CITY OF AUBURN
CITY OF LEWISTON
JOINT PLANNING BOARD WORKSHOP
Tuesday, February 28, 2012 – 6:00 P.M.
Auburn Hall-Second Floor

AGENDA

I. ROLL CALL

II. ADJUSTMENTS TO THE AGENDA

III. CORRESPONDENCE

IV. PUBLIC WORKSHOP:
   a) **Discussion with ATRC on local road construction projects and process.**
   b) **Prescribing Urban Design Standards: A Discussion of Form-Based Codes.**
   c) **Update on Lewiston's Riverfront Master Plan.**

V. ADJOURNMENT

The Androscoggin Transportation Resource Center (ATRC)

What is ATRC?

The Androscoggin Transportation Resource Center (ATRC) is responsible for planning the transportation system for the Greater Lewiston-Auburn Area. Known as a Metropolitan Planning Organization, ATRC was established by federal requirement of the Federal Aid Highway Act of 1962 and designated to serve the urbanized area of Lewiston, Auburn, Lisbon, and a portion of Sabattus. As a regional hub for businesses, services and community life, the ATRC Region is home to 73,000 residents and 40,000 jobs.

Who is ATRC?

ATRC is comprised of a Policy Committee of elected and appointed officials from the Cities of Lewiston and Auburn, the Towns of Lisbon and Sabattus, the Androscoggin Valley Council of Governments (AVCOG), as well as the Androscoggin County Chamber of Commerce, the Maine Turnpike Authority (MTA), Western Maine Transportation Services, the Maine Department of Transportation (MaineDOT), and the federal funding agencies of the United States Department of Transportation (USDOT). A Technical Committee made up of transportation planners, engineers, advocates and service providers make recommendations to the Policy Committee on technical matters. Members of the Policy and Technical Committees are appointed by their respective municipalities.

The Androscoggin Valley Council of Governments (AVCOG) provides professional staffing to ATRC.

What is ATRC responsible for?

ATRC is responsible for planning the surface transportation network, including principal and minor arterials, collector roads, bridges, rail, public transit, and facilities for biking and walking. Short and long-range improvements are outlined in the following documents:

Long-Range Transportation Plan - The current plan looks to define what the region's transportation system will look like in 20 years - 2030. The plan considers projected growth in population, employment, and residential and commercial development as the basis for new policies and projects to facilitate all modes of transportation, including roads and highways, rail, public transit, and biking and walking. The Long Range Plan will be updated in 2013.

The **Transportation Improvement Program** (TIP) is a capital improvement program developed every two years in cooperation with the Maine Department of Transportation. This program results in a prioritized list of transportation projects that are submitted for federal, state and local funding, such as road resurfacing and reconstruction. Candidate projects are submitted by the member communities, and ranked through a technical scoring/project prioritization process.

ATRC also provides a **Unified Planning Work Program** on a biennial basis, which identifies the work to be accomplished by the staff, and planning studies requested by member communities. In the past, the work program has included studies of major highway corridors, parking demand and supply, truck routes, traffic signal coordination, and traffic impact on new development as well as local assistance in traffic reviews and studies.

***Policy Committee* - Voting Members**

Auburn – Roland Miller, Economic Development Director
Auburn – Jonathan LaBonte, Mayor
Lewiston – Ed Barrett, City Adminstrator
Lewiston – David Jones, Director, Public Works Department (Vice Chair)
Lisbon – Stephen Eldridge, Town Manager
Lisbon – Scott Benson, Economic Development Director
Sabattus – Andrew Gilmore, Town Manager
AVCOG - Robert Thompson, Director (Chair)
AVCOG – John Johnson, President
MaineDOT – Duane Scott
Maine Turnpike Authority – Sara Devlin

***Technical Committee* - Voting Members**

Auburn – Dan Goyette, City Engineer (Chair)
Auburn – Eric Cousens, City Planner
Lewiston – Richard Burnham, City Engineer
Lewiston – Megan Bates, Deputy Director, Highway & Open Space
Lisbon – Ryan Leighton, Town Engineer
Lisbon – Elwood Beal, Public Works Operations Manager
Sabattus – Alan LeBlanc, Public Works Director (Vice-Chair)
AVCOG – Joan Walton, Regional Transportation Planner
AVCOG – John Maloney, Sr. Land Use Planner
MaineDOT – Matthew Philbrick
Maine Turnpike Authority – Sara Devlin

ATRC
Project Selection and Prioritization Process

Adopted June 22, 2006

Androscoggin Transportation Resource Center

planning for the movement of goods and people in our community

I. INTRODUCTION

This document outlines the Androscoggin Transportation Resource Center (ATRC) project selection and prioritization process for the biennial Transportation Improvement Program (TIP). It conforms to the ATRC Organizational Bylaws. The project selection process has been tailored to respond to the requirements of the following:

- Maine's Sensible Transportation Policy Act
- Federal legislation including SAFETEA-LU
- Clean Air Act Amendments
- ATRC 20-Year Plan
- ATRC Unified Planning Work Program
- Overall Capital Improvement Needs of the ATRC area

II. PUBLIC INVOLVEMENT

This document conforms to the ATRC Public Involvement Process, adopted February 26, 2004.

III. ELIGIBILITY, ROLES, AND RESPONSIBILITIES

A. Organizational Eligibility

The chief elected or administrative officials from the following organizations may propose projects through the ATRC process:

1) City of Lewiston
2) City of Auburn
3) Town of Lisbon
4) Town of Sabattus
5) Androscoggin Valley Council of Governments (AVCOG)
6) Lewiston-Auburn Transit Committee (LATC)
7) Western Maine Transportation Services (WMTS)
8) Maine Department of Transportation (MaineDOT)
9) Maine Department of Environmental Protection (MDEP)
10) Maine Turnpike Authority (MTA)

Only projects endorsed by municipal councils (including proposals from private not-for-profit organizations) will be included in the ATRC list submitted to MaineDOT. Written evidence of Board of Directors support is required for proposals from public transportation organizations and private not-for-profit organizations.

B. Roles and Responsibilities

The specific roles and responsibilities of the two standing ATRC committees are presented below.

1) Technical Committee – This committee reviews TIP project proposals and makes recommendations on final project selection to the Policy Committee. During the TIP development process, the Technical

Committee carries out the following work in the evaluation of highway improvement proposals:

a. Review all proposals in the field,
b. Develop detailed scopes of work for each proposal,
c. Recommend a "short list" of projects for which cost estimates will be prepared,
d. Review data collection and analysis of projects, and
e. Recommend a final list of projects (reconstruction, rehabilitation, resurfacing, intersection, etc.) for Policy Committee consideration

2) Policy Committee – The Policy Committee will review and comment on all project selection recommendations of the Technical Committee and the two transit providers (LATC and WMTS). The Policy Committee will formulate policy that determines the project list submitted to MaineDOT. The Policy Committee will endorse the final TIP document.

IV. PROJECT PROPOSAL REQUIREMENTS

In order to be considered, project proposals must meet the following requirements.

A. Proposals must be consistent with the ATRC Long Range Transportation Plan.
B. Proposals must be consistent with the comprehensive plan or municipal policy document of the city/town in which it is located.
C. Proposed projects that begin or end at a town or city boundary line must be appropriately connected with the existing or programmed transportation infrastructure in the adjacent community.
D. Proposals submitted after the deadline will not be considered.
E. Only complete project proposals with detailed scopes of work will be considered for funding. ATRC staff can provide assistance, but only the communities can decide on the final cross-sectional attributes of a particular roadway proposal.
F. Proposals for roadway improvements must be located on federal and/or state approved functionally classified highways in the ATRC region.
G. Intersections proposed for improvement must be identified as MaineDOT's "high crash location" or must exhibit a level-of-service "D" or worse to be considered for funding.
H. Highway reconstruction project proposals that add capacity to the system (including turning lane construction) must be based on a thorough analysis, such as a study sponsored by ATRC. Projects that are deemed "reasonably significant" per Maine's Sensible Transportation Policy Act will also require a full alternatives analysis before they can be considered for funding (pursuant to MaineDOT Rule 17-229-103).

V. PROPOSAL SCORING

MaineDOT evaluates Surface Transportation Program (STP) Safety and STP Enhancement project proposals in advance of the rest of the highway and transit program. MaineDOT notifies ATRC of projects selected for inclusion into the TIP with funding from one of these sources. Projects not selected by MaineDOT are still eligible to be considered for funding, under the available balances of STP, National Highway System (NHS), and/or Federal Transit Administration (FTA) capital funding programmed by ATRC.

The following sections describe the technical scoring process that assists ATRC in the allocation of Federal Highway Administration (FHWA) and FTA funding.

A. FTA Section 5309 and 5307 Capital Funds
FTA publishes an allocation of Section 5307 Capital Funds to the urban area on an annual basis. Section 5309 Funds are allocated throughout the nation on a competitive basis. ATRC does not allocate FTA capital funds on a formula basis as many other MPOs do. ATRC allocates capital fund on a ~~"n~~needs justified" basis. Project proposals from Section 5307 Capital Funds should evolve from a capital improvement or replacement program.

B. Highway Improvement Scoring Formula (STP and NHS Funding)
The nine scoring factors are listed below and are further described in the following sections. Factors are scored on a common scale from 0 to 1. Each factor is then weighted as noted below, and the sum of the weighted scores (out of 100 total points) for each project is tallied.

