

Chapter 2

Implementation Strategy

1. Introduction

The Windham Comprehensive Plan is a document that defines where the community wants to be in the future and how it will get there. In order for the town to realize this collective *Vision* and achieve the results identified by the community, an effective *Implementation Strategy* must be established. This chapter of the comprehensive plan outlines key actions that the town should take over the next decade to realize the goals outlined during this planning process.

The implementation strategy is organized within 10 areas of *Recommended Actions*. These 10 areas include: Economic Development; Infrastructure and Municipal Services; Roadways and Transportation; Sense of Community; Recreation and Open Space; Environmental; Education; Land Use; Administration; and Regional Cooperation. Each *Recommended Action* area is composed of one or more issue statements that identifies the strategic objective being addressed. These are followed by a series of specific actions, along with an accompanying time frame for the proposed action and suggestions for organizational responsibility for implementation. Specific policy goals and primary objectives discussed in Chapter 1 (A Vision for Windham) are also identified for each *Recommended Action*.

It must be recognized that the Implementation Strategy, like the comprehensive plan, is not a stagnant document. Once adopted it must be revised and updated periodically to ensure the proposed actions, based on current conditions in Windham, are still appropriate.

2. Recommended Actions

A. Economic Development

Issue A1 - A significant public investment decision for Windham involves the need and desirability

for installing one or more new sewer collection and treatment systems in order to manage and guide future development within the town (see Chapter 1). Some members of the community feel new sewer systems would enable the town to better facilitate new economic development initiatives, such as the Enterprise Development District located in the North Windham Growth Area, as well as provide a means for improving several smaller sewer treatment facilities located in the town (including the High School complex, South Windham and the State of Maine correctional facility), retaining the character of existing rural areas by allowing greater development in designated growth areas and protecting existing aquifer areas. Other town residents, however, are concerned about the overall capital construction costs and subsequent operating costs of newer systems, including how these costs will be allocated among residents and business owners in the community. There is also concern about possible environmental consequences associated with sewer discharge after treatment and development impacts on the portions of Windham identified as rural areas in the comprehensive plan.

The town recently completed (2001) a study of wastewater management alternatives and is now in the process of conducting a more detailed evaluation of the feasibility of constructing new sewer systems in designated portions of Windham. It is anticipated that this additional study will include a plan for new sewer facilities and also provide critical information and criteria for evaluating (1) financial feasibility, (2) development implications and (3) environmental impacts.

If, after careful review of appropriate independent studies, a decision is made to construct new sewer systems, then only specific areas in Windham should be identified for sewer usage. These would include: (1) designated growth areas, such as the Enterprise Development District in the North Windham Growth Area; (2) areas with existing sewer systems, as noted earlier, that are experiencing problems; and (3) other areas that have unique environmental problems or other primary public health needs. Sewers constructed outside growth areas, in order to deal with public health or environmental problems, should not be considered as a justification for increasing development density in portions of Windham designated as rural areas.

Issue A2 - Since the completion of the 1993 Comprehensive Plan Windham has made significant strides in terms of improving the town's economic development capability. For example, the Windham Economic Development Corporation (WEDC), a private nonprofit organization, was created to support existing local businesses and to encourage new businesses in order to provide job opportunities and broaden the town's tax base. In addition, the town hired an Economic Development Director, in 1998, who also serves as the Executive Director of the WEDC.

During the past several years the WEDC and the town have attracted new business and commercial investment to Windham that have resulted in increased employment and expansion of the municipal property tax base. The WEDC has also acquired property for development purposes, managed infrastructure improvements and initiated efforts to create a regional business park, the Enterprise Development District, in cooperation with the Lake Region Development Council.

Future economic development initiatives will build on past accomplishments. Key issues that confront the community include: Directing development to designated growth areas that currently have, or will have, the infrastructure capacity to service commercial and business requirements; attracting businesses that best fit the economic and employment needs of the community; providing the communications infrastructure required for tomorrow’s business activities; maintaining the diverse landscape and environment that makes Windham a unique place to work and live; and continued cooperation with neighboring communities in order to address regional economic development concerns.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
A. Economic Development			
<p>1. A complete, professional and independent study should be made to determine the community benefits and costs of public sewer. Only to the extent that a compelling community benefit can be demonstrated, as a matter of public policy, should municipal sewer be considered for construction in designated growth areas of Windham. If determined to be appropriate, plans for constructing a public sewer system should be prepared and implemented. Municipal sewer service should not, however, be provided in rural or non-growth portions of Windham unless a unique environmental or other extraordinary public need exists.</p> <p>Policy Goals and Objectives: A-1, A-3 Implementation Responsibility: Town Council</p>	x		
<p>2. Establish a business recruitment strategy that includes criteria for the growth areas of Windham in order to target specific industrial (business) clusters that can provide the best fit for the community’s economic and employment needs, that maintains or improves environmental quality, and that are fiscally positive for the town. The criteria should also provide guidance for evaluating the benefits and costs associated with proposed business initiatives.</p> <p>Policy Goals and Objectives: A-2, A-3 Implementation Responsibility: Windham Economic Development Corporation (WEDC) & Economic Development Office</p>	x		

