



**LITTLE FALLS/
SOUTH WINDHAM**

VILLAGES MASTER PLAN

/WINTER 2023

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TOWN OF WINDHAM HISTORICAL SOCIETY

TOWN OF GORHAM HISTORICAL SOCIETY

EXECUTIVE SUMMARY

PLANNING PROCESS & PUBLIC OUTREACH

The project team comprised of Aceto Landscape Architects and North Star Planning contracted jointly with the Towns of Gorham and Windham in late 2021 in response to a Request for Proposals issued by the Town of Gorham in the Summer of 2021. The study area centers on Route 202 as it crosses the Presumpscot River, generally focusing on the two CDP's (Census Designated Places) of Little Falls and South Windham Villages.

Work began in mid-January, 2022, gathering GIS and other background data. The data included basic land use information such as parcel boundaries, roads, and zoning as well as natural resource information such as topography, wetlands, and streams. The team developed a series of Site Inventory and Analysis base maps which were used to build a basic understanding of the overall study areas opportunities and constraints. With base information in hand, the team conducted a series of public outreach listening sessions and meetings to gather community input. The team also launched a dedicated project website, accessible to all members of the team and to the public throughout the process. The highlight of the public outreach culminated with weekly participation over two months at the Summer Thursdays events held at the Little Falls Recreation Center.

WHAT WE LEARNED

The Little Falls-South Windham Villages were once a thriving center of industry and commerce. Through the late 19th and early 20th centuries, the area was known for its pulp and steel mills which provided jobs for many area residents. Through the mid 20th century several corner stores and small

shops and markets lined Route 202, in addition to trolley, and later bus services to Portland and other nearby towns. The landscape has remained largely unchanged in terms of its rural character, though the continued demand for housing poses a challenge—threatening loss of farmland and open space character with large-lot subdivision and expanding, auto-dominant roadway development.

Throughout the design and planning team's process, some key themes emerged:

- *Improve bicyclist and pedestrian safety*
- *Create places for people to gather, like a new market, cafe, or small park*
- *Improve access to the River and develop new trails and open spaces for enjoyment*

RECOMMENDATIONS

Our recommendations focus on addressing contemporary market demands, which the design team also feel align well with area needs. With the overall objective of this project to support revitalization, it seems evident that identifying the Villages area as a place to incorporate new and contemporary forms of housing should be appropriate, if not necessary. In the past, lack of access to town sewer and water have necessitated zoning which only allowed for lower density development. In recent years, extension of sewer and water has provided coverage to the majority of the study area, making higher density residential and commercial development feasible. Changes to zoning and dimensional standards have been outlined in this document. Though a specific zoning re-write is not a part of the scope of this project, we have provided some initial recommendations and notes, specifically regarding dimensional standards and coordination between towns to ensure a consistent village character can be created. In our review of current zoning and land use, it is evident that while some efforts have been made to remove restrictions to new commercial development, particularly along Route 202 in the Village core, very little new development has actually occurred. We believe this is

due in part to the complicated ownership boundaries which have evolved over time, much of which is in the form of long, narrow single family home lots, making substantial commercial or multi-family development nearly impossible without combining multiple lots. Additionally, some of the current zoning standards, particularly in the Village Commercial zone in Windham, create non-conforming conditions with existing lots. Despite these challenges, revisions to dimensional standards could include the following ideas to help encourage new mixed-use and commercial development in the core:

- *Relax dimensional standards, including setbacks to allow zero lot line development for pedestrian-oriented commercial and mixed use development in the village center.*
- *Increase maximum net density caps.*
- *Increase building height limit restrictions and incentives such as height and density bonuses for incorporating ground-floor commercial (mixed) uses.*
- *Reduce or eliminate off-street parking requirements in place of place-making and site design requirements, such as creating courtyards, commons, and other gathering spaces, sidewalk connections, benches, lighting, and enhanced planting standards.*

While many of the key recommendations and general vision was shared between the original 1998 Master Plan and this updated document, there are also some key differences we feel are important to recognize and implement. Both documents recommend development of more pedestrian friendly streets and public spaces and encourage mixed-use and commercial development. This plan seeks to offer an alternative to directing all future development immediately to Main Street. Rather, we believe that at least one key to enabling revitalization lies in unlocking the potential of the immediately surrounding 'R' zones. Some of these residential zones are well within walking distance to the village core and are served by both town water and sewer, but are zoned for relatively rural development. The low-medium density zoning standards associated

with these districts has led to mainly auto-oriented, larger lot single family subdivision development. This form of development poses a challenge to the goals of the community, as homes tend to be spread widely apart with minimal, if any, consideration for pedestrian activity, a key component in the creation of a thriving village core. Zoning revisions in these districts might include:

- *Maximum net density increase of 8-12 units/acre or more to allow compact detached and attached single family and small multi-family development.*
- *Reduction in minimum lot size and setbacks to allow for a broader range of development with homes closer to the street and more pedestrian and public space improvements incorporated.*
- *Provisions for preservation of key open space corridors and greater incentives for cluster development and incorporation of public space and streetscape improvements in lieu of standard stormwater and infrastructure.*

The Villages area holds untold potential to once again become the thriving center the majority of residents and visitors to the area envision, if both the land use and transportation challenges can be overcome. Careful revisions to the zoning and new approaches to transportation planning and design along with redevelopment of key sites should help spur investment.



Nick Aceto PLA ASLA
Principal Landscape Architect
Aceto Landscape Architects



01

INTRODUCTION

Little Falls-South Windham is two villages and one community. Bisected by the Windham-Gorham town line, the community shares a common thread at the banks of the Presumpscot River.

HELLO.

PLAN PURPOSE & BACKGROUND

The Villages reside along an important crossroads between past and present. The purpose of the Villages Master Plan is to understand and identify the Villages’ defining character, acknowledge the past, and illustrate a framework for future land use decision-making.

The purpose of the Villages Master Plan stems from a broad interest in renewing the area as a once-thriving social and economic hub. Despite the Villages’ convenient proximity to Gorham Village and Windham Center, and straddling the banks of the Presumpscot River and Mountain Division corridor, the area has seen its sidewalks grow more quiet with dwindling residential and commercial activity. This decline has occurred despite the area being identified in both the Gorham and Windham comprehensive plans as a growth area. This dwindling activity has caused some commercial property, particularly within the Villages collective core, to fall into vacancy and disrepair.

Many long-time residents of the area fondly remember a time when the Villages hosted a number of local commercial establishments and gathering places. Family-owned corner stores, markets, and popular gathering places once lined

Main Street. Neighbors frequently met along their way to the bus to Portland or Westbrook, which departed daily near the former Sawyer’s Variety.

Often old ideas are once again new. In many respects with the Villages Master Plan this idiom rings true. As we listened to accounts of years gone by and the sentiments of local residents, it became evident that The Villages once included what today we would consider many of the ingredients necessary to create a vibrant and thriving village. Our recommendations in this document seek to record all that we have learned over the last 12 months about this special place, the community’s goals and vision, and strategies for how to reinstate a framework for the next chapter of Little Falls-South Windham.

In 2020, the Towns of Gorham and Windham jointly agreed to retain the services of ALA (Aceto Landscape Architects) and NSP (North Star Planning) to develop and update to the 1998 Little Falls-South Windham Revitalization Plan. Our design and planning approach for formulating our recommendations revolves around three primary goals:

- DOCUMENT
EXISTING CONDITIONS
- CULTIVATE COMMUNITY
INPUT
- ILLUSTRATE KEY GOALS





THEMES &
CONCEPTS

REFINE & REPORT

Public Meeting #2

Final Document

December 2022

January 2023

CONTEXT

WHERE IS 'LITTLE FALLS-SOUTH WINDHAM?'

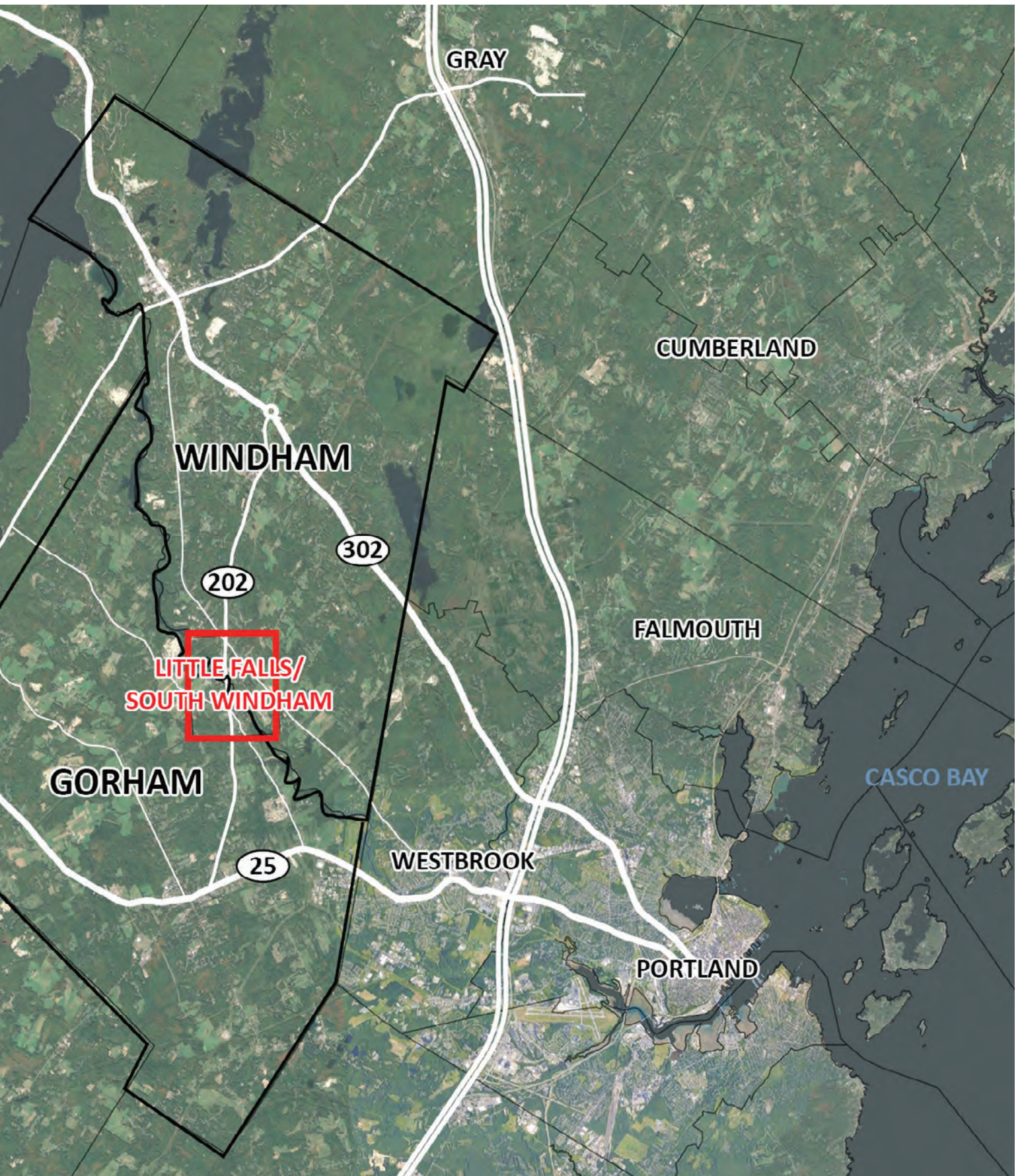
Little Falls-South Windham, colloquially referred to as 'The Villages,' are two census-designated places (CDP's) situated along the banks of the Presumpscot River as it crosses below Route 202 at the Windham-Gorham town line and bisected by several important thoroughfares, including the Mountain Division Railroad corridor.

About 20 minutes drive northwest of Portland, and roughly equidistant from both Windham Center and Gorham Village, the Villages is a small enclave of roughly 1,700 residents spanning a land area of approximately 2.5 square miles.

Today, the village proper is most prominently defined by the presence of the Presumpscot River, former Keddy Mill site, and an eclectic mix of single and multi-family homes and small commercial establishments.

The Sebago-to-Sea trail, running along the Mountain Division Rail Corridor, bisects the village proper with a popular trail head along Route 202, and shares parking with the Soil and Water Conservation District offices. Other prominent landmarks include Blue Seal Feeds, Little Falls Landing, and an Avesta housing community of 24 apartments near the village center. On the Gorham side of the river, Hawkes-Towpath preserve lies just off Main Street with 41 Acres of open space and trails following the banks of the Presumpscot River. Little Falls Recreation Center is a popular destination for community events and several local businesses operate just off Route 202.





02

INVENTORY & ANALYSIS



“It needs to feel like a connected community. There needs to be places for people to gather that aren’t just inside businesses. This plan should really consider where people will gather to make Little Falls feel like Little Falls.”

-Survey Respondent

STUDY AREA

HOW DO WE DEFINE THE VILLAGE AREA?

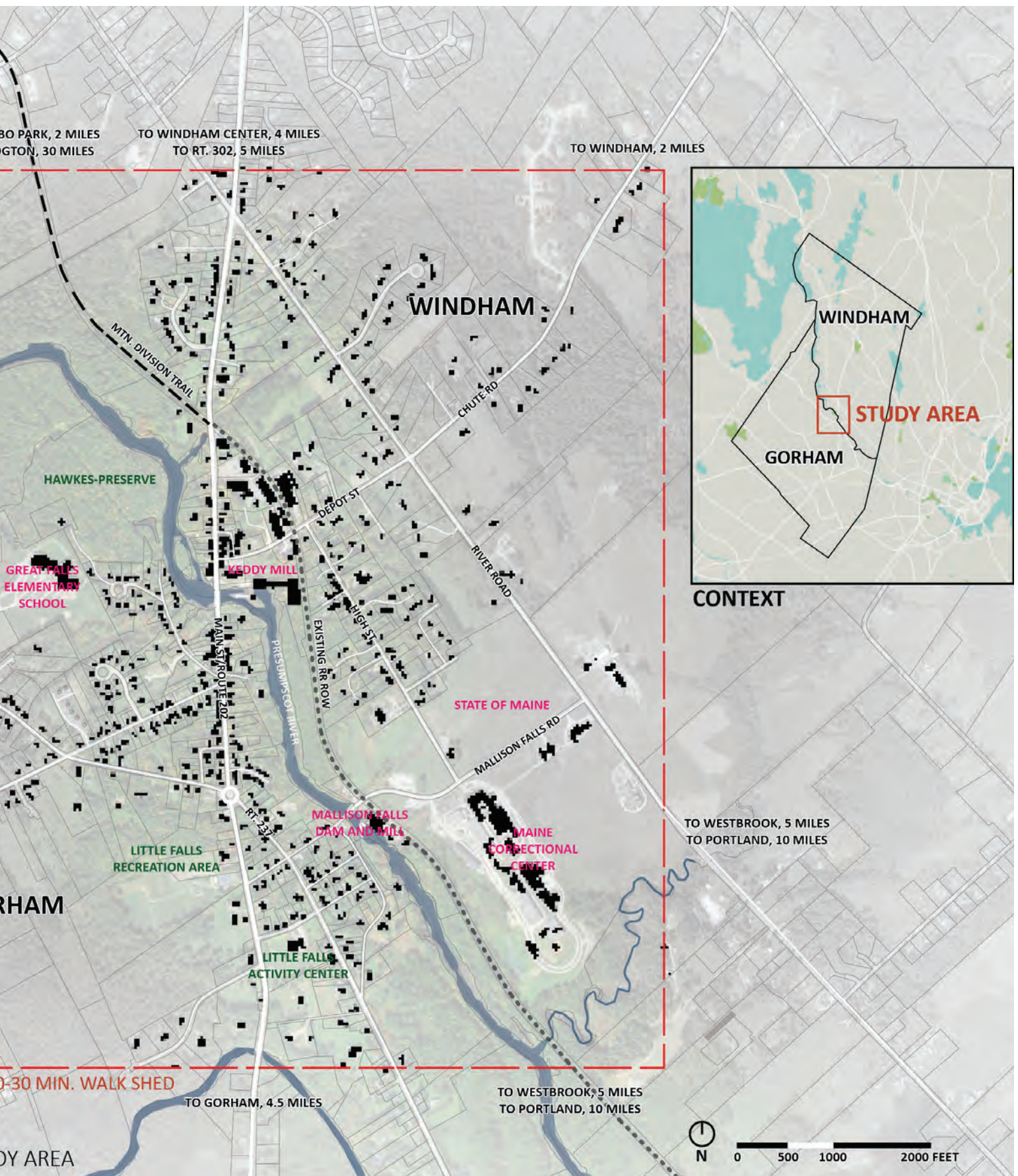
The Little Falls-South Windham area shares many qualities and characteristics of places we might consider quintessential, small New England villages. Its bucolic farms and rolling, riverine landscape surround a few tightly-knit streets oriented around a prominent thoroughfare, creating the basic framework for a thriving community.

The core study area is a roughly 2-1/2 square mile area generally encompassing the census-designated places of Little Falls (Gorham) and South Windham), centering on the intersection of Route 202 (Main Street) and the Presumpscot River.

The study area generally extends from the rotary south on Route 237 in Gorham to the intersection of Main Street and the Sebago to Sea Trail (Mountain Division rail corridor) in Windham and extends west to Great Falls Elementary School and Hawkes-Towpath Preserve.

To the east, the study area extends to River Road and the Maine Correctional Center. A survey conducted at the initial stages of the plan confirmed that a majority (92.4%) of respondents agreed with the study area extents.





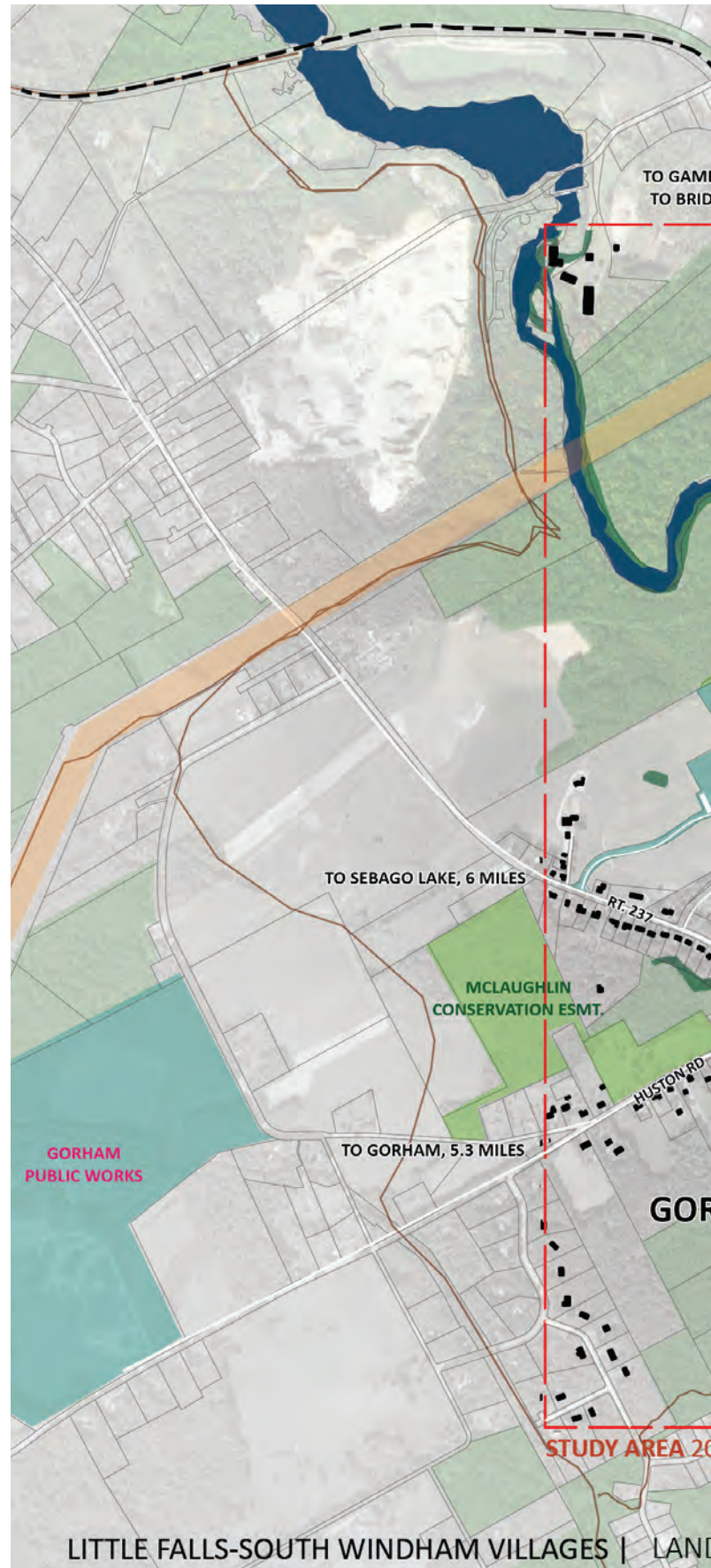
EXISTING CONDITIONS

THE LANDSCAPE

The majority of land within the study area is substantially undeveloped with several large, uninterrupted tracts of mixed forest stands. It is primarily punctuated by small farmlands and homesteads, with the majority of developed lands occurring within close proximity to the major road corridors. The area's primary defining landscape feature is the Presumpscot River which flows directly from Sebago Lake southeast toward the coast, bisecting the two towns of Gorham and Windham. Several smaller stream corridors feed into the Presumpscot from the north and south, creating threads of green space and associated small wetlands.

There are no sensitive wildlife habitats, significant natural areas, deer wintering areas, or vernal pools located within the study area. A few wetlands are located near the school and around the Hawkes-Towpath Preserve, which is the only formally protected, large natural area located entirely within the study area. It is owned by Presumpscot Regional Land Trust. The McLaughlin Open Conservation Easement, another, smaller protected open space is also owned and managed by the Presumpscot Regional Land Trust, and lies along the western edge of the study area in Gorham.

There is a potential to connect some of the undeveloped parcels with the Mountain Division Trail, as well as Hawkes-Towpath Preserve, to create a network of connected open space. Future development should be planned to provide usable open space tracts for small parks and trail corridors, which over time could be combined to form a contiguous network of parks and trails for community enjoyment and preservation of rural, open space character as well as wildlife migration corridors.



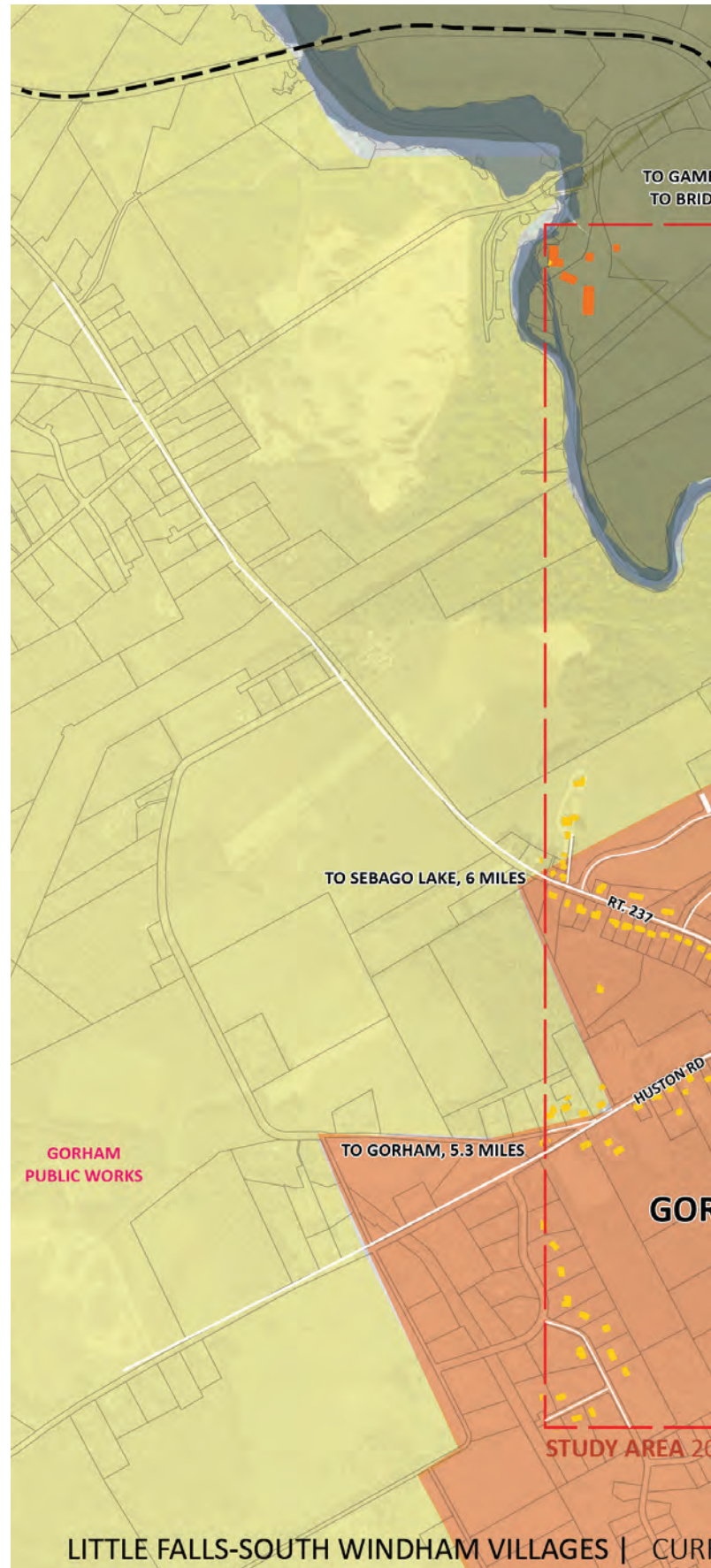
LAND USE & ZONING

ZONING ANALYSIS

The economic activity of the study area was driven heavily by the Presumpscot River, which was used as an asset for transportation and mill power generation. Over time, trails, rail lines and the Cumberland-Oxford Canal created additional connections between the Villages and other Maine communities. The three mills (Gambo, Keddy, and Mallison) became employment centers and the Route 202 intersection with the river came to define the village center today.

Gorham and Windham each have their own set of zoning regulations and zoning districts. The study area is comprised of roughly five different zoning districts from Windham and roughly four different zoning districts from Gorham. For Windham, those zones include Village Commercial, Industrial, Medium Density Residential, Farm Residential, and Farm. For Gorham those include Little Falls Village Center, Urban Residential-Manufactured Housing, Rural, and Suburban Residential. The following zones were grouped and categorized based on minimum lot size, road frontage, and front setbacks to translate existing zoning into a common framework for the study area. The zoning districts were grouped into three broad categories of “Village”, “Medium Suburban”, and “Low Suburban”. The “Village” zone comprises the Village Commercial zone in Windham and the Little Falls Village Center zone in Gorham. “Medium Suburban” comprises those parcels just beyond Main Street primarily surrounding the “Village” zone which have smaller minimum lot sizes. “Low Suburban” comprises those parcels in more rural areas further outside the study area with larger minimum lot sizes.

A more refined zoning analysis was conducted using information in the attribute table in GIS to gather data on number of parcels and total acreage in



each of the three zoning districts. There are a total of 1,110 zoning parcels in the study area with 147 parcels in the “Village” zone, 619 parcels in the “Medium Suburban” zone, and 344 parcels in the “Low Suburban” zone. There are approximately 4,805 total acres in the study area with 547.5 acres (11.4%) in the “Village” zone, 1,444.5 acres (30%) in the “Medium Suburban” zone, and 2,813.4 acres (58.5%) in the “Low Suburban” zone. The average lot size for the “Village” zone is 3.05 acres. The average lot size for the “Medium Suburban” zone is 5.48 acres. The average lot size for the “Low Suburban” zone is 8.48 acres. The “Medium Suburban” and “Village” zones have smaller lot sizes concentrated closer together, while the “Low Suburban” zone has larger lot sizes concentrated further away from the core downtown area. On the other hand, the “Medium Suburban” zone has a greater number of parcels, but a lower acreage than the “Low Suburban” zone due to smaller lot sizes being concentrated along Main Street and downtown. In summary, the study area could benefit from having smaller lot sizes and denser development in the village core. Additionally, density bonuses could be used as an incentive for properties in rural zones to both increase development and preserve open space. More information on zoning recommendations can be found in Appendix X of the report.

COMMERCIAL AND INDUSTRIAL

Generally, commercial and industrial land uses are relatively minimal in the study area. At the



intersection of Route 202 and 237, is a gas station and Curbside Comfort’s vegan restaurant. There are 2 art-based businesses on the Little Falls side: Patti’s Machine Quilting and Gallery and the Little Falls Custom Framing & Gallery. The former Sawyer’s Variety store was an important convenience amenity and gathering place for residents. The store has closed and remained vacant for years. Just north of the South Windham Community Church is a light



industrial area that houses a few small businesses, the Cumberland County Soil and Water Conservation District, the Blue Seal Feed Store, and some self-storage businesses.

MILLS

There were three formerly active mills in the study area. Those include the Keddy Mill, Mallison Falls Mill, and the Gambo Mill.

1. Keddy Mill

The Keddy Mill site sits on the north side of the Presumpscot River. It consists of approximately 7 acres and a two story brick and concrete structure. Other buildings on the site have already been removed. The property became a Superfund site in 2014 based on the presence of pollutants left from prior industrial uses of the building. Clean-up efforts are underway, but will likely require the demolition and removal of the building itself.

After the environmental remediation issues are concluded, the site presents an interesting option for redevelopment. The village district does not have many sites that present development opportunities, but the mill site could add new options for a district hampered by limited inventory.

2. Mallison Falls Mill

The Mallison Falls mill is built on the site of Windham's first sawmill. Over time, it has served as space for a variety of businesses including a woolen mill and a tool and die manufacturer. Today, the mill serves as space for a moving company and other businesses.

3. Gambo Mill

The mills at Gambo began in 1824 and produced large quantities of gunpowder, especially during the Civil War, when the mill provided 4 million pounds of cannon and rifle powder per year for the Union Army. It's estimated that 25 percent of all powder used by the Union came from the Gambo mills. The mills continued to produce black powder and later, "smokeless" powder made from nitroglycerin, under various ownership until it closed in the early 1900s. Today, there are ruins visible of the mill structures, some of which are under water.

PUBLIC SPACES

On the South Windham side of the river, the primary publicly used space is the Mountain Division trail, which crosses Route 202 on the northern end of the



village area. The Windham Fire Department also has a presence in the district. The former fire station (located next to the bridge) is being explored for redevelopment as a local brewpub. The department relocated the fire station location further north in the district at 33 Main Street.

In Gorham, there are several patches of public land, much of which is available for public use and enjoyment. These include the Old Robie School property and surrounding recreational fields, and the Great Falls Elementary School property.