Highway Scoring Criteria – Weighting Factors

Criteria	Recon/Rehab	Resurfacing	Intersection
Traffic Volume (AADT)	25	30	20
Traffic Growth (%)	10	5	10
Safety	15	0	40
Pavement Condition	15	50	0
Relative Congestion (v/c)	5	0	15
Improve to Federal Standards	5	0	10
Bicycle/Pedestrian Improvements	5	5	5
Cost Per Lane Mile	10	5	0
Connectivity	10	5	0
Maximum Weighted Score	100	100	100

1) Traffic Volume - Traffic volumes are a good indicator of the roadway's functional priority to the region. Traffic volumes are based on the roadway's current Average Annual Daily Traffic (AADT) as collected by MaineDOT, MTA, ATRC staff, or consultant studies. The score is

calculated by dividing the proposed project's AADT by the largest AADT in the project list.

2) Traffic Growth - The growth in traffic on a roadway segment is a good indicator of future demand and hence, future need. Priority is given to those facilities for which the demand is expected to increase the most. This factor is based on a 2000-2025 growth rate, as forecasted by the ATRC Traffic Model.

3) Safety - The safety score is based upon MaineDOT's list of high crash locations for the preceding three years. MaineDOT classifies a roadway link or node as a high crash location if it has had eight or more crashes in a three year period, and if it has a critical rate factor (CRF) greater than 1.0.

   The safety score is calculated by adding the CRFs of the high crash locations identified along the length of the project and dividing by the highest CRF sum of all the project proposals. Each project proposal is then evaluated by ATRC staff to determine what, if any, safety improvements are to be made, and an estimate is made as to what percentage of the CRF score should be applicable. The intent is to award points to projects that address the safety problems, and not those that simply contain a high crash location.

4) Pavement Condition - The pavement condition score is based upon MaineDOT's latest Pavement Condition Ratings (PCRs). MaineDOT classifies PCRs on a 0 to 5 point basis as shown in the following table:

   Pavement Condition Rating (MaineDOT System)

PCR	Rating	Treatment
0 to 2.5	Poor	Reconstruction
2.5 to 3.2	Fair	Resurfacing/Rehab/Reconstruction
3.2 to 5.0*	Good	No treatment

   *A PCR of 5.0 indicates a new condition or a roadway that has recently been paved.

   The pavement condition score is calculated by the following equation:
   1-(PCR/5.0)

5) Relative Congestion - Highway reconstruction projects that add turning lanes or travel ways that improve intersections, and/or add or rebuild shoulders can substantially improve flow on a roadway link or at an intersection.

Congestion is measured in terms of traffic volume and carrying capacity of the roadway or intersection – simply stated, Volume/Capacity. In general, the closer the volume-to-capacity ratio is to 1.0, the more congested the roadway link or intersection.

6) Improve to Federal Standards - Project proposals are awarded up to 1 point for improving a roadway to federal standards. Federal standard upgrades include: major horizontal or vertical alignment improvements; turning lane construction; shoulder construction; and major drainage upgrades. Points are awarded based on the following scale:

Number of Improved Standards	Points
1	0.2
2	0.6
3 or more	1.0

7) Bicycle/Pedestrian Improvements – Projects may receive up to 5 points for including improvements to the bicycle or pedestrian network as part of highway reconstruction, rehabilitation or intersection improvements. These 5 points may be awarded as follows:

Points	Criteria	Example
5	The project is located in a pedestrian district and will include new and/or improved bicycle/pedestrian facilities, such as bike lanes, sidewalks with esplanades, and other streetscape improvements and amenities. A pedestrian district is a dense, mixed use area where a high volume of ―people" traffic is both expected and encouraged, such as downtown Auburn and Lewiston, Lisbon Falls, Sabattus Village, Auburn Mall and Lewiston Mall.	Central Ave, Lewiston Court St., Auburn Lisbon St., Lewiston Turner St., Auburn
4	The project will include NEW bicycle AND pedestrian facilities where none exist but are warranted. Sidewalks are warranted on both sides of arterial and collector streets in the urban core. Bicycle facilities are warranted on roads identified as bikeways on the ATRC 2025 Vision Map.	Park Avenue, Auburn Bartlett St., Lewiston
3	The project will include NEW bicycle OR pedestrian facilities where none exist but are warranted. Sidewalks are warranted on both sides of arterial and collector streets in the urban core. Bicycle facilities are warranted on roads identified as bikeways on the ATRC 2025 Vision Map.	Stevens Mill Rd., Auburn Russell St., Lewiston
2	The project will replace existing bicycle and pedestrian facilities where such facilities have excessively deteriorated.	
1	The project will replace existing bicycle and pedestrian facilities, such as for ADA sidewalk modifications, re-striping of existing shoulders and paving gravel shoulders, etc.	
0	No facilities are planned.	

8) Cost Per Lane Mile - This factor is defined in terms of total cost (including right-of-way costs) per lane mile as estimated by MaineDOT. This factor is important because costs outside of the travel way can fluctuate dramatically from project to project, and should be considered in an overall program evaluation.

The score is calculated by dividing the proposed project's cost per lane mile by the largest cost per lane mile for each project category, then subtracting this number from 1.

9) Connectivity - The connectivity of a project is based on two factors; whether or not the proposed project is a "continuation" of another project, and the typical cross-section of the two projects. The prior project must have been constructed within the last five years.

A project will receive 0.5 points if the start or end point is part of another project. The remaining 0.5 points will be based on the ratio of the proposed project's pavement width divided by the prior project's pavement width. Values of 1.0 or higher will receive the full remaining 0.5 points, and values less than 1.0 will receive that value multiplied by 0.5. If the proposed project does not begin or end at another project, then no points are awarded.

C. Sidewalk Improvement Scoring Formula

The five scoring factors for currently existing sidewalks are listed below, which are further described in the following sections. Factors are scored on a common scale from 0 to 1. Each factor is then weighted, as noted below, and the sum of the weighted scores (out of 100 total points) for each project is tallied.

Existing Sidewalk Scoring Criteria — Weighting Factors

Criteria	**Existing**
Pedestrian Usage	30
Safety & Accessibility	10
Condition	30
Cost	20
Connectivity	10
Maximum Weighted Score	**100**

1) Pedestrian Usage – The amount of use that a sidewalk receives will indicate the demand for the walkway. Projects may receive up to 1 point for improvements to the bicycle or pedestrian network. This 1 point may be awarded as follows:

oints	Criteria
.0	The project will replace existing sidewalks that are excessively deteriorated with greater than 75% of the area at severity level 4.
.8	The project is located in a pedestrian district or within a ¼ mile radius of a transit facility such as a bus stop, and will reconstruct existing sidewalks. A pedestrian district is a dense, mixed use area where a high volume of —people" traffic is both expected and encouraged, such as downtown Auburn and Lewiston, Lisbon Falls, Sabattus Village, Auburn Mall and Lewiston Mall.
.6	The project will replace sidewalks, such as for Universal Access sidewalk modifications.
.3	The project will improve sidewalks outside of the pedestrian district.

2) Safety & Universal Access – The safety and Universal Access criteria are combined to assess the ease of use that mobility-impaired people will encounter on the sidewalk. Universal design is the idea that we should design places that are accessible to all regardless of age or ability. By utilizing universal design principals people can age in place and move more freely in their community. Examples of problems that should be corrected are changes in level —steps", steep cross-slopes and grades, new or improved intersection ramps, or moving obstacles like utility poles in the sidewalk that must be maneuvered.

   Project will receive 0.5 points for addressing numerous safety issues and 0.5 points for addressing numerous accessibility issues.

3) Condition – The condition of sidewalks are divided into four categories as shown in the figure below.

Severity Level	Description	Notes
0.0	Low Severity	Sidewalk in good condition, was new or recently built
0.5	Medium-Low Severity	Low distress; some cracking, with little, if any, problems for mobility
3.0	Medium-High Severity	Mild distress; sidewalk may be broken up in areas, or showing wear in various areas, may be difficult for some pedestrians to use
4.0	High Severity	High distress; sidewalk in extremely poor condition, and may be impassable with possible large cracks, potholes, and missing sidewalk sections

The Condition score is calculated by dividing the pavement severity score by four.

4) Cost – The cost factor is the total cost (including right-of-way costs) per square yard of sidewalk as estimated by MaineDOT. This factor is important because costs outside of the sidewalk can fluctuate dramatically from project to project, and should be considered in an overall program evaluation.

   This score is calculated by dividing the total cost of the project by the square yards of sidewalk covered, and then dividing the project by the highest project cost per square yard. These scores are then subtracted from 1.

$$\text{COST} = 1 - \left[\frac{\frac{\text{Cost of Project}}{\text{Area of Sidewalk}}}{\frac{\text{Highest Project Cost}}{\text{Area of Sidewalk}}} \right]$$

5) Connectivity – The connectivity of a project is based on whether or not the proposed project is a ~~c~~ontinuation" of another project.

   A project will receive 0.5 points for each end of the sidewalk project that connects to another sidewalk. The total sidewalk score may not exceed 1 point. If the proposed project does not begin or end at another project, then no points are awarded.

D. New Sidewalk Scoring Formula

The five scoring factors for new sidewalks are listed below, which are further described in the following sections. Factors are scored on a common scale from 0 to 1. Each factor is then weighted, as noted below, and the sum of the weighted scores (out of 100 total points) for each project is tallied.

Criteria	New
Area of Sidewalk	30
Demonstrated Usage	30
Connectivity	10
Cost	20
Installation guidelines	10
Maximum Weighted Score	**100**

1) Area of Sidewalk – The area that the new sidewalk will be located in will demonstrate the need for the sidewalk. New sidewalks which will be located inside of pedestrian districts will be of highest priority, while those outside will be of lower priority.

   New sidewalks located inside of pedestrian districts will be given 1 point. New sidewalks located outside of the pedestrian district, but connecting to it will be given .6 points. Sidewalks outside of the pedestrian district will be given .3 points.

2) Demonstrated Usage – Areas that have proven pedestrian usage and are without sidewalks need consideration in the interest of safety.

