B. OVERALL STRATEGIES AND RECOMMENDATIONS

PLAN STRATEGIES

The proposed 20-year plan for South Windham/Little Falls Village envisions a revitalized, expanded village centered on the river and served primarily by Route 202, the historic Main Street. However, to become a vibrant community with housing, businesses, open space, recreation, and services within easy walking distance - and perhaps tied to a new rail station - many new initiatives must be undertaken.

These initiatives, or strategies, are summarized in the following table. Some of the strategies are easy to implement, some are complex; some are geared to the short term and mark small steps to larger goals, while others can only be achieved over a longer period of time.

Further, the strategies are divided into categories and each is prioritized based on community input. The two right-hand columns in the table suggest possible funding sources and appropriate time frames for implementing each action.

The following funding sources are referred to in the table and explained in a later section of this report:

CDBG	Community Development Block Grant
TIF	Tax Increment Financing
CIP	(Local) Capital Improvement Program
MDOT(B)	Maine Department of Transportation (Biennium Program)
MDOT(E)	Maine Department of Transportation (Enhancement Program)
MDOT(G)	Maine Department of Transportation (Gateway Program)
MDOT(C)	Maine Department of Transportation (Congestion Mitigation Air Quality Program)
LAWCON	Land & Water Conservation Fund
MTFP	Maine Trails Funding Program
CV	Community Volunteers
PWD	Portland Water District
TOWN	Utilize Town personnel
FERC	Federal Energy Regulation Commission

More detailed explanations about many of the priority strategies follow this section.

Objective	Strategies	Priority	Funding Source(s)	Time Frame (years)
1. ECONOMIC DEVELOR	PMENT STRATEGIES		1	() ()
Revitalize the South Windham mill properties	Improve the sewer system to increase its capacity and extend the sewer lines to serve Rich Tool & Die.	High	CDBG TIF	1998-2002 (1 to 5)
so as to create jobs and generate tax revenue.	Have the Windham Economic Development office work cooperatively with the owners of the mills and potential investors/developers to address problems, find tenants, and raise capital; this includes assistance with permitting, marketing, finding investment capital, and assisting with any needed demolition.	High	TOWN	1998-2002 (1 to 5)
	Amend the town's zoning ordinance to allow for appropriate mixed uses but not noxious industrial uses, on these and other sites.	High	TOWN	1998-1999 (1 to 2)
	Extend the sewer line up Route 202 into the old L.C. Andrews area, increase the capacity of the treatment plant, and make repairs to the existing sewer lines to reduce inflow.	Med	TIF CDBG PWD	2002-2007 (5 to 10)
Create opportunities for new commercial development in existing	Establish TIF (Tax Increment Financing) district(s) in the village area so new taxes are plowed back into village improvements.	High	TOWN (Windham)	1998-1999 (1 to 2)
structures and on new, appropriate, building sites.	Work with the owners of properties in the vicinity of the old L.C. Andrews facility to create enough space (± 5 acres) for a business or commercial center on both sides of the old railroad tracks.	Med	TIF TOWN	2000-2002 (3 to 5)
	 Seek funds to pay for the demolition of unsound, dilapidated structures on potential development sites. 	Med	CDBG	1998-1999 (1 to 2)
	 Investigate the feasibility of establishing stores/offices and/or services on property behind Sawyers Grocery store. 	Med	TIF	2002-2007 (5 to 10)
	Consider the purchase and rehabilitation of a vacant commercial building and lease it (as an incubator) to a commercial tenant.	Med	TOWN	1999-2000 (2 to 3)
	 Establish a low interest loan program for new business start-ups and expansions of existing businesses. 	High	CDBG	1998-1999 (1 to 2)
Support and assist existing business owners in the village and along	Assist existing business by: Making facade grants available for building improvements and for new signage;	High	CDBG	1998-1999 (1 to 2)
Route 202.	Provide advice to commercial building owners on market opportunities and promotional strategies;	Low	TOWN	1998-2002 (1 to 5)
	Make on-and off-street parking available.	Hìgh	CDBG TOWN	1998-1999 (1 to 2)
Enforce existing codes.	Institute a code violation crackdown in order to clean up dangerous and/or health/safety conditions.	Low	TOWN	None

