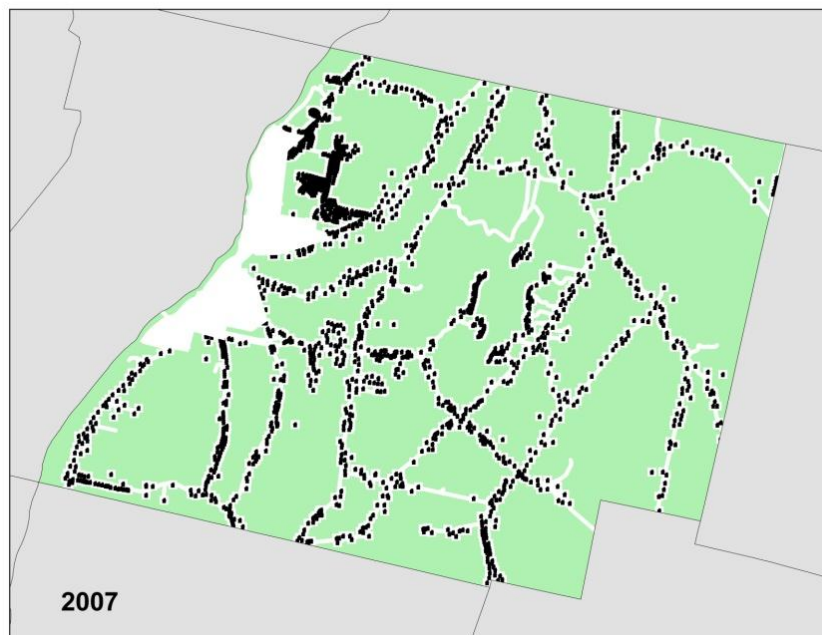
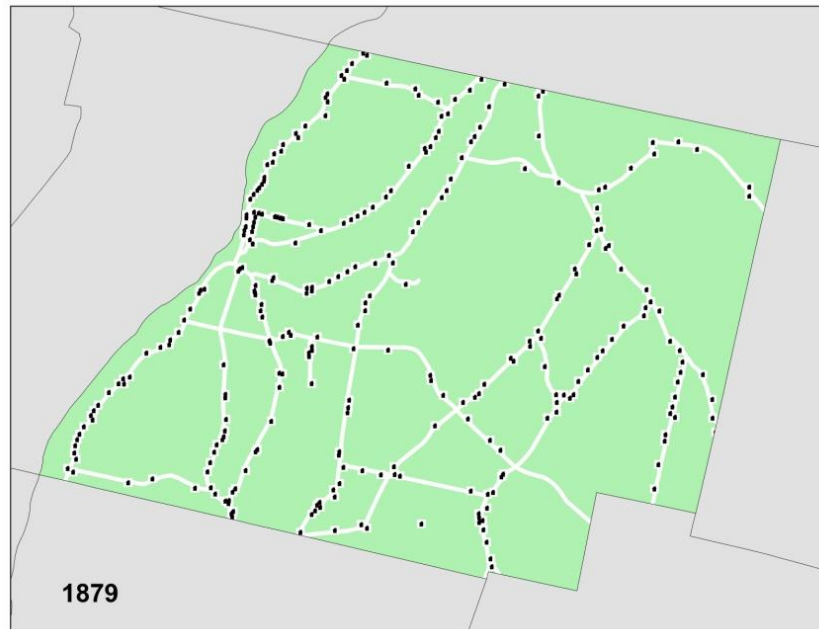


Nestled amongst the grid street patterns and higher population density of northwest Winslow are the fire station, police station, town office, schools, and library. It is not hard to imagine that providing services to the residents in this part of Winslow is more cost-effective than providing municipal services to those residents strung out along the rural roads. But just how bad a problem is this? Below are two images of Winslow, one from the late 1800s, and one from today. Each map has black dots representing residential homes.

