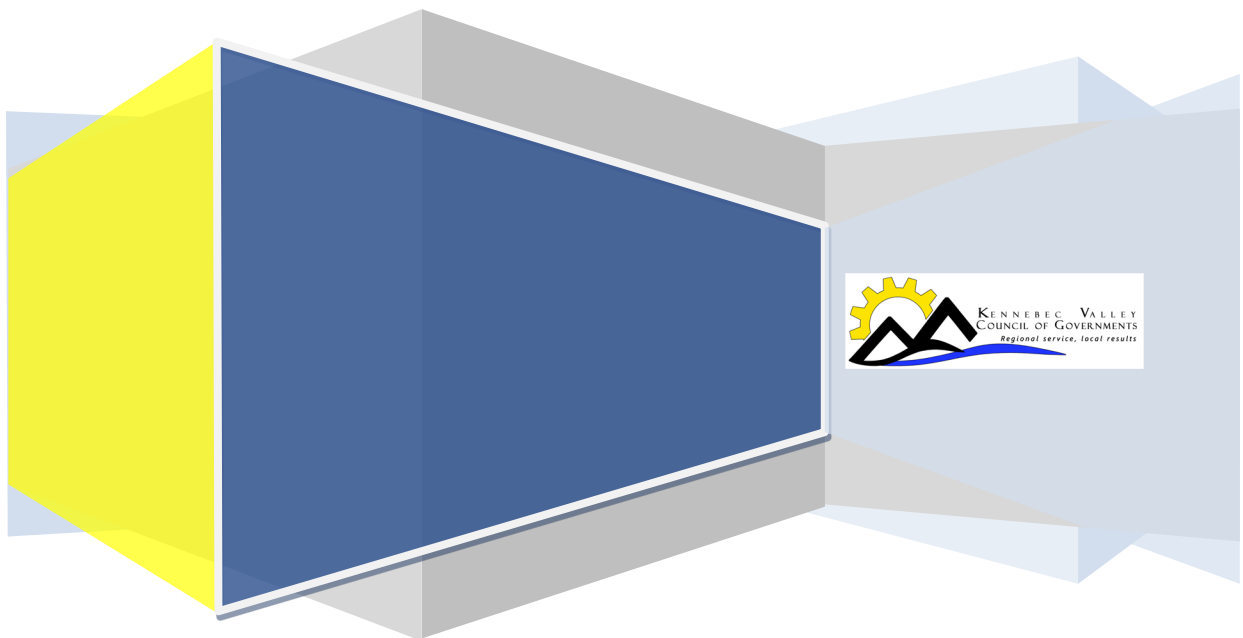


Winslow

2023 Comprehensive Plan



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Why create a Comprehensive Plan?

Communities complete Comprehensive Plans for a variety of reasons. At their most basic level, communities complete Comprehensive Plans to prepare for the future. A comprehensive review of community issues and policies promotes discussion among neighbors and can help communities avoid problems that sometimes occurs when community decisions are made in a piecemeal fashion.

A comprehensive plan is a guide to the future for the Town. It is not an ordinance or a set of rules, it is instead a guide for the Town government to move in the direction the people want. It provides a map indicating what direction the Town wants to go in over the next 10 years, and it also provides a “snapshot in time” of the Town.

Good planning makes good communities.

A good Comprehensive Plan should enable a community to:

- Sustain rural living and a vibrant village center.
- Preserve a healthy landscape and a walkable community.
- Balance economic prosperity with quality of life
- Protect working waterfronts and/or community farms.
- Develop a discussion among neighbors.
- Develop a basis for sound decisions in Town management.

In summary, a Comprehensive Plan is there to encourage the Town’s orderly growth and development in appropriate areas of the community, while protecting the Towns rural character, making efficient use of public services and preventing any development sprawl.

How important it is to have broad-based participation?

Any good comprehensive plan requires a bold planning process that engages the public in a meaningful way. Without a strong public participation component, you run the risk of developing a plan that lacks broad community support, or a timid one that elicits little debate, but which is so cautious as to be ineffective.

Communities should always work for a significant level of public participation and outreach. Many communities, however, can struggle with sustaining public interest. Despite efforts to be inclusionary, comp plan committees often encounter poorly attended meetings and attrition of committee members. Often it is not until the vote on the plan at Town Council that a large segment of the citizenry voiced its views in support – or in opposition.

No simple formula exists for increasing the level of citizen participation in plan updates. If anything, promoting involvement gets harder as time goes by as the pace of everyday life quickens and many municipal governments struggle to fill volunteer boards. Through

creativity, persistence, and strategic focus, however, the community should look to design a more effective public participation process.

Strong public participation is a must to create “buy-in” to the Plan.

People will rarely embrace change unless they think that a problem exists in the first place. Committees may be stymied in their efforts to address important local and state goals unless a strong case is made for why these goals are pertinent to the community – and important to pursue. Such early “buy in” by the general public is necessary before the community can focus squarely on any problems with a sense of common purpose.

A sense of public ownership for goals and planning concepts need to be fostered and refute the notion that the plan is state imposed. Lack of real support for the plan can lead to poor implementation, blunting its effectiveness.

Ideally there should be a long-term process of building awareness of how planning in general and addressing particular plan goals can benefit the community. Creating public ownership of the plan and its approaches is essential if it is to be effective and worthwhile. A community should avoid the plan simply becoming a response to state requirements rather than to the community’s own needs.

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Maps
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 List of Acronyms

Note about Data:

Even at the time of completion there is still very limited data available from the full 2020 Census, this plan therefore uses the most up to date information at the time of writing.

I. INTRODUCTION: THE PLANNING PROCESS

History of the Comprehensive Plan:

A comprehensive plan is a mechanism for managing the future of a community. Much like a business plan for a private business, Winslow's plan evaluates our assets and residents satisfaction levels, determines strategies to improve performance and profitability, and allocates resources. When it is a Town doing the planning, our resources are the taxpayers' money, so even greater thought and effort must be put into spending wisely.

The Town of Winslow has recognized the need for a new comprehensive plan, as the last plan was adopted in 2008 and has become obsolete both in real terms and in the eyes of the State. The last plan was completed long enough ago that the great majority of the information within it is outdated and of little use now except for valuable historical information.

Maine enacted the Growth Management Act in 1988, specifying the format and goals for local comprehensive planning and it was subsequently amended to require local comprehensive plans to undergo a new State review for consistency every 12 years, incorporating new data and findings into the planning process. Therefore, in the future, the Town will need to take a fresh look, using any new State guidelines. This led to the 2020-2023 planning process which was delayed at significant times due to the Covid-19 Pandemic.

Responsibility for developing the plan was assigned to the newly created Comprehensive Plan Committee, with the instruction to involve all community members to the extent possible.

Community Involvement:

Winslow's Comprehensive Plan Committee has taken the lead in drafting this new plan, assisted by the Town staff and other local volunteers. Early in the process, the Town Council reached out to Winslow's local committees and organizations (many of which are profiled in this plan), different staff of the Town and individuals in constituencies such as real estate, business, and individuals with unique knowledge of the community. The committee's monthly meetings were always open to community members to participate in the discussions.

Community involvement culminated in two public visioning sessions held in June, 2021. Due to the restrictions of the pandemic, these sessions were held virtually and attendees chose to focus discussion of the Town's future direction on economic development, housing and land use / development. Community members were interested in the possibilities to improve economic development in the down as well as developing the downtown core and providing a range of housing opportunities. In addition to this process, a detailed survey was drafted and distributed to as many taxpayers as possible, both in paper and electronic form. Thankfully, there was a good response rate to this and much useful input was gathered.

Many of the comments and suggestions from Winslow’s “Focus on the Future” have been incorporated into the recommendations of this plan.

Winslow’s Focus on the Future:

The “Focus on the Future” session also worked to create a simple Vision Statement that summarizes the community’s desired future community character in terms of economic development, natural and cultural resource conservation, transportation systems, land use patterns and its role in the region. Not surprisingly, a straightforward and succinct vision statement was preferred, and required only minor editing from the first draft developed by the committee. Participants in the sessions used the statement as a starting point to expand upon their ideas and the comments were used to shape policies going forward. The text of the vision statement, as it emerged from the visioning session, is as follows:

KVCOG and the Town of Winslow
Invite you to join us for a

COMMUNITY MEETING

FOCUS ON WINSLOW'S FUTURE!

Join us for a virtual meeting and be heard on issues that affect you and help shape your town's goals for the future!

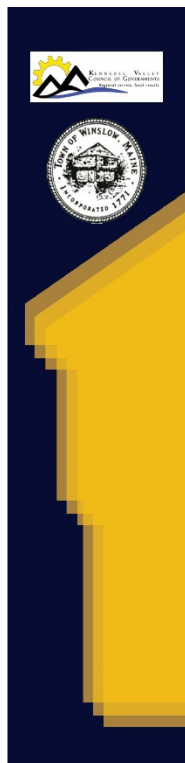
Key Topics:

- Economic Development & Housing
- Public Services
- Land Use & Development
- Creating a 10-year vision for Winslow

TWO OPPORTUNITIES TO JOIN IN:

- + [Wednesday June 16th: 6-8 PM](#)
- + [Tuesday June 22nd: 6-8 PM](#)

REGISTER WITH ZOOM HERE:
WWW.KVCOG.ORG/WINSLOWCP



Winslow is a thriving and vibrant Town that incorporates a close-knit community in harmony with a growing commercial and industrial base.

It seeks to maintain an agricultural, recreational and ecological character while taking advantage of developing compatible business opportunities and providing world class educational assets for its citizens.

We encourage collaboration between residents, Town officials, businesses and surrounding communities to meet the needs of the future.

The key to a successful plan is not in the number of recommendations it can generate, but how well those recommendations can be put into action. This requires an implementation plan.

The responsibility for implementation almost always falls on the leadership of the Town. Winslow has discovered this through earlier plans. The last plan, adopted in 2008, has been a work in progress. To the Town’s credit, capital improvements were matched up with grant possibilities for desired programs or purchases and some new initiatives were begun, and others continued.

Though assembled by the Comprehensive Plan Committee (CPC), this plan contains ideas and contributions from Town staff, elected officials, committees, outside organizations, and individuals. These constituents all have one thing in common: they are stakeholders in the future of Winslow, and thus in this plan. It is their duty to see that the recommendations of the plan are carried forward.

While the implementation of the plan is dispersed through several individuals, boards, committees and organizations, a mechanism to monitor progress and resolve impediments is necessary. This plan recommends an annual, two-stage process:

- 1) The Comprehensive Plan Implementation Committee with broad representation from boards, committees and key partners will be tasked with review of progress on implementation of the plan. This meeting may be timed to coordinate with the planning board and annual report by the Code Enforcement Officer on residential and commercial growth for the year. The committee will maintain a checklist of action steps that have been accomplished, those in progress, and those due to be addressed. The committee will note any obstacles to implementation and suggest new or revised action steps if necessary.
- 2) The checklist will be forwarded to the Town Council for review and direction. The review may be timed to correspond with the beginning of the annual budget process, so that any recommendations requiring a dedication of Town funds or personnel may be integrated into the budget process. The chair of the Planning Board may attend this meeting to assist with interpretation of the recommendations or follow-up. The Town Council shall make a record of the actions taken to implement the plan.

This process should provide adequate oversight and feedback to ensure that this plan is not ignored or forgotten. The process should also tell us when the plan needs revision, new timeline details or is nearing its completion and will require updating.

COMMUNITY ASSESSMENT

One: Historic and Archaeological Resources

Two: Demographic Profile

Three: Critical Natural Resources

Four: Water Resources

Five: Agriculture & Forestry

Six: Recreation and Culture

Seven: Land Use and Development

Eight: Business and the Economy

Nine: Local Housing Profile

Ten: The Transportation System

Eleven: Essential Services

Twelve: Fiscal Capacity

All statistical data presented in this plan needs to be viewed through the lens of the COVID-19 pandemic, which has changed many aspects of daily life. At this time, it is not possible to predict the long-term impacts of the virus on the Town, but by planning for a range of possibilities, the Town can be well prepared. The statistics and data presented in this plan are based primarily on information from early 2020's, and as such will not reflect the sudden changes brought on by the coronavirus; however, this data should be used as a baseline for Winslow.

PART ONE: HISTORIC AND ARCHEOLOGICAL RESOURCES

A Brief History of Winslow

The Town of Winslow is located at the confluence of the Kennebec and Sebasticook Rivers, situated in the Kennebec valley. The Town has a total area of 38.67 square miles, of which, 36.82 square miles is land and 1.85 square miles is water. Present-day Winslow is bounded on the north by Benton, on the south by Vassalboro and China, on the east by Albion and on the west by Waterville. Augusta is close nearby and is the biggest community in the region.

That tiny patch of land at the confluence of the Kennebec and Sebasticook Rivers has always been appealing to humans. For centuries prior to European arrival, as Native Americans used the two rivers for transportation highways and fisheries, Winslow became a stopping place and campsite. Nearby Pattee Pond, and generally level terrain, added value to the land.

Some of the earliest European trading trips in the 1600s came up the Kennebec River, and many of Maine's earliest settlements in the 1700s also began along the Kennebec and Sebasticook. Thus, a wealth of historic and archaeological resources potentially reside in Winslow.

John Winslow, born in England in 1597, came to America in 1621. He married Mary Chilton, daughter of an original Mayflower pilgrim, in 1624 and headed north into the wilderness of what is now Maine. He brought the first English cattle to the Kennebec area, lived in the trading post at Cushnoc (now Augusta), and was one of the four purchasers of the Plymouth Patent (first European settler purchase of land surrounding the confluence of the Kennebec and Sebasticook Rivers, including lands now known as Winslow). It would seem fitting if this man had received the honor of having a Town named after him. But that is not the case.

John Winslow's children inherited his land, and passed it on to their offspring. Eventually, another John Winslow, the aforementioned John Winslow's great grandnephew and namesake, received the family land. This John Winslow was born in Plymouth, Massachusetts in 1702, but achieved great honor in the north lands by being given command, as a major general, of the expedition to build Fort Halifax. Constructed in 1754 on the northern peninsula where the Kennebec and Sebasticook Rivers meet, Fort Halifax has become the symbol of Winslow. When the Town incorporated in 1771, the residents chose (General John) Winslow as an honorable name.

The Massachusetts Colony troops built Fort Halifax as an outpost in the French and Indian War and because there was an increasing desire on the part of area settlers to signify that the land would be permanently occupied. Shortly after the Fort brought a measure of security to the region, the future Winslow experienced its first "subdivision." In 1766, fifty 50-acre lots were sold to men agreeing to clear land and build homes. A subdivision was even planned:

25 lots were restricted to men with families, and 25 lots were sold to single, young men. Politicians hoped that men with families would provide a stabilizing influence, as well as daughters who would naturally marry one of their eligible bachelor neighbors. The intermingling of families began, and a true Town grew.

The Town of Winslow developed steadily over time, with local grist mills, sawmills and small farmsteads marking the passing of the 19th century. Prior to bridge construction, ferries and the rare fording at low water were the only means of crossing the Kennebec and Sebasticook Rivers. This made communication and interaction between “east” and “west” Winslow rather difficult. At the 1801 Town Meeting, residents decided to resolve the issue by voting to separate the Town along the Kennebec River. Lands on the east side of the Kennebec became what is today’s Winslow, and those on the west eventually split into the two Towns of Oakland and Waterville.

As did most Maine Towns, Winslow sent many men to support the Union forces during the Civil War. The memorial at Monument Street is a replica of many found throughout the state.

As the 20th century arrived, large manufacturing took advantage of the mighty Kennebec River. With manufacturing came a marked increase in population. What had been an agrarian Town of no more than 1,800 residents throughout the 19th century suddenly grew to 2,700 residents in 1910 and 3,300 residents in 1920. The Hollingsworth and Whitney Pulp and Paper Company built a plant in 1892, followed in 1898 by the Proctor and Bowie Company sawmill. Around the turn of the century and through the first few decades of the 20th century, a large proportion of Winslow residents worked in manufacturing. To provide suitable housing for this population, small homes on small lots were constructed, and the high-density-grid residential pattern along the Kennebec, north of the Sebasticook, took shape.

Winslow also expanded its cultural heritage at this time, with many immigrants coming from French-speaking Canada, Scotland, and Poland to work in local factories. In 1969, with the increase in population, a need for more services, and the general complexity of Town governance, residents chose a year-round Town Council to replace the Select Board and Town Meeting. During the latter half of the 20th century, as manufacturing jobs diminished, and the big plants eventually closed, Winslow became a suburban Town, providing sprawling residential lots for high-skilled employees working in Augusta and Waterville. Today, one can understand the general pattern of development for the entire United States simply by studying the single Town of Winslow.

More recently Winslow has been the site of paper mills and is commercially and culturally part of the Waterville-Winslow area. The H&W mill shut in 1997 with much of its equipment removed.

Prehistoric and Archeological Sites

Prehistoric archeological sites reveal information about the Native American inhabitants, who did not leave any written records. The following four types of sites are significant:

- Habitation/workshop sites are next to canoe -navigable waters.
- Rock art sites are found immediately next to canoe-navigable waters on bedrock outcrops.
- Lithic quarries are places where stone raw materials are gathered. They occur at localized quartz, rhyolite and chert resources.
- Cemeteries are found on well-drained sandy or gravelly sand soils usually near a river or lake.

The Maine Historic Preservation Commission (MHPC) has identified thirty-nine (39) sites as known pre-historic sites. Two prehistoric sites at Fort Halifax park listed in the National Register of Historic Places and many more may be eligible. Approximately half of the remainder (20 sites) are likely eligible for listing in the National Register and most sites are located along the banks of the Kennebec or Sebec Rivers.

The banks of these rivers have been surveyed for various hydroelectric relicensing or Department of Transportation projects and most of the areas of Town with archaeological potential have been surveyed initially

MHPC does not disclose the exact location of pre-historic sites to reduce the likelihood of damage. The Town would have to undertake surveys to locate any other sites and should incorporate into its ordinances a requirement that any proposed development that occurs adjacent to a probable archeological site be reviewed by the Maine Historic Preservation Commission. The map on the following page shows archeologically sensitive areas in Winslow.

Historic Archeological Sites

Historic archaeology analyzes the settlements and forts of the period from about 1600 on, basically covering early European history in Maine and attempting to expand the historical record. The Maine Historic Preservation Commission knows of 3 historic archaeological resources in Winslow:

- The Teconnet Trading Post, an English trading post from 1653 - 1654
- Fort Halifax, an English military fort from 1754 – c.1780
- Unidentified pottery from the early 19th century, American industrial period

The Teconnet Trading Post was located on the south side of the Sebec River where it meets the Kennebec River. Its purpose was basically superseded by that of Fort Halifax, a much larger and robust structure, on the opposite (north) side of the Sebec River.

Listed Historic Buildings and Structures

Historic buildings and objects differ from archaeological resources because these items need not be “discovered” through the process of digging and reconstruction. Historic resources are visible, above ground, and date from European settlement through American history, including written records.

The National Register of Historic Places provides a repository of historically-significant structures and landscapes, submitted voluntarily by local citizens. Generally, properties eligible for listing in the National Register are at least 50 years old. Properties less than 50 years of age must be exceptionally important to be considered eligible for listing. The following areas in Winslow are currently listed:

- Fort Halifax
- The Two-Cent Bridge
- The Jonas B. Shurtleff House, on Augusta Road
(Unfortunately, the new owner tore this down in 2020. The register has removed the listing.)
- The Brick School, on Cushman Road

- Fort Halifax Hydro Station, on the Sebesticook River
- The Hollingsworth & Whitney/Scott Paper Company mill
- The Winslow Congregational Church

The first four historic structures listed above are on the National Register of Historic Places and will be discussed in greater detail later in this chapter.

The old Winslow Public Library, on Lithgow Street is currently classified as eligible for inclusion but is not currently on the list.

Other properties of note also include the junior high building from 1928 and the former Town office building.

A survey of the Fort Halifax Hydro Station has determined that it meets the criteria and is eligible for listing in the National Register. This station was constructed with the original dam, in 1908, and the red-brick two-story building is a beautiful example of infrastructure engineering at the turn of the century.



Fort Halifax Hydro Station



Former Scott Paper Mill

Originally built in 1892, the Hollingsworth & Whitney paper mill is located on an island in the Kennebec River, just north of the Waterville-Winslow Bridge. Among its many highlights, this mill was the country’s only supplier of tabulating cardstock when World War II began. Due to the war’s demands, the mill was forced to quadruple its production for cards to operate tabulating machines. The old mill is no longer operational, and now serves as a warehouse and economic development incubator.

The Winslow Congregational Church is notable not just for being one of the oldest churches in Kennebec County, but also because it was Winslow’s first east-side Town Meeting house. In 1796, the Town of Winslow voted to erect a Town Meeting house on the east side of the river. Construction was completed, and in 1799 the first Town meeting was held in the new meeting house. The Congregational Church, formally organized in August 1828, met in various locations for approximately 50 years. In 1884, the Town voted to “relinquish the Town’s claim to the meeting house situated in Winslow village, to the Congregational Society of Winslow, so long as they shall keep the same in repair and occupy it as a place of public worship.” The interior of the structure has been significantly remodeled; nonetheless, the building remains the original meeting house for what is today the municipality of Winslow.



Winslow Congregational Church

There is another historic artifact literally across the street from the Congregational Church, between the church and the Kennebec River. In 1775, General Benedict Arnold, leading a group of American revolutionaries, attempted to capture the British stronghold of Quebec.



The commander basically followed what is known today as the Kennebec-Chaudière International Corridor (a river and overland path linking Merrymeeting Bay to Quebec City). Arnold and his troops stopped at various locations on their way north to resupply and camp, and one of those places happened to be in Winslow. The spot is now marked by a large boulder, put in place by the Daughters of the American Revolution.

Fort Halifax – listed in 1968

Until about 20 years ago, Fort Halifax was the oldest extant wooden blockhouse in the United States. The great spring flood of 1987, however, swept away that claim. Restoration efforts following the flood used 30% of the original logs, and reconstructed the Fort to its original configuration, such that many argue it is still the oldest surviving wood blockhouse in the nation. Regardless, it remains a site of significant historic and cultural value.



Fort Halifax Blockhouse

Though originally built as a fort in 1754, there is no evidence of its having been involved in a direct attack. Muster records indicate the fort was garrisoned until October 1766. The remaining blockhouse seen today was part of the larger Fort Halifax, originally square in shape with blockhouses at the northeast and southwest corners, a sentry box at the southeast corner, barracks along the eastern side, and a large building known as the “fort house” (containing officers’ quarters, storerooms, and the armory) at the northwest corner. The entire fort site, not just the blockhouse, is listed on the Register, and archaeological survey work has documented numerous artifacts.

Fort Halifax is a State Historic Site, owned and operated by the Maine Bureau of Parks and Lands. The Fort property fell into private hands after its military purpose ended in the late 1700s. Over time, all buildings and structures deteriorated and were removed, save for the remaining blockhouse. In 1924, the Fort Halifax Chapter, Daughters of the American Revolution, acquired and repaired the blockhouse, eventually donating the property to the state in 1966. Fort Halifax is located on the peninsula just north of where the Kennebec and Sebasticook Rivers meet, one mile south of the Winslow-Waterville Bridge on U.S. Route 201, right in the heart of the developed part of Town; and has become the symbol of Winslow due to its location and national significance.

There is seemingly little education on-site, and most people visiting would be unable to understand that the Fort was actually much larger than the blockhouse. The property does not function as a historic location; rather, it acts as a Town and regional recreational park. A local volunteer organization, *the Friends of Fort Halifax*, meets regularly to discuss education and plan outreach efforts and events. Working with the state of Maine Bureau of Parks and Lands, they have designed and written educational signage, and made plans to re-arrange access and parking to allow for better archaeology and educational work. Currently, access and the gravel parking lot lie on top of the original interior of the Fort. There are numerous educational events and the Fort Halifax Days every June.

Two-Cent Bridge – listed in 1973

Originally constructed in 1901, just north of Ticonic Falls on the Kennebec River, this pedestrian structure connected Winslow and Waterville, allowing residents on either side easy access to employment in the various mills in each Town. Washed out during its first spring, it was fully reconstructed the following summer, and the existing suspension bridge, constructed entirely of steel, was finished in 1903. Because it was a private footbridge, the Private and Special Laws of the state of Maine were modified to create a two-cent toll. It is unknown whether the private company who received the original charter, the Ticonic Footbridge Company, attempted to name the structure. Whether it ever had an official name, or the toll nickname simply stuck, the “Two-Cent Bridge” remains a unique historic artifact.



Two-Cent Bridge, from Waterville

At its height of use, over 500 people traversed the bridge every day. It was even used as an emergency transportation corridor during the 1930s. The largest flood prior to the great flood of 1987 occurred in 1935, and during that year both the railroad and vehicle bridges connecting Waterville and Winslow were washed out. The only way for the two communities to share food and health services was over the pedestrian bridge.

Historically, the Two-Cent Bridge’s suspension design and steel frame are rare. During the end of its life as a toll bridge, in the 1970s, it was reportedly the only remaining toll footbridge in the United States. In 1983, the City of Waterville acquired ownership, and now maintains the structure. As it is owned by the city, there is no longer a toll to cross, and the bridge is now simply a unique connection between Waterville and Winslow, both municipalities owning public parks on either end. However, neither has expended many resources in connecting the two parks or utilizing the footbridge for its original economic function. The

Two-Cent Bridge easily links downtown Waterville to the Winslow Town Office and economic development incubator in the old Scott Paper Mill.

Jonas B. Shurtleff House – listed in 1974



Jonas B. Shurtleff House

This house in Winslow is one of Maine’s finest examples of a carpenter Gothic cottage in a rural area. During the mid 1800s, publications of such renowned architects as Andrew Jackson Downing and William Ranlett popularized the Gothic cottage as the ideal dwelling for the new suburbanites. While some of these cottages were direct copies from pattern books, many more were the handiwork of local carpenter-builders who made their own interpretations of the then-current style. This is probably the case for the Shurtleff House, as research has not produced an exact replica of it in any design book of the period.

The original architect and builders are unknown, but the first owner was Jonas Ball Shurtleff, who purchased his 13 acre lot in 1849. The house was constructed between 1850 and 1853, and though Jonas passed away in 1863, his wife Mariette continued to live there until her death in 1903. The house has remained in private hands since, although each owner has recognized and preserved its unique qualities.

An account from the Waterville Mail on January 22, 1864, shows that the Shurtleff House was as distinct a century ago as it is now: “All travelers know this place on account of the fanciful finish of the house.” That finish, originally brown, led to an early nickname of “The Gingerbread House.” It remains easily seen from the Augusta Road, a main thoroughfare through Town, and there is plenty of open, undeveloped land surrounding the property, giving visitors ample opportunity to view it as they approach via vehicle, or if they wish to stop and take photographs from various angles. The property does remain in private hands, and abiding by the rights of property owners on the National Register, the Town must rely on the sentiments of those private owners to preserve this unique historic home.

Unfortunately, the new owner tore the house down in 2020. Therefore, the historic register has removed the listing. This would bolster the argument for stricter protections of the Town’s historic resources when issuing permits for demolition or construction through the Code Enforcement Office.

The Brick School – listed in 1977

The old brick school, located on the Cushman Road, is approximately 2 centuries old. No Town records, dating to 1799, mention its construction. However, a deed from 1820 conveys a large parcel, which includes the following: “Also the ground on which the brick school house on the lot now stands, with the door yard, is hereby reserved for the use and occupation of School District No. 5 as long as said District shall keep the present brick school



house in repair suitable to hold a school in and no longer.” The school maintained its function until 1865, when it became storage for the school district. It subsequently passed into disuse until the Winslow Historical Society obtained the property in 1972.

Though it is a plain and unassuming structure, the school house is built on a solid brick and stone foundation, and is a testament to an early desire for education. The sturdy building demonstrates that settlers believed the building would be used for many generations. The location of the structure, on a secondary road in a rural area, is an indication that sprawling homesteads and farms produced sufficient children to warrant construction outside of “downtown” Winslow.

Brick School

The school house now lies in the midst of a rather dense housing sprawl on the Cushman Road. There are multiple modern homes on both sides of the road leading up to the old building, each driveway separated by approximately 100 feet. Nevertheless, there is a nice stretch of undeveloped land on the north side of the school, on the same side of the street, which would allow for visitor parking and educational opportunities.

Cemeteries:

Cemeteries are another critical link with our heritage. The Town has an obligation to protect and maintain some cemeteries, while others are private or family cemeteries. The following is a listing of known cemeteries in Winslow, the location of which are also displayed on the Historic and Archeological Resources Map:

Barton Hinds Cemetery	Hodges Cemetery	Morrill Cemetery
Drummond Cemetery (Private)	Howard Cemetery (Private)	Gowan Cemetery
Fort Hill Cemetery	McClintock Cemetery	Abbott Cemetery
Getchell Cemetery	Wilson Cemetery	Stratton Cemetery
Crosby Cemetery		

Winslow Historic Preservation Committee

The Winslow Historic Preservation Committee takes a leadership role in preserving the Town's historical legacy through various events and also has a good relationship with the Town. It has taken over role of the Winslow Historical Society to gather, preserve, and disseminate information about Winslow's history. The erstwhile Winslow Historical Society was a non-profit corporation administratively suspended in due to non-filing of annual corporate papers. The committee, being an arm of the municipal government, is believed to have greater permanency, even should it suffer a period of inactivity. It has come into possession of the materials formerly held by the Society, and continues to collect, organize, and make materials available online.

Online, we are creating a central repository of photographs, maps, documents, and links to information related to the Town's history. The goal is to foster easy access to this information for Town residents, students, and anyone interested in the history of the area. We also hope to facilitate discussion and the sharing and preservation of information about Winslow History.

Scenic Areas

Although scenic areas might not be considered historic resources, they nevertheless can be highly valued by citizens as a part of our community heritage. Often, these scenic views are a cherished attribute that many people identify about their community. The following scenic areas include those that can be seen from both public places and private lands.

- Pattee Pond - from outlet, Camp Caribou or Garrett's Point
- Sebasticook River - by canoe or kayak
- Foot Trail from Benton into Winslow along Kennebec River
- Two Cent Bridge
- Carter Memorial Bridge
- Old Fort Halifax Dam - view of former dam from the bridge & other places nearby
- Goodreau's Senior Living - view from a trail at the top of the bank.
- Maple Ridge Rd. - drive south from China Rd. for approx. 2/10 mile

Protective measures for Historic Resources:

Procedures have been developed whereby the Planning Board may incorporate Historic Resource Impacts into the review of new proposals to use or develop land and buildings for commercial, industrial, community and service uses, municipal, institutional, utility, and recreational uses. Winslow's multiple ordinances balance such progress while addressing the wide range of environmental and planning issues associated with development including historic and archaeological resources. Future protection of Winslow's historic resources, including buildings and landscapes, will require a joint effort of private property owners, Town government, and repositories (public and private) of historical collections. Working together, these entities can develop a mutually-acceptable approach to preserving historic resources, while at the same protecting the rights of individual property owners.

PART TWO: DEMOGRAPHIC PROFILE

This report contains a statistical profile of the Town of Winslow and its people. It contains a great deal of numerical information about the community. Data like this will often confirm our own intuitions about what is happening within the community. More importantly, it can show early signs of new patterns and trends before we can see the impacts.

Winslow is growing and evolving. This will require us to respond with new ideas and strategies to accommodate the increasing population. The information provided here will be used throughout the plan and will help inform us about how the community has changed. Future changes are also discussed. Growth projections will help us in planning for the increased housing and public service demands that we expect over the next couple of decades.

Historical Population Trends

Over the course of its existence, Winslow has experienced a rise and fall of population, similar to its neighbors and the State. Economic and cultural factors have influenced population changes as displayed in Table 1 and depicted in Figure 1.

****Note: You may notice that the population number varies between 7,948 and 7,621. This is because the 7,621 is from the American Community Survey and is an estimate. I continued to use it in certain charts because the data I used was calculated based on this number from the ACS. To change the population and recalculate the data would be inaccurate. Likewise, the Census data shows that Winslow has 3,848 housing units, with 3,509 occupied, and 339 vacant. The ACS data shows Winslow as having 3,210 occupied housing units and 332 vacant for a total of 3,542. Table 2 highlights these important differences.

I felt it was important to explain this because use of either statistic could be construed as a mistake, and it is not. I've annotated it in several places.

TABLE 1: POPULATION CHANGE: 1800 TO 2020

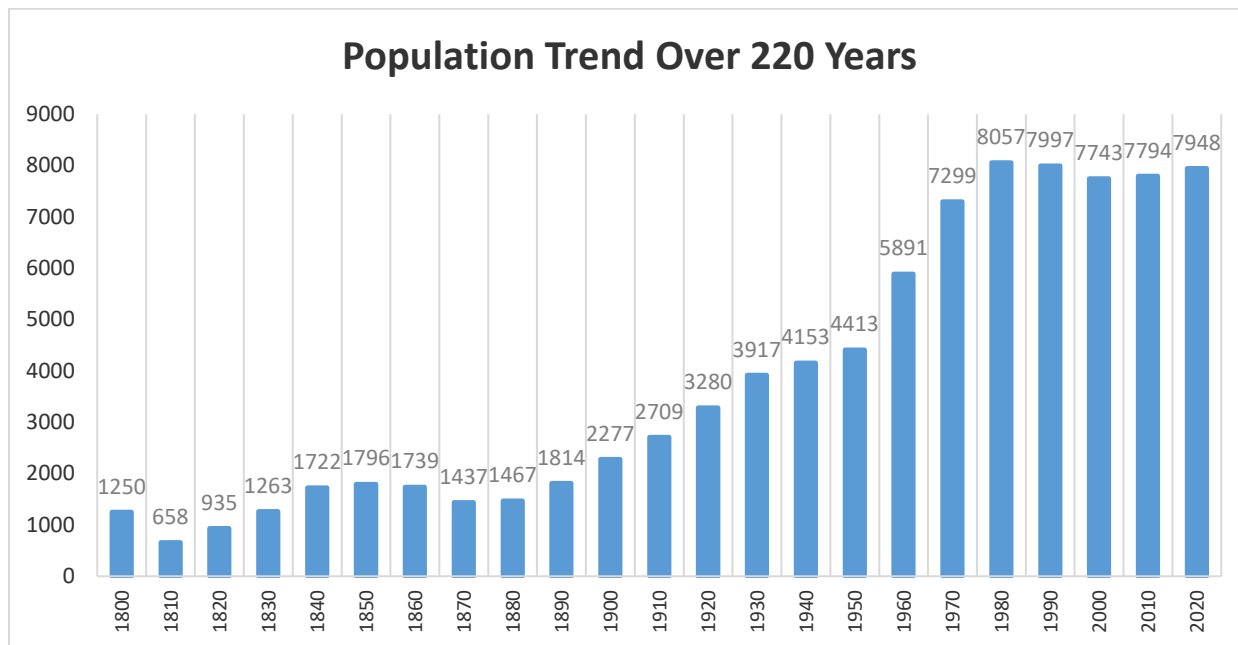
Year	Population	Year	Population
1800	1,250	1920	3,280
1810	658	1930	3,917
1820	935	1940	4,153
1830	1,263	1950	4,413
1840	1,722	1960	5,891
1850	1,796	1970	7,299
1860	1,739	1980	8,057
1870	1,437	1990	7,997
1880	1,467	2000	7,743
1890	1,814	2010	7,794
1900	2,277	2020	7,948
1910	2,709		

Source: United State Census

It took about 40 years for Winslow’s population to regain the 1850's population of 1,796 persons. The population had grown at a good rate ever since the 1870’s, especially from 1950 to 1980, reaching the high of 8,057. During this time, the population essentially doubled, averaging 120 new residents per year. Between 1990 and 2010, the Town’s growth stalled, losing 10 residents per year.

As of 2000, the population began to slowly grow again. Then in 2020, there was an increase of 154 individuals, likely due to migration impacted by the COVID-19 pandemic.

FIGURE 1: 220 YEARS OF POPULATION CHANGE IN WINSLOW



Source: Census

Additional Census and American Community Survey (ACS) information can paint a broader picture to help with long-term planning for Winslow. One such example is that the average age of Winslow residents is increasing and although the number of households are still increasing, the number of single person households is increasing faster. Except in college Towns (like Waterville), single person households tend to be elderly households. Elderly households have unique needs, along with public service and planning requirements.

Just as significant is the overall decrease in household size. Since 1980, Winslow went from nearly three persons per household to 2.37 according to the 2020 ACS. The ACS defines household size as the number of people living in one place, who may or may not be related. This contrasts with average family size, which was 3.00 in the ACS; average family size is defined as people living in one location who are related to one another.

While an average household size of 2.37 is an uptick since 2000, which saw an average household size of 2.34, and 2.35 in 2010, it is still significantly less than 2.96 in 1980 and 2.61 in 1990.

Decreasing household size is a trend seen nationally, reflecting social changes like smaller families, lower birth rates, and elderly independent living. What this equates to is fewer people per household necessitates more houses just to sustain the current population. In 2010, Winslow’s total number of occupied housing units was 3,328 to accommodate its households.

The 2020 Census shows Winslow has 3,848 total housing units, 3,509 occupied units, and 339 vacant units. In contrast, the 2020 ACS shows Winslow as having 3,542 total housing units, 3,210 occupied units, and 332 vacant units. Table 2 below highlights the disparity between the 2020 Census data and the 2020 ACS data.

In Table 3 on the next page, ACS data was used for comparison, because not all of the 2020 Census data was available at time of writing, and calculations were made (by the Census Bureau) using the ACS data. To switch back and forth between the data sources would render it inaccurate.

Table 2: Differences in 2020 Census vs. 2020 ACS Data Compared to 2010 Census Data

	2020 Census Data	2020 ACS Data	2010 Census Data	Percent Change *2020 Census Vs. 2010 Census
Population	7,948	7,621	7,794	154 1.98%
Total Housing Units	3,848	3,542	3,692	156 4.23%
Occupied Housing Units	3,509	3,210	3,328	181 5.44%
Vacant Housing Units	339	332	364	-25 -6.87%
Households	N/A	3,210	3,328	-172 -5.17%

Source: 2010, 2020 Census, & 2020 ACS

Table 2 shows an increase in total housing units and occupied housing units as well as a decrease in vacant housing units. The number of households appears to have decreased between 2010 and 2020; however, the 2020 household data is from the ACS and is an estimate.

This data is imperative when considering the population and housing demands for the future. If the number of people in each household continues to decrease as projected, the community will require not only more houses, but a housing stock made up of smaller houses.

TABLE 3: POPULATION AND HOUSEHOLD CHARACTERISTICS: 1980-2020

General Population Characteristics	1980	1990	2000	2010	2020*
Total Population	8,057	7,997	7,743	7,794	7,621
Male Population	3,868	3,806	3,680	3,743	3,673
Female Population	4,189	4,191	4,063	4,051	3,948
Median Age	31.2	35.4	40.8	42.3	44.3
Total Households	2,721	3,051	3,268	3,328	3,210
Family Households	2,222	2,410	2,212	2,183	1,970
Married Couple Family Households	1,884	1,890	1,754	1,674	1,491
Nonfamily Households	499	774	1,056	1,145	1,240
Nonfamily Households Living Alone	311	646	875	936	973
Households with children (under 18)	1,698	1,104	1,004	995	841
Single-Person Household 65 years +	201	295	442	449	459
Average Household Size	2.96	2.61	2.35	2.34	2.37

Source: 1980, 1990, 2000, 2010 Census

*2020 ACS

Components of Population Change

There are many factors that contribute to population changes besides birth rate, migration, and death rate. Some of these factors include economic development, education, quality of life, urbanism, changes in job availability, and many more. Some of these, although not relevant to Winslow, may be factors for why people moved from their original locations to Winslow.

Between 1990 and 2010, the Town’s population decreased by 203 persons. Then in 2020, probably due to the phenomenon of the pandemic, the population increase by 154 individuals in just ten years.

This change is never solely just a case of emigration, as mentioned above, there are various contributing factors for people to move to a new home. Population change in a community is a result of both natural change and migration. Natural change is the difference between deaths and births in the community over a period. Migration accounts for people moving in and moving out. Net migration is population change not explained by births and deaths.

Will the ratio of natural change and net migration continue?

Considering the aging population, a trend toward smaller families and increasing housing values, it seems that deaths will continue to outpace births, resulting in an increased decline in natural change.

The median age of Winslow's residents is increasing. What are the long-term effects of a population that is increasing in age? Table 4 below shows age trends – which age groups are gaining, which are losing. The total population of Winslow, according to the 2020 Census, is 7,948, which is an increase of 1.98 percent. What that means is that any age group gaining more than this percentage is on the increase. However, the data presented in Table 4 is from the ACS, which is an estimate, as explained at the beginning of this chapter.

Population trends can be combated in several ways. Winslow has plenty of available land and is a short drive to Augusta or Waterville for either employment or entertainment. Access to water and other outdoor recreational activities are abundant both in Winslow and in neighboring Towns. While the rate of natural change cannot be impacted with Town policy, the rate of migration can be affected by managing land use controls, promoting economic sectors that fit the character of the Town, and offering public services that the Towns residents want and need.

TABLE 4: AGE TRENDS 1990 TO 2020

	2000 % Of Total	2010 % Of Total	2020* % Of Total	20-Year Change
Population	7,743	7,794	7,621	-122 (-1.58%)
Median Age	41	42	44	3 (7.32%)
Under 5 years old	380 (4.9%)	361 (4.6%)	540 (7.1%)	160 (42.1%)
5 - 17 years old	1,488 (19.2%)	1,335 (17.1%)	1,345** (17.6%)	N/A
18 years and older	5,875 (75.9%)	6,098 (78.2%)	5,928 (77.8%)	53 (0.90%)
18 - 24 years old	850 (11%)	878 (11.2%)	387*** (5.1)	N/A
25 - 44 years old	2,092 (27%)	1,800 (23.1%)	1,591 (20.9%)	-501 (-23.9%)
45 - 54 years old	1,140 (14.7%)	1,276 (16.3%)	878 (11.5%)	-262 (-23.0%)
55 - 59 years old	406 (5.2%)	565 (7.2%)	596 (7.8%)	190 (46.8%)
60 - 64 years old	362 (4.7%)	510 (6.5%)	784 (10.3%)	422 (117%)
65 years and older	1,390 (18%)	1,390 (17.8%)	1500 (19.7%)	110 (7.91%)

Source: 1990, 2000 & 2010 Census

*Source: 2020 American Community Survey

**Only age category 5-19 available from 2020 ACS.

***Only age category 20-24 available from 2020 ACS.

Some important population changes and trend takeaways from the data analysis in Table 4:

- The median age increase of 7.32 percent in a 20-year period is dramatic. This aging trend is statewide, and Maine is one of the oldest states in the nation.
- The number of children (five and under) increased from 380 in 2000 to 540 in 2020. This age category nearly doubled in size in 20 years.
- Data for the age categories of ages 5-17 and 18-24 was not classified the same in the 2020 ACS as it was for the Census in previous years; the 2020 ACS included either a larger or smaller age category, which made calculating percent change not applicable.
- The number of individuals (18 years and older) has stayed nearly the same with only a 0.90 percent increase.
- Adults that fall roughly into “family-age” category were broken into two separate categories by the ACS:
 - Age category 20-24 made up 5.1 percent of the population (could not be compared to previous years because it is a different dataset)
 - Age category 25-44 decreased by 23.9 percent
- The “family-age adults” age bracket (18 to 44) is decreasing. Without those adults of child-bearing age, the population of children will continue to decline. These young families are also the primary market for the kind of suburban-style new housing that has been popular in Winslow.
- The “mature adult” age bracket (45 to 54, 55 to 59, & 60 to 64) was split when compared with 2000’s data:
 - Age category 45-54 decreased by 23 percent
 - Age category 55-59 increased by 46.8 percent
 - Age category 60-64 increased by 117 percent
- In 2010, the 65 and older age category was beginning to show the outliers in the baby boom generation (persons born generally between 1945 and 1965). This age category has been steadily increasing and the real impact will begin in this decade. Since 2000, this age category increased 7.91 percent, but the age category of 60-64 saw an increase of 117 percent, which will account for the expected overall increase in population age.
- There was a significant increase in the 60–64-year-old category by 422 individuals in 20 years. This is the second highest documented change, only behind the decline of the 25-44 age category.
- Those in the 60 to 64 age bracket is the younger individuals from the baby boom generation and as still younger baby boomers continues to age, this number will rise. This will have short-term implications for housing, health care, transportation, recreation, and other services. The children produced by the post-war glut are now in their 60’s. This was the group that put enormous strain on the school systems in the 1960’s and 1970’s, and on the housing market in the 1980’s and 1990’s; now they are about to put the same strain on senior housing and health care services.

Seasonal Population

All population data cited above refers to year-round residents. Winslow also has a seasonal population that includes camp owners/renters, visitors, day-trippers, and people staying at the summer camps.

There are few good measures of seasonal population. The 2020 ACS does not include information on seasonal homes, as the decennial Census does. According to Winslow's Tax Assessment Office, there are approximately 180 seasonal homes in Winslow that abut Pattee Pond. The seasonal fluctuation in Winslow has traditionally not been a major phenomenon. Unlike some nearby communities, Winslow is not a "lake Town" with a host of camps. There are no significant lodging places in Winslow, such as cabins or rooms for rent that would affect seasonal population significantly, beyond the seasonal residential properties. Residents who know the area, anecdotally put the likelihood that the seasonal number on Pattee Pond is around 100.

If at the peak of the season, 90 percent of the seasonal homes are occupied, that adds over 158 more households to the Town (an increase of only 4.3 percent over year-round households). Since vacation homes tend to be family retreats, the average household size is likely larger than that of year-round residents. If three people per household is assumed, the seasonal population is nearly 475 residents. These figures result in only a minimal increase in seasonal population, so it is not especially important for the Town.

Possibly the biggest factor the seasonal population contributes to Winslow is in the tax base collected from their properties, and the fact that they do not live in Winslow year-round. Since the seasonal properties are usually lake front properties, they garner higher taxes than in other areas. And since the seasonal population does not live in Winslow year-round, they require less Town services than year-round residents. Their patronage to local businesses is an additional bonus.

As detailed in the Housing Chapter, Winslow's seasonal population is not large due to the limited number lake front properties and the restrictions on year-round habitation in that district. Overall, the seasonal population has seen minimal changes since 2010.

School Enrollment Data

School enrollment is negatively correlated with the increasing age of the population and the reduced number of younger generations in Winslow: as the number of school-aged children drops, so does annual school enrollment.

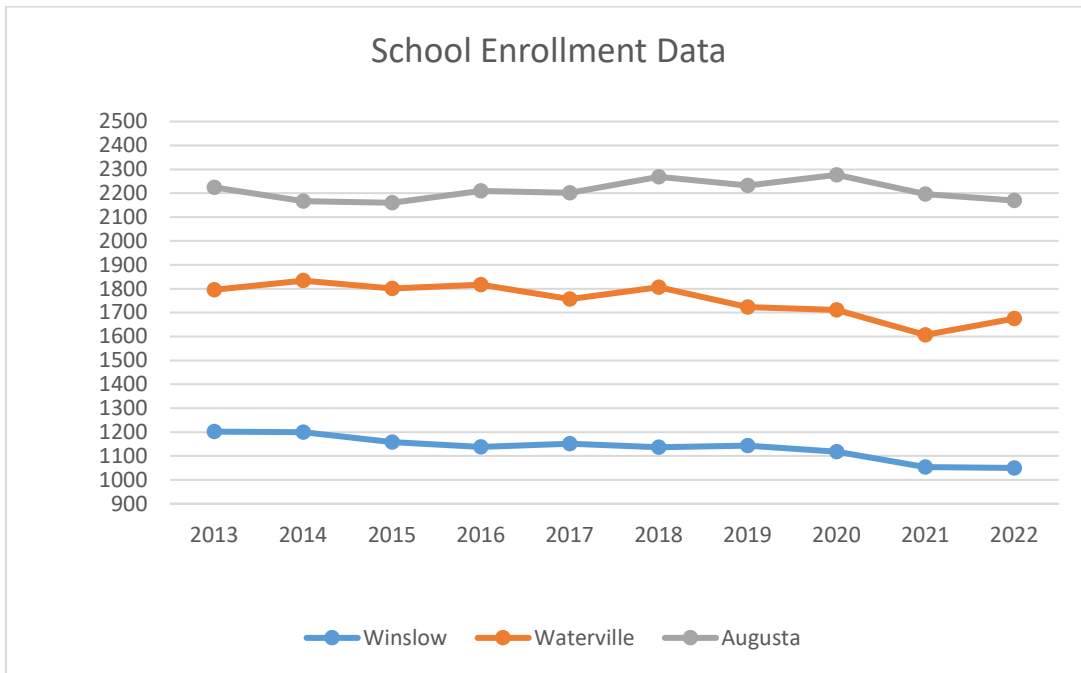
Table 5 below details school enrollment for Winslow, Kennebec County, and several neighboring Towns. The ten-year average tracked by Maine Department of Education shows a decrease in school enrollment by 12.6 percent in Winslow from 2013 to 2022. Kennebec County's school enrollment decreased by 6.9 percent in the same time period.

TABLE 5: SCHOOL ENROLLMENT DATA

County/Town	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	10 Year Average
Winslow	1202	1199	1158	1138	1151	1137	1144	1118	1054	1050	1135.10
Waterville	1796	1834	1801	1817	1757	1807	1724	1711	1607	1675	1752.90
Augusta	2224	2167	2160	2209	2202	2268	2232	2277	2196	2170	2210.50
Kennebec County	17327	17221	16965	16957	16798	16891	16790	16621	15843	16140	NA

Source: Maine Department of Education, Student Enrollment Data

FIGURE 2: SCHOOL ENROLLMENT GRAPHED



Source: Maine Department of Education, Student Enrollment Data

From Table 5 and Figure 2, a trend is apparent for school enrollment in this region. In the past several years there has been a steady decline in school enrollment, not only for Winslow, but also for surrounding Towns and Kennebec County. As stated previously, Maine’s overall median age is increasing, and the population of younger generations is decreasing. This trend has been progressing for nearly ten years, depending on datasets, and is not likely to change trajectory on its own accord. Each Town will undoubtedly be affected by this trend; planning strategies should be discussed to prevent negative impacts.

The combination of increasing housing prices, the median age range in Maine, and the decreasing family sizes all contribute to the reduced school enrollment. As a state, Maine should consider the implications behind this trend. As a Town, Winslow should prepare for future years of decreased school enrollment. Decreased school enrollment will affect everything from school bus routes, teaching jobs, school buildings, teaching styles, and the quality of education provided.

Conversely, it has been determined that there is a deficit for pre-kindergarten options. There are few childcare establishments in the area, and they are often prohibitively expensive for young parents. Additionally, if parents are willing to pay for childcare, most prefer to send their child somewhere that has an educational component.

Winslow recently completed a building of an addition onto the Elementary School, in part to accommodate pre-K children, ranging in age from 4-5 years old. This pre-K facility will offer early childhood education and is expected to increase future school enrollment in Winslow.

Regional Perspective

Winslow’s development pattern is not at all unusual for Kennebec County. All the Towns in this area prospered as farm Towns during the 1800’s, went into decline during westward expansion and the urbanization period of the late-19th-early 20th centuries, and began to grow again as suburbs and green spaces. The region’s largest growth period was in the 1970’s and 1980’s and has slowed since.

Like Winslow, Albion, Benton and China grew by around 50 percent in population between 1960 and 1980, with Vassalboro growing at a slightly more sedate 30 percent. Since 1980, all of the area’s Towns saw reduced rates of growth. Waterville’s population has declined for 50 years also until 2010 when it grew a small amount a trend that has continued in 2020.

TABLE 6: POPULATION COMPARISON TO NEIGHBORING TOWNS

Town	2000	2010	2020*
Winslow	7,743	7,794	7,948
Albion	1,936	2,041	2,006
Benton	2,557	2,732	2,715
China	4,106	4,328	4,408
Vassalboro	4,047	4,340	4,520
Waterville	15,605	15,722	15,828

Source: U.S. Census

**Source: 2020 ACS*

The region’s Towns are also somewhat similar in the other two high-impact population trends: median age and household size, as mentioned above. Since 1980, Winslow’s median age has gone from 35 to 44.3, an increase of 9.3 years. Winslow’s household size has shrunk

from 2.96 in 1980 to 2.37 in 2020. These changes are observable in neighboring Towns as well.

TABLE 7: MEDIAN AGE AND HOUSEHOLD SIZE OF NEIGHBORING COMMUNITIES FOR 2020

Town	Median Age	Household Size
Winslow	44.3	2.37
Albion	45.9	2.80
Benton	44.4	2.41
China	40.2	2.44
Vassalboro	50	2.21

Source: 2020 ACS

In the decreasing household and family sizes and increasing median age, Winslow is not an anomaly in Kennebec County or the State of Maine. In fact, the State’s overall median age and family size are smaller than that of Winslow. However, as seen in Table 8, these statistics are not reflected in the United States.

TABLE 8: STATE, COUNTY, TOWN STATISTICS

Town / County / State / Country	Population Change		% Change	Average Family Size*	Median Age
	2010	2020			
Winslow	7,794	7,948	1.96%	3.00	44.3
Kennebec County	122,151	123,642	1.2%	2.9	44.1
Maine	1,328,361	1,362,359	2.6%	2.9	44.8
United States	234.6 million	331.4 million	7.4%	3.15	38.2

Source: 2020 ACS

*Average Family Size differs from the Average Household Size, which is 2.37 for Winslow. Household refers to those living together, related or not. Family refers to those who are living together and are related.

Where Winslow holds less distinction among its neighbors is its seasonal population, with its 176 properties (4.8 percent). China has 508 camps, 22 percent of its overall housing. Albion has only 53 (6 percent), Vassalboro has 189 (9 percent) and Benton only 6 (0.5 percent).

Population Projections and Impacts

How much will Winslow change in the future? Population projections provide the short and easy answer. These are mathematical extrapolations of past population growth and factors such as age distribution and household size.

The Office of the State Economist publishes a projection to the year 2038 (they prepared it in 2018, based on Census data). They estimate Winslow's 2038 population would be 7,436, a decrease of 6.44 percent from the current population, in 16 years. This is based partially on the advancing age of the residents and the overall observable trend of decreasing population, not necessarily a reflection of the popularity of the Town.

The Kennebec Valley Council of Governments (KVCOG) also does population projections. KVCOG estimated a 2030 population of about 7,690, which is a loss of 258 people. It should be noted that both sources estimated a 2020 population of between 7,800 and 7,900 as of the last plan (2008) and Winslow exceeded that expectation in actual population growth (Winslow's actual population based on 2020 Census: 7,948).

Notice that one of these projections calls for a more significant decline, while the other calls for a much less severe decline. Then, what good are projections? Projections are not a crystal ball; they are based on assumptions of trends from the recent past. And with the unpredictability of migration due to the global pandemic, these projections will likely not be very accurate.

The 2008 Plan developed a "stable growth scenario" wherein the population would only grow to 8,000 by 2025. It stipulated that housing growth would slow to only 17 new homes per year. In fact, the plan did not anticipate the 2008 recession and the drop in housing demand to only about eleven new houses per year since 2010, yielding a population of 7,948 – 154 more residents than in 2010.

How can it be that the Town is adding about 13 new houses each year, yet the population is remaining relatively level? The answer lies in the continued reduction of household size. As mentioned above, the smaller the households get, the more houses we need to hold the same number of people. The estimate assumes that household size will continue the decades-long trend in decline. That trend appears to be slowing, but even if it decreases another 5 percent the average household size would level out at 2.20 in 2030.

The rate of housing development is a good way to estimate population growth, but it is also a good way to manage it. Local policies can affect the rate of housing growth through their influence on the cost of development or land use restrictions. Although, Winslow has relatively low land development costs now, so it would be difficult to accelerate growth this way.

Trends can be managed, to a certain extent, to produce desired results. For example, if the local economy or housing market changes, that in turn, affects how the community grows and changes as well. Municipal regulation and policy can have an influence on the size and types of new houses constructed, which in turn will drive population demographics.

Neighborhoods with large lots tend to add to building costs and require expensive homes to be built. Many times, these homes are 3-, 4-, or 5-bedroom and suitable for large families with young children. At the other extreme, housing units can be designed exclusively for senior populations with 1- and 2-person households. This type of development would more closely match the demand for housing in Winslow but would not add as much to the growth potential of the Town.

Growth in population and households increases the demand for public services and commercial development. Unless specifically designed for senior citizens, each new household must have one or more jobs to support it. Younger, larger households will generate school children. Nearly all households require added waste management and road maintenance costs. All these factors must be considered when projecting population growth.

Going back to the initial population projections (State: 7,436 by 2038; KVCOG, 7,690 by 2030) and using the assumption of six new homes a year as the break-even level with shrinking household size, we can look at the range of development possibilities.

Under the state's projection, the Town will lose 512 residents between 2020 and 2038. If the projected population of 7,436 is divided by the current average household size of 2.37, the estimated housing need can be determined. By these calculations, Winslow would need approximately 3,138 housing units to accommodate a population of 7,436. The Town currently has 3,509 occupied housing units and 339 vacant housing units, which exceeds the estimated need for the state's projected population in 2038, by 710 housing units. To compound this, new homes will still be built, which will result in a higher vacancy rate or the departure of mobile homes. Economically, this scenario seems quite unlikely, as Winslow is at the edge of both Augusta and Waterville and sees a lot of spillover demand.

Another scenario to consider is, if the average household size decreases by another 5 percent, resulting in an average household size of 2.20, the number of houses needed for that population would be 3,380. Based on the 2020 Census data, Winslow is already capable of accommodating this size population with its total available housing units, which is 3,848. In this scenario, the Town would no longer need 468 of its housing units over an 18-year period. Again, this figure does not take into account the fact that new houses will undoubtedly still be built.

Under the KVCOG projection, the Town would lose roughly 258 new residents between 2020 and 2030. If the projected population of 7,690 is divided by the current average household size of 2.37, the estimated housing need would be approximately 3,245. This housing unit requirement is already available in Winslow's 3,848 total housing units. This would be a loss of 603 housing units over an eight-year period.

If this projection is considered with the 5 percent decrease in average household size, then the Town would need 3,495 housing units to accommodate the population. As with the other scenarios covered above, the Town already has an adequate number of housing units for this, and there will still be new houses constructed. With this scenario, the loss of housing units would be 353 in an eight-year period.

If the results of all four scenarios are averaged, the number of housing units no longer needed by this decreased population would be about 530. This reduction in population would result in a slight decrease in demand for jobs, assuming the new housing units that were built were not for retirees. In Winslow, the average is 1.12 jobs per housing unit, so losing 530 housing units would decrease the demand for about 590 jobs between 2022 and 2038.

While some Towns can use municipal policies to impact population change, it requires a need and consensus to take strong action, which Winslow may not have. It is important, however, that the community pay attention to annual changes in housing development and other local and regional indicators. The Town should continue to monitor the rate of new construction and the type of homes that are being built and should continue to discuss the implications and address them through policy changes.

It is important to bear in mind several factors when considering population estimates. Simple population projections like the ones described above are rarely accurate. They work for small Towns with predictable conditions, for example, Winslow from 1850 to 1950. Population projections are also based on past trends. With the COVID-19 pandemic, these are unprecedented times. We are seeing changes that were impossible to predict or account for. The projections detailed in this section are unlikely scenarios, based on the size of Winslow's population, the Town's ideal location, and the changes brought on by the pandemic.

Analysis and Trends

The most obvious trends detailed throughout this section are the increasing overall age of Winslow's population and the decreasing family size. The ideal housing to accommodate these demographics would be smaller, one- or two-bedroom units.

These trends have other implications as well, such as decreased school enrollment, an increased need for multifamily housing style structures, increased public services, and senior transportation, to name a few.

Another emerging, recent trend is multigenerational housing. This living situation was born out of necessity during the COVID-19 pandemic and became the new normal, as it seems to be mutually beneficial to all involved. Multigenerational homes are those that include parents living with their adult children and grandchildren, for example. This is beneficial for the parents of the young children, as the grandparents can supply childcare, and it is beneficial for the grandparents as they also have access to help. This situation has proven financially beneficial for all parties. As of the 2020 ACS, there were 34 individuals living with their grandchildren who were under the age of 18.

The services required to accommodate multigenerational housing would be somewhat similar to those mentioned above. Promoting multigenerational housing is one possibility for the Town to explore to reduce the effects of the current trends.

PART THREE: CRITICAL NATURAL RESOURCES

Community Overview:

Winslow's geographical location was chosen for its access to the surrounding natural resources. Located around the confluence of the Kennebec and Sebasticook rivers, early settlers were able to take advantage of the water sources for transportation and waterpower. The Town's topography is moderate, and its soils are largely suitable for agriculture and development. Winslow is located within the Kennebec River valley, within a large watershed that encompasses the majority of Kennebec County and parts of adjacent counties.

But natural resources must be viewed as both an asset and a constraint. Forested and non-forested wetlands are associated with many of the streams draining portions of the Town. The preponderance of wetlands that surround Mud Pond and the area north of Pattee Pond generally renders most of those areas unbuildable. By the same token, these wetlands act as a purification sponge for much of the water entering those streams and other water bodies nearby.

Topography:

Topography, along with soil characteristics, tends to dictate appropriate land uses and environmental values. Slopes exceeding 15 percent tend to make poor building sites; Slopes of less than 3 percent are characteristic of wetlands, but if well-drained may be good agricultural land. The steepness of slope and soil type also determine how erodible a soil may be and how well water drains through it.

Winslow has no summits in excess of 450 feet but the significant peaks reach the highest on the eastern / southeastern areas of Town.

Surficial Geology

Underlying soil types dictate in general terms the suitability of land for various uses. Winslow displays conditions laid down in large part by glacial activity. There are four main types of deposits, which have characteristic grain size distribution and topographic position. They are till, outwash, silts and clays, and muck/peat. A brief description of each follows.

Tills were deposited directly by glaciers which covered most of New England about 10,000 years ago. These deposits, not subjected to the action of flowing water, consist of mixtures of materials ranging in size from clay to boulders.

Outwash is also a product of glacial action; however, unlike till, it has been stratified by glacial meltwater. These deposits consist largely of sand and gravel. In Winslow, outwash is found in rather extensive deposits in the western side of Town on the banks of the Kennebec and some esker ridges in the north east of Town. The outwash is geologically younger than the

till, and may overlie it in places, particularly along Seabasticook River Branch.

The silts and clays of Winslow were deposited in bays and inlets of the sea as the glaciers retreated. These materials are restricted to places below about 300 feet elevation and are widespread at the western areas of Town. The silts and clays, which may be several hundred feet thick, were deposited at the same time as the outwash, but generally underlie the latter where the two are in contact.

Muck and peat deposits are water saturated, highly organic sediments. There are several areas of this in Town, usually in or close to wetlands, specifically in the north eastern areas of Town.

Soils

Winslow generally has some good soils that have food-growing and development capability. These soils also filter and store groundwater, not to mention provide gravel needed for road-building and other developed uses. Soils have been studied and classified throughout the Town. Maps depicting various features of soil types accompany this plan.

