

Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Agenda

Town Council

Tuesday, March 24, 2026

6:00 PM

Council Chambers

I. Roll Call of Members.

II. Pledge of Allegiance.

III. Minutes to be Approved:

[CD 26-061](#) To approve the Minute of the March 10, 2026 Council meeting.

Attachments: [TC-MINUTES-3-10-2026-Draft](#)

IV. Adjustments to the Agenda.

VI. Public Participation.

The public is invited to address the Council on any item of business not on the agenda for tonight's meeting.

NOTE TO CITIZENS: Citizens have the right and are encouraged to speak during public participation regarding items not on the agenda, or regarding an item when it comes up on the agenda.

All comments and questions during public participation or on an agenda item must be directed to the Chair and be limited to not more than three (3) minutes per speaker; except that the Chair may grant another three (3) minutes at his/her discretion.

Anyone who has already addressed the Council during public participation, on an agenda item, or during a public hearing will be asked to wait until all others have spoken before being recognized a second time.

VII. Councilors' Comments.

VIII. PUBLIC HEARINGS.

None.

IX. CONSENT AGENDA.

None.

X. UNFINISHED BUSINESS & GENERAL ORDERS.

[26-040](#) To appoint Claire Mullaney to an additional three-year term on the Library Board of Trustees, to expire February 15, 2029.

Attachments: [26-040 Cover Sheet.pdf](#)
[Library Board of Trustees ByLaws.pdf](#)

[26-041](#) To appoint Brian Duggan, a member of the Greater Portland Chapter to the New England Mountain Bike Association (NEMBA), to the East Windham Steering Committee.

Attachments: [26-041 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

[26-042](#) To appoint Bob Burns, a member of the Windham Economic Development Corporation (WEDC), to the East Windham Steering Committee.

Attachments: [26-042 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

[26-043](#) To appoint Maggie Birem, a member of the Little Duck Pond Association, to the East Windham Steering Committee.

Attachments: [26-043 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

[26-044](#) To appoint Geoffrey Sparrow, a current alternate member on the Zoning Board of Appeals, to a regular seat for a three-year term to end February 15, 2029.

Attachments: [26-044 Cover Sheet.pdf](#)

[26-046](#) To adopt an Active Transportation Plan as one of the goals of the Town's Comprehensive Master Plan.

Attachments: [26-046 Cover Sheet.pdf](#)
[Windham Active Transportation Plan.pdf](#)

[26-047](#) To approve a charge for a Comprehensive Plan Review Team.

Attachments: [26-047 Cover Sheet.pdf](#)
[PLANNING MEMO_CompPlanSteeringCommittee_0322426.pdf](#)
[FINAL_Comprehensive Plan Committee Charge_032426.pdf](#)

XI. Council Correspondence.

[CD 26-059](#) Charter Communications - Spectrum Cable Programming Changes.

Attachments: [2026.3.13 Charter Programming Notice \(NewsNation add\) ME NH.pdf](#)

[CD 26-060](#) 2025 Statewide Housing Survey Results.

Attachments: [2025 Statewide Housing Survey Results 3-16-2026.pdf](#)

[CD 26-062](#) FOAA Status Report.

Attachments: [FOIA Building and Code Enforcement Activity 30 days 3.17.26.pdf](#)
[Purchase Order History Jan2022 to Current UseCiviciQ 3.18.26.pdf](#)

XII. Town Manager's Report.

XIII. Committee Reports.

A. Council Subcommittees.

1. Appointments Committee.
2. Finance Committee.
3. Ordinance Committee.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

Meetings occur the second Monday of each month.

2. Windham Economic Development Corporation.

3. Natural Resources Advisory Committee.

Meetings occur the third Wednesday of each month.

4. Greater Portland Council of Governments (GPCOG).

5. ecomaine.

The board meets the 3rd Thursday of each month.

6. Windham Middle School Repurpose Advisory Committee.

*Future committee agendas will be posted here:
<https://windhamweb.legistar.com/Calendar.aspx>.*

XIV. Discussion Items.

[CD 26-056](#) Bonds, Bond Rating and Fund Balance Best Practices.

Joe Cuetera, Senior VP, Moors & Cabot.

Attachments: [Presentation Windham \(26-0324\).pdf](#)

[CD 26-055](#) Charter Amendment Draft Language.

Attachments: [B McCall email Charter Amendments.pdf](#)
[Council-Manager Charter \(2026.03.19\)B McCall.pdf](#)

[CD 26-063](#) Solar Array Reserve Policy.

Attachments: [Solar Array Reserve Memo 3-18-26.pdf](#)

XV. Agendas & Scheduling.

XVI. ADJOURN.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-061

Agenda Date: 3/24/2026

Version: 1

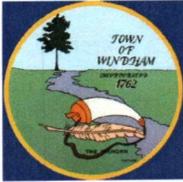
Status: Agenda Ready

In Control: Town Council

File Type: Minutes

Agenda Number:

To approve the Minute of the March 10, 2026 Council meeting.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Minutes - Draft

Town Council

Tuesday, March 10, 2026

6:00 PM

Council Chambers

I. Roll Call of Members.

Present: 5 - David Nadeau, Mark Morrison, William Reiner, Douglas Fortier and Katie Cook

Absent: 2 - Brett Jones and Margaret Terry

II. Pledge of Allegiance.

Council-Chair Morrison led the Council in the Pledge of Allegiance.

III. Minutes to be Approved:

[CD 26-046](#) To approve the Minutes of the February 24, 2026 Council Special Meeting.

Attachments: [TC-MINUTES-ExecutiveSession-2-24-25-Draft](#)

A motion was made by Councilor Nadeau, seconded by Councilor Cook, that the Minutes be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

[CD 26-047](#) To approve the Minutes of the February 24, 2026 Council meeting.

Attachments: [TC-MINUTES-2-24-2026-Draft](#)

A motion was made by Councilor Nadeau, seconded by Councilor Cook, that the Minutes be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

IV. Adjustments to the Agenda.

VI. Public Participation.

There was no public participation.

VII. Councilors' Comments.

There were no councilor comments.

VIII. PUBLIC HEARINGS.

26-031

To receive public comment and act on proposed amendments to Chapter 201 Stormwater Management Ordinance, Article II Post-Construction Stormwater Management of the Code of the Town of Windham §201-21A(3) to remove the certification from Appendix 1.

Attachments: [26-031 Cover Sheet.pdf](#)

[Post-construction stormwater management compliance - Amend Feb 2026.pdf](#)

[Appendix 1 Stormwater Facilities Certification Form - proposed changes 2.10.26.pdf](#)

[Post-Construction Stormwater Management Ordinance amendment TC MEMO 2.26.26.pdf](#)

Town Manager Robert Burns spoke about the reason for this proposed change. This would do away with an attachment that requires a landowner or business to obtain a notary public certification on a form. This amendment would do away with that form and its notary certification. A new form will be posted on the Town's website in the event of the amendment's passing.

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the Order be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

IX. CONSENT AGENDA.

X. UNFINISHED BUSINESS & GENERAL ORDERS.

26-033

WHEREAS, the year 2026 marks the 250th Anniversary of the founding of the United States of America, a milestone that invites reflection upon the nation's enduring commitment to liberty, democratic governance, and shared civic ideals;

WHEREAS, the Town of Windham proudly honors the service, dedication, and sacrifices of all Windham Veterans and of the men and women currently serving in the Armed Forces of the United States, whose courage has safeguarded the freedoms celebrated in this historic anniversary year;

WHEREAS, the Town further recognizes the invaluable contributions of the Windham Historical Society, whose ongoing work preserves the stories, artifacts, and collective memory that illuminate Windham's role in American history and enrich the community's understanding of its cultural heritage;

WHEREAS, the Town of Windham remains committed to encouraging civic participation, remembrance, and community celebration, especially

during this significant national commemoration;

WHEREAS, Memorial Day provides a meaningful opportunity to honor those who gave their lives in service to the nation, and Windham residents are encouraged to gather in remembrance and gratitude during the Memorial Day Commemorations on May 25, 2026;

WHEREAS, Windham’s annual Summerfest serves as a cherished community tradition that brings neighbors together in celebration, and the 2026 theme-‘Celebrating Sun, Stars & Stripes’-offers a festive and unifying tribute to America’s 250th Anniversary;

NOW, THEREFORE, BE IT RESOLVED by the Windham Town Council that the Town of Windham formally commemorates the 250th Anniversary of the United States of America, honors the courage and sacrifice of Windham’s Veterans and active-duty Service Members, and expresses deep appreciation for the ongoing efforts of the Windham Historical Society in preserving the town’s history;

BE IT FURTHER RESOLVED that the Windham Town Council invites and encourages all Windham residents to participate in the Memorial Day Commemorations on May 25, 2026, and to join together at Windham Summerfest on June 20, 2026, in celebration of community, history, and national heritage;

BE IT FURTHER RESOLVED that this resolution be entered into the official record of the Town of Windham and shared publicly in recognition of this significant moment in our nation’s and our town’s history.

Attachments: [Windham 250th Resolution.pdf](#)

Councilor Morrison stated that the Windham Veterans would be before the Council next month to discuss the Memorial Day parade. Linda Brooks from the Parks and Recreation Department and Tom Bartell from Economic Development will speak about Summerfest as well. Anyone that is a member of an auto club or antique club is asked to contact Dave Tanguay about having their car in the parade.

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the Order be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

26-034 To appoint Pierre Paradis, a staff member from the RSU 14 Katahdin Program, to the East Windham Steering Committee.

Attachments: [26-034 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the Order be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

26-037 To appoint Catherine Miller to an additional three-year term on the Library Board of Trustees, to expire February 15, 2029.

Attachments: [26-037 Cover Sheet.pdf](#)
[Library Board of Trustees ByLaws.pdf](#)

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the Order be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

26-038 To reappoint Chris McDonald to the Zoning Board of Appeals for an additional three-year term to end February 15, 2029.

Attachments: [26-038 Cover Sheet.pdf](#)
[Zoning Board of Appeals Powers and duties.pdf](#)

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the Order be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

26-039 To reappoint Francesco Farinella to the Zoning Board of Appeals for an additional three-year term to end February 15, 2029.

Attachments: [26-039 Cover Sheet.pdf](#)
[Zoning Board of Appeals Powers and duties.pdf](#)

A motion was made by Councilor Nadeau, seconded by Councilor Fortier, that the Order be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

XI. Council Correspondence.

CD 26-038 Town Scholarship Program Advertisement.

Attachments: [Windham Eagle ad.pdf](#)

Councilor Morrison stated that the Town had two scholarships worth \$1500 and encouraged people to apply.

Councilor Nadeau noted that the program is not only for high school graduates but for mid-career college students as well.

CD 26-043 Code Enforcement & Planning - Growth & Development Reports.

Attachments: [Growth Permit Summary 3-2-2026.pdf](#)
[PlanningBoard ResidentialPending 021926.pdf](#)

CD 26-049 American Legion Field-Allen Post 148 Correspondence.

Attachments: [Memorial Day Events 2026.pdf](#)

CD 26-050 Current Committee Vacancies and Membership List.

Attachments: [Committee Vacancies 3.5.2026.pdf](#)
[Committee List 2.24.2026.pdf](#)

CD 26-054 Town Meeting Attendance History.

Attachments: [Town Meeting Attendance 2005-2025.pdf](#)

XII. Town Manager's Report.

Manager Burns congratulated Economic Development Director Thomas Bartell on receiving the Frank Koenig Business Person of the Year award, presented by the Sebago Lakes Chamber of Commerce.

Windham Firefighter Shane Taylor is thanked for his 25 years of service to the town.

The Town is moving from Code Red to Rave as its emergency notification provider.

Brett Burwell and the Information Technology Department is thanked for a smooth transition to the Town's new phone system.

XIII. Committee Reports.

A. Council Subcommittees.

1. Appointments Committee.

Has not met.

2. Finance Committee.

Had a 5.5 hour meeting last Wednesday to discuss the proposed budget. The next one will be held Wednesday, March 11, in the Council Chambers.

3. Ordinance Committee.

Has not met.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

Nothing to report.

2. Windham Economic Development Corporation.

Nothing to report.

3. Natural Resources Advisory Committee.

Has not met.

4. Greater Portland Council of Governments (GPCOG).

Has not met.

5. ecomaine.

Has not met.

6. Windham Middle School Repurpose Advisory Committee.

*Project Manager Barry Tibbetts will have a presentation on this subject later in the night.
The next meeting will be held on the 16th.*

7. Forbes Lane Neighborhood Park ad hoc Committee.

Planning director Steve Puleo toured the proposed site recently. The next step will be to determine which trees should stay or go. A proposal for the park is expected next month.

XIV. Discussion Items.

[CD 26-037](#) Windham Active Transportation Plan. (Sebago Technics)

Attachments: [Windham Active Transportation Plan 2026 \(18MB\).pdf](#)

[CD 26-029](#) Parks & Recreation Department Update.

[CD 26-025](#) Proposed Community Center Update.

Barry Tibbetts, Project Manager, to present.

- Attachments:** [Presentation Council meeting March 10 2026 2.pdf](#)
[Windham Community Center Site Plan.pdf](#)
[Middle School Repurpose \(17 x 11 in\)-2.pdf](#)
[Q and A for community center DRAFT.pdf](#)

XV. Agendas & Scheduling.

XVI. ADJOURN.

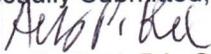
The meeting adjourned at 8:46 PM.

A motion was made by Councilor Fortier, seconded by Councilor Reiner, that the be approved. The motion carried by the following vote:

In Favor: 5 - Councilor Nadeau, Councilor Morrison, Councilor Reiner, Councilor Fortier and Councilor Cook

Absent: 2 - Councilor Jones and Councilor Terry

Respectfully Submitted,



Anthony P. Blasi, BA, CCM.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-040

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Claire Mullaney to an additional three-year term on the Library Board of Trustees, to expire February 15, 2029.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee recommended this reappointment.



Town of Windham

Town Offices
8 School Road
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Cover Sheet

File Number: 26-040

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Claire Mullaney to an additional three-year term on the Library Board of Trustees, to expire February 15, 2029.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee recommended this reappointment.

Windham Public Library
By-Laws of the Board of Trustees

I. Purpose

The Library Trustees support the library by acting as an advisory board and setting library policy with the Library Director. They serve as a voice of the community regarding the desired direction and needs of the library.

II. Membership

1. The Board of Trustees shall consist of five members, appointed by the Town Council, serving staggered terms of three years. The Board of Trustees may submit nominees for appointment to it for consideration by the Council before the expiration of his or her term.
2. The Board of Trustees shall elect a Chairman and Secretary from its membership annually at the January meeting.
3. The Library Director is appointed by the Town Manager and serves on the board in an ex-officio capacity.

III. Meetings

1. Meetings shall be held on the second Thursday of each month, except July and August, unless otherwise agreed upon.
2. Special meetings may be called by the Chairman, Secretary, or Library Director as the need arises.
3. Conduct of meetings: Approval of policy or support for issues will be based on general consensus of the board.
4. The Board may meet in executive session pursuant to the requirements of the Freedom of Access Law.

IV. Duties

1. Approve written policies to govern the operation, services, and programs of the library with input from the Director and staff.
2. Understand the needs of the library in relation to the community and keep up to date with library standards and trends.
3. Review and consult with the Library Director on the annual budget.

4. Be aware of local and state laws affecting libraries.
5. Attend Board meetings and ensure that accurate records are kept on file at the library.
6. Consider attending state, regional and national trustees meetings and workshops and affiliate with the appropriate professional organizations as needed.
7. Be aware of the services of the Maine State Library.
8. Consult with the Town Manager during the appointment of the Library Director
9. The Board may appoint advisory committees to further the work of the library.
10. Review patron concerns and material challenges as needed.
11. Review existing library services on a periodic basis and make recommendations to the Library Director.
12. Establish goals and objectives for the library with assistance from the Library Director.
13. Establish, as needed long range plans for library services. Assist Library Director.

Adopted by Town Council Order 19-090 on May 28, 2019



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-041

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Brian Duggan, a member of the Greater Portland Chapter to the New England Mountain Bike Association (NEMBA), to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-041

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Brian Duggan, a member of the Greater Portland Chapter to the New England Mountain Bike Association (NEMBA), to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

Steering Committee - East Windham

Purpose

The purpose of this committee is to guide the process towards creating a vision and management plan for the combined parcels that comprise the East Windham Conservation Area and the Lowell Preserve and to provide ongoing oversight of the maintenance of operation of the property.

Membership

The Committee shall consist of not fewer than seven (7) nor more than eleven (11) volunteers from local businesses, civic organizations, town government and the general population, and will work in cooperation with the Presumpscot Regional Land Trust (PRLT), and Town of Windham Director of Parks and Recreation, and other town employees designated to assist. Committee members shall not be required to be residents of the town, but be able to demonstrate a connection by residence, employment, business interest, or other civic and community organization affiliation. Committee members may include, but not be limited to, representatives of the following outdoor recreation, education, economic development, public health, and conservation interests:

1. Member of the Town Council
2. Windham Parks & Recreation Advisory Committee (1 member)
3. Windham Natural Resource Advisory Committee (1 member)
4. Windham Economic Development Corporation
5. Greater Portland Chapter of NEMBA
6. Windham Drifters Snowmobile Club
7. RSU14 Katahdin Program (1 staff member)
8. Little Duck Pond Road Association
9. One member of the public with interest and experience in hunting.
10. Up to 2 members of the public with interest and experience in hunting, trail running, hiking, education, public health, conservation and/or nature education. A preference will be given to those who have multiple interests previously referenced.

Meetings and Procedures

The committee shall select a Chair from its membership, which should not be the Town Council representative. The Chair shall have the authority to convene meetings of the Committee, which shall be conducted in accordance with Maine's Freedom of Access Law with due notice to its members. The committee shall adopt other such reasonable rules of procedure as may be necessary for the efficient conduct of its business while allowing for public accountability and due process.

Charge

It shall be the responsibility of the Committee to:

1. Seek public input and recommend a new name that unifies the shared character and use of property.
2. Develop an RFP and select a firm to assist in the establishment of a Master Plan to guide the Town and PRLT in the development and management of this property for the years to come.
3. Assist the selected firm in the development of the Master Plan
4. Present the recommended plan to the Town Council for adoption.
5. Meet at least once a year (or as needed) after the Master Plan has been adopted, to review the plan and progress, provide feedback to the Parks and Recreation Advisory Committee, and ensure the property continues to have broad collaboration.



Town of Windham

Town Offices
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Cover Sheet

File Number: 26-042

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Bob Burns, a member of the Windham Economic Development Corporation (WEDC), to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.



Town of Windham

Town Offices
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Cover Sheet

File Number: 26-042

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Bob Burns, a member of the Windham Economic Development Corporation (WEDC), to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

Steering Committee - East Windham

Purpose

The purpose of this committee is to guide the process towards creating a vision and management plan for the combined parcels that comprise the East Windham Conservation Area and the Lowell Preserve and to provide ongoing oversight of the maintenance of operation of the property.

Membership

The Committee shall consist of not fewer than seven (7) nor more than eleven (11) volunteers from local businesses, civic organizations, town government and the general population, and will work in cooperation with the Presumpscot Regional Land Trust (PRLT), and Town of Windham Director of Parks and Recreation, and other town employees designated to assist. Committee members shall not be required to be residents of the town, but be able to demonstrate a connection by residence, employment, business interest, or other civic and community organization affiliation. Committee members may include, but not be limited to, representatives of the following outdoor recreation, education, economic development, public health, and conservation interests:

1. Member of the Town Council
2. Windham Parks & Recreation Advisory Committee (1 member)
3. Windham Natural Resource Advisory Committee (1 member)
4. Windham Economic Development Corporation
5. Greater Portland Chapter of NEMBA
6. Windham Drifters Snowmobile Club
7. RSU14 Katahdin Program (1 staff member)
8. Little Duck Pond Road Association
9. One member of the public with interest and experience in hunting.
10. Up to 2 members of the public with interest and experience in hunting, trail running, hiking, education, public health, conservation and/or nature education. A preference will be given to those who have multiple interests previously referenced.

Meetings and Procedures

The committee shall select a Chair from its membership, which should not be the Town Council representative. The Chair shall have the authority to convene meetings of the Committee, which shall be conducted in accordance with Maine's Freedom of Access Law with due notice to its members. The committee shall adopt other such reasonable rules of procedure as may be necessary for the efficient conduct of its business while allowing for public accountability and due process.

Charge

It shall be the responsibility of the Committee to:

1. Seek public input and recommend a new name that unifies the shared character and use of property.
2. Develop an RFP and select a firm to assist in the establishment of a Master Plan to guide the Town and PRLT in the development and management of this property for the years to come.
3. Assist the selected firm in the development of the Master Plan
4. Present the recommended plan to the Town Council for adoption.
5. Meet at least once a year (or as needed) after the Master Plan has been adopted, to review the plan and progress, provide feedback to the Parks and Recreation Advisory Committee, and ensure the property continues to have broad collaboration.



Town of Windham

Town Offices
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Cover Sheet

File Number: 26-043

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Maggie Birlem, a member of the Little Duck Pond Association, to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.



Town of Windham

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Cover Sheet

File Number: 26-043

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Maggie Birlem, a member of the Little Duck Pond Association, to the East Windham Steering Committee.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

Steering Committee - East Windham

Purpose

The purpose of this committee is to guide the process towards creating a vision and management plan for the combined parcels that comprise the East Windham Conservation Area and the Lowell Preserve and to provide ongoing oversight of the maintenance of operation of the property.

Membership

The Committee shall consist of not fewer than seven (7) nor more than eleven (11) volunteers from local businesses, civic organizations, town government and the general population, and will work in cooperation with the Presumpscot Regional Land Trust (PRLT), and Town of Windham Director of Parks and Recreation, and other town employees designated to assist. Committee members shall not be required to be residents of the town, but be able to demonstrate a connection by residence, employment, business interest, or other civic and community organization affiliation. Committee members may include, but not be limited to, representatives of the following outdoor recreation, education, economic development, public health, and conservation interests:

1. Member of the Town Council
2. Windham Parks & Recreation Advisory Committee (1 member)
3. Windham Natural Resource Advisory Committee (1 member)
4. Windham Economic Development Corporation
5. Greater Portland Chapter of NEMBA
6. Windham Drifters Snowmobile Club
7. RSU14 Katahdin Program (1 staff member)
8. Little Duck Pond Road Association
9. One member of the public with interest and experience in hunting.
10. Up to 2 members of the public with interest and experience in hunting, trail running, hiking, education, public health, conservation and/or nature education. A preference will be given to those who have multiple interests previously referenced.

Meetings and Procedures

The committee shall select a Chair from its membership, which should not be the Town Council representative. The Chair shall have the authority to convene meetings of the Committee, which shall be conducted in accordance with Maine's Freedom of Access Law with due notice to its members. The committee shall adopt other such reasonable rules of procedure as may be necessary for the efficient conduct of its business while allowing for public accountability and due process.

Charge

It shall be the responsibility of the Committee to:

1. Seek public input and recommend a new name that unifies the shared character and use of property.
2. Develop an RFP and select a firm to assist in the establishment of a Master Plan to guide the Town and PRLT in the development and management of this property for the years to come.
3. Assist the selected firm in the development of the Master Plan
4. Present the recommended plan to the Town Council for adoption.
5. Meet at least once a year (or as needed) after the Master Plan has been adopted, to review the plan and progress, provide feedback to the Parks and Recreation Advisory Committee, and ensure the property continues to have broad collaboration.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-044

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To appoint Geoffrey Sparrow, a current alternate member on the Zoning Board of Appeals, to a regular seat for a three-year term to end February 15, 2029.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.

The Appointments Committee interviewed this applicant on April 7, 2025, and recommended this appointment. Mr. James Cobb’s term has ended and we thank him for his twelve years of service.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-044

Agenda Date: 3/24/2026

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Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-046

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To adopt an Active Transportation Plan as one of the goals of the Town's Comprehensive Master Plan.

II. Basis for Council Action.

Council approval of this item is required because;

- a. Article II, Section 3 (I) of the Charter gives the Council the authority to "Exercise all the legislative, financial, borrowing and other powers or hereafter given by statute to inhabitants of towns acting in Town Meeting..."

III. Issue Summary.

See the attached draft policy. The Council discussed this item at its meeting of March 10, 2026.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-046

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

I. Council Action Requested.

To adopt an Active Transportation Plan as one of the goals of the Town's Comprehensive Master Plan.

II. Basis for Council Action.

Council approval of this item is required because;

- a. Article II, Section 3 (I) of the Charter gives the Council the authority to "Exercise all the legislative, financial, borrowing and other powers or hereafter given by statute to inhabitants of towns acting in Town Meeting..."

III. Issue Summary.

See the attached draft policy. The Council discussed this item at its meeting of March 10, 2026.



ACTIVE TRANSPORTATION PLAN

MARCH 2026



ACCESSIBLE - CONNECTED - MULTIMODAL - WALKABLE

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ACKNOWLEDGEMENTS

TOWN OF WINDHAM

Mark Arienti, *Town Engineer*

Amanda Lessard, *Senior Planner/Assistant Town Manager*

Brian Morin, *Public Works Director*

Stephen Puleo, *Planning Director*

GPCOG STAFF

Ron Landis, *Regional Transportation Planner*

Aubrey Miller, *Senior Transportation Program Manager*

Lucy Sinclair, *Mapping & Data Analyst*

SEBAGO TECHNICS, INC.

John Cloutier, *Technical Team Member*

Nicole Conant, PE, *Director, Project Delivery*

Bradley Lyon, PE, PTOE, VP, *Transportation Engineering*

Maria Morris, *GIS Specialist*

Aaron Radziucz, *Transportation Engineer*

Brett Wiemken, *Project Manager/Planner*

Sydney Youngs, *Technical Team Member*



EXECUTIVE SUMMARY

This Active Transportation Plan (ATP) was initiated in 2025 by the Town of Windham, in partnership with the Greater Portland Council of Governments (GPCOG) and Sebago Technics. This planning effort was undertaken to address growing community needs for safe, accessible pedestrian and bicycle infrastructure to support future development patterns and enhance the quality of life for all residents. This Plan outlines strategic steps and priority projects that the town can pursue to enhance active transportation facilities throughout the town.

Project Scope:

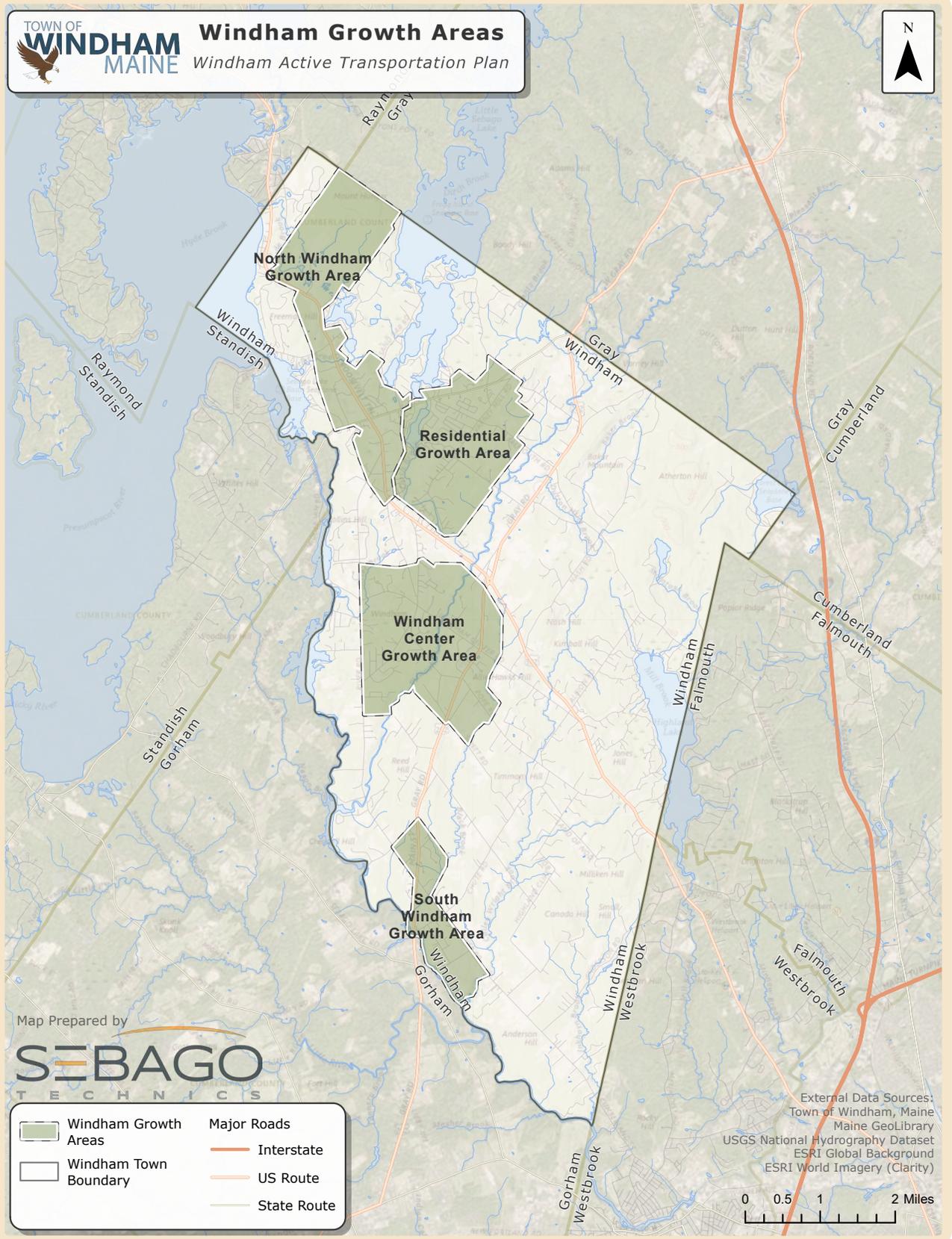
Four (4) key areas were selected for this project and are identified within the town's 2016 Comprehensive Plan as the North Windham Growth Area, Windham Center Growth Area, Windham Residential Growth Area, and the South Windham Growth Area. Each of these areas were studied to evaluate the existing conditions of active transportation infrastructure within each growth area. Data also included within this review consisted of identifying high crash locations, assessing Maine DOT corridor priorities, and other traffic data to inform future recommendations. Public engagement efforts under this plan consisted of an in-person workshop in conjunction with a digital survey. Obtaining public input was critical in the development of this plan, as public feedback was considered during the formation of each recommended project.

Included within this plan are ten (10) infrastructure improvement recommendations that address critical gaps within Windham's current active transportation network. These improvements range from sidewalk extensions and paved shoulders to traffic-calming measures and improved pedestrian crossing infrastructure. Each recommendation has been carefully evaluated based on existing conditions, public feedback, benefits to the community, technical feasibility and implementation considerations, and cost-effectiveness.

Funding:

This plan identifies funding sources and mechanisms that the town can utilize to support implementation. These sources range from federal, state, and local options to provide the town flexibility while maximizing its ability to advance multiple projects simultaneously.

TOWN OF WINDHAM MAINE
Windham Growth Areas
Windham Active Transportation Plan



Map Prepared by
SEBAGO
 TECHNICALS

	Windham Growth Areas		Major Roads
	Windham Town Boundary		Interstate
			US Route
			State Route

External Data Sources:
 Town of Windham, Maine
 Maine GeoLibrary
 USGS National Hydrography Dataset
 ESRI Global Background
 ESRI World Imagery (Clarity)



EXISTING CONDITIONS

Overview:

A complete copy of the Existing Conditions Memorandum is enclosed within Appendix A of this Active Transportation Plan document. Field assessments within each of the growth areas were conducted in the summer and fall of 2025, which involved inventorying approximately fifty (50) miles of roadways across Windham. In total, nearly seventeen (17) miles of sidewalks were identified, and zero (0) dedicated bike lanes were identified within the growth areas.

The North Windham Growth Area contains a large amount of pedestrian facilities, with a majority located adjacent to and along Route 302 and the intersection of Tandberg Trail. Several gaps exist within this infrastructure, with most of the facilities only located along one side of Route 302 (eastern side) and Route 115 (northern side). The Windham Center Growth Area contains approximately five (5) miles of sidewalks, largely concentrated near the Windham High School and Middle School campus. However, isolated residential subdivisions lack connectivity to the pedestrian generators within the growth area. The Residential Growth Area indicates higher sidewalk quality within individual residential neighborhoods, but zero (0) marked crosswalks along public roadways. The South Windham Growth Area demonstrates the highest quality of active transportation infrastructure due to recent construction along Main Street, with approximately two (2) miles of sidewalks mapped and graded within this growth area.

Prior Planning Efforts:

This ATP builds upon the Town's 2016 Comprehensive Plan, which identified "Four Big Things", including transforming North Windham, Windham Center, and South Windham into true community centers. Prior planning efforts acknowledge challenges with incomplete sidewalk networks and a lack of designated bicycle lanes. The North Windham Moves study (2022) provided a detailed recommendation for the Route 302 corridor, including connector roads with complete street features, ADA-compliant sidewalk reconstruction, and traffic calming measures. Regional guidance from GPCOG's Connect 2045 Long-Range Transportation Plan and PACTS Regional Complete Streets Policy (2024) emphasizes that every transportation improvement should create safer, more accessible roadways for all users. These principles were key themes that this ATP advances and integrates these principles through its recommendations.

PUBLIC ENGAGEMENT

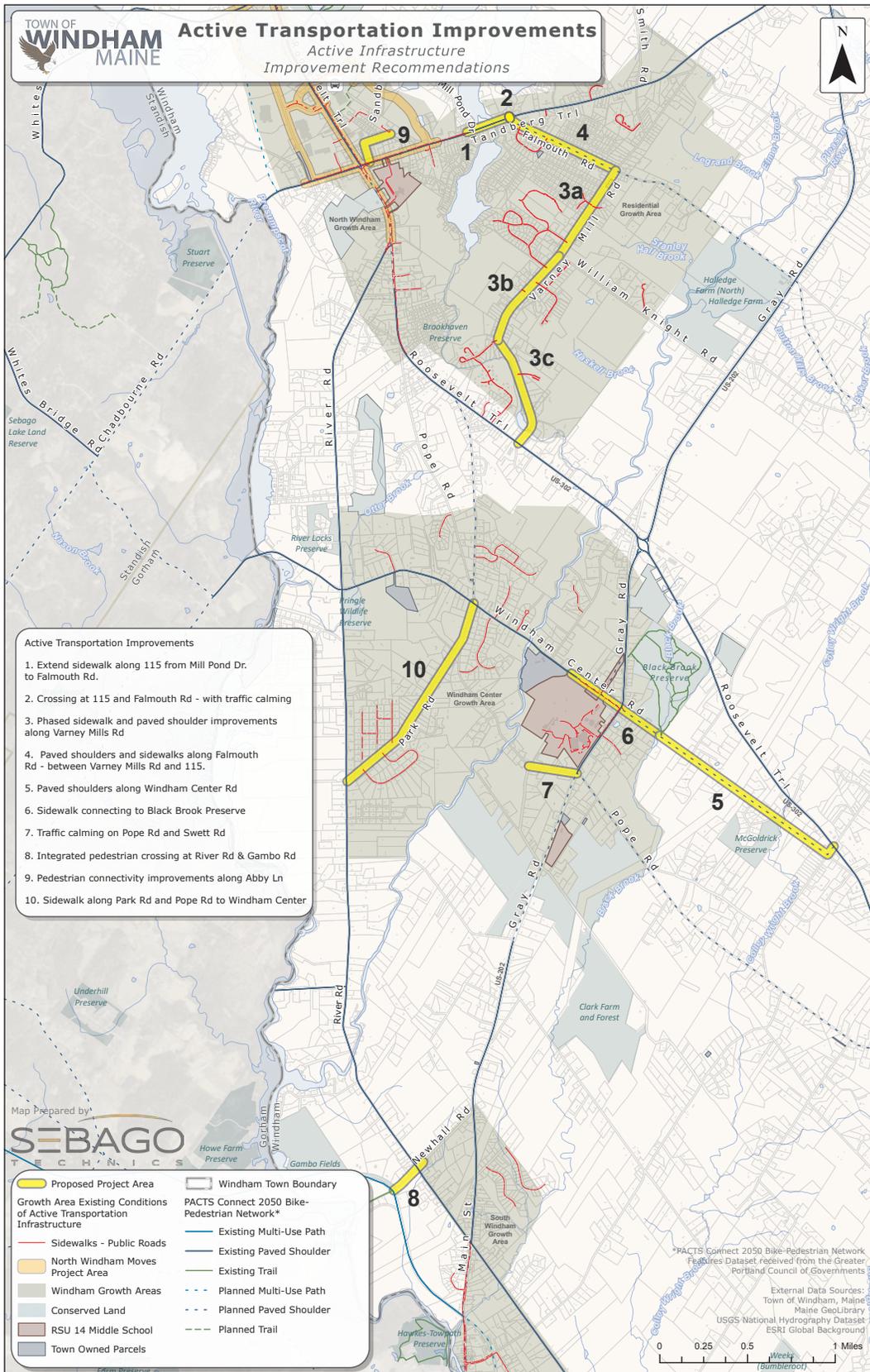
One in-person public workshop was held on December 3, 2025. The format of this public engagement workshop began with a presentation to provide members of the community with a summary of the project's purpose and need, and present findings from the existing conditions analysis for each growth area. Then, members in attendance rotated throughout the room to focus on each growth area and provide specific comments in relation to existing gaps within the active transportation network, leading to recommended infrastructure improvements the town could make to promote active transportation.

A supplementary online digital survey ran concurrently with the in-person public engagement workshop. This method asked users similar prompts as the in-person event, and resulted in a higher yield of results. A summary of the findings from the public engagement survey is included within the attached Appendix B of this Active Transportation Plan document.

RECOMMENDATIONS

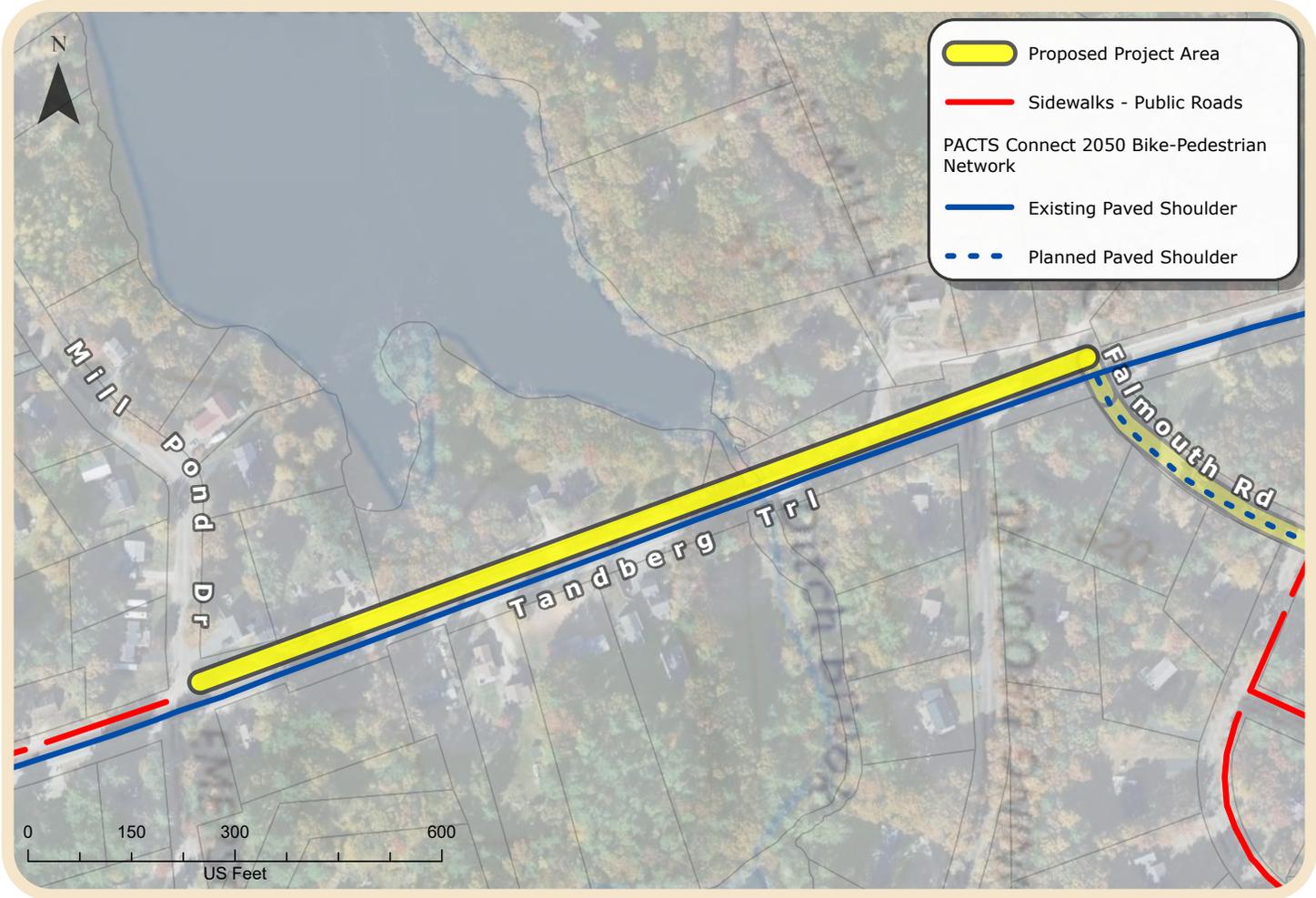
A total of ten (10) active transportation infrastructure improvements were identified through this planning effort. These projects were primarily selected based on the existing infrastructure conditions in and around the project area, while also balancing public input received during the public engagement process. The recommendations contained herein are not organized in an order of importance. Recommendations work to address significant gaps identified within the existing conditions analysis and as part of the public engagement process. Projects shown on maps as “Planned” do not specify or delineate which planned projects are funded (such as North Windham Moves) versus conceptual planned projects identified within PACTS 2045 Long-Range Transportation Plan. Additionally, because a planned project is included within PACTS’ plan does not guarantee future funding.