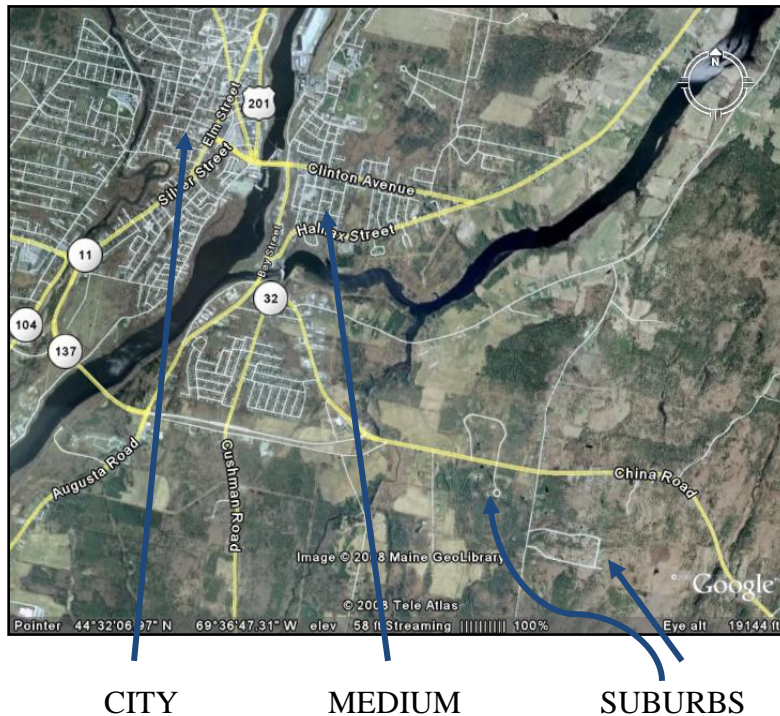


Though it is true that homes were strung out along rural roads a century ago, it is also true that the problem has increased. In addition to the sheer number of dots, also note all the new roads, allowing for even more houses. In the maps above the homes appear right on top of each other, but in reality, they are mainly located on 2 acre lots. This is just enough distance between driveways to require bus and truck drivers to press on the gas, only to use their brakes after 10 seconds when they arrive at the next driveway.

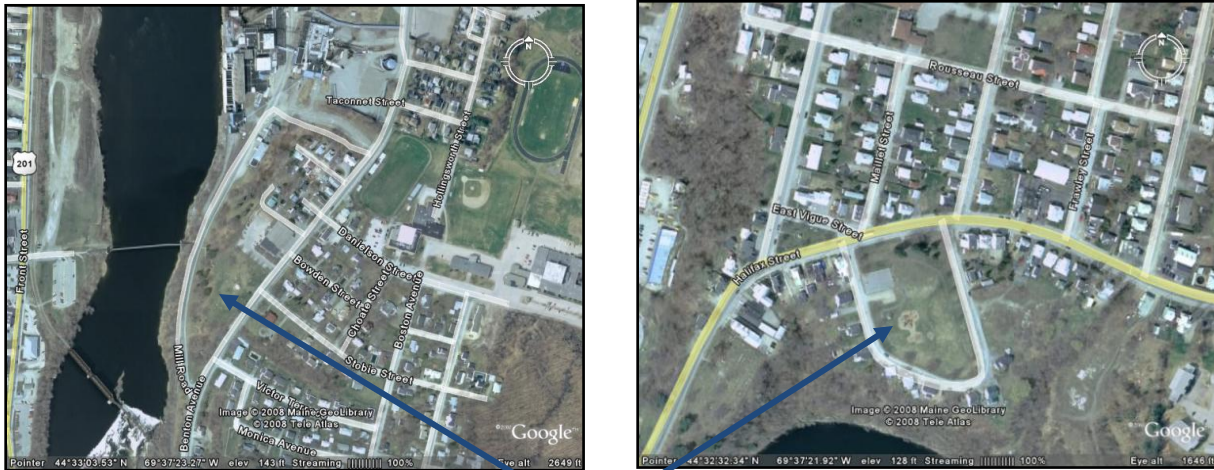
In Randall Arendt’s book Rural by Design, the author documents some common qualities of traditional small towns, such as mixed uses and pedestrian-friendly. Illustrated below are examples of how Winslow captures some other qualities of traditional small towns:

*Medium Density*

(somewhere in-between that of cities and sprawling postwar suburbs)



### Civic Open Spaces



### NEIGHBORHOOD-SCALE, PEDESTRIAN-FRIENDLY OPEN SPACE

Winslow began as a small rural town, and still retains many of those characteristics. At the same time, over the last 50 years the town has sprawled beyond the compact “village” and into the rural countryside. Winslow, like most towns, developed an exclusive zoning framework. The exclusion was most strongly felt by separating commercial and residential, especially along roads. Roads zoned for commercial became strip malls. Roads zoned for residential became strip sprawl.

