

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
Tanner Goodine, El, Sebago Technics, Inc.
Bob Burns, Town Manager

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

Overview

The application is for a new 14,330 sq ft footprint, 27,950 sq ft gross floor area, 2-story public safety building. Subject properties are identified as Tax Map: 7; Lot: 14 (portion); Zone: Commercial I (C-1) in the Little Sebago Lake watershed.

Use: Public Building.



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.

This development is located on a portion of the Amended Subdivision Plan of the Windham Mall approved by the Planning Board on April 25, 2005. An amended subdivision application to create the parcel for the North Windham Public Safety Building will be submitted with the final site plan application.

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 #26-05 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.~~

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\(2\)](#).

None requested.

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 #26-05 North Windham Public Safety Building project at Franklin Drive and identified on Tax Map: 7; 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 Now 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 a Purchase and Sale Agreement between Jonlee Windham, LLC and the Town of Windham and Quitclaim Deed with Covenant from Provost, Inc to Jonlee Windham, LLC, dated October 1, 1998, and recorded on October 2, 1998 at the Cumberland County Registry of Deeds in Book 14194and Page 120.

ARTICLE 3 DEFINITIONS

Public Building:

- A.** Any building, structure or installation used exclusively for public purposes by any department or branch of government.
- B.** 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.)

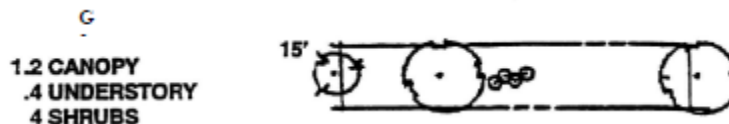
ARTICLE 4 ZONING DISTRICTS

- As shown on the Town of Windham [Land Use Map](#) approved by the Town Council, date January 27, 2026, Tax Map 7 Lot 14 is located in the C-1 District.
- The proposed land use, Public Building, is 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 in the applicable zoning district.

ARTICLE 5 PERFORMANCE STANDARDS

§120-511 – Buffer yards

- C(3)(b)** Buffers along streets. Commercial Districts (C-1, C-2, C-3, C-4, VC and WC Districts): use Buffer Yard G, see exhibit below.



§120-543 – Public Building

- Where site plan review is required for a new public building, the Planning Board may require landscaping, fences, screening or buffering between the lot on which the public building is to be located and any lot occupied by a residential dwelling. The proposed North Windham Public Safety Building 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 subject parcel is approximately 5 acres in size, to be created by amending the Amended Subdivision Plan of the Windham Mall approved by the Planning Board on April 25, 2005.
- The property has approximately 400 feet of frontage along Franklin Drive.
- The property is mostly cleared and is developed with parking for the Windham Mall, an infiltration basin for the Home Depot development, subsurface wastewater disposal fields for Hannaford and Home Depot and the driveway access to the Windham Veterans Center.
- No wetlands are shown on the plan.

§120–812B – Vehicular Traffic

- (1)** The site is located on the southerly side of Franklin Drive.
 - (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.
 - The access is shown in an easement area on a lot with an existing driveway onto Franklin Driveway.
- (3)** The site is proposed to be accessed through a X-foot wide driveway to Franklin Drive as well as through the Windham Mall existing parking area.

- (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) The entrance is aligned opposite with the Home Depot entrance.
- (4) The applicant is a site 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 designed a parking lot that accommodates 27 parking spaces, including one (2) ADA parking spaces, 5 parallel parking spaces opposite the apparatus bays, and 8 parallel on-street parking spaces on Franklin Drive.
 - (b) All parking spaces, access drives, and impervious surfaces are be located at least five feet from any side or rear lot line except where a parking lot is shared between two adjoining properties.
 - (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.
 - (h) Parallel parking spaces may be used along internal driveways or accessways. Stall width and depth shall be at least nine feet by 20 feet.
- (2) The applicant states that the proposed number of parking spaces is adequate to provide parking and will meet the parking needs of the Contractor service use.

§120-812D – Pedestrian Traffic

- The applicant proposes public on street parking on Franklin Drive, a 5’ wide sidewalk along Franklin Drive and a walkway from Franklin Drive to the proposed building.

§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 project requires an Amendment to the existing Site Location of Development Act Permit Maine DEP. The 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).
- The site is located in the Town’s Urbanized Area and regulated by the MS4 ([Municipal Separate Storm Sewer System](#)). The applicant states that the site disturbance is anticipated to be more than an acre and will be subjected to the annual maintenance and inspection report to the Town required by the Post-Construction Stormwater Ordinance, [Chapter 201 Article II](#), see Condition of Approval #3.

§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 connect to the public water system in Franklin Drive. For the final plan review the applicant shall secure and submit an Ability to Serve letter from the Portland Water District or the required approval shall be included as a condition of approval in accordance with §120-807F(1).

§120-812H – Sewage Disposal Provisions

- The building is proposed to be served by public sewer. For the final plan review the applicant shall secure and submit an Ability to Serve letter from the Portland Water District or the required approval shall be included as a condition of approval in accordance with §120-807F(1).

