

# Chapter 3 Existing Land Use

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## 1. Introduction

This chapter presents an overview of land uses within the Town of Windham. The first section of the chapter provides an assessment of existing land use trends from the perspective of major land use types, such as residential, commercial, public, agriculture, and undeveloped, that currently exist within the community. Also examined is the amount of growth over the past decade that has occurred within the designated growth areas identified in the previous comprehensive plan. The second part of the chapter presents an analysis of the town's current zoning regulations and the build-out potential for future development based on those regulations.

The data used to conduct this land use analysis was derived primarily from information in the town's computerized property assessment database, combined with input from local planning officials, a review of aerial photographs, and a visual reconnaissance of the community. The assessment database contains characteristics related to the use and value of each land parcel and building within the town including a detailed set of land use codes that divides property use into over ninety different categories. By combining the town's assessment data with the geographic information system (GIS) parcel base map prepared for this update of the comprehensive plan, an Existing Land Use Map has been created that provides a snapshot of existing land utilization within Windham. The data obtained from the assessment records, as well as the GIS base map, were updated through December 2000.

## 2. Major Findings and Conclusions

- Approximately 40% of the town's land area (over 11,500 acres) is categorized as parcels used for residential purposes. However, many of these properties represent single residences on large lots and therefore include a large amount of undeveloped land that may have future development potential.
- It is estimated that over 9,700 acres of the town (approximately 34%) is still undeveloped.

About 16% of that total is included in the Tree Growth management and tax reduction program.

- An additional 4,500 acres is currently classified as some type of agriculturally oriented use. This represents approximately 16% of the town's land area which remains largely undeveloped in terms of structures.
- A relatively small amount of the town's land area is currently developed for commercial and industrial uses. Approximately 900 acres, or just over 3%, is classified as this type of use.
- The build-out analysis completed for this plan suggests that between 3,000 and 4,000 single family dwellings could potentially be constructed on the town's remaining undeveloped land.
- For non-residential development, the build-out analysis estimates that an additional 2.7 million square feet of commercial and industrial building space could be constructed on undeveloped land zoned for those types of uses.
- A relatively small percentage (21%) of total growth between 1993 and 2000 occurred in the growth areas that were designated in Windham's previous comprehensive plan (1993).

### 3. Existing Land Use

Land use patterns in Windham are illustrated on Map 3-1, Existing Land Use. The map divides land use activities into six major categories which include residential, commercial and industrial, public and semi-public, agriculture, tree growth, and undeveloped (Also see Table 3-1).

The residential category is further subdivided based on the type and number of dwelling units located on an individual parcel. The residential subcategories include single family, condominiums (also referred to as single family attached), multi-family (which are structures containing two or more units), mobile homes (on individual lots or in parks) and other residential (which includes multiple buildings on a lot, multiple uses on a lot, or outbuildings). Single family homes have been divided into two categories on the map; those that are on parcels of less than 10 acres and those on parcels greater than 10 acres. The purpose of this is to illustrate those properties that have an existing house but still have a reasonable potential to be further subdivided in the future. This issue is discussed in more detail under the build-out analysis in this chapter.

The commercial and industrial categories include all businesses that are non-agricultural in nature. This would include such uses as banks, offices, gas stations, restaurants and retail stores, manufacturing, and warehouse operations. The utilities category includes powerlines and pipelines, hydro-electric facilities, and other associated uses. It should be noted that only utilities that have dedicated parcels are shown on the land use map. There are other rights-of-ways, such as those for major overhead electric lines, that are not depicted on this map. The location of those facilities are

INSERT MAP 3-1 EXISTING LAND USE

BACK OF MAP 3-1

discussed in the Municipal Services and Infrastructure chapter of this plan (Chapter 9).

The public and semi-public category of land uses are associated with government and institutional functions. These include such uses as municipal buildings, police and fire stations, schools, churches, and cemeteries. It also includes the State-owned correctional facility located on River Road. Also contained in this grouping is the use category entitled recreation/conservation. These parcels represent those properties that are municipally owned, leased, or otherwise controlled, that are primarily dedicated to passive and active conservation and recreation uses. This subcategory does not include all active recreation facilities in the community. That information can be found in Chapter 8 (Recreation and Open Space) of this plan.

