

PLANNING BOARD MEMO • MAJOR SITE PLAN • SKETCH PLAN REVIEW

DATE: April 23, 2026

TO: Windham Planning Board
FROM: Amanda Lessard, Assistant Town Manager
Cc: Steve Puleo, Planning Director
Andy Johnston, PE, Verdantas LLC
Sarah Bronson, Riding to the Top Therapeutic Riding Center

RE: #26-04 Riding to the Top - Major Site Plan - Sketch Plan Review – 14 Lilac Drive – Riding to the Top Therapeutic Riding Center
Planning Board Meeting: April 27, 2026

Overview

The application is for expansion of the facility to include a new barn, an outdoor riding area, and a tractor shed, and improvements to the existing indoor arena/office building, reconfigured paddocks and parking areas and updated utilities and stormwater facilities. Subject properties are identified as Tax Map: 7; Lot: 27B; Zone: Farm (F) in the Inkhorn Brook watershed. Use: Riding Stable.

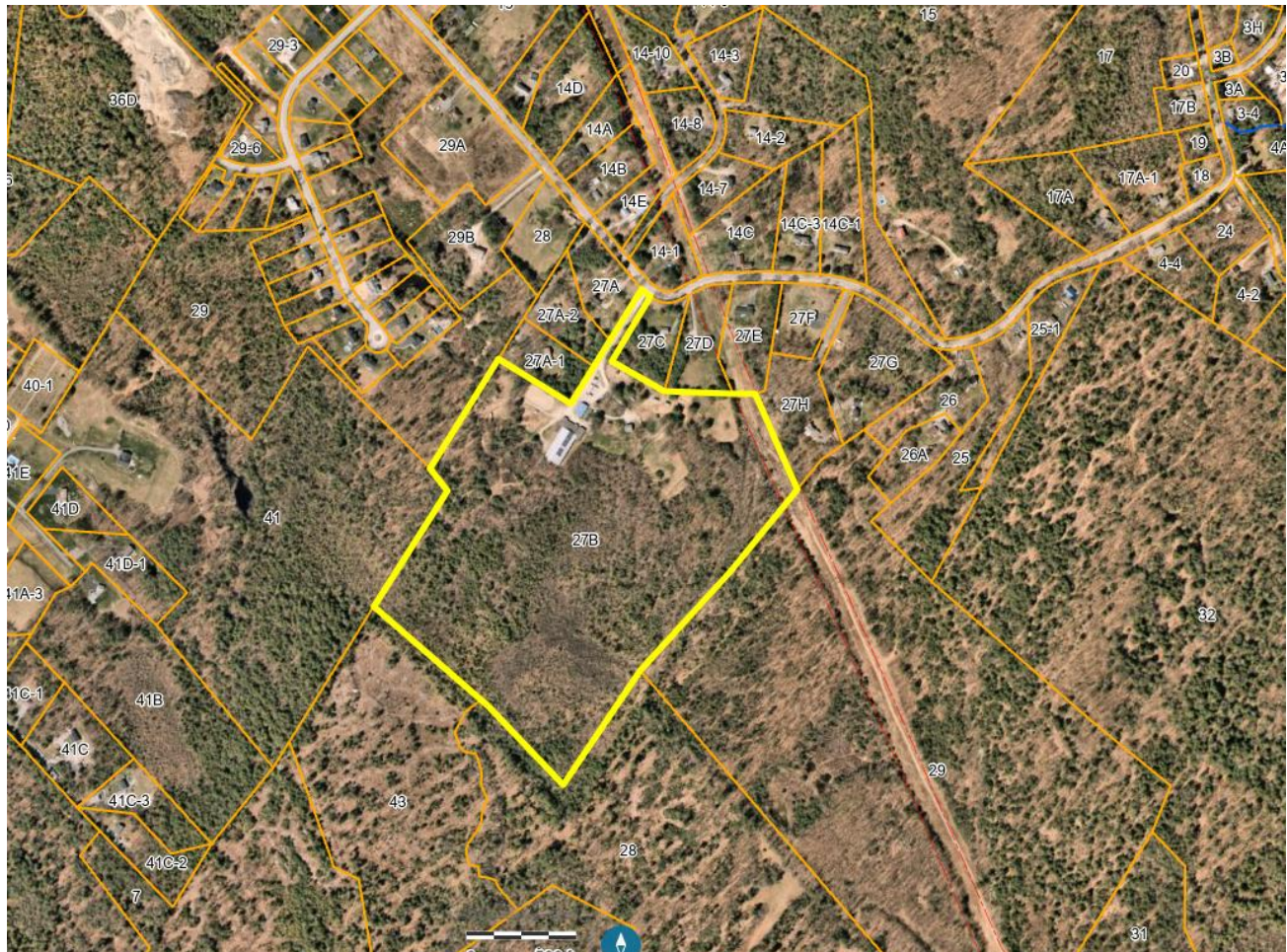


Figure 1: Aerial View of the subject parcel(s) relative to surrounding properties and street network

A Development Review Team meeting was held on April 21, 2026. Comments received during the meeting are reflected in the memo below.

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:

1. Complete Application: N/A

~~**MOTION:** [I move] the major site plan application for project #26-04 Riding to the Top 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:

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. Such a request shall be submitted at the time of the preapplication conference for minor developments or as part of the sketch plan application for major developments. 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 an unnecessary hardship, not self-imposed, may result from strict compliance with the site plan review standards. In all cases, waivers shall not be deemed a right of the applicant, but rather shall be granted at the discretion of the Planning Board. The applicant shall submit a list of the requested waiver(s) in writing. For each waiver requested, the applicant shall submit answers to each criterion in [§120-808B\(2\)](#).

a) [§120-812i](#): Underground utilities

This is a request to waive the Land Use Ordinance (LUO)'s requirement that utilities be installed underground. The applicant is requesting to leave the existing utility poles and approximately 500' of overhead electric that extends from Land of Nod Road into the site to a pole-mounted transformer. All newly installed utilities will be underground from the point of the existing services.

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: A site walk has not been scheduled for this project. The Planning Board should determine if a site walk is necessary for this project.

Windham Planning Board,