Soil characteristics are particularly important to farming, road-building, and construction. Additional soils information is presented in the Land Use section of this plan.

Certain soils types in Winslow are particularly fertile, either for crops (corn) or for timber (white pine). The Town has some agriculture, so good farm soils may be a factor. (This will be addressed in more detail in the Agriculture and Forestry Chapter). But the soils most fertile for tree growth are usually the same types as those best for farming, except that more stony soils and steeper soils also qualify. In Winslow, that includes much of the lakeshore and stream valleys. The following soil types are among the best for tree growth:

Bangor silt loam	Berkshire loam	Buxton silt loam
Dixmont silt loam	Hadley silt loam	Peru loam
Plaisted gravelly loam	Stetson fine sandy loam	Winooski Silt Loam
Madawaska fine sandy loam	Melrose fine sandy loam	

These soil types can be picked out on the soil maps included with this plan.

Soils can also be ranked for their suitability for development. For development, soils don't have to be fertile; they just have to be easy to work. The best development soils are not too wet, not too steep, and not too rocky. (Note that nearly any soil can be developed. This rating system is based on the cost of development. The highly-ranked soils are the cheapest to develop, therefore, a good place to encourage growth.)

Soils can be considered as the best overall for development, including septic systems, excavation, and road-building. These soil types are:

Bangor silt loam	Dixmont silt loam	Plaisted loam	
Berkshire loam	Buxton silt loam	Melrose fine sandy loam	Peru loam

From this list, it's immediately apparent what common sense has said all along: that flat, well-drained land is good for both farming and development, and there is an inherent conflict between competing land uses which farming, because of relatively low economic returns, usually loses.

The State Plumbing code also has its list of soils, which are unsuitable for subsurface waste disposal. The plumbing code is only interested in those soils in which septic systems won't function: either water is too near the surface, subject to flooding, or too steep. Note that nothing is said about shallow to bedrock. Soils with water too near the surface are:

- Biddeford silt loam
- Leicester stony loam
- Scantic silt loam
- Monarda silt loam
- Peat and Muck
- Walpole fine sandy loam
- Limerick silt loam

Soils subject to flooding (floodplain) are:

- Hadley silt loam
- Winooski silt loam
- Limerick silt loam
- Mixed alluvial land

The plumbing code says that any soil on a slope of greater than 20 percent is too steep to build septic systems in.

Critical Natural Resources

Winslow offers a variety of valuable habitat to land and water-resident animals. The extent and quality of wildlife habitat is an indicator of not just the abundance of animals but the overall health of the ecosystem. The Maine Department of Agriculture, Conservation, and Forestry (DACF) administers a program called *Beginning with Habitat* to illustrate information on wildlife habitat and critical natural areas. This information can be seen on the *Critical Natural Resources Map*, with descriptions of essential features below.

Deer Wintering Areas

Although deer are reasonably common in Winslow, their existence is predicated on sufficient habitat. Summer habitat is not a limiting factor as winter habitat is. The existence of “deer wintering areas” is the controlling factor for deer numbers.

A deer wintering area is defined as a forested area used by deer when snow depth in the open/hardwoods exceeds 12 inches, deer sinking depth in the open/hardwoods exceeds 8 inches and mean daily temperatures are below 32 degrees Fahrenheit. Non-forested wetlands, non-stocked clear-cuts, hardwood types, and stands predominated by Eastern Larch are included within the DWA only if less than 10 acres in size. Agricultural and development areas within DWAs are excluded regardless of size. A rating of “indeterminate” means that no professional survey has been done to assess the value of the habitat and at this time the MDIFW is classifying all deeryards as indeterminate and calling areas “Candidate Deer Wintering Areas” that would need verification on the ground.

Winslow has seven identified significant deer wintering areas that can be seen on the critical resources map. Some are quite sizable and they are on the eastern areas of Town away from the developed areas and rivers.

There appears to have been some decrease in the number and size of deer wintering areas since the last plan specifically the removal of a large area in the south east of Town.

Inland Waterfowl /Wading bird Habitat (IWWH)

Five criteria are used to rate IWWHs as high, moderate, or low value: (1) wetland type composition, (2) number of different wetland types, (3) size, (4) interspersion, and (5) percent of open water. Wetlands with a rating of “High” or “Moderate” are the only ones required to be protected under Shoreland Zoning and other State Laws. These are depicted on the map and listed in the table overleaf.

Table - Significant Waterfowl and Wading Bird Habitat

Location	MDIF&W#	Rating
North East of Town south of Albion Road	202316	Moderate
North East of Town north of Abbot Road	202318	Moderate
Southern area of Town between Bassett and South Reynolds Road	031066	Moderate
Large Wetland South East of Town bordering China	030910	High
South East of Town bordering China, north of Rt137	202324	Moderate
Large wetland extending north from the north end of Pattee Pond	031070	Moderate
Source: Maine Department of Inland Fisheries and Wildlife		

Just like the deer areas there appears to have been some decrease in the number of Significant Waterfowl and Wading Bird Habitats since the last plan which is a cause for concern.

Significant Vernal Pools

A naturally occurring temporary to permanent inland body of water that forms in a shallow depression and typically fills during the spring or fall and may dry during the summer. The vernal pool contains no viable populations of predatory fish, and it provides the primary breeding habitat for wood frogs, spotted salamanders, blue spotted salamanders and fairy shrimp. The presence of any one or more of these species is usually conclusive evidence of a vernal pool.

Protection of vernal pools is required under Maine Law, but identification is difficult, because they are ephemeral, and can usually only be identified in mid-spring. At this time there has only been one formally identified in or bordering Winslow to date which can be seen on the critical natural resources map (north west area of Town). Extra protections through shoreland zoning should be considered for these sites.

Rare and Endangered Species and Habitats

Rare Plants:

Although not designated as a Focus Area of Statewide Ecological Significance or being found to contain any rare or exemplary natural communities or ecosystems there are several noteworthy species of both flora and fauna found in Winslow.

The Maine Natural Areas Program has identified the plant **Narrow-leaved Arrowhead** (*Sagittaria filiformis*) which designated as a species of Special Concern and found on the Kennebec River south of the confluence with the Sebecook:

Habitat: Shallow, swift waters or deep streams [Open water (non-forested, wetland)]

Range: Maine south to Florida.

Aids to Identification: Narrow-leaf arrowhead is a submerged aquatic perennial with submersed and floating leaves. The floating leaves are linear-ovate to ovate in shape and 0.5 cm wide. The long, submerged, ribbon-like leaves are usually over 30 cm in length. The petiole, which connects the leaf to the stem, is flattened. The flowers are white, with 3 petals, and are borne in racemes with 2-4 whorls of flowers.



Ecological characteristics: Found in shallow waters of slow moving rivers in Maine.

Phenology: Flowering summer through fall.

Family: Alismataceae

Synonyms: *Sagittaria stagnorum*; *Sagittaria subulata*

Known Distribution in Maine: This rare plant has been documented from a total of 10 Towns in the following counties: Cumberland, Kennebec, Sagadahoc, Somerset.

Reason(s) for rarity: At northern edge of range.

Conservation considerations: Invasive aquatic plants or impoundment could pose a threat to populations.

An area on the Kennebec just south of the Waterville Bridge contains **Garbers Sedge** (*Carex garberi*) which is also a species of Special Concern:

Habitat: Circumneutral shores and fens, in openings [Open wetland, not coastal or rivershore (non-forested wetland), non-tidal rivershore (non-forested, seasonally wet)]

Range: New Brunswick south to Maine, west to British Columbia, north to Alaska.

Aids to Identification: Members of this genus can be difficult to identify without careful examination of microscopic features and knowledge of general groups of species. Garber's Sedge is a member of the section *Bicolores*, a group recognized by its white and gold-orange lenticular-elliptical perigynia with a long sheath on the lowest carpellate bract. Garber's sedge closely resembles *Carex aurea*. Garber's sedge can be recognized by its blunt carpellate scales (acute in *C. aurea*). *Carex garberi* also retains its white perigynia in maturity; the perigynia turn orange at maturity for *C. aurea*.



Ecological characteristics: None noted

Phenology: Fruits in summer.

Family: *Cyperaceae*

Synonyms: *C. garberi* Fern. var. *bifaria* Fern. Also commonly known as Elk Sedge.

Known Distribution in Maine: This rare plant has been documented from a total of 27 Towns in the following counties: Aroostook, Kennebec, Lincoln, Penobscot Piscataquis, Somerset .

Reason(s) for rarity: At southern limit of range. Circumneutral habitat in Maine is scarce.

Conservation considerations: The populations are persisting at known locations.

In the same area is the **Soft-leaf Muhly** *Muhlenbergia richardsonis*. This is also a species of special concern:

Habitat: Circumneutral gravel or ledges, often along rivershores [Open wetland, not coastal nor rivershore (non-forested, wetland); Non-tidal rivershore (non-forested, seasonally wet)]

Range: Anticosti Island (at the mouth of the St. Lawrence River) to Maine; southern Michigan; Minnesota to Washington and New Mexico.

Aids to Identification: Members of the grass family can be difficult to identify without careful examination of microscopic features and knowledge of general groups of species. Soft-leaf muhly is a mat-forming grass with slender but wiry stems, 30-60 cm tall. The leaf blades are generally 3-6 cm long, 1-2 mm wide, and involute (rolled inward). The spikelets, which bear a single floret each, are borne on short branches in a slender inflorescence 1-4 cm long.



Ecological characteristics: In Maine, this grass has been found in rocky outcrops along large rivers.

Phenology: Unknown.

Family: Poaceae

Synonyms: *Muhlenbergia squarrosa*

Known Distribution in Maine: This rare plant has been documented from a total of 13 Town(s) in the following county(ies): Aroostook, Kennebec.

Reason(s) for rarity: Unknown.

Conservation considerations: Most known populations are small, but the plant seems to persist on the few river ledges where it grows. Heavy recreational use of ledges could pose problems.

Another species of special concern in the same location in Winslow is **Long-leaved Bluet** (*Houstonia longifolia*):

Habitat: Slaty ledges or rivershore gravels, not strongly acidic. [Non-tidal rivershore (non-forested, seasonally wet)].

Range: Maine to Saskatchewan, south to Georgia, Oklahoma.

Aids to Identification: Bluets are small, slender plants with opposite stem leaves, small 4-petaled flowers, and inferior ovaries. The common bluet, *Houstonia caerulea*, found growing on lawns, has flowers that have a yellow center and horizontally spreading corolla lobes. *Houstonia longifolia* has uniform colored white to pale blue flowers and ascending corolla lobes and occurs in different habitats.



Ecological characteristics: Usually found growing in slight cracks or depressions on rivershore ledges. Maine populations although apparently persistent are not large and the plants tend to be small.

Phenology: Herbaceous perennial, flowers July - September.

Family: Rubiaceae

Synonyms: *Hedyotis longifolia*; *Hedyotis longifolia* var. *tenuifolia*; *Hedyotis purpurea* var. *longifolia*; *Houstonia longifolia* var. *glabra*; *Houstonia longifolia* var. *tenuifolia*; *Houstonia tenuifolia*; *Oldenlandia purpurea* var. *tenuifolia*.

Known Distribution in Maine: This rare plant has been documented from a total of 24 Town(s) in the following county(ies): Cumberland, Kennebec, Penobscot, Piscataquis, Sagadahoc, Somerset.

Reason(s) for rarity: Habitat naturally scarce, at northern limit of range.

Conservation considerations: Known populations are small, but the plant seems to persist on the few river ledges where it grows. Heavy recreational use of ledges could pose problems.

Again in the same general areas is the **Horn Beaked Rush** (*Rhynchospora capillacea*). This is identified as a threatened species:

Habitat: Calcareous swamps, bogs, and shores. [Open wetland, not coastal nor rivershore (non-forested, wetland); Non-tidal rivershore (non-forested, seasonally wet)]

Range: Newfoundland to Saskatchewan, south to Virginia, Tennessee, and Missouri.

Aids to Identification: Beak-rushes are similar to the spike-rushes (*Eleocharis*) in that the

achene (i.e., single-seeded fruit) is capped by a tubercle. Beak-rushes also share in common with spike-rushes a cycle of slender bristles attached to the base of the achene. *Rhynchospora* has an inflorescence composed of several spikes and leafy stems versus *Eleocharis* which has its leafless stems terminated by a single spike. *Rhynchospora capillacea* is identified by its achenes 1.7-2.1 mm long that are subtended by six, retorsely barbed perianth bristles and its very narrow leaves (0.2-0.4 mm wide).



Ecological characteristics: In Maine, this species typically grows on riverside seeps, rich ledges, and sphagnum bogs.

Phenology: Flowers July - August, fruits in August.

Family: Cyperaceae

Synonyms: *Rhynchospora capillacea* var. *leviseta*

Known Distribution in Maine: This rare plant has been documented from a total of 5 Town(s) in the following county(ies): Aroostook, Kennebec.

Reason(s) for rarity: Suitable habitat is scarce.

Conservation considerations: Maintain hydrologic integrity of its rivershore or bog habitat.

Finally there is a small know location of **Purple Clematis** (*Clematis occidentalis*) south west of the intersection of China Road (137) and South Pond Road, this is also a species of Special Concern:

Habitat: Rocky (often calcareous slopes) and open woods. [Rocky summits and outcrops (non-forested, upland); Non-tidal rivershore (non-forested, seasonally wet); Hardwood to

mixed forest (forest, upland)]

Range: Canada to Virginia and west to Iowa.

Aids to Identification: Purple clematis is a climbing vine closely related to the garden variety of clematis, or virgin's bower. Its light green leaves are divided into 3 oval leaflets, on long stalks which often climb and twine to a height of 3 m. The flowers, arising from the leaf axils, are bluish-purple, 5-8 cm across, with 4 thin, almost translucent, sepals (often called petals). The flowers are followed by tufts of silvery, feathery fruits.



Ecological characteristics: Ecological relationships in Maine are not well known.

Phenology: Flowers in May.

Family: Ranunculaceae

Synonyms: Represented in Maine and New England by ssp. *occidentalis*. Synonyms include *Atragene americana*; *Atragene occidentalis*; *Clematis verticillaris*; *Clematis verticillaris var. grandiflora*. Formerly tracked as *Clematis occidentalis var. occidentalis*

Known Distribution in Maine: This rare plant has been documented from a total of 35 Town(s) in the following county(ies): Androscoggin, Aroostook, Cumberland, Franklin, Kennebec, Knox, Oxford, Penobscot, Piscataquis, Somerset.

Reason(s) for rarity: Natural scarcity of suitable (i.e. calcareous) habitat. Scarce throughout its range.

Conservation considerations: Typically occurs in small populations that can be subject to random fluctuations or localized disturbance events. Known populations are all either at forest edges or in the open, indicating that the plant does not do well under heavy forest cover.

Natural Communities:

The Maine Natural Areas Program (MNAP) has classified and distinguished different natural community types that collectively cover the state's landscape. These include such habitats as floodplain forests, coastal bogs, alpine summits, and many others. In Winslow there are the following:

Along the Kennebec, just south of the Sebasticook confluence there is a **Rivershore Outcrop** which has the Scientific Name of Bluebell - Balsam Ragwort Shoreline Outcrop

Community Description: Sparse rivershore vegetation is dominated by herbs with occasional low shrubs. Total cover rarely exceeds 25%. Typical herbs include three-toothed cinquefoil, common hairgrass, hairy goldenrod, silverrod, bluebell, balsam ragwort, and narrow false oats. Shrubs include dwarf bilberry, lowbush blueberry, shrubby cinquefoil, and shadbush; poison ivy may be locally abundant. Where soil allows the growth of taller shrubs (e.g., at the upland transition into adjacent shrub vegetation), red osier dogwood, round-leaved dogwood, and willows may occur. The rare species associated with most of these ledges show an affinity to northern areas; in central Maine, one may find more temperate indicator species, such as Indian grass and little bluestem.

Soil and Site Characteristics: This type occurs on dry ledges and outcrops along rivershores. Substrate is typically circumneutral or calcareous slate, with plants growing in vertical fissures. Sites are subject to annual flooding and ice scour, which allows at least a small amount of silt to accumulate in the rock crevices.

Diagnostics: Herb dominated sparse vegetation occurs on rivershore outcrops.

Similar Types: This is the only herb dominated rivershore ledge community type. Riverside Seeps share many species with moist pockets of these outcrops, but occur on gravelly (unconsolidated) substrates. The geographic transition seen from northern Maine rivers to those in central Maine may warrant splitting the central Maine occurrences into a "Bluestem Shoreline Outcrop" type, but more information is needed from both within and outside of Maine.

Conservation, Wildlife and Management Considerations: Many sites are visited on foot for recreation. In sites with moderate to heavy foot traffic, some degradation of the vegetation is apparent. A few sites show some degradation by exotic species such as Japanese knotweed. Several sites are in public ownership or private conservation ownership; many are privately owned.

These rivershore shrub lands provide habitat for common bird species that inhabit open shrublands such as common yellowthroat, alder flycatcher, Wilson's warbler, and Lincoln's sparrow.

Distribution: >Along the major rivers from central Maine northward and eastward. Extends east and north into New Brunswick and west into New Hampshire and Vermont. Landscape

Pattern: Small Patch. Linear.

Characteristic Plants: These plants are frequently found in this community type. Those with an asterisk are often diagnostic of this community.

Sapling/shrub	Dwarf Shrub	Early goldenrod
Black spruce*	Dwarf bilberry	Field pussytoes
Red spruce	Lowbush blueberry	Kalm's lobelia
Sapling/shrub	Velvet-leaf blueberry	Field pussytoes
Meadowsweet	Herb	Narrow false oats
Red osier dogwood	Balsam ragwort	Silverrod
Round-leaved dogwood	Bluebell	Stiff aster
Shining willow	Common pussytoes	Tufted hairgrass
Western poison-ivy	Dwarf raspberry	Wild chive

Associated Rare Plants

Alpine milk-vetch
Clinton's bulrush
Cut-leaved anemone
Indian grass
Mistassini primrose
New England violet
Pale green orchis
Purple clematis
Soft-leaf muhly
St. John oxytrope

Wildlife:

There are a number of animals identified in or on the borders of Winslow that are classified as Endangered, Species of Special Concern or Threatened.

Bald eagles (*Haliaeetus leucocephalus*) nest on the several points on or close to the Kennebec and Sebasticook Rivers. These famous birds generally nest along sea coasts, inland lakes and major rivers. Breeding habitat includes large trees, primarily old white pines, in close proximity (less than one mile) to water where food is abundant and human disturbance is minimal. Once abundant in Maine, these birds were nearly extirpated throughout their range because of widespread use of environmental contaminants. With bans on the use of these contaminants and habitat protection measures, bald eagles have made a tremendous recovery. In 2009 they were removed from the state Endangered Species list. They remain listed as Special Concern. Bald eagles and their nests are protected by the U.S. Fish and Wildlife Service under the Bald and Golden Eagle Protection Act.

On the northern border of Town on the Sebasticook is the first of the threatened species, the **Brook Floater** (*Alasmidonta varicosa*)

The Brook Floater is a small to medium-sized (usually ≤ 3 inches) freshwater mussel that in profile has a “Roman nose” shape and in cross-section is moderately inflated or swollen in appearance. The shell is yellowish-green in young animals to brownish-black in older specimens, and often has broad dark green rays. Internal hinge teeth are poorly developed, with only a small knob present on each valve. A reliable diagnostic feature for this mussel is a series of ridges and wrinkles along the dorsoposterior slope of each valve, perpendicular to the growth rings. This species has a peculiar habit of gaping its valves when removed from the water, exposing its cantaloupe-colored “foot”.



Range and Habitat

The Brook Floater is found in streams and rivers of the Atlantic coastal region, from South Carolina to Nova Scotia and New Brunswick. In Maine, its distribution is largely concentrated in the Penobscot River drainage and several Downeast river systems, with a few scattered populations also found in the Kennebec, St. George and Sheepscot River watersheds. An isolated population in the Pleasant River (Cumberland Co.) is the only known occurrence in southern Maine.

This species inhabits flowing water, from small streams to large rivers. It does not live in high-gradient streams with very fast current, nor is it usually found in slow water. It seems to prefer

stable substrates such as coarse sand and gravel, and is often found in association with rooted aquatic vegetation.

Life History and Ecology

The Brook Floater breeds in summer, when males release sperm into the water column and females filter it out with their gills. Once the eggs are fertilized, females brood the growing larvae, called glochidia, in a modified portion of their gills until the following spring when they are released as tiny free-floating organisms. At this stage the glochidia of most freshwater mussels require a fish host to change into the subadult form of a mussel. Each mussel species requires one or more specific fish species to serve as suitable hosts and since glochidia can only survive for a short time on their own, they must quickly encounter just the right fish. The lucky ones attach to the fish's gills or fins (without apparent harm to the fish) for a period of weeks or months before transforming into tiny mussels and dropping off to settle in the substrate. Fish species reported to serve as hosts for the Brook Floater include Longnose Dace, Blacknose Dace, Golden Shiner, Pumpkinseed Sunfish, Slimy Sculpin, and Yellow Perch.

Freshwater mussels grow rapidly during their first 4-6 years of life, before they become reproductively mature. The life span of the Brook Floater is likely 15 years or more. Mussels continually filter vast quantities of water and consume bacteria, algae, and plant and animal debris. They burrow into the bottom, anchoring themselves with a muscular foot, but have a limited ability to move short distances to find the best sites for feeding and reproducing. Mussels are an important food item for some aquatic mammals, especially otters, muskrats, and raccoons, as evidenced by piles of shells (middens) often seen along shorelines.

Threats

Freshwater mussels are the most endangered group of animals in North America. Of the nearly 300 species native to the continent, approximately 75 percent are state or federally listed as endangered, threatened, possibly warranting listing status, or already extinct. Their population declines are the result of more than a century of industrialization and development of our waterways, causing alteration and loss of habitat and degradation of water quality. Because the Brook Floater requires clean, free-flowing riverine habitat, it is especially vulnerable to impacts from pollution, sedimentation, dams, and surrounding land use practices that degrade or alter its aquatic habitat.

Conservation and Management

The Brook Floater has experienced significant declines throughout its range, with many populations being extirpated. In the Northeast, the species is listed as endangered or threatened in nearly every state, where low population densities, fragmented distributions, limited or no evidence of recruitment and poor condition of individuals (i.e., excessive shell erosion) are common concerns. These same observations prompted MDIFW to list the species as Threatened in 2007.

Maine figures prominently in the Brook Floater's conservation - having more occurrences than the remainder of the Northeast combined, including some apparently healthy

populations. The species may have been extirpated in at least two rivers (Dennys River in Washington Co., Presumpscot River in Cumberland Co.), where efforts to relocate previously known populations have been unsuccessful. Recent surveys of Maine’s southernmost population in the Pleasant River show this occurrence is on the verge of being lost. The Brook Floater’s absence from most rivers and streams in southern, midcoast, and central portions of the State suggests this mussel may have experienced additional extirpations.

Conservation of freshwater mussels requires identification and protection of their habitats and fish host populations. MDIFW has surveyed over 1600 sites statewide on Maine’s lakes, ponds, streams and rivers to document the distribution and status of our native freshwater mussels. Occurrences of the Brook Floater are well documented and information is being provided to Towns, land trusts, and lake and watershed associations. Long-term monitoring is needed to assess population trends, and additional life history studies are needed to learn more about the species’ specific habitat requirements and fish host interactions.

Protection of clean, unaltered watersheds and associated forested riparian areas is necessary for the long-term conservation of the Brook Floater. Adhering to state wetland and Shoreland Zoning laws and water quality Best Management Practices contributes greatly to maintaining the quality of aquatic habitats for this species.

Tidewater mucket (*Leptodea ochracea*) is a freshwater mussel listed as Threatened in Maine. It is found in the area where the outlet stream is crossed by the Garland Road, as well as the far northern border of Town in the Sebec. The tidewater mucket is known from only a handful of river drainages in the state including the Merrymeeting Bay (Kennebec Valley) drainages. Freshwater mussels like the tidewater mucket require clean water and certain flow and substrate conditions.



They also have a unique life cycle that depends on specific fish species as larval hosts. Maine plays an important role in the conservation of freshwater mussels. With some of the most unspoiled aquatic ecosystems in eastern North America, Maine has some of the most significant remaining populations of several nationally rare freshwater mussel species. Maintaining water quality and undisturbed aquatic habitats is essential to maintaining these species.

Yellow Lampmussel (*Lampsilis Cariosa*) is also a State Threatened species and is found at the far northern border of Town in the Sebasticook:



The Yellow Lampmussel is a large (up to 4 ½ inch) freshwater mussel that superficially resembles a marine clam. Its shell is oval-shaped and distinctly yellow, occasionally with faint green rays. This species typically prefers medium to large rivers, but in Maine is often found in lakes and ponds, and will tolerate impounded sections of rivers. Known locations of the Yellow Lampmussel include in the Sebasticook River at the Benton-Winslow border and in the Kennebec River at its confluence with Messalonskee Stream.

The Sedge Wren (*Cistothorus Platensis*) is also a State Endangered bird that is found in the northwest of Town just south of Benton Avenue:

The sedge wren is a small, brownish bird, roughly 3 ¾ inches long. The back and crown are brown with fine streaks of dark brown and tan. The chin, throat, and belly are white. Like other wrens, it tends to hold its short tail at an upward angle. The sedge wren is differentiated from the more common marsh wren by the buff color under the tail (the marsh wren's is white) and a streaked crown (the marsh wren's is uniformly brown). Sedge wrens breed in freshwater meadows dominated by grasses and sedges, and in grassy, upland borders of freshwater marshes dominated by sedges. However, they are somewhat fickle in selecting breeding sites, and a site that is used one year may not be used the next. Sedge wrens are very dependent on the water level at the nest site, preferring little if any standing water. Since sedge wrens change sites so frequently, a large number of sites with suitable habitat are needed to ensure continued reproductive success of the species.



On the southwest shore area of Pattee Pond are **Eastern Ribbon Snakes** (*Thamnophis sauritus*) which are not endangered but a species of special concern (A species of special concern is any species of fish or wildlife that does not meet the criteria of an endangered or threatened species but is particularly vulnerable, and could easily become, an endangered, threatened, or extirpated species due to restricted distribution, low or declining numbers, specialized habitat needs or limits, or other factors. Special concern species are established by policy, not by regulation, and are used for planning and informational purposes; they do not have the legal weight of endangered and threatened species.)

The eastern ribbon snake is a slender, semi-aquatic snake often observed near the edges of emergent marshes, wet meadows, scrub-shrub wetlands, beaver impoundments, bogs, river and stream floodplains, and vegetated shorelines of ponds and lakes. Ribbon snakes generally avoid deep water but will swim readily along the surface. Juveniles and gravid females may use uplands, but the extent of use is not well established.

In this habitat area ribbon snakes were likely found within 5m of water during May to September. From September to mid-October, snakes moved up to much further away from the shoreline. Most ribbon snakes documented in New England have been found below 305 m (1,000ft) elevation. Possible hibernacula include muskrat bank burrows and lodges, ant mounds, mammal tunnels, and rock crevices). Though ribbon snakes eat primarily amphibians, they will also consume lesser amounts of mice, spiders, small fish, and insects.

Finally another species of special concern is the **Creeper** (*Strophitus undulatus*) which is another freshwater mussel that is located in the stream that flows under the Cushman Road at the southern border of Town.



The Creeper is a medium sized mussel growing up to 3 inches. Shells are greenish-brown or yellowish-brown and have a rough appearance from prominent growth lines. The foot color is bluish-white. It may be commonly confused with the Eastern elliptio, brook floater, triangle floater, alewife floater, Eastern floater.

Its habitat is small streams and rivers with sand, cobble, or gravel substrates and its host fish include largemouth bass, yellow perch, fathead minnow, fallfish, golden shiner, and bluegill. Creepers may also use amphibians as hosts, such as the Northern two-lined salamander.

Pollution and other general threats are shared by freshwater mussels.

Wild Brook Trout

A great deal of streams throughout the eastern two thirds of Town are identified as brook trout habitats.

Maine supports the most extensive distribution and abundance of wild brook trout (*Salvelinus fontinalis*) in their native range within the United States; more than 1,200 lakes and ponds are managed for brook trout, of which approximately 60% are sustained by natural reproduction. In addition, brook trout occur in an estimated 22,248 miles of stream habitat, the vast majority of which are wild. Although brook trout populations are declining across their historic range within the United States (Maine to Georgia), a 2006 range-wide assessment by the Eastern Brook Trout Joint Venture (EBTJV) concluded that:

"Maine is the only state with extensive intact populations of wild, self-reproducing brook trout in lakes and ponds, including some lakes over 5,000 acres in size. Maine's lake and pond brook trout resources are the jewel of the eastern range: lake populations are intact in 185 sub watersheds (18% of the historical range), in comparison to only six intact sub watersheds among the 16 other states." Furthermore, Maine is the last true stronghold for stream dwelling populations of wild brook trout, supporting more than twice the number of intact sub watersheds as the other 16 states in the eastern range combined.

Maine's native and wild brook trout lakes, ponds, and flowing waters represent a unique and abundant resource not available elsewhere in the United States. Not surprisingly the MDIFW places a high priority on the management of this important resource, with a focus on protection, conservation, enhancement, and restoration of self-sustaining populations and the Town of Winslow should work to protect this resource also.

Atlantic Salmon

The main that drains from the south of Town to the Sebasitcook is noted as Wild Salmon Habitat. Stream Atlantic Salmon (*Salmo salar*) belong to the trout family. They are anadromous fish, meaning they migrate from salt water to fresh water rivers and streams.

After hatching in gravel stream bottoms in the autumn, the tiny fry emerge after three to six weeks, seeking food. The fry grow into parr, about two inches long, feeding and growing in their native streams for 1-3 years. After developing into smolts, which average 6 inches in length, the salmon migrate to the ocean in the late spring. The adults return to their native rivers to spawn after living in the ocean for several years, and their lives end where they began.

Before people built dams, which blocked spawning routes, and allowed for more potential pollution across New England's rivers, hundreds of thousands of Atlantic salmon thrived in rivers throughout the region. Although some efforts have been made to protect the fish, they have declined to the point where last year only 100-150 salmon returned to the remaining salmon rivers in Maine.

Both spawning and rearing areas have been identified in Winslow in the Outlet Stream that runs through the southwest of Town and connects China Pond to the Sebasitcook River and hence this is an important resource that should be protected.

Winslow has been strongly critical of the Maine Department of Marine Resources (MDMR) efforts to remove the four lower Kennebec dams but thankfully, dams now have to pass clean water standards to be licensed so has eliminated pollution as an issue.

Wetlands

Winslow has several major large wetland areas and many smaller wetlands, both forested and non-forested, are scattered throughout the Town. These wetlands and other surface water features may be viewed on the *Critical Natural Resources Map*.

Development activity in any wetland area is strictly regulated by state and federal governments. Non-forested wetlands of ten acres in extent or greater are protected from development by the Natural Resources Protection Act. The surrounding 250 feet of shoreland is governed under the Resource Protection District in the Town's Shoreland Zoning Ordinance. Development and timber harvesting are restricted in these areas, providing maximum protection to the wetland and wildlife dependent thereon.

Undeveloped Forest Blocks

There is a direct relationship between the number and variety of wildlife, and the size of their habitat. We are used to urban wildlife, such as skunks and chickadees, which do not need much open land to thrive. But other types of animals are much less seen, because they thrive in unbroken patches of forest. As roads, farms, and houses intrude on the landscape, the large habitat blocks break up and the wildlife that relies on them disappear.

The *Critical Natural Resources Map* illustrates the distribution of undeveloped blocks within Winslow. The block that stands out as largest is the area South of Albion Road that extends into Albion. This contains a variety of habitat types, including waterfowl and wading bird habitat, wetlands, and deer wintering areas. There is no apparent development pressure in this area but these should be considered for their open space / habitat value. Additional large tracts can be found in the areas outside of the major road corridors. Any kind of development pressure on these areas should be monitored.

Conserved Lands

Arguably the best protection of critical resources is permanent protection in the form of public land purchase or conservation easement. Winslow has a small amount of land in conservation, with both the Town Forest property and 2 acres at Millenium Drive conserved. Municipal officials should be working towards collaborative projects with existing organizations. The difficulty is that there are no local organizations, such as the Friends of Unity Wetlands or Belgrade Regional Conservation Alliance. This means that municipal officials must work with organizations that have a statewide interest, such as Maine Audubon or the Forest Society of Maine. These organizations may be willing to protect land in Winslow, but Town officials will be competing for monies that could be spent throughout the state. Therefore, municipal officials must become aware of these organizations, and begin the process of convincing these statewide organizations to spend their precious grant monies on Winslow land. The Maine Land Trust Network is a good resource for obtaining contact information on land preservation organizations that could purchase land in Winslow.

Another possible avenue for this is the Land for Maine's Future and municipal officials should approach the State regarding potential preservation programs.

Visual Resources

Winslow is an attractive Town and its citizens appreciate the quality visual resources available, from the turn-of-the-century architectural styles of some buildings in the downtown area and residential neighborhoods to the views across the Pattee Pond and rivers within Town.

If necessary, it may be good practice for planning for the future to conduct a visual resources inventory, listing of particularly noteworthy resources, especially where incompatible development may damage this resource. Current known places of scenic value include Fort Halifax Park on the Kennebec / Sebasticook confluence, looking west on the China Road before Maple Ridge, and the Kennebec River shore in the northwest of Town.

Developing a more conscious street tree program, inserting landscaping requirements into land use ordinances, minimizing tree removal during building site preparation and establishing attractive gateways are some of the approaches that could be utilized to enhance Winslow's visual resources.

The current entrances, or gateways, have new signs (over the bridge from Waterville and on the Carter Memorial Bridge are a good start but in the future there needs to be a common design theme that might be utilized to solidify a positive image for Winslow. Signage and landscaping utilizing the design could then be installed at more critical locations to welcome visitors to a friendly, well-kept community, and residents to their hometown. Although all entrances to the Town and urban areas should be addressed, priority locations should be determined, (possibly) the Town lines and points entering the downtown vicinity.

Maintaining Winslow's built environment is also a critical component in community attractiveness. Winslow should perhaps look into community development programs to attract public dollars to stimulate neighborhood revitalization as well as developing methods to minimize poor looking private housing etc.

PART FOUR: WATER RESOURCES

Brooks and Streams

Winslow has extensive surface water resources. Due to the Town's topography and several significant hills, there are different drainage basins contributing water either to the Kennebec River directly, or mainly through to the Sebasticook River via Pattee Pond and the Outlet Stream running from Vassalboro. The drainage divides for these and most unnamed brooks may be seen on the *Water Resources Map*.

All of the streams in Town are classified as Class B waters which are defined as general purpose waters that are managed to attain good quality water. They have an aquatic life use goal of approximately Tier 3 on the Biological Condition Gradient. Well-treated discharges with ample dilution are allowed but discharges shall not cause adverse impact to aquatic life in that the receiving waters shall be of sufficient quality to support all aquatic species indigenous to the receiving water without detrimental changes to the resident biological community. Therefore, these streams are not highly sensitive ecologically but should still be protected where possible. There are no major threats known to the streams and their quality.

The **China Lake outlet stream** that drains into the Sebasticook is classified as an impaired waterbody by the Department of Environmental Protection. This means that the stream as a water resource does not meet one or more of its designated uses such as drinking water, aquatic life support, fishing or recreation as established by Maine's Water Classification laws. The main issue seems to be Periphyton (Aufwuchs) Indicator Bioassessments. Its Total Maximum Daily Load (TMDL) is required to be carried out but is a low priority on the list at present.

These major streams are protected by a 75-foot Stream Protection Zone as directed in the Shoreland Zoning Ordinance. No development is allowed within this zone and timber harvesting is limited to selective cutting. Shade retention over brooks and streams is critical for fisheries habitat. Tree and shrub cover in general is beneficial for the riparian zone utilized by various wildlife species.

General Protection and Enhancement of Fisheries and Fisheries Habitat

Fish habitat is vulnerable to a host of land-based activities, which often leads to a loss of riparian habitat. It is good general policy to require 100 foot undisturbed buffers along both sides of any lake, stream or stream-associated wetlands. The buffers should be measured from the upland wetland edge of stream-associated wetlands. Protection of these riparian areas diminishes erosion/sedimentation problems; reduces thermal impacts; maintains water quality; and supplies leaf litter/woody debris (energy & habitat) for the system. Protection of these important riparian functions insures that the overall health of the stream habitat is maintained. In addition, smaller headwater and lower order streams are often affected the greatest by development and these systems benefit the most from adequately sized, vegetated buffers.

It is also generally recommended that any in-stream work be limited to between July 15 and October 1 to prevent unintended impacts to these fisheries resources.

Pattee Pond

Pattee Pond is the undeniable main hydrological feature of Winslow. The 523 acre Lake is situated more or less centrally in Town with all of its shoreline being within Winslow. Its mean depth is only 15 feet and maximum depth is 27 feet. It is designated as a warm water fishery but is not currently stocked by the State.

Pattee Pond has a direct watershed of 13 square miles, meaning that activities on all this land can directly affect the water of the lake. Therefore, a regional approach is always required to protect water quality. Approximately one-third of the Pond's shoreline is undeveloped, while the remaining land consists largely of private residences. Given Winslow's history, the pond was "discovered" by tourists long ago, and camps were in place before serious attention was paid to water quality. Early cabins were built on lots containing as little as 50 feet of shore frontage, and many remain today. There was one private camping and recreation facility on the eastern shore but it has not been operating recently and the entire northern peninsula is owned by Camp Caribou, a summer camp for boys. The non-shoreline watershed remains largely rural, helping to preserve the pond's water quality.

The lake drains into the Sebasticook River that flows quickly into the Kennebec River. Significant inlets come from the south and eastern areas of land.

There are currently no public access points to the Lake.

Volunteer lake water quality monitoring has taken place on Pattee Pond in three places since 1970/71. Transparency as well as chemical measures have been sampled. The results show that it ranks the water quality of Pattee Pond to be considered to be about average or slightly above average based on measures of transparency, total phosphorus, and Chlorophyll. There are no documented invasive species listed for Pattee Pond.

The flushing rate of a lake or pond indicates how often the lake water is renewed. The ratio

of drainage area runoff volume to the lake volume determines the flushing rate. Flushing rate is a key component of the water quality models DEP uses to predict changes in lake phosphorus concentrations. The average flushing rate is about 1-1.5 flushes per year for Maine lakes. The flushing rate for Pattee Pond is last recorded to be 2.13 flushes per year, showing a high turnover of water passing through the lake which may account for fewer water quality issues than many ponds in central Maine. This flushing rate has decreased since the 2008 study.

Water quality is still monitored by the State DEP and four certified volunteers and the Kennebec County Soil & Water Conservation District work to preserve and improve the water quality through education and implementation of conservation practices. Fortunately, as documented above, Pattee Pond demonstrates long-term improvement, meaning it conforms to the water quality standards of Maine.

Pattee Pond does have an association that works on Pond issues.

The use of a Phosphorus Control Method as a tool for the Town to use for regulating development and phosphorus export to lakes is incorporated into the standards for the Conservation District of the Land Use Regulations.

The Maine Department of Inland Fisheries and Wildlife (IFW) reports that Pattee Pond provides marginal habitat for cold water fish but productive habitat for warm water fish such as those listed below:

American Eel <i>Anguilla Rostrata</i>	Sea-Run Alewife <i>Alosa Pseudoharengus</i>
Brown Bullhead <i>Ameiurus Nebulosus</i>	Smallmouth bass <i>Micropterus dolomieu</i>
Chain Pickerel <i>Esox Niger</i>	White perch <i>Morone americana</i>
Largemouth Bass <i>Micropterus Salmoides</i>	White sucker <i>Catostomus commersoni</i>
Minnow Species <i>Cyprinidae Family</i>	Yellow perch <i>Perca flavescens</i>
Northern Pike <i>Esox Lucius</i>	
Pumpkinseed <i>Lepomis gibbosus</i>	
Redbreast sunfish <i>Lepomis auritus</i>	

Along with aquatic animals the Pond is also home to a wide range of plant life but unfortunately there are no specific documented species. It is likely that there are much the same species to be found as are listed for many other nearby lakes.

Loons

Loon counts on the pond take place regularly and the loon population seems to have initially grown then maintained well from the 2000's onwards.

Year	Adults	Chicks	Year	Adults	Chicks	Year	Adults	Chicks
1997	4	0	2006	4	0	2015	7	0
1998	5	0	2007	4	0	2016	5	0
1999	5	1	2008	9	0	2017	10	0
2000	7	0	2009	6	1			
2001	5	0	2010	7	0			
2002	2	1	2011	7	2			
2003	5	1	2012	5	1			
2004	4	1	2013	7	0			
2005	3	1	2014	10	0			

Freshwater Mussels

These species of freshwater mussel are found within Pattee Pond, no crayfish have been reported but may be present.

Alewife floater *Anodonta impicate*

Eastern elliptio *Elliptio complanata*

Eastern floater *Pyganodon cataracta*

Eastern lampmussel *Lampsilis radiata radiata*

Possible threats to water quality on the lake include the following:

- \$ Septic systems
- \$ Sedimentation from camp roads, driveways, Lakeshore Road and Route 137 drainage ditches (It should be noted there are grants available from the Maine DEP to help improve camp roads)
- \$ Clearing for development, gardening, etc.
- \$ Timber harvesting
- \$ Agricultural runoff

In late 2008 Colby College published an extensive report on the Pond and its watershed. The executive summary follows:

*Water Quality and Watershed Analysis of Pattee Pond
Executive Summary*

December 5, 2008

*Colby Environmental Assessment Team
Colby College, Waterville, ME 04901*

The Colby Environmental Assessment Team (CEAT) investigated the impact of land use patterns on the water quality of Pattee Pond in Winslow, Maine during the summer and fall of 2008. Physical, chemical, and biological characteristics of water quality were analyzed to evaluate the current health of the lake. Data collected were compared with previous studies conducted by the Maine Department of Environmental Protection (DEP) and CEAT to examine changes in water quality and land use over time. Trends in Pattee Pond water quality suggest an improvement since the 1970s. However, the lake is still experiencing algal blooms resulting from phosphorus concentrations over 12 to 15 ppb. Furthermore, Pattee Pond is on the Chapter 502 Maine DEP List of Lakes Most at Risk from New Development and the Maine DEP Nonpoint Source Priority Watershed List. In addition to water quality analyses, a macrophyte study was performed to document the aquatic plant community and search for invasive species. CEAT studied the development patterns in the watershed, examining subsurface wastewater disposal systems and zoning regulations. A buffer strip survey was also conducted to identify potential sources of phosphorus loading along the shoreline. Historical and current aerial photographs were used to investigate and quantify land use changes throughout the watershed over the last 40 years and to estimate the impact of these changes on phosphorus loading. Findings from demographic research were used to make projections for future development and the related potential changes in phosphorus inputs to the lake.

The following is a brief summary of findings from the study of Pattee Pond and its watershed carried out by the Colby Environmental Assessment Team:

Lake Characteristics:

- Pattee Pond is a relatively shallow, dimictic lake. The lake and its watershed have surface areas of 211 ha (522 acres) and 3,339 ha (8,250 acres), respectively. The lake has a mean depth of 4.6 m (15 ft), with a maximum depth of 8.8 m (29 ft).*
- The flushing rate of the lake, including the input from Mud Pond, is 2.72 flushes per year. Consequently, if non-point source nutrient loading can be reduced, nutrients accumulated in the lake could be flushed out over time, improving water quality. Almost 80% of the water entering the lake annually comes from watershed runoff, suggesting land use patterns in the watershed strongly affect water quality.*
- Water transparency in Pattee Pond, as measured using a Secchi disk, has gradually improved over the last 40 years. CEAT recorded Secchi depth of 3.5 m in early June. Depths then increased to 4.5 to 5.0 m through the summer. Secchi disk readings dropped rapidly beginning in early August as a result of an algal bloom caused by the fall turnover.*
- Historic total phosphorus (TP) levels are variable, but have recently shown a declining trend. The mean euphotic phosphorus concentration from the Characterization Site (Site 1) was 12.5 ppb. Beginning in early June and extending to late August, the water column was stratified. Anoxia developed below 6.0 to 6.5 m. The anoxic zone covered almost 30% of the lake. Total phosphorus concentrations from bottom samples taken at Site 1 reached a peak at 293 ppb in early August. This spike indicates that phosphorus is being released from the sediments during the anoxic period. Approximately 18% of the phosphorus concentration in Pattee Pond is from internal recycling.*
- Farber Brook is a significant source of sediment loading into Pattee Pond. Water runoff from the stream after major rain events contributes large amounts of phosphorus and sediments. Remediation specifically for this stream and the surrounding land is recommended.*
- A lake remediation technique suitable for Pattee Pond is the introduction of alewives into the lake. These fish will accumulate nutrients as they feed and grow, and then remove these nutrients from the lake when they leave to spawn. This technique will help provide inexpensive, in-lake management of phosphorus loading. However, because non-point source runoff contributes the majority of phosphorus loading into the lake, remediation techniques that focus on reducing external phosphorus loading should be a top priority.*

- *The most common macrophytes found in Pattee Pond were common rush (Juncus effuses) and pickerelweed (Pontederia cordata). Purple Loosestrife (Lythrum salicaria) was the only invasive plant species found along the Pattee Pond shoreline and was localized to four points in the lake. It was not dominant at any site, and could be easily be removed by hand. Areas in the lake with depths less than 16 ft (45% of the lake) are at risk for invasive species colonization because invasives prefer shallow water.*

Land Use and Development

- *Land use in the Pattee Pond watershed has undergone numerous changes between 1965 and 2007. The maturation of existing forests and the decrease in agricultural land have reduced potential phosphorus loading in the watershed. Land uses likely to promote phosphorus loading including residential and commercial development, recreational areas, and roads have also increased in the watershed. These increases tended to be close to roads, the shoreline, and inlets to Pattee Pond. Wetland area, particularly close to the lake and its inlets, was found to have declined.*
- *The three main anthropogenic sources of phosphorus in the watershed are residential development (20%), septic systems (16%), and roads (14%). Seventy percent of the phosphorus loading from roads comes specifically from camp roads. Although these sources do not have large areas, they have disproportionate effects on phosphorus loading.*
- *The lakeshore of Pattee Pond is densely developed with seasonal residences located on small lots along sections of the west and east shores of the lake. There are 105 seasonal and 5 year-round residences along the shoreline (less than 250 ft from the lake). There are 20 seasonal and 361 year-round residences in the remainder of the watershed. The current zoning codes stipulate a minimum lot size of two acres, with additional restrictions for lot frontages and setbacks. The State of Maine and Town of Winslow have also adopted Shoreland Zoning rules that govern development within 250 ft of water bodies. Many of the homes in the Pattee Pond watershed were built before implementation of restrictive zoning began in 1974 and are considered legally non-conforming.*
- *Owners of small, legally non-conforming homes on lots close to the lake should implement best management practices (BMP) to mitigate impacts of runoff from their lots. Manuals describing different types of BMP methods are available from the Maine DEP among other sources. Individual landowners can play a major role in helping to solve erosion problems that cause sediment and phosphorus loading into the lake.*
- *The buffer strip survey indicated that 69 percent of shoreline properties had fair or poor quality buffers that need improvement. The properties that fell into the smallest shoreline frontage category (grandfathered under current zoning restrictions) had the highest percentage of poor buffers. The quality of buffers depends on individual property owners, who are responsible for their upkeep and improvement.*
- *94.5% of the non-shoreline properties have septic systems. Shoreline properties have either holding tanks (49.3%) or septic systems (37.3%). The overall condition of subsurface wastewater disposal systems is good because of strong code enforcement, but continued periodic inspections of legally non-conforming systems to check for system failures should occur.*
- *Almost one half of the camp road surface around Pattee Pond requires substantial repair to reduce runoff into the lake. Whitefish Lane and Pickerel Point Road are two camp roads of particular concern. Whitefish Lane has many steep driveways leading straight down to the lake that would benefit from the installation of water diversions. Pickerel Point Road lacks adequate crowning, ditching, and water diversions on the steep section. These repairs are critical to mitigating phosphorus loading because 22% of the erosion sites that contribute significant amounts sediment to the lake are associated with private roads (Pattee Pond Association report).*
- *Although the population of Winslow is stable, the mean household size is decreasing. This suggests that residential development may continue. Development is likely to occur along existing roads and close to the lake. The proposed 2008 Winslow Comprehensive Plan outlines a new zoning strategy that includes a Conservation District designed encourage growth in the Town center and to limit development in the Pattee Pond watershed. The Winslow Comprehensive Planning Committee is keeping environmental concerns a top priority by promoting the plan to help protect the water quality of Pattee Pond.*

Although Pattee Pond has shown improvements in water quality since the 1970s, the lake still experiences algal blooms. The trophic status of Pattee Pond is eutrophic, but appears to be improving based on historical and current data. Pattee Pond is expected to respond rapidly to mitigation techniques for phosphorus loading because of its high flushing rate. Efforts should be made to follow best management practices, to implement appropriate land use mitigation techniques, and to regulate new development within the watershed. The recommendations presented in this report all have the ultimate goal of reducing the frequency of algal blooms and restoring lake water quality.

RECOMMENDATIONS

Pattee Pond has a history of impaired water quality, but recent improvements have been observed. This restoration of water quality is largely due to the efforts of the Pattee Pond Association, the Town of Winslow, and local residents who have worked to reduce sediment and phosphorus loading into the lake. However, Pattee Pond still experiences algal blooms and more work is necessary to limit nutrient loading. The Colby Environmental Assessment Team (CEAT) suggests the following actions to maintain momentum in improving the water quality and general health of Pattee Pond.

IN-LAKE MANAGEMENT

Invasive Species Monitoring and Prevention

Invasive plants are undesirable because they compete with and often exclude native species from an area. Invasive species can also negatively alter the habitat for fish and other animals in the lake. It is important to be vigilant to ensure that invasive macrophytes are not accidentally introduced into the lake.

- Boat launches increase the potential for the introduction of invasive species because plants may hitchhike on boats and trailers being moved from infested lakes. All boats should be carefully checked for invasive macrophytes before launching.
- A courtesy boat inspector could be stationed at the Giordano's Market and Campground public boat launch to check for invasive plants and spread awareness. Educational signs should also be installed at this site. Because Giordano's is the only public boat launch, it is a likely entrance point for invasive species.
- Partnerships with the Volunteer Lake Monitoring Program or a similar organization should be established to help educate residents about invasive plants.
- Encourage regular monitoring for invasive species by local residents and lake users.

Alewives

There are many possible remediation techniques available to help reduce in-lake phosphorus concentrations, but most are expensive. Sediment release of phosphorus contributes a relatively small percentage of the total phosphorus loading into Pattee Pond. For this reason, stocking alewives is the only in-lake remediation technique that CEAT recommends. Alewives are a migratory species that return to the ocean after spawning in freshwater lakes. When they return to the ocean, the phosphorus that they have bioaccumulated is removed from the lake.

WATERSHED MANAGEMENT

Land Use Considerations

CEAT recommends that watershed residents focus on techniques that target eliminating erosion from non-point source runoff because most phosphorus entering the lake comes from external sources. Mitigation techniques that target problematic land uses will likely have longer-lasting impacts on the water quality of Pattee Pond than in-lake strategies that may only be effective for a few years. The Pattee Pond Association has identified erosion as the primary source of phosphorus loading into the lake. CEAT agrees with this assessment.

- Wetlands act as natural filters and are crucial to maintaining the health of Pattee Pond, and should be protected. Any areas that were historically wetlands but converted to other uses should be restored or buffered to reduce sediment and nutrient loading.
- Erosion along the steeper slopes of the west side of the lake is a major source of phosphorus loading. Further efforts to mitigate this problem are necessary.
- Farber Brook is a major avenue for sediment and phosphorus loading into the lake. Erosion mitigation efforts should be specifically focused on Farber Brook and the adjacent land to reduce nutrient and sediment loading.
- Protection of the wetlands surrounding Bellows Stream should also be a mitigation goal because intact wetlands can serve to trap sediment and phosphorus and prevent them from entering the lake.

Residential Lots

Mitigating erosion from residential lots, especially those on the shoreline, can help reduce phosphorus loading into the lake. The Pattee Pond Association conducted a study of erosion sites and found 65 percent of the sites were located on residential land. Applying best management practices for sediment-control to these sites, and to residential lots in general, is an inexpensive way to improve lake water quality.

- Improve or remove private boat launches. Mitigate camp roads, driveways, and other avenues that may enable sediment carrying phosphorus to enter the lake.
- Add rain gardens or other runoff-trapping features to properties, especially around buildings.
- Consult publications describing best management practices for ideas to reduce the erosion potential of residential lots.

Buffer Strips and Erosion Prevention

Adequate buffer strips are crucial on every property along the shoreline as a last line of defense to help prevent sediment and nutrients from entering the lake.

- *A good buffer should integrate native species in a progression from inland areas towards the water. Trees and tall shrubs should be planted farthest from the shore, followed by lower shrubs and water-tolerant grasses along the shoreline. Buffers should extend as far inland as possible, ideally up to 100 ft.*
- *Impervious surfaces should be minimized throughout the lot.*
- *Specific erosion sites or potential pathways for sediment loading into the lake, such as private boat launches, should be mitigated or eliminated.*
- *Pathways to docks or the water's edge should be winding and constructed with mulch, grass, or gravel to intercept and slow water entering the lake.*

Camp Roads

Camp roads are a major source of phosphorus loading because they are located in close proximity to the Pattee Pond shoreline and typically have dirt or gravel surfaces. Routine maintenance of unpaved, camp roads will help mitigate erosion.

- *Camp roads that are closest to the lake and have the most potential for erosion should be targeted for immediate repairs. A Pattee Pond Association study of the watershed found that 22% of the erosion sites identified were associated with camp roads. CEAT has identified Pickerel Point Road and Whitefish Lane as camp roads that require urgent attention.*
- *Form road associations to facilitate regular monitoring and maintenance of camp roads.*
- *Maintain proper crowning of camp roads, keep culverts clear of debris, and plant shrubs and grasses in ditches and along roadsides to slow water flow during rain events. When road repair is necessary use materials not likely to erode, if possible.*
- *Add water diversions to steep driveways near the lake, especially along the west shore of Pattee Pond. Grade the driveway at the camp road interface to encourage water to not flow down the driveway toward the lake.*

Subsurface Wastewater Disposal Systems

Properly functioning wastewater disposal systems are important throughout the watershed, especially near the lakeshore because of their high potential for nutrient loading. Maintenance and proper functioning are crucial because system failures can quickly add nutrients to the lake. Regular pumping of holding tanks is essential to prevent nutrient release. Older holding tanks should also be inspected to ensure that they are watertight. Any system in the watershed not currently in compliance should be updated as soon as possible to comply with the Maine Subsurface Wastewater Disposal Rules.

- *Inspect legally non-conforming systems regularly. Replace each legally non-conforming system as necessary, preferably before it fails.*
- *Educate residents about the importance of properly maintaining their wastewater disposal system.*
- *Ensure that gray water from residences around the lake is being properly treated, either by being pumped into a septic system or holding tank. Improper handling of gray water can result in phosphorus loading into the lake.*

Future Development

New development in the Pattee Pond watershed should be regulated to protect the water quality in the lake. Strict adherence to zoning ordinances should continue. Erosion control best management practices related to erosion prevention must be implemented during all construction and on newly landscaped properties to mitigate sediment loading.

- *Septic system remediation should be considered when installing new systems on the central section of the eastern shoreline, the western shoreline, or along Bellows Stream because these areas are more prone to phosphorus loading from septic installation.*
- *Owners of shoreline homes should implement best management practices to control sediment runoff. This is especially crucial on the steep lots along the western shore of the lake.*
- *CEAT supports the proposed Winslow Conservation Zoning District described in the 2008 Winslow Comprehensive Plan draft. The proposed Conservation District includes the Pattee Pond watershed. This zoning district change is expected to help improve lake water quality.*
- *Design any new development plans to minimize additional road construction.*

COMMUNITY AWARENESS AND EDUCATION

The Pattee Pond Association, working with the Town of Winslow and the Maine DEP, has made significant efforts to improve lake water quality. Continued improvement in water quality can only happen if local residents persist in their efforts to protect the lake. The actions of individual property owners can make a difference. Community education is the most effective way to spread awareness about the factors that affect the water quality of Pattee Pond.

- *Design community workshops to inform local residents about lake ecology and protection strategies.*
- *Include relevant information in local school curricula to help teach children about the importance of protecting lake water quality.*
- *Regular monitoring by trained volunteers to assess lake water transparency and to search for invasive plants is recommended.*
- *The Pattee Pond Association should continue their efforts to protect the lake and present their assessment of the status of Pattee Pond annually to the Town of Winslow.*
- *Local residents throughout the watershed are encouraged to join the Pattee Pond Association and learn how they can help protect the lake.*

Mud Pond

Mud Pond is a smaller water body in Town that is southeast of Pattee Pond and borders China in the Southeast corner of Town. The 92 acre Pond only has part of its shoreline within Winslow, the rest being in China. Its mean depth is 7 feet and maximum depth is 12 feet.

Mud Pond has a direct watershed of only 2.6 square miles, meaning that activities on all this land can directly affect the water of the lake. Therefore a regional approach or at least cooperative agreement with China would be required to protect water quality. Approximately 85% of Mud Pond is directly surrounded by wetlands, including the entire area within Winslow. This, coupled with shallow water depth, made it unappealing to early settlers. Since there is minimal human activity along the pond's shores, there has never been an organized effort to study Mud Pond's water quality.

The lake drains northwest into Pattee Pond through wetlands that flow into the Sebasticook and then Kennebec Rivers. Significant inlets are from the western side through wetland.

There are no major public access points to the Pond.

It is a warm water fishery and is also not stocked with any fish from the IFW.

The flushing rate for Mud point is 4.6 flush per year, not unusual in such a shallow pond and almost twice that of Pattee pond.

The Maine Department of Inland Fisheries and Wildlife (IFW) reports that Mud Pond provides marginal habitat for cold water fish but productive habitat for warm water fish such as those listed below:

American Eel *Anguilla Rostrata*
Brown Bullhead *Ameiurus Nebulosus*
Chain Pickerel *Esox Niger*
Golden Shiner *Notemigonus Crysoleucas*
Largemouth Bass *Micropterus Salmoides*
White sucker *Catostomus commersoni*
Yellow perch *Perca flavescens*

Along with aquatic animals the Pond is also home to a wide range of plant life but unfortunately there are no specific documented species. It is likely that there are much the same species to be found as are listed for many other nearby lakes.

Loon counts are not currently taken on the pond and there has been no research into Freshwater Mussels.

Kennebec River

The Kennebec River forms the western boundary of the Town, flowing for approximately 6.5 miles northeast to southwest. This river is one of the most significant in Maine, and has a distinguished national profile, as well. Though used industrially for centuries, including by the Scott Paper Company Mill in Winslow, the past few decades have ushered in a new perspective of viewing and using the river in a sustainable manner. It is a tribute to both the power of natural systems and personal effort that in the three decades since the passage of the Clean Water Act (co-authored by Maine Senator Edmund Muskie), when its water was listed as unsafe for human activity, the Kennebec River has become a recreational asset.

In 1986, the Kennebec River Diadromous Fish Restoration Project was initiated when the Maine Department of Marine Resources signed a settlement agreement with the Kennebec Hydro-Developers Group (KHDG), owners of seven hydropower projects located upstream of Edwards Dam. Built in 1838 at the head-of-tide in Augusta, the Edwards Dam presented a physical barrier (to upstream fish migration) and almost a psychological barrier to a clean, natural waterway, as the 150 years following its construction were the most heavily industrial in the river's history. The goal of the Fish Restoration Project was to restore Maine's native diadromous fishes to their historic range and abundance. The Project initially provided funds for stocking native fish in upstream habitats. In 1998, the Project expanded to include federal fisheries resource agencies and non-governmental agencies, in addition to the state and KHDG. This major collaboration resulted in the removal of Edwards Dam, providing fish passage to historic spawning habitat for Atlantic sturgeon, shortnose sturgeon, and rainbow smelt. However, for species such as alewife, American shad, and Atlantic salmon, which traditionally migrated much further into the watershed, the 1998 agreement also instituted schedules or triggers for fish passage at all seven KHDG dams.

As with its construction, the removal of Edwards Dam was both a physical and mental change for the Kennebec River. The 1964 Winslow Comprehensive Plan stated that, "Industrial and sanitary wastes from the [Scott Paper Company Mill] are dumped without treatment into the Kennebec River." (p. I-2) this is most definitely no longer the case, as fish are not only "rediscovering" their traditional habitat, but also swimming in much cleaner water.

Maine has maintained a water classification system since the 1950s, and with the passage of the federal Clean Water Act in the 1970s, the system experienced an overhaul. Now every waterway must maintain the base level of quality allowed under the Clean Water Act, and today's lowest classified state waterways maintain that basic fishable-swimmable standard. The classification standards established designated uses, related characteristics of those uses, the criteria necessary to protect the uses, and specific conditions for certain activities such as the discharge of wastewater. Upgrades to classification are desirable where there is a social or ecological necessity to attain higher standards, and where the technological and financial capacity exists to achieve those higher standards within a reasonable time. Once a classification assignment is made, and the uses and criteria are achieved, that goal is protected by the anti-degradation provisions of State law. In this way, the State can continually move forward in the improvement and protection of water quality.

Maine has four classifications of water quality for freshwater rivers (AA, A, B, C), and 1 class for lakes and ponds (GPA). There is not a significant difference between the uses and qualities of classes, and the classification system itself should really be viewed as a hierarchy of risk, meaning the possibility of breakdown of the ecosystem and loss of use due to either natural or human-caused events. Ecosystems that are more natural in their structure and function are more resilient to a new stress and show more rapid recovery. Class AA and GPA waters fall into this category since major activities such as waste discharge and impoundment are prohibited. Class A, B, and C rivers have increasingly fewer restrictions, with Class C having the fewest possible restrictions, and typically the most unnatural structures.

The Kennebec is listed as a Class C river from Winslow's northern border to the point where Messalonskee Stream empties into it from Waterville, roughly three-quarters of a mile south of Carter Memorial Bridge. From this point to Winslow's southern border, the Kennebec is listed as a Class B river. Therefore, though the Kennebec River currently maintains a basic level of fishable-swimmable quality, extra vigilance is required to prevent its reversion to the dirty water of the 1960s. What little industrial development remains in Winslow all lies within the Kennebec River's direct watershed.

It must also be noted that point-source discharges to waterways still occur. The Clean Water Act requires that discharges be processed and cleaned prior to entering the water. In many cases, it was easier to simply remove the point-source discharge than install the necessary cleaning equipment. As such, Winslow has done this by removing two wastewater outfalls, that did empty into the Kennebec River. Wastewater outfalls refer to pipes carrying sanitary and other wastes from municipal and industrial sources that have been properly treated and cleaned. These outfalls are permitted by the State Department of Environmental Protection and are monitored to maintain the standards required by the Clean Water Act.