HOUSING

The study area has a mix of older and newer residential structures. Residential buildings on Route 202 are built in close proximity on small lots. The newer residential structures are built just off Route 202, including 16 units built adjacent to the Mountain Division Trail on Depot Street in Windham and another 24 units built by Avesta Housing at the intersection of Depot Street and Route 202. The study area's development is centered around mills that were highly active in the 19th century. As a result, there is a much higher percentage of housing units in the district that pre-date 1960 in Little Falls than in both towns of Gorham and Windham. The study area has a lower percentage of single-unit detached housing and a higher percentage of multi-unit housing than Gorham and Windham. The study area also has a higher percentage of renter-occupied housing.



HISTORICAL

Between the mid 1800s and mid-20th century, the village was a thriving downtown business center that contained a number of significant and historical properties. Through the 1950s and 60s many older buildings were converted to commercial or residential uses. Industrial properties changed hands and production from pulp to steel, but generally provided jobs for area residents. Several corner stores existed on both sides of the river, lining Main Street through the 70s and 80s. Many memoirs have been written commemorating this period as a wonderful time to live in the village. The corner stores provided both an opportunity for area residents to walk to buy small items and groceries and also provided a place to get out of the weather while waiting for the trolley, or later, bus service that ran to Westbrook and Portland.

The core historical area of the Village extends along Main Street from the South Windham Community Church on Route 202 to near the roundabout at Route 237. The historical district is characterized today mainly by wood-framed and clapboard buildings. While many historical buildings have been lost to time, several significant properties still exist within the village today. Those include the South Windham Community Church, Oriental Hall, the Little Falls Baptist Church, and the old Robie School. While several properties still exist, many have fallen into a bleak state of disrepair or have experienced substantial alterations which have diminished their historical value.

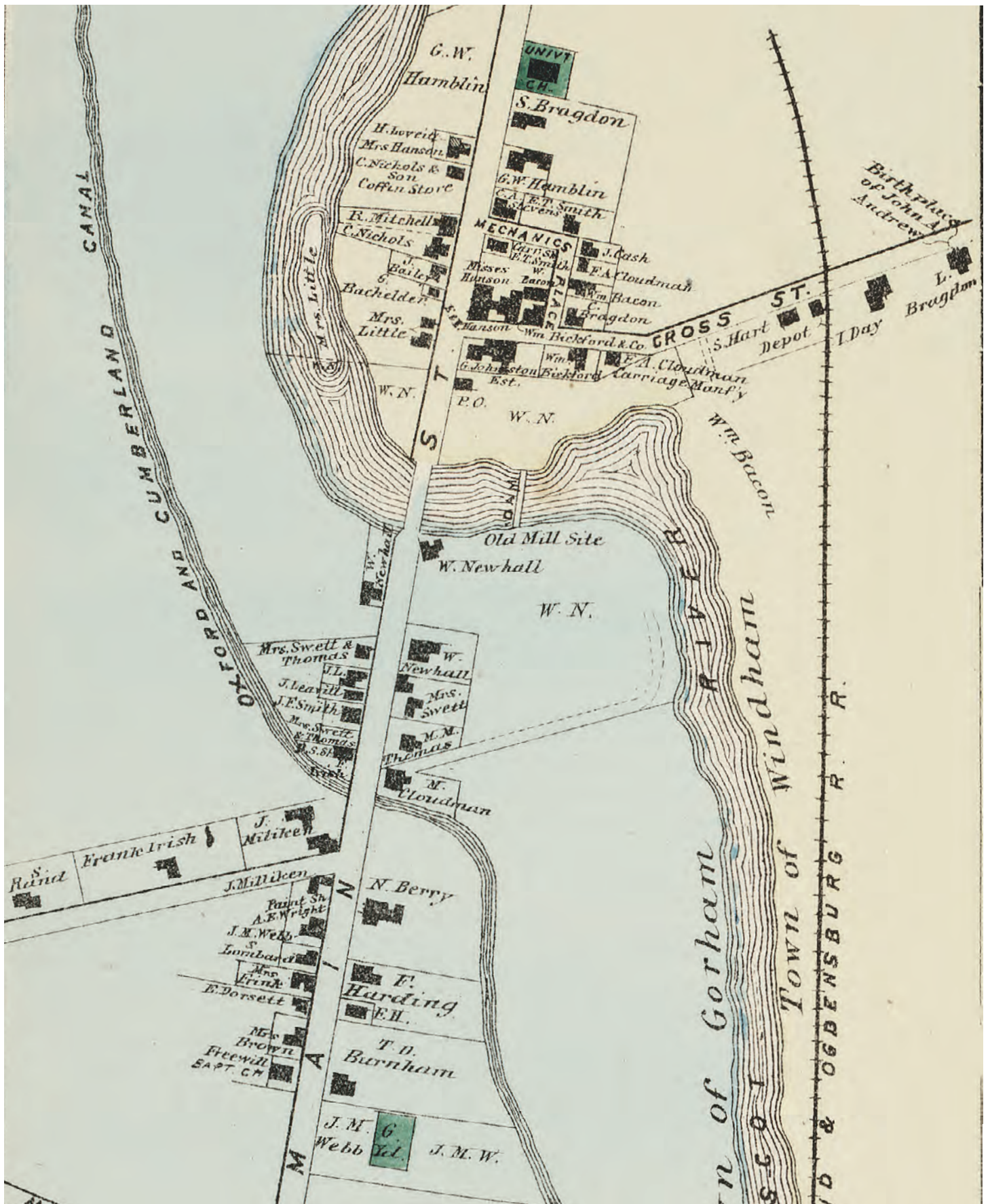
Everything Old Is New Again

At the turn of the 20th Century Little Falls (South Windham and Little Falls) was a thriving main street complete with a trolley service to Portland, an active pulp mill which employed many village residents, a church, and numerous small businesses lining each side of Main Street (Route 202). By some definition, Little Falls Village was an urban community—highly walkable and transit-oriented. Mixed-Use wasn't

a term in those days, even though many of the buildings along Main Street would have qualified for the moniker today.

Mechanics Street and Cross Street (now Depot Street) defined the village center in 1871, as depicted on the map on page 25. Remnants of the Oxford-Cumberland Canal were still present running along the current-day Tow Path Road alignment in Little Falls. In historical photos of Main Street, storefronts and boardwalk sidewalks can be seen lining the streetscape. If we were to design Little Falls Village from scratch today we might hear the term 'New Urbanism' thrown about with some talk of traffic congestion and too much density. But in 1871, before the advent of automobiles, streets remained quiet and un-congested. Perhaps one could hear the sound of the river or wind blowing through the towering maple and oak stands that permeated between the tightly packed homes and commercial buildings that lined the streets.





TRANSPORTATION AND STREET NETWORK

The study area is largely served by Route 202, the major arterial that extends north and south. The Mountain Division Trail cuts across Route 202. Minor arterials like Route 237, Huston Road, and River Road connect to Route 202.

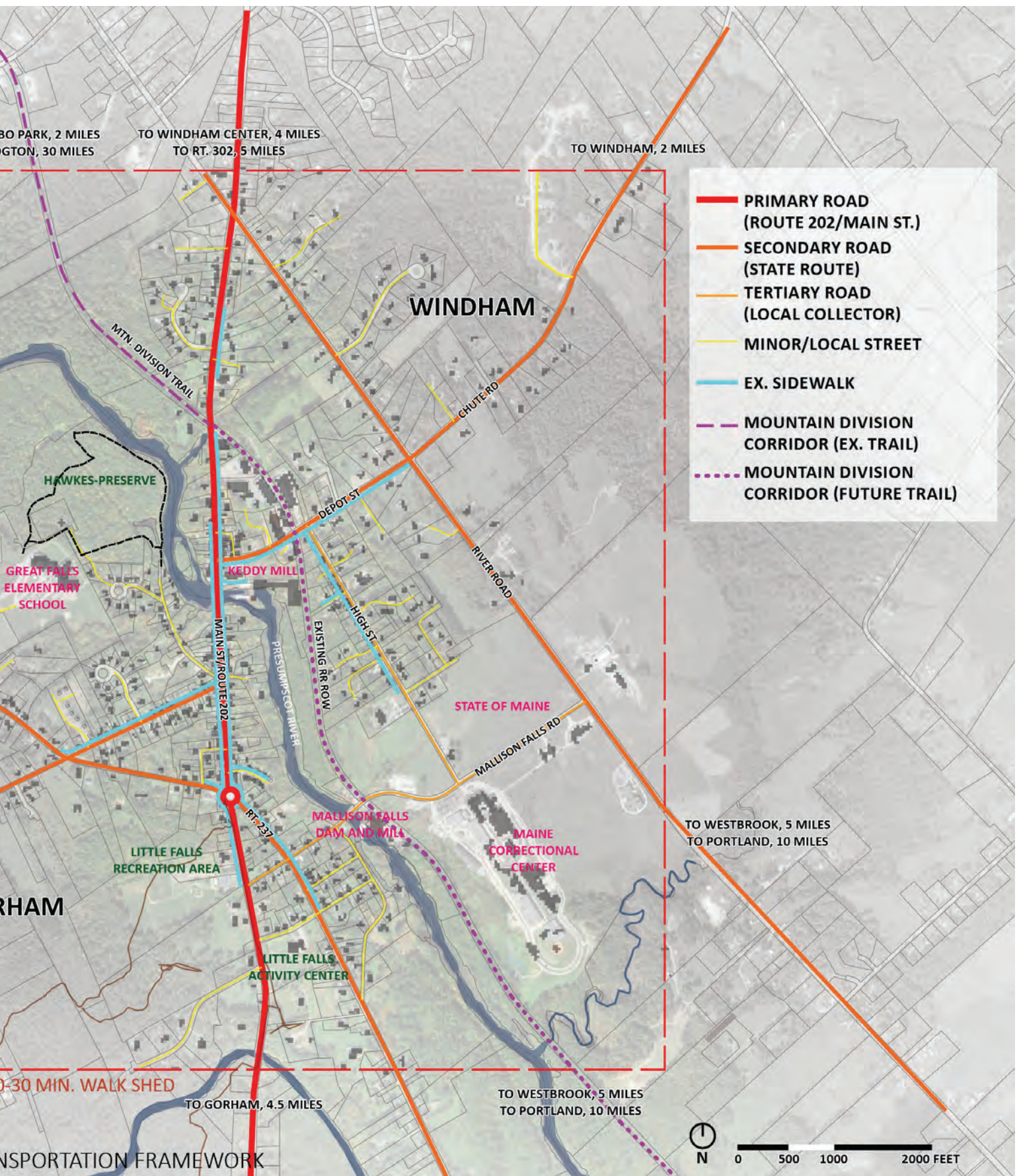
The existing transportation network is inadequate to support traffic calming and bike and pedestrian activity. Drivers coming from Gorham entering the Roundabout on Route 202 drive too fast. Most of this is due to the speed limit changing from roughly 50 miles per hour to 25 miles per hour upon entering the village.

The existing street network particularly near those residential properties outside the village is also largely disconnected. The local streets do not connect to Main Street or to the Mountain Division Trail.

Participants at the public meeting on May 25, 2022 expressed that though they lived within walking distance to public spaces, such as the Little Falls Recreation Area and Hawkes-Towpath Preserve, they still had to drive due to lack of safely connected streets and sidewalks. Additionally, most people did not feel safe walking along highly trafficked intersections.

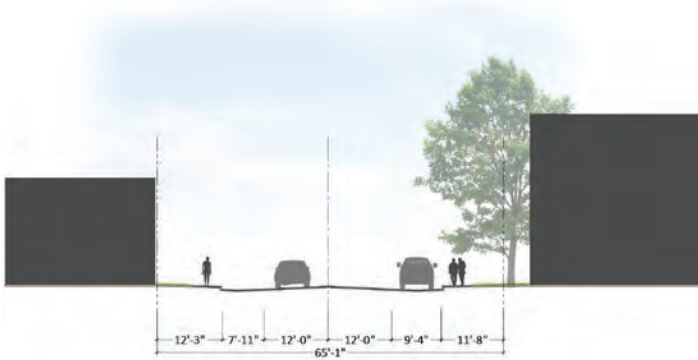
Given the area's compact arrangement of interconnected local streets organized around several major arterials and state routes within relatively close proximity, the planning team believes the area could be well-served in the future by bus or other form of mass transit. Future development and planning of infrastructure should consider these factors carefully and work to implement pedestrian-oriented infrastructure and compact development patterns to support future growth and vitality.



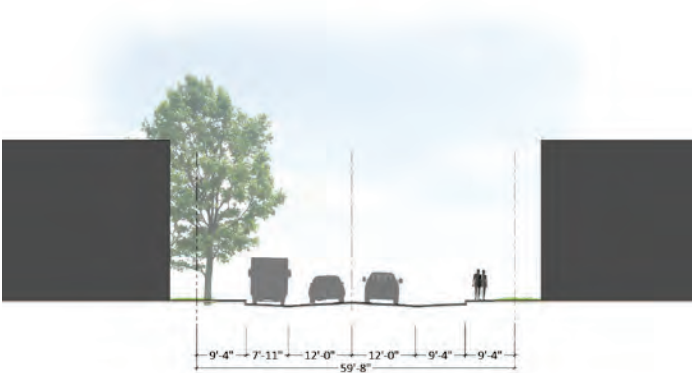




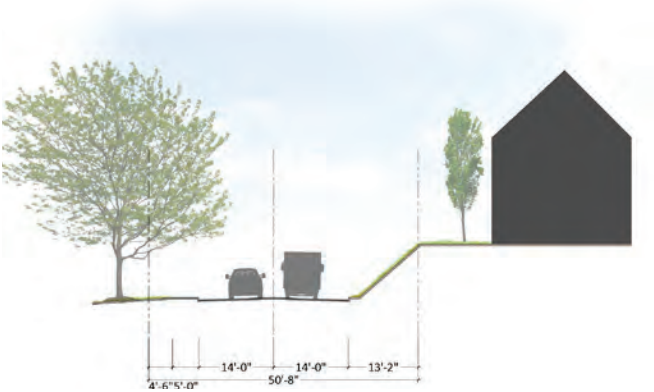
60' ROW Primary Road (Route 202/Rural)



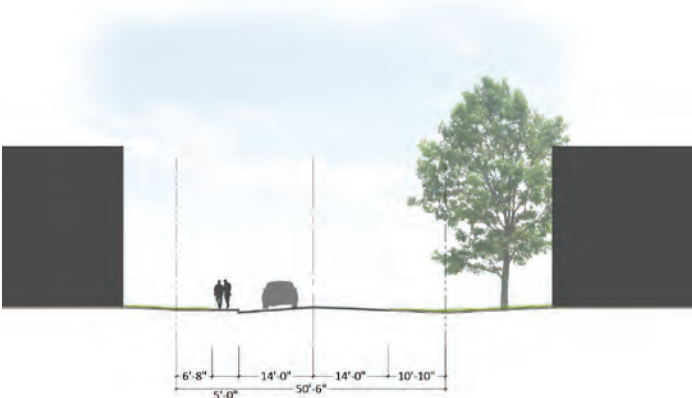
65' ROW Primary Road (Route 202/So Windham Village)



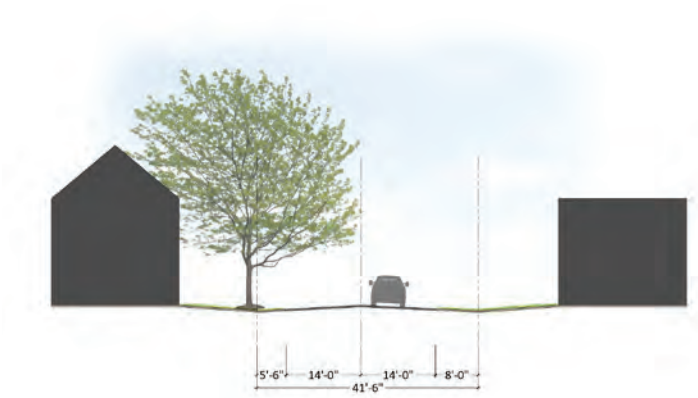
60' ROW Primary Road (Route 202/Little Falls Village)



50' ROW Secondary Road (Depot Street)



50' ROW Tertiary Road (High Street)



40' ROW Minor/Local Street (Acorn Street)

Street Sections

Route 202/Main Street

The Route 202 corridor is the primary ‘spine’ of the Villages. It is a Maine DOT managed state route generally characterized by a 60-65’ Right-Of-Way through the study area. The condition of the corridor changes from a more rural condition with soft shoulders and open drainage near the crossing of Little River and River Road to the north, to a somewhat more pedestrian-oriented condition with attached 5’ sidewalks and vertical curb as one approaches the village core near the Presumpscot River. While some improvements have been made to the bicycle-pedestrian facilities along the corridor, much opportunity remains to implement traffic calming measures and additional bicycle and pedestrian facilities. Traffic calming measures in place today mainly consist of signage and RRFB’s (Reflecting Beacon Crossings). While these interventions can be effective, better approaches might include formalizing on-street parking where today a paved shoulder exists, along with incorporating streetscape elements such as curb extensions, benches, lighting. Additionally, street trees can have a ‘visually-narrowing’ effect to motorists, thereby naturally causing reduced travel speeds where pedestrian activity will be vital to the villages’ economic future.

Secondary Roads

Other DOT-managed roads throughout the corridor include those such as Route 237, Huston Road, Chute Road, and River Road which feed into Route 202 and/or create transitional edges from one character district to another. The secondary roads vary in character with mainly 50-60’ ROW widths, mainly with no sidewalks or sidewalks only on one side of the street and for a short segment. Bicycle and pedestrian facilities are few on these roads and the condition is primarily auto-oriented. All of these roads could benefit from additional bicycle-pedestrian facilities, but a focus should be given

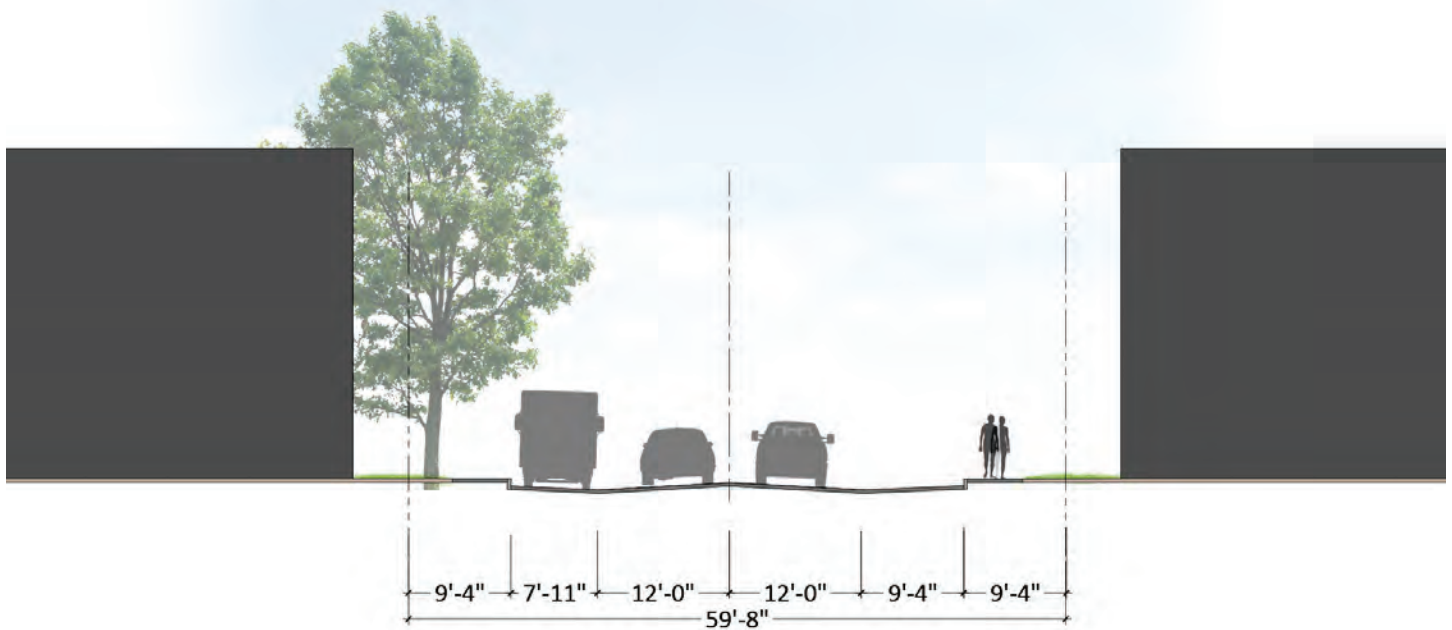
to segments of these roads within 1/4-1/2 mile of Route 202. Along these ‘inner-most’ segments of roadway, bicycle and pedestrian facilities will be most useful for residents and future visitors to the area. Special attention should be given to intersections of these roads and Route 202 where place-making opportunities could include signage, seating, lighting, and plantings to help signify a village threshold.

Tertiary Roads/Local Collectors

Local collectors are neighborhood spines, linking local, neighborhood streets with the village core and other, more primary thoroughfares. The current condition of most local collectors in the village study area varies, mainly with continuous segments of sidewalk on one side of the street. Future investment should consider completion of sidewalks to local trail heads and realizing key connections to open space assets. ROW widths in the study area for this road typology are in the 50’ range which could support some combination of separated sidewalks and esplanade, street trees, on-street parking, and bicycle lanes or sharrows. Special attention should be paid to intersections with the larger secondary roads where place-making and traffic calming interventions could occur such as curb extensions, bench seating, lighting, signage and other elements to help lend a sense of visual cohesion and sense of care throughout the Villages area.

Minor/Local Streets

Minor streets in the Villages area are mainly defined by 40-50’ ROW widths which limit additional lane expansion and extensive bicycle-pedestrian facilities. Opportunities to improve these streets could be in reducing lane width and interconnecting missing road segments to complete a series of contiguous streets, particularly in the village core where local streets can help alleviate traffic pressure from larger routes. Interconnecting and investing in streetscape and bicycle-pedestrian improvements on these streets will help ensure local residents will walk or ride a bicycle to the village core rather than drive.



Streets As Public Spaces

It has been said that any town’s collection of public streets represents its greatest holding of public space. Traditionally, it is common to believe streets and their associated Right-of-Way should be strictly utilized solely for the conveyance of vehicles and goods. While this is at least partially true, in that our street and road system’s primary purpose is to provide necessary infrastructure for personal and commercial transportation, in America in particular, that notion has morphed over the last few decades to imply that only motorized vehicles have the right to the space. In many cases, this thinking has led to the degradation of our main streets and eroded the viability of businesses who rely on pedestrian traffic to patronize their storefronts. As the popularity of vehicles has exploded along with the demand for commercial trucking, so has the perceived need to maintain a perpetual and uninterrupted flow along our road systems. No longer is it sufficient

to simply permit reasonably safe passage along our thoroughfares. Today most roadways are dominated by ever-widening lanes, broader corners, and elimination of virtually any real or perceived impediment to the speedy flow of traffic through our towns and villages.

Unfortunately, the impacts of growing, auto-dominant roadways have come at the expense of sometimes inhospitable, unsafe pedestrian environments and growing disinvestment and insolvency for surrounding storefronts. While some investments have been made, particularly along the Route 202 corridor to improve bicycle and pedestrian facilities, it is important to note that simply adding sidewalks or crossings along a roadway is not necessarily a successful formula for vitality. In fact, only adding sidewalks and expensive crosswalks could account for an adverse public opinion about the utility and value of the pedestrian infrastructure. Often we will see sidewalks devoid of people and question why the investment was made, concluding that the demand is a fabrication of some

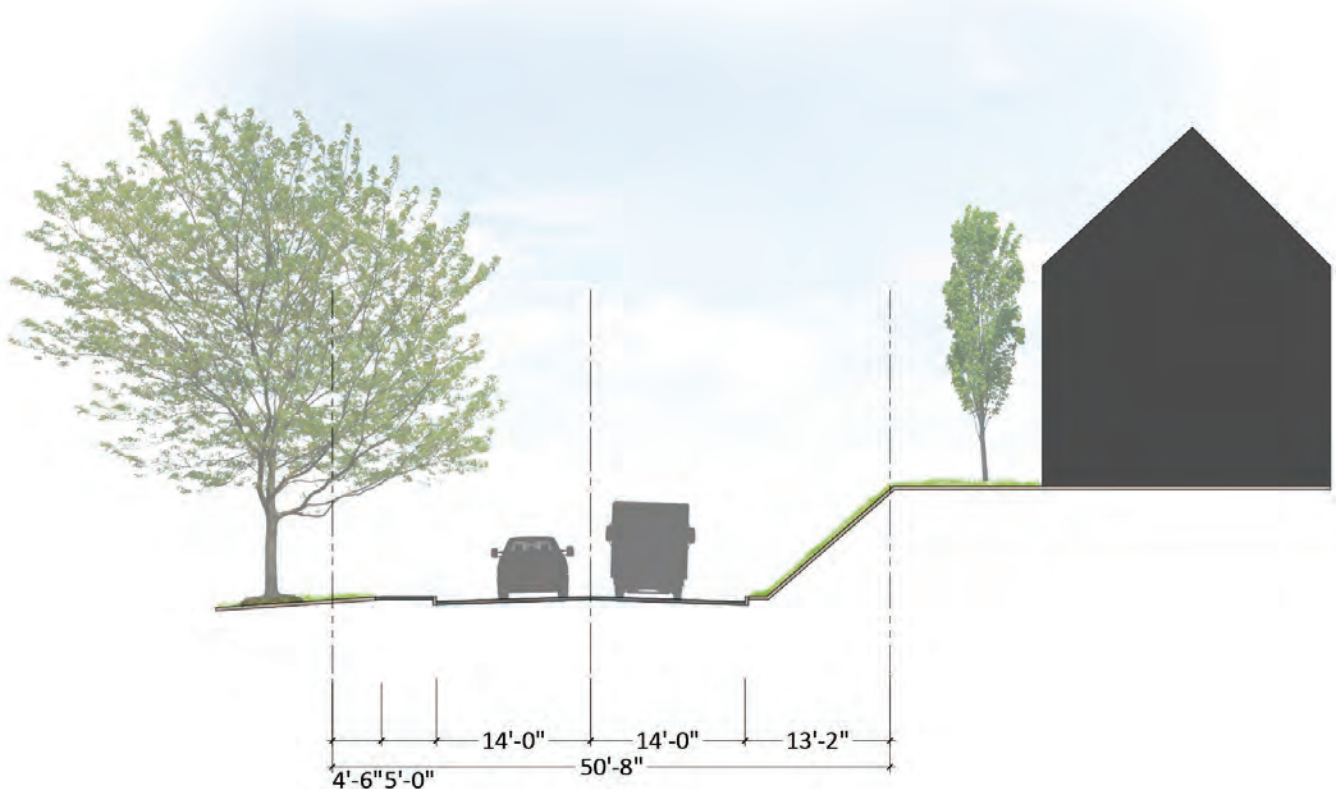
planner’s imagination. Perhaps this is true. Bicycle and pedestrian facilities provide little utility without adequate improvements to and addition of attractive, engaging public spaces and sufficient investment outside the Right-of-Way. In other words, it should be a balancing act of incorporating sufficiently impactful public space and streetscape investments which slow the flow of traffic for safety and comfortability of pedestrians, while setting the table for private commercial investment along the corridor.

Route 202’s greatest hurdle to overcome is balancing the needs of commercial trucking and road geometry that tends to encourage speeding (long, straight, and wide). Later sections of this document will discuss both the feedback we received as public input, as well as some of the strategies which might be incorporated to help meet the goals of the community.

Other roads in the study area face the same obstacles (long, straight, wide geometry), but also some unique constraints such as topography and constricted

space. Depot Street, as it enters the study area from the east, has its own constraints. In particular, as Depot Street crosses River Road and approaches the village proper, the road grade pitches down toward a small drainage while the north side of the road remains at a constant elevation. The topographical condition is both a constraint and an opportunity. The recessed roadway condition disengages the street frontage from the adjacent homes and commercial space. It also creates a barrier to pedestrian flow and obstructs potential curb cuts. However, these qualities also provide a unique experience. Later this document will discuss some of the design opportunities present along this corridor.

In summary, the future design of streets and roadways throughout the corridor should pay special attention to not only the conveyance of people, whether on foot or in an 18-wheeler, but also identify opportunities to engage the surrounding property and provide attractive and engaging moments that might beckon residents and visitors alike to stop and stay a while.



Existing Traffic Counts

Maine DOT lists Annual Average Daily Traffic (AADT) for road sections from 2015, 2016, and 2019. The AADT for road sections in the study area for both towns of Gorham and Windham is listed in the table below. The most recent AADT counts for road sections in the study area were from 2015 and 2016. The section of River Road southeast of Mallison Falls Street had the highest AADT counts within the study area. This is the eastern outer edge of the study area where the prison is located.

