

Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Minutes - Draft

Town Council

Tuesday, October 28, 2025

6:00 PM

Council Chambers

I. Roll Call of Members.

Present: 7 - David Nadeau, Brett Jones, Nicholas Kalogerakis, Mark Morrison, William Reiner, John Henry and Jarrod Maxfield

II. Pledge of Allegiance.

Council Chair Maxfield led the Pledge of Allegiance.

III. Minutes to be Approved:

[CD 25-186](#) To approve the Minutes of the October 9, 2025, Council's Special Meeting Executive Session.

Attachments: [Minutes-Sp. Mtg.-Council-10-9-2025.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: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

[CD 25-187](#) To approve the Minutes of the October 14, 2025 Council meeting.

Attachments: [Minutes-Council-10-14-2025.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: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

IV. Adjustments to the Agenda.

VI. Public Participation.

Gary Plummer thanked the Council for their support over the years for the Rotary Gardens. He is a member and the club started in 1987 with the 250th Anniversary of the founding of Windham. He said they should be appointing a committee to plan the 300th Anniversary which will be in 2037. Councilor Nadeau has been there for them anytime there was a concern or problem, and also mentioned Brent Libby our Fire Chief who was there to water the flowers where it had been so dry.

He attended the Windham Historical Society's annual meeting. He said he town has been very supportive of this group. Thank you.

Gary thanked the Manager and Roger Cropley for inviting Barbara Maurais and himself to be Moderators of the Candidate's Night. There was some concern on whether the town should be involved and it was decided they should do it. Gary and Barbara decided on the questions, time limits, etc.

He thanked them for all the support they have received over the years for Babb's Bridge. He and Mr. Burns met at the bridge a dozen years ago and he was supportive then and has remained supportive. He said Chief Kevin Schofield has been great to work with.

He thanked the members of the Town Council for doing what they do. He does not always agree, and sometimes he disagrees more than he agrees but he appreciates that he is doing this.

VII. Councilors' Comments.

Councilor Nadeau thanked Parks & Recreation and all the participants of the Trunk or Treat event. He said it was a wonderful evening and the smiling faces were priceless.

He said it is a feeling of great loss he thanks the three Councilors that will not be at the next meeting. He said it has been a wonderful trip, be proud of what you have accomplished, and it has been his pleasure to sit there with them.

Councilor Henry expressed his gratitude and said it was a pleasure serving the town with all of them, even though they didn't always agree, he thinks they came to some good outcomes and he thanked Linda for a lifetime of service.

Councilor Morrison said it was a pleasure working with the three of them, he appreciated their candid comments and they always kept it civil and they parted friends. That says a lot in these times and hopefully it will continue.

Councilor Maxfield said to Linda "on behalf of the Council and the whole town your years of service, hard work, warmth and humor have left a lasting impact on all of us. Wishing you relaxation, adventure and all the happiness you deserve in this next chapter. With heartfelt appreciation the Windham Town Council and the Town of Windham. Beautiful flowers were presented to Linda and Linda thanked everyone. All of the Councilors expressed their appreciation.

Councilor Kalogerakis thanked everybody. He said it was ten years between serving on the Town Council and Planning Board and he thought it was time to go. They didn't always agree, but that is how it should be, and they were always professional. He said it was a pleasure to work with all of them.

Councilor Morrison said "Linda you had a tremendous impact on the town and running the elections. No one ever questioned when it came to the duties of the Clerk. You did it beautifully and we really appreciate that. You have set up the town for success with the new Clerk. You have done a lot of training with the new Clerk, thank you."

Councilor Nadeau thanked Linda for the candy and he hoped Anthony will continue.

Councilor Reiner said "thank you Linda, you have always been helpful with any questions I had working with you. I appreciate you doing Hannah and my ceremony last month, you are always helping anybody who needs help." He told the Councilors who were leaving that he appreciated their time on the Council and it has been fun working with them. The new Councilors will have some big shoes to fill.

Councilor Maxfield said "Linda, you married me here in this building years and years ago and when I first showed up here 9 years ago you thought you would need a bigger recorder because "this guy" won't stop talking. You have always been great to me and the town."

He said it is bitter sweet for him, but it is time for him to go and it is time for other people to fill their shoes. It has been fantastic working with them and the town staff. The town staff is what makes the town work. The Council sits here and votes but it is the staff that brings them ideas and gets it done. He will be watching from home and paying attention. It has been an honor.

