Town of Windsor

2026 Comprehensive Plan

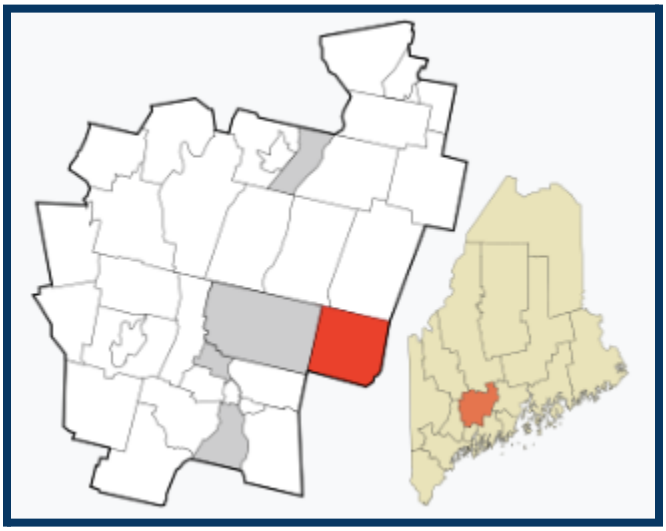


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Frequently Asked Questions

What is a Comprehensive Plan?

A comprehensive plan is a long-range municipal document which is used to plan for and guide future decisions in a variety of areas including physical, economic, and social development. It is intended to be a proactive approach to not only establish a community's vision but also lays out steps to achieve it through policy and strategy recommendations and the means to implement the plan to ensure the vision is achievable.

Why does Windsor need a Comprehensive Plan?

A comprehensive plan is the foundation of local decision-making. While it is not a legally binding law itself, all local codes, subdivision regulations, and public infrastructure projects must align with its outlined goals. It ensures that growth is intentional, coordinated, and reflects the needs of the residents rather than developing reactively. A state approved comprehensive plan also broadens access to grants and other funding opportunities for improving the infrastructure within our town.

What aspects of municipal government are under the purview of the plan?
(i.e. What is the scope of the Comprehensive Plan?)

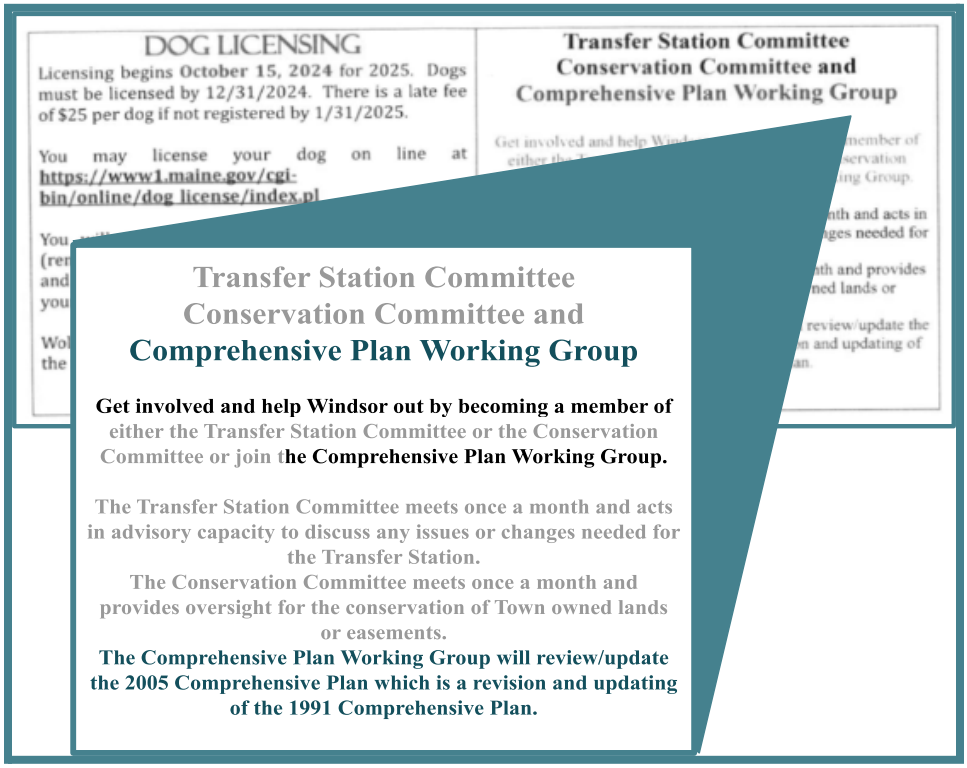
A comprehensive plan typically covers several core elements to ensure the community grows holistically including, but not limited to, land use, transportation, housing, economic development, public services, and recreation. (See **Section 3: Recommended Plan & Execution** beginning on page 111.)

What power does the plan have to make actual changes in the town?

The comprehensive plan is an advisory document. All policies, strategies, and means of implementation are recommendations only. Any changes or additions to ordinances, regulations, or policies must be approved by the proper systems in place. The comprehensive plan acts as the constitutional framework for local development, transforming a community's abstract vision into binding local laws and budget priorities through its recommendations and their subsequent implementation.

Public Participation Summary

The town of Windsor, recognizing its need for an updated Comprehensive Plan, sought community member involvement through a town-wide invitation to join the Comprehensive Plan Working Group in the fall of 2024. (The image below is a copy of the notice requesting community volunteers and involvement. This accompanied all tax mailings in September 2024.)

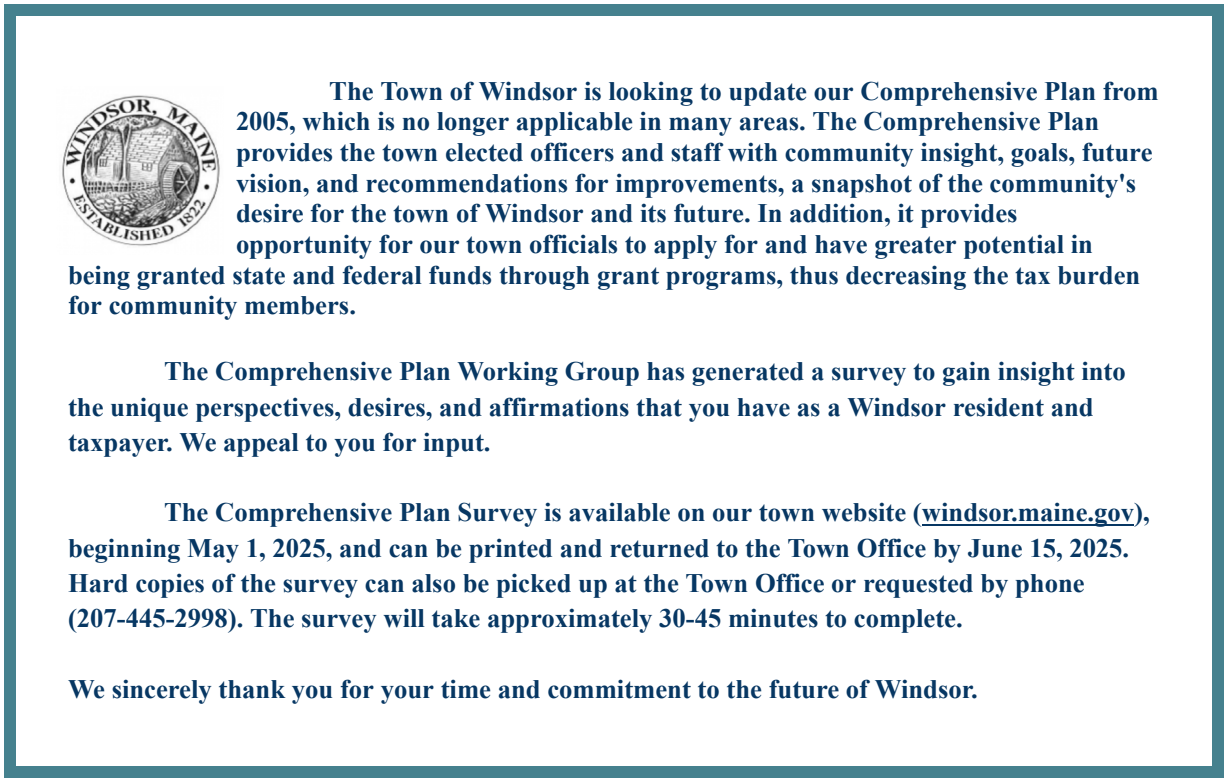


The Comprehensive Plan Working Group was assigned the task of updating and revising the 2005 Comprehensive Plan, which had been an update to the 1991 Comprehensive Plan. The working group was responsible for conducting a current assessment & evaluation of multiple focus areas in addition to establishing strategies to improve these areas. They were also tasked with creating a decisive vision for the town's future based on the community survey, discussions, and data analysis, comments from the Community Facebook page, input gleaned from Planning Board meetings and hearings, and various public comments made in Selectboard meetings, all which could assist town staff and elected officials in their guiding principles, policy implementation, and decision making.

In October 2024, the Comprehensive Plan Working Group began meeting monthly to discuss and plan the revision of our 2005 Comprehensive Plan. It was the goal and intention of the working group to remain open and available to the public by maintaining monthly meetings each third Thursday of the month from 6-8 p.m. at the Town Hall. All meetings were posted on the digital sign in front of the Town Hall & Municipal Office, on the town's website, and were open to the public.

The Comprehensive Plan Working Group took the lead in drafting the revision for the town's new Comprehensive Plan. Many of the working group members also held positions on other town committees such as the Board of Selectmen and the Planning Board. Town staff and volunteers were sought for their areas of expertise. The Comprehensive Plan Working Group also maintained meeting notes and made them available to the Town Manager and Select Board on an ongoing basis.

Recognizing that most community members were unable to commit to an ongoing working group, but realizing the importance of and desiring their input, the working group began by developing an in depth survey covering each of the specific focus areas required within the plan. With assistance from the Town Manager, they sent out a mailing to all town residents and those that owned property in the town requesting that they complete a survey, available either at the Town Office or online through the town's website (https://windsor.maine.gov/). Of the approximately 2,700 residents, 28 surveys were returned.



The Town of Windsor is looking to update our Comprehensive Plan from 2005, which is no longer applicable in many areas. The Comprehensive Plan provides the town elected officers and staff with community insight, goals, future vision, and recommendations for improvements, a snapshot of the community's desire for the town of Windsor and its future. In addition, it provides opportunity for our town officials to apply for and have greater potential in being granted state and federal funds through grant programs, thus decreasing the tax burden for community members.

The Comprehensive Plan Working Group has generated a survey to gain insight into the unique perspectives, desires, and affirmations that you have as a Windsor resident and taxpayer. We appeal to you for input.

The Comprehensive Plan Survey is available on our town website (windsor.maine.gov), beginning May 1, 2025, and can be printed and returned to the Town Office by June 15, 2025. Hard copies of the survey can also be picked up at the Town Office or requested by phone (207-445-2998). The survey will take approximately 30-45 minutes to complete.

We sincerely thank you for your time and commitment to the future of Windsor.

IMAGE OF SURVEY POSTCARD MAILING FROM MARCH 2025

While the responses were appreciated and valued, it was acknowledged that these may not be a valid representation of the thoughts and attitudes of the entire population. It was noted that the survey may not have been easily accessible to all residents due to its format, specifically for those with compromised eyesight. Therefore, the working group determined to not only host a community forum to discuss, in person, the Comprehensive Plan, its purpose, scope, and its power, but to

also make the final version available in a large print version for ease of readability. Additionally, it is intended to have the Comprehensive Plan published on the town's website for ease of accessibility going forward.

The survey results were collated, and the findings were used to influence the policies and strategies that are recommended within the plan. Many of the public comments and suggestions from this survey have been directly incorporated into the revision of this plan. In order to verify and establish the authenticity and legitimacy of the survey findings from the small sample population that responded, the policies and strategies were additionally discussed and modified during the Community Discussion Forum and through written public comment.

The Community Discussion Forum was set for Wednesday, June 17, 2026 from 6:30-8 PM at the Town Hall. Fliers were posted around the community- the Post Office, Hussey's, Rideouts, etc. The notice was also posted on the town's Facebook page in addition to the website. Furthermore, this was a regularly rotated notice on the Town Hall electronic sign for weeks leading up to the Community Discussion Forum and was announced at Town Meeting the prior week, on June 10th.



There were 15 community members present, which included members of the Comprehensive Plan Working Group.

The meeting began promptly at 6 and, after a brief introduction, overview of the process and timeline, and outline of the meeting protocol, the floor was opened to community members for comment.

Multiple residents expressed their desire to submit comments in writing to the Town Office staff in the coming weeks. Additional comments were made regarding the scope and power of the Comprehensive Plan and the general public's understanding of the purpose and intention of the Comprehensive Plan when voting at the polls in November. The comments were generally constructive and positive.

The Comprehensive Plan Working Group continues to endeavor to educate the community on this document through personal interactions, the town's website, Facebook page, and future public forums and presentations.

Vision, Goals, & Priorities

Vision Statement
The Town of Windsor envisions a future that preserves its rural character, natural landscapes, and strong sense of community while encouraging responsible growth and innovation. Building upon our agricultural heritage and small-town traditions, Windsor seeks to promote a balanced approach to development—one that supports local businesses, enhances public services and infrastructure, and safeguards the town's environmental and cultural resources for generations to come.

Through thoughtful planning, civic engagement, and collaboration, Windsor will continue to be a place where residents take pride in their community, where families can live and work in a safe and welcoming environment, and where stewardship of the land and residents' well-being remain guiding principles for all decisions. Windsor is a proud rural community that values its people, open spaces, and traditions. This updated Comprehensive Plan seeks to provide a snapshot of where we are today and where we hope things continue to be in the future in Windsor.

Windsor seeks to be a community where:

- All residents of all ages and walks of life are **welcomed**, feel **included and safe**, and can **thrive** in their homes, occupations, recreational activities and hobbies.
- Residents have access to a wide range of **housing choices**, children can attend **excellent schools**, and older residents can **age in place** and actively **contribute** to their community.
- Residents can enjoy **convenient access** to nearby employment centers, urban areas, and outdoor recreation while maintaining our **rural character and natural landscapes** built from our **agricultural heritage and small town traditions**.
- The rural character, natural landscapes, habitats and fragile ecosystems are appreciated and actively protected to ensure a **resilient environment** that can **provide sustainable resources** while allowing for **responsible growth**.
- Guiding principles for all decisions are based on **community well being, stewardship of the land,** and simple, **lenient regulations**.
- Volunteer committees, professional staff, and elected officials practice **honorable, trustworthy, transparent decision making** informed by public participation where actions are taken to **enhance our strengths** and **address our unique challenges**.
- Businesses **thrive**, public services are **accessible**, and infrastructure **supports** community needs.

Implementation by Municipal Role

Ongoing Plan Review Process
Though assembled by the Comprehensive Plan Working Group, this plan contains ideas and contributions from town staff, elected officials, committee members, outside organizations, and individual residents. These constituents all have one thing in common: they are stakeholders in the future of Windsor, and thus in this plan.

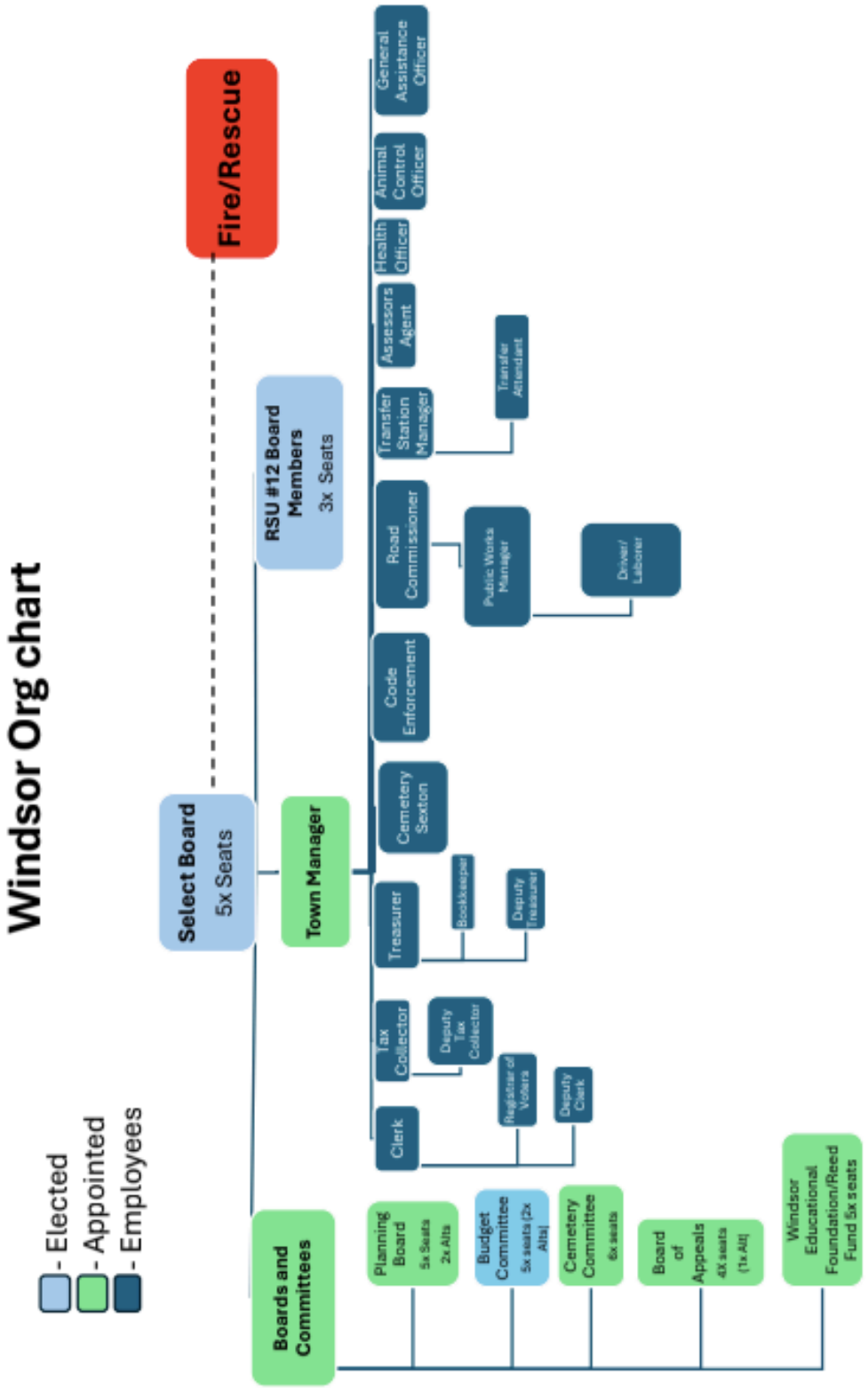
Though it is the responsibility of every stakeholder to be involved in their community and promote its success through responsible growth and sustainable practices, an established implementation plan is necessary to ensure policies and strategies are applied and executed in a manner consistent with the community's desires while considering responsible stewardship of the land and the town's agricultural heritage.

This plan recommends an annual, two-stage process involving the Planning Board and follow up collaboration between the Town Manager and Select Board Members.

Planning Board
The Planning Board will dedicate one meeting a year to review the progress on implementation of the plan. It is suggested that this meeting take place in January to allow time for budget considerations and planning for the upcoming budget cycle. The Planning Board will maintain a checklist of strategies (action steps) that have been accomplished, those in progress, and those due to be addressed, referenced as *Immediate*, *Short Term*, *Long Term*, and *Ongoing* in the **PSI** Chart (**Policies, Strategies, & Implementation** Chart, beginning on page 124). The board will note any obstacles to implementation and suggest new or revised strategies if necessary and provide this list to the Town Manager at the beginning of each calendar year.

Town Manager & Selectboard Members
The Town Manager will review the checklist provided by the Planning Board and will then present it to the Select Board Members for review and direction. This presentation and review shall 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 for the upcoming budget cycle. A member of the Planning Board may attend this meeting to assist with interpretation of the recommendations and to answer any follow-up questions. The Select Board shall make a record of the actions taken to implement the plan and simultaneously assess the plan in its entirety to determine if it is necessary to invoke another working group to begin updating the plan as the current one comes to completion.

Windsor's Municipal Structure



Officials & Boards Current Seat Summary & Duties

Animal Control Officer: 1 seat
Enforce animal control laws, respond to domestic animal-related complaints, and ensure public safety and animal welfare.

Assessors Agent: 1 seat
Contracted service to assess property values. Reports to Select Board.

Board of Appeals: 5 seats
Hear appeals of administrative decisions related to land use, codes, or ordinances and render binding determinations.

Budget Committee: 7 seats
Review and recommend the municipal budget and financial matters to voters at Town Meeting.

Building Inspector: 1 seat
(Operates Under Code Enforcement)
Inspect construction projects and issue permits to ensure compliance with building codes and safety standards.

Cemetery Committee:
1 Sexton and 6 seats
Oversee the care, maintenance, and administration of town cemeteries to include lot purchase and burial records.

Code Enforcement Officer: 1 seat with Assistant CEO
Administer and enforce town ordinances, zoning regulations, and land use laws.

E-911 Addressing Officer: 1 seat
(Operates Under Code Enforcement)
Assign and maintain official property addresses to support emergency response and public safety systems.

Emergency Management Manager:
1 seat (Operates Under Town Manager)
Plan for and coordinate the town's response to emergencies, disasters, and civil defense situations.

Fire Chief: 1 seat
Lead and manage the fire department.

General Assistance Administrator:
2 seats
Administer state-mandated general assistance programs and ensure fair and lawful aid determinations.

Health Officer: 1 seat
Enforce public health laws and respond to health hazards affecting the community.

Planning Board: 7 seats
Review and approve land use applications, subdivision plans, and land use matters in accordance with local ordinances and state law.

Plumbing Inspector: 1 seat
(Operates Under Code Enforcement)
Inspect plumbing installations and enforce plumbing codes to protect public health and safety.

Registrar of Voters: 1 seat and 2 Deputies
Maintain voter registration records and oversee the conduct of elections.

Road Commissioner: 1 seat
Supervise construction, maintenance, and repair of town roads and related infrastructure.

RSU #12 Board Members: 3 seats
Represent the town in regional school unit governance, including budgeting, policy, and oversight of public education.

Select Board: 5 seats
Serve as the town's chief executive body, set policy, oversee municipal operations, assess property values, and administer general assistance responsibilities.

Tax Collector: 1 seat and 1 Deputy
Bill, collect, and account for municipal taxes and related revenues.

Town Clerk: 1 seat and 2 Deputies
Maintain official town records, issue licences, and support elections and municipal administration.

Town Manager: 1 seat
Serve as the chief administrative officer responsible for day-to-day operations and implementation of Select Board policy.

Transfer Station: 1 Supervisor and 3 part-time seats
Oversee operation and policy of the town's solid waste and recycling facilities.

Treasurer: 1 seat and 1 Deputy
Manage town funds, investments, disbursements, and financial reporting.

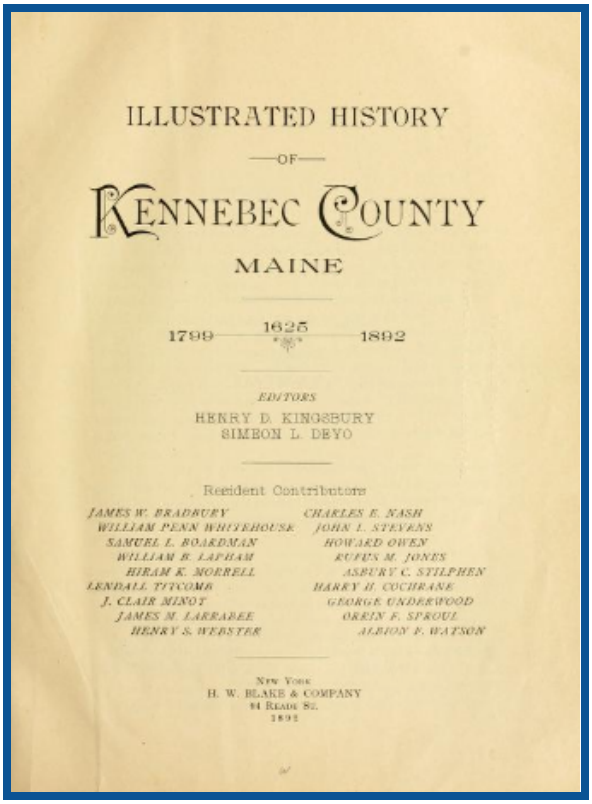
Windsor Educational Foundation and Reed Fund: 5 seats
Administer trust funds to support educational purposes and related charitable objectives.

Historic and Archaeological Resources

On March 3, 1809 this area, then a plantation known as Waterford, was incorporated as the town of Malta and remained so until 1820 when it was reincorporated as Gerry, in honor of the statesman Elbridge Gerry. In 1822, the town was renamed Windsor, established by a final act of incorporation at the suggestion of Esquire Anthony Coombs.[1]

Prior to this land being developed, it remained "empty and unsettled...explained in part by the fact that Windsor was physically separated from the Kennebec River and Old Hallowell by a band of swampy and boulder-strewn terrain that was not at all inviting to any would-be settlers approaching from the Kennebec."[2]

The first settlers in this region came from Bristol around 1790. They were followed shortly by people from Alna, Damariscotta and Yarmouth. One of the earliest settlers, Ebenezer Grover, was a self proclaimed proprietor of much of the land now known as Windsor. Grover, along with other settlers and land speculators, completed and agreed upon a survey and designated parcels of the land in September 1797. This proved to be the genesis of future trouble between the Proprietors of the Kennebec Purchase and the settlers of Windsor.[3]


ILLUSTRATED HISTORY

—OF—

KENNEBEC COUNTY

MAINE

1799 1625 1892

EDITORS

HENRY D. KINGSBURY

SIMEON L. DEYO

Resident Contributors

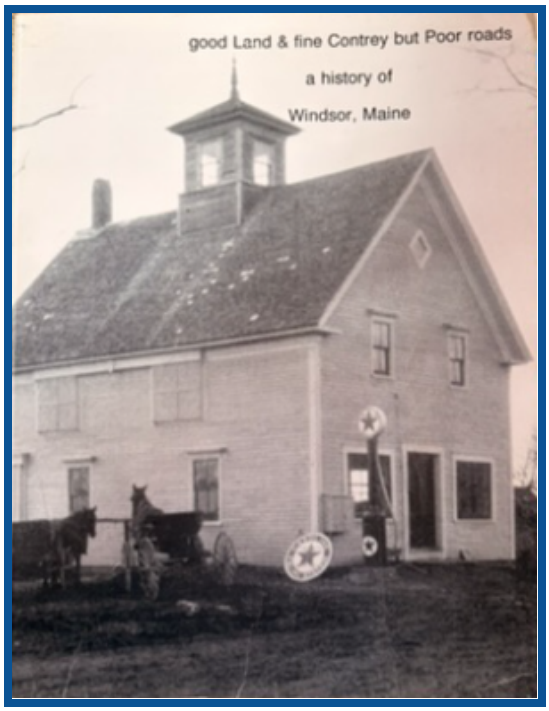
JAMES W. BRADBURY — CHARLES E. NASH
WILLIAM PENN WHITEHOUSE — JOHN I. STEVENS
SAMUEL L. BOARDMAN — HOWARD OWEN
WILLIAM B. LAPHAM — RUFUS M. JONES
HIRAM K. MORRELL — ASBURY C. STILPHEN
LENDALL TITCOMB — HARRY H. COCHRANE
J. CLAIR MIXOT — GEORGE UNDERWOOD
JAMES M. LARRABEE — ORRIN F. SPROUL
HENRY S. WEBSTER — ALBION P. WATSON

NEW YORK
H. W. BLAKE & COMPANY
84 READE ST.
1892

The pilgrim fathers had obtained a patent from the King of England in 1630 which granted them most of the Kennebec Valley, including what is now the town of Windsor. The pilgrims were indebted to the merchant adventurers and, as a means of repaying this debt, the Plymouth Company was given the patent for this area. The patent, however, was not altogether specific in regards to its boundaries.[4]

[1] Kingsbury H. D. & Deyo, S. L. (Eds.). (1892). *Illustrated History of Kennebec County, Maine.* (pp. 1175-1176). H. W. Blake & Company.
[2] Lowden, L. H. (1993). *good Land & fine Contrey but Poor roads- a history of Windsor, Maine.* (p. 5). Windsor Historical Society
[3] Lowden, L. H. (1993). *good Land & fine Contrey but Poor roads- a history of Windsor, Maine.* (p. 5). Windsor Historical Society
[4] Lowden, L. H. (1993). *good Land & fine Contrey but Poor roads- a history of Windsor, Maine.* (p. 33). Windsor Historical Society

The Proprietors of the Kennebec Purchase from the late Colony of New Plymouth (Plymouth Company) had difficulty in policing their large tract of land, and as settlers began to arrive, many were ignorant of, or ignored, the Plymouth Company's claims of ownership. The settlers, who had purchased land from Grover or other proprietors, were forced to defend the claim on their land from the Plymouth Land Company. Although Grover had no legal claim to this land, he continued selling parcels and stated that he would not defend the title of the property.[5] This eventually led to the Malta War in September 1809 when, after disagreements between the Plymouth Company surveyors and the settlers (also referred to as "squatters"), an assistant surveyor, Paul Chadwick, a Malta resident, was murdered by a group of squatters posing as "Malta Indians".



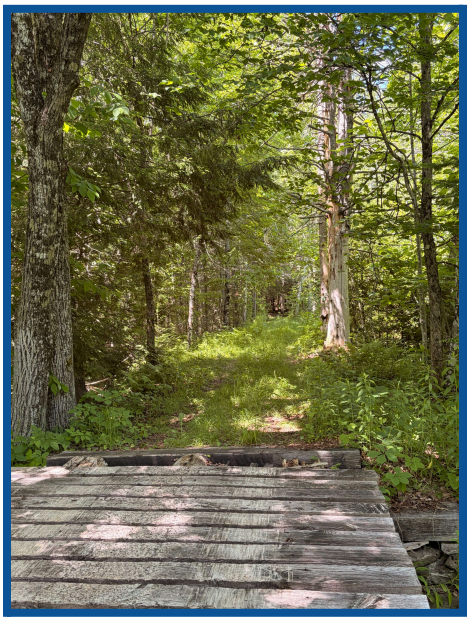
The nine men, all leading citizens, were soon arrested and charged with murder, creating tremendous excitement and causing the settlers to arm themselves, in anticipation of trouble, since they felt they were being unjustly treated by the Land Company. When the trial date drew near, about 70 Malta men approached Augusta, apparently with the intent of freeing their townsmen, and causing a general uproar. When the trial date finally arrived, Malta citizens attended in such numbers that General Sewall and 300 men of the militia were called upon to guard the court house and the prisoners. The soldiers were drawn up in line, with loaded muskets, and were ordered to sweep down the gathering mob if they advanced any further. After two days of deliberation, the jury returned a verdict of not guilty. Although this was a favorable decision for the peace of the county, the strong evidence against the accused caused strife in the community.[6] Fortunately the bitterness between the two factions subsided, the settlers remained in possession of their property and the Plymouth Land Company ended its encroachment. The entire war cost the State $11,025 with the militia having been drawn from Augusta, Sidney, Vassalboro, Pittston, Winthrop, Readfield, Monmouth, Hallowell, Gardiner and Fayette.

In 1813, a commission was appointed which awarded the settlers of Malta to receive "all disputed lands within the bounds of the Proprietor's grant, and in exchange, the Proprietors were granted the township of Saboomook. This brought to a close the Plymouth Company's claim on the Kennebec Valley."[7]

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[5]Lowden, L. H. (1993). *good Land & fine Contrey but Poor roads- a history of Windsor, Maine*. (p. 34). Windsor Historical Society
[6] Kingsbury H. D. & Deyo, S. L. (Eds.). (1892). *Illustrated History of Kennebec County, Maine*. (p. 1176). H. W. Blake & Company.
[7]Lowden, L. H. (1993). *good Land & fine Contrey but Poor roads- a history of Windsor, Maine*. (p. 45). Windsor Historical Society

"The dawn of the fourth decade… found nearly all the valuable land in the hands of permanent proprietors."[8] The continual influx of population and development of the land in Windsor was encouraged by both the Plymouth Company Proprietors as well as the self-proclaimed proprietors due to the mere fact that "land was of little value unless developed."[9] This development began with the meadowlands around "Pinhook Stream" also known as Griffin Brook. Other important industries that were established and took hold in Windsor's history include timber harvesting and local saw mills, a tannery, farming and agriculture, shepherding in addition to a fiber and carding mill, orchards, and transportation via the Narrow Gauge Railway.[10]



The mills formerly located at Weeks Mills and Maxcy's Mills let most of their sawdust go down the river and for many years the fish were nearly depleted. There are now a few good fish in the stream and salmon come up the river in the late fall for spawning.

The Narrow Gauge Railway came to Windsor in 1895. In that year, the Wiscasset and Quebec Railroad Company railway was completed from Wiscasset to Weeks Mills. The road passed through Maxcy's Mills and followed the West branch of the Sheepscot River to Weeks Mills. Eventually, the railroad extended to Winslow and Benton, becoming an important means for exporting local goods to other areas in Maine. (See map on page 17 for historical throughway of the Narrow Gauge in Windsor.)



The Windsor Station was located at the junction of the Coopers Mills Road and Route 105. The Narrow Gauge line from Wiscasset to Albion remained open until 1933. By that time, the automobile had come to Windsor, and serves

[8] Kingsbury H. D. & Deyo, S. L. (Eds.), 1892, *Illustrated History of Kennebec County, Maine.* (p. 1176). H. W. Blake & Company.
[9] Lowden, L. H. (1993). *good Land & fine Contrey but Poor roads- a history of Windsor, Maine.* (p. 34). Windsor Historical Society
[10] Lowden, L. H. (1993). *good Land & fine Contrey but Poor roads- a history of Windsor, Maine.* (pp. 47-57). Windsor Historical Society

today, as it does everywhere, as the principal mode of transportation for residents of the town.

A brick yard on Route 105, just down the hill from the Route 105/Route 32 intersection, and another is said to have been on the Taylor Road, provided local building material. The brick house on Route 105 near the Windsor-Augusta town line is constructed of bricks produced at the Route 105 mill.

In the winter of 1933, there was a week of continuous cold, when the thermometer hovered around 40 degrees below zero, with winds. Little did people realize that their fruit trees were doomed. The next summer, few of the trees had survived, thus ending the era of apples in town.

Eggs were sold or exchanged at the local store. Later, broiler raising became the specialty, with 5 poultry farms in town with a capacity of about 280,000 broiler hens.

The industrial revolution, with the development of the automobile, brought changes to Windsor. There were a few cars before 1910, but these were all novelties and not used for general travel. During WWI and the years that followed, more and more cars became available and then people started to leave farms and drive to Augusta and other areas for jobs and entertainment. Today, few families depend on agriculture as their mode of living.

In the early days, each section of the town was a school district with the earliest record in 1810, showing five districts, although at one time there were as many as 18, due to the large families and lack of transportation. In 1951, the Windsor Consolidated School was erected and put an end to the many one room school houses. It burned to the ground in 1970, making way for the present open concept school built in 1971 which was added onto and renovated in 2004-2005.

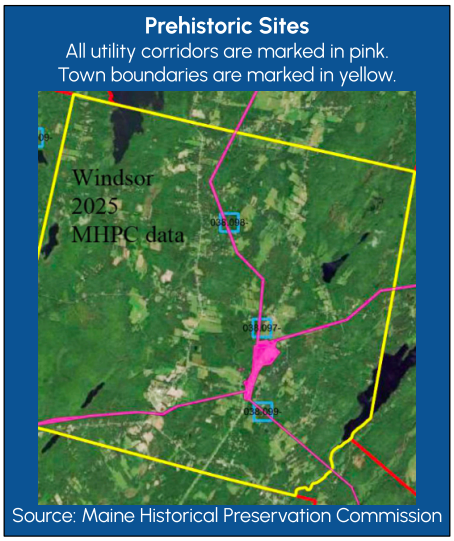
While there are no nationally or state recognized historical buildings or structures in Windsor, the Maine Historic Preservation Commission has documented six archaeological sites. These sites are marked in **RED** on the following map. Three additional prehistoric archaeological sites have also been identified by a professional archaeological survey completed along Central Maine Power Company powerline corridors, and at least one is of significance. These are marked in **BLUE** on the subsequent map and are identified by numeric code.

In addition to these, the Windsor Historical Society as well as Kennebec County historians have noted some locations of importance in the town's history. These locations are marked on the map on page 17 and are listed in the subsequent outline.



List of Historical Sites:

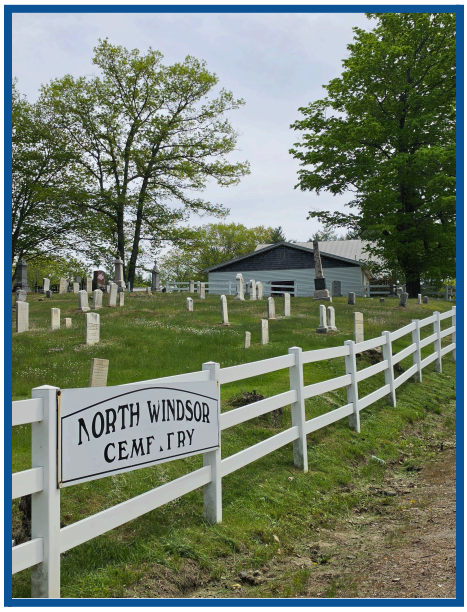
- Anthony Coombs Homestead
- A.P. Green, American Farmstead
- Maxcy's Mill, American Mill Dam
- Patrick Halpin Farmstead
- W. Jones Homestead
- S11-05-01-001



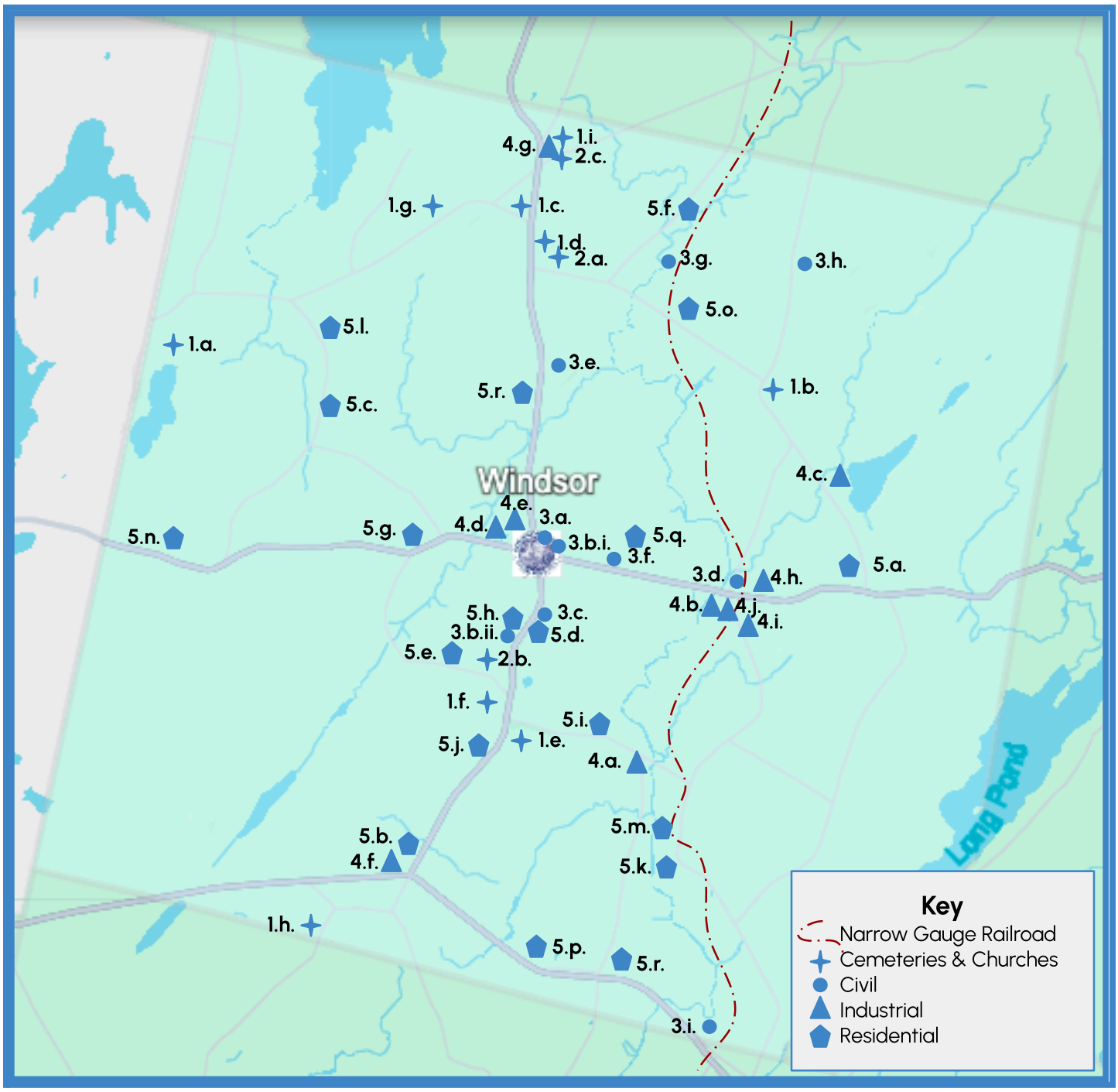
List of Prehistoric Sites:

- ➔ 38.097
- ➔ 38.098
- ➔ 38.099

Locations of Importance in Windsor's History:
Note: These locations are marked, to the best of our knowledge, according to historical records, old maps, and narrative descriptions from our oldest, longest term residents. All *italicized* locations are speculatively deduced based on the above mentioned evidence.