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Economic Development (continued)			
<p>3. Currently non-residential (business and industrial) land uses represent about 20 percent, in terms of value, of Windham’s property tax base. It is recommended that economic development initiatives focus on increasing this to 30 percent, by 2010, within designated growth areas.</p> <p>Policy Goals and Objectives: Goal A Implementation Responsibility: WEDC & Economic Development Office</p>			X
<p>4. Work with existing public utilities to improve the availability of electrical service, specifically three phase power, and high-speed Internet service, including fiber optics, especially in the designated growth areas.</p> <p>Policy Goals and Objectives: A-3 Implementation Responsibility: Town Council, WEDC & Economic Development Office</p>		X	
<p>5. Require that non-residential developments, particularly in the North Windham Growth Area and along the Route 302 corridor as currently being examined by the North Windham District Development Advisory Committee, include open space and landscaping requirements, design standards, and the potential for joint driveway access. Changes in parking requirements should also be considered. Possible changes could include provisions for overflow parking on alternative surfaces, such as grass pavers, in order to reduce the amount of impervious surface or a reduction in the number of parking spaces if coupled with a shared parking layout. This will likely require changes in the zoning ordinance and land use regulations, especially site plan review standards.</p> <p>Policy Goals and Objectives: A-4, F-2, H-2 Implementation Responsibility: Planning Board & Community Development Department</p>	X	X	X

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Economic Development (continued)			
<p>6. The State of Maine identifies certain communities in the state as regional service centers. These service centers are currently provided, on a competitive basis, financial support in dealing with growth and development issues. Since Windham is not presently classified as a service center under existing state regulations, town officials should work with state agencies and the legislature in changing the criteria used to designate service centers in Maine in order to include sub-regional centers, such as Windham, that are located in larger metropolitan areas.</p> <p>Policy Goals and Objectives: Goal A, I-2 Implementation Responsibility: Economic Development Office</p>	x		
<p>7. Alternative methods for increasing back lot development in growth areas, especially in the business and industrial portion of North Windham, should be evaluated and implemented if appropriate. This will likely require changes in existing zoning and land use regulations.</p> <p>Policy Goals and Objectives: A-3, H-2 Implementation Responsibility: Planning Board & Community Development Department</p>		x	
<p>8. Continue to work with neighboring communities on key regional economic development issues, such as the Enterprise Development Park proposal, in order to address shared development related problems and concerns.</p> <p>Policy Goals and Objectives: A-2, I-2 Implementation Responsibility: WEDC & Economic Development Office</p>	x	x	x

B. Infrastructure and Municipal Services

Issue B1 - As discussed in the Municipal Services and Infrastructure portion of this plan (Chapter 9) there is a growing need for a wide variety of improvements in the town’s municipal infrastructure. However, rather than recommend specific improvements it was felt that the most appropriate approach would be the establishment of a six year Capital Improvements Plan (CIP) that would be updated yearly. The CIP should be realistic and be funded yearly, as a component of the operating budget, in order to address, in a fiscally prudent manner the municipal service needs of residents and business owners. The CIP would entail both municipal and school facilities and involve an assessment of bonding and property tax impacts.

Issue B2 - All proposed infrastructure improvements in Windham should be evaluated in terms of possible impacts on future growth and development. To the maximum extent feasible, capital improvements should not be undertaken if it is determined that these improvements will foster excessive growth and development in portions of Windham identified as rural areas.

Recommended Actions	Time Period (years)		
	1-2	3-4	5-6
B. Infrastructure and Municipal Services			
<p>1. Prepare an annual Capital Improvements Plan (CIP) that addresses the financing and construction of public facilities in order to accommodate growth and development, as well as protect public health and safety. The CIP should include both municipal and school related capital projects and indicate potential impacts on local property taxes.</p> <p>Policy Goals and Objectives: A-3, B-1, B-2, B-3, G-1 Implementation Responsibility: Town Manager, Town Council & School Board</p>	x	Yearly	Yearly
<p>2. It is critical that infrastructure improvements, especially in the growth areas of Windham, be coordinated with future development activities. A variety of approaches should be undertaken to achieve this objective:</p> <ul style="list-style-type: none"> • Recognize that because it may require several years to bring municipal services, in terms of financing, in-line with existing needs, growth controls may be required for an interim period while new and upgraded municipal facilities are completed. • An impact fee system, in accordance with this comprehensive plan, should be initiated that includes fees for various municipal facilities such as roadways, water, wastewater disposal, emergency services, recreation and education. Impact fees should be assessed on all residential and non-residential development activities. • The primary location for most new capital investments such as water lines and municipal sewer service (if constructed) should be within designated growth areas. Development activities should also be directed to growth areas through changes in zoning and other land use regulations. <p>(Continued on next page)</p>	x	x	x

Recommended Actions	Time Period (years)		
	1-2	3-4	5-6
Infrastructure and Municipal Services (continued)			
<ul style="list-style-type: none"> Alternatives for financing municipal capital investment needs, such as tax increment financing, economic development districts and various other funding approaches that involve developer participation, should be explored to ensure that necessary infrastructure improvements are in place when a development activity is completed. <p>Policy Goals and Objectives: A-3, B-2, E-1 Implementation Responsibility: Town Council & Town Manager</p>	x	x	x
<p>3. Prepare an inventory of the condition of existing town maintained roads, including the width and length of each roadway. Results should be included in the town’s geographical information system (GIS) and made available to local residents over the town’s website. Priorities for roadway improvement should also be identified and included in this inventory.</p> <p>Policy Goals and Objectives: B-2 Implementation Responsibility: Department of Public Works</p>	x		