High Crash Locations

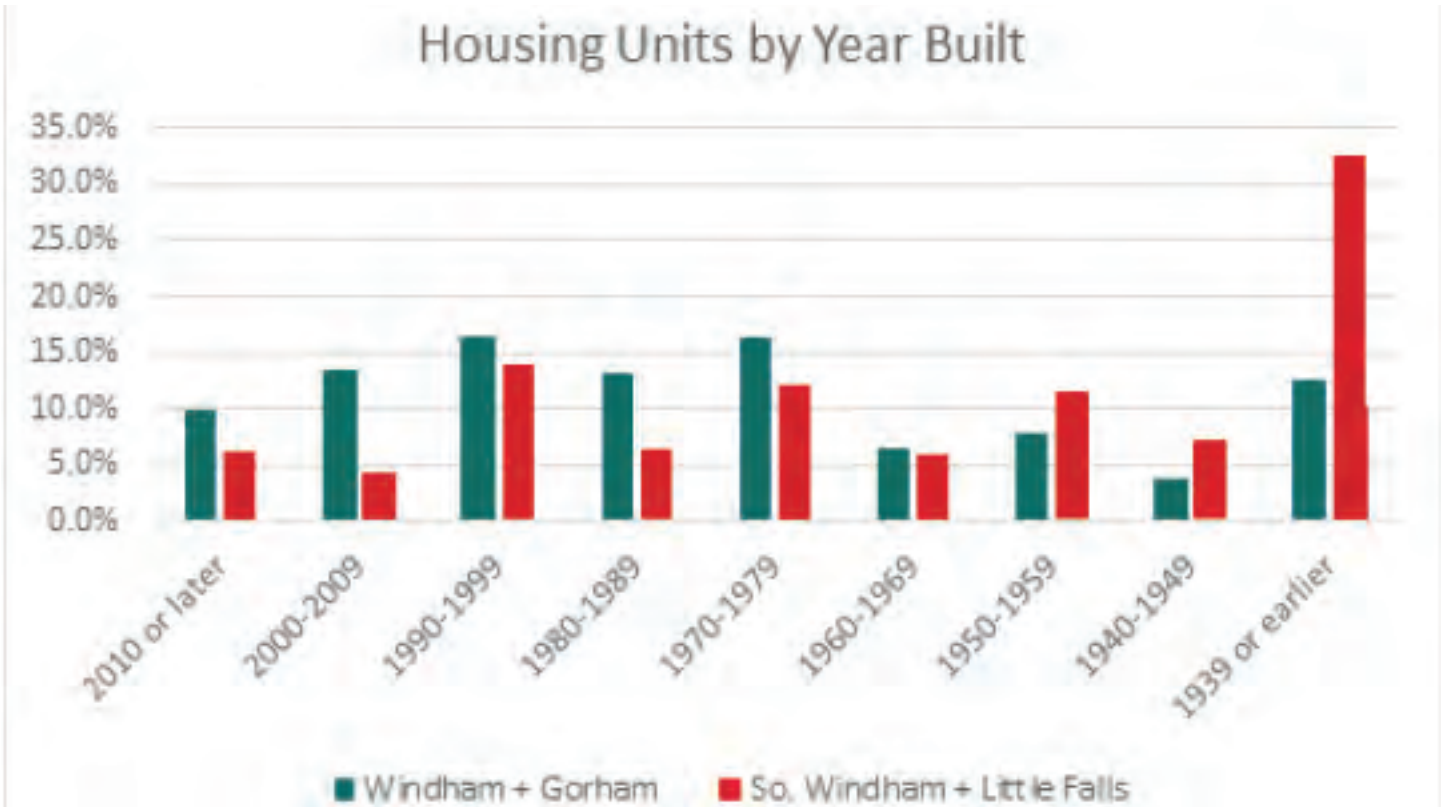
Maine Department of Transportation (DOT) defines a High Crash Location (HCL) as a location that has eight or more traffic crashes and a Critical Rate Factor (CRF) greater than 1.00 in a three-year period. The table below lists those intersections and road sections that were designated as HCL between 2018 and 2022. Most of those sections of road are in Gorham. Only

one is in Windham. In total, the intersection of Gray Road and Mosher Road (Route 237) has had the greatest number of vehicular crashes within the five year period. Participants from the first public meeting on May 25, 2022 remarked that the intersection at Route 237 and Huston Road was particularly dangerous. That intersection was also designated as a HCL between 2018 and 2020.

Housing and Market Analysis

The planning team conducted a housing and market analysis to understand existing land use patterns in both towns and the nature of the existing housing stock. The age of homes and types of housing were coded using the attribute tables in QGIS and data from town assessors.

One distinct characteristic of the current housing composition in the Village is the lack of housing diversity. Most homes are single family and were built before 1939. Compared to Gorham and Windham, the housing stock in the study area is



much older.

A variety of housing options in the village is essential to building a strong community, expanding social networks, connecting people to businesses and services, and attracting employment. Housing and dense development also encourages people to walk more places without having to drive.

There are currently many limits to multi-family housing in the study area. Multi-family housing is also not allowed in the southern end of the study area. A wide range of housing needs to exist in the village to give people more affordable housing options and reduce the impact on the environment.

Existing Traffic Counts

Location	AADT15	AADT16	AADT17	AADT18	AADT19
SR 237 NW of Huston Road	-	4,140	-	-	-
Mallison Falls Road SW of River Road	2,830	-	-	-	-
River Road NW of Mallison Falls Street	4,980	-	-	-	-
River Road SE of Mallison Falls Street	7,230	-	-	-	-

High Crash Locations

Intersections/Sections	Year(s)	Total Crashes	Town
Huston Road, Newell Street, Sebago Lake Road	2018-2020	29	Gorham
Gray Road, Mosher Road	2018-2022	78	Gorham
Mallison Street, Mosher Road	2018-2020	28	Gorham
Gray Road, Main Street	2018-2021	39	Gorham
Alweber Road, River Road, Mallison Falls Road	2018-2019	54	Windham

PUBLIC UTILITIES

Sewer and Water

A critical factor to future growth of the Village is access to public water and sewers. Access to municipal water and sewers fundamentally increases the carrying capacity of the land and thereby allows growth to occur in more compact forms, allowing more open land to be preserved by negating the need for wells and septic systems.

A large sewer pump station sits on the west side of the Gray road (Route 202), just north of the bridge crossing the Presumpscot River. The pump station is unfortunately located in a highly visible location with cross easements making public access to the river and adjacent redevelopment at the former fire station property further north very challenging.

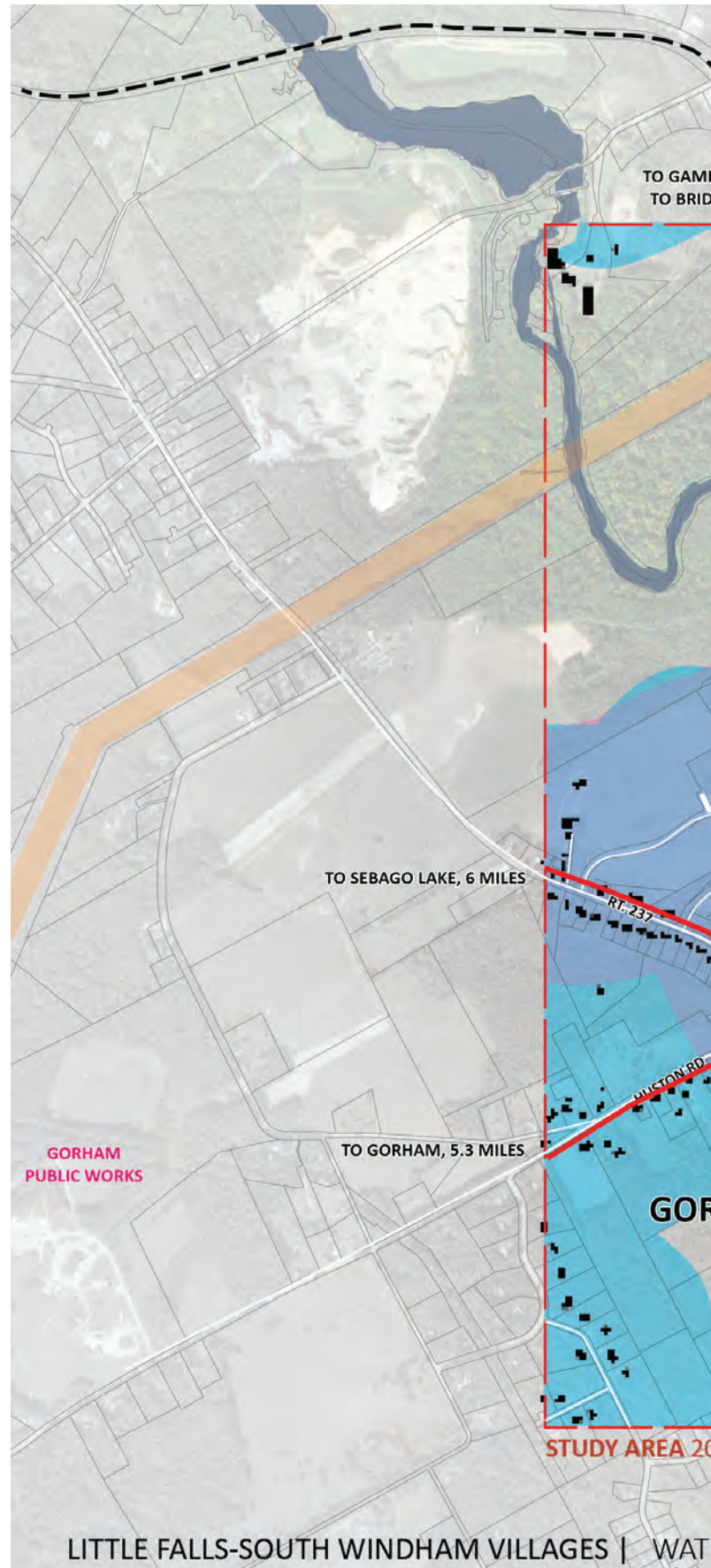
Approximately 30% of the study area is served by both public water and sewer. A majority of the study area is served by public water from the Portland Water District. Great Falls Elementary School is served by the Portland Water District.

Electric

Much of the study area is served by single and three-phase overhead power running along the three major road corridors bisecting the area: Route 202, 237, Huston and Chute Roads, and River Road. The local streets are served by a mix of single phase overhead and underground.

Natural Gas

Natural gas service is available to the study area with existing infrastructure in place near the Mallison Falls area north through High Street and a portion of Depot Street.



SUPPORTING & PAST PLANNING EFFORTS

There are a few relevant planning efforts that the planning team used to gather background information and inform the work. Those plans include:

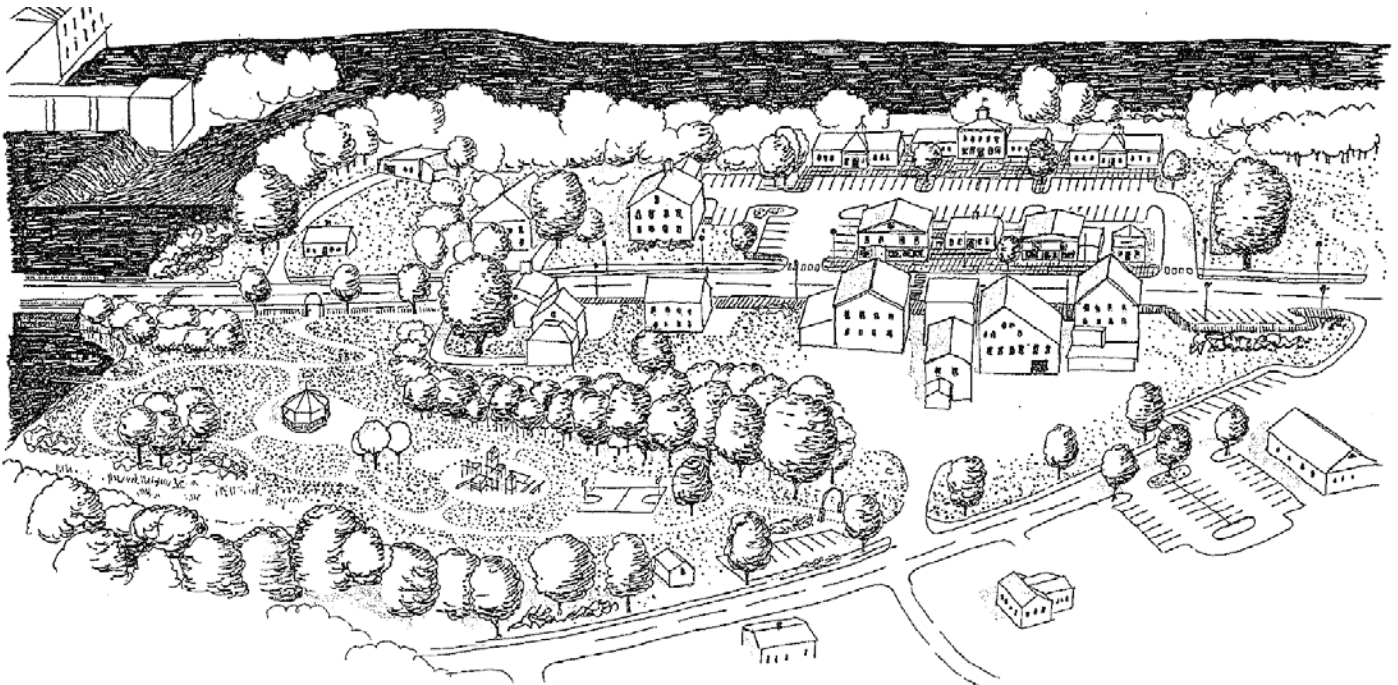
- Gorham Comprehensive Plan (2016)
- Windham Comprehensive Plan (2017)
- South Windham Little Falls Revitalization Plan (1998)
- Mountain Division Rail Study (2007)

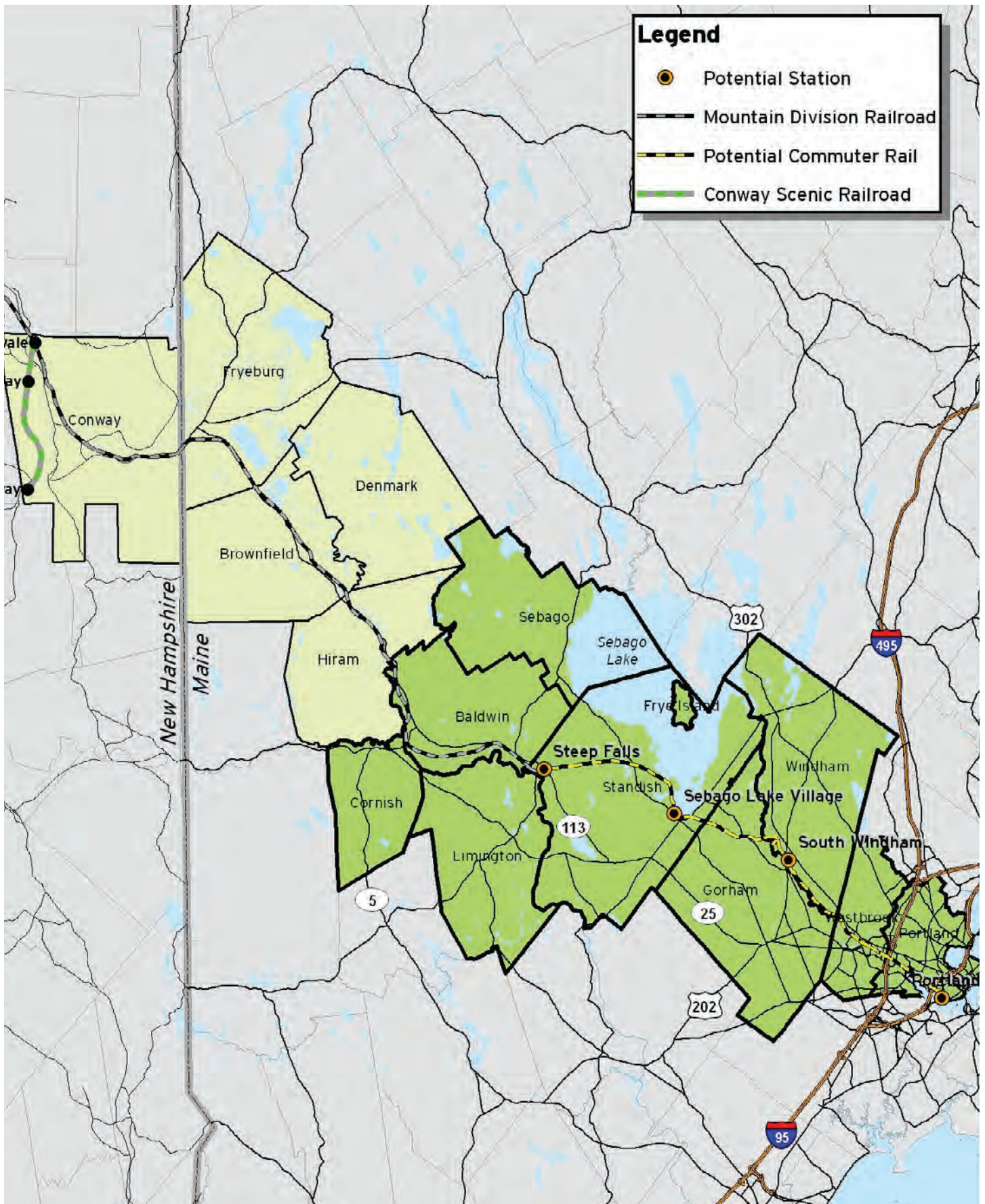
These plans are similar in that they include data regarding small business development, new residential opportunities, pedestrian friendly improvements, and public space improvements.

1998 Villages Revitalization Plan

The 1998 Villages Revitalization Plan lays out a vision for a mixed-use village which retains its historical character while identifying opportunities to improve the village environment. This vision encourages investment and continued improvements to public infrastructure. Since adoption of the original plan, the town has undertaken various efforts to implement goals outlined in the plan. Despite those efforts, which have included important aspects of revitalization such as rezoning, construction of sidewalks, and extension of key infrastructure, social and economic vitality and investment has continued to diminish with only some, mostly sporadic, lower-density development. The Village has continued to struggle with its transition from an industrial hub to a thriving enclave.

While investments have been made by both towns, including building and extension of new and existing sidewalks, roads, and pedestrian facilities along







Windham’s Comprehensive Plan vision statement includes attracting new “village-scale” residential growth to South Windham by making public space and river access improvements. The original Villages Master plan from 1998 includes recommendations for economic development, public sewer, traffic and safety, streetscape, open space and natural environment, historical preservation, and regulation.

Mountain Division Rail Study (2007)

Maine DOT commissioned the Mountain Division Rail Study to investigate potential uses and costs associated with the 50 miles of the Mountain Division rail trail corridor. The plan included recommendations for denser residential development adjacent to the rail line and alternative use of the rail corridor.

The map at left shows the entire Mountain Division corridor as depicted in the 2007 document with the line stretching from Portland northwest through the study area to Conway, NH and beyond.

The study identified several ‘potential stations’ for commuter rail service, including within the study area at South Windham-Little Falls.

Ultimately, a rail-trail has been constructed in phases between the New Hampshire state line west of Fryeburg through the western flank of the study area

in South Windham. The trail is paved with signage and trail head amenities, including parking and signage. In South Windham, the trail paving currently terminates with shared parking at Route 202 just as the corridor crosses by the current location of the Cumberland County Soil and Water Conservation District. Engineering plans to continue the paved condition southeast are under way.

Our analysis of the current and converted trail surface condition of the corridor concludes that the corridor is a valuable resource for active transportation whether utilized for trail recreation and commuting or passenger rail. In either scenario, recommendations are similar: promote more compact residential and commercial development along the corridor, particularly within a 5-10 minute walking shed of key nodes and threshold where convenient bicycle/pedestrian access to the corridor would prove beneficial.

In order to enhance the viability and enjoyment of the trail, we recommend future plans include consultation with design consultants to identify ‘gateway treatments’ such as seating, signage, plantings, and other pedestrian-scale improvements which could help improve utility and accessibility of the resource. Further discussion about potential improvements are presented later in the document.

An aerial photograph of a park with a winding path, trees, and a body of water in the background. The path is a light brown color, and the trees are green. The water is a dark blue-grey color. The sky is a light blue color.

03

PUBLIC OUTREACH & ENGAGEMENT

**Little Falls-South Windham
is two villages and one
community. Bisected by the
Windham-Gorham town
line, the community shares a
common thread at the banks of
the Presumpscot River.**

PLANNING PROCESS

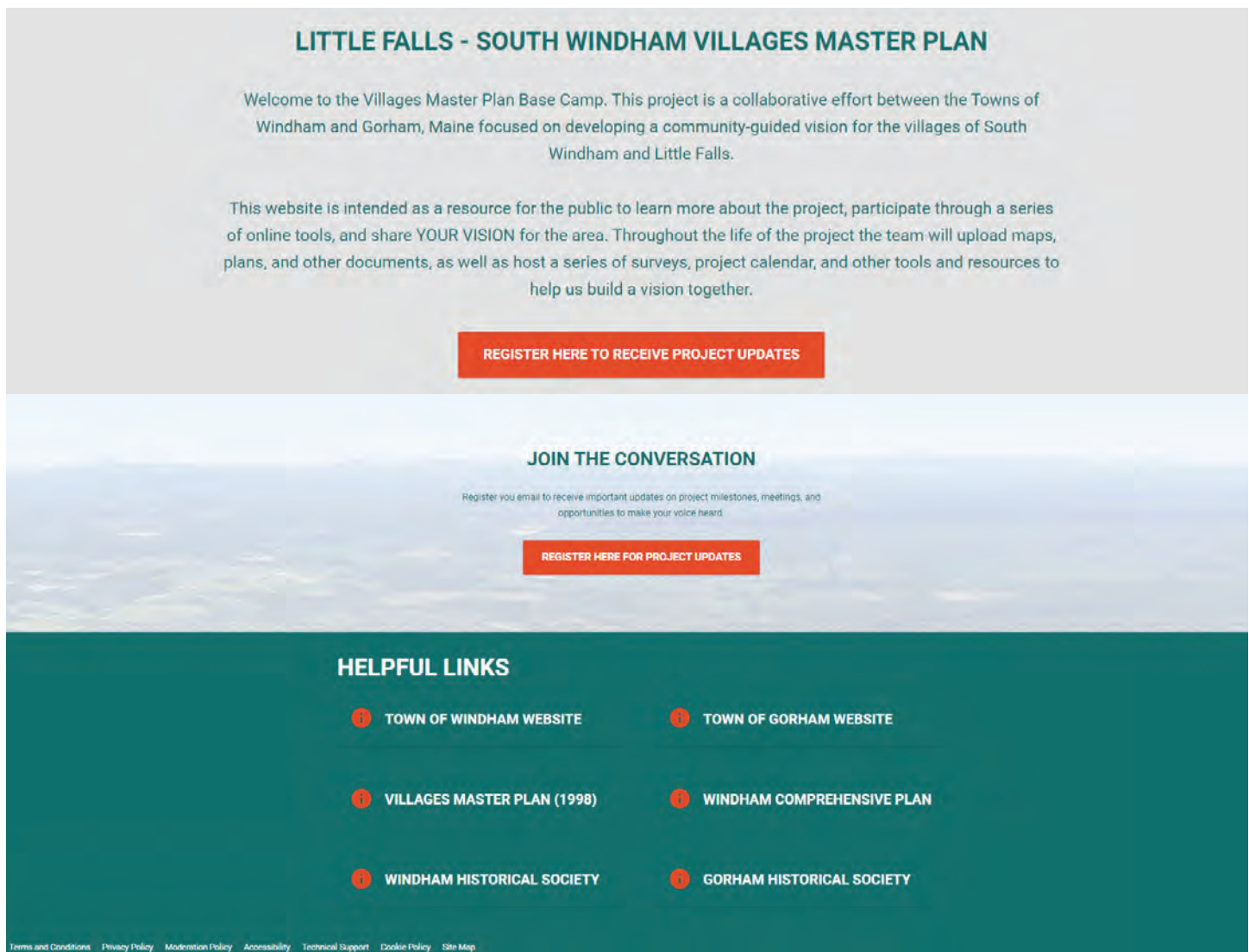
Public outreach began on day one of the plan with creation of the plan website, which became a clearinghouse for all past and present plans and other related information on the plan.

A public engagement plan was developed based on prior plans and other community planning efforts. The plan outlined an approximate 6-month effort including virtual and in-person meetings, presentations, open-house, community events, surveys, and other interactive tools.

The planning team used a variety of tools to solicit

feedback from the public. The public outreach for the plan included three formal meetings that were held on zoom, but also had in person attendance, a series of food truck events at the Little Falls Recreation Center that allowed people to comment on design ideas, and the use of social media.

Meetings and public notification about the plan were also a multi-pronged effort. The design team created 18"x24" yard signs which were posted in roughly half a dozen locations along Route 202 and the study area. Posters were also created and posted in both Town Halls as well as shared to the towns' respective social media pages. Door hangers were created in anticipation of the Summer Thursday events with a QR code developed to guide people to the website to



learn more, participate in online surveys, and attend meetings and other events.

Overall attendance at the first public meeting in May was lower than anticipated, but attendees seemed to represent a good cross-section of the community from individual homeowners to commercial investors, municipal staff, and interested citizens.

Website

The plan website, VillagesMasterPlan.com was launched on March 1, 2022 and remained open until the end of the plan in Spring 2023. The website included plan updates, surveys, mapping tools, public meeting information, maps, and contact information



of planning team members.

Virtual Listening Sessions

The planning team conducted a stakeholder listening session on March 29, 2022 which included town staff and interested citizens to discuss plan outcomes, challenges, and opportunities.

Study area base maps were presented along with an introduction to the planning team and purpose and background of the plan. Stakeholders included local business and homeowners and the discussion largely centered around making the village a place where people want to spend time and live. A few major themes that emerged throughout the discussion were traffic safety along Route 202, the future of the Keddy Mill site, and how to best integrate residential uses with businesses and incorporate built and natural places for residents and visitors to enjoy.

Public Meeting #1

On Wednesday May 25, 2022 the planning team hosted a public outreach meeting with residents from the community at Little Falls Recreation Center in Gorham.





There were 12 community participants with additional attendance by Windham and Gorham town staff.

The goal of this meeting was to garner community members' thoughts about areas of interest and existing amenities in the Villages study area. Results of the meeting can be found in the Appendix of this document.

Survey

The survey was launched on May 9, 2022 and remained open until the end of the plan in early 2023 with 127 responses. Questions pertained to the location of the study area, the relevance of the vision statement for the Village from the 1998 plan, destinations that should be better connected to the Village, and scenarios for how to improve certain aspects of the current Village. More information on the survey, as well as a survey analysis of all responses can be found in the appendix.

Summer Thursdays Food Truck Events from July-September

The planning team attended food truck events every Thursday from July 28th through September 1st at the Little Falls Recreation Center in Gorham.

These events were used in place of a traditional workshop to garner feedback from the public about design ideas and promote the website and survey. The Summer Thursdays events were a great boon for the plan in terms of public outreach and engagement, as it allowed the design team to work in an iterative manner for several weeks, solicit feedback, and respond.

The planning team presented design concepts for the Keddy Mill site and Main Street alongside maps of the study area and existing conditions with tracing paper so the public could draw and provide notes



on what they would like to see. Each week the design team developed a new sketch and placed the drawings in front of the booth and invited the public to discuss ideas.

The Villages Master Plan booth was attended each week for approximately 3-4 hours with an estimated 50-100 members of the local public each week strolling past and occasionally stopping by to ask questions and discuss the plan.

Much of the feedback received revolved around the concern for loss of farmland and open space balanced with need for housing and strong interest in making the village center a more vibrant place with shops and restaurants, parks, and public access to the river.

Public Meeting #2

The second public meeting was held at 6pm on November 29, 2022 at the Windham Fire Station and online via zoom. The goal of this meeting was to walk through the site's existing conditions and present recommendations for key sites identified during the ensuing public input process.

The team made a 25-minute slide presentation which included an overview of the plan, summary of past meetings and public input to date, as well as a series of sketches and renderings to help illustrate concepts shared through the summer.

Overall, the design concepts were well received by the public. Participants had concerns about the scale of development in certain areas and housing in the Village with the potential impacts on parking, private property, and open space.

A lively discussion ensued during the Q&A period where presenters and members of the public discussed parking demand, road safety, and the necessary ingredients of vitality. The meeting concluded by directing attendees to the plan website and exit survey.

Social Media

In addition to the website, public meetings, and Summer Thursday events, the team also used Facebook and Instagram to get the word out about the plan. The team developed a poster that could be shared on both towns' social media pages. The design consultants pushed posts about the plan including sharing sketches and videos from meetings



live to help build interest in the plan.

included two simple and straight-forward questions asking the public how strong they agree with the plan goals and vision strategies.

Meeting #2 Exit Survey

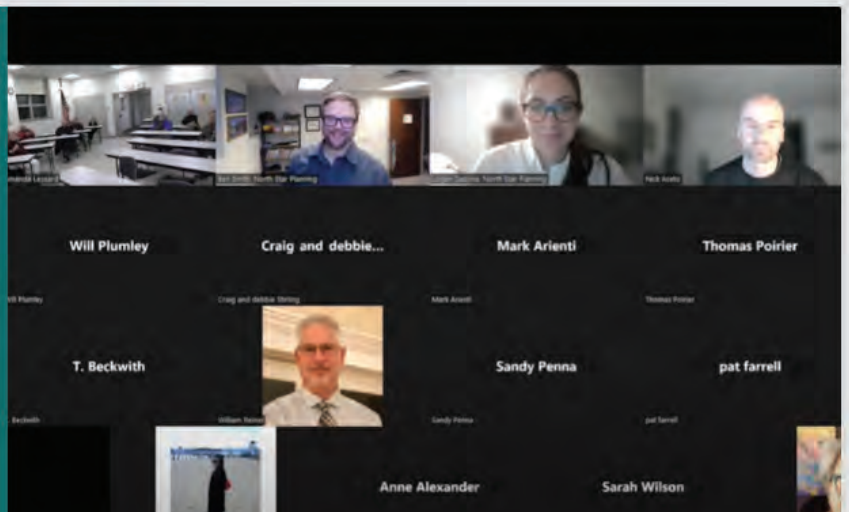
At the conclusion of the second public meeting in November, the team published a second online survey, available on the plan website and broadcast via social media and email. The second survey

REVIEW PUBLIC MEETING #2

Public Meeting #2 Content

Click the button below to be taken to the Map Room where you can review the presentation materials and recorded meeting from our second public meeting that took place on November 29, 2022.

[GO TO MAP ROOM](#)



PUBLIC MEETING #2 EXIT SURVEY

Please take this short survey after reviewing the second public meeting recording and materials posted in the Map Room, or if you attended the November 29th meeting in person or on zoom.

[TAKE THE SURVEY](#)

A stylized map of a region, likely a watershed or planning area, is shown in the background. It features a prominent river winding through the landscape, with various land parcels and features represented by different colors and patterns. The map is overlaid with a semi-transparent red banner containing the section title.