1. Cemeteries
   a. Private burial site of Dr. Stephen Barton-marked monument
   b. Windsor Neck Cemetery
   c. Twenty Rod Cemetery (Also identified as Lynn Hill Cemetery in some historical records)
   d. North Windsor Cemetery
   e. Resthaven
   f. Oak Hill
   g. Dyer Hill
   h. Blackman Cemetery
   i. Chapman (Methodist Church)

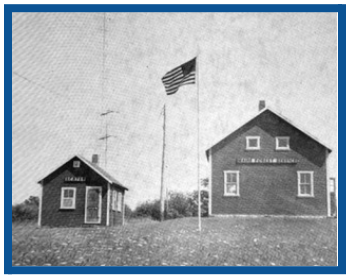


2. Churches
    a. 1837- North Windsor
    b. 1839- Methodist- Now Windsor Christian Fellowship
    c. 1884- Tyler Corner Chapel
3. Civil
    a. 1845-Town Hall
    b. Public Education



i. *Windsor Corner School (Town Hall Location)- Burned 1832*
ii. 1867- Secondary education taught by Horace Colburn in upper room of current Town Hall

c. *1822-1830 John Cottle's Poor House*
d. C.I. York Post Office & Store, *also referenced as Windsorville Store*
e. WWII Observation Post (on Colburn Hill-Cooper's Field)
f. Cattle Pond- 1800s- Stray livestock were taken to this stone enclosure to await pick-up by their owner.
g. Malta War Site
h. Radio Tower & Store Depot (Vining Hill)- Previously identified as Fire Tower Observation Post, although later confirmed as a misnomer by *Forest Fire Lookout Association* (Pictured Below)



i. Pinhook Stream/Griffin Brook- Development of the town began with meadowlands surrounding this area.

4. Industrial
   a. Maxcy's Mill
   b. Pope's Mill
   c. *Barrel Mill near Savade Pond*
   d. Brick Yard
   e. Store at Windsor Corners, *also referenced as Windsor Four Corner Store*- destroyed by fire 1923. (Former Hussey's General Store.)
   f. South Windsor Store
   g. Tyler's Corner Store
   h. York's Store & Post Office (See 3.d.)
   i. Narrow Gauge Windsor Station
   j. Pope's Tavern- Local Inn/Tavern/Public House



5. Residential Homesteads
   a. Maple Lane Farm ("Nation Register of Historic Places (NRHP) Eligible")
   b. Varney's Corner ("Not Determined")
   c. George Mayo House- Barton Road
   d. Dow House
   e. Capers House on Reed Road
   f. Hewett Farm on Shuman Road
   g. Urban Pierce Home at Corner of Reed Road and Rt. 105- The house "one quarter mile from Windsor Corner" at the foot of Oak Hill Road (now Reed Road), built by Walter Dorkendoff, the first settler.
   h. The house north of the school- built by Prince Keene.
   i. The house near Maxcy's Mills- built by John Lynn.
   j. The house just north of the Windsor Fair Grounds built by Benjamin Hilton.

k. The Lester Albee house built by Andres Kendall.
l. *The John Michaud house on the Barton Road built by Gideon Barton.*
m. The house just north of Albee's- built by Henry McKay.
n. Brick House on Route 105- built from brick mill (see 4.d.)
o. *Choate Homestead- 1808*
p. *Jacob Jewell home in South Windsor*
q. *The William Perkins House (1815) off of Route 105*
r. *Pierce House*
s. The house on the Griffin Road built by John Lacy

The notable historical sites represent the historical pattern of settlement along the West Branch of the Sheepscot as well as other natural bodies of water and main throughways, specifically what is now Route 32, Route 17, and along the discontinued Narrow Gauge Railway. Those locations continue to be preferable due to their accessibility and available resources. Many of the historical resources have either fallen into disrepair or they have been moved to the Windsor Fairgrounds where the Windsor Historical Society manages and oversees their preservation.

It is the desire of the town to protect not only the historical and archaeological resources and locations but to additionally protect the historical memories and narratives, culture, and rich forestry and agricultural industries that have had historical significance upon the community. The remaining evidence of our ancestors, whether it consists of cemeteries, old homes, records and books, or prehistoric sites, all contribute to the individuality and identity of the community.



We have an active Windsor Historical Society in addition to a Planning Board with their Site Plan Application and Review Process. The former emphasizes the importance of education and awareness of historical locations and artifacts while the latter takes protective measures through the establishment of ordinances and policies.



The Planning Board was established in 2006 to oversee development in Windsor. Through the Site Plan Review Ordinance, the Planning Board seeks to preserve and protect open space, historic resources, scenic vistas, the value of property and its enjoyment, along with multiple other focuses. There continue to be changes in practices and development that may affect these areas, and it is the goal of the Comprehensive Plan to mitigate any infringement through thorough assessment and recommendations

for new policies and ordinances moving forward. The Planning Board does not specifically require or request information regarding historical and archaeological resources in their Site Plan Review Application Process at this time.

The greatest threat to Windsor's historical resources continues to be development, both residential and commercial.

Windsor has grown and changed, continuing to respond to environmental and economic factors. At this point in time, there are only a few working farms in Windsor. More and more, farmhouses are becoming single family residences occupied by commuters to nearby towns. Most of the residential development is spread throughout the town, but it has become increasingly difficult to find "open spaces" along public roadways within Windsor's boundaries.

Hussey's store has become a landmark for the town. It is not unusual to see cars spilling over from Hussey's parking lot onto the roadside, as people from all over stop to look around and purchase their wares. Other stores and gas stations are located primarily on Route 17, where they catch the commuter traffic as it flows through town.

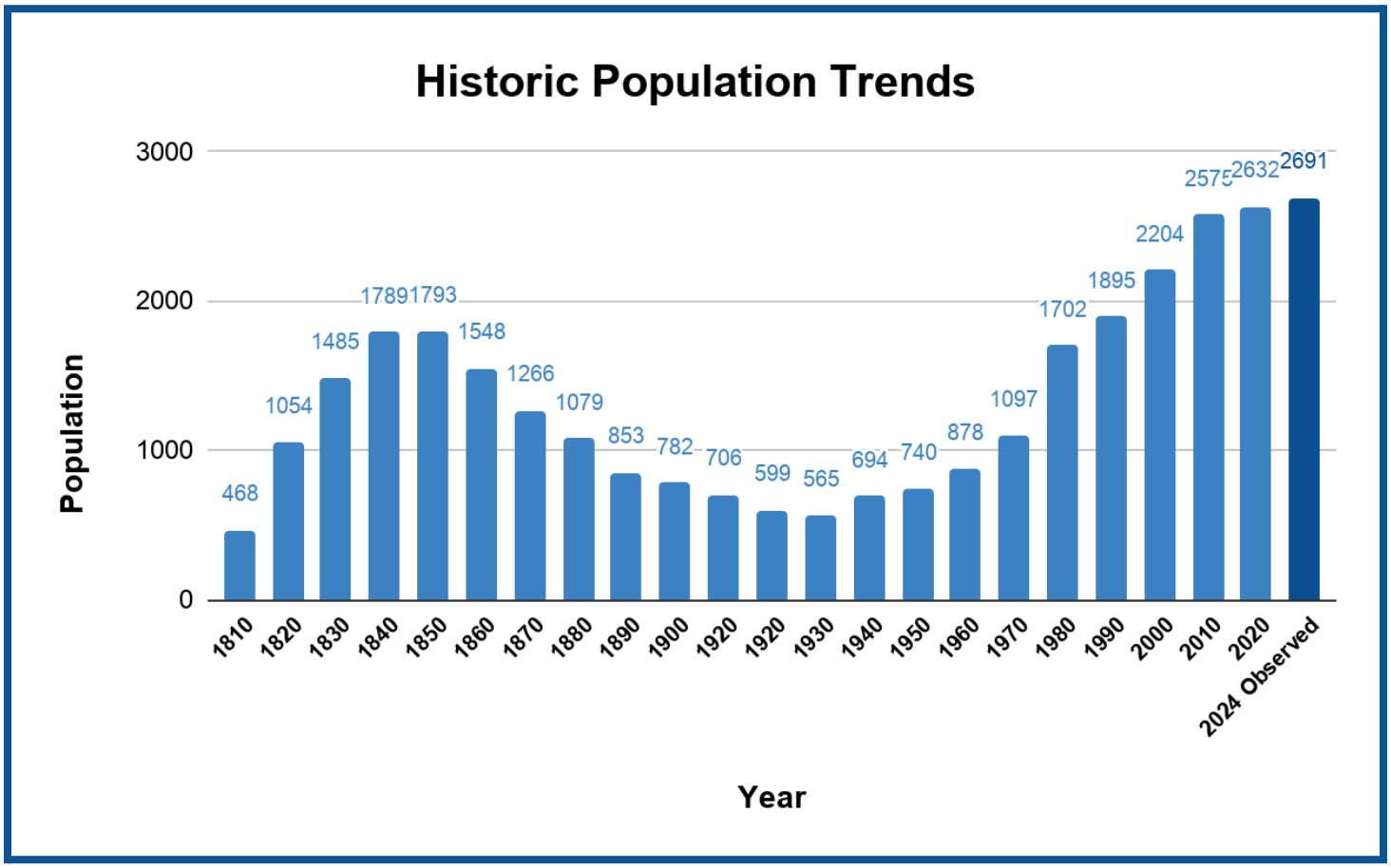




Population & Demographics

Windsor's collection of demographic data is not only interesting, but provides a great deal of information about the community. The data often confirms our own intuitions and observations about what is happening in the community and, more importantly, shows new patterns and trends.

The town is always growing and evolving. This will require us to respond with new ideas and strategies to accommodate the growing needs and desires of the community members as well as to bolster the infrastructure of the town to meet those needs. Much of the following information will be used throughout the Comprehensive Plan as we attempt to anticipate future growth and changes in housing, population, development, and public services while considering their impact on the historical and natural resources of our town.



While the previous graph shows the historic ebb and flow of Windsor's population over the past 200 years, the most recent observed population of Windsor (2024), according

to the Office of the State Economist: Maine Town and Cities Population Projections, April 2025 Release, has been reported as 2,691 people. The population is projected to increase by 4.5% by 2032 totaling 2,812 people. This will be an increase of 121 people over those 8 years. These same sources project the 2042 population to be 2,836 or 145 people in almost 20 years.

The recent developments of subdivisions and solar farms near the center of Windsor and in highly visible locations have caused much discontent within the community, however the trends suggest that we are not experiencing as much growth as may seem. From 1950-2000 the town of Windsor experienced consistent rates of population increase exceeding 15% annually, and the decade between 1970-1980 saw as much as 55% growth. Since 2010 Windsor has consistently seen 2-5% growth and it's projected to slow in the coming decade.

Windsor's Codes Enforcement Office reports issuing 148 new residential building permits in the past 10 years. Based on the average 2.5 people per dwelling unit (2024 observed data), this yields 370 new residents in those 10 years or 37 new residents per year, on average. Additionally, the current trends in building permits issued continues to support this trend.

The following chart provides additional data regarding age and household demographics from 1990-2020. Since we are in the middle of a decennial reporting timeframe, limited data is available, but 2024 observed data is used for comparison.

Age Trends & Household Demographics					
Category	**1990**	**2000**	**2010**	**2020**	**2024**
Under 5	136	141	137	126	122
5-17	402	444	438	445	501
18-24	141	138	197	99	96
25-44	645	709	651	733	648
45-54	242	310	442	393	406
55-69	220	309	495	538	679
70-84	101	132	188	263	216
85+	8	21	27	35	22
Median Age	33.3	36.5	38.7	47.8	43.5

Total Households	681	846	1039	1014	1086
Household Size	2.78	2.61	2.48	2.54	2.5
Total Population	1895	2204	2575	2632	2690

In 2010 the reported School Age population (K through 12) was 428 students. In 2020 this population has dropped to 368 students – a loss of 60 students, grades K through 12. This decrease in our school age population would suggest a decreased tax burden for public education, however education costs continue to rise. Meanwhile the median age of community members has increased.

In 2000 the population of community members aged 55-69 was 309 residents. Twenty years later, that same group of individuals are now aged 75-89, which is reflective of the increase in population groups aged 70-84 and 85+. Comparatively, that same age range population has increased from 309 in 2000 to 539 in 2020. If we compare these two subsets of data, it becomes apparent and imperative that we begin preparing for a community where a larger majority of our population is aged 70+. As the baby boom generation moves well into retirement, the public service needs of the community will change, likely forcing us to reconsider public transportation, emergency services and medical transport, along with accessible and available recreational activities for aging community members.

Additional analysis on population and demographic data will be presented in the subsequent sections, **Housing** (page 25), **Economy & Business** (page 39), and **Public Facilities & Services** (page 54).

Impacts on Population

As seen in the recent past, there is the potential for major, catastrophic scenarios which could induce a spike or fall in population unexpectedly. The following scenarios could decrease our population significantly: a change in "remote work", closing Togus VA Hospital or Maine General Hospital, or the dispersal of State of Maine workers. Conversely, an unpredicted development of regional impact (DRI) such as a large retirement community, casino, landfill, airport, or data center, a major "pro-growth" economic or political shift, or another national or worldwide lockdown could increase our population as people seek to relocate. These scenarios are beyond our control and while it is important to recognize the potential for these outlier situations, it is beyond the scope of this Comprehensive Plan to generate strategies to accommodate or strategize for them.

Windsor does have multiple waterbodies within our town boundaries, however most waterfrontage is privately owned and does not result in a seasonal population increase. Windsor does, however, have one significant event that acutely increases the population – the Windsor Fair. This agricultural fair lasts 11 days and, but for traffic, is self-contained. It does have a significant "day time" population. For our small, rural town, this has a significant impact on night life for those 11 days.





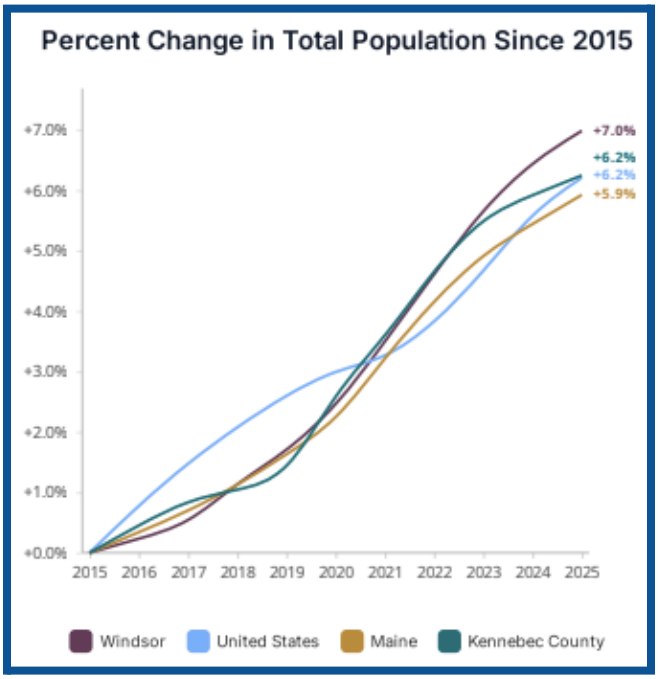


Housing

The housing data for Windsor will exhibit the town's ability, or lack thereof, to accommodate its residents' current needs for affordable, safe housing. Additionally, it will attempt to project future needs should housing preferences shift due to cost or accessibility as the demographics of our community changes.

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 indicate 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. Alternatively, when a community does not respond to changes, potential residents may be forced to conform to available housing options, either residing in a home too small for their household or which may force them into a "cost burdened" situation, identified when a household pays more than 30% of income towards annual housing expenses.

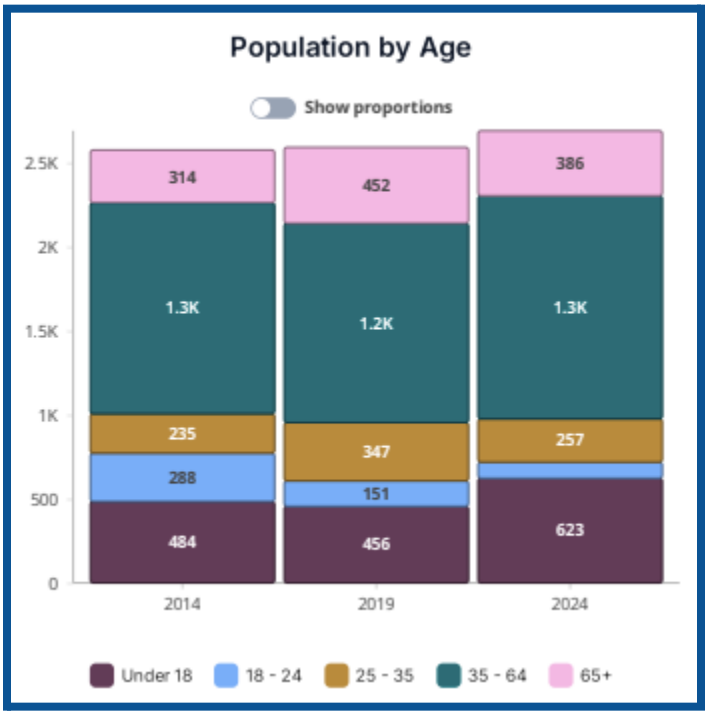
As stated in the previous section, Windsor continues to develop property, increasing new residential buildings by almost 150 dwellings in the past 10 years. If we assume the 2020 observed average household size, this would suggest an increase in population of almost 370 persons over a 10 year span. However, based on the reported decennial population data in addition to the projected population growth and current census data available, Windsor's population has not increased as significantly as projected. The adjacent graph represents the **Percent Change in Total Population Since 2015** as compared to Kennebec County, Maine, and the United States. The **Population by Age** graph on the following page reflects the population from 2014, 2019, and 2024 based on age, representing the changes in our town's age demographics.



Housing Types

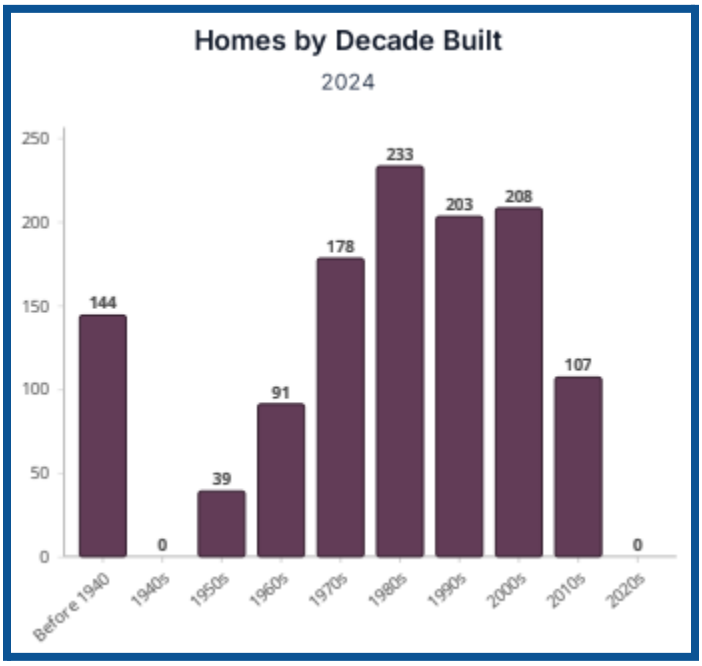
While Windsor primarily consists of single family dwelling units on individual house lots, Windsor also has Section Eight housing, apartment buildings, mobile home parks,

single family owner and rental units, multi-family units, and seasonal and short term rental units available, primarily along waterfront properties. Many of the residences on waterfront property consist of seasonal camps and homes, most which retain their three season usage. In fact, 49.2% of all vacant homes were for seasonal use, in which the home is unoccupied most of the year. (65 of the 132 vacant homes are seasonal; 67 are vacant year round). There has not been a trend to convert seasonal homes to year-round homes in Windsor, although this may change as the cost of building materials fluctuates in relation to home sale prices making it financially advantageous to convert and sell year-round waterfront homes. Some of Windsor's dwellings are established, old farmhouses or homesteads while others are recently renovated or newly built homes in large, open spaces and subdivisions alike.

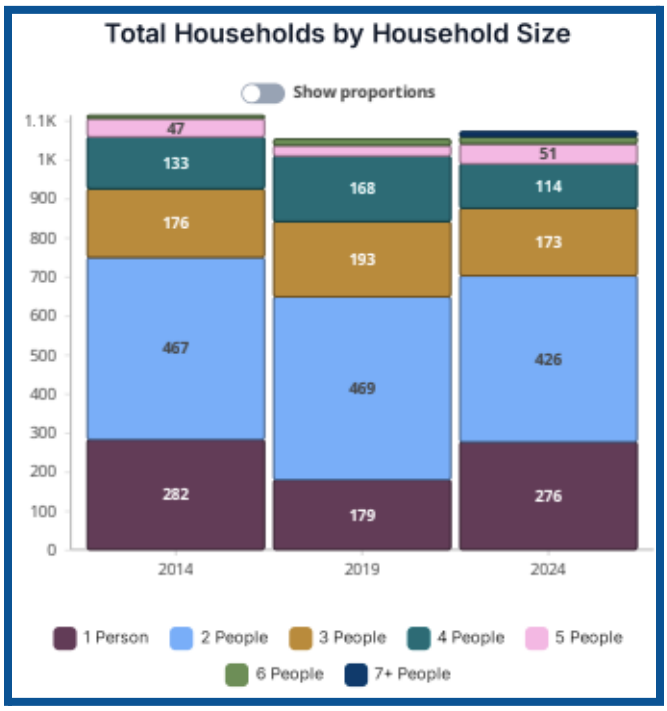


Windsor does not have a specific village center, although the area surrounding the intersection of Route 32 and Route 105 has attributes of a town center with some commercial and municipal buildings and a higher density of homes built right along Route 32. The development in the community is patterned from Windsor's farming heritage. New housing has been built along rural roads near older farmsteads. Today homes are dispersed throughout the community and most structures are placed close to existing roads. Over time, development has concentrated in some areas over others due to the available developable land. These areas are the beginnings of rural neighborhoods or clusters. Unlike neighborhoods in cities or villages, these areas are more spacious and have much lower building densities, consistent with the town's minimal density requirements while allowing for LD 2003 accommodations, permitting accessory dwellings units (ADUs) in all residential areas. Additionally, with LD 1829 in 2025 and LD2173 passing in 2026, a law which requires municipalities to amend land use ordinances to increase housing density and reduce minimum lot sizes in certain areas, it is expected that development will continue to cluster around previously developed roadways and remain concentrated near historical homesteads.

While Windsor appears to be in a building boom, based on current observation, despite our current housing market trends, the graph on the following page displays **Homes by Decade Built**. It is clear that our town's largest building boom occurred between



1980-2000, and our current building trend, while seemingly robust, is actually a decrease from prior years. Given the change in legislation regarding Accessory Dwelling Units (ADUs), and data concerning Windsor's inventory or housing typologies, it appears as though the broader trend is to build ADUs, in-law apartments, and ready-made mobile homes due to their relatively inexpensive "entry-level" into homeownership. The downside to these housing options, while less expansive than a single-family dwelling on an independent 2 acre house lot, is that they are often constructed on land that the homeowner leases, which does not help build equity. Many of these house types also depreciate over time, further burdening the homeowner. Lastly, these homes can often be more difficult to heat and maintain as compared to well built, traditionally constructed homes, which have full basements, independent heating systems, wells, and wastewater systems. One local realtor stated that, in his recent observations, most younger families are disinterested in maintaining a home and don't consider long term equity. They would prefer a mobile home which provides quick, inexpensive access to homeownership.



From 2014-2024 there has been a change in housing inventory and typology in Windsor. The traditional, single family detached typology decreased by 66 units. Townhome or Semi-detached (in-law apartments) increased by 14 units. Other mild decreases occurred in the number of duplex typologies and apartment buildings of 3-4 units while a substantial increase of mobile homes has arisen (up 23 from 2014).

Based on the adjacent graph, single and two member households have decreased since 2014 while there has been an increase in larger family households. This data is difficult to corroborate against the chart on the following page which shows that not only are the

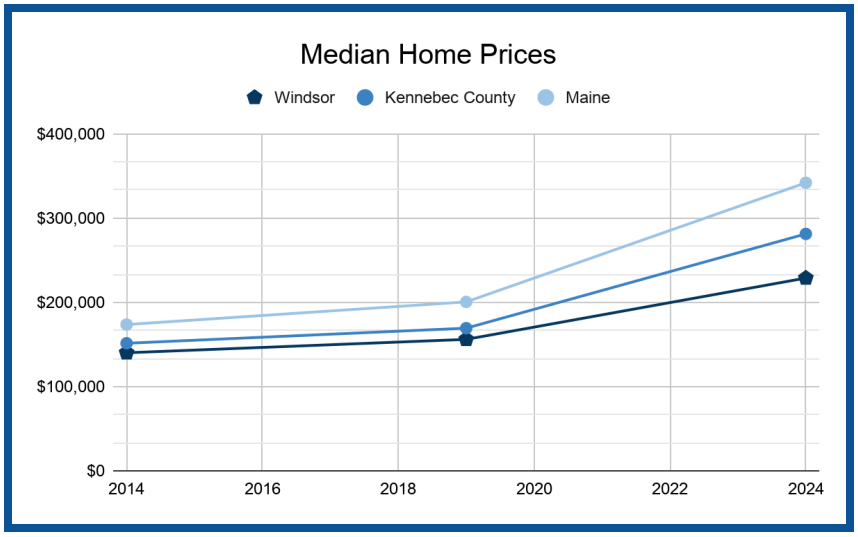
housing units decreasing, but so is the average household size. With the institution of ADUs and the subsequent change in ordinance to accommodate this legislation, additional survey and data collection may be warranted to better identify the reported needs vs. actual reality of the housing in Windsor. These state mandated housing regulations may benefit younger residents as they seek independent living situations in our current housing market. Windsor will need to amend land use ordinances to accommodate this legislation.

The following table shows the comparison between the population, average household size, and housing units available in Windsor, in addition to the percentage of occupied units vs vacant units and owner occupied vs renter occupied based on decennial Census Data. The available town data reflects a larger number of housing units based on building permits issued over the past 20 years, but does not track occupancy or household sizes. Therefore, the information in the table below is utilizing the Census Data, and it is reasonable to assume occupancy rates and household sizes are accurate.

Windsor's Housing Data					
Category	**1990**	**2000**	**2010**	**2020**	**2024**
Population	1,895	2,204	2,575	2,632	2,691
Average Household Size	2.78	2.61	2.48	2.54	2.5
Total Housing Units	758	952	1152	1175	1203
Occupied Units	681 (90%)	846 (89%)	1039 (90%)	1086 (92%)	1071 (89%)
Vacant Units	77 (10%)	106 (11%)	113 (10%)	89 (8%)	132 (11%)
Owner Occupied	618 (91%)	724 (86%)	945 (91%)	903 (83%)	954 (89%)
Renter Occupied	63 (9%)	122 (14%)	94 (9%)	183 (17%)	117 (11%)

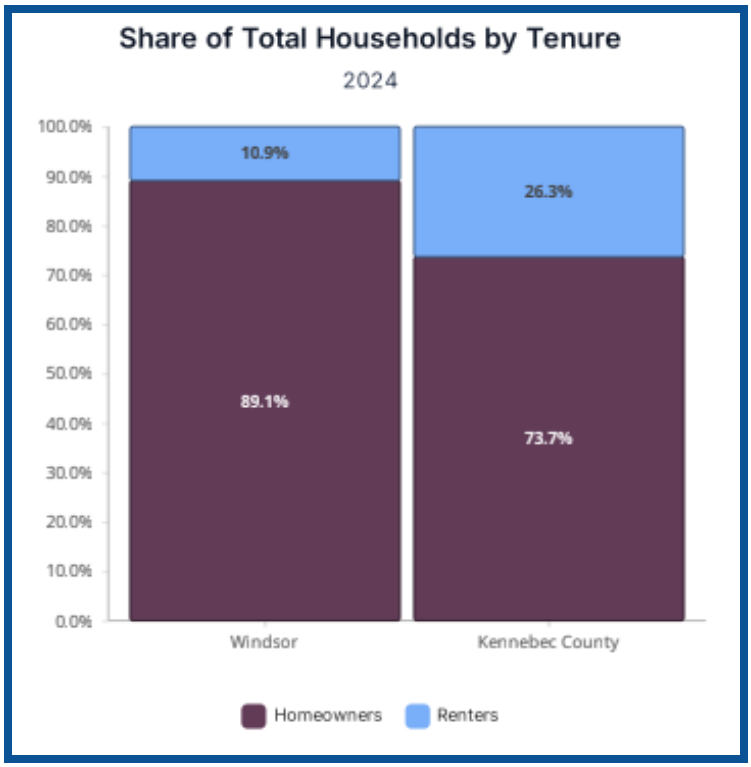
As shown in the table above, approximately 11% of Windsor's housing is vacant and unoccupied. These vacancies may be due, in part, by seasonal snow-birders or housing units in need of major renovations for habitability. However, with the desire for additional, affordable housing in our town, this may be an area requiring greater survey and assessment. If these homes were available for rent, not only would it potentially provide affordable workforce housing, but it may also realize a business market and bolster Windsor's economy.

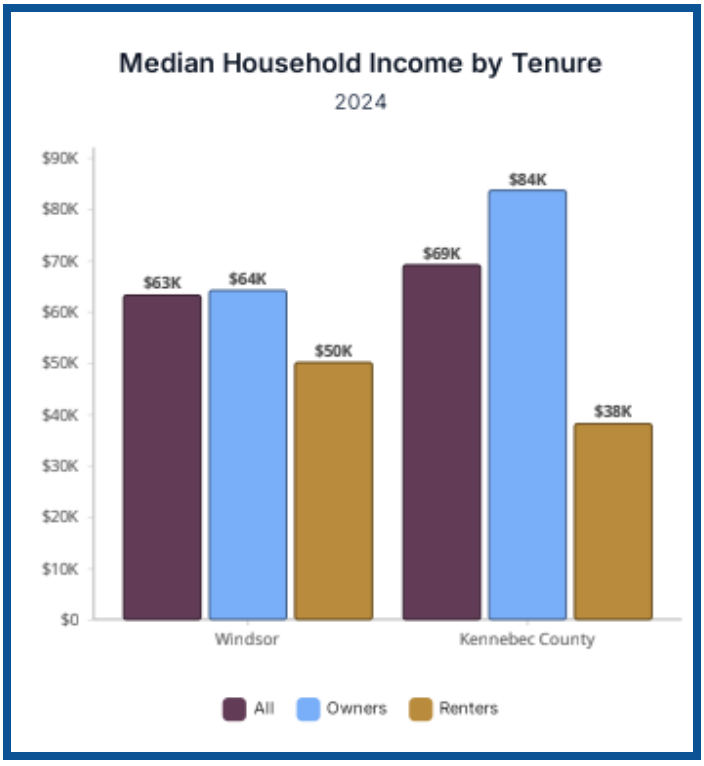
Price and Affordability



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 become unbalanced, it can result in insufficient housing for prospective workers or residents relocating to another town because they cannot afford local housing. However, considering the adjacent graph, Windsor's median home price is substantially below (<$30,000-$100,000+) that of surrounding towns in Kennebec County and the state in comparison. Therefore, Windsor is, comparably, more accessible to many seeking affordable housing than that of neighboring towns.

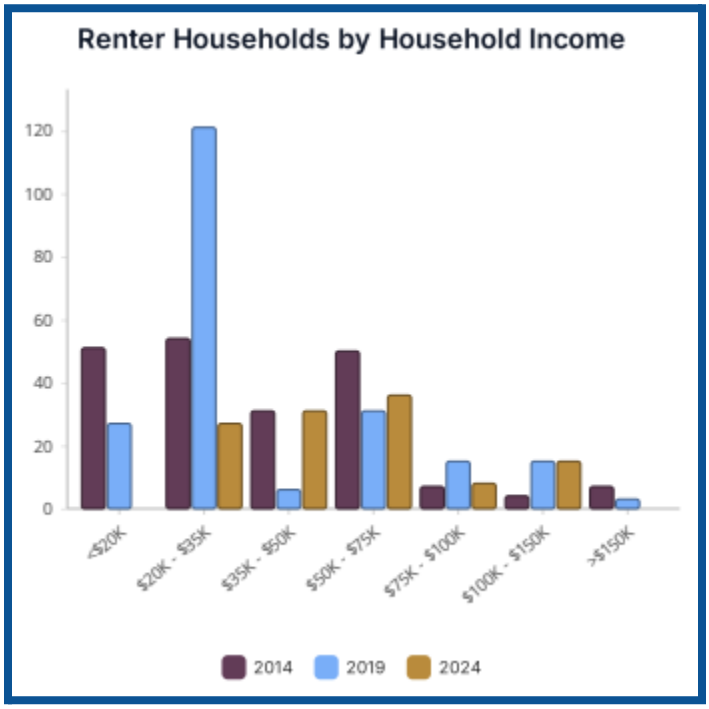
The following graphs compare Windsor's homeownership to rental units as compared to Kennebec County as a whole. This should be considered in light of the median income in those data sets and the affordability thereof.





In 2024, the median income for homeowner households in Windsor ($64,122) was $14,048 more than for renter households ($50,074). For Kennebec County, the difference

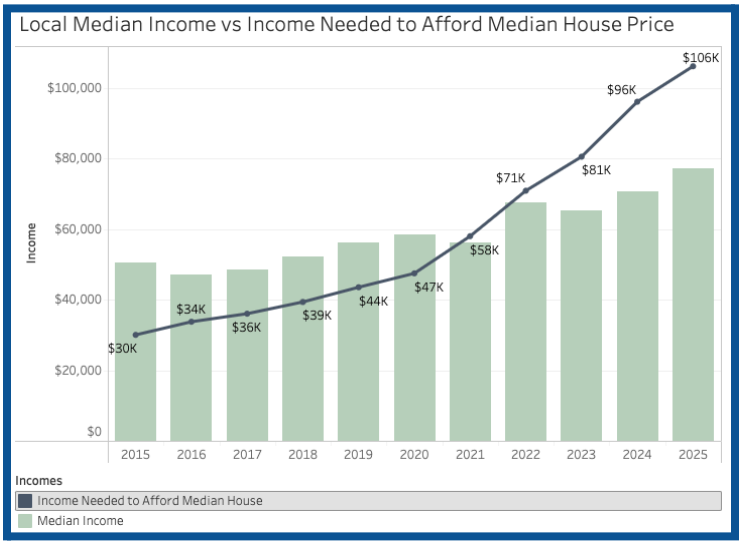
between homeowner and renter households was $45,496 (with a median income of $83,629 for homeowners and $38,133 for renters). Again, in 2024, the rent affordable to renters earning a median income in Windsor was $1,252. In comparison, the median rent was $1,265. This is a difference of $13 a month, or 30.3% of AMI ($50,080). However, according to the American Community Survey (ACS), the median rent in Windsor for 2024 was $1,194, an increase of $336 (36.2%) between 2015 and 2024. So, depending on survey data, Windsor's median rent falls between $58 below the "affordable rent" and $13 above the affordability threshold, given the AMI. There were 117 homes occupied by renters in 2024. It is unclear if this includes ADUs, which passed into law in 2022. While this may not change the data for household incomes or households by tenure, it may reveal more about the ability of residents to build long-term equity and independence.



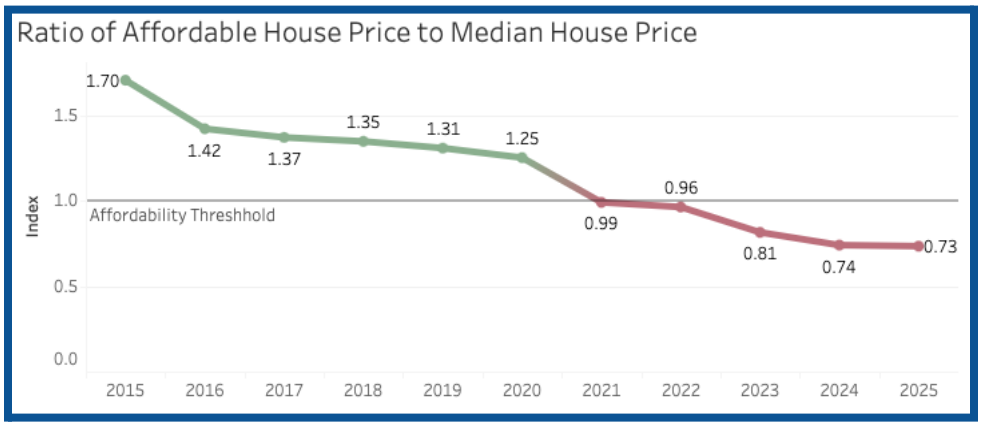
With the backlash of COVID-19 and the housing market boom as people sought to relocate to more remote areas, followed by Windsor's subsequent revaluation completed on all residential homes in 2025, many longtime residents are feeling the financial pressure as home values increase (i.e. taxes) and the cost of living continues to rise. Many fixed-income families have stated the stress and complexities of increased costs, often stretching their budgets, causing them to consider relocating.

Windsor seeks to be a community where "All residents of all ages and walks of life...can *thrive* in their homes...[and]... have access to a wide range of *housing choices*." In order to achieve this goal, Windsor must promote and offer affordable housing options. Windsor's residents have expressed the desire to not overregulate development, allowing landowners the privilege of choosing how they might develop their own property. The town takes a welcoming approach to development, allowing for a wide variety of housing such as subdivisions, mobile home parks, apartment or duplex structures, etc., through the Planning Board and Site Plan Application and Review process. Many residents did express their preference for disallowing or mitigating development in highly visible locations, which detracts from the character, culture, and agricultural, farmland atmosphere of our town. That being said, Windsor does not intend to promote or hinder one over the other, development vs. restrictions, but instead remains neutral and provides liberty to landowners insofar as they are compliant within our town's

ordinances and "lenient regulations." Windsor's Planning Board continues to work closely with local residents and contractors to broaden our housing options while maintaining our community's vision.



According to the [Maine State Housing Authority](), housing is considered affordable if the total annual housing expenses are 30% or less of the area median income. The following graphics show the comparison between the area's median income as compared to the income needed to afford median house prices, the ratio of affordable house prices as compared to median house prices, and the relative change in household income as compared to prices of homes.



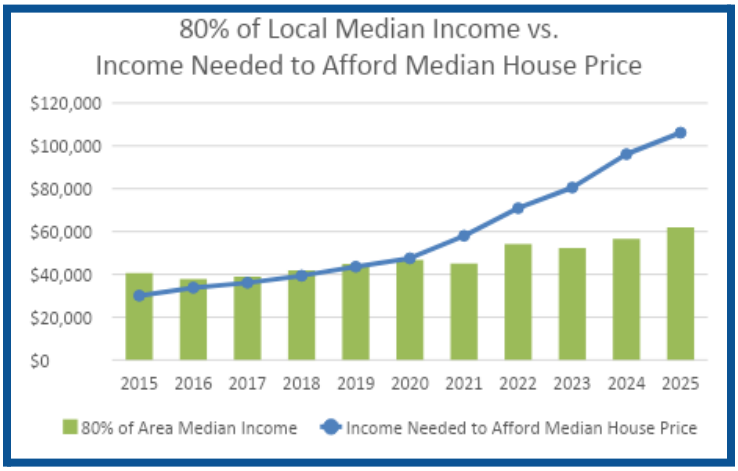
Additional factors that may contribute to the median household income in Windsor is the increase in our aging population, most of whom are on fixed incomes. There is also an increase in single income homes as compared to dual income families with the increase of divorce and single-parent households, couples maintaining independent living arrangements, and young adults choosing to remain unmarried. Households with established living arrangements are opting to remain in their homes, especially given the reality that nearby communities have higher median home prices and relocation to another home may be at a financial loss. Therefore, many homes in Windsor that are on the market tend to be new builds as opposed to fixer-uppers, and therefore more expensive.

