSINESS PARK
- FR FARM RESIDENTIAL
- F FARM
- I INDUSTRIAL
- RM MEDIUM DENSITY RESIDENTIAL
- RL LOW DENSITY RESIDENTIAL
- I-U INDUSTRIAL PARK OVERLAY
- MHPO MOBILE HOME PARK OVERLAY
- A AQUIFER PROTECTION DISTRICT OVERLAY (ZONE A)
- B AQUIFER PROTECTION DISTRICT OVERLAY (ZONE B)

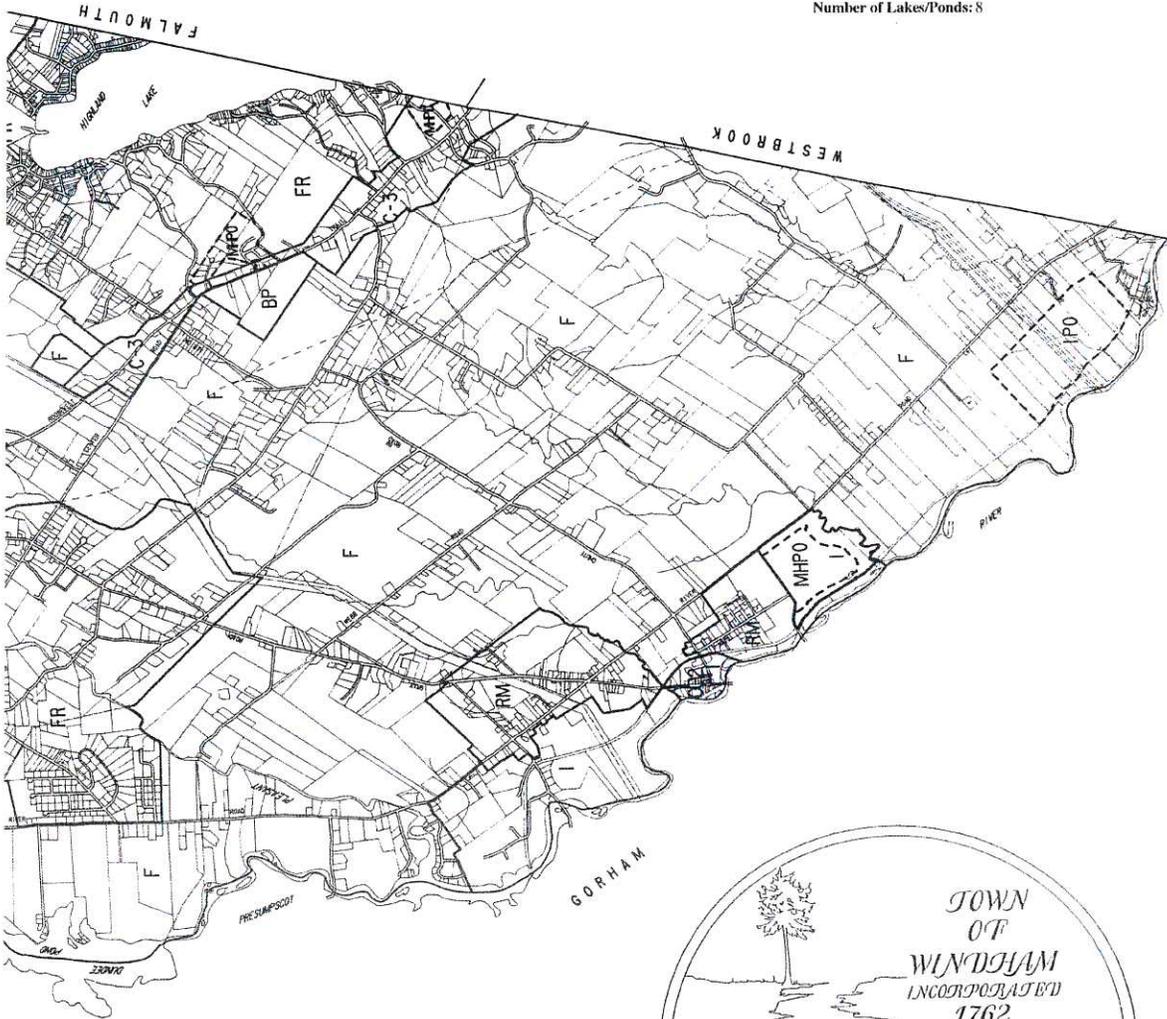


JAMES W. SEWALL COMPANY
 MAPPING CONSULTANTS

101 Center Street
 40 Elm Street
 1250 Elm Street
 1250 Elm Street

Vital Statistics
for Windham, Maine

Founded:	1737	Pupil Enrollment:	2,400	Rescue Department:	2 units 40 volunteers
Area:	47 square miles	Police Department:	1 Chief 1 Lieutenant 16 officers 5 dispatchers 7 vehicles	Public Library:	1
Population:	13,020 (1990)	Fire Department:	1 Chief 80 volunteers 9 vehicles 4 fire stations	Public Parks:	1 (Dundee Park)
Form of Government:	Council and Town Manager			Public Facilities:	2 (Community Center, Skating Rink)
Number of Schools:	5 elementary schools 1 junior high school 1 senior high school			Number of Churches:	16
				Number of Post Offices:	2
				Number of Lakes/Ponds:	8



Policy: Prevent conflict between farming and suburban development.

Implementation Strategy: Encourage mutual understanding between farmers and business people through facilitated meetings. (Short to Long)

Policy: Avoid permanent development of farmland.

