

# MAINE STATE LEGISLATURE

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# 132nd MAINE LEGISLATURE

## SECOND REGULAR SESSION-2026

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Legislative Document

No. 2173

H.P. 1461

House of Representatives, January 27, 2026

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**An Act to Update the Laws Regarding Housing Developments and Accessory Dwelling Units**

(EMERGENCY)

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Approved for introduction by a majority of the Legislative Council pursuant to Joint Rule 203.

Reference to the Committee on Housing and Economic Development suggested and ordered printed.

A handwritten signature in black ink, appearing to read "R. B. Hunt".

ROBERT B. HUNT  
Clerk

Presented by Representative COLLAMORE of Pittsfield.

Cosponsored by Senator CURRY of Waldo and

Representatives: Speaker FECTEAU of Biddeford, ROBERTS of South Berwick.

1                   **Emergency preamble.** **Whereas**, acts and resolves of the Legislature do not  
2 become effective until 90 days after adjournment unless enacted as emergencies; and

3                   **Whereas**, the majority of the changes made by this legislation will become applicable  
4 to certain municipalities on July 1, 2026; and

5                   **Whereas**, this legislation modifies recently enacted provisions of law that will  
6 become applicable to many municipalities without the modifications made by this  
7 legislation on July 1, 2026; and

8                   **Whereas**, this legislation creates a grace period for certain municipalities to delay  
9 compliance with a recently enacted provision of law if the municipality makes a filing with  
10 the municipality's county register of deeds prior to July 1, 2026; and

11                   **Whereas**, this legislation contains other critical changes that must go into effect as  
12 soon as possible to allow municipalities to implement the Legislature's intent and remain  
13 in compliance with the law; and

14                   **Whereas**, this legislation will not go into effect prior to July 1, 2026 unless enacted  
15 as an emergency; and

16                   **Whereas**, in the judgment of the Legislature, these facts create an emergency within  
17 the meaning of the Constitution of Maine and require the following legislation as  
18 immediately necessary for the preservation of the public peace, health and safety; now,  
19 therefore,

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

21                   **Sec. 1. 25 MRSA §2463-B**, as enacted by PL 2025, c. 385, §1, is amended to read:

22                   **§2463-B. Fire protection in accessory dwelling units**

23                   Fire suppression sprinklers are not required for an accessory dwelling unit unless the  
24 accessory dwelling unit is within or attached to a structure of that contains, or will contain  
25 upon completion of construction, more than 2 dwelling units, including accessory dwelling  
26 units. As used in this section, "accessory dwelling unit" has the same meaning as in Title  
27 30-A, section 4301, subsection 1-C.

28                   **Sec. 2. 30-A MRSA §4360**, as amended by PL 2025, c. 385, §3 and affected by  
29 §23, is further amended to read:

30                   **§4360. Rate of growth ordinances**

31                   **1. Ordinance review and update.** A municipality that enacts a rate of growth  
32 ordinance shall review and update the ordinance at least every 3 years to determine whether  
33 the rate of growth ordinance is still necessary and how the rate of growth ordinance may  
34 be adjusted to meet current conditions.

35                   **1-A. Definition; common scheme of development.** For the purposes of this section,  
36 "common scheme of development" means a plan or process of development that:

37                   A. Takes place on contiguous parcels or lots in the same immediate vicinity; and  
38                   B. Exhibits characteristics of a unified approach, method or effect, such as:  
39                   (1) Unified ownership, management or supervision;

- (2) Sharing common equipment or labor; or
- (3) Common financing.

**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. A municipality may not enact or enforce 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 subsection 3.

