



**City of Biddeford  
Institutional Zone Review Committee**

February 26, 2026 at 4:00 PM  
City Hall Council Chambers & Teams

[Join Microsoft Teams Meeting Online](#)

Or call in by phone: +1 872-242-8054

Meeting ID: 238 777 660 028 15

Passcode: 8Tf7sx3F

Phone conference ID:483 749 823#

1. Call to Order
2. Pledge of Allegiance
3. Approval of Minutes
  - 3.a Approval of Minutes 2/19/2026
4. Approval of Meeting Dates
  - 4.a
    - Monday, March 2 - 6 pm Public comment session**
    - Monday, March 9 - 4 pm**
    - Thursday, March 19 - 4 pm**
    - Thursday, March 26 - 4 pm**
5. Material Review
  - 5.a **Article V Establishment of Zones [Section 11 Institutional master plan.](#)**
  - 5.b **Zoning Ordinance, City of Portland, Maine**
6. Adjourn

Institutional Zone Review Committee Minutes  
February 19, 2026 at 5:30 PM  
City Hall Council Chambers

1. Call to Order

Council Lessard not present

2. Pledge of Allegiance

3. Adjustment(s) to Agenda

None

4. Review of Committee Charter-Mayor

Mayor LaFountain thanked the committee for volunteering and the intent/ vision of the committee. Mayor also went over some target dates for the committee to keep in mind. A presentation to the city council in May of 2026 and Final recommendations by July 2026

5. Committee Procedures

Executive Assistant to the Mayor and City Manager Reviewed the Committee Manual with the committee for the following items listed in item 5

5.b City email accounts/ group email

5.c FOAA 5.d Public attendance

5.e Planned approach to review

General discussion about where to start and the consensus was to start the review with the existing ordinance. Some members expressed willingness to review other ordinances in other communities

5.f Web page postings

Staff went over the website design and explained to the members and the public how to access the site

6. Future Meeting Schedule - Public Hearing

Discussed possible meeting dates and times

2/26 public hearing 6pm

3/2 regular meeting 4pm

3/9 regular meeting 4pm

3/19 regular meeting 4 pm

3/26 regular meeting 4 pm

7. Adjourn

## **Article V Establishment of Zones**

### **Section 2 General description of zones and allowed uses.**

l. Institutional Zone (IN): The purpose of the Institutional Zone is to accommodate college and university uses while minimizing the adverse effects that such uses may have on the predominantly residentially zoned neighborhoods surrounding the institutional zone. All university uses or uses conducted by a college or university shall conform to an institutional master plan approved by the Planning Board in accordance with Article V, Section **11** of this Code.

[Amended 2-2-2010 by Ord. No. 2009.98]

**Institutional Zone Review Committee  
Zoning Ordinance, City of Portland, Maine  
February 24, 2026**

**5.2 ZONING MAP**

5.2.1 Zoning map adopted

The zones in Table 5-A shall be shown upon a map filed in the Department of Planning and Urban Development. Such zoning map, with amendments, is hereby adopted as the official zoning map of the City of Portland and as part of this Land Use Code.

Table 5-A Zones

Overlay Zones	Coastal Flood Resilience Overlay Fort Sumner Park Height Overlay Institutional Overlay (IOZ) Island Transfer Station Overlay Pedestrian Activities District Overlay University of Southern Maine Overlay Waynflete School Overlay
---------------	---

**8.3 INSTITUTIONAL OVERLAY (IOZ)**

**8.3.1 Purpose**

The Institutional Overlay Zone (IOZ) provides a regulatory tool available to the city’s major medical and higher education campuses where an alternative regulatory structure is needed to facilitate a consistent, predictable, and clear growth management process. The purposes of the Institutional Overlay Zone are to:

- A.** Acknowledge that the city’s major academic and medical institutions play a prominent role in the health and well-being of the local and regional community, and to sustain that role, these institutions need flexibility to change and grow.
- B.** Encourage proactive planning for institutional change and growth which identifies and addresses likely long-term institutional needs and cumulative impacts while leveraging potential benefits at the neighborhood, city, and regional level.
- C.** Ensure that institutional change and growth both complements and, as appropriate, integrates adjacent or surrounding neighborhoods through carefully planned transitions.
- D.** Support the formation and continuation of mutually beneficial public-private cooperation.
- E.** Support an ongoing public engagement process that benefits both the institutions and nearby neighborhoods.
- F.** Reflect Comprehensive Plan and other policy objectives.

