

Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Minutes - Draft

Town Council

Tuesday, May 13, 2025

6:00 PM

Council Chambers

I. Roll Call of Members.

Present: 6 - David Nadeau, Brett Jones, Mark Morrison, William Reiner, John Henry and Jarrod Maxfield

Absent: 1 - Nicholas Kalogerakis

II. Pledge of Allegiance.

Council Chair Maxfield led the Pledge of Allegiance.

III. Minutes to be Approved:

[CD 25-107](#) To approve the Minutes of the April 29, 2025 Council meeting.

Attachments: [Minutes-Council-4-29-2025.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

IV. Adjustments to the Agenda.

VI. Public Participation.

No public participation.

VII. Councilors' Comments.

Councilor Maxfield said at 6:25 he will be leaving for a short period to attend his daughter's chorus concert and would return in about 35 minutes.

[CD 25-098](#) Announcement of Summerfest Grand Marshall & Hometown Hero.

Linda Brooks Parks & Recreation Director said that Summerfest will be held on the grounds of Windham High School on Saturday, June 21. This years theme is Summerfest Live in 2025. The parade will start at 12:00, and they will follow the same route as last year. Other additions for this year include Bingo, and a Children's Entrepreneur Market. There will be a full day of entertainment that includes the Pat Moody 3 on 3 basket ball tournament. There will be entertainment at Windham Center Road, entertainment all day on two different stages on the school grounds and ending

with the fireworks at 9:30 p.m.

None of this would be possible without the support they receive from the local businesses and community organizations. There is still time to host a community booth, sell your wares, or cook up some great food in the concession area.

She thanked the Summerfest Committee members for all of their hard work. She also thanked the members of her staff, who in the midst in doing all kinds of things for April to June, they are very supportive.

Deb Matthews thanked the Summerfest Committee, they are the backbone of this event. She also thanked the Town of Windham and Parks & Rec. She said this year they faced struggles with fund raising, all while adding and improving the event itself. There will be a variety of entertainment starting with "Them talking Monkeys" and ending the night with "Motor Booty Affair."

Deb started with the Modern Woodmen's Hometown Hero award and said each year they receive so many qualified nominees from school teachers, coaches, teams, non-profit organizations and so many more. Modern Woodmen choose and honor people who make a difference. This year a non-profit organization was chosen, and this group is very near and dear to her. This year's recipient is Walk a Mile in Their Shoes, founder Bill Diamond was honored and extremely proud. Congratulations to Bill Diamond.

The next announcement was for the Summerfest Grand Marshall. Deb gave some history of his life and ended with this person becoming Fire Chief in Windham in 1985 and retiring in 2015. Charlie Hammond was chosen as this year's Grand Marshal. Charlie kept a scrapbook of his entire time as Fire Chief, totaling 5 volumes that he donated to the Windham Historical Society on his retirement. Congratulations Charlie!

VIII. PUBLIC HEARINGS.

25-014

To receive public comment and act on proposed amendments to the master fee schedule, to add a sewer readiness to serve fee and a sewer rate for the North Windham Sewer District.

Attachments: [25-014 Cover Sheet.pdf](#)
[MASTER FEE SCHEDULE edit 5.13.2025.pdf](#)
[NW Sewer Fees edit 5.13.2025 BAT.pdf](#)

No public comment.

Manager Tibbetts said that two fees were added into this as the Ready to Serve fee is going to be \$200 per month should someone decide not to connect to the sewer. The sewer rate for the No. Windham Sewer District would be based on the EDU's that a business uses, which is equivalent to 125 gallons. That starts at \$75 dollars for the first 500 and then \$14 per EDU after that. It is pretty consistent with where Portland is right now. Councilor Maxfield asked if this only applies to businesses it passes in front of, not residences? The Manager said that was correct.

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-022 To receive comment and approve a municipal services budget for fiscal year 2025-2026.

Attachments: [25-022 Cover Sheet.pdf](#)
[Windham Budget 25_26_rjb V6 Final.pdf](#)
[FY26 Revenues.pdf](#)
[FY26 Expenditures.pdf](#)
[Solar System Enterprise Drive.pdf](#)
[FY26 Estimated Tax Rate.pdf](#)

The public hearing started with a staff presentation by Assistant Manager Burns and Manager Tibbetts. (See attached)

Public Hearing:

Clayton Haskell asked if the town had acquired the property for the new fire station in No. Windham? Do they have a deed to the land that the building is going on? Manager Tibbetts said we do not have a deed, we have a Purchase & Sale agreement, and it is subject to being approved at Town Meeting.