Each proposed recommendation includes a project description, project purpose, high-level community benefits, feasibility and implementation considerations, and an analysis of spatial impact and cost.



RECOMMENDATION 1

Tandberg Trail (Route 115) Sidewalk Extension (Mill Pond Drive to Falmouth Rd.)



RECOMMENDATION 1

Project Description:

This recommended project involves the extension of the existing sidewalk network along the northern side of Tandberg Trail (Route 115) to Falmouth Road. This approximately 0.3 mile extension would create a continuous connection from the existing pedestrian facilities along Roosevelt Trail (Route 302) to the Tandberg Trail (Route 115)/Falmouth Road intersection. This recommendation would include the construction of a paved sidewalk with a minimum width of five (5) ft., built to ADA standards, including compliant curb ramps, associated signage, and markings at all intersections and driveway crossings.

Purpose & Benefits:

Through this recommendation, and in conjunction with Recommendations 2, 3, and 4, this corridor could serve as a link between the commercial businesses within North Windham and the established residential neighborhoods within the Residential Growth Area. Where currently there are no pedestrian facilities that connect these two areas, this infrastructure would provide safe means of passage for pedestrians. Benefits of this recommendation include:

- Improved safety for any pedestrians using the current paved shoulder along this corridor
- Improving accessibility to local retail and service businesses for nearby residents
- Reducing vehicular-dependent trips for short-distance shopping and errands

Feasibility & Implementation Considerations:

One primary consideration specific to this recommendation includes coordination with MaineDOT for the crossing over Ditch Brook along Route 115. This bridge is owned by MaineDOT and was originally constructed in 1959. In discussions with MaineDOT, this bridge is planned to have improvements done in 2030, considering a range of alternatives. Coordination with state agencies will be required to incorporate any sidewalk designs prior to reconstruction. Other considerations involve evaluating the status of the right-of-way, and formulating a strategy for acquisition where needed. This recommendation also involves coordination with the local utility companies, as there are existing utility lines and poles located along the northern side of Route 115.

Considerations should be made to relocate these poles behind the proposed sidewalk for improved maintenance and accessibility for all users. Where utilities may be relocated through this recommendation, the town should evaluate whether this project would warrant pedestrian-scale street lighting to be installed for additional pedestrian safety.

Spatial Impacts & Cost Estimation:

The conceptual sidewalk recommended between Mill Pond Drive and Falmouth Road is envisioned to be paved to a five (5) ft. width, constructed along the northern side of Route 115. This would include installing of a new granite curblin to match the existing curbing throughout the area. Drainage considerations for this project would include the installation of a closed drainage system, with an outlet close to the bridge. Factors in this cost estimate assume that traffic control would proceed with minimal traffic disruption, and rely on a temporary lane shift made feasible by the existing pavement width of Route 115. This estimate does not account for any property acquisitions, easements, or utility relocations that may be necessary. Similarly, this cost estimate excludes costs for reconstructing the Mill Pond bridge or its approaches.

**Windham Active Transportation Plan - Recommendation 1
Project No 240311-02
Preliminary Engineer's Estimate**

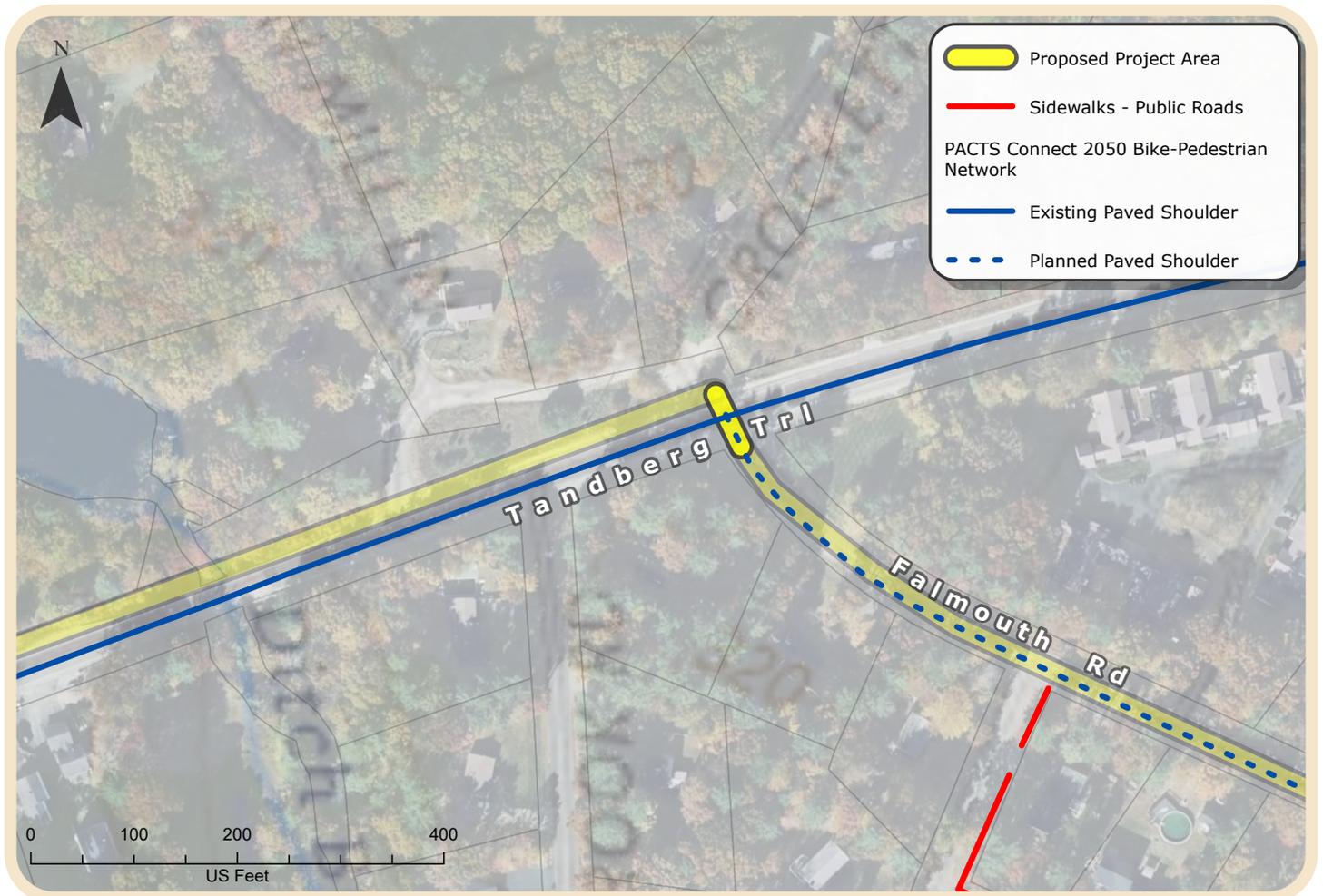
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	700	\$ 35,000.00
COMMON BORROW	CY	\$ 50.00	50	\$ 2,500.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	475	\$ 28,500.00
HMA 19.0 MM	TONS	\$ 175.00	75	\$ 13,125.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.)	TONS	\$ 250.00	125	\$ 31,250.00
HOT MIX ASPHALT 12.5 MM	TONS	\$ 175.00	50	\$ 8,750.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	40	\$ 400.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	22	\$ 2,420.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	1400	\$ 98,000.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	130	\$ 9,750.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	7	\$ 490.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	7	\$ 490.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 205,000.00	1	\$ 205,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 60,000.00	1	\$ 60,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 20,000.00	1	\$ 20,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 25,783.75	1	\$ 25,783.75
CONSTRUCTION SUBTOTAL				\$ 541,000.00
CONTINGENCY 25%				\$ 135,300.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 54,100.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 54,100.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 784,500.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Tandberg Trail is classified as a Corridor Priority 2 roadway.
3. This estimate does not include bridge or bridge approach reconstruction efforts for the bridge over Ditch Brook which will require reconstruction to accommodate a proposed sidewalk.
4. This estimate assumes that the proposed sidewalk construction can be completed with minimal disruption in traffic, and based on the existing pavement width of Tandberg Trail, a lane shift is currently being assumed. No police detail, nightwork or flaggers were assumed herein.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 2

Pedestrian Crossing at Falmouth Road and Tandberg Trail (Route 115) Intersection



RECOMMENDATION 2

Project Description:

This recommended project involves constructing a pedestrian crossing at the signalized intersection of Tandberg Trail (Route 115) and Falmouth Road, along with associated traffic-calming measures. Through this improvement, and in conjunction with Recommendations 1, 3, and 4, pedestrians would have a designated access way to the commercial center in North Windham and the residential neighborhoods within the Residential Growth Area. Traffic calming measures associated with this project could include high-visibility crosswalks, pedestrian signage, street markings, flashing beacon systems, and potential adjustments to the intersection's geometry to reduce vehicle speeds.

Purpose & Benefits:

This recommended intersection crossing would serve as a junction to the existing gap within Windham's active transportation network. Through public engagement efforts performed under this plan, this intersection was identified as a priority location for safety improvements by residents. Benefits of this recommendation include:

- Reduced vehicular speeds through the intersection, decreasing the likelihood of crash frequency and severity
- Increased driver awareness of pedestrian traffic
- Safer crossings and reduced exposure time for pedestrians with vehicles
- Establishing a model intersection design that can be replicated at other locations

Feasibility & Implementation Considerations:

The primary consideration with this recommendation is the required coordination with MaineDOT. Where this project is recommending a pedestrian crossing at a signalized intersection, signal phasing and timing modifications would be required. Recommended modifications would include the installation of pedestrian signals, including pedestal poles with Accessible Pedestrian Signal (APS) buttons, trenching for new signal conduit, and signal re-timing to incorporate the pedestrian phasing. Based on the existing lane use at the intersection, it may be feasible to retrofit the existing signal cabinet to incorporate new signal phasing. However, it is recommended that this is investigated further during the conceptual design process to determine the feasibility of this. If, during the design phase, it is determined that the proposed signal and crossing improvements make the existing cabinet unusable, a new signal cabinet would be required. This cost has not been included in the estimate for this section.

There are a variety of different traffic calming measures that could be utilized for this proposed pedestrian crossing. Solutions such as additional striping or stenciling are relatively inexpensive, but require yearly maintenance. This solution offers the town a quick “win”, but is not recommended as a long-term solution. Medium-tier improvements would consist of the installation of static or flashing signage along Route 115.

Signage should be of sufficient sizing and scale (refer to the Manual on Uniform Traffic Control Devices (MUTCD)) to convey the intent of protecting pedestrians crossing at this intersection. Another option for this recommended project could be a flashing speed feedback sign, which involves an electronic radar detection device inside a message board, mounted with a static sign indicating the legally posted speed limit. This sign would measure an approaching car’s speed and display it in large, lighted numbers to provide drivers feedback on their traveling speed. It is recommended that, if this option were to be utilized, these types of signs and striping solutions be installed farther away from the intersection to notify traveling motorists to reduce their speed, thus maximizing the solution's effectiveness. The higher tier of improvement that could be achieved would be a permanent, substantial intersection modification. Examples like an intersection reconfiguration and curb installation to facilitate the pedestrian crossing could be considered as a long-term and permanent solution. When installing one or more traffic calming solutions on a state or state-aid roadway, the municipality should consult with MaineDOT on seeking the appropriate levels of approvals required.

Spatial Impacts & Cost Estimation:

This recommendation’s scale ranges from smaller, quick “win” projects to larger, potentially intersection-altering improvements. At a minimum, the project’s scope includes the installation of a pedestrian signal at the intersection. These improvements consist of the addition of signal poles, signal foundations, and APS push buttons for the use of pedestrians to actuate the signalized crossing. The cost estimate below includes the costs for two (2) flashing speed feedback signs to be placed on intersection approaches. This estimate does not account for any property acquisitions, easements, or utility relocations that may be necessary.

**Windham Active Transportation Plan - Recommendation 2
Project No 240311-02
Preliminary Engineer's Estimate**

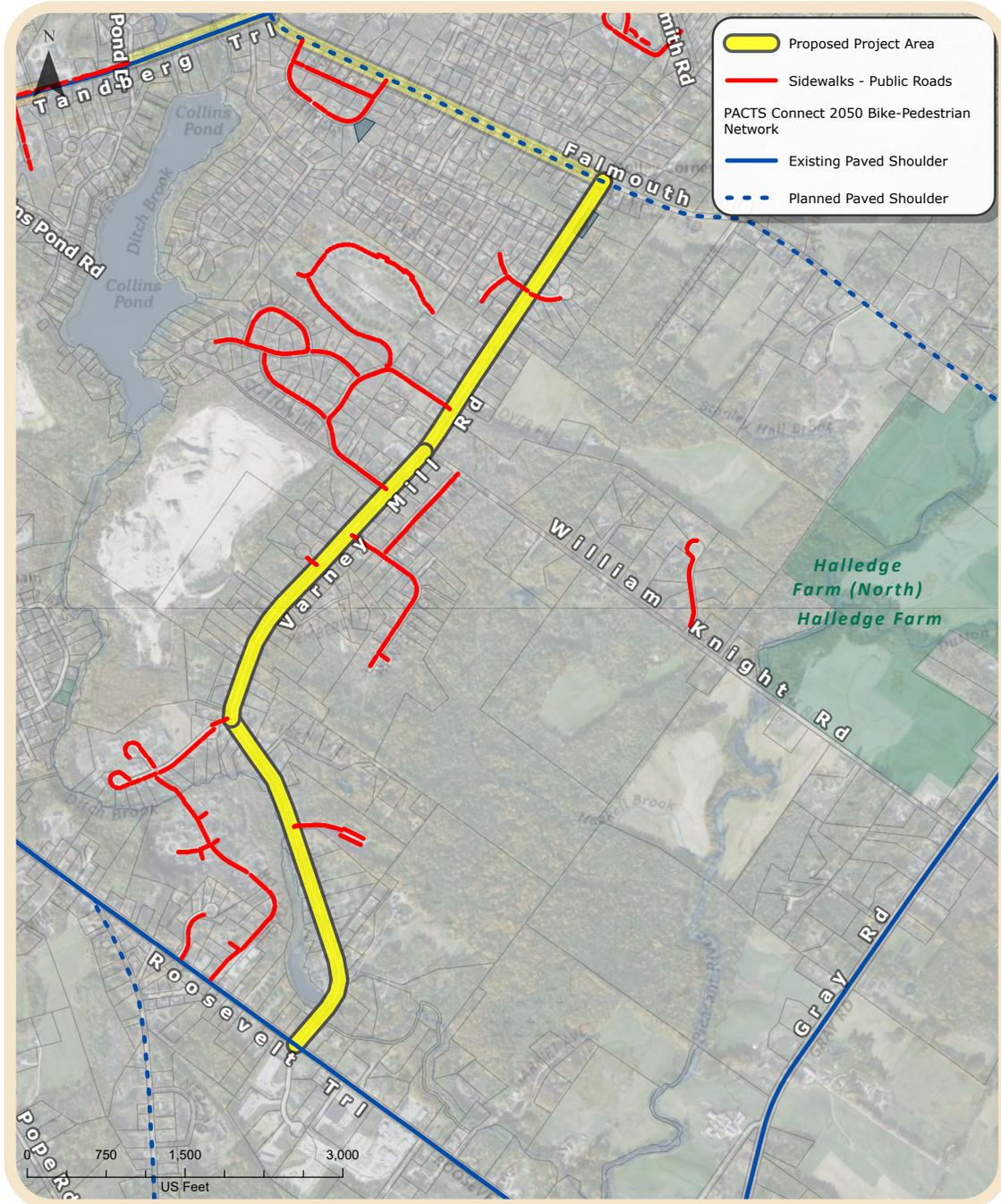
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	25	\$ 1,250.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	25	\$ 1,500.00
SITE STABILIZATION (LOAM, SEED, MULCH)	LS	\$ 3,000.00	1	\$ 3,000.00
HMA 19.0 MM	TONS	\$ 175.00	5	\$ 875.00
HOT MIX ASPHALT 12.5 MM	TONS	\$ 175.00	5	\$ 875.00
SIGNAL IMPROVEMENTS	LS	\$ 25,000.00	1	\$ 25,000.00
TRAFFIC CALMING DEVICES	LS	\$ 20,000.00	1	\$ 20,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 20,000.00	1	\$ 20,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 20,000.00	1	\$ 20,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 4,625.00	1	\$ 4,625.00
CONSTRUCTION SUBTOTAL				\$ 97,000.00
CONTINGENCY 25%				\$ 24,300.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 9,700.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 9,700.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 140,700.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Tandberg Trail is classified as a Corridor Priority 2 roadway.
3. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.

RECOMMENDATION 3

Varney Mill Road – (Phased) Pedestrian Connectivity & Paved Shoulders



RECOMMENDATION 3

Project Description:

This recommendation takes a phased approach to developing a sidewalk and paved shoulder network along Varney Mill Road. This road currently serves as a key corridor to existing pockets of isolated sidewalks within residential neighborhoods, as well as connecting Falmouth Road to Roosevelt Trail (Route 302). This recommended project consists of constructing a five (5)- ft-wide paved sidewalk along the eastern side of Varney Mill Road, with associated paved shoulders of sufficient width to accommodate and promote bicycle use. The phased approach for this recommendation is broken down into the following:

- A. Section of Varney Mill Road between Falmouth Road and William Knight Road (approximately 0.57 mi.).
- B. Section of Varney Mill Road between William Knight Road and Corner Brook Road (approximately 0.60 mi.).
- C. Section of Varney Mill Road between Corner Brook Road and Roosevelt Trail (approximately 0.65 mi.).

Purpose & Benefits:

Varney Mill Road currently serves as a vehicular-focused connection from residential neighborhoods to larger commercial centers. By completing this recommended project, Varney Mill Road could serve as a model for what a complete streets environment in Windham could look like, including sufficient infrastructure for active transportation. The benefits of a phased approach give the town greater flexibility to break up construction phases as funding becomes available. Other benefits include:

- Safe active transportation facilities for residents traveling between residential neighborhoods
- Connect the isolated pockets of sidewalks within residential subdivisions to an overall, larger network
- Support compact development patterns by providing non-vehicular transportation options adjacent to the North Windham area

Feasibility & Implementation Considerations:

The proposed phases of this project prioritize segments of Varney Mill Road with the highest pedestrian demand. The first phase between Falmouth Road and William Knight Road will provide the most connectivity, particularly for subdivisions with existing pedestrian infrastructure.

From there, the remaining two phases are broken up to extend the network along Varney Mill and connect to Roosevelt Trail (Route 302). Through each phase, and in conjunction with Recommendations 1, 2, and 4, this project would create an extensive active transportation network that spans the Residential Growth Area and North Windham Growth Area. Primary considerations in relation to this recommendation are budget and associated funding sources. Where this project's scope and scale are significant, it is recommended that the town pursue a variety of funding sources to ensure sufficient funds to complete this project. Other considerations include the need to coordinate with the MaineDOT regarding the Route 302 connection and with Public Works to integrate sidewalk construction with any planned roadway maintenance and utility improvements. The town should also consider evaluating the status of the right-of-way, and formulate a strategy for acquisition or the securing of easements where needed. Finally, where Varney Mill Road currently has an open drainage system, consideration should be given to the feasibility of a closed drainage system. Where this project would introduce wider shoulders and curbed sidewalks, a closed drainage system will be needed, and the town would need to consider additional costs for construction and future maintenance.

Spatial Impacts & Cost Estimation:

Varney Mill Road is currently classified by MaineDOT as having a Corridor Priority of 5 (local road). This recommended project consists of the construction of a paved five (5) ft. wide sidewalk, with granite curbing along the east side of Varney Mill Road. The east side of Varney Mill Road was chosen for this concept due to the presence of several utility poles located directly adjacent to the roadway on the west side of Varney Mill Road and due to the existing granite curb on the east side of Varney Mill Road which could be used in the proposed project. Based on aerial imagery, it is estimated that the current pavement lane width is approximately fourteen (14) ft. The cost estimate assumes that two (2) ft. of additional roadway width is needed before the proposed curb line, and that the existing shoulder is removed and repaved to create a proposed eleven (11)- ft. travel lane with a five (5)- ft. shoulder to accommodate a bicycle lane. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic cannot be accommodated during construction; flagger hours are included within the projected traffic control allowance. The largest cost consideration line item includes the construction of a closed drainage system, which runs the full length of the proposed sidewalk. This estimate does not account for any property acquisitions, easements, or utility relocation that may be required. For example, in Section 3a, the proposed sidewalk would be constructed adjacent to the existing Dolley Cemetery, which appears to have on-street parking along Varney Mill Road. During the design process, it is recommended that Town staff, the engineer, and cemetery officials coordinate on how the proposed sidewalk interfaces with the cemetery frontage to ensure an optimal solution is agreed upon.

Windham Active Transportation Plan - Recommendation 3a
Project No 240311-02
Preliminary Engineer's Estimate

ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	1575	\$ 78,750.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	950	\$ 57,000.00
HMA 19.0 MM	TONS	\$ 175.00	250	\$ 43,750.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC)	TONS	\$ 175.00	400	\$ 70,000.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	110	\$ 1,100.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	44	\$ 4,840.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	2750	\$ 192,500.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	300	\$ 22,500.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	16	\$ 1,120.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	16	\$ 1,120.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 450,000.00	1	\$ 450,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 230,000.00	1	\$ 230,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (5%)	LS	\$ 59,134.00	1	\$ 59,134.00
CONSTRUCTION SUBTOTAL				\$ 1,242,000.00
CONTINGENCY 25%				\$ 310,500.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 124,200.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 124,200.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 1,800,900.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Varney Mill Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 5.0' were assumed to accommodate safe biking lanes.
3. This concept estimate assumes sidewalk construction on the east side of Varney Mill Road. Based on aerial imagery, it looks like the existing pavement width of Varney Mill Road is approximately 14.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

Windham Active Transportation Plan - Recommendation 3b
Project No 240311-02
Preliminary Engineer's Estimate

ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	1625	\$ 81,250.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	975	\$ 58,500.00
HMA 19.0 MM	TONS	\$ 175.00	250	\$ 43,750.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC)	TONS	\$ 175.00	400	\$ 70,000.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	110	\$ 1,100.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	33	\$ 3,630.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	2750	\$ 192,500.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	300	\$ 22,500.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	16	\$ 1,120.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	16	\$ 1,120.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 465,000.00	1	\$ 465,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 230,000.00	1	\$ 230,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 60,023.50	1	\$ 60,023.50
CONSTRUCTION SUBTOTAL				\$ 1,260,000.00
CONTINGENCY 25%				\$ 315,000.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 126,000.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 126,000.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 1,827,000.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Varney Mill Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 5.0' were assumed to accommodate safe biking lanes.
3. This concept estimate assumes sidewalk construction on the east side of Varney Mill Road. Based on aerial imagery, it looks like the existing pavement width of Varney Mill Road is approximately 14.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curblines. Repaving of the full shoulder was assumed as a part of this estimate.
4. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

Windham Active Transportation Plan - Recommendation 3c
Project No 240311-02
Preliminary Engineer's Estimate

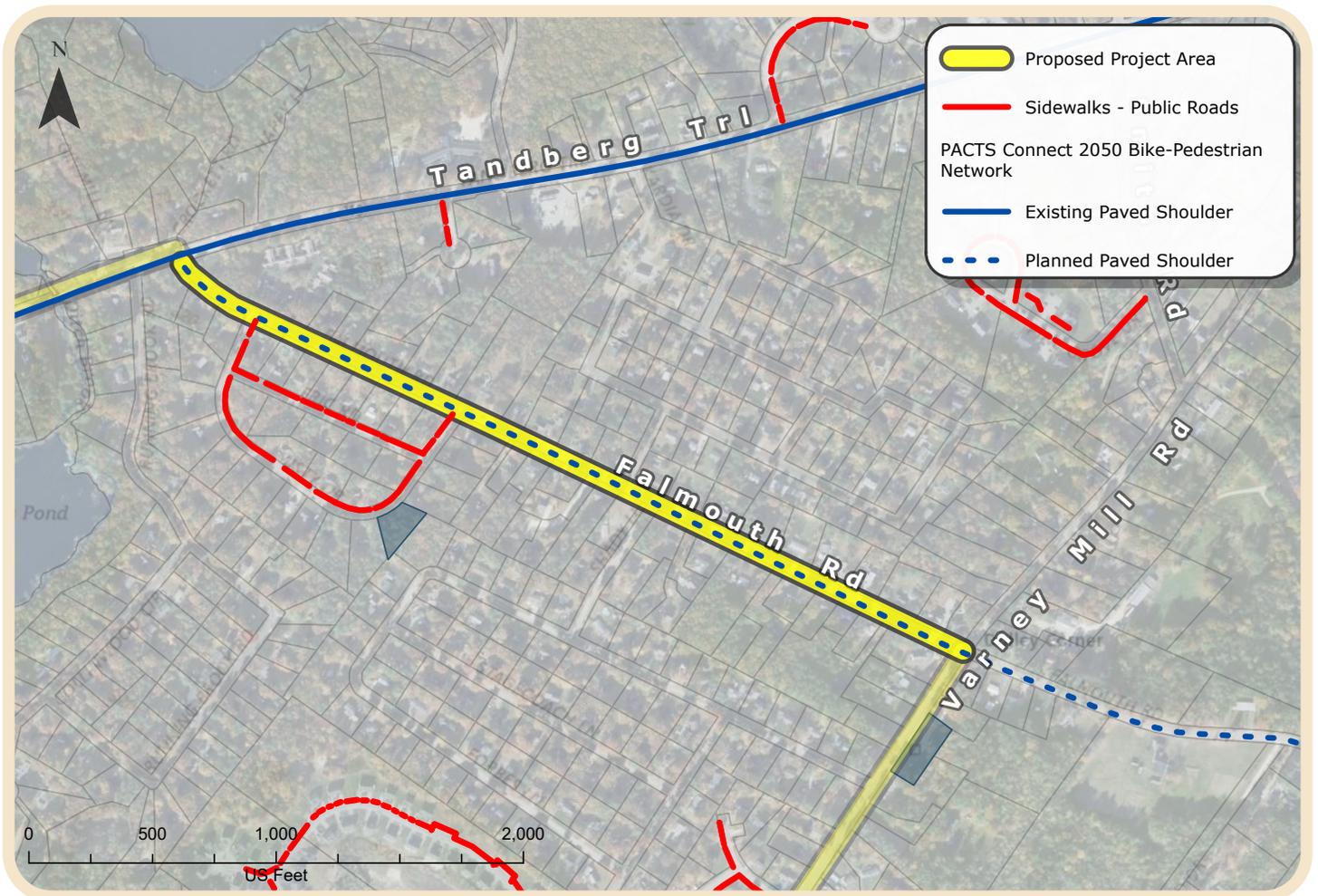
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	1800	\$ 90,000.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	1600	\$ 96,000.00
HMA 19.0 MM	TONS	\$ 175.00	275	\$ 48,125.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.)	TONS	\$ 250.00	450	\$ 112,500.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	110	\$ 1,100.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	11	\$ 1,210.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	3450	\$ 241,500.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	325	\$ 24,375.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	18	\$ 1,260.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	18	\$ 1,260.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 510,000.00	1	\$ 510,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 75,000.00	1	\$ 75,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 61,616.50	1	\$ 61,616.50
CONSTRUCTION SUBTOTAL				\$ 1,294,000.00
CONTINGENCY 25%				\$ 323,500.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 129,400.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 129,400.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 1,876,300.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Varney Mill Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 5.0' were assumed to accommodate safe biking lanes.
3. This concept estimate assumes sidewalk construction on the east side of Varney Mill Road. Based on aerial imagery, it looks like the existing pavement width of Varney Mill Road is approximately 14.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. Based on the existing pavement width of Varney Mill Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 4

Pedestrian Connection on Falmouth Road (Varney Mill Road to Route 115)



RECOMMENDATION 4

Project Description:

This proposed project includes the construction of a five (5) ft. wide sidewalk with an associated paved shoulder on a section of Falmouth Road. Through this recommended project, Falmouth Road serves as a connector between the Tandberg Trail (Route 115) and Varney Mill Road pedestrian facilities. This recommended project also serves as a starting point for the town to expand this network further down Falmouth Road to connect to other areas of interest such as the East Windham Conservation Area.

Purpose & Benefits:

Falmouth Road is a critical connector between the residential areas and the Tandberg Trail (Route 115)/North Windham commercial area. Currently, this section of roadway lacks pedestrian facilities and bicycle infrastructure. Through this recommendation, and in conjunction with Recommendations 1, 2, and 3, an approximately 5.5 mile loop of active transportation infrastructure will be created. This specific project offers:

- A link to residential areas to the wider, proposed network along Varney Mill Road and Tandberg Trail (Route 115)
- Promotes the North Windham Moves project by connecting more local roads to the overall network
- Provides safe cyclist routes for transportation to the North Windham commercial area, as well as for recreational uses
- Establishes a starting point for future improvements along Falmouth Road to connect to additional residential areas and conserved lands

Feasibility & Implementation Considerations:

This project should consider adding bicycle lane markings with high-visibility materials where appropriate. The project should also include clear wayfinding signage to direct users to key destinations. The town might also consider developing a strategy for right-of-way acquisition or securing easements where necessary. Where current information indicates that there may be sufficient room to incorporate the project's design, additional considerations, such as impacts to existing trees or utilities, will require official investigations during the design phase. Other feasibility considerations include a closed drainage system and collaboration with Public Works to align the proposed improvements with road maintenance cycles for a more cost-effective approach.

Spatial Impacts & Cost Estimation:

This estimate includes a paved five (5) ft. wide sidewalk, with associated granite curbing, proposed along the southern side of Falmouth Road. Falmouth Road is classified as a Corridor Priority 4 roadway by MaineDOT. Based on aerial imagery indicating an existing pavement lane width of approximately thirteen (13) ft., the estimate assumes three (3) ft. of additional full depth reconstruction before the proposed curblines, along with repaving of the full shoulder to create a proposed eleven (11) ft. travel lane with five (5) ft. wide paved shoulders to accommodate a bike lane. Based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include constructing a closed drainage system running the full length of the sidewalk. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that could be necessary as the project progresses

**Windham Active Transportation Plan - Recommendation 4
Project No 240311-02
Preliminary Engineer's Estimate**

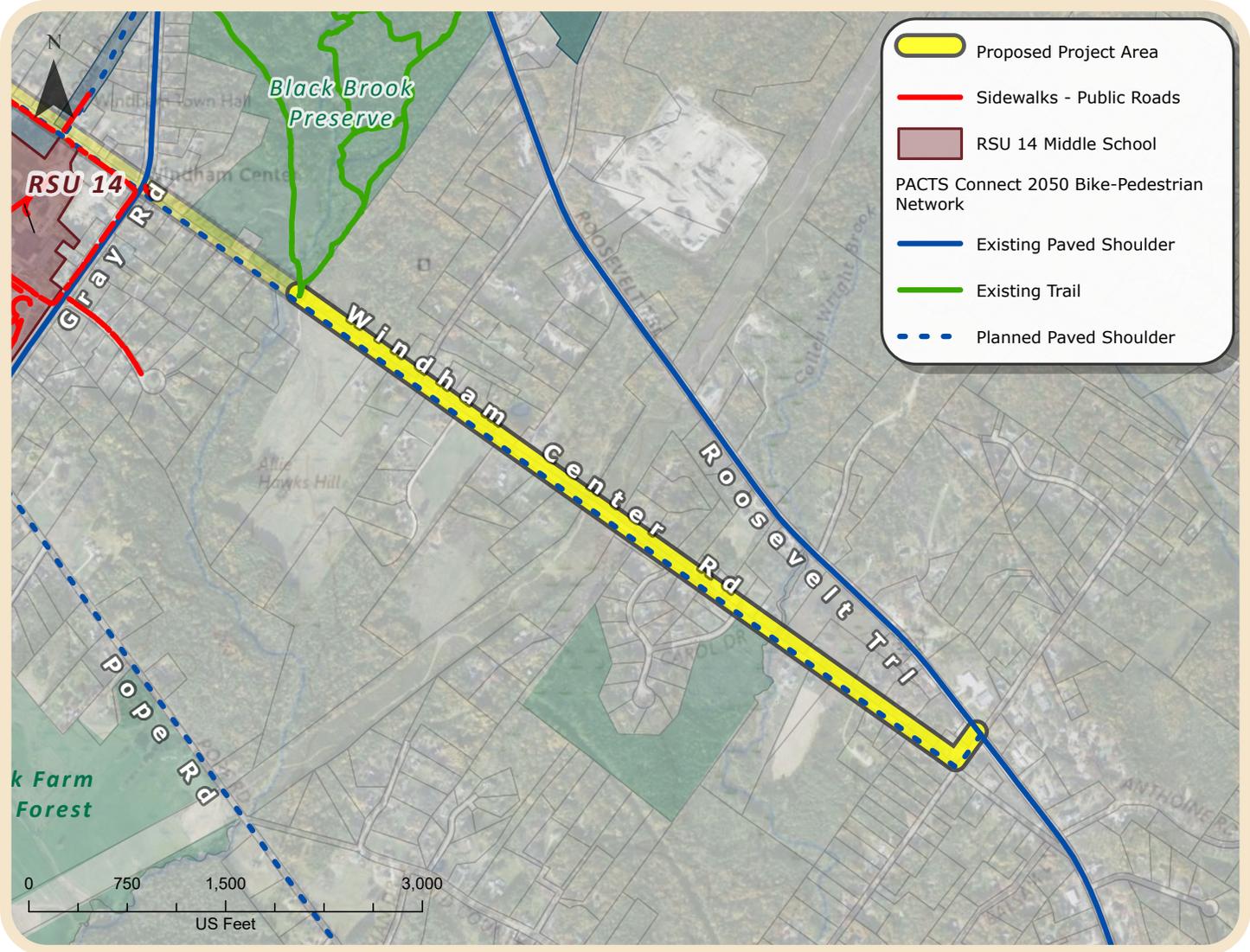
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	2150	\$ 107,500.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	1350	\$ 81,000.00
HMA 19.0 MM	TONS	\$ 175.00	400	\$ 70,000.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.)	TONS	\$ 250.00	275	\$ 68,750.00
HOT MIX ASPHALT 12.5 MM	TONS	\$ 175.00	170	\$ 29,750.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	125	\$ 1,250.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	77	\$ 8,470.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	3525	\$ 246,750.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	330	\$ 24,750.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	18	\$ 1,260.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	18	\$ 1,260.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 525,000.00	1	\$ 525,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 230,000.00	1	\$ 230,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 71,287.00	1	\$ 71,287.00
CONSTRUCTION SUBTOTAL				\$ 1,497,000.00
CONTINGENCY 25%				\$ 374,300.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 149,700.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 149,700.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 2,170,700.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. This concept estimate assumes sidewalk construction on the south side of Falmouth Road and assumes a 5.0' sidewalk and 5.0' wide shoulder to accommodate a potential bike lane. Based on aerial imagery, it looks like the existing pavement width of Falmouth Road is approximately 13.0'. Therefore 3.0' of additional full reconstruction were assumed before the proposed curblines. Repaving of the full shoulder was assumed as a part of this estimate.
3. Based on the existing pavement width of Falmouth Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
4. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
5. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
6. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 5

Paved Shoulders on Windham Center Road



RECOMMENDATION 5

Project Description:

This recommended project includes constructing a paved five (5) ft-wide shoulder along Windham Center Road from the school campus to Roosevelt Trail (Route 302). This project is located within and extends out of the Windham Center Growth Area, and expands upon existing active transportation infrastructure around the school campus. Through this project, the paved shoulder's design is intended to promote bicycle usage along this corridor by providing better separation from vehicular traffic. Under this recommendation, roadway shoulders should be clearly marked with appropriate markings and signage and should complement the proposed sidewalk in Recommendation 6.

Purpose & Benefits:

Windham Center Road primarily serves as a vehicular connection from residential areas to the town center, educational institutions, and conservation areas. Paved shoulders within this area provide:

- Safe space for cyclists traveling within the corridor
- Reduced potential for conflict with vehicular traffic and bicycle traffic by creating physical separation
- Complement pedestrian infrastructure to create a multi-modal corridor

Feasibility & Implementation Considerations:

It is recommended that this project be coordinated with planned roadway resurfacing to minimize costs and improve efficiency. Right-of-way requirements should be assessed early in the design process, as widening for paved shoulders may require securing easements in some locations. The recommended project should also include a maintenance plan in partnership with Public Works to ensure that shoulders remain clear of debris, vegetation, and snow throughout the year.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a five-foot 5 ft. wide paved shoulder along Windham Center Road. Windham Center Road is classified as a Corridor Priority 4 roadway by MaineDOT. Aerial imagery indicated an existing pavement lane width of approximately fourteen (14) ft. Therefore, this estimate assumes an additional two (2) ft. of full-depth reconstruction before the existing edge of pavement, along with replacing the full shoulder to create a proposed eleven (11) ft. travel lane with an associated five (5) ft.

wide paved shoulder to accommodate bicycle travel. Based on the existing pavement width of Windham Center Road, it is assumed that two-way traffic is not feasible, and flagger hours are included within the traffic control allowance line item. It is also recommended that the proposed paved shoulder construction be included in the scheduled pavement maintenance for the corridor. Drainage considerations include matching existing open drainage conditions and replacing driveway culverts that conflict with the proposed pavement extension improvements. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that may be necessary as the project advances. A budgetary price for culvert replacement adjacent to 335 Windham Center Road (over Colley Wright Brook) was estimated for this crossing based on previously constructed projects. This budgetary cost includes replacing the existing culverts with a precast concrete box structure which would be sized at 1.2 times the bankfull width per Maine Audubon's StreamSmart Principles. Additional design and permitting considerations would be required to complete the replacement.

**Windham Active Transportation Plan - Recommendation 5
Project No 240311-02
Preliminary Engineer's Estimate**

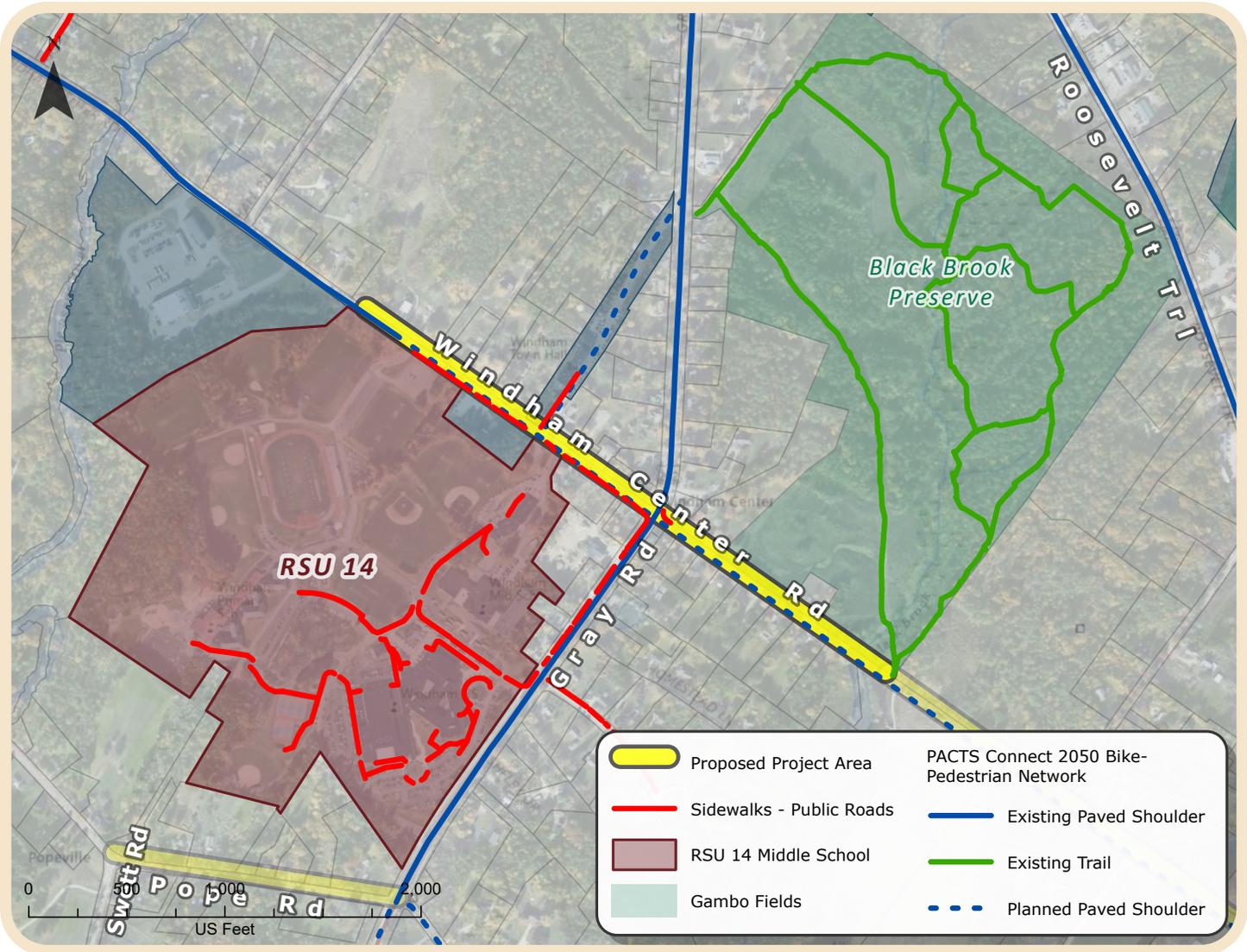
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	950	\$ 47,500.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	200	\$ 12,000.00
HMA 19.0 MM	TONS	\$ 175.00	525	\$ 91,875.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.)	TONS	\$ 250.00	325	\$ 81,250.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	125	\$ 1,250.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	625	\$ 46,875.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	33	\$ 2,310.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	33	\$ 2,310.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 25,000.00	1	\$ 25,000.00
CULVERT REPLACEMENT PER STREAMSMART PRINCIPLES	LS	\$ 750,000.00	1	\$ 750,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 230,000.00	1	\$ 230,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 65,768.50	1	\$ 65,768.50
CONSTRUCTION SUBTOTAL				\$ 1,381,000.00
CONTINGENCY 25%				\$ 345,300.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 138,100.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 138,100.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 2,002,500.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Windham Center Road is considered by MaineDOT as a Corridor Priority 4.
3. Per MaineDOT highway design standards, this concept assumes striping a 11.0' lane width with a 5.0' shoulder to accommodate a bike lane. The average existing width of Windham Center lanes is 14.0' based on aerial data, so as a result this concept assumes removing pavement at least 11.0' off centerline and constructing an additional 2.0' pavement extension
4. Based on the existing pavement width of Windham Center Road, it is assumed that two-way traffic can not be accommodated during construction and flagger hours have been incorporated into the traffic control allowance.
5. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.

