The Town of Houlton ordains that the official Houlton Zoning Map be amended by relocating the B-2 boundary on the east side of North Street approximately 276 feet southerly to include all of Lots 6,7, and 8 of the North Meadows Subdivision (part of Tax Map 28, Lot 26-1), all of Tax Map 28, Lot 27, and all of Tax Map 28, Lot 27-1.

Town of Houlton

HOULTON PLANNING BOARD

21 Water St. Houlton, ME. 04730
tel. (207) 532-7111, fax (207)532-1304

MEMORANDUM

TO: The Honorable Houlton Town Council

FROM: Stephen Graham, Chairman Houlton Planning Board

DATE: October 6, 2026

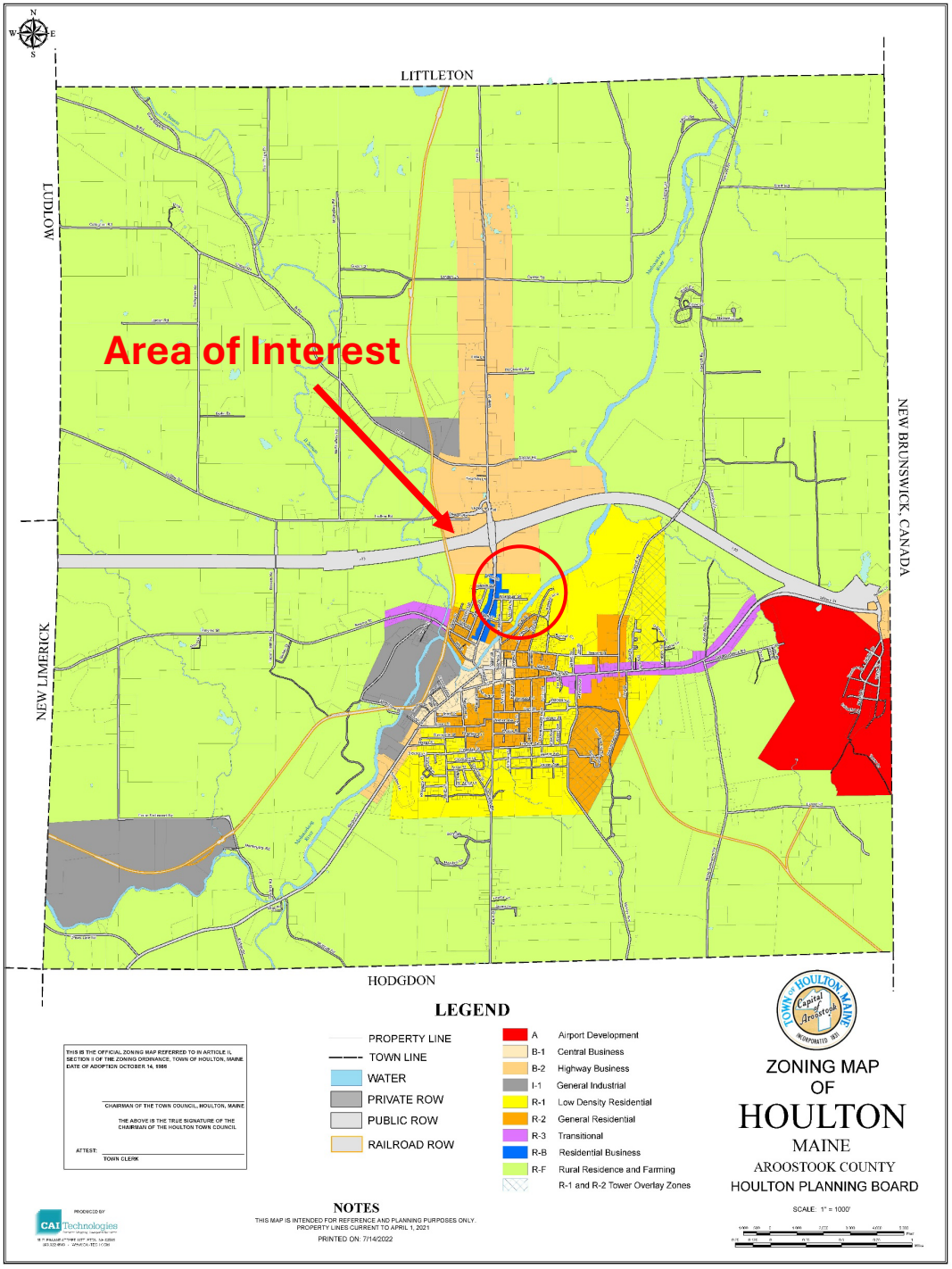
RE: Recommendation to relocate zoning district boundary line

