

# Town of Windham

Town Offices  
8 School Road  
Windham, Maine

## Meeting Minutes - Draft

### Town Council

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Tuesday, January 27, 2026

6:00 PM

Council Chambers

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#### I. Roll Call of Members.

*Council-Chair Morrison called the meeting to order at 6:03 p.m.*

**Present:** 6 - David Nadeau, Brett Jones, Mark Morrison, William Reiner, Margaret Terry and Katie Cook

**Absent:** 1 - Douglas Fortier

#### II. Pledge of Allegiance.

#### III. Minutes to be Approved:

CD 26-012 To approve the Minutes of the January 13, 2026 Council meeting.

Attachments: [TC-MINUTES-1-13-2026-Draft](#)

**A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Minutes be approved. The motion carried by the following vote:**

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier

#### IV. Adjustments to the Agenda.

#### VI. Public Participation.

#### VII. Councilors' Comments.

*Councilor Nadeau thanked the Public Works Department for their hard work in the recent snowstorm.*

*Councilor Morrison wished to thank those who have been working in the department's efforts by name: Director Brian Morin, Operations Manager Pete Woodbury, Highway Supervisor Wayne Diffin, Dave Rampino, Antonio Villacci, Sam Pelletier, Deven Burnham, Doug Peluso, Paul LaFave, Rich Lytle, Chad Tracy, Mike Johnson, Hunter Stuartt, Tom Gumble, Genn Dunn, Forrest Waston, Don Fortin, Zach Bushey, Dan Young, Pete McGarvey, Dave Veinott, Mike Harrington. He thanked the whole department for all they do in keeping the Town's roads safe.*

#### VIII. PUBLIC HEARINGS.

26-008

To receive public comment and act on a proposed zone change request from William Hartley to amend the official Town of Windham land use map to rezone the portion of the parcel at 35 Dylan Way, identified on Tax Map 23, Lot 4A-1, currently zoned Farm (F) to Light-density Residential (RL), so the entire parcel would then have the same zoning requirements.

**Attachments:** [26-008 Cover Sheet.pdf](#)[TC MEMO ZoneChange DylanWay F to RL 012126.pdf](#)[25-29 DylanWay Zoning Change Application 12-04-25.pdf](#)

*Senior Planner and Interim Assistant Town Manager Amanda Lessard spoke to why this parcel was being rezoned. The decision to recommend to this to the Council came unanimously from the Planning Board. She also went into detail as to what this change would entail. Usually lots like this have been divided into two zones when near to power corridors.*

*Councilor Jones asked if the zone change would allow the owner to split the lot, to which Ms. Lessard replied that he was correct.*

*Vice-Council-Chair Reiner asked if the change would be more restrictive, to which Ms. Lessard replied that uses and conditions would trade off but would not result in a great difference, and any uses would have to be conditionally approved beforehand.*

*Councilor Morrison asked if this was being done for consistency. Ms. Lessard replied that it was, and that having a parcel in two zones can be difficult for a landowner. This change would resolve that issue for the landowner and the Town.*

**A motion was made by Councilor Nadeau, seconded by Councilor Terry, that the Order be approved. The motion carried by the following vote:**

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier

26-009

To receive public comment and act on proposed amendments to Chapter 120 Land Use Ordinance of the Code of the Town of Windham, Article 4 Zoning Districts and Article 5 Performance Standards pertaining to Kennels in Commercial Districts, whereby Major Kennels would be redefined to include dog daycares and overnight boarding for more than four dogs or cats as a conditional use in the C-1, C-1N and C-2 districts, and add additional performance standards in §120-531.

