

Town of Windham

Planning Department
8 School Road
Windham, ME 04062

Voice 207.894.5960 ext. 2

Fax 207.892.1916

Comprehensive Plan Review Team #10
RSU Superintendents Office Building,
1st Floor Conference Room (School Road Entrance)
7:00 PM, Thursday, July 30, 2015

AGENDA

1. Public Comment/Review Team Comments from the Public
 - a. Summerfest – June 27
2. Summary of last meeting: June 25
 - a. Economic Development chapter
3. Review of draft Inventory Chapters
 - a. Revisions – none available this evening, but you are owed several chapters:
 1. Recreation, Parks & Open Space
 2. Agriculture & Forestry
 3. Economy
 - b. New
 1. Transportation
 2. Public Facilities & Services
4. Discussion of project schedule
5. Upcoming meetings:
 - a. Review Team meeting – August 20 (3rd Thursday)

**Comprehensive Master Plan
Review Team
June 25, 2015 Meeting**

Team Members present were: Mike Duffy, Allan Phinney, Dave Nadeau, Sparky Hurgin, Patrick Corey, Frayla Schoenfeld, and John Eddy.

Planning Director, Ben Smith, and Planner, Amanda Lessard, were also present as was Tom Bartell, Executive Director of Windham Economic Development Corporation.

Summary of the last meeting

- Members of the Windham Economic Development Corporation had been invited to attend this meeting. Tom Bartell arrived later in the meeting for discussion of the Economy Chapter.
- The Historical Society was holding the Village Green groundbreaking.
 - History part of civic center – should there be a zone change for more mixed use in Windham Center?

The review Team discussed meeting procedures

- In order to make the most of the group's time, the Review Team should focus meeting discussion more on strategies and policies as they relate to the values and vision.
- Within a week after a meeting Ben will send an email to Team members. It will include:
 - Information regarding the next chapter
 - Required state policies.
 - Other supporting documents/existing plans

Revisions from the last meeting

- Additional comments on Parks, Recreation & Open Space Chapter?
- Maps should be revised
- Tiny homes/Community housing should be accounted for in the Housing chapter.

Windham Economic Development Corporation Strategic Plan

Executive Director, Tom Bartell explained:

- The plan had been adopted in 2013 with the intent of implementing strategies for all the things the town had discussed for years.
- The strategy was to move the type of activity
- There should be a goal/policy
- Consider that in FLUP

Economic Draft Chapter

- Conditions
- Trends
- History
- The retail service area for Windham is bigger than just Windham.
- Data analysis regarding the location of jobs and employment shows that a growing portion of Windham's job force is not working in Windham - commuting.
 - This is not new - since 1990 the population has grown faster than jobs.
- Can public sector jobs be separated from private sector jobs?
- Analysis
- Sustain Southern Maine had mapped six commercial activity areas in Windham and classified them by the type of activity center
 - Community Center – North Windham
 - Neighborhood Center – Turning Leaf Dr./River Road area
 - Convenience Center – South Windham, Windham Center, Route 302 Rotary, Enterprise Drive/Seacoast Funpark area. Group agreed that Enterprise Drive area should be a neighborhood center with Turning Leaf. Also, the Rotary is close to a neighborhood center based on types and sizes of businesses but not there yet.
- Current planning efforts include:
 - WEDC Strategic Plan
 - TIFs
- More details needed on these sections...
 - Description of commercial areas
 - Home occupations and Rural Economy could be fleshed out more.
 - Infrastructure needs include sewer and broadband, which are utilities but serve an economic development function.
 - Natural gas

Homework

Think about Windham's unique assets for economic growth.

Summerfest

The Town will have a booth at Summerfest and volunteers would be helpful.

The next Review Team meeting was scheduled for July 30th.

