

Town of Windham

Assessing and GIS Department
8 School Road
Windham, ME 04062

voice 207.894.5960 ext. 3

fax 207.892.1916

MEMORANDUM

DATE: November 28, 2018

TO: Windham Town Council
Donald Gerrish, Interim Town Manager

FROM: Elisa Trepanier, Assessor/GIS Coordinator

RE: Growth Impacts – Assessing & GIS Departments

This memo is in response to the Council's request for information on how growth in Windham has affected departments. Thank you for the opportunity to outline the issues and demands facing Assessing and GIS in this time of growth.

1. How have services been affected by growth?

Shared staff: To accommodate growth and budget restrictions, the Town of Windham cut an administrative position in Code Enforcement in 2011. To compensate for the loss of staff, Assessing and planning administrative assistants helped cover the administrative and customer service needs of the Code Office. Although Assessing has a full-time administrative assistant on paper for budgeting purposes, in reality the Assessing Admin only spends 50% of their time working for Assessing.

Space: The amount of time serving Codes has recently been reduced following the hiring of an admin for Codes, however, the open office concept directly involves both Assessing and Planning admins, as well as other staff in the area of code customer service. While everyone is happy to wait on any customers that come into the office, we all have our own work demands in our own departments that are disrupted by the open office concept. Some Assessing administrative tasks have had to be assigned to other Assessing staff to compensate for the time spent helping Code Enforcement. *Ninety-five percent (95%) of all customers coming into the second floor customer counter are here to see Code Enforcement and not Assessing or Planning.*

The substantial growth affects the number of ringing telephones and visitors to the customer counter on the second floor, the majority of which are here to see Code Enforcement. Assessing customers primarily use our web page, call the office or address concerns at a field visit and do not get the in-office customer volume that Code Enforcement does. WEBPAGE STATISTICS

As part of last year's budget the Council agreed to explore the costs of redesigning the floor plan on the second floor. An architect has visited the offices and we are awaiting design ideas and cost estimates. The Space Needs Analysis and Facilities Master Plan prepared by SMRT in 2014 suggests as Option D, "Renovate office areas to provide more separation and privacy between work areas and customer counter."

A company who installs noise masking devices recently visited the offices at the suggestion of Councilor Cummings. I have concerns with this approach in that it is temporary with a life span of only three to five years and the negative effect it has on anyone with hearing aids and hearing problems. We have two individuals on this floor with hearing issues. While this method may be appropriate in many office settings like a bank, the activity at the Code Office customer counter is not really comparable to a bank office setting.

All staff in the open area is subjected to the noise level, occasional disagreements and constant conversations taking place around them making it difficult to focus on their own work and provide the level of accuracy required in the Assessing Office. This daily mental overstimulation is exhausting and not conducive to a positive or progressive work environment.

There are safety with the current open office. There is no secure separation between the customer counter and the open office. In the past there have been episodes of the police coming in and handcuffing an individual at the counter, residents fist fighting and most recently the Code Office having to push the panic button for an unruly customer in the director's office. While the disturbance was occurring, staff felt they were expected to continue waiting on customers at the public counter in the open office.

Assessing staff have limited availability to private areas to discuss sensitive tax related issues with tax payers. No only property values are discussed but civil matters, divorce, death, inheritance, estate planning etc. Services are affected by the current layout and the busier the customer service counter gets the more Assessing services are affected.

2. Are there existing needs to allow Assessing & GIS to maintain services at today's levels and if Windham continues to grow what are the future needs?

- * Redesign open office concept.
- * All-wheel drive vehicles that are not unmarked police cars;
- * Funds should be set aside to replace the aging scanner/plotter;
- * Upgrade Assessing software;
- * Scan files to remove or reduce the number of file cabinets.
- * Additional trained GIS staff.
- * Competitive compensation.
- * Update telephone system.

* Security – key coded doors.

3. Future issues related to growth that will affect personnel, space, volunteers, equipment and technology.

* Personnel – The current Assessing staff should be adequate for the next several years provided the administrative assistant is full-time for Assessing only. GIS will need additional staff to maintain data that is constantly changing due to growth. I am currently training a member of the staff to take on *some* of the work that has previously been done by the GIS Intern program. This staff will need to be compensated for the additional work and skill set required.

* Space – The Assessing Office has scanned nearly all of its records. There are many Code Enforcement file cabinets along the wall dividing the second floor. In the past there has been some concern for the structural integrity of the building due to the weight of the file cabinets. There would be additional space in the main office and the back room if the Code Enforcement and Planning files were scanned and file cabinets removed.

* Volunteers – The Assessing Office doesn't typically have volunteers although we have had in the past.

* Equipment - With growth comes diversity. Windham is no longer the small town where everyone knows everyone. Reviewing properties now poses a variety of risks. In the past an assessor would expect to be on the lookout for loose dogs. Now assessing classes include presentations by the Drug Enforcement Agency (DEA) on how to identify a meth operation in a residence. This and other information is being taught so that assessing staff will recognize when they might be in danger.

I bring up risks posed to assessing staff in the field because it has historically been the practice to pass down old police vehicles to the Assessing Department. While this may be economically feasible it is becoming a risk for personnel. Assessing staff, if mistaken as an undercover police officer, are not trained to defend themselves as a police officer nor is it their job to do so. The public can be suspicious when they see an unmarked police car in their neighborhood. Although magnets are on each side of the vehicle that indicating "Assessing – Town of Windham", recently, a member of our staff was run off the road by a property renter. The staff member was then verbally accosted for taking updated photos of the property. The incident was severe enough that it was reported to police.

The issue here is that, for safety reasons, Assessing staff needs to be provided with all-wheel drive vehicles that are not used unmarked police cars. Not unlike Code Enforcement, Assessing needs all-wheel drive vehicles to access private roads that are in poor condition and in remote areas and construction sites that are not complete.

* Technology – The Assessing software is due to be upgraded in the fall of 2019. GIS software is updated annually.

There has been discussion for many years regarding updating the telephone system in town hall. This is an unmet need.

Security is not fully addressed at Town Hall. Many former employees may not have turned in their keys. A key code system for all doors is also an unmet need.

