

# ***PLAN WINDHAM***



***2016 UPDATE***

**COMPREHENSIVE MASTER PLAN**

# Town of Windham

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January 19, 2017

To our fellow Windham residents and members of the greater Windham school and business community:

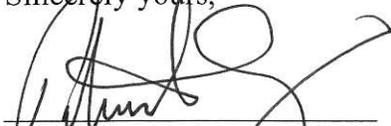
We, the members of the Comprehensive Plan Review Team, are pleased to submit this plan for your review and consideration and ultimate adoption by the Town Council as the Comprehensive Plan for the Town of Windham.

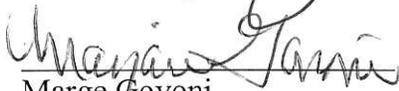
This plan has been written based on an extensive public participation process that started with a Community Survey and two visioning forums in 2014, focus group “mini-forums” and community group meetings through 2015, and presentations of draft materials and findings to both members of Windham’s official family of board and committee members and more community groups in 2016. A draft plan was presented for review and comment at a forum held at the Windham High School in October 2016. Our key responsibility has been to maintain the integrity of those views, values, wishes, concerns and recommendations from all of these efforts and make sure they are acknowledged and considered.

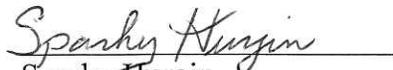
This does not mean that everyone’s ideas made it into the final plan and there is no one person who agrees with every single recommendation, goal or strategy in the plan. However, though discussions held in good faith since our first meeting in September 2014, we have reached consensus on the important issues in this planning document. Our intent is that this document will build on all of the policy and planning work that Windham has undertaken over the years, which have also informed and shaped this planning effort. Our hope is that this most recent planning effort will serve as a valuable policy guide for staff and elected and appointed policy makers over the coming years.

Thanks goes to all who participated by coming to meetings, sending emails, completing surveys and meeting with staff. Your efforts shaped this plan. Thanks also to the members of Windham Town Councils since 2014 who directly supported this effort, and members of previous Town Councils who set the stage for this work. Thanks to Windham’s senior staff members, who provided valuable insights on the challenges and opportunities that they face in their own departments, and the technical support provided during the analysis of public input and the state data set and the drafting of the plan.

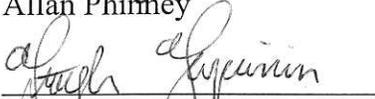
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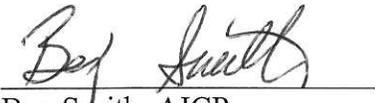
  
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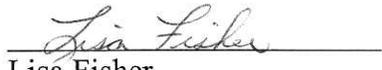
  
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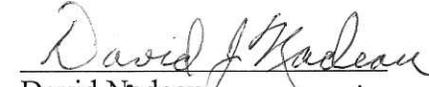
  
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# 2016 Comprehensive Plan Update

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# **INTRODUCTION**

**The Town Council approved the charge of the Comprehensive Plan Review Team on March 25, 2014. THIS GROUP WAS CHARGED WITH THE RESPONSIBILITY:**

*To assist in drafting an update to the Town of Windham's 2003 Comprehensive Master Plan, consistent with the State's Growth Management Act and direction of the Town Council.*

*To report periodically to the Council regarding it progress, issues and problems.*

*To submit a recommended draft to the Town Council for its acceptance and adoption.*

*This document, along with the 21st Century Downtown Plan for North Windham (adopted by the Town Council in 2013) and the Windham Economic Development Strategic Plan (adopted by the Town Council in 2013), represent the updated Comprehensive Plan for Windham.*

*The 21st Century Downtown Plan and the Economic Development Plan are included as Appendices to this plan document.*

# **PRIOR PLANNING EFFORTS**

**Since the adoption of the 2003 Comprehensive Plan, the Town has been very active in planning on many fronts for the community. This update of the Comprehensive Plan builds on these efforts, which are listed below.**

- **Comprehensive Assessment of Housing in Windham (2003)**
- **Comprehensive Water System Master Plan for Town of Windham (2003)**
- **Service Road Study (2007)**
- **Wastewater Facilities Plan & Windham Sewer Route 302 Corridor Schematic Design (2011)**
- **Town of Windham Energy Plan & Energy Inventory (2011)**
- **Forest Stewardship Management Plan for Lowell Preserve (2011)**
- **North Route 302 Corridor Plan (2011)**
- **Pleasant River Watershed Management Plan (2011)**
- **Lakes Region Transit Service Study (2011)**
- **Economic Development Strategic Plan (2013)**
- **21st Century Downtown Plan for North Windham (2013)**
- **Space Needs Master Plan (2014)**

# THE 4 BIG THINGS!

*There are many Goals laid out in the Inventory Chapters that follow, and associated strategies to implement these Goals. Many of these are required by Maine's Growth Management Act and associated departmental rules that lay out what the State would like to see addressed in a municipal plan. The Goals and Strategies at the end of each of the Inventory Chapters are related to the specific topic of that chapter, so that Transportation goals are included in the Transportation Chapter, Public Facilities and Service goals are in the Public Facilities and Service Chapter, and so on.*

*Based on all the public comment we have received, we have tried to boil all of these goals and strategies to their most essential essence. The goal of this Plan is to present a manageable number of high-priority, crosscutting challenges to meet over the next few years, rather than present a long and unprioritized laundry list of items to pick off over the next ten or more years. By moving the ball forward on these focused areas, the Town will be making progress on the most important issues Windham faces right now.*

*Each of the Big Things are high priority subject areas, meaning that they are not presented in a prioritized list. They are all important, and the list is small enough that it should be possible to make progress on all of them at the same time.*

*With these aims in mind, here are the Big 4 things that the Town Council and community at large need to work together on in the short term.*

## BIG THING NUMBER 1

**Change the game for Windham's Growth Areas: North Windham, Windham Center, South Windham**



Photo By: Kevin Murphy <sup>1</sup> • Cecilia Brown <sup>2</sup> • James Jones <sup>4</sup> • Ray Monahan <sup>5</sup>

*Windham needs to begin thoughtfully and proactively laying the groundwork for these three traditional activity centers to become true centers for Windham. As envisioned above, these three areas are very unique within Windham, and these differences are great strengths that allow for different types and scales of neighborhood development that will truly make Windham a community for all people, ages, and economic means.*

*This Big Thing is all about expanding the range of options available for people to choose from when considering Windham for a home or a place to start or expand a business.*

## **BIG THING NUMBER 2**

### **Create a North Windham to be proud of**



Photo By: Ray Monahan <sup>2</sup> • Cecilia Brown <sup>3</sup> • James Jones <sup>5</sup>

*North Windham is the economic and social center for the community. Here you will find two major supermarkets, almost all of the restaurants, clubs and social organizations in the community, multiple department stores and almost all of the smaller scale retail uses, the movie theatre, building supply and hardware stores, an amusement park and more. Most in the community feel that we should be building on North Windham's success to ensure that it is successful economic and social center for future generations to come. In order to create a place that inspires pride of place and transforms North Windham from a major convenience retail center to a place where people chose to also spend time, play and recreate, work and live, improvements and investments need to be made.*

*These upgrades include changes to North Windham's transportation network, installation of new infrastructure for wastewater treatment and high speed broadband, and doing our best to ensure that when new development or redevelopment is proposed, sites are designed to become high-quality assets to the community.*

## **BIG THING NUMBER 3**

### **Invest in Rural Windham to keep it rural**



Photo By: Ray Monahan <sup>1,2,3,4</sup> • Ben Gross <sup>5,6</sup>

*Preservation of rural character and protecting important open spaces and scenic views has been enshrined in all of Windham's past Comprehensive Plans. These are the places that tie long-time residents to the land, places where traditional outdoor recreational activities and access have been available for many decades, working land that has been passed down through generations, and the very places that have made Windham an attractive location for new families in the greater Portland area since the 1970s. There is also an understanding among many community members that rural land has a much lower demand for municipal services than house lots or commercial development and therefore keeping rural spaces in the town can be a way to avoid the costs of new or expanded municipal services. We need to get serious about open space and preserving working land within the time horizon of this plan or there will be little left to preserve and protect going forward. Getting serious about*

*Rural Windham means making investments to purchase outright, or at least the develop rights, to the most special and iconic rural land in the community, knowing that it is not practical to keep all of the undeveloped land in Windham in its current undeveloped state. Getting serious also means working with farmers, wood lot owners, and others who earn their living from the land to make it easier to establish other rural uses and accessory uses to provide additional income streams to their operations. When rural land is productive and profitable, it is much easier to perpetuate into the future.*

## **BIG THING NUMBER 4**

### **Focus on Community Facilities and Programs**



Photo By: Madelyne Hancock <sup>1,3</sup> • James Jones <sup>2</sup> • Taelor Freeman <sup>4</sup> • Ben Gross <sup>6</sup>

*There are really two components to this Big Thing. The first is prioritizing the basic maintenance of existing facilities, which include roads, municipal and school buildings, and park and recreation lands. Windham is currently building a new larger South Windham Fire Station from an existing steel building in South Windham Village.*

*This is the first new municipal facility since 1989, almost 30 years ago. The Town faces a backlog of deferred maintenance on many of the Town's buildings and there are many efficiency related improvements that could pay for themselves in 5-10 years but need to be budgeted for. In addition the School District faces its own facility needs and the School Board is recommending a new Middle School in the near future. The Town's roads are in relatively good shape, and the Public Works Department is flat out every construction season milling and paving local roads and conducting ditching and mowing operations around the community. It is imperative that Windham keep up on local road maintenance which costs a fraction of complete road rebuilds when maintenance is deferred too long.*

*Secondly, the Town needs to address the needs of a growing community from the standpoints of athletic facilities and community center space. The Town recently sold the Gambo Road Soccer Fields to the Windham Youth Soccer Association. This leaves the community with the Falmouth Road Little League Field as the only municipally owned playing field. The rest of the playing fields in Windham are on school district properties. There are public playgrounds at the Primary School and Town Office properties in Windham Center at the East Windham Fire Station and at the Manchester School and Donnabeth Lippman Park in North Windham. The community needs to invest more in recreational space for organized youth and adult sports. There is a similar shortage of indoor recreational facilities, along with a shortage of community meeting and flex space for senior, youth, and general community activities and events. It has been suggested several times in recent years that a Community Center could serve many purposes in Windham, and data from the Community Survey indicates support for the concept. All of these needs are the result of sustained residential growth, and all indications are that Windham will remain on a growth path for at least the remainder of this planning period.*

## **OUR VISION FOR WINDHAM**

*Windham continues to evolve as a community. Windham is one community but it is a community of different neighborhoods and different areas, each with a distinct character. As the Town grows, this diversity is maintained and even reinforced. This provides the opportunity for a range of residents and businesses to call Windham home.*

*We are a proud, dynamic town. We are a town where young families and seniors can find community and live healthy, fun and engaging lives. We are a growing, exciting community that still retains the qualities of a small town. We take care of each other and we respect and celebrate our heritage. We support our schools, local arts and cultural events and the community that they create. We want to continue to improve as a community, and be a place where we are proud to say "I live in Windham" or "My business is located in Windham."*

*Windham continues to grow and develop but our development is balanced by the preservation of important open space and agricultural land to maintain the rural character of our Town and to provide scenic, recreational, and economic benefits for our residents.*

## **A Tour through Windham in 2030**

*While no one can foresee the specific property by property changes that will take place over a decade of continued growth, Our Vision for Windham can be translated down into images of what specific parts of Windham will become. Continued growth will bring change to all corners of Windham, but the pace of change and how much development occurs in specific areas will not be equal. Some parts of Windham will remain relatively unchanged over this time period, while others will see much more intensive development.*

*In that spirit, imagine that you have to temporarily move or go on a trip that takes you away from Windham for the next ten years or so. The Windham you return to will be very recognizable but you will also notice some significant changes. There has been ten years of population growth with the commensurate demand for new housing. There has been ten years of new commercial development around the community. The community has made targeted investments that have resulted in community and neighborhood improvements. Let's start the tour!*

*North Windham continues the transformation that has already begun from a regional retail and convenience center to true town center with a mix of uses and activities that is a destination within the Greater Portland region. As the 21st Century Downtown Master Plan is implemented, North Windham evolves into a place where people chose to live, work and play due to improved traffic flow, the creation of pedestrian and bicycle networks, quality architecture and streetscapes, and open space. Activity in North Windham is bolstered as more homes and mixed-uses develop within the core commercial area. Residents find a more diversified jobs center in North Windham. The diversification in jobs is led by the traditionally strong retail sector and supported by gains in manufacturing, restaurants, and professional offices. This growth as a job center is enabled by smart investments in infrastructure needed to support these activities.*

*South Windham attracts new village-scale residential growth by capitalizing on the neighborhood's assets including a rebuilt River Road, the existing sewer system, improvements to Town-owned spaces (including streets), improvements to the Mountain Division Trail, and access to the Presumpscot River. New single family homes on small lots and town-house style multifamily unit*

*buildings are built next to and among the existing, upgraded and refurbished housing stock. New residents support small, local businesses on Main Street. Cooperation with the Town of Gorham and the Little Falls community on the other side of the Presumpscot ensures that a revitalized South Windham melds with Little Falls as a single community.*

*If North Windham is the commercial core of Windham, then Windham Center is the civic core. Windham Center takes advantage of the location of school and municipal facilities, along with the Presumpscot Regional Land Trust's Black Brook Preserve, the skate park, and the Community Garden, to become a different type of "village" in the geographic center of the Town. This "civic village" focuses on increasing the number of single-and two-family homes on smaller lots, resulting in a neighborhood that is attractive to families with school-age children who want to live within walking distance of schools, the library, recreation facilities, playing fields, and conserved open-space.*

*Other existing residential neighborhoods (such as those in the Varney Mill Road area, the Cornerbrook and Brookhaven neighborhoods just off Roosevelt Trail, and the Timberhill and Evergreen neighborhoods along Park Road) are valued for their sense of community. The character of these areas remains essentially unchanged. These neighborhoods accommodate limited additional single family homes that fit the existing character of these neighborhoods, either within the neighborhoods as "infill" development or on adjacent parcels that are incorporated into the existing neighborhoods.*

*Rural areas of Windham are valued by the community for the recreational, scenic, cultural, and quality of life benefits they provide. The Town continues to recognize that agriculture and forestry are important pieces of the local economy and works to encourage and support new agricultural uses on the rural landscape. The community identifies the most important and scenic open spaces and undeveloped properties including agricultural land, and works with land owners and partners in the non-profit community to permanently protect these areas to proactively ensure that there will be conserved open space and productive working farmland available for future generations, and that the most scenic and iconic views of rural Windham are preserved.*

## **Future Land Use Map**

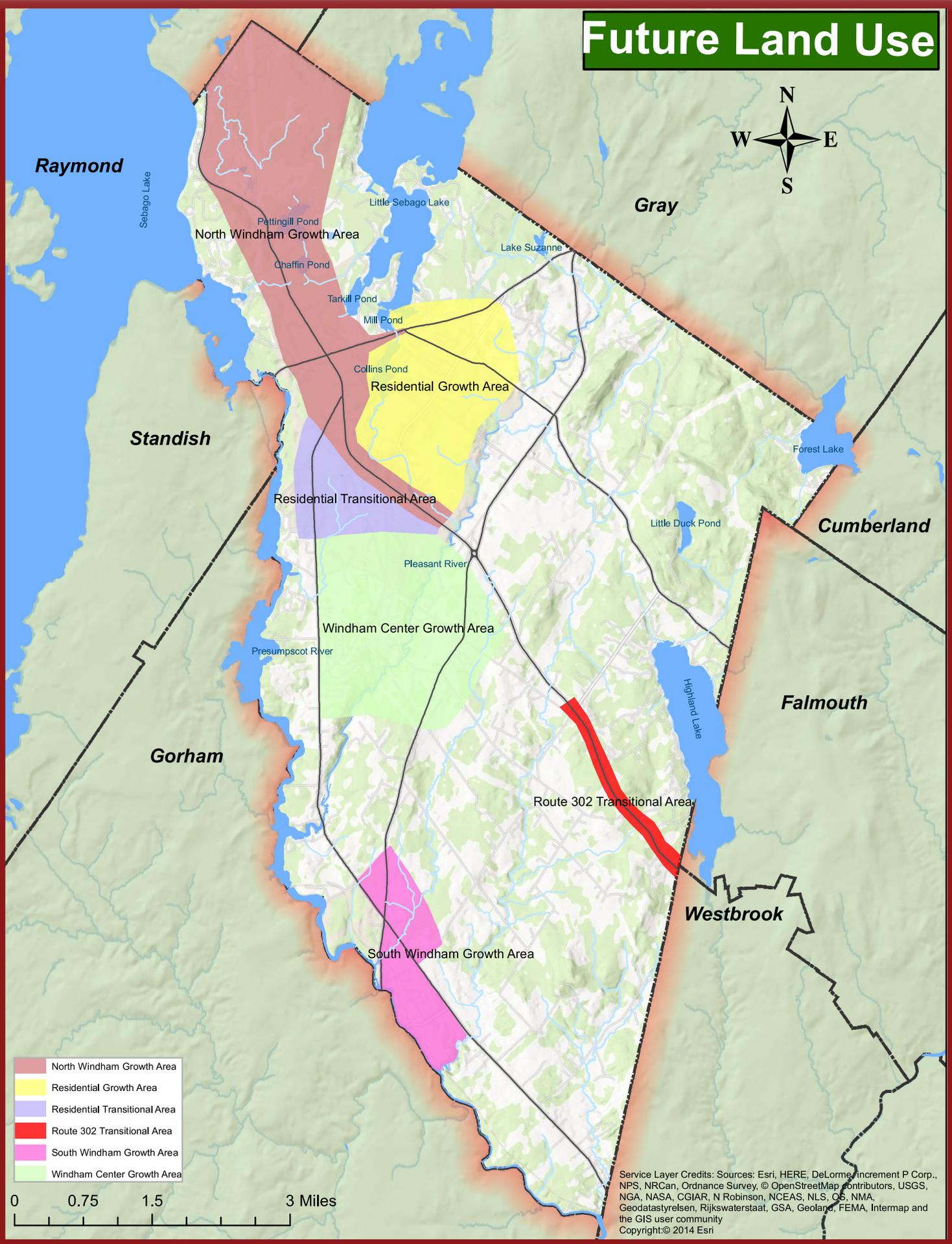
*Mapping out where growth and changes are desired and where they are not desired in a central component comprehensive planning. It is graphic that shows the general areas of Windham that should be targeted for growth and those that are important to the community to keep at low development levels.*

*As noted earlier, change and development pressure will not be felt equally across the entire town. Part of that is based on market demands and partly by circumstance. Through this Plan, the Town will make certain that community character and cost to provide services will also factor into where future growth occurs.*

*Growth Areas are the parts of the community where most of Windham's future growth is to be targeted and encouraged or incentivized. It is also where most of the investment in new community infrastructure and facilities should be located. Later in the Economy Chapter of the Plan, these are referred to as Activity Areas. On the other hand, Rural Areas are the places where future development is to be directed away from. Transitional Areas are the places between the Growth and Rural Areas, where further development will not necessarily be encouraged or discouraged. Moderate growth is appropriate for these areas.*

*Another way to think about these areas might be that Growth Areas will have a relatively faster rate of change and that Rural Areas will have a relatively slower rate of change.*

# Future Land Use



- North Windham Growth Area
- Residential Growth Area
- Residential Transitional Area
- Route 302 Transitional Area
- South Windham Growth Area
- Windham Center Growth Area

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# VISION & VALUES

## Core Values

*During the discussions about the future of Windham, a number of values emerged over and over again. These core values represent what the residents of our Town feel strongly about – what is important to them about Windham as a community.*

Photo By: Ray Monahan



**Open fields, forested land, and working farms are important to residents.**

*These resources are valued for the recreational, scenic, and quality of place benefits they provide. These lands provide a connection to Windham's rural past as well as a bridge to the future. As Windham continues to grow and develop, it is imperative that the most important of these areas be preserved for the future.*

**Implication: We should preserve important open spaces, forested lands and working farms.**



**Residents value the accessibility and convenience that Windham provides.**

*At a regional level, this means the ease of access to Portland and the amenities of the Lakes Region and White Mountains. On a local level, it means the convenience of local shopping, dining, services, and entertainment as well as access to nature, trails and the water, such as the Mountain Division Trail and Dundee Park.*

**Implication: We should preserve and improve accessibility and connections to local and regional destinations.**



**Residents appreciate that Windham is a growing regional jobs center.**

*They recognize the need for investments to enhance this regional economic role and to increase and diversify the job opportunities found here.*

**Implication: We should increase Windham's role in the regional economy by increasing the numbers and types of jobs available in Windham.**

Photo By: Ray Monahan



**Residents value that Town services are provided in a fiscally responsible manner.**

*The Town must make targeted investments in roads and other infrastructure to enhance the quality of life for residents and to support economic and job growth, while being mindful of the property tax implications of these investments.*

**Implication: We should make smart, targeted investments in infrastructure to shape future growth and to improve municipal services.**

Photo By: Kevin Murphy



**Windham is, and should continue to be, a community for people of all ages and economic means.**

*More diversity in housing types will serve Windham well and maintain a diversity of ages and income levels in the community. Single family homes will continue to be the predominate style of residential development in Windham, but there is a recognition that building on smaller lots and building more apartments, townhouses, and senior housing in proximity to the existing built-up areas, where infrastructure allows, will add to the economic vitality and community life of areas like North Windham and South Windham Village.*

**Implication: We should increase the availability of housing options beyond single family homes.**

Photo By: Ray Monahan



**Residents value Windham's heritage and its rural roots.**

*They want to assure that the connections to its past are both preserved and celebrated.*

**Implication: We should celebrate community and connections to Windham's past.**

# PERFORMANCE MEASURES

*Of course, this document includes many policy goals and suggested strategies that will allow the town to make progress toward each of those goals. What we should care about, though, and what we want to measure, are the things that the community told us they care about. We want to be able to show progress in areas that are most relevant to the people of Windham.*

*These performance measures should be updated and reported out to the Town Council and community on an annual basis.*

Photo By: Ray Monahan



## Preserve important open spaces, forested lands and working farms

- **Number of acres of land protected through the acquisition of development rights, conservation easements or Town gift/purchase.**
- **New dwelling units permitted in growth areas relative to rural areas**



## Increase Windham's role in the regional economy and increase and diversify the jobs available in Windham

- **Total number of jobs in Windham**
- **Ratio of the number of retail jobs relative to the total number of jobs in Windham**



## Preserve and improve accessibility and connections to local and regional destinations

- **Feet of new sidewalk constructed in Growth Areas**
- **Ridership on Lakes Region Explorer**



## Make smart, targeted investments in infrastructure to shape future growth and improve municipal services

- **% of infrastructure funds spent in growth areas**
- **Number of residential and non-residential connections to a public sewer system.**



### Windham should continue to be a community for people of all ages and economic means

- Number of age-restricted dwelling units permitted as a percent of total dwelling units.
- Number of multiunit dwellings built relative to single family homes
- Number of accessory dwelling units permitted

Photo By: Kevin Murphy



### Celebrate community and connections to Windham's past

- Estimated number of attendees at community events like Summerfest and the Tree Lighting.
- Number of attendees at Windham Historical Society events.
- Number of Windham youth sports participants
- Estimated number of library patrons or number of items checked out.

## **PLAN IMPLEMENTATION**

*The success of a plan is measured in how well it is implemented. Many comments were heard during the Visioning process that had to do with follow through on planning efforts. Comments similar to "Why are we doing a whole new plan when we still have so many items from the last plan that haven't been done yet?" or "Why bother planning for improvements/facilities/infrastructure when we know we can't afford to pay for them?" or "Why go through effort of planning only to produce another document that will sit on the shelf for 10 years?"*

*This Plan is not meant to be a document on a shelf. This Plan is a tool for community decision makers to use for making progress in the areas Action Plan that will have the biggest positive impacts for Windham's current and future residents.*

*The Comprehensive Plan Review Team recommends that the Town Council adopt a charge for and appoint members to a Long Range Planning Committee. A charge for this group should include coordinating the implementation of the Big Ideas detailed in this update to the Comprehensive Plan, implementing other Town plans and policies, such as the Complete Streets Policy adopted in 2015 and recommendations from the Energy Plan adopted in 2011. This group should be tasked with preparation of any of the district or topical plans or studies called for in this Comprehensive Plan.*

# **FUTURE COMPREHENSIVE PLAN UPDATES**

The Long Range Planning Committee should be charged with annual reporting on the performance measures suggested above, as well as adding to or changing the performance measures to improve how progress implementing the plan is moving forward.

The Plan should also be updated on a regular basis, perhaps every three years or so, to keep the information in the inventory chapters current and to add or change to the Big Ideas as they are implemented or priorities change or new opportunities present themselves.

Going back out to the community for structured input in the form of surveys and visioning sessions is also recommended, though the Community Values and Vision should be considered to be more constant than the underlying technical information in the Inventory Chapters. As such, the community might not need to update that portion of the plan for a longer time period.

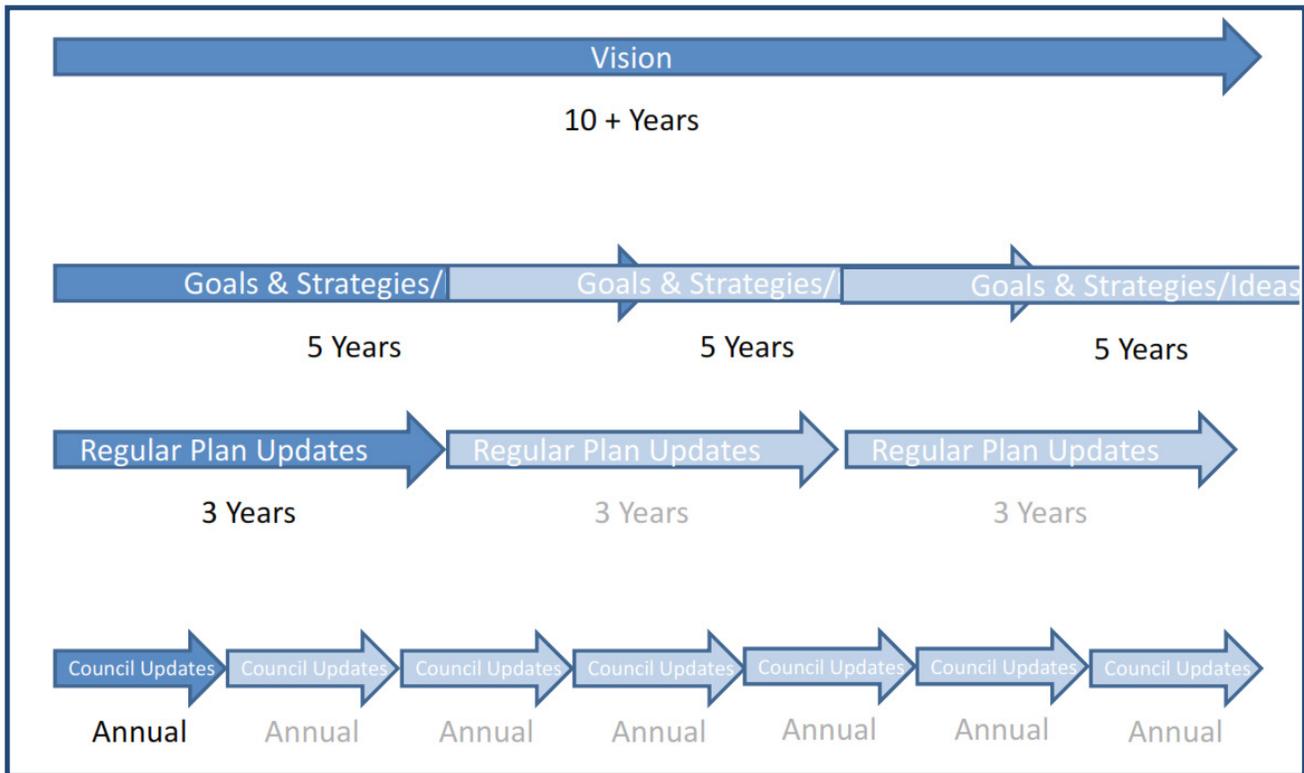


Figure 1 - Recommended Update Schedule

## **PUBLIC PROCESS**

### **Comprehensive Plan Review Team**

The Review Team was a 15-member committee whose members were appointed by the Town Council on July 24, 2014. This group met approximately once per month from September 2014 to June 2016 organize visioning sessions, coordinate the annual Summerfest presence for this planning effort, and to review and provide comments on draft plan chapters. This group was made

*up of experienced planners and newcomers, long-time residents and those who have only been in Windham for a short amount of time. Members came from all corners of community, from private roads and public roads, and from rural areas and established neighborhoods.*

## **Community Brainstorming and Visioning**

*Early efforts at public outreach began in 2013, with the Planning Department's experiment with Mindmixer, an online interactive community engagement tool. It allowed staff to post questions, polls, and surveys for all registered users to participate in.*

*The low-tech version of Mindmixer was used in the first half of 2014. These were the Town Post-It note boards that rotated locations around the Town Office and Library. Specific questions like, "What do you love about Windham?" and "What is your big idea for Windham?" solicited lots of great feedback.*

*The Review Team held two community scale Visioning Forums in November 2014. These were held on the evening of Wednesday, November 19, at the Manchester School in North Windham and the Town Office Gymnasium/Community Center on Saturday morning, November 22, 2014. The Forums were structured so that an introductory presentation provided everyone with a baseline of information and context for the planning work they were about to participate in, and the remainder of the time was dedicated to small table work facilitated by members of the Review Team and reporting back to the large group.*

*A complete summary of the visioning process and information collected is included in an appendix to this plan.*

*Critical Insights, a Portland based polling and public opinion company, was hired to design and administer a survey of Windham households and businesses in 2014. Two focus groups were held in September 2014 to give the organization a sense of important issues and attitudes that should try to be quantified in the larger survey effort. The survey period was open in October and November of 2014, and surveys were mailed to 6,856 households and 529 businesses.*

*Respondents could respond to the survey by phone or online. Responses were received from 1,024 residential households (14.9% response rate) and 42 businesses (7.8% response rate). Because of the impressive response rate on behalf of Windham households, the community can have a high level of confidence that the responses received are representative of the community at large. A report of focus group discussions and final report of survey results are included as an appendix to this plan.*

# **ACKNOWLEDGMENTS**

## **WINDHAM TOWN COUNCILS: 2013-2017**

### **TOWN MANAGER & STAFF PLANNING DEPARTMENT**

#### **Members of the Comprehensive Plan Review Team**

Patrick Corey  
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John Eddy\*  
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Gene Tanguay\*  
David Tobin  
Elizabeth Wisecup\*

*\*though all appointed at the same Council meeting in July 2014, not all committee members were able to participate through completion of the plan drafting process. Those who had to step away from the process before delivery of a plan document to the Council are noted above.*

**Windham Veterans Center and the Little Meetinghouse for hosting early meetings of the Review Team, and the RSU for providing a regular meeting place for the Review Team from 2015-2016.**

**Mark Eyeran, Planning Decisions, Inc., for assistance with meeting facilitation and organization of the Visioning Forums.**

**Critical Insights, Inc., for development and administration of the Community Survey.**

**Thanks to the greater Windham community, including residents, business owners & students for providing input and feedback throughout the planning process!**

## Introduction

The Town Council approved the charge of the Comprehensive Plan Review Team on March 25, 2014. This group was charged with the responsibility:

- ) To assist in drafting an update to the Town of Windham's 2003 Comprehensive Master Plan, consistent with the State's Growth Management Act and direction of the Town Council,
- ) To report periodically to the Council regarding its progress, issues and problems, and
- ) To submit a recommended draft to the Town Council for its acceptance and adoption.

This document, along with the 21<sup>st</sup> Century Downtown Plan for North Windham (adopted by the Town Council in 2013) and the Windham Economic Development Strategic Plan (adopted by the Town Council in 2013), represent the updated of the Comprehensive Plan for Windham. The 21<sup>st</sup> Century Downtown Plan and the Economic Development Plan are included in this plan document as Appendices A and B, respectively.

## Recent Planning Efforts

Since the adoption of the 2003 Comprehensive Plan, the Town has been very active in planning on many fronts for the community. This update of the Comprehensive Plan builds on these efforts, which are listed and summarized below. All are plans undertaken by the Town or on behalf of the Town, unless a lead agency is noted below.

- ) Comprehensive Assessment of Housing in Windham (2003)
- ) Comprehensive Water System Master Plan for Town of Windham (2003)
- ) Service Road Study (2007)
- ) Wastewater Facilities Plan & Windham Sewer Route 302 Corridor Schematic Design (2011)
- ) Town of Windham Energy Plan & Energy Inventory (2011)
- ) Forest Stewardship Management Plan for Lowell Preserve (2011)
- ) North Route 302 Corridor Plan (2011)
- ) Pleasant River Watershed Management Plan, by Cumberland County Soil & Water Commission (2011)
- ) Lakes Region Transit Service Study, by Regional Transportation Program (2011)
- ) Economic Development Strategic Plan (2013)
- ) 21<sup>st</sup> Century Downtown Plan for North Windham (2013)
- ) Property Condition Assessment Report (2013)
- ) Municipal Facility Space Needs Study and Master Plan (2014)

## Public Process

This Comprehensive Plan update has been built on a public participation and awareness program that is really unprecedented for Windham.

## **Comprehensive Plan Review Team**

The Review Team was a 15-member committee whose members were appointed by the Town Council on July 24, 2014. This group met approximately once per month since September 2014 to organize visioning sessions, coordinate the annual Summerfest presence for this planning effort, and to review and provide comments on draft plan chapters. This group was made up of experienced planners and newcomers, long-time residents and those who have only been in Windham for a short amount of time. Members came from all corners of community, from private roads and public roads, and from rural areas and established neighborhoods.

## **Community Brainstorming and Visioning**

Early efforts at public outreach began in 2013, with the Planning Department's experiment with Mindmixer, an online interactive community engagement tool. It allowed staff to post questions, polls, and surveys for all registered users to participate in. Use of this system was relatively limited due to the amount of time between starting that process and the official start of the planning process, even though it was initially publicized well and had a good number of registered users. Use was also likely limited by having a system in place that required registered users and log ins to participate.

The low-tech version of Mindmixer was used in the first half of 2014. These were the Town Post-It note boards that rotated locations around the Town Office and Library. Specific questions like, "What do you love about Windham?" and "What is your big idea for Windham?" solicited lots of great feedback.

The Review Team held two community scale Visioning Forums in November 2014. These were held on the evening of Wednesday, November 19, at the Manchester School in North Windham and the Town Office Gymnasium/Community Center on Saturday morning, November 22, 2014. The Forums were structured so that an introductory presentation provided everyone with a baseline of information and context for the planning work they were about to participate in, and the remainder of the time was dedicated to small table work facilitated by members of the Review Team and reporting back to the large group. Excluding Review Team members, Town staff and officials, about 45 people attended the Wednesday evening session and about 30 people attended the Saturday morning session.

After reviewing the attendee lists for both of these Visioning Forums, the Review Team suggested several "mini-Visioning Forums" with members of specific interest groups that were either under represented or not represented at all at the two larger Forums. These sessions were organized as structured focus groups. Staff and Review Team members conducted three of these sessions with Windham High School students, youth sports and recreation stakeholders, and members of Windham's farming community. In December 2014, and January 2015.

A complete summary of these visioning efforts and information collected is included as Appendix C to this plan.

## **Community Survey**

Critical Insights, a Portland based polling and public opinion company, was hired to design and administer a survey of Windham households and businesses in 2014. Two focus groups were held in September 2014 to give the organization a sense of important issues and attitudes that should try to be

quantified in the larger survey effort. The survey period was open in October and November of 2014, and surveys were mailed to 6,856 households and 529 businesses. Respondents could respond to the survey by phone or online. Responses were received from 1,024 residential households (14.9% response rate) and 42 businesses (7.8% response rate). Because of the impressive response rate on behalf of Windham households, the community can have a high level of confidence that the responses received are representative of the community at large. A report of focus group discussions and final report of survey results are included as Appendix D to this plan.

### **Town Council Check-in Workshops**

The Review Team endeavored to keep the Town Council and members of the public up to date on planning progress through a series of regular update memos and Council workshops at key project milestones.

- J February 24, 2015. Draft Core Values and Vision Statement review workshop.
- J August 25, 2015. Request for an amended timeline, so that a Review Team submission to the Town Council should be expected in the 4<sup>th</sup> quarter of 2016, rather than the 3<sup>rd</sup> quarter.
- J March 15, 2016 Draft Future Land Use Map workshop. Staff highlighted similarities and differences between the draft map approved by the Review Team as part of the 2016 update and the Future Land Use Map in the 2003 Comprehensive Plan.
- J August 23, 2016, Presentation on 1<sup>st</sup> Draft of Plan Summary. This update included a wrap up of what we have learned about the community, what we have learned from the community, and a discussion of the “4 Big Things” which are the high priority policy areas identified in the Plan update.

### **Ongoing Community Engagement**

In addition to all of the public outreach in support of the visioning process and the Town Council updates, the Review Team made efforts to ensure that residents remained up to date with the planning efforts.

### **Summerfest**

Summerfest is a volunteer led effort to bring Windham residents out for a fun day of activities and socializing on a Saturday in June each year. Planning staff reserved booth space at Summerfest over the last several years, getting in front of several thousand members of the greater Windham community each year.

Summerfest 2014 was held right before members of the Review Team were appointed by the Town Council. Staff brought the idea boards described above and conducted a series of one minute interviews, asking “what’s your big idea for Windham?” and “what do you love about Windham?”

In 2015, members of the Review Team held a Windham Trivia Challenge. Passer-bys had the opportunity to answer ten multiple choice questions about the town, based on the information gathering and inventory work associated with the plan update. Questions included “what is the largest park or preserve in Windham?” and “when was Windham incorporated as a township?” and “how many

building permits for new dwellings were issued in 2014?” The answers are Lowell Preserve, 1762, and 104, respectively. The complete list of questions and answers are included at the end of the Appendix C.

For the 2016 edition of Summerfest, staff and Review Team members handed out reusable shopping bags that were printed with the logo for the plan that showed the 4 Big Things and some representative policies to make progress on the 4 Big Things. In addition, the booth was set up to display entries received for the Photo Contest sponsored by the Planning Department to build awareness of the Comprehensive Plan update. Images received from that effort are included throughout this planning document.

### ***Summer Roadshow Presentations***

The Planning Department also sponsored a series of meetings with community stakeholder groups in from August – October 2016. Many of these meetings were with members of Windham’s “official family,” meaning elected and appointed boards and volunteer groups. These smaller format meetings included presentations on the work and recommendations of the Comprehensive Plan Review Team and time for questions and suggestions. Presentations worked out as follows below:

- ) August 15 – Energy Advisory Committee
- ) August 17 – Windham Economic Development Corporation (WEDC)
- ) August 22 – Planning Board and Zoning Board of Appeals (televised meeting)
- ) August 23 – Town Council (televised meeting)
- ) September 12 – Parks and Recreation Advisory Committee
- ) October 5 – RSU 14 School Board (televised meeting – [archived video here](#))
- ) October 6 – Lakes Region Chamber of Commerce Board

### ***Community Presentation and Open House***

On October 20, 2016, the Review Team hosted an evening open house style meeting at the Windham High School cafeteria. After food and refreshments, planning staff provided a presentation on the highlights of the plan update. Following some questions and answers, the group adjourned to the open house poster session for more food and conversation with about 40 members of the Review Team, town staff and friends and neighbors.

## **Values & Vision**

Through the early outreach efforts about the future of Windham, staff and members of the Review Team heard many of the same types of statements come up again and again. Themes emerged from these statements about what residents of Windham feel strongly about, and these themes are translated into values statements below.

### **Core Values**

Open fields, forested land, and working farms are important to residents. These resources are valued for the recreational, scenic, and quality of place benefits they provide. These lands provide a connection to Windham’s rural past as well as a bridge to the future. As Windham continues to grow and develop, it is imperative that the most important of these areas be preserved for the future.

Residents value the accessibility and convenience that Windham provides. At a regional level, this means the ease of access to Portland and the amenities of the Lakes Region and White Mountains. On a local level, it means the convenience of local shopping, dining, services, and entertainment as well as access to nature, trails and the water, such as the Mountain Division Trail and Dundee Park.

Residents appreciate that Windham is a growing regional jobs center and recognize the need for investments to enhance this regional economic role and to increase and diversify the job opportunities found here.

Residents value that Town services are provided in a fiscally responsible manner. At the same time they recognize that the Town must make targeted investments in roads and other infrastructure to enhance the quality of life for residents and to support economic and job growth, while being mindful of the property tax implications of these investments.

Windham is, and should continue to be, a community for people of all ages and economic means. More diversity in housing types will serve Windham well and maintain a diversity of ages and income levels in the community. Single family homes will continue to be the predominate style of residential development in Windham, but there is a recognition that building on smaller lots and building more apartments, townhouses, and senior housing in proximity to the existing built-up areas, where infrastructure allows, will add to the economic vitality and community life of areas like North Windham and South Windham Village.

Residents value Windham's heritage and its rural roots and want to assure that the connections to its past are both preserved and celebrated.

## **Our Vision for Windham**

Windham continues to evolve as a community. Windham is one community but it is a community of different neighborhoods and different areas, each with a distinct character. As the Town grows, this diversity is maintained and even reinforced. This provides the opportunity for a range of residents and businesses to call Windham home.

We are a proud, dynamic town. We are a town where young families and seniors can find community and live healthy, fun and engaging lives. We are a growing, exciting community that still retains the qualities of a small town. We take care of each other and we respect and celebrate our heritage. We support our schools, local arts and cultural events and the community that they create. We want to continue to improve as a community, and be a place where we are proud to say "I live in Windham" or "My business is located in Windham."

Windham continues to grow and develop but our development is balanced by the preservation of important open space and agricultural land to maintain the rural character of our Town and to provide scenic, recreational, and economic benefits for our residents.

## A Tour through Windham in 2030

While no one can foresee the specific property by property changes that will take place over a decade of continued growth, Our Vision for Windham can be translated down into images of what specific parts of Windham will become. Continued growth will bring change to all corners of Windham, but the pace of change and how much development occurs in specific areas will not be equal. Some parts of Windham will remain relatively unchanged over this time period, while others will see much more intensive development.

In that spirit, imagine that you have to temporarily move or go on a trip that takes you away from Windham for the next ten years or so. The Windham you return to will be very recognizable but you will also notice some significant changes. There has been ten years of population growth with the commensurate demand for new housing. There has been ten years of new commercial development around the community. The community has made targeted investments that have resulted in community and neighborhood improvements. Let's start the tour!

North Windham continues the transformation that has already begun from a regional retail and convenience center to true town center with a mix of uses and activities that is a destination within the Greater Portland region. As the 21<sup>st</sup> Century Downtown Master Plan is implemented, North Windham evolves into a place where people chose to live, work and play due to improved traffic flow, the creation of pedestrian and bicycle networks, quality architecture and streetscapes, and open space. Activity in North Windham is bolstered as more homes and mixed-uses develop within the core commercial area.

Residents find a more diversified jobs center in North Windham. The diversification in jobs is led by the traditionally strong retail sector and supported by gains in manufacturing, restaurants, and professional offices. This growth as a job center is enabled by smart investments in infrastructure needed to support these activities.

South Windham attracts new village-scale residential growth by capitalizing on the neighborhood's assets including a rebuilt River Road, the existing sewer system, improvements to Town-owned spaces (including streets), state improvements to the Mountain Division Trail, and access to the Presumpscot River. New single family homes on small lots and town-house style multifamily unit buildings are built next to and among the existing, upgraded and refurbished housing stock. New residents support small, local businesses on Main Street. Cooperation with the Town of Gorham and the Little Falls community on the other side of the Presumpscot ensures that a revitalized South Windham melds with Little Falls as a single community.

If North Windham is the commercial core of Windham, then Windham Center is the civic core. Windham Center takes advantage of the location of school and municipal facilities, along with the Windham Land Trust's Black Brook Preserve, the skate park, and the Community Garden, to become a different type of "village" in the geographic center of the Town. This "civic village" focuses on increasing the number of single-and two-family homes on smaller lots, resulting in a neighborhood

that is attractive to families with school-age children who want to live within walking distance of schools, the library, recreation facilities, playing fields, and conserved open-space.

Other existing residential neighborhoods (such as those in the Varney Mill Road area, the Cornerbrook and Brookhaven neighborhoods just off Roosevelt Trail, and the Timberhill and Evergreen neighborhoods along Park Road) are valued for their sense of community. The character of these areas remains essentially unchanged. These neighborhoods accommodate limited additional single family homes that fit the existing character of these neighborhoods, either within the neighborhoods as “infill” development or on adjacent parcels that are incorporated into the existing neighborhoods.

Rural areas of Windham are valued by the community for the recreational, scenic, cultural, and quality of life benefits they provide. The Town continues to recognize that agriculture and forestry are important pieces of the local economy and works to encourage and support new agricultural uses on the rural landscape. The community identifies the most important and scenic open spaces and undeveloped properties including agricultural land, and works with land owners and partners in the non-profit community to permanently protect these areas to proactively ensure that there will be conserved open space and productive working farmland available for future generations, and that the most scenic and iconic views of rural Windham are preserved.

### **Future Land Use Map**

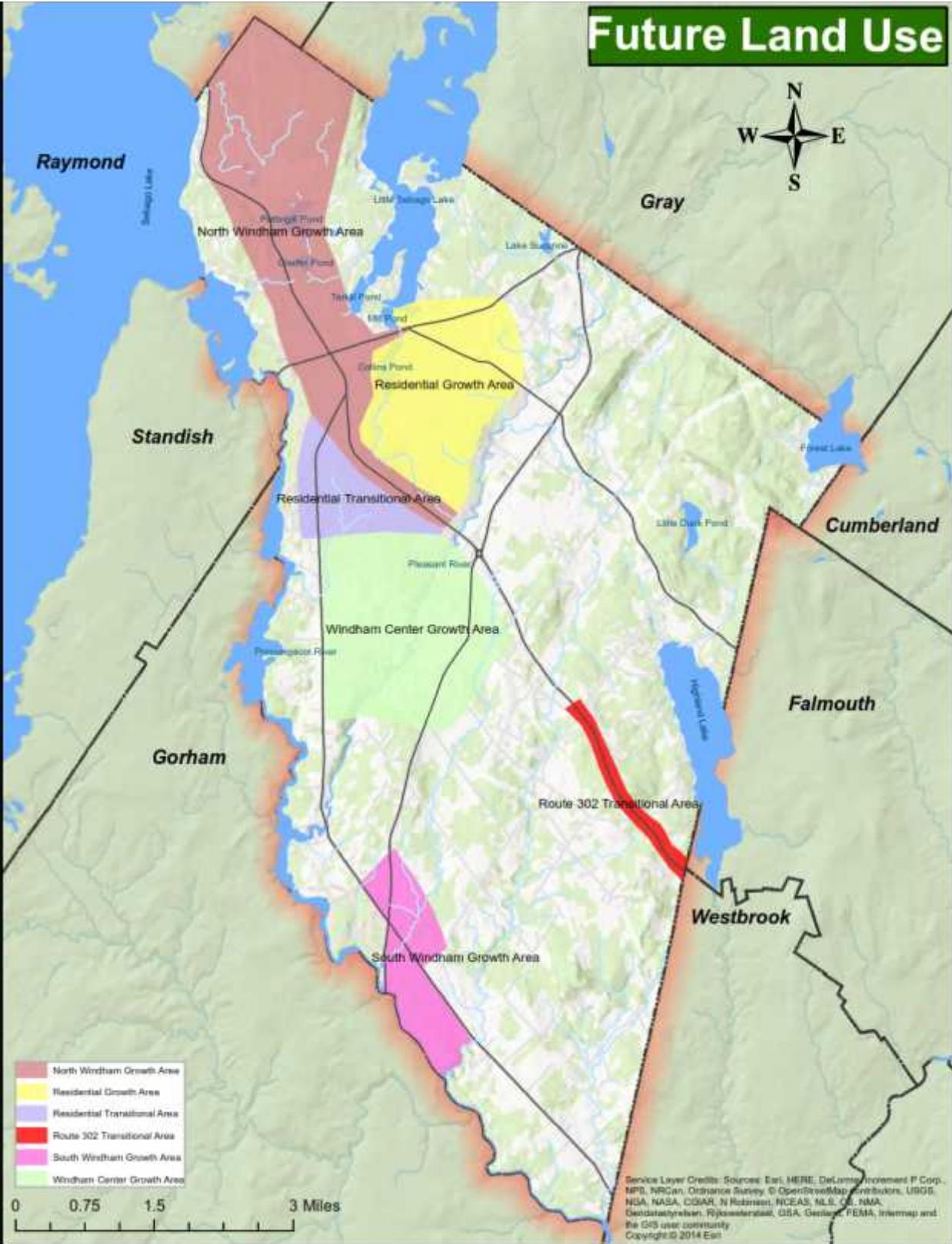
Mapping out where growth and changes are desired and where they are not desired in a central component comprehensive planning. The Future Land Use Map is a graphic that shows the general areas of Windham that should be targeted for growth and those that are important to the community to keep at low development levels.

As noted earlier, change and development pressure will not be felt equally across the entire town. Part of that is based on market demands and partly by circumstance. Through this Plan, the Town will make certain that community character and cost to provide services will also factor into where future growth occurs.

Growth Areas are the parts of the community where most of Windham’s future growth is to be targeted and encouraged or incentivized. It is also where most of the investment in new community infrastructure and facilities should be located. Later in the Economy Chapter of the Plan, these are referred to as Activity Areas. On the other hand, Rural Areas are the places where future development is to be directed away from. Transitional Areas are the places between the Growth and Rural Areas, where further development will not necessarily be encouraged or discouraged. Moderate growth is appropriate for these areas.

Another way to think about these areas might be that Growth Areas will have a relatively faster rate of change and that Rural Areas will have a relatively slower rate of change. Please see a description of the areas on the plan after the map on the following page.

# Future Land Use



- North Windham Growth Area
- Residential Growth Area
- Residential Transitional Area
- Route 302 Transitional Area
- South Windham Growth Area
- Windham Center Growth Area

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**North Windham Growth Area.** This area is envisioned to be the active mixed use district describe in the Tour through Windham section above. It includes the commercial center of Windham, which is what most people think of when they think of North Windham, but it also includes the area along Route 302 from north of the Pleasant River and the relatively undeveloped areas behind Enterprise Drive and the Sebago Heights Subdivision near the town line with Raymond.

**Residential Growth Area.** This area is generally bound by Route 115 (Tandberg Trail), Route 302 (Roosevelt Trail) and the Pleasant River. This area contains the established neighborhoods around Varney Mill Road. There are some wonderful open fields, forests and working lands, including North Star Sheep Farm within this area, and some of these areas are worthy of long term protection from development pressure. By and large, though, this area is an appropriate place to focus residential development within and around the existing built-up areas as well as some local-scale commercial development.

**Windham Center Growth Area.** The areas of town known as Windham Hill and Popeville are included in this area, which is generally located between River Road and Route 202 (Gray Road), north of Swett Road and south of the Rotary at Routes 302/202 and south of Otterbrook Drive off River Road. As noted above, this area serves as the civic core of the community and as such, more walkable, connected residential development should be encouraged in this area.

**South Windham Growth Area.** The South Windham Growth Area includes the area that most people think of as “the Village” between the Presumpscot River and the properties on both sides of the Mountain Division Trail, and down High Street to about Androscoggin Street. In addition, the Growth Area includes the additional areas between Route 202 (Gray Road) to Mallison Falls Road and the Correctional Center property on the west side of River Road and the areas between Newhall Road and Chute Road on the east side of River Road. Additional higher density residential development is appropriate in this area of Windham, especially in the areas in the vicinity of the existing sewer system. Local and village-scale commercial development should also be encouraged in this area.

**Residential Transition Area.** This area is sandwiched between the North Windham and Windham Center Growth Areas. It is currently characterized by low to moderate residential development, which is appropriate for this area for the planning horizon of this plan.

**Route 302 Transition Area.** This area is characterized by a mix of residential and commercial development lining Route 302 from the town line with Westbrook to about the Albion Road intersection. Maintaining traffic flow on Route 302 south of the Rotary is important, so this area is not an appropriate location to encourage or incentivize additional non-residential development or high-impact commercial businesses. Development at the current pace and intensity levels are appropriate for this planning period, but design standards should apply to all new development in this highly visible and highly traveled section of Route 302.

## **The 4 Big Things**

There are 39 goals laid out in the Inventory Chapters that follow, and 91 strategies to implement these goals. Many of these are required by Maine's Growth Management Act and associated departmental rules that lay out the State would like to see addressed in a municipal plan. The Goals and Strategies at the end of each of the Inventory Chapters are related to the specific topic of that chapter, so that Transportation goals are included in the Transportation Chapter, Public Facilities and Service goals are in the Public Facilities and Service Chapter, and so on.

Based on all the public comment we have received, we have tried to boil all of these goals and strategies to their most essential essence. The goal of this Plan is to present a manageable number high-priority, crosscutting challenges to meet over the next few years, rather than present a long and unprioritized laundry list of items to pick off over the next ten or more years. By moving the ball forward on these focused areas, the Town will be making progress on the most important issues Windham faces right now.

Each of the Big Things are high priority subject areas, meaning that they are not presented in prioritized list. They are all important, and the list is small enough that it should be possible to make progress on all of them at the same time. Each also is listed with Goals and Strategies from the various Inventory Chapters they touch on.

With these aims in mind, here are the Big 4 things that the Town Council and community at large need to work together on in the short term, along with graphics that represent the Core Values addressed by making progress on each one:

### **Big Thing #1 – Change the game for Windham's Growth Areas: North Windham, Windham Center, South Windham**

Windham needs to begin thoughtfully and proactively laying the groundwork for these three traditional activity centers to become true centers for Windham. As envisioned above, these three areas are very unique within Windham, and these differences are great strengths that allow for different types and scales of neighborhood development that will truly make Windham a community for all people, ages, and economic means. This Big Thing is all about expanding the range of options available for people to choose from when considering Windham for a home or a place to start or expand a business.

- ) Transportation Goal 1.d and Economy Goal 2.f – Create Windham Center and South Windham district plans that focus on transportation and land use. This would be similar in concept to the 21<sup>st</sup> Century Downtown Plan for North Windham, but appropriately scaled to the context for each area.
- ) Future Land Use Plan Goals 5.a and 3.a and Public Facilities & Services Goal 2.d – Support a financial commitment to infrastructure in Growth Areas, with a goal of having 75% of all new Town infrastructure and facility investment occurring in Growth Areas.

- ) Public Facilities & Services Goal 2.c – Establish a water and sewer extension policy that will ultimately serve the Town’s designated growth areas with this infrastructure that will actually allow higher densities and more intense uses of property where it is desired.
- ) Economy Goal 3.2.d – Focus on implementing plans that support economic development and create a true sense of place in North Windham, Windham Center and South Windham.
- ) Public Facilities & Services Goal s

## **Big Thing #2 – Create a North Windham to be proud of**

North Windham is the economic and social center for the community. Here you will find two major supermarkets, almost all of the restaurants, clubs and social organizations in the community, multiple department stores and almost all of the smaller scale retail uses, the movie theatre, building supply and hardware stores, an amusement park and more. Most in the community feel that we should be building on North Windham’s success to ensure that it is successful economic and social center for future generations to come.

In order to inspire pride of place and transform North Windham from a major convenience retail center to a place where people choose to spend time, play and recreate, work and live, improvements and investments need to be made. These upgrades include changes to North Windham’s transportation network, installation of new infrastructure for wastewater treatment and high speed broadband internet services and doing our best to ensure that when new development or redevelopment is proposed, sites are designed to become high-quality assets to the community.

- ) Economy Goal 2.e, Transportation Goals 1.a, 1.b, 1.c, 2.b – Implement the 21<sup>st</sup> Century Downtown Plan in a manner that creates a true town center, improves the transportation system, promotes public health and enhances livability.
- ) Public Facilities & Services Goal 1.a.1 – Continue to work with Raymond and St. Joseph’s College on the provision of fiber optic broadband availability to the North Windham commercial area as a first step, with future expansion to other areas of the community as a possibility.
- ) Housing Goal 2.a – Enact growth area land use regulations to increase density to encourage the development of affordable/workforce housing.

## **Big Thing #3 – Invest in Rural Windham to keep it rural**

Preservation of rural character and protecting important open spaces and scenic views has been enshrined in all of Windham’s past Comprehensive Plans. These are the places that tie long-time residents to the land, places where traditional outdoor recreational activities and access have been available for many decades, working land that has been passed down through generations, and are the very places that have made Windham an attractive location for new families in the greater Portland area since at least the 1970s. There is also an understanding among many community members that rural land has a much lower demand for municipal services than house lots or commercial development and therefore keeping rural spaces in the town can be a way to avoid the costs of new or expanded municipal services.

We need to get serious about open space and preserving working land within the time horizon of this plan or there will be little left to preserve and protect going forward. Getting serious about Rural Windham means making investments to purchase outright, or at least the develop rights, to the most special and iconic rural land in the community, knowing that it is not practical to keep all of the undeveloped land in Windham in its current undeveloped state. Getting serious also means working with farmers, wood lot owners, and others who earn their living from the land to make it easier to establish other rural uses and accessory uses to provide additional income streams to their operations. When rural land is productive and profitable, it is much easier to perpetuate into the future.

- ) Recreation Goal 2.a, 2.b – Identify land for preservation and work with the land trust and other conservation organizations to pursue opportunities to protect important open space and recreational lands.
- ) Recreation Goal 5.b – Establish a program for the preservation of land important to the people of Windham, similar to the state Land for Maine’s Future program, which receives funds from the Town every budget cycle.
- ) Water & Natural Resources Goal 7.n – Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.
- ) Agriculture & Forestry Goal 2.a – Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards and pick-your-own operations.

#### **Big Thing #4 – Focus on Community Facilities and Programs**

There are really two components to this Big Thing. The first is prioritizing the basic maintenance of existing facilities, which include roads, municipal and school buildings, and park and recreation lands. Windham is currently building a new larger South Windham Fire Station from an existing steel building in South Windham Village. This is the first new municipal facility since 1989, almost 30 years ago. The Town faces a backlog of deferred maintenance on many of the Town’s buildings and there are many efficiency related improvements that could pay for themselves in 5-10 years but need to be budgeted for. The Town’s roads are in relatively good shape, and the Public Works Department is flat out every construction season milling and paving local roads and conducting ditching and mowing operations around the community. It is imperative that Windham keep up on local road maintenance which costs a fraction of complete road rebuilds when maintenance is deferred too long.

Secondly, the Town needs to address the needs of a growing community from the standpoints of athletic facilities and community center space. The Town recently sold the Gambo Road Soccer Fields to the Windham Youth Soccer Association. This leaves the community with the Falmouth Road Little League Field as the only municipally owned playing field. The rest of the playing fields in Windham are on school district properties. There are public playgrounds at the Primary School and Town Office properties in Windham Center and at the Manchester School and Donnabeth Lippman Park in North Windham. The community needs to invest more in recreational space for organized youth and adult sports. There is a similar shortage of indoor recreational facilities, along with a shortage of community meeting and flex space for senior, youth, and general community activities and events. It has been

suggested several times in recent years that a Community Center could serve many purposes in Windham, and data from the Community Survey indicates support for the concept. All of these needs are the result of sustained residential growth, and all indications are that Windham will remain on a growth path for at least the remainder of this planning period.

## Plan Implementation

The success of a plan is measured in how well it is implemented. Many comments were heard during the Visioning process that had to do with follow through on planning efforts. Comments similar to “Why are we doing a whole new plan when we still have so many items from the last plan that haven’t been done yet?” or “Why bother planning for improvements/facilities/infrastructure when we know we can’t afford to pay for them?” or “Why go through effort of planning only to produce another document that will sit on the shelf for 10 years?”

This Plan is not meant to be a document on a shelf. This Plan is a tool for community decision makers to use for making progress in the areas Action Plan that will have the biggest positive impacts for Windham’s current and future residents.

The Comprehensive Plan Review Team recommends that the Town Council adopt a charge for and appoint members to a Long Range Planning Committee. A charge for this group should include coordinating the implementation of the Big Ideas, implementing other Town plans and policies, such as the Complete Streets Policy adopted in 2015 and recommendations from the Energy Plan adopted in 2011. This group should be tasked with preparation of any of the district or topical plans or studies called for in this Comprehensive Plan. Finally, the Long Range Planning Committee should be responsible for updating and reporting on the performance measures below.

## Performance Measures

Of course, this document includes many policy goals and suggested strategies that will allow the town to make progress toward each of those goals. What we should care about, though, and what we want to measure, are the things that the community told us they care about. We want to be able to show progress in areas that are most relevant to the people of Windham. Each of the numbered sections below corresponds to one of the Core Values identified through the visioning process and detailed in the Vision and Core Values section above.

These performance measures are suggested starting points, and should be updated and reported out to the Town Council and community on an annual basis.

1. Preserve important open spaces, forested lands and working farms
  - a. Number of acres of land protected through the acquisition of development rights, conservation easements or Town gift/purchase.
  - b. % new dwelling units permitted in growth areas relative to rural areas
2. Increase Windham’s role in the regional economy and increase and diversify the jobs available in Windham.
  - a. Total number of jobs in Windham.

- b. Ratio of the number of retail jobs relative to the total number of jobs in Windham
- 3. Preserve and improve accessibility and connections to local and regional destinations
  - a. Feet of new sidewalk constructed in Growth Areas
  - b. Ridership on Lakes Region Explorer
- 4. Make smart, targeted investments in infrastructure to shape future growth and improve municipal services
  - a. % of infrastructure funds spent in growth areas
  - b. Number of residential and non-residential connections to a public sewer system.
- 5. Windham should continue to be a community for people of all ages and economic means
  - a. Number of age-restricted dwelling units permitted as a percent of total dwelling units
  - b. Number of multiunit dwellings built relative to single family homes
  - c. Number of accessory dwelling units permitted
- 6. Celebrate community and connections to Windham's past
  - a. Estimated number of attendees at community events like Summerfest and the Tree Lighting.
  - b. Number of attendees at Windham Historical Society events.
  - c. Number of Windham youth sports participants
  - d. Estimated number of library patrons or number of items checked out.

### **Future Comprehensive Plan Updates**

The Long Range Planning Committee should be charged with annual reporting on the performance measures suggested above, as well as adding to or changing the performance measures to improve how progress implementing the plan is moving forward.

The Plan should also be updated on a regular basis, perhaps every three years to five years or so, to keep the information in the inventory chapters current and to add or change to the Big Ideas as they are implemented or priorities change or new opportunities present themselves.

Going back out to the community for structured input in the form of surveys and visioning sessions is also recommended, though the Community Values and Vision should be considered to be more constant than the underlying technical information in the Inventory Chapters. As such, the community might not need to update that portion of the plan for a longer time period.

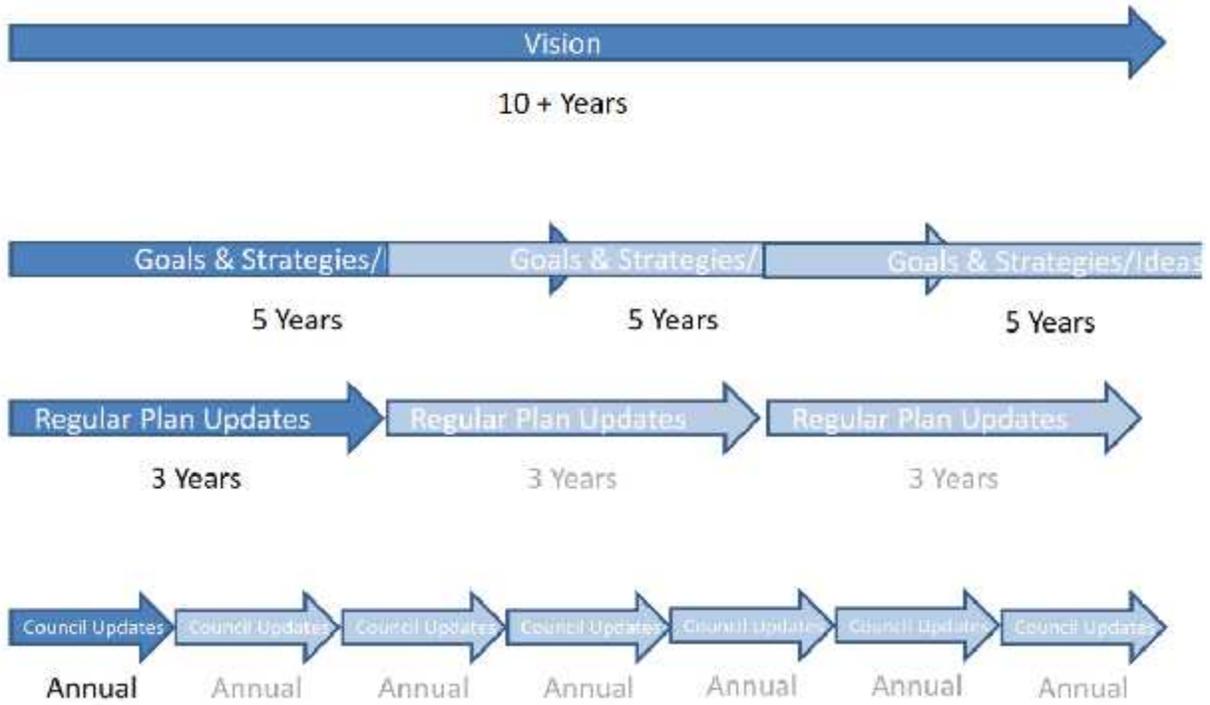


Figure 1 - Recommended Update Schedule

## Historic & Archaeological Resources

State Goal: To preserve the State's historic and archaeological resources.

### Conditions and Trends

The Windham Historical Society (<http://windhamhistorical.org>) was founded in 1967, and has been very active in the areas of preservation of buildings and artifacts important to the history of Windham and with public education and outreach. This work includes class room visits and guided bus tours more than 200 3<sup>rd</sup> graders annually, eight to twelve public lectures and programs each year, and a weekly local history column in the Lakes Region Weekly. Much of the information in this chapter comes from well researched work done by members of the Historical Society as part of the [1993 Comprehensive Plan document](#). (Fix link)

### Overview of Windham's History

Prior to European settlement, much of the area of southwestern Maine, including the area of Windham, was the part of the homeland of the Abenaki tribe of Native Americans. The Abenaki are associated with the Algonquin Nation, a group of aboriginal peoples that stretched from the Maritime Provinces of Canada through upstate New York and Ontario. There were many seasonal Abenaki settlements between the White Mountains and Casco Bay, and the lakes and rivers were used as travel ways for thousands of years to access seasonal settlements.

The Windham area we know today was settled in 1737. The Massachusetts Bay colony granted this land to a group of individuals and families primarily from Marblehead, Massachusetts. These proprietors of the settlement named the township New Marblehead. This township was incorporated as the Town of Windham in 1762.

The early economy in Windham was focused on agriculture and forestry, and meeting the basic needs of the community and surrounding region. The next phase of Windham's growth included industrialization and manufacturing, centered on the power supplied by the Presumpscot and Pleasant Rivers. Please see the "Historic Patterns of Settlement" section, below for more information.

From 1830 through 1940, the population of Windham held steady around 2,000 people. Since that time, Windham has experienced a high rate of growth, along with the rise of North Windham as a regional retail center.

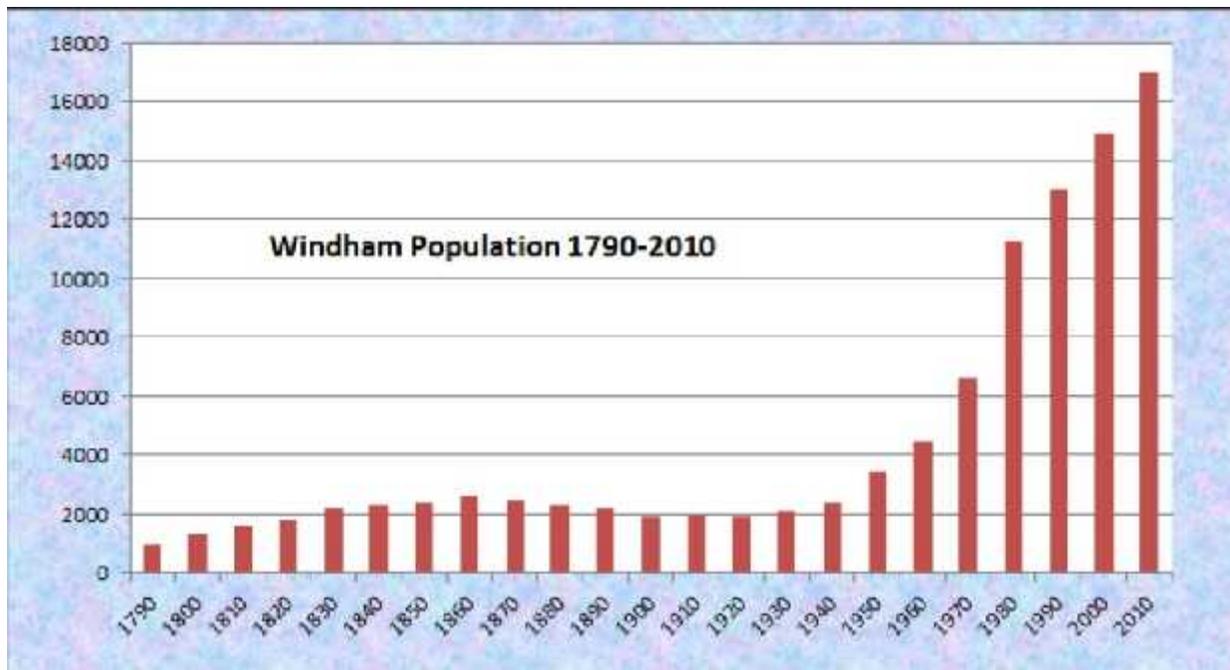


Figure 1. – Windham Population Growth 1790-2010.

Retrieved from <http://maineencyclopedia.com/windham/#>, Date: 3/6/15.

### **Archaeological Resource Inventory**

The Maine Historic Preservation Commission (MHPC) divides archaeological sites into two types. Prehistoric sites are Native American, pre-European contact sites, potentially going back thousands of years. Historic sites are mostly European-American and generally date from about 1600 A.D.

#### ***Prehistoric Archaeological Resources***

There are twenty-seven (27) known prehistoric sites in Windham. At least eleven (11) are considered Significant by the MHPC, meaning they are eligible for listing in the National Register of Historic Places. Map (#) shows the location of these sites. These sites are generally located on the shorelines of Sebago Lake the Presumpscot River. The MHPC states that there has been professional surveys done for prehistoric archeological resources as part of utility and dam relicensing projects, also notes that future professional archaeological surveys would likely reveal additional sites along the Pleasant River, and along the shores of Sebago, Little Sebago, and Highland Lakes, and some of the smaller waterways and ponds in North Windham, as shown on Map 10-1.

#### ***Historic Archaeological Resources***

According to the Maine Historic Preservation Commission, there are seven historic archaeological sites documented in Windham. These sites are:

Site	Periods of Significance	Historic Settlement Area
Province Fort	1744 - 1759	First Settlement Area
Gambo Falls Powder Mill	1819 - 1909	South Windham
F. Harris Farmstead	1800s	n/a
Great Falls School	mid-1800s - late 1900s	Great Falls
Craig Road Farmstead	early 1800s - 1900s	n/a
Hawkes Cemetery	1828 - 1897	Windham Center/Windham Hill
J. Robinson Homestead	late 1800s	n/a

Figure 2 – Historic Archaeological Sites in Windham. *Maine Historic Preservation Commission*

The MHPC states that no professional surveys for historic resources have been conducted to date in Windham, and that any future survey should focus on sites associated with Euro-American settlement of the town in the 18<sup>th</sup> and 19<sup>th</sup> centuries.

### *Historic Buildings & Sites*

There are several buildings and a district that have been identified by the MHPC as being significant as defined as either listed or eligible for listing on the National Register of Historic Places. These are:

Site	NRHP status	Historic Settlement Area
Parson Smith House	Listed	First Settlement Area
Goold Family House	Listed	Windham Center
Maplewood Farm	Listed	First Settlement Area
Great Falls Historic District	Listed	Great Falls
21 Main Street house	Eligible	South Windham
Dundee Hydro Station	Eligible	n/a
Gambo Falls Bridge	Eligible	South Windham

Figure 3 – Windham Locations on the National Register of Historic Places Listed or Eligible for Listing. *Maine Historic Preservation Commission.*

### *Threats to Significant Historic Resources*

One of the most significant threats to the preservation of historic resources is public awareness of the resources themselves. As shown in Figure 1, Windham’s population has increased dramatically in recent decades. Many of these residents have moved to Windham from other communities, states, or other nations. They do not have a connection to the land and places sustained over generations the way many long time Windham residents enjoy. Without fostering a connection to Windham’s past for both newer residents and for younger residents, historic resources are threatened to be lost, and historic properties and buildings may be developed in such a way as to diminish their historic value.

It should also be noted that the location of new development may also pose a threat to historic resources. Map 10-1 shows a large swath of North Windham north of Tandberg Trail (Route 115) and east of Roosevelt Trail (Route 302) as sensitive for prehistoric archaeological resources. Much of this area is also targeted as a growth area.

## **Historical Society Village Green Project**

In May, 2014, the Windham Historical Society received Planning Board approval for the Village Green project in Windham Center. The vision is to build a replica of an 1800s Maine village that will serve as living history center complete with historic buildings owned by the Society today or acquired in the future that will be relocated to the site. The Village Green will provide an immersive educational experience for Windham area students and will host special programming around historic events, such as reenacted Civil War encampments and blacksmithing demonstrations. This property is also envisioned to be a gathering place for community events.

## **Analysis**

### **Historic Patterns of Settlement**

There are five historic settlement areas that were first noted in the 1993 Comprehensive Plan and carried through the 2003 Comprehensive Plan. These areas are:

#### ***First Settlement Area***

This area is the location of the first European settlement in what is now the Town of Windham. This area is generally bounded by the Presumpscot River and River Road and runs from the Town line with the City of Westbrook and Colley Wright Brook, near the Correctional Center. A Provincial Fort was established here to protect the new settlement in 1744, which also housed most of the settlers through the French and Indian War ended in the 1750s. The Parson Smith house, built in 1764 by the community's minister Peter Thatcher Smith, is also located here, and is listed in the National Historic Register.

#### ***South Windham Village***

This area of Windham was settled at the same time as the area in Gorham directly across the Presumpscot River. The Gorham side is still known as Little Falls Village. Despite the municipal boundary, South Windham/Little Falls has always functioned as a single community. The mills at Little Falls and Mallison Falls just down river provided materials for the township, and later products for larger markets. The river has powered grist, lumber, woolen and pulp mills.

#### ***Windham Center/Windham Hill***

Before Route 302 was constructed, Windham Center Road was the main land route between Portland and the lakes and mountains. As a result, development surrounding the corner of Windham Center Road and Gray Road and the Windham Hill area between that intersection and the Windham Center Road and River Road intersection included a tavern/public house for stage coach travelers, two grocery stores and the first town hall. Many historic homes and buildings remain. The oldest existing church in Windham is the Windham Hill Congregational Church, built in 1835.

#### ***Great Falls***

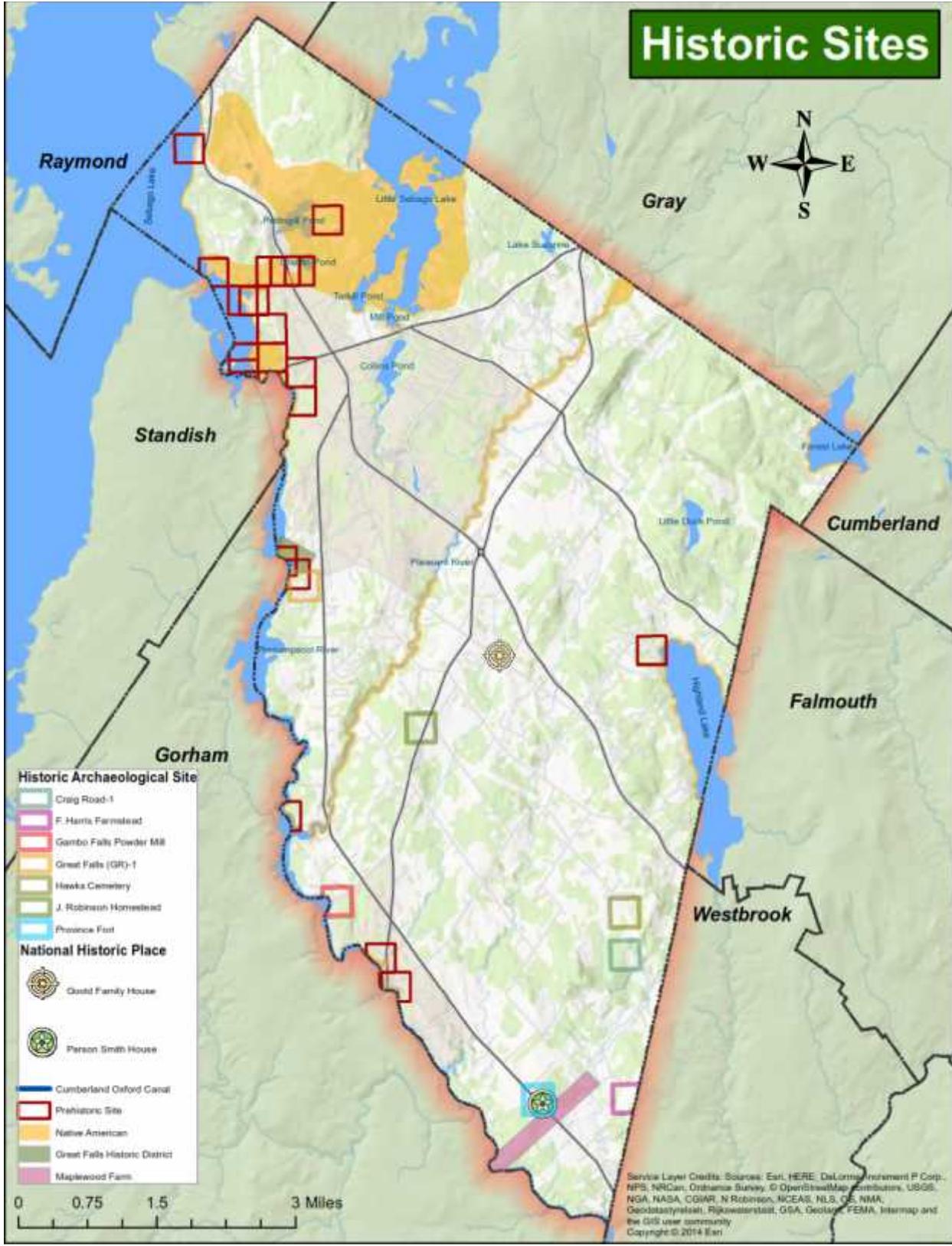
This area is located at the end of Windham Center Road at the outlet end of North Gorham Pond. This is a relatively small geographic area of Town, but it once supported several mills, including a large furniture manufacturing operation, producing on the order of 20,000 chairs

annually in the 1860s, in addition to tables, stands and bedsteads. The mills are gone now, but there are several good examples of period homes on Great Falls Road.

### *Popeville*

Located in the area around the Gray Road and Pope Road intersection, and extending up Pope Road across the Pleasant River, Popeville is another site of early settlement. The first resident of this area of town was Elijah Pope, a Quaker, who built his home and blacksmith shop near the Pleasant River in the late 1760s. Other Quaker families followed, and the Friends Meeting House and the Friends Cemetery at the corner of Gray Road and Pope Road are part of their legacy. The next two generations of Popes ran woolen mills and clothing manufacturing operations on the Pleasant River. It is also interesting to note that several of the homes in Popeville were stops on the Underground Railroad prior to the Civil War.

# Historic Sites



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## **Protective Measures for Historic and Archaeological Resources**

Any local protective measures for historic resources in Town are optional or coordinated through the volunteers at the Historical Society.

The Town adopted an Historic Preservation Ordinance (Chapter 126) in 1989, and an Historic Preservation Commission of five (5) members was appointed. However, the recommendations of the group to establish boundaries of historic districts were not implemented, rendering the ordinance unable to be implemented or enforced.

## **Local Site Plan and Subdivision Regulations**

Projects that require site plan or subdivision review by the Planning Board or Staff Review Committee are required to submit a description of any historic or archaeological resources on the project site, as well as a plan that includes the location of “Other important or unique natural areas and site features, including...historic and/or archaeological resources.” See Land Use Ordinance (Chapter 140) [Section 800 – Site Plan Review](#) and [Section 900 – Subdivision Review](#) for these requirements in context with other submission requirements.

Site Plans are required to be sent to the MHPC when “the plan identifies any areas listed on or eligible to be listed on the National Register of Historic Places.” The subdivision ordinance goes further and states that Major Subdivisions (defined as five (5) or more lots or dwelling units) must be submitted to the MHPC when “all areas within or adjacent to the proposed subdivision which are either listed on or eligible to be listed on the National Register of Historic Places, or have been identified in the comprehensive plan or by the Maine Historic Preservation Commission as sensitive or likely to contain such sites.”

Section 800 includes a performance standard for all projects that states, “If any portion of the site has been identified as containing historic or archaeological resources, the development shall include appropriate measures for protecting these resources, including but not limited to, modification of the proposed design of the site, timing of construction, and limiting the extent of excavation.”

Note that there is no specific requirement for any survey of historical resource requirements if none are known to be on a project site, but only to show the location of known resources.

## **Current state of Windham’s Significant Historic Resources**

The Historical Society maintains an inventory of assessments for historic value on older homes in the community. These assessments are conducted by the volunteer members of the Historical Society as they are requested by individual property owners. The inventory also contains information on old businesses, roads, cemeteries and municipal buildings.

This is a valuable resource, but it is not a comprehensive inventory. There is no comprehensive inventory for Historic Resources in the Town.

## Goals & Suggested Strategies to Implement Goals

### Goal 1: Protect to the greatest extent practicable the significant historic and archaeological resources in the community.

**Strategy 1.a** For known historic archeological sites and areas sensitive to prehistoric archeology, through local land use ordinances require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

Note: Partially Implemented. This requirement is in the ordinance for projects that require Site Plan Review, but not for subdivisions or projects that do not require Planning Board or Staff Review Committee approval.

**Strategy 1.b** Adopt or amend land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.

Note: Partially implemented. The ordinance requires coordination with MHPC when National Register properties are on the project site, or in the case of subdivisions, even adjacent to the project site. However, the mapping provided by the MHPC has not been incorporated into the ordinance for projects that do not involve National Register properties .

**Strategy 1.c** Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources.

Note: Partially implemented. As noted above, the Historical Society has made a good start on this project, but is limited in resources and scope of inventory work. The Historical Society could benefit from Town staff time and mapping support of the Town to advance this project for the most significant historical resources.

### Goal 2: Identify and build public awareness of Windham's most significant historical resources and structures.

**Strategy 2.a** Work with the Windham Historical Society to complete the historic building and site inventory started by the Society.

**Strategy 2.b** Use the mapping provided by the MHPC showing potential prehistoric archeological resources as the basis for a professional survey of the highlighted areas.

**Strategy 2.c** Identify historic resources with signage at the street. According to members of the Historical Society, there were signs installed by the Town to identify between 30-40 historic sites and buildings many decades ago. Over the years, this signage has not been maintained or gone missing for all but a few locations.

**Goal 3: Protect Windham's most significant historic resources and structures.**

***Strategy 3.a*** Work with the Windham Historical Society, land trusts and private property owners to permanently protect significant historic buildings and sites through acquisition or listing in the National Register of Historic Places.

***Strategy 3.b*** Re-establish the Historic Preservation Commission in order to update and implement the Historic Preservation Ordinance.

## Water and Natural Resources

State Goal – *To protect the quality and manage the quantity of the State’s water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal area, and to protect the State’s other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.*

### Conditions & Trends

This chapter provides a comprehensive inventory of Windham’s natural and water resources. Understanding these systems and assets is essential to encouraging both environmentally and economically sustainable land use decisions that insure the enjoyment and protection of these resources for future generations.

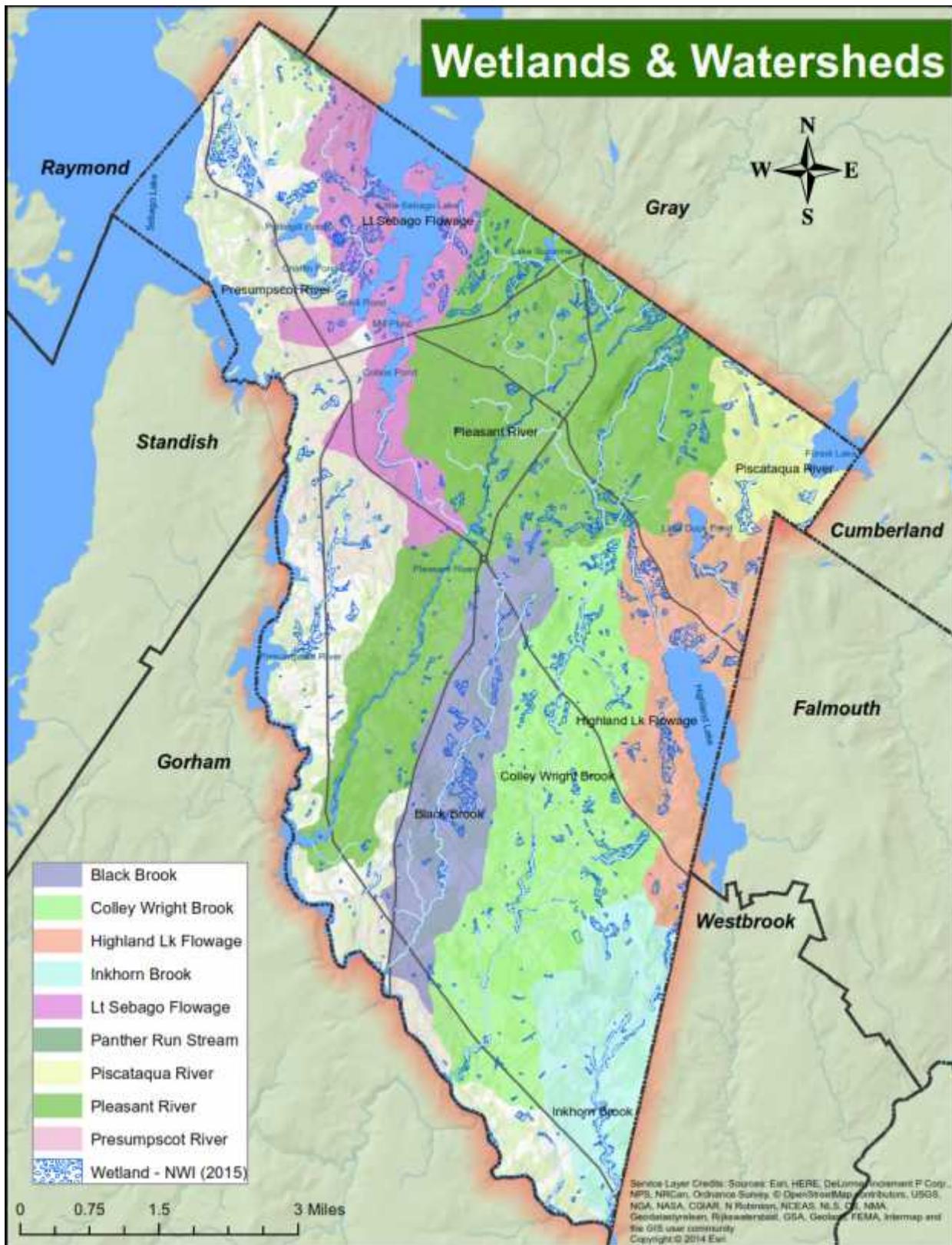
### Watersheds

A watershed is defined generally as an area that drains into a waterway, such as a stream, river, surface water body or aquifer, and is delineated by both natural and man-made features. Watersheds are interconnected such that action taken in one part of a system can affect water quality further downstream in that system.

All of Windham lies within the Casco Bay Watershed, which includes 945 miles and about a quarter of a million people. The town is also comprised of many smaller sub-watersheds associated with its lakes, ponds, wetlands, streams, and rivers. Some of these are located wholly within municipal boundaries and some are shared with neighboring communities. Drilling down further, Windham also lies partially within the Sebago lake watershed, comprised of approximately 300,000 acres (450 square miles) across 23 towns. Sebago Lake is the public water supply for 11 towns within the Greater Portland area including Windham. A map displaying Windham’s watersheds and wetland systems is on the following page.

Many watersheds extend beyond municipal boundaries, so managing water quality efforts on a watershed model often requires regional cooperation to be truly effective. Windham values the quality of life its natural and water resources provide to its residents and visitors and appreciates the responsibility of all towns in the region to protect the water quality of watershed resources. Over the years Windham has actively participated in several regional planning efforts involving neighboring communities and regional entities related to these critical resources. Most recently these efforts have involved cooperation with the Town of Gray for work within the Pleasant River watershed (2012-2013) and the Little Sebago Lake watershed (2014). These cooperative efforts have been initiated and managed by the Cumberland County Soil & Water Conservation District (CCSWCD).

# Wetlands & Watersheds



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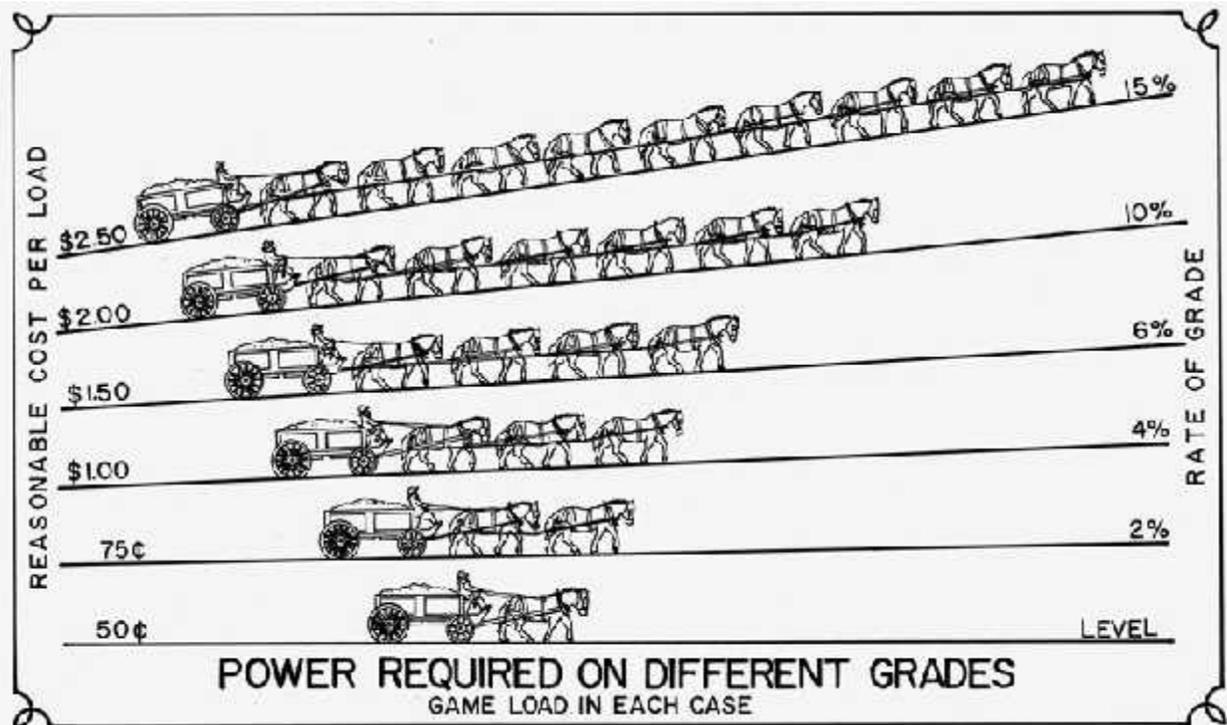
## Topography & Steep Slopes

The topography of a place directly shapes its watersheds and Windham's elevation changes tend to lead water from a northeast to southwest direction, draining towards the Presumpscot River.

The lowest land elevations, below 100 feet above sea level, are found along the Presumpscot near the southern end of town. The highest elevations, measuring between 500-600 feet above sea level are located on Mount Hunger, west of Little Sebago Lake and Atherton Hill, southwest of Forest Lake. Between Mount Hunger and Atherton Hill lies the Pleasant River watershed, which includes the wide drainage area of Little Sebago Lake, Mill Pond, Collins Pond and Ditch Brook, as well as the Pleasant River itself towards the confluence of the Presumpscot.

Very steep slopes are not generally an issue in Windham, with only a few areas where the slope exceeds 15%. However, more moderate slopes between 8% and 15% can also be an issue by creating sediment and nutrient runoff which can threaten water quality in lakes and rivers.

Figure 2 - Chart from the 1800's showing the relatively steepness of various grades. Library of Congress.



Areas of steep slopes measuring 15-25% are located along the western and southeastern shore of Little Sebago lake, and along the southern shore of Forest lake. Areas of more moderate slope measuring between 8- 15% are found in several areas throughout Windham, although commonly adjacent to water bodies. Fortunately, there are only a few areas where slopes exceed 25% and few are located near water bodies. However, of most concern is an area located to the east of Sebago Lake.

In Windham, runoff generated from dense development around the lakes is more of a threat to water quality than runoff resulting from slope. These once seasonal, now year round homes rely on individual

septic systems (many are aging), and have limited access along old gravel roads originally constructed to support seasonal camps.

## Surface Water

### *Lakes and Ponds*

There are six waterbodies classified by the state as “great ponds.” This classification means that the lake or pond is a public resource, owned by the people of Maine. By size, these waterbodies are:

- ) Sebago Lake – approximately 30,000 acres. Shared frontage with Standish, Sebago, Naples, Casco, Raymond and Frye Island.
- ) Little Sebago Lake – 2009 acres. Shared with Gray.
- ) Highland Lake – 640 acres. Shared frontage with Falmouth and Westbrook.
- ) Forest Lake – 198 acres. Shared frontage with Cumberland and Gray.
- ) Collins Pond – 42 acres
- ) Little Duck Pond – 43 acres
- ) Pettingill Pond – 42 acres

### Sebago Lake

As discussed above, although each town must implement and maintain standards on an individual level, coordinating these policies on a regional level is essential in order to insure they are effective. The success of the Sebago Lake Watershed highlights the importance of coordinated regional policies and planning among many communities and organizations.

In 1913, the Maine Legislature recognized Sebago Lake as the water supply for 11 towns within Greater Portland including Windham. To date, the water quality is still considered excellent and requires very little treatment for use as a public water supply. The Portland Water District (PWD) maintains an intake in the Lower Bay, upstream from Windham’s lake frontage. PWD maintains a 3000ft. “no trespassing zone”, and a two mile no contact zone, as well as almost 2500 acres of conservation land adjacent to the intake in the lower bay area.

Of the 23 towns in the Sebago Lake Watershed, only Standish, Sebago, Naples, Casco, Raymond, Frye Island, and Windham have frontage along the Lake, and therefore development in these communities has the potential to directly impact Sebago’s water quality. Windham maintains 1900 acres of land in the Sebago Lake Watershed. Only the very northern part of North Windham is within the lake’s watershed. The small watersheds of Hyde Brook, Outlet Brook flowing out of Chaffin Pond and two other unnamed tributaries drain into the Lake..

### Smaller Lakes

Highland Lake, Forest Lake and Little Sebago lakes are considered Great Ponds (larger than 10 acres) and are shared with several towns. All three lakes are the focus of regional watershed planning efforts managed by Cumberland County Soil and Water District (CCSWCD). The purpose of these projects is to significantly reduce soil erosion and polluted runoff sources, foster long-term stewardship, and

ultimately improve water quality. As part of these efforts, CCSWD offers free technical assistance to landowners, towns and private road associations in order to address erosion problems.

Highland Lake is a 623-acre lake located in the municipalities of Falmouth, Windham, and Westbrook. The watershed area is 8.5 square miles with a maximum depth is approximately 67 feet. It has undergone periodic water quality monitoring since the mid-1970s, conducted by volunteers at the Highland Lake Association (HLA), and with assistance from CCSWCD. In 1999, these groups conducted the Highland Lake Watershed Survey and Implementation Plan. The plan identified that oxygen levels in the lake had been declining since 1978 due to increases in algae, phosphorous, and sedimentation associated with increased sprawling development and individual septic systems. Although no issues were identified with 98% of the systems surveyed, the report indicated that the reliance on individual septic systems was not sustainable and would eventually become a major threat to water quality. 30% of the septic systems surveyed were approaching the end of their lifespan. Following this effort, a watershed management plan was developed for the Lake outlining specific goals and implementation strategies focused on reducing existing and potential non-point sources of pollution over a 10-15 year period.

### *Rivers and Streams*

The Presumpscot River runs almost 26 miles from Sebago Lake Basin to Casco Bay. Six communities have frontage on this river. The river has had several dams over the years in different areas along the Windham/Gorham line for power generation resulting in the creation of several newer water bodies including Sebago lake Basin, North Gorham Pond, and Dundee Pond. In 2003, the Casco Bay Estuary Partnership (CBEP) assembled a broad group of stakeholders including all five municipalities and facilitated the development of a plan for the Presumpscot River. Several businesses, including SAPPI Fine Paper (formerly S. D. Warren Company), located in Westbrook and owner of seven of the dams on the river, participated on the steering committee for the Plan.

The Pleasant River, which includes Ditch Brook, an outlet from Little Sebago Lake, is the town's largest sub-watershed area. However, much of the contributing flow into Pleasant River comes from neighboring Gray. Unfortunately, the Pleasant River does not currently meet the Maine DEP's criteria for a Class B river as it is considered to be impaired due to high bacteria counts, and low levels of dissolved oxygen. In response to this issue, MaineDEP has required the creation of a watershed-based management plan outlining the steps needed for the Pleasant River to improve its water quality to acceptable levels. The EPA also requires such a plan prior to releasing any federal funds for clean-up. In the spring and summer of 2008, a watershed survey that focused on polluted runoff was conducted throughout the Pleasant River Watershed. Results from the 2008 Watershed Survey identified 95 non-point sources (NPS) of pollution. Most of the sites documented were associated with town roads (35%), private roads (15%) and residential areas (13%). Other NPS sites documented included state roads, agriculture sites, businesses/commercial properties, trails/paths or boat access, and construction sites. In 2011, the Pleasant River Watershed Management Plan was developed through a grant from the Casco Bay Estuary Partnership (CBEP). The report identifies polluted runoff as the greatest potential threat to water quality in the Pleasant River.

### *Groundwater/ Aquifer Resources*

Groundwater is water found below ground in soil and rock formations. Groundwater occurring in sufficient quantities to supply a well is called an aquifer. The state has mapped “high yield aquifers” that are significant because of the amount of water they contain and the amount of water that can be extracted from these formations. The highest concentration of high yield aquifers is located around Little Sebago Lake, extending toward Sebago Lake and the Presumpscot River. This area is the largest mapped high yield aquifer in southern Maine. Other smaller areas have been identified around Windham Center, River Road, and Forest Lake. Only the aquifer adjacent to Little Sebago Lake has the capacity to yield more than 50 gallons per minute.

## **Analysis**

### **Water Quality and Protection**

#### *Point Source Pollutants*

Point source pollutants can be traced to one location, or point, such as a factory or treatment plant. The Windham School Wastewater Treatment Facility currently has a permit for a point-source discharge on the main stem of the Pleasant River about a half mile downstream from the Windham Center Road crossing. Since 2000, this treatment facility has experienced sporadic non-compliance of Total Suspended Solids (TSS) and Biological Oxygen Demand (BOD). MEDEP is currently working with the treatment facility to develop solutions to reduce the number of non-compliance violations. The Town of Windham has also considered a wastewater sewer system for the North Windham business district to which this School Treatment Facility could connect.

#### *Non-point sources*

Unlike pollution from industrial and sewage treatment plants, nonpoint pollution sources do not originate from a centralized source. Rainfall or snowmelt travels over and through the ground, bringing with it natural and human-made pollutants, with the potential of depositing them into lakes, rivers, wetlands, streams and other waterbodies. In Windham, a large amount of this pollution comes from stormwater runoff associated with the improper construction and maintenance of old gravel camp roads. Proper maintenance of these roads helps prevent this form of pollution. Phosphorous is the prime nutrient carried by these eroded sediments.

In Windham, runoff generated from densely settled seasonal housing around the lake is recognized as a potential threat to water quality. These once seasonal, now year round homes rely on individual septic systems (many are aging), and have limited access along old gravel roads originally constructed to support seasonal camps.

Windham relies on septic systems to provide treatment for its residential and commercial wastewater. If properly designed and maintained these systems can provide an effective long term treatment of nitrates, phosphorus, and pathogens for in wastewater. Unfortunately, these systems can suffer from a lack of maintenance that results in failure and ultimately threatens water resources. In response to this risk, the Town contracted with Woodard & Curran in March 2010 to provide an update to its 2003 Wastewater Facilities Plan. The study recommended collecting and transporting wastewater generated

in North Windham and treating and disposing it at the Westbrook-Gorham Regional Water Pollution Control Facility (WGRWPCF) owned and operated by the Portland Water District. This treatment concept was endorsed by the Windham Town Council and at their direction the consultant developed a design of the collection and transport system and budget for increasing the capacity of the treatment facility. The upgrades to the WGRWPCF were sized to treat roughly 700,000 gallons per day of wastewater from the first phase of the project. The Phase 1 Capital Cost Estimate for this project was estimated at \$67.8M with an annual additional operation and maintenance budget at \$460,000. The project was overwhelmingly voted down by residents, 6,513 to 2,036, in 2012.

The issues that prompted the renewed look at how to treat wastewater in North Windham – environmental concerns, economic development and community development goals – did not go away after the vote.

### **Wildlife and Plant Habitats**

The type, location and scale of development can have a significant effect on wildlife habitat. Larger natural areas or corridors are often broken up as a result of development patterns. Documenting and protecting these natural resources is essential to maintaining their abundance and diversity, and to insuring natural places play an important role in our communities.

Maine Department of Inland Fisheries and Wildlife (IF&W) has identified various habitats in Windham as *Threatened, Endangered, or Species of Special Concern*. Brook Floater, a freshwater mussel has been identified as a threatened species throughout Windham. New England Cottontail, and the Great Blue Heron were also identified as a species of special concern. In the northern segment of Windham, several plant habitats have been identified as *Natural Communities* including Pine Pitch Bog, Red Maple Swamp. A summary of each data set is outlined below along with a map of the habitat for these species provided by IF& W.

### **Deer Wintering Areas**

Deer wintering areas have been identified west of Lake Suzanne, along the northern portion of Route 115 east of Hunger Bay. Areas have also been identified east of Ditch Brook, southeast of the North Windham commercial area, and northeast of Little Duck Pond, west of Forest Lake and the Gray/Cumberland boarder.

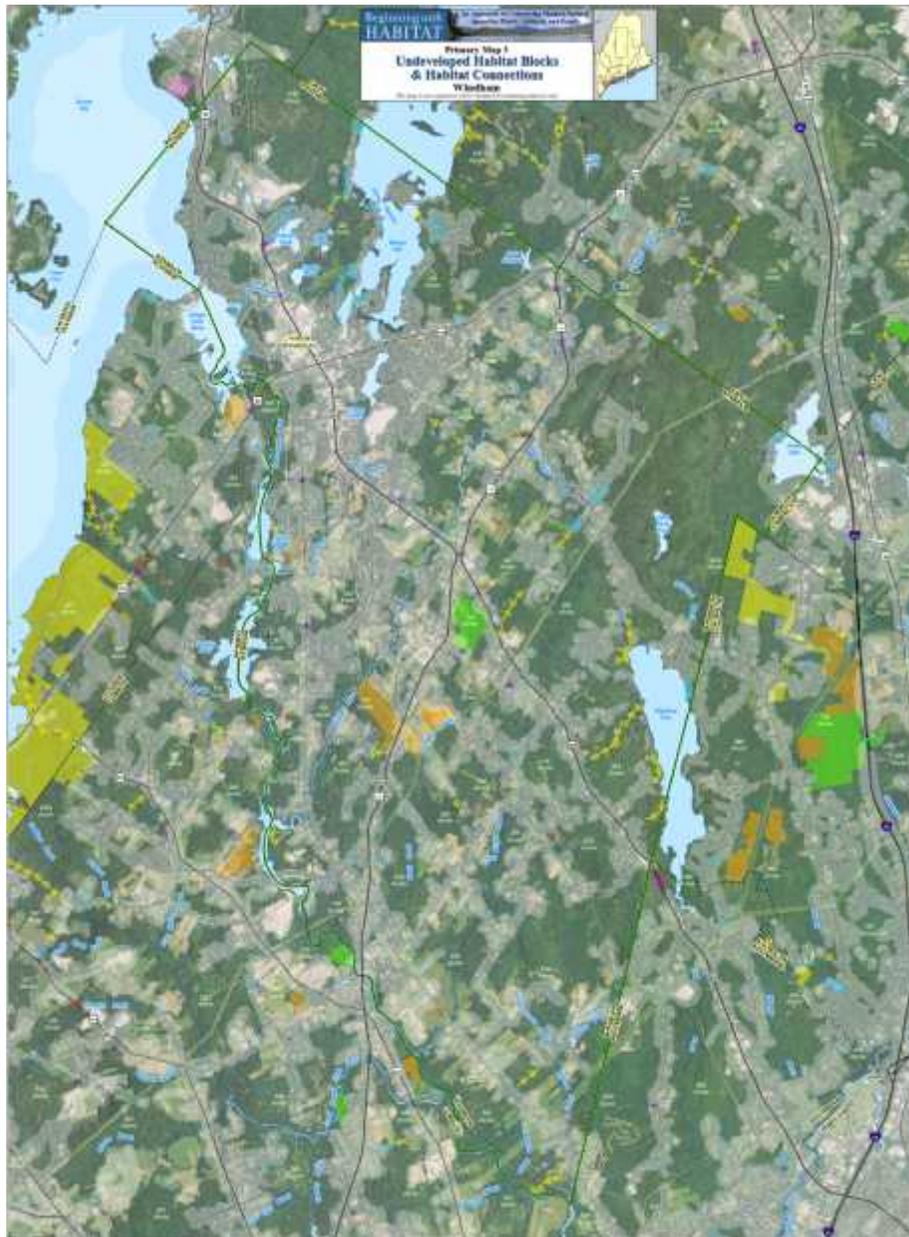
### **Waterfowl and Wading Birds**

Several areas of waterfowl and wading bird habitats have been identified around the Highland Lake area of Windham, as well as the northwest tip of Windham between the Sebago and Little Sebago Lakes.



### ***Large undeveloped habitat blocks***

Contiguous unbroken habitat blocks are essential to fostering healthy wildlife habitats. Wildlife requires blocks ranging from 50 acres (for some grassland birds) up to 5000 acres (black Bears), depending on the species. In general, Windham has a fragmented network of habitat blocks separated by encroaching development and roads. However, Windham currently several significant habitat blocks, generally located in the quadrant of East Windham, bounded by Routes 202 and 302 to the west and extending through the Little Duck Pond and Forest Lake areas into Gray. Maintaining this network of habitat blocks should be an important consideration in managing the town's land uses and future development. These habitat blocks are shown on the map below.



## **Wetlands**

Wetlands include swamps, marshes, bogs and other similar areas and support a variety of species such as frogs, salamanders, turtles, fish, insects, birds, deer and moose for food, shelter and/or breeding habitat. They are not only critical to supporting many species of plants, animals and insects but they also reduce the impacts or risk of flooding, slowing down and absorbing water heading inland to our communities.

The Maine Department of Environmental Protection, through its authority under the national Resources Protection Act (Title 38, Section 480-A), regulates activities in “wetlands of significance.” The rules govern activities in or adjacent to coastal wetlands, freshwater wetlands (including wetlands associated with great ponds or wetlands that are in the floodplain of any river, stream, or brook). Wetlands are located throughout Windham with the most concentration existing along the far northern area bordering Gray and Raymond, and on the southern tip of Highland lake. The map at the beginning of this section shows wetland mapped in the National Wetland Inventory.

Vernal Pools are a specific type of smaller wetland that usually only stays wet for part of the year, typically drying out in the summer months. Vernal Pools provide habitat for many species on a seasonal basis, usually filling with water from melting snow and rain in the springtime. Although they most likely exist in Windham, they have yet to be mapped comprehensively.

## **Scenic Resources**

As noted in the Values and Vision Statement in this Plan, Windham is a beautiful place. There are many special views from public roads and places that epitomize the rural character that long-time residents love and attract new residents, too. Specific examples, like the Covered Bridge, and more general areas like the open fields on Route 202 between the rotary and Gray have been called out in past comprehensive plans. No work has been done yet to identify or prioritize specific properties that have the most value and meaning to the public, though. Such a task would provide important guidance to the Windham Land Trust and the Town Council when setting conservation priorities in the future.

## **Regulatory Protection**

Windham’s regularly framework is strong and supports its commitment to the protection of its natural and water resources. The Town of Windham had adopted Shoreland Zoning protection that has been deemed consistent with state’s mandatory shoreland requirements. The town also has adopted a Surface Water Protection Ordinance, Chapter 142 of its Land Use Ordinance. Originally adopted in 2002, this ordinance expands erosion and sedimentation control measures to encompass all of the Town’s watersheds. Additionally, both Windham’s subdivision and site plan review standards require an erosion control plan that adheres to the requirements outlines in these guideline.

The Town of Windham has adopted a floodplain ordinance consistent with the Federal Emergency Management Agency (FEMA) flood management codes used to assess and manage floodplains, and requires a permit for any development proposed in these areas. FEMA maintains detailed maps of all 100-year flood plains throughout the country (a 100-year floodplain is a designated area that has a one percent chance of being flooded in any given year). In 2004, FEMA began a project to update the

floodplain maps for Cumberland County. To date, the final maps have not been introduced, though they are expected to be adopted in the coming year.

Much of the Town is within the urbanized area defined by the EPA for compliance with Municipal Storm Sewer System (MS4) regulations. This program makes certain that the Town's operations meet federal standards for the quality of the water that runs off Town property and requires new private development of over an acre in size to inspect and report on the maintenance status of all stormwater infrastructure on an annual basis. These reports must detail the condition of ditches, storm drains, detention ponds, stormwater filters and any other ways to handle water that runs off the site. These inspections are meant to ensure that projects in Windham are not just built properly, but function as they were designed over time. Compliance with stormwater requirements is being coordinated across many departments by a Stormwater Coordinator. This staff position was created in 2016 and is a shared resource with the Town of Gorham.

In addition to regulatory protections, the Public Works staff attends regular state trainings related to best practices in road construction and maintenance activities.

## **Goals and Suggested Strategies to implement Goals**

**Goal 1: To protect current and potential drinking water sources**

**Goal 2: To protect significant surface water resources from pollution and improve water quality where needed.**

**Goal 3: To protect water resources in growth areas while promoting more intensive development in those areas.**

**Goal 4: To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.**

**Goal 5: To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.**

**Goal 6: To conserve critical natural resources in the community.**

**Goal 7: To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.**

*Strategy 7.a* Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with:

- i) Maine Stormwater Management Law and Maine Stormwater Regulations (Title 38 MSRA 420-D and 06-096 CMR 500 and 502).
- ii) MaineDEP allocations for allowable levels of phosphorous in Lake/Pond watersheds.

iii) Maine Pollution Discharge Elimination System Stormwater Program

**Strategy 7.b** Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.

**Strategy 7.c** Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.

**Strategy 7.d** Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.

**Strategy 7.e** Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.

**Strategy 7.f** Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.

**Strategy 7.g** Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.

**Strategy 7.h** Provide educational materials at appropriate locations regarding aquatic invasive species.

**Strategy 7.i** Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.

**Strategy 7.j** Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.

**Strategy 7.k** Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

**Strategy 7.l** Through local land use ordinances, require the planning board (or other designated review authority) to include as part of the review process, consideration of pertinent BWH maps and information regarding critical natural resources.

**Strategy 7.m** Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.

**Strategy 7.n** Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.

**Strategy 7.o** Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.

## **Agriculture & Forest Resources**

State Goal: To safeguard the State's agricultural and forest resources from development which threatens those resources.

### **Conditions & Trends**

One of the most strongly held values held by Windham residents based on how often comments were made in the Community Survey and the Visioning Forums was that open fields, forested land and working farms are important to Windham residents. These places are important for their scenic, recreational and quality of life values, but also for the connections they provide to Windham's rural roots and heritage. Protecting the most important of these places should be high on the list of priorities that come out of this planning effort.

### **Employment in Agriculture and Forestry Sectors**

It is difficult to get an exact number of people employed in the Agriculture and Forestry sectors for several reasons, including the fact that there are many different scales of agricultural or forestry operations. According to the 2011 numbers from the Maine Labor Statistics there are 14 residents employed in the agricultural and forestry sector.

### **State of Maine "Current Use" Property Tax Laws**

State law allows for property tax breaks based on the current use of a property rather than looking at the potential fully maximized valuation of a property based on its potential for development. These programs exist to assist and incentivize property owners to keep their land open and productive.

### ***Farms & Farmland***

There are 2,100 acres enrolled in the Farmland Tax program as of the 2014 tax report for Windham. Of this number, there are 811 acres of pasture and 241 acres of cropland. The remaining 1,014 acres are farm Woodland.

### ***Tree Growth***

The Tree Growth Tax program provides tax breaks for working woodlots. These properties are managed for timber production and as such are required to have a forestry management plan. As of 2014, there were a total of 2,940 acres enrolled in this program.

### ***Open Space***

Open Space tax programs are available for anyone who is not involved in farming or interested in managing an active woodlot. Property tax breaks could be reduced as much as 95% of the standard tax rate, depending on the level of protection and the amount of development on the property. There are 402 acres of land enrolled in the open space tax program in Windham.

## **Community Activities**

### ***Farm Stands***

There are two well-known farm stands in the community. The first is the Hawkes Farm Stand on Route 302 near Nash Road and the second is Windy Hill Farm Stand on River Road.

The Hawkes Farm Stand has been in operation since 1932 and has provided a location for residents and visitors to purchase fresh local produce, especially sweet corn, since then.

Windy Hill Farm Stand is owned and operated by the Winships, a family of farmers on the River Road going back generations. This farm stand sells a variety of produce in season, but also features beef right from the farm.

### ***Farmers Market***

The Town of Windham hosted the Lakes Region Farmers Market until about 2012. There has been no farmers market in Town since that time. Staff at Saint Joseph's College in Standish began looking at what it would take to reestablish a market in Windham that would not only provide access to local, fresh and healthy foods, but would serve as another venue for building a stronger sense of community.

### ***Community Garden***

The Windham Community Garden is located on Gray Road, on the Town owned property that is also host to the Public Safety Building and the Skate Park. The garden was established in 2010. A small greenhouse was built in 2014, and a second garden shed was added when the garden expanded in 2015. For a small annual fee, members of the garden rent 10-foot by 20-foot plots for their own gardens, but also participate in growing food in the community plots. Food from the community plots and extra food from individual plots are donated to the Windham Food Pantry.

### ***Community Supported Agriculture***

There are thirty (30) Community Supported Agriculture (CSA) operations in Cumberland County, but none of these are located in the Town of Windham. CSAs are operations where members buy a share of the farm's production over the course of a year. This model for small local agriculture works because shares are purchased in the winter and early spring when the farmers need funding for the upcoming growing season and shareholders are pre-paying for an assortment of produce that is received as it is ready throughout the summer and fall. CSAs may include "pick your own" fruit or vegetable options. In addition to having a guaranteed source of income on the front end of each growing season, the farmer benefits from sharing the risks of farming with the shareholders. Shareholders understand that there will be good years when they receive a lot of many types of vegetables, along with years where some of the crops don't do as well.

The Maine Association of Organic Farmers (MOFGA) maintains a website listing CSAs by county. To view this website, [click here](#). In addition to the farms on that list, St. Joseph's College runs a CSA out of the College farm on Whites Bridge Road in Standish.

### ***Community Forestry – Lowell Preserve***

The Town of Windham has been working with a local forester on forestry operations for the Lowell Preserve property on the Falmouth Road in East Windham. This 308-acre property is almost completely forested, and a forestry plan dated July 1, 2011, was adopted by the Town Council that year. The Plan suggested cutting annually for 4-5 years, in order to meet several goals, including:

- ) Maintaining the land as a recreational trail property

- preservation of aesthetics and natural qualities of the property
- ) Maintaining deer habitat including
  - patches of deer forage and fruit and nut trees
  - dense softwood cover for winter habitat
- ) Grow and harvest high quality large diameter trees

Cutting operations were carried out in accordance with that plan in the winter of 2013. It should be noted that this is the first known commercial-scale cut of a municipal property. As such it was somewhat controversial with neighbors and users of the Preserve property. A follow-up cutting operation in a second part of the Preserve was not carried out in the winter of 2014 as recommended by the Plan.

## Analysis

Though small in number, the impact of Windham’s farms on the quality of life in Windham is large. Working farms are not only a connection to Windham’s rural past, but are high on the list of what makes Windham an attractive place to live. Residents identified “rural character and open space” among the top advantages to living in Windham, as part of the community survey conducted in October and November 2014. This advantage was just behind “favorable quality of life.” There is no doubt that working farms and the associated open farmland contribute significantly to Windham’s rural character and quality of life, which are valuable to current and future residents and visitors.

As part of the visioning and public input process for this comprehensive plan update, the Review Team reached out to members of the agricultural community. This group of community members identified several areas where the Town could assist farmers in their efforts to earn a living and keep farmland productive. See the Policies and Strategies section below.

## Current Steps to protect Farming and Forestry in Windham

### Regulatory

Through the Town’s Subdivision Review ordinance, landowners may opt to develop a cluster subdivision in any area in Town zoned for residential use. In exchange for lower infrastructure costs and potential density bonuses, developers agree to set aside 50% of the developable land on the property as common open space. In higher density zoning districts, this may provide space for smaller open spaces that might provide for local playgrounds, open spaces, or community gardening. In the more rural parts of Town, land set aside as part of cluster developments can serve as a recreational asset for the community, preserve wildlife habitat, and preserve rural characteristics of that portion of town.

Note that the provision of open space through the cluster subdivision standards is predicated on development that goes through the subdivision process, and it is up to the discretion of the property owner or developer to follow the regular subdivision standards or the cluster subdivision standards. Additionally, there is no guarantee as to the size or suitability of the land for agricultural or forestry purposes.

### ***Non-regulatory***

There are no non-regulatory approaches to protecting productive agricultural or forestry lands. This is similar to the issue identified with the lack of proactive identification and protection of lands that are suitable for future parks, recreation areas, or playing field facilities.

### **Community Support for Local Agriculture and Forestry**

As noted above in this chapter and in several other places in this Plan, working farms and forested lands, as well as open spaces, are one of the hallmarks of how Windham residents see their Town, and are highly valued throughout all sectors of the community. These components of the landscape have been identified as deserving of protection since Windham's 1985 Comprehensive Plan thirty years ago. The 1985 plan did also recognize the counterpoint that these farms and forests and open spaces are almost entirely private properties, and owned by people who have their own needs, ideas and visions for the future of their lands. The need for balancing private ownership rights with public values is as relevant now as it was then. What has changed, perhaps, is the increasing public value on these lands that have remained undeveloped over the years.

As development pressure continues to build on the owners of large undeveloped tracts of land in the community and it becomes more difficult to pass farms down from generation to generation, Windham will continue to see housing appear where there were once open pasture lands or working forest lands. As noted in the Recreation, Parks & Open Space Chapter, the Town should take a more proactive approach to identifying and permanently protecting the most important farms and woodlands. The Town has long relied on market forces or generous gifts on the behalf of landowners to preserve scenic vistas and open space for the community. The reality is that unless measures are put in place for the permanent protection of individual properties, that land is just waiting to be developed.

### **The Clark Farm Story**

The Clark Farm, located on Swett Road, is a prime example of an iconic property that continues to face development pressures. Larry and Ann Clark owned over 550 acres of land that had been in the family for generations. Over the course of several years starting in the late 1990s and early 2000s, the Clarks began selling house lots around the edges of their properties with frontage on existing roads. In 2008, a framework for a deal that would conserve the entire property as open space and working farmland was assembled in partnership with Maine Farmland Trust, the Trust for Public Land, the Land for Maine's Future program and the Windham Land Trust. This coalition of groups, along with the Clarks approached the Town with a request for \$1 million dollars in matching funds that went to referendum. The request was narrowly defeated by the voters that November. A conservation project went forward for a large portion of the property, but the Clark home and about 250 acres on Swett Road were not part of that deal. The Clark home and 10 acres are under contract as of the drafting of this chapter, with an additional 170 acres going on the market soon. Residential development of this property is likely to result in the loss of a scenic farmstead in the heart of rural Windham that would have ranked high on almost any measure of prioritization of farm and forest land.

## Goals and Suggested Strategies to Implement Goals

### Goal 1: To safeguard lands identified as prime farmland or capable of supporting commercial forestry.

**Strategy 1.a** Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.

**Strategy 1.b** Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.

**Strategy 1.c** Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable.

**Strategy 1.d** Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.

**Strategy 1.e** Create an Open Space Plan for the Town that identifies the most important working farms forest lands in Windham. Properties identified should be targeted for preservation of productive capacity.

### Goal 2: To support farming and forestry and encourage their economic viability.

**Strategy 2.a** Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.

**Strategy 2.b** Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.

### Goal 3: To establish programs that incentivize keeping farms and forest lands in production.

**Strategy 3.a.** Create a program that is funded annually to create and build-up a source of funding for the purchase of development rights or of land as opportunities present themselves to the community. This fund could be used as matching funds when working grant money or funding sources from other organizations.

**Strategy 3.b** Encourage owners of productive farm and forest land to enroll in the current us taxation program.

# Population & Demographics

## Conditions and Trends

When looking at trends in the total number of people living in Windham (population) and at the characteristics of the people who live here by factors such as age, income and education levels (demographics), it is useful to compare both how Windham has changed over time as well as to compare Windham to a group of similar or neighboring communities.

This chapter relies heavily on state and federal numbers provided by the state to communities as they start the comprehensive planning process. The state has provided data for Windham, but in many categories, the data also includes numbers for the neighboring communities of Gorham, Falmouth, Cumberland, Gray, Raymond, and Standish, and Cumberland County overall for comparison purposes.

## Population & Rate of Growth

At the 2010 census, Windham’s total population was 17,001 people. The 2010 numbers place Windham as the 13<sup>th</sup> largest municipality in Maine, between the neighboring communities of Westbrook (17,494) and Gorham (16,381). See Table 1, below, for a population comparison for Windham and neighboring communities.

Rate of growth can be measured several ways. Based on both the total increase in population between 2000 and 2010 and the rate of growth that increase represents, Windham is the second fastest growing large municipality in Maine. Windham’s population grew from 14,904 to 17,001, an increase of 2,097 residents. This was the second highest total increase of any municipality in Maine, behind only Gorham, which increased by 2,240 residents. Based on the percentage change this growth represents, Windham’s growth rate during this period was 14.1%, and Gorham’s was 15.8%. These growth rates are the two highest rates in the state for communities over 10,000 residents. Table 1 shows a comparison of growth rates for Windham and neighboring communities. For reference, the growth rates for Cumberland County and the State were 6% and 4% respectively for the same time period.

Table 1 - Population & Growth Rates, Windham & Neighboring Communities

Town	2014 population (estimate)	2010 population	Change from 2000	Growth Rate	2000 population
Westbrook	17,886	17,494	1,352	8.4%	16,142
<b>Windham</b>	<b>17,589</b>	<b>17,001</b>	<b>2,097</b>	<b>14.1%</b>	<b>14,904</b>
Gorham	17,024	16,381	2,240	15.8%	14,141
Standish	10,020	9,874	589	6.3%	9,285
Gray	7,962	7,761	941	13.8%	6,820
Cumberland	7,550	7,211	52	0.7%	7,159
Raymond	4,501	4,436	137	3.2%	4,299

## Age Distribution

Median age can add more detail to a population description. The median age is the age where half of residents and half of residents are older. According to the US Census, the median age of Windham residents in 2010 was 39.9 years old, compared to the State's median age of 43.0, indicating that Windham residents are on the younger side of the population profile for the state. However, over time, just as Windham's population has steadily grown over the last several decades, Windham residents have steadily grown older during that time.

Table 2 - Median Age of Windham Residents (US Census)

2010	2000	1990	1980
39.9	36.5	32.8	28.2

Examining the age distribution changes of Windham's population between the census years of 2000 and 2010 provides an additional level of information regarding the story of Windham's growth. Figure 1, below, graphs the population groupings for the years 2000 and 2010. Trend lines have been added for clarity. The peaks of the trend lines show that the age groups with the most numbers has moved to the right, indicating an aging population, and supporting the median age calculations presented above. A closer examination of the graph indicates two key findings; there is a population shift among older residents and the growth in Windham's population is being driven by younger residents.

### Population Shift – Ages 40 and up

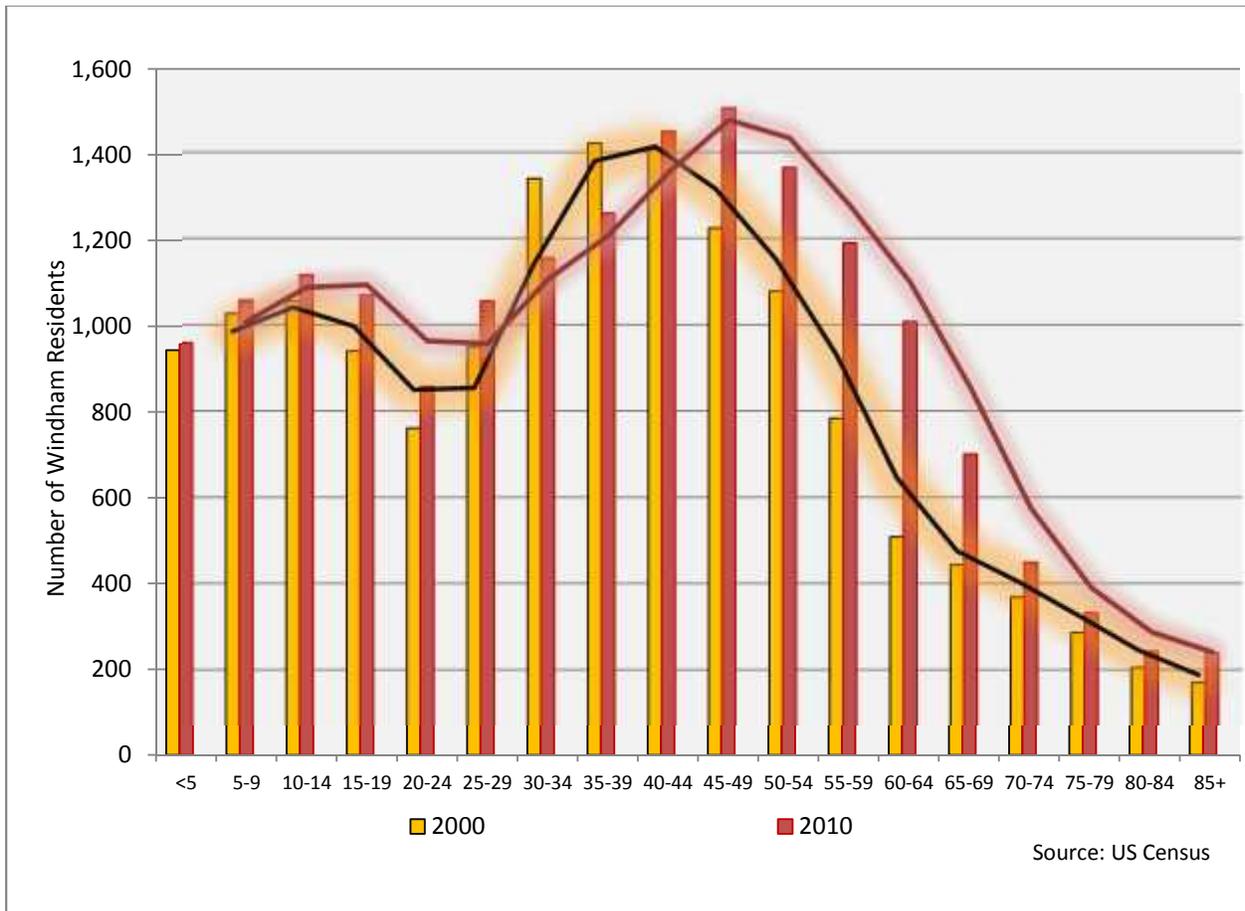
Look at the population for the age 40-44 group for the year 2000. Ten years later the people in this group are ten years older, and represented in the age 50-55 group. Note that the numbers in both of these groups is nearly the same, and that this pattern carries for all the age groups after. This is represented by parallel trend lines for these age groups from 2000 to 2010. One can infer that there has been little growth or decline for these age groups over the ten year period. In other words, for the most part it seems that the people who were age 40 or over in 2000 were still here in 2010, just 10 years older.