Implementation Strategy: Consider other options of utilizing farmland beyond the traditional approach of subdividing for residential purposes. (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)



The Indian Steps, Falmouth Road at Albion Road

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.

In 1989, 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 partially completed and is included in the Appendix. Additional incentives for property owners to preserve their homes, other than federal tax credits, still have not been provided. Upon approval of the Historic districts by the Council, as approved by the Historic Commission in February of 1992, incentives will be provided.

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 the Province of 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 some of the Town's historic treasures follows in this section). 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 has been 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", pre-historic, archaeological 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.

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

National Historic Properties in Windham

At present, Windham has 3 properties on the National Historic Registry with a fourth being considered. A member of the Windham Historic Commission has been assisting the Historical Preservation Commission with information for these honored appointments.

Those already appointed are the Parson Smith House and property; Maplewood Farm, cemetery and properties on the River Road; and the William Goold House, cemetery and property on Windham Center Road.

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.

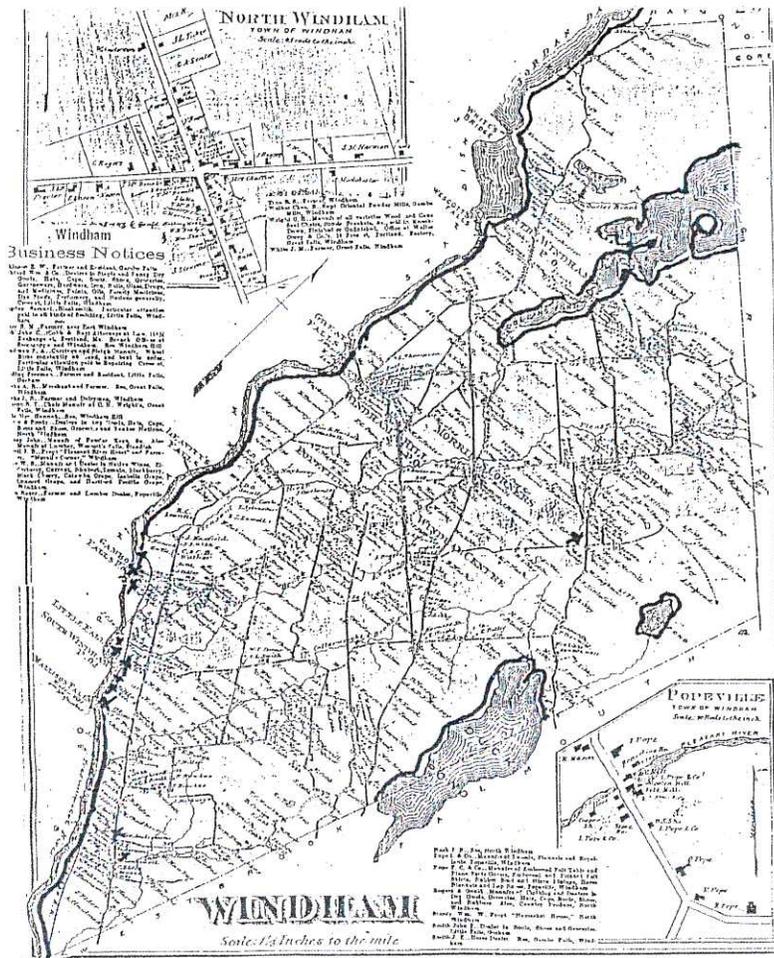
Only one site to date has had such attention and that is the Fort site and area next to the Parson Smith House on the River Road in South Windham where the first settlement of the town was established in 1737. Several other sites were marked, primarily in that location, during the Maine Street '90 celebration 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 (NEARA) 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, indicating a prehistoric occupancy, which bear further investigating by qualified archaeologists.

Policy: Windham should actively participate in, and encourage preservation of, its rich history which represents a microcosm of the history of the country, by accepting the districts as presented by the Commission and placing an overlay on them. It is important to note inclusion in a historic district is by written permission of the property owner only and is to be recorded in the Cumberland County Registry of Deeds. Historic, pre-historic and archaeological resources should be protected.

The major threat to the historic, pre-historic and archaeological resources in Windham is the lack of interest, knowledge and understanding of all the archaeological and architectural sites. This information is available in a slide presentation and needs to be reviewed by the Council and Town appointed Boards. Informed decisions must be made about prioritizing and protecting properties in approved historic districts.



**Historic & Prehistoric Sites
Archaeological Sites**

Implementation: Council has appointed an Historic Preservation Commission as of September 1991 which has approved and presented five historic districts with maps to the Town Planner's office. The maps should accompany the outlines in the Comprehensive Plan. As time allows more areas will be presented. (Short)

Policy: Some sites have been marked during the Maine Street '90 Celebration. Others, including the archaeological site off Albion Road, have not been marked to protect them from would-be archaeologists destroying evidence noted by the New England Antiquities Research Association (NEARA).

Implementation: The Commission is continuing an on-going examination of Windham's historical resources in an effort to become a Certified Local Government and thereby qualified for State funding of archaeologists. (Short)

Policy: The Commission should also seek funding from the Community for surveys to locate archaeological sites of historic and pre-historic periods.

Implementation: Commission should explore all feasible funding mechanisms. (Short)

Policy: Windham's past should continue to be presented to the students and adults of today with teachers expanding on what has been presented by one member of the Commission over the past 15 years to grades 2, 3, 6, 8, 10 and 11 periodically as requested and to organizations as well.

Implementation: The 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)

A Brief Look at Windham's History

As noted earlier, the Town of Windham was settled in 1737, one of the earliest towns to be incorporated in the state (then the Province of Massachusetts) in 1762. The community shares a rich history. A brief look at this wealth is provided in this historical summary.

