

PLANNING BOARD MEMO • AMENDED SUBDIVISION • FINAL PLAN REVIEW

DATE: July 27, 2026

TO: Windham Planning Board
FROM: Natalie Thomsen, Town Planner
Cc: Steve Puleo, Planning Director
Andrew Johnston, PE, Cragmor Consulting, LLC; Agent
Sarah Bronson, Riding to the Top Therapeutic Riding Center; Applicant/Owner

RE: #26-11 – Amended Subdivision – Twin Meadows Subdivision – Lilac Drive / Land of Nod Road – Riding to the Top
Planning Board Meeting: July 27, 2026

Overview

The proposed amendment to the Twin Meadows Subdivision adds a 50-foot right-of-way ("Lilac Drive," 27,251 SF±) with a hammerhead turnaround to provide conforming street frontage for the Riding to the Top parcel at 14 Lilac Drive. The amendment creates no new lots or dwelling units and changes no lot boundary lines. Subject property is identified as Tax Map: 7; Lot: 27B; Zone: Farm (F) zoning district, in the Upper Presumpscot River watershed. This application is a companion to the #26-04 Riding to the Top major site plan final plan application and is scheduled ahead of it on the same agenda.

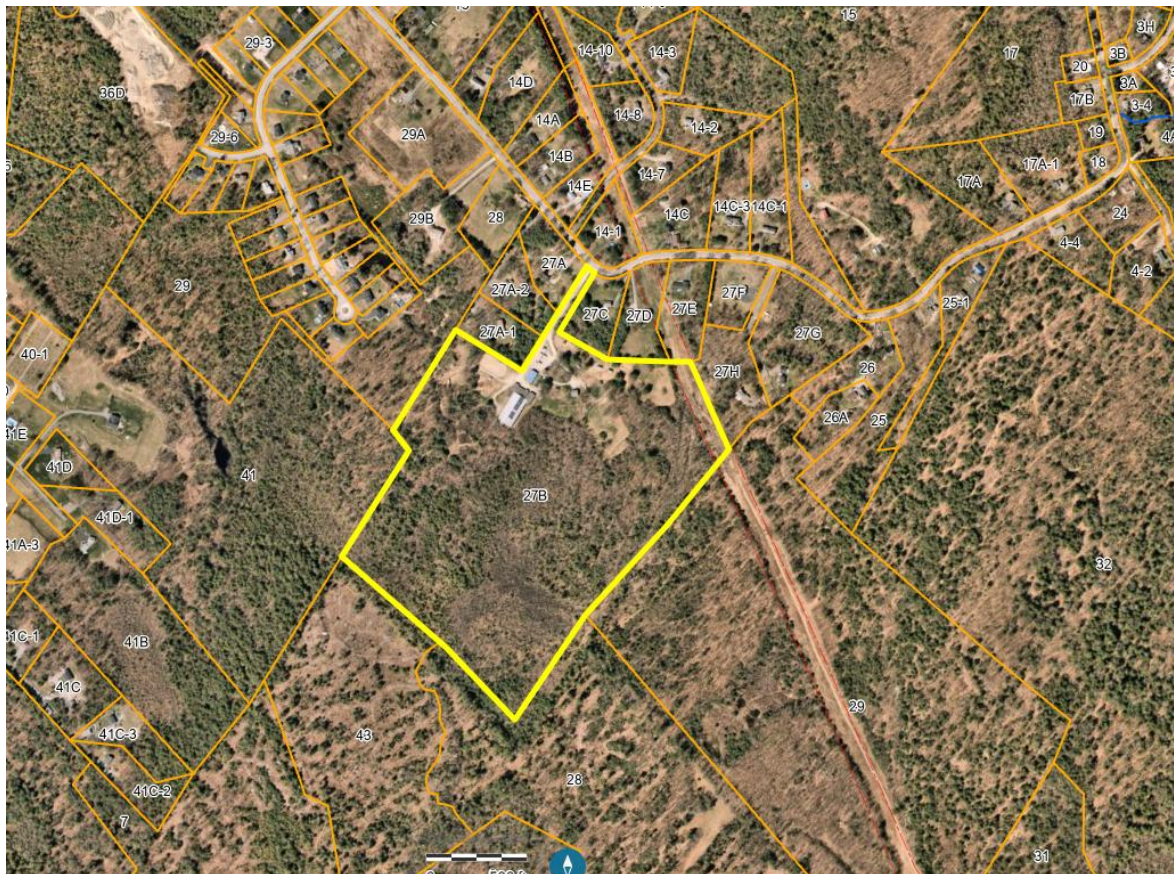


Figure 1: Aerial View of the subject parcel(s) relative to surrounding properties and street network

A Development Review Team meeting is not required for an amended subdivision. The application was received on June 16, 2026, and staff comments were discussed with the applicant team on June 30, 2026.