The final land use categories are associated with resource based activities and comprise the majority of the town’s remaining undeveloped land area. The agriculture category includes all parcels that are known to be actively used for crops, hay, livestock, or similar uses. This category also includes a few building sites, such as veterinary clinics or farm buildings, which while agriculturally oriented also have associated structures. Based on assessment records, 42 of the agriculture parcels depicted on Map 3-1 are participating in the farm and open space tax program that, under State law, allows for a reduced tax levy for actively used agricultural operations. These parcels are identified on the map as being in the “farm program”. The second resource category, tree growth, represents those properties that are enrolled in the tax program that encourages the conservation and management of forest resources by allowing for a reduced level of property tax levy. This category does not represent all of the forested land in Windham, only those properties that are enrolled in the tax program. Some of the parcels categorized as either agriculture or tree growth may also include a residence but are, for the most part, dedicated to the management of these resources.

| <b>Table 3-1</b><br><b>Total Acres by Land Use Type - 2000</b><br><b>Town of Windham</b>  |                |               |
|---|----------------|---------------|
| Land Use  | Total Acres    | % Total Acres |
| Residential   | 11,572         | 40.2          |
| Commercial  | 849            | 2.9           |
| Industrial  | 59             | 0.2           |
| Utilities   | 457            | 1.6           |
| Gravel Pits   | 455            | 1.6           |
| Municipal/School  | 287            | 1.0           |
| Institutional   | 310            | 1.1           |
| Recreation/Conservation   | 538            | 1.9           |
| Agriculture   | 4,506          | 15.6          |
| Undeveloped (Total)   | 9,779          | 33.9          |
| Tree Growth   | 3,899          | 13.5          |
| Other   | 5,880          | 20.4          |
| <b>Total</b>  | <b>28,812*</b> | <b>100.0</b>  |
| * This figure does not represent the total acreage of the town since it does not include roadways and water bodies. Windham’s 1993 Comprehensive Plan reported the total town acreage as 35,200.<br>Source: Windham’s Assessment Records, December 2000, and RKG Associates, Inc. |                |               |

The final map category, undeveloped, includes all of the remaining parcels in town that are not identified within the municipal

assessment database as having an existing structure. Based on a review of aerial photographs it can be generally stated that while a good portion of these parcels are forested, this category also includes fields, wetlands, and other forms of non-developed land cover.

The acreage within all of the land use categories described above is summarized in Table 3-1. This information is based on the parcel size recorded in the town’s assessment records. As noted in the table’s footnote, the total acreage of 28,812 does not represent the total area within the town’s municipal boundary since it does not include water bodies or roadways. The total area of the town, reported in the 1993 Windham Comprehensive Plan, was estimated at approximately 35,000 acres, or 55 square miles.

As illustrated in the table, the largest amount of the town’s land area is dedicated to residential uses which account for over 11,500 acres, or approximately 40% of the total. However, it is important to note that many of these parcels are large properties with a single house on them. These parcels therefore, contain a significant land base for the town that has potential for further subdivision and development in the future. An examination (See Table 3-2) of large land parcels (greater than 10 acres) with a single structure indicates that most of these types of land uses are located in portions of Windham designated as Rural Areas on the Future Land Use Map (Chapter 1; Map 1-1).

| <b>Future Land Use Areas*</b>  | <b>Land Parcels</b> | <b>Acres</b> |
|--|---------------------|--------------|
| North Windham  | 3                   | 99           |
| South Windham  | 4                   | 143          |
| Windham Center   | 20                  | 347          |
| Residential Growth   | 0                   | 0            |
| Residential Transitional   | 9                   | 202          |
| Commercial Transitional  | 0                   | 0            |
| Rural  | 114                 | 2,665        |
| <b>Total</b>   | <b>150</b>          | <b>3,456</b> |
| <small>*These categories represent land use areas identified on the Future Land Use Map located in Chapter 1 (Map 1-1). This data only includes land parcels greater than 10 acres.<br/>Source: RKG Associates, Inc.</small> |                     |              |

Commercial and industrial properties are shown to be relatively minor uses within the town’s land development mosaic, accounting for a little over 900 acres, or approximately 3% of the total acreage. The majority of these properties are located along Route 302 with the largest concentration centered in the North Windham area.