~~**MOTION:** [I move] the major plan application for the #26-04 Riding to the Top project at 14 Lilac Drive and 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 Riding to the Top 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. The gross non-residential area of the proposed new buildings should be provided.

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.

ARTICLE 3 DEFINITIONS

Riding Stable: “Any land or structure designed, intended or used for the keeping of horses or ponies for hire, either with or without instruction in riding.”

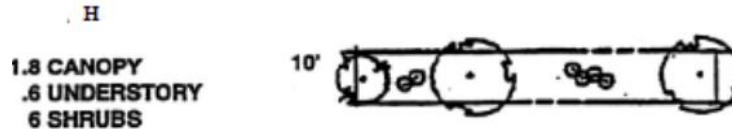
ARTICLE 4 ZONING DISTRICTS

- As shown on the Town of Windham Land Use Map approved by the Town Council, date January 27, 2026, Tax Map 7; Lot: 27B is located in the F District.
- The proposed land use, Riding Stable, is permitted use in the F District §120-406B.
- Per §120-406E the 52.07 lot exceeds the 80,000 minimum lot size. The lot does not appear to have the minimum required frontage of 200 feet. The parcel has 30 feet of frontage on Land of Nod Road. Lilac Drive is not a right-of-way described in the provided warranty deed. The applicant should provide evidence that the lot is a nonconforming lot of record or a backlot that complies with §120-533. The proposed buildings will comply with the 40 feet minimum front setback as well as the 10-foot rear and side yards setbacks.
- Per §120-406F(8) and (9) a minimum buffer is required along the along the street and for nonresidential uses (see Article 5 §120-511 performance standards below for more details).

ARTICLE 5 PERFORMANCE STANDARDS

§120-511 – Buffer yards

C(2)(a) Other commercial uses in the F Zoning District shall use Buffer Yard H along the boundary abutting a residential use, see exhibit below.



[C\(3\)\(f\)](#) Buffers along street. Farm District with public street frontage use Buffer Yard D, E, or F or the front setback increased to 100 feet. The proposed development is over 350 feet from Land of Nod Road.

§120- 812 – MAJOR SITE PLAN PERFORMANCE STANDARDS

§120-812A – Utilization of the Site

- The subject parcel is approximately 52.07 acres in size, developed with a single family dwelling permitted in 1992 and a riding arena and offices permitted in 2004 as an agriculture use.
- The existing conditions plan shows wetlands, streams and a non-significant vernal pool identified by Sebago Technics, Inc in 2024. Only the portion of the property with existing and proposed development was included in the wetland survey. The sketch plan anticipates altering 4,000 square feet of wetland for the development. A US Army Corps wetland permit shall be provided for the final plan review or the required approval shall be included as a condition of approval in accordance with [§120-807F\(1\)](#).