Town of Windham

Code Enforcement Department
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Christopher S. Hanson,
Director of Code Enforcement and Zoning Administrator

Voice (207)894-5900

Fax (207)892-1916

To: Don Gerrish, Windham Town Manager
and Town Council

From: Chris Hanson, Director of Code Enforcement and Zoning Administrator

Subject: Growth

Date: December 5, 2018

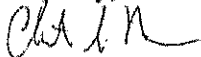
In response to request of how growth in Windham will affect Code Enforcement in the future. I have some thoughts, in the last calendar year we have seen an increase of about 20% in permits issued for single family homes and apartments. 1/01/2017 to November 30, 2017, 103 dwelling units were permitted. 1/01/2018 to November 30, 2018, 123 dwelling units were permitted.

What Code Enforcement is seeing this year is an increase in cluster subdivisions and multi-unit apartment complexes approved or in the Planning Board pipeline. This could increase the number of permits but not until they're approved and permitted. It's impossible to predict how this will affect the Code Enforcement Department.

Currently we are staffed appropriately, in the future we'll need to budget for more staff to be hired. Eventually we will need to hire another Code Enforcement Officer, but if needed we could use overtime and Third-Party Code Officers until it becomes necessary to employ another full time Code Officer. If we do employ or contract more help, we will need more office space, equipment, and possible software upgrades. We will also need more space for files. All new applications/permits that we received are currently scanned and kept under the property files in the computer. Older files will need to be scanned to make our files more accessible.

In summary if we continue to grow at current rates or if growth increases, we would need to hire more staff, accordingly, which will require more work space and equipment. Not having a crystal ball it's very difficult to know exactly but we will adapt accordingly.

Sincerely,



Chris Hanson

Donald H. Gerrish

From: Susan R. Rossignol
Sent: Friday, December 28, 2018 10:09 AM
To: Donald H. Gerrish
Subject: RE: Growth Impacts on Your Departments

I apologize for the late filing of this report – my vacation in Arizona just set me back.....

Growth of the Town will of course increase the numbers in all areas of the Town – but as far as needs for the Finance Department and Collections Department – increase staff and equipment will be minor. The needs will be in the use of the technology we currently have.

1 – Workforce education, development , job training especially job cross training will be needed and very important. Cross Training is needed as we now have only 1 person capable of completing a Payroll process – I have to believe other departments are in similar situations. Having people trained will allow during slow work period times to make use of staff to help continue the better utilization of the MUNIS software

2- Internships and part time hiring will be necessary to utilize the software in MUNIS as we are using only a small percentage of its abilities. Building HR history is time consuming and very detailed – but is imperative to using the Human Resources, Payroll and Budgeting software to its max.

3 – Better collections in taxes especially the area of Personal Property will insight taxpayers to pay – knowing we are actually serious in collecting these taxes will not only improve collection rates but invite prompt payment in the future.

4 –Adding another Module to MUNIS (Project Accounting) will help track and ensure planning and reviewing of ongoing and future projects. Currently being done on an Excel Spreadsheet – we call the MONSTER spreadsheet.

The above will not only help us today but prepare us to better handle the increase in numbers of staff, dollars, collections and process.



Town of Windham

Fire - Rescue Department

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MEMORANDUM

To : Don Gerrish, Interim Town Manager
From : Brent Libby, Fire-Rescue Chief
Date : December 4, 2018
Re : Growth Impacts

The ongoing growth in Windham has certainly had an effect on the Fire-Rescue Department. As a result the department has experienced several changes to accommodate the growth and to provide adequate and efficient services. In the last 5 years (2013- 2017) the department has seen a 24% increase in calls for service. To meet this increase in responses we have adjusted our staffing model, we have changed how we deploy our resources and from where they are deployed. As the landscape evolves we continue to look ways to best serve.

We continue to struggle with the best method to provide fire protection in the areas of town not served by public water. The apparatus and personnel resources needed to fight a fire in our rural areas increase, nearly doubling. While this is based on the size of the fire and water supply needed to contain and extinguish it our initial response is larger in preparation for the worst. Limited or inadequate access to homes as a result of poorly designed or maintained private roads reduces our accessibility and further complicates our response in those areas. With further development in these areas the probability that we will encounter one these incidents continues to rise.

The growth in town and in communities around us has created a significant traffic problem. We have to deal with traffic on every incident. We experience the challenge of trying maneuver and respond safely to calls for service. Once on scene it is inevitable that we will further the impact the flow of traffic while we treat patients and mitigate hazards. We currently manage traffic with a division of our call company known as Fire-Police. This crew of seven people responds when they are available to direct traffic. This provides assistance and relief for both the Police and Fire Departments. Our ability to efficiently detour traffic, especially in North Windham is very limited and in some areas is non-existent without sending motorist 30 minutes in another direction. This creates a significant challenge for on scene personnel, enormous frustration for local and visiting motorist and further safety concerns. The sheer amount of traffic further complicates the ability of the call company personnel to get to a scene in a timely manner, reducing available personnel immediately and in some cases making the decision for them as to whether they will even respond.

Page 2 of 3

Staffing is a constant challenge. As a combination department we utilize full-time, per-diem, paid on call (formerly volunteers) and college live-in students to provide our services. Within the last five years we have increased full-time staffing as well as per-diem hours to ensure 24 hour coverage at the north station. We have seen a decline in the number of paid on call personnel in town. There are several anecdotal factors we believe attribute to this. With the decrease in available housing stalk and the booming economy many of our younger members aren't able to find affordable local housing. Most of the call members have one or two other jobs that are out of town limiting their availability. Training requirements have steadily increased making it more challenging for someone not in the career full time to maintain the state and federal requirements. The increase in call volume for this group translates to either increased time away from their home and families or they simply don't have the time to respond at all.

Our department has utilized per-diem personnel to supplement our staffing for nearly 20 years and it has worked well as a stop gap. As the greater Portland area has grown many other departments have also taken to this model to supplement their staffing. We have continued to struggle to fill all our per-diem hours. Our industry simply doesn't have the number of trained people to fill all the positions. Most if not all our per-diem personnel have two other jobs. They often work full time at another department and per-diem in at least one other community. This creates a limited pool of personnel and staggering hours worked for the employee. The affordable care act further restricted the per-diem hours personnel can work due to the requirement to offer health care based on an average number of hours worked. We have reached a time to look at transitioning some of these positions from per-diem to full time firefighter/EMTs to allow for consistent coverage. The phased approach that we used for the paramedics would help to accomplish this.

