

**CITY OF LEWISTON**  
**PLANNING BOARD MEETING**  
Monday, September 14, 2015 – 5:30 P.M.  
City Council Chambers – First Floor  
Lewiston City Building  
27 Pine Street, Lewiston, ME

## **AGENDA**

- I. ROLL CALL**
- II. ADJUSTMENTS TO THE AGENDA**
- III. CORRESPONDENCE**
- IV. PUBLIC HEARINGS:**       None
- V. OTHER BUSINESS:**
  - a) Comprehensive Plan: Review of recommended changes by Planning Board
  - b) Any other business Planning Board Members may have relating to the duties of the Lewiston Planning Board.
- VI. READING OF THE MINUTES:**   Motion to adopt the August 24, 2015 draft minutes
- VII. ADJOURNMENT**

# Acknowledgements

## 2013-2015 Planning Board

## 2012-2015 City Council

## City Staff

## City Administrator, Ed Barrett

## Department of Planning and Code Enforcement

## Planapalooza Acknowledgements

Lewiston Public Library  
Leighton Cooney - 219 Lisbon Street

## Photo Contributors

Dan Marquis  
Others Credited Throughout

## 2013-2015 Think Tank Committee:

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Mark Lee  
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Rick Belanger  
Tom Peters  
Tony Ferguson

## Consultants

TPUDC

## A Place of Diversity and Change

Lewiston has a long history of resilience; with people from around the world coming together to build a better future for themselves and each other. While the City may have a negative image to some in the region, those from away often respond positively and are impressed by its multicultural and diverse population.

Interestingly, some locals see this unique aspect of the City as a detriment, perceiving new residents as competition for limited jobs and public resources even though lack of jobs is one of the main reasons that many of Lewiston's immigrants leave. The recent influx of immigrants and refugees has challenged the sense of familiarity felt by many longtime residents. ~~Unlike many new residents who easily blend in, immigrants from across the decades, whether French Canadian, Irish, Italian, or Somali, stand apart because of their unique appearance or speech, making them easy targets particularly in tough economic times.~~ However, the City is once again learning to accept its diversity and move forward collectively to solve new challenges faced by all of its residents.

### A Brief History of Lewiston

by local historian Douglas I. Hodgkin



"As late as the 1840s what is now Lisbon Street was undeveloped, but **the community soon changed.** Boston investors financed the construction of the canal system and several textile mills. Many **Irish immigrants** were employed in the construction. These mills prospered during the Civil War, as the owners correctly foresaw that the war would be long; they had stockpiled sufficient cotton to maintain production. In the 1870s Lisbon Street became the main commercial center. A new impressive city building was constructed in 1873 across from a park donated by the Franklin Company; after an 1890 fire, the current city hall replaced it. ~~After fire destroyed several stores on Lisbon Street, leading citizens decided to construct 'the best opera house east of Boston.'~~"

# The Four Faces of Lewiston

Today there are four primary types of Lewiston residents defined by age, experience, and country of origin. These are the "Four Faces of Lewiston". In order to thrive as a City, all citizens and the municipal government must find ways to work together; embracing accountability and trust, and cultivating transparency and open dialogue.



## Established Lewistonians

This population knew Lewiston in its heyday as a thriving industrial City, or perhaps are part of families that have long resided in the City. Established Lewistonians might have even worked in the Mills or manufacturing industries of days gone by. They like to remember their City for what it was before the decline of traditional industries. Some Established Lewistonians may find it difficult to get excited about Lewiston again, while others see the potential in change. They may see limitations rather than surmountable obstacles, but can provide a wealth of knowledge about the history and unique characteristics of their hometown.



## Next Gen

This new generation of mostly young professionals have made their home in Lewiston either to live close to family or to make something of themselves professionally. They often hold a 4-year college degree and include working-class singles and families. The Next Gen group are more likely to see potential than liability when facing adversity. They think the mills and other brick industrial structures are cool spaces for lofts and restaurants. These people are ready to make change happen and have the time, energy, and knowledge to do so. Due to their inexperience, they benefit from partnerships, particularly with forward thinking Established Lewistonians who understand the intricacies of the City.



## Children

Lewiston's children, from tots to teens preparing for college, are unaware of the economic transformation Lewiston is undergoing. They may learn about the City's industrial history in class, but think little of it. New Americans are simply a part of their life, with each child's impressions shaped by their personal experiences with peers, interactions at community events, and the opinions expressed by the adults in their life. They are enthusiastic, curious, and honest. As Lewiston becomes the kind of place where people want stay or return to, these children and the values they bring can carry Lewiston into the next half century.



## Immigrants

The new immigrants to the community, mostly Somali, many of whom are refugees, chose to settle in Lewiston because of its low crime rate, safety, good schools, strong sense of community (including a growing population of their own ethnic groups and extended families). These immigrants and refugees often come from violent and disenfranchised parts of the world and are thankful for the opportunity to be in Lewiston. When first arrived, many are on some form of social assistance. But this population has survival skills, life perspectives, and relentless entrepreneurial spirit. They are motivated to quickly become contributors to the local economy. However, the vast majority of New Americans aren't completely sure where they stand, how much acceptance they can expect, and whether they will be subject to discrimination. Because of this uncertainty and a reasonable distrust of authority based on experience in their countries of origin, they may not feel comfortable participating in City-led efforts or community initiatives and must be actively welcomed, encouraged, supported, and mentored.

- Author: DAH Subject: Inserted Text Date: 6/26/2015 7:15:43 AM "Beyond Demographics"
- Author: DAH Subject: Cross-Out Date: 6/26/2015 8:52:29 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 8:52:04 AM As with many communities,
- Author: DAH Subject: Inserted Text Date: 6/26/2015 8:52:19 AM are often
- Author: DAH Subject: Cross-Out Date: 6/26/2015 8:53:24 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 8:53:21 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 8:53:50 AM and look beyond the demographics.
- Author: DAH Subject: Comment on Text Date: 6/26/2015 7:14:19 AM change this picture to one of a more vibrant older generation.
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:32:33 PM This population knew Lewiston in its heyday as a thriving industrial City, or perhaps are part of families that have long resided in the City. Now in their 70's and older, many may have worked in the mills or manufacturing industries of days gone by. They like to remember their City for what it was before the decline of traditional industries. Generally speaking, they are the parents of the "boomers" widely heralded for their loyalty, hard work, patriotism, respect for authority, self-reliance, and a strong sense of civic obligation. Some Established Lewistonians may find it difficult to get excited about Lewiston again, while others see the potential in change. They can and do provide a wealth of knowledge about the history and unique characteristics of their hometown.
- Author: DAH Subject: Comment on Text Date: 6/26/2015 12:01:22 PM Another group and picture is added here as follows: **Accomplished Boomers** This population of Lewiston now in their 50's and 60's are beginning to ease into the retirement years. Despite such negative experiences as Vietnam, race riots, and recessions, they have been a fortunate generation with more educational, financial, and social opportunities than any generation before them. They may have grown up and raised families in Lewiston during times of optimism, achievement, and downturns. As a group, they expected the world to improve with time. Their years of experience is an asset as competition from then Next Generation presents challenges having experience and skills with new technologies
- Author: DAH Subject: Cross-Out Date: 6/26/2015 8:00:43 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 8:03:29 AM of residents ranging from their 20's to 40's
- Author: DAH Subject: Inserted Text Date: 6/26/2015 8:03:43 AM may
- Author: DAH Subject: Comment on Text Date: 6/26/2015 7:28:54 AM consider new picture; away from labor reference
- Author: DAH Subject: Inserted Text Date: 6/26/2015 7:57:25 AM immigrants
- Author: dhediger Subject: Inserted Text Date: 6/25/2015 3:31:03 PM immigrants
- Author: dhediger Subject: Cross-Out Date: 6/25/2015 3:31:32 PM

# Public Outreach

## Think Tank Committee

The City assembled a Think Tank Committee to work on the Plan. Its primary duties included community outreach, serving as a sounding board for the planning consultant, reviewing draft materials, and helping to facilitate plan implementation. Membership included elected officials, business owners, dedicated citizens, and representatives of local boards, commissions, and organizations.

The Committee met several times prior to the Planapalooza, lead a bus tour of Lewiston for the consultants, played an active role in the Planapalooza, and met again following the event to review the Plan and help ensure that all relevant information was incorporated into it.

## Bates Survey

Following a suggestion from a Think Tank member, City Staff and the TPUDC team put together an online survey for ~~Bates students~~. Questions related to their experience living in Lewiston, whether they intended to stay after graduation, and, if not, what it would take to get them to remain in the City. See page 14 for the results of the survey.

## Social & Online Media

TPUDC and City Staff maintained a web presence and a project Facebook page. The City's website was used to post documents, reports, and static resources. The Facebook page served as an interactive platform for obtaining feedback on the work in progress, providing information, and building support. It remained active throughout the Planapalooza events with more than 150 users "liking" the page.

## News Media

Lewiston, Maine

The City successfully contacted several state-wide news media, including WCSH-6 and WGME-13, which both did stories at the beginning of the Planapalooza covering the event and the creation of the parklet. This coverage was reposted on Facebook, expanding the reach of the story.

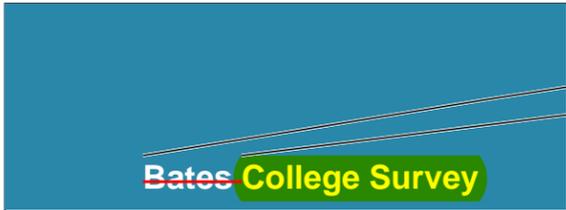
## Print Media

City Staff supplied press releases to local media that resulted in coverage of events. Prior to the Planapalooza, the Lewiston Sun Journal published editorials encouraging public participation. Reporters from the Sun Journal wrote about the Planapalooza meetings and events throughout the process.

TPUDC and City Staff designed and produced posters that were displayed in prominent locations throughout town and provided during events leading up to the Planapalooza.

## Personal Outreach

Emails were sent to community stakeholders inviting them to participate in the Planapalooza. In the weeks leading up to it, TPUDC interviewed policy makers, including members of the Planning Board and City Council. Internally, Think Tank members who served on other boards, committees, or organizations created their own "word of mouth" campaigns, sending emails soliciting participation in all of the planning events.



During the lead up to Planapalooza, the Think Tank Committee suggested surveying the students of Bates College, Lewiston's private liberal arts college. The intent was to capture the students' perspectives of the city, as they and the college considerably influence the City's culture. This segment of the City's population may not have otherwise participated in the planning process. Due to the timeline of the project, it was necessary to administer the survey during the final week of classes, just before students were to leave for summer break. This made the total number of participants low but the data appeared consistent and relevant. The survey is not scientifically supported, but rather anecdotal and should not be assumed to represent the ideas and thinking of all Bates students. This is what the students that participated had to say:

**What's your dream job?**

The students, or "Batesies" as they like to call themselves, dream of being writers, editors, artists, journalists for National Public Radio and the New York Times, educators, revolutionaries, farmers, small business owners, designers, clinical psychologists, architects and, most importantly, urban planners.

**Are you planning to stay in Lewiston after graduation? Why or why not?**

The vast majority of respondents have no interest in staying in Lewiston after graduation. Economic reasoning included notions that Lewiston doesn't provide enough job opportunities in their field, simply doesn't offer the jobs they seek, local real estate isn't worth investing in, and the local school system isn't what they want for their children. Social reasons for leaving Lewiston include a lack of social scene for young professionals, an empty downtown, because their friends aren't planning on staying, they don't feel their family would be safe in Lewiston, the City is too far from family, and there isn't much to do. Many simply wanted to live elsewhere for the sake of living somewhere new or in a larger City.

**Where would you like to live after graduation?**

While most wished to go or return to major cities in New England, some are looking forward to making their world a little bigger. New addresses include places like San Francisco, California; Portland, Oregon; China; the Pacific Northwest; Seattle, Washington; and East Africa. Few respondents either aren't sure where to go or are willing to go wherever their career takes them.

**What is Lewiston missing?**

The vast majority of respondents suggested more college-student-friendly small businesses like pubs, clubs, cafes, thrift shops, a bowling alley, a yoga studio, retail clothing stores, a farmer's market, and restaurants. Individual respondents suggested: people and diversity among the population; a greater sense of understanding between the Somali refugees and the general public; public art; a large attraction downtown; mixed-use buildings; parks and recreation opportunities; wealth; city busses that run from the college to Lewiston, Auburn, and local grocery stores; and funding for schools, roads, and smart growth initiatives.

**What do you do for fun?**

Most respondents listed reading, hanging out with friends, being a foodie, watching movies and TV shows, and going to bars and concerts as favorite hobbies. Outdoor hobbies mentioned include hiking, gardening, golfing, taking photos, driving, water sports, and general sports. Respondents spend time at Taylor Pond, Range Pond, Lake Auburn, restaurants, bars, cafes, bookstores, shops, thrift shops, apple picking, and clam bakes. Nearly all of the respondents listed huddling on campus, going into the wilderness, and going to another city as their weekend relaxation methods.

- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:02:58 AM
- Author: DAH Subject: Comment on Text Date: 6/26/2015 9:03:11 AM update with new data
- Author: DAH Subject: Inserted Text Date: 6/26/2015 9:03:51 AM Lewiston colleges
- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:04:09 AM
- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:04:17 AM
- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:04:26 AM

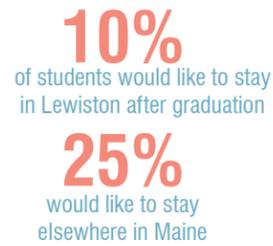
### According to the Bates College Survey:

What needs the most improvement...

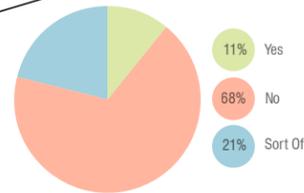


Top places students would like to live after graduation...

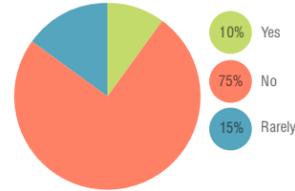
1. Chicago
2. San Francisco
3. Boston
4. New York City
5. Portland (ME)
6. Portland (OR)
7. China
8. Pacific Northwest
9. Vermont
10. Seattle
11. East Africa
12. South Africa
13. Cambridge
14. Not Sure Yet
15. Depends on job



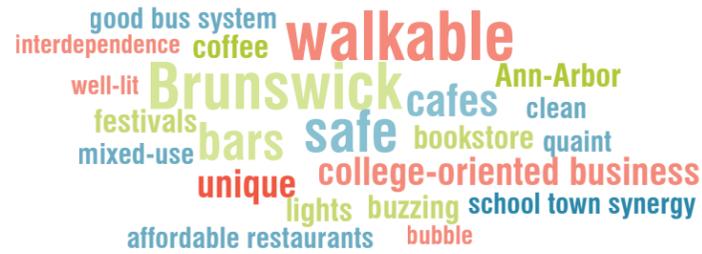
Would you consider Lewiston to be a "cool" city?



Do you use the Lewiston bus system?



How would you describe a college town?



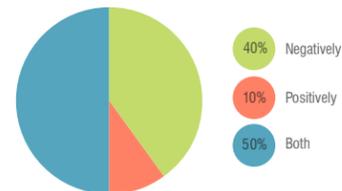
The best things about Lewiston...



**Almost All**

student respondents stay on campus, go to the wilderness, or go to another city on the weekends. They rarely stay in Lewiston unless they are doing volunteer work.

How did the city affect your decision to attend Bates?



**26%** of students have a car

TOWN PLANNING AND URBAN DESIGN COLLABORATIVE, LLC



Meanwhile, members of the planning team began developing guiding principles, an overall planning framework, and illustrative plans that responded to community input, pulling ideas from the planning workshop, citizen drop-ins, and the Round Table meetings.

On the second night of the Planapalooza, over 30 people attended a pin-up in the studio giving the team a chance to present preliminary illustrative plans, a draft set of guiding principles, and other work products produced in the first days of the Planapalooza. A varied group of citizens provided feedback on what they liked about the ideas presented and where further work was needed.

During the remainder of the Planapalooza, members of the public continued to filter into the studio to talk to the team. Feeding off this buzz of activity, the team entered production mode, synthesizing ideas, collaborating over design challenges, preparing renderings, compiling precedent images, refining the illustrative plans, and drafting the Elements of the Plan.

A final presentation took place on the last day of the Planapalooza, at which time all of the work produced during the week was presented and explained. The meeting was attended by over 80 community members.

At the final presentation, there were tough questions along with an enthusiastic showing of support for the vision as presented, an indication that the community achieved consensus with a clear idea of what it wants for the City's future.

During the entire Planapalooza, over 400 members of the public engaged in the process in some way. People attended public events or meetings and an unprecedented number of citizens stopped by the studio to talk with the design team and provide their thoughts. Not only was the process well attended, but it attracted a diverse range of citizens including longtime residents and immigrants, people from both downtown and outer neighborhoods, students and retirees, and skeptics of the process who turned into supporters, making this one of the most successful events of its kind anywhere.

Lewiston's successful Planapalooza is an example for how a community can embrace and take advantage of planning resources to generate local excitement and engagement around an important project. Not only did City staff and citizens produce sweatshirts and t-shirts to create interest at the beginning of the process, but citizens also made "We Love Planapalooza" signs for the closing presentation, making it clear that this process worked particularly well for the Lewiston community.

- Author: dhediger Subject: Cross-Out Date: 6/25/2015 3:57:40 PM

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- Author: dhediger Subject: Inserted Text Date: 6/25/2015 3:57:35 PM  
An existing

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- Author: dhediger Subject: Inserted Text Date: 6/25/2015 3:58:15 PM  
highway system

# Regional Context



DANIEL J. MARQUIS PHOTOGRAPHY

Lewiston is centrally located in Maine within proximity to Portland, coastal beaches, and the lakes and mountains region to the north and west. Numerous rail lines and an interstate enhance Lewiston's position within the region both for business and potential future tourism. In addition to a strong hospital system, the City benefits from a highly regarded public school system and nationally-renowned universities. These, in addition to public libraries and cultural venues, enhance a regional center that has the potential to attract visitors from near and far.

The City is situated along the shores of the Androscoggin River and shares borders with the communities of Lisbon, Durham, Sabattus, Greene, and Auburn. The City encompasses 35.5 square miles. Following the mid-twentieth century decline of the City's industrial and textile industries, Lewiston's population has stabilized between 35,000 and 40,000, making it Maine's second largest City.

Lewiston is conveniently located on Interstate 95 approximately 35 miles from both Portland and Augusta, respectively Maine's commercial and governmental hubs. Route 202/100 via Main

Street, Route 126 via Sabattus Street, and Route 196 via Lisbon Street give motorists access to Auburn, the Kennebec Valley, Brunswick, and Topsham. Lewiston serves as a gateway to western Maine and some of the state's highest peaks. Numerous ski resorts and ample recreational opportunities in the popular Rangeley Lakes region and beyond can be accessed through Lewiston.

Pan Am and the St. Lawrence and Atlantic railroads provide freight service into Lewiston and Auburn. An effort is currently underway to bring passenger rail to the metro area by extending passenger rail service from Portland. A municipal

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Author: dhediger Subject: Inserted Text Date: 6/25/2015 4:00:28 PM  
Central Maine College of Nursing,

Author: dhediger Subject: Inserted Text Date: 6/25/2015 3:59:27 PM  
Local

airport jointly funded and operated by Lewiston and Auburn serves local and regional aviation.

Lewiston is home to a diverse population including ~~French Canadians~~, many of whom worked in factories during the City's industrial heyday. In 1999, the United Nations High Commission for Refugees successfully resettled 12,000 refugees from the Bantu ethnic group in Somalia to many carefully chosen cities in the United States. Subsequently, many of these refugees relocated to communities, including Lewiston, seeking a better quality of life. ~~While this secondary migration of refugees to Lewiston was initially controversial, Somali~~ entrepreneurs have helped to revitalize Lewiston's downtown by opening shops and injecting new life into downtown neighborhoods.

As a regional service center, Lewiston provides medical facilities, unique educational opportunities, a thriving arts scene, and a multitude of shopping venues. In 2007, the City earned an All-America City Award from the National Civic League. The award "recognizes communities whose residents work together to identify and tackle community-wide challenges and achieve measurable, uncommon results."

Through telecommunications infrastructure improvements and a multitude of community building efforts, downtown Lewiston has become a growing economic center. A number of large national and regional companies are headquartered in the City. Lewiston's top 10 employers put 8,515 to work while fledgling boutiques and small businesses are beginning to show a strong presence in the City.

Central Maine Medical Center and St. Mary's Health System, both located in or near the downtown, are at the forefront of New England health care. The Patrick Dempsey Center for Cancer Hope and Healing at Central Maine Medical Center is also located in downtown Lewiston. Since 2008, the Center has helped countless patients lead the most well-rounded life possible while battling cancer.

Lewiston benefits from a strong public school

system and a nationally recognized institution for higher education, Bates College. Bates is the oldest continuously operating coeducational institution in New England and was ranked the 19th Best Liberal Arts College by US News & World Report in 2015. Lewiston's Little Ivy continues its progressive legacy today by offering a stunning study abroad program in partnership with over 80 countries. The University of Southern Maine's Lewiston/Auburn campus, Central Maine Community College's Auburn campus, and a Kaplan University campus also call the Lewiston area home.

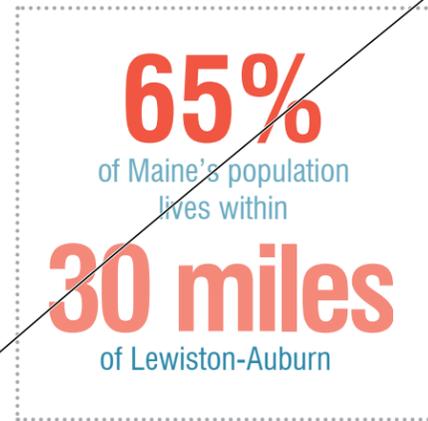
Lewiston hosts several events, including an emerging film festival that presents films from around the world, including local works. The Great Falls Balloon Festival, Lewiston's most popular event, offers balloon launches, carnival games, and rides in parks along the Androscoggin Riverfront in August. Every October since 2009, the City has hosted The Dempsey Challenge, a bike, walk, or run event to raise money for cancer research. The Liberty Festival, Lewiston and Auburn's 4th of July celebration, boasts a fantastic fireworks show.

The Marsden Hartley Cultural Center at the Lewiston Public Library presents a variety of lectures, performances, and other cultural events, as does the Franco-American Heritage Center. Museums and art galleries are offered both in the community and on University campuses. The Public Theatre, Maine's only equity house, presents several plays throughout the year. Outdoor educational opportunities are offered in Lewiston via the Thorncrag Bird Sanctuary, the largest urban bird sanctuary in New England. Lewiston is also home to the largest all-concrete skate park in the state.

Since 1996, Lewiston and Auburn have discussed sharing services and the potential of merging into a single city. This effort has become more serious recently. While some City Councilors from both cities are enthusiastic about the possibility, others argue that neither City's citizens are likely to be supportive and the issue should be dropped. In 2009, a study estimated that the cities would save \$2 million per year after a five year phase

in period if administration, police, public works, equipment purchases, and economic development departments were merged. A Commission to write a merged charter was elected in 2014. Once this charter has been written, it will be submitted to the voters of both communities, each of which must separately approve for it to go into effect.

To remain competitive in the region, Lewiston needs a clear vision that supports and builds on the City's municipal advantages and prepares the community for a long and sustainable future. Maintaining Lewiston's reputation as a center for quality health care, education, and housing is of critical importance as is continuing to grow businesses and maintaining a strong tax base to adequately fund the City and the School Department.



SOURCE: AUBURN LEWISTON MUNICIPAL AIRPORT

### What We Heard . . .

Desire to maintain community connections.

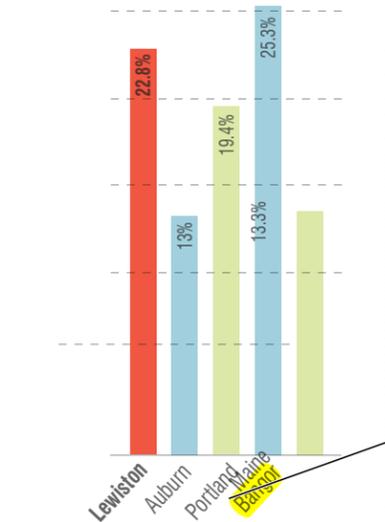
Merge with Auburn.

Want to see more commercial opportunities in Lewiston, so don't have to shop in Auburn.