   Points will be awarded for areas that can prove pedestrian usage in some way, such as "cow paths" through grassy areas.

3) Connectivity – The connectivity of a project is based on whether or not the proposed project is a "continuation" of another project.

   A project will receive 0.5 points for each end of the sidewalk project that connects to another sidewalk. The total sidewalk score may not exceed 1 point. If the proposed project does not begin or end at another project, then no points are awarded.

4) Cost – The cost factor is the total cost (including right-of-way costs) per square yard of sidewalk as estimated by MaineDOT. This factor is important because costs outside of the sidewalk can fluctuate dramatically from project to project, and should be considered in an overall program evaluation.

This score is calculated by dividing the total cost of the project by the square yards of sidewalk covered, and then dividing the project by the highest project cost per square yard. These scores are then subtracted from 1.

$$\text{COST} = 1 - \left[\frac{\frac{\text{Cost of Project}}{\text{Area of Sidewalk}}}{\frac{\text{Highest Project Cost}}{\text{Area of Sidewalk}}} \right]$$

5) Installation guidelines – A new sidewalk that is located according to *Safety Effectiveness of Highway Design Features* (FHWA, 1992) will be awarded full points. This will help insure that new sidewalks are built in the most desirable locations.

   Only Federally Functional Classified roads will be considered for projects. Local roads will not be considered for projects.

Guidelines for Sidewalk Installation

Land-Use/Roadway Functional Classification/Dwelling Unit	**New Urban and Suburban Streets**	**Existing Urban and Suburban Streets**
Commercial & Industrial (All Streets)	Both sides.	Both sides. Every effort should be made to add sidewalks where they do not exist and complete missing links.
Residential (Major Arterials)	Both sides.	Both sides.
Residential (Collectors)	Both sides.	Multifamily—both sides.
		Single family dwellings—prefer both sides; require at least one side.
Residential (Local Streets) More than 4 units per acre	Both sides.	Prefer both sides; require at least one side.
1 to 4 units per acre	Prefer both sides; require at least one side.	At least 4‘ shoulder on both sides required.
Less than 1 unit per acre	One side preferred; shoulder on both sides required.	One side preferred, at least 4‘ shoulder on both sides required.

VI. FINANCIAL CONSTRAINT

A. Introduction

Federal rules require MPOs to financially constrain their Transportation Improvement Programs (TIPs) to funding levels that can reasonably be expected to exist in the funding years covered by the program. The rules also require the MPOs to program four years of projects rather than two years, but only the first two years are formally programmed with federal, state, and local funding. In the event that additional funds become available, the third or fourth year projects would advance to development. Third and fourth year projects that are not considered in the biennium will be considered for funding in the next TIP process.

B. Expected NHS, STP, FTA Section 5309 and FTA Section 5307 Funding Levels

MaineDOT provides ATRC with the projected funding levels at the beginning of the project selection process. Final allocations are provided during the development of the state's TIP.

VII. POLICY COMMITTEE SELECTION

Ultimately, it is the ATRC Policy Committee that will establish the final list of projects of what will be submitted to MaineDOT. The technical scoring system outlined in Section V covers the technical aspects of proposed projects only. The Policy Committee must address a whole range of policy issues before making a final decision on project selection.

A. Policy Considerations

The Policy Committee will, as part of its effort to take a more holistic approach, consider the following list of policy issues. This list is not intended to leave out or exclude any other issues that may be facing the community but is intended to serve as examples of what is considered in selecting projects over and above a technical ranking.

1) Economic development potential of areas impacted by the project
2) Fostering economic growth in areas not currently under development
3) Enhancing existing development to include making an area more attractive for future business development
4) Job growth
5) Job retention
6) Promotes diversification of business types
7) Promotes or is consistent with community goals
8) Contributes to the vitality, health and safety of the community

ATRC Major Project Priorities

HIGHWAY

Exit 75 Improvements
• The addition of the Passenger Intermodal Facility at the Auburn-Lewiston Municipal Airport, the designation of this area as the growth area for the City, and the location of the largest dry goods port in Maine further presses the need to reconfigure Exit 75 to support the amount of traffic that travels Kittyhawk Avenue from the current interchange. The Maine Turnpike Authority has completed a study of the Exit 75 area, which included a future buildout of the airport area, and improvements are planned for the intersection of Kittyhawk Avenue and Washington Street, as well as Washington Street at the Exit 75 ramps.

South Lewiston Access/Exit 80 Improvements
• The Maine Turnpike Authority (MTA) is planning to modify the Exit 80 Interchange on the Maine Turnpike. The existing interchange, a modified trumpet, will be redesigned into a single point urban interchange (SPUI). The Maine Department of Transportation (MaineDOT) is planning to widen Alfred Plourde Parkway (APP) from two lanes with turning lanes to four lanes with turning lanes within the limits of the proposed SPUI. MaineDOT is also investigating alternatives to improve the safety deficiencies at the Route 196 intersection with APP. MaineDOT is working with HNTB Corporation to develop some improvement alternatives which will then be shared with the municipalities and public.

Mount Auburn Avenue – Minot Avenue Connector
• Feasibility Study/Environmental Assessment. Traffic from the north destined for Minot and points west would benefit from a better connection to Minot Avenue rather than traveling through residential areas. It might also expedite travel to the Maine Turnpike.

Lewiston Junction Road
• Lewiston Junction Road from Kittyhawk Avenue to the entrance of the Freight Intermodal Facility is part of the National Highway System (NHS) and needs to be reconstructed due to the heavy truck activity. Estimated Cost— $1,300,000

Traffic Signal Management System
• Continuation of upgrades, interconnections and synchronization of signals and systems in the MPO to provide better timing of signals to reduce congestion and improve traffic flow into and through the metropolitan area. Estimated Cost—$2,000,000

Toll Equity Along Parallel Routes
• Encourage MaineDOT to evaluate and implement the tolling of parallel routes, primarily the I-295 corridor between Portland and Augusta to closely match the tolls along the I-95 / Maine Turnpike corridor.

Tolling Interstates
• Encourage MaineDOT to evaluate the potential tolling of the Interstate System.

Bernard Lown Peace Bridge
• Initiate planning for the future replacement of the Bernard Lown Peace Bridge, including evaluation of the most appropriate location for the bridge.

Southerly Connections
• Continue to monitor demand for improved connections to the south and east of the Lewiston-Auburn area. Continue to work with Lewiston and Auburn to implement recommendations from and prioritize construction of improvements utilizing the remainder of the $6,500,000 in High Priority Project funds that were obtained as a result of the Downtown Connector Study.

AIR

Auburn-Lewiston Municipal Airport
• Extend the main runway and expand runway clear zones and safety zones. Environmental Assessment is in process. Estimated Cost - $12,000,000
• Design and expand apron adjacent to Terminal Building. Cost - $500,000
• Renovate and expand Terminal Building. Cost—$900,000
• Pursue commercial/industrial development of non-aviation related airport land.
• Pursue scheduled passenger air service.

RAIL

Passenger Rail from Portland to Montreal
• Extend designation of High-Speed Rail Corridor north of Auburn, and design and upgrade the rail from Portland to Montreal to meet High-Speed Rail standards. Extend intercity (Amtrak) passenger rail service from Portland to Montreal.

Passenger Intermodal Facility
• Development of a 10,000 sq. ft. building and rail platform for intercity bus, local bus, commuter and intercity rail, and passenger aviation interface; along with a 550 space short-term and long-term parking, including a Park-and-Ride lot. The facility will be located on a High-Speed Rail corridor with future passenger travel to Montreal, and will include future connections to airport for general aviation, commercial passenger service and charter service. Development Costs: $2.5 million

Lewiston Lower Road
• The purchase of the remaining section of the Lewiston Lower Road and preserving the corridor and planning for future use, be it rail or trail or combination thereof

TRANSIT

Auburn Bus Facility
• Build the Auburn Bus Facility to enhance the two hub system for the *citylink* bus system. Cost - $300,000

Transit Linkage Between Lewiston/Auburn and Portland
• Provide a connection between Lewiston/Auburn and Portland with Commuter Rail, Bus Rapid Transit, or Intercity connection to Amtrak Station in Portland; including the construction of Park-and-Ride facility at the Airport.

Large Vehicle Wash Facility
• Evaluate the feasibility for, and determine suitable location of, a multi-use large vehicle wash facility that may be used by local transit buses, as well as public works or other large municipal vehicles.

BICYCLE/PEDESTRIAN

Lewiston—Riverside Greenway
• Construct 3.7 mile bicycle/pedestrian path from Main Street, North, along the Androscoggin River. Cost - $2,850,000

• Construct a Multiuse Trail from Simard-Payne Memorial Park to the boat launch.

Auburn—Lake Auburn Recreational Trail
• Construct a multiuse trail from Central Maine Community College to Park Avenue/Summer Street. Cost - $600,000

Sidewalk Improvements
• Continue practice of dedicating portion of biennial construction funds to sidewalk improvements within the area, as per *Bridging the Gaps: A Long Range Facilities Plan for Bicycling and Walking in the Lewiston-Auburn Area, 2008 Update*.

