Town of Windham

Planning Department
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Comprehensive Plan Review Team #16
RSU Superintendents Office Building,
1st Floor Conference Room (School Road Entrance)
7:00 PM, Thursday, March 24, 2016

AGENDA

1. Public Comment/Review Team Comments from the Public
    a. Photo Contest - voting will be open through March.

2. Summary of last meeting: February 25, 2016
    a. Future Land Use discussion.
        1. Reviewed the homework, walked through areas of agreement and change from 2003 plan. Draft plan finalized at meeting confirmed through email after the meeting.

3. Town Council meeting: March 15.
    a. Council was supportive of effort so far, encouraged group to keep going as we get to the end of the 1st Draft

4. Review of draft Inventory Chapters
    a. Revisions not complete:
        1. Recreation, Parks & Open Space
        2. Agriculture & Forestry
        3. Public Facilities & Services
        4. Water & Natural Resources
        5. Housing

    b. Revisions complete for this meeting:
        1. None.

    c. New chapter for this meeting
        1. Future Land Use

5. Upcoming meetings:
    a. Volunteer Appreciation Reception – April 13, 6-8pm @ the Deckhouse
    b. Review Team – April 28:
        1. Plan Summary & Prioritization
        2. Action Plan

		Complete	Partially Complete	In Progress	Not Complete	Responsibility	Short Term	Mid Term	Long Term	ongoing
Economic Development										
1	Sewer Study			1		Town Council	1			
2	Business Recruitment Strategy		1			WEDC	1			
3	non-res = 30% tax base value				1	WEDC			1	
4	work with utilities on extensions				1	Town Council/WEDC		1		
5	higher standards for commercial development		1			Planning Board/Staff				1
6	designated service center				1	WEDC	1			
7	back lot development in growth areas		1			Planning Board/Staff		1		
8	regional work on econ dev issues				1	WEDC				1
Infrastructure and Municipal Services										
1	Capital Improvement Plan			1		Manager/Town Council/School				1
2.a	growth controls	1				Manager/Town Council	1			
2.b	impact fees		1			Manager/Town Council		1		
2.c	implement growth areas				1	Manager/Town Council		1		
2.d	alternative financing		1			Manager/Town Council				1
3	inventory condition of town roads		1			Public Works	1			
Roadways and Transportation										
1	corridor access management for route 302				1	staff, WEDC	1			
2	analysis of road improvement needs, public & Private roads		1				1			
3a	inventory /categorize types of streets		1			all	1			
3b	classify roads based on analysis	1				all	1			
3c	new road standards	1				all	1			
3d	private upgrades to public acceptance				1	all		1		
3e	connecting dead-ends		1			all	1			
4	outreach effort to private roads		1			all	1			
Sense of Community										
1	affordable housing construction				1	staff/Planning Board	1			
2	customer friendly public participation			1		Town Council	1			
3	town coordination of events				1	Town Council		1		
4	gateway treatment funds		1			Public Works		1		

Recreation and Open Space										
1a	ID key locations for protection				1	all	1			
1b	ID corridor links, esp in growth areas				1	all		1		
1c	ID alternatives for property/easements acquisition				1	all		1		
1d	TDR program				1	all		1		
1e	work with large landowners to minimize development				1	all				1
2	parks and recreation volunteers			1		Town Council	1			
3	volunteers suggest upgrades				1	Town Council	1			
4	green belt along Black Brook				1	staff		1		
5	maintain sufficient land to preserve wildlife and hunting				1	staff		1		
6	volunteer/staff work with large landowners on access				1	staff	1			
7	open space protection fund, part of CIP				1	Town Council		1		
Environmental										
1a	Natural Resources Commission established				1	Town Council/staff	1			
1b	Collect environ data from outside organizations		1			Town Council/staff		1		
1c	GIS maps to public		1			Town Council/staff	1			
1d	assist in development review - local				1	Town Council/staff	1			
1e	assist in development review - state & fed				1	Town Council/staff				1
1f	education & outreach		1			Town Council/staff		1		
1g	monitor key environmental resources		1			Town Council/staff				1
1h	region cooperation				1	Town Council/staff	1			
1i	staff for Commission				1	Town Council/staff	1			
2a	location of groundwater supplies				1	staff/Planning Board	1			
2b	minimize discharge in sensitive areas		1			staff/Planning Board	1			
2c	monitor groundwater		1			staff/Planning Board		1		
2d	standards for significant water withdrawl		1			staff/Planning Board	1			
2e	standards for moritorium on development re: groundwater quantity				1	staff/Planning Board	1			
2f	groundwater education				1	staff/Planning Board		1		
2g	standard re: water availability for permits	1				staff/Planning Board	1			
3	Town management goals for lakes/ponds				1	staff	1			
4	stream mapping and setbacks				1	staff		1		
5	phosphorous control ordinance	1				staff/Planning Board		1		
6a	minimize wetland and stream impacts by minimize disturbance areas				1	staff/Planning Board/Town Counc	1			
6b	minimize wetland and stream impacts by preserve buffers				1	staff/Planning Board/Town Counc	1			