~~Make Lewiston more like Gardiner, ME or Franklin, TN.~~

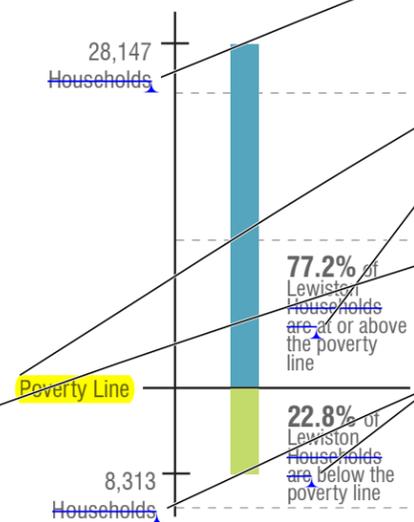
“ We have the potential to be the  
greenest city in New England. ”  
— Lewiston resident

Regional % of population below Poverty Level

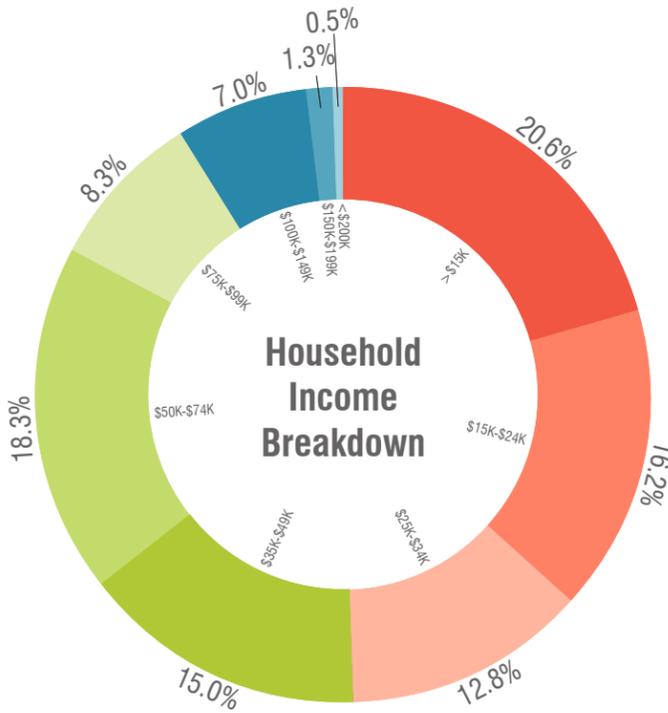


SOURCE: 2012 AMERICAN COMMUNITY SURVEY

Lewiston % of population below Poverty Level



SOURCE: 2012 AMERICAN COMMUNITY SURVEY



SOURCE: 2012 AMERICAN COMMUNITY SURVEY

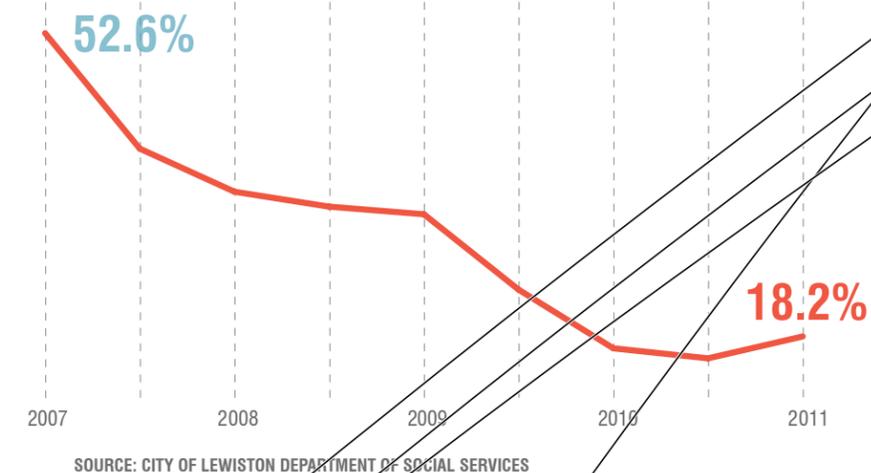


SOURCE: 2012 AMERICAN COMMUNITY SURVEY

- Author: DAH Subject: Inserted Text Date: 6/26/2015 10:54:27 AM Residents
- Author: DAH Subject: Inserted Text Date: 6/26/2015 10:55:38 AM population
- Author: dhediger Subject: Comment on Text Date: 6/26/2015 10:56:14 AM  
Not to be included, but for reference:  
How the Census Bureau Determines Poverty Status  
Poverty status is determined by comparing annual income to a set of dollar values called poverty thresholds that vary by family size, number of children and age of householder. If a family's before tax money income is less than the dollar value of their threshold, then that family and every individual in it are considered to be in poverty. For people not living in families, poverty status is determined by comparing the individual's income to his or her poverty threshold.
- Author: dhediger Subject: Comment on Text Date: 6/25/2015 4:09:34 PM  
fix formatting
- Author: DAH Subject: Inserted Text Date: 6/26/2015 10:55:54 AM population
- Author: DAH Subject: Inserted Text Date: 6/26/2015 10:54:35 AM Residents

- Author: dhediger Subject: Comment on Text Date: 6/26/2015 9:18:16 AM  
update graph to include the following: 19.02% for 2012, 17.22% for 2013 and 23.06% for 2014.
- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:18:50 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 9:18:43 AM  
25
- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:19:30 AM
- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:19:35 AM

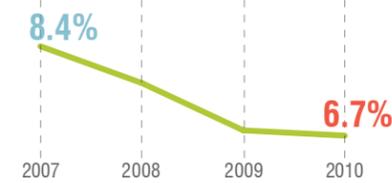
### Percent of City of Lewiston General Assistance Budget spent on Refugees/Asylees



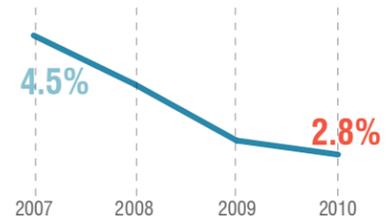
### Insight:

Contrary to public belief, the majority of public assistance is not directed toward immigrant populations at this point in time. Although in 2007, this was the case, immigrants are now only responsible for less than 20% of assistance dollars, which shows the remarkable ability for this population to move to self-sufficiency, in less than 5 years time.

### % of TANF (temporary assistance) funds spent on noncitizens



### % of SNAP (food stamps) funds spent on noncitizens



SOURCE: US DEPARTMENT OF HEALTH AND HUMAN SERVICES

## Community Character & Land Use



DANIEL J. MARQUIS PHOTOGRAPHY

Lewiston's physical character has been defined over decades by many forces including topography, economic and demographic shifts, and development patterns. Older, more urban neighborhoods near the river are dense and walkable while the City's urban edge is still largely rural. The City's core has a high quality urban fabric and beautiful natural settings that, although compromised by years of ~~depopulation and disinvestment~~, has the potential to attract new investment and vitality. Zoning ordinances that regulate where uses can be placed have dictated the City's development pattern resulting in suburban neighborhoods and strip highway development. Suburban gateways in particular provide an opportunity for redevelopment better reflecting the City's guiding principles and sense of place. The fact that many of the older buildings and their associated architecture still remain will add value to the City as it considers creating and adopting a new plan and framework.

Nestled on the banks of the Androscoggin River near the Great Falls, Lewiston boasts a dramatic natural setting. Canals dug during the industrial period of Lewiston's history wind through the downtown, pulling the beauty of the river into the core of the City's urban center. The remnants of Lewiston's industrial past are evident through many mill and factory buildings, some of which are being reused or remain available for adaptive reuse.

The core of Lewiston, a historic, dense downtown, is still largely intact; but a weak economy has taken its toll. Over the past 50 years, many buildings have declined and a large number have been demolished ~~due to lack of care~~. The resulting surface parking lots and vacant lots have further degraded the downtown's character. However, its walkable and mixed use nature has the potential to be revived. Kennedy Park, a formal green space within the core of the City, is well utilized and supports the existing urban structure.

## Economy



After relying on a few major employers for decades, Lewiston continues to adjust its economic landscape to fit 21st century realities. Like other historic mill cities, Lewiston is pursuing greater investment in its physical assets, growth in new creative sectors, and a continued push for greater economic diversity and capacity. A number of planning efforts aimed at stimulating economic growth have been completed recently, including the Riverfront Island Master Plan (2012), the 2010 Strategic Plan, the People's Downtown Master Plan (2008), and the Downtown Neighborhood Action Plan (2009). These city-led plans, combined with the investments of large- and small-scale businesses, are working together to actively move Lewiston into a new stage of economic expansion.

### Current Job Climate

Lewiston has seen \$509 million dollars of investment since 2000 and is working to strategically build upon this foundation. Today, the City is home to many corporate offices and headquarters, including major employers in the health care and education industries.

Over 80% of Androscoggin County's jobs are in the Lewiston/Auburn metro area (according to the Riverfront Island Master Plan). Currently,

downtown Lewiston supports 4,410 jobs. The City's major employers include health care, office and administrative support occupations, sales, production occupations, and the food service industries. Central Maine Healthcare is the tenth largest employer in the state. This wide range of industries attracts a variety of educational backgrounds, age ranges, and income levels to Lewiston's local economy. According to projections developed by Moody's Analytics, there will be approximately 2,000 more jobs in Androscoggin County by 2020. Health care, professional and

business services, accommodations, and food service sectors will see the most growth. The manufacturing industry remains strong and could redefine itself by making products that meet the needs of the growing health and education sectors.

**Retail and Restaurant**

According to the Riverfront Island Master Plan, downtown Lewiston captures 4.7% of the trade area's eating and drinking sales, which is on the low side compared to destination downtowns that typically capture between 5 and 10 percent. The city could capture more of these sales and has the potential to attract an additional 14,000 square feet of total restaurant space, or about two full restaurants and two to five smaller eating and drinking establishments by 2021 (Riverfront Island Master Plan).

In addition to local residents, parents of Bates College students, business travelers, and visitors to Lewiston's periodic festivals make up the majority of diners at three of Lewiston's most popular restaurants. As increased investment and a wider range of housing occurs in the Downtown, new restaurants will be supported, generating more street activity and spin off retail.

A number of pioneering retailers have opened specialty businesses on Lisbon Street including a bicycle shop, a local products market, and number of eating establishments, all of which have capacity for increased sales. A section of Lisbon Street is occupied by almost 20 Somali-owned and operated stores and restaurants that have brought street life and some spin-off business activity back to downtown Lewiston.

**Office**

The office market will follow the development of other sectors, especially health and information. Improvements and additions are already planned at Central Maine Medical Center and throughout St. Mary's Health System. These expansions will come with auxiliary demands and more professional services jobs that could drive office growth. Current local office space rental rates of \$15 to \$20 per square foot are not high enough

**What We Heard . . .**

Perceived by some as a gritty, run-down community that no longer has a real reason to exist.

Need a public relations campaign, created to inform both the community and outsiders of everything Lewiston has to offer, including the trail along the riverfront, the farmer's market, Bates College, St. Mary's Hospital, the Basilica of Saints Peter and Paul (one of less than 100 basilicas inside the US built to the standards for an official papal visit), Davis Mountain, Thorncrag Bird Sanctuary, Island Point, Wiseman Bridge, and access to cross-country skiing to name a few.

Also a need for the City to focus on land development regulations to make them more business and developer friendly, a focus on bringing in high-tech employers, and opening up the waterfront for development and civic use.

City's greatest assets include the large mill buildings, the river and canals, and the underground fiber optic cable.

These assets should be used to draw both employers and employees to the City for high-tech industry jobs and draw both tourists and future residents.

Desire to help disadvantaged workers in the City find steady, reliable employment options.

Want to help residents on welfare find long-term time employment.

Interest in micro-loans, increased job training, and making the community more business-friendly by removing obstacles to opening new small businesses.

The City needs to "invest in and create assets in the downtown to draw outside people revenue."

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330,000		
Author: dhediger	Subject: Inserted Text	Date: 6/25/2015 4:28:36 PM
young and middle aged residents		
Author: dhediger	Subject: Cross-Out	Date: 6/25/2015 4:28:38 PM

to warrant new construction. According to the Riverfront Island Master Plan, even with this current limitation, 110,000 additional square feet of office space will be required by 2020 to house an anticipated 500 new general office positions (Moody's Analytics, 2013). Doctors' offices and various other health specialties such as physical therapy add additional space demands. Much of the needed office space can be accommodated within the existing footprint of Bates Mill and along Lisbon Street near the Southern Gateway through infill development. The proposed Industrial Village and interstate gateways may also be attractive to certain employers. Regardless of location, the City needs to consider how to attract new office-type businesses without having an inventory of existing office space that meets immediate space needs and requirements.

It is likely that most of this growth will be absorbed in existing vacant or underutilized office space. A variety or range of office space rental rates are needed in order to accommodate all types of office space needs and income levels, including those of small business, start-ups and non-profits. Logical locations for Downtown offices are the Bates Mill complex and other existing space in Downtown Lewiston and Auburn. Given current rent levels, it is unlikely that a new multi-tenant office building will be feasible until demand increases to the point where new construction can garner the rents needed to offset construction costs. There may, however, be an opportunity for new build-to-suit office buildings on available downtown land. Riverfront Island (particularly sites on Lincoln Street or facing the River) is an excellent location for new owner occupied office buildings.

**Industrial**

Lewiston has a number of large industrial enterprises including the Walmart Distribution Center. However, the City has the opportunity to attract a greater number of artisan industrial businesses by building on the City's ever-growing collection of small to medium-sized specialty and craft industrial operations. By example, these now include a high-end shoe manufacturer, brewery, and speciality woodcraft manufacturer.

The re-use of existing and historical industrial infrastructure has been important to Lewiston's light industrial revival. The ~~250,000~~ square-foot Hill Mill has been partially occupied with craftsmen and light industrial uses including cabinet makers, guitar makers, and t-shirt printers. This Mill should continue to add more light industrial and artisan tenants.

**Self-Employment**

In Androscoggin County, 20.5% of the workforce is self-employed. Though this is an increase from 1999's self-employment rate of 16.1%, this rate is still lower than Maine's 23.6%. As an urban area, Lewiston has the potential to attract an even greater number of self-employed individuals, indicative of a strong creative economy. Building on the City's historic assets and marketing the local arts and cultural scene will help Lewiston draw more ~~Gen X and Millennials~~, both of which will help diversify the City's job market through creative individual enterprise.

**Tourism**

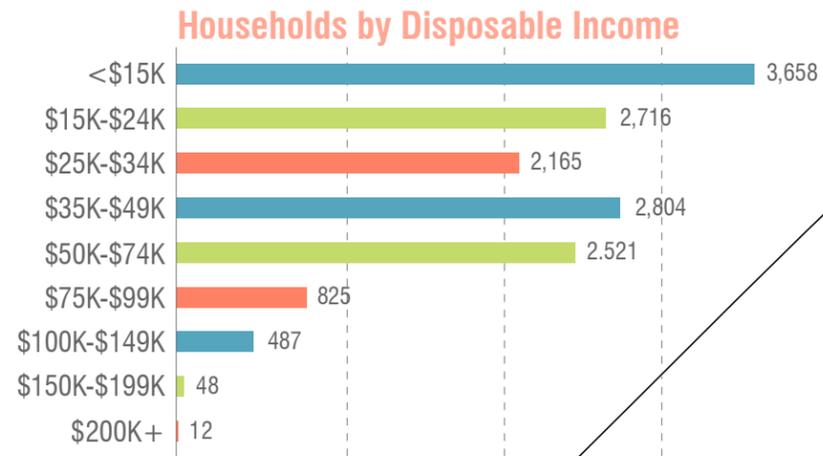
Although Lewiston is not typically thought of as a tourist destination, it could become a stop for those traveling in the area. Presently, Lewiston's popularity among tourists is integrally connected to annual events and festivals such as the Dempsey Challenge, the Great Falls Balloon Festival and the Liberty Festival. As the City continues to invest in revitalizing downtown landmark buildings and increased marketing efforts to rebrand the city, year-round tourism should continue to rise.

**Tax Increment Financing**

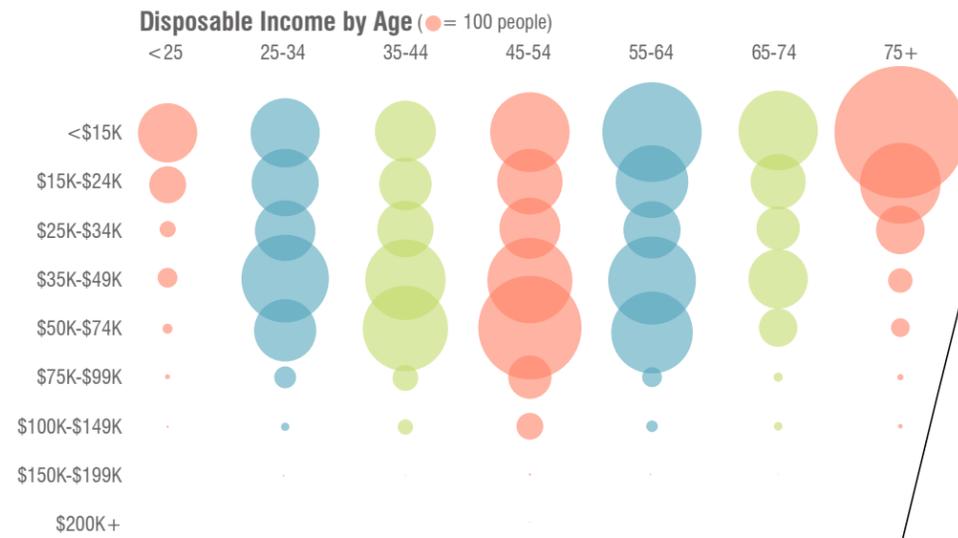
The City has successfully used tax increment financing (TIF) districts. Since 2001, Lewiston has created 8 such districts, most of which were established to promote the development of large ~~retailers and/or~~ employers. In the past, the City has focused the majority of TIF efforts on single businesses as opposed to multiple establishments within larger districts, as TIF efforts are sometimes applied.

Author: dhediger Subject: Comment on Text Date: 6/25/2015 4:32:11 PM  
waiting on 2010 data

Author: dhediger Subject: Inserted Text Date: 6/25/2015 4:45:13 PM  
This is an important quality of life indicator; the higher the ratio, the better.



SOURCE: 2000 CENSUS DATA FOR LEWISTON

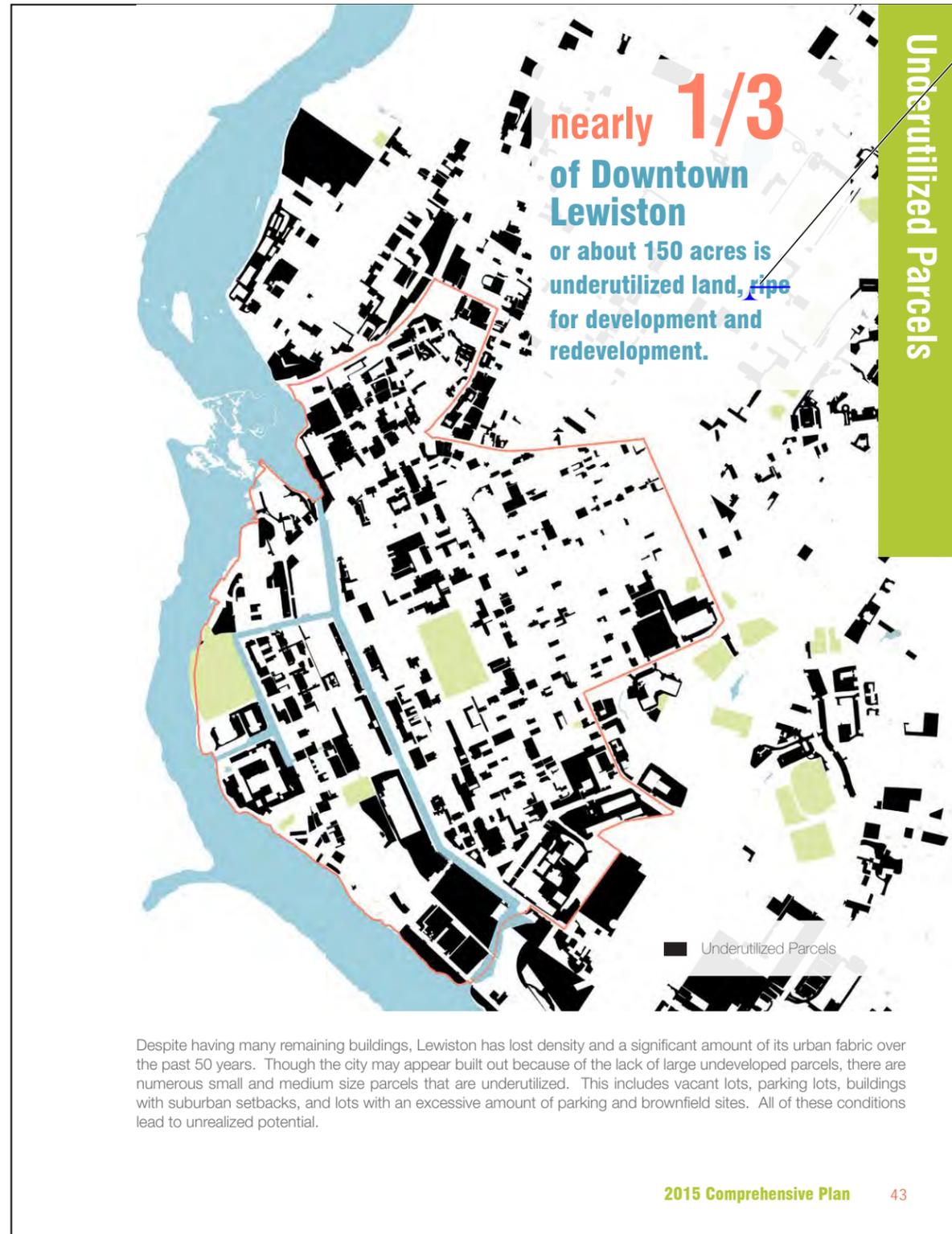


SOURCE: ESRI COMMUNITY ANALYST, 2012 DATA

# 0.88

Androscoggin County's jobs-to-labor ratio, indicating that most residents don't travel outside the county for work.

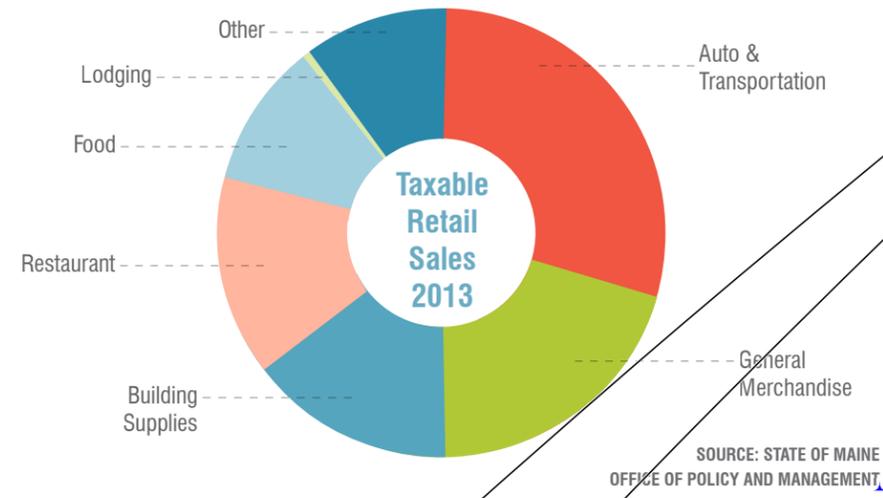
SOURCE: RIVERFRONT ISLAND MASTER PLAN APPENDIX A



Author: dhediger Subject: Inserted Text Date: 6/25/2015 4:58:10 PM  
for Economic Summary Area including Auburn, Lewiston, and Lisbon.

Author: dhediger Subject: Cross-Out Date: 6/25/2015 4:55:22 PM

Author: dhediger Subject: Inserted Text Date: 6/25/2015 4:56:53 PM  
(including Auburn and Lisbon)



SOURCE: STATE OF MAINE  
OFFICE OF POLICY AND MANAGEMENT

**20%**  
or  
**\$175 million**  
of local spending in Lewiston is in  
general retail.

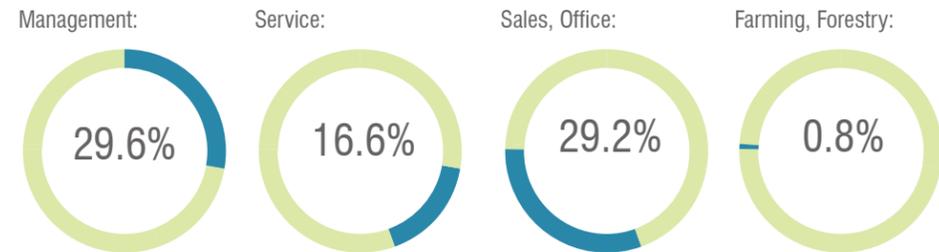
Lewiston's retail market sees over  
**\$850 million**  
in annual sales

SOURCE: STATE OF MAINE  
OFFICE OF POLICY AND MANAGEMENT

**\$675**  
Most expensive shoes  
made in Lewiston  
(Rancourt & Co., made to  
order boot)

SOURCE:  
WWW.RANCOURTANDCOMPANY.COM  
WINTER 2013 ONLINE CATALOG

**Employment by Occupation**

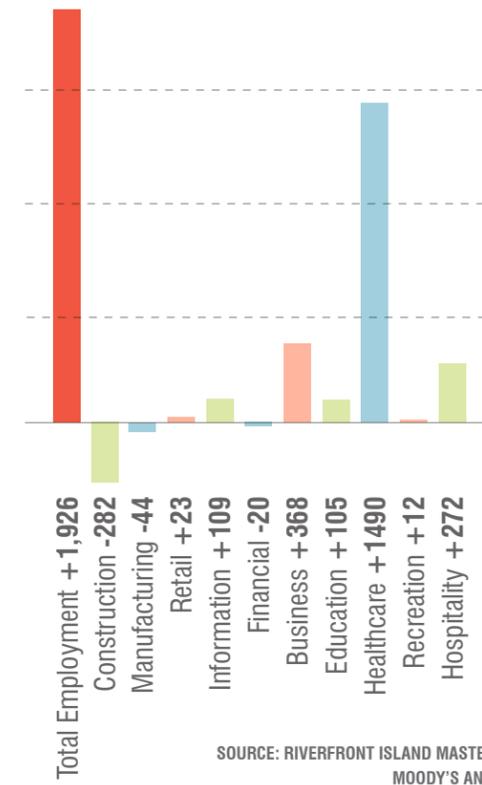


SOURCE: 2012 AMERICAN COMMUNITY SURVEY

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persons

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/employable

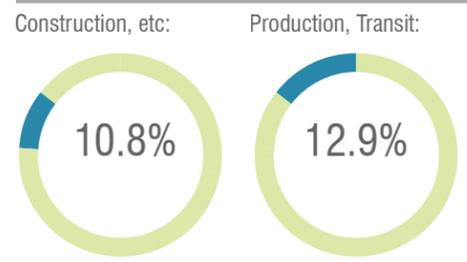
### 2020 Employment Projections



**480**

Office jobs are expected to be added by 2020

SOURCE: RIVERFRONT ISLAND MASTER PLAN, MOODY'S ANALYTICS



**29,770**  
residents 16 & older in Lewiston

**16,255**  
civilians 16 & older employed in Lewiston

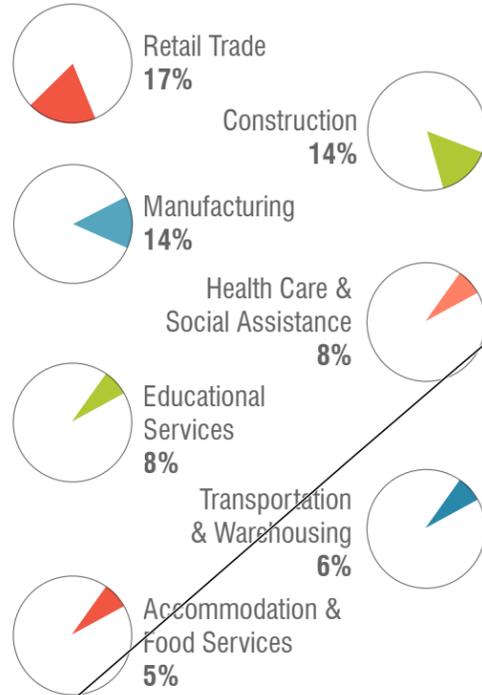
Assuming linear growth, the Lewiston-Auburn Metro area will continue to contain

**80%**  
of Androscoggin County's jobs.

The area will need **96,000 sf** of new or rehabilitated office space by 2020.

SOURCE: 2012 AMERICAN COMMUNITY SURVEY  
SOURCE: RIVERFRONT ISLAND MASTER PLAN

### Most Common Industries



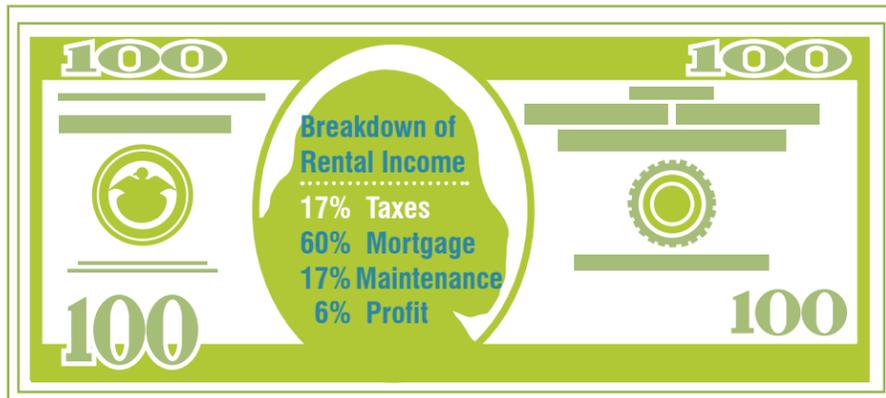
SOURCE: CITY-DATA.COM 2007-2011 DATA

### Insight:

Although 18% of total area in Lewiston is non-taxable property, almost 33% of the downtown is comprised of underutilized parcels. The City should first prioritize the development and redevelopment of the large number of unproductive parcels owned by the private sector.