§120-812B – Vehicular Traffic

- [\(1\)](#) The site is located on the north southerly side of Land of Nod Road and utilizes Lilac Drive for access to the public street.

 - [\(a\)](#) *For the final plan review*, the applicant shall demonstrate that intersections on arterial streets within a half mile of any entrance road which are functioning at a level of service D or better prior to the development shall function at a minimum at level of service D after development.
 - [\(b\)](#) For the final plan review, the applicant shall provide a traffic analysis provide evidence the existing streets and intersections are expected to carry traffic generated by the development. The applicant shall provide, for the *final plan review*, a “traffic study,” prepared by a Maine licensed professional engineer, describing the impacts of the proposed project on the capacity, level of service and safety of adjacent streets when the project generates 50 or more trips during either the a.m. or p.m. peak hour, per [§120-811B\(2\)\(h\)](#).
- [\(2\)](#) 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. Site distances shall be shown on the final plan.
- [\(3\)](#) The site is proposed to be accessed through Lilac Drive to Land of Nod Road. The site plan should show the full extent of Lilac Drive to the intersection of Land of Nod Road.

 - [\(a\)](#) Private entrances/exits shall be located in accordance with Table 2 in [Appendix B Street Design and Construction Standards](#). This requirement may be reduced if the shape of the site does not allow conformance with this standard.

- (b) Private accessways in or out of a development shall be separated by a minimum of 75 feet where possible.
- (c) Accessways shall be aligned with accessways on the opposite side of a public street to the greatest extent possible.
- (4) The site shall be designed to allow internal vehicular circulation for the safe movement of passenger, service, and emergency vehicles through the site.

§120–812C – Parking and Loading

- (1) The applicant has designated a parking area on the site plan. The number of parking spaces and any required ADA spaces shall be quantified and labeled.

 - (b) All parking spaces, access drives, and impervious surfaces are to be located at least five feet from any side or rear lot line.
 - (d) All parking stalls proposed meet the 90 degree parking requirement to be a minimum stall width of at least nine feet zero inches and a stall depth of at least 18 feet zero inch.
- (2) The applicant states that the proposed number of parking spaces is adequate to provide parking and will meet the parking needs of the use.

§120–812D – Pedestrian Traffic

- The applicant proposes a riding stable development, in which pedestrian traffic within or adjacent will very rarely occur, the proposal does not include walkways or sidewalks along the internal driveways.

§120–812E – Stormwater Management

- (1) The applicants shall provide for final review a stormwater management system design for the collection and disposal of all the stormwater that runs off of parking areas, roofs, travel ways, and other surfaces.

 - (f) Major site plans, regardless of size, shall comply with Sections 4C(2) and 4C(3) of the General Standards of the DEP Chapter 500 Stormwater Management Law.

 - The applicant states that the amount of impervious and total disturbed area will require a Stormwater Permit from Maine DEP. The Town has delegated [DEP Stormwater Capacity](#). The Stormwater Permit will be reviewed concurrently with the site plan application.

§120–812F – Erosion Control

- (2) The applicant shall have provided for the final plan review an erosion and sedimentation control plan that will meet the minimum standards outlined in the Maine DEP Stormwater Rule Chapter 500 Appendix A – Erosion and Sediment Control, Appendix B – Inspections and Maintenance, Appendix C – Housekeeping. Erosion and Sedimentation Control.

 - A Maine Construction General Permit for erosion controls for land disturbances over 1 acre is required prior to the start of construction.

§120–812G – Water Supply Provisions

- (1) The building is proposed to be served by a private well. Public water is not available in the public street adjacent to the property.
- At the Development Review Team meeting the Deputy Fire Chief noted that sprinkler systems would not be required for the proposed new buildings per [Chapter 70](#). However, he requested that the applicant consider locating a fire cistern to provide a water source for firefighting purposes.

§120-812H – Sewage Disposal Provisions

- *For the final plan review*, the applicant shall provide the permit, design, or evidence from a Certified Site Evaluator that a subsurface wastewater disposal system meeting the requirements of the Subsurface Wastewater Disposal Rules will serve the proposed service development.