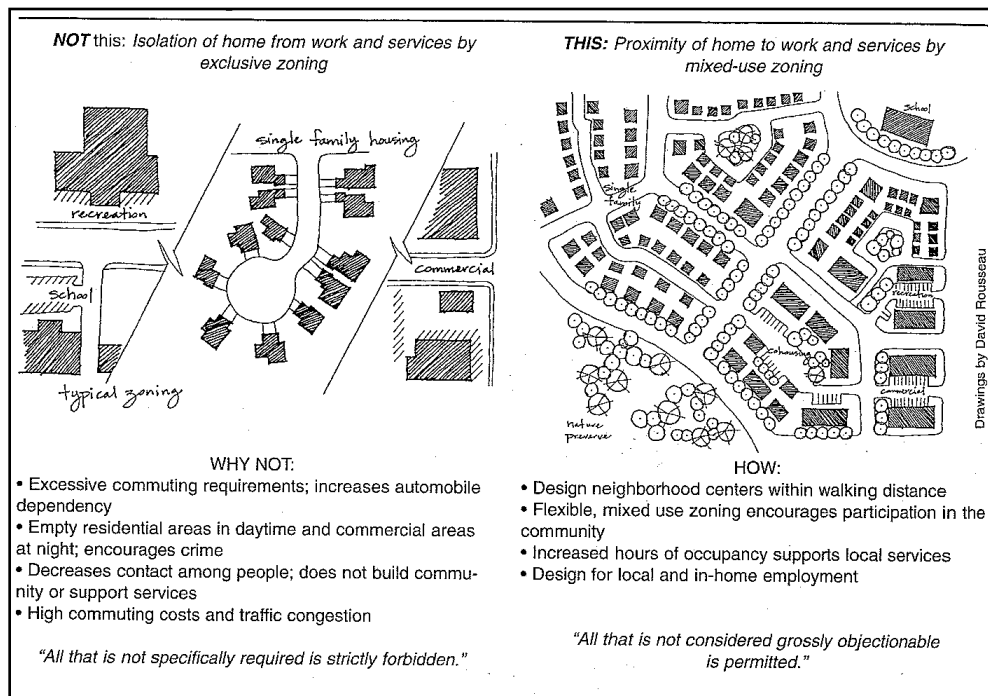


Figure courtesy Mark Roseland, *Toward Sustainable Communities*, 1998, p.132

Older, northwestern Winslow appears similar to the figure on the right above. There are homes within walking distance to the school and town office. Newer, southern and eastern Winslow has strip businesses along the China Road and Augusta Road, with few methods for residents to access them without a vehicle.

A common argument given by modern developers is responsibility. Many developers believe that every parcel must have its own access/driveway, and every owner must be responsible for his own land. The idea of a common area, and common responsibility for maintenance, somehow was lost over the last century. In the image below, again one sees old Winslow on the right, with common parks, sidewalks, places for civic engagement. On the left is the typical “sea of asphalt” that develops when each parcel must have its own parking and access. Over the last 50 years, planners have increasingly recognized that exclusive zoning regulations have the unfortunate effect of encouraging the type of development seen on the left below.