Aside from residential land uses, the remaining land use categories, illustrated in Table 3-1, that contain the most significant amount of acreage are agriculture, tree growth, and undeveloped. Combined, these three categories represent approximately 14,000 acres, which is roughly half of the total acreage recorded in the town’s assessment records.

It should be emphasized that the total acreage reported for agriculture is somewhat inflated since the entire parcel may not be devoted to agricultural uses. This is primarily due to the limitations of the

method used to map land use by means of a parcel base map. However, this approach still provides a good representation of the town's overall land use pattern. A review of aerial photography for Windham (flown in 1995) indicates that the remaining land use on the majority of these agriculture parcels is predominantly undeveloped and wooded.

When the town's previous comprehensive plan was completed in 1993 it recommended, as part of the implementation strategy, that certain portions of the community be designated as *growth areas*. These growth areas were considered to be more appropriate, in comparison to other portions of the community, for receiving a greater percentage of future growth. The previous comprehensive plan contained the following statement.

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

The zoning districts identified above are illustrated on Map 3-2. However, the business park zone was eliminated subsequent to adoption of the 1993 comprehensive plan, and therefore is not shown on Map 3-2, which reflects the town's current zoning districts.

By using the town's assessment database, in conjunction with the GIS, an estimation was made regarding how much of the growth in Windham since 1993 actually occurred within the designated growth areas. Table 3-3 presents a summary of this analysis. The assessment database contains information that denotes the year the primary structure was built (referred to as *year built*), on a parcel, which was used to estimate where growth occurred over the past decade. As shown in the table, almost 860 properties were identified in the assessment database as having a structure that was built between 1993 and 2000. This includes 845 residential properties and 14 non-residential properties.

Table 3-3 provides a more detailed breakdown of the types of properties and whether or not they were located in a growth area. Approximately 845 residential dwelling units were built during this time period of which, the vast majority were single family homes (818). Of the total residential units built, 184 (21.7%) were located in growth areas. It should be noted that some of these residential units may represent replacement homes, versus new construction, which is likely to be the case for many of the 31 mobile homes included in the single family category. The total acreage associated with the residential development over this eight year time period was 2,257 acres. Of that total, only 221 acres, or 9.8%, were located within designated growth areas.

The number of non-residential structures built between 1993 and 2000, according to the assessment database, totaled only 14. However, because the *year built* information in the database was often incomplete for these types of properties, this figure is not considered to represent all non-residential

| <b>Table 3-3</b><br><b>Summary of Development Trends in Designated Growth Areas 1993 - 2000</b><br><b>Town of Windham</b> |                   |                      |                  |  |                      |                  |
|---|-------------------|----------------------|------------------|--|----------------------|------------------|
|   | Total Development |                      |                  | Development Within Designated Growth Areas |                      |                  |
| Type of Structure   | Number of Units   | Assessed Bldg. Value | Acres of Parcels | Number of Units                            | Assessed Bldg. Value | Acres of Parcels |
| Single Family   | 818               | \$80,619,200         | 2,250            | 159  | \$12,978,500         | 195              |
| Duplex  | 8                 | \$346,600            | 2.9              | 6  | \$285,200            | 2.2              |
| 4 Family  | 4                 | \$151,800            | 1.5              | 4  | \$151,800            | 1.5              |
| 5+ Family   | 15*               | \$1,550,600          | 3                | 15*  | \$1,550,600          | 23               |
| <b>Subtotal</b>   | <b>845</b>        | <b>\$82,668,200</b>  | <b>2,257.4</b>   | <b>184</b>                                 | <b>\$14,966,100</b>  | <b>221.7</b>     |
| Non-residential Properties  | 14                | \$2,114,900          | 56               | 9  | \$1,222,600          | 18               |

\* Total number of units are estimated  
 Source: Windham Assessment Records, December 2000, and RKG Associates, Inc.

building activity within the town during this time period. Of the 14 properties for which dates could be identified, 64% (9) were located in designated growth areas. This represents approximately 32% of the total acreage associated with non-residential development in Windham during this time period.