§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

(3) The site is in the Little Sebago Lake watershed a direct watershed of lakes most at risk from new development as identified by the Maine Department of Environmental Protection and the project is under review by DEP for a Site Law Permit.

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

- (1)** The proposed Contract services development does not anticipate handling, storing, or using any materials identified by the federal or state as hazardous, special, or radioactive.
- (2)** Bulk fuel storage to serve the generator shall be shown on the plan and if above ground be located at least 75 feet from any lot line or 40 feet in the case of underground storage.

§120-812M – Shoreland Relationship

- The sites are not located in the Shoreland Zone.

§120-812N – Technical and Financial Capacity

- (1) The applicant has not provided an estimate of the project cost of development or financial capacity evidence. Voters approved funding for this project at Town Meeting in June 2025.
- (2) The applicant has hired Great Falls Construction, Inc for construction and project management, Sebago Technics for site planning, surveying, permitting, and engineering services, and Grant Hays Associates and Invivid Architecture for building design for the development of the buildings and site improvements.

§120-812O – Solid Waste Management

- To ensure proper disposal, the waste will be stored in a solid waste container in dumpster pad 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.

§120-812S – Noise

- (1) The proposed uses 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

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

§120-813 Commercial District Design Standards for Commercial District *(In addition to meeting all the Design Standard in the C-1 district, the applicants must comply with a minimum of eight (8) other Design Standards.)*

§120-813A – Architecture/Building (Required for Final Plan Review)

- Required: [§120-813A\(1\)](#): Building style. The building is not a national franchise prototype and is not stylized to the point where it is a form of advertising. The applicant shall address this standard for the final plan review.
- Required: [§120-813A\(2\)](#): Materials. The applicant shall address this standard for the final plan review.

- Required: [§120–813A\(3\)](#): Color. The applicant shall address this standard for the final plan review.
- Required: [§120–813A\(4\)](#): Roofline. The applicant shall address this standard for the final plan review.
- Required: [§120–813A\(5\)](#): Facades. The building’s front façade will be facing Franklin. The applicant shall address this standard for the final plan.
- Required: [§120–813A\(6\)](#): Building style coordination (multi–building). There is only one building on the site; this section is not applicable.
- Required: [§120–813A\(7\)](#): Building entrance shall be clearly defined and highly visible. The applicant shall address this standard for the final plan review.
- Required: [§120–813A\(8\)](#): Architectural details. The applicant shall address this standard for the final plan review.
- Optional: [§120–813A\(9\)](#): LEED certification.

§120–813B – Site/Parking

- Optional: [§120–813B\(1\)](#): Parking Location:
- Optional: [§120–813B\(2\)](#): Internal Traffic Flow.
- Optional: [§120–813B\(3\)](#): Interconnected parking lots.
- Optional: [§120–813B\(4\)](#): Orientation of Building.
- Required: [§120–813B\(5\)](#): Screening, parking.
- Optional: [§120–813B\(6\)](#): Screening, Utility, and Service Areas. The dumpster will be screened with fencing.
- Optional: [§120–813B\(7\)](#): Parking Lot Landscaping.
- Optional: [§120–813B\(8\)](#): Low Impact Stormwater.
- Optional: [§120–813B\(9\)](#): Shared Stormwater Treatment.

§120–813C – Landscaping/Lighting

- Required: [§120–813C\(1\)](#): Lighting/Photometric Plan. The applicant shall address this standard for the final plan review.
- Required: [§120–813C\(2\)](#): Lighting Coordinated with Architecture. The applicant shall address this standard for the final plan review.
- Required: [§120–813C\(3\)](#): Lighting Coordinated with Landscaping. The applicant shall address this standard for the final plan review.
- Optional: [§120–813C\(4\)](#): Existing Trees Preserved.
- Required: [§120–813C\(5\)](#): Snow Storage Areas Designated. Snow storage areas shall be shown on the plan.
- Optional: [§120–813C\(6\)](#): Planting variety.
- Optional: [§120–813C\(7\)](#): Planting suitability.
- Optional: [§120–813C\(8\)](#): Mass plantings.
- Optional: [§120–813C\(9\)](#): Illumination levels.

§120–813D – Bicycle/Pedestrian

- Required: [§120-813D\(1\)](#): Internal walkways. Continuous internal walkways shall be provided from the public sidewalk to the principal customer entrance on Franklin Drive. Walkways also connect the parking area to the other building entrances.
- Required: [§120-813D\(2\)](#): Links to community. The applicant shall address this standard for the final plan review.
- Optional: [§120-813D\(3\)](#): Outdoor activity.
- Required: [§120-813D\(4\)](#): Sidewalks and planted esplanades. A sidewalk within Franklin Drive is proposed.
- Required: [§120-813D\(5\)](#): Crosswalks for sidewalks. A crosswalk is proposed to cross the driveway intersection at Franklin Drive.
- Required: [§120-813D\(6\)](#): Bicycle parking and racks. The applicant shall provide facilities for the parking of two bicycles, or one space per 10,000 square feet of building area, whichever is greater.

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

1. Approval is dependent upon and limited to the proposals and plans contained in the application dated March 31, 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. 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 1st of each year