### Renters Do Pay Taxes!

How renters indirectly contribute to property tax



SOURCE: RENTAL PROPERTY OWNER IN LEWISTON

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Author: DAH	Subject: Cross-Out	Date: 6/26/2015 9:33:58 AM
Author: DAH	Subject: Cross-Out	Date: 6/26/2015 9:33:44 AM

such as the Great Falls Hot Air Balloon Festival, the Liberty Festival, the Ice Festival, the Festival of Arts & Lights, and “Wednesdays in the Park,” a program which offers numerous entertainment, arts, and cultural performances throughout the summer.

Lewiston has a strong and long standing tradition in the performing arts including the Public Theatre and Community Little Theatre. The Franco-American Heritage Center and LA Arts Musical offerings include the Maine Music Society, Maine Chamber Orchestra, Mid-Coast Symphony Orchestra, and the Androskoggin Chorale. Other cultural venues include Museum L-A and the Marsden Hartley Cultural Center. Lewiston-Auburn’s numerous cultural and artistic offerings have brought a high level of recognition to the region, which has been named one of the “Top 100 Best Small Art Towns in America” by John Villani in his book Top 100 Best Small Art Towns in America: Where To Discover Creative Communities, Fresh Air, And Affordable Living.

~~However, these numerous offerings and opportunities are not always well known in the wider community or outside of the Lewiston-Auburn area. Activities and events often compete with one another for the limited number tuned into the arts community.~~

### Art Walk Lewiston Auburn

Originally started as a grassroots endeavor, Art Walk Lewiston Auburn has become a great cultural event for the Twin Cities. Once a month from May through September, the downtown is turned into an arts district. The mission of the organization is to foster a sense of community and celebrate the vitality of Lewiston and Auburn’s downtowns by promoting self-guided tours of local arts venues and temporary exhibits.

### Arts & Culture Lewiston Auburn

Arts & Culture Lewiston Auburn was created to strengthen and support the arts & culture in the Lewiston-Auburn area as a central component of furthering economic and cultural development and to enhance the quality of life for local

## What We Heard . . .

- Create a social scene, steeple tour, and artist colony.
- Attract the creative class.
- Find a permanent place for the Farmer’s Market.
- Need to redevelop downtown music spaces and houses.
- “Growing up in a small town it was a great step up without too much shock. Community base, diversity.”
- Lewiston is “home, roots, family, history.”
- Need more nightlife, music options, community events, summer concert festivals, and activities for kids.
- Wants to make the city more liveable for everyone-low income, new Mainers, LGBT, and have more livable wage jobs.
- Develop a cultural plan for the inventory of unused buildings.
- The city can guide the arts and cultural message even if they can’t support it financially.

residents. The organization is made up of many different organizations whose independent goals are focused around culture and the arts.

### Atrium Art Gallery at Lewiston/Auburn (L/A) College

The Atrium Art Gallery, located in the center of USM’s Lewiston-Auburn College, presents a year-round schedule of exhibitions highlighting Maine artists through solo and group exhibitions of painting, drawing, photography, sculpture, and contemporary crafts. A biennial exhibit, in an open-juried format, features work by artists in Androskoggin, Franklin, and Oxford counties.

### The Mid-Coast Symphony Orchestra

The Mid-Coast Symphony Orchestra began as a small ensemble, the Mid-Coast Chamber Orchestra, in 1990. It has since grown to become a full symphony orchestra including over 70 volunteer musicians from around the region. It performs both classical and modern pieces. The orchestra's mission is to "provide opportunities to talented amateur musicians to study and perform quality orchestral music and to share that experience with the communities we serve." The orchestra performs at the Orion Performing Arts Center at the Mt. Ararat Middle School in Topsham and at the Franco-American Heritage Center in Lewiston.

and music education to young musicians in the Lewiston-Auburn area. They are committed to creating excitement and passion for music by providing an opportunity for children to perform in public.



### Museum L-A

Museum L-A is a nonprofit organization dedicated to telling the story of over 200 years of work, industry, and community in Lewiston-Auburn. Museum L-A currently located within the Bates Mill Complex, hosts a range of award-winning exhibits and events for people of all ages. The museum has ambitions of relocating to the former Camden Yarn Mill adjacent to Simard-Payne Park.

### The Public Theatre

~~The readers of the Portland Phoenix have four times voted the Public Theatre the "Best Theatre Company" in Maine.~~ The Public Theatre brings high quality theatre to central Maine at an affordable price featuring Broadway, Off-Broadway, and new scripts with actors from all over New England and New York. The Public Theatre is located on Maple Street in Lewiston.

### Schaeffer Theatre at Bates College

The Schaeffer Theatre at Bates College is a 16,000 square foot venue that seats over 200 patrons built on College Street in 1960. The theatre hosts regular theatre, music, and dance performances, including the annual Bates Dance Festival. It features full set-construction and costume workshops.

### Youth Orchestra of Lewiston/Auburn, Maine

The youth orchestra provides orchestral training

Author: DAH Subject: Sticky Note Date: 6/26/2015 12:58:21 PM  
add category "Culturally Significant Buildings": Lewiston offers a number of venues that have offered and continue to contribute to the communities identity. The Basilica of Saints Peter and Paul, also known as Saints Peter and Paul Church was finished on July 18, 1936, and was dedicated on October 23, 1938. On July 14, 1983, the church was added to the National Register of Historic Places, for being the second largest church in New England. An active church with an impressive presence amongst the city skyline, it also serves as venue for various events. The Androscoggin Bank Colisée is a 4,000 capacity (3,677 seated) multi-purpose arena that opened in 1958. Perhaps best known as the venue for the heavyweight boxing championship rematch between Sonny Liston and Muhammad Ali, the Colisee has and continues to be home to hockey league teams, as well as trade shows, concerts, and other sporting events.

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is recognized by many as one of the best equity theatre companies

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a portion of the housing has seen considerable wear over the decades.

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need of reinvestment.

# Housing & Neighborhoods



DANIEL J. MARQUIS PHOTOGRAPHY

Lewiston benefits from a mix of historic downtown neighborhoods with walkable streets in proximity to an evolving commercial core as well as modern single-family neighborhoods in the outer sections of town. While there is an abundance of rental housing units in town, the quality is often poor. Changing household structures call for more high-quality multi-family units, including those built with the growing senior population, baby boomers, and young families in mind.

## Neighborhoods

Neighborhoods are the backbone of community. Besides being a place to live, they provide places to work, shop, go to school, and socialize. Lewiston is made up of a number of neighborhoods, although there is little agreement on their geographic boundaries or names.

The City is generally composed of three neighborhood types. The oldest neighborhoods are found in the greater downtown area, developed around a traditional street grid. A broad mix of housing types can be found there, including mixed use structures, lofts in converted mills, triple-deckers, large apartment buildings,

duplexes, and single-family homes. A majority of the housing in this area is rental, often carved out of late 19th and early 20th-century mill housing. Many of these structures are in a state of disrepair. This urban area includes neighborhoods loosely identified as the "Downtown," Sunnyside Park, Little Canada, and the Tree Streets.

The downtown is surrounded by inner ring residential neighborhoods that include a mix of single-family homes and apartment buildings, still largely organized around a street grid. This area includes the Pettingill School/Park neighborhood, Farwell School neighborhood,

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Martell School neighborhood,

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than

Ware Street Neighborhood, and the Webster Street neighborhood.

The outskirts are developed with suburban neighborhoods made up primarily of single-family homes built post-WWII. This area includes approximately half of the city's total housing stock and includes the Pond Road neighborhood, McMahon School neighborhood, and the Geiger School/Elliot Avenue neighborhood.

### Housing

According to the 2012 American Community Survey, Lewiston has 17,054 total housing units, 15,535 of which are occupied. Approximately one third of these units were built prior to WWII. The other two thirds are primarily detached, single family homes constructed in the last 50 years as the City expanded outward from the core. In Lewiston, 8.9% of the total housing units are vacant, which is lower than the national vacancy rate of 12.8%. The downtown vacancy rate, at almost 15%, is about double the City's average. This higher rate may be the result of several factors including housing age and quality and the negative perception some have of the area. However, not all vacant units are uninhabitable. Lewiston has a lower rate of homeownership (49.4%) than both the state (71.6%) and Auburn (59%). Conversely, the majority of occupied units in the city are rental (50.6%) compared to the national average of 35.3% (all homeownership data from the 2012 American Community Survey).

Despite a reputation as an inexpensive City, three out of five households (60.9% according to the 2012 American Community Survey) cannot afford a median priced home or apartment. While affordability has improved somewhat as a result of the decline in housing prices associated with the recent recession, low overall income levels remain the primary reason why a portion of the population struggles to find affordable housing or must rely on financial assistance to meet basic needs.

According to the Maine State Housing Authority, the median home price in Lewiston in 2013 was about \$125,000. Under typical loan conditions,

### What We Heard . . .

Housing in Lewiston is a point of contention for many residents.

Perceived issues (which may or may not be true) include absentee landlords, difficult tenants, a lack of building code enforcement, trash on the streets, dangerous blood lead levels, and crime.

Need to clean up and repair the housing stock in the neighborhoods adjacent to the downtown.

Concern about number of buildings being torn down and left as vacant lots.

Greater enforcement of the existing codes could help build stronger neighborhood pride, but also potentially lead to an increase in taxes or rental housing costs.

Requiring owner occupied rentals was suggested.

Need improved public transportation so people who cannot afford a car can still have a reliable way of getting to work.

Lewiston lacks sufficient housing for all generations.

While there are numerous single family homes, there are few options for elderly people who want to live in a smaller condominium unit.

Many seniors remain in a home that is too large and difficult to maintain or move to another City.

"Downtown needs safer housing and safer sidewalks."

There needs to be a better relationship between tenants and landlords, and better ways of dealing with problem tenants.

such housing is affordable to a two person, two-income household earning \$40,528. The majority of the housing issues in Lewiston are in the city's downtown core where 70% of the households are low-income. With continuing demographic shifts, the City will see a greater number of single-earner families along with new graduates, young families, public servants, and blue-collar workers who don't earn enough to afford a modestly priced single-family home. Currently, there are few high-quality alternatives to single family homes available in the market. Home ownership and long-term tenancy are foundational to community investment. Increasing homeownership rates is an important goal of many of the City's housing agencies and community groups.

### Demographic Trends

National housing trends can be helpful when reviewing Lewiston's housing choices. Census data shows that Lewiston's demographic makeup reflects an emerging "modern family" structure. **Generation Y** (born between early 1980s and early 2000s) represents the City's largest demographic group and accounts for the majority of new household formations. Baby boomers are the second most represented group, both nationally and in Lewiston. Lewiston has more non-traditional families, in the form of both singles and single parents, when compared to both the state and the nation. While 25% of national households consist of married couples with children, they represent only 12.5% in Lewiston.

Collectively, these groups seek smaller, less expensive, higher quality, and more conveniently located housing. While the market still supports detached single family homes, there is also an increasing preference for rental units in the new economy, a trend that is not limited to low-income populations. For Generation Y, Baby Boomers, and college students, renting is often a more attractive housing option.

Despite these trends, almost all recent home construction has been detached single-family located in areas that require residents to drive to shopping, work, and recreational opportunities. This growth pattern presents a significant challenge to the City given that almost 20% of Lewiston households do not own a car.

The City has an opportunity to initiate actions and adopt policies to provide incentives to encourage investment in struggling but well-positioned residential neighborhoods in and within close proximity to the downtown core. These neighborhoods can accommodate additional population through redevelopment, infill, and rehabilitation of existing housing stock and vacant or underutilized former mills. Actively pursuing a balance between rental and home-ownership, historic and new construction, and market rate and affordable units, will inject new energy and life into these central neighborhoods and offer residents desirable housing options.

### Senior Housing

There are not enough options for seniors who need assistance or wish to live independently. According to a 2013 report by the Lewiston Housing Authority, there are approximately 391 elderly/disabled public housing units in the City. With a population of nearly 6,000 residents aged 65 and older as of 2012 American Community Survey data, there is a clear shortage of housing options for this demographic. Many seniors move from the City because there are few senior-specific housing choices, especially for those who no longer drive. Because of the lack of senior housing, others end up owning or renting homes that are bigger than they need and require more for upkeep and maintenance than they can afford. Senior housing needs will continue to grow as the population's overall age increases. Lewiston can enhance its ability to attract and retain seniors by expanding their available housing options.

### Immigrant Housing

From 2001 to the present, approximately 4,000 immigrants (referred to as "New Mainers") have moved to Lewiston and Auburn. Most of these immigrants are secondary immigrants from Somalia, relocating from their initial placement elsewhere in the United States. A significant portion of the immigrant/refugee/asylee population lives in subsidized housing. ~~These groups are heavily represented (>50%) at Hillview, a Lewiston Housing Authority property, and at River Valley Village, a non-profit owned low-income housing complex.~~ In downtown

Author: DAH Subject: Inserted Text Date: 6/26/2015 9:45:14 AM  
is a shortage of

Author: DAH Subject: Inserted Text Date: 6/26/2015 9:45:59 AM  
Those residents

Author: DAH Subject: Cross-Out Date: 6/26/2015 9:47:49 AM

Author: DAH Subject: Inserted Text Date: 6/26/2015 9:49:19 AM  
At least 50% residents at

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are occupied by immigrants.

**Lewiston Housing Authority**  
The LHA owns and operates over 450 federally subsidized residential units for the elderly and families.

**Lewiston-Auburn Alliance for the Homeless**  
Alliance of service providers, volunteers, and others working for affordable housing, services for homeless people and a safe place during daytime hours.

**Trinity Jubilee Center**  
They offer a range of assistance for Somali and Sudanese refugees, including as liaisons between tenants and landlords. There are resource and warming centers available for all community members. The centers offer meals, assistance accessing local social service centers and other services, donated clothing and household items, as well as free medical clinic services.

**Safe Voices**  
Offers confidential emergency shelter services to victims of domestic violence regardless of gender.

**The Visible Community's Neighborhood Housing League**  
A project to empower residents to get involved in advocating for safe and affordable housing in downtown Lewiston and develop leadership in advocating for their housing needs. Offers help for tenants with legal matters, tenants and landlords to communicate with each other, and community organizing.

**The City of Lewiston**  
Advocates for affordable housing, uses regulatory tools to encourage affordable housing development, and enforces the building and housing codes. The city also gives to many other of the organizations listed here on an annual basis.

**Auburn-Lewiston Home Consortium**  
Offers zero interest loans to low to moderate income households (or landlords of structures up to four units) to rehabilitate their homes to become more liveable, improve energy efficiency, and meet code requirements.

**New Beginnings**  
New Beginnings' mission is to assist and advocate for people in crisis due to unstable or conflictive living situations, resulting in increased stability and more productive lives.

**Hope Haven Gospel Mission**  
Offers, among other things, emergency and temporary housing for the homeless.

**Western Maine Community Action**  
Employment and training support, health services, senior services, energy and utility assistance, home ownership education, weatherization aid, septic system loans, financial counseling, and improvement loans over the phone.

**Community Concepts**  
Alliance of service providers, volunteers, and others working for affordable housing. Offers a variety of housing, economic development, and social services for many nearby communities. Offer numerous types of aid services.

**Avesta Housing**  
Construction, maintenance, and operation of affordable housing developments, homeowner education, and foreclosure prevention counseling.

**Local Housing Assistance Organizations**

**Regional Housing Assistance Organizations**

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This alliance...

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to provide

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and

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The League

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s

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assists in having

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to

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Beginnings'

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include these organizations:

Tedford Housing. They work together with people in their communities to find lasting solutions to the challenges of homelessness, including shelter, housing, and services that empower adults, children and families in need.

Veterans Inc.'s. They help eliminate homelessness among veterans by providing quality services; and opportunities in the areas of health, employment and housing.

CEI. They provided financing and technical assistance to small and medium-sized businesses, community facilities, renewable energy, commercial real estate and affordable housing.

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They provide employment

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offering

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They provide construction

Lewiston, rough estimates are that this population may be about 25% of all residents. The majority are in private housing with rents often subsidized by Section 8 or City general assistance vouchers.

The downtown housing stock lacks the number and types of units needed by that portion of the immigrant/refugee/asylee population that has large families requiring 4, 5 and 6 bedrooms. This is one reason that the Somali Ethnic and Somali Bantu families reside in Hillview and other Lewiston Housing Authority's family housing units. These units have the larger bedroom apartments – often 4-5 bedrooms in family public housing. There is a lack of larger sized units often causing families to split up and reside in two units that are on the same floor or side by side. As with other downtown residents, some of the housing they occupy is old and may be poorly maintained. Oftentimes, language and cultural barriers prevent residents from asking for and/or receiving repairs or improvements to their apartments. Similarly, some members of the immigrant community lack experience living in western style housing, which can lead to poor treatment of their apartments. This creates a challenging dynamic with considerable potential for miscommunication and cultural friction.

There are households, both immigrant and non-immigrant, that do not receive subsidies, either because they have been disqualified based on program regulations or because they exceed income qualifications. Other families have no or very small incomes and are hard pressed to cover rent and basic necessities. These groups seek out the lowest cost housing they can find. Given downtown vacancy rates, some landlords reduce rents, affecting cash flow and often resulting in under-investment and deferred maintenance. This cycle of vacancy, reduced rents, and under-investment produces neglected and substandard buildings. Not maintaining lead paint creates lead hazards that can cause lead poisonings. No heat, broken windows and stairs, and other complaints largely come from residents of such properties. These families only have code enforcement as recourse and often look to a tenant's advocacy group for help since they may not speak English, are unfamiliar with the reporting process, and may fear authority.

## Understanding the Housing Conundrum

The declining condition of the housing stock and the prevalence of vacant properties within the downtown is Lewiston's most pressing housing issue. An unfortunate and not entirely unique string of events over the past 60 years have led to the City's housing conundrum. Much can be learned from understanding how these events unfolded.

Following the post WWII period of suburban expansion and the closing of Lewiston's textile mills starting in the 1950s, Lewiston's downtown, like downtowns across the country, experienced a period of neglect and decline. From the late 1970s through the early 1980s, substandard and non-code compliant apartment buildings were a common problem. During the real estate boom of the 1980s, many owner-occupied buildings were sold to speculators at relatively high prices.

Many properties in the city are in a cycle of decline where landlords have purchased buildings (perhaps at too high a price) and then experienced increasing utility costs (particularly for heating oil), rents that have been static or fallen, and a decline in occupancy. This leads to lack of maintenance and reinvestment, which leads to further increasing vacancy or renting to unscreened tenants at very low rates. Many of these unscreened tenants often worsen the situation due to poor housekeeping, vandalism, and failure or inability to pay rent. As this cycle continues, the property begins to lose money and the owner, at the logical end of the cycle, abandons the property.

In response, the City adopted a policy of identifying problem buildings, encouraging or requiring owners to either bring them back to a liveable condition, or demolish them. During the 1990s, the City reaffirmed the position that

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designed or considered

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these structures, including

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codes should be enforced and that buildings not maintained in a safe, decent, and sanitary condition should be demolished.

In 2004, the City's Heritage Initiative Plan sought to decrease density by 25% and increase green space by five acre in parts of six downtown blocks (sections of Park, Knox, Bates, Blake, Spruce, Maple, and Birch) by replacing 19th-century mill housing with lower density housing and develop a new road network. This plan never came to fruition, but prompted the formation of a neighborhood group called "The Visible Community." The group's Downtown People's Master Plan envisioned a downtown community that has a mix of low-income and multi-unit housing to provide affordable rents and small business locations to spur economic opportunity. The failure of the Heritage Initiative and the concerns expressed by downtown residents led the City to form a Downtown Neighborhood Task Force which produced a report incorporating portions of the Downtown People's Master Plan and indicating a shift in City policy toward the downtown residential neighborhood. Today, the City's Downtown Neighborhood Action Committee continues this work and has been charged with working to implement the plan.

Despite the failure of the Heritage Initiative, Lewiston has demolished over 583 substandard housing units in the past 30 years, at a cost to the City of over \$4 million.

In addition to vacant or condemned structures, empty lots are a problem for the City. After the City has condemned and demolished a structure, the now vacant lot remains in private hands. While a special tax is levied in an effort to recover demolition and legal costs, private owners can and at times do maintain ownership by paying this tax. In most instances, the City can only take ownership if the special tax and/or regular property taxes remain unpaid for a period of about two years. As a result, many vacant parcels remain owned by banks or absentee landlords. City officials often have great difficulty contacting and negotiating with

owners or even forcing owners to take such minimal steps as clearing rubbish and debris or mowing overgrown weeds.

In the past, Lewiston has struggled with how to most appropriately enforce its building codes. The City is one of a small number of municipalities in the State of Maine that has adopted the International Property Maintenance Code and has allocated resources to enforce this critically important document. Rigorous enforcement has been used sparingly out of concern that it would force additional buildings to be abandoned and leave tenants homeless. Generally, the Code Enforcement Office has placed a premium on working cooperatively with landlords in an effort to address the most serious issues without forcing abandonment. The City has periodically been criticized by both landlords and tenant advocates for this approach – some complaining it is too strict; others that it is too lenient.

In the mid 1980s the City had three code enforcement officers engaged on a full time basis in existing housing enforcement; however, staffing has been reduced over time. In 2011 there were two code enforcement officers assigned to housing; however, they were and continue to be responsible for a number of other important duties. At that time a police officer was assigned to the Department of Planning and Code Enforcement to help address the increasing number of deteriorated and abandoned buildings, the bulk of which continues to be found in the City's urban neighborhoods.

To change the trajectory of these neighborhoods, more needs to be done to address the decline associated with buildings which were not intended for over 100 years of use. Efforts should be made to preserve those of architectural and historic merit and in cases where the only option is demolition, the replacement structure should enhance the character of the neighborhood through its design and craftsmanship.

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- Author: DAH Subject: Inserted Text Date: 6/26/2015 11:06:23 AM City of Lewiston

The Somali Bantu Community Mutual Assistance Association (SBCMALA) provides a number of important services to Lewiston's Somali Bantu population. The SBCMALA helps refugees and their families find and apply for subsidized and low-income housing. It offers interpretation services for many occasions, including the process of applying for and finding subsidized and low-income housing. Additional support and assistance is provided to the immigrant population by Catholic Charities, United Somali Women of Maine, and the two local mosques.

The immigrant population in the City of Lewiston can become a stabilizing force. Unlike the Caucasian residents of downtown, whom a recent

Community Concepts survey found not to think highly of the neighborhood, questioning of its safety and not seeing themselves living there in 10 years, the immigrant and refugee populations reported that the downtown is safe and that they look forward to making it home for the long term.

### Affordable Housing

Affordable housing is provided through a number of programs in Lewiston. The Lewiston Housing Authority (LHA) is the largest affordable housing entity in Lewiston managing approximately 437 public housing units and administering approximately 1,223 Section 8 tenant based vouchers and Project Based Section 8 housing.

**50%**  
of all housing units are in multi unit structures

SOURCE: 2012 AMERICAN COMMUNITY SURVEY

As of December 2013, there were **64** condemned residential structures in the City of Lewiston

SOURCE: PORTLAND PRESS HERALD

### Demolition Process

- 1 The Planning and Code Enforcement Department condemns buildings pursuant to the International Property Maintenance Code that are deemed to be unsafe and not suitable for occupancy. The Lewiston Fire Department places signs with white backgrounds emblazoned with red X's at the second story level of some condemned buildings that are deemed too dangerous for firefighters to enter.
- 2 As a result of the spring 2013 arson fires that rocked the community the Lewiston Police Department Community Resource team has and continues to be on the lookout for dangerous buildings that need to be secured, etc.
- 3 The Planning and Code Enforcement Department takes the lead to ensure that abandoned unsecured buildings are secured via private vendors.
- 4 In general properties that have been abandoned, unsecured numerous times, subject to vandalism, and/or are a blighting influence, etc. on the community are demolished by the City.
- 5 The City orders the demolition of a dangerous building and once demolished the City makes a demand for payment to recover its demolition and legal expenses. If payment is not made the City files a special tax assessment followed by a tax lien. If the lien is not paid within 18 months the lien matures and the City then owns the property. The process from the demand for payment to City ownership takes approximately 22 months.

SOURCE: CITY OF LEWISTON PLANNING AND CODE ENFORCEMENT

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Village
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The Maine CDC has identified Lewiston having

Of approximately 8,000 rental units in the city, approximately 34% are classified as affordable. This includes public housing, project based Section 8, and the tenant based Section 8 which allows the family to pay 30% of their income for rent with the balance of the rent paid by federal subsidies. Existing landlords are then found competing for these tenants and their voucher dollars. A majority of the Section 8 units are in housing developments rather than integrated into the historic urban fabric of the City. River Valley on Strawberry Avenue contributes the largest number of units (296). There are ten other complexes that each have over 25 units.

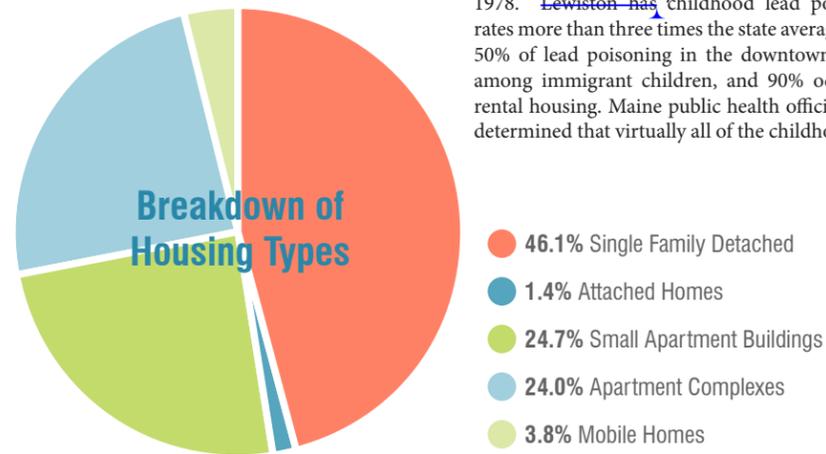
A number of smaller organizations have also constructed and are operating affordable housing complexes in the City. These include Coastal Enterprises, Community Concepts, and Tedford Housing, which are committed to creating quality affordable housing.

### Homelessness

A lack of affordable housing and a consistent homeless problem have challenged Lewiston for many years. In 2009, a 'Point-in-Time' survey conducted by the Maine State Housing Authority showed that there were 110 homeless on the street on any given night in the Lewiston-Auburn area. In 2010, this number grew to 127. Of those counted, a third was severely mentally ill and almost a third was survivors of domestic violence. In 2010, well over 450 people were on wait lists for one of the approximately 1,660 Section 8 units operated or administered by the Lewiston Housing Authority.