**Attachments:** [26-009Cover Sheet.pdf](#)[25-28 TC SUMMARY LUO AMD Art3,4,&5 ModernizeKennels 012126.pdf](#)[25-28 TC MEMO LUO AMD Art3,4,&5 ModernizeKennels 012126.pdf](#)[25-28 LUO AMD Art345 ModernizationKennels \(OriginalRedlineClean\) 01-21-26 \(BTM rev'd 2026-01-16\).pdf](#)  
[StateAnimalWelfareRules-001c701.pdf](#)

*Planning Director Steve Puleo referenced a past discussion item in which the Council*



*recommended that this item go before the planning board before it went to the Council. It was a discussion item at the December 8 meeting and a public hearing was held at the January 12 meeting.*

*He went on to describe how this was an amendment to the Town's kennel descriptions. Through attorney review the Town's attorney recommended an amendment to performance standards which would modify 125-516 Conditional Use Standards to make sure those standards are applied to the Performance Standards in 120-531. He went on to describe the proposed changes and how they align with the Council's past suggestions, especially referencing the attached notes.*

*A sound-tenuating solid fence would be required to minimize sound coming from the business. Noise ordinance requirements under the site-plan standards would have a maximum 65 decibels during the day and 55 at night. The building itself would have sound proofing in addition to the fence outside. The surface would be an artificial turf surface with proper draining beneath for anticipated dog waste.*

*He has included the requirements to the State Statutes which must be met by the business in addition to the Town's performance standards.*

*He feels that these changes will allow for a predictable application process and defensible town standards, and wanted the Council to know that it passed through the Planning Board unanimously.*

*Councilor Terry asked how many dogs barking needed to reach 65 decibels. Mr. Puleo replied that only one dog would likely be needed, but that these standards would likely alleviate any sound concerns. He added that a business interested in starting a kennel in Windham has had no complaints in Falmouth. All comments received up this point have been supportive of the planned facility. Codes would be reviewing each proposed site to ensure they meet design and sound requirements.*

*Councilor Cook noted that she saw space standards for cats in the State standards, and asked where the information on dogs came from. Mr. Puleo said they based it off the standards used by Salty Dog in Falmouth which itself uses national kennel standards.*

*Councilor Cook asked if the dogs had a curfew, to which Mr. Puleo said that dogs would be escorted outside one-at-a-time at night to use the restroom and immediately go back inside.*

*Councilor Nadeau noted that there is no maximum number of dogs which could be kenneled in this kind of facility, and asked if there should be one. Mr. Puleo replied that it was felt that the dimensions and square-foot requirements in the standards would determine the maximum.*

*Councilor Nadeau asked who would approve the conditional use for the facility. Mr. Puleo said it would either be the Zoning Board of Appeals or Planning Board of Appeals.*

*Councilor Nadeau expressed concern that the proposed business owner was able to give input into the proposed ordinance at a recent Planning Board meeting as they possibly stood the most to gain.*

*Councilor Reiner thanked Mr. Puleo and the Planning Board for bringing this forward. He echoed Councilor Nadeau's comments about a possible conflict of interest. He also liked the conditional use in district C-1 allowing for review. He would like major and minor*

kennels be conditional in all zones so that proper review might be had.

He also asked what the definition of a domesticated animal would be? Mr. Puleo said that anything from rabbits to horses can be considered domesticated, but such animals would not be permitted in commercial zones. These animals are allowed to and do exist within the Town's rural zones. The Town attorney went over the language to make sure only the proper animals are allowed in commercial districts.

Councilor Morrison reiterated the points of the discussion and thanked Planning for their hard work on this matter.

Councilor Terry asked if traffic had been reviewed for this site? Mr. Puleo replied that this would be part of the conditional review that would come from each application.

Councilor Cook asked if the business in Falmouth was also in a strip-mall and reached the required decibel levels? Mr. Puleo replied that all that was correct.

