

Town of Windham

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MEMO

DATE: December 5, 2018

TO: Windham Planning Board
FROM: Amanda Lessard, Planner *AL*
Cc: Dustin Roma, P.E., DM Roma Consulting Engineers
Development Review Team

RE: 18-21 Gray Road Retirement Community – Preliminary Subdivision Plan
Planning Board Meeting: December 10, 2018

Overview –

The applicant is proposing a 14 unit retirement community is 7 duplexes on an 11 acre property located on Gray Road and Swett Road. The property is located across the street from the Windham Community Park/Community Garden/Public Safety Building in the Windham Center Growth Area. A new 750 foot dead-end access drive off of Gray Road is proposed to serve the development.

This project appeared as a Preliminary Plan at the Board meeting on September 24, 2018, as a 12 unit development. At that meeting the Board held a public hearing discussed concerns about blasting, impacts on abutting drinking water wells, impacts on wetlands, if the wetland was in fact a stream. The Board requested that the applicant obtain a field determination regarding the stream from the Maine DEP. The applicant has submitted a revised preliminary plan that revises the layout of the road and dwelling units to be located further from the wetlands and adds an additional 2 dwelling units. The revised plan now proposes 4 leach fields, 2 of which will have advanced treatment. A revised hydrogeologic assessment has been also been submitted. As of the date of this memo, no correspondence from DEP has been submitted.

New comments from the staff memo dated September 20, 2018 appear as underlined text below.

Tax Map: 9, Lots: 27K and 27E (portion), Zone: Farm Residential (FR) and Retirement Community and Care Facility Overlay (RCCFO).

SUBDIVISION REVIEW

Staff Comments:

1. Waivers:

- a) §910.C.1.c.1 – High Intensity Soils Survey, Submission requirement.
Septic systems have been designed for four specific areas and the medium intensity soils map indicates similar characteristic soil characteristics that are mostly classified as HSG “C” soils. This submission requirement could reasonably be waived.
- b) ~~§911.J.6 – Stormwater Flooding. Performance standard~~
The revised stormwater management report included in the November 19, 2018 submission meets the flooding standard. No waiver necessary.
- c) §911.H.1B – Groundwater quality, Performance standard.
The applicant submitted a nitrate analysis that shows an increase of the nitrate-nitrogen above 10 mg/L in groundwater at the property boundary along Gray Road for septic system B. A written waiver request form should be submitted. Given the location of the plume in Gray Road and ~15 feet into the Town park property where no drinking water wells are located, this standard could reasonably be waived.

2. Complete Application:

MOTION: The application for project 18-21 Gray Road Retirement Community 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.

3. Public Hearing: A public hearing has been scheduled for the Planning Board meeting on September 24, 2018.
4. Site Walk: A site walk was held on Monday August 27, 2018 at 5:30pm.

Findings of Fact and conclusions for the

Windham Planning Board,

MOTION: The Preliminary Subdivision application for 18-21 Gray Road Retirement Community on Tax Map: 9, Lots: 27K and 27E is to be (approved with conditions/denied) with the following findings of fact and conclusions.

FINDINGS OF FACT

A. POLLUTION

- No portion of this subdivision is within the mapped 100 year floodplain.
- This subdivision is not located over a significant sand and gravel aquifer.
- A hydrogeologic assessment must be submitted as part of the Preliminary Plan when the subdivision is not served by public sewer and the subdivision has an average density of more than one dwelling unit per 100,000 square feet or where the site considerations of development design indicate greater potential of adverse impacts.

- The applicant agreed to provide a hydrogeologic assessment after receiving comments from abutters at the sketch plan meeting on July 23, 2018 that they had dug drinking water wells near the property line.
- A hydrogeologic assessment was not included in the July 23, 2018 or September 4, 2018 preliminary plan submissions.
- The November 19, 2018 submission includes a nitrate-nitrogen assessment dated November 16, 2018 prepared by Stephen Marcotte, CG, LSE of Summit Geoengineering Services that concludes that the proposed subsurface wastewater disposal systems B, C, D will not result in an increase of nitrate-nitrogen above 10 mg/L in groundwater at the property boundary. The proposed subsurface wastewater disposal system B will result in an increase of nitrate-nitrogen at the property boundary along Gray Road. The 10mg/L nitrate-nitrogen plume is shown on Plan of Wastewater Disposal Systems A&B. Given that public water is available to future development in the area of the plume from disposal field B and there is no known water supply wells near the plume, a waiver from this standard is requested.
- In an email dated December 3, 2018, Town Engineer Jon Earle P.E., stated that the drinking water standard could reasonably be waived based on the narrative as part of the conclusion to the nitrate study report.