One note that should be made regarding the comparison between median household incomes and median home prices is that many of the aging population, while having a lower median income, are not simultaneously in the population data set for those purchasing new homes. Generally speaking, that is, the longtime, aging, retired residents on fixed incomes already own their homes and, therefore, are not battling the rising

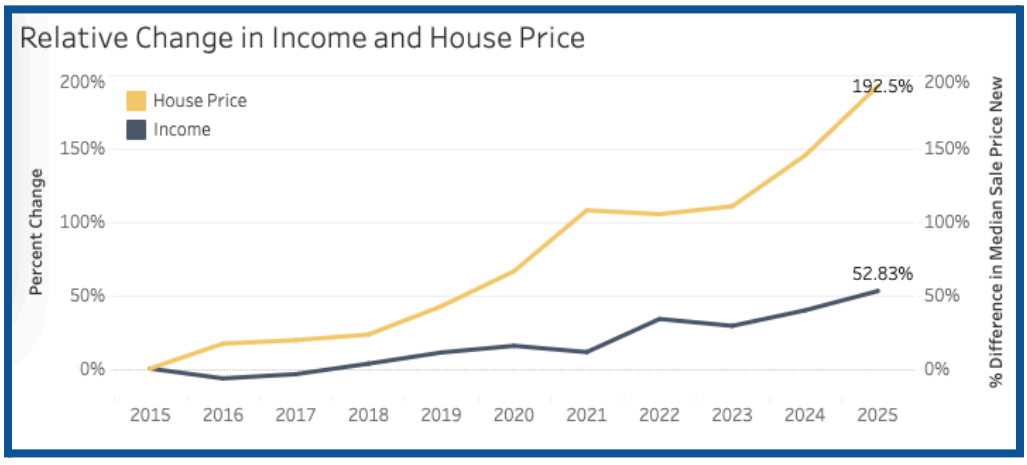
costs of home prices, although they do experience the increase in taxes and annual household costs (heating, electricity, insurance, etc.).

Year	Income Needed to Afford Median House Price	Area Median Income	80% of Area Median Income
2015	$30,037	$50,628	$40,502
2016	$33,760	$47,237	$37,790
2017	$36,043	$48,693	$38,954
2018	$39,374	$52,317	$41,854
2019	$43,543	$56,166	$44,933
2020	$47,481	$58,469	$46,775
2021	$58,018	$56,310	$45,048
2022	$70,908	$67,735	$54,188
2023	$80,549	$65,359	$52,287
2024	$96,136	$70,722	$56,578
2025	$106,187	$77,375	$61,900

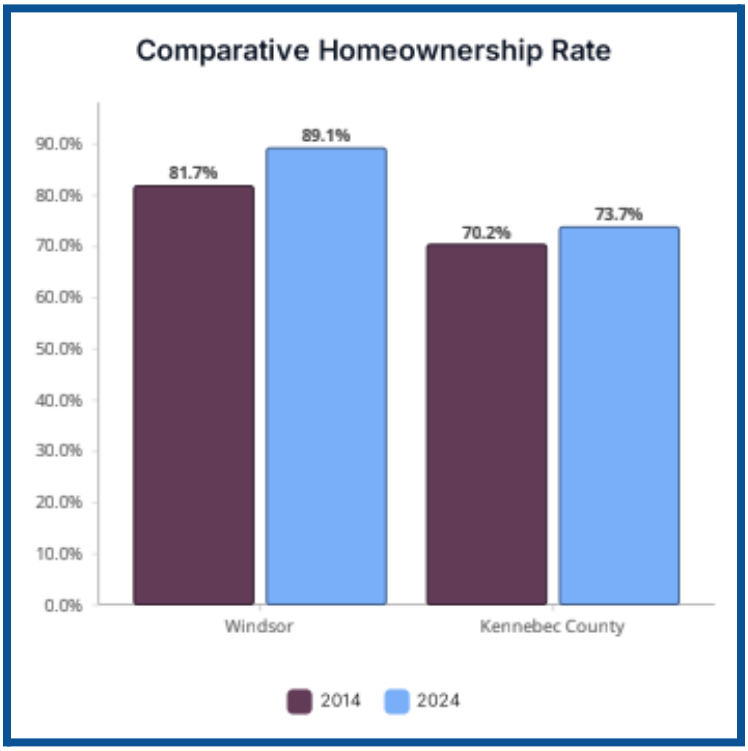
According to the graphics on the prior page and below, either the total annual housing expenses, which includes the total annual mortgage payment plus utilities, taxes, homeowner's insurance, and mortgage insurance, would need to remain below $20,000 given the median income in 2025 or the median home price would need to remain below $350,000 to be considered "affordable."



Surrounding the COVID-19 Epidemic, there were multiple outside factors that contributed to the trends that are still apparent today. One major factor is that, as many families sought to relocate to rural areas and work remotely, bidding wars over the limited available housing options caused average sale prices to increase. This is apparent in the table on the previous page, which reflects the shift between 2020-2021 when the median income dropped below the income needed to afford median home prices occurring after the COVID stimulus checks and economic impact payments were no longer being issued. Furthermore, affordable housing prices decreased during the same years when median income increased due to

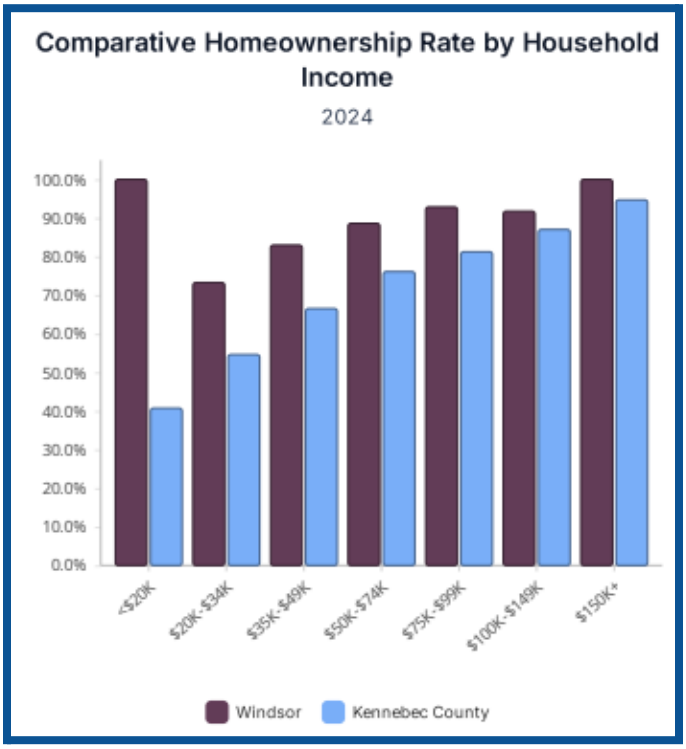


mortgage rates, according to the *Maine State Housing Authority*. As mortgage rates increased, it became more expensive to borrow the same amount of money. Maine's mortgage rates have increased by 112% from 2021 to 2025.



The mismatch between affordability based on income and what housing actually costs can lead households to stretch beyond what is affordable to access high-quality schools, safer neighborhoods, or proximity to jobs and amenities, and they have less residual income available to cover other necessary expenses, like food and healthcare. Windsor residents are thankful that we are a relatively safe community where everyone has equal access to high-quality education for elementary and secondary levels. Windsor also has a very active food pantry and has recently established a transportation working group to assist in ensuring transportation access to residents for medical appointments, shopping, social endeavors, etc.

Some of the aforementioned factors remain beyond the reach, scope, and responsibility of the municipality. As it is, Windsor does not have our own housing authority, bank, local lender, or philanthropist financially supporting residential growth and public services, no active grange society to assist with local home improvements intended to keep housing affordable and safe, nor an accessible transportation system or public health clinic, all which might provide a desire for proximity for those financially restricted and in search of affordable housing options. However, many families continue to seek residence in Windsor despite these barriers and lack of resources which larger towns and cities provide. The following graphics



compare the difference in homeownership rates between 2014 and 2024 for both Windsor as well as Kennebec County and in consideration of reported household income. According to the Zillow Home Value Index, home values in Windsor have increased by 117% from 2015 to 2025. For comparison, home values in Kennebec County have increased by 122%. Again, Windsor continues to be more accessible for those seeking affordable housing than that of our neighboring communities. This said, however, we recognize the disparity between AMI and "affordability" in our area, and while we may be more accessible, it is still out of reach for many. Additional considerations and strategies continue to be necessary.

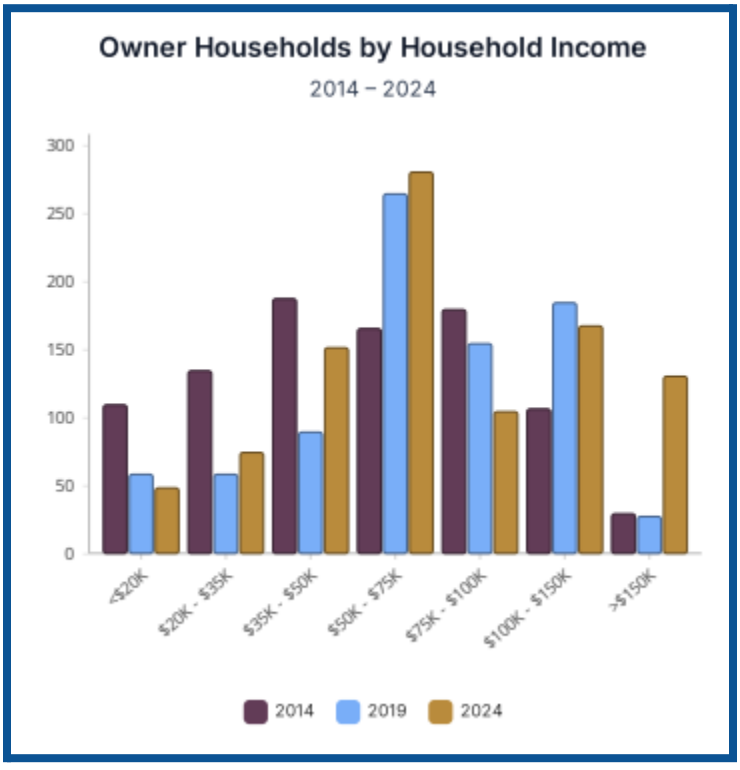
As portrayed in the adjacent graph, Windsor residents who have achieved some college are statistically earning higher individual income than those in Kennebec County at large. This chart does elicit questions such as the comparison of those earning higher wages while the overall 25+ data set remains below Kennebec County. This could be due to the age of the population represented by those surveyed or by the sample size surveyed.

Median Individual Income by Educational Attainment

2024

Educational Attainment	Windsor	Kennebec County
Population 25+ Overall	$43,125	$49,450
No High School Diploma	$0	$32,129
High School Diploma	$39,577	$40,883
Some College	$52,391	$46,932
College Degree	$56,563	$56,357
Graduate Degree	$82,344	$77,880



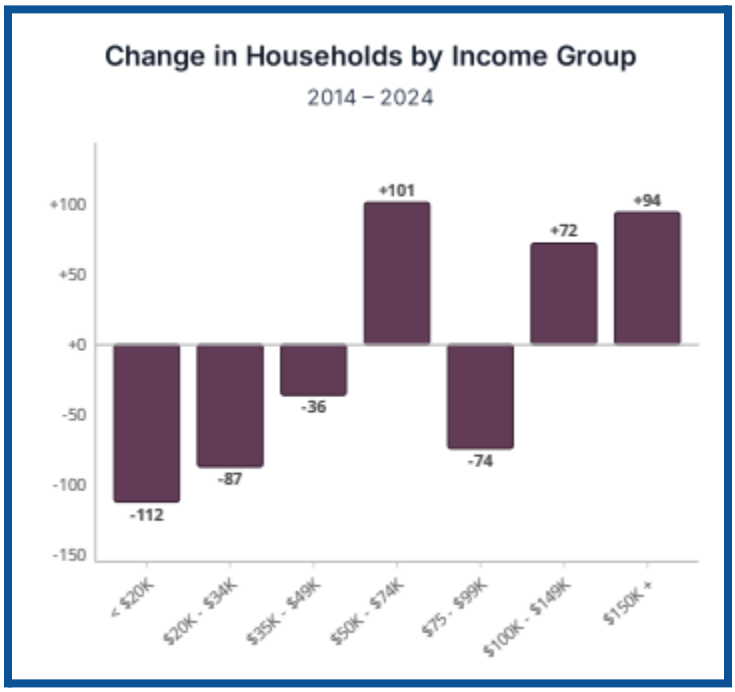


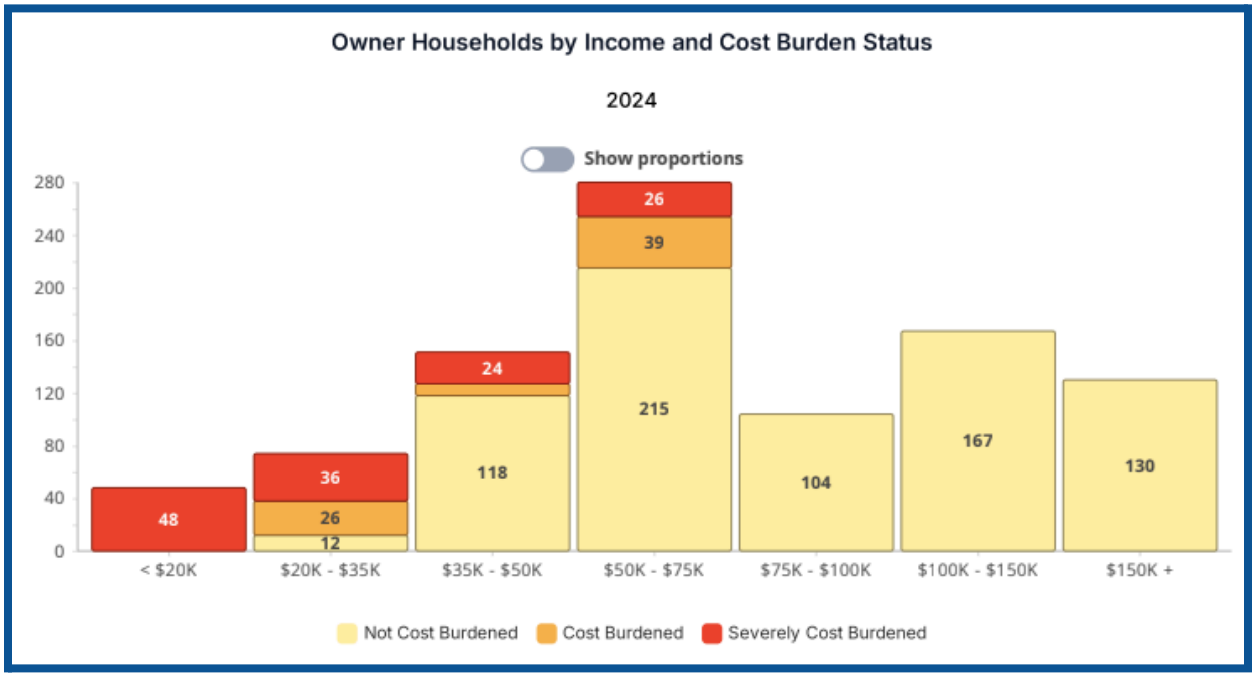
Homeownership & Building Equity

Access to homeownership enables households to build assets and housing stability. Homeownership is the largest source of wealth for households in America and disparate access to homeownership and support to sustain ownership contributes to inequality. Barriers to access could include high home prices and a lack of "entry-level" homes; a lack of assets for a down payment; competition from investor-owners, and inequitable access to mortgage loans. Barriers to sustaining ownership include the inability to maintain and repair a home as you age, access to

home equity financing and rising property taxes. As previously stated, most of these barriers are beyond the reach of Windsor's municipality and governance.

The previous graph represents the comparison of owner households by household income. In 2014, homeownerships were dispersed more evenly among the varying income ranges whereas, by 2024, the distribution has shifted toward the higher income ranges. This, however, should be considered in light of the change in households by income groups. While there is a substantial decrease in homeownership by those making less than $20,000, this does not necessarily establish the causation due to a lack of affordability or "cost burdened". The change in homeownership based on income could also be due to the population demographics and a change in the number of households within that income bracket. Given the adjacent graph, the latter appears to be the case in this situation. In fact, this further substantiates the **Comparative Homeownership Rate** graph on the previous page which shows Windsor's homeownership rate stable with relative increase from 2014-2024. Although "cost burdened" continues to increase, Windsor residents remain resilient and between 2014 and 2024, the overall homeownership rate in Windsor





increased by 7.41 percentage points. This is even more notable given the fact that the overall cost burden rate for homeowners in Windsor rose 4.5 percentage points between 2014 (17.3%) and 2024 (21.8%).

It is without a doubt that the cost of living is increasing at an unsustainable rate as compared with that of average household incomes. This is not only an issue in Windsor, but more broadly an issue in Kennebec County and the state of Maine. While it is not ideal and seemingly impossible at times, many households are making personal cuts or picking up second jobs to help pay for their housing. Additionally, many young adults are choosing to live with their parents so they can save for down payments and future housing costs.

Publicly Subsedized Affordability

These affordability trends represent the supply of both naturally occurring and publicly subsidized affordable homes for lower income households. While Windsor does not have any municipally subsidized affordable housing, our community members may have access through the county and state.

Two different types of housing that can be considered "affordable" are deed-restricted affordable homes, many of which receive subsidy, and unrestricted affordable homes, which are often referred to as "Naturally Occurring Affordable Housing" or "NOAH."

A common cutpoint for eligibility for housing assistance is 60% AMI (Area Median Income). In 2024, 63% of rental homes in Windsor (67 homes) were affordable to households earning less than 60% AMI. While this may be helpful information, it should also be noted that, due to Windsor's retired and aging population, median income may not be the best numerical value in determining eligibility or affordability since many retirees already own their own homes and are not seeking alternative, affordable housing options. Therefore, these statistics may inadvertently assume a cross over between those earning 60% AMI and those seeking affordable housing options.

That being said, young families and those earning 60% AMI may be within the population seeking affordable housing options. One such option may be to seek deed-restricted homes which, while receiving no public assistance, utilize local land trusts, statutes, and covenants that have permanent or long-term legal agreements attached to its title that keeps the home priced below market value to maintain affordability.

Over the last 50 years, the Section 515 multifamily loan program has been a critical source of funding for affordable rental homes in rural parts of Maine. As of December 31, 2024, there was 1 rental property in Windsor supported by the Section 515 program.

Windsor's Section 515 properties had 8 affordable rental homes, of which 5 received additional rental assistance. To put this supply into context, Section 515 supported about 6% of all rental homes in Windsor. Once properties exit the Section 515 program, their affordability requirements and rental assistance expire, putting lower-income and often elderly renters at risk of housing instability. Of Windsor's 8 affordable rental homes assisted by Section 515, 0 homes (0%) are set to exit the program by 2030, while 8 additional homes (100%) with longer terms are eligible to exit early.

In addition, the Genesis Community Loan Fund makes favorable financing and funding available to assist with Section 515 property transfers to nonprofits and local public housing authorities. This may be something worth investigating for Windsor's future consideration as we seek ways to benefit our "cost burdened" residents.

Other local agencies and organizations endeavoring to support homeownership and relieving those in "cost burdened" situations is the Maine Affordable Housing Coalition (MAHC). While based out of Portland, MAHC represents over 140 public and private organizations across the state. They actively lobby for pro-housing policies, release data-driven research, and host regional meetings that heavily impact Central Maine's development strategies. It would be advantageous for the Town Office staff and Planning Board to promote awareness of this resource. Another coalition is Build Homes Build Community, a collaborative coalition launched by major business and industry networks—including the Maine State Chamber of Commerce and the Maine Real Estate & Development Association. This coalition specifically targets the workforce crisis by advocating for streamlined municipal permitting and reduced construction barriers across central and regional hubs.

One thing to note regarding municipal permitting, codes, and ordinances is that, while these are intended to ensure safe, well constructed homes, their quantity, extent, measures, and degree directly affect the cost to homeowners. When regulations and ordinances are permitted and highly regulatory, the measure by which they are carried out generally assumes the homeowner will need to hire a certified professional in areas where they might otherwise be capable and sufficient to complete the work independently. Therefore, Windsor desires "lenient regulations" that ensure community and homeowner safety while not overregulating or mandating highly restrictive measures and regulations that further increases homeowner costs to levels of greater unaffordability.

Kennebec Valley Community Action Program (KVCAP), located in Waterville and Augusta, plays an active role in regional housing security. They collaborate closely with the Greater Waterville Poverty Action Coalition and local housing initiatives to bundle community resources, support homeownership, and develop transitional and affordable

units. The Maine Office of Community Affairs (MOCA) is also a source for educational materials and programs for community resources.

The town may consider investigating housing coalitions, adjusting local regulations, or similar efforts that may positively affect the development of affordable, workforce housing. Moreover, greater effort should be made to educate the public and keep the community informed on grants and other funding opportunities for home purchases and renovations. Regional Coordination Efforts should be sought after, considering this is a broader crisis that extends beyond our town and county.

Economy & Business

Windsor remains a rural suburb, part of the Augusta Labor Market (ALM), and neighbors the following labor market areas of Waterville, Rockland and Belfast. Windsor is not a large employment center in and of itself, although there are some local businesses who provide employment opportunities for local residents.

As part of the ALM, Windsor benefits from the employment stability afforded by State Government and healthcare offices, a wide selection of services including retail, education, cultural, and recreation from nearby Augusta, accessibility to a wide range of locations utilizing major arterial collectors between the state's capital and coastal regions via Route 17 and Route 105 as well as Route 32 which connects Route 17 and Route 3 in China, in addition to energy infrastructure such as Three-Phase power along Route 17 and High Speed Internet as it expands beyond city limits into more rural areas.

Although Windsor is not a hub for tourism, there are many vacationers who pass through town on their way to the coast during summer months and others who make Hussey's General Store a destination stop on their way through.

Furthermore, Windsor has economic strengths of its own including:

- Windsor Fair Grounds- a venue for many gatherings, shows, and fairs.
- Windsor Elementary School- RSU 12
    - Renovated in 2004
    - "Ranking #5 in Maine Middle Schools" in 2024 by U.S. News and World Report
    - Maintains school choice for secondary education with many students opting to attend nearby Erskine Academy.
- Highly valued agricultural and natural resource based operations.
- Rural character, valued by both new and existing residents.
- Available land for future economic development.

Laborforce

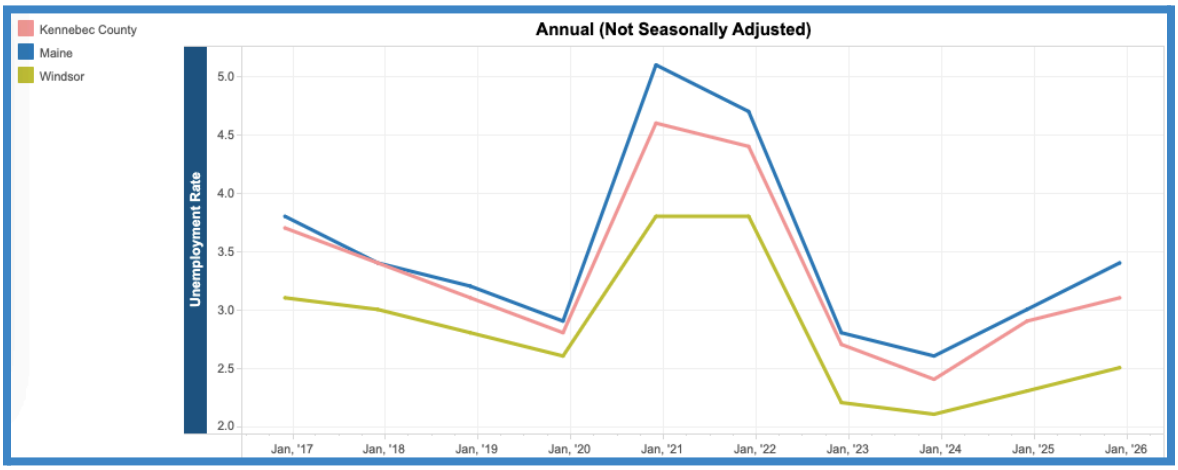
The majority of Windsor's workers are employed in other communities. The commuter patterns show that most residents travel into Augusta for work and likely for shopping and other services. However, some residents, especially those living north of Route 105, may also travel into Waterville for work, recreation, and retail shopping services. Opportunities may exist for an increase in carpools, especially considering the high number of people traveling into Augusta. The plan recommends working with MaineDOT and neighboring towns to site commuter parking areas near Routes 3, 32, and 17.

More people are now working in professional and service fields and less are involved in manufacturing, production, and sales. Workers in the construction fields have fared well, especially with the housing boom following the COVID-19 Epidemic. Take note that the table below indicates the number and percentage of workers in each field and NOT their income levels. While service occupations have seen an increase in laborers, they may still make up the lower portion of the table representing median income (page 41).

Labor Force Occupations					
Field of Occupation	**1990**	**2000**	**2012**	**2020**	**2024**
Total Laborers	941	1,112	1,368	1,343	1,334
Management & Professional	223 (24%)	316 (28%)	459 (34%)	373 (28%)	414 (31%)
Service	124 (13%)	174 (16%)	253 (18%)	265 (20%)	264 (20%)
Sales & Office	273 (29%)	318 (29%)	236 (17%)	248 (18%)	231 (17%)
Natural Resources, Construction, Maintenance	108 (11%)	134 (12%)	159 (12%)	255 (19%)	210 (16%)
Production, Transportation, Material Moving	213 (23%)	170 (15%)	261 (19%)	202 (15%)	215 (16%)

Income as a Measure of Economic Stability

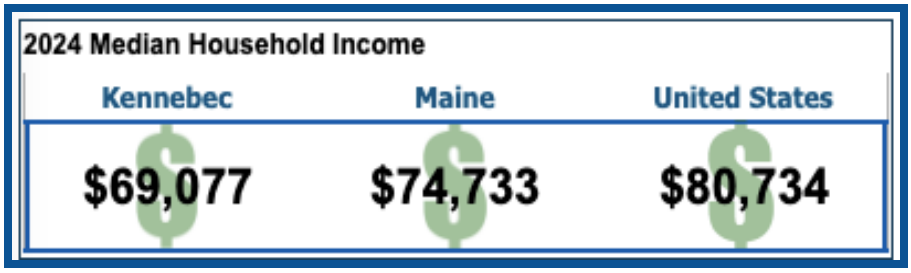
Income levels and unemployment rates are a good standard of measurement when assessing the community's standard of living and analyzing its impact on our local economy.



The adjacent graph compares unemployment rates, between Windsor, Kennebec County, and Maine from 2017-2026.

The table below compares Windsor's income profile over the recent past to that of Kennebec County and the State, on average.

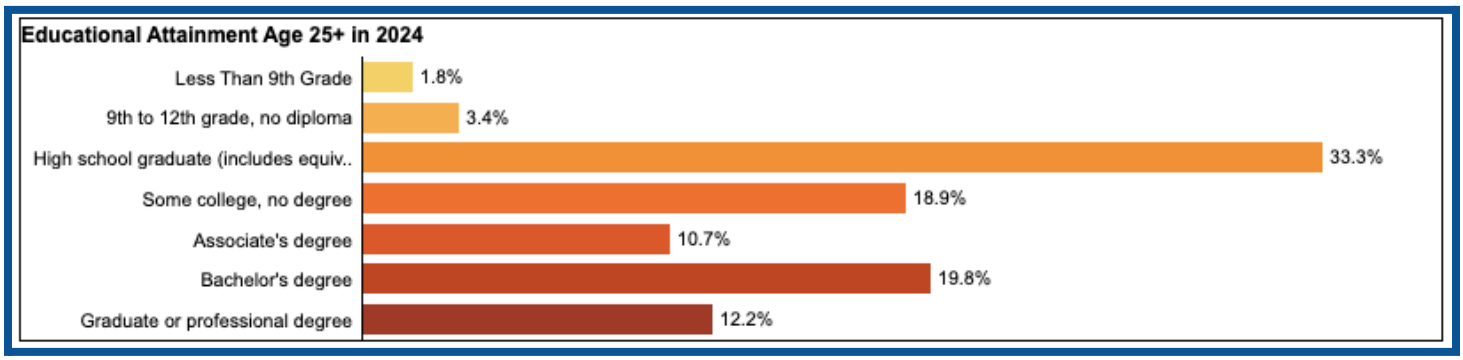
Income Profile Comparison				
		Windsor	Kennebec County	Maine
Median Income	2000	$40,039	$36,498	$37,240
	2010	$44,747	$45,973	$46,933
	2020	$55,417	$55,368	$59,489
	2024	$63,178	$69,077	$74,733
Income per Capita	2000	$16,746	$18,520	$19,533
	2010	$23,446	$24,656	$25,385
	2020	$27,015	$31,486	$33,774
	2024	$34,813	$38,597	$43,742
Families Below Poverty Level	2020	3.4%	7%	6.7%
	2024	4.5%	6.8%	6.4%



The educational attainment can oftentimes indicate not only the community's accessible income achievement level, but can also indicate its perception and value of that institution. The table on the following page shows the educational attainment of Windsor residents over the past 30 years.

As seen on the subsequent graphic, the town has a lower education attainment percentage as compared with Kennebec County. The number of persons 25 years and older with a bachelor or higher degree in Windsor is 21% (see subsequent chart) as compared to 32% in Kennebec County, as shown in the graphic below the chart.

Educational Attainment					
Category	**1990**	**2000**	**2010**	**2020**	**2024**
Less than 9th Grade	98 (8%)	55 (4%)	46 (3%)	191 (10%)	82 (4%)
9th to 12th Grade- No Diploma	148 (12%)	137 (9%)	140 (8%)	142 (7%)	69 (4%)
High School Graduate	537 (44%)	627 (42%)	730 (43%)	768 (38%)	678 (34%)
College- No Degree	228 (19%)	305 (21%)	277 (16%)	392 (20%)	469 (24%)
Associate Degree	71 (6%)	100 (7%)	193 (12%)	245 (12%)	260 (13%)
Bachelor's Degree	74 (6%)	162 (11%)	182 (11%)	178 (9%)	304 (15%)
Graduate/Professional Degree	60 (5%)	87 (6%)	124 (7%)	85 (4%)	109 (6%)



Major Employers

The major employers in the region include the State of Maine, Maine General Hospital, RSU 12, and Togus VA Hospital. Other local employers include C.B. Haskell Fuel Co., Comprehensive Land Technologies, Erskine Academy, Hannaford, Humble Abodes Inc., Hussey's General Store, Netco, RSU 12-Windsor Elementary School, Windsor Preventive Dental, and Windsor Veterinary Clinic, as well as other small and family owned businesses.

Hussey General Store is renowned, known throughout the state as the place to purchase "guns, wedding gowns, and cold beer." At one time in Maine's history, the general store was as common as soda fountains in every community. Today, Hussey's is a rare and treasured feature in the community.

Most businesses are spread throughout the community and many operate from a residence. The community does have a number of agricultural operations as well as dental health services and veterinary care. Sand and gravel mining is an important activity in the town. Windsor has many active gravel pits that supply the region's construction activities. Many other local services are auto repair or construction related. Many residents also operate small home occupations ranging from child care, crafts, and office operations. Economic development over the past decade has been very slow. New housing accounts for most of the new construction in town. However, there have been some commercial developments with Plummer's Funeral Home in 2004 and, most recently, Dollar General. Most industrial and commercial development is established along Route 17, which also has access to Three Phase Power. The Planning Board may consider including performance standards in their Site Plan Review process to assure new development is compatible with the surrounding landscape and desired atmosphere.

Economic Development Planning

The town has not played an active role in local or regional economic planning. However, it would be important for the community to participate in regional economic development activities since most of our residents work in neighboring communities. Possibilities also exist for local business expansions, especially some type of light manufacturing.

Trends and Changes

The economy in the state and the nation are undergoing many significant changes and the most notable is the impact of the global economy upon our traditional manufacturing and retail operations. Windsor is not immune from these changes which is evident in the loss of manufacturing jobs over the past 50 years. An increasing number of persons in the region are now employed in the service and retail sectors and the higher wage jobs are in professional or skilled professions that require advanced educational credentials. The jobs of the future will require the workforce to be well educated and have the skills to transition to different jobs throughout their working careers. Today, the average worker already changes jobs and careers several times throughout their lives. This trend will continue, and persons with the ability and knowledge to quickly move into high demand occupations will be the most successful.

One major economic change that will impact the town is the recent LD2226 which is a bill that will adjust the current state funding formula for public education. The majority of Windsor's tax revenue is spent on public education, and with recent revaluations in town, the state provided less subsidy since the current formula bases need on property values. By adjusting this formula, Windsor will be able to secure more state aid, helping to make

public education more affordable for our rural town. Furthermore, an additional bill, LD1892, funds school construction and urgent school repairs. If this bill passes, it may help to financially support some of the much needed RSU 12 building upgrades, thus reducing the burden on RSU 12 towns.



Many upcoming professions are no longer dependent upon a local workforce. The growing availability of the internet and high speed access offers employment opportunities for many people. This trend will likely continue especially among those workers that possess a highly marketable skill that is not dependent upon working in a fixed location.

The retail trend toward large, box stores is evident at the Marketplace in Augusta. These large stores offering low prices and sometimes wide product selections make it difficult for the small retailer to compete. Although the popularity of large stores will continue, there will be a growing market for custom goods through the internet and small stores. Additionally, online shopping continues to be a preferred method for many, utilizing both large retail suppliers such as Amazon as well as small, independently owned businesses through online platforms such as Etsy.

Over the past 10 years the vast majority of new retail and employment opportunities have moved into Augusta and Waterville. This trend makes it difficult for smaller communities to compete for jobs and commercial opportunities. Many small businesses are utilizing social media and an online presence to attract customers, therefore impacting local mail carriers with the increase in shipping from household to household.

Throughout Maine, traditional farming operations, including dairy, have been shrinking in size. Many operations have diversified to include new produce varieties and other innovative products in an attempt to branch out and attract a larger number of consumers. Some farms have retained income by direct marketing to consumers such as Community Supported Agriculture (CSA), Food Cooperatives (Co-ops), local Farmer's Markets, etc. A growing segment of the market is small farms involved with specialty produce, pick-your-own operations, niche products, organic products, cheese, and maple syrup. Other popular activities include nursery and greenhouses, and horse boarding and stable operations. The cultural shift is trending toward the concept of "buy local" and emphasizes decreasing one's carbon footprint, thus providing a revived market toward these direct-to-consumer small business enterprises. The town may consider establishing a local food sovereignty ordinance which would give local control as to how food is grown, processed, and sold within our town and provide community

members the ability to define their own food and agriculture systems through healthy and culturally appropriate, ecologically sound, and sustainable methods. There has also been a recent influx of Amish bringing not only the desire for small, family farmsteads but also the opportunity to purchase local, handmade products and an opportunity to reimagine small, local businesses and their impact on our community.

Another attractive economic endeavor that has recently enamored some Windsor residents is the Solar Farm. With Three-Phase Power accessible in some areas of Windsor, residents who have reasonable access have been able to lease property to large organizations, thus bolstering their household income while maintaining property ownership. This continues to be a contentious entrepreneurial endeavor between community members. The town continues to mitigate the ever-changing aspects of this type of land use through the Planning Board and Site Plan Review. Fostering a mutually beneficial relationship between the Solar Farm and local farmers through grazing agreements may appeal to the town residents, allowing for Solar Farms while maintaining historical farming practices.



We are Getting Older

Maine's population is getting older and we are also attracting retirees into the state. Combined with a low birth rate, this means that our workforce will shrink. The state already has one of the highest percentages of older residents in the nation. States and cities that can attract young people or newcomers from other locations can provide workers for new enterprises. Our ability to attract and retain good jobs is dependent upon an available workforce.

The new retirees will be different from their predecessors in the following ways:

- They will be better educated and prefer to engage in some type of activity, including employment.
- They will be in better health and will lead an active lifestyle.
- They will take an active part in many social, civic and work activities.
- They will want to retain their mobility and independence.

The town will likely need to respond to the demands of this new retiree population by making changes to existing recreational, economic, and transportation services and programs.

Fiscal Capacity

Introduction to Tax Base and Valuation
The fiscal capacity of Windsor (i.e. our ability to generate revenue in order to finance public services, an indication of our overall financial health and economic resilience) is a complex and ever changing state of affairs. Municipal revenue sources and tax valuations shift, and simultaneously, the town must adjust expenditures based on municipal and community needs, some which are known and more easily planned for while others manifest suddenly and unexpectedly.

The property tax is the main source of revenue for the town. All property and structures in the town are assigned a value based as closely as possible upon current market conditions. The town of Windsor has recently completed a revaluation of residential property in 2025, bringing the tax valuations to 100% of market value. Certain forms of personal property, such as business and industrial equipment, are also assigned a value for taxation. The total value of all taxable property including land, buildings, and personal property is called the **valuation**. Additionally, outside revenue income sources, such as the excise tax and state revenue sharing monies, are included in town revenue to offset municipal costs.

The money required to finance town government is called the **tax commitment**. The tax commitment is then divided by the valuation to obtain the annual tax rate which is expressed in **mills**. A mill is dollars per thousand dollars of valuation, or a thousandth of every dollar of valuation. The annual mill rate is used to figure out how much tax each property owner must pay to fund government services.

Example: A person owning property valued at $100,000 with a town mill rate of 9.4 (Windsor's mill rate for 2025) would pay $940 in taxes. (100 [thousand] X 9.4 = $940.00 or 100,000 x .0094 = $940.00)

Tax Revenue & Valuations
The table on the following page reflects our known tax base and funding sources for 2025.

2025 Tax Valuations & Revenue		
	Valuations	**Total**
Land Values	$318,953,300	
Building Values	$256,281,900	
Total Real Estate Valuation		$575,235,200
Production Machinery & Equipment	$316,760	
Business Equipment	$176,170	
Other Personal Property	$2,763,250	
Total Personal Property Valuation		$3,256,180
Total Municipal Valuation		$578,491,380
($578,491,380 in Valuation x .0094 mills = Tax Revenue)		**$5,437,819**
Motor Vehicle Excise Tax Revenue	$492,459*Actual Value	
Administrative Fees	$26,205	
Solid Waste Fees	$89,718	
Revenue Sharing	$289,128	
LRAP (Local Road Assistance Program)	$45,540	
Tree Growth & Veterans Reimbursement	$29,183	
Interest Income	$85,298	
Miscellaneous Revenue	$39,916	
General Fund Revenue		**$1,097,447**
Total Municipal Revenue		**$6,535,266**

For additional information, see the *Town Budget Worksheet* in the Annual Town Report.

The town of Windsor generates substantial revenue from the Central Maine Power substation, recently renovated and expanded in 2014-2015. The town receives additional energy infrastructure revenue from the underground natural gas line.

2024 Local Municipal Valuation Comparisons								
	Population Estimates	Land Valuation	Building Valuation	Personal Property Valuation	Total Valuation	Commitment	Certified Ratio	Tax Rate (mill rate)
Windsor	**2,736**	**$297,628,200**	**$252,898,800**	**$1,014,430**	**$551,541,430**	**$5,074,181**	**100%**	**0.00920**
China	4,599	$247,224,400	$434,810,750	$9,744,500	$691,779,650	$8,093,822	100%	0.01170
Palermo	1,631	$85,135,600	$180,590,300	$1,310,400	$267,036,300	$3,070,917	100%	0.01150
Somerville	625	$28,803,200	$25,592,050	$463,200	$54,858,450	$1,294,659	75%	0.02360
Jefferson	2,709	$262,829,750	$253,774,900	$1,064,700	$517,669,350	$6,268,976	85%	0.01211
Whitefield	2,411	$168,169,600	$213,917,600	$7,213,300	$389,300,500	$3,920,256	100%	0.01007
Chelsea	2,829	$90,457,280	$156,694,247	$1,095,230	$248,246,757	$3,773,351	97%	0.01520
Augusta	19,186	$566,182,000	$1,096,050,400	$215,814,300	$1,878,046,700	$44,697,511	62%	0.02380
Vassalboro	4,653	$158,530,100	$257,960,900	$3,384,300	$419,875,300	$5,596,938	100%	0.01333

There are some real estate properties which are exempt from municipal tax. The table below shows non-taxable exempt property in Windsor.

