

## **C. SPECIFIC ACTIONS**

The most important and/or complex strategies described in the previous section are expanded upon here. This section gets into the nuts and bolts of implementation and explains how one or more actions can work together to significantly improve the village.

### **ESTABLISH A TIF (TAX INCREMENT FINANCING) DISTRICT (WINDHAM)**

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#### **Overview**

The creation of TIF Districts can help achieve two major objectives: as a local financing tool TIF can go a long way in helping revitalize the existing Rich Tool & Die and Keddy Mill properties, and it can help create opportunities for new commercial development, primarily at the L.C. Andrews site.

#### **The Concept**

TIF is a means to use local tax revenue, derived from new investment in a property, to finance economic development in the same general area as the property. TIF monies can be used for infrastructure improvements, for underwriting new buildings, for training new employees, for financing, and many other similar tasks, all geared to jump-starting new business, jobs, and investment in the target area or district.

#### **Application**

To establish a TIF District a Town must: be convinced that a TIF is essential to make a project viable; define the exact district bounds; hold hearings, and vote to establish the district; and obtain State (DECD) approval.

The three above-mentioned properties (Rich Tool & Die, Keddy Mill, and L. C. Andrews) appear to be ideal candidates for designation; they have stood vacant too long and need a "shot in the arm" to become viable investment opportunities.

The possible district boundaries are shown on the following map. Both districts are in South Windham. The first encompasses the Keddy and Andrews' properties as well as other commercial and residential

properties. This is the center of the proposed mixed-use village zone. It is the area in most need of infrastructure improvements and investments; it is an area that could be served by rail and that has significant blight conditions.

The second possible TIF District is that area, between the river and the rail line, in South Windham, that serves the Rich Tool & Die Mill. In this case an investor has been identified, but funds are needed to provide sewer service to the site. Clearly TIF provides an excellent means to achieve this end.

Another good option would be to combine these two districts into one larger district (see map).

## **Allowable Uses**

The list below is a summary of allowable project costs. The letters behind each suggest which entities (i.e., Keddy (K), Andrews (A), Rich (R), Windham (W)) could take advantage of the TIF.

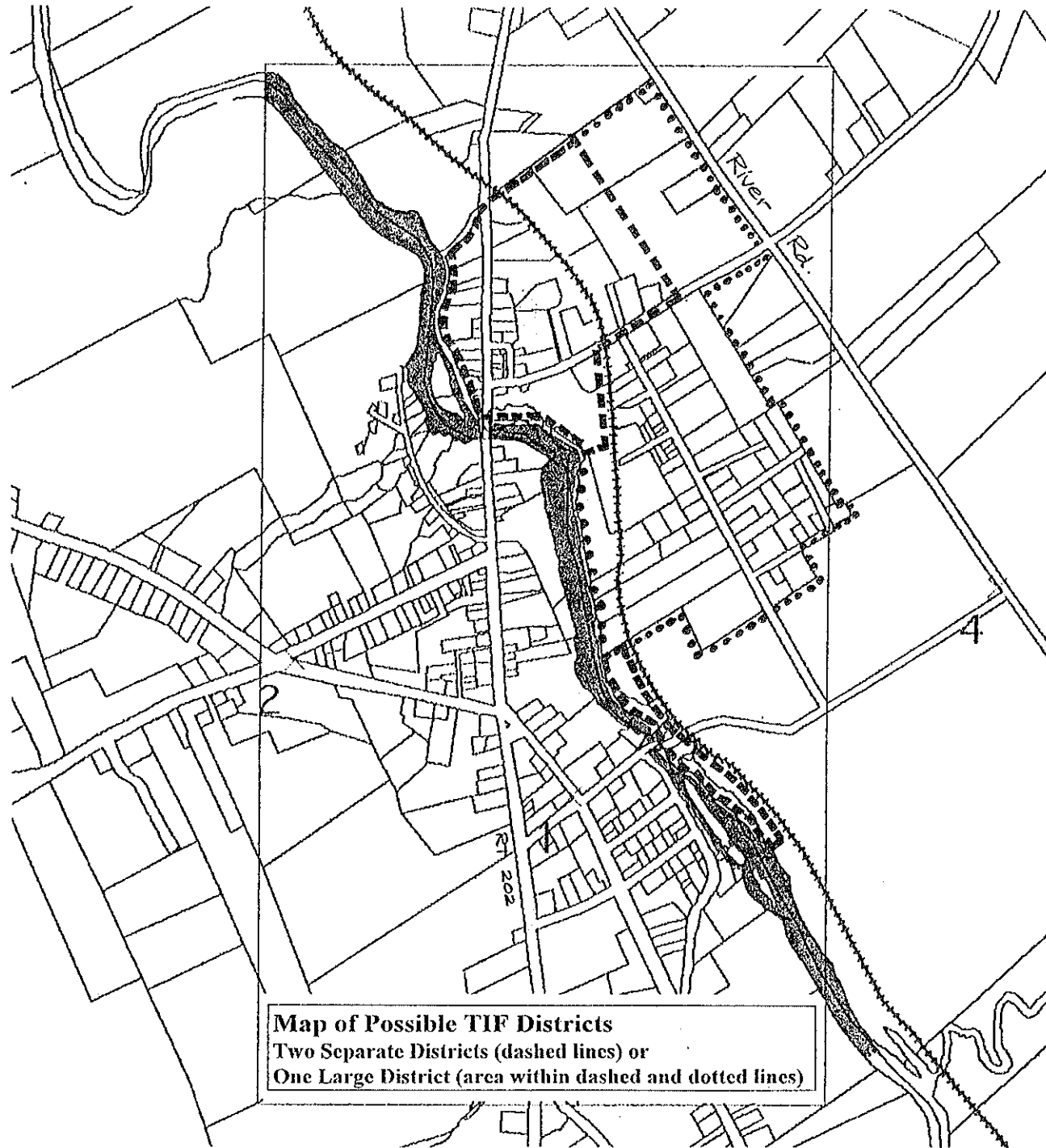
- ◆ Road Construction (W) to improve access within the Andrews' site;
- ◆ Sewer Lines and Treatment (K, A, R) and Portland Water District;
- ◆ Capitol Costs (K, A, R) for construction, demolition, remodeling, etc.;
- ◆ Financing Costs (K, A, R, W), e.g., interest on bonds or notes, etc.;
- ◆ Professional Services, e.g., architects, engineers, planners, etc.;
- ◆ Relocation Costs (A, R); and
- ◆ Employee Training, Impact Studies, Administrative Expenses. A TIF also allows the Town to return an investor's taxes (or reduce taxes) for a specific period, as an incentive to invest in the area.

## **Implementation**

The key, of course, is to attract investors, with the TIF as a carrot, and to negotiate so that everyone wins. This will require a concerted effort on the part of Windham officials (i.e., The Windham TIF Stakeholders Group) who must first be convinced South Windham deserves and needs a TIF designation and then must:

- a) sell the concept to the public and key property owners;
- b) aggressively seek out investors/developers and package deals; and
- c) complete the administrative leg work to establish a development program, financial plan, and district designation.

*It should be noted that the TIF concept, in combination with CDBG funds, provides even stronger incentives to possible investors. The two funding mechanisms should be worked on together.*



## REDEVELOP THE KEDDY SITE (WINDHAM)

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### Overview

For the purpose of this discussion the 9.5 acre Keddy redevelopment site is that area bordered by the railroad, the river, and Main and Depot Streets. It comprises five parcels, the largest of which is the Keddy parcel. It includes the largely vacant Keddy Mill, the S. D. Warren hydro-electric plant, an older apartment building with vacant store below, and other buildings in poor condition. The area could be considered blighted and certainly needs redevelopment. The Mill building has been for sale for years.

This site is critical. It is in the center of the village. It can set the stage for revitalization or, without redevelopment, it can set back progress. At present it looks abandoned yet, with careful planning, it could be a catalyst for widespread redevelopment.

The site has rail access, great views, re-useable buildings, hydro-power, and good visibility. Together with the L. C. Andrews site, to the north, it represents an excellent redevelopment site and tax generator for the Town of Windham.

Clearly, the Keddy site should be within a TIF district (see TIF discussion). Public intervention and public incentives to kick-start private investment is needed. A master plan, that shows a vision of what could be, is also needed.

### Development Concept

The key elements that should be blended together in any public/private development master plan for this Keddy site include:

- ◆ good vehicular access (off Depot Street) to the major buildings that are in fair condition and worth saving;
- ◆ a possible station located on the Mountain Division rail-line;
- ◆ hook-ups to public sewer and water;

- ◆ a demolition program that removes structures in poor condition and structures that make the site difficult to market;
- ◆ exploration of the market for new, mixed uses, including residential development, on prime sites overlooking the river;
- ◆ cooperation in crafting a TIF incentive package that would attract investment;
- ◆ rezoning of the area to encourage creative, mixed-use, development; and
- ◆ cooperation between key land owners, especially Keddy and S. D. Warren.

## **A Possible Keddy Development Plan**

The illustrations that follow suggest one way in which the site could be redeveloped.

This scenario assumes that the following structures are worth saving, based on their condition, usefulness, and adaptability for new uses:

- ◆ the apartment building on the corner of Main and Depot;
- ◆ three structures that are part of the Keddy complex:
  - building #1, a two-story office/warehouse (9,600 sq. ft.);
  - building #2, a 83' x 112' one story structure (9,300 sq. ft.); and
  - building #4, a reinforced concrete monolith, 302' x 39', consisting of two floors (24,000 sq. ft.);
- ◆ the S. D. Warren hydro generating building.  
(see the drawing titled: Keddy Building Complex)

The phased development plan might involve:

### **Phase I:**

- a) clean-up site and demolish blighted structures;
- b) form land-owner alliance to oversee master site plan;
- c) craft TIF incentive package;
- d) explore markets and seek investors; and
- e) rehabilitate corner building (at Main and Depot).

**Phase II:**

- a) work with investor/developer to rehabilitate buildings #1 and #2; (consider office/warehouse/light manufacturing in building #1 and retail (drug/grocery/hardware) in the 9,300 sq. ft. building #2); develop needed parking;
- b) lobby for site being designated a future station;
- c) set aside land near Main and the river for a park;
- d) secure building #4 and build new pitched roof.

**Phase III:**

- a) develop building #4 as a regional specialty mall with associated office space, restaurant(s), brew pub, etc., and complete needed parking and landscaping.

**Phase IV:**

- a) In this and subsequent phases the site would be built-out and might incorporate offices, more retail, and/or light manufacturing, and residential townhouses and/or apartments.

If developed as illustrated in the master plan and aerial perspective drawing, the entire 9.5 acre Keddy site might contain:

- ♦ ±80,000 square feet of retail/office/warehouse/light manufacturing space;
- ♦ a hydro generating plant;
- ♦ a regional rail station;
- ♦ 30 to 50 apartments and townhouses;
- ♦ parking for ±350 vehicles;
- ♦ a village plaza, park, and bandstand;
- ♦ riverside parks and gardens; and
- ♦ access to regional hiking trails.

## Implementation Measures

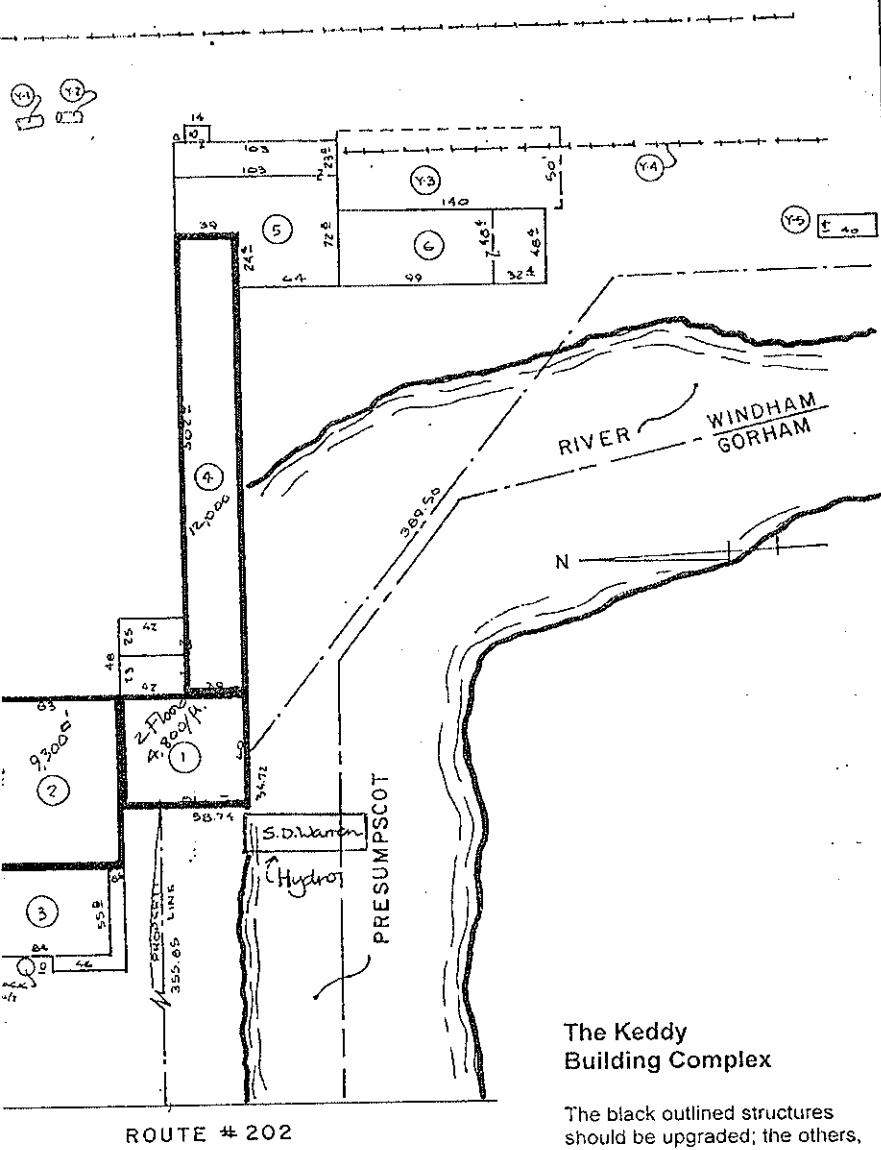
The phased development program outlined above presents one scenario. Other scenarios may be equally valid, but any plan will require extraordinary, sustained, public/private effort and commitment.