B. WATER

- The development will be served by public water for domestic use.
- A written statement from the Portland Water District verifying that there is public water in proximity to the subdivision must be submitted with the Preliminary Plan.
- An Ability to Serve letter from the Portland Water District approving the public water service to the subdivision must be submitted with the Final Plan.
- Existing fire hydrants are located on Gray Road at the intersection of Pope Road and to the north in front of the Public Safety Building.
- At the Development Team Meeting on July 10, 2018 Fire Chief Brent Libby requested a new hydrant on the proposed street approximately 1,000 feet from the existing hydrants. Proposed hydrants should be shown on the plan.
- A new proposed fire hydrant is shown on Plan Sheet PP-2 of the September 4, 2018 preliminary plan set.

C. SOIL EROSION

- An erosion and sedimentation plan, prepared by DM Roma Consulting Engineers, dated September 4, 2018, has been submitted as part of the Preliminary Plan. Notes and details are shown on Drawing D-1.
- A stormwater management plan that meets the water quality and quantity standards as well as the flooding standard of Section 3 DEP Chapter 500 Stormwater Management must be submitted as part of the Preliminary Plan. If this project requires a Maine Department of Environmental Protection (DEP) Chapter 500 Stormwater Permit, it must be submitted with the Final Plan.
- Freshwater wetlands have been identified on the plan. No wetland impacts are proposed.

- A stormwater management plan has been submitted as part of the July 23, 2018 Preliminary Plan submission. The project proposes to treat the 122,356 square feet (2.81 acres) of new developed area with two (2) underdrained filter basins and roof drip edges on each building.
- The stormwater management plan states that a DEP permit is not required as the applicant will construct the roadway without developing the lots and the roadway will generate less than 1 acre of new impervious surface and less than 5 acres of total development. A DEP Stormwater Permit by Rule is required as the project will generate more than one (1) acre of land disturbance.
- Note 14 on the September 4, 2018 plan states that all buildings will require the installation of a roofline drip edge.
- In an email dated August 17, 2018, Town Engineer Jon Earle P.E., noted a minor (0.03 cfs) increase in peak flow for the 2-year storm at Study Point #1 and the applicant should submit a written waiver request. He also requested ground topographic survey within the footprints of Filter Basins 1 & 2 prior to final approval.
- A revised stormwater management plan has been submitted as part of the November 19, 2018 Preliminary Plan submission. The project proposes to treat the 106,014 square feet (2.43 acres) of new developed area (43,494 square feet (0.99 acres) impervious area) with two (2) underdrained filter basins, one (1) bio-retention cell and roof drip edges on each building.
- In an email dated December 3, 2018, Town Engineer Jon Earle P.E., noted that the project meets the Chapter 500 Basic, General, and Flooding Standards. He notes that the impervious area is just slightly below the threshold for a stormwater permit (66 SF) so Code Enforcement should ensure that the building permits plans are identical to footprints on the subdivision plan.

D. TRAFFIC

- The development will have access from the new 750 foot subdivision street.
- Per Section 911.M.5.a.6 (pg 9-58) access drive standards for condominium subdivisions shall meet the major private road standard (right-of-way width is not applicable).
- Sight distance in each direction for the proposed street on the existing public street should be shown on the Preliminary Plan.
- Section 911.M.3.d states that streetlights may be required at intersections with existing public streets. The Town of Windham Streetlight Policy, adopted June 25, 2013, states that streetlights should be at intersection with private roads that serve more than 10 lots.
- Based on the distance to uses that would generate pedestrian trips, sidewalks are required.
- A traffic impact analysis is required for subdivisions projected to generate more than 140 vehicle trips per day and should be submitted with the Preliminary Plan.
- The July 23, 2018 preliminary plan submission states that based on the ITE Trip Generation Manual the proposed 12 residential lots are expected to generate 12 peak hour trip-ends and generate 120 daily vehicle trips.
- The July 23, 2018 preliminary plan submission states vehicle sight distance at the proposed driveway intersection with Route 202 looking right and left is over 700 feet.