On July 16, 2026, August 18, 2026, and September 15, 2026, during their regular meetings, the Houlton Planning Board considered a request from Houlton Housing LLC (petitioner) to relocate the southern boundary line of the (B-2) Highway Business District on North Street. The petitioner requests that the zone boundary be relocated approximately 270 feet southerly to incorporate lots #6, #7, and #8 of the North Meadows Subdivision. The subject lots are currently zoned (R-1) Low Density Residential district.

Additionally, the Planning Board considered including in the zone boundary change, the two abutting lots to the west of the North Meadows Subdivision, identified as Tax Map 4, Lots 27 and 27-1. (see Exhibit A). These lots are currently zoned as (R-B) Residential Business district.

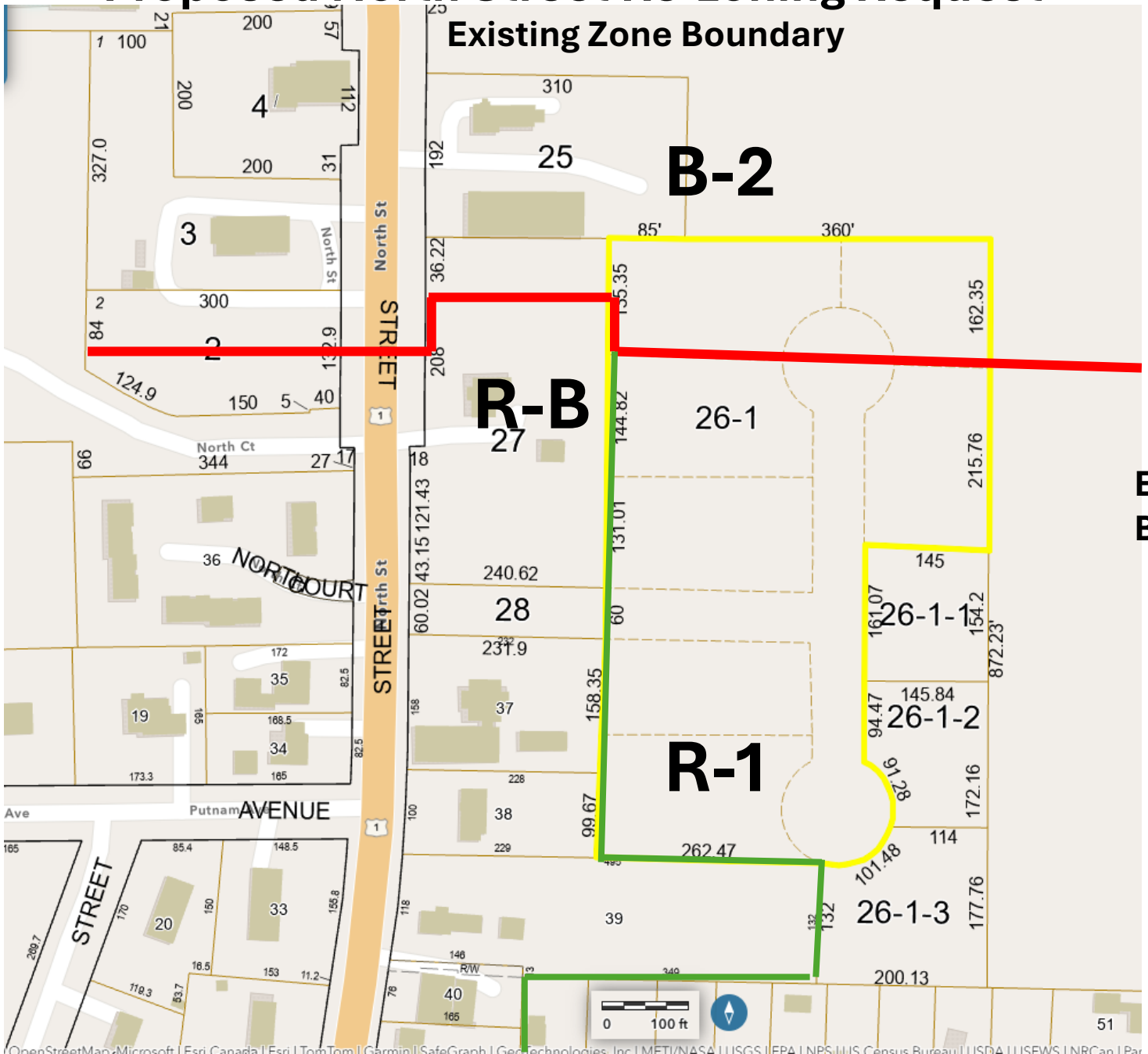
The Town of Houlton Zoning Ordinance, Section 6 states that the Town Council may, from time to time, amend this Ordinance pursuant to the Town Charter.