Location, demographics and call statistics has led us to staff the Public Safety Building and the North Windham Station. Neither of these facilities is designed to adequately house 24/7 Fire-EMS personnel. Over the years modifications have been made to best accommodate on duty personnel and administration, however without significant renovations and likely additions all available space is being utilized. The public safety building is strategically placed in the center of town. Unfortunately it is limited when it comes to apparatus housing; the size of the apparatus bays does not allow us to accommodate all of our apparatus. This hampers our ability to further adjust our fleet and responses. This area of town is also identified as a growth area and has been subject to several new and proposed developments.

Increased call volume has an impact on our apparatus. We continue to modify and adjust how we respond and what we respond with based on the nature and acuity of the call. Just the same, more calls results in more time on the road and more wear and tear resulting in required maintenance. For some vehicles this could also result in replacement sooner than we may have been used to. The two front line ambulances have been averaging just below 30,000 miles annually. Our mechanic is a shared position with Gorham and is responsible to for a combined 40 vehicles; we are quickly approaching a time when we will need to reevaluate his workload. The capital replacement plan should also be reviewed to ensure each vehicle is listed with an estimated life expectancy and replacement value to allow for proper planning.

In the Fire-Rescue Department we continue to struggle to allocate the time and resources needed for fire prevention and an effective community risk reduction program. The full time deputy chief is assigned this task however it is among daily operations and emergency responses. As a result we have not been able to perform proactive life safety inspections of our multi-family residences (3 family or more) or many of our commercial and multi-use occupancies. A comprehensive and consistent fire prevention program would educate property owners; provide vital pre-planning for response personnel and violation enforcement. A position focused in this area would help to handle plans review, proactive inspections with the needed code research and consistent follow up. This position could very easily be a full time position within the fire department. With a primary responsibility of prevention, the position could also be used as staffing for major incident responses. Additionally with proper certification and training there would be a potential to bring plans review for most projects that currently go to the fire marshal's office into the department for a fee. The potential could also exist to create a shared position with code enforcement. At a minimum a part-time position would help to start the process of getting us caught up on needed inspections. This effort remains a high priority for the department.

Overall I believe the town has been successful maintaining the Fire-Rescue Department and the services we offer in comparison to the growth of the community. It will be important that we monitor the present conditions with future development to forecast and implement the changes needed so that we can continue to meet the needs of Windham.

Town of Windham

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TO: Don Gerrish
FROM: Phyllis Moss *P. Moss*
RE: Future Impact of Growth in Windham
DATE: January 2, 2019

Future Impact of Growth in Windham on Town Services

In order to determine the future impact of growth in Windham on personnel, I started by analyzing our current workforce. Staffing levels in Windham have been historically low. There are not enough employees in some departments to provide the expected level of service right now. For instance,

- during a winter weather event in Public Works, employees may be on the road for 30 or 40 hours without a real break – because we don't have enough people to run two shifts – which creates a safety and health issue;
- there are no “spare” officers in the Police Department to fill-in, when needed, without creating overtime;
- an aging population combined with the opioid epidemic keeps the Paramedics so busy that we have to rely on mutual aid – although less so with eight (8) paramedics on staff;
- an increasing number of teens are utilizing the Library when school is out, yet we have no Teen Services Coordinator because no qualified individual wants to take a “part-time position” – which was funded this year – without benefits;
- a full-time Communication's Director is in the Strategic Plan, but he/she is needed now. This individual would coordinate a unified message to the citizens of Windham through Facebook, the Website (which needs to be completed overhauled), TV-7, written communications, and the many other modes of communication out there.

So, we need more people now and definitely will need more people in the future with the impact of growth. What does this mean for our Human Resources function?

Government Regulations – With the introduction of new workplace compliance standards, the Town's Human Resources function is constantly under pressure to stay within the law. These types of regulations influence every process of Human Resources including hiring, training, compensation, termination, etc.

Economic Conditions – Not only does it affect the talent pool, but it might affect the Town's ability to hire anyone at all. One of the biggest ways to prepare against economic conditions is to not only know what's happening in the world around us, but also to create a plan for when there is an economic downturn. The Town should have a rainy day fund or plan to combat economic downturns.

Technological Advancements – New technologies require additional training or re-training. This can be a challenge for some long-term employees. A plan needs to be put in place that emphasizes the value everyone brings to the table and a plan to ensure employees are provided adequate training that meets them where they are with technology. This may require additional funding for training.

Workforce Demographics – As an older generation retires and a new generation enters the workforce Human Resources must look for ways to attract this new set of candidates. The Town must hire in a different way and offer different types of compensation packages that work for this younger generation. This may include increasing vacation time; providing an employer match on retirement plans from one day one; and offering a work environment conducive to how this generation works.

One last note, the Human Resources function is huge and is currently being done by one person. Most municipalities the size of Windham have Human Resources departments of three (3) or more.

Growth impact – Windham Public Library

Growth has impacted Windham Public Library and is a contributing but not sole factor of the increasing needs of the library. In addition to growth, the expectations the community has for the library have changed as have our service model and mission. The library is no longer a quiet building housing volumes of books. It is an active center where people seek out learning opportunities, meetings, entertainment, space, technology, and networking. Our traditional services still exist and are well utilized but we have become much more.

While our attendance and circulation statistics have remained stable, the most influential numbers in terms of growth are our programming numbers and the variety of age groups that we see. The number of programs offered and attendance at those events has more than doubled since 2010. In 2010, we offered 184 programs attended by 3,541 people. In 2018, we offered 384 programs, attended by 7,695 people. The vast majority of our programs offered and attended were by adults and young children.

However, the needs of one particular age group are not being met. Just 26 programs, most passive with little staff involvement, like Wii gaming, were offered for teens. Attendance was 279 for this group. In the FY2018 budget a Teens Services Coordinator position was approved for an April 2019 start date. We have been unable to find a suitable candidate to fill this position. Through the FY2020 budget process I will be requesting a change to this position so that we can post and find a suitable candidate. This position is important because of the needs of this group, their presence in the library during the afterschool hours, and our inability to meet their needs within our current staffing structure.

In terms of an overall staffing response to the growth in town and in the library, our staffing levels have remained largely unchanged and underfunded compared to other libraries of our size until very recently (See most recent state report for FY2017). In FY2010 had 5.91 FTEs. In response to safety concerns and the added workload of Minerva, additional part-time hours were added in FY 2016 which bumped the library to 6.65 FTEs. Also, the Circulation Supervisor position was restored in FY2017 bring the FTEs to 7.66. This position had been eliminated in FY2010. In 2018 and 2019 we have had 8.05 FTEs, utilizing on-call hours to round out our part time positions. So far these additions, while very helpful, bring us back to former levels before staffing cutbacks and only address safety concerns and the added workload of Minerva. They do not address new services.

