



Town of Windham

Town Offices
8 School Road
Windham, Maine

Meeting Minutes - Final

Town Council

Tuesday, April 28, 2026

6:00 PM

Council Chambers

I. Roll Call of Members.

Present: 4 - David Nadeau, Mark Morrison, Douglas Fortier and Katie Cook

Absent: 3 - Brett Jones, William Reiner and Margaret Terry

II. Pledge of Allegiance.

Council-Chair Morrison led the Council in the Pledge of Allegiance.

III. Minutes to be Approved:

[CD 26-080](#) To approve the Minutes of the April 14, 2026 Council meeting.

Attachments: [DRAFT-TC-MINUTES-April 14, 2026](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

IV. Adjustments to the Agenda.

Councilor Morrison stated that there would be two additions and one postponement.

VI. Public Participation.

Raymond Gilliam of 12 Conifer Drive asked that the income cap to the Senior Property Tax Rebate program be increased every year to account for rising costs. He also wondered why additional funds were needed to purchase a new ambulance, as he feels the bills paid by residents and insurance for transportation should cover the cost of the vehicle.

Susan Simonson of 479 Brook Street in Westbrook, President of the Windham Historical Society spoke to the need for renovations and repairs on the 1837 Town Building, now present day headquarters of the WHS. It is in need of mold remediation and reconstruction, especially with regards to concrete, plumbing, electricity, entrance/exits, a stairway, and making it compliant with the Americans with Disabilities Act. She stressed the need for more funds, gifts, and grants to help with the project.

VII. Councilors' Comments.

Councilor Nadeau stated that the Council received letters from students Lila Miller and Courtney Carter, regarding use of flavored vapes at the schools. He wondered if the Town could look into banning flavored vapes within the Town.

VIII. PUBLIC HEARINGS.

26-056

To receive comment and approve a municipal services budget for fiscal year 2026-2027.

Attachments: [26-056 Cover Sheet.pdf](#)

[Windham Finance Committee Budget FY27 EDIT 4.28.2026.pdf](#)

[FY27 Finance Committee Capital Plan.pdf](#)

[Finance Committee Review of Managers Budget.pdf](#)

[Finance Committee Revenues.pdf](#)

[Finance Committee Expenses.pdf](#)

[RSU Budget Presentation.pdf](#)

There was no public comment.

Councilor Nadeau wanted to thank the Town Manager, Town Staff, and the Finance Committee for their hard work on the budget. He described it as a difficult budget made during difficult times.

Regional School Unit 14 Superintendent Christopher Howell spoke to the proposed RSU budget. He gave an overview of the numbers from the proposed budget; he stated that he understood these were difficult times and that they were conscious of the fact that the RSU Budget is the largest item in the Town's budget. The community is invited to the public budget meeting on Wednesday, May 13. The community will vote on the budget on June 9. The new Windham Middle School construction began in 2024, and this is the first year that Windham and Raymond must make a payment towards the project. Windham will be paying 82% of that bill. 45% of the budget increase year this comes from increased health insurance costs. As valuations in the community go up, State subsidies tend to go down, so the RSU will likely see less. Increased costs in food and supplies are effecting the RSU as well, leading to a 4% increase in operating costs. Utility costs fortunately remain the same. So far the cost of the new school is coming \$16,000,000 under what was budgeted. The RSU finance committee went line by line to cut as much from this budget as possible.

Councilor Nadeau asked if the new State formula would affect this year's budget? Superintendent Howell replied that it would not affect this year's budget but next year the RSU would lose about \$800,000 in the \$900,000 in proposed subsidies, but we are comparatively better off than neighboring towns.

Manager Burns then presented his keynote, attached to the minutes of this meeting. This presentation has gone before the Council twice before, but minor changes are now noted here. The proposed increase to the RSU 14 budget would be 13.4 percent. This amount combined with other allocations and deductions results in an overall increase of 10.1% compared to last year. For a Windham home valued at \$433,000 there would be an estimated increase in \$522 on the tax bill. An estimated MIL-rate would be around 12.06%.