6c	minimize impervious area				1	staff/Planning Board/Town Counc	1			
7	participate in Sebago Lake Protection Council				1	Town Council/staff		1		
8	invasive plants awareness				1	nat resources council		1		
9	watershed planning				1	staff/Planning Board/Town Council		1		
10	review development for watershed impacts, esp. nitrogen				1	Planning Board		1		
11	establish development standards re: exisiting slopes				1	Planning Board	1			
Education										
1	maximize school facilities use nights/weekends/summer				1	School Board & Parks	1			
2	maximize auditorium use nights/weekends/summer				1	School Board & Parks		1		
3	link school and business community	1				School Board & WEDC	1			
Land Use										
1a	establish techincal land use regulation committee	1				staff/Council/Planning Board	1			
1b	revise zoning boundaries		1			staff/Council/Planning Board	1			
1c	overlay zoning for village districts		1			staff/Council/Planning Board	1			
1d	density bonuses for clustering		1			staff/Council/Planning Board	1			
1e	require open space in rural area subdivisions		1			staff/Council/Planning Board	1			
1f	limit residentail permits during zoning revision		1			staff/Council/Planning Board	1			
1g	design standards for commercial		1			staff/Council/Planning Board	1			
1h	street standards for rural v. growth				1	staff/Council/Planning Board	1			
1i	business parks rather than narrow strips of commercial		1			staff/Council/Planning Board	1			
2	Municipal GIS	1				staff & WEDC		1		
3	overlay zones for Presumpscot & Pleasant				1	staff/Planning Board	1			
4	impact fees for parks	1				staff			1	
5	standards for viability of new houses on private roads				1	staff/Planning Board	1			
6	standards for improving private roadways				1	Public Works and staff	1			
7	Transfer of development rights				1	Planning Board/staff		1		
8	Work with 3rd parties to acquire open space				1	Parks & Rec		1		
9	Rate of Growth Ordiannce	1				Planning Board/staff		1		
Administration										
1	Comp Plan Implementation Committee		1			Town Council				1
1a	meet with Council				1	Town Council				1
1b	Advise ordinance committee				1	Town Council				1
1c	Hold public meetings				1	Town Council				1
1d	evaluate effectivness of changes				1	Town Council				1

1e	report in Town Report				1	Town Council				1
1f	monitor state statues for impacts on Windham				1	Town Council				1
Regional Cooperation										
1	neighboring communities & GPCOG		1			staff and WEDC				1
2	partner with non-profits on rec and education				1	Town Council & Nat Resources commi		1		
3	Implement South Windham/Little Falls Plan		1			staff and WEDC		1		
TOTALS		10	28	4	52	0	47	30	2	15
		11%	30%	4%	55%		###	33%	2%	###

