

PLANNING BOARD MEMO

DATE: April 24, 2025

TO: Windham Planning Board
FROM: Steve Puleo, Planning Director
Cc: Amanda Lessard, Senior Planner/Project Manager

RE: #25-10 Land Use Ordinance Amendments to Article 3 Definitions and Article 5
Performance Standards – Controlled Access Streets

Planning Board Meeting – April 28, 2025

Overview

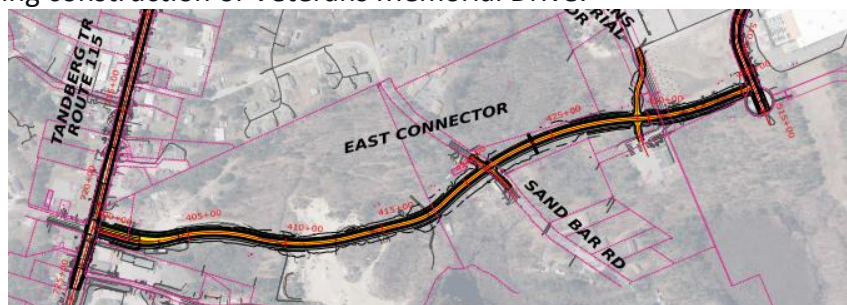
At its [April 14, 2025](#) meeting, the Planning Board, along with staff, discussed proposed amendments to the Land Use Ordinance related to Controlled Access Streets, pursuant to [§ 120-107](#). The draft amendments (attached) propose adding Veterans Memorial Drive (the Eastern Connector) to the list of designated Controlled Access Streets.

The Board also requested that staff review how access driveways and entrances are measured (see staff comments below), and provide an illustration of the proposed layout for the Eastern Connector.

Background

At the meeting held on [March 25, 2025](#), the Town Council Ordinance Committee unanimously voted to send the proposed amendments to the Board. On June 12, 2018, the Town Council adopted ordinance revisions for development in North Windham to support the vision established in the [21st Century Downtown Master Plan](#) for North Windham and the [Comprehensive Plan](#). The Downtown Master Plan recommends (page 52) that street blocks should be approximately 300 to 600 linear feet, creating three- or four-way intersections to maximize connectivity and foster walkable, pedestrian-friendly neighborhoods. In 2013, the town adopted Articles [3](#) and [5](#), which include a performance standard for controlled access streets on Manchester Drive, limiting all curb cuts to be spaced at least 300 linear feet from the nearest curb cut.

In June 2023, the U.S. Department of Transportation announced that the Town of Windham would receive a \$25 million RAISE (Rebuilding American Infrastructure with Sustainability and Equity) grant to support the "North Windham Moves" project. As part of the Maine Department of Transportation (MDOT) collaboration with the Town, they recommended that Veterans Memorial Drive (the Eastern Connector) be included as Controlled access street ordinance. In preparation of the up-and-coming construction of Veterans Memorial Drive.



Summary of the Proposed Chapter 120 Land Use Ordinance Amendment

Article 3 Definition

STREET CLASSIFICATION

C. CONTROLLED ACCESS STREET to add Veterans Memorial Drive to list of roadways as controlled access street.

Article 5 Performance Standards

§ 120-521. Controlled access street. Add Veteran's Memorial Drive (the Eastern Connector) to subsection A.

§ 120-522. Curb cuts and driveway openings. Strike “of Article 9, Subdivision Review” and add “entrances” in subsection E(3) Geometry (see Staff comments).

Table 2 in Appendix B: ***Strike “an internal subdivision access” and added “a driveways and entrances”.

Staff Comments:

The Land Use Ordinance (LUO) defines driveway entrance spacing in Section 120-522E(3) by referencing Table 2 in Appendix B, which currently states:

“Minimum access spacing shall be the distance measured from the edge of an internal subdivision access, excluding radii, to the edge of a neighboring access, excluding radii.”

This language should be revised to remove the reference to “internal subdivision access,” as the spacing requirement is intended to apply to all driveways and entrances intersecting with public streets, not just those within subdivisions.

This interpretation is consistent with the access management provisions applied along Manchester Road, and it aligns with the Maine Department of Transportation (MDOT) standard for measuring driveway spacing under:

17-229 DEPARTMENT OF TRANSPORTATION, Chapter 299: HIGHWAY DRIVEWAY AND ENTRANCE RULES

Both the LUO and MDOT use the same measurement method—from the edge of one access point (excluding radii) to the edge of the next. Clarifying this language in the ordinance will ensure consistency across local and state access management practices.

Zoning Amendment Process

There are no specific standards in the Town ordinance by which to judge the proposed LUO amendments. However, State statute requires all proposed zoning to be consistent with the goals and objectives of the Comprehensive Plan.

The Planning Board must hold a public hearing prior to making a recommendation on this item to the Town Council. The Town Council will need to vote on the proposed changes to the Land Use Ordinance for them to be officially approved. A public hearing is scheduled for the April 28, 2025 Planning Board meeting. After the public hearing and discussion by the Board, the Planning Board

may vote on a recommendation to the Town Council similar to the following:

MOTION: To (**recommend/recommend with comments/not recommend**) approval of the proposed amendments to the Land Use Ordinance Chapter 120 Article 3 Definitions and Article 5 Performance Standards to add Veterans Memorial Drive to the Controlled Access Street definition and performance standards.