BACKGROUND:

The Twin Meadows Subdivision is a six-lot residential subdivision on Land of Nod Road, originally approved by the Windham Planning Board in 1992 ("Final Plan Twin Meadows Subdivision," June 1992) and recorded at the Cumberland County Registry of Deeds in Plan Book 192, Page 255. The Amended Final Plan (BH2M, land of Ronald Beaulieu) superseded the 1992 plan and was recorded on March 17, 1994 in Plan Book 194, Page 79; the 2nd Amended Final Plan was approved by the Town on September 9, 2019 (BH2M, for Troy T. Holston) and recorded at the Registry in Plan Book 219, Page 96.

The Riding to the Top parcel is the approximately 52.4-acre remaining land of the original subdivision, conveyed to Riding to the Top by warranty deed in 1998. The parcel is served by Lilac Drive, an existing 22-foot gravel drive, but the drive is not a right-of-way described in the deed, and the parcel has only 30 feet of frontage on Land of Nod Road, making it nonconforming as to the 200-foot minimum frontage of the Farm District. The proposed 3rd Amended Final Plan (Survey, Inc., June 2026) establishes the 50-foot Lilac Drive right-of-way and hammerhead, providing 289.0 feet of frontage and bringing the parcel into conformance. No construction or site improvements are proposed under this amendment; improvements to the Riding to the Top facility are reviewed under companion application #26-04.

AMENDED SUBDIVISION 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:

1. Complete Application: *Per §120-913B(2), because the revision creates no additional lots or dwelling units, the procedures for final plan approval are followed, and per §120-913B(4) the Board's scope of review is limited to those portions of the plan proposed to be changed.*

MOTION: [I move] the Amended Subdivision application for project #26-11 Twin Meadows Subdivision (3rd Amended Final Plan) 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.

2. Waivers:

Limitation of Waivers. The granting of a submission requirement waiver or site waiver may not conflict with, nor negate, any State Statutory requirements for the subdivision of land.

Per [§120-908B\(2\)](#). The Board is not required to use any criteria in making its determination on the granting of a waiver of the submission requirements. Per [§120-908C](#). The Planning Board may waive the requirements of [§120-911](#) Performance and Design Standards when the applicant demonstrates that the performance standards of these regulations and the criteria of the subdivision statute have been or will be met, and the public health, safety, and welfare are protected and provided the waivers do not have the effect of nullifying the intent and purpose of the land use ordinance. In granting site waivers, the Planning Board shall utilize the criteria in [§120-908C\(2\)](#).

No waiver requests. Waivers related to the private road construction standards for Lilac Drive are requested under the companion site plan application #26-04.

3. Public Hearing: No public hearing has been scheduled for this project. The Planning Board shall determine whether to hold a public hearing on the application.
4. Site Walk: The Planning Board shall determine if a site walk is necessary. *Staff does not recommend a site walk; the amendment involves no construction, and the Board previously walked the property under #26-04.*

Windham Planning Board,

MOTION: [I move] the Amended Subdivision application for the #26-11 Twin Meadows Subdivision (3rd Amended Final Plan), identified on Tax Map: 7; Lot: 27B; Zone: Farm (F), is to be **(approved with conditions/denied)** with the following Findings of Fact, Conclusions, and Conditions of Approval.

FINDINGS OF FACT

Jurisdiction: The Twin Meadows Subdivision (3th Amended Final Plan) project is classified as an Amended Subdivision, which the Planning Board is authorized to review and act on by [§120-913A](#) of the Town of Windham Land Use Ordinance. In reviewing the application, the Planning Board shall make findings of fact establishing that the proposed revisions do or do not meet the criteria of 30-A M.R.S.A. §4404. Per §120-913B(4), the Board's scope of review is limited to those portions of the plan proposed to be changed — the addition of the Lilac Drive right-of-way and hammerhead.

Title, Right, or Interest: The applicant has submitted a copy of a Warranty Deed from Jerry W. Toomey to Riding to the Top, dated April 28, 1998, and recorded on April 28, 1998 at the Cumberland County Registry of Deeds in Book 13771 and Page 208. The property is subject to a pipeline easement to the Portland Pipe Line Corporation.

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 7; Lot: 27B is located in the Farm (F) District.
- Per [§120-406E](#), the amendment provides 289.0 feet of street frontage along the Lilac Drive right-of-way, exceeding the 200-foot minimum and bringing the existing nonconforming lot into conformance. No other dimensional standards are affected by the amendment.