RECOMMENDATION 6

School Campus to Black Brook Preserve Pedestrian Connectivity



RECOMMENDATION 6

Project Description:

This proposed recommendation includes continuing and constructing a dedicated sidewalk and formal pedestrian crossing along the northern side of Windham Center Road and connects to Black Brook Preserve. This project creates a safe pedestrian corridor from the school campus to the conservation area. The sidewalk should be designed in accordance with all ADA requirements and include high-visibility markings and signage for the crossing to the preserve. Trailhead amenities such as benches, bicycle racks, and informational kiosks may be incorporated at the preserve's entrance to further enhance this recommendation.

Purpose & Benefits:

Black Brook Preserve is an important natural resource conservation area and recreational destination within the Windham Center Growth Area. Further, this area also connects the school campus, thus offering:

- Enabling students and residents to walk safely to the preserve for recreation
- Support public health by making outdoor recreation more accessible
- Potential for reduced vehicular traffic at the preserve, thus minimizing environmental impacts
- Create safer educational opportunities by improving access for school groups and environmental education programs

Feasibility & Implementation Considerations:

The primary consideration for this recommendation is early and active coordination with the Presumpscot Regional Land Trust to ensure the sidewalk design aligns with conservation objectives. Coordination with school administrators and educational organizations may also present opportunities for partnerships, funding support, or in-kind contributions to advance this recommendation. The existing roadway contains ditches on both sides immediately adjacent to the pavement edge; therefore, adding a sidewalk would create a closed drainage condition on that side of the road, requiring new drainage structures. Additional design considerations should include appropriate stormwater management strategies to protect water quality within the preserve. Adjacent to the entrance, the roadway includes a guardrail section that spans an existing stream, and any modifications to this crossing will require special evaluation to determine how they can be designed to accommodate the proposed sidewalk.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a paved five (5) ft. wide sidewalk, with associated granite curbing, along the southern side of Windham Center Road. Windham Center Road is classified as a Corridor Priority 4 roadway by MaineDOT which requires an eleven (11) ft. minimum travel way width, with three (3) ft. wide shoulders. Based on aerial imagery, an existing pavement lane width of approximately fourteen (14) feet exists today. The estimate assumes three (3) ft. of full-depth reconstruction before the proposed curblin in order to install the proposed drainage network. Based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include the construction of a closed drainage system running the full length of the sidewalk.

This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that could be necessary as the project progresses. An existing culvert structure, which facilitates a stream crossing, exists directly adjacent to the preserve entrance. Because the expanded road footprint required to accommodate the sidewalk would be needed, this crossing would need to be expanded or reconstructed. A price for the culvert replacement was estimated based on previously constructed projects. This budgetary cost includes replacing the existing culverts with a precast concrete box structure which would be sized at 1.2 times the bankfull width per Maine Audubon's StreamSmart Principles. Additional design and permitting considerations would be required to complete the replacement.

**Windham Active Transportation Plan - Recommendation 6
Project No 240311-02
Preliminary Engineer's Estimate**

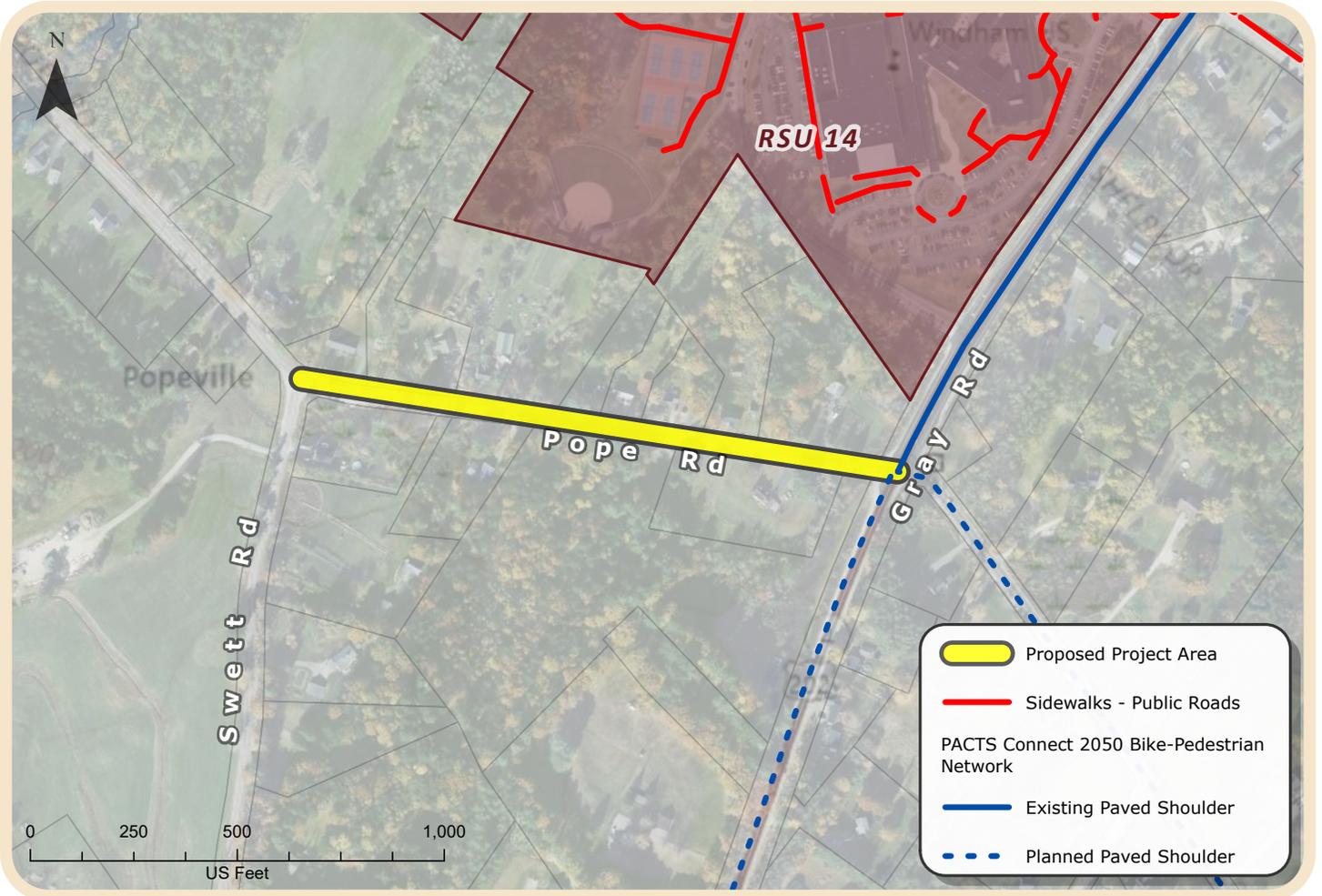
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	825	\$ 41,250.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	600	\$ 36,000.00
HMA 19.0 MM	TONS	\$ 175.00	75	\$ 13,125.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC)	TONS	\$ 175.00	175	\$ 30,625.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	50	\$ 500.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	22	\$ 2,420.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	1450	\$ 101,500.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	150	\$ 11,250.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	8	\$ 560.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	8	\$ 560.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 220,000.00	1	\$ 220,000.00
CULVERT REPLACEMENT PER STREAMSMART PRINCIPLES	LS	\$ 750,000.00	1	\$ 750,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 230,000.00	1	\$ 230,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (5%)	LS	\$ 73,389.50	1	\$ 73,389.50
CONSTRUCTION SUBTOTAL				\$ 1,541,000.00
CONTINGENCY 25%				\$ 385,300.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 154,100.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 154,100.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 2,234,500.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. This concept estimate assumes sidewalk construction on the north side of Windham Center Road. New sidewalk was estimated from the intersection of Windham Center Road and Route 202 to the Black Brook Preserve entrance.
3. Per MaineDOT highway design standards for a corridor priority 4 road, this concept assumes striping a 11.0' lane width with a min. 3.0' shoulder before the curbline. The average existing width of Windham Center lanes is 14.0' based on aerial data, so as a result this concept assumes removing pavement at least 11.0' off centerline to
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Windham Center Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 7

Pope Rd./Swett Rd. Intersection to Gray Rd. Traffic Calming & Paved Shoulders



RECOMMENDATION 7

Project Description:

This recommendation includes the construction of enhanced pedestrian safety and traffic calming measures at the intersection of Pope Road and Swett Road. This recommendation also includes extending paved shoulders from the existing network along Gray Road (Route 202) to the intersection of Pope Road/Swett Road. Traffic calming measures, such as speed feedback signage or narrower travel lanes, promote safer active transportation in this corridor and direct infrastructure toward the school campuses.

Purpose & Benefits:

Public input during this plan's engagement efforts identified this as a priority for improvement. In particular, vehicular speed was identified as a concern and a barrier for pedestrian activity. The town's Public Works Department notes similar conditions at other intersections located throughout the town, offering the opportunity for this project to serve as a model for other intersections. This project can:

- Create safer conditions for pedestrians and cyclists
- Reduce vehicular speeds through traffic calming treatments
- Establish traffic calming standards and design templates for replication elsewhere

Feasibility & Implementation Considerations:

It is recommended that the town pursue smaller improvements, such as striping or flashing signage, to be installed along the corridor and monitored for effectiveness. It is also recommended that the design process include a speed study to evaluate the roadway's existing conditions before and after construction. This enables the town to document the effectiveness of the proposed improvements and potentially use this project as a model for future safety enhancements at other similar intersections. To prioritize cost-effectiveness, it is recommended that the proposed paved shoulder's construction be scheduled during corridor roadway pavement maintenance, as any shoulder improvements will require one-way alternating traffic flow. This enhancement should also include a coordinated maintenance plan with Public Works to ensure that shoulders remain free of debris, vegetation, and snow throughout the year, given adjacent educational facilities. In addition, right of way needs should be assessed early in the design process, as shoulder widening may require the acquisition of easements in certain locations.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a paved five (5) ft. wide paved shoulder along Pope Road. MaineDOT classifies Pope Road as a Corridor Priority 5 (local road). The cost estimate assumes that an additional four (4) ft. of full-depth reconstruction will be required before the existing edge of pavement, along with the repaving of the full shoulder to create a proposed eleven (11) ft. travel lane with a five (5) ft. shoulder to accommodate bicycle infrastructure. This project’s scope includes the excavation of the existing shoulder material to the bottom of pavement, shaping and shimming shoulder areas where necessary, and paving the shoulder area. Based on the existing pavement width of Pope Road, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. To maximize cost effectiveness, it is recommended that the proposed paved shoulder construction accompany scheduled pavement maintenance for the corridor, as any shoulder improvements would require one-way alternating traffic. Drainage considerations include matching existing open drainage conditions and replacing driveway culverts that conflict with the proposed pavement extension improvements. Assumptions were made regarding two (2) flashing speed feedback signs for this recommendation. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for additional street lighting that could be necessary as the project advances to enhance pedestrian safety in the area.

**Windham Active Transportation Plan - Recommendation 7
Project No 240311-02
Preliminary Engineer's Estimate**

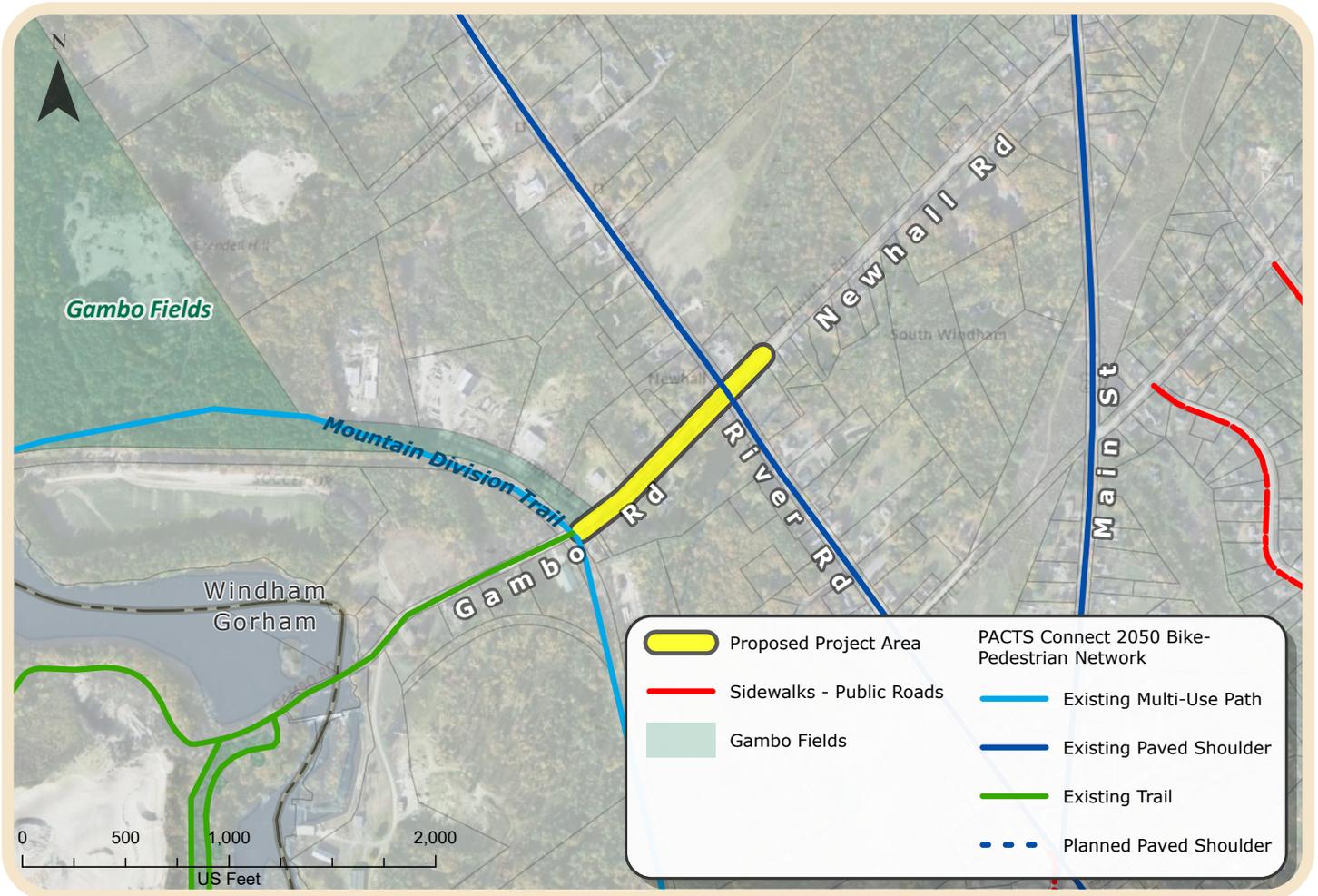
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	250	\$ 12,500.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	50	\$ 3,000.00
HMA 19.0 MM	TONS	\$ 175.00	125	\$ 21,875.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.)	TONS	\$ 250.00	75	\$ 18,750.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	25	\$ 250.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	150	\$ 11,250.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	7	\$ 490.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	7	\$ 490.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 25,000.00	1	\$ 25,000.00
TRAFFIC CALMING DEVICES	LS	\$ 20,000.00	1	\$ 20,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 75,000.00	1	\$ 75,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 10,680.25	1	\$ 10,680.25
CONSTRUCTION SUBTOTAL				\$ 224,000.00
CONTINGENCY 25%				\$ 56,000.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 22,400.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 22,400.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 324,800.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Pope Road is considered by MaineDOT as a Corridor Priority 5.
3. Per MaineDOT highway design standards, this concept assumes striping a 11.0' lane width with a 5.0' shoulder to accommodate a bike lane. The average existing width of Pope Road lanes is approximately 12.0' based on aerial data, so as a result this concept assumes removing pavement at least 11.0' off centerline and constructing an additional 4.0' pavement extension
4. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.

RECOMMENDATION 8

River Road & Gambo Road Intersection Improvements



RECOMMENDATION 8

Project Description:

This recommended project proposes a pedestrian crossing at the River Road and Gambo Road intersection, and extends a pedestrian sidewalk to connect to the Gambo Fields property. While this project is largely outside the South Windham Growth Area, the proposed connection allows residents within the area to use existing active transportation infrastructure and facilities. The proposed crossing should include high-visibility markings, signage, and, if appropriate, active warning systems.

Purpose & Benefits:

This recommended project would offer an expanded means of connection to the Mountain Division Trail and recreational facilities at Gambo Fields, providing a range of destinations throughout the year. This project also addresses an existing gap between the Dolley Farm subdivision and the Duck Pond variety store. Benefits of this project include:

- Providing safe access to recreational facilities for families and youth sports
- Support connections to the greater active transportation and recreational network
- Potentially reduce vehicular traffic at Gambo Fields by improving and encouraging pedestrian traffic

Feasibility & Implementation Considerations:

Larger considerations for this project include coordination between the town, Gambo Fields ownership, and the Mountain Division Trail stakeholders, to align the proposed sidewalk with intended uses for the property and surrounding uses. It is recommended that the intersection of River Road/Gambo Road be evaluated by a traffic engineer to determine the most appropriate warning and control devices for the proposed crossing. Key design considerations include closed drainage analysis, utility pole relocations and right-of-way impacts. The town should also consider the potential for a public-private partnership to explore ideas on shared project costs.

Spatial Impacts & Cost Estimation:

This recommended project includes the construction of a five (5) ft. wide paved sidewalk, with associated granite curbing, along the northern side of Gambo Road between the Mountain Division Trail and River Road. MaineDOT classifies Gambo Road as a Corridor Priority 5 (local road), requiring a minimum of eleven (11) ft. for travel way width, and three (3) ft. shoulders. Based on aerial imagery, this estimate assumes the construction of an

additional two (2) ft. of full-depth reconstruction before the proposed curbline in order to install the proposed sidewalk and drainage network. Based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include construction of a closed drainage system running the full length of the sidewalk. Furthermore, a crosswalk with a pair of Rectangular Rapid Flashing Beacons (RRFBs) was assumed at the intersection of River Road/Gambo Road. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian-scale or street lighting that may be necessary as the project progresses.

**Windham Active Transportation Plan - Recommendation 8
Project No 240311-02
Preliminary Engineer's Estimate**

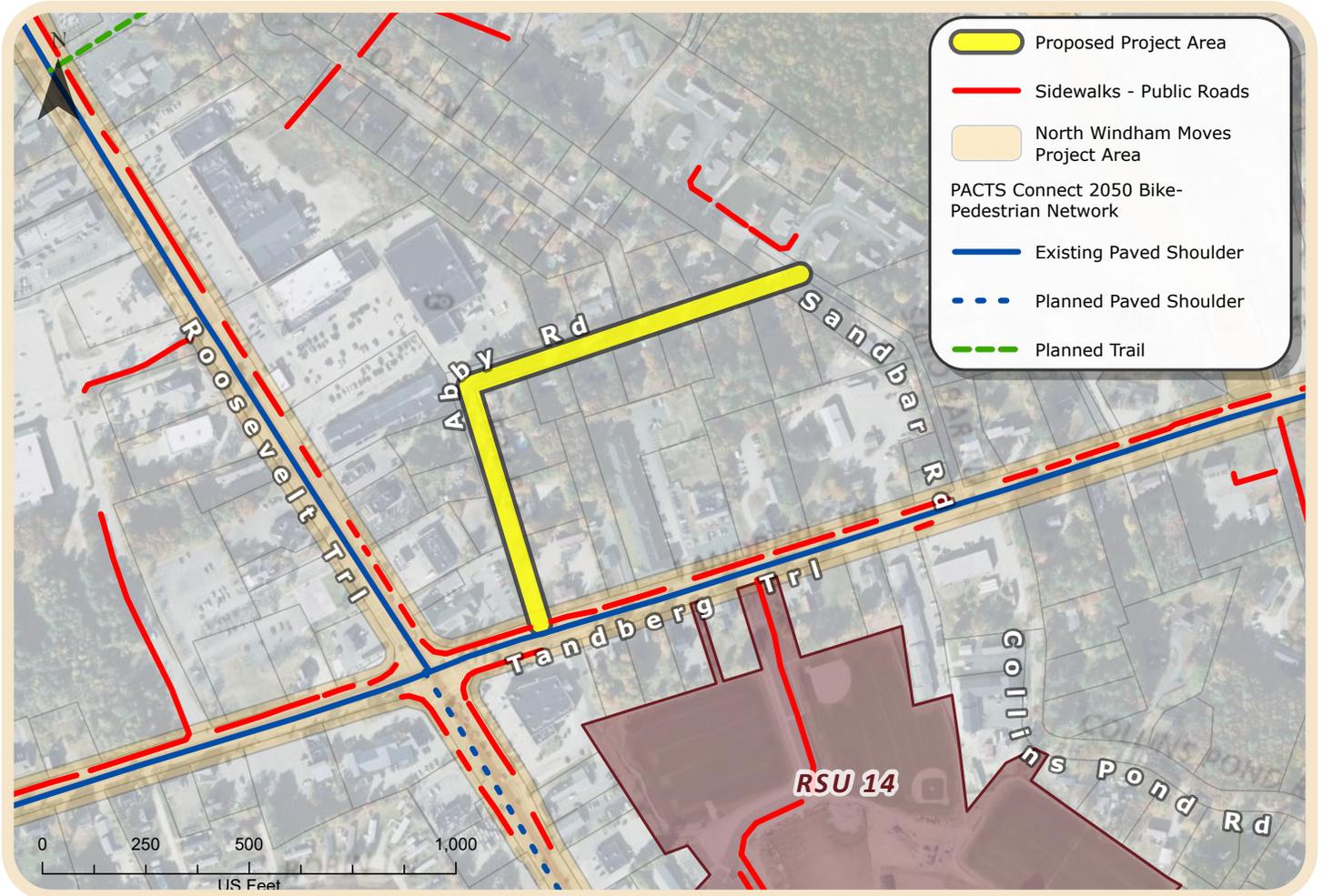
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	550	\$ 27,500.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	400	\$ 24,000.00
HMA 19.0 MM	TONS	\$ 175.00	50	\$ 8,750.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.)	TONS	\$ 250.00	130	\$ 32,500.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	30	\$ 300.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	22	\$ 2,420.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	1000	\$ 70,000.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	100	\$ 7,500.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	6	\$ 420.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	6	\$ 420.00
SOLAR POWERED RECTANGULAR RAPID FLASHING BEACONS (PAIR)	EA	\$ 25,000.00	1	\$ 25,000.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 160,000.00	1	\$ 160,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 120,000.00	1	\$ 120,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 25,440.50	1	\$ 25,440.50
CONSTRUCTION SUBTOTAL				\$ 534,000.00
CONTINGENCY 25%				\$ 133,500.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 53,400.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 53,400.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 774,300.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Gambo Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 3.0' were assumed to accommodate a sidewalk with the least amount of impacts.
3. This concept estimate assumes sidewalk construction on the north side of Gambo Road. Based on aerial imagery, it looks like the existing pavement width of Gambo Rd. is approximately 12.0'. Therefore 2.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Gambo Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 9

Abby Road Pedestrian Improvements



RECOMMENDATION 9

Project Description:

This recommended project includes the construction of a proposed sidewalk to provide pedestrian connectivity along Abby Road. This project is located within the North Windham Growth Area and would connect Abby Road to Tandberg Trail (Route 115). Through this project, pedestrians would have greater access to the shopping center's retail and service businesses, communal destinations such as the post office, and adjacent residential areas. The proposed sidewalk should be constructed to ADA standards and include a pedestrian crossing at the corner joining the commercial area.

Purpose & Benefits:

This project can serve as a quick “win” for the town since it connects a local road to adjacent commercial and residential areas. Where this travel way currently lacks pedestrian infrastructure, this project can enable residents to walk safely from their homes to the post office, or other retail and service businesses within North Windham. This project also:

- Supports local business vitality by improving customer access
- Improves accessibility for residents without access to personal vehicles
- Connects to the larger overall planned improvements within the North Windham Moves project, thus reinforcing active transportation within the area

Feasibility & Implementation Considerations:

It is recommended that the town conduct public outreach to adjacent businesses to explore opportunities for public-private partnerships. If feasible, commercial owners could contribute to construction costs, or provide easements, to reduce the overall cost to the town. The town should evaluate potential impacts within the right-of-way, as well as consider the feasibility of a closed drainage system. Some businesses within the project area may need to relocate signage behind the proposed sidewalk where needed. The project should also consider clear wayfinding signage to building entrances and coordinate with local businesses during construction to minimize disturbance.

Spatial Impacts & Cost Estimation:

This recommended project consists of the construction of a five (5) ft. wide paved sidewalk, with associated granite curbing, along the eastern and northern sides of Abby Road. MaineDOT classifies Abby Road as a Corridor Priority 5 (local road), which requires a minimum eleven (11) ft. travel way width, and a minimum three (3) ft. wide shoulder. Based on aerial imagery, this cost estimate assumes that an additional three (3) ft. of full-depth reconstruction before the proposed curblineline is required. Further, based on the existing pavement width, it is assumed that two-way traffic cannot be accommodated, and flagger hours are included within the traffic control allowance line item. Drainage considerations include constructing a closed drainage system running the full length of the sidewalk. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required, nor does it include costs for pedestrian scale or street lighting that could be necessary as the project progresses.

**Windham Active Transportation Plan - Recommendation 9
Project No 240311-02
Preliminary Engineer's Estimate**

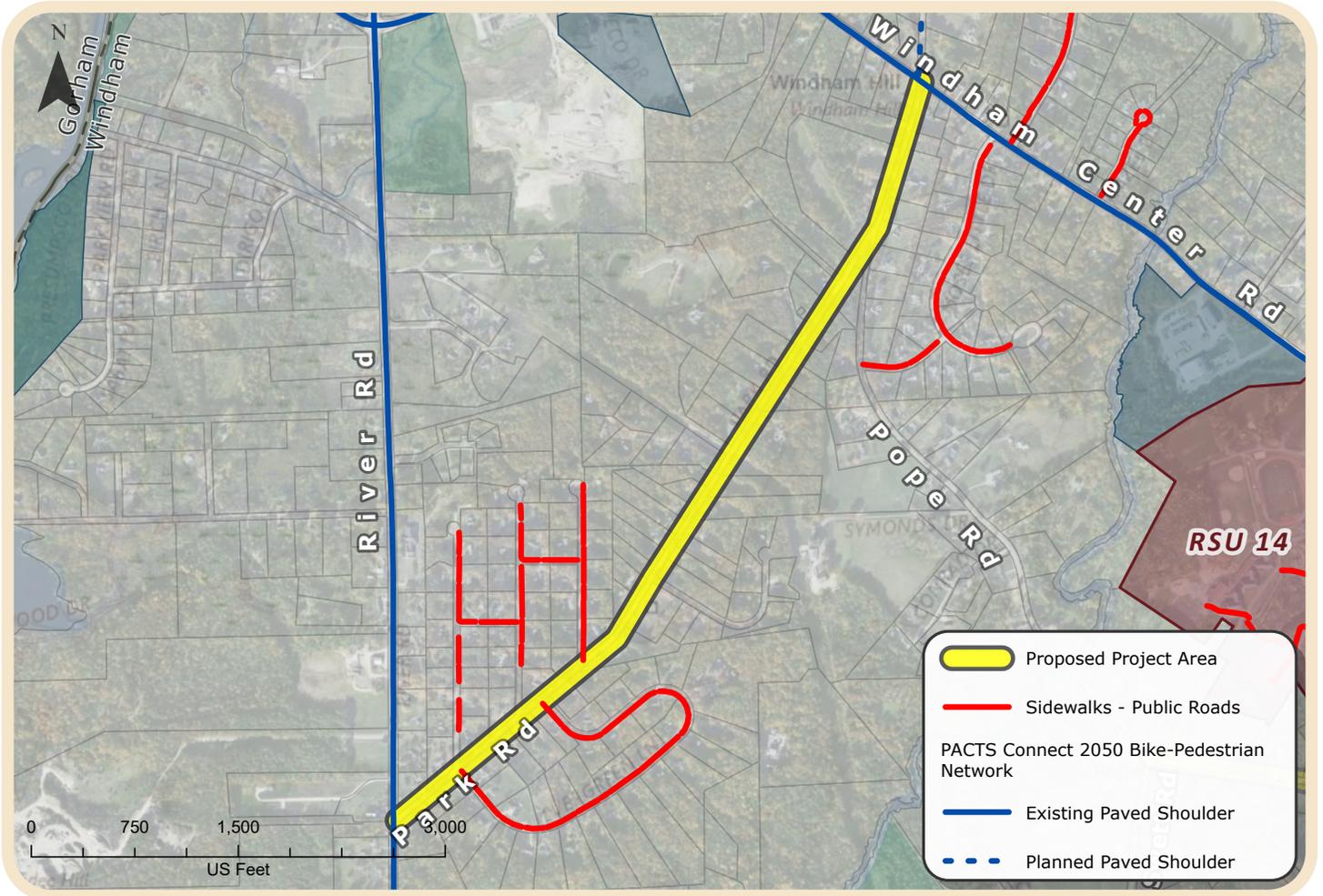
ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	800	\$ 40,000.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	530	\$ 31,800.00
HMA 19.0 MM	TONS	\$ 175.00	70	\$ 12,250.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, ETC.)	TONS	\$ 250.00	160	\$ 40,000.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	40	\$ 400.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	22	\$ 2,420.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	1400	\$ 98,000.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	140	\$ 10,500.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	7	\$ 490.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	7	\$ 490.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 210,000.00	1	\$ 210,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 120,000.00	1	\$ 120,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (10%)	LS	\$ 29,817.50	1	\$ 29,817.50
CONSTRUCTION SUBTOTAL				\$ 626,000.00
CONTINGENCY 25%				\$ 156,500.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 62,600.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 62,600.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 907,700.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Abby Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 3.0' were assumed to accommodate a sidewalk with the least amount of impacts.
3. This concept estimate assumes sidewalk construction on the east side of Abby Road. Based on aerial imagery, it looks like the existing pavement width of Abby Rd. is approximately 11.0'. Therefore 3.0' of additional full reconstruction were assumed before the proposed curblineline. Repaving of the full shoulder was assumed as a part of this estimate.
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Abby Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water towards the bridge from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

RECOMMENDATION 10

Park Road Pedestrian Improvements



RECOMMENDATION 10

Project Description:

This recommended project involves constructing a sidewalk along Park Road to provide a pedestrian connection from Windham Center Road to River Road. The proposed sidewalk would connect the existing residential subdivisions to their associated pedestrian infrastructure along Park Road. In turn, this creates a broader active transportation network and provides safer passage for residents who currently walk Park Road for recreation. This project can also provide a framework for future opportunities to improve pedestrian connections to nearby school campuses.

Purpose & Benefits:

This proposed recommendation will provide a connection that addresses an existing active transportation gap within the Windham Center Growth Area. Currently, existing subdivisions have sidewalks that terminate along Park Road. This area was also identified as a priority during public engagement activities conducted under this plan. Thus, this project will provide a pedestrian connection to adjacent residential areas, and provide a framework for a larger, overall active transportation network. This project will also:

- Unite fragmented sidewalks within the area and connect them to a larger network
- Provide safer walking routes to school campuses
- Enable walking trips between residential neighborhoods

Feasibility & Implementation Considerations:

Because this project was identified as a priority during public engagement efforts, the town should consider coordination with nearby residents and homeowner's associations. Where community input may indicate support for this project, the town should also consider public outreach mechanisms to build consensus, define if a portion of the project could be funded through adjacent homeowner's associations, and engage in property owners where right-of-way expansion or securement of easements may be needed. The town should also evaluate whether to phase this project. Phasing this project offers the opportunity to break up the project cost or align with scheduled maintenance along Park Road.

Spatial Impacts & Cost Estimation:

This recommendation includes the construction of a five (5) ft. wide paved sidewalk, with associated granite curbing, along the eastern side of Park Road. MaineDOT classifies Park Road under a Corridor Priority 5 (local road), which requires a minimum eleven (11) ft. travel way width and three (3) ft. wide shoulders. Aerial imagery indicates an existing pavement lane width of approximately thirteen (13) ft. Thus, the cost estimate assumes the construction of an additional one (1) ft. full reconstruction before the proposed curb line to accommodate for a closed drainage system. Given the existing width of Park Road, it is assumed that two-way traffic cannot be accommodated during construction, requiring flagger hours within the traffic control line item. Drainage considerations for this consist of a closed drainage system that runs the full length of the sidewalk along Park Road. This estimate does not account for any property acquisitions, easements, or utility relocations that may be required.

**Windham Active Transportation Plan - Recommendation 10
Project No 240311-02
Preliminary Engineer's Estimate**

ITEM DESCRIPTION	UNIT	AVERAGE UNIT COST	QUANTITY	COST
COMMON EXCAVATION (PLAN QUANTITY)	CY	\$ 50.00	2800	\$ 140,000.00
COMMON BORROW	CY	\$ 50.00	100	\$ 5,000.00
AGGREGATE SUBBASE COURSE - GRAVEL	CY	\$ 60.00	2050	\$ 123,000.00
HMA 19.0 MM	TONS	\$ 175.00	310	\$ 54,250.00
HMA PAVEMENT 9.5 MM (SIDEWALKS, DRIVES, SURFACE, ETC)	TONS	\$ 175.00	725	\$ 126,875.00
BITUMINOUS TACK COAT	GAL	\$ 10.00	180	\$ 1,800.00
CURB RAMP DETECTABLE WARNING FIELD	SF	\$ 110.00	55	\$ 6,050.00
VERTICAL CURB TYPE 1	LF	\$ 70.00	6700	\$ 469,000.00
LOAM (PLAN QUANTITY)	CY	\$ 75.00	625	\$ 46,875.00
SEEDING METHOD NUMBER 1 (PLAN QUANTITY)	UN	\$ 70.00	34	\$ 2,380.00
MULCH (PLAN QUANTITY)	UN	\$ 70.00	34	\$ 2,380.00
PROPOSED DRAINAGE IMPROVEMENTS (ALLOWANCE)	LS	\$ 1,000,000.00	1	\$ 1,000,000.00
MAINTENANCE OF TRAFFIC CONTROL	LS	\$ 230,000.00	1	\$ 230,000.00
TEMPORARY SOIL EROSION AND WATER POLLUTION CONTROL	LS	\$ 25,000.00	1	\$ 25,000.00
MOBILIZATION AND GENERAL CONDITIONS (5%)	LS	\$ 111,630.50	1	\$ 111,630.50
CONSTRUCTION SUBTOTAL				\$ 2,344,000.00
CONTINGENCY 25%				\$ 586,000.00
PRELIMINARY ENGINEERING (ASSUMED 10%)				\$ 234,400.00
CONSTRUCTION ENGINEERING / INSPECTION (ASSUMED 10%)				\$ 234,400.00
TOTAL 2026 ESTIMATED CONSTRUCTION COST				\$ 3,398,800.00

Assumptions/Exclusions

1. Estimate is based on 2026 construction pricing
2. Park Road is classified as a Corridor Priority 5 roadway. As a result, a lane width of 11.0' and shoulder width of 3.0' were assumed to accommodate a sidewalk with the least amount of impacts.
3. This concept estimate assumes sidewalk construction on the east side of Park Road. Based on aerial imagery, it looks like the existing pavement lane width of Park Road is approximately 13.0'. Therefore 1.0' of additional full reconstruction were assumed before the proposed curbline. Repaving of the full shoulder was assumed as a part of this estimate.
4. This estimate assumes that the proposed sidewalk construction can only be completed with alternating one-way traffic based on the existing pavement width of Park Road. Assumed flagger hours are included within the "Maintenance of Traffic Control" item.
5. The drainage allowance assumes 12" Type C underdrain the entire length of the sidewalk which will convey water from the closed drainage system.
6. This estimate does not quantify any property acquisitions, easements or utility relocations required as a part of this project.
7. This estimate does not include costs for pedestrian scale lighting or street lighting required for the project.

FUNDING SOURCES

Implementing the recommendations within this Active Transportation Plan will require a diverse portfolio of funding sources. By combining federal, state, regional, and local funding sources, this can reduce costs borne by the town and lighten the burden on taxpayers. This section outlines opportunities for potential funding sources, eligibility requirements, and strategic steps the Town can take to access these funds.

Federal BUILD Grant

The U.S. Department of Transportation (USDOT) Better Utilizing Investments to Leverage Development (BUILD) Grant Program, previously known as RAISE/TIGER, provides grants for surface transportation infrastructure projects with significant local or regional impact. Because the program is multimodal, project sponsors, including local governments, can pursue larger active transportation projects.

Portland Area Comprehensive Transportation System (PACTS)

PACTS coordinates regional transportation planning and funding decisions for the Greater Portland region, which includes Windham. PACTS develops, in collaboration with MaineDOT, the Transportation Improvement Program (TIP), which lists all federally funded capital project in the region. PACTS also develops the Unified Planning Work Program, which outlines regional planning activities. Through these programs and related funding initiatives, PACTS can provide technical support and prioritize projects. Windham may advance active transportation projects by collaborating with PACTS and participating in its project selection processes. Of note, the new Urban Partnership Initiative (UPI) utilizes state funds to target active transportation improvements. For the UPI program, PACTS solicits project proposals from municipalities and submits a list of prioritized projects to MaineDOT. UPI is the only source of construction funding for which PACTS directly selects projects.

Maine Department of Transportation

MaineDOT offers a variety of different programs for which Windham active transportation infrastructure improvements would be eligible. Of note is the Business Partnership Initiative (BPI) through which Windham would partner with one or more local businesses to improve a portion of a state or state-aid highway to enhance bicycle and pedestrian access and safety.

MaineDOT (cont.)

MaineDOT also created the Active Transportation Partnership Initiative (ATPI) to assist in the funding of small, location-specific improvements in a transportation system that enhances the safety and mobility for vulnerable road users (VRU). This initiative aims to foster safe and usable human-scale transportation options, and intends on creating strong municipal-State partnerships for safe and walkable village and downtown centers. The ATPI program seeks to design and implement transportation system improvements in partnership with municipal partners via three (3) available implementation tracks: Targeted Transportation Improvements, Measurable Safety Interventions, and Demonstration/Pilot Projects.

Municipal Tax Increment Financing

The State of Maine allows communities to capture incremental growth in property tax revenue over a period of time for reinvestment within the community. TIF revenues provide opportunities to fund local development projects, such as the recommended pedestrian and bicycle infrastructure projects, and also contain a mechanism for local grant matching.

Safe Routes to Schools

Some of the proposed recommendations may qualify under a Safe Routes to School program. The State of Maine offers grant opportunities to municipalities to pursue these types of projects and design safe pedestrian and bicycle infrastructure to school facilities. When there is an opportunity to expand the existing network around the school campus and the future middle school is nearing completion, the town should consider applying for these funds to improve active transportation infrastructure in this corridor.

Other State Funds

There are several other state programs that provide funding specifically for active transportation infrastructure development and improvements. In particular, the Maine Dept. of Economic and Community Development provides Community Development Block Grants (CDBG) to local governments specifically for active transportation infrastructure improvements. Objectives of this program are to benefit low and moderate income households, prevention and elimination of blight conditions, or meeting community development needs.

Public-Private Partnerships

Though not a formal funding source, these partnerships provide incentives to collaborate with private entities to share project costs. While most of these recommended projects could involve a partnership of this nature, the town should build on existing relationships and work to develop new ones. Events like a Business Appreciation Breakfast offer excellent opportunities for municipal staff to network with private owners and discuss planned projects or improvements within their vicinity.

Municipal Capital Improvement Program (CIP)

Local funding through the town's annual capital improvement program can provide essential match funding for grants, and can support projects that are not competitive for external funding. This funding strategy can establish dedicated annual funds for active transportation projects, demonstrating a sustained commitment to improving the town's active transportation infrastructure.

Revisions to Municipal Impact Fee Structure

Where the town's current land use ordinance incentivizes private developments to construct their own internal infrastructure, the town could require developers to also install pedestrian access ways and facilities along the frontage of public streets. The town should also consider revising the ordinance's impact fee structure by tailoring impact fees for each of the identified growth areas. Through this, the town can ensure that collected impact fees are used for the planned projects in each growth area.



APPENDIX A
Existing Conditions Memorandum



Existing Conditions Memorandum

Date: November 14, 2025

To: Stephen Puleo, *Planning Director, Town of Windham*
Amanda Lessard, *Senior Planner, Town of Windham*
Ron Landis, *Regional Transportation Planner, GPCOG*

From: Brett Wiemken, *Planning Consultant/Project Manager*
Bradley Lyon, P.E., PTOE, *VP, Transportation Engineering*
Sebago Technics, Inc.
75 John Roberts Rd. Ste. 4A, South Portland ME 04106

Subject: Windham Active Transportation Plan
Existing Conditions Memorandum & Mapping Exhibits

Introduction

Sebago Technics, Inc. (Sebago), has been retained by the Greater Portland Council of Governments (GPCOG) to conduct an Active Transportation Plan (ATP) for the Town of Windham, Maine. The following summary and associated exhibits represent an overview of the purpose and need behind this plan, the designated study area, prior planning efforts, methodology utilized to conduct fieldwork, and the existing conditions found in each the study areas. In total, approximately fifty (50) miles of roadway were visited and inventoried. The four (4) key areas are identified within the Town’s 2016 Comprehensive Plan and include, the North Windham Growth Area, Windham Center Growth Area, Windham Residential Growth Area, and the South Windham Growth Area.