- A road plan and profile, prepared by DM Roma Consulting Engineers, dated July 23, 2018, shown on Sheet PP-1, was submitted as part of the Preliminary Plan.
- The road plan and profile (Sheet PP-1) and details (Sheet D-1) dated July 23, 2018 propose constructing the road with 2-10' travel lanes, 2' paved shoulders on each side, and a 2' gravel should on the non-sidewalk side of the drive.
- In an email dated August 17, 2018, Town Engineer Jon Earle P.E., asked for clarification on the roadway cross section on Sheet D-1 and the detail shown on Sheet D-2, that the sight distance be shown on the plan and that the trip generation number are conservative and for single family home and could be reduced referencing the trip generation from senior housing or condo/townhouses.
- A revised roadway section shown on Sheet D-1 of the September 4, 2018 plan set meets the Major Private Road standard for travel lane and shoulder widths and materials. Note 13 on the plan states that the road shall remain private.
- A revised road plan and profile, prepared by DM Roma Consulting Engineers, dated November 19, 2018, shown on Sheet PP-1, was submitted as part of the Preliminary Plan.
- In an email dated December 3, 2018, Town Engineer Jon Earle P.E., asked for updated trip generation based on the two additional proposed dwelling units. He noted that total will remain below the Town's threshold for a traffic impact study. He also requested a stop sign location and detail.

E. SEWERAGE

- The development will be served by individual private subsurface wastewater disposal systems.
- Soil test pit analysis included in subsurface wastewater disposal system applications (HHE-200) prepared by Mark J. Hampton, LSE CSS of Mark Hampton Associates, Inc dated August 18, 2018 show that the property has adequate soils to support a private septic system .
- Test pit/septic system locations are shown on the plan. A septic system to serve Units 1 and 2 is located off Route 202. A septic system to serve Units 3-12 is located behind Units 9/10 & 11/12.
- Soil test pit analysis was included in subsurface wastewater disposal system applications (HHE-200) prepared by Stephen Marcotte, CG, LSE of Summit Geoengineering Services dated November 12, 2018.
- Septic locations are shown on the plan. Septic system A to serve Units 1-4 is located off Route 202 and has advanced treatment. Septic system B to serve Units 5 and 6 is located near Route 202 across from the subdivision street from Units 3&4. Septic System C to serve Units 4-10 is located behind Units 9/10 & 11/12 and has advanced treatment. Septic System D to serve Units 11-14 is located at end of the street behind Units 13&14.

F. SOLID WASTE

- Residents of the two family dwellings will participate in the Town's pay-per-bag garbage program.
- Development of these lots should not produce an undue burden on the Town's ability to collect and dispose of solid waste.

G. AESTHETICS

- The site is currently undeveloped and wooded.
- There are no documented rare botanical features or significant wildlife habitat documented on the site.
- Street trees are shown on the Plan and Profile Sheets PP-1 and PP-2 of the preliminary plan set.
- Limits of tree clearing are shown on the preliminary plan. Note 12 on the plan states that clearing of trees is not allowed in areas where tree cover is depicted on the plan for a period of at least five (5) years from the date of Planning Board approval.