of 94 goals…

41% complete or partially complete

51% were short term goals

Yellow = State Requirement
Green = Windham Item

1	**Recreation**				
		1.1	To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.		
				1.1.a	Develop a Recreation and Open Space plan to meet current and future needs. Assign a committee or community official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.
				1.1.b	Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.
				1.1.c	Prioritize the build-out of Donnabeth Lippman Park per the Master Plan.
		1.2	To preserve Open Space for Recreational use as appropriate.		
				1.2.a	Identifying land for preservation should be included as part of the recreation and open space plan suggested in Strategy 1.1.
				1.2.b	Work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land.
				1.2.c	Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A.
		1.3	To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing and swimming		
			and work with nearby property owners to address concerns.		
				1.3.a	Use the list of water bodies identified in the "Water Access Needs" section of this chapter as a starting point to prioritize proactive Town efforts related to additional public access .
				1.3.b	Work with land trusts, lake associations, and landowners to establish new access points to Windham's lakes and ponds.
		1.4	Build new facilities to serve an expanding demand and a growing population.		
				1.4.a	Build a Community/Recreation Center. Note that the effort required to determine the size, services, and facilities of such a Center may or may not be part of a Recreation and Open Space Plan.
				1.4.b	Identify and obtain land in order to build an Outdoor Field complex as part of a Recreation and Open Space Plan.
				1.4.c	Build more playgrounds within walking distance of existing neighborhoods. This can be implemented through the subdivision process, or through the Recreation Capital Plan for properties identified in a Recreation and Open Space Plan.
		1.5	Preserve important open space, forests, and agricultural land important to the residents of Windham		
				1.5.a	Develop a Recreation and Open Space Plan to further detail and prioritize recreation needs and to create a framework for evaluating land to be preserved for environmental, scenic, cultural/historic, or agricultural and forestry purposes..
				1.5.b	Establish a program for the preservation of land important to the people of Windham, similar to the state's "Land for Maine's Future" program, in order to contribute to the conservation of high priority conservation lands, establish points for public access to water and preserve agricultural land. This program should receive funds from the Town every budget cycle.
				1.5.c	Maximize property tax reduction programs to the full extent allowed by state law to encourage and incentivize the private provision of open space, forested lands, and agricultural operations.
2	**Agriculture & Forestry**				
		2.1	To safeguard lands identified as prime farmland or capable of supporting commercial forestry.		
				2.1.a	Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.
				2.1.b	Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.
				2.1.c	Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable.
				2.1.d	Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.
				2.1.e	Create an Open Space Plan for the Town that identifies the most important working farms forest lands in Windham. Properties identified should be targeted for preservation of productive capacity.
		2.2	To support farming and forestry and encourage their economic viability.		
				2.2.a	Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.
				2.2.b	Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.
		2.3	To establish programs that incentivize keeping fams and forest lands in production.		
				2.3.a	Create a program that is funded annually to create and build-up a source of funding for the purchase of development rights or of land as opportunities present themselves to the community. This fund could be used as matching funds when working grant money or funding sources from other organizations.
				2.3.b	Encourage owners of productive farm and forest land to enroll in the current use taxation program
3	**Economy**				
		3.1	To support the type of economic development activity the community desires, reflecting the community's role in the region.		
				3.1.a	Enact or amend local ordinances to reflect the desired scale, design, intensity and location of future economic development.
				3.1.b	Continue to implement the Town's Economic Development Strategic Plan, and update this plan every 5 years.
		3.2	To make a financial commitmentto support desired economic development, including needed public improvements		
				3.2.a	Assign responsibility and provide financial support for economic development activities to the Windham Economic Development Corporation.
				3.2.b	Identify the mechanisms to be considered to finance public investments that support economic development (local tax dollars, creating a tax increment financing district , a Community Development Block Grant or other grants, bonding, impact fees, development districts, etc.)
				3.2.c	Develop a Capital Improvement Plan (CIP) that includes infrastructure projects in order to prioritize needed investments, allows the Town to incorporate local improvements with outside agency projects, (including MaineDOT, Portland Water District) and plan for required funding needs over time.
				3.2.d	Focus on implementing existing and future plans that support economic development and create a true sense of place in North Windham and other villages within the Town of Windham.
				3.2.e	Implement the 21st Century Plan in a manner that creates a true town center.
				3.2.f	Develop neighborhood or district plans for Windham Center and South Windham.
		3.3	To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.		
				3.3.a	Participate in any regional economic development planning efforts.
4	**Historical & Archaelogical**				
		4.1	Protect to the greatest extent practicable the significant historic and archaeological resources in the community.		