Sebasticook River

The Sebasticook River flows approximately 3 ¼ miles south-southwest through Winslow from Benton and points north. It flows in this direction until it reaches 1 mile more or less from the Kennebec River, at which point it curves and flows due west. During its journey through Winslow, the Sebasticook is fed by two great ponds. At Winslow's northern border, the outlet stream for Pattee Pond meets with the Sebasticook. Farther south, at the point where the river curves to flow west, the Outlet Stream from China Lake enters into the Sebasticook. Though each of these tributary streams are class B waterways, the Sebasticook itself is a class C river. As discussed above class C waters are managed to attain at least the swimmable-fishable goals of the federal Clean Water Act and to maintain the structure and function of the biological community.

The Sebasticook River, like the Kennebec, spent the greater part of the 19th and 20th centuries as an industrial repository. The Sebasticook is also part of the Kennebec River Diadromous Fish Restoration Project. In fact, as part of this Project, the Fort Halifax Dam was removed in 2008. Unfortunately the river's classification has not changed following removal of the Fort Halifax Dam. Dams are a major human intervention with natural conditions, and for this reason are prevented in the highest classification categories. The Fort Halifax dam has

also contributed to development along the river. It has widened the river's banks and provides beautiful views along the large waterway. Consequently, the shoreline has relatively little tree growth.

Like the Kennebec, the Sebasticook contains two point-source wastewater outfalls. These are also permitted by the DEP, and maintain a certain standard of water quality. The river also contains three overboard discharges along its banks. Overboard discharges, like wastewater outfalls, are basically pipes that send waste directly into a waterbody. In the 1970s and 1980s most direct pipe outfalls were removed, and residential and commercial developments were either connected to municipal treatment plants or an underground septic tank was installed. In those cases where it was not feasible to connect to a municipal treatment system, or install a septic tank (typically due to poor soil conditions), an overboard discharge permit was issued. However, wastes that go through overboard discharges are treated and processed in much the same manner as a septic system, but instead of emptying into the ground for slow percolation the waste is directly piped to the waterbody.

Flood Hazard Areas

The areas to the north of Pattee Pond and the wetland areas either side of Albion Road have their share of flooding, and flood hazard areas present a real development constraint in many of these areas. The small areas around the confluence of the Kennebec and Sebasticook in main area of Town and specifically Route 201 and Lithgow Street are directly in the 100 year verified flood zones and if the road were to be inundated then it would cut off a major area of Town.

As is required, the Town's Floodplain Management Ordinance is up to date with federal requirements.

Groundwater

There are basically two types of groundwater sources for drinking water in Winslow: bedrock aquifers and sand and gravel aquifers (an aquifer being a saturated geological formation containing usable quantities of water). It has been estimated that 70% of homes with private wells in Maine rely on bedrock aquifers for their drinking water. It is safe to assume that the majority of homes in Winslow that rely on private water supplies are tapped into bedrock aquifers. A Maine DEP study found that bedrock aquifers are vulnerable to contamination by such things as fuel storage tanks or failing septic systems.

That is not to say that sand and gravel aquifers are not as much of a concern for contamination. This geological formation functions as an area of groundwater recharge, that is, precipitation filters through it to supply the aquifer with water. One source of contamination can ruin an entire sand and gravel aquifer; an aquifer which often serves many households and businesses.

Winslow has little in the way of both minor and major sand and gravel aquifers that yield enough water (the majority with 10-50 gallons per minute, but two very small locations that flow greater than 50 gallons per minute) to sufficiently serve a group of homes or a public water supply. These are in the far north east of Town and are not extensive. The locations can be found on the Water Resources Map.

Both types of groundwater sources can be contaminated by a number of activities including sand and gravel mining, salt storage, waste disposal, underground storage tanks, industrial/commercial activity, junkyards, agriculture, and failing septic systems.

Salt Storage - Winslow's salt pile is located on Halifax Street and is considered to be safe from contaminating groundwater.

Waste Disposal – There are no active Landfills in town but two closed dumps on Palmer Rd and Garland Rd.

Underground Storage Tanks - most of the underground storage and fuel tanks in Winslow are in the village areas which is supplied by public water. There are some outside the reach of public water.

Industrial/Commercial Activity - lumber yards, sawmills, gas stations, cement production, and the like can be potential threats to groundwater.

Junkyards - all the fluids associated with motor vehicles can create groundwater pollution over time. There are some old junkyards that the Town will enforce the necessary standards on.

Agriculture - a main concern with agriculture is animal waste, leaching nitrates into the ground. A secondary concern is pesticides or other toxic materials in use.

Failing Septic Systems - septic system effluent contains high concentrations of nitrates. Over 10 milligrams per liter of water causes health problems in children. A faulty system can discharge large concentrations of nitrates rapidly, though even a functioning system under the wrong conditions will contribute to elevated nitrates. These conditions are most likely to occur on soils which are severely limited in permeability.

Public Water and Sewer

The Town does have municipal sewer facilities and a water system (operated by Kennebec Water District) that are detailed in the Public Facilities Chapter of this plan. These obviously do not cover the entire Town so there are also many private or community wells and subsurface wastewater disposal facilities are used throughout the community. There are currently 19 public water systems licensed by the State. These systems provide water to commercial or larger users such as schools and mobile home parks.

The state has an active program of planning assistance to protect the sources of public drinking water supply. There is only one listed public water well in Winslow, that being the Maccrillis / Rousseau VFW Post which is a non-community well. It is a 200' bedrock well that flows at 20 GPM. This water source should be aggressively protected from contamination, partly through a system of land use restrictions within the recharge area (discussion in the Future Land Use Chapter).

Town-wide, the long term prospect is for the continued use of private water and subsurface wastewater disposal systems. There may be some consideration for the expansion of the municipal service area to direct and encourage development.

Protection Efforts for Natural Resources

Winslow has long acknowledged the regional nature of the natural resource base of the Town. Perhaps this is the upshot of a major river and pond having such prominence in the town.

The Town's main Land Use Ordinance contains development standards to protect natural resources and they do have some other ordinances to help protect them:

- The Floodplain Management Ordinance - has been updated on a regular basis, it is currently in conformance with federal standards.
- The Shoreland Zoning regulations contained within the land use ordinance complies with State standards, and is more comprehensive in some respects;
- Solid Waste Disposal Ordinance and Waste Flow Control standards for building permits as applicable.

PART FIVE: AGRICULTURE AND FORESTRY

Like many central Maine communities, agriculture and forestry were the original engines of Winslow's economy. Though its importance as economic drivers has decreased over the years, farm and forest land also provide open space critical to our community's character and it provides protection of the environment, including wildlife habitat.

Farm and forest land also provides a buffer against high taxes. Tax studies have demonstrated that farm and forest land has a higher ratio of tax revenue to service demands than any other form of commercial or residential development. That means farm and forest landowners subsidize the tax base of developed properties.

This chapter profiles the current condition of farming and forestry, and how we can better support these activities in Winslow.

Agriculture in the Community:

Commercial farmland is that land which is being used in the cultivation and production of food and/or fiber. Winslow's farmland provides many benefits to our community.

The capacity to produce food locally is a tremendous asset for a community, too often taken for granted. Most of the food Maine people eat is imported from either western states such as California, or from foreign countries. As a result, our food supply could be interrupted or threatened for any number of reasons. Production from local farms can make a substantial contribution to food security in the community.

Local farms also contribute to our economic stability. Farms generate local revenue. Jobs are created to work the farm as well as process the crops at harvest time. On average, each dollar spent on farming becomes seven dollars in its impact on the local economy. As far as taxes, farms on average pay six dollars in property taxes for every dollar of government services they use. This is a significant contribution to the economic well-being of a community.

Finally, local farms contribute to the quality of life in the community. By keeping farmland as farmland rather than developing it, scenic vistas and open space are preserved, enhancing the aesthetic qualities of the Town.

Winslow had the first Agricultural Commission in the State. The Winslow Town Council created the Agricultural Commission in 2014 as a result of the growing interest in farming as a way of life in Winslow. The Commission is tasked with reviewing and implementing municipal policies, ordinances and practices relating to agriculture, with a goal of ensuring that the Town is friendly to agriculture while continuing to protect the health, safety and welfare of all residents.

The Town of Winslow adopted the VMFSP-Volunteer Municipal Farm Support Program program in 2016. This program allows a taxpayer with an active farm-use property to apply for a reimbursement on property taxes associated with eligible assets, over a 20-year period.

Local Farms

We often think of farming as a way of life that is immutable and unchanging. But, like many other economic sectors, agriculture has re-invented itself over the past few decades to become more nimble and viable.

Principal farming enterprises in Winslow have historically been poultry, dairy, livestock, and fruits and vegetables. Recent trends in Maine and elsewhere indicate that small, specialty farms are growing and replacing large, commodity-based farms. Large farms require prime farmland, hired labor, and transportation infrastructure, and support services. Small farms require only a local market for their products. Small farms can be managed part-time on small parcels of land, can specialize in value-added and niche products and are flexible enough to shift products to sell relatively quickly.

The US Department of Agriculture conducts a county-by-county census of farms every five years. In 2012 (most recent data available), there were 604 farms in Kennebec County, an increase of 149 (32 percent) over 1992. Even though the average size of a farm went down (from 193 to 129 acres) during that time, the number of farmers rose from 494 to 998 (one-third of them women) and the gross income from farms went from \$40.3 million in 1992 to \$49.8 million in 2012. That does not include value-added products, such as jams, cider, and maple sugar that many modern farms are so good at.

The recent public emphasis on “local” and “organic” is an effort to highlight the importance of small farms. Examples of small farms are local vegetable stands, Christmas trees, pick-your-own strawberries, maple syrup producers, and nursery operations. They market their goods direct from the farm or through farmers markets, which have also seen explosive growth in 20 years.

The table below lists most of the farming operations in Winslow.

Table 6-1: Notable Farm Operations in Winslow (2019)

Name of Farm	What is Produced
Higgins Tree Farm	Trees
Stony Ridge Alpacas	Alpacas / Livestock
Pine Hill Farm	Dairy
Carter Farm	Dairy / Livestock / Vegetables
Eames Farm	Dairy / Livestock / Vegetables
Reynolds Farm	Hay
Fortins Farm	Dairy
Eskelund Farm	Beef

Hapworth	Hay
Hayman Farm	Hay, Grass fed beef
Ephphata Farm	Therapy animals
Flying Pigs Farm	Livestock

Source: Town Staff and Committee Members

Farm Support Efforts

The Maine Legislature declared in the Farm and Open Space Tax Law (36 MRSA, s.1101 et. seq.) that “it is in the public interest to encourage the preservation of farmland and open space land in order to maintain a readily available source of food and farm products close to the metropolitan areas of the state.” Farmland is eligible for this valuation-reduction program if it consists of at least five contiguous acres in a single Town, and has shown gross earnings from agricultural production of at least \$2,000 during one of the last two years, or three of the last five years.

This program enables farmers to operate without the additional burden of market-based property taxes. The land is not taxed based on its fair market value, but its production value, a significantly lower value in desirable Towns like Winslow.

As of 2017, there were forty-four tax parcels in Winslow registered in the Farmland Program. This included 1,438 acres of farmland and an equal 1,439 acres of woodlot, for about 12.2% of the total land area. The total farmland valuation was \$435,657 and \$526,655 in woodland valuation. In 2017, one acre was withdrawn from the program and paid a \$3,130 penalty for doing so.

There are many other publicly-sponsored programs to support local agriculture, from the Sustainable Agriculture Program at the University of Maine, to the Farmlink Program of the Maine Farmland Trust (headquartered in Unity), which matches prospective farmers in search of land with retiring farmers in search of successors. The Maine Organic Farmers and Gardeners Association certifies organic farms and assists with marketing and technical support. The Maine Department of Agriculture, conservation, and Forestry (DACF) has over the past several years, put a great deal of effort into marketing local food, from promotions like Maine Maple Sunday and Open Farm Days, to support for farmers markets and farm-to-table for schools and institutions.

Prime Farmlands

Prime farmland is that land which is superior for the production of food, feed, forage, and other crops. Prime farmland has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and farming it results in less damage to the environment. It is not necessarily farmland currently in production.

One component of prime farmland is the soil type. The *Agriculture and Forestry Map* in this plan shows prime farm soils (mapped by the USDA). Certain soils have qualities that result

in higher fertility and growth rates. However, due to the decline of traditional farming operations and methods, prime soils are no longer a principal factor in preserving agriculture. The new farming paradigm depends much less on the intrinsic fertility of the soil, and more on access to markets.

The Forest Resource in Winslow

Forest lands are defined by the State as land used primarily for the growth of trees and forest products. About three-quarters of Kennebec County, and over two-thirds of Winslow, is wooded. This vast area, intermittently broken by farmsteads and recreational and “urban” areas, provides the base for employment, in the woods, in transportation, and in mills and lumberyards, for many people, contributing materially to the economy of the area. It goes without saying that the forest that covers over two-thirds of the Town also provides many taxation, environmental, and recreational benefits to the community.

According to reports on the forest resource in Kennebec County, about 25 percent of the wooded area is in the white pine/hemlock forest type. The spruce and balsam fir forest type is predominant in the northern area and in low-lying areas of organic soils – it covers about 40 percent of forest land area. Northern hardwood, consisting mainly of birch, beech and maple, is also an important forest type and covers approximately 12 percent. Other hardwoods in the elm/ash/red maple and the aspen/birch forest type cover approximately 29 percent.

Some harvesting of timber does occur in Winslow, though these operations are generally limited to small wood lots – no industrial forest holdings. Statistics provided to Winslow from the Maine Forest Service indicate that in the ten-year period from 2007 to 2017, an average of 437 acres per year was cut in Winslow. Over those last 10 years of records, 122 acres were clearcut for regeneration or change of land use, 605 were cut by a shelterwood method (a method of cutting a mature forest while leaving enough trees standing to reseed) and almost 4,380 acres were cut selectively.

There are several parcels of land in Winslow being managed for forest production, though no definitive inventory of them is available. This includes certified tree farms, tree growth parcels (which require management plans) and Christmas tree operations (which are often classified as farms, due to the short rotation cycle).

Tree Growth Program

The Maine Legislature declared, in the Tree Growth Tax Law, that the public interest would be best served by encouraging forest landowners to retain and improve their holdings of forest lands upon the tax rolls of the state and to promote better forest management by appropriate tax measures in order to protect this unique economic and recreational resource. The Tree Growth designation includes all parcels of forest land over 500 acres in size and, at the discretion and application of the owners, to parcels less than 500 acres but more than 10 acres in size. It permits valuation of forest land on the basis of its potential for wood production as opposed to market value.

Enrollment in Tree Growth is just a way of lowering your taxes, so some landowners choose not to enroll their forest land because of the program rules or other reasons. Land enrolled in the Tree Growth program is a little over 20 percent of Winslow's land area, which means that the majority of wooded land in Winslow is not enrolled in the program.

Based on the 2017 Municipal Valuation Statistical Summary, Winslow has 97 parcels of land registered in the Tree Growth designation. Those parcels cover a total of 5,084 acres: 16 percent softwood, 31 percent hardwood, and the remainder mixed. This enrollment is a significant decrease over 2008 from the last comprehensive plan, when a total of 6,460 acres of land were registered. It should be noted that some land no longer in forestry could have switched to farmland.

Issues Affecting Farm and Forest Lands

The greatest threat to farmland and productive woodlands is sprawl. As the population increases, more residential areas will be needed. The best farmland and level woodland are typically very suitable for building; these areas are considered prime areas for residential and commercial development. The forest harvesting statistics cited earlier indicate that an average of around 12 acres per year are being taken out of forest into some other land use.

In order to remain productive and continue to be an environmental asset, farm and forest lands must also be managed sustainably. This means following management practices that have been proven to conserve the growing capacity of the land. Organic certification, for farm practices, and sustainable forestry certification from Maine Sustainable Forestry Initiative, are two examples of ways that landowners can achieve this.

Governmental Protection Measures

1. The Farm and Open Space and the Tree Growth Tax Laws are two very good ways to protect these economically and environmentally important areas by lessening taxes and the incentive to sell land for development.
2. The Shoreland Zoning Law and Subdivision Law provide communities a means to review development plans and have them modified if necessary to limit the impacts on farm and forest land. The subdivision law actually has provisions to discourage liquidation harvesting of parcels prior to subdivision.
3. Other state laws support continued efficient operation of these businesses, such as the Right to Farm Law and the Forest Practices Act.
4. Local land use ordinances: Winslow's Land Use Ordinance regulates timber harvesting (Quantity is not listed in the definition of Timber Harvesting in the Town Code.) as a use, but lets the Forest Service handle the issue within the Shoreland Zone.

PART SIX: RECREATION AND CULTURE

Overview:

- Recreational opportunity occurs largely through the Parks and Recreation Department as well as combined efforts of local volunteer groups, the Recreation Committee and Fort Halifax Park Committee do a lot of the work regarding recreation in Town.
- Winslow has a few opportunities for passive recreation but the Town Forest is being utilized more as a resource.
- The major assets of the Town are Fort Halifax Park and the Schools playing fields and trails.
- Winslow has an ATV / snowmobile club that organizes their activities and maintain trails systems for this use in Town.
- Most other recreational opportunities are found close by in the Waterville or Augusta area which include facilities for indoor ice skating and swimming etc.

The Winslow Parks and Recreation Department

The Parks and Recreation Director works to ensure that the department is dedicated to maintaining and improving all of the Town parks and recreation areas. Recently, maintenance has been moved under the Public Works department. Programming and activities remain under the Parks & Rec department. In addition, they maintain the Donald Carter Memorial Bridge, the Winslow/Waterville Bridge, the Public Library, the Town Office, four cul-de-sacs, the pump station, tennis courts, athletic fields, and school grounds. In all, they maintain 32 areas around the Town.

The Department also offers various recreational programs for all student aged kids. These programs include a Winter Basketball Program, a 8 Week Summer Fun Camp, Fall Soccer and Field Hockey. Various Junior High and High School programs are also offered.

The Winslow Parks and Rec Department also has numerous places for rent. The Fort Halifax Park, the Town Gazebo, and the Rec Center are all rented for weddings, birthday parties, anniversary parties, and for on-going activities.

The Department also maintains the Winslow Cemetery Association and is overseen by a five-member Committee.

The Parks and Recreation department has stated Core Values and Beliefs:

- *All individuals involved in any aspect of Parks and Recreation activities will be treated fairly and with respect.*
- *All Parks and Recreation activities will be safe, nurturing, fun, and worthwhile.*
- *Parks and Recreation representatives in leadership or support roles will ensure a professional, respected, and positive program or event will be completed.*
- *The Parks and Recreation Department is committed to maintain, develop, and expand opportunities for all of its community members.*
- *The Parks and Recreation Department will work cooperatively and closely with all community assets and entities in order to provide quality programs and activities.*
- *The Parks and Recreation Department will give any community member the right to express concerns, comments, or accolades in writing or in person with an open door policy.*

In the last year or so between all of the programs offered the department registered over 450 kids for some type of rec sponsored program. Within those programs they have many parent and community member volunteers that help make these programs thrive. On top of the volunteer hours in our youth programs they have also started a Community Beautification Group who report to the Town Manager.

There are also adult focused recreation programs that include volleyball and basketball. There is a community garden at Dallaire Street that offers up gardening opportunities for residents of all ages.

Public Facilities in Winslow:

Baseball Fields:

- Norton Field
- Boston Field
- Farm League Field

- One field joint use with High School Track

Softball Fields:

- Middle Field
- Laverdiere
- Farm League Field

Basketball Courts

- Boston
- Dallaire
- Norton

Soccer:

- Rec Field
- 2 U9 Fields
- KSB Field
- Norton Field

Playgrounds:

- Clinton Ave
- Norton Park
- Fort Halifax Playground

Field Hockey at the High School

Fort Halifax Park

Tennis Courts at Norton Park

The Town of Winslow owns a parcel of property located off of the Albion Road in Winslow designated as the Town Forest. The AG Commission in partnership with the Parks and Rec Department are looking at developing this for recreational use. This will include hunting (by permit), hiking trails, and education. The Forest had a controlled cut in the Spring of 2022.

Some noted issues with current facilities are the need for updates / refurbishments to the playgrounds at Norton and Clinton Ave locations. This should be considered in Capital Improvement requests as well as looking for grants and donations.

Additionally the Town has a defined policy of prohibition of certain field treatments to ensure the health and safety of the users.

Public Facilities in the Region:

<i>Name of the Facility</i>	<i>Location and Brief Description</i>
Kennebec Messalonskee Trails	Extensive network of multi use trails across the area.
Thurston Park/Forest	380 acre forest site in the northeastern corner of the China.
China Lake Boat Launches	Public boat launch area located on the Causeway Public boat launch located at the southern end of the lake Public boat launch located in Vassalboro
Three Mile Pond	Boat launch located in Vassalboro
Lake St. George	Located on Route 3 in Liberty the State park offers swimming, camping and picnic areas.
Quarry Road Trails	Area in Waterville for cross-country skiing, snowshoeing, biking, walking, running, and paddling.
Arboretum	Located in Augusta the facility offers 16 acres of trails.
Alonzo Garcelon Wildlife Area	Located in Windsor and Augusta the facility offers trails and shore frontage along Moody Pond

Fort Halifax Park

Fort Halifax Park is located on a peninsula at the confluence of the Kennebec and Sebasticook Rivers in Winslow, Maine. The park consists of rolling open grassy areas dotted with shade trees and picnic areas, as well as outstanding views up and down the rivers. The most dominant feature in the park is a timber blockhouse, the only remaining structure of what was once Fort Halifax. The Fort Halifax site is a National Historic Landmark and is listed on the National Register of Historic Places. The other dominant feature in the park is a permanent band stand, which is used to provide outdoor concerts and entertainment. It is an excellent educational resource for local schools to visit.

In the spring of 2010, the Winslow Town Council formed the Fort Halifax Park Planning Committee and charged the committee with developing a Concept Master Plan for the park that preserves and promotes all of the unique historical aspects of the park. This Concept Master Plan not only meets the objectives set by the Town Council, it also enhances the Park’s open spaces and recreational opportunities. There is now Fort Halifax Days every June that encompass these programs.

Outdoor Recreational Opportunities

Hunting & Fishing

Many Winslow residents take part in the traditional outdoor activities of hunting and fishing. No problems regarding access to private land have been raised as concerns. Wildlife habitat is generally thought to be in good shape. There are no organized hunting or fishing clubs in Winslow but some in the surrounding area. Private lands are generally open for the traditional outdoor recreational activities: hunting, fishing, hiking, and skiing.

Pattee Pond and Kennebec/Sebasticook Rivers all offer good fishing opportunities. Pattee Pond does not have any formal public access whereas the Kennebec River has several points of access (Along the Centenary Rotary KM Trail, Fort Halifax Park, behind Pleau's Market and at Halifax Street.)

Swimming and Boating

Unfortunately, Pattee Pond does not have any public boat landing sites. There is not a public beach or park on the pond either; however, swimming is available on a private basis at Camp Caribou, a boys summer camp on the north side of Pattee Pond established in 1922. It covers approximately 200 acres, including the entire large peninsula jutting south into the Pond. In addition to the hundreds of boys who descend upon Winslow every summer, Camp Caribou used to host the Maine Becoming an Outdoors Woman program. This program, which occurs throughout North America, began approximately 20 years ago with the philosophy that many women prefer learning hunting, fishing, and outdoor skills in a non-competitive atmosphere with other like-minded women. The three-day introductory skills workshop is held at Camp Caribou every fall.

Camp Caribou is a wonderful private recreation asset in Winslow. Nonetheless, local officials must seriously collaborate with state and private organizations to develop both a public boat launch and a public beach on Pattee Pond.

It would be prudent for the Town to develop a strategy to improve public access onto the Pond and Rivers in Town.

ATV and Snowmobiling

Aside from private riding there is the Fort Halifax Snow drifters as the local snowmobiling club. Their current map of snowmobile trails in Winslow can be found at the end of this chapter. The Snow drifters maintain approximately 37 miles of local trail with some being multi use. Winslow not only contains numerous local trails, but a major Interconnected Trail System route passes through Town (ITS 85). This major trail runs from Augusta to Fort Kent, providing residents easy access to trails throughout the entire state without having to leave the snowmobile. The ITS trail also brings in riders from all across the state, passing through Winslow on their tours, and oftentimes stopping in their travels. Maintenance of this ITS

trail not only provides a major recreational opportunity to residents but is also a boon to the winter economy. As with many Snowmobile Clubs membership and volunteer manpower to maintain the network is an issue. The State and the Town both contribute funds for trail maintenance as well as dues from the club and local business sponsorship.

There is no organized ATV riding / clubs in Town.

All trails of various types are mapped out on the Recreation map in the appendix.

Other Outdoor Recreation

Trails

Kennebec Messalonskee Trails (KMTrails) is a regional hiking and biking organization. Their network of trails is grown over the last 10 years. In addition to hiking and bicycling, some trails can be used for cross-country skiing in the winter. KMTrails provides more of a facilitator role than construction and maintenance. They help form the partnerships necessary for construction and maintenance, working with public and private entities. As the name implies, KMTrails are focused along the Kennebec and Messalonskee Rivers, although there are some efforts to incorporate and connect with trails along the Sebasticook River. The trail network is thus limited to the northwest corner of Winslow. However, the goal of these trails is to provide non-motorized “unorganized” recreation to urban residents, so the fact that the trails focus on the “urbanized” central Maine region of Oakland, Waterville, Winslow, Benton, and Fairfield is exactly the point.

The Town forest has developed multi use trails also and there are some private off-road trails in the Garland Road area that may be used with permission.

Bicycling

The Bicycle Coalition of Maine, a state organization, promotes regional bicycling opportunities. A major bicycle path, known as the Waterville-China Lakes tour, passes through the Town of Winslow (map of tour can be found at the end of this chapter). By starting in the urban area of Waterville and Winslow, a major benefit of this path is providing unorganized recreation to urban residents, without first requiring that those residents travel in vehicles.

Planning Concerns and Issues

- Access to Pattee Pond and Kennebec / Sebasticook Rivers is probably the highest-priority issue. Ideally, the Town should have a public park on the lake with picnicking, beach, and boat access.
- There appears to be a continued demand for recreation facilities for all ages. Continuing to support the Town's community parks, ballfields, tennis courts, and a community building is essential while also looking for opportunities for expansion. The future prospect of a municipal complex would be an opportunity as continued school consolidation eliminates more facilities.
- There are also limited opportunities for senior recreation. This need will become more pressing as the baby boom age class begins to retire in the next decade. Since seniors are less likely to use outdoor facilities, this deficiency would best be addressed with a community building and new program offerings.
- As the Town develops, access to private lands for passive recreation will diminish. The Town could choose to address this with a long-term open space plan for acquisition of conservation and public access lands or rights.
- Recreation facilities have a history of being classed as discretionary public services rather than essential, and funding suffers as a result. The Town can get more bang for its buck by ensuring cooperative efforts with neighboring Communities such as Waterville, China and Vassalboro etc. The Town can also seek greater participation in state and federal funding for recreation, through grants or other programs.

PART SEVEN: LAND USE AND DEVELOPMENT

Community Overview:

Historically, the land at the confluence of the Kennebec River and the Sebasticook River has been appealing to humans. Early Native Americans used both rivers for transportation and fisheries. Winslow became a stopping place and a campsite.

As far back as the 1600s, the Europeans traveled up the Kennebec River and traversed the land that is now the Town of Winslow. In fact, Winslow saw its first subdivision as early as 1766 with the division of 2500 acres; a Town was created along the rivers.

Initial settlement was on the banks of the rivers to take advantage of waterpower for gristmills, sawmills, and farmsteads. In the 20th century, large scale manufacturing businesses moved into the area, also taking advantage of the waterpower. This caused a major boom in population: from 1,800 to 2,700 in 1910, then to 3,300 in 1920. This enabled the Town to create a concentrated urban core but with no traditional village centers. To provide suitable housing for this population, small homes on small lots were constructed, and the high-density-grid residential pattern along the Kennebec River, north of the Sebasticook, took shape.

During the latter half of the 20th century, manufacturing jobs dwindled, and large plants eventually closed. Winslow became more of a bedroom community with sprawling residential lots for skilled employees working in Augusta or Waterville. These development patterns can still be observed as the traditional, high-density development commercial and residential around the rivers, farmsteads on the outskirts of Town, and large residential lots in the countryside. This pattern of development is typical in many New England Towns; the historically large land ownership coupled with the settlement patterns around water resources and a historic network of in-Town services and amenities creates the population density seen on the riverbanks of Winslow.

Today, Winslow is a generally rural Town with a more developed area by the Kennebec River and the Sebasticook River on the west side of Town. Due to its prime location between the larger regional service centers of Waterville and Augusta and the size of the Town, it has evolved so it retains elements of institutional, commercial and industrial development, as well as residential and rural land uses. The Town consists of a denser, well-travelled area where most of the development took place. Most other development is on the main road corridors through the Town and there are denser areas of residential development on the outskirts of the community's center and on the Pattee Pond shore.

As highlighted in the Natural Resources Chapter of this plan, Winslow's natural resources should be a constraint on development. Eastern Winslow – parts east of the Outlet Stream and Sebasticook River – generally contain the most natural resources (see Natural Resources Map). Winslow has Shoreland Zoning Regulations that are up to date and basically match

the guidelines set forth by the state. The Town also has a floodplain management chapter in the Town Code, meant to regulate and restrict the type of development occurring in the floodplains. Additionally, the Town has requirements for subdivisions, streets, and other specific developments.

Winslow employs a full-time Code Enforcement Officer to work with and advise the Planning Board. The Town's Planning Board is involved and cares about what happens in their community. An overview of Winslow's regulations can be found under the Current Regulations section of this chapter.

Industrial and Commercial Development:

Winslow, like many colonial Towns, developed a water-powered industrial center surrounded by farms and forestland. Over the years, since World War II, Winslow has struggled to keep this traditional base and has not been able to replace it with comparable employment in the retail trade or service businesses and the Town became more of a "bedroom" community for the region. Its relative distance away from I-95 compared to Waterville and Augusta has undermined the community's competitive advantage in transportation.

Commercial development has historically located in the community core, but it, too, is spreading out. In the case of commercial growth, major businesses tend to locate with easy access to Routes 201 and 137 (China Road). Many smaller enterprises, such as home occupations and single-person businesses can also be found along rural roads. Although a large section of Rt 137 is zoned as Conservation District in the central to eastern part of Town, many businesses have been grandfathered in, as they existed prior to this zoning designation.

Interest has been expressed about the creation of a commercial corridor along a portion of State Route 137 (China Road) to allow for new businesses along with those that existed prior to the Conservation District designation.

This area has been zoned as Conservation District because it lies within the Pattee Pond watershed. Ideally, if a commercial corridor was created along China Road, it would run only along the roadway and not extend too far back from the road to offer the watershed as much protection as possible. Conditions for the types of businesses allowed in this area could offer further protection to the watershed.

Since businesses already exist along this corridor, allowing additional businesses would decrease the need for commercial expansion into areas that have not already been developed, while adding to the tax base. This possibility is consistent with the community's vision for Winslow by developing compatible business opportunities in areas where there are other businesses and maintaining ecological character.

Most of the commercial uses are within the Mixed-Use area, which is quite large. The Mixed-Use District can be limiting, however, to uses incompatible with residential neighborhoods. It would be beneficial to the Town to discuss future areas that could be zoned purely as

commercial and exclude any residential uses. This would ensure that there are no incompatibility issues, while expanding the Town's future tax base. This would be a more advantageous measure than expanding the Mixed-Use District any further.

Expansion and development in certain parts of the Mixed-Use district are limited by known wetland areas and ledge. These conditions limit density and future development in some parts of this district.

Another limiting factor in portions of the Mixed-Use and Industrial Districts is that not all of these areas are served by public water or sewer services. While these providers do have the capacity to accommodate more development in this area and there is a need, the expansion of these utilities is currently cost prohibitive. The Town does not have immediate plans for public water and sewer expansion at the moment; however, the Mixed-Use and Industrial Districts are the first choice when the Town does consider expansion.

The Mixed-Use District is the intended growth area for the Town and there is adequate, viable land there to support additional growth, but the public sewer and water supply is a limiting factor and needs to be taken into consideration. The areas in the Mixed-Use District that would likely be the first to see extension of these services are the industrial park south of Verti Drive and the commercial corridor along China Road.

The principal Industrial District includes the industrial park, dam / hydro power facility and the area off Route 201 (Verti Drive and Millennium Drive) in the south-western part of Town. Marden's warehouse accounts for most of the industrial land use at these intersections. Some of the other industrial uses include an industrial park located by the river in the northeastern part of Town (hydro station etc.) as well as east of Route 201 by Verti Drive.

The existing Industrial Districts are currently at capacity. In order to continue growing the tax base in Winslow, there have been discussions about the expansion or creation of new Industrial Districts. Expansion of the existing Industrial Districts will be limited by wetlands and ledge. The other option is to rezone and create a new Industrial District. The potential location for a new Industrial District is in the northern part of Town, an area currently zoned as Mixed-Use District.

The Institutional and Service Sector:

There are a good range of businesses and medical facilities within Winslow that provide critical services to people throughout the Town and region, with more options for amenities across the Kennebec River in Waterville and further south in Augusta.

Economic development and an attractive, thriving community work hand-in-hand. Having access to an educated workforce, or those looking for employment upon the completion of their education, is an obvious attraction to companies looking to relocate or start afresh.

Education is the area in Winslow which is experiencing the most growth. Winslow schools are some of the biggest employers and are central to the service economy in the Town. While

school enrollment has been projected to decline due to demographic trends, that is not the current situation observed in Winslow. While the school buildings are adequate, there is a definite need for more space to accommodate recreational activities. The existing school-related recreation fields and facilities do not fulfill the need of the various sports schedules.

There has been discussion about purchasing more land to create new recreational fields, but the land all around the school is privately owned and not available. To purchase land that is not adjacent to the schools presents a whole set of different challenges.

Another option the Town has discussed is replacing the natural grass lawn in the existing field with artificial turf. Although the initial cost of installation would be high, artificial turf requires a minimal amount of maintenance compared with natural grass. The transition to artificial turf would address the problem of the recreational field in several ways.

The existing recreational field could be converted to a multisport field if it was artificial turf. Sports seasons could start earlier and end later without waiting for the grass to dry or begin growing. Other considerations that normally effect sports schedules would no longer be applicable either, such as canceling games due to the field being too muddy or overuse causing bare spots. Artificial turf fields do not require prepping before games or the usual maintenance of natural grass; this would save money in the long term.

The Town could also consider the installation of stadium lights around the multisport field; this would allow games to be played later in the day to further prevent scheduling conflicts. A side benefit of later games is that this would give parents a chance to watch their children play without leaving work early.

There are several other benefits with artificial turf as well, such as it is more environmentally friendly than natural grass as it does not require watering, mowing, or pesticides.

The Town would have to conduct a study on the pros and cons of converting to an artificial turf to determine if the long-range benefits outweigh the upfront cost of installation or if it is less expensive to purchase land for new recreational fields.

The municipal building too, has reached its capacity. The Facilities Committee has undertaken the project of determining the best location for the future municipal services. They are currently considering the land around Public Works, located at 135 Halifax Street; this property encompasses approximately 37 acres, and the Town already owns it. A new building would be constructed for municipal services, if the Facilities Committee decides to move forward with this location.

Repurposing the existing municipal building may well prove too costly, and the parking is not adequate for fire apparatus. Ideally, the Town would like to have one parcel that houses all of the municipal services, including police, fire, facilities, and Town offices. There is currently a study underway to prove this out along with the rest of the Municipal Facilities Study.

Retail Development Patterns:

Like many Towns in the region, Winslow has experienced a gradual but steady decline in its retail sector since the interstate was built. Numerous highway-oriented businesses, particularly fast food and retail chains have chosen to locate further west and south, closer to the interstate where they have increased traffic numbers. This competition has affected Winslow's commercial areas somewhat. While this trend has been a growing problem for Winslow's retail sector over the last 25 years, the situation is relatively stable at present.

Winslow is not comprised of just national chains; the Town has a chance to try and develop some unique retail options with a specific appeal. There is an opportunity to consciously formulate the future character and direction of the commercial corridor and to develop even more attractive entrances to Winslow. The Town is faced with a challenge and opportunity - to find a way to reconfigure its denser areas to take advantage of the link between needed goods and services and the number of consumers within Winslow's market area, particularly the many who pass through Town or are coming to visit the lakes and ponds in Town. The commercial area should act as the hub of the community, as well as the critical contributor to the retail sector.

The “Downtown”:

The soon to be formalized downtown area is where the Sebasticook River joins the Kennebec River, where Augusta Road turns into Bay Street in the south and extends north toward the junction of Benton Avenue and Clinton Avenue, ending near the Ticonic Bridge and the Two Cent Bridge. The most development and density occur at the junctions of Route 201 and China Road and Route 201 and Clinton Avenue; these are the primary highways into and out of Town. This area of Winslow is zoned as Mixed-Use District, allowing both commercial and residential uses.

This area includes Fort Halifax and the Two Cent Bridge (see Historic Resources Chapter) and runs alongside the Kennebec River. The Town commissioned a modified downtown development study, which is underway with Central Maine Growth Council. This will likely encourage walkability and take advantage of this unique historic character. The downtown study would also allow the Town to create design standards to maintain the character, while attracting compatible uses for future development. Promoting and improving the current commercial area will also enhance the Town's sense of community and create an attractive, vibrant Town core, while embracing both regulatory and non-regulatory measures.

Overall Development:

Currently, most of the development in Winslow has been spread throughout the Town and on a lot-by-lot basis. There is no apparent trend on location or type of development in Winslow. The larger development projects that are underway tend to be long-term projects and only make up a minority of the new construction projects within any given year.

The following table presents the trends in permits issued over the past ten years. This data is

a reflection of the economic condition on a much grander scale than just Town and county. In 2010, the economy was rebounding from the recession, observable in the slow increase in number of permits issued. When the pandemic hit 2020, there was a push to move out of cities and housing prices increased dramatically. In 2021, the prices for building materials increased drastically, as observed in the decrease in permits issued from the previous year. The same trend seems to be continuing for 2022, although this data is from June 2022, so the next six months will determine the final permit count.

TABLE 1: BUILDING PERMIT AMOUNTS ISSUED BY YEAR

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Building Permits Issued	90	136	187	204	213	236	226	335	324	380	378	350	153*
Total Permits Since 2010= 3,212													

Source: Winslow’s Code Enforcement Officer

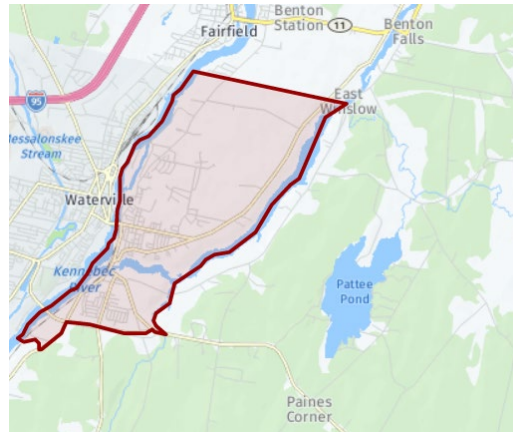
*At time of writing and data collection, it was only six months into 2022. This permit number will increase as the year proceeds.

Census Designated Place:

Winslow has the notable feature of having a Census Designated Place (CDP). A CDP is a concentration of population defined by the United States Census Bureau for statistical purposes only. A CDP is not the same as a Town; it is delineated by the Census Bureau based on population density.

Winslow’s Census Designated Place had a population of 5,318 as of the 2020 census and ranks in the upper quartile for population density when compared to other cities, Towns, and Census Designated Places in Maine. Winslow is classified as U1 Census Class Code, which means it is a Census Designated Place with an official federally recognized name. In the figure below, outlined and shaded in red is the official, federally recognized Census Designated Place in Winslow. The CDP is only the more densely populated and developed portion of Town. Winslow’s entire Town population, per the 2020 census is 7,948; approximately 66.9 percent of the population of Winslow live within the CDP.

Figure 1: Census Designated Place Boundary



Source: 2020 Census

The more densely populated area in Town is served by public water and sewer systems and is developed enough to support such systems (see Water and Sewer Service Area Map). The CDP is not identical to the public sewer and water service area; the public utilities area covers less than the CDP on the west side of Town.

Agriculture and Open Space:

Compared with the region and the State, Winslow has approximately 3,360 acres of prime farmland or statewide significant farmland (about 13% of total land area). Winslow’s largely ideal 3-8 percent grade sloping topography and central location means there is potential for a reasonable amount of farming within Town. The extent of Winslow’s prime farmland may be best seen on the *Agricultural and Forest Resources Map*.

Quality farmland is only one critical component of agricultural success and by no means the only one. Farming cannot occur without a great deal of knowledge, effort, support services, financial assistance, and a practicable place in the economy. While farming does have significant challenges, there is still little desire to sell agricultural land for urbanized development. Contemporary trends in agriculture show that, just as with manufacturing, retail development, or any other major economic activity, farms must evolve into new markets to stay viable, or they will wither and die. This brings the conversation beyond preserving agricultural land for future generations to keeping the Town’s existing agricultural infrastructure and commercial viability in place.

Farmers are encouraged to enroll land in the Farmland Tax Law Program and Open Space Tax Law Program through the State to reduce property tax valuations. The amount of acreage enrolled in the Farm Tax Law, Open Space Tax Law, and Tree Growth Tax Law adds up to 8,043 acres.

This number does not include land that has been conserved in a trust or protected in any other

way, the 8,043 acres accounts only for land enrolled in one of the State’s tax law programs (see *Existing Land Use Map*). This acreage accounts for 54.7 percent of total rural land base in Winslow.

The status of this land enrolled in the tax relief programs could change, resulting in very different conditions in Winslow. The land in the tax programs is not protected and could be removed and developed if tax policy or development values change. The only drawback from removing land from enrollment in a tax program is the penalty that will be incurred for early removal, if applicable.

The Town of Winslow participates with the Voluntary Municipal Farm Support Program (VMFSP), a program offered through the Department of Agriculture Conservation and Forestry (DACF). Through this program, the Town’s legislative body grants up to 100% tax reimbursement on farmland and farm buildings based on the recommendations of the Agriculture Commission. In return the landowner places the land into a 20-year conservation easement.

Since 2016 two farms have been formally accepted into the VMFSP. Acceptance into this program ensures that the farms will continue to be active farms over the 20-year time period and with Town support will likely succeed. Withdrawal from the program before the end of the 20-year easement requires full re-payment of all tax reimbursements received since the start of the conservation easement.

In 2020, at the recommendation of the Agriculture Commission, the Town voted to designate a 494-acre parcel of land the ‘Winslow Town Forest’. The purpose of the Winslow Town Forest is to conserve the forest and manage it for educational and recreational activities.

The Winslow Town Forest and the two farms in VMFSP are considered officially conserved or permanently protected land in Winslow. Aside from these properties, there is no other land that is officially or permanently protected.

Currently, as seen on the *Existing Land Use Map*, there is only development along the roadways in Town and by the river and pond shores, so open space does not seem to be in immediate short supply.

Winslow's Rural-Urban Balance:

According to the 2020 Census data, 66.9 percent of Winslow's population lives in the Census Designated Place, which is an urban area, which means that the other 33.1 percent live in more rural setting. Given that the urban area is considered densely developed in terms of residential, commercial, and other nonresidential uses, that does not seem out of line.

Any shift in population density and location would have implications for the economy and for the Town’s ability to provide public services. Public sewer and water service, for instance would be affected as there will be pressure to expand the existing systems. Presently about 65-70% of the Town are served by water and sewer.

As it is, the percentage of those living in more rural area puts strain on public utility that requires the greatest investment, the Town-maintained roadways. The further people move from the centers of commerce and activity, the more miles they put on public roads, which equates to higher maintenance costs for the Town.

Subdivision Developments:

New subdivisions tend to reflect patterns in development. Subdivisions are regulated in Winslow by State Statutory Ordinance. There have been no subdivisions since 2010. This is not, however, the complete story on development patterns in Winslow. Many houses are built outside of subdivisions and still many more subdivisions were created prior to tracking and prior to 2010.

Current Land Use Regulations:

The Zoning Regulations follow traditional Euclidean zoning model, and as such, are “prescriptive”, meaning they provide quantified standards, such as a minimum lot size requirement. Euclidean zoning is also recognizable because the Town is divided into distinct zones, and each zone has a required dimensional standard that must be met before approval to build in that zone can be obtained.

The Subdivision Ordinance does contain a provision allowing the Planning Board to require some land for recreation in some instances. Aside from that small provision, there are no other “performance” regulations. What this means is that minimum lot size requirements aside, regardless of underlying conditions, the regulations allow for design flexibility. The eventual effect on the land of the development is what is ultimately being regulated. Modification of the zoning ordinance is basically the only tool the Town can employ to manage growth.

The Town of Winslow currently contains eight development zones (see zoning map at end of chapter). The Rural Zone covers most of the Town. Below is a table of the current zoning districts and some of their basic standards (excluding the conservation zone, in which development is generally not allowed, and the shoreland zoning districts).

Mobile home parks are treated as multifamily developments and are therefore only allowed in districts where multifamily structures are permitted. New mobile homes in existing mobile home parks have been replaced as necessary, but with Halifax Heights being the most recent development in 2017.

Overall, Winslow’s Land Use Regulations are more complete than that of most surrounding Towns. They serve the purpose of directing development to predesignated areas within Town, provide structure and framework to the community, and set standards for how the Town should develop.

As mentioned above, Winslow employs a full time Code Enforcement Officer (CEO). However, as the Town of Winslow has become increasingly more developed, the substantial workload of enforcing regulations and ordinances has grown considerably.

The Town may want to consider different staffing arrangements for any land use related municipal functions. Since summer is the CEO’s busiest time, a seasonal hire may be helpful to conduct inspections for Building Code-related permits as these have universal requirements throughout the State and would not require specific knowledge of Town regulations and ordinances. Another possible option is a part time employee who only works with permits. Although, the most effective option may be hiring a part time or full time Land Use Planner to work with the Planning Board. This would free up a significant amount of time for the CEO to focus on his job. The Land Use Planner could assume all responsibilities related to the Planning Board, such as application reviews. Any of these options would be beneficial not only to the CEO, but also the Town as a whole.

These recommendations are based on the continued, future growth of Winslow. If the Town continues on the growth pattern it is currently on, then these recommendations should be considered. With the Town as a stakeholder, Winslow only stands to gain from the addition of more staff to work on planning and land use issues.

TABLE 7: ZONING DISTRICTS AND THEIR REQUIREMENTS

Zone	Minimum Requirements			
	Lot Area	Lot Width (ft.)	Street Frontage (ft.)	Front Setback (ft.)
High Density Residential	9,000 sq. ft.	90	90	25
Medium Density Residential (w/Municipal Sewer)	15,000 sq. ft.	120	120	25
Medium Density Residential (Private Sewer)	2 acres	200	200	50
Mixed Use (Residential)	7,000 sq. ft.	70	70	25
Mixed Use (Multi Family)	10,000 sq. ft.	100	100	25
Mixed Use (Non-Residential w/Mun. sewer)	15,000 sq. ft.	100	100	25
Mixed Use (Non-Residential Private sewer)	2 acres	200	200	25
Low Density Residential (Single Family w/Mun. Sewer)	0.5 acres	100	100	25
Low Density Residential (Single Family Private Sewer)	1 acre	100	100	25
Low Density Residential (Non-Residential)	1 acre	200	200	50
Rural	2 acres	200	200	50
Industrial (w/Municipal Sewer)	1 acre	N/A	150	25
Industrial (Private Sewer)	2 acres	N/A	150	25
Conservation District (Principal and Conditional Uses)	2 acres	200	200	50
Conservation District (Open Space Development)	1 Acre*	125	125	PB
Seasonal Residential**	2 acres	200	200	50

*The planning Board may approve 30,000 sf. lots if the Open Space Development has a community Subsurface Waste Disposal System including a reserved area for a replacement system.

(No Variances to the Subsurface Waste Disposal Rules will be allowed).

**If property is in a Shoreland Zone, 100-foot setback from water required.

Zoning Districts Detailed:

High Density Residential District:

This district, shown in pink on Table 7 above, includes the predominantly built-up areas of Town that consist of existing residential structures on small lots, some municipal and educational uses, and various public buildings as well. This district is designed to protect and enhance the existing character, scale, and uses already established in these areas. New construction, alterations, and proposed changes of use shall be required to be consistent with the residential character of the district. This district is in the designated growth area.

Medium Density Residential District:

This district (shown in yellow on Table 7) includes existing residential subdivisions, predominantly single-family residential dwellings and undeveloped land areas adjacent to the service centers of the Town. This district is intended for the Town's single family residential growth demand and is an area that has access, albeit limited, to municipal water and sewer services. This district is also in the designated growth area to accommodate new housing.

Mixed-Use District:

This area includes all of the variations of the Mixed-Use Districts (residential, multifamily, non-residential) shown in orange on Table 7 and is part of the designated growth area for Winslow. This district was delineated based upon existing dense development patterns and public infrastructure through most of it, specifically public water and sewer services. The Mixed-Use District includes the older sections of Town and contains a variety of residential, commercial, recreational, municipal, and educational uses. The character of this district is dominated by a dense development pattern with commercial uses dispersed amongst the single and multi-family residential homes. It was intended for the future commercial uses to blend and exist in harmony with the character of the district.

Special consideration should be given to parts of the growth area that are not already developed, such as land use standards that will attract growth while promoting compatible uses that reflect the character of the area and the community's vision

Anticipated major capital investments needed to support the proposed land use will depend on implementation of strategies in Public Facilities and Services Chapter.

Future growth areas should be selected due to the following attributes:

- Many of the Town's public facilities and services are already located in this area.
- This area contains existing homes and most businesses.
- This area is located at the intersection of most State Routes that run through Town and has some available road frontage
- The area is an existing downtown development study area
- Relatively few natural development constraints

- The area aligns with the Vision Statement.

Low Density Residential District:

Shown in dark green on Table 7, the purpose of this district is to provide locations for new single family residential housing in a rural setting adjacent to existing built-up areas of Town. This area was established to attract new home construction that would otherwise be in the more rural environment, yet still close to the Town center. Agricultural, forestry, and similar resource-based activities are encouraged; however, some commercial service and municipal uses are allowed in this district as well, provided they blend with primary land use, which is residential. As such, this district too is in the designated growth area.

Rural District:

Most of the Town's land area is within the Rural District (shown in light green on Table 7), which consists of open space, forest, farmland, residential homes, resource-based activities, and some commercial operations. The goal of the rural district is to preserve and encourage existing open space, agriculture, forestry, and other resource-based activities while at the same time allowing very low density residential and some limited commercial development. All non-agriculture development in this district is designed to grow at a slow pace and in such a manner that the traditional rural character is maintained for future generations. Proposed development that could create negative traffic impacts, environmental damage, loss of farmland, increased traffic, suburban land uses, and loss of rural character shall not be permitted in this district. Housing and home occupations will be allowed but will be expected to conform to the rural character of the area so that traditional activities such as farming, and forestry will not be hindered. This area aligns with the Vision Statement.

Industrial District:

The Industrial District, shown in brown on Table 7, includes existing industrial uses as well as areas designated for future growth adjacent to principal traffic routes and municipal water and sewer. The primary uses intended for the district include manufacturing, assembly, fabrication, warehousing, and some related commercial enterprises. Most residential, recreational, municipal, service and consumer related activities are not allowed in the district. The district is designed to provide space for industrial related activities that create an incompatible environment for most other land use types.

Conservation District:

The Conservation District, in blue on Table 7, is the area within the boundaries of the Pattee Pond watershed, as delineated by Maine Department of Environmental Protection (Maine DEP). It is intended to be a rural area with limited commercial or industrial activities, or other uses which would adversely affect water quality. The district is generally restricted to low impact development with special attention to the following areas:

- A) Floodplains that make building or development difficult, costly, or unacceptable,
- B) Poor soil types not suitable for building or development,

- C) Steep slopes or embankments that render building or development generally difficult, costly, or unacceptable,
- D) Significant wetlands that provide breeding and feeding habitats for waterfowl,
- E) Natural sites of significant scenic or aesthetic value, historic sites and archeological sites.

Seasonal Residential District:

This district, in purple on Table 7, includes areas adjacent to Pattee Pond that are already divided into small lots and contain structures or are undeveloped. Most of the structures on the lots are seasonal homes; however, there are some year-round dwellings. The primary goal of this district is to maintain and improve the water quality of Pattee Pond by strictly regulating any increases in land use intensity, the expansion of structures, and uses within the built-up areas around Pattee Pond. The existing seasonal homes and camps are an allowable, low intensity use. Expansion of structures and uses, including conversion from seasonal to year-round dwellings, are subject to review and performance standards.

Critical Resource Areas:

The existing Shoreland Zoning Resource Protection Zone in Winslow is designated a Critical Resource Area and is protected by state mandated regulatory mechanisms. Other high-value areas identified by the Natural Resources Chapter of this plan may also be designated as Critical Resource Areas and will be protected primarily by non-regulatory mechanisms. These mechanisms include a review of Beginning with Habitat (BwH) maps before allowing any planning projects, and any project requiring permits will be reviewed by Maine Department of Inland Fisheries and Wildlife (MDIFW) and Maine Natural Areas Program (MNAP). The abovementioned mechanisms are in place to ensure development in these areas aligns with the Vision Statement.

Projections:

Referring to the population projections in the Demographic Profile, it is difficult to anticipate any future demand at all for housing – projected population estimates by two outside sources have Winslow’s population falling to about 7,000 over the next 15 years. It is important to note that these projections do not take into account the decline in household size, which requires additional housing to accommodate individuals living alone. Between 1970 and 2010, the simple fact of the shrinking household size drove demand for 6 new homes per year. Between 1990 and 2010, while Winslow was beginning to lose population, it added about 445 – (Census) housing units to the tax rolls, actually overachieving this demand. (Local records show adding approximately 300 new units over the last 18 years.)

Household size cannot continue to shrink indefinitely. If it shrinks another five percent over the next 15 years, the average will be about 2.2 persons per household. In order to house the 7,000 or so residents the Town would need to contain 3,180 houses, which providing the housing stock stays stable, it can easily achieve.

Depending on the growth/change scenario the Town chooses to adopt, the number of new houses and land that goes with them will change. The projections speculate that anywhere between 17-30 new houses will be added a year

The addition of housing units will require the consumption of more land for development. How much will be needed to accommodate demand? With the minimum lot size of 2 acres in the rural areas, development at the 10-year projected rate would consume at least about 340 acres. Under the fast growth scenario, it would consume at least 600 acres!

Development of the rural area is a worst-case scenario typical of sprawl. Any growth in housing in the rural area, while significant, is usually limited by available road frontage and diminished by the sheer size of the Town itself.

In either scenario, Winslow would undoubtedly experience a good percentage of new development within its existing residential zones. Placement of 75 percent of new housing units in the Town's designated growth area is consistent with the comprehensive planning guidelines.

Analysis:

The Town of Winslow would benefit from a cost analysis study for the installation of artificial turf on their existing sports field and the conversion of that field into a multisport field versus purchasing more land to create new sports fields in a different location. Consideration should be given the complications associated with an off-schoolgrounds location of a new field, upfront cost of installing artificial turf, current maintenance cost for the natural grass field, and other aspects of this decision.

The Town of Winslow adopted a Mixed-Use Zoning District after the 2008 Comprehensive Plan. The Mixed-Use District includes residential houses, some built many years ago, as well commercial and retail development. Over time, it appears that the Mixed-Use District has increased in size to encompass a large portion of land from north to south of the Town's entire west side. The Mixed-Use District surrounds the Industrial Districts, along with High, Medium, and Low-Density Residential Districts, all of which account for the designated Growth Area.

The Mixed-Use District was created because many of the parcels in this area had different zoning designations. While it addressed that issue, it created an incompatibility issue. Many of the residents living in the Mixed-Use District were there before commercial uses and do not like the noise, traffic, lights, and general congestion. The business owners in the Mixed-Use District are unhappy with the confines that result from the proximity of the residential uses.

Unfortunately, the Town's only solution to this problem is to re-zone a portion or all of this area, which will undoubtedly result in either the residents or the commercial business owners being dissatisfied with the Town's choice in attempting to resolve the issue. Re-zoning an already established area is not a task to be taken lightly and the Town of Winslow is not ready to take this sort of action.

In part, the problem is exacerbated by the extensive size of the Mixed-Use District. Because it's so large and is the designated Growth Area, the Mixed-Use District is, by default, where most of the new businesses and homes are constructed. The size of this area defeats the purpose of the Mixed-Use District. Generally, Mixed-Use Districts are created to promote a Town center, spur revitalization, promotes pedestrian and bicycle travel, reduces automobile dependency, provides more housing opportunities and choices, encourages high quality design by providing both greater flexibility and more control, and preserves and enhances traditional village centers.

As it currently exists, the Mixed-Use District is too sprawling to be the Town center, promote pedestrian and bicycle travel, reduce automobile dependency, encourage high quality design throughout, or preserve a traditional village center.

Mixed-Use districts work best when they grow out of a thoughtful plan that emphasizes the connectivity and links among the uses. Incompatibility issues and haphazard results occur when a community simply enables multiple uses without providing guidance about the mix of uses and how they are spatially related.

Addressing the incompatibility issues in the Mixed-Use District would be best accomplished through a thorough and independent study of the area that resulted in recommendations. A specific committee should be designated to spearhead this task. Remediating the problem in this zoning district is an individual recommendation separate from the Comprehensive Plan.

Another area with a potential need for re-zoning is the China Road corridor going into the Town of China. This area is in the Conservation District because it lies within the Pattee Pond watershed, however, there are multiple businesses along this corridor that predated the zoning designation. The Town should consider turning part of this into a commercial corridor for businesses that will not have a negative effect on the watershed. Under its current designation of Conservation District, commercial businesses are not allowed.

The Town does not participate in the Nation Flood Insurance Program. Winslow adopted the Floodplain Management Code in 1987 and it has been amended through 2020; it is consistent with both State and Federal standards. The Floodplain Management Code is uniformly enforced throughout Town. Currently, there are approximately 130 structures within the floodplain area. The structures range from houses, to sheds, to businesses, to barns. With so few structures in the floodplain compared with the cost of employee training, education, and other requirements to become enrolled in the Nation Flood Insurance Program, there does not seem to be much benefit for the Town to enroll at this time.

The Town's Zoning Code will need to be reviewed for consistency with this Comprehensive Plan update, upon completion, and for future consistency with Legislative Document Number 2003 (LD 2003).

LD 2003 is legislative action brought about by the State of Maine and voted into approval in spring of 2022. This newly enacted legislation brings about many important changes, so much

so that the Department of Economic and Community Development has created a program that offers grants to municipalities through the Municipal Planning Assistance Grant and Incentive Program Fund for the purposes of contracting for services and hiring staff to help administer municipal responsibilities that result from the passing of this bill. This grant is intended to cover the review and update of land use ordinances to make them consistent with this bill.

The most significant changes municipalities will see due to the approval of this bill are detailed below:

- Prohibits municipalities from adopting any ordinance that caps the number of building or development permits each year for any kind of residential dwellings.
- Defines “affordable housing development,” requires municipalities to allow affordable housing developments to be built at certain densities and sets certain criteria to ensure that an affordable housing development remains affordable for at least 30 years.
- Requires, for any zone in which housing is permitted, that a municipality permit structures with up to 4 dwelling units and creates general requirements for municipal ordinances governing residential zones.
- Beginning April 20, 2023, requires municipalities to allow the construction of accessory dwelling units and sets out specific requirements for the permitting and construction of accessory dwelling units.
- Requires that a municipality designate an area within the municipality as a priority development zone, which is defined as a zone in which multifamily housing is permitted at a greater density and requires the priority development zone to be located in an area that has significant potential for housing development and is located near community resources. Municipalities are not required to designate a priority development zone until 2 years following the adoption of rules by the Department of Economic and Community Development.

As this is a brand-new bill, there will be follow-up interpretations and undoubtedly amendments to the language.

Threats to Land Use:

Solar Development is a Statewide issue that could potentially threaten open and conserved space, as well prime agricultural land and negatively affect the character of the rural areas of Winslow.

PART EIGHT: BUSINESS AND THE ECONOMY

Introduction:

As with many central Maine communities in recent times, Winslow has had a challenge with regard to economic development, in most industry sectors. The Historic Profile outlines the active role that community leaders and citizens in general have played in purposefully attracting employment and tax base to Winslow throughout its history. These efforts continue to this day, as the Town must try to keep up with shifts in economic activity that has shifted from manufacturing and agriculture to a more service-oriented economy, as well as changes in retail consumption patterns.

This chapter seeks to describe current conditions, outline Winslow's role in the regional economy, identify the Town's numerous economic development assets, examine visible trends and areas of need, incorporate public sentiment and lay out a direction and strategy to guide the Town's economic development efforts for the foreseeable future.

Education: The Foundation of Economic Growth:

The contemporary job market is competitive and demands a high skill level from each worker. The loss of unskilled manufacturing jobs, the growing importance of the global economy, and rapid advances in technology have made education a necessity for today's workforce. The level of educational attainment is a measure of the ability of the community to sustain economic growth.

Educational Attainment: 2000 to 2020

	Winslow 2000	Winslow 2020	Kennebec County 2000	Kennebec County 2020	Maine 2020
Total adults 25 and older	682	816	79,362	90,553	1,015,078
Less than 9 th grade	26 (3.8%)	44 (5.4%)	4,528 (5.7%)	2,477 (2.7%)	19,053 (1.9%)
9 th to 12 th grade no diploma	45 (6.6%)	26 (3.2%)	7,183 (9.1%)	3,193 (3.5%)	36,492 (3.6%)
High school graduate	230 (33.7%)	275 (33.7%)	29,882 (37.7%)	31,621 (34.9%)	300,595 (29.6%)
Some college, no degree	146 (21.4%)	139 (17%)	15,143 (19.1%)	17,667 (19.5%)	186,486 (18.4%)
Associate degree	78 (11.4%)	77 (9.4%)	6,224 (7.8%)	7,269 (8%)	107,147 (10.6%)
Bachelor's degree	103 (15.1%)	142 (17.4%)	10,397 (13.1%)	18,844 (20.8%)	224,987 (22.2%)
Graduate/professional degree	54 (7.9%)	113 (13.8%)	6,005 (7.6%)	9,482 (10.5%)	140,318 (13.8%)

Source: 2000 Census, 2020 ACS

According to the table above, the Town has generally improved its educational level in the past 20 years. The number of persons with a college degree increased to 142, showing a growing percentage of the population. Compared with Kennebec County, the Town is ahead, with relatively more 4-year college graduates and a generally lower percentage with high school or less education.

On a larger scale view, the number of persons with post-secondary degrees both in Kennebec County and Winslow are lower than most of the New England States. Taken together with the declining number of young persons in the state, that creates problems for new enterprises

especially in the high-tech fields. The shortage of younger workers with advanced degrees will make it difficult to attract new high wage jobs. Strategies to retain young people and attract them back into the state are necessary along with strategies to increase the educational attainment of the existing labor force whenever possible. Much of the task of increasing educational levels falls on the state or the school systems, but some – such as increasing the availability of affordable housing for young people – can be affected at the municipal level.