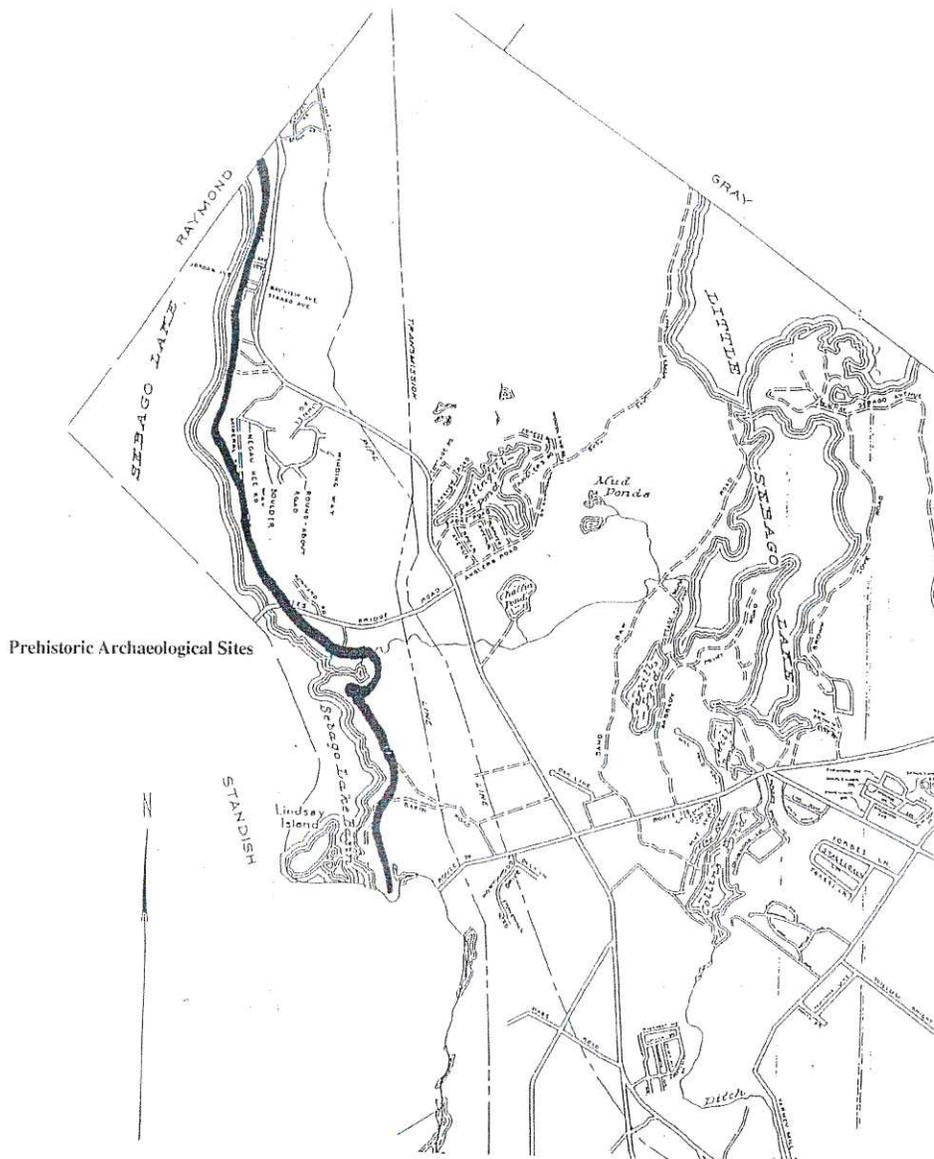
The First Settlement

The first settlement in 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 (1770s): A concentration of activity of the Society of Friends was in the area bordered by Sweet Road, Route 202 and Pope Road. In this area are:

- a. The site of the first meeting house
- b. The second meeting house, 1849
- c. The site of Friends Academy and first school called "Friends"
- d. The Allen house (c. 1797) on Sweet Road
- e. The 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 1700s, 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, wool mills, and pulp mills through to the early part of the 1900s.

