

**TAKE ONE!**

**Executive Summary  
Town Council Adoption Public  
Hearing Draft Zoning Ordinance  
Town of Brunswick, Maine**



**Clarion Associates and the Brunswick Zoning  
Ordinance Rewrite Committee**

**July 10, 2017**

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# Part 1. OVERVIEW

## Background

The Town of Brunswick is located on the scenic Maine coast just 30 miles north of Portland. Known for its picturesque views, small-town character, beautiful river and waterfronts, and excellent college, Brunswick has long been popular with long-term residents, tourists, and college students.



Under Maine law, Brunswick is required to complete periodic planning for both the rural areas and the growth areas of the Town, and it has done so. Although the most recent update to the Brunswick Comprehensive Plan was adopted in 2008, the Town's 1997 Zoning Ordinance was not updated to reflect the new Comprehensive Plan. During the intervening years, the Town gained a major new redevelopment opportunity with the closure of Brunswick Naval Air Station and the completion of a separate planning process for the Brunswick Landing area. Although the Town adopted new land use controls for Brunswick Landing, those zoning regulations were not integrated with the remainder of the Zoning Ordinance.

## Project Overview

In the fall of 2013, the Town of Brunswick retained Clarion Associates to prepare a rewrite of the Brunswick Zoning Ordinance that will:

- Reflect the planning directions established in both the Comprehensive Plan and the Brunswick Landing planning process.
- Make the document more user-friendly for Town residents, potential investors, and other ordinance users;
- Simplify the structure of zone districts and uses;
- Better integrate the zoning controls for Brunswick Landing with those for the rest of the Town;
- Include best zoning practices that have emerged since the 1997 Zoning Ordinance was drafted; and
- Ensure that the ordinance complies with Maine law.

The Town established a Zoning Ordinance Rewrite Committee (ZORC) to guide the rewrite process. The ZORC's membership includes three members of the Brunswick Planning Board (Charlie Frizzle, Chair; Margaret Wilson, Vice-Chair; and former member Richard Visser) and three Town staff involved in

planning and zoning administration (Anna Breinich, FAICP, Director of Planning and Development; Jared Woolston, Town Planner; and Jeffrey Hutchinson, Codes Enforcement Officer).

Since its inception the ZORC has held well over 120 televised public work sessions, and public forums in addition to meeting with various stakeholder groups. All materials discussed at the work sessions were posted on the Town's website prior to each session. A Facebook page was also established for public dissemination on a limited basis. To date, staff has received written public comment in excess of 150 emails/letters.

Generally, the process in developing the draft Zoning Ordinance was accomplished as follows:

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### **Ordinance Review, Analysis and Direction**

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Clarion Associates staff reviewed the adopted plans and current Zoning Ordinance, as well as preliminary drafts of revised Zoning Ordinance chapters prepared by the Planning Board over the past several years. In December, 2013, Clarion staff visited Brunswick to meet with the ZORC, stakeholders, and citizens and to hold a public educational session and public input meeting. Town staff conducted additional public input sessions later in December. Following this first round of input sessions, Clarion staff prepared a detailed outline of the revised Zoning Ordinance structure, including initial recommendations for changes which was presented and disseminated in January 2014 for public review and comment. The ZORC-approved outline served as the outline for the draft zoning ordinance.

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### **Staff Review Draft of Zoning Ordinance**

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Clarion Associates staff prepared and presented a Staff Draft of the draft Brunswick Zoning Ordinance in the spring of, 2014, to Brunswick staff, the Rewrite Committee, and Planning Board and conducted additional stakeholder interviews. Initial discussions were held with Town staff and the Rewrite Committee regarding potential zoning map changes.

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### **Zoning Ordinance Public Draft #1**

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The first Public Draft of the Brunswick Zoning Ordinance was prepared and posted on the Town's web site in July 2014. Changes to the current ordinance were footnoted throughout the document. Clarion and Town staff presented the first Public Draft and Zoning Map at a public meeting as well to other stakeholder groups.

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### **Zoning Ordinance Public Draft #2**

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Based on input received, a second Public Draft Zoning Ordinance was prepared by Clarion and Town staff and posted on the Town's web site in July 2015. Changes to the current ordinance as well as first draft revisions were footnoted throughout the document. Additional public meetings and review work sessions were held by the Zoning Ordinance Rewrite Committee through June 2016.

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### **Zoning Ordinance Planning Board Review Draft**

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After extensive review and revision by Town Staff and the Zoning Ordinance Rewrite Committee during public work sessions a draft ordinance and map for Planning Board review was presented to the Planning Board on June 14, 2016, excluding revisions related to Stormwater Management, Shoreland

Protection Overlay District, Solar Energy Collection Facilities and Signs. ZORC continued to hold public work sessions to complete these sections while the Planning Board began their review of the Draft Ordinance. During this time, the ZORC also revised the Draft Ordinance to address Planning Board review comments and completed their work on the Draft Ordinance for Public Hearing at their October 11, 2016 meeting. The Planning Board completed their review on October 13, 2016 and scheduled two Public Hearings on the Draft Ordinance for November 1 and November 29, 2016. The Planning Board voted to recommend to Town Council the November 8<sup>th</sup> Draft Zoning Ordinance for their consideration.

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## Town Council Zoning Ordinance Review/Adoption

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The Town Council held 6 public forums during January and February 2017. Comments received during that time were considered by the ZORC, in addition to staff and legal counsel recommendations. Based upon this input, a Final Draft Zoning Ordinance, dated 3.14.17, was presented to Town Council on March 20<sup>th</sup>. Four additional Town Council review workshops and public sessions were held with ZORC between April and June, as well three additional ZORC working sessions held between Council workshops. An additional legal review was conducted during this time with revisions made to reflect those comments. Town Council then voted on July 17, 2017 to set a public hearing on August 7, 2017 to hear public comment and consider adoption of the July 10, 2017 draft ordinance with any additional recommended changes.

Comments from the public, stakeholders, or other interested parties continue to be accepted and should be directed to Anna Breinich, Director of Planning and Development at [abreinich@brunswickme.org](mailto:abreinich@brunswickme.org).