Labor Force and Commuting Patterns:

Workers are referred to, in government parlance, as the “labor force.” The labor force is generally regarded as everyone above 16 years of age who is not retired or disabled. In Winslow, the labor force is about 63 percent of the total over-16 population. The small decline of about 1.5 percent is probably due to more people retiring. As the table below shows, the labor force is composed of 53 percent men, 47 percent women. The percentage of women in the workforce has grown steadily over the years, (in 1980, it was only 41 percent) as women get higher levels of education and more freedom to pursue jobs and careers.

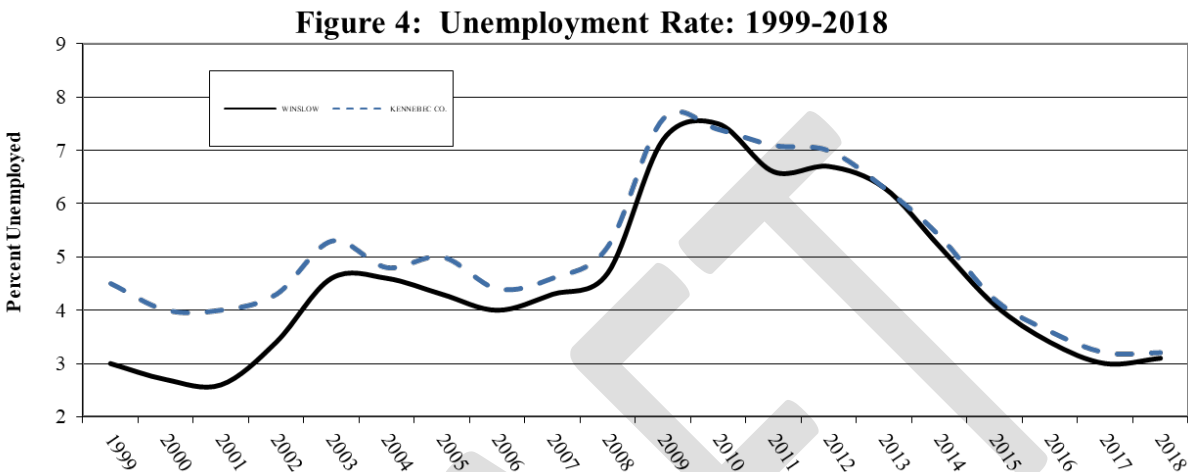
Table 5: Labor Force Trends 2000 to 2017

	2000 Census	2017 ACS
Population 16 years and over	6,087	6,212
Labor force, 16 years and over	3,930 (64.6%)	4,086 (65.8%)
Total employed persons	3,758 (96%)	3,949 (96%)
Total unemployed persons	159 (4%)	137 (4%)
Total males in labor force	1,997 (50.8%)	2,037 (49.8%)
Total females in labor force	1,933 (49.2%)	2,049 (50.2%)

Source: 2000 Census, 2017 ACS

Table 5 shows four percent unemployment in 2017. However, the census is a poor measure of unemployment, since it only measures employment status at one point (April 1) every ten years. The Maine Department of Labor monitors employment by Town on a monthly and annual basis. As the chart below shows, after nearly ten years of fairly steady rates, Winslow’s unemployment rate shot up during the 2008 recession, hovered for about four years, then has dropped precipitously since. As of 2018 (the most recent annual data available), the rate stood

at 3.1 percent. That is a very decent rate, generally considered to be “full employment,” and certainly better than any other time in the past twenty years. It also means, however, that there is little additional opportunity for job growth, as nearly all available workers are already employed. Nor could new employers draw from outside of Town; Kennebec County’s rate is identical to Winslow’s, after several years of being slightly lower.



The location of employment is an element of the discussion as well as simply the numbers. Winslow is part of a larger labor market, generally centered on Waterville. Unlike prior eras, when residents usually worked in a local business if not on their own property, only about 12% of members of Winslow’s workforce have a job in Winslow itself, and about 4% work at home. The average commute time for a Winslow worker is 20.7 minutes.

It’s a foregone conclusion, since Winslow has only 435 jobs inside the Town limits that are for Winslow residents (according to the 2015 ACS).

Commuting patterns have implications for the transportation network and income levels (people will drive longer distance for higher wages). The table below shows the numbers of Winslow residents that work in other Towns, with the following table showing the Towns from which other workers commute to work in Winslow. It’s not surprising that Waterville is by far the largest destination of Winslow residents, drawing 26.4 percent of all Winslow workers. Even Augusta draws more residents than work in Town. In contrast, Winslow’s suppliers of workforce are much more evenly distributed, coming from Vassalboro, Palermo, Augusta, and Waterville.

Table 6: Commuting Patterns for Winslow Residents

Place of Work	Workers	Place of Work	Workers
Waterville	930	Winslow	435
Augusta	526	Skowhegan	125
Oakland	113	Portland	84
Bangor	69	Fairfield	67
Auburn	67	Bath	54
All others	1,048		

Source: 2015 ACS

Table 7: Commuting Patterns for Persons Working in Winslow

Place of Residence	Workers	Place of Residence	Workers
Winslow	435	Waterville	247
Fairfield	56	Augusta	38
Oakland	33	Skowhegan	33
Bangor	22	Clinton	17
Madison	14	Pittsfield	13
All others	1,129		

Source: 2015 ACS

Job Profile:

The Census measures workers in several categories, so that we can tell how the workforce is profiled and how it is changing. The first of these is “Occupation.” The table below indicates that in Winslow, sales and office occupations are gaining in share at the expense of pretty much all other occupations except professional / management / science and arts occupations (admittedly a broad category). This may be partly the result of improvement in educational attainment.

Table 8: Employed persons 16 years and Over by Occupation. 2000 to 2017

	2000 Census	2017 ACS
Total Employed	3,758	3,949
Service Occupations	616 (16.4%)	641 (16.2%)
Natural Resource, construction Occupations	415 (11.0%)	357 (9.0%)
Professional & Management Occupations, Science & Art	1,299 (34.6%)	1,422 (36.0%)
Sales & Office Occupations	936 (24.9%)	1,118 (28.3%)
Production, Transportation & Moving Occupations	492 (13.1%)	411 (10.4%)

Source: 2000 Census, 2017 ACS

The census also classifies workers based on the industrial sector in which residents worked. This doesn't tell us so much about the workers themselves as about the health of the various industrial sectors.

Between 2000 and 2017, some of the following trends have been marked:

- Jobs in the construction industry have increased slightly from 212 in 2000 to 227 in 2017;
- Jobs in manufacturing have dropped from 530 to 336, continuing a long term trend;
- Jobs in transportation have been cut by a significant amount from 185 to 108;
- Health and social service sectors have been reasonable gainers, going from 1,213 to 1,322;
- Much smaller, but also meaningful gains have been posted by entertainment and recreation services, going from 220 residents employed to 310;
- The public administration sector has also seen growth, from 148 in 2000 to 248 in 2017, while professional and management service has gained from 124 to 209;
- Sectors such as retail and wholesale trade, farming/forestry, and business services have seen little change in 17 years.

The census also records the type of employer that residents work for. In Winslow in 2017, about 76 percent of all workers are in the private sector. Seventeen percent work for public sector entities, while seven percent are self-employed.

Income as a Measure of Economic Stability:

Building a good economy is all about raising the standard of living of the community. Income levels are a good standard of measurement. The table below compares Winslow’s income profile over the recent past to that of Kennebec County on average. The next table shows how Winslow’s median household income compares to our neighbor Towns.

General Income Data for Kennebec County and Winslow

	Winslow 2000	Winslow 2019	Kennebec 2000	Kennebec 2019
Per capita income	\$21,355	\$32,749	\$18,520	\$32,418
Median household income	\$42,344	\$59,583	\$36,498	\$55,389
Median family income	\$46,635	\$73,500	\$43,814	\$76,956
Percentage below poverty level	11.0%	16.9%	11.1%	11.8%
Persons under 18 below poverty level	9.9%	27%	13.5%	13.2%
Persons 65 and older below poverty level	13.3%	7.1%	10.2%	9.5%
Families below poverty level	7.0%	13.4%	8.5%	6.4%

Source: 2000 Census, 2019 ACS

Winslow’s median household income has risen by over \$17,000 since 2000. However, that comes to 2.14 percent per year, just the rate of inflation over that period (2.11%). Kennebec County’s income rose 2.72 percent per year. Winslow’s median family income rose 3.03 percent over the period, meaning family incomes grew substantially faster than non-families. Since most non-families are elderly people, the increase in that age group has probably accounted for much of the reduction in income growth. However, even though the poverty level among children has risen greatly in 19 years, the poverty level among elderly has actually dropped.

Median household income is the basic measure of income levels. It measures the revenue, from all sources, for all members of a household, with the “median” being the point at which half of all households make more, half make less.

2019 Median Household Income Comparison

Location	Median Income	Location	Median Income
State of Maine	\$58,924	Kennebec County	\$55,389
Winslow	\$59,583	Waterville	\$38,862
Belgrade	\$87,500	Augusta	\$43,796
Mount Vernon	\$60,938	Smithfield	\$70,924
Vienna	\$60,069	Mercer	\$51,190

Source: 2019 ACS

In the Winslow Region, only Mercer has household income under the statewide average. Waterville and Augusta have substantially lower incomes, but that can be inferred by the ratio of smaller and rental housing units and different demographics.

The next table below shows a breakdown by income cohort. A little under one in ten Winslow households have incomes less than \$15,000 per year, which is a concern. Another nine percent or so make less than \$25,000. On the high end, about one quarter of households have total income over \$100,000 per year. The majority lie in the \$50 to \$100K range.

2019 Household Income Ranges

Income Range	Households	Income Range	Households
Less than \$10,000	12 (2.9%)	\$50,000 to \$74,999	91 (22.4%)
\$10,000 to \$14,999	27 (6.6%)	\$75,000 to \$99,999	47 (11.5%)
\$15,000 to \$24,999	36 (8.8%)	\$100,000 to \$149,999	57 (14.0%)
\$25,000 to \$34,999	50 (12.3%)	\$150,000 to \$199,999	35 (8.6%)
\$35,000 to \$49,999	33 (8.1%)	\$200,000 and over	19 (4.7%)

Source: 2019 ACS

Local Business:

With Winslow’s size, there are too many businesses to list here in the plan but the Town does keep a formal up to date record that lists approximately 225 registered businesses (as of 2019). The local Mid Maine Chamber of Commerce also lists its members. The following are listed below from State sources:

Employer Type (2012)	Employer Size
Retail trade	36
Other services (except public administration)	21
Accommodation and food services	14
Health care and social assistance	14
Professional, scientific, and technical services	14
Manufacturing	10
Finance and insurance	7
Administrative and support and waste management and remediation services	6
Information	5
Educational services	3

The largest private employer in Town is Alcom and they are currently doing well and expanding. Other significant employers would be the School Systems, FW Webb, Johnny’s Seeds, Mardens and Elanco.

The greatest concentration of commercial activity, primarily retail and professional, is within the Bay Street corridor area of Winslow. There are no traditional anchor businesses and most of the remaining businesses are in the industrial districts and scattered throughout Town, along major routes.

Local Opportunities:

Opportunities for more significant growth may include agriculture, wood products, precision machining, and other similar industries. It is also expected that more people will continue to work from home, taking advantage of high-speed internet connections and new technology. As demographic trends suggest, the number of jobs in the education sector may subside or remain stable, but those in the healthcare sector are expected to increase significantly as the baby boomer generation ages.

Underutilized sectors could be Arts and Entertainment to connect with Waterville who are growing that type of economy.

Regional Economic Trends:

Traditional Manufacturing

The Augusta and Waterville Labor Market Areas have both experienced the closing of traditional manufacturing facilities over the past twenty years. The Hathaway Shirt Factory (Waterville), Scott/Kimberly-Clark Paper Mill (Winslow), and the American Tissue Plant (Augusta) are examples of the decline of this sector. The demands of a global economy will continue to place pressure upon existing manufacturing operations.

The Big Box Retail Trend

The construction of WalMarts, Home Depots, and other large retail stores in the region and the state has signaled a major shift in our retail economy. The big box stores, so named for their size and exterior design, are often called category killers because they put similar retail operations out of business, so much so that even businesses in Winslow are affected by Augusta stores. Typically only small convenience stores or specialty shops seem able to maintain a presence in the face of this level of competition.

The Lure of the Service Center

Over the past thirty years, the majority of new regional commercial opportunities have located in Augusta or Waterville. This is not limited to the big box sector or traditional manufacturing. Local services, such as medical and financial services are centralizing. This has occurred at the same time as the customer base – in the form of the general population – has moved from the urban places out into suburban and rural Towns.

Full Employment

Overall, the state and the Augusta region are experiencing a low unemployment rate. Even lower unemployment rates occur along the coast and the southern portions of the state. Despite manufacturing plant closings and slow job growth, unemployment rates have varied from a low of 3 percent to a high of 7 percent in past years. Companies may not move to the area because there are a lot of people waiting for work; they are more likely to move here because they know they can outcompete existing employers on wages and lure new workers with relatively cheap housing.

Industrial Sector Analysis:

As outlined in the History section of this Plan, Winslow, like most colonial Towns, grew up around the river and lived with water-powered industrial activities where available, surrounded by farm and forestland. Over the years, the industrial base has continued to decline. Winslow has turned increasingly to some retail trade and to service businesses as the Town became one of the "bedroom" communities of the region.

The largest industrial operations in the immediate area are Sappi and Huhtamaki.

Service Sector Analysis:

A number of Winslow businesses provide critical services to people in the region.

Education, accounting, engineering, legal services, computer support and repair, construction, banking, insurance, surveying, hair and beauty salons, and health and fitness services etc.

The Town's service sector has been gradually increasing during the past decades and many of these services are provided by home-based businesses. Healthcare facilities and T-Mobile are larger service sector employers.

Retail Sector Analysis:

The retail sector in the commercial corridor has been relatively stable with many retail businesses too numerous to list here.

Economic Development Strategy:

The Town is a member of Central Maine Growth Council who operate as the de-facto Economic Development agents for the Town and region. www.centralmaine.org

Prospects for New Businesses and Services

Important questions that must be addressed are what commercial and/or services are needed or desired to serve the community and what needs are not currently being served by local and regional commercial enterprises?

These questions need to be examined with awareness of existing market realities. Winslow will almost certainly remain a somewhat of a residential community whose character is defined by its proximity to larger cities in the region. It does however have the current status and capacity of some decent size employers and larger scale industrial operations. The community can develop economically with a mix of local and regional services in a way that respects and enhances its character, especially in terms of the environment and water quality of Pattee Pond.

The future downtown area needs to be defined and developed as a more dense hub for commercial activities to make it a destination, potentially filling a niche that is missing in the region (rather than trying to compete with the much larger established Waterville).

Economic strengths of the Town

- The Town is part of the Waterville Labor Market Area that benefits from the employment stability afforded by the local schools, hospitals and the State Government in Augusta.
- The Town has easy access to both the Augusta and Waterville Labor Market Areas
- Regional services are available in Augusta, Waterville and Belfast.

- We have a well-educated and trained workforce.
- The Town has a reasonable tax rate.
- The Kennebec / Sebasticook Rivers and Pattee Pond and the rural countryside offer an attractive economic potential.
- Cultural opportunities are available in the region. Portland and the Coast are both less than an hour away.
- The Town is a partner in First Park in Oakland.
- The major commercial arterial road (Route 201) has a high traffic count and it is close to several I-95 interchanges.
- The school system is well regarded and could attract many families into the community.
- The Town has good municipal sewer and water availability, broadening development options.
- The Town has defined zoning making it clear the areas for different types of development.

Challenges include the need for a workforce to fill many available openings across sectors.

Projections and Land Use Implications

It is difficult to do commercial and industrial projections with any degree of accuracy, but it is critical for the community to be clear about the type of growth it desires and have appropriate locations available to accommodate such growth.

The Town's current commercial and industrial districts are believed to essentially be at full capacity for anticipated commercial and industrial development. The Town has subsequently created a large mixed use zone to accommodate commercial and retail together although this has led to other land use issues (See land use Chapters).

The areas that have been identified for commercial and/or industrial development are clear on the Towns Zoning Map and in the Land Use section of this plan.

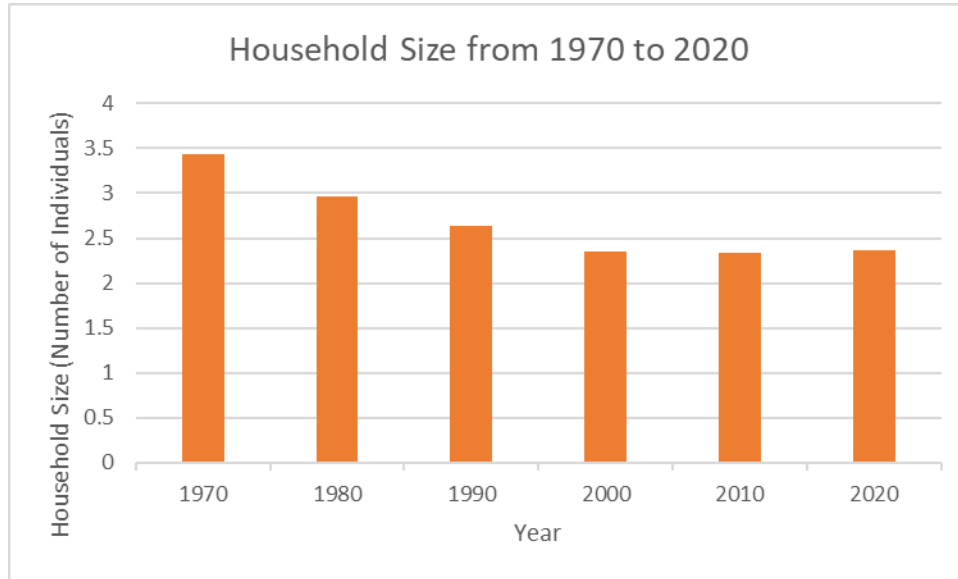
PART NINE: LOCAL HOUSING PROFILE

Highlights of the Housing Profile:

- Due to the steadily declining size of the average household, Winslow’s housing stock continues to grow despite the lack of population growth. The Town has 847 more housing units now than in 1980, and 607 more households.
- Since 1980, the housing supply has grown by almost 30%; the majority of this growth has been mobile homes and 5+ multi-family units. There has actually been a decrease in 2-4 size multifamily units over the last 35 years.
- The Town will continue to add housing units at a reasonable rate, but the style of unit may need to change to fit the demographic need. There are almost twice the number of small households as there are appropriate-sized units. A little over a quarter of all households in 2010 were single persons, and about half of that number were elderly. As population continues to age, there will be more and more demand for small units that accommodate seniors and single persons.
- The housing stock is in generally good condition, it is generally newer than the average for Kennebec County. The majority were constructed in the 60’s and 70’s.
- The value of residential property in Winslow made a healthy jump in the past decade, from \$84,900 to \$134,900 for the median single family home. The 2010 figure, however, was based on a sample that included some homeowners before the great price drop in 2008, so it may not be fully accurate. Homes in Winslow – at least the average ones – are currently affordable for households making 80 percent of median household income.
- At the same time that property values were going up, rents in Winslow were not rising at the same rate. The median monthly rent rose by over 50% percent, from \$452 in 2000 to \$685 in 2010. Unlike owner-occupied housing, rents are now generally unaffordable. According to the MSHA, a worryingly high 79% of renter households are unable to afford the average 2 bedroom rent in the Winslow Labor Market Area
- Projections for growth in housing stock must account for continued decline in household size. Assuming a five percent smaller household in 2030, Winslow will only need to add about 340 housing units, an average of 17 per year, to maintain its current population level. There is no real housing pressure in this regard but the types of housing (need for more single family / elderly units) may need to be considered. If a majority of housing was constructed in the rural area, due to the 2 acre minimum lot size, it would consume a large amount of land.

Winslow’s Housing: Supply and Demand

The purpose of housing is to provide residence for the population. The characteristics of the population drive the demand for housing, and vice versa. An aging population or a number of single-person households signals a demand for smaller housing units, while a surplus of large homes will naturally attract larger households. A community which does not respond to changes in housing demand is one that is likely to lose its population or change its character.



Source: US Census Bureau

“Average household size” is the number which connects the population with the demand for housing. As the chart above shows, the average number of persons in a household in Winslow has been shrinking steadily. This is a national trend. Almost all social and economic factors favor smaller households – more independent living among youth and elderly, smaller families, and more single-parent families. While there are early indications that this trend may be reversing in some parts of the country, it has not yet done so in Winslow.

What does this mean for housing demand? In short, fewer persons per household means more housing is needed for the same population. When the average household in Winslow contained 3.43 persons in 1970, the Town had only 2,198 occupied housing units. With the Town gaining 649 residents in the past 50 years, it now has 3,406 households. Over a 50 year period, that averaged about 24 new homes per year. This is a household increase rate far exceeding the increase in individuals as with a household size of 2.37, 273 new housing units would have covered the population increase. Overall this indicates a notable decline in household size. Comparatively, the average household size for renters was 1.93, whereas owner-occupied average household size was 2.49. Smaller households tend to be more in flux than larger ones and they tend to be renters. Winslow has 678 renter-occupied units (10 percent decrease since 2010) and 2,532 owner-occupied units (27 percent increase since 2010), based on 2020 ACS data.

Of the 3,406 households in 2020, a little over 80% were families. The average family size was 2.85. A little over half (58%) were families with the traditional husband and wife. There were 28% being single-mother families which is a notable amount. Another 583 households (about one-fifth) were single-person households. In 186 of these, the single occupant was over 65 years old. In 2000, 442 households were single and elderly.

The Housing Stock:

The supply, quality, and availability of housing in Winslow is a factor in the overall growth and health of the Town. Although Town government has little control over the supply of housing, it is possible that any problems may be addressed at the municipal level. If a large proportion of housing is substandard, for example, or not energy-efficient, there are grants that the Town can use to help. If housing prices rise to the point where new houses are not affordable, that presents a whole new set of problems in getting people to move to Town for the wages that are available.

The total number of housing units increased by nearly 900 between 1980 and 2010. There has not been a significant boom in housing construction from any specific decade. As detailed in Table 1, the 2020 data is from the American Community Survey (ACS), which is based on estimates; not all of the 2020 Census data was available at time of writing.

Mobile home construction saw a 17 percent increase in the 1990s, the largest surge documented.

Table 1 shows that the number of vacant houses has decreased by 25 actual units, equaling a drop of 6.87 percent. The vacant houses make up only 4.3 percent of the total housing stock in Winslow. Currently, there does not appear to be a need for concern about the number of vacant housing units in Winslow. The U.S. Census defines “vacant” as a housing unit in which no one is living at the time of the interview, unless its occupants are only temporarily absent. In addition, a vacant unit may be one which is entirely occupied by persons who have a usual residence elsewhere.

The 1990's saw the biggest jump in multifamily housing - 40 percent of new homes built between 1980 and 1990 were multifamily. The number of multifamily homes added since the 1990s have slowly declined by nearly 10 percent since its peak in 2000.

The decline in multifamily housing is concerning going into the future. As indicated earlier, this is the type of home that is in demand by most of Winslow's 973 single-person households. If nothing else, the lack of available apartments or smaller housing units means Winslow will have difficulty attracting and keeping people to work in Town.

Winslow Housing, by Type and Occupancy, 1970-2020

	1980	1990	2000	2010	2020*
Total Housing Units	2,845	3,247	3,591	3,692	3,542
Occupied Housing Units	2,721	3,051	3,268	3,328	3,210
Vacant Housing Units	116	223	323	364	332
Seasonal Housing Units	8	131	158	176	N/A
Mobile Homes	177	230	258	258	144
Owner Occupied Housing	2,072	2,297	2,452	2,534	2,532
Renter Occupied Housing	649	754	816	794	678
Single Family Housing Unit (attached and detached) Including Mobile Homes (out of total housing stock)	2,152	2,377	2,702	2,754	2,741
Two or More Unit Housing	781	852	889	825	801

Source: 1980, 1990, 2000, 2010 & 2020 Census

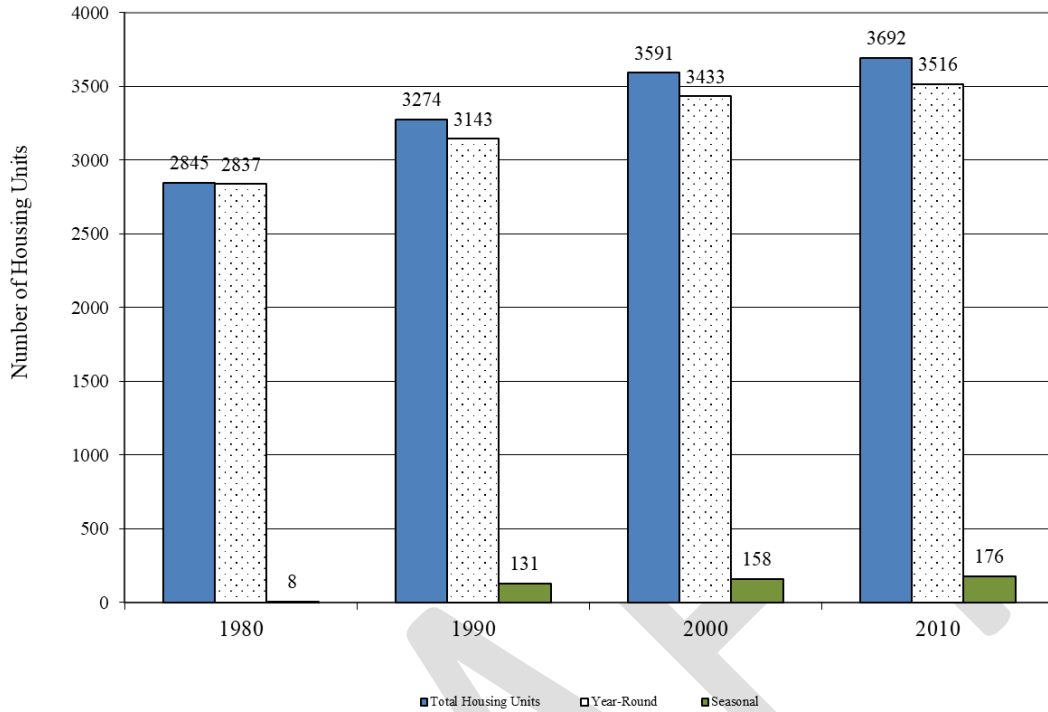
Seasonal Housing:

Winslow has few seasonal units compared to like Towns. This is likely due to the relatively small size of Pattee Pond and less availability of lake frontage suitable for camps and seasonal homes. Since 1990, there has been an increase of approximately 34 percent in seasonal homes. This is not a significant number, and the seasonal population fluctuation will likely have minimal impact on the Town.

Since lake front property is so limited in Winslow, the seasonal population is not large. This results in the Town having a much better handle on the conversion of seasonal residences to year-round residences when compared to Towns that have a larger seasonal population. There is only one area in Town considered seasonal and that is the Pattee Pond abutters. There are approximately 180 seasonal homes that abut Pattee Pond. This number never changes because they are in a district which restricts year-round habitation unless certain criteria is met, then a conversion requires an application to the Zoning Board.

The number of vacant units may be a concern, although it has recently declined in terms of numbers, it has been at around half of the total housing stock when accounting for seasonal vacancies. The rental vacancy rate is not available in an accurate way via census information but appears to be very low.

Housing by Type 1980-2010



There is no data directly addressing how many renters live in houses versus apartments, but there is data on how many housing units there are in a building, or multifamily homes. According to data from the 2020 ACS, there were 2,741 attached and detached single family homes (including mobile homes) in Winslow and 801 multifamily homes, classified as such because they contain two or more housing units.

Of the 801 multifamily homes, some may be owner-occupied, leaving only a small number rented. Current available data does not break down housing stock and rented units in this way.

Housing Stock Condition

Very little statistical data exists on the age and condition of the Town's housing stock. The Census does ask questions such as how old a house is and whether it has modern plumbing and heating systems, but this is based on a statistical sample (formerly the "long form," now called the American Community Survey), and the samples are so small that in a Town the size of Winslow, the figure is little more than a guess.

The 2020 ACS indicates that 100 percent of Winslow's occupied housing units met the standard criteria for complete plumbing facilities and complete kitchens. Complete kitchens and plumbing are a common identifier used to determine the condition and quality of homes in a given community, however the camp-style homes have potential to skew the numbers.

A Census tally of substandard living conditions is intended to identify poverty housing conditions. According to Census data, Winslow does not have a problem with substandard housing, although, nine houses were considered to be over-crowded (having more than one person per room).

The age of housing structures can often be used as an indicator of housing conditions with varying degrees of accuracy. While some older homes are structurally very sound, they may have inadequate wiring, inefficient insulation, or contain hazardous materials like lead paint or asbestos. Homes built in the 1960's and 1970's tend to have inadequate insulation, whereas homes built more recently mostly conform to modern building code requirements. In Winslow, the 2020 ACS estimates 526 houses were built prior to the start of World War II in 1939 (15 percent of all occupied housing stock). In Kennebec County, 23.9 percent of all homes were built before WWII. In Winslow, 1,252 homes or 36 percent of the occupied housing units were built after 1980; in Kennebec County that figure is 41.1 percent (Source: Maine State Housing Authority and 2020 ACS).

If the determination of housing condition was based solely on ACS data, it would appear that there were minimal, if any, houses in poor condition in Winslow. Unfortunately, the ACS data does not look at the bigger, overall picture. There are many homes in various states of disrepair throughout Winslow. Some areas are affected by blight consisting of multiple rundown houses in one area, such as at the corner of Benton Avenue and Clinton Avenue. There are also other houses in poor condition scattered around Town, in various locations.

Winslow recently implemented the Fire Life Safety Program to target unsafe housing conditions. Many of the dilapidated houses are rental houses, which potentially creates an unsafe housing environment for tenants. The purpose of the Fire Life Safety Program is to identify houses that are unsafe and work with the property owner on bringing them up to code. In the process of bringing these houses up to code, it is likely that some of the blight issues will be addressed.

TABLE 3: AGE OF HOUSING STOCK IN WINSLOW, MAINE

Age of Housing		
Units*		
Year Structure was Built	# Of Homes	Percent of Total
1939 or earlier	526	13.6 %
1940-1949	199	5.17 %
1950-1959	339	8.81 %
1960-1969	460	12.0 %
1970-1979	766	20.0 %
1980-1989	474	12.3 %
1990-1999	421	10.9 %
2000-2009	255	6.63 %
2010-2013	75	1.95 %
2014 or later	27	0.70 %

*Source: 2020 ACS

Table 3 shows a relatively even spread of housing ages. It should be noted that this age estimate (provided by Census responders) does not tally at all with actual number of homes added to the Census every ten years.

Price and Affordability:

The price and affordability of housing is often a significant factor in the economic life of a Town. Housing prices are generally set by the open market, but if supply and demand get out of whack it can result in insufficient housing availability, unaffordability for prospective workers, and it could result in residents relocating to another Town because they cannot afford local housing.

The growth management goal for affordable housing states that ten percent of new housing should be affordable to households making less than 80 percent of the median household income. How this goal is attained, whether that ten percent should be stick-built homes, mobile homes, rental properties, or elderly apartments, is left up to the Town to determine.

The determination of whether housing is affordable begins with a discussion of cost. The Census provides very good (though sample-sized) data regarding price of housing in Winslow (see Table 4). This price is derived through owners’ estimation of their homes value, meaning it does not necessarily match up with actual recorded sales prices, assessor

evaluation, or real estate appraisals. As such, this information is a good starting point; however, the margin of error is significant and should be taken into consideration.

According to the 2010 Census, the median value of owner-occupied housing in was \$143,400; the 2020 ACS data shows the median home price as \$150,300 (Table 5). At the time the data was gathered and calculated for the 2020 ACS, the increase in median home values rose 4.81 percent from 2010. Since that time, the median home price has undoubtedly increased.

TABLE 4: VALUE OF OWNER-OCCUPIED HOUSING UNITS FROM 2000 TO 2010

	2000	2010	Change
Median Value* of Specified ² Housing Units	\$84,900	\$143,400	\$58,900 (68.9%)
Number of Units Valued at:			
Less Than \$50,000	59	32	-27 (-45.8%)
\$50,000 - \$99,999	1,250	225	-1,025 (-82%)
\$100,000 - \$149,999	369	601	232 (62.9%)
\$150,000 - \$199,999	55	290	235 (427%)
\$200,000 - \$299,999	64	303	239 (373%)
\$300,000 - \$499,999	16	45	29 (181%)
\$500,000 - \$999,999	0	14	14 (100%)
<p><i>*/ "Value" is the Census respondent's estimate of how much the property would sell for if it were for sale.</i></p> <p><i>^{2/} "Specified" units exclude one-family houses on ten or more acres and units with a commercial establishment on the premises. In 2000, mobile homes were excluded as well, but not in 2010, accounting for the significant rise in housing counts.</i></p>			

Source: 2000 & 2010 U.S. Census

TABLE 5: VALUE OF OWNER-OCCUPIED HOUSING UNITS FROM 2010 TO 2020

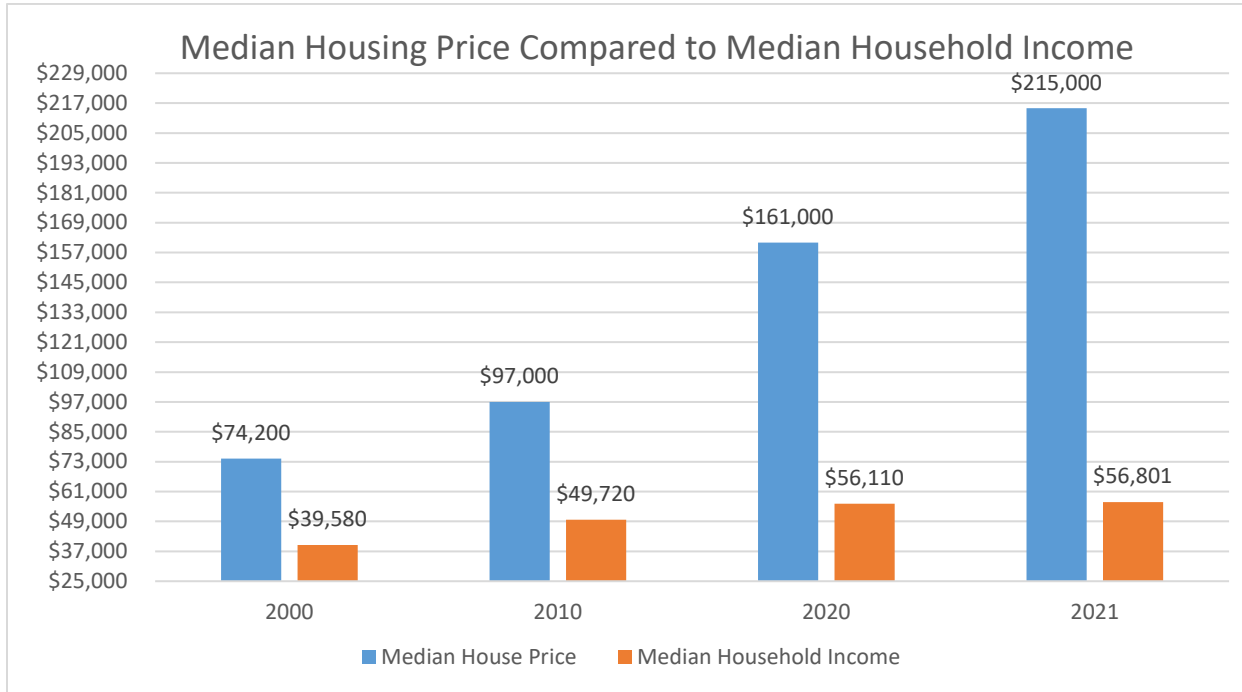
	2010	2020	Change
Median Value* of Specified ² Housing Units	\$143,400	\$150,300	\$6,900 (4.81%)
Number of Units Valued at:			
Less Than \$50,000	32	40	8 (25.0 %)
\$50,000 - \$99,999	225	222	-3 (-1.33%)
\$100,000 - \$299,999	1,194	1,126	-68 (-5.70%)
\$300,000 - \$499,999	45	194	149 (331%)
\$500,000 - \$999,999	14	9	-5 (-35.7%)
\$1,000,000 or more	0	0	0
<p><i>*/ "Value" is the Census respondent's estimate of how much the property would sell for if it were for sale.</i></p> <p><i>2/ "Specified" units exclude one-family houses on ten or more acres and units with a commercial establishment on the premises. In 2000, mobile homes were excluded as well, but not in 2010, accounting for the significant rise in housing counts. <u>Important to note:</u> "Specified Housing Units" is not a term used in the ACS.</i></p>			

Source: 2010 U.S. Census & 2020 ACS

As mentioned in the previous paragraph, it is important to bear in mind that the estimated values of the houses in these tables are supplied to the Census by the homeowners and do not represent what the home would actually sell for or even the appraised value. It's also important to understand that this data is from 2020 and since that time, home prices have increased exorbitantly. It's easier to fathom the above information presented in Table 5 when these circumstances are taken into consideration.

FIGURE 2:

MEDIAN VALUE OF HOMES AND INCOME IN WINSLOW FROM 2000 TO 2021



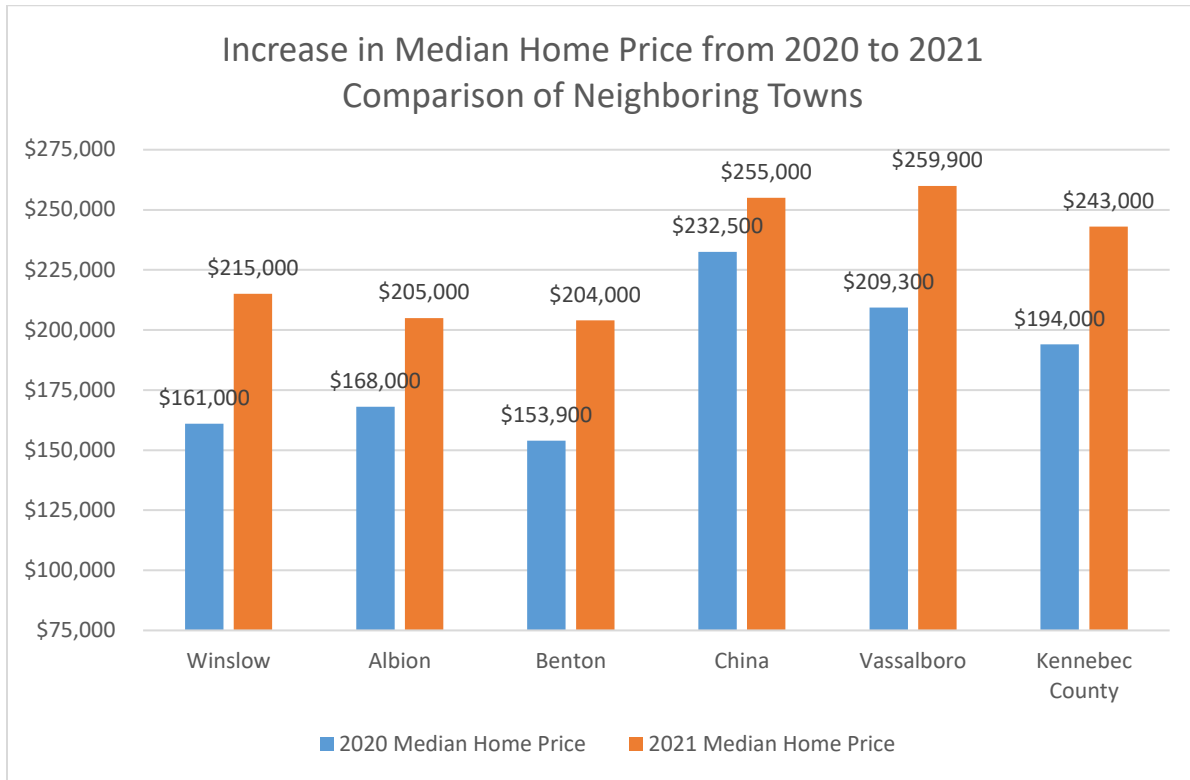
Source: Maine State Housing Authority

Maine State Housing Authority (MSHA) tracks actual sales data, though it is sometimes out of date by the time it is published. According to MSHA, the 2021 median price (based on actual sales) of a home in Winslow was \$215,000. This reflects a robust recovery from the slump in house prices after the 2008 recession and recent, dramatic trends of increased housing prices due to the pandemic. For perspective, in 2008 the median price of a home in Winslow was \$125,000. In 2020, MSHA’s data shows the median price of a home in Winslow was \$161,000. The 2021 median home price was \$215,000: an increase of 33.5 percent in just one year. The data from MSHA may differ from that of the ACS because the ACS is an estimation.

According to MSHA, the percentage of homes sold in Maine for 2021 dropped by three percent. Maine’s median home price of \$176,000 in 2015 was the last time it was considered affordable; in 2020 the median home price rose to \$255,000, then it increased by 13 percent in 2021 to \$295,000. Kennebec County’s median home price in 2015 was \$134,250; it rose to \$243,000 in 2021. Some Maine counties saw a staggering increase of more than 20 percent in median home prices since 2020. And MSHA predicts this upward trend will continue.

FIGURE 3:

MEDIAN HOME PRICE COMPARISON WITH NEIGHBORING TOWNS, 2020 & 2021



Source: Maine State Housing Authority

Compared with surrounding communities and Kennebec County, Winslow’s median house prices for 2020 and 2021 are right in the middle. Winslow’s median house price in 2020 was lower than Albion, China, Vassalboro, and Kennebec County, although it was higher than Benton. Winslow’s median house price for 2021 was lower than China, Vassalboro, and Kennebec County, but higher than Albion and Benton.

Provision of affordable housing options are assisted by MSHA programs. MSHA provides some state and federal options for many types of buyers and renters. Maine State Legislature enacted several new bills with provision to attempt to remediate the affordable housing problem state-wide.

Rental Housing:

Table 7 below shows changes over the last two decades in the cost and affordability of rental housing in Winslow. The median rent charged increased by 14.3 percent between 2010 and 2020, which is not a significant increase. More significant is the increase in number of renters paying between \$500 to \$999 monthly: this category increased by 150 percent. Another notable change is the addition of renters paying between \$2,500 to \$2,999 in monthly rent. This category rose from none in 2010 to six in 2020.

Of similar note, is the increase of renters paying 30 percent or more of their household income in rent. This category rose by 141 percent. A related trend was observed for those paying between 20 to 30 percent of their household income in rent; that category increased by 156 percent. As a rule, for rental housing to be considered affordable, a household should not spend more than 30 percent of its gross monthly income.

Affordable rental housing has declined, while the number of renters paying more than 30 percent of their income for rent has increased greatly.

TABLE 7: COST OF RENTING IN WINSLOW

	2010	2020	% Change
Median Monthly Rent Specified Renter-Occupied Units	\$685	\$783	14.3 %
Less than \$500	55	76	38.2 %
\$500 - \$999	200	500	150 %
\$1,000 - \$1,499	55	48	-12.7 %
\$1,500 - \$1,999	0	0	0 %
\$2,000 - \$2,499	0	0	0 %
\$2,500 - \$2,999	0	6	100 %
\$3,000 or more	0	0	0 %
No Rent Paid	115	48	-58.3 %
Rent as a Percent of Household Income			
Less than 20 %	175	937	435 %
20 – 30 %	210	538	156 %
30 % or more	256	618	141 %
Not Computed	115	24	-79.1 %

Sources: US Census 2010, 2020 ACS

Since Winslow is in the Waterville Micropolitan Area, those statistics should be considered as well. According to Maine State Housing Authority, for 2020, the median rent in the Waterville Micropolitan Area was \$985 a month for an average 2-bedroom apartment; this

is unaffordable to 62.5 percent or 3,790 households. The 2020 median household income for this area was \$27,854, and the median income needed to afford a median priced apartment was \$39,397, a difference of \$11,543.

Fort Halifax Commons is a low-income housing apartment complex, offering a mixture of one- and two-bedroom apartments, totaling 24 available units. Fort Halifax Commons also offers senior housing apartments with subsidized government low-income rates.

Housing Location Trends:

Winslow’s community character is defined to some extent by its commercial / urban core and rural environs. This does not seem to be under threat from any substantial development or maintenance of existing homes in the rural areas. The Census designates Winslow as having an urban cluster and a rural area. Of the 2020 Census population data, 5,318 individuals are living within Winslow’s Census Designated Place, which leaves 2,630 individuals living in the more rural areas of Winslow. This obviously shows a greater density of housing within the urbanized area needed to contain more than half the Town’s total population.

Statewide, the trend for development of new housing has been characterized by the term “suburban sprawl.” We have seen small suburban Towns explode in population and cities shrink. Winslow is somewhat touched by this. The Town has a more active urban core, but plentiful rural land available for development if ownership patterns and zoning encouraged it.

The table below shows permits issues over the last 18 years. A predictable slowdown in home building due to the recession in 2009 is observable, as is an increase in building as of 2018.

Year	Permits Issued				
	Houses / Dwellings	Manufactured Homes	Internal Plumbing	Septic Systems	Seasonal Dwellings
2018	16	0	49	19	1
2017	4	0	41	18	0
2016	3	3	27	22	0
2015	7	0	34	14	2
2014	4	2	26	15	0
2013	7	3	29	21	0
2012	4	0	25	11	1
2011	3	2	13	17	2
2010	7	9	15	14	1

2009	15	3	24	12	1
2008	13	1	n/a	15	0
2007	16	6	n/a	17	0
2006	15	5	n/a	39	0
2005	22	5	n/a	39	0
2004	22	2	n/a	25	0
2003	21	5	n/a	34	1
2002	20	2	n/a	55	0
2001	15	2	n/a	39	0
2000	21	10	n/a	27	0

Projections:

Referring to the population projections in the Demographic Profile, it is difficult to anticipate any demand at all for housing, with a population estimated by two outside sources as falling to about 7,000 over the next 15 years. However, that does not take into account the decline in household size, or the phenomenon of the housing shortage created by the pandemic.

Between 1970 and 2010, the simple fact of the shrinking households drove demand for 6 new homes per year. Between 1990 and 2010, while Winslow was beginning to lose population, it added about 445 (Census) housing units to the tax rolls, actually overachieving this demand. (Local records show adding approximately 300 new units over the last 18 years.)

The average household size cannot shrink indefinitely; in fact, data is showing that household size is plateauing off over the last 20 years. Even if household size continued to shrink an additional 5 percent over the next fifteen years, the average would decrease to about 2.2 persons per household. In order to house the estimated 7,000 or so residents the Town would need to contain 3,180 households, which providing the housing stock stays stable, it can easily achieve and currently exceeds.

The Town could also choose to visualize a scenario of growth/change.

Example #1: In the 2000’s, Kennebec County embraced an increased growth rate strategy and increased their housing stock by 8.2 percent. If Winslow adopted a similar strategy, they could increase their housing stock by approximately 600 new houses- an increase of 30 new homes per year. This would result in a population in the 9,500 range by 2030. This seems very unlikely.

Example #2: The 2008 plan estimated a conservative growth rate of 1.5 persons per year. If we took that estimate and projected it to 2030, the population would be 7,960, with a construction rate of new homes of about 17 per year, on the high end.

A construction rate of only 17-30 homes per year can make it difficult to establish a target of ten percent of new homes being classified as affordable. Over a ten-year period, though, 200 new homes would mean 20 would need to be affordable under the planning goal – a sale price of \$204,497 (based on 2021 data) or rent of \$696 a month (based on Waterville Micropolitan Area, 2020 data).

The number of affordable housing units required to be added is based on which growth scenario is adopted. Under Example 1, that would equate to approximately 3 affordable units per year. Under Example 2, that would equate to about 1 unit every 1.7 years.

The aging of the population also suggests that condominiums and innovative retirement community living arrangements are likely to be needed in Town within the next 15 years. While not necessarily falling within the definition of affordable housing, this is a housing type that will be in demand.

The addition of housing units will require the consumption of more land for development. How much will be needed to accommodate demand? With the minimum lot size of 2 acres in the rural areas, development at the 10-year projected rate would consume at least about 340 acres. Under the fast growth scenario, it would consume at least 600 acres!

Development of the rural area is a worst-case scenario, typical of sprawl. Winslow would undoubtedly experience a good percentage of new development within its existing residential zones. Placement of 75 percent of new housing units in the Town's designated growth area is consistent with the comprehensive planning guidelines.

Current Housing Regulations

Winslow's Zoning Code is well written, current, and comprehensive. It covers all the major, application types for various land uses, and is written in a clear, concise manner that would be easily understandable to a seasoned developer, contractor, or inexperienced homeowner. Accompanying this is the Zoning Map that reflects which areas of the Town are zoned for different land use types.

Taken together, the Zoning Ordinance and the Zoning Map allow minimal room for confusion around the wording and intent of the language. Additionally, the timelines for approvals are laid out clearly in the Ordinance. This transparent information should result in applicants submitting all the required materials with applications and an expedited approval process if the application requirements are followed properly.

The state regulatory requirements such as Shoreland Zoning and Subsurface Wastewater disposal are addressed in Winslow's Code because local oversight is preferred; however, if a major violation occurs or technical review is required, the Town relies heavily on the state's involvement. It also has strong Subdivision Regulations and code involving mobile homes/manufactured housing and building construction in general.

The State of Maine recently enacted several bills to promote affordable housing. Some of these bills, yet fully interpreted, may override local land use control, which would thereby force Winslow to re-examine portions of its Zoning Regulation. These bills are part of a nationwide trend to encourage affordable housing.

The latest bill requires guidance and interpretation from the State on implementation strategies. Until guidance and interpretation are available, no action is necessary.

Like all communities, Winslow will have to work to change its Zoning Regulations with regard to the new affordable housing related bills. Also, any time a Comprehensive Plan update is completed, the Town will need to review and possibly amend its regulations and ordinances for consistency with the new Comprehensive Plan.

Analysis and Key Issues:

Winslow's housing supply and prices determine the future growth in the Town, as well as diversity of opportunities. A mixture of housing types encourages a mixture of residents- old and young, singles and large families, as well as different economic classes.

Housing affordability needs to be addressed at a regional level, since people are very likely to be willing to move in order to find more affordable housing. If people come to work in Winslow but cannot find a house in their price range, they may well either commute from out of Town or quit their job to find better conditions elsewhere.

Seniors are almost always the class most in need of affordable housing. It is clear that Winslow's housing market is falling short of meeting certain needs, particularly for seniors and young, potential home buyers. Assistance is available on the state and federal level, through programs that help with housing affordability. MSHA also has programs for first time home buyers; however, this program is only a discounted down payment and interest rate. At a certain point, even those incentives are inadequate to compensate for high home prices.

Traditionally a function of private enterprise, the supply and location of housing within the community is a major determinant of its future. The many styles and forms of housing can influence the size, age, and income levels of a community, and the location of housing can impact the cost of providing Town services and economic health of commercial areas.

The Town can help by providing incentives or a regulatory structure that will favor a preferred form of development. Based on past growth and recent, observable trends, future housing should be encouraged to develop as follows:

- There should continue to be a diversity of housing size and styles, to reflect the diversity of the Town's population.
- At least one of every ten new houses constructed will need to be affordable to a family making 80 percent of the median household income. According to MSHA, for 2021 median income in Winslow was \$56,801. 80 percent of that was \$45,441.
- Construction quality will be ensured through enforcement of the statewide building code.
- There are two demographic trends which must be accommodated within the housing market:
 1. Populations nationwide and in Winslow are aging. Older households have changing priorities in housing.
 2. The overall family size is decreasing. This demographic too, has different housing priorities than that of the traditional four-family household. Single-

person households and young couples tend to be of the working age, with wages that cannot afford the typical new home.

Although Winslow has historically offered a variety of housing options including multifamily and large lot, rural single-family homes, future demand for smaller, more affordable housing will likely not be met with the current housing options and prices. Strategies to reduce the cost of housing, while not impacting quality are a must.

The cost of housing may be reduced primarily through reducing the development cost. Mechanisms for doing this include decreasing the required parcel size in predetermined areas, reducing the required parcel size for multifamily housing, extending the water and sewer services, or allowing mobile and manufactured homes in more districts. Other mechanisms include permitting more intensive use of existing buildings or forming an affordable housing committee to work with developers and ease the permitting process.

The size of housing lots, also known as “density”, is tied closely to the availability of public services and relation to the existing built-up areas. There are several areas inside the built-up parts of Winslow which could be developed at higher density without impacting the character of the Town. This strategy would reduce the development pressure on rural land, increase the efficiency of public utilities, and improve the vitality of the village.

Winslow’s existing Zoning Regulation includes Zoning Districts earmarked for higher density development, such as the High Density Residential Development District (HR) and the Mixed-Use District (MU). The HR district is characterized, in part, by reduced dimensional requirements and existing residential structures on small lots. The MU district is dominated by dense development patterns and has public water and sewer available nearly throughout the whole district.

The purpose of both the HR and the MU districts aligns with the abovementioned strategies for reducing housing cost to accommodate both workforce housing and promote housing affordability.

Winslow is not currently part of any formal workforce or affordable housing coalition efforts; however, the community is open to the idea and recognizes the importance of these types of organizations.

Affordable housing need not be large apartment buildings, nor are mobile homes the only type of affordable single-family homes. It is possible to design affordable single-family homes, thus reducing the stigma associated with affordable housing. It is also possible to design affordable housing neighborhoods within the larger community’s architectural style, again limiting the stigma. Essentially, it is important to keep in mind that affordable housing is not “low class” housing. Promoting housing affordability is for the seniors already living in Winslow who want to downsize, it’s for the young couple who are struggling to start their careers and a family, it’s for the younger generation who want to live in the Town where they grew up, and for those who move to Town after graduating college to start a local business.

PART TEN: THE TRANSPORTATION SYSTEM

Introduction:

Residents of Winslow are primarily dependent upon the automobile for access to work, shopping and recreation. The vast majority of Winslow residents work and shop in Augusta or Waterville, while the transportation system also brings people and goods into Winslow.

US Route 201 is the principal arterial road in Winslow, connecting Augusta to Winslow and Waterville and is an important highway for the entire region. It provides commuters access to jobs in Augusta and then on to the Belfast region and is an important route for tourists visiting Winslow or the coast. It is an historical corridor up through the state, and for years before the interstate, it carried the lion's share of traffic from Augusta to the coast and north to Canada. That is why the road is built much wider and stronger than today's traffic would generally warrant. Even with the interstate, load limits restricted the size of trucks, forcing them to use Route 201 through Winslow as a bypass. This practice only changed a few years ago, when load limits were raised on the interstate.

Additional state highways in Winslow include Route 32, extending south into Vassalboro and China, and Route 137, leading into China and connecting to the major east/west corridor of US Route 202. Additional state highways in Winslow include Route 32 extending south into Vassalboro and China, Route 137 leading into China and connecting to the east/west corridor of US Route 202, and Route 100A that heads north to Benton. These are considered to be in good physical condition and well built, while 32 north has had some work done on it in recent years. In addition, Garland Road, Cushman Road, Albion Road, the southern part of Clinton Avenue, Monument and Garand Street and the north end of China Road are "state aid" roads – receiving state maintenance in the summer and Town maintenance in the winter. These roads are shown on Transportation Map 1.

The remainder of roads in Winslow are either Town ways, maintained entirely by the Town, or private roads, on which the Town is prohibited from spending taxpayer dollars. Many of the roads that access waterfront property fall into the latter category.

Condition and Maintenance of the Road System:

Many of Winslow's main roads are the responsibility of the State to maintain and improve. Route 201 is maintained by the State in very good physical condition and Routes 137 towards China and Route 32 towards Vassalboro and 100A to Benton are in adequate condition. Currently Route 32 needs the most attention.

The State work plan for the next two years lists work on the following Roads coming up:

- Benton Avenue (south of Roderick Road and extending northeast 1.46 miles) - Highway Construction/Rehabilitation. *(Recently Completed)*.
- Route 32 (1.39 miles north of Village Street and extending north 5.65 miles to miles north of the Gray Road and 0.21 of a mile north of Preble Hill and extending north 2.40 miles to Timber Oaks Drive) - Highway Construction/Rehabilitation. *(Recently Completed)*.
- Garland Road (0.67 of a mile east of China Road and extending east 5.00 miles to Seabrook Bridge Road) - Highway Paving Light Capital Paving
- Route 100A (Large culvert located 0.55 of a mile south of Heywood Road) - Large Culvert Improvements
- Garland Road (Fish Bridge over Winslow Stream. Located 0.10 of a mile southwest of the Benton Town line) - Bridge Replacement
- Various Locations (Memorial Bridge over the Kennebec River on Route 201). - Bridge Protective Coating
- Route 137 (Beginning at Route 202 and extending west 6.14 miles to Route 137B. Then extending north 1.04 miles to Route 201.0 - Paving 1 1/4" Overlay

Winslow Public Works department has done a good job maintaining and improving local roads. If the Town continues to adequately invest in ongoing road improvements and maintenance, it should enjoy a well maintained local road system.

From State Records the following total lengths are in Town:

State Highway: 15.47 miles
 State Aid Roads: 17.8 miles
 Town ways: 58.02 miles
 Private Roads: 0.05 miles

Total Road Lengths from State Records by Function:

Major Collector	19.43 miles	State maintained
Minor Collector	8.8 miles	Town/State
Minor Arterial	5.04 miles	State maintained
Local roads	58.07 miles	Town maintained
Total public road miles:	91.34 miles	

Without listing the full Local Roads here for the sake of brevity, Winslow's Public Works Department has extensive systems and records that indicate that it has 54.19 total Town ways. This shows how between different sources of information there is a discrepancy in the exact mileage totals.

Private Roads:

Winslow has a reasonable number of private roads (10.9 miles approximately). Most private roads are serving Pattee Pond. Typically, school buses will not travel on private roads and students must catch the bus at the public road intersection. Likewise, emergency vehicles traveling over private roads may be hampered from reaching residents due to poor maintenance or snow, mud or other weather conditions. Since most of the private roads are in close proximity to the pond, there has been concern over the years over possible erosion and phosphorous runoff into the lake from these roads.

The Town allows the creation of new private roads, usually as part of subdivisions. The current Subdivision Chapter of the Town Code (Chapter 250) sets out minimum construction standards for private roads proposed to access subdivision lots and requires a maintenance agreement for shared costs at the time of approval. Any road proposed for Town acceptance, including existing roads, must meet the standards in the Streets section of the Town Code (Chapter 230).

Discontinued Roads

Wyman Bog Road is the only known discontinued Road in Town.

Local Road Maintenance and Improvement

The Town's Public Works Department is responsible for local maintenance and budgeting. They utilize a maintenance plan and have a typical budget of around \$800,000 per year but in recent years this has been reduced by losing in State Revenue Sharing (thankfully now replenished). The Town therefore borrows prudently as needed for major road projects.

Recent records show \$117,408 in MDOT Local Roads Assistance Program funding. For FY24 the Stat has dedicated \$135,000. State funds may only be used for capital improvements, such as paving and culvert replacement.

Road maintenance is undertaken by the Town's Public Works Department and private contractors. The Department now consists of 15 full-time employees. Major road and drainage projects are contracted out.

Bridges:

Bridges are an essential part of the road system. Bridges have different design and structural features and must be maintained on a different schedule than ordinary roads. A number of years ago, the DOT assumed responsibility for the majority of bridges in the state, including some on Town roads. The location and responsibility of Winslow bridges is shown on Transportation Map 1.

Route	Bridge Name	Water Body	Length (ft)	Latest Federal Sufficiency Rating
Route 100/201	Bay Street / Winslow	Sebasticook	371	77
Route 32	Shoddy Hollow	Mile Brook	29	95
Albion Road	Erskine	Pattee Pond	23	71
Garland Road	Fish	Pattee Pond	20	70
Augusta Road	Chaffee Brook (*Relined in 2018)	Chaffee Brook	11	52
Albion Road	Martin	Wilson Brook	23	88
Garland Road	Mile Brook	Mile Brook	338	89
Bassett Road	Mast	Mile Brook	92	94
Route 137	Hayden	Outlet Stream	34	70
Eames Road	Eames Road	Pattee Pond	20	96
Quimby Lane	Quimby TOWN OWNED (Actually a large Culvert)	Wilson Stream	17	??

Usage of the Highway System

The Maine DOT is responsible for monitoring usage of its roads through a system of traffic counts. Traffic counting is reported in units of Average Annual Daily Traffic – the total number of vehicles going past a given point on an average day. Traffic counts are measured annually only at one point on Route 201; elsewhere, they are recorded every 2 to 5 years.

Table 2 overleaf shows traffic count data as tabulated by the Maine DOT. A visual representation of average daily traffic volumes is presented on Transportation Map 2.

Table 2: Annual Average Daily Traffic Count

	2011	2014	2017	Average % change
Route 100 / 137 / 201 North of Rt32	16,680	15,590	15,290	-8.33
Route 100 / 201 North of Rt 137	7,240	7,070	6,990	-3.45
Route 100 / 201 North of Taylor Road	5,230	4,270	4,570	-12.62
Route 100 / 201 SouthWest of Clifford Ave	7,560	7,050	7,170	-5.16
Route 137 East of Rt100/201	6,660	6,500	6,530	-1.95
Route 137 SouthEast of Nowell Road	4,710	5,010	4,630	-1.7
Route 137 East of Rt32 (Cushman)	7,690	7,340	6,890	-10.4
Route 32 South of Rt137	4,750	4,630	4,250	-10.53
Route 32 Northwest of Bassett Road	4,020	3,980	3,680	-8.46
Route 32 / 137 East of Rt100/137	12,040	11,040	10,580	-12.13

Source: Maine DOT *Transportation Count Book*, 2011, 2014, 2017

The first observation from this table is that where Route 201, 100 and 137 all converge downtown by the rivers, they clearly carry the most traffic in the Town. This is not a surprise. What may be a surprise is that the volumes have all fallen a little since 2011. Part of that may be due to the recession in 2008-9, which drove up gas prices and limited economic activity, but part is also in the kind of activity that is occurring along the road. It could be attributed to the overall decline in population but also commuting patterns that we have discussed previously.

The 2008 recession impact can be seen on more than just Route 201. The same drop in traffic was seen statewide, if not nationwide.

Outside of these two observations, there are still trends to be found in the traffic volume data. Annual decreases of more than ten percent have been observed on both 137 and 32. Some changes that might account for this are changes in business in that area, as well as the poorer condition of Route 32. It is also possible a portion of that decline is due to the decline in truck traffic taking that route.

The other common measure of usage of the highway system is tracking crashes. Crashes happen for all sorts of reasons, not just traffic, but they are generally attributable to some feature of the road system. Most common is crashes at intersections, but many crashes can happen on open road segments, from deer hits to weather-related crashes.

Transportation Map 3 shows the location of highway crashes reported during 2017. The crashes are identified by type, so you can see which ones are deer, intersections, or other causes. The vast majority of crashes are along the major routes through Town, which is consistent with being the busiest highways in Town. Somewhat unsurprisingly, there are also several at the intersections of the dense residential areas in the core of Town.