**G.** Provide a regulatory tool for Portland’s major institutions that includes the flexibility required to balance the particular needs of institutions with the needs of the surrounding neighborhood and wider community.

### **8.3.2 Location and applicability**

The city’s major medical and higher education institutions are eligible to apply for designation as Institutional Overlay Zones. Use of an Institutional Overlay Zone is encouraged for these institutions, particularly where proposed future development may be inconsistent with current base zoning.

### **8.3.3 Establishment**

#### **A. Application for an Institutional Overlay Zone.**

Where an eligible institution seeks designation as an IOZ, they shall submit a zone change application consisting of two components:

1. An Institutional Development Plan (IDP) in accordance with Subsection 8.3.4.
2. A regulatory framework in accordance with Subsection 8.3.5. If adopted, this framework shall serve as the text and map amendment to the City’s Land Use Code and zoning map.

**B. Required public involvement.** At least two neighborhood meetings shall be required to establish designation as an IOZ. The first shall be held prior to the formal submission of a zone change application, and the second shall be held during the City’s review. Meetings shall identify the concerns, if any, of affected residents and property owners, and should solicit feedback to inform the Institutional Development Plan (IDP) and regulatory framework proposed. Meetings shall be held in a convenient location proximate to the institution. The applicant shall provide written notification to property owners of record within 500 feet of the proposed IOZ boundary at least ten days prior to the meeting dates, and shall maintain written records of the meetings.

**C. Required scoping meeting.** The eligible institution shall meet with the Planning Authority after the first required neighborhood meeting and prior to submission of the zone change application to confirm the focus of the Institutional Development Plan (IDP) and regulatory framework, including associated study areas that may be outside of the proposed IOZ boundary. The IDP and regulatory framework will vary in detail and focus depending on the eligible institution and its context. The content requirements in Subsections 8.3.4 and 8.3.5 and the recorded comments from neighborhood meeting(s) shall provide direction for the content of the IDP. The Planning Authority or Planning Board may require additional information or modify content requirements as is relevant to the eligible institution.

**D. Reviewing authority.** The Planning Board shall review the zone change application, including the IDP and regulatory framework. At least one public workshop and a public hearing before the Planning Board are required. Upon recommendation of the Planning Board, the City Council shall review and consider adoption of the Institutional Overlay Zone and the accompanying regulatory framework as an amendment to the City’s Code of Ordinances.

**E. Future institutional development.** All new development shall be compliant with the established IOZ and accompanying regulatory framework. It shall also be consistent with the IDP, consistent with the Comprehensive Plan, and shall meet applicable site plan standards, unless such standards are superseded by the regulatory framework. Any development proposed by an eligible institution outside the established IOZ boundary shall be reviewed under the standards of the applicable zone, unless such development is proposed in a residential zone and is functionally related to the operations within the IOZ, in which case it shall be addressed by the IDP and require an amendment to the IDP as applicable.

#### **8.3.4 Institutional Development Plan (IDP)**

**A. Purpose.** Any use conducted by an eligible institution and any construction by an eligible institution in an Institutional Overlay Zone shall be consistent with an Institutional Development Plan (IDP) approved by the Planning Board in accordance with this section. The purpose of the IDP is to establish baseline data about institutional land uses, facilities, and services, and to measure, analyze, and address the anticipated or potential impacts of planned institutional growth and change. The IDP shall serve as a background document that supports the proposed regulatory framework and informs subsequent site plan review(s).

**B. Planning horizon.** An IDP shall provide the City and abutting neighborhoods with a clear outline of the anticipated or potential growth and change of the eligible institution for the short- to medium-term (e.g. 1-5 and 5-10 years respectively), as well as a conceptual growth plan for the long-term (e.g. 10 years or more). However, the specific planning horizons for each institution will be determined as part of the IDP approval process.