04

GOALS & RECOMMENDATIONS



“It would be great to have some nice local businesses/shops/restaurants that you can walk through. It would be nice to have it be a typical main street USA feel to it. Maybe even a library or art gallery.”
-Survey Respondent

VISION STATEMENT

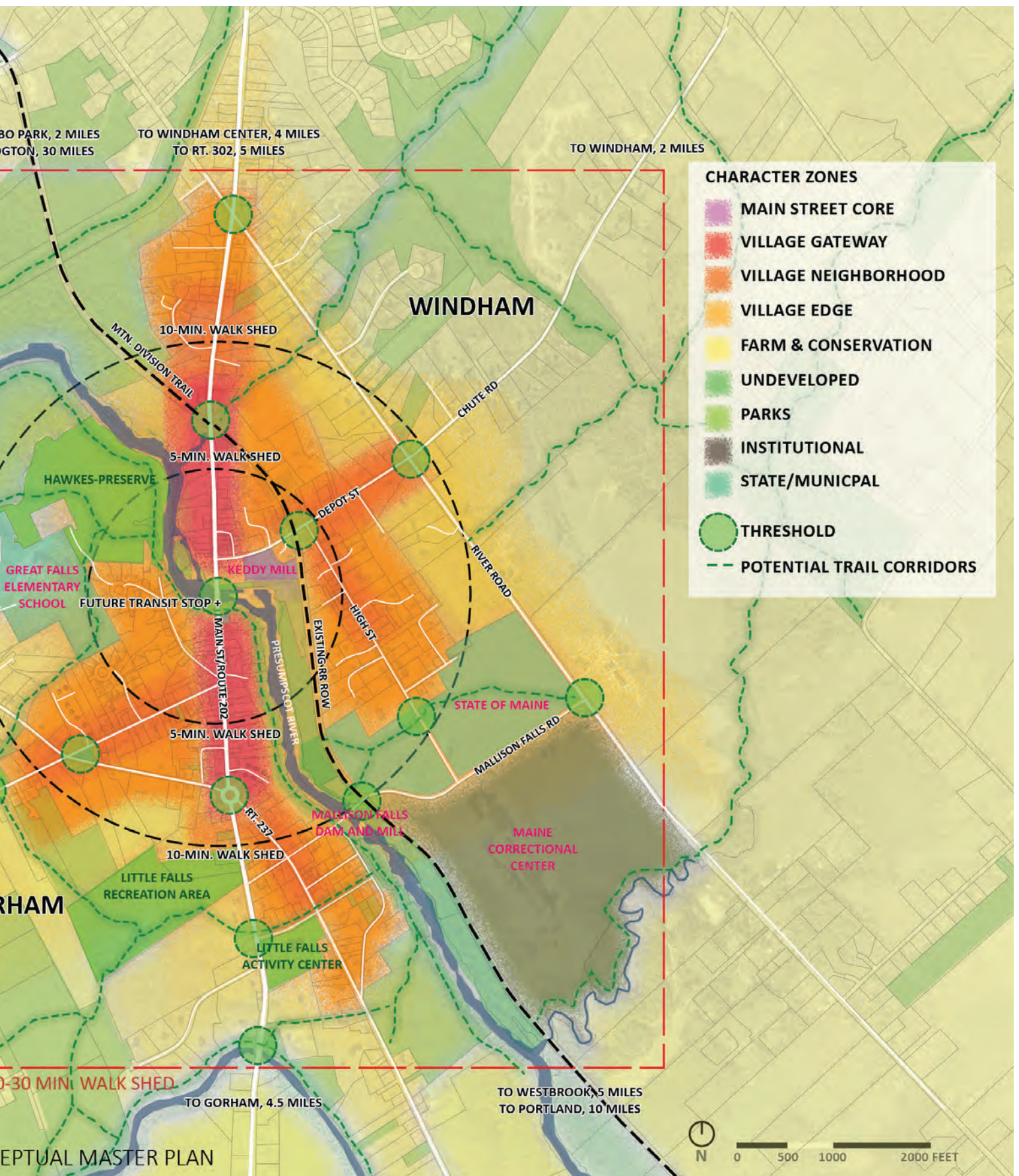
Vision Statement and Background Background

Little Falls-South Windham is poised to reclaim its identity as the vibrant, New England village it once was. Much of the basic framework remains in place today. This framework includes the Route 202/ Main Street alignment, verdant Presumpscot River corridor, and Mountain Division line. However, much has also been lost to time. The mills have closed and along with them small storefronts and shops. Neither the trolley, train, nor bus runs through the Villages any longer. Their activity has been replaced by ever-widening roads. The next chapter of the Villages will be determined primarily by the quality of its streets and public spaces, whether followed by or in response to new private investment. While many of the same goals and objectives remain unchanged from the 1998 plan, which centered around redevelopment of a mixed-use Main Street, we believe a key component of the Villages' vitality lies in the surrounding neighborhoods. The plan, at right, shows a 5 and 10 minute walking radius, or 'shed' centered on Route 202 as it crosses the Presumpscot. Allowing infill of the 'Village Neighborhoods' zone will help support commercial and mixed-use development along Main Street, while on the other hand, cluster subdivision development will help formalize new open space tracts.

Our recommendations in this chapter are driven by three primary community objectives:

- BUILD A VIBRANT, WALKABLE VILLAGE CENTER
- CONNECT AND UNIFY THE VILLAGES AS A RIVER COMMUNITY
- CONSERVE RURAL CHARACTER AND VALUABLE NATURAL RESOURCES AND FARMLANDS





1998 Vision

The Village of South Windham and Little Falls will be an active village area, characterized by a mix of local businesses and residential buildings along Main Street/Gray Road and residential development in the surrounding area that respects the scale and pattern of historical village development. New residents in the Village will allow for a range of supporting service businesses. These businesses include places to eat and drink, and shop for daily needs. New development will honor the history of the Village area's architecture, activity, and energy.

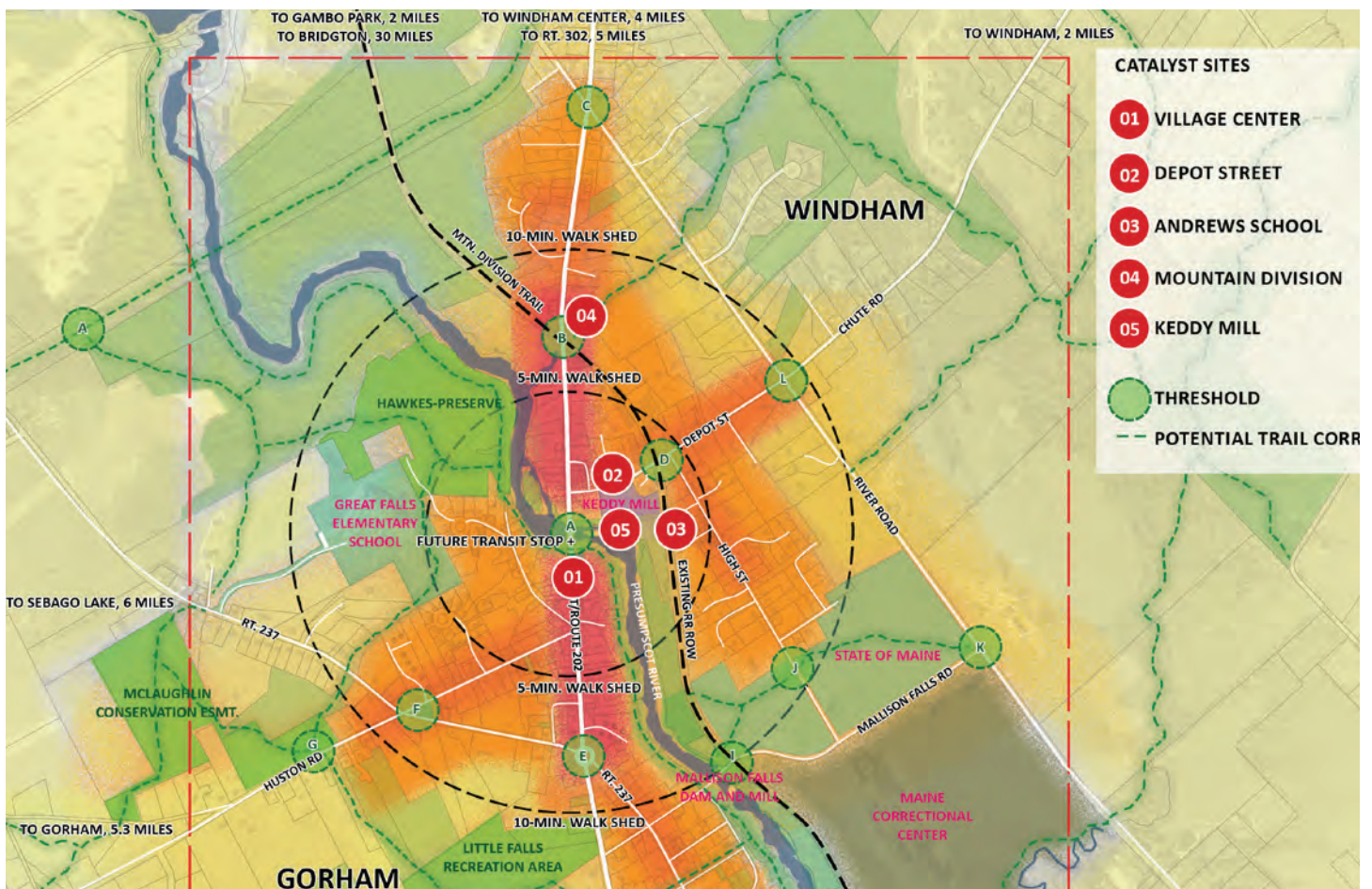
The Village will also be characterized by a well-connected network of public spaces and places to walk and bike on street, with a complete network of sidewalks and bike lanes. These aspects will also be characterized off-street through a supporting trail system built around the Mountain Division Trail and

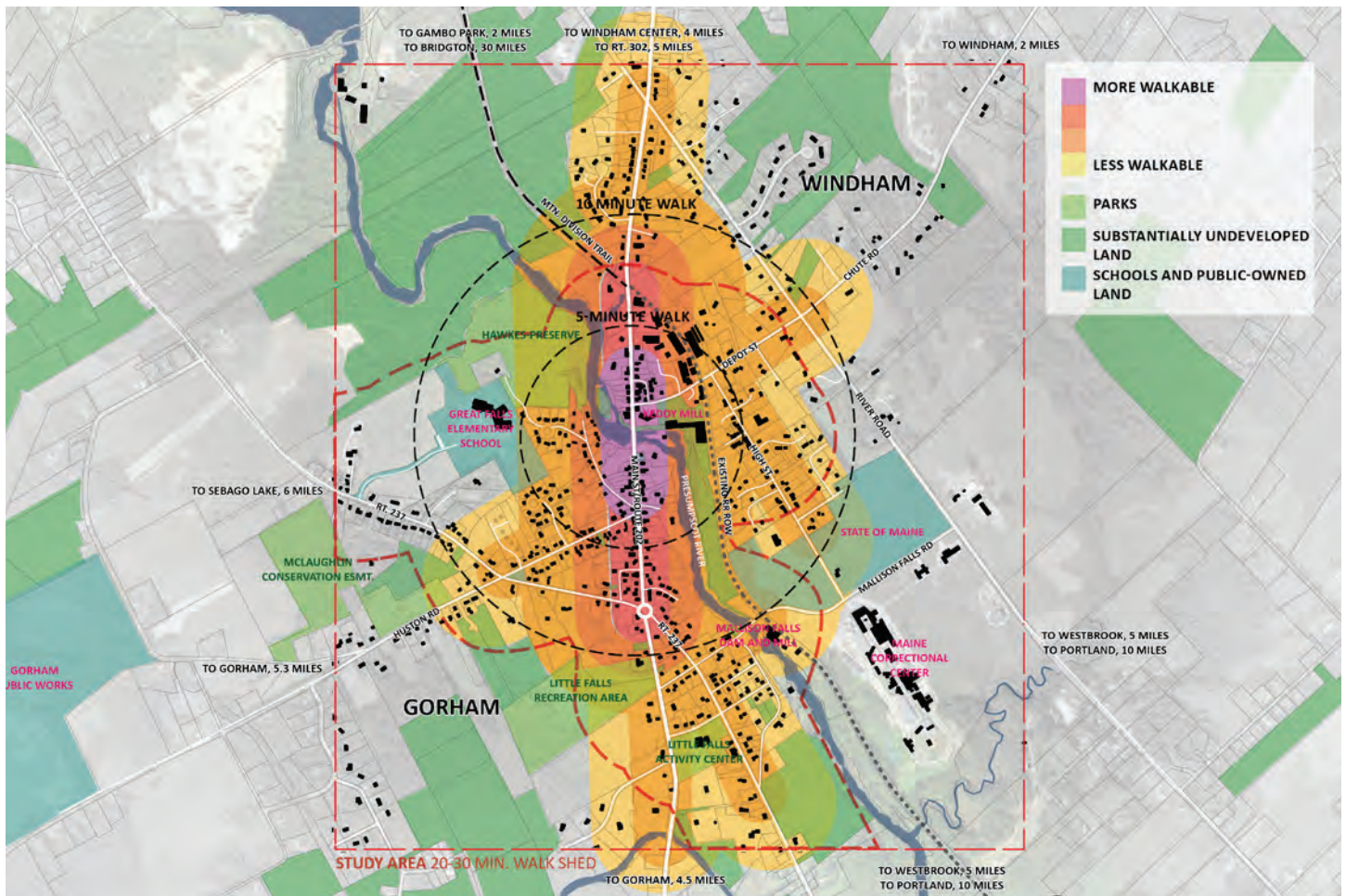
open space assets including the Hawkes-Towpath Preserve, the Little Falls Recreation and Activity Centers, and the Gambo/Shaw Park areas. Traffic through the area will travel at safe speeds with updated street design and streetscaping.

Why Walk?

Walkability is a buzz term thrown around by everyone from real estate agents to citizen urbanists. However, the concept of walkability and its value has become so prevalent that there are now websites, such as [walkscore.com](https://www.walkscore.com) where you can search a specific location and the site will rank its walkability value on a scale of 0-100.

Using the Little Falls Landing affordable senior housing complex in the center of the village as a test case, we learned that this location has a walk score of just 19 and a bike score of 16. The website cites a lack





of bike-ped facilities (sidewalks, bike lanes), but also recognizes the fact that the nearest basic services are more than 15 minutes away by car and more than an hour away on foot.

So, why should we care about walkability and how does it affect the future vitality of the Village? Small businesses like restaurants, markets, and other retail shops rely heavily on a steady stream of patrons, whether arriving by foot or vehicle. Walking is a great way to get a bit of exercise, meet your neighbors on the sidewalk, and support local businesses. Leaving the car behind can allow a more economical use of land, preservation of resources, and promote connection within our communities.

CATALYST SITES & THRESHOLDS

Through the public input process, it became evident that there are several key or ‘catalyst’ sites which should prove critical to future revitalization. The design team utilized the five sites to help illustrate planning objectives and possible redevelopment and improvement scenarios. The catalyst sites include the Village Center, Depot Street, Andrews School, Mountain Division Trail, and Keddy Mill. These sites are located on both sides of the river and offer opportunities to illustrate different types of housing and streetscape interventions. Based on feedback from the public, it is clear that people want to live in a vibrant village center that is safe and walkable. All of the designs below effectively illustrate that concept.

What is a ‘Catalyst Site?’

Catalyst sites can be broad-ranging in characteristics and location, from more urban to more rural in character. The common thread between all catalyst sites is that they hold innate potential to make significant social, economic, and/or environmental contributions to the surrounding community. Though in this study we’ve identified several specific sites, these sites should only be considered examples of what could be possible, understanding that there are likely numerous similar sites in the study area which hold similar potential.

Our basic metrics for identifying catalyst sites included;

- **Location.** Is the site in a location within close, walking proximity of the village core? Is it within visible range or adjacent to a key intersection or ‘threshold’?
- Considerations for the sites immediate or near-term availability. Is the site currently vacant or underutilized?
- Has there been recent activity on the site, or public or private interest in redeveloping or otherwise rehabilitating the site?
- Would alterations to the site make a substantial impact to the character of the Villages area?
- Could the site meet current social, economic, and/or environmental demands? Could the site host new housing? Could the site be a key location for connecting new recreational open space?

What is a ‘Threshold?’

A threshold, in the planning and design world, is a location where one might sense a change or transition from one space or area to the next. At village-scale, thresholds are often naturally defined

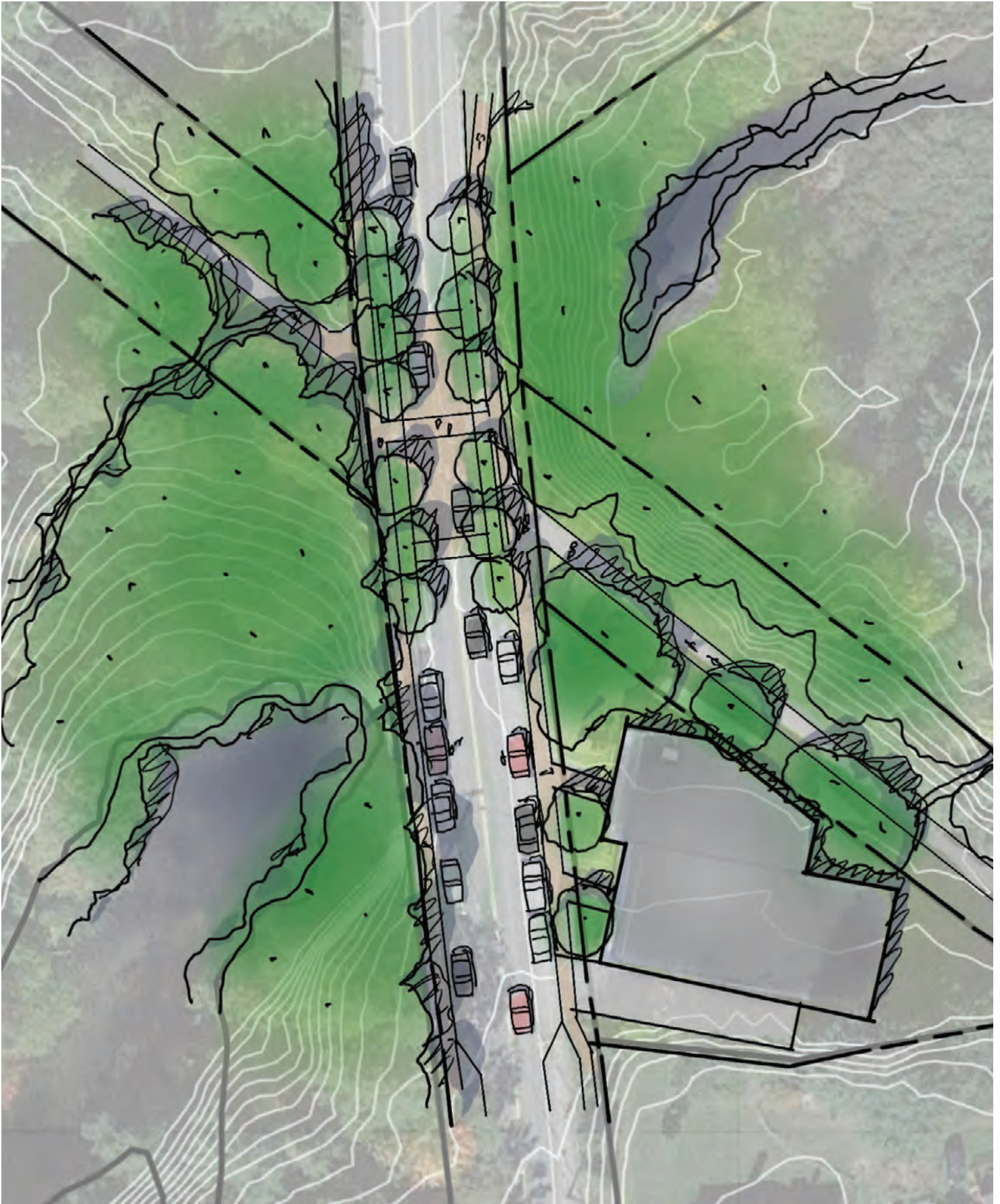
by roadways intersections or river crossings, for example. Often, these intersections are accompanied by changes in landscape character, such as the transition from a wooded environment to a field or from relatively undeveloped to more developed land. These natural thresholds can be an opportunity to enhance the sense of place and instill in a resident or passer-by the sense that the place is attractive, vibrant, and well-cared-for. This is an important and often overlooked characteristic when considering the quality of an area and its attractiveness to current and future residents and investors. Placemaking is a term used to describe the design and arrangement of spaces utilizing elements of the built and non-built environment to enhance the sense of place. An example could be the incorporation of plantings and signage, a bench, or even placement of a new building or structure. Sense of place is an important consideration when evaluating the quality and vitality of a community. Some of the key questions we might ask include:

- Do I know when I’ve arrived?
- Is the place memorable?
- Is the place comfortable, do I feel safe? Do I want to stay?

Threshold Example: Mountain Division Trail Crossing

A good example of a simple, but potentially effective threshold treatment is illustrated on the next page and as described in more detail on page 61 and 62.

The Mountain Division Trail crossing is a good example or an opportunity for placemaking and sense of threshold, denoting the transition from the outer village area to the village core area along Route 202 in South Windham.





Village Center

The Village Center is generally defined by a 5-minute walking shed (roughly 1/4-mile) extending from the Route 202 crossing over the Presumpscot River. The team identified the bridge crossing as the nexus point where most people identify as the center of the Village area.

As has been discussed previously in this document, the 1/4-mile walking shed is critical in identifying thresholds for future transit stops and adjacency to housing, services, and jobs. The 1/4-mile radius extends north to just south of the Mountain Division trail crossing, and south through Little Falls just north of the Route 137/202 traffic circle. These two points would make excellent gateway locations to help signify where the village center begins. After analyzing historical maps, current parcel boundaries, and existing topography, the design team identified a 500' corridor along the Route 202 corridor, defining the east-west bounds of Main Street proper. The

focus area for the following sketch plan extends from Huston Road to the former Sawyer's Variety. This site is a high visibility thoroughfare and highly trafficked area. Despite its proximity to the river, there is very little river access. The area is auto-dominant and not particularly safe for pedestrians. Recently, several RRFBs and new sidewalks have been installed along with some lighting to help improve the pedestrian environment.

Design recommendations for the Village Center include the following:

- **Add curb extensions**—Shorten pedestrian crossings and provide a visual queue to motorists to slow down by constraining the travel way.
- **Add streetscape elements**—Street trees should be placed at regular intervals to provide a sense of rhythm and scale to the street. Sidewalks should be widened and travel lanes narrowed to accommodate future outdoor seating and encourage pedestrian activity safely away from









the travel way. Seating, signage, lighting, public art, and planting can be used in concert to promote a sense of care and investment while providing amenity and interest for pedestrians.

- **Connect sites and the river**—Work with private land owners to incorporate sidewalk and trail access to the river directly from Main Street. Providing connectivity to the river will promote pedestrian activity thereby increasing the viability of commercial spaces.
- **Include a mix of businesses and residential development to encourage walkability**—New development should include dense residential space mixed with ground floor commercial space.
- **Incorporate public space**—Work with private developers to ensure that public gathering spaces are designed integrally with development. Public spaces may be small courtyards or green spaces and should include seating, plantings and opportunities for art and other programs.
- **Explore re-naming the district to reflect its unified identity**—Utilize signage to celebrate the areas identity and advertise events and attractions such as local businesses, trails, and river access.
- **Assemble multi-disciplinary teams**—Future development teams should include design professionals well-versed in the design of public spaces and place-making.

Depot Street

The Depot Street site is a 3.5 acre site on the Windham side that is currently zoned partially in the Village and partially in the Farm Residential districts. The site currently houses some heavier commercial/ industrial operations with some buildings that appear to be in a partially dilapidated state, and a gravel yard area leading north to a small field. The site is located west of the Mountain Division Rail/Trail and north of the Keddy Mill site and is within walking distance to the village center.

Some of the challenges of the site include man made fill slopes associated with commercial and industrial development which, when combined with a small gully, have created steep slopes and a



constrained Right-of-Way. Current zoning and land use regulations, and the limited pedestrian facilities combined with the sloping topography, create challenging redevelopment conditions. However, with some creative thinking and careful design the site could be redeveloped with a fairly broad mix of housing and mixed commercial space, commons, and bike-ped facilities. The sketch on the previous page illustrates the addition of 68 homes with 3 different housing types on one parcel along with interconnected green spaces and parking for every home.

Design recommendations include the following:

- **Upgrade Street**—Narrow travel lanes and shift road alignment as needed to accommodate sidewalks on both sides of the street. Road shifts can be beneficial for traffic calming and place-making.

- **Connect sites**— Promote shared curb cuts and access to abutting sites, limit additional curb cuts on Depot Street, provide crosswalks for access to the future river redevelopment.
- **Parking**—Should be located in the back of the site, out of view from the street. Building doors and windows should face the street and common spaces to the greatest extent possible.
- **Incorporate mixed housing types and uses**— Development should ideally include more than a single type of housing and light commercial space. Retail space may be considered.
- **Incorporate place-making** elements such as benches, courtyards, stoops, bicycle parking, plantings, and common spaces.
- **Require** redevelopment projects to include design professionals qualified to provide place-making and public space design.

Mountain Division Trail

The Mountain Division Trail includes the crossing at Main Street and Blue Seal. The trail intersection is located at a high-speed and unsafe area. There are currently no traffic calming measures to encourage drivers to slow down and look out for pedestrians who cross the road to access the paved part of the trail. Dedicated parking for the trail is located at the Cumberland County Soil and Water Conservation District, built in the fall of 2022.

Design recommendations include the following:

- **Create friction** through the use of curb extensions, raised speed tables, walls, signage, and plantings. Incorporating these elements into the ROW design can create a threshold moment



for cyclists and motorists, signifying that they are entering the Village and causing them to slow down and travel more cautiously through the corridor.

- **Reconfigure and consolidate parking** along the street to share between the trail and commercial businesses on adjacent sites. Formalizing on-street parking also has a traffic calming effect.
- **Eliminate right-of-way encroachments**—Current conditions include a dumpster and other unsightly elements spilling over into the rail ROW from adjacent commercial businesses.
- **Complete southbound trail**
- **Incorporate** signage, seating and enhanced paving

Keddy Mill & South Windham

The Keddy Mill is an approximately 7 acre former mill

located directly adjacent to the Presumpscot River in South Windham. The site sits south of Depot Street with the Mountain Division ROW bordering to the east.

The former mill was used for various industrial activities and metal fabrication through the 19th and 20th centuries. Through the process of transforming scrap metal into products, polychlorinated biphenyls were utilized to create electrical capacitors and transformers. The site is now currently an EPA Superfund site. Some of the challenges to the site include clean up and remediation efforts and its location within the Shoreland zone. On the other hand, the location of the site offers the potential to connect the village and increase open space and access along the river.





The concept sketches in this document only represent one of many ways the site could be redeveloped, both for open, public space such as a river park or event venue, or additional commercial and residential development. The best and most feasible scenario probably should include both some commercial development and public open space.

It is important, both to the success and viability of any river park space that may be created as well as the vitality of the village and associated businesses, that some substantial commercial development, including housing, be seriously considered at the site. Any possible park design should be carried out and led by a design professional, such as a landscape architect, who can identify locations for future buildings, trail connections, plazas, and shape the topography to maximize usable space that also

blends harmoniously with the natural landscape.

Initial ideas shared amongst the design team included a mix of commercial retail and ‘maker’ spaces facing the river with a gracious boardwalk connecting Main Street to the Mountain Division corridor. The southeastern flank of the parcel may be well utilized as open space, connecting future trail corridors from the south toward Mallison Falls. The possibilities to make the former Keddy Mill site a gem in the heart of the Village are endless.

Design recommendations include the following:

- Follow guidelines laid out by EPA for site remediation.
- Conduct preliminary design and planning exercises to explore community goals and desires for the space.

- **Examine economic impacts and funding sources** and gaps to achieving community vision.
- **Identify possible private sector partners** to help develop and/or fund future site redevelopment and/or park improvements.
- **Connect the Village** to the Mountain Division Trail.
- **Create a river park** with active program, ample seating, extensive planting, and adaptable spaces for recreation and quiet enjoyment.
- **Include a mix of river activities.**
- **Consider incorporation of commercial uses** such as food truck parking, maker spaces, mixed use development and residential.
- **Plan the site** carefully to establish village pattern and framework for future, adjacent development.

Andrew School

The former John A. Andrew School site is a roughly 2.2 acre parcel along High Street in South Windham. The original Andrew School was built around the

turn of the 20th century, but later burned in the 1920s before a more modern building was erected in its place shortly thereafter. The school building was added on to over time, but eventually deemed unsafe sometime after classes ended in the 1990s. The school building was demolished in 2016. The aerial photo below shows the condition of the building and site around 2013.

The surrounding neighborhood of mostly single family housing is compact with homes lining the streets. The site presents an ideal opportunity to incorporate mixed, compact housing typologies and public space often characterized by the term ‘pocket neighborhood.’ Pocket neighborhoods are typically small lots infilled with small single family attached and detached homes and apartments. Often surrounding a common, with parking to the back or side, pocket neighborhoods can blend with the scale and proportion of the surrounding neighborhood while offering surprisingly dense housing infill, in the 10+unit/acre range.







Pocket neighborhoods, like the one illustrated on the next page also offer what is sometimes referred to as ‘missing middle’ housing options. Missing middle housing is housing that meets the needs of middle income individuals who are looking for a bit more space, but not ready or interested in purchasing a large single family home. Pocket neighborhoods are a great way to fill the gap between affordable apartments and large, single family housing stock.

Design recommendations include the following:

- **Create compatible-scale development** with small, single family attached and detached homes, and walk-up apartments.
- **Incorporate multiple housing typologies.**
- **Connect the development** around common/public space.
- **Place parking to the rear or side.**
- **Incorporate** architecture, place-making, landscape design and engineering to plan the site.

Streetscape

As has been discussed in previous sections of this document, the importance of well-designed streets is critical in providing the framework for future public and private investment. The following pages lay out several examples of typical street conditions and how they can be improved to provide a measure of safety for both motorists and pedestrians as well as beautification and enjoyment for residents and visitors to the area.

Common streetscape improvements include street trees, sidewalks, and lighting. Wayfinding and identity signage may also be incorporated to help reinforce a sense of place and encourage visitors to explore area amenities.

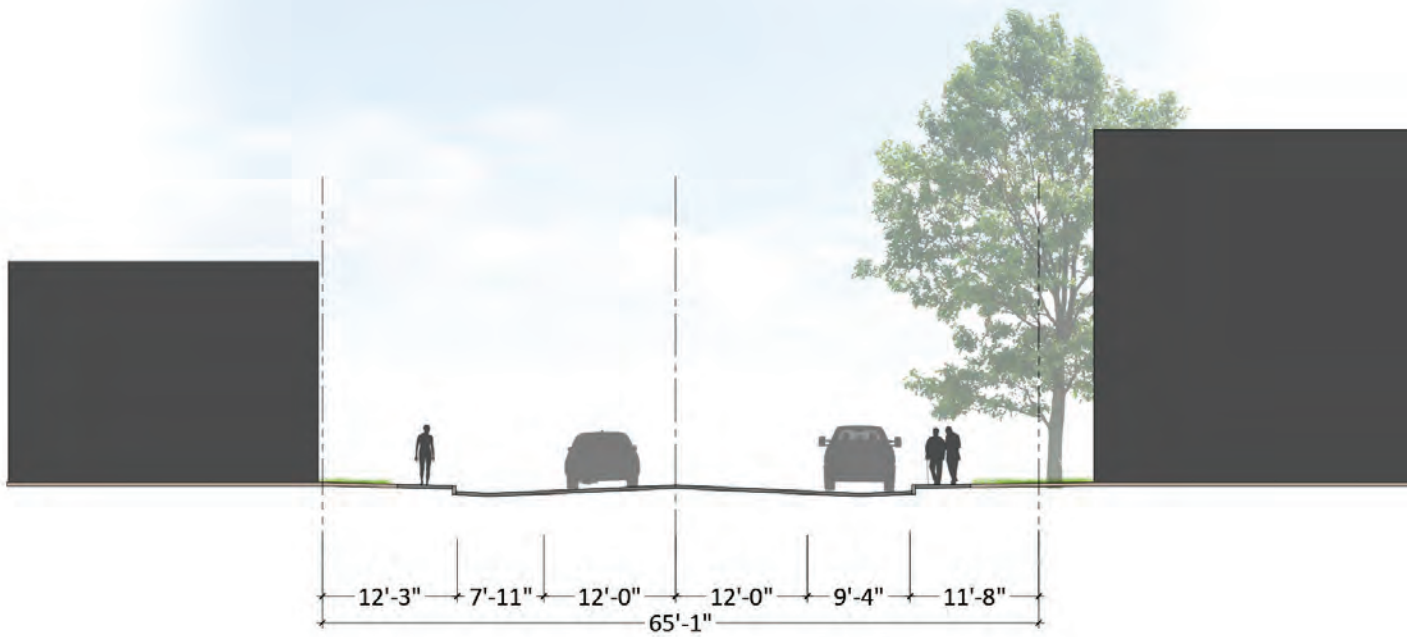
Creating a comfortable and attractive streetscape should include more than simply adding sidewalks and additional crossings. Streetscape improvements should seek to slow vehicle traffic and beckon motorists out of their vehicles to patronize the local shops. Sometimes these improvements are referred

to as ‘complete streets.’ Complete streets should include allowances for seating and pedestrian-scale improvements. Intersections and road corners are great places to incorporate additional design measures which can act as gateways to signify entry to the Village district.