2025 Non-Taxable Property Valuations		
	Valuations	**Total**
State & Federal	$3,001,700	
Benevolent & Charitable	$5,096,200	
Literacy & Scientific **Windsor Fair Association**	$6,020,600 $1,395,800	
Municipal	$1,548,000	
Churches	$1,062,100	
Miscellaneous Exemptions	$577,000	
Total Non-Taxable, Exempt Property		$17,305,600

Tax Commitments

While this chapter will not focus on educational or county budgets, it is important to understand the significant impact these assessments have on the municipal tax rate.

2025 Budgets		
	Budget	**Percentage of Total**
Municipal	$2,278,459	34%
County	$468,535	7%
Education	$3,876,589	59%
Total	$6,623,583	

In 2025, the municipal budget totaled around 34% of all town expenses; Kennebec County represented 7% and RSU 12's portion amounted to 59%. While a dollar spent in any of these programs has the same eventual impact on taxpayers, it is helpful for taxpayers to realize the level of financial support going to various services.

The following chart shows the Municipal Expenditures listed as decennial snapshots.

Historical Municipal Expenditure Comparison					
	1990	**2000**	**2010**	**2020**	**2025**
Town Administration	$65,880	$121,619	$228,988	$326,071	$498,095
Public Works	$115,499	$190,050	$324,587	$419,330	$638,090
Public Safety	$19,000	$40,200	$94,187	$128,775	$222,825
Health & Sanitation	$39,335	$54,251	$140,636	$128,871	$207,866
County Tax	$49,641	$89,394	$158,869	$286,126	$468,535
Public Education	$70,907	$556,551	$1,514,734	$3,135,930	$3,876,589
General Assistance	$5,000	$6,500	$15,000	$4,000	$6,000
Debt Service	-	$97,995	$90,571	$108,650	$60,000
Miscellaneous	$68,665	$115,841	$243,340	$644,195	$662,238
Total	$433,927	$1,272,401	$2,810,912	$5,241,768	$6,623,583

While county and public education costs continue to rise, the town Select Board and Town Manager strive to keep taxes fair and practicable. Although it can be an arduous task, "the town of Windsor has maintained a flat budget, underscoring our commitment to financial stewardship without compromising vital services," as stated by the Select Board in the Annual Town Report (2024-2025). As living costs continue to rise, Windsor recognizes the financial strain that many families are facing. Windsor seeks to be a community where residents can **thrive** and **age in place** while remaining committed to offering **accessible** public services and bolstering **infrastructure** without financially overburdening our residents.

Windsor offers a level of service reflecting the needs and priorities of the community. In the survey and analysis, many residents cited their appreciation and contentment with the current municipal services recognizing that, though limited, they contribute toward maintaining lower tax rates. Windsor also offers a "tax club" whereby residents can make specified monthly payments based on their estimated or actual obligation for property taxes without incurring interest rates or fees.

The following table exhibits Windsor's Reserve Accounts.

2025 Reserve Account Balances	
Fund	**Amount**
Computer System	$14,093
Document Preservation	$4,221
Town Hall Building	$19,851
Revaluation/New Tax Maps	$26,007
Cemetery Land/Lots	$20,000
Fire Station Building	$75,798
Fire Safety Capital	$132,016
Forest Fire	$23,532
Rescue Capital	$46,483
Radio Communications	$50,000
Major Road Construction/Bridge/Culvert Replacement	$327,149
Public Works Truck Maintenance	$10,000
Public Works Truck Replacement	$74,982
Public Works Capital	$27,650
Backhoe	$39,000
Transfer Station	$4,973

Windsor continues to seek ways in which we can more thoroughly support our community members, whether it be through recreation activities or accessibility of public services. These efforts will be fleshed out more clearly in our **Capital Investment Plan** found on page 120.

While there are opportunities for regionalized efforts in improving municipal services,

there are some that are still beyond our ability and need at this time. For example, a full-time public police department is not an affordable option, nor necessary. Taxpayers have opted for solid waste management services and, in recent years, Windsor has upgraded our Transfer Station to more easily accommodate bulk waste and construction debris while also offering a clean and efficient system for recycling. Windsor's lack of municipal water and sewer keeps costs down but have major drawbacks of development, one aspect many residents find endearing.



Windsor has a robust fire and rescue service, and we continue to consider bolstering our emergency services through a regionalized effort in medical transportation should our current agreement with Delta no longer be financially advantageous. Windsor has a well respected Public Works department, often praised for their excellent work in keeping Windsor's roads in favorable conditions, even through frost heaves and snow storms.

Budget Committee
The Select Board develops a budget that is delivered to the Budget Committee for their review and recommendations. This process allows for greater citizen participation in the budget development process. All warrant articles list the recommendations by both the Select Board and the Budget Committee for the voters' consideration. The Budget Committee is solely an advisory committee.

Accounting Practices
The Town has its financial records audited annually. The 2024 audit was performed by the firm of RHR Smith & Company 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.

In 2025, the General Fund balance at year-end was calculated at $1,370,020. These funds satisfy our internal practice of maintaining 3 months worth of expenditures in the undesignated fund balance.

Current Debt Service:
In early 2024, the town was able to complete payments on the long term debt of RSU

12's Windsor Elementary School, seen below.



Windsor does maintain $161,729 in long term debt from the purchase of a 2022 Freightliner/Tanker for the Windsor Volunteer Fire Department.



Public Facilities & Services

Town Government
The town of Windsor utilizes a Select Board-Town Manager form of government. The town Select Board has five members, elected in staggering 3 year terms: 2 members elected one year, 2 the following year, and 1 in the third year.

The Select Board serves as the town's chief executive body, setting policy, overseeing municipal operations, assessing property values, and administering general assistance responsibilities. The Select Board meets biweekly and also has emergency meetings as needed.

Prospective Select Board Members can reside anywhere within the town and must complete nomination papers, available each August, in order to be included on the ballot prior to the annual vote at Town Meeting, although write-ins are another means of election. The Town Meeting takes place in June of each year in which newly elected Select Board Members are inaugurated into their position.

The Select Board elects the Chairman from among its members following each election. The Chairman presides over all Select Board meetings and acts as the Town Officer designated to represent the town in agreements with other governmental entities, but has no formal administrative duties. The formal administrative duties are carried out by the Town Manager who serves as the Chief Administrative Officer responsible for day-to-day operations and implementation of Select Board policy.

Town Staff
The town of Windsor currently has 7 full-time staff positions and 6 part-time staff positions. A graphic flow chart of the town **Municipal Structure** can be found on page 9. Additionally, a description of all **Officials & Boards: Seat Summary & Duties** can be found on page 10. The Town Manager oversees all town office staff as well as department heads who oversee their subordinates. The department heads report to the Town Manager as necessary.

Windsor has multiple committees which are primarily comprised of volunteer community members. Civic involvement is crucial to ensure community desires are understood and carried out, transparency remains between elected officials, staff, and town residents, and town morale is held in high regard through the manner in which information is disseminated, the community is involved in decision-making, and how open and fair the residents perceive the process to be. A healthy town needs active, productive,

accountable citizen committees advising the Town Select Board and staff on various aspects of town government.

Currently there are the following Boards and Committees active in Windsor:

- Planning Board
- Board of Appeals
- Board of Assessors
- Budget Committee
- Cemetery Committee
- Windsor Educational Foundation/Reed Fund Committee

In addition to the town committees, there are also established ordinances which work for the town in setting parameters and protocols for a variety of civic situations. The following is an alphabetical list of the current ordinances in Windsor.

- Acceptance of Streets and Ways Ordinance
- Animal Trespass and Nuisance Ordinance
- Board of Appeals Ordinance
- Building Code Ordinance
- Cable Television Ordinance
- Changeable Sign Ordinance
- Enhanced 911 Ordinance
- Floodplain Management Ordinance
- Littering Ordinance
- No Parking Ordinance
- Ordinance Regulating Storage and Land Application of Sludge and Other Residuals
- Planning Board Ordinance
- Recycling Ordinance
- Shoreland Zoning Ordinance
- Site Plan Review Ordinance
- Solid Waste Ordinance
- Subdivision Ordinance
- Traffic Ordinance
- Utility Scale Solar Energy Facility Ordinance
- Wireless Telecommunications Facilities Siting Ordinance

The Town of Windsor as an entity is a member of numerous districts and regional organizations, in addition to partnering with several independent local entities. The following entities are partners with the Town of Windsor, and the town maintains continuous representation.

- Kennebec Valley Council of Governments (KVCOG)

- Lincoln County Recycling Program
- Maine Municipal Association (MMA)
- RSU 12 School Board (3 positions serving staggered 3 year terms)
- Spirit of America

Town Hall

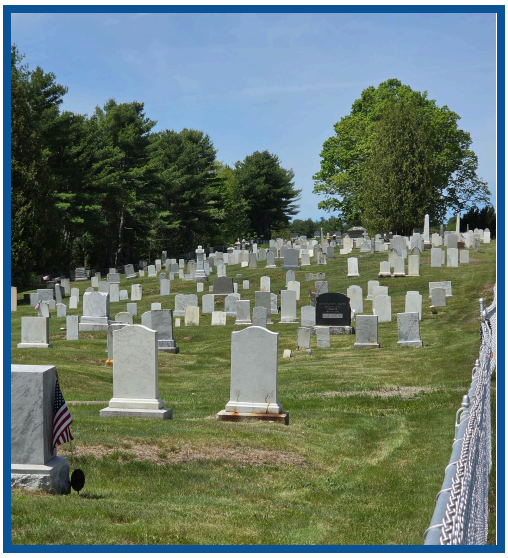
Windsor's town office is located at 523 Ridge Road, just north of Route 105/Route 32 intersection. The Town Hall is a former Grange Hall and served as a secondary education facility prior to commencement of Erskine Academy. The Town Hall is generally in good condition, but functionally obsolete due to overcrowding. The site location is small and a portion of the USPS (adjacent Post Office) parking lot is routinely used for town business. There is no room to expand the Town Hall. The first floor houses staff offices and secure storage. Office space has been carved out of hallways and is shared by staff and used for joint functions. ADA accessibility is minimal. Secure storage is near or at capacity. The second floor provides meeting space and storage and is served by a LULA lift/elevator for those who are unable to access the space via the stairs.



Except for major voting events, comprehensive public services are provided at Windsor's Town Hall and Municipal Office. Major voting events are generally held at the Windsor School gymnasium.

Cemeteries

There are 7 cemeteries in the town of Windsor. A map of cemetery locations in Windsor is included in **Historic & Archaeological Resources** (see map on page 17). The Blackman, North Windsor, Twenty-Rod, and Windsor Neck Cemeteries are no longer taking burials. The Dyer Hill and Resthaven North Cemeteries are only taking burials for those who have already purchased plots. Oak Hill and Resthaven South have single plots and spaces available in the Cremains Garden. Windsor continues to seek to procure land for establishing additional town cemeteries.

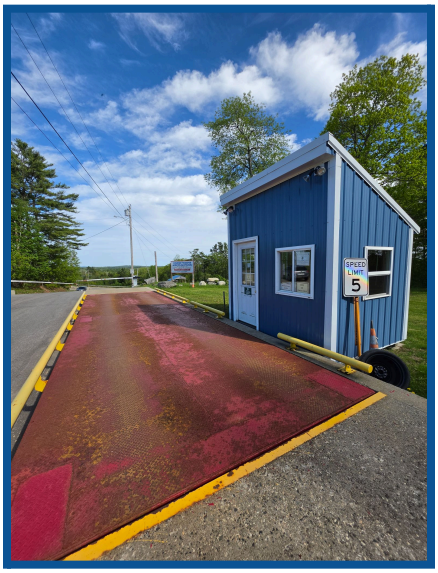


Solid Waste Management & Recycling

Windsor's Transfer Station is located at 1 Transfer Way, on the former town dump site, with access provided by the Windsor Fair Association via a 99 year lease agreement

made in 1997. There are currently 3 part-time attendants in addition to a Transfer Station Supervisor who oversees the operations and staff. The town currently has a contract with Waste Management Services for solid waste, Lincoln County Recycling for recycling, and North Coast Services, LLC. for hazardous waste. In 2016 a "big scale" weigh bridge was added to the facilities' amenities, and in 2018 a new sand and salt shed was built. Notwithstanding periodic calls for new services and minor upgrades, such as composting facilities, the size and operation of the Transfer Station seems to be adequate at this time. In 2026, Lincoln County Recycling will be partnering with our Transfer Station to provide food waste composting. The Transfer Station attendants plan to begin educating the public regarding acceptable food waste and food waste management as we implement this new service.





Approximately 200-300 tons of solid waste per year comes through the station as of 2025, which averages to about 550 pounds per year from each household. Windsor has a robust recycling program. The town recycled approximately 107 tons of material last year as well as about 2 tons of electronic waste. Paint and waste oil are not accepted although Windsor has, in the past, opted to participate in local household hazardous waste events so that community members can go to designated locations on specific dates to dispose of any hazardous material.

Many community members have opted to forego the use of the town's Transfer Station in favor of hiring an independent company for roadside trash pickup or residential dumpster. This may increase impact on town roads as larger, heavier, commercial trucks travel along town roads more frequently and in all seasons and weather types.

Food Pantry

The Windsor Food Pantry was established in 1992 by Peggy Millet and Brenda Bonsant. While it has moved locations and adjusted to directorship changes, it continues to benefit local residents. The Food Pantry currently occupies a small ex-garage structure adjacent to the town office. The building is shared with the Department of Public Works for storage. It appears



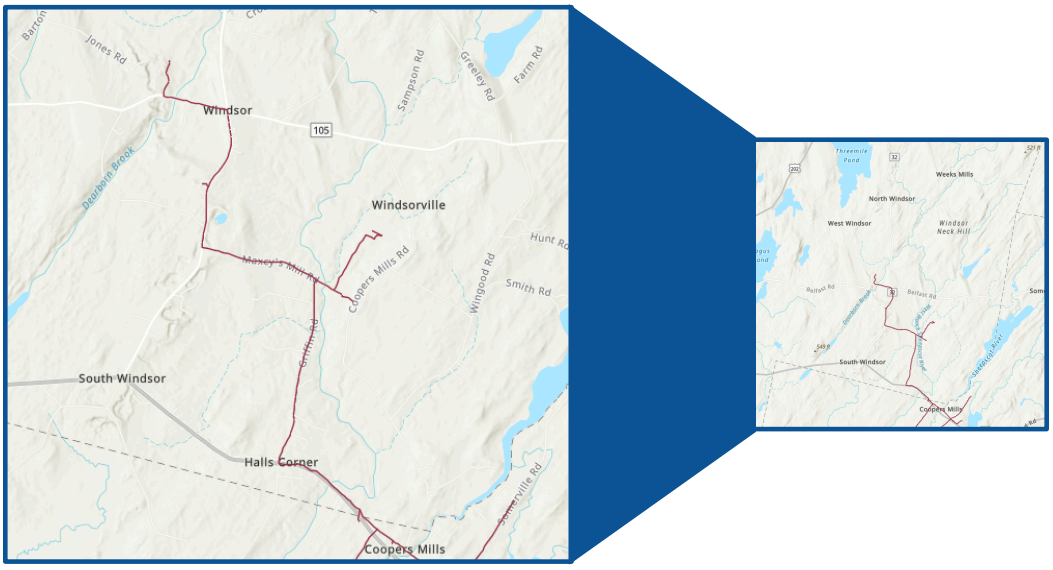
adequate for the time being, although parking can sometimes be an issue on days when the Food Pantry is open.

Public Water & Sewer

The town does not have municipal water or sewer facilities. Private or community wells and subsurface wastewater disposal facilities are used throughout the community. Septic tank waste is delivered to licensed facilities by private haulers and scheduled and funded through home owners directly. No issues are anticipated within the planning period.

Public Water Systems are categorized and defined in the following manner: *Community Water System (CWS)* serves at least 15 service connections used by year-round residents or regularly serves at least 25 year-round residents; *Transient (NC)* are non-community systems that serve at least 25 persons, but not necessarily the same persons, for at least 60 days per year; *Non-Transient, Non-Community (NTNC)* serve at least 25 of the same persons for for 6 months or more per year. There are currently 4 Public Water Systems in Windsor: Dollar General, Pine Ridge Village, Priscilla's Diner, and RSU 12 Windsor Elementary School. Of those, only Pine Ridge is classified as a *Community Water System* while Dollar General and Priscilla's Diner are *Transient*, and RSU 12 Windsor Elementary School is *Non-Transient, Non-Community*. It should be noted that there is no recent Source Water Assessment for any of the public water systems in town. The most recent assessments were from 2003. This is a recommendation for consideration.

The lack of water and sewer is a known hurdle to some forms of economic growth and development. Based on the community survey, residents desire to "keep Windsor rural" and prefer the agricultural, small-town atmosphere and aesthetic. Most community members emphasized preferences for limiting commercial growth, thus the need for public water and sewer systems.



Three-Phase Power & Telecommunications

Windsor has access to three phase power around the major arterials through town as shown on the adjacent map. This is a benefit to any possible future development along these locations as it is

essential for certain types of development. Most recently, it has benefited those seeking to install solar farms.

Telecommunications and electrical services are not within the town's control or influence. However, most recently, Fiberoptic Internet has become available in some locations in Windsor. Cellular service is anecdotally problematic with some areas having poor, unreliable or no signal. The town would have to lobby the cellular companies to extend or expand service towers to try and remedy this. To date, no town-wide issues have been experienced.

Public Works Department

The Public Works Department has a storage facility adjacent to the Town Hall and Food Pantry, but its primary Public Works Garage is located at the Transfer Station where there is a salt shed, town trucks and construction equipment, and repair facilities. Aside from recent repairs on the siding and potential near-future upgrades to accommodate internet for office administrative use, this facility is determined to be adequate.



The Public Works Department maintains about 32.9 miles of local roads in addition to plowing 6.51 miles of state roads. Windsor's Storm Water management is limited to road surface drainage into roadside ditches and under road bridges and culverts for river and stream flow. The town is vigilant regarding periodic road repairs and maintenance as well as winter plowing and sanding. Route 32 (Ridge Road) is owned and maintained by the State, including winter plowing. The state is also responsible for plowing and maintaining Route 17. Route 105 is owned and maintained by the state, however Windsor's public works department is responsible for winter plowing. The town's Public Works is often commended by residents as well as non-community members for their well kept roadways.



Fire & Rescue

Windsor's Volunteer Fire Department is a very active and well trained, disciplined, volunteer organization consisting of 15-20 active members. The fire department is partially

supported by town funding but operates fully under the control of the Windsor Fire Department Association, a separate, non-profit entity, independent from the Town of Windsor. In 2006 a new Windsor Fire Station was built, changing locations from the leased garage across from the Town Hall to a newly acquired property on Route 105. The town owns the property in which the fire station is located, but much of the equipment is owned by the Windsor Volunteer Fire Department. The Windsor Fire & Rescue Unit operates under this umbrella. In 2024, a new heat pump was installed in the kitchen/meeting room area of the building, and in 2026, the town rebuilt and repaved the parking lot surrounding the fire station. In 2026, the town also approved a warrant article in the amount of $10,000 toward a new, electronic sign for the WVFD during Town Meeting. Aside from these recent upgrades, the facility appears to be in adequate condition and no other major renovations have been noted. Check out their website for further information (https://windsormainevfd.org/).

WVFD Emergency Responses				
	2024	**2020**	**2010**	**2000**
Population	2690	2632	2575	2204
Automobile Accidents	41	46	19	3
Alarm Investigations	3	4	0	2
Grass/Brush/Woods Fires	9	4	-	0
Chimney Fires	1	2	3	2
Structure Fires	12	12	14	9
Power Line/Tree Fire/Removal	13	18	7	3
EMS Assist	5	-	4	-
Miscellaneous Calls	11	14	12	10

In 2024 the WVFD responded to 95 calls of varying emergency nature with 43% being automotive accidents, 13% being power line/tree fires/removal, and 16% being a combination of mutual aid structure and grass/woods fires. The town appropriated $60,000 for the Fire Department for fiscal year 2026 totaling $132,665



in the Fire Safety Capital Reserves. Additionally, the Windsor Volunteer Fire Department maintains their own fund raising efforts and additional accounts beyond the town's funding.

Windsor continues to partner with other towns for mutual aid. The WVFD currently has mutual aid agreements with Whitefield, Somerville, and Jefferson. Furthermore, the WVFD can call to request additional local fire departments as needed. Although Windsor has an active fire department, the need for mutual aid continues, especially with regard to medical transportation services and public safety.

There is a state wide crisis regarding a lack of healthcare workers to effectively meet the needs of the surrounding community members. Windsor is actively working to expand its Rescue (EMT) services, especially in light of the current Delta uncertainty, which includes rising costs as compared to service area and response time, in addition to our lack of board representation. The Selectboard has made requests to Delta regarding a preference for board representation should a position become available.

There has also been a shift in police coverage in our area. Historically, both State Troopers and local Kennebec County Sheriffs have patrolled Windsor, coordinating shared coverage for our area. Amidst budgeting and cost shifting, the State Police have reduced their coverage to our area and the Kennebec County Sheriff's Office has taken on that responsibility. Continuous shifting is anticipated while towns, counties, and the state work to balance budgets, funding, and responsibilities of these necessary public services.

Public Education

Windsor currently offers public education for students in grades pre-k through 8 at the Windsor Elementary School. Furthermore, secondary education is available at numerous nearby high schools, decided upon by individual families per the regionalization agreement which allows Windsor residents to maintain school choice for all secondary education. However, most students opt to enroll in Erskine Academy in South China or Cony High School in Augusta.



The school is currently experiencing a decline in enrollment, although this is not expected to last. Windsor Elementary School completed

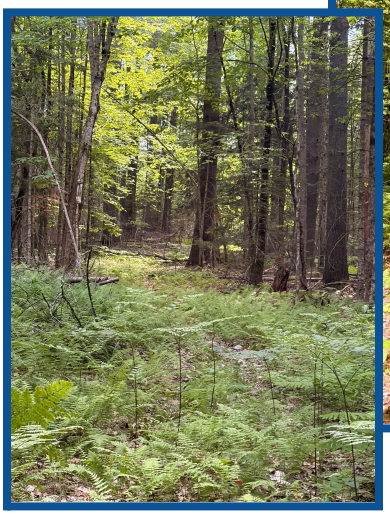
renovations in 2004-2005, and shortly thereafter, in 2009, the town engaged in regionalization efforts following a legislative mandate for statewide school reorganization. Windsor had previously been part of Union 52, then Union 133, and now coordinates efforts with Whitefield, Chelsea, Palermo, Alna, and Westport Island under Regional School Unit 12 to cover educational administrative and curriculum costs. There is also an agreement between RSU 12 and Wiscasset High School for secondary education, assuming other nearby schools cannot accommodate students' needs.

Windsor School is only midway through its service life, although other schools in the district are in dire need of renovations. The Windsor school property has room for expansion, should the need arise, although it would require major renovations or additions to the current facility in order to accommodate more classrooms or programs. No school issues are anticipated within the planning period, aside from the rising costs to educate our youth, and based on **Age Trends & Household Demographics** (see table in **Population & Demographics** on page 22), we do not expect drastic changes in school enrollment to warrant expansion.

Public Lands

On Route 105, diagonally across from the Fire Station, is a 30 acre forested tract owned by the Town of Windsor. This property has historically been maintained by the local Scout Troop #609. Presently, it is developed with primitive hiking trails. At one time, there were picnic tables and designated areas for cookouts or campfires, but those were stolen and damaged by vandals and have not been replaced. See **Recreation & Cultural Resources** (page 74) for information on the Park Property.





Located on the parking lot of the Windsor Fair Association are two farmleague baseball fields. In recent years, all town farm league recreation programs have been directed to Capital Area Little League in Augusta. Recently, there has been increased community involvement in the use of these fields and their upkeep. The future of that program is unknown at this time.

The Maine Department of Inland Fisheries and Wildlife manages the Alonzo Garcelon Wildlife Management Area located in the Southwest corner of Windsor, bordering Augusta & Whitefield. This land is for public recreation and has adequate open space for

hunting, bird watching, & shore frontage on Moody Pond for fishing and trapping. There is access off Route 17 and Route 105, although both entrances are gated and no public parking areas exist at this time. Therefore, motorized vehicle access is inconvenient and unsuitable, and the state does not have any current plans to increase access to this property. Most public use welcomes those willing to hike and recommends a comfortability with compass navigation skills.

Additional Services

At this point in time, and within the scope of this Comprehensive Plan's planning period, the Windsor community does not desire or necessitate public sewer and water, in-town nursing homes or assisted living facilities, a local library, change in education services, aside from the annual budget considerations, or in-town healthcare services, apart from the current contract we have for medical transportation through Delta. While it is unlikely that town residents would vote to develop a public sewer/water system, should a Development of Regional Impact (DRI) be proposed it would likely require public sewer/water systems. These would need to be privately financed, built, and maintained.

Primary care services are available to Windsor residents at Sheepscot Valley Health Center in Coopers Mills or at various private practices in Augusta. Maine General Medical Center, located in Augusta, also has offices for Express/Urgent Care, Emergency Care, and other routine medical care and clinical needs afforded by "...the expertise of a big hospital with the heart of a close-knit community." Secondary healthcare services (e.g. dental, eye care, etc.) are available in Windsor or in nearby towns. Access to a wide range of healthcare services are not anticipated to be an issue within the planning period.

With incremental growth which is currently the trend, municipal services are adequate to meet the needs within the planning period represented in this Comprehensive Plan. Windsor regularly explores ways to partner with neighboring communities to improve services and reduce cost. In recent years these have included EMT services, emergency dispatch, plowing, and solid waste.

Transportation

The town of Windsor is nestled 10 miles east of Augusta, between the hills and ski destinations of western Maine and the coastal destinations to our east. North to south, we are located between Bangor and Portland, providing easy access to both international airports and access to larger shopping centers and malls. Most of our residents utilize a privately owned automobile as their primary source of transportation, and they travel to the Augusta or Waterville areas for their shopping centers, restaurants and entertainment venues, and healthcare offices. We do have a few residents whose primary transportation is horse and carriage or contracted public transportation through KVCAP, and there are some who opt to bike or walk along our roadways as their preferred mode of transportation or for recreational exercise.

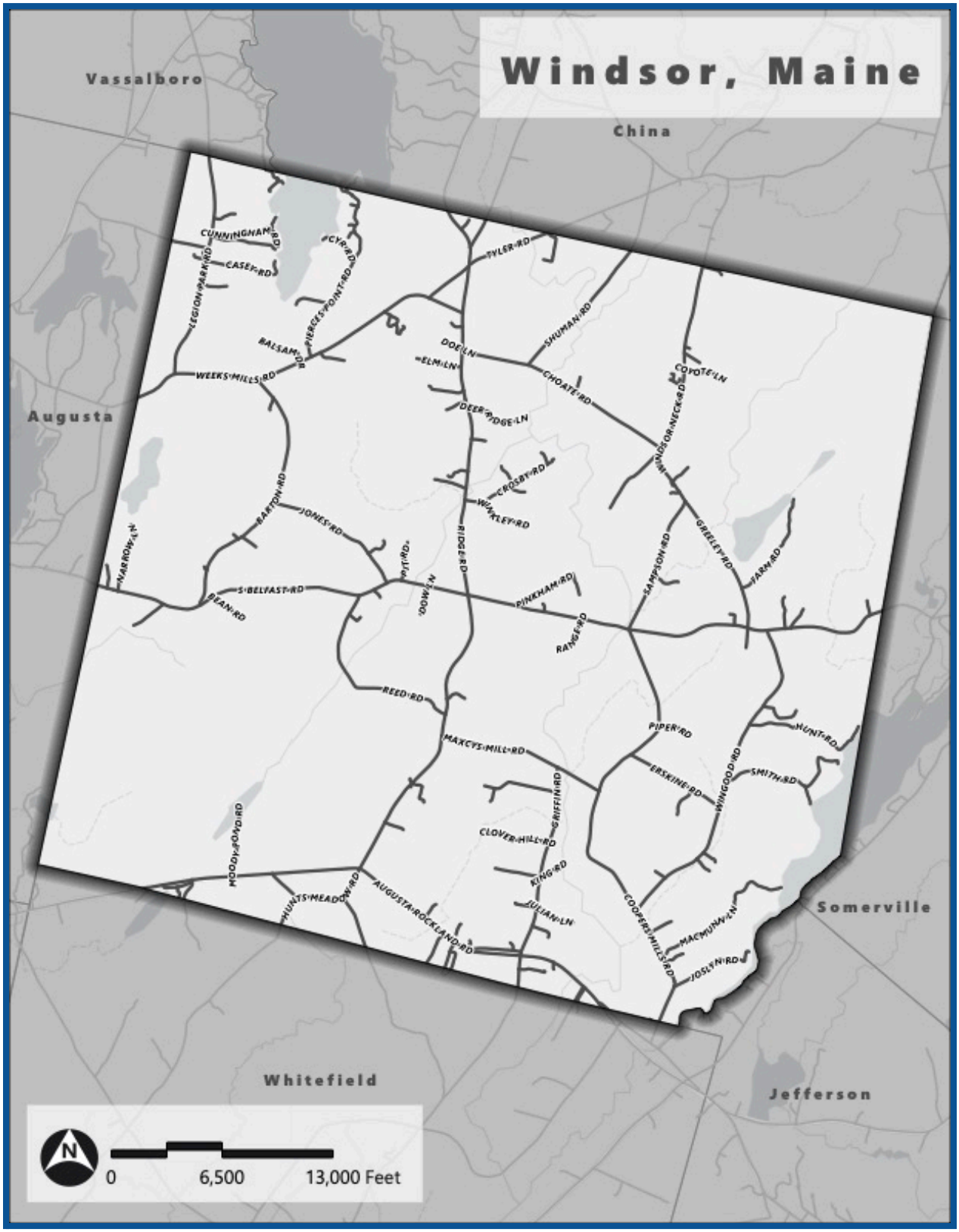
The main throughways in Windsor are Route 32, running from Winslow to Bristol, near Pemaquid Point, Route 17, running from Oquossoc (Rangely area) to Rockland, and Route 105, running from Augusta to Camden. In addition, we have 32.9 miles of town roads, providing access to local waterways, recreational activities, businesses, and homes.

Road Maintenance

Historically, the town has had a road committee which was established to develop a road improvement plan. However, in recent years we have established a road maintenance schedule and have been able to complete the necessary maintenance under the oversight of the Road Commissioner and Public Works Department of Windsor. The town has adopted a general rule of 7 year rotation for all road maintenance but this recently has changed to a more holistic approach and, based on travel, may be extended to 9 years. Crack seal is continued to be used to help maintain roads in the interim. This work is performed by the Public Works Department; and major projects such as paving is contracted to private firms. The community and non-resident commuters



have expressed their appreciation for our well maintained roads in Windsor. For road maintenance budget information, see **Fiscal Capacity** (page 46) and **Capital Investment Planning** (page 120).



The town currently maintains 32.9 miles of town roads, in addition to roadside maintenance for visibility and wintertime plowing and sanding for safety. The town also plows 6.51 miles along Route 105, a state highway. The Taylor Road remains the only gravel town road in Windsor. However, we have many private gravel roads including subdivision roads, private driveways, and fire lanes providing access to waterbodies.

The table below identifies the roads in Windsor alphabetically by name, their classification (arterial major collector, minor collector, town road), length, and maintenance schedule.

Windsor's Roadways			
Road Name	**Classification**	**Length**	**Maintenance Schedule** (year of last culvert and/or paving maintenance)
Augusta Rockland Road (Route 17)	Arterial Major Collector	4.04 mi.	2026
Baker Road (Old Route 17)	Local	0.41 mi.	2023/2024
Barton Road	Local	2.16 mi.	2020/2021
Bean Road	Local	0.15 mi.	2026/2027
Choate Road	Local	1.8 mi.	2020/2021
Coopers Mills Road	Local	3.69 mi	2025/2026
Crosby Road	Local	0.49 mi.	2022/2023
Doyle Road	Local	0.42 mi.	2026/2027
Erskine Road	Local	0.82 mi.	2021/2022
Greely Road	Local	1.16 mi.	2026/2027
Griffin Road	Local	1.56 mi.	2026/2027
Hunts Meadow Road	Local	0.93 mi.	2023/2024
Ingraham Road	Local	0.24 mi.	2023/2024

Jones Road	Local	1.16 mi.	2022/2023
Lamson Road	Local	0.31 mi.	2021/2022
Legion Park Road	Local	1.79 mi.	2021/2022
Main Street	Local	0.07 mi.	2023/2024
Maxcy's Mill Road	Local	1.35 mi.	2021/2022
Melaney Road	Local	0.28 mi.	2023/2024
Pinkham Road	Local	0.51 mi.	2026/2027
Piper Road	Local	0.126 mi.	2026/2027
Reed Road	Local	1.6 mi.	2021/2022
Ridge Road (Route 32)	Major Collector	5.58 mi.	***2028***
Sampson Road	Local	1.13 mi.	2020/2021
South Belfast Road (Route 105, West end)	Major Collector	3.07 mi.	2023
South Belfast Road (Route 105, East end)	Minor Collector	3.44 mi.	2023
Shuman Road	Local	1.23 mi.	2022/2023
Taylor Road	Local	.56 mi.	Gravel
Transfer Station Way	Local	0.09 mi.	2023/2024
Twenty Rod Road	Local	0.31 mi.	2026/2027
Tyler Road	Local	1.09 mi.	2026/2027
Vigue Road	Local	0.25 mi.	2023/2024
Weeks Mills Road	Local	3.06 mi.	2022/2023
Windsor Neck Road	Local	2.01 mi.	2022/2023
Wingood Road	Local	2.69 mi.	2024/2025

Route 17 is a state highway, identified as an "arterial major collector" in addition to Route 32 and Route 105 headed to Augusta. "Minor collectors" are secondary state highways, such as Route 105 headed toward Somerville. These roads are often shared maintenance between the state and town. Roads classified "local" are town roadways. Private roads are maintained by private road associations or individuals and are not represented on this chart, although it is worth mentioning that the town does have 103 identified private roads in town

Total Road Lengths		
Major Collectors	12.69 miles	State Maintained
Minor Collectors	3.44 miles	Town/State Maintained
Local roads	32.9 miles	Town Maintained
Total public roadways in Windsor		49.42 miles

Road and Transportation Analysis

Since the adoption of Enhanced 911 (E-911), all roads have been named and identified including driveways. The existing road standards have been upgraded to ensure that private roads for subdivisions are being constructed properly. However, some additional changes would be prudent, such as a requirement that all new private roads have a mandatory maintenance agreement between all property owners. This will provide future property owners a legal mechanism to promote ongoing maintenance and improvements to their private road. The Planning Board requires a Site Plan Review for all subdivisions in order to mitigate such issues and establish the road association's responsibility for the road. Additionally, it has been suggested that the town install identifying markers at Ts in order for emergency services to more confidently know which house numbers are in which direction.

While some residents have expressed a desire for the town to adopt private roads for maintenance and snow removal, budget and funding constraints and the narrow scope of community benefit does not permit the town to entertain this idea at this time. The town does have road acceptance requirements, only considering and adopting roads paved and built to specific standards.

The town has many active commercial enterprises that sometimes damage the roads and create hazards. Heavy truck traffic has also caused additional wear and tear and damage to the roads. The town has created consistent road posting policies and operation standards. See Streets and Ways Ordinance for additional information.

Annual Average Traffic Count on Major and Minor Collectors					
Location	**Highway Corridor Priority**	**2020**	**2021**	**2022**	**2023**
Route 17, West of 32	2	-	-	7,430	8,190
Route 17, East of 32	2	6,960	-	6,920	7,370
Route 32, North of 17	3	3,450	-	3,420	3,600
Route 32, South of 105	3	-	-	-	3,690
Route 32, North of 105	3	-	-	-	3,210
Route 105, West of 32	3	-	-	-	1,680
Route 105, East of 32	4	-	-	-	1,500

Problems continue to exist on or at the intersection of Route 105 and Route 32 and also at the intersection of Route 17 and Route 32, both of which have heavy traffic at 4-way intersections adjacent to businesses with higher traffic volume and parking lots that can impede visibility to oncoming traffic through those intersections. Some areas will require cooperation with MaineDOT since they involve a state route while others will need local solutions. The Windsor Fire & Rescue noted that Route 17 is worse now due to speed. In fact, overall traffic speed through town has been noted as an issue that requires consideration and mitigation. Improvements on Routes 17, 32, and 105 is a state issue and will take coordination with MaineDOT to establish and implement a plan for reducing traffic speed. Maine DOT's Regional Planner should be consulted to aid in addressing long-term concerns as well as utilizing MaineDOT's Traffic Calming Processes and Procedures for guidance on this matter.

Meanwhile, under town control, Coopers Mills Road, Sampson Road, Windsor Neck Road, Choate Road, Griffin Road, Maxcy's Mills Road, and Weeks Mills Road, to name a few, are

specifically noted as having consistent traffic speeding issues. The town does own one electronic speed sign, and periodically moves it throughout town in order to draw attention to drivers' speeds. However, this has limited success due to scarcity- one sign that must be shared throughout all speed concern areas in town.

Residents have expressed a lack of sufficient parking near the intersection of Routes 32 and 105, primarily at Hussey's General Store but also in the proximity of the Post Office and Town Hall. An additional transportation and parking issue has been identified at the Windsor Elementary School, specifically when there are sporting events, concerts, district teacher workshops, or other well attended events at the school. This has caused, in some cases, parking alongside Route 32 as well as delays for through traffic during morning and evening commutes.

While most commuters rely on private automotive transportation, Windsor does have a population of residents requiring public transport. Recently, KVCAP (Kennebec Valley Community Action Program) Transportation has been unreliable and has sometimes cancelled pre-coordinated rides to adult care, medical visits, and work, citing a lack of drivers. This has prompted local residents to establish a working group to continue discussions and seek alternative means for providing transportation to Windsor residents who cannot or do not drive. This has the potential to expand beyond Windsor's borders to include other small towns struggling with the same transportation issues.

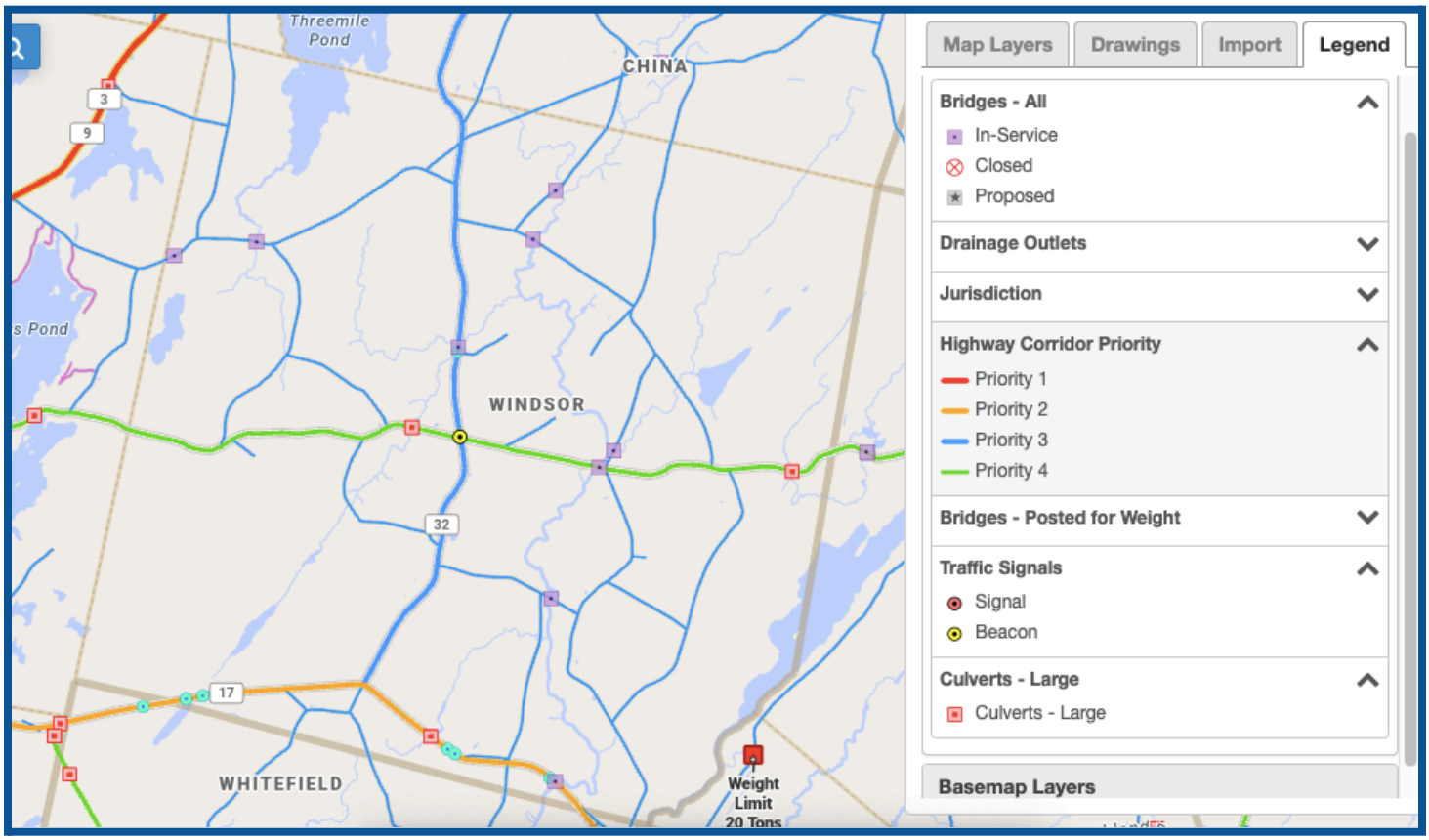
Public Parking

While there are no formal public parking areas for personal or recreational activities or carpooling, the Windsor Fair property is open to the public when the fair is not in session. Many residents opt to park and walk or ride bikes along the paved paths at the fairgrounds during the off season. There has been some interest to improve parking access near the intersection of Route 32 and Route 105 near Hussey's, the Post Office, and the Town Hall.