C. Roadways and Transportation

Issue C1 - As noted in Chapter 7 the most critical roadway problem in Windham is Route 302, an arterial, which has significant congestion and safety problems, especially in North Windham. Part of the congestion problem is due to the fact that the roadway serves not only the commercial district of Windham, but also operates as a regional transportation corridor. Improvements on this roadway will require state, regional and local cooperation, as well as improved management of land development patterns along the corridor.

Issue C2 - Conversion of seasonal housing, primarily along lakes, to year round dwellings has resulted in increased traffic on numerous private roads and roadways that are designated as public easements (see Chapter 7). Many of these roads are narrow and have a gravel surface. Maintaining these roads is generally the responsibility of homeowners and/or associations, although the town often provides winter maintenance on public easements. Travel on these roads, especially by emergency vehicles, can be difficult and has become more problematic as people seek building permits in order to construct new dwellings adjacent to these roadways. Long term improvements to private roadways will require cooperation between public and private entities.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Roadways and Transportation (continued)			
4. Establish an outreach effort that provides technical assistance and possible financial alternatives for private road associations relating to the improvement and maintenance of private roads. One financing approach could involve recently enacted legislation in Maine that authorizes the establishment of a Municipal Capital Improvement District. Policy Goals and Objectives: A-3, B-3, H-13 Implementation Responsibility: Department of Public Works & Community Development Department	x		

D. Sense of Community

Issue D1 - Between 1980 and 2000, according to the U.S. Census Bureau, approximately 1,600 dwelling units were added to the town’s housing supply. Although the majority of these units were single family homes, a significant percentage were condos, multi-family apartments and mobile homes. In fact, Windham has one of the highest percentages of multi-family housing of all non-urban municipalities in Cumberland County (see Chapter 4). Changes in Windham’s population, however, are following the national trend which involves the movement of a greater percentage of people into the older age brackets of 55 and older. This type of demographic change will likely require the construction of additional lower cost multi-family housing units for elderly residents of Windham.

Issue D2 - Windham has a long history of public involvement in municipal and community affairs. This type of volunteer effort is extremely important in maintaining the small town atmosphere so important to the residents of Windham. It is becoming more difficult, however, to attract volunteers to participate in municipal and civic endeavors (see Chapter 1). The community needs to make a renewed commitment to attracting and encouraging local residents to participate in local government decision making and volunteer for civic activities.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
D. Sense of Community			
<p>1. Alter, as required, existing land use regulations in order to encourage the construction of affordable housing in Windham, including the location of mobile homes and mobile home parks as required under state statutes (MRSA 30A-Section 4358). In addition, adjust existing building standards, primarily the size of permissible dwelling units, to permit the construction of smaller housing units and apartments for the elderly. Also retain existing site plan and subdivision standards for the protection of both archeological and historic resources.</p> <p>Policy Goals and Objectives: D-2, D-5, H-1, I-4 Implementation Responsibility: Community Development Department & Planning Board</p>	x		
<p>2. Establish a “customer friendly” model for public participation in Windham. This approach should focus on increased opportunities for public involvement and participation at Town Council and Planning Board meetings. Alternative techniques for making information available, like expanded use of the town web-site, should also be considered.</p> <p>Policy Goals and Objectives: D-1, D-6 Implementation Responsibility: Town Council</p>	x		
<p>3. Designate a town government agency that could coordinate the scheduling of town wide activities and celebrations organized by various social and volunteer organizations in Windham such as patriotic events (July 4, Memorial Day), and occasions of local importance or statewide significance. It is not intended that the town staff manage these events, but assistance be provided in terms of scheduling and the use of town facilities and property.</p> <p>Policy Goals and Objectives: D-1 Implementation Responsibility: Town Council</p>		x	
<p>4. Obtain state matching funds to establish gateways adjacent to major roadways in order to signify entrances to Windham.</p> <p>Policy Goals and Objectives: D-7, I-6 Implementation Responsibility: Department of Public Works</p>		x	

E. Recreation and Open Space

Issue E1 - There is a deep concern that future development in Windham could result in a decline in the amount of open space and undeveloped land in the community, as well as access to these resources (see Chapters 1 and 5). A decline in open space would most likely result in a decrease in existing outdoor recreation opportunities, eliminate wildlife habitat and damage the diversity of woodland and plant species within Windham. It is extremely important that the community take action to identify and preserve open space, especially in the designated rural areas of Windham.