Objective	Strategies	Priority	Funding Source(s)	Time Frame (years)
2. Residential Develo	OPMENT STRATEGIES			
Create opportunities for new residential development, served by public sewer and water, within walking distance	 Revise both towns zoning ordinances so that they have similar provisions to encourage more housing in and near the historic village areas. In addition: increase the allowable density, to 10 units/acre; permit a wide variety of dwelling units; and enact standards to ensure quality. 	High	TOWN	1998-1999 (1 to 2)
of both village centers.	 Identify parcels suitable for new housing and work with public (e.g., sewer) and private interests (e.g., developers, owners, Realtors) to encourage development. Suitable areas include: Land west of the River Rd. near Depot St., at the L.C. Andrews site; along the river (on high ground); west of Brackett St. 	Med	PWD TOWNS	2002-2007 (5 to 10)
	Revise each town's Comprehensive Plan to reflect this emphasis on village living.	High	TOWN	1998-2000 (1 to 3)
Protect the value of existing, historic	Consider establishing an "overlay" historic district (or zone) for those areas in which there is a prevalence of historic structures.	Low	TOWN	2002-2003 (5 to 6)
residences in the village centers.	Urge local banks and savings institutions to provide low interest loans for improvements to historic structures.	High	TOWN (E.D.)	Ongoing
	M TRAFFIC AND INCREASE SAFETY			
Slow down local and through traffic on the major	Install "gateways" (landscaped neckdowns) at the main entrances (Routes 202 and 237) to the village to "announce" the village and as a cue to drivers to slow down.	High	MDOT(G) TOWN	1998-1999 (1 to 2)
arterials within the village.	Build traffic "humps" at key locations along Route 202 in the core village area to act as physical warning signs to drivers to slow down and as crossings for pedestrians and cyclists.	Low	MDOT(B)	2002-2007 (5 to 10)
	Improve speed warning signs and add "yield for pedestrians" signs.	High	MDOT TOWN	1998-1999 (1 to 2)
	Mark all crosswalks with broad, wide, white-painted stripes, painted pedestrian symbols, and signage; add additional crosswalks at the locations shown on the plan.	High	MDOT TOWN	1998-1999 (1 to 2)
	Make the travel lanes no more than 12' 0" wide and make the fog line 6" wide, so the shoulder/bike lane is clearly shown.	Low	MDOT TOWN	2002-2007 (5 to 10)
	Consider flashing lights to warn drivers of the speed limit.	Low	MDOT	2008(10)
Make improvements to the dangerous inter-sections on River Rd. at Rt. 202	 Request that MDOT develop new recommendations for making the Grants Corner (River Rd./Rt. 202) intersection safer; investigate the feasibility of a roundabout, turning lanes, and/or better grades and sight-lines. 	Med	MDOT(B)	2000-2004 (3 to 7)
and at Depot St.; (both are high accident locations; HAL's).	Have MDOT investigate the cause of the fatal accident(s) at River Rd. and Depot St. and make recommendations for improvements.	Med	MDOT	2000-2001 (3 to 4)