All of these changes impacted the library as a facility in terms of the aging equipment and systems, and the layout of space. Both factors play a role in our ability to provide adequate services. Our recent renovation addressed many issues but some still remain. Our HVAC still needs updating for three Air Conditioning units that are well beyond their life expectancy. In the summer of 2017, two AC units broke down toward the end of the summer. We went through summer 2018 without AC on the second floor and we fielded many complaints from patrons who could not be at the library due to the heat. We also lost a couple volunteers who could no longer work in the building conditions. The three remaining units are the same age as the ones that broke down. Our main entrance and handicap door openers need updating and replacement. Our paved walkway needs to be redone as it isn't wide enough and the pavement does not meet the doorway. We currently have a temporary ramp to make the building handicap accessible. We have several generations of lights and windows that need to be updated to be energy efficient and look the same as the newly renovated spaces. And finally our bathrooms are not up to today's standards for a building of this size and the use that it receives.

These items address the overall running of the building, but there are space needs as well. In our recent renovation we did not add any additional square footage to our building. On the second floor we purchased new shelving to address a safety concern with our aging shelving as well as to make the best use of the space. We are planning a project to do the same in the Children's Room. The renovation created a bright and engaging space for our youngest patrons. New shelving would allow us to place items at the right height for our patrons on safe, library grade shelving. We would be able to create a new layout with single-sided shelving to best utilize the space so that the area is more open. This would also allow the Children's Room to be used for programming. Currently, we use the meeting room, but this means that we are limited as to when we can plan programs to when there are two staff members scheduled in the room. Currently no Children's programming is happening on Fridays and Saturdays because of this scheduling issue. Changing the shelving and layout of the Children's Room would allow programming to happen in the room without staffing coverage as an issue.

FY2017 FTE comparison

Library	Population served	FTEs
Baxter	17,381	8.38
Kennebunk	15,530	11.95
Lithgow	18,494	13.30
Patten	14,774	9.00
Scarborough	20,023	13.33
Walker	18,402	9.05
Waterville	16,406	10.75
Windham	18,003	8.05 (proposed for 2019 with Teen position 8.68)

Impacts of the Growth in Windham on the Parks and Recreation Department

With the steady growth that the town has experienced, there has been a corresponding growth in services that we are being asked to provide, as well as a continually expanding customer base. Additionally, the establishment of a very engaged Parks and Recreation Advisory Committee hearing concerns and requests of their fellow community members has resulted in requests for services coming in continually over the past 3+ years.

I. Newly established or expanded programs and community events

- An increase in program offerings for every season
- Newly Established Pre-School Programs
- After School and Summer Camp Enrichment Programs
- Expansion of Summer Camp Enrollment Options to meet needs of both working and non-working parents
- Involvement in Early Release Day Programs for Middle School Youth
- Sponsorship of Adult Open Gym Programs previously managed by individuals with no affiliation
- Expansion of Senior Program Offerings for different demographics
- Establishment of Discount Ticket Program for various recreation venues

II. Establishment/Expansion of Community Events

- Renewed involvement with Summerfest Committee
- Summer Concert Series
- Expanded Halloween Party with greater business and civic involvement
- Community Tree Lighting
- Skating Parties and Winterfest

III. Other implications of community/department growth

- Increased participant numbers in programs and at community events
- Increased presence throughout community results in increased requests for collaboration with other entities (Sebago Lake Chamber of Commerce, Windham PTA, Summer Lunch Program, Local Scout Groups, Be the Influence, Windham Youth Sports Organizations)
- Steady growth in number of people accessing our services every month, resulting in more customer transactions
- Increased use of parks, trails and playgrounds by users of all ages

IV. Impact of Growth on Parks Component

Personnel

- Tasks have been expanded beyond simple parks maintenance to meet all the department's needs— ongoing projects (rehabilitation of storage shed and other buildings at Lippman), development of infrastructure at locations (i.e. assistance with Eagle Scout projects, installation of power at Lippman and Dundee), new community events that require involvement of this position with set-up, etc.-

Parks Maintenance Foreman finds it difficult at times to balance all requests or expectations within confines of his schedule

- Seasonal part-time parks position isn't adequate to accomplish everything; Difficult to recruit someone who can manage all the tasks for the minimal hours and timeframe offered

Space

- More storage is needed for equipment
 - Conversion of storage shed at Lippman into Workshop – now very suitable for working on projects, but not as suitable for storage
 - Proposal to remove fence & trees from behind Lippman Park Workshop and create additional parking/ shelter to store cargo trailer, party trailer, other pieces of equipment rather than on access road leading into the park
 - Snowmobile currently stored at Fire Barn for Shared Use, but that could be changed in the future
- Parking at all of our parks facilities cannot accommodate the number of people that may attend park events, thus limiting what can be offered at our outdoor facilities

Volunteer Support

- Attempts to coordinate some projects with community groups (scouts, church organizations, Snowmobile or ATV clubs) or individuals needing community service hours are ongoing – Often these groups or individuals need direct supervision when completing their assignments

Equipment

- Additional vehicle needed in order for seasonal part-time person to efficiently complete tasks; Practice of sharing a vehicle now means one person spends more time transporting person to a different site when the task is not a 2-person job

V. Impact of Growth on Recreation Component

Personnel

- Current year-round staffing structure has not expanded at same rate as program expansion
 - Ongoing need for Per Diem Personnel to fill gap that our full-time staff cannot fill, particularly for large community events of 400-500+ people
 - Senior Shopping Bus currently has only 2 spots remaining for participation in weekly trips – may need to extend to a 2nd bus or 2nd driver – this free service is supported entirely through Department budget
- Director's role has changed significantly; more involvement with committees (Advisory, Summerfest, Ad Hoc Community Center) and facility development, requiring other staff members to take on additional duties previously managed by director

