

Town of Brunswick, Maine

Item 15

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materials

Town of Brunswick, Maine

DEPARTMENT OF PLANNING AND DEVELOPMENT

MEMORANDUM

TO: Town Council
Julia Henze, Town Manager

FROM: Julie Erdman, Director of Planning & Development
Jimmy Dealaman, Principal Planner

DATE: February 6, 2026

SUBJECT: LD1829 Resolution

I. INTRODUCTION

In response to LD 1829, a state omnibus housing bill enacted by the Maine Legislature in June 2025, the Town of Westbrook is working to build a coalition of southern Maine communities seeking greater state support to address the financial burdens these laws will place on municipalities. Staff are presenting a draft resolution (Attachment 1) for the Council's consideration. If adopted, the resolution would be shared with the Legislature alongside similar concerns and feedback from other participating communities.

II. BACKGROUND INFORMATION

LD 1829, *An Act to Build Housing for Maine Families and Attract Workers to Maine Businesses* (Attachment 2), was enacted with the intent of increasing housing supply through expanded housing density statewide. While the Town supports the goal of addressing Maine's housing shortage, several provisions of the law raise concerns for municipalities, including:

- **Lack of differentiation among communities:** The law does not distinguish between municipalities that have already approved substantial housing development and those with limited recent growth, despite varying local conditions and capacities.
- **Infrastructure capacity and funding challenges:** Mandated density increases may exceed existing municipal infrastructure capacity—including water, sewer, stormwater, transportation, and schools—requiring significant capital investments without a dedicated state funding mechanism.
- **Limitations on growth management tools:** The prohibition on growth caps in designated growth areas removes an important tool used by municipalities to align development with infrastructure capacity and comprehensive planning goals.
- **Development pressure outside growth areas:** Allowing increased density outside designated growth areas where water and sewer are available may conflict with established growth management principles and increase the risk of sprawl.
- **Increased administrative burden:** Required ordinance amendments and mandatory planning board training impose additional administrative and financial demands, particularly on communities with limited staff resources.
- **Restrictions on impact fees:** Limitations on impact fees constrain municipalities' ability to fund necessary infrastructure improvements associated with state-mandated growth, shifting costs to local taxpayers.

- **Impacts on locally adopted comprehensive plans:** The prescriptive nature of LD 1829 undermines locally driven planning process and the principles of home rule that are fundamental to the State of Maine's system of governance.

The attached resolution is intended to formally express these concerns and request corrective legislative action and additional state support to ensure that housing policy advances its goals while remaining aligned with local planning and infrastructure capacity.

III. REQUESTED ACTIONS

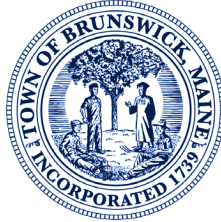
- It is requested that the Town Council vote to adopt the attached resolution regarding LD1829.

IV. ATTACHMENTS

Attachment 1. Draft Resolution

Attachment 2. LD1829

Town of Brunswick, Maine



TOWN COUNCIL

RESOLUTION REGARDING LD 1829: AN ACT TO BUILD HOUSING FOR MAINE FAMILIES AND ATTRACT WORKERS TO MAINE BUSINESSES BY AMENDING THE LAWS GOVERNING HOUSING DENSITY

WHEREAS, the Town of Brunswick recognizes that Maine faces a significant and ongoing housing shortage that affects residents, workers, families, and the overall economic vitality of our communities; and

WHEREAS, the Town of Brunswick is committed to being part of the solution to Maine's housing shortage and supports thoughtful, locally responsive efforts to increase housing supply and affordability; and

WHEREAS, the Maine Legislature enacted LD 1829 in June 2025 with the stated intent of building housing for Maine families and attracting workers to Maine businesses by expanding allowable housing density statewide; and

WHEREAS, while the Town of Brunswick supports the goals of increasing housing supply, the prescriptive implementation requirements of LD 1829 present critical challenges that threaten our ability to manage growth responsibly and maintain the quality of life our residents expect; and