The map also shows two “High Crash Locations,” along Route 201 at the Carter Memorial Intersection and at the Ticonic Bridge intersection over the river. The DOT defines a high crash location as one where there have been eight or more crashes over three years and where the rate of crashes factored for traffic is greater than average.

These are both pretty much the busiest intersections in Town and it is not surprising that the crashes are highest here. Speed may also play a factor at the Carter Memorial Intersection.

The Highway System and Development:

Traffic counts and problem locations are symptoms of a much deeper issue: the relationship between highways and development. Obviously, highways are designed to serve the properties within their corridors, but there comes a point at which development exceeds the capacity of a highway to serve it. This may result from development within the corridor or development in the immediate proximity of the road. Awareness of the link between transportation and land use is growing rapidly, especially among transportation system managers responsible for finding the millions of dollars it costs to expand capacity, and who would much prefer the relatively small cost of managing development instead.

The Maine DOT has established a set of regulations for new development impacting state highways. Traffic Movement Permits are required for major developments, such as shopping centers or large subdivisions. For all other development on state highways, driveway access permits are required. Permitting rules contain different standards based on road classification. Route 201 has the tightest access rules; the remaining roads have relatively moderate rules. All of the rules have some standards for sight distance, driveway width, spacing, safety, and drainage.

There are a number of other ways in which the Town can influence the impact of development on transportation. They include:

- i. Updating local road design and construction standards to reflect current practices.
- ii. Offering different road design options based upon anticipated use and traffic volume.
- iii. Rear lot access options to reduce road frontage development.
- iv. Incorporating pedestrian and bicycle travel lanes into public roads and major developments.
- v. Proper design and location of major land use activities.
- vi. Implementation of the ongoing road maintenance plan.

Corridor Planning

The Department of Transportation periodically undertakes a corridor-scale view of transportation needs, employing Kennebec Valley Council of Governments to work with Towns along the corridor to integrate planning for economic development and transportation. This happened most recently in 2011, with the development of the Lower Kennebec Corridor Plan. The plan provided guidance for development and transportation improvements along Routes 201 and where bridges cross the Kennebec River.

As part of the planning process, KVCOG held a brainstorming session at Augusta and Fairfield, with businesses and residents participating. A set of suggestions for Winslow were crafted, including the following excerpt:

Winslow has significant built-up area adjacent to Waterville (Kennebec River) and has seen significant development at the fringes of this area, as well as light development of rural lands. Much of the residential development has been in the form of multi-family units for senior citizens, partly accounting for the population loss of 200 residents despite a gain of almost 600 units over 20 years. The southern end of Route 201 is seeing new development activity partly spurred by the Carter Bridge and the Winslow Industrial Park.

Winslow's Comprehensive Plan was adopted in 2008 and has clear and effective policies to direct growth to expanding areas of the downtown core, served by adequate roads and utilities. Policies are particularly strong regarding access management and exploring transportation options. The policies are in the process of implementation through a revised zoning ordinance. The plan does not recommend any particular transportation initiatives.

Focus Area: ME Routes 100/137 US 201 (Bay Street), ME Routes 32/137 (China Road)

In the vicinity of the Sebasticook River Bridge, Bay Street has been an historically congested area, although with construction of the Carter Memorial Bridge in 1997, traffic levels dropped substantially. Volumes in 1993 were 23,970 AADT, dropping in 1998 to 14,740.

Traffic volume on Bay Street has gradually recovered since then; In 2008, volume at the Sebasticook Bridge was 17,320 – an annual increase of 1.6 percent over 1998. Interestingly, volume has also continued to build on the Carter Bridge, indicating very substantial increase in traffic overall. Bay Street is the only crossing of the Sebasticook River within Winslow and both sides of the river have substantial development.

China Road (Route 32/137) originates on Bay Street, and carries an AADT of 15,230 (2006), so it takes the major fraction of Bay Street traffic. China Road traffic has remained almost unchanged since 1993. This indicates that the Bay Street to China Road movement has not been affected by the

new bridge nearly as much as the Bay Street-south movement.

Bay Street is an urban arterial, three lanes in width (two lanes northbound towards Waterville), widening to four with a dedicated left turn lane at the China Road intersection. China Road is a major collector, primarily a two-lane road but widening to four lanes between Bay Street and Cushman Road.

The focus area contains Fort Halifax Park, one small strip shopping center and several other small retail and service establishment. The entire area is zoned Commercial. Although characterized by older commercial development, Bay Street is undergoing significant redevelopment of its commercial properties.

The peak flow of traffic is commuter traffic from eastern suburbs towards Waterville. Congestion is most evident in the AM rush into Waterville, when tie-ups occur daily. Several measures have been taken to increase capacity, including recent reconstruction of the Sebec Bridge, but widening is problematic due to existing structures and the adjacent rail line.

A railroad track runs parallel to Bay Street in the area, and is very infrequently used for freight. The East Coast Greenway has a stop at Fort Halifax, and the Rotary Centennial Trail touches the northern point of the corridor, but Bay Street is too hazardous for bicycles to connect the two. The KV transit bus formerly served Winslow but does not now.

Strategies – State:

- *Establish an off-road bicycle path between Fort Halifax Park and downtown Winslow (with Town and Kennebec-Messalonskee Trails).*
- *Coordinate signals at Bay Street / China Road and China Road / Route 32 intersections.*
- *Consider establishment of a park-and-ride facility in the China area.*
- *(Long term) Evaluate the extension of Carter Memorial Drive northeastward to Garland Road and eventually bridging the Sebec to Halifax Street.*

Strategies – Town:

- *Establish a master plan for redevelopment of the Bay Street corridor. Seek to limit access points for future development and encourage internal connections and alternate modes.*

Additional Strategies:

- *Regional: Expand Kennebec Explorer fixed route bus service. The service formerly extended to Winslow, but was eliminated with the most recent route changes.*
- *MaineDOT: Route 201/137 intersection east of Carter Memorial Bridge is a high crash location. Anecdotal evidence indicates some crashes caused by running through lights. Consider lowering speed limits or setting a longer red-to-green delay.*

Non-Highway Transportation Resources

The principal mode of transportation is the automobile and its local and state road system. Nevertheless, other modes of transportation play a role in our lives. The following is a discussion of some of the more significant transportation modes that serve Winslow.

Air Travel:

The Augusta and Waterville airports offer a limited number of commercial flights (passenger service from Augusta only) and provide access for private and corporate planes and small jets. Both airports are about a relatively short drive. The Portland Jetport and the Bangor Airport offer commercial passenger service to a number of different hubs. The Manchester Airport in New Hampshire offers a popular alternative to Boston's Logan Airport.

Railroad:

The rail line through Winslow, the former Maine Central "Lower Road," runs from Augusta up the east side of the Kennebec River, alongside Bay Street, crossing into Waterville just north of the Waterville-Winslow Bridge. Originally used to access the Old Scott Paper Mill through a spur running north into the mill, since the closure of the mill there has been a decrease in freight service. Nonetheless, CSX Railways still owns the track and right-of-way from Winslow to Augusta, and there remains a possibility for more commercial train traffic on this line.

In addition, this particular line continues from Augusta to Brunswick (the State of Maine owns the track and right-of-way on this southern section). Expanded Amtrak passenger rail service has been approved from Portland to Brunswick, and if the service from Portland to Brunswick is as popular as the Portland to Boston passenger service, calls for expansion will likely continue. The logical extension of passenger rail service from Brunswick to Augusta, Winslow, Waterville, and eventually Bangor is on this "Lower Road" rail line.

Passenger rail service has recently been re-established between Brunswick and North Station in Boston and reports are that it is flourishing. Plans call for eventually expanding passenger access along the coast and into central Maine via Waterville and Bangor, but this is a decade or more in the future.

Public Transit:

Interstate bus service is not available in Winslow but may be accessed both in Augusta and Waterville. Local public bus service is not available for the general population but the local KVCAP Explorer bus service is available nearby and can be called to arrange pick-up.

The Kennebec Valley Community Action Program provides rides to elderly and other persons through a volunteer driver program and demand-response bus for disabled clients. Other social service agencies also provide transportation for their clients. It is expected that, with the aging population, the demand for public transportation of this type will increase dramatically over the next twenty years.

Sidewalks

The Town has an extensive sidewalk system, to serve that portion of the population that needs to go short distances, cannot drive, or desires physical exercise. The older, grid- layout portion of Town has sidewalks throughout, and some of the newer subdivision roads have them as well. The only pedestrian routes not directly associated with a road are the Two-Cent Bridge access path, and an informal pathway from the school complex to the Smiley Acres residential development.

The Town's sidewalks are in highly variable condition. Money for sidewalk improvements tends to be a lower priority than road improvements, and little has been done in recent years for any but the most dramatic problems. The Town does have a sidewalk ordinance in conjunction with its road ordinance to determine quality and placement of future sidewalks. Maintenance can be an issue though as there has to be a selection process for where to invest in maintaining the sidewalk systems.

Bicycle usage is growing in Maine, both as a form of transportation and recreation. While most bicycle travel occurs on roads, Winslow is fortunate in having under development a multi-use trail extending along the Kennebec River from the Two-cent Bridge north to Benton. This trail gives cyclists an off-road option both along the riverside and, eventually, to several destinations in Waterville.

Winslow is also now on the interim route of the East Coast Greenway, a multi-thousand-mile trail network running from Florida to Calais, ME. The route runs along Route 201 from Augusta, with a rest stop at Fort Halifax. From there, it turns up Benton Avenue and then east on Heywood Road before heading out of Town on 100A to Benton, it also has a spur to link up with the trail at the Two-cent Bridge.

There are no dedicated bike lanes in Town apart from a bike lane recently added at the Carter Memorial Bridge intersection with Augusta Road in summer 2023 and there are paved shoulders along Route 201 and Route 32 and 137 provides a wide and somewhat safe bicycle travel way that is identified in the State Bicycle Map. Other local roads are used for bike traffic but are not especially safe due to unpaved shoulders and narrow roadways.

There are no off-road routes especially identified for bike travel.

DRAFT

PART ELEVEN

PUBLIC SERVICES

General Government:

Town Council

Winslow utilizes a Town Manager/ Council form of Government. The Town Council has seven members and is composed of seven (7) members: one (1) from each of five (5) districts who are elected by voters of their respective districts, and two (2) members elected by the registered voters of the Town at-large. Each councilor is elected for a term of three (3) years, or until his/her successor is elected and qualified. Only qualified voters who reside in the Town are eligible to hold office as councilor. Each councilor must be a resident of the district from which elected. The two (2) members at-large must be residents of the Town of Winslow.

The Council elects the Chairman from among its members following each election. The Chairman presides over all Council meetings.

The Council meets at least once a month and also has workshops or emergency meetings as needed.

Town Staff

The Town has a Town Manager who is responsible for managing the Town, hiring all other employees and enforcing the policies of the Town Council. There are currently nine positions reporting directly to the manager., and.

Town employees include the following:

Town Clerk:

The Town clerk is an appointed position. The duties of the Town Clerk include the issuance of Marriage, Birth and Death certificates, as well as maintaining the Town's general Town records, including those associated with elections and council meetings. The current Clerk also acts as the Registrar of Voters and Welfare Director and has a Deputy Clerk and two Office Clerk Positions that it oversees.

Tax Collector / Codes & Assessing Assistant:

Taxes are committed in August every year and are due by four different points in the fiscal year (July through June), an interest starts on any outstanding payments (the interest rate changes every year with the maximum allowable rate being set by the State). As per State Law, the ownership and valuation of all Real Estate and Personal Property subject to taxation is fixed as of April 1st. Personal Property evaluations are updated on a yearly basis. The Tax Collector is also responsible

for serving as the secretary to the Planning Board and is the first point of contact in the Codes & Assessing Office.

There is currently one deputy tax collector position in Town.

Animal Control:

The ACO's primary responsibility is to enforce the municipal animal control duties in Title 7 and Title 17 of Maine Law and the Towns Dog Nuisance Ordinance.

The Town of Winslow has a contract with Waterville Area Humane Society in Waterville to take stray animals. Animal Control Officer can loan have-a-heart traps to residents.

Human Resources & Finance Director / Treasurer

With Winslow having a larger Municipal staff than many communities it has a HR & Finance Director that does payroll, accounts payable and financials. This position also holds the title of Treasurer for the Town.

Code Enforcement Officer:

The CEO provides local enforcement of Town codes and land use ordinances etc. and the maintenance of all associate records. The CEO also acts as the defacto Building/Plumbing/Electrical Inspector and E911 Addressing Officer. The Code Enforcement office also shares the Tax Collector/Codes & Assessing Assistant with the Town Assessor.

Recently the Town merged the Police and Fire services into one Public Safety Department (2023), headed by a Public Safety Director who is primarily responsible for Administration, and a Deputy Fire Chief and a Deputy Police Chief who manage day-to-day operations.

We also have a Parks & Rec Director who is responsible for the Town's recreational offerings, youth sports and programming. The Parks & Rec Director also acts as the liaison to the Cemetery Committee, the Agricultural Commission and various other event committees, as well as overseeing the Summer Fun Camp. This position no longer oversees park maintenance, but it is responsible for capital planning of park resources such as new playgrounds and structures.

The Public Works Director oversees road and sewer maintenance and sanitation, and has recently absorbed responsibility for parks maintenance. He is aided by two Public Works Foremen who directly supervise the maintenance crews.

Finally, the Library Director manages the Winslow Public Library and has a staff of three full-time librarians and four regular part-time staff, as well as other fill-in part-time help. The Director also acts as the liaison to the Library Board of Trustees.

Citizen Committees

Civic involvement is the lifeblood of the Town. How people feel about their community is greatly influenced by how they receive information, how involved they are in decision-making, and how open and fair they perceive the process to be.

A healthy Town needs active, productive, accountable citizen committees advising the Town Council and staff on various aspects of Town government. These Committees need a support system; just as paid workers do, to effectively perform their jobs, including factors such as:

- clear mission and objectives;
- leadership;
- access to information and effective communication;
- adequate meeting space;
- clear expectations of committee members, including attendance requirements;
- committed participants who understand the time and effort expected of the job; and
- public recognition and appreciation from the Town Council and staff for the valuable public service provided.

Currently there are the following Boards/Committees active in Winslow:

Board of Assessment Review	Zoning Board of Appeals
Cemetery Trustees	Historical Preservation Committee
Fair Hearing Authority Board	Agricultural Commission
Parks & Recreation Board	Cable TV Committee
Personnel Appeals Board	Bid Committee
Planning Board	Finance Committee
Safety Committee	Facilities Committee
Salary Review Committee	Beautification Committee

The Town is currently working on establishing an Events Committee to bring family friendly community events to Fort Halifax Park and other Town-owned venues like the Benton Gazebo.

The Town of Winslow is a member of some districts and regional organizations, in addition to partnering with several independent local entities. The following entities are partners with the Town of Winslow, and the Town maintains continuous representation.

- Kennebec Regional Development Authority (First Park)
- Kennebec Sanitary Treatment District
- Kennebec Valley Council of Governments

- Kennebec Water District
- Central Maine Growth Council

Town Office:

Winslow's Town Office, located on Benton Avenue, is the center of general Town administration, records, and public meetings. Recently, however, the Town Council Chambers have been moved to the Winslow Public Library. It has a conference room that will accommodate around 15 people, but larger meetings either utilize the Parks & Rec facility or the Library. The structure was built in 1968 and houses the Town's nine employees in the areas of general office, assessing, management, and welfare. The building is ADA accessible and needs general maintenance and potentially some audio/visual technological upgrades. The offices are currently at capacity and along with the adjacent public services building could do with expansion or relocation to a site with more space in the future.

Cemeteries:

There are thirteen Cemeteries in the Town of Winslow. Although two are private cemeteries, a private contractor is hired to perform most maintenance. Other maintenance is overseen by the Cemetery Committee in conjunction with the Public Works Department.

A map of cemetery locations in Winslow is included in the Historic Resources Chapter of this Plan.

Solid Waste and Recycling:

The Winslow Department of Public Works used to provide residential refuse collection and recyclables drop-off service for the Town. However, starting on July 1, 2018, Casella Waste began contracted curbside collection of household trash. The Town signed a five-year agreement with Casella (with another recent 2-year extension). The agreement allowed the Town to avoid hiring two new employees for the Sewer Department because the Sanitation positions were reassigned to the Sewer Department. Bulky and demolition-type waste should be brought directly to Waterville. Winslow and Waterville share a waste transfer station and recycling center, both located in Waterville. Hazardous waste is collected during a special regional collection day, usually on Saturday in the fall in conjunction with KVCOG and neighboring communities.

In 2018, 2,645 tons of waste was sent to landfill or for incineration. The Town recycled or composted 132 tons of waste so its official recycling rate was 4.74%. This of course does not take into account people recycling privately at the facility in Waterville. Perhaps a more accurate rate is that of about 27% from the previous years reports. With recycling being offered by private companies only these rates are likely to decrease significantly.

Public Water:

The public water supply, both domestic and for fire protection, is provided by the Kennebec Water District. The District serves Waterville, Winslow, Fairfield, Benton, and North Vassalboro. The single source of water is China Lake. The Kennebec Water District has the unique distinction of being the oldest water district in the nation. It was created by an Act of the Maine Legislature in

1899, and shortly thereafter began taking water from China Lake. The District's facilities were originally designed and constructed to serve not just the residential population in central Maine, but also the numerous industrial plants. Due to the steady decline of industrialization in this region, there is now significant capacity for new water customers. In 1994, the District was processing 11.5 million gallons per day. By 2006, the District was only processing 4.5 million gallons per day. As of the latest information provided it is now down to about 3 million gallons a day and Winslow's service seems to be stable.

Public Sewer:

The sewage collection system in Winslow is Town-owned and maintained by the Public Works Department. A large pipe under the Kennebec River connects Winslow's sewage system to the treatment plant in Waterville. This plant is owned by the Kennebec Sanitary Treatment District, which is jointly owned by Winslow, Waterville, Fairfield, and Benton. A major upgrade to the treatment plant and main pump stations was completed in 1999, including processing equipment, heating, ventilation, and control systems being replaced to allow for another 20 years of proper use. The upgrade was designed to serve an average of 14.9 million gallons per day, which translates into a population of 39,870. The current population being served by the system is approximately 29,000, leaving ample room for new connections over the next 10 years. It is currently processing approximately 8 million gallons per day.

The public sewer system needs constant ongoing maintenance and this is a cost that goes directly to rate payers (rates are set by the Council). Specifically, a major upgrade is needed at the Chaffee Road Pump station which is underway on Phase I which is replacement of the collector across the river and is being funded partly by a \$1M congressional earmark and a \$200,000 CWSRF grant. The remainder of Phase I and Phase II (the upgrade of the pump station itself) is anticipated to be funded by a CWSRF bond.

Recently the Town entered into a 50-year agreement with the Town of Vassalboro to connect into the Winslow sewer system to deliver their wastewater to KSTD. The Town charges Vassalboro the same fees as Winslow residents, based on water consumption figures from KWD.

Public Safety Department:

Police Protection

The Police and Fire Departments are housed within the main Town Office complex on Benton Avenue. The Police Department employs twelve full-time officers. Additionally, they have one dispatcher/administrative assistant and one volunteer chaplain.

In 2022, the department handled 9,246 calls for service, which reflects the average number of calls over the last seven years of records.

The Police Department also provides a School Resource Officer to the Winslow School System, funded by the schools and town.

There have been issues with the staffing and provision of 911 dispatch services, which have increased costs for the department.

Fire Protection

The Fire Department has eleven full-time and eleven on call or part-time firefighters with some varied levels of service capability based of staff availability. The department responds to more than just fire including flooding, hazardous materials and boat rescue etc.

In 2022 there were 1,378 calls for service, the majority (75%) being for EMS. This emergency medical service is one of the busiest in the State for call outs not involving transportation.

There are known needs for a water tanker for water provision in the rural areas of town and there was recently a new engine replacement and a ladder truck. As discussed with the town offices the adjoining fire station is 60+ years old and needs updating facilities and increased accessibility. Otherwise, a new location for a larger newer Public Safety facility might be an option to look into.

Both the Police and Fire services have been working to increase their community involvement over the last several years and have become more active in community outreach and events etc. such as Operation WARM (coats for kids with the school system).

There is some regional cost-sharing of services. Fire truck equipment is used to provide service to neighboring towns in the form of written mutual aid agreements which are reciprocal.

EMS

Ambulance (EMS) service is provided by the Fire Service as detailed above and Winslow have trained to a higher standard of medical/paramedic response. Delta Ambulance provide non-first response services such as transport.

Health Care:

Ambulance (EMS) service is provided by the Fire Service as detailed above and Winslow has trained to a higher standard of medical/paramedic response. Delta Ambulance provide non-first response services such as transport and is the primary mutual aid partner when the Winslow Ambulance is already in service and other calls come in. Waterville and China also provide mutual aid.

Health care is a major concern across Maine, and in Winslow. With an increasing aging population in Town, access to quality health care will become even more of an issue in the upcoming years. Waterville has two major hospitals – the Thayer Unit of Maine General and Northern Light Inland Hospital (which is a osteopathic hospital). Though these two hospitals provide sufficient service for the Waterville-Winslow region. Maine General’s main operations are in Augusta which is reasonably accessible down the interstate.

There are currently no health care clinics but several dental offices in Winslow. There are numerous new outpatient and laboratory facilities in the First Park regional commercial park in Oakland. In addition to these private clinics, there are many nonprofit organizations in the region providing healthcare-related services. The Winslow budget includes support for the Kennebec Valley Community Action Program Bus Service (which brings many seniors to clinics), Life Flight, Senior Spectrum, Kennebec Valley Mental Health, Mid-Maine Interfaith Shelter, Hospice Volunteers, Family Violence Project, Rape Crisis Assistance & Prevention, and Crisis & Counseling Centers.

Convalescent Care and Assisted Living

Winslow only has two facilities within Town: Goudreau's Retirement Inn on the Augusta Road and the Waterfront complex on Halifax Street, but many more are available in nearby Waterville and Augusta Areas.

Education:

Public education for Winslow residents is provided by its own local school system for Winslow. Additionally, the Waterville, Winslow and Vassalboro school boards have recently voted to join RSU18 and SAD54 in the Kennebec Valley Alliance Regional Service Center.

The Winslow Public schools consist of Winslow Elementary (K-6), Junior High (7-8) and High School (9-12). The total enrollment for the district in 2018 was 1,184. Plans are going ahead for the Junior High building to be discontinued and construction will occur at the High school campus to accommodate those grades of students there in the future. This was completed in 2021. The Junior High building has been decommissioned and is now awaiting demolition or sale.

The breakdown of enrolment is as follows:

Total Enrollment. 1103

Breakdown:

Winslow Elementary. 552

Winslow Jr. High. 183

Winslow High School. 368

This equates to a figure of \$17,068 per pupil.

The school system is a high priority for Winslow residents. This is evidenced on an annual basis with the adoption of a school budget that is higher than that of surrounding communities. This strong commitment to education puts an increased level of strain on the municipal budget of a 9.1% increase in the local share of the education budget, and as a combined tax rate, it can be hard on many property taxpayers. In FY 24 (the current budget) the local municipal budget is \$19.5 million, of which \$8.5 million is allotted to the schools. Overall, schools accounts for 61% of the entire budget.

Table: Per-pupil Expenditures, 2019-2020 Fiscal Year

School District	
Winslow Schools	\$12,057
RSU 18 (China etc.)	\$11,596
RSU 38 (Readfield)	\$12,489
SAD 54 (Skowhegan)	\$12,494
SAD 49 (Fairfield)	\$11,537

For the 2019-2020 fiscal year expenditures within Winslow were slightly higher than most other school districts when measured on a per-pupil basis, as seen on the table above. Per pupil expenditures are the common method for comparing school investments across jurisdictions. Since per-pupil expenditures would be expected to rise as a result of falling enrollments, such as been happening in Winslow, the fact that Winslow Schools costs are still within close range with neighboring districts is acceptable.

As evidenced by trends in the demographics chapter enrollment in public schools has been declining on average one percent per year for much of the past decade. Some of this is to be expected as a result of aging of the baby boom, but the accelerated decline since 2007 may be due to other factors. Winslow Schools enrollment is also in decline (it was 1,296 for example in 2011).

There are several private schools in the area such as the Erskine Academy in China and Mount Merci / Temple academies in Waterville. Home schooling is also an option and is being seen more since the pandemic. There is anecdotal evidence that some families are choosing to move into Winslow due to the school’s systems good reputation.

School Transportation

The school system currently runs nine buses that operate on two runs each to ensure that that all students have transportation to and from each of the school campuses.

Other educational institutions are within the region. One is the Kennebec Valley Community College, located in Fairfield adjacent to the Interstate. The school provides post-secondary education in medical, mechanical, and other technical disciplines. KVCC has been expanding with a new classroom building and added parking, and both enrollment and budget are growing. Waterville has Colby and Thomas Colleges and University of Maine at Augusta is not too far away to the south.

Public Works:

The functioning of the Public Works Department is discussed separately from transportation because of the wider nature of their responsibilities. In addition to roads (both summer and winter maintenance), public works cares for sidewalks, street trees, parking lots and drainage ditches. The Winslow Public Works department also looks after all the storm drains and sewer system in Town as well as some solid waste and recycling functions and parks facility maintenance.

The department has fourteen full-time and one part-time employees. Major road work including paving and road rebuilding is contracted to private companies through a bid process. The highway crew is responsible for much of the on-going maintenance projects.

A capital replacement fund has been established for the public works buildings and equipment. At this time the building space and condition of buildings is considered adequate to fit Winslow's needs. Equipment needs are sufficient to provide excellent service to the Town with normal replacement capital planning.

The Town has a long term road improvement/resurfacing plan initiated by the Public Works Director. The Town is now partnering with the State DOT in road projects owned by the State but within Town limits.

Camp roads are private roads and the individual/collective owners provide for the maintenance and upgrading of the respective roads. Pattee Pond Association or local road associations may provide for some financial support for maintenance of camp roads through DEP grant awards etc.

Equipment for public works is budgeted through an annual appropriation in the municipal budget. This appropriation (equipment reserve) can be carried over for higher-cost items.

Winslow Library:

In the late 1990s, the Town renovated an old roller-skating rink on Halifax St. into the new Town library. It is a nice one-story structure, including a large separate room for display of historic resources. The Town employs four full-time and four part-time library staff.

Recent Library Information is as follows:

2022-2023 compared to 2021-2022.

In the last year 21,370 people visited the library, which was an 68% increase over the last year.

Other statistics are as follows:

- Winslow has the most hours of operation of any area public library. 44 hours, 6-days a week, Fall through Spring and 40-hrs, 5 days a week in Summer.
- Circulation: 28,118 items borrowed.
- Interlibrary Loans: 4,368 items from other consortium libraries, free of charge.
- Collection Size: 1,143 new items to the collection this year. After weeding they had 41,231 physical items in out collection at the end of the year.
- Download library: 594 e-books and audio books downloaded.
- Kanopy streaming video service: In the last 3 months of the fiscal year, they had 625 streaming videos downloaded.
- Computer & Wi-Fi Use : 5,912 people used the library computer and wireless connection, a 107% increase over last year.

Programming:

- The library offered 159 programs with 1,415 adults and children in attendance.
- The staff offer appointments for individual, mid-level, technology assistance to patrons.
- The library offers after-hours pick-up of materials using outside lockers. This expands patron access without increasing the library budget.
- The Library staff work in partnership with the nonprofit. Give IT, Get IT to help provide free and low-cost computers to the public.
- Through library membership we provide free tickets to the Coastal Maine Botanical Gardens

From May-the end of October:

- We offer Youth and Adult summer reading programs.
- Book groups at various times of the year.
- Crafts programs for adults and children, throughout the year.
- Halloween goodies bags for children every year, all through the generous donations of our patrons.
- Various STEM programing for children and young adults.
- Guest speakers and book talks by area authors.

Space Usage:

The library also serves as an essential community hub and offers much more than just books.

- Last Year we had 4,530 people use the library meeting room & patron spaces this year.
- The library meeting room also hosts Town Council meetings, town department and committee meetings, and is available for local nonprofit use and individual patron access.
- The library invites guest artists to display their work in the library.
- Standing invitation to community groups for displays and joint ventures.
- We have a telescope, energy meters and a variety of other materials items for patron loans.

Building & Grounds

The building's security system was recently upgraded, including new smoke sensors and new keypads for the fire and security alarms. A new outside book drop was installed and other general repairs were made to the building. Finally ceiling lighting fixtures were replaced with energy-saving LED fixtures and all windows in the facility were replaced.

Recently the Library Board of Trustees approved the Library's first three-year strategic plan, based on public feedback from a year of community conversations including the Community Needs Survey conducted in 2022. Also the Council Chambers were moved to the Library in October of 2022.

There are some anticipated long term needs for more space for the Library's successful programs and like many Town facilities the building is aging and regular prompt maintenance is essential.

Evolving Infrastructure

Power Service:

Electrical service is provided to Winslow by Central Maine Power. Power comes into Winslow from two different directions. Three phase power is available in most parts of Town.

Although not directly a public service under control of the Town, issues relating to wind and solar power developments within Town are a significant issue and require the Town to be prepared to regulate them accordingly.

Telecommunications / Broadband:

Broadband is a necessity for businesses, community services, students, and individuals who work from home. Slow and unreliable internet could place Winslow on the wrong side of the digital divide and out of contact with customers, clients, educational opportunities, and our many visitors.

Internet service in Winslow is currently provided by Spectrum, Go Net Speed and TDS Telecom and is considered adequate in most areas of Town.

PART TWELVE: FISCAL CAPACITY

Overview:

Similar to other Towns in Maine, Winslow is limited in the methods it may use to raise revenues. The property tax is an overly burdened yet generally stable source of revenue. The Town has always been in a position where it is able to develop and maintain a strong and diverse non-residential tax base with which to support its higher level of municipal services. The presence of some major employers has been a great financial asset but there will always be some difficulty in maintaining taxpayer willingness to contribute towards municipal needs and the community's quality of life.

Winslow offers a level of service reflecting its size and the needs and priorities of the community utilizing a combination of public and private resources. For example, a full-time public police department is needed for a Town the size of Winslow, and taxpayers have opted for waste services as well as sewer (not water) operations, which keeps costs higher but serves as good incentives to substantial development. Winslow also has a robust fire and rescue service in addition to other core services (Code Enforcement, Public Works etc.).

Despite being one of the larger communities in the area, Winslow certified taxes with a mil rate of \$15 making it one of the lowest in the area. This is due to the revaluation which significantly raised residential property values and, to a lesser extent, commercial property values as well. Winslow is one of the larger Towns in the service area and has had to support its significant services and infrastructure but and some scheduled long-term indebtedness which is not unusual for communities of its size. Winslow's 2023 adjusted tax rate of **\$15.00** per thousand dollars of valuation is certified as 100 percent ratio. Winslow schools and Kennebec County assessments together constitute about 64 percent of the total tax burden for Winslow residents and businesses. Winslow's municipal officials have no direct involvement in the preparation or recommendations of these two budgets.

The Town has a dedicated Financial Director and Town Manager (who is responsible for the budget and reporting) they utilize a clear accounting and budgeting system in place which makes it easy to track expenditures by program and line item. This enables Town officials and members of the public to readily understand how municipal funds are spent. A summary of expenses and revenues by account for 2017-2022 are shown here:

Five Year snapshot of Winslow budget information:

YEAR	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022
STATE VALUATION	\$ 603,424,800	\$ 612,203,200	\$ 622,540,600	\$ 619,271,600	\$ 706,950,000
COUNTY TAX	\$ 597,991	\$ 625,284	\$ 630,538	\$ 685,557	\$ 765,000
REVENUES					
General Fund (taxes and fees)	\$ 13,643,920	\$ 14,806,813	\$ 16,545,200	\$ 17,589,871	\$ 18,040,211
Sewer Fund	\$ 781,271	\$ 846,573	\$ 1,065,925	\$ 1,113,761	\$ 1,079,729
Education Fund	\$ 7,638,015	\$ 8,271,796	\$ 8,338,059	\$ 8,583,309	\$ 9,113,667
Total	\$ 22,063,206	\$ 23,925,182	\$ 25,949,184	\$ 27,286,941	\$ 28,233,607
EXPENDITURES					
Municipal Appropriations	\$ 6,438,207	\$ 7,171,884	\$ 7,773,913	\$ 8,353,635	\$ 10,681,001
Educational Appropriations	\$ 14,470,033	\$ 15,573,801	\$ 16,215,872	\$ 16,820,575	\$ 16,979,114
Total	\$ 20,908,240	\$ 22,745,685	\$ 23,989,785	\$ 25,174,210	\$ 27,660,115
Difference	\$ 1,154,966	\$ 1,179,497	\$ 1,959,399	\$ 2,112,731	\$ 573,492
MILL RATE	\$ 16.74	\$ 17.94	\$ 18.64	\$ 18.82	\$ 20.20

The Town’s mill rate is a calculated value which means taxpayers pay the mill rate for each thousand dollars or their property’s assessed value. For example, for this tax year if your property’s assessed value was \$200,000.00 your 2023 property tax was \$150,000.00 X 0.015 = \$3,000.00.

Approximately 95% of Winslow’s Education Appropriation is based on Winslow’s valuation as calculated by the state each year. Winslow’s local share of the education costs is usually around 50%.

In general, revenues have remained stable through the last few years even growing slightly. Other revenue sources most affected by outside factors were State Revenue Sharing and successful outside grants.

State Revenue Sharing, which is based on state sales and income tax revenues, decreased significantly as the last recession took hold and the Legislature began raiding those program funds. Thankfully State Revenue Sharing has eventually recovered as the program was fully funded by the Legislature after a period of incremental increases over the last 5 years.

Excise taxes are generally tied to economic conditions also but in general this revenue source will likely continue to increase slightly each year.

The tables overleaf display information about Winslow’s tax base. The table displays the proportion (almost 7 percent) of the Town’s tax base that is exempt from taxation. It is not a huge amount but the Town could explore fees in lieu of taxes to recover some support for especially relevant municipal services (e.g. roads and public safety), thereby expanding the Towns income.

Exempt Real Estate Property

EXEMPT CATEGORY	FY 2021 (2022)
State of Maine	\$81,700
Public Municipal Corporation	\$36,424,100
American Legion / VFW	\$1,776,200
Churches & Parsonages	\$3,510,700
Benevolent and Charitable	\$4,893,900
Renewable Energy	\$226,400
Veterans	\$1,740,000
Other	\$43,900
TOTAL EXEMPT PROPERTY	\$48,696,900
STATE VALUATION	\$706,950,000
PERCENT EXEMPT	6.89%
SOURCE: Municipal Valuation Return Statistical Summaries, Maine Bureau of Taxation	

Real and Personal Property By Type

Year	Land	Buildings	Total Land & Building	Mill Rate	State Valuation	Total Real and Personal Property	Motor Vehicle Excise Tax	Distribution & Transmission	Electric Generation
2021	187,378,400	399,310,300	586,688,700	20.20	706,950,000	635,549,900	1,360,780	30,928,000	32,142,600
2020	173,219,500	394,088,100	567,307,600	18.82	661,000,000	619,271,600	1,296,263	30,880,300	34,140,600
2019	175,132,400	396,297,900	571,430,300	18.64	643,750,000	622,540,600	1,371,439	30,538,100	34,390,600
2018	171,600,000	391,965,600	563,565,600	16.74	607,450,000	612,203,200	1,438,513	30,508,800	34,390,600
2017	182,207,200	385,074,600	567,281,800	15.74	608,300,000	603,424,800	1,453,093	30,439,700	29,990,600

Regional Comparison:

Compared with surrounding communities and county averages in 2021 (the latest year for which comparative population, valuation, and tax rates are available), Winslow's full value tax rate in 2021 was higher than all surrounding communities except Waterville and well over the county average also. This is not surprising given its population size and level of public services provided.

Accounting Practices:

The Town has its financial records audited annually. The FY2022 audit was performed by Nicholson, Michaud and Nadeau CPA's and includes a detailed description of all Town funds and accounting practices. The report was favorable in its characterization of the Town's approach to financial management.

At the close of the FY22 fiscal year, the Town's governmental funds reported combined fund balances of \$9,355,779, an increase of \$931,275 in comparison with the prior year. Of this amount, \$4,500,901, or 48%, is available for spending at the Town's discretion (unassigned fund balance).

At the end of the FY22 fiscal year, unrestricted fund balance (the total of the committed, assigned, and unassigned components of fund balance) for the general fund was \$5,067,290, or approximately 26% of total general fund expenditures and transfers. This does satisfy the 3-month expenditure cushion that accountants recommend be kept on-hand, but the Town has done well to maintain a balance to that level.

Grant Income:

Grant income is kept out of the regular budget, so it does not appear in the statements displayed earlier in this section. For FY22 Operating grants totaled \$12,794,959 and Capital grants were \$72,387.

The Town currently maintains numerous methods for Capital expenses including the following:

- General Fund Budget – primarily roads and equipment
- Bonding – primarily sewer projects and major facility upgrades
- Congressional Earmark Funds (\$1M for Chaffee Brook, and \$3M for Sunset Heights has been recommended by both Senator King and Collins)
- Maine Infrastructure Adaptation Funds \$2.735M (Cushman Road Sewer)
- CWSRF Funds (Chaffee Brook Pump Station \$200,000)
- CWFSR Bond (\$6.8M for Chaffee Brook)

The Town will continue to apply for any other funding opportunities as they become available.

The Town maintains a capital equipment replacement plan and funds that plan each year. More of this is detailed in the Capital Investment Planning Section of this plan.

Current Debt Service:

The Total municipal debt at 6/30/2022 is \$13,475,417, well within the statutory limits of \$106 Million. The FY24 Debt Schedule is included at the end of this chapter.

Tax Collection Rate:

Due to the Town's efforts to manage the Town's funds as responsibly as possible, the property tax burden is not overly unreasonable and affordable to the majority of the Town's taxpayers. If non-payment at the end of the fiscal year is a reliable indicator, the Town's collection rate at the end of 2022 was 98.5%.

Tax liens have been placed on several properties in 2022, with the total being a little over \$118,000. The collection rate for current year taxes has been running in a similar range. Town officials, both elected and appointed, remain vigilant at trying to minimize the tax burden.

Summary and Findings:

This Comprehensive Plan finds that the Town staff and administration have been doing a good job in managing the budget with the usual uncertainties in state, education and national conditions. The Town Staff and Town Council is committed to the efficient and cost-effective delivery of public services. The Town continues to review the current mix of public services and develop budget recommendations that protect the provision of essential services, set priorities, and emphasize the need for keeping taxes reasonable. The Town is striving to maintain competitive taxation with respect to the municipal budget and is always seeking innovative and sustainable solutions to that end. They are also committed to limiting the need to incur unsustainable public debt by reviewing and updating a multi-year capital plan that addresses the Town's needs.

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Debt Payment Schedule

Fiscal Year	\$1,551,132 2022 RDA Loan (Benton Sewer)	Sewer Bond	Fire Truck (Engine/Tanker) Lease*	2017 Bond	Fire Truck (Ladder) Lease	7,695,000 School Bond	\$6,000,000 High School	\$6,800,000 Chaffee Brook (Estimate only)	Total Debt Appropriation	Increase (Decrease)
2023/2024	\$ 66,358.00	\$ 102,391.00	\$ 134,127.00	\$ 224,000.00	\$ 129,407.00	\$ 652,050.00	\$ 423,350.00		\$ 1,731,683.00	\$ (115,709.00)
2024/2025	\$ 66,358.00	\$ 102,391.00	\$ 134,127.00	\$ 220,000.00	\$ 129,407.00	\$ 635,850.00	\$ 420,200.00		\$ 1,708,333.00	\$ (23,350.00)
2025/2026	\$ 66,358.00	\$ 102,391.00	\$ 134,127.00	\$ 215,000.00	\$ 129,407.00	\$ 621,675.00	\$ 425,600.00		\$ 1,694,558.00	\$ (13,775.00)
2026/2027	\$ 66,358.00	\$ 102,391.00	\$ 134,127.00	\$ 208,000.00	\$ 129,407.00	\$ 607,500.00	\$ 423,300.00		\$ 1,671,083.00	\$ (23,475.00)
2027/2028	\$ 66,358.00	\$ 102,391.00	\$ 134,127.00	\$ 202,000.00	\$ 129,407.00	\$ 591,300.00		\$ 430,666.67	\$ 1,656,249.67	\$ (14,833.33)
2028/2029	\$ 66,358.00	\$ 102,391.00	\$ 134,127.00		\$ 129,407.00	\$ 575,100.00		\$ 423,866.67	\$ 1,431,249.67	\$ (225,000.00)
2029/2030	\$ 66,358.00				\$ 129,407.00	\$ 558,900.00		\$ 417,066.67	\$ 1,171,731.67	\$ (259,518.00)
2030/2031	\$ 66,358.00					\$ 542,700.00		\$ 410,266.67	\$ 1,019,324.67	\$ (152,407.00)
2031/2032	\$ 66,358.00					\$ 526,500.00		\$ 403,466.67	\$ 996,324.67	\$ (23,000.00)
2032/2033	\$ 66,358.00					\$ 510,300.00		\$ 396,666.67	\$ 973,324.67	\$ (23,000.00)
2033/2034	\$ 66,358.00					\$ 494,100.00		\$ 389,866.67	\$ 950,324.67	\$ (23,000.00)
2034/2035	\$ 66,358.00					\$ 477,900.00		\$ 383,066.67	\$ 927,324.67	\$ (23,000.00)
2035/2036	\$ 66,358.00					\$ 461,700.00		\$ 376,266.67	\$ 904,324.67	\$ (23,000.00)
2036/2037	\$ 66,358.00					\$ 445,500.00		\$ 369,466.67	\$ 881,324.67	\$ (23,000.00)
2037/2038	\$ 66,358.00					\$ 429,300.00		\$ 362,666.67	\$ 858,324.67	\$ (23,000.00)
2038/2039	\$ 66,358.00					\$ 413,100.00		\$ 355,866.67	\$ 835,324.67	\$ (23,000.00)
2039/2040	\$ 66,358.00							\$ 349,066.67	\$ 415,424.67	\$ (419,900.00)
2040/2041	\$ 66,358.00							\$ 342,266.67	\$ 408,624.67	\$ (6,800.00)
2041/2042	\$ 66,358.00							\$ 335,466.67	\$ 401,824.67	\$ (6,800.00)
2042/2043	\$ 66,358.00							\$ 328,666.67	\$ 395,024.67	\$ (6,800.00)
2043/2044	\$ 66,358.00							\$ 321,866.67	\$ 388,224.67	\$ (6,800.00)
2044/2045	\$ 66,358.00							\$ 315,066.67	\$ 381,424.67	\$ (6,800.00)
2045/2046	\$ 66,358.00							\$ 308,266.67	\$ 374,624.67	\$ (6,800.00)
2046/2047	\$ 66,358.00							\$ 301,466.67	\$ 367,824.67	\$ (6,800.00)
2047/2048	\$ 66,358.00							\$ 294,666.67	\$ 361,024.67	\$ (6,800.00)
2048/2049	\$ 66,358.00							\$ 287,866.67	\$ 354,224.67	\$ (6,800.00)
2049/2050	\$ 66,358.00							\$ 281,066.67	\$ 347,424.67	\$ (6,800.00)
2050/2051	\$ 66,358.00							\$ 274,266.67	\$ 340,624.67	\$ (6,800.00)
2051/2052								\$ 267,466.67	\$ 267,466.67	\$ (73,158.00)
2052/2053								\$ 260,666.67	\$ 260,666.67	\$ (6,800.00)
2053/2054								\$ 253,866.67	\$ 253,866.67	\$ (6,800.00)
2054/2055								\$ 247,066.67	\$ 247,066.67	\$ (6,800.00)
2055/2056								\$ 240,266.67	\$ 240,266.67	\$ (6,800.00)
2056/2057								\$ 233,466.67	\$ 233,466.67	\$ (6,800.00)

Updated 04/10/2023

III. RECOMMENDATIONS

Part One: General Recommendations

Part Two: Land Use Plan

Part Three: Capital Investment Planning Process

Part Four: Regional Coordination

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PART ONE: GENERAL RECOMMENDATIONS

This section of the Plan lists general recommendations, in the form of policies and strategies, for each of the elements of the plan. These recommendations are intended to address the issues raised in the review and analysis of the elements in Section II, *Community Assessment*. The matrix also shows a suggested implementation timing and responsible party.

For the purpose of this chapter, the implementation priority is divided into near-term, mid-term, long-term, and ongoing:

- “Near-term” is presumed to be activities which can be completed within two years. These are primarily changes to Zoning and other ordinances, and easily achievable actions.
- “Mid-term” activities will be commenced and/or completed between two and five years after adoption. These consist of lower-priority activities or those which require additional planning or preparation.
- “Long-term” activities are those which are more nebulous, and for which the path to implementation has not yet come into focus.
- “Ongoing” is used to identify strategies which are currently in place and should continue.

Policies:	Strategies:	Implementation:
<p>HISTORIC RESOURCES:</p> <p>Winslow has an abundance of historic buildings and sites, many of which are listed on the National Historic Register with others eligible to be listed. Many of these historic buildings and sites in Winslow have been well maintained and preserved.</p> <p>The Maine Historic Preservation Commission (MHPC) identified numerous prehistoric sites as well, two of which are listed on the National Historic Register while many more are or may be eligible for this listing.</p> <p>The Winslow Historic Preservation Committee (WHPC) has taken a leadership role in preserving the Town’s historic legacy. They are active in the community and work with the Town to preserve the Town’s valued heritage.</p> <p>State Goal: To preserve the State's historic and archeological resources.</p>		
<p>1. The Town recognizes the importance of buildings and sites of historic significance and will look to further developing historic asset mapping and building listings.</p>	<p>1.1 – Reestablish the Winslow Historic Preservation Committee in efforts to preserve, integrate and catalog historical documents etc.</p> <p>1.2 – Conduct a comprehensive inventory of historical sites, buildings in Winslow, for potential identification and inclusion on state or federal historic listings.</p> <p>1.3 – Recommend sites/buildings to the State historical marker program for locally identified historical sites and buildings in Winslow.</p> <p>1.4 – Consider and make recommendations for the development of an Ordinance to protect Listed and Eligible Historic buildings.</p> <p>1.5 – Work to prioritize Town historical documents for preservation.</p>	<p>Town Council, Town Manager, near term.</p> <p>WHPC, long-term.</p> <p>WHPC, long-term.</p> <p>WHPC, Town Council, Planning Board, long term.</p> <p>WHPC, long term.</p>

Policies:	Strategies:	Implementation:
2. The Town will prevent disturbance of archeological resources by regulating development in areas likely to contain those resources.	2.1 – Look into possible ordinance provisions or building standards that require applicants to identify and protect archeological resources in sensitive areas. 2.2 – Make MHPC information and map of areas with high archeological potential widely available.	CEO / Planning Board, ongoing Code Enforcement Officer, near term

Policies:	Strategies:	Implementation:
<p>LOCAL ECONOMIC DEVELOPMENT:</p> <p>Winslow’s local economy is an important contributor to the health and vitality of the Town and is linked to many other areas of Town policy. Like many other communities, Winslow is facing trends that are unfavorable, such as closing of many manufacturing facilities, big box retail stores, and general competition of regional service centers nearby.</p> <p>But Winslow has many assets as well- its proximity to the Kennebec River and other waterbodies, recreational and educational opportunities, and good quality of life. The Town should continue to promote these assets, cooperate with private businesses and regional economic players, and maintain a focus on suitable economic development to succeed in building a more robust and resilient economy.</p> <p>State Goal: To promote an economic climate which increases job opportunities and overall economic well-being.</p>		
3. Continue to work with regional development partners and public-private initiatives to identify and develop new business and employment opportunities.	3.1 – Participate in regional economic development planning efforts of Kennebec Valley Council of Governments, CMGC, SBDC and any other regional entities. 3.2 – Expand cooperation with the Mid Maine Chamber of Commerce. 3.3 – Continue to utilize TIF programs and State / Federal grants to enable greater economic growth.	Town Manager, ongoing Town Manager, near term Town Manager, ongoing

Policies:	Strategies:	Implementation:
<p>4. Improve access to funding, business, and training opportunities for prospective entrepreneurs and job seekers.</p>	<p>4.1 – Promote access to the Small Business Development Center for business advice and counseling.</p> <p>4.2 – Seek out and develop opportunities for more skill training through adult education, vocational programs, KVCC, or employer-based programs.</p>	<p>Town Staff, ongoing</p> <p>Town Staff, near term</p>
<p>5. Target development efforts to specific commercial clusters within the Town – Route 201 corridor, the Route 137 corridor, and the commercial area.</p>	<p>5.1 – Look to revive the economic development committee (ECDC) of volunteers (include business owners etc.)</p> <p>5.2 – Work to retain and market the Route 201 Growth Area as a commercial hub and explore possible use of the Tax Increment Financing.</p> <p>5.3 – Have an up-to-date local business registry and make it available on the Town website.</p> <p>5.4 – Develop a much more focused Economic Development Plan for the community</p> <p>5.5 – Review current ordinance standards to guide the design and development of commercial activities.</p>	<p>Town Manager, Town Council, near term</p> <p>Town Council, Manager, near term</p> <p>Town Manager, ECDC, mid term</p> <p>Town Manager, ECDC, mid term</p> <p>Planning Board, ECDC, Town Manager, mid term</p>
<p>6. Ensure that local economic development remains a continued priority, with local energy and resources dedicated to economic development efforts.</p>	<p>6.1 – Support and grow the Economic Development Committee and ensure that adequate staff resources are dedicated to economic development activities.</p> <p>6.2 – Identify appropriate grant programs to further the Town’s economic development strategies in the most cost-effective manner possible.</p> <p>6.3 – Continue to recognize the value of conservation and recreation as an increasing economic driver and work to support and foster these activities.</p>	<p>Town Town Council, Town Manager, mid term</p> <p>Town Manager, ECDC, ongoing</p> <p>Planning Board, ECDC, Town Manager, ongoing</p>

Policies:	Strategies:	Implementation:
<p>HOUSING:</p> <p>Winslow has a growing housing stock that includes a variety of building types such as multifamily and single homes, both in Town on smaller lots and rural homes on larger lots; however, single family homes far outweigh the number of multifamily homes. The current housing stock exceeds 3,500 housing units. The housing stock is generally in good condition, but undeniably there are areas and homes around Town that are in poor condition.</p> <p>Considering the changing demographic structure of the Town, the Town can anticipate need for more rental, multifamily, and senior housing. Affordability is an issue for both owner-occupied homes, as well as for rentals, partly because of the tight market for them.</p> <p>Winslow has a complete Zoning Ordinance and zoning districts that are designed to accommodate a variety of land uses and provide residents with a range of options for housing locations.</p> <p>Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens.</p>		
<p>7. Continue to ensure that housing in Winslow is available and affordable for the existing and projected workforce. At least 10 percent of new housing units should aim to be affordable.</p>	<p>7.1 – Review and as needed, amend growth area land use regulations to increase density, decrease lot sizes, setbacks and road width, or provide incentives such as density bonuses, to make housing less expensive to develop.</p> <p>7.2 – Review existing and amend as needed the designated location(s) in growth areas where mobile home parks are allowed pursuant to 30-A MRSA 4358(3)(M).</p>	<p>Planning Board, medium term</p> <p>Planning Board / CEO, ongoing</p>
<p>8. Plan for shifting demographic demands for housing, particularly for senior needs.</p>	<p>8.1 – Investigate the feasibility of forming and partnering with neighboring communities and organizations to create a local housing consortium to construct more affordable and rental housing.</p> <p>8.2 – Work with local hospitals/senior organizations to develop a plan for senior/assisted housing within the community or region.</p>	<p>Town Manager, mid term</p> <p>Town Manager, long term</p>

Policies:	Strategies:	Implementation:
	<p>8.3 – Allow the addition of at least one accessory apartment per single family home in growth areas, subject to site suitability.</p> <p>8.4 – The Town should consider retaining certain tax-acquired properties and purchase appropriate sites throughout Town which are best suited to provide housing opportunities for low income and elderly.</p>	<p>Planning Board / CEO, near term</p> <p>Town Council, ongoing</p>
<p>9. Maintain the quality of the existing housing stock.</p>	<p>9.1 – Seek and promote grant funding programs for local homeowners to upgrade / maintain homes and make them more energy efficient.</p> <p>9.2 – Maintain an adequate Building Inspection program and consistently enforce the MUBEC.</p>	<p>Town Manager, ongoing</p> <p>Town Council, CEO, ongoing</p>
<p>10. Preserve residential neighborhoods.</p>	<p>10.1 – Review and enforce current home occupation standards.</p> <p>10.2 - The Town should look at adopting a Health and Safety Ordinance for multi-family units, to ensure healthful standards for renters in Town.</p> <p>10.3 – Maintain current standards of development and allowances in the current residential land use districts.</p>	<p>CEO, Planning Board, ongoing</p> <p>Planning Board, Town Manager, Medium term</p> <p>Planning Board, CEO, Ongoing</p>

Policies:	Strategies:	Implementation:
<p>PUBLIC SERVICES:</p> <p>Winslow provides a range of public services and facilities and is generally well-prepared for future projections. Some of these services are privately owned and operated, while others are supplied by the Town. Public services provided include sanitary sewer and public water supply in part of the Town, Fire and Police Services, EMS, Winslow Public Library, Parks and Recreation, Public Works, and solid waste and recycling. Public education is provided by Winslow’s local school system.</p> <p>The Town needs to be very good at controlling its budget to continue providing these services in the most cost-effective manner possible. Providing adequate services at no increased expense to Town residents is a top priority for the Town.</p> <p>Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.</p>		
<p>11. Utilize fiscal responsibility and public involvement to provide needed general government services in the most cost-effective manner possible.</p>	<p>11.1 – Actively pursue cooperative purchasing opportunities with neighboring Towns, regional organizations, and the school district.</p> <p>11.2 – Continue to utilize a team approach to Town government operations, sharing labor on joint projects, and meeting regularly among all Town workers.</p> <p>11.3 – Welcome community involvement through use of informational displays and outreach techniques, and active use of the Town website.</p>	<p>Town Manager, School Superintendent, ongoing</p> <p>Town Manager, ongoing</p> <p>Town Manager, ongoing</p>
<p>12. Provide Public Safety levels at current level of staffing and continue to fund improvements through Capital Improvement Plan (CIP).</p>	<p>12.1 – Maintain the police protection arrangement with County, State and Local organizations whilst monitoring the budgetary costs.</p> <p>12.2 - Work towards Law Enforcement Accreditation (MLEAP) of police force.</p>	<p>Public Safety Director, Town Manager, ongoing</p> <p>Town Manager, Public Safety Director, short term</p>

Policies:	Strategies:	Implementation:
	<p>12.2 – Maintain and seek any further opportunities for mutual aid agreements of fire protection services, including and training sites and other opportunities.</p> <p>12.3 – Continue maintaining Fire and EMS services at or above service levels to monitor the adequacy of fire call response time and hydrant / water availability.</p> <p>12.4 – Continue EMS and provision of emergency first aid by Town personnel. Monitor insurance and training requirements for first responder personnel.</p>	<p>Public Safety Director, ongoing</p> <p>Public Safety Director, ongoing</p> <p>Public Safety Director, ongoing</p>
<p>13. Continue cost effective solid waste management and recycling services.</p>	<p>13.1 - Maintain and monitor contracted waste services to deliver the most cost effective and efficient services to residents.</p> <p>13.2 – Look into ways to improve the recycling service and rates and provide incentives to participate.</p>	<p>Town Manager, Public Works, Ongoing</p> <p>Town Manager, Town Council, long term</p>
<p>14. Maintain the current high level of Public Works operations in Town.</p>	<p>14.1 - Identify funding sources for maintenance, upgrade and replace stormwater / sewer infrastructure.</p> <p>14.2 - Keep up to date with innovation and new technologies that might improve public works services where viable.</p> <p>14.3 - Look at potential areas of sewer and wastewater expansion in appropriate areas.</p> <p>14.4 - Work with Kennebec Water District to match water availability with sewer expansions.</p>	<p>Public Works Director, Ongoing & Long-Term</p> <p>Public Works Director, ongoing</p> <p>Town Manager, Public Works Director, medium term</p> <p>Town Manager, Public Works Director, medium term</p>

Policies:	Strategies:	Implementation:
	14.5 – Look for any opportunities to expand three phase power provision with CMP	Town Manager, Medium term
15. Maintain public services to accommodate the community’s anticipated growth and changing demographics.	<p>15.1 - Monitor and upgrade as needed the physical facility needs for all Public Facilities</p> <p>15.2 - Look to dedicate more funding to Capital investment through incremental funding process and outside grant opportunities</p> <p>15.3 - Maintain a sustainable list of Capital Needs from all Town departments (part of 5-year capital plan that exists)</p>	<p>Town manager, Facilities Committee, Department Heads, Ongoing</p> <p>Town Manager, Town Council, Department Heads, Ongoing</p> <p>Town Manager, Town Council, Department Heads, Ongoing</p>
16. Work with education providers to promote learning and involvement in civic affairs while keeping them affordable.	<p>16.1 – School Board and Town Council should meet to discuss issues of joint interest.</p> <p>16.2 – Promote the use of service-learning opportunities to get students contributing to civic improvement</p> <p>16.3 - Work with school system to involve students in all aspects of learning about public service careers</p>	<p>Town Council, School Board, ongoing</p> <p>Town Manager, School Superintendent, near term</p> <p>Town Manager, School Superintendent, near term</p>

Policies:	Strategies:	Implementation:
<p>TRANSPORTATION:</p> <p>Winslow’s original transportation system was the Kennebec River, and as a result, the highest intensity of development follows a corridor along the riverbank; this remains an important part of the Town’s infrastructure and culture.</p> <p>Transportation is an essential element to the local economy and community. At its simplest, it provides access to jobs, services, and supplies. Without transportation and road access, a community could not exist.</p> <p>Winslow’s transportation system provides access both within the Town and to larger market areas. The road network serves primarily motor vehicles and is generally in good condition. The Town has a no real pedestrian or bicycle network, and no direct access to public transportation.</p> <p>Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.</p>		
<p>17. Maintain a safe and convenient intermodal transportation system in the most cost-effective manner within budgetary constraints of the Town.</p>	<p>17.1 – Maintain adequate funding in the local road budget for continued maintenance of local roads.</p> <p>17.2 – Participate in DOT funding solicitations and planning for future road and pedestrian improvements in Winslow and the region.</p> <p>17.3 – Review and update as needed the Town code sections for road standards to provide comprehensive and modern design and maintenance standards for new roads. This should include engineering standards for road construction and erosion control and storm runoff standards to minimize phosphorous export.</p>	<p>Town Council, ongoing</p> <p>Town Manager, Public Works Director, ongoing</p> <p>Public Works Director, near term</p>
<p>18. Create and maintain a safe and attractive pedestrian and bicycle network in the primary commercial corridor and more densely developed areas of Town.</p>	<p>18.1 – Prioritize fixing and maintaining existing sidewalks.</p> <p>18.2 – Request DOT and/or public works look at the possibility of extended sidewalks in popular areas.</p>	<p>Public Works Director, ongoing</p> <p>Town Council, Public Works Director, short term</p>

Policies:	Strategies:	Implementation:
	<p>18.3 - Where possible make sidewalks connect to off road recreational trails.</p> <p>18.4 – Request DOT look at the possibility of bicycle routes / lanes as well as effective crosswalks in predetermined areas.</p> <p>18.5 – Consider the need of preparing a bicycle-pedestrian plan to identify gaps or infrastructure needs in the system.</p> <p>18.6 – Consider requirements for new development to incorporate extensions and connections to pedestrian and bicycle infrastructure.</p>	<p>Town Manager, Public Works Director, medium term</p> <p>Town Manager, Public Works Director, medium term</p> <p>Town Manager, near term</p> <p>Planning Board, short term</p>
<p>19. Ensure that the transportation system is compatible with other community values.</p>	<p>19.1 – Train Public Works crews in best management practices for erosion control and habitat protection.</p> <p>19.2 – Look to support any regional public transit initiatives as they arise.</p> <p>19.3 – Consider any grant opportunities or private partnerships to install electric vehicle charging station in suitable locations in Town.</p> <p>19.4 - Work with DOT to establish formal park and ride facilities in appropriate locations.</p>	<p>Public Works Director, ongoing</p> <p>Town Council, Town Manager, ongoing</p> <p>Town Council, Public Work Director, near term</p> <p>Town Manager, Town Council. Mid term</p>

Policies:	Strategies:	Implementation:
<p>RECREATION:</p> <p>Winslow’s recreational opportunities are largely provided by the Parks and Recreation Department, in addition to other local volunteer groups such as the Friends of Fort Halifax and Kennebec Messalonskee Trails. The Town’s most prominent recreational assets are Fort Halifax Park and the public school’s playing fields and trails. Winslow also has an ATV/snowmobile club that organizes activities and maintains trails systems. Other recreational opportunities can be found close by in the Waterville and Augusta areas.</p> <p>With such an abundance of recreational opportunities, there are inevitably areas for improvement.</p> <p>Goal: To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.</p>		
Policies:	Strategies:	Implementation:
<p>20. Improve water access to Kennebec, Sebasticook River, Pattee Pond</p>	<p>20.1 – Improve and promote non-motorized boat access to all the Town’s waterbodies.</p> <p>20.2 – Identify all current access points to water and make their locations known through Town channels.</p> <p>20.3 – Identify any future access point locations and opportunities to create / develop them with grant funding sources.</p>	<p>Town Council, Town Manager, mid term</p> <p>Town Council, Town Manager, short term</p> <p>Town Council, Town Manager, mid term</p>
<p>21. To promote /maintain/ upgrade existing recreational organizations and facilities as necessary to meet current and future needs.</p>	<p>21.1 – Support and maintain funding to the Town’s recreation department</p> <p>21.2 – Expand opportunities in parks, possibly through establishing non-sport activities for adults, community gardens, and more community events.</p> <p>21.3 – Maintain and expand Youth programs where possible.</p> <p>21.4 - Continue to maintain current Town facilities and promote access to facilities.</p>	<p>Town Council, ongoing</p> <p>Parks & Recreation Director, near term</p> <p>Parks & Recreation Director, mid term</p> <p>Parks & Recreation Director, near term</p>