Space

- Continued need to alter locations for many programs/events due to exceeding capacity of the facility (i.e. 2018 Halloween Party at WMS)
- Use of Town Hall Gym for department-sponsored programs is extremely limited due to use by other entities (WCST, RSU14 Adult Education and Alternative Education , Windham Youth Basketball)
- Very difficult to accommodate community members' requests for use of gym for birthday parties, family gatherings, etc. due to limited availability
- Meeting space for community organizations, town committees, or town departments is often insufficient and unable to meet needs of all those asking (had a very difficult time finding a meeting time or space for the 1st Community Center Public Forum)
- Youth Sports Organizations serve this community well, but are lacking equipment storage; Town's contribution to these organizations could be assistance with storage
- Limited Gathering Space for Senior Citizens – most of our programs need to be “on the go”; Lakes Region Senior Center is at its capacity for what can be offered, and being out of town deters some Windham seniors from participating
- Use of RSU#14 facilities has an associated charge for many of our offerings that results in increased fees to users

Volunteer Support

- Currently relying on volunteer support for many of our functions in order to increase our capacity to manage our programs
 - St. Joseph's College, WHS, Be the Influence, the Lions Club, the Legion Auxiliary, volunteer support on town-sponsored committees
- Development of student intern program has been helpful for additional department capacity

Equipment

- Increase number of camp participants requires us to contract additional buses from RSU14 – becomes quite costly;
 - Acquisition of additional bus will be most helpful, especially for summer camp times, as we often use the bus and the van to supplement school buses

Technology

- Limitations of internet service at both Dundee and school buildings limits use of our software program
- A phone system that would allow for connection at satellite locations (camp, Dundee) would be most helpful; Current phone system has limitations
- Seasonal Park Rangers need some connectivity beyond their personal cell phones while patrolling parks and trails

Town of Windham

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MEMO

DATE: December 20, 2018

TO: Windham Town Council

THROUGH: Don Gerrish, Interim Town Manager

FROM: Amanda Lessard, Planner/Interim Planning Director *AL*

Cc: Planning Department

RE: Growth Impacts on the Planning Department

Department heads were asked to think about how the growth in Windham has affected the services provided by the Department and to identify the needs of the Department to be able to maintain serving the community at today's levels if Windham continues to grow. After discussion at the department level, the following comments are provided to assist the Town Council to understand the impacts of growth on the Planning Department.

Overview

The mission of the Planning Department is to provide professional advice and technical expertise to citizens, elected leaders and municipal officials to assist in understanding and addressing community issues and priorities. This is accomplished through a focus on long term economic vitality, environmental integrity, and quality of place through the development of high quality plans, plan implementation and development review services.

The Comprehensive Plan was adopted in June 2017, a cumulation of a 2.5 year planning effort, and since December 2017, the Planning Department has provided staff support for the Long Range Planning Committee, the group charged with many of the implementation items from the Comprehensive Plan. Staff also provides support to the Planning Board, the Staff Review Committee, the Mineral Extraction Committee, the Private Roads Ad Hoc Committee, and the Highland Lake Leadership Team Ordinance Committee. Staff also manages the work around the implementation of the 21st Century Downtown Plan including ordinance changes and infrastructure work in North Windham, and the Wastewater Study. The need for staff support for committees has increased in 2018.

The Planning Board received subdivision applications in 2018 for 369 dwelling units, compared to the subdivision applications submitted in 2017 for 123 dwelling units. The Planning Board and Staff Review Committee also have reviewed more site plan applications and ordinance

amendments this year. While the number of applications has increased in the last year, the number of approved projects is not as great an increase. The residential dwelling units that are under review today may receive all final planning approvals in 2019 but the issuance of building permits does not always immediately follow.

Personnel

The Planning Department has not been fully staffed since the Planning Director position became vacant in April 2018. This position should be filled to provide adequate services to the community today and in the future.

The FY19 Planning Department budget includes funds for professional services related to support of the Long Range Planning Committee to implement the Comprehensive Plan by completing an open space plan. Budgeting for professional services in future years is also anticipated to supplement staff's time to support implementation of the Comp Plan.

If growth continues the Town may consider creating an additional position of a junior level engineer (EIT level) or engineering technician to support construction inspection and other projects. Currently the need for additional support for construction inspections is handled by the Town's contracted consulting engineering firm and the costs are paid by the applicant. An added position could also support the Stormwater Compliance Officer with MS4 compliance, inspections, etc, as growth trends may result in an increase in Windham's Urbanized Areas following the 2020 Census.

Equipment and Technology

Project Tracking Software. The Planning Department currently uses multiple spreadsheets to manage inspection fee escrows and performance guarantee reductions. These spreadsheets are used by both the Planning and Finance Departments and may provide an opportunity for incorrect data entry and tracking. The Town could acquire a project tracking module for MUNIS that would increase accuracy and efficiency. Other departments may also benefit from this software.

Electronic Records Management Software. The Planning Department is running out of space to store hardcopies of application material and plans. Equipment and personnel would be required to scan all existing records. Records Management software would enable both staff and the public to have access to all records.

Office space

Reorganization. With the increase in demand for services between the Planning, Code Enforcement and Assessing Departments the Town could explore reconfiguring the open concept office space to provide a defined separation between each Department and to provide for additional work space for the Planning Department Administrative Assistant.

File Storage. If a system of electronic records management is not provided, the Department has an immediate need for additional file storage space.

Memorandum

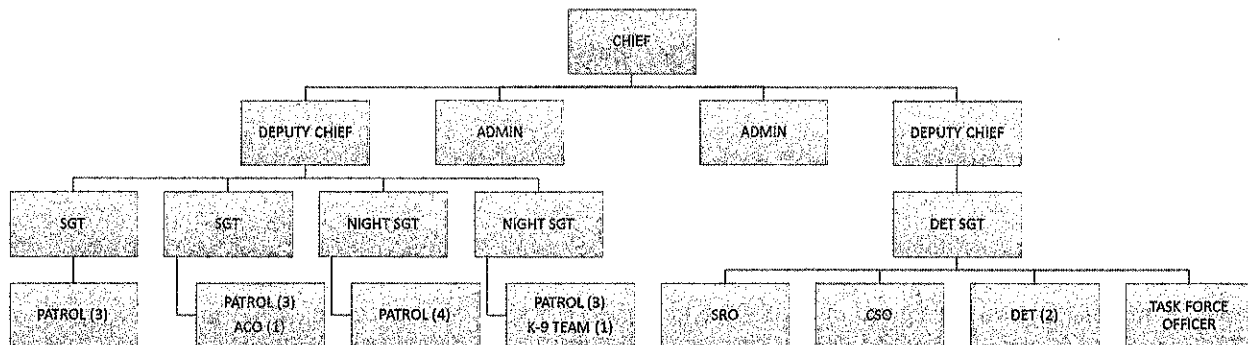
To: Donald H. Gerrish; Town Manager
From: Kevin L. Schofield; Chief of Police
Subject: Police Department Needs
Date: December 5, 2018

Hello Don, please accept this memo as a response of your email dated November 21, 2018 seeking input on staffing, equipment, technology and facilities needs for the police Department. As you may be aware each department last years submitted a strategic plan meant to guide us 2018 through 2021. This memo is largely predicated on the strategic plan previously submitted.