#### 4. Zoning Build-Out Analysis

This section examines the town’s zoning regulations and the potential for future development within Windham. The zoning regulations are the primary determinant of land use within the community. As of September 2000, Windham’s land area was divided into nine primary use districts as illustrated on Map 3-2. These districts are accompanied by a set of development standards that define the size, location, and density of permitted uses within various areas of the town. The nine districts are listed in Table 3-4 along with the approximate acreage of land area contained in each district.

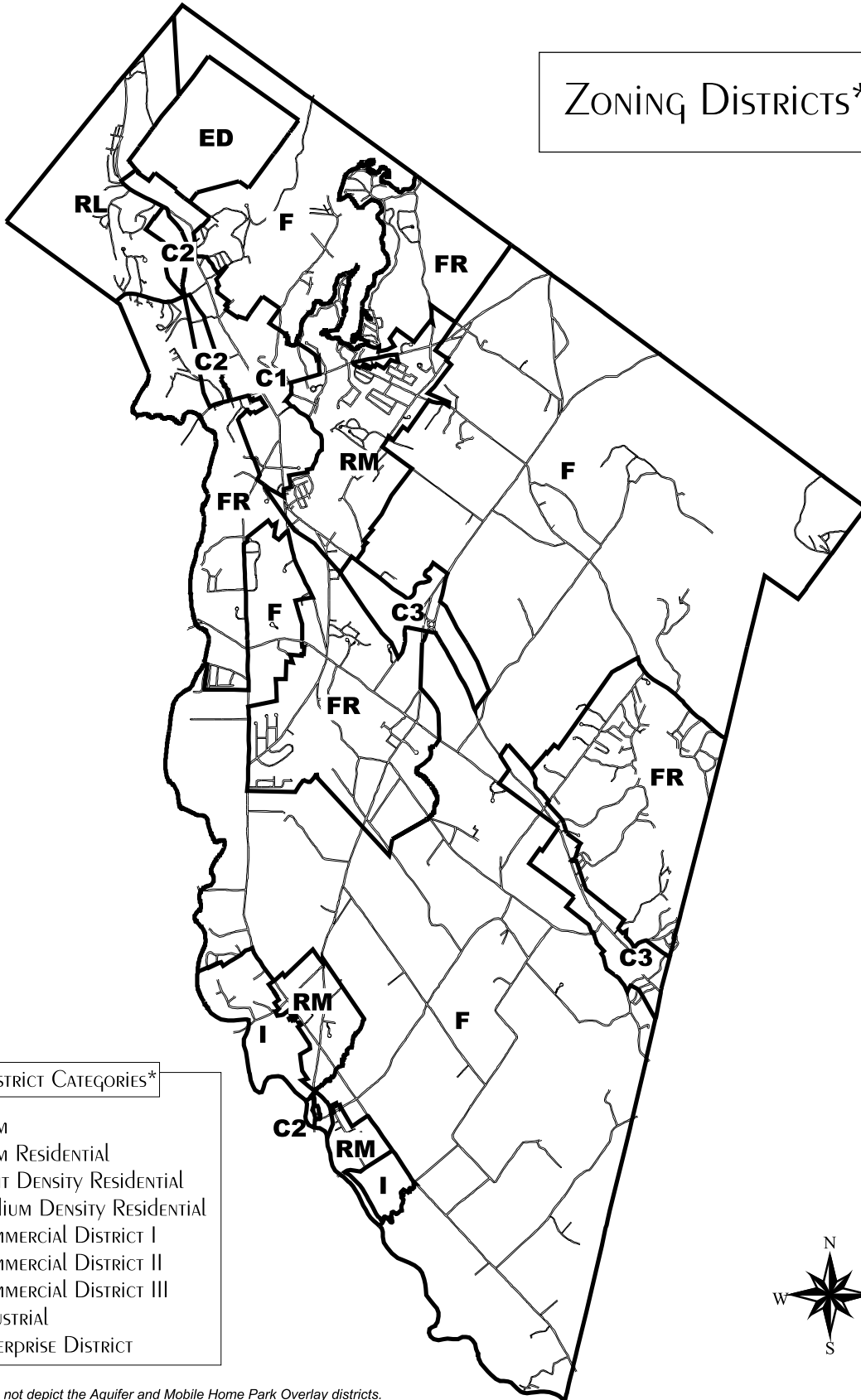
The residential districts include the Farm, Farm Residential, Light Density Residential, and Medium Density Residential districts. These districts contain over 25,000 acres representing