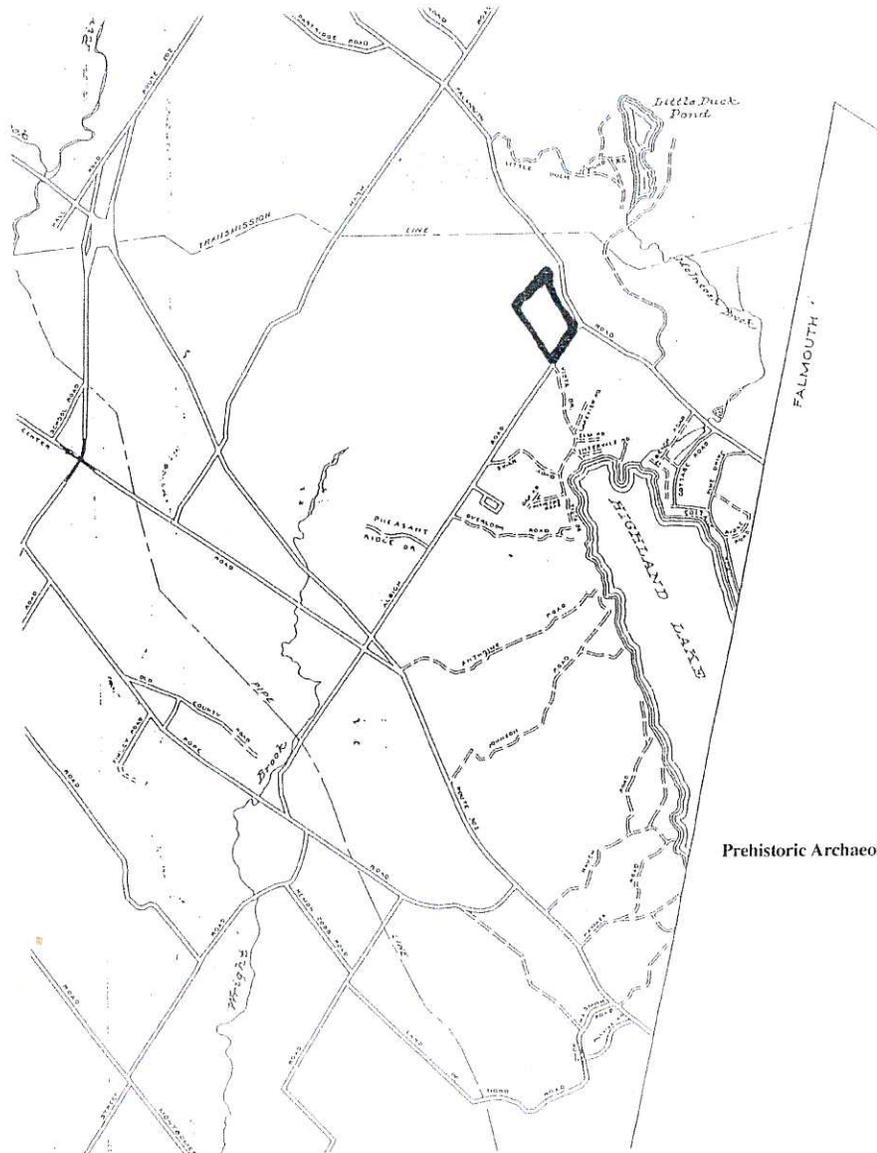
The area bordered by River Road, Depot Street, Main Street and Mallison Street includes:

- a. Sites of the first mills (from the 1700's)
- b. Sites of later mills (1823 - Casco Manufacturing)
- c. The old tavern building (now Patsy's) dating from 1832
- 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. The site of the second school
- i. Tenement houses on Main Street, built by mill-workers
- j. Old Bickford store building
- k. The Hanson building, three and a half story brick, built in 1838

Windham Center: Many remaining old historic homes exist from the Nash Road and Windham Center Road all the way to the River Road. Also on this road are the following:

- a. The first Town Hall built in 1833
- b. The first high school built in 1910 (Community Center)
- c. The 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. William Goold House, c.1800



Prehistoric Archaeological Site

Historic Houses

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.

Mid 1800s - Ma Smith house, Land of Nod Road, near Westbrook line.
 House at end of Weber Road and Highland Cliff (1850-1870); 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 in 1926.

1753-The Warren Elder Homestead, Old River Road. Owned by descendants of Samuel Elder 1 - 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 Gothic style ("Gingerbread") was added by Honorable John Anderson, mayor of Portland, designed after an English Manor House, with all the Gothic details, for his summer place. His son, John F. Anderson, was the civil engineer for the Portland-Ogdensburg Railroad which ran through their property; they had their own little station. Abraham Anderson, Hon. John's father, was the fifth settler of Windham. This is on Old River Road.

1764 - Parson Smith House - Georgian - River Road, built by Peter Thacher Smith. Front door and parlor fireplace changed over in 1830 when the Parson's grandson, Edward Anderson, came there with his bride, Louisa Berry. The Society for the Preservation of New England Antiquities which presently owns it will be selling the house and property. When taxes were not abated in 1991, SPNEA made improvements for sale to a private owner.

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.

The Ralph Small residence, Pope Road, white brick and an original Pope house. Built for Elijah Pope, the industry founder. Now owned by William Livengood. Built c. 1790.

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 lumber 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, also. (He swapped properties with Abraham Anderson, his brother, whose wife, Lucy Smith, wanted to be near her father, Parson Smith).

1800 - Drs. James and Jane Pringle's spacious Federal residence with terraced grounds was built by Trickey and John White. The latter helped to develop the North Gorham area on the Windham side because they expected the railroad to go through. Walter Corey moved his chair factory out from Portland. There were also flour mills, grist mills and White Brothers saw mills. All the mills burned in 1872.

1835 - 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).