H. CONFORMITY WITH LOCAL PLANS AND ORDINANCES

- Comprehensive Plan:
 - The plan does meet the goals of the 2017 Comprehensive Plan. The property is located the Windham Center growth area.
- Land Use Ordinance:
 - All lots meet the minimum lot size (50,000 square feet) and frontage (150 feet) for lots in the FR zoning district.
 - Net residential density calculations are shown on the Plan.
 - The proposal meets the net residential density requirements and the setback requirements of the RCCFO district.
 - District Standards, Section 407.E. The project meets the standards of the RCCFO zoning district.
 - Buildings shall be designed that do not turn their back on the existing road.
 - Building elevations were included in the submission dated September 4, 2018.
 - Retirement Community dwellings shall be limited to 3 or fewer bedrooms per dwelling unit.
 - Submitted septic designs are for 2-bedroom units.
- Subdivision Ordinance
 - Standard notes and the standard condition of approval must be shown on the plans.
 - The Tax Map and Lot numbers provided by the Tax Assessor must be shown on the Final Plan.
 - Subdivision plan data compatible with the Town GIS must be submitted as part of the Final Plan submission.

- Condominium association documents should be provided with the Final Plan submission and must specify the rights and responsibilities of each owner with respect to the maintenance, repair, and plowing of the subdivision streets, open space and stormwater infrastructure.
- Others:
 - Chapter 221 Street Naming and Addressing: A street name approved by the Town Addressing Officer shall be shown on the Final Plan.

I. FINANCIAL AND TECHNICAL CAPACITY

- The expected construction costs to complete the required site improvements was included in the July 23, 2018 preliminary plan submission. A letter dated August 22, 2018 from Bruce J Cort, EA of Cort & Small LLC, was submitted as evidence of financial capacity.
- The applicant has provided information on the licensed professionals working on this project as evidence of technical capacity

J. RIVER, STREAM OR BROOK IMPACTS

- This project is divided between the Pleasant River, the Town's priority watershed, and Black Brook watersheds.
- At the Planning Board meeting on September 24, 2018 the Board requested that the application obtain a field determination from Maine DEP related to questions about a stream located in the mapped wetland area.
- The revised plan dated November 19, 2018 relocates the road to show a forested buffer adjacent to the wetlands.
- The project will not adversely impact any river, stream, or brook.

CONCLUSIONS

1. The proposed subdivision **will not** result in undue water or air pollution.
2. The proposed subdivision **has** sufficient water available for the reasonably foreseeable needs of the site plan.
3. The proposed subdivision **will not** cause an unreasonable burden on an existing water supply.
4. 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.
5. The proposed subdivision **will not** cause unreasonable highway or public road congestion or unsafe conditions with respect to the use of the highways or public roads existing or proposed.
6. The proposed subdivision **will** provide for adequate sewage waste disposal.
7. The proposed subdivision **will not** cause an unreasonable burden on the municipality's ability to dispose of solid waste.
8. The proposed subdivision **will not** have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites, significant wildlife habitat identified by the

- Department of Inland Fisheries and Wildlife or the municipality, or rare and irreplaceable natural areas or any public rights for physical or visual access to the shoreline.
9. The proposed subdivision **conforms** with a duly adopted site plan regulation or ordinance, comprehensive plan, development plan, or land use plan.
 10. The developer **has** adequate financial and technical capacity to meet the standards of this section.
 11. The proposed subdivision **is** situated entirely or partially within the watershed of any pond or lake or within 250 feet of any wetland, great pond or river as defined in Title 38, Chapter 3, subchapter I, article 2-B M.R.S.A.
 12. The proposed subdivision **will not** alone or in conjunction with existing activities, adversely affect the quality or quantity of ground water.
 13. The proposed subdivision **is not** situated entirely or partially within a floodplain.
 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. The proposed subdivision **will** provide for adequate storm water management.
 - ~~17. 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 have a lot depth to shore frontage ratio greater than 5 to 1. N/A~~
 18. 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.
 - ~~19. For any proposed subdivision that crosses municipal boundaries, the proposed subdivision **will/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. (N/A)~~
 - ~~20.~~ 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

1. Approval is dependant upon, and limited to, the proposals and plans contained in the application dated July 7, 2018, as amended November 19, 2018, and supporting documents and oral representations submitted and affirmed by the applicant, and conditions, if any, imposed by the Planning Board, and any variation from such plans, proposals and supporting documents and representations are subject to review and approval by the Planning Board or the Town Planner in accordance with Section 913 of the Subdivision Ordinance.