### Population Growth – Ages 20-39

Remember that the total population of Windham grew by 2,097 people between 2000 and 2010. Looking again at Figure 1, one can see that a majority of the growth can be explained by growth in the age groups for 20 to 39 year olds. Using the same 10 year comparisons for the 20-24, 25-29, 30-34, 35-39 age groups it is apparent that there is a net "in-migration" into Windham for people of these ages. This is indicated by trend lines that cross, meaning the age groups in 2010 are changing at a different rate than would be expected if there had been a pure population shift as noted above for the Age 40-plus population.

Also note that there was relatively strong growth in school age children. In particular, there are many more children in the age 10-14 age group for 2010 than would be expected without this growth based on the number of children under age 5 in 2000. This is likely a secondary effect of the increase in 20-39 year olds. They are moving to Windham with young families or starting families once in town.

Figure 3 - Windham Population Distribution, 2000 & 2010



### Household Size and Type

A household is defined by the Census Bureau as all the people who occupy a housing unit. The average household size is a measure of the number of people per housing unit in a community. The average household size in Windham has held steady between the years 2000 and 2010 after dropping for decades. This is likely the results of a relative balance between an increase in families with school age children with an increase in “empty nester” households (children who used to live in the house have grown up and moved) and older people living alone.

Table 3 - Population and Household Size

	2010	2000	1990	1980
<b>Total Population</b>	17,001	14,904	13,020	11,282
<b>Total Households</b>	6,383	5,522	4,521	3,578
<b>Household Size</b>	2.54	2.58	2.73	2.97

There are two main categories of households. Family households are defined as groups of two or more people living together related by marriage, birth, or adoption, as well as any non-related people living in

the dwelling. Non-family households are defined as people living alone, or one or more people living together who are unrelated.

### Income & Education

Median household income level is a rough measure of what a “normal” household’s income is, as half the households will have an income below that number and half will have an income above that number. Median household incomes are used for these comparisons since they are not subject to being skewed by a number of very low or very high household incomes as is the case when using averages.

**Table 4 - Median Household Income, Windham & Neighboring Communities**

	<b>2014 (estimate)</b>	<b>+/-</b>	<b>2010</b>	<b>2000</b>
<b>Maine</b>	\$48,804	\$481	\$46,541	\$37,240
<b>Cumberland County</b>	\$59,560	\$1,367	\$55,658	\$44,048
<b>Windham</b>	<b>\$66,307</b>	<b>\$3,029</b>	<b>\$57,302</b>	<b>\$46,526</b>
<b>Gray</b>	\$65,784	\$9,652	\$62,664	\$50,107
<b>Raymond</b>	\$67,224	\$12,309	\$64,444	\$52,224
<b>Standish</b>	\$62,018	\$7,767	\$64,797	\$50,278
<b>Gorham</b>	\$74,563	\$6,556	\$70,786	\$50,316
<b>Falmouth</b>	\$99,324	\$6,718	\$87,455	\$66,855
<b>Westbrook</b>	\$45,041	\$3,932	\$43,588	\$37,837
<b>Cumberland</b>	\$102,300	\$13,957	\$85,838	\$67,556

Going back to 1980, Windham’s household median income has consistently been higher than Cumberland County’s household median income. The difference has ranged from a high of \$5,064 in 1990 to a low of \$1,644, which is the narrowest gap in that timeframe. Windham’s median household income is the lower than any of its neighboring communities, and is not rising as quickly as the County’s or those of its neighboring communities.

The number of Windham residents with high school degrees or higher and Bachelor’s degrees or higher are on par with Cumberland County rates for degree attainment. The range of neighboring communities’ rates of attainment for Bachelor’s degrees or higher is quite large, from a low of 24% in Standish to a high of 62% in Falmouth. See Table 5, below.

Table 5 - Rates of Degree Attainment for Windham & Neighboring Communities

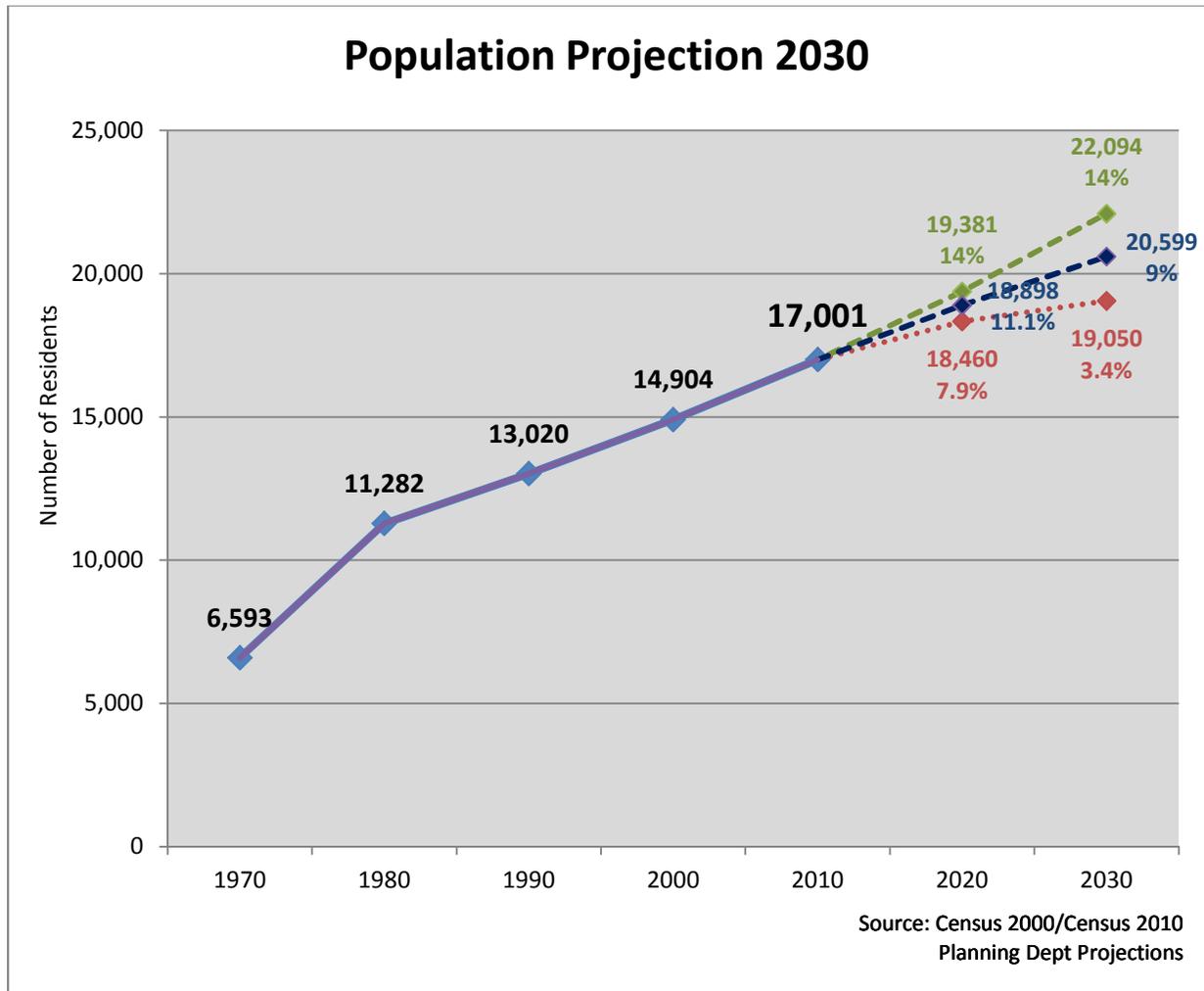
	High School Graduate or higher	Bachelor's Degree or higher
Standish	94%	24%
<b>Windham</b>	<b>92%</b>	<b>26%</b>
Gray	96%	26%
Raymond	94%	30%
Gorham	95%	37%
Falmouth	98%	62%
Cumberland County	90%	27%
Maine	93%	39%

## Analysis

### Rate of Growth – Projections & Implications

As noted above, Windham is a very fast growing Maine community. Making a projection on how much Windham may continue to grow in the future is a challenge, as there are many factors that could be considered, and making a guess on how variables that will impact growth in the future might change becomes more difficult to predict the further out the time horizon is. Variables such as gasoline prices, the strength of the Portland-area housing market, future local and regional infrastructure investments, national housing and transportation policies, how much telecommuting continues to be embraced, and housing and lifestyle preferences for today's youngest consumers and those yet to come are just some of the factors that could impact Windham's actual population numbers 15-20 years in the future.

Figure 4 - Windham Population Projection 2020-2030



The green line projection is based on the straight line growth rate from decade to decade since the year 1980. Growth rates have been in the 14-15% range for each decade since then. This estimate likely overestimates the Town's population in 2030.

The red line projection labeled is from the state Office of Policy and Management's estimate. This estimate is based on the estimated County growth rate and Windham's share of the County population, and shows numbers for 2022 and 2032. They are shown on this chart as 2020 and 2030 numbers for clarity. The state projects Cumberland County to grow slowly until 2022 and lose population between 2022 and 2032. However, Windham's share of the overall County population is projected to grow, so the line shows continued growth, but growth at a decreasing rate. This scenario likely underestimates the Town's population in 2030.

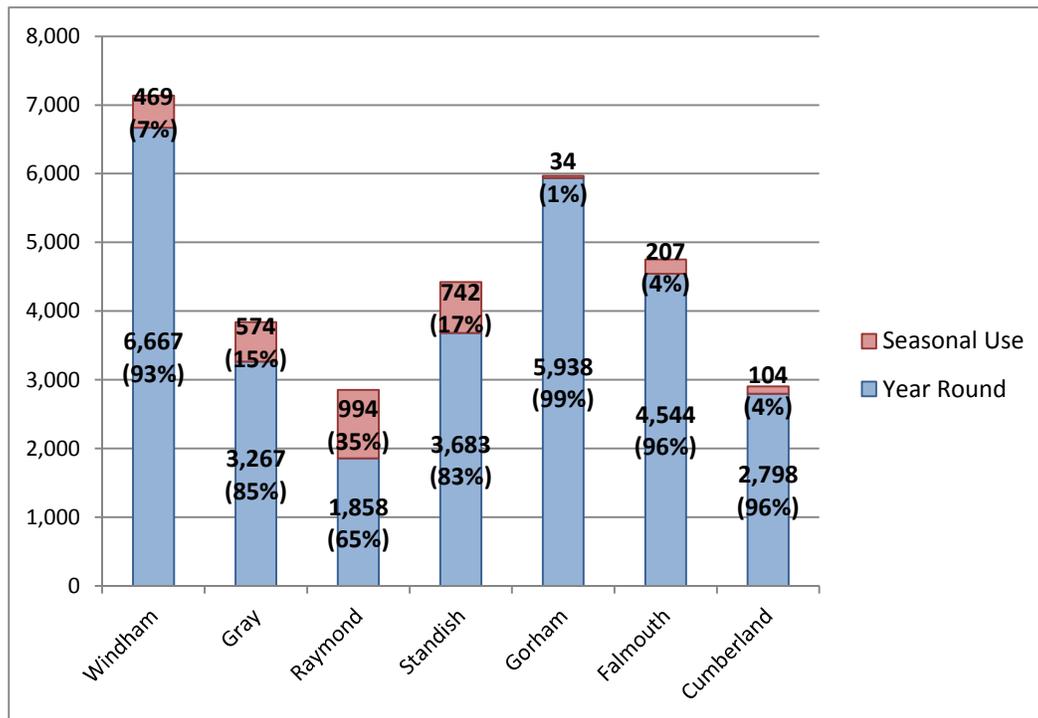
Town staff has provided a third projection of future population based on building permits issued for new dwelling units since 2010 and holding the average household size constant. These numbers are shown as the dark blue line, and is in between the previous two projections.

## Seasonal Population and Seasonal Visitors

The seasonal population Windham increases in the summer based on the number of seasonal homes in the community. This is evidenced by the number of people enjoying the lakes, ponds, and Presumpscot River, the number of people shopping and dining in North Windham, and the increased traffic on Route 302 on summer weekends. This seasonal population impact is amplified by the fact that that summer residents and vacationers from other communities around the region travel through Windham and shop in Windham.

The Windham's summer population likely varies week to week through the summer season based on many individual decisions about where and how long to stay. It can be estimated based on the number of seasonal housing units in the community. Of Windham's 7,136 housing units, 469 are classified as seasonal units by the Census Bureau. See Figure 4, below, for a comparison of Windham's seasonal numbers with neighboring communities. For reference, seasonal housing units across Cumberland County represent 11% of the total housing units.

Figure 5 - Year Round & Seasonal Housing Units, Windham and Neighboring Communities



Note that the communities with the highest seasonal unit numbers and percentages are those with significant freshwater lake access.

If the occupancy of these units were assumed to be 100%, and the average number of people per unit was in the two to four range, the summertime population would be boosted by 939 to 1,876 people. As noted above, this is not the full story for summertime impact on Windham's water resources, economic and traffic.

The summer population in many area communities swells more noticeably than Windham's. Visitors and summer residents in Standish and Raymond, as well as Casco, Naples, and Bridgton and others all travel through Windham and rely on Windham for shopping, dining, and other services. The cumulative effect of summer residents and visitors to other communities in the region likely has a much larger impact on Windham than Windham's own summer population by itself. See the Transportation Chapter for more information on seasonal traffic fluctuations.

### **Resident Population v. Daytime Population**

The distinction between resident population and daytime population is primarily based on how many jobs are available in Windham versus how many Windham residents work in a different community. Please note that even though the numbers below will look very precise, they are only ball park estimates of where workers are employed at a given time. They are based on high level and multiyear estimates as opposed to a snapshot in time like Census data.

According to the American Community Survey data from the US Census bureau, Windham had an estimated workforce of 9,255 in 2014. At the same time, Windham had an estimated 5,338 jobs in town. Of those jobs, about 2,226 were filled by Windham residents. This has two implications. First, there are about 7,029 workers from Windham leaving town each day for work. Secondly, there are about 3,112 workers coming into Windham each day for work.

The net result is a daytime population that is about 3,917 less than the resident population on a normal work day.

### **Demand for Housing, Municipal & School Services**

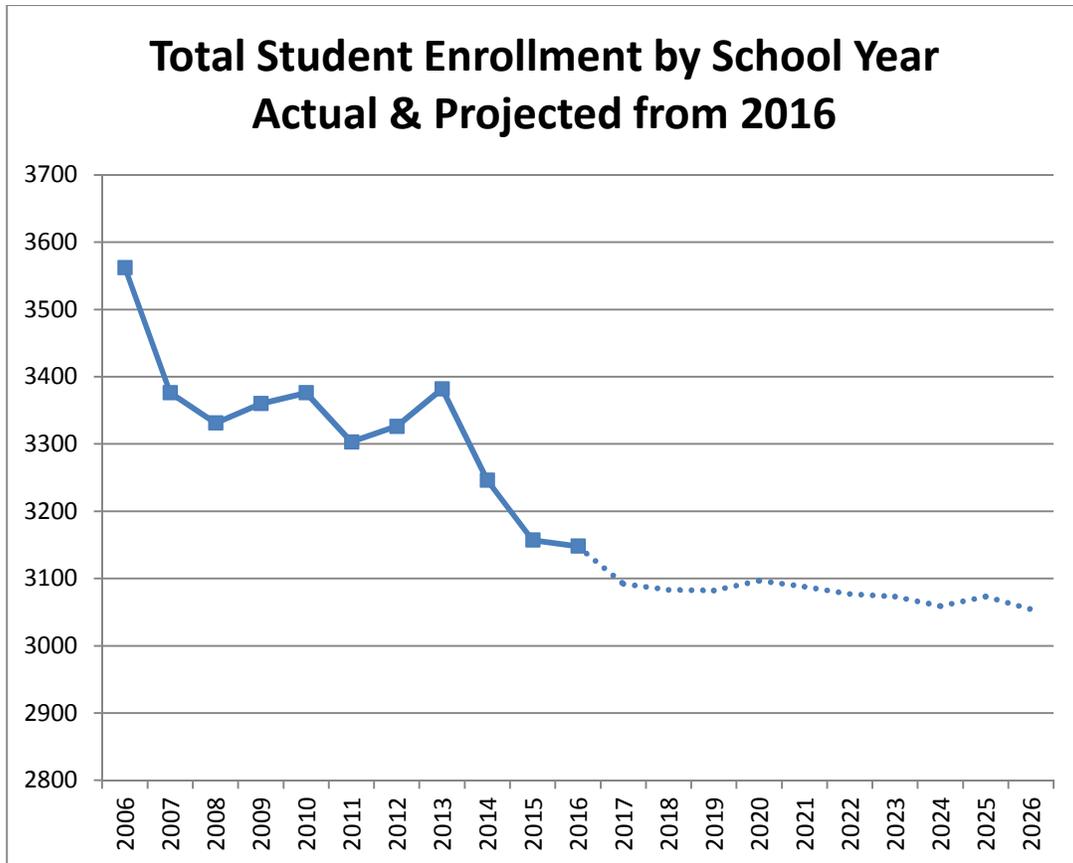
Based on the population projections for 2030, the Town will be facing growth related issues in the future. Assuming the average household size holds steady over the next 15 years, the Town could be looking at anywhere from 807 new dwelling units based on the state projection up to 2005 dwelling units based on a constant growth rate of 14% which has held since the 1980s. Picking the projection in the middle based on building permits from 2010-2015, the number of new dwelling units would total 1,416. This would be an average of 94 dwelling units per year until 2030, which is certainly within the realm of possibility. In the 1990s there were on average 119 new dwelling units per year, and in the 2000s the average was 102 new dwellings annually.

Over this time period there will likely be an increased demand for elderly housing and services. As the median age continues to climb in spite of a growing number of young families and school age children, demand for elderly housing in the form of smaller homes in age restricted "retirement communities" or as part of multi-dwelling unit buildings close to services and shopping needs, will grow in proportion to the traditionally strong single family detached home on 1.5- or 2-acre lots.

Regarding the provision of municipal services, two interesting phenomena are noted. First, the locations of the "resident population" and "daytime population" are likely not the same. Most of the daytime population is likely concentrated in the North Windham job center, while the resident population is more evenly dispersed across Windham's geography. This will likely have an impact on Fire/Rescue and

Police services in regard to considerations for siting of future facilities, or at the least staffing levels at existing facilities. It could also have an impact related to the provision of parks and recreation areas.

Figure 6 – RSU 14 Enrollment, actual and projected from 2016



Second, because Windham is in a Regional School Unit with Raymond, the Windham population projection which anticipates a growing school age population does not tell the whole story for the RSU. RSU #14 is making decisions based on a relatively flat overall enrollment projection, because even as Windham’s school age population is growing, Raymond’s is not. See the chart above. This will have implications on facilities needs and staffing levels.

## Economy

State Goal – Promote an economic climate that increases job opportunities and overall economic well-being.

## Conditions & Trends

### Windham's Economy – A Brief History

The economy of early Windham was focused around the Presumpscot River. The River was a means of transporting goods, including floating King's Pines down to Falmouth (today's Portland), and a source of power for the first saw mills and woolen mills in the settlement of New Marblehead, which later became the Town of Windham. The first settlement in what is now Windham was located along River Road near Anderson Road at the southern end of Town.

The Presumpscot remained the single biggest driver of the local economy through the 1800s. South Windham Village in Windham and Little Falls village in Gorham grew up around the mills located there. Further up the River, the [Oriental Powder Mill](#) located at Gambo Falls in the Newhall area was a major employer in the community for most of that century. Popeville grew up around the mills on the Pleasant River, in the vicinity of Gray Road (Route 202) and Pope Road.

The first half of the 1900s saw both the decline of Windham's large industrial employers along with the rise of the roads as the predominant transportation mode for shipping goods over long distances. Trucks began to replace rail, just as rail had replaced reliance on the [Cumberland & Oxford Canal](#) as a means of transporting goods to markets in Portland and beyond.

By the end of the 1900s, Windham's economic center had moved from South Windham Village to the crossroads of US Route 302 and State Routes 115/35 in North Windham. This new economic center was built around the mobility provided by the automobile.

### Windham's Economy Today

#### *Windham's Role in the Regional Economy*

North Windham plays a significant role in the Greater Portland area's economy as a regional retail center. It is the largest retail center between Portland and Conway, New Hampshire and draws customers from a wide geographic area. North Windham offers convenience shopping, but also the kind of comparison shopping that few communities in our region provide, such as automobile/recreational vehicle sales and home building supplies. The Windham Economic Development Corporation (WEDC) commissioned a retail study in 2012. Figure 1 below is the "Primary Retail Trade Area Map" from that study.

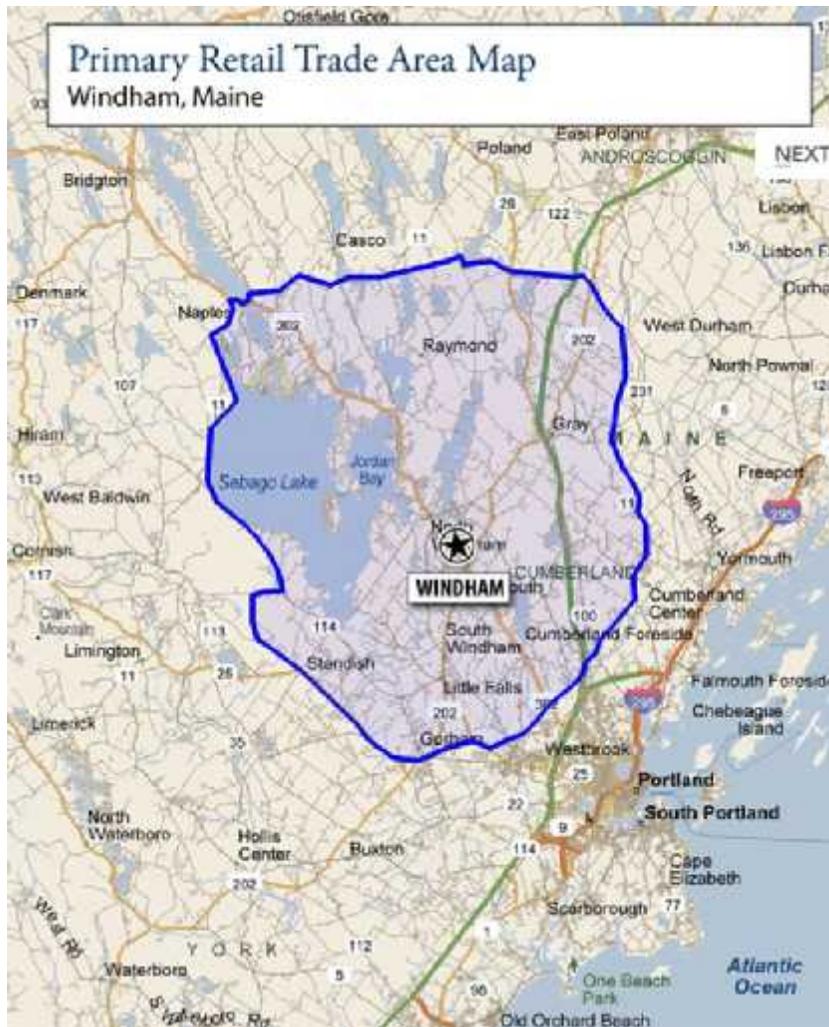


Figure 7 - Retail Trade Area Map from Retail Study, 2012

The Greater Portland Council of Governments (GPCOG) coordinated a multi-year regional planning project called Sustain Southern Maine (SSM). One of the first tasks of the SSM project was to identify “Centers of Opportunity,” which are existing commercial or mixed used activity centers that were classified by the types of businesses they contain and the areas that these centers serve. Though no centers in Windham were among the subset of those identified for further study and technical assistance, this effort did map economic activity centers in the Town. A complete map of centers identified, along with a closer view of the centers identified in Windham appear below. The “Centers of Opportunity: Typology” report, dated December 2013, can be [found on the Town’s web site](#).

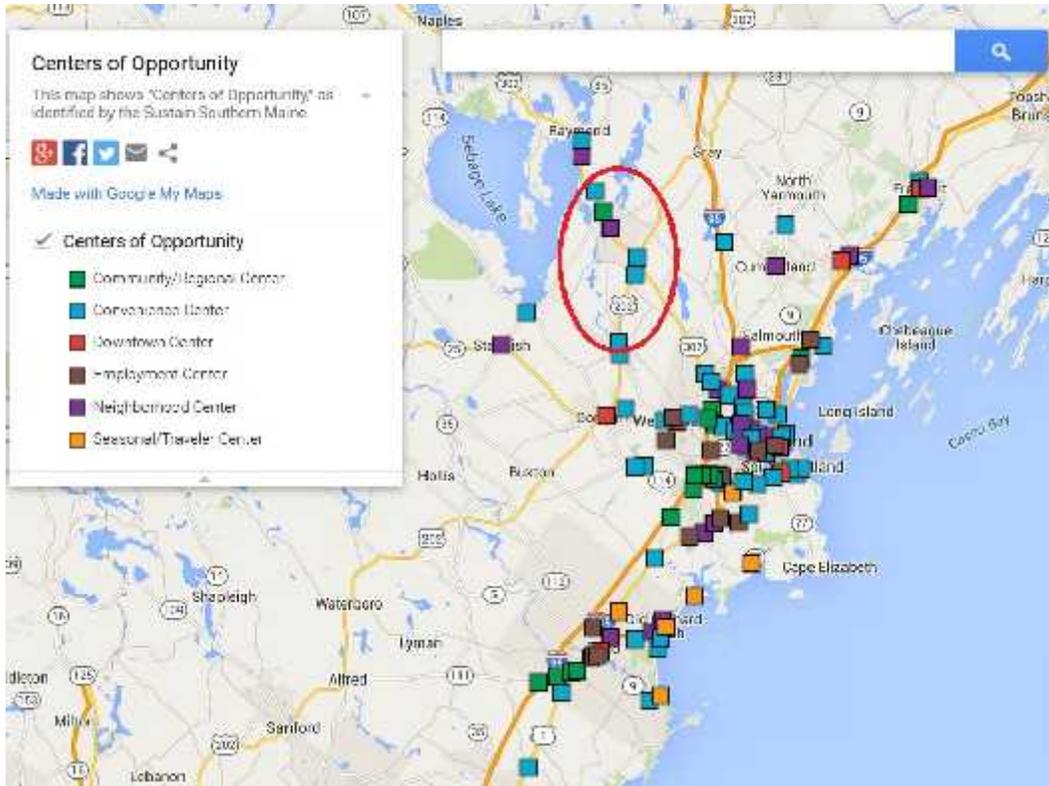


Figure 8 - Regional "Centers of Opportunity," Sustain Southern Maine. Windham "centers" circled in red.

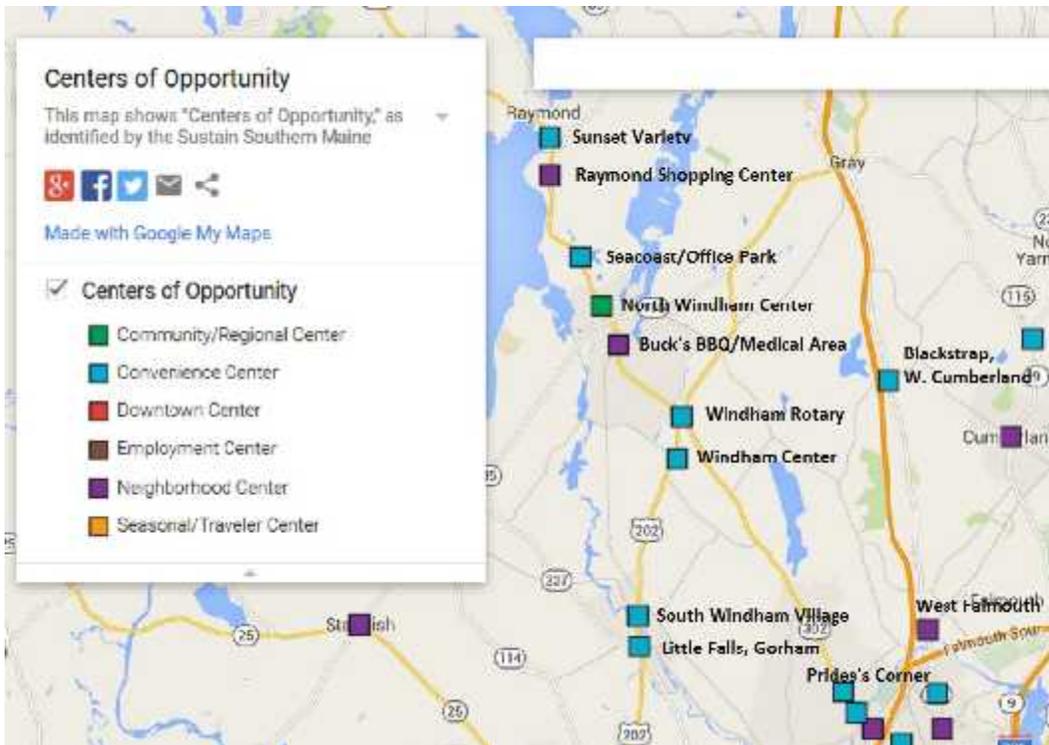


Figure 3 - Windham & other "Centers of Opportunity," Sustain Southern Maine

## Workforce

As might be expected, labor data estimates from different sources and from different dates vary slightly. Source data is noted for all the numbers below in order to put these discrepancies in context.

### Labor Force and Employment

The Maine Department of labor estimated the employed population at 9,389 in 2015, compared to 9,274 in 2005. This represents an increase of only 1.2% over those ten years, but that actually represents a rebound and recovery due to a drop in the labor force number due to the Great Recession.

Figure 3 shows Windham's unemployment rate almost exactly mirrors the county rate and both are consistently and notably lower than the state and the nation, as provided by the Maine Department of Labor. Note that peak unemployment for all levels shown is about 2010. The non-seasonally adjusted rates for the US, Maine, Cumberland County and Windham were 9.6%, 8.1%, 6.6% and 6.9% respectively. In 2015, those same rates are 5.3%, 4.4%, 3.4% and 3.3%.

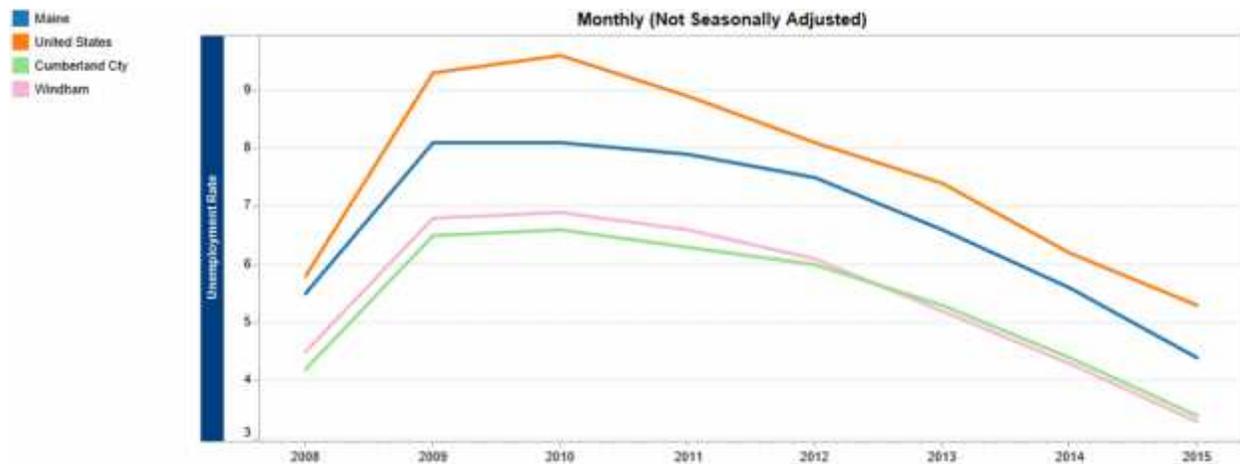


Figure 9 - Unemployment Rate, 2008-2015

### Jobs in Windham

In 2015, the number of jobs in Windham finally got back to the level from before the Great Recession. Figure 4, shows changes in total number of jobs from 2005-2015, relative to the 2005 number. Any number below 100 on the chart represents job levels lower than where they were in 2005, and numbers above 100 represent higher job levels. This chart shows that both Windham and the County overall saw a steep decline in jobs from 2008 to 2009. Cumberland County saw its lowest number of jobs in this period in 2010, when it was about 2% lower than 2005, and has demonstrated consistent growth since then. Windham didn't see its available jobs bottom out until 2011, a year later, and at a much lower level, down about 7% from 2005. Cumberland County got back to 2005 levels in 2012, but Windham just crossed that threshold in 2015.

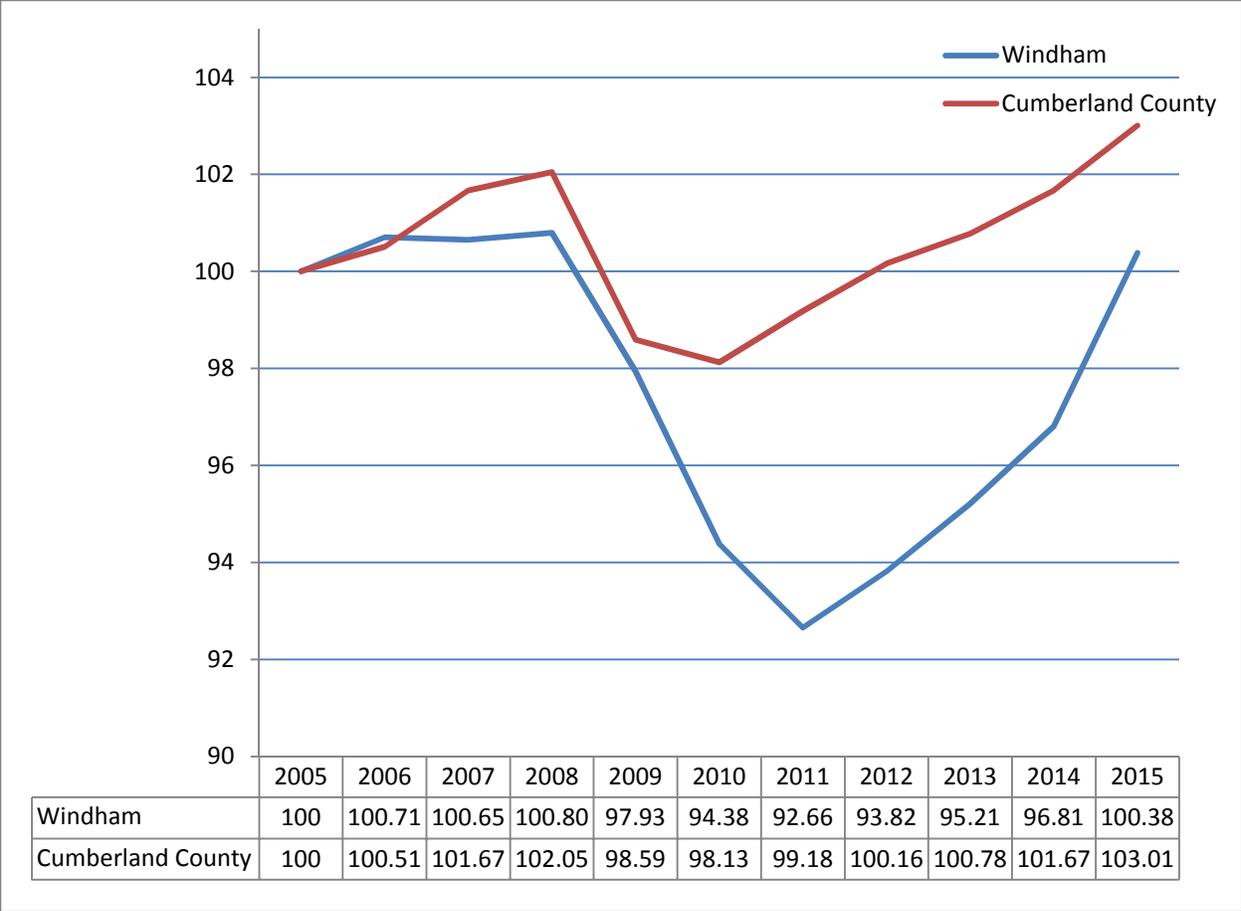


Figure 10 - Employment levels, 2005-2015

This chart seems to tell a very different tale from Figure 3 on the preceding page. A relatively low unemployment rate combined with a growing workforce seems to fly in the face of relatively flat job growth. This interesting dichotomy can be explained by a relatively mobile population and growing number of commuters.

**Employment Distribution**

The American Community Survey (2009-2013) from the U.S. Census bureau estimated the employed population at 9,113 in 2013. Given that there were about 5,776 jobs in Windham at that time, one could infer a lot of movement around the region. The data from the ACS supports this, as shown in the table below.

Table 6 - Workforce Distribution, 2013

Windham workers work in...			Windham jobs filled by residents of...		
Location	Estimated Employment	% of labor force	Location	Estimated Employment	% total jobs
Portland	2,527	28%	Windham	2,226	39%
Windham	2,226	24%	Standish	366	6%
Westbrook	778	9%	Casco	349	6%
South Portland	772	8%	Gorham	341	6%
Falmouth	346	4%	Gray	317	5%
Scarborough	315	3%	Portland	258	4%
Gorham	274	3%	Raymond	233	4%
Remaining Cumberland County	982	11%	Remaining Cumberland County	903	16%
In Maine, out of County	814	9%	In Maine, out of County	725	13%
Out of State	79	1%	Out of State	58	1%
<b>TOTAL</b>	<b>9,113</b>		<b>TOTAL</b>	<b>5,776</b>	

### Major employers and industries

Windham does not have a single large dominating employer, like a mill or shipyard. Rather, the jobs landscape is made up of many small and medium sized employers. The following table shows Windham employers with over 50 employees in 2015.

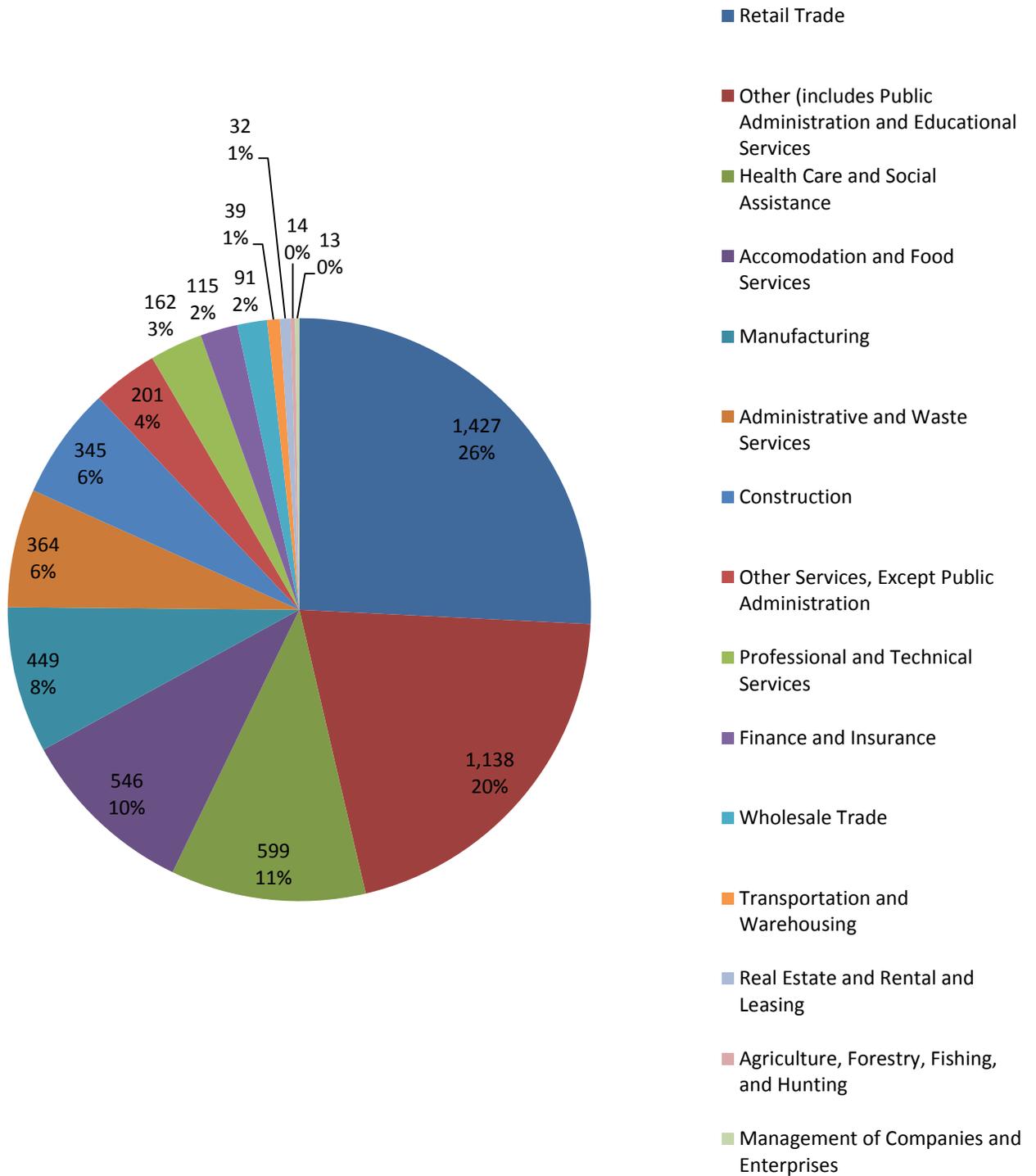
Table 7 - Major employers

Business	Employees	Sector
Hannaford Supermarket	100-249	Retail Trade
Home Depot	100-249	Retail Trade
Ledgewood Manor	100-249	Health Care and Social Assistance
Lowe's Home Improvement	100-249	Retail Trade
Maine Correctional Center	100-249	Public Administration
Roof Masters	100-249	Constuction
Shaw's Supermarket	100-249	Retail Trade
Walmart Supercenter	100-249	Retail Trade
Windham High School	100-249	Educational Services
Windham Middle School	100-249	Educational Services
Windham Primary School	100-249	Educational Services

<b>Hancock Lumber</b>	50-99	Retail Trade
<b>Manchester Elementary School</b>	50-99	Educational Services
<b>McDonald's</b>	50-99	Accommodation and Food Services
<b>Mullen's Consulting</b>	50-99	Professional and Technical Services
<b>Suburban Security</b>	50-99	Administrative and Waste Services
<b>Windham Adult Education</b>	50-99	Educational Services
<b>Windham Millwork</b>	50-99	Manufacturing

In Windham, the single largest sector of the economy by employment is the retail sector (25.8% of all Windham jobs in 2015). The chart below shows the size of each sector in Windham. One important note to recognize about the data below is that the Public Administration sector (jobs at the Correctional Center) and the Educational sector (jobs at the RSU) are aggregated in the Other category. As noted above in Table 2, these are both major employers in the Town but the state data for Windham does not break these out. Individually they would be large sectors, but they have been aggregated together in this data.

## Windham Jobs by Sector 2015



It is interesting to compare this data over time. Not only did the time between 2005 and 2015 include a significant drop in the number of jobs in Windham and a climb back to a number slightly higher than before, there were several shifts of note within the number of jobs in Windham, especially when compared to the overall job mix in Cumberland County.

**Retail Jobs.** Windham's retail jobs in 2005 represented 28.2% of the employment opportunities in Windham (1,555 jobs), but in 2015 retail jobs represented 25.8% of the jobs in town (1,427 jobs). This is still a very strong number compared to the regional level of employment in retail as 12.5% of the jobs in Cumberland County are in retail.

**Manufacturing.** Windham has a burgeoning manufacturing sector. The total number of manufacturing jobs in Windham in this 10 year period increased from 393 to 449 jobs (7.7% to 8.1% of total jobs). The County overall lost manufacturing jobs during this time, dropping from 6.4% to 5.6% of the total number of jobs.

**Transportation & Warehousing and Wholesale Trade.** These two industries seem to go together because they deal with the movement, storage and sale of bulk goods. Together these sectors employed 147 people in Windham in 2005 (2.7%), and in 2015 that number dropped to 130 (2.3%). For the County, the 2015 numbers for these sectors represent 8.5% of the jobs. This is an indication that Windham does not have a comparative advantage in these sectors over the rest of the County, like the two sectors above.

### **Current Planning Efforts and Initiatives**

Based on the community survey conducted in October 2014, and based on the visioning work at the start of the planning process for this plan update, it is clear that Windham residents want to increase the number of jobs available in Windham, and increase the diversity of jobs available in Windham. The planning document produced by the WEDC is focused on these two major goals.

#### ***WEDC Plan***

In 2013, the Town Council adopted the "Economic Development Strategic Plan," developed by the WEDC. This plan can be accessed by clicking [here](#) (fix link). The vision for this plan is "to create a business friendly environment that provides a high-quality of life, a vibrant economy, and a welcoming atmosphere, while protecting our town's rural characteristics and natural resources." In order to achieve this vision, the plan is focused on the implementation of four objectives:

- ) Plan for the Future – implementation of policies and programs to support economic growth
- ) Support Business Growth and Prosperity – business recruitment, promotion and marketing efforts
- ) Create and Maintain an Efficient Review and Approval Process – simplify, streamline permitting processes and guide new businesses through this process.
- ) Develop a Support System for Economic Development – develop advocacy, partnerships and funding capacities.

The WEDC organized itself into sub-committees focused on the implementation of each of these areas: Planning, Business Growth, Review and Approval Process, and Community Engagement. Each has worked with municipal, community and other partners to complete priority strategies for each objective. The WEDC is currently in the process of evaluating progress on the implementation of the Strategic Plan.

### *Tax Increment Financing*

Windham has used Tax Increment Financing (TIF) districts for many years, as a way to dedicate funds for expenses related to economic development. TIF districts are established by the Town Council, and capture the additional value of property that is developed within a TIF district. The additional taxes based on the increase in property value from when the district was established to the new taxable value (the tax increment) are dedicated to a segregated fund that is separate from the Town's general fund. These TIF funds can be used for a variety of specific uses per state statute, but they must be related to capital improvements or other expenses that are meant to increase economic activity in the community.

The Town of Windham has four TIF districts, shown on Figure 5, below.

- ) The New Marblehead Credit Enhancement Agreement is an affordable housing TIF, which encourages and supports the development of affordable housing.
- ) The Roosevelt Promenade TIF captures the value associated with the development of the Home Depot, Lowes, and Goodwill store properties.
- ) The Pipeline TIF applies to the oil pipeline right-of-way that extends from the Raymond town line all the way to the Westbrook town line.
- ) The Gateway North TIF applies to a dozen properties along Route 302 in the vicinity of the Anglers Road/Whites Bridge Road intersection and Enterprise Drive intersections. These properties include the Microtel Suites hotel, Seacoast Adventure Park, and the WEDC's property at Anglers Road.

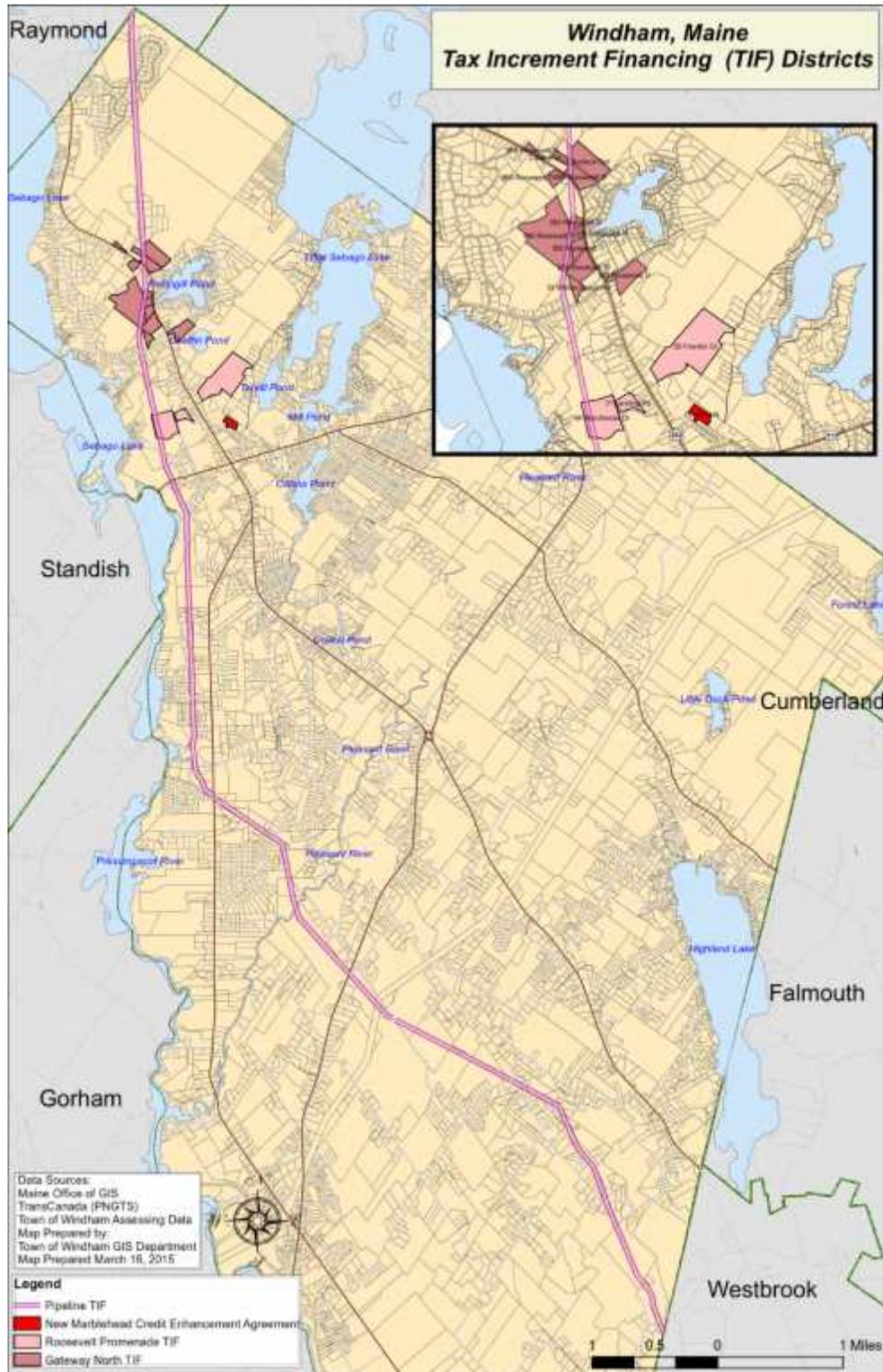


Figure 11 - TIF District Map

## Analysis

### Changes in the Windham Economy

The economy of Windham is not experiencing the kind of radical change associated with the loss of a major employer, as many Maine towns have had to deal with over the years. The loss of a mill or military base can shift the ground under a community's feet. However, even with no radical changes, the economic landscape in Windham is continuing to change.

Since at least the turn of the 21<sup>st</sup> century, the number of jobs in Windham has not kept pace with the number of people moving to Town. Many of the people who live in Windham work in the large job centers of Greater Portland. Indeed, as noted above, eight of the twelve largest employers in Windham are building supply stores, grocery stores and the public schools – all serving local needs. The vision of Windham as a large bedroom community for Portland held by some residents is not a completely accurate view of the Town, but that conception fits from an employment standpoint.

As the amount of residential development continues to outpace the amount of commercial development, the overall difference in value between residential and commercial/non-residential development will continue to expand, resulting in a higher burden on individual residential property owners to pay for additional services or expansion of existing municipal and school services. As the number of Windham residents who work in Portland, South Portland, Scarborough and Falmouth increases, the challenge of maintaining mobility on the major roads that connect to the job centers in the region will need to be addressed. This includes Route 302, as well as River Road and Falmouth Road.

### Description of Commercial Development Areas

Earlier in the chapter, the work of the Sustain Southern Maine (SSM) project to categorize existing commercial and mixed use areas in Greater Portland identified six “activity areas” in Windham. These are described below. The SSM typography, or categorization of these activity areas are based on the types and sizes of businesses and the market areas they serve. The hierarchy of these categories, from smallest to largest is listed below. For more information on these centers, and other types of centers not currently found in Windham, please refer to the [Center of Opportunities: Typography Report by clicking here](#) (fix link).

#### ) Community Center

- Not every town in Greater Portland has this type of large center.
- Anchored by grocery store/supermarket and goods and services that people will travel to or involve comparison shopping. These centers have “gravity” and draw people from larger areas, especially in rural or suburban settings.
- Characterized by additional uses like “big box” stores, offices and a wide variety of services such as medical and banking, clothing, automobiles and appliances.
- Generally serves a primary trade area of 30,000 to 40,000 people.

#### ) Neighborhood Center

- Anchored by grocery store, with greater mix of retail and day-to-day items.

- Characterized by additional uses like banking, fast food, small restaurants and coffee shops, small businesses and services, professional offices. Routine goods and services many people want close by.
- Generally serves a primary trade area of 12,000 to 25,000.

) Convenience Center

- Most common. Every community has one, Windham has several.
- Located conveniently along busy roads or at key intersections.
- Characterized by uses like gas stations, take-out food, and single grocery item shopping.
- Generally serves a primary trade area of 3,000 to 5,000 people

The activity centers identified by SSM are listed below, and this Plan recognizes the value of comparing commercial activity centers based on the mix and intensity of uses and service areas, but does not use the labels in the SSM report.

### *North Windham*

When people from outside our community think of Windham, whether they are from surrounding towns or from out of state, they think of North Windham. For many people around the state and throughout the Northeast, North Windham is the only impression of Windham people have. North Windham was identified as a Community Center in the SSM report.

Windham’s regionally strong retail sector is centered in North Windham. Shopping options range from small specialty shops for clothing and jewelry, to “big box” style general merchandise stores, discount department stores, to large specialty retailers for automobile parts, office supplies, and two large national pharmacies.

North Windham hosts almost all of the dining options in Town outside of several notable food options in other parts of the community. National and regional fast food chains are augmented by great local options such as Rustler’s Steakhouse, Gilbert’s Chowder House, Bob’s Seafood, Masa Grill and many others.

Banking services are concentrated in North Windham, as are professional offices and personal services.

River Road/Turning Leaf Drive. This activity center on Route 302 is just to the south of the North Windham activity center described above. It was classified differently and considered separately from North Windham based on the lower intensity of uses. Even though there are banks, medical offices, more great local restaurants, and automobile and repair services found here, there are no “big boxes” in this area, and it has a different feel than the rest of North Windham. The difference in character between these two areas was noted and acknowledged in the 21<sup>st</sup> Century Downtown Plan for North Windham, where this lower-intensity commercial area was identified as a gateway into North Windham. This area was identified as a Neighborhood Center in the SSM report.

### *Enterprise Drive*

This section of Route 302 is just north of the North Windham activity center. Similar to the River Road/Turning Leaf activity center above, it is still in what many consider “North Windham” but might be

considered a separate center based on the scale and types of uses. This center is the northern gateway to the more intensely developed North Windham center, and is the area around Seacoast Adventure Park, the adjacent office condominium development, and the commercial condominium projects on the corner of Enterprise Drive and directly across from Enterprise Drive on Crimson Drive.

In early 2015, the Town's first hotel in a branded chain opened its doors. The Microtel Suites by Wyndam Hotels opened in North Windham, between the intersections of Anglers Road/Whites Bridge Road and Enterprise Drive, across Route 302 from Seacoast Park.

This area was called out in the SSM effort as a Convenience Center. With the new hotel, relatively new development on Crimson Drive and with future development potential on the hotel site and within the Quarry Ridge Business Park on Enterprise Drive, this area could soon be, if not already be considered a Neighborhood Center that has more "gravity" (draws customers from a larger area) than a Convenience Center.

### *Route 302 Rotary*

This area is located primarily on Route 302 on either side of the Route 302/Route 202 rotary close to the geographic center of Windham. Mercy Quick Care and Hancock Lumber are located in this vicinity, as well as Windham Automotive, Seavey's Appliance, Hall Implement, Lee's Family Trailer, Pyro City Fireworks and other convenience retail and food services. This activity area was classified as a Convenience Center by SSM.

### *Windham Center*

Located at the crossroads of Windham Center Road and Gray Road (Route 202), Windham Center is one of the original activity centers in Windham. Convenience food and grocery needs are served at Corsetti's, known for its pizza and breakfast sandwiches, as well as serving as a social crossroads during the busy morning times. Corsetti's benefits from the vehicle and foot traffic associated with the RSU School Campus and Town Office building nearby. For the purposes of this classification, the Windham Center activity area could also include the Windham Hill area near the crossroads of Windham Center Road and Pope Road, as well as the Popeville area at the crossroads of Pope Road and Gray Road. This activity area was classified as a Convenience Center by SSM.

### *South Windham*

South Windham has a long history as a commercial and residential area in Windham. South Windham Village could be considered the traditional "downtown" for Windham, but from an economic activity standpoint, the Village has not rebounded since the closure of the Keddy Mill. SSM classified this Convenience Center around the Blue Seal store. For the purposes of this analysis, this Convenience Center could include the areas of South Windham Village along with the convenience shopping provided by Ruggerio's at the River Road and Gray Road and Thayer's Store on River Road and Newhall Road. It would also include the Dolby Funeral Home area, the Post Office on Gray Road, and the soccer field facility at Gambo Road.

## **The Rural Economy and Home-based Occupations**

Not all economic activities are in the commercial activity areas noted above. By definition, the rural economy does not take place in a center. Commercial activities that depend directly on the land, such as farming, forestry, and mineral extraction are the main types of businesses associated with a rural economy. The first two of these are discussed in greater detail in the Agriculture and Forestry Chapter.

Mineral extraction businesses fall into two categories in Windham – pits and quarries. Pits are sites where sand and gravel are extracted and processed, while quarries involve the extraction and processing of stone. Because of the difference in materials, blasting is not usually required at pits and usually is required at quarries.

There are fourteen gravel and sand pits in Windham of various sizes at locations throughout Town. There are two quarries, the Busque Quarry, owned by Shaw Brothers Construction, at the corner of Nash Road and Roosevelt Trail, and the Windham Quarry and Pit owned by RJ Grondin & Sons at the end of Enterprise Drive in North Windham.

Home Occupations play a significant role in Windham's economy. Home-based businesses can be services such as child care operations, personal services like hairdressers and barbers, or small engine repair shops. Home occupations also serve as new business incubators, where a home or garage is used on as cheap start-up business space.

Though not strictly a home based business as defined by the land use ordinance, there are many people in Windham who work remotely for employers based in other places. These employees might work from home for a few days a week and go into an office in Portland or Boston the other days, or their home may be a satellite office for a company further away. Improvements in telecommunications and internet speeds make this type of work arrangement more common as time goes by. It is difficult to quantify the number of workers that use a home in Windham as a base for telecommuting, as the state and national level statistics are not currently geared to pick up these workers.

## **Infrastructure needs**

It is worth noting here where there are infrastructure deficits that need to be addressed in order to meet community and economic development goals.

### ***Sewer/Advanced Wastewater Treatment***

All of the residential and commercial development in North Windham is served by private subsurface wastewater systems (septic systems). To be sure, the larger users and systems that handle grease and other restaurant waste are more sophisticated engineered systems compared to the types of systems used in single family homes. However, the exclusive use of these systems in North Windham presents issues from several standpoints.

- ) Space required for development. Requiring every commercial development to find space on their own property to locate a septic field means that developers must purchase more land for a given use that would be required if the development were served by some type of sewer system.

- ) Limitations on types of commercial development. Certain types of commercial uses require a lot of water, like certain manufacturing uses and brewing. The rule of thumb when thinking about wastewater is “water in = water out” meaning that in general, big water users require big septic systems. Very large water users find a lack of sewer infrastructure a critical limitation when making decisions on where to locate or expand, even if public water is available.
- ) Inability to meet community development goals on conventional septic systems. Some of the main goals from the 21<sup>st</sup> Century Plan and the Economic Development Strategic Plan deal with increasing the number and diversity of jobs in North Windham. In addition, the 21<sup>st</sup> Century Plan calls for increasing the number of residents in North Windham. These goals focusing increased density and diversity of uses in North Windham to create a strong sense of place where people choose to spend time, spend money, and find community will be difficult to fully realize or the reasons noted above.
- ) Aquifer/groundwater considerations. The Town has been monitoring nitrate levels in the groundwater for years. The presence of nitrates in groundwater is associated with septic systems. The level of nitrates in North Windham groundwater has been increasing over time, even accounting for seasonal variations in the levels of nitrates detected based on groundwater levels. In general the higher the groundwater level, the more water is in the ground, and the concentration of nitrates and other measurable pollutants (salt, suspended solids, organics, etc.) is lower based on dilution. In dryer times of the year, the lower the groundwater levels and the higher the concentrations of nitrates in the ground.

### ***Broadband Internet***

Certain types of businesses and telecommuters require internet speeds that are currently not generally available in Windham. The WEDC is spearheading an effort with St. Joseph’s College and the Towns of Raymond and Standish to connect to the high-speed fiber optic infrastructure that was installed around the state with federal stimulus funds as part of a plan to bring high-speed internet (1 gigabyte +) to rural Maine. This system is known as the “3-ring binder” network, and the closest point to this fiber “backbone” is in Standish at the intersection of Routes 35 and 114. It remains to be seen exactly how and on what timeline access to this infrastructure will be provided to North Windham or the Town more generally, but a 21<sup>st</sup> century economy needs a 21<sup>st</sup> century infrastructure. Access to this high-speed network will be important to expanding the options for Windham businesses in the future.

### ***Uniquely Windham***

Windham hosts two unique events that serve to build community and attract people to the region. Either of these events could be used as vehicles for additional future economic growth.

Windham Summerfest is a daylong celebration of community and fun that takes place on the school campus property on a Saturday each June. This event includes a parade, a car show, events for children, music, carnival rides and fireworks. The event is also a fundraising opportunity for community groups that run food booths through the day. Historically, this event served as a homecoming day of sorts and has been focused on providing an opportunity for community building, renewing community spirit and socializing for Windham residents.

Until 2013, this event was planned by Windham Parks and Recreation staff, with the support of a volunteer board of community members. In 2014, this Summerfest became an all-volunteer effort.

The Sebago Lake Rotary Ice Fishing Derby is held each February. The event is organized by the Sebago Rotary Club. This event brings people from around the state and New England to the Sebago Lake area for a weekend of fishing competition.

One way to potentially build on that event would be to hold an organized complimentary event in Windham, such as a “Taste of Windham” event that weekend, or a Windham Winterfest on days leading up to or following the fishing events. Events like these could serve as an attraction to those competing (or their families!) to bring people to Windham on the weekend itself, or encourage visitors to extend their time in the area for another day or two.

## **Goals and Suggested Strategies to Implement Goals**

**Goal 1: To support the type of economic development activity the community desires, reflecting the community’s role in the region.**

*Strategy 1.a Enact or amend local ordinances to reflect the desired scale, design, intensity and location of future economic development.*

*Strategy 1.b. Continue to implement the Town’s Economic Development Strategic Plan, and update this plan every 5 years.*

**Goal 2: To make a financial commitment to support desired economic development, including needed public improvements.**

*Strategy 2.a Assign responsibility and provide financial support for economic development activities to the Windham Economic Development Corporation.*

*Strategy 2.b Identify the mechanisms to be considered to finance public investments that support economic development (local tax dollars, creating a tax increment financing district , a Community Development Block Grant or other grants, bonding, impact fees, development districts, etc.)*

*Strategy 2.c Develop a Capital Improvement Plan (CIP) that includes infrastructure projects in order to prioritize needed investments, allows the Town to incorporate local improvements with outside agency projects, (including MaineDOT, Portland Water District) and plan for required funding needs over time.*

*Strategy 2.d Focus on implementing existing and future plans that support economic development and create a true sense of place in North Windham and South Windham Village.*

*Strategy 2.e Implement the 21<sup>st</sup> Century Plan in a manner that creates a true town center.*

*Strategy 2.f Develop neighborhood or district plans for Windham Center and South Windham.*

**Goal 3: To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.**

*Strategy 3.a Participate in any regional economic development planning efforts.*

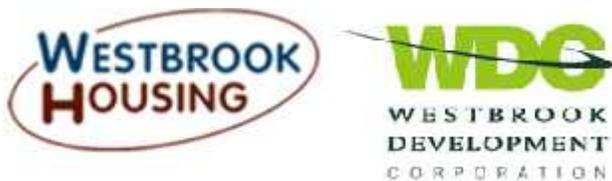
## Housing

State Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens.

### Conditions and Trends

Housing issues and needs are very closely tied to the population and demographics of an area. It is also tied to the economy and issues of neighborhood and community character. Planning for housing, whether the questions are related to where new housing should be located or who is that housing being designed for, has a large and lasting impact on the Town. Unlike programs or services that may come and go, the built environment we create today will last for generations into the future.

### Local and Regional Affordable Housing Coalitions



The Westbrook Housing Authority (WHA) is the entity that manages the State's subsidized Housing Choice Voucher Program (Section 8 housing) for Windham. WHA also manages the properties developed by development partner, the Westbrook Development Corporation (WDC). WHA does not manage any properties in Windham, but the WDC has the ability to undertake projects in Windham. These projects could be new residential construction projects, rehabilitating existing housing, housing for seniors or those with disabilities.



Avesta Housing is a non-profit developer of affordable housing for southern Maine and New Hampshire, and is one of the largest affordable housing developers in New England. Avesta has built several projects in Windham over the years.

### ***Affordable Housing Developments in Windham***

- J New Marblehead Manor (1979 & 1989). 60 units (efficiencies, 1- and 2-bedrooms), elderly and disabled residents. Located at 21 Oak Lane and 32 Sandbar Road. Avesta Housing.
- J Marcus Woods (1994). 20 units (1-bedroom), elderly or disabled residents. Located at 250 Tandberg Trail. Coastal Affordable Housing.
- J Unity Gardens/Edgecomb Woods (2005). 48 units (1-bedrooms), elderly housing. Located at 124 Tandberg Trail. Avesta Housing.
- J Little Falls Landing (2006). 24 units (1-bedrooms), elderly residents. Located at 3 Depot Street. Avesta Housing.

### **Local Regulations – Affordable Family & Senior Housing**

Within the Commercial 1 (C-1) zoning district, “Housing for Older Persons” is allowed, provided that the dwelling units are not on the basement or 1<sup>st</sup> floor levels of the building, unless it is a project that receives federal housing subsidies. The C-1 district is the commercially zoned area in North Windham.

Multifamily Dwellings, as defined by the Windham Land Use Ordinance, are buildings with three or more dwelling units. New Multifamily housing is allowed in the Medium Residential (RM), the Commercial 1 (C-2) and Village Commercial (VC) zoning districts.

In 2012 the Town created standards for Accessory Apartments. The standards are applicable in all zoning districts and allow for the creation of accessory apartments inside or attached to single family homes in Town. These apartments are not restricted to “in-laws” or relatives, and homeowners could charge rent for the apartments. However, the owner must occupy the principal dwelling or accessory apartment, apartments are limited in size (600 square feet) and in the number of occupants allowed (3) in order to keep these apartments small and accessory to the primary use of a single family dwelling.

In 2012 the Town created a Retirement Community & Care Facility Overlay Zone (RCCF zone). The RCCF zone allows for the siting of Assisted Living Facilities, Boarding Homes for Sheltered Care, Retirement Communities, and Nursing Homes, and provides areas in town where housing for older persons can be provided at higher residential densities. The zone includes properties located within 1000 feet of a numbered Route (Routes 302, 202, 115 and 35). To be eligible a property within the overlay district must have a minimum lot size of 200,000 square feet.

### **History of Housing Development in Windham**

For much of Windham’s early history, as noted in the Historic & Archeological Resources Chapter, homes were located in areas of industry on the Presumpscot and Pleasant Rivers, like South Windham, Great Falls, Newhall and Popeville. These areas along with the historic Windham Hill/Windham Center

area were developed as villages, with jobs and housing in close proximity. Farmhouses were scattered across the rural landscape.

A large amount of new housing was built in conjunction with the population growth that began in the 1970s. Even though there have been many significant ups and downs in the housing market that has corresponded with the national economy, Windham still finds itself in a period of relatively strong housing growth.

**Table 1 – Age of Housing Stock**

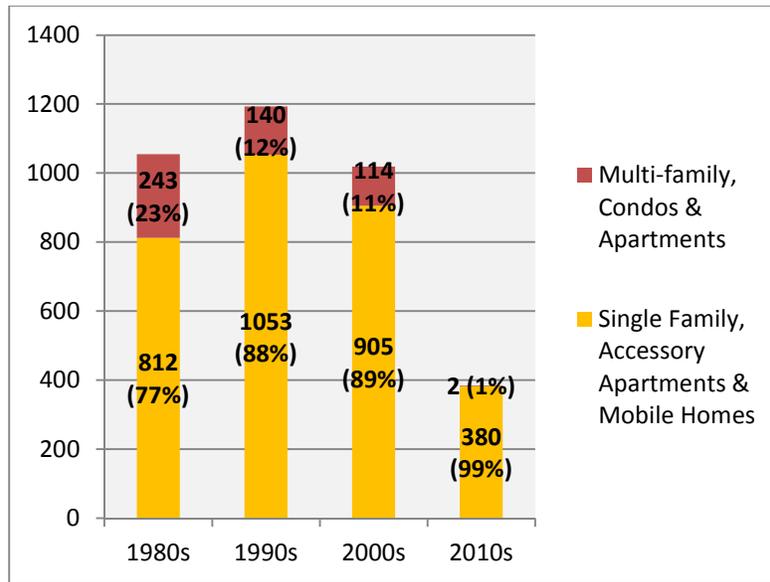
<b>Year Built</b>	<b>% Total</b>
Pre-1940	11.2%
1940-59	9.1%
1960-69	8.9%
1970-79	17.3%
1980-89	14.5%
1990-99	16.7%
2000-09	16.7%
2010-15	5.7%
	<hr/> 100.0%

Source: Town of Windham Assessing Records

***What’s Been Built***

Like most communities in the area, single family homes represent the vast majority of housing units in Windham. Even though there are other options available to people looking to make Windham home, like apartments, townhouses, and condominiums, the numbers of units in these multi-family arrangements is not keeping up with population growth or even keeping pace relative to the amount of new single family homes being built over the last few decades.

Figure 12 - Types of new housing units by decade, through September, 2015



As shown in Figure 1, above, multifamily housing units represent a decreasing share of the overall number of new units built in town decade over decade. This trend has had implications on the amount of land required for development but also for the kinds of housing choices available for two key demographics – young people moving out on their own for the first time and older residents.

No matter when a young adult moves out on his or her own (and they are moving out later and later due for a number of reasons), they are likely to move into a rental unit before purchasing a home of their own. If these types of dwellings are not supplied in town, young people are forced to leave town for other communities in the region or further away. On the other end of the spectrum, older residents may want to downsize their housing as “empty-nesters” or may find themselves in situations where they need more services or assisted living options. Many people can think of family members or friends who had to move out of Windham for apartments and condominiums in Westbrook, Portland, and South Portland or further away from the friends and support networks they know.

### *Where Has Housing Been Built*

The 2003 Comprehensive Plan called for growth areas, where new growth was to be encouraged and directed, and rural areas where limited new growth was called for, as required by the state.

The growth areas in that plan cover about 19% of the town, and are in the areas that are today zoned as:

- ) Commercial 1,
- ) Commercial 2
- ) Commercial 3,
- ) the Economic Development zone,
- ) the Industrial zone,
- ) Medium Density Residential
- ) Village Commercial in the South
- ) Windham Village area.

The rural areas make up about 81% of the town’s area, and are in the areas that are today zoned as:

- ) Farm
- ) Farm Residential
- ) Low Density Residential

Between 1993 and 2000, there were 845 dwelling units built in Windham. 184 (22%) were in growth areas and 661 (78%) were in rural areas. Between 2001 and 2013, there were 1,166 dwelling units built in Windham. 177 (15%) were in growth areas, and 989 (85%) were in rural areas. The location of new housing development is not impacted at all by the desire expressed in the 2003 Comprehensive Plan or the requirements in our zoning ordinances.

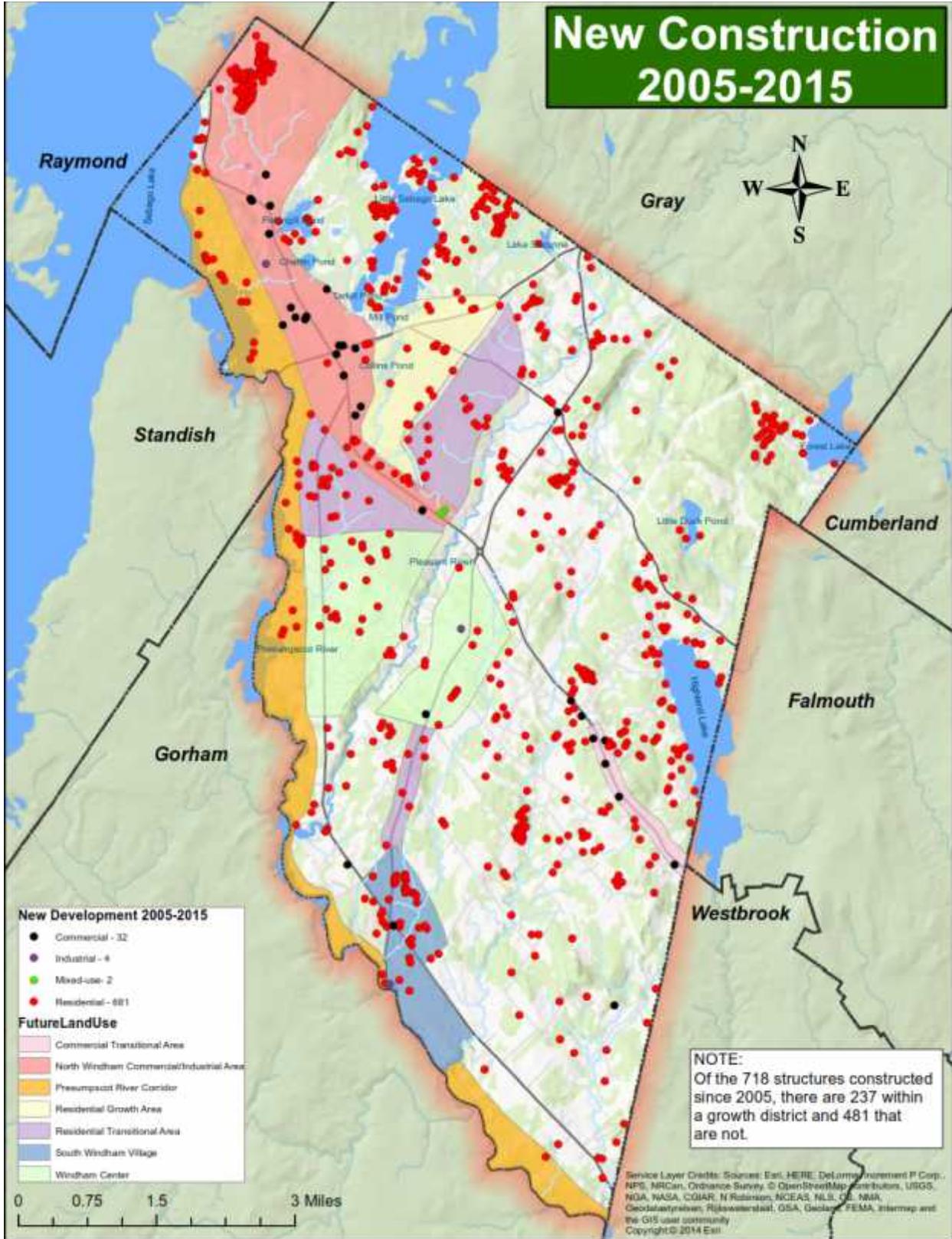
Figure 13 - New Development by Zoning District

Zoning District	Area (acres)	% of Windham Land Area	New Structures, 1993-2013	% of development, 1993-2013
Growth Areas				
C-1	1,506	4.2%	72	3.4%
C-2	216	0.6%	5	0.2%
C-3	887	2.5%	31	1.5%
ED	770	2.1%	3	0.1%
I	485	1.3%	2	0.1%
RM	1,838	5.1%	298	14.1%
VC	108	0.3%	6	0.3%
<b>Total</b>	<b>5,809</b>	<b>16.1%</b>	<b>417</b>	<b>19.7%</b>
Rural Areas				
F	18,555	51.3%	889	42.0%
FR	5,301	14.7%	553	26.1%
RL	710	2.0%	100	4.7%
<b>Total</b>	<b>24,566</b>	<b>67.9%</b>	<b>1,542</b>	<b>72.8%</b>
Water/Other/Not Zoned	2,355		*see note below	
Total (Water not included)	36,185	100.0%		

\*= There are 158 structures (7.5%) not accounted for in the overall % of development column, as they were in one of the shoreland zones.

The map below, New Construction 2005-2015, shows a picture consistent with the information above. It shows new construction, both residential and non-residential, relative to the growth areas and rural areas from the 2003 comprehensive plan, as opposed to by zoning district. It shows a third (33%) of the new development occurring in the growth and transitional areas, with the remaining redevelopment occurring in the rural areas. In other words, almost every 7 out of 10 new homes in Windham are built in areas the community has said should be protected from new development.

# New Construction 2005-2015



**New Development 2005-2015**

- Commercial - 32
- Industrial - 4
- Mixed-use - 2
- Residential - 881

**Future Land Use**

- Commercial Transitional Area
- North Windham Commercial/Industrial Area
- Presumpscot River Corridor
- Residential Growth Area
- Residential Transitional Area
- South Windham Village
- Windham Center

**NOTE:**  
Of the 718 structures constructed since 2005, there are 237 within a growth district and 481 that are not.

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Finding that development is occurring in a way that does not meeting the goals of the community is a disheartening situation. The discrepancy between statements in the 2003 Plan about where new housing should be located and where it is actually being built can at least partly be explained by the these two theories:

- )] There is not enough infrastructure in the growth areas to support the majority of new dwelling units being built in Windham.
  - o Infrastructure required for growth areas should include public water and the means to get past the state mandated minimum lot size of 20,000 square feet per dwelling on a private subsurface wastewater disposal system (septic systems). This might be traditional public sewer like the one available in South Windham, a shared septic system like the ones serving development at the end of Hunt's Drive or in the Heritage Lane subdivision. Small scale wastewater treatment systems that can serve a neighborhood or two or three neighborhoods might also be an option in certain parts of town.
- )] Minimum lot sizes in the parts of town designated for rural-scale development are too small to keep these areas from receiving most of the new development in Windham.
  - o The 80,000 square foot minimum lot sizes in the Farm Zone and the 60,000 square foot minimum lot sizes in the Farm Residential Zone are rural in name only. This zoning has produced, and will continue to produce, suburban scale residential development like much of the recent development along Chute Road, the subdivisions off Barnes Road, and the Sebago Heights Subdivision near the Raymond town line in North Windham.

## Analysis

### Projected Housing Needs

Based on the analysis in the Population & Demographics chapter, it seems reasonable to expect that the Town of Windham may add between 9-14% of its year 2010 population each decade for the next two decades (*pending updated estimates from the state and census bureau*). Based on a 9% growth rate, this could mean that Windham will need to add around 750 dwelling units between 2010 and 2020, and potentially another 670 between 2020 and 2030. This is considered a conservative estimate for several reasons. First, if the population change each decade is more than 9% (it has historically been about 14% per decade since the 1980s) or secondly, if the average household size continues to shrink as it has since at least 1980, then the need for additional housing units will be higher than estimated here.

Additionally, the data for new dwelling units from 2010-2015 shows Windham added 382 dwelling units, which doesn't put us far off the pace in a time of slower housing starts due to the Great Recession.

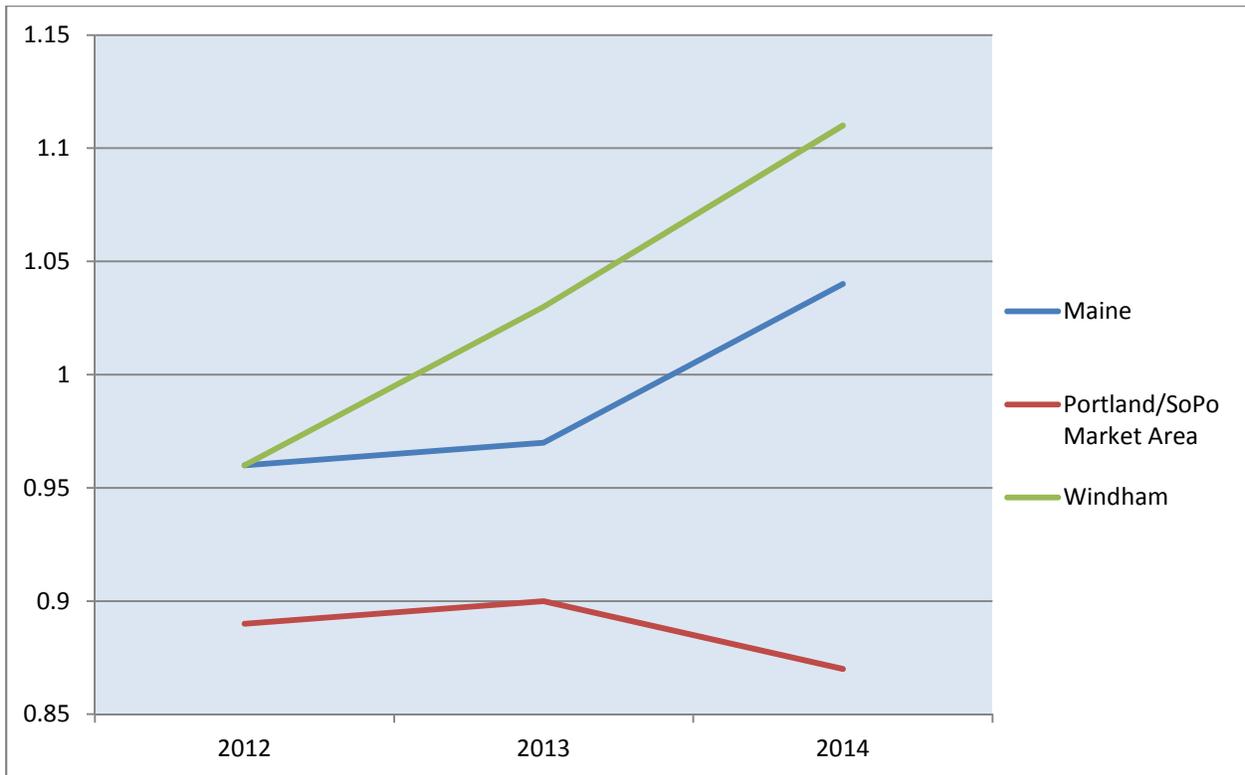
### Housing Affordability

Everyone who lives in Windham or has visited or traveled through Windham over the years knows that the Town has experienced steady and rapid residential growth since the 1970s. This information is presented in the Population & Demographics Chapter. Housing and population changes go hand in hand.

Looking at the affordability of housing in Windham compared to the Greater Portland region is one way to view the affordability of housing in Windham. It is likely that a good portion of Windham’s population growth since the 1970’s is attributable to the growth of the overall Greater Portland area as an economic engine for the state. An oversized share of the new housing associated with the growth of the Greater Portland area has been located in Windham based on the relative affordability and availability of developable land. As a result, Windham has grown at one of the fastest rates of any community in the region over the last two decades.

The Maine State Housing Authority maintains an Affordability Index for the state, based on median income and median home price. If the median household income equals 30% of the value of the median home price, it is considered Affordable and represented as a value of 1 in the chart below. Index values above 1 are relatively more affordable, and values below 1 are relatively less affordable. Note that Windham’s score compared to the Portland/South Portland Labor Market area is consistently more affordable, and in the latest index value the gap was widening. This is primarily attributable to a 10% increase in home values in the Labor Market area while Windham home values appreciated only 2%. In general, the least affordable communities in Cumberland County are close to Portland and along the ocean, while the most affordable scores are found in the more rural inland communities.

Figure 14 – Maine State Housing Authority’s Affordability Index, 2014



Another way to look at the affordability of housing in Windham is whether or not the people who work in Windham can afford to live in Windham. We know from the Economy chapter that most Windham jobs are not held by Windham residents. This phenomenon makes the index scores look good for

Windham - most Windham residents can afford to live in Windham (relatively lower housing costs compared to the region) by working in the job centers in and close to Portland (relatively higher salaries compared to the region). We know that most of the workers that fill Windham jobs are commuting from other towns away from the job centers described above.

The median household income for Windham in 2014 was \$64,329. A family making 80% of that amount would need a home price of \$171,544 to score a 1 on the index above. The median home price in Windham is \$204,200. Even though Windham scores as relatively affordable based on the median income, it is not considered affordable to a family making 80% of the median household income. It should be noted again that Windham is relatively more affordable than many communities in the region, and that a family making 80% of the median income can still find a home in Windham.

One of the recommendations below is to conduct a more formal housing market analysis to learn more about what it would take to make homes in Windham more affordable to those who work in Windham. It is interesting to note that the recommendations in the Economy chapter are approaching the same issue from the other side of the equation by recommending strategies that would raise the median income.

### **Seasonal Home Conversion**

Conversion of seasonal homes is still happening in Windham, though for the most part it seems as though the peak of this phenomenon has passed. This was more of a planning consideration in previous comprehensive planning efforts. See the Population and Demographics chapter for more information on seasonal homes.

### **Need for Low and Moderate Income Family, Senior and Assisted Living Housing**

Based on the responses to the Community Survey in 2014, comments received as part of the public outreach, and conversations with Westbrook Housing and Avesta Housing staff, there is a strong need for more senior housing in Windham. A small (24-unit) market rate age-restricted development of duplex buildings has started construction on Sandbar Road in the summer of 2016. This is the first dedicated senior housing built in Windham in ten years. The property being developed is included in the Retirement Community and Care Facility Overlay Zone to encourage development of senior housing, assisted living facilities, nursing homes and the like.

As noted several times in this chapter and also in the Economy chapter, Windham is part of a larger, Greater Portland housing and jobs market. Just as Windham relies on other communities for jobs for Windham residents, Windham relies on other communities to carry much of the supply of the affordable and senior housing needs. Just as there are benefits to a better local balance of jobs and housing, there are benefits for a community to provide more of its own affordable and senior housing units rather than shipping seniors to other Towns to live or relegating Windham workers to drive to communities farther afield to find lower cost homes that they can afford.

### **Local Regulations & Affordable or Workforce Housing**

Windham has no requirements or incentives for the provision of affordable housing within the Land Use Ordinance. Based on the results of more formal housing market study and analysis, the Town should

enact minimum requirements as well as incentives to increase the availability of affordable housing so that we can realize the portion of the Vision Statement that says Windham will be a place for young families and seniors to find community, and to live the value that Windham is and should continue to be a place for people of all ages and economic means.

## **Goals & Suggested Strategies to Implement Goals**

### **Goal 1: To encourage and promote adequate workforce housing to support the community's and region's economic development.**

*Strategy 1.a* Create or continue to support a community affordable/workforce housing committee and/or regional affordable housing coalition.

### **Goal 2: To ensure that the land use controls encourage the development of quality affordable housing, including rental housing.**

*Strategy 2.a* Maintain, enact or amend growth land area use regulations to increase density, decrease lot size, setbacks and road widths, or provide incentive such as density bonuses, to encourage the development of affordable/workforce housing.

*Strategy 2.b* Maintain, enact or amend ordinance to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.

*Strategy 2.c* Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. Section 4358(3)(m) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. Section 4358(2).

### **Goal 3: To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.**

*Strategy 3.a* Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.

*Strategy 3.b* Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.

## Recreation, Parks & Open Space

State Goal: To promote and protect the availability of outdoor recreation opportunities for all Maine Citizens, including access to surface waters.

### Conditions and Trends

#### Recreation Programs

There are many recreational programs available for Windham residents of all ages. Some of these programs are run through the Town's Department of Parks and Recreation while others are organized and run by private associations or clubs.

The following is a comprehensive list of programs and services offered through the Town's Parks and Recreation Department.

#### *Pre-School Programs*

- ) Kiddie Gym
- ) Kiddie and Me Zumba
- ) Wednesdays in the Park
- ) Children's Museum Special Events
- ) Discount Tickets – Cross Insurance Arena Events (i.e. Disney on Ice)

#### *Youth Programs*

- ) Summer Day Camp- Grades K-9
- ) Vacation Week Activities
- ) After School Enrichment Programs
- ) Teen Early Release Day Programs
- ) Multi-Week Ski Programs
- ) Summer Track Program
- ) Summer Tennis Program
- ) Safety Programs – Babysitting and Home Alone Courses
- ) Santa Hotline

#### *Adult Programs*

- ) Open Gym Activities – Volleyball and Basketball
- ) Indoor and Outdoor Pickleball
- ) Men's Basketball League – Fall, Winter and Spring

#### *Senior Programs*

- ) Weekly Shopping in North Windham
- ) Bus trips on our vehicles to a number of venues in Greater Portland, Maine, Massachusetts & NH
- ) Bus trips on charter buses with area recreation departments as a collaborative effort

### ***Community Events***

- ) Winterfest
- ) Father Daughter Dance
- ) Mother Son Sports Night
- ) S'mores and Skating Parties – Manchester Ice Rink and Chaffin Pond
- ) Summerfest
- ) Summer Concert Series at Dundee Park
- ) Halloween Party
- ) Community Tree Lighting

### ***Services to the Community***

- ) Discount Tickets to regional attractions ( i.e. Funtown, Aquaboggan, Ski Areas)
- ) Dundee Park Season Passes
- ) Reservation of Dundee Park and Town Hall Gym for Private Gatherings
- ) Summer Lunch Program at Dundee Park
- ) Nordic Ski Package Rental Program
- ) Snow Shoe Loan Program
- ) GPS Loan Program

Many of the recreational sports programs for youth and adults are offered through private programs organized and operated by Windham residents. Examples of youth sports organizations include soccer, basketball, and lacrosse. Windham Little League provides organized baseball and softball opportunities. All of these programs are successful and growing, as Windham's youth population increases.

### ***Recreation Areas & Facilities***

Unless otherwise noted, these properties are all owned and maintained by the Town of Windham. A map showing the location of each of these areas and facilities follows the descriptions below.

#### ***Donnabeth Lippman Park***

This is a 123-acre park, which includes a 10-acre pond in North Windham commercial district. This was formerly a Portland Water District property, and was maintained in a natural state to protect the well heads used for a public water supply. The Town purchased the property in 2011 and was reimbursed for the cost by Martin Lippman, who requested the Park be named for his wife. The park contains several trails, including a loop around the pond. This park contains several types of natural habitats, which makes this an excellent spot for bird watching and enjoying nature. The access road was widened and a parking area was built in 2014, and that winter the Town plowed a small portion of the pond for informal skating and hockey use. A playground will be installed adjacent to the parking area in 2015. The park is open year round. No hunting is allowed.

It should be noted that a Master Plan for the development and improvement of Donnabeth Lippman Park was adopted by the Town Council in 2012 ([click here for the plan](#)). There were several public meetings and an online survey designed to solicit opinions on community needs and suggested uses that should be incorporated into this facility. Reviewing the input from the public process that was part of

the park Master Plan, residents seemed split on keeping the Park in more of a natural state with some additional amenities and creating a place for baseball and soccer playing fields. Based on the input received as part of this Comprehensive Plan, advocates for new field space may not have particularly cared where in Town the fields were, or what the environmental constraints of this property might be, as long as the Town was considering additional playing fields somewhere in Town. See “Facility and Service Needs” below, for more on the need for additional playing fields.

### ***Dundee Park***

This 20-acre park was purchased by the Town in 1966. The park is located on the shore of Dundee Pond, and has long been a popular local swimming and picnic area. This park contains the only public beach in the Town of Windham. Dundee Park has also become a regional summer destination, drawing families and buses full of daycare and summer camp children from surrounding towns. The park is open from Memorial Day through Labor Day. No hunting is allowed.

### ***Lowell Preserve***

This 308-acre property was gifted to the Town in 1999 with the stipulation that it be open to access and left in an undeveloped state. This large wooded property contains several miles of multi-use trails, which are cooperatively maintained with the Portland Chapter of the National Mountain Bike Association. This property abuts conservation land in Falmouth, and the trails are interconnected. This makes the associated trail network even larger and more valuable as a resource. The Preserve is open year round, and hunting is allowed in season.

### ***Black Brook Preserve***

This 105-acre preserve is a Windham Land Trust property located in Windham Center. There are access points to the property from Windham Center Road, which includes a parking area that can accommodate half a dozen cars, and from Gray Road (Route 302), with parking available across Gray Road on School Road at the Town Office. The several trails and all signage are maintained by the Windham Land Trust.

### ***Gambo Road Complex***

This 19-acre property is the Town’s playing field complex, located on the Presumpscot River and owned by the Portland Water District. The Town leases the property and has been developed by Windham Youth Soccer into a 6-8 field complex. The fields are accessed from Gambo Road. On Saturdays in the summer, this area is likely the busiest part of Town outside of North Windham with its summertime traffic. This facility is gated when not in use by Youth Soccer, though a hand carry boat launch has been approved at the far end of the existing parking lot. The site is also a popular access point for the Mountain Division Trail.

### ***Town Hall Playground & East Windham Playground***

Outside of school facilities, these are the only two playgrounds in Town. These playgrounds were both installed in 1999. They are both functional but aging and will be due for upgrades or replacement in the next several years.

### ***Windham Skate Park***

This facility was constructed in 1999 and located next to the Public Safety Building on Route 202 (Gray Road). This facility contains about ten ramps and a half pipe. Until the summer of 2013, the Town staffed the facility during operating hours. Since then the park has been an unsupervised facility. The skate park is open from April through October 31.

### ***Town Office Gymnasium/Haskell Hall***

This gym is a remnant of the days the Town Office building served as Windham's High School. It is used for senior exercise programs, for productions of the Windham Community Theater, and youth and adult basketball programs. It is also the venue for the annual Town Meeting every June. A stage with stage lighting and a small kitchen are part of this facility.

### ***Manchester School Basketball Courts & Ice Rink***

The two outdoor basketball courts located on the Manchester School property were repaved in 2013. Access to these courts are unrestricted in the summer. In the winter, the courts are flooded and used as a skating rink. A fire pit is established in the winter, as well. The facility is lit for evening use in both summer and winter.

### ***Deer Hollow Sanctuary***

This 16-acre sanctuary is accessed from Mount Hunger Shore Road, and includes shoreline on Lower Mud Pond. It is owned by the Town. There is a trail from the small parking area, large enough for 3-4 cars, down to the Pond. At the end of the trail, there is an observation platform suitable for viewing birds and other wildlife at Little Mud Pond. The trail is very wet in the spring, and the observation platform is not accessible without knee-high boots or waders. There is one large property between Deer Hollow Sanctuary and Donnabeth Lippman Park.

### ***Otterbrook Sanctuary***

This Town-owned property is 41-acres and consists of the open land that was created through the approval of the Otterbrook cluster subdivision. This subdivision is just off River Road and the open space is accessible via Otterbrook Drive. There is a single trail on this relatively long and skinny parcel. Given the limited hiking options and the absence of public parking, this property likely serves primarily as a local neighborhood resource.

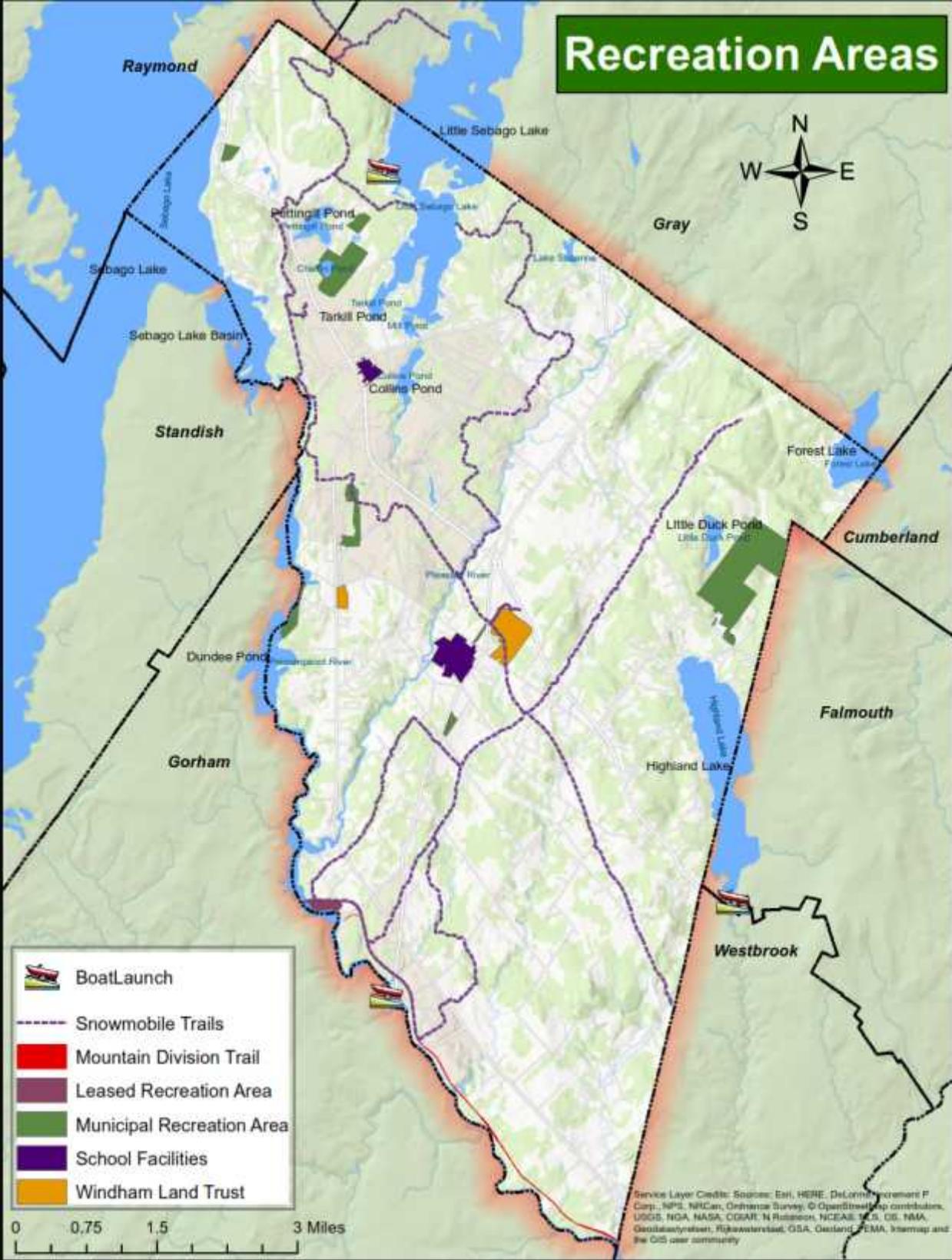
### ***Pringle Wildlife Preserve***

This 17-acre preserve is a Windham Land Trust Property located on the corner of Windham Center Road and River Road. There is a small parking area and an observation platform for viewing birds and wildlife at this corner of the property.

### ***Claman Preserve***

This 14-acre Town-owned Sanctuary is located on the eastern side of Route 302 in North Windham, just north of the Windham Assembly of God Church. There are no trails on the property and no parking available on the site. It is not uncommon to see cars parked on the shoulder of Route 302 over several weeks in the summer while people are picking blueberries at the while they are in season here.

# Recreation Areas



- BoatLaunch
- Snowmobile Trails
- Mountain Division Trail
- Leased Recreation Area
- Municipal Recreation Area
- School Facilities
- Windham Land Trust

0 0.75 1.5 3 Miles

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## **Regional Facilities**

### ***Mountain Division Trail***

This is a regional recreational asset, maintained by several towns within the state-owned Mountain Division Railroad right-of-way. After many years without active rail operations, the rail was removed and the trail was opened in 2002. The trail was paved by the state in 2009, from the Route 202 (Main Street) intersection in South Windham, through Gorham and into Standish. The trail continues south into Westbrook, but is not paved south of Route 202.

In 2014, MaineDOT conducted a count of walkers and cyclists using the trail on a Tuesday in August. This count was for two locations in Gorham, the closest station to Windham being the one just south of Shaw Park, on the Presumpscot River and close to the trail access in Windham on Gambo Road. The count showed a total of 90 southbound users, and 127 northbound users. Cyclists accounted for about 20% of the users. Peak usage hours were between 9-11 am, and 5-7pm. Usage can be much higher on summer weekends. The trail is open year round.

### ***Snowmobile Trails***

The local snowmobile club, the Windham Drifters, coordinates and maintains the trail network of about 47 miles on 14 major trails in Town. Most trail miles utilize existing utility corridor rights-of way. That being noted, there are many sections of trail that are located on private property, which must be authorized by land owners annually, and every year there are changes to the trails based on changing property ownership or changes in permission for access.

### ***Boat Launches***

There is one boat launch in Windham that can accommodate a trailered boat. This launch is owned and maintained by the State, and is located on Little Sebago Lake. It is accessed from Mount Hunger Shore Road.

There are several hand-carry launches in Windham, where one can park a car and carry a canoe or kayak to the water. These are primarily located on the Presumpscot River, and are provided by SAPPI or Florida Power and Light as part of federal dam relicensing requirements. One is located below the North Gorham Dam with access from Windham Center Road and is maintained by the Town and the other is located at the South Windham Fire Station on Main Street (Route 202). There are several other informal access points to the Presumpscot River and its impoundments which provide access for a canoe and kayak users.

It should be noted that there is a hand-carry launch in Falmouth for Highland Lake access, and at least two hand-carry launches in Gorham for access to the Presumpscot River.

### **List of Publicly Used Open Spaces**

There are many access points to the Presumpscot and Pleasant Rivers, primarily at or near road crossings, where access is provided over private property. Rather than provide a complete list of crossings and property owners, selected examples include:

- ) the “fishing park” access on the Presumpscot River at Route 35, owned by S.D. Warren, located just below the Eel Weir Dam (fly-fishing only),
- ) the Route 302 crossing of the Pleasant River, owned by Charlie and Carol Hall (fly-fishing only), and
- ) the Pope Road crossing of the Pleasant River, owned by Andrew and Deborah LaFleur ( artificial lures only).

Significant hunting access on private property include land owned by Larry and Ann Clark on the Swett Road and Russell Hall on Walter Partridge Road. These spots are used as Inland Fisheries & Wildlife pheasant release sites for fall hunting opportunities.

In addition to the above types of public uses on private property, there are a number of landowners enrolled in property tax programs that incentivize the preservation of open space and assist commercial forestry and agricultural operations by lowering local property taxes. These programs are generally referred to as “current use tax programs” which allow adjustments to local property tax levels based on the current use of a property as opposed to the market value of a fully developed property. Please note that public access is not guaranteed through these programs, but the programs do encourage undeveloped properties to remain undeveloped, which provides scenic and environmental value, as well as preservation of Windham’s rural characteristics.

These programs are authorized through state law, and include:

- ) Open Space. There is no minimum size for property to be enrolled in this program, but the property must provide public benefit, which is broadly defined in the law. The amount of property tax reduction is defined in the law, and increases based on criteria such as permanent protection as open space, “forever wild open space” limitations, and availability of public access. Through this program, land valuation can be reduced by 20% to as much as 95% of full valuation.
- ) Tree Growth. This program is meant for commercial woodlots, as the property must have a forest management plan in place that is updated every 10 years. A property must be a minimum of 10 acres to be eligible. The amount of property tax reduction is set by the State Assessor for each region of the state based on wood type on the lot, each local assessor applies this rate locally.
- ) Farmland. Land in this program must be at least 5 acres, and gross income from agricultural products must be at least \$2,000 annually. Eligible land can include pasture land, crop land, orchards, and more. The law provides guidelines for municipalities to use for reduced values per acre depending on the use, but it is up to each municipality to adopt their own values. Actual values can be higher or lower than state recommendations, but local assessors must justify the values that are chosen.

As of 2014, Windham had the following number of acres enrolled in each program:

- ) Open Space: 402 acres

- ) Tree Growth: 2,940
- ) Farmland: 2,100
  - o Farm Forest Land: 1,047 acres
  - o Pasture Land: 811 acres
  - o Crop Land: 241

A map of these properties appears in the Agriculture and Forestry chapter.

## **Analysis**

### **Adequacy of Existing Facilities**

One measure of the adequacy of existing facilities is based on how much the Town pays to run and maintain the Parks & Recreation Department each year. The Parks & Recreation Department received Parks and Recreation Community Standards Report from the National Recreation and Park Association in 2014. The report does not present standards or recommendations for the number of basketball courts or playgrounds based on population, for example, as presented in the 2003 Comprehensive Plan. Rather this report provides very broad data categories that compare Windham with national medians and with median data for communities with a population density of less than 500 people per square mile.

The Community Standards Report looks at expenditures both per acre of park & recreation areas and per capita. By either measure, Windham is far below national median expenditures, and still low but better when compared other “low density” communities around the country. It also looks at revenue generated by parks and recreation programming and entrance fees. In Windham, revenues come primarily from summer day camp fees and entrance fees to Dundee Park. Looking at revenue as a percent of expenditures, Windham seems to compare favorably, but this is in large part due to the relatively low expenditure levels compared to the more nationally comparable revenues.

### **Facility & Service Needs**

#### ***Existing Facilities***

The Parks and Recreation Department completed a Facility Summary dated July 2012, which identifies necessary improvements to existing facilities to improve access and user experiences. The inventory includes all of the Town owned properties and facilities listed in the Conditions section above. Recommendations relate to parking needs, trail improvements, and replacement/upgrade recommendations for equipment and amenities.

#### ***New Facilities***

The public input received at the outset of this planning process gave shape to community needs that are not being met through current facilities.

For several years, members of Windham’s youth sports communities have been expressing a desire for more outdoor field space. These community members are involved with Youth Soccer, Lacrosse and others, including Little League. As the community has grown over the years and the number of people

participating in youth sports has grown, the number of playing fields has not. This has led to crowding and scheduling conflicts among these groups. There is a need for an outdoor athletic facility independent of the schools, because the schools must prioritize scheduling for student athlete needs, must limit use during times of potential damage to the turf facilities and take into consideration liability and insurance issues. Examples of comparable facilities in the region include Twin Brooks in Cumberland and the Wainright Fields in South Portland.

Another major need rose to the top of several group's priorities was for a Community/Recreation Center. There has been a long identified need for a senior center which would serve social and recreation needs. High School students noted that there was no place for them to go after school for social, recreation, and academic needs. Youth sports volunteers noted that there is a need for more municipal indoor recreation space beyond the single basketball court at the Town Office Gym. A well-conceived and well-located Community/Recreation center could meet the needs of all of these groups.

### **Status of Publicly Used/Private Owned Areas and Facilities**

None of the access noted above for snowmobile trails, hunting or fishing access is guaranteed. The Clark Farm property is currently for sale and the continued use of this property for hunting is not certain.

### **Water Access Needs**

The following Great Ponds (defined by the State as 10 or more acres of surface area) are entirely or partially within the Town and have no public access:

- ) Collins Pond – 42 acres
- ) Little Duck Pond – 43 acres
- ) Forest Lake – 198 acres
- ) Pettingill Pond – 42 acres
- ) Sebago Lake – approximately 30,000 acres, no public access in Windham
- ) Highland Lake – 640 acres, no public access in Windham

## **Goals & Suggested Strategies to Implement Goals**

### **Goal 1: To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.**

**Strategy 1.a** Develop a Recreation and Open Space plan to meet current and future needs. Assign a committee or community official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.

Note: The 2012 Facility Summary identifies needs and required maintenance for existing facilities. This should be used as a starting point for a Recreation and Open Space plan which would take a more comprehensive look at new recreation facilities and how to identify and prioritize land for to be preserved for environmental, scenic, cultural/historic, or agricultural and forestry purposes.

**Strategy 1.b** Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.

Note: Coordination is ongoing for trails like the snowmobile network. However, the Town should examine how it might be possible to connect parks, recreation facilities, and conserved land with bike lanes or off-road trails as appropriate.

**Strategy 1.c** Prioritize the build-out of Donnabeth Lippman Park per the Master Plan.

**Goal 2: To preserve Open Space for Recreational use as appropriate.**

**Strategy 2.a** Identifying land for preservation should be included as part of the Recreation and Open Space Plan suggested in Strategy 1.1.

**Strategy 2.b** Work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land.

**Strategy 2.c** Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A.

**Goal 3: To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing and swimming and work with nearby property owners to address concerns.**

**Strategy 3.a** Use the list of water bodies identified in the "Water Access Needs" section of this chapter as a starting point to prioritize proactive Town efforts related to additional public access

**Strategy 3.b** Work with land trusts, lake associations, and landowners to establish new access points to Windham's lakes and ponds. See Strategy 2.2. above.

**Goal 4: Build new facilities to serve an expanding demand and a growing population.**

**Strategy 4.a** Build a Community/Recreation Center. Note that this effort required to determine the size, services, and facilities of such a Center may or may not be part of a Recreation and Open Space Plan.

**Strategy 4.b** Identify and obtain land in order to build an Outdoor Field complex as part of a Recreation and Open Space Plan.

**Strategy 4.c** Build more playgrounds within walking distance of existing neighborhoods. This can be implemented through the subdivision process, or through the Recreation Capital Plan for properties identified in a Recreation and Open Space Plan.

**Goal 5: Preserve open spaces, forests, and agricultural lands important to the residents of Windham.**

***Strategy 5.a*** Develop a Recreation and Open Space Plan to further detail and prioritize recreation needs and to create a framework for evaluating land ***to be preserved for environmental, scenic, cultural/historic, or agricultural and forestry purposes.***

***Strategy 5.b*** Establish a program for the preservation of land important to the people of Windham, similar to the state's "Land for Maine's Future" program, in order to contribute to the conservation of high priority conservation lands, establish points for public access to water and preserve agricultural land. This program should receive funds from the Town every budget cycle.

***Strategy 5.c*** Maximize property tax reduction programs to the full extent allowed by state law to encourage and incentivize the private provision of open space, forested lands, and agricultural operations.

## Transportation

### State Goal:

To Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

### Conditions and Trends:

Windham's pattern of growth over the past several decades has evolved around the automobile. It is the primary means of travel for most Windham residents. Windham is situated just west of the Maine Turnpike and approximately 10 miles from downtown Portland, and acts as a gateway to the lakes region. Routes 202 and 302 provide north/south access, and Routes 115 and 35 provide access to the east and west.

Traffic is continually identified as the most significant issue in Windham. A busy east-west corridor connecting Maine's Lakes Region and the White Mountains of New Hampshire, Route 302 is without a doubt the most significant traffic issue in Windham. However despite these challenges, and in fact because of the volume of passing traffic, commercial development continues to locate along Route 302 and traffic on local roads is increasing.

### Commuting Data

The majority of Windham residents commute outside of town for work. About a quarter of Windham's workforce actually works in Town, with about half working in the Greater Portland area including Portland, South Portland, Scarborough, Westbrook and Falmouth. The remaining quarter of the workforce travels to remaining areas of the County, and to a smaller degree, other areas of the state. This information is from the American Community Survey, which provides an estimate for the period 2009-2013. As such, the numbers are subject to estimation and error. The broad level picture provided by this data is quite interesting and has implications on how to consider Windham in the regional transportation network.

Table 8 - Where Windham Residents Work (2013 Estimate)

Location	Estimated Employment	%
Portland	2,527	28%
Windham	2,226	24%
Westbrook	778	9%
South Portland	772	8%
Falmouth	346	4%
Scarborough	315	3%
Remaining County	1,256	14%
In Maine, out of County	814	9%
Out of State	79	1%
<b>TOTAL</b>	<b>9,113</b>	

Figures 1 & 2, below, provided by the U.S. Census Bureau's *On the Map* web tool, show commuter patterns in Windham in 2004 and 2014. The dark green arrow on the left is an estimate of commuter inflow, or the approximate number of people who commute to work in Windham but live somewhere else; the circular arrow in the center estimates the number of people who live and work in Windham; and lastly, the light green arrow on the right estimates commuter outflow, or the number of people who live in Windham and commute elsewhere for work.

Figure 15 – Commuting Pattern, 2004



Figure 16 - Commuting Pattern, 2014



## The Road System

This section examines the functionality and capacity of the town's roadway system. Existing road conditions, crash data, and traffic volumes are analyzed in order to identify specific transportation issues, and develop strategies to address these issues in the future.

### Federal Functional Classifications

Some roads are intended to access residential neighborhoods and individual properties, while others are intended to carry traffic through a region. Others serve both roles to greater or lesser degrees. The MaineDOT's functional classification of roads is the process by which public roads and highways are grouped into classes according to the type and level of service they are intended to provide. Under this system, roads fall into one of three general categories: arterials, collector roads, and local roads.

Arterials provide through travel between major traffic generators (large cities, recreational areas) that have 10,000-30,000 vehicles per day, and are designed for higher travel speeds and fewer intersections. These roads form connected routes throughout the state that primarily serve longer distance and interstate traffic. Arterials are further divided between principal and minor arterial roads. In Windham, Route 302 is considered a minor arterial road.

Collector roads are characterized by more moderate travel speeds; serve distances between smaller urban centers, villages, or neighborhoods, collecting traffic from local roads and connecting it to arterials. They are divided between urban and rural roads and see traffic between 2,000 to 8,000 vehicles per day. Some examples of collectors in Windham are Windham Center Road, Falmouth Road and River Road. Collectors are also subdivided into major and minor categories.

Local roads provide direct access to residential neighborhoods, local businesses, agricultural properties and timberlands. Volumes typically range from less than one-hundred to possibly thousands of vehicles per day. Roads not classified as arterials or collectors are considered local roads.

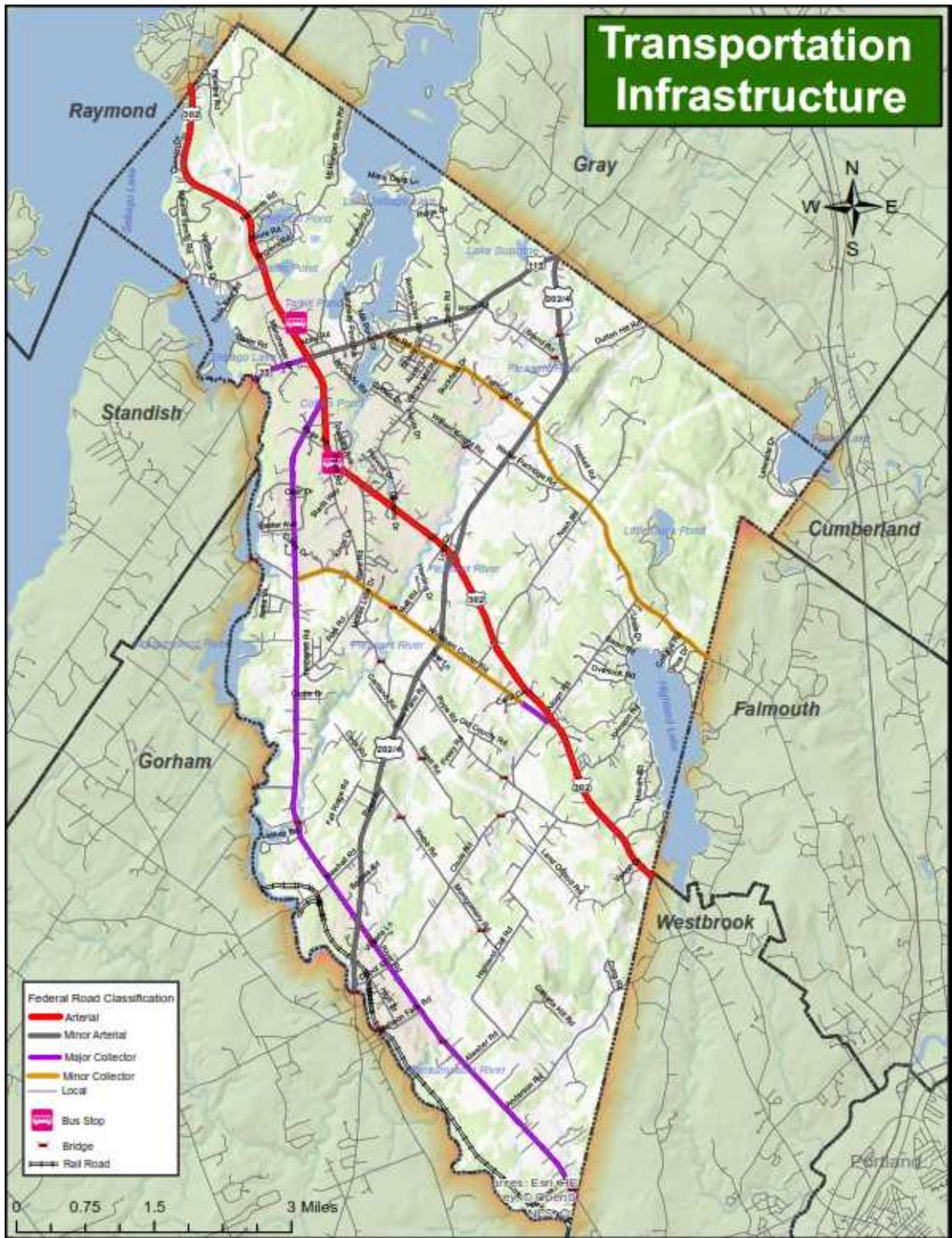
See the Transportation Infrastructure map on the following page which shows the Federal Functional Classification for Windham roadways.

### *Highway Corridor Priority Measures and Customer Service Levels*

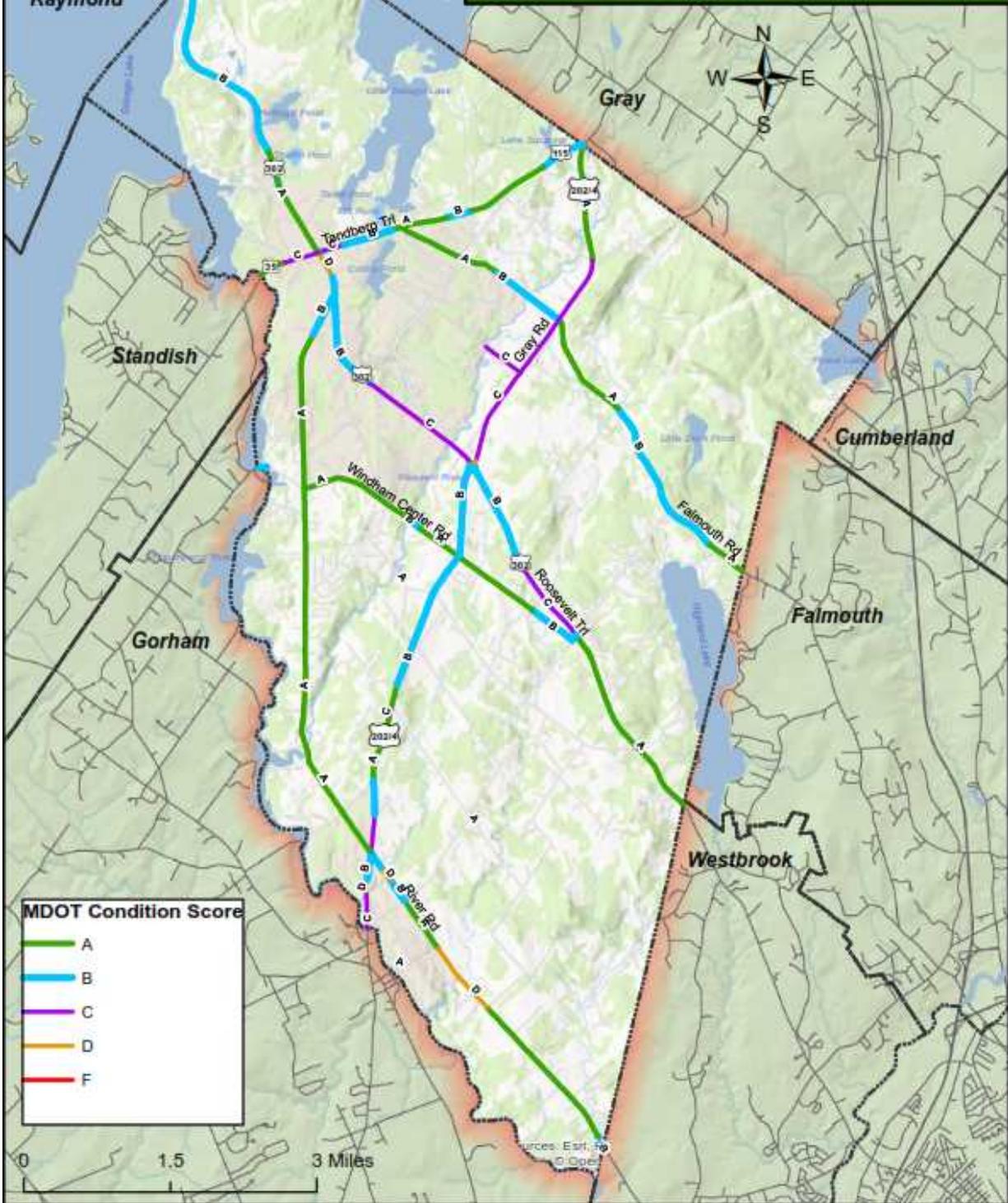
Another way MaineDOT classifies roads is by road priority level. With limited funds, MaineDOT uses Highway Corridor Priority Measures as a framework to prioritize its many programs and projects. There are two aspects to the program- Highway Corridor Priorities and Customer Service Levels. The MaineDOT has classified all 23,400 miles of Maine public highways into six priority levels, with the interstate characterized as a priority 1 and local roads as priority 6. Priority 1 roads include all interstates and key arterials, such as Route 302, and priority 6 are local roads. Windham has 10.66 miles of priority 1 roadway (Route 302), 8.81 of priority 2, 13.51 miles of priority 3, 8.59 of priority 5, and 102.19 of priority 6 local roads.

Customer Service Levels uses customer-focused engineering measures to track highway (1) Safety, (2) Condition and (3) Serviceability, and grades them similar to a report card (A – F). Sections of Gray Road, River Road, Albion Road and Route 302 have been given a D or lower related to issues such as ride quality, roadway strength, and pavement width. The Customer Service level can be found in on the Road Conditions map on the following pages.

# Transportation Infrastructure

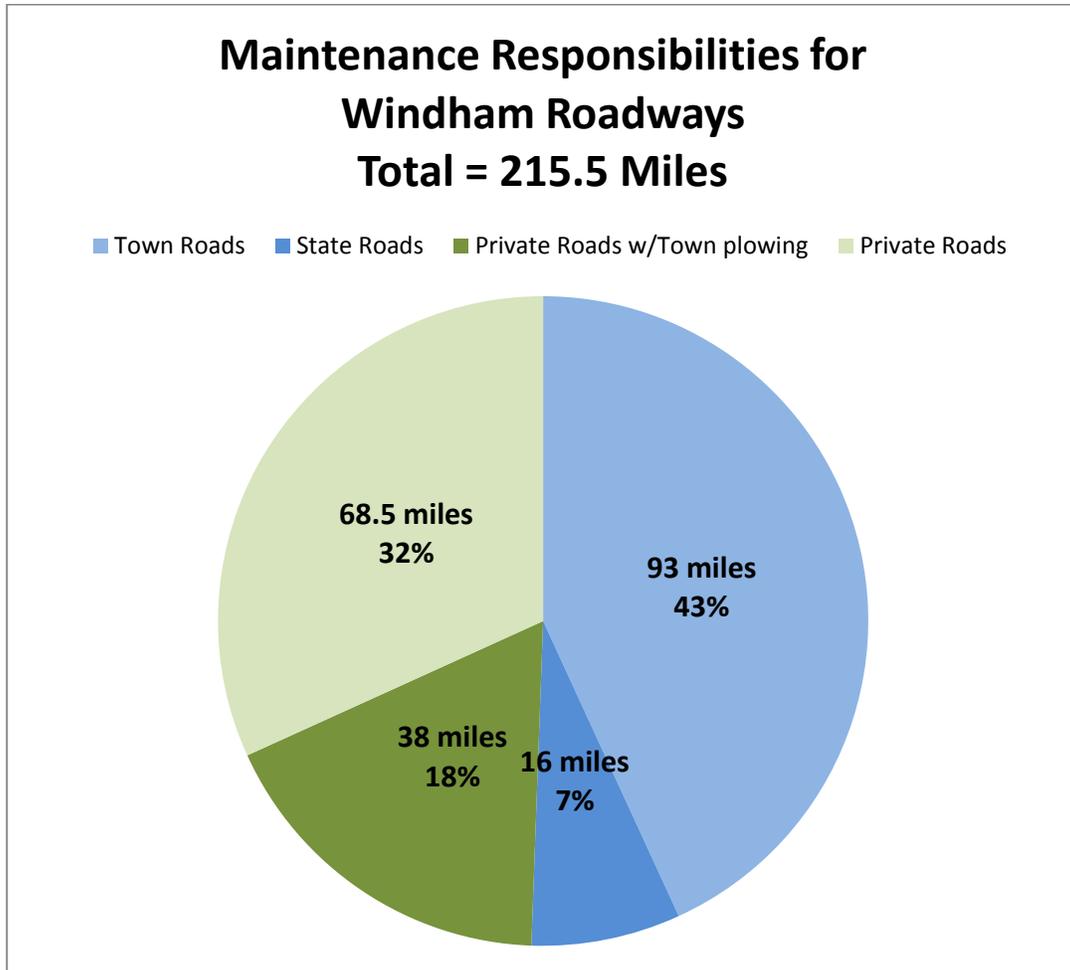


# Transportation Network Road Conditions

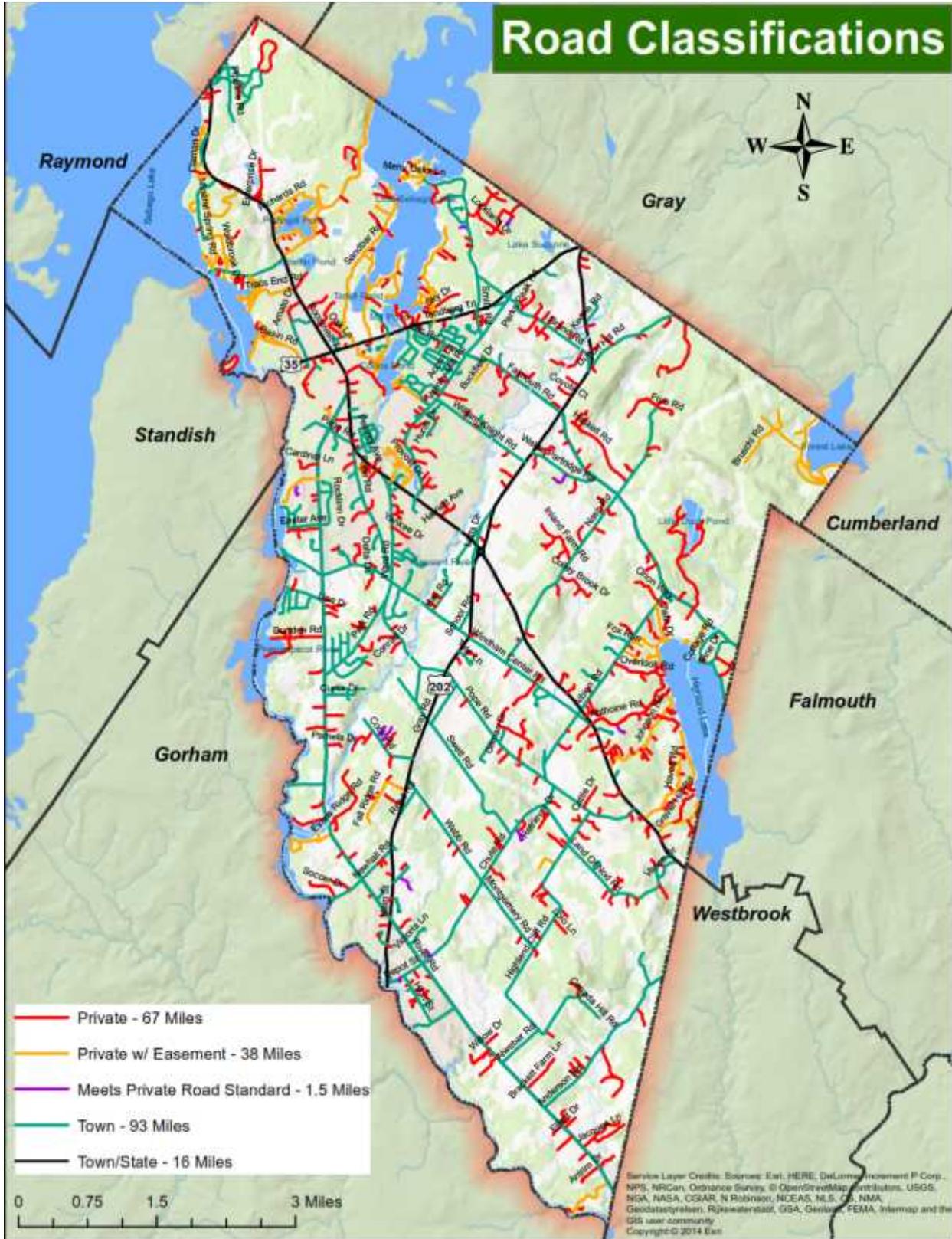


### *Ownership/ Town Maintenance responsibilities*

Roads in Windham can also be looked at from the standpoint of who is responsible for maintaining them. Maintenance of the road network is a shared responsibility among the state Department of Transportation, the Town, and private associations. State highways form a system of connected routes throughout the state that primarily serve intra- and interstate traffic. The State is responsible for year round maintenance on most state highways. As of the end of 2015, there were about 215.5 miles of roadways in Windham. The chart below breaks down the types of public and private roads in Windham, and the map that follows shows where these roads are in the community.