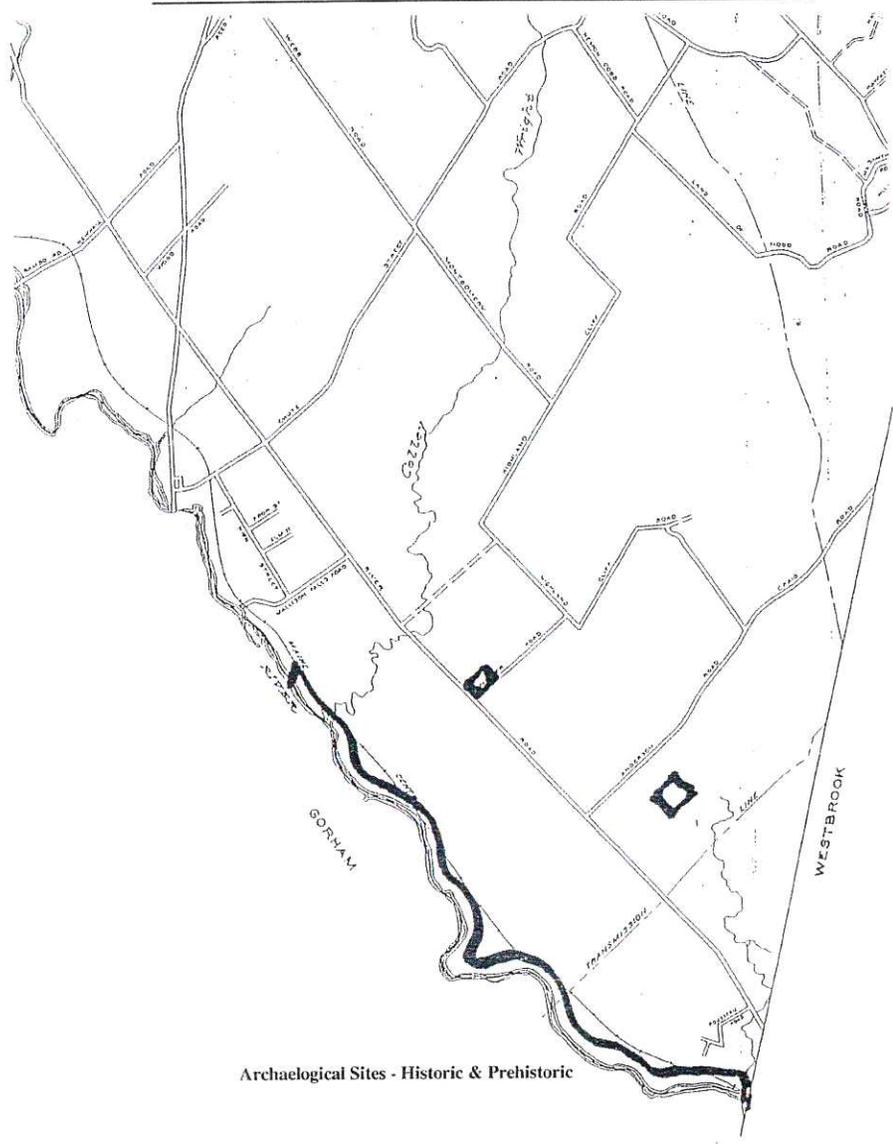
1830 - The Cloutier house, Perfect Greek Revival built by White Brothers for Elizabeth Mayberry. The fence around the house was put together with wooden pegs. Great Falls Road, North Gorham area, facing the dam. A rewarding trip up a rustic dirt road.

Robert C. Hoag House, Windham Hill. Former Sarah Varney place, a Quaker family 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 for worshipping every Lord's Day on the "Hill" since 1835.

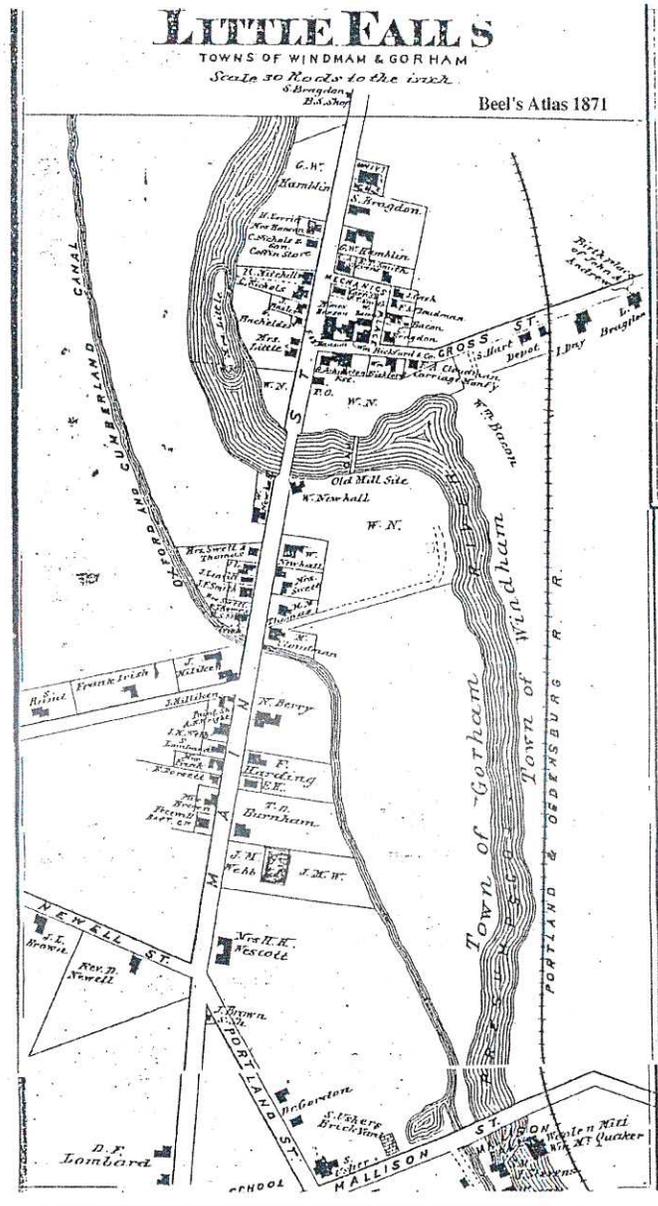
The Vogel House, Federal style, built by Moses Little in the 1800s. Major Edward Anderson had his Revolutionary War soldiers drill in that field, directly across from the Windham Hill Church.

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 on Pope Road 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 female 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.



Archaeological Sites - Historic & Prehistoric



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

The Ackroyd House, Sweet Road near Windham Center. Simple Cape Cod with very wide, thick boards between 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 school teacher in the 1800s.