WHEREAS, the Town of Brunswick has been a regional leader in housing production, the Brunswick Planning Board has approved 771 housing units in the last four years, yet LD 1829 does not distinguish between municipalities with demonstrated housing production and those with limited or no recent development activity; and

WHEREAS, the mandated density increases under LD 1829 exceed the capacity of existing municipal infrastructure to support new growth, including water systems, sewer systems, stormwater management, transportation networks, and schools, thereby necessitating capital investments that exceed local budget capacity and will require significant state financial support; and

WHEREAS, the Town of Brunswick has adopted a Climate Action Plan that supports an incremental approach to increasing strategic density to promote sustainable, accessible and climate resilient neighborhoods; and

WHEREAS, LD 1829 encourages growth outside of growth areas if served by water and sewer, despite established planning best practices that direct new development towards growth areas while preserving rural lands and natural resources; and

WHEREAS, the prohibition on growth caps in designated growth areas eliminates a critical tool that municipalities have used to align development with infrastructure capacity and comprehensive planning; and

WHEREAS, LD 1829 requires repeated ordinance amendments and mandatory planning board training, imposing significant administrative and financial burdens on municipalities, particularly smaller and rural communities that rely on volunteer planning boards and lack dedicated professional planning staff; and

WHEREAS, restrictions on impact fees under LD 1498 prevent municipalities from funding the broader infrastructure upgrades necessary to support growth mandated by LD 1829, further shifting costs to local taxpayers and limiting municipal fiscal flexibility; and

WHEREAS, the Town of Brunswick has developed its comprehensive plan through extensive community engagement to reflect local priorities, environmental constraints, and a vision for the community's future, and LD 1829's one-size-fits-all approach undermines this locally driven planning process and the principles of home rule that are fundamental to the State of Maine's system of governance;

NOW, THEREFORE, BE IT RESOLVED that the Town Council of the Town of Brunswick hereby:

1. **Expresses significant concern** regarding the challenges presented by LD1829 presents to responsible growth management, infrastructure planning, and comprehensive planning;
2. **Calls upon** the Maine Legislature to enact corrective legislation that:
 - Establishes a dedicated, multi-year state infrastructure funding program to support municipalities experiencing mandated growth;
 - Allows municipalities that meet or exceed growth requirements under the Growth Management Act to continue employing reasonable growth management tools;

- Clarifies the interaction between LD 1829's prohibition on growth cap and the Rate of Growth law to avoid unintended sprawl and development pressure in rural areas;
 - Eliminates the lot size and density mandates for areas outside designated growth areas that are served by sewer and water;
 - Strengthens and clarifies housing affordability requirements to ensure that increased density results in attainable housing for Maine residents;
 - Revises impact fee restrictions to allow municipalities to fund necessary infrastructure improvements associated with new development; and
 - Provides adequate, ongoing funding for technical assistance and capacity building for municipalities and regional planning organizations;
3. **Requests** that the Legislature work collaboratively with municipalities, regional planning organizations, and municipal associations to refine the law, enhance state-municipal communication, and ensure that housing policy achieves affordability goals while respecting local planning authority and infrastructure constraints;
4. **Directs** the Town Manager to forward copies of this resolution to:
- Speaker of the Maine House of Representatives Ryan Fecteau
 - Brunswick State Senator: Matthea Daughtry
 - Brunswick State Representatives: Poppy Arford, Daniel Ankeles and Cheryl Golek
 - Governor Janet Mills
 - Maine Municipal Association
 - Midcoast Council of Governments

ADOPTED this [___] day of February, 2026.

Nathan MacDonald, Chair Brunswick Town Council

Fran Smith, Brunswick Town Clerk

STATE OF MAINE

IN THE YEAR OF OUR LORD
TWO THOUSAND TWENTY-FIVE

H.P. 1224 - L.D. 1829

**An Act to Build Housing for Maine Families and Attract Workers to Maine
Businesses by Amending the Laws Governing Housing Density**

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 25 MRSA §2463-B is enacted to read:

§2463-B. Fire protection in accessory dwelling units

Fire suppression sprinklers are not required for an accessory dwelling unit unless the accessory dwelling unit is within or attached to a structure of more than 2 dwelling units, including accessory dwelling units. As used in this section, "accessory dwelling unit" has the same meaning as in Title 30-A, section 4301, subsection 1-C.