Public financial assistance should be sought by:

- ◆ creating a TIF district and attracting an investor by offering attractive tax incentives;
- ◆ using CDBG funds to help with demolition and the provision of utilities;
- ◆ using any available MDOT railroad funds;
- ◆ exploring FAME assistance; and
- ◆ exploring SBA funding programs.

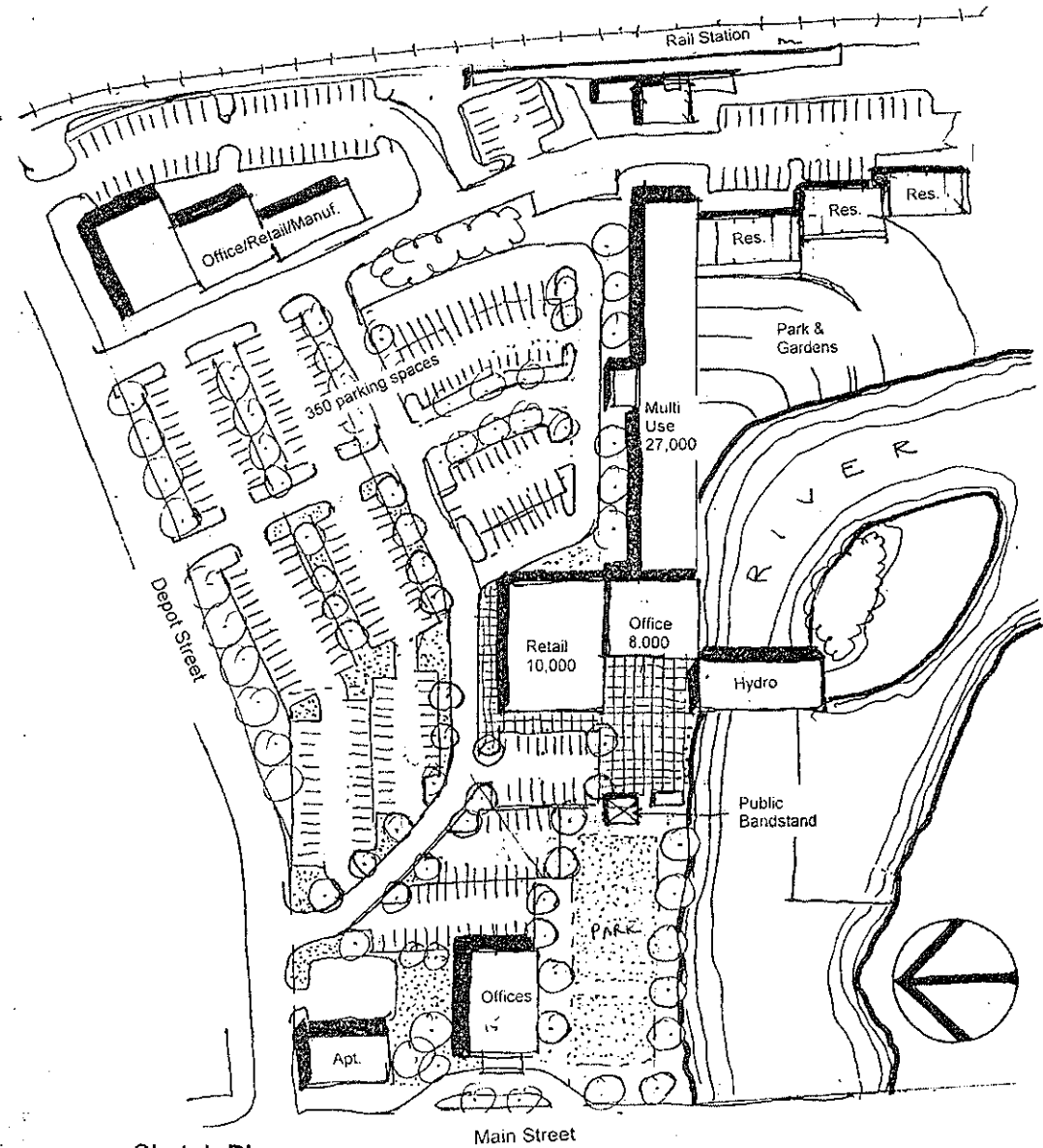
The Town of Windham should also consider hiring a full-time economic development director or staff person to work with South Windham owners to jump-start the Keddy, Rich Tool & Die and L. C. Andrews projects.





## The Keddy Building Complex

The black outlined structures should be upgraded; the others, torn down. S. D. Warren's hydro plant should remain.

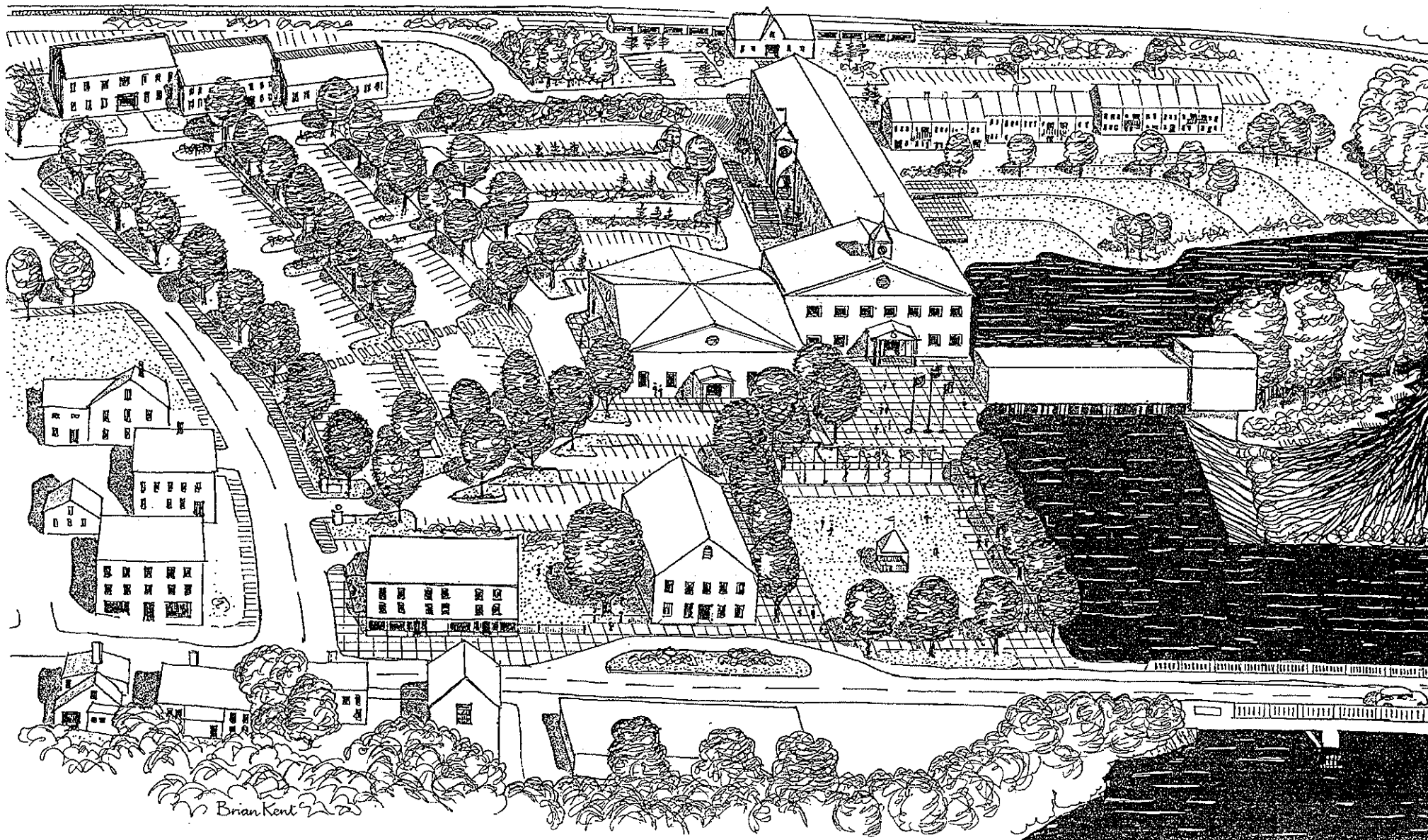


## Sketch Plan Keddy Mill Site



## Aerial View of the Redeveloped Keddy Mill Site

A mixed use proposal for new housing (upper right), new rail station (top center), office buildings (top left), renovated mill (center), and new commercial on Main Street. The design features over 350 parking spaces and a riverfront park, next to the existing hydro plant.



## THE L. C. ANDREWS SITE (WINDHAM)

### Overview

Under this discussion the "L. C. Andrews Site" refers to the general area, east of Main, on both sides of the railroad tracks, north of Depot Street and south of Black Brook. It comprises  $\pm$  18 acres and 10 lots under 11 different ownerships (see map and the table below).

### L. C. ANDREWS SITE: PARCELS AND KEY OWNERS

Lot Number*	Owner
29	Blue Seal Feeds
30	Alan and Jean Goodman
37	Frank and Genevieve True
39	Robin Burnham
49A	Daniel Mathews
49B	Cedar Associates
49C	L. C. Andrews, Inc.
49D	FSB Associates/PBM Associates/G & P Giguere
50	JFG Enterprises
50B	L. C. Andrews, Inc.

\*All lots are on Tax Map 38.

*Note: There is an un-numbered, key lot; the ownership is unknown.*

The area contains 3 or 4 buildings in fair condition, but many others are in poor condition.

Overall, over time, the entire area should be redeveloped under a master plan that recognizes different ownerships but relies on a coordinated approach. A mix of residential and commercial uses (business and light manufacturing) should be planned.

Given its size, importance, deteriorated/blight condition, and proximity to the vacant Keddy Mill, the site should be included in a TIF district and sewer lines should be extended into it.

## Development Concept

A bold, comprehensive approach is needed if this site is not going to remain an eyesore. Redevelopment will also require public/private cooperation. To move beyond the negative situation today, the Town of Windham must offer incentives, must be a catalyst, and must promote and market the concepts outlined here. Long term commitment from both public and private sectors is a prerequisite to success.

To be successful the site must have:

- ◆ good access, from Route 202 and Depot Street (see site plan);
- ◆ good internal circulation with, at least, roads that interconnect Route 202 and Depot Street and, ideally, a rail crossing (see site plan);
- ◆ good infrastructure in the form of sewer and water as well as electricity and telecommunication wiring; and
- ◆ a master plan that shows how these elements can be incorporated to serve different uses (that will be built as investors and markets emerge).

## A Possible Development Plan

The Site Plan and aerial perspective drawing shown here illustrate one approach to redevelopment.