Purpose & Need

The Town is undertaking these efforts to promote an integrated multi-modal transportation network throughout the Town. By assessing the current conditions and obtaining community and stakeholder feedback, Sebago will develop actionable plans with associated cost estimates to establish short and long term recommendations for improvements.

Study Area

The North Windham Growth District is centered at the Roosevelt Trail (Route 302) and Tandberg Trail (Route 115) intersection. The area is generally bound by the Pope Road intersection at the south, Enterprise Drive to the north, and Sebago Lake to the west. The eastern boundary encloses various developments on the eastern side of Roosevelt Trail. This growth area largely contains commercial zoning (Zones: C-1, C-1N, C-2, C-4), with a small area of medium residential (Zone: RM), and other zoning districts (Zones: ED, F, SLZ).

The Central Windham Growth District is generally bound by Roosevelt Trail to the east, and River Road to the west. This growth area is largely residential in nature (Zone: VR) and portions of

commercial (Zones: C-3, WC) and other areas (Zones: SLZ, RCCF, and other Contract Zones). The primary pedestrian generator within this area is the Windham High School, which is supported by various residential neighborhoods.

The Residential Growth District is generally bound by Brand Road to the east, Roosevelt Trail to the South and Tanberg Trail to the North. A small amount of residential developments north of Tanberg Trail are included in the district. This growth area is largely zoned Residential Medium (Zone: RM) and Village Residential (Zone: VR). There is also a small portion of Resource Protection/Limited Residential District surrounding Collins Pond.

The South Windham Growth District is bound by River Road to the east and the Gorham-Windham town border to the west. This area is the most diverse areas being studied, as it contains residential areas (Zones: VR & RM), and has portions of commercial and industrial (Zones: VC & I). Specifically, the Village Commercial District is where a majority of the pedestrian traffic is expected given the higher density of businesses within this area.

Please see the attached mapping exhibits located within Appendix 1. Map 1 provides overall context to where each of the respective growth areas are located within the Town of Windham, and Maps 2 through 5 provide a zoomed in view on each of their respective areas and associated features.

Methodology

Prior to commencing data collection in the field, initial GIS data layers containing active transportation features were provided by GPCOG and the Town of Windham. The selected scope of features included sidewalks, crosswalks, bike lanes, trail intersections, paved shoulders, and signage/fixed structures on public roads and/or property within the four study areas.

Fieldwork assessments for the existing conditions were conducted between mid-summer and early fall of 2025. Data was collected utilizing the ArcGIS Field Maps integrated positioning systems, which were post-processed and adjusted using recent ortho-rectified imagery. Sidewalk and crosswalk features were mapped from start to end for each segment, i.e. sidewalk mapping reflects gaps in continuous sidewalk due to driveway entrances. Definitions of the attributes referenced in this memo and collected by Sebago are provided within the Appendix 2.

The conditions for sidewalks, specifically, were graded on a scale of Excellent, Good, Fair, Poor, and Severe. Criteria utilized for this grading scale are provided below, and examples of different types of sidewalk conditions are presented later in the memo.

Table 1: Infrastructure Attribute Grading Scale and Definitions

Grade	Description
Excellent	<i>The sidewalk has no observable structural or cosmetic defects.</i>
Good	<i>The sidewalk has no observable structural defects, but has some cosmetic defects.</i>
Fair	<i>The sidewalk has observable, minor structural defects such as cracking or rutting, but is still navigable by the user.</i>
Poor	<i>The sidewalk has observable structural defects such as cracking, rutting, or crumbling that impedes user navigation.</i>
Severe	<i>The sidewalk has major structural defects that impede user navigation and present potential hazards to the user.</i>

Where newly constructed infrastructure was identified within the four (4) study areas, field data was collected to ensure the features were included in our existing conditions assessment. Collecting detailed data of infrastructure located on private streets was not included within the scope of field work. However, efforts included confirming the location of existing infrastructure within these areas, which are reflected on the attached mapping exhibits.

By utilizing existing data layers provided by the Town and GPCOG, and our supplementary field assessment, we have compiled this data into a digital asset inventory database. This inventory includes active transportation features, as described above, within each of the study areas. Geo-tagged photographs of pedestrian infrastructure were also collected during fieldwork and are included in Appendix 2.

Previous Study Efforts

As provided by GPCOG, we have included their prepared document review summary within Appendix 3. This document and the summary below provides context on existing planning documents and publications that directly relate to Windham and active transportation planning. Key themes are provided below:

Comprehensive Master Plan – Windham, 2016:

This Plan was utilized to narrow the scope of the existing conditions analysis, to the four key areas discussed previously. The Comprehensive Plan identifies “*Four Big Things*”, which are high priority subject items and areas that summarize the results of extensive public engagement and detail measures for implementation. Each of these four (4) items and how they relate to the scope of this project are detailed below:

- *Big Thing 1 – Change the Game for North Windham, Windham Center, & South Windham:* Each of these three (3) areas were specifically considered and included within this Existing Conditions Analysis. The Comprehensive Plan identifies that these Growth Areas need to begin groundwork to ensure that these areas become true centers for the Town. With each area having their own unique set of characteristics, it is critical to capitalize on their differences and allow for different types and scales of development to make Windham a community for all people, ages, and economic means. The main objective of this point is to expand the range of options available for individuals looking to make Windham a place to call home, or start or expand a business. This includes maintaining the North Windham Growth Area as a place for active mixed-use and commercial activity, the Central Windham Growth Area to serve as the civic core of the community, and the South Windham Growth Area to encourage higher density residential development and improve village-scale commercial opportunities.
- *Big Thing 2 – Create a North Windham to Be Proud Of:* As North Windham serves as the economic and social center for the community, the Town felt that it was critical to build on the success of the area and ensure it stays successful for future generations. Public input indicated that investments should be made in this area, and that future development or redevelopment should become high assets to the community.
- *Big Thing 3 – Invest in Rural Windham to Keep It Rural:* This point largely focuses on rural areas outside of the scope of this project. However, protecting open spaces and scenic

vistas for pedestrian uses remains a focal point of this goal and relates to active transportation.

- *Big Thing 4 – Focus on Community Facilities & Programs:* This point aligns with objectives of this Active Transportation Plan, as the community indicates an interest in maintaining existing facilities, parks, and recreation lands, as well as addressing the needs of a growing community.

The Comprehensive Plan also discusses bicycle and pedestrian facilities exclusively (pg. 130-132), where it identifies challenges that the existing and limited network faces. These challenges align with the findings of this analysis, where incomplete sidewalk networks and a lack of crosswalks present barriers to means of active transportation. Additionally, there are not any designated bike lanes within the entirety of Windham. Routes 302 and 202 both remain popular for biking activities, as users utilize the paved shoulders to their advantage. The Mountain Division Trail also provides a five (5) mile paved multi-use trail that connects Gorham, Standish, and Windham. Further, regional considerations for active transportation are focused within the South Windham Growth Area, as varying conditions of existing sidewalks connect village-scale commercial developments to the Town of Gorham.

The Comprehensive Plan acknowledges opportunities within the Town to where measures can be taken to promote active transportation. In North Windham specifically, the Plan identifies that large expanses of parking lots could be reclaimed to provide opportunities for pedestrian-focused improvements and development. This area also contains opportunities to improve pedestrian crossings, as this area navigates challenges around traffic volume and lane configurations. Additionally, the overall Comprehensive Plan calls for additional off-road connections for cyclists, and recommends that trails along utility corridors can be expanded to provide options for active transportation usership.

North Windham Moves: Regional Mobility & Local Access - Windham, 2022:

This study was primarily focused along Route 302 and the surrounding North Windham area, and considers the impacts of new ideas related to connector roads, access management strategies, and corridor & intersection improvements for all modes of transportation, including methods of active transportation. High-level recommendations from this plan include:

- *East Connector Road, Middle Connector Road, West Connector Road (pg. 35-36):* This idea focuses on the construction of three (3) new connector roads to direct vehicular traffic off of Route 302. The intention behind this recommendation is to provide better access to local roads that serve local businesses and promote the local economy. These roads would be designed to incorporate three (3) ft. shoulders, five (5) ft. sidewalks on one side, and a ten (10) ft. multi-use path on the other side to enhance walkability and increase foot-traffic to this commercial center.
- *Formalizing Local Streets (pg. 36):* This recommendation calls for the transformation of existing accessways and turn them into local streets. These would also be complete with sidewalks, street trees, and appropriate lighting to improve pedestrian connectivity, and offer access to existing and connecting road systems.

- *Route 302, Route 35/155 Improvements (pg. 37)*: This recommendation proposes that new sidewalks are to be constructed in all areas where they are not currently present. It also calls for the reconstruction of sidewalks that are not currently compliant with the Americans with Disabilities Act (ADA) standards, lack a curb reveal, or have major obstructions within their walking spaces. This recommendation also provides guidance to improve active transportation features by including ADA compliant sidewalk landings and ramps and creating crosswalks at all signalized intersections.
- *Whites Bridge Road Improvements (pg. 37)*: This recommendation proposes a new multi-use path, ten (10) ft. in width, located at the Whites Bridge Road and Route 302 intersection. This idea would further promote walkability and multi-modal transit within the corridor and connect other residential areas to the commercial hub.
- *Traffic Calming Opportunities (pg. 40)*: This recommendation provides guidance on the installation of traffic calming tools, such as speed tables, raised crosswalks, and raised intersections. These tools are recommended to be placed along road segments to aid in traffic calming, and enhancing pedestrian safety within the area.

Connect 2045: Long-Range Transportation Plan for Greater Portland (GPCOG, 2022):

Federal law requires that all urbanized areas with a population greater than 50,000 in the United States develop a long-range transportation plan (LRTP) to maintain eligibility for federal programming. LRTP's aid in establishing the collective vision for a region, and guide decision making to prioritize investments. This LRTP, published by GPCOG, envisions that the Greater Portland region contains access to transportation choices that are safe, reliable, and environmentally responsible. This vision optimizes infrastructure, reduces harm to the environment, and supports great places and a thriving economy. Specific recommendations and goals within the document related to the Town of Windham and this plan include:

- *Bicycle & Pedestrian Network (pg. 28-31)*: This recommendation follows two (2) key ideas. The first is a Complete Streets policy to guide street design to provide convenient, safe, and equitable access on all roads for all users. Characteristics of complete streets are to include sidewalks, frequent and safe pedestrian crossings, bicycle usership accommodations (bike lanes, shared lanes, or paved shoulders), accessible transit stops, and narrower travel lanes to slow vehicular traffic. This plan includes an illustration that shows the existing pedestrian and bicycle network within the PACTS region, and also includes proposed on-road and off-road facilities. The second key idea is for the inclusion of region-wide off-road routes for transportation. Several local groups within the region are actively advocating for the buildout of a regional off-road trail network. This idea would connect several communities and key destinations within the region. The proposed Mountain Division trails would be constructed along existing rail corridors and connect to existing portions of the trail which currently run through the Town of Windham.
- *Roadway/Multi-Modal Fiscally Constrained Projects (pg. 121-123)*: Regulations for LRTP's require that they include a list of projects that are within the region's fiscal constraints over the next twenty (20) years. Projects included within the LRTP are aligned with the plan's vision and goals, however, inclusion within the plan does not guarantee that a project will be funded. Funding decisions are ultimately made when PACTS and

MaineDOT select projects for the Transportation Improvement Program (TIP), of which, the Mountain Division Trail – Sebago to the Sea (Windham to Westbrook section) was identified as a fiscally constrained project.

PACTS Regional Complete Streets Policy (GPCOG, 2024):

The primary goals outlined within the PACTS Regional Complete Streets Policy are that all users are considered, complete the regional network, promote great design, and apply the policy to all projects and phases. Key principles within the policy provide direction on how to identify, screen, prioritize, and implement all transportation project types. Criteria utilized include measures for ensuring safety, sufficient space for all street users, balancing means of mobility, complimenting surrounding land use and environment types, sustainability, and equity. This policy recommends that every transportation improvement project should be approached as an opportunity to create safer, more accessible, and connected roadways for all usership types. This approach applies to any phase of a project, ranging from project planning, programming, design, right-of-way acquisition, construction, reconstruction, and operations. Cross-sectional changes to transportation facilities within street rights-of-way are also included to consider capital improvements, re-channelization, and maintenance measures like resurfacing, repaving, or restriping.

As described, municipalities are encouraged to consult best practices, design guidelines, standards, and resources including but not limited to the design publications recommended by FHWA and the PACTS *Update to Regional Bicycle & Pedestrian Facility Design Guidelines – Region of Portland, Maine (2015)* and the upcoming PACTS *Regional Complete Street Guidebook (2025)*.

Existing Conditions

Roadway, Traffic, and Crash Data

The Maine Department of Transportation’s (MaineDOT) Public Map Viewer was utilized to compile roadway information to offer context to the assessment of the study area. Factors of identified importance include the roadway’s priority, historical average annual daily traffic, speed limit, and proximity to the urban compact.

Sebago first identified all state aid roadways within the study areas (Priorities 1 – 4) , as MaineDOT classifies roadways in the state by priority, ranging from 1 (Maine Turnpike, Interstate System, and key arterials) to 5 (local roadways). This identifier, coupled with the above listed data aids, are critical components that direct the development of concepts and recommendations, as they are the controlling criteria for allowable lane widths, crosswalk applications, etc. Tables 2 – 5 outline this information for the state aid roads and other identified priority roadways within each growth area.

Table 2: Roadway Information – North Windham Growth Area

Location	Average Annual Daily Traffic (AADT)	Corridor Priority	Speed Limit (MPH)
Roosevelt Trail (Route 302) N/O Tandberg Trail (Route 115)	29,635	1	30
Tandberg Trail (Route 115) E/O Roosevelt (Route 302)	14,688	2	30
River Road W/O Roosevelt Trail (Route 302).	7,904	3	35

Table 3: Roadway Information – Central Windham Growth Area

Location	Average Annual Daily Traffic (AADT)	Corridor Priority	Speed Limit (MPH)
Ward Road N/O Windham Center Road	1,705	5	35
Windham Center Road. W/O Pope Road.	1,836	4	35
Gray Road (Route 202). @ Windham High School	6,900	2	35
Windham Center Rd. @ WHS	6,882	2	35
Gray Road. NE/O Pope Road.	6,744	2	35

Table 4: Roadway Information – Residential Growth Area

Location	Average Annual Daily Traffic (AADT)	Corridor Priority	Speed Limit (MPH)
Tanberg Trail E/O Falmouth Road	10,966	2	35
Falmouth Road S/O Tanberg Trail	4,344	4	35
Varney Mills Road S/O Falmouth Road	1,600	5	35

Table 5: Roadway Information – South Windham Growth Area

Location	Average Annual Daily Traffic (AADT)	Corridor Priority	Speed Limit (MPH)
Depot Street E/O Gray Road (Route 202)	1,018	5	30
Main Street (Route 202) S/O Depot Street.	7,390	2	25
High Street S/O Depot Street	566	5	25

In addition to the outlined roadway characteristic data, a crash history inventory was completed for the roadways in the study area. MaineDOT classifies high crash locations (HCL’s) as intersections or segments of roadways which experience eight (8) or more crashes over a three (3) year time period, and a critical rate factor (CRF) of over 1.0. The most recent three-year period from 2022 to 2024 demonstrated the following HCLs per growth area, as detailed in Tables 6 -9.

Table 6: HCL Summary – North Windham Growth Area

Intersection/Segment Name	# of Crashes	CRF
Roosevelt Trail between Landing Road. and Franklin Drive	16	1.18
Roosevelt Trail between Tanberg Trail and Shaws Entrance	45	2.19
Abbey Road. @ Tandberg Trail.	25	4.02
Manchester Drive @ Tandberg Trail.	11	2.24
Roosevelt Trail. N/O River Rd.	70	1.86
Roosevelt Trail. S/O River Rd.	15	1.25

Table 7: HCL Summary – Central Windham Growth Area

Intersection/Segment Name	# of Crashes	CRF
River Road. @ Windham Center Road	9	2.5

Table 8: HCL Summary – Residential Growth Area

Intersection/Segment Name	# of Crashes	CRF
Falmouth Road. @ Varney Mills Road	14	5.71

Table 9: HCL Summary – South Windham Growth Area

Intersection/Segment Name	# of Crashes	CRF
Chute Road. @ Depot Street. @ River Road.	10	3.39
Mallison Falls Road. @ River Road	13	3.86

As identified above, each area has identified HCLs. The diagrams created by MaineDOT will be reviewed in conjunction with the upcoming recommendation efforts. Additionally, each of the study areas were also reviewed over a ten (10) year period for both bicycle and pedestrian crashes, which are summarized below in *Table 10*.

Table 10: Bike & Pedestrian Crash Summary – All Growth Areas

Growth Area	# of Ped Crashes	# of Bike Crashes
North Windham Growth Area	8	6
Central Windham Growth Area	2	1
Residential Growth Area	1	0
South Windham Growth Area	2	0

As shown in Table 10, the majority of the bike and pedestrian crashes are located within the North Windham Growth Area.

Field Data Collection

North Windham Growth Area

The North Windham Growth Area is approximately 3.25 square miles in size and is centered around Roosevelt Trail (Route 302) and Tandberg Trail (Route 115) intersection. A portion of this area is



directly adjacent to the Arlington School property. A majority of sidewalks in the direct vicinity of the intersection varied in width from four (4) to five (5) feet, and were bituminous with granite curbs. Crosswalks at signalized intersections had pedestrian signals and pedestrian actuated buttons. However, not all buttons were located within the ten (10) inch maximum reach requirement, or are within an area considered ADA accessible.

Further from the intersection, there is an existing sidewalk network along the eastern side of Roosevelt Trail and the northern side of Tandberg Trail. This network extends to nearly the entire extent of the North Windham Growth Area. Approximately five (5) total miles of sidewalks were mapped within this area, with around 89% of the sidewalks found graded from “Excellent” to “Fair”. Although there is an existing

sidewalk along almost the entirety of the northern side of the Tandberg Trail, there are few sidewalks on the south side, thus resulting in few opportunities for crosswalks. However, it should be noted that the proposed North Windham Moves project will provide a new sidewalk along the South side of Tanberg Trail in this area.

A similar pedestrian movement issue is prevalent along the western side of Roosevelt Trail, as most existing pedestrian infrastructure largely exists exclusively along the eastern side. There are only a limited and highly segmented number of existing sidewalks along the western side of Route 302. During our field assessment, several occasions were observed where gaps within the sidewalk network resulted in pedestrians attempting to cross the road outside of allocated crossing areas instead of traversing to the nearest crosswalk. Pedestrian facilities along Route 302, adjacent to the Manchester School were generally graded as “Severe”, with portions of the sidewalk crumbling and other portions overgrown



with organic material encroaching from neighboring properties. Some areas were also found to present potential for mobility impediments. These areas will also be reconstructed as a part of the proposed North Windham Moves project. Those project limits can be found on Map 2 in Appendix 1.



Crosswalk on school property
(Windham High School)

Central Windham Growth Area:

The Central Windham Growth Area is approximately 3.46 square miles in size, and contains major pedestrian generators, including the Windham High School and Windham Middle School. There is also a variety of isolated residential development scattered around this growth area. No sidewalk connections currently exist between these subdivisions or residential areas and the High School. Additionally, within this area are the recreational courts and community gardens located on the eastern side of Gray Road near the Windham Fire Rescue property. Approximately five (5) miles of sidewalks and twenty-five (25) crosswalks were identified within this area, with 91.6% of the sidewalks being graded between “Excellent” to “Fair”.

Approximately half of the sidewalks and crosswalks mapped within this area are in close proximity to the Windham High School property. Sidewalks in this area are approximately 4.5 to 5.5’ wide and are bituminous

with granite curb. Sidewalks directly adjacent to the high school are concrete. It is important to note that none of the crossings within the mapped area contained pedestrian signalization such as a rectangular rapid flashing beacons (RRFB) and many landings containing detectable warning field placement that was not ADA compliant.

Residential Growth Area:

The Residential Growth Area is approximately 2.65 square miles in size and the majority of the area is zoned “Residential Medium” and “ Village Residential”. This growth area does not include any major commercial or educational pedestrian generators. 88.2% of the sidewalk in this area are graded between fair and excellent. Sidewalks in this area are mostly bituminous varying from 4.5’-5.0’ in width and are within residential neighborhoods which are typically separated by a grassed or landscaped esplanade. Zero painted/delineated crosswalks were mapped in the entirety of the growth area along public ways. There are several pockets of pedestrian facilities within the subdivisions along Varney Mill Road, one of the main collectors in this growth area. Varney Mill Road, has no defined pedestrian facilities along it and thus offers few pedestrian connections between neighborhoods. Varney Mill Road has gravel shoulders from the Falmouth Road intersection to the intersection of Tanberg Trail.



Residential sidewalk graded ‘Good’
along Goldfinch Dr.

South Windham Growth Area:

The South Windham Growth Area is approximately 1.11 square miles in size, and contains nearly two (2) miles of mapped sidewalks. Pedestrian facilities are largely centered along Main Street and at the Main Street-Depot Street intersection. Sidewalks in this particular area are generally in the best condition of the growth areas, with 91.4% receiving a grade of “Excellent” to “Fair”. Many of the sidewalks with the “Excellent” grade are due to new construction, or have been recently reconstructed. Sidewalks in this area range from 5.0’-6.0’ in width the curb materials varies between granite at the new construction to bituminous as you travel north.

A total of eight (8) crosswalks were located within this growth area, six (6) of which were controlled by pedestrian actuated RRFBs. There is also a segment of the Mountain Division Trail that bisects this growth area, and contains multi-use pathways that connect Windham to the surrounding, regional network.



*Sidewalk graded at ‘Excellent’
(Main Street)*

Traversing away from the Main Street and Depot Road intersection, sidewalk grades generally decrease from “Good” to “Fair” particularly along the northern edge of the growth area. High Street intersects Depot Street, and contains a sidewalk along its western side. This segment is generally graded from “Fair” to “Poor”. Facilities located along High Street generally link the residential use areas directly to the adjacent Village District.



*RRFB controlled crosswalk
on River Road*



*Sidewalk graded at ‘Poor’
(Main Street)*

Closing

Sebago has completed the existing conditions inventory analysis to provide a foundation for the forthcoming public engagement process and active transportation recommendation development. Given the information contained herein, we are prepared to move to the next stage of the project to obtain input from the Town of Windham. Sebago will work with GPCOG to compile feedback and other information to develop the recommendations and conceptual plans.

In the interim, please let us know if you have any questions or considerations in response to this memorandum. We thank you for your work and continued coordination throughout this project, and look forward to its successful implementation.

Sincerely,



Bradley Lyon, PE, PTOE
Vice President, Transportation Engineering



Brett Wiemken
Planning Consultant/Project Manager

CC: Nicole Conant, PE, *Director of Project Delivery (STI)*
Aaron Radziucz, EI, *Transportation Engineer (STI)*
Maria Morris, *GIS Specialist (STI)*

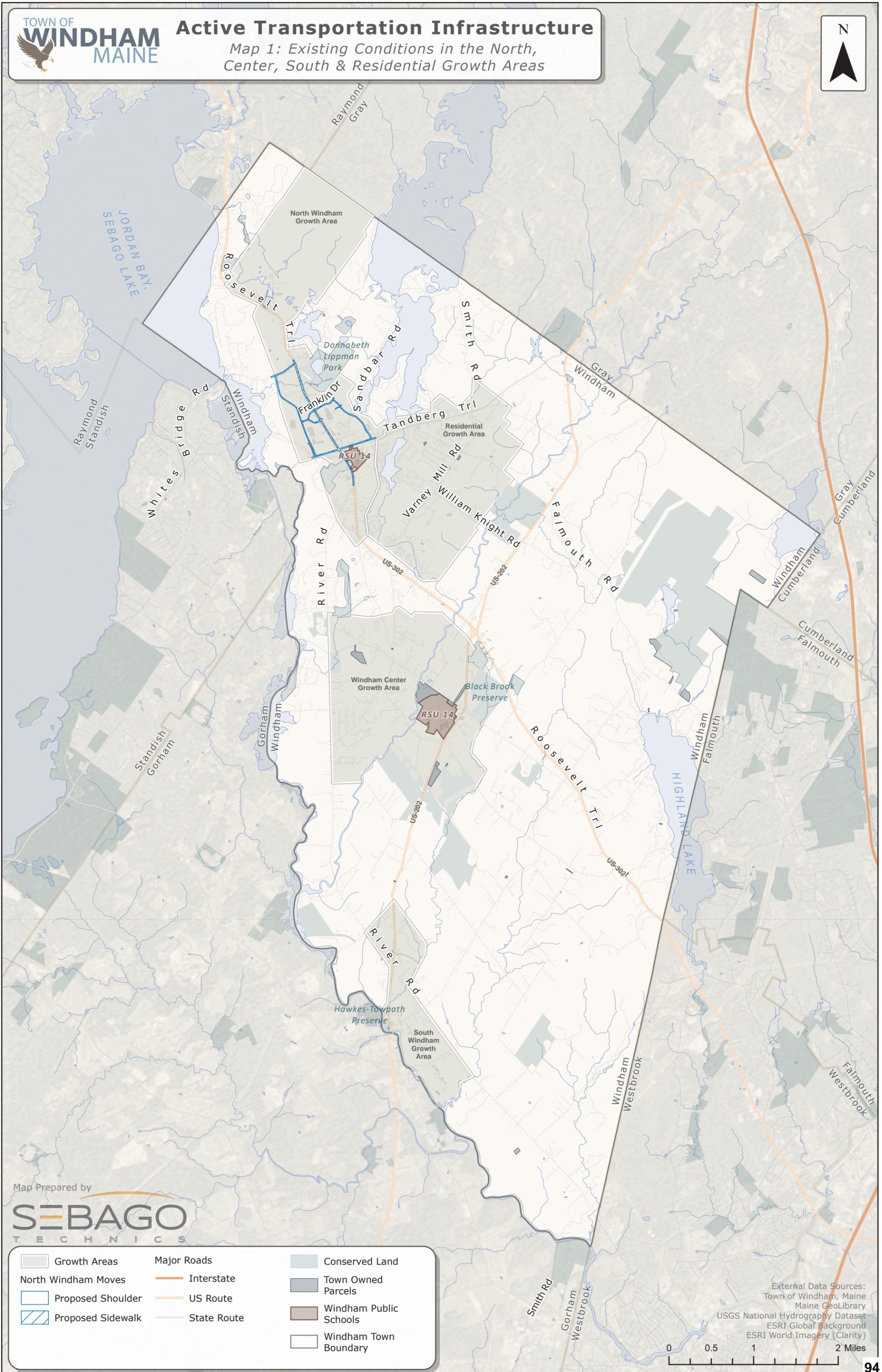
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- Appendix 1: Existing Conditions Maps
 - Map 1: Overall Windham Growth Area Location Map
 - Map 2: North Windham Growth Area Existing Conditions Map
 - Map 3: Residential Growth Area Existing Conditions Map
 - Map 4: Windham Central Growth Area Existing Conditions Map
 - Map 5: South Windham Growth Area Existing Conditions Map
- Appendix 2: Glossary of Terms & Definitions Summary
- Appendix 3: GPCOG Technical Memorandum of Document Review

Appendix 1 – Existing Conditions Maps

Active Transportation Infrastructure

Map 1: Existing Conditions in the North, Center, South & Residential Growth Areas



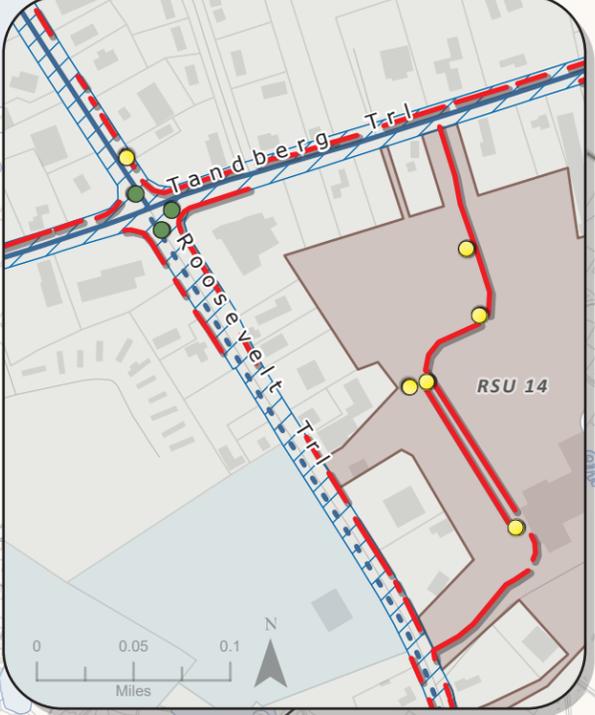
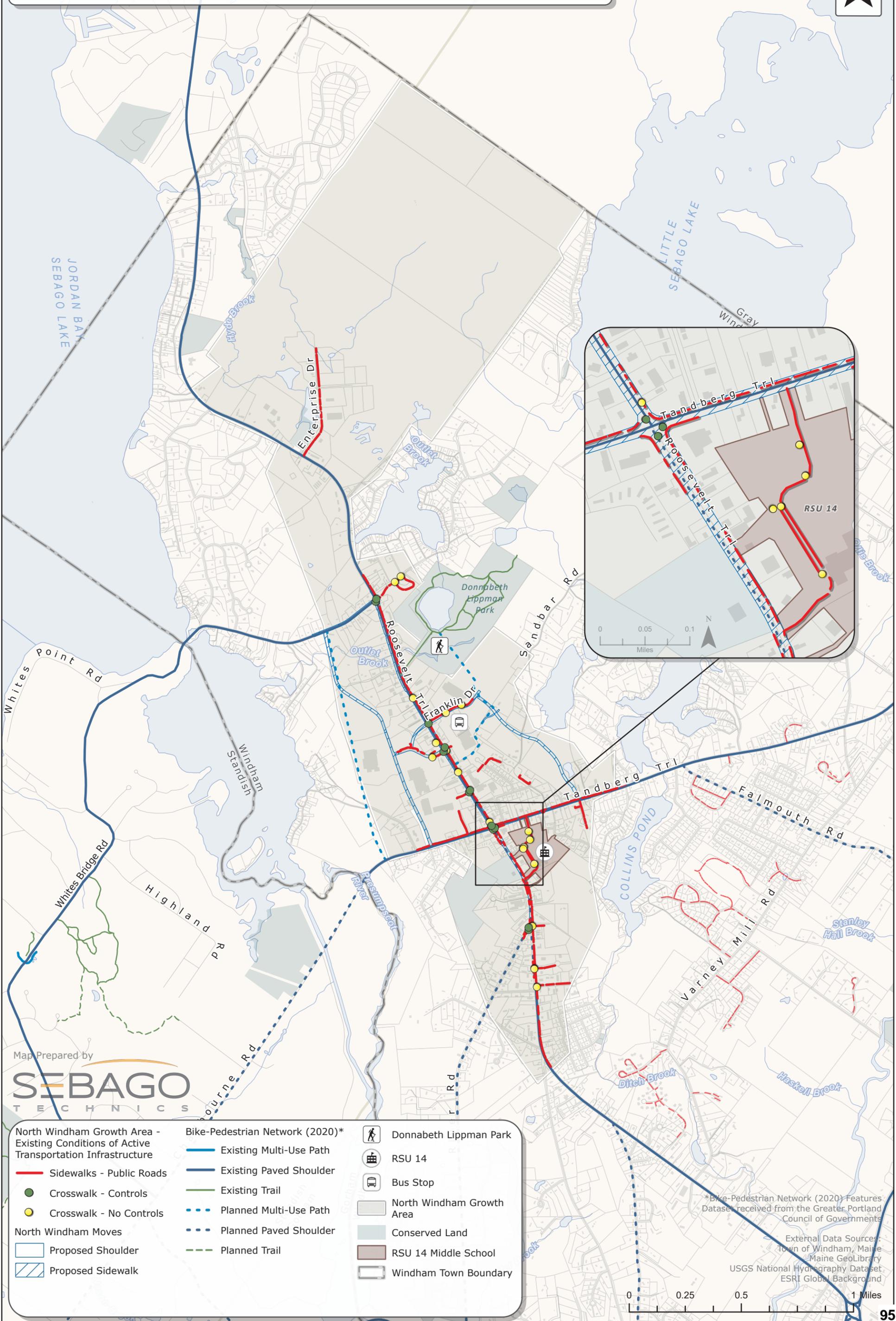
Map Prepared by

SEBAGO
TECHNICS

- | | | |
|---------------------|-------------|------------------------|
| Growth Areas | Major Roads | Conserved Land |
| North Windham Moves | Interstate | Town Owned Parcels |
| Proposed Shoulder | US Route | Windham Public Schools |
| Proposed Sidewalk | State Route | Windham Town Boundary |

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background
ESRI World Imagery (Clarity)

0 0.5 1 2 Miles



- North Windham Growth Area - Existing Conditions of Active Transportation Infrastructure
- Sidewalks - Public Roads
 - Crosswalk - Controls
 - Crosswalk - No Controls
- North Windham Moves
- Proposed Shoulder
 - Proposed Sidewalk

- Bike-Pedestrian Network (2020)*
- Existing Multi-Use Path
 - Existing Paved Shoulder
 - Existing Trail
 - Planned Multi-Use Path
 - Planned Paved Shoulder
 - Planned Trail

- Donnabeth Lippman Park
- RSU 14
- Bus Stop
- North Windham Growth Area
- Conserved Land
- RSU 14 Middle School
- Windham Town Boundary

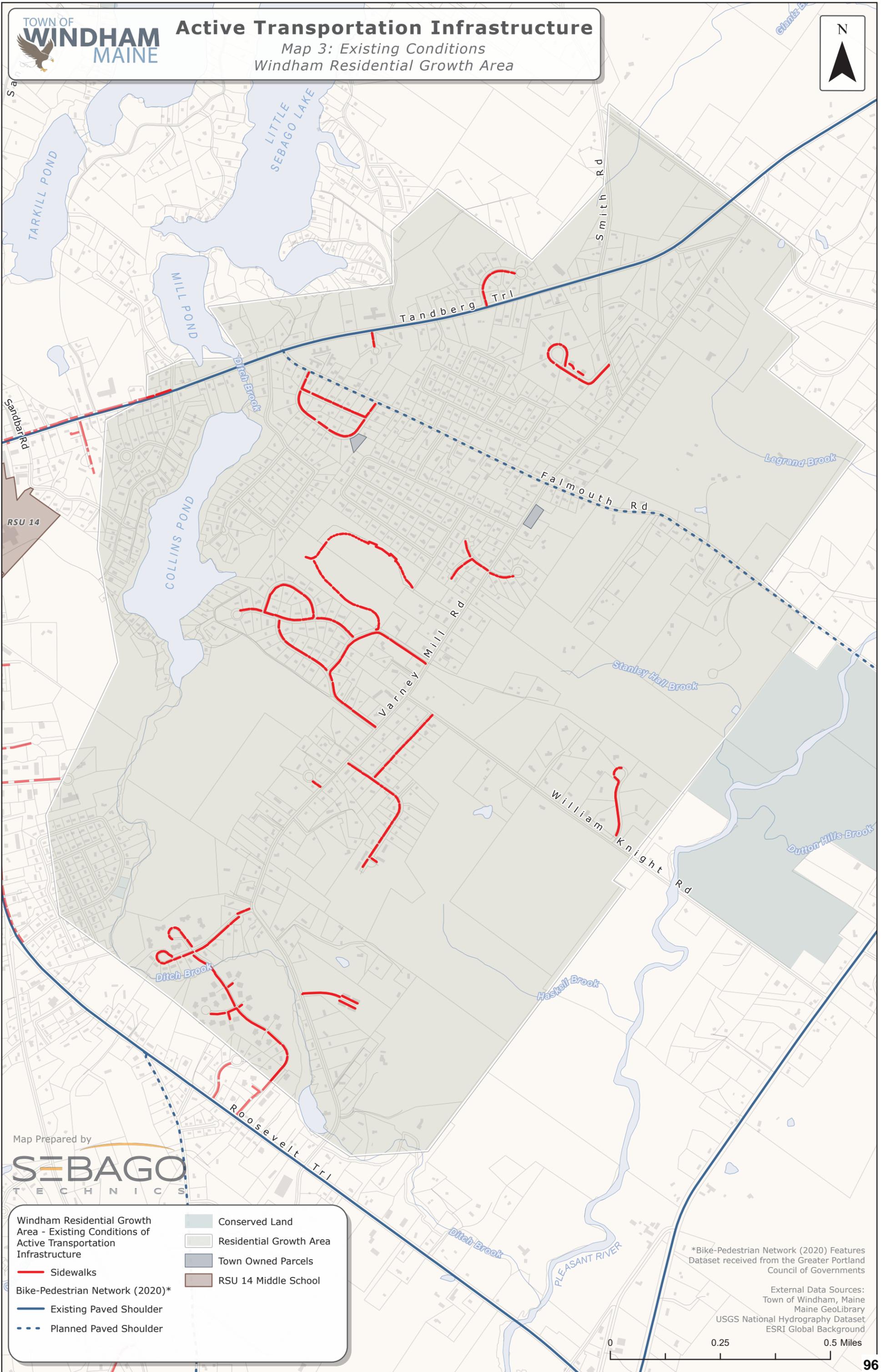
*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background



Active Transportation Infrastructure

Map 3: Existing Conditions
Windham Residential Growth Area



Map Prepared by



- | | |
|---|-------------------------|
| Windham Residential Growth Area - Existing Conditions of Active Transportation Infrastructure | Conserved Land |
| Sidewalks | Residential Growth Area |
| Bike-Pedestrian Network (2020)* | Town Owned Parcels |
| Existing Paved Shoulder | RSU 14 Middle School |
| Planned Paved Shoulder | |

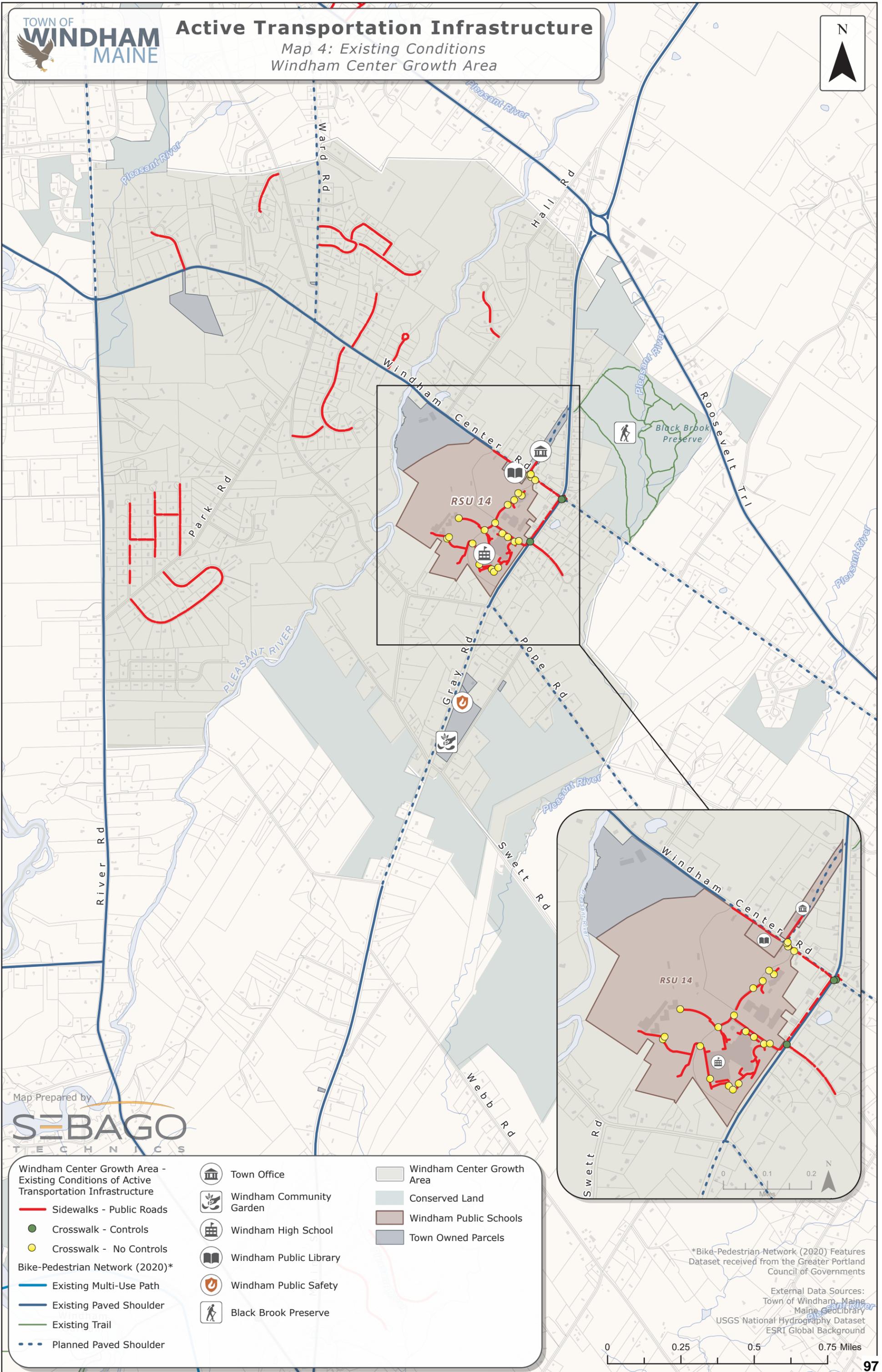
*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background

0 0.25 0.5 Miles

Active Transportation Infrastructure

Map 4: Existing Conditions
Windham Center Growth Area



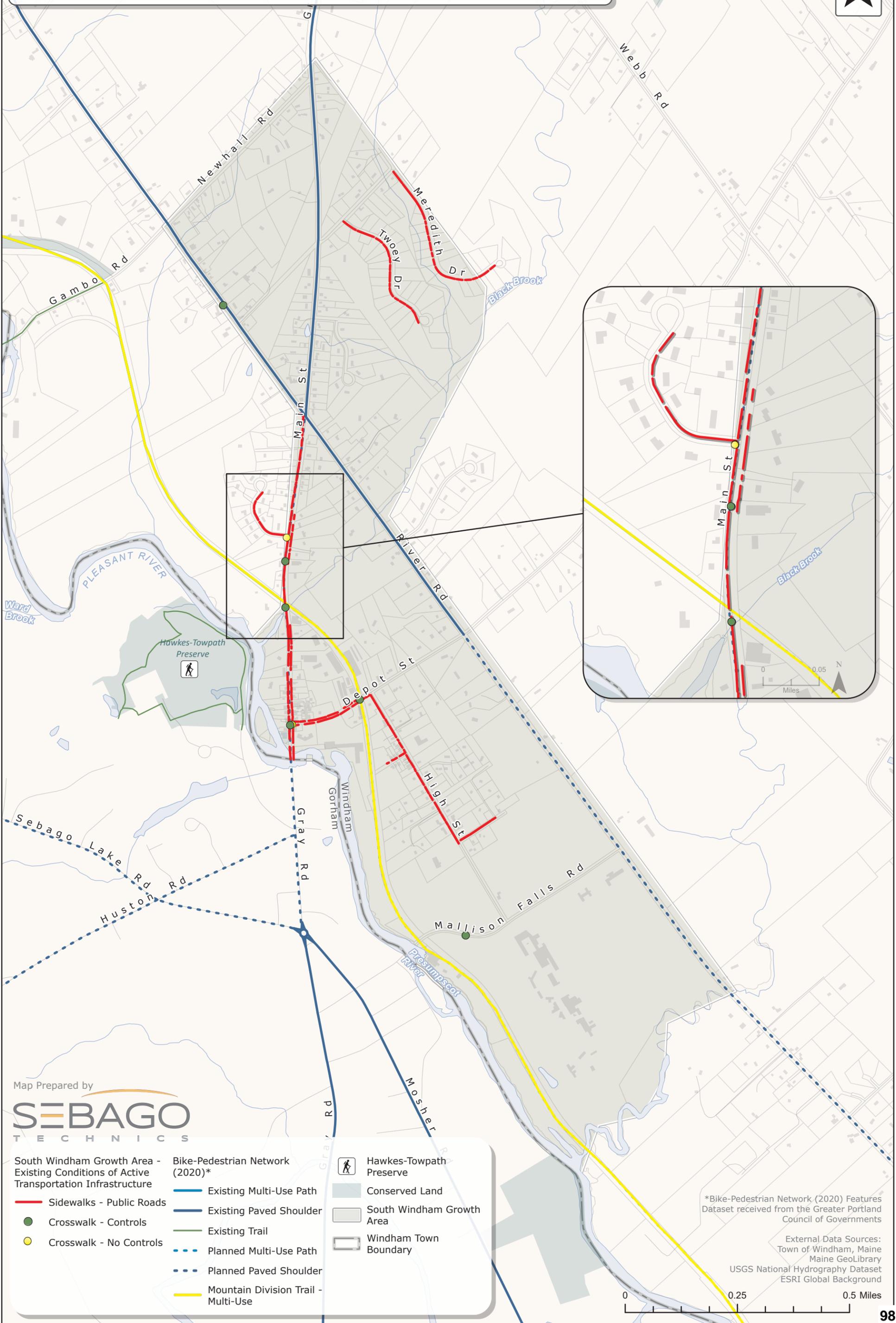
Map Prepared by
SEBAGO
TECHNICS

- | | | |
|---|---|--|
| <ul style="list-style-type: none"> Windham Center Growth Area - Existing Conditions of Active Transportation Infrastructure — Sidewalks - Public Roads ● Crosswalk - Controls ● Crosswalk - No Controls Bike-Pedestrian Network (2020)* — Existing Multi-Use Path — Existing Paved Shoulder — Existing Trail - - - Planned Paved Shoulder | <ul style="list-style-type: none"> Town Office Windham Community Garden Windham High School Windham Public Library Windham Public Safety Black Brook Preserve | <ul style="list-style-type: none"> Windham Center Growth Area Conserved Land Windham Public Schools Town Owned Parcels |
|---|---|--|

*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine Geolibary
USGS National Hydrography Dataset
ESRI Global Background

0 0.25 0.5 0.75 Miles



Map Prepared by



South Windham Growth Area -
Existing Conditions of Active
Transportation Infrastructure

- Sidewalks - Public Roads
- Crosswalk - Controls
- Crosswalk - No Controls
- Existing Multi-Use Path
- Existing Paved Shoulder
- Existing Trail
- - - Planned Multi-Use Path
- - - Planned Paved Shoulder
- Mountain Division Trail - Multi-Use

- Hawkes-Towpath Preserve
- Conserved Land
- South Windham Growth Area
- Windham Town Boundary

*Bike-Pedestrian Network (2020) Features Dataset received from the Greater Portland Council of Governments

External Data Sources:
Town of Windham, Maine
Maine GeoLibrary
USGS National Hydrography Dataset
ESRI Global Background

0 0.25 0.5 Miles

Appendix 2 - Definitions and Summary Tables

Appendix 2. Glossary and Definitions

Table 2.A. Field Assessment Data Definitions

Feature Type	Definition
Sidewalk	Designated non-motorized pedestrian way adjacent to vehicular roadway
Crosswalk	Designated crossing as indicated by paint striping and/or signage and crossing controls
Bike Lane	Designated travel lane with striping for bicycle transportation
Trail Intersection	Trail head locations at intersections with roadways
Signs & Fixed Structures	Signage and structures such as school zone, pedestrian crossing signage, and speed limit signage and radar.
Paved Shoulders	Paved unprotected path adjacent to roadway that may or may not be safely navigable by non-motorized and motorized users (pedestrians, bicycles, e-bikes, etc), regardless of intended use.

