

TOWN COUNCIL MEMO

DATE: November 17, 2025

TO: Town Council

THROUGH: Bob Burns, Town Manager

FROM: Steve Puleo, Director of Planning

CC: Barry Tibbetts, Project Manager
Amanda Lessard, Senior Planner/Project Manager

RE: Discussion Item: #25-26: LUO Amendments to Articles 5; Performance Standards, 8; Site Plan Review, & 9; Subdivision Review – Street Connections, Access Drive Standards, and Table 3 in Appendix B.

Town Council Meeting of November 25, 2025

Overview

The staff is proposing an amendment to Chapter 120 Land Use [§120-555C\(8\)\(g\)](#), [§120-911M\(5\)\(b\)\[7\]](#), [§120-814B\(6\)](#), [§120-814B\(6\)\(b\)\[1\]](#), and Table 3 in [Appendix B](#) to align street connection requirements for single/two-family and multifamily developments, update access drive standards for developments of 10 or fewer dwelling units, improve clarity and consistency across Articles 5, 8, 9, and Appendix B, and enhance safety and emergency access through predictable standards.

Ordinance Amendments Progress

The Ordinance Committee on [October 22, 2025](#), authorization to advance the proposed amendments to the Planning Board for public hearing. The Committee reported to the Town Council that the amendments had been referred to the Planning Board for public hearing and a land use recommendation to the Council at the [November 10, 2025](#) meeting.

Staff Proposed Recommendation Changes**Article 5 Performance Standards**

- [§120-555C\(8\)\(g\)](#). Connection requirements.
 - The following standards determine the number of connections a private road must have with an existing local street.
 - Adds street connection requirements:
 - Single and Two-Family Dwellings (see [§120-911M\(5\)\(b\)\[7\]](#)), that are more than 30 units, require 2 street connections except where development is served by public water and all units are equipped with an approved automatic sprinkler system.
 - The Fire Chief may require additional connections.
 - Multifamily Dwellings that are more than 100 units, require 2 street connections.

Number of Lots or Dwelling Units (<u>in single-family or two-family dwellings</u>)	Minimum Connections
Lots: 30 or fewer	1
Lots: 31 or more	2
Units: 30 or fewer	1
Units: 31 or more	2

[a] Street connection separation requirements. Subdivisions with two or more connections to an existing public street shall be separated according to the standards in Table 2 [see Table 2 in § 120-911M(4)^[16]].

[16] Editor's Note: See Table 2 in **Appendix B, Street Design and Construction Standards, included as an attachment to this chapter**

Article 8 Site Plan Review

- §120-814B(6). Multifamily Development Access drive standards.
 - Adds street connection requirements:
 - Single and Two-Family Dwellings (see §120-911M(5)(b)[7]), that are more than 30 units, require 2 street connections except where development is served by public water and all units are equipped with an approved automatic sprinkler system.
 - The Fire Chief may require additional connections.
 - Multifamily Dwellings that are more than 100 units, require 2 street connections.

<u>Number of Multifamily Dwelling Units</u>	<u>Minimum Connections</u>
<u>Dwelling Units: 99 or less</u>	<u>1</u>
<u>Dwelling Units: 100 or more</u>	<u>2</u>

[a] Street connection separation requirements. Subdivisions with two or more connections to an existing public street shall be separated according to the standards in Table 2 [see Table 2 in § 120-911M(4)^[16]].

[16] Editor's Note: See Table 2 in **Appendix B, Street Design and Construction Standards, included as an attachment to this chapter**.

- §120-814B(6)(b)[1] Multifamily development standards
 - Update street connection requirements to better reflect current planning and safety practices. Align access drive widths with private street standards based on the number of dwelling units served (see modified Table 3 of Appendix B, below):
 - 10 or fewer dwellings: 18 feet wide
 - 11 or more dwellings: 24 feet wide

Table 3 Design and Construction Standards for Town Streets and /Private Streets <u>and Access Drive</u>⁽⁴⁾					
Item	Major Local Street	Minor Local Street	Ind./Comm.	Major Private Street	Minor Private Streets
Average daily traffic (ADT)/lots served ⁽¹⁾	> 400 AADT	≤ 400 AADT	n/a	> 10 lots	≤ 10 lots
Surface type	Paved	Paved	Paved	Paved	Gravel
Min. right-of-way width (feet)	60	50	50	50	50
Min. traveled way width ⁽²⁾ (feet)	22	20	24	20	18
Primary shoulder type ⁽³⁾	Paved	Paved	Paved	Paved	Gravel
Min. primary shoulder type without curb (feet)	4	2	4	2	2
Min. primary shoulder type with curb (feet)	5	2	4	2	n/a
Min. primary shoulder type with sidewalk	5	2	4	2	n/a
Secondary shoulder type	Gravel	Gravel	Gravel	Gravel	n/a
Min. secondary shoulder width without curb (feet)	2	2	2	2	n/a
Min. clear zone width (each side) (feet)	8	7	7	n/a	n/a
Min. esplanade width (feet)	n/a	5	n/a	n/a	n/a
Minimum vertical clearance (feet)	14	14	14	14	14
Min. grade	0.50%	0.50%	0.50%	0.50%	0.50%
Min. grade with curb	1%	1%	1%	1%	1%
Max. grade	7%	8%	6%	11%	11%
Min. center-line radius (feet)	350	180	200	100	60
Min. tangent between curves of reverse alignment (feet)	200	100	200	100	n/a
min. angle of street intersection ⁽⁴⁵⁾	90°	60°	90°	60°	60°
Max. grade at intersections ⁽⁵⁶⁾	2%	2%	2%	2%	2%
Min. curb radii (feet)	30	25	30	25	15
Max. dead-end street length	See § 120-555, Streets, and § 120-911M(5)(b)[5], Dead-end streets				
Min. sidewalk width (feet)	5	5	5	n/a	n/a
Min. paved apron ⁽⁶⁷⁾ (feet)					20

Additional Standards

(1) See § 120-911M for street connection requirements.