## Assessment of the 1997 Brunswick Zoning Ordinance

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### Background

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Clarion Associates first conducted an overall assessment of the 1997 Brunswick Zoning Ordinance. Their report was as follows:

The current 1997 Brunswick Zoning Ordinance has been amended numerous times. In general, these amendments made the ordinance longer, more complex, and more difficult to use. More specifically:

- The number of base zoning districts – 45 – is fairly high for a Town this size. There appears to have been an attempt to draft individual zone districts for each neighborhood, street, or portion of a street. But a proliferation of zone districts makes it difficult to apply regulations on parking, landscaping, signage, and other quality measures consistently (as well as leading to significant repetition and often internal inconsistencies in the ordinance).
- Some of the topics addressed through overlay districts – for example medical uses and telecommunications devices – are normally addressed through Special Permits rather than separate zoning districts. Proliferation of overlay zone districts also creates problems, because when more than one overlay is involved it becomes difficult to determine which of the varying overlay provisions trump other (potentially inconsistent) provisions.
- Like many older ordinances, almost all of the regulations focus more on what uses are allowed in each district than on the form of development and how well it fits in with its neighbors. Most

new ordinances allow more flexibility in uses while including more detailed controls on building form – particularly in downtown and commercial areas.

- Although Maine state law requires a clear distinction in planning and regulating conservation and growth areas, the distinction between the districts applicable to each of those areas is not very clear in the Zoning Ordinance.
- The structure of the ordinance is quite outdated. Originally, it attempted to outline the permitted uses and basic dimensional standards (lot size, building height, setbacks, etc.) separately in each district. Most other types of controls were grouped in Chapter 3 (Specific Dimensional and Use Provisions), which became the “catchall” chapter for substantive controls other than uses and dimensions. As newer and more complex districts were added, this approach became confusing, and regulations addressing similar topics became widely separated.
- There is significant overlap and potential inconsistency between the Specific Dimensional and Use Provisions in Chapter 3 and the Development Review Plan Standards in Chapter 5.
- Provisions for administration of the Zoning Ordinance (i.e., who needs a permit or approval? who grants the permit or approval? and on what terms?) are scattered in Chapters 4, 5, and 7. Most modern zoning ordinances group them together, so that all questions regarding procedures and enforcement can be found in a single chapter.
- The ordinance contains almost no graphics, tables, illustrations, or flowcharts to convey information visually – even though many of the included standards lend themselves to visual communication.

#### **Current 1997 Zoning Ordinance Structure**

- 1. General Provisions**
- 2. Zoning Districts and Overlay Zones**
- 3. Specific Dimensional & Use Provisions**
- 4. Development Review**
- 5. Development Review Plan Standards**
- 6. Sign Regulations**
- 7. Administration and Enforcement**

#### **Appendices**

- 1. Planning Areas**
- 2. Street Standards**
- 3. BNAS Reuse District**
- 4. BNAS Conservation District**
- 5. College Use/Town Conservation District**
- 6. Contributing Historic Structures**

During the initial public process, specific comments about what should and should not be changed in the Zoning Ordinance rewrite were received before, during and after the many public and stakeholder meetings in December 2013 and those that followed. Those comments were integrated into the rewrite work. Since that time, the televised ZORC public working review sessions have been an interactive process with attendees.

# Part 2. ANNOTATED OUTLINE AND HIGHLIGHTS OF ZONING ORDINANCE CHANGES

Based on Clarion Associates’ assessment of the current 1997 Brunswick Zoning Ordinance and comments received during the rewrite process, the following proposed new Zoning Ordinance structure was suggested and approved by the Zoning Ordinance Rewrite Committee. Highlights of significant ordinance changes are provided by Chapter and Section of the proposed Zoning Ordinance.

Current Structure (1997 Zoning Ordinance)	Proposed New Structure (Final Draft)
<p><b>1 – General Provisions</b></p> <ul style="list-style-type: none"> <li>• Title, Scope, Authority, Purposes</li> <li>• Planning Areas</li> <li>• Zoning Districts and Map</li> <li>• Rules of Ordinance Structure</li> <li>• Nuisance</li> <li>• Miscellaneous</li> <li>• Definitions</li> </ul> <p><b>2 – Zoning Districts and Overlay Zones</b></p> <ul style="list-style-type: none"> <li>• Base Districts</li> <li>• Overlay Districts</li> </ul> <p><b>3 – Specific Dimensional and Use Provisions</b></p> <ul style="list-style-type: none"> <li>• Density</li> <li>• Mixed Use and Unit Ownership</li> <li>• Lots in Two Zone Districts</li> <li>• Nonconformity</li> <li>• Supplementary Dimensional Regulations and Administrative Exceptions</li> <li>• Supplementary Use Regulations</li> <li>• Conventional Subdivision</li> <li>• Open Space Developments</li> <li>• Development Proposals for 2+ Lots</li> <li>• Affordable Housing Developments</li> </ul>	<p><b>1 – General Provisions</b></p> <ul style="list-style-type: none"> <li>• Title, Scope, Authority, Purposes</li> <li>• Planning Areas</li> <li>• Zoning Districts and Map</li> <li>• Lots in Two Zone Districts</li> <li>• Nonconformities</li> <li>• Definitions and Rules of Construction</li> </ul> <p><b>2 -- Zoning Districts</b></p> <ul style="list-style-type: none"> <li>• Growth Area Base Districts</li> <li>• Rural Area Base Districts</li> <li>• Overlay Districts</li> </ul> <p><b>3 – Property Use Regulations</b></p> <ul style="list-style-type: none"> <li>• Growth Districts Use Table</li> <li>• Rural Districts Use Table</li> <li>• Supplementary Use Standards</li> </ul> <p><b>4 – Property Development Standards</b></p> <ul style="list-style-type: none"> <li>• Applicability of Property Development Standards</li> <li>• Dimensional and Density Standards</li> <li>• Supplementary Dimensional and Density Standards and Exceptions</li> <li>• Natural and Historic Resources</li> <li>• Flood Hazard Areas</li> <li>• Basic and Municipal Services</li> <li>• Landscaping Requirements</li> <li>• Residential Recreation Requirements</li> <li>• Circulation and Access</li> <li>• Parking and Loading</li> <li>• Lighting</li> <li>• Architectural Compatibility</li> <li>• Neighborhood Protection Standards</li> <li>• Signs</li> <li>• Performance Standards</li> <li>• Site Feature Maintenance</li> <li>• Financial and Technical Capacity</li> <li>• Administrative Adjustments and Alternative Equivalent Compliance</li> </ul>