Approved, ATRC Policy Committee, June 23, 2011

ATRC Policy Committee

Robert Thompson
Chair
Executive Director, AVCOG

David Jones
Vice Chair
Public Services Director, Lewiston

Ed Barrett,
City Administrator, Lewiston

Roland Miller
Economic Development Director, Auburn

Eric Cousens
Planner, Auburn

Stephen Eldridge
Town Manager, Lisbon

Scott Benson
Economic Development Director, Lisbon

Alan LeBlanc
Public Works Director, Sabattus

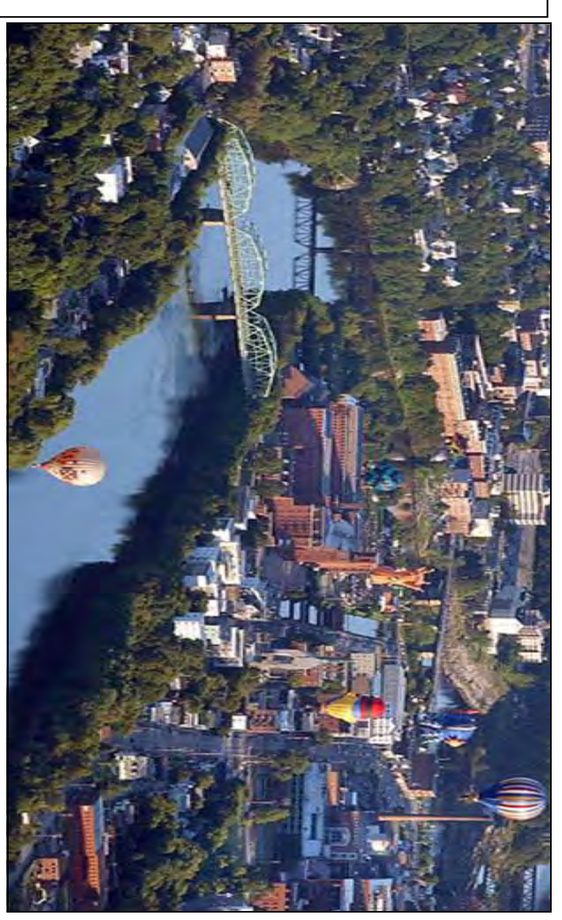
John Johnson
President AVCOG

Sara Devlin
Maine Turnpike Authority

Duane Scott
MaineDOT

Jennifer Williams, P.E.
Director, ATRC

Non-Voting Members
Androscoggin County COC
Lewiston-Auburn Transit Committee
Western Maine Transportation Services
Federal Highway Administration
Federal Transit Administration
Federal Railroad Administration
Federal Aviation Administration

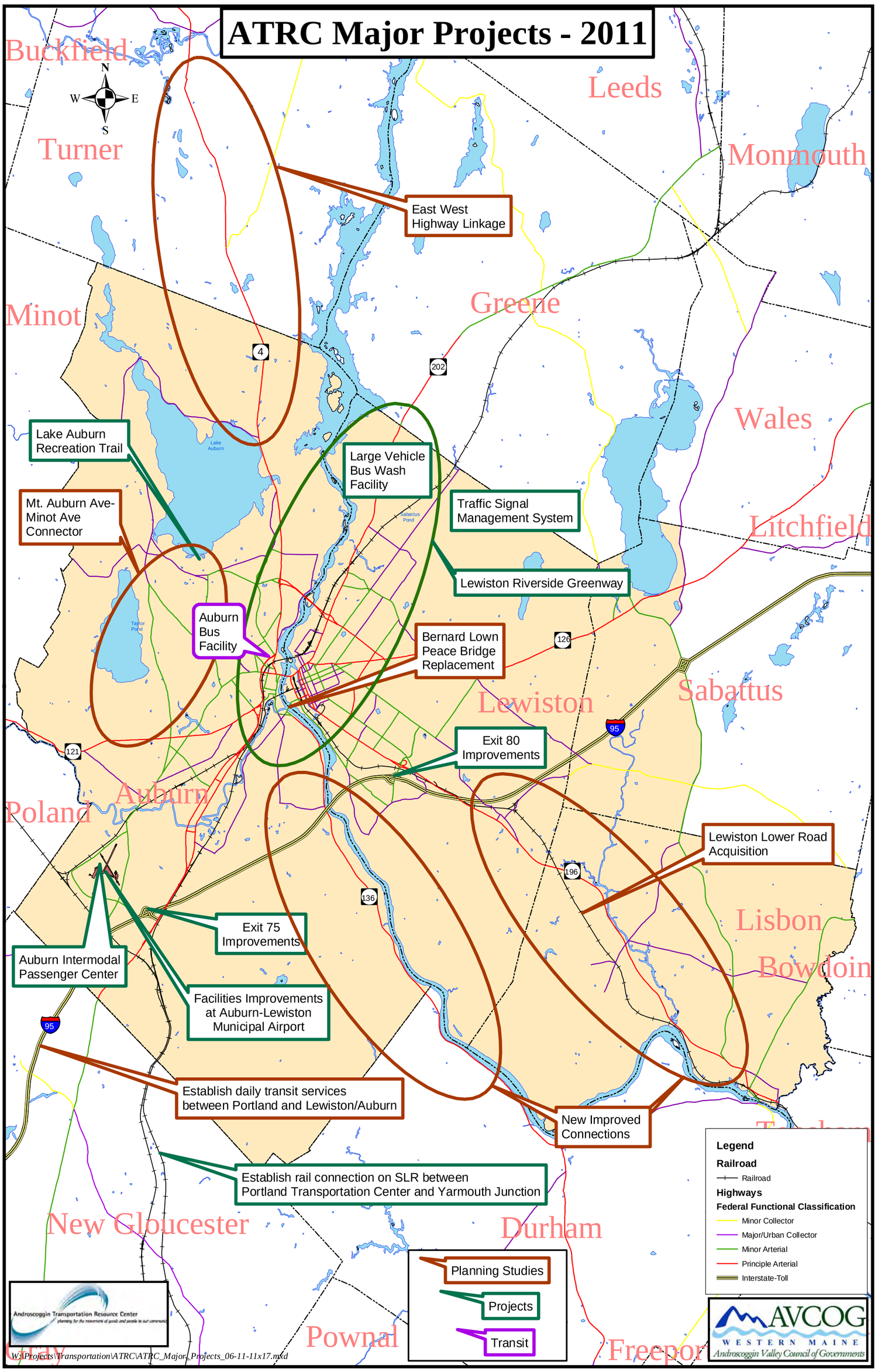


Androscoggin Transportation Resource Center
planning for the movement of goods and people in our community
Lewiston, Auburn, Lisbon and Sabattus

Project Priorities

The Androscoggin Transportation Resource Center (ATRC) is responsible for planning the transportation system for the Greater Lewiston-Auburn Area. Known as a Metropolitan Planning Organization (MPO), ATRC was established by federal requirement of the Federal Aid Highway Act of 1962 and designated to serve the urbanized area of Lewiston, Auburn, Lisbon and a portion of Sabattus. As a regional hub for businesses, services and community life, the ATRC Region is home of 73,000 residents and 40,000 jobs.

* For more information on ATRC, to review studies, and traffic counts—visit our web page at www.ATRCMPO.org *


ATRC Major Projects - 2011
Buckfield
Leeds
Turner
Monmouth
East West Highway Linkage
Minot
Greene
Wales
Lake Auburn Recreation Trail
Large Vehicle Bus Wash Facility
Mt. Auburn Ave-Minot Ave Connector
Traffic Signal Management System
Litchfield
Lewiston Riverside Greenway
Auburn Bus Facility
Bernard Lown Peace Bridge Replacement
Sabattus
Lewiston
Exit 80 Improvements
Poland
Auburn
Lewiston Lower Road Acquisition
Lisbon
Exit 75 Improvements
Auburn Intermodal Passenger Center
Bowdoin
Facilities Improvements at Auburn-Lewiston Municipal Airport
Establish daily transit services between Portland and Lewiston/Auburn
New Improved Connections
Establish rail connection on SLR between Portland Transportation Center and Yarmouth Junction
New Gloucester
Durham
Pownal
Freeport
Planning Studies
Projects
Transit
Legend
Railroad
Railroad
Highways
Federal Functional Classification
Minor Collector
Major/Urban Collector
Minor Arterial
Principle Arterial
Interstate-Toll
Androscoggin Transportation Resource Center
AVCOG
WESTERN MAINE
Androscoggin Valley Council of Governments
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Form-Based Codes

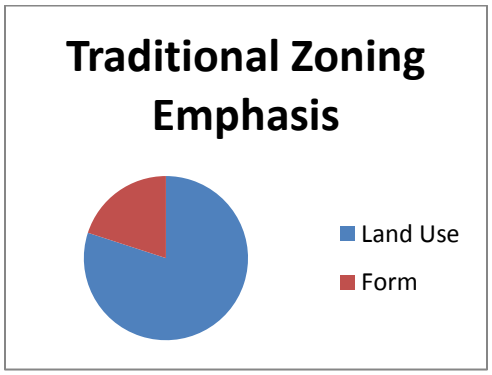
Background Information for the Cities of Lewiston & Auburn

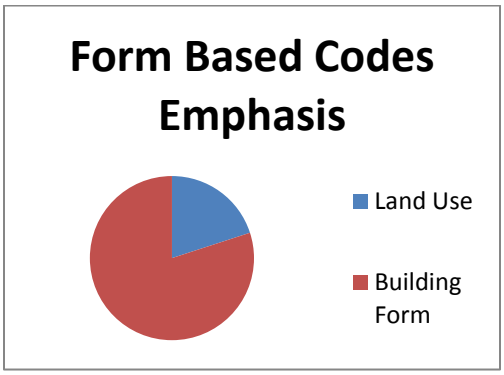
Good codes are the foundation upon which great communities are built. They are the framework that regulates where and what type of development may occur. Good codes are the DNA of the built environment. In this sense, form-based codes represent a process of community-driven genetic engineering with respect to the creation of great public places.

WHAT ARE THEY?