§120-911 – SUBDIVISION PERFORMANCE STANDARDS

§120-911A – Basic Subdivision Layout

- The amendment creates no new lots or dwelling units and changes no lot boundary lines; it adds a 50-foot right-of-way ("Lilac Drive," 27,251 SF±) with a hammerhead turnaround within the existing 52.4-acre parcel, which exceeds the 80,000 SF minimum lot size of the Farm (F) District.

§120-911E – Impact on Natural Beauty, Aesthetics, Historic Sites, Wildlife Habitat, Rare Natural Areas, or Public Access to the Shoreline

- No construction or site disturbance is proposed under the amendment. The Maine Historic Preservation Commission determined (letter dated March 9, 2026, MHPC #0232-26) that the associated Riding to the Top project will have no effect upon historic properties; MDIFW and Maine Natural Areas Program review letters are included with companion application #26-04.

§120-911F – Conformance with Land Use Ordinances

- The amendment brings the parcel's street frontage into conformance with the Farm District standards and is consistent with the Land Use Ordinance and the Comprehensive Plan. The revised plan indicates it is a revision of a previously approved and recorded plan, per §120-913B(3)(d).

§120-911G – Financial and Technical Capacity

- The plan was prepared by Survey, Inc., a Maine licensed professional land surveyor. Because the amendment proposes no public or private improvements and changes no boundary lines, no performance guarantee is required prior to the release of the plan for recording.

§120-911M – Traffic Conditions and Streets

- No new building lots or trips are created by the amendment. Lilac Drive remains a private way serving the Riding to the Top facility at its existing 22-foot width; the hammerhead provides an emergency turnaround. Waivers from the private road construction standards are requested and reviewed under companion site plan application #26-04.

§120-912- Recording Plan

- The submitted plan has the signed stamp of the licensed professional land surveyor; a general note identifying the plan as a partial (fragmented) plan of the Twin Meadows Subdivision depicting the easement approved to create frontage along Lilac Drive; and the Town's standard subdivision conditions of approval on the plan.

CONCLUSIONS (Final Plan Review)

1. The development plan **reflects** the natural capacities of the site to support development.
2. Buildings, lots, and support facilities **will** be clustered in those portions of the site that have the most suitable conditions for development.
3. 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.
4. The proposed subdivision **has** sufficient water available for the reasonably foreseeable needs of the subdivision.
 5. The proposed subdivision **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.
 6. The proposed use and layout **will not** be of such a nature that it will make vehicular or pedestrian traffic no more hazardous than is normal for the area involved.
 7. The proposed subdivision **will** provide adequate sewage waste disposal.
 8. The proposed subdivision **conforms** to a duly adopted subdivision regulation or ordinance, comprehensive plan, development plan, or land use plan.
 9. The developer **has** the adequate financial capacity to meet the standards of this section.
 10. The proposed subdivision **will not** alone or in conjunction with existing activities, adversely affect the quality or quantity of groundwater.
 11. The proposed subdivision **will** provide for adequate stormwater management.
 12. 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.
 13. On-site landscaping **does** provide adequate protection to neighboring properties from detrimental features of the development that could be avoided by adequate landscaping.
 14. All freshwater wetlands within the proposed subdivision **have** been identified on the plan.
 15. Any river, stream, or brook within or abutting the subdivision **has** been identified on any maps submitted as part of the application.
 16. If any lots in the proposed subdivision have shore frontage on a river, stream, brook, or great pond as these features are defined in Title 38, section 480-B, none of the lots created within the subdivision **has** a lot-depth to shore frontage ratio greater than 5 to 1.
 17. The long-term cumulative effects of the proposed subdivision **will not** unreasonably increase a great pond's phosphorus concentration during the construction phase and life of the proposed subdivision.
 18. For any proposed subdivision that crosses municipal boundaries, the proposed subdivision **will not** cause unreasonable traffic congestion or unsafe conditions with respect to the use of existing public ways in an adjoining municipality in which part of the subdivision is located.
 19. The timber on the parcel being subdivided **has not** been harvested in violation of rules adopted pursuant to Title 12, section 8869, subsection 14.

CONDITIONS OF APPROVAL (REQUIRED)

1. Approval is dependent upon and limited to the proposals and plans contained in the application dated June 16, 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 [§120-913](#) of the Land Use Ordinance.

2. In accordance with [§120-912](#), the signed plan shall be recorded at the Cumberland County Registry of Deeds; if the approved plan is not recorded within three years of approval, it shall become null and void. Within seven days of recording, the applicant shall provide the Town with a copy of the recorded plan.