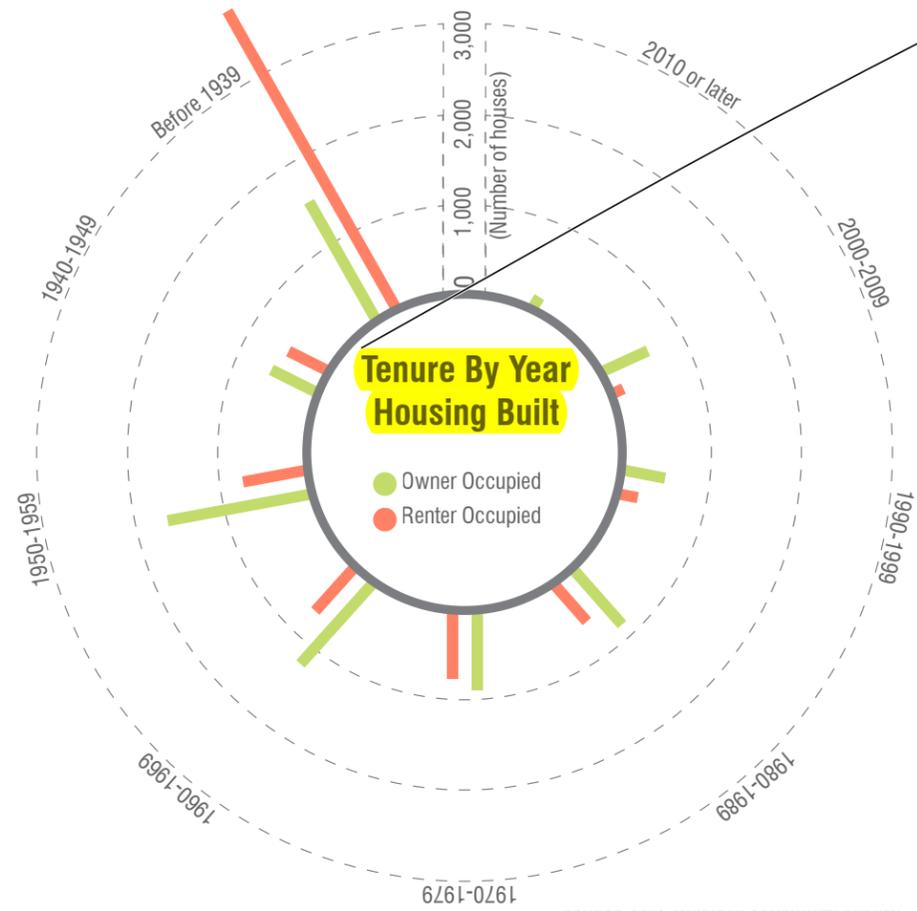
### Lead Poisoning

Childhood lead poisoning continues to be a health issue in downtown Lewiston. The housing in this area is often severely distressed and is home to some residents with a poverty rate 3-4 times higher than that of the rest the City, County, and State. There is a known correlation between poverty and severely distressed housing and childhood lead poisoning. Rental housing built before 1940 accounts for more than two-thirds of total rental housing in the downtown. Outside of the downtown, the percentage of rental housing built before 1940 is between 22% and 26%. Lead paint is found in most houses and apartment buildings built before 1950 and some built before 1978. Lewiston has childhood lead poisoning rates more than three times the state average. Over 50% of lead poisoning in the downtown occurs among immigrant children, and 90% occurs in rental housing. Maine public health officials have determined that virtually all of the childhood lead



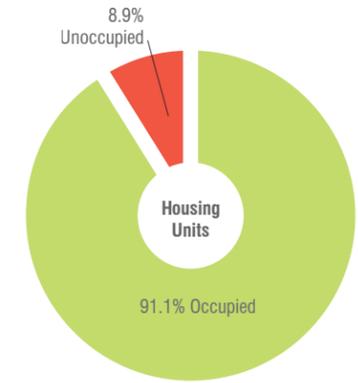
SOURCE: 2012 AMERICAN COMMUNITY SURVEY

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Planning Board does not like this graphic; prefer simple bar graph.

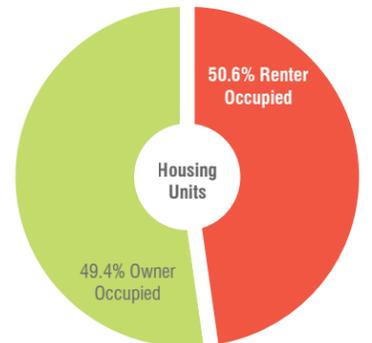


SOURCE: 2012 AMERICAN COMMUNITY SURVEY

**Occupied vs. Vacant Units**



**Owner-Occupied vs. Rental Units**



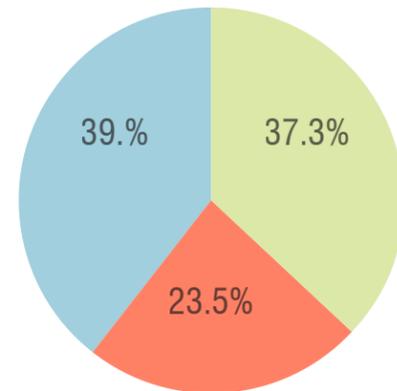
SOURCE: 2012 AMERICAN COMMUNITY SURVEY

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clarification needed. Applying average move rates by household type, approximately one-quarter of these households will move over the next five years. Assuming appropriate residential product is available Downtown, the Downtown has the potential to capture a portion of these moving households. I believe the point of this stat is that to show that young households are the largest group likely to move and the question is whether Lewiston is in a good position to accumulate and attract those moves.

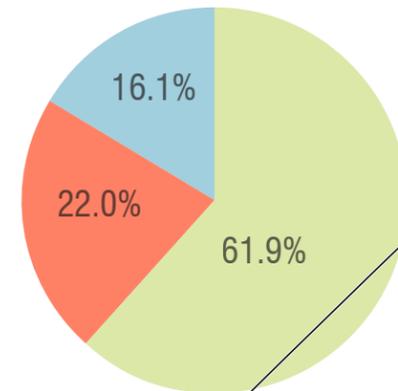
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for 20 units of affordable senior housing.

### Market Rate Residential Potential:

Target Markets:



Target Markets Expected to move in Next 5 Years:



- Young Households
- Empty Nesters
- Retirees

SOURCE: RIVERFRONT ISLAND MASTER PLAN

### Housing Tax Increment Financing in Lewiston

**Bates St. Senior Housing**  
 The city created an affordable housing TIF in 2005 for 30 units of senior housing built at 250 Bates St. For years 1-5, 80% of taxes paid are returned to the project for operational expenses; for years 6-10, 65%; 11-20, 25%.

**81 Ash St. Senior Housing**  
 In 2010 the city approved a 17 year TIF district to provide operational cost support for a 32 unit senior housing historic rehab of the former Healey Asylum. The time frame TIF revenues will flow back to the project in 15 years.

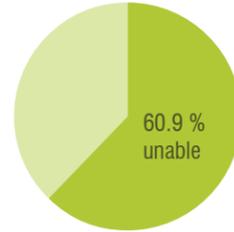
**Birch Hill Senior Housing**  
 In 2007 the city approved a 17 years TIF, including 15 years of operational financing. TIF revenues cover operational expenses and they will vary from a high of 72% in the first year to the developer to 59% in year 15. TIF revenues retained by the city in year 1 are \$5,000. Taxes retained by the city increase 2.5% each year.

**The Lofts at Bates Mill**  
 This project included a 60% TIF for 17 years, with 15 years of operational funding. Funds will be used to offset operational expenses. It is a 48 unit mixed income project.

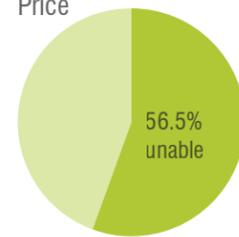
SOURCE: MAINE STATE HOUSING AUTHORITY

### Affordability of Lewiston Housing

Ability to afford 2 BR Rental

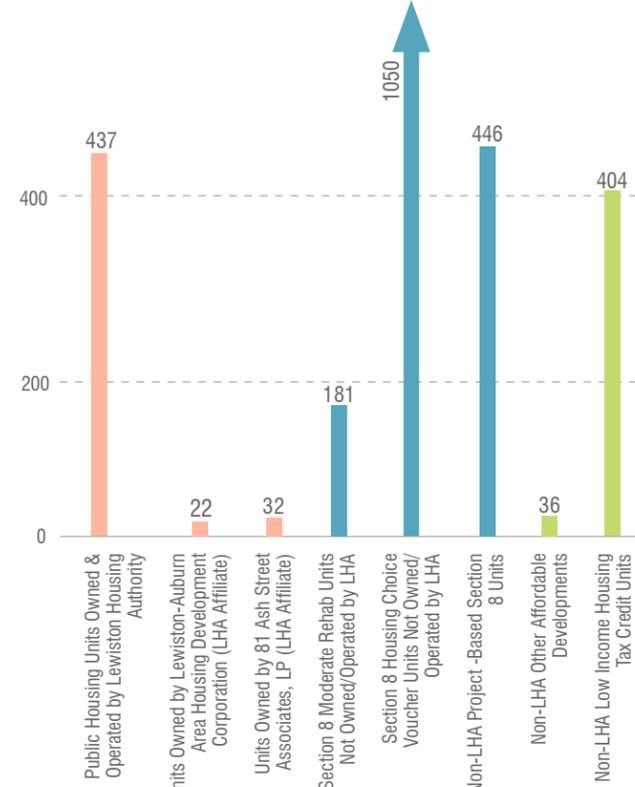


Ability to afford Median Home Price



SOURCE: 2013 MAINE STATE HOUSING AUTHORITY REPORT

### Affordable Housing Developments



SOURCE: LEWISTON HOUSING AUTHORITY

**\$772**

Average 2 Bedroom Rent in Lewiston

**\$125,000**

Median Home Price in Lewiston

**\$826**

Average 2 Bedroom Rent in Maine

**\$169,900**

Median Home Price in Maine

SOURCE: 2013 MAINE STATE HOUSING AUTHORITY REPORT

## Historic & Archaeological Resources



DANIEL J. MARQUIS PHOTOGRAPHY

Home to many historic industrial and civic buildings and other regionally important structures, from a distance Lewiston resembles a European hill town: dotted with smoke stacks, cupolas, and church steeples. The mills, canals, and bridges give the City a sense of permanence. As these historical assets continue to be reused and repurposed, they will strengthen the community's sense of resilience. Preservation of Lewiston's historic, architectural, and archeological resources will retain a sense of local history; promote curiosity, economic development, and tourism opportunities; and engender a greater sense of local pride, allowing future generations to better understand the roots of local culture. During the Planapalooza, it was evident that adapting, reusing, and enhancing the City's historic buildings and structures is a key priority for citizens, staff and elected officials. Overcoming the financial barriers that stand in the way of protecting and honoring Lewiston's built heritage will be one of the City's greatest challenges in the years to come.

### Notable Historic Resources

Downtown contains the majority of Lewiston's historic resources including the Lisbon Street Historic District, the Lewiston Mill District, Little Canada, and a number of individually listed buildings. These areas have been the focus of the City's recent preservation and revitalization efforts. There are also many significant historic

structures outside of the downtown area that should be inventoried and added to both the local and national registers, including schools, churches, and other significant buildings.

### Canals

Lewiston's canal network harnessed the River to power the City's mills. Today, the canals contribute

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economic challenges

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resources

### Island Point

Island Point is the former site of the Libby and Cowan Mills, both of which were lost to arson. The City owns a significant portion of Island Point and has been negotiating with a local company to redevelop it. The site is at a critical location adjacent to Great Falls. The City should take great care to ensure a high-quality redevelopment. Issues with grades, vehicular access, brownfields, and an oil leak recently found to have migrated into the river make redevelopment a significant challenge.

### Downtown Neighborhoods

Lewiston's unique character is in large part due to its immigrant history and the development of neighborhoods intended for worker housing. A significant portion of all downtown housing was associated with the mills. A particularly unique example of these urban neighborhoods was primarily settled by Canadians and became known as "Little Canada." By the year 1880, "Little Canada" and the areas around it were the home to one of the largest parts of the work force in the Lewiston mills. Following the closing of the mills in the 1950s, this and other nearby neighborhoods began a period of dramatic decline as residents began the outward migration to the suburbs. Once thriving and prosperous, these cherished and often

predominantly Franco-American neighborhoods went from having one of the best reputations in the City to one of the worst. Aging multiplexes, vacant lots, and struggling businesses are the product of ~~disinvestment~~ and have contributed to the struggle of these neighborhoods.

### Churches & Schools

Despite having lost a number of church buildings to demolition, Lewiston boasts over 15 significant churches. Its most prominent landmark, the Basilica of Saints Peter and Paul, is Maine's largest Roman Catholic Church and was constructed through donations from Lewiston residents. All of the City's historic churches are considered to be important landmarks by local residents.

### Kennedy Park and The Bandstand

Kennedy Park is a classic urban green located in the heart of the City. A rectangular site encompassing approximately 7.5 acres, the park featured paths that cross from corner to corner and side to side. In 1964, the park was renamed for John F. Kennedy, who spoke there just prior to his presidential election.

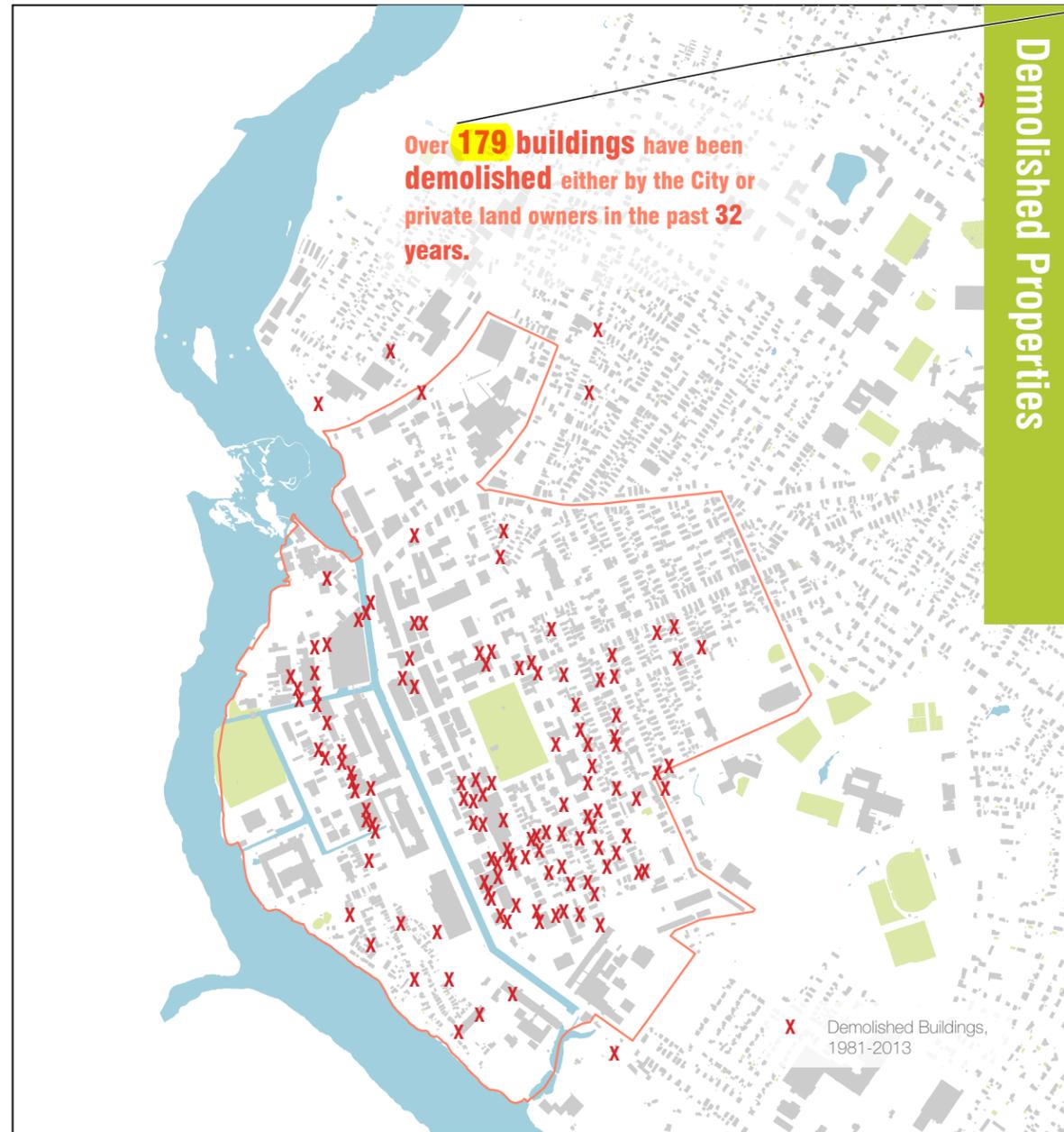
While the south quadrant of the park has been redesigned to add parking, a playground, ~~tennis~~ and basketball courts, a swimming pool, and a skateboard park, portions of the park have not been addressed. The grand elm trees have died and the original fountain and perimeter fences are no longer present.

The current bandstand in Kennedy Park, built in 1925, has been a valued part of Lewiston's history. It has been the site of political rallies, musical events, and festivals since the park's creation. The poor condition of the bandstand has rendered it unusable since the spring of 2010. The City Council has allocated ~~\$75,000~~ toward restoration in the hopes that a private fund raising effort now underway can match these funds with two donated dollars for each City dollar.

The City has also developed an overall master plan for the park that can guide future improvements.



DANIEL J. MARQUIS PHOTOGRAPHY



The City demolishes buildings that are beyond or too costly to repair over spending taxpayer money on stabilizing buildings for potential future private or public/private investment. Though this policy has made sense during periods of economic instability, the City is now experiencing renewed interest in the downtown, in part because of the rich urban historic fabric. A shift in policy to place greater priority on stabilizing remaining historically significant and buildings of historic character may make good economic sense as the economic climate begins to improve and Lewiston continues to attract interest from entrepreneurs and investors who see value in older buildings with character even if it requires greater up front investment than demolition and new construction.

### Agricultural Resources

Lewiston contains large tracts of agricultural land, primarily located in South Lewiston near the Interstate and the Androscoggin River. There are two large commercial farms, including Bell Farms on Ferry Road and Belanger Farms, a third generation family farm, located on Cotton Road. Bell Farms and Belanger Farm are major contributors to local food production. There are also two orchards operating in South Lewiston, Benoit's and Stukas Farms.

Most of the City's agricultural lands are in the Rural Agriculture zone, which allows for low-density residential growth while also encouraging the retention of forest and agricultural lands. This zone is where the majority of large lot subdivisions are located. There are currently no provisions in place to effectively protect agricultural land. To date, the proximity of new homes or other incompatible uses have not affected farming operations.

Lewiston has a number of community gardens that use vacant lots as garden space. Lots to Gardens, a community program of St. Mary's Nutrition Center, has built more than a dozen gardens in four neighborhoods within Lewiston. Since 1999, the organization has used sustainable urban gardening to provide access to fresh food, nurture youth, and build a healthy community.

There is a summer farmers market from June through October one day a week in both Kennedy Park and at the Bates Mill 5 parking lot. A once a month winter market is held at the St. Mary's Nutrition Center adjacent to Kennedy Park from November through April. These markets provide locals with an opportunity to purchase locally grown, seasonal produce.

### Forest Resources

Forestry and timber harvesting are allowed uses in Lewiston. However, this is not a significant local industry with most harvesting done to clear land for development or for firewood. Nine parcels (535 acres) are enrolled in the state tree growth tax program. In the last ten years, five taxpayers have enrolled a total of 346 acres in the program. The City has established forestry management plans

on a number of municipal properties, including some associated with schools. In recent years, selective harvesting has begun on these properties to promote healthy forest growth, provide a source of income, and open these areas for recreational uses. The Lewiston/Auburn Forestry Board advises the City Arborist on forest management and other public tree issues. The City also oversees an active inventory of street trees maintained by the City.

The majority of forest lands are in the Rural Agriculture zone, which allows for low density residential growth while encouraging the retention of forest and agricultural lands. Lewiston has a timber harvesting ordinance that offers some environmental protection, but is primarily in place to provide the City with advanced notice of timber cutting. Maintaining large tracts of undeveloped land in appropriate areas in Lewiston is vital to supporting habitat and the existing rural nature of the City's edge.

The National Recreation and Park Association recommends between 6.25 and 10.5 acres of park land, per resident. Lewiston has 11.6 acres per resident.

### Resource Protection

Many regulatory and non-regulatory measures have been taken to protect critical and important natural resources. There are two local land trusts working to protect critical resources in the City. These include the Androscoggin Land Trust, the stewards of a large 180 acre City owned Garcelon Bog conservation easement, and the Stanton Bird Club, which manages over 380 acres at the Thorncrag Bird Sanctuary. At an elevation of 510 feet, the highest point in the city, this sanctuary sits as a green capstone, a forested oasis surrounded on three sides by urban and suburban development. There is also a 40-acre conservation easement within the No Name Pond Watershed.

While Lewiston has many point and non-point sources of water pollution, steps have been taken and are continuing to manage stormwater runoff into surface water bodies. The City is nearing completion of a fifteen year multi-million dollar effort to control combined sewer overflows. It has adopted regulations within its land use ordinance to control and manage stormwater runoff from private property, mitigate stormwater runoff through on-site stormwater management, and prohibit non-stormwater discharge to the storm drainage system. The City has a post-construction Best Practices Maintenance and Inspection ordinance in place.

The City prepares a Stormwater Management Plan every five years to help guide its management efforts. Every year, the City prepares a progress report and updates the plan in accordance with requirements of the Maine Department of Environmental Protection (DEP).

Special efforts have been devoted to the No Name Pond watershed, including upgrading and installing compliant septic systems, regular street sweeping and catch basin cleaning, and participating in and funding volunteer trainings for on-going water quality sampling at No Name Pond and No Name Brook. These efforts are undertaken due to stormwater runoff from disturbed or developed areas of No Name Pond's watersheds carrying high concentrations of phosphorus, sediment particles, and other pollutants into the pond. Recognizing that this warmwater fishery still rates below average in water quality and is ranked as a Lake Most at Risk from Development by the DEP Division of Environmental Assessment, the City continues to implement watershed conservation practices to manage stormwater runoff to the pond.

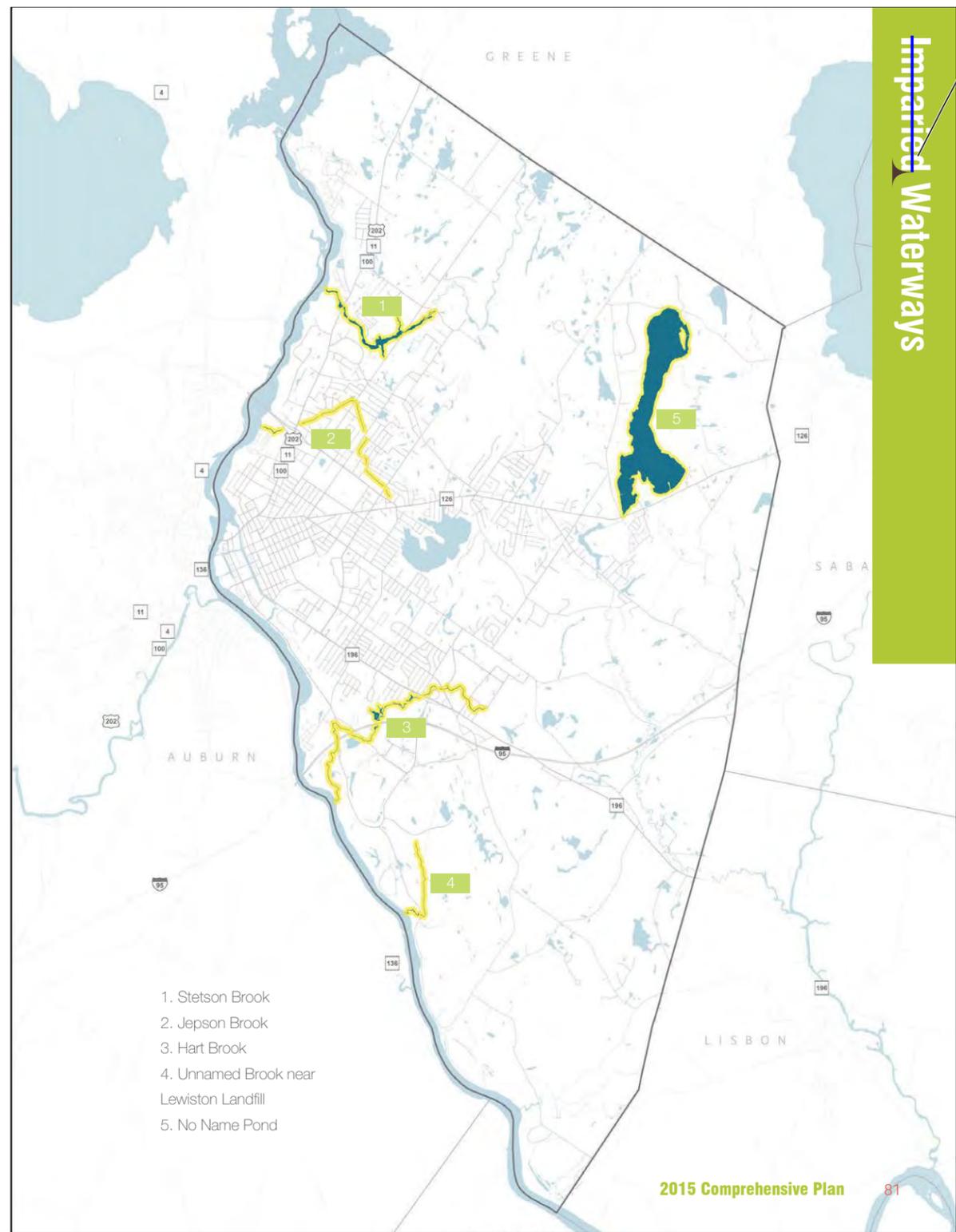
The Androscoggin Valley Stormwater Working Group continues to explore opportunities for partnerships between area municipalities and other local organizations, specifically Androscoggin Valley Council of Governments (AVCOG), Androscoggin River Watershed Council (ARWC) and Androscoggin Valley Soil and Water Conservation District (AVSWCD). The focus of this effort is public education, including posting and distributing stormwater information;

organizing, advertising and presenting workshops; and sharing expertise and manpower. The City has conducted "Stormwater Drainage 101" education presentations, with information on Downspout Disconnection and explanations of the damage caused by dumping pollutants into the drainage system. The City is currently in the process of developing a revised "BMP Adoption Plan". Incentives are available for citizens who engage in these activities, reducing their impervious cover and reducing their runoff.

The City is also a participant of the Volunteer River Monitoring program for Hart Brook. This program is administered by the Maine DEP and is conducted by engineering summer interns. Samples are taken to test for dissolved oxygen content, conductivity, temperature and E.coli. The City also has a DEP approved "Compensation Fee Utilization Plan" that specifies how funds received as a fee payment will be allocated to reduce the impact of stormwater pollution to Hart Brook. Related to this is the fact the Lewiston has a number of impaired waters, including No Name Brook, Stetson Brook, Hart Brook, Jepson Brook and an unnamed stream by the Lewiston Landfill. An impaired water means a waterbody that is not attaining water quality criteria or standards, in promoting the general welfare; in preventing disease; in promoting health; in providing habitat for fish, shellfish and wildlife; as a source of recreational opportunity; and as a resource for commerce and industry. Existing State and City regulations are in place and administered in effort to improve these waters.

Questions from citizens regarding rain gardens, rain barrels, and other stormwater-friendly activities appear to be on the rise, suggesting that residents are paying more attention to stormwater issues.

Shoreland buffers, which reduce the effects of polluted runoff and prevent erosion, thus protecting the quality of lakes and streams, are also in place, as required by state law. Buffering is considered during local land development review, at times in conjunction with state agencies. Within Lewiston's river corridor, long-existing structures encroach into adopted buffer areas. The state of Maine's Buffer Handbook describes how buildings close to the water's edge can use mechanisms to





### Androscoggin River, Tributaries

This 178 mile long river travels through Maine and New Hampshire, joining the Kennebec River before emptying in the Atlantic Ocean. The Androscoggin was once known for high pollution levels caused by textile mills, paper mills and other heavy industry. Despite dramatic improvements in water quality, the river still has high mercury levels. Though the river is still a popular destination for anglers of river fish it remains an underutilized recreational resource. The many tributaries of the river that travel throughout Lewiston include No Name Brook, Hart Brook, Salmon Brook, Moody Brook, Jepson Brook and Stetson Brook.