Objective Minimize the interference	Strategies	Priority	Funding Source(s)	Time Frame
caused by too many driveways and very wide driveways entering the major throughways.	Enact (or add) Access Management standards to each town's land use ordinances (if they don't already exist) so that the recommendations in MDOT's Access Management Handbook are followed.	Low	TOWN	(years) 2000-2002 (3 to 5)
Provide on-street, public parking where it is needed and where	Retain all existing on-street parking on Main (Route 202); clearly mark (stripe) all such on-street spaces.	High	MDOT(B) TOWN	1999-2000 (2 to 3)
space is available. Provide another traffic	Create on-street, diagonal parking on Tow Path Road (across from the Rod and Gun Club), to serve village business needs.	Med	TOWN	2001-2002
bridge across the Presumpscot River.	Work with MDOT and the two town councils to find a way to repair or rebuild the old Gambo Bridge, for pedestrian and vehicular traffic.	High	MDOT(B)	(3 to 4) 2002-2007 (5 to 10)
Provide for municipal off- street parking in areas of highest need.	Consider the municipal purchase (or a joint venture with the private sector) of land in the heart of the village, for the construction of parking lots in both South Windham and Little Falls Village.	High	CIP TIF	1999-2002 (2 to 5)
4. COMMUNITY IMPROV	EMENT STRATEGIES		CDBG	
a) Streetscape Impro				
Upgrade all existing sidewalks.	 Replace all poor quality sidewalk finishes with new paving and ensure all existing sidewalk slopes and curbs met ADA requirements for ramps, on Route 202, Route 237, Depot, and High Streets. 	High	CDBG CIP	1998-1999 (1 to 2)
Extend sidewalks to serve all of the village.	 Establish a phased, new sidewalk construction program to extend sidewalks in these locations: on Route 202 from Custom Built Homes up to the Post Office, east side only; on Depot, one side, up to the River Road; on High St., southward to the State property on one side; on Tow Path Rd., on one side, up to the Land Trust property; on Brackett Street on one side (or on both sides)?; on Rt. 237, between Bracket and Main St., on one side; on one side of Mallison, Union, Oak, and Canal Streets 	Med	CIP	2002-2007 (5 to 10)
Provide for new street ghting in the central illage area. Provide street tree planting	Replace existing street lights on Main, from Brackett north for about 1000 feet, with more traditional, village scale light standards so as to provide continuity and to identify the village center.	High	CDBG CIP	1999-2000 (2 to 3)
roughout the	 Embark on a program to replace old, diseased or decaying maples on Main Street with healthy rock maples. Working with neighborhood residents draw up plans for street tree planting on Brackett, Newell, Mosher, and Rt. 202 (south of Rt. 237), within the immediate village area in Gorham and on Main and Depot Streets in South Windham. 	Med High	CIP TOWN CDBG PRIVATE CV	2002-2007 (5 to 10) 1999-2003 (2 to 6)

Objective	Strategies	Priority	Funding Source(s)	Time Frame (years)
Add street "furniture".	Provide benches, planters, trash receptacles, and other amenities in the central, retail area of the village.	Med	CIP	2000-2004 (3 to 7)
b) Open Space Impr	ovements			
Provide public open space/park land within the village.	Acquire parcel 90.001 (Map 111), a 1.9 acre lot with river frontage, off Tow Path Road, and with Main Street frontage, as a town park in Little Falls; acquire right-of-way easement from Tow Path Road.	High	CDBG TIF PRIVATE CIP	1998-1999 (1 to 2)
	Acquire land in South Windham on the river and Main St. as a town park.	Med	TIF	2002-2007 (5 to 10)
Upgrade recreational fields in both towns.	Seek a long-term agreement with the Portland Water District so as to secure use of the Gambo fields for youth sports.	Med	TOWN PWD	1999-2000 (2 to 3)
	Work with the Gorham Recreation Department and the PTA to make further improvements to both the recreation facilities at the Little Falls Recreation Area and the Frederick Robie School building.	High	CIP TOWN CV	1998-2007 (1 to 10)
Support local conservation efforts.	Support the efforts of the Gorham/Sebago Lake Land Trust to purchase the Hawkes/Tow Path property and to expand their acquisition efforts on the west side of the Presumpscot River (see letter in Appendix).		CDBG CV	1998-1999 (1 to 2)
Provide for non-motorized boat access to the river.	Assist the Land Trust and the State build a launch for non-motorized boats on the Hawkes/Tow Path shorefront.	Low	CV	1999-2000 (2 to 3)
c) Trail Improvemen	ts			
Develop a regional rail/trail.	Establish a local committee to work with the Mountain Division Alliance in their efforts to develop a multi-use rail/trail within the rail right-of-way.	Low	cv	1999-2000 (2 to 3)
	Work with adjacent land owners to encourage lateral and/or complimentary trails, landscaping, and planting that will enhance the Mountain Division Alliance rail/trail; (some such linkages are shown on the "Recreation, Open Space, & Trail Opportunities" map, numbered 8 through 13).	Low	CV TOWN	1999-2007 (2 to 10)
Extend the Gambo/Hawkes/Tow Path trail southward.	xtend the Working with the Land Trust and shoreline property owners find a means to extend the tow path, as a trail, along its original alignment, from Main Street southerly to		CV	2002-2007 (5 to 10)
Provide for bicycle transportation routes.	 Ensure that both trails and the major roads are designed to accommodate on-and off-road bicycle traffic; resolve any possible conflicts between other trail users and cyclists; clearly demarcate on-street bike lanes on Routes 202 and 237. 	Med	MDOT(E)	1999-2001 (2 to 4)
	Build a new bicycle/pedestrian crossing at the old Gambo Bridge.	High	MDOT(E)	2002-2007 (5 to 10)
Provide for canoe and kayak portages.	Work with S. D. Warren, conservation organizations and landowners to provide portages at Gambo, Little Falls, and Mallison Falls.	Med	FERC	1998-1999 (1 to 2)

