

Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Minutes - Draft

Town Council

Tuesday, July 14, 2026

6:00 PM

Council Chambers

I. Roll Call of Members.

The meeting was called to order at 6:00PM

Present: 7 - David Nadeau, Brett Jones, Mark Morrison, William Reiner, Margaret Terry, Douglas Fortier and Katie Cook

II. Pledge of Allegiance.

Council-Chair Morrison led the Pledge of Allegiance.

III. Minutes to be Approved:

[CD 26-117](#) To approve the Minutes of the June 11, 2026 Council meeting.

Attachments: [TC-Minutes-June-11-2026-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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

[CD 26-119](#) To approve the minutes of the June 25, 2026 Town Council Special Meeting.

Attachments: [TC-Sp-Meeting-Minutes-June-25-2026-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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

IV. Adjustments to the Agenda.

VI. Public Participation.

Matthew Irving of 60 Webb Road wished to speak on the later discussion on the Windham Middle School Repurpose Advisory Committee. He stated he was on that committee, and urged the Council to continue the inclusion of the two playgrounds as part of the planned community center.

He also brought up a concern over zoning. Around 2011 the Retirement Community Overlay District was created and applies to any parcel greater than five acres that abuts

Tandberg Trail, Route 202, and Route 302. The overlay allows for changes to setbacks and density. Mr. Irving lives in a farm district and a development project on 23 acres adjacent to his property is being proposed through that overlay. He feels that the proposed project is excessive for the farm district. He asked the council to consider pausing the development and reviewing the 2011 overlay. He described what he feels are the disadvantages to this kind of development.

VII. Councilors' Comments.

Vice-Council Chair Reiner wished to thank the Planning Board for their good work and dealing with intense meetings. He also feels the new members are doing a good job.

He wished to bring up to the Ordinance Committee an issue regarding construction. The Windham Middle School Construction Site has had earlier startup times. Though Code Enforcement intervention has led to a marginal correction, they have also been working on Sundays. He feels that the noise has led to a quality of life issue. He wishes to see that any long term construction sites abutting residential properties be prohibited from working on Sundays between April and October. He wished to thank RSU 14 Director Christopher Howell on his complete cooperation in this matter.

VIII. PUBLIC HEARINGS.

26-127

To receive public comment and act on the proposed amendments to the Andrew School (South Windham) Omnibus Municipal Tax Increment Financing District, and the adoption of a Development Program for said new District pursuant to the provisions of Chapter 206 of Title 30-A of the Maine Revised Statutes, as amended.

Attachments: [26-127 Cover Sheet.pdf](#)

[Andrew School TIF First Amendment DRAFT.pdf](#)

[EXECUTED PandS 55 High Street Windham 10.23.24.pdf](#)

[Andrew School TIF Application w Exhibits.pdf](#)

[ExhibitC TIFDistricts24 2 TabloidSize.pdf](#)

[Exhibit G public notice.pdf](#)

[Exhibit D Andrew School South Windham 2024.pdf](#)

Windham Economic Development Corporation Director Thomas Bartell and Westbrook Development Corporation Director Tyler Norwood spoke. Mr. Bartell said that the Andrews School project is an attempt to bring affordable housing to South Windham. 18 affordable homes and 17 market rate homes are included as part of the project. At the time the affordable homes were designed to be single home senior housing. Through the funding mechanisms available, which have changed, the project would have to be changed to not senior restricted, though it would still be affordable, and half of the units would be two bedrooms. The site would not change, but the number of bedrooms in half the units would. They feel that this would enable them to have a better chance at more federal funding.

Councilor Reiner had them clarify what kind of income caps are included with the affordable housing.

He also asked if there was any preference for Windham residents? Mr. Norwood replied that Federal Fair Housing Laws prevent them from doing so, but 70-90% of those that will

go there tend to have ties to the community.

He also asked if "affordable" was different than "low income?" Mr. Norwood said that was correct, and involved families making \$65,000 to \$90,000 a year.

Mr. Norwood also said there would be a "town green" in the middle of the units.

Councilor Nadeau asked for a clarification on which ratio was being used, and this was clarified.