**C. Content.** The IDP submission shall address the following elements unless specifically modified by the Planning Authority or Planning Board, with the scope and level of detail to be clarified at the required scoping meeting:

**1. Context information, including:**

- a.** The institution's adopted mission, vision, or purpose statement.
- b.** A summary of relevant baseline data on the institution, including:
  - i.** A neighborhood context plan.
  - ii.** An inventory of current programs and services.
  - iii.** A current census of the number of people using the institution (e.g., employees, enrollment, patients), with an indication of maximums and minimums over time.
  - iv.** An inventory and/or plan of all existing property holdings within the main campus and within the City of Portland, including an indication of functional land use links between off-campus properties and the main campus (e.g. remote parking).
  - v.** An inventory and/or plan of existing facilities, including data on use, floor area, and any existing functional connections between facilities.
- c.** A summary of the baseline characteristics of the existing campus and context of the institution, based on identified study areas, including:



management, phasing, and when a Traffic Movement Permit (TMP) may be required.

**ii. Environment, with:**

- a) An analysis of potential cumulative impacts on natural resources and open spaces.
- b) An analysis of projected energy consumption, hazardous materials generation, noise generation, and similar issues as relevant.
- c) An environmental plan, representing the synthesis of the analysis and including a proposed program or set of guidelines for future preservation, enhancement, conservation, and/or mitigation.

**iii. Infrastructure, with:**

- a) An analysis of projected public utility demand and the capacity of associated infrastructure.
- b) An analysis of projected public safety needs and projected impacts to the capacity of these services.
- c) An infrastructure plan, representing the synthesis of the analysis and including a proposed program or set of guidelines to support sustainable growth.

**iv. Design, with:**

- a) An analysis of projected impacts to neighboring properties and public spaces, including potential shadow, wind, and lighting impacts, impacts of height and massing, and impacts to historic resources.
- b) An analysis of transition areas between the institution and adjoining neighborhoods, including identification of key character defining components of the surrounding context.
- c) An analysis of existing Crime Prevention Through Environmental Design issues and identification of how these principles would be addressed as part of the proposed campus development.
- d) A conceptual built environment/public realm plan, representing the synthesis of the analysis and including a set of guidelines for urban design, landscape, open space, and streetscape treatments, with particular attention to the treatment of edges (both within and abutting the IOZ boundary) to achieve compatible transitions.

**v. Neighborhood engagement, with:**

- a) A plan for ongoing community engagement that represents best practices, promotes collaborative problem solving around community concerns, fosters transparency, and identifies

mechanisms for neighborhood feedback and institutional accountability.

- b) A property management framework that identifies the institution's process for handling operational property issues with neighbors.
- c) Strategies for assuring communication pertaining to property acquisition and disposition in surrounding neighborhoods.
- d) A set of construction management principles to apply to all institutional construction, that represent best practice, aim to minimize short- and long-term construction impacts on surrounding residents and businesses, and ensure a clear communication strategy is in place in advance of construction.

**D. Standards of review.** The IDP shall:

1. Address all content requirements, unless explicitly modified by the Planning Authority or Planning Board.
2. Reflect the issues/topics identified in the required public process.
3. Demonstrate consistency with the City's Comprehensive Plan and the purpose of this ordinance.
4. Demonstrate how the property ownership, proposed growth, and requested regulatory framework relate to the institution's mission.
5. Demonstrate that traffic and parking impacts have been anticipated and that the proposed parking provision is justified as based on an assessment of options for reducing traffic and parking demands.
6. Outline an approach to open space, natural, and historic resources that supports preservation and enhancement.
7. Demonstrate that potential cumulative environmental impacts have been anticipated and can be minimized or satisfactorily mitigated.
8. Demonstrate that utility impacts have been anticipated and can be minimized or satisfactorily mitigated.
9. Reflect a comprehensive design approach that ensures appropriate transitions with the existing or future scale and character of the neighboring urban fabric.
10. Promote compatibility with existing or future uses in adjacent neighborhoods, maintain housing, and support local amenities.
11. Anticipate future off-site improvements that would support the integration of the institution into the community and city wide infrastructure.
12. Conform with the standards of Article 16 for designated landmarks or for properties within designated historic districts or designated historic landscapes, if applicable.
13. Incorporate strategies to support clear communication and ongoing public engagement between institutions and nearby neighbors.

**E. Approval.** Upon finding that an eligible institution’s IDP meets the standards of review, the Planning Board shall approve, approve with conditions, or deny an IDP.

**F. Monitoring.** The IDP shall establish a schedule for reporting on IDP implementation at regular intervals of not more than ten years from the date of approval of the initial or amended IDP, and identify thresholds for IDP amendments.