1835 - The Glenn Libby House, River Road, red brick, Greek Revival. Built and owned by the Haskell family, Glenn's ancestors.

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 around 1817.

Quaint little depot of the Maine Central Railroad. Depot Street, South Windham. Recently moved across tracks and used for coal storage. c.1985 Lawrence Keddy's office building was the original office building of Gambo Powder Mills in Newhall Section. Newhall House, c. 1855: onetime owner of Gambo Powder Mills known at that time as G.G. Newhall and Company.

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 Sector 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 located 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, 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. The marker is now in the laundry yard of a recently built home.

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. Across from the Weber Road near the river 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 Sector 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 hooves found in a barrel of beef by the workmen's cook. The barrel was "headed up", hooves 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. Joseph succeeded him successfully until 1822 when a company from Portland purchased the mill 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 and later called it 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 father of the "War" governor of Massachusetts. The tavern was later built beside 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 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 blacksmith 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 George 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 lively 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. 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 in the large brick building, run by William Bickford and A.J. Magnussen. Next to the grocery stores 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 Sector 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 right 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.

Across from the William Goold house by Potash Brook is a Cider Mill in operation c. 1930 owned and operated by the Alley Hawkes descendants. The purest, best cider in Windham can be obtained here in the Fall.

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 virgin 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 owner's 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 building 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 farther 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 eaves 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, now the Percy Rogers' home.

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 1900s.

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 once 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



Beel's Atlas 1871

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.

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 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 for 29 years.



Windham Hill Church, Windham Center Road

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 tragically 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 1986. 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.



The Moses Little Farm, on Windham Hill

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 Clark's 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 and has been in their family for the last 25 years.

Great Falls Area on Windham Center Road Historic Sector 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 additions 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. Enoch 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 1890s.

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 Sector 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 1920s, when the newspaper article was written, Aunt Phoebe was in her 80s. 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 wool 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 a 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.



Windham School Department office

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 & Gould (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 Ereell Gordon 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 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 wool mills were twisted on their foundations. The basement of the store was 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 1880s, 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.

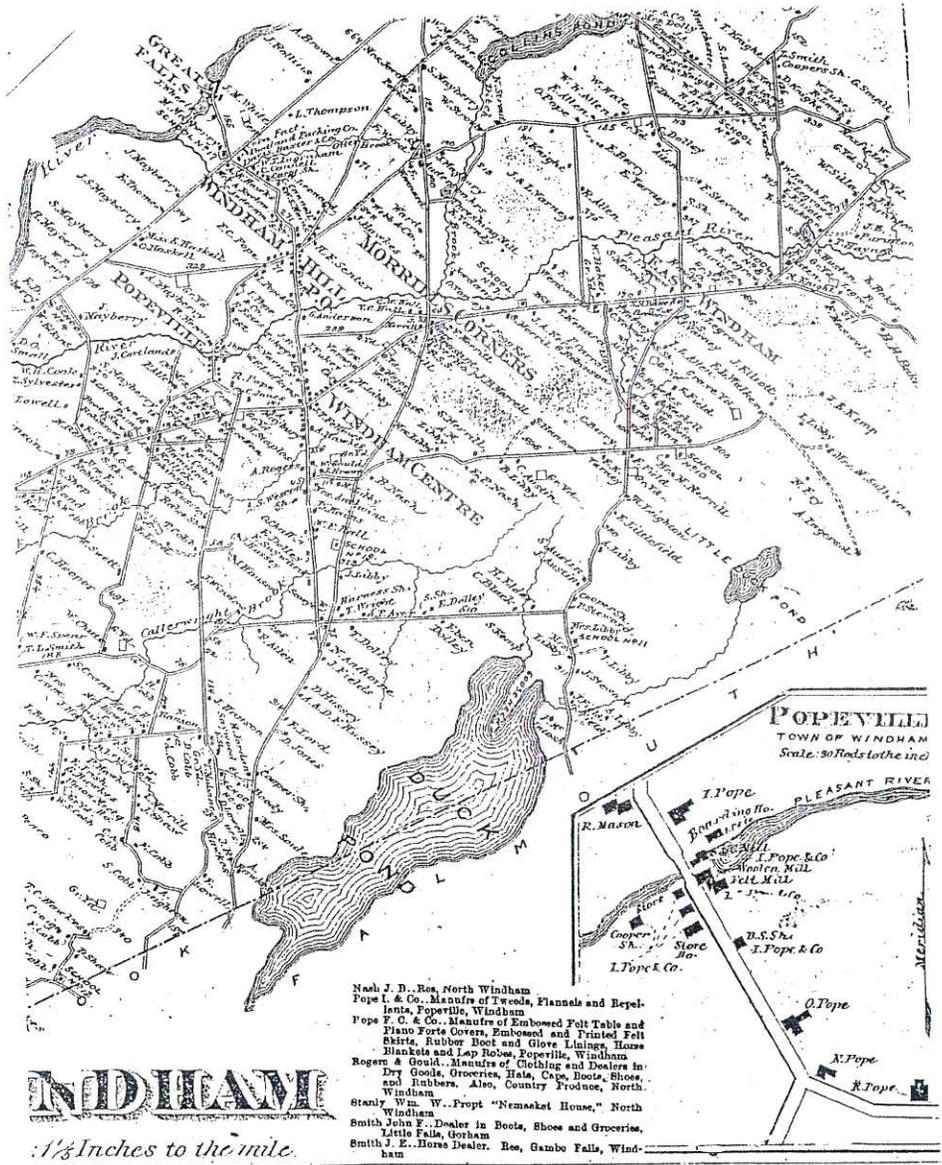
This Historic District starts with the Old Quaker Burial Ground at the corner of

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 car be to the bare floor that he might hear horses hooves 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 Popville, and from what place? No one ever seemed to know.

