

PLANNING BOARD MEMO • MAJOR SITE PLAN • FINAL PLAN REVIEW

DATE: July 27, 2026

TO: Windham Planning Board

FROM: Natalie Thomsen, Town Planner

Cc: Steve Puleo, Planning Director
Tanner Goodine, El, Sebago Technics, Inc.; Agent
Great Falls Construction, Inc.; Construction Manager
Mark Arienti, Town Engineer

RE: #26-05 North Windham Public Safety Building - Major Site Plan - Final Plan Review –
Franklin Drive – Town of Windham
Planning Board Meeting: July 27, 2026

Overview

The application is for a new two-story public safety building with a $\pm 14,330$ sq ft footprint and $\pm 27,950$ sq ft of gross floor area, containing offices, bunks, and five apparatus bays for the Windham Fire and Police Departments, together with an access drive, 40 parking spaces, utilities, sidewalks, landscaping, and stormwater management improvements. The subject property is a portion of Tax Map: 70; Lot: 14; Zone: Commercial I (C-1), in the Little Sebago Lake watershed. The lot for the project (proposed Lot 1, 220,749 sq ft / 5.07 acres) is to be created by the Third Amended Subdivision Plan of the Windham Mall (Sheet C-100).

Use: Public Building.



Figure 1: Aerial View of the subject parcel(s) relative to surrounding properties and street network.

Review History

A Development Review Team meeting was held on April 21, 2026, and the Planning Board reviewed the sketch plan on April 27, 2026. The applicant submitted the final site plan application on June 11, 2026, and a Staff Review & Completeness memo was issued on July 2, 2026. The project requires a Major Amendment to an existing Maine DEP Site Location of Development approval (L-04289-23-A-X, dated May 24, 1978, as amended), which was submitted to MDEP on February 25, 2026 and remains under review; a complete copy of the MDEP submission was delivered to the Town on March 3, 2026, as required.

- Staff Status: Resolved (July 17, 2026 comment response). Sheet G-102 General Note 3 and the application form have been revised to state the correct proposed parcel area of 5.07 acres, and the project narrative has been updated to include the future apparatus bay expansion, consistent with the ±14,330 SF footprint and ±27,950 SF gross floor area described in the cover letter.
- ***Staff Status: The amended subdivision application remains outstanding. In the July 17, 2026 comment response, the applicant states a Subdivision Amendment Application will be submitted once the Site Location of Development Act Amendment for the Windham Mall Subdivision is approved by Maine DEP. The Third Amended Subdivision Plan (Sheet C-100) is included in the plan set. See Condition of Approval #5.***

SITE PLAN REVIEW

PLEASE NOTE: The staff memo is a reference guidance document, and suggested topics for board discussion are listed; the strikethrough text is items for the final review; ***bold and italic text represent unaddressed existing and/or new staff comments***; or plain underlined text are items that have been addressed by the applicant; and italic text is for information or previously reviewed and/or approved items.

Staff Comments

- Complete Application:

MOTION: [I move] the Major Site Plan final plan application for project #26-05 North Windham Public Safety Building is found complete in regard to the submission requirements based on the application checklist, but the Planning Board retains the right to request more information where review criteria are not fully addressed.

- Waivers:

*Waiver of Submission Requirements: The Planning Director, or designee, may waive any of the submission requirements of §120-811 based upon a written request by the applicant. A waiver of any submission requirement may be granted only if the Planning Director, or designee, finds that the information is not required to determine compliance with the standards and criteria of the Land Use Ordinance. **None requested.***

*Waiver of the Site Plan Performance Standards: The Planning Board may waive the requirements of [§120-812](#) if it finds that extraordinary and unnecessary hardship, not self-imposed, may result from strict compliance with the site plan review standards. For each waiver requested, the applicant shall submit answers to each criterion in [§120-808B\(2\)](#). **None requested.***

- Public Hearing: July 27, 2026
- Site Walk: July 20, 2026

Findings of Fact, Conclusions, and Conditions of Approval for the Windham Planning Board

MOTION: [I move] the Major Site Plan application for the #26-05 North Windham Public Safety Building project at Franklin Drive, identified on Tax Map: 70; Lot: 14 (portion); Zone: Commercial I (C-1), in the Little Sebago Lake watershed, is to be (**approved with conditions/denied**) with the following Findings of Fact, Conclusions, and Conditions of Approval.