§120-812I – Utilities

- The proposed building shall be served by underground utility connection (electrical, telephone, and telecommunication services).
- A utility and grading plan shall be provided for the final plan review.

§120-812J – Groundwater Impacts

- The proposed wastewater disposal system is not anticipating being a disposal system with a capacity of 2,000 gallons per day (GPD) or more.

§120-812K – Water Quality Protection

- (1) A manure storage area is shown on the site plan. The applicant shall provide evidence that the use shall not adversely impact with the quality or of groundwater available to abutting properties.
- (3) The site is in the Inkhorn Brook watershed and is not in a direct watershed of lakes most at risk from new development or in an urban impaired stream watershed as identified by the Maine Department of Environmental Protection.

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

- (1) The proposed development does not anticipate handling, storing, or using any materials identified by the federal or state as hazardous, special, or radioactive.
- (2) The proposed above ground propane tanks are located at least 75 feet from any lot line.

§120-812M – Shoreland Relationship

- The sites are not located in the Shoreland Zone.

§120-812N – Technical and Financial Capacity

- (1) The applicant has provided Riding to the Top Therapeutic Riding Center’s Secretary of State Certificate of Good Standing status. The applicant shall provide an estimate of the project cost of development and evidence of financial capacity for the final plan review.

- (2) The applicant has Verdantas for site design and engineering and permitting, Stephen Blatt Architects for building design, Survey Inc for survey and Sebago Technics for wetland and natural resources services for the expansion of the riding stable facility.

§120-812O – Solid Waste Management

- The applicant shall identify the location of a solid waste container in dumpster pad on the site plan. To ensure proper disposal, the waste will be stored in until it can be transported by licensed private waste hauler.

§120-812P – Historical and Archaeological Resources

- The applicant shall provide evidence from the State showing that there are no historic or archaeological resources onsite.

§120-812Q – Floodplain Management

- The sites are not located in the mapped FEMA 100-year floodplain hazard area.

§120-812R – Exterior Lighting

- (1) The applicant will provide an acceptable lighting plan with hooded or shielded fixtures, cut sheets, and locations for review for the final plan review.
- (2) The applicant shall connect all light poles and other exterior light fixtures underground. The applicant has submitted a waiver request to retain the existing overhead electric service.

§120-812S – Noise

- (1) The proposed Riding Stable use shall not exceed 65 dB between 7:00 AM to 10:00 PM and 55 dB between 10:01 PM to 6:59 AM. For the final plan, the applicant shall meet the required performance standards of the [§120-545D Noise](#) standards for a commercial use.
- (3) No construction activities are allowed between the hours of 10:00 PM and 6:00 AM.

§120-812T – Storage of Materials

- For the final plan review the applicant shall address the standards for a concrete pad and screening for the dumpster enclosure.

CONCLUSIONS

- ~~1. The plan for development **reflects/does not reflect** the natural capacities of the site to support development.~~
- ~~2. Buildings, lots, and support facilities **will/will not** 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/will not** be maintained and protected to the maximum extent.~~
- ~~4. The proposed site plan **has/does not have** sufficient water available for the reasonably foreseeable needs of the site plan.~~

5. ~~The proposed site plan **will/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/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 site plan **will/will not** provide adequate sewage waste disposal.~~
8. ~~The proposed site plan **conforms/does not conform** to a duly adopted site plan regulation or ordinance, comprehensive plan, development plan, or land use plan.~~
9. ~~The developer **has/does not have** the adequate financial capacity to meet the standards of this section.~~
10. ~~The proposed site plan **will/will not** alone or in conjunction with existing activities, adversely affect the quality or quantity of groundwater.~~
11. ~~The proposed site plan **will/will not** 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/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/does not** 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/have not** been identified on the plan.~~
15. ~~Any river, stream, or brook within or abutting the subdivision **has/has not** been identified on any maps submitted as part of the application.~~

CONDITIONS OF APPROVAL (REQUIRED)

1. Approval is dependent upon and limited to the proposals and plans contained in the application dated March 24, 2026 as amended TBD 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 or [§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. The development is subject to the following [Article 12 Impact Fees](#), to be paid with the issuance of new building permits for new use: [Public Safety Impact Fee](#); and [Municipal Office Impact Fee](#). All fees will be determined and collected for any building, or any other permit for the development, [Section 120-1201C](#).