Staffing

Effective January 1, 2019 The Windham Police Department is authorized for 31 full time positions. The break down is 28 sworn police officers, 2 Administrative Assistants, 1 Animal Control officer.

Hierarchy 1.0



It is clear by observation that Windham is a growing community, in addition as reported in the Towns comprehensive plan 2016 update that Windham is one of the fastest growing communities in the state. Our growth rate is predicted at 9%-14% which by mid-year 2021 would bring our population to the range of 18,460-19,380. With our student population currently at 3,133 it is reasonable to anticipate

that as our town population increases our student population will also. Subsequently, it is reasonable to anticipate that our programs, school safety and emergency preparedness responsibilities will continue to be a priority for the department.

Traffic concerns, both volumes and regulatory compliance, are of significant importance to our citizens. This was reported by our citizens in the survey sent out in 2014 by Critical Insights which helped develop the comprehensive plan update. In addition, most of the calls that I receive as Chief of Police concerning police services are traffic related. The proximity of the Town in relation to both the greater Portland area, where many people travel to work and the lakes region where many people go to recreate create large traffic volumes in our community. The five major travel corridors in our town are Route 302, Route 202, River road and Falmouth Road and Rt. 115. According to the MDOT traffic safety report utilizing an average annual daily traffic measure, Rt. 302 receives 10864-26302 trips per day, Rt. 202 & 115 and River road receives 5,638-10,863 trip per day and Falmouth Rd 2613 – 5637 trips per day.

In addition to the traffic enforcement challenges these high volumes of traffic create, they also create the need to investigate and report traffic crashes that occur as well. Last year (2017) there were 524 traffic crashes reported, of those 2 were fatal crashes and 114 personal injury crashes that require more investigative work to complete properly.

Considering the factors mentioned above, the strategic plan for the Windham Police Department for July 1, 2018 through June 30, 2021 will be to increase our sworn officer staffing to thirty (30) while maintaining our current two (2) Administrative Support personnel and one (1) full time animal control officer. The objectives for the increased staffing will be:

- Increase patrol staffing
- Provide more directed patrol to address identified enforcement needs
- Increase staffing levels on late night shifts to enhance officer safety
- Increase investigative capacity

Facilities

Currently, the Public Safety building houses both the police department and serves as the central Fire station. The building was designed in 1988-89 and completed in 1990 and occupied in April of that year. At that time the police department had 14 or 15 sworn officers and 6 dispatchers for a total of 20-21 staff members. The fire department had zero full time employees. The building is approximately 14,000 square feet in total with each department occupying approximately 7,000 square feet. Each department has grown with the community over the years.

In 2014 the town had a space needs assessment completed, a portion of that assessment pertained to the space needs of the public safety building. There are draft plans to in that report, to place an addition onto the fire department side of the public safety building.

In 2015 we have repurposed the former communications center, to a records and reception area. The former dispatch supervisor's office is utilized by the Captain of Patrol. These changes have allowed us to fully utilize available space. The fire department obtained an office formerly occupied by the former Administrative Sergeant position and has also remodeled an office to accommodate their Administrative Assistant and their newly created second Deputy Chief level position. With a need for office space for the Detective Sergeant position, some fashion of remodeling is necessary to meet office space needs for our detective bureau. Planning meetings have taken place with our Buildings and Grounds manager to place this in a capital request for fiscal year 19/20.

Over the years as storage needs have increased. This has caused the need to repurpose one of the garage bays for storage. Additionally, storm water compliance regulations has created a problem of storing vehicles involved in serious car crashes that may result in criminal prosecution for evidentiary purposes. We should explore the possibly of constructing a 3 bay garage on site to help alleviate the storage needs of each department and a bay for vehicle storage.

The objectives for facilities needs for this strategic plan are:

- Prepare for remodeling to create adequate work space
- Research and if possible construct an onsite garage

Equipment

As the department staff increases, so will the need to procure equipment to outfit additional officers. The cost to outfit and equip an officer is approximately \$4,000 and will be budgeted for annually as needed during the budgeting process. Currently, we have typically procured three new vehicles for patrol each year. With additional patrol staff, that need may grow to procuring four per year. This will be analyzed and accessed on a yearly basis during the budgeting process.

The objective for equipment needs is:

- Plan to budget for equipping additional staff as needed
- Analyze and budget for additional capital cruiser needs as required.
- Continue to upgrade our in-car cameras and server
-

The entire department would like to thank you and the Town Council for seeking our input. We realize there are many important items the town is working on and is committed to providing quality service and facilities for its citizens. We look forward to working with you and the council during to achieve these goals.

Town of Windham

Department of Public Works
185 Windham Center Road
Windham ME 04062

Doug Fortier, Director of Public Works
drfortier@windhammaine.us

Phone: 207-892-1909

Fax: 207-892-0542

Public Works Growth Needs

Highway division is responsible for the maintenance of all the towns' road infrastructure which includes paving, drainage, signs, road side mowing, plowing and sanding, sidewalks, tree trimming and other storm related damages to name some of our larger tasks. With increased development we are adding more town roads.

- Staffing levels need to increase so we can keep two to three crews working on all the pre paving and maintenance ditching and drainage work not being reactive to a crisis. We are able to get the drainage work done that is necessary before we pave a road but not getting much maintenance drainage work done. If paving budgets are increased as needed to maintain our roads we may not get to all work needed before paving and have to contract work done if crew sizes are not increased.
- Being able to do hand paving that we now contract out and even start prepping and paving pot holes to make a more permanent repair.
- Being able to keep one crew member in the roadside mower for the full season which will help with site distance issues and also cut back on having to send crews out to cut and chip brush that has grown up.
- With a small investment for stencils and equipment we could do some if not all of our road and parking lot hand striping.
- Long line road striping both center line and side fog lines are requested more on roads that are not striped now as more traffic are on these roads than in the past.
- Develop a forestry crew which can take care of dead, dying or diseased trees which can help with potential road closures when storms cause trees to fall into the roads which can cause delays for emergency response or loss of power. These crew members can also help with winter weather events.
- Winter time plow routes can take up to 4- 4.5 hours and with large heavy storms roads it is difficult to keep up and with growth there are and will be more cars on the road at all times. With more staffing we can reduce our turnaround times which will make for safer travel.