FINDINGS OF FACT

Jurisdiction: The project is classified as a Major Site Plan, which the Planning Board is authorized to review and act on by [§120-805A\(2\)\(a\)](#) of the Town of Windham Land Use Ordinance.

Title, Right, or Interest: The applicant has submitted a copy of the Purchase and Sale Agreement, as amended, between the record owner, Jonlee Windham, LLC, and the Town of Windham; a copy of the deed to Jonlee Windham, LLC recorded at the Cumberland County Registry of Deeds in Book 14194, Page 120; and deed references for the proposed access/utility easement area on land of Hannaford Bros. Co. (Book 9919, Page 201, with subsequent corporate mergers at Book 12300, Page 188).

- ***Staff Status: Conveyance of the lot to the Town and execution of the proposed access and drainage easements will follow approval and recording of the Third Amended Subdivision Plan. The amended subdivision application remains outstanding.***

ARTICLE 3 Definitions

- **Public Building:** Buildings, structures or installations of an institutional nature and serving a public need, such as schools; libraries; museums; post offices; public safety, public works, and public utilities and services. (See [§120-543](#), Public building, in Article 5, Performance Standards.)

ARTICLE 4 ZONING DISTRICTS

- As shown on the Town of Windham [Land Use Map](#) approved by the Town Council, dated January 27, 2026, Tax Map 70, Lot 14 is located in the C-1 District.
- The proposed land use, Public Building, is a permitted use in the C-1 District ([§120-410B](#)).

- Per [§120-543](#), public buildings shall not be required to meet the dimensional standards or district standards of the applicable zoning district.

ARTICLE 5 PERFORMANCE STANDARDS

- **§120-511 – Buffer yards.** [C\(3\)\(b\)](#) Buffers along streets: Commercial Districts use Buffer Yard G along Franklin Drive. The Landscape Plan (C-201) provides street trees, including Red Sunset® maples and serviceberries, along the Franklin Drive frontage.
- **§120-543 – Public Building.** The Planning Board may require landscaping, fences, screening, or buffering between the lot and any lot occupied by a residential dwelling; the proposed lot does not abut a lot occupied by a residential dwelling.

[§120-812](#) – MAJOR SITE PLAN PERFORMANCE STANDARDS

[§120-812A](#) – Utilization of the Site

- The development is located on proposed Lot 1 (5.07 acres) to be created by the Third Amended Subdivision Plan of the Windham Mall, amending the Amended Subdivision Plan approved by the Planning Board on April 25, 2005. The property has approximately 400 feet of frontage on Franklin Drive, is mostly cleared, and contains an existing infiltration basin (to remain) and subsurface wastewater disposal fields (to be removed). The building and site improvements are clustered on the portion of the site most suitable for development, and no wetlands or floodplains are present.

[§120-812B](#) – Vehicular Traffic

- [\(1\)](#) The site is accessed by a new driveway from Franklin Drive, a local road connected to Route 302 (Roosevelt Trail), aligned opposite the Home Depot entrance, in part through a proposed access easement on land of Hannaford Bros. Co. The project does not require a Maine DOT Traffic Movement Permit. The Fire Department operates four 24-hour shifts with a single shift change between 6:30 and 7:00 a.m., and Police/Sheriff shift changes occur at 6:30–7:00 a.m., 4:30–5:00 p.m., and 9:00 p.m.
- Staff Status: Resolved (July 17, 2026 comment response). Based on operational data from the Windham Fire Department, Windham Police Department, and Cumberland County Sheriff's Office, the coincident 6:30–7:30 a.m. shift change generates a maximum of sixteen (16) trips in the peak hour (eight entering and eight exiting), below the 50-trip threshold; a traffic study is not required.
- [\(2\)](#) The access shall be designed to have minimum sight distance, according to MDOT and [Appendix B Street Design and Construction Standards](#), to avoid hazardous conflicts with existing turning movements, to avoid traffic congestion, and to prevent queuing of vehicles entering and exiting the site.
- Staff Status: Resolved (July 17, 2026 comment response). Measured sight distances have been added to Sheet C-102, measured 10 feet from the edge of the traveled way and 3.5 feet above proposed finished grade, as defined in the Town of Windham ordinance.