Current Structure (1997 Zoning Ordinance)	Proposed New Structure (Final Draft)
<p>4 – Development Review 5 – Development Review Plan Standards</p> <p>6 – Sign Standards 7 – Administration and Enforcement</p>	<p>5 – Administration</p> <ul style="list-style-type: none"> <li>• General Provisions</li> <li>• Specific Procedures</li> <li>• Violations, Enforcement and Penalties</li> </ul>
<p><b>Appendices</b></p> <p>Appendix 1 – Planning Areas Appendix 2 – Street Standards Appendix 3 – BNAS Reuse District Appendix 4 – BNAS Conservation District Appendix 5 – College Use/Town Conservation</p> <p>Appendix 6 – Contributing Structures</p>	<p><b>Appendices</b></p> <p>Appendix A – Planning Areas Appendix B – Street Standards Appendix C – Contributing Historic Structures Appendix D – Summary of Application Requirements Appendix E – Residential Recreation Impact Fee Methodology Appendix F – US Navy Land Use Implementation Plan and Mapping Appendix G – Complete Streets Policy</p>

This restructuring of the 7/10/17 Town Council Adoption Public Hearing Draft Zoning Ordinance, and substantive changes proposed for each section, are highlighted below. As used throughout this document the term “current” references Sections and Chapters from the current 1997 Zoning Ordinance. Earlier draft ordinances are available online at <http://www.brunswickme.org/departments/planning-development/zoning-ordinance-rewrite-committee/>.

## Chapter 1 – General Provisions

### 1.1 Title, Scope, and Authority

No substantive changes proposed to Sections 101, 102, or 103 of the 1997 Zoning Ordinance.

### 1.2 Purposes

The text of current Section 104 is revised to reflect the goals and objectives of the 2008 Comprehensive Plan and the Brunswick Naval Air Station Reuse Master Plan (Brunswick Landing).

### 1.3 Planning Areas

Revised to reflect new planning areas established by the 2008 Comprehensive Plan.

### 1.4 Zoning District and Map

The text of current Section 106 is revised to reflect the new classification/organization of zoning districts and to integrate regulations from the current Section 302 (Mixed Uses and Unit Ownership) and Section 303 (Lots in Two Zoning Districts).

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## 1.5 Nonconformities

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Nonconformity regulations from current Chapter 3 have been relocated here, as well as from Section 210.9 (Nonconformities in the APZ district). The complete rewrite specifically addresses standards that were not adequately detailed in the current ordinance to now allow for easier interpretation by landowners and the Code Enforcement Officer.

In line with emerging best practices, the text was revised to provide that any structures, uses, or lots made nonconforming by an amendment to the Zoning Ordinance or other government action, and that do not create threats to public health or safety, may be expanded, restarted, or rebuilt either the same as conforming properties or, if having greater neighborhood impact, through the Special Permit process. Traditional rules preventing expansion, restarting, or rebuilding nonconforming uses or structures apply only to those nonconformities that create risks to public health or safety.

Nonconformity regulations affecting properties within the Shoreland Protection Overlay District (current Natural Resource Protection Zone) have been revised in accordance with Title 38 M.R.S., §§ 435-449 (Maine Mandatory Shoreland Zoning Act), as amended.

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## 1.6 Definitions and Rules of Construction

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Materials from current Chapter 1 on Rules of Ordinance Structure and Definitions are consolidated here. All definitions scattered throughout the current ordinance are now integrated into this section. In addition, a definition for each permitted use listed in Chapter 3 (Property Use Regulations) is included. Other new definitions have been added to provide consistency in interpretation and enforcement. Where applicable, definitions contained in Maine laws are included. A listing of acronyms used in the document is also included in this section of the draft ordinance.

## Chapter 2 – Zoning Districts

This is a major area of change in the draft Brunswick Zoning Ordinance, and reflects a shorter and more flexible menu of zoning districts. Instead of including the permitted, special, and prohibited uses and dimensional standards for each zoning district sequentially (and repetitively), this Chapter only lists each district, its purposes and relationship to Growth and Rural planning areas, and any regulations unique to that zoning district. A listing of permitted, conditional, and prohibited uses for each district and supplementary use standards as applicable appears in Chapter 3 (Property Use Standards), and regulations on dimensional and density standards appear in Chapter 4 (Property Development Standards).

Chapter 2 is divided into sections for Growth Districts, Rural Districts, and Overlay Districts (distinctions that are unclear in the current ordinance) as shown in the table below. The summary table, labeled 2.1, links the current with proposed zoning districts, in which:

- Those zones that permit both residential and non-residential development are designated as “mixed use” districts.
- All districts designed for the Growth Area begin with a “G”, all districts designed for application in the Rural Area begin with an “R”, and all overlay zone districts end in an “O” for “overlay”.