# Road Classifications



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### *Private Roads*

As noted above, private roads make up a significant proportion of the miles in the Town's road network. Private roads make up almost 50% of the miles in the network. Traditionally, when people thought of private roads in Windham, they were thinking of roads that provided access to the lakes and ponds, roads like Sandbar Road, Johnson Road, Anthoine Road, Brown Cove Road, and Anglers Road. In more recent years, people are probably just as likely to think of the relatively newer private roads that serve residential developments, both large (like James Way, Cross Ridge Road, Fall Ridge Road) and small (like Cajun Court, Delta Drive, Cardinal Lane and many others). Because the Town did not have Private Road standards in place for developers and property owners to use when constructing roads until 2009, not all of these roads are capable of providing access for emergency vehicles during times when snow removal is an issue or during times of the year when the road is soft or wet. Further, some roads may be adequate for a small number of homes and lower traffic levels, but these roads may be subject to additional development in the future through extensions of the road or even along the existing length of road.

As the number of private roads continues to grow, and more specifically, the number of homes that are located on private roads continues to grow, it will become more and more urgent over time to address what kind of upgrades to roads will be required as the number of homes on these roads exceeds the structural capacity of the road and the ability of homeowners' associations to maintain them. Just as importantly, the Town must make some decisions about how and where this private road growth in the community is occurring.

### *Traffic Volumes*

Traffic count data is a major factor in evaluating traffic characteristics of a community. In particular, this information can assist with the ultimate prioritization of roadway maintenance. Although traffic volumes can be expressed in a number of ways, average annual daily traffic (AADT) is the most common. This measure is released regularly by MaineDOT, and is an estimate generated by a sample of day-long counts at specific locations and factored with automatic traffic counters in other locations around the state. Unfortunately, AADT does not give a measure of the amount of seasonal fluctuations in the amount of traffic, a significant issue along Route 302. Not surprisingly, the highest traffic volumes occur in North Windham adjacent to Tandberg Trail and continue north to the Raymond town line. A map of this data can be reviewed on the Transportation Infrastructure Map that follows.

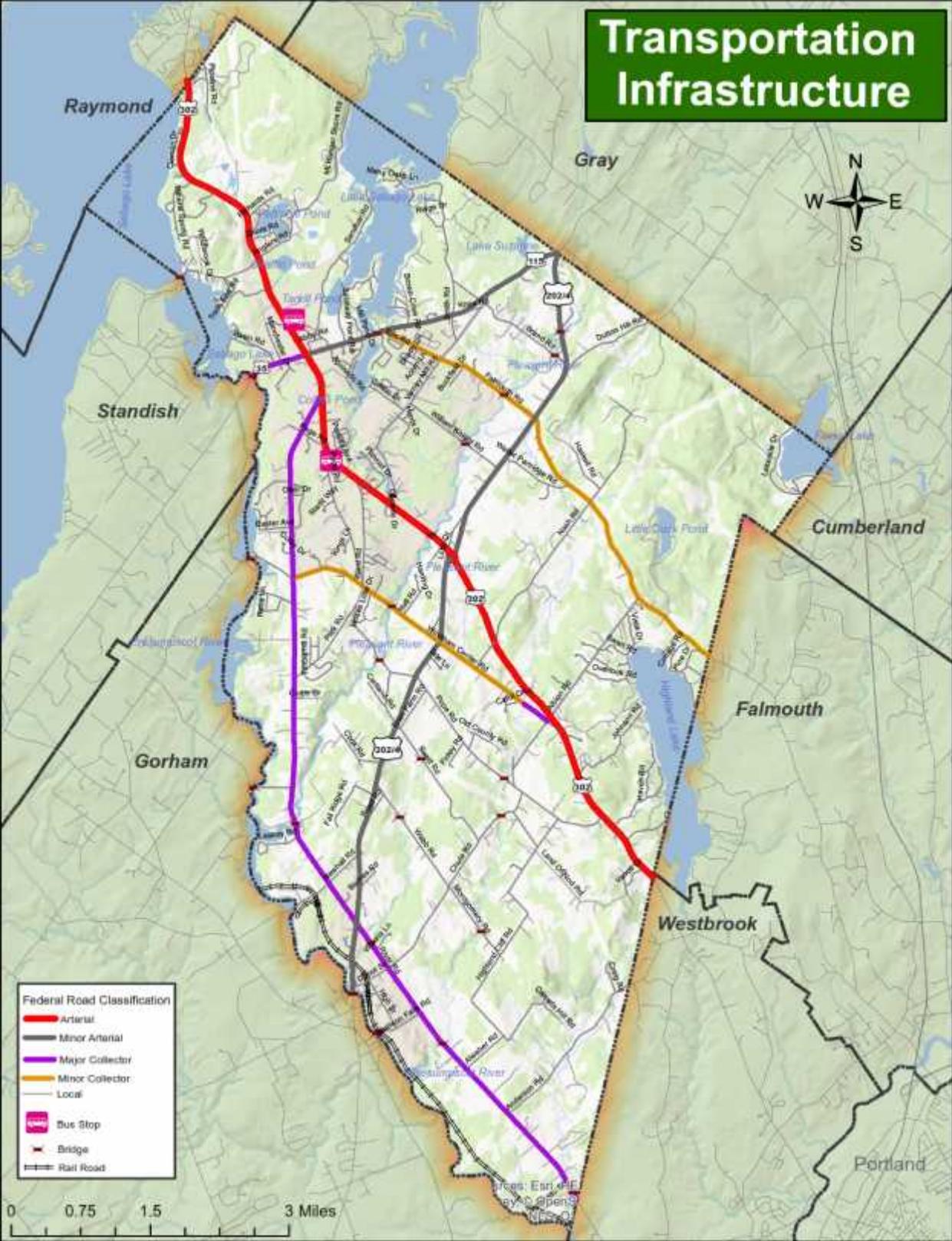
### *Crash Data*

The state keeps track of crashes around the state and designates the highest priority locations from a safety perspective as "high crash locations." High crash locations are designated by considering both the number of crashes, as well as the Critical Rate Factor (CRF). A CRF is a statistical measure used to determine the "expected crash rate" as compared to similar intersections throughout the State of Maine. A measure of 1.00 represents a typical intersection, a measure lower than that represents a safer than typical intersection, and a measure higher than that represents a less safe intersection. A High Crash Location (HCL) is defined by MaineDOT as a location that has had eight or more traffic crashes and a CRF greater than 1.00 measured over a three-year period. Windham's high crash locations are noted below for the three year period ending in 2014.

Location	# Crashes (2014)	Critical Rate Factor (CRF)	Rank
<i>Intersections:</i>			
Route 302 @Enterprise Drive	11	1.7	67
Intersection Route 115/302	35	2.09	36
Windham Ctr Road/ Ward	8	4.04	15
Route 302/Rotary/Gray Rd	29	5.44	6
Falmouth Rd/Gray Rd	16	4.28	13
Route 302/Albion Rd.	10	1.87	58
<i>Segments:</i>			
Route 302 (Landing to Franklin)	13	1.15	80
Route 302-N of Tandberg Trl.	35	2.09	36
Tandberg Trl West of Route 302	13	1.78	48
Route 302-South of Tandberg Trl.	40	2.99	13
River Road btwn Laskey and Covered Bridge	16	1.49	63
River Road-Rouseau to Anderson	26	1.09	82

Please note that this crash data is also shown on the Transportation Infrastructure Map on the following page.

# Transportation Infrastructure



## State Road Projects

The MaineDOT Work Plan outlines the work that the department plans to perform over the next three years. The Work Plan is calendar year-based and includes all MaineDOT work activities. Projects and activities listed for Calendar Year 2015 are more firmly funded and tied to definite schedules, while those for Calendar Years 2016 and 2017 may be more subject to change. The following is a list of projects within the town that are identified in the MaineDOT work plan 2016-2018.

<b>Planned Capital and Maintenance Work 2016-2018</b>				
<b>Work Plan Year:</b> 2016				
<b>Municipalities(s):</b> Gray, Windham				
<b>Asset(s):</b> Route 202				
<b>Description:</b> Beginning 0.40 of a mile south of Lotts Drive in Windham and extending easterly 7.42 miles.				
<b>ID</b>	<b>Scope of Work</b>	<b>Highway Corridor</b>	<b>Priority</b>	<b>Estimated Funding</b>
018802.00	Highway Preservation Paving		Varies	\$2,680,000
<b>Work Plan Year:</b> 2016				
<b>Municipalities(s):</b> Windham				
<b>Asset(s):</b> Route 302				
<b>Description:</b> Municipal Partnership Initiative. Located at the intersection of Route 302, Anglers Road and Whites Bridge Road.				
<b>ID</b>	<b>Scope of Work</b>	<b>Highway Corridor</b>	<b>Priority</b>	<b>Estimated Funding</b>
020232.04	Highway Safety and Spot Improvements		1	\$1,200,000
<b>Work Plan Year:</b> 2017/18				
<b>Municipalities(s):</b> Westbrook, Windham				
<b>Asset(s):</b> Mountain Division				
<b>Description:</b> Bicycle/Ped rail trail along the Mountain Division Corridor from Route 202 in Windham to Bridge Street in Westbrook.				
<b>ID</b>	<b>Scope of Work</b>	<b>Highway Corridor</b>	<b>Priority</b>	<b>Estimated Funding</b>
019423.00	Bicycle/Pedestrian		N/A	\$150,000
<b>Work Plan Year:</b> 2017/18				
<b>Municipalities(s):</b> Standish, Windham				
<b>Asset(s):</b> Route 35				
<b>Description:</b> Beginning 0.02 of a mile east of Middle Jam Road in Standish and extending easterly 1.00 mile.				
<b>ID</b>	<b>Scope of Work</b>	<b>Highway Corridor</b>	<b>Priority</b>	<b>Estimated Funding</b>
022528.00	Highway Preservation Paving		3	\$300,000
<b>Work Plan Year:</b> 2017/18				
<b>Municipalities(s):</b> Windham				
<b>Asset(s):</b> Route 35				
<b>Description:</b> Beginning at the Standish town line and extending northeast 0.84 of a mile. -PACTS Sponsored.				
<b>ID</b>	<b>Scope of Work</b>	<b>Highway Corridor</b>	<b>Priority</b>	<b>Estimated Funding</b>
020892.00	Highway Preservation Paving		Varies	\$378,900
<b>Work Plan Year:</b> 2017/18				
<b>Municipalities(s):</b> Windham				
<b>Asset(s):</b> River Road				
<b>Description:</b> Beginning at Windham - Westbrook town line and extending northerly 3.07 miles.				
<b>ID</b>	<b>Scope of Work</b>	<b>Highway Corridor</b>	<b>Priority</b>	<b>Estimated Funding</b>
011219.20	Highway Rehabilitation		3	\$4,399,000

### Town Road Projects

Windham does a pavement condition rating survey of Town roads every three years. Maintenance paving is scheduled based on this information. Recent projects include the repaving of Albion Road between Falmouth Road and Route 302 and Dutton Hill Road from Route 302 to the town line with Gray.

The Town has utilized the MaineDOT’s Municipal Partnership Initiative (MPI) program for larger more expensive projects like the rebuilding of Falmouth Road and the Anglers Road/Whites Bridge Road intersection project. This allows the Town to share project costs with the State. DEP grant funds were received for the installation of a box culvert on the Falmouth Road project. Box culverts make it easier for fish and other aquatic life to pass through the culvert than more traditional round designs.

The Town of Windham has several projects queued up for 2017-2020. These include major improvements to Smith Road and Nash Road as well as paving the gravel surface roads Hall Road and Brand Road. PACTS awarded Windham construction funds to Windham for sidewalk construction on Route 35 (Tandberg Trail) from Basin Road to Boody’s Corner (Route 302 and Route 35/115 intersection). These projects are expected to be in the \$5-6 million range.

### Bridges

According to data received from MaineDOT there are 24 bridges in Windham. Most are under the authority of MaineDOT, one is owned and maintained by the railroad, and several are characterized as maintained by the municipality. Table X below lists the condition and ownership responsibility for each bridge. Most of the bridges are in satisfactory to excellent condition (received a rating of 6 or above). Bridges with ratings 5 or below on at least one of their three elements (deck, superstructure, and substructure) at the time of this inventory include: Varney’s, Babbs, Great Falls #2, Loveitt, Doles Anderson, Popeville, and Carrol Lamb. These bridges are all the responsibility of MaineDOT.

No.	Bridge Name	Year Built	Owner	Bridge Condition			
				Deck	Super Str.	Sub St.	Culvert
0233	Montgomery Rd.	1997	MDOT	N	N	N	8
0234	JONES	1955	Municipal	6	6	6	N
0254	BRAND	1997	Municipal	7	7	8	N
0256	Varney Mill	1995	Municipal	8	8	8	N
0257	Varney’s	1965	MDOT	3	6	6	N
0300	Chute Rd.	1996	Municipal	N	N	N	7
0302	Black Brook	2007	Municipal	N	N	N	7
0359	Underpass	1973	Railroad	N	N	7	N
1009	Babb’s	1976	MDOT	6	6	5	N
1529	Great Falls #2	1970	MDOT	6	7	5	N
2264	EEL Weir	1987	MDOT	7	7	7	N
2315	Glanz	1946	MDOT	N	N	N	6

<b>2676</b>	Pleasant River	1989	MDOT	N	N	N	6
<b>2787</b>	South Windham	2005	MDOT	8	8	8	N
<b>2939</b>	Whites	1922	MDOT	6	6	6	N
<b>2998</b>	Narrows	1959	MDOT	6	6	7	N
<b>3018</b>	Loveitt	1947	MDOT	5	7	6	N
<b>3059</b>	Lokhorn	2000	MDOT	N	N	N	8
<b>3857</b>	Whites	2010	MDOT	8	8	8	N
<b>5061</b>	Doles	1930	MDOT	5	5	6	N
<b>5298</b>	Anderson	1950	MDOT	5	6	6	N
<b>5742</b>	Popeville	1957	MDOT	6	6	5	N
<b>5821</b>	Madison Falls	1969	MDOT	7	6	6	N
<b>5879</b>	Carrol Lamb	1962	MDOT	N	N	N	5
<b>6243</b>	Black Brook Bridge	1972	MDOT	N	N	N	7
<b>6386</b>	Pope Rd.	1996	Municipal	N	N	N	7

### **Alternative Modes**

This section outlines existing modes of transportation other than the automobile such as bicycle lanes, sidewalks, and transit options. Both MaineDOT and the Town of Windham have adopted a Complete Streets Policy relative to road construction and maintenance to help increase access for all users. A copy of Windham’s policy can be reviewed in Appendix E.

### ***Regional Transportation Program (RTP)***

The Lakes Region Explorer is operated by the Regional Transportation Program (RTP) and began service in November of 2013. The bus recently transitioned to a new schedule and now makes four round trips per day (Monday-Friday) from Bridgton to Portland along Route 302. The bus stops at several locations along the route, and includes at least one stop per community. As part of the expansion, each Lakes Region community along the route now contributes roughly \$10,000 annually to help fund the service.

## Come ride the LAKES REGION EXPLORER

### MON-FRI BUS SERVICE ... BRIDGTON TO PORTLAND ...

**Scheduled Stop (parking)**  
The bus will pull over on each trip and not leave before the scheduled time.

**Request Only Stop (no parking)**  
The bus will stop by request. Passengers must tell the driver to pull over, or call the driver at the stop. Lines are appropriate and if no requests are made the bus will continue without stopping.

**Look for Lakes Region Explorer bus stickers.**

**ONE-WAY TRIP** \$3  
**SENIORS (65+)** \$2  
**STUDENTS (w/ID)** \$2  
**ID-AGE PASS** \$25  
**MONTHLY PASS** \$50

Full transfer to #210 to South Portland Bus Transfer Station or South Portland Bus Transfer Station bus \$1.00

#### BRIDGTON TO PORTLAND | MONDAY - FRIDAY

Bridgton Community Ctr.	6:00 AM	9:00 AM	5:45 PM	7:00 PM
Lake Region HS	R 10:11	R 12:21	R 2:30	R 4:41
Lakes Village Library	R 10:18	R 12:28	R 4:37	R 6:48
Maple Area Legion	6:23	9:23	4:00	7:23
South Coast Fire Stn.	6:32	9:42	4:07	7:42
Sunset Valley	6:39	9:49	4:14	7:49
North Windham Ctr.	6:50	10:00	4:25	8:00
Westbrook/Prides Corner*	R 16:56	R 19:06	R 5:42	R 8:06
USM/Forest Ave (SB)	R 17:10	R 19:20	R 6:56	R 9:20
Elm Street Pulse	R 17:29	R 19:33	R 7:03	R 9:33
Elm Street Pulse	7:40 AM	10:43 AM	6:00 PM	9:00 PM

#### PORTLAND TO BRIDGTON | MONDAY - FRIDAY

Elm Street Pulse	7:35 AM	11:35 AM	5:30 PM	8:40 PM
USM/Forest Ave. (NB)	R 17:40	R 19:40	R 7:33	R 10:00
Westbrook/Prides Corner	7:55	11:55	5:33	9:00
American St. (NB)	R 18:04	R 20:04	R 7:39	R 10:14
North Windham Ctr.	8:15	12:15	5:15	9:25
Sunset Valley	8:29	12:29	5:25	9:35
North Coast Fire Stn.	8:37	12:37	5:33	9:43
Maple Area Legion	8:42	12:42	5:42	9:52
Lakes Village Library	R 18:47	R 20:47	6:47	10:27
Lake Region HS	R 18:54	R 20:54	6:54	10:34
Bridgton Community Ctr.	9:05 AM	1:05 PM	7:05 PM	10:15 PM

For more info please visit [rtprides.org](http://rtprides.org)

**WiFi FREE**



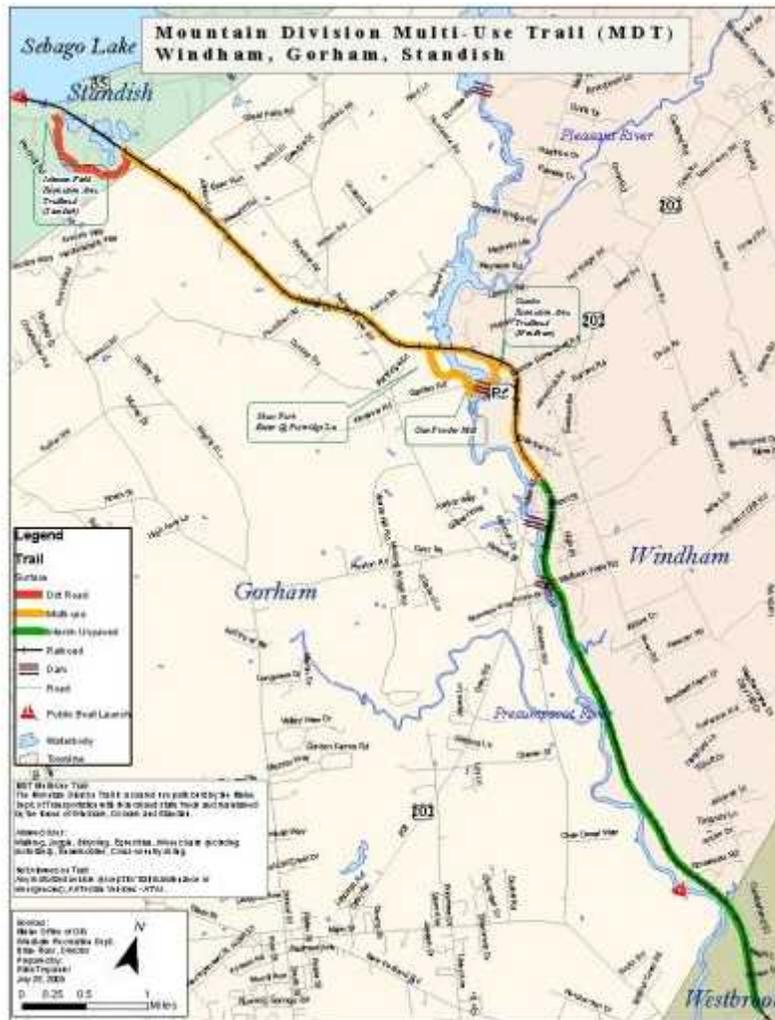
In addition to the Lakes Region Explorer, RTP also provides low-cost, curb-to-curb transportation service to the elderly, social service agency clients, the economically disadvantaged, and persons with disabilities in the study corridor and Cumberland County. According to its website, RTP consists of a fleet of 34+ lift equipped buses and vans, 45 agency certified drivers, and over 50 volunteer drivers. RTP serves over 4,500 people across Cumberland County each year and provides more than 1,000 rides a day. In 2010, RTP provided over 153,000 trips via bus, van volunteers, and family drivers.

In Windham, the Senior Transportation Program (STP) also coordinates and reimburses volunteer drivers for seniors who need rides in the northern portion of the Lakes Region. STP is based in Bridgton, and Bridgton clients tend to dominate the request for rides. In 2007, it was estimated that 70,000 miles would be driven as part of STP's program.

### *Mountain Division Rail*

The Mountain Division Railroad Restoration Project is an ongoing initiative led by MaineDOT, the Route 113 Corridor Committee, and local communities to restore freight rail service from Portland to Fryeburg (a distance of 45 miles), with the potential for future passenger rail expansion. The State of Maine bought the Fryeburg to Windham portion in 1997, and in 2011, MaineDOT completed rehabilitation efforts on a four-mile section of track extending from Westbrook to South Windham. The Department then continued its efforts in early 2012 by applying for a Tiger III federal grant to fund the restoration of

a 22-mile section of track connecting South Windham to Baldwin (passing through Gorham and Standish along the way). The grant request was ultimately denied, but MaineDOT may apply for future grant opportunities as they become available. If funded, the project would reestablish a direct rail connection from Southwestern Maine to the Port of Portland and open up new opportunities for emerging markets in the region. In particular, the project could provide freight rail access to an \$80 million industrial wood pellet facility slated for development in West Baldwin. A map of the Maine segment is below. The Town should continue to follow developments related to the reinstallation of rail infrastructure within the existing Mountain Division right-of-way closely, in order to ensure that the existing multi-use trail is not lost, as this is a valued recreational asset within the Town.



### *Bicycle and Pedestrian Facilities*

Windham’s bicycle and pedestrian networks are limited. Current challenges include an incomplete sidewalk network, a lack of crosswalks and sufficient pedestrian crossing signals, large expanses of parking lots (especially along Route 302 in North Windham), a lack of safe bicycle routes and racks.

Existing sidewalks are primary located in North Windham, Windham Center, and South Windham neighborhoods.

In South Windham, sidewalks of varying condition link to existing sidewalks in Gorham, and provide access to commercial areas. In North Windham, sidewalks extend along both sides of Route 302 with some consistency, but locating pedestrian crossings is still challenging due to the sheer volume of traffic in the area and the lane configuration. In Windham Center, home to the Town Office, library, skate park and RSU 14 School Complex, there is limited sidewalk and shoulder infrastructure of varying condition. Following a similar effort by MaineDOT, the town recently adopted a Complete Streets Policy that requires the town to consider bicycle pedestrian facilities as part of any transportation project. In 2012, GPCOG completed maps documenting existing sidewalks in both Windham Center and North Windham. These maps can be reviewed below.

There are no designated bike lanes in Windham. Routes 302 and 202 are still popular for biking with paved shoulders adequate for biking. A shoulder widening project was completed on Windham Center Road from the RSU School campus to River Road to improve access adjacent to the school and other community assets in Windham Center. The Mountain Division Trail also provides a five mile paved trail that's connects Standish, Windham and Gorham and allows access to bicycles.

### *Transportation Demand Management Possibilities*

Transportation Demand Management (TDM) is looking at solving traffic problems not from the transportation facility supply side, like building new roads or travel lanes on existing roads, but by trying to manage or reduce the demand for transportation facilities particularly in the busiest times of the day. Car or van pooling, provision of bus services, working with major employers to adjust start times or times of shift changes to avoid peak periods are all examples of TDM techniques.

Opportunities to use TDM in Windham are relatively limited. As noted in the Economy chapter, Windham's major employers are the schools and the Correctional Center. Changing residential development patterns and increasing the density of jobs in North Windham will increase the effectiveness of the Lakes Region Explored to take trips off the main roads. Working with the largest regional employers like Unum or Maine Medical Center in Portland might pay regional benefits to getting those commuters out of traditional rush hour traffic times.

Figure 17 - North Windham Sidewalk Inventory, 2012

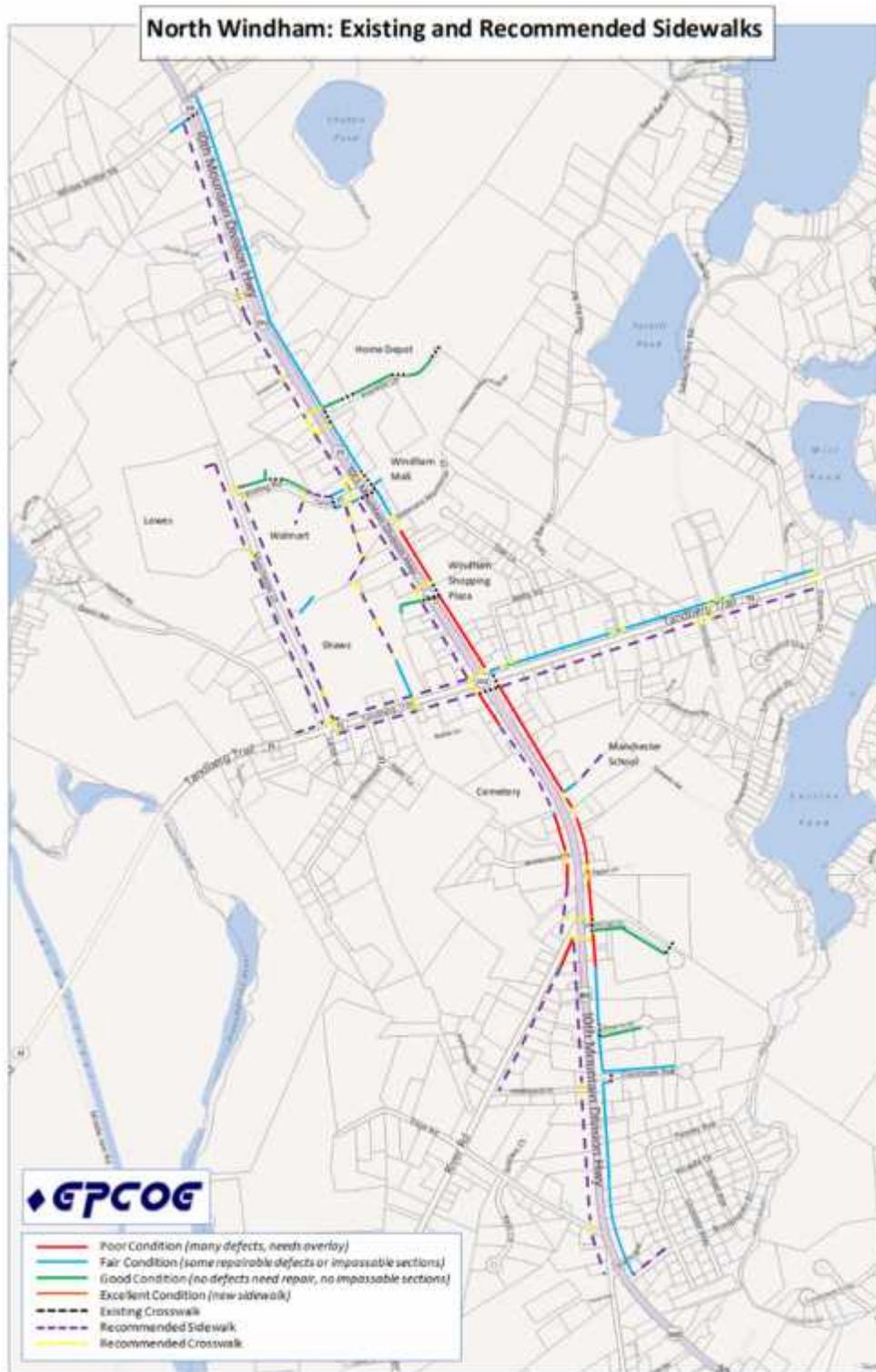
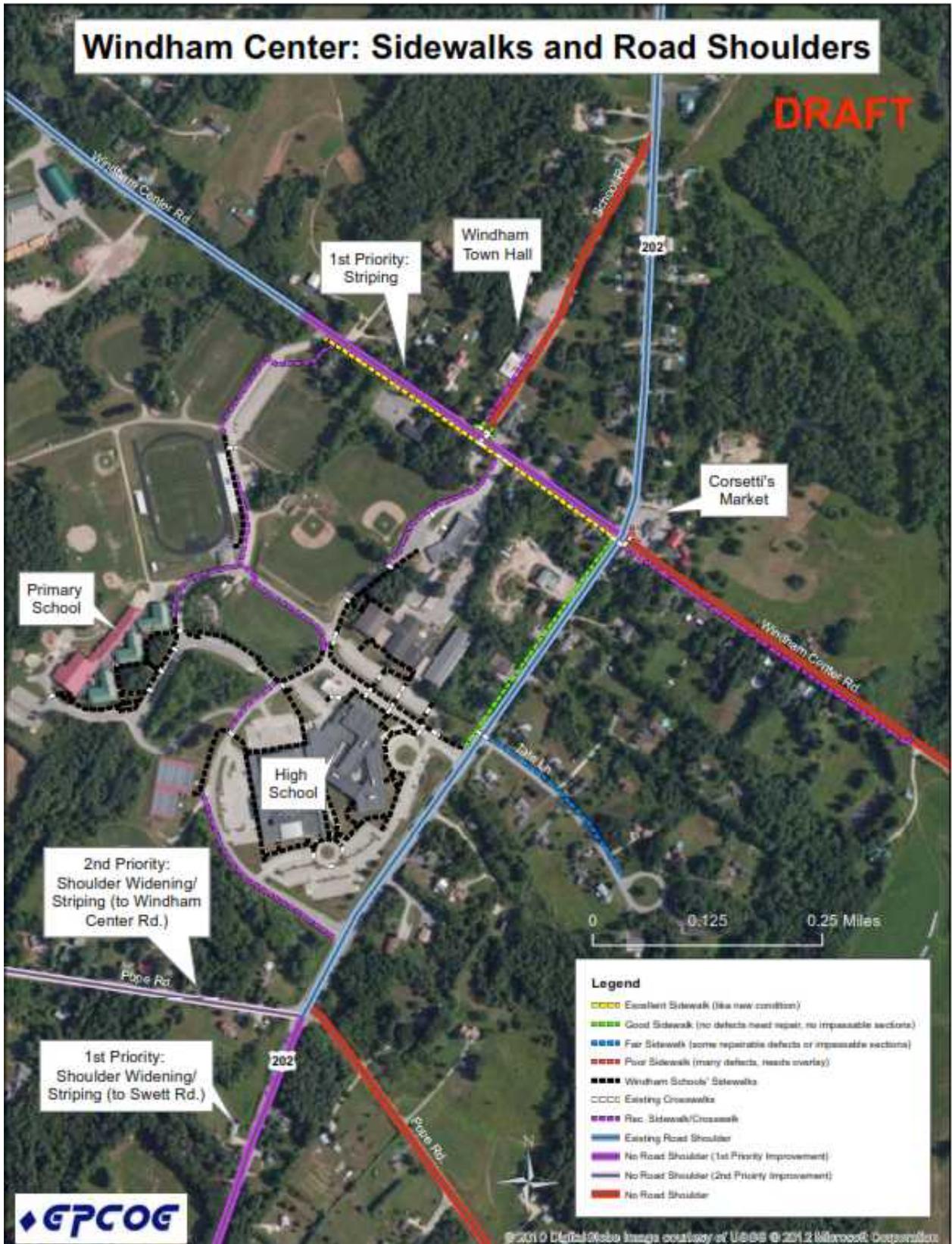


Figure 18 - Windham Center Sidewalk Inventory, 2012



## Parking

The town has no municipal parking facilities. On street parking is only allowed in the South Windham Village area. Most vehicle parking facilities are associated with commercial development occurs along the commercial areas of North Windham where retail development attracts people from neighboring communities. Due to minimum parking requirements, there is no shortage of parking spaces in North Windham. In fact, the current regulatory structure will make it difficult for the Town to meet its community development and economic development goals due to the large amount of on-site parking required of private land developers.

The current parking standards allow for shared access but do not incentivize the concept, resulting in little interest from developers. Similarly, shared parking is allowed if a developer can provide a parking plan from a licensed engineer, an expensive undertaking. Without the type of land pressure found in more urban environment, these strategies will not be pursued without more aggressive incentives from the town.

## Access Management

The MaineDOT has developed standard for access management aimed at preserving highway capacity and promoting safety. The state's access management program is intended to provide safer access to land development while conserving the ability of a highway to move traffic safely and efficiently. Access management is particularly important for major roadways, such as Route 302, which experience higher volumes of traffic and are regionally significant. For planning purposes, a permit is required prior to the commencement of construction, alteration, or removal of any portion of an access within the state highway. Permits are reviewed based on factors such as sight distance, spacing between driveways, and corner clearance. More information on MaineDOT's access management rules can be found [here](#).

The town recently updated their site plan and subdivision ordinances with numerous access management requirements such as an allowable number of curb cuts, site distance requirements, curbcut spacing, and corner clearances. These efforts have been implemented in order to address existing concerns with preserving the capacity of the most heavily traveled roads in Windham.

## Analysis

With the automobile as the primary form of transportation for most Windham residents, it is not surprising that in the town's 2014 Community Survey, traffic issues ranked as one of the most significant concerns among residents. In particular, many longtime residents expressed concern about increased traffic congestion along Route 302 in North Windham resulting from decades of auto centric commercial development. Route 302 serves dual roles as both a commercial center for Windham, and a regional transportation corridor providing access to the Lakes Region and New Hampshire.

## Local and Regional Planning Efforts

### *Local Planning – Route 302 North and 21<sup>st</sup> Century Plan*

In response to these issues, the town has embarked on two major planning efforts in recent years. These efforts have focused on traffic and land use patterns along different segments of Route 302. In 2011, the North Route 302 Corridor Plan was completed, focusing on capacity and safety issues along

Route 302 from Whites Bridge Road to the Mineral Springs Road/Assembly of God Church area. The plan includes strategies and recommendations to increase safety and reduce delays such as access management, restriping and realignment, transportation demand management (TDM), and reconfiguring the lanes within the existing pavement width, including the installation of a two-way center turn lane in locations north of the Whites Bridge Road/Anglers Road intersection with Roosevelt Trail.

In 2013, the town adopted the 21<sup>st</sup> Century Downtown Plan for North Windham. This plan is intended to help leverage and promote growth in a way that improves the sense of place along North Windham's Route 302 commercial corridor. The plan advocates for a suburban downtown that introduces new street networks to establish new neighborhoods around the existing commercial area, increasing residential density, open space, and multimodal opportunities in this neighborhood. Ultimately, the plan envisions Roosevelt Trail will balance the needs of people passing through North Windham as well as people traveling to North Windham as a destination for the many goods and services there. It calls for the consideration of all modes of travel, including cars, public transit, pedestrians and bicyclists in order to accommodate existing and future development.

### *Regional Planning – GPCOG and PACTS*

On a regional scale, Windham was part of the Route 302 Multimodal Corridor Management Plan completed by GPCOG for MaineDOT in 2013. This regional planning effort was focused on an element of transportation—the mobility corridor—and its relationship with cities and towns that have jurisdiction over land use and private development trends. Once again, North Windham's commercial area was identified as the most significant traffic issue along the corridor, with impacts that affect the functionality of the entire corridor. The plan included recommendations similar to the other plans identified in the previous paragraphs such as amending land use regulations to enhance the street network, implement access management strategies, and adopt a complete street policy. The town is currently working towards implementing these recommendations and recently adopted a local Complete Streets Policy.

The Portland Area Comprehensive Transportation Committee (PACTS) was designated in 1975 as the Metropolitan Planning Organization (MPO) for Greater Portland, serving 18 municipalities including Windham, as well as seven public transportation providers, MaineDOT, Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Maine Turnpike Authority, and both the Greater Portland Council of Governments (GPCOG) and Southern Maine Planning and Development Commission (SMPDC). PACTS conducts numerous transportation studies within the region, including long-range transportation plans.

The federal government established these entities in all urbanized areas of the country in order to improve the coordination of transportation planning and investment decisions by state, municipalities and public transportation organizations.

*Destination 2040*, PACTS' long term Regional Transportation Plan was approved in 2016. It provides a vision for the region's transportation network and includes a broad range of multi-modal projects and programs to meet current and future growth and development. The Vision for the Region in 2040

...is to provide a safe, fully developed, and well maintained multi-modal means of travel for all people and goods as efficiently and cost effectively as possible. The transportation system will be coordinated with land-use decisions promoting compact livable development that preserves community character while retaining open and natural spaces, which enhance the natural and human environments. These are the policies and values of the PACTS communities and members.

The goals established in the plan are to maintain a regional focus, enable economic development, maintain and improve mobility, safety & accessibility, integrate energy conservation, strengthen the land use and transportation connection, and protect environmental quality. Some of the recommendations from that plan have been incorporated into this chapter.

PACTS shares the responsibility with the Maine Department of Transportation (MaineDOT) for the programming of all capital improvement projects funded with federal funds in the PACTS Capital Management Area. These funds come from the Federal Transit and Federal Highway Administrations (FTA and FHWA). Programming is the decision to fund a project for design, construction or operation. It is up to MaineDOT, transit providers and municipalities to implement programming decisions.

### **Bicycle Pedestrian Networks**

As noted in the Conditions section, the existing bicycle and pedestrian networks in Windham have numerous gaps. There are many examples of sidewalks missing crucial links and inadequate crosswalks and bike lanes in the Town's built up areas. However, the town is moving forward to improve these issues and create a more cohesive bicycle pedestrian network. In recent years, the Greater Portland Council of Governments (GPCOG) conducted a sidewalk analysis of both the North Windham and Windham Center areas. North Windham includes the town's largest commercial area, and Windham Center is home to both the Town Hall and the elementary and high schools. Although both assessments identify many gaps in the networks and recommend potential infrastructure upgrades for sidewalks and shoulders, there is potential to build a stronger network for bicycle and pedestrian access.

Additionally, there are also opportunities for potential off-road connections for cyclists and people who want to walk or jog. Trails along existing utility corridors could be improved or even paved to provide the type of opportunities enjoyed by users of the Mountain Division Trail described above. Overhead electrical and separate buried oil and natural gas pipeline corridors all traverse Windham in a north/south direction. These corridors are in close proximity in the North Windham area and generally run parallel with Route 302 on the western side of that road until they cross in the vicinity of Enterprise Drive. Overhead electrical transmission lines run from just north of Forest Lake on the Gray town line to just north of South Windham Village, roughly in a northeast/southwest direction.

## Parking

The site plan ordinance requires the number of spaces typically seen for most suburban communities and includes few incentives to seek more efficient or innovative approaches to meeting its parking needs, beyond allowing the options for shared parking between different uses on a single property and off-site parking arrangements between uses on abutting properties. Currently, the planning board has the ability to waive the required number of parking spaces but without regulatory incentives outlined in the ordinance, the request for a waiver is rarely requested. One of the goals of the 21<sup>st</sup> Century Plan is to reduce the overall number of parking spaces in North Windham in order to both reduce the stormwater impacts associated with parking as well as to provide property owners with the option of having more land available for development, landscaping or other uses.

## Transit

The town is currently served by both the Lakes Region Bus and Regional Transportation Program (RTP). The Lakes Region Bus is a fixed route, fixed schedule commuter bus, while RTP provides on-call rides from homes and other distributed points, called paratransit service, to eligible people living in, or visiting, the Greater Portland area that are prevented by a disability from utilizing fixed-route bus service. Windham is not part of the Metro service area, which currently serves the adjacent town of Westbrook along Route 302. A map of the Lakes Region Bus route shown on page 10 of this Chapter.

## Local Road Design Regulations

There are three sections in the Land Use Ordinance dictate how new roads in Windham are built. These are Section 500 - Performance Standards, Section 900 – Traffic Conditions and Streets, and Appendix B – Street Design and Construction Standards tables. It includes minimum site distance requirements, access design standards, and general construction standards such as surface type, minimum right-of-way width, and required sidewalk and shoulder widths. Major and minor private roads do not require sidewalks, and only a two foot shoulder width. These standards also dictate hammerhead and cul-de-sac designs.

Performance standards for Streets in Section 500 establish the standards for Private Roads that are built outside of subdivision review. There are also standards for Controlled Access Streets, of which only Manchester Drive is identified, requiring all curb cuts on this street to be spaced at least 300 feet from the nearest curb cut. Standards for Curb Cuts and Driveway Openings details the number and width of curb cuts allowed per property, depending on the zoning district.

The Traffic Conditions and Streets standards in Section 900 of the ordinance apply to Public and Private Roads constructed as part of a subdivision. Subdivision Review does give the Planning Board the authority to require a reserved right-of-way to abutting undeveloped properties. There is also a requirement for additional connectivity requirements for subdivisions that have more than 30 lots or dwelling units. Building local street networks based on connectivity requirements or maximum dead end street length standards has proven to be ineffective, as developers have resisted connectivity by dividing land so that development does not abut reserved rights-of-way or large undeveloped properties, and most development occurs lot by lot or in subdivisions of less than 30 dwelling units.

Both of these sections detail the requirements for design considerations such as access control, sight distance requirements, turn-around requirements, the number of homes that can be served by dead-end streets. The subdivision street standards also allow the Planning Board to require a dedicated right-of-way for future connectivity to undeveloped abutting properties.

The tables in Appendix B of the Land Use Ordinance detail the construction specifics for building new roads and streets, including things like the depth of gravels, thickness of pavement, and travel lane and shoulder width requirements for different classifications of roadway.

## **Goals & Suggested Strategies to Implement Goals:**

### **Goal 1: To safely and efficiently preserve or improve the transportation system.**

***Strategy 1.a*** Implement recommendations from 21st Century Plan including construction of sidewalks, crosswalks, intersection improvements and access management program in the Roosevelt Trail and Tandberg Trail rights of way.

***Strategy 1.b*** Implement recommendations to encourage the buildout of a local street network in North Windham in order to encourage more walking between homes and businesses in the area and to allow more vehicular trips to take place without having to use the existing Routes 302, 115 or 35.

***Strategy 1.c*** Work with local businesses and property owners to modify driveway locations that are unsafe or unnecessarily contribute vehicle turning movements in the corridor.

***Strategy 1.d*** Additional planning for the Windham Center and South Windham Village areas should be undertaken using an approach that considers future land use goals, similar to the 21<sup>st</sup> Century Downtown Plan for North Windham.

***Strategy 1.e*** Maintain, enact, or amend local ordinances as appropriate to address or avoid conflicts with the policy objective of the Sensible Transportation Act (23 M.R.S.A Sec. 73), state access management regulation pursuant to 23 M.R.S.A Sec. 704, and state traffic permitting regulations for large developments pursuant to 23 M.R.S.A. Sec. 704-A.

***Strategy 1.f*** Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections. This includes stronger requirements for connectivity, especially in the Town's growth areas.

**Goal 2: To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.**

*Strategy 2.a* Develop a Town-wide Bicycle and Pedestrian Plan to address issues presented in the built-up and more rural parts of Windham. This plan should view the transportation system benefits and recreational benefits of walking and bicycling.

*Strategy 2.b* Sidewalks should be constructed on both sides of Roosevelt Trail/Route 302 and along Tandberg Trail/Route 35.

*Strategy 2.c* Amend ordinances to require the construction of sidewalks or the equivalent impact fee for all new roads constructed or reconstructed in Growth Areas. Sidewalks should be provided on both sides and crosswalks should be installed at all intersection locations.

*Strategy 2.d* Continue support of the grassroots WALC (Windham Active Lifestyles Coalition) group working with GPCOG and Bicycle Coalition of Maine.

*Strategy 2.e* Upgrade existing signalized intersections with crosswalks, ADA ramps, and pedestrian signals so that pedestrians can cross all approaches.

**Goal 3: To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.**

*Strategy 3.a* Create and continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network.

*Strategy 3.b* Continue to participate on regional planning projects and coordination with PACTS and the Greater Portland Council of Governments.

*Strategy 3.c* Identify high-crash locations outside of the planning areas associated with the 21<sup>st</sup> Century Plan and the Route 302 North Plan, and proactively coordinate with MaineDOT or PACTS on addressing the most serious safety issues.

**Goal 4: To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by promoting a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).**

*Strategy 4.a* Develop procedures to implement the Complete Streets Policy adopted by the Town Council in 2014.

**Goal 5: Address the challenge that continued development along private roads presents to the provision of Town services for residents who live on these roads.**

## Public Facilities & Services

This Chapter will inventory the municipal facilities and public services available to Windham residents, whether they are provided by the Town, a public utility like the Portland Water District, or a private company like Pine Tree Waste or Time Warner Cable or Fairpoint Communications.

## Conditions, Trends & Analysis

### Municipal Buildings

The following is a complete list of Town buildings with only a summary of their current conditions and recommended facility improvements. Much of these summaries are excerpted from the *Municipal Facilities Space Needs Study and Master Plan (2014)* by SMRT. That study was conducted to assess current and future maintenance needs for each structure, but also to assess the adequacy of the buildings to meet the demands of the programs and services they currently provide and will likely provide in the future. Also note that much greater detail on municipal buildings and facilities can be found in the 2003 Comprehensive Plan, along with recommendations from that time based on the *Facilities Assessment and Space Needs Analysis (1998)* by Mooney Engineers.

### Public Works

This 9,600 square foot building is located on a 27 acre site on Windham Center Road next to the Pleasant River, and serves as the Public Works garage, the RSU 14 garage, and houses the administrative space for the Town's Public Works Department. It was built in 1980, with additions in 1982, 1985, and the most recent addition of a space by the RSU for meeting space, an office and restroom facilities for bus drivers in 2014. Based on the SMRT report, this facility is the least able to meet the requirements of the department it was built for, and in making a recommendation for a new facility, SMRT summarizes "there are no viable options to meet the current or future space needs of the public works department in the current facility" (p. 21, Municipal Facilities Study).

The Town Council and town staff are currently reviewing a preliminary plan to construct a new facility for the Windham Public Works and RSU 14 bus garage and parking programs to be located up the hill on the same property, where the leaf and brush drop off is currently located. Pending further internal review, this item could go to Windham voters in November 2015 for funding.

### Public Safety

The Public Safety Building is the home of the Windham Police Department, the central Fire/Rescue station and most of the Fire Department's administrative functions. This building was built in 1989 and is about 16,890 square feet. Overall, the Police Department occupies 7,220 square feet, and the Fire/Rescue Department occupies 7,475 square feet. The SMRT report states that based on current staffing levels and functions, the Police Department should occupy about 14,185 square feet of space, which is just about twice as much space as the Department actually occupies in the Public Safety Building, and based on Central Fire/Rescue Station function, this Department should have 12,111 square feet available, rather than the 7,475 square feet currently occupied. SMRT's recommendation is to have the entire building turned over to one department or the other, with a new facility constructed to house the other department on that property or the Town owned land at the Roosevelt Trail.

### ***South Windham Fire Station***

This station is a shared station with Gorham. The property this building is on is located between the Presumpscot River and Main Street, near the Main and Depot Street intersections in South Windham. It is the oldest fire station in town, as well as the smallest. A wooden shed-style addition was added to the back of this brick building in 2003 in order to accommodate larger modern fire/rescue apparatus.

At Town Meeting in 2015, a bond measure was approved to purchase a building on the L.C. Andrews property in South Windham in order to repurpose and renovate the building for a new fire station that would replace the existing South Windham Station.

### ***North Windham Fire Station***

The North Windham Fire Station is located in North Windham on Roosevelt Trail across from the Manchester School. This Quonset-hut style building was built in 1973 and also has a small office that serves as a police sub-station. In 2015, sleeping quarters were added for fire/rescue staff. According to the SMRT report, it is the only fire station that has adequate space for the purpose the building serves, but it needs renovations to efficiently meet those purposes.

### ***East Windham Fire Station***

This station was built in 1993, and is the newest fire station in Windham. It is located on Falmouth Road, on the same property as a playground and the Little League field. Parking for the Lowell Preserve trail system is also located on this property. It contains the largest meeting space available to the Fire/Rescue Department, and is used by the public on a regular basis. In 2013, solar panels were installed on the roof of this station, which produces enough energy to offset the electrical usage of both the East Windham and North Windham fire stations combined.

### ***Public Library***

The Library is located in Windham Center, between the Town Office building and the RSU School Campus. The building is about 8,790 square feet, on two stories. The two story portion of the library was built in 1992. Based on the SMRT report, an effort has started in 2015 to reconfigure the space within the existing building to better serve the public.

### ***Town Office and Community Center***

The Town's administrative departments (Town Manager's Office, Town Clerk, Tax Collection), as well as the departments focused on land use (Assessing, Planning, Code Enforcement) and the Parks & Recreation Department are located at the Town Office at 8 School Road. The Executive Director of the WEDC also has an office in Town Hall, and there are three conference rooms as well as the Town Council Chambers that are used by Town staff and members of the public on a regular basis. The original building was built in 1910, as the Town's high school. Subsequent additions, like the gymnasium (1920s) and the flat roofed annex (1950s) were built over the years as part of the academic use of the building. The gym includes an elevated stage and a kitchen. The gym space, dedicated as Haskell Hall in 1986 in honor of former Councilor Harold Haskell, is used as community and recreation league gym space, community theatre events, and for large format meetings, including the Town's Annual Meeting each June. The building received a major interior renovation in 2007.

## **Facilities Space Needs Study & Property Assessment Report**

The *Property Condition Assessment Report* by Oak Point Associates completed in 2013 focused on the current conditions of the Town's buildings and made recommendations on maintenance priorities. This report looked at each Town building for current maintenance, building code and accessibility issues. It has been a useful guide for the Buildings & Grounds crew when prioritizing maintenance on individual municipal buildings and for programming larger building improvements that are incorporated into capital planning.

The SMRT *Municipal Facilities Space Needs Study and Master Plan* conducted in 2014 looked beyond the physical condition of each structure and made assessments on how well the buildings allowed Town programs to carry out their current and likely future functions. It included discussion of identified deficiencies at each facility and suggested options for each building that included the rearrangement of space and functions within buildings along with suggested building additions and new facilities where appropriate.

The Town Council discussed the recommendations of the SMRT report at their Council meetings on September 30, 2014, and January 20, 2015. There was no vote on the prioritization of SMRT's recommendations, but there was consensus on both the options the Town should pursue for each building and the order in which building improvements should be made. These decisions represent the basis of a municipal facilities capital plan.

## **Public Services**

### ***Public Water & Sewer***

The Portland Water District is the provider of public water services as well as municipal sewer services. The public water source for the PWD is Sebago Lake. The sanitary sewer service area is limited to the South Windham Village area. These lines convey sewage across the Presumpscot River to Gorham, where sewer mains convey the sewage to the PWD wastewater treatment plant on Bridge Street in Westbrook. Please see Map X-X for the extent of water mains and fire hydrants as well as the sanitary sewer service area in South Windham.

The RSU school campus has its own wastewater treatment system that has extra capacity when school is out for the summer. In fact, septage from private septic systems that is pumped from other locations in Windham is brought to this system to keep it functioning properly over the summer, and other extended periods of low usage.

The need for a municipal sewer system in North Windham has long been debated. The Town voted down a borrowing referendum for a sewer system project for North Windham in 2012 that would have collected wastewater from a defined area of North Windham and conveyed it through a new main down Route 302 into the existing Westbrook treatment facility. The estimated cost of that proposal was almost \$40 million.

Despite that vote, the environmental concerns of relying on private septic systems remain, as well as the economic development and community development goals that cannot fully be realized without some

type of managed wastewater solution for North Windham. The Town Council created a Wastewater Management Planning Advisory Committee in early 2014 to study the range of alternatives that lay between the extremes of the existing private subsurface wastewater disposal systems currently used throughout North Windham and the large conveyance system that was rejected at the polls. A summary report representing the first part of that group's work was presented to the Council in late 2014. That committee recommended a closer look at clustered wastewater disposal system technologies as well as developing ordinances and standards for advanced treatment of wastewater in North Windham. The work of that committee continues along these lines.

### ***Natural Gas***

Maine Natural Gas is the supplier of natural gas service for residential and commercial customers in Windham. Most properties in the North Windham Commercial district have access to natural gas.

### ***Trash & Recycling***

For many years, the Town has contracted with the private company Pine Tree Waste for pick up of residential trash and recyclables. As a member community of Ecomaine, all residential garbage and recyclable materials are brought to the Ecomaine Facility. The trash removal service is financed through a "pay per throw" program where residents purchase municipal trash bags at the Town Office or the grocery stores in town. Pine Tree will only pick up trash in these bags. The result is that the more trash a household produces, the more bags that household must purchase to dispose of it.

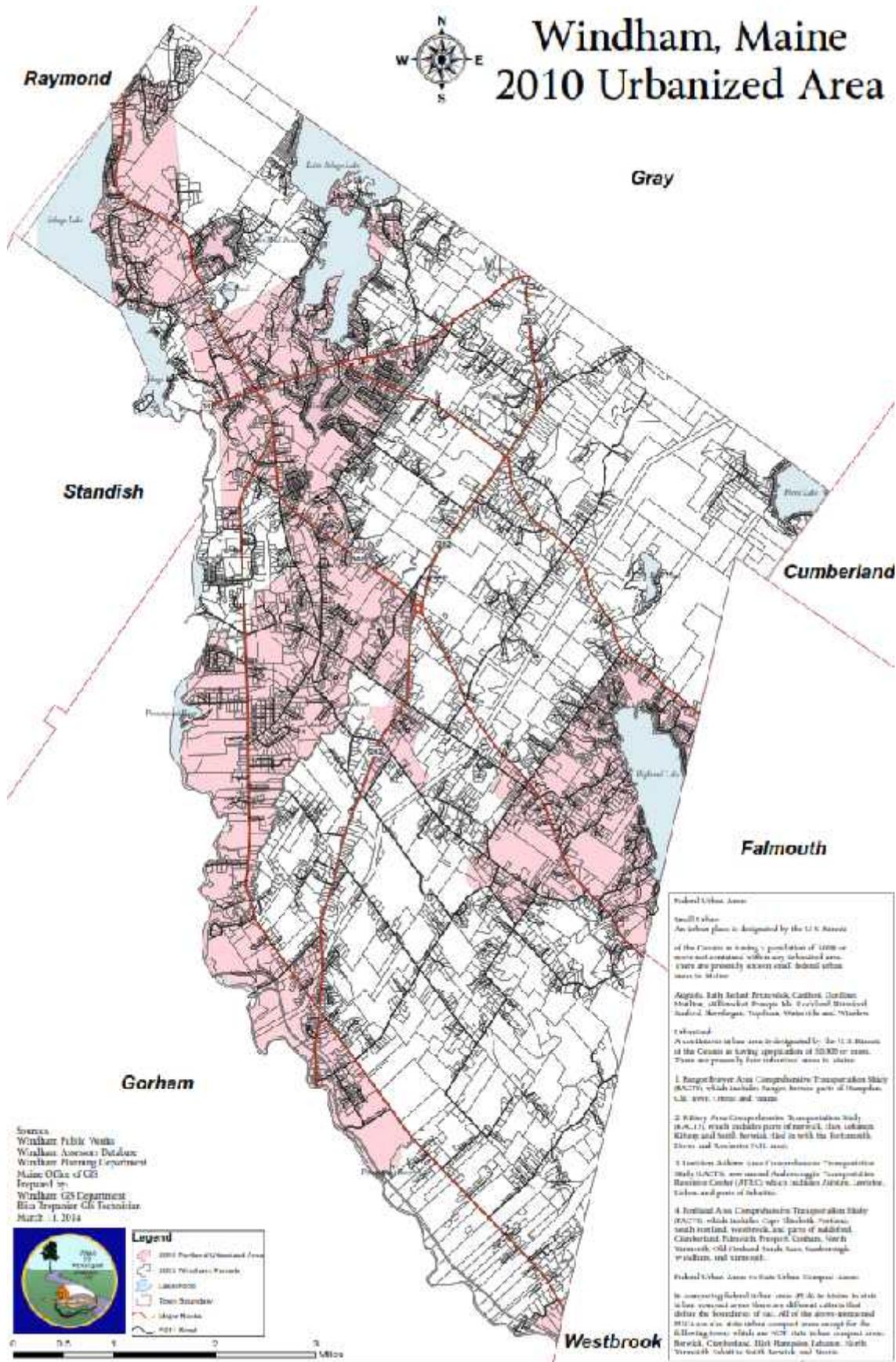
According to the latest report on recycling rates from 2011, the state calculates Windham's recycling rate at 49.56%, relative to a state goal of 50%.

### ***Stormwater Management***

Windham is a regulated community under the federal Municipal Sewer and Stormwater System (MS4) program. Much of Windham is regulated based on the extent of the Urbanized Area, which gets mapped based on population density and was last updated as a result of the 2010 Census. These areas include much of South Windham, the areas in the vicinity of Highland Lake, and much of North Windham. Please see map below showing the designated urban area. All development projects over one acre in size within the area that meet the program thresholds must have stormwater systems that comply with the program.

An audit of the Town's compliance with the regulations was conducted by the Maine DEP in early 2016. The Town scored very favorably but did conduct some additional inventory work on stormwater outfalls within public rights-of-way as a result. Another result of these requirements and reporting requirements was that Windham and Gorham together hired a Stormwater Coordinator in 2016, to manage procedures and documentation requirements to comply with these regulations.

# Windham, Maine 2010 Urbanized Area



Sources:  
 Windham Public Works  
 Windham Access Database  
 Windham Planning Department  
 Maine Office of GIS  
 Prepared by:  
 Windham GIS Department  
 Ben Bryson/Gis Technician  
 March 1, 2014

**Legend**

- 2010 Federal Urbanized Area
- 2010 Federal Water Feature
- Lakes/Ponds
- Town Boundaries
- Major Roads
- RD#1 Roads

**Federal Urban Areas**

**Small Urban**  
 An urban place is designated by the U.S. Census of the Census as having a population of 10,000 or more and contains, with or without urban areas, areas that are generally adjacent and contain urban uses in places.

**Aggreg. Fully Inhab. Precincts, Census Districts, Precincts, and Census Tracts**  
 Includes: Bangor, Biddeford, Brewer, Calais, Carleton Place, Ellsworth, Gray, Hallowell, Lewiston, Madison, Millville, Newry, Old Town, Presque Isle, Rockport, Sebec, Skowhegan, Topsham, Waterville, and Windham.

**Urbanized**  
 An urbanized area is designated by the U.S. Census of the Census as having a population of 50,000 or more. These are generally large urban areas in places.

1. **Long-term Area Comprehensive Transportation Study (LACTS)**, which includes Bangor, Brewer, parts of Bangor, U.S. 95, and parts of Bangor.
2. **Elroy Area Comprehensive Transportation Study (EACTS)**, which includes parts of Elroy, Elroy, Elroy and South, Elroy, and parts of the International Drive and American Hill areas.
3. **Waterville-Biddeford Area Comprehensive Transportation Study (WACTS)**, which includes Waterville, Biddeford, Biddeford Center (BFC), which includes Biddeford, Waterville, Waterville, and parts of Waterville.
4. **Portland Area Comprehensive Transportation Study (PACTS)**, which includes Cape Elizabeth, Portland, South Portland, Westbrook, and parts of Biddeford, Cumberland, Falmouth, Freeport, Gorham, North Westbrook, Old Orchard Beach, South Westbrook, Westbrook, and Westbrook.

**Federal Urban Areas within Urban Strategic Areas**

In accordance with the Urban Strategic Areas (USAs) in the State of Maine, the Urban Strategic Areas (USAs) are defined as follows: All of the areas contained within the boundaries of the USAs are designated as Urban Strategic Areas (USAs) for the following reasons: which are USAs that include compact areas: Brewer, Carleton Place, Hallowell, Lewiston, North Westbrook, Waterville, and Westbrook.

### ***Power and Communications***

Three-phase power is currently available in the commercial and industrial areas of the community. Extension of three-phase power is not considered to be a priority for the Town to encourage development in appropriate areas.

As noted in the Economy Chapter, the provision of 1 gigabit plus high-speed broadband internet is a priority for North Windham specifically, and conversations with St. Joseph's College and neighboring communities are ongoing.

### ***Emergency Response System***

The Town contracts out dispatch services for police and fire/rescue services through Cumberland County. The transition from local dispatch to the regional system took place in 2010. The transition was undertaken as a cost savings measure, and after the initial transition period, this arrangement is providing an adequate level of service.

### ***Health Care***

Apart from the numerous private health care offices in Windham, including doctors, dentists, chiropractors, and mental health professionals, Windham is served by a Mercy Express Care Facility located at the Rotary for Routes 302 and 202. Mercy Express Care opened in 2008 for urgent care related to minor medical problems and is often used when someone doesn't have a physician, their primary care doctor is unavailable, or they are visiting from out of town. There are also Express Care facilities in Gorham and Westbrook.

For medical emergencies, Windham residents are transported by ambulance to the emergency rooms at either Maine Medical Center or Mercy Hospital in Portland.

### ***Street Tree Program***

Windham does not have a street tree program, as there are no municipally maintained trees planted in the rights-of-way. Part of the implementation of the 21<sup>st</sup> Century Plan will include planting street trees along Roosevelt Trail in North Windham. These trees could end up planted either within the public right-of-way or on private property, but these new plantings would likely be the responsibility of the Town to inventory and maintain regardless of which side of the right-of-way line they are on.

### ***Regional Coordination of Local Services***

As noted in other sections of this plan, the single biggest collaboration that Windham participates in is the shared school district with Raymond, Regional School Unit 14. This long standing collaboration connects our Towns socially by building a school community and fiscally through a shared commitment to students and facilities.

Aside from mutual aid agreements, the Windham and Gorham Fire Departments share a fire truck stationed at the South Windham Station. Windham and Gorham also share a human services position as well as the stormwater coordinator position described above.

Windham is an active member of the PACTS transportation group, coordinating on projects and plans with Gorham and Westbrook, who also participate actively.

## Goals & Suggested Strategies to Implement Goals

### Goal 1: To efficiently meet identified public facility and service needs.

*Strategy 1.a* Explore options for regional delivery of local services.

*Strategy 1.b* Continue to work with Raymond and St. Joseph's College on the provision of fiber optic broadband availability to the North Windham commercial area as a first step, with future expansion to other areas of the community as a possibility.

### Goal 2: To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.

*Strategy 2.a* Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.

*Strategy 2.b* Continue work to develop a wastewater system for North Windham that will allow the Town to meet its environmental, economic, and community development goals that will be financially acceptable to residents of the whole community.

*Strategy 2.c* Establish a water and sewer extension policy will ultimately serve the Town's designated growth areas with this infrastructure that will actually allow higher densities and more intense uses of property where it is desired.

*Strategy 2.d* Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.

*Strategy 2.e* Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.

# Fiscal Capacity & Capital Investment Plan

## Conditions & Trends

### Revenues & Expenditures

The Town of Windham has a fiscal year that runs from July 1-June 30. Every year, the town issues a report that contains the audited financial statements for the just closed fiscal year. The most recent audited report is for the fiscal year that ended on June 30, 2014. A summary of revenues and expenditures for the previous five years is shown in Figure 1. Please note that the revenues and expenditures for any given year are close, but do not exactly match up. This is because the table shows actual revenues and expenses, as opposed to a budget, which is a projection of expenses and revenues, and always matches up. In other words, the Town prepares and adopts a balanced budget each year, but actual numbers don't quite match up with the budget, as some years see revenues slightly higher than expenses and other years see expenses slightly higher than revenues. These differences are covered by the "fund balance," which is an account that carries over on the books from year to year and serves as a cushion to level out differences in the balance sheet over time. Fund balance grows in years when revenues are more than expenses and is drawn down to cover the difference when expenses are more than revenues.

Table 9 - Revenues and Expenditures for last five fiscal years

	2015-2016	2014-2015	2013-2014	2012-2013	2011-2012
<b>Revenues</b>					
Taxes	\$30,764,107	\$28,962,956	\$28,135,599	\$27,430,467	\$26,218,474
Licenses & Permits	\$370,173	\$322,991	\$302,617	\$295,202	\$261,307
Intergovernmental revenue	\$1,332,429	\$1,327,957	\$1,378,601	\$1,578,314	\$1,514,097
Charges for service	\$580,893	\$487,287	\$491,885	\$542,387	\$495,013
Interest	\$152,063	\$138,187	\$134,985	\$145,734	\$125,950
Other	\$910,053	\$891,440	\$765,241	\$731,343	\$87,452
<b>Total Revenues</b>	<b>\$34,109,718</b>	<b>\$32,130,809</b>	<b>\$31,208,928</b>	<b>\$30,723,447</b>	<b>\$28,702,293</b>
<b>Expenses</b>					
Administrative Services	\$3,278,432	\$3,082,099	\$2,839,069	\$2,824,344	\$2,738,238
Public Safety	\$2,324,180	\$2,452,906	\$2,243,350	\$2,256,520	\$2,212,083
Fire/Rescue Services	\$1,764,163	\$1,818,824	\$1,580,340	\$1,393,521	\$1,457,736
Public Works	\$2,879,284	\$2,907,957	\$3,069,171	\$2,842,866	\$2,762,495
Recreation Services	\$269,370	\$243,818	\$236,413	\$234,430	\$240,999
County Tax	\$1,214,178	\$1,132,911	\$1,103,620	\$1,045,687	\$1,002,218
Other	\$1,597,436	\$1,401,299	\$1,241,448	\$1,379,155	\$1,411,197
Education	\$17,699,917	\$16,993,174	\$16,756,826	\$16,099,615	\$15,444,435
Interest on debt service	\$200,625	\$205,125	\$210,375	\$216,375	\$219,019
Capital Maintenance Expenses	\$2,726,633	\$2,287,163	\$2,415,527	\$2,610,360	\$1,894,539
<b>Total Expenses</b>	<b>\$33,956,218</b>	<b>\$32,525,276</b>	<b>\$31,696,139</b>	<b>\$30,902,873</b>	<b>\$29,382,959</b>

Administrative Services expenses include insurance, employee benefits and other expenses, as well administrative departmental salaries.

## Funding Capital Items

A “lease-purchase” arrangement has been commonly used for recent acquisitions of vehicles and other large pieces of equipment. This is essentially a lease agreement with an option to purchase at the end of the lease term.

For larger ticket items, bonding is a viable option for the community. Bonding was proposed for the sewer project that went to the voters and was rejected in 2012, was used as the means for moving forward with the new South Windham Fire Station at Town meeting in 2015, and a proposed bond for a new Public Works and RSU bus facility will be acted on by voters in November 2015.

## Valuations & Mil Rates

One of the main duties of the Assessing Department is to keep track of the value of taxable property (land and buildings) in the Town of Windham. Occasionally this requires a “revaluation” which is a major undertaking that is meant to match the assessed value of properties with the market value of properties. The degree to which these two measures of value match is called the Assessor’s certified ratio. Windham’s certified ratio is 100%, meaning these two measures match very closely. The last major revaluation of Windham properties was done in 2006, and a downward adjustment in all property values was made in 2009 as a result of lower market values due to the Great Recession.

The Mil Rate is the amount of tax due per \$1,000 of property value. This number is set annually by dividing the total amount of property taxes that must be collected to meet the approved budget by the total local property valuation.

The table below shows the total valuations of land and buildings in Windham and the mil rate for the last five years.

Table 10 - Property Valuation & Mil Rate

	2016-2017	2015-2016	2014-2015	2013-2014	2012-2011
<b>State Valuation</b>	\$1,867,050,000	\$1,793,354,200	\$1,721,650,000	\$1,751,900,000	\$1,792,250,000
<b>Local Valuation</b>	\$1,803,829,800	\$1,794,182,800	\$1,768,153,500	\$1,748,070,900	\$1,724,891,500
<b>Mil Rate</b>	15.70	15.15	14.67	14.45	14.25

## Municipal Debt

According to the 2016 audit report, the Town of Windham has outstanding debt of \$18,019,822. This debt is consists of general obligation bonds (\$17,143,000) and capital lease payments on various public works equipment and breathing apparatus for the fire department (\$876,822). Most of the outstanding bonds were incurred as a result of the 2003 bonding for the Windham High School and local road improvements. Note that when the Windham School Department joined RSU #14, the RSU began reimbursing the Town for service on this debt. As of June 30, 2016, the outstanding amount payable related to the High School and improvements to the Manchester School in 1999 totaled \$15,475,000. The remainder of the debt (\$1,668,000) remains the Town’s responsibility.

Table 3 shows Windham’s debt, along with Windham’s share of Cumberland County and the Portland Water District’s debt.

**Table 11 - Municipal Debt, by Type**

	<b>Net Debt Outstanding</b>	<b>Percentage to Windham</b>	<b>Town's Share of Debt</b>
<b>Town of Windham</b>	\$18,019,639	100.00%	18,019,639
<b>Cumberland County</b>	35,735,000	4.58%	1,634,998
<b>Portland Water District (water)</b>	47,391,288	6.91%	3,274,737
<b>Portland Water District (wastewater)</b>	40,247,101	3.66%	1,472,735
<b>TOTAL TOWN DEBT</b>			<b>24,402,109</b>

The audit report goes on to state that the Town has not exceeded the percentages of debt to valuation established in 30 MRSA, Section 5061. This section of state law establishes borrowing limits for Maine towns and cities so that a municipality may borrow up to 7.5% of the Town’s total valuation, excluding borrowing for schools, and up to 10% of a Town’s valuation including borrowing for schools. This means that Windham could borrow up to \$180,382,980 for municipal and school related projects and improvements. Based on the numbers above, Windham is using about 13.5% of its borrowing capacity established by state law.

**Windham’s Strategic Plan & Capital Improvement Plan**

Incorporated into this Comprehensive Plan is the Town Council’s Strategic Plan for the period from October 1, 2015, through June 30, 2018. This document is attached as Appendix F. This Plan, adopted by the Town Council on October 13, 2015, represents multi-year guidance on budget priorities and programs. The “Table of Issues, Strategies, Goals, Priorities & Timelines” which lays out a program of staffing needs and capital items, including equipment and facility needs, based on the goals and priorities in the plan. The Strategic Plan also includes a “Capital Plan Summary 2012-2024.” This Summary is updated annually and is included as part of the annual budget document adopted each year by the Town Council.

## Analysis

### Future Funding

Funding the items in the Capital Plan noted on the previous page will come from several sources. Some of the items can be completed through the regular budgeting process, such as improvements made through the Building Maintenance or Road Improvement budget line items. Other items can fall into the existing lease-purchase program. Other items may require voter-approved borrowing.

As noted above, Windham does have sufficient borrowing capacity to seek bond funding for capital projects such as new facilities or improvements to existing facilities as well as for roads and other infrastructure. As a community, Windham has a history of being averse to taking on debt for municipal projects. Recent referendum items for borrowing related to a sewer project in North Windham and for conservation funds for the Clark Farm have failed at the polls in recent years and voters rejected a new Public Works/RSU bus garage facility in November 2015. The RSU #14 School Board has recently restarted previously tabled conversations about the need for a new middle school in Windham, borrowing for which would require voter approval.

### Collaboration with other communities

Windham works with Gorham on staffing and equipment used at the South Windham Fire Station. The new station will be staffed in part by Gorham personnel. Bonding for the purchase and repurposing of an existing facility in South Windham Village was approved by voters at the 2015 Town Meeting. The debt for this project is not included in the analysis above.

As noted in the Economy chapter, the Windham Economic Development Corporation is leading an effort with the Towns of Standish, Gray, and Raymond, along with Saint Joseph's College to explore the infrastructure needs associated with bringing high speed broadband internet to the Lakes Region.

## Goals & Suggested Strategies to Implement Goals

### **Goal 1: To finance existing and future facilities and services in a cost effective manner.**

*Strategy 1.a* Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.

### **Goal 2: To explore grants available to assist in the funding of capital investments within the community.**

### **Goal 3: To reduce Maine's tax burden by staying within LD 1 spending limits.**

**Appendix A – 21<sup>st</sup> Century Downtown Plan for North Windham**

# 21<sup>st</sup> Century Downtown Master Plan North Windham, Maine

Adopted January 22<sup>nd</sup>, 2013



**T.Y. Lin International**

**MRLD Landscape Architecture + Urbanism**

**Town of Windham, Maine**

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## EXECUTIVE SUMMARY

The North Windham 21<sup>st</sup> Century Downtown Master Plan (Master Plan) is both a practical and bold vision for the future of North Windham. The results are a series of guiding principles leading to conceptual growth scenarios. These scenarios are not to be taken literally. As time has shown, growth and change will happen over time. This master plan is intended to help the community embrace and promote growth and change in a way that improves the quality of place in North Windham.

This optimistic Master Plan prescribes a future where transportation options, land uses, streets and architecture create a new type of suburban “downtown.” Rather than approaching North Windham as just another “corridor study” that only promotes vehicular movement, this Master Plan addresses a wide range of issues reflecting the desire of the community to reveal and strengthen the opportunities found in North Windham. In summary, the goals of this Master Plan are to:

- Develop a comprehensive vision for transportation improvements in North Windham;
- Improve the capacity of Roosevelt Trail;
- Introduce street networks in an incremental manner that respond to the existing built context and allow for the growth of new neighborhoods surrounding the commercial core;
- Incubate a range of economic development and housing opportunities;
- Establish a renewed “sense of place” in Windham’s commercial center through Complete Streets, infill development, increased residential densities, vibrant public realms, mobility options and access to open space, and
- Focus on implementation by identifying short-term and long-term improvements and policies

## CONTEXT SENSITIVE SOLUTIONS, COMPLETE STREETS AND LOCATION EFFICIENCY

### Context Sensitive Solutions (CSS):

The Master Plan is based on the Context Sensitive Solutions (CSS) planning process. CSS is a response to the frustration that communities experience with transportation planning. In particular, this frustration is with the long-term impacts and types of places that result when the movement of vehicles is favored to the exclusion of other modes of travel (such as pedestrians and bicycles). The CSS approach to planning provides an opportunity to mobilize a community partnership around place and working with benchmarks and goals establish an attainable future. As part of the CSS based master planning process, a Mission and Values Statement is drafted that identifies the issues of today, a vision for the future and the basic steps to get there.

#### *Master Plan Mission and Values Statement*

Current zoning and transportation patterns in North Windham – in addition to being a centralized regional commercial area – have created a place that is auto-oriented, lacks pedestrian amenities and a specific sense of place. There is an inherent conflict between the need for Roosevelt Trail to serve thru traffic and to serve the local community. The arterials are stressed and the intersections are near or close to failing in terms of capacity.

The built form and pattern of development is poorly defined by shopping malls and big box retail set in expansive areas of parking. A lack of a traditional street network accommodating both vehicles and pedestrians and informing the scale and use of adjacent development is absent. Numerous property owners cannot afford to invest in their buildings and site improvements creating graying and aging properties. Overall there is a lack of vibrancy and integration between mobility and land use.

In the future, Roosevelt Trail will be a safe and attractive transportation corridor serving an emerging 21<sup>st</sup> Century Downtown comprised of the greater North Windham region. Roosevelt Trail will balance the needs of “to”, “thru” and “local” modes of travel, including cars, public transit, pedestrians and bicyclists in order for existing and future development to thrive. It will be a gateway to the Lakes Region as well as the heart to a vibrant town center.

The area will evolve into a place where people choose to live, work and play due to improved access management, pedestrian and bicycle networks, quality architecture and streetscapes, passive and active open space and better connectivity to existing and new residential neighborhoods adjacent to Roosevelt Trail.

The north / south linear and auto-oriented pattern of development will be integrated with a historic style grid creating a fabric of mixed-uses and street types in the lands to the east and the west of the transportation corridor – as well as the adaptive reuse of existing development and the infill of undeveloped parcels and areas of excess parking – promoting economic development at a variety of scales, increased residential densities, pedestrian-friendly Complete Streets and the health of ecological systems.

Both practical short-term and long-term strategies such as revised zoning codes, new efficient and context sensitive street networks, a diversity of mobility options, responsible development patterns, specificity regarding building form and location, vibrant public realms and infrastructure policies will enable a realistic transformation of North Windham of today to a place of distinction tomorrow.

#### Complete Streets:

The Master Plan is also based on the Complete Streets philosophy. Complete Streets are designed to provide safe, comfortable, and convenient environments for all modes of travel, regardless of age or ability. This includes motorists, pedestrians, bicyclists, and public transportation riders. For more information on Complete Streets, see Appendix D.

#### Location Efficient Design:

Location efficient design incorporates complete streets into new or “retrofitted” development, resulting in responsible street networks that maximize connectivity, walkability and a diversity of neighborhood types. In other words, location efficient design promotes a land development pattern that makes traveling between homes, businesses or civic amenities possible via all modes of travel. This development pattern requires that buildings are close enough together to make travel between sites possible by motorized transportation or human power transportation.

## **IMPLEMENTATION**

The recommendations in the Master Plan are based on the conditions and analysis in the existing conditions chapter, input from the public and the Advisory Committee. Each recommendation is intended to work together to create a North Windham mixed-use district that integrates transportation issues, economic development and the built environment. The implementation of this Master Plan through capital improvements, ordinance amendments, and development review applications has the potential to create a 21<sup>st</sup> Century Downtown. This “downtown” is one that will remain suburban in nature, but becomes more than a collection of independent commercial properties. The vision embodied in these recommendations strives to achieve a welcoming, human scaled, mixed-use commercial center through the built environment and the accommodation of all modes of travel.

The Implementation Plan is divided into the following three categories:

1. Transportation
2. Land Use and Standards
3. Conceptual Character Areas / Future Growth Patterns

Each of the recommendation summaries contained in the table that follows correspond to a more detailed explanation in Chapter 3 of the plan. The brief overview contained in this executive summary provides a gateway to the in-depth discussion of the ideas that will implement the vision developed in this plan.

# 1. Transportation

## a. Context Sensitive Solutions/Complete Streets

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time*</b>	<b>Implementation</b>
Adopt a Complete Streets Policy	Revise Town Ordinances	Town Council Planning Board Staff	Short-Term	As development / redevelopment occurs or as part of prioritized pedestrian improvements plan (grants, impact fees, TIF, CIP, bond)
Retrofit existing parking lots with pedestrian friendly Complete Streets, liner buildings, pad development, infill development and adaptive reuses;	Revise ordinance standards	Town Council Planning Board Staff	Long-term	As development occurs

## b. Access Management and Vehicular Improvements

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Install raised medians on Roosevelt Trail where feasible to improve access and roadway capacity.	In conjunction with Roadway Construction / Development Projects	Town Council Planning Board Staff	Short-Term to Long-Term	As developments occurs, CIP, and MaineDOT
No changes should be made to the lane configurations on Roosevelt Trail between River Road and Boody's Corner.				

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Modify the existing traffic signal phasing so that southbound Roosevelt Trail vehicle left-turn movements onto Turning Leaf Drive have a protected phase (providing a green arrow phase so traffic can turn easily). This change will improve safety and reduce delay to vehicles turning left.	Town Project	Staff	Short-Term	CIP/Other Local Funding Mechanism  Cost Estimate: \$15,000
Work with local business and property owners to modify driveway locations that are unsafe or unnecessarily contribute vehicle turning movements in the corridor.	In conjunction Development Projects or through Town Improvements	Town Council Planning Board Staff	Short-Term to Long-Term	As developments occurs and Town Projects.  Cost Estimate: Driveway closing - \$110 per LF.

*c. Pedestrian / Bicycles*

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Install sidewalks on both sides of Roosevelt Trail.	In conjunction with Roadway Construction / Development Projects	Town Council Planning Board Staff	Short-Term to Long-Term	As developments occurs, CIP, and PACTS.  Cost Estimate: Bituminous sidewalk (No Curbing) - \$20/LF

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Install sidewalks on both sides of Tandberg Trail (Rte. 35) between Roosevelt Trail and Manchester Drive	In conjunction with Roadway Construction / Development Projects / Town Implementation	Town Council Planning Board Staff	Short-Term to Long- Term	As developments occurs, CIP, and MaineDOT  Cost Estimate: Bituminous sidewalk (No Curbing) is \$20 per LF. Project cost: \$30,000
Install sidewalks on the South side of Tandberg Trail (Rte. 115) between Roosevelt Trail and Emerson Drive	In conjunction with Roadway Construction/Development Projects/Town Implementation	Town Council Planning Board Staff	Short-Term to Long- Term	As development occurs, CIP, and MaineDOT  Cost Estimate: Bituminous sidewalk (no Curbing) is \$20 per LF. Project cost: \$58,900
The channelization island at the Roosevelt Trail/Landing Rd. intersection should be eliminated and a standard radius constructed to minimize high-speed free flow entry movements;	Town Implementation	Town Council Planning Board Staff	Short-Term to Mid- Term	CIP or PACTS  Cost Estimate: \$5,000
Install count-down pedestrian signals at all locations	In conjunction with Roadway Construction / Development Projects / Town Implementation	Town Council Planning Board Staff	Short- Term: On-Going	As developments occurs, CIP, and PACTS  Cost Estimate: \$4,000 per intersection.

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
For all new roads constructed or reconstructed, sidewalks should be provided on both sides and crosswalks should be installed at all intersection locations.	In conjunction with Roadway Construction / Development Projects / Town Implementation	Town Council Planning Board Staff	Short-Term to Long-Term	As developments occurs, CIP, and PACTS  Cost Estimate: Bituminous sidewalk (No Curbing) - \$20/LF Painted crosswalk - \$1/LF. Parallel Line Crosswalk - \$60 Block Design crosswalk - \$120 (per 30-ft-wide crossing)
Upgrade signalized intersections so that pedestrians can cross all approaches. This will require the installation of crosswalks, ADA ramps, and pedestrian signal equipment.	In conjunction with Roadway Construction / Development Projects / Town Implementation	Town Council Planning Board Staff	Short-Term On-Going	As developments occurs, CIP, and PACTS.  Cost Estimate: Sidewalk Ramp -- \$2,000/ramp Crosswalk – See above. Pedestrian Head, Push Button, and Post -\$4,000/post
Provide a landscaped esplanade (Where right-of-way will allow), so the pedestrian experience will be enhanced by a buffer and space.	In conjunction with Roadway Construction / Development Projects / Town Implementation	Town Council Planning Board Staff	Short-Term to Long-Term	As developments occurs, CIP, and MaineDOT  Cost Estimate: \$45 LF for a 5-foot wide esplanade

d. *Conceptual Street Network and Location Efficiency*

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Enable residential neighborhood development that will support the commercial core. This includes neighborhoods on the periphery of the commercial district and mixed-use developments within the commercial core;	Revise ordinance Standards	Town Council Planning Board Staff	Short-Term	As development occurs
Retrofit existing parking lots with Complete Streets, liner buildings, pad development, infill development and adaptive reuse;	Revise ordinance standards	Town Council Planning Board Staff	Short-Term	As development occurs
The street networks and development should maximize connectivity and respond to an overall development pattern versus a typical disconnected lot-by-lot pattern with redundancies such as parking, stormwater facilities, curb cuts and driveways;	Revise ordinance standards	Town Council Planning Board Staff	Short-Term	As development occurs
Buildings should act as “urban architecture”, framing the public realm and reinforcing the new and retrofitted Complete Streets;	Revise ordinance standards	Town Council Planning Board Staff	Short-Term	As development occurs

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
The installation of streetscape amenities, the placement of utilities underground, and a reduction in the amount of, or elimination of, overhead traffic signs should be added to the Town's capital improvement program/planning.	Revise capital improvement plan/planning	Town Council Staff	Short-Term (CIP) Long-Term (Implement)	Town  Cost Estimate: See Section 3.0 of this Plan
Explore funding options such as the existing tax increment financing (TIF) district or the creation of a development/business improvement district.	Revise Capital Improvement Plan	Town Council Staff	Short-Term	Town
Street blocks should be approximately 300 - 600 linear feet, creating three or four way intersections to maximize connectivity and create walkable, pedestrian-friendly neighborhoods;	Revise ordinance standards	Town Council Planning Board Staff	Short-Term	As development occurs
The Town should continue to identify locations for a lateral road between River Road and Route 35 that should not impact existing residential neighborhoods.	Continue analysis of lateral road network	Town Council Planning Board Staff	Long-Term	Town CIP, MDOT, FHWA

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Develop traffic calming standards to mitigate the effects of through traffic if connections are made to existing streets	Revise ordinance standards	Town Council Planning Board Staff	Short Term	Town

## 2. Land Use and Standards

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Revise the Town’s parking standards to promote shared parking and Complete Streets.	Revise ordinance standards	Town Council Planning Board Staff	Short-Term	Town
The installation of a public sewer system can help to achieve the goals of the Master Plan.	Bond, CIP, impact fees, TIF and grants	Town Council Planning Board Staff	Long-term	Town
Revise the Land Use Ordinance through the adoption of a Conceptual Master Plan for North Windham.	Revise ordinance standards	Town Council Planning Board Staff	Short-Term	Town
Revise the street standards in the Land Use Ordinance	Revised ordinance standards	Town Council Planning Board Staff	Short-Term	Town
Adopt standards for green infrastructure and energy efficient development	Revised ordinance standards	Town Council Planning Board Staff	Short-Term	As development occurs
Adopt a Complete Streets policy	Revised ordinance standards	Town Council Planning Board Staff	Short-Term	As development occurs

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Incorporate the Master Plan into the Windham Comprehensive Plan	Revised ordinance standards	Town Council Planning Board Staff	Short-Term	Town
Conduct economic modeling for the North Windham commercial district to determine the most sustainable balance of land uses and development patterns.	Feasibility Analysis	Town Council Planning Board Staff	Short-Term	Town to cross-reference findings with recommendations in this Master Plan
Enable increased residential development in the study area.	Revise ordinance standards	Town Council Planning Board Staff	Long-term: in relation to sewer extension	Town
Make housing of different types an allowable use throughout the area.	Revise ordinance standards	Town Council Planning Board Staff	Short-Term	As development occurs
Provide incentives for residential development surrounding the commercial core	Revised lending practices, increased densities, grants for compact development	Town State	Long-term	Lending agencies (for-profit and non-profit) and Town

a. *Conceptual Character Areas / Future Growth Patterns*

<b>Recommendation</b>	<b>How</b>	<b>Responsible Party</b>	<b>Time</b>	<b>Implementation</b>
Establish Character Areas prescribing built form and patterns of development based on “street frontage types”	Revise ordinance standards	Town Council Planning Board Staff	Short-Term/ Ongoing	As development occurs

Notes:

\* Time Frame

- Short-Term – 1 to 5 Years
- Mid-Term – 5 to 15 Years
- Long-Term – 15 or More Years

CIP = Capital Improvement Program

## 1.0 PURPOSE OF THE NORTH WINDHAM 21<sup>ST</sup> CENTURY DOWNTOWN MASTER PLAN

The purpose of the North Windham 21<sup>st</sup> Century Downtown Master Plan (Master Plan) is to outline a practical, but bold vision for the future of North Windham by holistically addressing transportation options, land uses, streetscapes and architecture in order to guide future growth and redevelopment in a manner that improves pedestrian safety / walkability, maintains the capacity of Roosevelt Trail, diversifies economic opportunities and ultimately results in a pattern and scale of development that creates a sense of place more typical of a small downtown than an aggregation of shopping malls and strip development.

The Master Plan anticipates growth and redevelopment in a contextual and incremental manner. The conceptual layout of streets and neighborhoods should not be taken literally, but understood to embody best practices. Real opportunities exist to transform North Windham into a 21<sup>st</sup> Century Downtown – not Bath or Brunswick – but a place with an alternative future achieved through a range of policy, transportation and development standards.

In general, North Windham is contending with three major issues: a stressed transportation corridor, aging commercial centers and the lack of a street network that would be a more efficient use of both developed and undeveloped lands and provide better connectivity for all modes of travel. In summary, the goals of the Master Plan are to:

- Develop a comprehensive vision for mobility improvements in North Windham;
- Improve the capacity of Roosevelt Trail;
- Introduce street networks in an incremental manner that respond to the existing built context and allow for the growth of new neighborhoods surrounding the commercial core;
- Incubate a range of economic development opportunities;
- Establish a renewed “sense of place” in Windham’s commercial center through Complete Streets, infill development, increased residential densities, vibrant public realms, mobility options and access to open space, and
- Focus on implementation by identifying short-term and long-term improvements and policies

## 1.1 21<sup>st</sup> Century Downtown Master Plan Mission and Values Statement

As part of a Context Sensitive Solutions (CSS) oriented transportation / land use plan, a Mission and Values Statement is developed at the beginning of the project to identify concerns and then establishing a vision, goals and metrics.

### *Master Plan Mission and Values Statement*

Current zoning and transportation patterns in North Windham – in addition to being a centralized regional commercial area – have created a place that is auto-oriented, lacks pedestrian amenities and a sense of place. There is an inherent conflict between the need for Roosevelt Trail to serve thru traffic and to serve the local community. The arterials are stressed and the intersections are near or close to failing in terms of capacity.

The built form and pattern of development is poorly defined by shopping malls and big box retail set in expansive areas of parking. A lack of a traditional street network accommodating both vehicles and pedestrians and informing the scale and use of adjacent development is absent. Numerous property owners cannot afford to invest in their buildings and site improvements creating graying and aging properties. Overall there is a lack of vibrancy and integration between mobility and land use.

In the future, Roosevelt Trail will be a safe and attractive transportation corridor serving an emerging 21<sup>st</sup> Century Downtown comprised of the greater North Windham region. Roosevelt Trail will balance the needs of “to”, “thru” and “local” modes of travel, including cars, public transit, pedestrians and bicyclists in order for existing and future development to thrive. It will be a gateway to the Lakes Region as well as the heart to a vibrant town center.

The area will evolve into a place where people choose to live, work and play due to improved access management, pedestrian and bicycle networks, quality architecture and streetscapes, passive and active open space and better connectivity to existing and new residential neighborhoods adjacent to Roosevelt Trail.

The north / south linear and auto-oriented pattern of development will be integrated with a historic style grid creating a fabric of mixed-uses and street types in the lands to the east and the west of the transportation corridor – as well as the adaptive reuse of existing development and the infill of undeveloped parcels and areas of excess parking – promoting economic development at a variety of scales, increased residential densities, pedestrian-friendly Complete Streets and the health of ecological systems.

Both practical short-term and long-term strategies such as revised zoning codes, new efficient and context sensitive street networks, a diversity of mobility options, responsible development patterns, specificity regarding building form and location, vibrant public realms and infrastructure policies will enable a realistic transformation of North Windham of today to a place of distinction tomorrow.

## 1.2 Context Sensitive Solutions / Complete Streets Principles

The Master Plan is based on both the Context Sensitive Solutions (CSS) and Complete Streets approaches. The following is a brief description of the benefits of using these approaches to bring together transportation and land use planning to create locations with a sense of place.

### Context Sensitive Solutions

The CSS approach to transportation planning arose from the desire of communities to work with planners and State and Federal agencies to create a process where community values regarding mobility and land use are integrated from the outset of a project. This approach seeks to take into account public knowledge and input in conjunction with a consideration of the built and natural environment. As its name implies, the point of this approach is to build transportation infrastructure that is sensitive to the human, built and natural context in which it is located. For more information on the CSS process, see Appendix C.

### Complete Streets

Complete Streets are safe, comfortable, and convenient for everyone, regardless of age or ability – motorists, pedestrians, bicyclists, and public transportation riders. Complete Streets also shape development patterns by creating interconnected blocks and decreased distance between intersections. These streets are designed to support the desired adjacent built form and uses and set the standard for vibrancy and aesthetics. The images below show the transformation of a typical arterial into a Complete Street. In general, Complete Streets consist of the following components (Complete Streets may not always include all of these components):

- Buildings (typically two floors or two floors in height) set to the front property line on both sides of the road to define the walls of the “outdoor room”
- Sidewalks
- Crosswalks
- An esplanade or amenity zone for street trees, lighting, signage and other streetscape elements
- On-street parking
- Travel lanes (in some cases there is a bike lane between the travel lane and the on-street parking)
- Esplanades
- Shared drives to minimize curb cuts

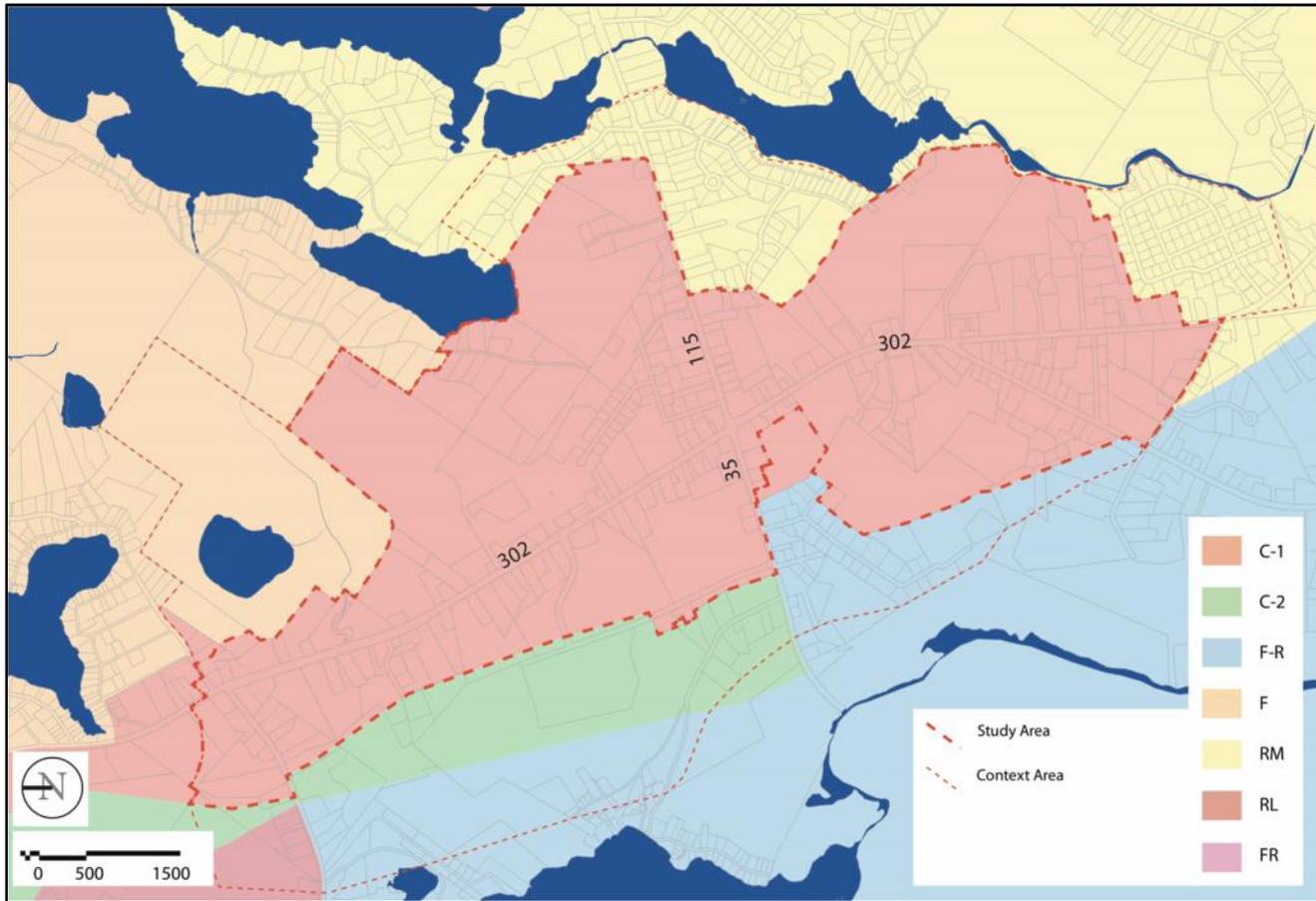


courtesy Glatting Jackson Kercher Anglin, Inc.

*Before and after transformation of a typical arterial into a Complete Street*

### 1.3 Study Area

The primary study area consists of the Commercial-I Zone (C1 Zone) – approximately 600 acres – running from the Roosevelt Trail / Page Road intersection in the south to the Roosevelt Trail / Whites Bridge Road intersection in the north. During the planning process, the study area was expanded to include a context area in order to address how undeveloped lands might transition to the surrounding neighborhoods.



*Figure 1: Study Area, Context Area and Zoning*

## 1.4 Committee Membership

The North Windham 21<sup>st</sup> Century Downtown Master Plan Advisory Committee:

- Kevin Call / Town of Windham / Town Council
  - Mark Cobb / Cobb's Collision Center / Business/ Property Owner
  - Lori Cunningham / Grotto Pizzeria Restaurant
  - Keith Elder / Town of Windham / Planning Board
  - Dan Hancock / Gorham Savings Bank / WEDC/ Banking Services
  - Robbyn Mooradian / Armstrong Advanced Dental Concepts / Service Business
  - Robert Muir / Northwood Drive /Area Resident
  - Charlotte Simpson / Avesta Housing / Senior Housing
  - Beth Schidzig / Architect / Windham Resident
  - Jay Wise / WRE Brokers/ Windham Mall / Property Owner/Retail
- Staff Support:*
- Tom Bartell / Town of Windham / Economic Development Dept.
  - Doug Fortier / Town of Windham /Dept. of Public Works
  - Brooks More / Town of Windham / Planning Department

### *Consultants:*

- Tom Errico, T.Y. Lin International
- Mitchell Rasor, MRLD Landscape Architecture + Urbanism
- Kari Gallow, MRLD Landscape Architecture + Urbanism



## 1.5 Planning Process

The following is a list of the steps used in the planning process. The goal of the process has been to use a transparent, organized and step-by-step planning process:

- Establishment of the Committee
- Study area site walk (see summary notes in Appendix B)
- Creation of the Values and Mission Statement
- Inventory of existing conditions
- Presentation of existing conditions to the Advisory Committee and discussion of implications
- Meetings with stakeholders – organizations, businesses and property owners
- Preparation with the Advisory Committee for a Public Workshop
- Public Workshop to understand opportunities and constraints
- Development of concept solutions informed by input from the staff, Advisory Committee and field research
- Presentation of draft concepts to the Advisory Committee
- Presentation of revised concepts to the Advisory Committee
- Preparation with the Committee for a Public Workshop
- Presentation of the planning process and draft concepts at a 2nd Public Workshop
- Presentation of the input from the Public Workshop and required revisions to the Advisory Committee
- Development of Draft Master Plan with Town Staff
- Review of Draft Master Plan by the Committee and Town Staff
- Public Outreach Period for Review and Comment on Draft Master Plan
- *Review of Final Plan by the Advisory Committee and Town Staff (Future activity)*
- *Presentation to the Council and Planning Board (Future activity)*

## 1.6 Public Outreach

Public outreach is a key aspect of the Master Plan and central to a Context Sensitive Solutions process. Public outreach and the ongoing input of the Advisory Committee provided a feedback loop leading to the proposed recommendations. For comments from the public outreach process, please see Appendix B. Public outreach consisted of:

- Regular meetings with the Advisory Committee;
- Public workshops on May 12, 2011 September 22, 2011, and September 6<sup>th</sup>, 17<sup>th</sup> and 20<sup>th</sup>, 2012, and
- Meetings with organizations and individual property owners.

## 2.0 EXISTING CONDITONS

The existing transportation system in North Windham is noted for its dual roles of, 1) moving traffic through the region, and 2) providing vehicular access to businesses and residences in the area. While the system is strained by these competing demands, the district on the whole is a successful and important commercial center for the southern end of the Lakes Region.

At the same time, the singular focus on providing motor vehicular access and movement has reduced the overall sense of place in district. As stated in the Master Plan's Vision and Mission Statement, the goals of this study are to understand the ways in which the existing transportation system can be improved for all modes of travel and help shape the built environment in a more pedestrian and traditional form versus the form and pattern of big box and strip development. The existing transportation and land use conditions documented in this section of the report help to serve as a foundation and guide for the recommendations in Chapter 3.

### 2.1 Transportation

#### 2.1.a Existing Street Network

##### **Summary:**

The North Windham commercial district is served by a variety of street types. These range from the major arterial of Roosevelt Trail to the parking aisles of the large retail centers. Figure 2 (p. 9) provides a visual overview of the existing vehicular traffic patterns and the different types of "roadways" that are present in the commercial district. Seven different types of roadways were identified. Each of the different types is described in the Findings, below.

##### **Conditions:**

- Arterials (Red Lines). The arterials move vehicles through the study area, but also serve a secondary role in providing access to individual properties. For more information on the role of arterials, please see Section 2.1.b, below.
- Collectors (Orange Lines). The only collector in the district is River Road. This section of River Road is home to a number of small businesses and residences. Business types include day cares and automobile sales and service. Collectors are designed to move traffic in the same manner as arterials. However, due to their lower traffic volumes (i.e. less cars on a daily basis), they are intended provide a greater level of access to abutting properties. For more information on collectors, see Section 2.1.a, below.

- Local Streets (Blue Lines). The local streets provide access to the neighborhoods within, and on the edges, of the commercial district. These streets are noted for their decreased width and lower travel speeds.
- Parallel Roads (Heavy Green Line). Manchester Drive on the east side of Roosevelt Trail is a classic example of a “parallel” road, which is basically designed to move traffic – almost in the manner of an arterial or collector.
- Development Drives (Light Green Lines). In general, these drives are dead-end roads that do not connect to other roadways in the district. The one exception to this condition is Landing Road, which provides a connection from Roosevelt Trail to Manchester Drive.
- Inter-Parcel Circulation (Purple Line). There are inter-parcel circulation ways within the Study Area. The first links Route 35 to Landing Road via Shaw’s Plaza and the Wal-Mart parking lot. The second is located on the Windham Mall property and links Franklin Drive to the traffic signal at Landing Road. These routes, while still privately owned as parts of the parking lot circulation system, function as local streets.
- Parking Circulation (Grey Lines). The grey lines represent circulation within parking lots. The majority of these grey lines are north of Route 115 in the “big box” area. The white gaps are the location of the buildings. This type of development requires extensive on-site circulation, but typically isolated to each development.

### **Findings/Analysis**

- Arterials. For a combination of reasons, such as the location of driveways and a general lack of property and street connectivity in the area, the arterials’ ability to move traffic is hampered by the inefficient need to provide access to individual properties. Furthermore the lack of connectivity between parcels often adds additional cars to the arterial roadways and intersections. For example, a person that needs to visit more than one business can only do so in their vehicle (no pedestrian or bicycle options) via multiple turning movements on Roosevelt Trail. This is referred to as location “inefficient” and can be improved through greater inter-parcel circulation (see Appendix C for more information on location efficient design).
- Collectors. The River Road intersection with Roosevelt Trail is incomplete due to its insufficient turning lanes and insufficient merge lane heading east/south.
- Local Streets. There is little to no connectivity between the neighborhoods and the overall district. As discussed at the public meetings, there is a strong desire to maintain separation between commercial traffic and local traffic. At the same time, this lack of connectivity contributes to the overall inefficiency of the system. One of the goals of this plan is to explore whether

new local street connections would be appropriate in the event that additional property is developed for residential use as envisioned by the Master Plan.

- **Parallel Roads.** The existing parallel road in the district, Manchester Drive, provides an alternative means of access to several destination businesses in the district. As a result, this roadway reduces some of the local stress on Roosevelt Trail. However, the roadway currently lacks an adequate level of integration with the street network. Furthermore, Manchester Drive does not provide for pedestrian or bicycle use. As a result, this type of roadway should be improved in accordance with the Complete Streets approach to land use and mobility planning.
- **Development Drives.** The dead-end development drives contribute to the inefficiency of the transportation network. As future development occurs, opportunities to connect these drives to other parcels should be encouraged.
- **Inter-Parcel Circulation.** A term used for these types of routes is a “desire line.” A desire line is the actual route vehicles or pedestrians want to take between points A and B. In addition, these lower traffic volume roadways have the greatest potential to be developed in ways that create a sense of place in North Windham.
- **Parking Circulation.** This investment in “street” infrastructure is a missed opportunity, because a planned “street network” could have been embedded into the overall pattern providing local circulation and access to the big box stores and shopping malls as well as smaller mixed-use developments. Continued attention should be placed on integrating the circulation of parking lots with the inter-parcel circulation drives to ultimately develop a “master planned” district that is noted for its welcome mixed-use environment.

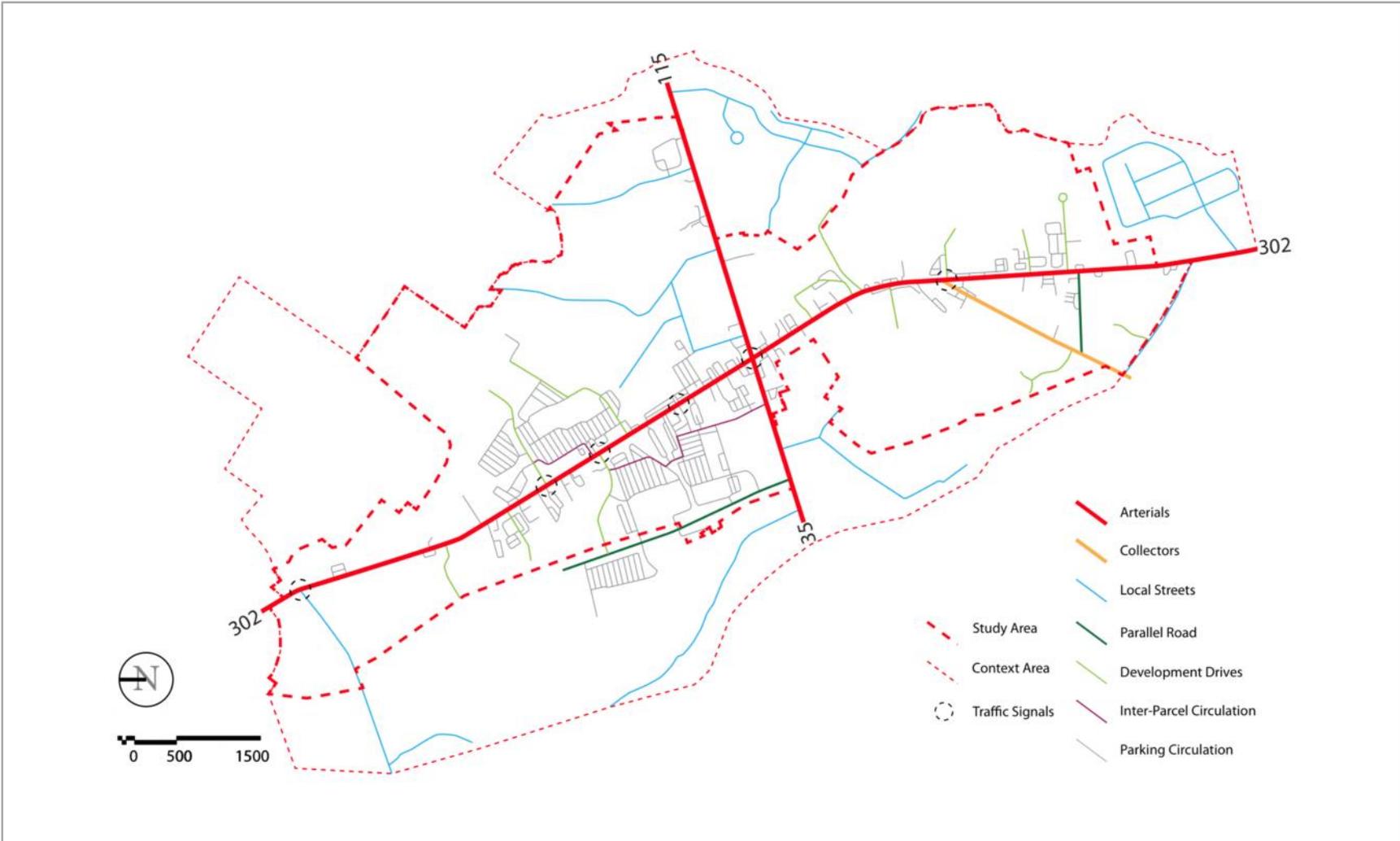


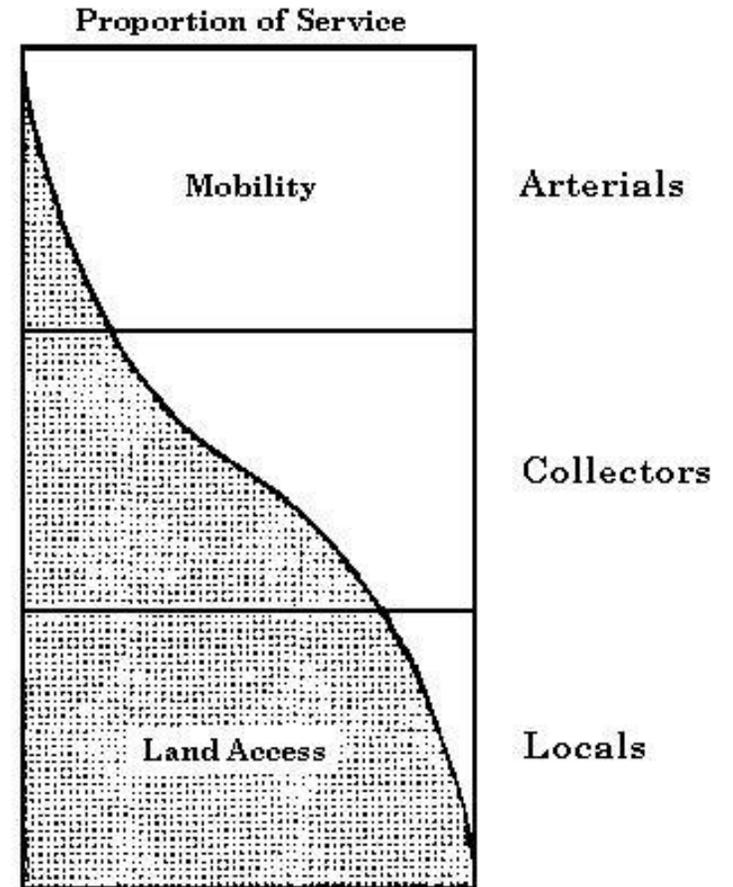
Figure 2: Existing “Street Network”

## 2.1.b Vehicular

### Summary:

The transportation system in the study area is dominated by Roosevelt Trail. As discussed in Section 2.1.a, above, the road is classified as an arterial with a primary function of regional mobility. However, there are also many businesses that obtain their access from Roosevelt Trail. This dual role of providing regional mobility and providing local access creates an inherent conflict. The illustration to the right labeled, “Proportion of Service,” shows in a visual form that an ideal transportation system reserves arterials for moving traffic while local streets are designed to provide access. Thus, the designed function of Roosevelt Trail to move traffic is strained in North Windham by the local demand to provide access to individual properties.

This “strain” is caused by the need for vehicles to use the arterial roadways to make most trips between individual properties. These trips add to the volume of cars on the roadway, and increase the number and type of turning movements that conflict with traffic moving on a straight line course through the corridor. The following conditions are reflective of the competing demands being placed on the district’s transportation system.



**Conditions:**

Inventory of Traffic Data – A detailed inventory of existing traffic information was assembled for the project and is summarized, below. In addition, graphic illustrations of these conditions can be found Appendix A and B.

- Average Annual Daily Traffic Volumes (AADT) (Count conducted in 2007).

Location	Avg. Annual Traffic Volume (in # of Vehicles)
Roosevelt Trail south of River Road	16,170
Roosevelt Trail south of Routes 115/35	23,690
Roosevelt Trail north of Routes 115/35	26,070
Roosevelt Trail north of Whites Bridge Road	21,420
River Road west of Roosevelt Trail	7,260
Route 35 west of Roosevelt Trail	9,520 (2006)
Route 115 east of Abby Road	14,590

- Crash History – The following table lists the locations along Roosevelt Trail between Pope Road and Whites Bridge Road that were classified as a High Crash Location (HCL) according to MaineDOT criteria for the most recent available three-year period between 2008 and 2010. An HCL is defined as a location with 8 crashes or more and a Critical Rate Factor (CRF) of 1.00 or more within the three year reporting period.

Location	Number	CRF
Roosevelt Trail @ Routes 115/35	42	1.23
Roosevelt Trail Segment south of River Road	16	1.43
Roosevelt Trail Segment River Road to Approx. Sposedo Rd.	22	1.52
Roosevelt Trail Segment Approx. Sposedo Rd. to Routes 115/35	25	1.87
Roosevelt Trail between Routes 115/35 and Shaw’s Entrance Drive	26	1.62
Roosevelt Trail Segment north of Shaw’s Entrance Drive	15	1.05
Roosevelt Trail Segment north of Landing Road	13	1.15

Level of Service – Levels of Service information was obtained from the 2007 Windham Service Road Study. The level of service gives a letter grade for an intersection based on the amount of delay a vehicle experiences for a given traffic movement. In general, a LOS of D or below is considered to be a “failing” intersection.

- Roosevelt Trail/Whites Bridge Road – Overall LOS ‘C’ (some movements operate at LOS ‘E’)
- Roosevelt Trail/Landing Drive – Overall LOS ‘B’ (some movements operate at LOS ‘D’)
- Roosevelt Trail/Shaw’s Drive – Overall LOS ‘B’ (some movements operate at LOS ‘D’)
- Roosevelt Trail/Routes 115/35 – Overall LOS ‘D’ (some movements operate at LOS ‘E’)
- Roosevelt Trail/River Road – Overall LOS ‘C’ (some movements operate at LOS ‘D’)

### **Findings/Analysis:**

**Traffic Volumes.** As noted in the AADT figures, above, the heaviest traffic volumes are found on Roosevelt Trail north of the River Road intersection. Continued growth of vehicular traffic in the future may require additional roadway treatments. The North Route 302 Corridor Plan (March 2011) noted that traffic volumes above 28,000 may require the limiting of left turn movements through the installation of center medians. Similar to the crash History/safety analysis, one of the ways to preserve roadway capacity, and delay the need for limiting left turn movements, is through applying access management practices.

**Crash History/Safety.** The primary conclusion from this data is that a significant portion of Roosevelt Trail in the study area has potential safety problems. As noted in the table, most HCL locations are roadway segments located on sections of Roosevelt Trail, rather than at specific intersections. Most of the vehicle crashes in these locations are likely related to vehicles making turns into and out of driveways. This signals a need to institute better access management practices in the district, and especially on the major arterials.

**Level of Service.** The LOS figures for each of the intersections shows that in general the conditions on the Roosevelt Trail corridor are acceptable. However, there are some turning movements that are considered to be failing. To improve the current and future LOS at these intersections, continued efforts should be made to identify and construct lateral roads that will expand the transportation network. The overall goal is to make intersection improvements that will improve the level of service while also improving safety conditions.

### 2.1.c Pedestrian / Bicycles

#### **Summary:**

In the beginning of the planning process, the Advisory Committee used the CSS tool of conducting a field visit to the North Windham district. This field visit focused on identifying gaps and deficiencies in the transportation system. In addition, observations were made about how improvements could be made to improve the look and feel of the district. The Committee found that there are many opportunities for improving the pedestrian and bicycling conditions in the study area.

#### **Conditions:**

The existing pedestrian and bicycle infrastructure conditions can best be described and understood by reviewing the Field Edit Observation list and figures in Appendix B. In summary, there are considerable gaps in the transportation system's ability to accommodate all modes of travel. Examples of these gaps include an incomplete sidewalk network, a lack of crosswalks and sufficient pedestrian crossing signals, large expanses of parking lots, a lack of bicycle routes and racks.

#### **Findings/Analysis:**

Based on the conditions documented in the Advisory Committee's field visit, much work is needed to build pedestrian and bicycle facilities that are necessary to create a more inviting mixed-use environment. These improvements have the potential to increase pedestrian access between business establishments, and thereby reduce some of the need to add vehicle trips on Roosevelt Trail to visit multiple destinations within the commercial center. Implementation of the recommendations in Chapter 3 will initiate a long-term improvement in making North Windham available for all modes of travel.

## 2.1.d Streetscape

### **Summary:**

The study area is lacking the types of streetscape amenities (e.g., benches, shelters and pedestrian-scaled lighting) that create a welcoming retail and commercial environment.

### **Conditions:**

- Landscaping/Tree Cover. There is a general lack of tree cover in the parking lots, although the canopy percentage was not calculated as part of this Master Plan;
- Landscaping. Businesses fronting 302 within the commercial core have landscape treatments of varying degrees. The range of landscaping goes from properties with wide landscaped areas that are comprised of lawns, flower beds and shrubs to those with a thin strip of bark mulch and a few low shrubs. Advisory Committee members identified that more unified landscaping along the corridor would improve the overall look and feel of the commercial district.



*Narrow Landscaped Area  
Without Screening of Parked Cars*



*Wide Landscaped Area  
With Shrubs for Screening of Parking and Seating*

Utility Lines. The view down Roosevelt Trail is notable for the large number of overhead utility lines and DOT traffic signs.

Streetscape Amenities. The following is a list of streetscape amenities that are not currently found in the commercial district. The installation of these types of features can be used to create a more attractive shopping environment.

- Seating
- Kiosks
- Shelters
- Bike racks
- Trash receptacles,
- Street trees
- Pedestrian-scaled lighting
- Interconnected sidewalks

### **Findings/Analysis:**

Landscaping. The Advisory Committee noted on its field visit that the implementation of a more unified and consistent landscape plan in the district would greatly improve the appeal and sense of place in the district.

Capital Improvements. The arterials, collectors, local streets and inter-parcel connectors within the study area do not include – nor are required to integrate – streetscape amenities. A comprehensive capital improvement program does not exist for the short and long-term installation of streetscape amenities. The Town currently has several tax increment financing (TIF) districts in the area. The capital improvement program should re-look at existing TIFs and other options such as development/business improvement districts.

Development Review Standards. New developments must meet current site plan standards and strive to meet design guidelines. As currently written, these are basically aesthetic standards that do not address pedestrian safety and connectivity. As a result, future development may not contribute to streetscape amenities or pedestrian safety in the district.

Utility Lines. The North Windham commercial district is cluttered with overhead utility lines and DOT traffic signs. The overabundance of this visual clutter:

- Detracts from the commercial district’s role as the gateway to the natural beauty of the Lake Region,
- Serves a distraction to motorists, and
- Creates sidewalk obstacles (e.g. utility poles located in the middle of sidewalks)

## **2.2 Land Use**

### 2.2.a Environmental Constraints

#### **Summary:**

Environmental constraints such as shoreland zones, wetlands, the sand and gravel aquifer and steep slopes were identified using GIS, input from Town Staff, the public and the Advisory Committee. Vernal pools have not been mapped. Detailed field verification of existing environmental conditions is beyond the scope and budget of this planning process. This being said, the general level of information collected for this plan is useful for understanding the potential type and scale of development in the study area.

#### **Conditions:**

- Environmental constraints identified within the study area consist of wetlands and setbacks to water bodies. These areas are depicted on Figure 3, below;
- The study area has four basic “quadrants” of undeveloped land suitable for development. These quadrants are located as follows:
  - North of Lowes
  - East of Hannaford
  - East of Roosevelt Trail running from the rear of Manchester School South to approximately Commons Avenue.
  - West of Roosevelt Trail south of Whites Bridge Road.
- Development in the study area is limited to the east due to topography such as steep slopes, shoreland zoning and a series of interconnected ponds and streams;
- Development to the west of the study area is limited due to the Presumpscot River protection zone, additional ponds and streams and two utility corridors;
- The study area lacks sewer. The Town and the United States Geologic Survey (USGS) are monitoring the impact of existing development on groundwater, ponds and streams. Any proposed development will require detailed site analysis as well as permits from the appropriate agencies, and
- The study area is served by public water.

#### **Findings/Analysis:**

- The study area is well suited for redeveloping existing sites and infill parcels in the commercial core and along Roosevelt Trail;

- There are opportunities for incremental growth in the surrounding “quadrants”. The conceptual residential build-out scenarios in the Master Plan use 20,000 square feet as a minimum lot size. This lot size meets the State of Maine minimum standard for dwelling units using septic systems for wastewater disposal, and
- The installation of sewer could reduce impacts on adjacent environmentally sensitive areas and improve conditions for infill development within the commercial core. As a side note, a sewer feasibility study for the area has been completed and the Town is evaluating the findings and related costs.

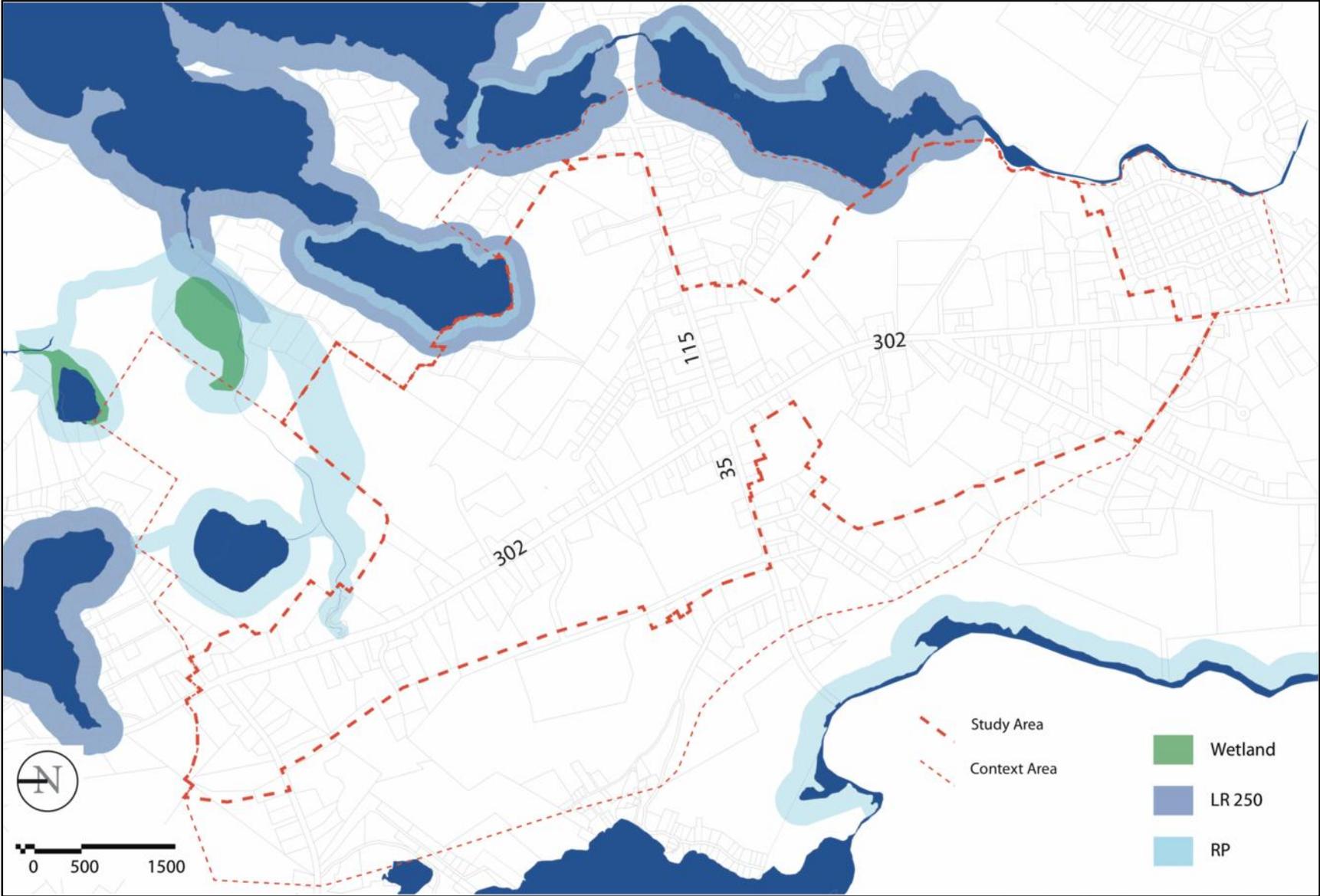


Figure 3: Environmental Constraints

## 2.2.b Zoning

### **Summary:**

North Windham is a regional commercial center that includes a range of local and national businesses, home occupations and grandfathered residences. This area evolved into a commercial center due to its advantageous location at the intersection of Roosevelt Trail and Routes 35/115 and the abundance of relatively flat land with good soils. The historic transportation patterns and land uses created a gateway to the Lakes Region. The area is also supported by seasonal visitors to the Lakes Region.

The Land Use Ordinance defines the intent of the C1 Zone:

To provide general retail sales, services and businesses within the Town of Windham in locations capable of conveniently servicing community-wide and/or regional trade areas, with safe, well-regulated automobile access *and pedestrian access where appropriate*.

During the analysis phase of the Master Plan – and in light of the scope of work and the Values and Mission Statement – the study area was expanded to include the adjoining commercial and residential areas. The inclusion of these neighborhoods informs the analysis of walkability, connectivity and the development potential within the four quadrants identified in Section 2.2.a, above. The expansion of the study area is also useful to help anticipate the appropriate transitions to adjacent residential neighborhoods.

### **Conditions:**

Commercial 1 District.

- Intent. It is not uncommon in suburban areas to have Commercial Zones that focus more on the types of allowed “uses.” This is in comparison to a more integrated approach addressing use, form and pattern. Furthermore, development in the C1 Zone is reviewed on a case-by-case basis, rather than the cumulative impact of development and how each use contributes to the scale and pattern of development in the Zone;

- Allowed Uses. The C1 Zone has a number of allowed and grandfathered uses that are typical of downtowns (Section 2.2.c below further elaborates on how the distribution of these uses creates identifiable “character areas”). These include the following:
  - Post office
  - School
  - Cemetery
  - Fire Station
  - Church
  - Residences
  - Restaurants
  - Hardware store
  - Record store / bookshop
  - Banks
  - Ball fields
  - Grocery stores
  - Pharmacies
- Residential Uses. New Single-family, two-family and multifamily dwellings are not allowed unless they are created within buildings that were constructed before July 8, 1976. Housing for Older Persons is an allowable use without grandfathered provisions. However, dwelling units may not be located in the basement or the first story unless classified as “affordable” by the Federal Housing Act of 1959., and
- Balanced Tax Base. The 2003 Comprehensive Plan notes commercial development constitutes 20% of the Town’s tax revenue with a goal of increasing commercial revenue to 30%. However, commercial development currently represents 16% of the tax base.

