

**PLANNING BOARD MEMO**

DATE: April 1, 2026

TO: Windham Planning Board  
FROM: Steve Puleo, Planning Director  
Cc: Amanda Lessard, Assistant Town Manager

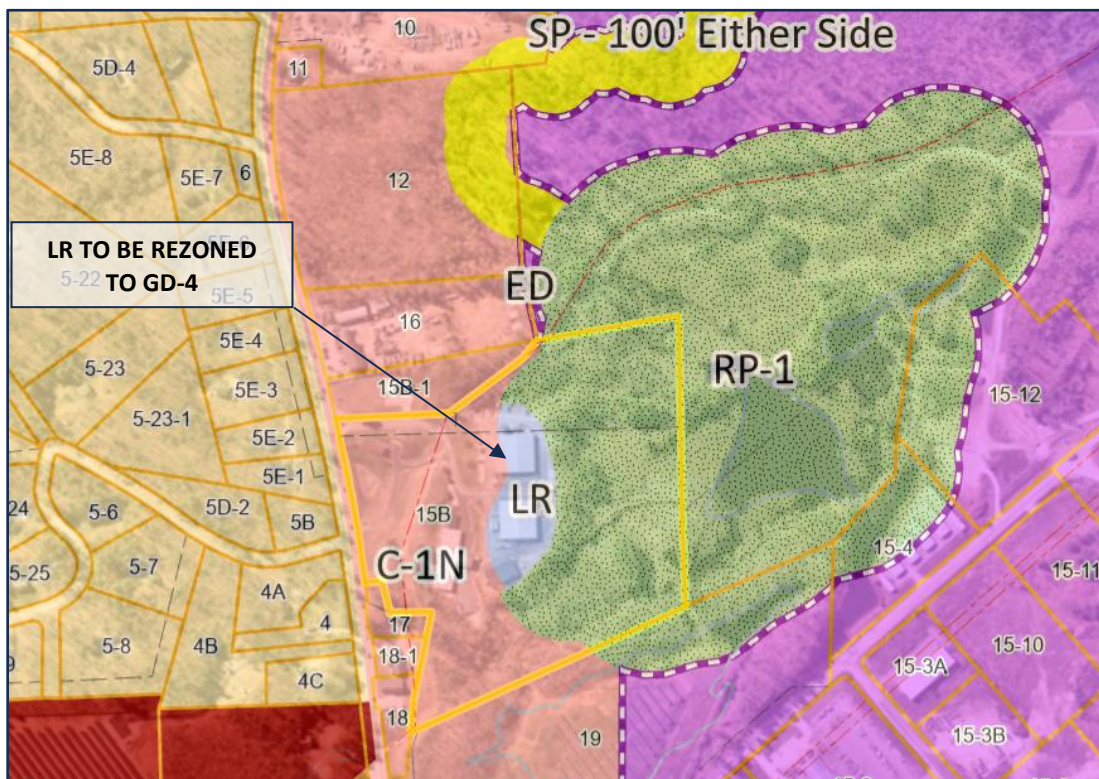
RE: #26-03 Shoreland Zoning Map Amendment – Rezone Portion of 999 Roosevelt Trail from LR to GD – Town of Windham

Planning Board Meeting & Public Hearing – April 13, 2026

**Overview**

The Town is proposing an amendment to the Official Windham [Land Use Map](#) of Chapter 185 [Shoreland Zoning](#), to rezone a portion of 999 Roosevelt Trail from [Limited Residential \(LR\)](#) to [General Development \(GD\)](#) to align with the criteria for the establishment of the districts in [§185-13](#).

Tax Map 21, Lot 15B is located within the Commercial I North (C-1N) District and includes the Shoreland Zone designations as Limited Residential (LR) and Resource Protection I (RP-1) within the Sebago Lake watershed.



Aerial View of the subject parcel relative to surrounding properties and street network.

The Town states that the rezoning request is necessary to ensure that the historic commercial use of the two existing structures is consistent with the Shoreland Zoning provisions, and notes that the parcel lies within a designated growth area identified in the [Town's Comprehensive Plan adopted](#)

[June 13, 2017](#). The Future Land Use Map identifies the North Windham Growth Area boundary—which extends to just southeast of the Sebago Heights Subdivision—and includes areas zoned as the Enterprise Development District (ED) and the Commercial I North (C-1N) District. The Comprehensive Plan designates growth areas as parts of the community where future development is intended to be targeted, encouraged, and supported.

### **Background**

999 Roosevelt Trail (Tax Map 21, Lot 15B) is a 22.03-acre parcel with frontage along Route 302 and an access drive serving several detached structures. The property, known as Windham Business Park, which contain buildings dating back to the 1990s that have historically supported both industrial and commercial uses.

The Shoreland Zoning map amendments that added Limited Residential (LR) wetlands, Resource Protection Inland Waterfowl and Wading Bird Habitat (RP-IWWH), and Stream Protection (SP) for Outlet Brook were adopted on October 12, 2021, by Council Order 21-187. The Maine DEP approved these amendments on December 16, 2021, through DEP Order #51-2021 (see attached).

The parcel at 999 Roosevelt Trail was rezoned primarily to RP due to the presence of an IWWH wetland. However, the developed portion within the 250-foot Shoreland Zone was removed from the IWWH data layer, resulting in the Town designating the remaining area as LR. Based on the district definitions and allowed uses, this portion should have been designated as General Development (GD).

### **Shoreland Zoning District Intent**

[§185-13B](#). Limited Residential District includes those areas suitable for residential and recreational development. It includes areas other than those in the Resource Protection District, or Stream Protection District, and areas which are used less intensively than those in General Development District.