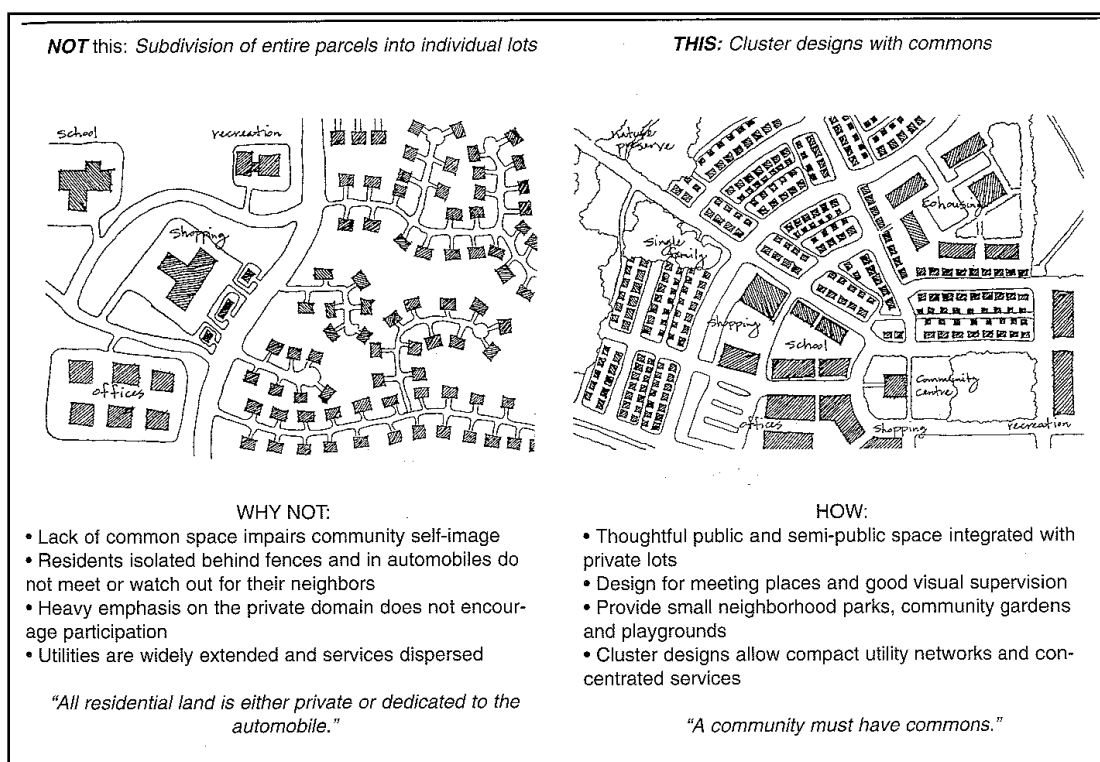


Figure courtesy Mark Roseland, [Toward Sustainable Communities](#), 1998, p.133

Even within housing types, exclusive zoning has proved detrimental to social interaction.

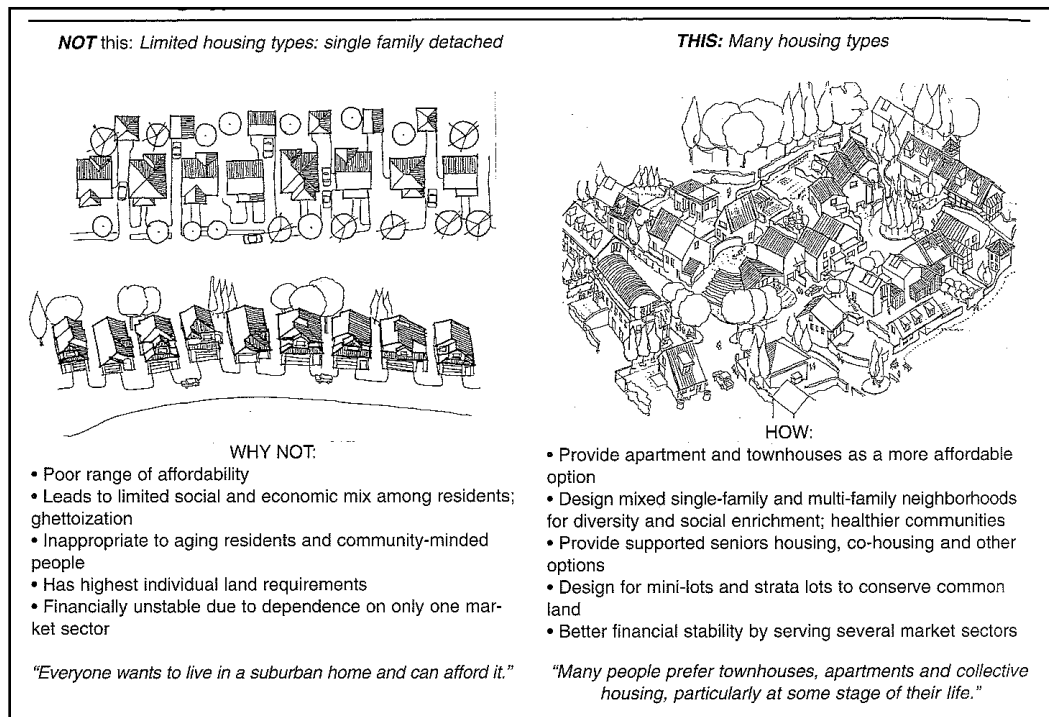
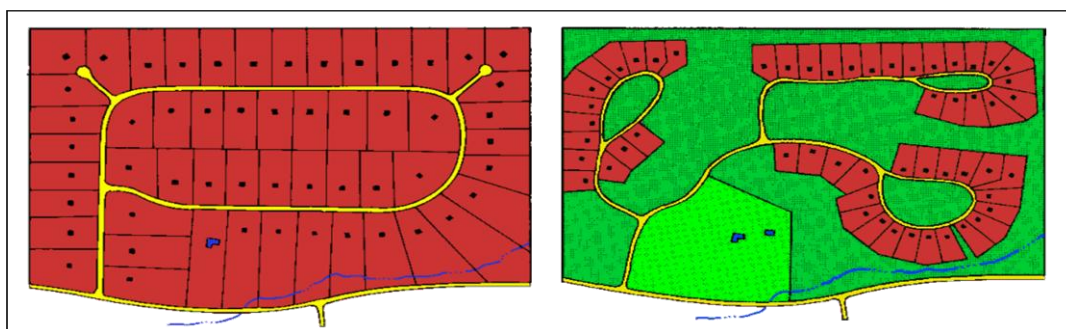