**G. Amendments.** An approved IDP shall guide campus development unless and until amended. If at any time the eligible institutions request minor amendments to an approved IDP, the Planning Authority may approve such minor amendments, provided that they do not constitute a substantial alteration of the IDP and do not affect any condition or requirement of the Planning Board. The applicant shall apply with a written statement of the proposed amendment and proposed amended IDP to the Planning Authority, whose decision as to whether the amendment is minor shall be final. Major amendments shall be reviewed by the Planning Board. When the IDP is amended, the baseline data in the IDP shall be updated as appropriate.

### 8.3.5 Regulatory framework

**A. Purpose.** The regulatory framework translates the IDP into a set of clear and specific zoning requirements for the IOZ that constitute the text and map amendments to the City’s Land Use Code and zoning map. The zoning requirements are anticipated to include parameters that guide the growth and change of the institution as well as broad strategies to address potential impacts, with plans and details to be developed under site plan review.

**B. Applicability.** The regulatory framework shall apply only to properties that are within the IOZ boundary and to which the eligible institution holds right, title, or interest. For these properties, the Institutional Overlay Zone shall supersede the underlying zoning, and all new institutional development shall be conducted in compliance with the regulatory framework and the approved Institutional Development Plan. Properties located within the Institutional Overlay Zone not subject to right, title, or interest of the eligible institution shall continue to be governed by the regulations of the underlying zoning designation.

**C. Uses.** Institutional uses, including hospitals and higher education facilities, shall be permitted, as shall uses that are functionally integrated with, ancillary to, and/or substantively related to supporting the primary institutional use, consistent with the applicable approved IDP.

**D. Content.** The regulatory framework shall reflect the information and analysis of the IDP. The content shall be tailored to address the issues associated with the institution and its neighborhoods. The regulatory framework should be succinct and use tables and graphics to address the following, if applicable:

**1. Zoning boundary of the IOZ.** The area to which the regulations apply, as shown on the zoning map, subject to other provisions of this ordinance (i.e. the map amendment to the City’s zoning map).

**2. Phasing and schedules.** Requirements that relate to proposed phases; a chart showing the schedule or thresholds for submitting an amended IDP (or elements of an IDP, such as a Transportation Demand Management (TDM) Plan).

**3. Uses.** Clarification, as necessary, on permitted uses.

**4. Dimensional requirements.** Graphics, sketches, or standards, including details for transition zones within the IOZ boundary.

**5. Transportation.** Elements such as Transportation Demand Management Plan (TDM) trip reduction targets or contribution to area-wide TDM measures; broad parameters for ensuring pedestrian, vehicular, bicycle and transit access and safety; parking ratios and management strategies; thresholds for access improvements.

**6. Environment.** The approach to the inclusion of open space and preservation of environmentally-sensitive areas.

**7. Mitigation measures.** The broad approach to identified mitigation measures, which would be addressed in greater detail in the site plan review process; thresholds for addressing deficiencies; goals for preservation/protection.

**8. Design.** Graphics and standards to clarify building placement and envelope (height and massing); guidelines for integration of site features; required treatments for transition zones and treatment for all edges (both within and abutting the IOZ boundary); guidelines for establishing campus identity.

**9. Neighborhood integration.** Thresholds and strategies for neighborhood engagement; mitigation of impacts on neighboring properties, including construction impacts; buffering requirements; objectives for pedestrian linkages and safety; other requirements that address community concerns.

**10. Monitoring.** A schedule for regular monitoring reports on IDP implementation in accordance with the IDP.

**E. Standards of review.** The regulatory framework shall:

1. Be consistent with the Comprehensive Plan and the Institutional Development Plan.

2. Provide a clear zoning framework, using graphics and tables as appropriate, to apply to future site plan reviews.

3. Provide specific regulatory statements as appropriate that respond to concerns raised during the required public involvement.

4. Outline measurable goals and thresholds for improvements or other actions identified in the IDP to be advanced in subsequent site plan applications.

**F. Approval/adoption.** The Planning Board shall review the proposed regulatory framework against the standards of review and make a recommendation on the institution's IOZ designation and regulatory framework to the City Council for adoption as part of this Land Use Code.

**G. Amendments.** A regulatory framework and IOZ boundary as adopted by the City Council shall remain in force unless and until amended. Amendments to a regulatory framework and/or IOZ boundary may be brought forth by the City or eligible institution. Proposed amendments to the IOZ boundary or regulatory framework shall be reviewed by the Planning Board and adopted by the City Council subject to the provisions of this ordinance.