Sec. 2. 30-A MRSA §4301, sub-§1-C, as enacted by PL 2019, c. 145, §1 and reallocated by RR 2019, c. 1, Pt. A, §36, is amended to read:

1-C. Accessory dwelling unit. "Accessory dwelling unit" means a self-contained dwelling unit located within, attached to or detached from a single-family dwelling unit or multi-unit structure located on the same parcel of land.

Sec. 3. 30-A MRSA §4360, sub-§2, as enacted by PL 2003, c. 127, §1, is amended to read:

2. Differential ordinances. A municipality may enact rate of growth ordinances that set different limits on the number of building or development permits that are permitted in designated rural areas ~~and designated growth areas~~. A municipality may not enact rate of growth ordinances that limit residential development in designated growth areas, as defined in section 4301, subsection 6-C, except as authorized by this chapter.

Sec. 4. 30-A MRSA §4364, sub-§2, as enacted by PL 2021, c. 672, §4, is amended to read:

2. Density requirements. A municipality shall allow an affordable housing development where multifamily dwellings are allowed to have a dwelling unit density of at least 2 1/2 times the base density that is otherwise allowed in that location and may not require more than 2 off-street parking spaces for every 3 units. The development must be in a designated growth area of a municipality ~~consistent with section 4349-A, subsection~~

~~1, paragraph A or B~~ as identified in a comprehensive plan adopted pursuant to this subchapter or the development must be served by a public, special district or other centrally managed water system and a public, special district or other comparable sewer system. The development must comply with minimum lot size requirements in accordance with Title 12, chapter 423-A, as applicable.

Sec. 5. 30-A MRSA §4364, sub-§2-A is enacted to read:

2-A. Additional height allowance. Except as otherwise prohibited under Title 38, chapter 3 and municipal shoreland zoning ordinances, a municipality shall allow, subject to review by a municipal fire official or designee, an affordable housing development to exceed any municipal height restriction by no less than one story or 14 feet.

Sec. 6. 30-A MRSA §4364, sub-§5, as enacted by PL 2021, c. 672, §4 is amended by enacting at the end a new first blocked paragraph to read:

Upon receipt of written verification from a local plumbing inspector that a housing structure meets the requirements of this subsection, additional review or documentation by a municipality related to waste and wastewater requirements before issuing a certificate of occupancy is prohibited.

Sec. 7. 30-A MRSA §4364-A, sub-§1, as amended by PL 2023, c. 192, §6, is repealed and the following enacted in its place:

1. Use allowed. Notwithstanding any provision of law to the contrary, except Title 12, chapter 423-A, for any area in which residential uses are allowed, including as a conditional use, a municipality shall allow at a minimum:

A. Three dwelling units, attached or detached, including accessory dwelling units, per lot; and

B. Four dwelling units, attached or detached, including accessory dwelling units, per lot if the lot is located in a designated growth area, as identified in a comprehensive plan adopted pursuant to this subchapter, or served by a public, special district or other centrally managed water system and a public, special district or other comparable sewer system.

A municipality may allow more units than the minimum number required by this subsection.

Sec. 8. 30-A MRSA §4364-A, sub-§2, as amended by PL 2023, c. 192, §8, is repealed.

Sec. 9. 30-A MRSA §4364-A, sub-§2-A is enacted to read:

2-A. Lot size and density allowance for private property. Notwithstanding any provision of law to the contrary, except Title 12, chapter 423-A, this subsection applies to any area in which residential uses are allowed, including as a conditional use.