				4.1.a	For known historic archeological sites and areas sensitive to prehistoric archeology, through local land use ordinances require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.
					Note: Partially Implemented. This requirement is in the ordinance for projects that require Site Plan Review, but not for subdivisions or projects that do not require Planning Board or Staff Review Committee approval.
				4.1.b	Adopt or amend land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.
					Note: Partially implemented. The ordinance requires coordination with MHPC when National Register properties are on the project site, or in the case of subdivisions, even adjacent to the project site. However, the mapping provided by the MHPC has not been incorporated into the ordinance for projects that do not involve National Register properties .
				4.1.c	Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources.
					Note: Partially implemented. As noted above, the Historical Society has made a good start on this project, but is limited in resources and scope of inventory work. The Historical Society could benefit from Town staff time and mapping support of the Town to advance this project for the most significant historical resources.
		4.2	Identify and build public awareness of Windham's most significant historical resources and structures.		
				4.2.a	Work with the Windham Historical Society to complete the historic building and site inventory started by the Society.
				4.2.b	Use the mapping provided by the MHPC showing potential prehistoric archeological resources as the basis for a professional survey of the highlighted areas.
				4.2.c	Identify historic resources with signage at the street. According to members of the Historical Society, there were signs installed by the Town to identify between 30-40 historic sites and buildings many decades ago. Over the years, this signage has not been maintained or gone missing for all but a few locations.
		4.3	Protect Windham's most significant historic resources and structures.		
				4.3.a	Work with the Windham Historical Society, land trusts and private property owners to permanently protect significant historic buildings and sites through acquisition or listing in the National Register of Historic Places.
				4.3.b	Re-establish the Historic Preservation Commission in order to update and implement the Historic Preservation Ordinance.
5	**Public Facilities & Services**				
		5.1	To efficiently meet identified public facility and service needs.		
				5.1.a	Explore options for regional delivery of local services.
				5.1.a.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.
		5.2	To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.		
				5.2.a	Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.
				5.2.b	Continue work to develop a wastewater system for North Windham that will allow the Town to meet its environmental, economic, and community development goals that will be financially acceptable to residents of the whole community.
				5.2.c	Establish a water and sewer extension policy will ultimately serve the Town's designated growth areas with this infrastructure that will actually allow higher densities and more intense uses of property where it is desired.
				5.2.d	Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.
				5.2.e	Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.
6	**Transportation**				
		6.1	To safely and efficiently preserve or improve the transportation system.		
				6.1.a	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.
				6.1.b	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.
				6.1.c	Work with local businesses and property owners to modify driveway locations that are unsafe or unnecessarily contribute vehicle turning movements in the corridor.
				6.1.d	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.
				6.1.e	Maintain, enact, or amend local ordinances as appropriate to address or avoid conflicts with the policy objective of the Sensible Transportation Act (23 M.R.S.A Sec. 73), state access management regulation pursuant to 23 M.R.S.A Sec. 704, and state traffic permitting regulations for large developments pursuant to 23 M.R.S.A. Sec. 704-A.
				6.1.f	Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.
		6.2	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.		
				6.2.a	Develop a Town-wide Bicycle and Pedestrian Plan to address issues presented in the built-up and more rural parts of Windham. This plan should view the transportation system benefits and recreational benefits of walking and bicycling.
				6.2.b	Sidewalks should be constructed on both sides of Roosevelt Trail/Route 302 and along Tandberg Trail/Route 35.
				6.2.c	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.
				6.2.d	Continue support of Bicycle Pedestrian ACE group working with GPCOG and Bicycle Coalition of Maine.
				6.2.e	Upgrade existing signalized intersections with crosswalks, ADA ramps, and pedestrian signals so that pedestrians can cross all approaches.
		6.3	To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.		
				6.3.a	Continue to participate on regional planning projects and coordination with PACTS and the Greater Portland Council of Governments.
				6.3.b	Identify high-crash locations outside of the planning areas associated with the 21st Century Plan and the Route 302 North Plan, and proactively coordinate with MaineDOT or PACTS on addressing the most serious safety issues.
		6.4	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).		
				6.4.a	Develop proceedures to implement the Complete Streets Policy adopted by the Town Council in 2014.