- We could have a dedicated crew member in the sidewalk snow blower to clear all sidewalks in a timely fashion. Growth can add sidewalks and residents expectations of clearing snow from all sidewalks not just North and South Windham corridors and the sidewalks on Rte.202 and Windham Center roads. There is a greater awareness of pedestrian movement.
- Expectations from residents primarily in developments that expect cul-des-ac and esplanade repair from winter plowing that we don't get to.

With crew size increases there would be some equipment purchases that are needed - Dump trucks and related gear for plowing, stencils and paint machine for hand work painting. A second sidewalk machine if all sidewalks in town are to be cleared of snow. A second road sweeper is needed now or in the immediate future as resident expectations that there developments and streets should be swept sooner than they are now and with more developments this will require more time to get to all the sweeping needs done. This also relates to storm-water rules and regulation. Bucket truck for a forestry crew. Both residents and commuter traffic expect good roads to travel both summer and winter and our traffic volumes are increasing yearly. GPS tracking on all town vehicles for both safety and resident concerns. Bobcat small pavement milling machine for permanent paving repairs.

Building and Grounds

Building and Grounds are responsible for 10 municipal buildings 108,385 sq. ft., 27 cemeteries equaling 29 acres and all grounds at the municipal buildings and town land 2 major intersections.

- In building maintenance national standards are 50,000 sq. ft. per person. We have 108,385 sq. ft. now but that will increase with the new shared maintenance facility, and potential community center. We have one full time maintenance person that works in all the buildings and one supervisor that does some maintenance work but also has to deal with contractors and other related duties. An additional person is needed now or the immediate future to help with maintenance needs.
- One full time grounds maintenance person is needed now with the addition of the new shared maintenance facility grounds increase. Both the building maintenance supervisor and the maintenance person have had to help with grounds clean up in the spring taking away from their duties. Potential community center will only add to the ground crew duties. Finding seasonal help has not been successful for the past two seasons.
- Additional help in the grounds crew could also help with winter weather events.
- Equipment needs now or in the future are man lifts for working inside building's over 10 feet high. A bucket truck for exterior work or repairs on buildings (see above Forestry Crew)
- Replacement of the walker mowers are needed do to age
- Custodial equipment needs for floor maintenance - floor scrubber, carpet steam cleaner, burnisher
- Cemetery software to eliminate excel spread sheets and paper files

Vehicle Maintenance

Vehicle maintenance division takes care of 12 dump trucks 7 pieces of heavy equipment 11 small vehicles in public works 20 police vehicles 4 rec dept. vehicles 2 code vehicles 2 tax assessor vehicles 1 manager office and all trailers and small power equipment.

- With growth of all departments more vehicles will come on line this dept will need to increase in crew size.
- With today's technologies more computer diagnostic and specialty equipment will be needed.
- Maintenance budget increases will be needed as fleets grow

Storm-water

The Municipal Separate Storm Sewer System (MS4) permit is foundationally linked to the growth in Windham. The permit compliance area is determined by urbanized area census. Since Windham is one of the fastest growing municipalities in Maine, the urbanized area will undoubtedly expand and thus, the Town's responsibility to maintain compliance with the permit. All permit requirements will be effected, but the following are considered to be notable:

- GIS mapping of the expanded compliance area will need to occur:
 - Catch Basins
 - Outfalls
 - Connective surface and subsurface infrastructure
 - Direction of in-flow and out-flow pipes
- Identification and inspection of outfalls
 - Currently, 114 outfalls are inspected annual = Will expand to double/triple that amount
- Identification and inspection of open ditches
 - Currently, 109 ditches are inspected in the Pleasant River Watershed = Will expand to triple/quadruple that amount
- Construction Site Runoff Control
 - Expanded area to implement tracking procedures, stormwater-specific construction inspections, ect = Increased staff time
- Post Construction
 - Expanded area to require annual post-construction inspections for qualifying development = Increased staff time
- Street sweeping*
 - Expanded area to implement sweeping program = Increased equipment and staff time
- Catch Basin cleaning*
 - Expanded area to implement catch basin cleaning program = increased equipment and staff time

*Already completed town-wide, but places personnel stress on Public Works to complete work on top of other day-to-day operations

Additionally, the permit renewal process will expand services needed to maintain permit compliance and not degrade water quality. The following substantive permit renewal tasks could possibly be required:

- Dry weather monitoring – mandatory analytical monitoring for flows observed during inspections
 - Tests kits include ammonia, total residual chlorine & surfactants.
 - Costs for all three test kits = +/- \$2,000 with refill costs varied
 - Field tech with experience to conduct inspections and follow up possible illicit discharges
- Wet weather monitoring – see above
- Impaired Waters – Linkage to the Total Maximum Daily Loads (TMDLs) will require Windham to submit study plans to be included in the Stormwater Management Plan (SWMP) that do not already have a watershed management plan. The study plan must include:
 - Scope of Work and schedule to define stressors and contributors to each impairment from the permittee's operations within the urbanized area for each impaired water body.
 - Recommendations, measures, and/or studies to be undertaken to reduce the permittee's contributions to the impairments
 - A four-year plan for executing the identified action items
 - DEP approval and Quality Assurance Project Plan (QAPP) if additional sampling is determined necessary.

This requirement would take exorbitant amount of staff time and resources to ensure the sampling plans are complete and approved as well as successfully implemented to ensure permit compliance.

In conclusion, a **technician position** dedicated to stormwater inspections, GIS mapping, etc. will be vital to assist the Environmental and Sustainability Coordinator to implement and comply with the permit and not degrade water quality. **Equipment** such as another sweeper, vacuum truck will be imminent to keep up with the demand and increase services that the public requests. **Funds for repair & replacement** are needed to maintain and renew aging infrastructure.

Allocating these aforementioned needs into budget items from the general fund may not adequately address the compliance objectives. A Stormwater user fee/utility may be an option for the Town to obtain payment from residents for expenses incurred in providing specific services, such as collecting and conveying stormwater to prevent flooding or managing other functions of the existing stormwater system.