**Table 2.0: Summary Table of Zoning Districts**

Old Zoning Districts		New Zoning Districts	
<b>Growth Area Zoning Districts</b>			
<b>Growth Residential Districts</b>			
R-R	BNAS Reuse - Residential	GR1	Growth Residential 1
R1	Residential Extended Neighborhood-1 (Longfellow)	GR2	Growth Residential 2
R2	Residential Extended Neighborhood-2 (Meadowbrook-Parkview)	GR3	Growth Residential 3
R3	Residential Extended Neighborhood-3 (Maquoit Rd.)	GR4	Growth Residential 4
R4	Residential Extended Neighborhood-4 (Meredith Dr.-West McKeen St.)		
R5	Residential Extended Neighborhood-5 (River Rd.)		
R6	Residential Extended Neighborhood-6 (Cooks Corner)		
CR2	Country Residential 2 (Old Bath Road Area In Growth Area)		
R7	Residential Extended Neighborhood-7 (McClellan-Garrison)	GR5	Growth Residential 5
TR1	Intown Residential Neighborhood 1 (Inner Pleasant St.)	GR6	Growth Residential 6
TR2	Intown Residential Neighborhood 2 (Federal St.)	GR7	Growth Residential 7
TR3	Intown Residential Neighborhood 3 (Water St.)	GR8	Growth Residential 8
TR4	Intown Residential Neighborhood 4 (Jordan Acres)		
TR5	Intown Residential Neighborhood 5 (Columbia Ave.-Spring St.)		
R-8	Residential Extended Neighborhood-8 (College Park)	GR10	Growth Residential 10
<b>Growth Mixed Use Districts</b>			
MU2	Mixed Use 2 (Intown Railroad Corridor)	GM1	Growth Mixed-Use 1
MU3	Mixed Use 3 (Upper Harpswell Rd.)	GM2	Growth Mixed-Use 2
MU6	Mixed Use 6 (Lower Harpswell Rd.)		
MU4	Mixed Use 4 (Fox Run)	GM3	Growth Mixed-Use 3
I1	Large Scale Business, Industrial, & Institutional 1 (Industry Rd. Industrial Park)		
I4	Large Scale Business, Industrial, & Institutional 4 (Exit 28)		
CC	Commercial (Cooks Corner Center)	GM4	Growth Mixed-Use 4
MU1	Lower Old Bath Road Area		
HC1	Highway Commercial 1 (Outer Pleasant St.)	GM5	Growth Mixed-Use 5
HC2	Highway Commercial 2 (Inner Bath Rd.)		
TC1	Town Center 1 (Maine Street)	GM6	Growth Mixed-Use 6
TC2	Town Center 2 (Fort Andross)		
TC3	Town Center 3 (Lower Park Row)		
R-CMU	BNAS Reuse - Community Mixed Use	GM7	Growth Mixed-Use 7
MUOZ	Medical Use Overlay Zone	GM8	Growth Mixed-Use 8
<b>Growth Special Purpose Districts</b>			
CU1	College Use 1 (Campus Center)	GC1	Growth College 1
CU2	College Use 2 (Pickard Field)		
CU3	College Use 3 (College St.)		
CU5	College Use 5 (Brunswick Apts.)	GC2	Growth College 2
CU6	College Use 6 (Cleaveland St.-Bath Rd.)		
CU4	College Use 4 (Bowdoin Pines)	GC3	Growth College 3
CU7	College Use 7 (Longfellow)		
CU/TC	College Use/Town Conservation (former West Side BNAS)	GC4	Growth College 4
R-AR	BNAS Reuse – Aviation Related	GA	Growth Aviation
I2	Large Scale Business, Industrial, & Institutional 2 (Church Rd. Ind. Park)	GI	Growth Industrial
I3	Large Scale Business, Industrial, & Institutional 3 (E. Bath Rd.-Harding Plant Area)		
R-B&TI	BNAS Reuse – Business and Technology Industries	GO	Growth Outdoor Recreation
R-R&OS	BNAS Reuse – Recreation and Open Space		

<b>Table 2.0: Summary Table of Zoning Districts</b>			
<b>Old Zoning Districts</b>		<b>New Zoning Districts</b>	
BCN	BNAS Conservation (growth area part)	GN	Growth Natural Resources
R-PO	BNAS Reuse – Professional Office		Combined earlier with RCMU
<b>Rural Area Base Districts</b>			
BCN	BNAS Conservation (rural area part)	RN	Rural Natural Resources
FF1	Farm and Forest 1 (Durham-Hacker Rd. Area)	RF	Rural Farm and Forest
CR1	Country Residential 1 (Northwest Brunswick)		
CR2	Country Residential 2 (Old Bath Rd. Area Outside Growth Area)	RR	Rural Residential
MU1	Mixed Use 1 (Lower Old Bath Rd. Area Outside Growth Area)		
CP1	Coastal Protection 1 (Mere Point Area)	RP1	Rural Protection 1
FF3	Farm and Forest 3 (New Meadows River Area South of Route 1)		
FF3	Farm and Forest 3 (New Meadows River Area North of Route 1)		
CP2	Coastal Protection 2 (Raymond Rd. Area)	RP2	Rural Protection 2
MU5	Mixed Use 5 (Portland Rd. Area)	RM	Rural Mixed Use
<b>Overlay Zoning Districts</b>			
APZ1	Aquifer Protection Zone 1	APO1	Aquifer Protection 1
APZ2	Aquifer Protection Zone 2	APO2	Aquifer Protection 2
APZ3	Aquifer Protection Zone 3	APO3	Aquifer Protection 3
NRPZ	Natural Resource Protection Zone (Shoreland Area)	SPO	Shoreland Protection Overlay
		SPO- RP	Shoreland Protection Overlay- Resource Protection
		SPO- SP	Shoreland Protection Overlay- Stream Protection
NRPZ	Natural Resource Protection Zone (Special Flood Hazard Area)	FPO	Flood Protection Overlay
RBSGO	Rural Brunswick Smart Growth Overlay – Wildlife Habitat Block	WPO	Wildlife Protection Overlay
RBSGO	Rural Brunswick Smart Growth Overlay – Wildlife Corridor		
MHZ	Mobile Home Park Zone	MHO	Mobile Home Park Overlay
FPZ1	BNAS Flight Path Zone 1 (Clear Zone)	AAO	Airport Approach Overlay
FPZ2	BNAS Flight Path Zone 2 (Noise/Accident Zone)		
TCZ1	Telecommunication Zone 1	TCO	Telecommunications Overlay
TCZ2	Telecommunication Zone 2		
VRZ	Village Review Zone	VRO	Village Review Overlay

In general, the proposed zoning district consolidations were accomplished using the following principles:

- When two or more districts are currently identical or almost identical, they are consolidated.
- Zoning districts that apply to a very small area of land are generally consolidated, with use or location-specific controls to prevent the potential impacts that led to the creation of the current small district.
- When two or more districts have almost identical uses, but differing dimensional and density standards, they are consolidated. Dimensional and density standards are generally adjusted to current conditions and/or guidance provided within the 2008 Comprehensive Plan.
- When two or more districts have similar dimensional and density standards but slightly differing permitted or special uses, the districts are consolidated and the uses generally permitted subject to standards to prevent adverse impacts on adjacent properties.