- (4) The site is designed to allow internal vehicular circulation for the safe movement of passenger, service, and emergency vehicles, including SU-30 delivery vehicles, with heavy-duty pavement and heated concrete aprons at the apparatus bays.

§120-812C – Parking and Loading

- (1) The site plan (C-102) provides 40 parking spaces: 25 standard 9' x 18' spaces, two 11' x 18' ADA van-accessible spaces, five 10' x 22' parallel spaces opposite the apparatus bays, and eight 10' x 20' parallel spaces along Franklin Drive. All parking spaces, access drives, and impervious surfaces are located at least five feet from side and rear lot lines, and stall and aisle dimensions conform to Table 1.
- (2) The number of parking spaces provided is adequate to meet the needs of the public safety use, including shift-change overlap.

§120-812D – Pedestrian Traffic

- A 5-foot bituminous sidewalk is provided along Franklin Drive with internal walkways connecting building entrances, parking areas, and the Franklin Drive right-of-way, with truncated dome tip-downs and a crosswalk at the driveway.

§120-812E – Stormwater Management

- (1) The applicant has provided a Stormwater Management Report (May 2026) prepared in conformance with MDEP Chapter 500, Chapter 502, and local standards, including a subsurface detention and infiltration system of 166 ADS StormTech SC-800 chambers, an outlet control structure, catch basins, and building drip edges. Peak flows from the 2-, 10-, and 25-year, 24-hour storms do not exceed pre-development peak flows.
- The project requires a Major Amendment to the existing Maine DEP Site Location of Development approval, which includes a comprehensive review of stormwater management. The MDEP approval shall be provided prior to construction or carried as a condition of approval in accordance with [§120-807F\(1\)](#). See Condition of Approval #4.
- The site is located in the Town's Urbanized Area and regulated by the MS4 ([Municipal Separate Storm Sewer System](#)). Site disturbance exceeds one acre, and the project is subject to the annual maintenance and inspection report required by the Post-Construction Stormwater Ordinance, [Chapter 201, Article II](#). The Inspection, Maintenance, and Housekeeping Plan is provided as Appendix 3 of the Stormwater Management Report. See Condition of Approval #3.

§120-812F – Erosion Control

- (2) The applicant has provided an erosion and sedimentation control plan (Sheets C-500 through C-505) meeting the minimum standards of the Maine DEP Stormwater Rule Chapter 500, Appendix A – Erosion and Sediment Control, Appendix B – Inspections and Maintenance, and Appendix C – Housekeeping. A Maine Construction General Permit is required prior to the start of construction, and the applicant intends to use contractors certified under MDEP's voluntary contractor certification program.

§120–812G – Water Supply Provisions

- **(1)** The building will connect to the Portland Water District public water system in Franklin Drive with a 2" copper domestic service and 6" ductile iron fire service, plus a second 6" fire service with a hydrant assembly. A PWD Ability to Serve determination dated June 9, 2026 confirms the District can serve the project (12" DI main in Franklin Drive; estimated static pressure 82 psi), with RPZ backflow prevention required on both services.

§120–812H – Sewage Disposal Provisions

- The building will be served by public sewer managed by the Portland Water District, with an estimated 2,380 gallons per day conveyed by a 6" service to a proposed on-site duplex grinder pump station and force main discharging to an existing sewer manhole in Franklin Drive. The PWD Ability to Serve letter dated June 9, 2026 confirms the connection is approved and that the Town has allocated capacity at the North Windham Wastewater Treatment Facility. A trench drain at the apparatus bay apron discharges to a 1,000-gallon oil/water separator ahead of the pump station.
- Staff Status: Resolved (July 17, 2026 comment response). Sizing calculations per Uniform Plumbing Code §1003.4.2.2 demonstrate the 12,750 SF wash-down area (apron, apparatus bays, and future expansion) requires 132.5 CF (991.2 gallons) of storage; the 1,000-gallon separator is adequate. The two gate valves on the trench drain line isolate washdown flows from the storm system: the sewer valve is closed and the storm valve open in all scenarios except vehicle washing, when the storm valve is fully closed; both valves are closed in the event of a spill. The O&M plan for the existing North Windham fire station is provided as the template for the new facility. Coordination with PWD and the North Windham WWTF on acceptance of the wash discharge is ongoing; the applicant requests a condition that no sewer connection be made until the Town and the Portland Water District provide written agreement on the sewer and stormwater separation configuration. See Condition of Approval #7.