Table 2.B. Sidewalk Condition Definitions

Grade	Definition
Excellent	Sidewalk has no observable structural or cosmetic defects
Good	Sidewalk has no observable structural defects, sidewalk has some cosmetic defects
Fair	Sidewalk has observable minor structural defects such as cracking or rutting but is still navigable
Poor	Sidewalk has observable structural defects such as cracking, rutting, crumbling, that impedes navigation
Severe	Sidewalk has major structural defects that impede navigation and present potential hazards to users

Active Transportation Field Assessment Database Structure

Table 2.C. Sidewalk Feature Attributes

Condition	Width (ft)	Material	Separated (Y/N)	Tip-Down (Y/N)	Detectable Warning Field (Y/N)	Notes
Excellent Good Fair Poor Severe	Width in feet measured to inside of curb	Asphalt Concrete Brick Gravel Dirt Other	Is sidewalk separated from roadway by landscaping or infrastructure?	Does sidewalk have a curb tip-down at either end?	Does Tip-Down have a Detectable Warning Field?	

Table 2.D. Crosswalk Feature Attributes

Tip-Down (Y/N)	Detectable Warning Field (Y/N)	Crossing Control (Y/N)	Raised (Y/N)	Notes
Does sidewalk have a curb tip-down at either end?	Does Tip-Down have a Detectable Warning Field?	Is there a pedestrian control device present? i.e RRFB or Pedestrian Signal	Is crosswalk raised?	

Table 2.E. Crossing Control Attributes

Button (Y/N)	Tactile (Y/N)	Audible (Y/N)	Flashing Lights (Y/N)	Countdown Timer (Y/N)	Time to Cross (seconds)	Notes
Does the control device have a pedestrian actuated crossing button?	Does the crossing button include tactile features, such as raised directional arrows?	Does the control include audible features such as beeping or voice commands?	Does the control include flashing lights as indicators to vehicles?	Does the control include a countdown timer?	What is the time to cross (in seconds)?	

Active Transportation Existing Conditions Summary

Table 2.F. Overall Feature Counts

Sidewalks (approx. miles)	Crosswalks	Bike Lanes
16	63	0

Table 2.G. Study Area Size (Approx. Square Miles)

North Windham Growth Area	South Windham Growth Area	Windham Center Growth Area	Residential Growth Area
3.25	1.11	3.46	2.65

Table 2.H. North Windham Growth Area Summary

Sidewalks (approx. miles)	Sidewalk Condition (% Fair – Excellent)	Crosswalks	Crosswalks w/ Controls
5	88.6%	30	12

Table 2.I. Residential Growth Area Summary

Sidewalks (approx. miles)	Sidewalk Condition (% Fair-Excellent)	Crosswalks	Crosswalks w/ Controls
4	88.2%	0	0

Table 2.J. Windham Center Growth Area Summary

Sidewalks (approx. miles)	Sidewalk Condition (% Fair-Excellent)	Crosswalks	Crosswalks w/ Controls
5	91.6%	25	3

Table 2.K. South Windham Growth Area Summary

Sidewalks (approx. miles)	Sidewalk Condition (% Fair-Excellent)	Crosswalks	Crosswalks w/ Controls
2	91.4%	8	6

Appendix 3 – GPCOG Technical Memorandum of Document Review

Technical Memorandum #1

Document Review

Windham Active Transportation Plan

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Town of Windham Publications

[Plan Windham: Comprehensive Master Plan \(2016\)](#)

Future Land Use (pp. 27-30)

- **Three Growth Areas (p. 30)**
 - North Windham
 - Envisioned to be the active mixed use, commercial center of Windham. Stretches from north of the Pleasant River along Route 302 to the Raymond town line.
 - Windham Center
 - Also known as Windham Hill and Popeville. This area serves as the civic core of the community, and as such, more walkable, connected residential development should be encouraged in this area. Located between River Road and Route 202, north of Swett Road and south of the Rotary at Routes 302/202 and south of Otterbrook Drive off River Road.
 - South Windham
 - Known as “the Village”, this area encourages additional higher density residential development, as well as local and village-scale commercial development. Located in the area immediately north, east, and south of the intersection of Route 202 and River Road.
 - A map illustrating the growth areas within the Town is available on p. 29.

The Four Big Things (pp. 31-34)

The four big things are high priority subject areas identified in the plan that summarize the results of public engagement efforts and implement the goals & strategies of the plan. These are seen as subjects that the Town Council and the community at large should prioritize in the short term.

- **Big Thing #1 – Change the game for Windham’s Growth Areas: North Windham, Windham Center, South Windham**
 - Windham needs to begin thoughtfully and proactively laying the groundwork for these three traditional activity centers to become true centers for Windham. These three areas are very unique within Windham, and these differences are great strengths that allow for different types and scales of neighborhood development that will make Windham a community for all people, ages, and economic means. This Big Thing is all about expanding the range of options available for people to choose from when considering Windham for a home or a place to start or expand a business.
- **Big Thing #2 – Create a North Windham to be proud of**

- North Windham is the economic and social center for the community. Most in the community feel that we should be building on North Windham’s success to ensure that it is successful economic and social center for future generations to come. In order to inspire pride of place and transform North Windham from a major convenience retail center to a place where people choose to spend time, play and recreate, work and live, improvements and investments need to be made. These upgrades include changes to North Windham’s transportation network, installation of new infrastructure for wastewater treatment and high speed broadband internet services and doing our best to ensure that when new development or redevelopment is proposed, sites are designed to become high-quality assets to the community.
- **Big Thing #3 – Invest in Rural Windham to keep it rural**
 - Preservation of rural character and protecting important open spaces and scenic views has been a focal point of many prior planning efforts in Windham. Getting serious about Rural Windham means making investments to purchase outright, or at least the develop rights, to the most special and iconic rural land in the community.
- **Big Thing #4 – Focus on Community Facilities and Programs**
 - Includes prioritizing the basic maintenance of existing facilities, which include roads, municipal and school buildings, and park and recreation lands, as well as address the needs of a growing community from the standpoints of athletic facilities and community center space.

Conditions and Trends

Bicycle and Pedestrian Facilities (pp. 130-132)

- Windham’s bicycle and pedestrian networks are limited. Current challenges include an incomplete sidewalk network, a lack of crosswalks and sufficient pedestrian crossing signals, large expanses of parking lots (especially along Route 302 in North Windham), a lack of safe bicycle routes and racks. Existing sidewalks are primary located in North Windham, Windham Center, and South Windham neighborhoods.
- In South Windham, sidewalks of varying condition link to existing sidewalks in Gorham, and provide access to commercial areas. In North Windham, sidewalks extend along both sides of Route 302 with some consistency, but locating pedestrian crossings is still challenging due to the sheer volume of traffic in the area and the lane configuration. In Windham Center, home to the Town Office, library, skate park and RSU 14 School Complex, there is limited sidewalk and shoulder infrastructure of varying condition. Following a similar effort by MaineDOT, the town recently adopted a Complete Streets Policy that requires the town to consider bicycle pedestrian facilities as part of any transportation project.

- There are no designated bike lanes in Windham. Routes 302 and 202 are still popular for biking with paved shoulders adequate for biking.
- The Mountain Division Trail also provides a five-mile paved trail that's connects Standish, Windham and Gorham and allows access to bicycles.

Analysis

Bicycle and Pedestrian Networks (pp. 136-137)

- In recent years, the Greater Portland Council of Governments (GPCOG) conducted a sidewalk analysis of both the North Windham and Windham Center areas. Although both assessments identify many gaps in the networks and recommend potential infrastructure upgrades for sidewalks and shoulders, there is potential to build a stronger network for bicycle and pedestrian access. Additionally, there are also opportunities for potential off-road connections for cyclists and people who want to walk or jog. Trails along existing utility corridors could be improved or even paved to provide the type of opportunities enjoyed by users of the Mountain Division Trail described above. Overhead electrical and separate buried oil and natural gas pipeline corridors all traverse Windham in north/south direction. These corridors are in close proximity in the North Windham area and generally run parallel with Route 302 on the western side of that road until they cross in the vicinity of Enterprise Drive. Overhead electrical transmission lines run from just north of Forest Lake on the Gray town line to just north of South Windham Village, roughly in a northeast/southwest direction.

[North Windham Moves: Regional Mobility, Local Access \(2022\)](#)

This study focuses on transportation improvements along Route 302 in the North Windham area. The purpose of this study is to evaluate, analyze and improve local mobility and accessibility for the North Windham Downtown District while also providing for safety and mobility improvements for regional users along the Route 302 corridor. This study will consider new local connector roads, access management, and corridor & intersection improvements for all transportation modes.

Recommendations (pp. 35-42)

- The study recommends several opportunities to improve mobility for all users in North Windham. Examples include:
 - East Connector Road, Middle Connector Road, West Connector Road (pp. 35-36)
 - Construction of three new connector roads to direct traffic off of Route 302 with the intention to serve as local roads providing access to local businesses.
 - These roads will include 3 ft. paved shoulders and 5 ft. sidewalk on one side, and 10 ft. multiuse paths on the other side.

- Formalizing Local Streets (p. 36)
 - Transforming accessways into local streets, complete with sidewalks, street trees, and lighting. Provides access to recommended connector roads system.
- Route 302, Route 35/155, Improvements (p. 37)
 - Improvements include building new sidewalks in all areas where sidewalks are not currently present. Rebuild existing sidewalks that are not compliant, lack curb reveal or have major obstructions within their walking space. Provide crosswalks at all signalized intersection approaches with ADA compliant sidewalk landings and ramps.
- Whites Bridge Road Improvements (p. 37)
 - Improvements include a new 10 ft. multiuse path connecting the new intersection at West Connector Road with Route 302.
- Traffic Calming Opportunities (p. 40)
 - Installing traffic calming tools such as speed tables, raised crosswalks, raised intersections, etc. along the recommended connector road segments.

GPCOG Publications

[Connect 2045: A Long-Range Transportation Plan for Greater Portland, Maine \(2022\)](#)

Federal law requires that all urbanized areas with populations over 50,000 in the United States develop a long-range transportation plan (LRTP) to maintain eligibility for federal programs. The LRTP serves two major functions:

- It establishes the collective vision and goals of the region.
- It guides decision-making and prioritizes investments.

Vision & Goals (pp. 87-93)

- Our Vision: All people have access to transportation choices that are safe, reliable, and environmentally responsible. The transportation system optimizes infrastructure, reduces harm to the environment, and supports great places and a thriving economy.
- Our Goals:
 - Provide Equitable Access
 - Support Great Places
 - Improve Safety
 - Expand Choices
 - Protect the Environment

- Optimize Infrastructure

The Bicycle & Pedestrian Network (pp. 28-31)

- Complete Streets (p. 29)
 - Complete Streets provide convenient, safe, and equitable access on our roads for all users.
 - Roads that are planned and designed using a Complete Streets approach often include: sidewalks, frequent and safe crossings, accommodation for bikes (bike lanes, shared lanes, or paved shoulders), accessible transit stops, and narrower travel lanes to slow traffic, among other features.
 - Page 30 illustrates the bicycle & pedestrian network in the PACTS region and shows both existing and proposed on and off-road facilities.
- Regional Off-Road Routes, including the map on p. 31
 - Several local groups are advocating for the build out of a regional off-road trail network that would connect multiple communities and key destinations in the region.
 - The proposed Mountain Division trails would be built along rail corridors.

Roadway/Multimodal Fiscally Constrained Projects (pp.121-123)

- Federal regulations require the LRTP to include a list of projects that are within our fiscal constraints over the next 20 years. Projects included in the LRTP are aligned with the LRTP's goals; however, inclusion in the plan does not guarantee a project will be funded. Funding decisions are ultimately made when PACTS and MaineDOT select projects for the Transportation Improvement Program (TIP). [Mountain Division Rail-Trail - Sebago to the Sea](#) (Windham to Bridge St. in Westbrook) was identified as a fiscally constrained project and included in the plan.

[PACTS Regional Complete Streets Policy \(2024\)](#)

Goals (p. 4)

- The goals of the PACTS Regional Complete Streets Policy are:
 - Consider All Users
 - Complete the Network
 - Promote Great Design
 - Apply to All Projects and Phases

Key Principles (p. 4)

- Key principles provide direction and inform the process of identifying, screening, prioritizing, and implementing transportation projects.
 - Safety: Ensure safety for all street users
 - Space: Support the needs of all users

- Balance: Balance mobility needs between modes
- Appropriateness: Complement surrounding land uses, environment, and community
- Sustainability: Address air and water quality
- Equity: Ensure equity

All Projects and Phases (p. 6)

- Every transportation improvement project should be approached as an opportunity to create safer, more accessible, and connected roadways for all users. This policy applies to all phases of project development including planning, programming, design, right-of-way acquisition, construction, construction engineering, reconstruction, and operations as well as any cross-sectional change to transportation facilities within street rights-of-way such as capital improvements, re-channelization projects and major maintenance such as resurfacing, repaving, restriping, and rehabilitation.

Design Guidelines (pp. 8-9)

- Municipalities are encouraged to consult best practices' design guidelines, standards, and resources—including, but not limited to, the [design publications recommended by FHWA](#) and the PACTS resources:
 - [PACTS Update to Regional Bicycle and Pedestrian Facility Design Guidelines-Region of Portland, Maine, 2015](#)
 - PACTS Regional Complete Streets Guidebook, to be completed in 2025

Appendix A: Publications & References

Publications

- [Plan Windham: Comprehensive Master Plan, 2016 Update](#)
- [North Windham Moves: Regional Mobility, Local Access](#)
- [Connect 2045: A Long-Range Transportation Plan for Greater Portland, Maine](#)
- [PACTS Regional Complete Streets Policy](#)

References

- Plan Windham: Comprehensive Master Plan, 2016 Update
 - Future Land Use map, p. 29
- Connect 2045: A Long-Range Transportation Plan for Greater Portland, Maine
 - Regional Off-Road Routes map available on p. 31
 - Project application: Mountain Division Rail-Trail - Sebago to the Sea (Windham to Bridge St. in Westbrook), Appendix C, p. 64
- PACTS Regional Complete Streets Policy
 - FHWA-recognized publications, <https://www.fhwa.dot.gov/design/altstandards/>
 - [PACTS Update to Regional Bicycle and Pedestrian Facility Design Guidelines-Region of Portland, Maine, 2015](#)



APPENDIX B

Summary of Public Survey

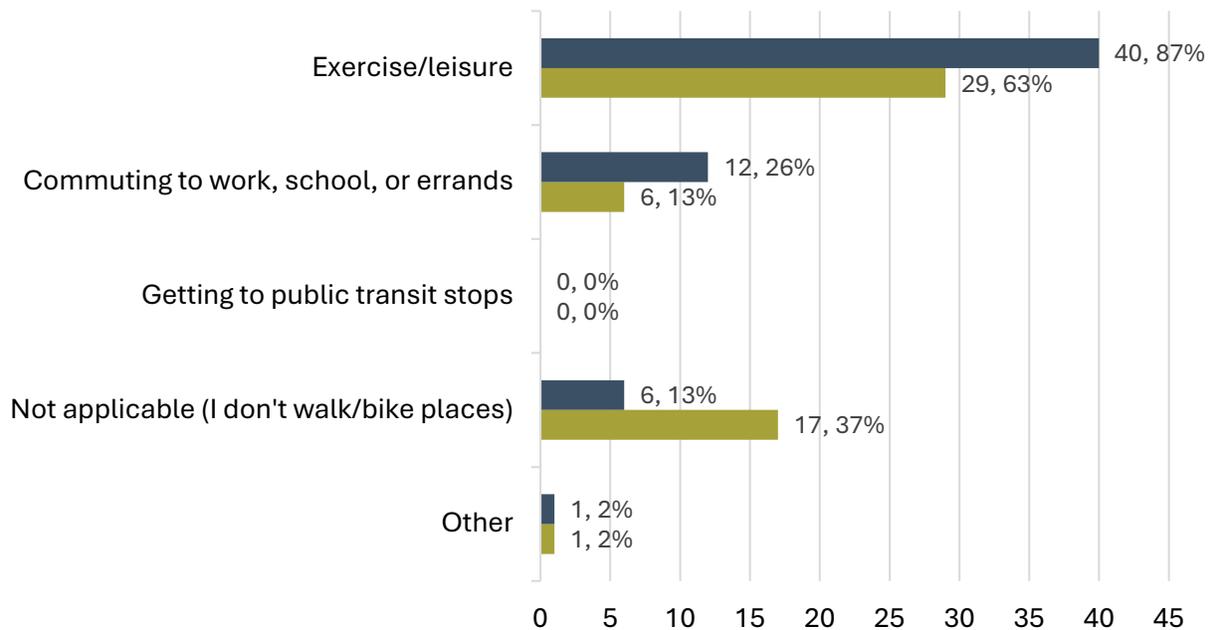
Windham Active Transportation Plan Survey Analysis

Introduction

A survey was conducted in December of 2025 to gather public input for the Windham Active Transportation Plan. The survey received 46 responses, providing insight into residents' walking and biking habits, perceived challenges, and potential improvements for active transportation in Windham. This report presents the findings of the survey. It is important to note that this is a relatively small sample of Windham residents so results may not be representative of Windham as a whole.

Q1 & Q2: Reasons for walking & biking

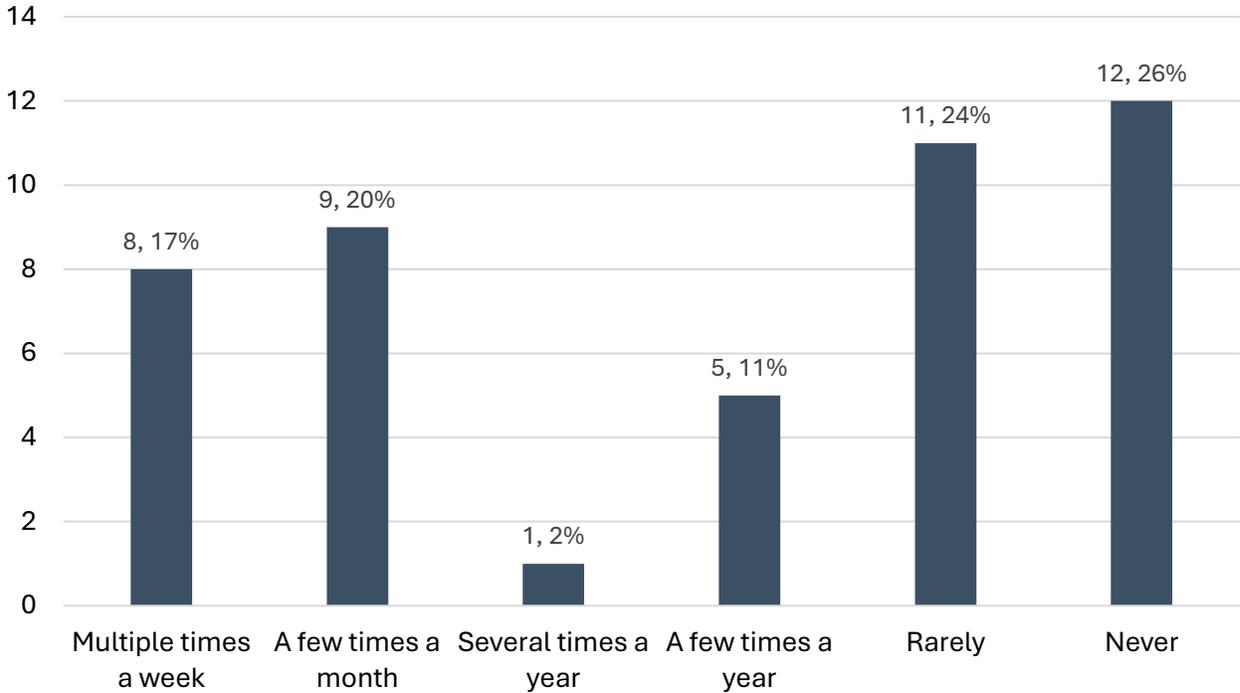
Why do you walk and bike in Windham?



Summary: More respondents walk than bike, with 87% (40 respondents) reporting that they walk and 63% (29 respondents) reporting that they bike. Five respondents indicated that they neither walk nor bike. All respondents who walk or bike reported doing so for exercise/leisure. Additionally, 26% (12 respondents) walk and 13% (6 respondents) bike to commute. No respondents walk or bike to access transit stops. One respondent noted that they walk/bike on Windham roads to get to trails.

Q3: Frequency

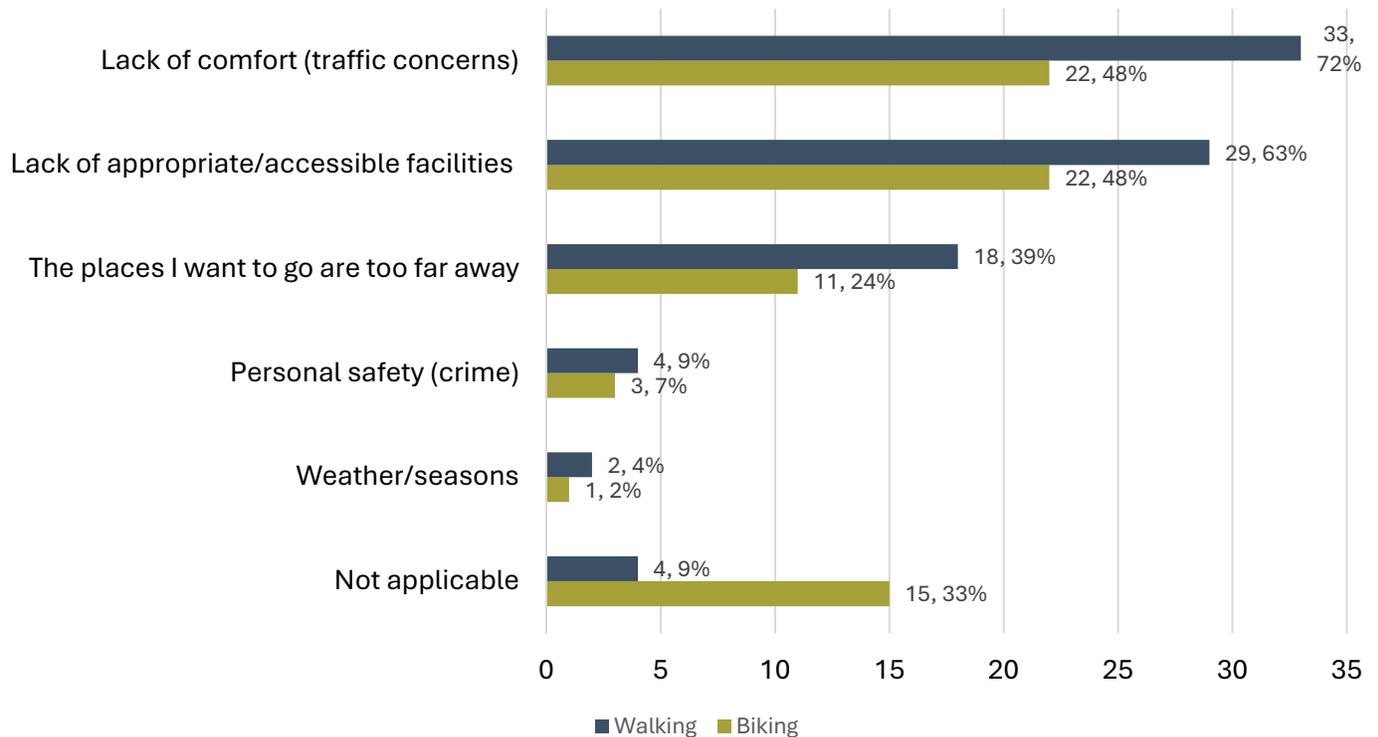
How often do you walk or bike to your destination in Windham?



Summary: Around 70% (34) of respondents walk or bike to their destination in Windham at least some of the time, with half of those people doing so relatively often (a few times a month or more), and half doing so less frequently.

Q4 & Q5: Barriers

What barriers prevent you from walking and biking as often as you would like?



Summary: Pedestrians and bicyclists identified similar barriers that prevent them from using these modes. Both identified traffic concerns and lack of facilities as the top concerns. Distance was a barrier as well, while relatively few people identified personal safety as a barrier. In addition to the options given in the survey, 2 respondents identified winter weather as a barrier to walking and/or biking.

Q6: Improvements

What improvements to Windham’s biking or walking facilities do you believe would be most effective at encouraging more residents to walk or bike to their destinations?

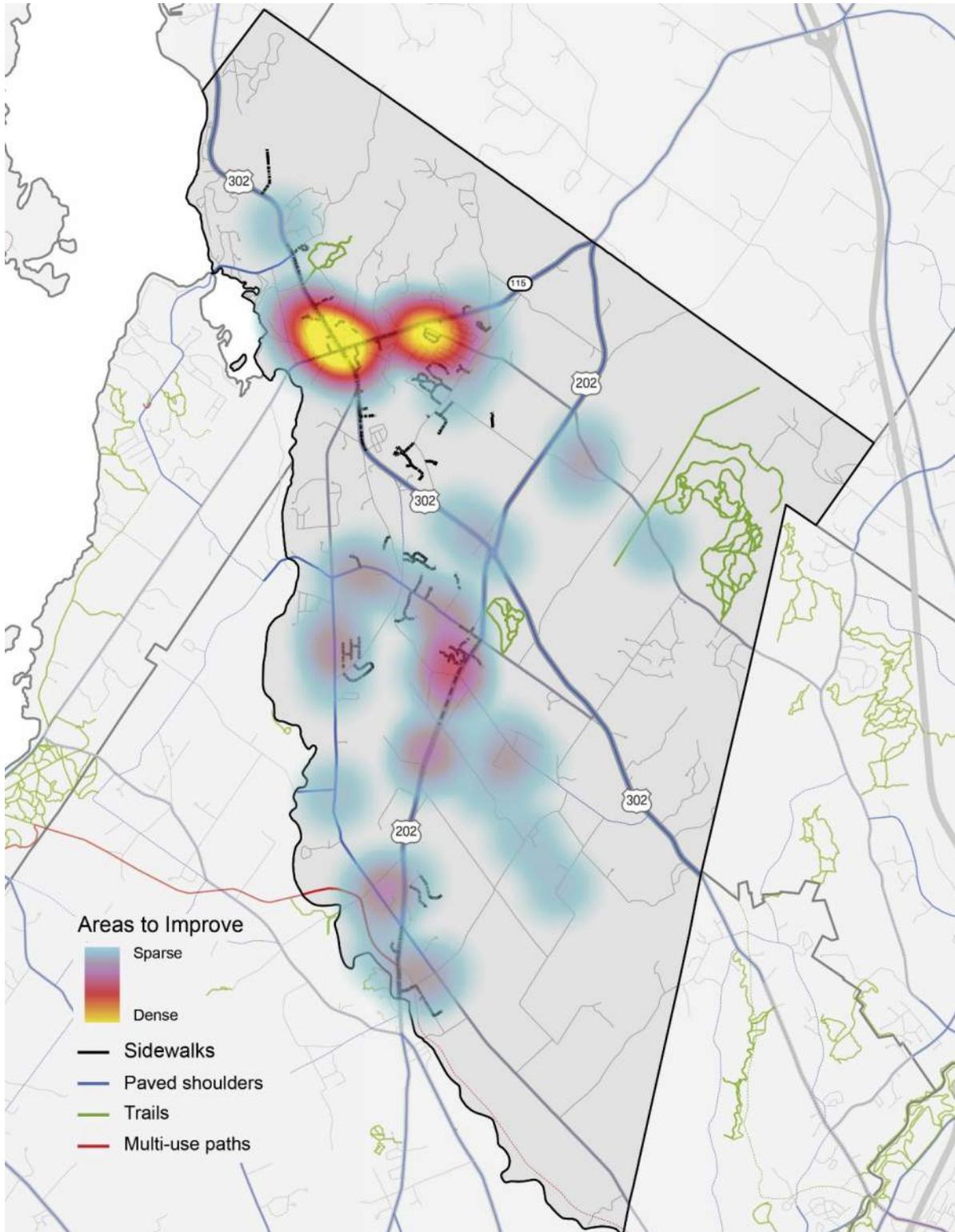
Summary: By far the most cited improvement is the expansion of sidewalks, with more than half of respondents identifying this as a measure that would encourage an increase in active transportation. Respondents emphasized the need to improve connectivity to village and commercial areas such as North Windham and South Windham and around schools. They noted the importance of ensuring the usability of these sidewalks through the presence of safe and well-marked crosswalks, particularly in busier areas like North Windham.

More respondents mentioned pedestrian walking facilities than bicycle facilities (corresponding with the lower rate of cyclists that responded to the survey). However, 5 respondents expressed a desire for expanded bike lanes, and 3 identified a need for wider shoulders for biking and/or walking.

Respondents expressed that general traffic calming, lowering of speed limits, and enforcement of speed limits would increase their sense of safety while walking and biking, particularly along busy corridors and in more commercial areas.

Q7: Improvements (locations)

What places need bike/pedestrian improvements?



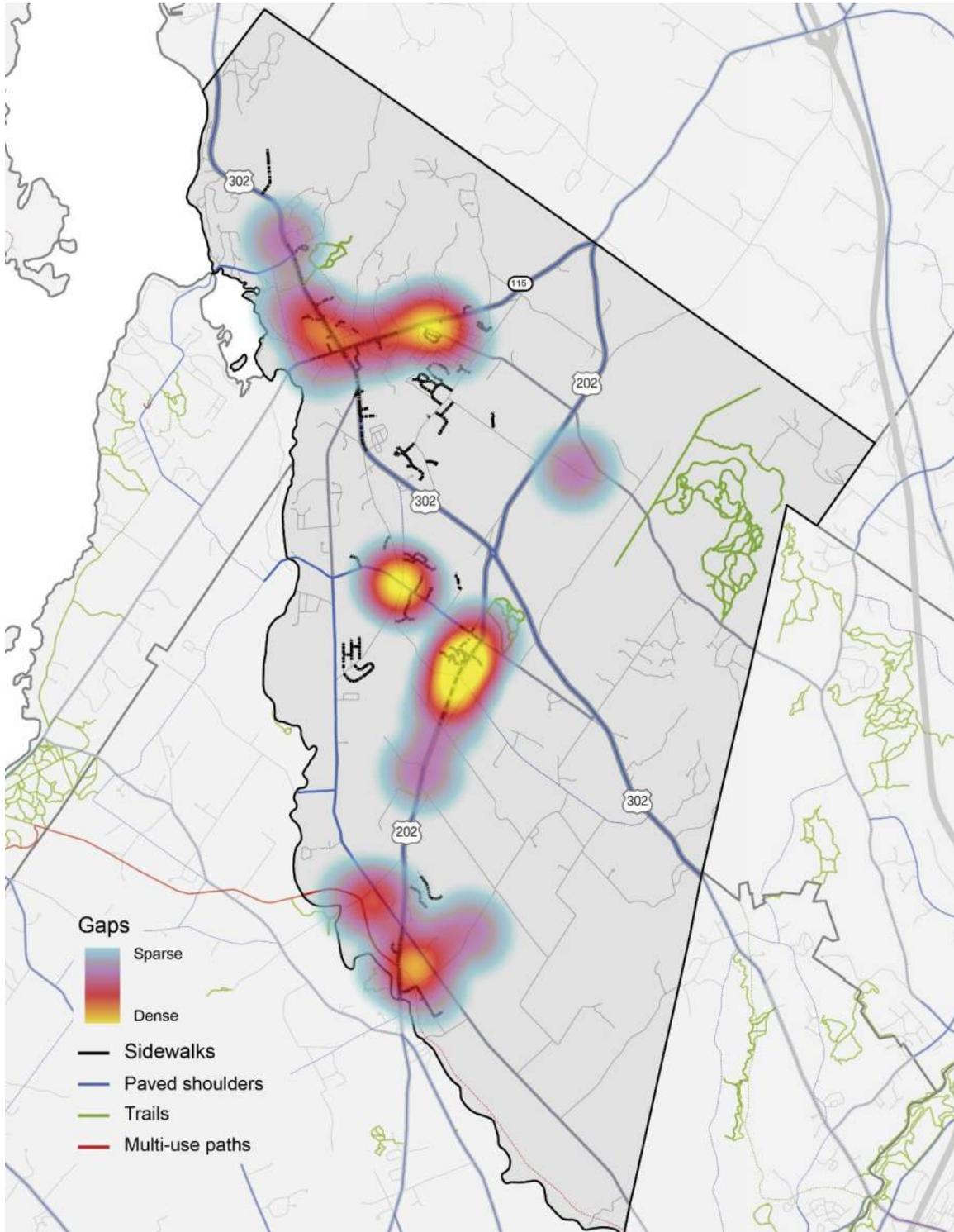
Summary: Respondents submitted 67 locations that they believe would benefit from bicycle/pedestrian improvements. These locations were heavily concentrated in North Windham, with approximately half of all submitted points located in this area. Five respondents (7%) pinpointed the intersection of Rt 302 and Rt 115 as an area that needs improvement, and 14 (21%) more points were submitted in the surrounding area along Rt 302, Rt 115, and Manchester Rd. Respondents noted challenges posed by high traffic volumes and speeds, combined with the need to access nearby businesses and other resources in the area. They cited a lack of adequate sidewalks and crosswalks, and a general need for traffic calming infrastructure or enforcement in this area due to limited motorist compliance with existing pedestrian facilities.

An additional 13 points (19%) were located nearby in the vicinity of the intersection of Rt 115 and Falmouth Rd. Respondents expressed a desire to extend sidewalks along Rt 115 and to a lesser extent Falmouth Rd, noting that the absence of facilities makes it difficult to safely access nearby businesses without a vehicle.

The remaining locations were more widely distributed, primarily along River Rd, Windham Center Rd, and the southern section of Rt 202. Respondents raised concerns about the lack of sidewalks and bicycle facilities on high-speed, high-volume roadways, particularly in proximity to schools.

Q8: Gaps (locations)

Where would you like to see new sidewalks or bike facilities? Where are there gaps in the current system?

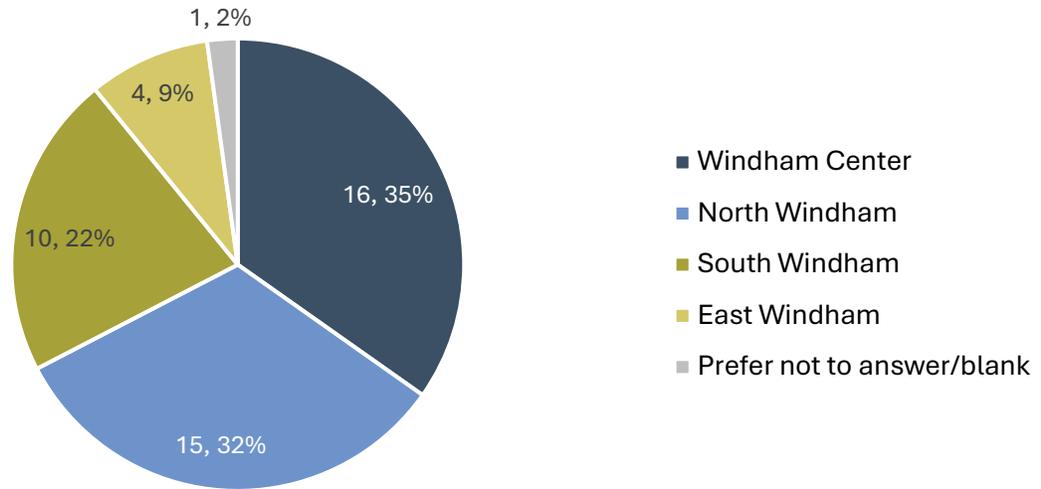


Summary:

Respondents identified 26 locations of gaps in the current active transportation network that would benefit from pedestrian and/or bicycle facilities. These locations were more dispersed than the improvement locations discussed above, although hotspots occurred along Rt 202 near Windham High School, along Rt 302 and Rt 115, on Windham Center Rd, and in South Windham. Seven respondents (27%) identified a need to expand sidewalks near the Windham High School, particularly between the high school and Moody Courts/Windham Skatepark. Nine respondents (35%) identified a need to connect existing sidewalks and expand sidewalks further in North Windham in the vicinity of Rt 302 and Rt 115. They also emphasized the need for safe and adequate crosswalks to connect both existing and expanded sidewalks. Three respondents (12%) identified a need for better bicycle/pedestrian facilities on Windham Center Rd, noting its narrow shoulders and importance in connectivity to the new middle school, library, high school, and Mountain Division Trail. Six gap locations (23%) were identified in South Windham, with one respondent noting the importance of better connectivity to the Mountain Division Trail.