- Where two or more districts differ only because a few uses are permitted or permitted as special permit uses, and the reason for allowing those uses was to avoid creating nonconformities, the districts are consolidated and the nonconformities section revised to consider them as conforming development (e.g. Fort Andross).

Highlighted district consolidations include those affecting the current College Use Districts, Farm and Forest 3 (New Meadows area) with Coastal Protection 1 and 2 with lot size exemptions for existing properties built in, and Highway Commercial HC1 with HC2. In addition, the former BNAS lands are now zoned with the same zoning districts used throughout Brunswick.

Detailed comparisons of land uses and dimensional/density standards between current and proposed zoning districts are available.

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## **2.1 Growth Area Base Zoning Districts**

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This section contains a list of the new Growth Area Base Zoning Districts listed in the table above, as well as a purpose statement for that district.

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## **2.2 Rural Area Base Zoning Districts**

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This section contains a list of the new Rural Area Base Zoning Districts listed in the table above, as well as a purpose statement for that district.

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## **2.3 Overlay Zoning Districts**

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This section contains the specific standards for each Overlay Zoning District as listed in the previous table. Highlighted revisions are as follows:

- A solar energy collection facility is now a permitted use in all Aquifer Protection Overlay Districts.
- Shoreland Protection Overlay District has been revised for compliance with Title 38 M.R.S., §§ 435-449 (Maine Mandatory Shoreland Zoning Act), as amended. It now includes two mapped sub-districts for Stream Protection and Resource Protection with standards for each.
- Wildlife Protection Overlay: (1) Now only exempts maintenance of agricultural clearings and consider "enlargements" as new development. (2) The burden of documenting and calculating all disturbances to the original parcel since 4/5/06 shall be on the applicant.
- The Airport Approach Overlay (text and mapping) is adjusted to accommodate a general aviation airport.
- The Telecommunications Overlay: (1) Reflects new federal regulations and case law regarding "eligible facilities" as defined in the Telecommunications Act of 1996 and further referenced in the Middle Class Tax relief and Job Creation Act (2012), as amended and interpreted by the federal courts. (2) Removes annual tower inspection requirement as no other use is required to be annually inspected.

- The Village Review Overlay (mapping) is expanded to include an area specifically described within the 2008 Comprehensive Plan (An area west of Maine Street to Union Street from the Androscoggin River to the Joshua L. Chamberlain Museum.)

## Chapter 3 – Property Use Standards

As noted above, this chapter consolidates tables listing updated permitted, conditional, and prohibited uses in each of the zoning districts listed in Chapter 2. Existing tables contained in the current zoning ordinance, as well as those contained in current BNAS districts/subdistricts, are reorganized into two tables – one for the Growth Area Base Zoning Districts, and one for the Rural Area Base Zoning Districts. In addition, supplementary standards attached to specific uses are integrated into this chapter.

Broader land use categories have been developed where development impacts are the same or similar. For example, professional office, medical office, business office and college office are now included in the definition of the use “office.” The current 1997 ordinance lists “florist” separately from other retail uses, while most communities would not list it separately. Similarly, the current ordinance lists “media studio” separately from “photographer/artist studio”, but most zoning ordinances would include them in a more general “studio” use. The permitted use listing originally applicable only to the Brunswick Landing area (former BNAS use listing) has been integrated. Each change from the current use table was footnoted in Drafts 1 and 2 of the proposed zoning ordinance available online.

The consolidated tables were extensively reviewed by the Zoning Ordinance Rewrite Committee for internal consistency (for example, the unintentional exclusion of a use from very similar districts, or the inadvertent inclusion of a use that does not fit the character of the district). It should also be noted that special permit uses for either omitted or unclassified uses in the zoning ordinance (as is currently specified in the 1997 Zoning Ordinance but never handled as such), has been eliminated. Such requests will now be handled as a request to amend the zoning ordinance. Conditional uses are now those that require additional standards to be satisfied prior to permitting the use within a neighborhood.

Finally, the lists of permitted uses in the current 1997 zoning ordinance mix together “primary”, “accessory” and “temporary” uses of property, which can create confusion for both property owners and neighbors. An accessory use is one that is permitted as a “secondary and subordinate” use provided that there is another approved primary use of the property (for example, car repairs being permitted as part of a car dealership in a district where a car repair shop would not be permitted by itself). The proposed use table now clearly defines and distinguishes between those three categories of uses.

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### 3.1 General

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This subsection explains the structure of the permitted use table and how to use it. It also includes general restrictions on permitted uses, including compliance with all existing covenants and deed restrictions in BNAS-related conveyance documents issued by the US Navy, in addition to compliance with the Land Use Controls Implementation Plan recently adopted by the US Navy.

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### **3.2 Growth Area Permitted Use Table**

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This subsection includes the permitted use table for the Growth Area zoning districts, including a column for Supplementary Use Standards, as shown in Section 3.2 of the draft zoning ordinance.

Based on input received through public forums, ZORC work sessions, legal review and staff experiences with applicants, recommendations were made to update and expand use categories including, but not limited to: allowing for artisan manufacturing/food uses in the downtown area, adding renewable energy generating uses, urban agriculture, farmer’s markets, park or conservation areas and aquaculture.

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### **3.3 Rural Area Permitted Use Table**

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This subsection includes a similar table for the Rural Area Base Zoning Districts (Section 3.3).

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### **3.4 Supplementary Use Standards**

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This subsection includes Supplementary Use Standards cross-referenced in the right-hand column of the two permitted use tables in the preceding sections. It includes new and/or updated and refined regulations currently contained in Sections 306 (Supplementary Use Regulations) and 307 (Supplementary Use Regulations) of the 1997 Zoning Ordinance, but reorganized in be in one place. Highlighted new standards are provided for:

- (1) Principal Uses subsection which now contains current College Use use-related additional requirements contained in Section 204.3 of the 1997 Zoning Ordinance;
- (2) Urban Agriculture;
- (3) Canopies for Motor Vehicle Fueling Stations and Other Drive-Through Uses;
- (4) Industry 1 and 2 in the proposed GM3 Zoning District;
- (5) Marine Activity;
- (6) Renewable Energy Generating Facility, including standards for wind, solar and geothermal generated energy;
- (7) Accessory Apartments (expanded to permit with commercial use); and
- (8) Home Occupations (expanded to permit in multi-family dwellings with up to two nonresident employees working at any one time and now excludes home offices).