Figure courtesy Mark Roseland, *Toward Sustainable Communities*, 1998, p.134

Each zone naturally must produce its own type of development, thanks to strict conformance to rigid standards such as setbacks and lot size. Options such as garage apartments or zero lot lines are restricted. This seriously hampers housing options for residents, including affordable housing – because even affordable housing must conform to specific standards of what an apartment or mobile home park must look like.

In growth areas, it makes sense to allow diverse development, encouraging mixed housing types and mixed land uses. However, in more sparsely populated regions, it is also possible to maintain a rural atmosphere. The key here, just as in more urban areas, is flexibility.



**Open Space Subdivision - Same number of housing units**

Figure courtesy Randall Arendt

A typical open space subdivision simply reduces the lot size, and reduces setback requirements. This offers the developer the option of preserving various resources on the property, such as the farm and creek above. Some towns and counties today require open space subdivisions. In the two options below, developers demonstrate how precious farmland can be preserved in multiple ways.

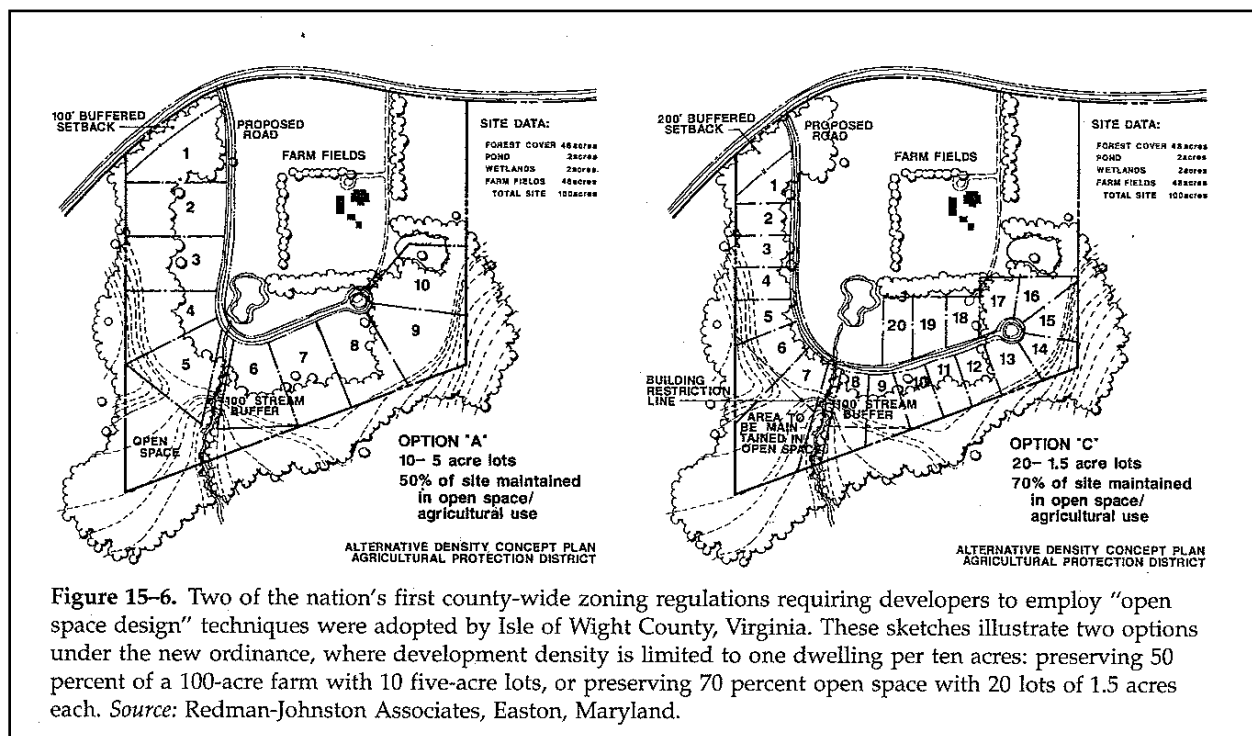


Figure courtesy Randall Arendt, [Rural by Design](#), 1994, p. 261

## **Analysis and Key Issues**

Winslow is a resource-rich town. It is possible to maintain that wealth, but residents must rediscover, and allow, the development that originally settled in the area. The development was village density near services, and rural in outlying areas. A majority of participants in the comprehensive planning process have recommended that the town modify its development standards. Specifically, the goal is to create four main development zones: Industrial, Growth, Rural, and Conservation (see attached Future Land Use Map). The Industrial Zone is exclusive zoning, meaning those few areas zoned industrial are specific industrial parks, with existing utilities for that purpose, and there is no desire to redevelop these areas. At the same time, there is a desire to limit industrial growth to those specific areas. In the Growth, Rural, and Conservation zones, various techniques are recommended for mixed development.