On September 15, 2026, the Houlton Planning Board voted to recommend the above-described amendment to the official Zoning Map of the Town of Houlton but acknowledges that vehicular access to future commercial developments on these lots may not be appropriate using the existing access roadway to North Meadows Subdivision (Lupine Lane) and that alternative access routes should be considered for future development.

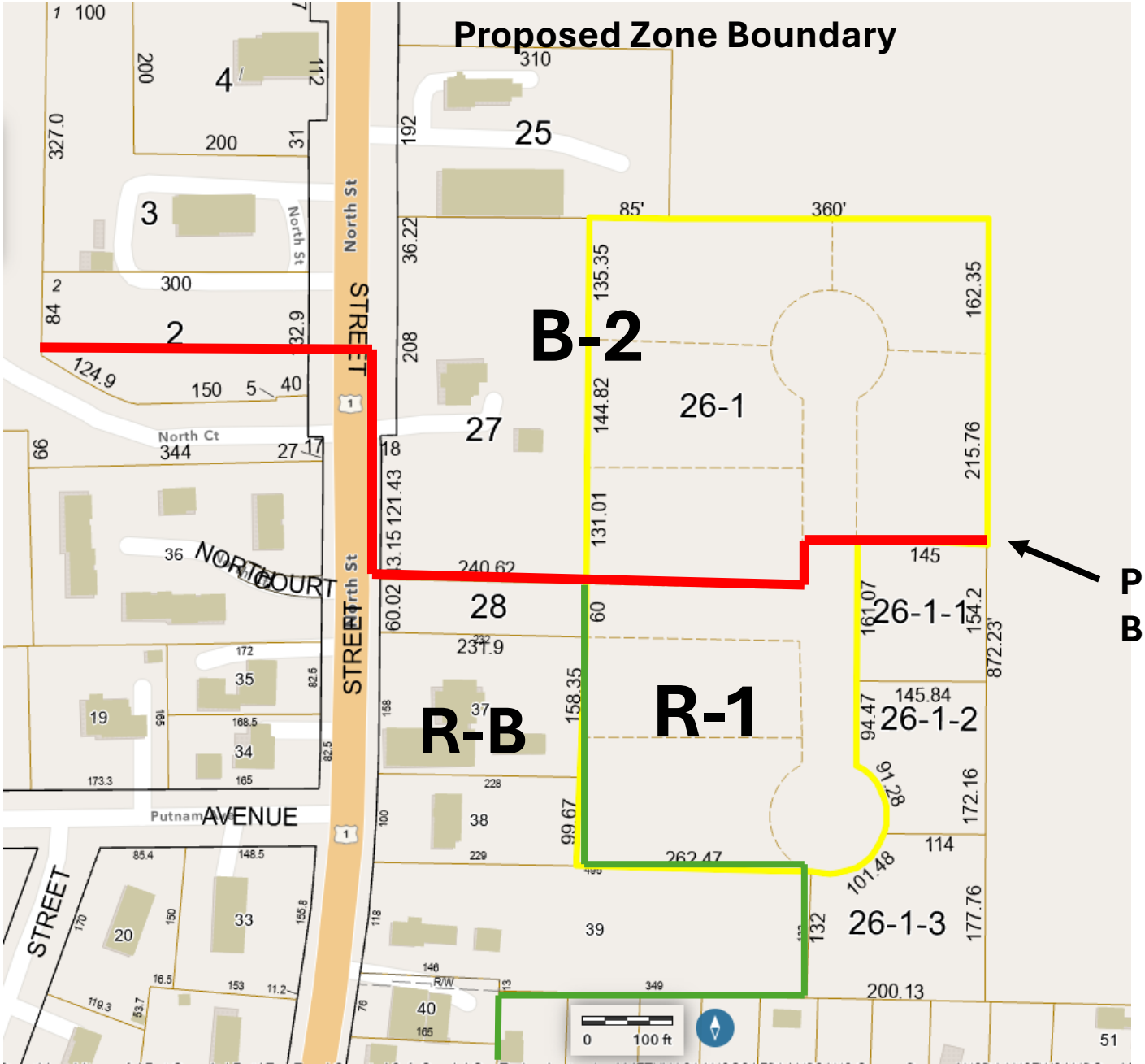


Official Zoning Map

Proposed North Street Re-zoning Request



Proposed North Street Re-zoning Request



Town of Houlton

Jurisdiction to change zoning

Houlton Zoning Ordinance

Sec. 6 Amendments

The Town Council may, from time to time, amend this Ordinance pursuant to the Town Charter.

ARTICLE II OFFICIAL ZONING MAP

Sec. 8 Official Zoning Map a Part of Zoning Ordinance

Zones are located and bounded as shown on the Official Zoning Map which together with all explanatory matter thereon, is hereby adopted by reference and declared to be a part of this ordinance.

Sec. 9 Certification of Zoning Map

The Official Zoning Map is certified by the signature of the Chairman of the Town Council attested by the Town Clerk under the following words "This is the Official Zoning Map referred to in Article I, Section 2 of the Zoning Ordinance, Town of Houlton, Maine", together with the date of the adoption. The official copy shall be located in the office of the Town Clerk. Regardless of the existence of other copies which from time to time may be made or published, the Official Zoning Map shall be the final authority as to the current zoning status of the town.

Sec. 10 Changes of the Official Zoning Map

If changes are made in the zone boundaries or other matter portrayed on the Official Zoning Map, such changes shall be made on the Official Zoning within 14 days after the amendment has been adopted together with an entry on the Official Zoning Map as follows:

"On (insert date) by official action of the Town, the following change(s) was (were) made: (insert brief description of the nature of the change)".

Immediately beneath the entry the Chairman of the Town Council shall place his signature attested by the Town Clerk.

Any unauthorized change of whatever kind by any person or persons shall be considered a misdemeanor and punishable as provided by law.