### Thorncrag Bird Sanctuary

The 372 acre wildlife sanctuary is New England's largest urban bird sanctuary. It has been maintained and managed by the Stanton Bird Club for over 90 years. The sanctuary contains the highest point in Lewiston and home to "The Crag," a beloved historic landmark. Thorncrag has been used by humans for uses ranging from scientific to recreational. The preserve features walking trails and guided nature walks that are open to the public. Cross country skiing, picnicking, ~~snow shoeing~~ snowshoeing, and other non-motorized recreation is allowed, however dogs are not.



### No Name Pond

No Name Pond is a 145 acre warm water pond. With a maximum depth of 35 feet, it is quite shallow for its size. It is accessible over private land owned by the No Name Pond Association. While there are a few houses with docks on the lake, most of the shoreline remains undeveloped. The most common types of fish include rainbow smelt and large mouth bass. The pond could close to the public at any time.



### Garcelon Bog

At over 100 acres, the bog provides critical waterfowl and wading bird habitat for nesting and feeding. The varied landscape provides support for many types of plants and animals. Garcelon Bog could become a public asset if better public access could be provided while still protecting wildlife, flora and the privacy of adjacent landowners. The property can be traversed by using a systems of trails and boardwalks, and is owned by the City and managed by the Androscoggin Land Trust.

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 ,however, not all are located within proximity to established neighborhoods.

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 public

Author: DAH Subject: Cross-Out Date: 6/26/2015 1:18:54 PM



**Montello Heights Reservoir**

Located adjacent to the Thorpefrag Bird Sanctuary, this reservoir is fenced and closed to the public. It features both natural and man made elements. If opened to the public, the reservoir could become a public swimming hole.



**City Parks**

There are numerous small city parks located throughout Lewiston, ~~however not enough to support neighborhood scale street life.~~ Many parks have playgrounds and paved trails. There are also numerous sports parks, containing ball fields and their support structures. These small parks are concentrated near downtown and the river front, and therefore are not supporting the medium density neighborhoods ~~to the West.~~



**Community Gardens**

There are many community gardens in Lewiston, most of which are a product of the work Lots to Gardens has done to convert empty lots into community space. The youth and community group works to cultivate gardens in areas where there is a need. They use sustainable and green practices, and distribute the produce through various programs. These spaces act as both youth education centers and community gathering spaces.



**Great Falls**

The Great Falls, located on the Androscoggin River separating Lewiston and Auburn, provide a backdrop for numerous public events. The annual Great Falls Balloon Festival attracts visitors from around the state. Down river from the falls, old mills remain from Lewiston's industrial past. Various parks on either side of the falls provide viewing opportunities and paved walking trails.

# Transportation



As a service center, Lewiston faces significant pressures on its roadways. A fine-grained network of local streets provides a secondary means of moving around the City, though much of this connectivity is compromised by the prevalence of one-way streets and dead-end roads. Pedestrian and bicycle facilities have become a greater priority, as demonstrated by the 2013 adoption of a Complete Streets Policy. More can be done to provide safe and comfortable facilities for alternative travel modes that can tie together schools, the downtown, and neighborhoods with jobs and other destinations throughout the City. Local bus service can be improved and augmented with additional service hours, new routes, and needed intra-city service.

### Street Network

The street network in Lewiston includes a hierarchy of arterial, collector, and local streets focused on moving automobiles efficiently throughout the City. Interstate 95 is a limited access highway that serves as a long-distance travel corridor to destinations south toward Portland and north toward Augusta. Major arterial routes converge on the downtown in a radial pattern and include Lisbon Street (ME 196), Sabattus Street (ME 126), and Main Street (ME 202). Outside of the

immediate downtown, these major streets are lined with suburban commercial development and vary in width from two to four lanes with some center left turn lanes in places. Miles of two-lane local neighborhood streets and collector streets create a fine-grained network connecting these regional thoroughfares. A number of rural roads serve more rural areas, peppered with low-density housing and subdivisions.

Lisbon Street, Sabattus Street, and Main Street, built as the primary points of access from nearby

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Poorly striped roads and lack of striping makes conditions challenging for vehicles, pedestrians, and bicycles.

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Walking is difficult in some areas given the poor conditions of sidewalks.

towns to Lewiston's city center, worked well when road segments outside of the core remained rural in character. Today, suburban development, numerous curb cuts, and conventional roadway design have led to congestion, high speeds, and uncomfortable driving conditions in some places. Traffic volumes are highest on these roads, with a Level of Service ranging from C to F, as established by MDOT for Customer Service Levels and Road Conditions. The large number of signalized intersections and prevalence of driveways contribute to traffic congestion and make it challenging to retrofit them for safer pedestrian and bicycle use.

Local streets carry only modest traffic volumes, typically below 2,000 to 5,000 vehicles per day. None of the City's streets and highways are "over capacity" based on a link analysis using 2010/11 daily traffic volume.

### Sidewalks and Bikeways

As a travel mode and recreational activity, walking offers the potential to reduce traffic congestion, improve air quality, and contribute to healthier citizens. Lewiston benefits from a traditional pattern of growth, with residential neighborhoods located in proximity to job and service centers, making it feasible for people to walk in many locations. An extensive system of sidewalks exists on local streets, although sidewalk conditions and pedestrian safety at intersections needs to be improved at some locations. ~~Given sidewalk conditions, walking is difficult in some areas.~~

Outside of the downtown, walking becomes less desirable along commercial arterials that often lack sidewalks or have sidewalks that feel unsafe because of high traffic speed, numerous driveways, and extensive parking lots. In these areas, sidewalk deficiencies and a largely inhospitable pedestrian environment contribute to a reliance on the automobile, even for short trips.

There are currently a number of bike lanes in Lewiston, including along portions of Adams, Hogan, College, Central, Park, Lincoln, and Ash Streets. Current bike facilities have seen moderate use and can be improved through more nuanced design to increase cyclist safety and comfort.

### What We Heard . . .

Lisbon Street is a bad first impression of the City. Sabattus Street where it intersects with Russell Street and then East Avenue needs to be addressed. These corridors are the main routes to the Downtown and should be improved for all modes of travel.

Repair pot holes and damaged roads.

Context sensitive streets or complete streets should be the norm, so pedestrians and cyclists are given more consideration.

Return the streets from a one-way to a two-way system to help simplify navigation and make streets safer for all users.

Expand the interconnected system of trails to help connect rural to urban settings, to get to and through town, and to Auburn.

Simard Payne Park and the paths that connect to it are a good start but the system needs to be expanded. More and better designed bike lanes throughout the Downtown.

Need more bike racks in the Downtown.

Residents would like more bike wayfinding or at least a bike route map so that the existing bike trails and best streets for biking are identified.

Transit and bus service in the City is generally regarded as inadequate and an impediment to people being able to get to and from work.

Increase the frequency of buses and extend the hours of operation so that workers can get home at night.

Need commuter buses to other cities and the Portland International Jetport.

Intersection improvements, clearer markings, and the integration of bikeway types that provide separation between bikes and vehicles, would better serve children, the elderly, and other users who don't feel comfortable riding close to high speed traffic.

There are three vehicular bridges and one pedestrian bridge connecting Lewiston and Auburn. The Longley Bridge and the Lown Bridge each have four lanes of traffic with narrow sidewalks. While the Longley Bridge sidewalk provides little buffer between pedestrians and high-speed traffic, the Lown bridge sidewalks are outside the bridge's truss structure making it feel safer for pedestrians. No bike facilities are currently provided on either of these bridges.

The Veterans Memorial Bridge is designed to highway standards with grade-separated access and an uninterrupted flow of high-speed traffic. Cyclists and pedestrians must navigate ramps and high speed merging traffic. The bridge and the roads leading to it are challenging to navigate and require dangerous movements across high speed traffic. Because this is an important connection to services across the river, as well as a popular road biking route, the safety of this bridge needs to be addressed and is considered a high priority

The existing pedestrian bridge accessed via Simard-Payne Park provides a pedestrian and bicycle connection between Lewiston and Auburn. However, it is not well lit, lacks surveillance, and is perceived to be unsafe, especially at night.

**Off-Street Trails**

There are few bike paths in town; however, citizens generally consider the ones that do exist to be good amenities. A number of popular trails exist along the River, although more work is needed to connect trail segments. The City is moving in that direction, with work underway to improve and connect trails along the Androscoggin with the completion of a major new multipurpose trail running north from Sunnyside Park.

Inland, there has also been a strong interest in creating better connections between neighborhoods and open spaces, building upon existing trail systems such as that found in the Thorncrag Bird Sanctuary.

**The Greenway**

Starting in 1992, the Androscoggin Land Trust initiated the Androscoggin Greenway project with the goal of transforming the Androscoggin River from a polluted impediment to a treasured community asset. This effort recently moved forward with the 2013 Androscoggin River Greenway Plan, which identifies specific opportunities for a system of on- and off-road pedestrian and bicycle routes along the river together with critical connections across the River to Auburn and in-land within both communities. The plan also envisions a water trail providing continuous access south to Lewiston from the Androscoggin Riverlands State Park in Turner.

**Public Transit**

The citylink bus system is a joint venture of Lewiston and Auburn managed by the Lewiston-Auburn Transit Committee and operated by Western Maine Transportation Services, Inc. The system provides approximately 32 miles of routes in Lewiston. Route headways are 60 minutes. Service begins at 6:00 AM and ends at 6:15 PM Monday through Friday and operates from 9:15 AM to 5:15 PM on Saturday.

Ridership in 1998 was less than 200,000 and has grown to about 350,000 in 2013.

The citylink bus system could be improved to better meet the needs of elderly, low income, and rural populations. There appears to be a demand for increased service, with a need for higher frequencies, extended hours of operation, and improved routes to better serve current and potential users.

Author: DAH Subject: Comment on Text Date: 6/26/2015 2:01:00 PM  
add to section: Rail service to Lewiston has played a historically large role in the development of Lewiston. Many French-Canadian immigrants arrived in the Lewiston via the Grand Trunk Railway. However, passenger rail service to Lewiston end in the 1960's. With an apparent resurgence in passenger rail interest and the success of the Amtrak Downeaster from Boston to Portland, connectivity via rail is touted as means of promoting economic development in Lewiston in addition to improving and providing an alternative form of public transit.

Author: DAH Subject: Inserted Text Date: 6/26/2015 1:41:54 PM  
The lack of intercity bus services also creates transportation and connectivity barriers for residents.



## LEWISTON'S THOROUGHFARE NETWORK

### Customer Service Level

Maine DOT initiated an Asset Management system where capacity of a roadway is only one part of the measurement to determine Customer Service Levels. In addition to Customer Service Levels they also track and maintain information of the Condition of each roadway. They assign grades to each roadway ranging from A to F with A being a relatively new street and F being a failing street needing significant attention. **SOURCE: WALKSCORE.COM**

Customer Service Level is not related to the grading system people are familiar with in the academic world. For instance a street with Service Level D can function moderately well. More importantly, only service for automobiles are accounted for in the analysis, meaning that thoroughfares with a higher automotive Service Level may be substandard or even failing for pedestrians and cyclists. Based on the auto oriented Customer Service Level standards the map at the right shows roads in Lewiston with Service Level F. Specific roadway and intersection improvements are discussed in the Promote Transportation Choice & Mobility section, with strategies for promoting better pedestrian and cyclist Service Levels, as well as for the automobile.

**THE FOLLOWING STREETS IN LEWISTON CURRENTLY HAVE AN "F" RATING ACCORDING TO MAINE DOT:**

- LISBON ST (MAIN ST TO LUCILLE AVE AND QUIMBY ST TO DREW ST)
- ▲ WEBBER AVE (WEBSTER ST TO PLEASANT ST)
- ▲ SOUTH AVE (PLEASANT ST TO LISBON ST)
- BARTLETT ST (SABATTUS ST TO WILLOW CIRCLE)
- BIRCH ST (PARK ST TO JEFFERSON ST)
- JEFFERSON ST (ASH ST TO BIRCH ST)
- ▲ ASH ST (SABATTUS ST TO LISBON ST)
- SUMMER ST (WEST BATES TO RIVERSIDE ST)
- MAIN ST (STRAWBERRY AVE TO LANDRY RD)
- MONTELLO ST (BARIL ST TO HOGAN RD)
- STETSON RD (RAICHE ST TO COLLEGE ST)
- COLLEGE ST (STETSON RD TO MERRILL RD)

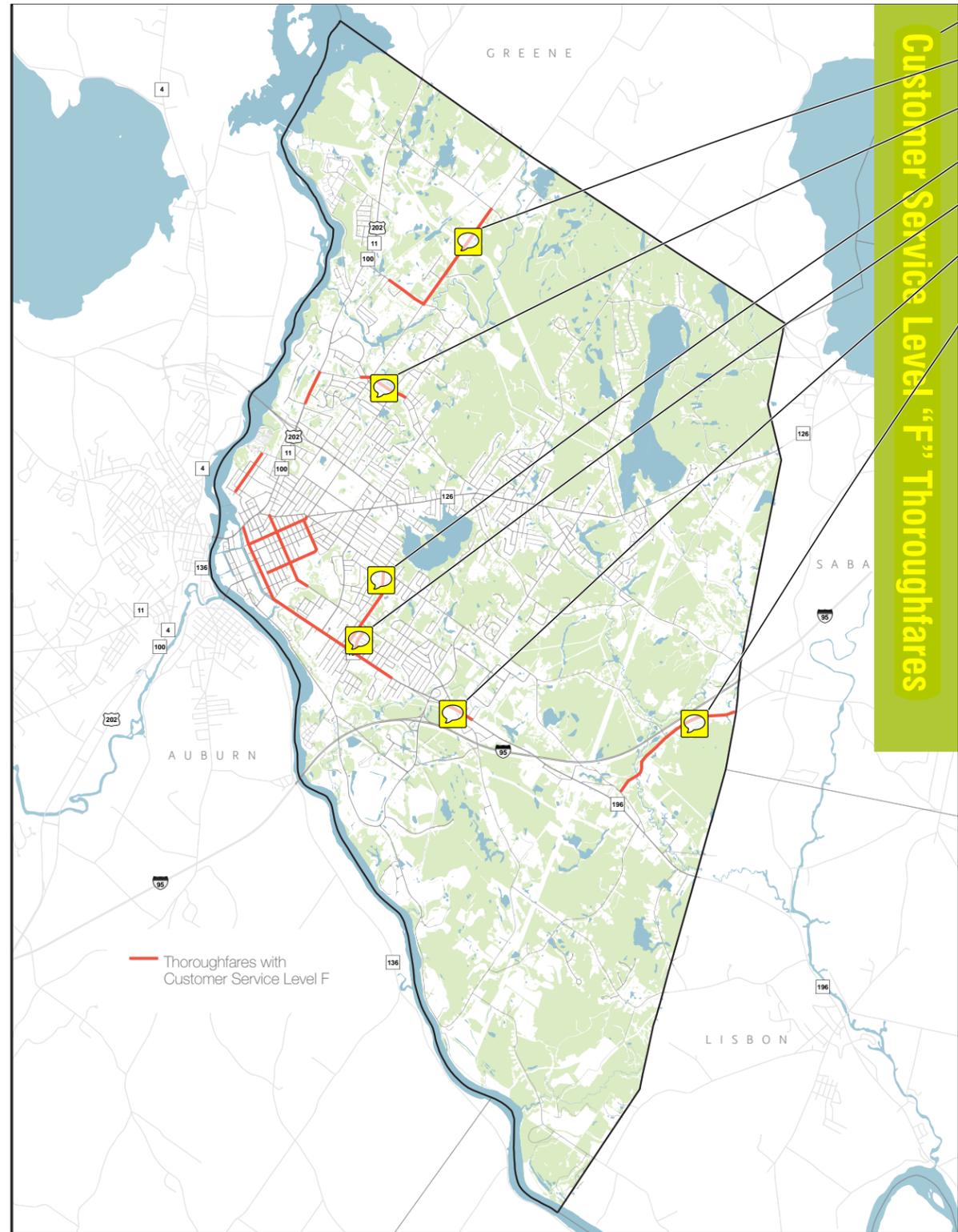
**FOR ROAD CONDITIONS, THE ONLY STREET TO BE ASSIGNED AN "F" RATING IS:**

- ▲ CROWLEY RD (SOUTH LISBON RD TO THE SABATTUS TOWN LINE)

# 44

Lewiston's **walkability score** (out of 100), making it somewhat walkable

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- Author: DAH Subject: Cross-Out Date: 6/26/2015 2:18:57 PM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:38:12 PM  
Oak Street (Bates Street to Park Street)
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:37:39 PM  
Canal Street (Main Street to Chestnut Street)
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:37:07 PM  
Riverside Street (Main Street to Summer Street)
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:35:51 PM  
Frye Street to Marketplace Mall
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:39:08 PM  
Butler Street to Montello Street
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:36:22 PM  
Sabattus Street to White Street
- Author: DAH Subject: Inserted Text Date: 6/26/2015 2:16:04 PM



Customer Service Level "F" Thoroughfares

- Author: DAH Subject: Comment on Text Date: 6/26/2015 2:40:50 PM  
map must be update to reflect additions/subtractions not on page 96.
- Author: DAH Subject: Sticky Note Date: 6/26/2015 2:39:50 PM  
delete this section of College Street; not a level F
- Author: DAH Subject: Sticky Note Date: 6/26/2015 2:40:14 PM  
delete this section of Montello Street; not a level
- Author: DAH Subject: Sticky Note Date: 6/26/2015 2:20:29 PM  
remove Webber; not a level F
- Author: DAH Subject: Sticky Note Date: 6/26/2015 2:22:37 PM  
remove South Ave; not a level F
- Author: DAH Subject: Sticky Note Date: 6/26/2015 2:20:53 PM  
remove Lisbon Street: Quimby to Drew. Not a level F.
- Author: DAH Subject: Sticky Note Date: 6/26/2015 2:22:18 PM  
remove Crowley Road. Not a level F.

Author: dhediger Subject: Cross-Out Date: 9/10/2015 3:35:11 PM

Author: DAH Subject: Inserted Text Date: 6/26/2015 2:43:50 PM  
LAWPCA receives and handles waste from septic and holding tanks located outside the sewer service area.

Author: dhediger Subject: Inserted Text Date: 9/10/2015 3:40:08 PM  
There have been instances where the City has acted as the developer or co-developer involved in expanding the sanitary sewer system. Other requests for service are made in accordance with the Sanitary Sewer Assessment Policy.

treatment capacity.

~~Septic and holding tanks located outside the sewer service area are served by the Authority.~~ A compost facility and land application program returns bio-solids to the surrounding area, including bio-solids provided to local farmers for fertilizing their soils. In 2013, the average daily flow at the treatment plant was 12.0 MGD with peaks well beyond daily average design capacity (up to three times higher) in wet weather months. Excess demand in the collection system bypasses the treatment facility and discharges directly into the Androscoggin River. No dry weather overflow events have been reported recently. Stormwater inflow and infiltration issues (i.e., ground water that enters pipes) are actively being addressed as part of a ten year capital program to reduce excess demands on the system.

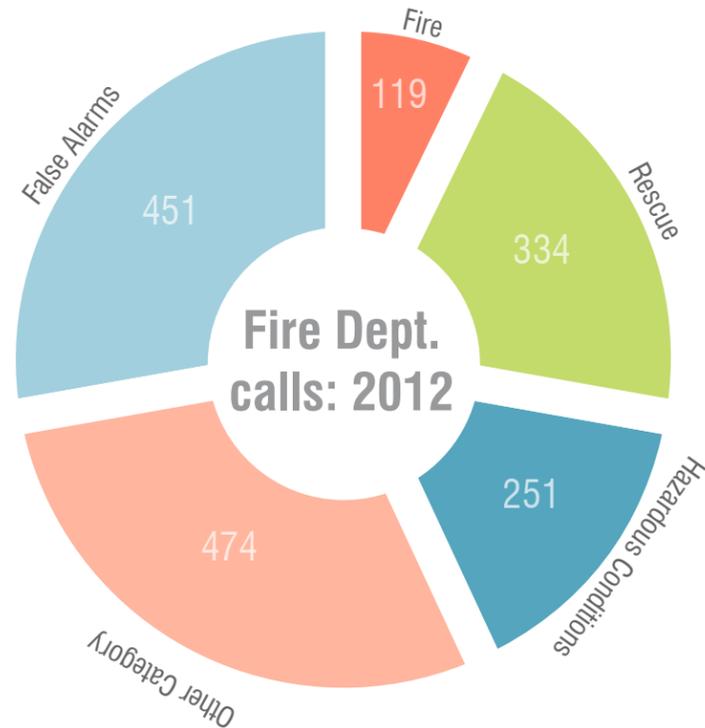
~~spend public money to expand the wastewater collection system.~~ New sewer mains or lateral connections in the City are built by developers in conformance with the City's design standards.

### Fire Protection

The City of Lewiston Fire Department provides fire protection with resources based at Central Station and three substations on Lisbon Street, Sabattus Street, and Main Street. Each station houses a "first run" engine company. Central Station also has a ladder company and administrative vehicles. Engine 4 at Sabattus Street carries the department's extrication equipment. The three substations are each 60+ years old and they are situated on small lots. The Capital Improvement Plan includes a schedule to address necessary upgrades and expansions.

The department is staffed by seventy-two full-time

~~In 1983, the voters of Lewiston decided to no longer~~



SOURCE: CITY OF LEWISTON FIRE DEPARTMENT

## Mutual Aid

Response is coordinated with other fire departments in the area under a county-wide agreement

# \$1,093,889

in property and vehicles were lost in fire incidents in 2012.

SOURCE: CITY OF LEWISTON FIRE DEPARTMENT

and one part-time employee. They are assigned to four divisions: administration, fire suppression, maintenance, and fire prevention. Paramedic and EMS Transport services in Lewiston are provided by a private ambulance service.

Firefighters work a 24 hours on / 48 hours off shift rotation as part of their 42 hour workweek with an earned day off each fourth day. Sixteen firefighting personnel are on duty at any one time.

The department responded to 119 fire protection calls, 334 rescue calls, 251 hazardous conditions calls, and 474 'other category' calls in 2012. There were also 451 false alarms in the same year. The monetary value of lost properties at fire incidents was roughly \$1,093,889 in 2012, including structures and vehicles. Mutual aid response is coordinated with other fire departments in the area under a county-wide agreement.

The department completed a station location analysis in 2009 to determine how many stations might be needed based on low-density development patterns in rural areas, minimum emergency response times, and available equipment. It concluded a fifth station (and ideally a sixth station) might be needed in the southern and western areas of the city to serve possible growth. It is not expected that increased development in the core area of the city will exceed available resources.

Primary focus issues for the fire department are

the fire hazards associated with the City's aging housing stock ensuring vacant buildings are inspected and secure, meeting the demand for fire inspections, and the updating or replacement of the three older fire substations.

### Police Protection

The City of Lewiston Police Department provides police protection based from its headquarters building at 171 Park Street. Eighty-two full time and thirteen part-time employees serve in four divisions: administration, criminal investigations, patrol, and support services. The department also sponsors several community programs including a citizens' police academy, Drug Abuse Resistance Education (D.A.R.E.), the Volunteers in Police Service (VIPS) program and the Lewiston Police Athletic League (PAL) which serves not only Lewiston but all of Androscoggin County.

The department responded to 39,843 calls for service in 2011 (including 8,804 parking citations). There were 1,467 violent and non-violent crimes in 2012 yielding a crime rate of 40.09 per 1,000 residents. This was half of the citywide crime rate reported for 1985, and was lower than Maine's other major cities - Portland, Bangor, Augusta, and Auburn - in 2011. This trend continued in 2013 with a crime rate of 35.82 and 37,363 calls for service. The average police response time was 8.3 minutes in 2012.

In the downtown, annual crime statistics have trended downward since 2007. However, the City remains proactive with programs (like Operation

destinations, including those in the City of Auburn and Androscoggin County. Important partnerships with LA Trails and other bicycle and pedestrian advocacy groups will be critical for implementing a greenway system in Lewiston, including a portion of the East Coast Greenway planned to connect Calais, ME to Key West, FL.

In the short term, new parks or open space may come about through partnerships with community groups such as the Friends of Pettingill or the Androscoggin Land Trust. Although outside city limits, Mount Apatite, Range Pond State Park, Riverlands State Park, and a number of other nearby ponds and lakes provide recreation opportunities.

Demand for new or improved parks and recreation facilities will rise as population (both young and old) increases, and the City will need to rely on internal resources and partnerships with other state, regional or local governments and/or private organizations to expand its services. Financial investment by the City should focus on leveraging these other resources to maximize all of its programs. Land dedicated for parks or recreation activities in new development projects could significantly lower capital costs for building new facilities in the future. Ultimately, budget limitations will continue to be the biggest concern in moving forward initiatives to improve or expand the existing parks and recreation system. In addition, the City must continue to serve the needs of its diverse population as by:

- Acknowledging that the needs of downtown residents and those from the immediately surrounding area are largely influenced by low-income, young adult, or single-parent households. Improvements targeted for these areas should focus on appropriate facilities to serve these demographics as well as safe, efficient linkages between them for a non-auto dependent community.
- Acknowledging that the needs of residents in more suburban areas of the city are largely influenced by middle-income, less walkable, or two-parent household conditions. Improvements targeted for these areas should focus on appropriate facilities to serve these demographics, auto and non-auto linkages

between destinations, and incentives to promote a healthy lifestyle.

**Public Works**

The Public Works Department is responsible



SOURCE: CITY OF LEWISTON

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for day-to-day management of public facilities and infrastructure. Divisions include: building, engineering, highway, solid waste, electrical services, dispatch, landscaping and tree work, and water and sewer. Snow removal, on-street parking, and operation of municipal parking garages in downtown are also the Public Works' responsibilities.

Eighteen municipal buildings (representing over 1 million square feet of occupied building space and accompanying grounds) are managed by the Public Works Department: City Hall, Violations Bureau, Library, Police Department, Solid Waste Facility, five parking garages, four Fire substations, Armory, Public Works Complex, and the Public Works Operations Center. The Department also maintains 188 miles of road (340 lane miles), 170 miles of water transmission and distribution lines, 86 miles of sidewalk, 300 crosswalks, eight bridges, 3,000 street lights, more than 50 traffic signals and many additional infrastructure improvements. Lewiston and Auburn partner for solid waste disposal. Garbage is sent to Auburn, incinerated, and sent back as ash to the City's landfill. Adequate landfill capacity is projected for

Author: DAH Subject: Inserted Text Date: 6/26/2015 3:02:26 PM and converted into energy

Author: DAH Subject: Sticky Note Date: 6/29/2015 2:29:22 PM look for recycling rates.

Author: DAH Subject: Inserted Text Date: 6/29/2015 2:33:21 PM

These costs may be further reduced upon improved recycling rates. In 2014, 8.7% of Lewiston's residential trash (and small businesses which bring their trash to the solid waste facility AND the schools) was recycled. The city also is home to and has relationships ReEnergy Lewiston LLC which accepts and recycles nearly all solid materials from construction and demolition activities and Cassella Waste Systems, Inc. single bin recycling services that handles many types of recyclables including cardboard, paper, plastic, metal and glass that is baled, remarketed and transformed into new products.

the next 40 years based on current disposal rates. In 2013, 12% of residential trash was diverted from disposal at MidMaine Waste Action Corp. (located in Auburn, Maine). This saved the citizens of Lewiston, \$53,000 in avoided disposal costs.