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. The MaineDOT has assumed responsibility for the majority of bridges in the state, including some on town roads. The location and responsibility of Windsor's bridges is shown on the following map. These bridges are located in Windsor and are inspected by

MaineDOT and given a classification status. Of the most recent bridge and culvert inspections from 2024-2025, and of the specific bridges and culverts that had inspections during that time, all were noted to be in "good" or "very good" condition, with the exception of the culvert across Barton Stream which was noted as "satisfactory". Specific notes were shared regarding potential future maintenance needs. Cookson Bridge over the West Branch of the Sheepscot is slated for bridge improvements in 2026. There does not appear to be any other major bridge or culvert replacements necessary at this time.



Alternative Transportation Resources

As noted, the principal mode of transportation in our rural community is the automobile. Nevertheless other modes of transportation such as horse and carriage, rail, air, and bus service both directly and indirectly impact the community. The following is a discussion of other transportation modes, their availability, and their impacts upon the community.

Horse and Carriage

In recent years there has been an influx of Amish families establishing small, family homesteads and businesses in town. Therefore, there is an increase of horse and

carriage traffic on Windsor's roads and neighboring communities as they travel to and from their jobs and run day to day errands and business operations. This traffic, although representing a small percentage of our daily commuter traffic, warrants unique consideration in order to ensure the safety of all residents and property. It may be advantageous to consider increasing signage and safety notices regarding this traffic.

Rail

There are no active rail lines in town. The region does have an active intermodal rail facility in Waterville and Lewiston that allows for the transport of truck containers on rail cars. Passenger rail service is also available from Brunswick and Portland into Boston via the Amtrak Downeaster.

Airport Service

Augusta Airport offers a limited number of commercial flights and provides service for private and corporate planes and small jets. International airports in Portland and Bangor offer a wider selection of commercial flights including commuter service to Logan Airport.

Bus Service

Interstate bus service is available with the closest terminal being in Augusta. Service is provided into Boston and other New England States. Local bus service is not currently available. There are community resources like KVCAP that can provide transportation to the nondriving population. The general public has very limited access to this transportation resource, and those who are eligible have lost some access due to KVCAP's driver availability. This service is arranged independently between eligible individuals and the organization. KVCAP does not provide a routine route service to and from Windsor without prior arrangement.

There are current efforts within our community to establish a Transportation Committee to work toward some public bus service, create and support a volunteer transportation service for community members who are nondrivers in need of personal transportation, and review the demand for park and ride, biking, and walking options.(Windsor currently contracts with Delta Ambulance for emergency medical transportation. See **Public Facilities & Services** on page 54 for additional information regarding emergency medical transportation.) The scope and details of this work are yet to be determined as they are in the planning stages of the current work group.

There are five school bus routes that transport children to and from Windsor Elementary School daily. There are additional buses which transport high school students to multiple area high schools, most of which have designated local pick up locations and do not pick up students house by house.

A transportation service is also provided to Veterans by the Togus VA Hospital, but this is not a routine transport service and must be scheduled in advance between the individual veteran and Togus VA.

Bike Lanes and Pedestrian Traffic

Sidewalks are not available in Windsor, which is not unusual for a rural community. Most state and town roads have limited shoulder widths that can make pedestrian and bike travel dangerous. Neither do we have any designated bike lanes in Windsor. The community has expressed a desire for widening some of the main roads through town to provide a safer commute for bikers and pedestrians, however this would necessitate state support since these identified areas are along state roads.

Windsor's current transportation infrastructure is often praised in its surface structure-road quality and maintenance through winter storms and harsh weather. However many residents have noted that the active transportation for pedestrians and cyclists has left something to be desired. The unfortunate reality is that, due to the suburban sprawl and breadth of rural roadways in town, it is beyond the immediate financial feasibility to establish these systems (sidewalks, bike lanes, pedestrian zones, etc.). Since Windsor does not have an obvious village center with increased density or commercial enterprises, most residents opt to travel via personal motorized vehicle, and therefore the lack of active transportation systems by way of sidewalks and bike lanes does not have a critical impact on the economic needs of the town. Additionally, with the access of the Windsor Fair Grounds and Public Lands, residents seeking recreational exercise can opt to walk, bike, and hike locally at these locations, providing quality and enjoyment of life right here in our community.

Recreation & Cultural Resources

Windsor is uniquely situated in central Maine approximately an hour from the east coast, mountains to the west, and nearby to urban centers that have ample recreational and cultural opportunities, including two international airports for travel abroad.

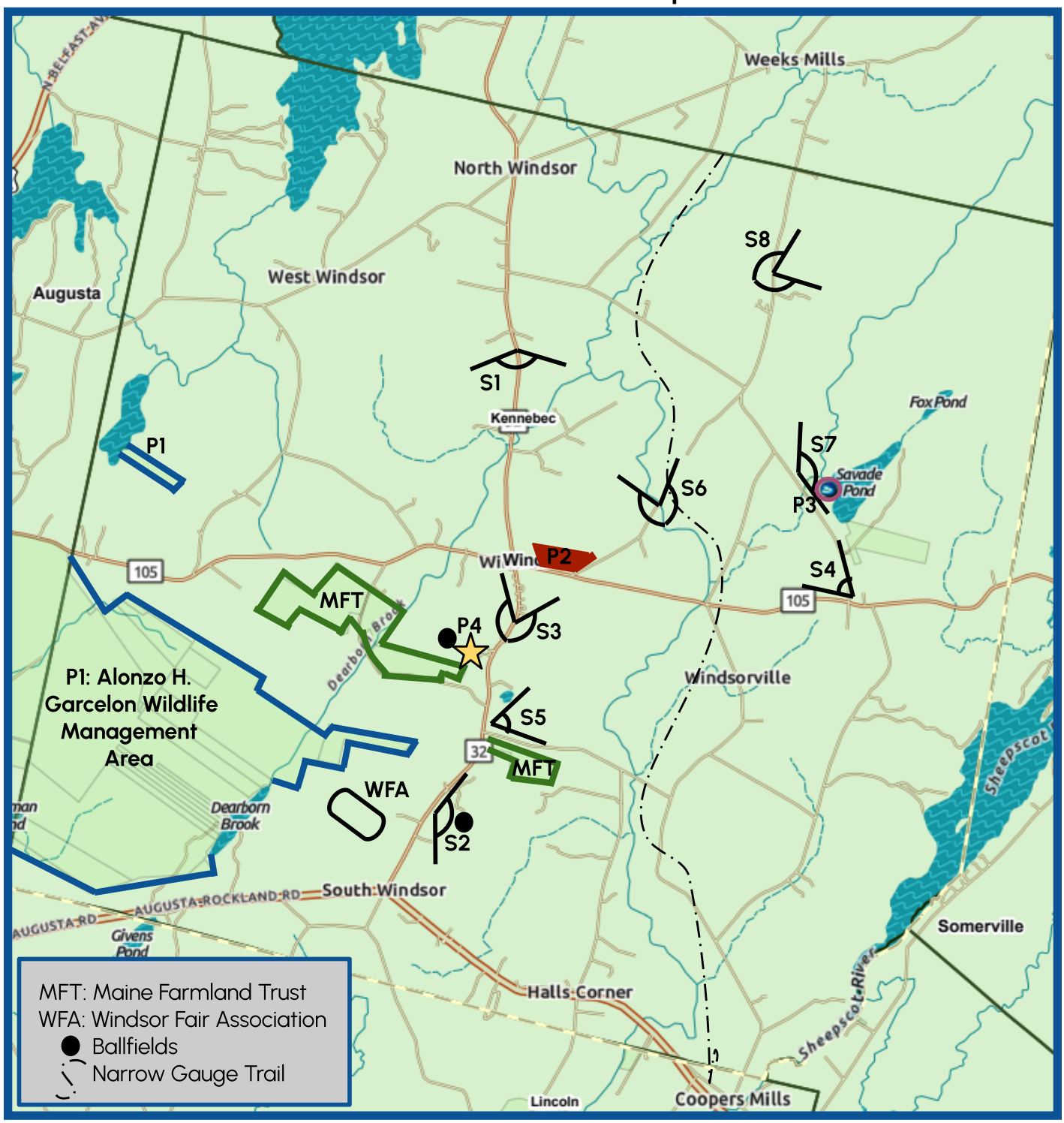
The town of Windsor, however, has limited public parks, clubs, ballfields, and recreational opportunities. We optimize access for community members through coordinated efforts with nearby towns and organizations and through private memberships to select clubs and activities.

Scenic Resources, including Water Resources for Recreational Use

Although scenic areas are not necessarily singularly recreational or cultural in nature, they nevertheless can be highly valued by community members and sought after for their beauty and enjoyment of nature. Often scenic vistas are viewed by residents as part of their town's identity and can enhance one's outdoor recreation activities. The following is a list of scenic areas identified by the town which can be viewed from public locations or roadsides. The Cultural Resources Map indicates these locations on the following page.

Identifier	Scenic View & Location
S1	Coburn Hill- 180° Southerly: Rt 32- Looking down toward Crosby Road
S2	Fairgrounds- Sunrise to the East: Rt 32- East of Fairgrounds
S3	Farmland/Openspace- Sunrise & Sunset: Rt 32- ½ mi. South of Hussey's
S4	Maple Lined Street Scape: Southern end of Greeley Road
S5	Maxcy's Mills- Natural Pasturelands and River Valley: Rt 32 & Maxcy's Mills Road
S6	Pinkham Road- 270° View: Pinkham- Holmes Road Intersection
S7	Savade Pond: West side of Greeley Road
S8	Vining Hill- Sunset & Westerly Mountains: Top of Windsor Neck Road

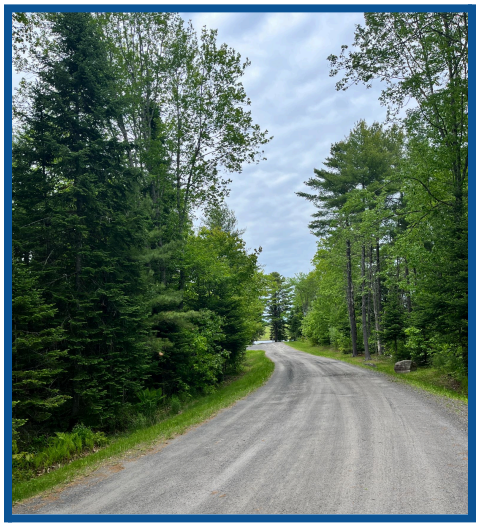
Cultural Resources Map



Town Public Facilities (Including RSU 12)

The town has limited public facilities, parks, and recreational ball fields, and most residents travel to nearby towns for membership at gyms, sporting organizations, and participation in recreational clubs. Community valued, public resources are marked on the Cultural Resources Map, in addition to the Narrow Gauge Trail, which primarily runs through privately owned lands.

Identifier	Location & Description
P1	Alonzo Garcelon Wildlife Management Area, managed by the Maine Department of Inland Fisheries and Wildlife: Southwest corner of Windsor, bordering Augusta & Whitefield- public recreation, open space for hunting, bird watching, & shore frontage on Moody Pond for fishing and trapping
P2	The Park Property: Route 105 & Pinkham Road- 30 acre park & trails, donated to the town in 1899 by the Park Family
P3	Savade Pond & Public Boat Launch: 58 acre parcel owned by Inland Fisheries & Wildlife (Pictured Below)
P4	Windsor Elementary School: Rt 32- baseball & softball fields, soccer fields, playground, 2 outdoor gazebos, basketball hoops; gymnasium available through RSU facility request



Many residents opt to walk or ride bikes along our town's public main roads, although few roads have wide enough shoulders to accommodate this safely. Route 17 and Route 32 have paved shoulders between 4-6 feet, allowing for bike and pedestrian travel, however they have higher volumes of traffic and higher incidences of accidents along those main roads. Traffic speed has also been noted as a concern by residents.

Local Organizations and Programs

Windsor is home to the renowned Windsor Fair, one of the largest agricultural fairs in Maine. The Windsor Fair is also known for its rich preservation of Maine's agricultural history, most notably through its popular historical village. Due to Windsor's location, residents also take advantage of many recreational opportunities in nearby Augusta, Waterville, and along the coast in Belfast, Rockland, and Camden.

The Narrow Gauge Trail runs through the heart of Windsor, but is primarily located on privately owned lands. The local snowmobile club, with permission by property owners, accesses and maintains the trail for winter snowmobile use. This is a unique agreement, in large part, due to the State of Maine's Landowner Liability Law. Additional use of the Narrow Gauge Trail, including year round access, would require cooperation and consent by property owners.

The following table provides examples of additional local recreational opportunities.

Local Organizations & Programs Opportunities	Location & Description
Windsor Fair Association	Rt 32- paved byways for walking or biking in the offseason, baseball fields, Historic Society Museum, concerts & community events, agricultural fairs & expos
Snowmobile Club- Narrow Gauge Trail	Maintains Narrow Gauge snowmobile trail
Windsor Youth Rec Association	Rt 32- offering a number of organized sports opportunities for children
Boy Scouts	Troop #609
Young at Heart	Whitefield Lions Club
Transfiguration Hermitage	Windsor Neck Road- walking trails and chapel for meditation by permission
Fox Pond	Access by private landowner permission
Threemile Pond	Public Boat Launches available in Vassalboro
China Lake	Public Boat Launch available along the lake; Four Seasons Club by membership
Togus Pond	Rt 105- Boat Launch, Warden Service
Community Libraries; Book Clubs	Palermo, Whitefield, Lithgow in Augusta with library membership card
Community Forest at China School	Walking trails & interactive educational information
YMCA	Augusta & Waterville- swimming, rock climbing, ball courts, and other community focused programs
Erskine Academy	Track & Tennis Courts along with a variety of ball fields- baseball, softball, soccer

Natanis Golf Course	Webber Pond Road, Vassalboro
Western View Golf Club, Pub and Events	Bolton Hill Road, Augusta
Viles Arboretum	Augusta- 16 acres of walking trails
Cara Fields	Piggery Road, Augusta- baseball, softball, basketball, soccer fields, horseshoe pits, walking trails
Augusta Disc Golf; Porcupine Ridge Disc Golf	Augusta
Rail Trail	Augusta to Gardiner along the Kennebec River
Healthy Living for ME & Community Care Hub through Spectrum Generations	Augusta- offering wellness workshops for adults

Private Recreational Opportunities & Facilities

A great deal of outdoor recreation, including hunting, fishing, hiking and biking, occurs on private land with the generous permission of individual landowners. Maine has a strong tradition of access to private lands for recreation, and a similar tradition for how the public should respect the land. Unfortunately, in some situations, people have abused this privilege and caused property damage. Landowners often feel that they must post their land to stop further abuses. The result is that many areas are now off limits to the public. Residential development in rural areas, also known as suburban sprawl, is another reason for the reduction of public access to historically accessible lands.



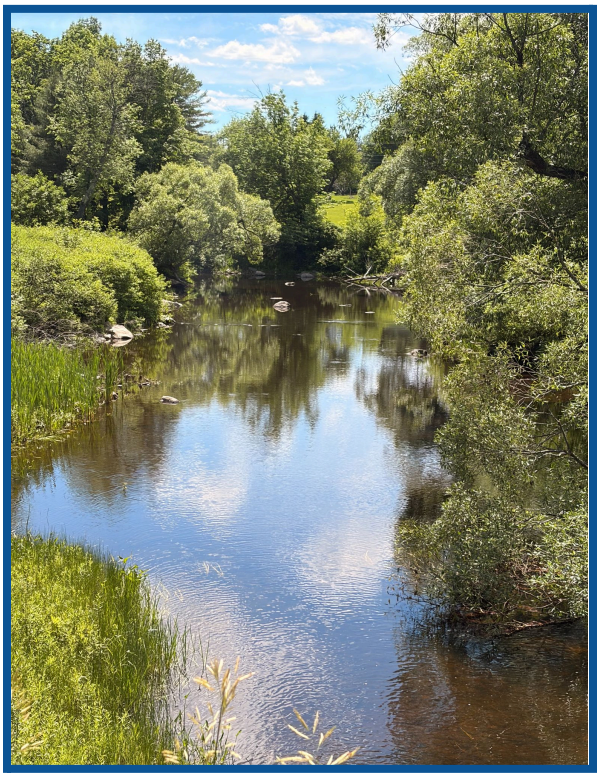
A solution, crafted by snowmobile users more than three decades ago to address complaints about public use of private land, was to develop clubs and a trail network in cooperation with landowners. This method might be an avenue for ATV users and others interested in accessing lands for recreational uses to ensure that the interests of both private landowners and outdoor enthusiasts can be satisfied.

Privately Owned Recreations	Location & Description
Coutts Court	Griffin Road, Outdoor Basketball Court
Cross Country Skiing & Snow shoeing	Packed snowmobile trails are often used
Ice Skating	Local ponds, lakes, streams, and rivers, in addition to private farm ponds
Sledding	Private lands
Hunting, Fishing, & Trapping	Private Lands

Water Access for Recreation

The town has access to nine ponds and multiple rivers and streams including: Bull Brook, Dearborn Brook, Fox Pond, Givens Pond, Long Pond, Moody Pond, Mud Pond, Savade Pond (pictured right), Threemile Pond, the West branch of the Sheepscot River (pictured below), and Wellman Pond. Currently public access is available for boating on Savade Pond with the renovation of the public boat launch in 2019. Access to Moody Pond is possible through the State of Maine's Alonzo Garcelon Wildlife Management Area which borders the pond. The public also has water access to the following nearby waterbodies: Threemile Pond via boat launch in Vassalboro, China Lake via public boat launches in Vassalboro and China, Togus Pond & Little Togus via public boat launch and parking area for public water access, Sheepscot Lake via public boat launch, Lake St.George via public boat launch and Lake St. George State Park, and Damariscotta Lake via public boat launch and State Park.





As Windsor grows and develops, community members continue to seek recreational activities for all ages, young children through geriatric years, in order to provide ample opportunities for social enjoyment and physical wellbeing, enhancing the quality of life. It would be advantageous for the town to seek opportunities to not only bolster and improve on our current available recreations within the town limits, but to also promote and pursue new opportunities to provide social and physical engagements that would enhance Windsor's close knit, community spirit and pleasant atmosphere.









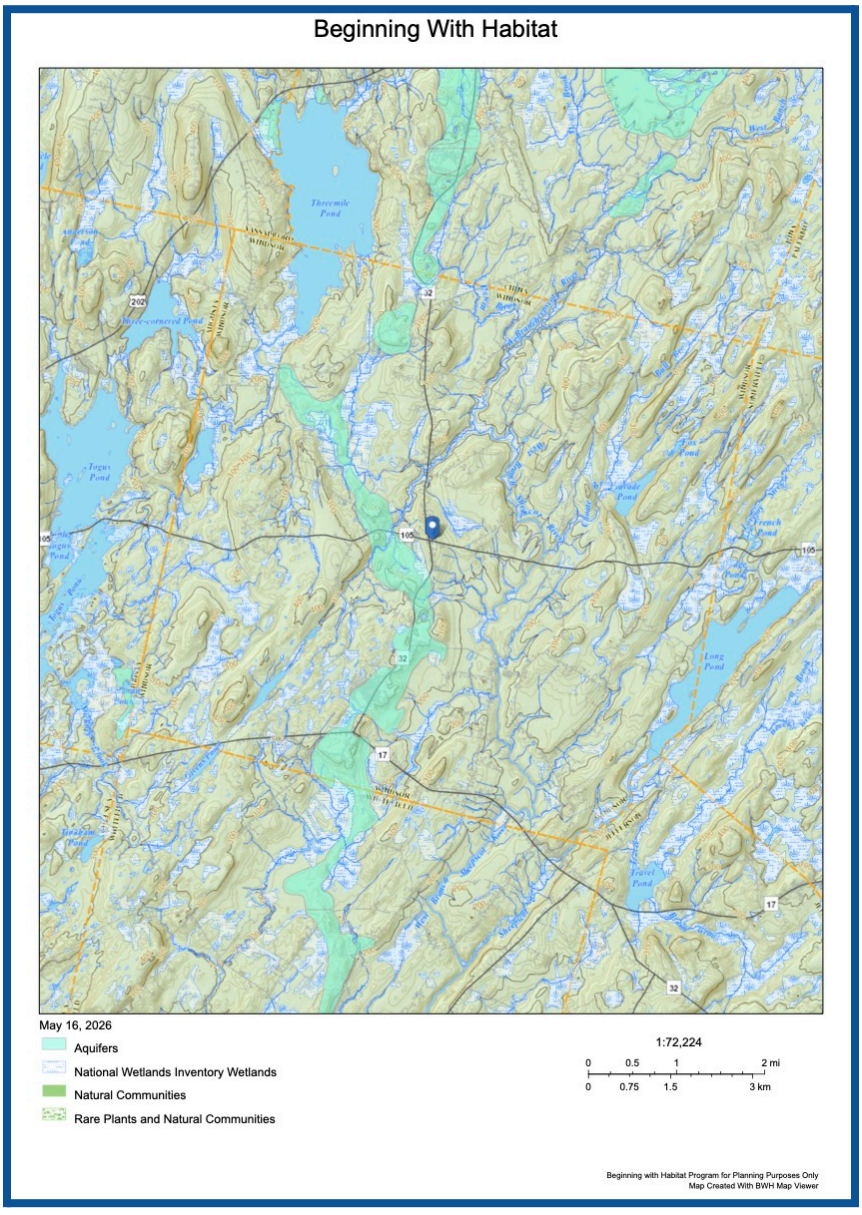
Natural Resources

The Natural Resource Section of the plan inventories all the significant natural resources of the town and identifies measures to protect these resources for future generations.

The town of Windsor has an area comprising approximately 35 square miles. Almost 75% of the land area is woodland. Nearly 20% of the land area consists of rolling pasture land, fields, or farmland. A significant area of marshland and freshwater wetland exists within the town. A variety of ponds, streams and brooks are interspersed throughout Windsor, contributing to the abundance of freshwater shoreland and wetlands within the town. The town is also a host to a portion of the west branch of the Sheepscot River, which runs the entire length of Windsor as it travels southward to Sheepscot Bay.

Both forest and open spaces abound and serve as habitat for many forms of wildlife. The town also has a significant gravel aquifer system, and numerous flood plains. The collection of soil types within Windsor varies markedly and allows for a diverse pattern of usage. In addition, substantial slopes, valleys, and ridges exist which provide scenic panoramas of Windsor's natural beauty. This rich assortment of natural resources is an integral part of Windsor's identity. (See **Cultural Resources Map** for location of scenic views, page 75.)

The map on the following page shows *Undeveloped Habitat* in Windsor as identified by the [Department of Inland FIsheries and Wildlife: Beginning with Habitat.]



Topography

The town of Windsor is highlighted by only moderate changes in elevation. From a low point of 161 feet above sea level at Halls Corner, there are numerous ridges and hills that span to a high point approximately 446 feet above sea level at the top of Windsor Neck, also known as Vining Hill, and 549 feet above sea level at Givens Hill, which is located within the boundaries of the Alonzo Garcelon Wildlife Management Area. The elevation at the Windsor Town Hall, located at the center of the town, is 297 feet above sea level.



Windsor's many rolling hills are an especially attractive and notable feature in town. A variety of slope and elevation changes traverse the Windsor landscape. The southern portion of the town changes elevation in a relatively gradual manner. The northern portions display larger and more abrupt differences in height and slope. Slopes over 30% throughout the town are quite common.

Soils

The different soil types in the town of Windsor determine the capacity of the land to support various land uses. The carrying capacity of the land is the ability of that land to support a particular kind of activity without substantial degradation of the resources. Windsor possesses a diverse array of soil types. One particular soil type is named after Windsor as it typifies where a soil of a certain series was first observed and mapped. The breakdown of soil types within the town is as follows:

Hollis-Paxton-Charlton-Woodbridge association (50%): This soil type was formed from a glacial till and can be shallow or deep, somewhat excessively drained to moderately well-drained, gently sloping moderately to steep, moderately coarse textured soils. It is usually found on hills and ridges. These soils are mainly in woodland areas, however, many areas are farmed and used for other purposes. The well drained Paxton and Charlton soils are suited to cultivated crops, orchards, and other intensive uses such as dairy farms. The Woodbridge soils have limitations for both farm and non-farm uses.

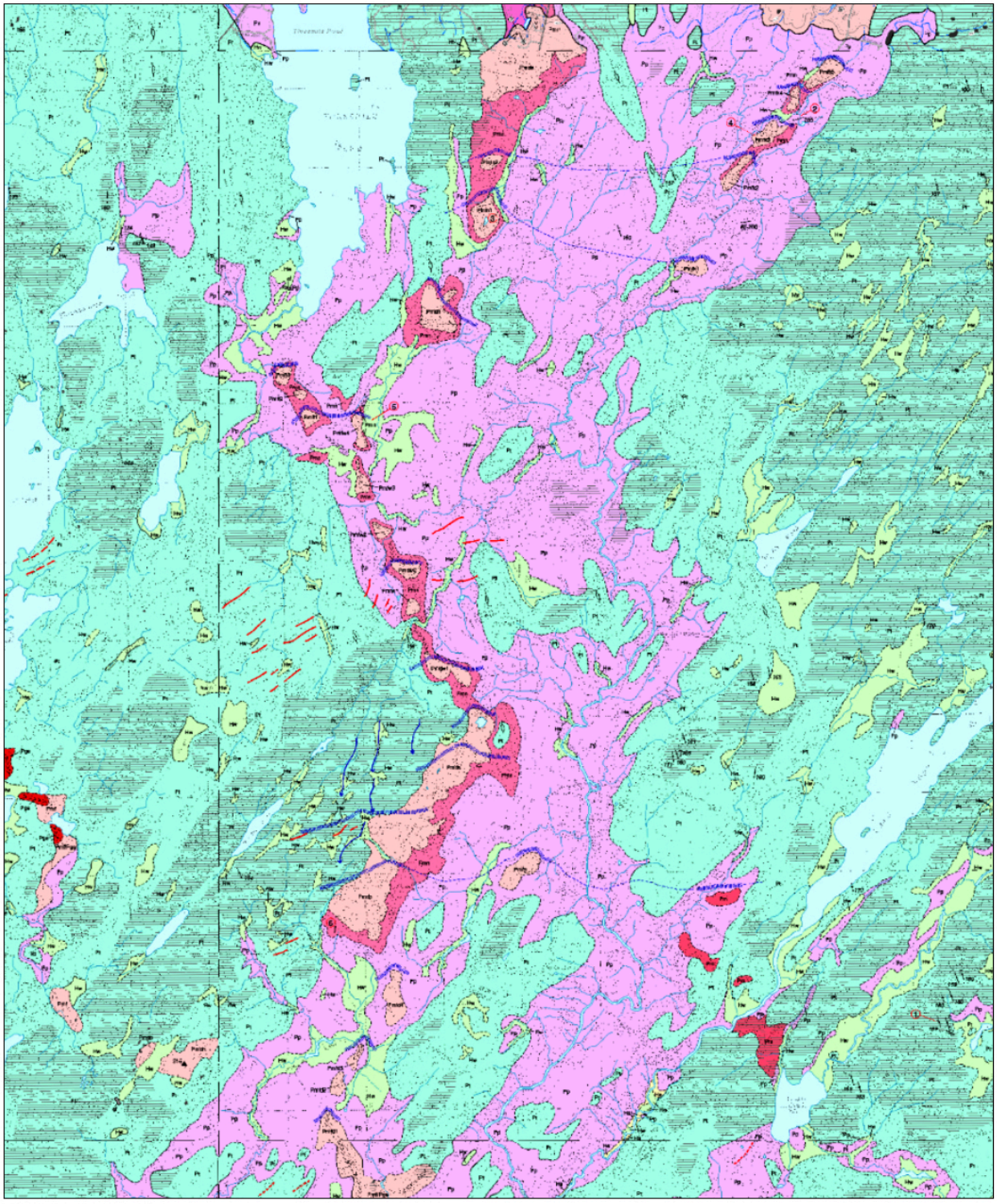
Buxton-Scio-Scanti association (30%): This soil type was formed from marine and lacustrine sediment and is deep, moderately well-drained to poorly drained, nearly level to sloping, medium textured soil. The till is found in flat areas and near waterways. The soils in this association are used mainly for hay, pasture, or woodland. Wetness and permeability are the major limitations to use for cultivated crops and septic absorption fields. Supplemental drainage and erosion control are the major concerns in this soil type.

Scanti-Ridgebury-Buxton association (12%): This soil type formed in marine and lacustrine sediments as well as in glacial soil. The soil is deep, poorly drained to moderately drained, nearly level to sloping. Medium textured soils are found in valleys and moderately coarse textured soils are found in flat areas or depressions. Some areas of this type are grassland, but most are in woodland areas.

Hinckley-Windsor-Deerfield association (8%): This soil type formed in glacial outwash deposits and is deep, excessively drained to moderately well drained, nearly level to moderately steep, coarse textured and moderately coarse textured soil. This soil is found mainly on outwash terraces and plains. Most of this association is woodland. Many areas are a source of gravel and sand for construction materials.

The following two maps are the Surficial Geological Map and Geological Survey Map, respectively. Both maps were generated by Maine's Geological Survey.

Maine Geology Maps



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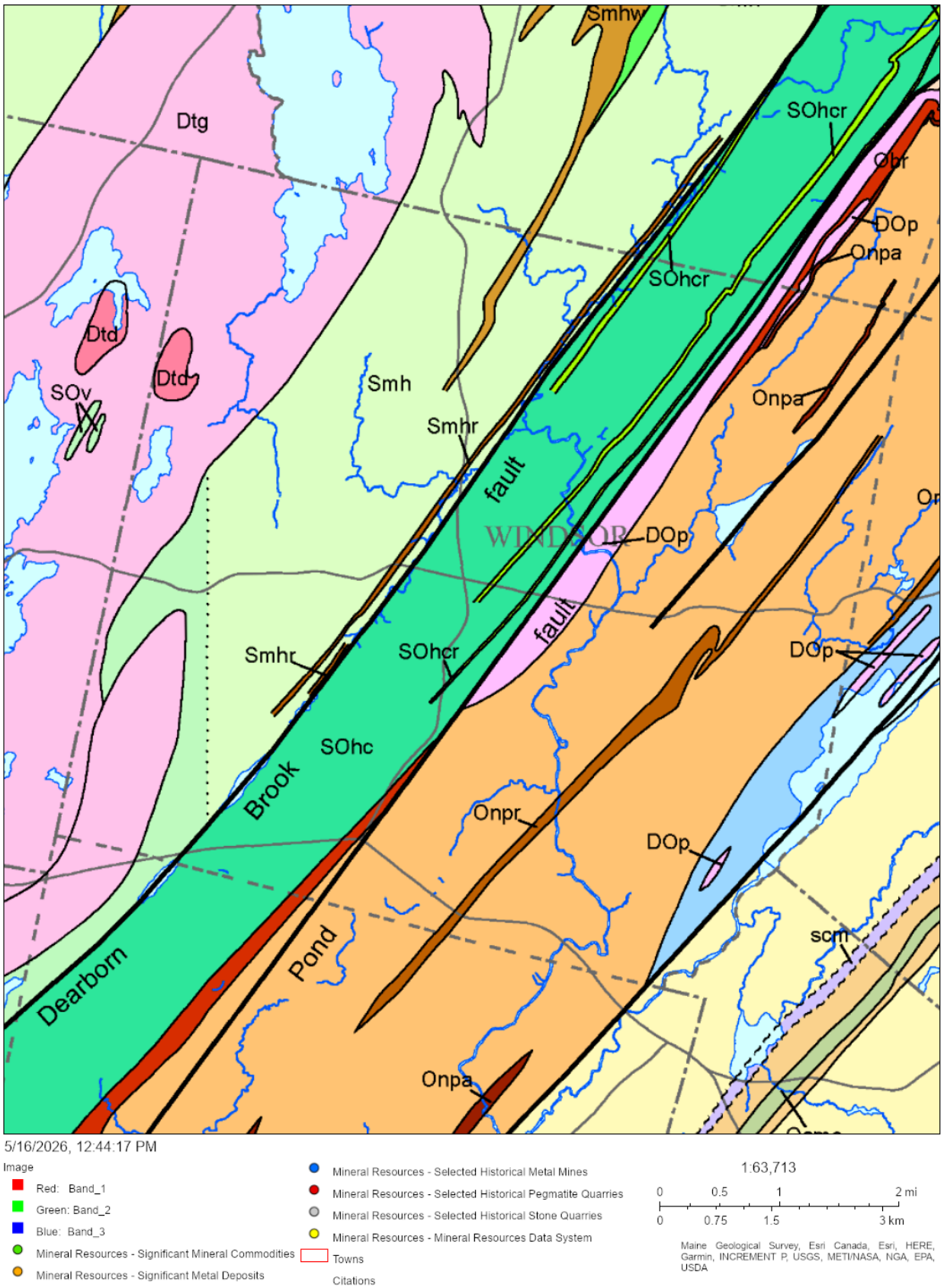
Image
- Red: Band_1
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- Mineral Resources - Significant Mineral Commodities
- Mineral Resources - Significant Metal Deposits
- Mineral Resources - Selected Historical Metal Mines
- Mineral Resources - Selected Historical Pegmatite Quarries
- Mineral Resources - Selected Historical Stone Quarries
- Mineral Resources - Mineral Resources Data System
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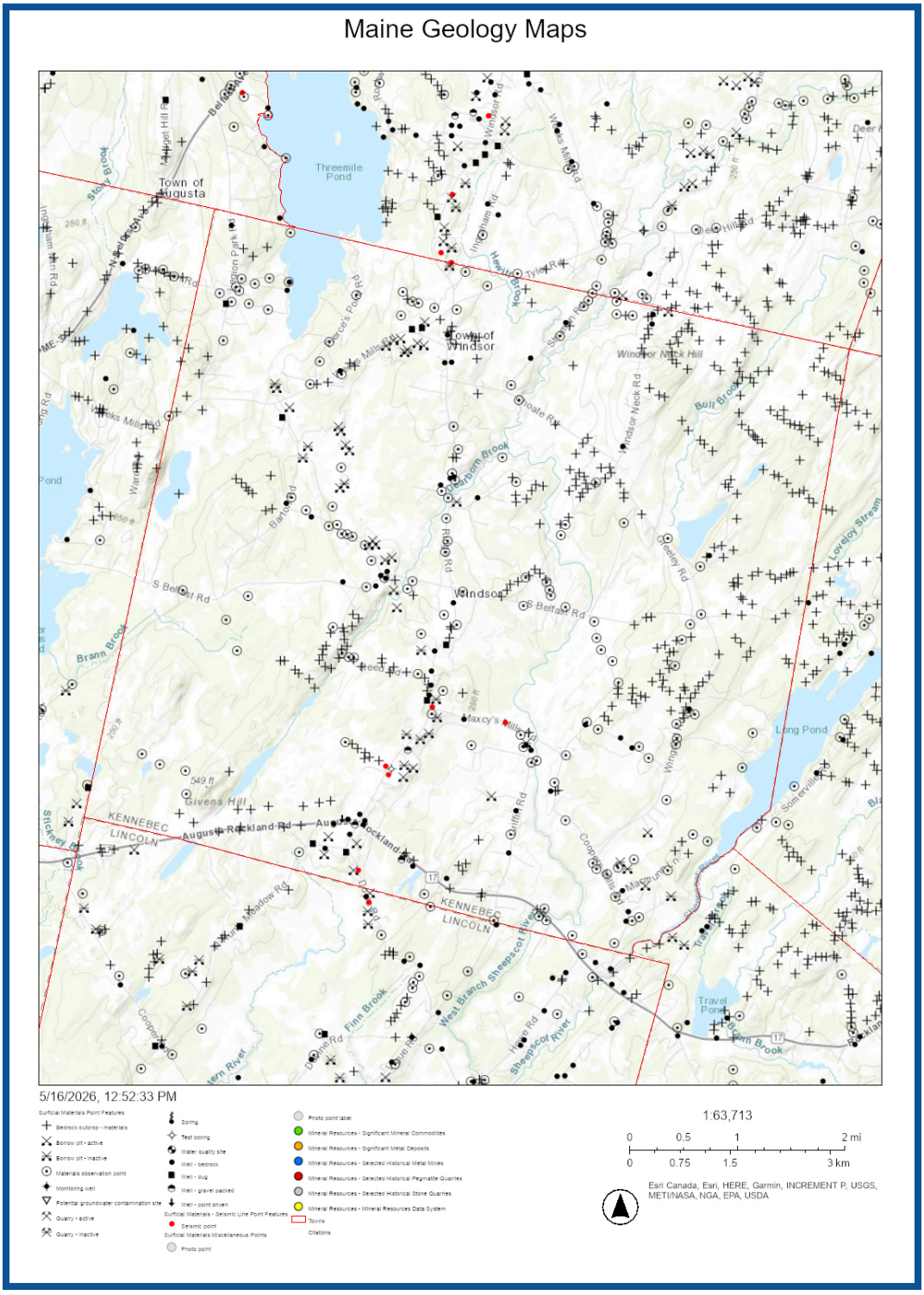
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Maine Geology Maps

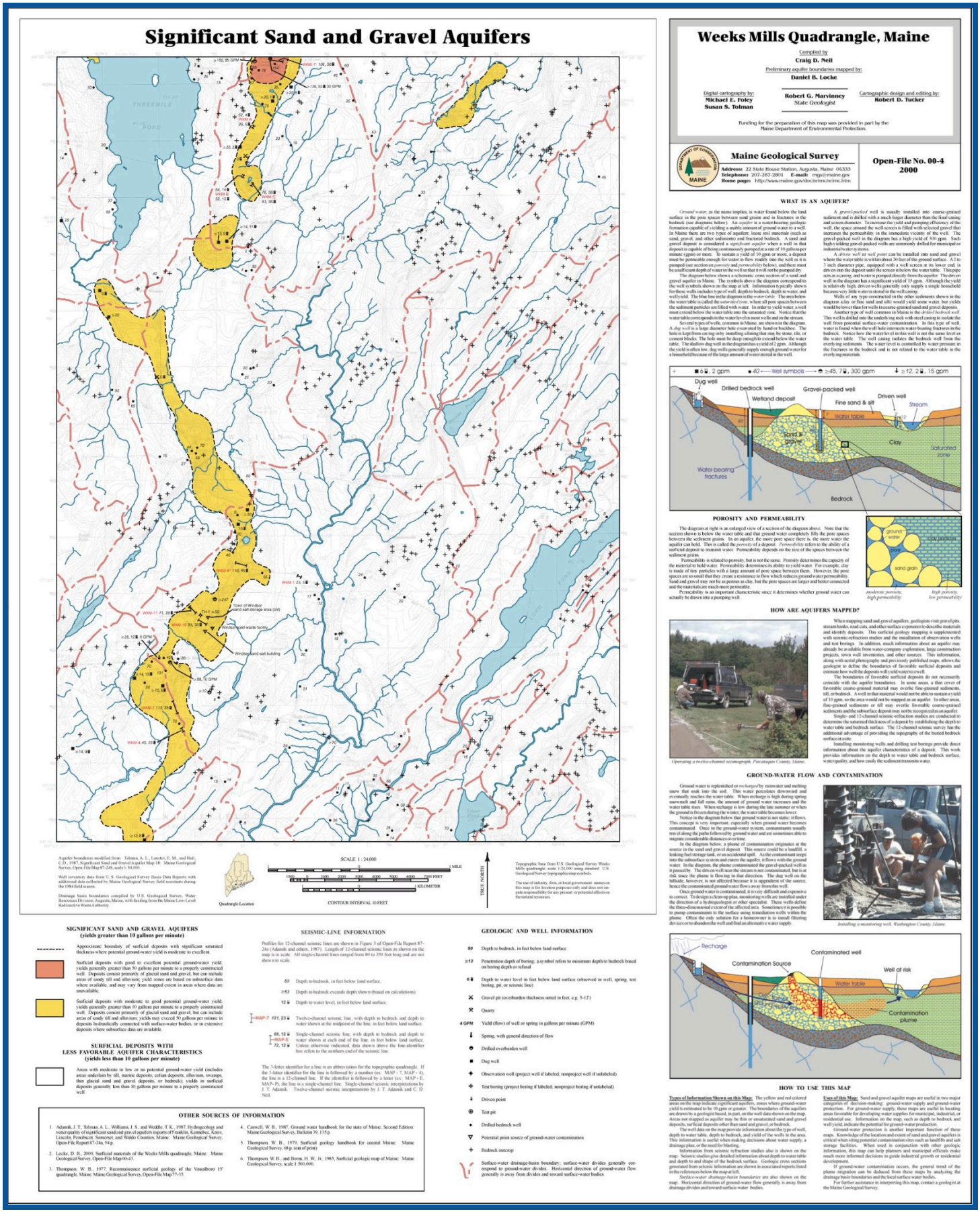


Resource Extraction

The town has significant gravel deposits located throughout the community. Many of the gravel pits are active and the larger operations, greater than 5 acres, are regulated by the Department of Environmental Protection. Smaller pits of less than 5 acres in size are regulated only by local ordinance. Windsor currently does not have a local gravel pit ordinance governing activities less than 5 acres, although many residents have expressed concern for the regulation of small gravel pits in town. Mineral extraction operations have created some local problems including damage to town roads as well as concerns regarding erosion and potential water contamination. The creation of a local gravel pit ordinance that includes provisions to protect town resources would be a prudent step for the town.