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		6.5	To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network. (needs to be added to chapter)		
7	**Water & Natural Resources**				
		7.1	To protect current and potential drinking water sources		
		7.2	To protect significant surface water resources from pollution and improve water quality where needed.		
		7.3	To protect water resources in growth areas while promoting more intensive development in those areas.		
		7.4	To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.		
		7.5	To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.		
		7.6	To conserve critical natural resources in the community.		
		7.7	To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.		
				7.7.a	Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with:
					a) Maine Stormwater Management Law and Maine Stormwater Regulations (Title 38 MSRA 420-D and 06-096 CMR 500 and 502).
					b) MaineDEP allocations for allowable levels of phosphorous in Lake/Pond watersheds.
					c) Maine Pollution Discharge Elimination System Stormwater Program
				7.7b	Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.
				7.7c	Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.
				7.7d	Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.
				7.7e	Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.
				7.7f	Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.
				7.7g	Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.
				7.7h	Provide educational materials at appropriate locations regarding aquatic invasive species.
				7.7i	Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.
				7.7j	Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.
				7.7k	Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.
				7.7l	Through local land use ordinances, require the planning board (or other designated review authority) to include as part of the review process, consideration of pertinent BwH maps and information regarding critical natural resources.
				7.7m	Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.
				7.7n	Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.
				7.7o	Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.
8	**Housing (these need to be added to the draft chapter online)**				
		8.1	To encourage and promote adequate workforce housing to support the community's and region's economic development.		
				8.1.a	Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.
		8.2	To ensure that land use controls encourage the development of quality affordable housing, including rental housing		
				8.2.a	Maintain, enact or amend growth area land use regulations to increase density, decrease lot size, setbacks and road width or provide incentives such as density bonuses to encourage the development of affordable/workforce housing.
				8.2.b	Maintain, enact or amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.
				8.2.c	Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2).
		8.3	To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs		
				8.3.a	Create or continue to support a community affordable/workforce housing committee or regional affordable housing coalition.
					Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.
9	**Future Land Use Plan (our narrative needs to be expanded into a chapter)**				
		9.1	To coordinate the community's land use strategies with other local and regional land use planning efforts.		
				9.1.a	Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.
		9.2	To support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.		
				9.2.a	Assign responsibility for implementing the Future Land Use Plan to the appropriate committee, board or municipal official.
				9.2.b	Using the descriptions provided in the Future Land Use Plan narrative, maintain, enact or amend local ordinances as appropriate to: a. Clearly define the desired scale, intensity, and location of future development; b. Establish or maintain fair and efficient permitting procedures, and explore streamlining permitting procedures in growth areas; and c. Clearly define protective measures for critical natural resources and, where applicable, important natural resources. d. Clearly define protective measures for any proposed critical rural areas and/or critical waterfront areas, if proposed.
				9.2.c	Track new development in the community by type and location.
				9.2.d	Periodically (at least every five years) evaluate implementation of the plan in accordance with Section 2.7.
		9.3	To support the level of financial commitment necessary to provide needed infrastructure in growth areas.		
				9.3.a	Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land uses.
		9.4	To establish efficient permitting procedures, especially in growth areas.		

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				9.4.a	Provide the code enforcement officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A M.R.S.A. §4451.
		9.5	To protect critical rural and critical waterfront areas from the impacts of development.		
				9.5.a	Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas identified in the Future Land Use Plan.
10	**Capital Improvement & Fiscal Capacity (these need to be incorporated into the chapter)**				
		9.1	To finance existing and future facilities and services in a cost effective manner.		
		9.2	To explore grants available to assist in the funding of capital investments within the community.		
		9.3	To reduce Maine's tax burden by staying within LD 1 spending limitations.		
				9.3.a	Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to
					increase cost savings and efficiencies.
	Draft Chapters having no policies or goals:				
	Existing Land Use				
	Maps				
	Population & Demographics				

Action Plan & Performance Measures

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

This Plan includes many policy goals and the suggested strategies that will allow the town to make progress toward each of those goals. These goals have been organized into categories of policy recommendations based on the Core Values that came through in the Visioning work for this plan. We want to be able to show progress in areas that people of the community have told us they care about.

Performance Measures

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

Preserve important open spaces, forested lands and working farms

Number of acres of land protected through the acquisition of development rights, conservation easements or Town gift/purchase.

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

Total number of jobs in Windham.