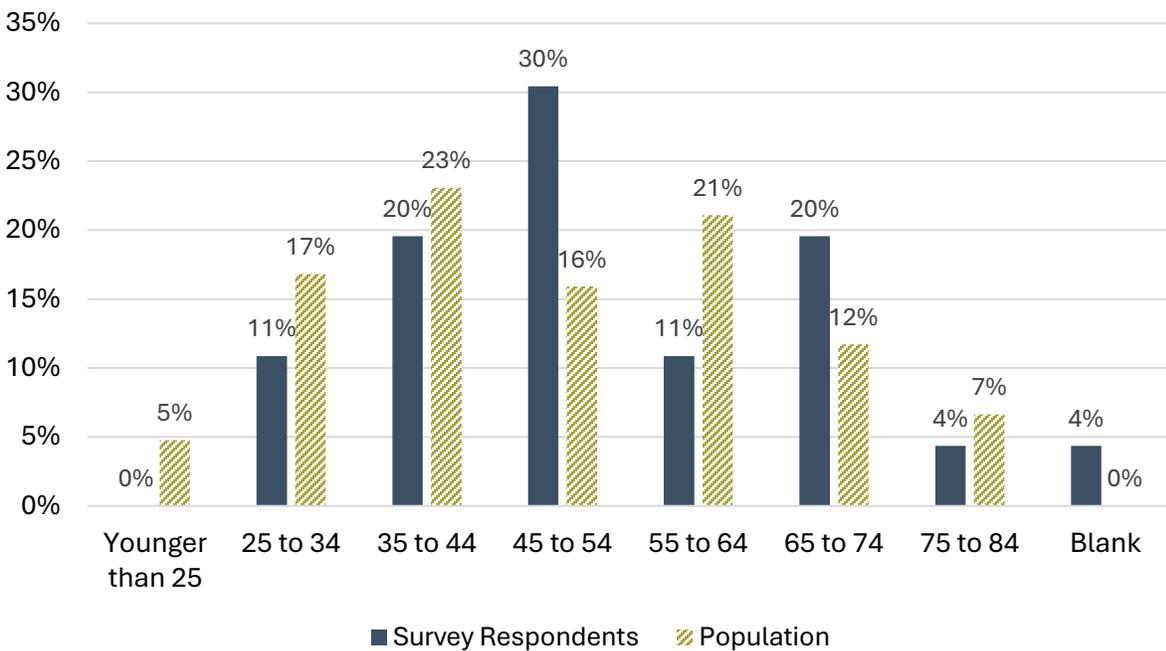
Q10: Residence

Where do you live in Windham?



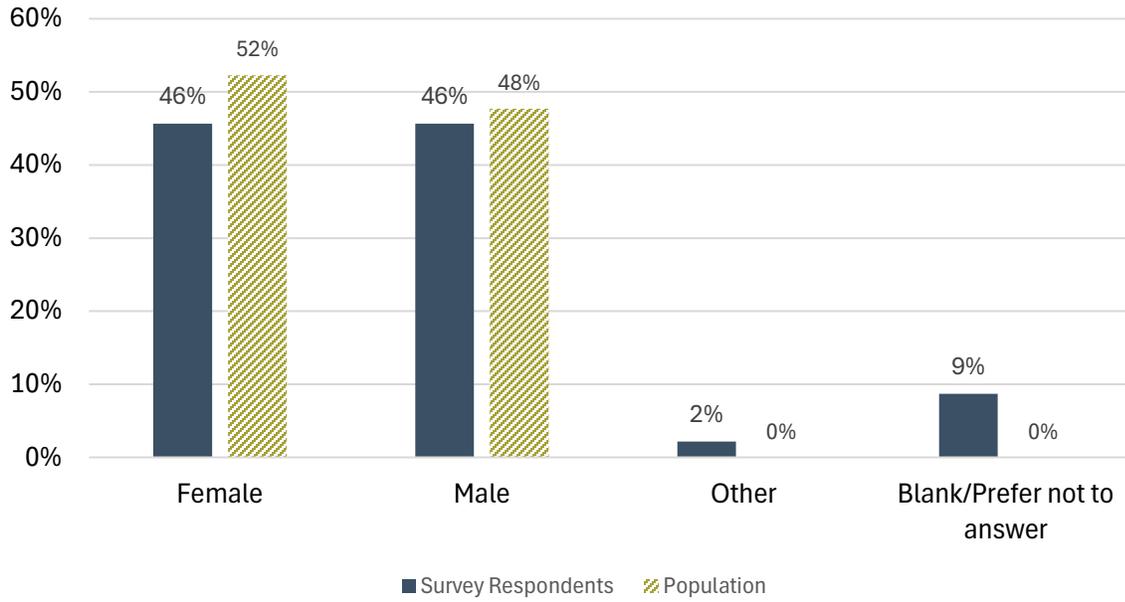
Q11: Age

What is your current age?



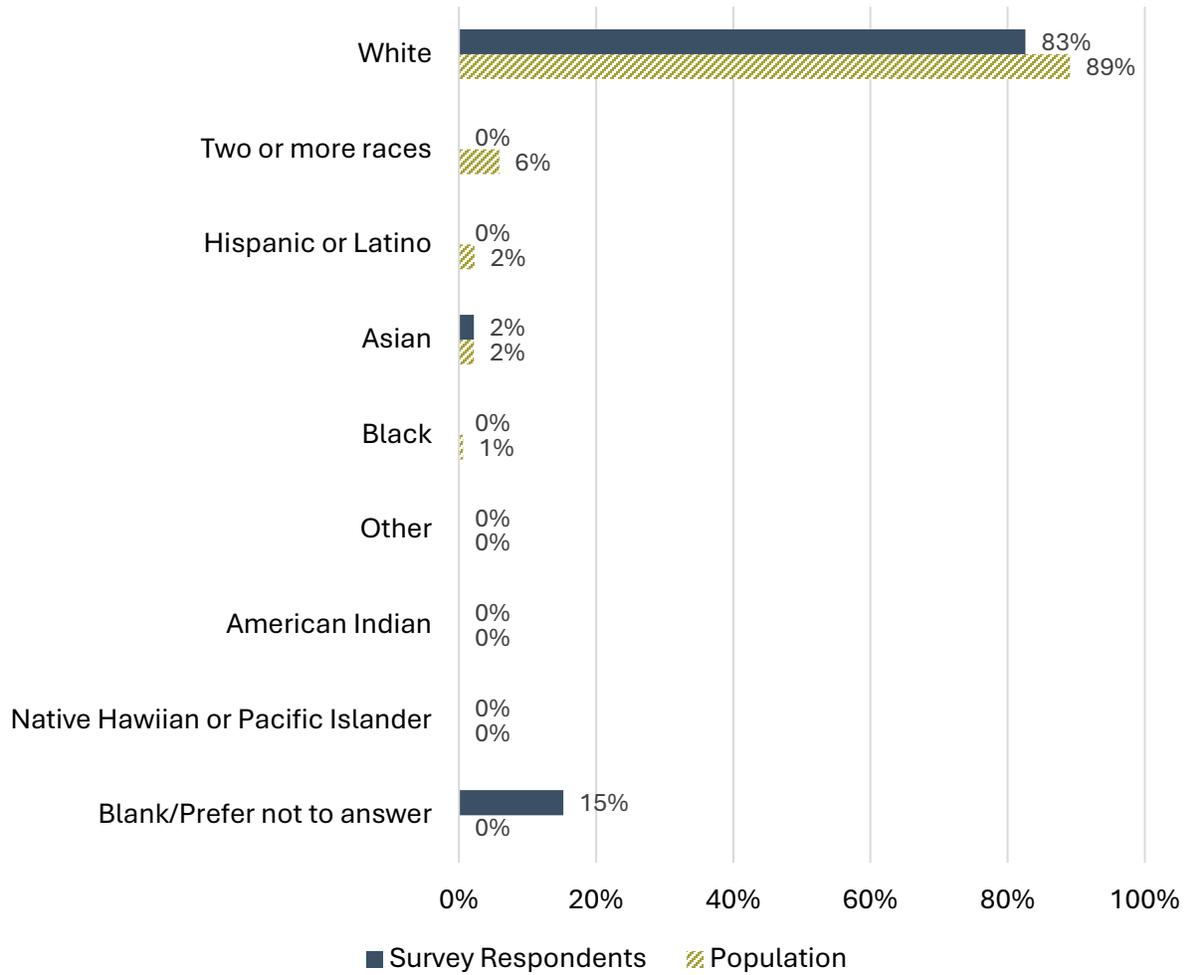
Q12: Gender

What is your gender identity?



Q13: Race/Ethnicity

Which of the following best describes your race/ethnicity? Select all that apply.



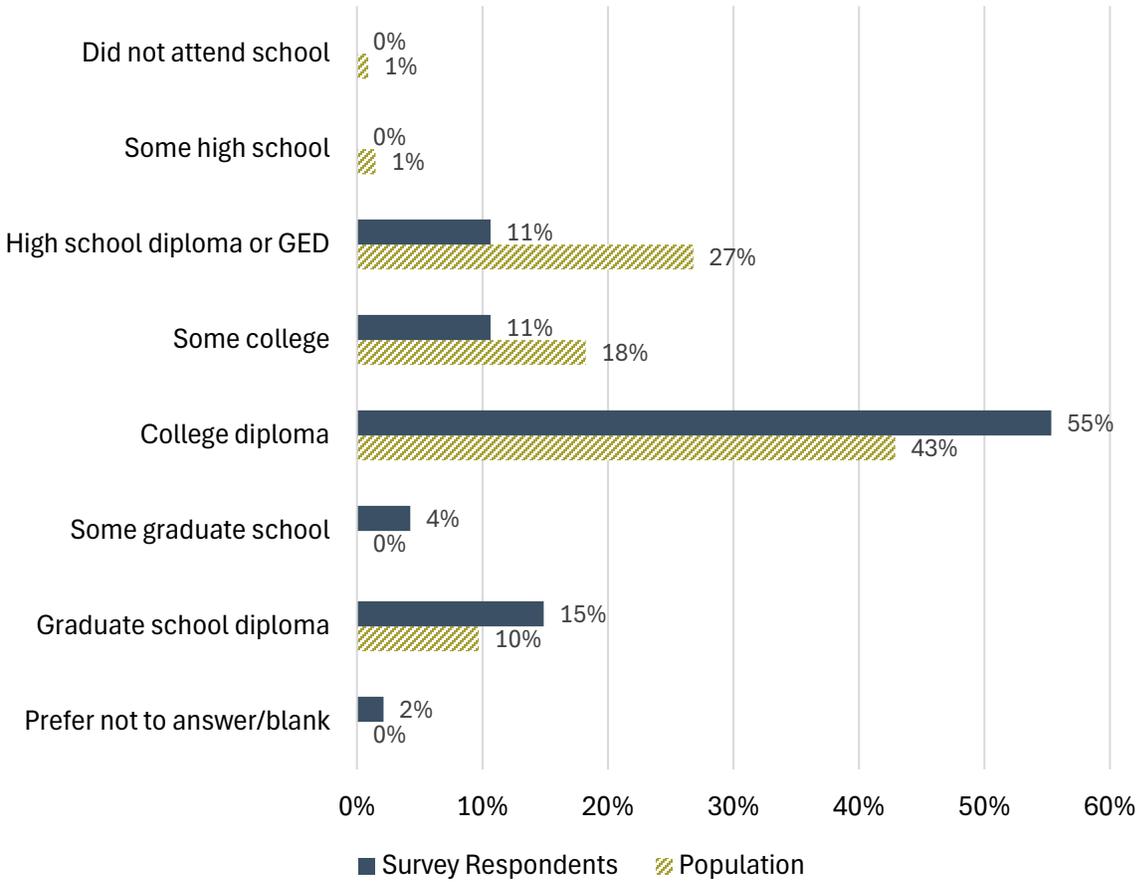
Q14: Income

What is your approximate yearly household income?



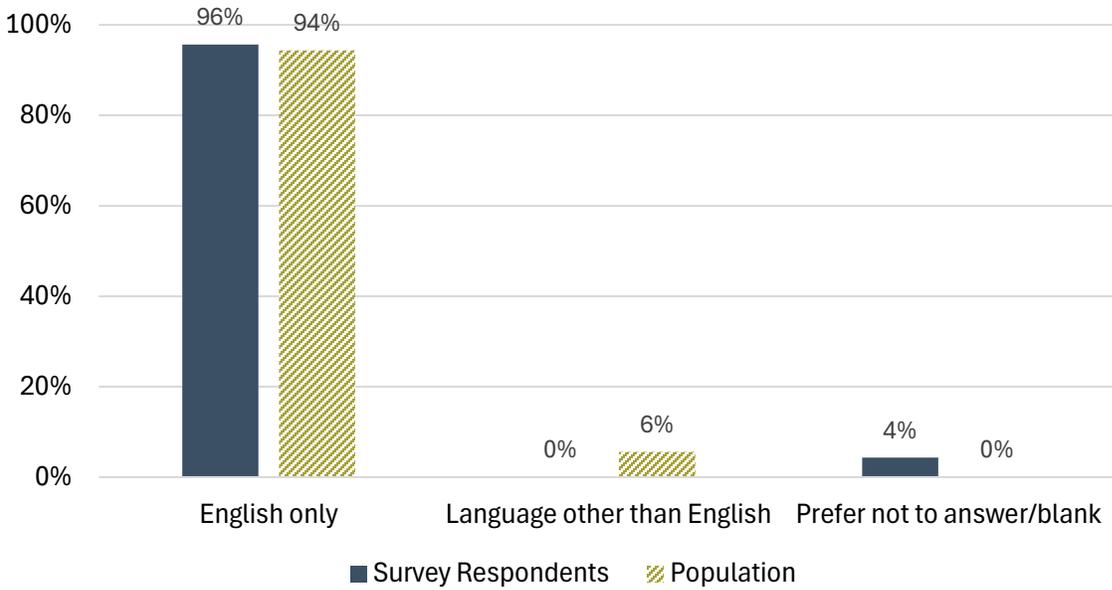
Q15: Education

What best describes your educational experience?



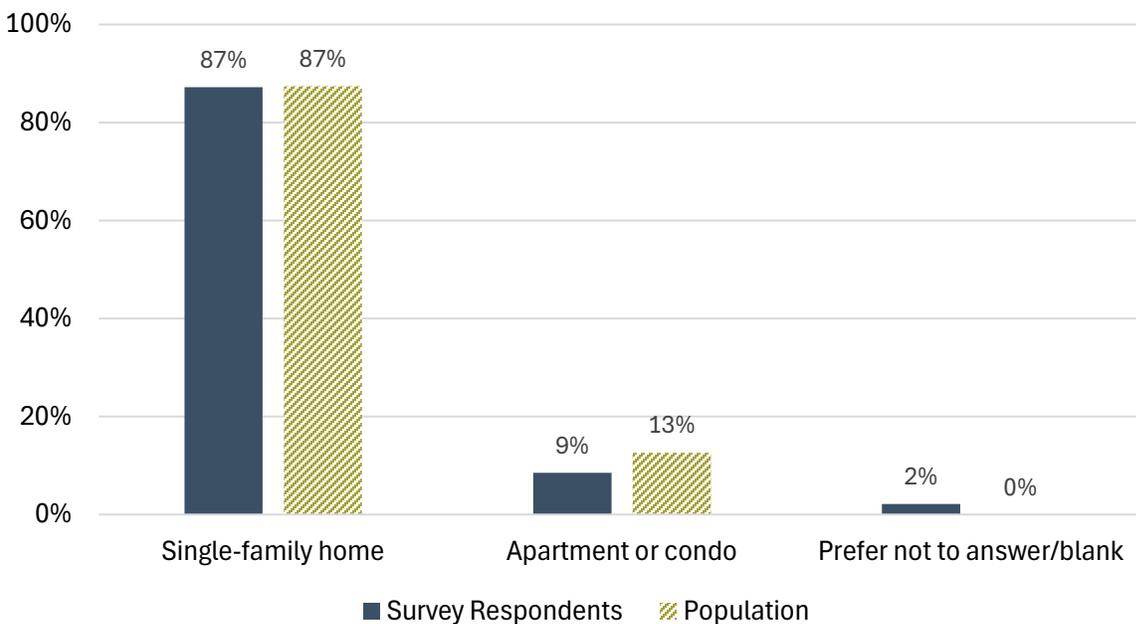
Q16: Language

What language(s) do you speak at home?



Q16: Housing

What type of housing do you live in?





Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: 26-047

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Order

Agenda Number:

I. Council Action Requested.

To approve a charge for a Comprehensive Plan Review Team.

II. Basis for Council Action.

Council approval of this item is required because;

- a. The Town Council, pursuant to Article II, Section 3C, is charged with appointing “[t]he members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council may create.”

III. Issue Summary.



Town of Windham

Town Offices
8 School Road
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III. Issue Summary.

PLANNING DEPARTMENT MEMO

DATE: March 18, 2026

TO: Windham Town Council

THROUGH: Robert Burns, Town Manager

FROM: Steve Puleo, Director of Planning

Cc: Amanda Lessard, Assistant Town Manager/Senior Planner

RE: Establishment of the Comprehensive Plan Steering Committee (CPSC) for the Update of the 2016 Town of Windham’s Comprehensive Plan

Town Council Meeting – March 24, 2025

Purpose

This memo updates the Comprehensive Plan rewrite process by establishing a Comprehensive Plan Steering Committee (CPSC) to oversee the initiative. The CPSC will ensure compliance with state mandates and foster public engagement. Below is an overview of the CPSC’s purpose, responsibilities, composition, term length, governance structure, timeline, and suggested criteria for candidate review.

Overview of Comprehensive Plan Steering Committee (CPSC)

Purpose: The Comprehensive Plan Steering Committee (“CPSC”) shall assist in preparing an update to the Town’s Comprehensive Plan consistent with the Maine Growth Management Act. The CPSC shall develop a community vision, goals, policies, and implementation strategies, and transmit a recommended Plan to the Town Council for consideration.

Duties: The CPSC shall: (i) review and advise on project scope, schedule, and public engagement plans; (ii) provide policy input; (iii) participate in and support public engagement activities; (iv) review and comment on draft chapters and the compiled draft Plan; (v) coordinate to ensure compliance with State-mandated requirements; and (vi) report progress and issues to the Town Council.

Composition: The CPSC shall consist of ten (10) to fifteen (15) members, including representatives from the Town Council, School Board, Planning Board, Board of Appeals, Economic Development Committee, and Ordinance Committee, together with community stakeholders such as landowners, business owners, environmental organizations, seniors, youth, and others as determined by the Council.

Terms & Governance: Members shall serve at the pleasure of the Town Council for an initial term of eighteen (18) months. The CPSC shall dissolve automatically upon the Town Council’s acceptance and adoption of the Comprehensive Plan, unless the Council expressly extends the Committee’s service for a defined period to address post-adoption transition or early implementation tasks. Any such extension shall be set forth by Council order specifying scope and

duration. All meetings shall be noticed and conducted in accordance with the Maine Freedom of Access Act, 1 M.R.S.A. § 401 et seq.

Reporting: The CPSC shall provide quarterly updates to the Town Council, supplemented by milestone briefings at key project stages.

Appointments Committee Timeline.

#	Description	Duration	Estimated Dates	Description
1.	Application period outreach	12 weeks	March – May 2026	Create application/advertise
2.	Review of applications	3 weeks	May – June 2026	Chose candidates
3.	Candidate interviews	2 weeks	June 2026	Appointments Committee may use some of the suggested review criteria. (See below)
4.	Finalize recommended slate and Appointment vote	4 weeks	June –July 2026	Recommend to the Council the candidate slate and Council vote
5.	CPSC Kickoff meeting	1 weeks	July 2026	Elect chair and vice chair, adopt meeting calendar, and project schedule.

Possible Candidate Review Criteria:

Consider candidates with demonstrated planning, land use, housing, or civic experience (e.g., boards or commissions or professional roles in planning, development, environmental, transportation, or public health). Excellent applicants who reflect community perspectives, growth-area, geography, renter and/or owner mix, age diversity, and business owners, employers, or RSU connect. Confirm availability of an 18-month commitment with monthly or bimonthly meetings including public workshops and/or hearings. Inquire about public-engagement skills (facilitation, outreach, communications). Familiarity with state mandates and local ordinances (LD 1829/PL 385, Growth Management Act (GMA)), Municipal Permit Application Process (MPAP) and/or a clear willingness to learn. The requirement for disclosure of potential conflicts and the ability to recuse as necessary and an optional local reference.

Request

Staff recommends that the Town Council approve the Order creating the Comprehensive Plan Steering Committee (“CPSC”) as outlined in the Order and supported by the attached briefing memorandum, appointment schedule, and suggested candidate review criteria for appointments.

COMPREHENSIVE PLAN STEERING COMMITTEE

Purpose:

The purpose of the Comprehensive Plan Steering Committee (“Committee”) is to guide development of an update to the Town of Windham’s 2016 Comprehensive Plan (“Plan”). The Plan will articulate a community vision and set forth goals, policies, and implementation strategies for the next ten (10) years. The Plan shall be prepared consistent with the State of Maine Growth Management Act, 30-A M.R.S.A. §§ 4312–4347-A. The Committee shall conclude its work by submitting a recommended Plan to the Town Council for acceptance and adoption.

Membership:

The Committee shall be composed of ten (10) to fifteen (15) members with representatives of the following community stakeholder groups (a committee member may represent multiple stakeholder groups):

- One (1) member from the Town Council,
- One (1) member from the School Board,
- One (1) member from the Planning Board
- One (1) member from the Board of Appeals,
- One (1) member from the Windham Economic Development Corporation

- A total of five (5) to ten (10) members selected from the following community stakeholders.
 - Large landowner/Farm District landowner
 - Landowner from a district other than Farm
 - Business owner
 - Chamber Board Member
 - Senior Citizen/Retiree
 - Youth/Student
 - Youth Sports Representative
 - Real Estate Developer/Builder/Realtor
 - Parent of school-aged child
 - Active Farmer/Agriculture
 - Childcare Provider
 - Service Organization (Windham Neighbors Helping Neighbors, RTP, etc.)
 - Age Friendly Windham
 - Environmental Organization (Ex. Presumpscot Regional Land Trust, Lake Association, Friends of Presumpscot)
 - Historical Society
 - Arts Community

The Town Manager shall assign appropriate staff and/or consultants to support the Committee.

Meetings and Procedures:

The Committee shall select a Chair from its membership, who shall not be the Town Council representative. Meetings shall be convened by the Chair and conducted in accordance with Maine’s Freedom of Access Act, 1 M.R.S.A. § 401 et seq., with due notice to members and the public. The Committee may adopt reasonable rules of procedure necessary for the efficient conduct of its business while ensuring public accountability and due process.

Charge:

It shall be the responsibility of the Committee:

1. Assist in drafting an update to the Town of Windham’s 2016 Comprehensive Master Plan, consistent with the State of Maine Growth Management Act (30-A M.R.S.A. §§ 4312-4347-A), and the direction of the Town Council;
2. Reporting periodically to the Town Council on progress, issues, and schedule; and
3. Submitting a recommended draft Plan to the Town Council for its acceptance and adoption.

Term

The Committee shall serve for an eighteen (18)-month term at the pleasure of the Town Council and shall dissolve upon acceptance and adoption of the Plan, unless extended by the Council.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-059

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Correspondence

Charter Communications - Spectrum Cable Programming Changes.



Shelley Winchenbach
Director of Government Affairs

March 13, 2026

RE: Charter Communications – Upcoming Changes

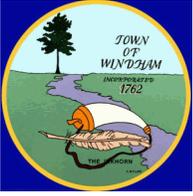
Dear Municipal Official:

This letter will serve as notice that on March 31, 2026, Spectrum Northeast, LLC (“Spectrum”) will add NewsNation to the TV Choice selection of available networks that customers can choose to add to their subscription.

If you have any questions about this change, please feel free to contact me at 207-620-3319 or via email at Shelley.Winchenbach@charter.com.

Sincerely,

Shelley Winchenbach
Director, Government Affairs
Charter Communications



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-060

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Correspondence

2025 Statewide Housing Survey Results.



Town of Windham, Maine

Code Enforcement Department
8 School Road
Town Hall- Second Floor
Zoning- Building Inspections- Code Enforcement

Tel: (207) 894-5960 ext 1
Fax: (207) 892-1916
www.windhammaine.us

Memorandum

DATE: March 16, 2026
TO: Robert Burns, Town Manager
FROM: Jonathan Rioux, Code Enforcement Director
RE: 2025 Statewide Housing Survey Results

Please find the summary of the 2025 Statewide Housing Survey data for the Town of Windham. This data tracks our residential growth, permitting activity, and housing stock changes over the last calendar year.

Overview & Purpose

In accordance with LD 1184, Maine's regional planning organizations are coordinating this data collection for the Housing Opportunity Program (HOP). This standardized reporting of permits, certificates of occupancy, and demolitions helps track progress toward statewide housing goals. This data will be made publicly available via the [State of Maine Housing Data Portal](#).

As a municipality with over 4,000 residents, Windham is eligible for 90% reimbursement of the administrative costs associated with this annual reporting requirement.

2025 Housing Permitting & Growth

In 2025, Windham issued building permits for a total of 169 new housing units:

- Multi-Family (5+ Units): 74
- Single-Family Houses: 57
- 2-4 Unit Buildings: 22
- Accessory Dwelling Units (ADUs): 16
- Income-Restricted Affordable Units: 0

2025 Certificates of Occupancy (CO)

A total of 62 units became habitable and received COs in 2025. While lower than the total permits issued, this reflects a significant volume of projects currently in the construction pipeline.

Breakdown of Units Completed in 2025:

- Single-Family Houses: 29
- 5+ Unit Buildings: 12
- 2 Unit Buildings: 8
- ADUs: 7
- 3-4 Unit Buildings: 6
- Total Units Completed: 62

Note: there were zero housing units lost to demolition during this period.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-062

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Correspondence

Agenda Number:

FOAA Status Report.

Tammy Hodgman

From: Jon G. Rioux
Sent: Tuesday, March 17, 2026 3:59 PM
To: foia@dataresearch.blog
Cc: Tammy Hodgman
Subject: RE: Public Records Request – Property & Building Code Enforcement Records (Last 30 Days)

Hi Angel,

I wanted to follow-up and make sure you were able to locate our permit, inspection and code enforcement files on our website, see below:

The Code Enforcement records are available by an individual property address search for inspection and copying via:

https://public.mygov.us/windham_me/lookup

In addition, legacy files (prior to 2015) can be found (under documents, building docs) by an individual property address search via:

<https://www.axisgis.com/windhamme>

From: foia@dataresearch.blog foia@dataresearch.blog <foia@dataresearch.blog>
Sent: Tuesday, February 10, 2026 12:03 PM
To: Anthony P. Blasi <apblasi@windhammaine.us>
Subject: Public Records Request – Property & Building Code Enforcement Records (Last 30 Days)

Warning: Unusual sender <foia@dataresearch.blog>

You don't usually receive emails from this address. Make sure you trust this sender before taking any actions.

To Whom It May Concern,

Pursuant to the applicable public records law, I respectfully request access to and copies of records maintained by your office related to property-related and building/code enforcement activity for all properties within your jurisdiction.

Specifically, I am requesting any and all records created, opened, updated, or maintained within the last 30 days from the date this request is received, including but not limited to:

- Code enforcement or building inspection violations
- Property maintenance violations
- Unsafe, substandard, or uninhabitable structure violations
- Notices of violation, citations, complaints, warnings, or enforcement actions
- Case logs, databases, reports, or spreadsheets containing these records

For each property or case, if available, I request the following data fields:

- Property address (street address, city, state, ZIP code) or Parcel ID
- Case number or violation ID
- Violation type and/or description
- Date opened or initiated
- Current status (e.g., open, closed, complied, in progress)
- Date closed or resolved, if applicable

This request applies to all residential, commercial, industrial, vacant, and mixed-use properties, without limitation.

I request that the records be provided in electronic, machine-readable format (CSV, Excel, or similar), if available.

This request is made for non-commercial, informational purposes. If any portion of this request is denied or records are withheld, please provide the non-exempt portions and cite the specific statutory exemption(s) relied upon for any redactions or withholdings.

If there are any fees associated with fulfilling this request, please notify me of the estimated cost prior to processing.

Thank you for your time and assistance. I look forward to your response.

Best regards,

Angel Lucas

foia@dataresearch.blog

(754) 367-2054

2463 State St, Suite 200 Madison, WI 53703

Tammy Hodgman

From: Tammy Hodgman
Sent: Tuesday, March 17, 2026 12:42 PM
To: abbas.nf@useciviciq.com
Subject: FW: Purchase Record Request - Town of Windham, Maine

To Whom It May Concern:

The report that we generate and retain, as part of our invoice payment process, that most closely matches your request is an invoice proof report.

The records responsive to your request can be accessed for 30 days at: [Invoice Proof Reports 01.01.2022 to 3.16.2026](#)

Thank you,

Tammy Hodgman
Executive Assistant and Website Coordinator | tahodgman@windhammaine.us
Town of Windham | Office of the Town Manager
8 School Road | Windham, ME 04062 | www.windhammaine.us
Ph. 207.892.1907 | Fax 207.892-1910

PUBLIC HOURS: Monday 7:00-5:00 Tuesday 7:00-6:00 Wednesday 7:00-5:00 Thursday 7:00-4:00



NOTICE: Under Maine's Freedom of Access ("Right to Know") law, documents – including emails – in the possession of public officials about town business are considered public records. This means if anyone asks to see it, we are required to provide it. There are very few exceptions. We welcome citizen comments and want to hear from our constituents, but please keep in mind that what you write in an email is not private and will be made available to any interested party.

From: Tammy Hodgman
Sent: Tuesday, March 17, 2026 9:40 AM
To: 'abbas.nf@useciviciq.com' <abbas.nf@useciviciq.com>
Subject: FW: Purchase Record Request - Town of Windham, Maine

From: Tammy Hodgman
Sent: Monday, March 16, 2026 9:13 AM
To: abbas.nf@useciviciq.com
Subject: RE: Purchase Record Request - Town of Windham, Maine

To Whom It May Concern:

This email serves as the statutory 5-day acknowledgement of your information request. We are currently reviewing our records to determine those that may be responsive to your request. I will coordinate the collection of information and be in touch soon.

Kindly,

Tammy Hodgman

Executive Assistant and Website Coordinator | tahodgman@windhammaine.us

Town of Windham | Office of the Town Manager

8 School Road | Windham, ME 04062 | www.windhammaine.us

Ph. 207.892.1907 | Fax 207.892-1910

PUBLIC HOURS: Monday 7:00-5:00 Tuesday 7:00-6:00 Wednesday 7:00-5:00 Thursday 7:00-4:00



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From: Susan R. Rossignol <srossignol@windhammaine.us>
Sent: Friday, March 13, 2026 8:59 AM
To: Tammy Hodgman <tahodgman@windhammaine.us>
Subject: FW: Purchase Record Request - Town of Windham, Maine

From: Abbas Khan <abbas.nf@useciviciq.com>
Sent: Thursday, March 12, 2026 3:54 PM
To: Susan R. Rossignol <srossignol@windhammaine.us>
Subject: Purchase Record Request - Town of Windham, Maine

Warning: Unusual sender <abbas.nf@useciviciq.com>

You don't usually receive emails from this address. Make sure you trust this sender before taking any actions.

To Whom It May Concern:

Civic IQ Inc. is initiating a request under Maine Freedom of Access Act for all purchasing records from 01/01/2022 to date.

We seek access to electronic records that can be provided without the necessity for hardcopy duplication, scanning, or any physical handling of documents.

We are interested in the following details for purchases from your record keeping system for the given period. This data can be quickly exported in a purchase order or vendor history report from the accounting system by your finance team.

We are interested in the following details for all purchases from your record keeping system:

- Vendor Number or Vendor ID
- Vendor Name
- Identifier for each purchase, such as purchase order number(PO#) or, alternatively, an invoice or check number
- Purchase Date
- Line item details or description of each purchase
- Line item quantity
- Line Item price

Additionally, if there are any fees associated with processing this request, please inform me in advance if the costs will exceed "\$100". Let us know if samples are needed.

Please do not hesitate to reach out to me if you have any questions.

Regards,

Abbas Khan

CEO, Civic IQ Inc.

50 Harrison St, PH 505

Hoboken, NJ 07030

+1 2012874709



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-056

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Discussion Item

Bonds, Bond Rating and Fund Balance Best Practices.

Joe Cuetera, Senior VP, Moors & Cabot.



MOORS & CABOT
INVESTMENTS

Banking & Advisory Group



Fiscal Management ...

MOORS & CABOT, INC.

Established 1890

Banking & Advisory Group

One Federal Street

Boston, Massachusetts 02110

jcuetara@moorscabot.com

Member FINRA, NYSE and SIPC

March 24, 2026



Joseph P. Cuetara is a Senior Vice President with Moors & Cabot's Capital Markets Division. His responsibilities include management of fixed-income sales, trading and underwriting. Furthermore, he has established the *Banking and Advisory Group* that provides consultative and advisory services to local municipalities for debt management, fiscal advice and access to debt markets through bond issues.

Mr. Cuetara has been involved with the origination, sale and distribution of fixed-

income securities for over 30 years. He started his career at the Federal Reserve Bank of Boston followed by the management of various bond departments in Boston, including Blyth Eastman Dillon and Moseley Hallgarten Estabrook & Weeden. He served as the National Sales Manager at the former Manufacturers Hanover Trust Company in New York City and as the head of Public Finance at Fleet Securities, in Portland, Maine and in Boston. Mr. Cuetara joined Moors & Cabot in 1998.

Mr. Cuetara received a Bachelor of Arts Degree in Economics from the University of Maine (Orono) in 1971 and attended the Graduate School at Clark University (Worcester, Massachusetts) as a Doctoral Candidate in Economics. He is registered with the Financial Industry Regulatory Authority as a General Securities Principal and Registered Representative (FINRA Series 7, 24, 63) and is registered with the Municipal Securities Rulemaking Board as a Municipal Advisor, Municipal Principal and Registered Representative (MSRB Series 50, 52, 53).

Moors & Cabot, Inc. ("Moors & Cabot") is a brokerage firm established in 1890. Its corporate headquarters are located at 111 Devonshire Street in Boston, Massachusetts. The firm is 125-plus years old, privately held, Massachusetts corporation and member of the New York and Boston Stock Exchanges.

In January 1998, Moors & Cabot made a strategic decision to significantly expand its fixed-income activities by enlisting Joseph P. Cuetara to serve as a Senior Vice President & Manager in its Capital Markets Division. Mr. Cuetara enjoys over 45 years of securities market experience, of which the last 31 years have been focused on financial advisory. His responsibilities include management of all fixed-income sales, trading and underwriting. Through his creation of its *Banking & Advisory Group*, Moors & Cabot provides consultative and advisory services to local municipal entities for debt management, fiscal advice and access to the debt markets. The firm is now recognized as the "*preeminent distributor*" of Maine local tax-exempt obligations and the "*point of inquiry*" for local Maine municipal debt.

Our focus is to serve local municipal and quasi-municipal entities in the State of Maine. Our commitment is to provide local municipal entities with comprehensive advisory services to suit *its* unique needs. We develop a market strategy that optimizes *when* the debt should be sold. Considerations as to the technical as well as the fundamental aspects of the market become instrumental in developing these strategies. In summary, *we structure the financing and its timing to the issuer's benefit.*

Moors & Cabot has participated in fixed-income activities since its inception. Our 125-plus years longevity and continued existence demonstrates that Moors & Cabot has made a serious capital commitment to *the securities business ... as our only business.* Our familiarity and experience with local Maine financings *continue the tradition*, committed to providing continued market access to Maine communities.

**Maine Revised Statutes, Title 30-A: MUNICIPALITIES AND COUNTIES, Chapter 223:
MUNICIPAL FINANCES**

Maine Revised Statutes, Title 30-A, Section 5772 (Municipalities)

A municipality may issue general obligation securities for funding or refunding all or part of its debt and for any purpose for which it may raise money.

- (1)(B) **Anticipatory borrowing.** The period of anticipatory borrowing under this subsection shall not exceed 3 years and the time within which these securities are to become due shall not be extended by anticipatory borrowing (1) The time fixed in the vote authorizing their issue; or (2) If no term is specified in that vote, beyond the term permitted by law.
- (3) **Annual installments.** Securities may be in serial form payable in annual installments, which need not be equal, the total amount of which shall extinguish the entire issue at maturity. The first such installment must be payable within 5 years and the last such installment must be payable within 30 years after the date the securities are issued.
- (5) **Term securities.** Term securities may be issued for a period not to exceed 10 years.
- (6) **Call for redemption.** Securities may be issued which are subject to call for redemption with or without premium at the election of the municipality before the date fixed for final payment of the securities, provided: (A.) Specific authority to issue callable securities is contained in the vote authorizing their issue; and (B.) The securities when issued contain provisions setting forth: (1) The method by which the option to call may be exercised; (2) The procedure for payment in the event of call; and (3) The legal effect of making the call.
- (9) **Interest or dividend exemption from state taxation.** Interest or dividends paid on general obligation securities issued under this section are exempt from taxation within the State, whether or not such income is subject to taxation under the United States Internal Revenue Code, as amended.

The collage shows multiple copies of financial statements from Moors & Cabot, dated February 17, 2021, August 13, 2024, and May 6, 2025. The documents are for the Town of Windham, Maine, and include tables for '2021 GENERAL OBLIGATION BOND', '2024 GENERAL OBLIGATION BOND', and '2025 GENERAL OBLIGATION BOND'. Each table lists 'Year of Maturity', 'Amount', 'Interest Rate', and 'Yield at Price'. The documents also contain introductory text regarding the approval of the Board of Selectmen and the issuance of bonds.



... Negotiated or Sealed Bid?

In preparing for the sale of bonds, the issuer must decide which mode is likely to result in the lowest costs for its debt and to achieve other important policy objectives. This decision is based on:

- The characteristics of the issuer,
- Market conditions, and
- The type of the financing that is being contemplated.

It is important to note that an issue is not likely to meet all of the conditions that favor one mode of sale over the other. A primary objective in selecting the mode of sale is to choose the one that will generate the most interest for the issuers' bonds among underwriters and, more importantly, investors.

Sealed bid sales enjoy benefits achieved through competition, such as being able to justify that the bonds were sold at the lowest interest cost given the prevailing market conditions or demonstrating to the public that the public access to bonds was conducted fairly; which must be weighed against reduced opportunities to generate prior investor interest in the securities.

Conversely, issuers contemplating a *negotiated sale* know that they have greater flexibility in structuring their financing, determining their offering date or in developing a marketing plan to attract investors; yet, they also risk that the price negotiated for the bonds may be lower than would have been obtained in a sealed bid offering.

Regardless of the mode of sale that is chosen, the issuer needs to look for opportunities to achieve the most flexibility, the greatest competition, and the most knowledge in order to obtain the lowest overall cost of financing its debt. The table on the other side displays a summary of conditions favoring either mode of sale.

It is arguable that a sealed bid sale forces the issuer to become hostage to the market as the time and sale date must be established well in advance. Thus, a penalty rate may be assigned to the issue if the inflexibility of this process forces the issuer into a temporarily weak market. However, the shrewd selection of an experienced Financial Advisor mitigates this infrequent occurrence as the experienced advisor is qualified to project the forward calendar with a measurable level of certainty.

The **Maine Municipal Bond Bank**, established in 1972, has served local Maine communities well by pooling debt into a common plan of financing. This allowed the enjoyment of economies of scale vis-à-vis costs of issuance; as well as permitting lower quality credits more attractive rates. The give-up, however, was that the local credits' "name" in the market lost familiarity. Interestingly, the Bond Bank uses the *negotiated sale* mode.

In the last few years more and more issuers have recognized the merits in access to debt financing via an "individual sale". Since 1990 over 60 local municipal entities in Maine have sought this financing alternative. However, due to the unseasoned nature of local Maine names in the market, many issued through a *negotiated sale*.

Times have now changed ... for the better! Due to a greater application of ratings to "individual sale" issuers; and the greater frequency of issuance of a variety of local Maine names, many local issuers may now easily enjoy access to the market via the *sealed bid* mode. Thus, local municipalities may again borrow long-term debt at competitive rates, on their time frame, while satisfying the concern of its taxpayers that they are receiving the lowest interest rate for their debt. *Convenience and value!*

**COMPETITIVE vs. NEGOTIATED SALES:
Summary of Conditions Favoring Each Method of Sale**

	CONDITIONS FAVORING A COMPETITIVE SALE	CONDITIONS FAVORING A NEGOTIATED SALE
DEBT STRUCTURE		
Pledged Revenues	General Obligation or Strong System Revenue	Project Supported Revenues
Security Structure (for Revenue Bonds)	Conventional Resolution and Cash Flow; Rate Covenant and Coverage	Unusual or Weak Covenants; Subordinated Debt
Debt Instrument	Traditional Serial and Term, Full Coupon Bonds	Use of Innovative Structuring, Derivative Products, Structure to Attract Particular Investors (e.g., Discount Bonds), etc.
CREDIT QUALITY		
Rating	'A' or better	Below Single 'A'
Outlook	Stable	Weak but Improving, or Under Stress
ISSUER CHARACTERISTICS		
Type of Organization	Broad-Based General Purpose Borrower	Special Purpose, Independent Authority
Frequency of Issuance	Regular Borrower in Public Market	New or Infrequent Issuer
Market Awareness	Active Secondary Market with Broad Investor Base	Little or No Institutional Awareness of Issuer; Historical Antipathy
Investor Comfort	Well-Known, Stable Issuer	Issuer Experiencing Significant Financial, Legal or Other Problems
MARKET CONDITIONS		
Interest Rates	Stable; Predictable Market	Volatile or Declining Market
Supply and Demand	Strong Investor Demand, Good Liquidity, Light Forward Calendar	Oversold Market, Heavy Supply
POLICY CONSIDERATIONS		
Participation in Sale of Bonds	Broad Market Participation Desired for Sale of Bonds	Desire to Direct Business to DBE or Local/Regional Firms
Stimulation of Investor Interest	Broad Market Participation Desired for Purchase of Bonds	Desire to Direct Business to Local/Regional Investors

Source: *A Practitioner's Guide to Effective Debt Management: Competitive v. Negotiated* (1994),
Government Finance Officers Association, Chicago, Illinois.