Objective	Strategies	Priority	Funding	Time Fram
d) Historic Improve			Source(s)	(years)
Showcase the history of the South Windham/Little Falls Village area.	Prepare a short history of the village, its people, and the buildings, so as to conduct tours of the village, teach students, and residents and attract visitors.	Med	CV	1998-2001 (1 to 4)
	Erect a village notice board (or boards) that display historic facts and provide space for community notices.	High	CV TOWN	1998-1999
	Encourage owners of historic buildings to restore them; (also see "facade grants" under Economic Development Strategies). Enact sign regulations them.	High	CDBG	(1 to 2) 1998-2001 (1 to 4)
	historic) that set limits on size, lighting, and placement of signs. Consider erecting plaques on historic buildings.	High	TOWN CV	1999-2001 (2 to 4)
e) Community Involv	vement		<u> </u>	
Establish a village organization to help implement the plan.	 Formalize and expand the South Windham/Little Falls Village Association (perhaps under a new name) so that it becomes an active voice and action-oriented group that promotes this plan; consider: 			
•	working more closely with the Gorham and Windham Economic Development offices to market and improve the area:	High	N/A	Ongoing
	actively and frequently putting the villages case before the two town councils;	High	N/A	Ongoing
Support resident clean-up	establishing a local, non-profit economic development corporation to purchase land and buildings and stimulate new enterprises.	High	N/A	Ongoing
efforts	Sponsor a community "Adopt a Highway" program to pick up road side trash.	Low	cv	2007-2012 (10 to 15)
Establish a community	Sponsor spring clean-up and property spruce-up days/weekends to increase community pride. Look at alternative, control locations to the little with the control locations to the little with the little with the control locations to the little with the little wit	Med	cv	Ongoing
center.	young people can meet, meetings and cultural events can be held, and a farmers market can be located; some options include the Robie School, a location near the Rod and Gun Club or a space within the Keddy Mill	Low	CDBG PRIVATE	2007-2012 (10 to 15)
5. REGULATORY IMPRO	VEMENTS			
Revise Windham's and Gorham's zoning ordin- ances for the village area.	IN SOUTH WINDHAM: Remove the existing Industrial zone and expand the existing RM zone to the river.	High	TOWN	1998-2000 (1 to 3)