Issue E2 - As a community, Windham has done an excellent job in providing recreation facilities and programs with limited resources (see Chapter 8). Working through schools and various volunteer groups, many of the existing recreational resources in the town have been created. Increasing demand for organized recreational activities is now beginning to stress the capabilities of existing facilities. The community needs to identify future needs for recreational facilities and possible options for financing these facilities and programs.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
E. Recreation and Open Space			
1. In order to protect open space for recreation, wildlife habitat and the preservation of plant species, including woodlands, the following actions should be taken: <ul style="list-style-type: none"> • Establish specific criteria and identify key open space, scenic vistas, river corridors and important farmland locations within Windham for protection. • Identify corridors for linking open space areas, especially within designated growth areas. • Identify various alternatives for property and easement acquisition. • Establish a transfer of development rights (TDR) program that permits the owners of property in rural areas to sell (transfer) development potential to property owners in designated growth areas. 	x		
(Continued on next page)			

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Recreation and Open Space (continued)			
<ul style="list-style-type: none"> Work with large landowners in identifying different approaches for minimizing potential future development. Recognize that this approach may require a combination of financial incentives, tax reduction and limiting development potential. It also must be understood that this type of approach may require changes in existing state laws, local ordinances and the Town’s Charter. <p>Policy Goals and Objectives: D-4, E-3, F-1, F-2, H-1, H-11, H-12 Implementation Responsibility: Community Development Department, Parks and Recreation Department, Planning Board & Town Council</p>	x	x	x
<p>2. Establish a volunteer committee to examine parks, recreation and open space needs within Windham. The committee should create an action plan that identifies open space areas appropriate for preservation and possible linkages of these areas. The committee should also identify additional locations for public access to rivers and lakes for Windham residents. Finally the committee, in cooperation with the Windham Recreation Department, should examine alternative approaches for financing recreation opportunities, possibly through state and/or federal grant programs.</p> <p>Policy Goals and Objectives: D-4, E-3, F-1, F-3 Implementation Responsibility: Town Council & Parks and Recreation Department</p>	x		
<p>3. During the process of examining alternative approaches for financing recreation opportunities, the volunteer committee should also create an action plan that identifies priorities for replacing and improving recreation facilities in Windham. Suggestions for improvements should be based on existing community needs and statewide recreation standards (see Chapter 8).</p> <p>Policy Goals and Objectives: D-4, E-1 Implementation Responsibility: Town Council & Parks and Recreation Department</p>	x		

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Recreation and Open Space (continued)			
<p>4. Establish a green belt along the length of Black Brook and linkage, possibly along existing power line corridors, to an existing snowmobile trail that provides access to New Hampshire.</p> <p>Policy Goals and Objectives: D-4, E-3, F-1, F-2, F-5 Implementation Responsibility: Community Development Department, Parks and Recreation Department & Planning Board</p>		X	
<p>5. Recommend methods to maintain and protect sufficient land to preserve wildlife and hunting in Windham.</p> <p>Policy Goals and Objectives: E-3, F-1 Implementation Responsibility: Community Development Department & Parks and Recreation Department</p>		X	
<p>6. Create a volunteer or part-time position in town government to work with large land owners in protecting open space and land available for outdoor types of activities. This person could also work with organizations interested in protecting open space such as the Windham Land Trust, snowmobile clubs, trail groups and the Windham/Gorham Rod and Gun Club.</p> <p>Policy Goals and Objectives: E-3, F-1, F-5 Implementation Responsibility: Community Development Department & Parks and Recreation Department</p>	X		
<p>7. Create an open space protection fund, as part of the Capital Investment Plan, for the acquisition of key land parcels and recreation sites. Also attempt to leverage additional funds by working with local organizations such as the Windham Land Trust, Friends of the Presumpscot River, and state funding sources such as the Land for Maine's Future.</p> <p>Policy Goals and Objectives: B-1, B-2, D-4, E-3 Implementation Responsibility: Town Council & Parks and Recreation Department</p>		X	

F. Environmental

Issue F1 - The increasing amount of land development in Windham has raised a number of concerns

about impacts on the town's environment and natural resources (see Chapters 3 and 5). There is also concern that the town does not presently have the information and data required to evaluate the various environmental impacts associated with development proposals. Although the town currently has a Natural Resources Committee, there is a need for expanded actions in monitoring, evaluating and recommending actions to the residents of the town about the condition of natural resources within Windham. Recommended changes in existing local ordinances, however, should be commensurate with potential environmental risks and seek to balance environmental protection needs with suggested development alternatives. Accomplishing this task will likely require changes in the responsibilities of the existing Natural Resources Committee or the creation of a new organization with increased responsibilities.

Issue F2 - A vital element in protecting and maintaining natural resources and protecting environmental quality is accurate data and information about key environmental characteristics (see Chapter 5). Windham needs to begin a process of assembling existing environmental information and then using that information in evaluating development initiatives. Of equal importance is the quality of key environmental features (such as lakes, rivers, ponds and groundwater) in the community. These key environmental features should be monitored in order to track cumulative changes in these natural resources over time. This data also needs to be made available in a format that can easily be accessed by town residents.

Issue F3 – In 1995, the wells serving many of Windham's residents with drinking water were in danger of contaminated by the gasoline additive MTBE. The problem was resolved when the Portland Water District connected the Windham distribution system to the existing supply from Sebago Lake. Sebago Lake has the capacity to provide an adequate quantity of water to Windham for the foreseeable future. However, even short of a catastrophic contamination of the supply, any degradation of water quality will impact the District's treatment costs and therefore Windham ratepayers.