A. If a lot is located in a designated growth area and is served by a public, special district or other centrally managed water system and a public, special district or other comparable sewer system, a minimum lot size requirement may not exceed 5,000 square feet and a density requirement may not exceed 1,250 square feet of lot area per dwelling unit for the first 4 dwelling units and 5,000 additional square feet of lot area per dwelling unit for subsequent units.

B. If a lot is located outside a designated growth area and in an area served by a public, special district or other centrally managed water system and a public, special district or other comparable sewer system, a minimum lot size requirement may not exceed 5,000 square feet and a density requirement may not exceed 5,000 square feet of lot area for the first 2 dwelling units contained within a single structure, not including accessory dwelling units.

C. If a lot is located in a designated growth area without a public, special district or other comparable sewer system, a minimum lot size requirement may not exceed the minimum lot size required by Title 12, chapter 423-A and the density requirement or calculation may not be more restrictive than required by Title 12, chapter 423-A.

If 4 or fewer dwelling units have been constructed on a lot as a result of the allowances under this section or section 4364-B, the lot is not eligible for any additional increases in density, including under section 4364, unless more units are allowed by the municipality.

Sec. 10. 30-A MRSA §4364-A, sub-§3, as amended by PL 2023, c. 192, §9, is repealed and the following enacted in its place:

3. General requirements. Except as provided in this section, a municipal ordinance may not establish dimensional requirements for multiple units allowed by this section that are greater than dimensional requirements required for single-family dwelling units. As used in this subsection, "dimensional requirements" means requirements that govern the size and placement of structures, including building height, lot area, minimum frontage, lot depth and setbacks.

Sec. 11. 30-A MRSA §4364-A, sub-§4, as enacted by PL 2021, c. 672, §5, is amended by enacting at the end a new first blocked paragraph to read:

Upon receipt of written verification from a local plumbing inspector that a housing structure meets the requirements of this subsection, additional review or documentation by a municipality related to waste and wastewater requirements before issuing a certificate of occupancy is prohibited.

Sec. 12. 30-A MRSA §4364-A, sub-§5-A is enacted to read:

5-A. Planning board approval not required. A municipality may not require planning board approval for 4 or fewer dwelling units within a structure.

Sec. 13. 30-A MRSA §4364-B, sub-§1, as amended by PL 2023, c. 192, §12, is further amended to read:

1. Use permitted. Except as provided in Title 12, chapter 423-A, a municipality shall allow an accessory dwelling unit to be located on the same lot as a single-family dwelling unit or multi-unit structure in any area in which residential uses are permitted, including as a conditional use, in accordance with this section.

Sec. 14. 30-A MRSA §4364-B, sub-§2, ¶B, as enacted by PL 2021, c. 672, §6, is amended to read:

B. Attached to or sharing a wall with a single-family dwelling unit or multi-unit structure; or

Sec. 15. 30-A MRSA §4364-B, sub-§3, as amended by PL 2023, c. 192, §15, is further amended to read:

3. Zoning requirements. With respect to accessory dwelling units, municipal zoning ordinances must comply with the following conditions:

A. At least one accessory dwelling unit must be allowed on any lot where a single-family dwelling unit is the principal structure; and

~~B. If more than one accessory dwelling unit has been constructed on a lot as a result of the allowance under this section, the lot is not eligible for any additional increases in density except as allowed by the municipality; and~~

C. An accessory dwelling unit is must be allowed on a lot that does not conform to the municipal zoning ordinance if the accessory dwelling unit does not further increase the nonconformity.

Sec. 16. 30-A MRSA §4364-B, sub-§4, ¶A, as enacted by PL 2021, c. 672, §6, is amended to read:

A. A municipality shall exempt ~~an one~~ accessory dwelling unit on a lot from any density requirements or calculations related to the area in which the accessory dwelling unit is constructed.

Sec. 17. 30-A MRSA §4364-B, sub-§4, ¶E is enacted to read:

E. A municipality shall allow the construction or occupancy of an accessory dwelling unit on a lot even if the owner of the lot where the accessory dwelling unit is located does not reside in a dwelling unit on that lot.