His second question was the talk about buying the solar panels from the old dump. He asked if there is a maintenance agreement for those panels once they lifespan is over? He assumes the place that has it now has a maintenance agreement for the disposal of those panels. Will the town have the same agreement to dispose of the panels and how much will it cost? Assistant Manager Burns said they have looked at that in the cost analysis, and they have made projections on the cost of the panels. They went with the higher end cost and over 30 years it would be more beneficial to buy that contract out with the current vendor then it would be to stay with them. The same benefit will be there for several more years.

Manager Tibbetts said if we do approve the solar buyout our potential savings on that is \$975,688.51 over the course of the next 20 years. To dismantling the system, recycling it and disposal is roughly around \$168,000. In doing the math, we would still end up with a net gain of \$800,000/yr.

Peter Dollard said he thinks the upper spiral of property taxes is not sustainable for the citizens of this town and most towns in Maine. The median house value in Windham is more like \$540,000 and if you look at most houses in the last 5 years, property taxes have gone up 25 to 30%. He did not know of anybody's income that has gone up that much or their business is making that much more money. He thinks everybody has had to tighten their belts, and he thinks the town is responsible to do the same. He spoke about the assessments as well as the mill rate rising. He thinks some of these capital projects should be put on hold.

Jim Vaness is a new resident to town. He has met with Mr. Tibbetts all the way to the people who registers vehicles. He said people here have been professional and proficient and he said he commends the town on their hiring practices. You have put together a very good team.

He is looking at the budget with eyes coming from a different state, and he sees a

growing town. He sees a lot of things that are good to have and need to be built because the town is growing but there are a couple things that alarm him. A 13% increase in the town's costs but is tempered by the use of T.I.F. funds and other funds, but the fact of the matter is the people do not pay taxes on the assessed value of their house, you charge them that, but they pay taxes with their income. He would like to hear the Council's thoughts on the balance between incoming increases and property tax increases.

Cheryl Page has some concerns as she is a senior and has just retired from her job. Her first concern is why do we have to have everything in the town budget decided this year, is there a deadline? Second concern is the new fire station. Third concern is the Community Center. Why does it have to be in the budget right now because the school will not be done until 2027. Fourth concern is Gambo Park at \$1.5 million for the land, she thinks we should wait. Fifth concern is the skating rink and play ground. She suggested we do what Summerfest does and have a thermometer for the people to make donations to fund this. She and others cannot afford this, they are all on fixed incomes. She ended with saying she likes her district Councilor Bill Reiner, she can talk to him at any time.

Closed public comment - 7:10 p.m.

Council Comment:

Councilor Henry thanked those who spoke and said they are valid concerns. It is worth noting that a lot of these items are on the warrant, and will be voted on individually so you can say yea or nay to the ones you think are important.

Councilor Nadeau said he feels the same hurt as everyone else does. One of the biggest things that bothered the elderly was when the state froze their taxes and then the next year it was taken away and people were hit with a two-year tax increase. This year the Senior Tax Program, through the town, was at \$500 but was increased to \$700 if you had paid your taxes. They are making an effort to help.

He said the things on the warrant are being paid out of unassigned fund balance, with a portion of it as a bond. The bond payment is minimal, and if you add them up, it is only a couple of cents on the whole tax bill.

Councilor Reiner said this was his third year on the Finance Committee this year. To emphasize what Councilor Nadeau said, it is tough to balance out the budget, and try to help out people where they can. The assistance for seniors was increased, but they also decreased the residency requirement from ten years to five years. It is tough because if we are giving money to seniors, which the need to assist them, that money is coming from somebody else. Somebody else is paying taxes that is covering that assistance that is going out.

He said they had our local State Legislatures in here at the beginning of the year to present to them what their thoughts and plans were, and the Council presented to them what their concerns were at the state level with revenue sharing and with the state budget.

A significant change this year is how they will handle the warrant at the Town Meeting. In prior years it has mostly been a one vote takes everything, but this year every warrant from about the last two-thirds of it is going to be a single vote on each one. That gives the decision back to the town as to what projects they want to move forward with. He said

the three projects, i.e. Gambo, the potential park and the fire station alone, represent 60% of the town's increase, 12¢. He said if you took those out, the town kept the municipal budget down to 08¢, which is pretty good. The increased revenues that are coming in offset that by \$2.5 to \$3 million more than prior years. Growth brings in increased revenues, it brings in increased excise tax, which gets used to offset the budget in the town.

Councilor Maxfield agreed with a man who spoke, most people's incomes do not go up to keep up with what is being increased. His own taxes have more than doubled in the fourteen years he has lived here. They can point to things and say to the residents "here is what we are getting for our tax dollars." He said before they can do anything for your "wants", let alone some of the needs, your tax bill is going to go up every year just to maintain what we have, and it is definitely frustrating.