**Findings/Analysis:**

- The standards of the C1 Zone do not achieve the “intent” of the zoning district or the stated goals of the Master Plan’s Values and Mission Statement;
- The study area includes a range of allowable uses, but lacks the form and pattern of a traditional downtown;
- Residential uses are allowed only with grandfathered status. Housing for Older Persons is an allowed use, but not in basements or the first story of a building unless the dwelling units meet the definition of affordable;
- Current street standards for Subdivisions in the Land Use Ordinance do not require Complete Streets or street networks;
- The Land Use Ordinance identifies the location of the C1 Zone and is specific regarding issues such as uses, setbacks and parking ratios, but does not include a master plan vision for the desired form, scale and pattern of development and redevelopment. Development is reviewed on a case-by-case basis;
- Commercial district guidelines in regards to pedestrian spaces, parking areas, services areas, architecture, landscaping, lighting and signage are only recommendations and not standards;

- Parking must be within 300' of the principal use for which the spaces are required;
- Mixed-use developments require the maximum required parking per use, however a reduction in parking may be granted if the applicant can demonstrate feasibility;
- Shared parking is allowed if the applicant can demonstrate feasibility;
- The Land Use Ordinance does not have standards for on-street parking;
- The Land Use Ordinance does not require energy efficient buildings and low impact site development;
- A 50'-wide buffer is required between the C1 Zone and adjacent residential uses, and
- Town-wide, commercial tax revenues have decreased since 2003 and it is not known how the C1 Zone is contributing to this trend, and
- There are a number of factors influencing economic development (and are outside the scope of this planning effort), but as discussed later, economic modeling is required to understand how revitalizing North Windham as a 21st Century Downtown will impact Town revenues.

## 2.2.c Land Use Character Areas

### **Summary:**

When one drives through the study area there is an overwhelming sense of strip and big box development. However, the “pattern” of uses in the study area uncovers a more nuanced picture of North Windham. It is important to understand these patterns and types of uses because they reveal opportunities to meet the goals of the Mission and Values Statement. In the review of the study area it was no longer seen as an all-encompassing “zone”, but rather as a place with a diverse history and dynamic future – a future that is both realistic and visionary.

### **Conditions:**

The pattern of uses in the study area uncovers several land use character areas. Each of these character areas are shown in Figure 4, below. An identification and description of each is as follows:

- Civic. A “civic” core including town lands, a cemetery, a fire station, a school, a church and a meetinghouse (see Figure 5, which shows the location of Town-owned properties);
- Residential. These are neighborhoods located both within the C1 District and on the periphery of the commercial core.;
- Big Box Retail. The big box stores and retail shopping plazas form the most distinguishable core of the commercial district;
- Mixed-use/Residential. These areas include a mix of use types arraigned in a linear development pattern. Typically, the uses do not share the same property, but are on adjacent parcels. Examples include River Road and Whites Bridge Road;
- Strip Development. Traditional commercial strip development along Roosevelt Trail to the north and south of the big box core and the intersection of Routes 302 / 115 / 35, and
- Industrial. A cluster of more industrial uses exists in the northern end of the study area. This area is relatively undeveloped compared to the rest of the commercial district.

### **Findings/Analysis:**

An analysis of the land use patterns in Figure 4 provides the following insights:

- Looking at the C-1 District as a place with unique characteristics and opportunities can be the starting point for systematically guiding growth in a responsible manner. This analysis identifies that the study area is not a monolithic “zone.” Rather, it is a place with logical patterns of development, uses and historic trends;

- Identifying the character areas helps inform (re) development opportunities, the appropriate location and scale of future uses and how to ensure compatibility with adjacent uses, and
- The existing C-1 District is not sympathetic to the context of each character. An analysis of the existing zones and the creation of individual standards will help enhance the unique areas within the commercial zoning district.

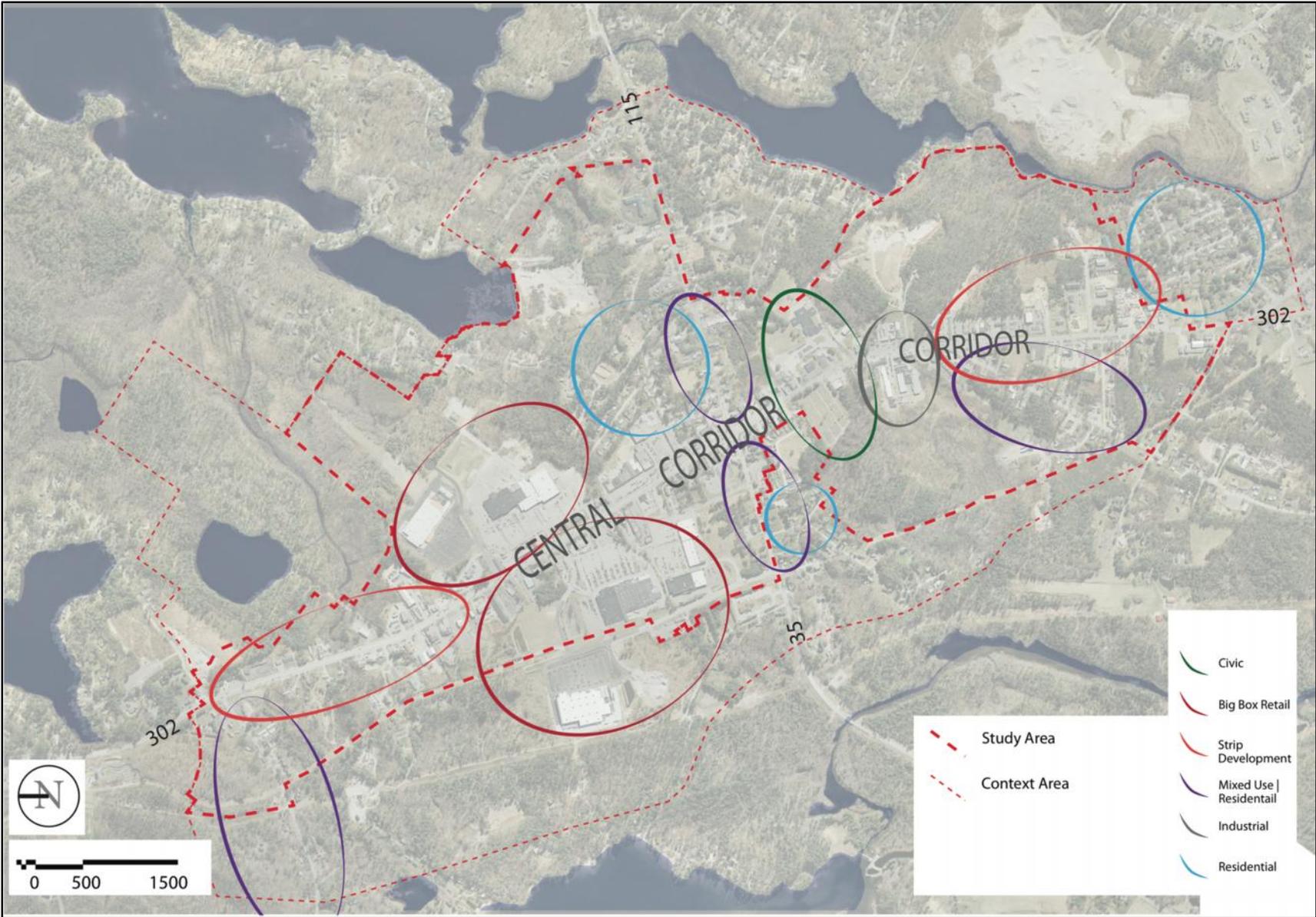
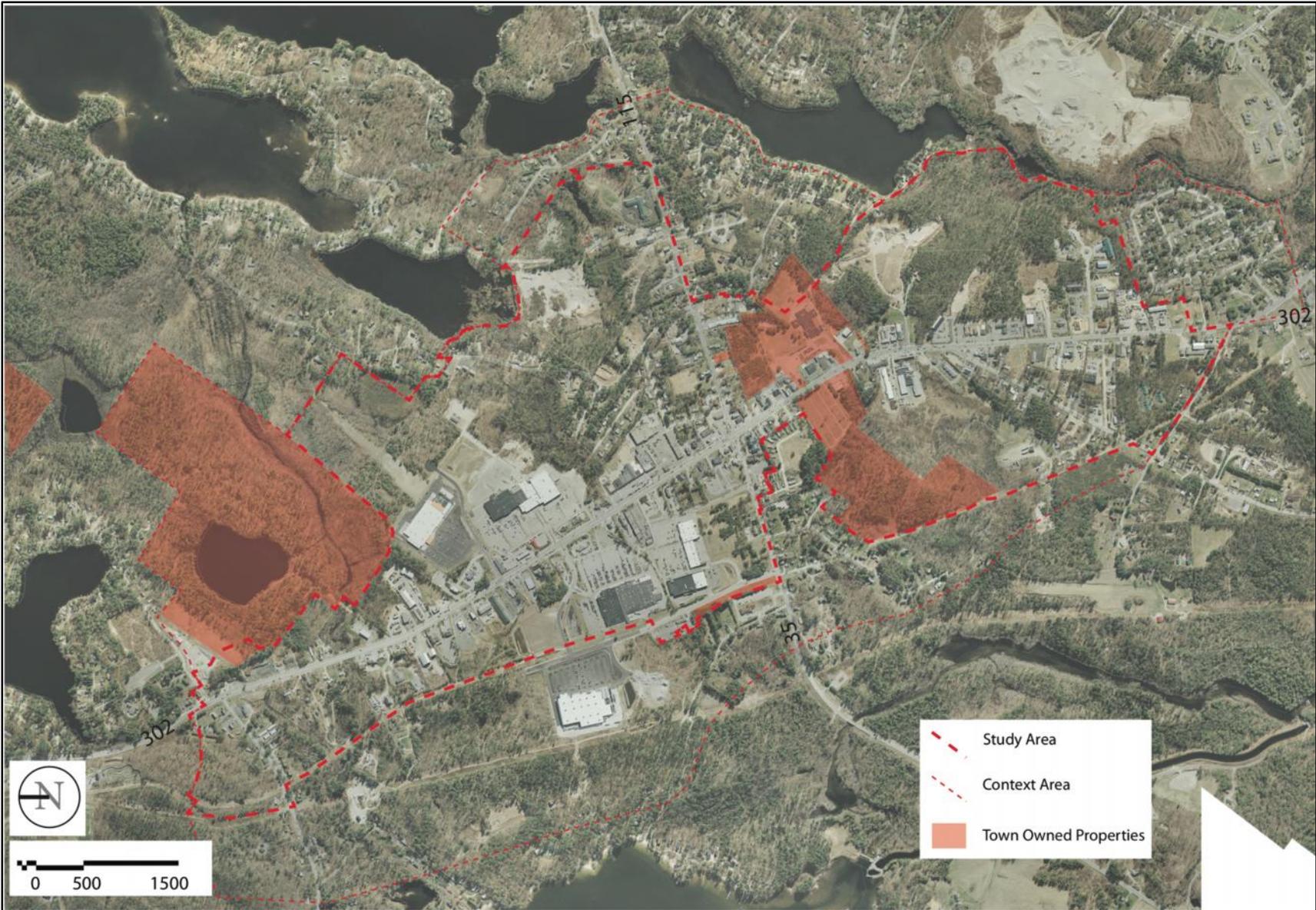


Figure 4: Land Use Character Areas



*Figure 5: Town-Owned Lands*

## 2.2.d Development Patterns

### **Summary:**

Just as the land use character areas analysis provides a nuanced understanding of the study area, a tool referred to as a “figure / ground analysis” depicts the scale of buildings in comparison to the land area – and even more specifically the pattern of development. Figure 6, below, is a figure/ground analysis of the study area that shows buildings (figures) in black and the surrounding ground in white.

It is clear that in some areas development corresponds to street patterns. This is found in a neighborhood like Brookhaven and in the development along Roosevelt Trail and Routes 115 and 35. In contrast, the buildings in the big box area of North Windham appear to “float” in space with no relationship to a street pattern. By looking at the figure/ground illustration, the community has another tool for evaluating existing conditions and determining a desired future pattern of development.

### **Conditions:**

What is important to note from the figure/ground analysis is that,

- Strip Development. Most of the strip or smaller scale development in the study area follows existing streets and roads. An example of this pattern can be found along Roosevelt Trail between Page Road and River Road;
- Big Box Retail. In the big box core, surface parking and corresponding circulation covers more land than the buildings;
- Impervious/Paved Surfaces. The surface parking combined with the impervious surface of the buildings creates large areas of stormwater that must be treated;
- The large amount of white area in Figure 6 shows the potential for infill development.

### **Findings:**

- Big Box Retail. The big box retail and shopping plazas include a large amount of surface parking and private access/circulation drives. This land coverage directly correlates with both the Town’s required parking to building square footage (and use) ratios and those desired by private business. These ratios result in a built environment with little to no pedestrian amenities;
- Impervious/Paved Surfaces. Large impervious and/or paved surfaces create the need for stormwater treatment basins. In a commercial center these are not an efficient use of land. A reduction in the amount of impervious surface and an increase in low-impact development practices (a.k.a LID) would reduce the need to dedicate land to non-commercial uses;

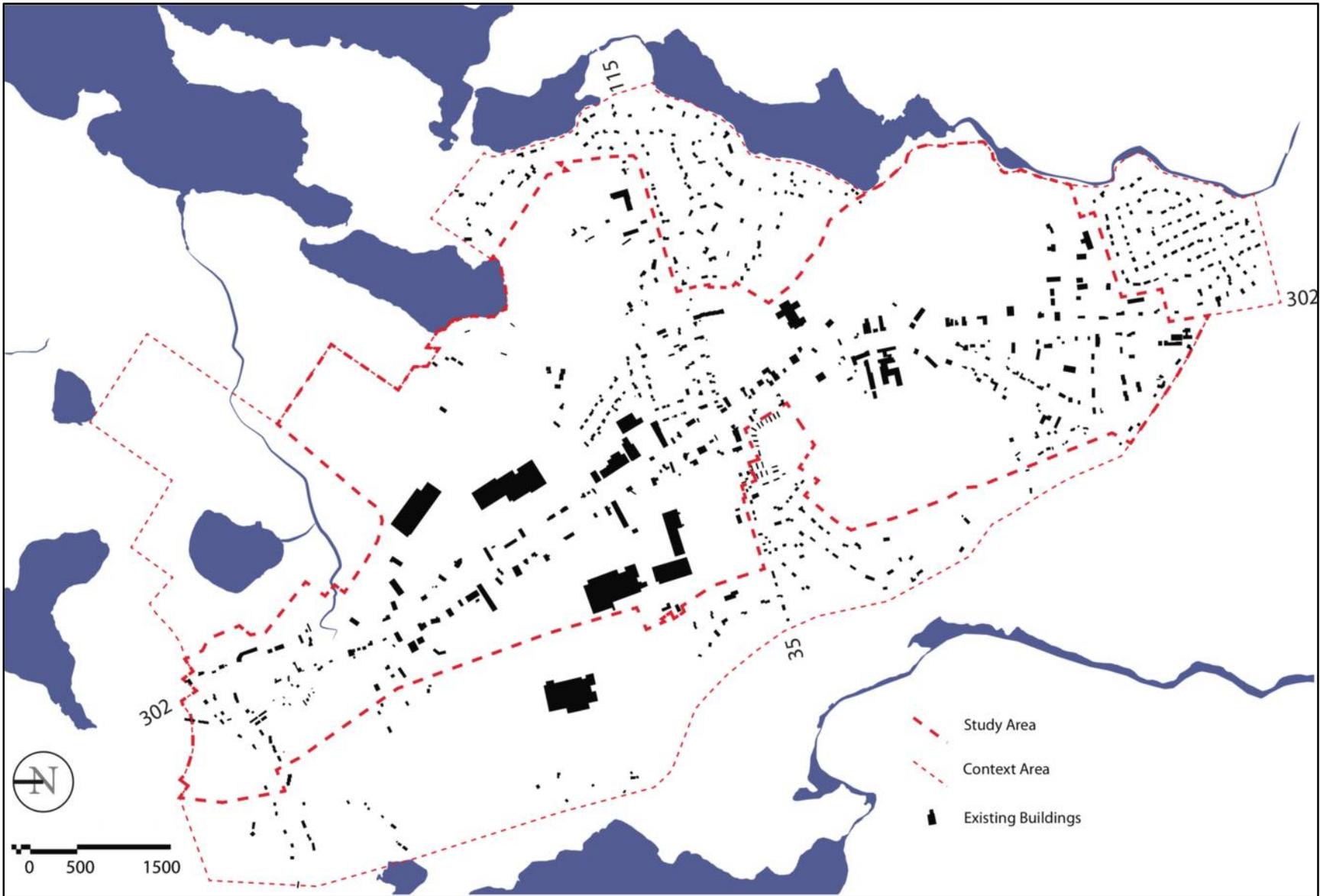
- Infill Development Opportunities. Typical of today’s suburban commercial centers, the big box portion of the study area has an inefficient use of land resources (For more information on this subject, see the section on “Floor Area Ratio” in Appendix C). Examples of these inefficiencies include:
  - Expansive areas of impervious surfaces (predominately in the form of parking lots),
  - A predominance of one-story buildings,
  - Long distances between buildings and few pedestrian amenities (both of which discourage walking between establishments),
  - Lack of Complete Streets,
  - Minimal to no street networks,
  - Limited residential uses,
  - Negative impacts on stormwater quality, and
  - Stressed arterial roads serving the big box retail and shopping malls;
  
- As new development occurs there should be a clear relationship between the street network and the buildings. The ideal development pattern would include the following:
  - The use of a grid street network to increase vehicular and pedestrian connectivity,
  - The placement of buildings closer to the sidewalk/street to improve the pedestrian/shopping environment,
  - A reduction in the large surface parking areas (both the unbroken expanses and the amount of unused spaces);
  
- The building pattern in the study area follows the arterial linear street networks. As a result, there is an overall lack of street and parcel connectivity in the district;
- Buildings with smaller footprints front on streets and larger developments are surrounded by parking at a scale that is not pedestrian-friendly;
- The relative affordability of land provides little incentive for developers to build multi-story buildings or parking structures, and
- In examining the figure / ground analysis and walking the study area, there has been very little “pad” type development within parking lots that have excess capacity. One example of a pad development is the AT&T Store at the North Windham Shopping Plaza (See images, below).



*Example of Unused Parking Area  
with Pad Development Potential*



*Example of Pad Building Located Close to Street  
(AT&T Store at the North Windham Shopping Plaza)*

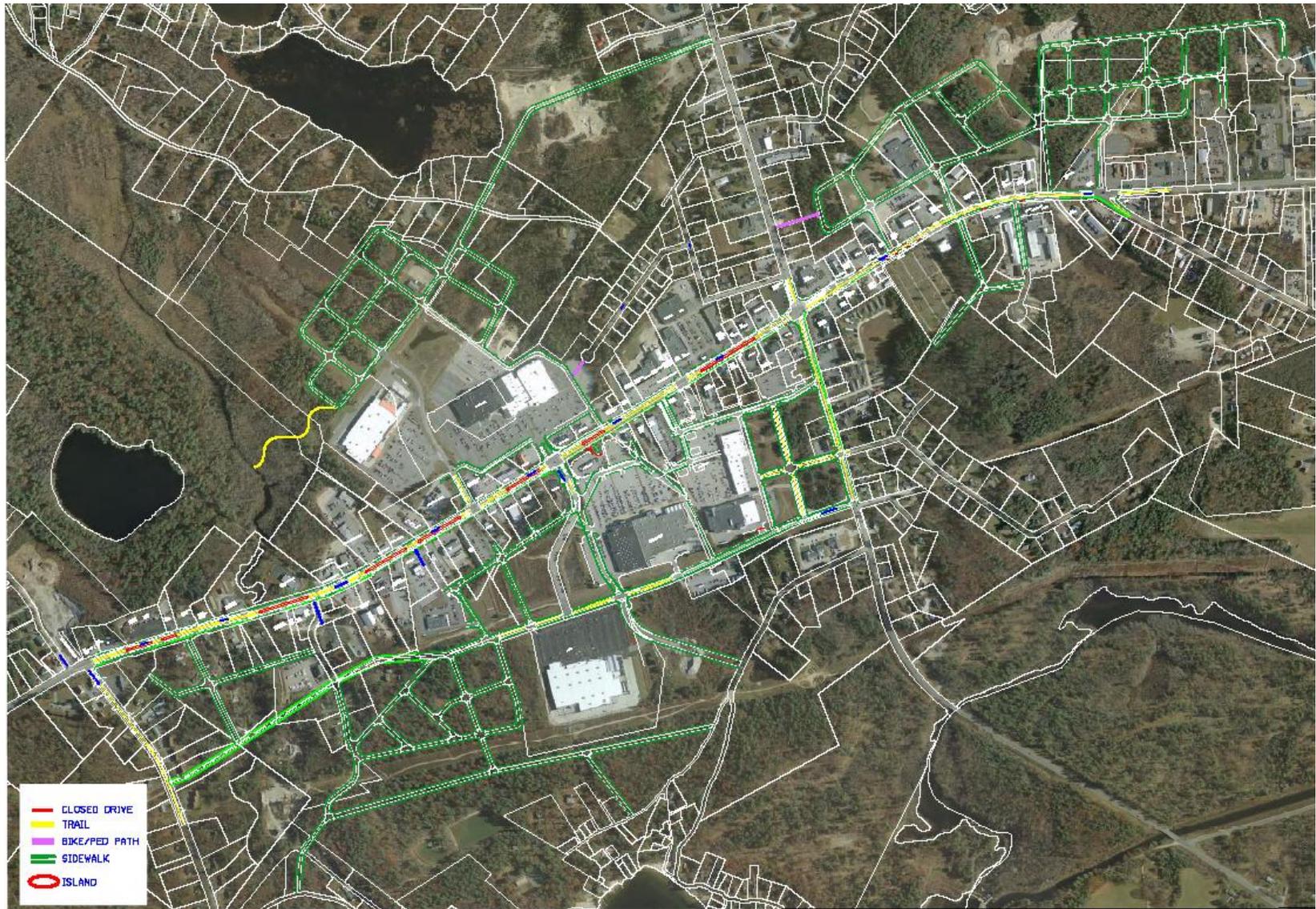


*Figure 6: Figure / Ground Analysis*

### **3.0 RECOMMENDATIONS**

The recommendations in the Master Plan are based on the conditions and analysis in the existing conditions chapter, input from the public and the Advisory Committee. Each recommendation is intended to work together to create a North Windham mixed-use district that integrates transportation issues, economic development and the built environment. The implementation of this Master Plan through capital improvements, ordinance amendments, and development review applications has the potential to create a 21<sup>st</sup> Century Downtown. This “downtown” is one that will remain suburban in nature, but becomes a unified commercial district.

Each recommendation in the Plan includes a priority for completion. The priorities are divided into the following three (3) categories: Short-Term (1 to 5 years), Medium-Term (5 to 15 years), and Long-Term (15 years or longer). As projects are accomplished over time, the Plan will evolve to meet changes as they occur. As such, the timeframe for each priority is a recommendation will likely change over time. Regardless of when they are completed, the cumulative implementation of the Plan’s recommendations will achieve the vision of a welcoming, human scaled, mixed-use economy through the built environment and the accommodation of all modes of travel.



*Figure 7: Overall Conceptual Master Plan Overlaid on Aerial Image*

### 3.1 Transportation

#### 3.1.a CSS / Complete Streets

**Recommendation:** Adopt a Complete Streets Policy

**How:** Revise ordinance / policy standards

**Responsibility:** Staff, Planning Board and Council

**Priority:** Short-Term

**Implementation:** As development / redevelopment occurs or as part of prioritized pedestrian improvements plan (grants, impact fees, TIF, CIP, bond)

The National Complete Streets Coalition recommends at a minimum the following Complete Street policy elements:

- Include a vision for how and why the community wants to complete its streets;
- Specify that pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles are included in the planning and construction of transportation infrastructure;
- Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way;
- Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions;
- Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes;
- Is adoptable by all agencies to cover all roads;
- Directs the use of the latest and best street design criteria and guidelines while recognizing the need for flexibility in balancing user needs;
- Directs that complete streets solutions will complement the context of the community;
- Establishes performance standards with measurable outcomes, and
- Includes specific next steps for implementation of the policy

Figures 8 through 12, below, illustrate different two types of Complete Streets and the nature of the adjacent development. This infill development situated close to streets or private drives can create new retail/commercial spaces while also providing access to the back of properties on Roosevelt Trail. This will enable the commercial establishments on Roosevelt Trail to shift their focus to the pedestrian environments off of the major arterials. This development pattern also has the potential to improve the traffic safety on Roosevelt Trail through the closure of a curb cut or a strategically placed esplanade. Figures 8 and 9 demonstrate that Complete Streets can greatly improve the function, safety and sense of place.



*Figure 8: Existing Access Road from Route 35 to Shaw's Plaza*



*Figure 9: Existing Access Road from Route 35 to Shaw’s Plaza with a Conceptual Complete Street Retrofit*

This figure illustrates a Complete Street supporting a mixed use “neighborhood” where there is enough land to support new development. This type of development would include commercial / retail on the first floor and professional and residential uses on the upper floor(s).



*Figure 10: Bird's Eye View of Existing Access Road from Route 35 to Shaw's Plaza with a Conceptual Complete Street Retrofit*



*Figure 11: Existing Wal-Mart Parking Circulation Drive Connecting to Landing Road (McDonalds to the right)*



*Figure 12: Existing Wal-Mart Parking Circulation Drive with Complete Street Retrofit*

This figure illustrates a less intense approach to a Complete Street. This is a retrofit of an existing parking lot, utilizing excess parking for small pad development.

### 3.1.b Access Management and Vehicular Improvements

**Recommendation:** Where feasible, from an access perspective, raised median islands are proposed (graphics in Appendix A illustrate the location of medians). These islands are designed to be 8-10 feet wide and can either be raised with landscaping or flush with a stamped material that will differentiate it from bituminous pavement.

Providing a raised median improves traffic safety and vehicle movement on arterial streets by reducing turning movements at driveways, providing a refuge space for pedestrian crosswalks, and changing the view of the street to calm vehicle speeds. A flush island (slightly raised material that has a contrasting color to pavement) will have some visual benefits, but will not restrict turn movements entering and exiting driveways.

Cost Estimate:

- Raised Median Island (10 feet): \$120 per LF
- Flush Median Island (10 feet): \$60 per LF

How: In conjunction with Roadway Construction / Development Projects  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term (Development Projects) to Long-Term (CIP and MaineDOT Projects)  
Implementation: As developments occurs, CIP, and MaineDOT

**Recommendation:** No changes should be made to the lane configurations on Roosevelt Trail between River Road and Boody's Corner.

Roosevelt Trail south of Routes 115 / 35 currently consists of a four-lane roadway section with two lanes being provided in each direction. An analysis was conducted assessing the conversion to a three-lane section, where one through lane would be provided in each direction, with a center turn lane provided. Based upon a capacity analysis performed at the Roosevelt Trail / River Road intersection, poor operating conditions would result if only one through lane was provided. Given the distance between Route 115 / 35 and River Road, no changes to the existing four-lane roadway section are recommended at this time. Several recommendations are noted below:

**Recommendation:** River Road/Roosevelt Trail Intersection. Modify the existing traffic signal phasing so that southbound Roosevelt Trail vehicle left-turn movements onto Turning Leaf Drive have a protected phase (providing a green arrow phase so traffic can turn easily). This change will improve safety and reduce delay to vehicles turning left.

Cost Estimate: \$15,000

How: Town Project  
Responsibility: Staff  
Priority: Short-Term  
Implementation: CIP/Other Local Funding Mechanism

**Recommendation:** Work with local business and property owners to modify driveway locations that are unsafe or unnecessarily contribute vehicle-turning movements in the corridor.

Unmanaged driveways can lead to safety problems and impede mobility along a roadway corridor. Roosevelt Trail, in the study area, currently has many driveways that are not compliant with State and National access management standards. As noted in Section 2.1.a, Roosevelt Trail is characterized as having high crash rates. It is likely that these deficiencies are directly linked to poor driveway design and/or location. Accordingly, the following actions are suggested to improve corridor mobility and safety (See Appendix A for graphics of possible driveway changes noted below). These actions will take place in coordination with property owners and as development (or re-development) takes place. An example of an access management alteration is the closing of a Roosevelt Trail driveway (where more than one driveway is provided) and providing a new inter-parcel connection to a rear roadway system that will allow connectivity to other businesses and access to traffic signals to help with making difficult maneuvers onto Roosevelt Trail.

- Close the driveway nearest the intersection at 746 Roosevelt Trail (Tax Map 67, Lot 39)
- Close the northerly driveway at 727 Roosevelt Trail (Tax Map 67, Lot 18)
- Close the northerly driveway at 711 Roosevelt Trail (Tax Map 67, Lot 23-1)
- Close the northerly driveway at 690 Roosevelt Trail (Tax Map 53, Lot 33A)
- Close the northerly driveway at 686 Roosevelt Trail (Tax
- Reconfigure the entry drive at 790 Roosevelt Trail (Tax Map 18A, Lot 48A-1)
- Close the northerly driveway at 815 Roosevelt Trail (Tax Map 70, Lot 11B)
- Close the southerly driveway at 835 Roosevelt Trail (Tax Map 71, Lot 6)
- Close the northerly driveway at 850 Roosevelt Trail (Tax Map 71, Lot 49A)
- Close the northerly driveway at 889 Roosevelt Trail (Tax

Map 53, Lot 33B)

- Reconfigure the driveway north of 772 Roosevelt Trail (Tax Map 70, Lot 1)
- Close the northerly driveway at 786 Roosevelt Trail; if a rear connection to Wal-Mart can be provided (Tax Map 70, Lot 5)

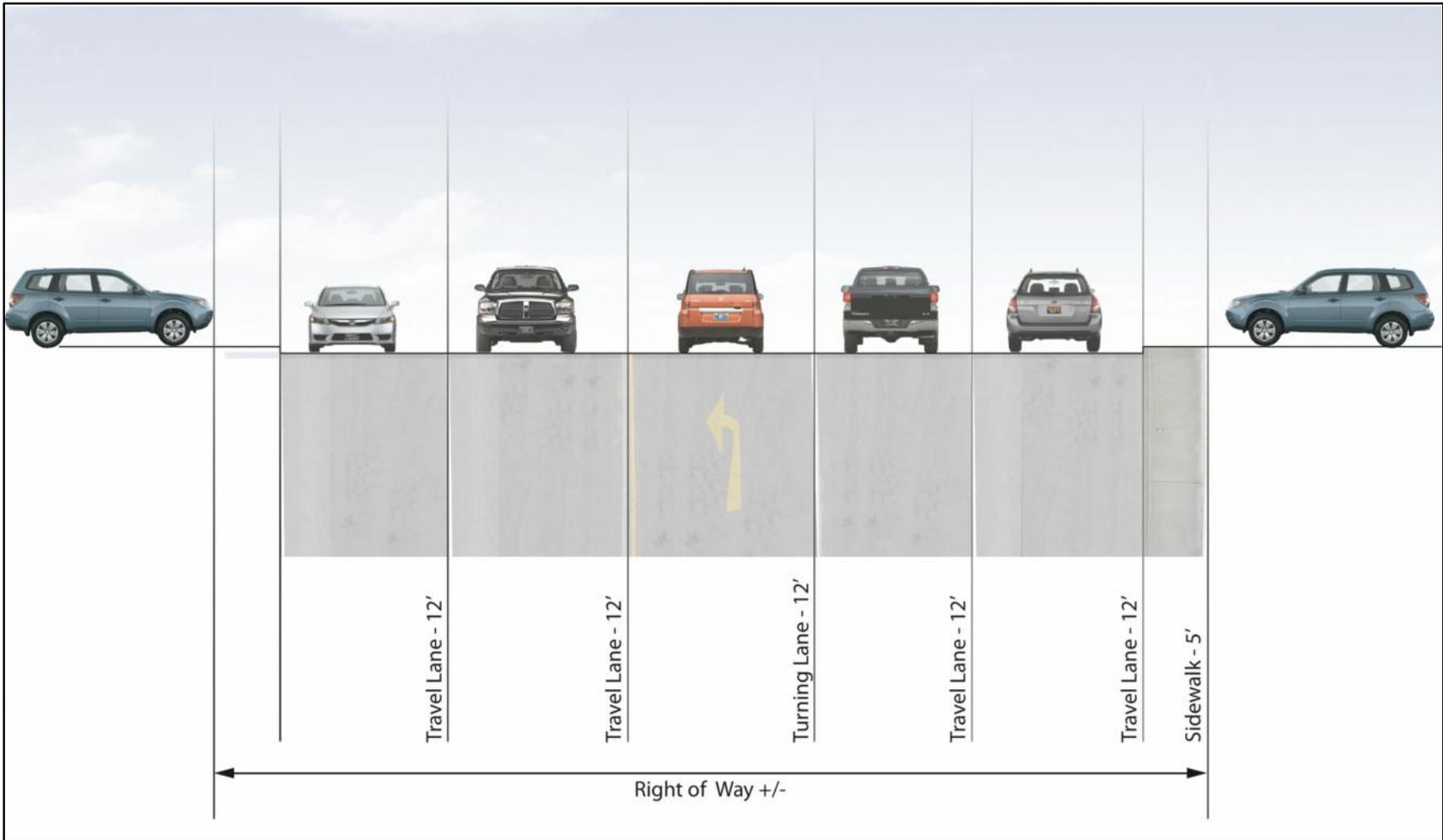
Map 18, Lot 19)

- Close the northerly driveway at 901 Roosevelt Trail (Tax Map 80, Lot 15A-1)

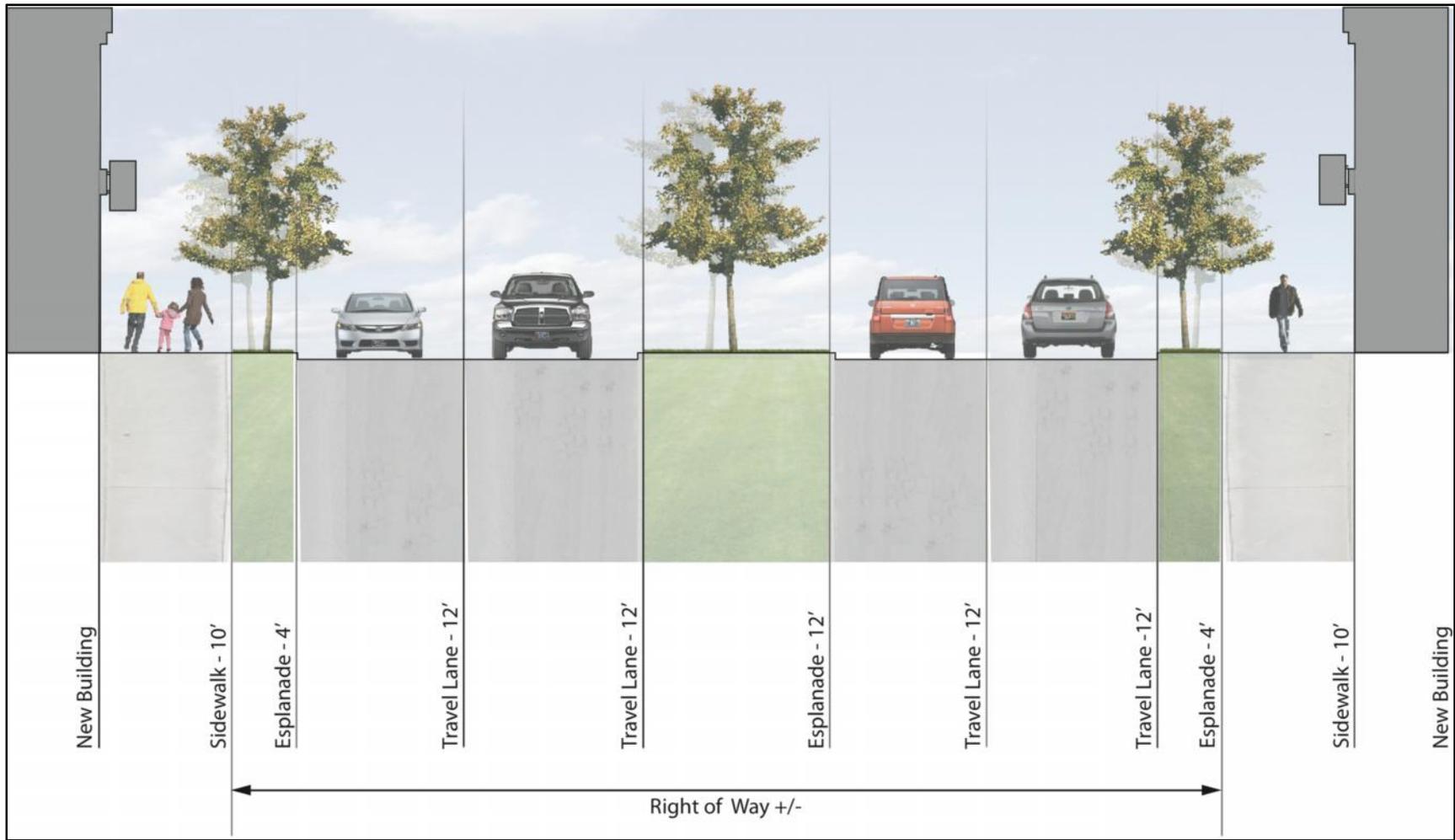
Cost Estimate:

- Closing a typical driveway and replacing the area with curbing, sidewalk material and landscaping is \$110 per LF.
- For a driveway that is 30 feet wide, the cost would be approximately \$3,300.

How: In conjunction Development Projects or through Town Improvements  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term (Development Projects) to Long-Term (Town Projects)  
Implementation: As developments occurs and Town Projects



*Figure 13: Existing Roosevelt Trail Cross-Section*



*Figure 14: Conceptual Roosevelt Trail Cross-Section in Select Locations  
(see plans in Appendix A for recommended location of esplanades)*

### 3.1.c Pedestrian / Bicycles

As discussed throughout the Master Plan, the implementation of a Complete Streets approach is based on a transportation system that accommodates all modes of travel. In conjunction with the other recommendations in the plan, the following improvements will make North Windham a more inviting commercial and civic center.

**Recommendation:** Sidewalks should be provided on both sides of Roosevelt Trail in the study area. Figures 7, 15, and Figures A1 to A3 in Appendix A, identify the areas in which sidewalk should be constructed as development occurs or funding becomes available.

Cost Estimate:

- Bituminous sidewalk (No Curbing): \$20 per LF.

How: In conjunction with Roadway Construction / Development Projects

Responsibility: Staff, Planning Board and Council

Priority: Short-Term (Development Projects) to Long-Term (CIP and MaineDOT Projects)

Implementation: As a development occurs, CIP, and MaineDOT The Town may wish to develop an funding system that collects money for the installation of continuous sections of sidewalk. This is preferable to each individual development building a disconnected sidewalk on its street frontage.

**Recommendation:** A sidewalk should be constructed on both sides of Tandberg Trail (Rte. 35) between Roosevelt Trail and Manchester Drive;

Cost Estimate:

- Bituminous sidewalk (No Curbing): \$20 per LF.
- Entire length of the project: \$56,320 (approximate).

How: In conjunction with Roadway Construction / Development Projects / Town Implementation

Responsibility: Staff, Planning Board and Council

Priority: Short-Term (Development Projects and Town Projects) to Long-Term (CIP and MaineDOT Projects)

Implementation: As developments occurs, CIP, and MaineDOT

**Recommendation:** A sidewalk should be constructed on the southeast side of Tandberg Trail (Rte. 115) between Roosevelt Trail and Emerson Drive;

Cost Estimate:

- Bituminous sidewalk (No Curbing): \$20 per LF.
- Entire length of project: \$58,640 (approximate).

How: In conjunction with Roadway Construction / Development Projects / Town Implementation  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term (Development Projects and Town Projects) to Long-Term (CIP and MaineDOT Projects)  
Implementation: As developments occurs, CIP, and MaineDOT

**Recommendation:** The channelization island on the northeast side of the Landing Road/Roosevelt Trail intersection should be eliminated and a standard radius corner constructed. This will minimize high-speed turning movements that create a hostile bicycle/pedestrian environment;

Cost Estimate: \$5,000

How: Town Implementation  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term (CIP) to Mid-Term (CIP and MaineDOT Projects)  
Implementation: CIP or MaineDOT

**Recommendation:** For all new road intersections, sidewalks should be provided on both sides and crosswalks should be installed at all intersection locations.

Cost Estimate:

- Bituminous sidewalk (No Curbing): \$20 per LF
- Painted crosswalk: \$1 per LF.  
Typical Parallel Line and Block Design crosswalks will cost approximately \$60 and \$120, respectively assuming a 30-ft-wide crossing at the intersection.

How: In conjunction with Roadway Construction / Development Projects / Town Implementation  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term (Development Projects and Town Projects) to Long-Term (CIP and MaineDOT Projects)  
Implementation: As developments occurs, CIP, and MaineDOT

**Recommendation:** Upgrade existing signalized intersections so that pedestrians can cross all approaches. This will require the installation of crosswalks, ADA ramps, and pedestrian signal equipment.

Cost Estimate:

- Sidewalk Ramp -- \$2,000 per ramp
- Painted crosswalk cost is \$1 per LF. Typical Parallel Line and Block Design crosswalks will cost approximately \$60 and \$120, respectively, assuming a 30-ft-wide crossing at the intersection.
- Pedestrian Head, Push Button, and Post: \$4,000 per post

How: In conjunction with Roadway Construction / Development Projects / Town Implementation  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term; On-Going (phased approach)  
Implementation: As developments occurs, CIP, and MaineDOT

**Recommendation:** Provide a landscaped esplanade (Where right-of-way will allow), so the pedestrian experience will be enhanced by a buffer and space.

Cost Estimate: \$45 LF for a 5-foot wide esplanade

How: In conjunction with Roadway Construction / Development Projects / Town Implementation  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term (Development Projects and Town Projects) to Long-Term (CIP and MaineDOT Projects)  
Implementation: As developments occurs, CIP, and MaineDOT

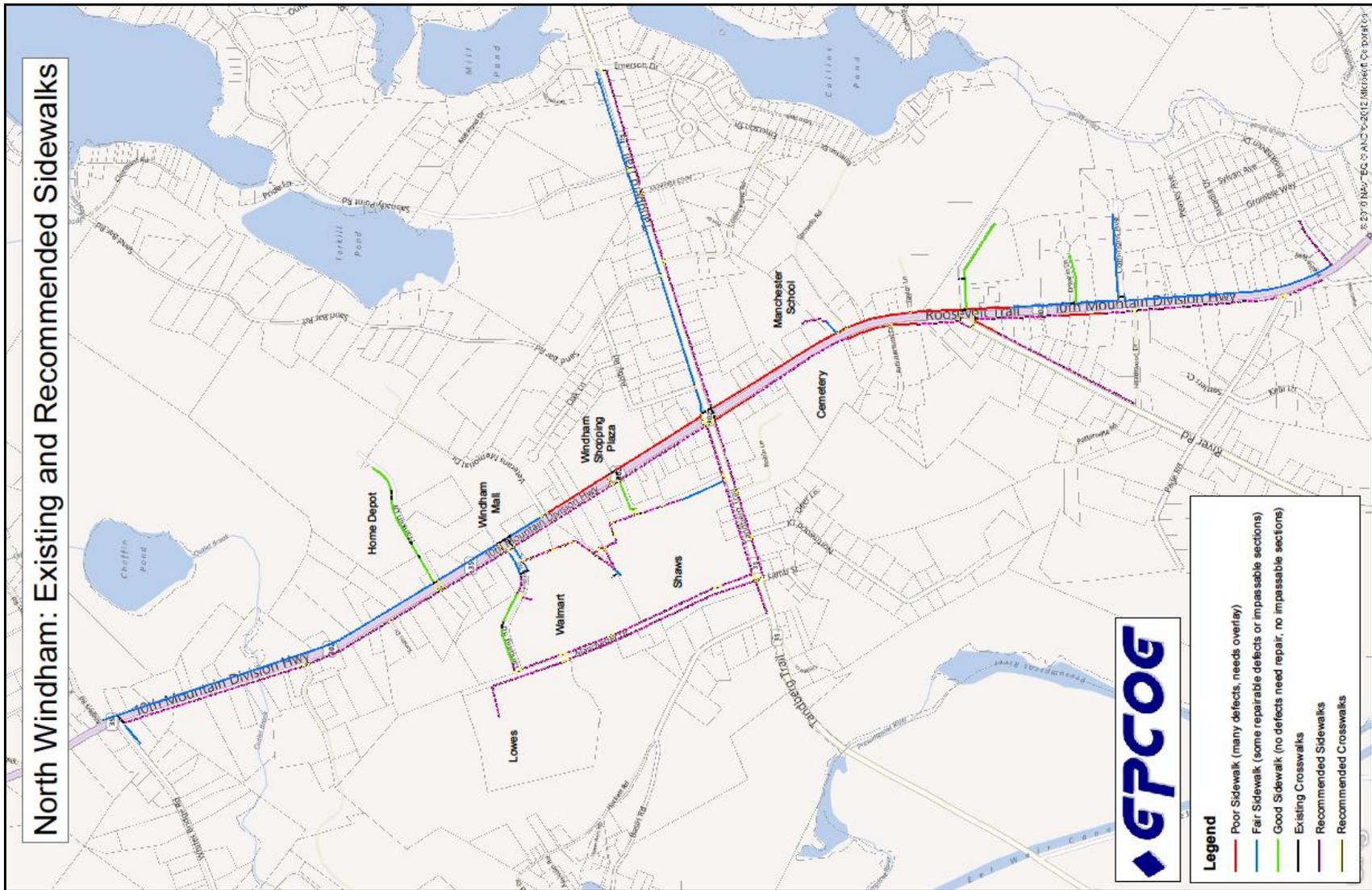


Figure 15: Existing and Recommended Sidewalk Network

### 3.1.d Conceptual Street Network and Location Efficiency

In looking at the potential build-out and retrofitting of the area, approximately 30 points of street or bicycle/pedestrian connectivity were identified – either extensions of existing roads or undeveloped frontage on existing roads (Figures 16 and 17). This number of potential points of connectivity is important because it suggests that there are multiple ways of creating neighborhood style mobility, density and uses. An increase in the street network’s connectivity creates a system referred to as, “Location Efficient.” This more efficient system provides more travel options, especially at the local street level. For more detailed information on the benefits of a location efficient street network, see Appendix C.

A *conceptual* build-out was prepared for the commercial core and the undeveloped lands surrounding the commercial core, keeping in consideration the baseline knowledge of environmental constraints. The purpose of this conceptual build-out is to demonstrate how a more efficient use of land can provide a wider range of development opportunities (see Figure 16, 17 and plans in Appendix A).

Both Figures 16 and 17 depict how open space should be integrated in the new neighborhoods. This can be passive or active open space or a combination of the two. This open space can be used to treat stormwater and provide habitat as a kind of ecological village commons.

Figure 15 illustrates a conceptual Master Plan where some of the connectivity between concept streets and existing streets is pedestrian only. While pedestrian only connections might be suitable for some locations, new neighborhoods should be required to have multiple connections to existing streets, creating a network that ideally does not require a vehicle to travel on one arterial to reach another arterial.

Existing and/or proposed permanent dead end streets or cul-de-sacs should only be allowed when street connectivity cannot be achieved due to the following barriers or issues. It should be noted that under this scenario, where vehicular connectivity can't be provided, bicycle and pedestrian connections should be included:

- Topography,
- Environmental constraints (protected resources),
- Existing development does not allow for the creation of a new street connection (frontage on an existing street),
- Trucks or heavy vehicles would significantly impact a residential neighborhood,
- The land-use / development type between the existing and proposed development is incompatible (although the adoption of a Conceptual Master Plan locating street types would control the type, scale and intensity of development, creating inherent compatibilities with new and proposed development), and

- The proposed street is a direct “bypass” or “parallel” road connecting two arterials, utilizing existing residential streets at both ends.

While this is only a conceptual build-out and does not represent a specific design, it does support the following recommendations:

**Recommendation:** Enable residential neighborhood development that will support the commercial core. This includes neighborhoods on the periphery of the commercial district and mixed-use developments within the commercial core;

How: Revise ordinance standards  
 Responsibility: Staff, Planning Board and Council  
 Priority: Short-Term  
 Implementation: As development occurs

**Recommendation:** Retrofit existing parking lots with pedestrian friendly Complete Streets, buildings situated close to access drives, pad development, infill development and adaptive reuse;

How: Revise ordinance standards  
 Responsibility: Staff, Planning Board and Council  
 Priority: Short-Term  
 Implementation: As development occurs

**Recommendation:** The street networks and the development should maximize connectivity and respond to an overall development pattern versus a typical disconnected lot-by-lot pattern with redundancies such as parking, stormwater facilities, curb cuts and driveways;

How: Revise ordinance standards  
 Responsibility: Staff, Planning Board and Council  
 Priority: Short-Term  
 Implementation: As development occurs

**Recommendation:** Buildings should act as “urban architecture”, framing the public realm – the “outdoor room” – and defining the new and retrofitted Complete Streets;

How: Revise ordinance standards  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term  
Implementation: As development occurs

**Recommendation:** The installation of streetscape amenities, the placement of utilities underground, and a reduction in the amount of, or elimination of, overhead traffic signs should be added to the Town’s capital improvement program/planning.

Cost Estimate:

- Placement of Utilities Underground: A recent “rough” cost estimate performed by Central Maine Power for another municipality produced a figure of \$5 million per mile of road. This did not include engineering, additional utilities, or the cost of secondary transformers. Within the study area, the length of Roosevelt Trail is 2.4 miles and Tandberg Trail is 1 mile. Due to the cost figures, the Town will need to prioritize areas within the district for this improvement.

How: Revise capital improvement plan  
Responsibility: Town Council, Staff  
Priority: Short-Term (Inclusion in CIP); Long-Term (Implementation)  
Implementation: Town

**Recommendation:** Explore funding options such as the existing tax increment financing (TIF) district or the creation of a development/business improvement district.

How: Revise capital improvement plan  
Responsibility: Town Council, Staff  
Priority: Short-Term  
Implementation: Town

**Recommendation:** Street blocks should be approximately 300 - 600 linear feet, creating three or four way intersections to maximize connectivity and create walkable, pedestrian-friendly neighborhoods. In addition, this block length makes an approximate grid of six 20,000 SF lots – similar in nature to Brookhaven.

The 300ft. to 600ft. linear foot long blocks have three primary advantages:

- Cars are required to stop at regular intervals, calming traffic by lowering speeds and making a driver more aware of the environment;
- The shorter distance between blocks creates network “porosity” or a higher ratio of road sections to intersections. This creates a more advantageous environment for walking and increasing travel options (in comparison to a cul-de-sac connecting to an arterial in order to reach another arterial), decreasing emergency response times and the delivery of city services (For more information on the topic of street network design, see Appendix C).
- By creating a block / intersection system, developable street frontage increases in a more traditional downtown development pattern.

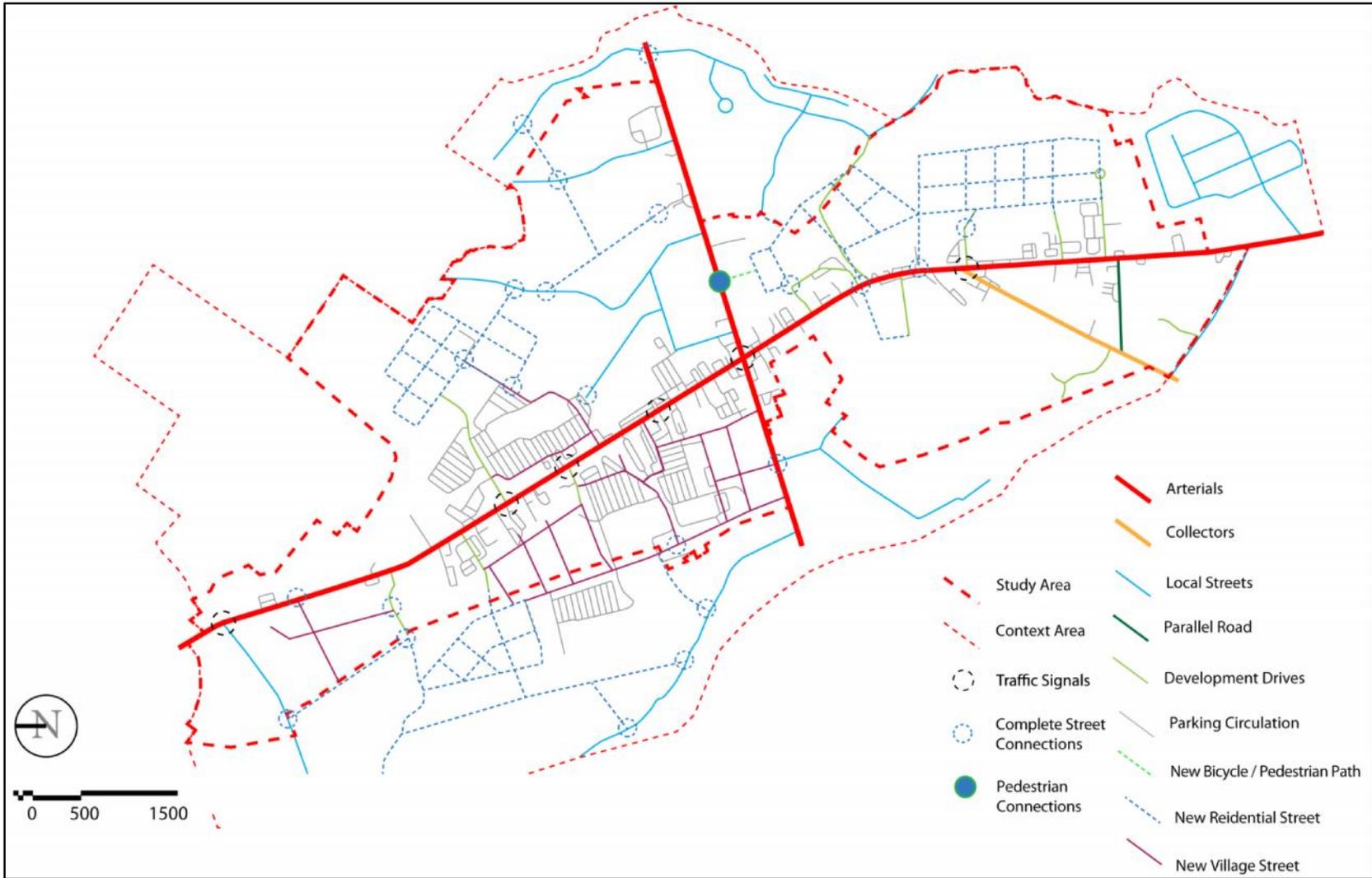
How: Revise ordinance standards  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term  
Implementation: Town and as development occurs

**Recommendation:** To improve the current and future level of service conditions at the Roosevelt Trail intersections with River Road and Tandberg Trail, the Town should continue to identify locations for lateral roads between River Road and Tandberg Trail/Route 35. The planning for a future lateral road should utilize the data in the “Service Road Study” that was completed in 2007. In keeping with public comment received during the public forums, the location of the lateral road should not impact existing residential neighborhoods.

How: Revise and build upon the, “Service Road Study,” completed in July 2007  
Responsibility: Town Council, Planning Board, Staff  
Priority: Long-Term  
Implementation: Town, State and Federal Grants

**Recommendation:** Develop traffic calming standards to mitigate the effects of through traffic if connections are made to existing streets

How: Revise ordinance standards  
Responsibility: Town Council, Planning Board, Staff  
Priority: Short-Term  
Implementation: Town



*Figure 16: Conceptual Master Plan with Street Connections*

*(See Figures 18, 19, 20 for Conceptual Cross-Sections of Village, Residential and Gateway Street Types.)*

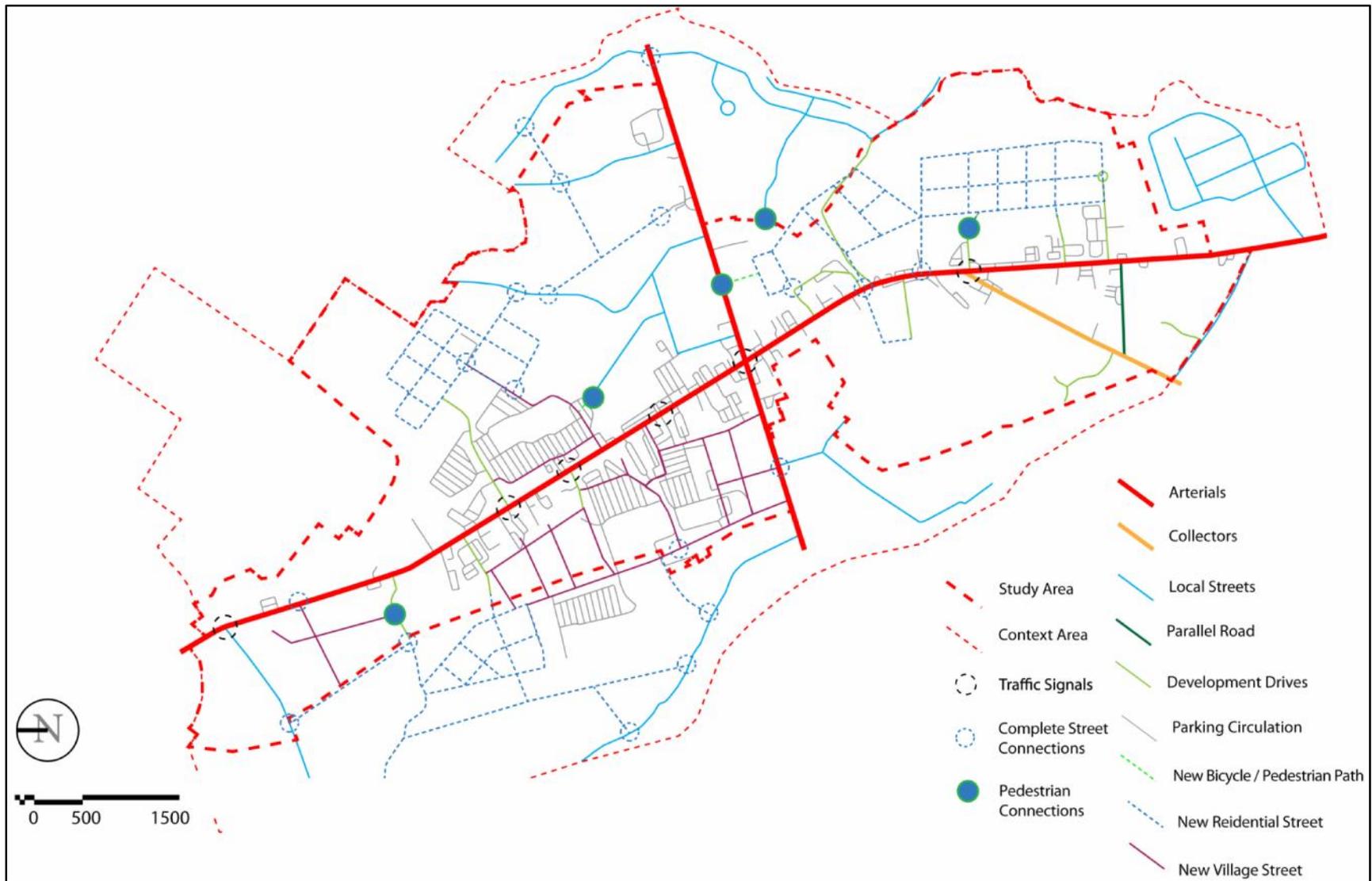


Figure 17: Conceptual Master Plan with Mix of Street Connections and Bicycle/Pedestrian Only Connections

### 3.2 Land Use and Standards

Section 2.2 of this Master Plan analyses the existing environmental constraints, zoning standards, land use character areas, and development patterns in the study area. The findings of this analysis identify a number of challenges and opportunities to implementing the vision for a more inviting commercial and civic center.

Challenges include the capacity of the area to support more septic systems, and zoning standards that are not reflective of the unique areas within the district and do not achieve an overall vision. Opportunities include the space for infill development, the redevelopment of existing parcels, remaining land that can be developed, and the remaining existence of unique character areas within North Windham.

Taking these existing conditions into consideration, the recommendations in this section propose a number of strategies that will help to achieve the type, pattern and scale of development that makes for a welcoming residential and commercial community.

**Recommendation:** Revise the Town’s parking standards to promote shared parking and Complete Streets.

Parking is key to the success of any community or commercial center. However, there are alternatives to large expanses of parking lots. These include the following:

- Require fewer off-street parking spaces for each type of use. Or, create maximum parking standards for each type of land use. If an applicant desires additional parking, require that data be provided to substantiate any increase.
- Develop shared parking standards that apply to all uses. If parking is not proposed to be shared, the applicant should demonstrate why there are no other alternatives.
- Require Complete Streets for new development rather than typical parking lot drive aisles and stalls. Further require that any additional parking spaces be placed behind buildings.

How: Revise ordinance standards  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term  
Implementation: Town

**Recommendation:** The installation of a public sewer system can help to achieve the Master Plan’s goal of supporting existing development while promoting new commercial development. In particular, public sewer can increase the opportunities for commercial infill development on underutilized surface parking lots.

How: Bond, CIP, impact fees, TIF and grants  
Responsibility: Staff, Planning Board and Council  
Priority: Long-Term  
Implementation: Town

**Recommendation:** Revise the Land Use Ordinance through the adoption of a Conceptual Master Plan for North Windham.

A Conceptual Master Plan for North Windham should be adopted that guides growth based on the desired form and pattern of development. The Conceptual Master Plan would represent the standards in the Land Use Ordinance, such as block lengths, Complete Streets, and the placement of buildings. The Concept Master Plan does not specify exactly where streets and connections will take place on a property – this happens as development occurs – but it does represent and embody the goals of the community. This is a proactive and developer friendly approach to land use planning because future development for the area has been “vetted” by the community in a more thoughtful manner than just looking at land use and not the overall built environment and character of an area. Use of the property is still a consideration, but scale and location of buildings takes on greater significance. In developing a Conceptual Master Plan and related standards, the Town is being “prescriptive” – clearly defining what is desired in a positive manner.

When one opens the existing Windham Land Use Ordinance, each zone is described by the intent and then is immediately followed by the allowable uses. Standards are scattered elsewhere in Site Plan Review, Subdivision Review, Performance Standards, Design Guidelines and Street Standards. There are more direct and streamlined approaches to promoting economic development and shaping the character of an area than the current processes and standards.

How: Revise ordinance standards  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term – NOTE: This recommendation, coupled with the street type recommendations, is of the highest priority in terms of guiding growth. A Form-Based Code, or very clear street, building, parking location and design standards (not guidelines), corresponding with the Conceptual Master Plan could be an efficient way to create a more walkable and inviting community center.  
Implementation: Town

**Recommendation:** Revise the street standards in the Land Use Ordinance

Street standards should have a role in guiding development. Complex formulas like node to section ratios are probably not practical for North Windham. However, there should be standards for maximum block lengths and required connectivity (either Complete Street or pedestrian).

- How: Revised ordinance standards
- Responsibility: Staff, Planning Board and Council
- Priority: Short-Term
- Implementation: Town

**Recommendation:** Adopt standards for green infrastructure and energy efficient development

Standards for green infrastructure and energy efficiency should be required. Street trees, rain gardens and porous pavement reduce stormwater runoff. Light Emitting Diode (LED) streetlights use less energy, require less maintenance and have a longer lifespan than traditional lights. Concrete sidewalks made from recycled fly ash and street amenities made from recycled plastic or metal remove material from the waste stream and support emerging industries.

- How: Revised ordinance standards
- Responsibility: Staff, Planning Board and Council
- Priority: Short-Term
- Implementation: As development occurs

**Recommendation:** Incorporate the Master Plan into the Windham Comprehensive Plan

Aligning the Comprehensive Plan with the standards for the study area is essential. In addition, there should be incentives to encourage the Mission and Values statement for North Windham.

- How: Revised ordinance standards
- Responsibility: Staff, Planning Board and Council
- Priority: Short-Term
- Implementation: Town

**Recommendation:** Conduct economic modeling for the North Windham commercial district

Economic modeling is required to understand the realistic capacity for North Windham to transform into a 21<sup>st</sup> Century Downtown. This is an opportunity to initiate a conversation regarding the relationship between economic development, mobility and the built environment. Questions regarding future development in the district that economic modeling can help to answer include the following:

- What role does the Town have to play in guiding future commercial development besides implementing new policies and standards?
- Will a Complete Streets approach improve the commercial desirability of North Windham? Should the Town look for unique public / private partnerships to initiate a Complete Streets program.
- Should the Town work with landowners to make the private parking lot access roads into public streets? If not, how can the Town work with landowners to make these access roads into complete streets?
- Should the Town issue bonds to purchase lands or begin a street network in a strategic manner?

How: Feasibility Analysis  
Responsibility: Staff, Planning Board and Council  
Priority: Short-Term  
Implementation: Town to cross-reference findings with recommendations in this Master Plan

**Recommendation:** Enable increased residential development in the study area.

- a) Higher residential densities should be considered than are currently allowed by the Town’s Net Residential Acreage formula or the State standard of half acre lots for septic systems. The addition of residences in the area will increase the amount of residents that can walk or bike to shops and services. Residential units also have the potential to turn North Windham into a 24-hour community.

How: Revise ordinance standards  
Responsibility: Staff, Planning Board and Council  
Priority: Long-Term – (The addition of new residential development may depend on the extension of public sewer)  
Implementation: Town

b) Housing must become an allowable use throughout the area. On certain street types, like a mixed-use “Village Street” or a “Gateway Street” housing should not be allowed on the first floor. In residential areas all types of housing should be encouraged.

How:                    Revise ordinance standards  
Responsibility:      Staff, Planning Board and Council  
Priority:               Short-Term  
Implementation:     As development occurs

Incentives are available to promote housing in the North Windham “downtown. An example is “location efficient” mortgages. This type of mortgage is now available in a few select cities, but it could be calibrated to work at the level of a Regional Service Center in Maine. The Location Efficient Mortgage is described on the Natural Resources Defense Council website as follows:

By realizing that households in urban neighborhoods spend less on transportation, and therefore have more disposable income, than the national average, underwriting Location Efficient Mortgages® increases the borrowing capacity for people buying homes in urban communities. Standard loan underwriting recognizes that a buyer can afford to spend 28 percent of his or her gross monthly income on a mortgage payment; the Location Efficient Mortgage® increases this to up to 39 percent by recognizing transportation-related cost savings, thus increasing the size of the loan available to the consumer. A household earning \$50,000 a year, for example, can qualify for a \$163,000 mortgage under current lending practices; in today's competitive housing market that may not be enough. In compact, transit-accessible and pedestrian-friendly neighborhoods, if household members save \$200 per month on transportation over their suburban counterparts they can qualify for a \$213,000 home.

How:                    Revised lending practices  
Responsibility:      Town and State  
Priority:               Long-Term  
Implementation:     Lending agencies (for-profit and non-profit)

### 3.2.a Conceptual Character Areas / Future Growth Patterns

Who could have imagined one hundred years ago that North Windham would be home to numerous retail buildings and shopping plazas? The images from 1930 and 2007, below, demonstrate the significant transformation that has occurred over the last century.



*N. Windham Looking North - 1930*



*N. Windham Looking North - 2007*

When North Windham was a farming community at the crossroads of Roosevelt Trail and Tandberg Trail, few could have predicted the extent of development that was to come. In the same way, it is hard to look at the conditions in North Windham today and visualize a future commercial and civic center that includes mixed-use commercial/residential buildings, and a scale and pattern of development that creates pedestrian scaled environments for shopping and dining. The goal of this Master Plan is to carefully integrate existing and new uses to give the area both the “form” and “function” of a new type of suburban downtown.

A conceptual plan for the future of the character areas was established by overlaying the land use character diagram (Figure 4) on the concept master plan (Figures 16 and 17). This results in a vision of the Commercial 1 zoning district with four (4) distinct character areas that are shown in Figure 18. The four areas are as follows:

- Village Center
- Northern and Southern Gateways, and
- Residential Neighborhoods on the periphery of the suburban downtown.

It is recommended that these areas find expression in built form by utilizing different street types rather than land “uses”. By designing specific street types for each of the character areas, a predictable form, pattern, scale and intensity of development can be achieved. In other words, by combining roads designed to serve the function of the character area and a set of standards for the location and scale of buildings, the uses will follow the resulting built environment. The types of roads that are appropriate for each character area are found in Figures 19 to 21, below.

**Recommendation:** Residential Neighborhoods

The Residential Neighborhood streets are narrow, slowing cars and have fewer streetscape features. These are quiet neighborhoods like Brookhaven, but provide connectivity. Connectivity can be in the form of new streets, or paths dedicated to pedestrians and bicyclists. In addition to a range of residential uses (single-family, duplex, multi-family), low impact uses such as home occupations should be allowed. Figure 19 depicts a Residential street.

How: Revise ordinance standards  
 Responsibility: Staff, Planning Board and Council  
 Priority: Short-Term; Ongoing  
 Implementation: As development occurs

**Recommendation:** Village Center

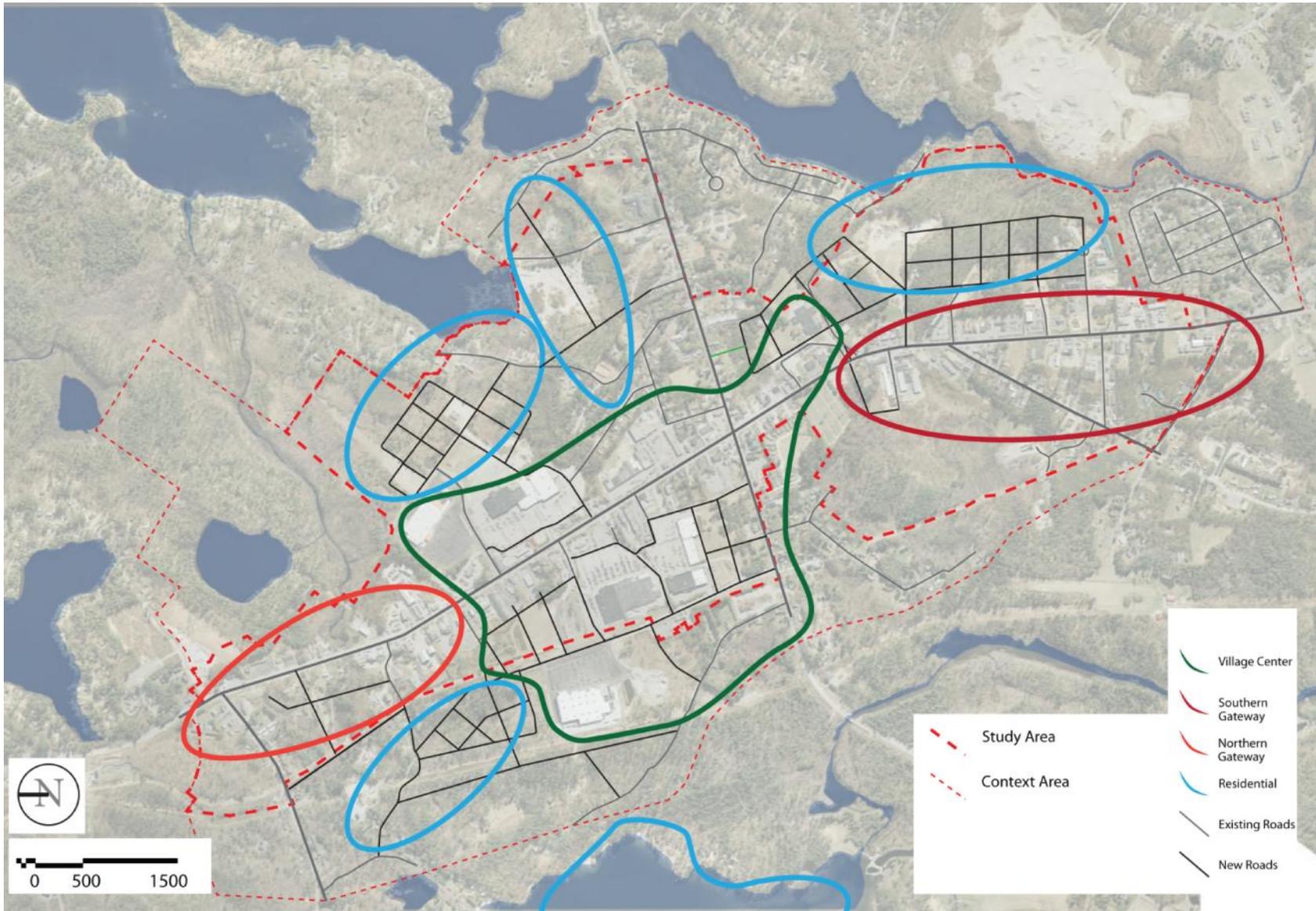
The Village Center has new or retrofitted Complete Streets supporting mixed-use development. Buildings are placed on the front property line, ample sidewalks support foot traffic, cafes and the display of goods, streetscape amenities, street trees, on-street parking, bike lanes, bump-outs and crosswalks. Village streets support varying types of adjacent development, be it a mixed-use neighborhood, an infill parcel or a parking lot retrofit with pad buildings lining the street. Residential uses are recommended for the first floor and above. Figure 20 depicts a Village Center street.

How: Revise ordinance standards  
 Responsibility: Staff, Planning Board and Council  
 Priority: Short-Term; Ongoing  
 Implementation: As development occurs

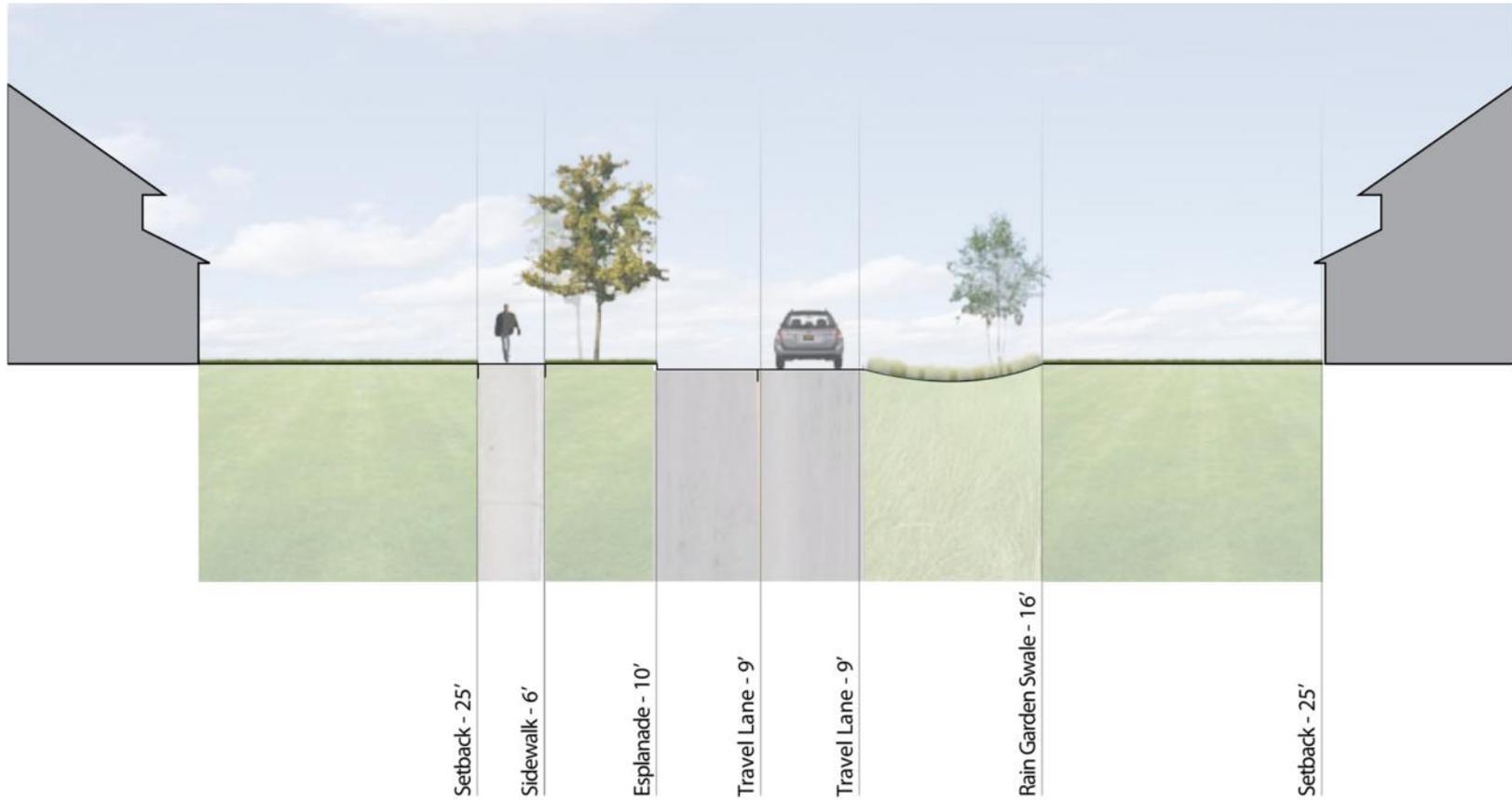
**Recommendation:** Northern and Southern Gateways

The Gateways maintain the capacity of Roosevelt Trail, but introduce Complete Street / Form-Based Code features that create a sense of place and are the most visible transformation as a revitalized “21<sup>st</sup> Century Downtown” as approached from the north and the south. Figure 21 depicts the type of street design that would characterize a transformed Gateway. This vision of the arterial places buildings close to the right-of-way, provides pedestrian amenities, minimizes curb cuts through shared driveways and strategically places esplanades to maintain traffic flow and improve the visual quality of Roosevelt Trail.

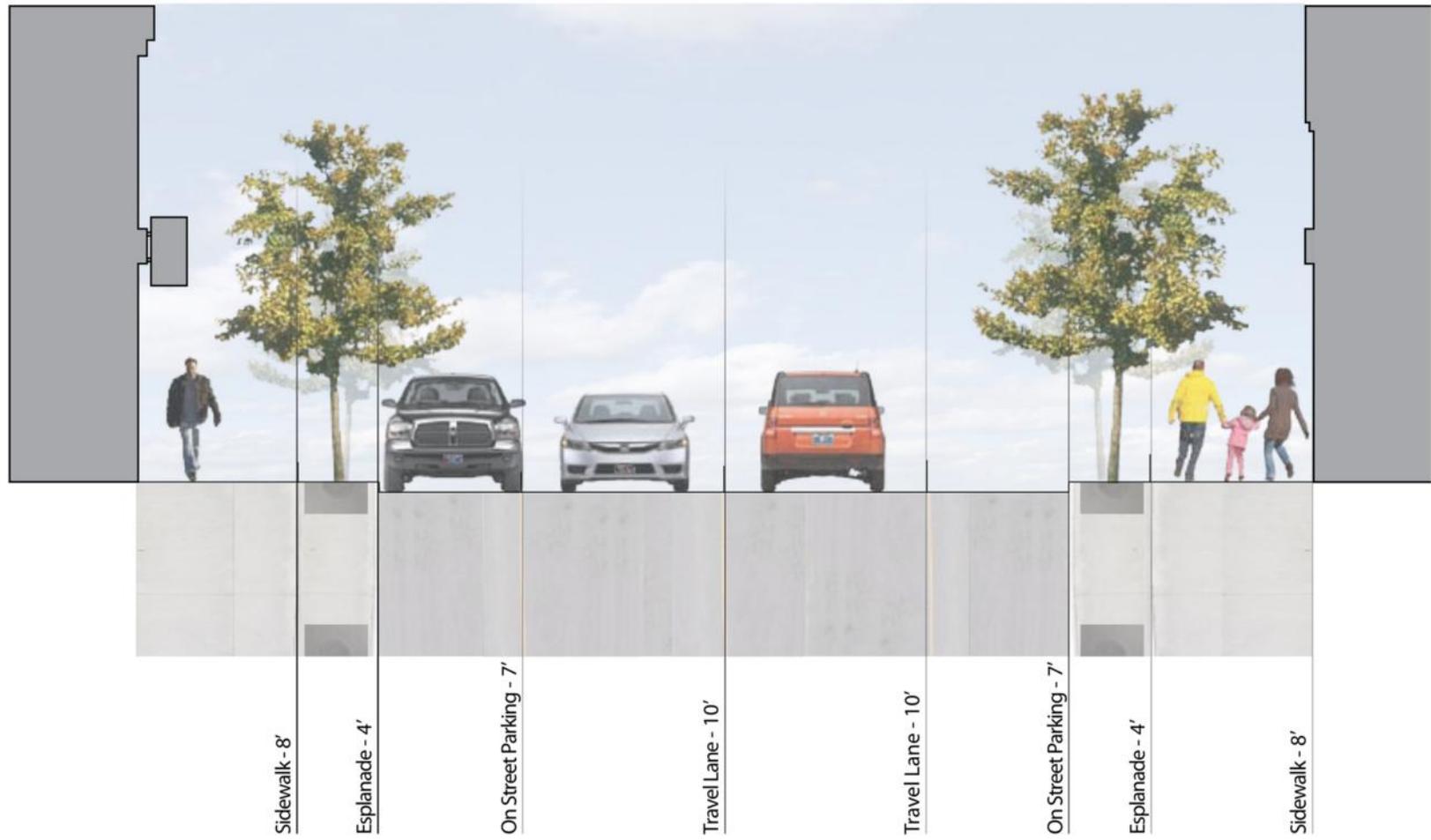
- How: Revise ordinance standards
- Responsibility: Staff, Planning Board and Council
- Priority: Short-Term; Ongoing
- Implementation: As development occurs



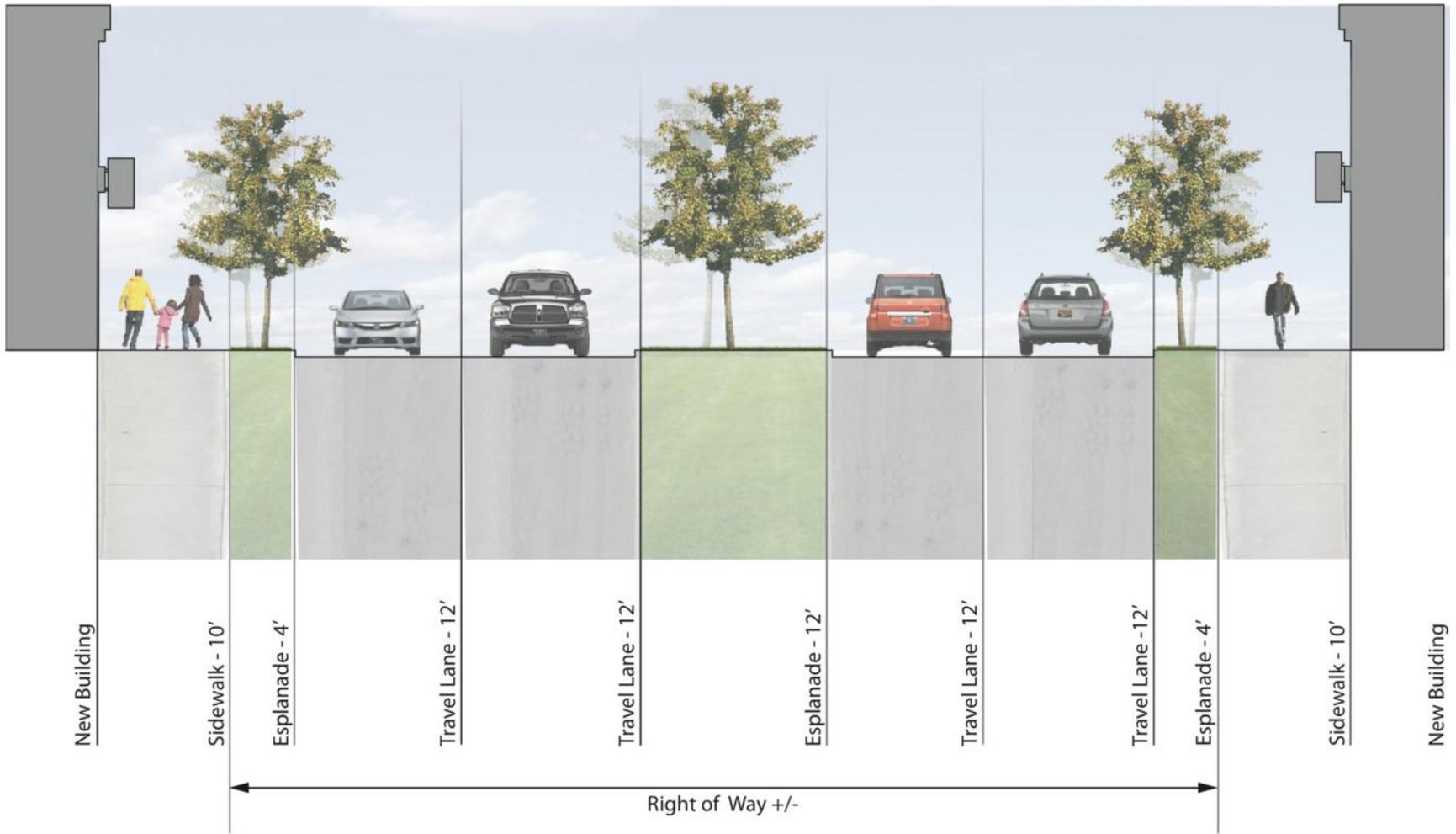
*Figure 18: Conceptual Location of Character Areas*



*Figure 19: Conceptual Residential Street Type*



*Figure 20: Conceptual Village Center Street Type*



*Figure 21: Conceptual Roosevelt Trail Gateway Street Type*

## Appendix A: Catalog of Existing Transportation Conditions

This information was gathered during the Advisory Committee's field walk and through a review of the study area by the project consultants. This information, and the included maps, forms the basis for many of the recommendations in Section 3 of the plan.

- Intersection of Roosevelt Trail and River Road
  - No crosswalks or signal equipment is provided for pedestrian movements across Roosevelt Trail.
  - A crosswalk is provided on Turning Leaf Drive, but signal equipment is not provided.
  - A sidewalk is only provided on the east side of Roosevelt Trail.
- Intersection of Roosevelt Trail and Route 115/35
  - Crosswalks and pedestrian signal equipment are provided on the southerly and easterly legs of the intersection.
  - A sidewalk is provided on the east side of Roosevelt Trail.
  - A sidewalk is provided on the west side of Roosevelt Trail from the intersection southerly to just south of Dunkin Donuts.
  - Sidewalks are provided on both sides of Routes 115.
  - No sidewalks are provided on Route 35.
  - A sidewalk is located on the western side of the access from Route 35 to Staples
- Intersection of Roosevelt Trail and Shaw's Drive
  - Crosswalks are provided on the southerly and easterly legs of the intersections.
  - Crosswalks and pedestrian signal equipment are provided.
  - A sidewalk is provided on the south side of the Shaw's Drive.
- Intersection of Roosevelt Trail and Landing Drive
  - Crosswalks and pedestrian signal equipment are provided on the southerly and easterly legs of the intersection.
  - A sidewalk is provided on the east side of Roosevelt Trail.
  - A sidewalk is provided on the southerly side of Landing Drive to an existing crosswalk.
  - A sidewalk is provided on the southerly side of the entrance to the Windham Mall.
- Intersection of Roosevelt Trail and Whites Bridge Road
  - A crosswalk and pedestrian signal equipment is provided on the southerly leg of the intersection.
  - A sidewalk is located on the east side of Roosevelt Trail.
  - A short sidewalk is located on the south side of Whites Bridge Road (to the first driveway)

- Manchester Drive
  - Sidewalks are not provided.

Field Walk Notes - May 2, 2011

Roosevelt Trail north of Route 115:

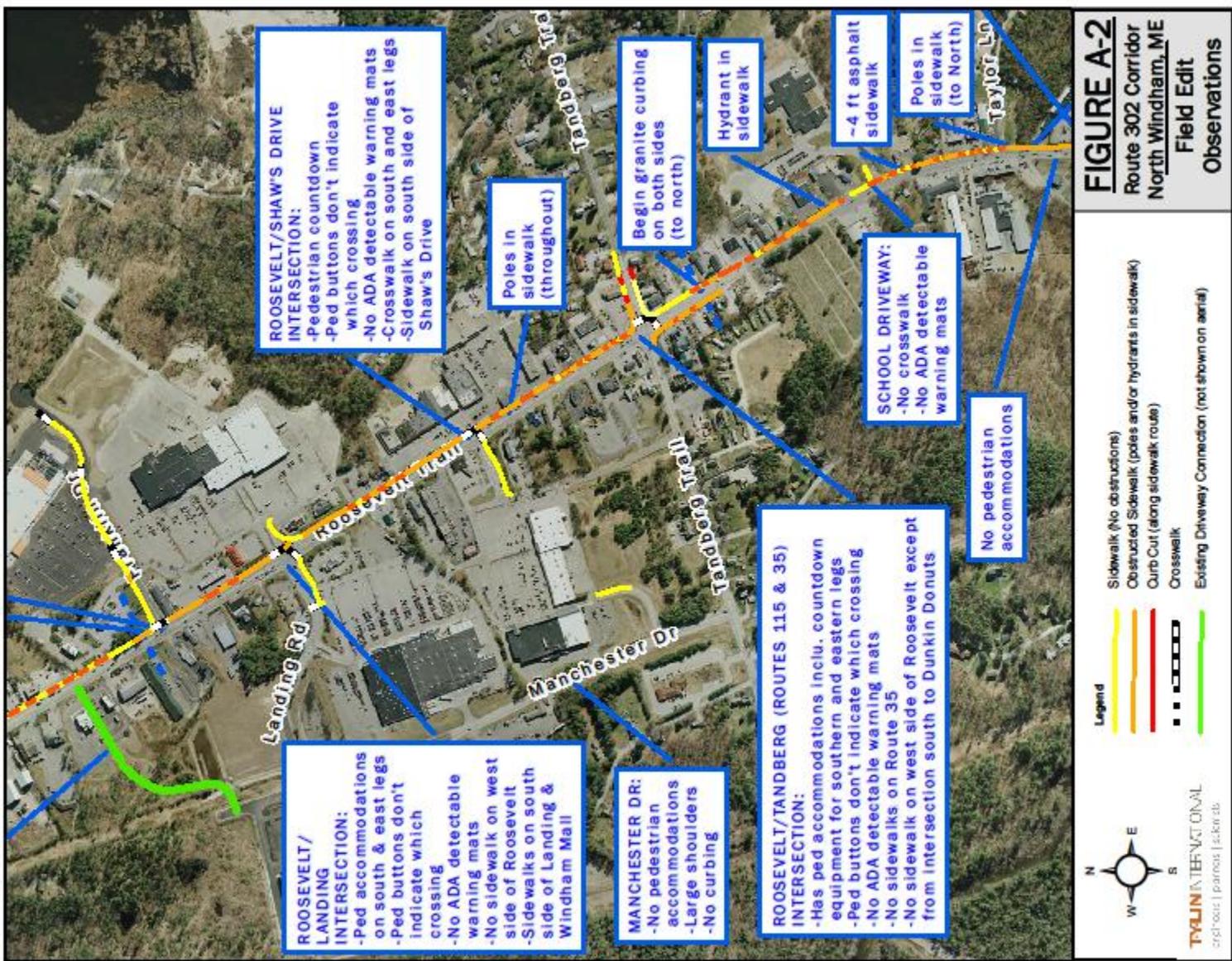
- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>▪ Requiring Barriers to be landscaping, not just Jersey,</li> <li>▪ Utility Lines,</li> <li>▪ Portable Message Board sign clutter,</li> <li>▪ Unmaintained landscaping,</li> <li>▪ No Sidewalk in front of T.D. Bank,</li> <li>▪ North Windham Shopping Center- Unified façade design,</li> <li>▪ Slow down 302 traffic,</li> <li>▪ Wide entrance at S. of N. Windham Shopping Plaza,</li> <li>▪ Close Middle N. Windham Shopping Mall Entrance,</li> <li>▪ Strategic Barrier Locations- ex. Southern N. Windham Shopping Plaza Entrance,</li> <li>▪ Shaw's Light,           <ul style="list-style-type: none"> <li>○ Shaw's Side- No Crosswalk, but refuge</li> <li>○ Plaza side – No crosswalk, but no refuge</li> <li>○ Good</li> </ul> </li> <li>▪ Landscaping next to Gorham Savings,</li> <li>▪ B of A &amp; AT &amp; T Cables could add a lot to the area,</li> <li>▪ Sidewalks,</li> <li>▪ Plaza-Poor traffic stacking is flow in front of Hoggy's,</li> <li>▪ Tree on plaza side of entrance,</li> </ul> | <ul style="list-style-type: none"> <li>▪ Remove Cobra Heads,</li> <li>▪ Saw 6 cyclists – 4 on sidewalk; 2 one on shoulder,</li> <li>▪ Raised Platform berms that screen the lower part of cars,</li> <li>▪ Verbal abuse for being a pedestrian,</li> <li>▪ Slip lane @ mall could be looked at,</li> <li>▪ Good landscaping @ Windham Mall,</li> <li>▪ Ped Signal at Mall- Long Delay,</li> <li>▪ Trees along Landing Road,</li> <li>▪ Pizza Hut ground cover is raised,</li> <li>▪ Remove directional overhead signs,</li> <li>▪ 1 or 2 uniform improvements – ex landscaping,</li> <li>▪ Screening of dumpsters and heating units,</li> <li>▪ Amt of traffic to Cross Rd,</li> <li>▪ No sidewalks on drive btw Wal-Mart &amp; McDs,</li> <li>▪ New bldg site in Wal-Mart satellite parking,</li> <li>▪ Ped connection to Grotto,</li> <li>▪ Flow or private road btw Shaw's &amp; Wal-Mart,</li> <li>▪ Curb removed next to Rock Plaza at access to Wal-Mart,</li> <li>▪ Sidewalk ends into dirt leading from 35 to Staples</li> </ul> |
|--|--|

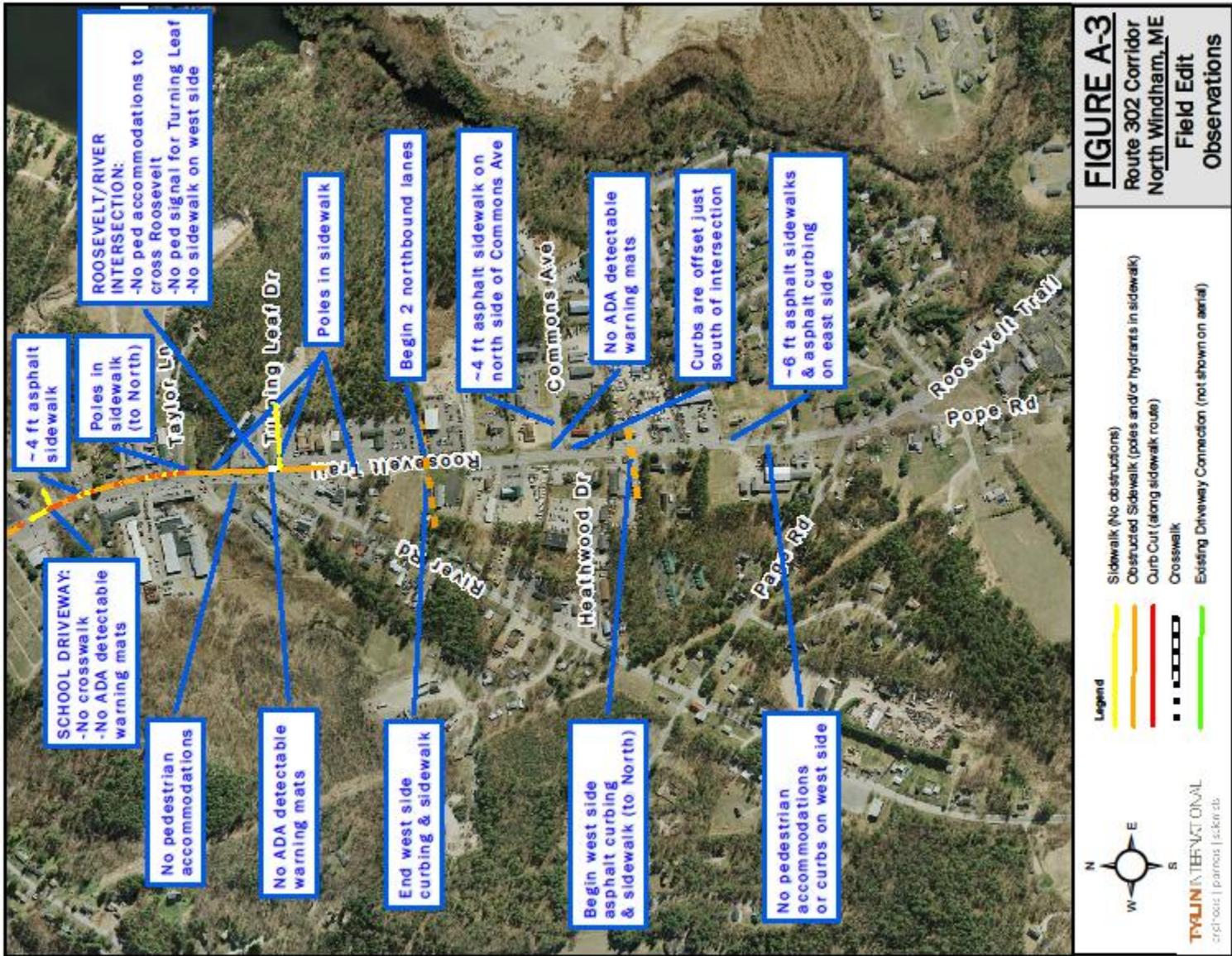
Roosevelt Trail south of Route 115:

- Poor pedestrian connections from rear parking lot to Boody's Corner
- No Sidewalk on west side of Roosevelt Trail
- No crosswalk between Steakhouse and Cumberland Farms
- Like Steakhouse Building in front with parking in rear
- Driveways at Irving are unsafe
- Left-turn onto Route 115 backs up
- Crosswalks are only provided on two approaches at Boody's Corner
- Landscape design is good at Walgreens and at building on southwest corner
- Right-turn movements conflict with pedestrians
- Short green phase for left onto Route 35
- Wayfinding signage is poor for route destinations
- Cars stop in crosswalk
- Vehicles cut-through Cumberland Farms and the Chamber parking lots
- Signage at Walgreens is not bad
- A buffer should be considered between road and sidewalk
- Island at Walgreens driveway is not ADA compliant and allows for illegal movements
- There is no designated pedestrian path through Amato's Parking lot.
- A sidewalk is provided on west side from Boody's Corner to rental center
- Cemetery is a major constraint. Sight lines leaving is poor
- Route signs poor
- A crosswalk should be considered between school and daycare
- Sidewalk into school is on the wrong side and ends half way into site
- School zone pavement markings not visible
- Parking at Levinsky's is problematic. Sign/tree blocks sight distance. Cars park on Roosevelt Trail
- Trash is a big problem
- Sebago Shops is a good example of design, even though parking is provided in front. Landscaping, ornamental lights are good
- Shared driveway at Sebago Shops is a good example
- No pedestrian signals for crosswalk
- Left turn phase into Shops is needed
- Refuge island on River Road is good for pedestrian refuge
- The group was unsure if sidewalks should be extended down River Road or down Roosevelt Trail on west side
- Temp signs should be better managed
- Snow storage needs to be better managed
- Sidewalks are not available due to driveways
- Pedestrian push button (one button) leads to inefficiencies
- A sidewalk should be provided on Route 35

Field Edit Observation Figures A-1 to A-3







## Appendix B: Public Meeting Notes

### A. Public Forum - May 12, 2011

#### Group #1

##### Areas of Concern:

- Intersection of River Road and Route 302- Need left signal for Southbound traffic turning from Route 302 onto Turning Leaf Drive
- Route 302 - Smart light technology would account for inbound morning commuters and afternoon outbound commuters. ( Ex. Florida)
- Mall Area: Pedestrians walk through parking areas to avoid walking along the sidewalk on Route 302

##### Areas that are Successful:

- Manchester Drive to Route 115 - Good vehicular traffic flow
- Chaffin Pond Park: Nice park in the commercial district

##### Areas with Potential for Development:

- Change Plan's name from "Downtown" to "?" Brand Name for Effort? (Suggestion "Community Village")
- Use impact fees & TIF Districts for infrastructure improvements in the commercial district.
- Mall traffic light: Allow free right turns from Route 302 due to stacking potential
- Don't send traffic to front of Wal-Mart. Rather, use road between Wal-Mart and McDonald's
- Allow buildings to focus away from Route 302

- The Route 302 sidewalk feels unsafe due to vehicular speed and turning traffic from just after River Road intersection to just past the Windham Mall area.
- Route 115 Intersection to just after the Mall area: The commercial area is split into two (2) sides by Route 302.
- Traffic uses Abby Lane neighborhood as a cut-through from Route 115 to Route 302.
- Shaw's? Parking lot: Timing/Markers

- Corner of 115 & 302- Park/recreation land located at the Manchester School

- Install traffic calming near Routes 115 & 302 intersection
- Utilize Design Guidelines to implement recommendations on the 21<sup>st</sup> Century Plan
- Construct a connector road between the Mall and Windham Shopping Plaza
- Add more shoulder on Route 302
- The civic area on Route 302 between Route 115 & River Road needs better connections across Route 302

## Group #2

### Areas of Concern:

- B + P + V- Intersection after mall on Route 302
- Intersections along Route 302: B & P
- Sandbar Road- & Route 115 Intersection: B, P & V
- River Road & Route 302 Intersection: B + P + V
- Signage for Biking-Off Route 115- Walgreen's side of the road.
- Not a friendly sidewalk-Off Route 115 – Walgreen's side of the road.

### Areas that are Successful:

- Route 115 toward Gray: Good Biking
- Route 302- Walgreen's side of Route 302 toward River Road intersection:
  - Commons Ave
  - Shop & Soby?
  - Walgreen's

### Areas with Potential for Development:

- Large wooded area behind Home Depot- Zoned Commercial
- Large Wooded area behind the Windham Mall: Zoned Residential
- Windham Mall section of Route 302: Utilities Underground
- Village Center on Routes 115 & 35
- Mixed use parcel near Shaw's Plaza

- No place to stop & rest- Off Route 115 – Walgreen's side of the road
- Route 302 toward River Road-
  - Sidewalk Biking.
  - Farm? Station
  - Above Ground Utilities
- Route 115?- Shaw's/Wal-Mart side of Route 302-Left hand side labeled: "Overall Ugly"

- Route 115? - Wal-Mart side of Route 302- Right hand side of the road- "Banks look good"
- Route 302 heading towards the mall from Route 115:
  - Gorham Savings
  - Norway Savings
  - Chaffin Pond?

- Walgreen's Corner of Route 302
- Area on Walgreen's side of Route 302
- Opposite Walgreen's side of Route 302 closer to River Road intersection: Additional Drive
- Public Transit ←-→ Portland North
- Internal Shuttle

### Group #3

#### Areas of Concern:

- Levinsky's tough pedestrian area
- River Road & Route 302: Merge too short
- Danger: Manchester School
- Access to Walgreens
- Dangerous to go left onto: (Sandbar Road?)
- Too Many Curb Cuts
- Façade ugly; inadequate landscaping
- Left-hand storage lane inadequate
- Sidewalks, great idea, but can town afford to maintain

#### Areas that are Successful:

- Good Design- No Parking up front (Gorham Savings?)
- Chaffin Pond Park:
  - First Need Pedestrian Village then:
  - Coffee shop
  - Shop local
  - Encourage walkability
  - Encourage mixed use development
  - Village needs a park

#### Areas with Potential for Development:

- Consider frontage roads- Route 302 Near Mall and Wal-Mart
- Municipal center? (Near fire station & Manchester School)
- Create design standards for buildings/materials
- Local Garden club, village downtown improvement

- Vacancies for businesses
- No crosswalks Route 302 after Windham Mall
- Need traffic light intersection Route 302 with Home depot access road
- More Fire Station improve
- Aesthetically offensive
- Whites Bridge Anglers Road
- Pettingill Road dangerous

- Fighting an uphill battle trying to develop into what we're not- South Windham Village
- Sewer Development for infill development
- Identify retail needs for shopping/entice cluster developer
- Continue Manchester Road to bypass Windham

#### Group #4

##### Areas of Concern:

- Follow the recommendations of the Comprehensive Plan
- Funnel / In and Out
- No pedestrian sidewalks in many locations
- Lights/Crosswalks
- Lack of Crosswalks
- Conflict w/ traffic volume

##### Areas that are Successful:

- Incremental changes that have happened overtime (Manchester, Norway, Pizza Hut buffering)
- Sidewalk down 115 from continuing care – but then no connectivity once in the area. Residents would be happy to get to area to see activity.

##### Areas with Potential for Development:

- Another Spur by Raymond end – but the lake is in the way
- Under/over tunnels
- Study land uses in relation to vision
- More parcel to parcel connectors
- Minimize curb cuts and create left turn control esplanades in select locations on 302

- Walk lights longer
- Town budget
- Commercial area bury utilities
- Improve River Road intersection
- Traffic calming

- More connectivity, such as Manchester Drive
- Green buffer at Windham mall

- Create connections to existing adjacent neighborhoods for cars and pedestrians
- Create new neighborhoods on back lands – range of housing types
- Coordinate with sewer study
- Transit

## B. Public Meeting to Present Draft Plan - September 22, 2011

- Speeding on Manchester Drive. This type of roadway must not be allowed in residential neighborhoods.
  - Strong support from audience for this point.
- Better enforcement of speed limits and the running of red lights at intersections should be a priority.
  - This will encourage pedestrian safety
- Granite curbing should be installed on Roosevelt Trail
- Zebra striping on shoulders would promote walking.
- The proposed island in front of Pet Quarters should be shortened. Traffic backs up in this area as a result of the traffic lights.
- Collins Pond Area:
  - New development will have an adverse environmental impact on the pond and will add more nitrates to residential drinking water wells.
  - New roads will increase the amount of polluted stormwater runoff entering the pond.
- Northwood Drive:
  - Neighborhood does not want additional street connections. In other words, the neighborhood should remain a dead-end road.
  - Additional roads and new development will impact the area wetlands, Black Racer Snake and Bald Eagle nesting habitat.
  - Increased cut-through traffic will impact existing homes in the neighborhood.
  - Proposed left-hand turn onto Architectural Drive will cause backups and increase risk of collisions on Roosevelt Trail.
- Connections are necessary to provide access for local traffic.
- State of Maine will have to pay for improvements in the corridor. Who will pay for the roads behind businesses on Roosevelt Trail?
- Bicycling in the district is not currently feasible.
  - Connections between neighborhoods could be for pedestrians and bicyclists only.
- Public transportation:
  - Offer service to Portland
  - Offer a shuttle service within the commercial district
- A buffer should be required between development on Turning Leaf Drive and the Collins Pond neighborhood.
- More traffic on residential streets will discourage walking in the neighborhoods.
- What are the options for connections like Manchester Drive on the East side of Roosevelt Trail?
  - This would reduce the number of trips that have to use Roosevelt Trail for stops at multiple businesses.
  - Parking lots should be interconnected. For example, the Windham Mall and the Windham Shopping Plaza.
- The installation of center islands on Roosevelt Trail will decrease traffic flow.
- Studies have shown that tree planting in the district will reduce criminal activity and stormwater runoff.
- Any improvements should provide for adequate snow removal.
- The plan should show the location of parks and trails.
- Could pedestrian bridges be installed at major intersections?
- Utilities in the district should be placed underground.

C. Public Forums Held on September 6<sup>th</sup>, 17<sup>th</sup>, and 20<sup>th</sup> – Summary of Comments Grouped by Issue

*Street Connectivity*

1

- Connectivity will make the roads less safe for walking
- Ñ1 Change current character and nature of existing neighborhoods
- Ñ1 People won't invest in their neighborhood properties
- Ñ1 If Northwood Drive were connected to 302 it would destroy that neighborhood
- Ñ1 NASCAR wannabees looking for a shortcut
- Ñ1 Don't see how building a road through our neighborhood helps the people there
- Ñ1 Would result in rising taxes
- Ñ1 Preservation of peace and quiet
- Ñ1 Connecting parking lots
- Ñ1 Committee members and consultants should visit the neighborhoods in question
- Ñ1 Extra traffic will compromise safety
- Ñ1 The plan should show specific types of neighborhoods
- Ñ1 Inconsistent application of connectivity within the study area
- Ñ1 Cut-throughs would cause instability in our neighborhoods
- Ñ1 Don't see the sense in some of the bike paths
- Ñ1 There is no one community perspective and a "community perspective" shouldn't be represented as such
- Ñ1 The plan jeopardizes our retirement
- Ñ1 The neighborhood is unified against connections, with good reason, yet the committee doesn't seem to care
- Ñ1 Feel like our concerns have been ignored
- Ñ1 Our neighborhood is not a clean slate
- Ñ1 Our street is currently narrow - Afraid that our road will be opened up to larger vehicles and faster traffic
- Ñ1 Like the previously proposed bypass, not in the currently proposed plan
- Ñ1 Important that what was said before gets heard
- Ñ1 Bottleneck at proposed corner of Northwood Drive and Route 35
- Ñ1 It's bad for my child
- Ñ1 Concern that the plan would put more pressure on other roads
- Ñ1 Concern about property being taken by eminent domain
- Ñ1 Concern about wetland properties
- Ñ1 Mistrust that roads will be properly posted with speed signs
- Ñ1 Want my street to stay safe for biking and walking my dog
- Ñ1 Network of roads will channel traffic into Collins Pond
- Ñ1 Concern is bringing vehicular traffic through our neighborhoods
- Ñ1 Concern about property values – values will go down with new roads and more traffic
- Ñ1 We don't make good use of the roads we've got
  - We should do a better job maintaining current roads
- Ñ1 Even with form-based zoning, this plan will increase traffic on roads other than on 302

- It was insulting for people to hear from a council member that their opinions didn't matter
- Ñ1 Instead of bonding for capital improvements, use sinking funds

### *Commercial to Residential Transitions*

1

- Concern about lack of space will result in destroying the neighborhood
- Well-developed buffers between commercial and residential areas
- Lack of conformance to current codes, buffers in particular. Perhaps new buffers won't be enforced.
- Commercial development too close to residential areas

### *Traffic Safety and Volume*

- Pedestrian safety
  - Traffic too fast and careless
  - Traffic lights unsafe
- Need to slow down traffic - enforcement is important

### *Environment*

- Phosphorous run off into the ponds
- Concern about wetland properties
- The plan lacks large tracts of undeveloped open space

- Ñ1 The Planning Board has disallowed a specific connection between Basin Road and Manchester Drive
  - Developer would not make connection because Basin Road was unimproved

- Commercial development is encroaching on residential neighborhoods
  - Commercial development should not be allowed to encroach on traditional residential neighborhoods
- Present ordinances don't leave property owners with much protection
  - This type of planning and the ordinances that would go with it, would offer protection
  - Commercial use would be more limited

- Sometimes it's impossible to turn left on 302 – something has to be done
- We all believe that 302 needs to be fixed

- Windham is losing its rural character as a result of uncontrolled development
  - Would like more green space and smaller businesses
- Parking lots affect water quality of nearby wells

### *Bicycle and Pedestrian*

- Sidewalks on 302
- Crosswalks should have more time for crossing
- Don't see the sense in some of the bike paths
- Bike lanes in the roads would help
  - Easier on all new roads is easier than on existing roads.
  - May not be possible on 302.
- Make 302 more pedestrian friendly
- Every place in North Windham is driver-friendly
- Could any thought be given to pedestrian-only or pedestrian-heavy areas
- A sidewalk to Basin Road would be very helpful – that sidewalk would be a connection between Manchester Drive and Basin Road
  - Granite curbing on Route 35 between Route 302 and Basin Road
  - Two tenths of a mile – half the distance that was installed Route 115 across town

### *Transit*

- More public transit is needed

### *Funding*

- Tax dollars that go into a TIF don't go into the general fund. We need to be sure we are not putting too much into the TIF.
- Commercial development does not, by itself, result in lower property taxes

### *Ongoing Maintenance*

- Trash along the roads needs to be cleaned up on a regular basis
- Bike paths and walkways need to be constructed well and well maintained
- Concern that there won't be money to do so
- It looks beautiful on paper but it's going to take maintenance and clean-up
- Connected roads need to be policed for trash

### *Implementation*

- Our ordinances have also resulted in unwanted development patterns – we need to change some of them

*Urban Design*

- Not all buildings need to be hard to the road – some setbacks or curved sidewalks or even a pine tree here and there would be good

*Growth Management*

- If we don't manage growth, "the balloon will blow up"
- We have suffered from uncontrolled growth in the past

## Appendix C: Key Concepts Supplemental Information

### Context Sensitive Solutions

Following is a quote from the Context Sensitive Solutions Organization website (the “Statement of Purpose and Need” is the same as a “Mission and Values Statement”):

The statement of purpose and need under the CSS process is reflective of not only a transportation needs assessment, but also of a statement of environmental values, and community values. In addition to "purpose and need", there are other approaches to broadly identify problems for CSS projects, to create visions, and to establish project goals or criteria, which can later serve as measures for evaluating the project upon its completion.

Identifying the right problems from the beginning is key and it's half the battle. The problem needs to be defined as broadly as possible to address all aspects of the qualities and characteristics of CSS.

The process of Problem Definition can help you to:

- Facilitate an understanding with communities
- Provide an opportunity to mobilize a community partnership around place
- Engage in "non-traditional" activities
- Construct a "catalytic" process

In summary a CSS approach is a step-by-step process:

- What is the context?
  - National Highway System Arterial
    - ✓ Focus = mobility through region
  - Regional Arterial
    - ✓ Focus = mobility through region and access to property
  - Local Mobility
    - ✓ Focus = integrating mobility and land use as part of a placemaking process

- It's about the process
  - A community effort to define the issues and develop responsible and innovative solutions
- Result = not just engineering for cars
  - Alternative modes (walking, biking)
  - Mixed-use zoning
  - The creation of street networks providing a framework for development and connectivity
  - Buildings that complement the street networks, create pedestrian-friendly environments and promote a range of economic development opportunities
  
- How do you get there?
  - Incremental change (both short-term and long-term) where the whole is greater than the sum of the parts:
    - ✓ New policies, zoning and standards
    - ✓ A guiding Concept Master Plan for the location of streets
    - ✓ New and retrofitted Complete Streets
    - ✓ Architecture that defines the public realm
    - ✓ Visual improvements
    - ✓ Redevelopment and / or adaptive reuse of aging properties
    - ✓ Introduction of infrastructure (sewer) to support existing land uses and increased densities
    - ✓ Access management (medians and the select closure of curb cuts)
    - ✓ Lighting and other streetscape components
    - ✓ Crosswalks, bike lanes
    - ✓ Planting strips, trees, flower beds
    - ✓ Identification of infill and redevelopment opportunities
    - ✓ Planning for phased and interconnected development surrounding the commercial core and corridor

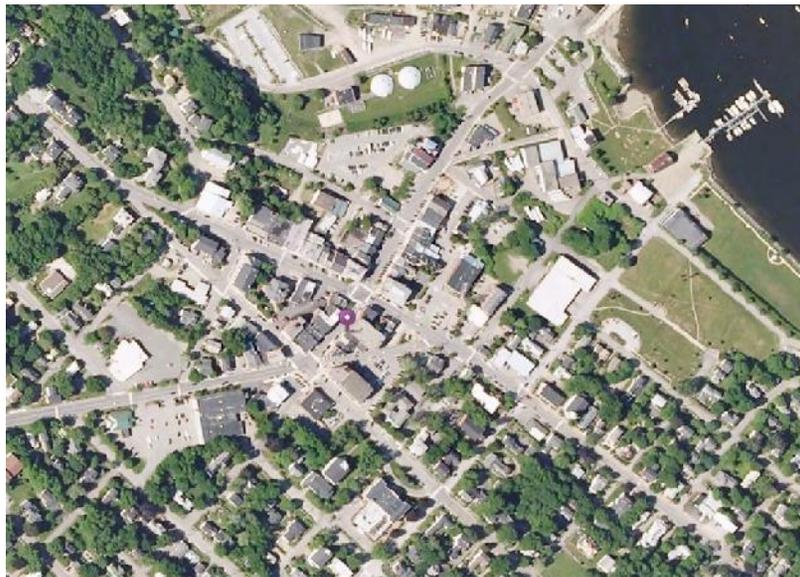
### **Floor Area Ratio (FAR) and Form-Based Codes**

A recent study, entitled “The Effect of Multi-Use Development and Infill Development on Trip Generation Rates”, found that in Maine, a typical suburban mall has a floor area ration of .15 and a typical small downtown, such as Belfast has a floor area ratio of .4 (Floor Area Ratio – FAR – is the ratio of the floor area of a building to the area of the lot on which a building is located. A FAR of 1:1 means that a single story building can cover an entire site, a two-story building can cover half a site or a four story building can cover a quarter of a site). However, FAR is not such a straightforward calculation because other parameter such as parking ratios, maximum building height and required setbacks need to be taken into account.

In general, a higher floor area ratio percentage in Maine means that buildings are two to three floors, there is a predominance of local businesses, streets include parking and sidewalks and there is a higher concentration of mixed-uses – the basic ingredients for a vibrant downtown. Malls tend to have lower floor area ratios because the buildings are one floor and more than half the parcel is typically required for parking and setbacks.

It is important to note that FAR is a useful metric for analyzing development, but it is not recommended as a zoning tool for creating predictable development patterns and built forms. FAR standards have proven to be an ineffective tool for shaping the desired built environment. Form-Based Codes or specific design standards (not guidelines) are a method communities are currently utilizing to prescribe (not proscribe) the built environment.

The images below illustrate that downtown Belfast could fit into just part of the big box core of North Windham. North Windham will never achieve this level of urbanity – and that is not the goal of this Master Plan – but there are opportunities where infill development, redevelopment or different proposed “street types” can achieve the character, mix of uses and a FAR similar to downtown Belfast.



*Downtown Belfast: FAR of .40 +/-*



*“Downtown North Windham – Big Box Core”: FAR of .15 +/-*

## Location Efficient Design

The term “location efficient” is used to describe interconnected neighborhoods as an analogy to an “energy efficient” home. While it is understood that this Master Plan is not creating what is called a “transit-oriented development”, which is more urban in nature (versus a suburban transformation as presented in this Master Plan) and sustains public transit, a discussion paper entitled the “Transit Oriented Development: Moving From Rhetoric to Reality”, provides a good overview of the benefits of location efficiency. The beneficial aspects are worth reviewing because they can be used as sound principles for policy changes, metrics and design standards.

The fundamental aspect to location efficient design is that it provides options. Many of the following advantages of location efficient design might be easier to apply to lifestyle choices in an urban versus a suburban setting, however they reflect the Values and Mission Statement and are worthy of consideration:

- Increased mobility options (bike, pedestrian, connectivity, less car ownership)
- Reduced transportation costs
- Increased retail opportunities (quality, quantity and diversity);
- Ability to live, work and shop in the same area;
- Increased homeownership rates (location efficient mortgages);
- Diversity of housing types reflecting regional mix of incomes and family structures;
- Greater range of affordable housing options;
- Housing types with lower parking ratios;
- Leveraging option for public transit by increasing housing density;
- Improved air quality;
- Less gasoline consumption;
- Decreased congestion / commute burden;
- Increased access to local activities;
- Improved access to public space (Figure 12);
- Improved public realms – “Complete Streets”;
- Better health and public safety (pollution-related illnesses, less traffic accidents);
- Better economic health (income, employment);
- Higher tax revenues from increased retail sales and property values;
- Higher return on investment for developers;
- Easier employee access to local jobs;
- A balance between “quality of life” and “financial return”;
- Less loss of farmland and open space (guide growth to the study area through policies and incentives), and
- A more suitable regional and sub regional balance between jobs and housing

## Street Network Design

The white paper, “The Shape of Sustainable Street Networks for Neighborhoods and Cities” by Wesley Marshall and Norman Garrick outlines basic criteria and metrics on the value of understanding the “section” (road segments between intersections) and “nodes” (intersections). The authors do not take at face value the latest belief that more connectivity is better, but after reviewing more than a hundred communities found that places (neighborhoods and the conglomeration of neighborhoods into a greater interconnected area) do benefit from a higher section to node ratio. While most subdivision ordinances have standards for dead end lengths, some communities are now requiring minimum section to node ratios, typically between 1.2 and 1.4.

Standish recently adopted a Form Based Code using street types as the organizing principle for development rather than “land uses”. Different street types shape the character of the neighborhood and support the appropriate scale of adjacent development, which often controls use. “Uses” are still relevant in the coding of an area as certain uses would not be desired for a range of reasons. Standards for the various street types also include standards for the adjacent development such as maximum building setback (built-to-line), orientation, location of entrances, height, square feet of window per floor and other aspects of a building form that contribute to a vibrant pedestrian realm. Street / ROW standards may include items such as on-street parking, sidewalks, block lengths, streetscape components (lighting, trees, benches, etc.), shared driveways as well as required connections to existing roads and paper street connections to adjacent properties.

**Appendix B – Economic Development Strategic Plan**



# Windham Maine

## Economic Development Strategic Plan

### Vision

To create a business friendly environment that provides a high-quality of life, a vibrant economy, and a welcoming atmosphere, while protecting our town's rural characteristics and natural resources.

### Mission

To encourage economic growth and development in a manner that supports increased prosperity in the Town of Windham and improves the quality of life for all of its citizens.

### Core Values

Industry Diversity • Innovative Community Building • Sustainable Growth  
Expanded Employment Opportunities • Skilled Workforce • Proactive Customer Services

### Objectives

**Objective 1: Plan for the Future-** Identify and implement policies, programs, and initiatives that support the Town's economic and community development needs.

**Objective 2: Support Business Growth and Prosperity-** Proactively seek opportunities to diversify Windham's economy, create jobs, and strengthen existing business.

**Objective 3: Create and Maintain an Efficient Review and Approval Process-** Establish review and approval processes that are efficient and in alignment with economic and community development initiatives, as well as provide resources to parties utilizing these services.

**Objective 4: Develop a Support System for Economic Development-** Ensure the sustainability of economic development initiatives in Windham through collaborative efforts of town officials and departments with the Windham Economic Development Corporation (WEDC), regional agencies, local business groups, and citizens, in addition to identifying and utilizing strategic funding sources.

## **Objective 1: Plan for the Future**

**Goal: Engage stakeholders in a planning process designed to identify opportunities to enhance economic and community development in Windham.**

**Strategies:**

- WEDC to host public hearings to gather input from businesses, developers, citizens, and other stakeholders on issues related to the economic and community development needs of the Town
- Incorporate strategies for economic development into the Comprehensive Plan
- Complete the Comprehensive Plan
- Town Council to approve the Comprehensive Plan
- Develop implementation strategies for the 21<sup>st</sup> Century Downtown Plan
- Develop implementation strategies for the 302 North Corridor Plan
- Develop Town policies for the use of Tax Increment Financing (TIF), impact fees, loan programs, and other economic development tools

**Goal: Create a Capital Improvements Plan (CIP) that supports the economic and community development needs identified in the Comprehensive Planning Process.**

**Strategies:**

- WEDC to make recommendations of short, intermediate, and long-term infrastructure needs to the Town Council on an annual basis
- Town Council to annually approve the CIP and support the Town Manager in its implementation
- WEDC to identify grants, TIF's and other programs available to help fund capital investments

**Goal: Define and create a true sense of place in North Windham and other villages within the Town.**

**Strategies:**

- Implement the 21<sup>st</sup> Century Downtown Plan in a manner creates a true town center
- WEDC to study underground utility upgrades including electric, water, wastewater management, natural gas, and fiber optic cable
- WEDC to engage Windham businesses in a planning process to enhance connectivity through parking and back lots in order to improve both vehicle and pedestrian flow
- Implement a pedestrian and bikeway system that connects to the new Donnabeth Lippman Park
- Implement strategies that leverage the strengths of all villages in Windham

**Goal: Implement the 302 North Corridor Plan, including the realignment of the Anglers Road and Whites Bridge Road intersection.**

**Strategies:**

- Support growth in the Enterprise Development District/Quarry Ridge Business Park through planning initiatives
- WEDC to work to ensure appropriate level of industrial, manufacturing, and warehousing space is available to support growth in Enterprise Development Districts
- Support Whites Bridge and Anglers Road intersection improvements through CIP and other planning initiatives.
- WEDC to work with developers to advocate for the infrastructure needs of the corridor within their development proposals
- Coordinate 302 corridor planning and improvements with federal/state DOT programs as well as PACTS to ensure Windham remains the region's central commercial corridor

**Goal: Advocate for increased focus on workforce development to meet industry needs in all sectors in order to provide quality employment opportunities for citizens and attract new businesses.**

**Strategies:**

- Identify skill sets required by industry clusters and work to fill gaps
- Collaborate with representative from the Town, WEDC, Chamber of Commerce, St. Joseph's College, and Adult Education to promote resources available to businesses and employees for continued education/training.

**Objective 2: Support Business Growth and Prosperity**

**Goal: Identify industry sectors that will add diversity and create jobs in Windham.**

**Strategies:**

- WEDC to examine current industry sectors to determine their strengths and weaknesses
- Identify specific business sectors deemed central to supporting Windham's economy
- WEDC to identify under-represented business sectors and make recommendations as to how these gaps can best be filled
- Develop a list of prospective businesses to fill the gaps
- Identify specific districts to house the new business sectors
- Develop strategies to create a business campus in Windham

**Goal: Develop a marketing plan to attract desired business sectors in order to improve economic diversity**

**Strategies:**

- Identify the strengths of the community that can be used to attract new businesses and residents
- Create a brand for Windham and develop promotional materials designed to solicit new businesses
- Develop a web site for the WEDC to be used to market the Town of Windham
- WEDC to promote commercial vacancies and development opportunities on its website
- Create a Relocation Guide for businesses and residents interested in moving to Windham
- Identify opportunities to promote tourism for Windham's growing hospitality industry
- WEDC to host bi-annual informational and networking events for developers, real estate brokers, and area businesses to discuss how we can work together to bring more business to Windham
- Identify success stories and send press releases to media

**Goal: Promote Windham as the retail and service center for the Sebago Lakes Region**

**Strategies:**

- Continue to cultivate the Retail project that began in 2012
- Continue Windham's "Buy Local" campaign
- Encourage local and regional market choices for shoppers through expanded promotion of Windham serving as the "Marketplace of the Sebago Lakes Region"

**Goal: Capitalize on the strengths of Windham's agriculture industry to encourage continued growth**

**Strategies:**

- Develop an understanding of the existing agricultural industry to identify potential for growth in the areas of production, processing, and distribution of products
- Establish a "working farms" index to measure the vitality of the local agriculture industry compared to regional performance
- Establish a high end farmers market in the town center

**Goal: Continue to develop the manufacturing industry in Windham**

**Strategies:**

- WEDC to identify opportunities to develop additional industrial, manufacturing, and warehouse space
- Promote development opportunities in Enterprise Development Districts

**Objective 3: Create and Maintain an Efficient Review and Approval Process**

**Goal: Examine all Town services to measure impact on economic development goals and activities and to simplify and streamline the review processes to the extent possible**

**Strategies:**

- Review services to ensure they align with desired objectives and efficiently serve the customer
- WEDC to engage in communication between departments, committees, and boards that are involved in the review and approval process to identify methods of improving current methods
- WEDC to gather feedback from local businesses related to current practices
- Identify State and other municipalities review processes that can be adopted by Windham (e.g. DEP site plan review)
- WEDC to recommend changes to current practices to the Town Council

**Goal: Develop communication strategies and resources to guide businesses and individuals through the approval and review process**

**Strategies:**

- Establish clear expectations for review and approval processes and communicate to the public
- Create a *Guide to Doing Business in Windham* with licensing, permitting, and start up information
- Provide on line tools to guide parties through the approval process and link to state and regional resources
- WEDC to shepherd parties through the approval process
- Implement a means of gathering feedback from parties that have completed the approval and review process and use as a method of evaluating current practices

**Objective 4: Develop a Support System for Economic Development**

**Goal: Establish the WEDC as the champion for economic development activities/issues in the community**

**Strategies:**

- WEDC to advocate for the business community and economic development issues
- Invite Town officials to WEDC meetings to discuss relevant topics
- WEDC to provide quarterly updates to the Town Council
- Establish an Annual Report of Windham's economic development efforts and the ongoing work of the WEDC

**Goal: Develop strategic partnerships in order to leverage resources available for economic and community development**

**Strategies:**

- WEDC to proactively seek partnerships with businesses, organizations, regional agencies, and citizens to collaborate on economic and community development initiatives
- Provide businesses, real estate brokers, and developers with relevant economic, demographic, and psychographic information and educate them on how to use this to impact their bottom lines
- Establish a business visitation plan to proactively solicit feedback from the business community in municipal and economic development issues

**Goal: Identify strategic funding mechanisms to enhance investment in economic development initiatives**

**Strategies:**

- Identify sites that are best suited for TIF, inclusion in the CIP, and State programs to assist in development
- Town to develop a TIF Establishment and Usage Policy
- Town to set up and manage Development Districts as needed
- Town to develop an Impact Fee Establishment and Usage Policy
- WEDC to identify grants and other programs available to assist in investments
- Seek private investment and develop guidelines for a Business Loan Fund
- WEDC to keep Town up-to-date on relevant incentive programs used in other communities
- Continue funding of the WEDC initiatives that support strategic objectives

**Goal: Ensure that economic development initiatives remain a consistent and ongoing focus**

**Strategies:**

- Establish annual work plans designed to accomplish the objectives outlined in the strategic plan
- Establish specific benchmarks to measure success, and adjust strategies as necessary
- Review this Economic Development Strategic Plan every three years

**Performance Measurements**

**Objective 1: Plan for the Future**

1. Update the Town's Comprehensive Plan
2. Adopt a TIF Plan
3. Adopt a CIP Plan
4. Implementation of the 21<sup>st</sup> Century Downtown Plan as measured by adopted and funded initiatives, ordinance changes, capital investments, and new development/Re-development of existing downtown properties
5. Complete realignment of Anglers Road
6. Increase employment opportunities as measured by total jobs in Windham
7. Increase the number of quality jobs as measured by median income

**Objective 2: Support Business Growth and Prosperity**

1. Improve retail marketplace vitality as measured by annual retail sales
2. Retail sector sustainability as measured by maintaining stable vacancy rates
3. Industrial sector vitality as measured by increasing inventory, maintaining stable vacancy rates, and increasing jobs in this sector
4. Professional/office sector sustainability as measured by improving vacancy rates and increasing jobs in this sector

**Objective 3: Create and Maintain an Efficient Review and Approval Process**

1. Adopt regulatory reform
2. Satisfactory feedback from parties completing the review and approval process

**Objective 4: Develop a Support System for Economic Development**

1. Satisfactory completion of objectives contained in the WEDC's annual work plan
2. Funded TIF
3. Establish a Downtown District
4. Establish an Incentive Program for business relocation
5. WEDC to create an Annual Report/Economic Scorecard

**Appendix C – Visioning Efforts Summary**

## Summary of Community Visioning Forums Update of the Windham Comprehensive Plan

The Comprehensive Plan Review Team held two community forums to collect input from the public to help the team develop an updated community vision to serve as the basis for the updated comprehensive plan. One forum was held on Thursday evening, November 13, 2014 at the Manchester School. The second forum was held on Saturday morning, November 22, 2014 in Haskell Hall and Auditorium, the gymnasium at the Town Hall. The agendas and formats for the two forums were the same (see attached agenda for the November 13<sup>th</sup> forum). Each forum opened with a presentation by Ben Smith, the Planning Director, on demographic, economic, and development trends. Forum participants then worked in small groups to discuss four topics. A member of the Review Team facilitated each of the small groups. Each forum lasted about three hours.

