NORTHSTAR PLANNING

MEMORANDUM

TO: Lisbon Town Council

CC: Glenn Michalowski, Town Manager

From: Kate Burch, AICP, Senior Planner, North Star Planning

RE: Ordinance Amendments, Lisbon Village Zoning -- Sections 70-536, 70-638, 70-833, 70-661, 70-662

Date: February 10, 2025

Overview

Lisbon's Comprehensive Plan identifies the town's three villages as the places to focus growth and development. The town's economic development work seeks to encourage new housing and mixed-use developments in these villages, filling a need for increased housing, diverse housing types, and improving walkable neighborhoods.

Last year, Lisbon's Land Use Ordinance was identified as a barrier to new development in the villages. Three major issues were identified that have impacted the feasibility of recent project proposals:

- The ordinance currently limits building height to 35' throughout town, and the Route 196 Design Standards allow a 1½ to 2 story height. This height is lower than many historic buildings in Lisbon's villages, and it restricts the development of housing at scale as well as small parcels.
- Density for village parcels on public water and sewer is set at 5,000 SF per single family home, and 3,000 SF per multifamily dwelling unit. Many parcels in the village are under 10,000 SF, so these density standards limit the ability to build multiple units on small lots, or split historic buildings into multiple units.
- The current parking minimum of 2 spaces per unit can be difficult to meet when little land is available on smaller parcels or when splitting historic buildings into multiple units.

The Planning Board and Town Council held a joint workshop on August 13, 2024 to discuss changes to Lisbon's Village zoning to promote housing and economic development. The changes discussed were increasing the height limit and density in the Village zone, and making parking requirements more flexible. Following this meeting, North Star Planning and the Planning Board developed a series of zoning changes with the goal to make it economically viable for more multifamily and mixed-use buildings to be constructed in the Villages.

Proposed Changes

- New height maximum increased to 45' in Village Zone and, and 4 stories in the Village Main Street, Village Character District of the Route 196 Design Standards
- Set 2 parking space maximum per dwelling unit in the Village zone
- Eliminate density per dwelling unit for buildings in the Village Zone on public sewer and water. Building size is limited by the height maximum, as well as existing setbacks and maximum lot coverage, so eliminating the square footage per dwelling unit standard will allow more flexibility for what people can do within a building.

Ordinance Changes

Chapter 70, Zoning Regulations
Article IV – District Regulations
DIVISION 14. - DIMENSIONAL REQUIREMENTS

Sec. 70-536. - Dimensional requirements.

District	Minimum Lot Size	Minimum Road Frontage	Minimum Shore Frontage	Minimum Front Setback	Shoreland Area Minimum Setback	Minimum Side Setback	Minimum Rear Setback	Maximum Lot Coverage	Minimum Lot Width
Village									
w/o water and sewer	20,000 SF per DU	50'	100'	10'	25'	10'	10'	75%	50'
~~SF~~ w/ water and sewer	5,000 SF minimum lot size	50'	100'	10'	25'	10'	10'	75%	50'
~~multifamily (MF)~~	~~3,000 SF per DU~~	~~50'~~	~~100'~~	~~10'~~	~~25'~~	~~10'~~	~~10'~~	~~75%~~	~~50'~~

Sec. 70-638. - Building height.

No building shall exceed 35 feet in height, except in the Village Zone where the maximum height is 45'. Features of buildings and structures, such as chimneys, towers, ventilators and spires, may exceed ~~35' in height~~ the maximum height but shall be set back from the nearest lot line a distance not less than the height of such feature or structure unless a greater setback is required by other provisions of this chapter. (Code 1983, § 15-509)

ARTICLE VII. - LISBON ROUTE 196 CORRIDOR DESIGN STANDARDS
Sec. 70-833. - Design standards.

(1) *Site layout and general design.*

(a) *General standards by district.* In addition to the General Standards, (b) through (f) below, these character disstrict standards shall apply.

1) *Village character district.*

b. *Scale and density.* Buildings in the Village Zone shall be constructed to a 1½ to 4 story height (maximum building height of 45 feet). Buildings in other zoning districts shall be constructed to a 1½ to 2 story height (maximum building height of 35 feet), unless a lower building height is determined to be more compatible with the surrounding buildings. In cases of a building or buildings (connected) with a larger footprint (>5,000 square feet), the building massing must be broken up architecturally to be consistent with the village scale and surrounding buildings. The village districts are intended to support higher building density, with greater percentage of lot coverage and more units/square footage and mixed uses.