The map on the following page, compiled by the Maine Geological Survey, reveals the significant sand and gravel aquifers in Windsor and surrounding areas. For reference, Windsor falls within the Weeks Mills Quadrangle.



Town of Windsor 2026 Comprehensive Plan

Threatened Wildlife

The State Department of Inland Fisheries and Wildlife: Beginning with Habitat, has completed a natural resources analysis for the town of Windsor. They have identified multiple significant wildlife habitats as well as species of both *State Special Concern* and *State Threatened* classifications.

State Special Concern and *State Threatened* species are at increased risk of extinction or extirpation from the state. Windsor has a relatively high diversity in listed species, including three species classified as *State Special Concern*: Great Blue Herons, Eastern Ribbonsnakes, and the New England Bluet. The Swamp White Oak and Brook Floater, a species of Mussel, are classified as State Threatened.

The Great Blue Heron is a large, wading bird. While many residents see them frequently along lake shores, ponds, and streams, their population is declining. They have been classified as *State Special Concerns*. Their decline is, in part, attributed to their nesting habitat quality and disturbance. This species nests communally, and activities that disrupt nesting behavior can result in outright nesting failure. Activities near nesting colonies should be carefully managed to prevent colony failures.

The Eastern Ribbonsnake, classified *State Special Concern*, reach the northern limit of their habitat range in Maine and are therefore rare by habitat limitations. Ribbonsnakes look very similar to the Common Gartersnake, but this species is more of a wetland specialist that will occupy riparian areas for most of its life. Ribbonsnakes are a relatively small and harmless species. Relatively little is known about their habitat requirements and sensitivities specific to Maine, although it is quite common outside of New England.

The New England Bluet is a species of damselfly which has been sighted around Savade Pond. They require aquatic habitats for their nymph state before metamorphosing into adults. The presence of nymphs is considered a water quality indicator as these species rely on clean, unaltered waters to survive. It prefers a pond habitat, with mucky or boggy edges and abundant emergent vegetation near the shore, such as rushes. It needs woodlands or shrubby areas adjacent to the bog that serve as shelter, resting, and mating sites. Factors contributing to its *State Special Concern* status include recreational and residential uses, herbicide and insecticide application, highway runoff, and aquatic vegetation removal projects.



The Brook Floater, classified as *State Threatened*, is widely distributed in Maine, but is rarely abundant. Typically, fewer than ten individuals are found at a single location, and there is concern about the long term viability when colonies contain so few individuals.

The Brook Floater prefers to live along streams and rivers with clean, flowing water but is sensitive to flow condition variations. They have been found along the Sheepscot River and its tributaries. Habitat degradation and pollution are critical issues regarding its survival.

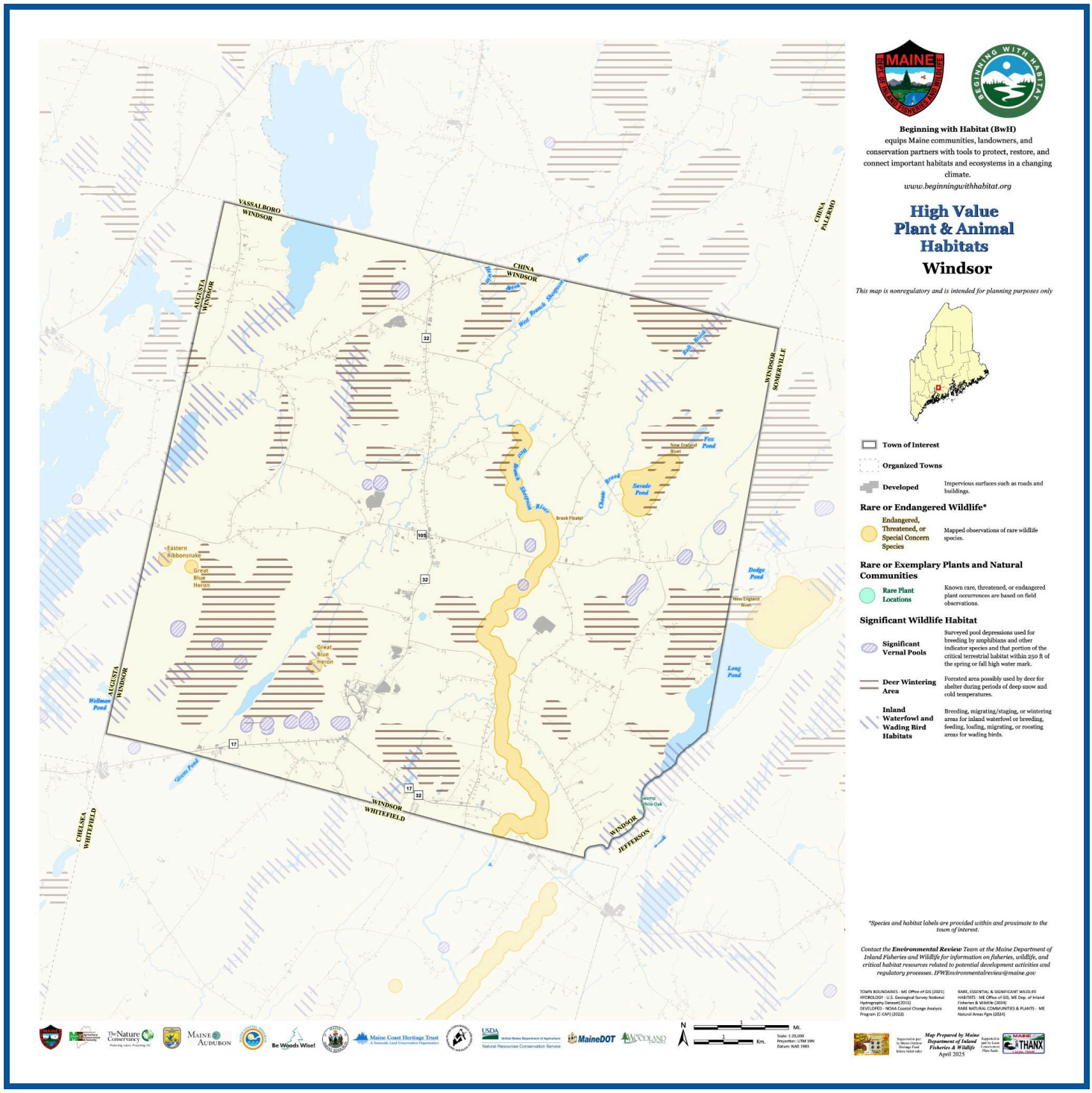

photo by Ethan Nedeau

The Brook Floater is very sensitive to water quality and benefits greatly when waterways are connected and clean. This involves maintaining an intact upland which provides a buffer to pollutants and sedimentation. According to *Beginning with Habitat*, Maine, and specifically the West Branch of the Sheepscot- no other tributaries- likely has the best remaining populations of this species worldwide even though it has been entirely extirpated from multiple river/stream systems in its range. Recent surveys suggest this species is declining in the Sheepscot, in large part due to loss of adequate forested riparian buffers, allowing for increased erosion, runoff, and pollution. Additionally, dams and improperly installed culverts alter and degrade habitat and limit population expansion.

The Swamp White Oak, classified *State Threatened*, is a rare tree in Maine. As its name suggests, it inhabits wetland areas and often only exists in small populations or single trees when found. In Windsor, the Swamp White Oak is at the northern extent of its range limit with the northernmost record being in Pittsfield, and only a few other known records in between. This tree species is known to exist on the shores of the Sheepscot River in Windsor.

Wildlife Habitats

Two *Significant Wildlife Habitats* and one *Proposed Wildlife Habitat* are recognized in Windsor: Inland Waterfowl and Bird Habitats (IWWH), and Significant Vernal Pools (SVP), both classified as *Significant* and Deer Wintering Areas (DWA), classified as *Proposed*. These habitats are regulated under the Natural Resources Protection Act and encompasses different resources and considerations for each. The Department of Inland FIsheries and Wildlife: Beginning with Habitat has made maps available which identifies the wildlife habitats recognized in Windsor. (See map on the following page.) Additional resource maps can be found through the Maine Department of Environmental Protection.



[Inland Waterfowl and Wading Bird Habitats (IWWH)] are wetlands that provide optimum habitat for herons, bitterns, and ducks. These are among the highest quality wetlands available and provide water and shelter for a variety of other species as well as ecosystem services for people, including water purification, groundwater recharge, flood management, and recreational opportunity. The state has identified 12 IWWHs in Windsor.

These wetlands, in addition to multiple water courses, provide varied ratings for waterfowl nesting and habitat. In addition to providing nesting and feeding habitat for waterfowl and other birds, wetlands are used in varying degrees by fish, beaver, muskrats, mink, otter, raccoon, deer and moose. Each wetland type consists of plant, fish, and wildlife associations specific to it. They also act as natural "sponges," storing water to prevent flooding and serve as water sources for streams and groundwater supplies. Since these sites usually indicate poor soil drainage and seasonally high water tables, a map of their location would indicate areas not suitable for development.

Besides providing habitat for fish and a variety of aquatic furbearers, brooks, streams and rivers provide travel lanes for numerous wildlife species. (See the Maine Stream Habitat Viewer for specific wildlife travel lanes.) For this reason, the State requires that the area within 250 feet from the high water mark of many waterways be designated as a Shoreland Resource Protection District. Furthermore, activities up to 250 feet from the identified IWWH wetlands may also be regulated by the town to ensure these sensitive areas are maintained. This buffer strip will provide adequate cover for wildlife movements, as well as maintenance of water temperatures critical to fish survival.

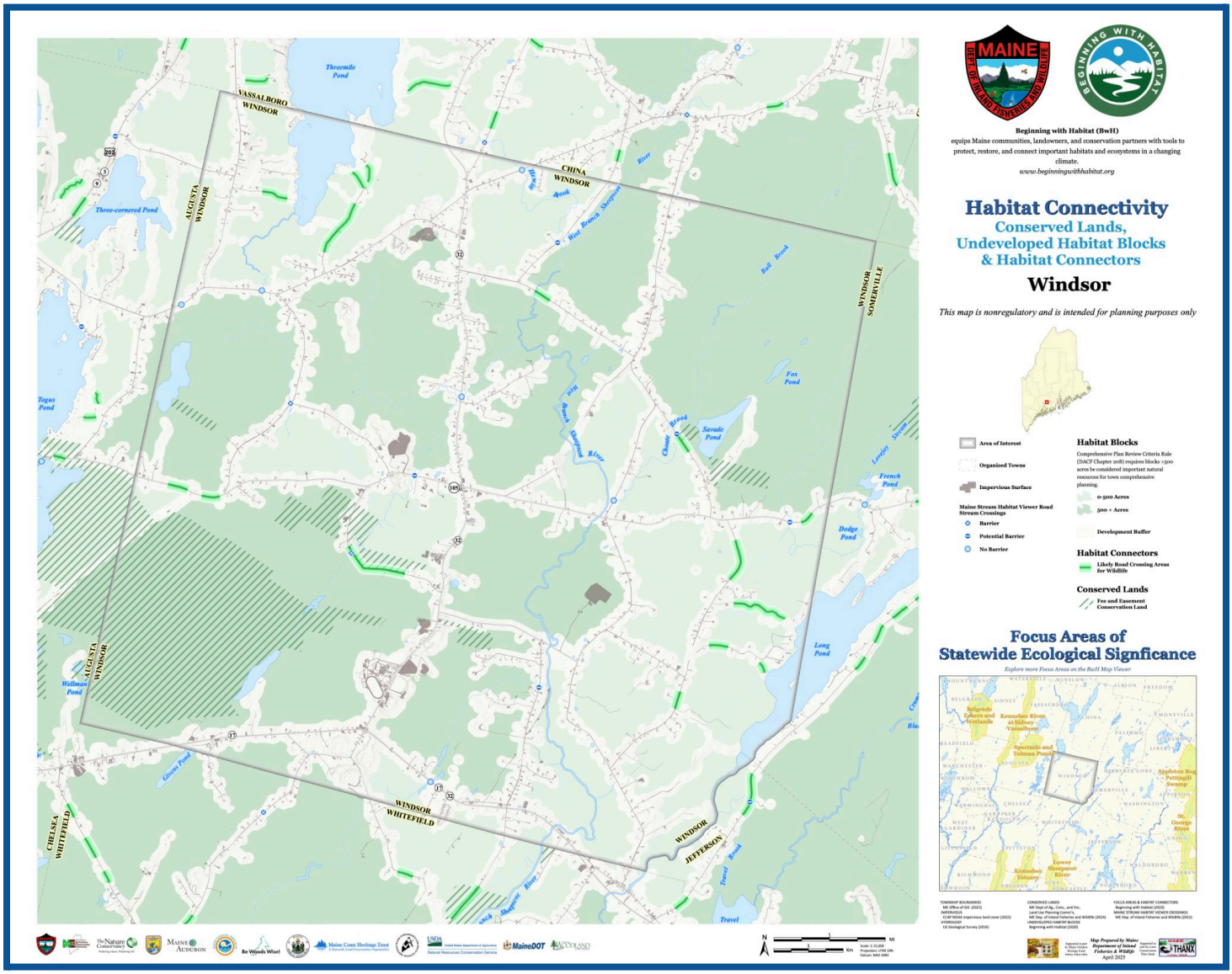
Significant Vernal Pools (SVP) are also a *Significant Wildlife Habitat* that exists in Windsor. Vernal pools are temporary bodies of water that dry by the end of summer, and, due to this nature, remain fishless and lack other fully aquatic species such as the American Bullfrog. This makes an excellent nursery habitat for more sensitive amphibian species to breed. Some species, such as Fairy Shrimp, can only be found in SVPs.

The diversity and uniqueness of these habitats make them biodiversity hotspots, though only about 20% of all surveyed vernal pools qualify as "significant." Without a "significant" designation, most vernal pools do not have protections under standard wetland regulations, but with it, SVPs gain a 250 foot buffer where activities are consulted to reduce impacts to the pool and surrounding forest canopy. Starting in 2026, a stricter, additional buffer will also be applied where development activities within 100 feet of the vernal pool will be heavily regulated. The town of Windsor has 19 detected SVPs by MDIFW.

Although Windsor is not a coastal town, our aquatic connectivity carries extra weight since the entire town is, according to the Department of Inland Fisheries and Wildlife: Beginning with Habitat, considered *Critical Habitat* for the *Federally Endangered Atlantic Salmon*. Maine is the last place in the United States where this species breeds, and their numbers are critically low. One of their primary threats is reduced aquatic connectivity due to dams and culverts preventing them from reaching breeding areas. The state recommends replacing these with "StreamSmart" designs, which are also more capable of handling floods and resisting washouts. Of the identified public culverts in Windsor, 2

are full barriers, 5 are potential barriers, and 6 are passable for aquatic organisms.

While these areas of critical importance meet the specific needs of certain wildlife species and are necessary for survival, they alone cannot support adequate populations of deer and other wildlife. A variety of habitat types ranging from open field to mature timber are necessary to meet the habitat requirements of most wildlife species throughout the year. Different species have different habitat requirements and ranges. Loss of habitat will affect each in different ways, ranging from loss of individual nesting, feeding, and resting sites to disruption of existing travel patterns. Generally, loss of this habitat will not have an immediate negative impact on wildlife populations; however, the cumulative loss will reduce the capacity of an area to maintain and sustain viable wildlife populations.



While deer range freely over most of their habitat during spring, summer and fall, snow over 18" forces them to seek out areas that provide protection from the deep snow and wind. These areas, commonly known as deer yards or *Deer Wintering Areas*, represent a small portion (10-20%) of their normal summer range.

Wintering areas, often conifer stands, provide the food and cover necessary to sustain deer during the critical winter months and typically have reduced snowpack. While size and shape of the areas can vary from year to year or even within a given year, most are traditional in the sense that they are used year after year. Since the major factor affecting deer carrying capacity is the quality and quantity of the winter range, their protection is critical to maintaining a healthy deer population.

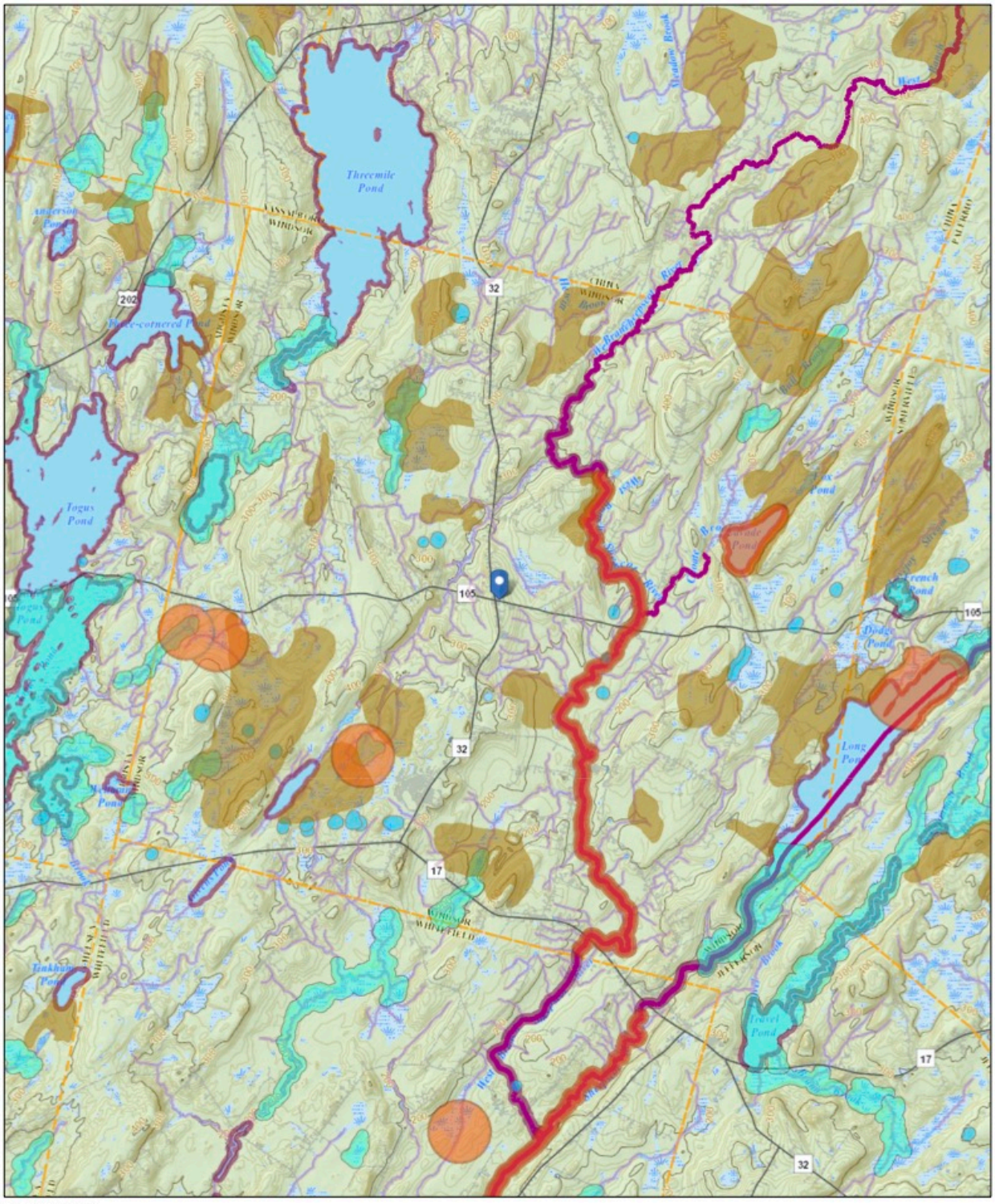
There is continued presence of beaver, coyote, red fox, fisher, mink, otter, raccoon, as well as sightings of black bear and bobcats. In addition to these mammals, other species found within the town include shrews, moles, bats, snowshoe and cottontail rabbits, woodchucks, squirrels, voles, mice, porcupines, weasels, and skunks. The numbers of species of area reptiles, bird species, and plant life are too numerous to list.

The map on the following page, while duplicating information on previous maps, provides a clear legend and overlays data from multiple maps for some of the aforementioned critical habitat areas within our town and surrounding areas. For some, the more drastic color variations also provide a clearer visual demarcation of the habitat location areas. This map has been included for greater accessibility to the public and stakeholders of this plan.

Conservation Commission

The town of Windsor, in its recent past, had an established Conservation Committee which oversaw the town's Park Property- its upkeep, use, and future plans for improvements. With recent ordinance revisions and conservation discussions, primarily revolving around subdivision and solar farm development, town officials and committee members became aware of the much broader, vast scope of this ubiquitous topic and the responsibility in which it entailed. This realization was overwhelming for the committee members, who all opted to step down until a more feasible, defined path had been formulated. Limited community involvement continues to be a challenge in Windsor. The responsibilities of the conservation of Windsor's natural resources have fallen to the Town Manager and Select Board who are actively trying to reengage the community and find more diverse ways to disseminate information to residents. The Conservation Committee Ordinance needs to be revised to ensure all natural resources are within the scope of that committee. Discussions continue as to the most effective and efficient manner in which to reestablish a Conservation Committee or whether to commission a subset of the Planning Board to oversee the town's conservation efforts.

Beginning With Habitat



May 16, 2026

- Shellfish Beds
- Stream Buffer (75 feet)
- Great Ponds, Rivers and Coastal Buffer (250 feet)
- Atlantic Salmon Habitat
- Shorebird Habitat
- Seabird Nesting Island
- Tidal Waterfowl / Wading Bird Habitat
- Inland Waterfowl / Wading Bird Habitat
- Significant Vernal Pools
- Deer Wintering Areas
- Essential Wildlife Habitats
- Endangered, Threatened, and Special Concern Species

1:72,224

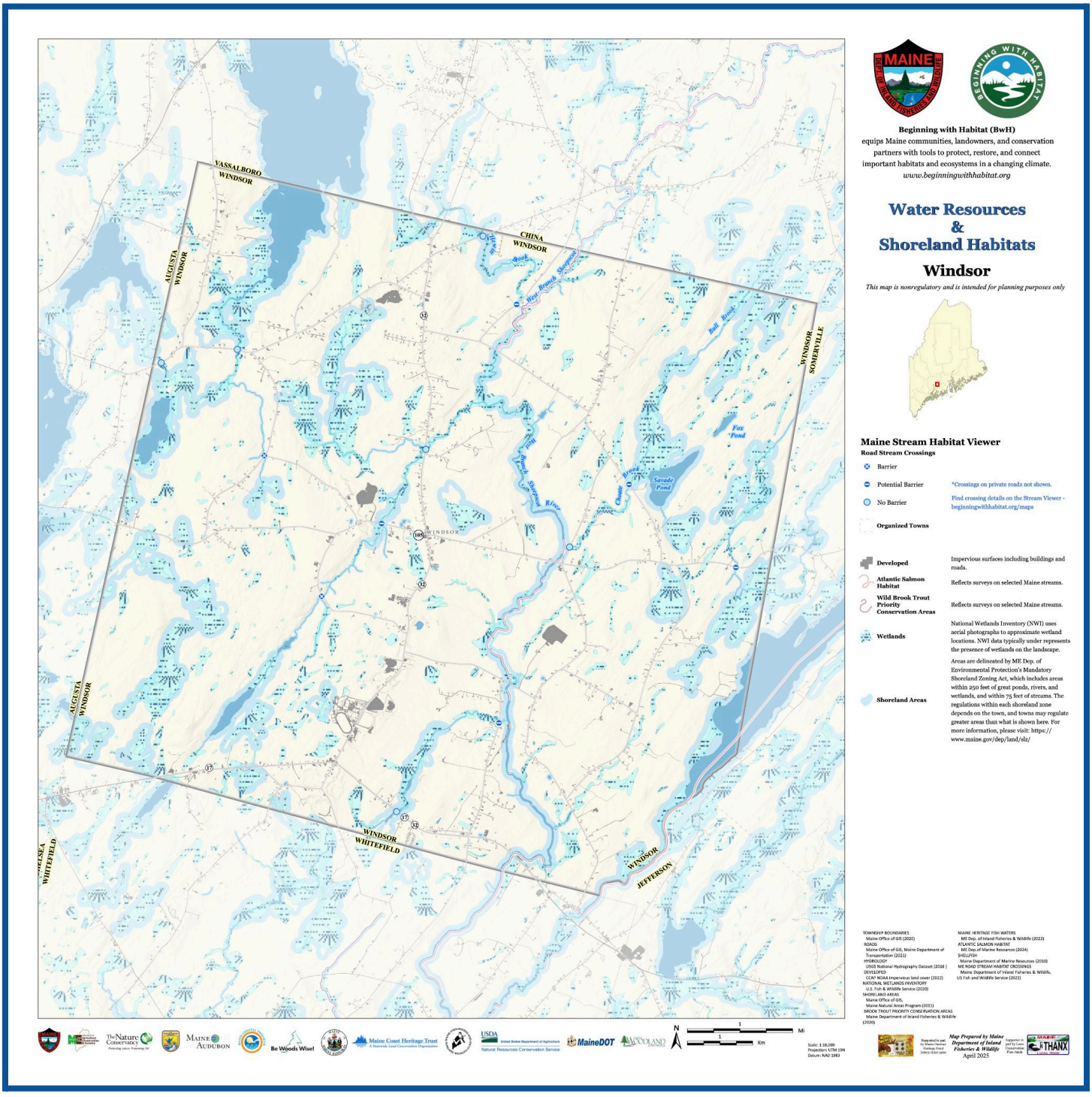
0 0.5 1 2 mi

0 0.75 1.5 3 km

Beginning with Habitat Program for Planning Purposes Only
Map Created With BWH Map Viewer

Surface Water Resources

The town's surface water resources provide indispensable ecological value to not only the local wildlife through biodiversity and habitats, but also for groundwater retention and recharge, water purification, flood protection, and climate regulation, all of which directly impact the nearby residents. When water resources are affected through pollution, contamination, or development, this can impact other biotic members of that ecosystem, and thus the broader watershed and natural biological community.



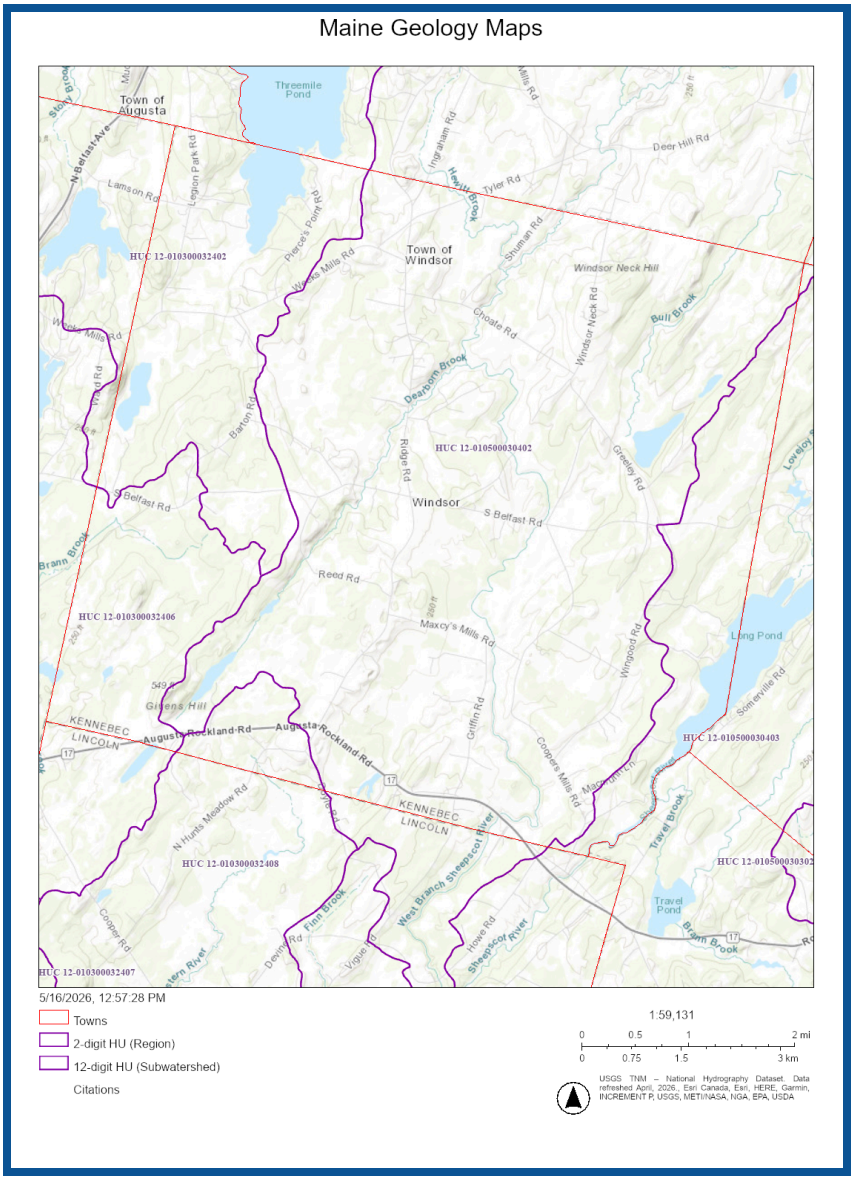
Windsor's ponds and streams are heavily influenced by the degree of development in the surrounding watersheds. A watershed includes the land area that eventually drains into a stream, pond, or lake. Because Windsor's soils have a tendency to be well drained, land development and uses will have a great impact on town water quality. Many factors can influence this including activity on the immediate shoreline, activity within the watershed, the flushing rate of the water body, erosion, development, etc. The portions of Threemile Pond and Long Pond located in Windsor constitute the largest water bodies within the town. Other ponds located within the town include Fox Pond, Givens Pond, Moody Pond, Mud Pond, Savade Pond, and Wellman Pond.

Flowing in a north to south direction through Windsor are segments of the Sheepscot River and the West Branch of the Sheepscot River, a high value habitat for many species. These are the two largest tributaries that traverse Windsor. Other water courses include: Barton Brook, Brann Brook, Bull Brook, Choate Brook, Cotton Brook, Dearborn Brook, and Hewitt Brook.

Watersheds

A watershed consists of all the land that contributes water to a body of water. The boundary of a lake's watershed is found by connecting the points of highest elevation around a lake. Water falling within this area flows, by gravity, into streams, ditches and groundwater to the lake.

There are eight ponds located, at least partially, within the town of Windsor. However, land in Windsor is part of the watershed of multiple ponds and lakes beyond our town borders. Land in Windsor drains into these ponds and, therefore, we are partially responsible for ensuring the ecologically beneficial water quality of these additional water bodies. The adjacent map indicates the watershed boundaries present within Windsor.



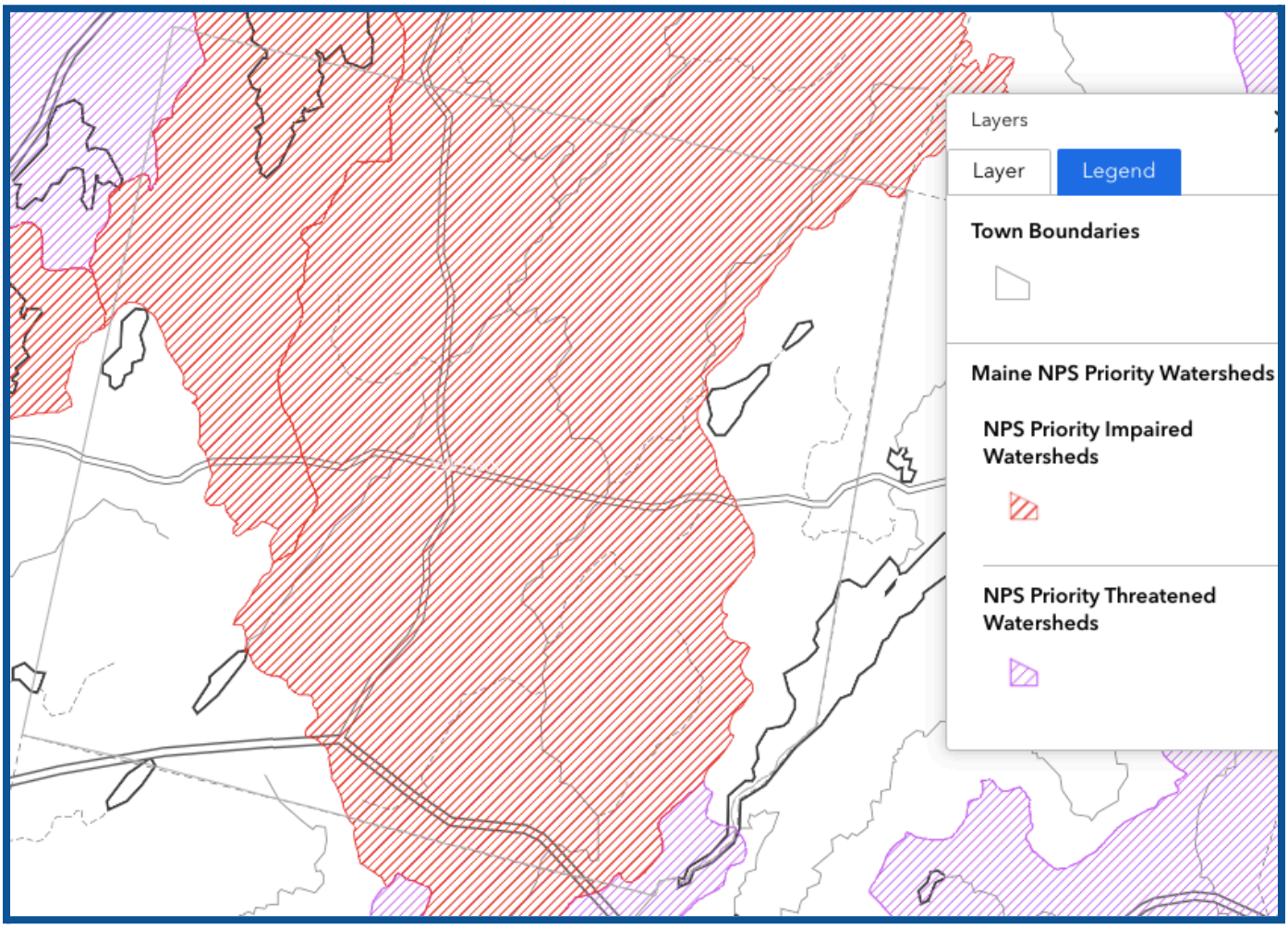
For example, the Threemile Pond Watershed spans through multiple towns including Windsor, Vassalboro, China, and Augusta. It is part of an interlinked three-pond chain which drains from Threecornered Pond through Barton Brook, which then empties into Threemile Pond. From there it flows through Seawards Mills Stream into Webber Pond, which eventually empties into the Kennebec River. Due to this unique three-pond chain, a Tri-Watershed-Based Management Plan has been developed. This is a 10-year action plan developed alongside Webber and Threecornered ponds, coordinated by the Kennebec County Soil & Water Conservation District and the Threemile Pond Lake Association. The town should acquaint itself with this Tri-Watershed-Based Management Plan and take measures to engage for its success.

Windsor has substantial land that, although not draining into any of Windsor's ponds, is part of the watershed and drainage area for the West Branch of the Sheepscot River. This drainage area divides the town into three segments, lake watersheds to the west and to the east, and the river watershed in the middle.

While much of the riparian habitat along the Sheepscot River remains intact and undeveloped with ample forested buffers, helping to maintain high water quality, stream habitat, and cool water temperatures, there are areas which allow for agricultural activities along the river and have no forested buffer. Additionally, past practices have allowed livestock access to the river, and the use of fertilizers and pesticides on those agricultural lands may promote degraded water quality through contaminated run-off and erosion. The town should consider working with landowners and conservation partners to restore forested riparian buffers in these areas and to ensure livestock are fenced out of these waterways. The town may consider outreach and incentives to encourage compliance by the community. The town may also consider including sections of the Sheepscot or West Branch of the Sheepscot as a Resource Protection District (RPD), similar to floodplains, steep slopes, and areas within 250' of Inland Waterfowl and Wading Bird Habitats (IWWH), due to their recognized high value habitats.

A watershed can extend for miles, so lake protection must extend to the entire watershed. In order to maintain or improve water quality, the Department of Environmental Protection (DEP) has developed a method for reviewing development in lake watersheds. This method uses phosphorus, one of the major factors impacting lake water quality, as a gauge.

Phosphorus, which is present in runoff, acts as a fertilizer for algae, and causes algae to multiply and turn the water cloudy. Phosphorus has been shown to increase dramatically when land is converted from its naturally vegetated state to residential and commercial development. Additionally, other Nonpoint Source Pollution (NPS) can include stormwater runoff that may carry chemicals or heavy metals from developed areas to



surface water bodies. As Windsor grows in population and development, the increased activity and change in landscape will alter the natural biodiversity in those areas, thus shifting the previously relied upon natural buffers which protected these waterbodies and waterways. Moreover, with this increased activity, invasive species may be unintentionally, or even intentionally through negligence or ignorance, be introduced to waterbodies. Specifically, regarding aquatic invasive species, the introduction into an established ecosystem will disrupt that ecosystem, outcompete native species, potentially destroy food webs, and can create monocultures that reduce oxygen levels and crowd out native species. These invasive species can also harbor harmful bacteria or generate dangerous toxins which can affect wildlife and humans. With only one boat landing in Windsor, it may be advantageous to not only ensure that educational material and reminders are posted, but to also provide courtesy boat inspections through the summer months. Furthermore, the town office staff should be encouraged to continue reminding residents, as they complete water craft registrations, to remain vigilant in their boat inspections.

The Maine DEP developed a "Lake Scorecard" tool which utilizes data from each waterbody to determine current conditions and trends. This data is then color-coded

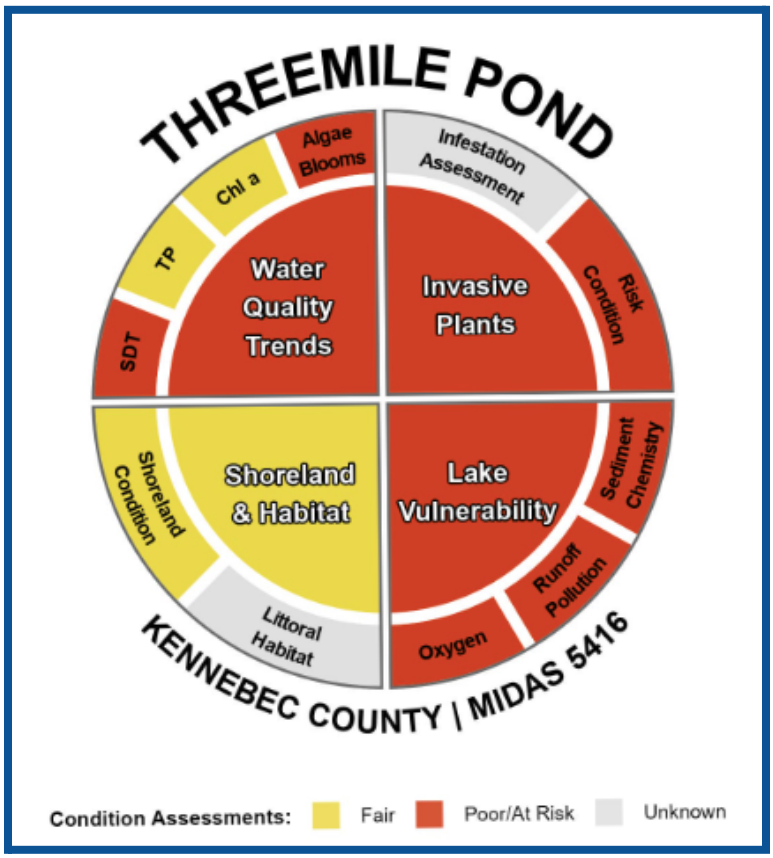
into a simplified graphic for each water body in which there is sufficient data. This tool engages communities, summarizes data and data gaps, and provides trends analysis for lakes across Maine. This tool is accessible through Lake Stewards of Maine, which is an independent non-profit organization devoted to protecting Maine waterbodies by collecting and disseminating credible, scientific information pertaining to the health of each waterbody.