A small portion of the Sebago Lake watershed is in the town of Windham. Development in this area should be planned and implemented to avoid adversely impacting lake water quality. In addition, six other towns border Sebago Lake (Raymond, Standish, Frye Island, Casco, Naples, and Sebago). Windham should seek to partner with these towns to ensure that all are working in concert to protect the resource they share.

Issue F4 – In the past three years the State of Maine has identified invasive aquatic species as a significant threat to Maine lakes. Both Sebago Lake and Little Sebago Lake have significant colonies of variable leaf watermilfoil along their shorelines. Other Windham lakes may also be infested; if not, the presence of the plant in Sebago and Little Sebago puts all lakes in Windham at risk. The town should seek to complement the state effort by providing educational materials to lakefront property owners, lake associations, and boaters.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
F. Environmental			
1. Establish a Natural Resources Commission in Windham, composed of town residents, to protect the town’s environmental and natural resources by focusing on and overseeing the following activities:	x		
• Collect environmental data and information relating to the Town of Windham. Initially the data should be acquired from other regional, state and federal agencies, as well as private organizations.	x		
• Acquire previously completed environmental and natural resource studies relating to Windham, evaluate the data collected, and identify the types of additional information required.		x	
• Establish procedures for storing and making collected environmental data, including GIS generated maps, available to the general public.	x		
• At the request of the Planning Board, the code enforcement officer or other town organizations, provide assistance in reviewing possible environmental and natural resource impacts associated with development proposals.	x		
• Provide assistance to local, regional, state and federal agencies in the evaluation of development proposals that might impact the Town of Windham.		x	x
• Provide education and outreach assistance to Windham residents and organizations, such as road and lake associations, about environmental issues and concerns in the town. Also, attend and encourage town staff to participate in professional training activities relating to environmental issues.		x	
• Establish procedures and techniques for monitoring the quality of key environmental resources in Windham, including lakes, ponds, rivers and groundwater. Initial efforts should focus on the use of town residents as volunteers in coordination with existing state and regional programs.		x	x
(Continued on next page)			

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Environmental (continued)			
<ul style="list-style-type: none"> • Work with other communities in identifying regional environmental issues and possible solutions. • Consider the need for full or part-time professional staff to assist the Natural Resources Commission in carrying out the activities outlined above. <p>Policy Goals and Objectives: E-3, F-1, F-2, F-4, F-5, F-6, I-3 Implementation Responsibility: Town Council, Community Development Department & Natural Resources Commission</p>	x		
<p>2. The Town of Windham should identify, based on updated state information, the location of groundwater supplies in Windham. Also, to the extent information is available, determine both the quality and quantity of existing groundwater supplies in the town, and the connection of these groundwater supplies to sources in adjacent communities. Based on this information the following actions should be undertaken:</p> <ul style="list-style-type: none"> • Prepare changes in the zoning ordinance and land use regulations to minimize discharge on land areas that act as a recharge source for the groundwater supply. This may require some type of overlay zone. • Develop a database and approach for monitoring the quality of existing groundwater supplies and for evaluating the cumulative impacts of water withdrawal on existing groundwater resources within Windham. This type of effort may require an increase in the number of groundwater monitoring wells in the town’s high yield aquifer. • Include in revised land use regulations a requirement for a technical assessment of any development proposal that would require a significant use of existing groundwater supplies. • Develop standards that may result in a development moratorium if, based on groundwater quantity data, the supply of groundwater for existing users could be negatively impacted by future development activities. <p>(Continued on next page)</p>	x		
	x		
		x	
	x		
	x		

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Environmental (continued)			
<ul style="list-style-type: none"> Provide educational information and advice to local residents about how to protect and maintain the quality of existing groundwater in Windham. Consider requiring information about the adequacy of water availability before a building permit is issued. <p>Policy Goals and Objectives: E-3, F-1, F-2, F-3, F-4, F-5, H-1, H-13, I-3 Implementation Responsibility: Community Development Department, Natural Resources Commission & Planning Board</p>	x	x	
<p>3. Recognizing that even though the State of Maine has established standards for lakes and ponds, the Town of Windham should establish management goals for large water bodies in the town. These management goals should focus on, at a minimum, shoreline character, wildlife impact, intensity of surface water use, protection of resources of state significance and type of public access appropriate for the intensity of use.</p> <p>Policy Goals and Objectives: F-1, F-2, F-4, H-1, H-11, H-12 Implementation Responsibility: Community Development Department & Natural Resources Commission</p>	x		
<p>4. Work with the State of Maine in the preparation of maps of streams in Windham not currently on the United States Geological Survey (USGS) 7.5-minute maps and establish development setbacks for these streams.</p> <p>Policy Goals and Objectives: F-4, I-3 Implementation Responsibility: Community Development Department</p>		x	
<p>5. Enact a Phosphorous Control Ordinance relating to streams, ponds and lakes in Windham.</p> <p>Policy Goals and Objectives: F-2, H-11, H-12 Implementation Responsibility: Community Development Department, Planning Board & Town Council</p>		x	