**(Note: Sections 8.3.6 and 8.3.7 are specific to Maine Medical Center and to the Roux Institute respectively.)**

### **8.3.8 The University of New England Overlay Zone Regulatory Framework**

**A. Applicability.** The regulatory framework shall apply only to development proposed by the University of New England (UNE) within the boundary of the Institutional Overlay Zone (IOZ) and to which UNE holds right, title, or interest. The regulatory framework shall not apply to any land zoned OS-P. Properties in the UNE IOZ shall continue to be governed by the regulations applicable to the underlying zone except as specifically modified by the regulatory framework. The UNE IOZ shall have the boundaries depicted in Figure 8-H.



**FIGURE 8-H UNE IOZ BOUNDARY**

### **B. Phasing and monitoring**

- 1.** UNE shall file monitoring reports every five years with the Planning Authority. Monitoring reports shall ensure that data in the IDP is current and provide a summary of progress on IDP implementation, including details of acquisitions and divestments since the date of IDP approval. Monitoring reports shall include data on UNE's environmental compliance and the number of Best Management Practices (BMPs) implemented to address stressors and pollutant sources identified in the Capisic Brook watershed.
- 2.** Interim conditions shall be designed for a pleasant pedestrian experience through planting, lighting, wayfinding, graphics, artwork, or ornamental fencing to provide screening, buffers, and enhancement. Interim areas of the site which are not actively used for parking or construction staging will be appropriately left in a

natural state, landscaped or accommodate gathering on lawns or other aesthetically hardened spaces.

**C. Uses.** Permitted uses are listed in Table 8-E.

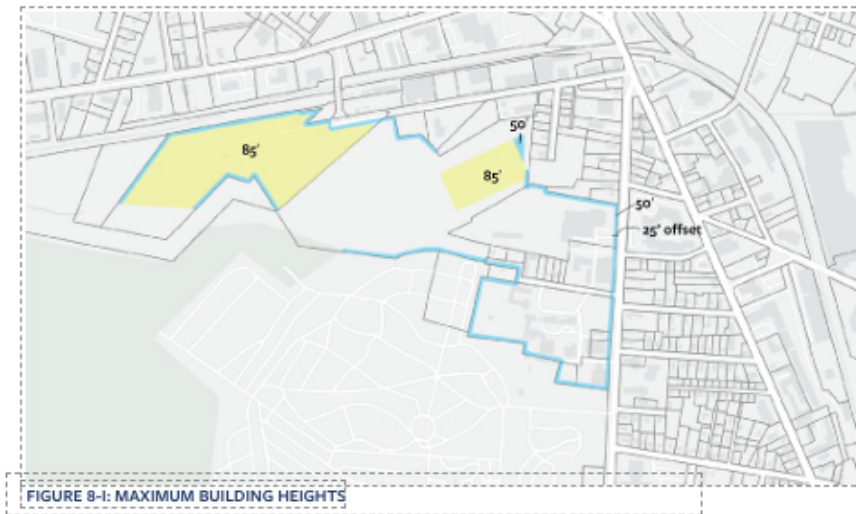
**TABLE 8-E: PERMITTED USES**

- Two-family dwellings ●
- Three-family dwellings ●
- Four-family dwellings ●
- Townhouse dwellings ● 6.4.13
- Multi-family dwellings ●
- Live/work dwellings ●
- Lodging houses ● 6.4.21
- Child care centers + small child ● 6.4.9
- Clinics ●
- Cultural facilities ●
- Elementary, middle, and secondary ●
- Governmental uses ●
- Places of assembly ●
- Post-secondary schools ●
- Bars ● General offices ●
- General services ●
- Hotels ●
- Intermodal transportation facilities ●
- Market gardens ● 6.4.25
- Recreation and amusement ●
- Restaurants ●
- Retail ●
- Specialty food service ●
- Studios for artists ●
- Theaters and performance halls ●
- Veterinary services ●
- Animal-related services ●
- Communication studios ●
- Laboratory and research facilities ●
- Low-impact industrial ●
- Studios for artists and ●
- Off-street parking ●
- Parks and open spaces ●

- Solar energy systems (minor) ● 6.4.38
- Utility substations ● 6.4.39
- Wind energy systems (minor) ○ 6.4.41
- Key: ● = permitted | ○ = conditional

**D. Dimensional requirements.**

1. For the purposes of this IOZ, “lot” is defined as the contiguous lots under UNE ownership, including land separated by a public or private right-of-way. The “lot” boundary is shown in Figure 8-H. (See above.)
2. Side and rear setbacks shall not be required between buildings on contiguous lots owned by UNE on the condition that such contiguous lots shall be considered merged and shall not be separately conveyed unless required setbacks in the underlying zones are provided.
3. Maximum building heights for new principal buildings in the IOZ shall be governed by the maximum building heights map in Figure 8-I.