Objective	Strategies	Priority	Funding Source(s)	Time Frame (years)
	In Court Minimum (a and).		004.00(0)	(30010)
	 IN SOUTH WINDHAM (cont.): Establish a new VC (Village Commercial) zone, a mixed-use zone centered on the historic residential/ manufacturing core of the village, where a mix of compatible residential/commercial and light manufacturing uses will be permitted, subject to appropriate standards and site plan review. 	High	TOWN	1998-2000 (1 to 3)
	Establish a VR (Village Residential) zone within walking distance of the center, where public sewer can be made available; permit a range of residential types with densities up to 10 units/acre.	High	TOWN	1998-2000 (1 to 3)
	Zone the State-owned land Institutional/Farm.	Low	TOWN	2002-2007 (5 to 10)
	Establish an overlay historic village district for the area on Main and Mechanic Streets that contains historic buildings.	Low	TOWN	2002-2007 (5 to 10)
·	 Adjust the towns' shoreland zoning so that there is, at least, a 100 foot overlay, RP (Resource Protection) zone along the Presumpscot River, and, where the 100 year flood plain exceeds 100 feet, make the flood plain Resource Protection; The S. D. Warren hydro sites and the two mill properties would be exempt from this provision. 	High	TOWN	1998-2000 (1 to 3)
1	In Little Falls Village:			
	Eliminate the VR-MH zone near the village and expand the SR zone towards the village (to clearly differentiate between town and country).	High	TOWN	1998-2000 (1 to 3)
	Establish new VC (Village Commercial) zones on Main, between Brackett and the bridge, and around the Route 202/237 intersection; permit a mix of compatible residential/commercial and light manufacturing uses, subject to appropriate standards and site plan review.	High	TOWN	1998-2000 (1 to 3)
	 Establish a VR (Village Residential) zone within walking distance of the village center, where public sewer can be made available; permit a range of residential types with densities up to 10 units/acre. 	High	TOWN	1998-2000 (1 to 3)
	Establish an overlay historic village district on Main from the bridge to Route 237.	Low	TOWN	2002-2007 (5 to 10)
	 Adjust the town's shoreland zoning so that there is, at least, a 100 foot overlay, RP zone along the Presumpscot River, and, where the 100 year flood plain exceeds 100 feet, make the flood plain Resource Protection. 	High	TOWN	2002-2007 (5 to 10)

PLAN PRIORITIES

The 20 year plan outlined above must be implemented in deliberate phases. It must build upon small successes, practical solutions, and the availability of funds, and it must be guided by local priorities.

In a succession of meetings and surveys residents of the area noted their top priorities for action based on more than seventy strategies listed. The table below summarizes the South Windham/Little Falls Village priority action program for the next 4 or 5 years.

SUMMARY: TOP PRIORITIES FOR 1998-2003

Priority	Action/Strategy	Funding Sources	Time Frame
Highest -	Amend zoning to allow mixed uses	Town, with existing resources	1998-1999
implement in	Extend sewer to Rich Tool & Die	CDBG, Town, & PWD	1998-1999
the next year	Establish low interest loans for businesses	CDBG	1998-1999
or two	Install "gateways" on all major access routes	MDOT, Town, volunteers	1998-1999
	Provide more on- and off-street parking in the village center	CDBG, MDOT, Town	1998-1999
	Replace all sub-standard sidewalks	CDBG, Town	1998-1999
	Acquire land on the river and Rt. 202 in Little Falls for a	CDBG, Town, private	1998-1999
	park	donations, Land Trust	
	Complete purchase of the Hawkes parcel on the towpath	CDBG, Town, Land Trust	1998-1999
Secondary -	Make facade grants available	CDBG, Town	2000-2003
implement in	Establish TIF Districts	Town, State, DECD	2000-2003
the next three	Amend each Comprehensive Plan and zoning ordinances	Town Planning Boards	2000-2003
to five years	Improve all pedestrian crossings	Town	2000-2003
	Add speed warning signs	MDOT	2000-2003
	Undertake a street tree planting program	CDBG, Town	2000-2003
	Replace street lights with village scale lights	CDBG, Town	2000-2003
1	Make improvements at the Little Falls Rec. area	Town, LAWCON	2000-2003
	Expand the village Association and work to increase	Town, local residents	2000-2003
	economic development		
	Build a bike/pedestrian/vehicle crossing at Gambo	MDOT, National Guard, Town	2000-2003

FUNDING SOURCES

The following paragraphs describe the funding programs that can be tapped to implement the strategies listed above. Most state/federal programs require a local match and some strategies can best be achieved by using a combination of funding sources, as indicated earlier.

The Community Development Block Grant (CDBG) Program. This is probably the best source of funds for many of the improvements recommended in this Plan, especially as a joint application from both towns, should receive bonus points from State reviewers. It is recommended that the towns apply for funds from two or three CDBG categories simultaneously, i.e., the Downtown Revitalization (DR) category, the Economic Development Infrastructure (EDI) category, and the Micro-Loan Program. Eligible activities include:

- sewer infrastructure improvements (EDI Program or Public Facilities Infrastructure (Category I));
- low interest loans for village businesses (DR or Micro-Loan Program);
- construction of parking facilities (DR);
- sidewalk construction and reconstruction (DR or EDI);
- blighted building demolition and removal (DR);
- land acquisition (e.g., park and/or Hawkes land) (DR);
- facade loans or grants (DR);
- street-tree planting (DR); and
- street lighting improvements (DR).