Town assessments, which are required, and the Assessor is legally required to go out and do the assessments. Over the last few years the values have been shooting through the roof, and it has happened before. When people receive their tax bills in the mail, it says from the Town of Windham and not to throw them under the bus, but 65% of that comes from the schools, and it is not their fault because they are facing the same issues. They are dealing with personnel, contract issues and unions and the 70% voter approved middle school. In the next couple of years the school will come into effect, and that is part of why a lot of these projects are on here now. The town is thinking ahead, over the next couple years, to keep things as low and flat as possible, anticipating what is going to happen with the school budget, and bring that middle school bill into the fold. A lot of what the towns have to deal with comes down from the state, so talk to your legislatures. He spoke of the need, in the State of Maine, of a local option sales tax.

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 Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-077

To receive public comment and act on an application submitted by Benjamin Smith, JBN3, LLC d/b/a Red City Ale House for a Special Amusement Permit.

Attachments: [25-077 Cover Sheet.pdf](#)
[Red City Ale House-Sp. Amusement.pdf](#)

No public comment.

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 Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

IX. CONSENT AGENDA.

X. UNFINISHED BUSINESS & GENERAL ORDERS.

[25-023](#) To approve the warrant for the June 14, 2025 annual town meeting.

Attachments: [25-023 Cover Sheet.pdf](#)

[TOWN WARRANT FY 26 - JUNE 2025 Final BAT TH 5.6.25.pdf](#)

[TOWN WARRANT FY 26 - JUNE 2025 FINAL AMENDED
ART.30 APPROVED.pdf](#)

Councilor Nadeau moved to amend Order 25-023 to add Article 30 to the Town Meeting Warrant with regard to bonding the Solar Field, seconded by Councilor Henry. The reading of the Article was waived.

No public comment.

Vote to amend:

In Favor: 6

Absent: 1 (Kalogerakis)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

[25-017](#) To approve a purchase and sale agreement for approximately 55 surplus acres from Portland Water District, a portion of the parcel identified by Tax Map 5 Lot 8, and authorize the Town Manager to take any other action related thereto to finalize the sale.

Attachments: [25-017 Cover Sheet.pdf](#)

[Letter of Consideration Surplus Land at Gambo.pdf](#)

[Appraisal Windham Soccer Drive \(1\) opt.pdf](#)

[Gambo Rd Property Windham Purchase and Sale Agreement .pdf](#)

[Exhibit A.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

[25-041](#) To approve applications for watershed protection grants, such funding to be paid from fiscal year 2024-2025 watershed protection funds in account 11500-46930 and carry forward surplus funds in perpetuity for future projects.

Attachments: [25-041 Cover Sheet.pdf](#)

[2024 WPG Final Reports Summary Memo .pdf](#)

[2025 WPG Recommendations Memo.pdf](#)

Dennis Brown and Mary Wickland gave a brief report. (see attachments)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-047

To approve a three-year collective bargaining agreement for the period July 1, 2025 through June 30, 2028 between the Town of Windham and the Windham Raymond Professional Firefighters Association/IAFF Local 4095, and to authorize the Town Manager to sign the agreement on behalf of the Town.

Attachments: [25-047 Cover Sheet.pdf](#)

[I.A.F.F. Local 4095 Collective Bargaining Agreement.pdf](#)

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

In Favor: 5 - Councilor Nadeau, Councilor Jones, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 2 - Councilor Kalogerakis and Councilor Morrison

25-049

To set the Council's meeting schedule for the summer months as Tuesday, May 27, Thursday, June 12 (Tuesday, June 10th is Election Day), Saturday, June 14 (Annual Town Meeting), July 8, and Tuesday, August 12, 2025.

Attachments: [25-049 Cover Sheet.pdf](#)

[Council Rules Amended 2024 1126.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 Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-067

To approve the Town Clerk's roster of Warden Yvonne Myer and Deputy Warden Sally Babb for the June 10, 2025 RSU #14 Budget Validation Referendum Election for Districts 106 & 107.

Attachments: [25-067 Cover Sheet.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-068 To set poll hours and polling location for the June 10, 2025, RSU #14 Budget Validation Referendum as 7:00 a.m. to 8:00 p.m. at the Windham High School's Auxiliary Gym located at 406 Gray Rd.

Attachments: [25-068 Cover Sheet.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-069 To set the date and time for extended hours of the Registrar of Voters from 4:00 p.m. to 6:00 p.m. on Thursday, June 5, 2025.

Attachments: [25-069 Cover Sheet.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-071 To approve an agreement between the Town of Windham and the Maine Department of Transportation (MDOT) to issue a construction overlimit permit for proposed surface replacement work on two Great Falls Bridges, the specified construction areas.