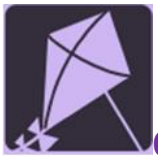
Preserve and improve accessibility and connections to local and regional destinations

Feet of new sidewalk constructed in Growth Areas

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

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

Number of age-restricted dwelling units permitted as a percent of total dwelling units



Celebrate community and connections to Windham's past

THE TWENTY-FIRST-CENTURY COMPREHENSIVE PLAN

> I believe that the preparation and maintenance of the general plan is the primary, continuing responsibility of the city-planning profession. It will continue to be our most significant contribution to the art of local government. (Kent 1990, 2)

Originally published in 1964, T.J Kent Jr.'s book *The Urban General Plan* highlighted the key role of the general (or comprehensive) plan. It traced the roots of the plan back to the work of Frederick Law Olmsted Jr., Edward Bassett, and Alfred Bettman in the second and third decades of the twentieth century, thus representing the culmination of about 50 years of comprehensive planning practice to that point. According to Kent, the general plan should be long-range, comprehensive, a top-down general statement of policy (as opposed to a specific implementation program), and focused on physical development. Kent called for the plan to be divided into a series of elements addressing different subject matters. He identified the city council (or similar governing body) as the "principal client" of the plan and called for making the completed plan available to citizens —rather than engaging them in its preparation.

In the last decades of the past century, spurred by societal trends and their impacts on planning practice, the traditional comprehensive planning model that Kent described began to change. Key influences included, among others, a new emphasis on community engagement in the planning process; a broadening of planners' concerns to encompass the social and environmental in addition to the physical realms; and increasing attention to implementation (to counter the proverbial "plan that sits on the shelf"). In 1987 the World Commission on Environment and Development published *Our Common Future* (also known as the Brundtland Report), which defined sustainable development as "development which meets the needs of the present without compromising the ability of future generations to meet their own needs (United Nations 1987)" The idea of sustainability is commonly framed as the "three Es"—environment, economy, and equity—or the "triple bottom line" of people, prosperity, and planet.

A session at the 1999 National Planning Conference in Seattle and accompanying article in the conference proceedings explored the significant changes to the practice of comprehensive planning that occurred during the latter part of the twentieth century and what these changes might mean for the twenty-first century comprehensive plan. The authors described the emerging comprehensive plan model as values driven, collaborative, thematic based, linking process and outcome, regional in focus, and beyond paper (Rouse, Chandler, and Arason 1999):

- **Values driven**: The plan addresses the issues and manifests the values expressed by the community.
- **Collaborative**: The planning process meaningfully engages citizens, organizations, businesses, and other community stakeholders.
- **Thematic based**: The plan is organized into cross-cutting themes rather than discrete elements.
- **Linking process and outcome**: The plan connects community values to a clearly defined action agenda.
- **Regional in focus**: The plan addresses issues that are regional in scope.
- **Beyond paper**: The plan uses digital technology, visualizations, and other techniques that transcend the traditional limitations of written documents.

The above characteristics address process, structure, and scope more than the substance of the comprehensive plan. In the plan standards framework described in this report, they are mostly reflected in the best practices under Processes and Attributes. Fifteen years following the Seattle conference—with issues such as climate change, inequality, and environmental deterioration becoming ever more prominent—it is appropriate to add "sustainable" as a seventh characteristic of the twenty-first century comprehensive plan. In the plan standards framework, the best practices under Principles address substantive sustainability issues.

Looking toward the future, the following are some key trends that likely will significantly affect comprehensive planning practice.

Resilience

Hurricane Katrina, Superstorm Sandy, and other extreme weather events have highlighted the need for communities to become more resilient. Resilience (the ability to recover from disturbance and change) applies not just to anticipating natural disasters and planning for post-disaster recovery but to other shocks such as severe economic downturns. Some have referred to resilience as the "new sustainability"; however, it is important to distinguish between the two. Resilience allows a community to respond to and recover from specific disruptive events, while (per the Brundtland Report definition) sustainability seeks to preserve for future generations the re-

sources and opportunities that exist for current generations. The two concepts need to work hand in hand (Schwab 2014).