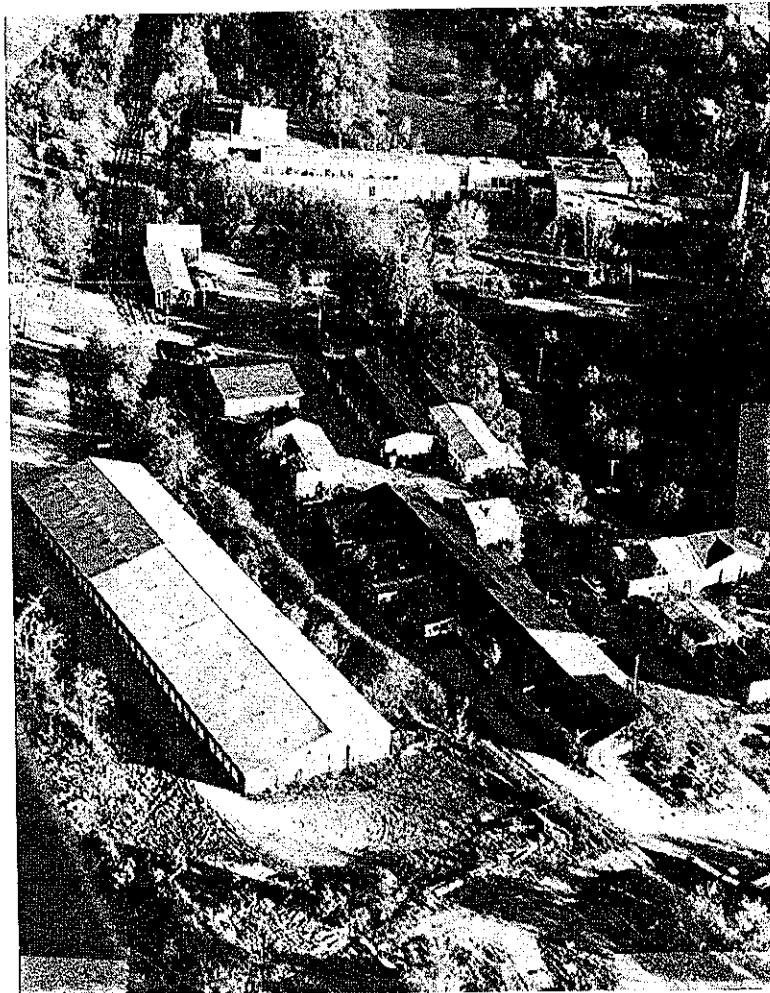
The Site Plan envisions a Business Park on the north and east parts of the site with access off Route 202 and Depot Street (east of the rail line). To the south, west of the tracks are residential townhouses served by a north-south road. Amenities include a large common and hiking trails along the railroad tracks and along the river to the west, across Route 202. Sewer and water would be located in new street rights-of-way, granted to the Town.

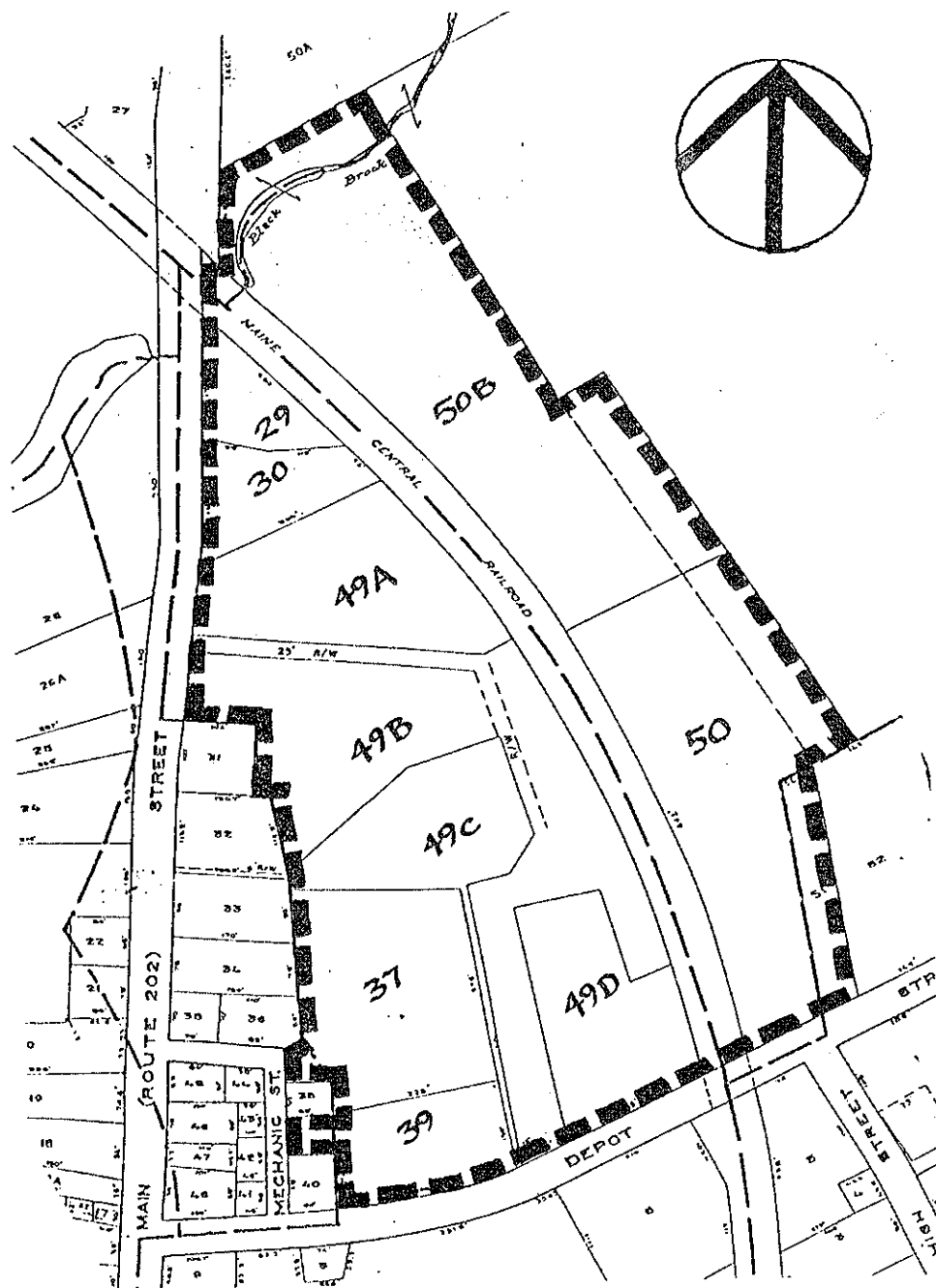
The Business Park plan includes nine parcels, three of which have existing buildings on them. The residential complex has a density of 10 units/acre, and a number of building types and sizes can be incorporated to provide housing for retired people, singles, and families. Ultimately, train service (freight and/or commuter) may be available. *(A rail station is proposed for the Keddy site, just to the south and within easy walking distance.)*

## Implementation Measures

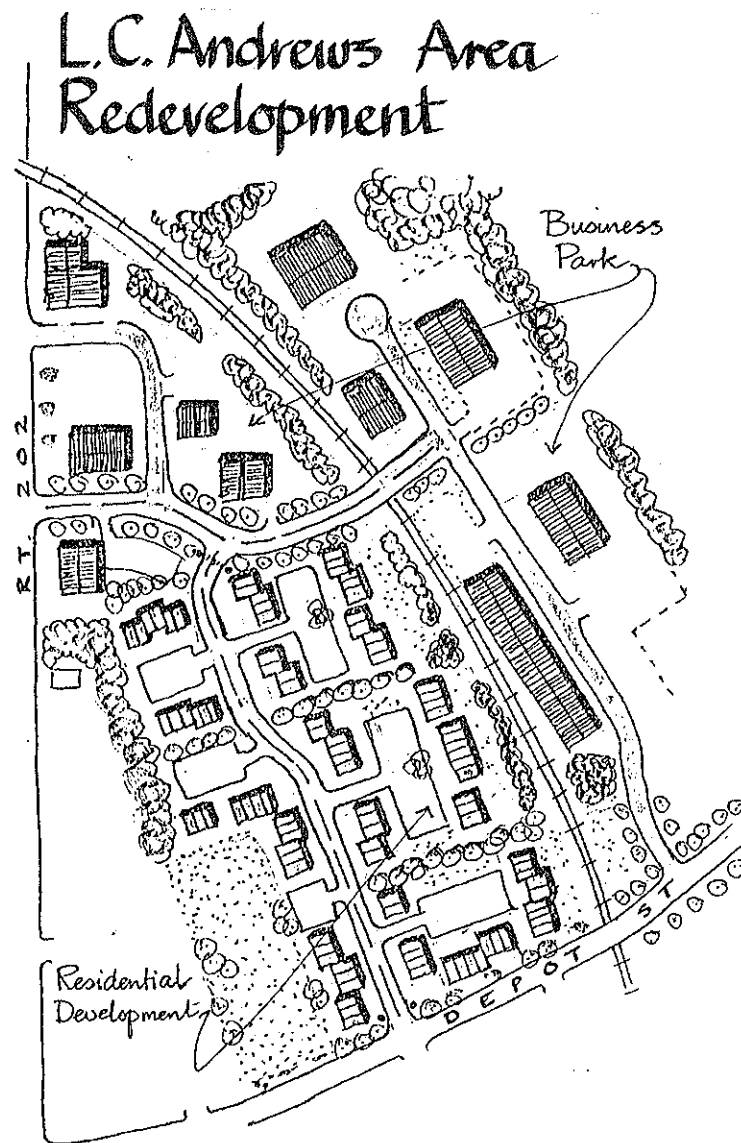
To succeed, the Town of Windham should:

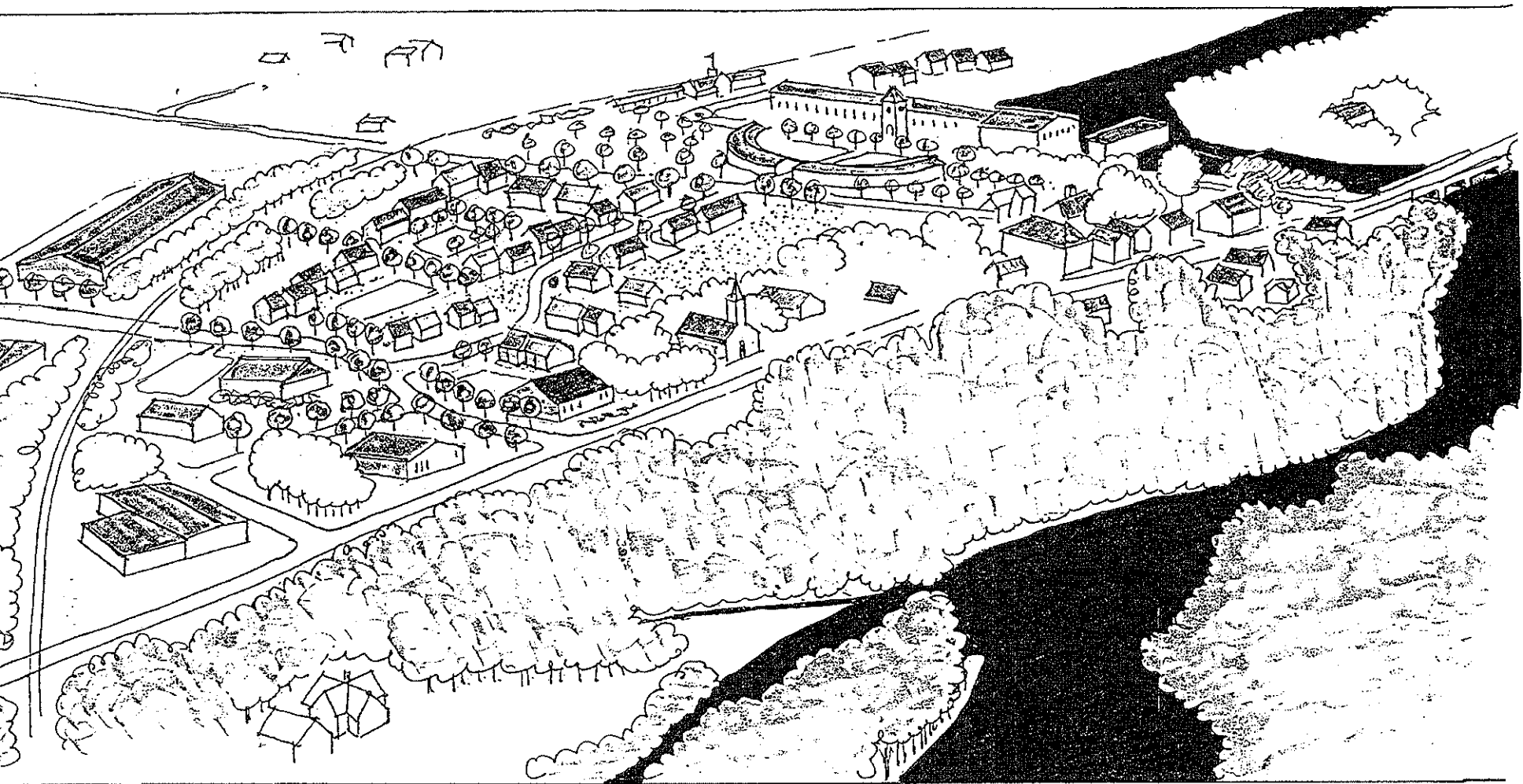
- ◆ embark on a public/private effort to consolidate the key lots to make a viable development package (Economic Development director);
- ◆ apply for CDBG funds to pay for some of the critical sewer extension work;
- ◆ have the area incorporated within a designated TIF district, by the State;
- ◆ initiate (with or without a private investor) first phase infrastructure improvements, preparatory to marketing lots;
- ◆ seek out possible investors.