| <b>Table 3-4</b><br><b>Total Acres by Zoning District - 2000</b><br><b>Town of Windham</b> |               |              |
|--|---------------|--------------|
| Zoning District  | Total         | %            |
| Farm (F)   | 18,224        | 63.3%        |
| Farm Residential (FR)  | 4,778         | 16.6%        |
| Light Density Residential (RL)   | 1,704         | 5.9%         |
| Medium Density Residential   | 615           | 2.1%         |
| Commercial District I (C1)   | 889           | 3.1%         |
| Commercial District II (C2)  | 519           | 1.8%         |
| Commercial District III (C3)   | 758           | 2.6%         |
| Industrial (I)   | 575           | 2.0%         |
| Enterprise District (ED)   | 750           | 2.6%         |
| <b>Total</b>   | <b>28,812</b> | <b>100.0</b> |

Source: Windham Assessor’s Records, December 2000; Digital Zoning Boundaries, Sewall Company, August 2001; and RKG Associates, Inc.

COMPREHENSIVE MASTER PLAN  
TOWN OF WINDHAM, MAINE

ZONING DISTRICTS\*



ZONING DISTRICT CATEGORIES\*

- F FARM
- FR FARM RESIDENTIAL
- RL LIGHT DENSITY RESIDENTIAL
- RM MEDIUM DENSITY RESIDENTIAL
- C1 COMMERCIAL DISTRICT I
- C2 COMMERCIAL DISTRICT II
- C3 COMMERCIAL DISTRICT III
- I INDUSTRIAL
- ED ENTERPRISE DISTRICT

\*Note: This map does not depict the Aquifer and Mobile Home Park Overlay districts.  
Those districts are illustrated on the Town's official zoning map which is on file at the town offices.

Prepared by RKG Associates, Inc. - September 2001  
Source: James W. Sewall Co. digital zoning boundaries map - August 2001

approximately 88% of the town's land base.

The three commercial districts, C1 through C3, have a combined total area of approximately 2,100 acres, or 7.5% of the town's land area. As illustrated on Map 3-2, these districts are focused on the Route 302 corridor encompassing most of the roadway's frontage throughout the town.

The two remaining districts, the Industrial and Enterprise Districts, are the areas designated for manufacturing and processing facilities, as well as research and office related uses. These districts, which are located in the North and South Windham Village areas, contain roughly 1,300 acres, or approximately 4.5% of the total land area.

Future development potential in Windham can be estimated by identifying the amount of developable land that remains in each zoning district. A geographic information system (GIS), which includes the digital parcel and zoning maps, as well as the computerized assessment database, was used to determine this development potential.

The build-out analysis examined the potential future development of both residential and non-residentially zoned land in Windham. Within both of these categories the analysis identified the amount of undeveloped and "underdeveloped" land within each district. The term underdeveloped refers to those properties that may already be developed, such as with a single family house, but which have sufficient acreage to be further subdivided.

The residential build-out analysis, which is summarized in Table 3-5, evaluated development potential based on the number of single family dwellings that could be constructed at two different levels of density. The first density level is that which is permitted by zoning as the *minimum lot size*. The minimum lot size required for each of the districts is illustrated in the table. In reality, all newly subdivided lots are seldom created at the minimum lot size density due to natural constraints, the shape of the parcel being subdivided, market demands, and other factors. Therefore, the second density level used to calculate build-out is referred to as the *average lot size*, which is the actual size of lots within each of the districts taken as an average across all lots. It should be noted that these build-out estimates are reflective of the fact that the majority of development in Windham is presently serviced by on-site septic systems for the treatment of wastewater.