**A motion was made by Councilor Nadeau, seconded by Councilor Cook, that the Order be approved. The motion carried by the following vote:**

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier

## **IX. CONSENT AGENDA.**

## **X. UNFINISHED BUSINESS & GENERAL ORDERS.**

### 26-010

To authorize the disbursement of \$825 from the Substance Prevention Grant Program Fund (1000-24047) to the R.S.U. 14 Odyssey of the Mind program, that helps students improve their creative problem-solving skills, provides healthy ways to process emotions, reduce stress, build self-esteem and ultimately reduces the appeal of substance use, as recommended by the Substance Prevention Grant Committee.

**Attachments:** [26-010 Cover Sheet.pdf](#)

[Windham Odyssey of the Mind Application.pdf](#)

[1.6.2026 Substance Prevention Grant Meeting Minutes.pdf](#)

Town Manager Robert Burns described the purpose of the committee and how the application by Odyssey of the Mind sought to meet the standards for the scholarship.

Councilor Nadeau commended the Odyssey of the Mind program on the fascinating things they do, to which Councilor Morrison seconded his admiration.

Councilor Cook said she attended the meeting of the committee and that the Odyssey of the Mind program had met 70% of their funding goals. This was their second time coming before the committee and they sought to get the last of the funding they needed through the scholarship.

Councilor Terry said she felt bothered that the program does not directly address alcohol or drug use with the children. The funds for these programs are supposed to go towards substance abuse education, but she feels the most recent proposals to the committee



*do not bring up substance abuse at all.*

**A motion was made by Councilor Nadeau, seconded by Councilor Cook, that the Order be approved. The motion carried by the following vote:**

**In Favor:** 5 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner and Councilor Cook

**Opposed:** 1 - Councilor Terry

**Absent:** 1 - Councilor Fortier

26-011

The Town Council has the following recommendations for Maine LD 1829 implementation and legislative refinement.

WHEREAS, The Town of Windham recognizes that Maine faces a significant housing shortage that affects residents, workers, families, and the overall economic vitality of our communities; and

WHEREAS, the Maine Legislature enacted LD 1829 in June of 2025 with the stated intent of building housing for Maine families and attracting workers to Maine businesses by expanding allowable housing density statewide; and

WHEREAS, the Town of Windham has already demonstrated being part of the solution to Maine's housing shortage with progressive zoning practices and acknowledges efforts to remove barriers that increase housing supply and affordability in other Towns and Cities within Maine with restrictive zoning practices; and

WHEREAS, while the Town of Windham acknowledges the State's goals of increasing housing supply, the implementation requirements of LD 1829 present critical challenges that threaten our ability to manage growth responsibly and maintain the quality of life our residents expect; and

WHEREAS, the Town of Windham has been a regional leader in housing production, with a rate of growth averaging 130 housing units per year over the last 10 years and with well over 800 housing units (including 66 affordable units) in the pipeline with estimated completion dates ranging in the next one to three years, yet LD 1829 treats all municipalities the same regardless of their demonstrated commitment to housing production; and

WHEREAS, the mandated density increase under LD 1829 exceeds the capacity of exiting municipal infrastructure to support new growth, including water systems, sewer systems, stormwater management, transportation networks, and schools, requiring capital investments that exceed local budget capacity and will require state financial support; and

WHEREAS, LD 1829 encourages growth outside of growth areas if served

by water and sewer, but planning best practices have established that new growth should be encouraged for growth areas, and areas of natural and rural value should be preserved; and

WHEREAS, the prohibition on growth caps in designated growth areas eliminates a critical tool that municipalities have use to align development with infrastructure capacity and comprehensive planning; and

WHEREAS, experience with previous housing density legislation (LD 2003) demonstrates that increased density alone does not guarantee affordable housing outcomes, with multiple communities reporting that new development has produced expensive market-rate housing rather than workforce or affordable units; and

WHEREAS, LD 1829 requires repeated ordinance revisions and mandatory planning board training, imposing significant administrative and financial burdens on municipalities, particularly smaller and rural communities that rely on volunteer planning boards and lack dedicated professional planning staff; and