Policies:	Strategies:	Implementation:
	<p>21.5 - Explore options and look for opportunities for dedicated rec center (not relying on school facilities)</p> <p>21.6 - Seek new ways to increase recreation opportunities for the elderly and work in cooperation with neighboring communities and regional groups.</p>	<p>Facilities Committee, Parks & Recreation Director, near term</p> <p>Parks & Recreation Director, near term</p>
<p>22. Improve local recreational trail opportunities.</p>	<p>22.1 – Continue to support snowmobile/ATV groups with trail maintenance/development.</p> <p>22.2 – Improve/maintain walking paths in urban portions of Town. Make connections to off street trails.</p> <p>22.3 - Continue to develop Town Forest trail system.</p> <p>22.4 - Pursue and/or support Kennebec Messalonskee Trails (KMT) applications for applicable grant funding for trail development.</p> <p>22.5 – Continue to look for more trail opportunities through Town and region. Where opportunities arise acquire additional properties to make connections etc. (Work with KMTs)</p>	<p>Town Council, ongoing</p> <p>Public Works Director, ongoing</p> <p>Parks & Recreation Director, Ag Commission, mid term</p> <p>Town Manager, ongoing</p> <p>Parks & Recreation Director, Town Manager, mid term</p>
<p>23. To promote /maintain /upgrade existing library facilities as necessary to meet current and future needs.</p>	<p>23.1 - Adequately support the needs of the libraries in Town, including proper maintenance of the buildings.</p> <p>23.2 - Look for new space for library services facility (in conjunction with all public facility’s needs/plan)</p> <p>23.3 - Expand where feasible. Social service and business resources expansion</p>	<p>Town Council, Town Manager, Ongoing</p> <p>Facilities Committee, short term</p> <p>Library Director, short term</p>

Policies:	Strategies:	Implementation:
	23.4 - Maintain all Youth and Adult service programs offered via the library.	Library Director, ongoing
24. Improve information about and access to local cultural offerings.	<p>24.1 – Promote the local arts community and creative projects in cooperation with local organizations and Maine Commission for the Arts.</p> <p>24.2 – Encourage newspapers to expand coverage of municipal affairs. Improve and update the Town website as necessary.</p>	<p>Town Manager, Parks & Recreation and Library Directors, ongoing</p> <p>Town Manager, ongoing</p>

Policies:	Strategies:	Implementation:
<p>AGRICULTURE AND FOREST RESOURCES:</p> <p>Agriculture and forestry were Winslow’s first forms of economic development and are still an important part of the Town for many reasons.</p> <p>Farming in Winslow and in the entire state is evolving from a commodity-based mass market industry to locally based, smaller businesses that produce specialty products. Supporting and encouraging these types of small farms is an important opportunity for the Town.</p> <p>Forest management is supported by markets for wood products that are beyond local control, but since forest gains value from one year to the next, it can generally withstand temporary fluctuations.</p> <p>Goal: To safeguard the State's agricultural and forest resources from development which threatens those resources.</p>		
25. The Town will consider farming, and forestry, and its infrastructure a valuable part of its economic base. Agriculture will be encouraged and supported to the same extent as other businesses.	25.1 – Maintain the funding and operation of the Town’s Voluntary Municipal Farm Support Program (VMFSP). The VMFSP will continue to incorporate commercial agriculture into the Town’s commercial and industrial development efforts through planning for incentives such as tax incentives/credits, business support and financial assistance.	Town Council, Agriculture Commission, ongoing

Policies:	Strategies:	Implementation:
	<p>25.2 – The Town should promote local foods and value-added industry through support of local farmers markets and incentives for related businesses. It will also look into the logistics and feasibility of beginning a Farmers Market in Town.</p> <p>25.3 – The Town will review any ordinances, permits or policies to ensure that they are farm-friendly.</p>	<p>Agriculture Commission, Town Manager, short term</p> <p>Town Manager, CEO, Town Council, Planning Board, near term</p>
<p>26. The Town recognizes the importance of land as a prospective agricultural base. Identification of prime farm soils will help to preserve this base.</p>	<p>26.1 – Work with Maine Farmland Trust, local land trusts (Sebasticook Land Trust) and other programs which offer conservation / agricultural easements and similar programs to preserve valuable farmland.</p> <p>26.2 – Identify prime farmland soils on any subdivision plans and commercial developments.</p> <p>26.3 – To preserve land and open space, look into implementing cluster / conservation standards in the Town’s subdivision regulations.</p> <p>26.4 – Promote and educate residents about the farmland tax programs.</p>	<p>Town Manager, Ag Commission, ongoing</p> <p>CEO, Planning Board, near term</p> <p>Planning Board, near term</p> <p>Agriculture Commission, Assessor, near term</p>
<p>27. Seek to manage forest land in the Town for sustainable yields and multiple uses.</p>	<p>27.1 – Maintain the forest management plan for the Town-owned land.</p> <p>27.2 – Report violations of the state timber harvesting regulations and evidence of invasive plant species or insects.</p> <p>27.3 – Promote and educate residents about the tree growth tax programs</p>	<p>Agriculture Commission, ongoing</p> <p>CEO, Town Manager, ongoing</p> <p>Assessor, near term</p>

Policies:	Strategies:	Implementation:
<p>NATURAL AND WATER RESOURCES:</p> <p>Winslow’s land and water assets provide a necessary buffer against environmental degradation and support for resource-based economic activity such as forestry. Water-based assets provide a basis for recreation and tourism, as well as sustaining life. Protection of these assets from overdevelopment is an important function of this Plan.</p> <p>Goals: To protect Winslow's natural resources, including wetlands, wildlife and fisheries habitat, shoreland, scenic vistas, and unique natural areas. To protect the quality and manage the quantity of Winslow's water resources, including the rivers, ponds, streams, and groundwater aquifers.</p>		
Policies:	Strategies:	Implementation:
<p>28. Provide strong regulatory protection for critical natural resources, including surface and groundwater, wildlife habitat, and wetlands.</p>	<p>28.1 – Review standards within all current and future Land Use Regulations regarding pollution, erosion control, and preservation of critical natural resources. Update to current practices as necessary. Consider upgrading shoreland zoning to include first order streams and creating conservation easements for sensitive areas, such as riparian zones, wetlands, and shorelines. Incorporate Low Impact Design standards where appropriate.</p> <p>28.2 – Consider protection provisions within any current and future land use ordinances and incorporate maps and information from this plan relevant section into analysis of protected areas.</p> <p>28.3 – Consider wellhead protection zone standards.</p> <p>28.4 – Work with Kennebec County to develop and maintain an all-hazard emergency response plan.</p>	<p>CEO, Town Council, Town Manager, Planning Board, ongoing</p> <p>CEO, Town Council, Town Manager, Planning Board, near term</p> <p>CEO, Town Council, Town Manager, Planning Board, near term</p> <p>Public Works and Safety Director, ongoing</p>

Policies:	Strategies:	Implementation:
	<p>28.5 – Continue to keep the Flood Ordinance up to date with State standards.</p> <p>28.6 – Collaborate with volunteer groups such as Pattee Pond Association to educate the public / relevant businesses on septic system upkeep, water quality protection basics, through the enforcement of the plumbing code and advertisement of current tax use programs that help protect natural resources.</p> <p>28.7 – Continue erosion control training for Best Management Practices for Public Works employees and municipal contractors.</p> <p>28.8 – Make enforcement of all existing and future regulations a high priority.</p> <p>28.9 – Through local ordinances, require the applicant to include as part of the review process for development projects consideration of natural resources on site such as Beginning with Habitat (BwH) maps and information regarding critical natural resources.</p>	<p>CEO / Town staff, ongoing</p> <p>Town office, CEO, ongoing</p> <p>Public Works Director, ongoing</p> <p>Town Council, Town Manager, CEO, ongoing</p> <p>CEO, Town Council, Town Manager, Planning Board, near term</p>
<p>29. Engage in community-wide and regional efforts for the Town’s principal environmental assets: Pattee Pond, Mile Brook, Kennebec and Sebasticook Rivers.</p>	<p>29.1 – Maintain commitment to and support of the Pattee Pond Association, Lake Smart and Kennebec County Soil & Water Conservation District.</p> <p>29.2 – Review and revise any Phosphorous Control sections of the Towns regulations to enable greater compliance and better results for water quality protection. Also look to bolster enforcement options.</p>	<p>Town Council, Town, Manager, ongoing</p> <p>CEO, near term</p>

Policies:	Strategies:	Implementation:
	<p>29.4 – Research and consider becoming involved with a local Land Trust such as Sebec Regional Land Trust</p> <p>29.5 – Encourage local school system, and Town events to utilize Kennebec and Sebec River, provide landowner education for protection of critical natural resources.</p> <p>29.6 – Continue to monitor invasive species (both plants and fish) on the pond and rivers and provide educational materials at appropriate locations. Utilize volunteer inspection programs.</p> <p>29.7 – Support efforts through effective land use planning to reduce inputs of phosphorus from existing sources in the watershed, guiding future development so that additional inputs of phosphorus are minimized, and protecting riparian areas.</p> <p>29.8 – Provide information on water quality Best Management Practices for preventing erosion and sedimentation to farmers and loggers and adopting water quality protection practices and standards for construction and maintenance of public roads and properties.</p>	<p>Town Manager, Agriculture Commission Near term</p> <p>Town Manager, Parks and Rec Director, ongoing</p> <p>CEO, ongoing</p> <p>All Town representatives, ongoing</p> <p>CEO, Agriculture Commission, Public Works, near term</p>

Policies:	Strategies:	Implementation:
<p>30. Minimize Light Pollution (including impacts to wildlife)</p>	<p>30.1 - Minimize and manage ambient light levels to protect the integrity of ecological systems and public health without compromising public safety.</p> <p>30.2 – Consider Design of new night lighting to minimize glare and to avoid light spillover onto nearby properties.</p> <p>30.3 - Minimize overhead lighting that would shine on the water surface of the City’s shorelines or streams.</p> <p>30.4 - Establish design standards and other regulations, where appropriate, that employ “dark skies” approaches.</p>	<p>Public Works, Planning Board, CEO, Medium Term</p> <p>Public Works, Planning Board, CEO, Medium Term</p> <p>Public Works, Planning Board, CEO, Medium Term</p> <p>Planning Board, CEO, Medium Term</p>

Policies:	Strategies:	Implementation:
<p>FISCAL CAPACITY:</p> <p>Winslow is in an acceptable financial condition, with limited debt well within the statutory limit and sound financial management. In general, revenues have been reasonable stable in the last decade. The Town Manager and Town Council are committed to achieving a balanced municipal budget in an innovative and sustainable manner.</p> <p>Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.</p>		
<p>31. Recognize the limitations of the property tax and seek to diversify the tax base while exploring creative sources of municipal funding.</p>	<p>31.1 – Seek new and diverse forms of industrial and commercial development to be situated in appropriate locations.</p> <p>31.2 – Support legislative initiatives to increase state financial support to Towns and schools.</p>	<p>Town Council, Town Manager, near term</p> <p>Town Council, ongoing</p>

Policies:	Strategies:	Implementation:
	31.3 – Explore grant opportunities available to assist in the funding of capital investments within the community.	Town Manager, near term
32. Improve the Town's fiscal capacity to provide existing public facilities with minimal impact on the annual budget.	32.1 – Formalize the Town's Capital Improvement Program and expand its scope to anticipate needs 10 years into the future and update annually. 32.2 – Capitalize the Capital Improvement Reserve Account with estimate of annual depreciation of existing buildings. 32.3 – Maintain a working knowledge and listing of grants and deadlines for financing special projects.	Town Manager, near term Town Council, near term Town Manager, ongoing

Evaluation Measures of Implementation:

The Town Council will appoint an Implementation Committee. The committee will assist with implementation of the Strategies identified in the Comprehensive Plan. Annually, the plan will be reviewed for implementation progress in the following categories:

- A. The degree to which future land use plan strategies have been implemented;
- B. Percent of municipal growth-related capital investments in growth areas;
- C. Location and amount of new development in relation to community’s designated growth areas, rural areas, and transition areas (if applicable)
- D. Amount of critical natural resource, critical rural, and critical waterfront areas protected through acquisition, easements, or other measures.

If Winslow’s evaluation concludes that portions of the current plan and/or its implementation are not effective, the implementation committee will propose changes.

PART TWO: LAND USE PLAN

Winslow Comprehensive Plan Vision Statement:

Winslow’s vision guiding the Town’s activities contains multiple references to ideals that can be achieved through good land use strategies:

“Winslow is a thriving and vibrant Town that incorporates a close-knit community in harmony with a growing commercial and industrial base.

It seeks to maintain an agricultural, recreational and ecological character while taking advantage of developing compatible business opportunities and providing world class educational assets for its citizens.

We encourage collaboration between residents, Town officials, businesses and surrounding communities to meet the needs of the future.

Future Land Use Vision:

As the vision relates to Future Land Use, this section will seek to highlight the steady growth seen over the last decade in Winslow while charting a path forward to preserve ecological character, support business opportunities, and encourage continued collaboration between residents, Town officials, businesses, and surrounding communities through proper Land Use strategies.

Overview for Future Growth:

One of the most important elements in the plan for Winslow’s future is its plan for growth. This plan is based on many assumptions that support growth: continued home construction, increased economic development, expansion of public services and recreational opportunities, and much more. The physical impact of the projected future growth, new development patterns, and the cost of providing public services related to future growth are the primary concerns covered in this section.

When planning for the future, it is essential to bear in mind that public services are more costly to provide to development spread throughout Town than to village areas. This is true of not just roads but also schools, buses, utilities, fire protection, and other services. A balance can be found between the existing growth trends of more rural development and Winslow’s historic growth patterns, by guiding future development with careful intent and providing cost-effective public services, all in keeping with the Town’s vision.

Current Land Use Issues:

The existing land use controls have built a strong foundation to bolster the rural character of the Town, while directing growth towards the large Mixed-Use District. However, in community and Town meeting discussions, it has become clear that the pattern of growth over that last 10-20 years is somewhat problematic in Winslow. The issues are outlined below:

- As Winslow is currently zoned, there are incompatibility issues in the Mixed-Use District. There is an over-reliance on this sizable district because it is the largest district in the designated Growth Area. This overreliance essentially enables a lot of incompatible development and land uses and may have contributed to the lack of a dense downtown core. Traditionally, Mixed-Use districts were intended to promote pedestrian and bicycle traffic, reduce automobile dependency, enhance village centers, and revitalize a Town's core. The intended functionality of the Mixed-Used District was to allow for a variety of land uses to mix in harmony, while preventing urban sprawl into the rural areas. The boundaries, allowable uses, and permitting processes need to be reviewed and refined in order to improve the overall land use strategy.
- The areas zoned as Industrial Districts are at their capacity. The Town has expressed a need for the creation of additional or expansion of existing Industrial Districts.
- Opportunities have arisen for new commercial land uses in areas designated as Conservation District along China Road. Since it is zoned Conservation District, due to the Pattee Pond Watershed, new commercial businesses of any kind are not allowed, although there are already many commercial businesses in this area that existed prior to the zoning designation. The addition of more commercial businesses would expand the Town's tax base.
- There are also residential homes along China Road in the same corridor as the businesses that predate zoning and the suggested commercial corridor.

Proposed changes to the Zoning Ordinance and Zoning Map are the obvious general suggestions to help address these issues noted by the Town. Actual implementation of these changes should be done only after research, close examination, public review, and infrastructure plans have been put in place.

Even after this process, it may not be enough to rezone and redesignate areas and hope that new development occurs there. Municipal strategies need to be enacted to encourage appropriate development to locate in the newly designated growth areas while discouraging it in rural or residential areas. Strategies must also contain specific recommendations - either regulatory or non-regulatory - designed to encourage growth in Winslow's new growth areas.

A significant portion of Winslow's land base is rural land. The Zoning Districts are established to encourage new housing in the Mixed-Use, or High, Medium, or Low-Density Residential Districts, instead of the rural areas. The purpose of this is to prevent sprawl into the rural areas, preserve the rural character, protect agricultural land uses, and protect natural resources (See Existing Land Use Section for more details on current Land Use Ordinance).

The Town's Land Use Ordinance is set up to sufficiently accomplish the preservation of rural character and prevent sprawl, however, the State of Maine established several legislative documents (LD2003) in 2022 to promote and mandate affordable housing strategies. At the time of writing, the State has yet to produce guidelines or interpretative information to carry out the new requirements. Upon guidance from the State, Winslow may need to re-examine their Land Use Ordinance.

It is important to keep in mind the limitations of this Comprehensive Plan. The purpose of this Future Land Use Chapter in this Comprehensive Plan is to outline trends and issues raised by Winslow's residents, determine desired outcomes and outline possible strategies to accomplish these outcomes. The Plan is not intended to implement any changes to solve the problems on a granular level as that would be too narrow a focus and best addressed as its own separate exercise as an implementation suggestion of this plan.

Anticipated Growth:

This plan presented growth projections at the conclusion of the Housing Chapter. The projections were based on current trends, ordinances, and lot sizes. These projections estimated between 17 and 30 new homes a year for the next ten-year period. A best guess would be on the lower side of the speculated new homes built yearly. The amount of land consumed due to new residential development depends on the district in which the new houses are built and the minimum lot size requirements.

As an example, for lots in Low Density Residential with a private septic, the minimum lot size is one acre. As Low Density Residential is in the Designated Growth area, this is one area where new construction would be encouraged. Even at the lowest growth projection of 17 new houses per year, with every new lot at the minimum legal size, 10 years would result in a minimum of 170 acres of development, not considering new road construction. If there were 17 new houses a year constructed in the rural district, which has a minimum lot size of 2 acres, that would be at minimum 340 acres, not considering new road construction or other utilities and necessities associated with new developments. And these projections are for the minimal number of houses estimated per year.

This lowball projection is only about one tenth of a square mile, and well under the size of the identified growth areas. It is important to recognize, though, that all of those developed lots will need frontage on a public road or a newly created subdivision road. Hypothetically,

if each one-acre lot were square, each would require 200 feet of road frontage. This would result in over 11 miles of road filled with new homes and/or commercial development.

Commercial and industrial development are a little more difficult to predict. Since public sewer connections are not available throughout the Industrial and Mixed-Use Districts, this projection will assume requirements for private sewer connections. If there were 30 new commercial establishments created over the next 10-year period, that would consume 60 acres with the 2-acre minimum lot requirements. Again, this estimation is not taking into account the need for new road construction.

The 2-acre minimum lot requirement is carried over into the Industrial District for areas that do not have public utilities. If 15 new industrial enterprises were developed over the next 10-year period, that would add up to 30 acres of land, not considering any new road construction.

A more likely scenario is a best guess of 20 acres for commercial use and 15 acres of industrial, occupying a potential of about 12 miles of road frontage.

The challenge in the creation of this plan is to work with the current rate of development - which most of the Town's residents appear to feel is about right- to manage development in such a way as to reduce the impact it will have on both the Town's rural character and on Town services. The best way to accomplish this is by encouraging new development to be located closer to each other and existing public services.

Given Winslow's extensive Designated Growth areas and the Town's dedication to reducing sprawl, it's difficult to imagine future locations for commercial or industrial development outside of the appropriate areas for these uses. New residential construction has several location options depending on preference; locations with high, medium, and low density are available for residential construction all of which are in the Designated Growth area.

Considerations for Future Growth Areas:

Some growth areas are intended to accommodate higher density housing, while other growth areas are intended for larger commercial projects or large subdivisions. Most commercial activities, except for home occupations and natural resource businesses (agriculture, forestry, etc.), will be directed or strongly encouraged to locations which have been predetermined as designated growth areas. Most future municipal capital investments will be directed to growth areas, as well.

It must be remembered that any designated future growth areas can have natural or developmental constraints within them also. Examples include limitations on public water and sewer infrastructure as a developmental constraint, while shoreland zones, wetlands and protected wildlife/habitat areas can be a natural constraint on growth. Obviously, future growth should be directed to areas that are currently serviced by public utilities and away from extensive undeveloped areas.

Future growth areas should be selected because they also have one or more of the following attributes:

- Many of the Town’s public facilities and services are already in this location,
- The area contains existing homes and most businesses,
- The area is located at the intersection of most State Routes that run through Town and has some available road frontage,
- The area is an existing commercial center,
- There are relatively few natural development constraints,
- The area aligns with the Vision Statement.

Anticipated major capital investments needed to support the proposed land uses will depend on implementation of strategies in Public Facilities and Services Chapter.

A fundamental strategy when promoting a recently designated growth area is to direct a minimum of 75 percent of new municipal growth-related capital investments into these designated growth areas, as mentioned above. This strategy demonstrates the Town’s commitment to using public investments and land use regulations to reduce or discourage development pressure in other locations outside of the growth area, while encouraging it in the designated growth areas. It is important to note that road maintenance and other maintenance-type expenditures in designated rural areas would not count as a “growth-related” expenditure.

The most obvious course of action would be to use the currently developed areas as the basis for future growth areas, resulting in natural expansion areas. One potential natural growth area is along Route 137, China Road. Since this area is within the Pattee Pond watershed and since Pattee Pond is an important natural resource in Winslow, all precautionary measures should be taken to prevent dense development and impervious surfaces in the watershed area that could negatively impact water quality.

Designated Growth Areas:

Designated Growth Areas indicate locations in Winslow where development should be encouraged. These Growth Areas can support the vision of maintaining an agricultural, recreational and ecological character while encouraging developing compatible businesses and providing superior educational assets, while simultaneously allowing a continued level of steady growth.

The 2008 Comprehensive Plan identified five Designated Growth Areas: Mixed-Use, High, Medium, and Low Density Residential, and the Industrial District. The Town’s public water and sewer infrastructure covers some of these areas, but not all.

The Comprehensive Plan Committee members and public feedback indicated that the Designated Growth Areas should remain the same as they were for the 2008 Comprehensive Plan as they still fit the criteria and still have developable space available.

Overall, the Mixed-Use District, High, Medium, and Low Density Residential, and Industrial District are in line with the community's vision as they provide ideal locations for the Town's growing commercial and industrial bases. Development in these areas, if done properly, will keep development out of rural areas and protect natural resources. These combined areas are depicted on the [Future Land Use Map](#) in the Appendix of this Plan.

Mixed-Use District

The Mixed-Use District, shown in orange on the Town's official Zoning Map, was defined based upon existing dense development patterns and infrastructure, specifically public water and sewer lines throughout most of the area. This district includes the older sections of Town and contains a variety of residential, commercial, recreational, municipal, and educational uses. The character of this district is dominated by a dense development pattern with commercial uses dispersed amongst the single and multi-family residential homes. Prior to the 2008 plan, this area included many exclusive zones; the mixed-use development strategy was introduced to reduce the number of those zones and allow for more variety of uses. It was intended for the Mixed-Use designation to promote commercial uses that blended and existed in harmony with the character of the district while reducing the confusion related to the numerous zones.

This area has more public water and sewer infrastructure than most other parts of Town; however, these utilities do not extend throughout the entire district, which is a limiting factor for future growth (see Water/Sewer Area Map). While this area has been earmarked as a priority for expansion of those utilities, the Town of Winslow has no immediate plans for this work.

Another limiting factor is the presence of wetlands and rocky ledge outcroppings in this area. Development in or near wetlands should be discouraged to preserve water quality and Winslow's natural resources. Shoreland Zoning Regulation requirements must be upheld and implemented uniformly throughout Town, regardless of district or designation. Ledge has its own limiting factor on development as each scenario is different and presents different challenges.

Special consideration, such as land use standards that will attract growth while promoting compatibility with other uses, should be given to parts of the District that are not already developed. The Town could consider offering incentives to subsidize more dense development by sharing in the cost of extending public water and sewer services into some of the previously undeveloped areas in the Mixed-Use District.

High Density Residential District

This district, shown in pink on the Zoning Map, includes the predominantly built-up areas of Town that consist of existing residential structures on small lots, some municipal and educational uses, and various public buildings as well. This district is designed to protect and enhance the existing character, scale, and uses already established in these areas. New construction, alterations, and proposed changes of use shall be required to be consistent with the residential character of the district.

This area is surrounded by the Mixed-Use District, which has an ample network of roads, businesses and other necessities. Schools and public services are also close by.

Medium Density Residential District

Shown in yellow on the Zoning Map, this district includes existing residential subdivisions, predominantly single-family residential dwellings and undeveloped land areas adjacent to the service centers of the Town. This district is intended for the Town's single family residential growth demand and is located in areas that have access or future potential for municipal water and sewer services.

The Medium Density Residential District is in the northern part of Town with the Rural District on one side and Mixed-Use District on the other. It is not far from the commercial area. Even though the east side is next to the rural area, the transportation network is sufficient with plenty of amenities close by.

Low Density Residential District

The purpose of this district, shown in green on the Zoning Map, is to provide locations for new single family residential housing in a rural setting adjacent to existing built-up areas of Town. This area was established to attract new home construction that would otherwise be in the more rural environment, yet still close to the Town center. Agricultural, forestry, and similar resource-based activities are encouraged; however, some commercial services and municipal uses are allowed as well. Any mixed uses will have to blend into this primarily residential area.

The Low Density Residential District is in the south western part of the growth area. The lot sizes are larger, and the transportation network is not as developed as in the previous three districts, however that is the draw in this district; create a rural feel without developing in a rural area.

Industrial Districts

Shown in brown on the Zoning Map, this district limits uses to exclusively industrial related activities to prevent incompatibility issues. These industrial activities can include manufacturing, assembly, fabrication, warehousing, and some related commercial enterprises. The Industrial Districts are adjacent to principal traffic routes and municipal water and sewer, although these utilities do not extend throughout. The current Industrial Districts have reached their capacity and there has been desire expressed to create additional Industrial Districts or expand the existing ones. The Industrial Districts have been earmarked as a priority when the Town expands the water and sewer lines.

Strategies to Encourage Growth in Growth Area:

- Develop areas as a gateway to the community, with improved entry signs and visually appealing streetscapes.
- Explore the revision / creation of land use regulations that encourage and promote village-scale development densities and styles within designated growth area
- Explore how publicly owned land can be utilized in the Growth Area and identify potential for suitable public land usage

Areas Outside of the Designated Growth Area (Rural and Conservation Areas):

Conservation District

Shown in blue on the Zoning Map, is the area within the boundaries of Pattee Pond watershed, as delineated by Maine Department of Environmental Protection (Maine DEP). It is intended to be part of the designated rural area but with greater protections, with limited commercial or industrial activities or no other uses which would adversely affect water quality. The district is generally restricted to low impact development with special attention to the following areas:

- A) Floodplains that make building or development difficult, costly, or unacceptable,
- B) Poor soil types not suitable for building or development,
- C) Steep slopes or embankments that render building or development generally difficult, costly, or unacceptable,
- D) Significant wetlands that provide breeding and feeding habitats for waterfowl,
- E) Natural sites of significant scenic or aesthetic value, historic sites and archeological sites.

Seasonal Residential District Overlay

This district, in purple on the Zoning Map, includes areas adjacent to Pattee Pond that are already divided into small lots and contain structures or are undeveloped. Again for the purpose of the future land use strategy this area falls under the general designation of the rural area. Most of the structures on the lots are seasonal homes; however, there are some year-round dwellings. The primary goal of this district is to maintain and improve the water quality of Pattee Pond by strictly regulating any increases in land use intensity, the expansion of structures, and uses within the built-up areas around Pattee Pond. The existing seasonal homes and camps are an allowable, low intensity use. Expansion of structures and uses, including conversion from seasonal to year-round dwellings, are subject to review and performance standards.

Critical Resource Areas

The existing Shoreland Zoning Resource Protection Zone in Winslow is designated a Critical Resource Area and is protected by state mandated regulatory mechanisms. Other high-value areas identified by the Natural Resources Chapter of this plan may also be designated as Critical Resource Areas and will be protected primarily by non-regulatory mechanisms. These mechanisms include a review of Beginning with Habitat (BwH) maps before allowing any planning projects, and any project requiring permits will be reviewed by Maine Department of Inland Fisheries and Wildlife (MDIFW) and Maine Natural Areas Program (MNAP). These mechanisms are in place to ensure development aligns with the Vision Statement. These areas are generally depicted on the [Future Land Use Map](#).

Rural Area

After the specified conservation district, critical resource and growth areas are taken into consideration, the balance of the land in Town will be designated as a Rural Area. This area is intended for agriculture, animal husbandry, forestry, outdoor recreation, natural resource-based activities such as lumber yards and sawmills, and agricultural based activities, which will be encouraged.

Housing and home occupations should be allowed but will ideally be expected to conform to the rural character of the area so that traditional activities such as farming and forestry will not be hindered. This area aligns with the Vision Statement. The area is also shown on the Future Land Use Map in the Appendix.

Specific Land Use Strategies:

Land Use Plan:		
<p>Winslow’s Land Use Ordinance includes provisions for managing growth and sprawl by describing and setting parameters for allowable land uses in each district. By providing districts with varying requirements, Winslow is supplying residents and potential residents with options of where to settle that best suit their needs.</p> <p>Managing land use is also about protecting resources, of which Winslow has many. The policies and strategies of managing future land use are detailed in the pages above but are presented in summary here:</p>		
Policies:	Strategies:	Implementation:
<p>33. Encourage development (large scale housing or non-natural resource commercial development) to occur within the Town’s designated growth area.</p>	<p>33.1 - Review current access management and site impacts of commercial development along Routes 201 and 137.</p> <p>33.2 – Complete a land use analysis of existing lot parcels by merging assessing records to mapped parcel data in order to establish current land use patterns.</p> <p>33.3 - Explore the revision of existing Subdivision, Shoreland Zoning, Floodplain Management and Land Use Ordinances to ensure that they encourage appropriate development within the designated growth area. (Including the mixed-use zone issues described above).</p> <p>33.4 - If changes to existing Ordinances are deemed insufficient to encourage development in the growth area and protect natural resources, decide whether any new Land Use Regulations should be considered by the Town.</p>	<p>Planning Board, CEO, near term</p> <p>Planning Board, Assessor, near term</p> <p>Planning Board, CEO, mid term</p> <p>Planning Board, Town Council, Mid term</p>

	<p>33.5 - Identify infrastructure and parking improvements, façade improvements, and amenities for the designated growth area.</p> <p>33.6 - Plan for future capital investments to include potential expansion of water and sewer services. The Town should coordinate development with private developers to be more efficient and cost-effective for the overall area. The Town should not authorize sewer development outside of the growth area.</p> <p>33.7 - Consider Land banking/repurposing of unused buildings for redevelopment</p> <p>33.8 - Develop a process with the DEP and Army Corps of Engineers to incentivize development agreements where wetland offsets and fees are used to benefit existing habitats within Winslow.</p>	<p>Town Manager, Town Council, Long Term</p> <p>Town Manager, Public Works, Ongoing</p> <p>Town Manager, Town Council, Mid Term</p> <p>Planning Board, Town Council, Mid term</p>
<p>34. Support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.</p>	<p>34.1 - Via Ordinance changes/strengthening, discourage any forms of large, high-density development in the rural areas.</p> <p>34.2 - Continue to promote enrollments in current-use agricultural and tree growth tax programs.</p> <p>34.3 - Incorporate future potential for agriculture and forestry into the Town’s economic development planning and strategies.</p>	<p>Planning Board, CEO, Mid Term</p> <p>CEO, Assessor Town Manager, mid term</p> <p>Town Council, Town Manager, Near term</p>

	<p>34.4 - Coordinate efforts to implement conservation projects and seek out land conservation opportunities.</p> <p>34.5 - Look to develop and expand usage of village area parks generally, incorporating public spaces and places to hold community events.</p> <p>34.6 - Clean up existing sidewalks and walking paths in village area of Town and look to make more areas accessible on foot.</p> <p>34.7 - Continue to market any available land and buildings for commercial development and expand access to land by improving access to the area.</p> <p>34.8 - Develop areas as a gateway to the community, with improved entry signs / visually appealing streetscapes.</p> <p>34.9 - Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.</p>	<p>Planning Board, Town Council, mid term</p> <p>Town Council, Parks & Rec Dir., Town Manager, Long term</p> <p>Public Works, Mid term</p> <p>Town Council, Town Manager, ongoing</p> <p>Town Manager, Town Council, Mid Term</p> <p>Town Manager, Town Council, Ongoing</p>
<p>35. Support the level of financial commitment necessary to provide needed infrastructure in growth areas.</p>	<p>35.1 - Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas identified in the Future Land Use Plan.</p>	<p>Town Manager, Town Council, Ongoing</p>
<p>36. Improve existing efficient permitting procedures, especially in growth areas.</p>	<p>36.1 - Provide the Code Enforcement Officer and Planning Board with the tools, training, and support necessary to administer and enforce land use regulations and ensure that the Code Enforcement Officer is certified in accordance with 30-A M.R.S.A. §4451.</p> <p>36.2 - Make investments in technology asset management systems to make record systems effective and efficient</p>	<p>CEO, Town Manager, Town Council, Ongoing</p> <p>CEO, Town Manager, Town Council, Ongoing</p>

These strategies are also in keeping with the community’s vision for the Town in that they promote community character while encouraging growth in the commercial and industrial sectors. By directing residential, commercial, and industrial development into designated areas and away from rural / conservation parts, the Town is preserving its agricultural and ecological character. By planning for the future and taking the residents’ needs into consideration, Winslow is advocating for compatible uses and demonstrating dedication to maintaining the character of the Town while exemplifying the community’s vision.

The effectiveness of land use planning is greatly improved if it is not vastly different across Town lines. Therefore, this plan recommends that the Town make efforts (at least once per year) to meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.

Regulatory Approaches: Land Use Guidance, Zoning, and other Regulations:

The Town of Winslow has a network of ordinances to regulate local development. Taken together, they place restrictions on new construction and tighter restrictions on larger, more complex developments, commercial or residential.

Two ordinances are mandated: the Shoreland Zoning Ordinance, which restricts development within 250 feet of rivers and ponds, and within 75 feet of primary streams; and the Floodplains Ordinance, which restricts development on the 100-year floodplain.

In addition to the mandated ordinances, the Town enacted a Zoning Ordinance in 1994 that further protects various land uses and homeowners. The Zoning Ordinance also created the Zoning Districts described above in this chapter. Winslow also has a Subdivision Ordinance, enacted in 2004. Winslow’s Zoning and Subdivision Ordinances are comprehensive and user-friendly. They will need to be reviewed at the completion of the Comprehensive Plan to ensure all are in alignment and specifically addressed to consider the implication of the expanded Mixed-Use Zone as detailed above and the potential expansion of industrial zones.

Non-regulatory Changes:

Outside of specific strategies, the Town should consider some general principles to help the success of the land use plan. The Town recognizes the potential and reality of market-based incentives to steer growth away from valuable rural areas and towards existing built-up areas. Historically, both residents and businesses have been attracted to the availability of public services, utilities, and amenities in Winslow’s developed areas. Having existing public water and sewer services (for commercial and multi-family development) helps a lot in this regard. Other incentives have proven to be sufficient to attract continued development in growth areas, including proximity to parks, sidewalks, and an inviting environment.

The Town should maintain this trend by clearly designating (maybe with official gateways and signage) its core downtown and “growth” areas and make continued investment in its

downtown core infrastructure. Although not ignored, rural areas of Town have generally not been targeted for capital improvements outside of transportation infrastructure and location-dependent recreation facilities.

Opportunities exist to encourage growth in the more urbanized areas while discouraging additional growth in the rural areas without imposing a regulatory burden. The strategies recommended in the table above incorporate a wide range of non-regulatory tools for directing growth.

Evaluation Measures for Monitoring and Implementation:

The Winslow Town Council should look to appoint an Implementation Committee. The committee will consult the previous 2008 Comprehensive Plan and determine which strategies were implemented and their level of success. Similarly, the committee should note which strategies were not implemented and why. This will enable the committee to make informed decisions about implementation probabilities for this plan and ways to achieve success.

The committee will work towards implementation of the Strategies identified in this Comprehensive Plan. Annually, the plan will be reviewed for implementation progress in the following categories:

- A. The degree to which future land use plan strategies have been implemented,
- B. Percent of municipal growth-related capital investments in growth areas,
- C. Location and amount of new development in relation to community's designated growth areas, rural areas, and conservation areas.
- D. Amount of critical natural resource, critical rural, and critical waterfront areas protected through acquisition, easements, or other measures.

If Winslow's evaluation concludes that portions of the current plan and/or its implementation are not effective, the implementation committee will propose changes.

Additionally, the Town should put into place a formal system for tracking growth and development. The Town should be able to monitor growth at least on an annual basis and respond if it becomes apparent that growth is beyond the expected levels or not in line with the community's vision.

The Code Enforcement Officer (CEO) and the Town Office will be instrumental in setting up this tracking system, as they already keep records of permits issued and subdivisions.

The following strategies are recommended:

- The CEO will continue to utilize a permit tracking system to identify the location by district of new housing and commercial buildings. Also tracked should be conversions from seasonal lake camps to year-round residences.

- The CEO will prepare a written report for the 2023 calendar year and on an annual basis thereafter with the data from the permit tracking history. The report will be presented to the Planning Board and Town Council for review and discussion.
- The Planning Board and Town officials should do a comprehensive review of the Land Use Regulation at predetermined time intervals to ensure it is current with the Town's changing needs.

Finally, specifically as a Land Use Issue, the Town might consider the need to build capacity in its administration of planning and code enforcement issues to help with active planning, implementation of land use strategies and enforcement of the Towns regulations.

DRAFT

PART THREE: CAPITAL INVESTMENT PLANNING PROCESS

Description of Existing Process:

The Capital Investment Plan (CIP) component of the Comprehensive Plan identifies growth related capital investments and a strategy for accommodating them. The CIP anticipates future expenses, sets priorities and timetables, and proposes a mechanism to fund them. The plan is important because it alerts both municipal officials and citizens about future expenses and allows the Town to find the most cost-effective way to finance the Improvement.

The Capital Investment Plan will include items identified in this plan which are called capital expenses. A capital expense is defined as having a cost that is not a maintenance or operating expense. Winslow does very basic capital planning for its municipal facilities. The Town should and does maintain a prioritized list of anticipated capital needs.

As the coordinators for all the Town's activities, the Town manager and Council are responsible for the CIP. However, they must rely on the other Town staff and committees to submit needs and cost estimates and set priorities. Thus, the CIP process should ideally be prepared alongside the annual budget, so that a portion of the annual budget is set aside to fund the CIP. This can be in the form of contributions to a reserve fund, one-time appropriations, or commitment to pay interest on a loan.

Winslow's CIP should continue to be developed by the Town manager and Council, by incorporating the guidelines needed to reach the goals of the initial project list presented in the plan.

The revised CIP will continue to be integrated with the budget. Winslow does plan to borrow to pay for capital investments, and does have the sufficient borrowing capacity to obtain the necessary funds. In addition to being below the borrowing limit by a significant amount the Town also maintains an Aa3 rating from Moody's Investors Services.

Efforts have also been made to participate in or explore sharing capital investments with Waterville to fund placement of ornamental lighting on the Ticonic Bridge when it is replaced. At this time there are no other cooperatives planned, although the Town will be open to discussion of opportunities that may arise.

The capital investments listed on the following pages include both those identified by this plan and other capital improvement projects that have come up in Town discussions.

Capital Needs FY2024 and Beyond

4/10/2023

Street Lights

FY2024 – Ticonic Bridge Lighting	\$10,000
FY2025 – Ticonic Bridge Lighting	\$17,000
FY2026 - Ticonic Bridge Lighting	\$17,000
FY2027 -	\$5,000
FY2028 –	\$5,000
	<hr/>
	\$54,000

Planned FY24 Expenses

Municipal Building

FY2024 – Annual Set Aside for major maint	\$10,000
FY2025 – Annual Set Aside for major maint	\$10,000
FY2026 – Annual Set Aside for major maint	\$10,000
FY2027 – Annual Set Aside for major maint	\$10,000
FY2028 – Annual Set Aside for major maint	\$10,000
	<hr/>
	\$50,000

Planned FY24 Expenses

Trail Lighting and Improvements

FY2024 – Annual Set Aside	\$5,000
FY2025 – Annual Set Aside	\$5,000
FY2026 – Annual Set Aside	\$5,000
FY2027 – Annual Set Aside	\$5,000
FY2028 – Annual Set Aside	\$5,000
	<hr/>
	\$25,000

Planned FY24 Expenses

\$5,000 trail from gazebo to 2 Cent Bridge

Old Jr High Building

FY2024 – Electric, Security System, Insurance	\$71,450 *
FY2025 – Electric, Security System, Insurance	\$15,000
FY2026 – Electric, Security System, Insurance	\$15,000
FY2027 – Electric, Security System, Insurance	\$15,000
FY2028 – Electric, Security System, Insurance	\$15,000
	<hr/>
*Add monies for demolition	\$131,450

Planned FY24 Expenses

Security system \$600
Electric \$1000
Insurance \$2500

Assessing Consultant

FY2024 – Town-wide Full Revaluation Yr 3	\$65,000
FY2025 – Set Aside for 10 year reval	\$25,000
FY2026 – Set Aside for 10 year reval	\$25,000
FY2027 – Set Aside for 10 year reval	\$25,000
FY2028 – Set Aside for 10 year reval	\$25,000
	<hr/>
	\$165,000

Planned FY24 Expenses

\$65k to complete revaluation

Assessing Technology

FY2024 – Aerial Maps (\$25K every 5 yrs)	\$5,000
FY2025 – Aerial Maps	\$5,000
FY2026 – Aerial Maps	\$5,000
FY2027 – Aerial Maps	\$5,000
FY2028 – Aerial Maps	\$5,000
	<hr/>
	\$25,000

Planned FY24 Expenses**Library Equipment**

FY2024 – Yearly set aside	\$8,500
FY2025 – Yearly set aside	\$8,500
FY2026 – Yearly set aside	\$8,500
FY2027 – Yearly set aside	\$8,500
FY2028 – Yearly set aside	\$8,500
	<hr/>
*Computers, firewalls, switches	\$42,500

Planned FY24 Expenses

\$6,500 Replace 7 computers

Library Building

FY2024 – Yearly set aside	\$30,000 *
FY2025 – Yearly set aside	\$15,000
FY2026 – Yearly set aside	\$15,000
FY2027 – Yearly set aside	\$15,000
FY2028 – Yearly set aside	\$15,000
	<hr/>
*Add monies for structural beam	\$90,000

Planned FY24 Expenses

Painting & repair of exterior trim and doors, installation of new fuel tank. Est. \$10,000. Beam in council chambers \$15,000

Computer Equipment

FY2024 – Yearly set aside	\$28,000
FY2025 – Yearly set aside	\$28,000
FY2026 – Yearly set aside	\$28,000
FY2027 – Yearly set aside	\$28,000
FY2028 – Yearly set aside	\$28,000
	<hr/>
*Computers, peripherals, switches, phone sys	\$140,000

Planned FY24 Expenses

Replace 5 laptops & dual monitor stations. Est. \$9,200

Police Radios

FY2024 – Yearly set aside	\$5,000
FY2025 – Yearly set aside	\$5,000
FY2026 – Yearly set aside	\$5,000
FY2027 – Yearly set aside	\$5,000
FY2028 – Yearly set aside	\$5,000
	<hr/>
	\$25,000

Planned FY24 Expenses**Police Facility**

FY2024 – Monies for security cameras	\$30,000
FY2025 – Yearly set aside	\$3,000
FY2026 – Yearly set aside	\$3,000
FY2027 – Yearly set aside	\$3,000
FY2028 – Yearly set aside	\$3,000
	<hr/>
	\$42,000

Planned FY24 Expenses

New Camera system est. \$40k

Police Equipment (Tasers, Body Cameras)

FY2024 – Yearly set aside	\$6,000
FY2025 – Yearly set aside	\$6,000
FY2026 – Yearly set aside	\$6,000
FY2027 – Yearly set aside	\$6,000
FY2028 – Yearly set aside	\$6,000
	<hr/>
	\$30,000

Planned FY24 Expenses

Cloud based camera storage sys.
\$3,700

Police Vehicles

FY2024 – Equipment for 2 cruisers	\$30,000
FY2025 – New Vehicle	\$60,000
FY2026 – New Vehicle	\$65,000
FY2027 – New Vehicle	\$70,000
FY2028 – New Vehicle	\$75,000
	<hr/>
*Replace 1 vehicle per year (anticipated 2% inc)	\$300,000

Planned FY24 Expenses

Outfitting of 2 cruisers \$20,000
FY23 overage \$8,000

Police Accreditation

FY2024 – Accreditation Expense	\$5,500
FY2025 – Accreditation Expense	\$5,500
FY2026 – New Vehicle	\$0
FY2027 – New Vehicle	\$0
FY2028 – New Vehicle	\$0
	<hr/>
*Replace 1 vehicle per year (anticipated 2% inc)	\$11,000

Planned FY24 Expenses

Fire Trucks

FY2024 – Prefund replacements	\$0
FY2025 – Prefund replacements	\$0
FY2026 – Prefund replacements	\$0
FY2027 – Prefund replacements	\$0
FY2028 – Prefund replacements	\$0
	<hr/>
*Lease future heavy equipment	\$0

Planned FY24 Expenses

Lease new Tanker to replace
1996 tanker. Will impact debt
service in FY25

Fire Equipment

FY2024 – SCBAs, AED, Fire Hose, etc	\$25,000
FY2025 – SCBAs, AED, Fire Hose, etc	\$50,000
FY2026 – SCBAs, AED, Fire Hose, etc	\$50,000
FY2027 – SCBAs, AED, Fire Hose, etc	\$50,000
FY2028 – SCBAs, AED, Fire Hose, etc	\$50,000
	<hr/>
	\$225,000

Planned FY24 Expenses

Fire Hose \$13,000

Fire Facility

FY2024 – Yearly set aside	\$10,000
FY2025 – Yearly set aside	\$20,000
FY2026 – Yearly set aside	\$20,000
FY2027 – Yearly set aside	\$20,000
FY2028 – Yearly set aside	\$20,000
	<hr/>
*For major maintenance	\$90,000

Planned FY24 Expenses

Mold Mitigation \$17,000

Ambulance Replacement (eliminated Rescue Replacement)

FY2024 – Yearly set aside	\$0
FY2025 – Yearly set aside	\$0
FY2026 – Yearly set aside	\$0
FY2027 – Yearly set aside	\$0
FY2028 – Yearly set aside	\$0
*Lease future heavy equipment	<u>\$0</u>

Planned FY24 Expenses

Storm Drains

FY2024 – Matching funds for grant	\$100,000
FY2025 – Remaining need for North Pond Culvert	\$50,000
FY2026 -	\$50,000
FY2027 -	\$50,000
FY2028 -	\$50,000
	<u>\$300,000</u>

Planned FY24 Expenses

Robert St/Cushman Rd Drainage
\$136,900 (match)
Start North Pond Culvert
replacement \$256k

Streets & Roads

FY2024 – Increase yearly paving to catch up	\$800,000
FY2025 – Increase yearly paving to catch up	\$900,000
FY2026 – Increase yearly paving to catch up	\$1,000,000
FY2027 – Increase yearly paving to catch up	\$1,100,000
FY2028 – Return to standard yearly amount	\$1,200,000
	<u>\$5,000,000</u>

Planned FY24 Expenses

1" overlay on Halifax St, Smiley
Ave, Getchell Ln, and Warren Ter.
Reclaim, pave and ditching on
Nowell & Shorey Rds.

PW Equipment

FY2024 – Replace vehicles & loader trans	\$135,000
FY2025 – Tracked Skid-Steer loader/mower	\$200,000
FY2026 – Annual Set Aside	\$100,000
FY2027 – Annual Set Aside	\$100,000
FY2028 – Annual Set Aside	\$100,000
*Lease future heavy equipment	<u>\$635,000</u>

Planned FY24 Expenses

Replace 2 2012 pickups \$100,000
Transmission for 2003 loader
\$35,000

Town Garage

FY2024 – Yearly Set Aside	\$15,000
FY2025 – Yearly Set Aside	\$25,000
FY2026 – Yearly Set Aside	\$25,000
FY2027 – Yearly Set Aside	\$25,000
FY2028 – Yearly Set Aside	\$25,000
	<u>\$115,000</u>

Planned FY24 Expenses

Repair Sediment Pond by soccer
fields. \$20,000

Fuel Capital Reserve

FY2024 – Yearly Set Aside	\$0
FY2025 – Yearly Set Aside	\$5,000
FY2026 – Yearly Set Aside	\$5,000
FY2027 – Yearly Set Aside	\$5,000
FY2028 – Yearly Set Aside	\$5,000
	<u>\$20,000</u>

Planned FY24 Expenses

Recreation Development

FY2024 – Yearly Set Aside	\$21,000
FY2025 – Yearly Set Aside	\$25,000
FY2026 – Yearly Set Aside	\$25,000
FY2027 – Yearly Set Aside	\$25,000
FY2028 – Yearly Set Aside	\$25,000
*Funds playground and court replacement	<u>\$121,000</u>

Planned FY24 Expenses

Trash bins \$1,000, Pickleball lines \$1,200, Roof on announcer booth (shared w/school) \$10,000, new Playground equip. \$51,680, sports fields materials replacement \$7,340

Maintenance Equipment

FY2024 – Vehicle & Equipment set aside	\$20,000
FY2025 – Vehicle & Equipment set aside	\$50,000
FY2026 – Vehicle & Equipment set aside	\$50,000
FY2027 – Vehicle & Equipment set aside	\$50,000
FY2028 – Vehicle & Equipment set aside	\$50,000
*1 commercial mowers and truck in 4 yrs	<u>\$220,000</u>

Planned FY24 Expenses

Commercial mower \$14,990

Sports Track

FY2024 – Yearly set aside	\$5,000
FY2025 – Yearly set aside	\$5,000
FY2026 – Yearly set aside	\$5,000
FY2027 – Yearly set aside	\$5,000
FY2028 – Yearly set aside	\$5,000
	<u>\$25,000</u>

Planned FY24 Expenses**Fort Halifax Park**

FY2024 – Stage and Shelter Repairs	\$8,000
FY2025 – Yearly set aside	\$5,000
FY2026 – Yearly set aside	\$5,000
FY2027 – Yearly set aside	\$5,000
FY2028 – Yearly set aside	\$5,000
	<u>\$28,000</u>

Planned FY24 Expenses

Trash receptacles \$3,000
Structure repairs \$15,000

1804 Schoolhouse

FY2024 – Yearly set aside	\$2,500
FY2025 – Yearly set aside	\$2,500
FY2026 – Yearly set aside	\$2,500
FY2027 – Yearly set aside	\$2,500
FY2028 – Yearly set aside	\$2,500
	<u>\$12,500</u>

Planned FY24 Expenses**TOTAL CAPITAL PLAN FY2024 to FY2028**

FY2024	\$1,450,950
FY2025	\$1,545,500
FY2026	\$1,545,000
FY2027	\$1,638,000
FY2028	\$1,743,000
TOTAL	<u>\$7,922,450</u>

PART FOUR: REGIONAL COORDINATION

As part of the northern Kennebec service area (Augusta and Waterville are the Service Centers), Winslow can play a significant ongoing role in bringing together communities for the purpose of enhancing economic development, managing government resources, and protecting natural resources. In addition, Winslow participates in larger regional organizations where it is evident that a regional effort is more effective.

Current regional activities include (this is not an exhaustive list):

- Mutual aid with neighboring municipalities for police and fire / EMS / rescue services;
- Winslow is actively involved with multi-Town, regional water service (KWD) and watershed organizations and groups for the waterbodies in Town.
- Member of Kennebec Valley Council of Governments, Central Maine Growth Council, First Park, Mid Maine Chamber of Commerce, Kennebec County Soil and Water Conservation District (KCSWCD) etc.

For the purpose of this comprehensive plan, several of the recommendations contain a regional component. The following is a listing of those strategies that can be reference in the policies tables:

3.1 / 3.2 / 4.2 / 8.1 / 8.2 / 11.1 / 12.1 / 12.2 / 19.2

21.6 / 22.1 / 22.4 / 22.5 / 26.1 / 28.4 / 29.4 / 34.9

APPENDICES

List of Acronyms

MAPS

Basic Planning Map

Historic and Archaeological Resources

Critical Natural Resources

Water Resources

Forest and Farmland

Relief Map

Soils Map

Recreation Map

Existing Land Use

Winslow Zoning Map

Transportation Maps

- General Transportation
- Traffic Volumes
- Crashes

Future Land Use

Comprehensive Plan Committee Survey

Public Meeting Notes and Information

Acronyms

ACS = American Communities Survey (US Census)

BwH = Beginning with Habitat Program (MDIFW)

CEO = Code Enforcement Officer

DACF = Department of Agriculture, Conservation and Forestry

EDC = Economic Development Committee

KCSWCD = Kennebec County Soil & Water Conservation District

KVCC = Kennebec Valley Community College

KVCOG = Kennebec Valley Council of Governments

M.R.S.A. = Maine Revised Statutes Annotated

MDEP = Maine Department of Environmental Protection

MDIFW = Maine Department of Inland Fisheries and Wildlife

MDOC = Maine Department of Conservation

MDOT = Maine Department of Transportation

MHPC = Maine Historical Preservation Commission

MNAP = Maine Natural Areas Program (MDOC)

MSHA = Maine State Housing Authority

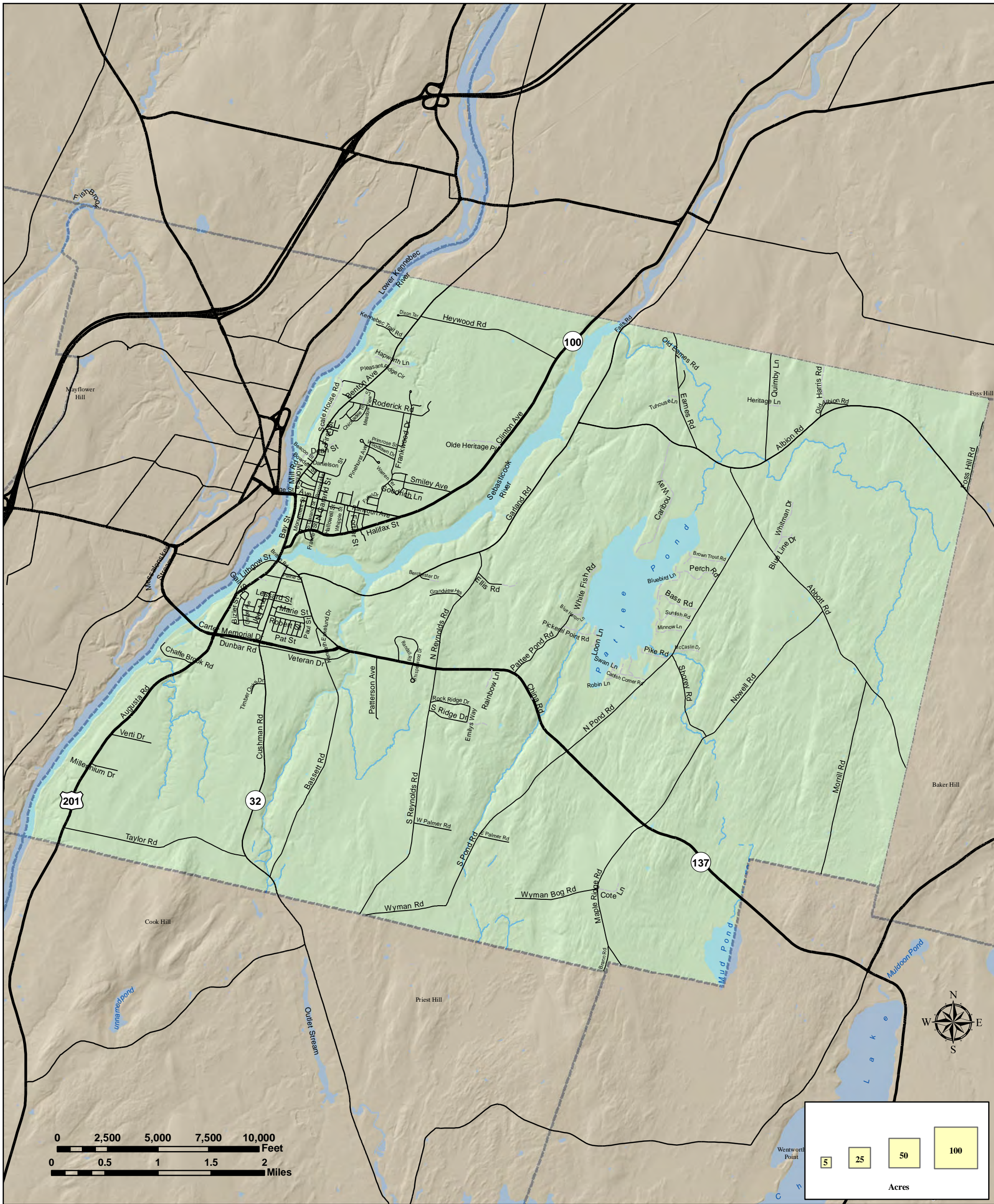
MOPM = Maine Governor's Office of Policy and Management

RSU = Regional School Unit

SBDC = Small Business Development Council

SLZ = Shoreland Zone

TIF = Tax Increment Financing



Town of Winslow
Kennebec County, Maine
Basic Planning Map
2022 Comprehensive Plan

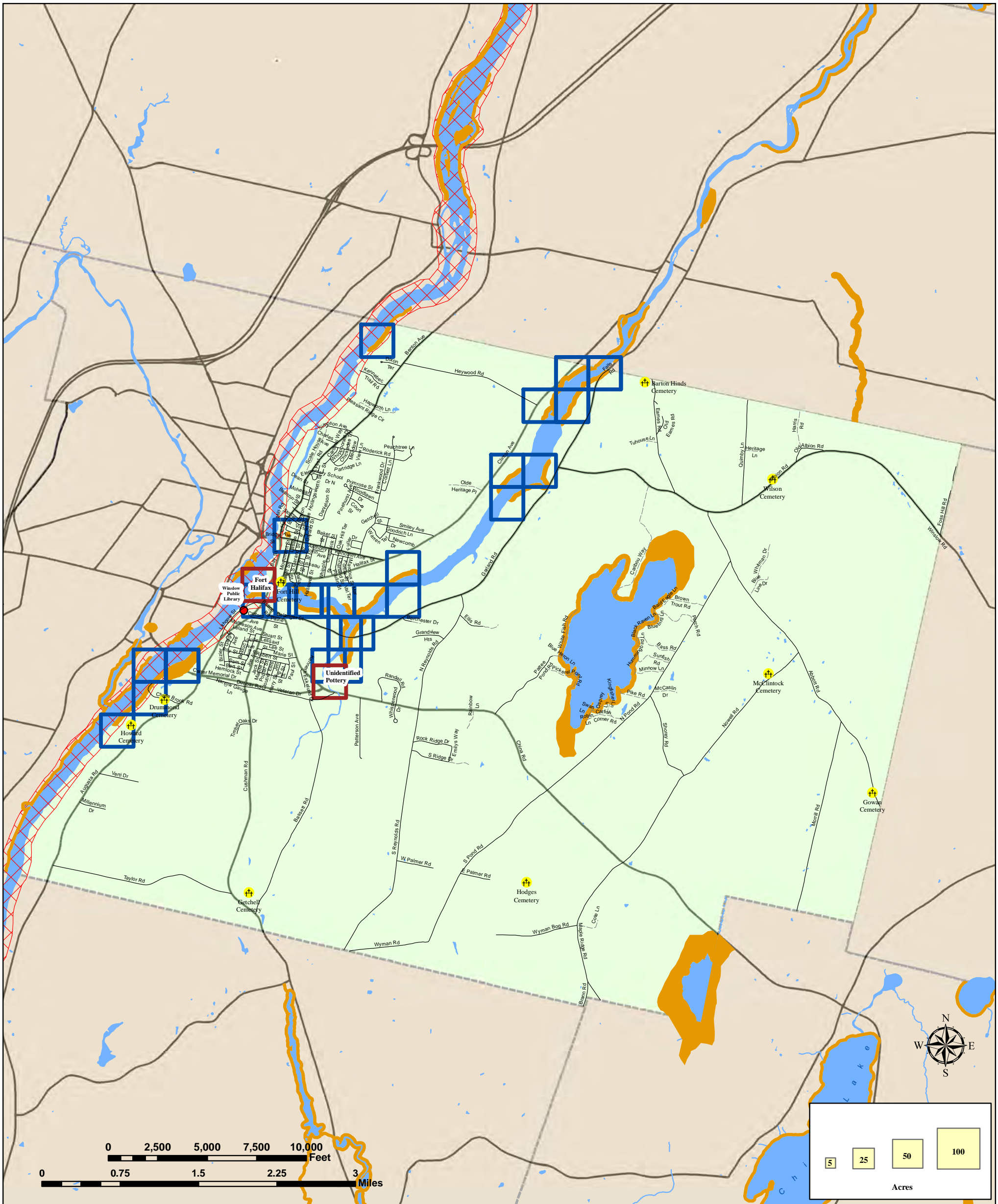
Map Legend

Roads

- State Highway
- State Aid
- Local
- Private
- Lakes, Ponds & Rivers
- Streams



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 Data Sources: Maine Office of GIS, Maine DOT Created 06-2021 by JG

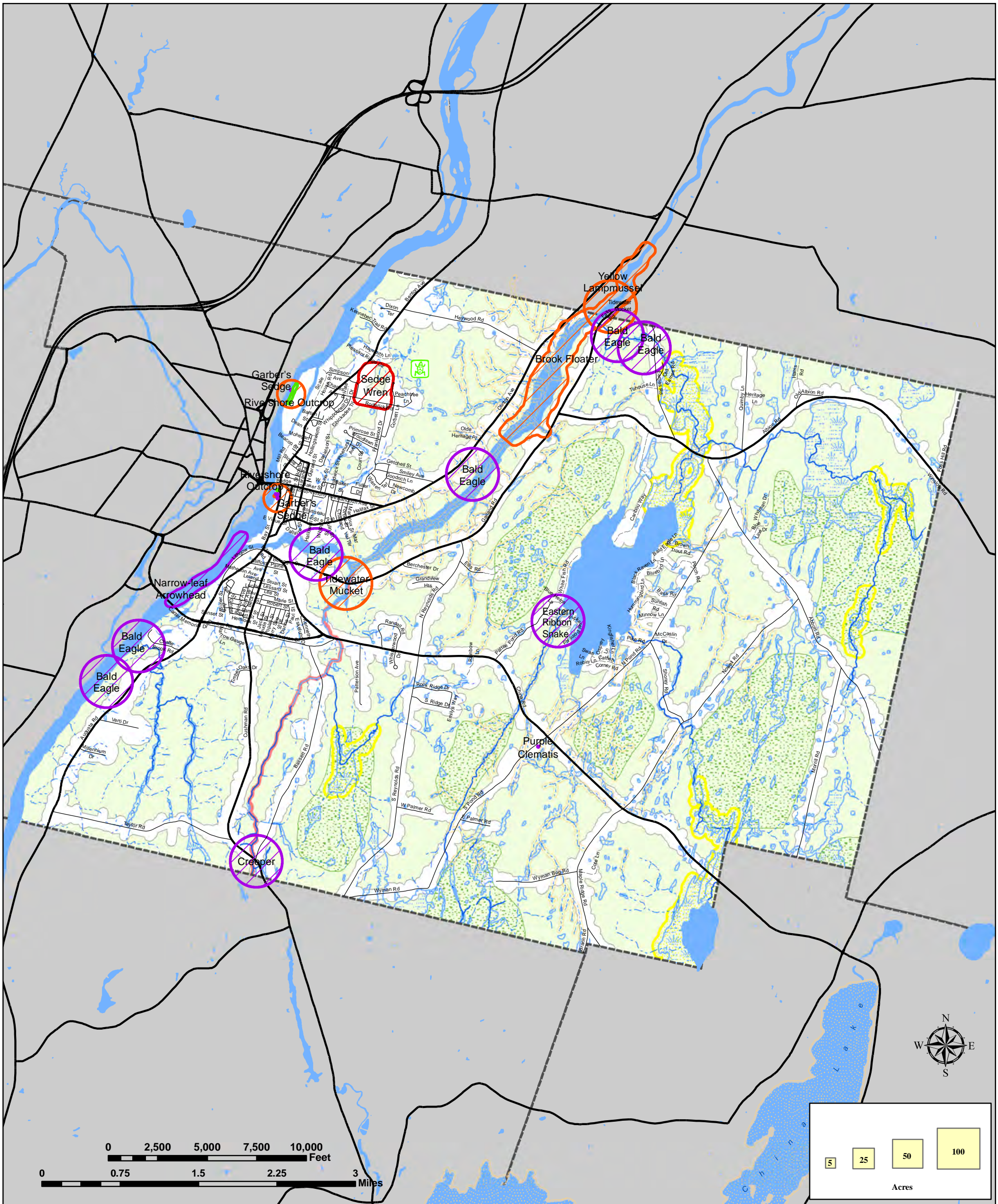


Town of Winslow
Kennebec County, Maine
Historic and Archeological Resources Map
2020 Comprehensive Plan