VIII. PUBLIC HEARINGS.

25-173

To receive public comment and act on a new application submitted by Dose Maine, LLC for Medical and Solift, LLC for Adult Use by Jessica Verry d/b/a Sola Edibles to be located at 999 Roosevelt Trail, for a Marijuana Manufacturing Facility.

Attachments: [25-173 Cover Sheet.pdf](#)
[Sola Edibles - Addendum.pdf](#)

No Public Comment.

Councilor Nadeau asked if this was only for manufacturing and not sales to the public. Linda said that was correct, they are not a store.

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 Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

IX. CONSENT AGENDA.

X. UNFINISHED BUSINESS & GENERAL ORDERS.

25-156

To appoint Anthony Blasi to the position of Town Clerk effective November 4, 2025 and to be sworn the same day.

Attachments: [25-156 Cover Sheet.pdf](#)
[P Moss Memo TC Appointment.pdf](#)

Gary Plummer started by saying he liked the elected position of town clerk. The people spoke and they will now have an appointed town clerk.

He said several years ago somebody decided that he would run a political caucus for half of Cumberland County. He went to Linda and Linda walked him through it and did a great job.

He said in terms of Anthony, he would like to say he probably would have insisted it be somebody who was a resident of the town before he met Anthony. He has watched Anthony, watched him grow into the position and he applauds the Councils decision to appoint Anthony. Thank you.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

25-161

To find that special circumstances justify the waiver of the provisions of Article 3 of the Policy for the Disposition of Tax Acquired Property, to find that public benefit is derived by conveying the property identified as Tax Map 16, Lot 54 to the previous assessed owner, to authorize the Town Manager to execute a municipal release deed, transferring the aforementioned property to the previous assessed owner in exchange for all outstanding taxes and costs listed in 36 M.R.S. § 943-C(3)(C), and to authorize the Town Manager to enter into an agreement with the previous assessed owner as well as an abutting property owner, Margaret E. Birlern, on terms and conditions deemed by the Town Manager to be in the best interest of the Town, whereby the Town will receive title to approximately 24.97 acres of the above-described property as an unconditional gift.

Attachments: [25-161 Cover Sheet.pdf](#)
[Disposition-of-Tax-Acquired-Property-Policy.pdf](#)

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

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

25-179

WHEREAS, the performance bond company for the Ruby Meadows Subdivision experienced bankruptcy leaving Viola Lane residents with partially complete road infrastructure that did not meet the subdivision plan and conditions of approval; and

WHEREAS, Viola Lane residents expressed their desire for the Town to aid in the completion of Viola Lane to meet road acceptance standards and the Town subsequently worked with legal counsel and the bankruptcy courts which resulted in the recoupment of approximately \$45,787.20; and **WHEREAS**, the Town Council, at its meeting of October 8, 2024, discussed the circumstances surrounding this development and conducted a straw poll which unofficially indicated that the Council would be willing to consider accepting Viola Lane if: (1) the residents raised the additional \$55,168.40 needed to bring Viola Lane up to town standard, and (2) the residents formed a homeowners' association to manage the common elements of the subdivision, as required by § 120-911N of the Town Code; and

WHEREAS, the requirement that each lot owner in the Ruby Meadows Subdivision be a member of and be subject to a homeowners' association is contained in the deed of each lot, as well as the "Declaration of Rights, Restrictions, Covenants & Easements for Ruby Meadows, A New Residential Community Located on Pope and Albion Road, Town of

Windham, Maine 04062.”

NOW, THEREFORE, be it voted, resolved, and ordered by the Town Council of Windham, that a deadline be set for November 20, 2025 for the Ruby Meadows Homeowners Association to be legally established, and Articles of Incorporation for the same be filed with the Maine Office of the Secretary of State, to the satisfaction of the Town Attorney. Should this occur, the Windham Town Council shall vote on whether or not to accept Viola Lane as a town way on November 25, 2025. Should this not occur by the appointed date, the Town Council will not consider acceptance of Viola Lane as a town way until at least November 25, 2026, during which time, the Town of Windham may not provide any road maintenance, including winter maintenance, for Viola Lane.

Attachments: [25-179 Cover Sheet.pdf](#)

[Email Town Mgr to Viola Lane Residents.pdf](#)

[Viola Drive project fund.pdf](#)

Manager Burns said it as been a little more than a year since they last met. They conducted a fair amount of work since then and almost immediately, upon the straw poll vote from October 8, 2024, the residents quickly turned in funds to augment the court/bankruptcy proceedings that the town had earned through our attorney.