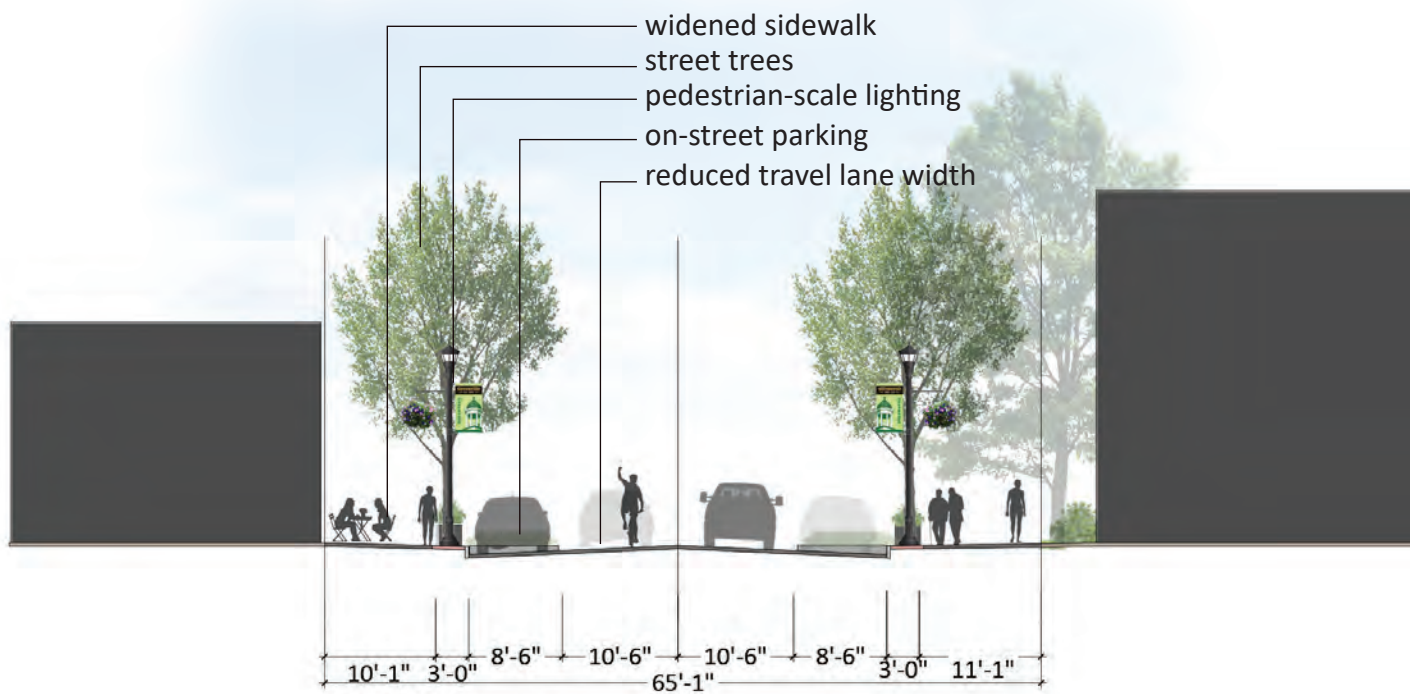
The following renderings should serve as guidance for future transportation improvements in the Villages, though it is recommended that design professionals be engaged in future transportation planning efforts to identify site-specific opportunities for place-making.

Design recommendations include the following:

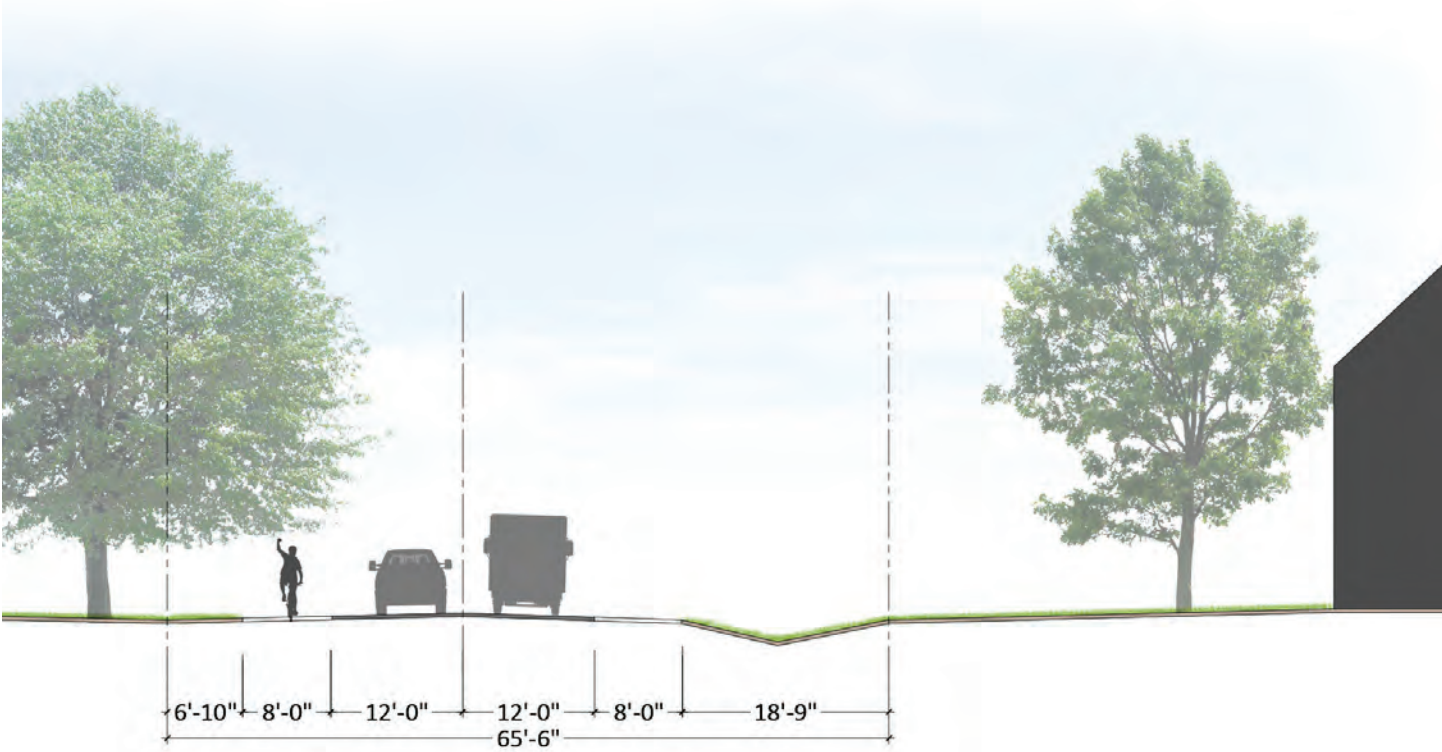
- **Create friction**—Through the use of curb extensions, smaller corner radii, raised speed tables, walls, signage, and plantings. Incorporating these elements into the ROW design can create a safer environment for everyone in the Village and encourage a pedestrian-friendly, economically-viable streetscape.
- **Formalize on-street parking**—Incorporate curb extensions and other measures to formalize on-street parking that is convenient and critical for businesses who rely on passing traffic. Vehicles parked along the street also create a valuable buffer between the travel way and pedestrian zone.
- **Incorporate public art**—Public art can be incorporated along street corners, medians, and within portions of the Right-of-Way to create a sense of care and visual interest. Incorporating the art community is a great way to ‘jump-start’ vitality.
- **Reduce curb-cuts**—Numerous, individual driveways create problematic vehicle maneuvering and bifurcate the pedestrian zone, creating unsafe conditions for both motorists and pedestrians. Future curb cuts should be consolidated along shared property boundaries where possible, particular along larger arterial and state-managed roadways.
- **Incorporate** signage, seating and enhanced paving to signify the village core and celebrate important



Village Center/Main Street | Existing



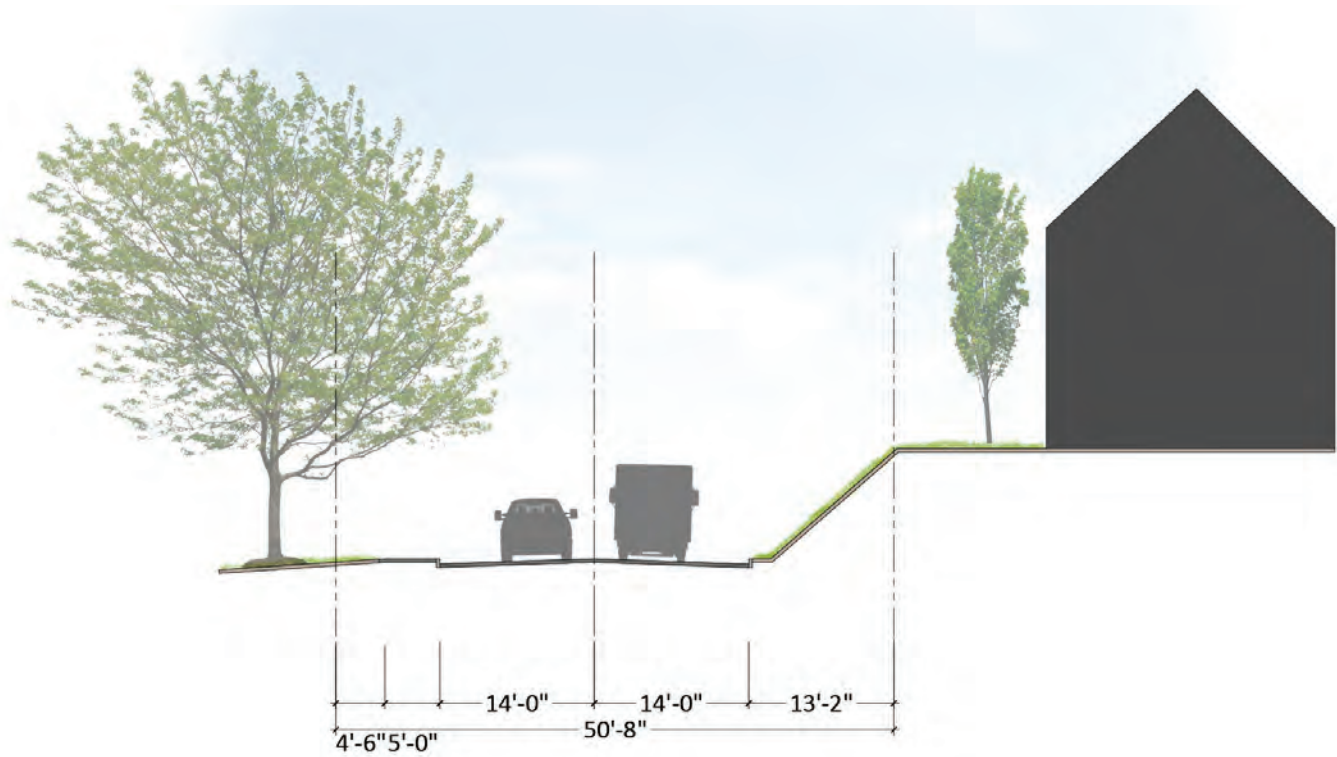
Village Center/Main Street | Proposed



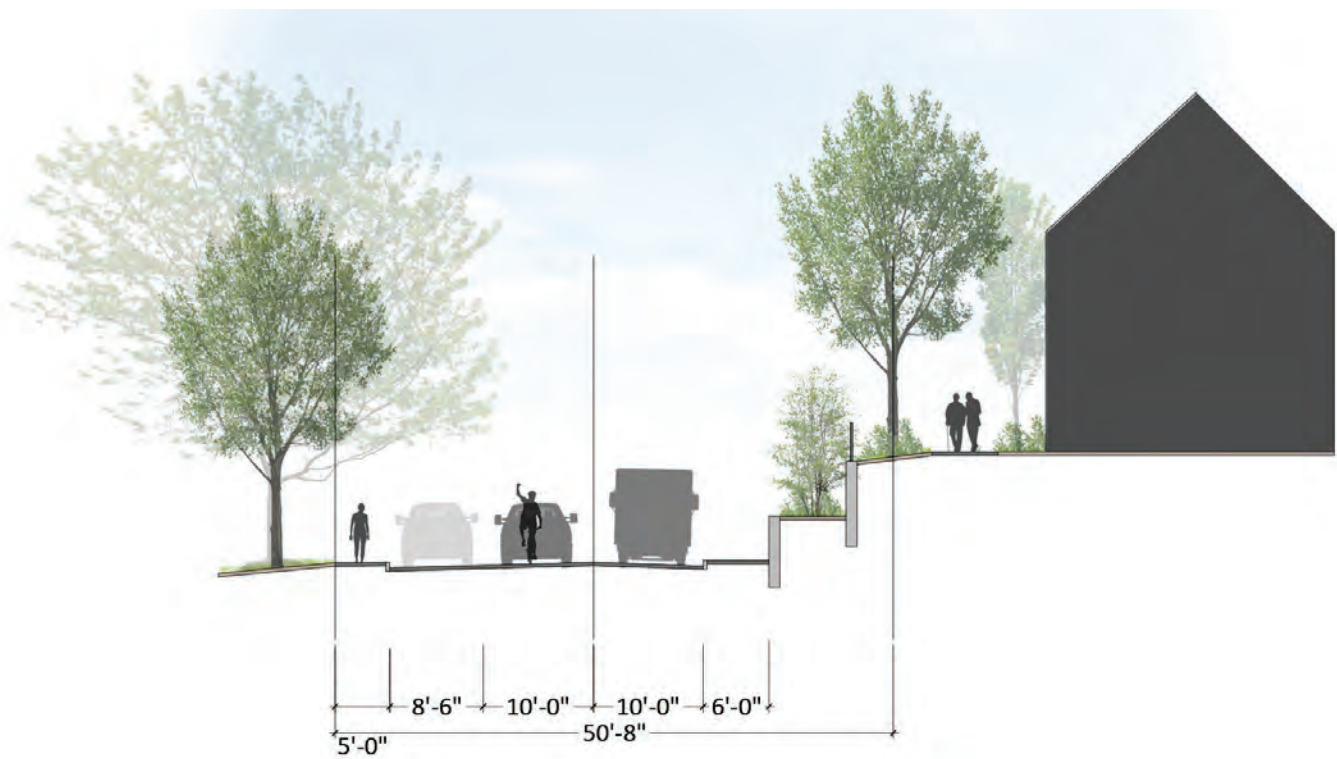
Rural Rt. 202 | Existing



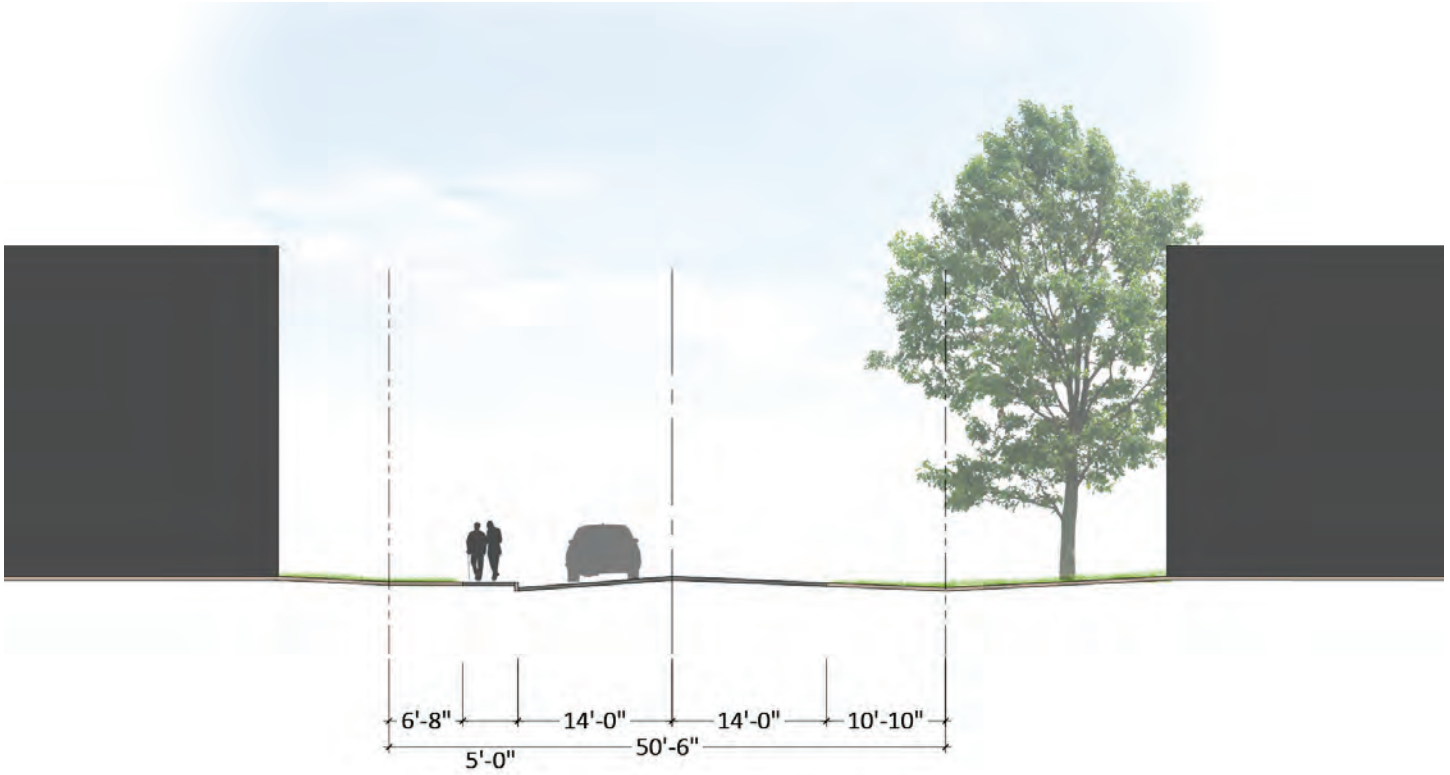
Rural Rt. 202 | Proposed



Secondary (Depot) Street | Existing



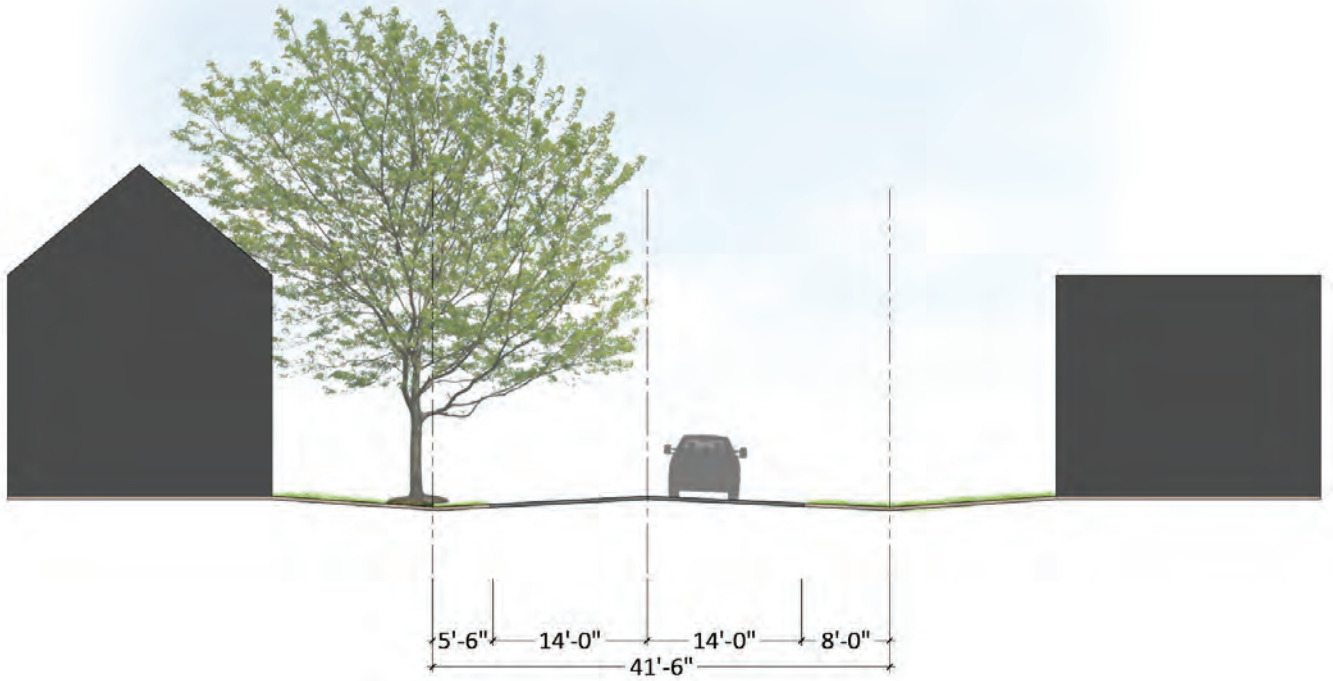
Secondary (Depot) Street | Proposed



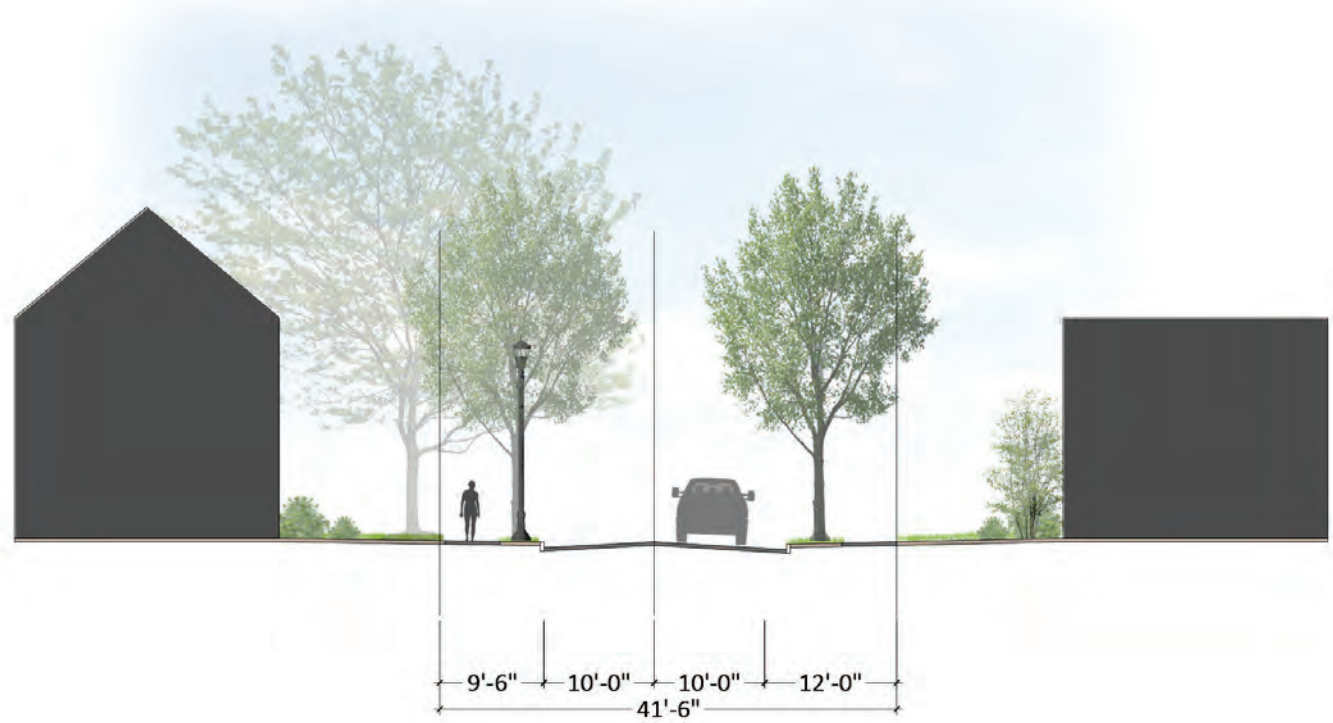
Tertiary (High) Street | Existing



Tertiary (High) Street | Proposed



Minor/Local (Acorn) Street | Existing



Minor/Local (Acorn) Street | Proposed

and historically significant places.

Goals & Recommendations

Policy recommendations have been grouped under each of the three guiding principles discussed above in the visioning section. These recommendations include economic development and business improvements, bike pedestrian improvements and mobility, outdoor spaces and recreation areas, housing, and aesthetics. Each of the recommendations are ranked based on whether they will be accomplished in the long term or short term,

Overall Policy Goals & Recommendations

Economics & Community Building	
Support Local Business	Create a local business stakeholders group.
	Provide small facade grants and low-interest revolving loans for local businesses and property owners to use for improving their properties.
Create Business-Friendly Main Street	Develop a Signage & Wayfinding Program to promote awareness of village amenities and local landmarks.
	Incorporate streetscape and placemaking improvements such as wider sidewalks, street tree planting, lighting and seating to encourage pedestrian activity.
Build Interest and Energy in the Village	Consider hosting food truck events or designating an area for pop-up retail along Main Street.
Redevelop Underutilized and abandoned sites	Continue with EPA study and recommendations for clean up of the Keddy Mill Site.
	Consider relocating and/or consolidating existing town-owned facilities to permit infill redevelopment.
Connect the Village with Recreation	Connect mountain bike and multi-use trail system along the river and through the village to bring new activity. Consider new access points and incorporation of more river amenities to promote recreation around the Village.
Revolving Public Art Program	Create public art program and invite artists to contribute via lease, or otherwise, art such as sculpture, murals or other forms to create a sense of vibrancy and interest.
Bike and Walking Tours	Create bicycling and walking tour events for town council members and staff along with the public. Tours may focus on bike/walkability, public space opportunities, housing, historic, or public art. This could be a great assignment for a Planning or Economic Development intern.

Connectivity & Mobility	
Safer Streets	Work with DOT to consider reduction of travel lane widths to 10' in village core.
	Reduce and consolidate individual driveways and curb cuts along Primary and Secondary Roads.
	Complete sidewalks and work with design consultant to identify pedestrian locations and possible enhanced treatments.
	Incorporate streetscape elements such as tree planting, lighting, seating and signage to create visual queues for drivers to slow down while providing comfortable and attractive pedestrian spaces.
Alternative Transportation	Complete Mountain Division trail paving, incorporate enhanced trailhead amenities to promote usership such as signage, seating, plantings, and parking.
	Study viability of incorporating future rail transit.
	Work with GPCOG, METRO, and/or other bus/shuttle service providers to locate public bus stop and shelter along Main Street near the Presumpscot River Bridge.
	Implement a Bike Share program in the Village along the Mountain Division trail to promote bicycling.
Trails & Recreation	Connect recreational trail system to village center and Mountain Division trail. Work with private landowners to acquire access easements.
Housing & Development	
Incorporate Housing for All	Promote mix of housing types within new developments, avoid overbuilding similar housing types. Larger parcels may include apartments, townhomes, and single family homes on a single lot.
Incentivize Redevelopment of vacant or underutilized sites	Provide tax and/or permitting incentives for redevelopment of vacant lots if development meets certain design criteria.
Keddy Mill Site	Consider forming public-private partnerships to identify the highest and best use of the former mill site. The site could be used for a mix of housing and commercial development compatible with a park and public space. Incorporating some development in conjunction with park development can help ensure 'eyes on the park,' keeping the space safe, well-maintained, and consistently active.

Walkable Development	Any new development should include some provisions for pedestrians. Development in the village core should occur close to the street with front doors and windows (fenestration) facing the public ROW. Parking should be in the rear. Curb cuts and driveway geometry should be consolidated as tightly as possible, and limited to one and/or shared with other adjacent parcels. New sidewalk connections should be made to the public ROW and new development with substantial frontage on a public ROW should contribute to construction of public sidewalks along its length. Bicycle racks should be located near entries of new buildings and trees and other common area enhancements should provide a comfortable, convenient space for pedestrians and cyclists.
Parking	To the greatest extent possible, off-street parking should be limited in order to maximize development potential. In place of off-street parking, development should include additional common/yard areas, gathering spaces, and landscaping treatments. The Village area's extensive public ROWs may be utilized to meet parking demand requirements.
Parks & Open Space	
Keddy Mill Site	Create pedestrian linkage between Main Street/Route 202 and Mountain Division Trail. Work with public and design consultants to create a River Corridor Master Plan. Consider opportunities for an event venue which can draw visitors to the area and provide an amenity for local residents.
Mountain Division Trail	Complete trail paving to Westbrook. Incorporate additional trail waysides and amenities such as seating, signage to help make the trail more useful and attractive to a broader range of users. Create enhanced crossings where the trail crosses major roads, such as Route 202. This crossing is an opportunity to create a gateway moment for the village. The crossing should incorporate signage, seating, trail kiosk, plantings and traffic calming measures.
Tow Path/River Trail	Work with private landowners to identify and secure trail easements to connect a public path along the river, through the tow path preserve and north to Gambo.
Little/Tow Path Pedestrian Bridge	Consider creating a pedestrian connection across the river from South Windham Main Street at the former fire station to the Tow Path Preserve.