Map Legend	
— Local	⛦ Cemeteries
- - - Private	▭ Known Historic Archaeological Sites
🌊 Lakes, Ponds & Rivers	▭ Known Prehistoric Archaeological Sites
🌊 Streams	🟠 Areas sensitive for Prehistoric Archaeology
▨ Historic District (Arnold Trail to Quebec)	● Eligible Historic Property



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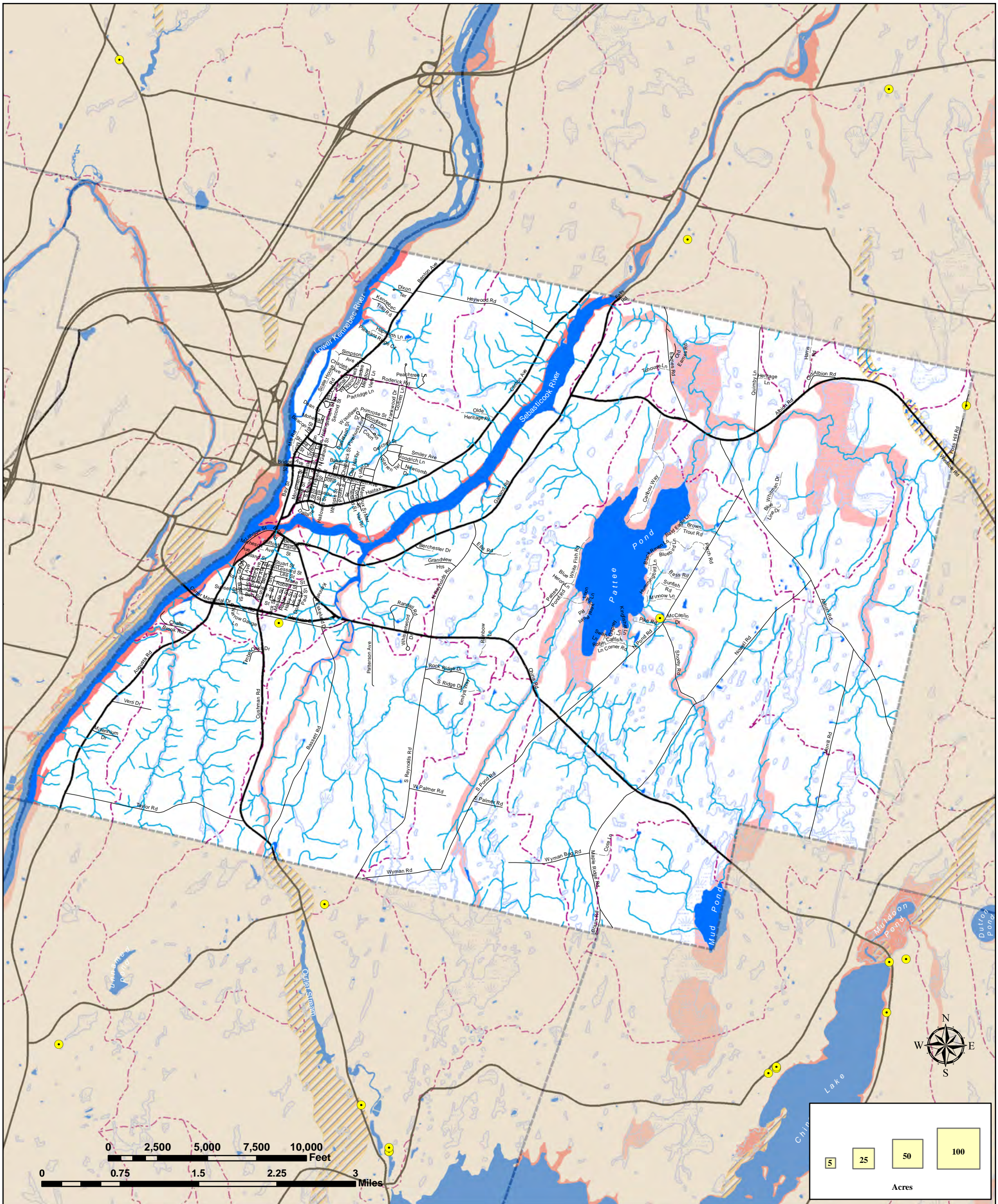
Town of Winslow
Kennebec County, Maine

Critical Natural Resources Map
2021 Comprehensive Plan



Map Legend	
	Lakes, Ponds & Rivers
	Perennial Streams
	Intermittent Streams
	Significant Vernal Pools
	Brook Trout Habitat
	Wild Salmon Habitat
	Inland Wading Bird and Waterfowl Habitat
	Deer Wintering Area
Rare, Threatened or Endangered Plants & Animals	
	Natural Community
	Species of Special Concern
	Threatened Species
	Endangered Species
	Wetlands
	Undeveloped Blocks

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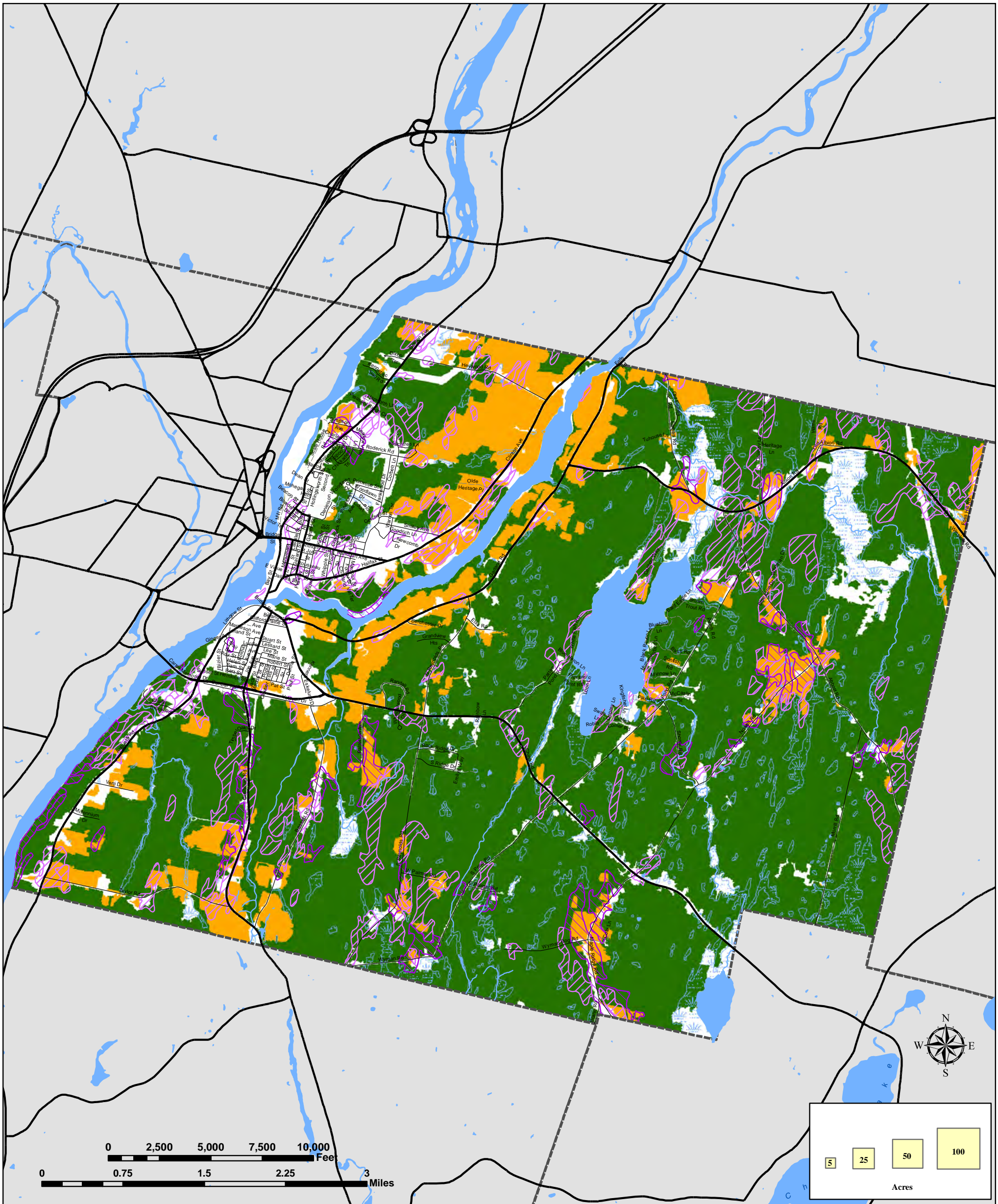


Town of Winslow
Kennebec County, Maine
Water Resources Map
2021 Comprehensive Plan

Map Legend	
	Lakes, Ponds & Rivers
	Class B Streams
	Public Water Supply Wells
	Wetlands
	Watersheds
	Aquifer w/Flow of 10-50 gpm
	100 year Flood with Base Flood Elevations
	100 year Flood with no Base Flood Elevation



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 Data Sources: Maine Office of GIS, Maine DOT Created 11-2018 by JG

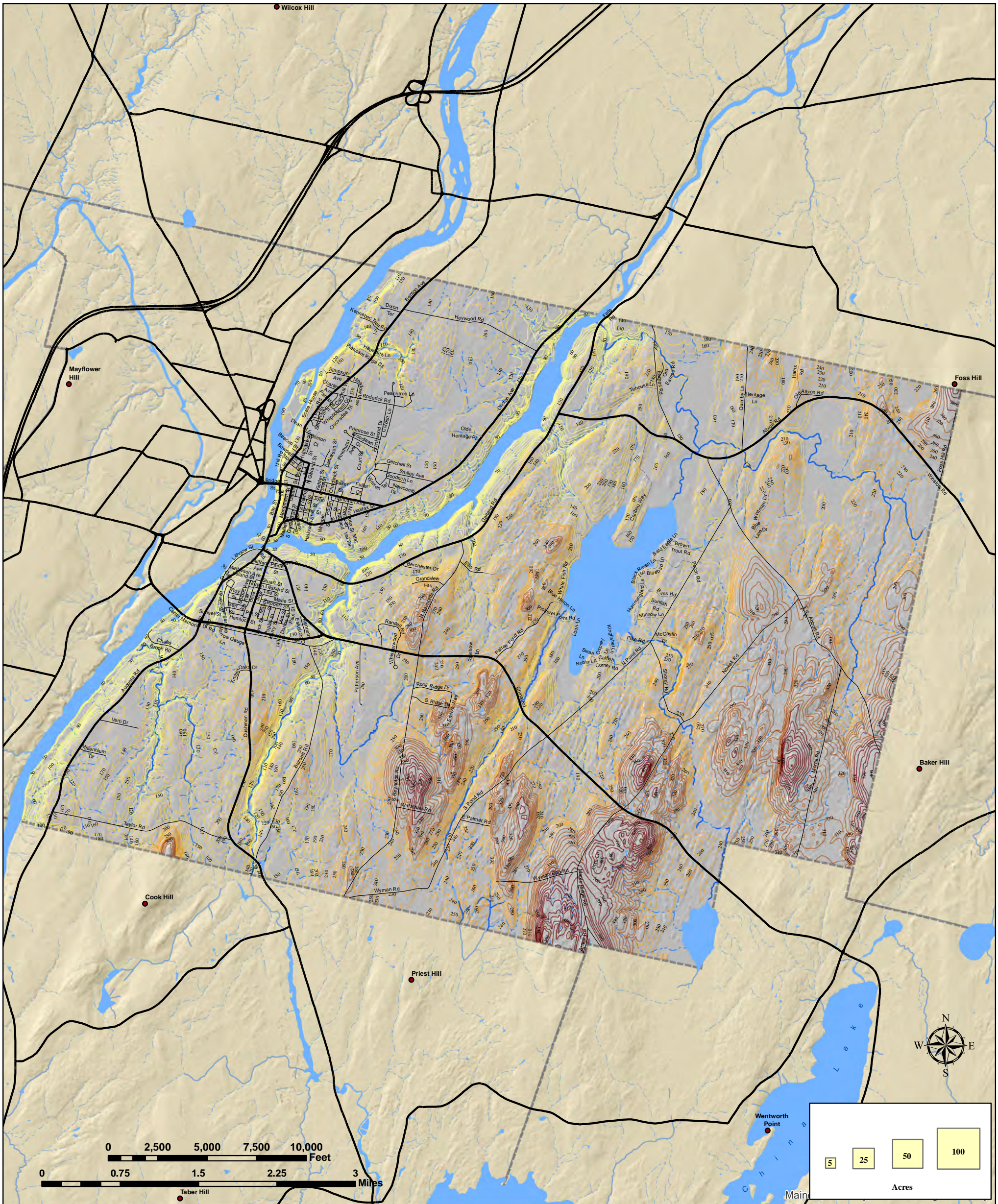


Town of Winslow
Kennebec County, Maine
Forest and Farmland Map
2021 Comprehensive Plan

Map Legend	
Roads	All areas are prime farmland
State aid	Farmland of statewide importance
State hwy	Cultivated Crops, Pasture, and Hay Land
Local	Forestland
Private	Open/Other Land
Ponds and Rivers	Wetlands
Streams	



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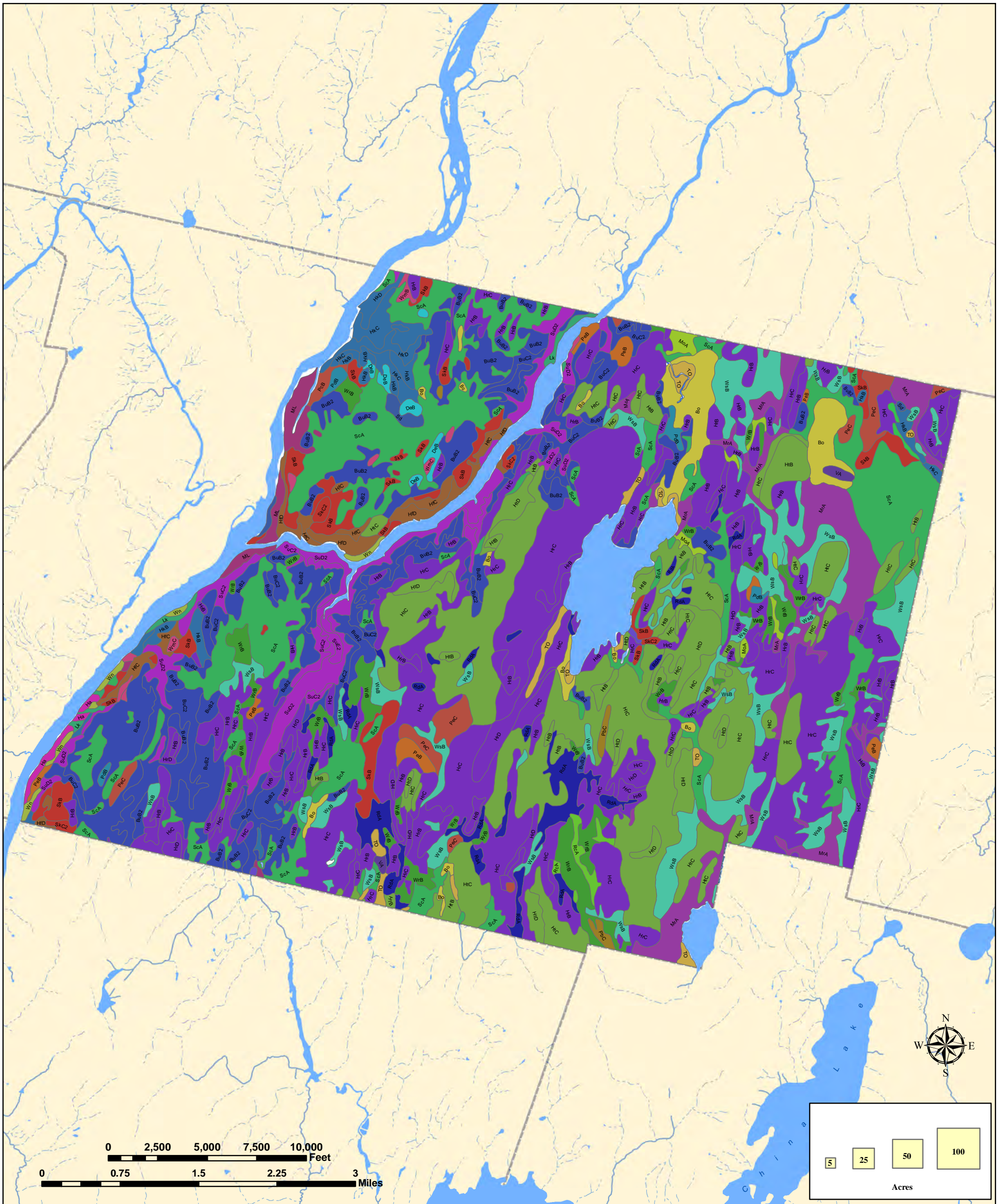


Town of Winslow
Kennebec County, Maine
Topography Map
2021 Comprehensive Plan



Map Legend	
	Lakes, Ponds & Rivers
	Perennial Streams
	Intermittent Streams
Winslow Contours FEET	
	30 - 120
	121 - 200
	201 - 270
	271 - 340
	341 - 450

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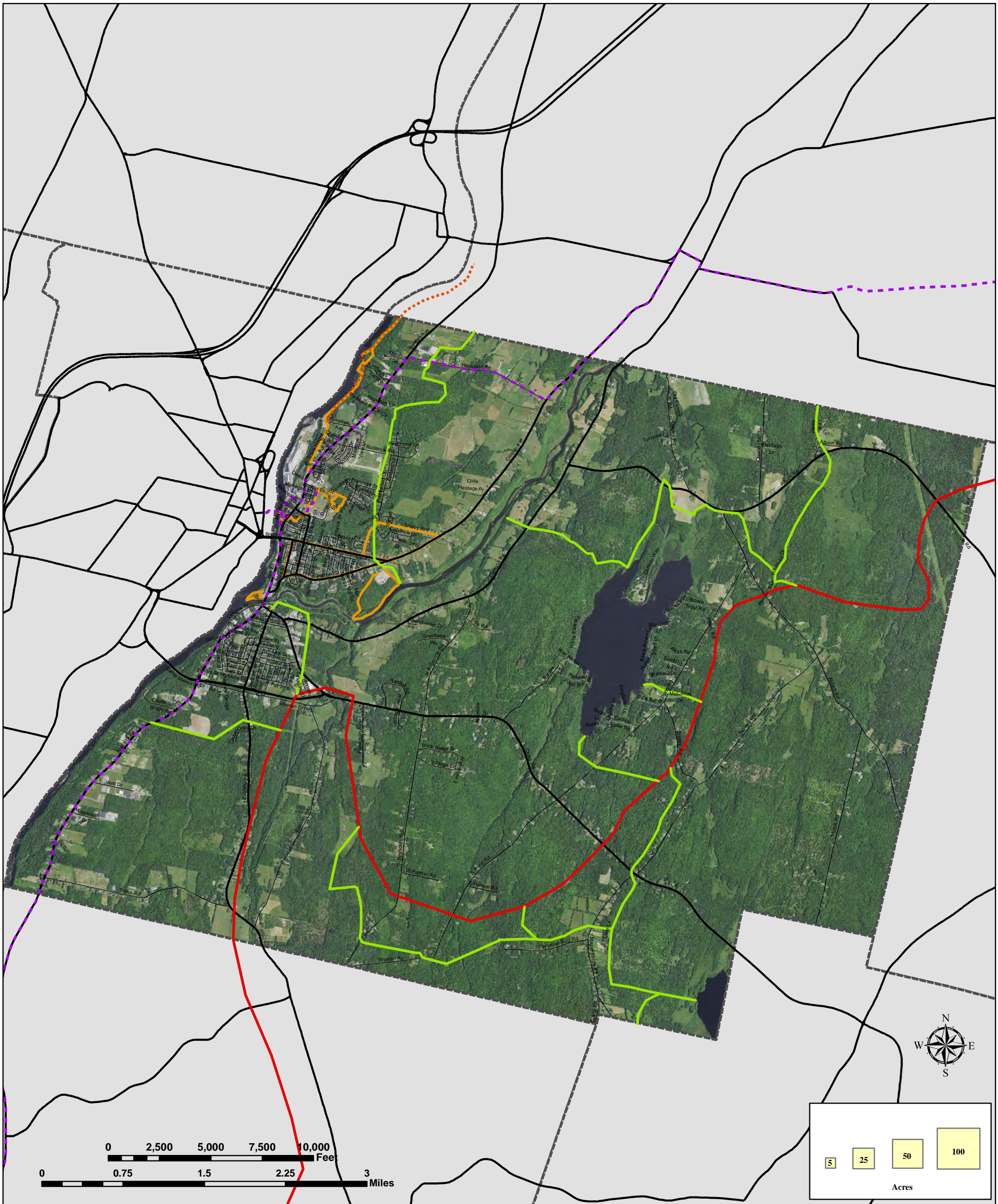


Town of Winslow
Kennebec County, Maine
Soils Map
2021 Comprehensive Plan

Map Legend		
Biddeford mucky peat	Limerick silt loam	Saco soils
Buxton silt loams	Made land	Scantic silt loam
Cut and Fill Land	Monarda silt loam	Scarboro mucky peat
Deerfield loamy fine sand	Monarda very stony silt loam	Scio very fine sandy loams
Gravel Pits	Paxton fine sandy loam	Suffield silt loams
Hadley silt loam	Paxton very stony fine sandy loams	Togus fibrous peat
Hartland very fine sandy loams	Paxton-Charlton fine sandy loams	Vassalboro fibrous peat
Hinckley gravelly sandy loams	Paxton-Charlton very stony fine sandy loams	Windsor loamy sands
Hollis fine sandy loams	Ridgebury fine sandy loam	Winooski silt loam
Hollis-Rock outcrop complexes	Ridgebury very stony fine sandy loam	Woodbridge fine sandy loams
		Woodbridge very stony fine sandy loams



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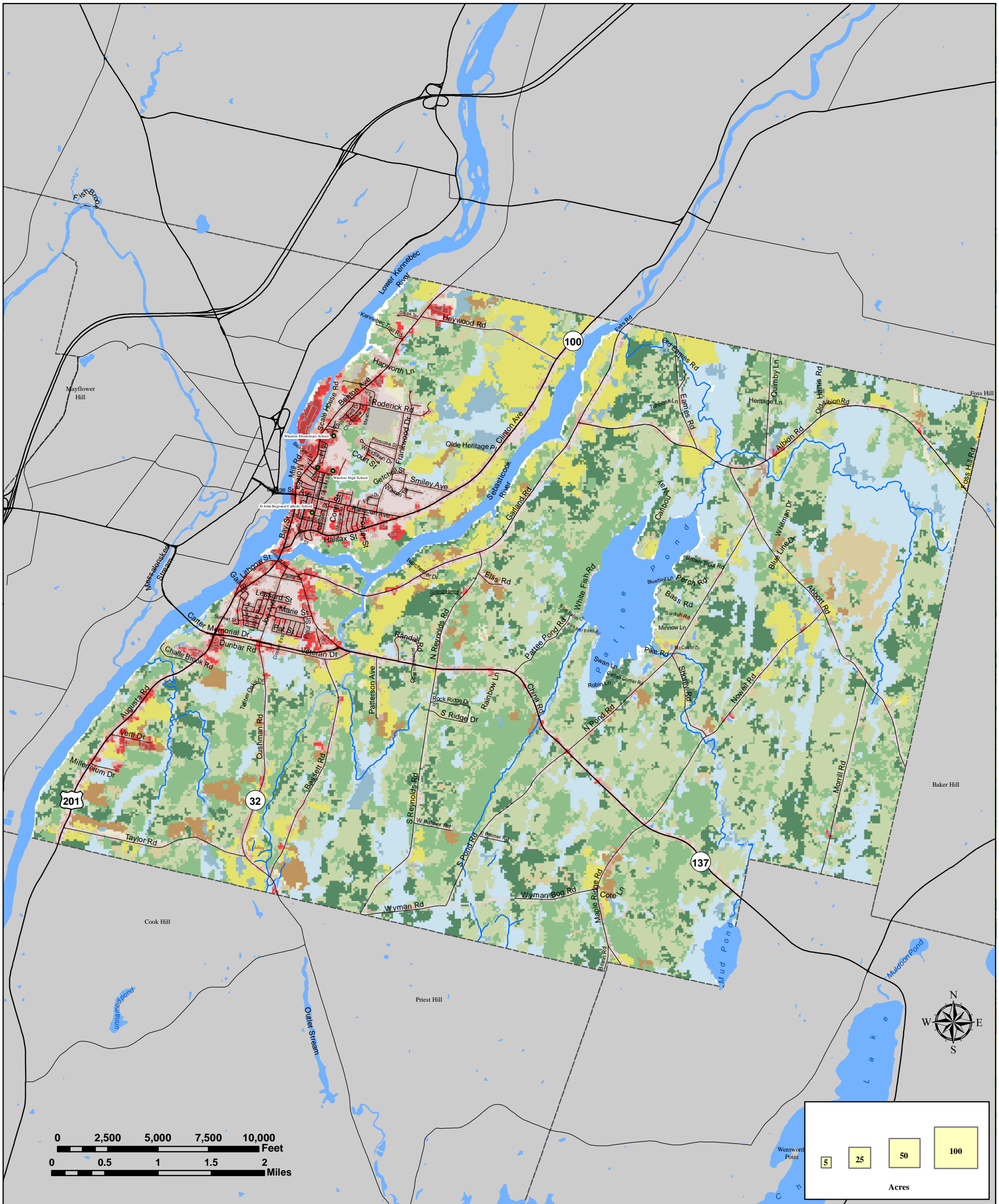
Town of Winslow
Kennebec County, Maine
Recreation Resources Map
2021 Comprehensive Plan

Map Legend

- | | |
|---------------------------------|---------------|
| ITS 85 Snowmobile Trail | Roads |
| Winslow Local Snowmobile Trails | State Highway |
| US Bicycle Route 1 | State Aid |
| Kennebec Valley Bikeway | Local |
| KM Trails | Private |

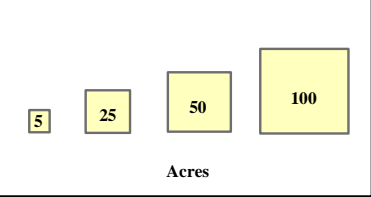


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 Data Sources: Maine Office of GIS, Maine DOT Created 11-2019 by JG



Town of Winslow
Kennebec County, Maine
Existing Land Use Map
2022 Comprehensive Plan

Map Legend	
Roads	Land Cover
— State Highway	Emergent Herbaceous Wetlands
— State Aid	Developed, Open Space
— Local	Woody Wetlands
— Private	Shrub/Scrub
— Lakes, Ponds & Rivers	Mixed Forest
— Streams	Herbaceous
	Hay/Pasture
	Evergreen Forest
	Developed, Medium Intensity
	Developed, Low Intensity
	Developed, High Intensity
	Deciduous Forest
	Cultivated Crops
	Barren Land













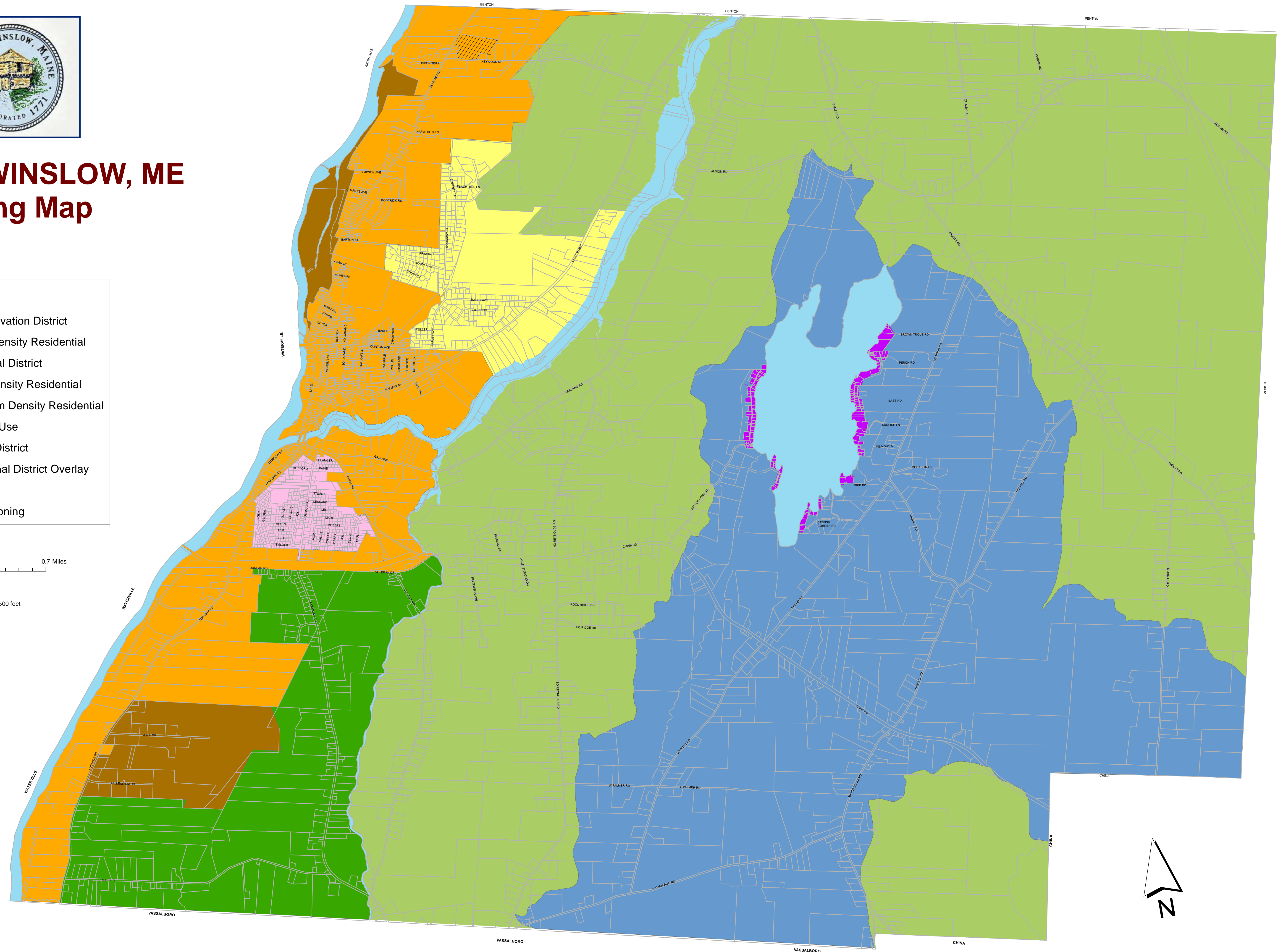
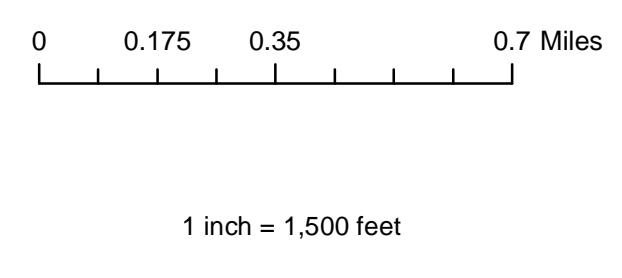
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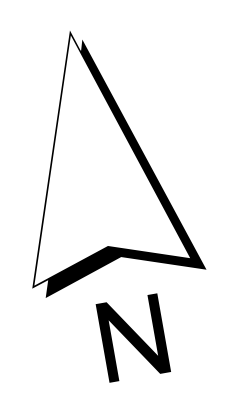
TOWN OF WINSLOW, ME Zoning Map

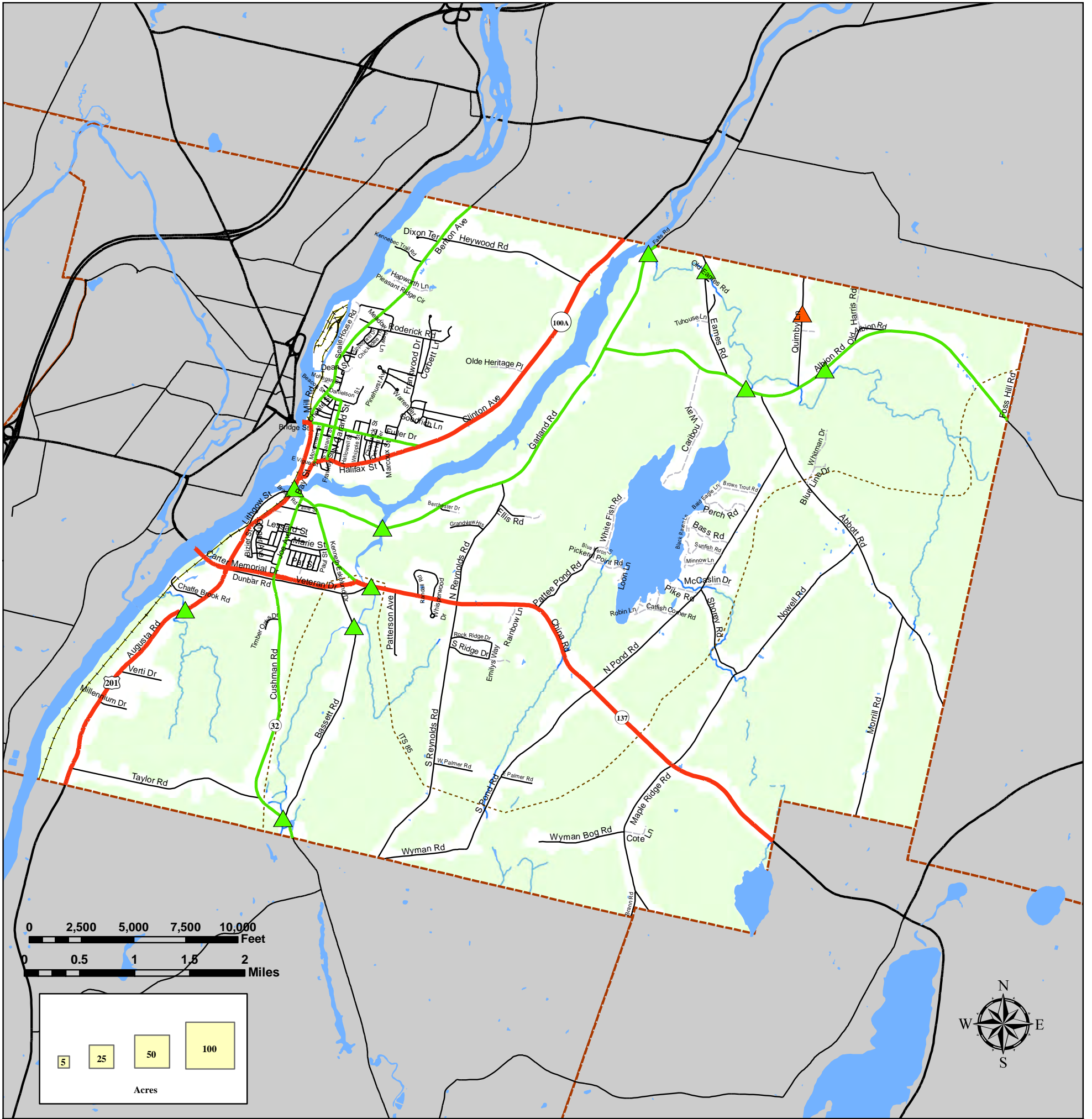
ZONE

	CD Conservation District
	HR High Density Residential
	ID Industrial District
	LR Low Density Residential
	MR Medium Density Residential
	MU Mixed Use
	RD Rural District
	SD Seasonal District Overlay
	Water
	Contract Zoning



Adopted April 10, 2017
 Ordinance Amendments:
 No. 03-2017
 No. 12-2017
 No. 01-2018
 No. 03-2018
 No. 04-2019
 No. 05-2019
 No. 14-2019



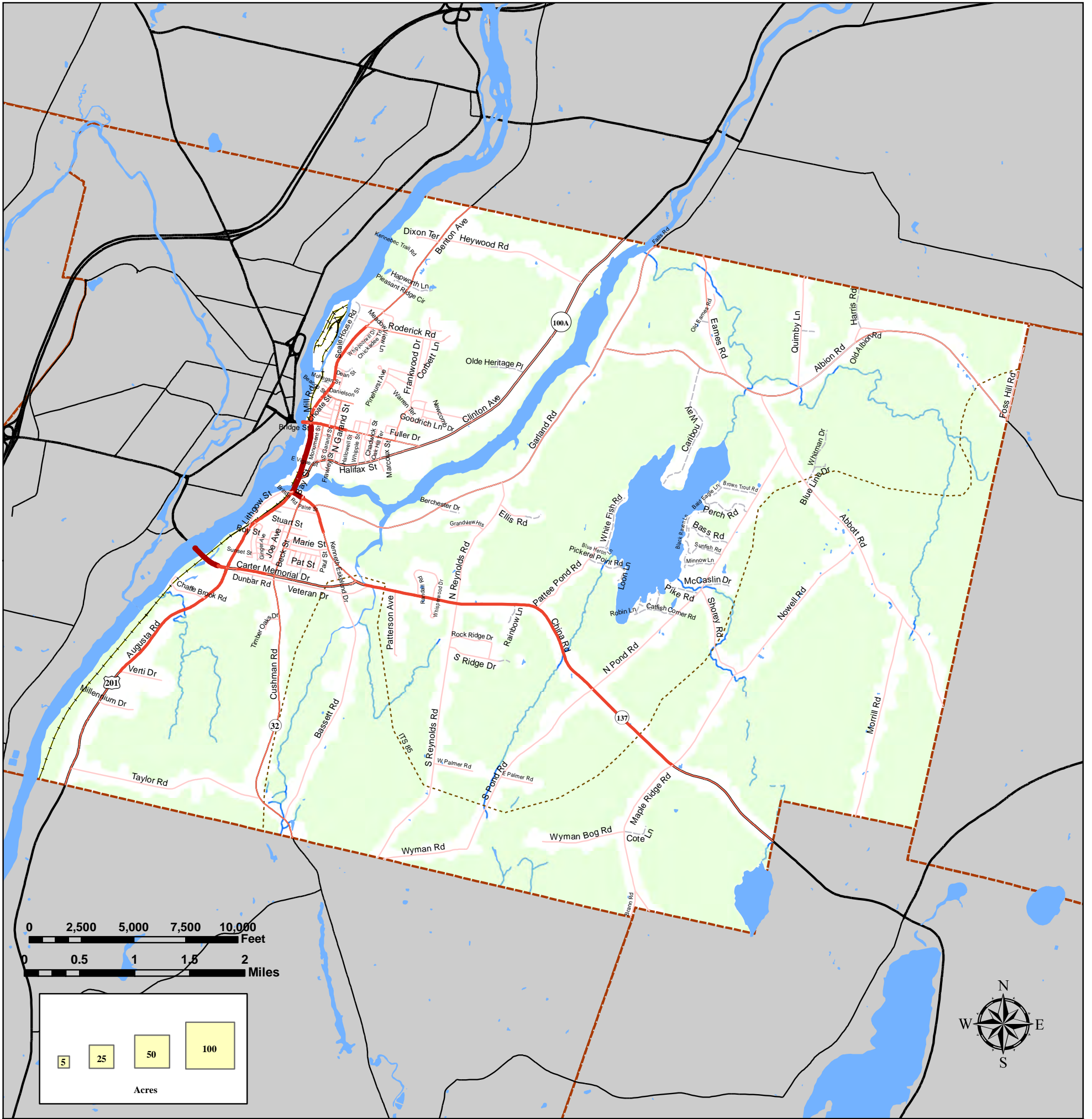


Town of Winslow
Kennebec County, Maine
General Map

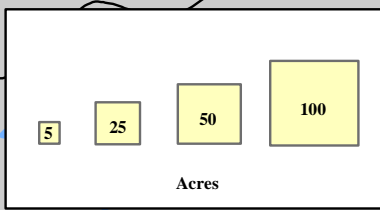


Map Legend	
Winslow Roads	Bridges
Jurisdiction	Maintainer
State hwy	DOT
State aid	Town
Local Roads	Lakes, Ponds & Rivers
Private Roads	Perennial Streams

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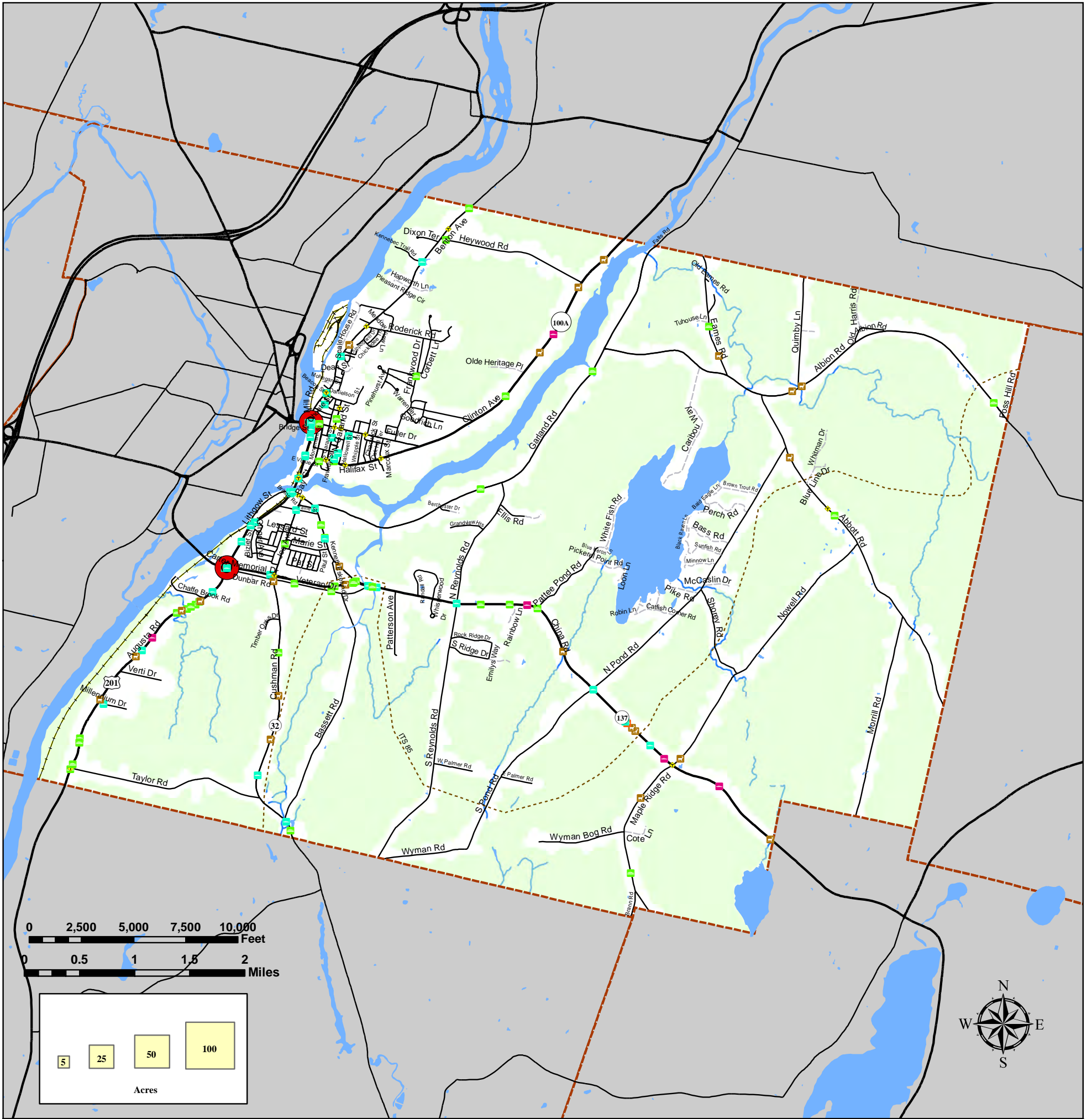
Town of Winslow
Kennebec County, Maine
General Map



Map Legend	
Annual Average Daily Traffic	Private Roads
0 - 1000	Lakes, Ponds & Rivers
1001 - 3000	Perennial Streams
3001 - 5500	
5501 - 9000	
9001 - 16604	



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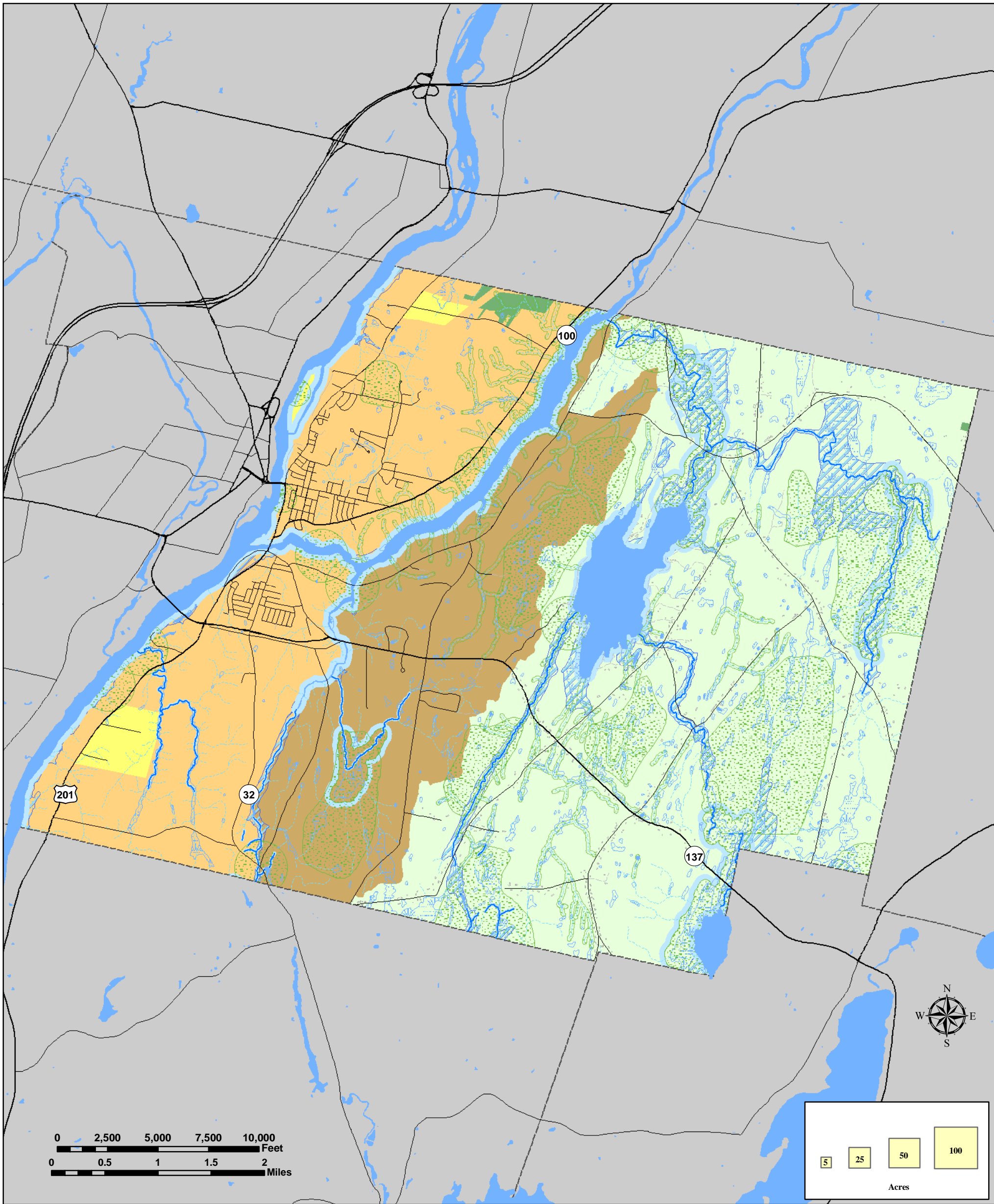


Town of Winslow
Kennebec County, Maine
2021 Comprehensive Plan
Transportation Map



Map Legend	
Crashes By Type	— State hwy
Rear End / Sideswipe	— State aid
Went Off Road	— Local Roads
Intersection Movement	— Private Roads
Deer	Lakes, Ponds & Rivers
Head-on / Sideswipe	Perennial Streams
Rollover	
Other	
High Crash Location	

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 Data Sources: Maine Office of GIS, Maine DOT Created 06-2019 by JG



Town of Winslow
Kennebec County, Maine
Future Land Use Map
2022 Comprehensive Plan

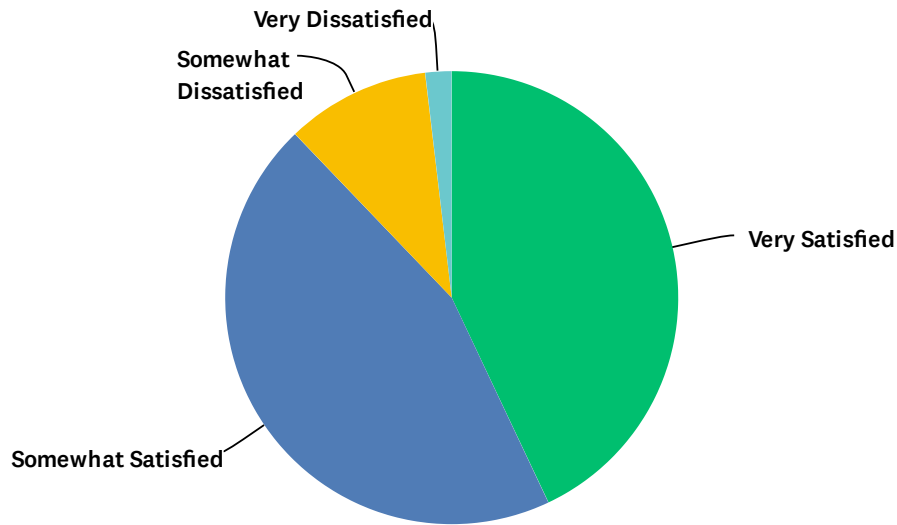
Map Legend	
Roads	DEVELOPMENT CONSTRAINTS FUTURE LAND USE AREAS
— State Highway	Critical Natural Areas
— State Aid	Shoreland Zone*
— Local	Conserved lands
— Private	Flood Zones
Perennial Streams	Lakes, Ponds & Rivers
Intermittent Streams	Wetlands
	Growth Area
	Industrial Area
	Rural Area
	Conservation Area

* NOT TO BE USED AS OFFICIAL SHORELAND ZONING MAP
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Q1 How satisfied are you about living in Winslow?

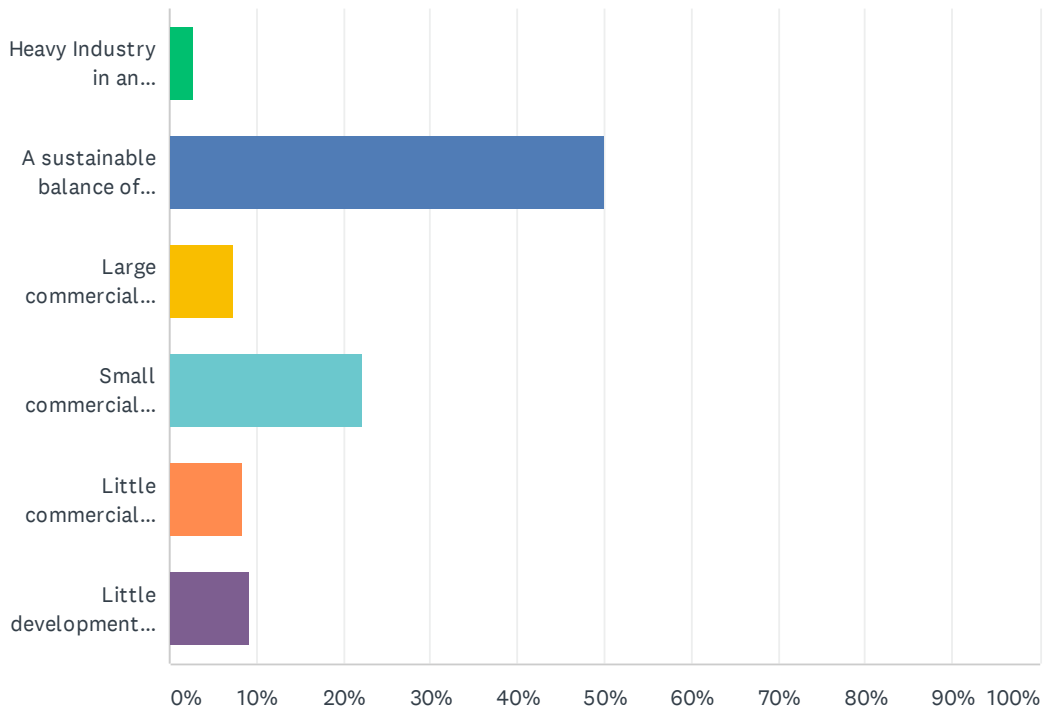
Answered: 107 Skipped: 1



ANSWER CHOICES	RESPONSES	
Very Satisfied	42.99%	46
Somewhat Satisfied	44.86%	48
Somewhat Dissatisfied	10.28%	11
Very Dissatisfied	1.87%	2
TOTAL		107

Q2 If you had to choose a future vision for your community, which of the following would it be? (Please select one answer)

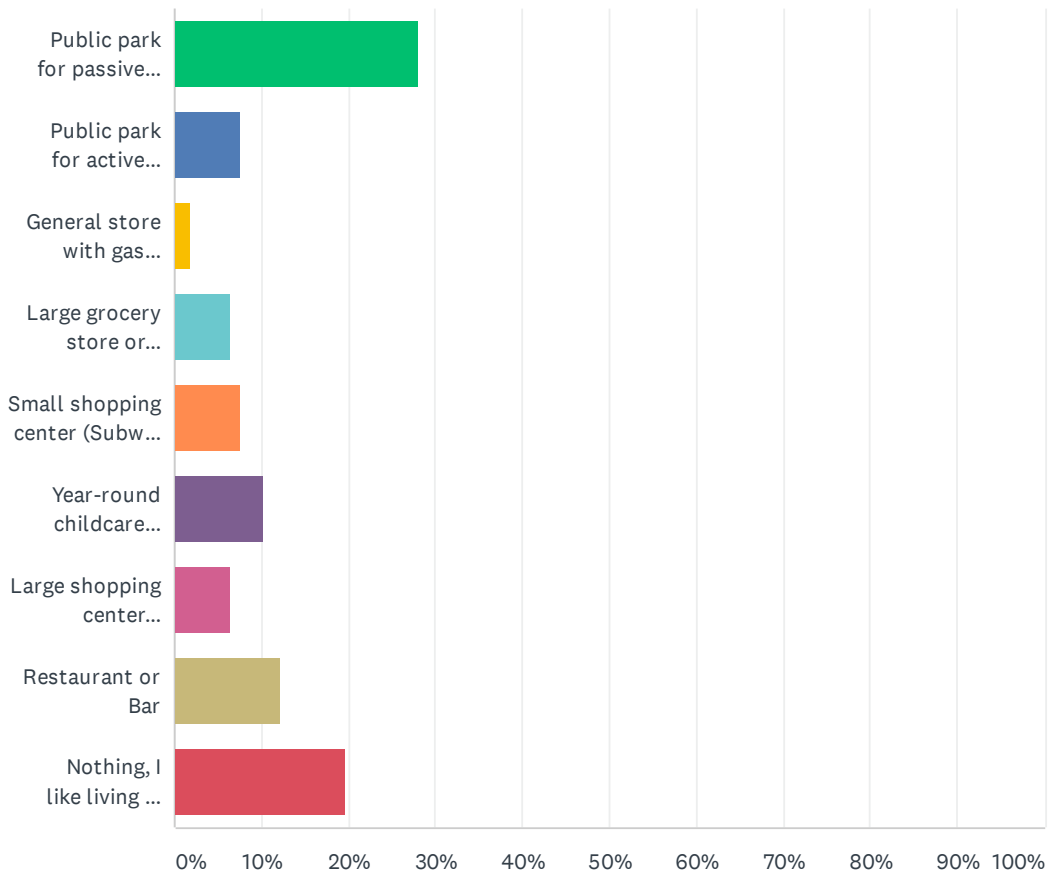
Answered: 108 Skipped: 0



ANSWER CHOICES	RESPONSES	
Heavy Industry in an Industrial Park	2.78%	3
A sustainable balance of economic development and environmental conservation	50.00%	54
Large commercial businesses in a few strip centers	7.41%	8
Small commercial businesses spread throughout the town	22.22%	24
Little commercial development, maintain and increase residential development	8.33%	9
Little development period, preserve remaining tracts of undeveloped land	9.26%	10
TOTAL		108

Q3 What do you wish was within a 10 minute drive from your house? (Please select one answer)

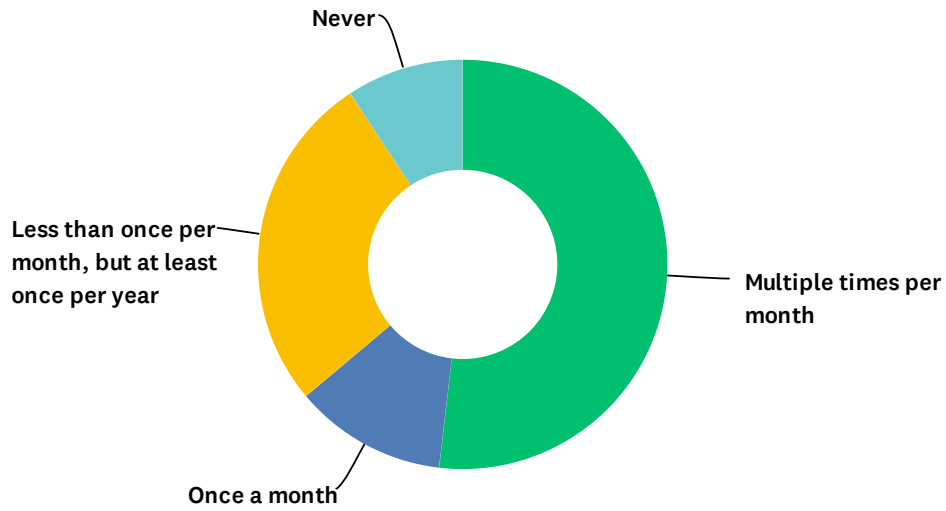
Answered: 107 Skipped: 1



ANSWER CHOICES	RESPONSES	
Public park for passive recreation (walking trails, woods, etc.)	28.04%	30
Public park for active recreation (playground, soccer fields, etc.)	7.48%	8
General store with gas station	1.87%	2
Large grocery store or wholesale club	6.54%	7
Small shopping center (Subway, hair salon, etc.)	7.48%	8
Year-round childcare options	10.28%	11
Large shopping center (Walmart, Petco, Tractor Supply etc.)	6.54%	7
Restaurant or Bar	12.15%	13
Nothing, I like living far away from amenities	19.63%	21
TOTAL		107

Q4 How often do you enjoy recreational activities, such as fishing, swimming, snowmobiling, hiking, or biking? (Please select one answer)

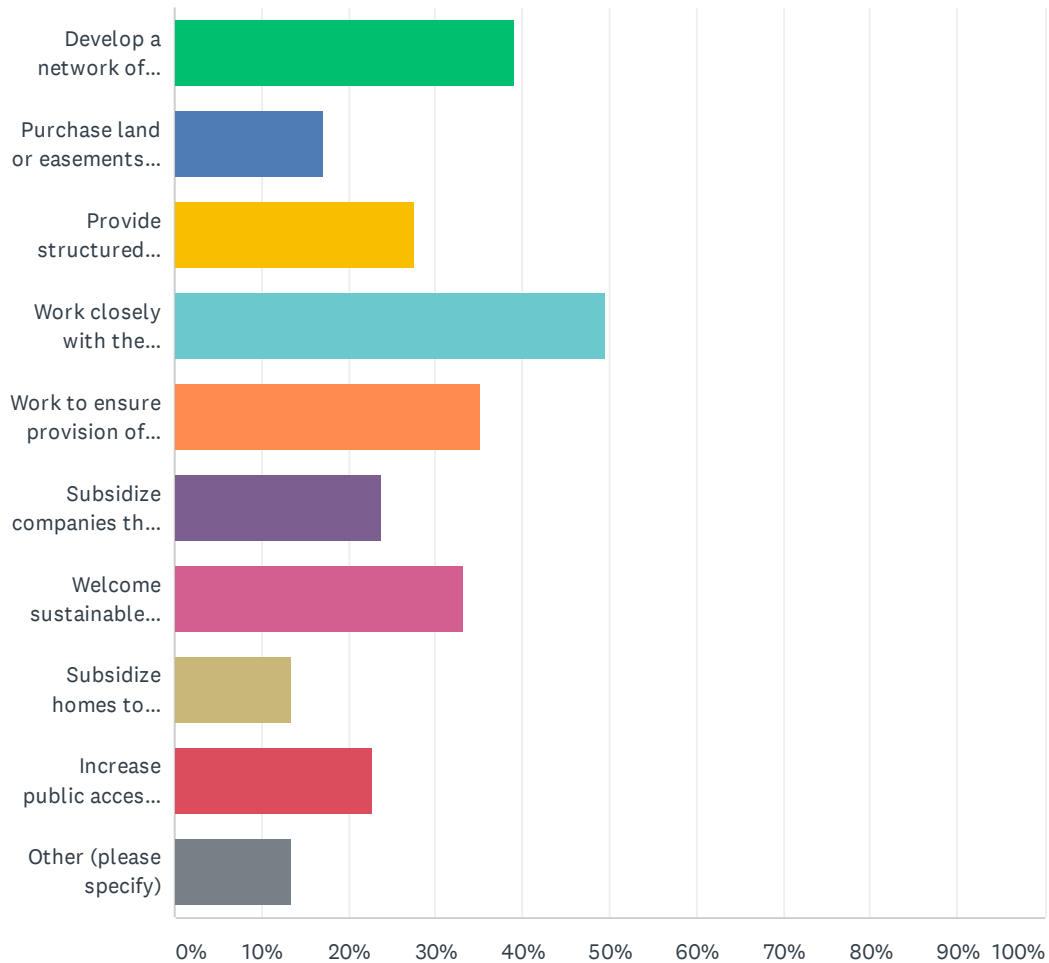
Answered: 108 Skipped: 0



ANSWER CHOICES	RESPONSES	
Multiple times per month	51.85%	56
Once a month	12.04%	13
Less than once per month, but at least once per year	26.85%	29
Never	9.26%	10
TOTAL		108