(2) Add eight feet of width for each lane of on-street parking.

(3) See § 120-911M(5)(b)[6] for shoulder and sidewalk requirements.

(4) See § 120-814B(6)(b)[1] Multifamily development standards for access drive requirements.

(45) Angle must be maintained for at least 60 feet from intersection.

(56) Maximum grade must be maintained at least 60 feet from the intersection.

(67) A negative 2.0% grade from the existing edge of pavement must be provided to an appropriate drainageway that is no less than five feet from the travel surface or private way it intersects.

Article 9 Subdivision Review

- [§120-911M\(5\)\(b\)\[7\]](#). Subdivision street connection requirements.
 - Specifies that number of lots or dwellings are applicable only in single-family or two-family dwellings. Multifamily dwellings will be subject to Article 8’s standards.

Number of Lots or Dwelling Units (in single-family or two-family dwellings)	Minimum Connections
Lots: 30 or fewer	1
Lots: 31 or more	2
Units: 30 or fewer	1
Units: 31 or more	2

[\[a\]](#) Street connection separation requirements. Subdivisions with two or more connections to an existing public street shall be separated according to the standards in Table 2 [see Table 2 in [§ 120-911M\(4\)\[16\]](#)].

[\[16\]](#) *Editor's Note: See Table 2 in [Appendix B, Street Design and Construction Standards](#), included as an attachment to this chapter.*

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](#).

Summary of Planning Board Recommendation on Amendments to the Land Use Ordinance

In accordance with [§120-107](#) of the Windham Code, the Planning Board conducted a duly noticed public hearing and held deliberations on the proposed amendments to the Land Use Ordinance. Following its review, the Board voted to forward a recommendation to the Town Council, including specific revisions to the staff proposal. The Board’s recommends changes the street-connection standards for multifamily site plan review and for single-family and two-family subdivision review into a single, unified table (see table below).

Planning Board Discussion Highlights:

- **Safety & Emergency Access:** Strong support for requiring multiple street connections for larger developments to ensure adequate emergency response and overall public safety.
- **Consistency Across Ordinance:** Emphasis on aligning subdivision and site plan requirements to avoid conflicting standards and ensure predictable expectations for applicants.
- **Infrastructure Capacity:** Recognition that wider access drives for larger developments improve traffic flow and support emergency-vehicle maneuverability.

Planning Board Recommended Changes

1. Street Connection Requirements

The Board recommends eliminating the separate multifamily table in Article 8 and using a single unified table in [§120-555C\(8\)\(g\)](#), [§120-911M\(5\)\(b\)\[7\]](#), to be replicated in [§120-814B\(6\)](#). The Town Attorney and staff support the Board's recommendation to combine tables and base its number units and sprinkled or not as the street connection determination, instead of housing types, i.e. single/two-family, and multi-family.

<u>Number of Dwelling Units</u>	<u>Minimum Connections (Not Sprinkled)</u>	<u>Minimum Connections (Sprinkled)</u>
<u>1–30</u>	<u>1</u>	<u>1</u>
<u>31–99</u>	<u>2</u>	<u>1</u>
<u>100+</u>	<u>2</u>	<u>2</u>

[a] Street connection separation requirements. Subdivisions with two or more connections to an existing public street shall be separated according to the standards in Table 2 [see Table 2 in § [120-911M\(4\)](#)^[16]].

*[16] Editor's Note: See Table 2 in [Appendix B](#), Street Design and Construction Standards, **included as an attachment to this chapter**.*

Additional points:

- The Board supports the Fire Chief, retaining the authority to require additional connections warranted by site conditions or public safety needs.
- Standards should be aligned across Articles 8 and 9 and [Appendix B](#).

2. The Board Supports Access Drive Widths

- Developments serving **10 or fewer dwelling units: 18-foot paved minimum width**
- Developments serving **11 or more dwelling units: 24-foot paved minimum width**

Recommendation

~~A motion to recommend, with comments, the approval of the proposed amendments to Chapter 120, Land Use Ordinance, Articles [8](#): Site Plan Review, and [9](#): Subdivision Review addressing specifically sections: Chapter 120 Land Use [§120-911M\(5\)\(b\)\[7\]](#), [§120-814B\(6\)](#), [§120-814B\(6\)\(b\)\[1\]](#), and Table 3 in [Appendix B](#).~~

~~The motion was made by Evert Krikken seconded by Shonne Moulton, and approved by a vote of 6-0 (Daigle, absent) with the recommendation included in the Board's comments above.~~