A number of other standards have been revised or updated as shown in the tracked versions of Drafts 1 and 2, the Planning Board Review Draft and the 3/14/17 Town Council Draft Ordinances, all available online.

## **Chapter 4 – Property Development Standards**

This new chapter contains the substantive content of the Brunswick Zoning Ordinance relating to how property can be developed and the review criteria for any development review applications. It

incorporates many of the standards located in current 1997 Ordinance Chapters 3, 4 and 5 with several standards now applicable to the development of single and two-family dwellings as indicated in proposed Section 4.1.

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## **4.2 Dimensional and Density Standards**

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### **4.2.3 Growth Area Dimensional and Density Standards**

This subsection includes a dimensional and density table consolidating zoning district standards for lot size, required setbacks, lot frontage, building footprint, building height, impervious coverage and density currently contained in each of the Growth Area Base Zoning District proposed GM6 district (consolidating the current Town Center districts) new standards addressing maximum building setbacks and minimum building height are included. Where applicable, regulations from current 1997 Zoning Ordinance Section 305 (Supplementary Dimensional Standards and Administrative Exceptions) are also incorporated in the table.

A significant revision to highlight is the elimination of minimum lot area for residential uses throughout the Growth Area in order to provide the flexibility needed to obtain maximum density standards when developing single-family dwellings. Lot area is now established based on satisfying all other dimensional and density standards, as well as fulfilling other property development requirements, such as off-street parking. Minimum lot area for nonresidential uses throughout the Growth Area has been reduced to 7,000 square feet so long as all dimensional and property development standards are satisfied.

Maximum district densities are increased within what are currently R1-R5; R8; TR2-5; CU 2, 3 and 6; MU2 and 3; and HC1 and 2.

Tables comparing current and proposed dimensional and density standards are available online and in the Brunswick Planning and Development Office by current 1997 zoning districts.

### **4.2.4 Rural Area Dimensional Standards**

This subsection includes a dimensional and density table consolidating zoning district standards for lot size, required setbacks, building height, and density with minimal changes from current standards contained in each of the Rural Area Base Zone District chapters and the BNAS Conservation District appendix. Where applicable, regulations from current 1997 Zoning Ordinance Section 305 (Supplementary Dimensional Standards and Administrative Exceptions) are incorporated in the table.

### **4.2.5 Supplementary Dimensional and Density Standards and Exceptions**

Highlighted revisions to Supplementary Dimensional and Density Standards include: (1) a refined Net Site Area Calculation standard; (2) allowances for setback reductions and encroachments; (3) setback and height requirements for Growth College 1 and 2 Districts, as presently existing in current 1997 Zoning Ordinance Section 204.3 (College Use Districts – Additional Requirements); (4) increase in maximum building footprint within the proposed GM4 (Cooks Corner) Zoning District to reflect current development patterns; (5) specific acceptance criteria for open space/conservation lands, including limiting density bonuses only for conservation of otherwise developable land and, if offering as a conservation easement or land

transfer to the Town, required stewardship fees for ongoing monitoring and management of the easement and/or land for a time period of at least 20 years; (6) updated affordable housing standards consistent with HUD criteria; and (7) one subsection addressing all density bonuses instead of interspersed through the Ordinance.

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### **4.3 Natural and Historic Resources**

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Sections 4.3 through 4.16 serve as development review criteria (General and Specific Standards) and the basis for findings of fact. As noted previously, in some instances these property development requirements apply to new construction (single and two-family dwellings) not triggering development review. As presented, each section is consistent with Maine Subdivision Law.

#### **4.3.1 Natural and Historic Areas**

This subsection includes standards for mapping; pollution; protection of natural vegetation; protection of significant plant and animal habitat; steep slopes; erosion and sedimentation control; groundwater; surface waters, wetlands and marine resources; and historic and archeological resources. Generally these standards were first developed by staff and Planning Board in 2011 and have been revised and updated by the consultant and ZORC to be compatible with the proposed zoning ordinance format and state law.

Highlighted revisions include: (1) a new mapping requirements section based on Maine Subdivision Law; (2) required consultation with Maine Historic Preservation Commission (MHPC) for development sites including or adjacent to known archeological artifacts or resources based on information available to the Town from MHPC; (3) required compliance with the US Navy Land Use Controls Implementation Plan for development within the former BNAS; and (4) the maintenance of existing vegetative buffering of 25 feet along existing roads in Rural Area Zoning Districts and Scenic Areas identified in the Brunswick Parks, Recreation and Open Space Plan is based on current 1997 Zoning Ordinance Section 501.1 (Natural Features) and the proposed text for protection of natural vegetative buffers from the Planning Board recommendations for Chapter 5.

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### **4.4 Flood Hazard Areas**

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This subsection has been updated as needed. No significant revisions.

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### **4.5 Basic and Municipal Services**

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#### **4.5.1 Sewage Disposal**

This subsection includes standards for municipal sewer and on-site subsurface wastewater disposal. Required accommodation for sea level rise in the design of on-site systems located within the Shoreland Protection Overlay District is included.

#### **4.5.2 Water Supply**

This subsection provides standards for public and private water supply connections and water quality. Highlighted revisions are: (1) statement prohibiting groundwater extraction on the former BNAS lands unless authorized by the US Navy, in accordance with their Land Use

Controls Implementation Plan; and (2) water specific for fire protection shall not be required to meet standards set forth in the Brunswick Fire Prevention and Protection Code.

#### **4.5.3 Solid Waste Disposal**

No revisions to this subsection.

#### **4.5.4 Stormwater Management**

This subsection is expanded to provide specific stormwater runoff quality and quantity standards for new development with an emphasis on flexible low impact development design practices and techniques.

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### **4.6 Landscaping Requirements**

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This section contains enhanced standards for general site landscaping, street trees, buffers and landscaping for parking lot and entrances. Required maintenance of landscaping is now included.