The L. C. Andrews Redevelopment Site





**The L. C. Andrews Site Redeveloped as a Business Park and Residential Area**

This sketch aerial view shows the Business Park on the left and townhouses in the left center. On the right is the proposed Keddy Mill project and the old South Windham village center. Route 202 runs diagonally across this illustration.

## **REVITALIZE THE CENTER OF LITTLE FALLS VILLAGE (GORHAM)**

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### **Overview**

The heart and historic center of Little Falls Village has long been located on the rise above the river crossing, where Sawyer's and Silva's are today. However, as residential development spreads away from the village and malls and big-box superstores drain customers away, this center has seen less and less activity.

Revitalization, as recommended here, must address these problems and must build upon the positive attributes of the site. They are:

- ◆ its busy location, on Route 202;
- ◆ its central location within easy walk of many houses;
- ◆ its history as a stopping place for barges on the old canal and local center for mill workers;
- ◆ its commanding position, high above the Presumpscot; and
- ◆ the availability of level developable land, behind Sawyers.

### **Proposed Development**

The following illustrations, an aerial view of the Little Falls center and a site plan, depict nine revitalized, existing commercial structures, on both sides of Main Street, the already redeveloped, Canal Place buildings, and three proposed new structures, behind Sawyers and served by a new 53 space parking lot, built with public and private funds.

This venture would require the active participation of adjacent landowners coupled with assistance from the Town of Gorham itself. The objectives are to:

- ◆ encourage slow, positive growth by upgrading and expanding existing business;
- ◆ improve the streetscape (sidewalks, lighting, landscaping, etc.);
- ◆ attract new retail, service, and office businesses;
- ◆ provide better on- and off-street parking; and
- ◆ encourage new residential construction immediately within and adjacent to this center of Little Falls.

## Implementation

Implementation of these objectives should occur in phases; each phase should build upon the other, must involve public/private cooperation, and will depend, to a certain extent, on the growth of the village itself (in Gorham and South Windham).

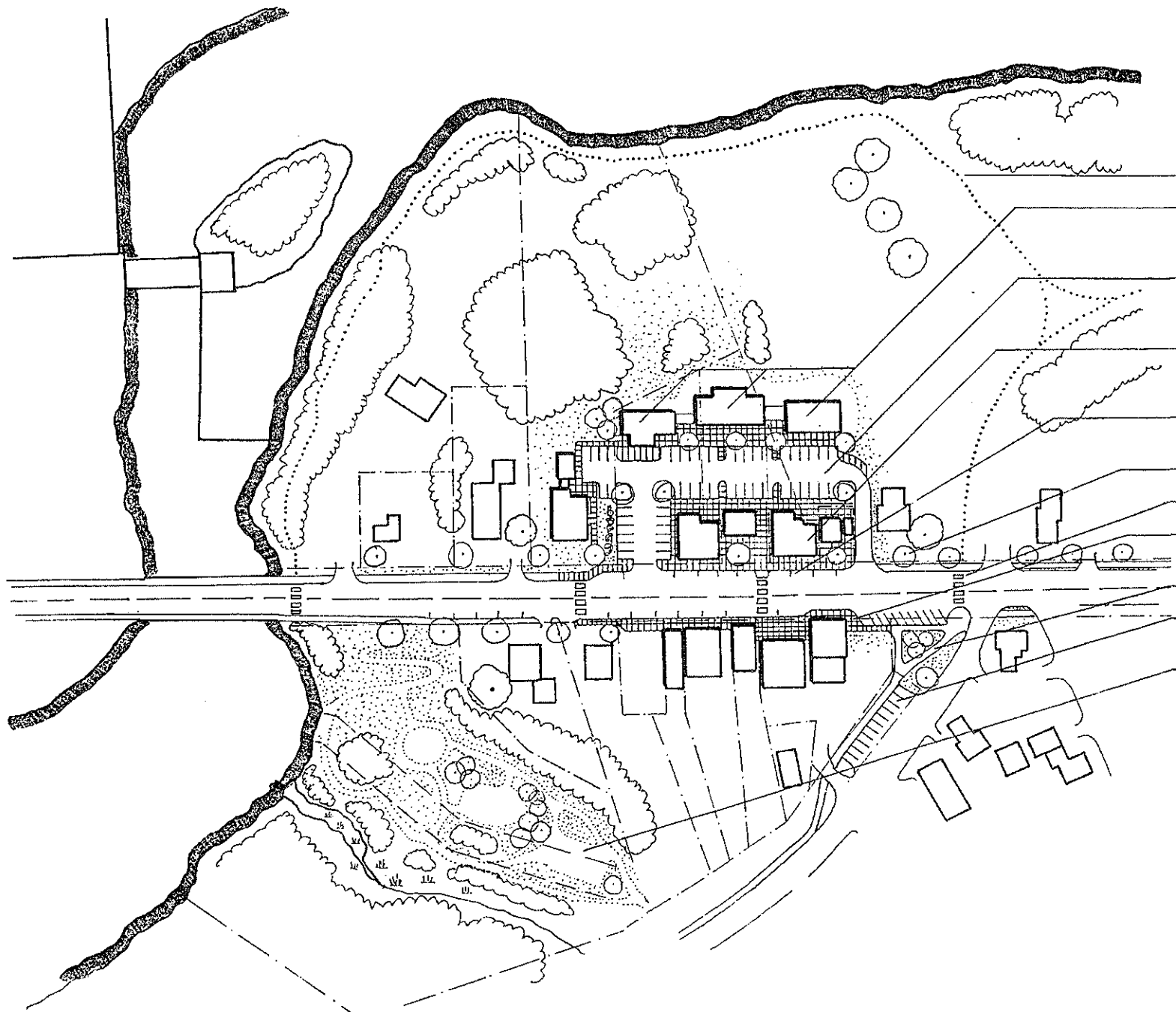
Following is a suggested implementation scenario:

Phase	Action	Responsibility
I	<ul style="list-style-type: none"> <li>Offer facade grants to village businesses to make improvements</li> </ul>	Town, through a CDBG program award
	<ul style="list-style-type: none"> <li>Improve Route 202 road surface, curbs, on-street parking, and the sidewalk streetscape</li> </ul>	Seek MDOT funds and CDBG funds for these improvements
	<ul style="list-style-type: none"> <li>Seek new owners and businesses to occupy existing, vacant buildings</li> </ul>	Work with the towns economic development office to promote new business, in the village center.
	<ul style="list-style-type: none"> <li>Enter into a cooperative agreement to allow for the joint development and a shared parking lot</li> </ul>	Have the town build the lot, with CDBG funds, in return for donation of the land for the parking
II	<ul style="list-style-type: none"> <li>Seek out owners/developers interested in acquiring and developing the rear (easterly) portion of the project site for business and residences; key lots are #94, 95, 96, and 99; the town might consider purchasing Lot 95 to jump-start the project</li> </ul>	The village, town, and owners all have a stake in this; the project could be spearheaded by a non-profit village development corporation, town economic development officials, or a private party

The notes on the site plan illustration show the major features proposed. The elevation sketches show how the old building facades can be improved.

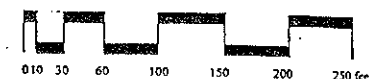
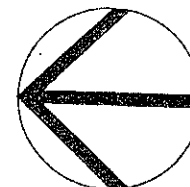
In addition to the above improvements the town should revise the zoning for the area to allow mixed uses, reduce parking requirements, and generally support well designed new buildings. Historic building styles should be replicated to maintain the village's charm.





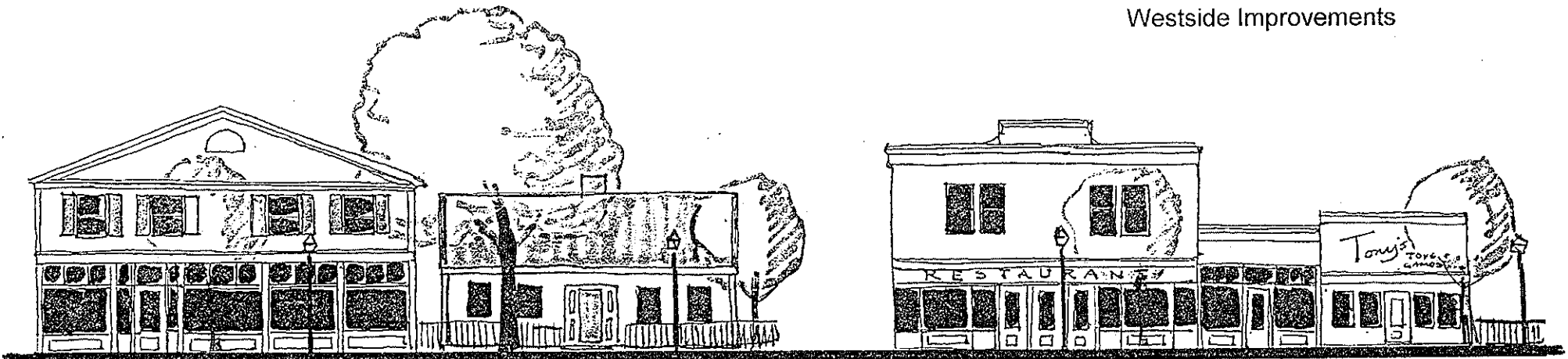
# **LITTLE FALLS VILLAGE CENTER Proposed Site Plan**

- Trails along river and old tow path
- 6,000 to 12,000 sq. ft. of new, mixed use space - retail, offices, and/or residential
- New off-street parking lot with 53 spaces, developed as public/private venture
- Revitalized existing buildings on paved plaza; facade grants and low interest loans used
- On-street parking: 15 parallel spaces and 10 diagonal spaces
- New, rock maple street trees
- Well marked crosswalks
- Newly paved sidewalks with street furniture & pedestrian scale street lights
- New sidewalk on Tow Path Road
- Designated right angle parking for Rod & Gun Club (11 spaces)
- Acquire as village park, with play area, gazebo, paths, lawns, and canoe dock.





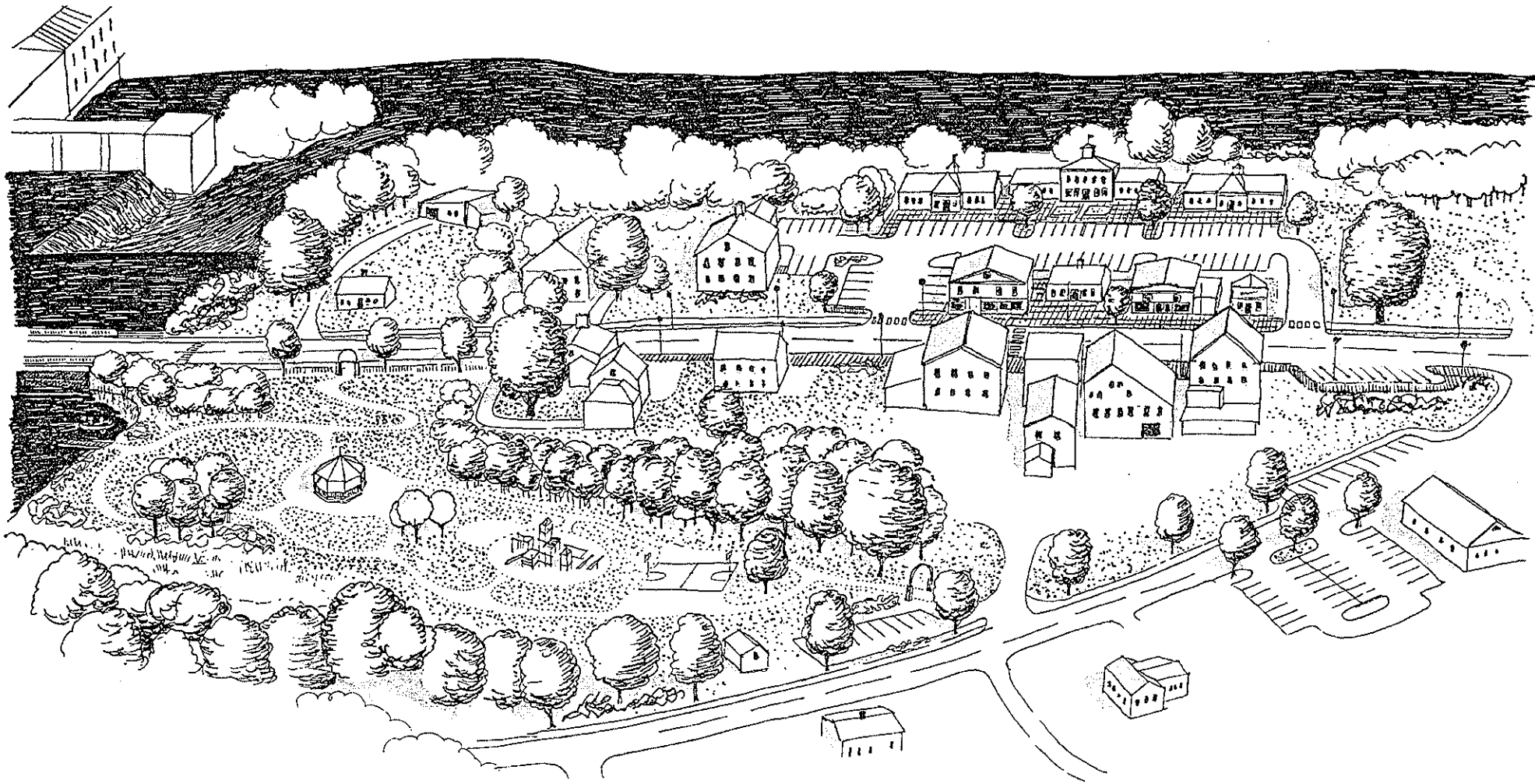
Westside Improvements



Eastside Improvements

### Sketch Suggestions for Facade Improvements, Little Falls Village Center

These illustrations show the kind of improvements that can be achieved by combining good design with incentives for owners to upgrade their buildings.