Town of Houlton
Planning Board Meeting
August 4, 2026
6:00pm

Members – Present	Members – Zoom	Department Heads:	Others:
Donna Barnard **Stephen Graham** **Rob Monroe** **Marcus Russell** **Ben Torres**	Others: Zoom	**Nancy Ketch – Interim Town Manager/Community Development**	**Sue Tortello** **Carl Lord** **Jerry York** **Pete Chase** **Albert Fitzpatrick**

Chairman Graham called the meeting to order at 6:00pm. Roll was called. All were present except for Member Mills who was excused from the meeting.

Approval of agenda for tonight & minutes of previous meeting.

Member Barnard made a motion to approve the agenda for tonight's meeting; it was seconded by Member Torres. Vote taken with 5 yes and 0 no. The motion passed.

The minutes of the June 2nd meeting were not available and will be approved at the August 18th, 2026, meeting.

New Business:

Rezoning Request – North Street – Requested by Houlton Housing.

Pete Chase & Jerry York of Houlton Housing explained that they are looking to have 3 of the lots in their subdivision rezoned from R-1 to B-2 – lots identified as numbers 6, 7 & 8. They have been approached about selling these lots along with lots 9 & 10, which are already in the B-2 zone. A developer is looking to put a motel on the property which is not allowed in R-1. There was some discussion about whether or not this requires a Public Hearing at the Planning Board level. Following review of the State statute, it appears that the requirement for a Public Hearing can be satisfied at the Council level.

Member Russell noted that parcel 28, that is currently used as an entrance to the Houlton Housing property through a right of way/easement, could pose a problem. It appears to be an unauthorized non-conforming lot as to minimum lot size requirements for the RB zone. Member Russell also noted that any zone or ordinance change must be in compliance with the Comprehensive Plan. He has reviewed it somewhat and sees a possible path forward under the plan. It was also noted that a subdivision amendment may need to be filed in relation to the potential future change in lot boundaries.

Member Torres noted that he preferred the exhibit labeled as Proposal #2 that would move the B-2 zoning boundary south to also incorporate parcel 27 & 28 which are currently in the RB zone. It was suggested that Houlton Housing approach the owners of parcel 27 to make a joint application/request for the zoning change. Member Russell advised that we should have a "Findings of Fact" to approve before making a recommendation to the Town Council for proper documentation of the action.

Action items for Planning Board before the next meeting were identified as the following:
-Review the Comprehensive Plan to ensure compliance.
-Have a "Findings of Fact" prepared for approval.
-Check into the need for a subdivision amendment.

This item will be brought back at the next meeting under Old Business.

Old Business:

Member Comments.

Nancy Ketch noted that an application was received from the Putnam Trust for the after-the-fact subdivision. The Public Hearing will be held at the August 18th, 2026, meeting.

Member Monroe inquired about the other subdivision that has preliminarily come before the Planning Board. Nancy Ketch replied that no application has been received on that subdivision, as of yet.

Motion by Member Russell to adjourn the meeting at 6:49pm, seconded by Member Monroe. Vote taken with 5 yes and 0 no. The motion passed.

The next meeting is August 18th, 2026.

Town of Houlton – Planning Board

Meeting Minutes for August 18, 2026 – Compiled by Marcus Russell

Members – Present	Members – Zoom	Department Heads:	Others:
Donna Barnard **Robert Monroe** **Stephen Graham** **Benjamin Torres**	**None** Others: Zoom **Brian Longstaff**	**Marcus Russell, Planning and Land Use Administrator** **Nancy Ketch – Community Development**	**Carl Lord** **Peter Chase** **Jerry York** **Albert Fitzpatrick** **Roberta Fogg** **Kilburn Swallow** **Steve DiMarco** **Mary Beth DiMarco**

Open meeting and roll call

Chairman Graham opens the meeting at 6:00PM; roll was called. Member Mills is excused from the meeting. Chairman Graham notes that there are 4 members present, constituting a quorum to open the meeting.