The Growth Area was defined as such based upon existing dense development patterns, and existing infrastructure, specifically public water and sewer lines. The Conservation Area was defined as such based upon the Pattee’s Pond watershed. The Conservation Area encompasses the Pattee’s Pond watershed, as well as the rest of the town east of the Sebasticook River. Land left between these two areas was designated the Rural Area.

Recommendations for increasing development flexibility:

Development Characteristic	Zone		
	Growth	Rural	Conservation
Minimum Lot Size	Variable	2 acre	10 acre
Subdivision	Grid	Open Space	Open Space
Maximum Impervious Surface	Variable	20%	10%

In the Growth Area, there are currently numerous exclusive zones. It is recommended that during the implementation phase consideration be given to reducing the number of those zones and allowing for more mixed-use development. Some zones may have no minimum lot size while others may maintain a minimum lot size to assist in preserving the character of existing neighborhoods. Special consideration should be given to those parts of the growth area that are not presently developed, identifying appropriate land use standards that will attract growth. One incentive may be for the town to subsidize more dense development by sharing in the cost of extending public water and sewer services into some of these presently undeveloped growth areas.

Subdivisions in the Rural and Conservation Zones should maintain a minimum amount of open space, to preserve the rural character and natural environment of the region. In the Growth Area, subdivisions must connect to, or allow for future connection to, existing development. The premise here is to continue the walkable/bikeable neighborhoods of northwest Winslow.

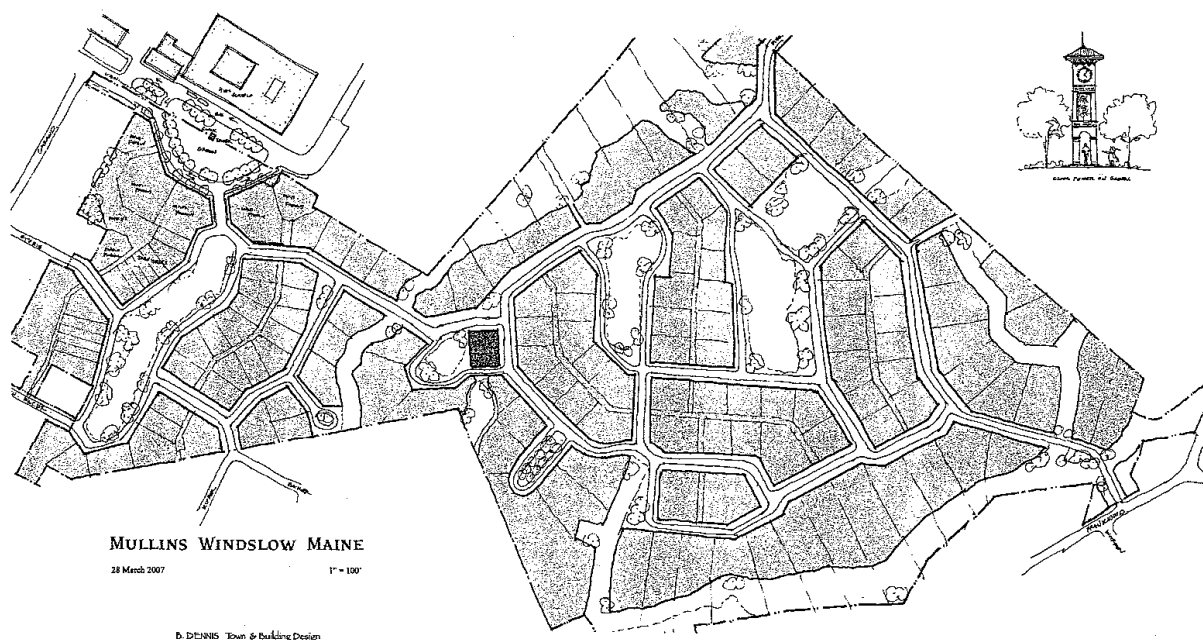
Finally, since impervious surfaces are ultimately what cause many of the detrimental environmental problems, the town should limit the amount of such surfaces in Rural and Conservation Areas. Within the growth area, the impervious surface requirements will vary depending upon the density of development. By restricting impervious surfaces in non-growth areas, but allowing for more flexibility in growth areas, the hope is to encourage greater development in the Growth Area.