§120–812I – Utilities

- The building is served by underground electrical and communications connections extended from existing infrastructure; new facilities are screened from view to the extent feasible. Utility and grading plans (C-103 and C-104) have been provided.

§120–812J – Groundwater Impacts

- On-site water supply and subsurface wastewater disposal are not proposed; the development will not adversely impact the quality or quantity of groundwater available to abutting properties or public water supply systems. Groundwater protection is also addressed in the pending MDEP Site Location of Development review.

§120–812K – Water Quality Protection

- The site is in the Little Sebago Lake watershed, a direct watershed of a lake most at risk from new development as identified by the Maine DEP. The project is under review by

MDEP under the Site Location of Development Act, including Chapter 500 water quality and phosphorus standards, and existing septic disposal fields on the site will be removed.

§120-812L – Hazardous, Special and Radioactive Materials

- (1) External storage of hazardous or special materials is not proposed. Interior handling and storage of materials will be done in accordance with applicable federal and state standards, mirroring practices at the Town's existing fire stations.
- (2) An emergency generator on a 16' x 20' concrete pad is proposed, and a natural gas service is shown on the Utilities Plan (C-104).
- Staff Status: Resolved (July 17, 2026 comment response). The generator is proposed as a natural gas generator served by the gas service shown on Sheet C-104; no bulk fuel storage is proposed or required.

§120-812M – Shoreland Relationship

- The site is not located in the Shoreland Zone and does not adversely affect the water quality or shoreline of any adjacent water body.

§120-812N – Technical and Financial Capacity

- (1) Windham voters approved Article 22 at the June 14, 2025 annual Town Meeting, authorizing the \$10 million project cost through a combination of \$4 million in Tax Increment Financing, \$2.4 million from the Town's General Fund, \$1.1 million in impact fees, and a \$2.5 million general obligation bond. Funding of the future phase will be addressed before commencement.
- (2) The applicant has retained Great Falls Construction, Inc. for construction management and general contracting; Sebago Technics, Inc. for site design, surveying, permitting, and engineering; Invivid Architecture (in collaboration with Grant Hays Associates) for building design; and S.W. Cole Engineering, Inc. for geotechnical investigation (report dated January 21, 2026).

§120-812O – Solid Waste Management

- Solid waste will be stored in a screened double dumpster enclosure on a concrete pad and disposed of through the Town's existing municipal removal services by Casella at EcoMaine, a licensed facility with adequate capacity. Construction debris disposal is also addressed in the MDEP Site Location of Development amendment.

§120-812P – Historical and Archaeological Resources

- The site is located within an existing developed commercial area previously reviewed for historic and archaeological resources under the Maine DEP Site Location of Development approval L-04289-23-A-X, dated May 24, 1978, as subsequently amended, with a prior Maine Historic Preservation Commission determination that projects at the property will not affect any structure or site of historic, architectural, or archaeological significance as defined by the National Historic Preservation Act of 1966. Given the developed urban

character of the site, an updated MHPC review was not required, and no historic or archaeological resources have been identified on or near the project site.

§120-812Q – Floodplain Management

- The site is not located within a special flood hazard area as delineated on FEMA Flood Insurance Rate Map No. 23005C0479F, effective June 20, 2024; the site is within Zone X, an area of minimal flood hazard.

§120-812R – Exterior Lighting

- (1) The applicant has provided a photometric plan prepared by Charron Reflex Lighting, dated June 11, 2026, with fixture and pole cut sheets. Proposed pole, bollard, and wall-pack fixtures are shielded, dark-sky compliant, zero-uplight LED fixtures, and illumination at the lot lines does not exceed 0.5 footcandle.
- (2) All light poles and exterior light fixtures are connected underground.