Planning, designing, and programming future projects are the responsibility of the Engineering Division, including compliance with state and federal requirements for stormwater, combined sewer overflows, drinking water, and transportation. As of the 2014 fiscal year, 81 employees staff the department.

The Public Works Department will likely expand as population increases and new public facilities are added to the City's infrastructure. Available City office space appears adequate for the ten year planning horizon. City officials may consider a space-needs study for the long-term planning horizon (2030) to keep pace with development and changes in technology. Equipment to support operations and maintenance activities throughout the City should be monitored through the five-year capital improvements plan.



SOURCE: CITY OF LEWISTON

### Landscape & Tree Program

Within the City's Public Works Department, the Landscaping and Treework Division maintains all of the trees and landscaping on city property and rights-of-way (street trees). The Division is supervised by a City Arborist with a three-person crew.

The City maintains one of the only working tree inventories in the State of Maine. It is updated regularly to track the location and health of over 4,000 City trees. Linked to GIS, the database is used by other Public Works' Divisions to plan and design future projects. Community programs and classroom projects administered throughout the year improve the appearance of the City; adding green elements to the built environment and teaching children and volunteers about the benefits of trees. One of the most successful programs (Adopt a Spot, facilitated through the Androscoggin County Chamber of Commerce) has added over 25 community flower gardens throughout Lewiston. Combined with the 20 plus locations Landscape and Treework crew plants with annual flowers each summer, the City is responsible for the landscape maintenance of 96 locations. The City continues with efforts yearly to plant trees throughout the community.

The efforts of the City's Landscaping and Tree Work Division significantly promote the State's Project Canopy effort. The City has been recognized under the Tree City USA program since 2003. The City of Lewiston also received a grant in 2009 to

### Lewiston Public Works maintains...



SOURCE: CITY OF LEWISTON

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**PROMOTE TRANSPORTATION CHOICE & MOBILITY**

Provide a safe, reliable, and integrated transportation system that balances all modes of transportation including walking, biking, public transit, and motor vehicles. Consider land use and infrastructure together, promoting complete streets that emphasize the quality and character of both the thoroughfare and the private realm. Emphasize both destination-based and recreational trips, with special attention given to the mobility of children, seniors, and low-income residents. Capital improvements and investment in the transportation system should favor multi-modal travel solutions, especially in the downtown, around schools, between neighborhoods, and along the gateway corridors.



**FEATURE ALL THINGS GREEN & HEALTHY**

Promote and expand opportunities for people to experience Lewiston's natural settings, proximity to multiple recreational opportunities, access to local foods, and a safe and healthy lifestyle. Safeguard the City's natural resources including lakes, ponds, river, aquifers, wetlands, woodlands, trails, agricultural lands, tree canopy, and the services they provide. Strive to create interconnected green spaces that conserve these areas, provide recreational linkages, protect water quality and quantity, and celebrate local foods as a centerpiece of the City's identity and sense of place.



**UNITE AS ONE COMMUNITY WITH ONE VOICE**

Continue to improve quality-of-life for all residents by building a greater level of understanding between the diverse groups within the City. Overcome divisions within the community through greater communication and a renewed sense of local pride. Forge partnerships, embrace diversity as an asset, and build a stronger community by recognizing unique viewpoints and life experiences. Advocate for a community-wide approach to tackling complex local issues that impact the lives of all residents including crime, health, mobility, poverty, and safety. Respect the needs, opinions, and contributions of all individuals, recognizing that these unique perspectives enable innovative thinking, dialogue, and action.



**PROVIDE RELIABLE SERVICES & OPEN GOVERNANCE**

Continue to improve quality-of-life for all residents of Lewiston by maintaining and expanding City services while ensuring that elected officials are good stewards of City finances. Plan for, finance, and develop an efficient system of public facilities and services to accommodate future growth and stimulate economic development. This includes focusing infrastructure investment in identified growth areas, sharing resources with Auburn, prioritizing education, and maintaining a strong partnership with the Lewiston Public School Department. Do this work while embracing an expanded approach to open governance that includes creative outreach and effectively solicits community involvement, collaborative partnerships, and resource sharing.

# Conservation & Growth Map

The majority of Lewiston citizens understand that planning for growth will result in a stronger local economy, greater sustainability, and a better quality of life for current and future residents. This section provides a description of the Conservation and Growth Map that sets up a city-wide framework for investing in areas supported by existing infrastructure, retrofitting suburban corridors, and protecting open space. A description of how this map is organized, according to conservation areas and growth areas, is provided. The identified growth sectors include areas for infill, redevelopment, retrofit, and new walkable neighborhoods. A number of these growth areas are illustrated in detail to show possibilities for how development could occur that reflects the goals and aspirations of the community.

## Why a New Framework for Growth?

While Lewiston has remained a vital and desirable place to live, the City struggles to change its perception and generate the kind of neighborhood and economic vitality that was seen 100 years ago. For years, the City experienced population decline while new growth occurred in a suburban pattern along the City's gateway corridors. As a result, Lewiston has seen a decline in investment in the city center while also losing some of its rural land. With an aging downtown housing stock and a newer suburban housing stock, the community lacks high quality housing choices within the walkable downtown core, making it difficult for singles, young professionals, and retirees to find attractive and affordable places to live. This is combined with a historically evolved regulatory framework that limits the potential for creative investment by the private sector.

In order to respond to these issues, the Plan provides a new framework for growth that addresses quality of life while seeking to have a positive impact on the economy, business climate, tax base, and the sustainability of the City into the future. The community overwhelmingly supports the idea of both preserving and enhancing Lewiston's historic downtown and identifying strategic ways in which to focus growth within walkable neighborhood

centers while leaving existing suburban residential neighborhoods unchanged.

## Conservation & Growth Map

Input from participants at the Planapalooza supported the concept of a conservation and growth approach focusing new development into distinct walkable neighborhoods while protecting remaining rural lands. This approach reaffirms the community's feeling that development should grow outward from the core older established neighborhoods in order to make the most efficient use of city services. The Conservation & Growth Map organizes the community into Sectors prioritized for varying degrees of land conservation, including protected open spaces, and growth sectors that support existing and proposed walkable, complete neighborhood centers that vary in scale and character.

Existing suburban residential areas are not recommended for a form-based zoning approach and would remain in their current land use designations with the possibility of minor modifications to better meet the City's land conservation and tax base goals.

The Conservation & Growth Map will guide near-term revisions to the City's zoning ordinance to assure that the City's land use regulations are

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majority of funding

Author: DAH Subject: Inserted Text Date: 6/26/2015 3:37:45 PM  
hospitals

easements, wildlife transportation corridors, and areas left permanently natural as a part of conservation subdivisions. This sector directly responds to the state's Growth Management Law with respect to identifying the location of critical natural resources.

The C-2 Rural Sector includes areas that are deserving of some level of regulatory protection but that are currently not protected from development and where some development would be allowed. This sector includes agricultural and forestry lands, open space, wildlife habitat, fisheries habitat, and scenic lands. It directly responds to the state's Growth Management Law with respect to identifying rural areas deserving of some level of regulatory protection from unrestricted development.

Within each of the growth sectors, new development is anticipated in the form of infill, retrofit, or new complete neighborhoods that provide for a mix of uses and housing types. These sectors are oriented toward a center of activity, with primary focus, in most cases, on maintaining existing character except where the community has indicated that an alternative growth pattern is desired. These neighborhoods will occur at a variety of scales with conservation subdivisions in rural living areas (Restricted Growth Sector, G-1), primarily residential neighborhoods in suburban areas (Controlled Growth Sector, G-2), new neighborhoods or expanded neighborhood centers in areas where there is existing or planned infrastructure (Intended Growth Section, G-3), suburban retrofit along corridors (Retrofit Growth Sector, G-4), and downtown and downtown neighborhood infill (Infill Growth Sector, G-5).

An interconnected network of streets provides structure for the growth sectors and promotes walking and cycling while distributing traffic. Future development within growth areas will also meaningfully take into account protection of critical resources. The G-3 through G-5 growth sectors directly respond to the state's Growth Management Law with respect to identifying locations for growth areas suitable for orderly residential, commercial, or industrial development and into which most development

projected over ten years and a ~~minimum of 75% of dollars~~ for growth-related capital investments will be directed.

Each growth sector anticipates one or more complete neighborhoods with their own character and composition. The "Promote Mixed-Use Neighborhoods" section of this Plan illustrates a number of potential development scenarios for the various growth sectors, including the Geiger School Neighborhood (an example of G-3), the Sabattus Crossroads Redevelopment (G-4), Lisbon Street Suburban Retrofit (G-5), and the Industrial Village (G-3). These development scenarios are not intended to be prescriptive; rather, they are descriptive of the types of development that this new approach would allow and encourage.

The Conservation & Growth Map also contains Special Districts, areas that, by their intrinsic size, use, or configuration, may not conform to the requirements of a walkable or complete neighborhood. Special districts are assigned to the mills, the industrial area near Interstate 95, the Bates campus, and the ~~hospital~~, as shown on the Conservation & Growth Map.

**Utility Service**

In order to make the best use of the City's limited resources and encourage development in areas that the community has indicated they want to see growth and redevelopment occur, the City should not extend utility services beyond their current extents. While not all new residential and commercial/industrial development can be accommodated within the City's core and surrounding older established neighborhoods and industrial parks, focus should be made on infill development and redevelopment in areas already served, especially in the Downtown, first ring neighborhoods and adjacent underutilized and greenfield properties.

# Conservation Sectors

## C-1 Critical Natural Resource Sector

These areas protected from development in perpetuity include areas under environmental protection by law or regulation as well as land acquired for conservation through purchase, by easement, ~~or by Transfer of Development Rights~~, with efforts to protect in perpetuity when the opportunity is presented. These include surface waterbodies, protected wetlands, floodplains, protected habitat, riparian Corridors, purchased open space, conservation easements, wildlife transportation Corridors, and areas residual to Conservation Subdivisions as well as transmission line corridors and cemeteries. This sector includes the City's current Resource Conservation Zone as well as the lands subject to the protections listed above.

## C-2 Rural Sector

These are areas that should be, but are not yet, protected from development. These areas deserve regulatory protection from unrestricted development for purposes such as supporting agriculture, forestry, open space, wildlife habitat, fisheries habitat, scenic lands, and conservation cluster development. They also include steep slopes, important viewsheds, and additional buffers. In this area, projected development should be diverted to growth sectors. ~~This area would serve as the sending zone for transfer of development rights (if applicable).~~ This sector includes lands that are deemed unbuildable or inappropriate for development for the reasons listed above as well as the City's current Rural Agricultural zone, with expected modifications to the existing standards to better preserve the rural character of the City's edge.

# Special Districts

## SD-MI Mill Special District

The Mill Special District includes areas historically developed with large industrial brick buildings along the river and canals. Because of the unique size and configuration of these structures and the importance of a careful and artful approach to site planning and the incorporation of appropriately scaled and designed new structures, this district requires a unique set of standards. This sector includes the City's current Mill zone, which would be rezoned as a form-based Special District.

## SD-IV Industrial Village Special District

The Industrial Village Special District is comprised of land adjacent to the I-95 interchange currently zoned for conventional industrial development. This particular industrial land is envisioned as a self-sustaining industrial village with a mix of industrial, office, retail, and other supporting development acting as a sustainable, closed-loop eco-village where businesses interact with each other for productivity. This district requires a unique set of standards that accommodates trucks, large building footprints, and other unique requirements of large industrial enterprises. This sector includes the City's current Industrial zone, which would be rezoned as a form-based Special District.

## SD-CM Bates Campus Special District

Bates ~~University~~, because of its function and design, requires a unique set of standards to accommodate large detached buildings, buildings that face onto internal greens, and other qualities seen in a campus environment. This Special District is assigned to Bates College. It includes the City's current Institutional Office zone, which would be rezoned as a form-based Special District.

## SD-HOS Hospital Special District

The Hospital Special District is assigned to the Central Maine Medical Center and St. Mary's Regional Medical Center. Because of large building sizes, extensive parking, and other hospital characteristics, a unique set of standards are needed for these areas including minimizing surface parking lots visible from public thoroughfares. This sector includes the City's current Institutional office and Centreville zone, which would be rezoned as a form-based Special District.

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- Author: dhediger Subject: Inserted Text Date: 9/9/2015 8:52:38 AM  
or
- Author: dhediger Subject: Cross-Out Date: 9/9/2015 8:52:04 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 3:38:06 PM  
College

Author: dhediger	Subject: Cross-Out	Date: 9/10/2015 12:10:00 PM
Author: dhediger	Subject: Cross-Out	Date: 9/9/2015 8:53:36 AM
Author: dhediger	Subject: Cross-Out	Date: 9/9/2015 8:53:56 AM

# Growth Sectors

## G-1 Restricted Growth Sector

The Restricted Growth Sector includes areas with limited development that have value as open space or where the City desires to see little development but which are subject to development under their current zoning. The G-1 area identifies significant tracts of rural land, in many cases land currently zoned for low-density residential development, and prioritizes it for conservation. Clustered developments with standards for significant open space protection, an interconnected street network, and a mix of housing types are encouraged. This sector includes the City's current Low Density Residential zone which is anticipated to remain in its current form as a conventional use-based district, with minor adjustments made to existing standards.

## G-2 Controlled Growth Sector

Controlled Growth Sectors are areas that are developed with low- to medium-density neighborhoods that should remain "as is". Typically conventional suburban development patterns of primarily detached single-family houses with limited multifamily and commercial opportunities define this area. This sector includes some of the City's current Suburban Residential and Medium Density Residential zones as well as the Neighborhood Conservation A zone. All of these zones are anticipated to remain as conventional use-based districts.

## G-3 Intended Growth Sector

Intended Growth Sector areas are largely underdeveloped but are intended for growth and substantial mixed-use development by virtue of proximity to existing or planned infrastructure, a regional thoroughfare, and/or transit. Complete neighborhoods that include both existing and new residential housing as well as some mixed-use development are appropriate. This area ~~would serve as a receiving zone for transfer of development rights (if applicable) and~~ includes the City's current Community Business zone as well as new centers for walkable neighborhood development, portions of which should be rezoned as character-based districts.

## G-4 Retrofit Growth Sector

Retrofit Growth Sectors are areas that are mostly developed but still contain underutilized parcels. They were developed in a conventional, auto-oriented suburban pattern. This sector would allow for change in the pattern of development in suburban areas. New development, redevelopment, or the reuse of existing land and buildings should be encouraged to better meet the local goal of achieving more walkable and bikeable corridors and neighborhoods. This area ~~would serve as a receiving zone for transfer of development rights (if applicable) and~~ includes the City's current Highway Business and Office/Residential zones, portions of which should be changed to character-based districts.

## G-5 Infill Growth Sector

Infill Growth Sectors are areas that are mostly or fully built-out in the City's historic development pattern but that still have vacant or underutilized land. Additional growth and development in these areas is desirable due to the presence of existing infrastructure. The plan envisions that most residential and non-residential development over the next ten years will occur in this growth sector. ~~This area would serve as the receiving zone for transfer of development rights (if applicable).~~ This sector includes the City's current Centerville, Riverfront, Downtown Residential, and some of the Institutional Office, Urban Enterprise zones as well as the Neighborhood Conservation A and Neighborhood Conservation B zones located within the downtown core. All of these should be rezoned as character-based districts to more easily enable context-appropriate investment in the City center.

### CD1 Resource Protection



Lewiston residents indicated that the protection of valuable natural resources and the need to provide potential access to them for public recreation is a high priority. The CD1 Resource Protection Character District consists of lands that are under environmental protection by law or regulation as well as land acquired for conservation through purchase, by easement, ~~or by Transfer of Development Rights.~~

- Includes significant resources along the river, streams, and high value wetlands in a Resource Protection designation.
- Designates land preserved as conservation land/open space.

### CD2 Rural



Lewiston residents identified protecting working farms and forests and minimizing the development of remaining rural lands as a high priority. The CD2 Rural Character Districts consists of sparsely settled lands used for working farms and forests. Typical buildings are farmhouses and agricultural buildings.

- Continue to protect undeveloped rural areas.
- Continue to allow low-density residential development along some rural roads in accordance with defined criteria.
- Allow flexibility for where and how rural residential development occurs to minimize its impact on rural character and agricultural uses.

### CD3 Suburban Neighborhood



Lewiston contains a number of residential neighborhoods, some of which are within walking distance to the downtown core and others that require a short drive to access daily retail needs. There is strong support for protecting and strengthening these neighborhoods that are defined by an interconnected network of residential streets. The CD3 Suburban Character District consists of low- to medium-density residential areas adjacent to more intense zones that include some mixed use. Home occupations and outbuildings are allowed. Plantings include street trees and other vegetation and setbacks are relatively deep. Blocks may be large and the roads irregular to accommodate natural conditions.

- Allow new residential neighborhoods in areas where municipal services and utilities are provided.
- Use “form-based” requirements for residential development rather than the current lot size requirements.
- Allow infill development and redevelopment in established residential neighborhoods that are compatible with traditional development patterns and densities.
- Expand the ability to create an “accessory apartment” in existing single-family homes.

### CD4 Neighborhood General



Lewiston has a number of high-density urban neighborhoods that are in need of attention. The City has pursued a range of strategies in this area with mixed success. A form-based approach will be one piece of the puzzle to help these downtown neighborhoods see appropriate revitalization and redevelopment that provides for a mix of housing types in keeping with the character of the area and supporting Lewiston’s rich diversity. The CD4 General Urban Character District consists of a mixed use but primarily residential urban fabric with ground floor office, retail, and artisan industrial uses. This district may have a wide range of building types including apartment buildings, stacked flats, single family homes, duplexes, live/works, and rowhouses. Setbacks and landscaping are variable. Streets with curbs and sidewalks define medium-sized blocks.

- Use “form-based” requirements for mixed-use development rather than the current lot size requirements.
- Require design guidelines for new development.
- Simplify the rules making it easier to develop or redevelop buildings in a way that respects the character of the neighborhood.
- Allow mixed-use development in older neighborhoods adjacent to downtown Lewiston while maintaining the residential character of these areas.
- Encourage reinvestment in older higher density residential neighborhoods by allowing full utilization of existing buildings and flexible parking requirements.

- 1 Author: DAH Subject: Comment on Text Date: 6/26/2015 3:45:23 PM  
 need to clarify how projections were arrived at.
- 1 Author: DAH Subject: Comment on Text Date: 6/26/2015 3:44:24 PM  
 why is this number the same at 2013?
- 1 Author: DAH Subject: Comment on Text Date: 6/26/2015 3:46:05 PM  
 what exactly was included in this number?

**Summary of Impacts to Community Facilities & Services Associated with Future Land Use Map**

	Current Conditions (2013)	Planning Horizon (2030)	Full Build-Out Potential
<b>Demographic Characteristics</b>			
Population	36,592	40,000	55,939
Employees	19,957	21,800	96,287
Employees to Population Ratio	0.55	0.55	1.72
<b>Impacts to Community Facilities &amp; Services</b>			
Students*	5,140	5,600	7,831
Police Officers**	82	90	125
Park Land***	75 acres	82 acres	115 acres
Protected Open Space****	350 acres	382 acres	535 acres
Water Demand*****	4.40 MGD	4.81 MGD	6.73 MGD
Sewer Demand*****	12.00 MGD	13.12 MGD	18.34 MGD

\* Demand for new students anticipated in future horizon years calculated based on reported population statistics and current student generation rate (i.e., 5,140 students / 36,592 population = 0.14 students per person in 2013).

\*\* Demand for new police officers anticipated in future horizon years calculated based on reported population statistics and current service delivery rate (i.e., 82 police officers / 36,592 population = 2.24 police officers per 1,000 persons in 2013).

\*\*\* Demand for new active parkland anticipated in future horizon years calculated based on reported population statistics and current service delivery rate (i.e., 75 acres / 36,592 population = 2.05 acres per 1,000 persons in 2013).

\*\*\*\* Demand for new protected open space anticipated in future horizon years calculated based on reported population statistics and current service delivery rate (i.e., 350 acres / 36,592 population = 9.56 acres per 1,000 persons in 2013).

\*\*\*\*\* Demand for new water service anticipated in future horizon years calculated based on reported population statistics and current service delivery rate (i.e., 4.40 MGD / 36,592 population = 120.25 GPD per person in 2013).

\*\*\*\*\* Demand for new sewer service anticipated in future horizon years calculated based on reported population statistics and current service delivery rate (i.e., 12.00 MGD / 36,592 population = 327.94 GPD per person in 2013).

# Promote Mixed-Use Centers

During the Planapalooza, the TPUDC team worked with the community to develop long-range conceptual plans that illustrate many of the big ideas that emerged during the process. The activity center plans detailed in this section show one potential development outcome for **four** of the growth sectors identified within the City. These plans show the kind of results that might be possible by applying complete neighborhood design principles to specific areas. They are for illustrative purposes only and do not need to apply specifically to these areas,

but other appropriate areas of the community. The eventual build-out of these areas most likely will vary significantly based on landowner interests, zoning regulations, location of available infrastructure, and other factors.

These plans set a standard by which future policy decisions, capital improvements, and development proposals can be measured. They incorporate the ideas and input of city departments, stakeholders, and more than **hundred** citizens, all of whom will play a critical role in turning this vision into a reality.

Responsible Parties



The Fix



**GEIGER SCHOOL NEIGHBORHOOD**



**SABATTUS CROSSROADS REDEVELOPMENT**



**LISBON STREET SUBURBAN RETROFIT**



**SOUTH LEWISTON INDUSTRIAL VILLAGE**



**RURAL LIVING HAMLET**

# GEIGER SCHOOL NEIGHBORHOOD

## 1 CREATE A CIVIC COMMON

Currently Geiger Elementary School is pulled far back off the road, accessed by a long driveway. The current drop off area and parking lot could be reconfigured to create a civic green that could serve as an amenity for local residents. Having the school face onto a civic green would give this important institutional building a stronger presence within the community. The street directly in front of the school could still be used for a drop off area and the parking lot could be relocated between two wings of the school. School Drive could become a street instead of a driveway that connects to College Street.

 Develop zoning regulations that emphasize building form and community character.

 Planning & Code Enforcement

## 2 EXPAND THE STREET NETWORK

Creating a network of streets helps to disperse traffic and reduce travel speeds on existing roads by increasing conflict points, which encourages drivers to proceed with caution. A more fine-grained street pattern also provides people with additional options for getting from their home to nearby amenities.

The plan for the Geiger Elementary School neighborhood shows a number of new street connections. Lemay Avenue that leads to the Elliot Little League Ball Fields and Neil Street can be extended and join a network of streets that connect out to College Street. New streets are also shown to the south of the school on land owned by the school district. In addition, another block could be created east of the school by connecting Hartford Street to Central Avenue.

There are also a number of "paper streets" that were planned in the existing neighborhood around Geiger Elementary School that were never built. These paper streets should be constructed with new housing that reflects the character of the surrounding residential areas.

This expanded grid of streets begins to embed the school within a neighborhood, enabling more children to walk or ride their bikes to school without having to cross any large roads.

 Develop zoning regulations that emphasize building form and community character.

 Planning & Code Enforcement

## 4 PROVIDE MORE HOUSING CHOICES

The City of Lewiston owns a large parcel of land to the south of the existing school, which is an attractive location for development given its walking distance to the school and proximity to Route 202. By developing this large parcel as a traditional residential neighborhood, over 50 new units of housing could be added within a short walk of the school.

New development in Lewiston on large single tracts of land such as this one should take the form of complete neighborhoods and provide a wide range of housing types in order to create the kind of social networks only possible where there is a diversity of ages and incomes. Life-cycle housing provides options within one community to meet a person's needs throughout the stages of life and must include a range of rental apartments, condominiums, live/work buildings, rowhouses, cottages, small houses, large houses, and large mansion apartments. A complete new neighborhood will require an innovative developer and a commitment from the city and the surrounding neighbors. However, such a development would attract more residents to Lewiston and add to the quality of life in the city.

 Secure funding and work with the Lewiston School Committee and neighbors to prepare a Master Plan for the City-owned land adjacent to Geiger Elementary School. Develop zoning regulations that emphasize building form and community character to promote housing other nearby property.

 Planning & Code Enforcement

 Economic & Community Development

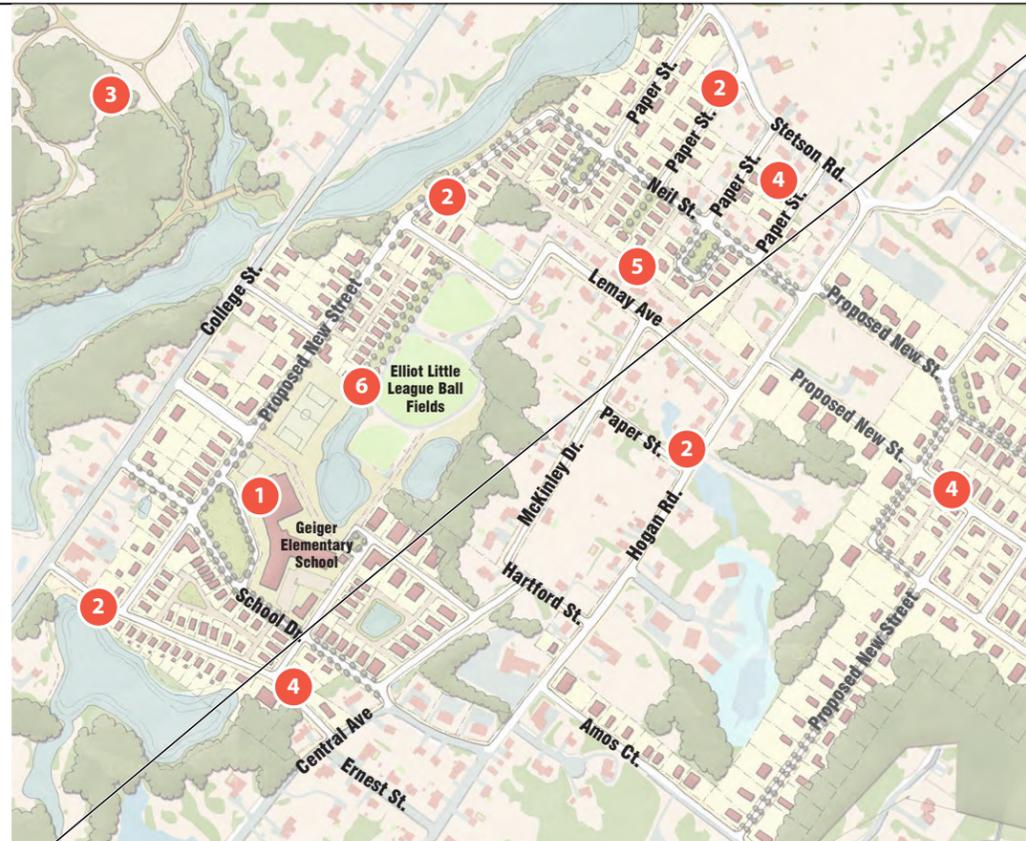
 Lewiston School Department

## 3 NEW PARKS

The large area west of College Road and Stetson Brook can be turned into a large park for the community. Some housing exists on the property but it would be an asset to the community for the area to be designed with formal trails and a way to cross Stetson Brook from the Geiger School. This will provide an opportunity to preserve open space as well as provide a place for the school children and the larger community to access nature.