WHEREAS, restrictions on impact fees under LD 1498 prevent municipalities from funding the broader infrastructure upgrades necessary to support growth mandated by LD 1829, making it even more challenging for local taxpayers to support needed infrastructure; and

WHEREAS, the Town of Windham has since 1965 developed its comprehensive plan through extensive community engagement to reflect local priorities, environmental constraints, and a vision for the community's future and LD 1829's one-size-fits-all approach undermines this locally driven planning process and the principles of home rule; and

WHEREAS, the Town of Windham completed a Town-wide survey in early 2025 where 67.3% of residents felt multi-family housing development was too fast and 45.3% felt single-family housing development was too fast, resulting in an overall 56.5% of respondents feeling dissatisfied with how well the Town is managing residential growth.

NOW, THEREFORE, BE IT RESOLVED, that the Council of the Town of Windham, Maine hereby:

1. Expresses significant concern regarding the challenges LD 1829 presents to responsible growth management, infrastructure planning, and comprehensive planning.
2. Calls upon the Maine Legislature to repeal LD 1829 or delay its implementation until corrective legislation is in place that;
  - Creates a dedicated, multi-year state infrastructure funding program



- to support municipalities experiencing mandated growth;
  - Allows municipalities that meet growth requirements under the Growth Management Act to continue employing reasonable growth management tools;
  - Clarifies the interaction between LD 1829's growth cap prohibition and the Rate of Growth law to prevent unintended sprawl in rural areas;
  - Remove the lot size and density mandates for areas outside designated growth areas that are serviced by water and sewer and water;
  - Strengthens affordability requirements that result in increasing deed restricted affordable and workforce housing;
  - Revises impact fee restrictions to allow municipalities to fund necessary infrastructure improvements;
  - Provides adequate funding for technical assistance and capacity building for municipalities and regional planning organizations;
  - Provides Maine State Housing Authority with proper authority and funding to support affordable and workforce housing projects without local financial support; and
  - Ensures protection of our rural farmlands and conserves our environment.
3. Requests that the Legislature work in partnership with municipalities, regional planning organizations, and municipal associations to refine the law, enhance state-municipal communications, and ensure that housing policy achieves affordability goals while respecting local planning authority and infrastructure constraints;
4. Directs the Town Manager to forward copies of this resolution to the Governor, Speaker of the House and State Legislators and Representatives.
5. Implores other municipalities to express similar sentiments to protect home rule authority.

**Attachments:** [26-011 Cover Sheet.pdf](#)  
[Survey Results Residential Growth.pdf](#)

**A motion was made by Councilor Nadeau, seconded by Councilor Reiner, that the Order be approved. The motion carried by the following vote:**

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier

#### 26-012

To authorize the Town Manager to endorse an application for Community Development Block Grant (CDBG) funds for the proposed "Project Home", formerly known as the Quality Housing Coalition, which is a multi-community block grant co-sponsored with the Town of Scarborough and City of Westbrook.

**Attachments:** [26-012 Cover Sheet.pdf](#)  
[CDBG MultiJurisdictional Project Home Application.pdf](#)  
[ProjectHome OverviewBrochure Trifold v12 pages \(002\).pdf](#)

*Town Manager Burns and Economic Development Coordinator Thomas Bartell attended a zoom meeting with Project Home. The City Manager of Westbrook asked Mr. Burns and the Town Manager in Scarborough to co-sponsor their application. They feel that the Town would be giving up some of its funds to a good cause.*

*Mr. Bartell described how this is a multi-jurisdictional application and that the Town does not have an application in for CDBG funds this year. The funds in this grant would go towards homelessness mitigation and could help the Town to make an impact on student homelessness. The Town's role is to be observant of those in need and make referrals to the program, as well making information on it available. It can also help former foster children as they go out into the world.*

*Councilor Nadeau talked about the surprising amount of school-age children that are homeless.*

*Councilor Morrison asked if giving up our ability to apply for these funds this year would give the money to Scarborough and Westbrook? Mr. Bartell said that we would not be losing or giving away funds, we would just be choosing not to compete with Project Home's application.*

**A motion was made by Councilor Nadeau, seconded by Councilor Cook, that the Order be approved. The motion carried by the following vote:**

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier

**26-013** To appoint Melissa Young, currently serving as an alternate on the Planning Board, to the vacated regular seat for the remainder of the existing term ending February 15, 2027.