### **Aerial View of the Redeveloped Little Falls Village Center**

This proposal revitalizes the village by upgrading and expanding the historic center, adding public/private off-street parking, improving sidewalks and the streetscape, and building a new multi-use, riverside park (bottom left).

## UPGRADE ALL EXISTING SIDEWALKS (GORHAM/WINDHAM)

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### Overview

Given the poor condition of most sidewalks it is not surprising residents place high priority on sidewalk repair. Sidewalk repair is more important to them than new sidewalks. The map that follows shows that proposed, combined, Sidewalk Improvement Program.

### Needs

About 1440 linear feet of sidewalk in South Windham is in poor condition and needs to be replaced. Fortunately, most of the granite curbing associated with these sidewalks is in reasonable shape and only a small amount needs to be reset.

About 4720 linear feet of sidewalk in Little Falls needs to be replaced. In almost all cases this will mean ripping up the existing surface, compacting the gravel fill, and adding a new 2 inch layer of bituminous asphalt.

In the commercial centers of both villages, on either side of the bridge, broad new concrete sidewalks, associated with the complete redesign of the "streetscape", are needed. Here, the granite curbs must be reset too.

### Costs

The Sidewalk Repair Program table provides estimates of the costs associated with these improvements. The costs to each town are modest: about \$30,000 in South Windham and \$56,000 in Little Falls.

### Sidewalk Repair Program

*(Note: the sidewalk segments referred to here are from the sidewalk conditions map in the Inventory)*

STREET	SEGMENTS(S)	REPAIRS	LENGTH	COST
<b>South Windham</b>				
Route 202	1	Replace 5' tar surface	400'	\$3,300
Route 202	4	Replace 12' concrete side-walk and reset granite curb	320'	\$16,000
Route 202	7	Widen sidewalk to 5' (tar)	80'	\$1,000
Route 202	9/10	Make new 5' concrete sidewalk	200'	\$5,600
		<b>Total</b>	<b>1440</b>	<b>\$29,560</b>
<b>Little Falls</b>				
Route 202	12	Reset curb, replace 5' tar	300'	\$2,500
Route 202	13/14/15	Make new 10' wide concrete sidewalk; reset curb	200'	\$8,600
Route 202	16/17/18	Replace tar and concrete with tar	1220'	\$10,660
Route 202	20	Reset curb; replace 5' tar	400'	\$7,330
Route 202	21/22	Make new 8' concrete sidewalk; reset curb	200'	\$7,330
Route 202	23	Replace tar (5')	1100'	\$9,170
Route 202	24	Replace tar (5')	1300'	\$10,800
		<b>Total</b>	<b>4720'</b>	<b>\$56,390</b>

### Cost Assumptions

- Remove and replace bituminous tar surface: \$15/square yard.
- Remove and replace concrete sidewalk: \$30/square yard.
- Reset granite curb: \$10/linear foot.
- New granite curb: \$23/linear foot.

### Implementation

Sidewalk improvements qualify for CDBG funding; they can also be funded through a TIF district, if they are within the district itself, or they can be made part of each town's regular CIP (Capitol Improvement Program) and funded with local tax dollars.

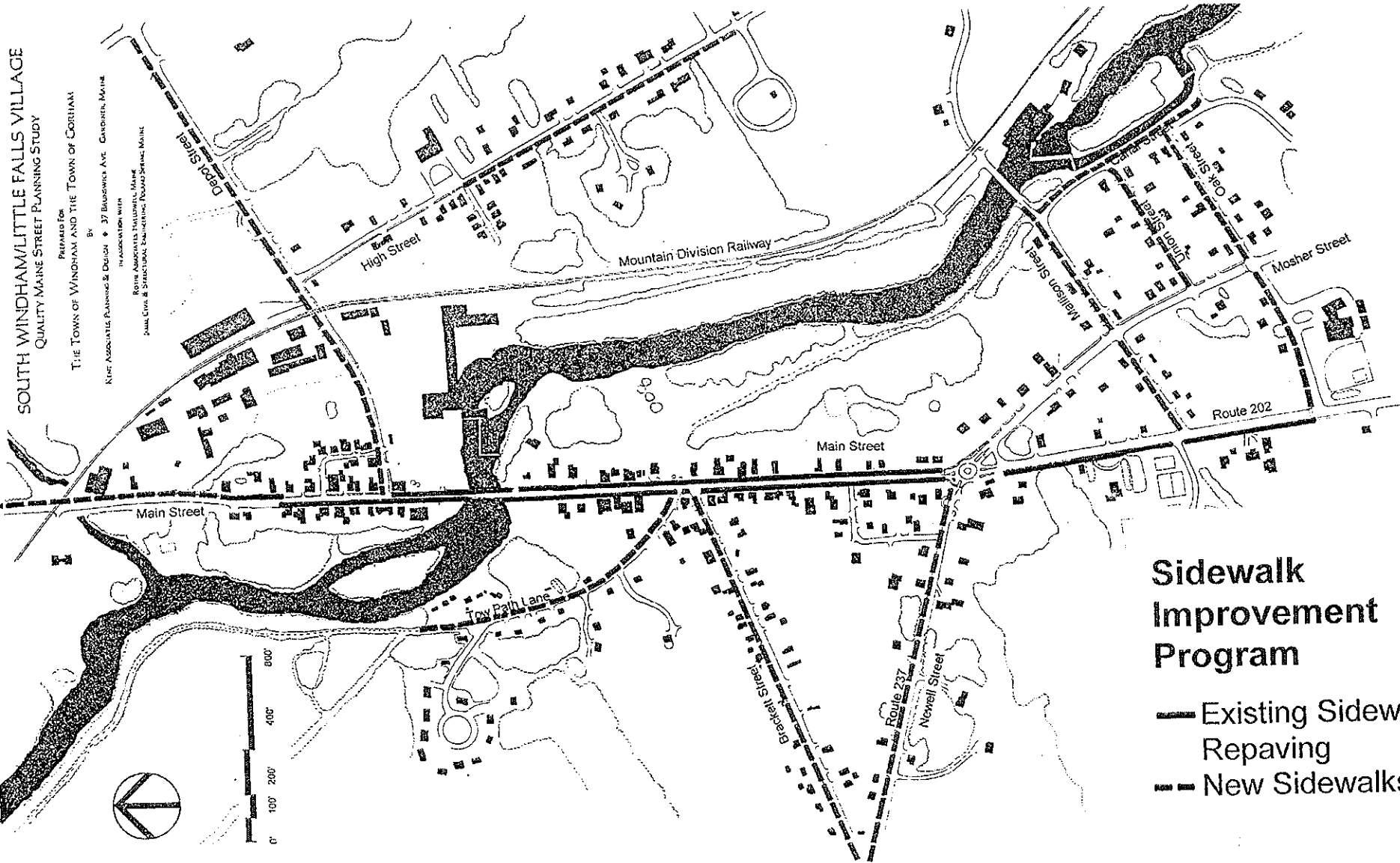
Given their high priority, it would be best to seek CDBG funding first with the towns contributing at least 20 percent.

**SOUTH WINDHAM/LITTLE FALLS VILLAGE  
QUALITY MAINE STREET PLANNING STUDY**

PREPARED FOR  
THE TOWN OF WINDHAM AND THE TOWN OF COBURN

BY  
NIRI ASSOCIATES, PLANNING & DESIGN • 37 BROADVIEW AVE. GARDEN, MAINE

IN ASSOCIATION WITH  
BOYCE ASSOCIATES, ENGINEERS, MAINE  
JAMES CIVIL & STRUCTURAL ENGINEERING, FOUNTAIN SPRING, MAINE



## Sidewalk Improvement Program

- Existing Sidewalk
- - - Repaving
- ..... New Sidewalks

## **EXTEND SIDEWALKS TO BETTER SERVE THE VILLAGE (GORHAM/WINDHAM)**

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### **Overview**

Residents strongly support a phased program to provide more sidewalks in the village - to serve kids going to school, to provide a safe walk to the post office (in South Windham) and to reach commercial and recreational areas.

### **Needs**

The Sidewalk Improvement Program map shows where new sidewalk extensions are needed. This need will likely grow as the village population grows and new, in-town housing is built.

### **Costs**

The following table spells out the estimated costs for new sidewalks. The notes describe the assumptions made regarding quality, materials, and price.

The total estimated cost in South Windham is just over \$51,000; the cost in Little Falls is calculated to be close to \$85,000.

## New Sidewalk Program

SIDEWALK SEGMENT	LENGTH (LIN.FT.)	COST*
<b>In South Windham</b>		
• Route 202, Custom Homes to Post Office, each side	1600	\$16,400
• Depot Street, Route 202 to River Road, north side	2200	\$22,550
• High Street, from existing to State land, west side	1240	\$12,710
<b>Total: South Windham</b>		<b>\$51,660</b>
<b>In Little Falls</b>		
• Tow Path Road, from Land Trust to Route 202 one side	1200	\$12,300
• Brackett Street, Route 237 to Route 202, north side	1840	\$18,860
• Route 237, Brackett to Route 202, north side	1600	\$16,400
• Mallison, Route 202 to river, one side	1200	\$12,300
• Union Street, Route 237 to Canal, one side	600	\$6,150
• Oak Street, Route 202 to Canal, one side	1200	\$12,300
• Canal Street, Mallison to Oak, one side	650	\$6,620
<b>Total: Little Falls</b>		<b>\$84,930</b>

## Cost Assumptions

- assume minimal site preparation, 6" gravel base and 2" layer of bituminous asphalt overlay
- assume 5 foot wide bituminous sidewalk with rolled curb unless otherwise noted
- two inch bituminous sidewalk estimated at \$9.00/sq. yd.
- rolled curb estimated at \$2.75/ft.
- twelve inch gravel base and site work estimated at \$4.50/sq.yd.

## Implementation

The remarks made about sidewalk repair also apply to new sidewalks. The best strategy is probably to seek CDBG funds with a match from each town's local capitol improvement budget, perhaps phased over 2 or 3 years.



## REVISE THE VILLAGE ZONING IN EACH TOWN (WINDHAM/GORHAM)

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### Overview

There is very strong support for revisions to the zoning in both towns. First, people believe the existing zoning is uneven, when viewed in terms of equity. Second, there is wide agreement about the need for more flexibility, consistency, and language that promotes mixed (compatible), small town land uses.