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### **4.7 Residential Recreation Requirements**

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This section significantly revises current 1997 requirements and provides for a determination of fees based on the number of bedrooms in a dwelling unit and not land value. A significant change is the applicability of these standards to all new dwelling units constructed, not just those approved through subdivision or site plan review. The new methodology is included in Appendix E.

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### **4.8 Circulation and Access**

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#### **4.8.1 Street Standards**

Street design and dedication for public streets shall now be completed in accordance with the adopted Brunswick Street Acceptance and Standards Ordinance, as amended. Private street standards and street standards specific to Brunswick Landing are now included in Appendix B.

Compliance with the recently adopted Town of Brunswick Complete Streets Policy is required for any new road projects, requiring new street design to be based upon multimodal user needs (pedestrian, bicycles, vehicles, and transit). The Brunswick Complete Streets Policy is included in Appendix G.

Street interconnectivity is required but may be waived if community character is negatively impacted. In addition, a connectivity restriction from GC1 and GC2 into adjacent neighborhoods is included as currently stated in the 1997 Zoning Ordinance, College Use Zoning District Additional Requirements (Section 204.3).

Sidewalk standards are more clearly stated to require sidewalks for all growth area residential developments greater than 25 units, with possible exceptions noted.

#### **4.8.2 Curb Cuts and Street Access**

This subsection is rewritten for clarity with no substantive changes.

#### **4.8.3 Pedestrian and Bicycle Access**

This new subsection requires increased connectivity internal to a development and between neighboring developments.

#### **4.8.4 Access for Persons with Disabilities**

This subsection now includes a historic architecture compatibility requirement for properties located within the Village Review Overlay.

#### **4.8.5 Shoreline Access**

This new subsection includes proposed requirements for preservation of shoreline access.

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### **4.9 Parking and Loading**

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#### **4.9.1 Minimum and Maximum Automobile Parking Requirements**

This subsection updates and simplifies the provisions of current 1997 Zoning Ordinance Sections 512.1 and 512.2, but with revisions to align those requirements with the new list of permitted uses in Chapter 3, with reductions in parking requirements where possible, and with exemptions for small lots and reductions for shared parking, particularly within the GM6 (Town Center) Zoning District. Maximum parking area limits are included for Retail 2 uses that sometime provide large areas of parking used only once or twice a year.

#### **4.9.2 Minimum Bicycle Parking Requirements**

This subsection replaces the subjective standards of current 1997 Zoning Ordinance Section 512.5 with specific bicycle parking standards based on the number of vehicle parking spaces provided.

#### **4.9.3 Design, Construction and Maintenance of Parking Areas**

This subsection now includes minimum dimensional standards for parking spaces and specific standards for rear placement of parking lots within the Village Review Overlay Zone and proposed GM6 (Town Center) District. Perimeter and interior landscaping is also required.

#### **4.9.4 Parking Alternatives**

This revised subsection provides more detailed standards for shared parking, off-site and satellite parking lots.

#### **4.9.5 Minimum Off-Street Loading Requirements**

This subsection provides specific minimum required off-street loading spaces for non-residential development. An exemption for businesses located on smaller lots and/or within existing buildings for the proposed GM6 (Town Center) Zoning District is provided.

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#### **4.10 Outdoor Lighting**

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This new subsection replaces subjective review criteria in the current 1997 Zoning Ordinance with objective lighting standards designed to minimize uplighting and prevent glare and light trespass onto adjacent properties.

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#### **4.11 Architectural Compatibility Standards**

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This new subsection applies minimum architectural standards for new or redeveloped structures over 10,000 square feet in total floor area located outside of Brunswick Landing, Village Review Overlay Zone and proposed GM4 (Cooks Corner). New standards address materials, textures and colors, facades, roof shapes and street orientation. Applicable areas include, but are not limited to proposed GM8 (former Medical Use Overlay), Bath Road and Outer Pleasant Street.

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#### **4.12 Neighborhood Protection Standards**

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This new subsection contains compatibility standards to protect Growth Residential district properties when abutting or across a street from a new development within proposed Growth Mixed-Use and Growth Special Purpose zoning districts. Transitional controls include additional buffering requirements, additional building or parking area setbacks, reduced light pole heights, increased light shielding, and restrictions on layout and orientation of drive-through, circulation, or storage areas.

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#### **4.13 Signs**

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This section has been completely updated and revised to be consistent with the June 2015 US Supreme Court decision known as Reed v. Gilbert, prohibiting content-based sign regulations. All signs are now regulated based on type, location and size with the exception of state-regulated signs, such as political signs and MDOT Directional Signs. Temporary on-premise banners, balloon in bundles of 6 or more and feather-style signs are now prohibited.

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#### **4.14 Performance Standards**

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This section includes the content of current 1997 Zoning Ordinance Sections 109 (Nuisances) and 524 (Noise and Dust) addressing noise, particulate matter, smoke, dust, fumes, odors, vibrations, outdoor lighting and glare, outdoor parking of motor vehicles and watercraft restrictions, and permitted hours for construction, drilling and demolition activities.

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#### **4.15 Site Feature Maintenance**

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This new section requires that site features, such as landscaping, signs, parking areas or outdoor lighting, installed or constructed as required by a development approval must be maintained in good repair, and replaced if damaged or destroyed.

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#### **4.16 Financial and Technical Capacity**

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This section continues the current 1997 Zoning Ordinance requirements for adequate financial capacity and adds a new requirement for technical capacity to meet the standards of the proposed development.

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## **4.17 Administrative Adjustments / Alternative Compliance**

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This new section lists which development standards can be adjusted administratively during development review by the Planning Board or Staff Review Committee, the maximum amount of adjustment permissible, and the criteria to be applied to requests for administrative adjustment. The section also permits applicants to present alternative proposals to some development standards, including landscaping, lighting, circulation, open space, and parking standards.

## **Chapter 5 – Administration**

This final chapter of the Brunswick Zoning Ordinance brings together all materials related to development applications, review, permitting, amendments, and enforcement, materials that are distributed between Chapters 2, 3, 4, 5, and 7 of the current 1997 Zoning Ordinance. It is now the single place where ordinance users can find answers to questions “do I need a permit or approval to do this?”, “who will approve the application?”, and “what are the criteria that will guide the review and approval of my application?”