They commenced to improve Viola Lane to the original construction standards that were laid out in the approved subdivision. Since that time the Shaw Brother's Earth Work Contractor has been onsite and has added gravel to the roadway, graded it, based paved and tied in the resident's driveways.

He has had several contacts with the residents and several of them are here tonight. They are now at a point where there is another number of items that need to be completed before the road can publicly accepted. The town is handling the recording of the deed. They were able to obtain the deed through the bankruptcy proceedings. They will handle the finalization of the as built plans. The proceeds from the bankruptcy process, along with the money the residents has turned in, will allow the town to create the maintenance bond for the roadway and will be able to handle the surface paving and shouldering in the next construction season. They are all lined up with the one exception of the creation of the Homeowner Association.

This Order basically says if they can create the Homeowner's Association by the 20th of November, then it will be on the Council's agenda for consideration of road acceptance on the 25th. If they choose not to create the Homeowner's Association, the road will remain private, at least up until November 25, 2026. He said with it being determined private, they will not be able to provide maintenance actives, no plowing of the road. He heard, via email, from three residents that they are interested in creating the association. A resident spoke up and said they are currently working on that.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

25-180

To authorize the expenditure of up to \$6,500,000 for preliminary costs (“Original Expenditures”) related to the construction of a new public safety

building for the Town's Police and Fire Departments (TM-2025-013) to be located at Tax Map 70, Lot 14, including costs of planning, design, permitting, construction, utilities, site work, paving, landscaping, or improvements necessary in connection with the construction of said building (the "Project"); 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 \$6,500,000 for the Original Expenditures related to the Project.

Attachments: [25-180 Cover Sheet.pdf](#)

[TOWN WARRANT FY26 - JUNE 2025 FINAL
APPROVED SIGNED.pdf](#)

Manager Burns said this to allow them to expend funds that they were later going to bond for and then be reimbursed from. It is a standard order. This is for the new Public Safety Building approved by the voters at Town Meeting.

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 Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

25-182

To authorize the expenditure of up to \$815,601 for preliminary costs ("Original Expenditures") related to the purchase of the solar system (TM-2026-009) located at the Town's landfill on Enterprise Drive (the "Project"); 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 \$815,601 for the Original Expenditures related to the Project.

Attachments: [25-182 Cover Sheet.pdf](#)

[TOWN WARRANT FY26 - JUNE 2025 FINAL
APPROVED SIGNED.pdf](#)

Manager Burns said they immediately just discovered that the amount that is in the order is incorrect and he would ask for a friendly amendment to change the number to \$832,414. That would be the same dollar amount at the beginning and at the end of this order.

Councilor Nadeau moved to amend to change the amount of \$815,601 to \$832,414 in both locations in the order, seconded by Councilor Morrison.

Vote on amendment:

In Favor: 7-0

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

25-181

To approve and endorse a letter to the Maine Speaker of the House and our Maine delegation regarding the impact of recent housing legislation.

Attachments: [25-181 Cover Sheet.pdf](#)

[Council Letter To Speaker of the House Ryan Fecteau 11.03.2025 v3.pdf](#)

Manager Burns said this is the result of Councilors Reiner and Morrison and himself meeting with GPCOG's staff and other Representatives, along with Speaker Fecteau. They presented to him their concerns with LD 1829, and there are several LD's they also called out. Basically, they feel the state, with the passing of this LD they have removed a number of controls the town has to guide growth in the town. The Council has worked hard on directing growth and controlling growth. This LD, in particular, strips that all away. This letter points that out. Windham has grown and we are clearly a leader in residential growth in the state with responsible growth.

Council Reiner wanted to make sure the completed letter was put on the town's Facebook page so the people can see it. Right now we are planning on keeping our current ordinances in effect to July 1 and to see what changes come out of Augusta, but asked how a moratorium would look if they were to put one into place?

Ben McCall Town Attorney said a moratorium would be enacted by the Council, but the trick is that it needs to identify a gap or a shortcoming or some issue with existing town ordinances, that unless fixed, in the opinion of the Council would lead to substantial negative impact or an emergency of public resources. The issue with a moratorium in this area that LD 1829, even if it may be amended, is essentially restricting home rule authority and instructing municipalities on what you can and can not do.