Sealed Bid Sales

In preparing for the sale of bonds, the issuer must decide which mode of sale is likely to result in the lowest costs for its debt and to achieve other important policy objectives¹. This decision is based on the characteristics of the issuer, market conditions, and the type of the financing that is being contemplated. Sealed bid sales enjoy benefits achieved through competition, such as being able to justify that the bonds were sold at the lowest interest cost given the prevailing market conditions or demonstrating to the public that the public access to bonds was conducted fairly.

NOTE: See “INVESTMENT INSIGHTS – Perspectives on Mode of Sale”

Scope of Services

Our proposed services encompass coordination of and assistance with all facets of structuring, originating, marketing, sale and closing of the issue. These services include our responsibility to:

- ✓ Structure the issue;
- ✓ Determine sale timing;
- ✓ Prepare the Preliminary and final Official Statement;
- ✓ Conduct due diligence meetings in preparation of sale;
- ✓ Arrange for the timely production and delivery of the financing documents to all parties including prospective bidders, KISI, The Bond Buyer and Bloomberg;
- ✓ Adequately advertise the sale;
- ✓ Secure CUSIP numbers for the issue in a timely manner;
- ✓ Act as liaison and coordinate sale activities with pertinent state agencies, credit rating agencies, Bond Counsel, paying agent and others associated with the sale;
- ✓ Coordinate bid opening and/or pricing, verify pricing and notification of sale results and details;
- ✓ Work with Bond Counsel to assure timely availability of bonds at settlement;
- ✓ Coordinate closing with purchaser;
- ✓ Arrange for certification of the issue and delivery of the bonds for pre-closing;
- ✓ Prepare the calculation and assist in the preparation of the IRS Form 8038-G;
- ✓ Forward a sufficient supply of final Official Statements to the purchaser; and
- ✓ Submit the Official Statement and MSRB Form G-36(OS) to the NRMSIRs

July 2024						
S	M	T	W	T	F	S
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31			

August 2024						
S	M	T	W	T	F	S
				1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31

Chronology Relating to the Sale of:
Town of Windham, Maine
2024 General Obligation Bonds
Dated: August 29, 2024; Due: November 1, 2025 – 2044

<u>DATE</u>	<u>ACTION</u>
Jun 18, 2022	Town Meeting; approve Warrant
Apr 8	Receive 2023 Audited Financials
Jun 18	Notify Bond Counsel, Paying Agent, rating agencies, DTC and CUSIP
Jun 19	Juneteenth Day (National Holiday)
Jul 1	Start the financing process
Jul 4	Independence Day (National Holiday)
Jul 19	First draft of Official Statement (“POS/OS”)
Jul 25	Second draft of Official Statement (“POS/OS”)
Jul 25	Draft of POS and information to rating agency(s)
Jul 29	Due Diligence (at Bond Counsel’s office)
Jul 30	Final draft of POS
Jul 30	POS to printer
Aug 1	Electronic POS to rating agency and investors
Aug 9	Assignment of rating
Aug 13	Bond Sale
Aug 13	Notify Bond Counsel, Paying Agent, CUSIP and DTC
Aug 13	Provide draft of IRS Form 8038-G to Bond Counsel
Aug 27	Bonds, Opinion, and CDA and forwarded to Paying Agent
Aug 28	Paying Agent holds Bonds in escrow
Aug 29	DTC releases; Settlement w/purchaser

DISTRIBUTION LIST
Town of Windham, Maine
2024 General Obligation Bonds
Tax ID#: 01-6000440; Base CUSIP: 973313

ISSUER

Barry A. Tibbetts, Town Manager
Town of Windham
8 School Road (207) 892-1907
Windham, ME 04062-4899 (207) 892-1910 (F)
batibbetts@windhammaine.us
Robert J. Burns, Asst Town Mgr
rjburns@windhammaine.us

Susan R. Rossignol, Fine Dir (207) 892-1907
srrossignol@windhammaine.us

BOND COUNSEL

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Ten Free Street
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jcuetara@moorscabot.com

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Anthony Polanco (617) 530-8234
anthony.polanco@spglobal.com

DTC

Underwriting Department - Eligibility
The Depository Trust Company
55 Water Street – 50th Floor (212) 855-3720
New York, NY 10041-0099 (212) 855-3727 (F)
yrobinson-viaer@dtcc.com

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Gerard Faulkner, Manager
CUSIP Service Bureau
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New York, NY 10041 (212) 438-6573 (F)
cusip_muni@standardandpoors.com

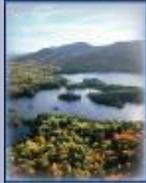
UNDERWRITER

Lauren Carter, Director
Janney Montgomery Scott LLC
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Philadelphia, PA 19103 (215) 557-8648 (F)
lcarter@janney.com
MDavis@janney.com
jsusser@lanney.com

DTC#: 0374

Maine Municipal Bond Bank

Programs



GENERAL RESOLUTION PROGRAM

For municipalities, schools districts, water districts, sewer districts and other local governments requesting loan financing through the General Resolution program. Under this tax-exempt bond financing program, the proposed debt will be paid from a General Resolution pledge of the municipality or municipalities. Click here to learn more about the approval and financing process of this program.

(-) Market Rates higher up to 75 bps penalty; (-) fund neg arb in DSRF; (-) imbedded C of I



CLEAN WATER SRF PROGRAM

Created in 1987 by the Clean Water Act, the Maine Municipal Bond Bank serves as the financial manager of the Clean Water State Revolving Loan Fund in cooperation with the Maine Department of Environmental Protection. Click here to learn more about the approval and financing process of this program.

(+) up to 200 bps lower than market rates; (+) taxable, no Code compliance; (-) Davis Bacon; (-); substantial Admin fees



DRINKING WATER SRF PROGRAM

Created by the Safe Drinking Water Act of 1996, the Maine Municipal Bond Bank serves as the financial manager of the Drinking Water State Revolving Loan Fund in cooperation with the Maine Department of Human Services. Click here to learn more about the approval and financing of this program.

(+) up to 200 bps lower than market rates; (+) taxable, no Code compliance; (-) Davis Bacon; (-); substantial Admin fees



SCHOOL REVOLVING RENOVATION PROGRAM

Created by the Legislature in 1998, the Maine Municipal Bond Bank serves as financial manager of the School Renovation Revolving Loan Fund in cooperation with the Maine Department of Education. Click here to learn more about the approval and financing process of this program.

(+) up to 0% rate; (+) taxable, no Code compliance; (+) up to 50% grant (forgiven); (-) ≤\$1MM/project

127 Community Drive • PO Box 2268 • Augusta, ME 04338 • 1-800-821-1113

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How the rate is established ...

③ Interest rates ("Coupons") are assigned to each year of maturity to establish at what coupon, sold at what yield, generates a "\$Price" that, when minus 100.0% = a profit or breakeven (e.g., $101.847 - 100.000 \times \$10,000 = \$184.70$ profit).

① The underwriter (the purchaser) decides at what "Yield" that they can sell the bonds to their client list.

Town of Cape Elizabeth, Maine
2015 General Obligation Bonds
(Library Project)
Bond Production Report

Date	Principal	Bond Type	B/Y	Coupon	Yield	\$Price	Priced to Call	Gross Production
4/15/16	200,000.00	Standard	200	2.0000	0.1500	101.847		203,694.00
4/15/17	200,000.00	Standard	500	2.0000	0.3000	103.387		206,774.00
4/15/18	200,000.00	Standard	1200	2.0000	0.6000	104.156		208,312.00
4/15/19	200,000.00	Standard	2000	2.0000	0.9000	104.312		208,524.00
4/15/20	200,000.00	Standard	3000	2.0000	1.2000	103.871		207,742.00
4/15/21	200,000.00	Standard	4200	2.0000	1.4000	103.441		206,882.00
4/15/22	200,000.00	Standard	5600	2.0000	1.7000	101.971		203,942.00
4/15/23	200,000.00	Standard	7200	2.0000	1.9000	100.738		201,476.00
4/15/24	200,000.00	Standard	9000	2.2500	2.0500	101.636		203,272.00
4/15/25	200,000.00	Standard	11000	2.2500	2.1600	100.805		201,610.00
4/15/26	200,000.00	Standard	13200	2.2500	2.3000	99.516		199,032.00
4/15/27	200,000.00	Standard	15600	2.5000	2.4000	100.884	C 4/15/25 @ 100.000	201,768.00
4/15/28	200,000.00	Standard	18200	2.5000	2.5000	100.000		200,000.00
4/15/29	200,000.00	Standard	21000	2.7500	2.6000	101.313	C 4/15/25 @ 100.000	202,626.00
4/15/30	200,000.00	Standard	24000	2.7500	2.6500	100.873	C 4/15/25 @ 100.000	201,746.00
4/15/31	200,000.00	Standard	27200	2.7500	2.7500	100.000		200,000.00
4/15/32	200,000.00	Standard	30600	2.8750	2.8000	100.650	C 4/15/25 @ 100.000	201,300.00
4/15/33	200,000.00	Standard	34200	2.8750	2.9000	99.651		199,302.00
4/15/34	200,000.00	Standard	38000	3.0000	2.9500	100.430	C 4/15/25 @ 100.000	200,860.00
4/15/35	200,000.00	Standard	42000	3.0000	3.0000	100.000		200,000.00

4,000,000.00								4,058,962.00

Par Amount	4,000,000.00	
Production	58,962.00	
Gross Production	4,058,962.00	101.4740500
Bond Insurance	0.00	0.0000000
Underwriters Discount	58,962.00	1.4740500
Bid	4,000,000.00	100.0000000

Accrued	0.00
Net to Issuer	4,000,000.00
Gross Interest Cost	1,086,750.00
-Net Premium	0.00
Net Interest Cost	1,086,750.00

N I C %	2.5875000	Using	100.0000000
T I C %	2.5670120	From Delivery Date	

Bond Years	42,000.000		
Average Coupon	2.587500		
Average Life	10.500000		
Weighted Bond Years	42,341.024		
Weighted Average Life	10.431491		
Weighted N I C %	2.5666597	Using	100.0000000

CALL OPTIONS:
4/15/2025 @ 100.000
C = Maturity was Priced to Call

Moors & Cabot, Boston, Massachusetts

Micro-Muni Debt Date: 05-27-2014 @ 10:21:38 Filename: CAPE Key: 2015 LIB

② The underwriter then determines how much profit that they need for expenses and sale commissions.

④ The consolidated interest (e.g., \$1,086,750) over the life-span of the issue (e.g., 10.431491 wgt ave life) creates the Interest Rate (or True Interest Cost; "TIC").

Industry Standard Definitions of NIC and TIC

“**NET INTEREST COST (or “NIC”)** is a common method of computing the interest expense to the issuer of issuing bonds, which usually serves as the basis of award in a competitive sale. NIC takes into account any premium and discount paid on the issue. NIC represents the dollar amount of coupon interest payable over the life of a serial issue, without taking into account the time value of money (as would be done in other calculation methods, such as the “true interest cost” method). While the term “net interest cost” actually refers to the dollar amount of the issuer’s interest cost, it is also used to refer to the overall rate of interest to be paid by the issuer over the life of the bonds. The formula for calculating the NIC rate is:

$$\frac{\text{Total Coupon Interest Payments + Discount (or – Premium)}}{\text{Bond Years}}$$

TRUE INTEREST COST (or “TIC”) is also known as “Canadian Interest Cost”. Under this method of computing the borrowing issuer’s cost, interest cost is defined as the rate, compounded semi-annually, necessary to discount the amounts payable on the respective principal and interest payment dates to the purchase price received for the new issue securities. TIC computations produce a figure slightly different from the net interest cost (NIC) method since TIC considers the time value of money while NIC does not.”

Source: *Glossary of Municipal Securities Terms*, Municipal Securities Rulemaking Board, 1985.

The TIC bid discourages early year’s high coupon or later year’s deep discount bidding, and is most compatible with compliance with the issuer’s concern with present value. Furthermore, this is currently the most commonly used method for bidding on bond issues.

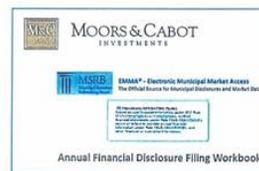
The time value of money, or “Present Value” undertake computations that are used to determine whether or not a particular investment with a specified future cash flow is a good investment. This is based upon the premise that one dollar paid today is worth more than a dollar paid in future years. Present Value includes evaluating any borrowing where money is paid today over the future stream of such borrowing, to demonstrate the projected future expense. As such, an analysis assigns an implicit time value on money by measuring the effect of foregoing the return from potential future investment of money. In summary, the Absolute Savings are the actual numbers of dollars paid over the life of the issue. Present Value is the actual value today of amounts paid over the life of the issue.

Continuing Disclosure



... **Material Events** – Any municipal issuer that has undertaken a continuing disclosure obligation under SEC’s Rule 15c2-12 is required to file material events within 10 days of such event(s) occurring. This includes calls, rating changes, among several other items. Filings are made to the Municipal Securities Rulemaking Board (“MSRB”) through its Electronic Municipal Market Access System (“EMMA®”). *We have guidance, event notice forms and instruction workbooks for these filings.*

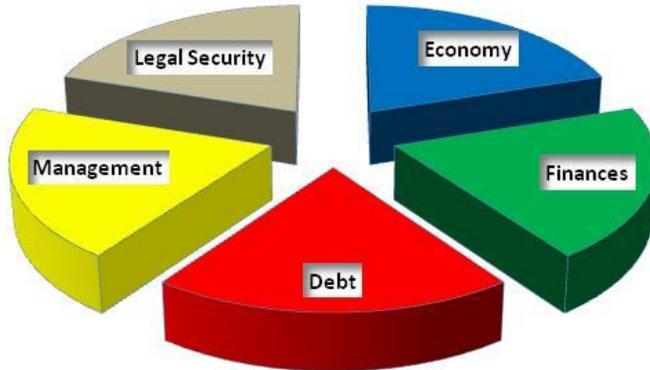
... **Annual Financial Filings** – Any municipal issuer that has undertaken a continuing disclosure obligation under SEC’s Rule 15c2-12 is required to file annual financial and operating data within a specified time (typically 270 days) following the end of the fiscal year. Filings are made to the MSRB through EMMA®. *We have guidance, event notice forms and instruction workbooks for these filings.*



... **EMMA Reminder** – MSRB Gateway registered users may subscribe to a FREE SCHEDULED EMAIL reminder from EMMA® Dataport to help ensure timely annual financial filings. *We have guidance, event notice forms and instruction workbooks for these filings.*



RATING PROCESS



<u>Credit Factors</u>	<u>Potential Rating Change Driver</u>
Economy	<ul style="list-style-type: none"> • Significant development in the local tax base driving continued growth in total property values. • Increased or decreased diversification of local tax base. • Loss of key industry or employer with no work-out plan.
Finances	<ul style="list-style-type: none"> • Expected augmentation (or loss) of financial flexibility. • Expectation that significant growth (or decline) of reserves will continue.
Debt	<ul style="list-style-type: none"> • Significant increase in debt obligations without correlating development to offset tax-base leveraging. • Utilization of debt structure not appropriately matched to asset's useful life.
Management	<ul style="list-style-type: none"> • Implementation of new strategies that are expected to augment (or detract) from operating flexibility. • Change in political environment that affects ability to react to unanticipated events.
Legal Security	<ul style="list-style-type: none"> • Indenture for non-tax backed debt; Regulatory agency permission; Financial flexibility: Unlimited, Limited or Restrictive.

Moody's Long-term Ratings

Moody's Investors Service ("Moody's") Bonds carrying the same rating are not claimed to be of absolutely equal quality, but are in a broad sense alike in position of risk. The ratings involve judgments about the future, including an appraisal of long-term risks and the recognition of many statistical and non-statistical factors. The quality of a bond may change over its life and therefore a change from the initial rating designation may occur at any time. Moody's applies numerical modifiers (1, 2 and 3) in each rating classification. The modifier 1 indicates that the issue ranks in the higher end of its gradation; the modifier 2 indicates a mid-range ranking; and the modifier 3 indicates that the issue ranks in the lower end of its category. The classes of gradation are:

Aaa ratings, assigned for issues judged to be of the best quality, carry the smallest degree of investment risk and are generally referred to as "gilt edged". Interest payments are protected by a large or by an exceptionally stable margin and principal is secure. While the various protective elements are likely to change, such changes as can be visualized are most unlikely to impair the fundamentally strong position of such issues.

Aa ratings, assigned for issues judged to be of high quality by all standards and, together with **Aaa**, comprise what are generally known as "high grade" bonds. These are rated lower because margins of protection may not be as large as in **Aaa** issues, or fluctuation of protective elements may be of greater amplitude, or there may be other elements present which make the long-term risk appear somewhat larger than **Aaa** securities.

A ratings, assigned for issues judged to possess many favorable investment attributes, are considered upper-medium grade obligations. Factors giving security to principal and interest are considered adequate, but elements may be present which suggest a susceptibility to impairment sometime in the future.

Baa ratings, assigned for issues judged to be considered as medium-grade obligations, are neither highly protected nor poorly secured.

S&P's Long-term Ratings

Issue credit ratings are based, in varying degrees, on Standard & Poor's analysis of the following considerations: Likelihood of payment—capacity and willingness of the obligor to meet its financial commitment on an obligation in accordance with the terms of the obligation; Nature of and provisions of the obligation; Protection afforded by, and relative position of, the obligation in the event of bankruptcy, reorganization, or other arrangement under the laws of bankruptcy and other laws affecting creditors' rights.

Issue ratings are an assessment of default risk, but may incorporate an assessment of relative seniority or ultimate recovery in the event of default.

AAA

An obligation rated 'AAA' has the highest rating assigned by Standard & Poor's. The obligor's capacity to meet its financial commitment on the obligation is extremely strong.

AA

An obligation rated 'AA' differs from the highest-rated obligations only to a small degree. The obligor's capacity to meet its financial commitment on the obligation is very strong.

A

An obligation rated 'A' is somewhat more susceptible to the adverse effects of changes in circumstances and economic conditions than obligations in higher-rated categories. However, the obligor's capacity to meet its financial commitment on the obligation is still strong.

BBB

An obligation rated 'BBB' exhibits adequate protection parameters. However, adverse economic conditions or changing circumstances are more likely to lead to a weakened capacity of the obligor to meet its financial commitment on the obligation.

Plus (+) or minus (-)

The ratings from may be modified by the addition of a plus (+) or minus (-) sign to show relative standing within the major rating categories.



MOORS & CABOT
INVESTMENTS

Speculative Grade

Ba or BB rated debt has less near-term vulnerability to default than other speculative issues. However, it faces major ongoing uncertainties or exposure to adverse business, financial or economic conditions which could lead to inadequate capacity to meet timely interest and principal payments.

B rated debt has greater vulnerability to default but currently has the capacity to meet interest payments and principal repayments. Adverse business, financial or economic conditions will likely impair capacity or willingness to pay interest and repay principal.

Caa or CCC rated debt has a current identifiable vulnerability to default, and is dependent upon favorable business, financial and economic conditions to meet timely payment of interest and repayment of principal. In the event of adverse business, financial or economic conditions, it is not likely to have the capacity to pay interest and repay principal.

Ca or CC ratings are typically applied to debt subordinated to senior debt that is assigned an actual or implied Caa or CCC rating.

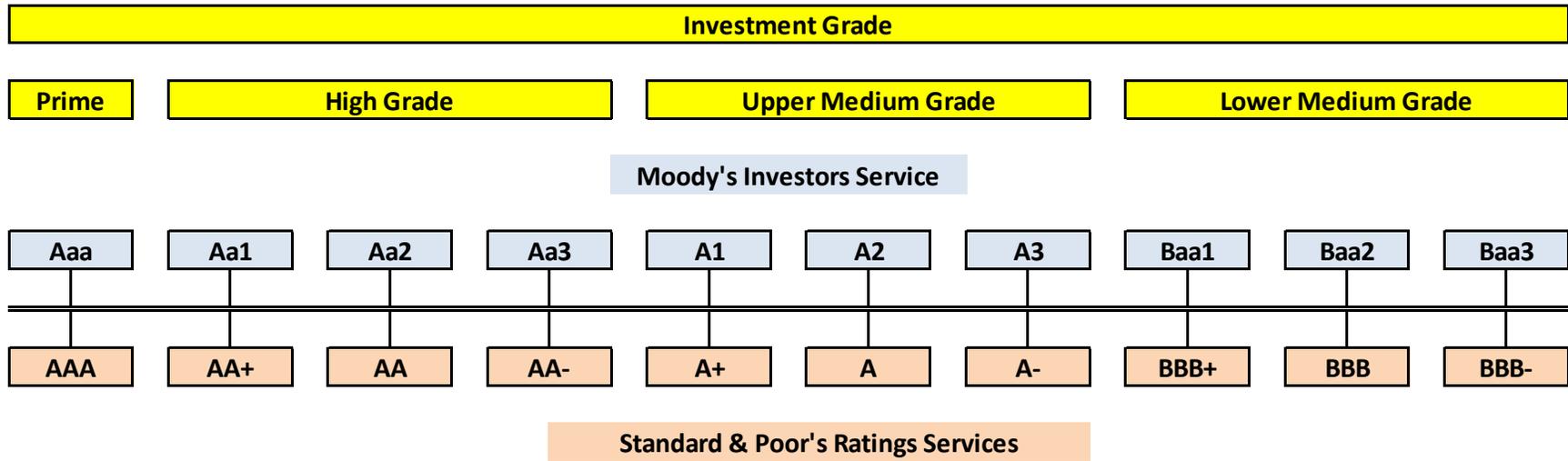
C ratings are typically applied to debt subordinated to senior debt that is assigned an actual or implied Caa or CCC- rating. The **C** rating may be used to cover a situation where a bankruptcy petition has been filed, but debt service payments are continued.

CI ratings are reserved for income bonds on which no interest is being paid.

D rated debt indicates payment default. This rating is also used upon the filing of a bankruptcy petition if debt service payments are jeopardized.

N.R. indicates that the debt is not rated by a bond rating agency.

Bond Rating Ranges



Interest Spread by Basis Points ("bp"); 1 bp = 0.01%; e.g.; 2.00% vs 2.01% = 1 bp

Prime	High Grade	Upper Medium Grade	Lower Medium Grade
Base	Base +10 to 15 bps; 3 to 5 bps within tranche	Base +25 to 40 bps; 5 to 10 bps within tranche	Base +50 to 90 bps; 10 to 25 bps within tranche

e.g., 2.00%

2.10% to 2.15%

2.25% to 2.40%

2.50% to 2.90%

RULE: 10 bps for \$10,000,000 for 20 years ≈ \$100,000

Current Long-term Bond Ratings (Maine)

Local Maine Governments

Municipality	Moody's S&P		Municipality	Moody's S&P	
	Rating	Rating		Rating	Rating
Alfred	NR	AA	Somerset Cnty	Aa3	A+
Auburn	Aa3	AA-	South Berwick	Aa2	AA+
Augusta	NR	AA	South Portland	Aaa	AAA
Bangor	Aa2	AA-	St. George	NR	AA+
Bar Harbor	Aa1	AAA	Topsham	NR	AA+
Bath	Aa2	AA	Union	NR	AA+
Biddeford	Aa3	AA	Waterville	Aa3	A+
Boothbay	Aa1	AA+	Wells	Aa1	AA+
Brewer	Aa3	AA-	Westbrook	Aa2	AA
Brunswick	Aa2	AA+	Windham	Aa2	AA+
Camden	NR	AA+	Winslow	Aa3	AA-
Casco	Aa3	AA+	Winthrop	NR	AA-
Cape Elizabeth	Aa1	AAA	Yarmouth	Aa2	AA+
Castine	Aa3	NR	York Cnty	NR	AA
Cumberland	Aa2	AA+	York	NR	AAA
Cumberland Cnty	Aa1	AA+	<u>District</u>		
Dayton	NR	AA+	Auburn Sewer Dist.	NR	A+
Dixfield	NR	AA-	Auburn Water Dist.	NR	A+
Ellsworth	A1	AA-	Brewer HSD	NR	AA-
Falmouth	Aaa	AAA	Brun&Tops WD	NR	A+
Farmington	NR	AA-	Cumberland Cnty Civic Cntr	NR	AA
Freeport	Aa2	AAA	ecomaine	NR	AA
Gorham	Aa2	AA+	Freeport Swr	Aa3	NR
Gray	Aa1	AA+	Ken Lt & Pr	Aa3	BBB+
Hallowell	NR	A+	Kennebec WD	A1	NR
Hancock Cnty	Aa2	AA	Kennebunk Sewer District	Aa3	AA
Harpeswell	Aa1	AAA	Linc-Sag Jail Auth	Aa3	AA-
Herron	A1	AA-	MSAD No. 15	Aa3	AA+
Islesboro	A1	AA	MSAD No. 28	Aa3	AA-
Kennebunk	Aa1	AAA	MSAD No. 51	Aa3	AA+
Kennebunkport	Aa1	AAA	No Jay WD	Baa2	NR
Kittery	Aa1	AA+	Portland Jetport	A3	A-
Knox Cnty	Aa2	AA	Portland Wtr Dis (Port Swr)	Aaa	AAA
Lewiston	Aa2	AA-	Portland Wtr Dis (Wtr)	Aa3	AA+
Madison	NR	A+	RSU No. 1	NR	AA
Manchester	NR	AA-	RSU No. 5	Aa3	A+
New Gloucester	Aa2	AA+	RSU No. 13	Baa3	A
North Yarmouth	NR	AA+	RSU No. 13 (COPs)	NR	A-
Ogunquit	Aa2	AA+	RSU No. 14	Aa2	AA
Old Orchard Beach	Aa3	AA+	RSU No. 21	Aa3	AA
Orono	Aa3	AA-	RSU No. 23	A1	AA
Oxford	NR	AA-	RSU No. 26	Aa3	A+
Paris	NR	A+	RSU No. 57	Aa2	AA
Pittsfield	NR	A	Rumford WD	A2	NR
Portland	Aaa	AAA	So Berwick WD	A1	NR
Presque Isle	NR	A+	Vocational Region 8, MCST	A1	AA-
Raymond	NR	AAA	Wells-Ogunquit CSD	Aa3	AA+
Saco	Aa3	AA	Yarmouth WD	Aa3	AA
Scarborough	Aa2	AA+			

March 12, 2026



TAX ASPECTS

DECLARATION OF OFFICIAL INTENT

The Internal Revenue Service promulgated its final reimbursement regulations, effective March 2, 1992, with respect to expenses previously advanced from sources other than tax-exempt securities (e.g., reserves) whereby the borrower may wish to ultimately use tax-exempt bond proceeds to reimburse itself. One of the requirements is that the borrower make a **“Declaration of Official Intent”**.

A Declaration of Official Intent is imperative for a governmental unit to the extent it intends to expend any monies prior to financing a project. Although certain “preliminary expenditures” are allowed under Treasury Regulation 1.103-18 without previously declaring official intent, any other monies expended prior to the date of the declaration are not eligible for tax-exempt financing.

The Declaration of Official Intent is an extremely straightforward process. Declaring official intent does not bind the government to go ahead with a financing, nor does it authorize the unit, or any of its officers, to proceed with the financing. It simply establishes the governmental entity’s intent to reimburse itself for monies expended in pursuit of a project with proceeds of tax-exempt bonds.

DEEMED QUALIFIED AND DESIGNATED

The Tax Reform Act of 1986, as amended, (i) eliminated the ability of bank portfolios to enjoy tax-exempt status from the purchase of certain municipal new issues (i.e., from “large issuers”) and (ii) limited the ability of bank portfolios to enjoy only 80% of the tax-exemption of all other municipal issues (i.e., from “small issuers”). This is encompassed in the Internal Revenue Code of 1986, as amended (the “Code”), Section 265(B).

Q&D

In summary, the Code states that subject to an exception for the obligations of issuers of a limited amount of tax-exempt obligations for a calendar year (i.e., currently \$10 million), the Code denies a deduction for that portion of the interest expense of a financial institution that is allocable to interest received on bonds. To the extent that the municipal issuer issues an amount not greater than \$10 million in “new money” each calendar year, its bonds may be designated as **“qualified tax-exempt obligations”** within the meaning of Section 265(b)(3) of the Code and, in the case of certain financial institutions (within the meaning of Section 265(b)(5) of the Code), a deduction is allowed for 80% of that portion of such financial institutions’ interest expense allocable to interest on bonds. The market may provide up to a 20 basis point (a basis point being .01%; the difference between 5.00% and 5.20% is 20 basis points) lower interest rate for an issue deemed qualified and designated (“Q&D”).

Pooled Financings

While constituent issues that comprise a “pooled” financing, such as through a Bond Bank, may severally be small issuers the Code looks to the conduit, not the underlying municipal entities, as the issuer. Therefore, pooled issues do not typically enjoy Q&D status in that they historically borrow more than \$10 million in a calendar year. Thus, the potential for savings as a Q&D issue via a pooled financing is not typically available.

Summary

An issuer may structure and time their issues to allow Q&D status for projects, even though the actual project may exceed the \$10 million threshold. This is done with the issuance of Bond Anticipation Notes (“BANs”) and/or separate bond issues which time the proposed issues appropriately to (i) comply with the Code, yet (ii) provide sufficient requisite proceeds through the project’s phases.

ARBITRAGE/REBATE

The following intends to be a brief summary of some of the more significant provisions of the Internal Revenue Code of 1986, as amended, as they relate to the requirement that certain profits from the investment of bond proceeds be rebated to the United States government, pursuant to Section 148(f) of the Code.

Arbitrage Defined

True arbitrage is the selling of a security in one market and simultaneously buying a substantially equivalent security in another, for the purpose of making a profit on the price difference. This is most often done to take advantage of inefficiencies between two markets and, as such, may have a stigma because a profit results without added value being created.

As applied to municipal finance, however, arbitrage refers to selling securities (i.e., borrowing money) at tax-exempt rates and then investing unexpended proceeds at higher taxable rates. This generally results in a net profit for the amount invested which partially offsets the interest expense on the overall borrowing.

Arbitrage Abused

A few municipal issuers took serious advantage of the arbitrage opportunity. Further, the U.S. Treasury argued that municipal issuers in general had shown a tendency to maximize arbitrage profits. Therefore, the Treasury felt compelled to restrict the earnings on a municipal issue which seemed to be beyond monies raised for actual municipal purposes. The Treasury set regulations in 1989, as amended, which required certain profits from the investment of bond proceeds to be rebated to the Treasury.

Rebate Exceptions

- (1) **“Small Issuer” Exception.** To the extent that a municipal issuer who has general taxing powers reasonably expects to issue not more than \$5 million in principal amount of debt for governmental purposes in a calendar year, no rebate need be calculated or paid; or
- (2) **“Additional School Small Issuer” Exception.** The above \$5 million may be increased by the lesser of: \$15 million or so much as the aggregate face amount of bonds, attributable to financing the construction of public school facilities.
- (3) **“Six Month Expenditure” Exception.** Any municipal issuer who expends the entire proceeds of a debt issue within six months of the issuance date will not suffer a rebate calculation or payments; or
- (4) **“Eighteen Month Expenditure” Exception.** If the rebate requirement is met for all amounts not included in this exception, and all gross proceeds of this issue qualify for the initial temporary period under Section 1.148-2(e)(2) of the Treasury Regulations, no rebate will be owed if the proceeds are spent at least according to the following schedule:

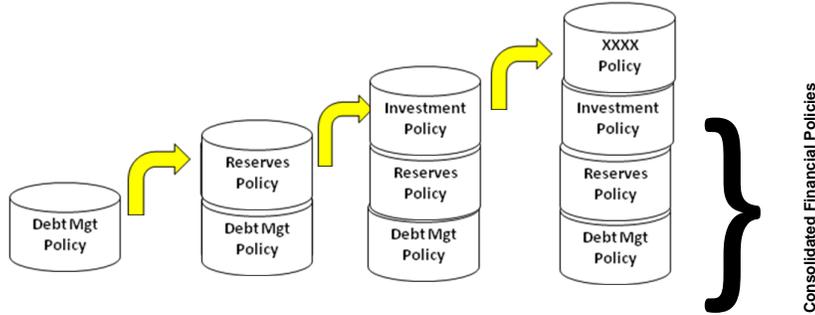
	%	Time
(i)	10%	within six months
(ii)	60	within 12 months
(iii)	100	within 18 months

- (5) **“Construction Bonds” or “Twenty-four Month Construction” Exception.** If the proceeds of an issue are used to finance construction of property owned by a governmental unit no rebate will be owed if the proceeds are spent at least according to the following schedule:

	Time	%
(i)	10%	within six months
(ii)	45	within 12 months
(iii)	75	within 18 months
(iv)	100	within two years

FISCAL MANAGEMENT

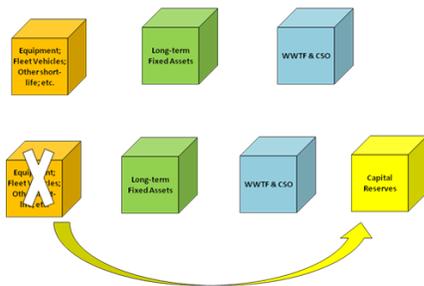
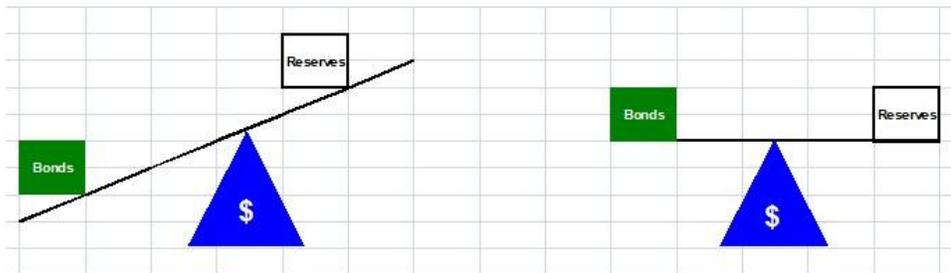
Policies are guidelines that are meant to be dynamic. Early on, we assist the client in making an inventory of its policies. If no particular policy exists (e.g., Investment Policy) or is substantially aged we establish one or review existing, update, modify if necessary to reflect current requirements, current sentiments, changing priorities or objectives. A “good” policy is a foundation for further, “good” policies.



Proposed Action:

- Establish a preamble with introductory statements that explain purpose and underlying philosophy;
- This must be a robust management tool yet it must be reader friendly;
- It should establish meaningful, dynamic and achievable expectations and objectives;
- Framework that encourages compliance; discourages end-runs; and
- Sets formal goals (success criteria) ... expectations (process criteria) ... procedures (formal procedure) should be identified, and quantified, if possible.

Achieving a Balance



As the engagement progresses, we, together, establish frameworks that are consistent with the client’s policy objectives, philosophies to achieve particular goals and then expectations (objectives).

These will be macro guidelines that enhance consistency and a unified message throughout.

DEMOGRAPHIC CHARACTERISTICS

Population	Town of Windham	% Change Since Last Census		
		Town	State	USA
1980	11,282	71.1%	13.4%	11.4%
1990	13,020	15.4	9.2	9.8
2000	14,904	14.5	3.8	13.2
2010	17,001	17.1	4.2	8.9
2020	18,434	8.4	1.2	6.3

Population Characteristics	Town of Windham	Cumberland County	State of Maine	USA
Median age (years)	41.6	42.2	44.7	38.1
% under 5 years	5.4%	4.7%	4.7%	6.0%
% under 18 years	19.5%	18.3%	18.5%	22.3%
% 65 and over	15.4%	19.0%	21.2%	16.5%
Persons/household	2.57	2.35	2.32	2.62

Income	Town of Windham	Cumberland County	State of Maine	USA
Median household income	\$78,284	\$73,072	\$57,918	\$62,843
Per capita income	\$33,846	\$40,527	\$32,637	\$34,103
% below poverty level	6.5%	8.6%	10.6%	11.4%

Housing	Town of Windham	Cumberland County	State of Maine	USA
% owner occupied	87.2%	69.3%	72.3%	64.0%
Owner occupied med. value	\$248,400	\$278,100	\$190,400	\$217,500
Median gross rent	\$588	\$1,131	\$853	\$1,062
Households	6,786	120,644	559,921	-

SOURCE: 2020 Census, U.S. Department of Commerce, Bureau of the Census.

Unemployment	Town of Windham	Cumberland County	State of Maine	USA
2024	2.4%	2.5%	3.1%	4.0%
2023	2.1	2.4	2.9	3.6
2022	2.3	2.4	3.0	3.6
2021	3.6	4.0	4.6	5.5
2020	4.9	5.3	5.4	8.1
2019	2.4	2.4	3.0	3.7
2018	2.3	2.4	3.4	3.9
2017	2.5	2.5	3.3	4.4
2016	2.9	2.9	3.9	4.9
2015	3.3	3.4	4.4	5.3

SOURCE: Maine Department of Labor, Division of Economic Analysis and Research.

HOW TO MAINTAIN/UPGRADE RATING WHILE FINANCING INFRASTRUCTURE

Household/Per Capita Effective Buying

Low	Below 65%
Adequate	65%-90%
Good	90%-110%
Strong	110%-130%
Very strong	Above 130%

122.0%

Available Fund Balance

Low	Below 0%
Adequate	1%-4%
Good	4%-8%
Strong	8%-15%
Very strong	Above 15%

39.73%

Market Value Per Capita

Low	Below \$35,000
Adequate	\$35,000-\$55,000
Strong	\$55,000-\$80,000
Very strong	\$80,000-\$100,000
Extremely strong	Above \$100,000

\$201,489

Debt Service As % Of Expenditures

Low	Below 8%
Moderate	8%-15%
Elevated	15%-20%
High	Above 25%

4.0%

Top 10 Taxpayers

Very diverse	Below 15%
Diverse	15% - 25%
Moderately concentrated	25% - 40%
Concentrated	Above 40%

3.79%

Overall Net Debt Per Capita

Very low	Below \$1,000
Low	\$1,000-\$2,000
Moderate	\$2,000-\$5,000
High	Above \$5,000

\$973 net
\$1,065 diluted

Overall Net Debt As % Of Market Value

Low	Below 3%
Moderate	3%-6%
Moderately high	6%-10%
High	Above 10%

1.1%

SOURCE: Public Finance Criteria: Key General Obligation Ratio Credit Ranges - Analysis Vs. Reality (Standard & Poor's , April 2, 2008)

Windham Taxpayers (2025)

	<u>Business</u>	<u>Assessed Total</u>	<u>Property Tax</u>	<u>% of Levy</u>
Central Maine Power	Utility - CMP	\$52,084,600	\$628,140	1.24%
WS North Windham Prop. LTD.	Retail Super Center	16,800,100	202,609	0.40%
ARC LWWDMMME001 LLC	Shopping Center	14,240,200	171,737	0.34%
B33 Windham II LLC	Shopping Center	12,532,400	151,141	0.30%
Jonlee Windham LLC	Marshalls Plaza	10,961,000	132,190	0.26%
Dusty Rhoades LLC	Multifamily	10,917,800	131,669	0.26%
JLB Windham LLC	Home Depot	10,452,500	126,057	0.25%
Robie Holdings LLC	Multifamily	10,418,500	125,647	0.25%
Portland Natural Gas	Pipeline	10,353,700	124,866	0.25%
Anglers road commons LLC	Multifamily	<u>10,309,500</u>	<u>124,333</u>	<u>0.25%</u>
Top Ten Taxpayers		\$159,070,300	\$1,918,389	3.79%

Tax Levy

<u>Fiscal Yr. End June 30,</u>	<u>Equalized State Valuation</u>	<u>Assessed Valuation</u>	<u>Tax Rate</u>	<u>Tax Levy</u>	<u>% Collected Year End</u>
2026	\$4,292,500,000	\$4,202,792,000	\$12.06	\$46,991,710	In Process
2025	4,103,400,000	4,096,923,300	11.47	43,430,080	99.34%
2024	3,648,900,000	3,788,400,000	11.20	38,227,466	99.78%
2023	2,914,100,000	3,292,632,000	11.61	34,459,803	99.89%
2022	2,608,150,000	2,734,905,300	12.60	34,255,779	99.95%
2021	2,441,900,000	2,336,553,000	15.00	35,048,303	99.96%
2020	2,272,500,000	2,306,602,000	14.64	33,768,660	99.98%
2019	2,095,000,000	2,094,816,000	15.18	31,799,310	99.99%
2018	1,916,750,000	1,831,617,000	16.43	30,093,464	99.34%
2017	1,877,500,000	1,803,830,000	15.70	28,320,128	99.78%

Fund Balance

	<u>Fiscal Year Ended June 30,</u>					
	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>2024</u>	<u>2025</u>
Assigned & Unassigned GF Balance	\$11,190,043	\$13,126,581	\$14,620,734	\$18,264,979	\$21,949,540	25,851,768
Total Budgeted Expenditures	46,043,009	47,598,210	48,510,696	52,975,294	58,977,703	65,074,819
Fund Bal. as % Budg'. Expenditures	24.30%	27.58%	30.14%	34.48%	37.22%	39.73%
	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>2024</u>	<u>2025</u>
Unassigned General Fund Balance	\$7,693,637	\$9,804,554	\$11,331,562	\$14,464,511	\$17,168,350	17,433,993
Total Budgeted Expenditures	46,043,009	47,598,210	48,510,696	52,975,294	58,677,703	65,074,819
Fund Bal. as % Budg'. Expenditures	16.71%	20.60%	23.36%	27.30%	29.11%	26.79%

Debt Ratios

<u>Fiscal Yr. End June 30,</u>	<u>Population</u>	<u>Equalized State Val.</u>	<u>Assessed Valuation</u>	<u>Total Debt</u>	<u>Debt as % Eq. Val.</u>	<u>Per Capita Debt</u>
2026	18,434	\$4,292,500,000	\$4,202,792,000	\$17,950,000	0.42%	\$973.74
2025	18,434	4,103,400,000	4,096,923,300	19,640,000	0.48%	1,065.42
2024	18,434	3,648,900,000	3,788,400,000	19,834,200	0.54%	1,075.96
2023	18,434	2,914,100,000	3,292,632,000	22,727,600	0.78%	1,232.92
2022	18,434	2,608,150,000	2,734,905,300	22,881,000	0.88%	1,241.24
2021	18,434	2,441,900,000	2,336,553,000	20,724,000	0.85%	1,124.23
2020	18,434	2,272,500,000	2,306,602,000	18,597,800	0.82%	1,008.89
2019	18,540	2,095,000,000	2,094,816,000	20,921,200	1.00%	1,128.44
2018	18,346	1,916,750,000	1,831,617,000	13,489,600	0.70%	735.29
2017	18,026	1,877,500,000	1,803,830,000	15,358,000	0.82%	851.99

Fully Diluted

	<u>Direct Debt</u>	<u>Overlapping</u>	<u>Contingent</u>	<u>Total Debt</u>
Town of Windham	\$19,640,000			\$19,640,000
RSU 14		\$70,953,943		70,953,943
County of Cumberland		1,318,926		1,318,926
PWD (Wastewater)		12,477,252		12,477,252
PWD (Water)			\$4,594,386	4,594,386
Total A/O June 30, 2025	\$19,640,000	\$84,750,121	\$4,594,386	\$108,984,507
% 2026 ESV	0.46%	1.97%	0.11%	2.54%
Debt Per Capita	\$1,065.42	\$0.00	\$0.00	\$1,065.42



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-055

Agenda Date: 3/24/2026

Version: 1

Status: Agenda Ready

In Control: Town Council

File Type: Discussion Item

Agenda Number:

Charter Amendment Draft Language.