A type of zoning which serves as a tool for implementing community visions and aspirations related to town character. Instead of land ***use****, form-based codes (FBCs) use building* ***form*** *as their organizing principle. Typically, form-based codes also introduce a new, streamlined regulatory process, enabled by "frontloading" public input, thereby dispensing with the need for lengthy development reviews and creating certainty for neighbors and developers alike.*

Adjusting Regulatory Priorities In Accordance With Community Visions





WHAT THEY TYPICALLY ACHIEVE:

Form-based codes are most commonly employed to achieve new—or bolster pre-existing—urban areas. It is typically this point that causes some communities a degree of reluctance in determining whether to look further into the topic, because often times members of the electorate are perceived, rightly or wrongly, as averse to urbanism. In instances where this is in fact the case, usually it relates to how the term "urban" is operationalized or defined. Although places which are "urban" and those which are overwhelmingly dense, crowded, or unacceptably dirty and crime ridden often coincide, this unfortunate reality does not mean urbanity and urban ills should be conflated. Form-based codes attempt to foster *positive* urbanism, of a sort where community values and pedestrian safety are at the core.

WHY SOME COMMUNITIES HAVE RESORTED TO FBCS:

The advent and widespread use of automobiles, coupled with the availability of long-term home mortgages and federal transportation and home ownership subsidies caused a demographic shift away from center cities across the nation. This shift resulted in a corresponding disinvestment in city centers, which in turn fueled further suburbanization. In the process, the character and "sense of place" many communities once had or perhaps now long for was lost or, ironically, outlawed.

In some cases, the ability to create walkable, unique and pedestrian-friendly downtowns or neighborhood villages was outlawed by processes of incremental regulatory change which in the aggregate preclude dense, mixed-use community fabrics like those of traditional main streets—i.e., the hearts of communities. To place form-based codes in context is to understand how and why this process took place in the manner it did, which necessitates a brief review of zoning history.

HISTORY OF ZONING:

New York City instituted the first comprehensive zoning scheme in the United States in 1916. Shortly thereafter the U.S. Department of Commerce crafted the Standard State Zoning Enabling Act (SSZEA) which was adopted in one form or another by all fifty states. The purpose of that document was to enable political subdivisions of states (i.e., towns and cities) to exercise the constitutional "police power" reserved to states by the 10th Amendment.

When the SSZEA was promulgated, the concept of zoning was still viewed by some as an unwarranted intrusion into private property rights, in contravention of the U.S. Constitution. The practice was therefore regarded as a risky endeavor. This changed in 1926, when the U.S. Supreme Court validated a particular type of **use-based** zoning as a proper city planning mechanism. Thereafter, although the SSZEA also permitted regulation on the basis of building "form," legal precedent caused it to be used as a means of ensuring widespread segregation of land "uses." This was not immediately a problem, but it created a "perfect storm" wherein subsequent developments—namely, increasing usage of the automobile, the need for parking lots, and continuous suburbanization—took place within this framework in a way which largely prevented community oriented town design.

IMPACT:

When zoning was in its infancy, building shapes and sizes still typically adhered to an acceptable, community-oriented form. Public transit was common, automobile use was comparatively limited, and road networks were too shabby to entice suburbanization. Whereas the ability to appeal to those on foot was indispensible to merchants, parking lots were virtually unnecessary. The low-density suburban sprawl of today was therefore non-existent.

Since that time, however, particularly in the post-war era, reliance on automobile use has increased to the point of virtual necessity, and population bases have for better or worse become divorced from town centers. The initial decision to focus primarily on land *use* as opposed to building *form* in zoning codes, then, has enabled building form to evolve toward accommodation of these new necessities more or less freely. The results are widely considered less than desirable.

Cities which have lost or in some cases never developed a traditional core and unique surrounding neighborhoods struggle with a number of issues, including inefficiencies created by low-density, leapfrogging development, a loss of foot traffic for small businesses, and confusion as to community identity.

Some studies additionally relate segregated land uses to poor health (the obesity epidemic correlates strongly with rising usage of the automobile and suburban development trends).

Communities often fall victim to their own well-intentioned ordinances in the sense that their actions in regulating nuisance land uses to the exclusion of building form and orientation have actually stimulated nuisances of an entirely different sort: sprawl and pedestrian-hostile office complexes at the expense of traditional, positive urbanism.

How Form-Based Codes Can Help

Form-based codes attempt to readjust emphases of zoning ordinances to reflect changing priorities. In an era of suburbanization and widespread automobile use, form-based codes attempt to ensure the community-oriented development patterns which previously occurred naturally continue to occur, only this time by regulation rather than chance or market forces.

Form-based codes employ a regulatory framework which achieves a better balance of land use and building form considerations. The idea, typically, is to require the elements of traditional community-oriented town design that many places seem to have lost over the years. To that end, form-based codes ask the community: "what do you want to see?" The answers, which typically approximate traditional development patterns, are then codified and as such become mandatory for new development.

The end state is often referred to as the creation of "outdoor rooms,"—i.e., those public spaces which are inviting to pedestrians due to a balance of proper street definition, enclosure and other welcoming features. Private buildings are required, by design, to orient toward one another in a manner which, over time, ensures they form quality public spaces in their surroundings.

Form-based codes often specifically regulate the public realm as well, to ensure things like street trees, lamps, sidewalk width, and other street furniture (benches, etc.) are placed in such a manner as to complement building form in pursuit of an enjoyable and unified urban atmosphere which caters to pedestrians. How street improvements take place (and by whom) depends on whether a community imposes obligations on new developers or instead invests the money to make improvements to lure new development directly through public works.

Either way, the standards for public spaces are typically established in the form-based code to ensure a coherent, well designed streetscape. Rather than viewing the street as a means of getting from point A to B, then, FBCs treat this critical area, particularly in downtown settings, as a destination in and of itself. Consider the following illustrative examples of how public space regulations might impact redevelopment or infill—both of which are relevant to downtown Lewiston & Auburn.

Before ***After***

WHAT FORM-BASED CODES ARE NOT:

Form-based codes are *not* a restrictive design regulation imposed from the top down. They do not necessarily place an undue burden on architectural considerations, other than basic building shape, size, placement and orientation. Within these "formal" parameters, architects are free to design a building as they normally would. To illustrate, consider the fact that the great and Spanish architect Antoni Gaudi designed some of his most unique structures for the City of Barcelona, under the constraints of what essentially amounted to an early form-based code.

HOW FORM-BASED CODES BEGIN:

Public participation in the process of exploring whether a form-based code is right for a particular community usually takes place through a series of design charettes and public meetings, wherein the community itself drives the requirements which are eventually codified.

Typically, such requirements are made in such a style and manner as to pay homage and respect to areas of the local community which are seen as positive contributions to the public realm. This is done by observing, quite literally, the elements of successful "places" in or around the community in question. Designers, planners, and—most importantly—community members examine the number of stories, space between doors, window counts, sidewalk dimensions and street widths of certain locations in an attempt to see what makes them "work" (or not work). These measurements often form the basis for subsequent form-based regulations.

In Lewiston, this might mean a process of observing and analyzing elements of building forms and urban design elements along Lisbon Street, whereas in Auburn the community might observe and attempt to emulate the positive aspects of Main or Court Streets. Of course, if residents wished to, they could also use Center Street in Auburn as their model, but because that sort of atmosphere is produced under the current system form-based codes are typically seen as a tool for moving away from the suburban and implementing what amounts to "neo-traditional" urban development.

FORM-BASED CODES VS. TRADITIONAL EUCLIDEAN (USE-BASED) ZONING: *HOW THEY DIFFER*

In addition to paying more regulatory attention to "formal" elements of the built environment, form-based codes also differ from traditional zoning in that their requirements are *prescriptive* rather than *proscriptive*. For example, under traditional zoning codes, a landowner who wishes to develop a piece of property is told what they can*not* do with their land; what they do within those limitations is up to them.

To illustrate, consider this example: a traditional zoning code might specify a building must be setback 10 feet from the road and cannot exceed 100 feet in height. However, although a structure which filled that envelope would most certainly be "urban," nothing prevents a building regulated by such requirements to develop in a strictly suburban fashion, much to the detriment of its neighborhood. For instance, a developer might build 50 feet from the road and at only one story. In fact, this sort of suburban result is often what transpires under such codes, even where a more urban result is permissible. Despite development "ceilings," lacking "floors" often underlie the absence of quality urban spaces.

Figure 1 Proscriptive Results

Under a form-based code, by contrast, a landowner who wishes to develop a piece of property is told what they *must* do with their land; this ensures a predictable and desirable public realm. Consider the following example: a form-based code might specify a building may **not** be set

back *any further than* 10 feet from the road, and must be at least 3 stories in height. In this way, a consistent and defining street wall of urbanized structures is guaranteed to form over time. With an unchanged level of development interest, then, a form-based code can be employed to rearrange the raw materials of growth in a more pleasing and community-oriented manner.

Figure 2 Prescriptive Results

Many of the requirements of form-based codes are merely semantic differences from traditional zoning: instead of setback lines, form-based codes use "build-to" lines which pull structures to the street, ensuring the definition of a public realm; instead of *maximum* heights only, *minimum* heights are specified where reasonable and practical, ensuring "walls" are created for the sorts of outdoor rooms which have characterized quality urban spaces for centuries. The following graphic illustrates better the difference between traditional and form-based zoning.

The top half of the image is traditional sprawl, whereas the bottom is what form-based codes not only enable but require new development to look like.

As the graphic makes clear, the substance of form-based zoning codes has clear implications for the physical arrangement of the built environment. In addition to substantive differences, however, form-based codes also differ significantly from traditional zoning with respect to administrative procedures. This highlights an important distinction between "form-based codes" as an adjective and "form-based codes" as noun. Many cities in Maine employ some set of formal elements in certain sections of their traditional use-based ordinances—including zero setbacks and minimum building height standards in core downtown areas—but when the term "form-based code" is used as a piece of planning jargon, most often it refers to the utilization of these form-based elements coupled with a particular method of administration.