The Maine DEP's review method was established to influence development design so that it does not significantly raise the level of phosphorus, or other nonpoint source pollution, in Maine's waterbodies. This method has determined the acceptable limits for various pollutants for the ponds within our town. This base information can be used by the town to create specific development review guidelines for Windsor's watersheds. The Maine DEP has also provided extensive Manuals and Guides to Reducing Water Pollution as well as *Phosphorus Control in Lake Watersheds: A Technical Guide to Evaluating New Development* resources.

The map on the previous page, collected from the Maine Department of Environmental Protection, identifies the *Impaired Watersheds* and *Threatened Watersheds* within our town. The town has been approached by Webber Pond Association regarding water quality within their watershed, emphasizing a regionalized effort for improvement. Windsor continues to seek ways to support improving water quality within the watersheds of our town.

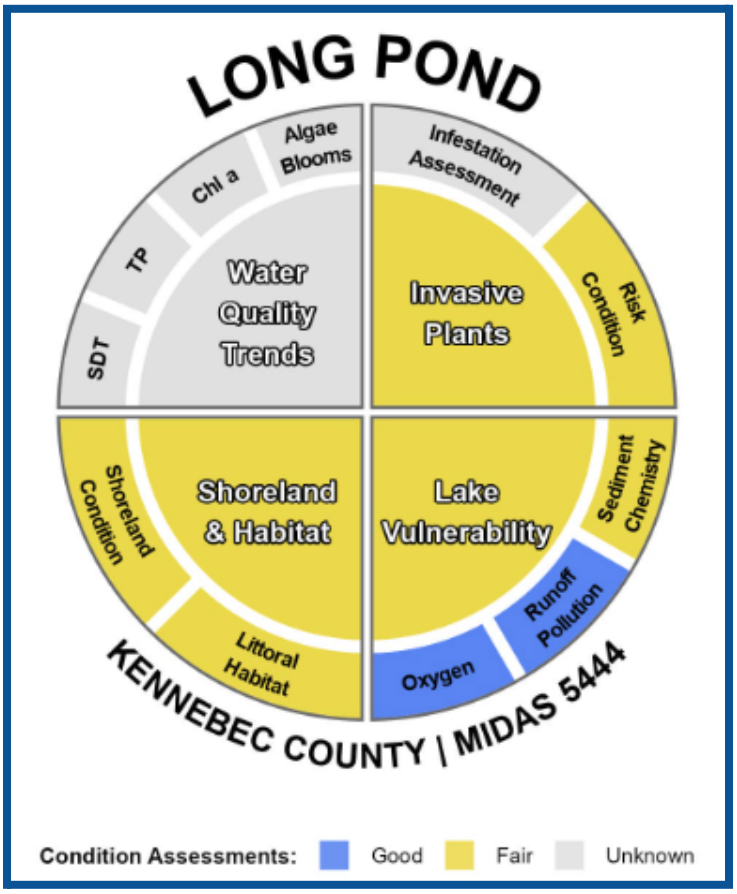
Water Quality

The State of Maine has water quality monitoring data concerning Threemile Pond and Long Pond, which it receives from both state monitoring teams and public volunteers, as seen in the graphics on the following page. There exists almost no state water quality information on the other water bodies within the town. It would be beneficial to the Town of Windsor to obtain "baseline" inventory data on its major water resources to properly identify any existing water quality deficiencies or to obtain a reference for determining future trends.



The Maine DEP has generated a

Nonpoint Source Priority Watershed List, of which Threemile Pond is included, one of twenty-two other lakes across Maine. All lakes on the 2022 Integrated Water Quality Monitoring and Assessment Report listed as impaired have a Watershed-based Management Plan. It would be profitable for the town to stay abreast of this management plan and coordinate efforts for water quality improvement in Threemile Pond and its watershed. The West Branch of the Sheepscot River is also included on the Impaired Streams List, and additional efforts should be considered for water quality improvement. The town may decide to develop a water monitoring program and develop a Watershed Based Plan, with assistance from the Department of Environmental Protection, to document water quality on all waterbodies within our town boundaries with the intent to restore and protect our water quality.



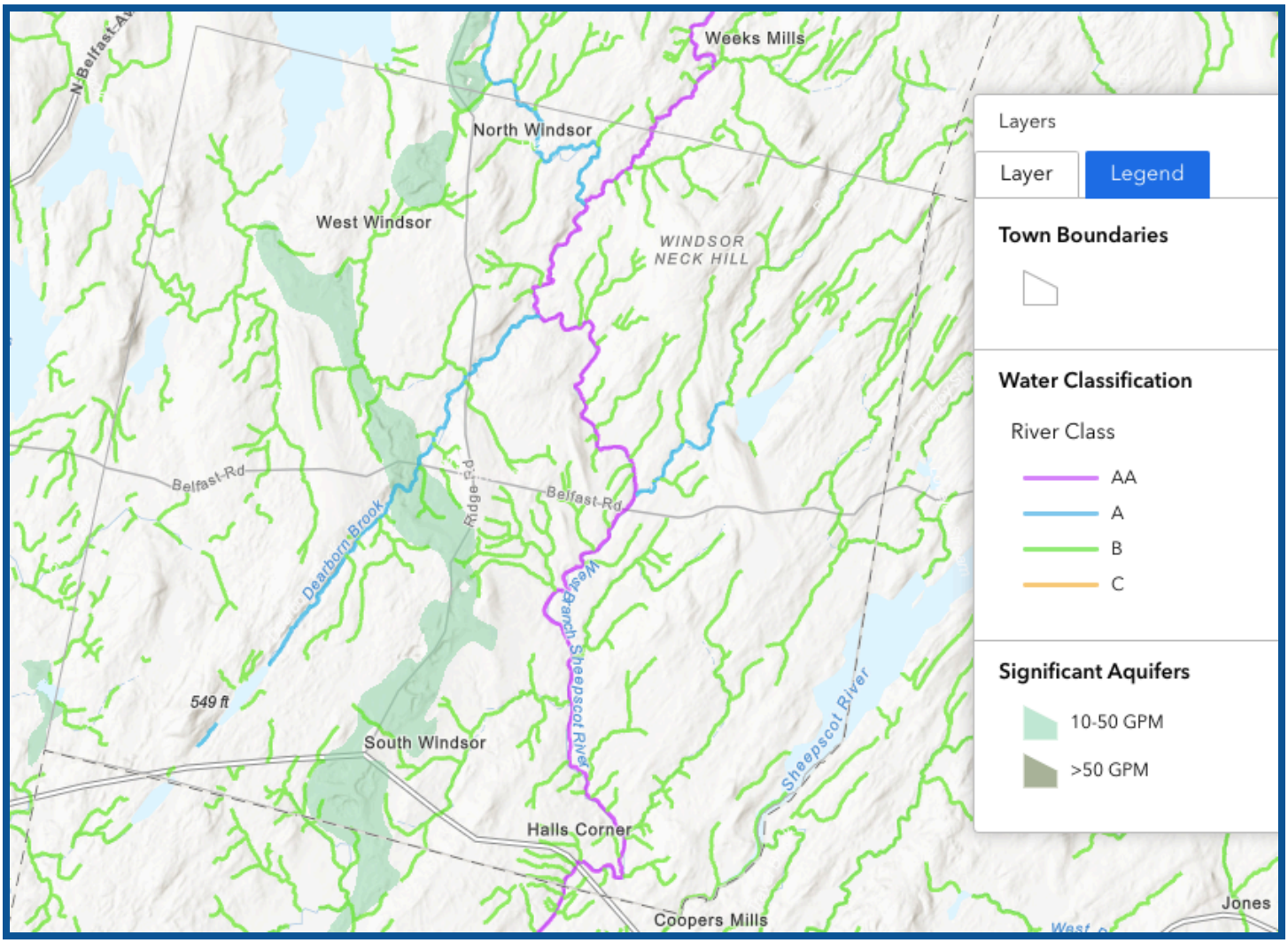
The Lake Stewards of Maine: Lakes of Maine website is a great resource which provides educational materials and public awareness, including information on how to get involved. It also has a link to Maine DEP's Lake Scorecards which allows you to search for local water bodies and, if substantial data exists, provides multiple areas of assessment data on those lakes. One measure of assessment is transparency, a term used to identify the measure of the clarity of the water, and is a simple, accurate method for estimating water quality. Long Pond is considered a "colored" pond because of the concentration of dissolved organic acids which give it a tea color. Color does not contribute to algal production, but it can reduce transparency readings. Since color is probably largely responsible for the low transparency reading for Long Pond, it was given a moderate/stable water quality category standing, rather than a lower category. Threemile Pond has received alum treatments, administered by DEP, in an attempt to improve water quality. Continued water quality improvements to this pond will depend strongly on sound land use management practices within the watershed.

Aquifers

The Town of Windsor contains an extensive underground aquifer system that traverses the town in a north to south direction, slightly to the west of the geographical center of

town. This aquifer provides favorable water yields generally greater than 10 gallons per minute (gpm) to properly installed wells. This aquifer system encompasses approximately 10% of the geographical area within the town. The remainder of the town is located on lands providing low to moderate groundwater supplies, on average yielding less than 10 gpm.

Land use regulations on areas above the identified aquifer (see map below) must be evaluated, as Windsor soils allow for any water pollution sources to infiltrate through the soils easily and to the aquifer system, which would adversely affect many Windsor residents. At present, land use activities within our significant sand and gravel aquifer are not subject to unique regulations that would prevent pollution and other adverse effects on the water quality. This warrants consideration by the Planning Board and Select Board. In their daily operation, the Public Works Department and municipal contractors use best management practices to protect Windsor's water resources. Continued education and diligence in this matter is crucial to its success.



Public Water Systems

The State of Maine defines a public water system as any publicly or privately owned system of pipes or other constructed conveyances, structures, and facilities through which water is obtained for or sold, furnished, or distributed to the public for human consumption, and has at least 15 service connections or serves at least 25 individuals daily for at least 60 days of the year, or bottles water for sale. Information from the Department of Health and Human Services: Maine CDC Drinking Water Program shows that there are four public water systems in the town: Dollar General- defined *Transient Water System*, Pine Ridge Village- defined *Community Water System*, Priscilla's Diner- defined *Transient Water System*, and RSU 12 Windsor Elementary School- defined *Non Transient, Non-Community Water System*. (A spring/well at the Town Hall is also widely used by the public, however, it does not currently come under the definition as a public water source.) All other residents and businesses rely on private wells. Since soils in the town are well drained and easily polluted by contaminants it is very important to protect, from contamination, ground and surface waters in the town.

Threats to Water and Pollution

Most soils within Windsor are extremely well-drained, even excessively so. This presents a unique pollution threat within the town. Although Windsor is mostly lacking large industries or facilities that can be the "typical" pollution threats, the Windsor soils are so well-drained that many water pollution sources (chemical, oil, gas, pesticides, and fertilizers, etc.) have a much higher probability of leaching further into soils, at a quicker rate, and then entering aquifer and groundwater sources. This means that smaller, residential pollution sources (such as engine oil, failing septic systems, pesticides, water filtration chemicals and fertilizers) can have an accelerated adverse effect compared with other regions with less well-drained soils. Furthermore, with the exposure of Per- and Polyfluoroalkyl Substances (PFAS), known to have been spread on some farmlands in town, there is a heightened potential threat to our private and public water systems. Additional factors, such as extreme weather events like flooding or droughts continue to emerge as factors working against safe drinking water in Maine.



The Maine CDC has established a Routine Technical Rule to "protect consumers of public

drinking water" by requiring public water systems to test and monitor drinking water. Community public water systems, Non-Transient, Non-Community systems, and bottled water suppliers will be required to test for PFAS and report their results to the Department of Health and Human Services. While this is a positive step in protecting our town's water quality for consumption, it does not necessarily protect residents with private wells and water systems. The Town of Windsor will consider a formal method for continually educating its residents of the town's increased sensitivity to water pollution, even on a small residential scale. The town may also consider enacting or enhancing protections for all public wellheads, groundwater, and aquifer recharge areas in order to support safe drinking water now and in the future.

Agricultural Farmlands

A large portion of the town's soil consists of significant farmland as inventoried by the Soil Conservation District and the U.S. Department of Agriculture. A smaller portion of the land within Windsor is considered "prime" farmland. Approximately 20% of Windsor's farmland is considered as having "state-wide importance." Less than 5% of town land is considered as "prime." Sustainable "prime" farmland within the town is very sensitive to development issues, as there exists a relatively scarce amount.

"Each year, more of Maine's farmland is converted to other uses. The preservation of farmland is an important goal of Maine's farmers, and it's a goal that the Department of Agriculture, Conservation, & Forestry and many Maine municipalities. One way the State and municipalities support farmland preservation is through laws and ordinances relating to land use regulation and property taxation," according to the Maine Office of Community Affairs.

A total of 40 parcels totaling 2,139 acres are enrolled in the Farmland Tax Program. This is a substantial increase from only 7 parcels and 498 acres twenty years ago. The community has expressed strong support for agricultural based enterprises, endorsing "buy local" ideologies. There has been historical emphasis on the establishment and support of farmers markets, greenhouses, and nurseries which would not only emphasize Windsor's agricultural heritage and small town, rural atmosphere, but would also potentially bolster our town's economy. Existing agricultural operations include orchards, farm produce, livestock, hay fields and a bee hive manufacturing facility. The United States Department of Agriculture: National Agricultural Statistics Service provides data across a multitude of categories, time frames, and locations which can be accessed by the public for use in independent studies and for municipal needs.

There is one commercial and industrial enterprise which has most recently interested town residents: solar farms. Historically speaking and in general practice, the Windsor community prides itself on self-sufficiency, resilience, and industriousness. While these

may be commendable attributes on an individual scale, when it begins to impact residents through restrictions on the communities natural resources in town, namely scenic vistas and the consumption of historically agricultural and forest lands, residents begin to consider whether additional land use restrictions would be advantageous.

The Maine Farmland Trust has created a *Solar Siting Guide* in an attempt to balance solar developments and farmland protection. As the Windsor Planning Board and Select Board continue to traverse the ever changing and varying aspects of establishing and integrating solar farms into our community, it would be prudent to familiarize ourselves with this guide and promote public participation in an attempt to be proactive in our communities development in this area. For additional information, see the **Future Land Use** section (page 111) as well as the **PSI Chart** beginning on page 124.

Forest Resources



At least 75% of the town's land cover consists of woodland. A total of 74 parcels totaling 4,055 acres are enrolled under the tree growth program. This is a decrease from the 96 parcels totaling 5,554 acres twenty years ago. While historic saw mill operations have been discontinued, Windsor is home to *Longfellow's Cedar Shingle* manufacturer as well as multiple independent, small production saw mills, primarily for personal use. Local timber harvesting activities rely upon state regulations to guide their operations. The state notifies the town whenever a timber harvesting permit is issued. Additional information regarding Maine Forests can be found on the United States Department of Agriculture: Forest Service's interactive report online.

Unique Natural Areas

Windsor has many locations that could be considered unique natural areas worth protecting and preserving in their natural state. Windsor also has numerous water bodies and wetlands that provide enjoyment and recreation for residents as well as habitat for various forms of wildlife. Scenic vistas and rolling pastureland provide endless opportunities to experience the beauty of rural Maine. One unique natural asset of our communities is the state owned Alonzo Garcelon Wildlife Management Area.

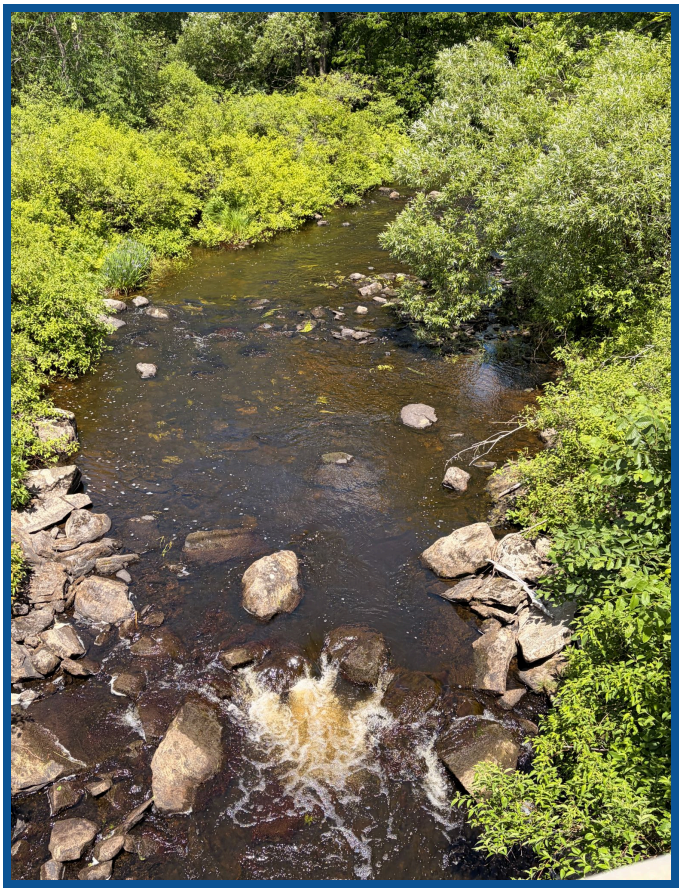
These properties, located in the southwest section of Windsor and extending into Augusta, provide habitat for numerous upland and riparian wildlife species including, in

part, white-tailed deer, snowshoe hare, ruffed grouse, great blue herons, muskrat, mink, otter, beaver, fisher, woodcock, wood ducks, hooded mergansers, black ducks, and the green and blue winged teal.

The forested portions of the Alonzo Garcelon Wildlife Management Area range from dense ground cover, from prior cutover sites, to stands of mature hardwoods and softwoods. A variety of wetlands types are found, including open water wetlands along major stream channels, shallow and deep marshes, shrub swamp, and wooded swamp along the upland borders.

The primary objectives of the Department of Inland Fisheries and Wildlife for the Management Area are to increase and/or maintain upland wildlife abundance by intensive habitat management and to increase waterfowl numbers by providing high value wetland habitat through proper water level management while allowing public access for consumptive and non-consumptive uses of the wildlife resource.

The Planning Board is thorough in their Site Plan Review process in an attempt to mitigate any possible risk to Windsor's natural resources. However, at this time, Windsor does not have access to digitized tax maps that would provide access and the added benefit of a multitude of base layers as well as numerous overlays to determine specific locations of critical resources which may be at risk due to development in sensitive areas. Windsor may decide to appropriate funds for this future investment. Additionally and in the interim, the town should consider alternative methods and measures, both regulatory and non-regulatory, to protect critical and important natural resources within our town, including agricultural and forest resources.



Existing Land Use

Windsor is a rural town which is primarily residential and agricultural in its land uses, but which also contains institutional, commercial, or industrial elements such as the Central Maine Power Sub Station, multiple mineral extraction operations, and is home to the renowned Windsor Fair, one of Maine's largest agricultural fairs and home to the Historical Village, a major attraction at the annual fair.

Settlement & Growth Patterns

While the town does not have any single, obvious village center, historically, there have been multiple. Most residents consider the center of town to be the intersection of Route 32 and Route 105 where Hussey's General Store sits at the corner. Historical "villages" include Halls Corner, Windsor Station, and Windsorville. That being said, those historical villages are no longer considered village centers, nor do they allow for higher density developments. In fact, Windsor is fairly uniform in its suburban sprawl and intermingled agricultural homestead developments, mainly due to historical farmlands being sold off or subdivided as families moved out of town or changed occupations.

Additional opportunities that have impacted the settlement pattern in Windsor may include:

- ☐ Good soils and water for both building and agriculture.
- ☐ Natural resources such as sand & gravel for mineral extraction, water power, and available timber.
- ☐ Reasonable access to transportation such as the Kennebec River, the "port" of Wiscasset, railroads, and a developed road network.
- ☐ Developable land.
- ☐ Educational Opportunities- "Ranking #5 in Maine Middle Schools" in 2024 by U.S. News and World Report, maintaining school choice for higher education, relative access to trade schools, technical centers, community colleges, state universities, and private colleges and universities.
- ☐ Municipal safety & stability.
- ☐ Workforce Opportunities.
- ☐ A growing population.

Likewise, it stands to reason that when the above are lacking, settlement and growth are slowed. In Windsor these opportunities and limitations have combined to produce a single "town center" at the intersection of Route 105 and Route 32. This area has commercial, institutional and residential development. Further development in this area

seems to be limited by topography, demand, and land ownership.

Development
There is linear commercial and residential development along Route 17, both east and west of the Route 32 intersection. All along Route 32 there is a mix of residential, institutional (e.g. churches, school, cemeteries), and businesses of various sizes. The section from Route 105 south is more commercially developed than the section from Route 105 north.

There is substantial residential development along the shore of Long Pond and Threemile Pond, as is typical for waterfront property. Elsewhere in town there is a mixture of farms, woodlots, and small, individual residential developments. Windsor still feels like a rural town, due in no small part to the amount of open space. Additionally, the Windsor Fair provides a longstanding agricultural tradition that permeates the culture and atmosphere of the town, reinvigorating its community to historical pastimes and practices.

Over the last 10 years the average number of new residential building permits (homes and mobile homes) has averaged 14.8 per year. Looking at the last 4 years, new residential permits have averaged 19.25 per year. Looking at the 6 years prior, the average is 11.8 new residential permits issued on average each year. The town's lot standards remain consistent while allowing for the LD 2003 provisions. Single family and duplex lots must be 2 acres minimum with 200 feet of road frontage and minimum 200' x 200' square within the lot. Multifamily lots require an additional ½ acres per lot and 50' of road frontage.

Subdivisions
Recently, subdivisions have made their way to more prominent and visible locations within the town, causing deep emotional responses to the historically agricultural and natural landscapes that were previously visible. The community survey shows that there is a strong feeling that new subdivisions are a cause of significant and unwanted growth. In recent years new subdivisions have increased compared with lot-by-lot sales.

It takes significant money and effort to create a subdivision. It therefore follows that the developer believes that the new lots will sell for more value and within a reasonable timeframe. New subdivisions do not directly "push" development. However, they create the opportunity for new development, and when backed with consumer demand, opportunity translates into growth. In the last 10 years, no significant multifamily developments or Planned Unit Developments (a mixed-use, dense, and innovative land development, often having residential, commercial, and recreational sites all in one project) have been proposed or completed.

In order to project future land needs based on growth and current trends, the ten-year housing demand would assume 20 dwelling units (DU)/year which would yield 200 dwelling units at 2 acres each, necessitating 400 acres. At 15 DU/year, 150 dwelling units at 2 acres would necessitate 300 acres. To estimate land needs 20 years out, and assuming growth rates maintain consistent, double these estimates.

Impact on Infrastructure
In recent years, new expectations and growth have required the municipality to add staff or forego services. Windsor is at or near the maximum capacity of volunteers. New staff has been added. Demands and needs continue to increase. This will be considered more thoroughly in the **Fiscal Capacity** (page 46) and **Capital Investment Planning** (page 120).

The town of Windsor has already written and adopted a Shoreland Zoning Ordinance and a Subdivision Ordinance in addition to the Planning Board's Site Plan Application and Review Process. It may be recommended that the town consider establishing a Land Use Ordinance, both Place-based and Performance-Based, in order to mitigate potential future risk to our historical and archaeological resources. Additionally, Windsor has not had an Existing Land Use Map in the recent past. The update of our accessible town maps will benefit these endeavors. (See the aerial photograph on the next page for reference.)

The town has the following Existing Land Use regulation tools established to provide guidance and standardized expectations within the town: Building Code Official and Local Plumbing Inspector, Building Codes (with lot sizes), Floodplain Ordinance, Board of Appeals, Planning Board Ordinance, Shoreland Zoning Ordinance, Solar Ordinance, and Subdivision Ordinance. Additionally, the town has an active Planning Board which requires a Site Plan Application and Review Process for all new builds as well as for any changes in use for existing operation of businesses in town. Copies of the Site Plan Review Application can be obtained at the town office and via the town's website.

Floodplains
Enacted in September of 2011, Windsor has a Floodplain Ordinance which follows the State model and requirements. The floodplain maps are available online and floodplain review is a regular part of the Planning Board's considerations. Floodplains in Windsor are regularly along rivers and streams and alongside bodies of water. These are often wetlands or bogs and at the bottom of inaccessibly steep slopes. They are not under heady development pressure because ample, more preferable land is available.



Maintaining our Vision

The question remains, "What provisions would support Windsor's Community Vision?"

It has been identified that Windsor seeks to be a place where "residents of all ages and walks of life are welcomed... and can thrive... and can access a wide range of housing choices [all] ...while maintaining our rural character."

While Windsor seeks to be an amiable, welcoming community, many residents have commented that they moved here for the "rural atmosphere" and have a distaste for

solar farms and subdivisions. It has been suggested that we consider including the requirement of a visual buffer or barrier to new development and for the purpose of maintaining the appearance of natural open spaces, even if developments are just beyond the treeline. Additionally, there have been complaints of noise and light pollution, specifically surrounding large, commercial sites such as the Auburn Asphalt Plant and CMP Sub Station. The town may consider instituting a *Dark Sky* policy or ordinance to mitigate light pollution as well as a *Noise Control* ordinance. A Land Use Ordinance, both Place-based and Performance-Based may also be advantageous in order to mitigate potential future risk to our natural, historical, and archaeological resources.





Future Land Use Plan

Historic Land Use and Community Vision

Windsor has historically been a rural town with large, open spaces for pastureland or hayfields in addition to large wooded areas that were historically left as wildlife habitat, used for hunting, or under woodlot management. Many community members have expressed their appreciation for the rural, small-town atmosphere and aesthetic of Windsor and cited this as a primary reason for moving to Windsor. While it is important to keep this in mind, it is to be expected that natural growth and development will occur over time. Therefore, the Comprehensive Plan endeavors to not only plan for future growth, but to do so while maintaining the desires and community vision of Windsor residents.



Within Windsor's history, there has been a practice of maintaining and emphasizing property owners' rights, allowing them to determine how their land will be used insofar as it doesn't infringe on the rights or safety of adjacent property owners or other residents. Many residents have also expressed their dislike for strict zoning and don't want to be told what they can or cannot do on their own property. However, there are some ordinances that have been established for the protection of not only our residents' personal and property safety, but also in an attempt to protect local wildlife, their habitats, local waterbodies and access thereto, water quality, historical and archaeological resources, natural beauty, and open spaces. (See a list of Town Ordinances listed in **Public Facilities & Services** on page 54.)

Development Trends

Given residents' feelings about rural preservation, zoning regulation, subdivisions, and industrial & commercial development, it's apparent that the town prefers to allow

growth organically and impartially throughout the town and leaves it to individual landowners for primary decisions. Therefore, Windsor does not feel as though we could designate any specific area as a "Growth Area" but instead determine that we are exempt from this designation. Given the amount of undeveloped farm and forest land throughout Windsor, this designation fits with recent and projected trends. (See **Population & Demographics** on page 21 and **Housing** on page 25 for detailed information regarding projected population and housing growth.)

Of late, and likely due in part by the recent real estate boom, large, open spaces have come up for sale in which local contractors have been competing in bidding wars in order to purchase and subdivide properties and build speculative houses in anticipation of selling at a higher profit. While the community prefers to maintain these historic open spaces as hay fields, forested lands, or pastureland, the private sale from landowner to contractor is impossible to restrict given the communities preference toward **lenient regulations** and limited zoning. Once land has been publicly listed on the open market, it is very difficult for individuals, seeking large swaths of land for personal recreational use or for establishing a homestead, to compete with prices that contractors are willing to pay. Additionally, since these recent land sales have easy access to local, established roadways, they are even more preferable to contractors and equally less preferable to the community members who desire they remain natural habitats and open spaces. Since the community affirms lenient regulations and supports landowner rights, it follows that land speculators and contractors have equal access to purchase and subdivide those parcels so long as they abide by Windsor's established ordinances and Site Plan Review Application and Process. It may be worth investigating ways in which historically agricultural farmland and woodlots might be retained, or at least providing a visibility barrier, giving the appearance of open spaces while still allowing for subdivisions and development.

That being said, as Windsor landowners begin selling off old homesteads and large tracts of land, the town recognizes the importance of investing in this land. The municipality is not only in need of land for public cemeteries to fulfill a current need, but also to preserve historical farmlands and woodlots for natural and critical resource preservation and future recreational uses for residents. (See **Capital Investment Planning** on page 120 for additional information.) It is also crucial that the Planning Board remain vigilant in their Site Plan Review Application and Process to ensure new development doesn't infringe on or negatively impact our natural resources, especially considering our vast array of species of endangered, threatened, and special concern habitats, essential wildlife habitats, vernal pools, inland waterfowl and wading bird habitats, and our extensive array of streams and rivers requiring strict buffers. (See page 94 for Beginning with Habitat map highlighting these areas.)

Since Windsor does not have a public transportation system, clear village center, or highly sought after shopping centers or other public facilities and amenities, the growth in Windsor does not appear to be dependent on proximity to any of these factors. However, let it be noted that some residents have stated a preference in proximity to Route 17, Route 32, and Route 105 for easier access to greater labor markets of Augusta or Waterville. On the other hand, some residents prefer to avoid these higher traffic areas to enjoy a quieter, natural atmosphere in some of the more rural locations of Windsor. The recent configuration of residential growth appears to be shaped primarily by available land while commercial growth tends to prefer proximity to Major and Minor Collectors as well as the proximity to Three-Phase Power.

Growth Area Exemption

The town of Windsor has many unique, natural resources, including critical, special, and threatened resources. The town's large sand and gravel aquifers, along with wetlands and wildlife habitats creates an array of interconnected, woven natural boundaries which must be considered for future development for the protection of these resources.

As the Comprehensive Plan Working Group analyzed the town's data, taking into consideration the residents' expressed desires for our future, we could not designate any Growth Area within our town. In fact, Windsor meets the criteria for Grown Area Exemption based on our lack of water delivery and our sewage disposal limitations. Residents of Windsor have independent wells and individual waste water treatment systems (i.e. septic tanks and leach fields). These are managed individually by each household residence and system capacities and details vary, dependent upon their approved septic plans at the time of construction. Additionally, private wells provide reliable, decentralized groundwater for homes and individual agricultural purposes. These vary in depths as well as water flow rate, measured in gallons per minute (gpm). While Windsor has a vast array of underground aquifers which can be tapped for drinking water, well depths can be less than 50 feet and extend well beyond 400 feet. Additionally, water flow rates can range from ½ gpm to well over 30 gpm.

There appears to be adequate groundwater supply throughout Windsor to support the anticipated growth expected within this Comprehensive Plan's lifespan. Based on recent development, and assuming conditions and trends remain stable, we expect to see approximately 150 new residential builds with the potential for new commercial or industrial developments along Route 17 due to its proximity to Three-Phase Power and accessibility over the next 10 years.

Given the abovementioned "Severe Physical Limitation," exempting us from defining a Growth Area in Windsor, we have designated Windsor Rural throughout. Further evidence of this designation is clearly visible on the aerial photograph below which

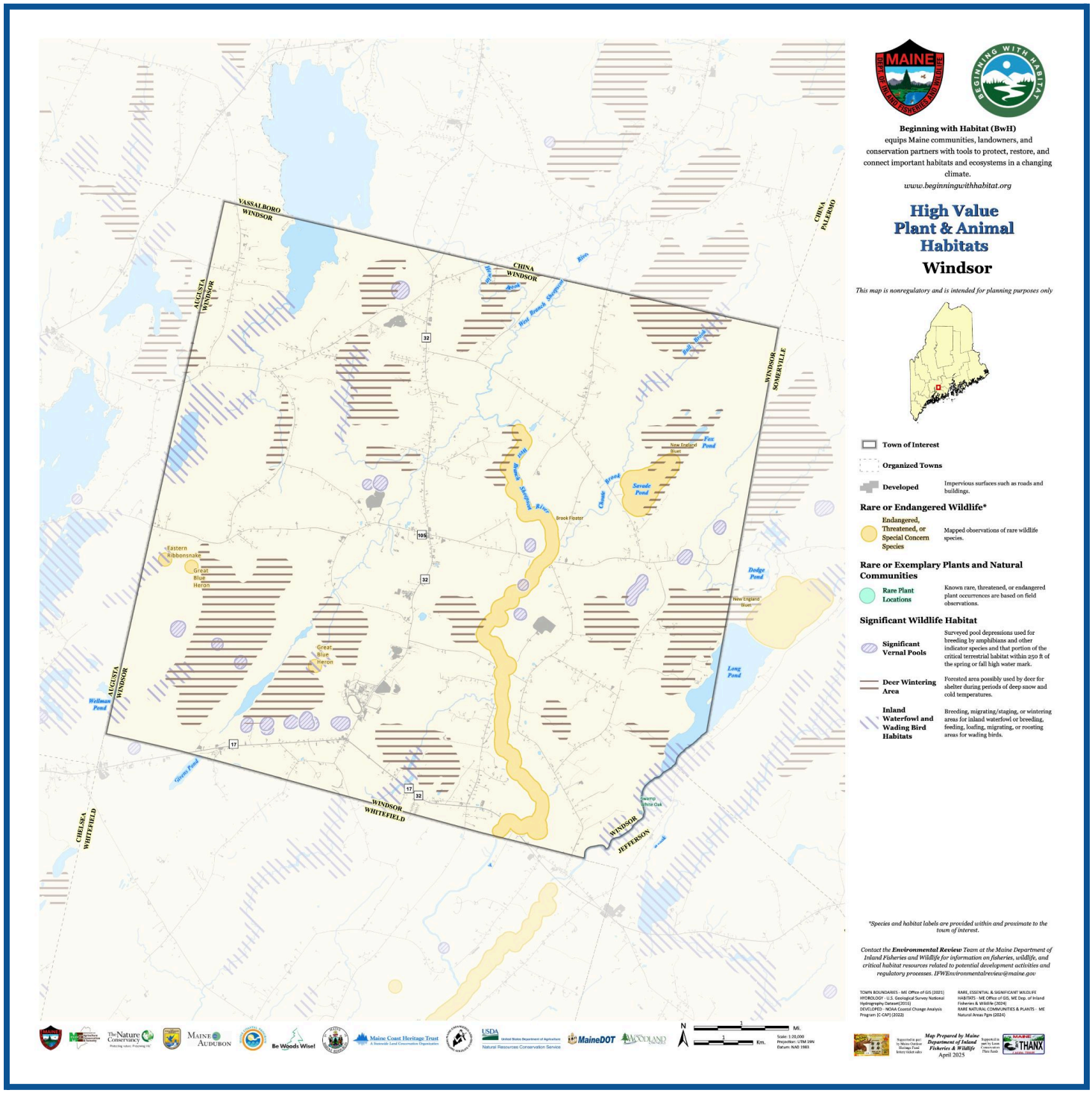
highlights our vast forested lands, numerous pasturelands, and agricultural hay fields.

Aerial Photograph of Windsor 2025



Since Windsor does not have access to digitized tax maps, the Planning Board, Code Enforcement Officer, and other town officials will need to be scrupulous in their assessments and determinations on natural boundaries as revealed in the following Critical Resources Maps when in relation to proposed development. Development does not appear to be focused on any specific area in town, but instead is based on the availability of land listed on the open market. Therefore, the Planning Board will need to

ensure they have the best available resource maps on an ongoing basis to ensure development is not infringing on critical natural resources or habitats within our town's boundaries. The Site Plan Review Application and Process is Windsor's first line of defense to mitigate these potentially negative impacts on our historic and natural resources.



Additional, up to date, and most current maps should be referenced when considering

future development and resource protection. See **Natural Resources** (page 81) for maps identifying waterbodies and watersheds, fragile wildlife habitats, and other notable resources evident in Windsor.

Developments of Regional Impact (DRIs)

The "wild card" for Windsor is a Development of Regional Impact (DRI). If a DRI, either public or private, were to locate to Windsor or within a neighboring town, this would likely impact Windsor's traffic, the need for law enforcement, emergency services, public education and transportation, town budget, etc. Furthermore, and dependent upon the type of development, additional considerations may be necessary to preserve Windsor's natural resources from pollution or extinction. At this time, the existing state and local laws adequately address natural resource protection, although unique and unprecedented endeavors and developments are always within grasp and therefore should not be disregarded for consideration.

Currently the State of Maine does not have a formal DRI statute, however, it doesn't prohibit using the existing Site Plan Approval statute for a DRI review. Windsor's Site Plan Review Ordinance is based upon controlled development of permitted uses and could easily be revised to better address DRIs.

Based on recent development trends in Windsor, residents have voiced their appreciation for landowner rights and limited zoning but would recommend that the town consider ways to modify current ordinances to limit visibility of new residential and commercial development and protect our natural resources through a dark sky ordinance and noise ordinance. Additionally, the Planning Board recognizes that, with ever changing wildlife, their habitat needs, and the impact development has on those resources, it is critical that we stay abreast of those changes through updated maps and resources from MDIFW and Maine Department of Environmental Protection. This requires vigilance and prioritizes communication between departments, municipalities, code enforcement, and residents.

As Windsor continues to grow and change, it will be imperative that we continue to proactively consider how growth may affect our natural resources, and we must endeavor to protect them. Education will be of vital importance ensuring town officials and committees are aware of and value the habitat and resource assets we possess. The town should seek financial resources and educational opportunities for Planning Board members, Code Enforcement, Town Manager and Select Board to attend and engage in more broad conversations as to how we might address the diverging priorities, preferences, and tension between development and natural resource protection.

Regional Coordination

As part of the Kennebec service area (service centers of Augusta and Waterville), Windsor has the opportunity to play an important role in bringing together communities for the purpose of enhancing economic development, managing government resources, and protecting natural resources. In order to engage and achieve this potential, Windsor participates with partnering agencies where it is evident that a regional effort is more effective. Windsor regularly explores ways to partner with neighboring communities to improve or reduce costs. In recent years these have included EMT services, emergency dispatch, plowing, and solid waste. Current regional activities include:

- Fire & Rescue Mutual Aid
    - Delta- Medical Transport
    - Whitefield, Somerville, Jefferson- Fire & Rescue
- Member of Kennebec Valley Council of Governments
- Public Education- RSU 12 School Board (3 seats)
- Recreation
    - Youth Sports
    - Community Courts & Activities- Scout Troops
    - Elder Opportunities- Young at Heart, Plate Full, Whitefield Library
- Public Services
    - Plow & Snow Removal
    - Transfer Station/Solid Waste Management
    - Public Transportation Services (e.g. KVCAP)
    - Hazardous Waste Removal- regional events
- Sheepscot Valley Health Center
- Webber Pond Association

Windsor will continue to seek regionalized efforts in any areas deemed prudent and fiscally advantageous. The following lists regional strategies as outlined in the **PSI Chart** on page 124, some which we are currently engaged in while others are still in the early stages of planning and coordinating:

- 2.3 -Support historic culture, traditions, and industries through community education programs and collaboration with local towns and agencies.

- 5.8 - Seek Regional Coordination Efforts in establishing or partnering with local housing coalitions.

- 7.1 - Establish an *Economic Development Committee* to seek regional, state, and national support to assist small, rural based activities.

- 10.1 - Coordinate with MaineDOT and neighboring towns to site commuter parking areas near Routes 3, 32, and 17.

- 11.1 - Participate in regional economic development efforts and planning.

- 11.2 - Seek regional economic programs and support systems.

- 12.5 - Coordinate long term fiscal planning between town government and the School Board to allow for a more unified fiscal approach, blending the needs and priorities of each group.

- 13.3 - Seek coordination with neighboring communities, county, and state governments for shared public services.

- 14.4 - Generate dialogue which engages other local organizations in coordinated, regionalized efforts to provide public services in a cost effective, efficient, and responsible manner.