ZONING

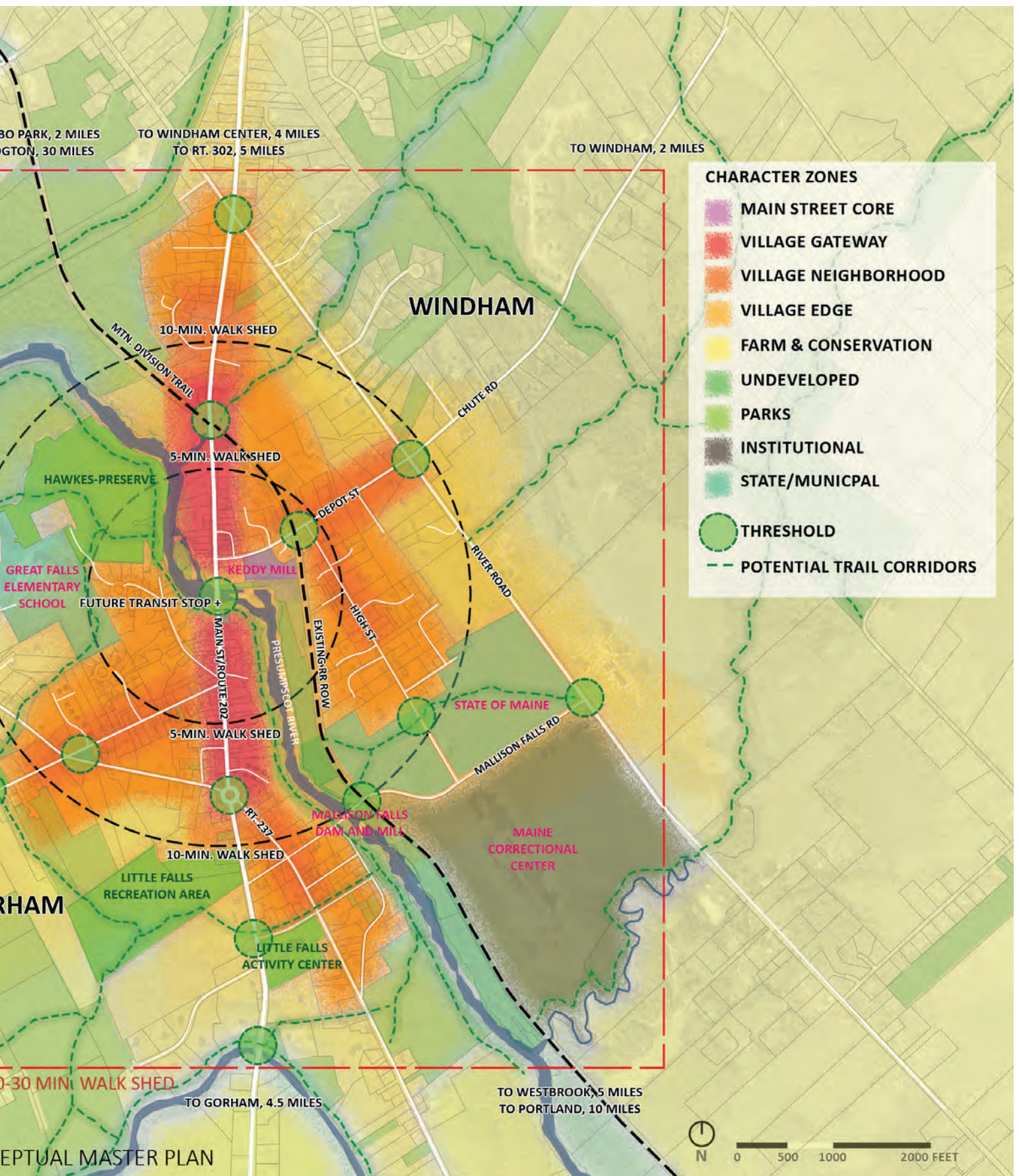
Master Plan Recommendations

This master plan is intended primarily to reconfirm community goals, help illustrate prospective opportunities and a cohesive vision, and describe a set of implementable recommendations specifically for the Villages area. This plan and its recommendations should serve as a basis to help guide specific zoning and land use policies for the Villages area. Although specific changes to the towns' zoning and dimensional standards are beyond the scope of this master plan, the following section provides initial recommendations and notes based on findings discovered throughout the planning effort.

Our primary recommendations, based on review of current zoning and dimensional standards associated with the Villages area include:

- COORDINATE LIKE-ZONING DISTRICTS AND ASSOCIATED DIMENSIONAL STANDARDS BETWEEN WINDHAM AND GORHAM
- CONSIDER DENSITY AND HEIGHT BONUSES TO INCENTIVIZE MIXED USE DEVELOPMENT ALONG ROUTE 202 CORRIDOR
- PERMIT INCREASED RESIDENTIAL DENSITY WITHIN VILLAGE COMMERCIAL DISTRICT (WINDHAM), CONSIDER DISTRICT EXPANSION
- CREATE NEW, HIGHER DENSITY RESIDENTIAL DISTRICT IN GORHAM TO MORE ACCURATELY MATCH VILLAGE COMMERCIAL DISTRICT (WINDHAM) AND ALLOW FOR DEVELOPMENT OF SUPPORTING, DIVERSE HOUSING STOCK
- CONSERVE RURAL CHARACTER AND VALUABLE NATURAL RESOURCES AND FARMLANDS, INCENTIVIZE CLUSTER DEVELOPMENT AND PRESERVATION OR CREATION OF RECREATION AND HABITAT CORRIDORS

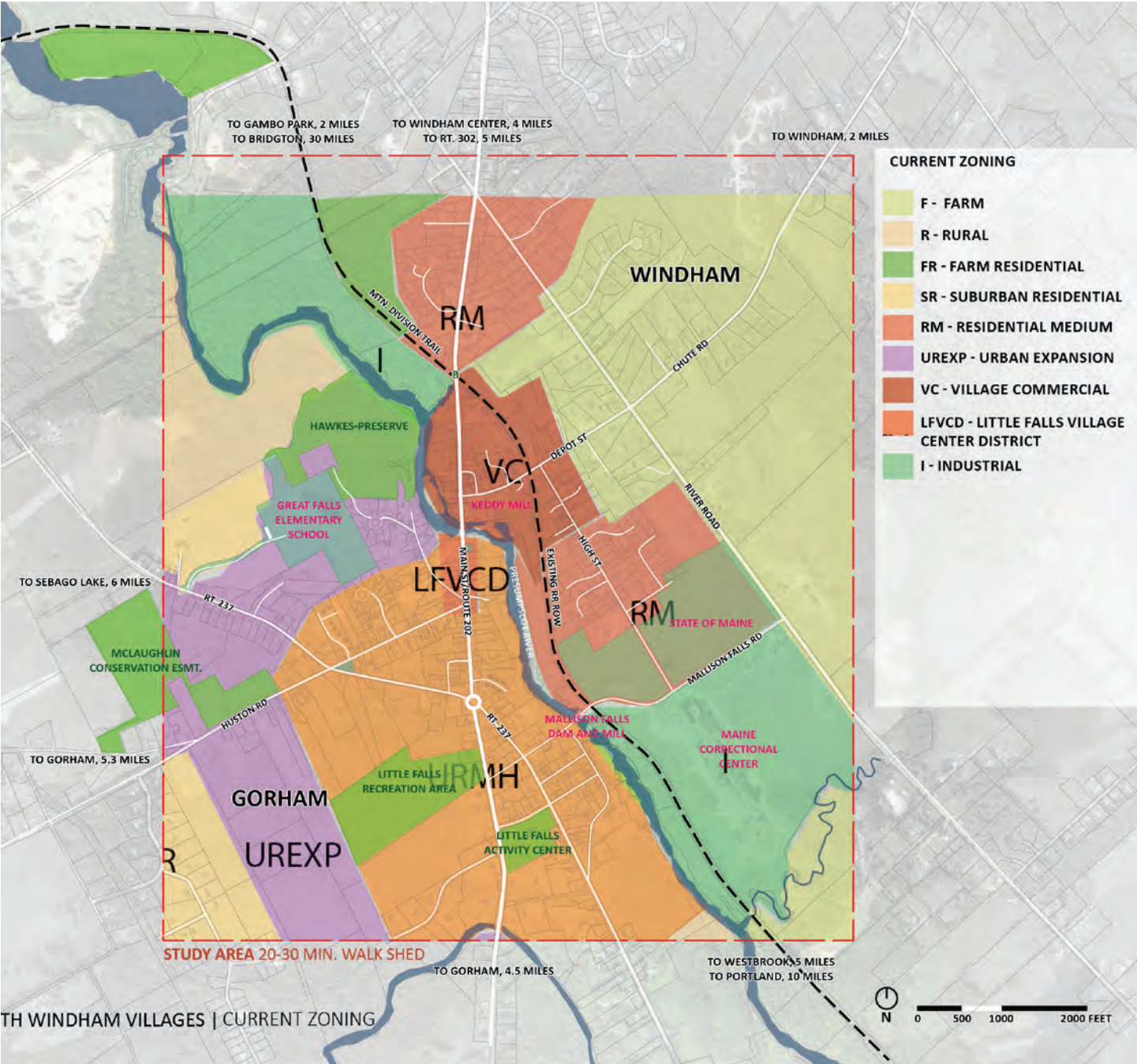




and their priority level.

Gorham Zoning

Gorham’s Comprehensive Plan includes a list of proposed zoning districts in the Village with dimensional and design standards. The table at right indicates the current standards. The red text indicates this plan’s recommendations.



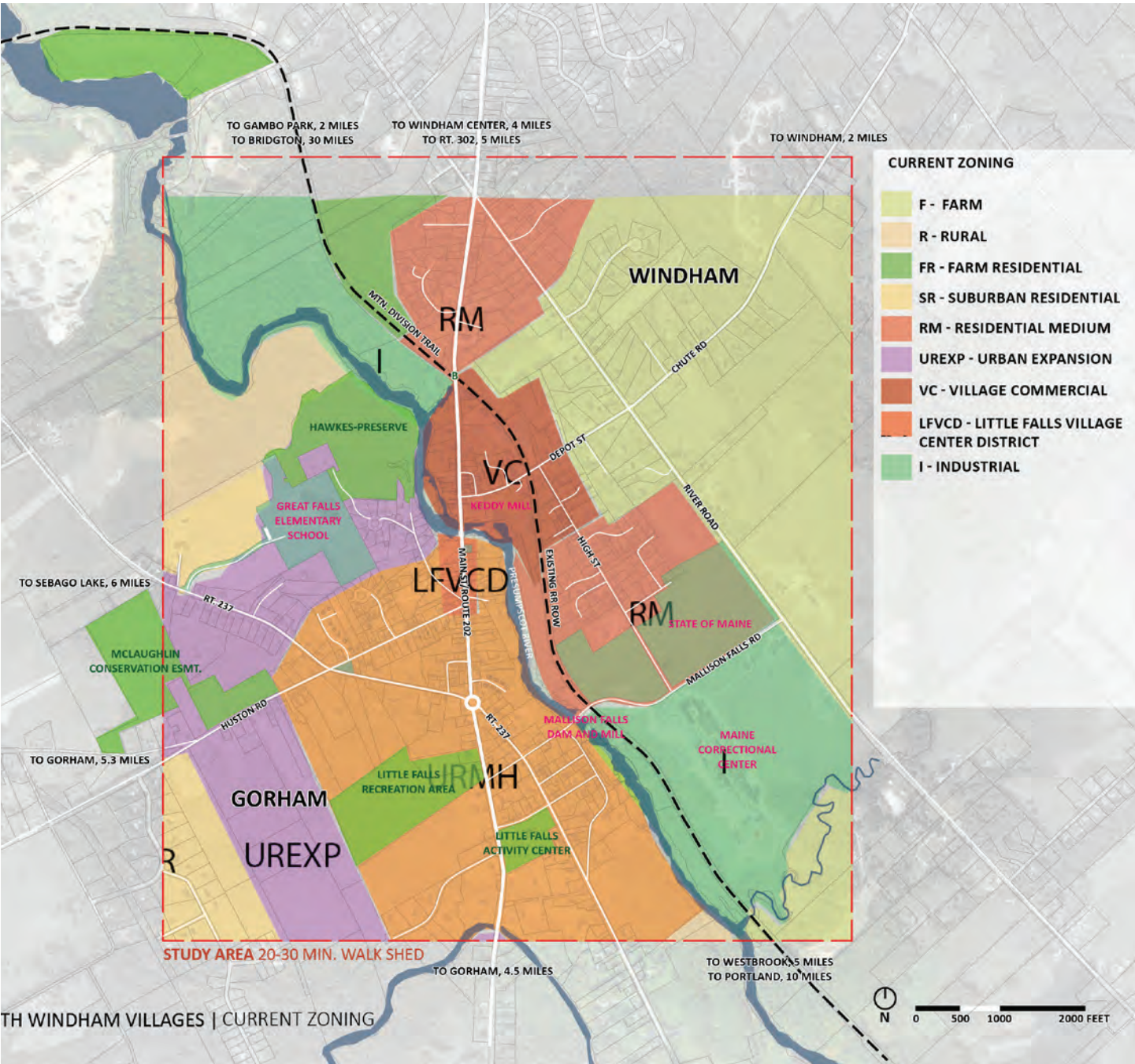
Gorham Dimensional Standards

Zone	Building Coverage	Net Residential Density	Minimum Lot Size (w/sewer)	Frontage
UREXP - Urban Residential Expansion	25% max None for cluster subdivision with sewer and water	2 du/ac 8du/ac for cluster subdivision ¹	20,000 sf (sewer) 5,000sf (sewer, water, cluster sub.) 40,000 sf (septic) 6,000 sf w/ tdr	100 ft min. (sewer) 150 ft min (septic) 60 ft. w/tdr 50ft. see footnotes
New Village Residential District	None	1,000sf/du	2,500 sf	25ft min max. 130' L bldg
LFVCD - Little Falls Village Center	None	1du/10,000sf for mixed use conversion 750 sf/du for mixed use	0	0
URMH - Urban Residential Manufactured Housing	25% max None for cluster subdivision	4 du/ac (septic) 8 du/ac (sewer) 1,500sf/du 1,000sf/du 1br 500sf/du add'l w/in study area	10,000 sf (sewer) 20,000 sf (septic) 5,000 sf w/tdr 3,500 sf	80 ft min 60 ft w/tdr 35' max bldg ht: 40' max building L: 100'
R - Rural	Farming, forestry, residential uses. Conservation subdivisions are permitted	1 unit/1.5 acres	60,000 sf, can be reduced to 20,000sf conservation subdivision	200 ft min.(state highway) 150 ft (other streets) 100 ft Conservation Subdivisions
SR - Suburban Residential	Same as Suburban Residential zone	1 du/ac 1.5 du/ac (public water) 2 du/ac (sewer) 15% density bonus cons sub	40,000 sf (septic) 30,000 sf (public water) 20,000 sf (sewer) 5,000sf cluster subdivision ²	200 ft (state highway) 150 ft (other streets) 120 ft. (public water) 100 ft (sewer) 80ft water and sewer, cluster subdivision

¹ For subdivisions with dedicated parks/open space, and sidewalks

Windham Zoning

Windham’s land use code includes a list of proposed zoning districts in the Village with dimensional and design standards. The table at right indicates the current standards. The red text indicates this plan’s recommendations.



Windham Dimensional Standards

Zone	Building Coverage	Net Residential Density	Minimum Lot Size	Frontage
FR - Farm Residential	25% max None for cluster subdivision	40,000sf/du	50,000 sf (sewer) 20,000 sf (subdivision) 5,000sf ^{1,2} Density bonus same as RM for area within 100' of public road	150 ft min. (sewer) 50-75 ft min (subdivision) 50' (sewer) 40' for rear/alley loaded lots
SWVCD - South Windham Village Center	None	750 sf/du for Mixed Use 1,000 sf/du standard	0	0
RM - Residential Medium	None	15,000sf/du std. 8,000sf/du 1br 6,000sf/du add'l 1,500sf/du 1,000sf/du 1br 500sf/du add'l	20,000sf 30,000sf (well) 3,500 sf	100' 50' (subdivision) 35' max bldg ht: 40' max building L: 100'
Village Commercial (Village Residential)	None	2,500sf/du 1,000sf/du	5,000 sf (water & sewer) 2,500 sf* max bldg ht 50'	50 ft min 25ft min max. 130' L bldg
F - Farm	25% max	60,000sf/du	80,000 sf (sewer) 30,000 sf (subdivision) *same as FR within study area	200 ft min. (sewer) 100 ft min (subdivision)

1. Include Min/Max Setbacks

2. Subdivision with dedicated recreation space/park, wetland and steep slopes (greater than 15%) excluded

Character District Narrative

Proposed land use or zoning and associated dimensional standards generally fall within the 5 categories below. The following is a brief narrative of the proposed recommendations and intent for each character district.

Village Core (LFVCD & SWVCD Districts):

The purpose of the two village core districts is to promote a highly walkable, mixed use, compact land use pattern with buildings that face the street. Density should be adequate to support potential bus service.

- Centered primarily along Main Street, Route 202
- Promote walking, biking, mixed use retail and local businesses, and future bus or rail service
- Maximum front setbacks to encourage relationship of buildings to the street to encourage a traditional main street feel

New Village Residential District (Gorham):

The new village district fills a need for slightly high residential density within walking distance to Main Street.

- Provide moderate-high neighborhood-scale density adequate to support commercial Main Street
- Predominantly residential, incentives for place-making and alternative transportation elements
- ~5-minute walk to Main Street

Supporting Village Residential (URMH + RM):

This district is a transitional zone between more the more urban village area and surrounding rural lands

- Integrated with the Village, interconnected streets
- Predominantly residential, more suburban, but highly walkable
- 5-10 minute walk from the village core with integrated sidewalks, pocket parks, incentives for place-making, open space connectivity and alternative transportation integration

Village Edge (UREXP + FR):

The Village edge seeks to incentivize creation of new open space tracts while allowing cluster development

- Interconnected streets encouraged
- Larger lots, more rural character
- Incentives for cluster subdivision and preservation of open space, trail connectivity, and place-making integration

Farm & Conservation (SR + R + F):

This district should remain mostly unchanged with some incentive near the study area for cluster developments

- Mainly remains unchanged with incentives for cluster development and open space and farm land preservation
- Interconnected streets encouraged
- Larger lots, more rural character

05

APPENDIX



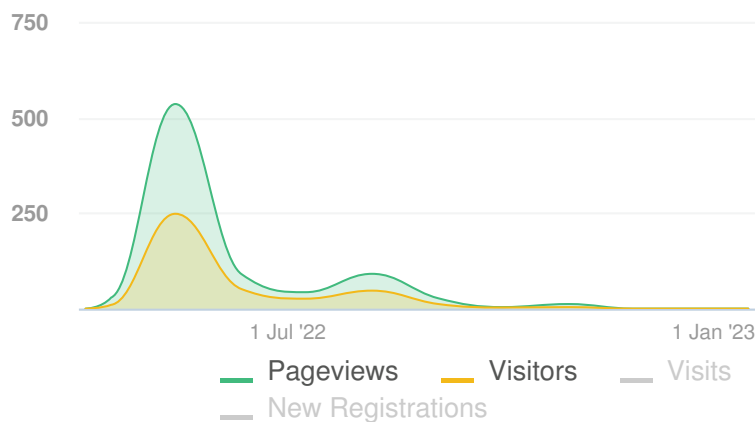
“There are a lot of natural areas that I would like to see kept or improved upon (for continuing access), but I think it can be incorporated into an area where there are also shops and places to eat. ”

-Survey Respondent

The Villages Master Plan Survey



Visitors Summary

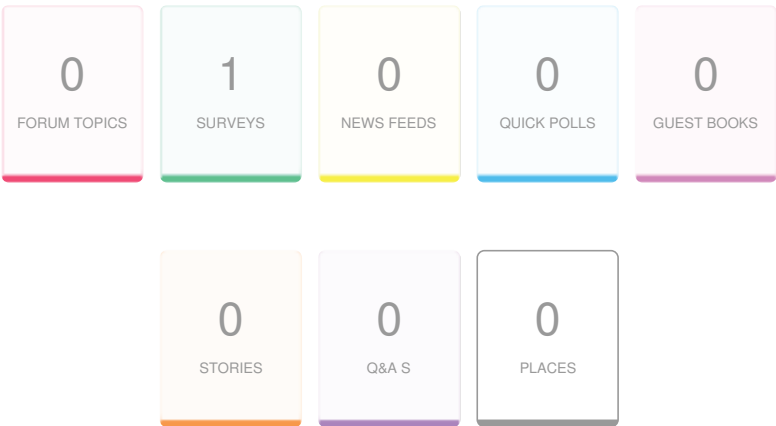


Highlights

TOTAL VISITS	MAX VISITORS PER DAY	
436	41	
NEW REGISTRATIONS		
64		
ENGAGED VISITORS	INFORMED VISITORS	AWARE VISITORS
126	272	367

Aware Participants	367	Engaged Participants	126
Aware Actions Performed	Participants	Engaged Actions Performed	Registered Unverified Anonymous
Visited a Project or Tool Page	367		
Informed Participants	272	Contributed on Forums	0 0 0
Informed Actions Performed	Participants	Participated in Surveys	24 0 102
Viewed a video	0	Contributed to Newsfeeds	0 0 0
Viewed a photo	0	Participated in Quick Polls	0 0 0
Downloaded a document	0	Posted on Guestbooks	0 0 0
Visited the Key Dates page	0	Contributed to Stories	0 0 0
Visited an FAQ list Page	0	Asked Questions	0 0 0
Visited Instagram Page	0	Placed Pins on Places	0 0 0
Visited Multiple Project Pages	158	Contributed to Ideas	0 0 0
Contributed to a tool (engaged)	126		

ENGAGEMENT TOOLS SUMMARY



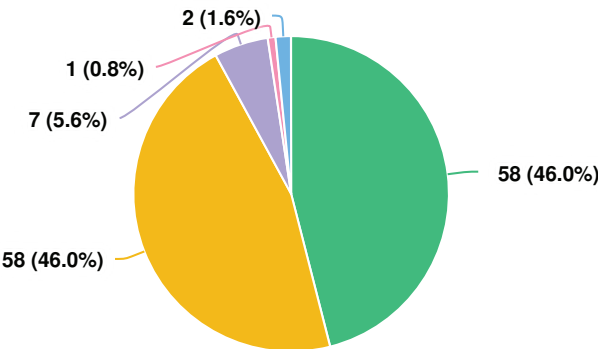
Tool Type	Engagement Tool Name	Tool Status	Visitors	Contributors		
				Registered	Unverified	Anonymous
Survey Tool	Community Survey	Archived	280	24	0	102

ENGAGEMENT TOOL: SURVEY TOOL

Community Survey

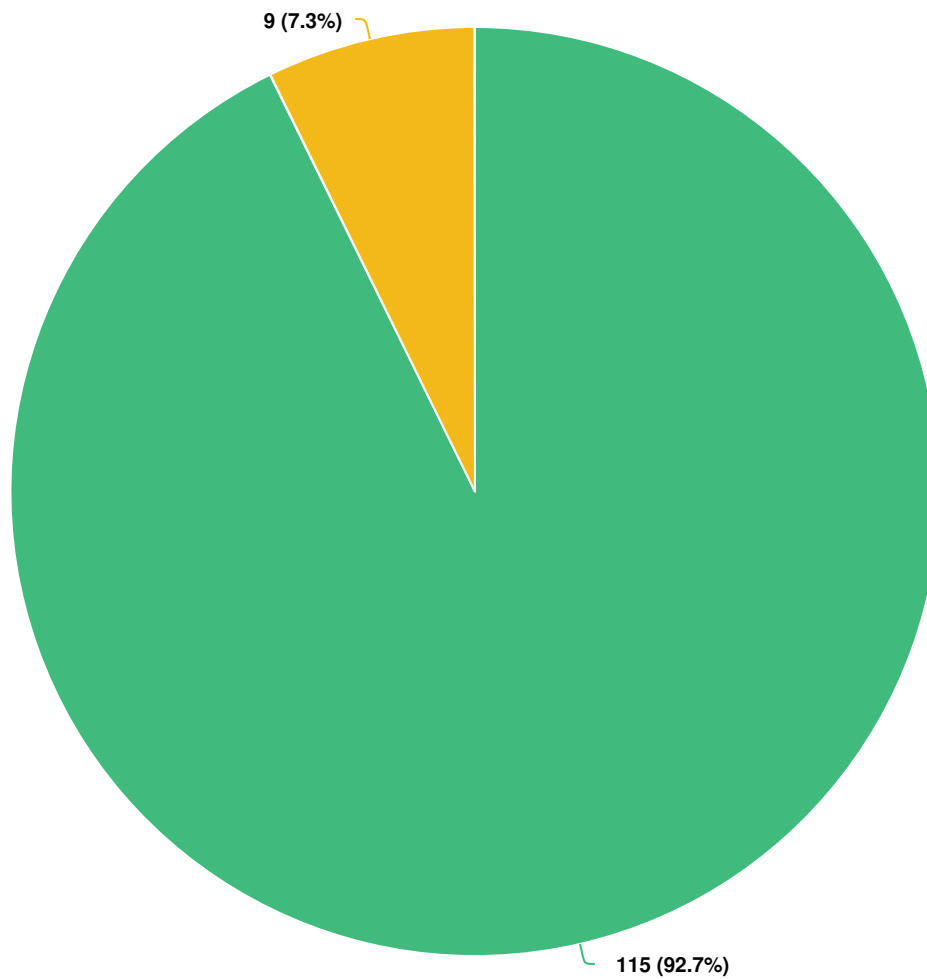
Visitors	280	Contributors	126	CONTRIBUTIONS	127
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To what degree do you feel the summary of the vision for the future of this area matches your own?



The core study area is indicated on the map above, located along Main Street/Gray Road between the Mountain Division Trail crossing in Windham and the rotary with Route 237 in Gorham. Do you agree that this area should be the core focus within the

...



Question options

- Yes ● No

Please rank from highest to lowest priority the needs that you think must be met for the Village to be successful.

OPTIONS	AVG. RANK
Sidewalks and Trails	2.91
Places to eat and relax	3.10
Traffic Calming	3.65
River access	3.82
More local commercial spaces	4.00
More jobs in the Village	4.89
More residents in the Village	5.31

Optional question (124 response(s), 3 skipped)

Question type: Ranking Question

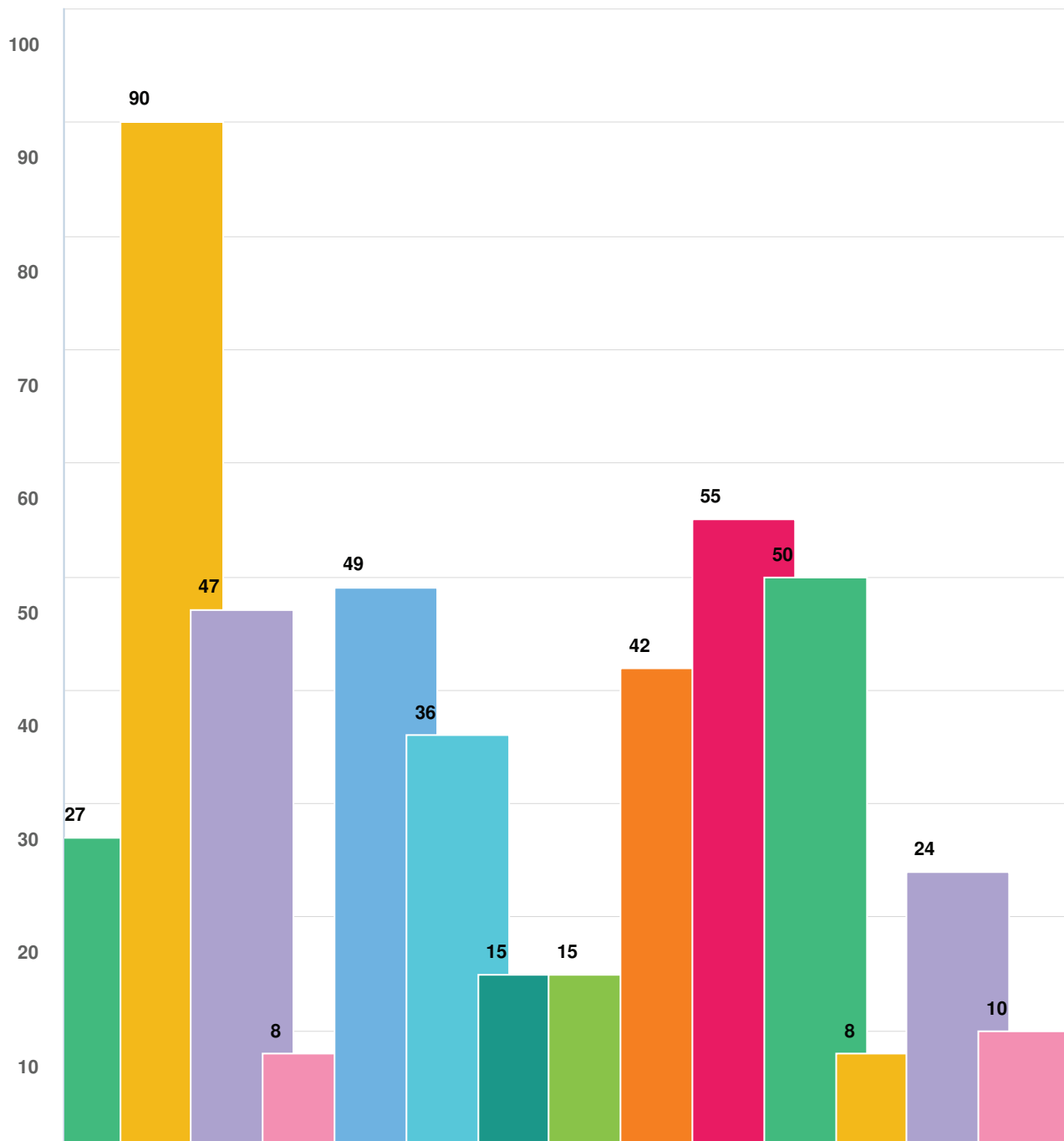
Please rank from highest to lowest priority the existing assets in the Village that the community can build upon.

OPTIONS	AVG. RANK
Mountain Division Trail	2.70
Main Street character	3.19
Presumpscot River	3.38
Little Falls Recreation Area	4.01
Hawkes Tow Path Preserve	4.44
Little Falls Activity Center	4.80
Infill/Redevelopment opportunities	5.25

Optional question (120 response(s), 7 skipped)

Question type: Ranking Question

What would it take to complete this scene?