ADMINISTRATION:

An intense process of upfront public involvement in the determination of what building forms should be codified allows form-based codes to shift most aspects of development approval to an administrative level, thereby streamlining the process. In theory, frontloading public input dispenses with the need for more in depth project review at a later date. Projects proposed under a form-based code are guided by illustrative guidelines and are short, sweet, and straight to the point. The public outrage sometimes labeled "NIMBYism" is minimized, because the public not only knows what development will look like, it prescribes it.

An administrative level process for project review may require creating a new type of approval permit with the authority for issuance expressly assigned to staff, provided that a determination of the project's conformance with standards in the new code is first made. Of course, a form-based code may also continue to use standard discretionary approval processes for large scale development permits, with issuance assigned to an appointed body, such as a design review board or planning commission, responsible for conducting public hearings and arriving at certain determinations of fact as outlined in the code.

Of course, additional State law requirements, such as the Informed Growth Act's requirement for public hearings on large scale retail developments, continue to apply under any form-based code scenario, because they are in addition to local procedures.

Variances.

Under form-based codes, variances within some small range (say 10% non-conformity with form-based requirements), may be approved administratively by staff, perhaps a "Town Architect" intimately familiar with the code, in situations where unique parcel conditions prohibit a development from moving forward completely in line with the code. Anything greater than this pre-determined variance range would resort to the typical process, but would require certain mandatory findings of "no adverse impact" to the intentions of urban design and community vision embodied by the code.

Unified Development Regulations.

Moreover, form-based codes often integrate typically segregated approval considerations into one process. For instance, the conventional distinctions between zoning, subdivision regulation, design regulation, street improvement and design specifications, and the layout, design and construction of public improvements like open space, plantings, utilities, and sidewalks, is often—though not always—dispensed with in favor of addressing all issues together. Municipalities which choose this approach are said to embark upon a "**unified development code**."

Regulatory requirements with respect to form are identified in the form of "building envelope standards" which clearly outline and diagram the formal requirements for each area of a city or town. Which requirements apply in what area is determined by the public in a number of ways. A common mechanism for towns adopting comprehensive form-based codes is the idea of a tiered approach to development regulation, known as the urban-to-rural *transect*.

TRANSECT BASICS:

The urban-to-rural transect is a concept employed by many communities adopting form-based codes across the country as a means of appropriately "zoning" urban form standards to ensure context sensitivity.

The concept is borrowed from ecology, and divides a community into districts which correlate to tiers of development intensity, with the central areas home to the greatest and therefore most urbanized development pressures. Essentially, it is a tool to demarcate transitional areas from town centers to agricultural or wilderness lands, or some more appropriate sub-range of development intensities.

This concept is used as the basis for tailoring form-based regulations within a community in a manner appropriate to context so that, for example, three story minimum building heights and zero front setbacks are not required in areas destined to remain strictly residential or industrial in character.

Special District.

For areas with particularly specialized purposes, a transect zone known as a "special district" is used as a catchall or release valve from otherwise overly restrictive and prohibitive form-based regulations. Special districts are used for areas containing airfields, heavy industrial sites, and universities, and for this reason should be of particular interest to the Cities of Lewiston & Auburn. The Auburn-Lewiston Municipal Airport and Bates College would both likely be covered by a "special district" in any instance of comprehensively applied form-based coding.

Of course, if a city or town is interested in coding only select areas, it may do this as well, choosing to leave existing regulations in place where community "image" is not as prioritized. This is typically the case where interest in revitalizing a downtown area is great and residential areas surrounding the town core are particularly interested in maintaining unspoiled property rights. The ways in which a community might achieve this are numerous.

OTHER TYPES OF FORM-BASED CODES:

Frontage-Based Codes.

Some towns adopt "frontage based" codes, wherein building form standards apply in various areas as determined by how pre-existing structures in those areas already interact with the street. This might allow urban standards to be applied in downtown Auburn, and New Auburn, with slightly less urban requirements to apply in the interstitial urban tissue connecting those places. A rigid transect approach would perhaps not be as accommodating to nodes of varying urban development across older cities, as it applies in an almost pyramidal fashion. Other options include street-type codes.

Other sub-types of form-based zoning include those which regulate on the basis of *Street Type* or *Building Type*.

WHERE THEY LIVE:

Form-based codes, whatever form they take, may either replace, supplement, or live beside (parallel to) existing land use regulations. Parallel codes are those which exist as an option for the development community to use as an alternative to the more convoluted traditional zoning code. The thought is that, once the user-friendly nature of form-based codes catches on, both developers and the community will recognize their superiority to traditional zoning. In this sense, parallel codes are pursued with the idea that the regulatory system will gradually transition to a completely form-based one if and when popular community and political support exists for this result.

ARE THEY LEGAL?

Unquestionably, the basic elements of a form-based code are legal. Although the Supreme Court upheld a use-based zoning ordinance in its first major ruling on the legality of comprehensive land regulation, it did *not* say "use" was the only permissible foundation from which the public health, safety and welfare may be pursued.

Mounting evidence suggests, in fact, that building form types which encourage smart growth infill, and thereby enable increased walkability and other positive pedestrian experiences, help combat obesity and are therefore directly related to public health concerns.

In terms of enabling legislation, Maine is a Home Rule authority state, where anything not otherwise prohibited is permissible for a municipality to regulate. The restrictions placed on zoning in Maine (which form-based codes are a type of) can be found in title 35-A, and none prohibit form-based codes.

Certain aspects of "urbanist" regulation which may be necessary for the success of a form-based code may create legal hurdles, however, such as the concept of shared parking, narrower streets, or minimum building heights, but these issues do not relate to the bare essentials of regulating on the basis of "form," and are unique to each situation.

For instance, municipal attorneys often think a requirement that business owners open their parking lots up to residential users "after-hours" should be discouraged because of the potential such a requirement has to prompt "takings" litigation. This was the case in Standish during the form-based code adoption process in 2010. This problem can be remedied, and shared parking successfully incorporated into a form-based code, however, if the shared parking takes place in a municipally owned garage.

An additional problem may arise, but is unlikely, in the context of minimum mandatory building heights. Those heights must be related to reasonable market realities to ensure they do not preclude all economically viable use of land. Otherwise, a constitutional taking case is likely to result.

In some instances, fire officials raise concerns over narrower streets (desirable for pedestrian friendly experiences) because turning radii might not let service vehicles pass through easily. There are design considerations, however, such as "cape cod curbs" (angled at 45 degrees) which enable tight intersections and narrow streets while also allowing larger vehicles to traverse public sidewalks in order to make wide turns if necessary.

A host of other legal considerations are necessary for the success of form-based codes, but this is true of any sort of zoning. The bottom line regarding essential validity, however, is that form-based codes most certainly *are* legal.

WHAT CITIES HAVE PURSUED THE IDEA

The following is a non-exhaustive list of communities which have pursued or adopted form-based zoning in one form or another, each of which may be a useful model for the communities of Lewiston & Auburn in their consideration of the idea.

Maine:

Standish (adopted Standish Village Corner Plan, 2010)

Damariscotta (developed but never adopted)

Naples, Brunswick, Portland, Belfast, Bridgton, Windham, probably others (Considered)

New England:

Dover, NH (adopted)

Newport, VT (adopted)

Lowell, MA (Hamilton Canal District, adopted)

Jamestown, RI (adopted)

Nationally:

Miami, FL (first major city to adopt a comprehensive FBC, adopted 2009)

Denver, CO (adopted)

Arlington County, VA (adopted)

Peoria, Illinois (adopted)

Benicia, CA (adopted)

FURTHER READING & ADDITIONAL RESOURCES:

- A Legal Guide to Urban & Sustainable Development for Planners, Developers and Architects*, By Doris Goldstein* (2008).

- Form Based Codes: A Guide for Planners, Urban Designers, Municipalities and Developers, By *Daniel G. Parolek* (2008).

- Form Based Codes Institute: www.formbasedcodes.org

CITY OF LEWISTON

Department of Planning & Code Enforcement

TO: **Auburn and Lewiston Planning Boards**
FROM: **David Hediger, City Planner**
DATE: **February 23, 2011**
RE: **Lewiston Riverfront Master Plan Update**

As many are aware, the City of Lewiston is in the final phase of developing a master plan for the riverfront. Staff will provide an update at the meeting about the process, what has been discussed and produced at this point, and what is planned for in the coming months.

Attached are a number of the scenarios that were developed and discussed at the January 18th public workshop.

Board members may also find information at http://www.riverfrontislandmasterplan.com/ and http://www.lewistonmaine.gov/index.aspx?nid=413

UPDATE ON THE RIVERFRONT ISLAND MASTER PLAN

From: Goody Clancy

Date: January 5, 2012

Overview

Over the next two months, the Lewiston-Auburn community will have an opportunity to think about alternative approaches for the future of Riverfront Island. To help with this discussion, the consultant team has prepared three scenarios, which have grown out of the November 16 public workshop, interviews with community members, discussions with the Advisory Committee, and consultant team analysis. **These scenarios are a starting point for discussion** about what the key ingredients of the master plan should be. **The master plan that will emerge in February and March may be a combination of the three scenarios described below – or may include new approaches and ideas.**

We look forward to the January 18 public workshop, and hope to see you there!

Riverfront Island Master Plan, Public Workshop #2 | Wednesday, January 18 @ 6pm | Bates Mill Atrium, 36 Chestnut Street

Snow date: 1/25, same time and location

****

The first Riverfront Island Master Plan public meeting held in November provided an opportunity to discuss a wide range of potential opportunities for future development that would enhance the Island as an asset for the Lewiston-Auburn community.