Councilor Morrison asked if the public wished to ask any questions or make any

comments? No one stepped forward. He further thanked Town Staff, the Town Manager, and the Finance committee for their work.

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

26-071

To receive public comment and act on proposed amendments to Chapter 185 Shoreland Zoning Ordinance and Chapter 120 Land Use Ordinance of the Code of the Town of Windham, pertaining to standards to effectively provide municipal review and approval of development proposals for the development of new or expanded non-residential uses in the shoreland zoning districts.

Attachments: [26-071 Cover Sheet.pdf](#)

[26-03 SZMC TC MEMO 999 Roosevelt Trail 04-13-2026.pdf](#)

[DEP Shoreland Zoning Approval 2021-12-16.pdf](#)

Town Planner Steve Puleo described the attached memo. An error was found on the Shoreland Zoning Map regarding the property at 999 Roosevelt Trail. This property has a large area relevant to wetland habitat, but had pre-existing structures on it. The buildings recently renovated were found to be in the Limited Residential District. This order amendment would change the map to place the buildings within the General Development District IV. This would allow the business located there to continue to operate as they have historically.

Councilor Nadeau stated that this had come before the Ordinance Review Committee and was immediately sent to the Planning Board as it is a minor fix.

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

IX. CONSENT AGENDA.

X. UNFINISHED BUSINESS & GENERAL ORDERS.

26-048

To countersign the Regional School Unit No.14 Warrant calling a Regional School Unit Budget Referendum to be held on June 9, 2026.

Attachments: [26-048 Cover Sheet.pdf](#)

[RSU Warrant-Notice of Elec. 6-2026.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-059](#) To appoint Leo Gerrior to the Planning Board for a three-year term to end February 15, 2029.

Attachments: [26-059 Cover Sheet.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-060](#) To appoint Gabe Andrews, a community member with a professional background in conservation, ecology and trail building and personal interest in hunting and trail running to represent residents with those interests, to the East Windham Steering Committee.

Attachments: [26-060 Cover Sheet.pdf](#)
[East Windham Steering Committee Charge adopted 1.27.2026.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-074](#) To appoint James VanNest to the Comprehensive Plan Steering Committee.

Attachments: [26-074 Cover Sheet.pdf](#)
[Comprehensive Plan Steering Committee Charge.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-083](#) To amend the charge of the Comprehensive Plan Steering Committee membership from one Councilor to ____ Councilors.

Attachments: [FINAL Comprehensive Plan Committee Charge 032426.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-076](#) To appoint a councilor to the Comprehensive Plan Steering Committee.

Attachments: [26-076 Cover Sheet.pdf](#)
[Comprehensive Plan Steering Committee Charge.pdf](#)

Councilor Fortier nominated Councilor Cook to serve on this committee.

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-075](#) To nominate a councilor to be considered to serve on the Maine Municipal Association's Legislative Policy Committee.

Attachments: [26-075 Cover Sheet.pdf](#)
[MMA 2026-2028 Legislative Policy Committee.pdf](#)

Councilor Cook nominated Councilor Nadeau to serve on this committee.

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-068](#) To find that public benefit is derived by not offering for sale the property identified as tax account F2435R pursuant to the Policy on Tax Acquired Property and allow the previous assessed owner to regain title to the property by entering into an agreement to pay all 2023, 2024 and 2025 taxes, interest, and costs owed thereon.

Attachments: [26-068 Cover Sheet.pdf](#)
[Highland Cliff Rd.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-069](#) To find that public benefit is derived by not offering for sale the property identified as tax account M7277R pursuant to the Policy on Tax Acquired Property and allow the previous assessed owner to regain title to the property by entering into an agreement to pay all 2023, 2024 and 2025 taxes, interest, and costs owed thereon.