**3. Ordinance requirements.** A municipality may adopt a rate of growth ordinance only if:

- A. The ordinance is consistent with section 4314, subsection 3;
- B. The ordinance sets the number of building or development permits for new residential dwellings, ~~not including permits for affordable housing~~, at ~~105%~~ 130% or more of the mean number of total permits issued for new residential dwellings within the municipality during the ~~10~~ 5 years immediately prior to the year in which the number is calculated. The mean is determined by adding together the total number of permits issued, ~~excluding permits issued for affordable housing~~, for new residential dwellings for each year in the prior ~~10~~ 5 years and then dividing by ~~10~~ 5;
- C. ~~In addition to the permits established pursuant to paragraph B, the ordinance sets the number of building or development permits for affordable housing at no less than 10% of the number of permits set in the ordinance pursuant to paragraph B; and~~
- C-1. The ordinance does not require a development permit for affordable housing as defined in section 5246, subsection 1;
- D. The number of building or development permits for new residential dwellings allowed under the ordinance is recalculated every 3 years; ~~and~~
- E. Within a designated growth area, the ordinance does not limit the development permits allowed per project or per common scheme of development to a number that is less than 35% of the allocated permits for that area.

**Sec. 3. 30-A MRSA §4364, first ¶, as amended by PL 2023, c. 192, §1, is further amended to read:**

For an affordable housing development approved on or after the implementation date defined in subsection 1-A, a municipality with density requirements shall apply density requirements in accordance with this section, and, for an affordable housing development approved on or after the implementation date defined in subsection 1-B, a municipality with height restriction requirements shall apply additional height allowance requirements in accordance with this section.

**Sec. 4. 30-A MRSA §4364, sub-§1-A**, as enacted by PL 2023, c. 192, §3, is amended to read:

**1-A. Implementation date; density requirements.** For purposes of this section, with respect to applying density requirements under this section, "implementation date" means:

A. January 1, 2024 for municipalities for which ordinances may be enacted by the municipal officers without further action or approval by the voters of the municipality; and

1                   B. July 1, 2024 for all other municipalities.

2                   **Sec. 5. 30-A MRSA §4364, sub-§1-B** is enacted to read:

3                   **1-B. Implementation date; height allowances.** For purposes of this section, with  
4                   respect to applying additional height allowances under this section, "implementation date"  
5                   means:

6                   A. July 1, 2026 for municipalities for which ordinances may be enacted by the  
7                   municipal officers without further action or approval by the voters of the municipality;  
8                   and

9                   B. July 1, 2027 for all other municipalities.

10                  **Sec. 6. 30-A MRSA §4364, sub-§2-A**, as enacted by PL 2025, c. 385, §5 and  
11                  affected by §23, is amended to read:

12                  **2-A. Additional height allowance.** Except as otherwise prohibited under Title 38,  
13                  chapter 3 and municipal shoreland zoning ordinances, a municipality shall allow, ~~subject~~  
14                  to review by a municipal fire official or designee, an affordable housing development to  
15                  exceed any municipal height restriction by ~~no less than one story or~~ 14 feet ~~but only up to~~  
16                  a total building height of 55 feet. To be eligible for an additional height allowance pursuant  
17                  to this subsection, an affordable housing development must be reviewed by a fire official  
18                  or designee during the development approval process; must comply with minimum lot size  
19                  requirements in accordance with Title 12, chapter 423-A, as applicable; and must:

20                  A. Be in a designated growth area of a municipality as identified in a comprehensive  
21                  plan adopted pursuant to subchapter 2; or

22                  B. Be served by a public, special district or other centrally managed water system and  
23                  a public, special district or other comparable sewer system.

24                  This subsection may not be construed to provide additional authority to a fire official or  
25                  designee or to establish new standards for the review of an affordable housing development  
26                  by a fire official or designee other than the requirements established in the Maine Uniform  
27                  Building and Energy Code, adopted pursuant to Title 10, chapter 1103.

28                  **Sec. 7. 30-A MRSA §4364, sub-§5**, as amended by PL 2025, c. 385, §6 and  
29                  affected by §23, is further amended by repealing the first blocked paragraph and enacting  
30                  the following in its place:

31                  A municipal ordinance may not require minimum standards for subsurface wastewater  
32                  disposal systems other than what is required pursuant to rules adopted by the Department  
33                  of Health and Human Services governing subsurface wastewater disposal pursuant to Title  
34                  22, section 42.