There is broad public agreement on many aspects of the island's potential:

- **The river can become a far stronger public asset through improved public access to its edge and to the water itself**. Community members would like to see the development of a continuous riverwalk along the Lewiston side of the river that links Auburn riverwalk/trails.
- **The canals are a unique and untapped asset.** They can become part of a recreational network by lining them with tree-lined walking and/or biking trails and the water itself has the potential for creative recreational use for skating, boating and other activities.
- **Stronger connections are needed between the Island and Lisbon Street.**
- **Better pedestrian and bike access are needed throughout the area** and crossings of Main and Cedar Streets need to be improved.
- **Island Point land is major opportunity for new development.**

- **Creative lighting of the Falls, the river and its bridges, the canals and key public** structures is a lower cost initiative that could really highlight the area's unique assets.
- **The reuse of the Bates Mills complex is a major success story for Lewiston.** Both the high quality of renovation and the vital mix of restaurant, office and medical tenants represent models for other development in the area.
- **Both the Continental Mill and Bates Mill have the potential to accommodate housing** uses that can add to the vitality of the area.
- **Museum L-A and the Franco-American Heritage Center are important cultural anchors for riverfront island** and their continued development and success offer benefits for the whole community.

The future of the Bates Mill #5 site is the topic that draws the most divergent opinions in the Lewiston Auburn community:

- Some see the building as a revered and historically important structure, an important part of the community's legacy, an untapped gem that is poised for transformation
- Some view the building as an eyesore that is holding back development of the area as a whole, a financial burden on the city with little potential for feasible reuse.
- Some see the layout of the building as highly inflexible and unsuitable for many uses such as office space or housing, and given its poor condition likely to be very expensive to reuse.
- Many are frustrated at how long it has taken to identify potentially viable reuses and would now like to consider alternatives to reuse.
- Most agree that given the building's highly visible location at Lewiston's front door, whatever happens will define Lewiston for future generations, much as it has over the last 100 years.

For all of these reasons, the future of the Bates Mill #5 site will define the identity of the city going forward and determining its future is the most critical decision to be defined through the Riverfront Island Master Plan process.

Consequently, the most significant variable in the master plan scenarios that now must be discussed is the future of this property. It is important to recognize that the use of this property shapes the use and potential of many surrounding properties too.

We have developed three Scenarios for discussion with the Committee and the Public:

- **Scenario #1: Bates Mill #5 Preserved and Reused for High Intensity Use.** We believe that the only plausible *reuse* options for the structure involves high-intensity options such as public offices, convention facilities, or a major recreational use. Many creative lower intensity uses have been discussed, however, we believe that the very high cost of preservation of the structure means that only more intense use types that

generate major economic activity could realistically be considered.

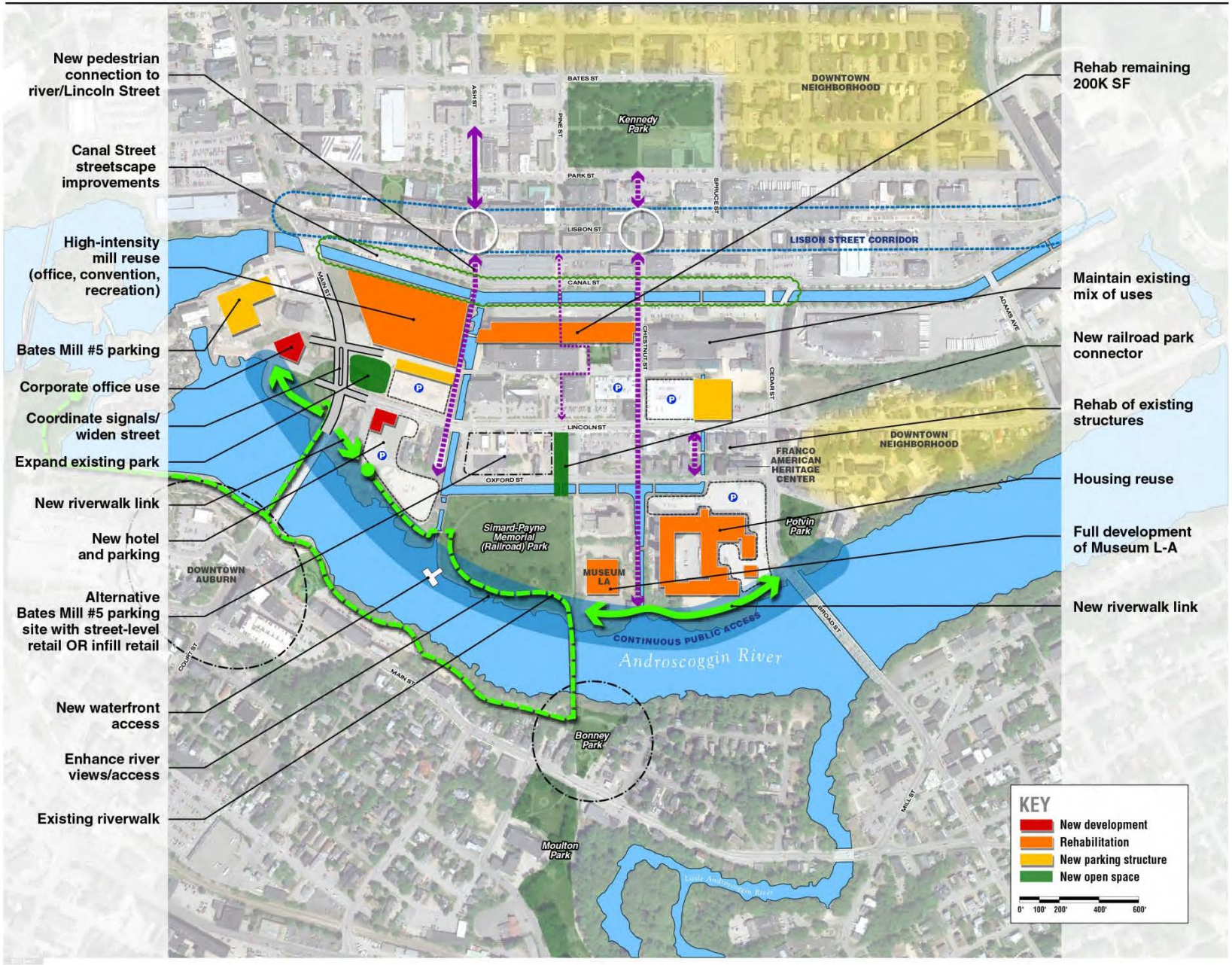
- **Scenario #2: Bates Mill #5 Demolished and Replaced with Signature Downtown Park.** As discussed at the Riverfront Island Master Plan public workshop, many communities have successfully launched open space initiatives as transformative community and economic development strategies. Strategies have involved more traditional park spaces as well as efforts that incorporate elements of former industial mills as seen at Minneapolis's Mill Ruins Park.

- **Scenario #3: Bates Mill #5 Demolished and Replaced with Retail Center.** There is potential market demand that could support a food-anchored retail development at the Bates Mill #5 site. Could such a use be compatible with the intended character of the district and complement other uses and activities on Riverfront Island?

Riverfront Island Master Plan Scenarios

Key aspects of each scenario are further described below and in the associated concept diagrams.

SCENARIO 1: Bates Mill #5 Preserved and Reused for High-Intensity Use



Scenario #1: Bates Mill #5 Preserved and Reused for High Intensity Use

Development

- **345,000SF Bates Mill #5 Reused for office, convention, recreational use**
- 200,000SF Bates Mill vacant space fitted-out for office healthcare, residential and mixed-use
- 500,000SF Continental Mill reused for housing and mixed-use (phased development)
- 250,000SF Hill Mill continues to serve a diverse mix of business uses
- Expand existing parking structure at Bates Mill #5 site and at Lincoln/Chestnut to accommodate approximately 700 additional spaces related to Bates Mill
- Create new parking 1,200 space parking structure at Island Point (alt. location at Lincoln), primarily to accommodate Bates Mill #5 parking need
- New hotel at Lincoln and Water Streets
- 50,000SF corporate office at Island Point
- Targeted rehabilitation/redevelopment of buildings/land in blocks between Oxford and Lincoln Streets

Public Space/Streetscape

- Lewiston Riverwalk—add missing links near Yvon's and at Museum L-A/Continental Mill
- Extend Railroad Park to Lincoln Street near Depot building
- Widen Main Street to accommodate increased turning movements related to traffic accessing Bates Mill and Island Point