Attachments: [26-069 Cover Sheet.pdf](#)
[Depot Street.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-079](#)

To approve a Memorandum of Agreement with Greater Portland Council of Governments, Maine Department of Transportation, and the municipalities of Portland, Westbrook and Raymond to formalize a partnership agreement to conduct the Route 302 Corridor Study from Portland to Raymond and authorize the Town Manager to take the necessary actions to execute said agreement.

Attachments: [26-079 Cover Sheet.pdf](#)

[DRAFT MOA - Route 302 Corridor Study.pdf](#)

[Attachment A Route 302 Corridor Study Scope 4-6-26.pdf](#)

Assistant Manager Amanda Lessard stated that a study of Route 302 Corridor would be conducted, based on Retired Town Manager Barry Tibbetts proposal. It is completely funded by the organization. The goal is to identify specific projects that may be proposed to the Maine Department of Transit in the future.

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-082](#)

To adopt amendments to the town's fund balance policy.

Attachments: [26-082 Cover Sheet.pdf](#)

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

[26-087](#)

To approve the expenditure of \$47,023, the cost of a police cruiser to replace a vehicle deemed a complete loss by the Town's insurer, of which the Town will be reimbursed \$30,525 and the remaining balance will be funded from 13100-47410.

Manager Burns stated that the police cruiser was totaled in a crash at Boody's Corner. Both the Officer and the K9 received no serious injuries. The Town is looking to cover the difference in the cost not covered by insurance to purchase a new cruiser for the Windham Police Department. Two of the occupants of the other vehicle spontaneously fled the scene and there has been no further update.

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

XI. Council Correspondence.

[CD 26-078](#) FOAA Status Report.

Attachments: [Attny Request 7 Flagship Lane.pdf](#)
[6 Challenge Drive Deed.pdf](#)
[FOAA 770 Roosevelt Trail Property.pdf](#)
[FOAA Code Violations 770 Roosevelt Trl Response 4.23.2026.pdf](#)
[FOAA Code Violations All Building Permits Contractors 2025 Response 4.23.2026 2.pdf](#)

[CD 26-082](#) CMP Rate Decrease and PUC Required Customer Notice.

Attachments: [CMP Letter and Notice Rates.pdf](#)

XII. Town Manager's Report.

Nothing to report.

XIII. Committee Reports.

A. Council Subcommittees.

1. Appointments Committee.

Two meetings were held prior to tonight's meeting and two candidates are being considered.

2. Finance Committee.

3. Ordinance Committee.

A meeting is scheduled for May 20 at 4:00 p.m.

B. Other Committees.

1. Parks & Recreation Advisory Committee.

Councilor Jones was not present to give an update.

2. Windham Economic Development Corporation.

A meeting was held last week to help determine how WEDC proceeds. There will be another meeting on April 29, at 3:00 p.m.

3. Natural Resources Advisory Committee.

Met last Wednesday on Earth Day. Nothing to report.

4. Greater Portland Council of Governments (GPCOG).

Has not met.

5. ecomaine.

The annual budget was approved at the last meeting. The Town is helping to fund a bond payment on the new recycling facility and there is an increased cost this year. The Town should get revenue from associated programs in the future.

6. Forbes Lane Neighborhood Park ad hoc Committee.

A meeting was held last week and another meeting will be held tomorrow night. The committee will present a proposal to the Town Council on May 12.

XIV. Discussion Items.

[CD 26-045](#) Update from County Commissioner, Tom Tyler.

[CD 26-083](#) Sewer Capacity and Potential Moratorium on Large-Scale Wastewater Users.

[CD 26-084](#) Buffer Zones in Residential Areas.

XV. Agendas & Scheduling.**XVI. ADJOURN.**

The meeting adjourned at 7:45 p.m.

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

In Favor: 4 - Councilor Nadeau, Councilor Morrison, Councilor Fortier and Councilor Cook

Absent: 3 - Councilor Jones, Councilor Reiner and Councilor Terry

Respectfully submitted,

Anthony P. Blasi
Town Clerk, BA, CCM