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Environmental (Continued)			
<p>6. Make changes in the existing land use ordinance and regulations in order to protect wetlands and streams from cumulative negative impacts. These changes should include consideration of the following approaches:</p> <ul style="list-style-type: none"> • Manage storm water runoff by minimizing possible disturbance to land areas at the site. • Preserve vegetated buffers • Minimize the creation of new impervious surface areas <p>Policy Goals and Objectives: F-2, H-11, H-12 Implementation Responsibility: Community Development Department, Planning Board & Town Council</p>	x		
<p>7. Participate in a “Sebago Lake Protection Council” made up of key municipal officials in Raymond, Standish, Frye Island, Casco, Naples, and Sebago. This “Council” should evaluate opportunities for joint cooperation in protecting water quality.</p> <p>Policy Goals and Objectives: F-1, F-2, F-4, F-5, H-1, H-2, H-11, I-3 Implementation Responsibility: Town Council, Community Development Department, Natural Resources Commission & Planning Board</p>		x	
<p>8. Work with Little Sebago Lake Association and Maine DEP to develop materials to raise awareness about the existence and potential for spread of invasive plants in Windham. Also, create a “response toolkit” comprised of materials (signage, markers, implementation manuals) to be used in the event of an infestation. Make the kit available for use in any Windham lake.</p> <p>Policy Goals and Objectives: E-3, F-1, F-4, F-5, I-3 Implementation Responsibility: Natural Resources Commission</p>		x	

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Environmental (Continued)			
<p>9. Watershed planning should be initiated in Windham. This could result in an overlay zoning ordinance for protecting environmentally sensitive parcels of land in growth areas. One technique that should be explored is linking watershed protection with the “Smart Growth” initiatives currently being promoted by the Maine State Planning Office.</p> <p>Policy Goals and Objectives: F-2, F-4, H-1, H-10, H-11, H-12, H-13 Implementation Responsibility: Community Development Department, Planning Board & Town Council</p>		x	
<p>10. Require that development proposals consider watershed impacts, especially nitrogen loading, in preparing subdivision and site plan review proposals.</p> <p>Policy Goals and Objectives: F-2, F-4, F-5, H-1, H-11, H-12, H-13 Implementation Responsibility: Planning Board</p>		x	
<p>11. Establish development standards relating to existing slopes.</p> <p>Policy Goals and Objectives: F-2, H-11, H-12, H-13 Implementation Responsibility: Planning Board</p>	x		

G. Education

Issue G1 - The Windham School Board is responsible for overseeing the operation of schools in the community. The actions of the School Board and Department, however, impact the community in a variety of ways other than just education. Consequently, it is important, as noted in Chapter 1, that opportunities for cooperation between the School Board and other town departments and organizations be identified in order to better serve all of Windham’s residents.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
G. Education			
<p>1. Encourage the formation of a group of volunteers to work with the School Board and Department in identifying alternatives for maximizing the use of school facilities and grounds during nights, weekends and the summer months.</p> <p>Policy Goals and Objectives: D-4, G-2, G-3 Implementation Responsibility: School Board & Parks and Recreation Department</p>	x		
<p>2. After renovations to the High School building, improved auditorium space will be available at the facility. Similar to the recommendations above, alternatives for maximizing the use of the facility should be identified with the cooperation of school officials. Recognize that this may require some type of fee to cover additional maintenance and insurance costs.</p> <p>Policy Goals and Objectives: D-4, E-2, G-2, G-3 Implementation Responsibility: School Board & Parks and Recreation Department</p>		x	
<p>3. Establish and maintain a communication link between the School Department and the business community in an effort to ensure that educational programs relate to society's expectations for high school graduation.</p> <p>Policy Goals and Objectives: G-3, G-4 Implementation Responsibility: School Board & WEDC</p>	x		

H. Land Use

Issue H1 - In order to accomplish the policies suggested in this comprehensive plan, including the designation of land areas as growth and rural areas, the zoning ordinance and other land use regulations in Windham will have to be changed (see Chapter 1). In addition other approaches, such as open space acquisitions by private and nonprofit organizations, will also be required in order to achieve the land use objectives outlined in this plan.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
H. Land Use			
<p>1. The existing zoning ordinance, as well as other land use regulations in Windham, should be revised in order to accomplish the various goals and policies outlined in Chapter 1 of the comprehensive plan. This will not be an easy or simple task and it is recommended that a Technical Land Use Regulations Committee, in cooperation with the Planning Board, be established by the Town Council to undertake these changes. The revised ordinance and regulations should include, if possible, the following concepts:</p> <ul style="list-style-type: none"> • Revise zoning district boundaries, and update current zoning regulations as appropriate to support the goals and objectives outlined in Chapter 1 of this comprehensive plan. • Use the concept of overlay zoning for the creation of village districts in designated growth areas. • Offer incentives, such as density bonuses, for the clustering of housing in village growth areas and transitional areas. • Require that open space be designated in subdivisions located in rural areas of Windham. In addition, promote the clustering of housing in rural areas in order to maximize contiguous open space for wildlife and recreational uses. This approach in rural areas, however, should not involve any type of increase in net density. • Evaluate the need for creating a temporary limit on residential building permits and subdivisions during the preparation of a revised zoning ordinance. • Establish performance and design standards, under the revised zoning ordinance and site plan review regulations, in order to evaluate commercial and industrial development proposals. Specific attention should focus on requirements for signage, parking lot layout and landscaping. The design standards should include illustrations in order to better communicate practical design alternatives. 	<p>x</p> <p>x</p> <p>x</p> <p>x</p> <p>x</p> <p>x</p> <p>x</p>		
(Continued on next page)			