### Recommendation

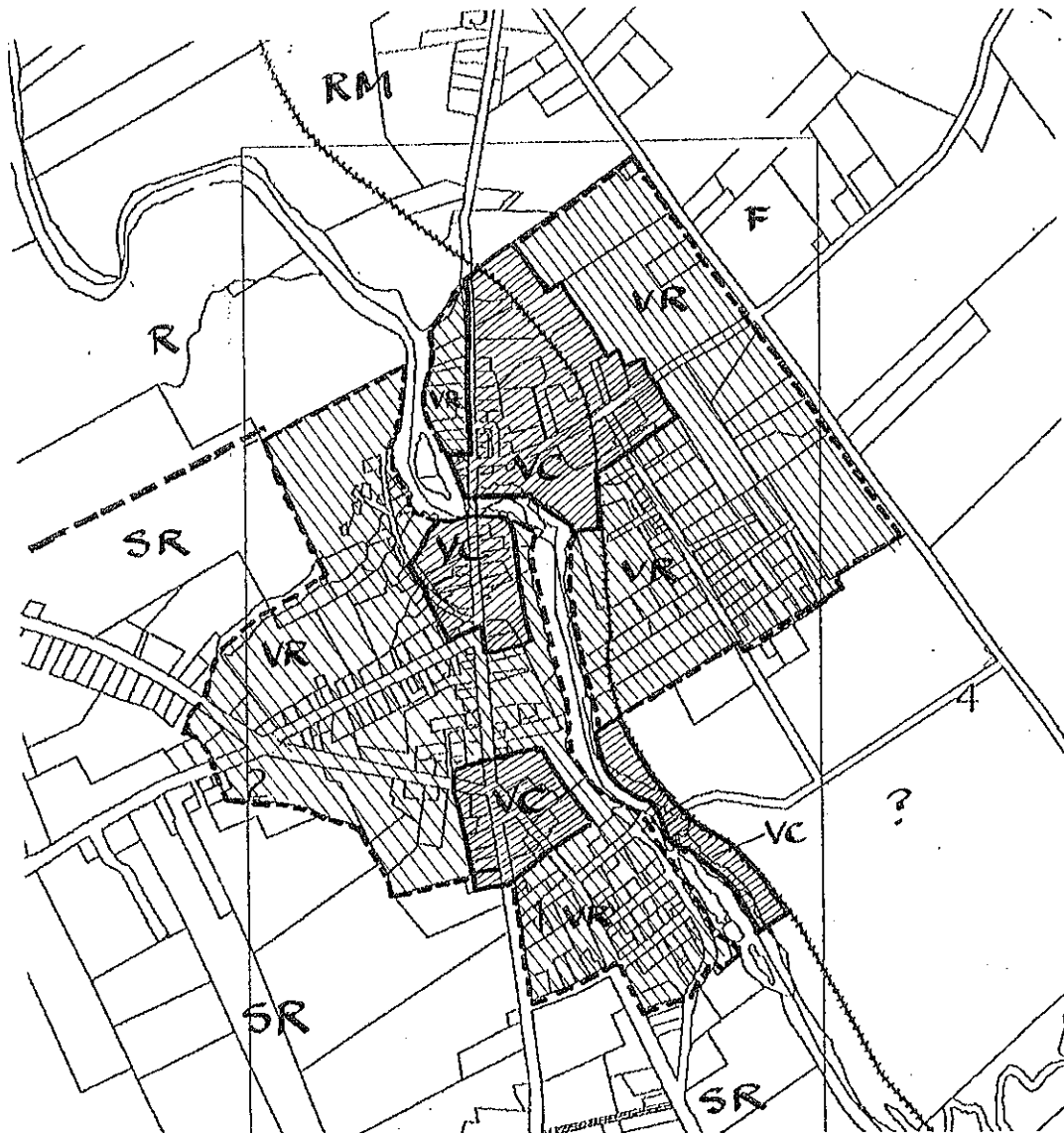
The following zone changes, illustrated on the map, are recommended and should be adopted in both towns.

**The VC (Village Commercial) Zone.** A mixed-use zone in which residential, commercial and light industrial/manufacturing uses are encouraged, subject to standards that promote a pedestrian-friendly village atmosphere, and recognize the area's historic roots and are compatible with the existing residential character of the area. Recreational and institutional uses are also permitted. The zone relies on the extension of sewer lines.

**The VR (Village Residential) Zone.** A primarily residential zone in which single family, duplex, townhouse, apartment, and elderly housing is encouraged at densities of up to 10 units/acre, provided sewer and water service is available; otherwise the minimum lot size is to be 20,000 sq.ft. Recreational and institutional uses are also permitted.

**Old Zones.** The VC and VR zones will replace those in existence now. Further, Windham (I) Industrial Zone along the river is to be removed and Gorham's UR-MH Zone reduced in size while the SR Zone is enlarged.

**Shoreland Zone.** An overlay RP (Resource Protection) Shoreland Zone within 100 ft. of the river or encompassing the 100 year flood plain (whichever is larger) shall also apply, except at the Keddy, Rich Tool & Die and Hydro-electric sites.



## **MAKE SAFETY IMPROVEMENTS AND SLOW DOWN TRAFFIC ON ROUTE 202 (WINDHAM/GORHAM)**

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### **Overview**

The speed of traffic moving through the village, where the 25 mph limit is routinely exceeded, is of great concern to residents. Indeed, traffic, safety, and crosswalks rated as high priority issues, as did the need for gateways and more on- and off-street parking.

### **Proposed Actions**

The "Proposed Traffic, Safety, and Parking Improvements" map on the next page sums up the action strategies described earlier in this report. The map shows:

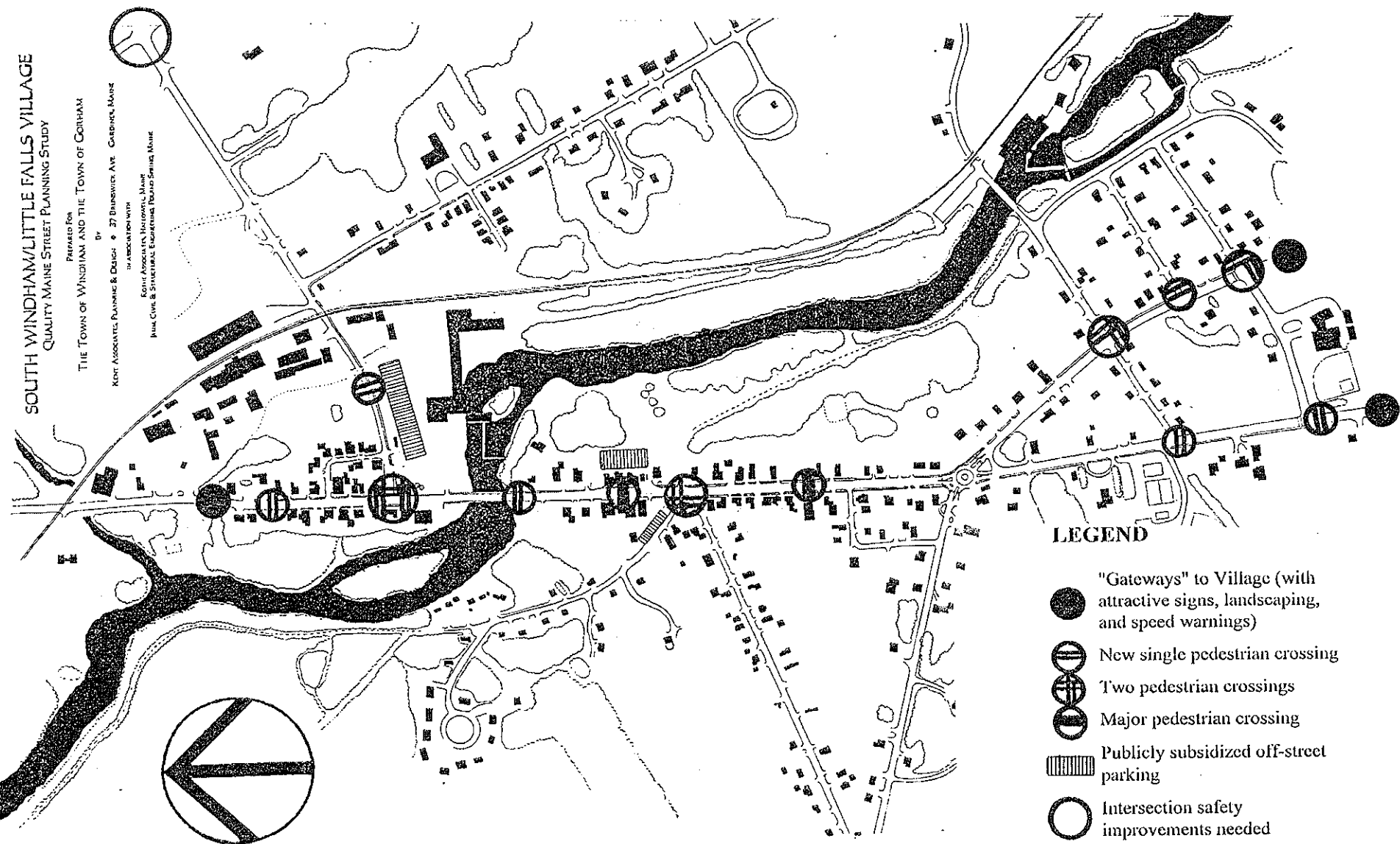
- ◆ the locations for three gateway signs with landscaping; these could be built with volunteers and MDOT "Gateway" funds; up to \$5,000, per town, is possibly available;
- ◆ seventeen crosswalks, at 12 locations, that need to be painted boldly, with broad stripes, signs, and road markings; most of these crosswalks are on Route 202, in the center of the village; they are spaced at regular intervals so as to slow traffic;
- ◆ public and private off-street parking possibilities on each side of the river, primarily at Keddy's and behind Sawyers; and
- ◆ one of two dangerous intersections at the junctions of the River Road and Depot (show) and River Road and Route 202.

**SOUTH WINDHAM/LITTLE FALLS VILLAGE**  
**QUALITY MAINE STREET PLANNING STUDY**

Prepared for  
 THE TOWN OF WINDHAM AND THE TOWN OF CORHAM

By  
 KENT ASSOCIATES PLANNING & DESIGN • 27 DUNDAS AVE • GARDINO, MAINE

IN ASSOCIATION WITH  
 KENT ASSOCIATES PLANNING & DESIGN  
 JOHN CIVIL & STRUCTURAL ENGINEERING BOARD SPRING, MAINE



**LEGEND**

- "Gateways" to Village (with attractive signs, landscaping, and speed warnings)
- ⊕ New single pedestrian crossing
- ⊕ Two pedestrian crossings
- ⊕ Major pedestrian crossing
- ▨ Publicly subsidized off-street parking
- Intersection safety improvements needed

**PROPOSED TRAFFIC, SAFETY,  
 AND PARKING IMPROVEMENTS**

## EXTEND THE SEWER SYSTEM TO RICH TOOL & DIE (WINDHAM/GORHAM)

### Overview

Given the good condition of the Rich Tool & Die building there is a strong possibility a new business will locate there. This would bring jobs to the area and improve Windham's tax base. However, the building has no sewage or septic system; this is a major deterrent to its reuse.

### Proposed Action

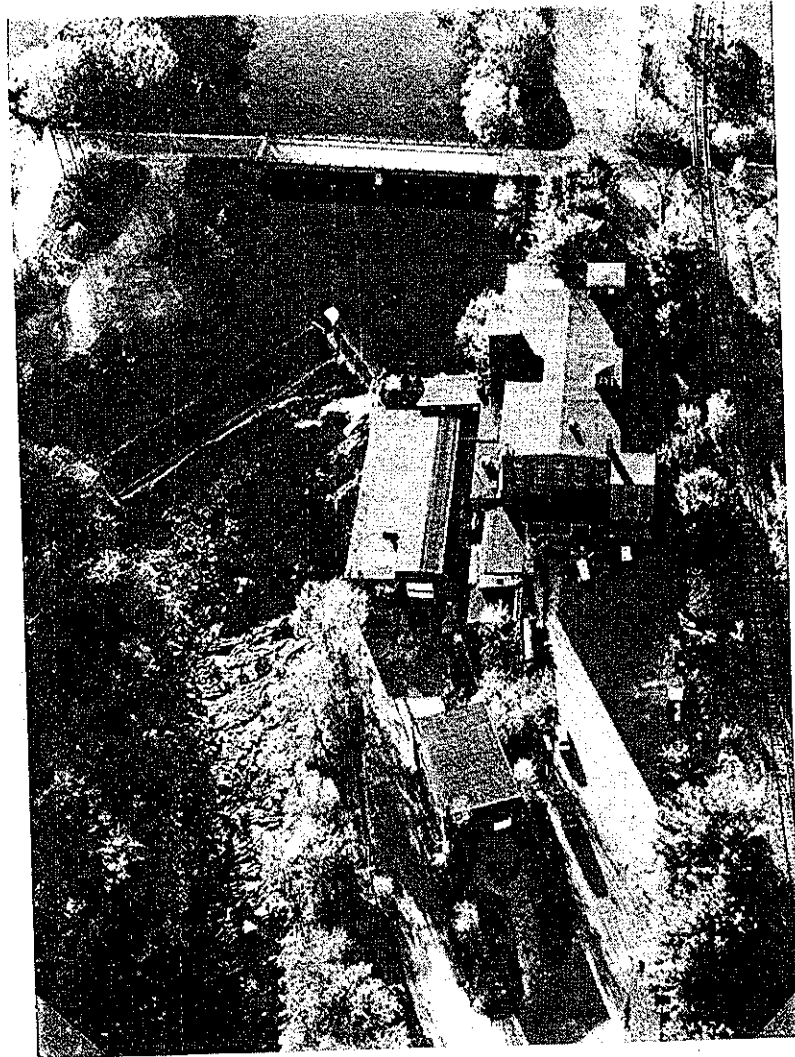
Preliminary discussions with the Portland Water District, Windham town officials, and the sewer engineers show that the treatment plant has the capacity to serve the Rich Tool & Die building and that a force main can be extended from Route 202 along Route 237 and down Mallison Street. The 1997 cost for this work is estimated to be just under \$198,000 (see table below, provided by the Portland Water District).