Chapter xx Transportation

State Goal:

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

Analysis

With the automobile as the primary form of transportation for most Windham residents, it is not surprising that in the town's recent Community Insights 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 sprawling 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

In response to these issues, the town has embarked on several planning efforts over the past several years. Two such 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 River Road to Whites Bridge Road. 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, possibly widening of certain segments of the road.](#)

In 2013, the town adopted the 21st Century Plan 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 “to”, “thru” and “local” modes of travel, including cars, public transit, pedestrians and bicyclists in order to accommodate existing and future development. It will thrive as [both a](#) gateway to the Lakes Region and a vibrant town center where people live, work and play.

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.

Road Improvement Budget

(Ben- I need current and future)

Bicycle Pedestrian Networks

The existing bicycle pedestrian network in Windham is has numerous gaps. There are many examples of ~~with~~ 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. Maps of both areas can be located in Appendix X are shown below.

Parking

Parking is not an issue for most uses.—The ordinance requires the number of spaces typically ~~scene seen~~ for most suburban communities and includes ~~no 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, this option is rarely exercised. One of the goals of the 21st Century Plan is to reduce the overall number of parking spaces in North Windham in order to 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 instead of parking.

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Transit

The town is currently served by both the Lakes Region Bus and Regional Transportation Program (RTP). The Lakes Region Bus is a commuter bus, while RTP provides para transit transportation 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 is located in Appendix X shown below, in Map X-X.

Local Road Design Regulations

The Appendix B of the Windham Land Use Ordinance outlines the town's local road design standards. 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.

Comment [SC1]: Ben, are recent subdivisions creating through streets? Are they still relying on cul de sacs? Are there any incentives for developers to connect up to existing streets? I can't find anything in the ordinances.

In Section 500 Performance standards, Manchester Drive is identified as a controlled access street requiring all curb cuts on this street to be spaced at least 300 feet from the nearest curb cut. Section 518 outlines additional standards for several zoning districts and limits the number and width of curb cuts depending on the zone.

Section 500 Performance standards also include street connectivity standards that determine the number of connections a private road must have with an existing public street. The ordinance requires a second connection only after 31 lots/units are proposed.

[The Traffic Conditions and Streets standards in Section 900 of the ordinance dealing with Subdivision Review does give the Planning Board the authority to require a reserved right-of-way to abutting undeveloped properties.](#)

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 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, with 57% of Windham residents commuting to Portland, 30% within Cumberland County, and 11% outside Cumberland County, according to the Community Insights Survey. The Census provides journey to work data displayed in the map below.

Figures 1 & 2, below, provided by the U.S. Census Bureau's *On the Map* web tool, show commuter patterns in Windham in 2002 and 2012. 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.

Comment [SC2]: How many commute and where, can we compare to 2000 data? Do we know how many say they carpool?



Figure 1: Commuter Patterns in Windham (2002)



Figure 2: Commuter Patterns in Windham (2012)

Although there are no park and ride lots, ## residents state they carpool to work or take public transportation.

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

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. For example, some roads are intended to access residential neighborhoods, while others are intended to provide regional mobility. Roads fall into one of four categories- principal arterial, minor arterial, 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. 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.

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.

The classifications of Windham’s roads are based on 2014 records obtained from the MaineDOT, and are classified as minor arterial, major urban collectors, minor collector, local, or “other”. According to MaineDOT, Windham has 11.77 miles of minor arterials, 10.96 miles of major urban collectors, 8.21 miles of minor collectors, and 10.66 miles of local roads. A map of these roads coded by classification can be found on page x.

Ownership/ Town Maintenance responsibilities

Roads are also classified as State, Town, Public Easement, or private. 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. Of the five state roads in Windham, the town maintains xx miles, xx town roads totaling xx miles, and approximately xx miles of gravel roads, xx public easement roads and xx private roads. The follow is a list of roads and their maintenance responsibilities. (Need list from Public Works)

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), released annually by MaineDOT, is generated using automatic traffic counters and provides an estimate based on a sampling of data. Unfortunately, it does not account for seasonal fluctuations, a significant issue along Route 302. Not surprisingly, according to this data, 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 page xx.

Crash Data

Again, the crash data in the table below illustrates that most of the high crash locations are located on or adjacent to Route 302. The table includes significant statistics related to 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 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 in a three-year period. Windham’s high crash locations are listed in the table below and mapped on page XX.