§120-812S – Noise

- (1) Post-construction site uses will not exceed the maximum permissible sound-pressure levels for abutting commercial uses of 65 dB(A) between 7:00 a.m. and 10:00 p.m. and 55 dB(A) between 10:01 p.m. and 6:59 a.m., with the exception of necessary short-term siren use by fire and police vehicles responding to emergency calls. Staff notes that emergency signal use is an inherent function of the public safety use, and the Board may wish to acknowledge this in its findings.
- The nearest non-commercial receptor is the Windham Veterans Center, approximately 350 feet northeast of the site across Veterans Memorial Drive, which falls within the public, semipublic and institutional category (60 dB(A) daytime / 55 dB(A) nighttime). Given the separation distance and the intervening right-of-way, staff anticipates routine site operations will comply with the applicable limits.
- (3) No construction activities are allowed between the hours of 10:00 p.m. and 6:00 a.m.

§120-812T – Storage of Materials

- Exposed storage and mechanical equipment, including the generator and transformer pads, are screened by fencing and formal landscaping. The double dumpster enclosure is located on a level concrete pad with cedar-board screening per the detail on Sheet C-505.

§120-813 – COMMERCIAL DISTRICT DESIGN STANDARDS (C-1)

In addition to meeting all required Design Standards in the C-1 District, development must comply with a minimum of eight other Design Standards. Reference is made to the architectural plans prepared by Invivid Architecture, dated June 12, 2026 (Section 13).

- Required – §120-813A(1)–(8) Architecture/Building: The building is a traditional public safety building style, not a franchise prototype and not stylized as advertising; traditional, high-quality, low-reflectance materials common to northern New England are proposed;

rooflines meet pitch and projection expectations with no flat areas exceeding 50 feet and rooftop equipment screened; street-facing facades meet the horizontal length standards with trimmed windows, doors, and ventilation fixtures; entrances are clearly defined and highly visible, incorporating variations in roofline, distinctive lighting and landscaping, canopies, overhangs, and peaked roof forms; and architectural detailing is proportional to the building.

- Required – [§120–813A\(6\)](#) Building style coordination: The proposed Phase 2 expansion, when constructed, will be a structural expansion consistent with the principal building’s design.
- ***Staff Status: The July 17, 2026 comment response clarifies that the applicant is seeking approval of the Phase 2 building expansion (±2,155 SF) as part of this application, to be constructed as a future phase outside the current funding scope, and requests a condition that no Phase 2 construction occur until the Portland Water District easement modification is executed. The Board should confirm on the record whether Phase 2 is included in this approval and whether any further review will be required prior to Phase 2 construction. See Condition of Approval #6.***
- Required – [§120–813B\(6\)](#) Screening of utilities and service areas: Trash receptacles, the generator, the transformer, and mechanical equipment are screened by fencing and formal landscaping to minimize visibility.
- Required – [§120–813C\(1\)–\(3\)](#) Lighting: A professionally prepared photometric plan and cut sheets are provided (Section 8); the lighting is coordinated with the architecture and landscaping, will not create glare, and no neon illumination is proposed.
- Required – [§120–813C\(5\)](#) Snow storage areas designated.
- Staff Status: Resolved (July 17, 2026 comment response). Snow storage areas have been added and are shown on revised Sheet C-102.
- Required – [§120–813D\(1\), \(2\), \(4\), \(5\)](#) Internal walkways, community links, sidewalks, and crosswalks: Continuous internal walkways connect the public sidewalk to the principal entrance; a 5-foot sidewalk is provided along Franklin Drive; and a crosswalk is provided at the driveway.
- Required – [§120–813D\(6\)](#) Bicycle parking: A rack providing parking for the required two bicycles.
- Staff Status: Resolved (July 17, 2026 comment response). A double-sided bicycle hitch has been added to Sheet C-102, with a detail provided on Sheet C-505.
- Signage: The July 17, 2026 comment response includes shop-drawing exhibits (Axe Signs + Wayfinding) for a double-sided, internally illuminated LED freestanding sign, approximately 80 inches wide by 78 inches high, mounted on posts along Franklin Drive; the previously shown concrete sign pad has been removed. The exhibit is marked for revision to read “North Windham Public Safety,” add the Cumberland County Sheriff logo, and display the Franklin Drive address. ***Staff Status: The final sign design and location***

shall comply with Article 7 (Signs); any required sign permit shall be obtained prior to installation.