Part A of Table 3-5 illustrates the amount of undeveloped acreage remaining in each district, which includes all parcels that presently contain no structures. The total undeveloped land in all residential districts is approximately 8,000 acres. This gross acreage figure was then reduced by 25% to allow for the construction of roads, utilities, and other constraints encountered during the subdivision process. This yielded a net developable acreage figure of approximately 6,000 acres. Dividing this net figure within each district by the minimum and average lot sizes suggests that there is the potential for construction of between 2,964 and 4,077 additional single family homes on undeveloped land in the town.

| <b>Table 3-5<br/>Residential Build-Out Analysis by Zoning District<br/>Town of Windham - 2001</b>      |                        |                         |                                |                                   |              |
|--|------------------------|-------------------------|--------------------------------|-----------------------------------|--------------|
|  | <b>Zoning District</b> |                         |                                |                                   | <b>TOTAL</b> |
|  | <b>Farm</b>            | <b>Farm Residential</b> | <b>Low Density Residential</b> | <b>Medium Density Residential</b> |              |
|  | <b>F</b>               | <b>FR</b>               | <b>RL</b>                      | <b>RM*</b>                        |              |
| Minimum Lot Size - sq. ft. (1)   | 80,000                 | 50,000                  | 40,000                         | 20,000                            |              |
| Average Lot Size - sq. ft. (2)   | 113,256                | 56,628                  | 47,916                         | 34,412                            |              |
| <b>PART A. Potential Development on Vacant Land</b>  |                        |                         |                                |                                   |              |
| Gross Undeveloped Acreage  | 6,279                  | 1,167                   | 266                            | 310                               | 8,022        |
| Potentially Developable Acreage (3)  | 4,709                  | 875                     | 200                            | 233                               | 6,017        |
| <b>Additional Single Family Units based on Minimum Lot Size</b>  | <b>2,573</b>           | <b>768</b>              | <b>219</b>                     | <b>517</b>                        | <b>4,077</b> |
| <b>Additional Single Family Units based on Average Lot Size</b>  | <b>1,811</b>           | <b>673</b>              | <b>181</b>                     | <b>298</b>                        | <b>2,964</b> |
| <b>PART B. Potential Housing Development on Subdividable Land With Existing Single Family Dwelling</b> |                        |                         |                                |                                   |              |
| Subdividable Acreage with Existing Single Family House   | 7,149                  | 2,978                   | 139                            | 530                               | 10,796       |
| Total Existing Single Family Lots  | 403                    | 1,648                   | 41                             | 85                                | 2,177        |
| Potentially Developable Acreage (3)  | 4,807                  | 815                     | 76                             | 368                               | 6,066        |
| <b>Additional Single Family Units based on Minimum Lot Size</b>  | <b>2,617</b>           | <b>710</b>              | <b>83</b>                      | <b>802</b>                        | <b>4,212</b> |
| <b>Additional Single Family Units based on Average Lot Size</b>  | <b>1,849</b>           | <b>627</b>              | <b>69</b>                      | <b>466</b>                        | <b>3,011</b> |
| (1) Based on Windham Zoning Ordinance amended through September 21, 2000                               |                        |                         |                                |                                   |              |
| (2) Based on lot sizes of existing single family homes in the Windham Assessor's database              |                        |                         |                                |                                   |              |
| (3) Represents the gross undeveloped acreage less 25% for roads, utilities & constraints               |                        |                         |                                |                                   |              |
| * Assumes all parcels have access to the municipal water system  |                        |                         |                                |                                   |              |
| Source: RKG Associates, Inc.   |                        |                         |                                |                                   |              |

A similar analysis was conducted for parcels that have an existing dwelling but which are considered underdeveloped based on permitted zoning densities. Part B of Table 3-5 illustrates that there is an additional 6,066 net acres of potentially developable land available in these parcels after allowing for the existing residence and the installation of roads and utilities. It is estimated that an additional 3,011 to 4,212 single family homes could potentially be constructed on these parcels.

The non-residential build-out analysis of commercial and industrial districts employed the GIS mapping and assessment database in a similar fashion to that described above. However, the potential development density was measured by means of a floor area ratio (FAR). This is the ratio that exists between the amount of building square footage and the size of the parcel. For example, a parcel that is one acre in size (43,560 square feet) containing a building with 4,356 square feet would have an FAR of 10% (4,356 divided by 43,560). Based on a review of the town's assessment records for non-residential properties, average floor area ratios were generated for existing commercial and industrial properties which were then applied to potentially developable parcels to

estimate build-out.