35                  **Sec. 8. 30-A MRSA §4364-A**, as amended by PL 2025, c. 385, §§7 to 12 and  
36                  affected by §23 and amended by c. 388, Pt. D, §37, is further amended by amending the  
37                  section headnote to read:

38                  **§4364-A. Residential areas; generally; up to 4 dwelling units allowed**

39                  **Sec. 9. 30-A MRSA §4364-A, sub-§1**, as repealed and replaced by PL 2025, c.  
40                  385, §7 and affected by §23 and amended by c. 388, Pt. D, §37, is repealed and the  
41                  following enacted in its place:

1           **1. Use allowed.** Notwithstanding any provision of law to the contrary, except Title  
2           12, chapter 423-A, for any area in which residential uses are allowed, including as a  
3           conditional use, the following are permitted uses:

4           A. At least 3 dwelling units, attached or detached, inclusive of accessory dwelling  
5           units, per lot; and

6           B. At least 4 dwelling units, attached or detached, inclusive of accessory dwelling  
7           units, per lot if the lot is located in a designated growth area, as identified in a  
8           comprehensive plan adopted pursuant to subchapter 2, or the lot is served by a public  
9           water system and a public sewer system.

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

12          **Sec. 10. 30-A MRSA §4364-A, sub-§1-A,** as enacted by PL 2023, c. 192, §7, is  
13          amended to read:

14          **1-A. Implementation date.** For purposes of this section, "implementation date" has  
15          the same meaning as in section 4364, subsection 1-A. means:

16           A. January 1, 2024 for municipalities for which ordinances may be enacted by the  
17           municipal officers without further action or approval by the voters of the municipality;  
18           and

19           B. July 1, 2024 for all other municipalities.

20          **Sec. 11. 30-A MRSA §4364-A, sub-§2-A,** as enacted by PL 2025, c. 385, §9 and  
21          affected by §23, is amended to read:

22          **2-A. Lot Limitations on municipal ordinances related to lot size and density  
23           allowance for private property requirements.** Notwithstanding any provision of law to  
24           the contrary, except Title 12, chapter 423-A, this subsection applies to any area in which  
25           residential uses are allowed, including as a conditional use.

26           A. If a lot is located in a designated growth area and is served by a public, special  
27           district or other centrally managed water system and a public, special district or other  
28           comparable sewer system, a municipal ordinance may not require a minimum lot size  
29           requirement may not exceed that exceeds 5,000 square feet and a density requirement  
30           may not exceed 1,250 square feet of lot area per dwelling unit for the first 4 dwelling  
31           units and 5,000 additional square feet of lot area per dwelling unit for subsequent units  
32           may not require more than 1,250 square feet of lot area per dwelling unit for the first 4  
33           dwelling units.

34           B. If a lot is located outside a designated growth area and in an area served by a public,  
35           special district or other centrally managed water system as defined in Title 22, section  
36           2601, subsection 8 and a public, special district or other comparable sewer system, a  
37           municipal ordinance may not require a minimum lot size requirement may not exceed  
38           that exceeds 5,000 square feet and a density requirement may not exceed 5,000 square  
39           feet of lot area for the first 2 dwelling units contained within a single structure, not  
40           including accessory dwelling units may not require more than 5,000 square feet of lot  
41           area per dwelling unit for one dwelling unit or 10,000 square feet of lot area for 2  
42           dwelling units within a single structure.

1                   C. If a lot is located in a designated growth area without a public, special district or  
2                   other comparable sewer system, a municipal ordinance may not establish minimum lot  
3                   size requirement may not exceed the minimum lot size required by Title 12, chapter  
4                   423-A and the density requirement or calculation may not be more restrictive than  
5                   required by Title 12, chapter 423-A requirements, density requirements or  
6                   requirements for other calculations related to dwelling units per lot area other than what  
7                   is required pursuant to rules adopted by the Department of Health and Human Services  
8                   governing subsurface wastewater disposal pursuant to Title 22, section 42.

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

12                  **Sec. 12. 30-A MRSA §4364-A, sub-§4**, as amended by PL 2025, c. 385, §11 and  
13                  affected by §23, is further amended by repealing the first blocked paragraph and enacting  
14                  the following in its place:

15                  A municipal ordinance may not require minimum standards for subsurface wastewater  
16                  disposal systems other than what is required pursuant to rules adopted by the Department  
17                  of Health and Human Services governing subsurface wastewater disposal pursuant to Title  
18                  22, section 42.