2) *Village/Main Street character district.*

b. *Scale and density* Buildings in the Village Zone shall be constructed to a 1½ to 4 story height (maximum building height of 45 feet). Buildings in other zoning districts shall be constructed to a 1½ to 2 story height (maximum building height of 35 feet), unless a lower building height is determined to be more compatible with the surrounding buildings. In cases of a building or buildings (connected) with a larger footprint (>5,000 square feet), the building massing must be broken up architecturally to be consistent with the village scale and surrounding buildings. The village districts are intended to support higher building density, with greater percentage of lot coverage and more units/square footage and mixed uses.

DIVISION 3. - OFF-STREET PARKING AND LOADING

Sec. 70-661. - Basic requirement.

(a) In any district where permitted, no use of premises shall be authorized or extended, and no building or structure shall be constructed or enlarged unless there is provided for such extension, construction or enlargement, off-street automobile parking space within 300 feet of the principal building, structure or use of the premises, in accordance with section 70-662.

(b) In the Village District the use of an existing building for its current use shall be deemed to be in compliance with the off-street parking requirements of this section. However, any change in the use above the first floor or any renovation which increases the floor area shall be required to comply with the required off-street parking requirements for the increased floor area.

(c) Except as provided below, each parking space shall contain a rectangular area at least 18 feet long and nine feet wide. Up to 20 percent of required parking spaces may contain a rectangular area of only eight feet in width by 15 feet in length. If such spaces are provided, they shall be conspicuously designated as reserved for small or compact cars only. Lines demarcating parking spaces may be drawn at various angles in relation to curbs or aisles, so long as the parking spaces so created contain within them the rectangular area required by this section.

(d) Wherever parking areas consist of spaces set aside for parallel parking, the dimensions of such parking spaces shall be not less than 22 feet by nine feet.

(e) The use of shared parking and driveways is encouraged ~~allowed as a conditional use~~. The applicant must provide a shared parking plan as part of their submission. Required off-street parking may be allowed when the developer/owner demonstrates right and availability of parking within that zone. The following criteria must be met in order for the planning board to approve shared parking or driveways: reasonable access to the site; walking distance to the facility; and enough spaces are available to accommodate the needs of each use. If the parcel changes ownership, uses, or is enlarged, the property owner must return to the planning board for reapproval of the shared parking.

(f) The joint use of a parking facility by two or more principal buildings or uses is encouraged. ~~may be approved by the planning board where it is~~ The applicant must clearly demonstrate~~d~~ that said parking facilities would substantially meet the intent of the requirements by reason of variation in the probable time of maximum use by patrons or employees of such establishments.

Sec. 70-662. - Schedule of minimum off-street parking requirements.

PARKING SPACE REQUIREMENTS

Activity	Minimum Required Parking
Amusement, assembly, auditoriums, church, convention halls, funeral homes, gymnasiums, library, restaurant (and similar), stadiums, sports arenas, race tracks, skating rinks, theaters	1 space for every 4 seats (24 inches of bench equals 1 seat) plus 1 space for every 200 gsf of assembly area
Automobile dealers new and used	5 spaces + 1 space for every 3,000 gsf of display area (indoor and outdoor)
Automobile repair garage	2 spaces for every service bay + 1 space for every employee
Barber/beauty shop	2 spaces for every chair
Boarding house, lodging house, motel/hotel/inn, tourist home	1 space for every bedroom + 1 space for every employee on largest shift
Campground	1 space for every site
Children's day care facility	1 space for every employee + 1 space for every 6 children
Clubs	1 space for every 3 patrons (design capacity)
Construction contractors and tradesmens offices, laboratories and similar uses	1 space for every employee on largest shift
Drive through facility	5 queuing spaces per lane
Flea market	2 spaces for every table (max table length = 10 feet)
Gasoline service establishment	1 space for every 250 gsf (note 1)
Group homes (ME DHS)	1 space for every 3 bedrooms + 1 space for every employee
Home occupations	1 space for every 350 gsf of area used for home occupation
Hospital	1 space for every bed + 1 space for every 3 employees
Industrial use, warehouse	1 space for every employee on largest shift
Med offices	5 space for every staff doctor + 2 spaces for every 3 employees
Mixed use	Total of individual uses
Museum, wholesale	1 space for every 500 gsf

Nursing homes	1 space for every 5 beds + 1 space for every employee
Office bldg, retail	1 space for every 300 gsf
Residential dwelling unit	2 spaces for every dwelling unit 2 spaces maximum for every dwelling unit in the Village Zone
Residential elderly housing	0.5 space for every dwelling unit (Note 2)
School—Community colleges and arts schools	1 space for every 200 gsf
School—Elementary	2 spaces for every classroom
School—Secondary	5 spaces for every classroom
Self storage facilities	1 space for every 50 units