 Determine whether this area should become permanent open space, and secure funding for its purchase.

 Recreation Department



**5 COTTAGE COURTS**

There are deep lots along Nell Drive that could be used to introduce a new single-family housing type called cottage courts. Small greens could be developed with small cottage lots facing in toward them. The homes would be serviced by a series of alleys that cut through the rear and define the center of blocks. Having garages and parking off of the alley would allow the homes to have front porches that look out onto the street and the green.



Develop zoning regulations that emphasize building form and community character and that permit cottage courts as an allowed building type.



Planning & Code Enforcement

**6 EYES ON THE BALL FIELDS**

Just like the existing Geiger Elementary School, the Elliot Little League Ball Fields are removed from the street. A civic green along the edge of the little league fields could be fronted with new homes. These homes would have front porches that look out across the green and the ball fields. Having homes looking out onto this open space will create "eyes on the ball fields", improving the safety of this area.

As new development around the school occurs, connections between the ball fields, the surrounding neighborhood, and major roads, including College Street and Hogan Road, should be created, further improving the visibility of this area.



Develop zoning regulations that emphasize building form and community character.



Planning & Code Enforcement

# SABATTUS CROSSROADS REDEVELOPMENT

## 1 CREATE AN URBAN FARM

Finding a way to integrate a large farm into the urban fabric of the City could create an asset for Lewiston with far reaching effects. An urban farm of approximately 7 acres could produce over 200 Community-Supported Agriculture shares and provide space for bees to help pollinate vegetables, fruit bearing trees that could be used around the perimeter or in an orchard, and pigs or chickens that could be utilized for meat or eggs.

Greenhouses could be set up and used during the winter months to grow winter crops and provide fresh vegetables year-round.

A barn to store tools and house animals could be built at the intersection of Charles and Farwell Streets, creating an important civic presence in the neighborhood.

-  Amend zoning regulations to emphasize building form and ensure that agriculture is allowed as a permitted use.
-  Planning & Code Enforcement
-  Lots to Gardens
-  Community & Neighborhood Organizations/Associations

## 3 PARKING IN MID-BLOCK LOCATIONS

The plan relocates parking from between buildings and along the street to mid-block locations. This allows parking areas to be utilized by multiple businesses and brings buildings up to the sidewalk to create an activated pedestrian environment. New mixed-use buildings could be built to define blocks and activate walkable streets.

-  Amend zoning regulations to emphasize building form and character.
-  Planning & Code Enforcement

## 2 YEAR ROUND FARMERS MARKET

When the weather is good, shares and extra produce from the urban farm could be sold at the weekly farmer's market. However, when the weather is rainy or cold, a more permanent farmer's market building could be used to store and sell food from the farm. To be economically viable, the building should be constructed of simple low cost materials, while still adhering to the principles of an urban street oriented building.

-  Develop feasibility and design study for a new market building.
-  Economic & Community Development Department
-  Lots to Gardens

## 4 PROVIDE ADDITIONAL HOUSING

New single family or attached homes could be built facing a proposed new street. Having residential units in close proximity to this kind of large open space will help to put eyes on the farm as well as create a type of housing and amenity that is not found elsewhere within the city.

-  Amend zoning regulations to emphasize building form and character.
-  Planning & Code Enforcement

## 5 RECONFIGURE THE INTERSECTION

The intersection of Sabattus Street and East Avenue tends to be dangerous due to the angle that Sabattus Street cuts across the typical grid of streets and intersects with East Avenue. The intersection could be reconfigured to slow traffic along Sabattus Street by creating a center monument that drivers will have to go around. By slowing drivers, this area would be safer for pedestrians, cyclists, and drivers.

-  Program funding for the design and reconstruction of gateway streets.
-  City Council
-  Maine Department of Transportation
-  Public Works

# LISBON STREET SUBURBAN RETROFIT

## 1 CREATE A CENTER

Incorporating civic spaces at key nodes within the city would create an important presence for each sector of the City. This plan shows a large civic green at the intersection of Lisbon Street and East Avenue, which if built, could start to make the transition from old vacant malls into something new and exciting for the community to enjoy.

This public space could provide a location for outdoor dining and gathering, promoting investment in new mixed-use buildings. It would create a destination and place for daily civic life for both the community and passersby. The open space could become a neighborhood center and help establish this area as a physical gateway into Lewiston.

 Develop zoning regulations that emphasize building form and community character.

 Planning & Code Enforcement  
Economic & Community Development

## 3 PRESERVE MARTEL AS A LANDMARK

Martel Elementary School is scheduled to be closed. The building has been a community landmark for generations and should be preserved. The City should carefully consider the possibility of converting the school into a community center. With a new civic space across East Avenue, this historic landmark can be given new life and become a prominent new civic building within the community. Preserving this building is critical to retaining Lewiston's heritage and will provide an important visual contrast to new buildings that are constructed in this area.

 Complete a formal study to move forward the rehabilitation and reuse of the Martel School building and identify a plan for the management of the community center.

 City Council

## 2 MIXED-USE DEVELOPMENT

This plan illustrates how an existing strip shopping center can be "turned inside-out". The orientation of new mixed-use buildings defines blocks, creates walkable streets, and brings buildings up to the sidewalk to create an activated pedestrian environment.

To make this area more vibrant, the plan shows new residential streets within walking distance of existing and potential new businesses. Having homes and apartments within close proximity provides businesses with the benefit of additional customers who can access shops on foot or by bike.

A complete neighborhood is created, with an interconnected system of narrow streets, sidewalks, street trees, parallel parking, and slow traffic speeds. This kind of block structure is flexible and can accommodate a variety of potential development scenarios. The result should be a real place that is walkable, safe, and interesting.

 Develop zoning regulations that emphasize building form and community character.

 Planning & Code Enforcement  
Economic & Community Development

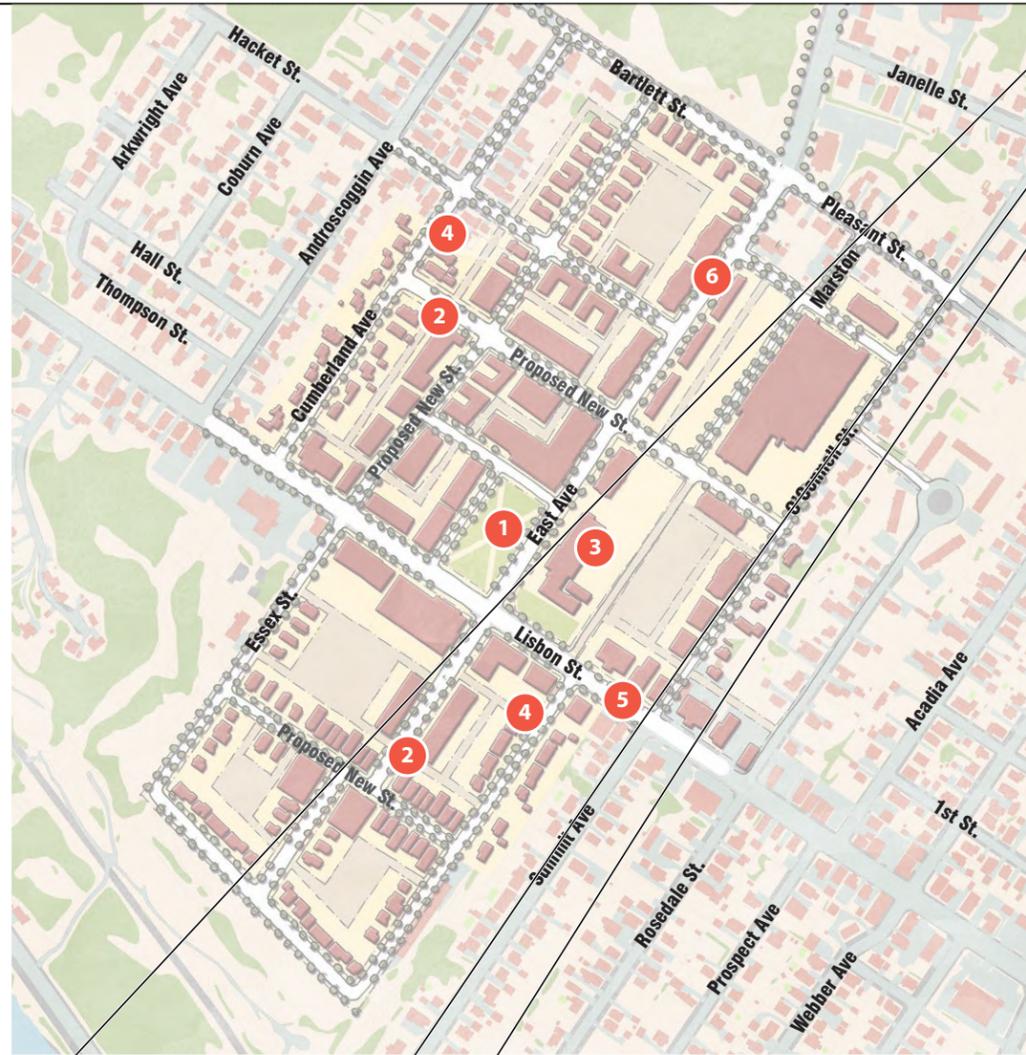
## 4 ADDRESS LAND USE CONFLICTS

The large commercial development of this area with 1950s era strip malls cut off some of the streets that were part of the City's historic grid. As the area redevelops, these truncated streets could be reestablished, especially Hackett Street and Cumberland Avenue.

Re-establishing street connections would provide alternate routes to the main roads, reducing traffic congestion. It would also provide opportunities for a finer grained pattern of development, providing for a smoother transition between the commercial businesses and nearby homes.

 Develop zoning regulations that emphasize building form and community character.

 Planning & Code Enforcement



- Author: DAH Subject: Comment on Text Date: 6/29/2015 1:41:21 PM  
 Some Planning Board members expressed concerns that this is not an appropriate road to consider for a "complete street". Recognized surrounding streets may be more appropriate and that the level of development shown may accommodate complete streets. Suggested revising the language so that safe street design and complete street are is considered when appropriate without specific streets referenced.
- Author: dhediger Subject: Inserted Text Date: 6/29/2015 1:43:42 PM  
 Consider, when appropriate, the implementation of complete streets
- Author: dhediger Subject: Inserted Text Date: 6/29/2015 1:44:34 PM  
 Additional consideration should be given to seeking alternate routes to avoid congested areas.

**5 SAFE STREETS**

A redesign of Lisbon Street using complete street strategies would allow this thoroughfare to give equal priority to pedestrians, cyclists, and automobiles. Wide sidewalks, a generous planting strip with street trees, on-street parking when possible, a shared use path, and narrowed vehicular travel lanes are recommended.



Program funding for the design and reconstruction of gateway streets.



City Council  
Maine Department of Transportation  
Public Works

Lewiston should also actively market its gigabit capability to businesses that could benefit from and fully utilize advanced high-speed internet technologies. This attractive feature is often considered a must-have for corporations and businesses looking to relocate or open new locations.



Develop master plans, marketing strategies, and branding strategies for the I-95 Interchange and the Industrial Village that emphasize both Lewiston's location and technological resources.



Planning & Code Enforcement  
Economic & Community Development

### Make Lewiston a Hub for Artisan Industry

When most people think of industrial land uses, they typically envision smokestacks and warehouses. That narrow definition is no longer applicable in the new economy. With the advent of 3D printing, niche/small-scale manufacturing, and cleaner industrial and manufacturing processes, light industry can have a place within modern commercial districts and downtown cores. The City should build on its growing artisan industrial sector and provide incentives and a marketing and branding effort centered on attracting small-scale industry to downtown.



Prepare incentives packages and branding material that showcase existing industry



Planning & Code Enforcement  
Economic and Community Development

### Build Lewiston's Creative Economy

The Creative Economy, as it is known in the planning and economics professions, refers to a range of economic activities that are centered on generating or using knowledge, information, and ideas. As it is, Androscoggin County has half of the entire state's arts and culture employees. Much of Lewiston's future success will come from

attracting and keeping the attention of the Creative Economy. Recognition of the shift in the market that favors authenticity, social, and environmental responsibility, and a sense of community is needed. This economy is fueled by dynamic interactions between technology, arts, culture, nature, work, play, and the home. There is pent-up demand for the value-added industries supplied by creative folks. Main street retail shops, the arts scene, and affordable, hip housing will help to attract creative and entrepreneurial individuals who can restore the critical mass of activity Lewiston once had.

Lewiston can proactively seek out this kind of fresh economic activity and the Creative Class, that is attracted to a certain identity and amenities. Authenticity and local flair should be at the root of the City's new identity and brand.



Define and promote a creative brand for Lewiston so residents, current and prospective employers, creative workers, and visitors understand the City's unique and authentic identity.



Economic & Community Development

### Partner with Educational Institutions to Build a Skilled Labor Force

The City should cooperate with local educational institutions, businesses, state government, and others to develop training and educational opportunities that meet current and projected future industry demands and to identify skills that could attract new businesses to the area. Lewiston could lead the county in championing the importance of post-secondary education and continue working with others in the community to increase attendance and improve access to educational opportunities for all ages. The City should explore partnership opportunities with USM's Lewiston-Auburn College, local high schools, technical schools, ~~community colleges~~, local hospitals, and Bates College to promote economic growth through formal education and "real-life experience" including internships, volunteering, and on-the-job training. A newly skilled labor market would cultivate a fresh economic and job market for Lewiston.

### Set up a Tax Increment Financing District for the Downtown

Lewiston has historically used economic development TIF districts for large single businesses and suburban development projects. The City should consider using this powerful financial tool within the downtown core to support local enterprises and small businesses. Lewiston's downtown core would benefit greatly from a TIF district to fund streetscape improvements, improve wayfinding signage, upgrade the parking system, and provide other enhancements that would improve the climate for residents, business, and shopping experience for customers. Similar to the development revolving fund, a downtown TIF district would function for the primary purpose of benefiting Lewiston residents and their interests.



Establish a TIF district in the ~~downtown~~ to support local businesses.



Economic & Community Development Department  
Planning & Code Enforcement

### Pursue Revitalization Loans

A number of Maine companies seek out obscure federal tax credit programs to spur private investment in economically distressed communities, with a focus on social investing and financing locally based enterprises. Lewiston should continue to partner with companies, such as CEI Maine, that can help introduce low-interest and project-specific borrowing methods like "revitalization loans" that target creative redevelopment challenges. These kinds of innovative tools can be partnered with general, local financing opportunities like the Finance Authority of Maine (FAME) which channels state

programs through traditional lending channels for business and education.



Collaborate with state and regional organizations and programs that focus on social investing and small business investment.



Economic & Community Development Department

Growth Council

Androscoggin Valley Council of Governments

### Expand Reach of Lewiston Auburn Economic Growth Council

The Lewiston Auburn Economic Growth Council (LAEGC) works with businesses to help them identify tax breaks, assist with permitting, and other services. However, it currently does not provide support or assistance to housing ventures. The LAEGC should consider the addition of this market sector as part of their program. Housing is essential to a healthy economic climate and is a keystone for attracting the type of skilled laborers that Lewiston needs.



Encourage the LAEGC to provide support for housing clients to ensure a well-rounded future economy for both Lewiston and Auburn.



Economic & Community Development Department

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Professionals

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The Planning Board discussed whether this section should speak to Lewiston being a service center community that is to the benefit of surrounding communities and the need for those communities to contribute to Lewiston's expenses.

## Regional Coordination

Lewiston and Auburn have strong ties in many areas, including economic development. As the regional employment center, the communities should consistently collaborate to promote and expand economic opportunities for both cities. This partnership should be nurtured to ensure that the cities continue to retain and attract appropriate businesses to the region that provide livable wage job opportunities for area residents.

### Promote the Lewiston/Auburn brand

When it is appropriate to promote the region rather than just Lewiston, efforts should be made to feature the Lewiston/Auburn brand. Both municipalities will promote economic growth activities within the region by maintaining membership in and support for the Lewiston Auburn Economic Growth Council, the Androscoggin Valley Chamber of Commerce, Young People of the Lewiston Auburn Area (YPLAA), and other regional economic development agencies.

### Strengthen Regional Alliances

Building upon strong interstate access, the City should take advantage of its proximity to Auburn, Portland, Bangor, and beyond. Building a stronger regional economy would have economic benefits for all of Maine's major economic centers. Attracting larger corporations and industries that fit the Maine brand requires strong partnerships, cohesive messaging, and pooled resources.

# Strengthen Neighborhoods & Expand Housing Choice

Lewiston faces a complex and challenging housing conundrum. If the City is going to capitalize on its urban advantage and renewed interest in walkable neighborhoods, it must respond to shifting demographics that prefer a greater array of housing choices and more urban living options. The City has an opportunity to craft a ~~progressive~~ new housing policy that redirects resources to the downtown and limits the extension of municipal services for suburban, single-family home construction. While housing is provided primarily by the private sector, strong public policies are needed to ensure a healthy balance of mixed-income housing that is located in the right place. Part of this renewed housing strategy may involve the city taking a stronger position on working with landlords and assuming short-term ownership of buildings and lots within the downtown in order to facilitate a coordinated approach to the rehabilitation of the downtown.

## Policy

### Focus Housing within Growth Areas

The Riverfront Island Master Plan estimates that Lewiston will require up to 600 new housing units by 2020. Based on available land area within the downtown, along commercial corridors, and within other identified growth areas, all of this future demand can be accommodated within existing service areas. To better meet current and emerging needs, future development needs to focus on providing new, high-quality, multi-family residences as opposed to the current trend of building single family homes in areas not currently served by water and sewer. Making the decision to shift housing and development policy in this way will have far reaching implications for both the city's pocket book and the future of the downtown, a critical piece of Lewiston's overall success as one of Maine's major urban areas.

 Draft a new housing policy statement and seek approval from City Council

 Economic & Community Development

### Invest in Downtown Neighborhoods

Though it may be difficult for some to imagine Lewiston's downtown neighborhoods evolving into hip, mixed-income, and desirable places to live, it is possible and likely. Local leaders can facilitate this transformation and enable it to happen more quickly by taking proactive steps. Rehabilitation followed by consistent and careful maintenance needs to become a priority if the City is to once again fill its in-town, walkable neighborhoods, which are the most attractive location for the emerging creative class and baby boomer populations. Other cities in the region have seen a turnaround and transformation in their dense urban neighborhoods, including Portland and Somerville, Massachusetts, where triple-decker, stacked flat condos are priced between \$170,000 and \$1.4 million. Investment from both the public and private sector is critical to reversing the decline of Lewiston's in-town housing stock and redefining the City's reputation.

### Improve the Quality of Affordable Housing

To successfully integrate low-income and subsidized housing into a community, three factors should be taken into consideration. First, the appearance of affordable housing should be analogous to middle-class housing to prevent

stigmatization. Second, affordable housing should not be segregated in particular areas of the city to avoid inadvertently creating pockets of poverty and neighborhoods without access to jobs, schools, and open spaces. Neighborhoods should have a mix of affordable and market rate housing. Third, subsidized housing that is only accessible by car is a major economic burden on those residing there. Currently, a large amount of Lewiston's supply of affordable housing is breaking the first two rules. Large swaths of the downtown are primarily low-rent units, some in a state of disrepair. Other large housing developments, like Strawberry Avenue, contain hundreds of units of exclusively subsidized housing in buildings that have the appearance of a low-income housing project. Lewiston should continue to provide and enhance incentive programs for new infill mixed-income housing downtown, requiring a mix of quality subsidized, affordable, and market rate units. In addition to traditional TIFs, loans and grants, the city can provide land to developers, give density bonuses or enter into public private partnerships. Architectural standards can be adopted and applied to new housing development to ensure a certain level of quality while not significantly impacting construction costs. The City should work with Maine Housing on these standards.

 Adopt a form-based code that includes a simple set of architectural standards to allow for a wide variety of building types and housing options.

 Continue to provide and enhance incentive programs for new infill mixed-income housing downtown, requiring a mix of quality subsidized, affordable, and market rate units.

 Planning & Code Enforcement  
Community & Economic Development

### Promote Construction of Mixed Income Affordable Housing

In order to promote the construction or rehabilitation of high quality affordable housing units, the City should consider updating its housing policy to require affordable units. Whenever

a new multi-unit housing development ~~over a certain size~~ is to be built, the City could require the developer to include a reasonable percentage of the units at or below market rate. The affordable units should be indistinguishable from the regular units, both structurally and aesthetically, inside and out.

 Create an affordable housing policy that requires new developments over a certain size to offer units at ~~or below~~ market rate.

 Planning & Code Enforcement

## Enforcement

### Ramp Up Code Enforcement & Take a Firmer Stance on Fines

~~delete and replace~~ If Lewiston is going to become a leader in the region, the City must continue to be an advocate and active partner in maintaining and restoring the quality of mixed-income downtown housing. Additional staff may be needed to keep up with the workload to accomplish this. A more aggressive approach to code enforcement involving code enforcement officers and the Lewiston Fire Department may assist minimizing the deterioration, condemnation, reduce lead poisoning, and eventual loss of residential building stock. Staff has been proactive with respect to abandoned buildings and responding to individual complaints relative to occupied buildings; however, city resources are limited to undertake systematic routine housing inspections.

Should the City find a structure to be substandard or not up to code, code enforcement should continue and expand upon the enforcement mechanisms available. The City has the ability to issue fines for most violations with relatively short compliance timeframe of one to three months. If compliance is not forthcoming the property needs to be turned over to the City attorney to initiate legal action. The challenge remains that if staffing levels allowed, code enforcement officers or firefighters could be in each building on a monthly basis and with few exceptions as violations are identified and corrected, new violations will be identified and improvements generally would likely be minimal

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The policy must also encourage and look to enhance opportunities specifically for market rate units.
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mixed income

and not lasting. The most distressed buildings are generally occupied by tenants that may not have the resources to afford better quality rents. Rental rates are so low that the income stream is such that substantial improvements are difficult if not, impossible to achieve resulting in actions that may not add any real value to the buildings. In addition, costs such as heating, water and sewer, solid waste, pest control, rent collection, etc. complicate the matter. The City recognizes the financial hardship on many landlords as the margins are very tight in the downtown. The City's current policy related to fines is not to be punitive, but to have properties brought into compliance. Staff often decides whether or not to waive the fine, depending on circumstances. A firm but balanced approach is needed by the City, landlords, and tenants to reduce costs so that that the landlords can focus resources in their buildings versus paying penalties or abandoning their buildings. However, the City must continue to take action if a landlord is not in compliance. If fines are not paid and violations continue, the City must continue and expand upon the legal options available. Liens should also be placed on offending properties. Lis pendens may also be filed; however, Maine Law does not allow a lis pendens to have the status of a tax lien. Fines should be used to fund the increased staff time needed for code enforcement, managing the transfer of properties to new committed owners, and providing support for local affordable housing initiatives overseen by the City.

 Make enforcement of existing regulations a priority. Strictly enforce fines and penalties for landlords and building owners.

 Planning & Code Enforcement  
Lewiston Fire Department

 Hire additional code enforcement and planning staff.

 City Council

### Implement Vacancy Licensing

~~Vacancy licensing is a strategy to consider for reducing the problems of vandalism which lessen the opportunity for renovations and reoccupancy of buildings. If a property is vacant or contains a building that is not up to code, a property owner can be required to hold a license to keep the property legally vacant. In Cincinnati, where this strategy has been successfully employed, the license must be renewed every six months. If a property owner does not hold a license for two consecutive months they risk forfeiting their property at 80% the value of the property. Vacancy licenses can only be renewed four times, or for two years, after which time the property must be returned to service, sold, or demolished. While this may prove challenging for abandoned properties, the City should consider a similar strategy to help move properties from vacancy to value.~~

 Create a vacant property licensing process and fee structure.

 Planning & Code Enforcement

### Hold Landowners Accountable

While many landlords are responsible stewards of their properties, others are not. Lewiston should consider setting up a neighborhood-based, publicly accessible database, rating system or interactive map that reports vacancy and building condition. This would both recognize responsible owners and hold irresponsible owners accountable to the community. Lewiston and Auburn jointly purchased software in part for this to occur; however, it became apparent the product was inadequate to readily achieve these objectives. The City should continue to explore use of an interactive tool to help pressure landlords and absentee homeowners to take better care of their properties. This idea could also be turned into a user-input system for code complaints, to complement the current "report a concern" function on the City's website, streamlining the system, and placing data entry costs and responsibilities on users, not Code Enforcement. The City of Charlotte has created a code enforcement app that allows residents to report code violations real time from their phones.

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Author: dhediger Planning Board	Subject: Inserted Text Date: 9/9/2015 7:15:15 AM

# Programs

 Create a publicly accessible database or interactive map of land ownership, vacancy, and building condition to hold private owners responsible.

 Planning & Code Enforcement

## Hold Tenants Accountable

While the majority of the burden for maintenance of a rental property falls to the landlord, tenants should also be held accountable for certain minimal upkeep efforts to ensure that the building does not fall into disrepair due to the tenant's neglect. Examples of some tenant accountability regulations in New York include requiring that the premises be maintained in a clean, safe, sanitary condition; that yards, courts and vacant lots be kept clean and free of hazards; that extension cords be used only for purposes intended and not run or laid under rugs or carpets or used as additional electrical wiring; and that all pet waste be promptly collected and disposed of in a sanitary manner. This program is intended to be simple and focuses preventative practices and personal habits rather than costly building repair. These kinds of programs can be difficult to administer and would require additional staff to handle the workload.

 Create a tenant education program to ensure that tenants know how to carry out these preventative measures and are aware of the effects of not doing so.

Create a tenant database to assist landlords in the screening process and hold private owners responsible.

 Planning & Code Enforcement  
Local Housing Agencies

## Set up a Land Bank

Historically, abandoned properties have presented a significant challenge for the City. After going through foreclosure, the liens on a property may exceed the market value, there may be title defects, and others may have claims to the property as well. This results in a title that is not insurable, transferable, or of use to anyone. A property in this condition may become a drain on local taxpayers and lead to the loss of property value for nearby properties.

A land reutilization corporation, or "Land Bank," helps communities deal with this problem. A Land Bank could be set up in Lewiston to acquire vacant and abandoned properties through tax foreclosures from lenders and banks, or on the open market. The Land Bank then clears the titles and liens against these properties and redistributes them for productive use. Unlike a common tax foreclosure and auction process, the Land Bank can enter into negotiations and contracts for purchase and development and operate strategically with preferred buyers and developers as part of an overall redevelopment plan.

 Create a Land Bank program.

 Planning & Code Enforcement  
Economic & Community Development  
[Lewiston Housing Authority](#)

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### Consider Setting up a Development District & Plan

The City should consider setting up a development district and plan for the most distressed downtown residential neighborhoods. Such a district would give the City the ability to acquire property and clear title for new development purposes.

-  Create a Development District Plan
-  Planning & Code Enforcement  
Economic & Community Development  
Lewiston Housing Authority

stock. A program like this compels the City to encourage home ownership in the downtown.

-  Hire additional Economic Development staff to help roll out and manage a similar programs.
-  City Council  
Housing Association  
Landowners

### Assist Landlords in Upgrading their Properties

~~While many of the City's existing landlords are in large part subsidized through TANE, General Assistance, and Tenant Based Section 8 vouchers, the City should do more to assist landlords who are competing in the private market - subsidized or not. Many of the funds available from the state and federal housing agencies are targeted toward new development. The City should work with private landlords and help them to take advantage of available LIHTC dollars and other CDBG funds to make investments in their properties. The City could also help landlords by setting up TIF districts (though for entire areas, not one property at a time) and by offering tax incentives associated with buildings upgrades.~~

### Partner with Local & Regional Housing Organizations

In redeveloping a healthy multi-family stock, to the extent possible, ownership should be decentralized amongst numerous credible developers and reputable property managers. The City should maintain and strengthen partnerships with local and regional housing organizations. Working together will allow each of the partners to accomplish things they might not be able to do on their own.