Systems Thinking

The traditional comprehensive plan is organized into discrete plan elements such as land use, transportation, housing, and community facilities, a structure reinforced by many state planning statutes that mandate plan content. In reality, these subject areas operate as complex systems whose interactions determine the form and function of an even more complex system: the community as a whole. To apply systems thinking to comprehensive planning, planners should consider how elements that are typically prepared separately (such as land use and transportation) interconnect, as well as how an understanding of basic system characteristics might inform plan development. For example, the City of Albany, New York, organized the Albany, NY 2030 Comprehensive Plan around eight interrelated systems and used system principles (such as leverage points, feedback loops, and levels of the system hierarchy) to help determine implementation priorities (cited in Godschalk and Anderson 2012). (For a good overview of systems thinking, including 12 places to intervene in complex systems, see Meadows 2008.)

Community Engagement

Rapid advances in digital technology—from social media to web-based GIS platforms to robust sources of "open data"—are transforming the ways citizens can be involved in comprehensive planning processes. Digital tools allowing for real-time assessment of the impacts of alternative future scenarios in public meetings is an example, as are online tools for citizen outreach, generation of ideas, and voting on priorities. In using such tools, planners need to be cognizant of the so-called "digital divide" in order to ensure that traditionally underrepresented groups are not further marginalized in the planning process, and planners need to consider other means of reaching these groups. This may involve, for example, connecting with trusted leaders and engaging in settings comfortable and accessible to these citizens.

Equity

Increasing inequality—as reflected in the income gap between the richest and poorest members of society—has emerged as a major national concern, particularly in the years following the Great Recession of 2007 to 2009. This trend relates not only to economic status but also to basic quality-of-life issues such as resilience (minority and low-income populations are especially vulnerable to the impacts of natural disasters; see Schwab 2014) and public health (minority and low-income populations have higher incidences of chronic conditions such as obesity and lower life expectancies than more affluent populations; see Flegal et. al. 2010; Haley et al. 2012). Equity, one of the three "Es" of sustainability, is arguably the most difficult for planners to address. Along these lines, planners should consider the implications for their work of the AICP Code of Ethics, which as an aspirational principle calls on planners to "seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and promote racial and economic integration" (American Planning Association 2009).

Implementation

In a time of fiscal constraints and questioning of the role of government, effective implementation is vital to establish the value of planning. Applied to the comprehensive plan, this means not just revising development regulations but also tying the capital improvements program to plan goals, objectives, and actions, and—very importantly—demonstrating returns on investment. It means building new implementation models, such as diverse partnerships and coalitions across sectors. It means setting priorities and measures of accountability, including feasible targets and metrics to determine progress. And it means communicating with the community in ways that help planners connect with citizens, such as telling stories about tangible successes.

Adaptation

Planning can no longer follow a simple linear process in which public policies and investments are based on trend-line projections of local population and economic growth. Conditions that used to be considered stable—such as the climate, resource availability and costs, and the local employment base—are increasingly unstable and outside the control of local governments. Present-day planning must proceed as a learning and adaptation process, in which ongoing plan updates factor evidence of regional, national, and global change into local decisions. This means that today's plans need to account for, and adjust to, a wider range of information about outside impacts. For example, coastal communities have to track up-to-date estimates of sea level rise resulting from climate change in order to ensure that their comprehensive plans adequately protect future public safety. This approach has been termed "adaptive governance" (Brunner and Lynch 2010) or "anticipatory governance" (Quay 2010). As a form of systems thinking, an adaptive approach would use monitor-

ing and feedback mechanisms to adjust implementation programs on an ongoing basis.

The Comprehensive Plan Moving Forward

There are no easy paths to addressing these and other complexities affecting comprehensive planning practice in the twenty-first century. The plan standards framework described in this report is not a prescription or a recipe. Rather, it is a resource and benchmark for communities to use as they develop solutions that work in their particular circumstances. For example, best practices under Principles provide direction for addressing issues related to resilience; the Authentic Participation best practices provide direction for community engagement; the Accountable Implementation best practices provide direction for implementation; and best practices under Attributes provide direction for communication.

Systems thinking is embedded in the six principles and associated best practices, which cut across traditional plan elements, and can be utilized in applying all components of the plan framework. Adaptability is reflected in best practices for Attributes and includes creative strategies for dealing with community change, uncertainty, and development needs, as well as Accountable Implementation best practices that call for monitoring and measuring implementation progress. Interwoven equity is one of the principles and is integrated into best practices throughout the framework. The ultimate aim is to help planners and the communities realize the powerful potential of the comprehensive plan to sustain twenty-first century places.