Sec. 18. 30-A MRSA §4364-B, sub-§7, as enacted by PL 2021, c. 672, §6, is amended by enacting at the end a new first blocked paragraph to read:

Upon receipt of written verification from a local plumbing inspector that a housing structure meets the requirements of this subsection, additional review or documentation by a municipality related to waste and wastewater requirements before issuing a certificate of occupancy is prohibited.

Sec. 19. 30-A MRSA §4364-C, sub-§4 is enacted to read:

4. Mandatory training. The municipal reviewing authority and the municipal body hearing zoning appeals, if applicable, shall attend a training on land use planning offered by a state agency or a statewide association representing municipalities or a regional council or municipality within 180 days of appointment or, if a training is not available within the 180-day period, the municipal reviewing authority member and the municipal body hearing zoning appeals must attend the next available training.

Sec. 20. 30-A MRSA §4401, sub-§4, as amended by PL 2023, c. 79, §1, is further amended to read:

4. Subdivision. "Subdivision" means the division of a tract or parcel of land into 3 or more lots within any 5-year period that begins on or after September 23, 1971. This definition applies whether the division is accomplished by sale, lease, development, buildings or otherwise. The term "subdivision" also includes the division of a new structure or structures on a tract or parcel of land into ~~3~~ 5 or more dwelling units within a 5-year period, the construction or placement of ~~3~~ 5 or more dwelling units on a single tract or parcel of land and the division of an existing structure or structures previously used for commercial or industrial use into ~~3~~ 5 or more dwelling units within a 5-year period.

A. In determining whether a tract or parcel of land is divided into 3 or more lots, the first dividing of the tract or parcel is considered to create the first 2 lots and the next dividing of either of these first 2 lots, by whomever accomplished, is considered to create a 3rd lot, unless:

(1) Both dividings are accomplished by a subdivider who has retained one of the lots for the subdivider's own use as a single-family residence that has been the subdivider's principal residence for a period of at least 5 years immediately preceding the 2nd division; or

(2) The division of the tract or parcel is otherwise exempt under this subchapter.

B. The dividing of a tract or parcel of land and the lot or lots so made, which dividing or lots when made are not subject to this subchapter, do not become subject to this subchapter by the subsequent dividing of that tract or parcel of land or any portion of that tract or parcel. The municipal reviewing authority shall consider the existence of the previously created lot or lots in reviewing a proposed subdivision created by a subsequent dividing.

C. A lot of 40 or more acres must be counted as a lot, except:

(2) When a municipality has, by ordinance, or the municipal reviewing authority has, by regulation, elected not to count lots of 40 or more acres as lots for the purposes of this subchapter when the parcel of land being divided is located entirely outside any shoreland area as defined in Title 38, section 435 or a municipality's shoreland zoning ordinance.

D-1. A division accomplished by devise does not create a lot or lots for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter or avoid other applicable municipal requirements, including, but not limited to, road standards and safety.

D-2. A division accomplished by condemnation does not create a lot or lots for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter.

D-3. A division accomplished by order of court does not create a lot or lots for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter.

D-4. A division accomplished by gift to a person related to the donor of an interest in property held by the donor for a continuous period of 5 years prior to the division by gift does not create a lot or lots for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter. If the real estate exempt under this paragraph is transferred within 5 years to another person not related to the donor of the exempt real estate as provided in this paragraph, then the previously exempt division creates a lot or lots for the purposes of this subsection. "Person related to the donor" means a spouse, parent, grandparent, brother, sister, child or grandchild related by blood, marriage or adoption. A gift under this paragraph ~~can not~~ cannot be given for consideration that is more than 1/2 the assessed value of the real estate.

D-5. A division accomplished by a gift to a municipality if that municipality accepts the gift does not create a lot or lots for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter.

D-6. A division accomplished by the transfer of any interest in land to the owners of land abutting that land does not create a lot or lots for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter. If the real estate exempt under this paragraph is transferred within 5 years to another person without all of the merged land, then the previously exempt division creates a lot or lots for the purposes of this subsection.