Councilor Terry asked what was considered "affordable?" Mr. Norwood said that costs were limited to \$1850 but there are utility allowances that make it closer to \$1500 to \$1600 a month. It should save owners \$500 to \$1000 a month.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-128

To receive public comment and act on proposed amendments to Chapter 120 Land Use including §§120-555, 120-812B, 120-814B, 120-911B, Table 3 in Appendix B, 120-911M, and the creation of a new §120-911O. The proposed amendments would incorporate fire protection compliance with Chapter 70 and fire safety codes into applicable street and access standards, clarify the required number of public street connections for single-family, two-family, and multifamily developments, and revise access drive construction standards for developments containing 10 or fewer dwelling units.

Attachments: [26-128 Cover Sheet.pdf](#)

[LUO Amendments One Page Summary 062926.pdf](#)

[25-26 TC MEMO LUO AMD Art58&9 StreetConnections&AccessDrives 070126.pdf](#)

[Amendments Art5 8 9 061826.pdf](#)

[Amendments Table3 AppendixB 061826.pdf](#)

[FireChiefComments 062326.pdf](#)

Planning Director Steve Puleo and Fire Chief Brent Libby spoke about what these changes would mean and how the departments could work together to increase fire department maneuverability in new projects. The Fire Department would be able to address safety concerns regarding accesses, right of ways, and curbs. The Planning Board recommended to approve this with comments on a vote of 5-1. The Town Attorney has looked over all this as well.

Councilor Nadeau said he believes that the Planning Board is doing well in handling waiver applications, as he believes there are too many applications. He also feels that a lot of proposed turnarounds will be too close to homes and used as parking lots. Chief Libby stated they plan to mark such as areas as "fire liens" to restrict access and allow for the removal of vehicles in the event of an emergency.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-129

To receive public comment and act on a consent judgment between the Town of Windham and the owners of 22 Lake Ave, pertaining to a shoreland zone permit, and to further authorize the Town Manager to take any other action related thereto to finalize the action.

Attachments: [26-129 Cover Sheet.pdf](#)

[Final Consent Judgment w Exhibits \(Sclar v. Windham\).pdf](#)

Town Manager Robert Burns said that this will resolve a shore land zoning issue and both parties are in agreement.

Councilor Nadeau asked why a similar agenda item was listed under Unfinished Business. Manager Burns stated that this item had a public hearing at the request of the Town Attorney who deemed it of more legal significance to do so.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-133

To receive public comment and act on an application submitted by Kenneth Cianchette d/b/a Eriks Church LLC for a renewal Special Amusement Permit.

Attachments: [26-133 Cover Sheet.pdf](#)

[Eriks Church Special Amusement Renewal](#)

Council-Chair Morrison asked Town Clerk Anthony Blasi to confirm that everything was as it should be, and he replied in the affirmative.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

IX. CONSENT AGENDA.**X. UNFINISHED BUSINESS & GENERAL ORDERS.****26-123**

To approve the write-off of twenty-eight (28) uncollected personal property tax accounts in the amount of \$4,714.70 and authorize the Town Manager to forward to a collection agency.

Attachments: [26-123 Cover Sheet.pdf](#)

[Outstanding Personal Property Accounts.pdf](#)

[20260714 OUTSTANDINGPP2025.pdf](#)

The article was amended to say "twenty-seven (27) payments" totalling \$4,704.44,

as a payment was received when the article was written. The amendment passed unanimously.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-130

To consent to an agreement between the Town of Windham and the owners of 50 Crescent Avenue pertaining to a shoreland zone permit, and to further authorize the Town Manager to take any other action related thereto to finalize the action.

Attachments: [26-130 Cover Sheet.pdf](#)
[Windham-Moore Administrative Consent Agreement.pdf](#)
[Lake House Moore Landscape Plan Final 6-19-26.pdf](#)

Manager Burns said this is another resolution with both parties in agreement.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-131

To support the Mountain Division Rail-Trail Project, a proposed extension of the trail from Main Street (Route 202) in Windham to Bridge Street in Westbrook, for inclusion in the 2027-2029 Maine DOT Work Plan and 2027-2030 PACTS TIP, and to commit the Town of Windham to its share of the ten percent local match in the amount of \$810,000 toward the total estimated project cost of \$16,200,000.