Location	# Crashes (2015)	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

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. A map of these classifications can be found in [Appendix X](#).

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 Corridor Priority and Customer Service level maps can be found in [Appendix x](#).

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 workplan.

Project Type	Road	Specific Location	Budget
Paving (3/4 overlay)	Route 35	Beginning 0.02 of a mile east of Middle Jam Road in Standish and extending easterly 1 mile.	\$300,000
Intersection Improvements	Route 302	Municipal Partnership Initiative. Located at the intersection of Route 302, Anglers Road and Whites Bridge Road.	\$1,200,000
Paving	Falmouth Road	Municipal Partnership Initiative. Beginning at the Falmouth town line and extending northwesterly 1.00 mile to Albion Road.	\$330,000
Bridge and Structural Maintenance	William Knight Road	Repairing deck, abutment, retaining wall, bridge rail, and curb on Varney's Bridge which carries William Knight Road over the Pleasant River in Windham.	\$60,000
Bridge and Structural Maintenance	River Road	Repairing abutments, retaining walls, bridge rail, and curb on Doles Bridge which carries River Road over Doles Brook in Windham.	\$35,000
Paving	Route 202	Beginning 0.40 of a mile south of Lotts Drive in Windham and extending easterly 7.42 miles.	\$2,465,000
Highway Rehabilitation	River Road	Beginning at Windham - Westbrook town line and extending northerly 3.07 miles.	\$4,399,000

****local road projects...**

Road Construction Standards

Road design standards can be found in the towns Subdivision Regulations (Appendix B). The standards document the general construction standards such as required site distances relative to speed limits, width of right-of-way depending on traffic volume, surface type, shoulder and sidewalk width.

Bridges

A bridge inventory was prepared by the MaineDOT identifying 24 bridges in Windham. A map displaying bridge locations can be reviewed on [page xx](#).

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 the policy can be reviewed in [Appendix x](#).

Comment [SC3]: Need conditions from MaineDOT.

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 to help fund the service. **Rick can add a map of the route when it is finalized in August.**

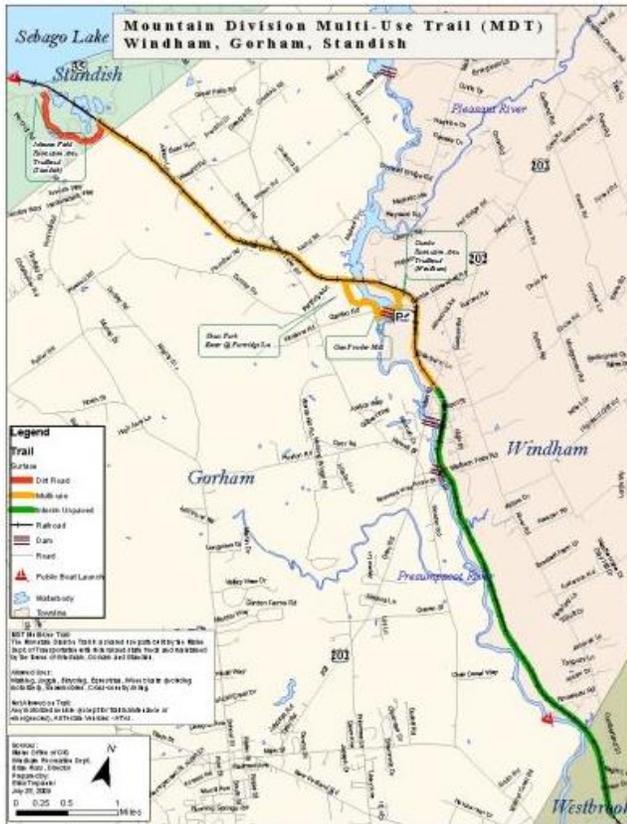
In addition to the Lakes Region Explorer, RTP also provides low-cost, curb-to-curb transportation service to the elderly, social service agency clients, the economically disadvantaged, and persons with disabilities in the study corridor and Cumberland County. According to its website, RTP consists of 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 the study area, 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.](#)

Comment [SC4]: Replace with better version...