Approximately 45 people (not including Review Team members, staff, and Town officials) participated in the November 13<sup>th</sup> forum. Participants worked in seven small groups each with about 6 members plus the facilitator. Approximately 30 people (not including Review Team members, staff, and Town officials) participated in the November 22<sup>nd</sup> forum. Participants worked in eight small groups each with 3-4 members plus the facilitator.

Each small group completed four exercises as follows:

- **Exercise #1 – What I love about Windham** – Each small group generated a list of things they love about Windham through a brainstorming exercise in which each participant first completed a worksheet to list their ideas followed by a group list making activity. After all the ideas were listed on a flip chart, each person was given 3 or 4 sticky dots and asked to place the dots on the items they thought are most important. A summary of the combined results for Exercise #1 is included in the following sections. Transcriptions of the flip charts from each small group showing all of the items identified and the number of “important votes” each item received are included in the appendix.
- **Exercise #2 – What I would like to see improved or changed about Windham** – Each small group generated a list of things they would like to see improved or changed about Windham through a brainstorming exercise in which each participant first completed a worksheet to list their ideas followed by a group list

making activity. After all the ideas were listed on a flip chart, each person was given 3 or 4 sticky dots and asked to place the dots on the items they thought are most important. Transcriptions of the flip charts from each small group showing all of the items identified and the number of “important votes” each item received are included in the appendix.

- **Exercise #3 – The Windham Cake** – Each participant was asked to consider how Windham should grow in the future regardless of the amount of development that occurs. They were asked to allocate future development among a range of residential and commercial types of development. Participants could add additional categories to the prepared list. The section below summarizes the results of this exercise. A separate Excel file contains a tabulation of the results.
- **Exercise #4 – Critique of the Vision from the 2003 Comprehensive Plan** – Each participant was given a copy of the vision from the 2003 Comprehensive Plan and asked to critique it by identifying the parts they think are still relevant as well as parts that need to be changed or dropped. Participants could also identify topics that need to be addressed in an updated vision for the future of Windham.

## Exercise #1: What I love about Windham

Three aspects of Windham stood out when forum participants were asked what they love about Windham, the town’s rural feel and character, the quality of the schools, and the convenience of living in Windham.

To synthesize the results of the 15 small groups from the two forums into a set of key findings, we took each of the ideas that received two or more “dot” votes in any small group and organized those concepts into categories. Since the number of people in the small groups varied considerably, we did not consider the number of votes that the individual ideas received within a small group. Rather we tried to identify the aspects of Windham that appear to be widely loved across the groups.

**1. Participants in the forums love that Windham has retained its rural feel and character.** Included in this in some groups was the pairing of businesses with this rural environment. The following concepts received two or more “dot” votes in a small group:

- Rural character, within walking distance of amenities
- Rural feel
- Rural feel

- Rural feel/character
- Rural areas
- Town has rural character but close to Portland
- Rural environment but close to Portland
- Farms
- Combination of land and businesses
- Mix of rural and business

**2. Participants also love that there is open space in the community** including a few special features. This can be considered to be an extension or part of the community's rural feel. The following concepts received two or more votes in a small group:

- Greenspace in North Windham
- Lowell Preserve – special nature preserve
- Land conservation areas
- Scenic vistas along Route 202 rotary – Gray
- Open space and wildlife
- Open spaces

**3. Participants love the quality of the Windham school system.** This feeling extends to the teaching staff and the administration. The following ideas received two or more votes in a small group:

- Good schools
- Quality of educators in school system
- Schools
- Strong schools
- Schools – Educational value
- Schools and school committee
- Potential educational opportunities with a large school system
- Good school system
- Quality of schools
- Education, schools, library

**4. Forum participants love that Windham is a convenient community within which to live.** This convenience includes a number of factors including the convenience of having shopping and services in the community, the proximity of recreational opportunities both within Windham and nearby, and the convenience of being close to Portland but not being in Portland. The following ideas received two or more votes in a small group:

- Conveniences, location
- Proximity to retail
- Accessibility of services for every day family life
- Convenience of services – most everything I need is here
- Recreational opportunities locally
- Easily accessible recreation areas – White Mountains
- Location to Portland without being Portland
- Proximity to Portland
- Close to Portland/urban
- Proximity to Portland (jobs and transportation, shopping not in Windham, medical facilities) and recreation/lakes?
- Proximity to urban Portland while not living in urban
- Proximity to metropolis/greater outdoor
- Town has rural character but close to Portland
- Rural environment but close to Portland
- Location – urban/rural. Convenient!

**5. Participants love that Windham has retained its small town feel while it has grown and offers the amenities of a larger community.** The following ideas received two or more votes in a small group:

- Small town feel, big town opportunities
- Large town with small town feel
- Small town feel with access to retail shops, etc.

**6. Forum participants love that Windham is a friendly, caring, and safe community where people are active and involved.** The following ideas received two or more votes in a small group:

- The neighborhoods
- Families are active in the community
- Healthy mix of community life
- Friendly people willing to help neighbors
- High community spirit and supportive nature of people
- Caring and supportive people in this town
- Opportunities for lifestyle (hunt, hike, swim, movies, dine)
- Safe community
- Safe place/low crime
- Safe community

**7. Windham's natural resources and environment are loved by forum participants.**

The following ideas received two or more votes in a small group:

- Natural resources, recreational
- Lakes and rivers – clean, utilized and protected
- Clean environment. Water/land good standards

**8. Forum participants love the community's heritage and value its historic resources.**

The following ideas received two or more votes in a small group:

- Historic places preserved and unchanged
- Family heritage/history/roots
- History and preserving it
- Land and historic preservation

In addition to these key values, a number of other ideas or concepts were identified as important in a small group and received more than two votes. These range from the various aspects of municipal services, to the diversity of life-styles, and the economic role of the community:

- Youth sports
- Manageable taxes
- Community garden
- Efficiency and friendliness of municipal services
- Road infrastructure – to Turnpike and 302, etc.
- Windham public library
- Diversity of life styles – income, property size, socio-economics
- There are jobs here
- Is a central business district
- Still has ample opportunity for future growth planning

**Exercise #2: What should be improved or changed about Windham**

When considering what needs to be improved or changed about Windham, participants in the forums identified a wide range of areas. Improvements to the business community and the North Windham business district, improvements to various aspects of the community's infrastructure, and creation of a community center were most often mentioned.

To synthesize the results of the 15 small groups from the two forums into a set of key findings, we took each of the ideas that received two or more “dot” votes in any small group and organized those concepts into categories. Again, since the number of people in the small groups varied considerably we did not consider the number of votes that the individual ideas received within a small group and we tried to identify the aspects of Windham that appear to be widely identified for improvement or change.

**1. Forum participants suggested a number of improvements to the business community and the North Windham commercial district.** The ideas included concern about business growth (both pro and con), working to fill vacant commercial space and to diversify the business mix, and improving the appearance and functioning of the North Windham commercial area. The following ideas received two or more “dot” votes in a small group:

- More community wide support of business development
- Slow the growth (business) down in North Windham
- Vacant businesses and storefronts
- Find ways to fill up empty store buildings in North Windham i.e. – mixed use
- Increase variety of businesses
- Lack of good quality restaurants and quality nightlife
- Building infrastructure for business district
- Road North Windham – tree lined – appealing – pedestrian friendly –safer – too much traffic
- North Windham Commercial Area
  - Does not support community feel
  - Strip malls
  - History not preserved
  - Sprawling
  - Can’t walk
  - Traffic congestion
  - No walkways
  - No uniformity
  - No trees
- Route 302 – traffic flow - look
- Commercial design standards like Freeport

**2. Forum participants raised the need for improvement in the community’s infrastructure.** The ideas included improvements to provide water and sewer service, road improvements, and improvements to Town buildings. The following ideas received two or more votes in a small group:

- Water and sewer improvements
- Infrastructure
- Upgrade/improve water/sewer etc.
- Invest in infrastructure – roads – lateral access roads
- Infrastructure – roads – River Road
- Improve town infrastructure (buildings and streets)

**3. The concept of a community center for all ages was identified in a number of small groups.** The following ideas received two or more votes in a small group:

- Community center (teen, senior, food . . . )
- Community center (elderly, children, events)
- Community center – Where?
- We need a community center (building)
- Community center is needed

**4. Participants in a number of groups suggested the need for various improvements related to traffic especially on Route 302.** The following ideas received two or more votes in a small group:

- Traffic capacity
- Less curb cuts on Route 302
- Congestion on 302 in summertime
- Route 302 – traffic flow - look

**5. A number of small groups gave a priority to the need for improved park and recreational facilities.** The following ideas received two or more votes in a small group:

- More active outdoor facilities (baseball, basketball, other courts)
- Sports facilities – indoor and outdoor
- Recreation for kids
- Additional money for park and recreational spaces

**6. A number of small groups identified proposals relating to improved planning or the overall character of the town.** The following ideas received two or more votes in a small group:

- Lack of plan or planning to protect and/or create open space
- Townscapes blended with open space and historical features
- Town focal point – i.e. Riverbank Park

- Town center area needs improvement
- Better job of controlling growth

**7. A few groups identified improvements involving programs and facilities to meet the needs of less well-off members of the community.** These included Head Start and affordable housing. The following ideas received two or more votes in a small group:

- Head Start program
- Support for families below the poverty line
- Affordable housing, multifamily residential – apartments or condos – elderly, singles, divorced, widowed

**8. The need for housing for the elderly was identified as important in two groups:**

- More elderly housing
- Elderly housing

**9. Participants in two groups identified the need for pedestrian and bicyclist improvements:**

- Pedestrian and bicyclists safety and accessibility
- Improved bike/ped community

**10. A number of groups identified improvements to an aspect of municipal government** although these were spread across a range of functions:

- Police department needs more resources
- Provide more fire and rescue services
- Transfer station
- Expand library services – audio books – enlarge building

**11. A few groups raised the opportunity of improving South Windham or villages in general:**

- South Windham Village (revitalize)
- Get rid of Mill – Keddy Mill
- Enhance cluster housing and villages

**12. While the Town's history and historical resources were raised in a number of groups, they only rose to a level of importance in two groups:**

- Protect history – designate historic areas

- Better job preserving history

**13. Participants in three groups suggested ideas or concepts related to the environment and energy:**

- Green standards of development – energy efficiency – nature
- Improvement in natural gas infrastructure – all energy and reliability of power – concern is the power outages
- Protect wells and aquifers

**14. One group identified the need to “Improve quality for non-sports programs (in school) – Elementary and Middle Schools”**

### Exercise #3: The Windham Cake

The third exercise at the community visioning forums asked participants to think about how Windham should grow and change. The premise of the exercise was that over the next ten years, Windham is going to continue to grow and change. The question really isn't if it is going to grow – the real question is how it is going to grow and change.

Each participant was asked to think of Windham as a cake, made of several main ingredients or different types of development. They were directed to write the recipe for the 2015-2025 cake – how much of the different ingredients do you think should go into the cake. For the sake of this exercise, the ingredients given to the participants were:

- Rural residential development along existing roads and in small subdivisions in woods and fields
- Residential subdivisions with relatively large lots - 2 to 5 acres per lot
- Residential subdivisions with moderate size lots - 30,000 to 60,000 SF (approximately 3/4 to 1.5 acres)
- Village-type residential development with smaller lots served by public sewers - 10,000 to 20,000 SF (approximately 1/4 to 1/2 an acre)
- Townhouse style residential development such as condominium projects with 4-8 units in a building
- Multifamily housing

- Small, low-intensity commercial uses primarily outside of the established North Windham commercial center
- Higher-intensity commercial uses primarily within the established North Windham commercial center

Participants were also allowed to add other ingredients to their recipe for future development. Participants in a number of groups did just that.

The following table summarizes the results of this exercise based on adding up the individual responses for each participant as recorded on the small group master tabulation sheets. One group provided only an average allocation for the entire group. In this case, each member of the group was assigned the group's average. The first column shows the various ingredients. The second column shows the total of the individual allocations while the third column shows the average allocation for all forum participants who completed the exercise. Columns 4 and 5 show the minimum and maximum percentage allocated to each ingredient. Column 6 reports the number of participants who assigned 0% to that ingredient.

<b>1. Main Ingredients</b>	<b>2. Total</b>	<b>3. Average</b>	<b>4. Low</b>	<b>5. High</b>	<b>6. # of 0s</b>
Rural residential development along existing roads and in small subdivisions in woods and fields	639	10.14	0	50	18
Residential subdivisions with relatively large lots - 2 to 5 acres per lot	713	11.32	0	61	17
Residential subdivisions with moderate size lots - 30,000 to 60,000 SF	732.5	11.63	0	40	12
Village-type residential development with smaller lots served by public sewers - 10,000 to 20,000 SF	903.5	14.34	0	60	11
Townhouse style residential development such as condominium projects with 4-8 units in a building	487.5	7.74	0	20	16
Multifamily housing	548	8.70	0	50	16
Small, low-intensity commercial uses primarily outside of the established North Windham commercial center	699	11.10	0	30	12
Higher-intensity commercial uses primarily within the established North Windham commercial center	1151.5	18.28	0	50	6

Here are a few observations about the results of this exercise:

1. Opinions about the future development of Windham varied widely among forum participants. The range of allocations among the six residential types went from a low of 0 (meaning participants did not allocate any future development to that type) to highs of 20% to 60% for each option.
2. Seventeen percent to twenty-nine percent of forum participants who completed this exercise allocated 0% to each development type.
3. Among the residential development types, the village-type development option received the highest allocation overall with an average of 14.34 percent.
4. The townhouse and multifamily housing options received the lowest allocations with 7.74 percent and 8.70 percent respectively.
5. While scattered low-density development has been the predominate development form over at least the past 15 years, the rural residential development option and large-lot subdivision option were allocated only 10.14% and 11.32% of future development respectively.
6. High-intensity commercial development primarily in North Windham received the highest allocation of any of the development options with 18.28% of future development.
7. The low-intensity commercial development option received a lower allocation than higher intensity commercial uses.

A number of participants took advantage of the option of adding categories to the exercise. Two types of development accounted for most of the added options:

- Assisted living/elderly, senior housing, and elderly housing we added in a number of groups. The total allocation was 179. Comparing this to the 487.5 aggregate for townhouse style development suggests that this development type was quite strong within the groups that added it as a separate category.
- A number of participants added a non-development option including green space in North Windham, open space, parks, land trusts, agricultural incentives for farmers, and recreation. The aggregate for this option was 220 but this was influenced somewhat by a small number of participants who allocated a significant percentage to this category.

In addition to these two categories, participants added the following additional options although these were typically considered only by one group:

- Different subdivision ordinances in different zones
- Focus on existing structures

- Residential over commercial in the same building
- Professional offices, medical, other
- Innovative business outside of North Windham

#### Exercise 4: Critique of the Vision from the 2003 Comprehensive Plan

The fourth and final exercise at the community forums involved having participants critique the vision statement that was part of the Town’s 2003 Comprehensive Plan. Each participant received a copy of the vision statement and was asked to mark-it-up to show which areas or phrases are still relevant to the future of Windham and which things in the vision need to be changed or dropped. In addition, participants were able to identify any important things that they felt should be included in the updated vision for the community.

In general, there was broad agreement among forum participants that most or all of the language in the 2003 Vision was still relevant in thinking about the future of the community. In the critiques by the small groups, a few areas of emphasis with concepts in the 2003 vision were noted. These areas are shown in bold and highlighted in yellow in the following copy of the 2003 Vision. Even though there was general agreement with the 2003 Vision, there were a number of areas where the small groups raised questions or concerns about various concepts or phrasing in the vision statement. In the following copy of the vision, these areas are underlined, shown in italics, and highlighted in blue. In one case, a particular concept was both emphasized as being positive and questioned and is highlighted in green.

#### 2003 Vision for the Future of Windham

Retain and protect our rural character, scenic vistas, natural features and environment by maintaining **a critical balance between preservation and development** through managing and directing growth in a manner that accommodates all segments of our community and provides affordable, high-quality living conditions.”

## “Managing and Directing Development Policy Guidance

- **Recognize that times have changed** and that densely developed portions of Windham, including some existing village areas, may require **municipal water and sewer**.
- Not every land parcel in Windham is suitable for every type of possible development. In addition, some land parcels should not be developed at all, but instead **preserved as open space**.
- Retain and enhance the different village land use patterns that now exist in Windham.
- Diversity in land development patterns should be encouraged in the future growth of Windham.
- **The property tax implications of development activities should be considered in managing the growth of Windham.**

## “Retain Rural Character Policy Guidance

- **Maintain a low density of development** in major portions of Windham (see map 1-1)
- Woodlands, open space and farmlands should be regarded as key elements of the town’s rural landscape.
- Parts of Windham should retain the characteristics commonly associated with a New England village, including **the preservation of historic and older structures**.
- Land areas adjacent to Route 202 (except for existing areas in South Windham Village, Windham Center and Foster’s Corner) should not be developed for commercial purposes.
- Wildlife habitats are an important element of the town’s rural character.”

### “Sense of Community Policy Guidance

- Every town resident should have an opportunity to participate in local government *decision making*.
- Encourage the participation of **citizen/volunteers** in a wide range of municipal and community activities.
- Provide various **places in Windham for all residents to meet, interact and recreate**.
- Provide opportunities for a wide range of individuals and families, of all ages *and income levels*, to live in Windham.”

A few areas of concern emerged with respect to the review of the 2003 Vision:

1. There were a number of comments and questions about the use of the term “villages” in the vision especially when referring to existing conditions and the existing pattern of development.
2. There were conflicting sentiments about the concept of considering the property tax implications of development with some participants/groups emphasizing this idea while others questioned it.
3. There were some concerns about an over-emphasis on “rural” with comments such as only in some areas and strike outs of the phrase “rural character” in different areas of the vision. There was a suggestion that Windham is not a rural community but it does have some rural aspects and character.

In addition to critiquing the 2003 Vision, participants were asked to identify other ideas or concepts that they feel should be included in an updated vision for the future of Windham. The following is a summary of the major concepts that emerged from these suggestions:

- **The Economy** – There were a number of comments that the 2003 Vision did not address the economy, the commercial aspects of the community, jobs, or the desire for future economic development and the creation of good quality jobs. These included ideas for promoting manufacturing, creating an industrial park, and having incentives for job creation.

- **Community Center** – There were a number of suggestions that the updated vision should address the need for a community/senior center including space for meetings.
- **North Windham Commercial Center** – There were a number of suggestions that the updated vision needs to incorporate the concepts of the 21<sup>st</sup> Century Downtown Plan and improvements to North Windham including improvements to the visual environment to create more of a “Main Street” and commercial design standards.
- **Water and Sewer Infrastructure** – There were a number of ideas put forth to incorporate the provision of improved infrastructure in the updated vision including looking at alternative technologies and addressing the funding of infrastructure improvements including the use of “creative” financing techniques.
- **Environmental Considerations** – Some participants suggested that the vision needs more focus on environmental considerations including protection of the lakes, “green building” codes, and assuring that development protects the environment and natural resources.
- **Open Land** – There were a number of ideas raised about preserving open space and farming/farmland including working with the land trust to purchase land, allowing the transfer of development rights, including public access, creating “agricultural growth areas” for food processing and value added services, and integrating natural resources and open space into development. The idea of creating a Land for Windham’s Future program was suggested.
- **Community Identity** – One group suggested that we don’t want Windham to look like “away.” Another said we don’t want Windham to be a bedroom community. Another called for creating an “inspiring sense of place”, a learning (progressive) environment. The issue of the Route 302 gateway at the Westbrook line was raised.

## Flip Chart Notes - Small Group Exercises Windham Community Visioning Forums

### Exercise #1 – What do you love about Windham?

Each small group generated a list of things they love about Windham through a brainstorming exercise in which each participant first completed a worksheet to list their ideas followed by a group list making activity. After all the ideas were listed on a flip chart, each person was given 3 or 4 sticky dots and asked to place the dots on the items they thought are most important. The following tables are transcriptions of the flip charts from each small group showing all of the items identified and the number of “important votes” each item received.

11-13-14 Forum Table 1	
What I love about Windham	Votes
Small town feel, big town opportunities	4
Swimming	0
Manageable taxes	2
Dynamic people that impact region	0
Greenspace in North Windham	2
Being aware of neighborhoods that already exist	0
Community garden	2
Rural character, within walking distance of amenities	2
Windham public library	2
Open spaces around the town to recreate in	1
Comprehensive police and fire	1
Mountain Division Trail	1
Openness to innovation within schools	0
Recognize historical value	1
Proximity to retail	2
Good schools	1

Rotary circle	0
Windham Hill United Church of Christ	1
Beautiful farmland	1
Open vistas	1
Progressive growth	0
Close to mountains and ocean	0

<b>11-13-14 Forum Table 2</b>	
What I love about Windham	Votes
Little Sebago Lake	1
Easily accessible recreation areas – White Mountains	2
Rural/farming character?/open space	1
Close to Portland/urban	4
Shopping area – concentrated and convenient	0
Concentration in North Windham	0
Not too many “box stores”	0
Efficiency and friendliness of municipal services	2
Good schools	3
Mountain Division Trail	0
Housing is affordable	1
Great library	1

<b>11-13-14 Forum Table 3</b>	
What I love about Windham	Votes
The neighborhoods	2
History – historic homes and powder mill	0
Close community – houses, businesses, and farmers	1
Cooperation amongst people	1

Lowell Preserve – special nature preserve	2
Conveniences, location	3
Abundance of open space	0
Combination of land and businesses	3
Natural resources, recreational	4
Youth sports	3
Convenience of everything being here	0
Mountain Division Trail	0
People, neighbors	0
Families are active in the community	3
Law enforcement response	1
Pace – general sense of familiarity – not hussle, bussle	0
Lake	1
Lippman Park	0
Still enough space for what can happen	1
Education, schools, library	3

11-13-14 Forum Table 4	
What I love about Windham	Votes
Healthy mix of community life	3
Feeling safe	1
Friendly people willing to help neighbors	4
Opportunities for lifestyle (hunt, hike, swim, movies, dine)	4
Improvement in schools	0
Quality of educators in school system	3
Well defined commercial zone – people live and work here	1
Location to Portland without being Portland	4
Large town with small town feel	2

Accessibility and quality of Town Council and other elected officials	0
Concentration of commercial use	1

<b>11-13-14 Forum Table 5</b>	
What I love about Windham	Votes
People – neighbors, kind, come together, pull together	1
Love dirt part of Swett Road	0
Proximity to Portland, Mountains, Ocean	1
Our community	1
Accessibility of services for every day family life	2
Diversity of life styles – income, property size, socio-economics	2
Responsive town government/town hall	1
Schools	2
Rural feel	2
Sports – youth and adult rec	1
Recreational opportunities locally	2
Farms	2
Diversity of Geography	1
Town services	0
Regional gateway	1

<b>11-13-14 Forum Table 6</b>	
What I love about Windham	Votes
Rural areas	4
Library	1
Strong schools	2
Road infrastructure – to Turnpike and 302, etc.	2
Dundee Park and recreational opportunities	0

Community garden	1
Proximity to Portland	2
Historic places preserved and unchanged	2
Conserved areas and trails	0
High community spirit and supportive nature of people	5
School and all other sports	1
Lakes and rivers – clean, utilized and protected	3
Shopping options	0
Fiscal discipline	0

<b>11-13-14 Forum Table 7</b>	
What I love about Windham	Votes
Schools – Educational value	3
Safe community	2
Mix of rural and business	2
Proximity to metropolis	1
Tax rate is favorable	1
Rural feel	4
Sebago Lake/recreation	0
Open space	1
Youth sports	1
Community and school arts	0

<b>11-22-14 Forum Table 1</b>	
What I love about Windham	Votes
Family heritage/history/roots	2
Regional center/hub	0
Shopping area	0

Proximity to Portland (jobs and transportation, shopping not in Windham, medical facilities) and recreation/lakes?	4
Safe place/low crime	2
Rural character	0
Strong educational aspect	1
Growth and optimism of community and commercial/jobs	1

11-22-14 Forum Table 2	
What I love about Windham	Votes
Schools and school committee	2
There are jobs here	2
Town has rural character but close to Portland	3
Caring and supportive people in this town	2
There are varied recreational opportunities	1
Convenience of services – most everything I need is here	3
Still has ample opportunity for future growth planning	2
Reasonable real estate taxes compared to other Cumberland County towns	0
Land and housing are still relatively affordable	1
Good natural resources (lakes, trails, fields, etc.)	0
Good mix of generations	0
Small enough to still have an identity	0
Still land for future growth	0

11-22-14 Forum Table 3	
What I love about Windham	Votes
Proximity to urban Portland while not living in urban	4
Farmland	1
Town services are centralized	1

Is a central business district	2
Good schools	0
Peaceful – not over developed	0
Website/tech infrastructure	0
Public works	1
Land conservation areas	3

11-22-14 Forum Table 4	
What I love about Windham	Votes
Scenic vistas along Route 202 rotary - Gray	2
Proximity to metropolis/greater outdoor	3
School campus at high school	0
Rural feel/character	3
Villages	0
Community spirit/involvement	0
Convenience of local retail and services	0
Library	0

11-22-14 Forum Table 5	
What I love about Windham	Votes
Historical preservation is working to save what is left	0
It's my hometown	1
Open space and wildlife	3
Low taxes, comparatively	1
Close proximity to Portland, etc.	1
Easy access to services and retail	1
Safe community	2
Excellent school system	0

11-22-14 Forum Table 6	
What I love about Windham	Votes
Services close	0
Controlled areas of growth	1
Sebago Lake	1
Rural environment but close to Portland	2
Sense of community	0
Small town feel of looking out for each other even as we grow bigger	1
History and preserving it	3
Affordable	0
Room for expansion	0
Potential educational opportunities with a large school system	2
Open spaces	2
My neighborhood	0

11-22-14 Forum Table 7	
What I love about Windham	Votes
Good school system	2
Location – urban/rural. Convenient!	2
Inclusive/down-to-earth	0
Middle-class	1
Recreational opportunities (parks and playgrounds)	1
Clean environment. Water/land good standards	2
Preserved areas (farms, rolling hills)	1
Employment opportunities	0
Traffic noncongested (except North Windham)	0
Trash recycling	0

11-22-14 Forum Table 8	
What I love about Windham	Votes
Access to recreation areas	0
Town employees	0
Rural aspect	0
Quality of schools	2
Generosity of citizens	0
Small town feel with access to retail shops, etc.	2
Values reinforcement of schools i.e. volunteering, etc.	1
Access to large communities i.e. Portland, Brunswick, etc.	0
Town Council that really cares about the community	0
Land and historic preservation	3
Town services – police, fire, volunteerism – best food pantry in the state	1

## Exercise #2 – What would you like to see improved or changed about Windham?

Each small group generated a list of things they would like to see improved or changed about Windham through a brainstorming exercise in which each participant first completed a worksheet to list their ideas followed by a group list making activity. After all the ideas were listed on a flip chart, each person was given 3 or 4 sticky dots and asked to place the dots on the items they thought are most important. The following tables are transcriptions of the flip charts from each small group showing all of the items identified and the number of “important votes” each item received.

11-13-14 Forum Table 1	
What would you like to see improved or changed about Windham?	Votes
Department Public Works communications	1
Traffic capacity	2
Less curb cuts on Route 302	2

Northbound Route 302 traffic	1
Add to Portland Metro Route	0
Town service hours	1
The ability to move from one commercial area to another without travel on 302	1
More green manufacturing	0
Pedestrian and bicyclists safety and accessibility	2
More meeting rooms - space	1
More playing fields	1
Police department needs more resources	3
Fund library so it can be open on Saturdays	1
Traffic connectivity	1
115/202 traffic pattern returned to original	1
Create opportunities for kids to walk to school	0
Protect wells and aquifers	2
Potential commercial development pushing in on residential areas	0
Vacant businesses and storefronts	3
Utilize resources we have in town (i.e. Vet Center)	0
Businesses work together symbiotically	0

<b>11-13-14 Forum Table 2</b>	
What would you like to see improved or changed about Windham?	Votes
Need either a municipal sewer system or protect wetlands	0
Community center	1
Preservation open space, farmland, and wooded areas	1
Lack of plan or planning to protect and/or create open space	2
Make improvement of the educational system more important	1
Promote more educational activities than sports, maintain low student teacher ratio, and more small schools than consolidated schools	1

More rental housing	0
Need commercial design standards	0
Extreme lack of ball fields	1
Town dump/improve curbside for bulky items	1
Safe walk/bikeways – paved shoulders	1
Improvement and repair of municipal facilities – Public Works	1
More senior or adult-only neighborhoods	1
Council process – two year turnover is bad – not enough time	0
Increase minimum size of residential lots	0
Improved fiscal responsibility	0
Westbrook/Windham 302 cleanup/ nicer development	1
Improve North Windham commercial district – fill empty stores, nicer restaurants and stores	1

11-13-14 Forum Table 3	
What would you like to see improved or changed about Windham?	Votes
More proactive government	1
Improved bike/ped community	2
More openness, communication economic and infrastructure development	0
Fire protection program, educational	0
Building infrastructure for business district	6
More localness – largely chain or big box	1
Community center (teen, senior, food . . . )	6
Commitment to community amenities	0
Solution to private road problem (maintenance done by individuals but still pay same taxes)	1
More active outdoor facilities (baseball, basketball, other courts)	4
More combustibility – places for people to meet	1
Headstart program	2

Community Services keeping up with needs and expectations	0
More personality and flavor of the town – too bland	0
Congestion on 302 in summertime	4

<b>11-13-14 Forum Table 4</b>	
What would you like to see improved or changed about Windham?	Votes
Be more business friendly	1
Water and sewer improvements	4
More efficient spending on schools and other buildings	1
More job opportunities for citizens	0
More elderly housing	3
Expansion of commercial space (books, men's clothes)	0
Hold down taxes (taxes increase faster than value)	1
Replace aging schools	1
Road bypass of North Windham for non-commercial travel	1
Community center (elderly, children, events)	4
Add large manufacturer to add jobs and benefits (expand tax base)	1
Provide more fire and rescue services	3
Increase field space and outdoor access (bikes)	1
Transfer station	3
Fill empty space in North Windham before building new	0
Better road maintenance	0
Better transportation for seniors	0
Outlaw fireworks	0

<b>11-13-14 Forum Table 5</b>	
What would you like to see improved or changed about Windham?	Votes
Route 302 change – no trees, no buffers, too much traffic	0

Better bike lanes and sidewalks -	1
Expand the Mountain Division Trail – in to Westbrook and in to mountains	
Mange seasonal influx of tourism - traffic	1
Plowing, sanding major roads	1
Bad lighting – lose stars at night	1
Green standards of development – energy efficiency - nature	2
Bigger, better playgrounds – more please	1
Lack of water related amenities, life	1
Community center – Where?	2
Protect environment and public awareness and education about pesticides	1
Improve and expand library	1
Fear of bedroom community identity	0
2003 Comp Plan Implementation – Task Force was disbanded. Why?	0
Promote alternative energy	1
Technology growing pains – cable and internet hookup on all roads	1
Public lake access	0

<b>11-13-14 Forum Table 6</b>	
What would you like to see improved or changed about Windham?	Votes
Better city wide notices of closings in accurate terms – i.e. Little Sebago boat landing	1
Slow the growth (business) down in North Windham	3
Protect agricultural areas and open space	4
Improve middle school building	1
Improve traffic flow in North Windham	1
Expand library services – audio books – enlarge building	2
Find ways to fill up empty store buildings in North Windham i.e. – mixed use	2

More athletic fields	0
Too fiscally conservative at times	1
Townscapes blended with open space and historical features	3
Slow housing growth/new developments – less emphasis on development	1
Better planning accommodations to preserve our historical and cultural institutions/buildings i.e. – different ordinances to support this	1
Save the covered bridge	1
A senior center	1
More affordable senior housing	1

<b>11-13-14 Forum Table 7</b>	
What would you like to see improved or changed about Windham?	Votes
More community interest and participation	0
Sports facilities – indoor and outdoor	2
Town focal point – i.e. Riverbank Park	2
Infrastructure	3
Build bypass	0
Public transportation	0
Fewer business vacancies	0
Increase variety of businesses	4
Increase public and government support for small businesses	0
Monitor growth and type of growth	0
Grow industrial/manufacturing	0
Support for families below the poverty line	2

<b>11-22-14 Forum Table 1</b>	
What would you like to see improved or changed about Windham?	Votes
Commuter/public transportation	0

Recreational opportunities for senior citizens	1
Upgrade/improve water/sewer etc.	2
Route 302 – traffic flow - look	2
Job growth	1
River Road - traffic	0
Making town services more user friendly/efficient especially code enforcement	1
Recreation for kids	4
Utilities in North Windham underground - looks	0
School overcrowding	0
Turnpike access	0
Streetscaping (landscaping)	0
North Windham – pedestrian friendly	1

<b>11-22-14 Forum Table 2</b>	
What would you like to see improved or changed about Windham?	Votes
Invest in infrastructure – roads – lateral access roads	2
Cultural piece that would draw people to Windham	1
A well planned conversion of South Village and River area into a tourist mecca	1
We need a community center (building)	3
Develop more active recreational fields	1
More diverse businesses in town	1
More community wide support of business development	2
Our municipal buildings need serious upgrade or improvement	1
We need to borrow for things we need	1
Filling gaps in services you can't get here	0
More clustered residential development to maximize return of tax dollars	1
Services or personnel (municipal) has not kept pace with demands of the town	0

Sewer treatment solutions for North Windham	0
Public access to Sebago for residents and visitors	0
More manufacturing jobs	1
Need transfer site or dump	0
More 2 family homes	0
We need to improve our look	1

<b>11-22-14 Forum Table 3</b>	
What would you like to see improved or changed about Windham?	Votes
Library	0
Infrastructure – roads – River Road	4
Elderly housing	2
Sewer and water	1
Hospital	0
Get rid of Mill – Keddy Mill	2
Public Works facilities	1
Program/center for agricultural education	1
Improve urban sprawl with smart growth	1
More small bits(?) in growth areas - ????	1
Town center area need improvement	2
More pedestrian access – encourage walking	0
Turnpike access	1
Arts and music center	0

<b>11-22-14 Forum Table 4</b>	
What would you like to see improved or changed about Windham?	Votes
Main Street look and feel – underground utilities/vegetation	1
Protect history – designate historic areas	3

Enhance cluster housing and villages	2
Designated/hidden industrial zones	1
Protect and enhance scenic areas – enforce comprehensive plan	0
Create more parks and rec. opportunities and areas – i.e. Windham Hill – access to water	0
Access to public water supply Build a sewer system	1
Book store	0
Update town infrastructure	0
Severely curb housing development	1
Clean up junkyards and have a transfer station	0
Enhance town gateway on 302/Westbrook line	0

<b>11-22-14 Forum Table 5</b>	
What would you like to see improved or changed about Windham?	Votes
Traffic flow on Route 302 needs severe change <ul style="list-style-type: none"> <li>• Merging at River and 302</li> <li>• Light at Pope Road</li> <li>• Widening at stores</li> <li>• Remove barriers between stores so you don't have to use 302</li> </ul>	1
Improvement in natural gas infrastructure – all energy and reliability of power – concern is the power outages	2
Increased opportunities for teens (Outside of school) – YMCA pools –rec center	1
Limit growth to preserve open space	1
Telecommunications infrastructure – to improve for business!	0
Improve quality for non-sports programs (in school) – Elementary and Middle Schools	2
Affordable housing , multifamily residential – apartments or condos – elderly, singles, divorced, widowed	2
Limiting the town budget	0
Attracting a diverse set of businesses. A good business climate	0

11-22-14 Forum Table 6	
What would you like to see improved or changed about Windham?	Votes
North Windham Commercial Area <ul style="list-style-type: none"> <li>• Does not support community feel</li> <li>• Strip malls</li> <li>• History not preserved</li> <li>• Sprawling</li> <li>• Can't walk</li> <li>• Traffic congestion</li> <li>• No walkways</li> <li>• No uniformity</li> <li>• No trees</li> </ul>	3
Better job preserving history	2
Lack of good <u>quality</u> restaurants and <u>quality</u> nightlife	2
Better job of attracting clean industry	1
School system that rivals the quality of Cumberland and Falmouth	1
Better job of controlling growth	3

11-22-14 Forum Table 7	
What would you like to see improved or changed about Windham?	Votes
Sidewalks (schools, commercial)	1
Road North Windham – tree lined – appealing – pedestrian friendly – safer – too much traffic	2
North Windham park/gazebo	0
Too many empty neglected buildings	0
Improve town infrastructure (buildings and streets)	2
Preserving historical buildings and sites	1
Too much litter	0
Buying key pieces of land now	0
South Windham Village (revitalize)	2
More public transportation	1

Create community events (outdoor/indoor concerts)	0
Windham historical – village green	0
Support/not hassle	0

<b>11-22-14 Forum Table 8</b>	
What would you like to see improved or changed about Windham?	Votes
Traffic flow in commercial districts	0
Teenage activities and facilities	0
Additional money for park and recreational spaces	2
Commercial design standards like Freeport	2
Streamline development process	1
Sidewalks around schools especially	0
Proactive road repairs	0
Concentrate on small local businesses rather than big chain type businesses	0
Municipal building improvements	1
Community center is needed	2
South Windham Village left out of the loop	0
Waste water/sewer system	1

Agenda  
Community Vision Forum  
Thursday, November 13, 2014 starting at 6:00 PM  
Manchester School

1. Welcome and Introductions
2. Overview of the Comprehensive Plan and a Community Vision
3. Purpose and Overview of the Forum
4. Windham – How have we been growing and changing
5. Small Group Exercise #1 – What do you like about Windham?
6. Small Group Exercise #2 – What would you like to see improved or changed about Windham?

\* \* \* \* \* BREAK (Work on Post-It Boards) \* \* \* \* \*

7. Small Group Exercise #3 – The Windham Cake
8. Summary of Small Group Exercises 1 and 2
9. Small Group Exercise #4 – Critique of the Vision from the 2003 Comprehensive Plan
10. Wrap Up and Next Steps

**Appendix D – Report of Community Survey Results**



## COMPREHENSIVE PLAN PUBLIC INPUT FOCUS GROUPS

### SUMMARY FINDINGS

Prepared for:

Town of Windham Planning Department

Submitted:

October 1, 2014

#### **BACKGROUND & PURPOSE**

The Town of Windham is beginning the process of updating its Comprehensive Plan. In an effort to assure that the Plan ultimately reflects the values and expectations of Windham residents, the Town is incorporating opportunities for public input throughout the process.

A significant component of this process of gathering input is a detailed survey of Windham residents, planned for October and November of 2014. The survey will be developed to collect the thoughts, ideas, and opinions of Windham residents concerning a variety of issues of importance to the development of the Comprehensive Plan. The Town has contracted with Critical Insights of Portland, ME to assist with the design and administration of the survey.

To provide formative input to aid in the development of the survey, the Town commissioned two focus groups to be conducted with Windham residents. Held on September 17, 2014, this document summarizes resident input offered in the groups.

## METHOD & APPROACH

In addition to the forthcoming survey, the Town also contracted with Critical Insights to complete all functions related to the execution of the focus groups. These activities included participant recruitment, development of a line of questioning for the groups, and all requirements related to the hosting and facilitation of the sessions.

With the aim of gathering input from an appropriate cross section of Windham residents, Critical Insights established demographic targets with respect to both age and gender for use in recruitment. The institution of these targets allowed the groups to be populated in a manner which accurately reflected the make-up of the Town's resident base (as determined by 2010 U.S. Census data).

The demographic targets were included in a document used as a contact script and recruitment eligibility screener. In addition to meeting the demographic distributions noted in this screening document, eligible candidate residents were also required to:

- Be registered to vote in the Town of Windham;
- Have lived in the Town for at least two years;
- Not be employed in an industry generally viewed as excluded from market research activities, such as media or marketing research itself;
- Not have participated in a focus group in the past year; and
- Not be (or have a member of the household be) an elected or appointed official or an employee of the Town of Windham.

Further, to assure that participants contacted to take part in the sessions would have a greater likelihood to offer reasonable levels of input and response to the likely line of questioning, candidates were required to claim that they pay at least some attention to things going on at the community level in Windham and also that they discuss these matters with their friends and neighbors in the Town with some regularity.

A total of 10 candidate participants were recruited for each of two sessions (20 in total). To accurately reflect the aforementioned demographic mix, recruitment quotas were established for an equal split between men and women recruited for each session. In terms of age, sessions were segmented by self-reported age, with one group held with residents age 18 to 44 and the second group with those age 45 or older. Within each age group, recruitment was keyed to specific age bands (in the younger group, four respondents were age 18 to 29 and six were between age 30 and 44; in the older group, eight were between age 45 and 64 and two were age 65 or older). All targets were established based on U.S. Census figures.



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Additionally, for the younger session in particular, at least some participants were required to have school-age children living at home.

Residents were contacted at random by Critical Insights using geographically-targeted lists of both landline and mobile telephone numbers connected to the Town of Windham.

In total, 17 participants (from the 20 recruited) attended the sessions. All attendees received financial compensation for their time.

Over the course of the sessions, which lasted roughly 90 minutes each and were facilitated by senior staff at Critical Insights, residents responded to a variety of questions about life in Windham. The line of questioning was developed by Critical Insights, with opportunity for input from Town staff.

More specifically, residents were queried about the quality of life in Windham, perceptions of positive or negative momentum in the Town, best and worst things about life in Windham, where they see the Town headed in the future, and other broad areas of inquiry. Participants also discussed issues of residential and commercial growth and development, open space loss and potential preservation, recreational opportunities, transportation and roadways, economic development, and taxation.

## **A NOTE ON QUALITATIVE RESEARCH**

It is necessary to note that in considering these results, readers should be aware that this summary is based solely on qualitative observations that are only directional in nature. The findings should not be viewed as quantitative, but rather, are intended only to aid in the development of the upcoming survey instrument and to provide the Town with an initial snapshot of residents' mindset on key issues heading into the Comprehensive Plan development process.



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## HIGHLIGHTS FROM THE RESEARCH

Summarized below are principal observations in the key areas of questioning covered in the focus groups.

### Broad Views on Life in Windham

- Overall, residents appear pleased with life in Windham, with most assigning a “quality of life” score of at least 8 (on a scale of 0 to 10).

Directionally, older residents (those age 45 or older) seem more pleased than do younger residents.

Residents most commonly praised Windham’s small town feel and rural character, its schools, feelings of safety in the Town, and its people and sense of community.

- When asked to reflect on whether Windham had gotten better, worse, or stayed about the same as a place to live over the time they’d lived in the Town, most residents believe that things have remained about the same, often despite what many acknowledged was rapid population growth.

Residents who felt things have improved typically cited benefits that have arisen from the growth of the community, such as more services, increasing retail options, and enhanced school programs that are seen as being driven by an increased student population. Others observed that amidst growth the Town has also tried to address open space, land conservation and access, and recreation opportunities.

Those who believed things have declined in Windham most commonly pointed to issues surrounding the North Windham business corridor, with criticisms focused on a perceived exodus of business, empty storefronts, and continuing traffic concerns. With respect to traffic, observations were made to what is seen as poor and haphazard development in the commercial zone and a general lack of standards.

Others expressed concerns about school capacity, road maintenance, and access to municipal services (i.e. Town Hall hours).



- Given reasonable levels of satisfaction with quality of life in Windham, it was not surprising to learn that – even if given the option to leave – most residents would remain in Windham, largely for the same reasons identified as the principal reasons for being satisfied living in the Town: its small/rural feel, safety, and its schools.

While all younger residents claimed they would stay in Windham (again, largely due to the schools and their family’s level of comfort in the community), a few older residents did note that they would leave, principally due to increasing property taxes and similar increases in the cost of housing in the Town.

- When asked to identify the single best aspect of living in Windham, younger residents overwhelmingly cited Windham’s “location,” while older residents most commonly mentioned attributes centered around Windham’s rural character.

With respect to location, residents see the community’s location between Portland and the lakes and mountains region of Maine as a significant benefit. The proximity to Portland offers perceived easy access to work, as well as culture, restaurants, other amenities; meanwhile, the Town’s location northwest of Portland offers access to lakes, mountains, hiking and biking locations, and natural beauty. Within the Town itself, most – if not all – necessities of daily living are seen as being available within Windham proper.

As a small, rural town, Windham is also seen by many residents as providing a small town feel, significant open space and undeveloped land, and a sense of quiet and privacy – all within minutes of shopping and a half-hour from Portland.

### The Future of Windham

- Residents were asked to reflect on the future of the community and consider both the one aspect of Windham they wished would be different in the future and also the one thing about the Town they would want to stay the same and not change.

Residents’ perspectives on the aspects of Windham they would like to see stay the same varied considerably by demographic group.

Younger residents expressed a desire to see the population remain steady and to limit future residential development, largely due to the perceived negative impact of growth on local schools. In a similar vein, many of these same residents advocated to keep any future commercial development isolated and focused on the North Windham corridor.



Conversely, older residents took a different tack in commenting on their similar desire to maintain a status quo in terms of population growth, with observations focused largely on curbing development with hopes of retaining Windham’s rural character, small town feel, open space/undeveloped fields and woods, and sense of community. In related commentary, these residents noted that in addition to preserving the Town’s rural character, limiting development and growth (both residential and commercial) would have a favorable impact on protection of Windham’s groundwater aquifer and overall water quality.

- In considering what they wished would change in the future, comments were frequently focused on desired improvements to the Route 302 commercial district in North Windham, with residents expressing a desire for a “rehab” of the area to improve aesthetics and reduce the “strip mall” feel, a significant re-engineering of traffic flow through North Windham (including potential bypass options), and a clear plan and path forward for any future development to avoid what was characterized by some as being a “shoddy” and “haphazard” approach in the past.

In discussing future development, residents specifically wished for less focus on retail growth and a greater emphasis on bringing different types of commercial development and employers to Windham, with an expressed desire for greater employment options beyond retail (e.g. office, medical, light manufacturing, etc.).

While such comments did not emerge among older residents, younger residents also expressed a desire for changes and investments in long-term infrastructure, including building schools to address overcrowding issues, improving roads and adding bike lanes, adding pedestrian walkways, and developing a community center for both resident gatherings and for recreation (e.g. pool, indoor recreation, etc.).



- When asked to consider the key issues that will be facing the Town in the coming years, comments were remarkably consistent, with residents' feelings largely centered around development and the broader implications of that development.

The discussion of these issues was lengthy and covered numerous perceived consequences of increasing development including:

- The impact of unchecked residential growth on schools, including continued overcrowding and the need for investment in new and expanded facilities.
  - Beyond school buildings, the need for other infrastructure investments made necessary by increased growth, including a sewer system or other means to protect the community's groundwater resources, significant road improvements and ongoing maintenance, and additional public safety requirements.
  - A marked decrease in the amount of valuable open space, fields, and forested land due to continued growth and a perceived degradation of the Town's "small town feel."
- In a general sense, residents concurred that Windham's population is skyrocketing and few saw that trend changing in the future. Indeed, most seemed to be aware of the recent feature article in the press about the building boom in the Town.

However, most believed that the community is simply growing, with no real plan in place to deal with that growth and its implications. Indeed, several residents commented that while the Town has been focused on building up the tax base through development, there seems to have been little attention paid to the consequences of this growth and the impact on Town services. Some believe that the Town needs to step back and consider the needs of Windham's residents and how a continued focus on increasing development will impact their lives.



## Future Priorities

- Following discussions of issues such as overcrowded schools, roads in need of repair, reworking of the North Windham business corridor, and protecting the community's water resources, residents were confronted with the reality that municipal needs require funding, largely in the form of property tax revenues. As such, residents were asked to consider additional expenditures they would be willing to fund with additional tax dollars.

Again, feedback did differ substantially according to age-based demographics and, to some extent, gender.

Younger residents, particularly women, expressed a willingness to fund school-related spending, with a particular emphasis on any building initiatives. Most justified increased spending by noting that it is of benefit to the larger community to assure a strong school system.

Consistent with other remarks about outstanding needs, younger residents also expressed a willingness to allocate additional spending/taxes to road maintenance and improvements, infrastructure initiatives (including sewer line and other efforts to protect groundwater), and economic development efforts with the aim of creating viable, non-retail employment opportunities in Windham.

In terms of additional taxation, older residents were less focused on school improvements, but seemed more than willing to fund expenditures that would be of benefit to a broader cross-section of the community, such as a community center. Discussion of a potential community center gave rise to ancillary comments on additional amenities, such as swimming pools, ice rinks, and meeting space.



## Implications for Upcoming Quantitative Survey

- Not only did the discussion groups provide insights and learning as a stand-alone component of the research plan for the Town, residents' observations from the groups provided important input for the development of the forthcoming community-wide survey.
- More specifically, the groups provided valuable observations on potential question areas for the survey and upcoming community meetings, including:
  - Views on growth, community sustainability, and perceived balance between population growth and preservation of rural character and resources;
  - Similarly, thoughts on consequences and implications of growth (or rural preservation);
  - Perspectives on infrastructure improvements, including school facilities, roadways, community facilities, and wastewater systems; and
  - Outlook on a path forward for economic development in the Town, including priority industries and perceived modifications necessary for the Route 302 business corridor.



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# ***Comprehensive Plan Resident Survey***

## **Summary of Findings**

**Prepared for:**

**Town of Windham, Maine**

**December 2014**

Full Service Market Research and Public Opinion Polling

172 Commercial Street, 2<sup>nd</sup> Floor ♦ Portland, Maine 04101

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# Introduction

# ***Study Background & Methodology***

# Project Background Overview

- As required by Maine’s Growth Management Act, the Town of Windham has initiated a process of updating its Comprehensive Plan.
- A component piece of this process was the establishment of various means through which Windham residents and businesses could provide input on matters related to the development of the updated Plan.
  - Providing such opportunities affords both residents and those with a business interest in the Town the opportunity to participate in the Comprehensive Plan process, provide input on how they see the Town at present, and ultimately help define and shape what type of community they would like Windham to be going forward.
- Along with two exploratory, formative focus groups convened in late September and two community forums held in November, a town-wide survey of residents and business/commercial property owners was conducted, with the aim of gathering resident input to help inform the upcoming Comprehensive Plan update process.
  - Administrative detail for these surveys appears on the following pages.

# Overview of Method and Approach

## Process

- As noted earlier, on September 17<sup>th</sup>, two formative discussion groups (facilitated by Critical Insights personnel) were held with a demographically-appropriate cross-section of Windham residents with the aim of gathering input to aid in the development of the Comprehensive Plan survey.
  - Results of these groups were provided under separate cover on September 22<sup>nd</sup>.
- Subsequently, a questionnaire covering a variety of topic areas of relevance to the development of the Comprehensive Plan was crafted collaboratively by Critical Insights and leadership from the Town of Windham.
  - The survey addressed quality of life issues in Windham, and also included items focused on residents' perspectives on favorable and unfavorable aspects of living in the community, an assessment of Town services, perceived priorities for the future of the Town, and other issues.
  - A resident survey, as well as a similar survey appropriate for businesses and commercial property owners in the Town, were each created.
  - The questionnaires were then programmed for deployment and administration, both online and via telephone.

# Overview of Method and Approach

## Process (continued)

- In mid-October, an informational mailing and survey invitation was sent to residents and businesses/commercial property owners in the Town.
  - The mailing discussed the purpose of the Comprehensive Plan survey and provided recipients different ways of taking part in the research, either through a self-administered online survey tool or by telephone, with interview administration available by calling-in to Critical Insights’ dedicated survey line.
- Mailings were sent to 6,620 year-round residential addresses (based on information derived from a mailing/contact list purchased from Marketing Systems Group), 236 seasonal property owners (based on properties classified in building code records by the Town’s assessing department as “seasonal”), and 529 local businesses/commercial entities (again, based on information sourced from Town assessing records).
  - The business/commercial records that were mailed an invitation reflect only local- and regionally-based businesses and properties; “lease accounts” and businesses headquartered out-of-state or outside of southern Maine were not included in the mailing, due to the likelihood of very limited levels of participation.

# Overview of Method and Approach

## Process (continued)

- In early November, reminder postcards were sent to all residential and business records that received an initial survey invitation in October, but had not yet responded.
  - This mailing again discussed the purpose of the Comprehensive Plan survey and the different means available for taking part in the research, either online or via phone.
  - Recipients were asked to complete their survey online or call-in to Critical Insights to take the survey by the Thanksgiving holiday.
- Overall, data collection was active from October 23<sup>rd</sup> through December 1<sup>st</sup>.

# Overview of Method and Approach

## Sample Overview

- Overall, a total of 1,024 residential households and 42 businesses (1,066 total) responded to the mailed invitation and took part in the Comprehensive Plan survey process.
  - Of the 1,024 responding residents, 973 can be considered year-round residents and 51 can be viewed as seasonal (with both classifications based on the respective sample sources).
    - The response rate from year-round residents of the Town, based on the volume of outbound invitations, was 15%.
    - Using similar calculations, the response rate from seasonal residents was 22%.
  - With 42 responses from 529 mailed invitations (an 8% rate of cooperation), data from business/commercial entities in the Town should be considered directional only.
    - Data provided by this sampling of businesses has been summarized in a separate volume of statistical tabulations and issued under separate cover; data from business/commercial entities does not appear in this document.

# Overview of Method and Approach

## Sample Overview (continued)

- Of the 1,066 surveys submitted, the vast majority (978, or 92%) took part in the self-administered online survey.
  - 936 residents and all 42 participating businesses/commercial entities took the survey online.
  - Another 71 participants (all residents) called-in to the dedicated survey line at Critical Insights and took part in the survey over the telephone, with the questionnaire being administered by a trained interviewer in the company's call center.
  - Finally, during the last several weeks of data collection, Critical Insights' interviewing staff periodically made outbound calls to a randomized cross-section of those residential households who had not yet responded to either the initial mailing or the follow-up reminder postcard mailing.
    - Just 17 residents reached in this manner took part in a telephone survey as a result of this contact (it should be noted, however, that some candidate respondents told the interviewer that while they were not interested in taking part in a telephone interview at the time of the call, they would complete the survey online at a more convenient time).
    - No outreach was made to seasonal residents, businesses, or to commercial property owners, as the process for matching mailing addresses with available telephone numbers was undertaken only for year-round residential records.

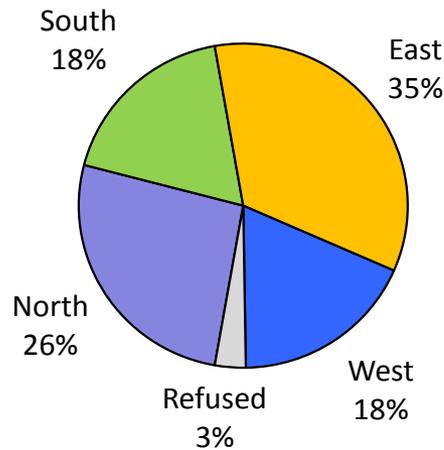
# ***Survey Respondent Profile***

# Survey Respondent Profile & Sample Reporting Approach

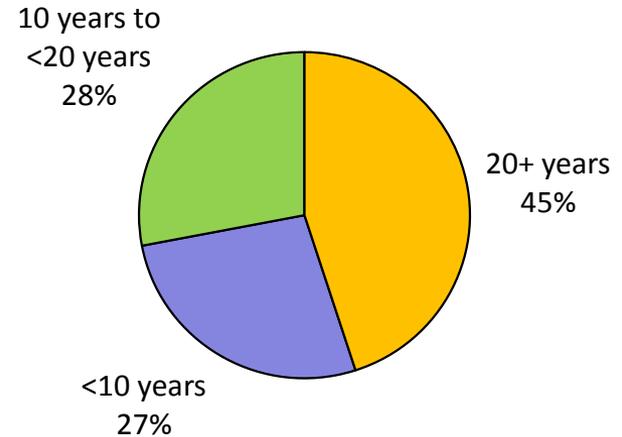
- Upon the completion of data collection on December 1<sup>st</sup>, the overall make-up of respondents to the survey was examined according to both gender and age.
- The purpose of this initial examination was to consider how the distribution of survey respondents (across both gender and age) compared to the actual makeup of Windham's population (based on recent U.S. Census estimates).
  - The makeup of the respondent base for the study sample was a bit heavy on residents age 45 and older and correspondingly lighter on younger residents.
  - As a result, Critical Insights conducted an exploratory statistical weighting exercise to bring the study sample into proper demographic alignment with the actual population in the Town to determine if such sample balancing efforts had an appreciable effect on study results.
  - Comparative analysis indicated that results on all key measures did not differ at any appreciable level when statistically weighted results were compared to unweighted results.
  - As a result, unweighted data was used in the reporting and analysis of results in this document.

# Geographic Area of Residence, Tenure, & Status

*Region of Residence*



*For how long have you lived in Windham?*

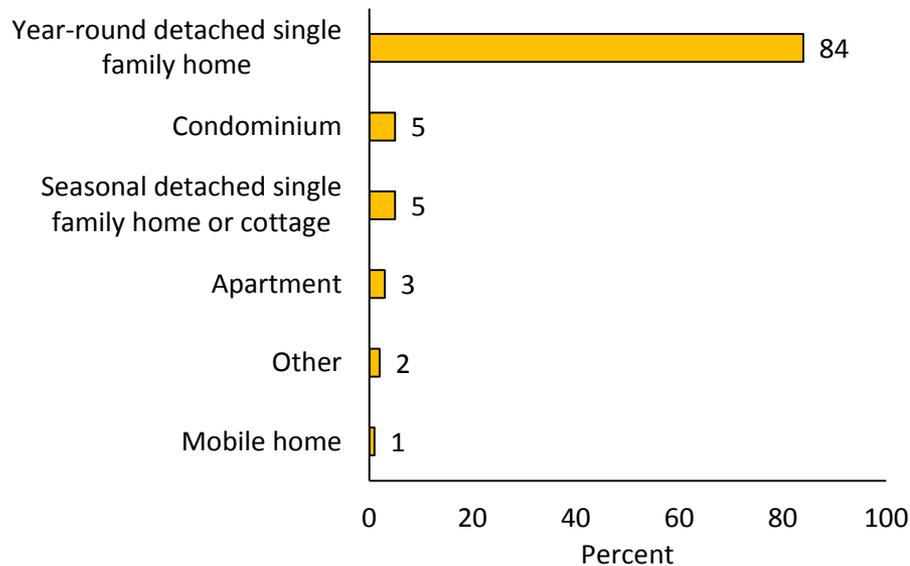


The study sample reflects a strong mix of residents from different parts of Windham (with classification definitions based on geographic criteria provided by the Town's planning office) and residents with differing tenures living in the Town.

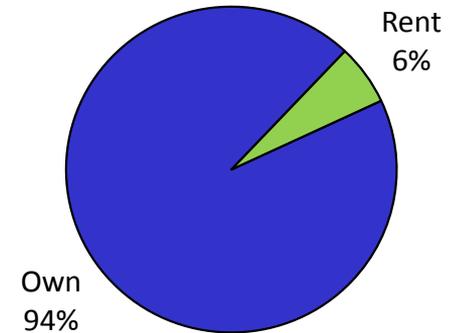
Each was used as a unit of analysis in this report, with relevant statistical differences noted in the charts or in the accompanying narrative.

# Type of Home and Lot Size

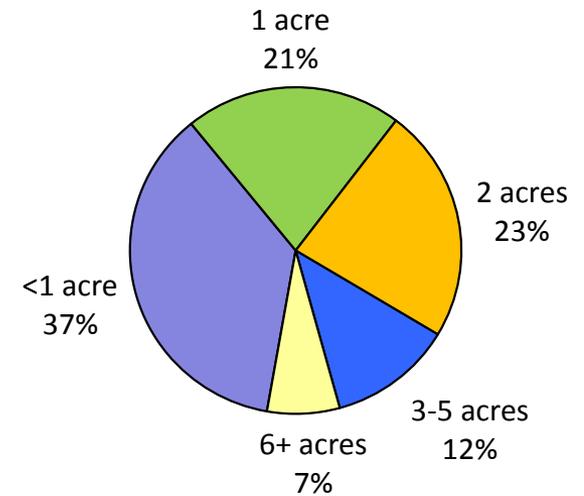
*Which of the following best describes your home?*



*Do you own or rent your home?*



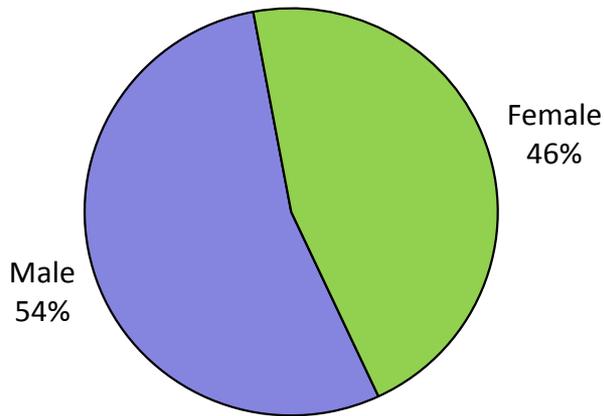
*On how many acres is your home located? \**



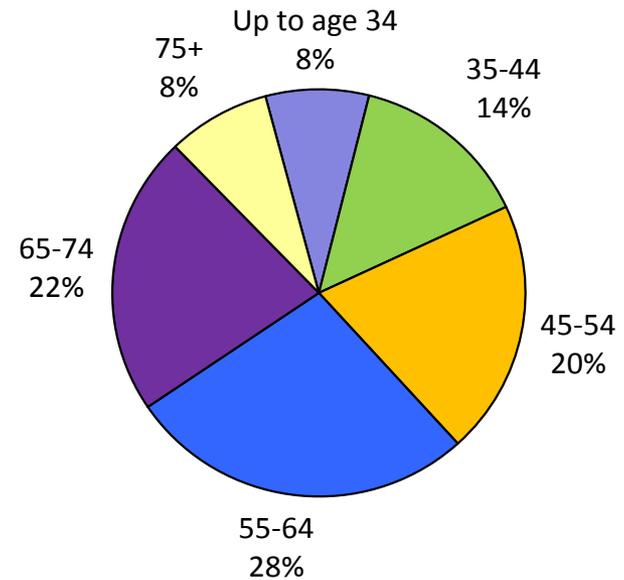
\* Asked of homeowners only.

# Gender and Age

*What is your gender?*

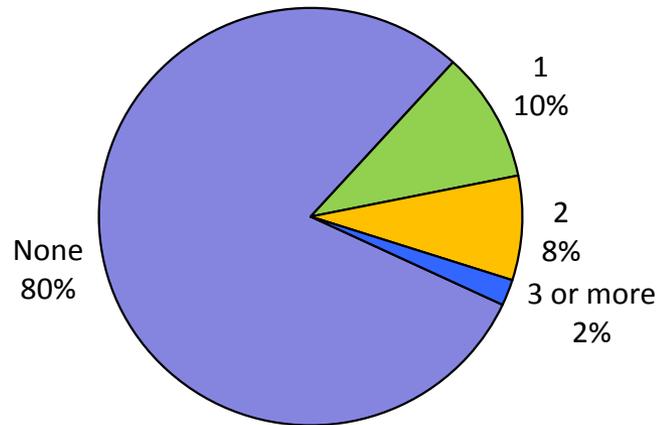


*What is your age?*



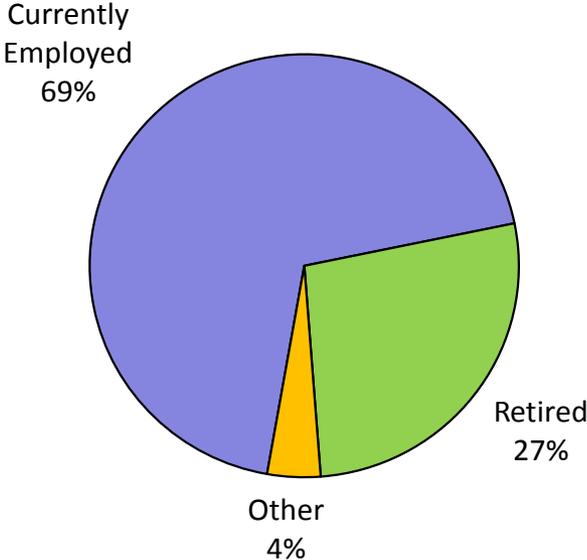
# Presence of Children

*How many children age 18 or younger live with you and attend Windham schools?*

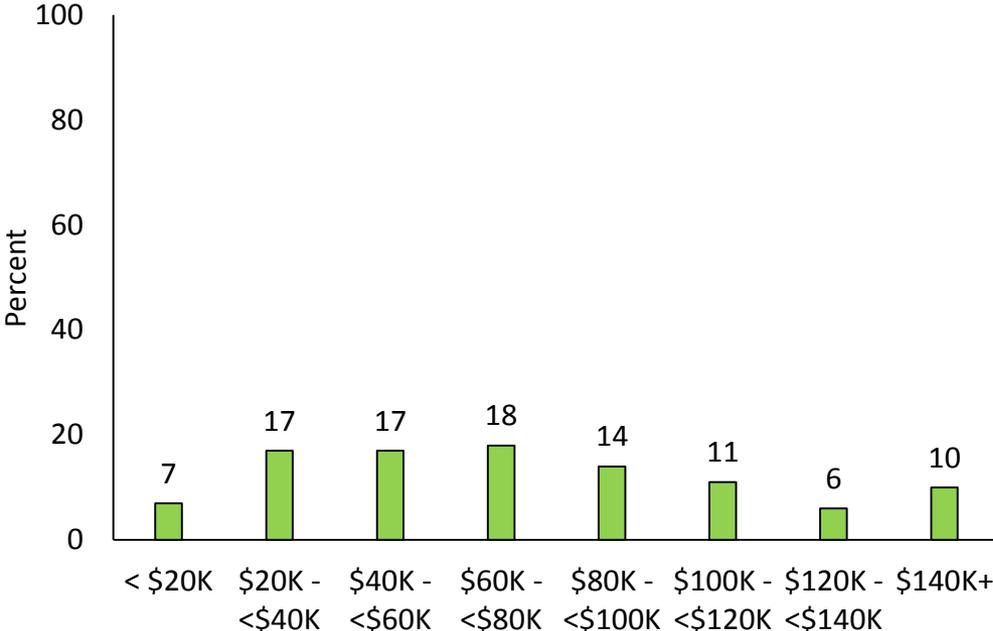


# Employment Status and Annual Income

**Are you currently employed?  
[IF 'No'] Are you retired?**

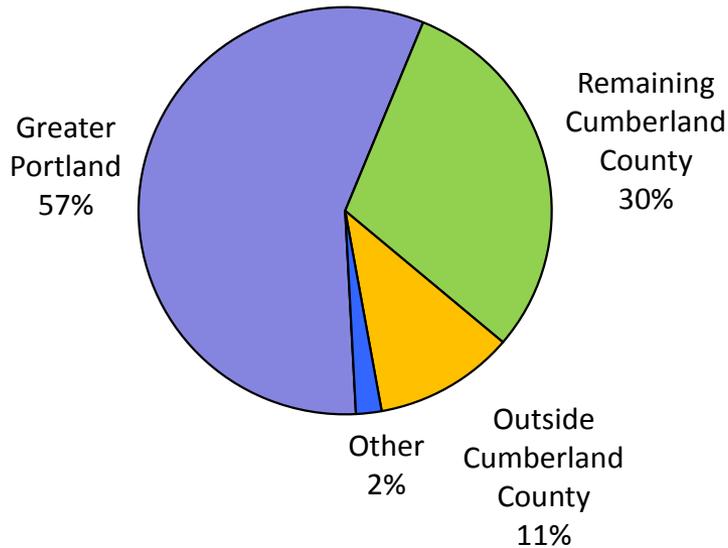


**Which of the following best matches your total annual household income?**



# Commuting Status

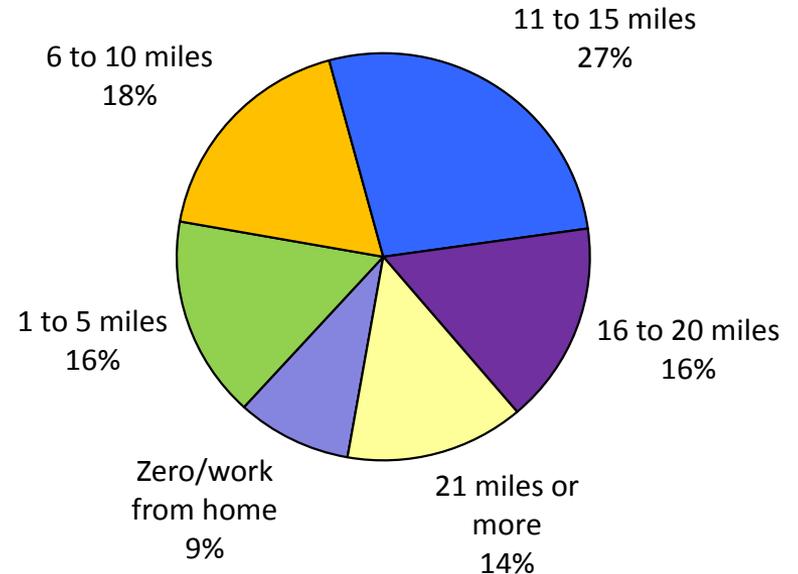
*In what city or town do you work? \**



Greater Portland: Cape Elizabeth, Cumberland, Falmouth, Portland, Scarborough, South Portland, Westbrook, Yarmouth

Remaining Cumberland County: Baldwin, Bridgton, Brunswick, Casco, Freeport, Gorham, Harpswell, Harrison, Naples, New Gloucester, North Yarmouth, Pownal, Raymond, Sebago, Standish, Windham

*How many miles do you travel to work, one-way? \**



\* Asked of employed residents only.

# **Research Findings**

# Analysis Overview

- The following pages present and discuss the full survey findings (based on total sample), as well as results examined according to a variety of demographic and classification variables included in the study, such as:
  - Perspective dimensions, including perceived quality of life in Windham;
  - Classification dimensions, including gender, age, and socio-economic measures (employment status and income); and
  - Residency dimensions, including tenure of residency in Windham (under 10 years, from 10 to just under 20 years, and 20 or more years), type of residence (own vs. rent), and area of residence in the Town (North, South, East or West).
- Where appropriate, comments and observations are made discussing any statistically significant and relevant differences in the study data according to the above dimensions.
- Results of an attitudinal segmentation analysis were also used as an analytic tool to provide Comprehensive Plan project leaders a deeper sense of residents' mindset concerning matters of relevance to the development of the Plan, such as their development philosophy and feelings on open space preservation.
  - See pages 64 to 89 for results and highlights of this analysis.
- Summary analytical tabulations for both the Resident and Business/Commercial samples are provided under separate cover.

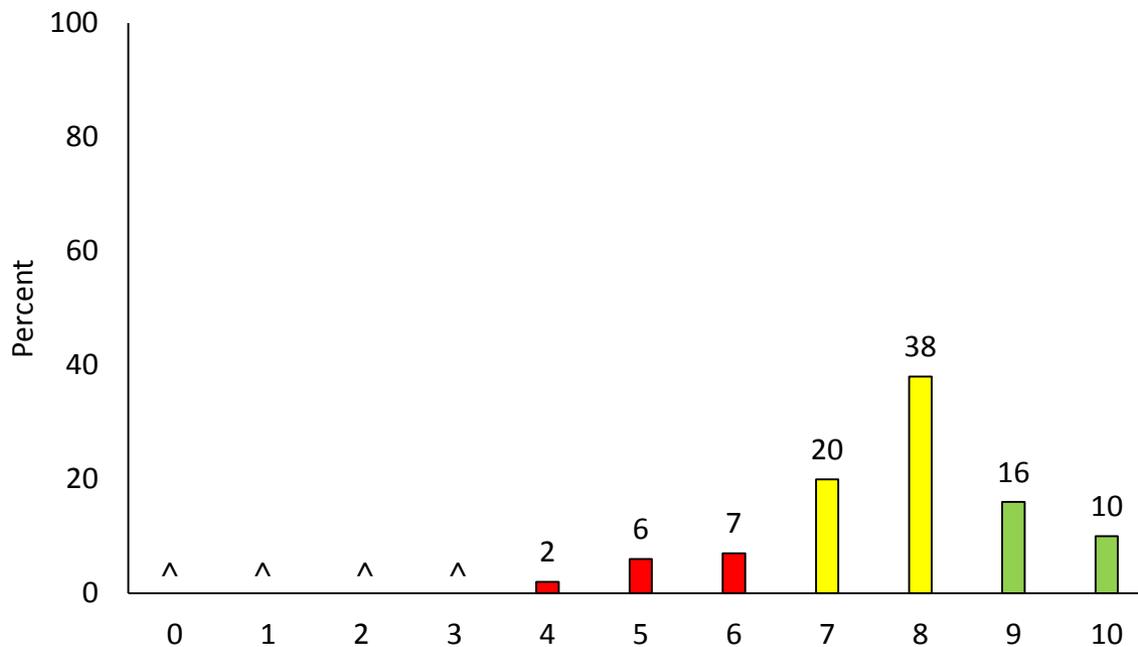
# ***Assessing Life in Windham***

# Assessing Life in Windham

- The survey asked residents a number of items designed to provide a comprehensive overview of how residents of Windham view life in the Town.
- Questions ranged from a broad assessment of quality of life in Windham to more specific items regarding:
  - Residents' image of the Town;
  - Perceived changes in the Town over the time residents have lived in Windham;
  - Views on the most significant advantages and disadvantages to living in Windham; and
  - An assessment of various facilities and services in the Town.

# In a broad measure of resident perspective, residents are largely positive about the quality of life in Windham, with a majority of scores registering at either 7 or 8.

*On a scale of 0 to 10, where 0 is the worst possible score and 10 is the best, how would you personally rate your present quality of life in Windham?*

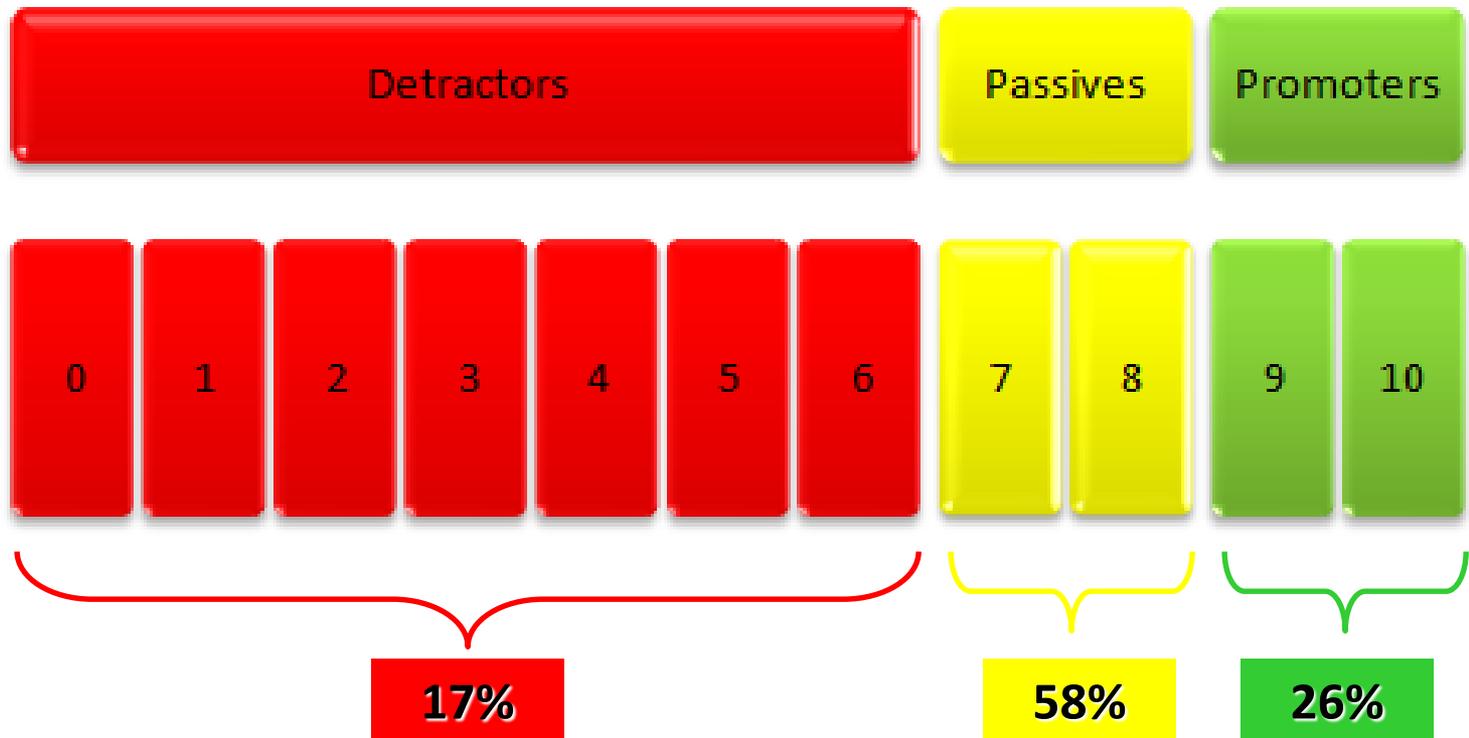


Ideally, one would like a majority of scores being either a 9 or a 10, which would be an overwhelming endorsement of the quality of life available in Windham.

While scores below 7 are generally viewed in the world of service delivery as essentially negative, it is still relevant to note that very few residents' scores are below 5 (an indication of overt anger and dissatisfaction).

^ Denotes < 1%.

Applying the concept of a Net Promoter Score<sup>®</sup> to quality of life in Windham, the vast majority of residents are positive, but are only “passive” in this regard, with a resulting NPS<sup>®</sup> of only +8.



# Demographically, women and older residents tend to be the biggest proponents of the quality of life in Windham.

	Women	Men	Age 25-44	Age 45-54	Age 55-64	Age 65+
Promoters	30%	23%	19%	21%	24%	35%
Passives	54%	61%	67%	62%	56%	50%
Detractors	16%	17%	13%	17%	20%	15%

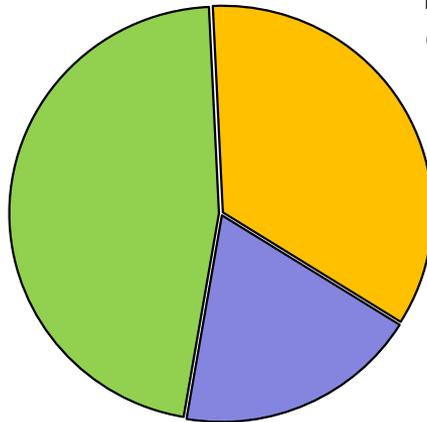
Note: Yellow highlighting denotes statistically significant differences.

# Residents do not have a particularly consistent image or perspective in defining Windham.

*Which one of the following best matches how you see the Town of Windham?*

As income grows, so too does the perspective that Windham is simply a bedroom community for Portland, as wealthier residents are significantly more likely to view the Town in this way.

Suburban bedroom community to Portland  
46%



Regional service center for Lakes Region  
35%

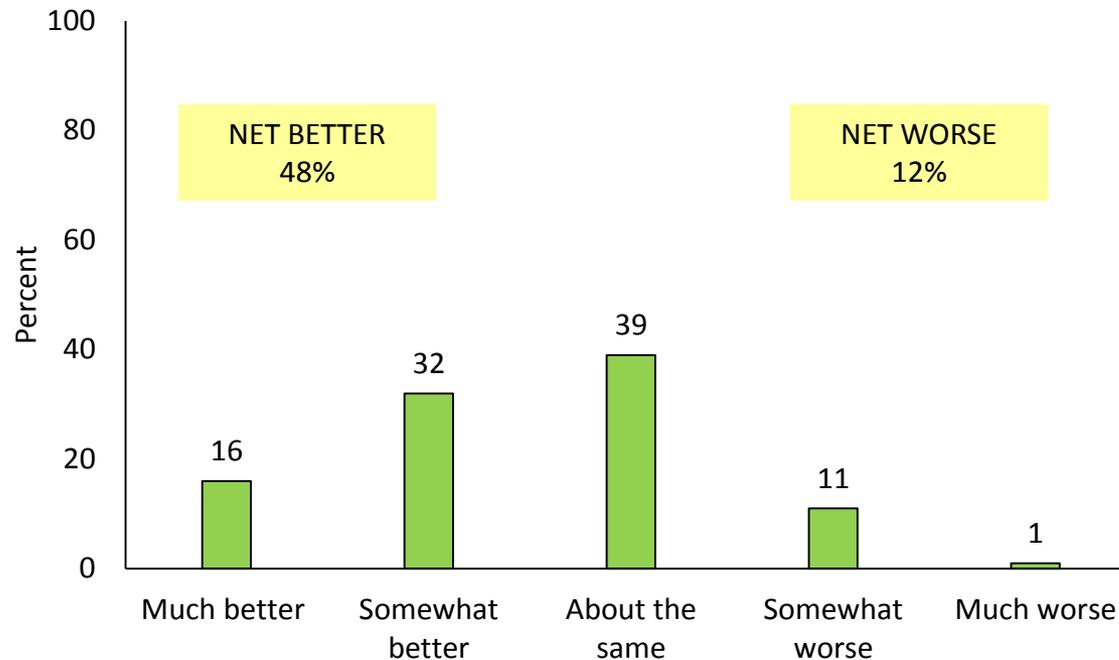
Indeed, while roughly half see Windham as a bedroom community to Portland, another one-third are more focused on the Town's more proximal role as a Lakes Region service center and another 2-in-10 still see this rapidly growing community as rural.

Those living in South Windham and those with a briefer tenure living in the Town are more likely to see Windham as rural.

Rural community  
19%

# Residents see Windham as having progressed in the right direction over time, with many more feeling it has *improved* than believe it has *regressed*.

*During the time that you have lived in Windham, do you believe the Town is...*



The net momentum for the Town is very positive at +36 (the difference between those who believe it has gotten better and those who feel it has gotten worse).

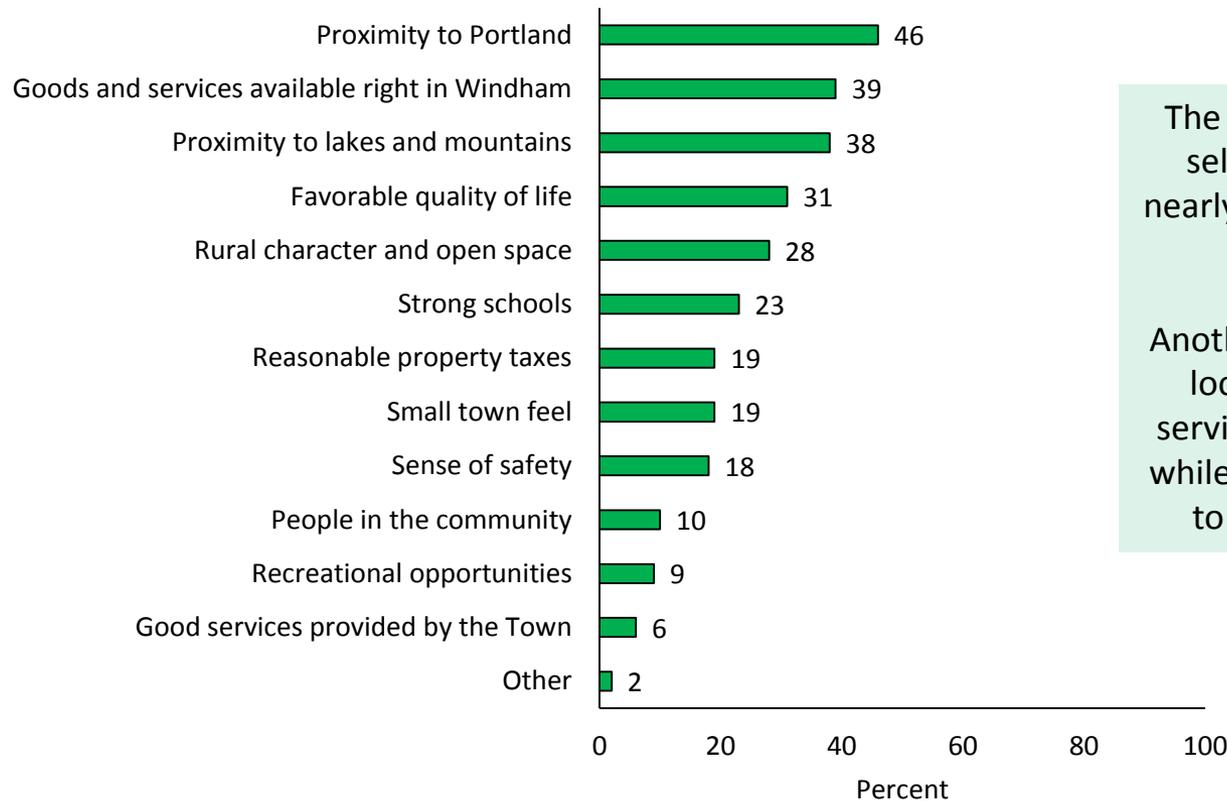
Another 4-in-10 residents feel Windham has remained essentially the same over their time living in the Town.

# Older residents tend to be most likely to feel the Town has improved over time.

- Those who feel Windham has gotten **better** over time tend to be disproportionately:
  - Retired (55%); and
  - Age 65 or older (55%).
- Conversely, those who feel Windham has gotten **worse** over time tend to be disproportionately longer-term (20+ years) residents (17% feel Windham has gotten worse over the time they've lived in the Town).

# Windham's location and its resulting proximity to what residents want (access to Portland, lakes/mountains, local services) are perceived advantages for the Town.

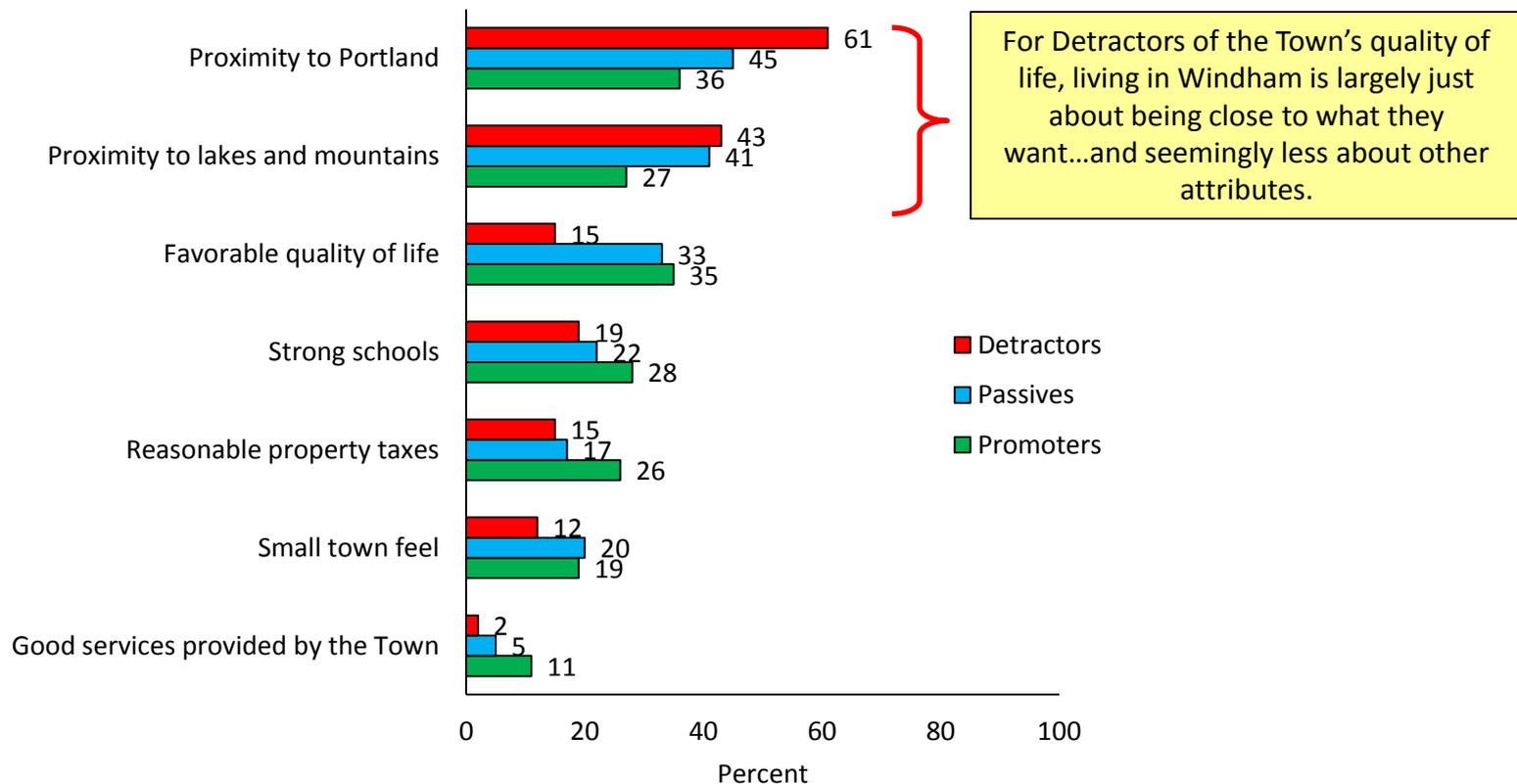
*From the following list, please select what you believe to be the top three advantages to living in Windham. Please choose no more than three.*



The Town's proximity to Portland is selected as a chief advantage by nearly half of those responding to the survey.

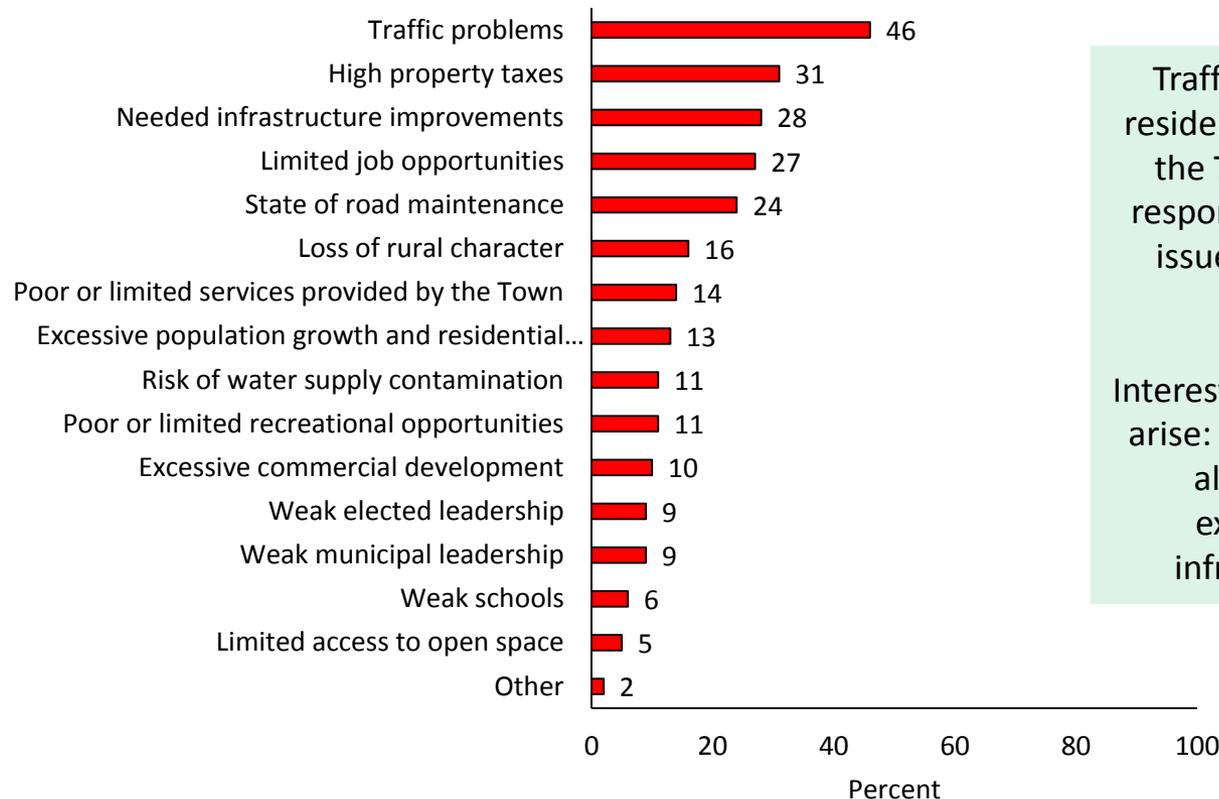
Another 4-in-10 also note the Town's location which offers goods and services available right in Windham, while a similar proportion cite access to nearby lakes and mountains.

**Interestingly, Windham's location is key for less enthusiastic residents, while stronger advocates for the Town cite more specific features like its schools, small town feel, tax rate, and municipal services.**



# Traffic issues, taxation, employment limitations, and the potential for capital improvement needs form residents' chief concerns about the Town.

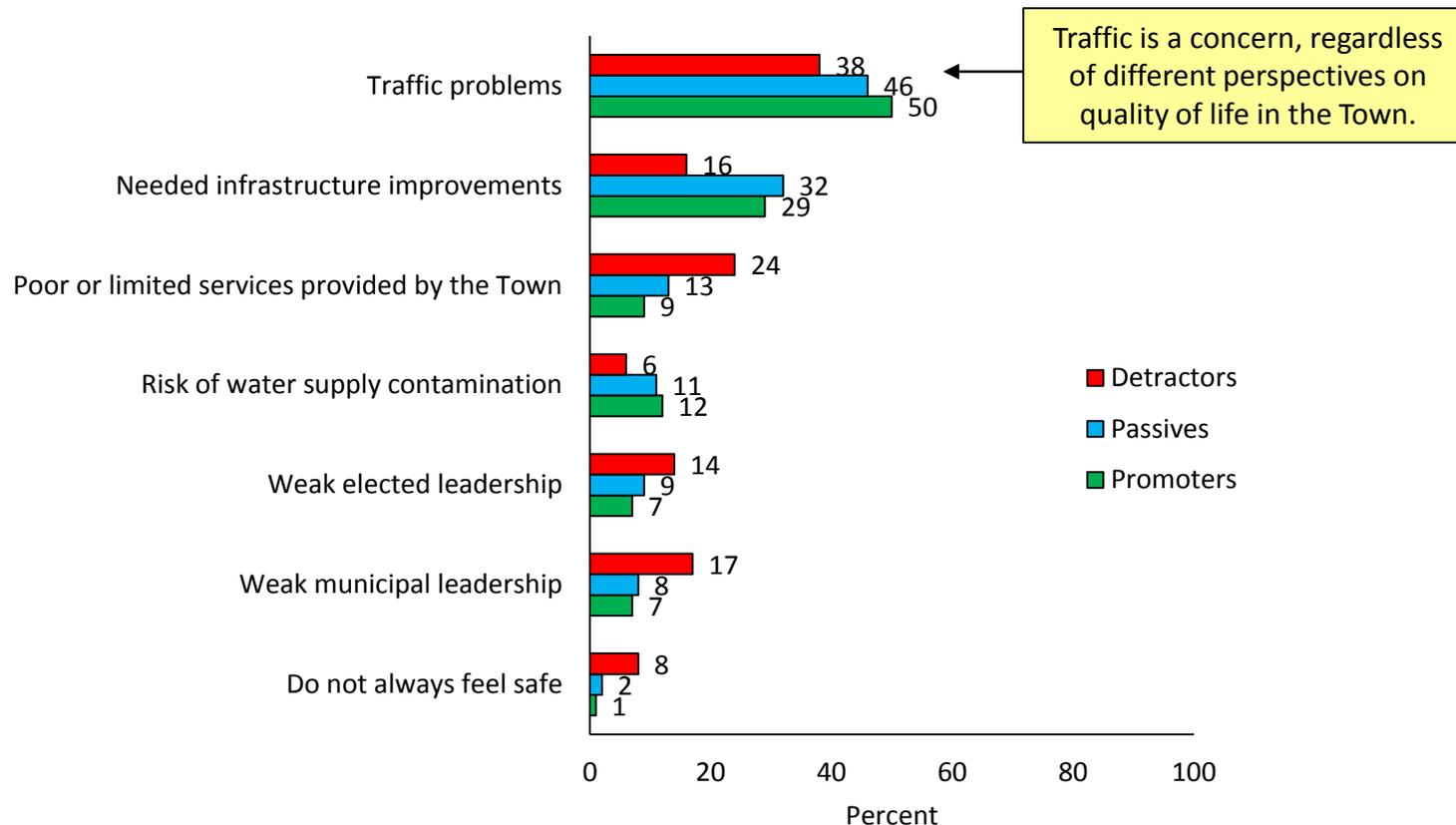
*From the following list, please select what you believe to be the top three disadvantages to living in Windham. Please choose no more than three.*



Traffic appears to stand apart for residents as a significant issue facing the Town, as nearly half of those responding to the survey cite traffic issues as one of the Town's chief disadvantages.

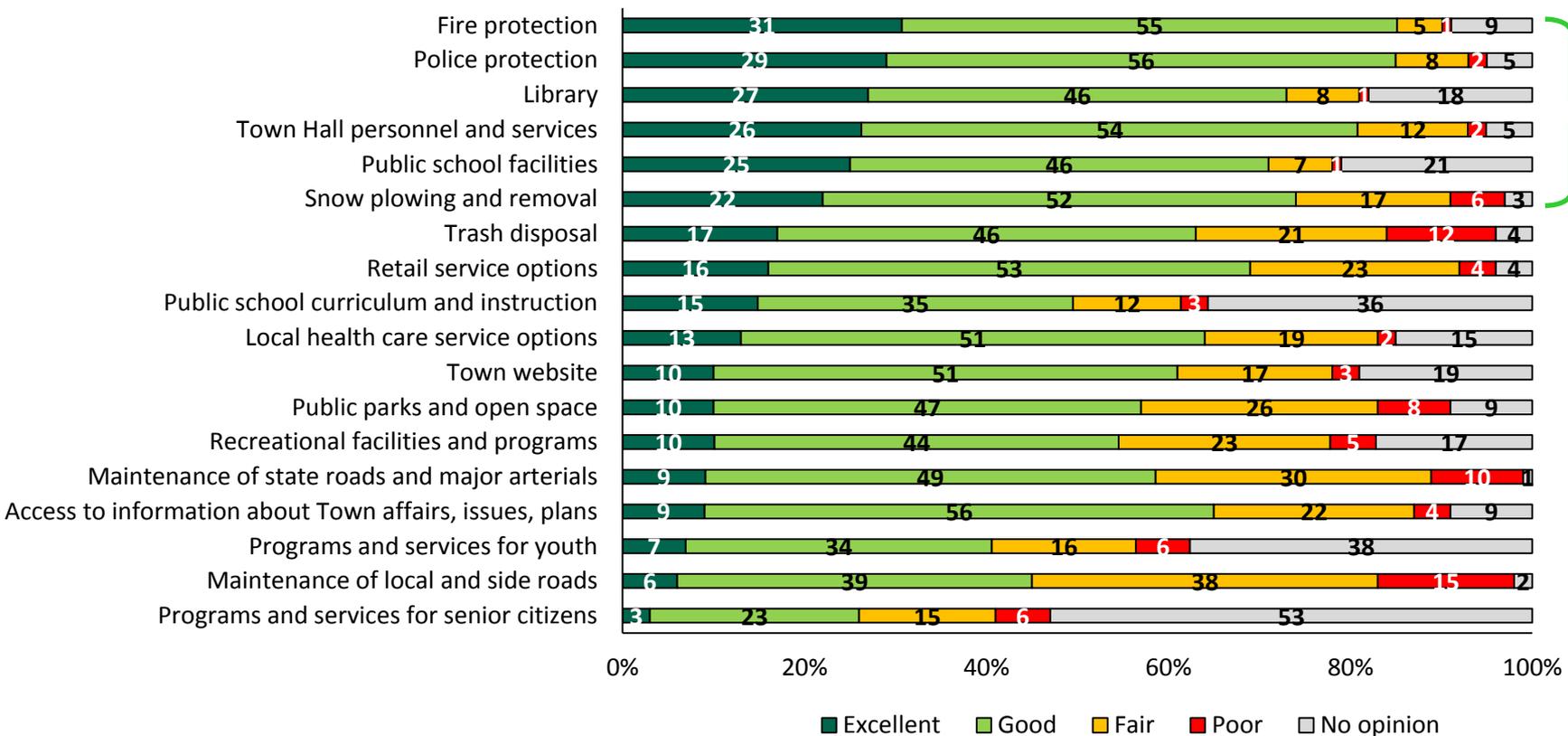
Interestingly, conflicting concerns also arise: perceptions of high taxes, yet also the perceived need for expenditures for things like infrastructure, road work, etc.

# Those less enthusiastic about Windham are more likely to see issues with the Town's leadership and services, while stronger advocates tend to identify infrastructure issues, including water, as concerns.



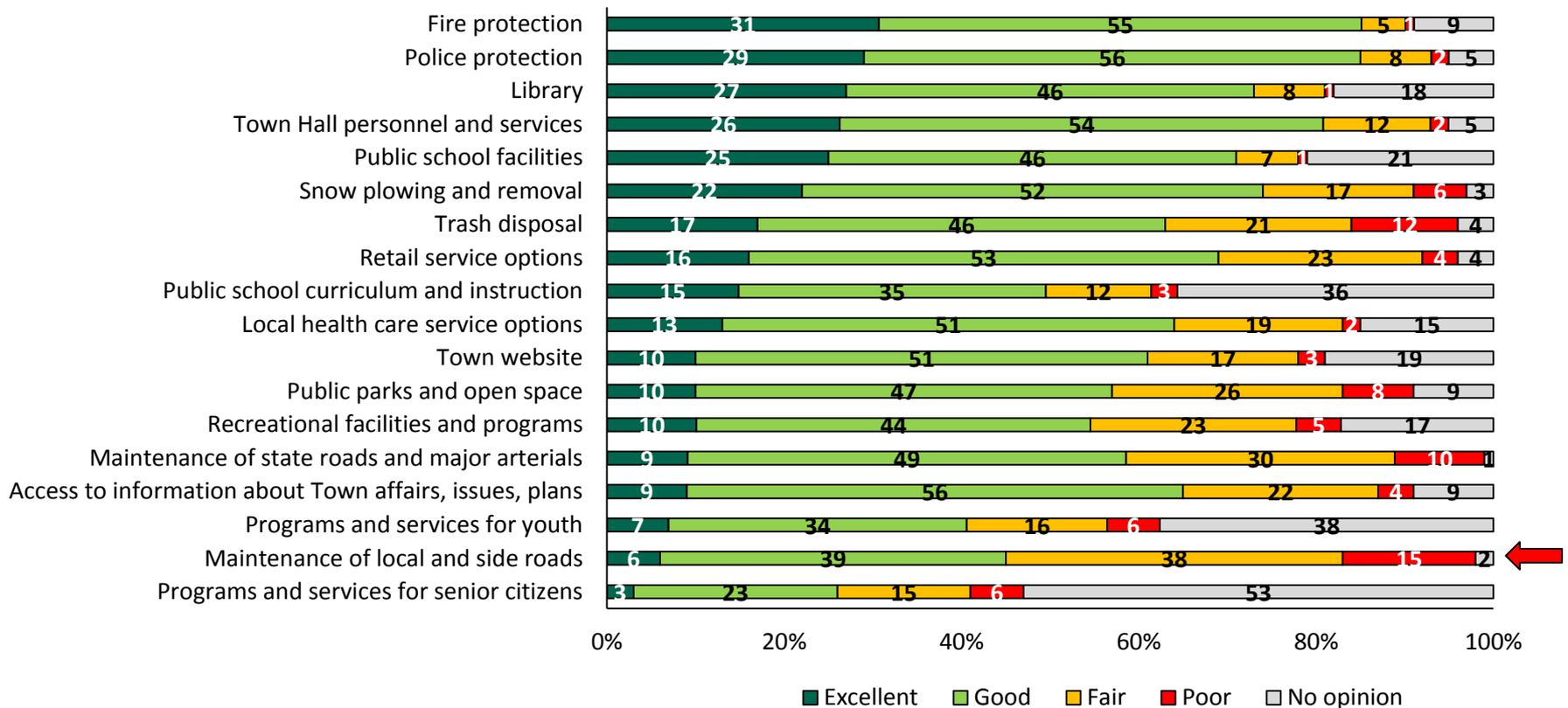
# Public safety services, Town staff, and the facilities in Windham (such as schools and the library) are each viewed very favorably.

*How would you rate the following facilities and services in the Town of Windham?*



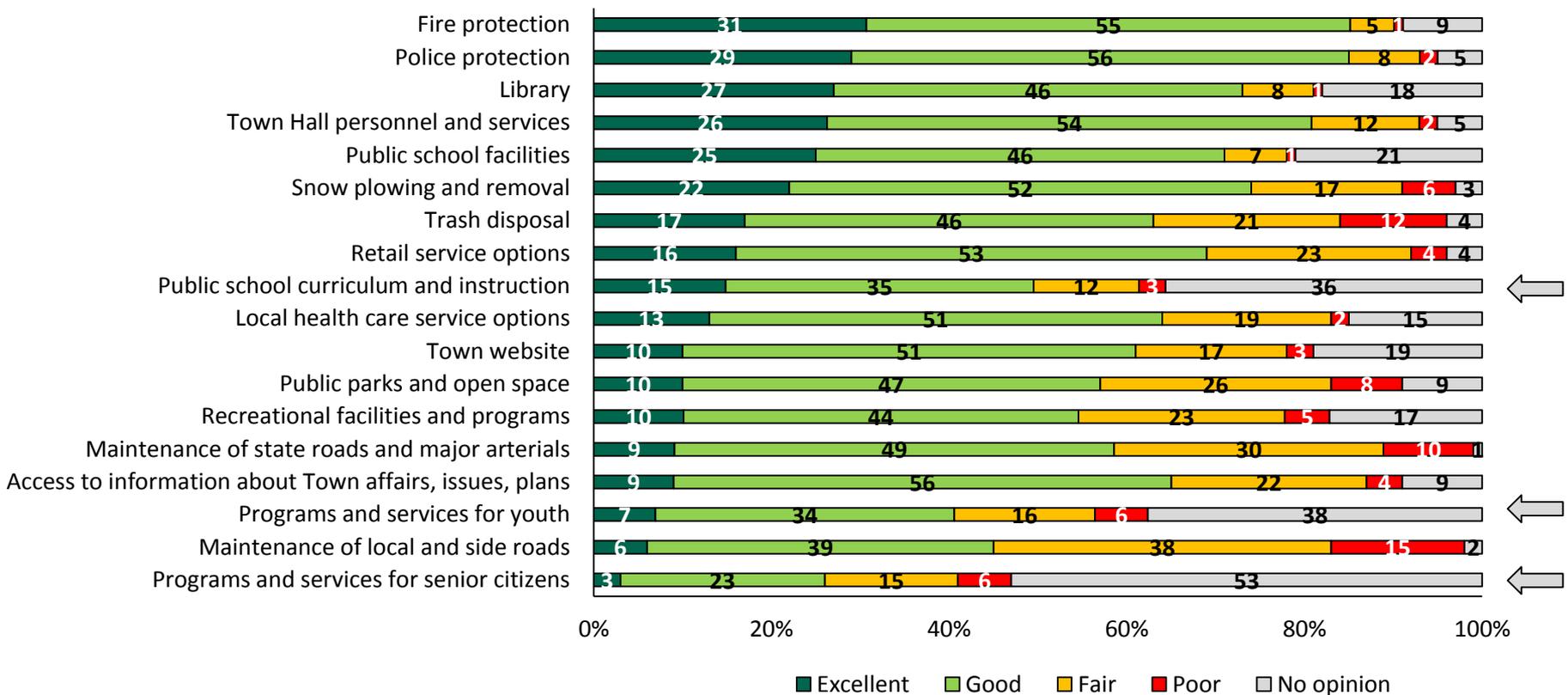
# While no issues emerge as overt areas of dissatisfaction, local road maintenance is cited by more than half of residents as no better than “fair.”

*How would you rate the following facilities and services in the Town of Windham?*

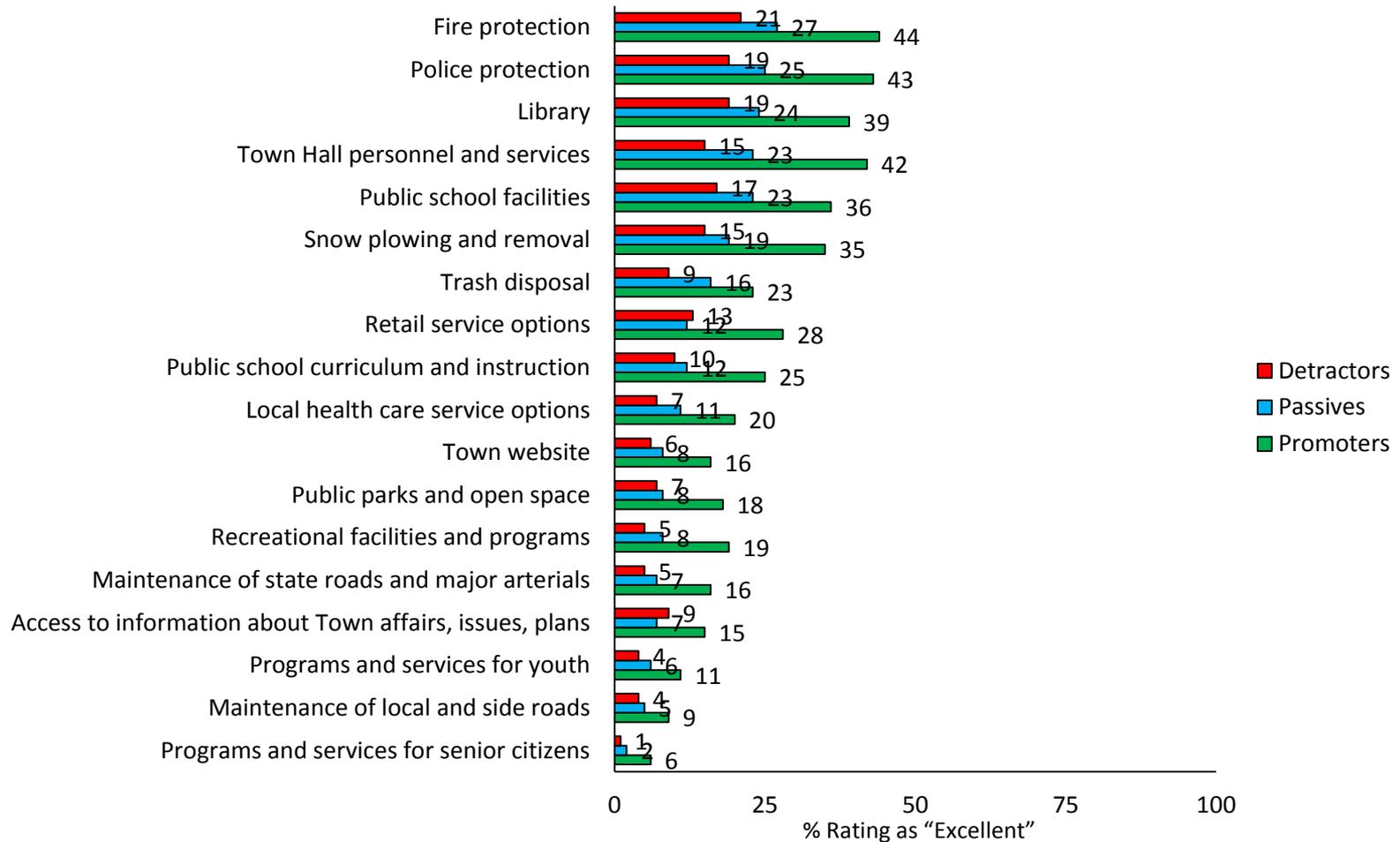


# Notably, many residents are unsure about services that may be relevant only to select demographics in the Town (e.g. senior services, youth programs, etc.).

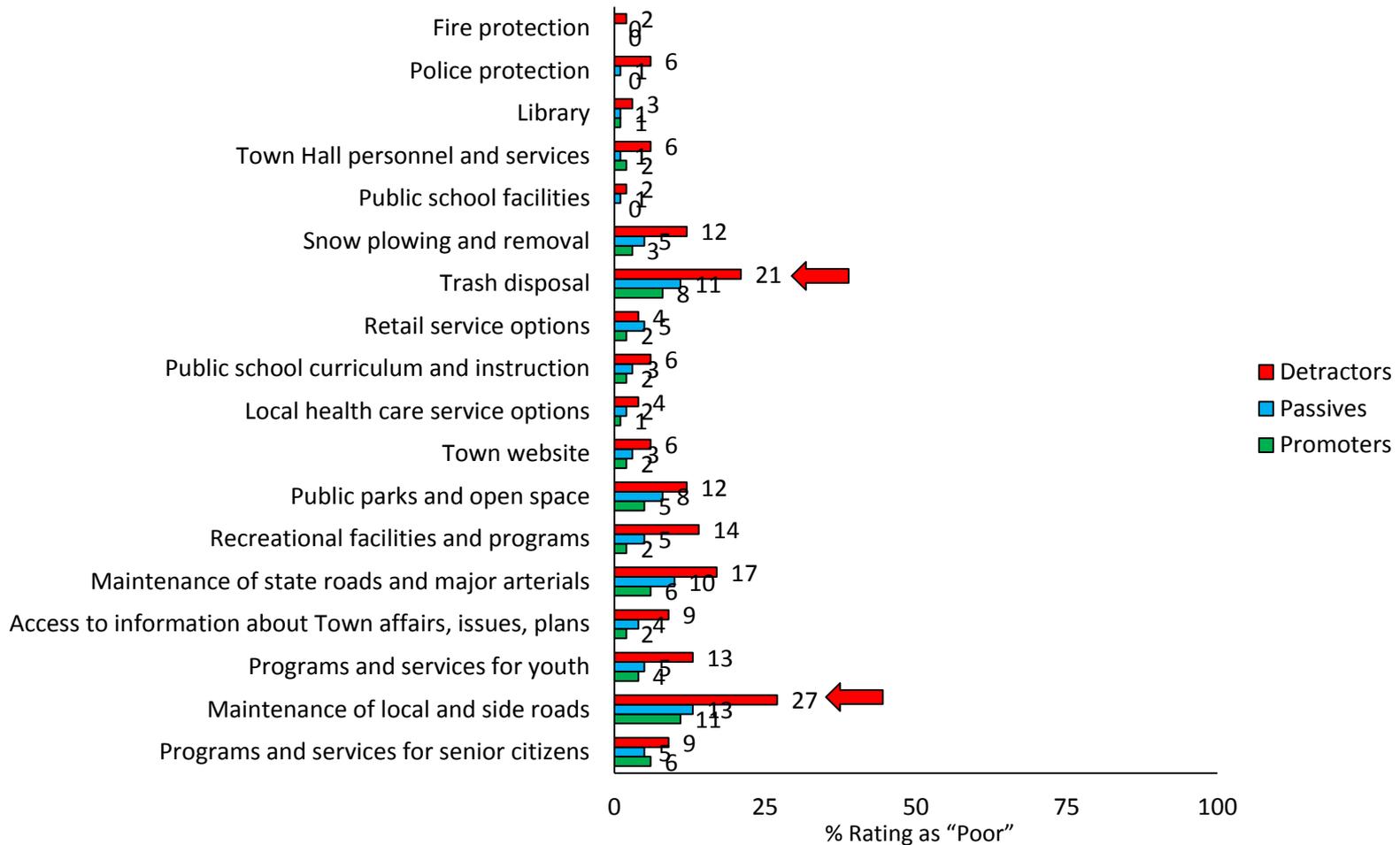
*How would you rate the following facilities and services in the Town of Windham?*



# Highly favorable perspectives concerning Town services differ significantly based on perceptions of quality of life in Windham.



# In examining highly negative perspectives, those with lesser perceptions of quality of life in the Town tend to be quite critical of certain services.



**Some Town services appear quite polarizing, as “Promoters” that are more pleased with Windham are also quite happy with these services, while “Detractors” tend to be significantly more critical.**

- The most polarizing service areas include...
  - Trash disposal;
  - Snow plowing and removal;
  - Recreational facilities and programs;
  - Programs and services for youth;
  - Town hall personnel and services; and
  - Town website.

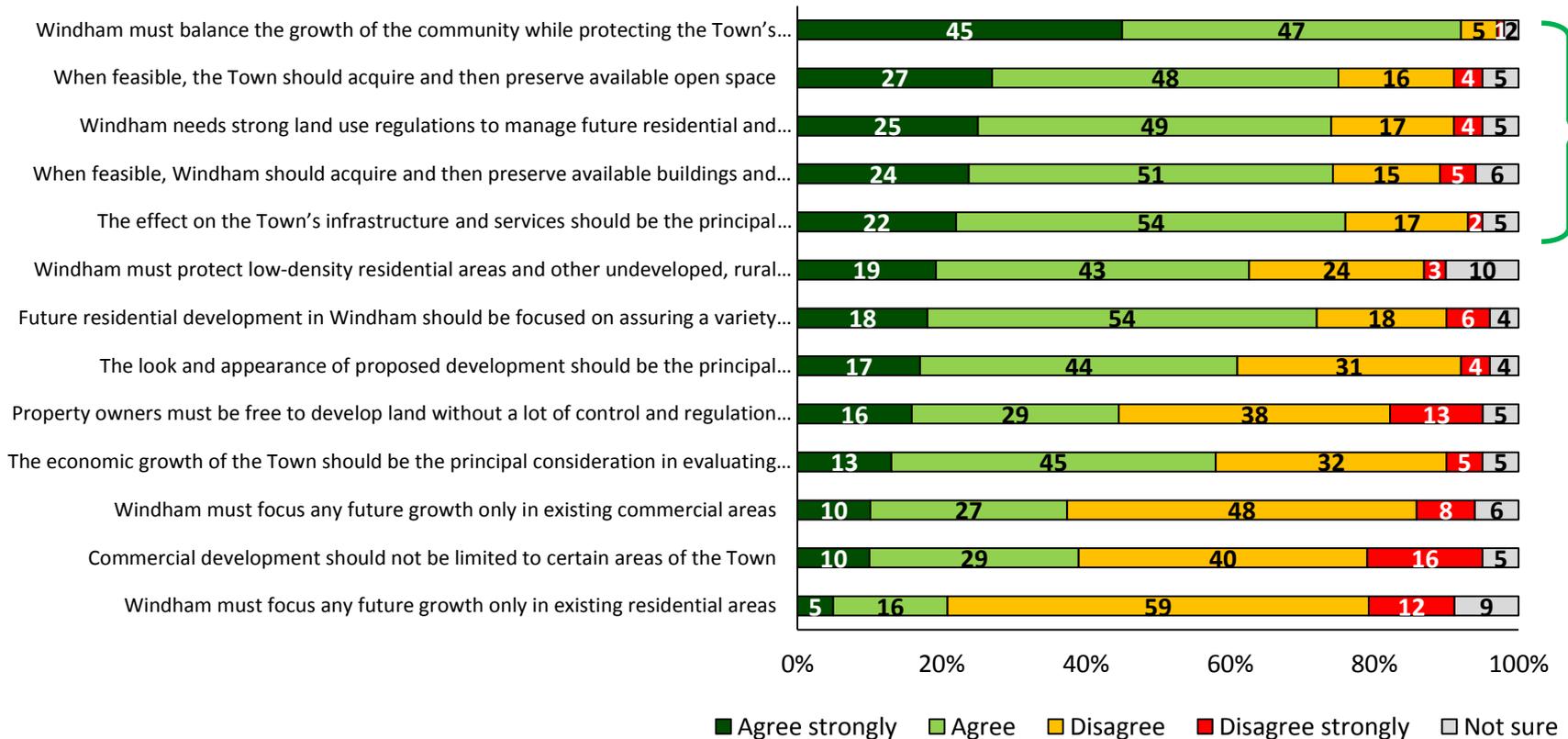
# ***Resident Mindset in Windham***

# Resident Mindset in Windham

- The survey also presented residents with several lengthy question batteries.
- One battery was aimed at gathering opinions about matters of particular relevance to the Comprehensive Plan process, such as development management and consideration of open space issues.
- A second battery presented a range of issues and asked residents to assess the degree to which each poses a perceived threat to residents' quality of life in Windham.

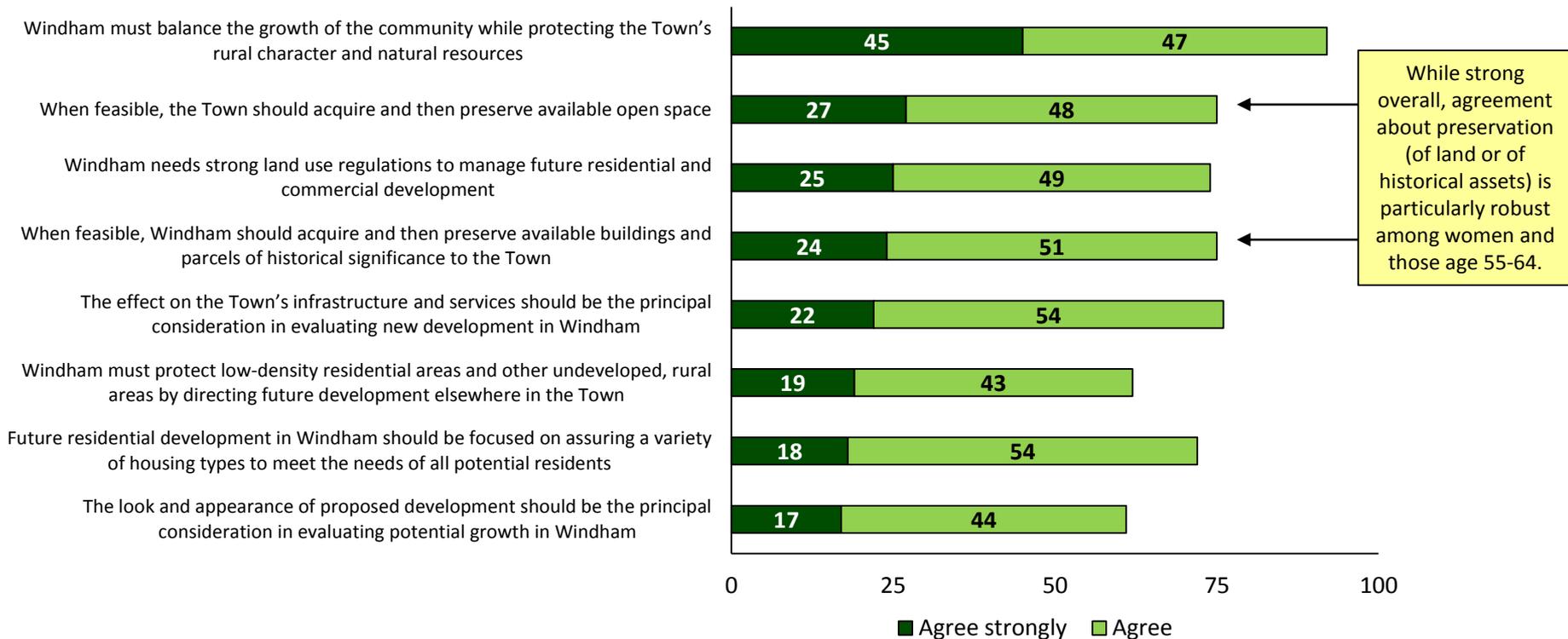
# Residents appear most aligned with perspectives about balancing and managing growth, as well as resource/asset preservation in the Town.

*Please indicate your level of agreement or disagreement with the following statements concerning the Town of Windham.*



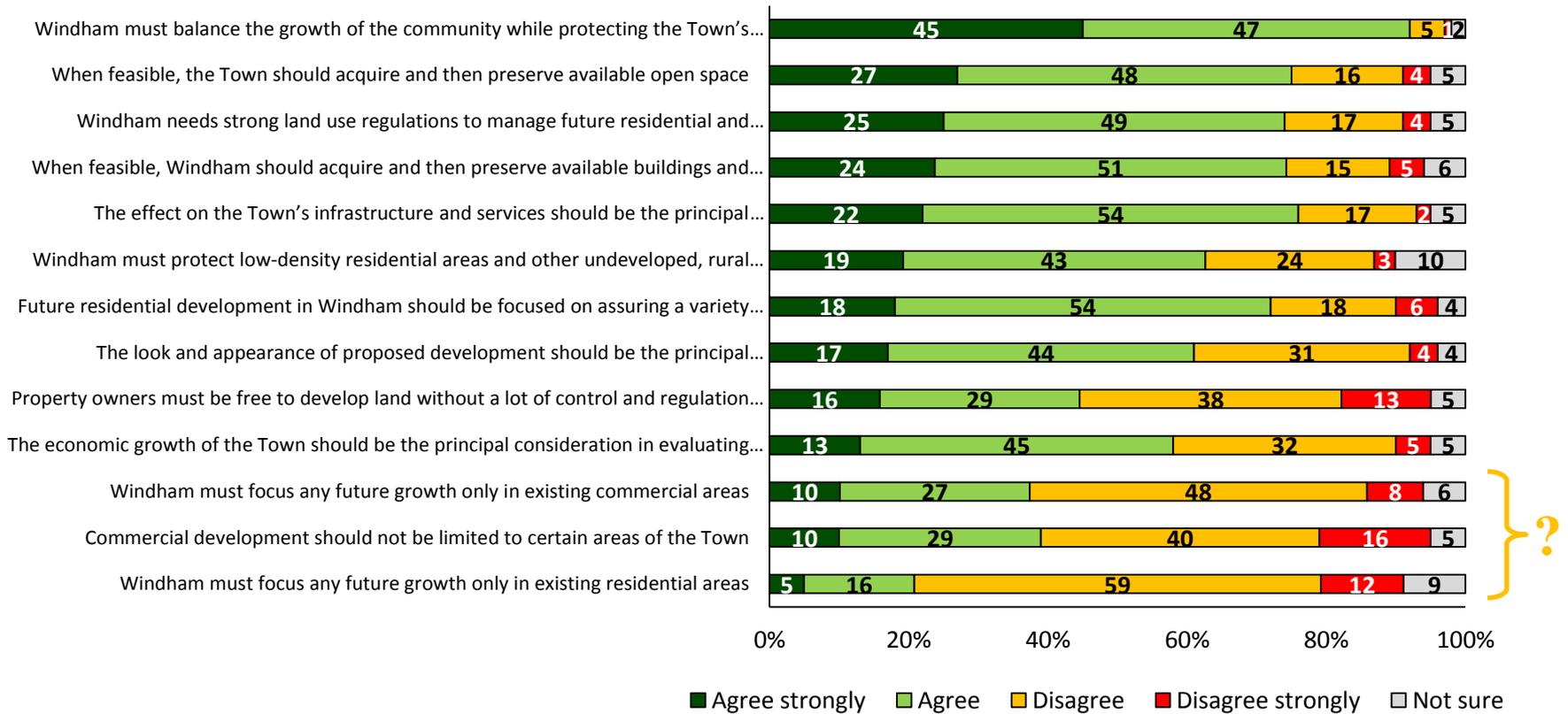
# Three-quarters (or more) of residents are in agreement about issues of balance and management of growth, preservation of assets, and being mindful of growth-driven infrastructure needs.