Attachments: [26-131 Cover Sheet.pdf](#)
[NOI 27-29WorkPlan 27-30TIP.pdf](#)
[Memo-Supplemental Materials.pdf](#)

Assistant Town Manager Amanda Lessard displayed a graphic of the location of the project. She described how the Town has worked with Westbrook to plan a trail next to the rail bed to extend it for a ten mile section. Two culvert replacements will be necessary at the Inkhorn Brook and Colley Wright Brook crossings. These have increased the estimated total cost to approximately \$16,200,000. If the project is approved by Maine Department of Transportation the Town would then vote to match 10% of the total with the other 90% coming from Federal and State funds. This would show support and commitment of the matching funds (at a future date) to the project. The trail is a high priority in the regional trails plan.

Councilor Cook wished to confirm the price, to which Assistant Manager Lessard went into detail on. Windham would be responsible for about \$800,000.

Councilor Fortier asked if Westbrook had already approved their version, or if they were waiting for Windham? Assistant Manager Lessard stated that Westbrook's laws require two public readings of the proposal, and that their first was completed.

Councilor Jones feels that the culvert repair in one place could only be done with a large scale project like this, as it would be too much for trail clubs. Assistant Manager Lessard replied that the Inkhorn Brook Culvert is a major project and that without an operating rail line it has been a low priority for Maine DOT.

Councilor Nadeau asked Manager Burns where this item is located in the Town's budget? Manager Burns replied that this would be in a future budget. He said this item would come up again in the future if the project was approved. He also stated that approval tonight would not commit the Town to spend the funds in the future.

Councilor Terry asked if Westbrook was paying 10% as well? Assistant Manager Lessard said that the 10% would be split between Westbrook and Windham.

Councilor Fortier said that opportunities like this should not be passed up.

Councilor Jones asked if this project was subject to impact fees, to take it out of the tax burden? Manager Burns said that all funding options would be explored.

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

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-134

To appoint Ashley Tempesta, a staff member from the RSU 14 Katahdin Program to the East Windham Steering Committee.

Attachments: [26-134 Cover Sheet.pdf](#)

[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-135

To authorize the expenditure of up to \$465,000 for preliminary costs ("Original Expenditures") related to the purchase of a new ambulance (FR-2030-005); and to declare the Town's official intent within the meaning of Treasury Regulation 1.150-2 to reimburse Town funds from the proceeds of bonds to be issued in the future in an amount not to exceed \$465,000 for the Original Expenditures related to the ambulance purchase.

Attachments: [26-135 Cover Sheet.pdf](#)

[Chief Libby Memo Specs.pdf](#)

Fire Chief Brent Libby spoke how the first piece would be to approve the bond purchase while the second would be the actual purchase of the vehicle. By rolling them together, the exact same model as the Town's other ambulances will be bought. These vehicles are rotated in service to prolong their lives and all share the same equipment which helps with operator familiarization.

Councilor Nadeau stated that the cost of this machine demonstrates why the Council has asked for an increased cap on spending. Chief Libby stated that the cost of the vehicle

has doubled since the same kind was purchased in 2022.

Councilor Reiner asked if the stretcher and stair chair were at end of life? Chief Libby said that new equipment would be coming with the vehicle.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-136

To authorize the waiver of the bid process and the purchase of a 2027 Braun Chief XL ambulance in the amount of \$460,500, from Autotronics of Madawaska, capital expenditure (FR-2030-005), which was approved as part of the next bond issuance.

Attachments: [26-136 Cover Sheet.pdf](#)
[Chief Libby Memo Specs.pdf](#)

Chief Libby said that this was the second part of the process.

Councilor Nadeau asked why there was a \$4500 difference between the bond and the figure. Chief Libby stated that he wishes to waive the bidding process because the seller is coming in under budget and it will be the exact same vehicle. Manager Burns said that the amount approved by the voters would be utilized.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-137

To authorize the waiver of the bid process and the purchase of a new key lock box system from the Knox Company in the amount of \$148,000, capital expenditure (FR-2027-004), which was approved as part the capital budget (19100-47430).