**TABLE 8-F: DIMENSIONAL STANDARDS**

- Lot area (min.) –**
- Street frontage (min.) –**
- Gross floor area (max.)** (Nonresidential uses on the ground floor only, unless otherwise permitted or restricted) –
- Build-to zone** 0–10 ft.
- Build-to percentage (min.)** 100%
- Building length as a percentage of street frontage (min.)** B-2: None
- Blank wall area (max.)**
- Rear setback (min.)** 20 ft. None, except 25 ft. if abutting a lot outside of the IOZ boundary in a residential zone

**Side setback, interior (min.)** None, except 5 ft. if abutting a lot in a residential zone  
**Structure height (min.)** 75 ft., or as shown on the UNE Height Map  
**Landscaped open space ratio (min.)** B-2: 10%

#### **E. Transportation**

**1. Transportation demand management (TDM).** At the time of the first site plan review following IDP approval, UNE shall submit a campus-wide TDM Plan substantially in accordance with those TDM objectives and strategies identified in the approved IDP. The TDM Plan may be phased into short-, mid-, and long- term actions to allow for progressive implementation over time.

**2. Parking.** Parking requirements in the IOZ shall be established at the time of site plan review based on a parking study that includes a campus-wide analysis of demand and supply. Parking studies shall integrate parking and trip reduction achievement and data contained in the TDM Plan.

**F. Environment.** All new buildings and parking facilities proposed by UNE shall integrate with the surrounding context to allow connectivity amongst open space, pedestrian networks, and the Evergreen Cemetery, and to protect the critical natural resources associated with the Capisic Brook watershed. The Planning Board may approve a reduction of the setback requirement for a new building to the least amount necessary to achieve the goals of the development and minimize overall impacts, provided that the setback is not reduced to less than 40 feet.

#### **G. Mitigation measures**

**1.** Site plan impacts to off-premise infrastructure shall be mitigated in a manner proportionate to those impacts. Mitigation may include financial or in-kind contributions to existing or planned City projects focused on mitigating the impacts of the development. Mitigation contribution shall be determined based on the City's standard procedure in effect at the time of site plan review.

**2.** Impacts to natural resources shall be mitigated in accordance with local, state, and federal permitting standards in effect at the time.

#### **H. Design**

**1.** All new development shall be designed to create a cohesive campus character.

**2.** New buildings shall be designed with building entrance(s) and principle facades oriented towards existing campus buildings, open space, streets, and pedestrian pathways.

**3.** New buildings will minimize visual impact of service areas, loading docks, and utility structures.

**4.** All new development shall provide a variety of open spaces that integrated into the existing campus.

**5.** All new development shall provide adequate lighting for clear visibility at streets, pedestrian pathways, building entries, and parking areas. All lighting shall be compliant with UNE's lighting plan, which is included in the IDP.

**6.** All signage shall be compliant with UNE's signage design standards, which are included in the IDP.

#### **I. Neighborhood integration**

- 1.** For the purposes of keeping surrounding residential areas appraised of its future development plans, and to address any neighborhood issues related to the operations of the UNE campus, UNE shall adhere to the ongoing neighborhood engagement principles identified in the IDP.
- 2.** Ongoing community engagement shall be conducted, including the continuation of posting project update's on UNE's Campus Planning web page and the creation of a dedicated email address for neighbor communication UNE'S Planning Department.
- 3.** UNE shall conduct annual neighborhood outreach through neighborhood meeting(s), to be hosted on campus, and shall provide the Planning Authority with a copy of the neighborhood notice and a record of participants, content, and feedback as described in Section 13.5.5(C).
- 4.** A designated community contact shall be engaged to be the point of contact for providing information to the neighborhood and receiving feedback.