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
<p>Land Use (continued)</p> <ul style="list-style-type: none"> • Create alternative development and improvement standards for different portions of the town. For example, the design and width of streets in rural and village areas should be different than the requirements for designated growth areas. • Authorize the creation of industrial and business parks within the North Windham Growth Area in order to avoid narrow strips of commercial development adjacent to roadways. This approach should also encourage connections between adjacent parking lots and the construction of interior private roadways to connect commercial lots. <p>Policy Goals and Objectives: A-2, A-4, C-2, F-2, F-6, H-1 to H-13 Implementation Responsibility: Technical Land Use Regulations Committee, Planning Board, Community Development Department & Town Council</p>	x		
<p>2. Fund and maintain a town-wide geographical information system (GIS) for Windham. This recommendation, which is currently being initiated, should include data and information relating to such factors as property characteristics, roadways, environmental features and other types of municipal infrastructure. The information should also be used to monitor and evaluate development patterns in Windham and be made available, through the town’s website, to residents of the community.</p> <p>Policy Goals and Objectives: F-3, F-4, F-5, H-1, H-14 Implementation Responsibility: Community Development Department & Economic Development Office</p>		x	
<p>3. Enact overlay and/or floating zones to protect important environmental resources such as the Presumpscot and Pleasant River Corridor Protection Areas. Coordinate this zoning effort with work of the Friends of the Presumpscot River and similar types of organizations.</p> <p>Policy Goals and Objectives: F-2, H-1, H-2, H-9, H-10, H-11 Implementation Responsibility: Planning Board & Community Development Department</p>	x		

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Land Use (Continued)			
<p>4. Establish a mechanism for creating parks and open space in areas designated as growth areas. One financing alternative could involve the use of impact fees.</p> <p>Policy Goals and Objectives: B-1, B-2, D-4, E-1, E-3, H-4, H-9 Implementation Responsibility: Community Development Department</p>			x
<p>5. Establish standards that can be used to determine the viability of new dwelling units permitted on private roads. Standards would be based on public health and safety issues such as access for police, fire, rescue and snow plowing, if appropriate.</p> <p>Policy Goals and Objectives: C-2, H-13 Implementation Responsibility: Planning Board & Community Development Department</p>	x		
<p>6. Create specific standards for improvements of private roads. The standards should be flexible and permit consideration of existing conditions and potential build-out on land adjacent to the roadway. Technical assistance and the identification of possible financial alternatives for property owners in improving and maintaining private roads should also be provided. One financing approach could involve, as noted earlier, recently enacted legislation in Maine that authorize the establishment of a Municipal Capital Improvement District.</p> <p>Policy Goals and Objectives: C-2, H-13 Implementation Responsibility: Department of Public Works & Community Development Department</p>	x		
<p>7. Establish a transfer of developments rights program that links property in rural and designated growth areas.</p> <p>Policy Goals and Objectives: F-1, H-1, H-9, H-10, H-12 Implementation Responsibility: Planning Board, Community Development Department & Town Council</p>		x	

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Land Use (continued)			
8. Establish procedures to work with the Windham Land Trust, and similar organizations, such as the Friends of the Presumpscot River, snowmobile clubs, trails groups, and the Windham/Gorham Rod and Gun Club, in the acquisition of conservation land and open space areas. Policy Goals and Objectives E-1, E-3, F-1, F-2, H-4, H-9 Implementation Responsibility: Department of Parks and Recreation		x	
9. Establish criteria for implementing a Rate of Growth Ordinance (temporary or ongoing), in accordance with 30A MRSA Section 4360, that would provide for the safety and welfare of the people of Windham by ensuring that the capacity of municipal facilities and services is not exceeded by the rate of growth. Policy Goals and Objectives B-1, B-2, B-3, C-1, C-2, H-11 Implementation Responsibility: Technical Land Use Regulations Committee, Planning Board and Community Development Department		x	

I. Administration

Issue II - All too often planning documents, such as municipal comprehensive plans, are greeted with a great deal of fanfare and then collect dust on a variety of different office shelves. This usually happens for a number of different reasons such as a lack of interest and the pressure of solving more immediate problems. The result is that change, especially at the local level of government, is often difficult to achieve. If this comprehensive plan is important enough to prepare, it should also be important enough to assign responsibility for managing the implementation of the plan. Therefore, a key recommendation of this comprehensive plan involves a process for monitoring progress in implementing the various actions recommended in the plan.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
I. Administration			
1. The Town Council should create a Comprehensive Master Plan Implementation Committee to monitor progress in making the changes recommended in the comprehensive plan as well as prepare progress reports for the Town Council and the residents of Windham. In undertaking this task the Implementation Committee should: (Continued on next page)	x	x	