*Please indicate your level of agreement or disagreement with the following statements concerning the Town of Windham.*



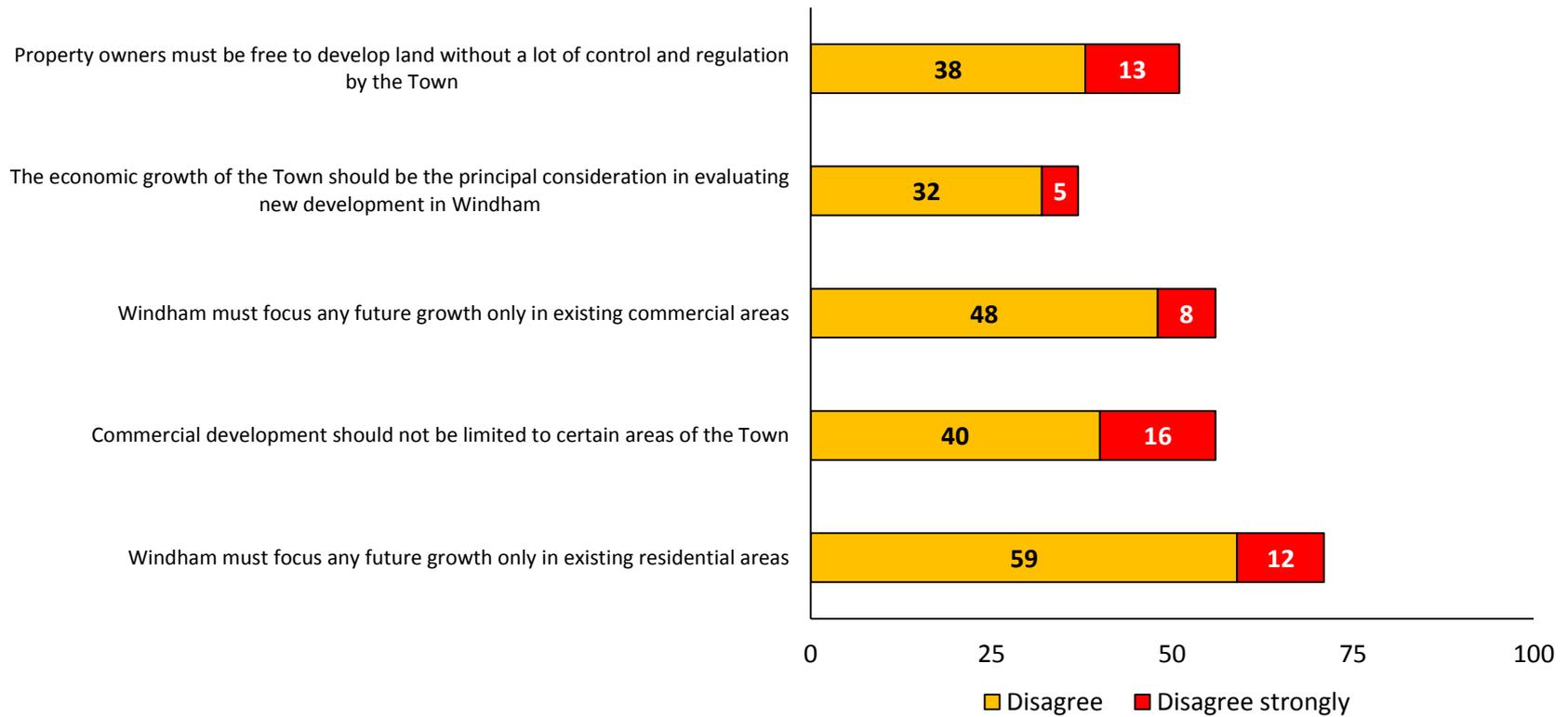
# As a whole, residents appear a bit ambivalent about how and where to direct any additional residential and commercial growth in the Town.

*Please indicate your level of agreement or disagreement with the following statements concerning the Town of Windham.*



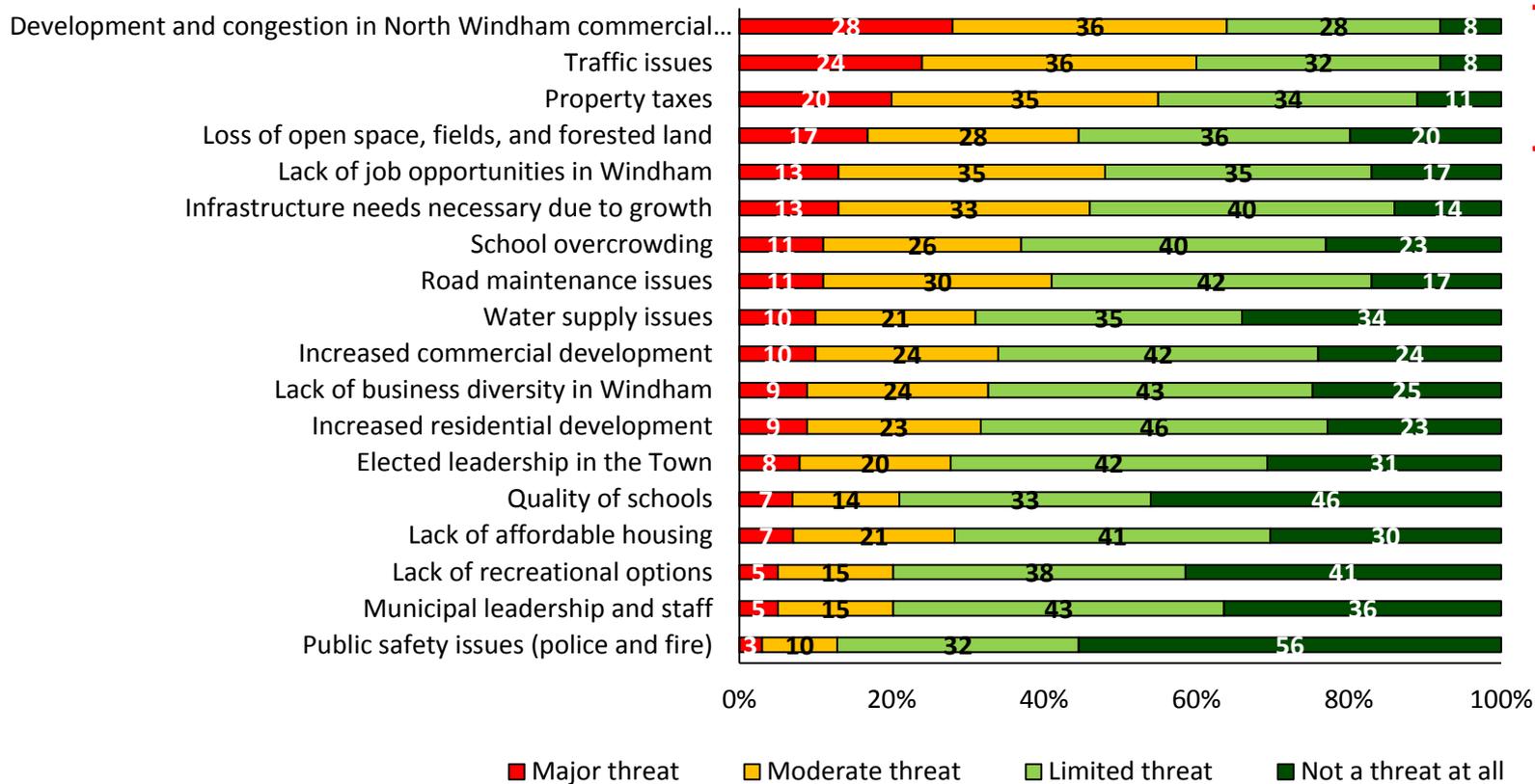
# Fully half (or more) of residents disagree about matters around freedom for land development, as well as where and how to limit and direct future growth.

*Please indicate your level of agreement or disagreement with the following statements concerning the Town of Windham.*

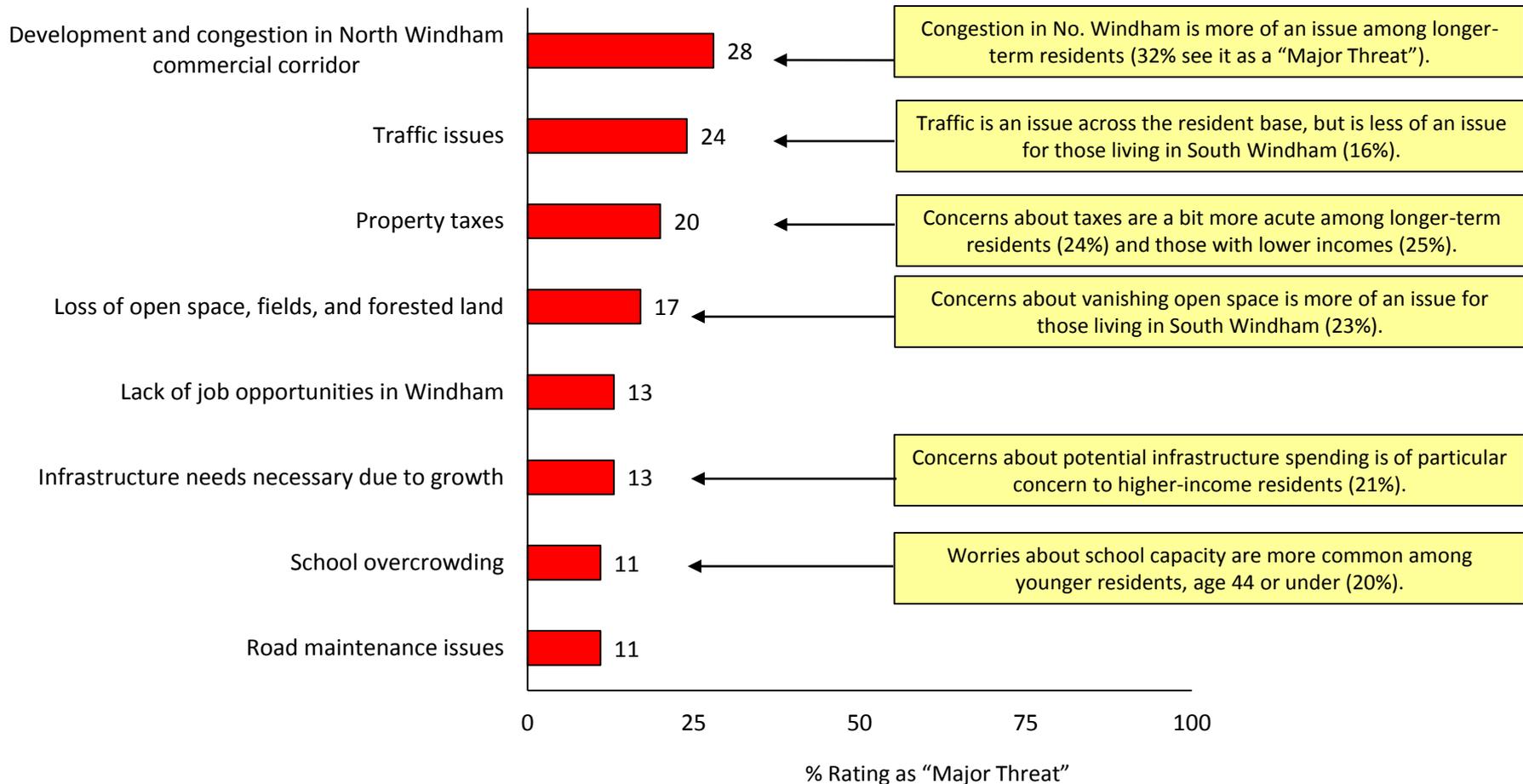


# Many see congestion and related traffic, taxation, and a loss of open space in the Town as significant threats to the quality of life in Windham.

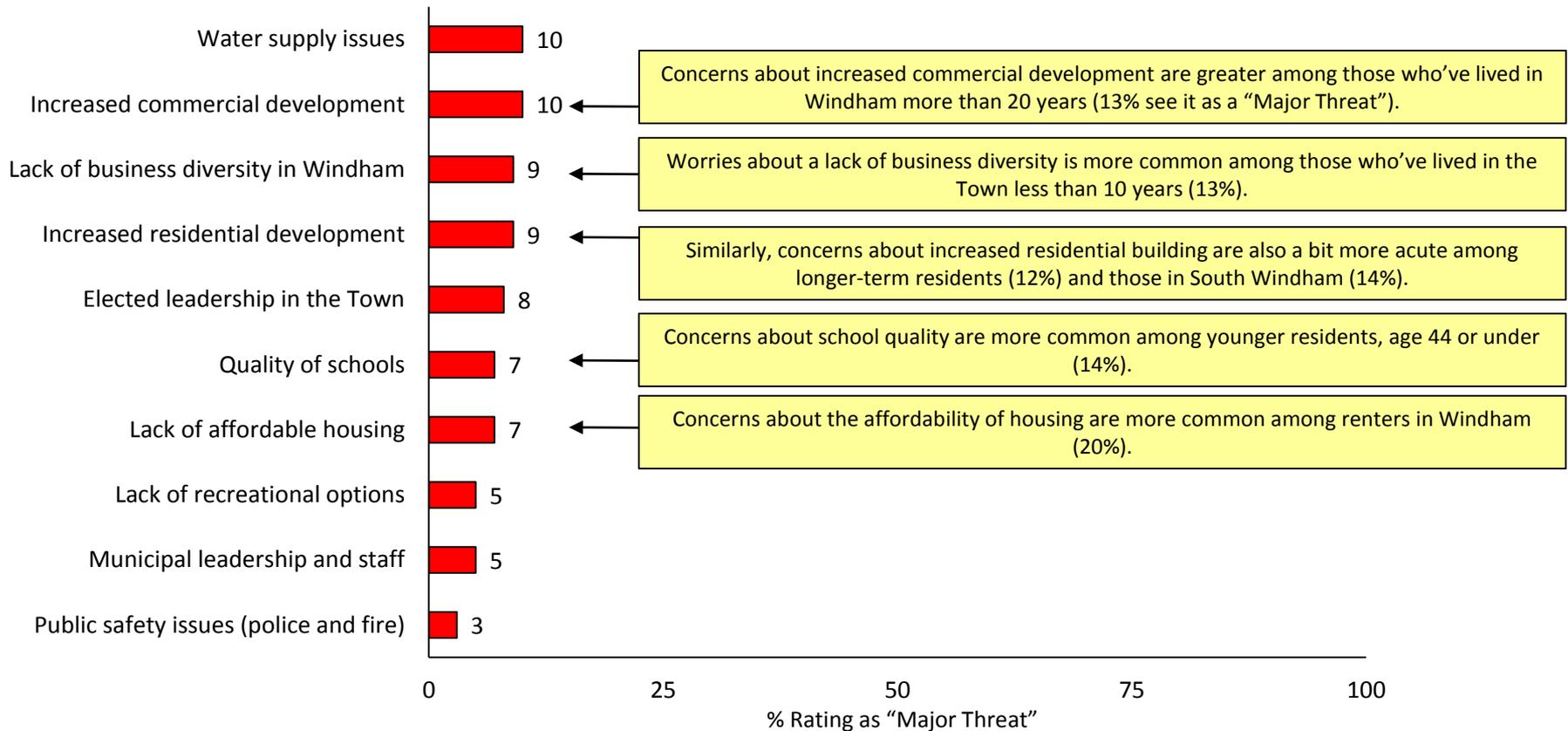
*Using the scale shown below, please tell us how much of a threat each of the following are to the quality of life in Windham.*



# Some variation is observed in some of the perceived threats to quality of life, particularly among longer-term residents and those living in South Windham.

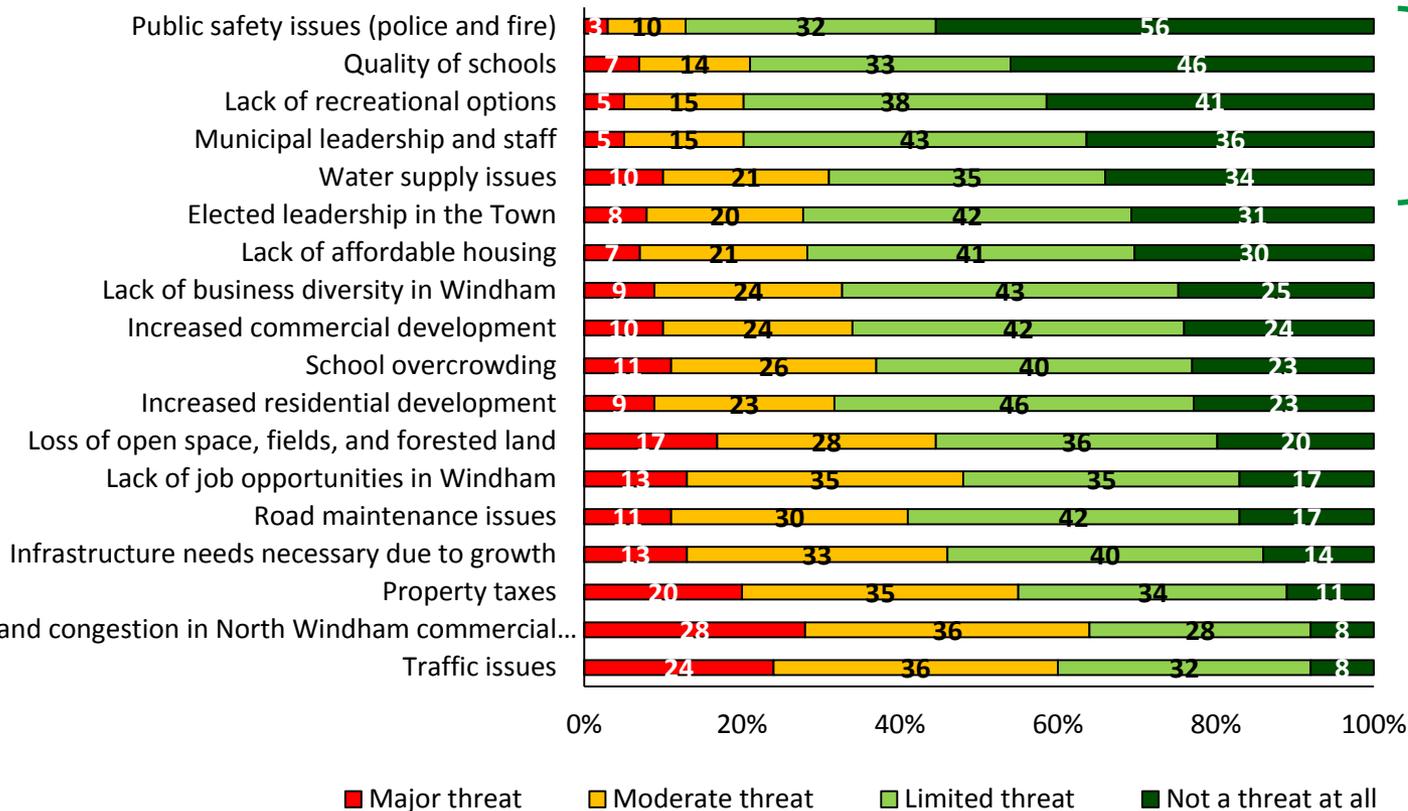


# While the threat posed by these issues is more limited overall, longer-term residents of the Town tend to see increased development as a threat.



# Public safety, Town leadership/staff, schools, recreation, and water issues are not concerns among most residents.

Using the scale shown below, please tell us how much of a threat each of the following are to the quality of life in Windham.



1/3 (or more) do not see any threat in these areas.

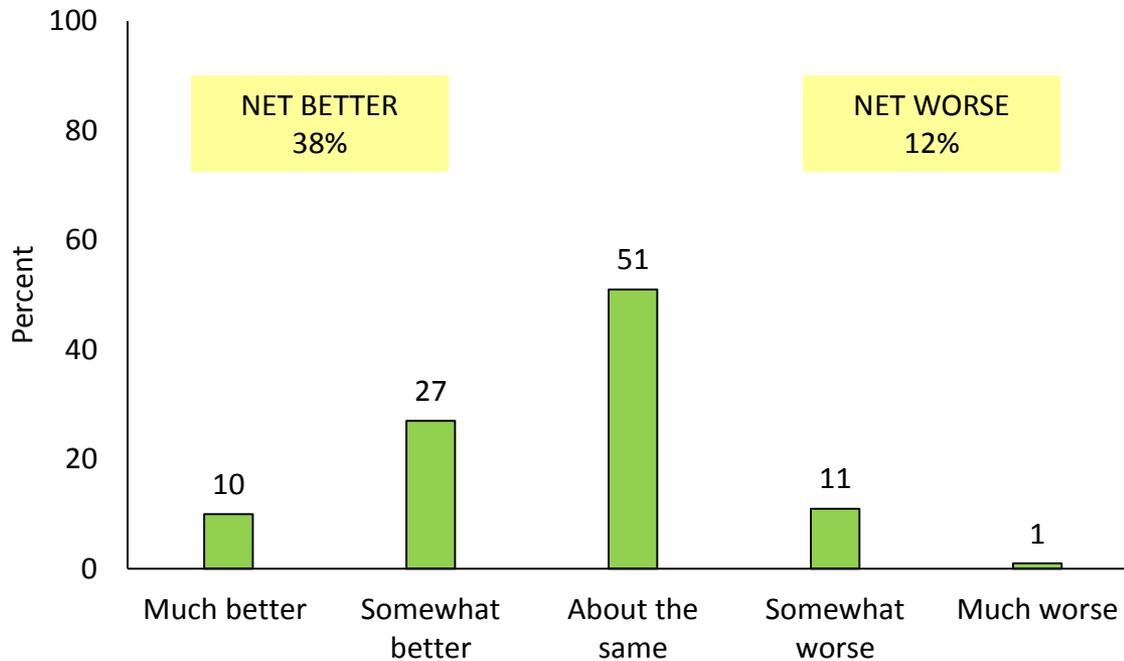
# ***The Future of Windham***

# The Future of Windham

- The survey also asked residents a number of items focused on their thoughts concerning the future of the Town.
- Questions included:
  - An assessment of where residents see the Town headed in the next five years;
  - Perceived priorities for the Town moving forward (as well as residents' receptivity to allocating additional tax dollars to these priority issues);
  - Views on the state of development and open space in the Town; and
  - Perspectives on economic development activities in Windham.

# Looking ahead five years, residents are optimistic about Windham, with more people feeling it will improve over time than believe it will decline.

*Five years from now, do you think that Windham will be...*



The net future momentum for the Town is strong at +25 (the difference between those who believe it will improve and those who feel it will decline).

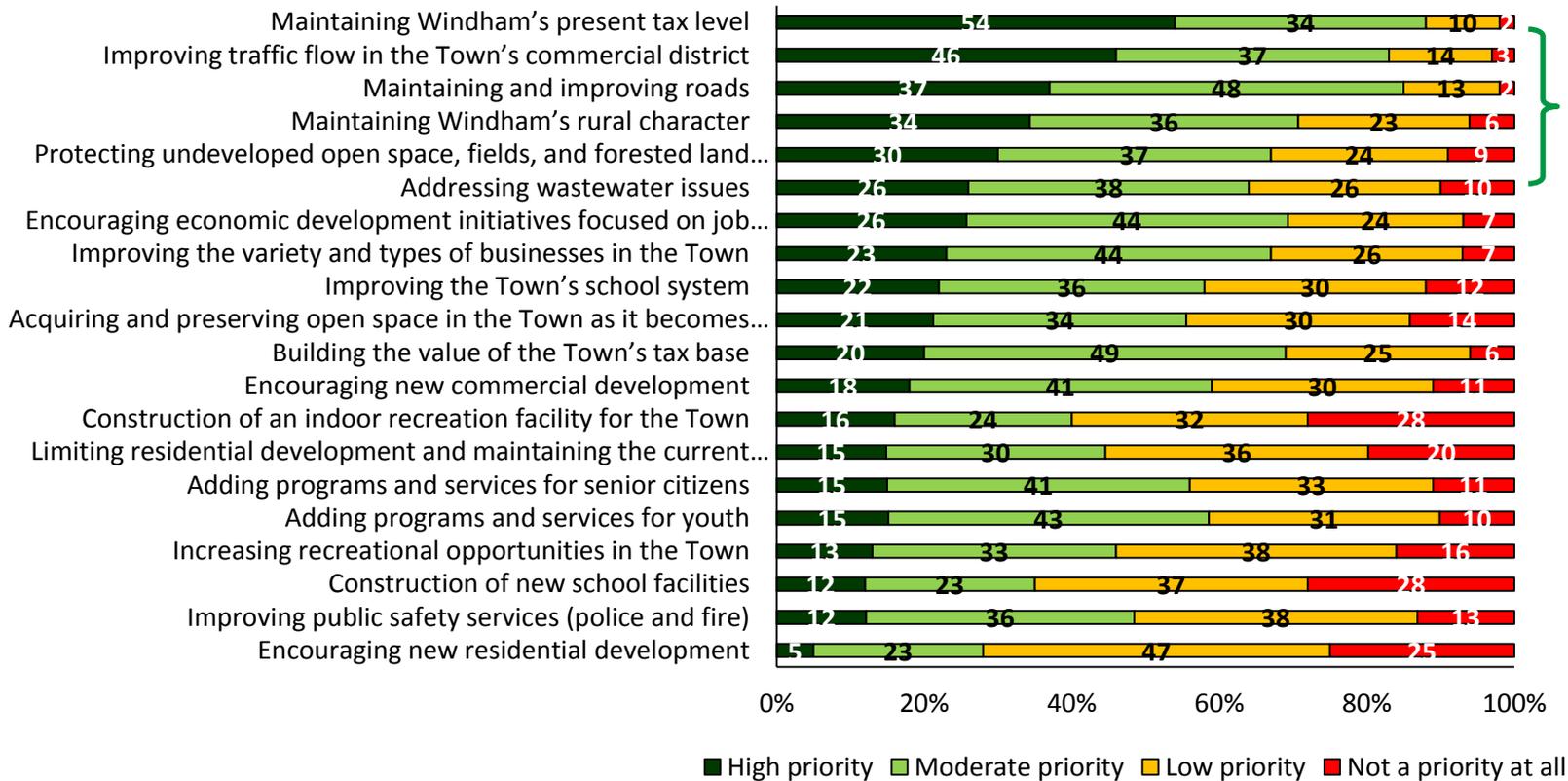
Another half of residents believe the Town will remain essentially the same in the coming years.

## Younger, less-tenured residents of the Town (including renters) are most optimistic about Windham's near-term future.

- Those who feel Windham will get **better** over the coming five years tend to be disproportionately:
  - Newer residents who've lived in the Town less than 10 years (52%);
  - Renters (63%); and
  - Those age 44 and under (43%).
- Those who feel Windham will either remain **the same** or get **worse** over that time tend to be disproportionately Longer-term (20+ years) residents (57% feel Windham will stay the same and 14% feel it will get worse over the next five years).

# In gauging future priorities for the Town, residents' views are consistent with issues identified elsewhere: taxes, traffic, roads, and rural feel/open space.

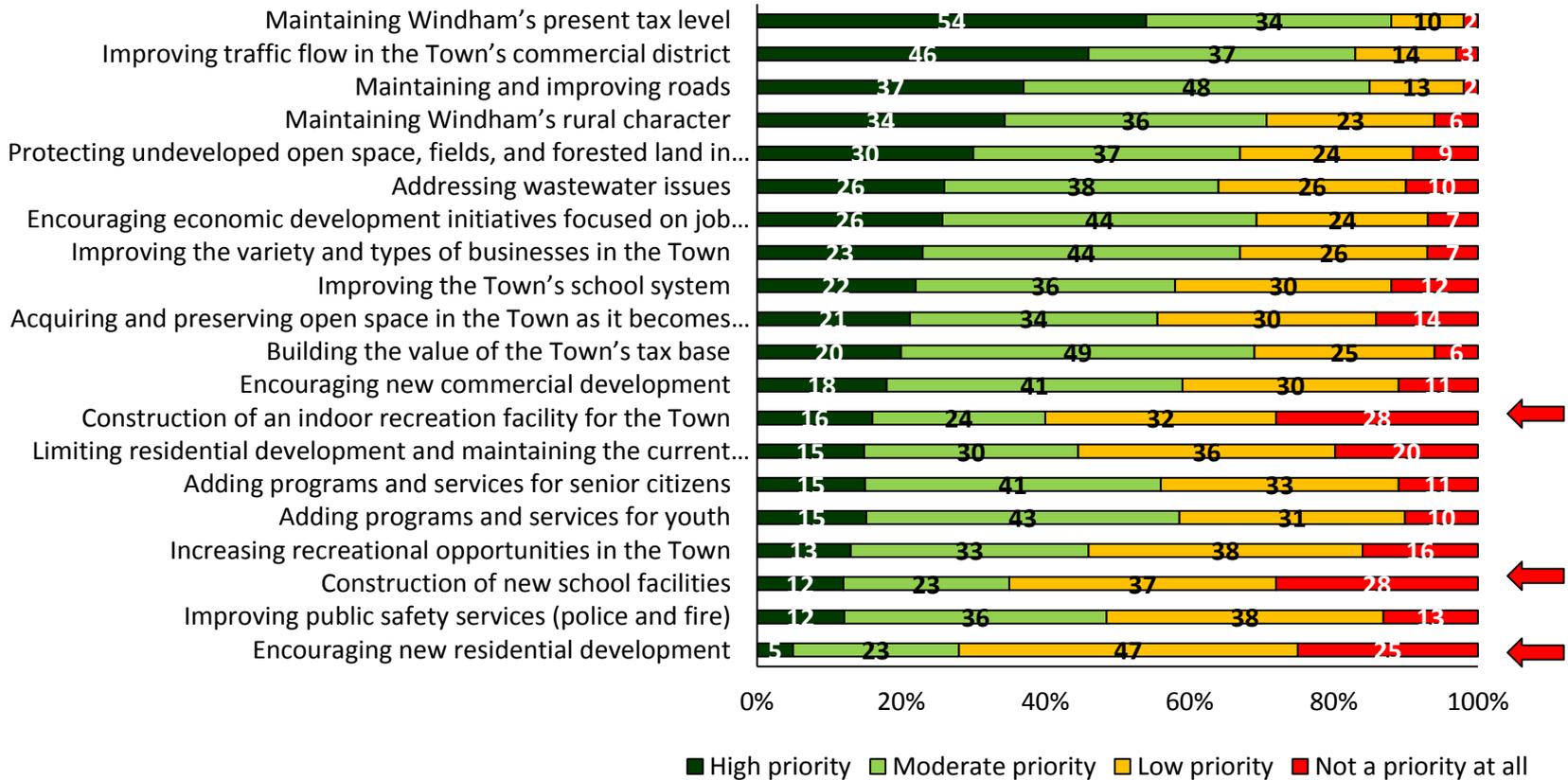
*Please consider the areas and issues listed below and for each item, please indicate how much of a priority it should be for the Town going forward.*



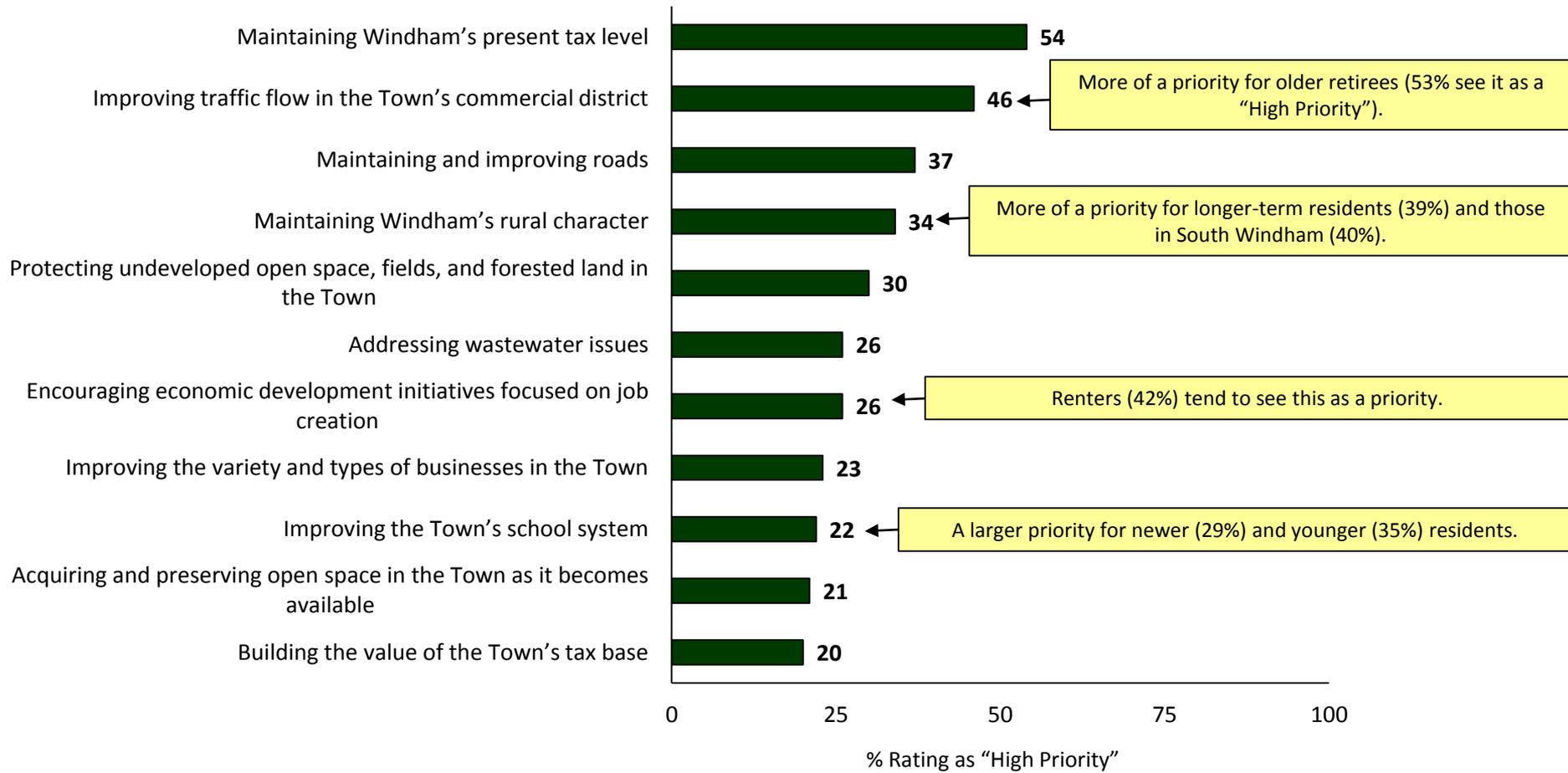
Roughly 1/3 (or more) identify these areas as high priority needs.

# Many residents believe the Town does not need to focus attention on fostering residential growth or on major building projects (schools, rec facility).

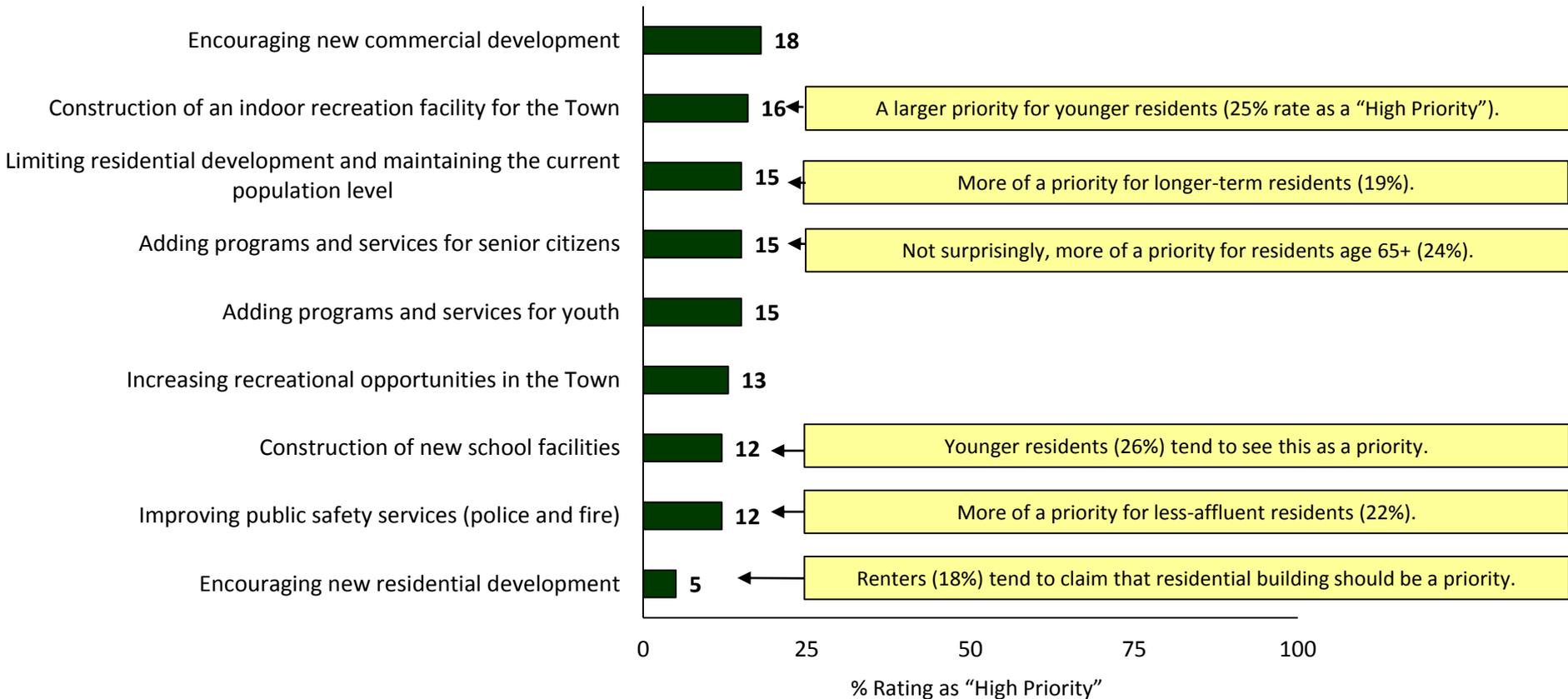
*Please consider the areas and issues listed below and for each item, please indicate how much of a priority it should be for the Town going forward.*



# Even among the issues identified as most relevant, perceived priorities do vary among different groups of residents within the Town.



# Perceived priorities differ among different groups of residents within the Town, with younger residents interested in building projects and older residents more focused on the status quo.

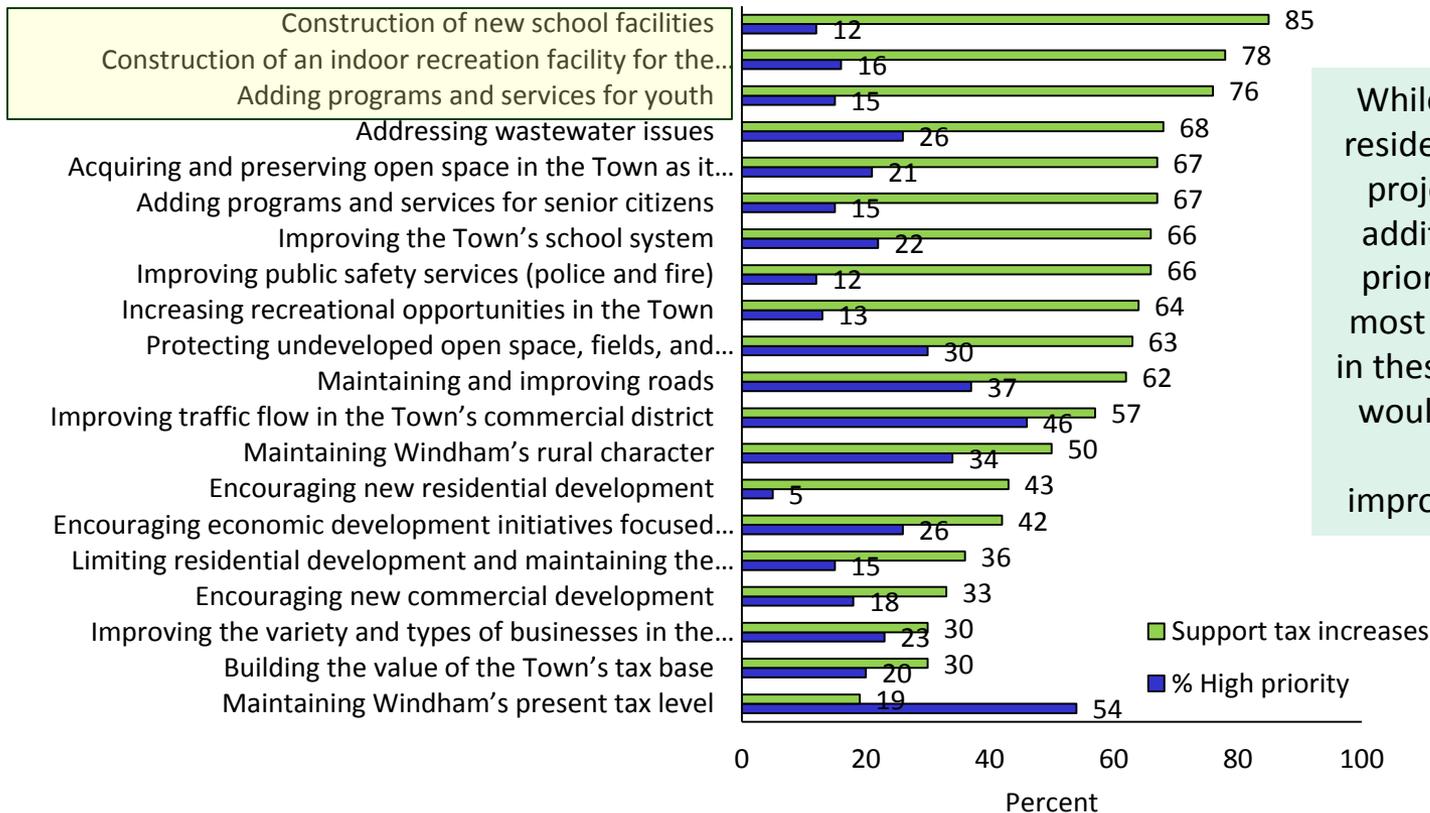


# Prioritization and Funding Receptivity in Windham

- In addition to asking residents to assign a level of priority to various activities Windham might undertake and thus provide the Town direction on the types of initiatives it might focus on going forward, the survey also asked residents to consider the issue of providing funding for these initiatives.
- For each issue identified by residents as a “high priority” for the Town moving forward, the survey asked survey respondents to consider funding allocations and whether they would be willing to support a tax increase to finance activities or initiatives around these priority areas.
  - The charts on pages 57 and 58 present the proportion of residents identifying each tested area as a “high priority” issue for the Town and the corresponding proportion of these residents who would then be willing to support a tax increase to provide funding for any initiatives or actions in that specific area.

# Residents' opinions are mixed with regard to what are seen as important priorities...and the dollars required to potentially fund any related initiatives.

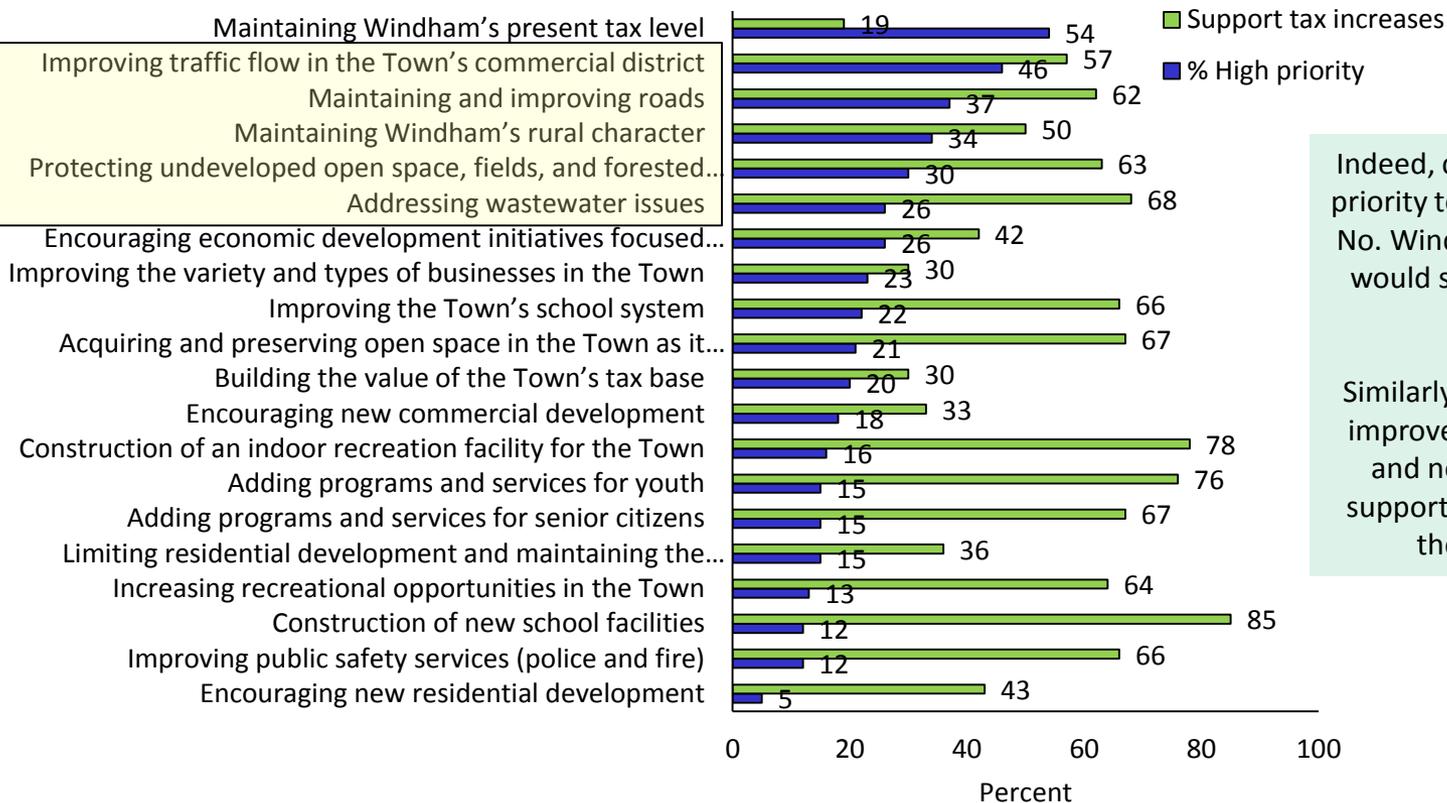
*You identified the following as issues you believe should be high priorities for the Town of Windham. For each, please indicate if you would be willing to support tax increases to finance that initiative, if funding were required to do so.*



While limited proportions of residents believe construction projects and programmatic additions for youth are high priority issues for the Town, most of those very interested in these matters (75% or more) would be open to additional taxes to help fund improvements in these areas.

# Issues of interest for which residents appear most open to providing tax dollars include fixing traffic flow, roads, rural/open space preservation, and wastewater.

*You identified the following as issues you believe should be high priorities for the Town of Windham. For each, please indicate if you would be willing to support tax increases to finance that initiative, if funding were required to do so.*

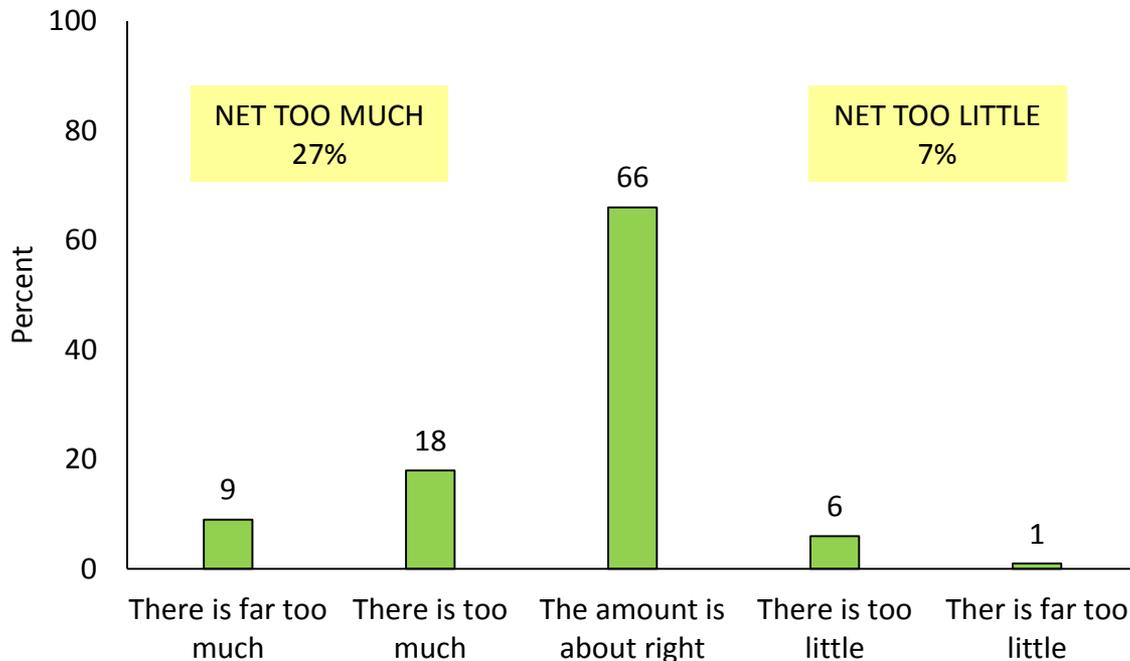


Indeed, close to half assign a high priority to improving traffic flow in No. Windham and more than half would support a tax increase to do so.

Similarly, nearly 4-in-10 see road improvements as a high priority and nearly two-thirds would support additional taxes to fund these improvements.

# The vast majority of residents believe the existing level of residential development in Windham is either appropriate at present or is already excessive.

*Think about new residential growth in Windham, specifically the construction of new homes. In your opinion would you say that...*



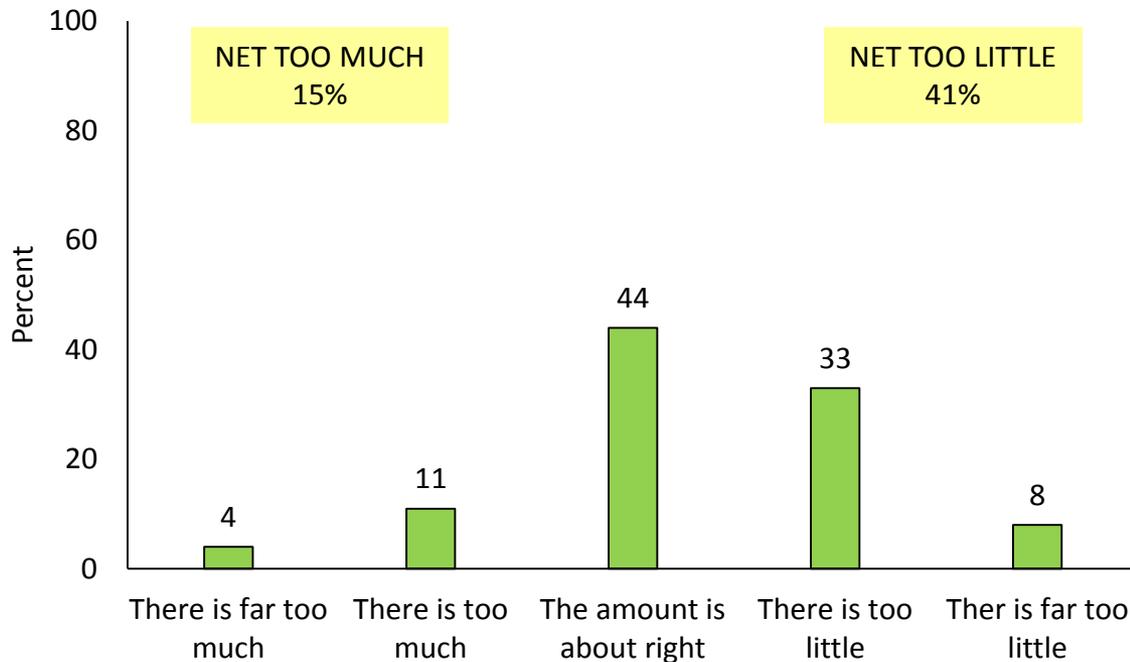
Not surprisingly, given observations about the importance of open space and the preservation of rural character in the Town, very few residents believe that more residential growth is needed.

Further, the longer one has lived in the Town, the greater the likelihood they believe that development to this point has been excessive.

While just 18% of those who've lived in Windham for less than 10 years believe this to be the case, 26% of those with a tenure of 10 to just under 20 years and fully 34% of those with 20 or more years in the Town feel there is too much development.

# Despite concerns about traffic and congestion, a sizeable bloc of residents believe there is not enough business growth and development in the Town.

*Think about new commercial and business growth in Windham, including the construction of commercial buildings in the Town. In your opinion would you say that...*



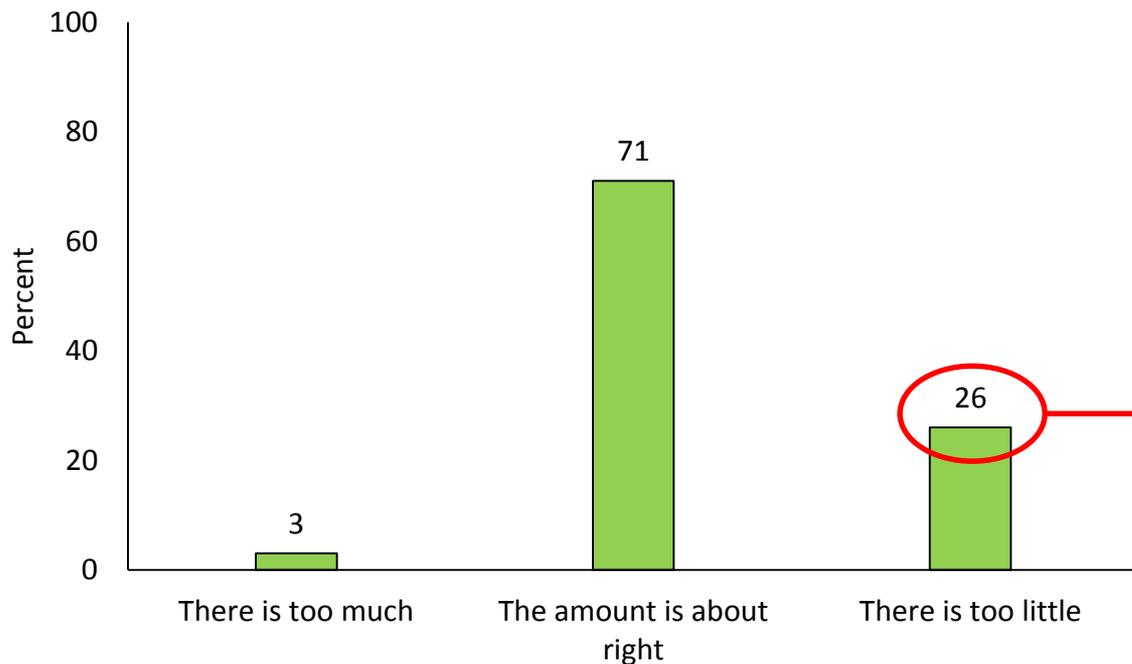
Some residents may view business growth as a means to a lower residential tax burden and greater job creation in the Town.

And while a sizeable bloc of residents see traffic and also commercial development in No. Windham as threats to quality of life, fewer than 2-in-10 residents claim that there is too much commercial and business growth in the Town at this time.

Older residents are much more likely (19%) to see commercial development as excessive, while younger residents age 44 and under (49%) and age 45-54 (52%) tend to feel there is too little development.

# Most believe the Town's volume of open space is appropriate, though another one-quarter believe more is needed.

*Think about undeveloped open space in Windham, including existing parks, as well as open fields and forested land in the Town. In your opinion would you say that...*

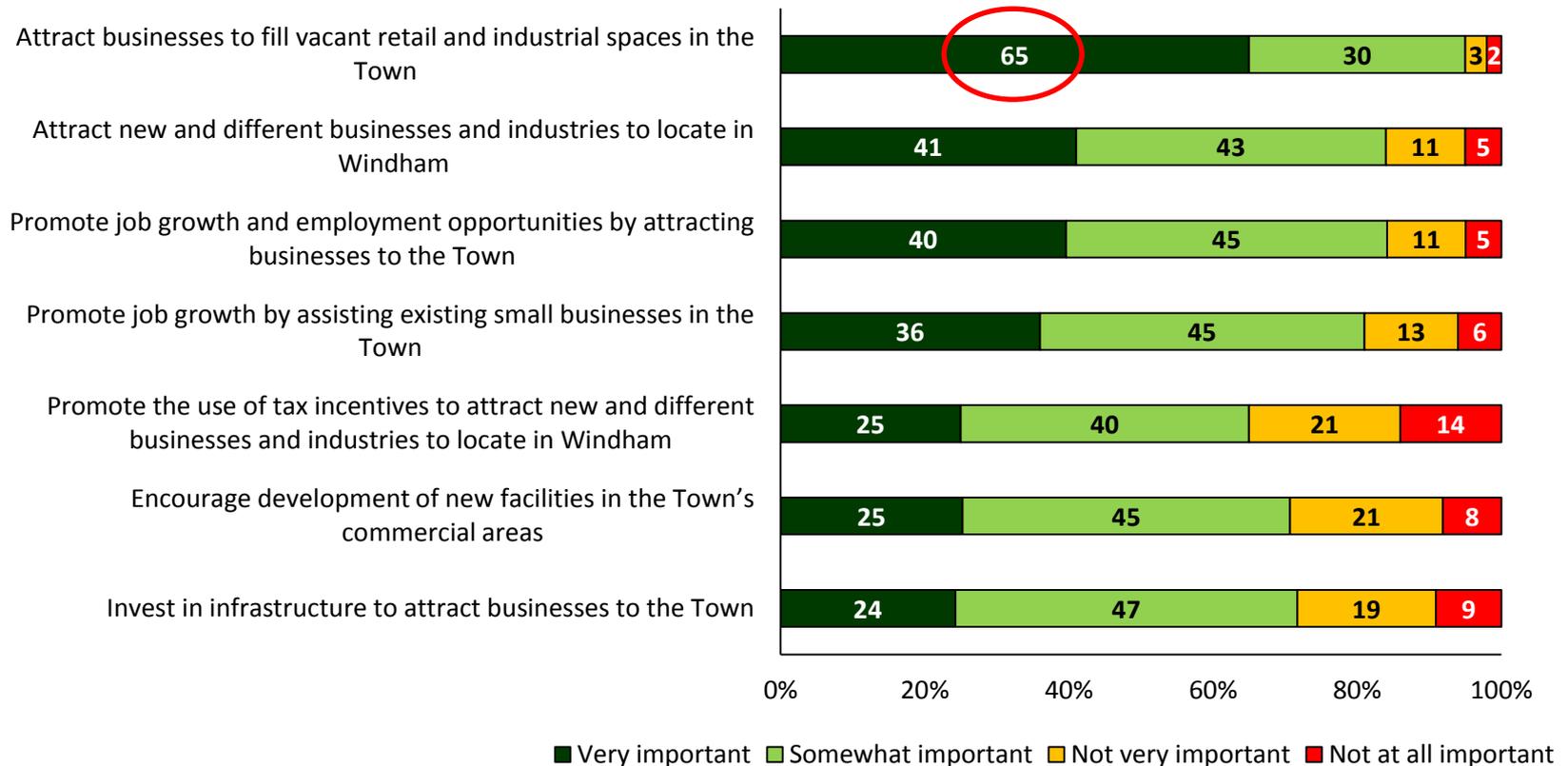


Feedback is consistent with other measures which indicate that some residents are concerned with what is perceived as decreasing amounts of open space in Windham due to development.

Perspectives that open space levels are insufficient are consistent with other similar measures, with longer-term residents (30%) tending to be most likely to believe that more open space is needed.

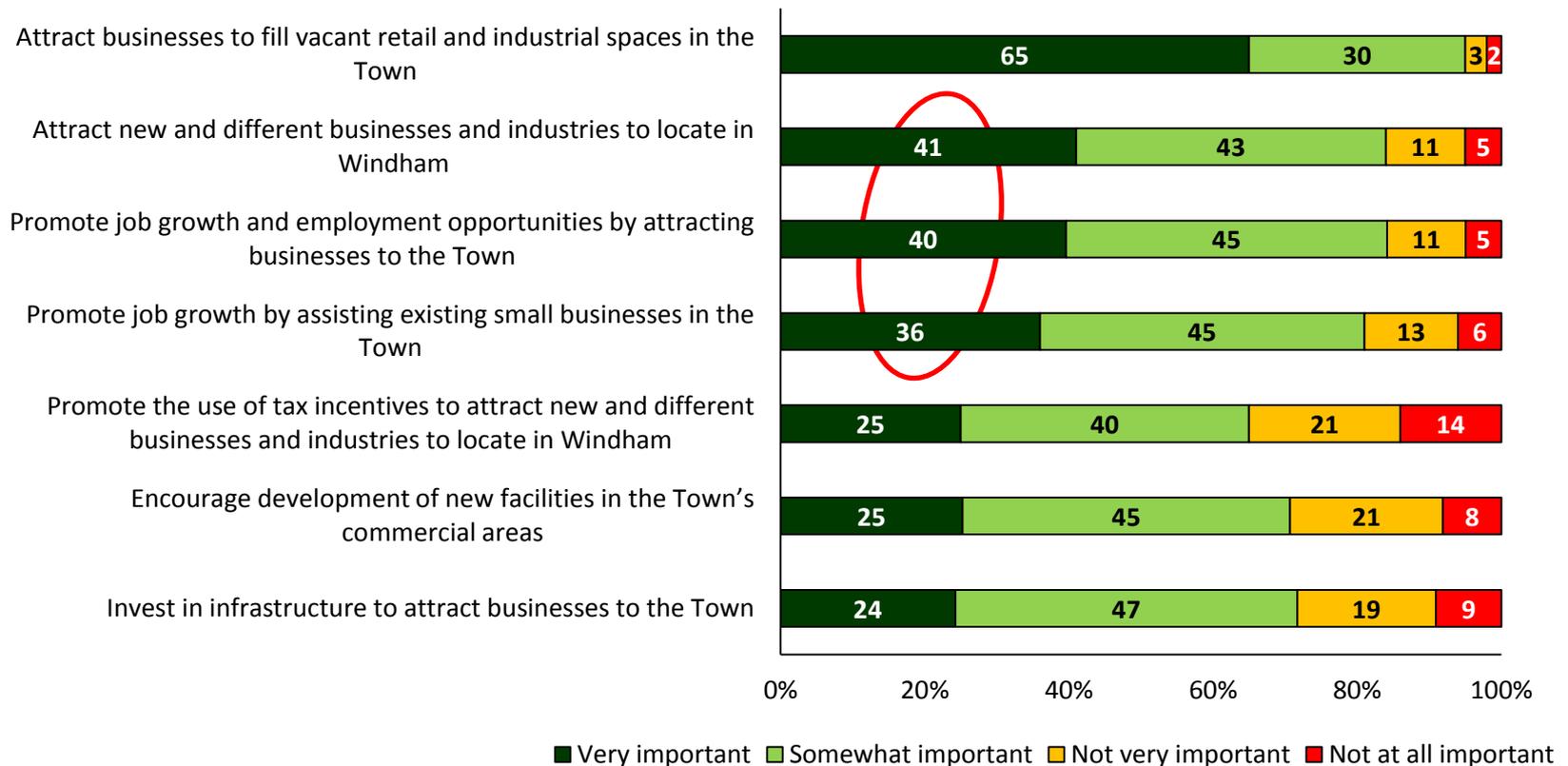
# A majority of residents believe filling commercial vacancies is a very important area of economic development activity for the Town.

*In your opinion, how important is it for the Town to engage in the following economic development activities?*



# As with other measures noting concern about jobs, some residents believe attracting new businesses and promoting job growth are key.

*In your opinion, how important is it for the Town to engage in the following economic development activities?*



***Understanding Windham Residents:  
Attitudinal Segmentation –  
Growth and Development***

# Attitudinal Segmentation: Growth & Development

## Purpose

- A series of attitudinal items designed to gauge residents' perspectives concerning development-related issues was included on the survey (see initial results on pages 40 to 43).
- Moving forward, we sought to use this information to provide Comprehensive Plan project leaders with a better understanding of the dynamics of resident mindset in Windham by applying methods that allow for an understanding of the attitudinal structure of the Town's resident base.

## Method and Analysis

- First, an exploratory ***factor analysis*** was employed to reduce the 13-item attitudinal battery into smaller groups to facilitate more manageable analysis, as well as to uncover any underlying themes and relationships in the data.
- Factor analysis identified four attitudinal themes which, while rooted in statistical relationships among variables, also make intuitive sense.
- We named these four thematic factor areas as follows and refer to them in this manner throughout discussion of the data: *Development Balance*; *Conservation and Preservation*; *Limited Regulation*; and *Community Impact*.

# Attitudinal Segmentation: Growth & Development

## Method and Analysis

- Each thematic factor area is comprised of individual, highly correlated variables included in the survey.
  - Correlation scores are shown below for each item, indicating the level of correlation between the individual items and the overall factor area.
  - As a means of interpretation of these figures, a perfect correlation score is 1.00.
- The component variables for the respective factors include:
  - **Development Balance;**
  - *Conservation and Preservation;*
  - *Limited Regulation;* and
  - *Community Impact.*

Measure	Correlation
Windham must protect low-density residential areas and other undeveloped, rural areas by directing future development elsewhere in the Town	0.763
Windham must focus any future growth only in existing commercial areas	0.737
Windham must focus any future growth only in existing residential areas	0.675
Windham must balance the growth of the community while protecting the Town's rural character and natural resources	0.581

# Attitudinal Segmentation: Growth & Development

## Method and Analysis

- Each thematic factor area is comprised of individual, highly correlated variables included in the survey.
  - Again, correlation scores are shown for each item, indicating the level of correlation between individual items and the factor area noted.
- The component variables for the respective factors include:
  - *Development Balance*;
  - ***Conservation and Preservation***;
  - *Limited Regulation*; and
  - *Community Impact*.

Measure	Correlation
When feasible, the Town should acquire and then preserve available open space	0.746
When feasible, Windham should acquire and then preserve available buildings and parcels of historical significance to the Town	0.726
Windham needs strong land use regulations to manage future residential and commercial development	0.694
Future residential development in Windham should be focused on assuring a variety of housing types to meet the needs of all potential residents	0.564

# Attitudinal Segmentation: Growth & Development

## Method and Analysis

- The component variables for the respective factors include:
  - *Development Balance*;
  - *Conservation and Preservation*;
  - ***Limited Regulation***; and
  - *Community Impact*.

Measure	Correlation
Property owners must be free to develop land without a lot of control and regulation by the Town	.779
Commercial development should not be limited to certain areas of the Town	.765

# Attitudinal Segmentation: Growth & Development

## Method and Analysis

- The component variables for the respective factors include:
  - *Development Balance*;
  - *Conservation and Preservation*;
  - *Limited Regulation*; and
  - ***Community Impact.***

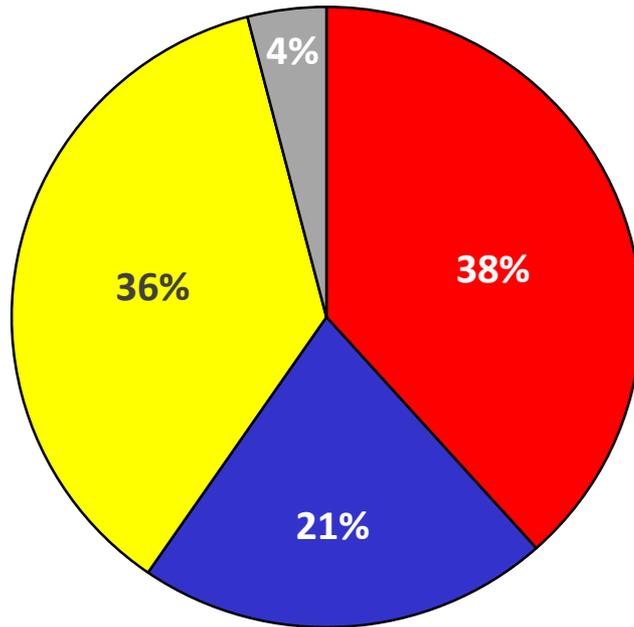
Measure	Correlation
The effect on the Town's infrastructure and services should be the principal consideration in evaluating new development in Windham	0.691
The look and appearance of proposed development should be the principal consideration in evaluating potential growth in Windham	0.686
The economic growth of the Town should be the principal consideration in evaluating new development in Windham	0.646

# Attitudinal Segmentation: Growth & Development

## Method and Analysis

- Following the factor analysis, **cluster analysis** was then employed to partition study participants into specific groups based on an individual resident's responses to these mindset and attitude variables.
  - This analysis places residents into mindset-based “clusters” by maximizing the similarity among the cases within each cluster while maximizing the dissimilarity and uniqueness among groups.
    - Members of a given cluster tend to respond similarly on questions within the respective clusters and their responses to those items tend to be more different from the responses offered by members of other clusters.
  - Importantly, cluster analysis does not always create segments that are mutually exclusive and fully exhaustive within a data set.
    - *Clustering is not always mutually exclusive.* While segment assignment is based on the greatest similarities within the cluster, it is possible for a respondent to have properties common to more than one group; there can be some small sense of over-lapping within cluster analysis.
    - *Clustering is not always exhaustive.* Some respondents within a given set of data may not belong to a well-defined group, due to outlier responses or inconsistencies in the data that do not allow a respondent to be classified appropriately.

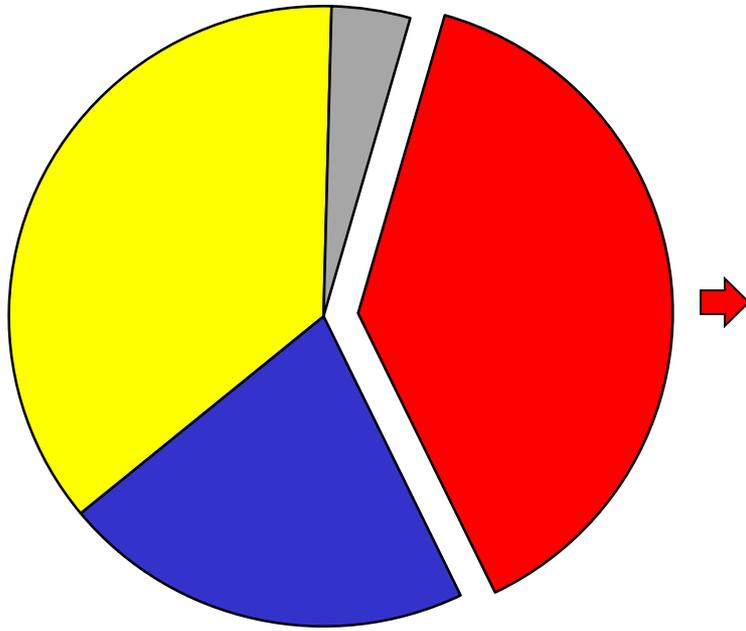
# Attitudinal Segmentation: Growth & Development



- Protection and Preservation
- Development Freedom
- Both Ways
- Unclassified

- In this analysis, clustering created three groups based on participants' responses to the mindset items concerning development issues in the Town.
- Across variables included in the segmentation effort, each cluster differs appreciably in terms of mindset and perspective regarding issues related to growth.
- These cluster segments provide an understanding of different resident perspectives currently in place among Windham residents.
  - A total of 44 of the 1,024 total cases were not included in this analysis due to inconsistent or missing responses (i.e. skipped items).
- The resulting segments have been used as a unit of analysis where appropriate.
- Analyses discussed on the following pages present an overview of the three resident clusters, named *Protection and Preservation*, *Development Freedom*, and *Both Ways*.

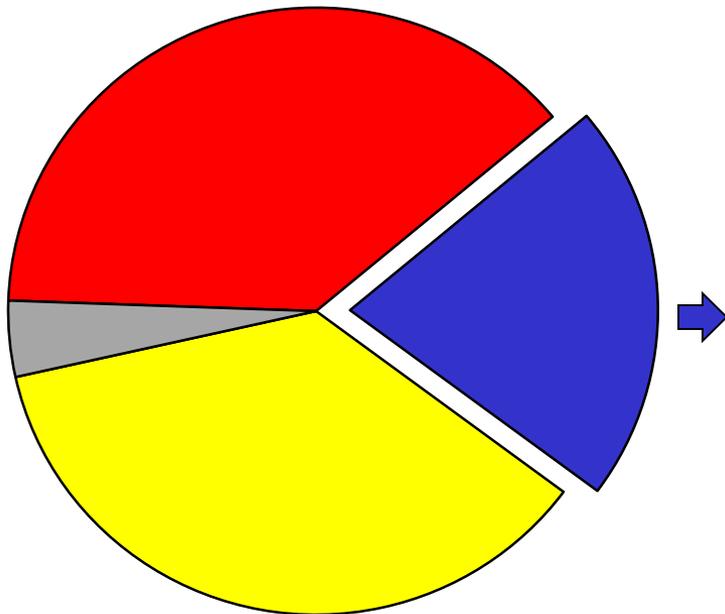
# Protection and Preservation - Segment Profile



- Protection and Preservation
- Development Freedom
- Both Ways
- Unclassified

- This first resident segment (38% of Windham residents surveyed) is characterized by fairly robust attitudes about managing growth and also the preservation of open space in the Town.
- Relative to other segments, members of this group tend to feel that...
  - Windham must balance its inevitable growth with resource protection and the preservation of its perceived rural character;
  - The Town should have strong regulations and guidelines which manage and limit residential and commercial development; and
  - The Town should strive to acquire and protect available open space and related assets to protect them from development.
- Please see the following pages for further discussion of this segment.

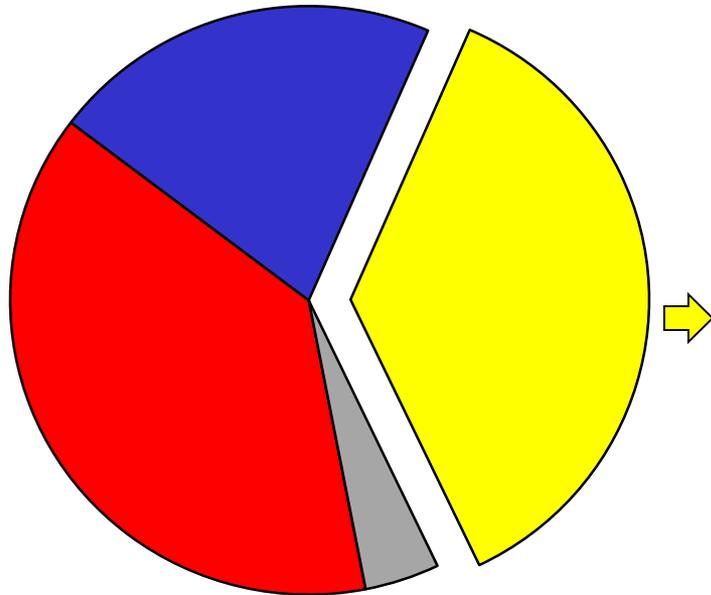
# Development Freedom - Segment Profile



- Protection and Preservation
- Development Freedom
- Both Ways
- Unclassified

- This segment (21%) is characterized by fairly strong attitudes favoring development.
- Relative to other segments – and the *Protection and Preservation* segment in particular – members of this segment tend to feel that...
  - The Town should not necessarily focus on achieving balance in its future growth;
  - Those with property should be free to develop it;
  - Neither residential nor commercial development should be hindered by the Town or its regulations;
  - The Town should not be limiting or directing growth in specific areas; and
  - The Town should not be acquiring and preserving either open space or parcels of historical significance.
- Please see the following pages for further discussion of this segment.

# Both Ways - Segment Profile

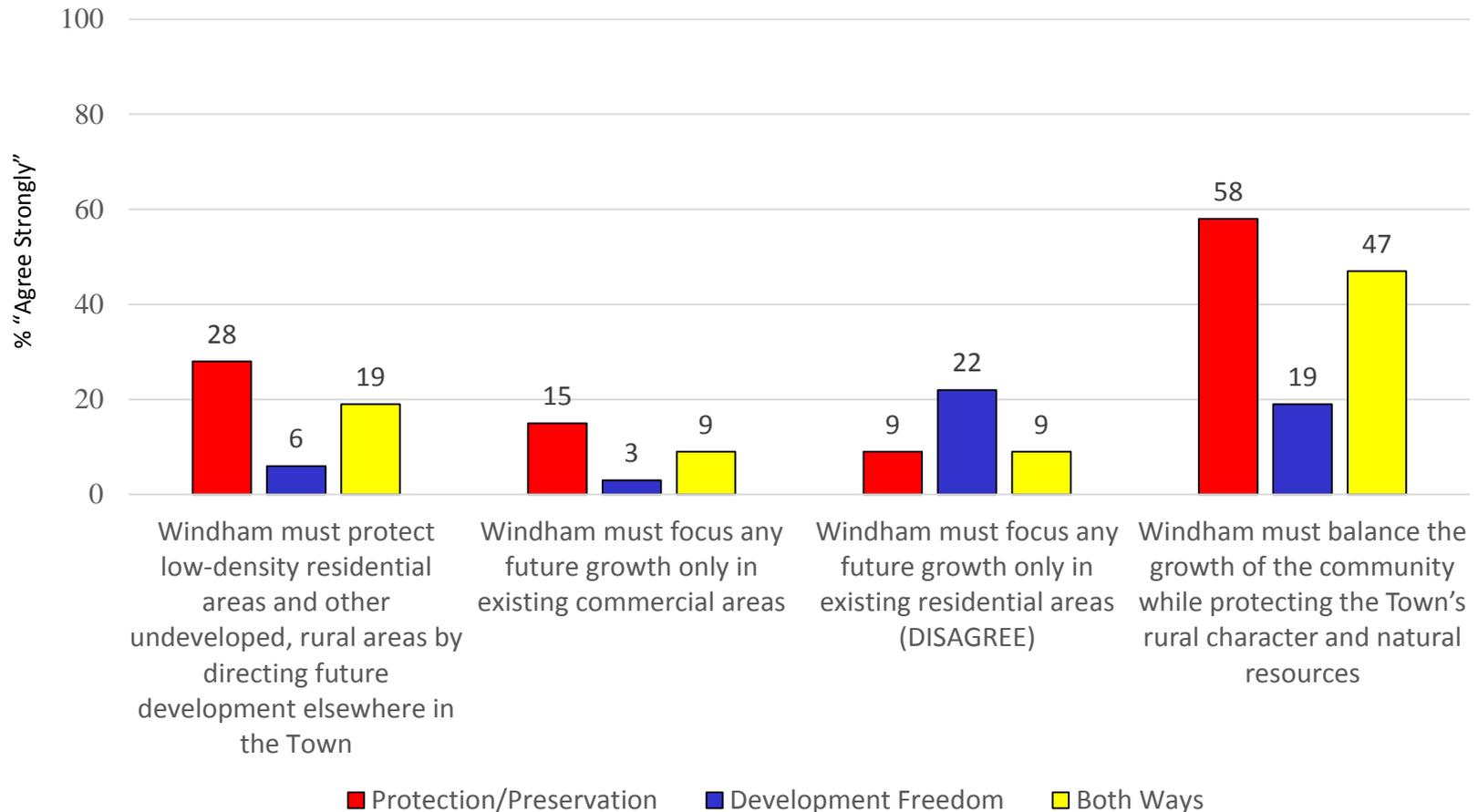


- Protection and Preservation
- Development Freedom
- Both Ways
- Unclassified

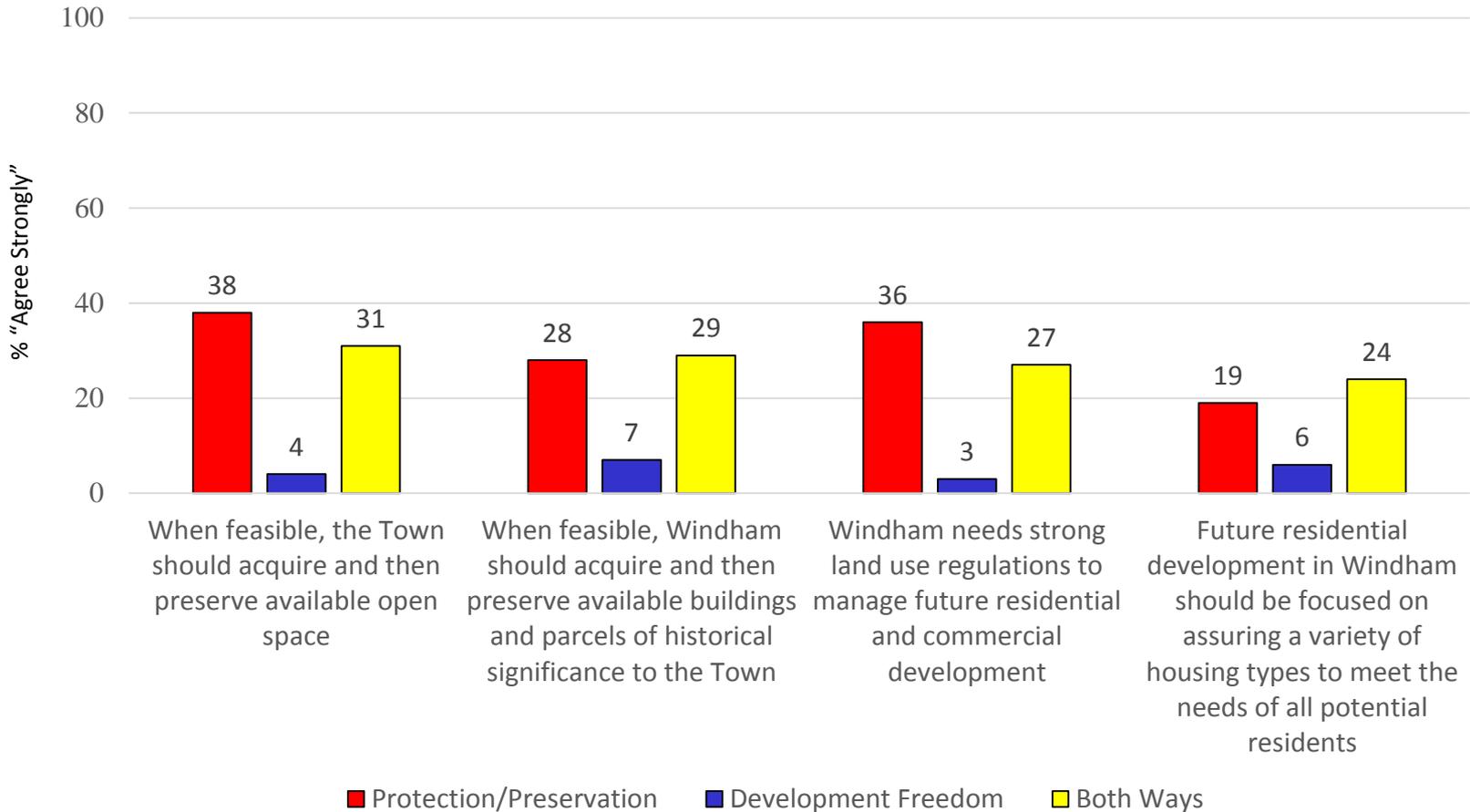
- This final segment (36% of Windham's resident base) is a curious mix of attitudes and perspectives; as such, these residents almost want it *Both Ways*.
- Indeed, while the segment could be classified as being quite pro-growth and pro-economic development, at the same time, its members...
  - Value development balance;
  - Endorse some regulation and management of growth in the Town; and
  - Favor the acquisition and subsequent protection of open space and other assets that perhaps characterize Windham's rural nature.
- Please see the following pages for additional discussion of this segment.

# Attitude Profile: *Development Balance*

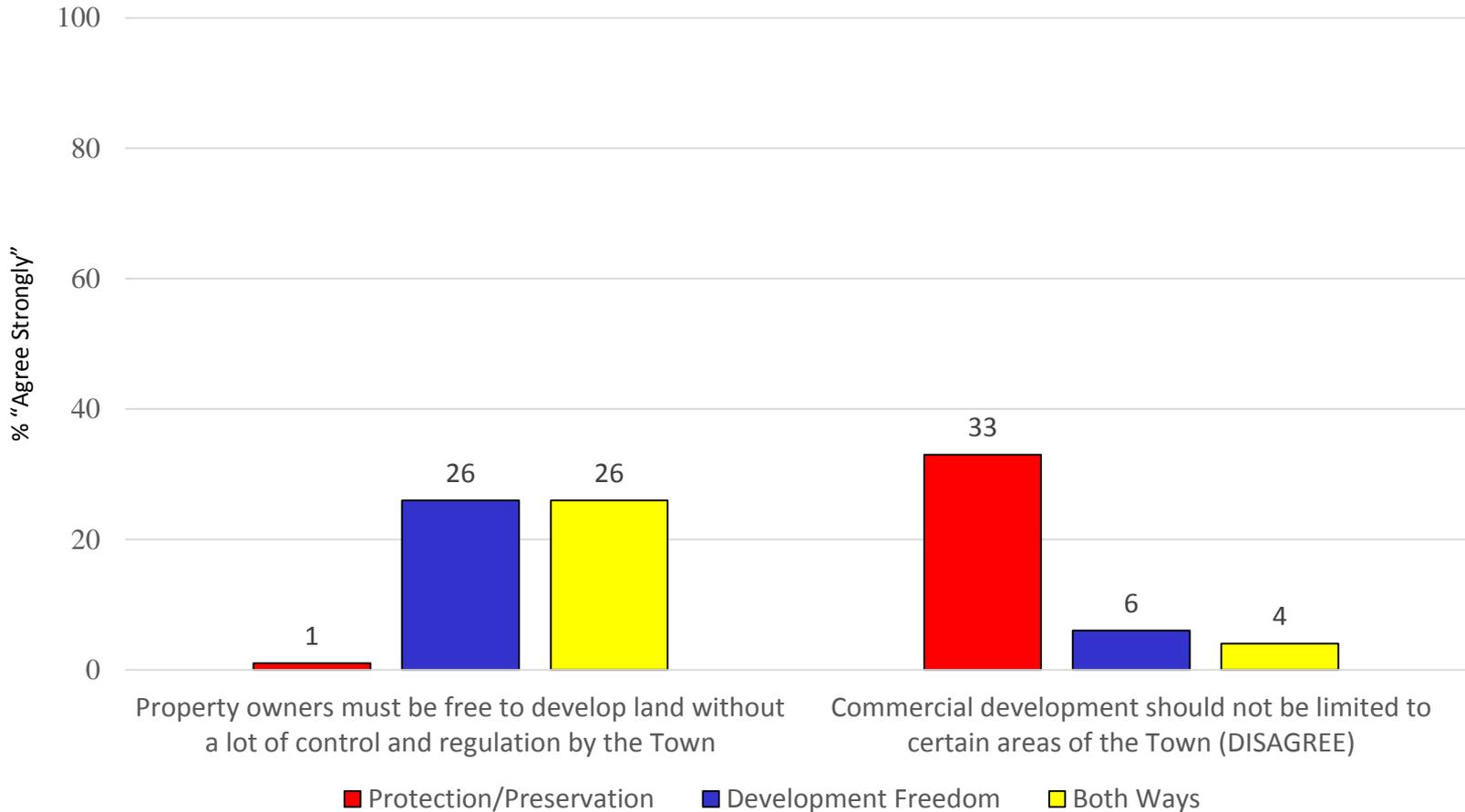
Charts on pages 75 through 78 present results for individual items within the thematic factor groupings according to the segments identified on pages 71-74.



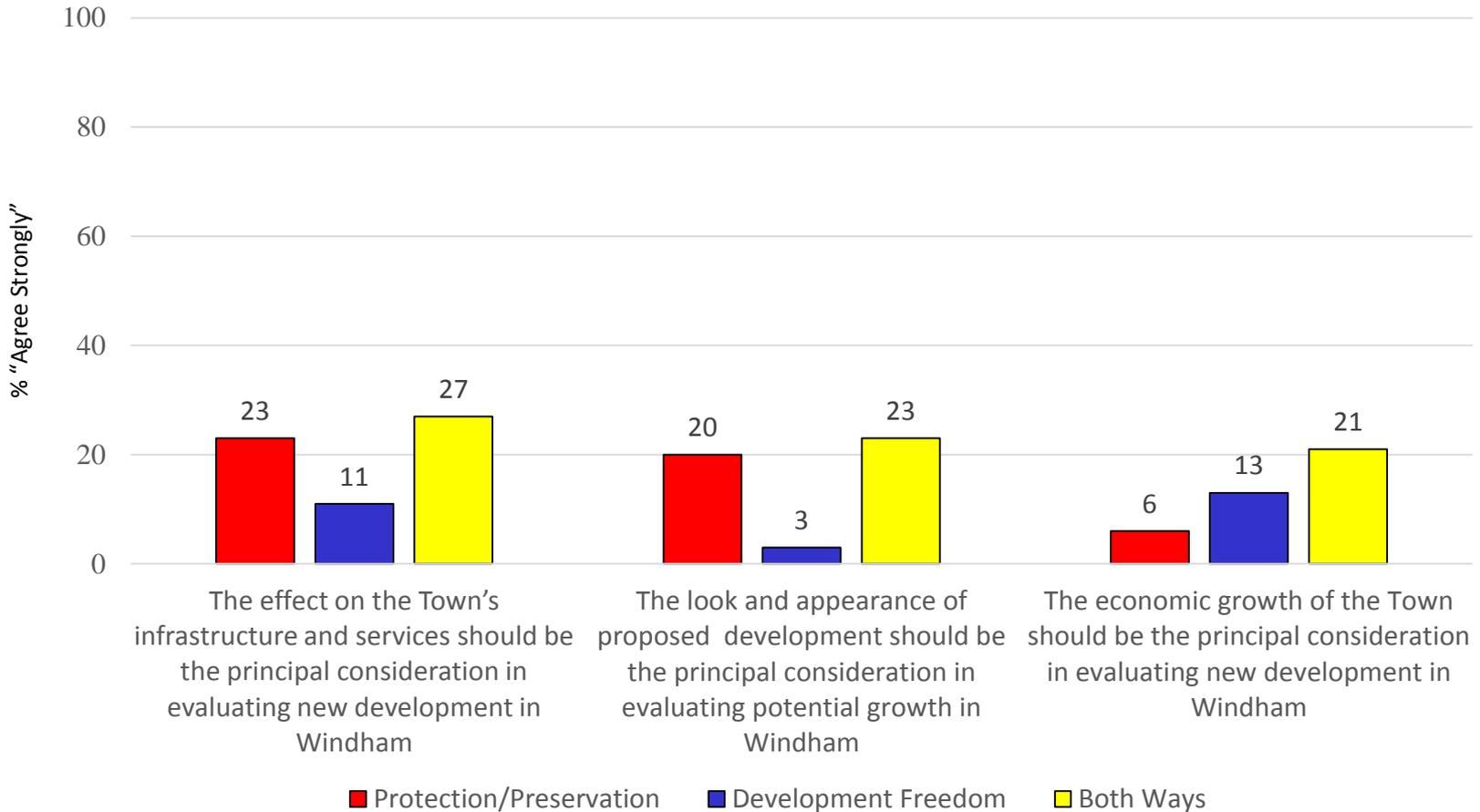
# Attitude Profile: *Conservation & Preservation*



# Attitude Profile: *Limited Regulation*



# Attitude Profile: *Community Impact*



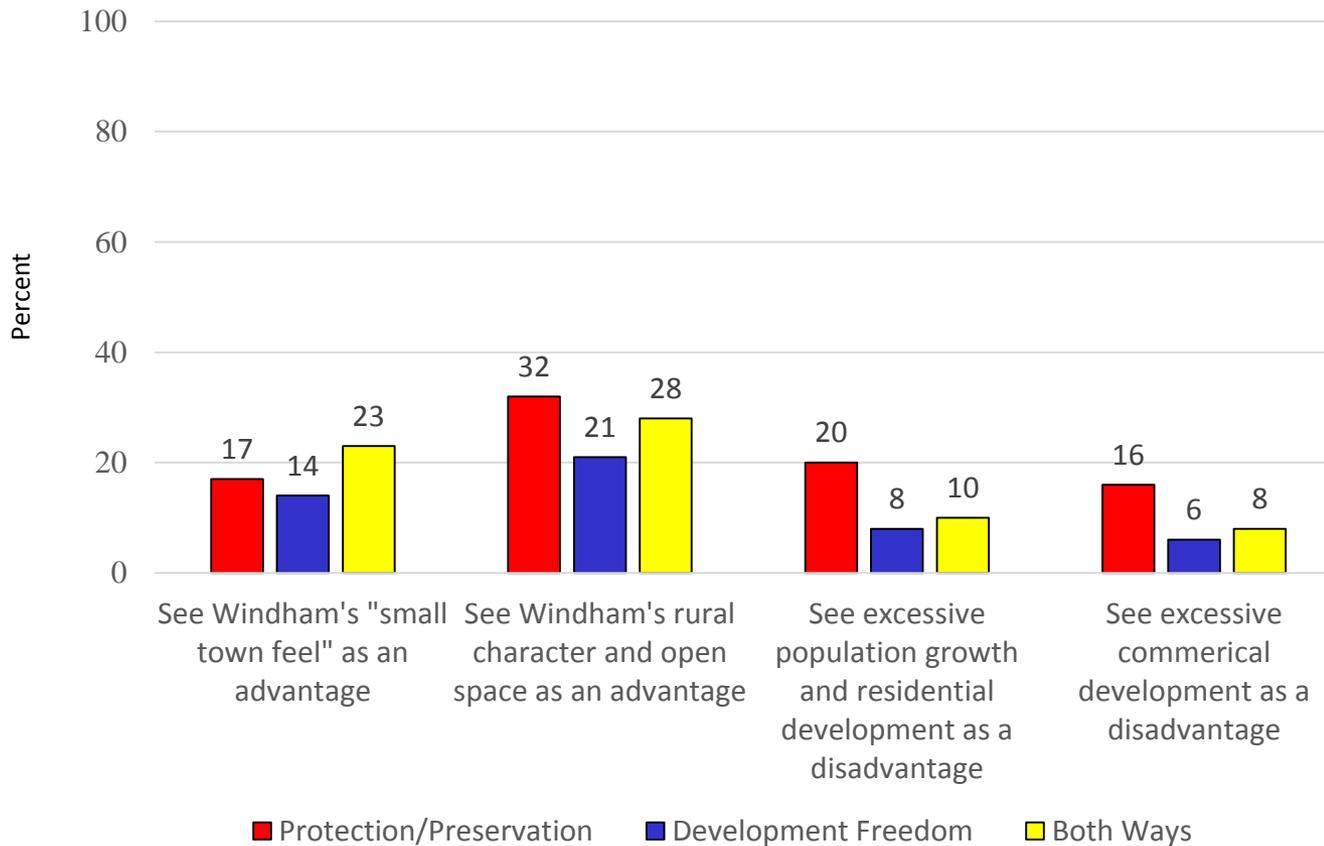
# Demographic/Classification Profile, by Segment

	Protection and Preservation	Development Freedom	Both Ways
<b>Gender</b>			
- Female	48%	34%	51%
- Male	52%	66%	49%
<b>Age</b>			
- Under 35	6%	9%	10%
- 35-44	13%	17%	13%
- 45-54	18%	28%	17%
- 55-64	31%	22%	27%
- 65-74	25%	18%	22%
- 75+	6%	6%	11%

Note: Yellow highlighting denotes statistically significant differences.

# Select Advantages/Disadvantages of Windham, by Segment

Charts from page 80 to page 89 present results from items where relevant differences are observed across the three segments.

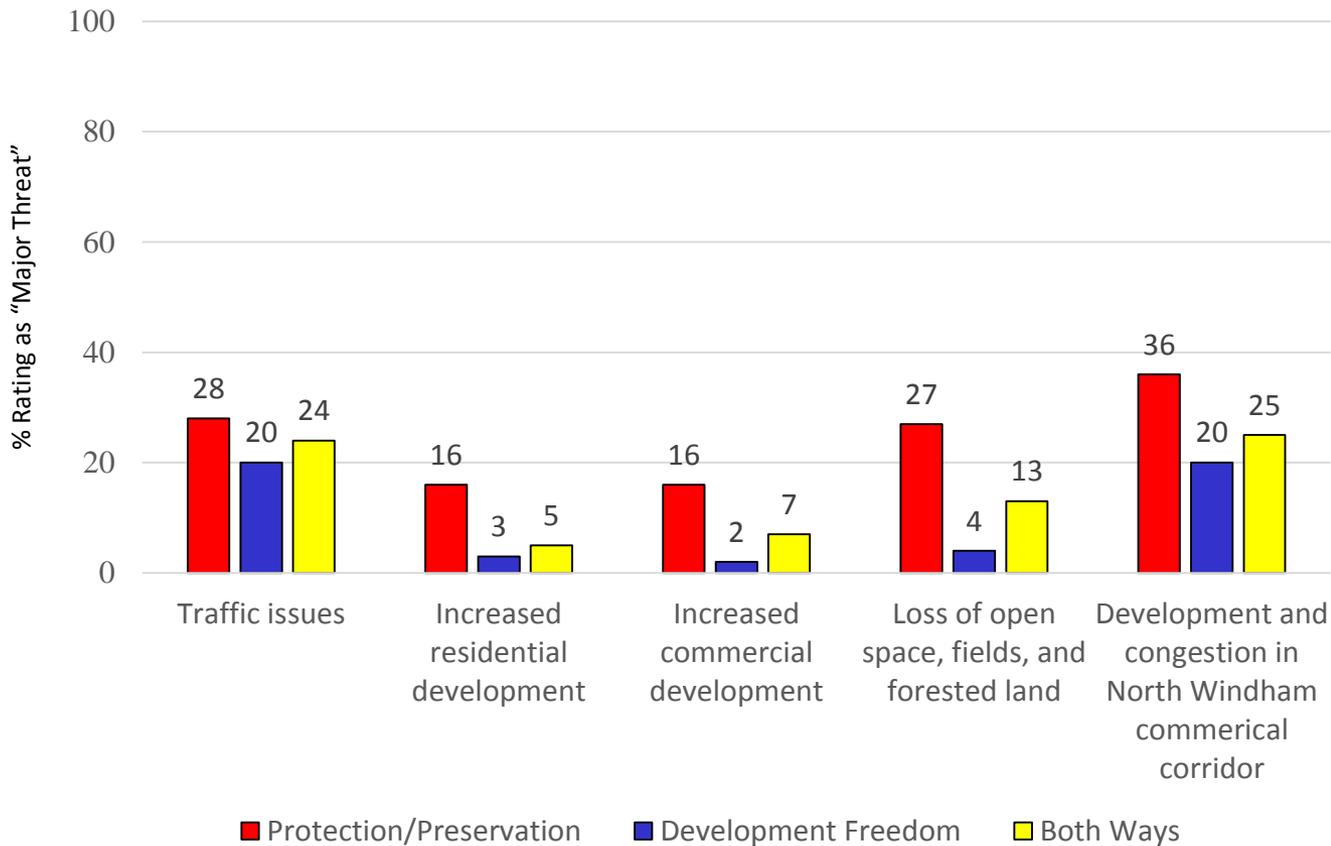


Consistent with the mindset dimensions of the segment, those in the *Protection and Preservation* segment are significantly more likely to see development as a disadvantage to living in Windham.

Directional differences are observed at the segment level for perceived advantages in small town feel and open space.

# Perceived Threats to Quality of Life in Windham, by Segment

## Development-Related Threats



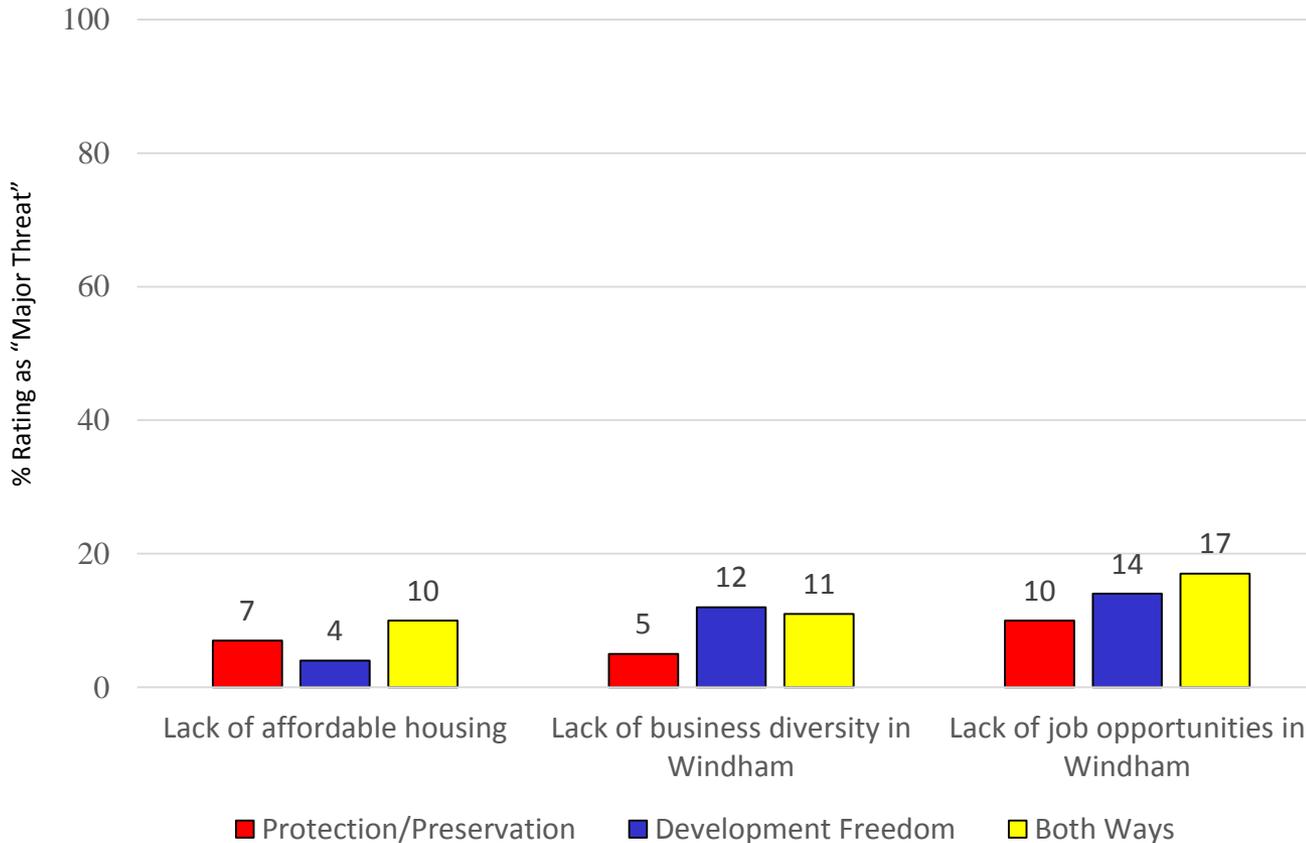
Each segment appears affected by traffic issues and, to some extent, associated congestion in North Windham.

Those in the *Protection and Preservation* segment are significantly more likely to see these issues, as well as development and associated loss of open space, as threats.

Conversely, those in the other two segments, which trend favorably toward development, tend to see these issues as less of a threat.

# Perceived Threats to Quality of Life in Windham, by Segment

## Economic Threats

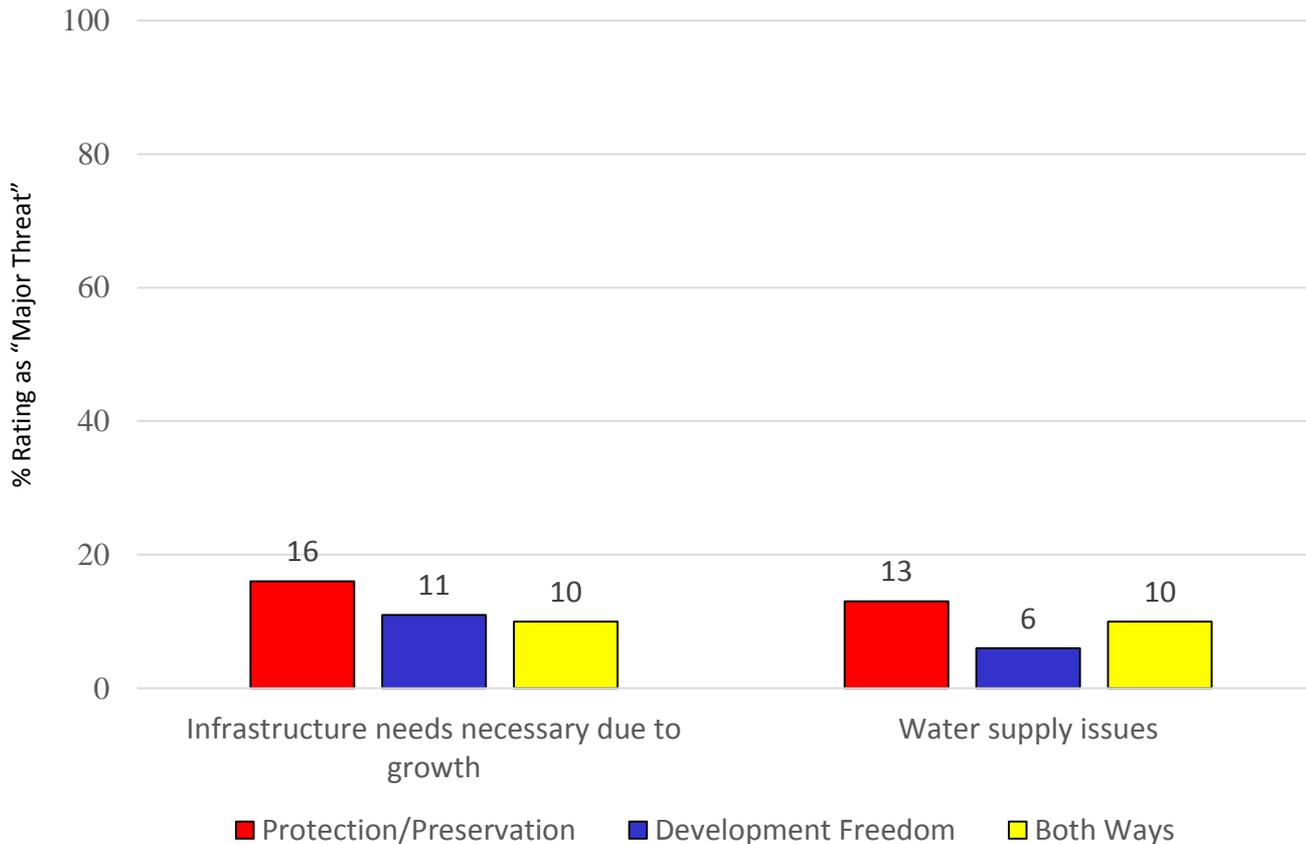


Compared to the *Protection and Preservation* segment, those in other segments – particularly the *Both Ways* segment – are disproportionately more likely to see things like limited affordable housing, lack of business diversity and limited job opportunities as threats.

Still, the proportion viewing these issues as significant threats remains limited.

# Perceived Threats to Quality of Life in Windham, by Segment

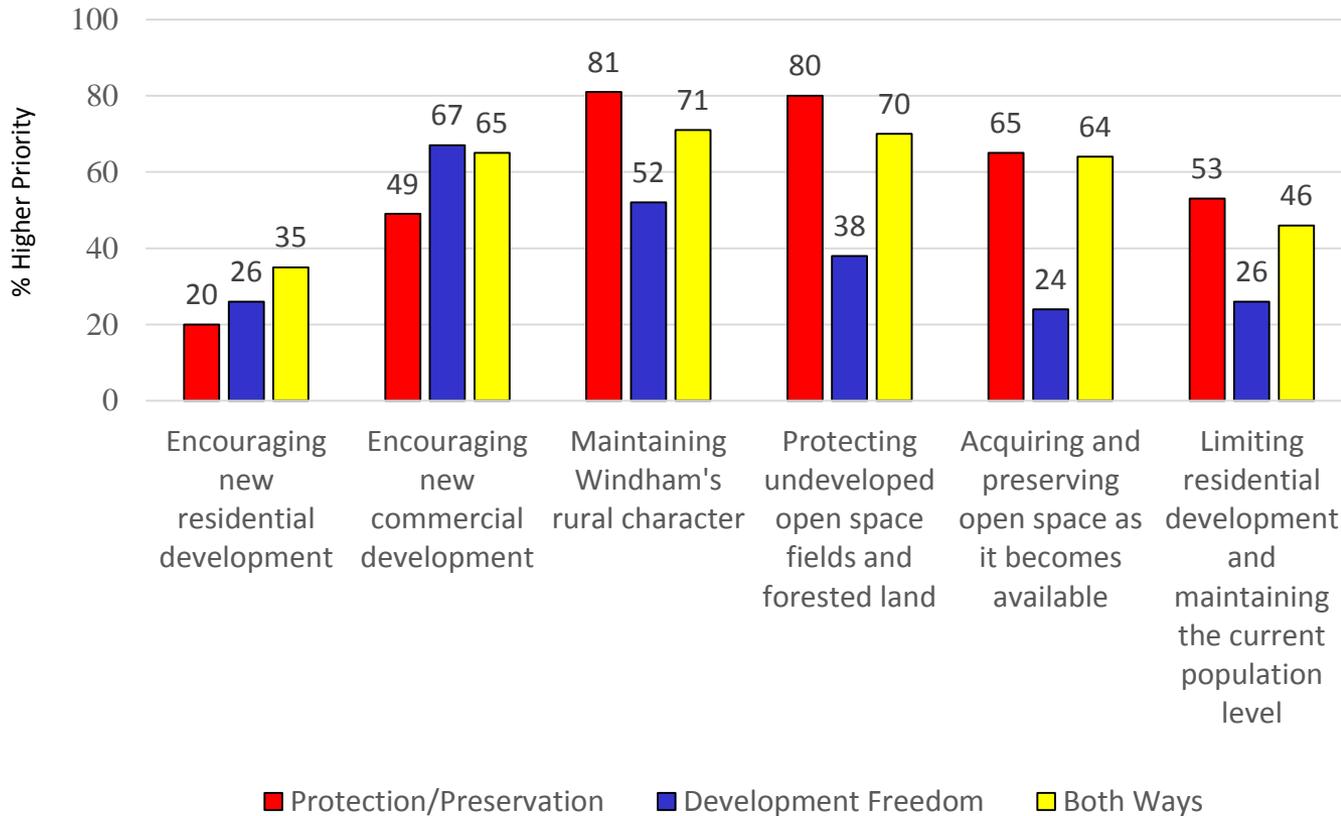
## Infrastructure Threats



While perceived risks from infrastructure-related issues are quite limited overall, those in the *Protection and Preservation* segment are most likely to view these as threats.

# Perceived Higher Future Priorities for Windham, by Segment

## Priorities Related to Development

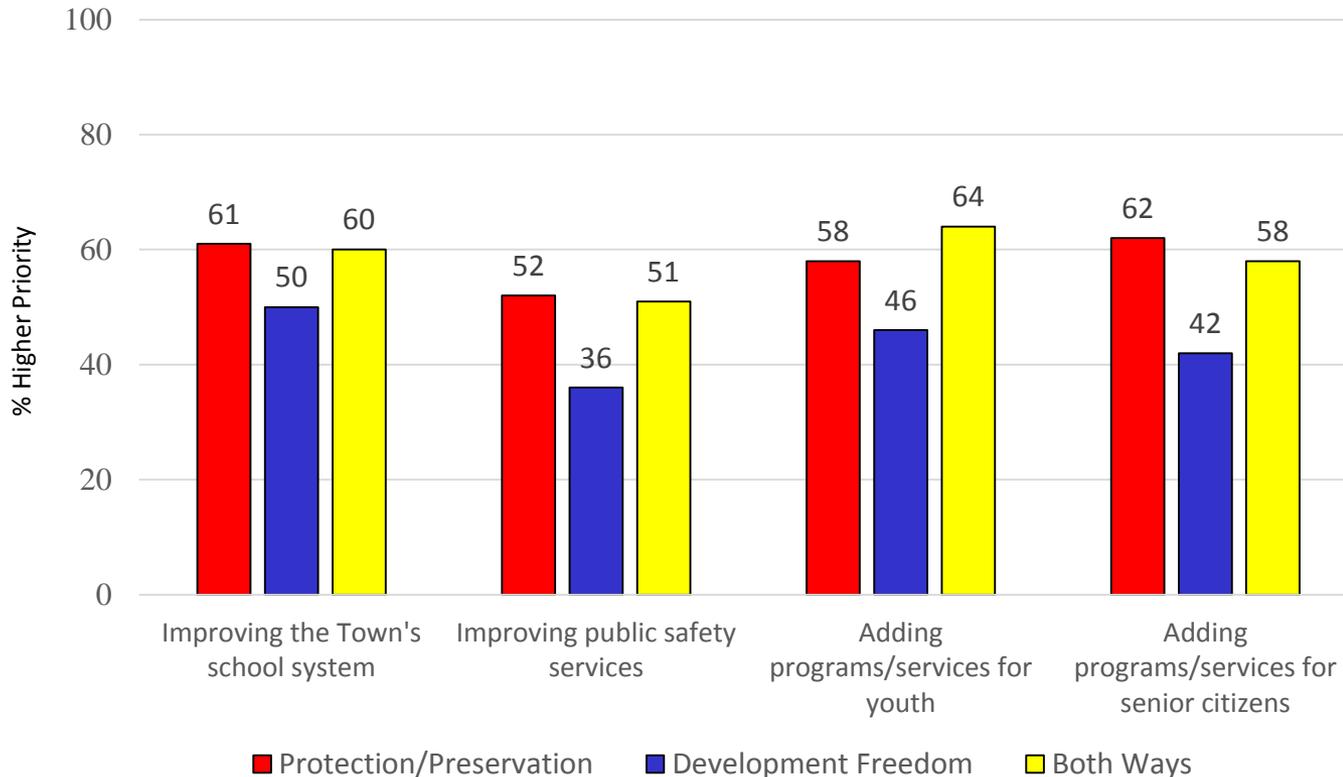


Compared to the *Development Freedom* segment, many of those in the *Protection and Preservation* and – to a lesser extent – the *Both Ways* resident segments see issues of protection and preservation as higher priorities.

Interestingly, many in the *Development Freedom* segment do not see an issue like increasing residential development as a priority, but generally believe that development should not be hindered.

# Perceived Higher Future Priorities for Windham, by Segment

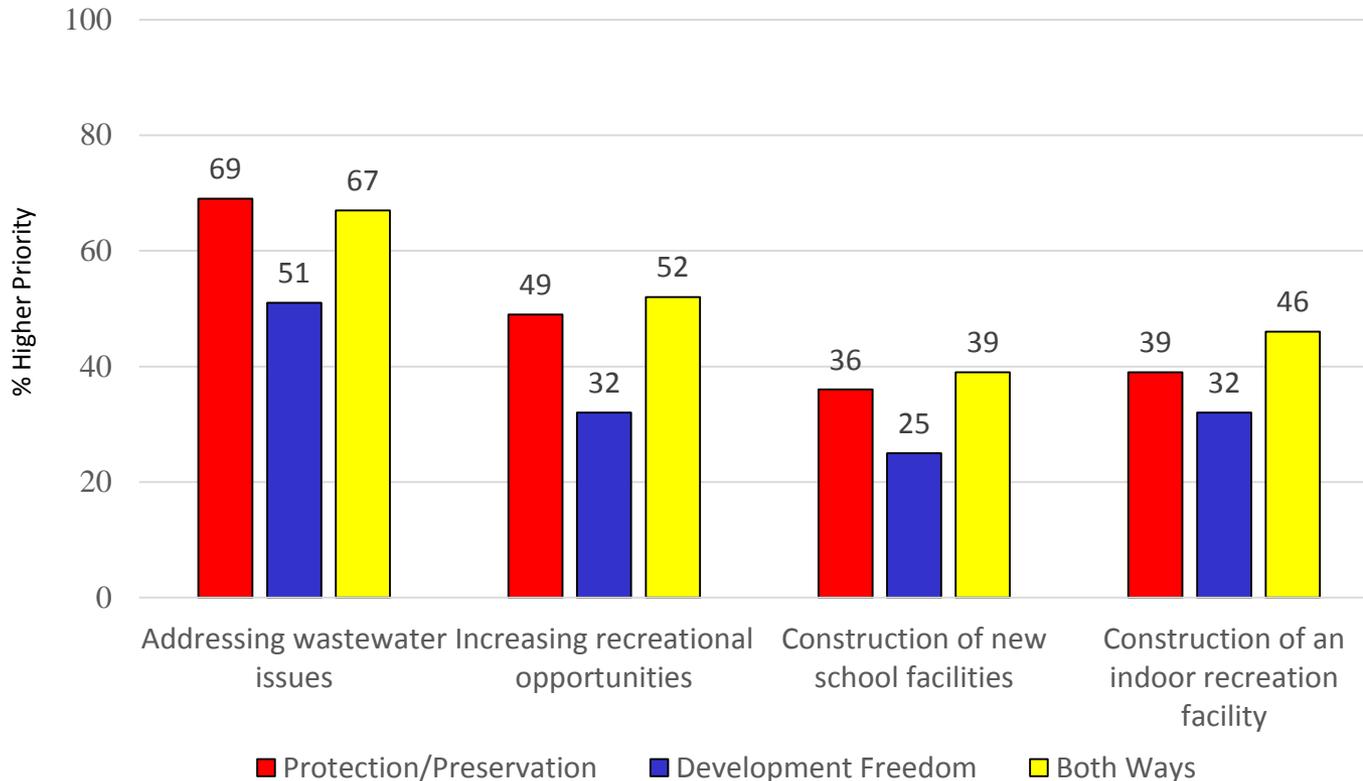
## Priorities for Service and Program Improvements/Additions



Those in both the *Protection and Preservation* and the *Both Ways* resident segments see these possible improvements and program enhancements as higher priorities than do members of the *Development Freedom* segment.

# Perceived Higher Future Priorities for Windham, by Segment

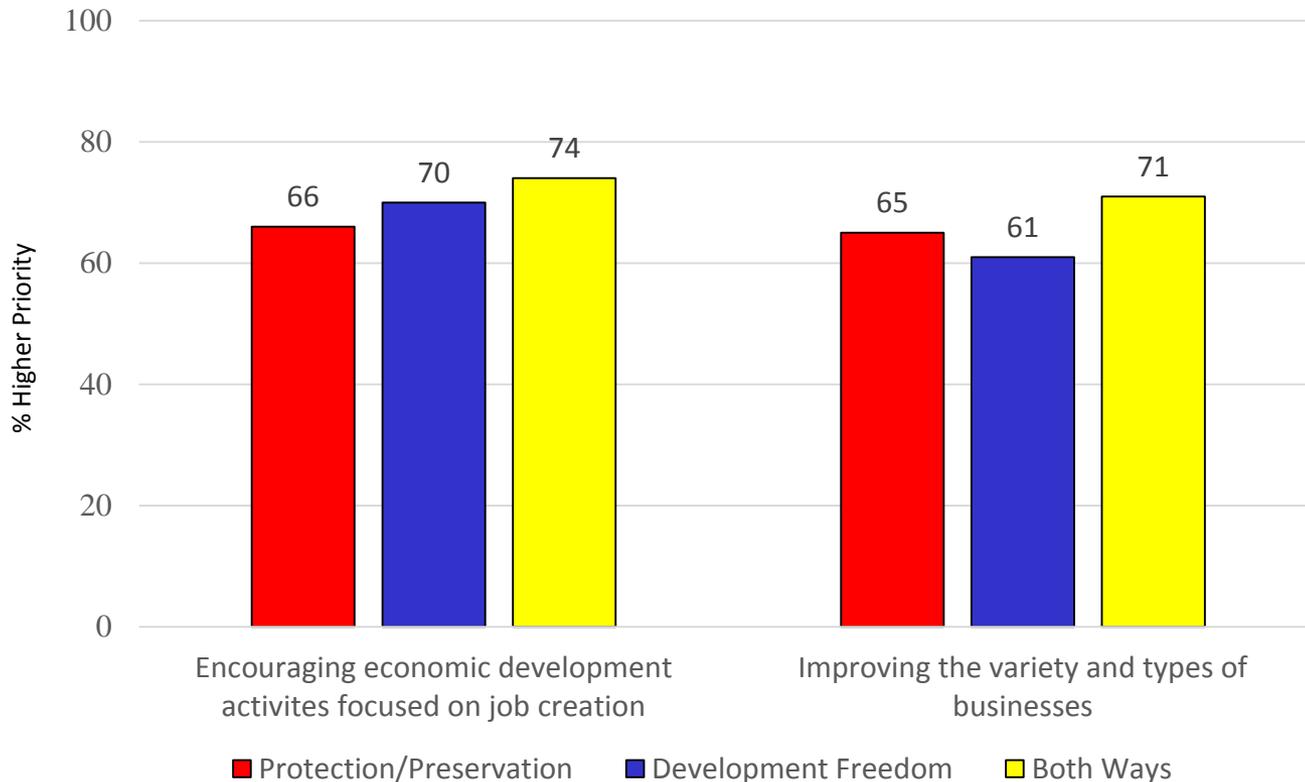
## Priorities Involving Potential Capital Expenditures



Similarly, members of the *Protection and Preservation* and the *Both Ways* segments see these possible projects as higher priorities than do members of the *Development Freedom* segment.

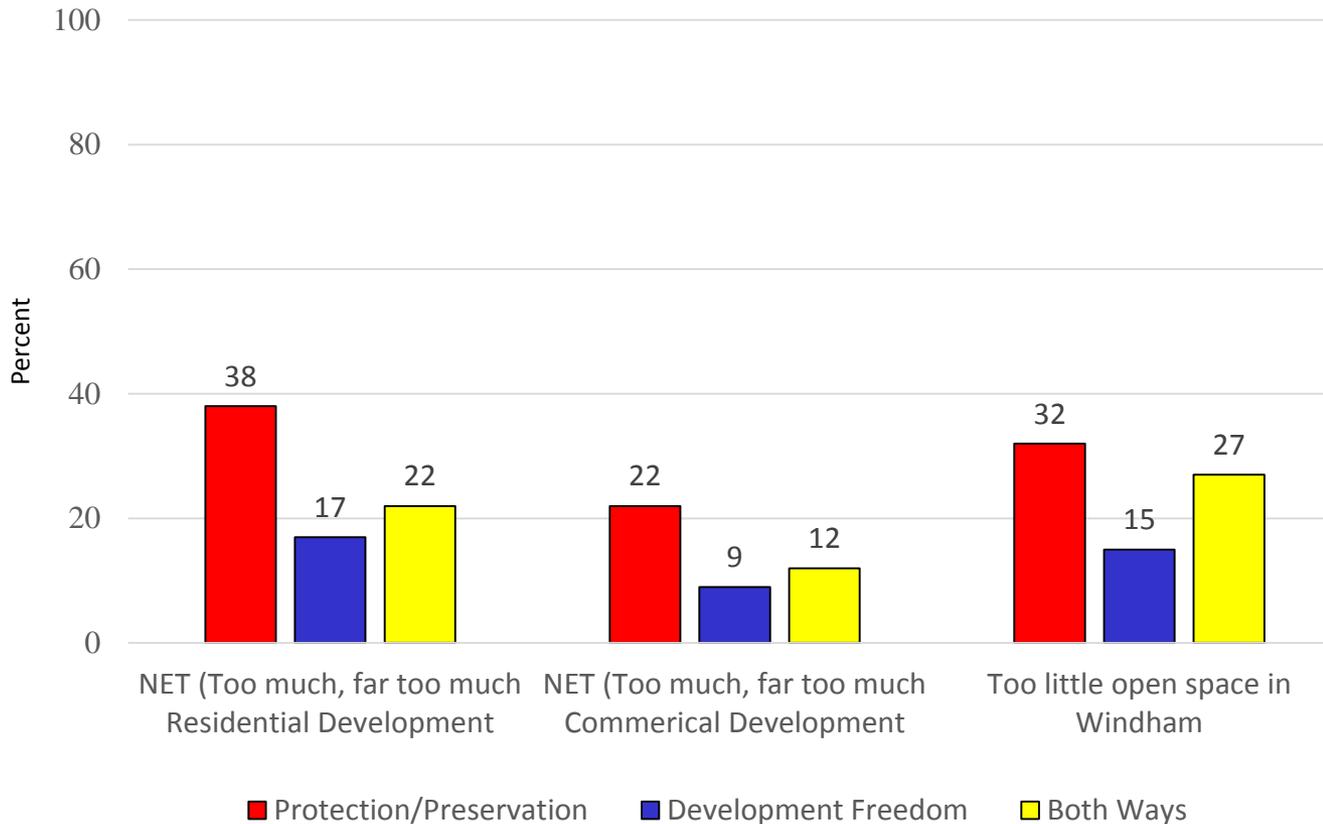
# Perceived Higher Future Priorities for Windham, by Segment

## Priorities Involving Economic Development



Members of the *Both Ways* segment see economic development activities as a higher priority than do members of other resident segments.

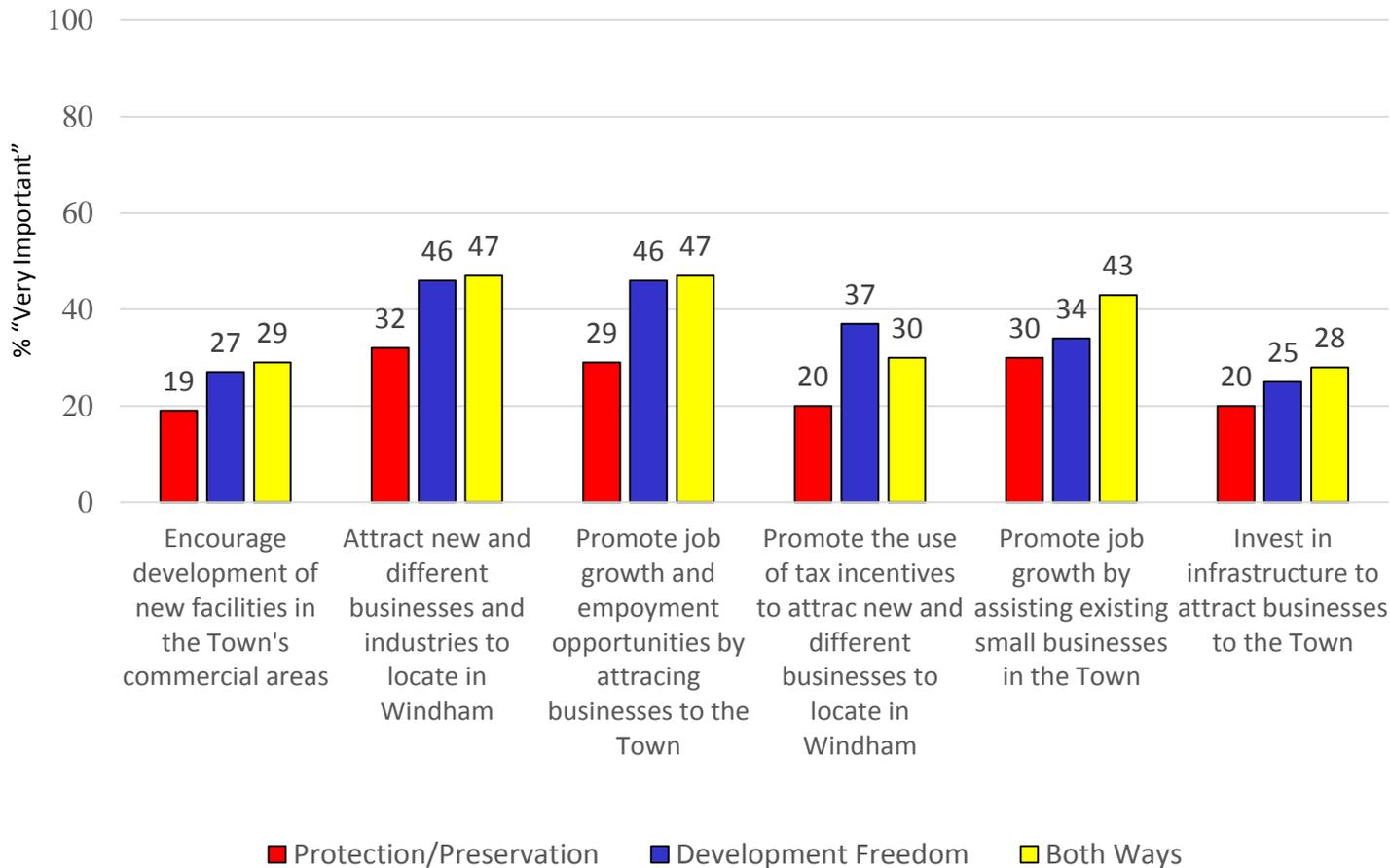
# Perceptions of Amount of Development/Open Space, by Segment



Not surprisingly, members of the *Protection and Preservation* segment are most likely to feel that development is already excessive in the Town.