Bicycle Pedestrian Facilities

Windham's bicycle pedestrian network is 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 primarily located in North, Central, 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 [Central Windham Center](#), home to the Town [Office](#), [hall](#), [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 on [page xx](#).

Comment [SC5]: Add map and text about major pedestrian generators.

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 projects have been proposed was completed on in Windham Center Road from the RSU School campus to River Road to improve access adjacent to the school and convenient store along Windham Center Road, Pope Road, and Route 202 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.

Comment [SC6]: Have any of these projects been implemented?

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 Road where retail development attracts people from neighboring communities. With the current suburban mall layout of land uses in this area, the town does not consider its parking capacity to be a concern. 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 curbcuts, 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.

Policies & Suggested Strategies to Implement Policies:

Comment [SC7]: The underlined policies are required for inclusion by the state.

Policy 1: To safely and efficiently preserve or improve the transportation system.

Strategy 1.1

Implement recommendations from 21st 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.

Strategy 1.2

Implement recommendations from the 21st 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.

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Strategy 1.2

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

Strategy 1.3

Continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network. 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 21st Century Downtown Plan for North Windham.

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Strategy 1.4

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 1.5

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.

Policy 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 2.1

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.

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Strategy 2.2

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

Strategy 2.2

Amend ordinances to require the construction of sidewalks or the equivalent impact fee for all new roads constructed or reconstructed, sidewalks should be provided on both sides and crosswalks should be installed at all intersection locations.

Strategy 2.3

Continue support of Bicycle Pedestrian ACE group working with GPCOG and Bicycle Coalition of Maine.

Strategy 2.3

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

Policy 3:

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

Strategy 3.1

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

Policy 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 4.1

[Develop procedures to implement the Complete Streets Policy adopted by the Town Council in 2014.](#)

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Strategy 4.2

Appendix Maps:

- Federal classifications- local, collectors and arterials.
- Traffic Volumes (AADT)
- CSLs (map and table)
- Crashes
- Road Condition
- Bridges
- Sidewalks
- MaineDOT/PACTS Projects

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 and Trends

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 201X 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 Assessment Report* by Oak Point Associates 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* 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, and are presented here:

- X
- Y
- Z

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 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 can not 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.

- Service area and map

Trash & Recycling

For many years, the Town has contracted with the private company Pine Tree Waste for pick up of residential trash and recyclables.

- Pay per throw issues
- Recycling rates and issues
- ecomaine

Stormwater Management

Windham has been a regulated community under the federal Municipal Sewer and Stormwater System (MS4) program since 20XX. At that time, the only portion of the community regulated by this program administered by the Maine DEP was an area in South Windham. Based on changes to the Urbanized Area as a result of the 2010 Census, much more of Windham is included in the regulated area. These areas include much of South Windham, the areas in the vicinity of Highland Lake, and much of North Windham. Please see Map X-X for a map showing the designated urban area. All development project within the area that meet the program thresholds must have stormwater systems that comply with the program. The Town is currently working on procedures and documentation requirements to comply with this new designation.

Power and Communications

- 3-phase power
- Broadband internet

Emergency Response System

- Through the county

Education

The Review Team suggested a stand-alone chapter in the Plan for the RSU. Might this be the place for that work?

Health Care

- Medical office uses
- Mercy Express Care

Street Tree Program

NA

Regional Coordination of Local Services

- RSU
- County Dispatch
- Gorham/South Windham Fire Station

Policies & Suggested Strategies to Implement Policies

Policy 1 – To efficiently meet identified public facility and service needs.

Strategy 1.1 – Explore options for regional delivery of local services.

Strategy 1.1.1. – 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.

Policy 2 – To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.

Strategy 2.2 – Identify any capital improvements needed to maintain or upgrade public services to accommodate the community’s anticipated growth and changing demographics.

Strategy 2.2.1 – 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 2.2.2 – 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 2.1 – Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.

Strategy 2.3 – Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.