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
Administration (continued)			
<ul style="list-style-type: none"> Meet periodically with the Town Council, possibly quarterly, to discuss progress, problems and possible mid-course changes in the plan. 	X	X	
<ul style="list-style-type: none"> Advise and assist the Technical Land Use Regulations Committee, the group assigned responsibility for revising the zoning ordinance and other land use regulations, concerning land use recommendations contained in the comprehensive plan. The Comprehensive Plan Committee should also review draft changes prepared by the Technical Land Use Committee before submittal to the Planning Board. 	X		
<ul style="list-style-type: none"> Hold public meetings to solicit comments about planning and development activities in Windham, especially in relationship to the comprehensive plan. 	X	X	
<ul style="list-style-type: none"> Evaluate the effectiveness of changes accomplished under recommendations contained in the comprehensive plan. 	X	X	
<ul style="list-style-type: none"> Prepare a short report about implementation efforts for inclusion in the annual Town Report. 	X	X	
<ul style="list-style-type: none"> Monitor how changes in Maine statutes and regulations could impact planning and development in Windham. 	X	X	
Policy Goals and Objectives: D-1, D-6, H-1, H-13 Implementation Responsibility: Town Council, Comprehensive Master Plan Implementation Committee & Community Development Department			

J. Regional Cooperation

Issue J1 - An increasing number of problems confronting Windham involve issues, such as roadway improvements and protecting environmental quality, that will require cooperation with neighboring communities in order to identify practical solutions. Although Windham has been actively involved in several regional planning initiatives, this type of effort will have to be expanded in the future.

Recommended Actions	Time Period (years)		
	1-2	3-5	6-10
J. Regional Cooperation			
<p>1. Establish working relationships with neighborhood communities, possibly through the Greater Portland Council of Governments, in working on issues of shared concerns such as transportation, economic development, housing and environmental protection of rivers, lakes and aquifers. The work undertaken through the existing Lake Region Development Council involving improvements to Route 302 and the creation of the regional Enterprise Development Park are good examples of benefits associated with this type of regional cooperation.</p> <p>Policy Goals and Objectives: C-4, C-6, D-3, I-1, I-3, I-4 Implementation Responsibility: Economic Development Office & Community Development Department</p>	x	x	x
<p>2. Partner with Non-Governmental Organizations (NGOs) such as the Mountain Division Alliance, Windham Land Trust, Sebago/Gorham Regional Land Trust, Gorham Trails Highland Lake Association, Little Sebago Lake Association to present educational and recreational opportunities for Windham residents. This approach will also require cooperative efforts to ensure that land use regulations and zoning ordinances around shared water bodies and along municipal borders are consistent or complementary among the various communities. This regional approach also offers opportunities to prepare joint funding proposals for state and federal agencies.</p> <p>Policy Goals and Objectives: I-3 Implementation Responsibility: Town Council & Natural Resources Commission</p>		x	
<p>3. Implement the South Windham/Little Falls Village Improvements Plan in cooperation with Gorham.</p> <p><u>Policy Goals and Objectives: I-5</u> Implementation Responsibility: Community Development Department, Economic Development Office and Town Council</p>		x	

3. Concluding Comments

An examination of recommendations outlined in the 1993 Comprehensive Plan indicated that the plan contained approximately 120 recommendations.¹ An evaluation of the various recommendations determined that about 31 recommendations were successfully implemented, seven (7) were partially implemented, and 40 recommendations were judged to be “ongoing.” An additional 42 recommendations had no action taken or the results of the recommendation were classified as unknown.

What this evaluation indicates is somewhat unclear. On one-hand only 32 percent of the recommendations were fully or partially completed during an eight year period (1993 to 2001). Conversely, about 35 percent of the recommendations were never implemented. However, actions are still ongoing in an effort to implement 33 percent of the recommendations made in 1993. Part of the problem in completing specific implementation actions may be due to unspecified objectives identified in some of the recommendations or the lack of identifying one organization responsible for overall implementation management².

The 2002 Windham Comprehensive Plan contains approximately 95 recommendations. To the extent possible, the vast majority of the recommendations address specific objectives to be achieved. Organizations responsible for implementation are also identified, as well as tentative time periods for achieving these objectives. Finally one organization, involving the establishment of a Comprehensive Master Plan Implementation Committee, is recommended to monitor and provide advice about the implementation of the plan.

Implementation of this Comprehensive Plan will not be a simple undertaking. In several instances the plan contains recommendations for the creation of new volunteer committees composed of town residents, in order to identify specific agendas in such areas as recreation and open space, environmental management, public use of school facilities, and the preparation of new land use regulations. In a few instances recommendations are made concerning the need for additional town staff, especially in areas relating to the collection and analysis of a wide variety of the data and information dealing with the impacts associated with future growth and development.

Windham has changed significantly during the past several decades. It will most likely continue to change in the future. The Windham Comprehensive Master Plan Steering Committee believes that these recommendations will improve the town’s ability to manage and direct these changes.

¹The Implementation Strategy listed 87 specific recommendations. However, since some recommendations contained multiple tasks it was estimated that the 1993 Comprehensive Plan contained approximately 120 specific recommendations. A copy of this evaluation is located in Appendix B.

² For example the phrase “work with” is often used, but the recommendation may not identify what should be specifically accomplished.