He said the general concern is that LD1829 and LD2003 before it is not meant to give municipalities an option; it is meant to instruct municipalities on what changes need to be made to their own land use ordinances in order to comply with that statute. They can explore this and it is true until that legislation is changed, Windham and all other towns where the Council is the legislative body until of July 1 of next year, need to come into compliance. It is not clear what technically happens if the town does not do that, but it would create a lot of problems and challenges for town staff on how to implement existing town ordinances and regulations if they were not consistent with LD1829 and create some legal challenges for the town as well. Councilors asked the attorney several more questions.

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: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

XI. Council Correspondence.

XII. Town Manager's Report.

Manager Burns reported on the following:

Bob thanked Linda for all of the years of service and said there is a celebration for Linda. The Town Clerk's retirement party will be on Monday, November 24th at 2:00 p.m. in the Town Hall Gym.

He thanked the outgoing Town Councilors. He gave them each a wooden plaque with the town seal and a gavel attached thanking them for their years of service on the Council. He asked them to please stay involved.

Windham had an official case of rabies in a raccoon last week. If you see animals acting oddly, please keep yourselves and your pets away from them and give Animal Control a call at 892-1919.

Our Medical Loan Closet is going to move to the East Windham Fire Station. That will be on November 10 and it will provide people a better location with heat, running water and security.

The Planning Department was able to achieve Delegated Storm Water Review Status with the DEP. They have a few more hurdles to get over.

Chief Schofield would like to mention that he is looking at a temporary no parking area in the Brookhaven subdivision for Halloween.

They have open positions for in the Police and Public Work's Departments. They are looking for CDL drivers.

They are evaluating phone system bids. They have received 16 bids, the current one is becoming obsolete.

Last week Linda had issued almost 1,700 ballots and about 600 had been returned. On Thursday, October 30th, the Clerk's Office will be open extended hours from 4:00 to 7:00 p.m.

There is a Rabies Clinic scheduled Saturday, December 6 from 8:30 to 10:00 a.m. in the Town Hall gym, and shots are \$15.00 each.

The waterline construction on Chute Road is still going on.

The River Road waterline extension for the associated development project is ongoing. Some folks were troubled and they apologize but it is better for the community.

He rode with the Fire Department, along with Councilor Reiner and Councilor Jones and took their ATV and explored the East Windham Conservation area and checked out the new constructed trail. It was a Monday and the parking lot was a third filled. There were mountain bikers, hikers, people with pets and well used.

XIII. Committee Reports.

A. Council Subcommittees.

1. Appointments Committee.

Councilor Morrison said they met tonight and they had three interviews. One for a trustee for the Library, one for the Board of Assessment Review and an Adhoc Committee for the Pocket Park between Forbes and Misty Dr.

The candidates are being moved forward for approval at the next meeting.

2. Finance Committee.

Councilor Nadeau said they have a meeting tonight after the Council meeting.

3. Ordinance Committee.

Councilor Nadeau said they sent some street changes to the Planning Board. They did not think they were that big at the time but the Council will have a chance to discuss them with the Planning Boards recommendations.

Councilor Henry said they talked about the access roads and zoning enhancements there, and to have a workshop to discuss.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

No report.

2. Windham Economic Development Corporation.

No report.

3. Natural Resources Advisory Committee.

No report.

4. Greater Portland Council of Governments (GPCOG).

No report.

5. ecomaine.

Manager Burns said there was a meeting and they voted on the rates for FY2027. A 3% increase in solid waste tipping fee but a really large increase, \$85 up to \$110.75 for recycling. The recycling market has crashed and they are having a hard time marketing the recyclables. The market expects clean recyclables and with the current facilities they have had a hard time delivering those. There is a large capital project to expand and modernize the facility. There is new sorting equipment to bring our recyclables to the forefront in terms of resale value. He said part of the increase is to pay for that facility. A law was recently passed where Maine was the first in the nation to pass this extended producer responsibility EPR law that basically creates a revenue stream from packaging. It will be similar to a bottle bill, and it will add a surcharge onto the packaging of various products. The money will accumulate at the State and they will reimburse it to the communities.

6. Windham Middle School Repurpose Advisory Committee.

No report.

XIV. Discussion Items.

***Note: Minutes are not taken for discussion items.**

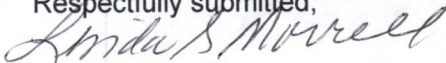
XV. Agendas & Scheduling.

XVI. ADJOURN.

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

In Favor: 7 - Councilor Nadeau, Councilor Jones, Councilor Kalogerakis, Councilor Morrison, Councilor Reiner, Councilor Henry and Council Chair Maxfield

Respectfully submitted,



Linda S. Morrell

Town Clerk, CCM