**Attachments:** [26-013 Cover Sheet.pdf](#)

**A motion was made by Councilor Nadeau, seconded by Councilor Jones, that the Order be approved. The motion carried by the following vote:**

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier

**26-016** To approve a charge for an East Windham Steering Committee.

**Attachments:** [26-016 Cover Sheet.pdf](#)  
[Steering Committee Description and Potential Members2027.pdf](#)

*Town Manager Burns said that staff have put together an outline for the steering committee and should give them what they need to start.*

**A motion was made by Councilor Nadeau, seconded by Councilor Reiner, that**



the Order be approved. The motion carried by the following vote:

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier

## **XI. Council Correspondence.**

[CD 26-013](#) Charter Communications - Upcoming Changes to Spectrum Channels.

**Attachments:** [2026.01.22 Charter Programming Notice \(Latino Ch drops\)me,nh.pdf](#)

[CD 26-014](#) Letter of Thanks - Sweetser.

**Attachments:** [Sweetser Agency Funding.pdf](#)

## **XII. Town Manager's Report.**

*Town Manager Burns said that EMS Chief Brent Libby said that the EMS department had over 4,000 calls last year, a 12% increase from last year.*

*Interim-Assistant Town Manager Amanda Lessard has attended meetings of the Presumpscot 2040 community workshop. They are looking for public feedback through a survey. He stated this is important as there is a group interested in having a free-flowing Presumpscot River by 2040. This would involve dam removals and would result in Windham losing the beach at Dundee Park a serious matter that requires great consideration. The Town is open to hearing from the group and wants to make sure all voices are heard.*

## **XIII. Committee Reports.**

### **A. Council Subcommittees.**

#### **1. Appointments Committee.**

*Has not met.*

#### **2. Finance Committee.**

*Has not met.*

#### **3. Ordinance Committee.**

*Will meet after this meeting.*

### **B. Other Committees.**

#### **1. Parks & Recreation Advisory Committee.**

*Nothing to report.*

2. Windham Economic Development Corporation.

*Nothing to report.*

3. Natural Resources Advisory Committee.

*Councilor Cook said the Watershed Protection Grant Application is live and will be available through February. This is available to lake associations and road associations to help protect watersheds.*

4. Greater Portland Council of Governments (GPCOG).

*Has not met.*

5. ecomaine.

*Town Manager Robert Burns was promoted to Treasurer of EcoMaine.*

6. Windham Middle School Repurpose Advisory Committee.

*Site visits were held at Gorham and Westbrook. A meeting last week revealed lots of potential as to where things might go in the building. The next meeting will be held on Thursday the 29th.*

**XIV. Discussion Items.**

[CD 26-003](#) NIMS/ICS Training.

[CD 26-007](#) Fire-Rescue Department Update.

[CD 26-011](#) 2026 Council and Subcommittee Meetings.

**Attachments:** [2026 Council and Subcommittee Meeting Dates.pdf](#)

[CD 26-010](#) FY 2025 Audit Presentation.

**XV. Agendas & Scheduling.**

**XVI. ADJOURN.**

*The meeting adjourned at 8:47 PM.*

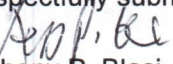
**A motion was made by Councilor Jones, seconded by Councilor Terry, that the be adjourned. The motion carried by the following vote:**

**In Favor:** 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry and Councilor Cook

**Absent:** 1 - Councilor Fortier



Respectfully submitted



Anthony P. Blasi

Town Clerk, BA, CCM