Approval of Minutes from Previous Meeting(s)

The minutes from the June 2, 2026 and August 4, 2026 regular meetings are reviewed. Member Torres notes that he was not present for the June 2 meeting and therefore abstains from the vote to accept the minutes of the June 2 meeting. Member Monroe motions to approve the minutes of the August 4 meeting, with a second from member Barnard. Four of four eligible members vote to accept the minutes. It is decided that the approval of the June 2 meeting minutes will be tabled until the next regular meeting on September 1, 2026

Public Comment: There were no public comments

New Business: Preliminary Subdivision Plat Plan review and Public Hearing – Aaron A. and Maria H Putnam Trust (applicant)

Member Torres discloses that he has a conflict of interest in reviewing this application as he is employed by the applicant's agent, Swallow Associates. Member Torres leaves the dais and takes a seat in the audience. Chairman Graham notes that without member Torres the Board does not have a quorum to decide on

approval of the preliminary plat plan at this time, but the Board agreed that the public hearing may proceed and a review of the application for completeness may occur. No Board members had objections.

Kilburn Swallow of Swallow Associates, agent for the applicant, introduces the preliminary plat plan and provides a history of land divisions of the subject property and explains the purpose of the subdivision application. Mr. Swallow summarizes this explanation in a letter to the Planning Board, dated August 18, 2026, as an addendum to the application. A copy of this letter is attached to the meeting minutes.

Chairman Graham opens the Public Hearing at 6:12 p.m.

Ms. Roberta Fogg takes the podium to make comments. Her comments are summarized below:

1. Ms. Fogg sought clarification as to whether it was the intent of this subdivision request to create an opportunity to develop additional lots on the subject trust property. Mr. Swallow stated that there is no development or future lot division planned to his knowledge.

2. Lot E as depicted does not meet minimum lot requirements of the Residential Business (RB) district. Lot E is 60.02 feet in width. Ms. Fogg stated that she feels that Lot E should be excluded from the subdivision plat. Mr. Russell noted that Section 15-B, subsection F of the Houlton Zoning Ordinance states that: *"The following Dimensional Requirements apply to all new construction and conversion, replacement, or rejuvenation of existing structures"*. Ms. Fogg states her concern that a structure may be developed on lot E. Mr. Swallow stated that a note on the plat plan states that Lot E land uses shall be restricted to easements for access, utilities and signage. Mr. Russell noted that a permit could not be issued for a building to be placed on Lot E.

3. Concerning question 23 on the subdivision application (Does the development require extension of public infrastructure); Ms. Fogg suggests that the answer should be "yes" in that the responses to questions 25, 26 , and 27 suggest that water supply and sewage disposal would need to be extended. Mr. Swallow noted that no development is proposed as part of this subdivision.

No other public comments were received. Chairman Graham closed the public hearing at 6:25 pm.

The board reviewed the subdivision application or completeness. Since a quorum was lacking for making a formal motion, the board instead came to a consensus that the application appears to be complete. The board will need to formalize this consensus with a formal motion and vote at a subsequent meeting when a quorum is present.

Mr. Swallow will present the plan for Final Plat Plan review at the September 1, 2026 regular planning board meeting. The board requested that a copy of the prescriptive easement over Lot E be submitted for Final Plat Plan review.

Old Business: Rezoning request – Houlton Housing LLC.

Member Torres returns to the dais. The Board continues discussion of the request to relocate the district boundary between the R1 and the B2 districts southerly to include lots 6, 7, and 8 of the existing North Meadows Subdivision in the B2 district. At the August 4, 2026 regular meeting, the board identified three action items for the Planning Board to research before the next regular meeting on August 18, 2026. They are:

1. Review the Comprehensive Plan to ensure consistency.
2. Have a "Findings of Fact" prepared for approval.
3. Check into the need for a subdivision amendment.