|  | Zoning District             |                           |                            |  |                        | TOTAL            |
|--|-----------------------------|---------------------------|----------------------------|--|------------------------|------------------|
|  | Commercial<br>District I    | Commercial<br>District II | Commercial<br>District III | Enterprise<br>District                 | Industrial<br>District |                  |
|  | C1                          | C2                        | C3                         | ED                                     | I                      |                  |
| <b>Floor Area Ratio (FAR)*</b>   | 12%                         | 7%                        | 7%                         | 5%                                     | 4%                     |                  |
| <b>PART A. Potential Development on Vacant Land</b>  |                             |                           |                            |  |                        |                  |
| Gross Undeveloped Acreage  | 122                         | 23                        | 229                        | 750                                    | 298                    | 1,124            |
| Potentially Developable Acreage (1)  | 92                          | 17                        | 172                        | 563                                    | 224                    | 843              |
| <b>Square footage of new building space</b>  | <b>478,289</b>              | <b>52,599</b>             | <b>523,700</b>             | <b>1,225,125</b>                       | <b>389,426</b>         | <b>2,669,139</b> |
| <b>PART B. Potential Development on Underdeveloped Parcels With Existing Businesses</b>  |                             |                           |                            |  |                        |                  |
|  | # Parcels<br>Underdeveloped | Existing<br>Building SF   | FAR                        | Potential<br>Additional<br>Building SF |                        |                  |
| Retail/Restaurants   | 45                          | 580,959                   | 12%                        | 271,260                                |                        |                  |
| Industrial   | 19                          | 340,482                   | 4%                         | 226,059                                |                        |                  |
| Office   | 21                          | 151,916                   | 5%                         | 91,416                                 |                        |                  |
| <b>TOTAL</b>   | <b>85</b>                   | <b>1,073,357</b>          |                            | <b>588,735</b>                         |                        |                  |
| (1) Represents gross undeveloped acreage less 25% for roads, utilities & constraints<br>Source: Windham Assessment Records and RKG Associates, Inc.<br>*Floor Area Ratio (FAR) is the ratio that exists between the amount of building square footage and the size of the parcel |                             |                           |                            |  |                        |                  |

Table 3-6 illustrates the amount of non-residential building square footage that could be constructed in the town’s five commercial and industrial zoning districts. Part A of the Table indicates that there is approximately 1,200 gross acres of undeveloped land and 843 net acres of developable land remaining in these districts. By applying the average FAR for each district to the net figure it is estimated that approximately 2.7 million square feet of additional non-residential building space could be constructed in the future<sup>1</sup>.

Part B of Table 3-6 evaluates the underdeveloped commercial and industrial properties which were defined as those parcels that had an existing structure, but which were developed at a lower FAR

<sup>1</sup>A recent wastewater management study conducted for the town by Woodard & Curran indicates that the potential non-residential building square footage that could be constructed in Windham would be substantially increased beyond the 2.7 million square feet estimated in Table 3-5 if a municipal sewer system were available (*Wastewater Management Alternatives Study, North Windham, Maine, July 2001*).

than the town-wide average. For example, a commercial property that has an existing building and a FAR of 7%, but which on average would be expected to have an FAR of 12%, was assumed to have the potential to add an additional 5% of FAR. In essence, this approach accounts for the expansion of existing commercial and industrial establishments that may continue to grow after the initial development of the property. This analysis suggests that there is the potential for an additional 588,000 square feet of building space on previously developed commercial and industrial properties.

It must be emphasized that both the residential and non-residential build-out scenarios presented here are based on existing regulations and a set of assumptions that are appropriate at this point in time. If the regulations are changed in the future then potential build-out results would also be altered. Neither of these scenarios is intended to suggest an absolute potential for future development in the town. Nor is there any implied time-frame as to the rate at which this development may occur. This analysis offers a “big picture” perspective on the development potential in Windham and should serve as a starting point for more detailed, site specific analysis.

Future residential development trends can also be estimated based on projected population growth. For example, data presented in Chapter 4 (Population and Housing) indicates that by 2015 the population of Windham is expected to increase within a range of 16,826 to 17,981.<sup>2</sup> In 2000, the U.S. Census determined that Windham had a population of 14,904. These projections equate to an average annual population increase of approximately 0.8% to 1.3%. For comparison purposes Windham’s population grew at an annual average rate of about 1.5% between 1980 and 2000.