Interestingly, those in the *Both Ways* segment are not as anti-development, but do have similar views on insufficient open space in Windham.

# Importance of Various Economic Development Initiatives, by Segment



The *Development Freedom* and *Both Ways* segments are each much more aligned with economic development activities than is the *Protection and Preservation* segment.

## Protection and Preservation Segment

1) Town should have one or two weekends of free bulky waste disposal. 2) Should have a policy addressing property owners who collect and store junk on their property which lowers property value of adjacent property owners. 3) Do away with the "no burn zone" in North Windham, or allow burns on a limited number of days in those areas.

A good place to live!

All in all I've been very happy living here for 18 years. Enjoy the benefits of country living while close to city. Have been very happy with school system my son attended and town services. I also believe that my taxes in that time have only gone up \$600 and that to me is impressive.

Any large development should include a water supply and a waste water system. School system needs to focus on academics and trade and not sports. Our kids are not going to be NFL, NBA or MLB players.

Any new growth, infrastructure, development, should not be done if property taxes will increase. Let's keep what we have & keep it well!

As a newcomer to Windham, I am enjoying living here and having stores close at hand while still living near the pond. It has been disappointing to see business fail in that time and buildings remain empty. I use opportunities to meet other seniors, and take continuing ed classes. Would like to see more cultural opportunities.

As a resident and a business in the town, I have heard many complaints regarding how difficult it is to do business in Windham. As a Loan Officer I have heard many complaints about the code enforcement since Roger Timmons left. Very unfriendly and lengthy process. I grew up in Windham, moved away for 10 years and came back. I appreciate the growth, feel we need to attract good businesses to fill vacancies in the NW corridor and really wish we had access to the shopping centers with sidewalks(There are missing connections), bike paths, picnic areas, playgrounds and other family attractions to keep the business here.

Being in Windham 3 years now has been pleasant for me and my wife. If we had to complain about anything it would be the lack of snow plowing in our neighborhood. The fact that we have been here 3 years and seen the police drive by 4 times. I'm sure they have driven by more while we are working, but who knows? We live on the road by the town beach so there is very little traffic here, but being so far off the road it would be a good place for others to break into homes. The plowing or lack of it really bugs me. Traffic on 302 in the summer has always been a problem but I don't see that changing much. My fear also is that when River Road is complete, the traffic will be much higher and speeding to be a big issue. Would really like to see the town go to trash dumpster service like Westbrook and Scarborough has done. It would make the streets look much cleaner on trash day instead of seeing the trash blowing around and end up in the ditches.

Bulky waste and universal waste disposal should be available and frequent.

Cleaning up the drug use and traffic in Windham needs to be a TOP priority. It is at the root of much of the public safety issues.

Do not allow the sale and use of fireworks anywhere in Windham!!! We will leave Windham soon if the current use of fireworks continues to be legal! Allow for sidewalks in the shopping areas all along 302. Install backroads allowing for access from the post office area/Windham Shopping Center all the way to the Windham Mall.

Downtown Windham looks like a stripmall from LA. You could take some lessons from the changes Westbrook has started making. Controlled development, but maintain the rural feel.

## Protection and Preservation Segment

Extremely important to restrict the use of fireworks in the Town...limit it to holidays and weekends. Also very important to have a dog park in Windham esp. since Portland has 2 dog parks. Wildlife and environment must be protected to maintain any quality of life.
Fix Whites Bridge and Rt 302 intersection. Add a town by-pass.
Focus needs to be put on developing public transportation in Windham.
Forget it.
Get all the traffic off 302, it isn't safe for the roads to be so blocked by all that traffic. Put in a over-pass starting at Prides Corner and ending the other side of Raymond.
Get on board with municipal fiber optic infrastructure and Internet services, like Rockland and South Portland are doing. <a href="http://nextcenturycities.org/">http://nextcenturycities.org/</a>
Great town but the 302 corridor is a mess. Money spent for new traffic lights several years ago just made it worse and town still allows new curb cuts. Too hard to navigate -easier to go to the Maine Mall.
Great town to raise our kids, thanks and keep it up!
I am glad that this forward thinking and planning are taking place.
I am mainly just in Windham in the summer. It has grown so much since I first came there. Hopefully it doesn't get so large that you can't enjoy it as a summer resident.
I am not against new residential or commercial development, but it must be PLANNED and regulated by the town. I have seen it happen several times: a small business gets a permit for a specific activity and promises they won't expand into things that are not permitted, but then they do and the Town doesn't do anything about it. I know of one case that is environmental---now an auto repair shop that was supposed to be only towing. They are now a full fledged garage -- nothing has been done about making sure they limit their activity. The town should be making sure businesses follow the rules -- that's their job!
I am skeptical of offering preferential tax treatment to businesses to locate here because it seems these are used to play one town against another. I think the town needs to offer more recreational opportunities to our youth, whether it is a recreational building or multiple use of the school facilities to keep them engaged. I think the town should require businesses to build according to a standard that improves look of the downtown. Less strip malls and more traditional architecture.
I am very happy here and the way things are going here.
I believe that the town should be allowed to grow both residential and commercial opportunities in a controlled fashion based on the benefits they bring to the town and balancing growth and town services. I believe that the town should provide both 5 & 10 year plans (and implement them in a responsible fashion) to: - resolve the waste water disposal issue - attract new businesses (that do not have a negative environmental impact) via 5 yr tax incentives, building locations, working with local schools & colleges to train potential work force - upgrade the quality of education for children and adults (including a reimbursement program for teachers to earn masters/doctorate degrees with a minimum 3.0 GPA) - help residents gain access to natural gas pipelines (help negotiate with Natural gas companies for a town wide plan awarded to the company with the best offer) - build a bypass route for the 302 business corridor (like Gray did) to ease traffic in summer.

## Protection and Preservation Segment

I believe this is a strong community in transition. It is a rural community, it is also a bedroom community of Portland. Just look at the stream of cars to and from Portland on 302 for a reality check on that fact. Our schools need to continue to improve - to support growth. A strong school base is the foundation of the strength of a community. I feel strongly that the commercial district was permitted to grow with no thought to issues that would support the use of Windham as a destination for enjoyment and shopping verses a means to getting through to a destination elsewhere. I often wonder at how many people avoid coming to Windham in certain months - because of the traffic problems. Many of the businesses seem to want to cater to the cars waiting in line to get somewhere else. Where has town leadership been in this growth? Why did we permit McDonalds to build a small, ugly venue - focused only on drive thru traffic -and have to be enlarged later? People live here. We use these facilities. Why do we have so many gas stations charging the highest prices in Southern Maine? We are held up as an example of an ugly commercial district and what not to do. Why are a small group of people so focused on sewers? It has the appearance of benefiting the landowners who will significantly benefit financially from waste water installation on their properties - but want others to pay the bill. And what I REALLY, REALLY, REALLY want to know is - who owns the small strip of land at the light 302 and Landing Road - between McDonald's and the Bank. It is ALWAYS AN EYESORE - 12 months a year. There is garbage there, it never gets cleaned and swept and cared for - EVER!!!! Right now it is full of garbage and trash. Meanwhile - Walmart - Lowe's and other large corporations are a stone throw away. Across the street - the same area in the Hannaford shopping are - is constantly cared for and groomed. This is a prime example of what is wrong with this town. Why has no official from the town figured out who owns this small piece of land and asked them to care for it? This would NEVER happen in other communities. Perhaps a business in Raymond could adopt this orphan corner that so many people pass by every day. If this survey does nothing more than have someone take responsibility for cleaning up and caring for this small area - it would be a great success. I appreciate the thoughtful planning that was done to envision green spaces, sidewalks, and more. But can we start small so I see something in the next 20 years? How about the nice lighting that Raymond put in place? How about something on signage? Good Luck and God Bless.

I currently reside on the outskirts of Windham (Forest Lake area), our access to town resources are extremely limited. Winter road maintenance is almost non existent and a constant battle to get roads even passable long after storms. Trash pickup is not door to door (even though we are up to 37 homes in the neighborhood), and the current usable roads that were developed were clearly never built up to code - which is now new residents problem due to lack of the town keeping better track of how land is developed.

I don't think Windham residents should bear the cost of sewerage a treatment program. The Portland Water District services the greater Portland Area with Sebago Lake as a primary water source. PWD should bear the cost through a rate increase to all it's users to protect it's water supply source....not simply the closest community to the source. ie Windham

I don't want to ever see Windham have the issues that Portland and Lewiston etc have with social services.

I enjoy the rural character, retail stores and services, and proximity to Portland and Sebago Lake. I wish there were public transportation to Portland.

I feel that the emphasis should not be on the AMOUNT of commercial or residential development we want in Windham, but instead on SMART, focused commercial and residential development. The commercial sprawl that is North Windham does not encourage shopping or community with a lack of public square and town center. Development should always focus first on building and keeping a sense of community before thinking about growth. Residential and commercial growth for Windham could both be acceptable, but only if we PLAN how to do that in a way that supports a strong sense of community.

## Protection and Preservation Segment

<p>I grew up in a small town like Windham. Over the years it grew into just another area of Orlando, so we moved. I would hate to see what happened to my small town happen here in Windham. We love the convenience of services in Windham, but we also love the small town feel we have here. Too much growth, too fast isn't good for anyone.</p>
<p>I grew up in Gorham, living now in Windham is a pleasure...convenient to the City, to the Lakes, the Ocean. Growth is important but maintenance should precede growth. Thx!</p>
<p>I grew up in NY. I was never robbed or mugged. Since I moved to Windham my property has been stolen on 6 different occasions. Someone was shot dead across the street over pot plants. None of my stolen property has been recovered except for my car, which the NH police found. I don't feel very safe here. Also, it's ridiculous that I can't dispose of anything that won't fit in a trash bag. Most towns have a free dump or pick up of large items at least a few times a year if not every week. This is why people's yards look trashy. Not everyone has a truck or can afford to pay at Riverside to throw thing out. I don't think I'm getting much for my tax \$\$\$\$ here. Poor trash disposal, and I have to pay for bags. No water , no sewer.</p>
<p>I have enjoyed living in Windham. A lot more stores and restaurants have moved to Windham. So there is a variety to choose from.</p>
<p>I like living here. The people are awesome, and I am close to everything. I would like to see a list of people who are experienced in heating , plumbing , and construction in the Windham area. Either in the Windham Eagle or Portland paper.</p>
<p>I like the small town feel. The people overall are friendly. The town doesn't need to grow into a big city, just limited organized growth.</p>
<p>I like this survey, the town should be doing only that which the majority of the people want.</p>
<p>I love it here in Windham. It's where I am excited to raise my children and hopefully grow old. Yet I worry about what it will look like in the future. When every field has become a housing development, it will no longer be the place I want my children to grow up. Windham's rural characteris what makes it great. Once we lose that we can't get it back.</p>
<p>I love living in Windham except in the summer when traffic in downtown is awful.</p>
<p>I love living in Windham! We need to grow and nuture what is already here, instead of trying to grow our town larger without creating the infrastructure. Let's correct the current problems and then grow larger.</p>
<p>I love living in Windham. I feel centrally located to the rivers, lakes, oceans, and mountains. I love the easy access to the riding and snowmobile trails. The easy commute to work and the highway. I would like to see more long term visioning happen before commercial or residential areas are build up. Look at the entire town, its connection to other towns and roadways, what do we want to look like in 10, 20, 50 years. Think about aesthetics when allowing residential and commercial growth. Up till now it has felt, disjointed, not planned, first come first serve do what you want. I know we have planning and people working hard. However, I feel we have a cold, non-welcoming appearance. Can we somehow vision to change that? I think about driving through Falmouth, downtown, nice berms and green space, with lots of commercial. Thank you for asking!</p>
<p>I love so much about Windham... this has been a great place to raise my kids. My two complaints: poor roads and high gas prices, compared to surrounding communities. Also, we could use a Target! :)</p>
<p>I notice quite a few vacant commercial locations in the town. Windham needs to promote these existing buildings/locations before allowing new construction in other locations.</p>
<p>I recently had a bad experience with a young officer using his power. I was very offended with the way I was treated.</p>

## Protection and Preservation Segment

<p>I taught in Windham for 23 years, minus a couple years out for the Peace Corps, and have been retired (somewhat earlier than planned due to budget cuts) but have enjoyed the time I have lived, learned and worked here. I am getting ready to move back to my NH roots, but only to be closer to my children &amp; grandkids. I will miss the good Maine friends I've made.</p>
<p>I think that the town leaders have been less than honest with us by bringing in these big box businesses - low income jobs brought in are being subsidized by Maine Care and food stamps for the Walmart workers for example and our wells are being polluted too.</p>
<p>I think the survey addressed the issues facing Windham. Thank you.</p>
<p>I think the town is in good hands and it is a great place to live. We need to do more for the older generation. A lot of them are having a hard time. Also when a new car is registered Windham taxes for all extras where Gorham charges just for the base price of the car.</p>
<p>I think the town is right where it should be at this time.</p>
<p>I think we have too many discount stores and fast food restaurants.</p>
<p>I think Windham is a wonderful community. Very happy to be living here.</p>
<p>I think Windham is an awesome place to live. My three girls grew up here and loved the school system. My husband and I love Windham and we have made tons of friends here. I wish there was more stores (clothing and shoe stores) to shop or look around on Sunday for example.</p>
<p>I think Windham is becoming too busy and congested. I think the police department is bored and overstaffed. I think giving incentives to businesses to come here is ridiculous - we already have far too many businesses in town. It was nicer when it was a bedroom community for Portland.</p>
<p>I think Windham is full of very generous people who give a lot of their time to make it great. We have great police, fire/rescue personnel. I think as Windham moves forward it needs to take a balanced approach to growth. Support business of all kinds, taking into consideration, looks, economic growth and impact to infrastructure. Allow continued home building but when available preserve open spaces for public use, it's a large part of what makes Windham such a nice place to live.</p>
<p>I would like more diverse retail stores. North Windham is filled with grocery stores and discount stores. Would like to see better options for clothing, shoes and housewares.</p>
<p>I would like to say that I have enjoyed living in Windham and glad that my children attended the school system.</p>
<p>I would like to see more attention paid to the hodgepodge of new buildings and old buildings in the town. Old buildings and empty buildings also detract from a nicer, cleaner, and cohesive town that Windham could be.</p>
<p>I would love to see a youth center for our young adults. Westbrook has a nice facility with an indoor pool. I have heard that there is a drug problem among young adults in our community and it's very worrisome!</p>
<p>I'm thankful to everyone serving on this committee. It's a thankless job. I think it would be interesting to see the last comprehensive plan listed in a way that the citizens could see what was actually accomplished over its span. It helps to show taxpayers that these surveys, meetings, etc are valid and productive. Thanks again!</p>
<p>I'm very happy living in Windham.</p>
<p>Improve the appearance of the North Windham commercial corridor (sidewalks and utilities). Work with and encourage more small businesses. Control our out-of-control school budget. Limit residential building permits. Windham needs more access to lakes and rivers.</p>

## Protection and Preservation Segment

It's a great town to live in. I would like to see more and varied business in town to build up the tax base, provide jobs, and bring more goods/services to the town. I think the taxes are fair. North Windham gets a little busy in the summer, but that can be dealt with by timing when I go buy groceries. The police/fire/plowing are great. I like the rural character of the town and would like us to, in developing it, keep that rural character as much as possible...

It's a nice town.

Its so sad as I take walks or bike around town to see new houses sprouting up so quickly in former open spaces, fields woods etc. It is good to see growth in South Windham Village. like the new Condos. There should be a safe bike lane from South Windham Village to the High school . and I hope as part of River Rd. development, a safe bike lane is being added. The town preserves such as Black Brook and Dundee and Moutnain Division are so wonderful. I live in South Windham Village. Please do not let another slumlord open the former Patsy's Building. But on the other hand, we have three empty houses just up from the fire station. Our iittle village is so beautiful and historic, please pay attention to improving it. The small grant helped with the lovely signs , streetlights and benches. Thank you for the increased police presence towards traffic control in South Windham.

Keep it a town,not a city.

Keep it rural.

Keep the lakes clean by protecting the watersheds.

Keep Windham small. Limit growth of the population. Slow things down. That's why we moved here. Too much development going on now and it's causing problems.

Love where we live in the rural area of Windham. Want to have the rural areas left rural. Development should happen in regions where there is already the same type of business, residential neighborhood, etc.

Lower taxes.

Maintain the quality of the schools. Replace the middle school as it is overcrowded. The library is excellent even though it is underfunded and understaffed. They do a phenomenal job for what they have to work with. The library also has an excellent outreach program. More funds and more staff for the library.

Make residents aware of planned construction and infrastructure work in advance. Not good to be surprised by blocked roads & driveways.

Make sure when considering the growth of Windham that the effects of that growth on ALL of the town's residents

Much of the Route 302 corridor is in a state of decay. Provide lending options to commercial land owners to make improvements and/or expand business opportunities.

My family lives on Highland Lake in the summer so our highest priority is that the lake should be free of contamination and invasive species should be monitored and kept out. I would vote for regulations concerning chemicals used in lawn care--no chemical fertilizers or herbicides should be allowed--EVER!

Need a place to drop off leafs and grass once the snow is off the ground until the snow returns.

Need more field spaces available for youth sports practices and games, need a public recreation center/indoor pool or ice arena for all, a new middle school is a HUGE priority, a public park with playground would be nice. LOVE Dundee Park!

Need natural gas access in residential areas. Public Works Dept. doesn't maintain clean, litter and debris free roadways. Need for affordable public sewer for all residential and commercial properties.

## Protection and Preservation Segment

Need to clean up condemned buildings on Main Street and the ugly old mill on the river.
Need to have Large item pick up or drop off! Having fireworks legal in Windham disrupts the quiet small town feel!!!!
Need to improve Code Enforcement. Not enough people to cover growth. Once there is a problem, it may not be correctable or detectable.
Need to increase the tax base so that the town can grow without putting an increased burden on residents.
Nice schools, need a more diverse curriculum. Many vacant businesses that we would love to see brought back to life. More walking and bike paths (well lit). More community festivities especially around holidays. More neighbor helping neighbor programs. Town Fundraisers for such.
None.
North Windham needs a facelift. Signage, relocation of parking lots, excessive number of fast food stores all contribute to the poor appearance of the town. It's a very unattractive town center. As a commercial center for the area, how about stringing up a few Christmas lights. Even small surrounding towns are able to put up lights... what's wrong with Windham?
North Windham should be more "walkable" and the walk lights should stop all traffic in all directions.
North Windham traffic congestion during the summer is a major limitor to the community's character. The lack of a bypass is a detractor.
Not happy with the look of route 302.
Nothing to share at this moment.
One of the major drawbacks of Windham is the complete lack of any decent restaurants. Portland restaurants are easy to access, but if there were better options in Windham, I would frequent them. There are some amazing chefs/restaurant owners in Maine, and with the right incentives, fine dining restaurants could flourish in our community.
One of the things that Windham has lacked for years is a year round location for organic waste. This encourages people to leave their organic waste by the side of the road or dumping on private lands. Organic waste can be a plus for the town as it can be used as mulch in gardens and around the commercial areas thus saving the town valuable resources. Gorham has a tremendous facility and Windham should model their's like Gorham's.
Please address the "look" of the commercial strip.
Please bring back the dump! It was here when I moved here and now it's gone...
Promoting and encouraging manufacturing businesses to move here is the way to build your tax base. Give them free land if necessary, but get them here, providing jobs and paying taxes. Leave the resident's taxes where they are; more money for the town, i.e. new police, fire town facilities and schools is only a responsible objective when an undue burden is not placed on taxpayers.
Property taxes definitely need to be reduced.
Reinstating a free or low cost bulky waste program, including household goods. Also would like to see a traffic bypass around North Windham. In additon, would like to see free public beach access to Sebago Lake or Little Sebago.
School system tax burden is getting onerous...there seems to be a lack of control over what the school budget is..the town does do a good job managing its portion.
Sewer system upgrades are essential to support future (safe) economic growth for the community.
Sewers and high speed internet are the marks of a modern community.

## Protection and Preservation Segment

<p>Something needs to be done to reduce or re-route traffic on 302, including the commercial district. It has become unbelievably heavy year-round. I also think the town should implement a business beautification and maintenance plan to keep the town looking neat and clean. Some businesses are starting to look run down and shabby with overgrown lawns and shrubbery as well as crater(pot hole)infested parking lots.</p>
<p>Take ownership of roads, reduce/eliminate so many "Private Roads".</p>
<p>Taxes are way too high. We only have seasonal water (May - October). We would like to have sewer service, natural gas service and water. With our taxes as high as they are, we don't get modern conveniences in this town. Traffic on 302 in North Windham is unbearable in the summer. Something needs to be done without raising our already overly high taxes.</p>
<p>Taxes increase every year yet services are reduced. Windham only allots a miniscule amount of tax dollars to ensuring the health of the town lakes which is where the highest taxed residents live and is a major draw of income for this town with summer visitors. Windham needs to reduce spending and put focus back on core needs of the town while making good decisions about economic growth and planning.</p>
<p>Thank the town for what it is right now - so far so great. You get what you put into it - You get out of it.</p>
<p>Thank you for asking me for my opinion.</p>
<p>Thank you for asking!</p>
<p>Thanks for giving me the opportunity to take survey.</p>
<p>Tthe Windham Public Library already does carry a good collection of audio books.</p>
<p>The "slightly rural, yet close to Portland" feel is the reason I picked Windham to buy a house last year. I would hate to lose that rural feeling to a rash of housing and commercial developments. The traffic on 302 is horrendous, and at times, unsafe.</p>
<p>The biggest thing about Windham is the summer traffic. It is huge and needs to be addressed. Windham can attract different ways without giving tax breaks for companies to come here.</p>
<p>The commercial district is not unified. Raymond is much smaller but has done a better job of making their commercial area more appealing - better traffic flow, lighting improvement and pedestrian access. Economic development like upgrading the sewage system for the town.</p>
<p>The future of Windham's growth should be balanced by providing a posiive business growth and the quality of a semi rural environment.</p>
<p>The library hours are terrible for a working family. Moved to Windham from Williamsburg, VA and the library there was open on Sat and Sunday and closed one day during the week. Families that work M-F, 8-5 it is a struggle to get to the library. Recommend opening on Saturday and Sunday and closing, say on a Monday or Tuesday instead.</p>
<p>The majority of the increased population has no "roots" or "ties" to Windham, either in history or current children in school. Need to find a way to get these productive, well-to-do people involved in community. The feeling of community is sorely lacking today.</p>
<p>The Middle School needs replacement. The River Rd widening and upgrade is moving way too slow. There are too many vacant business sites-more should be done to attract new business (not restaurants) to fill these existing vacancies (Shaws Plaza; Windham Mall; and other vacancies on 302-not build new sites). So. Windham needs more attention.</p>
<p>The only residential building needed in Windham is senior housing.</p>
<p>The people who live in Windham must be part of the decision-making process when reviewing changes that will affect the town. Windham is not just about commercial development at any cost.</p>

## Protection and Preservation Segment

<p>The primary focus of the Plan should be on improving the infrastructure and attracting more upscale businesses to the North Windham business district, both to improve the business/town environment and to expand the tax base. This may require changes to the present infrastructure through the center of the business district. Consider a longer term strategy to be accomplished through short-term steps.</p>
<p>The rotary/roundabout at intersection of River road and Windham Center is a waste of money, do not believe it was necessary, will avoid that area as much as possible. Tax dollars down the drain.</p>
<p>The survey indicates a lack of convicted leadership that executes plans to move the town forward. We elect people or officials to make decisions on behalf of our citizenry. We don't need another survey. People just won't make a decision. Our people have good intentions. Tony Plante is a stellar Town Manager. Other officials - just move forward. This is a great town. I have just retired from Navy life. We would rather live in Cumberland County as opposed to other counties. If Windham could only move forward with a plan. More should be done as regards to Portland. Portland is a good example for Windham. We don't stand alone out here.</p>
<p>The survey process is a great ide. Sadly, only a small percent participate in most of Windham's planning which effect all who reside here.</p>
<p>The town Assessor should view all properties by seeing first hand what each should be taxed (value of the land and homestead) at and not go by what is on the current books. There are several properties out there that are to low and many to high.</p>
<p>The town desperately needs an indoor recreation center with a pool, a rock climbing wall, an indoor skate park, an ice rink, exercise classes, educational classes, and youth activities. I'm still disappointed that the library isn't open on the weekends and doesn't offer story time or enrichment activities for young children on the weekends. The winters here are bleak and long, and residents need an indoor facility to exercise, learn, interact socially with others, and enjoy themselves. We really need to create more parks, an open space trail system (no hunting) for hiking, cross-country skiing, and snowshoeing, better access for recreational water activities such as kayaking, better public lake beaches with bathrooms. The town would attract more tourists year-round if we had these available. We need more and better parks for children. North Windham is ugly. It needs to be beautified and would be more attractive to residents and tourists if it (or part of it) had a quaint Main Street feel. The main street in Falmouth, Massachusetts on Cape Cod (where I grew up) is the best example I can give.</p>
<p>The town has grown to the point that it needs an indoor recreational facility. Current policy limits the access to the town's gyms, consequently need has outgrown supply. Without a change in policy to access current gyms for public use, the town needs to move forward with a recreational facility.</p>
<p>The town needs to seriously take a look at the new student centered learning curriculum that has been implemented in the schools. It is not working. Unmotivated kids are being left behind, teachers are not teaching and the wind has been knocked out of the teachers' sails. The grading system of 1-4 takes away kids' incentives to do well. A 3 or 4 grade means nothing, but a kid can understand what it means get a 100 or an 80 or a 60. I have pulled my kids out of the Windham schools and will not put them back unless things are fixed.</p>
<p>The Town of Windham's property taxes are too high, especially for seasonal property owners who are paying for services (e.g., schools) which they will never use. In addition, the town has rezoned protected land to residential, which has threatened the quality of Little Sebago Lake. The town has seemed to care more about short term tax revenues than overall quality of life. Once their actions destroy the environment, people will want to move elsewhere. In addition, the so-called Route 302 commercial corridor was poorly planned and is very unattractive and not in keeping the character of a small rural town. Sidewalks, bike trails, trees, parks and stricter commercial building codes could have helped in preventing the ugly strip mall look of the commercial section of North Windham - it looks like a lot of other ugly commercial zones around the country. Luckily, Portland, with its unique character, history and excellent restaurants and shops, is nearby.</p>

## Protection and Preservation Segment

<p>The town should focus on empty spaces in buildings instead of allowing businesses to build new buildings. They only add to the traffic problems that already exist. I enjoy Windham for the schools, convenience to the highway, mountains, lakes, ocean and Portland. However, once my children are no longer in school, I am not interested in living in Windham.</p>
<p>The towns hiring practices should also be looked at especially where the G.A. administrator and his assistant are concerned.</p>
<p>There has to be balanced growth.</p>
<p>There is not enough emphasis on getting currently unoccupied buildings used either for housing or small business. We do not need any more big box stores.</p>
<p>There may be a need to rein in town council members and others who are decision-makers from promoting their personal agendas and not supporting/encouraging the citizens attending meetings to verbalize their issues, concerns ,and desires for their town and neighborhoods.</p>
<p>There seems to be a rapidly increasing drug problem in this town and in the schools.</p>
<p>There should be a bypass road like Manchester Drive (which should be extended to Whites Bridge Road) to avoid the terrible 302 traffic. Route 302 looks like an extension of the Maine Mall</p>
<p>There's need to limit commercial and residential growth in this town. It's changed to much too quickly and it's driving the natives out of town.</p>
<p>This survey has two very serious flaws. (There are probably others, too!) First:The town has two types of residents: seasonal and yer-round. I have been a seasonal resident for more than 30 years and have never been impressed by the treatment of the seasonal residents, who pay high taxes, receive very little services, and have no involvement in the town's ongoing businesses. Setting up a meeting in November to get input excludes these important residents. Secondly: the survey does not address the town's precious resources on Big Sebago and Little Sebago in detail and the role these resources play in any long term development and infrastructure needs. Third: road associations and lake associations should play a major role in this as well. (Otmar@dartmouth.edu)</p>
<p>This survey seems to assume that I understand the current situation that exists in Windham with regard to housing, commercial development, occupancy rates, water and sewer availability throughout the town, open spaces, school capacities, and Windham's vs. other surrounding towns; a comparative analysis that would be helpful to answer several of the questions in the survey.</p>
<p>too much developed land - leave open farm land and fields open - do not develop it. There is too much development causing some groundwater contamination. It's over populated now. I am a Geologist and grew up in this town. I do not want to see the same thing happen as the rest of the town.</p>
<p>Too much focus on North Windham some focus should be on South Windham and turning Keddy Mill into a village environment with commercial businesses in the mill. shops, brew pub, a river walk environment and park for the elderly housing and neighborhood kids. That people would support. Use Mountain Divison Trail and provide better access such as parking so equestrians are not left out and it would attract riders from other states, who would stay in local motel being built.</p>
<p>Town center - where is it? Windham needs to find its niche - that would include a library centrally located - libraries are where people congregate - our library is out of place.</p>
<p>Town is a hodge podge of signs and building styles with no clear plan or vision. Businesses find it hard to survive in Windham due to regulations and enforcement. Many, many failed businesses since I have lived in Windham.</p>
<p>Traffic along the 302 corridor is a major problem.</p>

## Protection and Preservation Segment

Traffic and the noise of fireworks when we're trying to sleep are major negatives for Windham (especially fireworks). Would like to see restrictions on when fireworks can be used - say, Friday and Saturday nights, not after 10 pm.

Traffic in the North Windham/Raymond line area is challenging during peak times. Already police are posted outside the Windham Christian Academy entrance on Sundays in the summer.

Trash on our roadways and the illegal business signage at the rotary . This is an area that people see first and usually looks trashy .The town could start by having an ordinance ,charge a fee for signage or fines for littering.

We do not need any more big box stores. It would be nice to have more local options (restaurants, stores, coffee shops) and not have to go into Portland for that downtown/local shopping/community feel. Not having a downtown area is one of the biggest drawbacks to life in Windham - instead we have half-empty strip malls.

We have raised our family here and plan our retirement here as well. We understand the need for Windham to grow and we are very concerned about waste water issues associated with commercial growth in North Windham. Windham needs a waste treatment plant to support growth. Septic systems and above ground chambered systems have the potential to contaminate our aquifers.

We like the country feel while still be able to access services (shopping district in Windham or Portland as needed). We don't hunt or fish but some folks do and they do it in our backyard or in the brook less than 1 mile from us... that's cool ! No concerns over safety. Never had an issue with errant hunters...

We moved from Sanford 6 and a half years ago. We really LOVE Windham. We specifically chose Windham over local towns because of the school district for our daughter, property tax, the amount of house we could buy for the price, the feeling of safety, and many other reasons. We are really happy with our decision to live here.

We need a major town council change...To much bickering and childish behavior.. Also need a police chief that is more visabile and interacts with community...Current worries more about Greenville ME then Windham.

We need more infrastructure, rec facilities and a dump, or some method to easily remove larger waste items.

we need to get a handle on tax increases. Also town hall hours are not for the convenience of the citizens, it is for the benefit of the workers. We need to stay open later in the evening (most people work all day ) and cut out the three day weekend. Again benefit of the worker, not to serve the tow'ns citizens.

## Protection and Preservation Segment

Well I moved to Windham after four years in the active Army, which ended in 1968. I had left my wife and daughter living in Pinewoods Apartments off the Windham Center Road. I worked for Unum and continued in the Army Reserve for 26 years. As the song goes . . . "summers and winters scattered like splinters" and 46 years "slipped away". Back then - in those years we raised three daughters in what was then a very bucolic environment. But the town was growing. Stan Hall came to a School Building Committee Meeting I was holding and questioned the proposed Jr. HS building plan asking rhetorically, why do we need it? At the same time people were subdividing their land, selling off pieces and the population fairly exploded - judging from the growth charts outside the town offices. "Exploded" is a relative term I know but we grew quickly. I think that the shortsighted approach to commercial growth I witnessed - e.g. the "strip" through 'North' Windham was too much, too fast, not judged for compatibility of competing businesses and thus gave us such realities as having a Lowe's & The Home Depot across the road from one another. That is a sad example of the slipshod planning that was both too short term and narrow in scope. In the process we lost some of the charm of the place. I've been in this house some 26 years. I've always been a student of history. Still am. Alas, I have not paid a lot of attention to what has gone on in town since my four or five year stint with the School Building Committee. But I have studied things from a world and national perspective. What we are all up against, in this town too, is an inescapable population plague. That drives up the cost of social services, fosters crime, allows for degrading of infrastructure, encourages citizen apathy (this survey is an attempt to improve that reality) and fosters short-term solutions. But the survey kind forces either-or responses. Black to white. I opine that most possible answers would have been better crafted with more grey choices. Perhaps a vibrant and heeded long and short-term version of a comprehensive plan; one feeding the other. Currently and over the last forty years it seems that we've been driven by short-term business needs - "jobs" seem to have been driving decisions which, considering many of our longer term problems, allowed us capitulate in favor of the short-term while we ignored some obvious world and national realities. Thanks for the chance to comment on this.

When I moved to ME from CA I was intent on settling in Windham as my husband grew up here and we want to grow old here. Windham is a terrific little town and so much more can be done to improve it.

While Windham is a wonderful town and my family enjoys our home here, the lack of a 'downtown' with walkable streets and small, locally owned, businesses keeps us from feeling a true sense of community. Between two members of our household being employed in Portland with the third self-employed with no Windham clients wend up in Portland for most shopping, entertainment, etc. A concerted effort to create a more 'traditional' downtown area to balance the North Windham mess of strip malls and big box stores would go a long way toward making Windham a more attractive and engaging community.

Windham has a weak assessing program. Assessing department needs a review of data characteristics on a 5 year program and should have a revaluation more often, regardless of state requirements. Make sure commercial and industrial match residential ratios.

Windham has been a good place to live and work.

Windham has done an abominable job in preserving its older historical homes, particularly farm houses. Several have been demolished this year including the home my father grew up in on Varney Mill Road. More needs to be done in this area. Too many developments are thrown up helter skelter with no sense of attraction or how they fit with the land. Also, there is no real "park" in Windham and no central location for one except the "heater piece" at Windham Hill. This should be fenced and developed into a park for the town.

## Protection and Preservation Segment

Windham has lots to offer - rural character, farm feel, yet lots of convenience in-town and it's proximity to Portland. What it's lacking is some unity around what the community is all about. The in-town 302 area needs to be cleaned up (a little in this area would make a LOT of difference) and while we have lots of great walking trails, we should clean them up a bit more and expand to create a more park environment with places for dogs, picnics AND walking. We also need to preserve our farms and farmlands and encourage people to farm here--this could represent substantial economic opportunities for our town as other conveniently-located towns with farm land have much more expensive property taxes. Let's also embrace, promote and build on all of the positive changes are schools are undergoing. We don't need to be a super wealthy town (like some of our neighbors) to have a good school system and we're proving just that.

Windham is a good summertime location for me. Have had great luck obtaining excellent goods & services when needed. Good people & a great community. I just stay off Rt.302 on Fridays if possible.

Windham is a great place to live. Consideration should be given to the idea that municipal staff leadership changes made need to be made in order for the Town to progress. The current leadership, meaning the Town Manager and many department heads have been there a long time and new blood may be needed to invigorate the Town with new ideas and passion.

Windham is a great place to live. Lets keep our lakes clean and provide service to all the lakefront owners. Let commercial development pay for themselves and protect lake water.

Windham is a nice community. Overall the focus of what needs to be done for the school overcrowding, school's failing buildings, and with public works is handled poorly. The school board and the committees fail on figuring out the right balance of fixing the school issues while supporting local business and residents. Things do cost money, but when times are tight the two most important areas are the ones to loosing funding: education and safety. This is a huge problem in the long run. To cut cost, the town tried to remove street lights in neighborhoods that they required in order for the roads to be public. This is a poor choice for safety. There are many other ways to cut costs on public safety in the long run by upgrading the light system to be more green and have less money going out a month to CMP. Sometimes, to save money, you need to spend money to insure you have the most efficient system. We were impressed with the town's plowing the first winter we were here. We can say the town's plowing was not as impressive and the criteria for when to plow must of changed due to more snow remaining on the roads for longer periods of time. When there is a wet snow and warmer weather, yes it might melt on its own, but slush on the road is actually a cause of many accidents over compacted snow. I live on a public street were the street late has been out for two years and even after reporting it multiple times to public works, nothing has been done to actual fix the light. if the town wanted to improve traffic congestion on 302, it should consider adjusting the light timing and adding a turning lane north of Whites Bridge Rd. The redesign of the town's website was an improvement, but still is very lacking. The school website is not much better.

Windham is a nice place to live and grow old. We have our burial plot all ready for permanent occupancy.

Windham is a unique town. Our connection to the town dates back to 1954. Having a connection to the town has been a distinct advantage to us. That is all.

Windham is just right.

Windham lacks that small town feeling. There is no village or center of town, only the mess on 302. There are few places where people can meet and share a cup of coffee. It really could use a bookstore of some kind. I have lived in many places and have always felt that I could easily meet people and form a personal community. That has not happened in Windham. I have spoken to others that have lived here much longer and share the same sentiments.

## Protection and Preservation Segment

Windham needs to embrace a strong mission to address the issues of climate change now and not keep its collective head in the sand. There are many issues that need to be addressed now. Here are a few to contemplate: unshaded parking adding to global warming; runoff from huge asphalt parking areas; a non-existent public transportation system; invasive plants, insects, and others while not using native species. Our elected officials and town employees need to make hard decisions that are bigger than just the town of Windham.

Windham needs to preserve its rural character, prepare its youth to make the world a better place, take care of its residents, and maintain its public services departments.

Windham seems to resist moving into the 20th (yes, I said 20th) century. Indoor toilets aren't a luxury today--contrary to the views of Town officials both elected and appointed. We spend money like drunken sailors, trying to keep up with Cape Elizabeth, Falmouth, Freeport and Scarborough.

Windham was a beautiful rural community when I first moved here 25 years ago. I knew the police department and the officers, now I know no one. It is not as friendly as it was when it was a smaller town. I don't like that. If I go to the town like the library they are very friendly to me. But if the police or the fire department or dog catcher (municipal services) have to come to me, they are not as friendly to me. They used to be more friendly. That is how I value small town feel by their friendliness - the town officials, etc.

Windham would benefit from stronger zoning regulation in residential and commercial expansion, in order to promote an aesthetic, well planned community.

Windham's middle school needs to be renovated, but the Raymond middle school students should continue to attend school in their own town.

Windham's strengths are its quality schools, open space for recreation, and variety of businesses and services. However, the town could use more focus on "character" of the commercial area. If we want to compete with towns like Falmouth and Cape Elizabeth, which we could certainly do, we need to be sure that new development meets standards for quality construction and that new businesses fit into the type of character we want our community to have. Having good schools is worth what we pay for them, as it draws families to our town.

Would like natural gas down River Rd.

## Development Freedom Segment

All in all a nice community in which to live. Would like to see more manufacturing and less retail in the business mix.
Annoyed with town hall hours the most!
Better paying jobs would be nice. Retail jobs, which is what we have for the most part, don't pay enough. As an older person, I'm stuck driving 60+ miles a day for that better job in manufacturing. Summer traffic has been a problem for a long time. I don't think a by-pass is the answer. Four lanes thru to the last traffic light in Raymond would be better in my opinion. Sewer lines in Windham? Ridiculous! I hope I'm wrong but I envision sewer service for 25%, at the most, with 75% paying for nothing.
Development must not interfere with abutter covenants. Enterprise district(s) must not quash abutter due process rights for notification(s) and hearing(s).
Economic development and residential growth are important to maintain infrastructure and create jobs and economic health.
Everything seemed to be covered well. Taxes are always too high. I live on a private road and we don't get the same benefits as others do.
From past experience in Town meetings, I wouldn't waist my time going. There has been "many, many" (Meetings) about growth and change such as a former growth plan, with no follow through with the plan.
Get the utilities underground in North Windham
Go back to the old hours for the Town Hall. The new ones are useless to daytime workers.
Goooooooood Luck, my god, this town is gonna need it.
Great Town, but needs more work
Greatest concern since I live right off 302 - the difficulty in getting through the traffic right now. Mineral Spring road does not have a turn lane when going into my property for example - we need more turn lanes on 302.
High taxes waterfront. Revaluation was done to increase the property values several years ago, but now that market values are down, the valuations remain the same. Beed to bring those tax values down. Also need more public sewers to protect the waterways.
I am concerned about drugs in the schools. I think there should be more police presence and communication with students and their families on issues of this concern.
I am happy to be a resident of Windham, as I have been for 61 yrs.
I believe the focus should be on attracting upper middle class individuals and families to the town to build new homes and improve existing ones, which increases the value of all homes and property taxes. Additional tax revenue can be used to maintain and improve schools and public recreation which will only encourage more people to move here. Do to the proximity to Portland we don't need to focus on jobs because there are enough nearby.
I do like that you have some land when you buy property in Windham.
I do not think that Windham needs new schools and I think that we are ove- taxed. We have way too many people at a high rate of pay working for the town. I believe that some of them could be cut to cut down on taxes.
I feel the high property taxes in Windham is the biggest disadvantage to living in Windham. When property values went down so much, our taxes did not reflect these losses.

## Development Freedom Segment

<p>I have stated that senior citizens could use a break in their taxes and not have to pay so much for garbage bags also they took away our street lights but charged us more in taxes having more businesses here could pick up the slack for additional taxes for the town and create more jobs needed for our residents</p>
<p>I love this town, schools are getting overcrowded, not enough businesses that make an impact on jobs or needs in this town. I believe if this town invested in a area where there can be a walking street area that is lined up with restaurants, stores, and a night life to keep our money in our town instead of feeling like we have no other options than going into Portland. It would allow for people to go from restaurant to restaurant, store to store, or whatever nightlife for all the young adults that are starting to saturate this town without having to get in a vehicle and drive to the next location. One of the biggest problems in this city is the reason why the commercial area in Windham struggles to see financial growth is because it is a pain to do anything without having to drive from place to place, getting stuck in traffic and trying to turn across route 302 all within a mile. A place like fore street-commercial street-congress st area in Portland. With how fast this population is growing, this could be a viable way to make local business's that have the effect on keeping Windham money in Windham, but also have the effect on bringing in money from all the commuters that live north of Windham off the 302 and East and West of the 302 that have to drive long distance to get to any place like this. Even Westbrook has small areas like this, and those places have been sustainable at doing exactly what I am talking about. You can park in one place and walk around and enjoy the area going to numerous business's. If we don't do this as a city I believe that we are going to lose a lot of potential positive growth but also eventually people will stop moving here just because we have a good school system.</p>
<p>I love Windham but the elected municipal officials need to retire and get some young blood in here now. The school department is a business now instead of teaching to kids. We don't need a superintendant who makes \$100,000 or assistant superintendant who makes \$80,000. This should go towards the children.</p>
<p>I retired over a year ago and moved here full time (owned home for 25 years). I have no children going to school, but school systems need to be the best they can be. Education is very important. Being on a fixed income makes paying more taxes for schools very difficult.</p>
<p>I see good progres,s but lets not sit back ---let's do more to decrease the amount of red tape business need to go through to locate here.</p>
<p>I think traffic issues in North Windham could be helped by continuing the center turning lane in both directions. (East and West) Otherwise a connector road located near the pipeline R/W from River Road to Manchester Drive and on to Whites Bridge Road and Route 302, running parallel to Route 302 on the West side. This was a plan years ago and part of it is already constructed and in use. Any plans for road development on the East side of Route 302 would not be feasible and very costly to obtain a right of way through residential and commercial development.</p>
<p>I think Windham has kept up in growing, and it seems to have a lot to offer its community.</p>
<p>I'm new to the town but I like it here.</p>
<p>It is a great community right here in Windham. My concern is the water quality impacted by over developmment. The water protection fund did not see fit to use part of that funding for milfoil mitigation and there seems to be a lack of concern for water quality especially from the big box stores and groundwater contamination.</p>
<p>It is great!</p>
<p>It seems ideally situated for me as opposed to living in other towns like Westbrook,or Gorham, or Gray, or somewhere else.</p>

## Development Freedom Segment

<p>It was a nice place to live. I am trying to relocate due to congestion, traffic, expanding and wasteful police, fire and public works departments. Lack of and removal of street lighting and the idea I may end up paying for a sewer system I will never use. I try to do all my shopping elsewhere thanks to lack of traffic control in N. Windham (do we have traffic police) or do they spend all their time chasing kids on skate boards while people pay no attention to traffic controls or the speed limit downtown. Frankly I look to moving out of Windham than I did moving in. Oh don't forget the ground water contamination, let's build a motel, put in Lipman Park etc. ----- none of those have any waste water do they? Not too smart.</p>
<p>It's a nice place to live. Would like to see the Middle School replaced. Field Allen is a disgrace. It would be nice to have Manchester School on the Campus with the rest of the schools and that land used for Commercial or Recreational purposes. Too much emphasis on trails as recreational focus. Not enough fields, courts etc.</p>
<p>It's challenging to attend night meetings because of small children at home.</p>
<p>It's too bad that so much of the original character of No. Windham was lost years ago. I think of towns like Bridgton, Brunswick and many other towns that still have character.</p>
<p>Lack Recreational facilities and programs significantly disadvantage the town of Windham. The surrounding towns understand the value of recreation and recreation infrastructure and how it develops a community. Our programs needs and facilities have been neglected for far too long.</p>
<p>Love it and only want to see it get better.</p>
<p>Lower taxes ... taxes are too high.</p>
<p>Miss having town dump.</p>
<p>More of the town's tax burden needs to be shifted to the commercial base. That involves bringing in more new business with strong wages.</p>
<p>My biggest complaint is the absolutely outrageous tax rate here. When I relocate, it will be 100% due to the property taxes here.</p>
<p>My taxes are way too high for the services I receive from the Town. I have my own water &amp; septic. Other than Police and Fire (which I hope I NEVER have to call upon) the only service I really get for my taxes is snow removal. The price of trash pick up at close to \$3 per bag inches skyward every other year. And, please don't tell me what a great job is done maintaining my road - it's private and I pay for that myself.</p>
<p>My wife and I have enjoyed living in Windham for just over two years. We are from Midcoast Maine and were attracted to the town due to the recent growth that has occurred while maintaining a rural community feel. The proximity to the lakes and mountains, as well as the ocean which we have called home our whole life was crucial to our relocation. We look forward to many years in Windham and hope to be involved in community growth and participation as we raise our children here. Although the rural landscape and community is desirable, we must always remember that to promote economic growth and job creation, expansion is required. Hopefully as a community we can select the correct industrial and commercial growth that can promote a strong economy while maintaining the rural identity Windham has always enjoyed.</p>
<p>n/a</p>
<p>Need to improve the intersection of Rt 302 and Whites Bridge Rd. When waiting on the north bound side to turn onto Whites Bridge RD, the curve on the southbound side makes the location very dangerous for stopped cars, especially when large trucks are in the left lane on the southbound side. In addition, vehicles constantly run the red light as they are coming southbound. There is a lack of attention to the attractiveness of much of the commercial center. Result is fewer shoppers, such as at Shaw's Plaza.</p>
<p>Nice community to live in, although let the commercial and business areas pay for their own sewer conditions. Lastly, I have never seen more unmaintained private roads in a community than Windham. These two items are out-of-control issues from past planning.</p>

## Development Freedom Segment

Nice place, do not spoil it by raising taxes more so we have to leave the area.
None.
None.
Personally, I feel that taxes are sometimes spent wastefully. Perfect example: the repaving of the fire/police building. I did not see any need to repave at this time. We did not need brand new plow/maintenance trucks. Let's be fiscally responsible and maintain the old ones. The town needs to attract businesses to Windham. The "impact" fee for new housing permits will limit how many people choose to build in Windham.
Please devote some attention to South Windham, and make this part of town as much of a priority as North Windham. There are no restaurants, grocers, doctors, retailers or repair businesses in this area. Sadly, there are several empty lots of abandoned buildings that could be prime locations for such businesses. We do all business in Westbrook, Gorham and Portland and RARELY go to North Windham. It's unfortunate that we live here and don't give much if any financial support to the businesses in town.
Please reinstate the weekends when you could bring large trash to the bus garage....I have concerns about the salaries of the school municipal employees...they seem excessive.
Police are not available at the police station proper, esp. South Windham but I am glad that I live in Windham, but honestly I feel the money spent on doing this survey could have been better spent elsewhere.
Privatize- let people choose services with their dollars. The lower the overhead the lower the taxes the more growth. Government does not create growth, but private businesses do. Privatize everything-schools, fire, roads, etc.
Property owners' rights should be foremost in The Comprehensive Plan. I believe a free and organic growth from a creative public will work better than a micro-management from town government. Do not adopt the U.N. standards known as "Agenda 21" - we will lose our character.
Property taxes are out of control particularly for people who live on the lake. My taxes have increased over 200% in the past 10 years. Family properties will not be able to be passed down because of the unnecessary tax burdens imposed on the property. We receive 1 service...trash pick up and pay \$9K a year.
Property taxes have more than doubled. The growth of government is outrageous. The town has far too many police. The cumulative tax burden in Maine is outrageous. That is why we are moving.
Really would appreciate some ideas on where residents are supposed to bring oversized trash items, i.e.: grills, and unwanted household items. I truly appreciated the drop offs that we used to have.
Residents are genuinely happy in their town atmosphere and are not destructive of others property and buildings.
Roadside trash collection in Windham is fine, but considering the population growth in the last few years we definitely need place to dispose of larger items. We also need a place to dispose of yard waste year round. We also need some sensible regulations for the use of fireworks in the town. They are fine on the Fourth of July but not all year. So far the town has been lucky, but they are a real safety concern.
Several years ago the Town of Windham held a couple meetings about "cleaning up South Windham" area, including Keddy's mill. As of today, NOT MUCH has been done or changed - lots of great ideas from the community, but not much change from the individuals who held these meetings.
Speed limits need to be reviewed on RT 115. I live on Tandberg Trail and when coming home from work (off the turnpike, through Gray and into Windham) I am often waiting to turn left into my driveway. I fear that I will be rear ended by fast moving traffic coming from Gray into Windham.
Thanks for the opportunity to voice my opinions.

## Development Freedom Segment

<p>The land trust seems to be comprised of a small group of families within Windham who control open space and purchase land under the cover of the trust to grow their property holdings for future gain.</p>
<p>The lower middle class needs help to survive. However, not sure how to accomplish this. I know tax revenue is important but I am so tired of my husband and I working two or three (good) jobs each just to survive. Also, "nice matters", get rid of the sour personalities in the town office. Many people dread going to register a vehicle for fear of the unpleasantness they will encounter.</p>
<p>The problem with the police dept are the police officer example officers should not do u turn on rte. 302 at anytime. should not request sobriety test when plain to see citizen has not had anything alcoholic can list a dozen other items.</p>
<p>The questions on this survey regarding education were directed to spending priorities. I have two children, but indicated neither of them attend windham public schools, as a person whose professional life has taken me to over 100 different New England school districts. I can say that our focus is misplaced, and that the leadership of our school systems is in the wrong direction. This is not a question of money, as we spend a relatively high amount per student, but more that an emphasis is put on managing students than developing people of character. After having coached many kids in this community I feel we are producing a generation of safe boys instead of well directed young men.</p>
<p>The sewer systems around our lakes needs to be a priority or we will be endangering our most important asset!</p>
<p>The town leadership feels it has a mandate to "GROW" Windham...I would ask, why we need to grow, and to what end? Should we become as large as Portland, South Portland, etc.?</p>
<p>The town losing its rural character has been inevitable as more people move away from the large cities of New England. We cannot allow our town to become a part of Massachusetts. Tax relief for large parcels of land would help land owners keep tracks of land undeveloped, which in turn would reduce the use of town money for buying land to keep it pristine. Small farms are great for our economy and our rural character.</p>
<p>The town of Windham was a fabulous place to raise and educate our children, as well as a convenient location to commute to jobs in Portland and central Maine. Having a rural character is great, but low taxes is key to maintaining affordability as well as aiding economic and residential development. Thank you for the opportunity to express my opinions.</p>
<p>The traffic flow on 302 in N Windham to Raymond really needs to be addressed, especially in the summer time. 20-30 minutes to travel 2-3 miles in unacceptable and will discourage business growth, tourism, and residential growth in points North of 115. Thanks.</p>
<p>There are not enough activities for the kids in town...</p>
<p>This is a great survey process to support and engage residents on the balance of commercial development with charm and quality of life of small town Maine. I really miss not having a historical, inviting, walkable downtown area. Also, my answers about town infrastructure - specifically water/sewer/police/fire are not highly informed. I feel confident and comfortable in our home situation but am not educated on the town's resources. I would expect that as we add more commercial and residential tax payers, infrastructure would improve.</p>
<p>This survey was sent for only one persons opinion. There are three people in the household, so it would have been nice to have a survey for each of us. It would have been nice if the fire and police questions were separated.</p>
<p>Too many private roads in Windham; the maintenance is not good, therefore the developers should be made to bring them up to town standards and turned over to the town.</p>
<p>Too late for the 13th meeting and I hunt with my family on Saturdays. The person that plows are road doesn't do a very good job. All in all, I like Windham the way it is.</p>

## Development Freedom Segment

<p>Too many curb cuts in Windham between River Road and Whites bridge road. Why on earth did you allow another high volume curb cut for Aroma Joe's when it is hard enough to get out of Dunkin Donuts? Not forward thinking by the council.</p>
<p>Town Hall hours are ridiculous. Working people can't register new cars unless they use vacation time from their jobs. You should keep 40 hrs for employees but pick a day where they come in 2 hrs late and stay 2 hrs late! The Prks/Rec Dept is a joke. There is never anything new -we've lived here 11 yrs and they still have trick or treat with a flashlight on the school field - lets try something new???? kids are bored with what you offer. You need new ideas. Free kickball for boys under 13 - that wouldn't cost anything! How about a free P.E one hour class each Saturday? Relay race, scavenger hunt, cooking classes for kids, woodworking classes for kids. You should check out Gorham's Rec Dept - Windham should be embarrassed. Other parents complain about the same - you should ask around.</p>
<p>Two major concerns....what are we doing to see that are youth are prepared to work after HS and after college? What jobs are available for them in Windham to strive for?</p>
<p>Waste disposal (brush and non-rubbish items) needs to be addressed. There needs to be a larger item sorting system established for things that can't be placed in the Blue Bags.</p>
<p>We love living here. It would be nice to have more high end options like boutiques and cafes. We support growth and maintenance of infrastructure but the school budgets needs to be addressed. the schools are spending 20x what they did 50 years ago and the education is only half as good. We do not have children yet but I can guarantee we will not be sending them to public school here.</p>
<p>We love the Town but are worried about long term increases in property taxes preventing us from staying here during our upcoming retirement. I think the Town makes it too difficult for new businesses to locate here with unnecessary regulations &amp; open space requirements.</p>
<p>We moved to Windham 5 years ago and I never once have said I wish I had chosen a different town. The schools are fantastic, there is enough shopping for our family downtown. It would be nice to see some of the strip malls get a face lift. We LOVE it here!</p>
<p>We should continue to explore opportunities to work with our neighboring communities. For example both our police and fire chiefs are retiring. Do we really need to replace the positions? Could we explore doing away with our police department and in turn join in with the Sheriffs department ? The Sheriffs already have a great presence in town.</p>
<p>While I believe it's important to attract new businesses into the community, I feel that it's even more important to provide fields for our youth. We, being Windham, have access to so much land--why is this land not being utilized to get our children more involved in recreational activities? It's proven that kids who play sports have improved grades and become excellent citizens--we need to encourage these events as they are the future of Windham residents!</p>
<p>Why do we have so many empty businesses buildings? How about building a music pavilion that would attract both out of state and local residence? have a dog park. It is a shame that we are the center of the lake region but do not have access to public beach. Does not provide recreational entertainment for year round people.</p>
<p>Windham has developed very rapidly. The town needs a little time to catch up with everything.but we should not cease going forward with developments.</p>
<p>Windham has gone from an IGA store and a pile of sawdust for ice to a growing town with new business and homes.</p>
<p>Windham is a good place to live.</p>

## Development Freedom Segment

Windham is a great town, we do need more employment for young families. The COMMON CORE EDUCATIONAL PROPOSALS WILL DESTROY EDUCATION IN OUR PUBLIC SCHOOLS. THROW IT OUT AND ALL WHO SUPPORT IT ARE SUPPORTING A COMMUNISTIC EDUCATIONAL SYSTEM. WAKE UP PEOPLE. IT IS DUMBING DOWN OUR CHILDREN.

Windham is a very comfortable Maine town. The biggest problem is getting into Windham from Portland. Rt 302 can be expanded in certain areas without disruption of residential/business property. Simply create approximately four areas where slower traffic stays to right and others can pass. I think this would improve quality of life for those who must travel daily back and forth to Portland. Other than that, living in Windham has been wonderful for me, hopefully taxes dont force me to leave.

Windham is a very good place to live, but is increasingly more expensive to the locals due to getting money from the tourists,unfortunately the wages are not keeping up with the inflation rate. Maine is a great place to live but it is becoming impossible to live here and make a comfortable living.

Windham is doing a good job overall. We are not perfect but it is a good community.

Windham needs a traffic flow plan to address increased flow and what the future might bring. The road built behind Walmart going to Lowes was a good move. We need one for the otherside of 302 going towards Home Depot. Any blockage on 302 needs a plan to releive it in case of an emergency.

Windham needs a waste water system sooner than later, waiting will only increase the overall cost and disruption! Do it now!

Windham needs to focus on reducing congestion in North Windham while developing a pedestrian-friendly downtown area (restaurants, small shops, etc) so that Windham isn't just a commuter town and box store hub to nearby towns. We also need to ensure the safety of our water supply and integrate sewers into North Windham. We need to get into long-term planning for upgrading schools and infrastructure with add/alt construction as opposed to more expensive new construction projects.

Windham or WEDC might want to evaluate if there are advantages to purchasing high-speed internet services from current providers at a bulk rate. Could businesses and residents then be able to purchase internet service at a discount.

Windham REALLY needs some more restaurants, larger ones with dine in options!! This town lacks that attraction!!

You seem to have covered it all pretty good.

## Both Ways Segment

<p>A dump or transfer station could be used by all taxpayers in Windham.</p>
<p>A transfer station is needed Also the police station needs to be open on the weekends.</p>
<p>Property tax bills should reflect the square footage for which the property is being rated and taxed. Retired seniors should be taxed on a fluctuating scale that reflects consideration of: 1) The value of the property at the time it was purchased. 2) The value of the property at the time the mortgage becomes paid in full) 3) The retired senior's financial ability to pay property taxes.</p>
<p>A lot of times I feel money is wasted, but is wonderful town and I will be here until my final resting place. The people of the town do well to live with limited resources. I have a problem with a lot of town access vehicles that I don't think they are all necessary. We seem to have to have the best when those choices are made. The same with the schools - we have to have it whether we can afford it or not. I feel that Windham is one of the best school systems there is. It can be contradictory at times.</p>
<p>As a summer resident, I would appreciate the town helping with the maintenance of the road access to my property and not just the major roadway, namely Cove Road. Windham as a summer venue is a wonderful spot for lake property. Thank you.</p>
<p>As a resident of South Windham, I feel this area is not a consideration for the town. We have vacant , and condemned buildings that need to be removed. They are an eye sore and a danger. Putting trees and benches in this area were not helpful in improving this area. We need a good clean up. I also have asked for a slow sign or blind drive sign near my driveway and was told it was not necessary. I have been almost hit numerous times coming out of my driveway. People do not obey speed limits and people park on the road blocking my view.</p>
<p>Beautiful town and close to Portland! I would want to see some sort of community service for families on the weekends to help police, fire and town! This would also build more community engagement and would think it would help in the future.</p>
<p>Being in an area that has had businesses for years -it was designated as light residential, but it should be light commercial where I am located.</p>
<p>Best new growth device is tax incentives for business development. Can be a graduated scale no tax for the first 5 years then increase after 5 years by 20% per yr.to come to the base.</p>
<p>Big issue with fire works ordinance in Windham - the area I live in - they go off anytime people let them off. Any night of the week, the fireworks go off. The police cannot tell whether they are hearing gun fire of fireworks. That's not a good thing. Other towns don't allow fireworks to go off anytime people want to use it. The town meetings aired on TV are terrible. You can't hear who is talking and half the time you can't see it either. They mumble at one another.</p>
<p>Business owners in the commercial district need to invest and improve their properties. Some were built on the cheap in order to maximize property owner profit, not to encourage or maintain tenant business use.</p>
<p>Code enforcement is hurting the town's current businesses and preventing new businesses from coming in. It is critical to keep Windham's rural appeal.</p>
<p>commercial growth is not a problem if they use existing buildings. Strip malls need to be upgraded to look nicer and make it still have a small town feel. there are too many abandoned buildings to be doing any new construction. How long before we have an abandoned hotel across from Seacoast Fun Park?</p>

## Both Ways Segment

Concerns about the increased accidents on 302 in North Windham, lack of sewer system for commercial district, and inability to obtain natural gas, even though it is a mile away.
Control the school budget. Especially the administrative side. Find a way to provide essential services with out taxing people out of their homes.
Focus commercial development and developing a pedestrian friendly downtown that is easy to walk between desirable stores/buildings. Density downtown is good if planned properly. Urban sprawl is not necessary. Continue to resolve traffic congestion. Utilize experienced professionals. Plan for the future. Thank you.
Glad they are doing evaluation again.
good survey, like the questions. Thanks for seeking input
Great place to live
Great town to live in.
Great town!
have not lived here long enough to form a opinion.
Have only lived here for a little over a year and really appreciate the mix of rural and commercial develop. I think it would benefit the town to have a little more recreational facilities that could be used year round especially for the youth.
Hire the people that pay their taxes in this town. Stop hiring out of state contractors. You are hurting the families of this town and the State of Maine. How proud are you?
I am a member of a third generation family that settled in this town...have seen so many changes through the years. While I am nostalgic for the Old Windham I realize change and "progress" are necessary. No. Windham needs to continue to be the commercial center and the rest of the town should focus on maintaining what rural character is left.
I am happy here. I like it very much. I think it is a nice place. I'm happy.
I am NOT in favor of establishing a sewer system for the North Windham residential area, as was proposed in the last few years.
I and others that live on Highland Lake would love to see some kind of action taken by the town to address the resumption of stocking salmon in Highland lake. I have spoken to the state biologist in charge of this, and the state wants to resume this practice as it was a huge success. The only thing we need is 1 public boat launch on the lake and the state will immediately resume the stocking program. There are no "design laws involved as far as how big the launch is, only that it would enable the public to launch an equitable size boat on the lake, and provide parking. Anyone who wants to launch a boat now has someone here who has access to a launch, and we truly believe there will be no adverse effects if this was done. The quality of the lake is declining without the Salmon and Brown trout population that has been here.
I believe we have everything we need without going into Portland. I would like to see a Metro service which would provide service from Portland to Windham and back. I live on Highland Lake and enjoy it very much. The perfect spot.
I do like the direction the town is going in. With growth comes other challenges. Windham seems to be on the right track for addressing these issues as the occur
I don't believe your question about raising taxes is fair. If you want to assess for an improvement (roads or water) that is different than raising taxes. Once you raise taxes you never give it back even after project is over. Don't think you fool anyone by saying your raising taxes to fund a project.
I don't care for Windham. I am only here because my kids are here. I don't care for it at all.

## Both Ways Segment

I don't really have any comments.
I enjoy living in Windham due to proximity to the lakes and the shopping in North Windham
I feel that some of the side roads should be paved due to safety issues
I feel that the speed limit on 302 should be moved to slow down earlier. Currently the speed doesn't drop until you get passed My Sisters Garage. I think it should slow down closer to FW Webb. People zip through 302 and it gets very dangerous at times.
I feel that Windham is a pretty decent place to live. I wish more people would run for the seats on the Town Council.
I feel the traffic lights could be better synchronized. A park for dogs as well as one for people is very needed. I haven't read anymore re: the dog park at the Lipman Park. It was initially planned and hope it still is part of the parks continued development. I also would really like to see a Target come to town. Overall. I'm happy to live in this great bedroom community!! I appreciate the deliberation and communication re: future planning and that putting it out there to the residents is so important. Thank you.
I grew up here in the fifties. I have a lot of ties here. It is a relatively safe town and a great place to bring up a family. My uncle made and drove the first school bus in the thirties for the Town of Windham. (Ralph Lowell) My parents lived in the same house for seventy years. (the house I grew up in)
I grew up in Windham and the town has changed a lot, since the 80's! Not all for the good!!!!
I have attended several of these meetings in the past and it seems that nothing is ever done. It seems a waste of time to go. Windham has no character or sense of definition. Other towns have faced similar growth issues as ours and yet have been able to have beauty incorporated into the growth. There's a lot we could do but have failed to do.
I have been continuously disappointed in the town as my husband and I raise a family, and have to seek out services in other communities because those in our town are so poor. We attend recreation programs in Gorham, send our children to Gorham preschool, travel to Westbrook, Portland, Scarborough, and Gorham for parks and playgrounds. Communication of community events are so poor we often find out about them after the fact. Windham is a bedroom community providing workers for Portland rather than providing services for its people, and making this a community in which people want to be. We reside in South Windham, which has many historic homes but many of which are empty, foreclosed, or apartments in which low income people are living. There is often garbage in the street, children running around unsupervised at all hours, and fighting. There appears to be no investment in what could be a lucrative downtown area. The Keddy Mill area needs to be cleaned and invested in. It seems that all of the focus of economic development in Windham is along 302. 202 is ignored. Collaboration with the town of Gorham to improve and redevelop the area should be occurring. The area has so much potential.
I have no other thoughts or concerns.
I have watched most council meetings and listened to the dyer need of more help particularly by our public works and feel Windham has past the time of adding staffing in the departments. The Towns infrastructural is slowly going down hill because funding has not been put into them, both buildings, equipment, and roads. We are asking for services but money needs to be brought in to pay for them. I feel flat lined budgets on the town side while the school keeps increasing are wrong. stop the school spending and put more money into our assets and people who work for the town.
I like it the way it is. The town should not grow to rapidly. provide lower taxes. The commercial development has helped keep my taxes low.
I like living in Windham - its a nice area and good people
I like the town. I wanted to stay in Windham after my husband died so I went into senior housing.

## Both Ways Segment

<p>I listed the town hall as poor specifically for the poor hours that town hall is open for. They recently extended the hours to include Friday as well but they are still only open during normal business hours M - F. Most municipalities are open late one day a week or during Saturday morning. Personally I don't care if they are closed all week during the day as I have to work during normal business hours but if they aren't open late at least one day a week or at some point on the weekend, they may as well be closed 24/7 because they are absolutely useless to me and I have to take time off from my job to perform simple tasks that require me to be at Town Hall. I've never lived in a community that does that.</p>
<p>I love it. I would like to see more small business help and more small businesses here. There are a lot of vacant buildings that need to be filled. 5 alone on the main strip!</p>
<p>I love living in this town, and the people here make it what it is.</p>
<p>I love the fire and police operations. I have had many accidents and used my track phone to communicate with them and they came to my rescue. They responded immediately when my mother rolled over on her alert necklace or bracelet, they came immediately when the alarm went off. She bought coffee and donuts the next day to thank them for their service... even though it was not needed at that time.</p>
<p>I love this town. I would like to see change at a pace that the town can manage while still maintaining its safe warm community feel. Thanks for the opportunity to respond.</p>
<p>I love Windham and am very happy to live here!</p>
<p>I love Windham and I'm happy that we moved to start a happy safe life for my son :)</p>
<p>I moved here from Scarborough as Scarborough had too much resd'l &amp; comm'l growth. Traffic got out of control. Schools got too full. It became a mess. That's why I moved to Windham, more rural, quiet most of the year, good school system, not over crowded. If Windham becomes like Scarborough, I wouldn't give it a 2nd thought to move out of Windham.</p>
<p>I really do like the opportunities available for adult continuing education.</p>
<p>I really don't have any comments as I enjoy living in Windham but wish they had better transportation for seniors going to Drs. in Portland like having RSP available in Windham rather than having to call Portland.</p>
<p>I really like the location of the town in proximity to Portland and the city. We moved here because we didn't want to live in the city but be close enough to it. I feel that the growth of Windham is very important and that we should be bringing in new businesses as well as developing new neighborhoods and homes while preserving the small amount of parks and fields we do have left.</p>
<p>I think everything has been going well for the town - the best they can I guess.</p>
<p>I think it is a great place to live. I have been here 35 years. I am sure that whatever the committee decides to do will benefit the town. They seem to be doing a good job.</p>
<p>I think it is over-populated. Too many houses and new homes being built. The taxes are way to high. The school teachers are the ones who actually teach the young from primary to 8th grade - they should be paid more than the higher paying town manager and others who run the town. We need people in the town who know how to save money. Anyone can spend money. There are a lot of empty houses in Windham.</p>
<p>I think that the vote to turn down the addition of having a public sewer system hurt the growth of Windham and should be brought back to the people of Windham and encouraged to help Windham grow to be the great city is can be.</p>
<p>I think Windham is a lovely town. I don't like the way it is changing - all the hubbub - all the different stores - all the traffic going to all the different places. A by-pass should be added to get rid of the congestion in the area.</p>

## Both Ways Segment

<p>I think Windham is a nice little town. I am impressed with it. I have been very happy here. My drive way is a hill and it is a pain in the neck in winter. That is my only complaint. Coming from Atlanta, I hate the Winters here. Nobody can control the weather.</p>
<p>I think Windham would benefit from a health food store and a good restaurant that serves local ingredients.</p>
<p>I will not be in the state of Maine, when the meetings take place.</p>
<p>I wish that the police department would deal with the drug dealer across the street. They tell me they are dealing with bigger drugs in Windham. Well last I knew pot was illegal and these are the high schoolers who are coming and going every 5 minutes. D.E. A, can't help. Have spoken with the chief and he's on his way out. As well as numerous break in in this area. They tell me they have few officers, well my tax bill is pretty damn high.. Disappointed!!!!</p>
<p>I would like to see an effort to create a much more pedestrian/bike friendly environment in the North Windham area. Maintaining and promoting open space in Windham should be a priority. Having access to Sebago and a reasonable commute to Portland makes it a great place to live</p>
<p>I would like to see more shopping stores up here. We need more big stores like a JC Penney's or a Sears.</p>
<p>I would like to see Portland Water District running more distribution lines to people who have wells. The quality of water in my area of Windham is atrocious. Very heavy iron deposits.</p>
<p>I would like to see the town cut the local business tax for small business owners. I think that Windham has enough sports fields for it's size. I would like to see the town take over some of the private road before approving new ones from recent developments.</p>
<p>I would like to see traffic improved on the 302 corridor without impacting the current residential neighborhoods. The 302 business area needs to be spruced up with more attractive buildings and/or landscaping.</p>
<p>I would love to see the North Windham Fire Station spiffed up---including the foundation color---and rust taken care of to create a BEAUTIFUL Building that would show the Towns people and the tourists that travel our Major 302 Artery that we are proud of our Fire Station and take care of it. The Appearance does not seem to go with the Standards that the Town has in place but has not addressed on this building for a very very long time.....painting the doors red would be really cool.....There is free paint already available for this building and if not painting the whole building at least addressing the cosmetic areas that are an eye sore would be an improvment along with the foundation. Please someone agree with me.....It is really looking out of place and not taken care of with all the new buildings that have grown in around it. We do NOT NEED a NEW Building...just one that is being cared for.</p>
<p>I'm alleging and believe this survey's intent is to provide statistical data to merit and foster additional water/sewer lines to benefit commercial interests (current hotel construction North Windham) at cost to the Windham taxpayers!!</p>
<p>Impact fee is a joke and they need to get on maintaining Brand Road.</p>
<p>Improvement of roads.</p>
<p>In the past, expansion and construction of school facilities has adversely and disproportionately increased property taxes; ie., with no regard for the cost to property owners through increased property taxes.</p>
<p>It is a great town. I would love to continue to see it grow and flourish.</p>
<p>It is a very good place to live. I am really satisfied. The schools are very good. The hiking and biking trails are taken care of well by Parks and Recreation.</p>
<p>It is extremely important to preserve the remaining historic aspects and areas of the town before they are lost as they were in North Windham.</p>

## Both Ways Segment

It was hard to answer some of these questions because I favor increased business growth, but NOT the continued big box stores with low income job opportunities for residents and huge tax breaks that do not help Windham citizens. We need GOOD jobs, public transportation, relief from traffic congestion in North Windham, safe drinking water but NOT a multi-million dollar sewer project when everyone is already on septic, and better schools that aren't so crowded and have higher achievement. I wish academics got as great a priority as sports, especially at the HS level. Overall, our experience living here has been very good. Much has improved and we support the economic growth in Windham, but find that it has not been very well planned.

It's a lovely town.

It's important that we develop a wastewater treatment system for North Windham commercial area.

It's growing. I am glad to see a decent sized hotel going up on Rte. 302. We needed, and need more guest housing for the visitors. Maine is a great state:) Windham is the best!! I would like to see more of our interest in the local food pantry and the community gardening efforts. We are a farming community!!

Just don't want Windham to become like Falmouth, Cape, Cumberland - that the new affluent residents get to change the town to meet their standards of life. keep things simple, without overregulation and absurd taxes, examination of what is truly necessary, and not just a want of a whim. keep it "rural Maine" --- lots of regular people live here!

Keep or increase rural feel with exception of 302 corridor improvement for business.

Keep property taxes down, and improve snow removal especially around storm drains on the streets. It has been an issue around my house with storm drain on corner of my yard, come spring time I got half of my front lawn covered in sand and snow pile don't melt until late spring because of snow accumulation from plowing.

Love Windham just would love to have more retail stores here so do not have to go to So. Portland.

Many of us in Windham drive to South Portland and other towns for retail shopping spending money there that could be spent in Windham. Walmart isn't a place I consider a place to do regular shopping and Marshall's is convenient but doesn't have a great variety. We need more retailers for our local area as well as the thousands traveling through to the Lakes Regions. The job opportunities for the teens would increase as well. There are very minimal opportunities for them as well. These will help areas from Gray, Gorham, Naples, Raymond and New Gloucester-bring them to Windham to shop and eat.

More opportunities for our youth. When parents are working more than ever in this era because of low wages and the high cost of living. Our children need less ipods, cell phones, etc. The kids need to see nature and learn the value of life, I know times are changing real fast but its so important. These are my feelings.

Most of my views are based on North Windham. I feel that the strip mall feel of the town makes it a stopping point for people passing through versus people visiting Windham for a shopping trip. There are many vacant buildings along 302 that need to be filled with businesses and attracting a variety of business types (both chain-businesses and small shops) will help bring in more revenue for the town.

## Both Ways Segment

<p>Moving here from a larger city, I see growth being funded on the backs of the tax payers. The growth that needs to happen should have the taxes or cost associated with the growth directed towards primarily to those who will benefit the most. I.E the waste water issue that was voted down. Why would I tax myself on this issue when I would gain nothing from it? It is an issue that needs talking about, but it was presented and submitted wrong. I grew up on city water and sewer and when I was old enough to buy a house I paid my share of the water/waste based on my frontage to the lines. Everyone was equal. I have never lived in a place that was so hard to get to a lake as it is here, living a stone's through from Sebago Lake. It's awful, I can see it but can't touch it.</p>
<p>My husband's family has lived in Windham since 1965. We enjoy the moderate taxes, quality of life, and the mix of rural, residential and commercial presence. Schools remain a concern; growing population means increased enrollment and increased taxes. Those taxes being a burden on our elderly. Windham's continued success will be credited to moderate and steady commercial growth. Windham sells itself; people want to live here and business wants to settle here because of the Town's proximity to Portland, transportation outlets and moderate cost of doing business without all the hassles of being in Portland or too far removed from amenities. Overall, my husband and I are happy homeowners and residents and really enjoy Windham.</p>
<p>N/A</p>
<p>Nash Road may be the most dangerous road in the state, especially in winter when the frost heaves creat deep mogul-like conditions. Someone will die in a car accident if the town does not address this serious issue. I've heard that the town planned on rebuilding the road after Albion but the cost was over a million. How much is a life worth? Please address this issue, if only to address the 302 side for about a mile up. Please drive this road, especially in winter, to understand the dangers of this neglected importand road. Thank you.</p>
<p>NEED PLAYGROUND IN WINDHAM FOR KIDS!!!!!! PLEASE!!!!</p>
<p>Need to listen to new residents of the community and what attracted them to Windham and why they will stay.</p>
<p>New indoor recreational facility. well planned commercial growth limited new residential housing.</p>
<p>No comment.</p>
<p>No more - that is it.</p>
<p>None. Happy here.</p>
<p>None</p>
<p>None. Happy.</p>
<p>Not enough in this questionire about people.</p>
<p>Nothing at this time.</p>
<p>Please increase the availability and quality of the required trash bags..they are often not available in the stores and not strong enough.</p>
<p>Please see Route 302 business potential. Folks come here for our lakes. Windham should be a destination, not a drive through! Desperately need better restaurants and retail shops, not more big box stores. Offer short term tax incentives for mom and pop businesses.</p>
<p>Quality of life here is a balance of commercial, residential, and open space. I have a good quality of life here but would like to see improved business/commercial growth of the type that could help other residents improve theirs (increased tax base value and more good paying jobs). I would like to see this done by doing our best to maintain that balance for which Windham is known.</p>
<p>Really wish we had public water supply on River Road.</p>

## Both Ways Segment

Reduce building inspection regulation and costs unless the department can get more organized. Cost of housing and taxes are high enough already for young families.

Regarding this survey, there was a need for comment opportunities on each page. I felt like my responses sometimes contradicted one another. Here is an example, I believe individual residential property owners should have the right to develop their land according to the zoning in place when they originally bought or inherited their property. I also think open space in Windham needs to be preserved, but that is not at the expense of individual property rights. When the broader community wants to share in that open space, then the property owner NEEDS to be compensated for not developing that open space. Not told through zoning the owners property rights have been curtailed! Another example: the definition of commercial development. If that definition is specifically retail, we have enough. If "commercial" has a broader definition, that is a different story. Windham needs greater employment opportunities with positions that pay well. Retail notoriously pays poverty wages. Thus far, Windham has tried to position itself as a regional hub, but we are a retail regional hub, not a professional services regional hub. Therefore, as a community, we have sold out and committed a lot of land resources to businesses that pay poverty wages. Given the 302 and 202 corridor, health care employment opportunities need to be pursued. Let's position Windham as a regional health care center. We are far enough away from Portland to warrant this, with Raymond, Casco, Naples, Gorham, Standish in close proximity. Why should we need to go to MMC Portland, Falmouth or Scarborough for diagnostics, Xrays, mammograms and the like!!!! Those would be good paying skilled positions right here in Windham!! Taxes: only choices; for or against. I might be for, but not in the way Windham's elected officials seem to interpret "for". Case in point, huge and costly infrastructure proposal for expanded sewage. Was far to expansive, far to expensive. Scale it back, look at alternative technologies, as well as alternative funding sources. Our seniors and youth have limited community options. I do support small increases for their specific needs and interests. Rarely talked about, but Windham still has an "old boy" network. The "men" are not necessarily "old", but the "I'll scratch your back, if you scratch mine" is ever present. Personally, I think the sewer project is a recent example. Who in town was going to benefit from that sweet deal?? Who's pockets were going to be increased substantially at taxpayer expense? Windham had a well functioning Implementation Task Force for the current Comp Plan. Things were being discussed that the "powers" did not like. All of a sudden, some key people started to say this Task Force was not functioning well and needed to be scraped. It was disbanded and a group of about 5 of Windham's inner circle development types were hand picked as a representative committee to interact with the town council. Integrity, hardly!! Control of the process, definitely! To make matters worse, they met in the mornings when most people in Windham are working. There was a functioning Implementation Task Force. Yes, a bit cumbersome, but better to have to much participation than a select few making recommendations to the council, don't ya think. The Implementation Task Force was a community at work. But once again newcomers left discouraged by what they saw as insular government. Then Windham wonders why it has so few volunteers for committees. You volunteer and you see how you're not really wanted unless you are a Yes person. So I look forward to the Visioning sessions. Are the committee meetings open to the public? Do they have time for non-committee input? When and where are they held? This needs to be an open process. From the above mentioned issues, I think you now understand why!

Route 302 is becoming more and more like 128 north of Boston. Why are new businesses allowed to be constructed on postage-size lots?? Especially on Windham's busiest roadways. Summer traffic is just awful. Accidents waiting to happen.

Schools should have a History review of area.

## Both Ways Segment

<p>Since moving to Windham, I've been impressed with the town overall. The lack of a close dump or transfer facility has been an inconvenience, but far from insurmountable. I feel confident in the town personnel. The school system seems excellent. Overall, glad we moved here! Just fix that 90 degree turn on the intersection of Ward Rd and Pope Road :).</p>
<p>So far we love living in Windham! Our experience with the school system has been great, however I am disappointed it does not offer a pre-kindergarten program. There are so many studies that show the benefits of a 4-year old program (free) in public schools. We relocated from Aroostook County where they've had an established pre-k program for several years. The cost of child care or private pre-schools prevents a lot of children in Windham from receiving the critical early childhood education and experiences. I hope the future of Windham has plans for a public pre-k program!</p>
<p>Something really needs to be done with the large old industrial building in South Windham. This is a beautiful parcel of land that now sits in blighted condition. We should place less emphasis on the 302 corridor and more emphasis on this area.</p>
<p>Stop using the "cheap" water-based yellow and white paint on roads. Use the reflective paints that last about a year, not the water based paints that last about 3 months at best. This is a safety factor at night and in inclement weather.</p>
<p>Stronger emphasis on development of the town - South Windham. They need to complete the beautification project that was started and never completed for South Windham. Demolition of condemned commercial buildings of South Windham is needed so new development can happen there.</p>
<p>Talk of a by-pass of getting through Windham - road behind Walmart - Rt.115 to up behind Planet Fitness -then it stops - it needs to be connected on both ends to get at least the locals across town. A third of it is already built.</p>
<p>Tax rates are too high.... concern about fire stations-which are housed.... seems though calling from other end of town to take care of fire/rescue calls.... more centralized needed or housing onsite.</p>
<p>Taxes too high Roads in poor shape Town leadership is weak Town lets certain people get away with activities it knows is illegal, yet turns their backs and ignores it.</p>
<p>Thank you for the opportunity to make comments.</p>
<p>Thank you for the opportunity to participate in this survey. I hope you get a very good response as citizen input is critical for Windham to be progressive and move forward to enhance the services, opportunities and quality of life in Windham.</p>
<p>The lake region medical facilities are very good, esp. the ambulance service.</p>
<p>The Maine Audubon Society identified N. Windham, Ellsworth, and Falmouth, as being the ugliest commercial developed areas in the state. Only Falmouth took measures to change that. Windham continues to degrade itself.</p>
<p>The North, South, East or West question was hard to answer.....I live off 302 2 miles before N Windham so the answers didn't fit either question.</p>
<p>The Parking around the high school campus needs improvement. We are getting bigger turn outs, with limited spaces to park. PD should feel the same.</p>
<p>The quality of life here in Windham is very good overall. However, there are a few issues that can be addressed for the future. Traffic from Boody's corner up to Raymond (especially in the summer) is constantly getting worse. It would be nice to see different types of new business growth, especially future growth industries and locally owned businesses. Preserve some open space for new parks and trails.</p>
<p>The service at the Town Hall is wonderful. And I'm also very happy with the Senior Center.</p>
<p>The snowplowing on Mill Pond Drive is not evenly divided on both sides of the street. Tired of the snowplow driver ruining our mailboxes.</p>
<p>The survey has kept me up to date in what is going on in Windham.</p>

## Both Ways Segment

<p>The Town Hall have excellent people working there. They are so comfortable to speak to. Wonderful to talk to - a plus. The library is lovely. The people are excellent with the public. The programs offered to the people are very well done. I would like to see a Reny's and a Denny's or IHOP added to the town. RT.302 needs to be widened to handle the traffic flow. When the new buildings are being constructed, the barriers need to be removed and allow the use of a back road behind like Walmart and around so you don't have to go out on 302 again. We are also being overcharged for gas in Windham. Raymond is cheaper as well as Portland and even Cape Elizabeth costs less for gas. The stores would benefit too if prices were lowered. More people will stop and shop there if the price is less for gas.</p>
<p>The town lacks typical New England charm. It is not a rural community and should stop pretending to be. The best thing we can do is make code changes to force businesses in the commercial district to beautify their exterior with proper New England signage, lighting, facades, etc.</p>
<p>The town should protect scenic vistas and create a scenic corridor along Route 202 from Gray to Roosevelt Trail.</p>
<p>The town should review the amount of public employees vs. the work that needs to be done. Public Works appears overstaffed. Explore a Western bypass around North Windham to ease 302 congestion.</p>
<p>The town should work towards attracting younger people who want both a rural setting and proximity to Portland.</p>
<p>The traffic situation @ the intersection of 302/35 needs to be of the highest priority.</p>
<p>The wealth of the town seems to have more control of what happens in town just because they have the money to do it.the town should be run by "all" the people rich or poor!!!!!!</p>
<p>There are far to many people in this town that want to live in the country ,but have what a city has. They will never know what country live is about. Would like to be able to afford to move to a more rural place.</p>
<p>There is a downtown feel to communities such as Gorham and Yarmouth that i have never felt in Windham. It would be nice to develop this type of community feel. It promotes community events and involvement such as festivals, parades, walking etc.</p>
<p>There is a group of Senior Citizens about 120 strong who can not find a place to meet for recreation and friendship. We are a group of tax paying individuals that appear to be of no concern to the town officials. It seems very sad to us that we have for so many years supported our town and now that we of less value we are ignored. Please consider a building that could house not only the elderly but many organizations, including youth, in our community. A community center would be an awesome place for many people. Thanking you for any consideration you can give us.</p>
<p>There needs to be a serious effort in funneling and recycling the efforts and resources combining the general public, elected and municipal leaders(leaving their party agenda outside of Windham), and small local business owners(not just the Chamber)to come up with think outside of the box innovative answers without sacrificing the quality of Windham and selling out.</p>
<p>This is a nice little town. I immensely appreciate being able to shop in town rather than go way out to the Mall. A few more nice restaurants would be appreciated. There is wasted space in the Staples area and in the Windham Mall and they have been vacant for too long. Landlords need to lower the rent to make it more attractive for tenants. I also feel pretty strongly that we need a community center with exciting programs for youth. If I won the lottery, I would build one!</p>
<p>This survey came on the very day I planned to write a letter to the Town regarding the terrible conditions of Nash Road. I was shocked to see that Albion Rd was re-paved within the last month and the condition of that road was not as destructive to vehicles as Nash. Last winter the road heaved so much one of our vehicles and a neighbors had to be repaired from damage caused by driving on Nash Road. I ask that this be put onto the budget for 2015.It is time to fix it!</p>

## Both Ways Segment

To many closed businesses in town.
Too many fast food restaurants. Not enough clothing stores...and cute gift shops...Windham could be attractive like Freeport, but it's not...it is becoming too snobby and rich, losing it's small town appeal...and the roads are really bad.
Too many private roads ...added cost to residents to maintain, No. Windham is an eyesore with too many disgusting box stores- small Maine owned business with character are better...and a focus on bike/walking with lanes and sidewalks...main street in South Windham could be cleaned up and brought back to past glory...schools need to focus on quality of teaching less on facilities with more services to higher performing kids ..school board needs to reach out to community with surveys like this.
Trader Joe's to Windham. Music, book store, clothing give Walmart some competition.
Try to keep the tax structure from driving people out of the Windham area.
Utilizing the vacant buildings - some of these buildings could be used for medical complex, music store for lessons for the youth or other persons, and reasonably priced women's fashions. Also, better traffic flow at rts.302 and 115. The school buses do not need to stop at every driveway or street. Provide a designated pick up area. The Mall should be updated with new landscaping. Why are the Chamber of Commerce and the Planning Board not more aggressive to attract business?
Very happy living here. Pleased with the school system that my children graduated from. Though I like the rural feeling, I realistically expect growth in residential and business; and welcome both. I would like to see more cultural diversity in the area.
We are seasonal residents so most of this survey has remained unanswered because we are "from away" as we are known in the summer. We have had our cottage since '04, have done extensive improvements and enjoy our time when we are there since we have family in Falmouth and love being close to them. I wish my answers could have been more helpful but my place of residence is Cincinnati, not Windham.
We enjoy living in Windham and we purchased our home because of the country feel, yet the closeness of all businesses. We wouldn't want to see too much change. Encouraging business along 302 would definitely allow us to maintain our lifestyle while keeping taxes in order.
We have a lot of private roads that are financial burdens on the residents to maintain. I would not mind paying more in taxes if it meant that more of these roads would be tarred and made town roads with plowing etc. I also think it is ridiculous to charge \$12.50 a bag for trash when other communities have it as part of their programs.
We have enjoyed raising our family in Windham. We also have enjoyed watching it grow into a relatively safe place to live. A special thank you to Fire, Police and our town officials that make our life easier and happier. Thank you.
We love living in Windham. We feel we live in the country, but yet close to stores!
We love living in Windham. Living the rural life, but being this close to Portland/So. Portland is perfect.
We need a new larger department store here. We need another high profile grocery store like Market Basket here. You leave feeling good from that store because you are not being ripped off. More of a variety is needed in these stores. More of an assortment of clothes and gifts are needed. A Reny's would be very popular in North Windham. Target as well. Add Red Lobster too or the Weathervane.
We need to attract new business to Windham to help with taxes!!
We need to deal with water quality issues . Clean drinking water . Waste water!!! Better roads . Open town hall on Fridays. Close it on Wednesdays if you have close it one day per week!!
We need to have Haven Rd. rebuilt.

## Both Ways Segment

<p>We need to provide an access road from behind the post office, all the way to Raymond. Are you familiar with North Conway's North-South Road? That is the model which I think would fit here. Perhaps it would also work. If we had it behind Shaws all the way to Raymond?</p>
<p>When developers want to build new developments in town all they want to build are Dick and Jane basic 3 bedroom homes which have a negative effect on the town's tax structure. The tax on the houses doesn't come close to covering the cost of putting the 2 or 3 kids that live in that house through school. Therefore everyone else's taxes go up. Since we are the fastest graying state in the nation, it makes sense that getting the developers to build more senior housing instead of starter homes, would increase the tax base without adding more kids to the school system. Senior developments could and should be allowed to have smaller lot sizes for more homes. I can't understand why towns haven't figured out the simplicity of this. Just my thoughts.</p>
<p>Why do we need that expensive round-about?? I have NEVER encountered traffic problems at that crossroad.</p>
<p>Windham is a beautiful town in a perfect location between Portland and the Lakes Region areas. We have so many vacant spaces that could be filled with thriving businesses. The mall is a joke and is unsightly. The old restaurant building in front of Rustler's is unsightly as well. Why aren't we trying to attract chains such as a Margarita's or Olive Garden to come in? Places such as these would also create many new jobs as well. Also, why can we not get better retail stores in our "mall"? Marshall's has done very well, why not try to attract businesses like this that already have a good following? Another thought would be a Trader Joe's in the area. Any grocer like that close to us is in Portland. Windham is such a hub for everything between Naples and Portland. We could easily capitalize on this.</p>
<p>Windham is a good place to live but needs to monitor and control its future growth. Growth is inevitable but it must be controlled and directed to maintain the values that are here now or to restore some that have been lost already.</p>
<p>Windham is a great community however it appears it is outgrowing its shoes too fast. Windham was a nice rural community 20 yrs. ago now its a thriving city suburb growing too fast to sustain itself in some areas.</p>
<p>Windham is a great place to live. Empty business space indicates that there is not a need to increase the commercial area but to make better use of the area. Poor planning has led to the traffic problems that will get worse unless they limit curb cuts on Rt. 302. The wastewater program not be brought up again. Twice it has been funded with tax payers dollars only to show how it is not needed or wanted. The ground pollution problem in Windham is isolated to three areas that could be addressed by those businesses responsible for the pollution to install private treatment facilities.</p>
<p>Windham is a great town to live in. I would like to see more businesses come in to the town.</p>
<p>Windham is a growing town. I'd like to see more municipal services such as a permanent brush dump and bulky waste transfer facility rather than having to rely on other towns to provide us these services.</p>
<p>Windham is a nice place to live.</p>
<p>Windham is a nice town, and it has a lot to offer to the people living here.</p>
<p>Windham is an aging community. Our older neighborhood seems to be falling in disrepair with less focus on maintaining homes. Also there is no central location, no village community...no "hub" so to speak. We have too many vacant businesses and increased turnover in those places that are occupied. Think the Windham Mall. However, we have wonderful community members and a general population that seems to care about one another. In today's world though, people are tremendously busy and less likely to join committees and get involved. We could use motivation in the form of service organizations and intergenerational gatherings to promote a more active community.</p>

## Both Ways Segment

Windham is evolving and will continue to evolve. I am pleased that this survey and future meetings are available to participate in. These are all important issues, prioritization will be difficult, but needed.

Windham is in major need of sports facilities for youth teams both indoors and outdoor fields. Currently, the town has created a divide between certain sports representatives because of the lack of field space available. There are no indoor recreation facilities or places for kids to go after school. The education at the middle school is less than average. Unless things improve quickly, our children will be seeking private options for high school.

Windham needs a dog park.

Windham needs more business that provides jobs and a solid tax base. The business image should be made more attractive to the eye re: the style and appearance of outside structure. Business growth needs sewer but should be funded from the businesses that will benefit from it. A drive thru our downtown strip is not an attractive one. We can do better.

Windham needs to develop the 302 corridor with added travel and passing lanes and turning lanes to promote traffic movement from Westbrook to Raymond. We should be the model for East West Movement in the Portland area.

Windham needs to stay focused. Development is good, but only the right portions in all sectors will work. Holding back small business is not productive. They are the back bone of America. Variety stores that can not open due to over regulation is an example. We should help these types of businesses who generate income for the town. It should be exciting to live in Windham. We are the gateway to the lakes but driving into Windham will not give you that feeling. I feel we have over commercialized the main commercial by-way. Route 302. We need people to want to stop on the way to and from because they saw and found it in Windham.

Windham offers a good quality of life for both residential and business expansion. What is most important is sound judgment by our elected officials to preserve what we have and make only those decision necessary to enhance that quality for the future, keeping in mind that you cannot please everyone.

Windham Police Department should never have gone to county for dispatch services. Police service is now terrible due to not being able to contact them directly.

Windham should be more environmentally-protective of all of its water sources.

Windham should not become another Portland. Development should moderate between growth and a rural area.

Winter road maintenance is GREAT! Worried about overcrowding of schools & the need for a new middle school. North Windham traffic is a concern - but not sure how to reroute the pass thru traffic so it won't congest the people trying to get to businesses.

Would like to see future development in both residential and business areas to be made as attractive as possible to attract these areas.

Would like to see Summer Concert Series like Westbrook and Scarborough have. Location would be the question also.

You asked if I would support my high priorities with tax increases. My answer to this is No I am paying through my taxes good salary to have this done at this time. Without much luck to economic development in this town. Most of what I hear from business people in town, is that the town discourages development by their arrogance and red tape and not returning phone calls etc. There use to be a formula of 60 40 to help the tax base, should we try to strive for that again?

## Both Ways Segment

You have covered quite a bit...I do feel safe here most of the time...our police dept. and fire dept. are exceptional. No town is completely safe. Would be nice if the town had some input to our lakes, rivers, and streams. Also think there is too much constriction on construction near water...I think it should depend on what the intention is.

**Appendix E – Complete Streets Policy for the Town of Windham**

## **WINDHAM COMPLETE STREETS POLICY**

**Adopted October 28, 2014**

**Order 14-361, Vote 6-0**

### **Vision**

The Town of Windham Complete Streets Policy advocates for the fundamental concept that all streets and roadways should be designed and operated to be safe and accessible for all current and future transportation users whether they be pedestrians, bicyclists, transit riders or vehicular motorists, regardless of age or ability. The planning and design of new and reconstructed streets and roads will consider current and future users early in the process, in the context of surrounding land uses.

### **Purpose/ Benefit**

This Complete Streets Policy supports the goals outlined in the Town of Windham Comprehensive Plan and the 21<sup>st</sup> Century Downtown Plan by creating safer, cost effective, equitable, accessible and aesthetically attractive transportation networks.

### **Policy**

1. The Town of Windham seeks to enhance the safety, access, convenience, and comfort of all users of all ages and abilities, including people on foot (including those that require mobility aids), bicyclists, transit users, and motorists. The Town intends to achieve this through the design, operation and maintenance of interconnected transportation networks accommodating each mode of travel that is consistent with, and supportive of the local context. Early consideration of all modes for all users will be important to the success of this policy.
2. Street planning and street design projects in the Town of Windham shall give due consideration to bicyclists and pedestrians, from the very start of planning and design work. This will apply to all roadway projects, including those involving new construction or reconstruction. Roadway retrofits may include, but are not limited to, changes in the allocation of the right-of-way and pavement space on an existing roadway, such as changes to the number and use of lanes, changes in lane widths, and/or reconfiguration of on-street parking.
3. In accordance with the Complete Streets policy, the project development process shall include early consideration of the land use and transportation context of the project, the identification of gaps or deficiencies in the network for various user groups that could be addressed by the project, and an assessment of the tradeoffs to balance the needs of all users. The context factors that should be given high priority include the following:
  - a. Whether the corridor provides or could provide a primary access to a significant destination such as a community or regional park or recreational area, a school, a shopping / commercial area, or an employment center;
  - b. Whether the corridor provides or could provide access across a natural or man-made barrier such as a river or roadway;
  - c. Whether the corridor is in an area where a relatively high number of users of non-motorized transportation modes can be anticipated, or encouraged, due to congestion or other factors;

- d. Whether a road corridor provides or could provide important continuity or connectivity links for an existing trail or path network; or
  - e. Whether nearby routes that provide a similar level of both convenience and connectivity already exist.
4. Transportation improvements should include facilities and amenities that are recognized as contributing to Complete Streets. In general, Complete Streets treatments consist of any of the following components (Note: Complete Streets may not always include all of these components and may include some that are not listed here):
- Buildings in North Windham set to the front property line on both sides of the road to create a human-scale environment.
  - Sidewalks
  - Crosswalks
  - An esplanade or open-space zone for street trees and landscaping, benches, bike racks, lighting, signage and other streetscape elements
  - On-street parking
  - Bike lanes
  - Shared drives to minimize curb cuts
  - Improved access and ADA accessibility
  - Transit accommodations
  - Adequate drainage facilities
  - Paved shoulders
5. Procedures for maintenance operations will be established and reviewed for sidewalks, paved shoulders, and bicycle facilities. These procedures will establish goals related to striping and pavement markings, adequate snow removal, and street cleaning.
6. The design of new, rehabilitated or reconstructed facilities should anticipate likely future demand for bicycling, walking, transit and motorist use and should not preclude the provision of future improvements.
7. The Town will coordinate and collaborate with other transportation agencies including PACTS and the MaineDOT, and other users of the public right-of-way, such as utilities and public transportation providers, to ensure that the principles and practices of Complete Streets are embedded within their planning, design, construction, and maintenance activities.
8. The Town will develop implementation strategies that shall include the following:
- a. Evaluating and revising ordinances and practices,
  - b. Training staff, contractors and sub-contractors,
  - c. Developing and adopting network plans,
  - d. Identifying goals and targets,
  - e. Tracking performance measures against those targets.

## **Performance Measures**

The Town will define annual performance measures to track the implementation of this Policy and supporting documents, such as the Comprehensive Plan and the 21<sup>st</sup> Century Downtown Plan. Such measures may include, but are not limited to:

- improvements in safety for all roadway users;
- increased capacity and connectivity for all modes of transportation;
- usage (such as mode share) of biking, walking and transit;
- time to clear facilities after storm events;
- miles of bicycle and pedestrian facilities; and
- attainment of ADA compliance.

Such measures shall be incorporated into relevant plans, manuals, policies, processes and programs.

**Appendix F – Town Council Strategic Plan & Capital Improvement Plan**

**Town of Windham, Maine**  
**Strategic Plan**

**Interim Planning Document**

**for**

**October 1, 2015**

**through**

**June 30, 2018**

## **INTRODUCTION.**

**Purpose:** The purpose of this document is to express the mission, vision, and values of the government of the Town of Windham, Maine, to identify strategic issues and factors affecting the town and its government's ability to meet its mission. This document is intended to provide guidance for policy decisions, budgeting, and operational planning for the period October 1, 2015 through June 30, 2018.

**Timeline:** An updated comprehensive master plan is expected to be complete in the first half of 2017. This interim, or "stub," strategic plan will be updated in late 2017 to incorporate goals and objectives of the updated comprehensive master plan. It also will include other strategic goals, identified in the planning process, for the fiscal 2019 (July 1, 2018 through June 30, 2019) budget that will begin in early 2018. The strategic plan adopted at that time is expected to extend for a period of at least three but no more than five years.

Implementation of goals and accomplishment of objectives in the new comprehensive master plan will begin with that plan's adoption, but they will then be incorporated into the strategic plan, which will, in turn, guide other policy decisions, budgeting, and operational planning.

### **MISSION, VISION, & VALUES.**

**Mission:** The mission of the Town of Windham, Maine’s government is to provide governance, services, and pursue policies responsive to the needs of its citizens and the public in order to maintain, support, and improve the quality of life in the community.

**Vision:** The government of the Town of Windham, Maine will be an example of progressive, prudent, goal-focused, and cost-effective public service, flexible in its response to the changing needs of a growing community. It will be an example of conscientious stewardship of public finances, assets, infrastructure, and the public process. The town’s government will foster an environment that encourages civic engagement, openness, transparency, and accountability, to contribute to enriching, enlivening, and valuing every community member.

**Values:** In its conduct of public business, the public process, the provision of public services, and the care and stewardship of community assets entrusted to its care, the government of the Town of Windham, Maine will demonstrate and exemplify honesty and integrity, professionalism, respect, civility, thoughtfulness, and compassion in its engagement with all constituents, partners, employees, and stakeholders; and openness, transparency, accessibility, equity, and accountability in its stewardship of the town’s finances, assets, infrastructure, processes, and reputation.

**Definitions:** Where a particular term is used in expressing the town’s mission, vision, and values, the following simple definitions are provided as a guide for clarity and understanding:

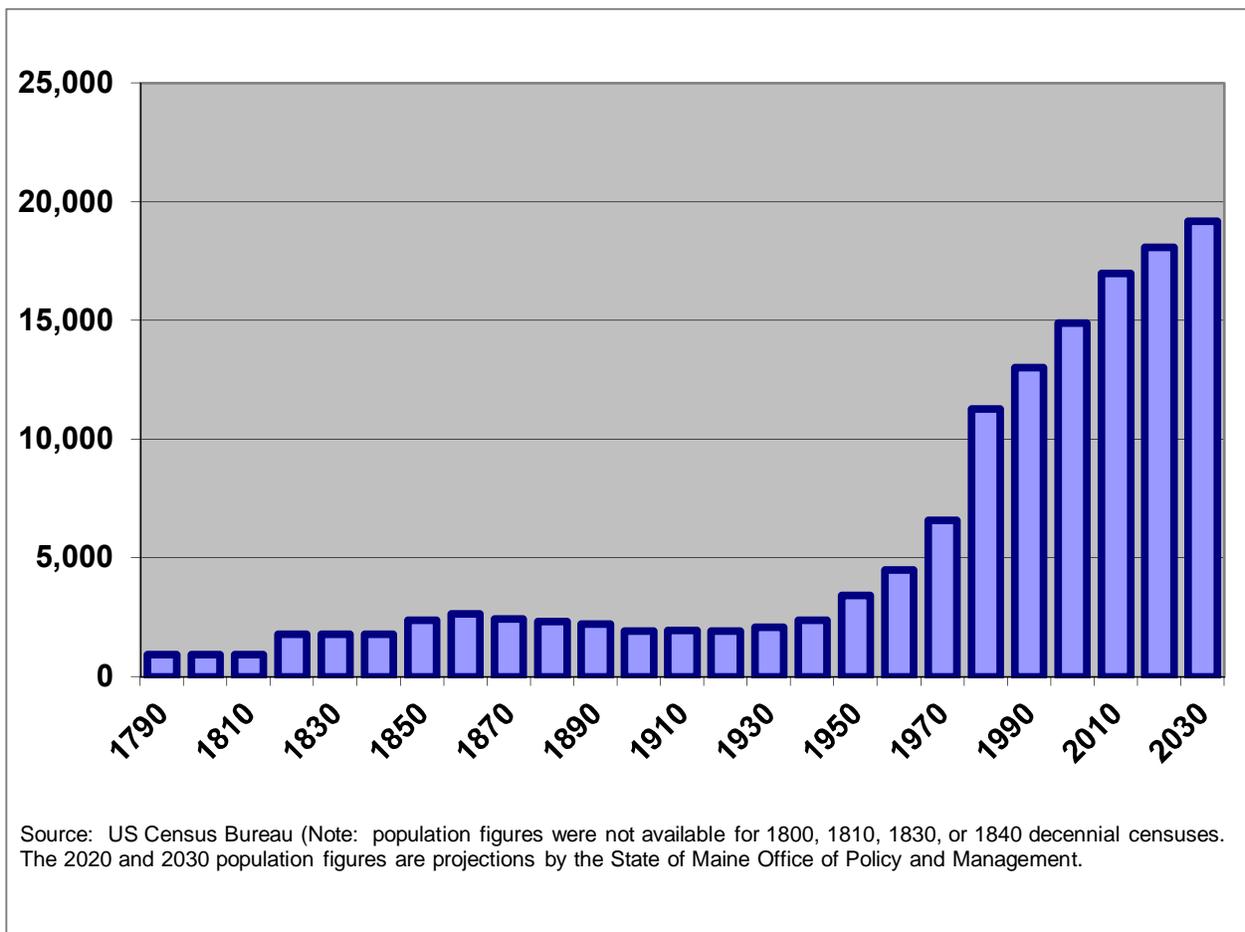
- Honesty – being truthful
- Integrity – being trustworthy
- Equity – being fair and just
- Accountability – willing to accept responsibility
- Professionalism – being efficient and capable
- Effectiveness – accomplishing the stated goal or purpose
- Respect – valuing others and others’ viewpoints
- Civility – being polite and courteous
- Thoughtfulness – being considerate of others
- Compassion – being concerned with the well-being of others
- Openness – being sincere and direct
- Transparency – being clear and easily understood
- Accessibility – making things easier for others to use

**STRATEGIC ISSUES.**

**Organization-Wide Impact:**

*Growth.*

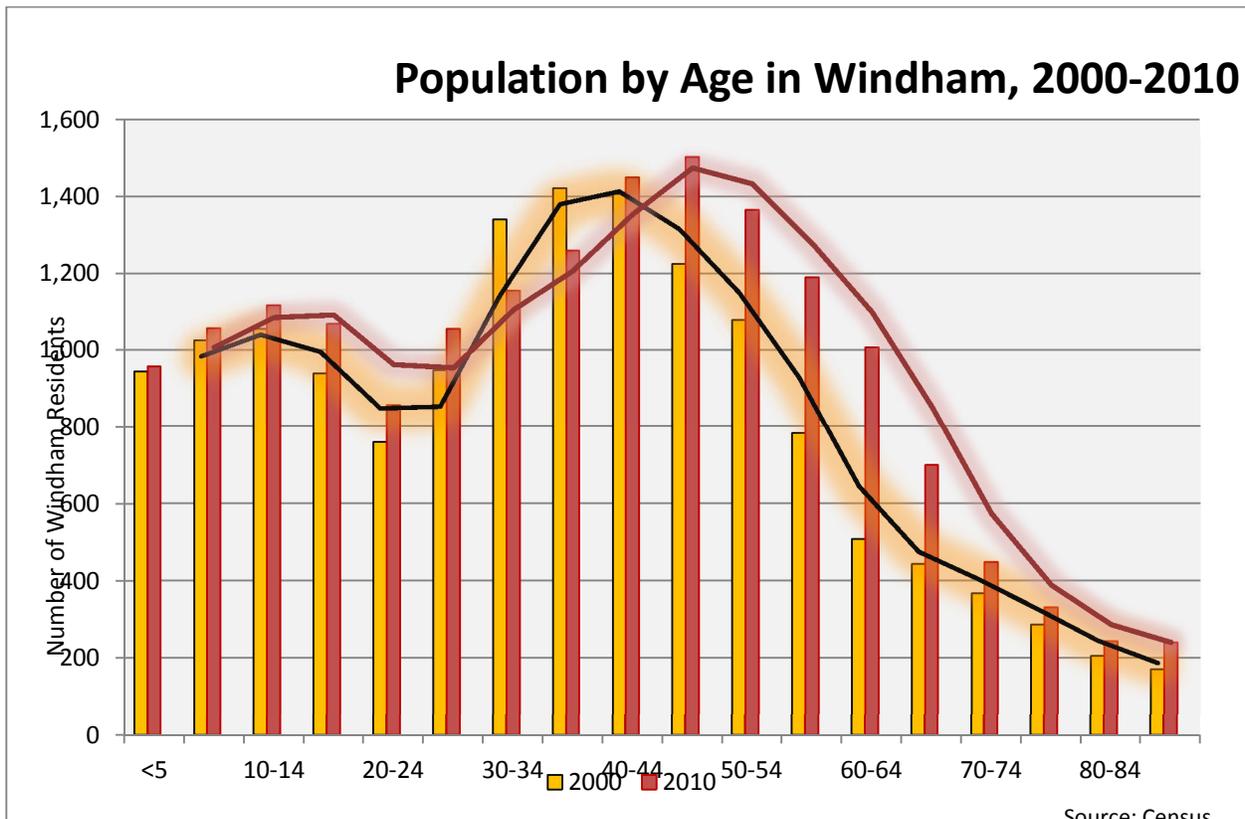
Windham is growing, continuing a trend unbroken since the 1930s, though the modern era of growth for Windham can be thought of as really going back to the 1960s. Still, this represents fifty years of consistent growth in population and all that growth brings with it.



*Aging.*

Like the state of Maine as a whole, Windham is also aging.

The growing population, and the growing population of older people in the community has effects that show up in different ways across the departments of the town and the services they provide, and in the policies the Town Council and the town pursue.



*Diversity.*

On an even larger scale, the United States is becoming more diverse. Though the changes in Maine and in Windham have been relatively small, they likely are coming, and will need to be addressed as part of the town’s overall strategic consideration in coming years.

*Technology.*

Technological changes help bring about changes in the way people interact with each other, their community (or communities), and their government, and shape their expectations about those interactions, shortening the timeframe for response and results.

*Funding Sources (Revenues).*

Meeting the needs of a growing, changing, and aging population increasingly will be done without help from the federal or state governments. Fiscal pressures on decision-makers in Washington and Augusta have resulted in significant reductions in funding available to meet local needs. This makes identifying issues, setting priorities, and developing alternatives for addressing those issues that much more important.

*Economy.*

Windham is affected by factors in the larger regional, national, and global economy, both in the demand for services and the ability (or willingness) to pay for them. The limitations of the town's budget cycle make it difficult to respond to an economic upswing or downturn. During an economic downturn, as we saw during the Great Recession, reductions and lost capacity are hard to get back. When the economy improves, it often takes time to rebuild the capacity that was lost, resulting in a perpetual lag that can create operational problems and inefficiencies.

*Regulation (Mandates).*

Increasing regulations at the state and federal level – labor, environmental, financial, to name a few – add to the administrative, and sometimes operational, burden of the community, placing a strain on existing resources. Ensuring compliance with these regulations not only adds to the burden, but where staffing and other resources are fixed, more of those resources end up being devoted to regulatory compliance and less to providing service to the community.

*Energy.*

Another significant external factor is fluctuating energy prices. These can impact operating budgets in the short term and the overall budget in the longer term by crowding out other expenses, potentially compromising the town's ability to deliver on programs, services, or projects. Non-energy petroleum costs also show up in the cost of fluids, tires, and paving.

The town has created an "energy and weather emergency fund" as a component of contingency to guard against short-term (i.e. within the current fiscal year) spikes. Addressing its overall energy usage and mix, reducing its exposure to these fluctuations, could help stabilize the budget over the long term.

**Individual Department or Agency Impact:** The larger-scale, more global changes occurring will affect departments, offices, and services in different ways depending on the nature of the public with which they interact. Though different, they will all have at their roots the growing and aging population.

Within each department's or office's area of involvement, there are other issues – some common, some not – that need to be taken into account when establishing a direction for policy, program, service, and spending over the next few years.

*Administrative Services.*

Community Engagement. These are at least two aspects to this issue, the need to inform the public about the issues and choices, and the need to engage the public to help decision-makers make better decisions. Especially when it comes to addressing issues, setting priorities, and making choices, getting information to the public in an accessible and timely way is critical. No less important is finding ways to engage the public, to gather input about values and preferences, to inform the decisions made by local officials. Technology would seem to make this easier than ever, but the proliferation of apps, platforms, and outlets make the number of “channels” over which a message has to be sent to reach people, along with more traditional media, has made it even more challenging. In addition, though communicating with and engaging the public is both increasingly important, and increasingly challenging, and some additional tools have been put in place to help, there is still a need to actually develop the content to be communicated and develop the tools or take the time to gather the input.

Customer Service & Support Staffing. Customer service and support staff reductions following the recession have not been restored, creating scheduling and office coverage issues as well as affecting productivity.

Aging Workforce. More retirements, need for leadership development and capacity building, workplace wellness and workers’ compensation issues.

*Public Works.*

Infrastructure Maintenance. In 2001 the town had an eight person highway maintenance crew. By 2006 that number was eleven, the same as for fiscal 2016. As outlined in the budget for 2016, the department is not keeping up with maintenance of the various infrastructure assets – roads, sidewalks, ditches and drainage structures (and buildings, too, since buildings and grounds is in the same basic situation) – entrusted to its care.

Solid Waste Management. The town’s pay-as-you-throw trash and curbside recycling program accomplished the initial goals of controlling the waste stream and delivering it to Regional Waste Systems (now **ecomaine**), increasing recycling rates by creating a direct incentive and equity by ensuring that those who use more pay more. From its inception, however, the system has been hampered by diversion, only moderate levels of compliance and participation, the sometimes poor quality of the bags used to generate revenue and meter the amount of waste delivered, improper dumping at recycling loca-

tions, and a lack of clear, consistent messaging about alternatives for dealing with other types of waste (e-waste, household hazardous waste, bulky waste, etc.).

Storm Water Compliance. More of the town is subject to federal storm water management rules. The town participates in the Interlocal Storm Water Management Group, but is still responsible for many aspects of compliance with the general permit and its required measures.

Engineering Review, Project Management, and Implementation. As development activity has increased and decreased along with the economic cycle, and as regulations have continued to evolve, there has been a growing need for engineering services, particularly civil engineering. This appears both here, in public works, and in planning, with the need to develop plans for projects the town is doing, review plans going through the development review process, review the work of consulting engineers doing work for the town, providing project inspection (internal and external) and management (internal), and plan implementation.

#### *Police.*

Time-Consuming Calls. In fiscal 2006 the Windham Police Department had a sworn law enforcement office complement of twenty-six. Today, it is twenty-seven. The department has made progress in developing the capacity to meet its need for specialized services, but doing so can take away from routine patrol services and maintaining a presence in the community. In addition to the Community Services Officer and K-9 unit, the department has added other disciplines and special assignments, such as School Resource Officer, accident reconstruction, and participation in regional drug task forces. But the department's resources are diverted when there are calls that require more of an officer's time, reducing visibility, deterrence, and promoting safety and security in the community.

Records. The department's only records clerk has assumed additional responsibilities due to training from her prior position as dispatch supervisor. These include compiling monthly Uniform Crime Reporting (UCR) statistical data required by federal law, complying with public information requests, maintaining standards and training for Criminal Justice Information Systems (CJIS) compliance required by federal law, conducting criminal records check for concealed firearms applications, serving as in-house advisor for the Spillman dispatch/incident database, and liaison with the IT department, building maintenance, and the Cumberland County Regional Communications Center (CCRCC).

These services are vital to the operation of the police department, and free up sworn personnel to concentrate on other police work.

Prior to fiscal 2014-2015, for several years the department had 3 records/administrative assistant positions. Restoring the third position would allow for a more prompt and efficient completion of responsibilities, would allow the current records clerk to concentrate on the unique tasks she is specially trained for, and allow for a shifting of some of the report data entry which now consumes police officers' time. The department would be able to extend the lobby hours at the police station, such as later into the evening, or during some weekend hours, allowing for the opportunity for the public to access records' services beyond regular business hours.

#### *Fire-Rescue.*

Staffing and Response Capacity. Both in terms of staffing and equipment the department has been increasingly challenged to deliver a consistent level of response to calls, mainly emergency medical calls, which represent more than two-thirds of all calls. Having staff in stations ready to respond is one challenge. Trying to provide that response with *per diem* staff presents another.

Given the volume of calls, and the number of times more than two calls will come in at once, or more than one when either of the town's two rescue units is down for maintenance or repair, the town has had to rely on a spare unit from a neighboring town. In either case, without both the staff and the equipment the town's response capacity is quickly depleted, causing the town to rely on mutual aid and significantly reducing the level of service (due to the time involved, if nothing else).

In addition to having the staffing and equipment providing the direct service "at street level" the growing demand for emergency medical services comes with the need to properly oversee this critical public safety function. Staff certification, adherence to patient care protocols, liaison with other healthcare partners, and an effective quality assessment/quality improvement program require consistent focus in this area.

Non-Emergency Emergency Calls. From the June issue of PM Magazine, a publication of the International City/County Management Association, "Despite a tremendous diversity in how emergency medical services (EMS) are provided in communities around the country, most U.S. EMS systems remain focused on responding quickly to serious accidents and critical emergencies, even though patients increasingly call 911 for less

severe or chronic health problems.” Combined with staffing and equipment concerns, keeping resources available in the community for true emergencies is an issue that is likely to grow in significance as the community’s population grows and ages.

Aging Housing and Building Stock. While Windham has seen, and continues to see, substantial growth in its housing and building stock, it also has a significant number of buildings near, at, or beyond their economic useful lives. It is not unusual for buildings at this point in their life cycle to have gone through several changes in occupancy or renovations, and many are not well maintained. This creates potential life safety and other code issues that place additional demands on code enforcement resources, as well as potentially putting occupants, and the town, at risk for catastrophic events if there is no clearly defined policy and response by the town.

#### *Parks & Recreation.*

Facilities Needs. Over the years the town has been fortunate to acquire property to manage as preserves and sanctuaries, such as the Claman and Mud Pond Sanctuaries, and the Lowell Preserve. It also has several parks and playgrounds, but lacks sufficient ball fields and multi-use fields to accommodate the growth in organized sports, particularly youth sports. Dundee Park has the town’s only beach.

Lippman Park, a state boat launch on Little Sebago Lake, and public recreational sites created by Sappi through the federal dam relicensing process provide the only other public access to water. The town offices are housed in the town’s old high school, which was renovated in the mid-1970s with federal funds as a community center, but does not provide for many of the community’s needs for such a center.

Facilities Maintenance. As the town continues to develop Lippman Park and makes plans for other parks, playgrounds, and facilities, maintaining existing facilities for safety, utility, and asset preservation will be a challenge.

Community Programming. Most of the programming provided by the department is fee-based, contributing to a divide between those in the community who can afford to pay the cost of participation, and those who cannot. The only program that currently includes a mechanism for including some who cannot afford its cost is summer day camp. As the community continues to change, efforts should be made to assess the needs of its residents with respect to recreation programming to help fulfill the department’s part of the town’s mission.

*Library.*

Hours and Staffing. With the decreases in public hours, from 54 hours per week to 42 hours during fiscal 2015, attendance and circulation numbers declined by about 9%. Funding was increased to restore some hours for fiscal 2016, but the library will continue to need to assess the demand for library services in the community.

Programming. Along with hours and staffing, the library needs to identify constituencies who are not being served or are underserved. There are existing program deficiencies for teens and tweens; there may be others.

*Code Enforcement.*

Staffing to Volume. Responding to the cyclical ups and downs of construction, housing, and real estate markets, maintaining capacity to provide effective review of permit applications, conduct required inspections in a timely manner, and respond to complaints promptly.

Code Changes. Since the adoption of the Maine Uniform Building and Energy Code (MUBEC), codes have been on a cycle of regular updates every three years. Updates in codes require training of staff, informing and assisting the public, and have generally increased the number of inspections as well as the standards for all types of building construction.

Aging Housing and Building Stock. While Windham has seen, and continues to see, substantial growth in its housing and building stock, it also has a significant number of buildings near, at, or beyond their economic useful lives. It is not unusual for buildings at this point in their life cycle to have gone through several changes in occupancy or renovations, and many are not well maintained. This creates potential life safety and other code issues that place additional demands on code enforcement resources, as well as potentially putting occupants, and the town, at risk for catastrophic events if there is no clearly defined policy and response by the town.

*Planning.*

Balancing Planning and Plan Review Capacity. Residential and commercial development activity rises and falls with the larger economy. Maintaining capacity and balancing the work of the department between actual plan development, assisting with implementation and oversight, ordinance development and revision, involvement in other organiza-

tional priorities, and subdivision and site plan review is a challenge due to the long lead time in building – or rebuilding – it.

Engineering Review, Project Management, and Implementation. As development activity has increased and decreased along with the economic cycle, and as regulations have continued to evolve, there has been a growing need for engineering services, particularly civil engineering. This appears both here, in planning, and in public works, with the need to develop plans for projects the town is doing, review plans going through the development review process, review the work of consulting engineers doing work for the town, providing project inspection (internal and external) and management (internal), and plan implementation.

*Assessing.*

Maintaining Equitable Values. One of the hallmarks of Windham’s assessing office has been the ability to monitor real estate values, identify classes or geographic locations of property that need values adjusted, and making those adjustments proactively. The office also has been able to conduct complete revaluations in a low-cost, highly-effective manner. This has resulted in consistently high quality as demonstrated through assessment ratios and coefficient of dispersion (i.e., “quality”) ratings, as well as few complaints. Maintaining this posture and capability will be important to minimizing the shock of major adjustments, both in terms of big shifts in value from one group of taxpayers to another – and the resultant turmoil – and the cost of having complete revaluations done by an outside company.

*Town Clerk.*

Shared Staffing to Meet Demand. Combined with tax collection and, to a lesser degree, the town manager’s office, offices have to be staffed to meet minimum safety and service goals. The challenge is to have staff available when the public needs them there and to keep them fully engaged and productive between peak customer demand times.

*Social Services.*

Maximizing Community Resources. Windham social services provides general assistance administration and operates the town’s food pantry and clothes closet for community members in need. It also connects these community members with resources in Windham and beyond to help meet their needs, even when they may not qualify for direct financial assistance. Social services has benefited – as a result, so have Windham resi-

dents – from the generosity of other community residents, businesses, and organizations in meeting the need, something the town will continue to need to cultivate and leverage as the town grows, becomes more diverse, and addresses the emergency and basic needs of residents in distress.

*Capital.*

Mission-Based Needs vs. Financial Capacity. Like many communities Windham has often put off maintenance and needed investment in infrastructure – roads, buildings, equipment – to help balance budgets and minimize taxes in the short run. The costs of postponing maintenance infrastructure investment also are largely invisible in the short run, but they stack up. Over the last few years the town has systematically worked to identify and plan for meeting those capital needs. They are considerable; combined with the challenges presented by the overall strategic issues and those affecting individual departments, as outlined above, the town has many years of hard work ahead to catch up. The good news is that the planning is being done, and results are beginning to show.

*Other.*

Compliance and Reporting. With additions to and changes in regulation the town is increasingly being required to document compliance. Software and other tools may help, but the demands of record-keeping, tracking, and reporting displace other work.

Transit and Transportation. With a growing older population, the desire to “age in place” and the mobility challenges that can present, growing interest in pedestrian and bicycle mobility, and awareness of the importance of fitness and the environmental costs of transportation choices, the need for some form of transit and the infrastructure to support it and alternative modes of transportation is also likely to grow.

New Infrastructure. Transportation, water, sewer, information, and energy infrastructure are all part of a community that is growing and changing, like Windham. Some types of infrastructure have been left mainly to the private sector to provide, such as information and energy, but are becoming more frequently part of the conversation as the town looks for ways to maximize the benefits of growth to current and future residents and businesses.

**STRATEGIES, GOALS, PRIORITIES, & TIMELINES.**

**Issue Dimensions.**

Departmental strategies, goals, priorities, and timelines are identified in this section of the planning document by the organization-wide strategic issue or issues they are affected by or address. This is intended to highlight the various dimensions of each issue and strategy as they are considered in the planning and budgeting process:

- G – Growth
- A – Aging
- D – Diversity
- T – Technology
- F – Funding Sources (Revenue)
- E – Economy
- R – Regulation (Mandates)
- N – Energy

*Administrative Services.*

- Community Engagement G,A,D,T,F
- Customer Service & Support Staffing G,T,F, R
- Aging Workforce A

*Public Works.*

- Infrastructure Maintenance G,T,F,R
- Solid Waste Management G,F,R
- Storm Water Compliance G,F,R
- Engineering Review, etc. G,F

*Police.*

- Time-Consuming Calls G,T,F,R
- Records G,T,F,R

*Fire-Rescue.*

- Staffing & Response Capacity G,F
- Non-Emergency Emergency Calls G,A,F

- Aging Housing & Building Stock G,D,F

*Parks & Recreation.*

- Facilities Needs G,A,D,F
- Facilities Maintenance G,F
- Community Programming G,A,D,F

*Library.*

- Hours & Staffing G,D,F
- Programming G,A,D,F

*Code Enforcement.*

- Staffing to Volume G,F,E
- Code Changes R,F
- Aging Housing & Building Stock G,D,F

*Planning.*

- Balancing Planning & Plan Review G,F,E
- Engineering Review, etc. G,F

*Assessing.*

- Maintaining Equitable Values G,E,R

*Town Clerk.*

- Shared Staffing, etc. G,F,E

*Social Services.*

- Maximizing Community Resources G,D,F,E

*Capital.*

- Needs vs. Capacity G,F,E,N

*Other.*

- Compliance & Reporting G,F,R

- Transit & Transportation G,A,D,F,E,N
- New Infrastructure G,T,F,E,N

### **Strategies.**

Strategies are listed below by the department/area and issue. The same numbers are used for reference on the attached Table of Issues, Strategies, Goals, Priorities, & Timelines. The strategies are described in more detail than the table and, where they were included in the discussion of mission and “mission gaps” in the fiscal 2016 budget narrative, are summaries of those narratives.

#### 1. *Administrative Services.*

##### 1.1. Community Engagement.

1.1.1. Add/restore communications coordinator’s position to provide coordination and oversight to community television back-up staffing and programming, media relations, and managing the town’s online presence (web, email, social media, etc.). The coordinator would relieve some of the communications burden on and act as a resource for other staff in distributing information to the public, routing inquiries coming in through electronic media and follow up responses, and provide a more consistent voice for official communications. The estimated annual compensation (salary/wages and benefits) cost is \$48,415.

##### 1.2. Customer Service & Support Staffing.

1.2.1. Restore administrative assistant positions (2) to full-time (40 hours) from 32 hours in the town manager’s office. Staggered or reduced schedules result in office coverage gaps, especially during absences due to sick or vacation time, and other employees having to fill in, taking time away from other tasks or leaving no one to greet people coming into the office. Add sixteen (16) additional hours of administrative assistant office coverage per week at an estimated annual compensation cost of \$17,114.