- 15.2 - Coordinate efforts and establish regional agreements with other local and state agencies to provide and maintain public protection services and safety groups that provide cost effective benefits to the town. (e.g. police, fire & rescue, etc.)

- 17.1 - Assess bridges for safety and coordinate with MaineDOT (Maine Department of Transportation) for upgrades and maintenance.

- 17.8 - Develop a plan for road corridor improvements in cooperation with neighboring communities and MaineDOT.

- 18.4 - Participate with neighboring communities and MaineDOT to address regional transportation issues and corridor planning.

- 18.6 - Identify commuter parking areas ("Park and Ride" locations) near Routes 3, 32, and 17 in coordination with MaineDOT and neighboring towns.

- 20.2 - Coordinate with area towns and KVCAP (the region's Federal and State

funded provider) to establish a plan to access for local transportation needs.

- 20.3 - Develop a plan, in cooperation with the Windsor Fair Association, to improve traffic access from Route 17 into the parking areas along Route 32.

- 23.2 - Collaborate with local schools and organizations for public access to open spaces for recreation.

- 23.8 - Cooperate with other local communities to enhance the availability of recreational programs for children and adults.

- 24.3 - Promote the local arts community and creative projects in cooperation with local organizations and Maine Commission for the Arts.

- 24.6 - Develop a master trail plan for the community, in cooperation with neighboring communities and private landowners, to provide information and access for many different activities such as walking, biking, snowmobiles and ATV's.

- 24.7 - Collaborate with MDIFW to improve awareness of the Alonzo Garcelon Wildlife Management Area which are public lands for bird watching, trapping, hunting, etc.

- 25.3 - Coordinate with local agencies to ensure water quality protection measures are in place, such as signage and education materials posted at public access points, and there is a system for the mitigation of water contaminants in local watersheds, including mitigation of invasive aquatic plants.

- 28.9 - Seek local or regional land trusts who are actively working to protect farms or forest lands in the community.

- 30.2 - Coordinate with local agencies to ensure water quality protection measures are in place, such as signage and education materials posted at public access points, and there is a system for the mitigation of water contaminants in local watersheds, including mitigation of invasive aquatic plants.

- 30.3 - Participate in watershed protection and planning activities for the Sheepscot River (e.g. Sheepscot Watershed Association and the Kennebec County Soil and Conservation District).

- 32.7 - Coordinate with local towns to establish a unified effort in addressing potential future DRIs and other regionally impactful land use strategies.

Capital Investment Planning

The Capital Investment Plan, also referred to as a CIP, can serve as the starting point for the Select Board in identifying immediate municipal needs, short term future improvements, and long term community desires. Along with these community upgrades, a well managed and organized CIP will allow for the effective and efficient financial planning required to develop infrastructure and town goals while avoiding spikes in annual finances or unplanned emergent bonds or debt. Additionally, the CIP can provide the current municipality with a tangible outline for financial review before recommending and approving the next year's budget. The plan will need to be adjusted to account for items obtained, new spending, and funding priorities.

The Capital Investment Plan lists expenses that the town will incur because of future growth, infrastructure needs, or improvements requested by the community. The plan anticipates future expenses and proposes a mechanism to fund these items. Some possible means to provide funding may include general funds, reserve/capital accounts, long and short term financing, and grants. One reason to have a current, state approved Comprehensive Plan is to help demonstrate need when applying for grants while providing an established avenue for the responsible expenditure of those funds.

The CIP works alongside the Comprehensive Plan as a whole in alerting both municipal officials and the public about future expenses and allows the town to find the most cost effective manner in which to finance the improvement(s). While the Comprehensive Plan must be updated regularly to account for changes in community demographics and available resources, noting community desires and shifts in community culture, atmosphere, and needs, the CIP will include financial planning for immediate capital investments and expenses in addition to short term and long term investments that are likely to look far beyond the extent of the current Comprehensive Plan. These capital expenses may also change as the community develops and evolves.

Capital Expenses and Investments

The Capital Investment Plan is intended to finance the replacement and expansion of public facilities and services required to meet projected growth and development. Other important areas to be discussed are the way citizens of the town wish to spend their

present and future tax dollars to meet anticipated needs.

A capital expense will be defined as having a cost that exceeds $5,000 and is not budgeted as ongoing maintenance or operating expenses. Capital expenses should be thought of as improvements or investments that have permanence such as an additional structure or property that will increase value to the town, a service with long-term functional impact, or an improvement that extends the longevity rather than just maintaining its current condition. Examples would include purchasing property for town cemeteries or building a new town municipal office building, establishing a new municipal department, or regionally run emergency medical transport service, or installing a new roof which would increase the longevity of the current building.

In order to exemplify how the town has identified and planned for future capital investments, please refer to the table in **Fiscal Capacity** labeled **2025 Reserve Account Balances** (page 51), which outlines the individual account balances through June 2025 and are set aside for the respective future capital improvements. These include expenses in technology replacement rotation, updating new tax maps, adding capacity to the Town Hall to maximize usage and designating funds into Reserve Accounts to upgrade trucks for Fire/Rescue. We have put money aside for 2 years into the Fire Safety Capital reserve to repair and repave the asphalt at the fire station. We continue to put money aside for Public Works for replacement trucks and a backhoe. The town fire department has their own investment plan that projects out until 2040 in which we see a major focus in saving for a new pumper truck in 2030. Grants will be submitted but, in case we need to carry a bond, funds are being reserved for this investment.

At this point the town has fewer capital debt expenditures and can absorb loans for some items listed. One notable capital improvement, also discussed in **Regional Coordination** (page 117) is the potential for a regionalized effort to establish an emergency medical transport service. Currently Delta Ambulance performs this duty. Delta now charges $60 per capita to include Windsor in its response area. With increasing costs that are beyond our control, our volunteer first responders are exploring this concept to establish our own regionalized emergency medical transport service. The expense is unknown as the idea is new and still evolving.

The cost of public education represents 59% of the expenditure of our revenue. We expect to maintain this percentage but it could change year to year. Revenue sharing

has been helpful in mitigating some of this cost sharing for Windsor. The ED279 reimbursement (the official per-pupil calculation in Maine's school finance reporting) may fluctuate some based on formulation changes.

The following table represents capital investment projects based on immediate need (2-5 years), short term (5-10 years), and long term (10+ years). Ongoing projects are considered funded within the current years' budget or by utilizing previously reserved funds or acquired bonds and are not represented in this table.

Capital Investments & Improvements & Funding Source			
	Immediate	**Short Term**	**Long Term**
New Fire/Pumper Truck		$1,500,000 Grant(s) & Bond	
Town Office Repairs	$3,500 Reserves & Budget		
Town Office Boiler & Workspace Redesign		$20,000 Reserve & Budget	
Town Office/Community Center	$4,000 Budget		$4,000,000 Grant(s) & Bond Philanthropy
Road Maintenance & Paving	$300,000 Reserves & Budget		
Public Works Wheeler Truck		$300,000 Reserves & Bond	
Transfer Station Improvements (Recycling & Composting)		$10,000 Grant(s)	
Cemetery Land Acquisition	$20,000 Budget, Gifting, Bequeathing		

Capital Investment Plan in Practical Use

The revised CIP will be integrated with the budget process. (See page 52 in **Fiscal Capacity** for an explanation of Windsor's annual budget process.) The capital investments listed herein include both those identified by this plan and other capital improvement projects that have come up in town discussions in recent years.

Consideration should be made as to how directing capital investment would encourage development in specific areas to help achieve the town's land use goals. Consideration should also be made as to how capital investments may conflict with Windsor's **Future Land Use Plan** as outlined beginning on page 111.

Potential needs from 2020 to 2030 will be recommended as the boards and committees meet and discuss visioning and the future of municipal services. This can include potential investments to promote growth and practical services in desired areas, both physically and/or functionally, based on the community survey and continued expressed desires and preferences.

PSI Policies, Strategies, & Implementation Chart

The Comprehensive Plan Working Group has collected and analyzed the community survey, state data, and current town practices, policies, culture and atmosphere in addition to the natural resources within our town limits. With this information, and in consideration of the state's goal for each facet of Windsor, the working group has identified conditions and trends and pinpointed specific challenges and requisites.

The Comprehensive Plan Working Group recognizes that any planning document is only successful if the community has the commitment, interest and excitement to carry out the recommendations contained in the plan and how well those recommendations can be put into action. While this is an advisory document that will form the basis of the town's future policy decisions, any revised or new ordinance or town policy will, as always, be placed on the Town Meeting Warrant for the voter's consideration.

The tables below chart the desires (policies), action items (strategies), and the responsible party for implementation of each task. Each bulleted task is color coded for prioritization of the action item- Immediate, Short Term, Long Term, and Ongoing. The charts are intended to provide a concise snapshot of municipal and community needs, list the necessary undertakings and duties to promote and fulfill the needs, and a plan for engendering the action items in a timely manner. While the implementation of the plan is dispersed through several individuals, committees, and organizations, a mechanism to monitor progress and resolve impediments is crucial. The overarching implementation mechanism and ongoing review process is discussed more thoroughly in **Implementation by Municipal Role** on page 8.

Key Terms:

Immediate- Tasks which can be completed within the next few years or are achievable with near-future changes in ordinances or policies.

Short Term- Tasks commenced or completed within 5-10 years, consisting of lower priority activities or where additional preparation and funding are needed.

Long Term- Tasks that are at early stages of development, may take additional funding or preparation, and for which a defined path has not yet come to fruition. These may span out 10 or more years in the future.

Ongoing- Tasks that are current, in effect, and should continue.

Policies	Strategies	Implementation
Historic Resources: It is the desire of the town to protect not only the historical and archaeological resources and sites within our town but to additionally protect the historical memories and narratives, culture, and rich forestry and agricultural industries that have had historical significance upon the community. The remaining evidence of our ancestors, whether it consists of cemeteries, old homes, records and books, or prehistoric sites, all contribute to the individuality and identity of the community. Our Windsor Historical Society, located in the historic village at the Windsor Fair Grounds, is a well established and active group that continues to seek resources and personnel to continue in the identification and preservation of historical artifacts, culture, local traditions, memories, and narratives. Additional resources and time is needed to more broadly address a wider range of historical and archaeological resources within our town. **Goal: To preserve the town's historic and archaeological resources for the heritage and education of future generations.**		
1. The town recognizes the importance of historic and archaeological sites, both known and unknown, within the town.	1.1 - Conduct an inventory of historical buildings and sites in Windsor for potential identification and inclusion on state or federal historic listings.	Historical Society & Town Manager
	1.2 - Research and investigate historical narratives and archives which may provide location information of historically significant homesteads, businesses, and events whose site locations are currently unknown.	Community Members & Town Manager
	1.3 - Establish a means for identifying or marking historical sites.	Select Board
	1.4 - Develop an ordinance to protect Listed and Eligible Historic buildings within the town in addition to locally identified historic sites specific to the history of Windsor.	Planning Board & Select Board

2. The town recognizes the importance of historic and archaeological culture, traditions, industries, memories, and narratives found in community members, memoirs, artifacts and resources within the town.	2.1 - Conduct an inventory of historical artifacts. 2.2 - Identify a means for community members to share their personal narratives, memoirs, and artifacts for preservation for future generations. 2.3 -Support historic culture, traditions, and industries through community education programs and collaboration with local towns and agencies.	Historical Society Historical Society & Town Manager Historical Society
3. The town supports the preservation of historic cemeteries and burial sites such as the Burton Burial site.	3.1 - Establish a means for identifying or marking historical burial sites. 3.2 - Coordinate efforts to maintain access and integrity to historic cemeteries and burial sites.	Select Board Select Board & Cemetery Sexton
4. The town will mitigate and protect the disturbance of archaeological resources by regulating development in areas likely to contain those resources.	4.1 - Conduct a survey of archaeologically sensitive areas including the Long Pond Shoreline, West Branch of the Sheepscot and Threemile Pond. These have been determined to have conditions and elements similar to where previous sites have been found throughout the state. 4.2 - Identify an overarching system for recording and mapping all historical sites and potential site locations, as well as surveyed sites which yield no evidence of historical or archaeological significance, for ease of recognition within the site	Select Board Planning Board

	plan review process through the Planning Board.	
	4.3 - Require all new development to identify and protect archaeological resources, or potential resources, through the site plan review process. Plans to mitigate negative impacts shall be required for development for those sites that contain resources.	Planning Board
	4.4 - Develop ordinance provisions or building standards, place based and performance based, to promote the retention of historic sites and resources.	Select Board

Policies	Strategies	Implementation
Housing: Windsor seeks to be a community where residents have access to a wide range of safe, affordable housing choices while thriving in their occupations, recreations, and family life. While we recognize that development and progress are natural and unavoidable, we seek to do so in a responsible manner which simultaneously supports wildlife habitats and migration patterns, fragile ecosystems, encourages sustainable resource preservation, and which maintains our rural character, natural landscapes, and small town atmosphere. **Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens.**		
5. The town recognizes the importance of safe, affordable housing options.	5.1 - Develop minimum building and safety requirements through a town ordinance for all new builds, including rental units.	Planning Board & Code Enforcement Officer
	5.2 - Develop minimum building and safety requirements through a town ordinance for home renovations requiring a building permit.	Planning Board & Code Enforcement Officer
	5.3 - Consider an Ad Hoc Committee or Working Group to develop a long term plan to promote housing, explore funding, and project development sources, such as *Community Affordable Housing* or a *Housing Coalition*.	Select Board
	5.4 - Promote a variety of types and densities of housing available to households of different sizes, ages, and incomes through ordinance provisions.	Planning Board & Select Board
	5.5 - Modify policies and ordinances	Planning Board &

	to accommodate most recent legislation regarding housing densities (e.g. LD2003, LD1829, & LD2173).	Select Board
	5.6 - Educate the community and town officials on housing options such as deed-restricted homes that, through local statutes or community land trusts, maintain low-income accessibility.	Town Manager & Select Board
	5.7 - Educate the public and keep the community informed on grants and other funding opportunities for home purchases and renovations.	Town Manager & Select Board
	5.8 - Seek Regional Coordination Efforts in establishing or partnering with local housing coalitions.	Town Manager
	5.9 - Survey and collect data of Windsor's vacant housing units to identify possible accommodations for affordable, workforce housing.	Town Manager
6. The town appreciates its natural landscapes and agricultural heritage while promoting residential development and growth.	6.1 - Maintain the current 2 acre minimum lot size for all housing.	Planning Board
	6.2 - Create a planned development option for subdivisions or rental units that would permit smaller lot sizes only if the overall density of development did not exceed 2 acres per dwelling.	Planning Board

Policies	Strategies	Implementation
Economy & Business: Windsor is a rural suburb of the Augusta Labor Market and is, in effect, a bedroom community for State of Maine government workers, healthcare providers at Maine General, and other service occupations including retail, education, and recreation for the nearby towns of Augusta, Waterville, and coastal regions. Windsor seeks to bolster job opportunities and provide access to resources, allowing residents to enjoy convenient access to retail stores, service providers, employment centers, and recreational endeavors. **Goal: Promote an economic climate that increases job opportunities and overall economic well-being.**		
7. Windsor appreciates the importance of and need for traditional, rural based activities such as agricultural, forestry, greenhouses and other small scale and niche agricultural operations.	7.1 - Seek regional, state, and national support to assist small, rural based activities. 7.2 - Develop an Economic Development Strategy. 7.3 - Conduct a survey to determine gaps in niche markets, identify activities deemed beneficial by the community, and outline infrastructure needs to accommodate future economic growth. 7.4 - Investigate a *Local Food Sovereignty Ordinance* which would give local control as to how food is grown, processed, and sold within our town and provide community members the ability to define their own food and agriculture systems through healthy and culturally appropriate, ecologically sound, and sustainable methods.	Town Manager & Select Board Town Manager & Select Board Town Manager & Select Board Town Manager & Select Board

8. Windsor supports the shift toward home based businesses and remote occupations.	8.1 - Develop a strategy to promote home occupations and remote work activities as a way to provide jobs and local business opportunities in our town. 8.2 - Ensure appropriate high speed internet access and other infrastructure are available to support these activities.	Town Manager & Select Board Selectboard
9. Windsor acknowledges the importance of light manufacturing and other high tech commercial activities.	9.1 - Update the site plan review process to include performance standards, the preferred method of reviewing new commercial developments. 9.2 - Investigate how MaineDOT issues permits and regulation restrictions on new driveway entrances along Routes 17, 32, and 105 will impact future commercial development. 9.3 - Develop an access management ordinance to address traffic safety provisions along local roads.	Planning Board Town Manager, Select Board, Public Works Department, & MaineDOT Town Manager, Select Board, Public Works Department, & MaineDOT
10. The town appreciates the desire to carpool and participate in park and ride opportunities.	10.1 - Coordinate with MaineDOT and neighboring towns to site commuter parking areas near Routes 3, 32, and 17.	Select Board
11. The town actively participates in regional economic development efforts whenever	11.1 - Participate in regional economic development efforts and planning. 11.2 - Seek regional economic programs and support systems.	Town Manager Town Manager

such activities impact Windsor's residents.		

Policies	Strategies	Implementation
Fiscal Capacity & Capital Investment Plan: Windsor desires to practice honorable, trustworthy, transparent decision making in all municipal plans and commitments. We recognize that this requires community involvement and contributions, and that we remain informed by public participation. The guiding principles for all decisions are based on community well being, responsible stewardship of the land, and simple, lenient regulations. It is our desire to enhance our strengths and address our unique challenges, and this must be done through wise, prudent fiscal planning. **Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.**		
12. The town values prudent, wise financial planning.	12.1 - Maintain sound fiscal planning and ensure adequate oversight of the town's fiscal affairs.	Town Manager & Select Board
	12.2 - Generate a formal list of duties and responsibilities for the Budget Committee and maintain a process for how the budget is created.	Select Board
	12.3 - Maintain a capital improvements plan to include all capital needs over $5,000, and update as needed .	Town Manager, Select Board, & Budget Committee
	12.4 - Assess and align how the capital investments and development impact **Future Land Use** goals. (i.e. Do they achieve or oppose?)	Town Manager, Select Board, & Planning Board
	12.5 - Coordinate long term fiscal planning between town government and the School Board to allow for a more unified fiscal approach, blending the needs and priorities of each group.	Budget Committee & Select Board

13. Windsor desires to reduce the tax burden through improved financial health, fiscal stability, and frugality while maintaining critical public services.	13.1 - Explore alternative means to fund municipal services in a way that provides cost reduction for residents. 13.2 - Provide training to improve fiscal management skills of all municipal staff. 13.3 - Seek coordination with neighboring communities, county, and state governments for shared public services.	Budget Committee & Town Manager Select Board Town Manager & Select Board

Policies	Strategies	Implementation
Public Facilities & Services: Windsor seeks to provide critical public services and maintain current services while endeavoring to not overburden the tax payers. Additionally, Windsor seeks to be a place where public participation and community engagement is central to all decision making, enhancing our strengths and addressing our unique challenges. We desire for our residents to age in place and actively contribute to our community. It is important that our businesses thrive, our public services are accessible, and our infrastructure supports our community's needs. **Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.**		
14. Windsor offers public services that are responsive to the current and future needs of our residents.	14.1 - Conduct a review of municipal buildings and facilities.	Town Manager & Select Board
	14.2 - Assess community needs and develop public services or community action groups to meet those needs (e.g. Neighbors Driving Neighbors program).	Select Board & Community Members
	14.3 - Maintain current services and establish new services in the most cost effective manner, responsive to the needs of our residents (e.g. *Dark Sky* ordinance or *Noise Control* ordinance).	Select Board & Planning Board
	14.4 - Generate dialogue which engages other local organizations in coordinated, regionalized efforts to provide public services in a cost effective, efficient, and responsible manner.	Select Board
	14.5 - Develop a long term municipal space plan, considering both current and future building and facility needs, providing multiple, cost effective	Select Board

	alternatives for municipal space requirements. 14.6 - Identify and pursue grant funding whenever appropriate to finance public service needs of the community (e.g. land for public cemeteries).	Town Manager & Select Board
15. Windsor is a safe community where residents can thrive and feel included.	15.1 - Assess public safety and develop a plan to fill public safety needs (e.g. as population grows, road straightening or widening to benefit residents' safety in walking, biking, and commuting through town). 15.2 - Coordinate efforts and establish regional agreements with other local and state agencies to provide and maintain public protection services and safety groups that provide cost effective benefits to the town. (e.g. police, fire & rescue, etc.) 15.3 - Complete a Source Water Assessment for all public water systems in town and develop a system for continued monitoring. (The most recent assessments were from 2003.)	Select Board Select Board & Windsor Fire Department Association Code Enforcement Officer & Public Works Department
16. The town practices honorable, trustworthy, transparent decision making.	16.1 - Identify ways to improve communications between residents and the established town government officials. 16.2 - Develop public outreach alternatives and promote public participation and community engagement.	Town Manager & Select Board Town Manager & Select Board

	16.3 - Collect and publish all the town adopted policies in a cost effective, accessible manner for staff and community reference.	Town Manager & Town Office Staff

Policies	Strategies	Implementation
Transportation: While many towns struggle with their rural road maintenance and its excessive cost, Windsor prides itself on the condition of our town roads and established maintenance schedule. In today's society, transportation is a critical element to the local economy and community, providing access to jobs, services, and products. Windsor continues to endeavor to provide easily navigable roadways. The road network serves primarily motor vehicles, but also horse and carriage, bicycles, and pedestrian travel. The town of Windsor has approximately 49 miles of roads, of which 12.69 miles are state maintained (Routes 17 and 32), almost 33 miles of town maintained roads, and others which are maintained jointly by the state and town (Route 105) or by private landowners. **Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.**		
17. Windsor maintains a safe intermodal transportation system in the most cost-effective manner.	17.1 - Assess bridges for safety and coordinate with MaineDOT (Maine Department of Transportation) for upgrades and maintenance. 17.2 - Improve signage and visibility for key intersections and town facilities to enhance safety and expediency in emergent situations (e.g. medical transport). 17.3 - Improve signage at T intersections to identify directionality of house numbers. 17.4 - Update and revise town ordinances to develop parking standards for commercial activities.	Public Works Department Select Board, Public Works Department, MaineDOT, & Windsor Fire Department Association Select Board & Public Works Department Select Board & Planning Board

	17.5 - Institute local traffic access standards to help improve traffic safety along local roads (See MaineDOT Traffic Calming Processes & Procedures).	Planning Board & Town Manager
	17.6 - Adopt basic road access provisions for all new road and driveway openings to address sight distance, corner clearance, opening widths, and turnaround areas.	Planning Board & Code Enforcement Officer
	17.7 - Post signage to notify commuters of alternate transportation systems utilizing the roadways (e.g. Amish community, pedestrians, bikers).	Select Board & Public Works Department
	17.8 - Develop a plan for road corridor improvements in cooperation with neighboring communities and MaineDOT.	Select Board, Town Manager, & Public Works
18. Windsor maintains a convenient & efficient intermodal transportation system in the most cost-effective manner.	18.1 - Assess road conditions for needed maintenance and improvements in annual budget consideration.	Public Works Department
	18.2 - Provide resources and training for the Public Works Department and the Town Manager to allow them to maintain our transportation in a wise, cost effective manner.	Budget Committee & Select Board
	18.3 - Establish a long range plan for minimizing traffic congestion which also promotes efficient intermodal connections.	Town Manager

	18.4 - Participate with neighboring communities and MaineDOT to address regional transportation issues and corridor planning.	Town Manager
	18.5 - Improve signage and visibility at key intersections to enhance wayfinding.	Public Works Department
	18.6 - Identify commuter parking areas ("Park and Ride" locations) near Routes 3, 32, and 17 in coordination with MaineDOT and neighboring towns.	Select Board
	18.7 - Amend local ordinances to address any conflicts with current state statutes and regulations.	Planning Board & Code Enforcement Officer
19. The town encourages road designs and maintenance practices that protect scenic and natural resources, including rural road corridors and wildlife crossings.	19.1 - Identify and map scenic and natural resources, including wildlife crossing areas.	Select Board
	19.2 - Establish policies for road designs and maintenance practices that protect the community's natural resources, in consultation with MaineDOT for framework and guidance on design and maintenance practices.	Select Board, Town Manager, MaineDOT
	19.3 - Adopt water quality protection practices and standards for all road construction and maintenance, both public and private.	Planning Board, Select Board, & Code Enforcement Officer

20. The town promotes transportation access for all town residents.	20.1 - Advocate and work toward providing for residents' transportation needs, especially nondrivers who are not currently well served. 20.2 - Coordinate with area towns and KVCAP (the region's Federal and State funded provider) to establish a plan to access for local transportation needs. 20.3 - Develop a plan, in cooperation with the Windsor Fair Association, to improve traffic access from Route 17 into the parking areas along Route 32.	Town Manager, Select Board, & Transportation Work Group Town Manager & Transportation Work Group Select Board & Public Works Department
21. Windsor establishes procedures and protocols for ensuring clear expectations for subdivision property owners and road association maintenance.	21.1 - Update and revise the road construction and design standards, as outlined in the Subdivision Ordinance. 21.2 - Require subdivisions with private roads have a mandatory road association for the roadway and to submit mandatory maintenance agreements and road maintenance plans to the town. 21.3 - Foster transportation-efficient growth patterns and provide for future street and transit connections.	Planning Board Planning Board Planning Board & Code Enforcement Officer

Policies	Strategies	Implementation
Recreation & Cultural Resources: Despite our lack of town owned property and limited indoor facilities, Windsor has varying opportunities for both indoor and outdoor recreation and cultural endeavors. The Windsor Fairgrounds and the Alonzo Garcelon Wildlife Preserve are two important assets for the community. The survey noted that community and recreational accommodations were only mildly important to residents and there were no programs, facilities, or amenities that were significant in adding value or community benefit. **Goal: To promote and protect the availability of indoor and outdoor recreational opportunities for all community members, including access to surface waters.**		
22. The town desires to improve water access to the major ponds and surface waters in our town.	22.1 - Improve and promote non-motorized boat access to all the town's waterbodies. 22.2 - Investigate the feasibility of public boat launches on major waterbodies in Windsor. 22.3 - Maintain access by removing barriers & downed trees for paddle craft on navigable waterways.	Community Members & Private Landowners Town Manager & Select Board Select Board, Public Works, & Scouts
23. Windsor seeks opportunities to acquire and establish town parks and open spaces for community recreation, including programs to assist in the organization and funding thereof.	23.1 - Develop a recreation plan that reflects the projects and facilities identified by the citizens, including estimated costs, possible funding sources, and a timetable for implementation. 23.2 - Collaborate with local schools and organizations for public access to open spaces for recreation. 23.3 - Seek funding and opportunities for the town to acquire land, parks, and open spaces as well as building	Town Manager Town Manager Town Manager & Budget Committee

	facilities that will enhance community programs.	
	23.4 - Expand recreational opportunities for non-sport activities such as garden clubs, community events, and indoor, adult focused activities.	Community Members
	23.5 - Promote access to the current public parks and open spaces.	Community Members
	23.6 - Improve and maintain current walking paths at Windsor's Town Park.	Scouts
	23.7 - Provide and promote educational material regarding benefits and protection for landowners allowing public recreational access on their property.	Town Manager & Community Members
	23.8 - Cooperate with other local communities to enhance the availability of recreational programs for children and adults.	
24. Windsor maintains communication with the residents and resources for recreational and cultural awareness and opportunities.	24.1 - Develop and support community activities that foster relationships among residents.	Town Manager & Select Board
	24.2 - Promote the local arts community and creative projects in cooperation with local organizations and Maine Commission for the Arts.	Community Members & Town Office Staff
	24.3 - Encourage community forums and social media to expand coverage to promote nearby cultural opportunities, specifically with opportunities at the fairgrounds and	Town Manager & Windsor Fair Association

	school.	
	24.4 - Improve and update the town website to enhance dissemination of information regarding cultural and recreational opportunities.	Town Manager
	24.5 - Support snowmobile/ATV groups with trail maintenance & development, specifically with the Narrow Gauge.	Select Board & Scouts
	24.6 - Develop a master trail plan for the community, in cooperation with neighboring communities and private landowners, to provide information and access for many different activities such as walking, biking, snowmobiles and ATV's.	Community Members, Local Snowmobile Club, & Private Landowners
	24.7 - Collaborate with MDIFW to improve awareness of the Alonzo Garcelon Wildlife Management Area which are public lands for bird watching, trapping, hunting, etc.	Town Manager

Policies	Strategies	Implementation
Natural Resources: Windsor has many unique natural resources including sand and gravel aquifers, floodplains, numerous ponds and streams, agricultural and forest resources, and a rich array of wildlife and their habitats. Windsor is also host to a portion of the West Branch of the Sheepscot River. Additionally, substantial slopes, valleys, and ridges provide scenic panoramas of Windsor's natural beauty. This rich assortment of natural resources is an integral part of Windsor's identity. Through the written and verbal feedback from community members and longtime residents, it is apparent that Windsor's natural resources are not only a primary reason for citizens establishing residence here, but also one of significant concern. Many residents have expressed their appreciation and desire to see Windsor's rich agricultural heritage continue and desire to maintain the historic farmlands, pasturelands, open spaces, and forested areas. Community members noted their enjoyment of outdoor activities including hiking, biking, hunting, and fishing, and they enjoy the variety of wildlife that is present in our town. Although Windsor is located only 10 miles east of our state's capital, we endeavor to remain a rural community which promotes family farmsteads, outdoor recreation, and vast open spaces of undeveloped lands. **Goal: To protect and safeguard the** • **quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas.** • **State's agricultural and forest resources from development which threatens those resources.** • **State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.**		
25. The town desires to protect the quality and manage the quantity of the water resources within our town including rivers, streams, ponds,	25.1 - Request updated maps on an annual basis from the State of Maine Beginning with Habitat and Maine Department of Inland Fisheries & Wildlife to ensure land use decisions are based on best available information. 25.2 - Update and revise the	Planning Board & Town Manager Planning Board &

and aquifers.	Shoreland Protection Ordinance to ensure Windsor's buildable waterfronts, which are largely already developed, continue to protect and support the quality of the water resources in our town, including what level of protection is suitable for streams not covered under Shoreland Zoning, such as headwater streams.	Select Board
	25.3 - Coordinate with local agencies to ensure water quality protection measures are in place, such as signage and education materials posted at public access points, and there is a system for the mitigation of water contaminants in local watersheds, including mitigation of invasive aquatic plants.	Town Manager, Select Board, Code Enforcement Officer, & Threemile Pond Lake Association
	25.4 - Coordinate efforts, to the extent practicable, to improve water quality in waterbodies in Windsor, utilizing Lake Scorecard data, community volunteers, and conservation partners.	Select Board, Community Members, & Conservation Partners
	25.5 - Review existing ordinances, including the subdivision ordinance, to ensure that each ordinance has adequate environmental provisions (e.g. erosion control, stormwater control, waterbody protection, phosphorus control, aquifer protection, and protection for animal and fish habitats.) as well as resources (i.e. maps which include 250' riparian buffers and other RPDs) which identify *Significant Wildlife*	Planning Board & Select Board

	Habitats in keeping with state statutes and regulations. 25.6 - Consider and establish unique regulations within significant sand and gravel aquifers to prevent pollution and adverse water quality. 25.7 - Coordinate with landowners and conservation partners, through incentives and educational outreach, to restore forested riparian buffers along high value waterfront habitats and ensure livestock are fenced out of these areas to moderate any potential contaminants from entering our waterways. 25.8 - Establish policies and laws to ensure DRI proposals consider the town's water resources, and incorporate low impact development standards. 25.9 - Adopt water quality protection practices and standards for all road construction and maintenance, both public and private.	Town Manager, Select Board, & Code Enforcement Officer Planning Board & Select Board Planning Board & Select Board Planning Board, Select Board, & Code Enforcement Officer
26. The town desires to protect the quality and manage the accessibility of consumptive water sources in our town.	26.1 - Educate and provide resources for continually encouraging and informing community members of the town's increased sensitivity to water pollution, even on a small residential scale. 26.2 - Establish practices and procedures for protecting the town's	Planning Board, Select Board, and Code Enforcement Officer Planning Board & Select Board

	drinking water sources through local ordinances and policies. 26.3 - Enact and maintain protections for all current and potential drinking water sources such as public wellheads, groundwater, and aquifer recharge areas in Windsor.	Planning Board & Select Board
27. Windsor appreciates the town's critical natural resources, including wetlands, vernal pools, wildlife and fishery habitats, shorelands, scenic vistas, and unique natural areas.	27.1 - Request updated maps on an annual basis from the State of Maine Beginning with Habitat and Maine Department of Inland Fisheries & Wildlife to ensure land use decisions are based on best available information. 27.2 - Establish and revise ordinances to ensure Windsor's critical natural resources are recognized and protected, including headwater streams and RPDs (Resource Protection Districts), which are currently not addressed. 27.3 - Determine and evaluate the amount of critical natural resources which are protected through acquisition easements or other measures. 27.4 - Seek alternative methods and measures, both regulatory and non-regulatory, to protect critical and important natural resources within our town, including agricultural and forest resources. 27.5 - Review existing ordinances,	Planning Board & Town Manager Town Manager, Select Board, & Planning Board Planning Board, Select Board, & Code Enforcement Officer Planning Board, Select Board, & Code Enforcement Officer Planning Board &

	including the subdivision ordinance, to ensure that each ordinance has adequate environmental provisions (e.g. erosion control, stormwater control, waterbody protection, phosphorus control, aquifer protection, and protection for animal and fish habitats.) as well as resources (i.e. maps which include 250' riparian buffers and other RPDs) which identify *Significant Wildlife Habitats* in keeping with state statutes and regulations.	Select Board
	27.6 - Enforce existing ordinances that protect natural resources such as Shoreland Zoning and Floodplain Management and, as appropriate, make revisions to these ordinances to comply with State and Federal requirements while responding to local needs and concerns.	Select Board & Code Enforcement Officer
	27.7 - Establish policies and laws to ensure DRI proposals consider the town's natural resources.	Planning Board & Select Board
	27.8 - Establish a maintenance plan which provides funding to replace restrictive culverts with "StreamSmart" designs, promoting water connectivity within the town while also capable of handling floods and resisting washouts more efficiently.	Town Manager, Select Board, & Road Commissioner
	27.9 - Consider including sections of the West Branch of the Sheepscot or main stem of the Sheepscot into an	Select Board & Planning Board

	RPD (Resource Protection District) due to its high value habitat.	
28. Windsor works to safeguard the town's agricultural and forest resources from development which threaten those resources.	28.1 - Promote tax programs for tree growth and farmlands within Windsor.	Select Board & Town Office Staff
	28.2 - Increase local awareness of land trust and other conservation easement tools including reforestation programs, especially surrounding high value habitats, such as the Sheepscot.	Select Board, Town Manager, & Town Office Staff
	28.3 - Establish and revise ordinances to ensure Windsor's agricultural and forest resources are recognized and protected.	Select Board
	28.4 - Review existing ordinances, including the subdivision ordinance, to ensure that each ordinance has adequate environmental provisions. (e.g. erosion control, stormwater control, waterbody protection, phosphorus control, aquifer protection, and protection for animal and fish habitats.).	Planning Board, Select Board, & Town Manager
	28.5 - Enforce existing ordinances that protect agricultural and forest resources such as Shoreland Zoning and Floodplain Management and, as appropriate, make revisions to these ordinances to comply with State and Federal requirements while responding to local needs and concerns.	Select Board & Code Enforcement Officer
		Planning Board, Select

	28.6 - Seek alternative methods and measures, both regulatory and non-regulatory, to protect critical and important natural resources within our town, including agricultural and forest resources, water resources, and water sources for consumption.	Board, & Code Enforcement Officer
	28.7 - Consider whether additional land use restrictions would be advantageous, specifically regarding enterprises that impact traditional agricultural and forested lands in town (e.g. Maine Farmland Trust: Solar Siting Guide).	Planning Board, Select Board, & Code Enforcement Officer
	28.8 - Establish policies and laws to ensure DRI proposals consider the town's natural resources and incorporate low impact development standards.	Planning Board & Code Enforcement Officer
	28.9 - Seek local or regional land trusts who are actively working to protect farms or forest lands in the community.	Town Manager
29. Windsor values our sand and gravel aquifer which extends through the length of the town.	29.1 - Develop a strategy to raise public awareness about the fragile nature of the sand and gravel aquifer.	Town Manager, Select Board, & Code Enforcement Officer
	29.2 - Develop aquifer protection standards and regulations specific to land use within and for all development proposed in the significant sand and gravel aquifer.	Planning Board
	29.3 - Protect gravel and sand	Select Board & Code Enforcement Officer

	aquifers from contamination through town regulations and ordinances. 29.4 - Develop regulations for gravel pits under 5 acres in size.	Planning Board & Select Board
30. Windsor desires to safeguard and protect the quality and manage the quantity of the water resources found in watersheds throughout our town.	30.1 - Collect, establish, and review data on the water quality within the watersheds of Windsor in order to successfully move forward in their preservation. 30.2 - Coordinate with local agencies to ensure water quality protection measures are in place, such as signage and education materials posted at public access points, and there is a system for the mitigation of water contaminants in local watersheds, including mitigation of invasive aquatic plants. 30.3 - Participate in watershed protection and planning activities for the Sheepscot River (e.g. Sheepscot Watershed Association and the Kennebec County Soil and Conservation District). 30.4 - Remain abreast, educated, and involved in coordinated efforts in watershed based management plans that are affected by Windsor's landscape and residents.	Select Board & Code Enforcement Officer Town Manager, Select Board, Code Enforcement Officer, Threemile Pond Lake Association & Webber Pond Association Planning Board, Town Manager, & Code Enforcement Officer Town Manager & Select Board

Policies	Strategies	Implementation
Future Land Use: Windsor envisions a future that preserves its rural character, natural landscapes, and strong sense of community while encouraging responsible growth and innovation that supports the aforementioned natural resources and agricultural heritage. It is the desire of the town to generate a balanced approach to development, building on our agricultural heritage and small-town traditions while supporting local businesses, safeguarding environmental and cultural resources, and promoting responsible growth through stewardship of the land and lenient regulations. **Goal: To encourage orderly growth and development in appropriate areas of town, while protecting the town's rural character, making efficient use of public services and preventing development sprawl.**		
31. Windsor supports private landowners, residents, and local businesses while maintaining the community's desire for open spaces and natural landscapes.	31.1 - Monitor demographic and other growth changes within the community to ensure the policies and strategies are adequate to enhance our strengths and address our unique challenges. 31.2 - Review building permits and demographic data, and assess other information to identify new, unique trends. 31.3 - Track permitted growth: subdivisions, residential, commercial, and industrial. 31.4 - Assess growth patterns in relation to natural resources, wildlife habitats, historical and archaeological sites, and community's needs. 31.5 - Propose revisions to	Planning Board Code Enforcement Officer & Planning Board Planning Board Planning Board Planning Board & Select Board

	ordinances, policies, and procedures, as well as updates to the Comprehensive Plan in response to new circumstances and challenges as they occur. 31.6 - Consider an ordinance to limit public visibility of new development.	Select Board & Planning Board
32. The town proactively mitigates negative impact on community resources.	32.1 - Review ordinances and municipal committee responsibilities to ensure natural resource protection. 32.2 - Establish local ordinances, policies, and procedures which protect our natural resources, rural atmosphere, and small town feel such as *Dark Sky Ordinance*, *Noise Control Ordinance*, and *Development Visibility Ordinance*. 32.3 - Consider developing a Land Use Ordinance, both place-based and performance-based, in order to mitigate potential future risk to our natural resources 32.4- Consider whether additional land use restrictions would be advantageous, specifically regarding enterprises that impact traditional agricultural and forested lands in town. 32.5 - Update, as needed, Windsor's Site Plan Review Process, currently based upon controlled development of permitted uses, to	Planning Board & Select Board Planning Board Select Board & Planning Board Planning Board Town Manager & Planning Board

	better address DRIs (Developments of Regional Impact).	
	32.6 - Provide the Code Enforcement Officer and Planning Board tools, training, and support necessary to institute and enforce land use regulations.	Town Manager & Select Board
	32.7 - Coordinate with local towns to establish a unified effort in addressing potential future DRIs and other regionally impactful land use strategies.	Town Manager & Planning Board
33. The town actively seeks to provide needed infrastructure, education, and finances to protect natural resources and community members alike.	33.1 - Investigate digitized tax maps for use in future development and natural resource preservation.	Select Board
	33.2 - Secure financial and educational resources to aid in natural resource appreciation and protection.	Town Manager & Select Board
	33.3 - Implement the **Future Land Use** plan.	Town Staff & Elected Officials
	33.4 - Evaluate the implementation progress and update policies and strategies as needed.	Town Manager, Select Board, & Planning Board