Dr. Parson's 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 Beels map designated as Isaiah 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 stenciling 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 1960s and 70s 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 proposed district report, the occupants of many of the Windham Hill Homes were professional men. The Evolution of the Windham Hill Congregational Church

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

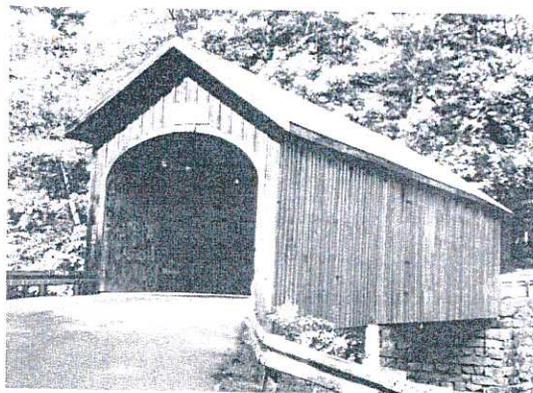
- Build a house of specified dimensions
- Clear seven acres and bring to English grass
- Settle an Orthodox minister ...all within five years.

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



Babb's Bridge

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 were 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 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.

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Registry of Deeds.

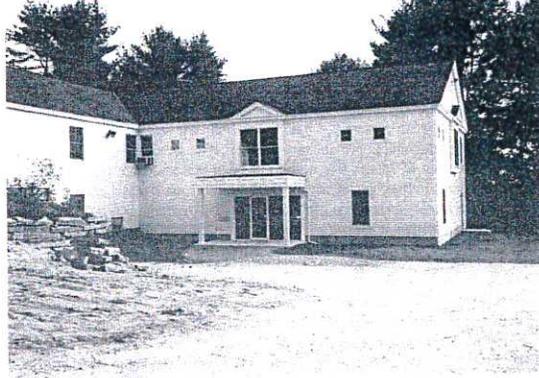
Descendants of original settlers.

Maine Historical Society - Portland, Maine.

Society for the Preservation of New England Antiquities. (SPNEA)

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 that 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



Windham Public Library addition, completed in 1993

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.

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

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

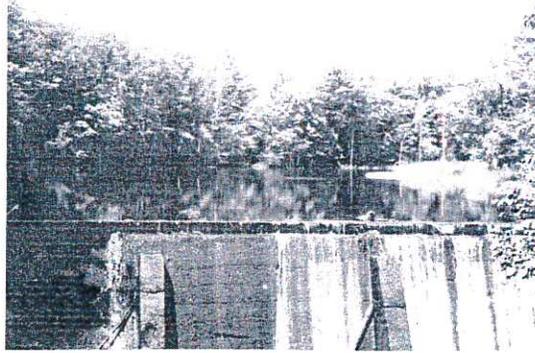
Long: 0-ongoing

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.



The falls on Varney Mill Road

-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 classifications of the Presumpscot and Pleasant Rivers as class B 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 picnicking, hiking and nature appreciation should be sought.



Windham Public Safety Building, built in 1989

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)



Windham residents enjoy swimming at Dundee Park

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 (NWCDC) 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.



Aerial view of Boody's Corner

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 that 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 provide 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 volume continues to climb. As it does, 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; nineteen 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)

APPENDICES

Resource material supporting the findings of the plan can be found at the Windham Town Office or the Windham Public Library.

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.

- An owner-occupied housing unit is considered affordable to a household of a particular size and income if the unit's sale 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).

Certified Local Government - A program designed to promote the preservation of prehistoric and historic sites, structures, objects, buildings, and historic districts by establishing a partnership between local governments and the Maine Historic Preservation Commission (MHPC), which seeks to encourage and expand local involvement in preservation issues.

Commercial Agricultural Land - 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 areas, which are unsuitable for growing a forest type even though such areas may exist within forest lands. Land which would otherwise be included within this definition shall not be excluded because of multiple use for public recreation. Parcels of land containing less than ten acres of forest land shall not be included in this definition).

Contributing Structure - A structure located within a designated historic district and identified as contributing to the historical or architectural significance of said district.

Freshwater Wetlands - Means freshwater swamps, marshes, bogs, and similar areas which are of ten or more contiguous acres, characterized predominantly by wetland vegetation.

Growth Areas - Those areas within a municipality that are suitable for orderly residential, commercial and industrial development for the next ten years.

Historic Sector - A geographically definable area possessing a significant concentration, linkage or continuity of sites, buildings, structures or objects united by past events or aesthetically by plan or physical development and designated with the requirements specified in the Historic Preservation Ordinance as appropriate for historic preservation. Such historic sectors may also comprise individual elements separated geographically, but linked by association or history.

Historic Landmark - Any improvement, building or structure of particular historic or architectural significance to Windham relating to its heritage, cultural, social, economic or political history, or which exemplifies historic personages or important events in local, state or national history as may be designated in accordance with the Ordinance.

Historic Resources - Land with structures and objects that are of local, state or national historic significance.

Historic Site - Any parcel of land of special significance in the history of Windham and its inhabitants, or upon which an historic event has occurred, and which has been designated as such in accordance with the Ordinance. The term "historic site" shall also include any improved parcel, or part thereof, used as and constituting part of the premises on which the historic landmark is situated as may be designated in accordance with the Ordinance.

Planner Unit Development (PUD) - A concept which encourages improved design in the development of land by providing relief from rigid zone requirements designed for conventional developments which may cause undue hardship or complication for desirable but unconventional development.