Attachments: [25-071 Cover Sheet.pdf](#)

[MDOT Overlimit Permit Request Great Falls Bridges.pdf](#)

[Great Falls Bridge area.pdf](#)

[Location on street map.pdf](#)

[The Windham Eagle MDOT prepares for Great Falls Bridges Project in Windham.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

25-072 To appoint Shonn Moulton to the Board of Assessment Review for a three-year term to end February 15, 2028.

Attachments: [25-072 Cover Sheet.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 Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

[25-078](#) To approve a liquor license application submitted by the Riding to the Top Therapeutic Riding Center for a fund-raising event to be held on October 18, 2025.

Attachments: [25-078 Cover Sheet.pdf](#)
[Riding to the Top - Liquor application.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

[25-080](#) To approve the proposed noon-time closure of the municipal offices and public library on Tuesday, June 3, 2025, for an employee and volunteer appreciation luncheon.

Attachments: [25-080 Cover Sheet.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

[25-082](#) **WHEREAS**, the American Lung Association's LUNG FORCE initiative has been working to ensure that fewer people are diagnosed with lung cancer and those living with the disease live longer since 2014 in Windham, Maine; and
WHEREAS, lung cancer is the leading cause of cancer deaths; and
WHEREAS, lung cancer screening saves lives, and advocacy and increased awareness will result in more high-risk individuals getting screened; and
WHEREAS, public support for research funding will result in new treatments and better methods of early detection; and
WHEREAS, LUNG FORCE is a national initiative led by the American Lung Association, to defeat lung cancer.
BE IT RESOLVED, that Windham, Maine hereby designates the second week in May as Lung Cancer Action Week throughout the town and encourages all residents of Windham to learn more about lung cancer, risk factors and early detection and take action.

Attachments: [25-082 Cover Sheet.pdf](#)

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

XI. Council Correspondence.

[CD 25-103](#) Invitation GPCOG Annual Summit - Thursday, May 29, 2025.

Attachments: [GPCOG General Assembly and Annual Summit.pdf](#)

[CD 25-105](#) North Windham Sewer Connection Preconstruction Meeting, May 15, 2025.

Attachments: [Invitation Mailed to Affected Property Owners.pdf](#)

[CD 25-106](#) MDOT North Windham Moves Public Meeting, Wednesday, June 18, 2025.

Attachments: [June 18 2025 DOT open house notice.pdf](#)

[CD 25-108](#) Trek Across Maine Coming to Windham, June 14-15, 2025.

Attachments: [American Lung Association Trek Across Maine Event.pdf](#)

[CD 25-109](#) FOAA Status Report.

Attachments: [State of Maine Right to Know Advisory Committee Survey.pdf](#)

XII. Town Manager's Report.

Manager Tibbetts reported on the following six items:

- 1. There will be a sewer meeting for our businesses at the Veteran's Center on May 15, 8:30 to 10:30.*
- 2. May 29 the Greater Portland Council of Government's annual meeting will be held at St. Joe's from 2:00 to 5:00.*
- 3. June 5 is the Chamber Golf Tournament. There is a group of staffers who will be competing against a couple of Councilors.*
- 4. Thursday, June 12 there will a Council meeting due to an election on Tuesday, June 10, 2025.*
- 5. June 18 there will be a meeting with all the businesses in No. Windham Moves area at Town Hall in the gym from 4:00 p.m. to 7:00 p.m.*
- 6. June 21 will be Windham's Summerfest.*

XIII. Committee Reports.**A. Council Subcommittees.**

1. Appointments Committee.

No report.

2. Finance Committee.

No report.

3. Ordinance Committee.

Councilor Nadeau said they did meet last night on the Growth Ordinance.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

Councilor Jones said the representatives were here tonight and gave the update.

2. Windham Economic Development Corporation.

No report.

3. Natural Resources Advisory Committee.

Councilor Jones said their presentation was just given tonight.

4. Greater Portland Council of Governments (GPCOG).

Councilor Maxfield said they did have a meeting but he was unable to attend. The next meeting will be May 29 at St. Joe's.

5. ecomaine.

No report.

6. Windham Middle School Repurpose Advisory Committee.

Manager Tibbetts said they will be meeting this week.

XIV. Discussion Items.

***Note: Minutes are not taken for Discussion Items.**

[CD 25-091](#)

300-Foot Access Restriction.

Attachments: [25-10 TC MEMO LUO](#)
[Amendments ControlledAccessStreets 050625.pdf](#)
[25-10 LUO Redline Amendments ControlledAccessStreets 042425.pdf](#)

XV. Agendas & Scheduling.


XVI. ADJOURN.

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

In Favor: 6 - Councilor Nadeau, Councilor Jones, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Absent: 1 - Councilor Kalogerakis

Respectfully submitted,


Linda S. Morrell
Town Clerk, CCM