1.2.2. Restore three administrative assistant’s positions to 40 hours from 32 or 35 hours in the tax collection office at an estimated compensation cost of \$10,227. Funding for this increase in hours was included in the approved budget for fiscal 2016.

1.2.3. Add a part-time (0.6 FTE, 24 hours per week) administrative assistant in the tax collection office to support both the tax collection and town

clerk's offices (see also 10.1.1) at an estimated annual compensation cost of \$24,236.

1.3. Aging Workforce.

1.3.1. Provide training throughout the organization to build leadership capacity to help manage transitions as the town experiences turnover in supervisors and managers due to retirement or other reasons. Maintain a long-term commitment to developing a strong management team and identifying and cultivating capacity in other employees, making use of those abilities in work groups or teams, as appropriate, where no formal leadership position may exist. Annual costs will vary but have been estimated at \$12,000.

2. *Public Works.*

2.1. Infrastructure Maintenance.

2.1.1. Add two (2) full-time truck driver positions to increase production capacity and winter maintenance response, eliminating the need to have a mechanic on an assigned plow route, at an estimated annual compensation cost of \$86,189.

2.1.2. Add one (1) full-time building maintenance worker to improve routine maintenance and project capacity at an estimated annual compensation cost of \$42,639.

2.1.3. Add seasonal grounds part-time hours (approximately 925 hours per season) to improve mowing and other maintenance at an estimated annual compensation cost of \$13,153.

2.1.4. Restore one (1) full-time mechanic's position to help keep up with emergency repairs during the winter months, allow for a more comprehensive preventive maintenance program, time to prepare equipment as seasons change, allow cruiser set-up, and keep up with the demands of a growing fleet, at an estimated annual compensation cost of \$49,022.

2.2. Solid Waste Management.

2.2.1. Add outside catch basin grit disposal in lieu of beneficial reuse at an estimated annual cost of \$10,000.

2.2.2. Share a catch basin cleaning truck with Gorham to increase flexibility, improve storm water compliance (see 2.3, below), and help maintain or reduce overall cost. Costs, cost savings, and other offsets to be determined.

- 2.3. Storm Water Compliance.
  - 2.3.1. Add staff hours (0.25 FTE) for storm water permit compliance, catch basin cleaning inspections, dry weather outfall inspections, stenciling and location painting of basins during the summer at an estimated annual compensation cost of \$10,774. This strategy could be combined with 2.1.1 and 2.2.2, adding one year-round full-time position, possibly offset by cost reductions and sharing with the Town of Gorham.
- 2.4. Engineering Review, Project Management, and Implementation.
  - 2.4.1. Add a full-time staff engineer's position (see also 8.2.1) at an estimated annual compensation cost of \$72,200. Part of this cost would be offset by inspection fees on development and some reductions in the need for consulting services.
3. *Police.*
  - 3.1. Time-Consuming Calls.
    - 3.1.1. Add a 27<sup>th</sup> full-time sworn officer to maintain patrol staffing levels while allowing for more specialized, targeted work to deal with time-consuming calls and services at an estimated annual compensation cost of \$60,282, with \$30,141 for the initial year to allow time to complete the selection process.
  - 3.2. Records.
    - 3.2.1. Restore one (1) full-time administrative assistant's position in records at an estimated annual compensation cost of \$56,943.
4. *Fire-Rescue.*
  - 4.1. Staffing and Response Capacity.
    - 4.1.1. Add four (4) full-time paramedic-firefighter positions to provide paramedic level staffing more consistently. Adding four positions fills one shift on a round-the-clock basis at an estimated annual compensation cost of \$211,515. Additional revenue for calls that are currently being handled by out of town rescue units would offset a portion of this cost.
    - 4.1.2. Add a full-time EMS supervisory position, not only responding to fire and emergency medical calls, but coordinating the EMS function, focusing on patient care quality, provider training, supply management, community outreach, and being the department's representative in discussions of community paramedicine (see 4.2.1) and other non-emergency services at an estimated annual compensation cost of \$80,245.

- 4.1.3. Add a third rescue unit (ambulance). Estimated five-year annual lease-purchase payments are \$40,425.
- 4.2. Non-Emergency Emergency Calls.
  - 4.2.1. Study/explore other means of maintaining emergency medical response in the community as an alternative to sending personnel and resources on non-emergency medical calls. Costs have not been determined.
- 4.3. Aging Housing and Building Stock.
  - 4.3.1. Establish a coordinated inspection program with code enforcement (see also 7.3.1) at an estimated annual compensation cost of \$62,840.
- 5. *Parks & Recreation.*
  - 5.1. Facilities Needs.
    - 5.1.1. Continue development of Lippman Park. \$50,000 in recreation impact fees was included in the approved budget for fiscal 2016.
    - 5.1.2. Identify and develop other sites as playing fields, parks, and playground per the approved recreation facilities capital investment plan. Funding amounts vary by year.
  - 5.2. Facilities Maintenance.
    - 5.2.1. Increase park maintenance staffing. Added \$7,464 for additional part-time and seasonal hours in the approved budget for fiscal 2016.
  - 5.3. Community Programming.
    - 5.3.1. Establish “Winterfest” as a counterpart to “Summerfest.” Costs/funding sources to be determined.
    - 5.3.2. Establish a summer family cultural series. Costs/funding sources to be determined.
- 6. *Library.*
  - 6.1. Hours and Staffing.
    - 6.1.1. Restore the circulation supervisor’s position at an estimated annual compensation cost of \$46,394.
    - 6.1.2. Add part-time hours to restore Saturday hours at an estimated annual compensation cost of \$19,092 as included in the approved budget for fiscal 2016.
  - 6.2. Programming.
    - 6.2.1. Add a part-time (25 hours per week) teen services assistant to interact with teen/tween age group, assist with collection development, plan

and provide programs, as well as provide building coverage at an estimated annual compensation cost of \$25,246.

7. *Code Enforcement.*

7.1. Staffing to Volume.

7.1.1. Restore the third full-time code enforcement officer's position to meet demands of permit applications and inspections, and to increase capacity to respond to complaints and provide office coverage. Included at an estimated annual compensation cost of \$68,409 in the approved budget for fiscal 2016.

7.1.2. Restore the second full-time administrative assistant's position to provide office support to meet the increased demand for permit applications and inspection appointments and increase shared office coverage capacity with planning and assessing at an estimated annual compensation cost of \$46,394.

7.2. Code Changes.

7.2.1. Increase capacity to respond to code changes requiring more plan review and inspections. Addressed in 7.1.

7.3. Aging Housing and Building Stock.

7.3.1. Establish a coordinated inspection program with the fire-rescue department (see also 4.3.1) at an estimated annual compensation cost of \$62,840.

8. *Planning.*

8.1. Balancing Planning and Plan Review Capacity.

8.1.1. Add planning resources to meet the need for more plan work, more ordinance development, and to assist with plan implementation and project management utilizing one or more of added in-house staff, shared staff with other departments/communities, or outsourced to agencies such as GPCOG or other consultants. Costs have not been determined.

8.2. Engineering Review, Project Management, and Implementation.

8.2.1. Add a full-time staff engineer's position (see also 2.4.1) at an estimated annual compensation cost of \$72,200. Part of this cost would be offset by inspection fees on development and some reductions in the need for consulting services.

9. *Assessing.*

9.1. Maintaining Equitable Values.

- 9.1.1. Maintain continuous review of values to keep up with shifts among different classes of properties, and preserve equity in assessment as demonstrated by assessment ratios and quality ratings. Costs have not been determined but are expected to remain within the current budget.
- 9.1.2. Create and fund a reserve account for value updates/revaluation. Costs have not been determined.

10. *Town Clerk.*

10.1. Shared Staffing to Meet Demand.

10.1.1. Add a part-time (0.6 FTE, 24 hours per week) administrative assistant in the tax collection office to support both the tax collection and town clerk's offices (see also 1.2.3) at an estimated annual compensation cost of \$24,236.

11. *Social Services.*

11.1. Maximizing Community Resources.

11.1.1. Develop and maintain resource partnerships with community organizations and other agencies to provide for client needs while minimizing budgetary funding requirements and maintaining compliance with state general assistance rules. No additional costs are anticipated.

12. *Capital.*

12.1. Mission-Based Needs vs. Financial Capacity.

12.1.1. Develop and maintain capital plans for all classes of capital improvements; equipment, roads and other infrastructure, buildings and improvements, and land and improvements (including parks, playing fields, playgrounds, and preserves). Funding needs vary.

13. *Other.*

13.1. Compliance and Reporting.

13.1.1. Add a compliance/safety officer to coordinate workplace safety, regulatory compliance, record-keeping and tracking, loss control and risk management to help reduce costs associated with workplace safety and health at an estimated annual compensation cost of \$48,415.

13.2. Transit and Transportation.

13.2.1. Provide support for the establishment and maintenance of regular regional bus service. \$9,656 was included in the approved budget for fiscal 2016 in support of RTP's Lakes Region bus service.

13.3. New Infrastructure.

13.3.1. Participate in Municipal Broadband Initiative to bring gigabit Internet speeds to Windham and the Lakes Region as an enabling technology. WEDC included \$10,000 in its annual budget for 2016 to fund an initial scoping study.

13.3.2. Apply complete streets model to local, shared state and local, state, and private developments, as appropriate, to contribute to the development of transportation infrastructure and other amenities for all users.

No specific costs have been identified but will vary depending on the features included in projects as they are planned and built.

- 13.3.3. Continue wastewater management planning efforts to address ground water quality concerns and 21<sup>st</sup> Century Downtown development goals in North Windham. Costs have not been determined, but the Wastewater Management Planning Advisory Committee is working to identify alternatives for local regulation of disposal systems as well as smaller-scale wastewater collection and treatment systems throughout the planning area.

### **Budget Integration.**

Any plan is only as good as its implementation. Since a budget is “a plan for what we intend to do expressed in terms of dollars and cents,” it makes sense to reflect the implementation of the strategic plan in the town’s budget – its operating budget, capital, debt, and other non-operating expenses. Though its time horizon exceeds that of this plan, a copy of the budget projection prepared for the Council’s finance committee, along with its proposed policy on strategic planning and budgeting is attached as part of this strategic planning document.

The budget projection itself is based on a series of assumptions. For specific accounts in the budget projection spreadsheet these assumptions are listed in the columns labeled “projection factor.” These are dollar amounts, or percentages, a comment, or may refer to another account. For example, for revenue account R0416, “Recreation Fees,” this is an offset of expenses in appropriation account 5111.

The operating budget for 2015-2016, current capital plans, and any items identified in this strategic plan that were included in the approved 2016 budget are already reflected in the budget projection and accompanying graphs. Once the Council prioritizes the strategies outlined in this plan and places them on the timeline for implementation, the budget model and graphs will need to be updated. The adoption of this strategic plan, including the budget projection, and the policy on strategic planning and budgeting, will form the basis for the manager’s proposed budget – except as noted in the policy, allowing for flexibility and changing circumstances – and the Council’s deliberations. This will align the town’s budgeting process with its strategic plan, and place each year’s budget in context, showing how it will accomplish what it intends to do.

TABLE OF ISSUES, STRATEGIES, GOALS, PRIORITIES, & TIMELINES

Department/Area/Strategy	No.	Issue	Estimate	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Note
		Growth (G) Aging (A) Diversity (D) Technology (T) Funding Sources - Revenue (F) Economy (E) Regulation (R) Energy (N)								
<b>Administrative Services</b>	<b>1</b>									
<i>Community Engagement</i>	1.1	X X X X								
Communications Staffing (1 FTE) (1160)	1.1.1		48,415							future consideration
<i>Customer Service &amp; Support Staffing</i>	1.2	X X X								
Restore Administrative Assistants to F/T (1120)	1.2.1		17,114							future consideration
Restore Administrative Assistants to F/T (1130)	1.2.2		10,227	10,227	10,533	10,848	11,173	11,508	11,853	3% escalator
Add Administrative Assistant (0.6 FTE) (1130)	1.2.3		24,236							future consideration
<i>Aging Workforce</i>	1.3	X								
Build Leadership Capacity through Training (1120)	1.3.1		12,000	12,000	12,000	12,000	12,000	12,000	12,000	
<b>Public Works</b>	<b>2</b>									
<i>Infrastructure Maintenance</i>	2.1	X X X X								
Add Truck Drivers (2) (2120)	2.1.1		86,189		88,775	91,438	94,181	97,006	99,917	3% escalator
Add Building Maintenance Worker (2210)	2.1.2		42,639		43,918	45,236	46,593	47,991	49,430	3% escalator
Add Seasonal Grounds P/T (2210)	2.1.3		13,153							future consideration
Restore Mechanic's Position (2510)	2.1.4		49,022							future consideration
<i>Solid Waste Management</i>	2.2	X X X								
Catch Basin Grit Disposal (2120)	2.2.1		10,000	10,000	10,200	10,404	10,612	10,824	11,040	2% escalator
Share Catch Basin Cleaning Truck (2120/9110)	2.2.2		tbd							
<i>Storm Water Compliance</i>	2.3	X X X								
Add Staff Hours (.25 FTE) (2120)	2.3.1		10,774							future consideration
<i>Engineering Review, etc.</i>	2.4	X X								
Add Staff Engineer (2110/6120)	2.4.1		see 8.2.1							see planning
<b>Police</b>	<b>3</b>									
<i>Time-Consuming Calls</i>	3.1	X X X X								
Increase Staffing (3110) (27th sworn, 1/2 year)	3.1.1		30,141		31,045	63,953	65,872	67,848	69,883	3% escalator
<i>Records</i>	3.2	X X X								
Restore Administrative Assistant/Records (3110)	3.2.1		56,943		58,651	60,411	62,223	64,090	66,013	3% escalator

TABLE OF ISSUES, STRATEGIES, GOALS, PRIORITIES, & TIMELINES

Department/Area/Strategy	No.	Issue	Estimate	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Note
		Growth (G) Aging (A) Diversity (D) Technology (T) Funding Sources - Revenue (F) Economy (E) Regulation (R) Energy (N)								
<b>Fire-Rescue</b>	<b>4</b>									
<i>Staffing &amp; Response Capacity</i>	4.1	X								
Add Paramedics (4) (4110)	4.1.1		211,515		217,860	224,396	231,128	238,062	245,204	3% escalator
Add EMS Supervisor (4110)	4.1.2		80,245		82,652	85,132	87,686	90,316	93,026	3% escalator
Add Third Rescue Unit (4110/9110)	4.1.3		40,425		41,638	42,887	44,173	45,499	46,864	annual lease, 5 yrs
<i>Non-Emergency Emergency Calls</i>	4.2	X X								
Explore Community Paramedicine, Other Approaches	4.2.1		tbd							exploratory
<i>Aging Housing &amp; Building Stock</i>	4.3									
Coordinated Inspection Program with Code	4.3.1		62,840							future consideration
<b>Parks &amp; Recreation</b>	<b>5</b>									
<i>Facilities Needs</i>	5.1	X X X								
Continue Development of Lippman Park	5.1.1		50,000							rec facilities plan
Identify/Develop Other Facilities	5.1.2									rec facilities plan
<i>Facilities Maintenance</i>	5.2	X								
Increase Park Maintenance Staffing	5.2.1		7,464	7,464	7,687	7,917	8,154	8,398	8,649	3% escalator
<i>Community Programming</i>	5.3	X X X								
Establish "Winterfest"	5.3.1		10,000							future consideration
Establish Summer Family Cultural Series	5.3.2		tbd							exploratory
<b>Library</b>	<b>6</b>									
<i>Hours &amp; Staffing</i>	6.1	X X								
Restore Circulation Supervisor's Position	6.1.1		46,394		47,786	49,219	50,696	52,217	53,783	3% escalator
Add P/T hours	6.1.2		19,092	19,092	19,664	20,253	20,860	21,485	22,129	3% escalator
<i>Programming</i>	6.2	X X X								
Add Teen Services Assistant	6.2.1		25,246		26,003	26,783	27,587	28,415	29,267	3% escalator
<b>Code Enforcement</b>	<b>7</b>									
<i>Staffing to Volume</i>	7.1	X								
Restore Code Enforcement Officer Position (3rd)	7.1.1		68,409	68,409	70,461	72,574	74,751	76,993	79,302	3% escalator
Restore Administrative Assistant Position (2nd)	7.1.2		46,394							
<i>Code Changes</i>	7.2									
Addressed through Staffing to Volume Strategies	7.2.1		see 7.1							
<i>Aging Housing &amp; Building Stock</i>	7.3	X X								
Coordinated Inspection Program with Fire-Rescue	7.3.1		see 4.3.1							see fire-rescue

TABLE OF ISSUES, STRATEGIES, GOALS, PRIORITIES, & TIMELINES

Department/Area/Strategy	No.	Issue	Estimate	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Note
		Growth (G) Aging (A) Diversity (D) Technology (T) Funding Sources - Revenue (F) Economy (E) Regulation (R) Energy (N)								
<b>Planning</b>	<b>8</b>									
<i>Balancing Planning &amp; Plan Review</i>	8.1	X	X X							
Add Planning Resources (staff/shared/outsourced)	8.1.1		tbd							exploratory
<i>Engineering Review, etc.</i>	8.2	X	X							
Add Staff Engineer	8.2.1		72,200		74,366	76,597	78,895	81,262	83,700	coord with public works
<b>Assessing</b>	<b>9</b>									
<i>Maintaining Equitable Values</i>	9.1	X	X X							
Maintain Continuous Review of Values	9.1.1		operating							ongoing
Fund Reserve for Update/Revaluation	9.1.2		tbd							future consideration
<b>Town Clerk</b>	<b>10</b>									
<i>Shared Staffing, etc.</i>	10.1	X	X X							
Add/Coordinate Customer Service Staffing with Tax	10.1.1									see admin services
<b>Social Services</b>	<b>11</b>									
<i>Maximizing Community Resources</i>	11.1	X X	X X							
Develop and Maintain Resource Partnerships	11.1.1		tbd,ongoing							ongoing
<b>Capital</b>	<b>12</b>									
<i>Needs vs. Capacity</i>	12.1	X	X X X							
Develop and Maintain Capital Plans	12.1.1		ongoing							ongoing
<b>Other</b>	<b>13</b>									
<i>Compliance &amp; Reporting</i>	13.1	X	X X							
Add Compliance/Safety Officer	13.1.1		48,415		49,867	51,363	52,904	54,492	56,126	3% escalator
<i>Transit &amp; Transportation</i>	13.2	X X X	X X X							
Support Regional Bus Service	13.2.1		9,656	9,656	9,849	10,045	10,245	10,449	10,657	2% escalator
<i>New Infrastructure</i>	13.3	X	X X X X							
Participate in Municipal Broadband Initiative	13.3.1		ongoing							ongoing
Apply Complete Streets Model	13.3.2		ongoing							ongoing
Continue Wastewater Planning Efforts	13.3.3		ongoing							ongoing
<b>Total</b>			1,209,148	136,848	902,957	961,457	989,734	1,018,854	1,048,843	

**Town of Windham, Maine**  
**Strategic Planning & Budgeting Policy**

**Introduction:**

The town is required to adopt a budget annually for current and capital expenses (Charter, Article V.) A budget is a plan for what the town intends to do for any given fiscal year expressed in terms of dollars and cents. In order to:

- ensure a degree of consistency and predictability in the budget from year to year,
- identify issues and set goals responsive to the needs of the community,
- maintain focus on those goals and measuring progress toward their achievement, often extending beyond any one fiscal year, and
- provide guidance to the town manager in preparing the annual budget,

the Council has adopted this policy on strategic planning and budgeting.

**Purpose:**

The purpose of this policy is to establish a process for periodic strategic planning for the town, incorporating community input, elements of various other plans adopted by the town, and Council-identified goals, and incorporating those into the town's budget process, providing a multi-year plan for both operating and capital expenses.

**Policy:**

1. It is the policy of the Town of Windham to conduct strategic planning efforts and to adopt strategic plans covering periods of not less than three (3) nor more than five (5) fiscal years, except for the plan adopted along with this policy. As a guide, though the actual steps and sequencing may vary from cycle to cycle, the strategic planning effort should include or address the following:
  - a. Define/agree on the process and timeline.
    - i. Identify stakeholders and their respective roles.
    - ii. Incorporation of other adopted or otherwise relevant plans.
    - iii. Community engagement process.
  - b. Conduct an environmental scan/SWOT analysis.
    - i. Consider forces and trends outside the organization – economic, social, demographic, technological, public policy, etc.
    - ii. Consider current organizational performance, resources, processes, and outcomes.
    - iii. Identify critical success factors necessary to the future and continued success of the organization.
    - iv. Review/formalize organizational principles to guide decision making.
  - c. Identify strategic issues, i.e. key issues, questions, and choices to be addressed.
    - i. Evaluate issues, reasons to address them and consequences of not addressing them.
    - ii. Prioritize issues in terms of importance, timing, and feasibility.

- d. Review/define mission, vision, and values for the organization.
    - i. Incorporate the community's vision from the comprehensive master plan.
    - ii. Develop the organization's vision to reflect the shorter time horizon of the strategic plan (three to five years versus ten years).
  - e. Develop goals to be achieved within the time horizon of the strategic plan, which may be shorter-term milestones toward achieving longer-term goals.
  - f. Identify strategies for reaching goals and addressing issues identified in the environmental scan.
2. The actual process, steps, and timeline for each strategic planning cycle should be the product of discussion by the town manager, staff, and Council, and approved by the Council for inclusion as part of its goals in the last year of any given plan cycle. For example, if a strategic plan is to cover the fiscal year beginning July 1, 2018, it should be adopted by the Council by October 1, 2017, and the plan development process designed accordingly.
  3. The strategic plan in place for any given fiscal year will form the basis of the town manager's proposed municipal budget, prepared and submitted for the Town Council's consideration under Article V of the Charter. Goals and objectives included in the plan for any given fiscal year should be included in the manager's budget submittal.
  4. The manager's budget submittal should incorporate previously adopted capital plans including, but not limited to, the capital equipment replacement plan, capital buildings and facilities improvements plan, and capital land and facilities improvements plan.
  5. Variations from the strategic plan or approved capital plans should be highlighted and discussed in the manager's budget submittal.
  6. To aid in longer-term operating and capital budget planning the Council's finance committee, along with the town manager and staff, will develop and maintain a multi-year budget model projecting operating expenses and approval capital expenditures for a period of not less than five (5) years.

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### SUMMARY STATEMENT OF ESTIMATED REVENUES AND PROPOSED APPROPRIATIONS

Budget Proposal	FY 2015 Approved	FY 2016 Preliminary	FY 2016 Manager	FY 2016 Adopted	FY 2017 projection	FY 2018 projection	FY 2019 projection	FY 2020 projection	FY 2021 projection
Estimated Revenues	\$ 14,552,736	\$ 15,094,820	\$ 15,512,539	\$ 17,247,836	\$ 15,941,401	\$ 16,292,006	\$ 16,649,982	\$ 16,990,502	\$ 17,338,747
Operating Appropriations	\$ 12,010,855	\$ 13,171,918	\$ 12,404,508	\$ 12,471,805	\$ 12,762,562	\$ 13,123,516	\$ 13,495,370	\$ 13,878,475	\$ 14,273,193
Non-Operating Appropriations	\$ 2,541,881	\$ 3,370,316	\$ 3,108,031	\$ 4,776,031	\$ 4,345,404	\$ 4,746,409	\$ 5,026,944	\$ 5,069,959	\$ 5,082,846
Total Appropriations	\$ 14,552,736	\$ 16,542,234	\$ 15,512,539	\$ 17,247,836	\$ 17,107,966	\$ 17,869,925	\$ 18,522,314	\$ 18,948,434	\$ 19,356,039
Net Surplus/(Deficit)	\$ -	\$ (1,447,415)	\$ (0)	\$ (0)	\$ (1,166,565)	\$ (1,577,919)	\$ (1,872,332)	\$ (1,957,932)	\$ (2,017,292)
Amount Below/(Above) Levy Limit	\$ 607,178	\$ 550,262	\$ 328,211	\$ 290,914					

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### STATEMENT OF ESTIMATED REVENUES

acct	description	FY 2014 actual	FY 2015 estimate	FY 2015 ytd (2/28)	FY 2016 preliminary	FY 2016 manager	FY 2016 adopted	FY 2017 projection	FY 2018 projection	FY 2019 projection	FY 2020 projection	FY 2021 projection	projection factor
0400	Property Taxes	\$ 7,664,317	\$ 8,140,141	\$ 8,204,399	\$ 8,647,944	\$ 8,869,995	\$ 8,907,292	9,785,438	9,981,147	10,180,770	10,384,385	10,592,073	2%
0401	Supplemental Taxes	17,925		1,015									
0402	Payments in Lieu of Taxes	-	3,250	-	3,250	3,250	3,250	3,250	3,250	3,250	3,250	3,250	flat
0403	Cashup/Shortages-Overages			75									
0405	Tax Reports	139	-	76	-	-	-	-	-	-	-	-	
0407	Interest on Taxes	105,058	100,000	73,237	100,000	100,000	100,000	102,000	104,040	106,121	108,243	110,408	2%
0408	Tax Lien Fees	16,865	12,000	16,032	12,000	12,000	12,000	12,240	12,485	12,734	12,989	13,249	2%
0409	Excise Taxes	2,832,612	2,665,000	1,928,647	2,850,000	2,850,000	2,850,000	2,935,500	3,023,565	3,114,272	3,207,700	3,303,931	3%
0410	Town Clerk Fees	42,450	45,000	31,313	45,000	45,000	45,000	45,000	45,000	45,000	45,000	45,000	flat
0411	Building Fees	103,993	100,000	59,834	100,000	100,000	100,000	102,000	104,040	106,121	108,243	110,408	2%
0412	Plumbing Fees - Town	42,824	30,000	28,410	30,000	35,000	35,000	35,700	36,414	37,142	37,885	38,643	2%
0413	Boat Excise Tax	30,388	25,000	6,111	25,000	25,000	25,000	26,000	27,000	28,000	29,000	30,000	1,000
0414	Proof of Insurance Fax	167		95									
0415	Dundee Park	37,716	37,000	21,233	37,000	37,000	37,000	37,740	38,495	39,265	40,050	40,851	2%
0416	Recreation Fees		170,000	-	180,000	180,000	180,000	180,961	185,749	190,668	195,722	200,914	5111
0417	Snowmobile Reg - Town	6,172	6,000	6,960	6,000	6,818	6,818	6,954	7,093	7,235	7,380	7,528	2%
0418	Boat Registration - Town	1,536	1,000	423	1,000	1,000	1,000	1,100	1,200	1,300	1,400	1,500	100
0419	ATV Registration - Town	528	400	307	400	400	400	400	400	400	400	400	flat
0421	CATV Fees	121,431	120,000	115,303	120,000	120,000	120,000	120,000	120,000	120,000	120,000	120,000	flat
0422	Police Fines & Fees	5,226	2,000	3,220	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000	flat
0424	Court/Witness Fees	1,100	-	750	-	-	-	-	-	-	-	-	
0425	Animal Control Fines & Fees			-									
0427	Passports	15,705	12,500	11,050	12,500	12,500	12,500	13,000	13,500	14,000	14,500	15,000	500
0430	State Revenue Sharing	732,828	669,014	468,733	325,000	325,000	325,000	-	-	-	-	-	zeroed out
0431	State of Maine	24,811	25,000	21,272	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	flat
0434	Library Fines and Fees	11,435	7,500	5,262	7,500	7,500	7,500	8,000	8,500	9,000	9,500	10,000	500
0435	Local Road Assistance	265,944	266,612	248,320	250,000	250,000	250,000	250,000	250,000	250,000	250,000	250,000	
0438	Cell Tower Colocations	30		30									
0440	Assessor's Fees	620	500	395	500	500	500	500	500	500	500	500	flat
0441	Dog Licenses - Town	9,650	9,000	9,228	9,000	9,000	9,000	9,000	9,000	9,000	9,000	9,000	flat
0442	Hunting & Fishing - Town	2,527	3,000	1,463	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	flat
0443	Registration Fees - Town	50,021	50,000	31,545	50,000	50,000	50,000	50,000	50,000	50,000	50,000	50,000	flat
0444	Board of Appeals	2,800	1,500	1,200	1,500	1,500	1,500	1,500	1,500	1,500	1,500	1,500	flat
0445	Subdivision/Review Fees	5,500	5,000	950	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	flat
0448	Site Plan Fees	3,400	2,500	4,075	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	flat
0449	Sewer Application Fees	1,020	-		-	-	-	-	-	-	-	-	flat
0450	Sewer Fees	46	351,756	22	351,756	351,756	351,756	358,791	365,967	373,286	380,752	388,367	2%
0451	Cemetery Trust Fund	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	2,800	flat

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### STATEMENT OF ESTIMATED REVENUES

acct	description	FY 2014 actual	FY 2015 estimate	FY 2015 ytd (2/28)	FY 2016 preliminary	FY 2016 manager	FY 2016 adopted	FY 2017 projection	FY 2018 projection	FY 2019 projection	FY 2020 projection	FY 2021 projection	projection factor
0453	Shoreland Review Fees												
0454	Subdivision Amendment	2,800	-	2,800	-	-	-						
0455	Auto Junkyard Fee	391	500	391	500	350	350	350	350	350	350	350	flat
0456	Gravel Pit Fees		-		-	-	-						
0457	Shoreland CEO Permit	3,790	1,000	2,650	1,000	1,000	1,000	1,250	1,500	1,750	2,000	2,250	250
0458	Sub-Surface Review Fees	3,460	1,000	1,970	1,000	1,000	1,000	1,250	1,500	1,750	2,000	2,250	250
0460	Recyclable Revenue			143									
0470	Solid Waste Fees	448,538	515,000	195,024	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	flat
0471	Chaffin Pond Preserve		-		-	-	-						
0474	Rescue Misc Fees	262	-	460	-	-	-						
0475	Rescue Service Fees	556,261	575,000	392,548	590,000	590,000	590,000	601,800	613,836	626,113	638,635	651,408	2%
0476	Fire/Rescue Fines & Fees	75	-	220	-	-	-						
0480	Interest on Investments	29,927	10,000	8,781	10,000	20,000	20,000	21,000	22,000	23,000	24,000	25,000	1,000

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### STATEMENT OF ESTIMATED REVENUES

acct	description	FY 2014 actual	FY 2015 estimate	FY 2015 ytd (2/28)	FY 2016 preliminary	FY 2016 manager	FY 2016 adopted	FY 2017 projection	FY 2018 projection	FY 2019 projection	FY 2020 projection	FY 2021 projection	projection factor
0481	Town Garage Lease	9,416	9,416	9,416	9,416	9,416	9,416	25,000	50,000	75,000	75,000	75,000	lease
0482	General Assistance	23,017	25,000	4,233	20,000	20,000	20,000	20,400	20,808	21,224	21,649	22,082	2%
0483	Zone Change Fees	1,850	-	300	-	-	-						
0484	Miscellaneous Revenue	72,010	72,000	61,048	72,000	72,000	72,000	72,000	72,000	72,000	72,000	72,000	flat
0485	Sale of Town Property		1,600		1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	flat
0486	Building/Space Rental		986										
0487	SSI Recoveries			421									
0495	Fund Balance		200,000		350,000	480,000	480,000	200,000	200,000	200,000	200,000	200,000	flat
0497	Impact Fees					50,000	50,000						
0498	TIF Transfers	295,120	277,761		288,654	288,654	318,654	325,027	331,528	338,158	344,921	351,820	2%
0499	RSU Service Payments			45,000	45,000	45,000	45,000	46,350	47,741	49,173	50,648	52,167	3%
0600	Bond Proceeds						1,668,000						
Total Non-Property Tax Revenues		5,924,259	6,412,595	3,823,775	6,446,876	6,642,544	8,340,544	6,155,964	6,310,860	6,469,212	6,606,118	6,746,675	
Total Revenues, All Sources		\$ 13,606,501	\$ 14,552,736	\$ 12,029,189	\$ 15,094,820	\$ 15,512,539	\$ 17,247,836	\$ 15,941,402	\$ 16,292,007	\$ 16,649,982	\$ 16,990,503	\$ 17,338,748	

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
<b>1110 Town Council</b>												
1110	41010 Compensation	3,710	7,350	7,350	7,350	7,350	7,350	7,350	7,350	7,350	7,350	0.00%
1110	42010 Legal Services	36,908	40,000	40,000	40,000	40,000	42,000	44,100	46,305	48,620	51,051	5.00%
1110	42020 Audit Fees	18,150	19,300	19,300	19,300	19,300	20,265	21,278	22,342	23,459	24,632	5.00%
1110	42090 Training/Conferences	435	500	500	500	500	510	520	531	541	552	2.00%
1110	42100 Travel/Meals	331	250	250	250	250	255	260	265	271	276	2.00%
1110	42110 Memberships	33,009	33,009	43,883	43,883	43,883	44,761	45,656	46,569	47,500	48,450	2.00%
<b>1110 Total</b>		92,543	100,409	111,283	111,283	111,283	115,141	119,164	123,362	127,742	132,312	
<b>1120 Town Manager's Office</b>												
1120	41010 Compensation	372,342	380,529	429,772	391,076	393,806	402,809	414,893	427,340	440,160	453,365	3.00%
1120	42030 Professional Services	1,500	19,500	19,500	19,875	19,875	20,273	20,678	21,092	21,513	21,944	2.00%
1120	42040 Print Services	394	500	500	500	500	510	520	531	541	552	2.00%
1120	42050 Equipment Maintenance	352	-	-	-	-	-	-	-	-	-	
1120	42060 Telephone	6,566	6,500	6,500	6,500	6,500	6,630	6,763	6,898	7,036	7,177	2.00%
1120	42070 Advertising	2,952	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
1120	42080 Postage	4,257	5,000	5,000	5,000	5,000	5,100	5,202	5,306	5,412	5,520	2.00%
1120	42090 Training/Conferences	2,362	1,800	1,800	1,800	1,800	1,836	1,873	1,910	1,948	1,987	2.00%
1120	42100 Travel/Meals	1,752	3,500	3,500	3,500	3,500	3,570	3,641	3,714	3,789	3,864	2.00%
1120	42110 Memberships	1,555	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
1120	43010 Supplies & Materials	5,797	6,000	6,000	6,000	6,000	6,120	6,242	6,367	6,495	6,624	2.00%
1120	43030 Books, Maps & Publications	2,757	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
1120	43220 Other Equipment	-	-	-	-	-	-	-	-	-	-	
1120	43300 Copy Services	2,120	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
<b>1120 Total</b>		404,705	432,329	481,572	443,251	445,981	456,027	469,176	482,708	496,636	510,970	
<b>1130 Collection &amp; Registration</b>												
1130	41010 Compensation	168,438	179,293	214,279	184,509	192,167	197,932	203,870	209,986	216,286	222,775	3.00%
1130	41020 Overtime Compensation	-	150	-	-	-	-	-	-	-	-	
1130	41030 Part-time Compensation	2,227	-	22,111	-	-	-	-	-	-	-	
1130	42030 Professional Services	11,985	15,500	20,000	20,000	20,000	20,400	20,808	21,224	21,649	22,082	2.00%
1130	42050 Equipment Maintenance	-	200	200	200	200	204	208	212	216	221	2.00%
1130	42060 Telephone	149	1,000	800	800	800	816	832	849	866	883	2.00%
1130	42070 Advertising	474	150	250	250	250	255	260	265	271	276	2.00%
1130	42080 Postage	9,722	13,500	18,000	18,000	18,000	18,360	18,727	19,102	19,484	19,873	2.00%
1130	42090 Training/Conferences	10	250	250	250	250	255	260	265	271	276	2.00%
1130	42100 Travel/Meals	650	800	800	800	800	816	832	849	866	883	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
1130	43010 Supplies & Materials	3,579	3,500	3,500	3,500	3,500	3,570	3,641	3,714	3,789	3,864	2.00%
1130	43030 Books, Maps & Publications	394	700	700	700	700	714	728	743	758	773	2.00%
1130	43220 Other Equipment	278	500	800	800	800	816	832	849	866	883	2.00%
<b>1130 Total</b>		197,906	215,543	281,690	229,809	237,467	244,138	251,000	258,059	265,320	272,790	
<b>1140 Information Services</b>												
1140	41010 Compensation	90,673	97,167	101,760	101,760	101,760	104,813	107,957	111,196	114,532	117,968	3.00%
1140	41020 Overtime Compensation	879	2,500	2,500	2,500	2,500	2,575	2,652	2,732	2,814	2,898	3.00%
1140	42030 Professional Services	916	1,500	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
1140	42050 Equipment Maintenance	31,749	33,000	36,000	36,000	36,000	36,720	37,454	38,203	38,968	39,747	2.00%
1140	42060 Telephone/Data Lines	16,062	20,240	18,920	18,920	18,920	19,298	19,684	20,078	20,480	20,889	2.00%
1140	42090 Training/Conferences	1,069	1,400	1,400	1,400	1,400	1,428	1,457	1,486	1,515	1,546	2.00%
1140	42100 Travel/Meals	169	250	300	300	300	306	312	318	325	331	2.00%
1140	42110 Memberships	179	300	300	300	300	306	312	318	325	331	2.00%
1140	43010 Supplies & Materials	799	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
1140	43030 Books/Maps/Publications	-	500	200	200	200	204	208	212	216	221	2.00%
<b>1140 Total</b>		142,495	157,857	163,380	163,380	163,380	167,690	172,118	176,666	181,339	186,139	
<b>1150 Community Participation</b>												
1150	42090 Training/Conferences	-	200	200	200	200	204	208	212	216	221	2.00%
1150	42100 Travel/Meals	-	500	500	500	500	510	520	531	541	552	2.00%
1150	42110 Memberships	-	-	-	-	-	-	-	-	-	-	
1150	43010 Supplies & Materials	80	1,500	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
1150	43030 Books, Maps & Publications	605	500	500	500	500	510	520	531	541	552	2.00%
1150	44070 Contributions to Agencies	33,805	74,900	34,972	34,972	64,972	35,671	36,385	37,113	37,855	38,612	2.00%
<b>1150 Total</b>		34,489	77,600	37,672	37,672	67,672	38,425	39,194	39,978	40,777	41,593	
<b>1160 Community TV &amp; e-Government</b>												
1160	41030 Part-time Compensation	10,817	10,197	10,609	10,609	10,609	10,927	11,255	11,593	11,941	12,299	3.00%
1160	42030 Professional Services	34,101	39,815	39,815	39,815	39,815	40,611	41,424	42,252	43,097	43,959	2.00%
1160	42060 Telephone	120	600	600	600	600	612	624	637	649	662	2.00%
1160	42100 Travel/Meals	-	-	-	-	-	-	-	-	-	-	
1160	42110 Memberships	-	-	-	-	-	-	-	-	-	-	
1160	42210 Electrical Equipment Mainten.	-	1,500	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
1160	43010 Supplies & Materials	314	300	300	300	300	306	312	318	325	331	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
1160	43220 Other Equipment	-	-	-	-	-	-	-	-	-	-	
1160	44190 Capital Equipment	25	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
<b>1160 Total</b>		45,377	55,412	55,824	55,824	55,824	57,047	58,297	59,575	60,883	62,220	
<b>1180 Economic Development</b>												
1180	41010 Compensation	71,937	-	-	-	-	-	-	-	-	-	
1180	42030 Professional Services	7,450	-	-	-	-	-	-	-	-	-	
1180	42040 Print Services	5,700	-	-	-	-	-	-	-	-	-	
1180	42060 Telephone/Internet	1,800	-	-	-	-	-	-	-	-	-	
1180	42070 Advertising	33,600	-	-	-	-	-	-	-	-	-	
1180	42080 Postage	500	-	-	-	-	-	-	-	-	-	
1180	42090 Training/Conferences	2,000	-	-	-	-	-	-	-	-	-	
1180	42100 Travel/Meals	4,600	-	-	-	-	-	-	-	-	-	
1180	42110 Memberships	750	-	-	-	-	-	-	-	-	-	
1180	43010 Supplies/Materials	1,000	-	-	-	-	-	-	-	-	-	
1180	43030 Books/Maps/Publications	500	-	-	-	-	-	-	-	-	-	
1180	43140 Vehicle Fuel	250	-	-	-	-	-	-	-	-	-	
1180	43220 Other Equipment/Support	2,300	-	-	-	-	-	-	-	-	-	
1180	43300 Copy Services	1,000	-	-	-	-	-	-	-	-	-	
1180	44070 Contributions to Agencies	3,000	150,000	160,893	160,893	160,893	164,111	167,393	170,741	174,156	177,639	2.00%
<b>1180 Total</b>		136,387	150,000	160,893	160,893	160,893	164,111	167,393	170,741	174,156	177,639	
<b>1210 Insurance</b>												
1210	42610 Vehicle Insurance	44,695	42,840	44,982	44,982	44,982	47,006	49,121	51,332	53,642	56,056	4.50%
1210	42620 Property & General Liability	38,661	50,400	52,920	52,920	52,920	55,301	57,790	60,391	63,108	65,948	4.50%
1210	42630 Professional Liability	26,560	25,200	26,460	26,460	26,460	27,651	28,895	30,195	31,554	32,974	4.50%
1210	44080 Safety Committee	1,524	3,000	5,000	5,000	5,000	5,100	5,202	5,306	5,412	5,520	2.00%
<b>1210 Total</b>		111,440	121,440	129,362	129,362	129,362	135,058	141,008	147,224	153,716	160,498	
<b>1220 Employee Benefits</b>												
1220	41060 Social Security	447,029	449,942	523,794	473,707	477,448	487,918	502,556	517,632	533,161	549,156	3.00%
1220	41070 Health & Dental	724,681	753,600	820,000	786,390	788,434	821,778	858,758	897,402	937,785	979,985	4.50%
1220	41080 Deferred Compensation	117,351	122,000	138,000	138,000	138,691	142,140	146,404	150,796	155,320	159,980	3.00%
1220	41090 Tuition Reimbursement	308	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	0.00%
1220	41110 Classification Plan	-	-	-	-	-	-	-	-	-	-	
1220	41120 MPERS Contributions	140,823	156,000	180,000	177,000	177,000	182,310	187,779	193,413	199,215	205,192	3.00%
1220	41140 Income Protection	7,041	6,400	6,800	6,800	6,800	7,106	7,426	7,760	8,109	8,474	4.50%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
1220	41150 Long Term Disability	6,800	6,800	7,500	7,500	7,500	7,838	8,190	8,559	8,944	9,346	4.50%
1220	42600 Workers Compensation	235,665	247,000	327,550	259,827	260,500	271,519	283,738	296,506	309,849	323,792	4.50%
1220	42650 Unemployment Compensation	-	5,000	5,000	5,000	5,000	5,150	5,305	5,464	5,628	5,796	3.00%
<b>1220 Total</b>		1,679,698	1,751,742	2,013,644	1,859,224	1,866,373	1,930,758	2,005,155	2,082,531	2,163,010	2,246,721	
<b>1230 Banking Services</b>												
1230	42030 Professional Services	246	375	375	-	-	-	-	-	-	-	
<b>1230 Total</b>		246	375	375	-	-	-	-	-	-	-	
<b>2110 Public Works Administration</b>												
2110	41010 Compensation	120,473	122,429	127,609	127,609	127,609	131,437	135,380	139,441	143,625	147,933	3.00%
2110	42030 Professional Services	17,855	22,400	28,000	28,000	28,000	28,560	29,131	29,714	30,308	30,914	2.00%
2110	42060 Telephone	3,501	4,200	4,200	4,200	4,200	4,284	4,370	4,457	4,546	4,637	2.00%
2110	42070 Advertising	171	500	500	500	500	510	520	531	541	552	2.00%
2110	42080 Postage	76	256	256	256	256	261	266	272	277	283	2.00%
2110	42090 Training/Conferences	1,601	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
2110	42100 Travel/Meals	1,756	1,500	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
2110	42110 Memberships	249	200	250	250	250	255	260	265	271	276	2.00%
2110	42210 Electrical Equipment Mainten.	916	2,500	4,300	4,300	4,300	4,386	4,474	4,563	4,654	4,748	2.00%
2110	43010 Supplies & Materials	2,649	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
2110	43030 Books, Maps & Publications	-	250	250	250	250	255	260	265	271	276	2.00%
2110	43220 Other Equipment	-	-	-	-	-	-	-	-	-	-	
<b>2110 Total</b>		149,248	158,735	171,365	171,365	171,365	176,068	180,904	185,876	190,988	196,244	
<b>2120 Public Works Highway Maintenance</b>												
2120	41010 Compensation	431,149	438,657	508,770	441,086	441,086	454,319	467,949	481,987	496,447	511,340	3.00%
2120	41020 Overtime Compensation	74,045	57,834	59,280	58,155	58,155	59,900	61,697	63,548	65,454	67,418	3.00%
2120	42090 Training/Conferences	636	500	500	500	500	510	520	531	541	552	2.00%
2120	42260 Contracted Services	68,386	60,380	71,200	71,200	71,200	72,624	74,076	75,558	77,069	78,611	2.00%
2120	43050 Clothing, Safety Equipment	8,700	9,025	9,125	9,125	9,125	9,308	9,494	9,684	9,877	10,075	2.00%
2120	43180 Minor Equipment & Tools	2,238	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
2120	43220 Other Equipment	300	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
2120	44100 Road Maintenance Materials	53,577	55,000	55,000	55,000	55,000	56,100	57,222	58,366	59,534	60,724	2.00%
<b>2120 Total</b>		639,031	626,396	708,875	640,066	640,066	657,860	676,160	694,979	714,334	734,240	

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
<b>2130 Public Works Traffic Safety</b>												
2130	42190 Contracted Services	52,187	38,000	50,500	38,000	38,000	38,760	39,535	40,326	41,132	41,955	2.00%
2130	42210 Electrical Equipment Mainten.	5,162	8,500	10,000	10,000	10,000	10,200	10,404	10,612	10,824	11,041	2.00%
2130	42220 Electricity	65,058	58,000	65,000	65,000	65,000	66,300	67,626	68,979	70,358	71,765	2.00%
2130	43270 Traffic Signs	6,624	8,750	10,000	10,000	10,000	10,200	10,404	10,612	10,824	11,041	2.00%
<b>2130 Total</b>		129,031	113,250	135,500	123,000	123,000	125,460	127,969	130,529	133,139	135,802	
<b>2150 Public Works Snow Removal</b>												
2150	43010 Snowplowing Contracts	84,665	101,062	105,632	105,632	105,632	107,745	109,900	112,098	114,340	116,627	2.00%
2150	43250 Vehicle Maintenance Parts	36,159	37,290	40,000	40,000	40,000	40,800	41,616	42,448	43,297	44,163	2.00%
2150	43320 Chemicals	222,217	188,963	206,700	206,700	206,700	210,834	215,051	219,352	223,739	228,214	2.00%
2150	44100 Road Maintenance Materials	36,694	30,000	33,000	33,000	33,000	33,660	34,333	35,020	35,720	36,435	2.00%
<b>2150 Total</b>		379,735	357,315	385,332	385,332	385,332	393,039	400,900	408,918	417,096	425,438	
<b>2210 Public Works Building Maintenance</b>												
2210	41010 Compensation	226,533	232,989	270,986	237,560	237,560	244,687	252,028	259,589	267,376	275,398	3.00%
2210	41020 Overtime Compensation	12,289	13,212	13,212	13,212	13,212	13,608	14,017	14,437	14,870	15,316	3.00%
2210	41030 Part-time Compensation	5,452	12,000	24,000	12,000	12,000	12,360	12,731	13,113	13,506	13,911	3.00%
2210	42090 Training/Conferences	147	300	300	300	300	306	312	318	325	331	2.00%
2210	42120 Rentals	839	1,200	1,200	1,200	1,200	1,224	1,248	1,273	1,299	1,325	2.00%
2210	42150 Refuse Pickup	12,675	13,000	13,000	13,000	13,000	13,260	13,525	13,796	14,072	14,353	2.00%
2210	42220 Electricity	77,511	75,000	75,000	75,000	75,000	76,500	78,030	79,591	81,182	82,806	2.00%
2210	42230 Water Supply	4,606	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
2210	42250 Building Maintenance Service	58,100	59,000	59,000	59,000	59,000	60,180	61,384	62,611	63,863	65,141	2.00%
2210	43050 Clothing, Safety Equipment	1,581	2,800	2,800	2,800	2,800	2,856	2,913	2,971	3,031	3,091	2.00%
2210	43170 Heating Fuel	66,651	64,435	64,435	64,435	64,435	65,724	67,038	68,379	69,747	71,141	2.00%
2210	43190 Building Maintenance Materie	25,346	30,000	30,000	30,000	30,000	30,600	31,212	31,836	32,473	33,122	2.00%
2210	43210 Electronic Equipment	3,776	5,000	5,000	5,000	5,000	5,100	5,202	5,306	5,412	5,520	2.00%
2210	43220 Other Equipment	2,217	2,050	2,050	2,050	2,050	2,091	2,133	2,175	2,219	2,263	2.00%
<b>2210 Total</b>		497,723	513,986	563,983	518,557	518,557	531,556	544,894	558,580	572,623	587,033	
<b>2220 Public Works Grounds Maintenance</b>												
2220	42230 Water Supply	-	300	300	300	300	306	312	318	325	331	2.00%
2220	42260 Contracted Services	3,952	12,000	6,000	6,000	6,000	6,120	6,242	6,367	6,495	6,624	2.00%
2220	43050 Safety Equipment	434	400	400	400	400	408	416	424	433	442	2.00%
2220	43220 Other Equipment	207	2,400	2,400	2,400	2,400	2,448	2,497	2,547	2,598	2,650	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
2220	43250 Equipment Maintenance	2,340	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
2220	43310 Maintenance Materials	1,278	1,500	200	200	2,000	204	208	212	216	221	2.00%
<b>2220</b>	<b>Total</b>	<b>8,212</b>	<b>19,100</b>	<b>11,800</b>	<b>11,800</b>	<b>13,600</b>	<b>12,036</b>	<b>12,277</b>	<b>12,522</b>	<b>12,773</b>	<b>13,028</b>	
<b>2510 Public Works Vehicle Maintenance</b>												
2510	41010 Compensation	116,639	122,904	160,281	124,564	124,564	128,301	132,150	136,114	140,198	144,403	3.00%
2510	41020 Overtime Compensation	11,694	6,860	6,860	6,860	6,860	7,066	7,278	7,496	7,721	7,953	3.00%
2510	42090 Training/Conferences	350	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
2510	42100 Travel/Meals	-	-	-	-	-	-	-	-	-	-	
2510	42120 Rentals	1,404	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
2510	42200 Outside Vehicle Maintenance	33,998	25,000	35,000	35,000	35,000	35,700	36,414	37,142	37,885	38,643	2.00%
2510	42210 Electrical Equipment Mainten	-	-	-	-	-	-	-	-	-	-	
2510	43010 Supplies & Materials	588	400	400	400	400	408	416	424	433	442	2.00%
2510	43050 Clothing, Safety Equipment	1,168	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
2510	43140 Gas Products	22,040	13,500	15,750	15,750	15,750	16,065	16,386	16,714	17,048	17,389	2.00%
2510	43160 Diesel Fuel	113,818	100,000	87,500	87,500	87,500	89,250	91,035	92,856	94,713	96,607	2.00%
2510	43180 Equipment & Tools	8,324	10,000	10,000	10,000	10,000	10,200	10,404	10,612	10,824	11,041	2.00%
2510	43200 Petroleum Products	7,261	6,500	7,500	7,500	7,500	7,650	7,803	7,959	8,118	8,281	2.00%
2510	43240 Tires	9,806	15,000	15,000	15,000	15,000	15,300	15,606	15,918	16,236	16,561	2.00%
2510	43250 Vehicle Maintenance	83,463	75,000	85,000	85,000	85,000	86,700	88,434	90,203	92,007	93,847	2.00%
2510	43290 Steel	1,213	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
<b>2510</b>	<b>Total</b>	<b>411,768</b>	<b>382,664</b>	<b>430,791</b>	<b>395,074</b>	<b>395,074</b>	<b>404,289</b>	<b>413,729</b>	<b>423,398</b>	<b>433,302</b>	<b>443,447</b>	
<b>2910 Public Works Solid Waste</b>												
2910	42030 Professional Services	4,790	54,234	56,732	56,732	56,732	57,867	59,024	60,204	61,409	62,637	2.00%
2910	42260 Contracted Services	573,223	591,572	619,153	619,153	623,153	631,536	644,167	657,050	670,191	683,595	2.00%
2910	42330 Tipping Fees	275,853	148,050	148,050	148,050	148,050	151,011	154,031	157,112	160,254	163,459	2.00%
<b>2910</b>	<b>Total</b>	<b>853,866</b>	<b>793,856</b>	<b>823,935</b>	<b>823,935</b>	<b>827,935</b>	<b>840,414</b>	<b>857,222</b>	<b>874,366</b>	<b>891,854</b>	<b>909,691</b>	
<b>3110 Police Services</b>												
3110	41010 Compensation	1,471,658	1,555,319	1,624,303	1,563,554	1,563,554	1,610,461	1,658,774	1,708,538	1,759,794	1,812,588	3.00%
3110	41020 Premium Compensation	191,625	197,000	210,000	210,000	210,000	216,300	222,789	229,473	236,357	243,448	3.00%
3110	41030 Part-time Compensation	-	-	-	-	-	-	-	-	-	-	
3110	41100 Compensation for Court time	16,333	16,000	18,000	18,000	18,000	18,540	19,096	19,669	20,259	20,867	3.00%
3110	42030 Professional Services	6,439	8,000	8,000	8,000	8,000	8,160	8,323	8,490	8,659	8,833	2.00%
3110	42070 Advertising	-	500	500	500	500	510	520	531	541	552	2.00%
3110	42080 Postage	645	1,025	1,025	1,025	1,025	1,046	1,066	1,088	1,109	1,132	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
3110	42090 Training/Conferences	10,372	13,000	18,200	18,200	18,200	18,564	18,935	19,314	19,700	20,094	2.00%
3110	42100 Travel/Meals	8,424	6,000	8,500	8,500	8,500	8,670	8,843	9,020	9,201	9,385	2.00%
3110	42110 Memberships	385	650	650	650	650	663	676	690	704	718	2.00%
3110	42210 Electrical Equipment Mainten.	1,531	1,500	3,100	3,100	3,100	3,162	3,225	3,290	3,356	3,423	2.00%
3110	43010 Supplies & Materials	12,274	15,200	19,200	19,200	19,200	19,584	19,976	20,375	20,783	21,198	2.00%
3110	43030 Books, Maps & Publications	1,456	1,800	1,800	1,800	1,800	1,836	1,873	1,910	1,948	1,987	2.00%
3110	43050 Clothing	23,657	25,565	27,500	27,500	27,500	28,050	28,611	29,183	29,767	30,362	2.00%
3110	43220 Other Equipment	8,596	10,000	10,000	10,000	10,000	10,200	10,404	10,612	10,824	11,041	2.00%
<b>3110</b>	<b>Total</b>	<b>1,753,394</b>	<b>1,851,559</b>	<b>1,950,778</b>	<b>1,890,029</b>	<b>1,890,029</b>	<b>1,945,745</b>	<b>2,003,113</b>	<b>2,062,182</b>	<b>2,123,002</b>	<b>2,185,626</b>	
<b>3120 Police Public Safey Communications</b>												
3120	41010 Compensation	478	-	-	-	-	-	-	-	-	-	
3120	41020 Premium Compensation	-	-	-	-	-	-	-	-	-	-	
3120	41030 Part-time Compensation	-	-	-	-	-	-	-	-	-	-	
3120	42030 Professional Services	12,657	17,565	17,565	17,565	17,565	17,916	18,275	18,640	19,013	19,393	2.00%
3120	42060 Telephone	15,564	21,000	21,000	21,000	21,000	21,420	21,848	22,285	22,731	23,186	2.00%
3120	42090 Training/Conferences	-	850	850	850	850	867	884	902	920	938	2.00%
3120	42100 Travel/Meals	-	200	200	200	200	204	208	212	216	221	2.00%
3120	42210 Electrical Equipment Mainten.	6,202	8,000	8,000	8,000	8,000	8,160	8,323	8,490	8,659	8,833	2.00%
3120	42260 Contracted Services	303,318	319,619	319,619	319,619	329,139	326,011	332,532	339,182	345,966	352,885	2.00%
3120	43010 Supplies & Materials	45	250	250	250	250	255	260	265	271	276	2.00%
3120	43030 Books, Maps & Publications	-	200	200	200	200	204	208	212	216	221	2.00%
3120	43220 Other Equipment	-	-	-	-	-	-	-	-	-	-	
<b>3120</b>	<b>Total</b>	<b>338,263</b>	<b>367,684</b>	<b>367,684</b>	<b>367,684</b>	<b>377,204</b>	<b>375,038</b>	<b>382,538</b>	<b>390,189</b>	<b>397,993</b>	<b>405,953</b>	
<b>3140 Police Animal Control</b>												
3140	41010 Compensation	21,397	34,992	35,476	35,476	35,476	36,540	37,636	38,766	39,929	41,126	3.00%
3140	41020 Overtime Compensation	50	500	500	500	500	515	530	546	563	580	3.00%
3140	42030 Professional Services	23,029	25,000	26,500	26,500	26,500	27,030	27,571	28,122	28,684	29,258	2.00%
3140	43010 Supplies & Materials	24	400	500	500	500	510	520	531	541	552	2.00%
<b>3140</b>	<b>Total</b>	<b>44,500</b>	<b>60,892</b>	<b>62,976</b>	<b>62,976</b>	<b>62,976</b>	<b>64,595</b>	<b>66,258</b>	<b>67,965</b>	<b>69,717</b>	<b>71,516</b>	
<b>3210 Police Vehicle Maintenance</b>												
3210	41010 Compensation	6,600	12,155	15,852	12,319	12,319	12,689	13,070	13,462	13,866	14,282	3.00%
3210	41020 Overtime Compensation	393	250	250	250	250	258	265	273	281	290	3.00%
3210	42200 Outside Vehicle Maintenance	6,604	9,000	12,000	12,000	12,000	12,240	12,485	12,734	12,989	13,249	2.00%
3210	42210 Electrical Equipment Mainten.	8	-	-	-	-	-	-	-	-	-	

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
3210	43140 Gas Products	69,888	72,000	57,960	57,960	57,960	59,119	60,302	61,508	62,738	63,993	2.00%
3210	43200 Petroleum Products	2,098	-	-	-	-	-	-	-	-	-	-
3210	43240 Tires	5,765	6,150	7,000	7,000	7,000	7,140	7,283	7,428	7,577	7,729	2.00%
3210	43250 Vehicle Maintenance	15,838	20,000	20,000	20,000	20,000	20,400	20,808	21,224	21,649	22,082	2.00%
<b>3210</b>	<b>Total</b>	107,194	119,555	113,062	109,529	109,529	111,846	114,212	116,630	119,100	121,623	
<b>4110 Fire Rescue Services</b>												
4110	41010 Compensation	383,611	374,740	535,152	373,601	373,601	384,809	396,353	408,243	420,491	433,105	3.00%
4110	41020 Overtime Compensation	41,696	37,518	75,634	75,634	37,404	77,903	80,240	82,647	85,127	87,681	3.00%
4110	41030 Part-time Compensation	515,922	773,462	764,983	764,983	764,983	787,932	811,570	835,918	860,995	886,825	3.00%
4110	41130 Training Compensation	80,999	89,276	86,741	86,741	86,741	89,344	92,024	94,785	97,628	100,557	3.00%
4110	42030 Professional Services	29,183	35,275	42,303	42,303	42,303	43,149	44,012	44,892	45,790	46,706	2.00%
4110	42040 Print Services	727	750	500	500	500	510	520	531	541	552	2.00%
4110	42060 Telephone	5,744	7,425	7,425	7,425	7,425	7,574	7,725	7,879	8,037	8,198	2.00%
4110	42070 Advertising	-	300	-	-	-	-	-	-	-	-	-
4110	42080 Postage	236	1,000	800	800	800	816	832	849	866	883	2.00%
4110	42090 Training/Conferences	23,702	19,000	19,000	19,000	19,000	19,380	19,768	20,163	20,566	20,978	2.00%
4110	42100 Travel/Meals	1,250	2,600	2,600	2,600	2,600	2,652	2,705	2,759	2,814	2,871	2.00%
4110	42110 Memberships	2,213	4,617	4,617	4,617	4,617	4,709	4,804	4,900	4,998	5,098	2.00%
4110	42210 Electrical Equipment Mainten.	7,518	6,080	6,080	6,080	6,080	6,202	6,326	6,452	6,581	6,713	2.00%
4110	42260 Contracted Services	38,554	26,000	39,200	39,200	39,200	39,984	40,784	41,599	42,431	43,280	2.00%
4110	43010 Supplies & Materials	7,182	6,000	6,000	6,000	6,000	6,120	6,242	6,367	6,495	6,624	2.00%
4110	43040 Medical Supples	25,263	26,000	27,500	27,500	27,500	28,050	28,611	29,183	29,767	30,362	2.00%
4110	43050 Clothing/Uniforms	11,591	8,950	9,100	9,100	9,100	9,282	9,468	9,657	9,850	10,047	2.00%
4110	43210 Electronic Equipment	6,496	9,260	9,460	9,460	9,460	9,649	9,842	10,039	10,240	10,445	2.00%
4110	43220 Other Equipment	43,975	53,360	51,010	51,010	51,010	52,030	53,071	54,132	55,215	56,319	2.00%
4110	43320 Chemicals	502	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
4110	43330 Equipment Replacement	477	-	-	-	-	-	-	-	-	-	-
4110	44070 Contributions to Agencies	5,998	4,300	4,300	4,300	4,300	4,386	4,474	4,563	4,654	4,748	2.00%
4110	46030 Bad Debt	78,962	85,000	85,000	85,000	85,000	86,700	88,434	90,203	92,007	93,847	2.00%
<b>4110</b>	<b>Total</b>	1,311,801	1,572,913	1,779,405	1,617,854	1,579,624	1,663,221	1,709,885	1,757,884	1,807,258	1,858,046	
<b>4140 Fire Rescue Emergency Management</b>												
4140	43010 Supplies & Materials	413	1,480	1,480	1,480	1,480	1,510	1,540	1,571	1,602	1,634	2.00%
<b>4140</b>	<b>Total</b>	413	1,480	1,480	1,480	1,480	1,510	1,540	1,571	1,602	1,634	

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
<b>4150 Fire Rescue Hydrants</b>												
4150	42240 Water Main Charges	92,718	92,976	93,849	93,849	93,849	95,726	97,640	99,593	101,585	103,617	2.00%
<b>4150 Total</b>		92,718	92,976	93,849	93,849	93,849	95,726	97,640	99,593	101,585	103,617	
<b>4210 Fire Rescue Vehicle Maintenance</b>												
4210	41030 Part-time Compensation	-	2,000	2,000	2,000	2,000	2,060	2,122	2,185	2,251	2,319	3.00%
4210	42030 Professional Services	40,121	35,000	35,700	35,700	35,700	36,414	37,142	37,885	38,643	39,416	2.00%
4210	42200 Outside Vehicle Maintenance	52,323	19,000	19,000	19,000	22,000	19,380	19,768	20,163	20,566	20,978	2.00%
4210	42210 Electrical Equipment Mainten	2,557	4,000	4,000	4,000	4,000	4,080	4,162	4,245	4,330	4,416	2.00%
4210	43140 Gas Products	8,597	9,000	5,980	5,980	5,980	6,100	6,222	6,346	6,473	6,602	2.00%
4210	43160 Diesel Fuel	31,123	35,000	28,050	28,050	28,050	28,611	29,183	29,767	30,362	30,969	2.00%
4210	43180 Tools	22	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
4210	43200 Miscellaneous Products	1,551	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
4210	43240 Tires	6,263	8,000	8,000	8,000	8,000	8,160	8,323	8,490	8,659	8,833	2.00%
4210	43250 Vehicle Maintenance Parts	32,851	30,000	30,000	30,000	30,000	30,600	31,212	31,836	32,473	33,122	2.00%
4210	44190 Capital Equipment	-	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
<b>4210 Total</b>		175,408	149,000	139,730	139,730	142,730	142,545	145,416	148,346	151,334	154,384	
<b>5110 Parks &amp; Recreation Administration</b>												
5110	41010 Compensation	138,923	144,374	135,930	135,930	138,378	140,008	144,209	148,535	152,991	157,581	3.00%
5110	41020 Overtime Compensation	160	1,000	1,000	1,000	1,000	1,030	1,061	1,093	1,126	1,159	3.00%
5110	41030 Part-time Compensation	15,395	15,898	15,359	15,359	15,359	15,819	16,294	16,783	17,286	17,805	3.00%
5110	42030 Professional Services	2,348	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
5110	42060 Telephone	612	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
5110	42070 Advertising	-	-	-	-	-	-	-	-	-	-	
5110	42080 Postage	250	500	500	500	500	510	520	531	541	552	2.00%
5110	42090 Training/Conferences	1,641	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
5110	42100 Travel/Meals	1,290	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
5110	42110 Memberships	278	350	350	350	350	357	364	371	379	386	2.00%
5110	42260 Contracted Services	2,800	4,500	9,500	9,500	9,500	9,690	9,884	10,081	10,283	10,489	2.00%
5110	43010 Supplies & Materials	1,236	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
5110	43030 Books/Maps/Publications	-	-	-	-	-	-	-	-	-	-	
<b>5110 Total</b>		164,933	176,122	172,139	172,139	174,587	177,105	182,215	187,475	192,889	198,461	

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
<b>5111 Parks &amp; Recreation Programming</b>												
5111	41030 Part-time Compensation	80,549	95,500	103,500	103,500	103,500	106,605	109,803	113,097	116,490	119,985	3.00%
5111	41110 Payroll Tax	-	9,000	10,000	10,000	10,000	10,300	10,609	10,927	11,255	11,593	3.00%
5111	42030 Professional Services	631	800	800	800	800	816	832	849	866	883	2.00%
5111	42200 Outside Vehicle Maintenance	-	-	-	-	-	-	-	-	-	-	-
5111	42260 Contracted Services - Day Ca	24,714	30,000	30,000	30,000	30,000	30,600	31,212	31,836	32,473	33,122	2.00%
5111	42280 Contracted Services - Other	10,232	7,500	10,000	10,000	10,000	10,200	10,404	10,612	10,824	11,041	2.00%
5111	43010 Supplies and Materials - Day	5,808	7,000	7,000	7,000	7,000	7,140	7,283	7,428	7,577	7,729	2.00%
5111	43020 Supplies and Materials - Othe	110,273	4,000	4,000	4,000	4,000	4,080	4,162	4,245	4,330	4,416	2.00%
5111	43140 Vehicle Fuel	2,592	2,000	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
5111	43250 Vehicle Maintenance	722	3,000	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
5111	45020 Senior Programs	3,319	5,000	5,000	5,000	5,000	5,100	5,202	5,306	5,412	5,520	2.00%
5111	45030 Community Events	1,384	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
5111	45040 Summerfest	-	-	-	-	-	-	-	-	-	-	-
<b>5111 Total</b>		<b>240,224</b>	<b>166,800</b>	<b>176,300</b>	<b>176,300</b>	<b>176,300</b>	<b>180,961</b>	<b>185,749</b>	<b>190,668</b>	<b>195,722</b>	<b>200,914</b>	
<b>5120 Parks &amp; Recreation - Dundee &amp; Trails</b>												
5120	41030 Part-time Compensation	48,204	50,944	60,732	53,983	60,732	55,602	57,271	58,989	60,758	62,581	3.00%
5120	42030 Professional Services	4,301	8,000	8,000	8,000	8,000	8,160	8,323	8,490	8,659	8,833	2.00%
5120	42060 Telephone	342	500	500	500	500	510	520	531	541	552	2.00%
5120	42150 Refuse Pickup	210	400	400	400	400	408	416	424	433	442	2.00%
5120	42220 Electricity	1,967	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
5120	42230 Water Supply	1,440	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
5120	42250 Building Services	3,268	4,500	4,500	4,500	4,500	4,590	4,682	4,775	4,871	4,968	2.00%
5120	43010 Supplies and Materials	9,547	12,000	9,000	9,000	9,000	9,180	9,364	9,551	9,742	9,937	2.00%
5120	43140 Vehicle Fuel	-	-	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
5120	43250 Vehicle Maintenance	-	-	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
5120	45270 Lease of PWD Gambo Socce	843	-	850	850	850	867	884	902	920	938	2.00%
<b>5120 Total</b>		<b>70,122</b>	<b>80,844</b>	<b>91,982</b>	<b>85,233</b>	<b>91,982</b>	<b>87,477</b>	<b>89,783</b>	<b>92,151</b>	<b>94,584</b>	<b>97,084</b>	
<b>5130 Parks &amp; Recreation - Skate Park</b>												
5130	42060 Telephone	285	-	-	-	7,752	-	-	-	-	-	-
5130	42220 Electricity	64	-	-	-	-	-	-	-	-	-	-
5130	42260 Contracted Services	395	600	600	600	600	612	624	637	649	662	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
5130	43010 Supplies and Materials	613	5,000	5,000	5,000	5,000	5,100	5,202	5,306	5,412	5,520	2.00%
5130	43020 Office Supplies & First Aid	-	-	-	-	150	-	-	-	-	-	-
<b>5130</b>	<b>Total</b>	1,357	5,600	5,600	5,600	13,502	5,712	5,826	5,943	6,062	6,183	
<b>5510 Public Library</b>												
5510	41010 Compensation	218,083	241,175	286,076	249,224	249,224	256,701	264,402	272,334	280,504	288,919	3.00%
5510	41030 Part-time Compensation	43,481	42,030	81,108	40,396	58,075	41,608	42,856	44,142	45,466	46,830	3.00%
5510	42030 Professional Services	3,802	9,100	9,700	9,700	9,700	9,894	10,092	10,294	10,500	10,710	2.00%
5510	42040 Print Services	2,234	1,100	1,100	1,100	1,100	1,122	1,144	1,167	1,191	1,214	2.00%
5510	42050 Equipment Maintenance	1,272	1,410	1,550	1,550	1,550	1,581	1,613	1,645	1,678	1,711	2.00%
5510	42060 Telephone	2,188	2,250	2,250	2,250	2,250	2,295	2,341	2,388	2,435	2,484	2.00%
5510	42080 Postage	371	1,200	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
5510	42090 Training/Conferences	689	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
5510	42100 Travel/Meals	1,097	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
5510	42110 Memberships	337	500	500	500	500	510	520	531	541	552	2.00%
5510	43010 Supplies & Materials	3,960	4,500	4,500	4,500	4,500	4,590	4,682	4,775	4,871	4,968	2.00%
5510	43030 Books, Maps & Publications	23,973	28,630	28,630	28,630	28,630	29,203	29,787	30,382	30,990	31,610	2.00%
5510	43060 Non-printed Materials	5,556	9,600	16,800	16,800	16,800	17,136	17,479	17,828	18,185	18,549	2.00%
5510	43220 Other Equipment	5,084	11,570	5,000	5,000	5,000	5,100	5,202	5,306	5,412	5,520	2.00%
<b>5510</b>	<b>Total</b>	312,127	356,565	441,714	364,150	381,829	374,329	384,799	395,568	406,644	418,036	
<b>6110 Code Enforcement &amp; Zoning Administration</b>												
6110	41010 Compensation	157,435	160,359	257,216	207,399	207,399	213,621	220,030	226,630	233,429	240,432	3.00%
6110	42030 Professional Services	331	9,000	9,000	9,000	9,000	9,180	9,364	9,551	9,742	9,937	2.00%
6110	42040 Print Services	820	200	200	200	200	204	208	212	216	221	2.00%
6110	42050 Equipment Maintenance	-	500	500	500	500	510	520	531	541	552	2.00%
6110	42060 Telephone	1,370	2,500	3,900	3,900	3,900	3,978	4,058	4,139	4,221	4,306	2.00%
6110	42070 Advertising	634	1,500	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
6110	42080 Postage	320	800	800	800	800	816	832	849	866	883	2.00%
6110	42090 Training/Conferences	1,632	2,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
6110	42100 Travel/Meals	1,542	1,200	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
6110	42110 Memberships	465	500	500	500	500	510	520	531	541	552	2.00%
6110	43010 Supplies & Materials	924	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
6110	43030 Books, Maps & Publications	1,057	1,500	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
6110	43140 Gas Products	1,592	1,500	2,070	2,070	2,070	2,111	2,154	2,197	2,241	2,285	2.00%
6110	43220 Other Equipment	925	1,000	3,900	3,900	3,900	3,978	4,058	4,139	4,221	4,306	2.00%
6110	43300 Copy Services	253	500	500	500	500	510	520	531	541	552	2.00%
<b>6110</b>	<b>Total</b>	<b>169,300</b>	<b>184,059</b>	<b>287,086</b>	<b>237,269</b>	<b>237,269</b>	<b>244,088</b>	<b>251,106</b>	<b>258,329</b>	<b>265,762</b>	<b>273,411</b>	
<b>6120 Planning</b>												
6120	41010 Compensation	141,179	170,695	177,508	177,508	177,508	182,833	188,318	193,968	199,787	205,781	3.00%
6120	42030 Professional Services	5,516	10,000	10,000	10,000	10,000	10,200	10,404	10,612	10,824	11,041	2.00%
6120	42040 Print Services	190	750	500	500	500	510	520	531	541	552	2.00%
6120	42050 Equipment Maintenance	-	500	500	500	500	510	520	531	541	552	2.00%
6120	42060 Telephone	1,122	1,800	1,800	1,800	1,800	1,836	1,873	1,910	1,948	1,987	2.00%
6120	42070 Advertising	5,135	5,000	5,000	5,000	5,000	5,100	5,202	5,306	5,412	5,520	2.00%
6120	42080 Postage	831	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
6120	42090 Training/Conferences	1,439	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
6120	42100 Travel/Meals	748	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
6120	42110 Memberships	641	900	900	900	900	918	936	955	974	994	2.00%
6120	43010 Supplies & Materials	1,922	1,500	1,500	1,500	1,500	1,530	1,561	1,592	1,624	1,656	2.00%
6120	43030 Books, Maps & Publications	143	500	500	500	500	510	520	531	541	552	2.00%
6120	43140 Fuel	0	-	300	300	300	306	312	318	325	331	2.00%
6120	43220 Other Equipment	60	0	1,600	1,600	1,600	1,632	1,665	1,698	1,732	1,767	2.00%
6120	43300 Copy Services	460	500	500	500	500	510	520	531	541	552	2.00%
<b>6120</b>	<b>Total</b>	<b>159,386</b>	<b>197,145</b>	<b>205,608</b>	<b>205,608</b>	<b>205,608</b>	<b>211,495</b>	<b>217,554</b>	<b>223,788</b>	<b>230,203</b>	<b>236,805</b>	
<b>6121 Comprehensive Master Plan</b>												
6121	42030 Professional Services	2,367	-	25,000	25,000	25,000	25,500	26,010	26,530	27,061	27,602	2.00%
<b>6121</b>	<b>Total</b>	<b>2,367</b>	<b>-</b>	<b>25,000</b>	<b>25,000</b>	<b>25,000</b>	<b>25,500</b>	<b>26,010</b>	<b>26,530</b>	<b>27,061</b>	<b>27,602</b>	
<b>6510 Assessing</b>												
6510	41010 Compensation	217,843	222,359	225,758	225,758	229,650	232,531	239,507	246,692	254,093	261,715	3.00%
6510	42030 Professional Services	-	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
6510	42040 Print Services	-	500	500	500	500	510	520	531	541	552	2.00%
6510	42050 Equipment Maintenance	10,285	19,760	11,125	11,125	11,125	11,348	11,574	11,806	12,042	12,283	2.00%
6510	42060 Telephone	285	804	804	804	804	820	836	853	870	888	2.00%
6510	42070 Advertising	173	500	500	500	500	510	520	531	541	552	2.00%
6510	42080 Postage	940	2,673	2,673	2,673	2,673	2,726	2,781	2,837	2,893	2,951	2.00%
6510	42090 Training/Conferences	1,079	1,655	1,655	1,655	1,655	1,688	1,722	1,756	1,791	1,827	2.00%
6510	42100 Travel/Meals	1,593	1,780	1,780	1,780	1,780	1,816	1,852	1,889	1,927	1,965	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
6510	42110 Memberships	924	900	900	900	900	918	936	955	974	994	2.00%
6510	43010 Supplies & Materials	1,576	1,600	1,600	1,600	1,600	1,632	1,665	1,698	1,732	1,767	2.00%
6510	43030 Books, Maps & Publications	2,943	3,320	3,320	3,320	3,320	3,386	3,454	3,523	3,594	3,666	2.00%
6510	43220 Other Equipment	-	-	-	-	-	-	-	-	-	-	-
6510	43390 Vehicle Expenses	511	700	700	700	700	714	728	743	758	773	2.00%
<b>6510</b>	<b>Total</b>	<b>238,151</b>	<b>259,551</b>	<b>254,315</b>	<b>254,315</b>	<b>258,207</b>	<b>261,659</b>	<b>269,217</b>	<b>276,997</b>	<b>285,004</b>	<b>293,245</b>	
<b>6520 Geographic Information Systems</b>												
6520	42030 Professional Services	2,291	4,000	4,000	4,000	4,000	4,080	4,162	4,245	4,330	4,416	2.00%
6520	42050 Equipment Maintenance	3,715	3,647	3,746	3,746	3,746	3,821	3,897	3,975	4,055	4,136	2.00%
6520	42090 Training/Conferences	95	1,200	1,200	1,200	1,200	1,224	1,248	1,273	1,299	1,325	2.00%
6520	43010 Supplies & Materials	799	2,000	2,000	2,000	2,000	2,040	2,081	2,122	2,165	2,208	2.00%
6520	43030 Books, Maps & Publications	-	500	500	500	500	510	520	531	541	552	2.00%
6520	43220 Other Equipment	-	-	-	-	-	-	-	-	-	-	-
<b>6520</b>	<b>Total</b>	<b>6,900</b>	<b>11,347</b>	<b>11,446</b>	<b>11,446</b>	<b>11,446</b>	<b>11,675</b>	<b>11,908</b>	<b>12,147</b>	<b>12,390</b>	<b>12,637</b>	
<b>7510 Town Clerk</b>												
7510	41010 Compensation	96,121	99,792	100,638	100,638	100,638	103,657	106,767	109,970	113,269	116,667	3.00%
7510	41030 Part-time Compensation	30,724	33,208	33,712	33,712	33,712	34,723	35,765	36,838	37,943	39,081	3.00%
7510	42030 Professional Services	3,147	5,530	5,530	5,530	5,530	5,641	5,753	5,868	5,986	6,106	2.00%
7510	42040 Print Services	1,441	4,000	4,000	4,000	4,000	4,080	4,162	4,245	4,330	4,416	2.00%
7510	42050 Equipment Maintenance	55	900	900	900	900	918	936	955	974	994	2.00%
7510	42060 Telephone	1,199	1,300	1,300	1,300	1,300	1,326	1,353	1,380	1,407	1,435	2.00%
7510	42070 Advertising	3,179	3,300	3,300	3,300	3,300	3,366	3,433	3,502	3,572	3,643	2.00%
7510	42080 Postage	1,227	1,100	1,100	1,100	1,100	1,122	1,144	1,167	1,191	1,214	2.00%
7510	42090 Training/Conferences	680	750	750	750	750	765	780	796	812	828	2.00%
7510	42100 Travel/Meals	1,501	2,200	2,200	2,200	2,200	2,244	2,289	2,335	2,381	2,429	2.00%
7510	42110 Memberships	110	140	140	140	140	143	146	149	152	155	2.00%
7510	43010 Supplies & Materials	2,899	3,000	3,000	3,000	3,000	3,060	3,121	3,184	3,247	3,312	2.00%
7510	43030 Books, Maps & Publications	2,459	2,500	2,500	2,500	2,500	2,550	2,601	2,653	2,706	2,760	2.00%
<b>7510</b>	<b>Total</b>	<b>144,742</b>	<b>157,720</b>	<b>159,070</b>	<b>159,070</b>	<b>159,070</b>	<b>163,595</b>	<b>168,250</b>	<b>173,041</b>	<b>177,970</b>	<b>183,041</b>	
<b>8110 Social Services</b>												
8110	41010 Compensation	76,752	87,084	89,424	89,424	89,424	92,107	94,870	97,716	100,648	103,667	3.00%
8110	42030 Professional Services	-	-	-	-	-	-	-	-	-	-	-
8110	42060 Telephone	742	700	700	700	700	714	728	743	758	773	2.00%
8110	42080 Postage	153	200	200	200	200	204	208	212	216	221	2.00%

# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
8110	42090 Training/Conferences	195	300	345	345	345	352	359	366	373	381	2.00%
8110	42100 Travel/Meals	128	350	350	350	350	357	364	371	379	386	2.00%
8110	42110 Memberships	-	-	200	200	200	204	208	212	216	221	2.00%
8110	43010 Supplies & Materials	649	1,000	1,000	1,000	1,000	1,020	1,040	1,061	1,082	1,104	2.00%
8110	43090 General Assistance	46,033	50,000	40,000	40,000	40,000	40,800	41,616	42,448	43,297	44,163	2.00%
8110	43100 User Fee Offset	8,956	10,000	10,000	10,000	10,000	10,200	10,404	10,612	10,824	11,041	2.00%
<b>8110 Total</b>		<b>133,608</b>	<b>149,634</b>	<b>142,219</b>	<b>142,219</b>	<b>142,219</b>	<b>145,958</b>	<b>149,798</b>	<b>153,743</b>	<b>157,795</b>	<b>161,957</b>	
<b>8120 Social Service Agency Funding</b>												
8120	44070 Contributions to Agencies	28,750	21,400	23,200	23,200	23,200	23,664	24,137	24,620	25,112	25,615	2.00%
<b>8120 Total</b>		<b>28,750</b>	<b>21,400</b>	<b>23,200</b>	<b>23,200</b>	<b>23,200</b>	<b>23,664</b>	<b>24,137</b>	<b>24,620</b>	<b>25,112</b>	<b>25,615</b>	
<b>TOTAL OPERATING</b>		<b>11,409,556</b>	<b>12,010,855</b>	<b>13,171,918</b>	<b>12,404,508</b>	<b>12,470,805</b>	<b>12,762,562</b>	<b>13,123,516</b>	<b>13,495,370</b>	<b>13,878,475</b>	<b>14,273,193</b>	
<b>9110 Capital Equipment Replacement</b>												
9110	44190 Capital Equipment	976,219	625,000	625,000	625,000	625,000	725,000	825,000	825,000	725,000	725,000	0.00%
<b>9110 Total</b>		<b>976,219</b>	<b>625,000</b>	<b>625,000</b>	<b>625,000</b>	<b>625,000</b>	<b>725,000</b>	<b>825,000</b>	<b>825,000</b>	<b>725,000</b>	<b>725,000</b>	
<b>9120 Road Improvements</b>												
9120	42190 Contracted Services	857,208	750,000	1,080,000	1,080,000	1,080,000	1,700,000	1,700,000	1,700,000	1,700,000	1,700,000	0.00%
<b>9120 Total</b>		<b>857,208</b>	<b>750,000</b>	<b>1,080,000</b>	<b>1,080,000</b>	<b>1,080,000</b>	<b>1,700,000</b>	<b>1,700,000</b>	<b>1,700,000</b>	<b>1,700,000</b>	<b>1,700,000</b>	
<b>9130 Building &amp; Facilities Improvements</b>												
9130	42030 Professional Services	-	-	-	-	-	-	-	-	-	-	
9130	42260 Contracted Services	230,802	150,000	327,935	200,000	200,000	230,000	304,500	150,000	150,000	150,000	0.00%
9130	44020 Land Improvements	260,000	260,000	260,000	400,650	400,650	408,663	416,836	425,173	433,676	442,350	2.00%
<b>9130 Total</b>		<b>490,802</b>	<b>410,000</b>	<b>587,935</b>	<b>600,650</b>	<b>600,650</b>	<b>638,663</b>	<b>721,336</b>	<b>575,173</b>	<b>583,676</b>	<b>592,350</b>	
<b>9140 Land &amp; Facilities Improvements</b>												
9140	44020 Land Improvements	50,000	-	325,000	50,000	50,000	325,000	325,000	325,000	325,000	325,000	
<b>9140 Total</b>		<b>50,000</b>	<b>-</b>	<b>325,000</b>	<b>50,000</b>	<b>50,000</b>	<b>325,000</b>	<b>325,000</b>	<b>325,000</b>	<b>325,000</b>	<b>325,000</b>	
<b>9170 Sewer Assessment</b>												
9170	44120 PWD Assessment	351,756	351,756	351,756	351,756	351,756	358,791	365,967	373,286	380,752	388,367	2.00%
<b>9170 Total</b>		<b>351,756</b>	<b>351,756</b>	<b>351,756</b>	<b>351,756</b>	<b>351,756</b>	<b>358,791</b>	<b>365,967</b>	<b>373,286</b>	<b>380,752</b>	<b>388,367</b>	

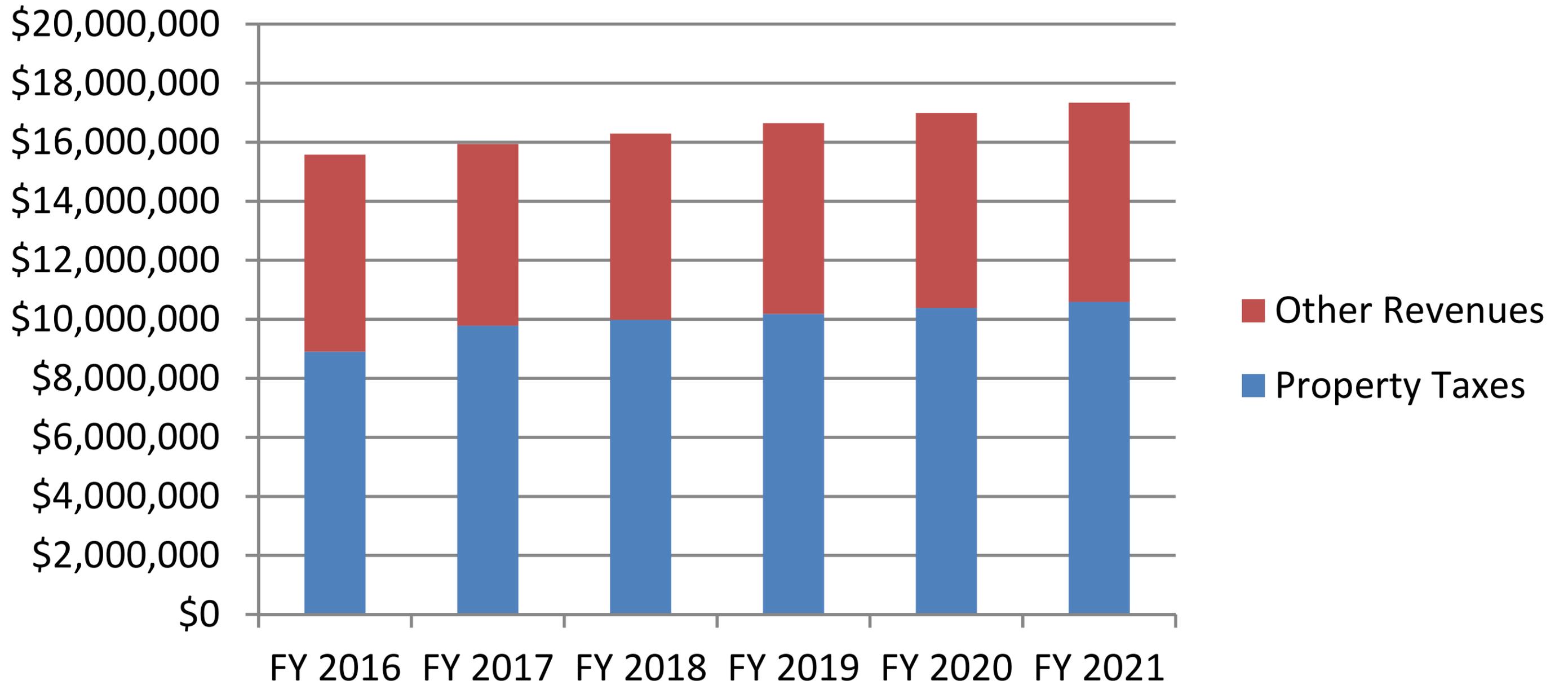
# TOWN of WINDHAM

## FY 2015-2016 MUNICIPAL BUDGET

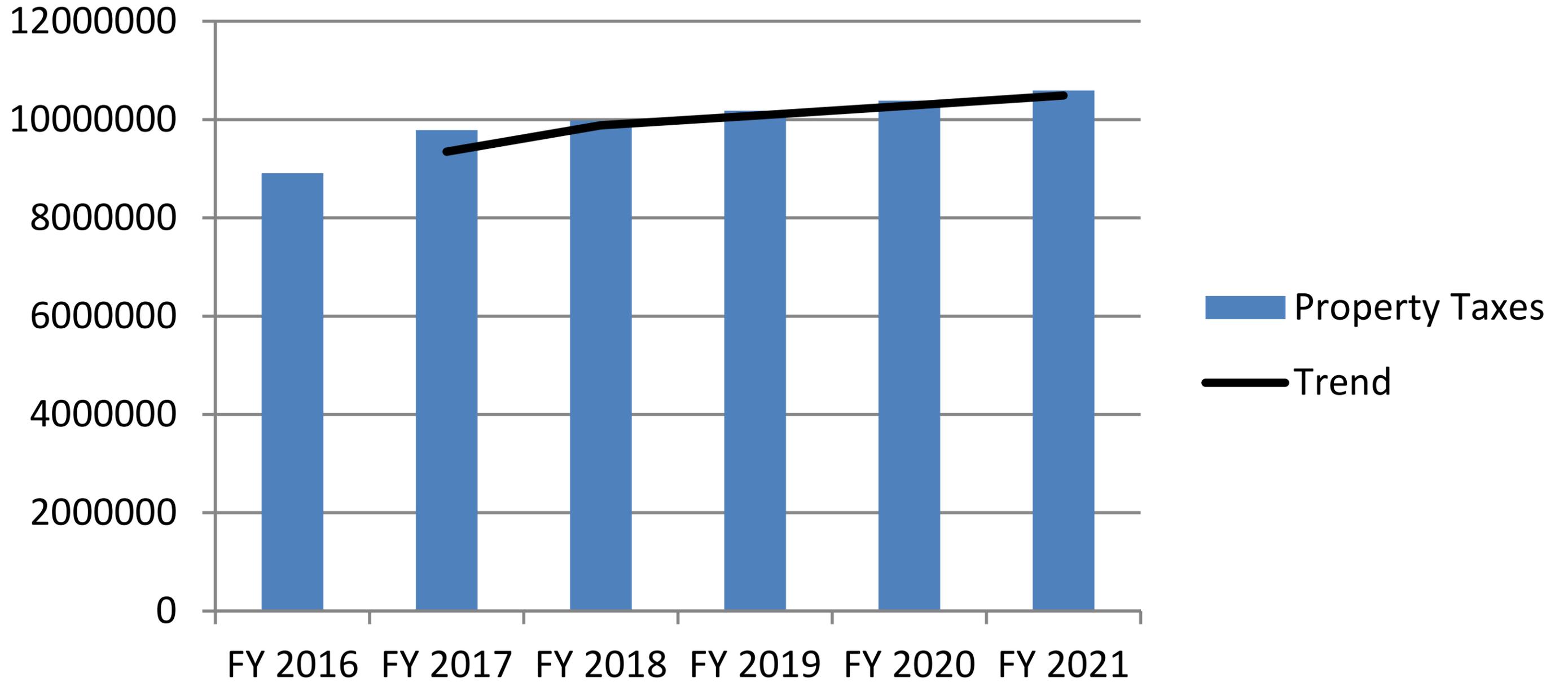
### OBJECT SUMMARY (w/subtotals)

dept	acct description	FY 2014 actual	FY 2015 approved	FY 2016 preliminary	FY 2016 manager	FY2016 approved	FY 2017 projected	FY 2018 projected	FY 2019 projected	FY 2020 projected	FY 2021 projected	projection factor
<b>9510 Debt Service</b>												
9510	46010 Debt Principal	150,000	150,000	150,000	150,000	150,000	150,000	150,000	150,000	145,000	145,000	0.00%
9510	46020 Debt Interest	60,375	55,125	50,625	50,625	50,625	46,500	41,625	35,625	30,088	23,925	-20.48%
	Other Debt						197,450	409,401	830,618	963,956	962,388	
<b>9510 Total</b>		210,375	205,125	200,625	200,625	200,625	393,950	601,026	1,016,243	1,139,044	1,131,313	
<b>9910 Contingency</b>												
9910	43010 Supplies and Materials	6,660	100,000	100,000	100,000	100,000	102,000	104,040	106,121	108,243	110,408	2.00%
<b>9910 Total</b>		6,660	100,000	100,000	100,000	100,000	102,000	104,040	106,121	108,243	110,408	
<b>9920 Energy &amp; Weather Emergency Fund</b>												
9920	43010 Emergency Fund	-	100,000	100,000	100,000	100,000	102,000	104,040	106,121	108,243	110,408	2.00%
<b>9920 Total</b>		-	100,000	100,000	100,000	100,000	102,000	104,040	106,121	108,243	110,408	
<b>TOTAL CAPITAL &amp; NON-OPERATING</b>		2,943,020	2,541,881	3,370,316	3,108,031	3,108,031	4,345,404	4,746,409	5,026,944	5,069,959	5,082,846	
<b>Grand Total</b>		14,352,575	14,552,736	16,542,234	15,512,539	15,578,836	17,107,966	17,869,925	18,522,314	18,948,434	19,356,039	

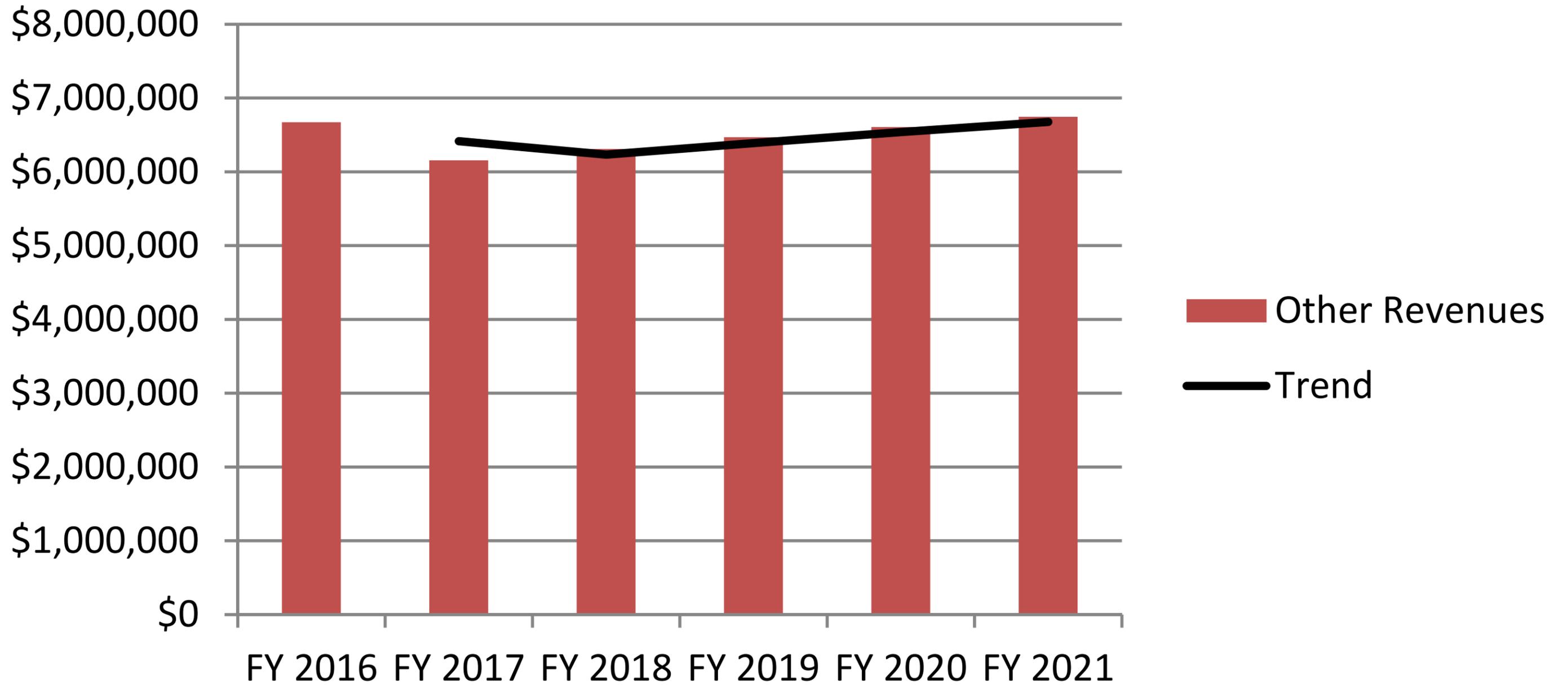
# Total Revenue Sources



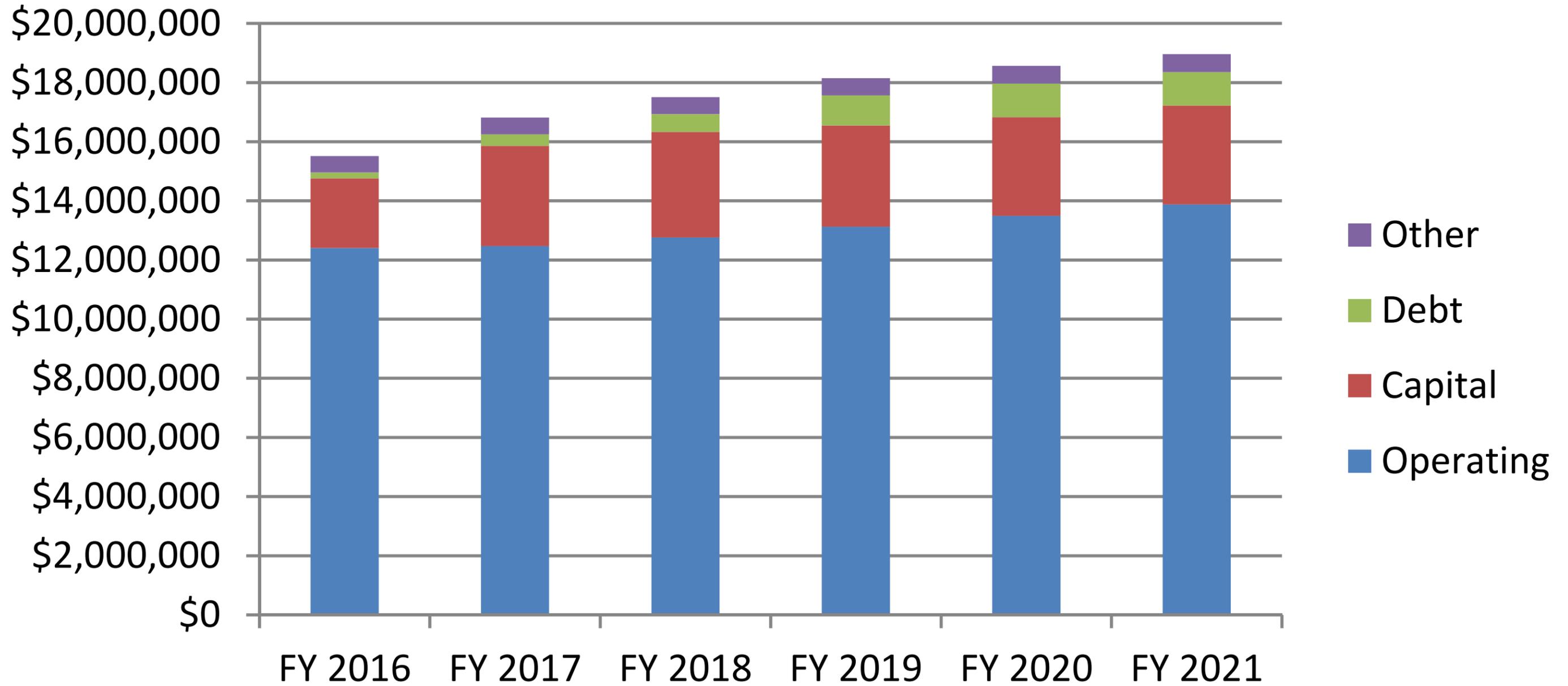
# Property Taxes



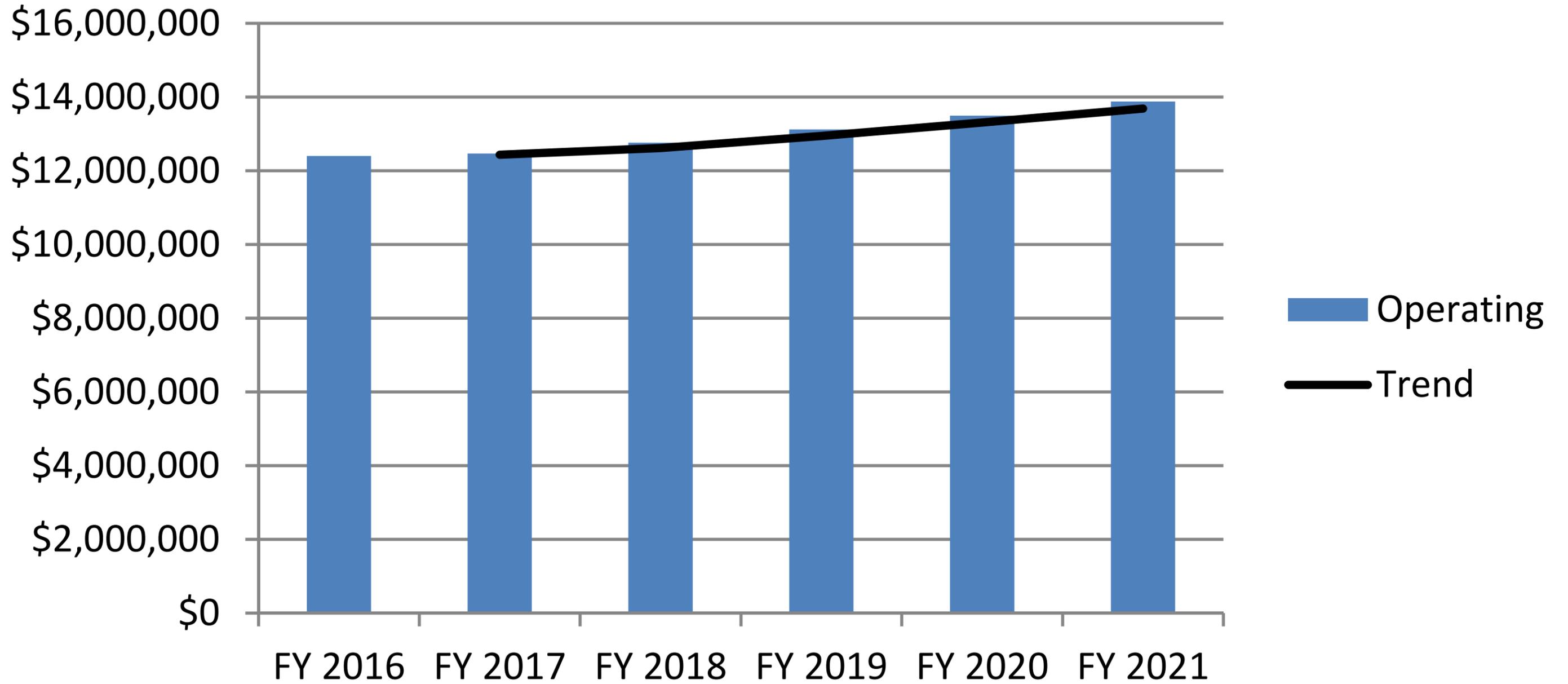
# Other Revenues



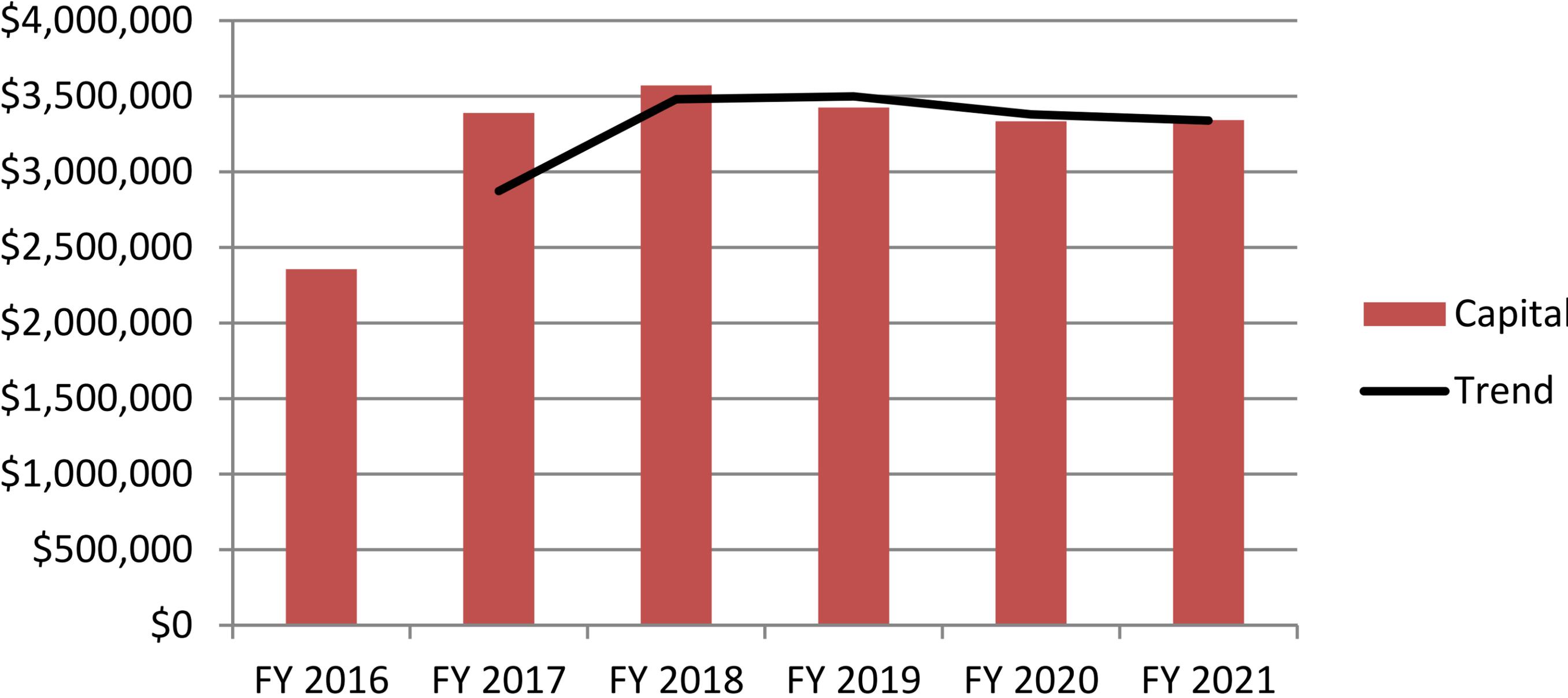
# Total Projected Expenses



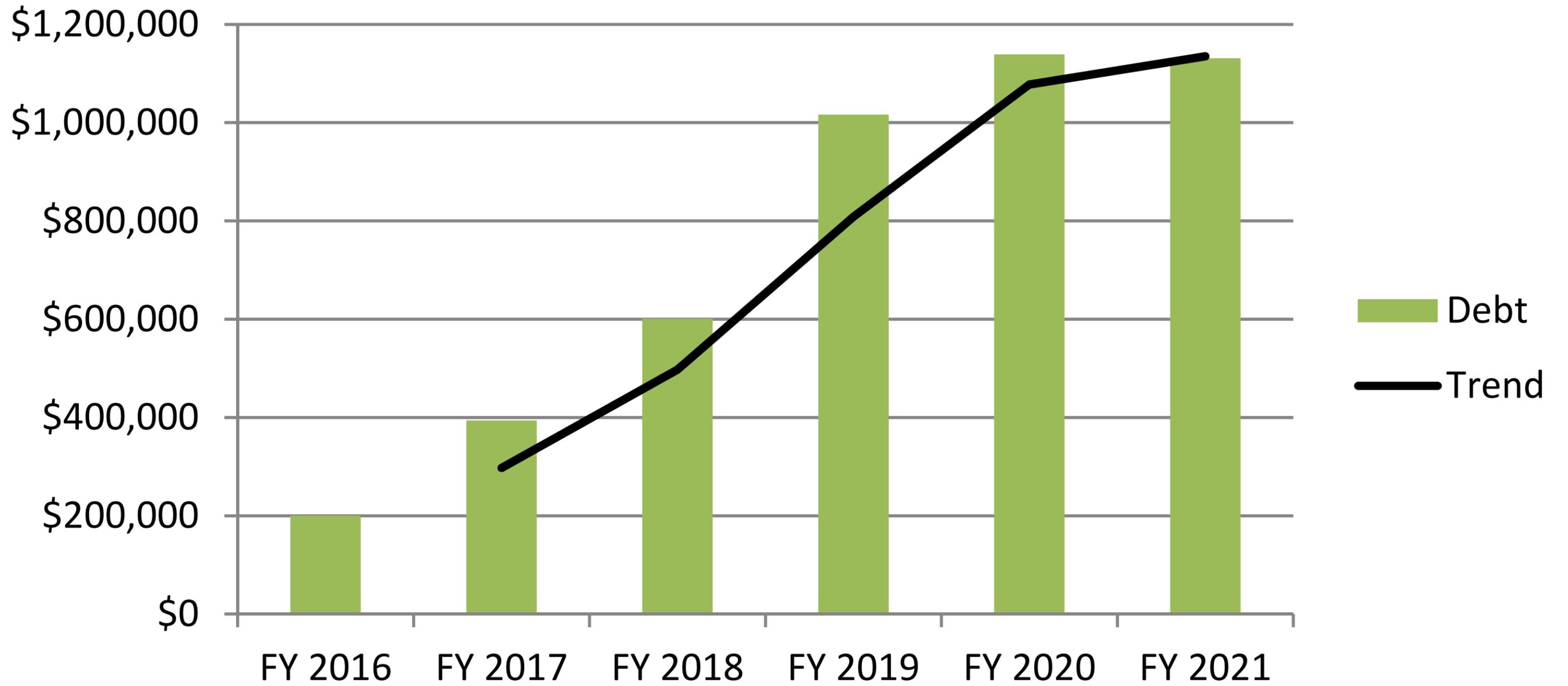
# Operating



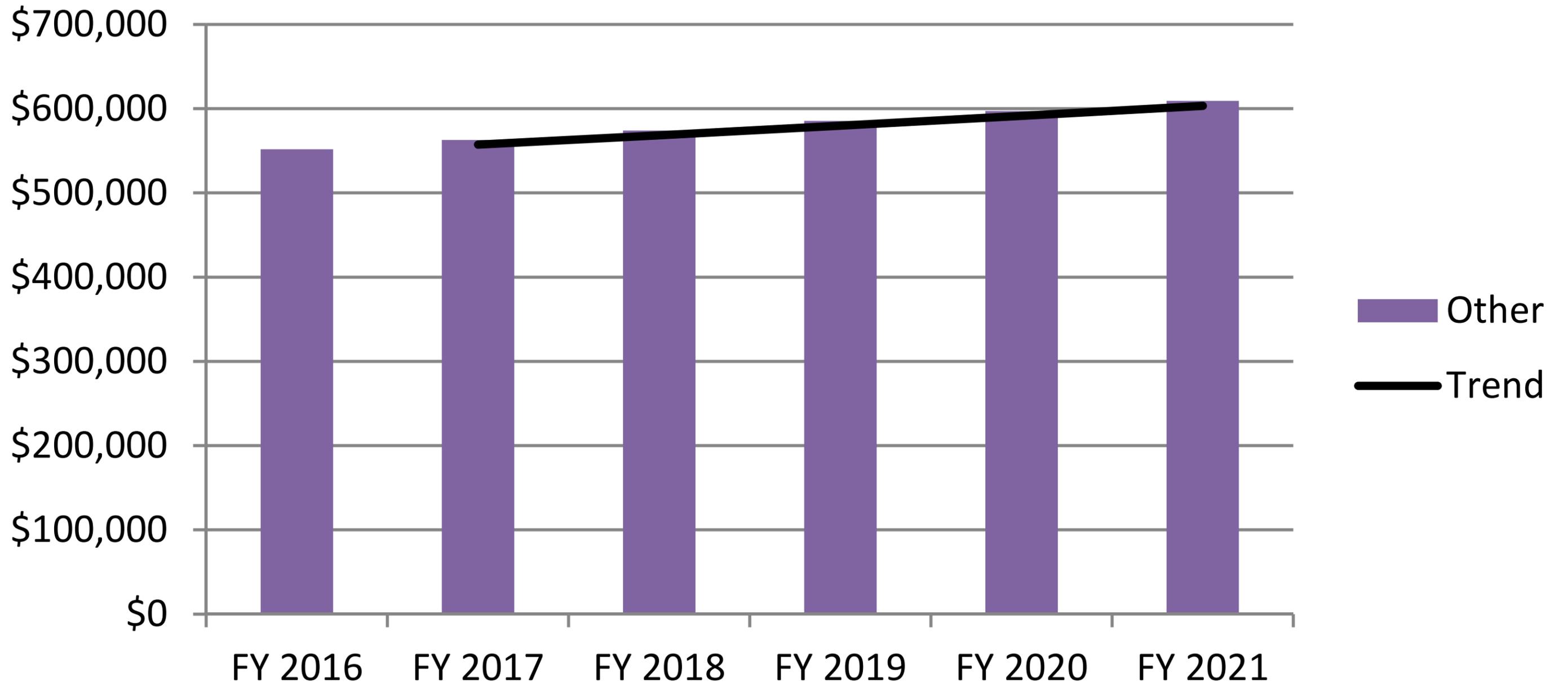
# Capital



# Debt



# Other



**Appendix G – Goals & Policies with Priority Level and Responsible Party**

**Goals and Policies  
by Inventory Chapter**

High Priority = undertake project in 1-2 years  
Lower Priority = undertake project in 3+ years  
Ongoing = Change in practice or process

					Priority	Responsibility of Implementation
<b>Future Land Use Plan</b>						
				1 To coordinate the community's land use strategies with other local and regional land use planning efforts.		
		1.a		Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.	High	Staff
				2 To support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.		
		2.a		Assign responsibility for implementing the Future Land Use Plan to the appropriate committee, board or municipal official.	High	Town Council, Long Range Planning Committee
		2.b		Using the descriptions provided in the Future Land Use Plan narrative, maintain, enact or amend local ordinances as appropriate to: a. Clearly define the desired scale, intensity, and location of future development; b. Establish or maintain fair and efficient permitting procedures, and explore streamlining permitting procedures in growth areas; and c. Clearly define protective measures for critical natural resources and, where applicable, important natural resources. d. Clearly define protective measures for any proposed critical rural areas and/or critical waterfront areas, if proposed.	High	Long Range Planning Committee
		2.c		Track new development in the community by type and location.	High	Long Range Planning Committee, Staff
		2d		Periodically (at least every five years) evaluate implementation of the plan in accordance with Section 2.7.	High	Long Range Planning Committee, Staff
				3 To support the level of financial commitment necessary to provide needed infrastructure in growth areas.		
		3.a		Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land uses.	High	Town Council, Long Range Planning Committee
				4 To establish efficient permitting procedures, especially in growth areas.		
		4.a		Provide the code enforcement officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A M.R.S.A. §4451.	Ongoing	Town Council
				5 To protect critical rural and critical waterfront areas from the impacts of development.		
		5.a		Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas identified in the Future Land Use Plan.	Ongoing	Town Council

<b>Historical &amp; Archaeological Resources</b>						
				1 Protect to the greatest extent practicable the significant historic and archaeological resources in the community.		
			1.a	For known historic archeological sites and areas sensitive to prehistoric archeology, through local land use ordinances require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.	Ongoing	Staff
			1.b	Adopt or amend land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.	Ongoing	Staff
			1.c	Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources.	Ongoing	Staff
				2 Identify and build public awareness of Windham's most significant historical resources and structures.		
			2.a	Work with the Windham Historical Society to complete the historic building and site inventory started by the Society.	Lower	Town Council, Staff
			2.b	Use the mapping provided by the MHPC showing potential prehistoric archeological resources as the basis for a professional survey of the highlighted areas.	Lower	Staff
			2.c	Identify historic resources with signage at the street. According to members of the Historical Society, there were signs installed by the Town to identify between 30-40 historic sites and buildings many decades ago. Over the years, this signage has not been maintained or gone missing for all but a few locations.	High	Town Council, Staff
				3 Protect Windham's most significant historic resources and structures.		
			3.a	Work with the Windham Historical Society, land trusts and private property owners to permanently protect significant historic buildings and sites through acquisition or listing in the National Register of Historic Places.	Lower	Town Council, Staff
			3.b	Re-establish the Historic Preservation Commission in order to update and implement the Historic Preservation Ordinance.	Lower	Town Council, Staff
<b>Water &amp; Natural Resources</b>						
				1 To protect current and potential drinking water sources		
				2 To protect significant surface water resources from pollution and improve water quality where needed.		
				3 To protect water resources in growth areas while promoting more intensive development in those areas.		

			4 To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.		
			5 To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.		
			6 To conserve critical natural resources in the community.		
			7 To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.		
		7.a	Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with:		
			i. Maine Stormwater Management Law and Maine Stormwater Regulations (Title 38 MSRA 420-D and 06-096 CMR 500 and 502).	Ongoing	Staff
			ii. MaineDEP allocations for allowable levels of phosphorous in Lake/Pond watersheds.	Ongoing	Staff
			iii. Maine Pollution Discharge Elimination System Stormwater Program	Ongoing	Staff
		7.b	Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.	High	Staff
		7.c	Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.	N/A	N/A
		7.d	Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.	High	Town Council, Staff
		7.e	Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.	Ongoing	Staff
		7.f	Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.	Ongoing	Staff
		7.g	Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.	Ongoing	Staff
		7.h	Provide educational materials at appropriate locations regarding aquatic invasive species.	Lower	Staff
		7.i	Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.	High	Staff
		7.j	Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.	Lower	Staff

			7.k	Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.	Ongoing	Staff
			7.l	Through local land use ordinances, require the planning board (or other designated review authority) to include as part of the review process, consideration of pertinent BwH maps and information regarding critical natural resources.	Ongoing	Staff
			7.m	Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.	Ongoing	Staff
			7.n	Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.	High	Town Council, Long Range Planning Committee, Staff
			7.o	Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.	Ongoing	Staff
<b>Agriculture &amp; Forestry</b>						
1 To safeguard lands identified as prime farmland or capable of supporting commercial forestry.						
			1.a	Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.	Ongoing	Staff
			1.b	Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.	Ongoing	Staff
			1.c	Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable.	N/A	N/A
			1.d	Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.	N/A	N/A
			1.e	Create an Open Space Plan for the Town that identifies the most important working farms forest lands in Windham. Properties identified should be targeted for preservation of productive capacity.	High	Long Range Planning Committee

2 To support farming and forestry and encourage their economic viability.					
		2.a	Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.	Ongoing	Staff
		2.b	Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.	Ongoing	Staff
3 To establish programs that incentivize keeping farms and forest lands in production.					
		3.a	Create a program that is funded annually to create and build-up a source of funding for the purchase of development rights or of land as opportunities present themselves to the community. This fund could be used as matching funds when working grant money or funding sources from other organizations.	High	Town Council
		3.b	Encourage owners of productive farm and forest land to enroll in the current use taxation program	Ongoing	Staff
<b>Economy</b>					
1 To support the type of economic development activity the community desires, reflecting the community's role in the region.					
		1.a	Enact or amend local ordinances to reflect the desired scale, design, intensity and location of future economic development.	High	Long Range Planning Committee
		1.b	Continue to implement the Town's Economic Development Strategic Plan, and update this plan every 5 years.	Ongoing	Town Council, Windham Economic Development Corporation
2 To make a financial commitment to support desired economic development, including needed public improvements					
		2.a	Assign responsibility and provide financial support for economic development activities to the Windham Economic Development Corporation.	Ongoing	Town Council
		2.b	Identify the mechanisms to be considered to finance public investments that support economic development (local tax dollars, creating a tax increment financing district , a Community Development Block Grant or other grants, bonding, impact fees, development districts, etc.)	Ongoing	Town Council, Staff
		2.c	Develop a Capital Improvement Plan (CIP) that includes infrastructure projects in order to prioritize needed investments, allows the Town to incorporate local improvements with outside agency projects, (including MaineDOT, Portland Water District) and plan for required funding needs over time.	High	Town Council, Staff
		2.d	Focus on implementing existing and future plans that support economic development and create a true sense of place in North Windham, Windham Center and South Windham.	High	Town Council, Long Range Planning Committee, Staff

			2.e	Implement the 21 <sup>st</sup> Century Plan in a manner that creates a true town center.	High	Town Council, Staff
			2.f	Develop neighborhood or district plans for Windham Center and South Windham.	Lower	Long Range Planning Committee
3 To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.						
			3.a	Participate in any regional economic development planning efforts.	Ongoing	Windham Economic Development Corporation, Staff
<b>Housing</b>						
1 To encourage and promote adequate workforce housing to support the community's and region's economic development.						
			1.a	Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.	Lower	Town Council, Staff
2 To ensure that land use controls encourage the development of quality affordable housing, including rental housing						
			2.a	Maintain, enact or amend growth area land use regulations to increase density, decrease lot size, setbacks and road width or provide incentives such as density bonuses to encourage the development of affordable/workforce housing.	High	Town Council, Long Range Planning Committee, Staff
			2.b	Maintain, enact or amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.	Ongoing	Town Council, Staff
			2.c	Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2).	Ongoing	Town Council, Staff
3 To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs						
			3.a	Create or continue to support a community affordable/workforce housing committee or regional affordable housing coalition.	Lower	Staff
			3.b	Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.	Ongoing	Staff
<b>Recreation, Parks &amp; Open Space</b>						
1 To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.						
			1.a	Develop a Recreation and Open Space plan to meet current and future needs. Assign a committee or community official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.	High	Long Range Planning Committee

		1.b	Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.	Ongoing	Staff, Parks and Recreation Advisory Committee
		1.c	Prioritize the build-out of Donnabeth Lippman Park per the Master Plan.	High	Staff, Parks and Recreation Advisory Committee
2 To preserve Open Space for Recreational use as appropriate.					
		2.a	Identifying land for preservation should be included as part of the recreation and open space plan suggested in Strategy 1.1.	High	Long Range Planning Committee
		2.b	Work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land.	High	Staff, Parks and Recreation Advisory Committee
		2.c	Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine’s landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A.	High	Staff, Parks and Recreation Advisory Committee
3 To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing and swimming and work with nearby property owners to address concerns.					
		3.a	Use the list of water bodies identified in the “Water Access Needs” section of this chapter as a starting point to prioritize proactive Town efforts related to additional public access .	Lower	Long Range Planning Committee
		3.b	Work with land trusts, lake associations, and landowners to establish new access points to Windham’s lakes and ponds.	Ongoing	Staff, Parks and Recreation Advisory Committee
4 Build new facilities to serve an expanding demand and a growing population.					
		4.a	Build a Community/Recreation Center. Note that the effort required to determine the size, services, and facilities of such a Center may or may not be part of a Recreation and Open Space Plan.	High	Town Council
		4.b	Identify and obtain land in order to build an Outdoor Field complex as part of a Recreation and Open Space Plan.	High	Town Council
		4.c	Build more playgrounds within walking distance of existing neighborhoods. This can be implemented through the subdivision process, or through the Recreation Capital Plan for properties identified in a Recreation and Open Space Plan.	Ongoing	Staff, Parks and Recreation Advisory Committee
5 Preserve open spaces, forests, and agricultural lands important to the residents of Windham					

			5.a	Develop a Recreation and Open Space Plan to further detail and prioritize recreation needs and to create a framework for evaluating land to be preserved for environmental, scenic, cultural/historic, or agricultural and forestry purposes..	High	Long Range Planning Committee
			5.b	Establish a program for the preservation of land important to the people of Windham, similar to the state's Land for Maine's Future program, in order to contribute to the conservation of high priority conservation lands, establish points for public access to water and preserve agricultural land. This program should receive funds from the Town every budget cycle.	High	Town Council
			5.c	Maximize property tax reduction programs to the full extent allowed by state law to encourage and incentivize the private provision of open space, forested lands, and agricultural operations.	Ongoing	Town Council
<b>Transportation</b>						
1 To safely and efficiently preserve or improve the transportation system.						
			1.a	Implement recommendations from 21 <sup>st</sup> Century Plan including raised medians with either landscaping or a stamped pattern where feasible to improve traffic and vehicle movement and provide refuge space for pedestrians. These medians also assist with traffic calming and improve the aesthetic quality of the area.	High	Town Council, Staff
			1.b	Implement recommendations from the 21 <sup>st</sup> Century Plan to encourage the buildout of a local street network in North Windham in order to encourage more walking between homes and businesses in the area and to allow more vehicular trips to take place without having to use the existing Routes 302, 115 or 35.	High	Town Council, Staff
			1.c	Work with local businesses and property owners to modify driveway locations that are unsafe or unnecessarily contribute vehicle turning movements in the corridor.	High	Town Council, Staff
			1.d	Additional planning for the Windham Center and South Windham Village areas should be undertaken using an approach that considers future land use goals, similar to the 21 <sup>st</sup> Century Downtown Plan for North Windham.	Lower	Long Range Planning Committee

		1.e	Maintain, enact, or amend local ordinances as appropriate to address or avoid conflicts with the policy objective of the Sensible Transportation Act (23 M.R.S.A Sec. 73), state access management regulation pursuant to 23 M.R.S.A Sec. 704, and state traffic permitting regulations for large developments pursuant to 23 M.R.S.A. Sec. 704-A.	Ongoing	Town Council, Staff
		1.f	Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.	Ongoing	Town Council, Staff
	2 To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.				
		2.a	Develop a Town-wide Bicycle and Pedestrian Plan to address issues presented in the built-up and more rural parts of Windham. This plan should view the transportation system benefits and recreational benefits of walking and bicycling.	Lower	Long Range Planning Committee
		2.b	Sidewalks should be constructed on both sides of Roosevelt Trail/Route 302 and along Tandberg Trail/Route 35.	High	Town Council, Staff
		2.c	Amend ordinances to require the construction of sidewalks or the equivalent impact fee for all new roads constructed or reconstructed in Growth Areas. Sidewalks should be provided on both sides and crosswalks should be installed at all intersection locations.	High	Town Council, Staff
		2.d	Continue support of Bicycle Pedestrian ACE group working with GPCOG and Bicycle Coalition of Maine.	Lower	Staff
		2.e	Upgrade existing signalized intersections with crosswalks, ADA ramps, and pedestrian signals so that pedestrians can cross all approaches.	High	Town Council, Staff
	3 To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.				
		3.a			
		3.b	Continue to participate on regional planning projects and coordination with PACTS and the Greater Portland Council of Governments.	Ongoing	Staff
		3.c	Identify high-crash locations outside of the planning areas associated with the 21 <sup>st</sup> Century Plan and the Route 302 North Plan, and proactively coordinate with MaineDOT or PACTS on addressing the most serious safety issues.	High	Staff
	4 To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by promoting a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).				
		4.a	Develop procedures to implement the Complete Streets Policy adopted by the Town Council in 2014.	High	Staff

			5 Address the challenge that continued development along private roads presents to the provision of Town services for residents who live on these roads.		
<b>Public Facilities &amp; Services</b>					
			1 To efficiently meet identified public facility and service needs.		
		1.a	Explore options for regional delivery of local services.	Ongoing	Town Council, Staff
		1.b	Continue to work with Raymond and St. Joeseph's College on the provision of fiber optic broadband availability to the North Windham commercial area as a first step, with future expansion to other areas of the community as a possibility.	Ongoing	Windham Economic Development Corporation, Town Council
			2 To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.		
		2.a	Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.	Ongoing	Town Council, Staff
		2.b	Continue work to develop a wastewater system for North Windham that will allow the Town to meet its environmental, economic, and community development goals that will be financially acceptable to residents of the whole community.	High	Town Council, Staff
		2.c	Establish a water and sewer extension policy will ultimately serve the Town's designated growth areas with this infrastructure that will actually allow higher densities and more intense uses of property where it is desired.	High	Town Council, Staff
		2.d	Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.	Ongoing	Town Council, Staff
		2.e	Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.	Ongoing	Staff
<b>Capital Improvement &amp; Fiscal Capacity</b>					
			1 To finance existing and future facilities and services in a cost effective manner.		
		1.a	Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.	Ongoing	Town Council, Staff
			2 To explore grants available to assist in the funding of capital investments within the community.		
			3 To reduce Maine's tax burden by staying within LD 1 spending limitations.		