1. Comprehensive Plan

Member Torres and Mr. Russell both researched the Houlton Comprehensive Plan (plan). Member Torres referenced the Land Use section of the plan, specifically the subsection entitled Houlton Growth and Rural Areas. Member Torres noted that the plan, on page 51, states the following concerning growth areas:

Growth Areas:

1. *Have, or can efficiently obtain, public facilities and services.*
2. *Have natural characteristics suitable for development.*
3. *Are large enough to accommodate the expected growth over the next 10 years.*
4. *Are large enough to accommodate a variety of housing types.*
5. *But, must be limited to a size and configuration that encourages compact rather than sprawling development.*

Mr. Russell affirms that he referenced the same section of the plan, and further notes the text on the previous page 50 that states:

[Growth Areas]… "should be configured in a way that discourages sprawl. For example, a growth area that is stripped along the length of the town's major roadways would be unacceptable because it would not encourage compact growth.".

The board arrived at consensus that the proposed zone change is consistent with the recommendations of the Houlton Comprehensive Plan.

2. Finding of Facts

Mr. Russell noted that the standard finding of facts form for Board decisions is not appropriate for documenting zone change recommendations. Mr. Russell will prepare a more appropriate findings of facts form for the board to review at their next regular meeting.

3. Potential need for subdivision amendment.

The board discussed whether relocating the zoning district boundary and/or conveyance of lots 6, 7, and 8 to another party would require an amendment to the existing North Meadow Subdivision. Mr. Russell advised the board that the changing of the zone boundary alone would not require subdivision amendment. If any of lots 6, 7, and 8 are combined into one lot, or if lot boundaries are proposed to be otherwise changed, a subdivision amendment will be required.

The Board also discussed the benefit of relocating the B2 boundary line westerly to include lots identified as tax map 028-0-027 (lot 27) and 028-0-27-001 (lot 27-1). Lot 27-1 is entirely zoned RB, and the southern half of Lot 27 is as well. These parcels have been actively considered by the owners for commercial development. No residential structures exist on the lots. The Board favors this idea in the interest of developing consistent zoning in this area. It was noted that the owner(s) of lot 27 and 27-1 should be notified of this if the Board wishes to recommend this to the Town Council.

Chairman Graham asked if anyone from the public in attendance would like to make comment or ask questions. The Chair recognized Roberta Fogg. Ms. Fogg suggested that the Board should examine the standards for the B-2 district and consider changes to the ordinance that would help protect adjacent residential areas. She further offered that the only current access to lots 6, 7, and 8 is via Lupine Lane. She believes that increasing traffic on Lupine Lane by including commercial travel with the anticipated residential use is inappropriate in that it would increase traffic congestion on north street and could otherwise inconvenience adjacent neighboring properties. She suggested that if the Board were to recommend the proposed zone change to the Town Council, that the Board should suggest that access rights to the land by other means should first be assured, perhaps from the north. Ms. Fogg also noted that the stormwater basin that was proposed on the approved final plat plan approved by the Board has not yet been constructed. Mr. Chase acknowledged that it had not.

Member Torres moved that the request for rezoning recommendation to the Town Council be tabled until the September 1, 2026 regular meeting for further research and discussion. Member Monroe seconded the motion. With a vote of 4 in favor, and none opposed, the motion passed.

Comments:

Chairman Graham noted that the Planning Board currently has two vacant seats and that he encourages people to serve on the board if they wish.

Adjournment:

Member Monroe moved for adjournment. The motion was seconded by Member Barnard. With a vote of 4 in favor, and none opposed, the motion passed. Chairman Graham declared the meeting adjourned at 7:20 pm.

The next meeting will be held on September 1, 2026, at 6:00PM.

Town of Houlton – Planning Board

Meeting Minutes for September 15, 2026 – Compiled by Marcus Russell

Members – Present	Members – Zoom	Department Heads:	Others:
Donna Barnard **Robert Monroe** **Stephen Graham** **Benjamin Torres**	**None** Others: Zoom	**Marcus Russell, Planning and Land Use Administrator** **Nancy Ketch – Community Development**	**Carl Lord** **Peter Chase** **Jerry York**

Open meeting and roll call

Chairman Graham opens the meeting at 6:00PM; roll was called. Member Mills is excused from the meeting. Chairman Graham notes that there are 4 members present, constituting a quorum to open the meeting.