Tammy Hodgman

From: Robert J. Burns
Sent: Thursday, March 19, 2026 2:56 PM
To: Benjamin T. McCall
Cc: Tammy Hodgman
Subject: RE: Proposed Charter Amendments (for March 24 Agenda)

Thanks Ben!

Robert Burns
Town Manager | rjburns@windhammaine.us
Town of Windham | Office of the Town Manager
8 School Road | Windham, ME 04062 | www.windhammaine.us
Ph. 207.892.1907 Ext. 1129 | Fax 207.892-1910

From: Benjamin T. McCall <bmccall@dwmlaw.com>
Sent: Thursday, March 19, 2026 2:36 PM
To: Robert J. Burns <rjburns@windhammaine.us>
Cc: Tammy Hodgman <tahodgman@windhammaine.us>
Subject: Proposed Charter Amendments (for March 24 Agenda)

External sender <bmccall@dwmlaw.com>

Make sure you trust this sender before taking any actions.

Bob –

As requested, attached is a redlined version of the Charter with proposed amendments. Specifically, these amendments:

- Change the date by which the budget and CIP need to be submitted to the Council to March 1 of every year (Art. V, Secs. 2, 3).
- Move the date by which the proposed budget must be recommended to voters as being no later than 60 days prior to the new fiscal year – to allow for ballot printing (Art. V, Sec. 4).
- Other housekeeping amendments in Art V. to clarify the budget preparation process.
- Moving the Annual Town Meeting to the second Tuesday in June, concurrent with the regular municipal election.
- Making that Annual Town Meeting secret ballot only; specifying the effect of yes and no votes on each budget article; and permitting special (open) town meetings to ask for additional appropriations if a budget article is defeated.
- Increase in the amount of appropriations requiring town meeting approval from \$25,000 to \$250,000.

These amendments are all suggestions, based on feedback from the Council. Nothing is set in stone, so I look forward to further discussion with Council and amendments to the amendments as necessary. Please let me know if you have any questions.

Thanks,
Ben

Benjamin T. McCall
Attorney

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DrummondWoodsum
ATTORNEYS AT LAW

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WINDHAM CODE

Section 4. Method of discontinuing the Town Meeting.

**ARTICLE IX
Initiative and Referendum**

Section 1. Petition for overrule of action of Council.

Section 2. Petition for enactment of ordinances.

Section 3. Form of ballot.

**ARTICLE X
General Provisions**

Section 1. Oath of office.

Section 2. Short title.

Section 3. Separability clause.

[HISTORY: Adopted by the Town of Windham 12-9-1974, effective 1-1-1975, as amended through 11-5-2024. Subsequent amendments noted where applicable.]

ARTICLE I
Grant of Powers to the Town

Section 1. Incorporation.

The inhabitants of the Town of Windham, within the limits as now established or as hereafter established in the manner provided by law, shall be a municipal corporation, by the name of the Town of Windham.

Section 2. Powers and duties.

The Town shall have, exercise and enjoy all the rights, immunities, powers, privileges and franchises and shall be subject to all the duties, liabilities and obligations provided for herein, or otherwise, pertaining to or incumbent upon said Town as a municipal corporation or to the inhabitants or municipal authorities thereof; and may enact reasonable by-laws, regulations and ordinances for municipal purposes, not inconsistent with the Constitution and laws of the State of Maine, and impose penalties for the breach thereof, to be recovered for such uses as said by-laws, regulations or ordinances shall provide.

The administration of all the fiscal, prudential and municipal affairs of said Town, with the government thereof, except as otherwise provided by this Charter, shall be and is vested in one body of seven members, which shall constitute and be called the Town Council, all of whom shall be inhabitants of said Town, and shall be sworn in the manner hereinafter prescribed.

The Town may acquire property for any Town purpose, in fee simple or any lesser interest or estate, by purchase, gift, devise, lease, or condemnation and may sell, lease, mortgage, hold, manage and control such property as its interest may require.

In this Charter no mention of a particular power shall be construed to be exclusive or to restrict the scope of the powers which the Town would have if the particular power were not mentioned. The Charter shall be liberally construed to the end that the Town may have all the powers necessary or convenient for the conduct of its municipal affairs, including all powers the Town may assume pursuant to state laws and to the provisions of the State Constitution.

Section 3. Intergovernmental relations.

The Town may exercise any of its powers or perform any of its functions and may participate in the financing thereof, jointly or in cooperation, by contract or otherwise, with any one or more states or civil subdivisions or agencies thereof, or with the United States or any agency thereof, in accordance with the terms of the Interlocal Cooperation Act¹ and other statutory provisions.

1. Editor's Note: See 30-A M.R.S.A. § 2201 et seq.

ARTICLE II
Town Council

Section 1. Number, election, term.

The Town Council, hereinafter called the "Council", shall be and constitute the municipal officers of the Town and shall be composed of seven (7) members, each of whom shall be elected by the registered voters of the entire Town.

"Area representatives." At least one member shall be a resident of each of the following areas of the Town at the time of their election and shall maintain residency in their respective areas for the duration of their terms of office:

North Windham shall consist of the area bounded on the south by the centerline of Routes 35 and 115, on the east by the Town of Gray, on the north by the Towns of Raymond and Gray and on the west by the Town of Standish;

East Windham shall consist of the area bounded on the north by the centerline of Route 115 from its intersection with the Little Sebago Lake outlet to the Gray line, on the east by the Towns of Gray, Cumberland, Falmouth and Westbrook, on the west by the centerline of Route 302 from Westbrook to its intersection with the Varney Mill Road, thence by the centerline of the Varney Mill Road to its intersection with the Ditch Brook, thence by the thread of the Ditch Brook to Collins Pond, thence by the middle of Collins Pond to the Little Sebago Lake outlet and Route 115;

West Windham shall consist of the area bounded on the north by the centerline of Route 35, on the west by the Towns of Standish and Gorham, on the south by the centerlines of Gambo and Newhall Roads to the point of their intersection with Route 202 and on the east by the centerline of Route 202 from its intersection with the Newhall Road to its intersection with Route 302 and by the centerline of Route 302 from its intersection with Route 202 to its intersection with the Varney Mill Road, thence by the centerline of the Varney Mill Road to its intersection with the Ditch Brook, thence by the thread of the Ditch Brook to Collins Pond, thence by the middle of Collins Pond to the Little Sebago Lake outlet and Route 115;

South Windham shall consist of the area bounded on the northeast by the centerline of Route 302 from the Westbrook line to its intersection with Route 202, on the northwest by the centerline of Route 202 from its intersection with Newhall Road to its intersection with Route 302, and by the centerlines of Gambo and Newhall Roads to their intersection with the town line of Gorham and on the southeast by the town line of Westbrook to its intersection with Route 302.

"At large representatives." Three members shall be considered "at large" who shall be residents of any section of the Town. Each member shall be elected for a term of three years and until his successor is elected and qualified.

Section 2. Qualifications, vacancies.

- A. Councilors shall be qualified voters of the Town and shall reside in the Town during their term of office.
- B. Holding other office: Except where otherwise allowed by law, or pursuant to an agreement under the Interlocal Cooperation Act,² no Councilor shall hold other Town office or employment during the term for which they were elected to the Council, and no former Councilor shall hold any compensated

2. Editor's Note: See 30-A M.R.S.A. § 2201 et seq.

appointive Town office or employment until one year after the expiration of the term for which they were elected to the Council.

- C. Forfeiture of office: A Councilor shall forfeit his/her office if he/she:
- (1) Lacks at any time during his/her term of office any qualification for the office prescribed by the Charter or by law,
 - (2) Violates any express prohibition of this Charter,
 - (3) Is convicted of a felony,
 - (4) Is convicted of any other crime or offense involving moral turpitude, or
 - (5) Fails to attend three consecutive regular meetings of the Council, where votes will be taken, without being excused for due cause by the Council.
- D. Filling of vacancies: In case of a vacancy caused by death, resignation or other cause, the vacancy shall be filled at the next regular municipal election for the unexpired term. The Council shall fill vacancies in its number occurring between regular municipal elections, and the term of office of any member of the Council so chosen shall expire at the next municipal election.

Section 3. Enumeration of powers.

Without limitation of the foregoing, the Council shall have the power to:

- A. Appoint, on the affirmative vote of five members, the Manager for an indefinite term and remove him/her by the same vote. At least 30 days before such removal shall become effective, the Council shall, by the affirmative vote of five members, adopt a preliminary resolution stating the reasons for the Manager's removal. The Manager may reply in writing and may request a public hearing, which shall be held not earlier than 20 days nor later than 30 days after the filing of such request. After such public hearing if one is requested, and after full consideration, the Council by the affirmative vote of five members may adopt a final resolution of removal. By the preliminary resolution, the Council may suspend the Manager from duty, but the regular salary of the Manager shall continue to be paid to him/her during the period of suspension. However, in no case shall the Manager receive pay while on suspension or in any form of severance agreement that, in total, exceeds three months' salary.
- B. Appoint and remove on the affirmative vote of five members, the Assessor, the Town Clerk and the Town Attorney. All appointees of the Council shall serve at the will of the Council.
- C. Appoint the members of the Board of Assessment Review, the Planning Board, the Board of Zoning Appeals, and the membership of such advisory committees as the Council shall create, except that by ordinance the Council may make membership of any advisory committee elected.
- D. Create by ordinance, change and abolish offices, departments and agencies, other than the offices, departments and agencies established by this Charter. The Council by ordinance may assign additional functions or duties to offices, departments or agencies established by this Charter, but may not discontinue or assign to any other office, department or agency any function or duty assigned by this Charter to a particular office, department or agency. The Council may, however, where not prohibited by law, vest in the Town Manager all or part of the duties of any office under this Charter.
- E. The Council may make investigations into the affairs of the Town and the conduct of any Town department, office or agency.

- F. Adopt, reject, or modify and carry out plans proposed by the Planning Board.
- G. Approve an annual budget and recommend same to the Town Meeting, subject to the provisions of this Charter, and may appoint a Budget Committee to assist them in this duty.
- H. Provide for an annual audit.
- I. Exercise all the legislative, financial, borrowing and other powers now or hereafter given by statute to inhabitants of towns acting in Town Meeting except as otherwise provided herein, and also exercise all the powers now or hereafter given by statute to municipal officers of towns.

Section 4. Compensation.

- A. Councilors shall receive \$20 for each Council meeting attended, not to exceed in the aggregate of \$500 per year in full for their services and shall be paid quarterly. Such compensation may be changed by ordinance, but no such ordinance increasing the salary of members of the Town Council shall take effect during the then current municipal year.
- B. The Town Council by order shall fix the salaries of officials appointed by the Town Council, including the salary of the Town Manager.
- C. Salaries of the appointees of the Town Manager shall be fixed by the Town Manager subject to the approval of the Council.
- D. The Council may provide by order for the reimbursement of necessary and actual expenses of Town officers and officials in the exercise of their official duties.

Section 5. Induction of Council into office.

Councilors-elect shall be sworn to the faithful discharge of their duties by a Justice of the Peace, or by the Town Clerk, at the next regular or special Town Council meeting immediately following the regular Town elections, and a record made thereof.

Section 6. Council to judge qualifications of its members.

The Council shall be the judge of the election and qualifications of its members, but the decision of the Council in any such case shall be subject to review of the courts.

Section 7. Regular meetings.

The Council shall meet regularly at least once a month. It shall also provide a method for calling special meetings. During each meeting there shall be opportunity for public discussion by the Council upon each item on the agenda. There shall be an opportunity for the public to speak on each item before a vote is taken by the Council.

Section 8. Rules of procedure; journal.

The Council shall determine its own rules and order of business. It shall keep a record of its proceedings and the record shall be open to public inspection.

Section 9. The presiding officer.

At the first meeting after the regular municipal election, the Council shall elect from among its members,

officers of the Town who shall have the titles of Chair and Vice-Chair each of whom shall serve at the pleasure of the Council. The Chair shall preside at meetings of the Council, and shall be recognized as head of the Town government for all ceremonial purposes, and by the Governor for purposes of military law, but shall have no administrative duties. The Vice-Chair shall act as Chair in the absence of the Chair. The Chair and the Vice-Chair shall be entitled to vote on all questions.

Section 10. Quorum.

A majority of the Council shall constitute a quorum for the transaction of business. At least four votes shall be registered in favor of passage of an ordinance, order or resolution. A smaller number may adjourn from time to time. At least 24 hours notice of the time and place of holding such adjourned meeting shall be given to all members who were not present at the meeting from which adjournment was taken.

Section 11. Ordinances in general.

- A. Form: Every proposed ordinance shall be introduced in writing and in the form required for final adoption. The enacting clause shall be "The Town of Windham hereby ordains...".
- B. Procedure: A proposed ordinance may be introduced by any member at any regular or special meeting of the Council. Upon introduction of any ordinance, the Secretary to the Council shall distribute a copy to each Council member and to the Town Manager; shall file a reasonable number of copies in the office of the Clerk and such other public places as the Council may designate. A notice setting out the time and place for a public hearing shall be given at least seven days in advance by publication in a newspaper, as defined by relevant Maine statute (1 M.R.S.A. § 601 or its successor, as amended), having a general circulation in said Town before any ordinance shall be passed, but nothing herein shall be deemed to require publication of the ordinance itself. The public hearing may be held separately or in connection with a regular or special Council meeting and may be adjourned from time to time. All persons interested shall have a reasonable opportunity to be heard. After the hearing the Council may adopt the ordinance with or without amendment or reject it; but if it is amended as to any matter of substance, the Council may not adopt it until the ordinance or its amended sections have been subjected to all the procedure hereinbefore required in the case of a newly introduced ordinance.
- C. Effective date: Except as otherwise provided in this Charter, every adopted ordinance shall become effective at the expiration of 30 days after adoption or at any later date specified therein.
- D. Emergency ordinances: To meet a public emergency affecting life, health, property or the public peace, the Council may adopt one or more emergency ordinances. An emergency ordinance may be adopted with or without amendment or rejected at the meeting at which it is introduced, but the affirmative vote of at least the majority plus one member shall be required for adoption. After its adoption the ordinance shall be posted in three public places. It shall become effective upon adoption or at such later time as it may specify. Every emergency ordinance except one authorizing the issuance of emergency notes shall stand repealed as of the 61st day following the date on which it was adopted, but this shall not prevent reenactment of the ordinance in the manner specified in this section if the emergency still exists. An emergency ordinance may also be repealed by adoption of a repealing ordinance in the same manner specified in this section for adoption of emergency ordinances.

Section 12. Town Clerk.

- A. The Town Clerk shall perform those duties established by law and shall act as Secretary of Council,

and shall keep a public record of all proceedings of the Council, including all roll call votes. The Town Clerk shall be a resident of the Town, unless the Council waives this requirement.

- B. Statutory fees collected by the Town Clerk shall be turned over to the Town.
- C. The Council shall set the salary of the Town Clerk.

Section 13. Independent annual audit.

Prior to the end of each fiscal year, the Council shall designate the State Department of Audit or private certified public accountants who, as of the end of the fiscal year, shall make an independent audit of accounts and other evidences of financial transaction of the Town Government and shall submit their report to the Council and the Town Manager. Such accountants shall not maintain any accounts or records of the Town business, but shall post-audit the books and documents kept by any office, officer, department or agency of the Town Government.

ARTICLE III
Town Manager

Section 1. Town Manager, qualifications.

The Town Manager shall be chosen by the Council solely on the basis of his/her character and his/her executive and administrative qualifications with special reference to his/her actual experience in, or his/her knowledge of, accepted practice in respect to the duties of his/her office as hereinafter set forth. At the time of his/her appointment, the Town Manager need not be a resident of the Town or state.

Section 2. Powers and duties of Town Manager.

The Town Manager shall be the Chief Administrative Officer of the Town. The Town Manager shall be responsible to the Council for the administration of all Town affairs placed in the Town Manager's charge by or under this Charter or by direction of the Council. The Town Manager shall have the following powers and duties:

- A. The Town Manager shall be Tax Collector, Town Treasurer, Overseer of the Poor, and shall have and exercise all powers and perform all the duties conferred or imposed by law upon said respective officers. No Councilor shall receive appointment to the office of Town Manager during the term for which they shall have been elected, nor within one year after the expiration of their term, nor shall any member of the Council act in that capacity. The Town Manager shall give bond for the faithful discharge of his/her duties to the Town of Windham in such sum as the Council shall determine and direct, and with surety or sureties to be approved by the Council. The premium on the Town Manager's bond shall be paid by the Town.
- (1) The Town Manager shall appoint and remove statutory officers and department heads, including but not limited to Chief of the Police Department, Fire-Rescue Chief and Director of Public Works subject to confirmation by the Council; and all other administrative officers and Town employees, except as the Town Manager may authorize the head of a department or office to appoint or remove subordinates in such department or office and except as otherwise provided by law, by this Charter, or by personnel rules adopted pursuant to this Charter.
 - (2) The Town Manager shall direct and supervise the administration of all departments, offices and agencies of the Town, except as otherwise provided by this Charter or by law.
 - (3) The Town Manager or his/her designee shall attend Council meetings, except when the Town Manager's removal is being considered, and shall have the right to take part in discussions but may not vote.
 - (4) The Town Manager shall see that all laws, provisions of this Charter and acts of the Council, subject to enforcement by the Town Manager or by officers subject to the Town Manager's direction and supervision, are faithfully executed.
 - (5) The Town Manager shall prepare and submit the annual budget and capital program to the Council and be responsible for its administration after adoption.
 - (6) The Town Manager shall submit to the Council and make available to the public a complete report on the finances and administrative activities of the Town as of the end of each fiscal year, and cause such annual Town report to be published and made available to the public as promptly as possible after the close of the fiscal year.

- (7) The Town Manager shall prepare and submit to the Council such reports and shall perform such duties as the Council may require, shall keep the Council advised of the financial condition and future needs of the Town, and shall make such recommendations to the Council concerning the affairs of the Town as the Town Manager deems desirable.
- (8) The Town Manager shall assist, insofar as possible, residents and taxpayers in discovering their lawful remedies in cases involving complaints of unfair vendor, administrative and governmental practices.
- (9) The Town Manager shall act as purchasing agent for all departments of the Town and provide for cooperative purchasing arrangements where feasible, and shall submit to competitive bids any transaction in excess of the amount set by order of the Council.
- (10) The Town Manager shall prepare an Administrative Code, submit it to the Council and be responsible for its administration after adoption by the Council.
- (11) Council not to interfere in appointments or removals. Neither the Council nor any of its members shall direct or request the appointment of any person to or his removal from office by the Manager or by any of his subordinates. Except for the purpose of inquiry, the Council and its members shall deal with the administrative service solely through the Manager and neither the Council nor any member thereof shall give orders to any subordinates of the Manager, either publicly or privately.
- (12) Vacancy in office of Town Manager. During any vacancy in the office of Town Manager, and during the absence or disability of the Town Manager, the Council shall designate a properly qualified person, not a member of the Council, to perform the duties of Manager and fix his/her compensation. While so acting, he/she shall have the same powers and duties as those given to and imposed on the Town Manager. Before entering the Town Manager's duties, he/she shall give bond to the Town of Windham in a sum and with surety or sureties to be approved by the Council. The premium on said bond shall be paid by the Town.

ARTICLE IV
Department of Education

[Superseded by consolidation of the Windham and Raymond school departments pursuant to 20-A M.R.S.A. Chapter 103-A, effective July 1, 2009.]

ARTICLE V
Budget

Section 1. Fiscal year.

- A. The fiscal year of the Town Government shall begin the first day of July and shall end on the 30th day of June, or such other fiscal year as the Council may decide. Such fiscal year shall constitute the budget and accounting year as used in the Charter. The term "budget year" shall mean the fiscal year for which any particular budget is adopted and in which it is administered.
- B. The credit of the Town shall in no manner be loaned to any individual, association or corporation, except as provided by law.

Section 2. Preparation and submission of the budget.

The Town Manager, ~~not less than 90 days prior to the beginning of the new fiscal year~~ no later than March 1 of each year, shall submit to the Council a budget and an explanatory budget message. The budget authority of the Council shall be limited to the final determination of the total appropriation to be made to each of the several offices, departments and agencies of the Town.

This budget shall contain:

- A. ~~Exact~~ A statement of the financial condition of the Town consistent with the most recent annual audit conducted by the Town's auditor.
- B. An itemized statement of appropriations recommended for current expenses, with comparative statements in parallel columns of estimated expenditures for the current fiscal year and actual expenditures for the next preceding fiscal year. An increase or decrease in any item shall be noted.
- C. Proposed capital expenditures during the ensuing fiscal year detailed by offices, departments and agencies when practicable and the proposed method of financing each such capital expenditure.
- D. An itemized statement of estimated revenue from all sources, other than taxation, and a statement of taxes required, comparative figures from current and next preceding year.
- E. Such other information as may be required by the Council.

Section 3. Capital program.

- A. Submission to Council. The Manager, ~~with the assistance of the Planning Board~~, shall prepare and submit to the Council a five-year capital program ~~at least three months prior to the final date for submission of the budget~~ no later than March 1 of each year.
- B. Contents. The capital program shall include:
 - (1) A clear general summary of its contents;
 - (2) A list of all capital improvements which are proposed to be undertaken during the five fiscal years next ensuing, with appropriate supporting information as to the necessity for such improvements;
 - (3) Cost estimates, method of financing and recommended time schedules for each improvement; and
 - (4) The estimated annual cost of operating and maintaining the facilities to be constructed or

acquired.

The above information may be revised and extended each year with regard to capital improvements still pending or in process of construction or acquisition.

Section 4. Review of budget by Council.

The proposed budget prepared by the Manager shall be reviewed by the Council which shall acknowledge receipt of the budget with or without amendments. The complete Town budget as received or as amended by the Council shall be printed and distributed and the Council shall fix the time and place for holding a public hearing on the budget, and shall give a public notice of such hearing as provided in this Charter. The Council, after holding the public hearing, shall then review the budget and recommend it with or without change to the annual Town Meeting, no later than ~~30-60~~ days prior to the beginning of the new fiscal year.

In the event the Council shall fail to approve the budget at least ~~30-60~~ days prior to the beginning of the new fiscal year, the budget as presented by the Manager shall become the budget recommended to the Annual Town Meeting.

Section 5. Budget establishes appropriation.

From the date of adoption of the budget, the several amounts stated therein as proposed appropriations shall be and become appropriated to the several agencies and the purposes therein named.

Section 6. Budget establishes amount to be raised by property tax; certification of Town Assessor.

From the date of adoption of the budget, the amounts stated therein as the amount to be raised by property tax shall constitute a determination of the amount of the levy for the purposes of the Town in the corresponding fiscal year, unless modified by a subsequent vote of a special town meeting held prior to the date that taxes are committed. A copy of the budget as finally adopted shall be certified and filed by the Manager with the Town Assessor, whose duty it shall be to levy such taxes for the corresponding fiscal year.

Section 7. Expenditures ~~and departmental revenue~~.

The budget for all departments shall include all proposed expenditures, inclusive of current expenses and capital expenditures; and the Council shall make a gross appropriation for each department for the ensuing fiscal year. Town Meeting shall be asked to approve the gross expenditure of each department in separate budget articles, pursuant to the provisions of Article VIII. The gross appropriation for each department shall not be exceeded except by consent by a majority of the Council.

Section 8. Transfers of appropriations.

At the request of the Manager and within the last three months of the budget year, the Council may by resolution transfer any unencumbered appropriation balance or portion thereof between general classification of expenditures between any offices, departments, or agencies. Following the close of the fiscal year, the Council may also continue unexpended balances in capital accounts.

Section 9. Interim expenditures.

In the period between the beginning of the fiscal year and the appropriation of funds, the Council may authorize expenditures for current departmental expenses chargeable to the appropriations for the year when made in amounts sufficient to cover the necessary expenses of the various departments.

Section 10. Work program; allotments.

Before the beginning of the budget year, the head of each office, department or agency shall submit to the Town Manager, when required, a work program of the year, which program shall show the requested allotments of appropriations for such office, department or agency, by stated periods, for the entire budget year. The Town Manager shall review the requested allotments in the light of the work program of the office, department or agency concerned, and may revise, alter or change such allotments before approving the same. The aggregate of such allotments shall not exceed the total of appropriations available to said office, department or agency for the budget year.

Section 11. Amendments after adoption.

- A. Supplemental appropriations: If during the fiscal year, the Manager certifies that there are available for appropriation, revenues in excess of those estimated in the budget, the Council by ordinance may make supplemental appropriations for the year up to the amount of such excess, subject to the limit set forth in Article VIII, Section 2 of this Charter.
- B. Emergency appropriations: To meet a public emergency affecting life, health, property or the public peace, the Council may make emergency appropriations. Such appropriations may be made by emergency ordinance. To the extent that there are no available unappropriated funds to meet such appropriations, the Council may by emergency ordinance authorize the issuance of temporary notes, which may be renewed from time to time, but the temporary notes and renewals of any fiscal year shall be paid not later than the last day of the fiscal year next succeeding that in which the emergency appropriation was made.
- C. Reduction of appropriations: If at any time during the fiscal year it appears probable to the Manager that the revenues available will be insufficient to meet the amount appropriated, the Town Manager shall report to the Council without delay, indicating the estimated amount of the deficit, any remedial action taken and recommendations as to any other steps to be taken. The Council shall then take such further action as it deems necessary to prevent or minimize any deficit and for that purpose it may by ordinance reduce one or more appropriations.

Section 12. Lapse of appropriations.

Every general fund appropriation, except an appropriation for a capital expenditure, shall lapse at the close of the fiscal year to the extent that it has not been expended or encumbered. An appropriation for a capital expenditure shall continue in force until the purpose for which it was made has been accomplished or abandoned; the purpose of any such appropriation shall be deemed abandoned if three years pass without any disbursement from or encumbrance of the appropriation.

ARTICLE VI
Tax Administration

Section 1. Assessor.

There shall be established a Division of Assessment, the head of which shall be the Town Assessor. The Assessor, appointed as hereinbefore provided, shall perform all duties and responsibilities provided for assessors, and as the Assessor may now or hereafter be subject to, under the laws of the State of Maine.

Section 2. Board of Assessment Review; appointment; vacancies.

There shall be a Board of Assessment Review to consist of five members, who shall be appointed by the Council for a term of three years. Members may be removed for cause after hearing by the Council. Vacancies in the membership of such Board shall be filled by appointment of the Council for the unexpired term.

Section 3. Board of Assessment Review; powers and duties.

The Board of Assessment Review shall have the power to:

- A. Review, on complaint of property owners, and revise assessments for the purpose of taxation of real and personal property within the Town limits made by the Town Assessor;
- B. Administer oaths;
- C. Take testimony;
- D. Hold hearings;
- E. Adopt regulations regarding the procedure of assessment review not inconsistent with statutory provisions.

ARTICLE VII
Nominations and Elections

Section 1. Municipal elections.

The regular election for the choice of members of the Council shall be held on the first Tuesday following the first Monday of November. All such elections shall be conducted on a nonpartisan basis and without party designations on the election ballot.

Section 2. Nomination.

Any qualified voter of the Town may be nominated for the Council by the use of nomination papers in accordance with the Statutes of the State of Maine.

Section 3. Conduct of municipal elections.

The provisions of the Statutes of the State of Maine relating to the qualifications of voters, the registration of voters, the nomination for any office, the manner of voting, the duties of election officers and all other particulars relative to preparation for, conducting and management of elections, so far as they may be applicable, shall govern all municipal elections, except as otherwise provided in this Charter.

Section 4. Voting places.

The voting places for municipal elections shall be those which have been or may hereafter be established for state elections.

Section 5. Election officials.

The Town Council shall, not less than 10 days before any election, approve the appointment of an Election Warden and Deputy Warden made by the Town Clerk as required by relevant Maine statute (21-A M.R.S.A. Chapter 7 or its successor) and, not later than May 1 of any general election year, appoint regular ballot clerks for each voting place.

ARTICLE VIII
The Town Meeting

Section 1. Annual and Special Town Meeting.

An Annual Town Meeting for the consideration of the annual budget and the transaction of other Town business which voters are authorized to vote upon shall be held on the ~~first Saturday following the second Tuesday~~second Tuesday in June, ~~in a manner concurrent with the regular municipal election.~~ The review and approval of the budget by the Annual Town Meeting shall be in accordance with Section 5 of this Article. Special Town Meetings may also be called by the Council.

~~Special Town Meetings may be called by the Council.~~

Section 2. When action by Town Meeting required.

The annual budget, as provided in Article V and in accordance with Section 5 of this Article; any appropriation of ~~\$25,000~~250,000 or more in addition to or supplementary to the annual budget appropriation; the issuance of bonds or notes, except notes in anticipation of taxes to be paid within the fiscal year in which issued; shall become effective only after adoption ~~it has been adopted~~ at a Town Meeting by ~~the vote of a majority vote of those present~~a majority vote of those present and voting. ~~those present and entitled to vote at such meeting.~~ The Town Meeting shall not increase the amount of any appropriation recommended by the Council and shall not increase the amount of any bond issue above the amount recommended by the Council.

Section 3. Application.

The provisions of this ~~article~~Article shall not apply to any appointments of officers, or members of commissions or of boards made by said Town Council, or to the appointment or designation of officers of the Town Council or to rules governing the procedure of the Town Council.

Section 4. Method of discontinuing the Town Meeting.

At any time, not less than 10% of the registered voters of the Town may petition over their personal signatures for a referendum vote on the ballot at a general or special Town election on the proposition of discontinuing the Town Meeting. The proper election officials of the Town shall take such steps as may be necessary to place such question upon the ballot at the next general election or at a special election called for that purpose. If at such general election or special election a majority of the electors of the Town voting on the question shall vote for the discontinuing of the Town Meeting of the Town of Windham, the powers heretofore vested in the Town Meeting shall be conferred upon and exercised by the Town Council.

Section 5. Review and approval of the annual budget.

The Annual Town Meeting shall vote on the annual budget by secret ballot. The ballot shall include several budget articles, each setting forth a proposed gross appropriation for a specific department or operating fund of the Town. Each budget article shall be accompanied by a recommendation of the Town Council. The ballot shall further indicate that approval of a proposed budget article shall authorize the raising and appropriating of the proposed amount, but that defeat of a proposed budget article shall authorize the raising and appropriating of the amount so approved for that department or operating fund for the previous fiscal year, which amount shall also be shown. Each budget article must receive a majority of votes cast to be approved.

Should any budget article be defeated at the Annual Town Meeting, the Town Council may call a special town meeting to propose an alternative amount to raise and appropriate, provided that such amount may not be greater than or equal to the amount initially proposed. Any special town meeting called for such purpose shall be conducted as an open town meeting, which must occur prior to the date on which taxes are committed by the Town.

Any request for the issuance of bonds or notes, as required by Section 2 of this Article, may be included on the secret ballot voted upon by the Annual Town Meeting. Alternatively, such requests may be submitted to a special town meeting, which shall be conducted as an open town meeting.

ARTICLE IX
Initiative and Referendum

Section 1. Petition for overrule of action of Council.

All ordinances, resolutions or votes, except those making appointments or removals or regulating exclusively the internal procedure of the Council, shall be subject to overrule by a referendum, by direct vote of the whole people by secret ballot, as follows:

If, within 20 days after the enactment of any such ordinance, resolution or vote, a petition signed by not less than 10% of the registered voters of the Town of Windham is filed with the Town Clerk requesting its reference to a referendum, by direct vote of the whole people by secret ballot, the Council shall call a public hearing to be held within 30 days from the date of the filing of such petition with the Town Clerk and shall, within 30 days after said public hearing, call a special Town Meeting for the purpose of submitting to a referendum vote, by direct vote of the whole people by secret ballot, the question of adopting such ordinance, resolution or vote. Pending action by the Town Meeting, the referred ordinance, resolution or vote shall be suspended from going into operation until it has received an affirmative vote of the majority of the voters voting on said question.

Section 2. Petition for enactment of ordinances.

Not less than 10% of the registered voters of the Town may at any time petition for the enactment of any proposed lawful ordinance by filing such petition, including the complete text of such ordinance, with the Town Clerk. The Council shall call a public hearing to be held within 30 days from the date of the filing of such petition with the Town Clerk, and shall within 30 days after said public hearing call a special Town election for the purpose of submitting to a referendum vote, by direct vote of the whole people by secret ballot, the question of adopting such ordinance, unless prior to the call for said Town election, such ordinance shall be enacted by the Council. Such ordinance shall take effect on the 10th day after the conclusion of such referendum, provided a majority of those voting thereon shall have voted in the affirmative.

Any such proposed ordinance shall be examined by the Town Attorney before being submitted to referendum. The Town Attorney is authorized to correct the form of such proposed ordinance for the purpose of avoiding repetitions, illegalities and unconstitutional provisions, and to assure accuracy in its text and references and clearness and preciseness in its phraseology, but he/she shall not materially change its meaning and effect.

Section 3. Form of ballot.

The form of ballot for the proposed ordinance, or repeal of such ordinance, resolution or vote shall be substantially as follows:

"Shall the proposed ordinance (resolution, vote or Charter amendment), a copy of which is printed herein or attached hereto, be adopted?"

Table with 2 columns: For the Ordinance () and Against the Ordinance ()

The voter shall write a cross or check mark in the appropriate box.

ARTICLE X
General Provisions

Section 1. Oath of office.

Every officer of the Town shall, before entering upon the duties of his office, take and subscribe to the following oath or affirmation, to be filed and kept in the office of the Town Clerk.

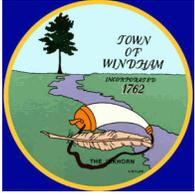
"I solemnly swear (or affirm) that I will support the Constitution and will obey the laws of the United States and of the State of Maine; that I will, in all respects, observe the provisions of the Charter and ordinances of the Town of Windham and statutes of the State of Maine, and will faithfully discharge the duties of the office of. "

Section 2. Short title.

This Charter shall be known and may be cited as the "Council-Manager Charter of the Town of Windham". The Town Clerk shall cause it to be printed and made available to the public promptly.

Section 3. Separability clause.

If any portion of this Charter shall be held to be invalid, such decision shall not affect the validity of the remaining portions thereof.



Town of Windham

Town Offices
8 School Road
Windham, Maine

Cover Sheet

File Number: CD 26-063

Agenda Date: 3/24/2026

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In Control: Town Council

File Type: Discussion Item

Solar Array Reserve Policy.

Town of Windham

OFFICE OF THE TOWN MANAGER
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WINDHAM, ME 04062

voice 207.892.1907

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MEMORANDUM

To : Town Council
Thru : Robert Burns
From : Levi Robinson
Date : February 24, 2026
Re : Creation of a Solar Array Reserve

I. Executive Summary

This memo outlines the proposal for the creation of a Solar Array Reserve. Following the execution of the landfill solar array buyout in January 2026, a decision must be made on how we plan for future costs incurred from ownership of the array. It is important to note that these costs are not unexpected; they were included within the modeled cost savings shown during the original presentation of the solar buyout proposal. There are two ways we can fund these costs; the first method would be to create a Solar Array Reserve, and the second would be to build all future costs (and associated revenues) into the operating and capital budget.

II. Background

The proposed Solar Array Reserve would be funded solely by the sale of Renewable Energy Certificates (RECs); an REC is a market-based instrument that represents the property rights to the environmental, social, and other non-power attributes of renewable electricity generation. One REC is generated when one megawatt-hour (MWh) of electricity is generated and delivered to the electricity grid from a renewable energy resource¹. While RECs serve no purpose for the Town beyond monetization, they are used by other organizations to hit sustainable energy compliance metrics or as proof of corporate commitment to sustainable energy sourcing. To monetize our RECs, we went through the competitive vendor selection process before signing an agreement with Revision Energy where they will aggregate and sell our RECs on the market. Utilizing the inflows from REC sales, the purpose of this reserve would be to pay for all repairs, replacement and maintenance needed to keep the solar array operational. Part of the creation of this reserve should grant the authority to spend reserve funds for this purpose without further Council authorization, unless required to do so by our purchasing policy; this authority should be contingent on the pre-existence of reserve funds needed to cover the purchase.

The alternative funding method would be to build all future costs (and associated revenues) into the main budget. While our operations and maintenance contract expenses are predictable for the length of the contract (5 years), any additional unforeseen repair/replacement costs not covered within the scope of the contract would potentially not be budgeted for prior to occurrence of the problem. There is the possibility that these repair costs could be absorbed within other expense

1. Definition sourced from the Environmental Protection Agency (EPA):
<https://www.epa.gov/green-power-markets/renewable-energy-certificates-recs>

lines, which would avoid a delay in addressing the problem, however it is also possible that we would need to delay addressing the problem due to lack of enough budget funding. The biggest example of this would be the eventual replacement of the seven inverters within the array. Inverters are a critical piece of the array that are primarily responsible for converting energy collected by the panels into usable power. Total inverter replacement costs will likely exceed \$100,000; however, it is difficult to prognosticate exactly when this will fall on the potential timeline of replacement based on their useful life. If this method was selected, we would need to secure funding for this capital item early enough to avoid any delay in responding to damaged or failed inverters; this would avoid significant losses in solar credit generation if the inverters were failing or had failed for an extended period. On the positive side, this method would provide additional revenue to support the general operating budget on an annual basis, however that effect would diminish over time as panel efficiency decreases.

III. Findings

The following table demonstrates the solvency of the proposed reserve over the next 20 years.

Cash Flow of Proposed Reserve					
Fiscal Year (July 1 to June 30)	Renewable Energy Certs (REC) Revenue Estimates	Operations and Maintenance Agreement (Revision)	Inverter Replacement	Net Activity for the Year	Rolling Balance in Reserve
25-26	\$13,294.85	(\$2,271.00)		\$11,023.85	\$11,023.85
26-27	\$26,456.75	(\$2,362.00)		\$24,094.75	\$35,118.60
27-28	\$26,158.90	(\$2,456.00)		\$23,702.90	\$58,821.50
28-29	\$26,028.10	(\$2,554.00)		\$23,474.10	\$82,295.60
29-30	\$23,308.17	(\$2,656.00)		\$20,652.17	\$102,947.77
30-31	\$20,872.46	(\$2,762.24)		\$18,110.22	\$121,057.99
31-32	\$18,691.29	(\$2,872.73)		\$15,818.56	\$136,876.55
32-33	\$16,738.05	(\$2,987.64)		\$13,750.41	\$150,626.96
33-34	\$14,988.93	(\$3,107.14)		\$11,881.79	\$162,508.74
34-35	\$13,422.58	(\$3,231.43)	(\$120,000.00)	(\$109,808.85)	\$52,699.89
35-36	\$12,019.92	(\$3,360.69)		\$8,659.23	\$61,359.12
36-37	\$10,763.84	(\$3,495.11)		\$7,268.73	\$68,627.85
37-38	\$9,639.02	(\$3,634.92)		\$6,004.10	\$74,631.95
38-39	\$8,631.74	(\$3,780.32)		\$4,851.42	\$79,483.37
39-40	\$7,729.72	(\$3,931.53)		\$3,798.19	\$83,281.57
40-41	\$6,921.97	(\$4,088.79)		\$2,833.18	\$86,114.75
41-42	\$6,198.62	(\$4,252.34)		\$1,946.28	\$88,061.02
42-43	\$5,550.87	(\$4,422.44)		\$1,128.43	\$89,189.46
43-44	\$4,970.80	(\$4,599.33)		\$371.47	\$89,560.93
44-45	\$4,451.35	(\$4,783.31)		(\$331.96)	\$89,228.97
45-46	\$3,931.90	(\$4,974.64)		(\$1,042.74)	\$88,186.23
Totals:	\$280,769.83	(\$72,583.59)	(\$120,000.00)		

Note: Reflects only half a year of REC revenue as solar buyout was executed January 2026.

O&M Contract is for 5 years with 4% escalators/year. Estimated continued 4% increase after expiration.

The rolling balance in the reserve would allow us to immediately respond to and absorb any unforeseen repair costs needed to maintain energy production of the array. Any delay in repairs would lead to higher electricity costs from this decreased production

RECOMMENDATIONS:

My recommendation would be to create the proposed Solar Array Reserve as it will reduce the response time for any maintenance needed to keep the array working effectively. This approach will save the Town money by minimizing any solar credit generation downtime, which translates into lower electricity costs for the Town. Looking into the distant future, the panels within the solar array will eventually be considered for replacement and any leftover funds within the Solar Array Reserve could be used by a future Council to offset some of those costs as well.