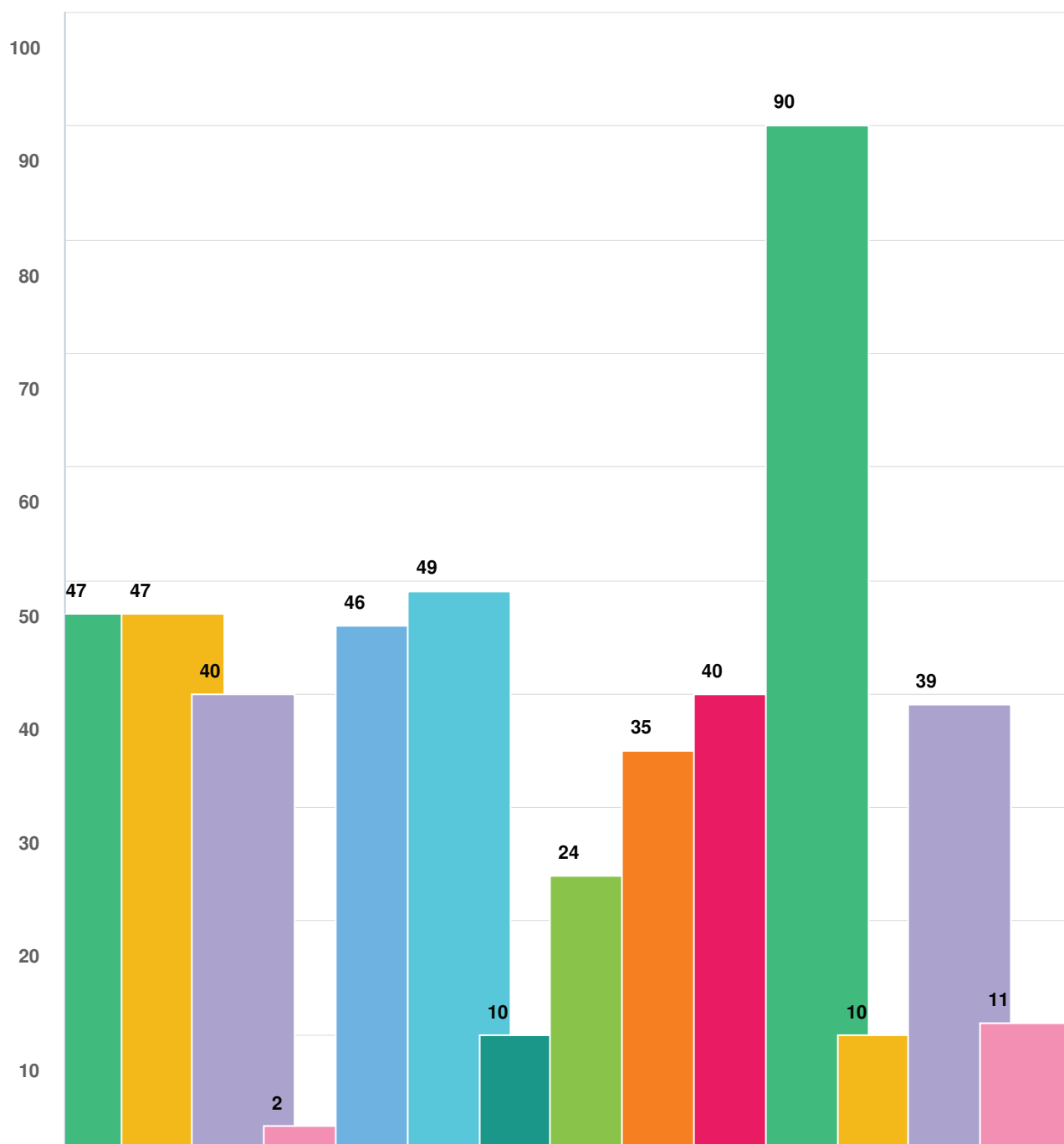


Question options

- Street trees
 ● Sidewalks
 ● Crosswalks
 ● Stop signs/Traffic lights
 ● Lighting
 ● Planting areas
- Wayfinding signage
 ● Seating
 ● Parking
 ● Bike lanes
 ● Retail/Restaurant spaces
 ● Housing
- Pocket park/Parklet
 ● Other (please specify)

Optional question (122 response(s), 5 skipped)

What would it take to complete this scene?

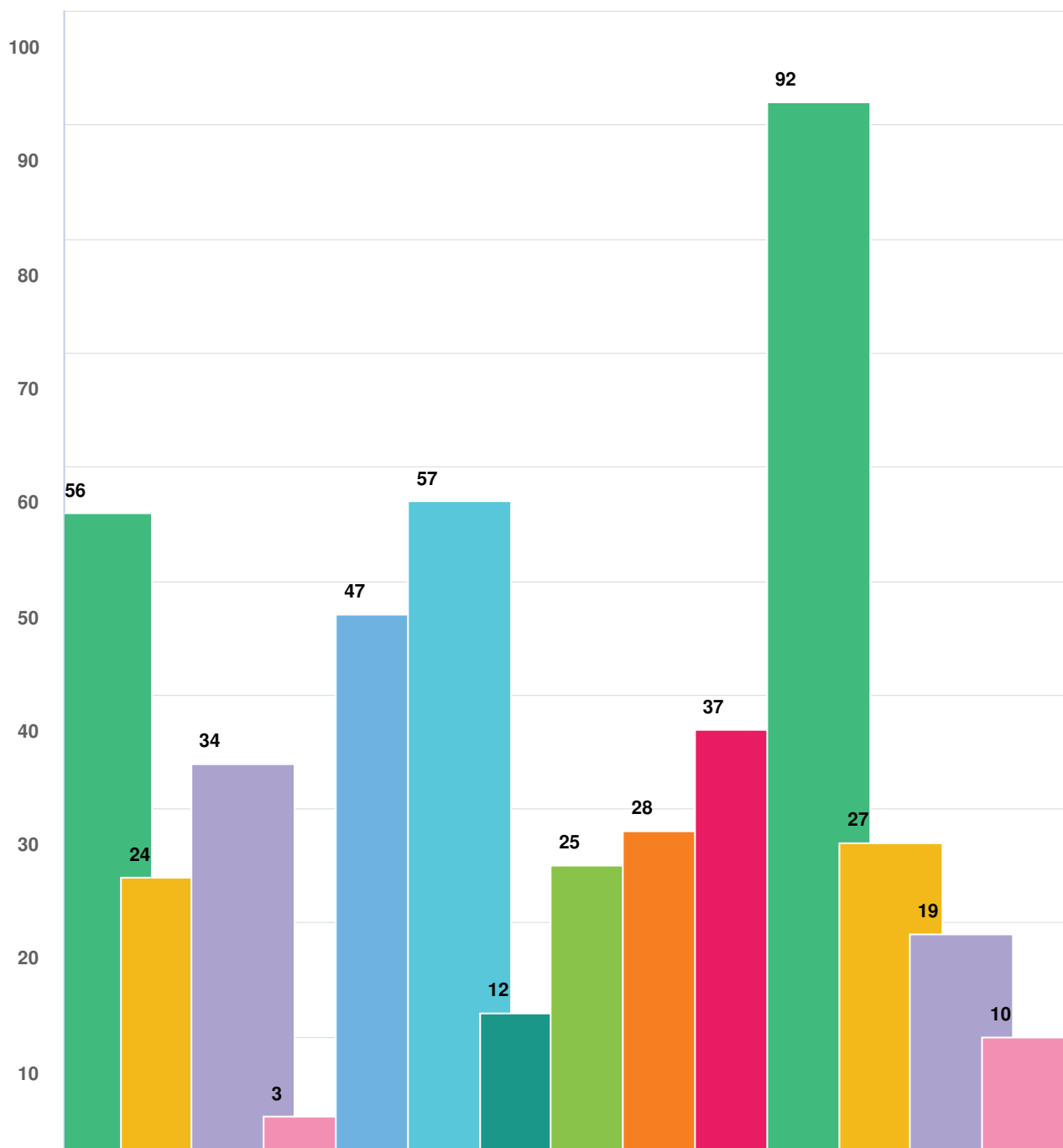


Question options

- Street trees
 ● Sidewalks
 ● Crosswalks
 ● Stop signs/Traffic lights
 ● Lighting
 ● Planting areas
- Wayfinding signage
 ● Seating
 ● Parking
 ● Bike lanes
 ● Retail/Restaurant spaces
 ● Housing
- Pocket park/Parklet
 ● Other (please specify)

Optional question (122 response(s), 5 skipped)

What would it take to complete this scene?

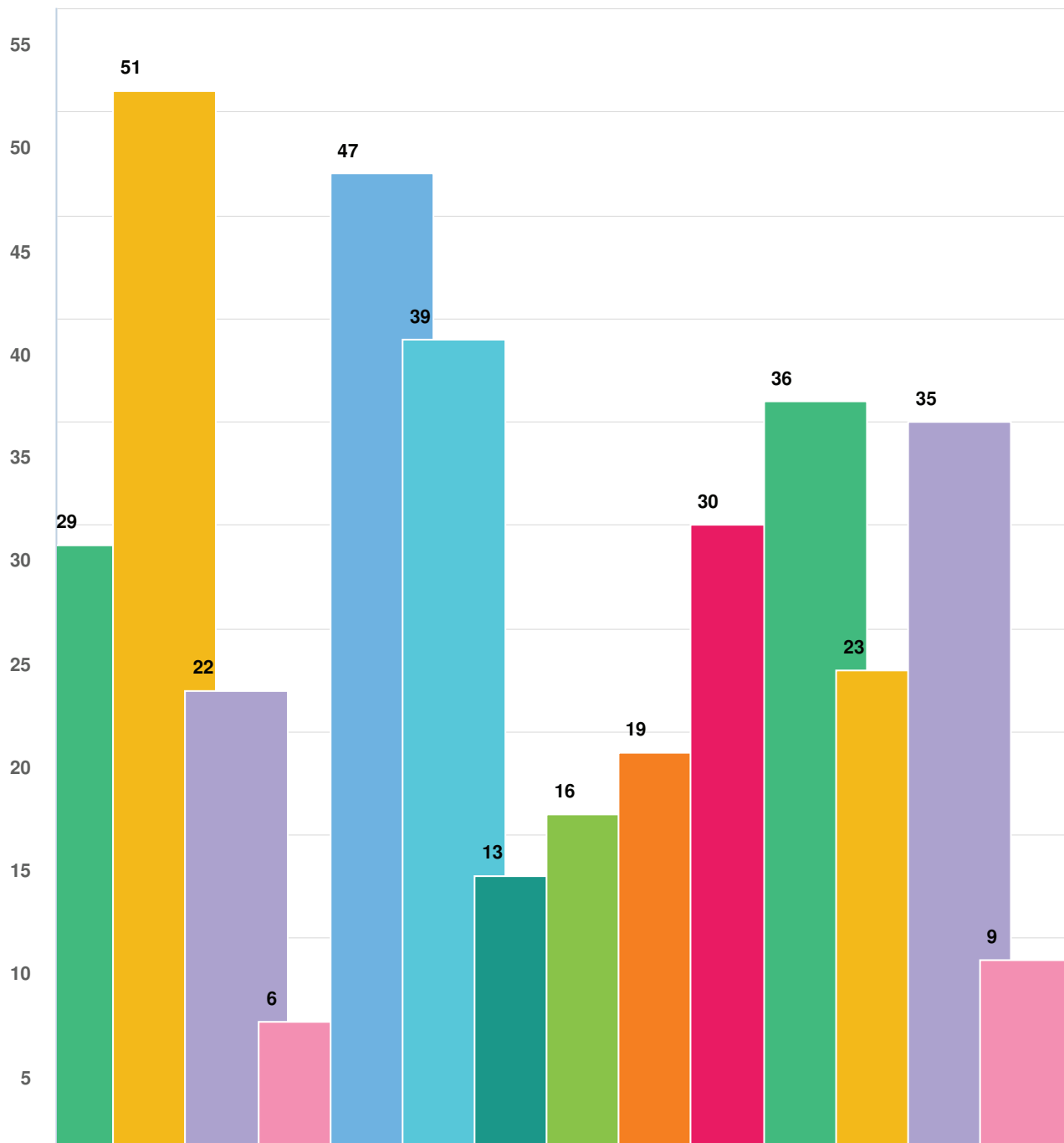


Question options

- Street trees
 ● Sidewalks
 ● Crosswalks
 ● Stop signs/Traffic lights
 ● Lighting
 ● Planting areas
- Wayfinding signage
 ● Seating
 ● Parking
 ● Bike lanes
 ● Retail/Restaurant spaces
 ● Housing
- Pocket park/Parklet
 ● Other (please specify)

Optional question (118 response(s), 9 skipped)

What would it take to complete this scene?



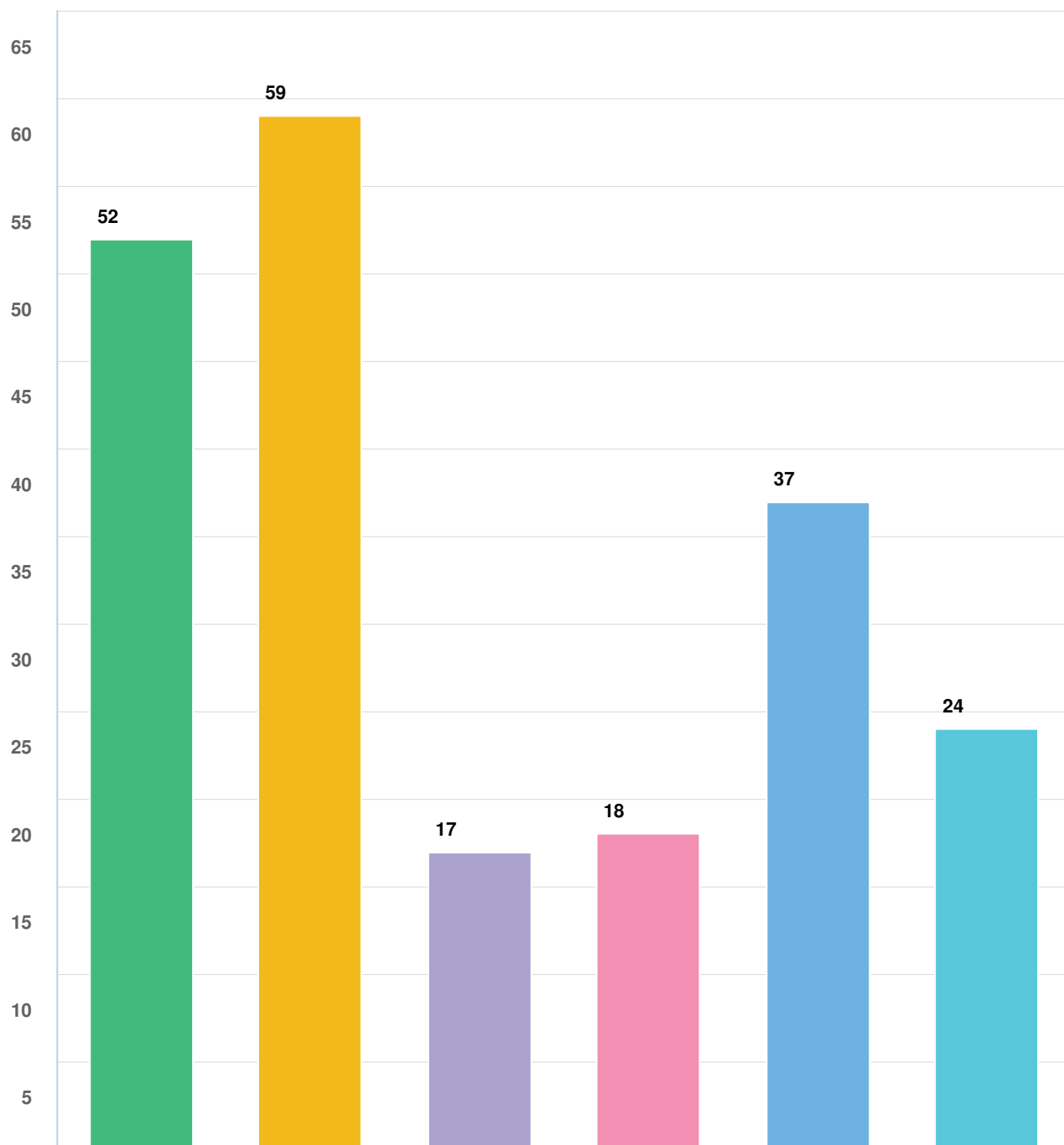
Question options

- Street trees
 ● Sidewalks
 ● Crosswalks
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 ● Seating
 ● Parking
 ● Bike lanes
 ● Retail/Restaurant spaces
 ● Housing
- Pocket park/Parklet
 ● Other (please specify)

Optional question (103 response(s), 24 skipped)

Question type: Checkbox Question

Please select any answers that fit.

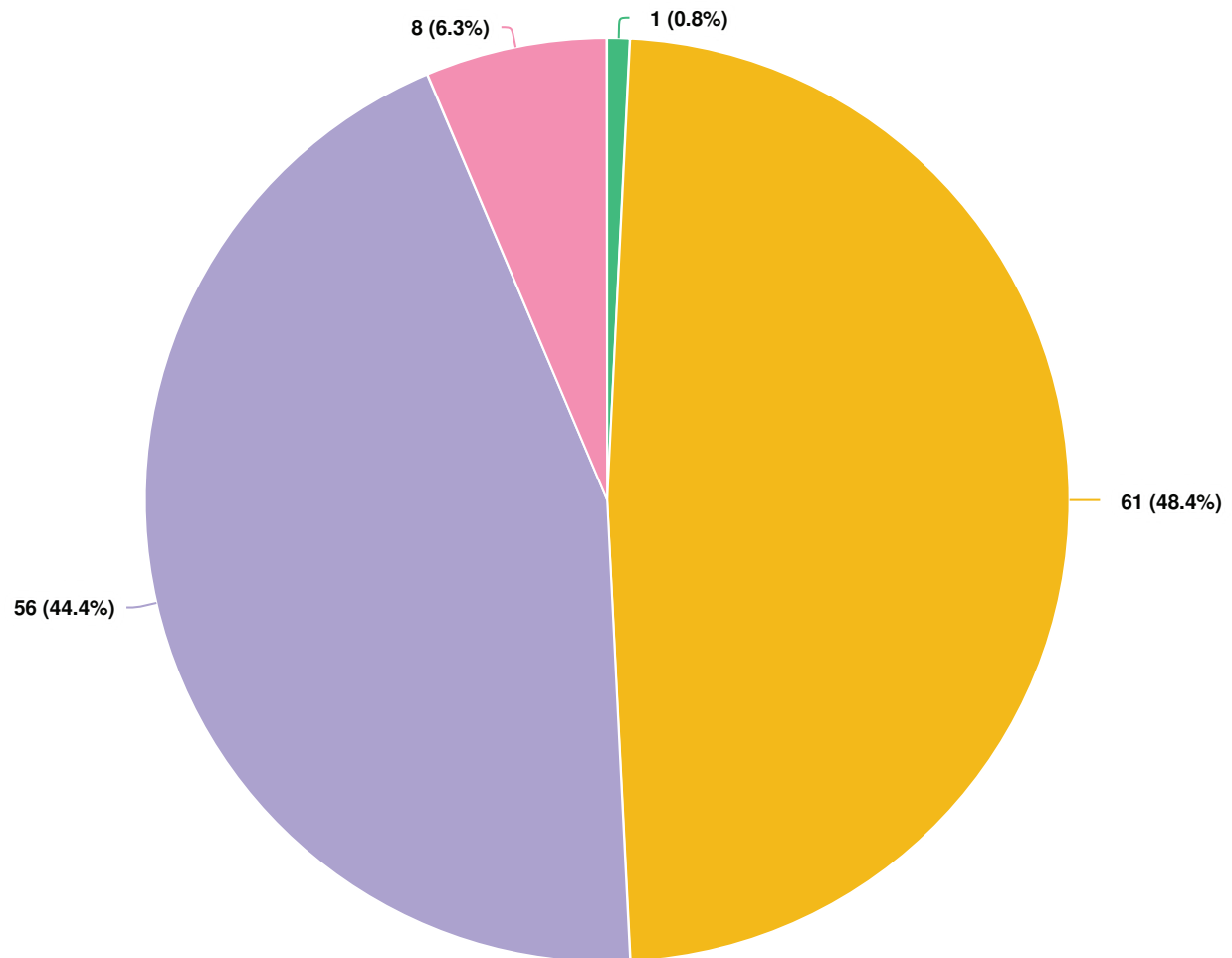


Question options

- I live in Windham ● I live in Gorham ● I work in Windham ● I work in Gorham
- I live or work within the South Windham-Little Falls area
- I don't live or work in the Villages area, but I travel through on a regular basis (multiple times per week)

Mandatory Question (126 response(s))

How old are you?



Question options

0-24 25-44 45-69 70+

Mandatory Question (126 response(s))

Question type: Radio Button Question

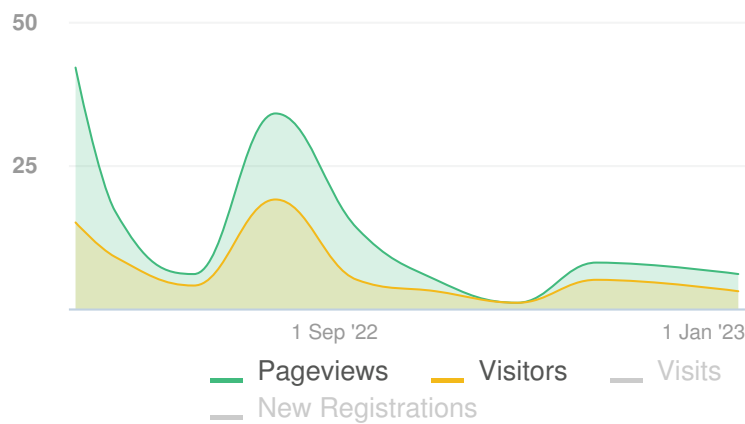
Project Report

20 March 2022 - 24 January 2023

The Villages Master Plan Interactive Map



Visitors Summary

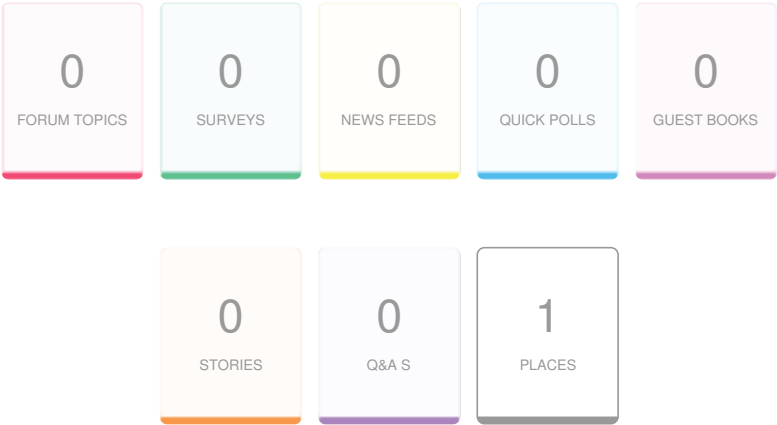


Highlights

TOTAL VISITS	MAX VISITORS PER DAY	
64	7	
NEW REGISTRATIONS		
1		
ENGAGED VISITORS	INFORMED VISITORS	AWARE VISITORS
8	34	55

Aware Participants	55	Engaged Participants	8
Aware Actions Performed	Participants	Engaged Actions Performed	RegisteredUnverifiedAnonymous
Visited a Project or Tool Page	55		
Informed Participants	34	Contributed on Forums	000
Informed Actions Performed	Participants	Participated in Surveys	000
Viewed a video	0	Contributed to Newsfeeds	000
Viewed a photo	0	Participated in Quick Polls	000
Downloaded a document	0	Posted on Guestbooks	000
Visited the Key Dates page	0	Contributed to Stories	000
		Asked Questions	000

ENGAGEMENT TOOLS SUMMARY



Tool Type	Engagement Tool Name	Tool Status	Visitors	Contributors		
				Registered	Unverified	Anonymous
Place	Villages Interactive Map	Published	45	3	5	0

ENGAGEMENT TOOL: PLACE

Villages Interactive Map

Visitors 45	Contributors 8	CONTRIBUTIONS 34
2022-05-23 11:46:05 -0400 tjbeckwith CATEGORY I have traffic safety concerns about this area.	The sidewalk ends here to the intersection of River Road and there is a ton of foot traffic daily. The sidewalk needs to continue Address: 77 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65469	
2022-05-23 11:46:19 -0400 tjbeckwith CATEGORY I have traffic safety concerns about this area.	The sidewalk ends here to the intersection of River Road and there is a ton of foot traffic daily. The sidewalk needs to continue Address: 77 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65470	
2022-05-23 11:46:30 -0400 tjbeckwith CATEGORY I have traffic safety concerns about this area.	The sidewalk ends here to the intersection of River Road and there is a ton of foot traffic daily. The sidewalk needs to continue Address: 77 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65471	
2022-05-23 11:47:10 -0400 tjbeckwith CATEGORY I have traffic safety concerns about this area.	The sidewalk ends here and it needs to continue to the intersection. There is a lot of foot traffic and very narrow commercially driven road. Address: 77 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65472	
2022-05-23 11:48:15 -0400 tjbeckwith CATEGORY I have traffic safety concerns about this area.	There is no sidewalk here and a barrier on the side of the road. With vegetation growth and people parking on the side of the road to use trails people tend to need to walk in the road on this hill so they are not seen. Address: 48 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65473	
2022-05-23 11:49:11 -0400 tjbeckwith CATEGORY This area needs improvement.	The sidewalks are consistently littered with trash and pavement cracks/sand. Address: 23 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65474	
2022-05-23 11:50:17 -0400 tjbeckwith CATEGORY	Sidewalk close to rotary with no real separation. Vegetation grows over sidewalk creating the need to walk in the road. Address: US Route 202, Gorham, Maine 04038, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65475	

ENGAGEMENT TOOL: PLACE

Villages Interactive Map

2022-05-23 11:52:23 -0400 tjbeckwith CATEGORY I have traffic safety concerns about this area.	Intersection heavily traveled. Cars coming off from Mallison onto Mosher cannot see people walking. There seems to be no defined crosswalk. Almost been hit quite a few times either walking or in a vehicle when other vehicles trying to get out of the road faster as traffic backs up. Address: 41 Mosher Road, Gorham, Maine 04038, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65476
2022-05-23 11:53:55 -0400 tjbeckwith CATEGORY I have traffic safety concerns about this area.	Utilizing the sidewalk from south of the gas station to the north you cross their entrance and there is no barrier/markings from the rotary. People tend to be going into the gas station and almost been hit a few times as there is no markings. Address: US Route 202, Gorham, Maine 04038, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65477
2022-05-24 12:09:00 -0400 joehez CATEGORY I choose to spend time here.	Address: Binga's Windham, 106 Main St, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65554
2022-05-24 12:10:12 -0400 joehez CATEGORY This area needs improvement.	Address: 43 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65555
2022-05-24 12:10:21 -0400 joehez CATEGORY I choose to spend time here.	Address: 77 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65556
2022-05-24 12:11:43 -0400 joehez CATEGORY I choose to spend time here.	Address: 612 Gray Road, Gorham, Maine 04038, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65557
2022-05-24 12:12:01 -0400 joehez CATEGORY I choose to spend time here.	Address: Little Falls Recreation Area, Gorham, Maine 04038, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-65558

ENGAGEMENT TOOL: PLACE

Villages Interactive Map

2022-08-11 12:04:47 -0400 Presumpscot Paddler CATEGORY This area needs improvement.	River access improvements needed for canoes, kayaks, and/or fishing. Address: 333 Gray Road, Gorham, Maine 04038, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-72452
2022-08-15 17:43:45 -0400 MBL29 CATEGORY I choose to spend time here.	Frequent the MDT for walking, jogging, dog walking, biking etc. Address: 420 River Road, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-72581
2022-08-15 17:49:32 -0400 MBL29 CATEGORY This area needs improvement.	This side of the division trail is not well marked and is difficult to locate. Parking is in the back of some warehouses (I think?) with no real marking if parking is allowed and the trail could be more helpfully marked with a map or direction arrows Address: 35 Main Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-72582
2022-08-25 21:18:35 -0400 bikeman CATEGORY I choose to spend time here.	I enjoy biking the Hawkes Preserve. With some effort, you can go all the way to Gamboro! Address: 28 Main Street, Gorham, Maine 04038, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-72993
2022-08-25 21:22:34 -0400 bikeman CATEGORY I choose to spend time here.	The paved trail is great. Our kids grew up on the trail from stroller through bike trailer to their own bikes! In winter the X/C skiing is great and snowshoeing too. Some trails can be found that lead to good fishing along the river. Address: 16 Mulberry Lane, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-72994
2022-12-05 20:04:52 -0500 Spao CATEGORY This area needs improvement.	Proposed site for a metropolitan parking garage @ 16 Depot St. Address: 16 Depot Street, Windham, Maine 04062, United States http://www.villagesmasterplan.com/interactive-map/maps/villages-interactive-map?reporting=true#marker-77060

Project Report

20 March 2022 - 24 January 2023

The Villages Master Plan Exit Survey for Public Meeting #2



Visitors Summary

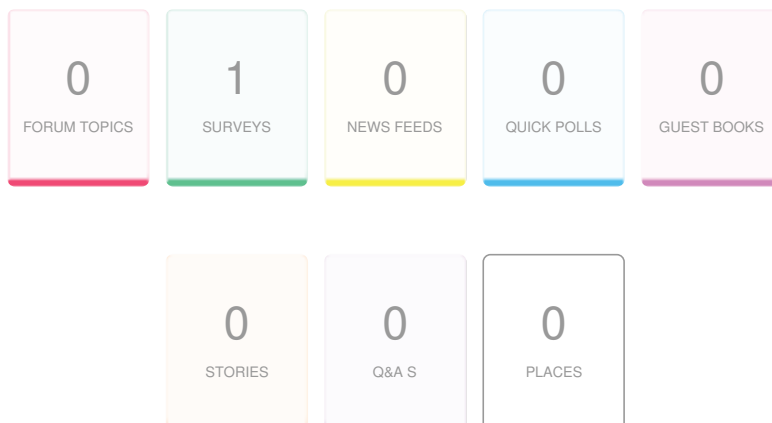


Highlights

TOTAL VISITS	MAX VISITORS PER DAY	
71	25	
NEW REGISTRATIONS		
0		
ENGAGED VISITORS	INFORMED VISITORS	AWARE VISITORS
23	40	59

Aware Participants	59	Engaged Participants	23		
Aware Actions Performed	Participants	Engaged Actions Performed	Registered	Unverified	Anonymous
Visited a Project or Tool Page	59				
Informed Participants	40	Contributed on Forums	0	0	0
Informed Actions Performed	Participants	Participated in Surveys	3	0	20
Viewed a video	0	Contributed to Newsfeeds	0	0	0
Viewed a photo	0	Participated in Quick Polls	0	0	0
Downloaded a document	0	Posted on Guestbooks	0	0	0
Visited the Key Dates page	0	Contributed to Stories	0	0	0
		Asked Questions	0	0	0