Based on the population projection generated data contained in Table 3-7, it is estimated that by 2015 between 103 and 72 new year-round dwelling units will have been added annually to the Windham housing stock. The upper

| <b>Table 3-7<br/>Projected Housing Growth - 2015<br/>Town of Windham</b>   |             |             |            |
|--|-------------|-------------|------------|
|  | <b>High</b> | <b>MSPO</b> | <b>Low</b> |
| Population Projections - 2015  | 17,981      | 16,938      | 16,826     |
| Less Estimate of Group Quarters Population   | 650         | 650         | 650        |
| Total Projected Residential Population   | 17,331      | 16,288      | 16,176     |
| Projected Number of Households   | 7,074       | 6,648       | 6,602      |
| Increase in the Number of Households (2000 to 2015)  | 1,552       | 1,126       | 1,080      |
| Projected Annual Average Increase from 2000 to 2015  | 103         | 75          | 72         |
| Notes:<br>1. MSPO - Maine State Planning Office<br>2. Group Quarters Population is an estimate based on the existing number residents in group quarters in 2000.<br>3. Projected Number of Households is based on an estimate of 2.45 persons per household<br>4. Increase in the Number of Households is based on 5,522 households identified in the 2000 Census<br>Source: U.S. Census Bureau and RKG Associates, Inc. |             |             |            |

<sup>2</sup> These numbers represent a range of population projections based on different assumptions about future population growth in Maine and Cumberland County. The Maine State Planning Office projects that Windham will have a population of 16,938 in 2015 (prepared January 2002).

limit of this range is slightly lower than the annual average of 106 new dwelling units added from 1980 to 1990 and 119 new dwelling units added from 1990 to 2000. However it should be noted that since the number of estimated dwelling units by 2015 is based on population projections, this technique does not account for the construction of new seasonal housing which are included in the historical count of residential units.

For planning purposes, based on the population projection noted in Table 3-7, it is estimated that the number of residential dwellings will increase by 720 to 1,030 over the next ten years (2013). This represents an increase of 12% to 17% over the total year-round and seasonal dwelling units identified in the 2000 Census (6,088 total dwelling units).<sup>3</sup>

## 5. Implications for the Future

The information presented in this chapter is relevant to all other aspects of municipal planning under consideration within this comprehensive plan update. This includes such areas as housing construction, commercial and industrial development, open space and resource conservation, and the provision of municipal and school facilities.

It is clear from the information presented in this chapter that a substantial amount of Windham's land area still remains largely undeveloped. However, growth trends discussed in Chapter 4 (Population and Housing) of this plan indicate that the town will have to make some important decisions about how its remaining land base will be used to support future growth. These decisions will determine whether or not the land is used in the most efficient way possible to accommodate that growth while also minimizing the impact on the provision of municipal and school services. These decisions will also establish the town's policies with regard to preserving its agricultural and historical heritage, as well as its natural resources.

One question that should be considered with regard to future land use relates to the long-term development of commercial and industrial establishments in Windham. Although the creation of the Enterprise District represents a substantial land base for these types of uses, it may not be appropriate for all types of businesses due to its location and lack of a municipal sewer system. Therefore, the town may want to consider other alternative locations within the community while there is still a suitable land base to select from, as well as the possibility of making sewer available in some areas in order to maximize the remaining commercial and industrial land. Another option might also include a re-evaluation of the C3 commercial zone along Route 302 which in its present configuration, encourages strip development.

The provision of open space and the protection of natural resources will be an important consideration with regard to future land use decisions. Although efforts are being made to protect

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<sup>3</sup> See Chapter 4 (Housing and Population) for data concerning the number and type of dwelling units identified during the 2000 Census.

some of the town's important resources, a relatively small percentage of the total acreage is presently considered to have permanent protection status. The establishment of a long-term strategy for protection of these resources would help to provide policy directives that ensure a more sustained effort with regard to this issue.

Finally, the provision of municipal and school facilities must also be considered when evaluating the future land use needs of the community. As discussed in Chapter 9 (Municipal Services and Infrastructure), a number of town departments have identified the need for upgraded facilities that may involve the need for relocation and expansion. Therefore, it will be important for the town to continue securing suitably located parcels in a timely fashion before these properties are used for other development purposes.