Prime Farmland - Land that meets the state-wide definition of prime farmland as defined by the Soil Conservation Service.

Public Shoreland Access - The ability to enter, approach, pass to and from, see over or through, and make use of shoreline areas and coastal resources.

Rural Areas - Rural areas are those intended for resource production and other allied land use as well as the long-term protection of areas with significant natural, cultural, scenic, or recreational resources. Included in these areas are those rural landscapes which are important to the character of the municipality. Development in these areas shall be compatible with these resources. Rural areas are not intended to be areas set aside for future growth. Rather, rural areas should be those areas within a municipality that deserve different management in order to protect and maintain these rural characteristics. These areas are intended to protect and manage those natural, productive, scenic, cultural, or recreational resources.

Shoreland Areas - The land areas within 250 feet of the normal high water mark of any pond, river, salt water body that falls under the jurisdiction of the Mandatory Shoreland Zoning Act (38 MRSA 435).

Significant Plant Habitat - Areas identified by the Critical Areas Program of the Maine State Planning Office or the Natural Heritage Data Base as being important habitat for plants of state, regional, or local significance.

Significant Wildlife and Fisheries Habitat - The following areas to the extent that they have been mapped by the Department of Inland Fisheries and Wildlife: Habitat for species appearing on the official state or federal lists of endangered or threatened species; high and moderate value deer wintering areas and travel corridors as defined by the Department of Inland Fisheries and Wildlife; high and moderate value waterfowl and wading bird habitats, including nesting and feeding areas as defined by the Department; critical spawning and nursery areas for Atlantic sea run salmon as defined by the Atlantic Sea Salmon Commission; and shorebird nesting, feeding and staging areas and seabird nesting islands as defined by the Department of Inland Fisheries and Wildlife. (38 MRSA 480).

Tax Increment Financing (TIF) - Allows a town to use a portion of the new property taxes it will receive as a result of development to provide the public facilities which made that investment possible.

Transfer of Development Rights (TDR) - Limits the right to develop a particular parcel of land (in an area where it is undesirable or costly to the town, for example) and relocates the land owner's rights, in the form of a development bonus, to another area of the community capable of supporting more intense development.

REFERENCE MATERIAL

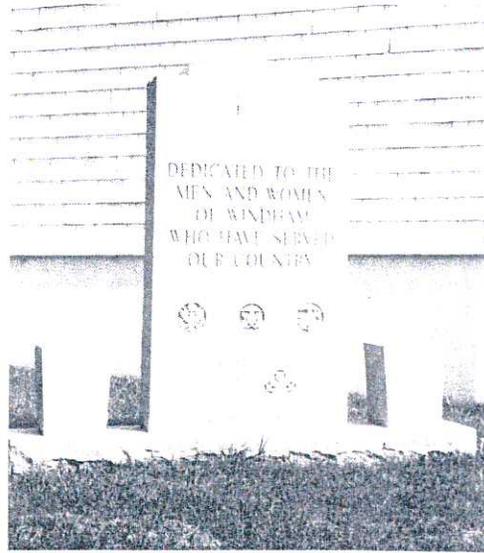
Many documents and numerous sources were used to prepare Windham's Comprehensive Plan. Listed below are data utilized and available at the Town Office.

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

Windham - Past and Present



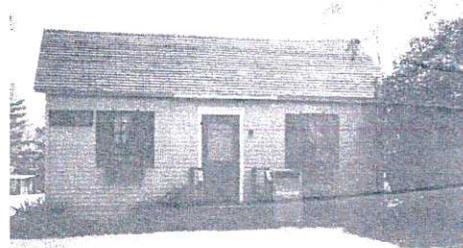
The Little Red Schoolhouse



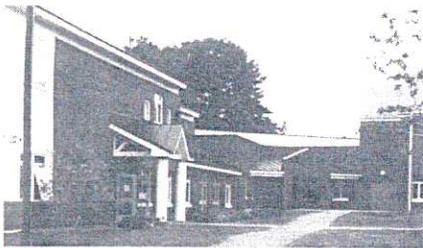
Veterans' Memorial at the Aikens Annex



North Windham, summertime, traffic ...



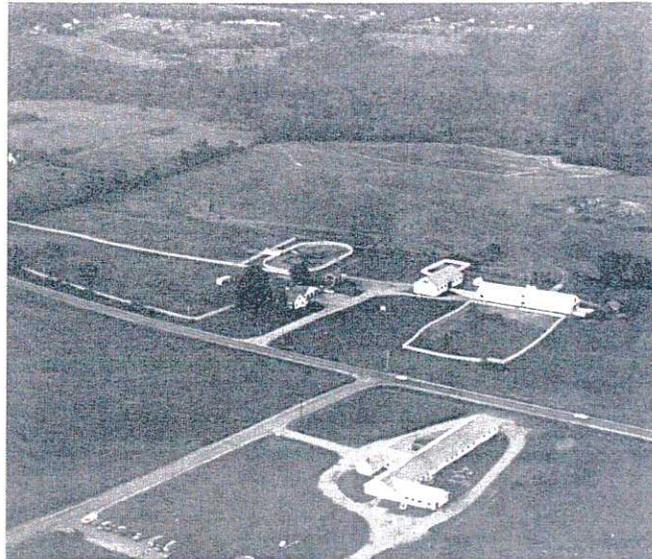
South Windham's Public Library



Windham's primary school (grades K - 3)



The "Covered Bridge" (Babb's Bridge)



Aerial view of River Road, showing the Maine State Society for the Protection of Animals