ENGAGEMENT TOOLS SUMMARY



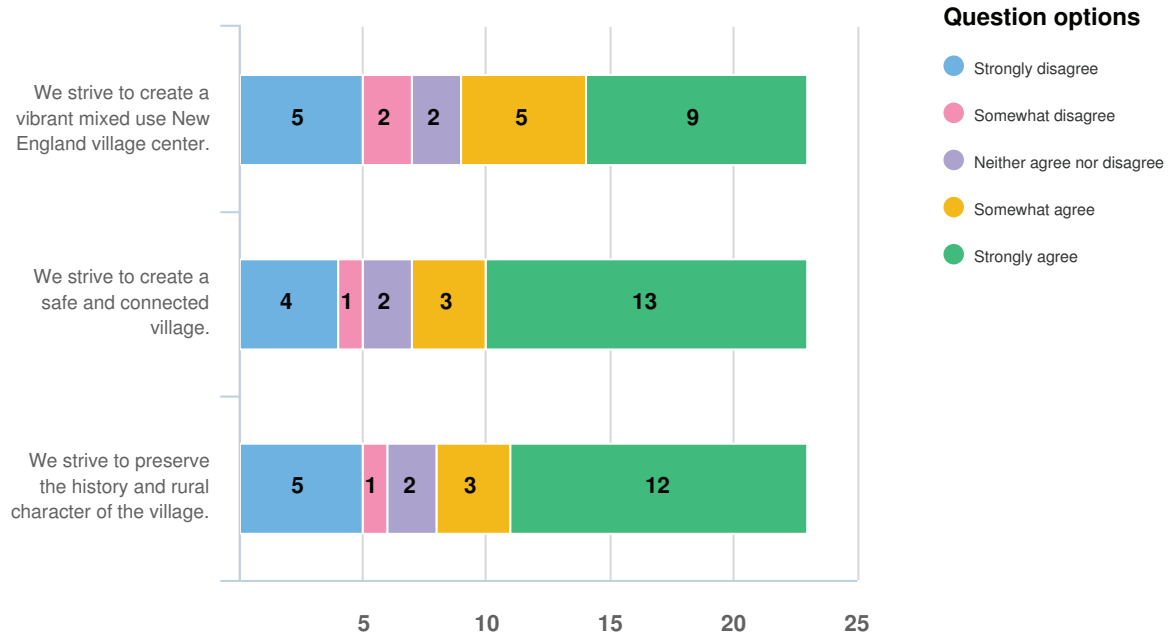
Tool Type	Engagement Tool Name	Tool Status	Visitors	Contributors		
				Registered	Unverified	Anonymous
Survey Tool	Exit Survey for Public Meeting #2	Published	45	3	0	20

ENGAGEMENT TOOL: SURVEY TOOL

Exit Survey for Public Meeting #2

Visitors 45	Contributors 23	CONTRIBUTIONS 23
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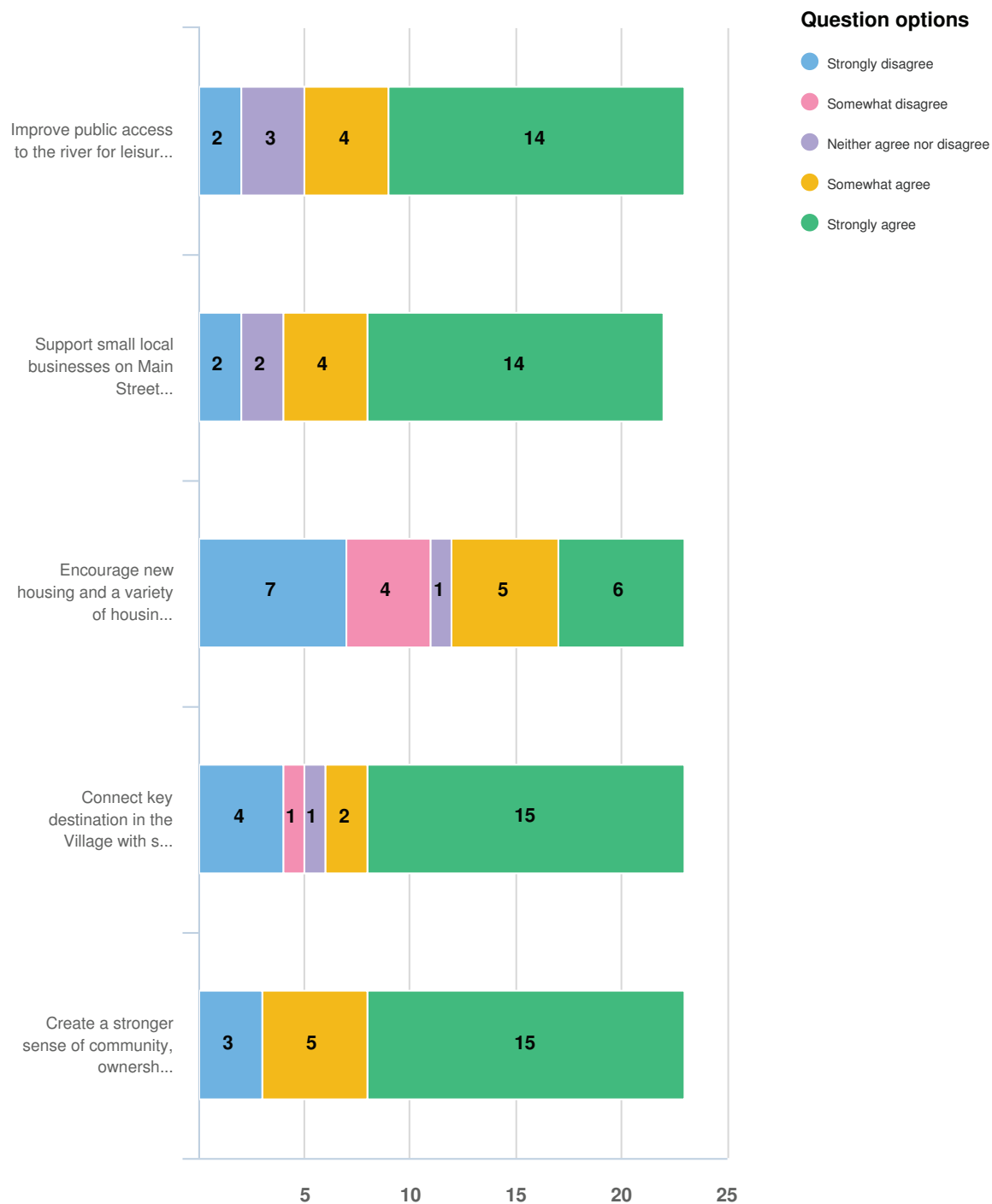
How strongly do you agree with the Goals?



Optional question (23 response(s), 0 skipped)

Question type: Likert Question

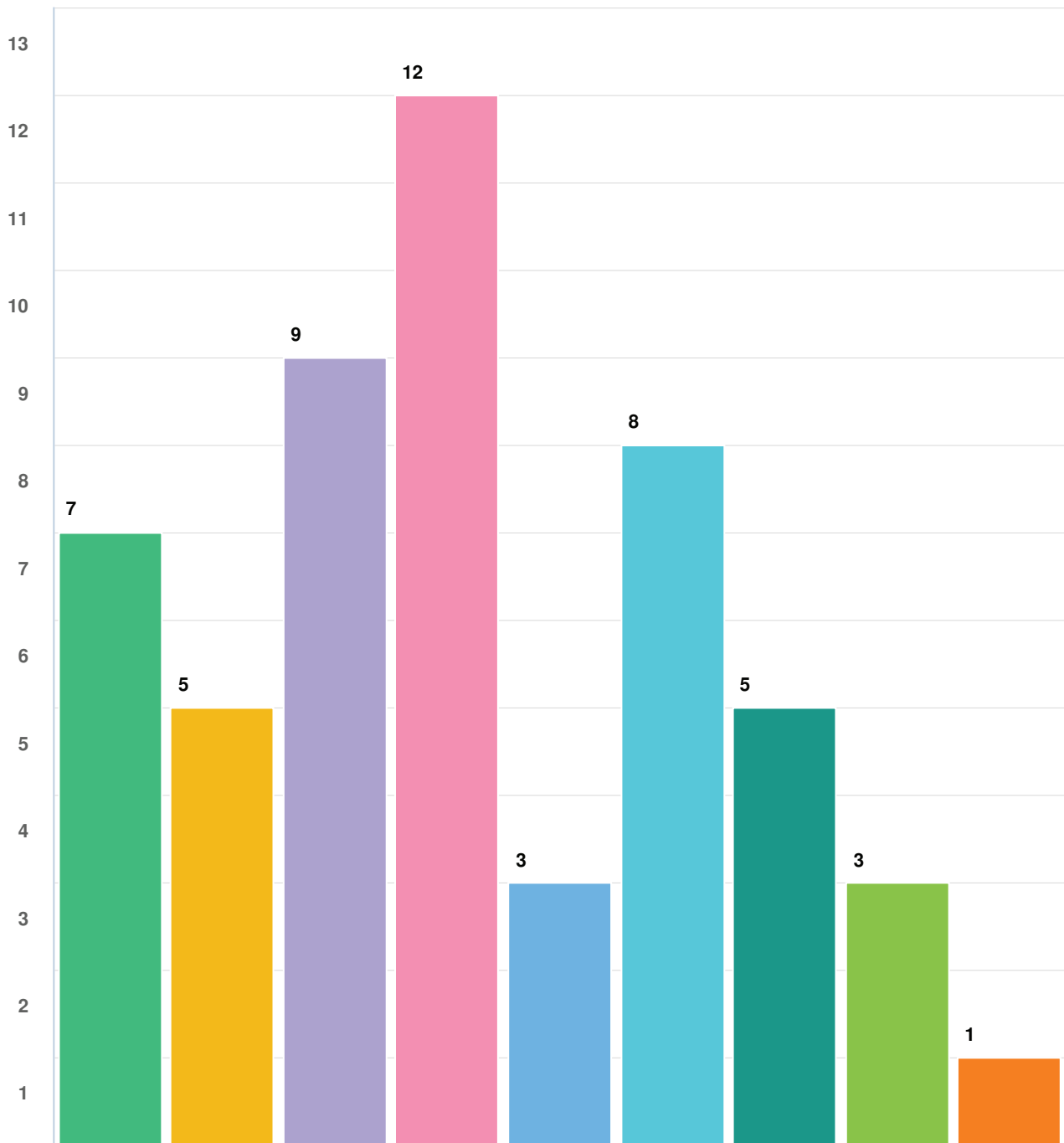
How strongly do you agree with the Vision Strategies?



Optional question (23 response(s), 0 skipped)

Question type: Likert Question

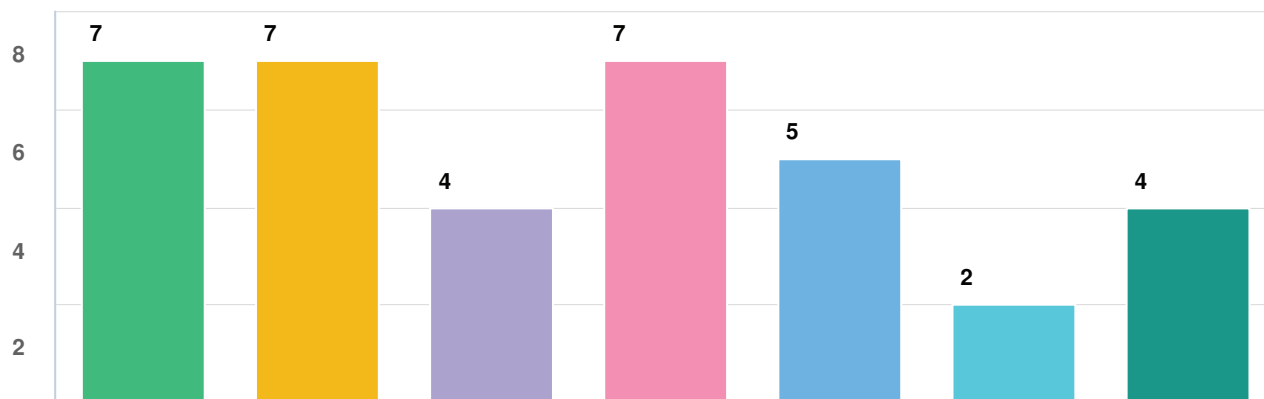
(Outdoor Recreation) What type/s of outdoor recreation facilities are the highest priority for the towns of Windham and Gor...



Question options

- Other (please specify)
 ● None of the above
 ● All of the above
- Dock for non-motorized boat (kayak, canoe, paddle board, etc) launch
 ● Swimming area
 ● Multi-use recreation paths
- Picnic areas-- places to sit and eat
 ● Dog park within walking distance
 ● Playground in the village

(Housing) What type/s of housing are the highest priority for the towns of Windham and Gorham to develop over the next 20 y...



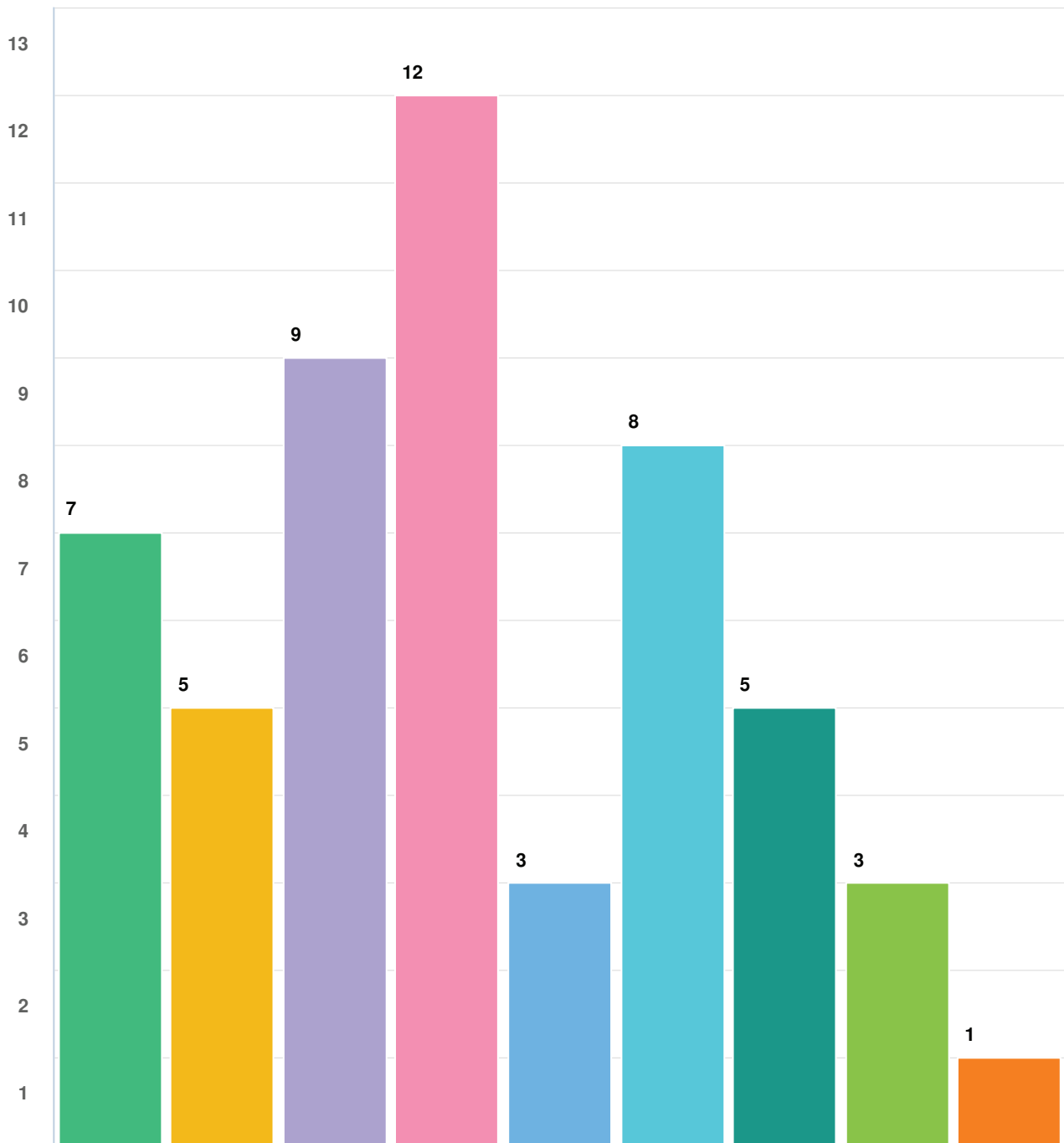
Question options

- ☒ Other (please specify)
- ☒ None of the above
- ☒ All of the above
- ☒ Senior Housing (housing designed for elderly residents)
- ☒ Affordable Housing (housing affordable to households earning at or below 60% of the median area income)
- ☒ Intergenerational Housing (housing suitable for families and seniors)
- ☒ Workforce Housing (housing affordable to households earning between 60% and 120% of area median income)

Optional question (23 response(s), 0 skipped)

Question type: Checkbox Question

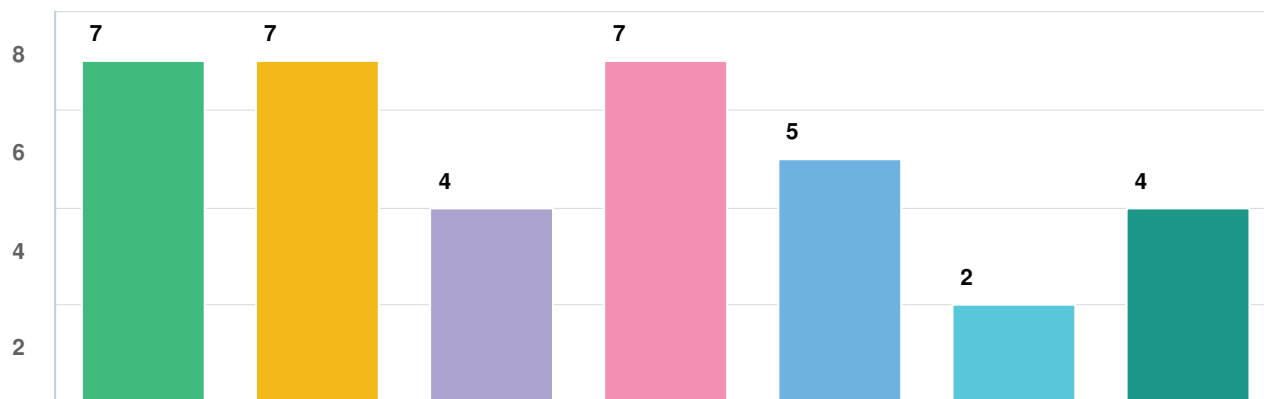
(Outdoor Recreation) What type/s of outdoor recreation facilities are the highest priority for the towns of Windham and Gor...



Question options

- Other (please specify)
 ● None of the above
 ● All of the above
- Dock for non-motorized boat (kayak, canoe, paddle board, etc) launch
 ● Swimming area
 ● Multi-use recreation paths
- Picnic areas-- places to sit and eat
 ● Dog park within walking distance
 ● Playground in the village

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Question options

- ☒ Other (please specify)
- ☒ None of the above
- ☒ All of the above
- ☒ Senior Housing (housing designed for elderly residents)
- ☒ Affordable Housing (housing affordable to households earning at or below 60% of the median area income)
- ☒ Intergenerational Housing (housing suitable for families and seniors)
- ☒ Workforce Housing (housing affordable to households earning between 60% and 120% of area median income)

Optional question (23 response(s), 0 skipped)

Question type: Checkbox Question

Report generated at: 2023-01-25 19:35:43 by Nick Aceto

Project: Survey

SurveyTool: Community Survey [2022-03-20 to 2023-01-25]

Question: What street or intersection do you wish you had a chance to comment on.

- | No. | Contribution |
|-----|--|
| 1 | draft |
| 2 | I wish there was biking/walking access to Little Falls school - you can cut through tow road but it feels like you are trespassing through someone's backyard. |
| 3 | Where 202 and Huston road meet could use more signage; bike path/walking path, make it easier to see when turning onto 202 from Huston road. |
| 4 | Code needs to step up with many neglected properties. No sense dumping millions into the area to still have it look like a ghetto |
| 5 | River rd. |
| 6 | Mallison FallsRd needs serious help too. |
| 7 | Mallison and Moser Road is very dangerous. A sidewalk on Mosher Rd from Canal St to Acorn St. |
| 8 | 237 and Huston Rd. What a crap show that is. Line Huston Rd between 202 and 237 with businesses. Oh wait to late you screwed that up already. You should also be revitalizing by the damn by Acorn St. Could be a cute area. |
| 9 | None other than Huston rd. We are new to Gorham and love the village! However we have noticed a lot of traffic issues around here and the rotary at 237/202. We'd love to see some improvement. Thank you! |
| 10 | 237 from Russian church/river to Little Falls rec area. There could be safe ways to walk and connect that area. Needs street lights and extended sidewalks. |
| 11 | Huston Rd.from Sleepy Hollow to Sebago Lake Rd and to Great Falls- would love to see sidewalks and lighting to allow more pedestrian and bike access |
| 12 | Smaller section of Huston Road has an issue with speeding. |
| 13 | Main St and River Road—wish it had sidewalks, flowers, better setup for pedestrians crossing from parking area to Binga's, more of a cohesive feeling. |
| 14 | Can't think of anything at moment. Good survey. Thank you!! |
| 15 | Already commented on the roundabout nightmare. It is better than what was there but a traffic light might be more appropriate |
| 16 | Turning at the corner of Mallison St & Gray Rd can take a while during peak traffic times. Possible candidate for a stoplight and better lighting? |

Report generated at: 2023-01-25 19:36:06 by Nick Aceto

Project: Survey

SurveyTool: Community Survey [2022-03-20 to 2023-01-25]

Question: What would you add or how would you rewrite the vision summary a

No.	Contribution
1	draft
2	Y
3	This is great and I'm excited to learn more about this project. Full public playground with bathrooms and lots of open green
4	space like behind the old Robie school. Something for kids please! A playground would be amazing.
5	More elderly housing. Mixed use when mill comes clean.
6	Less subsidized housing
7	A dog park would be great to have too.
8	Focused more on commercial than residential. Some green space. Require all apartments that used to be mixed use to go back
9	to it. Whoever allowed the removal of storefronts and make them into dumpy shitty apartments is the dumbest person ever.
10	Please add sidewalks on 237 from Little Falls rec towards Russian church. There is no need for sidewalks to stop there. My family has been in Little Falls for many generations. It would be nice to see this area be quaint but not
11	commercialized. It is a beautiful gem that could be so much more but only in keeping its history and making it look aesthetically a special place to visit. It's too bad they threw that. It housing unit by the river, that is just not ok.
12	Less residential more businesses (restaurants/storefronts)
13	No concerns at this time
14	I would like the primary focus on residential not business.
15	Possibility for a park, more deli-type stores, coffee, retail. I am not clear on what pedestrian scale- developement is,
16	butI am glad it will be attractive. :) I would want to include outdoor recreation areas and walking paths- a paved path would be incredibly valuable.
17	Conservation of open space
18	No more large housing developments.
19	Emphasize pedestrian and bike access more Do not add any more commercial buildings. If anything will be
20	built it should be affordable housing. Otherwise, just preserving nature
21	public water access for kayak / canoe, etc.

Report generated at: 2023-01-25 19:36:33 by Nick Aceto

Project: Survey

SurveyTool: Community Survey [2022-03-20 to 2023-01-25]

Question: What destinations or neighborhoods need to be better connected to
No. Contribution

- 1 draft
- 2 Y
- 3 The surrounding area around Little Falls Activity Center is under utilized and traffic is heavy.
- 4 Huston Road area and the area around the rotary Hawkens preserve, walking/stroller access through the rotary and to little falls recreation area from the Windham side
- 5 would make getting to and from homes and businesses without needing to drive.
- 6 Traffic from Gray Road through Huston to 237.
- 7 Up to River road
- 8 None
- 9 Should extend to little falls school, little falls rec.
- 10 West gorham needs to be developed properly as well or it is going to be a mottled shit show of crap going in.
- 11 Huston rd to 237 to rotary. Sidewalks would be wonderful, or just a crossing light on Huston onto 237
- 12 237 from the river/Russian church to roundabout Consider extending sidewalks to Great Falls and up Huston
- 13 Rd to Sleepy Hollow - large population of families/kids in this neighborhood
- 14 The map was too small to see.
- 15 It's a good start
- 16 Main Street
- 17 Larger rectangular on map to include all the way to Babbs bridge
- 18 No others
- 19 None. Good access to Gorham Village, Westbrook, Windham Center, and North Windham.
I might increase the size slightly to include the new
- 20 developments off Huston Rd in Gorham and River Rd in Windham.
Traffic management for the houses along the river like Tow
- 21 Path so that increased traffic doesn't lead to issues like trash or speed
- 22 I think it should be from the round about to the intersection with River Rd.
- 23 Access to the river; Depot and High Streets
Isn't there a picnic area and stream beside 202 SW of
- 24 L.F.Activity ?
That should be connected.
- 25 Mountain Division Trail

Report generated at: 2023-01-25 19:36:43 by Nick Aceto

Project: Survey

SurveyTool: Community Survey [2022-03-20 to 2023-01-25]

Question: What else would you like to say about needs for the Village?

No.	Contribution
1	draft
2	It would be great to have some nice local businesses/shops/restaurants that you can walk through. It would be nice to have it be a typical main street USA feel to it. Maybe even a library or art gallery.
3	I hope we don't lose green space.
4	See traffic comments earlier. It would be great to revitalize this area!
5	Needs updating
6	Code enforcement for junk yards , neglected properties
7	That area needs a clean up. Of both the residential homes and apartments in addition to growing number of transients.
8	More commercial additions
9	Parking. Please plan accordingly or every business will die. Pedestrian friendly is fine, but someone out of state or out of town is not going to park 10 miles away and walk there. Don't just think walk in traffic will be enough not to turn Little Falls into the slum it already is again.
10	The amount of people who speed when turning onto Huston from 237 is ridiculous. The posted limit is 35 but it often sounds like people are going 50-55. My husband runs on this road, and there are kids and dogs around this area. Makes me worried.
11	A few little shops, make it look historical.I do not think the people on Tow Path will want more of anything on their road, these people have been here for generations and do not want more.
12	Speed measured on smaller section of Huston Road. Speed bumps would be helpful. This road is a cut through and is busy and sidewalks did not slow var down.
13	Gorham is over run with housing developments being built. Houses on top of houses with no acreage. Our schools are overcrowded and eventually the overcrowding will lower the quality of education here, affecting our home values etc. right now the village area on that side of town is very rural and run down. Sort of an eye sore for Gorham, hardly feels like the same town as the other side of town. Gorham needs more business and less new homes. It would be great if Gorham became a destination location- a place where you could easily walk from restaurants to stores, to walking trails/ a playground etc.

Report generated at: 2023-01-25 19:36:43 by Nick Aceto

Project: Survey

SurveyTool: Community Survey [2022-03-20 to 2023-01-25]

Question: What else would you like to say about needs for the Village?

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Report generated at: 2023-01-25 19:36:52 by Nick Aceto

Project: Survey

SurveyTool: Community Survey [2022-03-20 to 2023-01-25]

Question: What are the most important landmarks, intersections, and places in No.

Contribution

- 1 draft
- 2 Y
- 3 Little Falls Activity Center, Little Falls Recreation, Little Falls Elementary School, Presumpscot River and rail trail.
- 4 Keeping the Mt. Division Trail accessible, the bridge area intact
- 5 Rail Trail
- 6 Main & Depot
- 7 Little falls recreation area, hawkers preserve and the intersection
- 8 In general people drive too fast. There are lots of kids and families in that area. I'd like to see better speed control
- 9 Bingas, river
- 10 Blue Seal is the only spot in that area. I would definitely shop if there were more options in that area.
- 11 None. Tear it all down and start over.
- 12 Rosaries and trails. The farmhouse on 237/Huston is a great landmark
- 13 Little Falls Activity Center- Is there still a restaurant going in at the old Windham fire station?
- 14 Sawyers Variety, Patsys, Dr. Branson's old brick building, the old canal, again remember the folks that live here do not like change and do not want to be taxed out of their homes!
- 15 Rotary
- 16 Rotary. Bridge. River. Mill. Robie school. Open farm land.
- 17 A park, along the river from 202 So. Windham side down to Keddy Mill
- 18 Main Street south Windham
- 19 The river.
- 20 Vague question
- 21 Important for what ? The rotary - too small - needs to be redesigned and/or beautified. The River is very important! Keep it clean yet provide access to it. Undeveloped land - work to preserve it !
- 22 Encourage small local businesses. Encourage cleanup of local eyesore properties. Show pride in ownership in Little Falls ,
- 23 Sawyers market. Damn.
- 24 The old fire station, the river
- 25 The MD Trail

Report generated at: 2023-01-25 19:37:04 by Nick Aceto

Project: Survey

SurveyTool: Community Survey [2022-03-20 to 2023-01-25]

Question: What else would you like to say about opportunities for the Village?

No.

Contribution

- 1 draft
How do we address the prison and fold it into the vision?
- 2 Also, there are some very dangerous roads that need to be addressed such as the railroad bridge overpass after bridge on Malison.
There is a lot of natural areas that I would like to see kept or improved upon (for continuing access), but I think it can be
- 3 incorporated into an area where there are also shops and places to eat.
I'm glad this is happening. The area has grown and deserves
- 4 access by all. It's such a beautiful little part of Gorham and Windham
- 5 Create a destination not a pass through.
The town needs to eminent domain a bunch of the crap properties and get them cleaned up and change them into businesses. NO MORE RESIDENTIAL DEVELOPMENT.
- 6 Carol and Tom are you listening? And code and planning needs to stop giving EVERY new business who is trying to move into Gorham such a hard time.
- 7 I think it's important to put locals on your committees.

I think it's wonderful that there are plans to reinvent the village on that side of town! It currently seems like a waste of real estate because it's full of run down apartments etc. Gorham currently seems like two different towns, and it
- 8 would be great to see the other village area get redeveloped. It could be a walkable area filled with restaurants and other attractions, which would be fantastic for the local residents and it would be nice to see that side of town cleaned up. Right now it's sort of creepy (for lack of a better word).
- 9 The low key, rural quiet and the walking access needs to be preserved for sure.
- 10 N/A
- 11 I think all these areas are great
Tidy the area up, clear the trash.
- 12 Slow the traffic down. The new crossings on the rotary are a start.