The following table suggests a breakdown for CDBG Downtown Revitalization funding, recognizing that up to \$400,000 may be available in fiscal year 1998. The sewer extension to Rich Tool & Die is estimated to cost \$198,000 with \$158,400 coming from EDI funds and the remainder, \$39,600 (20 percent match) coming from Windham.

RECOMMENDED CDBG PROGRAM

Needed Improvements	CDBG \$ R	equested	Local	Match
Low interest business loans Off-street parking in village center Replace sub-standard sidewalks Open space acquisition (Park & Hawkes) Facade grants Building demolition	Gorham 20,000 25,000 44,800 50,000 15,000	Windham 20,000 10,000 24,000 7,000 40,000	Gorham 4,000 5,000 11,200 55,000 4,500 7,000	Windham 4,000 2,000 4,800 1,400 8,000 5,000
Streetscape improvements	<u>35,000</u> 189.800	<u>25,000</u> 126,000	86,700	25,200

Note: Local match could be from town CIP funds, private funds, or other local funds. The match for the Hawkes parcel \$49,000, for example, would be from the Gorham-Sebago Lake Land Trust.

Tax Increment Financing (TIF). A number of communities in Maine have used the State's Tax Increment Financing (TIF) program to fund public improvements needed to support private investment. The creation of a TIF district allows taxes from increased property values to be dedicated to pay for public improvements, business incentives, or other measures to help the project go forward or help the district. By way of example, funds generated by private investment in a TIF District around Keddy, L. C. Andrews, and Rich Tool & Die could be used to pay for bonds for new infrastructure (for example, parking lot, sewer, and street furniture improvements). The success of the program will depend upon the extent of private investment.

Local Capital Improvement Program (CIP). Capital improvements, such as funds for road and/or sidewalk construction, are built into each town's annual budget. Essential improvements in each town should be scheduled into each CIP and used as leverage (match), where possible, to obtain state/federal dollars.

Maine Department of Transportation (MDOT) Programs. Funds for different, transportation related, projects are available from various MDOT programs:

- most reconstruction, repaving, and/or road and bridge widening projects are funded through the Department's Biennial program; the Towns should work with the local RTAC and with MDOT officials to secure a place-in-line for these funds;
- MDOT's Enhancement Program offers opportunity for pedestrian, bicycle, historic trail, and other non-vehicular activities;

- MDOT's Gateway Program, announced just this year, makes up to \$5000/year available to towns wishing to build appropriate "gateways" to welcome visitors; applications are due January 30, 1998; call 287-8739;
- finally, CMAQ (Congestion Mitigation Air Quality) funding programs are available to help fund transportation projects that increase use of rail or help reduce fossil-fuel consumption and reduce air pollution.

Land and Water Conservation Fund (LAWCON). This program, which is administered through the Maine Department of Conservation, provides funds for the acquisition, development, and renovation of public outdoor recreation facilities. Towns must either own the land or use grant funds to purchase it. Match requirements are 75 percent for school programs and 50 percent for a non-school project. Gorham could use LAWCON funds for upgrading the Little Falls Recreation area.

Maine Trails Funding Program. Administrated by the Maine Department of Conservation, this annual program funds non-motorized (and motorized) trail construction. A 50 percent match (in-kind or in materials or cash) is required. Applications are due in June, 1998. Call 287-2163.

Maine Municipal Bond Bank. The bank provides low interest loans to towns.

Private Foundations. The University of Southern Maine has a service that tracks Maine-based Foundations that provide grants for a broad range of projects. Further, there are national Foundations that could be tapped for land acquisition assistance tied to public access and/or education.

Federal Energy Regulation Commission (FERC). The dams on the Presumpscot River owned by S. D. Warren are currently being relicensed under FERC's requirements. The relicensing process seeks to achieve a balance between the private use of the river (for hydro-electric production) and public enjoyment. Hence, as it is up to the dam operators to assure public benefits and access to the river, the towns should ensure that residents' needs are heard and that funds and/or meaningful improvements are made by the dam owners/operators.