With growth the expectations are increasing for better maintained roads in the winter and summer. This will cause increases in our paving budgets, striping budgets, road maintenance budgets, winter maintenance budgets, fleet budgets as the towns fleet grows, building and grounds budgets as new buildings are built. Growth is inevitable and will come at a cost in budget increases and crew sizes.

Highway could increase by 5-6 positions and related equipment

Building and Grounds increase by 2 positions

Fleet increase 1 position

Storm-water increase 1 position and related equipment

Donald H. Gerrish

From: Gretchen A. Anderson
Sent: Monday, December 3, 2018 11:05 AM
To: Douglas Fortier
Cc: Donald H. Gerrish
Subject: Growth Impacts on Stormwater Compliance

Hi Doug,

Below are my thoughts on how growth has and will effect stormwater compliance for Windham. On the most basic level, the Municipal Separate Storm Sewer System (MS4) permit is foundationally linked to growth in Windham. The permit compliance area is determined by urbanized area census. Since Windham is one of the fastest growing municipalities in Maine, the urbanized area will undoubtedly expand and thus, the Town's responsibility to maintain compliance with the permit. All permit requirements will be effected, but the following are considered to be notable:

- GIS mapping of the expanded compliance area will need to occur:
 - Catch Basins
 - Connective surface and subsurface infrastructure
 - Direction of in-flow and out-flow pipes
 - Outfalls
- Identification and inspection of outfalls
 - Currently, 114 outfalls are inspected annual = Will expand to double/triple that amount.
- Identification and inspection of open ditches
 - Currently, 109 ditches are inspected in the Pleasant River Watershed = Will expand to triple/quadruple that amount.
- Construction Site Runoff Control
 - Expanded area to implement tracking procedures, stormwater-specific construction inspections, etc = Increased staff time.
- Post-Construction
 - Expanded area to require annual post-construction inspections for qualifying development = Increased staff time.
- Street sweeping*
 - Expanded area to implement sweeping program = Increased equipment and staff time.
- Catch Basin cleaning*
 - Expanded area to implement catch basin cleaning program = increased equipment and staff time.

**Already completed town-wide, but places personnel stress on Public Works to complete work on top of other day-to-day operations.*

Additionally, the permit renewal process will expand services needed to maintain permit compliance and not degrade water quality. The following substantive permit renewal tasks could possibly be required:

- Dry weather monitoring – mandatory analytical monitoring for flows observed during inspections
 - Test kits include ammonia, total residual chlorine & surfactants
 - Costs for all three test kits = +/- \$2,000 with refill costs varied.
 - Field tech with experience to conduct inspections and follow up possible illicit discharges
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- Scope of Work and schedule to define stressors and contributors to each impairment from the permittee's operations within the urbanized area for each impaired water body.
- Recommendations, measures, and/or studies to be undertaken to reduce the permittee's contributions to the impairments
- A four-year plan for executing the identified action items.
- DEP approval and Quality Assurance Project Plan (QAPP) if additional sampling is determined necessary.

This requirement would take exorbitant amount of staff time and resources to ensure the sampling plans are complete and approved as well as successfully implemented to ensure permit compliance.

In conclusion, a **technician position** dedicated to stormwater inspections, GIS mapping, etc. will be vital to assist the Environmental and Sustainability Coordinator to implement and comply with the permit and not degrade water quality. **Equipment** such as another sweeper, vacuum truck will be imminent to keep up with demand and increased services that the public requests. **Funds for repair & replacement** are needed to maintain and renew aging infrastructure.

We have had this discussion in the past, but allocating these aforementioned needs into budget items from the general fund may not adequately address the compliance objectives. A Stormwater user fee/utility may be an option for the Town to obtain payment from residents for expenses incurred in providing specific services, such as collecting and conveying stormwater to prevent flooding or managing other functions of the existing stormwater system. I can provide literature if there is interest.

Thank you for allowing me to voice the Stormwater and water quality needs of Windham.

Best,

Gretchen Anderson
 Environmental & Sustainability Coordinator
 Town of Windham
 Office: (207) 892-1909
 Cell: (207) 310-7393
 Fax: (207) 892-0542

NOTICE: Under Maine's Freedom of Access Act ("Right to Know" law) documents – including emails – in the possession of public officials about town business are considered public records. This means if anyone asks to see it, we are required to provide it. There are very few exceptions. We welcome citizen comments and want to hear from our constituents, but please keep in mind that what you write in an email is not private and will be made available to any interested party.

Donald H. Gerrish

From: Veronica L. Meserve
Sent: Wednesday, November 28, 2018 9:23 AM
To: Donald H. Gerrish
Subject: RE: Growth Impacts on Your Departments

Good Morning,

I believe that as Windham continues to grow, this effects the amount of people coming in to do various transactions at the town hall. I strongly feel that we should look at having our part time position become full time in the future so that our customer service levels will be maintained.

Thanks,

Veronica Meserve
Deputy Tax Collector
Town of Windham
8 School Rd
Windham, ME 04062
207-892-2511

MEMO

TO: Don Gerrish
FROM: Linda Morrell, Town Clerk
DATE: December 20, 2018
RE: Growth Issues



I see significant growth in population impacting many things in the Clerk and Auto Registration departments and not to list all that we do, I think one the biggest factors will be absentee voting. This kind of voting has taken off in the last several years. It is a good thing for the voters, but not many know how it impacts the Clerk's Office in terms of work. We can barely handle it now when there is a big election. I will need more people in the office during the 30 days before; most likely my election staff, who work on election day, would be hired to come in and help with all the ballots and having my two regular part-time employees working 40 hour weeks for the month. Election Day, along with the Saturday and Monday before Election Day, when we start processing all the absentee ballots, will require more workers and the rental of extra machines to handle the volume.

More families in town will mean more dogs to license and keep track of. More people coming into town hall and more for the Animal Control Officer to keep up with. We have over 2,900 dogs currently licensed in town.

We will see an increase in foot traffic for auto, boat, ATV, and snowmobile registrations, along with property tax payments.

Which all leads to needing to hire more staff in some departments, and space to sit these people and furniture and equipment for them to work with. Space in the Clerk's Office and the Auto Registration Office is filled up, there isn't much room left for new employees.

With that being said, you cannot totally stop growth in a town; there has to be a way to handle it better, but at a slower and manageable pace.