*Non-Regulatory*

In addition to placing public facilities in growth areas, municipal officials can also encourage continued development near those public facilities. In the chapter on Fiscal Capacity,

it was suggested that the town could subsidize water and sewer line extensions for development in the growth area. An extension of this idea is to prioritize subsidization by how close a development proposal is to existing development.

For example, the school complex is located in the growth area, surrounded by some residential development, such that many children can walk or bike to school. Nonetheless, there are also some undeveloped parcels of land surrounding the schools. Recently, a landowner of one of these parcels proposed a development plan that includes a mixture of housing types, open spaces, and even some small commercial development (Mullins property, see map below). This is not a developer proposing a large development. This is a landowner designing the type of development that is ideal for the location, and then having a developer come in and build to the existing design. The landowner has shared the design with town officials, who support the proposal. Town officials are now considering working on similar pre-development design proposals with other major landowners near public facilities. This encourages extension of the existing growth area, by providing preliminary approval of development designs, taking much of the uncertainty out of the hands of developers.



## Policies

- The Town should coordinate its land use strategies with other local and regional land use planning efforts.

- The Town should support the community's vision of the future, and displayed in this Plan.
- The Town should support the level of financial commitment necessary to provide needed infrastructure in growth areas.
- The Town should establish efficient permitting procedures, especially in growth areas.
- The Town should protect critical resource areas from the impacts of development.

### **Strategies**

- ✓ The Town should assign responsibility for implementing the Future Land Use Plan to the appropriate committee, board, or municipal official.

At the end of this chapter are Implementation Strategy charts outlining responsibilities for each task.

- ✓ The Town should clearly define how it will distinguish and create Growth, Rural, and Conservation areas, as outlined in the Future Land Use Plan and Map.

This chapter of the Plan identifies both regulatory and non-regulatory strategies for encouraging appropriate development into the Growth, Rural, and Conservation Areas.

- ✓ The Town should use its Capital Improvements Plan as a planning tool to implement future municipal investments to support the Future Land Use Plan.

As outlined in the Fiscal Capacity chapter of this Plan, the town shall continue to adhere to its Capital Improvements Plan, making sure that major future capital improvements follow the Future Land Use Plan.

- ✓ The Town should meet regularly with neighbors to coordinate land use designations and regulatory and non-regulatory strategies.

The Planning Board should invite neighboring Planning Boards to attend sessions annually, for a discussion on development in each town and how those developments are conforming to an overall regional strategy for growth.

- ✓ The Town should support the Code Enforcement Officer by providing the necessary tools and training to allow the CEO to enforce land use regulations and maintain certification.

The Town should continue employing a full-time Code Enforcement Officer. The town should also provide time for training. The Town Manager should meet with the CEO to discuss whether additional duties, such as information technology officer, currently being performed by the CEO are precluding the CEO from performing his responsibilities as CEO.

- ✓ The Code Enforcement Officer should continue tracking new development in town by type and location.

The Code Enforcement Officer should continue maintaining his database on building permits issued.

- ✓ The Town should periodically evaluate implementation of this Comprehensive Plan.

The Planning Board should review this Plan every three years, identifying what strategies have been accomplished, and which new strategies can be implemented for the next three-year period.