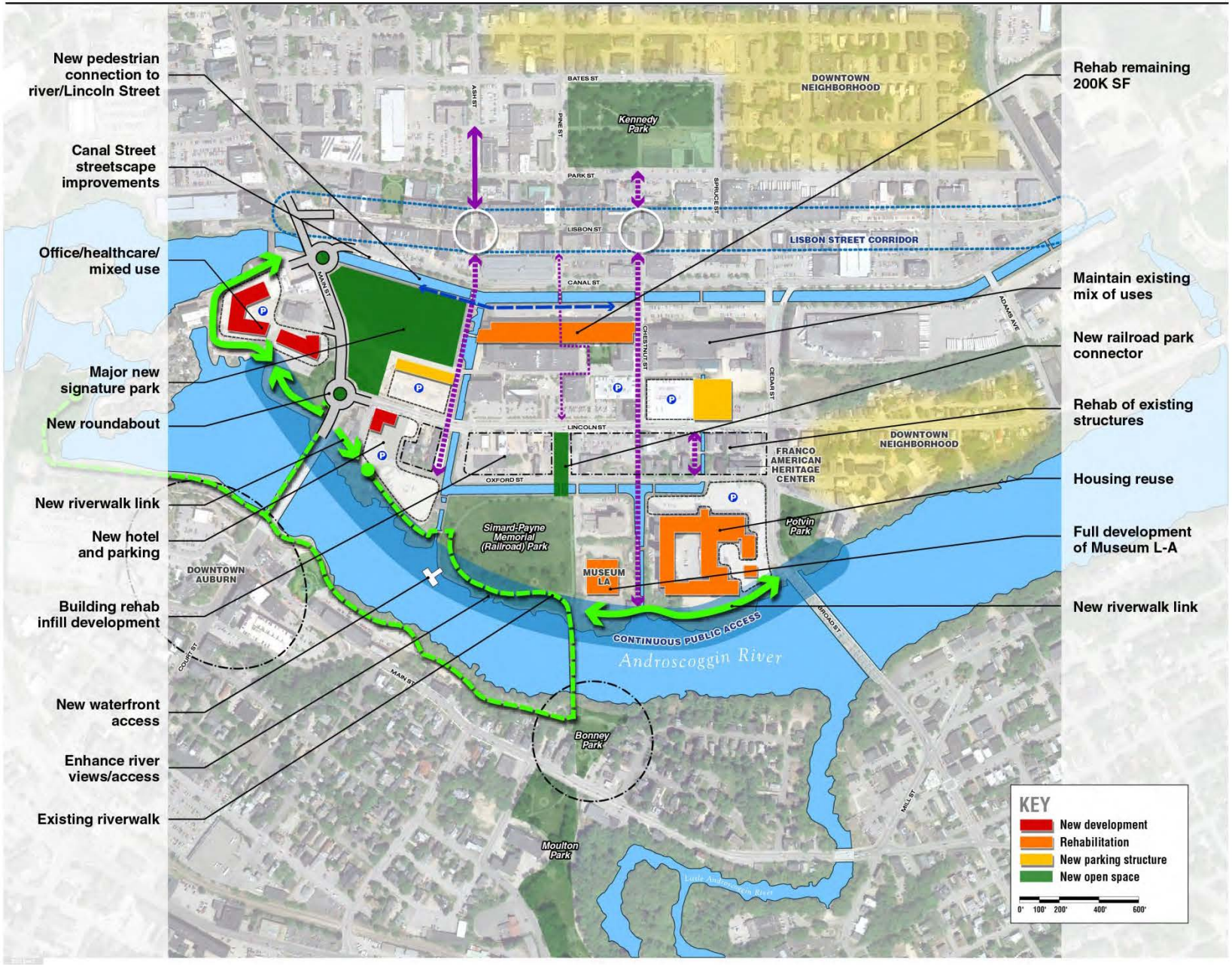
Benefits

- High intensity reuse of Bates Mill adds employment and new vitality
- Preservation of historically significant structure

Concerns

- Bates Mill #5 Structure continues to serve as a physical barrier between downtown and Riverfront Island
- Need to accommodate large parking structure to meet Bates Mill #5 needs; diminished development opportunities at Island Point site or elsewhere
- High level of public subsidy needed to support preservation and reuse of Bates Mill (including parking need); may diminish availability of public resources for other key initiatives
- Bates Mill #5 likely to require ongoing public operating subsidy for most likely uses

Scenario 2: Bates Mill #5 Demolished and Site Redeveloped as Major Park



Scenario #2: Bates Mill #5 Demolished and site Redeveloped as Major Park

Development

- **Bates Mill site repositioned as Mill Park—centerpiece of downtown area**
- 200,000SF Bates Mill vacant space fitted our for office healthcare, residential and mixed-use
- 500,000SF Continental Mill reused for housing and mixed-use (phased development)
- 250,000SF Hill Mill continues to serve a diverse mix of business uses
- **150,000SF corporate office/healthcare space at Island Point** on prime site
- Expand existing parking structure at Bates Mill #5 site and at Lincoln/Chestnut to accommodate approximately 700 additional spaces related to Bates Mill
- New 600 space parking structure at Island Point
- New hotel at Lincoln and Water Streets
- Targeted rehabilitation/redevelopment of buildings/land in blocks between Oxford and Lincoln Streets

Public Space/Streetscape

- Major park development at Bates Mill #5 site; open up canals to park and district; create direct links via new pedestrian bridge to Lisbon Street via alley and Ash Street
- Lewiston Riverwalk—add missing links near Yvon's and at Museum L-A/Continental Mill
- Extend Railroad Park to Lincoln Street near Depot building

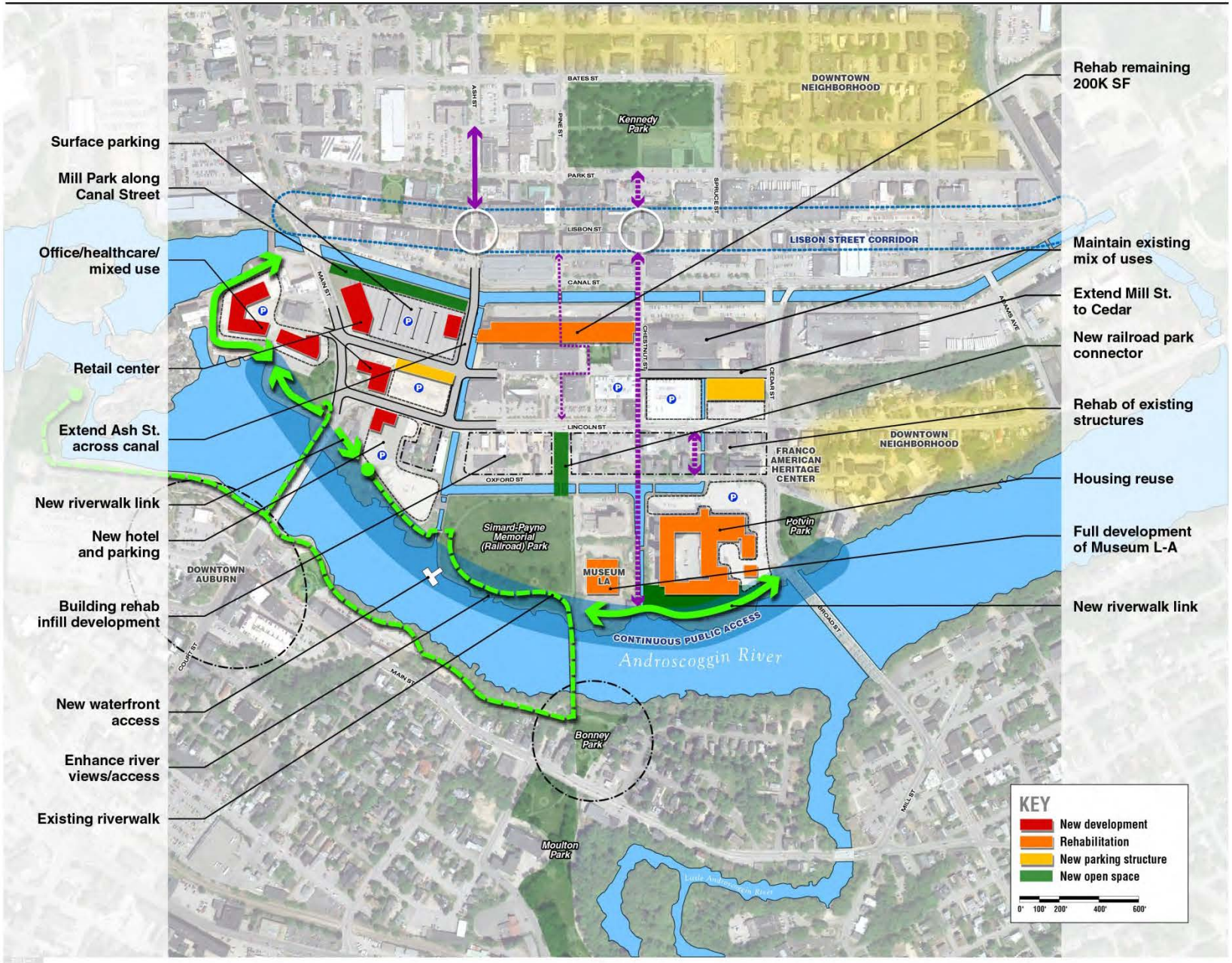
Benefits

- New Park becomes signature element of downtown and the city; expands capacity to host activities and events
- Park development opens up canals as a more significant part of the downtown scene and reduces barriers between Lisbon Street and Riverfront Island
- Park creates new front door for Lewiston

Concerns

- Public cost of park development on key site
- Lost opportunity for development on highly visible parcel

Scenario 3: Bates Mill #5 Demolished and Site Redeveloped as Retail Center and Surface Parking



Scenario #3: Bates Mill #5 Demolished and site Redeveloped as Retail Center and Surface Parking

Development

- **Bates Mill site repositioned as food-anchored retail center**
- 200,000SF Bates Mill vacant space fitted our for office healthcare, residential and mixed-use
- 500,000SF Continental Mill reused for housing and mixed-use (phased development)
- 250,000SF Hill Mill continues to serve a diverse mix of business uses
- **150,000SF corporate office/healthcare space at Island Point**
- Expand existing parking structure at Bates Mill #5 site and at Lincoln/Chestnut to accommodate approximately 700 additional spaces related to Bates Mill
- New parking 600 space parking structure at Island Point
- New hotel at Lincoln and Water Streets
- Targeted rehabilitation/redevelopment of buildings/land in blocks between Oxford and Lincoln Streets

Public Space/Streetscape

- Extend Ash Street over canal into Riverfront Island area; strengthen connections between downtown and riverfront
- Create parkland along canal street between Ash and Main Streets
- Lewiston Riverwalk—add missing links near Yvon's and at Museum L-A/Continental Mill
- Extend Railroad Park to Lincoln Street near Depot building

Benefits

- Retail center adds activity to the downtown area
- Improved access along canals
- Ash Street connection enhances riverfront-downtown connections, improves circulation

Concerns

- Retail center using a suburban model or format may detract from area's identity as a unique urban center unless carefully planned and executed