Approval of Minutes from Previous Meeting(s)

The minutes from the June 2, 2026 and August 18, 2026 regular meetings are reviewed. Member Torres notes that he was not present for the June 2 meeting and therefore abstains from the vote to accept the minutes of the June 2 meeting. With no quorum, the minutes of the June 2, 2026 meeting will be addressed at the next regular meeting.

Member Barnard notes a typographical error in the minutes of the August 18 meeting on page four, paragraph three, and motions to accept the minutes with the typographical error corrected. Member Torres seconds the motion. Four of four eligible members vote to accept the minutes. It is decided that the approval of the June 2 meeting minutes will be tabled until the next regular meeting on October 6, 2026

Public Comment: There were no public comments

New Business: None

Old Business:

Final Subdivision Plat Plan review and Public Hearing – Aaron A. and Maria H Putnam Trust (applicant)

Lacking a quorum, Member Monroe motions that this item be tabled until the October 6, 2026 regular meeting. Member Barnard seconds the motion. Member Torres seeks clarification that he is eligible to vote to table the item. This is confirmed by Interim Town Manager, Nancy Ketch. All vote in favor. The motion to table carries

Mr. Swallow will present the plan for Final Plat Plan review at the October 6, 2026 regular planning board meeting.

Rezoning request – Houlton Housing LLC.

The Board continues discussion of the request. Members shared concern that the Houlton Housing LLC properties in question (lots 6, 7, and 8) would be accessed for commercial use via Lupine Lane. There was consensus that commercial traffic on Lupine Lane, that was originally intended for solely residential use, could create traffic concerns related to access/egress on North Street. It was also discussed that the original intention for Lupine Lane as part of the North Meadows Subdivision was to be limited to residential use. Members discussed that due consideration should be given during any planning for future commercial developments to plan for alternative access routes to Lupine Lane.

After discussion, Member Torres motions to recommend to the Houlton Town Council to relocate the (B-2) Highway Business district boundary southerly to the extent that it incorporates lots 6, 7, and 8 of the North Meadows Subdivision, currently zoned (R-1) Low Density Residential district, and to also include the two abutting lots to the west identified as Tax Map 40, Lots 27 and 27-1, currently zoned as (R-B) Residential-Business district. The motion was seconded by member Monroe. All were in favor.

Comments:

Marcus Russell, Planning and Land Use Administrator, updated the Board on two state law changes affecting land uses in residential zones.

Title 30-A MRS, section 4364-D requires that Child Care Facilities and Family Child Care Providers (as defined by Title 22 MRS, section 8301-A) be considered a permitted use (rather than a conditional use) in any

municipal area that is zoned for residential purposes. This means that these uses will no longer require review by Planning Board and may be allowed with a permit issued by the Code Enforcement Officer.

Additionally, Title 30-A MRS, section 4401(4) amended the definition of Subdivision such that the creation of 3 or more dwelling units on a single parcel of land, or within a single building no longer requires subdivision review. The statutory definition now states that the creation of 5 or more dwelling units is a subdivision.

The Town has obtained legal opinions from both the Town Attorney and Maine Municipal Associations Legal Services division. It has been confirmed that these statutory changes are intended to preempt municipal land use regulations and will require amendments to the Town of Houlton Zoning Ordinance and Subdivision regulations in the Houlton Code.

Adjournment:

Member Monroe moved for adjournment. The motion was seconded by Member Barnard. With a vote of 4 in favor, and none opposed, the motion passed. Chairman Graham declared the meeting adjourned at 6:31 pm.

The next meeting will be held on October 6, 2026, at 6:00PM.