[§185-13C\(2\)](#) General Development District are areas otherwise discernible as having patterns of intensive commercial, industrial or recreational uses. Portions of the General Development District may also include residential development. However, no area shall be designated as a General Development District based solely on residential use. Shown on the [Land Use Map, dated February 18, 2026](#).

### **Key to Table 1:**

- YES: Allowed (no permit required but the use must comply with all applicable land use standards) NO: Prohibited
- CEO: Allowed with permit issued by the Code Enforcement Officer LPI: Allowed with permit issued by the local Plumbing Inspector PB: Allowed with permit issued by the Planning Board
- PB-SP: Allowed with site plan approval issued by the Planning Board in accordance with Article 8 of Chapter 120, Land Use

### **Abbreviations:**

LR: Limited Residential GD: General Development

| Table 1. Land Uses in the Shoreland Zone   |                     |                     |
|--|---------------------|---------------------|
| Land Uses  | Districts           |                     |
|  | LR                  | GD                  |
| Agriculture  | YES                 | YES                 |
| Aquaculture  | PB-SP               | YES                 |
| Campgrounds  | PB-SP               | PB-SP               |
| Clearing or removal of vegetation for activities other than timber harvesting                        | YES                 | YES                 |
| Conversions of seasonal residences to year-round residences  | LPI                 | LPI                 |
| Emergency operations   | YES                 | YES                 |
| Essential services   | PB-SP               | PB-SP               |
| A. Roadside distribution lines (34.5kV and lower)  | YES <sup>11</sup>   | YES <sup>11</sup>   |
| B. Nonroadside or cross-country distribution lines involving 10 poles or fewer in the shoreland zone | CEO                 | CEO                 |
| C. Nonroadside or cross-country distribution lines involving 11 or more poles in the shoreland zone  | PB                  | PB                  |
| Filling and earthmoving of less than 10 cubic yards  | YES                 | YES                 |
| Filling and earthmoving of more than 10 cubic yards  | CEO                 | CEO                 |
| Fire prevention activities   | YES                 | YES                 |
| Home occupations   | CEO                 | CEO                 |
| Individual, private campsites  | CEO                 | CEO                 |
| Marijuana businesses   |                     |                     |
| A. Medical marijuana registered caregiver/medical marijuana registered caregiver (home occupation)   | NO                  | CEO                 |
| B. Other marijuana businesses  | NO                  | NO                  |
| Marinas  | PB-SP               | PB-SP               |
| Mineral exploration  | YES <sup>2</sup>    | YES <sup>2</sup>    |
| Mineral extraction, including sand and gravel extraction   | PB-SP <sup>13</sup> | PB-SP <sup>13</sup> |
| Motorized vehicular traffic on existing roads and trails   | YES                 | YES                 |
| Nonintensive recreational uses not requiring structures, such as hunting, fishing and hiking         | YES                 | YES                 |
| Parking facilities   | PB-SP               | PB-SP               |

<sup>1</sup> In RP not allowed within 75 feet, horizontal distance, of the normal high-water line of great ponds, except to remove safety hazards.

<sup>2</sup> Requires permit from the CEO if more than 100 square feet of surface area, in total, is disturbed.

<sup>3</sup> In RP not permitted in areas so designated because of wildlife value.

<sup>4</sup> Provided that a variance from the setback requirements is obtained from the Board of Appeals.

<sup>5</sup> See further restrictions in § 185-15L.

<sup>6</sup> Except when area is zoned for RP due to floodplain criteria, in which case a permit is required from the PB.

<sup>7</sup> Except as provided in § 185-15H(43), and except when the total amount of disturbed area will be 25,000 square feet or less, in which case only a Planning Board permit is required.

<sup>8</sup> Correction facilities are a special exception in the General Development (GD) District requiring both Planning Board and Board of Appeals approval. Correction facilities must meet the performance standards listed under Article 5, § 120-516, of Chapter 120, Land Use.

<sup>9</sup> Single-family residential structures may be allowed by special exception only according to the provisions of § 185-16G, Special exceptions. Two-family residential structures are prohibited.

- <sup>10</sup> Except for commercial uses otherwise listed in this table, such as marinas and campgrounds, that are allowed in the respective district.  
<sup>11</sup> Permit not required but must file a written notice of intent to construct with CEO.  
<sup>13</sup> Mineral extractions must also receive site plan review and approval under Article 6 of Chapter 120, Land Use  
<sup>14</sup> Wireless telecommunications facilities also require Planning Board review and approval under Chapter 240.

### **Consistency with the Comprehensive Plan**

As noted, the entire parcel as shown on the "Future Land Use" map in the [Town's Comprehensive Plan adopted June 13, 2017](#), is identified as an "Industrial Area" area. Where growth and changes are desired, and where they are not desired in a central component of comprehensive planning. A "Industrial Area" is a place where future development is to be desired that meet a specified development type. The zone change request is consistent with the comprehensive plan as the property has historically been in industrial and/or commercial uses.

### **Zoning Amendment Process**

There are no specific standards in the Town ordinance by which to judge the proposed zoning change, but State statute requires all proposed zoning to be consistent with the goals and objectives of the Comprehensive Plan. According to [§185-8A. Amendments](#), a public hearing is scheduled for the April 13, 2026 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**) for approval the zone map change request to rezone a portion of Tax Map: 21; Lot: 5B located within the Commercial I North (C-1N) District and the Shoreland Zones designated as Limited Residential (LR) and Resource Protection I (RP-1), from Limited Residential (LR) to General Development (GD) permitting industrial, commercial, and residential uses consistent with the GD district.