Attachments: [26-137 Cover Sheet.pdf](#)
[Chief Libby Memo Lock Box System NonRes Requirement.pdf](#)

Chief Libby said that the company that had operated our old boxes has gone out of business and their product would no longer be supported. Knox is the remaining copy in the industry and that half the costs of the businesses will be covered. It is also not a full replacement, with the new system being mounted on the old box. The money will also help equip emergency vehicles with the key fobs necessary to access the boxes.

Councilor Terry asked what the approximate cost to each business would be, and if this new system is digital. Chief Libby said it would be about \$200, and that it is a digital system.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-138

To grant permission for GPNEMBA (Greater Portland Chapter of New England Mountain Bike Association) to apply to the Maine Trails Fund for the construction of a new trail and restoration of existing trails at the Lowell Preserve and approve a letter of support to be provided by the Parks and Recreation Department to enhance their grant application.

Attachments: [26-138 Cover Sheet.pdf](#)
[LowellPreserve2017.pdf](#)
[Final Lowell map 2022.pdf](#)
[Letter of Support TOW GPNEMBAjuly2026.pdf](#)
[LEWCATrailsCurrent.pdf](#)
[LEWCATrailsAnnotated.pdf](#)
[EWCATrailsFutureClean.pdf](#)

Manager Burns wants the Council to be fully aware of what is being proposed. These trails would be in the Lowell Preserve with no new activity at the East Windham Conservation Area. A decision tonight would allow GPNEMBA to try and get grant funding.

Ryan Dunfee of GPNEMBA said that they have a strong conviction that this could be the premier trail system in Southern Maine. These plans will streamline navigation by realigning trails and modernizing old forestry trails. A second mountain bike trail would be added with the others being multi-use.

Councilor Jones asked Mr. Dunfee to describe the work they plan to do in detail with the present map, which he did.

Councilor Jones wanted to make sure that there would be a compromise in use and that there would not be too many mountain bike trails. Mr. Dunfee said that GPNEMBA strives to ensure compromise in use.

Councilor Reiner asked if the concerns of hunting and multi-use trails should be addressed before more work was done within the park. Manager Burns said that the East Windham committee was begun and there had also been previous discussion on uses. Mr. Dunfee feels that these areas are special and that deliberate planning will help to manage the resources.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

26-139

To approve a new Victualer's License application submitted by David Whitten d/b/a Sebago Baking Company.

Attachments: [26-139 Cover Sheet.pdf](#)
[Sebago Baking Company Victualer](#)

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

XI. Council Correspondence.

CD 26-118 FOAA Requests.

Attachments: [FOAA Varneys Bridge Replacement Bid Results Request 6.17.2026.pdf](#)
[FOAA Delinquent Tax Property List 7.1.2026.pdf](#)
[FOAA 30 Landing Road Easements 7.6.2026.pdf](#)
[FOAA Route 35 Sidewalk Project Bid Results 7.6.2026.pdf](#)
[FOAA Delinquent Tax Property List 7.1.2026 \(2\).pdf](#)
[Abenaki Drive Stormwater Inquiry 7.8.2026.pdf](#)

CD 26-122 Recent News Article.

Attachments: [Portland Press Herald article Windham Village Apartments.pdf](#)

XII. Town Manager's Report.

Manager Burns stated that the latest revised start date for the North Windham Sewer is July 25, or close to it. Teething problems with the electronic controls are being worked out right now. The Town has been making significant gains in preparing various businesses to join the sewer system.

A Maine DOT public meeting on the North Windham Moves project will be held August 12 at Windham High School. The final designs of the project will be detailed and comments will be received. The project should go out to bid by the Fall of 2027.

Windham Economic Development Corporation (WEDC) had a productive meeting recently with a clear vision of where things are headed.

Tax commitment is coming up at the next meeting in August.

Public works is conducting private road inspections to plan plowing on easements for this coming Winter.

Natalie Thomsen, the Town's new planner, has begun work.

Pre-financial audit work has begun.

Dundee Park has summer concerts on Wednesdays and the Mobile Food Park is active on Mondays.