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## **5.1 General Provisions**

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This section provides those standards related to more than one review or approval process, eliminating the need to duplicate for each specific procedure.

### **5.1.1 Reviewers and Decision-Makers**

This new subsection outlines the various Town entities involved in implementing the Zoning Ordinance and their respective responsibilities, including Town Council, Planning Board, Zoning Board of Appeals, Staff Review Committee, Village Review Board, Director of Planning and Development and Code Enforcement Officer.

### **5.1.2 Pre-application Meetings**

This subsection clarifies what types of applications are subject to a pre-application meeting requirement.

### **5.1.3 Applications Required**

This subsection highlights application submission, public notice required and public comment submittal.

### **5.1.4 Determination of Completeness**

This subsection is revised to provide for determination of completeness to be established at the staff level per the request of the Planning Board.

### **5.1.5 Fees Required**

This subsection references fees to be submitted at time of application.

### **5.1.6 Fiscal Capacity and Performance Guarantees**

This subsection now specifies what is acceptable as performance guarantee and procedure to release the guarantee.

### **5.1.7 Property Owners Associations**

This subsection carries forward the provisions of current 1997 Zoning Ordinance Section 522 (Homeowners/Property Owners Associations) requiring that these types of organizations be responsible for management and maintenance of private roads, lands, and facilities, and that entities with the powers to do so be created before development approval.

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## **5.2 Specific Procedures**

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This section includes review procedures for each type of application or required by the Zoning Ordinance. Earlier revisions completed by the Planning Board were updated and simplified.

### **5.2.1 Permits**

This section clarifies the building permit application process and its relationship to development review, Cooks Corner design review and Village Review Board applications. When a change of use permit is required is also clarified.

### **5.2.2 Conditional Use Permit**

This new subsection outlines the review procedure and specific criteria for approval for conditional uses. All Conditional Uses will be reviewed and approved by Planning Board.

### **5.2.3 Special Permits**

This revised subsection newly states the submittal process and approval criteria for Special Permits, in particular, requests to expand legally nonconforming unclassified or omitted uses. As is the current procedure, reviews are conducted by Planning Board and forwarded to Town Council for their decision to exercise jurisdiction should they so desire. Omitted and unclassified uses shall now only be permitted through the zoning ordinance amendment process.

### **5.2.4 Special Permits for Nonconforming Building Footprint Expansions**

This new subsection provides standards to utilize the Special Permit process for the expansion of a building footprint that is legally nonconforming so long as the expansion satisfies neighborhood protection standards and all other dimensional and density standards.

### **5.2.5 Flood Hazard Development Permit Requirements**

This subsection carries over the standards of current 1997 Zoning Ordinance Section 211.3.

### **5.2.6 Shoreland Protection Overlay District Permit Requirements**

This new subsection provides the procedure to obtain permits and standards for certain activities being carried out in the Shoreland Protection Overlay District.

### **5.2.7 Appeals of Administration Decisions and Variances**

This subsection has been updated to reflect changes in Maine law.

### **5.2.8 Village Review Overlay Design Review**

This subsection carries over the standards of current 1997 Zoning Ordinance Section 216 amended in 2013.

### **5.2.9 Development Review**

This section includes standards first drafted by the Planning Board in 2011 and revised as part of the zoning ordinance rewrite process.

New development review thresholds by zoning districts are proposed based on the principle that the more restrictive zoning districts (e.g. Residential Districts) have lower development review thresholds than those less restrictive (e.g. Industrial Districts). Initial reoccupancy of a structure existing at the time of BNAS closure and still vacant continues to be exempt from development review if certain criteria are satisfied. Added to the criteria is the required compliance with all covenants and deed restrictions issued by the US Navy in the conveyance documents, as well as compliance with restrictions contained in the Land Use Controls Implementation Plan adopted by the US Navy. Also added to the table are specific review thresholds for land use activities being carried out within the Shoreland Protection Overlay District.

Procedures for Major and Minor Development Review are outlined and illustrated with no significant changes in process.

A new streamlined development review process, combining Sketch and Final Plan submissions, is included for major development review proposals for lands located within the Growth Area. Preapplication meetings with staff are required as well as complete applications at the time of submittal. Otherwise, the streamlined process request is denied and the major development review process is then followed.

Common Development Plan standards for designation and post-designation are clarified, now allowing for the modification of dimensional standards by no more than 20 % of the underlying zoning district as part of the designation process, if within or abutting a Growth Residential District. Common Development Plan may now only be requested for the development of multiple buildings on one or more lots.

Site Plan approval is extended from two years to three years.

### **5.2.10 Revisions to Approved Development Plans**

This subsection clarifies the current process for requesting minor modifications or amendments to approved development plans.

### **5.2.11 Ordinance Text or Map Amendment**

This subsection clarifies the procedure for amending the Brunswick Zoning Ordinance or Zoning Map consistent with the requirements of Maine law and current Section 108 (Amendments).

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## **5.3 Violations, Enforcement and Penalties**

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This section has been updated with no significant revisions to content.

## **Appendices**

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### **Appendix A: Planning Areas**

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Planning Areas are updated in accordance with the 2008 Comprehensive Plan.

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### **Appendix B: Street Standards**

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New public streets are now required to be designed and constructed in accordance with the Brunswick Street Acceptance and Standards Ordinance and the Brunswick Complete Streets Policy. Additional standards are provided for private streets and those to be located in Brunswick Landing.

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### **Appendix C: Contributing Historic Structures**

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New federally-designated historic district properties (Brunswick Commercial Historic District) are added.

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### **Appendix D: Summary of Application Requirements**

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New appendix listing all submission requirements by type of application.

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### **Appendix E: Recreation Facilities Impact Fee Methodology, as amended**

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New appendix outlining methodology for determining recreation facilities impact fees as approved by the Brunswick Recreation Commission.

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### **Appendix F: US Navy Land Use Controls Implementation Plan and Mapping**

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New appendix including the US Navy Land Use Controls Implementation Plan and Mapping by reference.