E. The division of a tract or parcel of land into 3 or more lots and upon each of which lots permanent dwelling structures legally existed before September 23, 1971 is not a subdivision.

F. In determining the number of dwelling units in a structure, the provisions of this subsection regarding the determination of the number of lots apply, including exemptions from the definition of a subdivision of land.

H-2. This subchapter may not be construed to prevent a municipality from enacting an ordinance under its home rule authority that otherwise regulates land use activities.

A municipality may not enact an ordinance that expands the definition of "subdivision" except as provided in this subchapter. A municipality that has a definition of "subdivision" that conflicts with the requirements of this subsection at the time this paragraph takes effect shall comply with this subsection no later than ~~January 1, 2021~~ July 1, 2027. ~~Such a municipality must file its conflicting definition at the county registry of deeds by June 30, 2020 for the definition to remain valid for the grace period ending January 1, 2021. A filing required under this paragraph must be collected and indexed in a separate book in the registry of deeds for the county in which the municipality is located.~~

I. The grant of a bona fide security interest in an entire lot that has been exempted from the definition of subdivision under paragraphs D-1 to D-6, or subsequent transfer of that entire lot by the original holder of the security interest or that person's successor in interest, does not create a lot for the purposes of this definition, unless the intent of the transferor is to avoid the objectives of this subchapter. A mortgage, pledge or other instrument of hypothecation against a dwelling unit or other smaller portion of real property within a parcel that is otherwise defined by this section as a lot does not itself constitute a subdivision for purposes of this section.

J. Unless the intent of a transferor is to avoid the objectives of this subchapter, the division of a tract or parcel of land accomplished by the transfer of any interest in the land to a holder does not create a lot or lots for purposes of this definition if:

(1) The transferred interest, as expressed by conservation easement, binding agreement, declaration of trust or otherwise, is to be permanently held for one or more of the following conservation purposes:

- (a) Retaining or protecting the natural, scenic or open space values of the land;
- (b) Ensuring the availability of the land for agricultural, forest, recreational or open space use;
- (c) Protecting natural resources; or
- (d) Maintaining or enhancing air quality or water quality; and

(2) The transferred interest is not subsequently further divided or transferred except to another holder.

As used in this paragraph, "holder" has the same meaning as in Title 33, section 476, subsection 2.

Sec. 21. 30-A MRSA §4402, sub-§6, as amended by PL 2019, c. 174, §2, is further amended to read:

6. Division of new or existing structures. Beginning ~~July 1, 2018~~ January 1, 2026, a division of a new or existing structure into 3 or more dwelling units whether the division is accomplished by sale, lease, development or otherwise in a municipality where the project is subject to municipal site plan review.

A. For the purposes of this subsection, "municipal site plan review" means review under a municipal ordinance that sets forth a process for determining whether a development meets certain specified criteria, which must include criteria regarding stormwater management, sewage disposal, water supply and vehicular access and which may include criteria regarding other environmental effects, layout, scale, appearance and safety.

B. The municipal reviewing authority in each municipality shall determine whether a municipal site plan review ordinance adopted by the municipality meets the requirements of paragraph A.

Sec. 22. Training of current members. Notwithstanding the Maine Revised Statutes, Title 30-A, section 4364-C, subsection 4, a member of a municipal reviewing authority or municipal body hearing zoning appeals holding office on the effective date of this Act shall attend a training as described in Title 30-A, section 4364-C, subsection 4 within 180 days of the effective date or, if a training is not available within the 180-day period, must attend the next available training.

Sec. 23. Application. Notwithstanding any provision of law to the contrary, except for those sections of this Act that enact the Maine Revised Statutes, Title 25, section 2463-B, amend Title 30-A, section 4301, subsection 1-C and enact Title 30-A, section 4364-C, subsection 4, this Act applies to municipalities for which ordinances may be enacted by the municipal officers without further action or approval by the voters of the municipality beginning July 1, 2026 and applies to all other municipalities beginning July 1, 2027.