It is recommended that the Towns apply for CDBG Economic Development Infrastructure funds in the amount of \$158,400. The \$39,600 local match could be from Tax Increment Financing dollars.

### COST ESTIMATE FOR RICH TOOL & DIE SEWER PROJECT

	Qty	Unit	Unit Cost	Total Cost
Pump Station	1	each	\$20,000	\$ 20,000
4" Force Main On Bridge	157	feet	\$ 100	\$ 15,700
4" Force Main Buried	1866	feet	\$ 40	\$ 74,640
8" Gravity Sewer	0	feet	\$ 80	
Sewer Manholes	0	each	\$ 1,000	
Ledge	300	cy	\$ 65	\$ 19,500
Pavement	1400	sy	\$ 12	\$ 16,800
<b>Subtotal</b>				<b>\$146,640</b>
Design & Const. Eng.	10%			\$ 29,328
Contingency	15%			\$ 21,996
<b>Total</b>				<b>\$197,964</b>

An aerial view of Rich Tool & Die  
with the Mallison Falls bridge and  
dam (at top, left)



## **ESTABLISH A FACADE PROGRAM (WINDHAM/GORHAM)**

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### **Overview**

Residents would like to see the historic flavor of the village center restored. This can be achieved, in part, by improving the commercial building facades along Main Street. It is also a well established fact that good design (in combination with marketing and good business/organizational skills) can help revitalize a downtown.

### **Proposed Actions**

Financial incentives and friendly advice are two of the best ways to help encourage building owners make facade improvements.

First, a facade grant program, underwritten with CDBG funds and available to village center business owners should be established. The towns should offer up to \$2000/business as an incentive and require a 75 percent private match (for exterior improvements, only). A sum of \$15,000 should be set aside for the grants program.

Second, the towns should offer sound advice and counsel on good facade design. Suggestions for upgrading existing building facades in the village are found elsewhere in this report. Generally, the goal should be to recreate the traditional styling of the building - to retain the materials, colors, proportions, scale, and rhythms that the builders of yesteryear used.

Before any owner embarks on facade improvements it would be prudent to follow these steps:

- a) contact the local Historical Society to see if they have old photographs that might show how the building looked in another era;
- b) check with the town office to see if facade grants or loans are available to help cover costs;
- c) consult with a registered architect (preferably one who specializes in historic structures) about design ideas;
- d) review the sign design guidelines in this plan;
- e) consider landscaping improvements such as planting shrubs, window boxes, picket fences (across parking lots or garden spaces), etc.

## General Guidelines

- ◆ Avoid using modern materials such as vinyl siding and aluminum framed doors, screens, and windows.
- ◆ Place all wiring, cables, meters, and electric boxes out of sight.
- ◆ Try to restore (or add) elegant details such as trim, moldings, shutters, cornices, rails, etc., provided they fit with the style and period of the architecture.
- ◆ Retain original doors and windows (or find new reproductions that match the proportions of the old ones).
- ◆ Remove old (and new) plastic, neon, or other signs that do not fit in with the character of the village.
- ◆ Research the history of the structures, with the help of an architectural historian, and look at old photographs; this can help make the restoration authentic.
- ◆ Seek out the advice of an architect or architectural historian before making any changes.
- ◆ Avoid using cheap, commercial (temporary) signs.
- ◆ Remove, or place in an out-of-sight location, all contemporary "add-ons" (e.g., air conditioners, temperature gauges, meter boxes, prominent security lights, and cable/utility lines that can be placed elsewhere on the building).

## New Construction

If new buildings are added in the village area (or if an existing one is substantially renovated), make sure that the following design guidelines are applied:

- ◆ make sure the height proposed is compatible with others in the neighborhood;
- ◆ match existing bulk and massing;
- ◆ maintain window and door rhythms (and symmetry where appropriate);
- ◆ maintain the same relation to the street (or adjacent open space) as adjoining structures;
- ◆ use an architectural style that is compatible with that of the neighbors; and
- ◆ incorporate features, such as porches, colonnades, picket fences, sign design, etc., as is found in the immediate area.



## ENACT SIGN REGULATIONS (WINDHAM/GORHAM)

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### Overview

Residents value the historic character of the village/Main Street area and strongly favor some form of sign regulation. Further, Gorham is currently drafting new sign regulations for the whole town, including Little Falls.

### Recommendations

The following recommendations regarding sign size, color, and placement are for commercial signs on buildings and for free-standing signs. The objective is to allow for variety within certain limits. Garish neon or flashing signs and signs that advertise national products (Coke, Winston, etc.) are not favored. These standards would apply in the proposed VC (Village Commercial) Zone.

**Sign Size.** Generally, for a 25 mph travel speed, signs on buildings should be placed no higher than 16 feet above grade and cover an area of no more than 20 square feet. Large signs are inappropriate, out of scale, and detract from the historic character of the village. Signs mounted flat on building facades are preferable but small, hanging signs, attached to the building are acceptable (see Sign Placement). Wall mounted signs should have a minimum letter size of 9 inches if they are to be visible from a passing car.

**Sign Information.** Limit the amount of information on the sign. Identify the business name and perhaps add vital secondary information about the service or products offered. Often this can be done with a logo or simple illustration. The experts say that the total number of letters used should be no more than 30.

**Sign Color.** Use up to three colors. Match the color to that of the building's walls or trim. If more than one sign is used, coordinate colors. The following table provides some good ideas.

Letters	Background	Accent Colors
Gold leaf, white red, blue, green, cream, straw yellow	Black	White, red, green gold leaf, blue, dark yellow
White, red	Navy blue	Black, white straw yellow, gold leaf
Navy blue, black	Gray	White, red
Gold leaf, white, red	Emerald green	White, gold leaf, black
Gold leaf, light blue	Brown	Red, white
Navy blue, red	Cream	Black
Gold leaf, white, mustard yellow	Red	Black
Navy blue, red	Mustard yellow	Red, black

**Materials.** The "Olde Canal Place" sign at Downeast Design Resources in the village is a good example of appropriate color and materials. It is a wood sign with gold leaf letters on a navy blue background. Wood signs or signs on 3/4 MDO (Marine grade plywood) are best; plastic, internally lit, or flashing signs are inappropriate in the village.

**Lighting.** The light source, no matter the location of the sign, should be concealed from view as much as possible, using landscaping and other shielding devices.



## **EMBARK ON A STREET TREE PLANTING PROGRAM (WINDHAM/GORHAM)**

---

### **Overview**

Residents strongly support a street tree planting program designed to create attractive village streets and moderate the effects of heat, sound and air pollution. New street trees on Main Street should compliment the historic rock maple trees there, but other species could be used elsewhere.

### **The Program**

The proposed planting program is confined to the main roads within the village (Main Street, Brackett Street, Route 237, and Depot Street) so that the trees themselves help identify the village. The objective is to create avenues of trees where possible, taking overhead wires, ownership, and safety into consideration.

### **Implementation**

The street tree planting plan should be developed with help from a landscape architect and in coordination with the public works departments of each town. Trees should be located in the public right-of-way, where feasible, but private participation in the program should be welcomed, and planned for, so trees can be sited on private land where applicable.

Funding sources that should be considered, include:

- ◆ Town capital improvement funds;
- ◆ MDOT (if reconstruction is planned MDOT should have a landscape budget for tree planting);
- ◆ private donations and fundraising, perhaps with an adopt-a-street program;
- ◆ CDBG funds (these could match town and/or private funds (80:20) or a tree planting loan/grant program could be instituted). Auburn has a program under which up to \$500 will be loaned an applicant, and up to \$500 will be given as a grant. Loans and grants must be equal.

## **BUILD A BIKE/PEDESTRIAN CROSSING ON THE GAMBO BRIDGE (WINDHAM/GORHAM)**

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### **Overview**

The committee and residents have expressed strong support for rehabilitating the exiting Gambo Bridge over the Presumpscot river as a pedestrian and bicycle bridge. The Gambo Falls Bridge is a four span, 170 foot single lane vehicular bridge that is currently closed to all traffic due to the poor condition of the bridge superstructure. The bridge has three 30 foot steel girder spans and a historic 80 foot steel pony truss span. Proposed improvements to the bridge will allow the structure to be reopened as a non-vehicular bridge providing pedestrian and bicycle access over the Presumpscot River between trails in Windham and Gorham.

### **Project Proposal**

Last year four bridge design alternatives were considered in a study the two towns conducted. The recommended design solution was the replacement of the three 30 foot spans with new precast, prestressed concrete superstructure slabs and the construction of a new cast-in-place concrete deck slab over the 80 foot historic pony truss. The project cost (in 1996 dollars) was estimated at \$316,500.

The recommended bridge improvements offer advantages in construction over other alternative structural types. Precast concrete is cast and cured under controlled environmental conditions producing consistent quality concrete, and the use of precast elements decreases the construction timeframe.

On-site construction would require little specialized equipment or labor, which would allow the Maine National Guard to contribute significantly to the project. The Guard has stated it is willing to participate in the project. Their participation is based on training value, equipment requirements, and manpower capabilities. The recommended design solution allows the opportunity for the Guard to participate in construction in several ways. Construction tasks could be separated and organized to meet the schedule and availability of the Guard. (*This material is from the August 30, 1996, T.Y. Lin study*).

## Bridge Specifications

The proposed modifications to Gambo Bridge include two travel options which are differentiated by surface materials and are separated by a grade differential (see diagram). Together this seven inch grade change and material difference, along with signs, are intended to separate users of different types and speeds. A six foot wide, elevated boardwalk is located on the upriver side of the bridge; it is intended for those who are walking as well as those in wheelchairs (ramps are provided from each approach). Two overlooks are located on the Gorham portion of the bridge, positioned above the concrete piers. Two benches are included within the overlooks. They provide an opportunity for people to stop, sit, and view the river. These activities and uses are intended for this side of the bridge because of the outstanding views looking up the river.

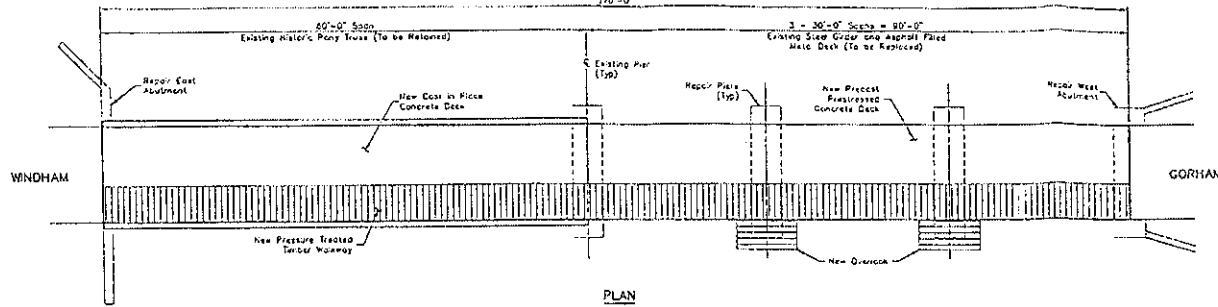
A ten foot, on-grade, concrete, multi-use walkway is located on the downriver side of the bridge for those on bikes, walking their bike, running, or on cross-country skis.

## Implementation

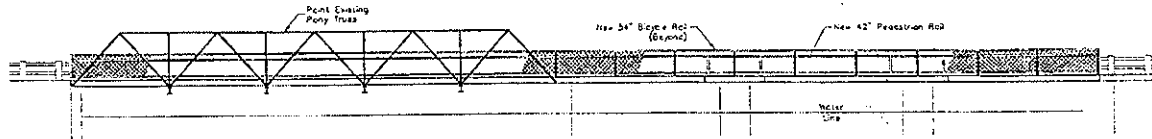
The \$316,500 cost of building this crossing is high given other priorities. Consideration should be given to building it in phases or in a less expensive manner. Funding sources to consider are:

- ◆ MDOT, if another T-2000 funding cycle is announced or possibly from "Enhancement" funds for historic highway features;
- ◆ contributions from both towns;
- ◆ the CDBG program;
- ◆ private contributions; or
- ◆ a combination of these.

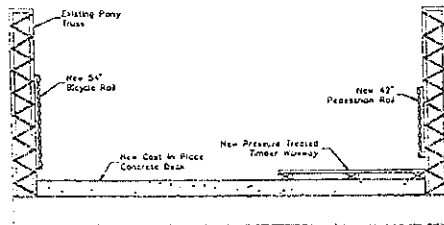
Again, the Maine National Guard's assistance in construction should be solicited and the full T.Y. Lin "Gambo Falls Bridge" study of August, 1996, referred to.