Q5 Aside from essential police, fire and code services, please select any of the services or programs below for which you would like to see developed (or increased) in Winslow:

Answered: 105 Skipped: 3

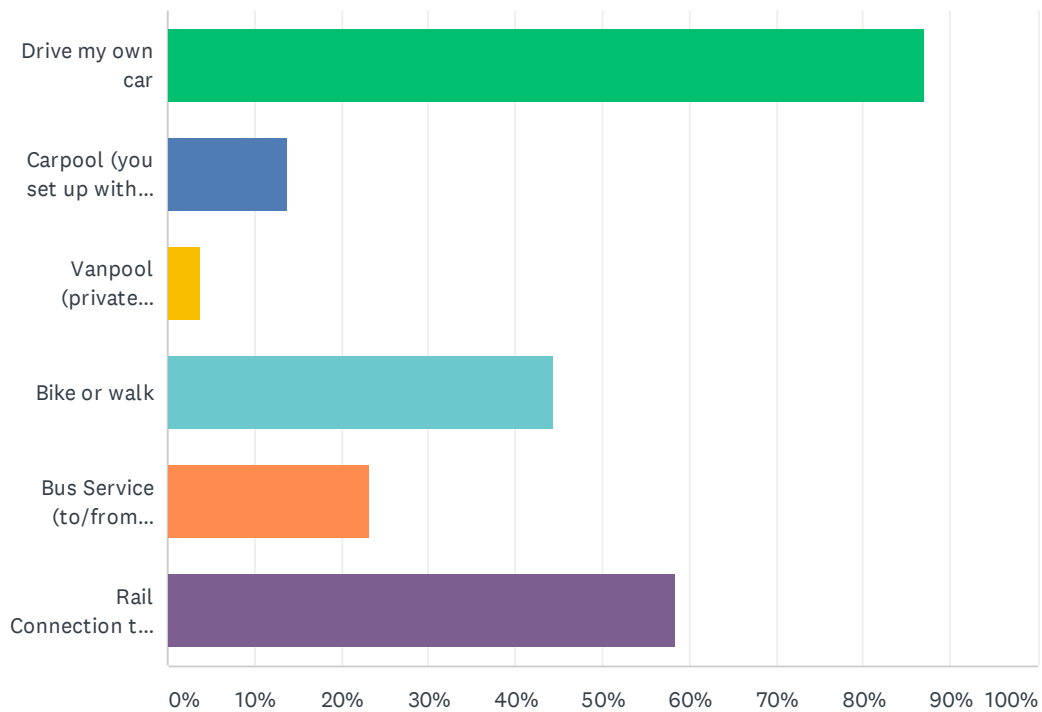


Winslow 2020 Comprehensive Plan Survey

ANSWER CHOICES	RESPONSES	
Develop a network of pedestrian and bicycle trails around town	39.05%	41
Purchase land or easements for permanent conservation	17.14%	18
Provide structured activities for youth, such as a skatepark	27.62%	29
Work closely with the Schools to improve education	49.52%	52
Work to ensure provision of high speed reliable Internet Service	35.24%	37
Subsidize companies that open businesses in town	23.81%	25
Welcome sustainable energy development in town	33.33%	35
Subsidize homes to provide more affordable housing	13.33%	14
Increase public access to water (boat ramps, riverside parking, docks, etc)	22.86%	24
Other (please specify)	13.33%	14
Total Respondents: 105		

Q6 Which of the following transportation options would you consider using? (Select all that apply)

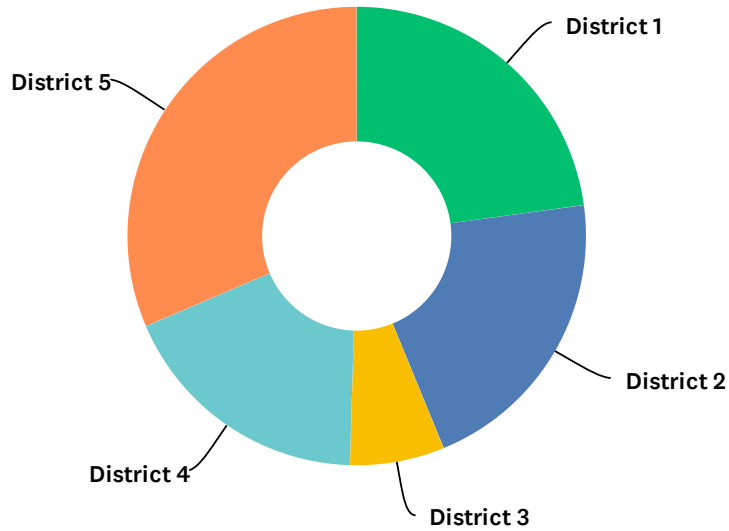
Answered: 108 Skipped: 0



ANSWER CHOICES	RESPONSES	
Drive my own car	87.04%	94
Carpool (you set up with some friends)	13.89%	15
Vanpool (private company provides and organizes the van)	3.70%	4
Bike or walk	44.44%	48
Bus Service (to/from regional hubs like L/A and Augusta)	23.15%	25
Rail Connection to Augusta and southwards	58.33%	63
Total Respondents: 108		

Q7 Using the map linked below, please identify which voting district you live in? Winslow Voting Districts

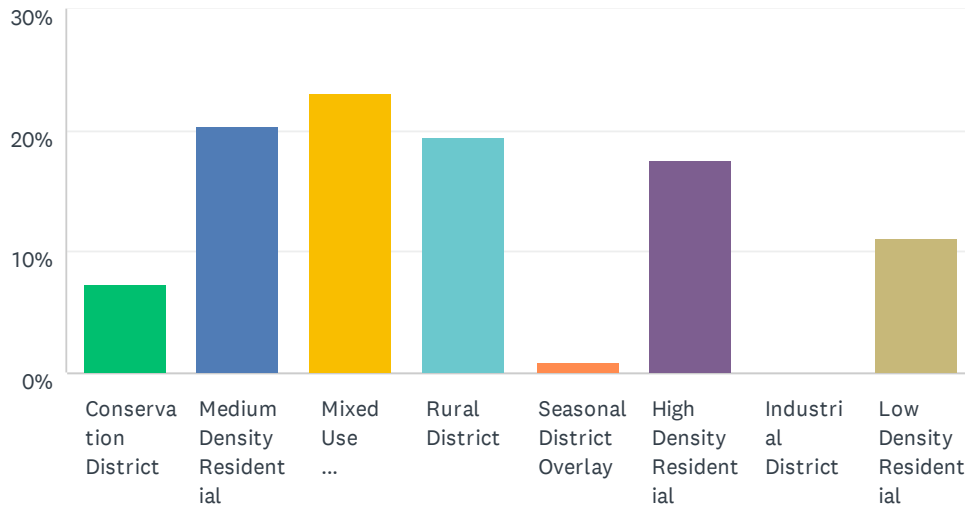
Answered: 105 Skipped: 3



ANSWER CHOICES	RESPONSES	
District 1	22.86%	24
District 2	20.95%	22
District 3	6.67%	7
District 4	18.10%	19
District 5	31.43%	33
TOTAL		105

Q8 Using the map linked below, please identify which zoning district you live in? Winslow Zoning Districts

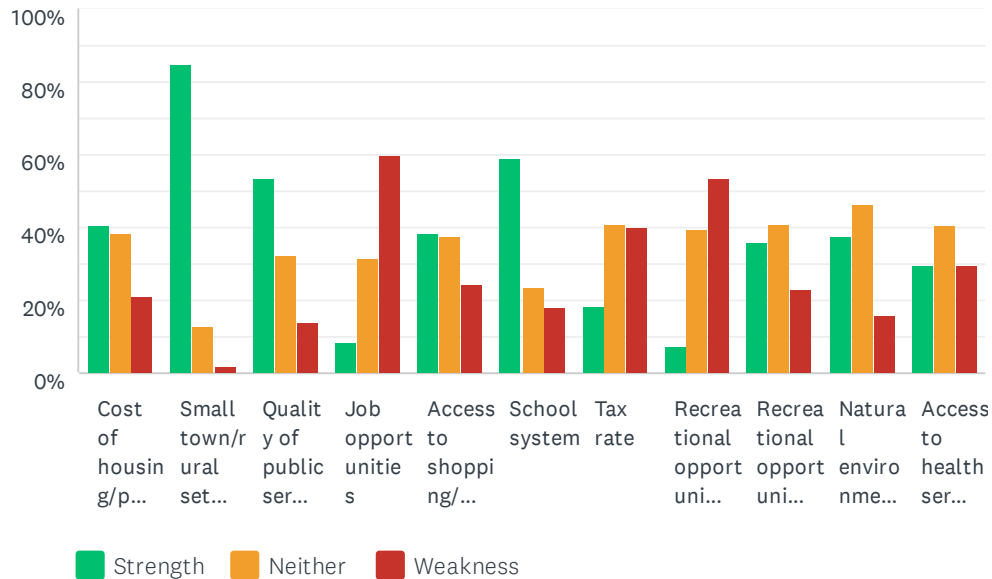
Answered: 108 Skipped: 0



ANSWER CHOICES	RESPONSES	
Conservation District	7.41%	8
Medium Density Residential	20.37%	22
Mixed Use	23.15%	25
Rural District	19.44%	21
Seasonal District Overlay	0.93%	1
High Density Residential	17.59%	19
Industrial District	0.00%	0
Low Density Residential	11.11%	12
TOTAL		108

Q9 Here in Town, our comprehensive planning process is all about building on our strengths and dealing with our weaknesses. Listed below are some of the features of the town. Please tell us whether you think they are strengths or weaknesses.

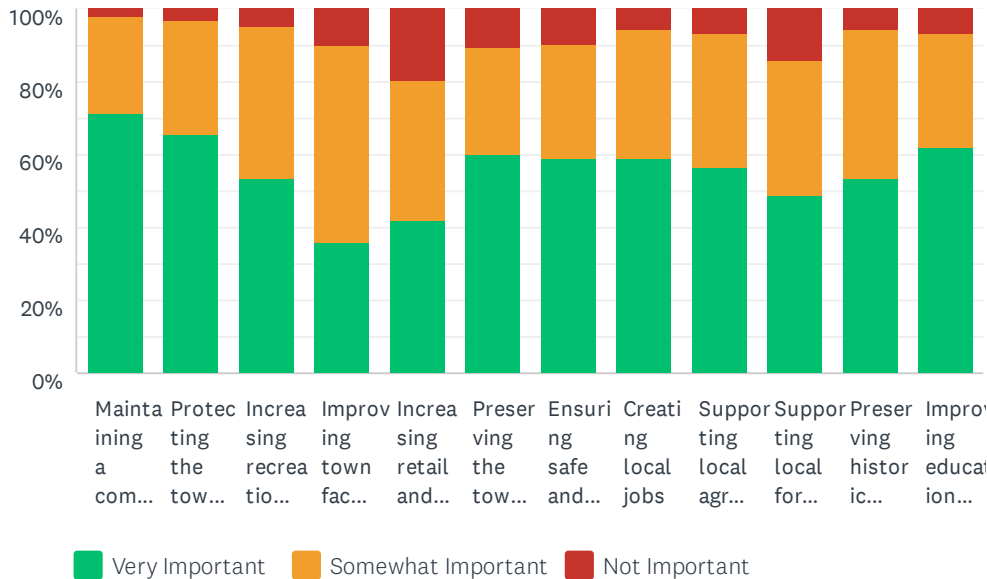
Answered: 108 Skipped: 0



	STRENGTH	NEITHER	WEAKNESS	TOTAL	WEIGHTED AVERAGE
Cost of housing/property	40.57% 43	38.68% 41	20.75% 22	106	1.80
Small town/rural setting	85.05% 91	13.08% 14	1.87% 2	107	1.17
Quality of public services	53.27% 57	32.71% 35	14.02% 15	107	1.61
Job opportunities	8.33% 9	31.48% 34	60.19% 65	108	2.52
Access to shopping/services	38.32% 41	37.38% 40	24.30% 26	107	1.86
School system	58.88% 63	23.36% 25	17.76% 19	107	1.59
Tax rate	18.69% 20	41.12% 44	40.19% 43	107	2.21
Recreational opportunities (for seniors)	7.48% 8	39.25% 42	53.27% 57	107	2.46
Recreational opportunities (for children)	36.19% 38	40.95% 43	22.86% 24	105	1.87
Natural environment / resources	37.38% 40	46.73% 50	15.89% 17	107	1.79
Access to health services	29.63% 32	40.74% 44	29.63% 32	108	2.00

Q10 Our comprehensive plan must consider many diverse issues. In Town, some will be more important than others, and we will concentrate on those. Listed below are some of these issues. Please tell us how you feel about them (If no opinion, leave blank.)

Answered: 108 Skipped: 0

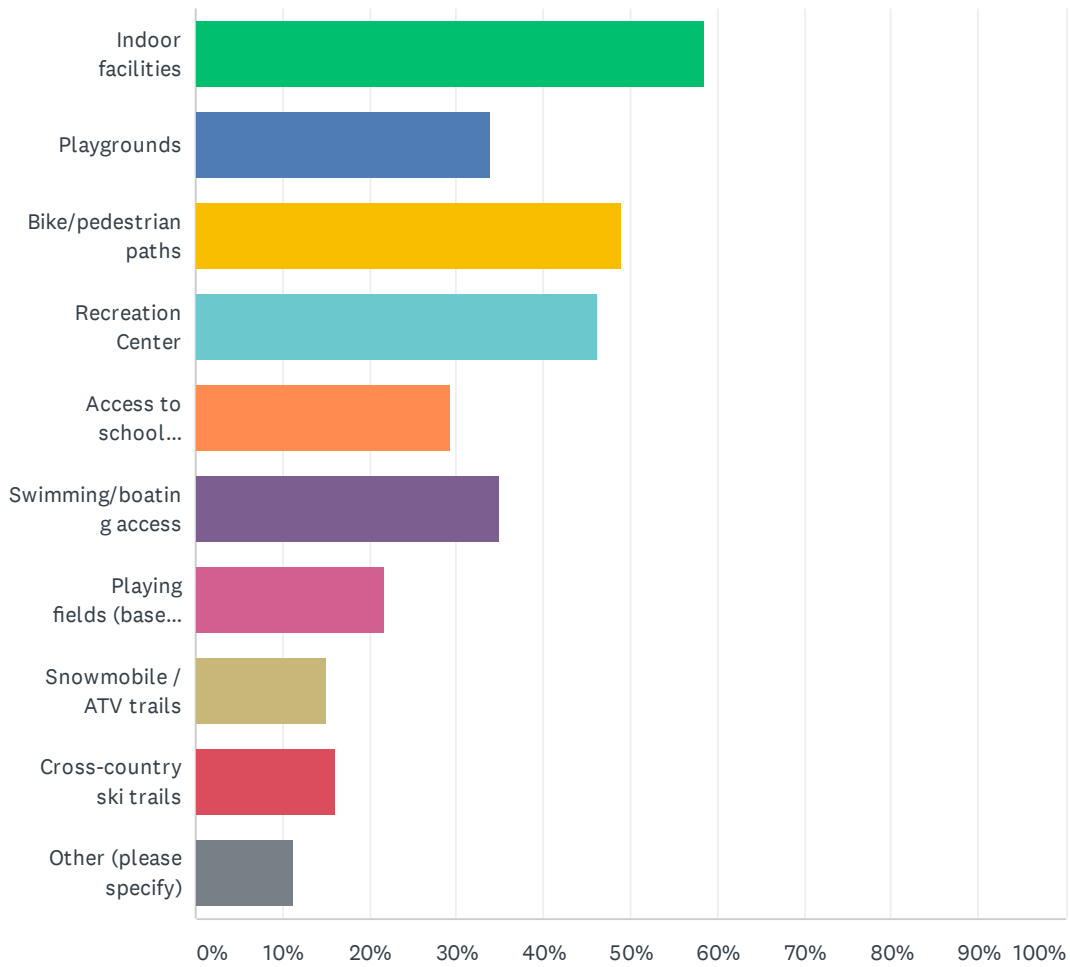


Winslow 2020 Comprehensive Plan Survey

	VERY IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT	TOTAL	WEIGHTED AVERAGE
Maintaining a competitive tax rate	71.30% 77	26.85% 29	1.85% 2	108	1.31
Protecting the town's natural resources	65.74% 71	31.48% 34	2.78% 3	108	1.37
Increasing recreational opportunity for all ages	53.70% 58	41.67% 45	4.63% 5	108	1.51
Improving town facilities	36.11% 39	53.70% 58	10.19% 11	108	1.74
Increasing retail and service businesses	42.06% 45	38.32% 41	19.63% 21	107	1.78
Preserving the town's rural character	59.81% 64	29.91% 32	10.28% 11	107	1.50
Ensuring safe and affordable housing	58.88% 63	31.78% 34	9.35% 10	107	1.50
Creating local jobs	58.88% 63	35.51% 38	5.61% 6	107	1.47
Supporting local agriculture	56.60% 60	36.79% 39	6.60% 7	106	1.50
Supporting local forestry	49.06% 52	36.79% 39	14.15% 15	106	1.65
Preserving historic sites and buildings	53.27% 57	41.12% 44	5.61% 6	107	1.52
Improving educational opportunities	62.04% 67	31.48% 34	6.48% 7	108	1.44

Q11 Which of the following recreational facilities do you think we should develop and/or improve? (Select all that apply.)

Answered: 106 Skipped: 2

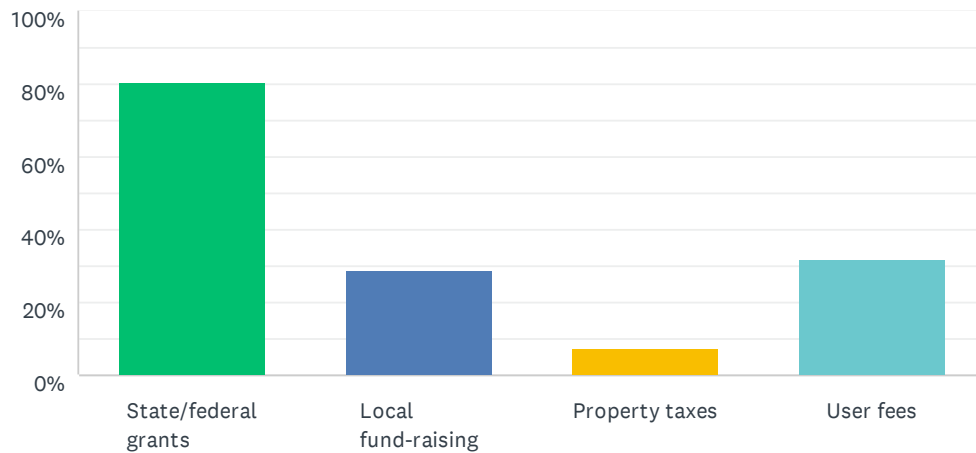


Winslow 2020 Comprehensive Plan Survey

ANSWER CHOICES	RESPONSES	
Indoor facilities	58.49%	62
Playgrounds	33.96%	36
Bike/pedestrian paths	49.06%	52
Recreation Center	46.23%	49
Access to school facilities	29.25%	31
Swimming/boating access	34.91%	37
Playing fields (baseball, soccer)	21.70%	23
Snowmobile / ATV trails	15.09%	16
Cross-country ski trails	16.04%	17
Other (please specify)	11.32%	12
Total Respondents: 106		

Q12 What do you think is the best way to pay for the improvements in Question 11? (Please select one answer)

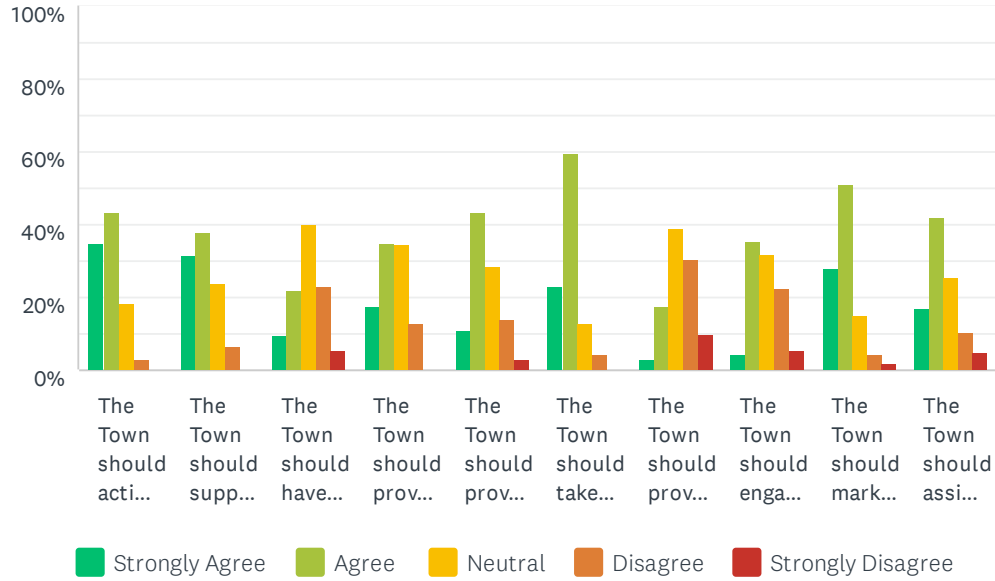
Answered: 107 Skipped: 1



ANSWER CHOICES	RESPONSES	
State/federal grants	80.37%	86
Local fund-raising	28.97%	31
Property taxes	7.48%	8
User fees	31.78%	34
Total Respondents: 107		

Q13 Please check the box that best represents your opinion regarding what Winslow government should do as local economic development policies and strategies.

Answered: 108 Skipped: 0

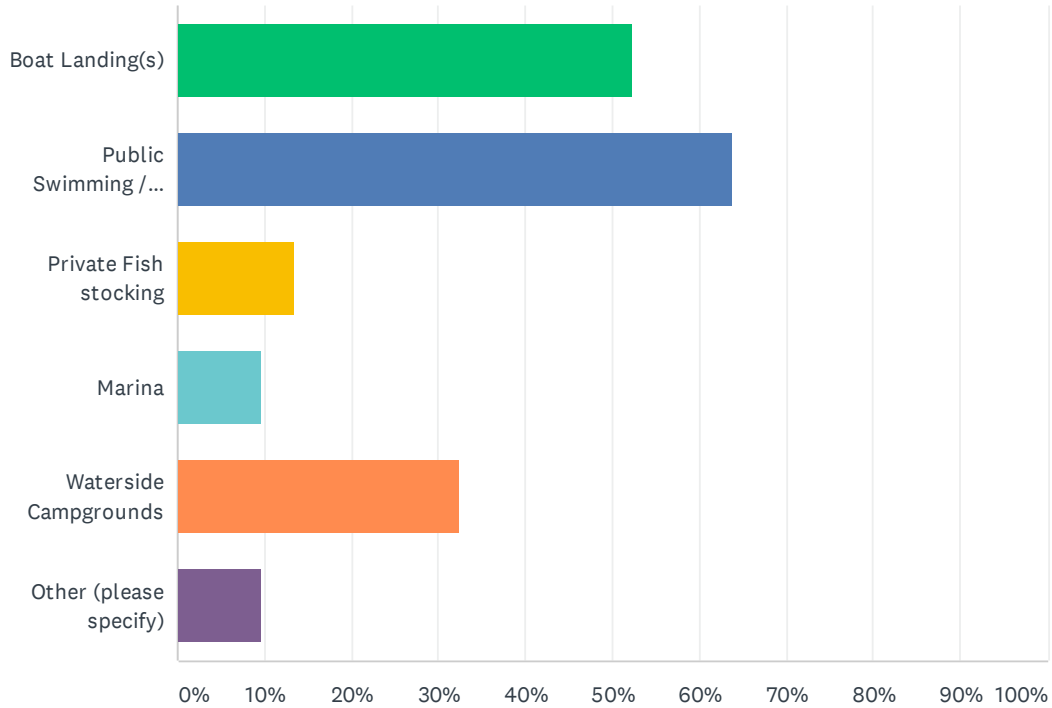


Winslow 2020 Comprehensive Plan Survey

	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE	TOTAL	WEIGHTED AVERAGE
The Town should actively recruit businesses	35.19% 38	43.52% 47	18.52% 20	2.78% 3	0.00% 0	108	1.89
The Town should support small business / home occupations to grow into larger employers	31.48% 34	37.96% 41	24.07% 26	6.48% 7	0.00% 0	108	2.06
The Town should have more industrial lands available for development	9.26% 10	22.22% 24	39.81% 43	23.15% 25	5.56% 6	108	2.94
The Town should provide financial incentives to attract new employment	17.59% 19	35.19% 38	34.26% 37	12.96% 14	0.00% 0	108	2.43
The Town should provide financial incentives, such as tax breaks, waivers, loans, or grants, to businesses currently located in the Town to encourage business growth	11.11% 12	43.52% 47	28.70% 31	13.89% 15	2.78% 3	108	2.54
The Town should take steps to help retain and expand existing businesses	23.15% 25	59.26% 64	12.96% 14	4.63% 5	0.00% 0	108	1.99
The Town should provide assistance to businesses facing financial difficulty	2.78% 3	17.59% 19	38.89% 42	30.56% 33	10.19% 11	108	3.28
The Town should engage in public/private partnerships with businesses	4.67% 5	35.51% 38	31.78% 34	22.43% 24	5.61% 6	107	2.89
The Town should market itself to new businesses	27.78% 30	50.93% 55	14.81% 16	4.63% 5	1.85% 2	108	2.02
The Town should assist businesses in identifying new markets	17.14% 18	41.90% 44	25.71% 27	10.48% 11	4.76% 5	105	2.44

Q14 Which of the following do you think should be provided in order to enhance the town's water bodies (Pattees Pond, Kennebec / Sebasticook River?)

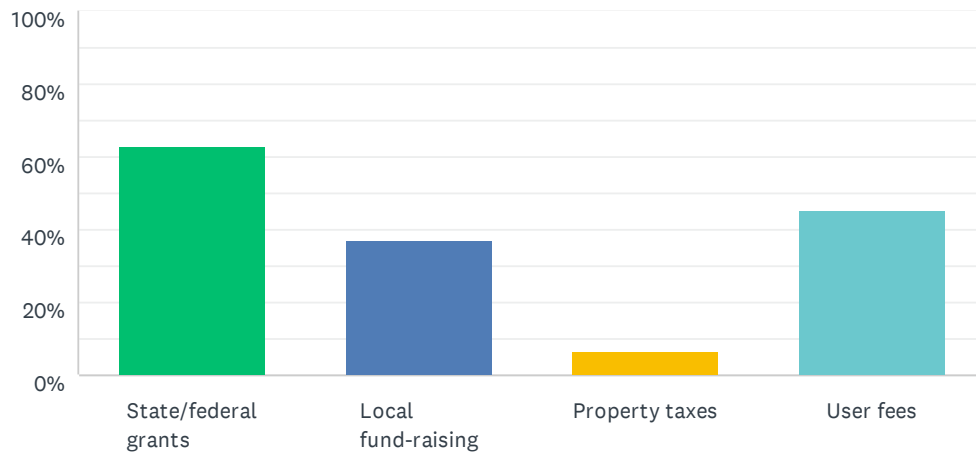
Answered: 105 Skipped: 3



ANSWER CHOICES	RESPONSES	
Boat Landing(s)	52.38%	55
Public Swimming / recreation areas	63.81%	67
Private Fish stocking	13.33%	14
Marina	9.52%	10
Waterside Campgrounds	32.38%	34
Other (please specify)	9.52%	10
Total Respondents: 105		

Q15 What do you think is the best way to pay for the improvements in Question 14? (Please select one answer)

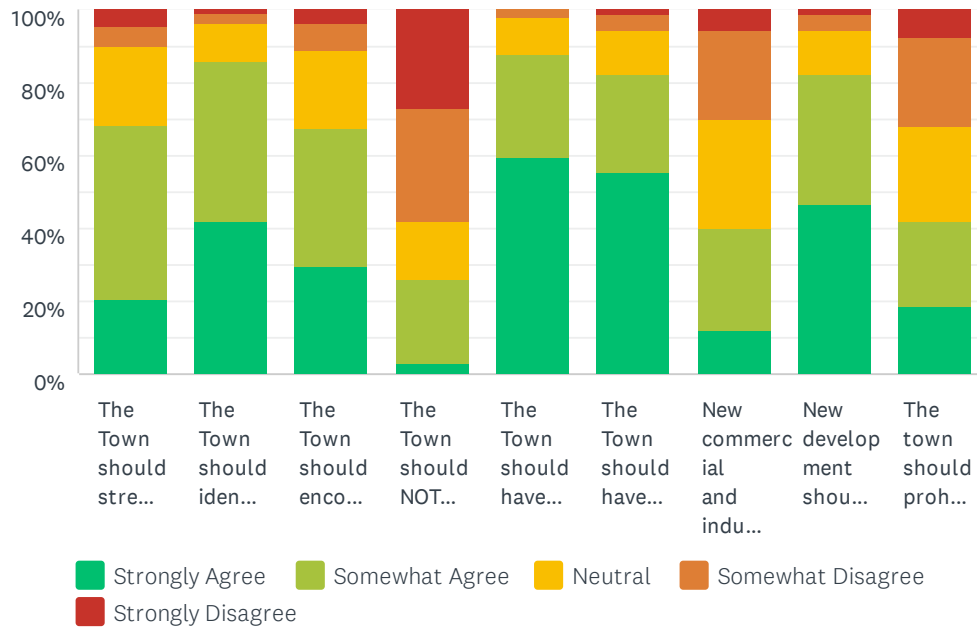
Answered: 106 Skipped: 2



ANSWER CHOICES	RESPONSES	
State/federal grants	63.21%	67
Local fund-raising	36.79%	39
Property taxes	6.60%	7
User fees	45.28%	48
Total Respondents: 106		

Q16 As part of the comprehensive planning process, we will develop a Land Use Plan, indicating how we wish to manage growth within our boundaries. A set of statements concerning this topic are listed below. Please select an answer on the scale that best describes whether or not you agree with them.

Answered: 108 Skipped: 0

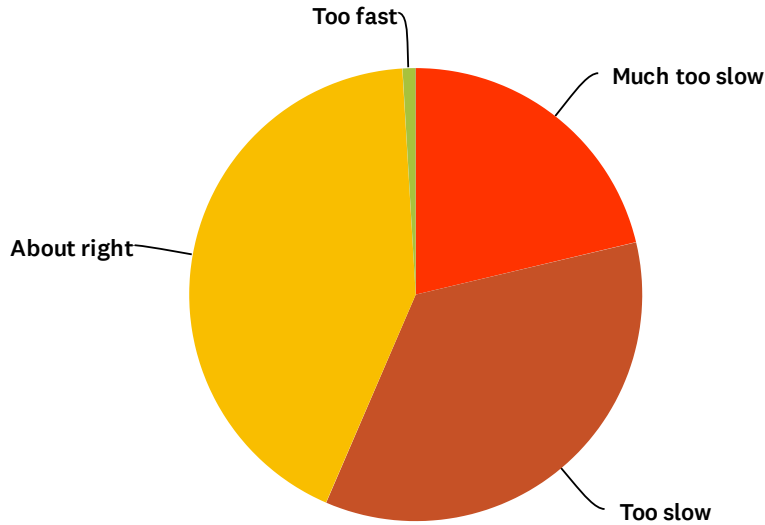


Winslow 2020 Comprehensive Plan Survey

	STRONGLY AGREE	SOMEWHAT AGREE	NEUTRAL	SOMEWHAT DISAGREE	STRONGLY DISAGREE	TOTAL	WEIGHTED AVERAGE
The Town should strengthen ordinances that manage the type and location of development.	20.37% 22	48.15% 52	21.30% 23	5.56% 6	4.63% 5	108	2.26
The Town should identify specific areas for new development	42.06% 45	43.93% 47	10.28% 11	2.80% 3	0.93% 1	107	1.77
The Town should encourage commercial development	29.63% 32	37.96% 41	21.30% 23	7.41% 8	3.70% 4	108	2.18
The Town should NOT limit the location of new commercial or industrial development	2.80% 3	23.36% 25	15.89% 17	30.84% 33	27.10% 29	107	3.56
The Town should have standards to assure that residential are protected from new commercial development	59.26% 64	28.70% 31	10.19% 11	1.85% 2	0.00% 0	108	1.55
The Town should have standards to assure that farmland and natural areas are protected from new commercial development	55.56% 60	26.85% 29	12.04% 13	4.63% 5	0.93% 1	108	1.69
New commercial and industrial should be limited to land adjoining state-numbered highways	12.15% 13	28.04% 30	29.91% 32	24.30% 26	5.61% 6	107	2.83
New development should be reviewed on a case-by-case basis and permitted wherever it will not adversely affect property values, the environment, or town services	46.30% 50	36.11% 39	12.04% 13	4.63% 5	0.93% 1	108	1.78
The town should prohibit new subdivisions and mobile home parks on unpaved town roads	18.69% 20	23.36% 25	26.17% 28	24.30% 26	7.48% 8	107	2.79

Q17 How do you feel about the Town's growth and development the past twenty years? (Please select one answer)

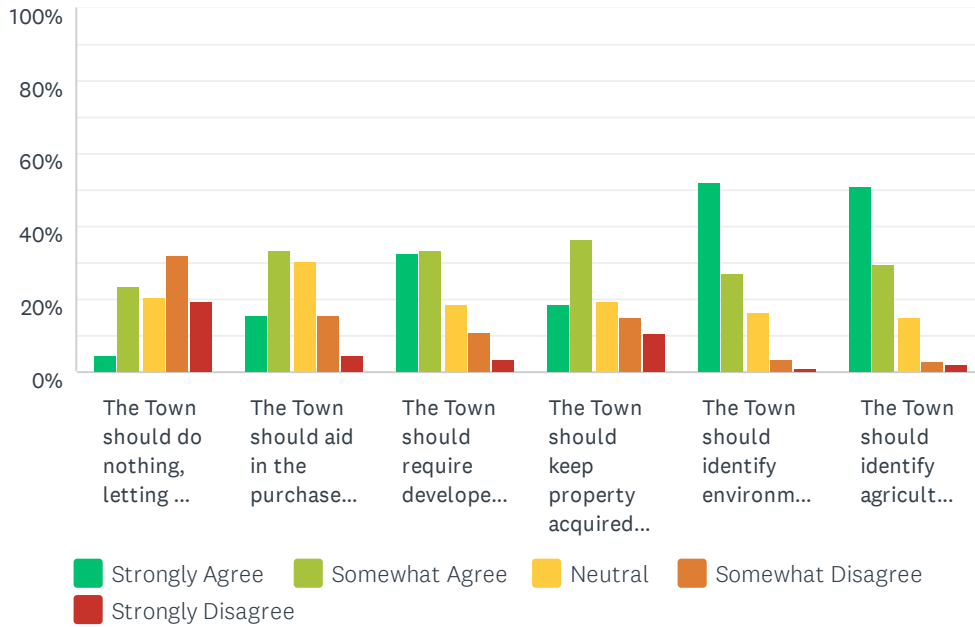
Answered: 108 Skipped: 0



ANSWER CHOICES	RESPONSES	
Much too slow	21.30%	23
Too slow	35.19%	38
About right	42.59%	46
Too fast	0.93%	1
Much too fast	0.00%	0
TOTAL		108

Q18 Currently, much of Town is undeveloped, contributing to our environmental quality and scenic beauty. The statements on this page suggest ways that we can encourage the preservation of farm, forest, shore frontage, and other undeveloped tracts of land. Do you agree or not?

Answered: 108 Skipped: 0

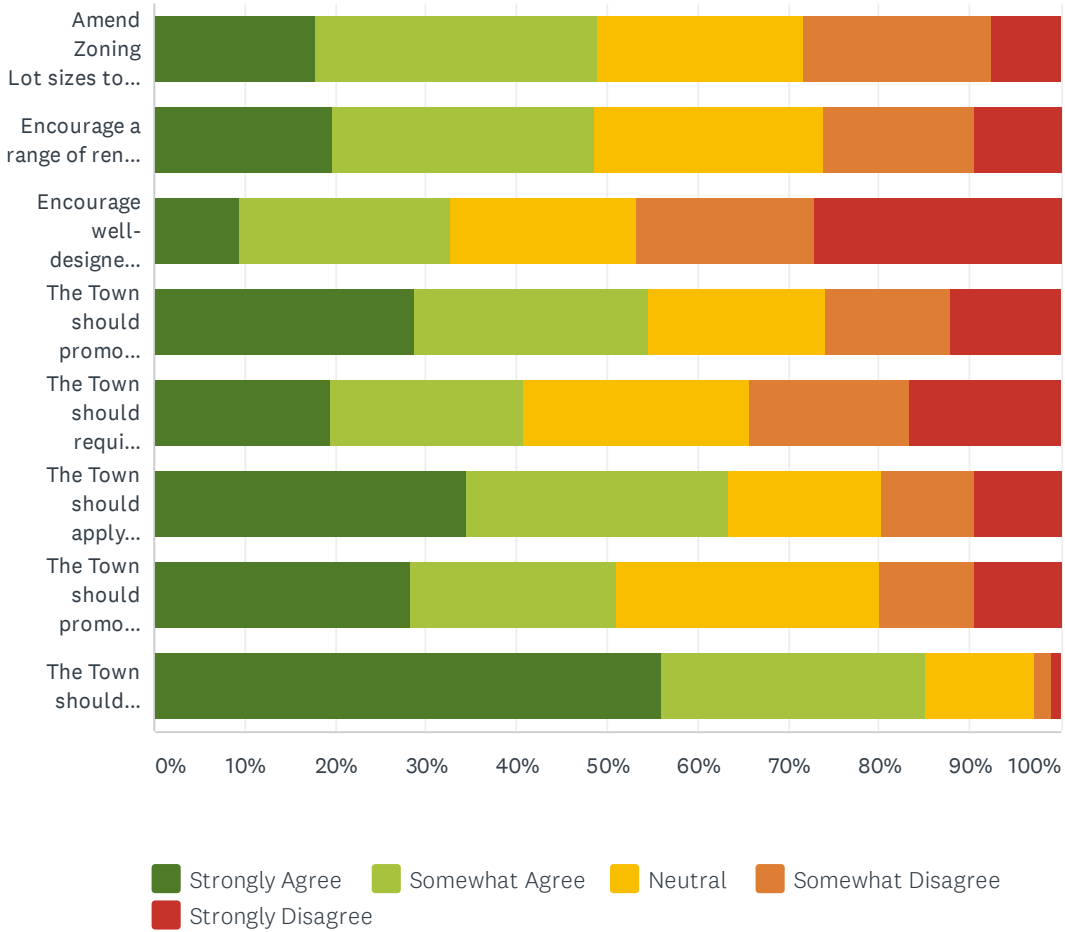


Winslow 2020 Comprehensive Plan Survey

	STRONGLY AGREE	SOMEWHAT AGREE	NEUTRAL	SOMEWHAT DISAGREE	STRONGLY DISAGREE	TOTAL	WEIGHTED AVERAGE
The Town should do nothing, letting the real estate market decide the highest and best use of undeveloped land	4.67% 5	23.36% 25	20.56% 22	31.78% 34	19.63% 21	107	3.38
The Town should aid in the purchase of conservation easements from landowners to keep tracts as open space.	15.74% 17	33.33% 36	30.56% 33	15.74% 17	4.63% 5	108	2.60
The Town should require developers to set aside a portion of the land in new subdivisions as permanent open space.	32.71% 35	33.64% 36	18.69% 20	11.21% 12	3.74% 4	107	2.20
The Town should keep property acquired through tax liens if the land can serve a public purpose such as providing open space.	18.69% 20	36.45% 39	19.63% 21	14.95% 16	10.28% 11	107	2.62
The Town should identify environmentally sensitive areas where new development should be limited.	51.85% 56	26.85% 29	16.67% 18	3.70% 4	0.93% 1	108	1.75
The Town should identify agriculturally sensitive areas where new development should be limited.	50.93% 55	29.63% 32	14.81% 16	2.78% 3	1.85% 2	108	1.75

Q19 As part of the comprehensive planning process, we must also consider policies to keep local housing decent and affordable. Do you agree or disagree with the following policies?

Answered: 108 Skipped: 0

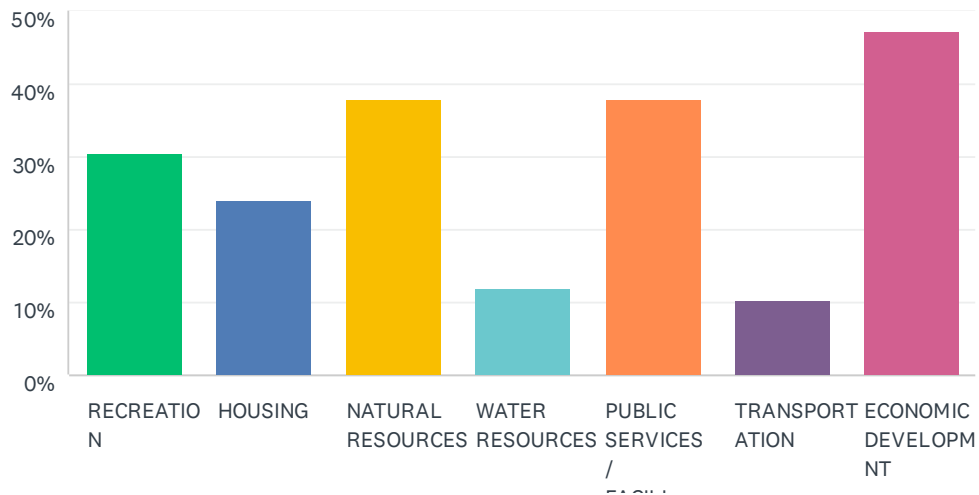


Winslow 2020 Comprehensive Plan Survey

	STRONGLY AGREE	SOMEWHAT AGREE	NEUTRAL	SOMEWHAT DISAGREE	STRONGLY DISAGREE	TOTAL	WEIGHTED AVERAGE
Amend Zoning Lot sizes to help promote more affordable housing development	17.92% 19	31.13% 33	22.64% 24	20.75% 22	7.55% 8	106	2.69
Encourage a range of rental housing and/or apartments	19.63% 21	28.97% 31	25.23% 27	16.82% 18	9.35% 10	107	2.67
Encourage well-designed mobile home parks	9.35% 10	23.36% 25	20.56% 22	19.63% 21	27.10% 29	107	3.32
The Town should promote the use of Maine State Housing financial assistance.	28.70% 31	25.93% 28	19.44% 21	13.89% 15	12.04% 13	108	2.55
The Town should require developers to include a percentage of affordable lots/units in proposals.	19.44% 21	21.30% 23	25.00% 27	17.59% 19	16.67% 18	108	2.91
The Town should apply for grants to assist low income families in upgrading substandard housing.	34.58% 37	28.97% 31	16.82% 18	10.28% 11	9.35% 10	107	2.31
The Town should promote affordable housing.	28.30% 30	22.64% 24	29.25% 31	10.38% 11	9.43% 10	106	2.50
The Town should aggressively enforce existing laws and ordinances regarding safety and sanitation.	56.07% 60	28.97% 31	12.15% 13	1.87% 2	0.93% 1	107	1.63

Q20 Of all the topic areas mentioned, please indicate which two are most important to you:

Answered: 108 Skipped: 0



ANSWER CHOICES	RESPONSES	
RECREATION	30.56%	33
HOUSING	24.07%	26
NATURAL RESOURCES	37.96%	41
WATER RESOURCES	12.04%	13
PUBLIC SERVICES / FACILITIES	37.96%	41
TRANSPORTATION	10.19%	11
ECONOMIC DEVELOPMENT	47.22%	51
Total Respondents: 108		

Winslow Focus on the Future – Agenda

Wednesday June 16th and Tuesday June 22nd - VIRTUAL

6pm: Introductions

Brief history of the Comprehensive Plan in Winslow

Areas to be covered, format, outcomes required.

Preliminary Survey Results. - <https://www.surveymonkey.com/stories/SM-YY273V3C/>

POLL for discretionary tax spending

6:15pm: ECONOMIC DEVELOPMENT / HOUSING

SEE HANDOUT FOR INFORMATION AND TOPIC QUESTIONS

6:45pm: PUBLIC FACILITIES

SEE HANDOUT FOR INFORMATION AND TOPIC QUESTIONS

7:15pm: GROWTH AND LAND USE

SEE HANDOUT FOR INFORMATION AND TOPIC QUESTIONS

7:45pm: Vision Statement development

8:00pm: Wrap Up – Further Questions / Comments

NOTES AND MINUTES:

Written by William Harper

June 22, 2021

In attendance: Joel Greenwood, William Harper, Erica LaCroix, Lisa Auriemma, Ray Caron, Lee Trahan, Sally Harwood, Jim Siodla, ***callin***, Elery Keene, Kate Newkirk, Peter Garrett, Jackie Dalton

Discussing the use and advantages of a comprehensive plan and - specifically - how a comp plan can bring about funding opportunities that would otherwise be unobtainable. Peter - involved with the creation of trails and trail networks in the region, was there any state funding utilized in local projects? Yes, there was. Ray spoke on the different funding sources for local Kennebec River trail projects. *How specific does the plan need to be in order to fund particular projects? Joel: there isn't anything wrong with having specific projects mentioned and detailed, but it isn't necessary for a project to fit within the purpose and spirit of the comp plan. Peter agreed to provide additional information about future trail projects.

- Thoughts about what kind of businesses - new or enhanced - for Winslow? What do people want to see?
 - Ray - we don't have a 'business' district, more an industrial district and in mixed-use areas. A desire to see more pharmacy or healthcare services where most now are available in Waterville or further afield.
 - Erica - not many service industries or entertainment industries... additional businesses like these would be really helpful in attracting additional tax funds. Many business currently bring jobs, but don't attract new residents to Winslow or any of those workers outside of their work day.
 - Sally - one set of needs is that farmers have lost much of the infrastructure that supports those food-agriculture businesses. There was a survey recently by the agricultural commission.
- Can anyone identify particular barriers that might be slowing/stopping business development?
 - Erica - there is a lack of spaces and property.
 - Ray - zoning-wise, there needs to be a discussion about how the mixed-use zone interacts with residential areas and with other industrial areas... (last week there was a good deal of conversation around whether the mixed-use zone actually achieves what it aspires to).
 - Jim - why is it that commercial space isn't available here in town? Asking those questions with respect to zoning, but also other factors, will be important.

- Developing the downtown core... finding a mix of commercial and residential so that there is a core/center/downtown area?
 - Erica - this has been on a wishlist... since we don't have a defined downtown with quaint old buildings... there isn't much in the way of opportunities that other communities might have. Most of the structures there are more modern and aren't particularly attractive. There are some defunct properties where owners don't want to sell that might be good candidates for redevelopment. There was something of a missed opportunity with the recent sale of the old mill, but there are opportunities on Bay Street.
 - Jim - leveraging the river is a huge amenity and finding ways to do that would be a good idea. There is similar activity in Waterville. There are also nice pockets of greenspace as well.
 - Kate - There has to be a way to not just incentivise building up the area. In Ft Halifax park there are events to draw people in, but on Bay Street, there aren't destinations (dunkin donuts doesn't fit the bill). Having the park there is a huge draw and could be leveraged in this effort.
- Would most folks agree that there needs to be a focus on affordable housing?
 - Peter - are tiny houses allowed under Winslow's current zoning scheme?
 - Ray - Mike Mullins had a development (behind the highschool) which would have included some smaller homes on small lots.
 - Will - One of the frequent concerns with tiny houses is the use of sewer and water in serviced areas and septic/wells in rural areas.
 - Ray - there have been some considerations with respect to utilities and lot sizing to address this issue. There have been other changes such as narrowing streets, prereqs for sidewalks, which have aimed at reducing street construction prices and attempting to make development as user-friendly as possible.
 - Lee - there are only 3 low income wheelchair accessible units in Winslow. Would be great to see a developer come in and develop housing open to low-income applicants and also disabled and veterans as well. Building in complexes certainly reduces the overall per-unit costs.
 - Erica - when we talk about single-story living, often when building densely we build up which adds costs (elevators and lifts). There are fewer and fewer single-story homes or other accessible properties. This is a common issue for Winslow residents. Re: reducing requirements for developments, the concern with narrowing the streets and removing sidewalks too much is that we want to encourage walkable development and walkable communities. Trying to balance development in-town and in rural areas, while trying to support agriculture and industry.

- Lee - Currently, there is a piece of property on Monument/Grant Street - the old St John School - hopefully there could be a similar project to the St Francis property... *Erica - there is currently senior housing considered at this site.
- Peter - Waterville and Winslow are 'one' community, yet there has been resistance to merging. Some towns have done just that across a river. There is another example in Quebec - St. George and W St George. This made a huge difference to the community as a whole. They have a magnificent trail system as a result. Is that ever a conversation in the council?
- Erica - the only discussion she's heard was on the school side... her understanding is that they don't want their identity usurped by Waterville. She isn't sure whether that could be sold to the public at large.
- Joel - certainly it is important to work closely as a region, and there might be small interlocal agreements. There is a need to understand Winslow in the entire region so we can complement rather than compete.
- Kate - has been to St George and has walked that park. Either Portland or Seattle have different towns on either side of the river, but there is a connected bike path between the two. It's a great way to connect together, but it's less common on the east coast.
- Jim - agrees that it is important to consider what is going on across the river and potentially work with them on that. Cooperation! Having a walkable path between the two towns across the bridge would foster that connection.
- Are there particular services or physical facilities that might need investment or improvement?
 - Erica - need to do something with the fire station. Equipment has evolved since the 60s when it was built. Currently the layout is unsafe. There is also a conspicuous lack of separated bathrooms/showers for the emergency response staff. Other facilities are aging as well... There is an issue with water incursion in the library. Town offices as well might need attention. Looking 5-years down the road what do we need from these buildings?
 - Ray - recently, the school vacated the junior high building and they need to make a decision on what they're going to do with it? There is some discussion of tearing it down, but no decisions have been made.
 - Peter - could it be turned into a town office? Public safety building? Library?
 - Will - schools can have sentimental attachments... Monmouth is going through this process.
 - Lisa - town demographics have changed since that building was turned into a library. There is a need for meeting rooms and educational spaces. They also act as a community center/historic society as well... so the space isn't meeting their needs. Patrons express a desire for new/expanded facilities.

- Erica - shares the vision for a campus where everything is co-located. This helps in both providing services but also in economizing them.
- Can anyone think of public services that the town might offer or augment?
 - Ray - Recycling!
 - Ray - there are also concerns about some of the sewer infrastructure, just started engineering on water and sewer (\$100k) for sunset heights. There is a good deal of infrastructure spending for aging sewer/water/storm.
 - Erica - there are some scary figures with respect to new infrastructure needing maintenance. While Winslow is small compared to some places, it is a bigger community in Maine's landscape.
 - Jim - this is a reason to consider density!
- Thoughts about broadband?
 - Erica - one of the big pushes with stimulus funds is broadband. There is reasonable coverage in Winslow. There are areas without fiber, but that is different from broadband more generally speaking.
 - Jim - what other towns in the region have broadband issues? How does Winslow compare?
 - Joel - with a new state office formed around this, the landscape will likely change
 - Ray - there are so many people working from home, so problems would have been more apparent.
 - Lisa - the library is part of the Maine school and library network so they're getting great service. However, they can't extend their outside signal past their parking lot (per program requirements), but there is a desire to expand an outdoor wifi signal.
- Any thoughts about how the town is zoned at the moment and how that might be problematic?
 - Ray - in his 12 years the most difficult problems have been with the mixed-use zone and conflict between businesses and residences... where businesses creep into residential areas. There is a lot of interest in industrial sites, however, that is often unmet.
- Protecting environmental resources, agricultural land... are there adequate regulations in place to protect those resources?
 - Erica - there are programs in place to protect some of the ag resources. There is a Maine farmland trust property being sold that requires the property be used as a farm. There is a voluntary municipal farm support program. Some concerns about Pattees Pond and algae blooms, but shoreland zoning requires enforcement and follow up for it to be effective.
 - Joel - there is an existing overlay zone in that area and the pond is monitored for water quality. Potentially problems with phosphorus contamination.
 - Sally - when there is heavy rain sewage can be dumped into the river.

- Erica - they have had problems in the past, but they worked to address that issue. The EPA works with Combined Sewer Overflow (CSO) systems to address overflow and contamination issues. Winslow doesn't currently have any issues with this, but there are additional measures to be taken. Waterville has had more recent events. Being prepared for both growth/development and changing climate factors are considerations for future plans for sewer/stormwater infrastructure.
-
- Ray - would love to have focus groups or digital town meetings to increase one-on-one dialogue.
- Erica - interested in a coffee-hour with businesses and other interested organizations to engage the business community in local development.
- Vision statement:
 - Jim - it almost seems at odds with construction vis a vis *thriving* and *vibrant* almost as if they're opposing.
 - Erica - Maybe "incorporates" instead of "balances"
 -

NOTES AND MINUTES:

Written by William Harper

June 16, 2021

In attendance: Joel Greenwood, William Harper, Earl Watts, Randy Bliss, Ray Caron, Hillel Weisel, Karen Andrus, Jennifer Marshall Rogers, Adam Bradstreet, Jim Sloat, Gary Owen, David LaFountain, Marcia Stetson, Erica Lacroix

1) Introductions

- a) First public engagement meeting for the comprehensive plan process... we are here to talk about anything and everything relevant to Winslow and its future.
- b) This meeting is a continuation of a process begun before the pandemic... we have already put together a decent amount of information thus far. The second half of the process will be assembling goals, policies, and implementation items. After that, the plan will be submitted to the Municipal Planning Assistance Program at the State for approval and - finally - to Winslow town voters for official adoption.
- c) Ray Caron - Winslow Town Council; Adam Bradstreet - Code Enforcement, Winslow (abbreviated introductions to move things along).
- d) Poll was launched to gauge a sense of priority in terms of discretionary spending. Questions were measured from 0 (least important) and 5 (most important)

2) Economic Development/ Housing

- a) This was a priority in earlier discussions. The intent is to assess how Winslow fits within the region vis a vis workforce, demographics, and employment trends.
- b) Always a consideration with respect to maintaining a tax base given demographic shifts.
- c) In 10-years time, Winslow will likely need ~340 new housing units (17 per year).
- d) Comments: Are there particular types of businesses that would be a good fit for Winslow?
 - i) Earl - suggested a gap-analysis on what Waterville has/doesn't have with respect to amenities and small businesses.
 - ii) Ray - more medical support/laboratory services; emphasis on affordable housing; businesses that interact with population centers and a sensitivity to 3-shift work.
 - iii) Jim - Emphasize Winslow's regional placement/position... how do we position ourselves to do that thing well.
- e) Are there any real/perceived barriers that might prevent economic development/growth in Winslow?

- i) Gary - relying on Waterville industry to provide jobs; have a housing issue - rentals are either unavailable/unaffordable... needs to be provided for all demographics
 - ii) Adam - Zoning-wise, there is a restricted rural-zone which takes up 80% of the land in Winslow which is restrictive for businesses and housing;
 - iii) Hillel - providing mixed-use residential - town-within-a-town - would be beneficial; per Adam, there are a few mixed-use zones which permit this type of development.
 - iv) Marcia - possibility to draw primary care providers (nearest are in Waterville/Augusta); industrial park on millennium drive could be better utilized;
- f) Is there a type of job that should be favored? Is there a particular type of development? Or, should it be more of what the market trends dictate?
 - i) Gary - Elery Keene has been pursuing a commercial district in addition to an industrial district... There are some businesses that would be supported by this move. There really isn't access to commercial as there used to be and there are areas of town that could be used in this capacity.
 - ii) Hillel - usually businesses will relocate dependent on space and workforce needs... is there the labor pool. Do we want businesses that support the local workforce or import a workforce? By mixed-used, he meant a 'town-center' concept where areas operate as separate town centers with amenities and housing.
- g) Of the different types of housing, which should be prioritized? Especially with respect to rental and ownership markets...
 - i) Ray - there are opportunities... recently transitioned schools, so there is a school building that would be ideal for housing redevelopment/conversion. There are some existing examples of housing conversion already in town.
 - ii) Earl - there have been overtures about turning the junior high into housing... it could also provide material for the town center concept (where everything is within walking distance).
 - iii) Jim - one of the challenges will be identifying the 'downtown' of Winslow...
 - iv) Ray - there are lots of buildings in high demand for businesses moving into commercial warehousing.
 - v) Will - contributed how Scarborough has tried to implement a village/downtown
 - vi) Jim - what is the first view of Winslow? Have you landed somewhere? In terms of economic development, attracting people to Winslow might require a 'front door' that makes people want to stop in Winslow.

- vii) Hillel - What are the prospects of mill conversion along the river? Riverfront recapture program? The riverfront is an attractive area wherever you go. Is there a potential to develop that area?
- viii) Ray - there are a lot of businesses in that area (10-20) that are using that space. In the last ten years there is land that was converted into a trail system.
- ix) Erica - had a 'gateway' in mind from early on, especially in conversations on economic development. Moving south along that shoreline might be an option. The old Scott mill is owned by Mardens and they likely won't be willing to part with it.

3) Public Facilities/Services

- a) Are there any particular services that could be changed/improved? Are there needs that aren't met?
 - i) Ray - one thing that Winslow would benefit from is a recreation/community center. Currently there is use in school buildings, but these don't necessarily cater to all populations.
- b) What is the status of the actual physical buildings that the town has?
 - i) Erica - has noticed that there is a need with respect to facilities, especially a fire station. The current station is undersized and too close to the road. That station was built in an era where there wasn't gender diversity (no separate facilities). They just hired their first full-time female paramedic/firefighter and have had to improvise facilities.
 - ii) Marcia - if we spend the money we do on emergency services, it makes sense to ensure that it is maintained as best as possible.
 - iii) Gary - as a bedroom community, to expand in any way there needs to be tax dollars. Need to recoup the value in what we have now rather than reaching too far too fast.
 - iv) Ray - there are only 8,000 people in Winslow so funding can be really difficult. There needs to be a fair amount of economic planning done before anything is sent to voters, but something needs to be done...
 - v) Karen - is there someone available to look into grant money to help supplement this sort of work?
 - vi) Erica - points out that there are funds (some of them have stipulations). This idea would take a decent amount of time and planning and would be over a 5-10 year scope. Don't want to do anything too quickly and wind up wasting money.
 - vii) Hillel - balancing a budget is really important, but when doing a development plan you have to ask the question of *who is being attracted to the region? What is the need? What are people looking for when they relocate?* If they don't have the resources to support bringing businesses

in, then that will be an obstacle attracting those businesses and new residents.

- viii) Erica - when it comes to developing a facility, they would be bringing in a private consultant to do that assessment. We don't want to put the entire burden on homeowners, so bringing in those businesses would be essential.
- ix) Will - mentioned that over the last few years, the municipality in KVCOG's territory with the highest population increase was Waterville.

4) Growth and Land Use

- i) Marcia - there are some areas in the mixed-use area that are more commercial than residential... it has eroded into some of the neighborhoods.
 - ii) Hillel - attraction for single family housing revolves around the schools
 - iii) Ray - if you look at density where there is sewer and water you can achieve a much higher density compared to areas with septic and well infrastructure.
 - iv) Adam - once you install the infrastructure it adds a ton of cost to development. This is a reason why it isn't being built.
 - v) Erica - there is a trend around the country towards walkable communities. It is a big trigger for how new development is being done.
 - vi) Hillel - walkability is valuable... and while they're building a house in Winslow they'd love to be able to walk to things in town.
- b) Where should a 'growth' area be in town?
- i) Adam - some areas can host more growth than others... simple limitations on septic and water wells mean that growth in unsupported areas can't be as dense
- c) Protecting natural resources, are there good enough protections to ensure that there isn't encroachment from development.
- i) Adam - shoreland zoning does a great job protecting those resources. Joel - there is also a conservation overlay district on Pattee Pond.
 - ii) Marcia - there is warehousing and storage allowed in that conservation district through permitted/conditional use. Adam - They are still required to abide by the shoreland zoning/stormwater rules.
 - iii) Hillel - <https://www.cnu.org/publicsquare/2019/12/11/designing-and-building-mixed-use-centers-suburbs>
- d) Are there protections for types of farmland and pasture land?
- i) Ray - have an agricultural commission and utilize the Maine farmland trust... ensures that farm-related equipment and buildings aren't taxed.

- ii) Erica - Maple Ridge Farm (100+acre tract) currently being sold by the Maine farmland trust. The ag commission is active in that and forest ordinances. There isn't always a way to prevent a farmer from selling off land in parcels... it isn't always easy to find solutions.
- iii) Adam - farming is not trending as prominently which makes it difficult for towns to help farms
- iv) Gary -
 - (1) we've taken the residential zone and made it mixed use and drew in businesses to use that space (it was a mistake and difficult to reverse)... need to create a commercial zone and incentivize businesses to use those zones. Emphasize delocating from a residential zone to a commercial zone and allow housing to be moved back into that space.
 - (2) Need to provide some kind of option for those who want to develop multi-units to increase housing density and availability. Need to provide housing for those promising businesses...
- v) Hillel - If we develop attractive livable community pods businesses will come to support them. We can't depend on companies relocating and bringing employees to increase our residential count. Under Normal conditions (pre Covid) Small business generally makes up 80% of the economy. Keep in mind. The post Covid economy will consist of more Work From Home and smaller footprint business facilities. Therefore more demand for housing. We should be thinking about what zoning we need to have to accomplish goals. Not what we can do with what we have. He's (Gary is) right. Create "enterprise zones" tax incentives. Still need housing and resources to attract to and support those zones
- vi) Marcia - part of the problem was the process... abutters weren't notified. It isn't that mixed use is all bad, it's that there wasn't as much public input in that process.
- vii) Erica - that is part of the conversation around mixed use approvals. The public hearing is at the planning board level... Public comment periods are one way, there is no dialogue. Getting back to a more normal mode of business (ie in person) might be helpful.

5) Vision Statement

- a) Does anyone notice something that they'd like to change in the new vision template?
 - i) Erica - this is a big improvement. There is a double - while - statement that might be edited.

- ii) Earl - maybe change one of the 'it's to 'we'... we welcome collaboration, to make it more inclusive.
- iii) Request that Joel read the entire statement verbatim for those listening online.
- iv) Erica - "we encourage collaboration"

6) Wrap-up

Ray - There is another session coming up next week. Tuesday, June 22nd, from 6:00 - 8:00