- Staff Status: Resolved (July 17, 2026 comment response). The applicant identifies eight additional design standards met by the project: §120-813B(1) parking location; B(2) internal traffic flow; B(3) interconnected parking lots; B(4) building orientation; and §120-813C(6) planting variety; C(7) planting suitability; C(8) mass plantings; and C(9) illumination levels. Under C(9), all parking-lot poles are 20 feet or less; the three poles noted to exceed 20 feet are the two street lights proposed to illuminate Franklin Drive and the existing street light at the former cul-de-sac terminus, and pedestrian-scale bollard lighting is provided at the front entrance ramp and rear employee entrance.

CONCLUSIONS

- The plan for development **reflects** the natural capacities of the site to support development.
- Buildings, lots, and support facilities **will** be clustered in those portions of the site that have the most suitable conditions for development.
- Environmentally sensitive areas, including but not limited to, wetlands; steep slopes; flood plains; significant wildlife habitats, fisheries, and scenic areas; habitat for rare and endangered plants and animals; unique natural communities and natural areas; and sand and gravel aquifers **will** be maintained and protected to the maximum extent.
- The proposed site plan **has** sufficient water available for the reasonably foreseeable needs of the site plan.
- The proposed site plan **will not** cause unreasonable soil erosion or a reduction in the land's capacity to hold water so that a dangerous or unhealthy condition results.
- The proposed use and layout **will not** be of such a nature that it will make vehicular or pedestrian traffic more hazardous than is normal for the area involved.
- The proposed site plan **will** provide adequate sewage waste disposal.
- The proposed site plan **conforms** to a duly adopted site plan regulation or ordinance, comprehensive plan, development plan, or land use plan.
- The developer **has** the adequate financial capacity to meet the standards of this section.
- The proposed site plan **will not** alone or in conjunction with existing activities, adversely affect the quality or quantity of groundwater.
- The proposed site plan **will** provide for adequate stormwater management.
- The proposed location and height of buildings or structure walls and fences, parking, loading, and landscaping shall be such that it **will not** interfere with or discourage the appropriate development in the use of land adjacent to the proposed site or unreasonably affect its value.

- On-site landscaping **does** provide adequate protection to neighboring properties from detrimental features of the development that could be avoided by adequate landscaping.

CONDITIONS OF APPROVAL

1. Approval is dependent upon and limited to the proposals and plans contained in the application dated June 11, 2026, as amended July 27, 2026, and supporting documents and oral representations submitted and affirmed by the applicant, and conditions, if any, imposed by the Planning Board. Any variation from such plans, proposals, supporting documents, and representations is subject to review and approval by the Planning Board or the Town Planner in accordance with [§120-815](#) of the Land Use Ordinance.
2. In accordance with [§120-815C\(1\)\(b\)](#) of the Land Use Ordinance, the construction of improvements covered by any site plan approval shall be completed within two years of the date upon which the performance guarantee is accepted by the Town Manager. If construction has not been completed within the specified period, the Town shall, at the Town Manager's discretion, use the performance guarantee to either reclaim and stabilize the site or to complete the improvements as shown on the approved plan.
3. Approval is subject to the requirements of the Post-Construction Stormwater Ordinance, [Chapter 201, Article II](#). Any person owning, operating, leasing, or having control over stormwater management facilities required by the post-construction stormwater management plan must annually engage the services of a qualified third-party inspector who must certify compliance with the post-construction stormwater management plan on or by June 1 of each year.
4. Prior to the start of any land use activity, the applicant shall provide to the Planning Director evidence of receipt of the Maine DEP Site Location of Development amendment approval, in accordance with [§120-807F\(1\)\(a\)](#).
5. Prior to the start of any land use activity, the applicant shall receive Planning Board approval of, and record at the Cumberland County Registry of Deeds, the Third Amended Subdivision Plan of the Windham Mall creating the lot for the development.
6. Prior to the issuance of a building permit for the Phase 2 building expansion, the applicant shall submit to the Planning Director or designee written confirmation that the required modification to the Portland Water District utility easement (CCRD Book 41536, Page 49) has been executed and recorded.
7. Prior to connection to the public sewer, the applicant shall provide the Planning Director or designee with a recorded executed easement between the Town of Windham and the Portland Water District that the proposed configuration of the apparatus-bay trench drain, oil/water separator, isolation valves, and sewer service is acceptable for discharge to the municipal sewer.