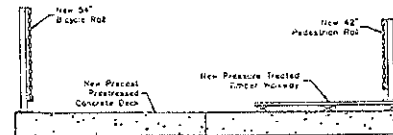
PLAN



ELEVATION



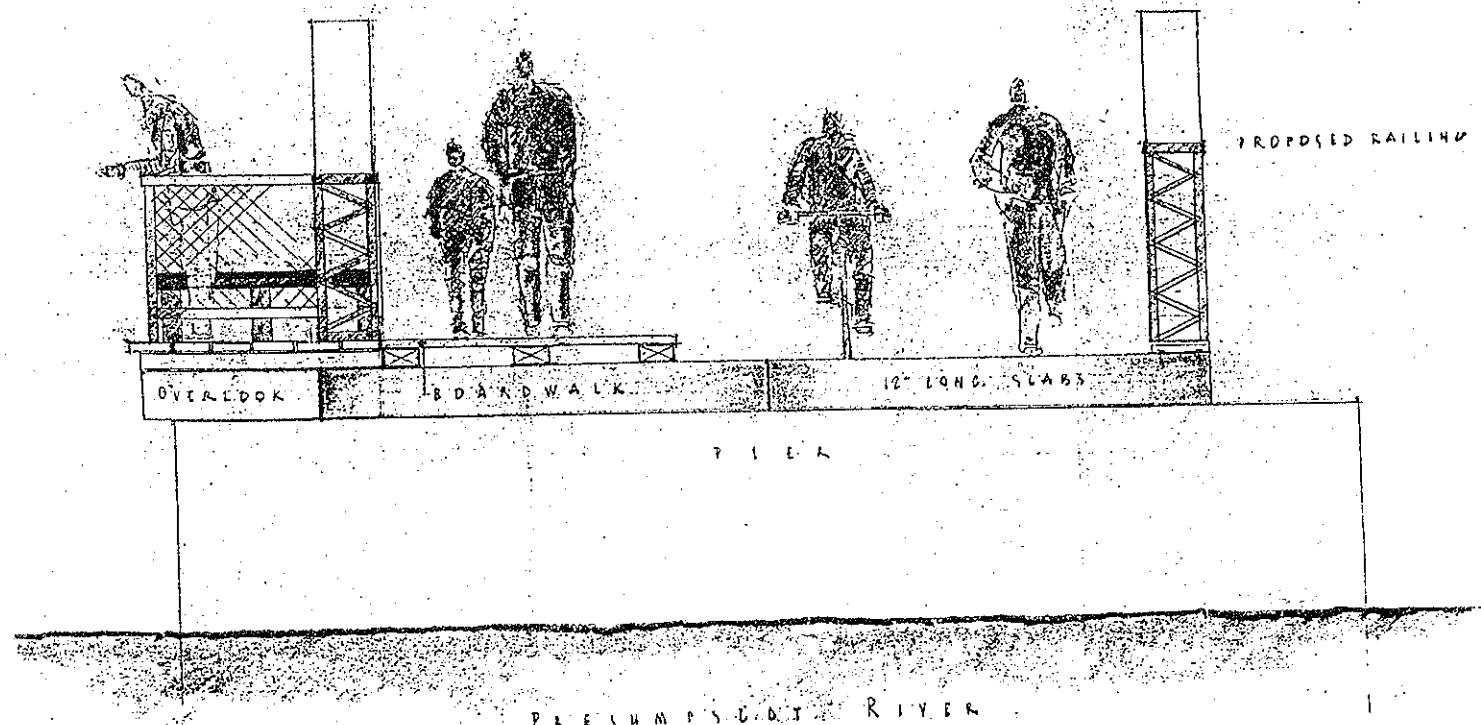
PROPOSED SECTION THRU HISTORIC TRUSS



PROPOSED SECTION THRU 30'-0" REPLACEMENT SPAN

#### BRIDGE IMPROVEMENTS SCOPE OF WORK

1. Remove and dispose of existing three 30 foot steel girders and bituminous tied steel deck superstructure spans adjacent the west approach.
2. Move existing historic pony truss to and add staging area to facilitate possible overhead hoisting or provide temporary shoring to clear substructure repairs.
3. Repair substructure.
4. Remove existing rail from pony truss.
5. Repair existing pony truss.
6. Relocate existing pony truss in place on new bearings.
7. Erect new precast prestressed concrete superstructure spans on three 12 foot spans.
8. Construct new cast-in-place concrete deck slab on existing pony truss.
9. Construct new overpass above two existing pony truss.
10. Construct new timber approach.
11. Install new bicycle and pedestrian rails.



## Proposed Gambo Bridge Bike/Pedestrian Crossing

Top Left: Plan, Elevation, and  
Sections of the Bridge

Bottom Right: Illustration of  
Bridge Section

## APPENDIX

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# SOUTH WINDHAM/LITTLE FALLS VILLAGE: QUESTIONNAIRE

Note: An asterisk (\*) indicates that this action is eligible for CDBG funding.

## THE TOP TWENTY SIX?

Please review the following top 26 priorities for action as well as the "Other recommendations" on the next page. Place an X in the box next to ones you would drop (if any); place a ✓ in the box next to ones you would keep as top priorities.

### 1) Economic Development

- ☐ \* Make facade grants available to businesses
- ☐ Amend zoning to allow mixed uses
- ☐ \* Extend sewer to Rich Tool & Die
- ☐ Establish TIF district(s)
- ☐ \*Establish low interest loans for business start-ups

### 2) Residential Development

- ☐ Amend the Comprehensive Plans to address village living
- ☐ Revise zoning to allow a mix of housing (allow higher densities)
- ☐ \*Extend sewer lines to serve all new village housing

### 3) Traffic Calming & Safety

- ☐ Install "gateways" on major routes
- ☐ Retain on-street parking on Rt. 202
- ☐ \*Provide on- and off-street parking
- ☐ Mark pedestrian crossings more clearly and have more crossings
- ☐ Improve speed warning signs
- ☐ \*Have each town help provide public off-street parking

### 4) Community Improvements

#### a. Streetscape

- ☐ \*Replace all sub-standard sidewalks
- ☐ \*Embark on a neighborhood street tree planting effort
- ☐ \*Replace existing street lights in the village center

#### b. Open Space

- ☐ \*Acquire parcel 90.001 for a park (Little Falls)
- ☐ Make improvements at Little Falls Recreation Area

#### c. Trails

- ☐ Build a bike/pedestrian crossing at Gambo

#### d. Historic

- ☐ Enact sign regulations
- ☐ Encourage historic building restoration
- ☐ Erect town notice board(s)

#### e. Community

Expand the efforts of the Village Association by:

- ☐ working with the towns' Economic Development offices
- ☐ lobbying the Councils frequently
- ☐ establishing a non-profit Economic Development corporation

### 5) Regulations

- ☐ Adjust shoreland zoning
- ☐ Eliminate UR-MH Zone

## OTHER RECOMMENDATIONS.

For each action that you dropped (X) above, place a ✓ next to any action below that could be substituted.

- ☐ Provide canoe portages at Gambo, Little Falls, and Mallison Falls
- ☐ \*Implement a new sidewalk building program
- ☐ \*Create additional diagonal parking on Tow Path Rd.
- ☐ Have MDOT make safety improvements at the River Rd/Rt. 202 intersection
- ☐ Have MDOT make safety improvements at the River Rd/Depot St. intersection
- ☐ \*Consolidate L.C. Andrews properties for commercial and residential development
- ☐ Sponsor clean-up/spruce-ups
- ☐ Have the Economic Development offices work with mill owners
- ☐ Obtain long-term Gambo Fields lease
- ☐ \*Extend sewer up Rt. 202 to L.C. Andrews site and redevelop the site
- ☐ \*Seek funds for needed demolition (e.g., Keddy burnt section)
- ☐ Establish overlay historic district(s)
- ☐ \*Add amenities like benches, etc.
- ☐ Prepare a history of the village
- ☐ \*Establish stores, offices, etc. behind Sawyers
- ☐ \*Rehabilitate a building as a commercial incubator
- ☐ \*Work to extend the Tow Path Trail north of Gambo
- ☐ \*Work to extend the Tow Path Trail south
- ☐ Design for on- and off-street bike trails
- ☐ \*Support Land Trust acquisition
- ☐ Urge banks to provide loans for improvements to historic structures
- ☐ Help businesses with marketing
- ☐ Make vehicular travel lanes no more than 12 ft. wide
- ☐ Establish a committee to work with the Mt. Division Alliance (MDA)
- ☐ Work with property owners to obtain trail easements (near MDA)
- ☐ \*Establish a community center
- ☐ Enact Access Management standards
- ☐ Sponsor Adopt-a-Highway programs
- ☐ Add flashing speed limit lights
- ☐ Institute code violation crackdown
- ☐ Support Land Trust boat launch
- ☐ Redevelop the Keddy site
- ☐ Expand the center of Little Falls Village

## OTHER.

Please add other high priority actions you support:

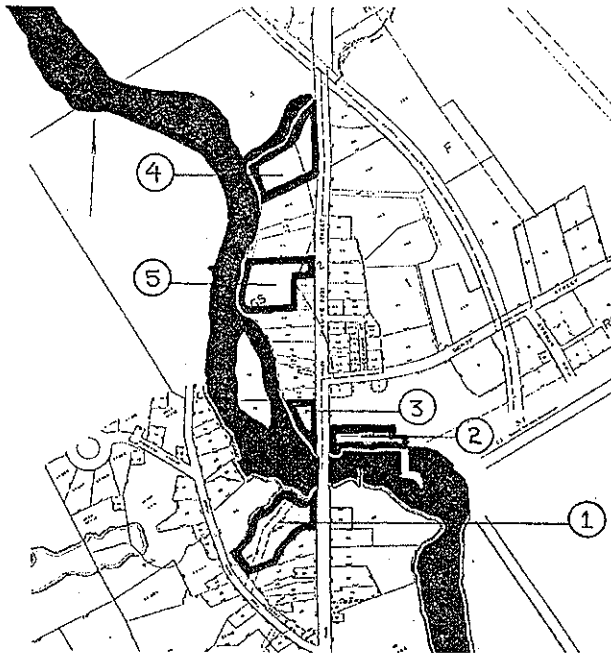
- ☐ \_\_\_\_\_
- ☐ \_\_\_\_\_
- ☐ \_\_\_\_\_
- ☐ \_\_\_\_\_
- ☐ \_\_\_\_\_



## B. WHERE'S THE BEST PLACE FOR A VILLAGE PARK?

A number of locations for a village park have been suggested. Place a ✓ in the box next to the one you prefer (see map below).

- ☐ on a lot in Little Falls that fronts the river, Main Street, and Tow Path Road (Lot 1)
- ☐ the land between Main Street and the Keddy Mill (Lot 2)
- on land between Main Street and the river in South Windham, at:
- ☐ the Fire Station site (Lot 3)
- ☐ a site across from the Feeds and Needs store (Lot 4)
- ☐ a site across from Custom Built Homes (Lot 5)



## C. IS NEW ZONING NEEDED TO 'LEVEL THE PLAYING FIELD' IN SOUTH WINDHAM/LITTLE FALLS VILLAGE?

- |  |                              |                             |                                     |
|--|------------------------------|-----------------------------|-------------------------------------|
| a) Generally do you agree with the rezoning concept presented?   | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Don't Know |
| b) Do you agree with the general boundaries for the mixed-use village zone in your town?   | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Don't Know |
| c) Do you agree with the general boundaries of the village residential zone in your town?  | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Don't Know |
| d) Do you agree that different types of new housing, at densities up to 10 units per acre, (provided there is sewer service) should be allowed in the village? | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Don't Know |

### • NEW ZONES

#### VC: Village Commercial

A mixed-use zone in which residential, commercial and light industrial/manufacturing uses are encouraged, subject to standards that promote a pedestrian-friendly village atmosphere, and recognize the area's historic roots and are compatible with the existing residential character of the area. Recreational and institutional uses are also permitted. The zone relies on the extension of sewer lines.

#### VR: Village Residential

A primarily residential zone in which single family, duplex, townhouse, apartment, and elderly housing is encouraged at densities of up to 10 units/acre, provided sewer and water service is available; otherwise the minimum lot size is to be 200,000 sq. ft. Recreational and institutional uses are also permitted.

### • OLD ZONES

The VC and VR zones will replace those in existence now. Further, Windham (I) Industrial Zone along the river is to be removed and Gosham's UIR-MHT Zone reduced in size while the SR Zone is enlarged.

### • SHORELAND ZONE

An overlay RP (Resource Protection) Shoreland Zone within 100 ft. of the river or encompassing the 100 year flood plain (whichever is larger) shall also apply, except at the Keddy, Rich Tool & Die and Hydro-electric sites.

### • HISTORIC DISTRICT

Does the committee wish to have an overlay historic district zone?

## SOUTH WINDHAM/ LITTLE FALLS VILLAGE RE-ZONING (DRAFT FOR DISCUSSION)