19                  **Sec. 13. 30-A MRSA §4364-A, sub-§5-A**, as enacted by PL 2025, c. 385, §12 and  
20                  affected by §23, is amended to read:

21                  **5-A. Planning board approval not required.** A For any area in which residential  
22                  uses are allowed, including as a conditional use, a municipality may not require planning  
23                  board approval for to establish 4 or fewer dwelling units within a single structure on a lot  
24                  or for accessory dwelling units.

25                  **Sec. 14. 30-A MRSA §4364-B, sub-§1**, as amended by PL 2025, c. 385, §13 and  
26                  affected by §23, is further amended to read:

27                  **1. Use permitted.** Except as provided in Title 12, chapter 423-A, a municipality shall  
28                  allow an accessory dwelling unit to be located on the same lot as a single-family dwelling  
29                  unit or multi-unit 2-unit or 3-unit residential structure in any area in which residential uses  
30                  are permitted, including as a conditional use, in accordance with this section.

31                  **Sec. 15. 30-A MRSA §4364-B, sub-§1-A**, as enacted by PL 2023, c. 192, §13, is  
32                  amended to read:

33                  **1-A. Implementation date.** For purposes of this section, "implementation date" has  
34                  the same meaning as in section 4364, subsection 1-A. means:

35                  A. January 1, 2024 for municipalities for which ordinances may be enacted by the  
36                  municipal officers without further action or approval by the voters of the municipality;  
37                  and

38                  B. July 1, 2024 for all other municipalities.

39                  **Sec. 16. 30-A MRSA §4364-B, sub-§2, ¶B**, as amended by PL 2025, c. 385, §14  
40                  and affected by §23, is further amended to read:

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

1                   **Sec. 17. 30-A MRSA §4364-B, sub-§3, ¶A**, as amended by PL 2025, c. 385, §15  
2 and affected by §23, is further amended to read:

3                   A. At least one accessory dwelling unit must be allowed on any lot where ~~a single~~  
4 ~~family dwelling unit is the principal structure is a single-family dwelling unit or 2-unit~~  
5 ~~or 3-unit residential structure; and~~

6                   **Sec. 18. 30-A MRSA §4364-B, sub-§7**, as amended by PL 2025, c. 385, §18 and  
7 affected by §23, is further amended by repealing the first blocked paragraph and enacting  
8 the following in its place:

9 ~~A municipal ordinance may not require minimum standards for subsurface wastewater~~  
10 ~~disposal systems other than what is required pursuant to rules adopted by the Department~~  
11 ~~of Health and Human Services governing subsurface wastewater disposal pursuant to Title~~  
12 ~~22, section 42.~~

13                   **Sec. 19. 30-A MRSA §4364-B, sub-§8, ¶A**, as amended by PL 2023, c. 192, §19,  
14 is repealed.

15                   **Sec. 20. 30-A MRSA §4364-D, sub-§1, ¶C** is enacted to read:

16                   C. "Small child care facility" has the same meaning as in Title 22, section 8301-A,  
17 subsection 1-A, paragraph E.

18                   **Sec. 21. 30-A MRSA §4364-D, sub-§2**, as enacted by PL 2025, c. 288, §2, is  
19 amended to read:

20                   **2. Location of child care.** A child care facility or a family child care provider is ~~must~~  
21 ~~be a permitted use in a municipal area that is zoned for residential purposes; A family~~  
22 ~~child care provider or small child care facility located in an area zoned for residential~~  
23 ~~purposes must be subject to the same zoning requirements for other residential property as~~  
24 ~~a single-family dwelling unit.~~

25                   **Sec. 22. 30-A MRSA §4364-E**, as enacted by PL 2025, c. 364, §2 and reallocated  
26 by RR 2025, c. 1, Pt. A, §42, is amended by enacting after the first paragraph a new  
27 paragraph to read:

28                   This section does not apply to areas allowing industrial uses.

29                   **Sec. 23. 30-A MRSA §4401, sub-§4, ¶H-2**, as amended by PL 2025, c. 385, §20  
30 and affected by §23, is further amended to read:

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

33                   A municipality may not enact an ordinance that expands the definition of "subdivision"  
34 except as provided in this subchapter. A municipality that has a definition of  
35 "subdivision" that conflicts with the requirements of this subsection ~~at the time this~~  
36 ~~paragraph takes effect on September 24, 2025~~ shall comply with this subsection no  
37 later than July 1, 2027, except that if a municipality that has a ~~conflicting definition~~  
38 ~~files its conflicting definition in the county registry of deeds applicable to that~~  
39 ~~municipality by July 1, 2026, that definition remains valid until January 1, 2028. A~~  
40 ~~filing made pursuant to this paragraph must be collected and indexed in a separate book~~  
41 ~~in the registry of deeds for the county in which the municipality is located.~~

**Sec. 24. 30-A MRSA §4402, sub-§6**, as amended by PL 2025, c. 385, §21 and affected by §23, is further amended to read:

**6. Division of new or existing structures.** Beginning January 1, 2026, a A division of a new or existing structure into 3 5 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. 25. Application.** Notwithstanding any provision of law to the contrary, those sections of this Act that amend the Maine Revised Statutes, Title 30-A, sections 4364, 4364-A, 4364-B and 4364-E apply 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 apply to all other municipalities beginning July 1, 2027.

**Sec. 26. Effective date; growth ordinances.** That section of this Act that amends the Maine Revised Statutes, Title 30-A, section 4360 takes effect January 1, 2028.

**Emergency clause.** In view of the emergency cited in the preamble, this legislation takes effect when approved, except as otherwise indicated.

## SUMMARY

This bill modifies provisions of law related to housing development and regulation in the following ways.

1. It clarifies requirements related to fire protection in accessory dwelling units.
2. It modifies provisions governing rate of growth ordinances to require that such an ordinance set the number of building or development permits for new residential dwellings at 130% or more of the mean number of total permits issued for new residential dwellings within a municipality during the 5 years immediately prior. It also provides that a municipality may not enforce certain growth ordinances and that a growth ordinance may not require a development permit for affordable housing. It also establishes requirements related to the limit a municipality may place on the number of development permits issued per project or per common scheme of development in a designated growth area.
3. It modifies the provision of law that allows certain affordable housing developments to exceed municipal height restrictions and establishes a new implementation date by which municipalities must apply the requirements with respect to height restrictions as modified by this legislation. It also clarifies that the implementation date established in Public Law 23, chapter 192 now applies only to density requirements, not height restrictions. The

1 changes to these implementation dates do not apply until July 1, 2026 for municipalities  
2 for which ordinances may be enacted by the municipal officers without further action or  
3 approval by the voters of the municipality and July 1, 2027 for all other municipalities.  
4 The bill replaces cross-references to the implementation date in current law.

5 4. It provides that municipalities may not require minimum subsurface wastewater  
6 disposal standards for housing structures, affordable housing developments and accessory  
7 dwelling units other than what is required by the Department of Health and Human Services  
8 rules for subsurface wastewater disposal.

9 5. It modifies provisions of law that place limitations on municipal ordinances that  
10 establish minimum lot sizes and density requirements for certain residential property.

11 6. It clarifies that planning board approval is not needed for accessory dwelling units.  
12 It also limits the structures in which a municipality is required to allow an accessory  
13 dwelling unit to a single-family dwelling unit or 2-unit or 3-unit residential structure instead  
14 of a single-family dwelling unit or multi-unit residential structure as in current law.

15 7. It provides that a small child care facility or a family child care provider located in  
16 an area zoned for residential purposes must be subject to the same zoning requirements as  
17 a single-family dwelling unit.

18 8. It clarifies that the provision of law that requires municipalities to allow residential  
19 units within buildings located in an area zoned for commercial use does not apply to areas  
20 allowing industrial uses.

21 9. It creates a grace period from the deadline for updating a municipal ordinance with  
22 a definition of "subdivision" that is not in compliance with current law by allowing a  
23 municipality to keep its noncompliant definition in force until January 1, 2028 if the  
24 municipality files its current noncompliant definition in the applicable county registry of  
25 deeds by July 1, 2026.

26 10. It changes an exception to the law regarding subdivisions for divisions of new or  
27 existing structures by making the exception applicable to the division of a new or existing  
28 structure into 5 or more dwelling units instead of 3 or more.