Applications are available for the Senior Property Tax Assistance program.

XIII. Committee Reports.

A. Council Subcommittees.

1. Appointments Committee.

Has not met.

2. Finance Committee.

The next meeting will be July 16 at 5:00PM.

3. Ordinance Committee.

The next meeting will be July 15 at 4:00PM.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

Nothing to report.

2. Windham Economic Development Corporation.

Covered by the Town Manager earlier.

3. Natural Resources Advisory Committee.

A meeting will be held July 15 at 5:30PM. Milfoil removal at Lowell Preserve, and a Fall meeting over land conservation and phosphorous permitting will be held.

4. Greater Portland Council of Governments (GPCOG).

Has not met.

5. ecomaine.

A Summer session was held at Martin's Point in Portland. The Commissioner for the Department of Environmental Protection spoke on a new law that will require payment in advance for packaging. The Town will send in a report indicating what was recycled and get a part of that revenue. It is hoped this will offset the tipping fee cost increase.

Councilor Reiner said the Windham Middle School Repurpose Advisory Committee met last week and officials from Great Falls would soon be discussing the item.

XIV. Discussion Items.[CD 26-104](#)

Building a Resilient Windham: Reviewing Windham's Vulnerability Assessment and breaking down community resilience measures in Windham, presented by Kelly Rehberg (GPCOG) and Camille Beaulieu (AmeriCorps Municipal Resilience Fellow).

Vulnerability Assessment

An overview of the process and results from the recently completed Vulnerability Assessment. This assessment looked at climate hazards and impacts facing Windham, resources at-risk, and potential actions the town can take to address those risks. The goal of the assessment was to help the town understand how climate change will impact the community and future steps the town can take to build resilience.

Community Resilience Abstract:

This presentation covers community resilience in Windham, Maine-the capacity to prepare for, respond to, recover from, and adapt to challenges-emphasizing that both physical infrastructure (roads, energy, water systems) and social infrastructure (community support, social connection) are essential, particularly given how hazards create cascading impacts that disproportionately burden vulnerable residents and municipal systems. It situates this work within Maine's 2025 Growth Management Law amendments, which now require resilience and sustainability to be integrated throughout comprehensive plans rather than treated as standalone sections.

The presentation highlights Windham's existing resilience efforts-green space, emergency preparedness, the library as a community hub, Age-Friendly Windham, and various long-term planning documents-alongside the contributions of the AmeriCorps fellow serving with Windham. It closes with a call to action: incorporating resilience into Windham's Comprehensive Plan, prioritizing at-risk infrastructure, pursuing funding, and strengthening both physical infrastructure and social networks.

Attachments: [FINAL Windham Vulnerability Assessment.pdf](#)

[CD 26-120](#) Middle School Community Center Project.

Attachments: [Community Center Funding Structure.pdf](#)
[Community Center Funding Structure - Tapering Detail.pdf](#)
[Email from Library Bd of Trustees.pdf](#)
[260714 WCC VE Scope Diagrams COUNCIL X.pdf](#)
[260710 VE Concept 3 SITE PLAN EX.pdf](#)
[260708 WCC VE Suggestions.pdf](#)
[260708 WCC VE Scope Diagrams X.pdf](#)
[260708 WCC VE Reductions.pdf](#)
[260708 WCC Project Scope.pdf](#)
[260702 VE Site Markup.pdf](#)
[WCC - Playground Courtyard.pdf](#)
[WWC - Renovations with Library Expansion from Education Drive.pdf](#)
[WCC - Library Expansion Entrance at Proposed Expansion.pdf](#)

CD 26-123 Amendments to Chapter 187 - Mobile Food Licensing.

Attachments: [Email From Attorney.pdf](#)
[2026.06.29 Clerk Temporary Virtualer Licensing.pdf](#)

XV. Agendas & Scheduling.

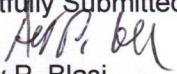
XVI. ADJOURN.

The meeting was adjourned at 8:50PM.

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

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Terry, Councilor Fortier and Councilor Cook

Respectfully Submitted,


Anthony P. Blasi
Town Clerk, BA, CCM