### Start a Board and Seal Club

~~Lewiston citizens could start a club to work on "board and seals" of abandoned properties. This includes boarding up windows and cleaning out~~

~~refuse, mowing lawns, and tar papering roofs. A similar club in Buffalo has held workshops and tours of the properties of individual building owners to illustrate the process by which others can buy abandoned houses.~~

 Organize a structure for a Board and Seal Club

 Economic & Community Development

## Lifestyle

### Promote Live-In Property Managers

Live-in landlords are more likely to maintain rental properties than off-site landlords. The City should encourage and continue to recommend live-in or on-site property owners, landlords, or property managers for consistently troublesome residential building types. This could include what is sometimes referred to as tenement housing, or buildings with over 5 apartments.

 Continue to encourage and recommend buildings over a certain number of units to have on-site property owners, landlords, or property managers.

 City Council

### Accessory Units

An accessory unit is a flexible space that shares ownership, site, and utility connections with the principal building on the lot, but has its own entrance. Usually situated over a garage toward the rear of the principal house, the outbuilding increases privacy and enclosure in the backyard by screening the yard from the house next door. Accessory units are significantly different from the “bonus rooms” or in-law apartments that are found in conventional suburban subdivisions because they are not connected to the rest of the house. Instead it is much more private—

making it well suited for use as a home office, guest room, or rental property. If rented out, the additional “eyes on the street” help make the neighborhood a safer and livelier place. In addition to providing a potential source of income for the primary mortgage holder, accessory units provide additional low-cost housing options within the community. In Lewiston, permitting accessory units would be a sustainable and cost effective way for the City to encourage affordable housing that complements the character of the existing neighborhoods, by putting the control in the hands of the residents. A program like this complets the City to encourage home ownership in the Downtown.

 Modify zoning to allow for accessory dwelling units

 Planning & Code Enforcement

### Support the Growing Senior Population

The third largest cohort in Lewiston today is the 45 to 49 age group, indicative of families with children in secondary or post-secondary school. In the coming decades, this group will continually demand more senior-focused services, infrastructure, and housing. Currently, there are a limited number of suitable age-in-place housing options for seniors. Many seniors prefer to remain in their homes rather than moving to isolated, age restricted developments or assisted living facilities, which can be unaffordable to seniors on a fixed income. The city can help encourage this option by supporting community assistance programs such as Aging Excellence, an organization that currently provides Maine Senior Transportation Services for Lewiston’s at-home seniors who need assistance getting to doctor’s appointments, social events, and the grocery store. Lewiston could also explore programs like Elder Power that use technology to monitor the activity and safety of at-home seniors and has been extremely popular and successful in other communities within the state.

# Celebrate History, Arts & Culture

During the Planapalooza, protecting and enhancing Lewiston’s historic and cultural resources, and celebrating the community through art and creative expression, rose to the top as key priorities for the City. Citizens united around the idea of protecting neighborhoods, the downtown, landmark buildings, and other historic structures throughout the City (The term “historic” may not necessarily refer to “historically significant” or National Register designated buildings, but instead as long-standing buildings that represent an important part of the City’s past or exemplify a historic architectural period). It was widely understood by participants that these assets should be a centerpiece of Lewiston’s rebirth and competitive advantage within the region with the understanding that entrepreneurs looking for an opportunity to participate in a local renaissance, are drawn to the kind of place where they can invest and make a difference. The arts are integrally tied to the renewal of the City, attracting a similarly engaged and active citizen who wants to participate in its cultural and political life. The arts community in Lewiston not only celebrates the history of the City, but the present and future, telling the story of this unique place as it unfolds.

## History

### Preserve the Tax Base Through Historic Preservation

In order to preserve the City’s tax base, every effort should be made to maximize the number of buildings and residences on the minimum amount of public infrastructure necessary. This makes efficient use of municipal resources and good business sense. A significant component of maximizing buildings and residences is finding ways to allow the private market to rehabilitate structures instead of tearing them down.

The craftsmanship and quality of construction of historic structures is rarely matched by new construction because ~~of building codes and a loss of knowledge about how to design and build timeless buildings (even inexpensive ones)~~. For this reason historic structures should be protected not only as a duty to the past but as a tool for economic development.

In the past five to ten years, Lewiston has started to see the beginnings of a slow renaissance with renewed interest in the City center by a growing number of people who want to help be a part of the change. There is a segment of the population around the country and in Maine that is attracted to old buildings; people who see potential and are willing to spend sweat and cash equity to breathe new life into something old and neglected. In competing for entrepreneurs and the creative class, historic structures may be the City’s greatest asset.

This shift in demographics and mindset alters the economic equation and makes a strong case for greater historic preservation. For this reason, Lewiston should consider the economic balance sheet with the long view in mind and pursue creative approaches to moving historic buildings into the hands of people who will invest in them.



The City should consider a moratorium on demolition of buildings of historic significance and/or buildings with the potential to be rehabilitated, so long as they are not creating a health and safety hazard for a period of one or two years while steps are taken to generate investment.



Economic & Community Development  
Historic Preservation Review Board

### Organize a Steeple Tour

Lewiston is home to many great churches including the St. Peter and Paul Basilica, one of less than 75 Catholic churches in the United States so recognized by apostolic grant. Marketing materials for a steeple tour could be created by mapping out the City's numerous steeples and important churches and creating a simple route between them. Brochures could include information on each of the churches, including times when people can enter and see them from the inside. Either self-guided or guided walking tours could take people not only to see the steeples but the other impressive sights that Lewiston has to offer.



Create a route & brochures for a self-guided or regularly scheduled walking tour of important landmarks in Lewiston.



Economic & Community Development

### Provide Stronger Protection for Mills

The City should explore designating the entire Lewiston Mill System as a National Register Historic District, expanding the National Bates Mill District and the area's current status as a local historic district, providing these buildings the tax incentives that may be available from federal

and state governments and the additional review provided by the Historic Preservation Review Board.



Complete district nomination form for the Mill System District.



Planning & Code Enforcement

### Strengthen Demolition Delay

Other cities have reported mixed success with demolition delay as a strategy to save historic buildings, indicating that the imposition of a 90-day waiting period on demolition permits hadn't been working. In many cases, the procedure simply slows down the demolition process, with the token benefit of requiring photo documentation of the building's unique elements. In Lewiston to date, no buildings have been saved as a result of demolition delay and no challenges have been issued against the rulings of the Historic Preservation Review Board. In an effort to better protect contributing historic structures, the City could take a harder line when interpreting the demolition delay standards. The legal ramifications of this should be studied further.



Adopt a tougher stance on Demolition Delay and a more strict interpretation of the evaluation criteria.



City Council  
Historic Preservation Review Board

### Simplify and Improve Historic Preservation Regulations

Currently, Article XV of the zoning code details the rules for significant buildings and districts, but is considered complex and confusing to some. Years of modifications have made the code difficult to understand and use. Steps should be taken to reduce the categories of historic designations, better organize the sections, clarify when properties are subject to review by the Historic Preservation

Review Board, and simplify the instances where demolition delay is and is not applicable. When a building is added to the National Register of Historic Places, the Planning Board must recommend that the City Council vote to add the building to the local register. The City should modify the code to automatically add all nationally designated structures onto the local list to simplify the process and the designation categories and to make the process less arbitrary.

 Simplify and Improve Article XV of the Zoning Code.

Automatically add buildings to the local historic register if they are on the National Register

 Planning Board  
 Historic Preservation Review Board

### Improve the Effectiveness and Predictability of Design Review

The City should consider amending the Historic Preservation Review Board Design Manual into a clear and reasonable set of architectural standards, rather than recommendations. The Manual is currently used as guidelines to determine whether the local historic preservation measures are being met. Developing standards would provide developers and land owners with an up front understanding of what is required and would give the Historic Preservation Review Board a more straightforward set of standards by which to evaluate projects. Ideally this would shorten and simplify the time it takes to gain approval while also better protecting the character of Lewiston's historical assets.

 Hire consultant to work with the Historic Preservation Review Board on developing Architectural Standards.

 Planning & Code Enforcement  
 Historic Preservation Review Board

### Protect Archaeological Resources

For known historic archaeological sites and areas sensitive to prehistoric archaeology, the City should amend its ordinances to require that developers take appropriate measures to protect potential resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation. The City should also require the Planning Board to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process. The City should work with the local historical society and the Maine Historic Preservation Commission to assess the need for doing additional comprehensive community surveys of the City's historic and archaeological resources.

 Amend land use ordinances to provide stronger protections to the City's historic archaeological sites.

 Planning & Code Enforcement

### Restore the Canal System

During the Planapalooza there was broad-based community support for restoring the canals and making them a centerpiece of the City. The City should continue to explore mechanisms for taking ownership of the canals.

 Make restoration of the canals a top priority.

 City Council

### Save Bates Mill 5

Despite the challenge of reusing Bates Mill 5 because of its deep footprint and concrete construction and the rounds of failed attempts to save the building, the City should support current efforts to prevent the loss of this structure. Acting as an advocate for its stabilization and reuse would help to reframe the City's reputation as a supporter of historic preservation. The most

recent effort to save Mill 5 presents a visionary and forward thinking approach to reusing the mill and generating positive attention for the City.

Should this proposal fail, after thirty years of marketing the property, the City may have exhausted reuse possibilities and will likely need to demolish the mill in accordance with the recommendation of the Riverfront Island Master Plan.

 Support the efforts to stabilize and reuse the building.

 City Council

### Actively Seek out Microdevelopers

Microdevelopers are people who rehab derelict properties to rent, and potentially sell in an attempt to save them from demolition and preserve a neighborhood. This kind of small-scale entrepreneur could play a significant role in shoring up the slow decline seen in core residential areas since population and jobs began leaking away more than a half-century ago. Activist microdevelopers are different from those who buy properties in bulk, rent them to vulnerable communities and invest minimally on refurbishment or services. This DIY, roll-up-your-sleeves community-building ethos has the potential to play an influential role in rebirth, with indications that this trend has already begun. With people contributing time and energy to non-profit organizations, City building activities, and creative investment practices, there is an opportunity to expand interest in the process of transforming tired and boarded up buildings into new spaces for life and business.

It is difficult to secure financing from a bank when rehabilitating derelict housing, particularly when buying at auction. The City may be able to help incentivize microdevelopers by providing alternative financing through federal tax credits or tax abatements or through low-interest municipal loans.

 Attract microdevelopers through tax incentives.

 Economic & Community Development

### Hold and Market an Annual Auction of Foreclosed Properties

The City should consider working with local banks and real estate agents to organize an annual auction of foreclosed properties and market the event broadly. This type of event is held in Buffalo, New York with a growing number of participants each year competing for the City's most derelict buildings. Available city-owned properties should also be included in this process.

 Work with local groups to organize an Annual Auction of Foreclosed Properties.

 Economic & Community Development

### Use Municipally-Backed Loans to Fund Historic Rehabilitation

The City should continue participating using current resources including CDBG, HOME, lead grants, etc. and consider starting a program that provides municipally-backed loans for historic preservation and building rehabilitation. These loans could be provided at cost, with interest rates as low as 1%. These loans could be structured as part of a revolving loan fund. Recognizing there may be potential conflicts prohibiting overlapping incentives, this loan program would allow the City to play a proactive role in maintaining and strengthening property tax values.

 Draft a municipal lending ordinance to allow low-interest loans for historic preservation and building rehabilitation.

 Economic & Community Development

### Adopt a Restoration Tax Abatement Program

Under normal circumstances, if an owner improves, renovates, or adds on to a building, the assessed value goes up and so do the property taxes. Under a Restoration Tax Abatement Program, the assessed value and the property assessment can be frozen at the pre-improvement level for a specified time frame, resulting in substantial tax savings. The abatements could also be renewed for an additional five years. The tax relief provided by the Restoration Tax Abatement Program is not automatic; it must be granted by the municipality, and would need to be determined if other incentive programs conflict with participation in the program.



Establish a Restoration Tax Abatement Program.



Economic & Community Development

### Rehabilitation Tax Credit Program

The State of Maine offers a Rehabilitation Tax Credit up to 25% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. Lewiston could match this tax credit, allowing property owners to benefit from substantial subsidies. Eligible properties should include income-producing commercial buildings, factories, or residential rental properties.



Establish a local Rehabilitation Tax Credit Program.



Economic & Community Development

### Historical & Architectural Preservation Tax Credit

Lewiston could offer a property tax incentive program to help owners of historically designated properties save thousands of dollars. Baltimore has implemented this program, generating over \$560,000,000 of investment in Historic landmarks and districts. The program, called

the Property Tax Credit for Historic Restorations and Rehabilitations, is a 10-year, comprehensive tax credit program that encourages property owners in these districts to complete substantive rehabilitation projects. The credit is granted on the increased assessment directly resulting from qualifying improvements. The assessment subject to the tax credit is computed once and used for the entire life of the credit. The credit for projects with construction costs of less than \$3.5 million is 100%, and for those projects with construction costs more than \$3.5 million, 80% in the first five taxable years and declines by 10 percentage points thereafter.

## Culture & the Arts

Many of the organizations involved in the recommendations in this section are outside the ~~preview~~ of the City of Lewiston government. However, many of these recommendations are important to the transforming the image of the City and making it a more liveable place and due to the lack of available resources within the City it is important for Lewiston to encourage as many people and organizations as possible to partner to achieve their common goals. Therefore we have included the following recommendations in this document. The City should be as involved as possible in making these recommendations become a reality.

### Cooperate and Coordinate ~~LA~~ Arts and Cultural Efforts

There are numerous groups in both Lewiston and Auburn that put on a variety of performances, art shows, festivals, and cultural events. These institutions and groups should cooperate and coordinate efforts in order to expand outreach and support one another instead of competing against each other for patrons, dates, and venues. One way to accomplish this could be a regular meeting between the organizations to discuss schedules for the upcoming season with a third party mediator to help manage any conflicts that may arise.

### Embrace the Creative Economy

The “creative economy” is driven by people who make their living by thinking and creating. It includes writers, artists, actors, architects, lawyers, engineers, software designers, medical practitioners, educators, fabricators, restaurateurs, entrepreneurs, and many other professionals. In this evolving creative economy, people are able to choose where they want to live based on what attracts and inspires them, rather than moving to a place simply for a job. To capitalize on this growing economic trend, Lewiston should enhance its local “cool factor” by first recognizing that the City already has many of the qualities attractive to creatives, including the gritty urban fabric, cultural diversity, arts, an open minded government, and potential for improvement. The City can build on these strengths by supporting diverse companies and entrepreneurs; quality restaurants, accessible open space, and abundant recreational opportunities; high quality housing options for non-traditional families; public transit and a healthy walk and bike culture; arts and cultural offerings; and a unique sense of place shaped by a mix of historic buildings and tasteful new development.

 Adopt a Creative Economy Policy that unites elected officials and departments around an economic mission statement that recognizes the importance of the creative economy as Lewiston's next major economic driver. Decisions at all levels of government should support alternative and aggressive approaches to attracting and supporting the creative economy.

-  Economic & Community Development  
City Administration  
City Council

### Encourage Housing & Workspace to Support the Creative Economy

The creative workforce requires space to live, function, and grow. The historic buildings and mills within downtown Lewiston and on Riverfront Island are ideal locations for homes and workspaces for the creative class. Some buildings are already renovated to accommodate lofts and studio spaces at reasonable rates. The City should

continue to support these efforts to revitalize downtown and draw more of the creative class into the community.

 Support the renovation of existing buildings to house and support the creative workforce with housing, lofts, studio, and office space at reasonable price point.

-  Economic & Community Development  
City Administration  
City Council  
Planning and Code Enforcement

### Market Lewiston as a Desirable Place to Live & Work

One of the main items that people look for when deciding where to relocate their families or businesses is the “quality of life” found in a community. Arts and community events give people things to do, provide opportunities to interact with neighbors, and deepen the cultural perception of a city. Lewiston/Auburn already has strong cultural offerings that are continuing to expand. These assets should be marketed to potential businesses and residents so more people choose to call Lewiston home.

Marketing materials should be developed to make it easier to promote local cultural amenities. These could include print, media, and online sources. The city should lend support to third party entities by providing information on the City website.

 Assist in the promotion and marketing of arts and cultural offerings targeted toward potential new businesses and residents.

-  Chamber of Commerce  
City Council  
Recreation Department  
City Administration  
Lewiston Public Library

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### Increase Programming in City Parks

At a glance it appears that there are more than enough recreational, cultural, and arts programs for anyone willing to participate. However, there is an opportunity for increasing the use of city parks by holding more events and activities, especially in Kennedy and Simard-Payne Park. During the Planapalooza, people indicated that the needs of some segments of the community are not currently being met. There is a perception that some programming is scheduled at times that may be difficult for some to attend. Expansion of existing activities on weekend and evening hours, as well as year round events, should be considered. Multi-venue events with programming that uses Kennedy Park, Dufrense Plaza, Marsden Hartley Cultural Center and other nearby public spaces simultaneously might be used to attract wider interest.

The City should partner with the numerous local arts groups from Lewiston, Auburn, and around the region to hold creative and interesting events that can activate these spaces and generate spin-off activity. Having more people use the parks will make them feel safer and more inviting.

 Provide more scheduled activities to activate city parks at more convenient times of the day and week and throughout the year.

 Recreation Department  
Lewiston Public Library

### Celebrate Lewiston's Numerous Ethnic Cultures

Lewiston's population is made up of numerous ethnicities, from old Mainers with Franco-American heritage to new Somali and other immigrants. Some cultures are celebrated through events like the Franco-American or Greek Festivals. Others are not. All of Lewiston's cultures should be recognized through individual cultural events and through joint events that celebrate diversity, teach people about others around them, break down barriers and stereotypes, and bring the entire community together.

 Increase the number of ethnic and cultural celebrations events to break down stereotypes and barriers.

 LA Arts  
Chamber of Commerce  
Lewiston Public Library

### Seek Outside/Alternative Funding for the Arts

Even though federal and state funding for the arts is decreasing, the City should continue to collaborate with existing artistic and cultural organizations to act as a pass through for funding to help support local artists, activities, and resources throughout the Lewiston-Auburn community. The City can help to identify federal, state, and philanthropic funding opportunities, relying on staff of partner non-profits to assemble grant applications. The City should continue to look for opportunities to build public/private affiliations to support the local arts scene, in turn helping to stimulate additional economic activity.

 Build public/private partnerships with local arts non-profits to seek federal and state grants.

 Economic & Community Development Department

### Make Riverfront Island Lewiston's Cultural District

The redevelopment and enhancements planned for and taking place on Riverfront Island lay the groundwork for transforming this area into Lewiston's Cultural District. Although numerous activities will still take place outside of this district in Lewiston and across the river in Auburn, Riverfront Island can become the center for cultural activities within the region, with a new museum, amphitheater, hotel, and public performance space. Many of the principles and ideas in the Riverfront Island Master Plan are

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considered a priority

# Promote Transportation Choice & Mobility

As Lewiston works to better serve the needs of local residents, businesses, and visitors, the transportation system should continue to evolve to better meet existing and emerging needs. While there is an interest in improving capacity along regional roads that bring people into the City, there is also a desire to improve these gateway and transform them from suburban strips into safe, reliable, and beautiful complete streets that accommodate all modes of transportation while better serving the businesses along them. An integrated complete street approach that contemplates both the thoroughfares and the form of the built environment will help make Lewiston a more inviting and appealing place, attracting greater energy and investment.

## Connections

### Return to 2-Way Street Network

At one time, Lewiston maintained a two-way street network. However, like cities across the country, Lewiston converted many of its streets to one-way at a time when cities were losing population and moving traffic quickly and efficiently was a priority. With renewed interest in downtown vitality and urban living, the streets can again become a place for everyone, serving a more complex set of functions including walking, biking, shopping and gathering, as well as parking, truck deliveries, and automobile and emergency vehicle movement.

When considering a number of criteria, including safety, business visibility, congestion reduction, and ease of use, a two-way street system may be a better choice. Two-way streets have more friction, which naturally slows down travel speeds as drivers proceed with caution in order to avoid more obstacles, such as oncoming vehicles in this case. On a two-way street, there are also more frequent breaks in traffic that provide opportunities for pedestrians to cross the street. Parallel parking on the left side of a one-way street, where the driver is located on the curb side and has reduced

visibility to see oncoming cyclists and vehicles, is also eliminated.

In addition to the safety benefits, two-way traffic increases business visibility and storefront exposure by slowing traffic speeds and eliminating the loss of morning or afternoon peak traffic that tends to occur on one-way street pairs. A two-way system provides for greater connectivity by providing vehicles more direct routes between locations. Because greater connectivity disperses traffic, a finer grained network reduces congestion and back-ups as well as unnecessary driving caused by one-way diversions, both of which cause increased greenhouse gas emissions. For visitors, one-way streets are particularly confusing and can lead to a loss of business when people can't find their way. The City should enhance wayfinding signage to alleviate this concern.

With all of these factors in mind, Lewiston should consider working toward implementing a two-way street program. More detailed studies should be done using Synchro modeling to test such a system and identify areas for specific intersection and street design interventions. As the heart of the City and the circulation pinch points, Canal, Lisbon, and Park Streets should be ~~the first~~ **priority** with the goal of reducing high-speed traffic, improving ease of navigation, and better supporting pedestrian and business activities.

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While specific streets are referenced as examples, the City's goal should be consider which streets may function more effectively for purposes of improving traffic flow, business activity, and pedestrian acclivity.
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studies and
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focusing on possible conversions downtown.

~~The intersection of Canal and Main Street would need to be redesigned to provide width for two-way traffic and address potential stacking conflicts at the Lisbon Street intersection.~~ There is enough width in the right-of-way along most of Canal Street to accommodate both two-way traffic and a beautiful Canal Walk, as suggested in the Riverfront Island Master Plan. Canal Street could also be contemplated as a woonerf or Shared Street, where equal priority is given to pedestrians, bicycles, and vehicular traffic, using pavers and other design techniques to limit traffic volumes. Lisbon Street may also need to be redesigned, possibly repositioning one or both curbs, while also removing mid-block bulb-outs to retain or increase the supply of on-street parking, which should remain a downtown priority. Cedar Street and other parallel cross streets should also be considered for 2-way conversions, while also looking for opportunities to integrate bikeways and enhanced pedestrian facilities. Finally, Pine and Ash Streets should be studied to ensure that the recent improvements are necessary and achieving the intended results.

 Appropriate funds in the Lewiston Capital Improvement Program for two-way street conversions, making Downtown street conversions a priority.

 City Council  
Public Works  
Planning & Code Enforcement

## RULES TO LIVE BY:

### Maintain Connections

The City should avoid the loss of street network at all costs. A road cut takes at least a generation to correct. Every effort should be made to avoid the loss of street connections restore lost connections wherever possible.

### Avoid One Way Streets

One-way streets should be considered for return to two-way streets wherever possible, especially in the downtown, which should be inviting to visitors. All downtown streets should be reconstructed as two-ways streets, with slower vehicular speeds and safer pedestrian and bicycle use.

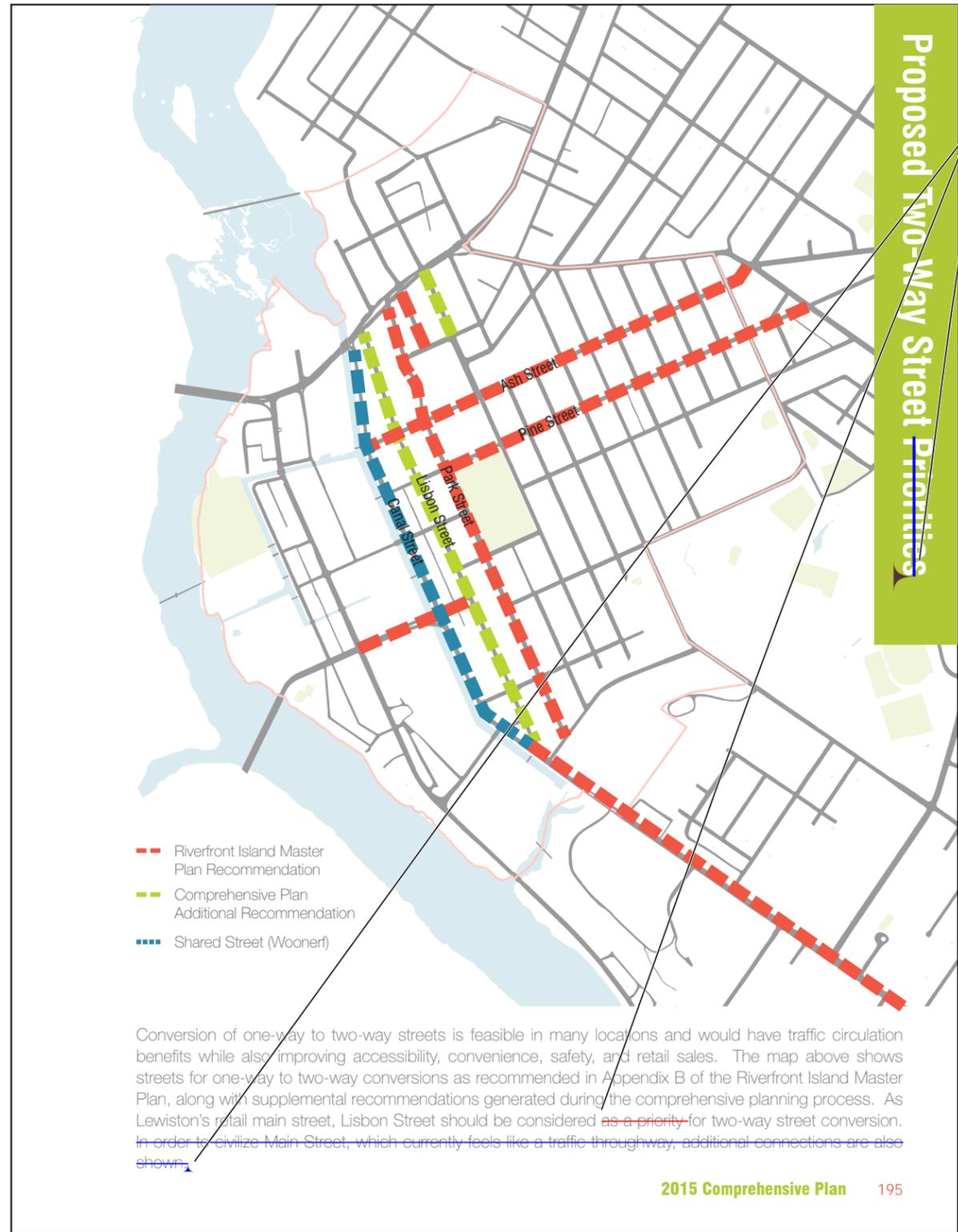
## Connectivity

Unless there are topographic or ecological constraints prohibiting it, every effort will be made to ensure that every street should be connected to another street. By avoiding the construction of dead ends or cul-de-sacs, an interconnected network of streets can be achieved. The street network provides a multitude of routing alternatives to and from all destinations in a neighborhood, dispersing traffic and limiting congestion. Having a street network with a high degree of connectivity also enables individual streets to become more narrow, which slows traffic and increases vehicular and pedestrian safety. High connectivity also allows emergency service vehicles many options to get to the site of an emergency call.

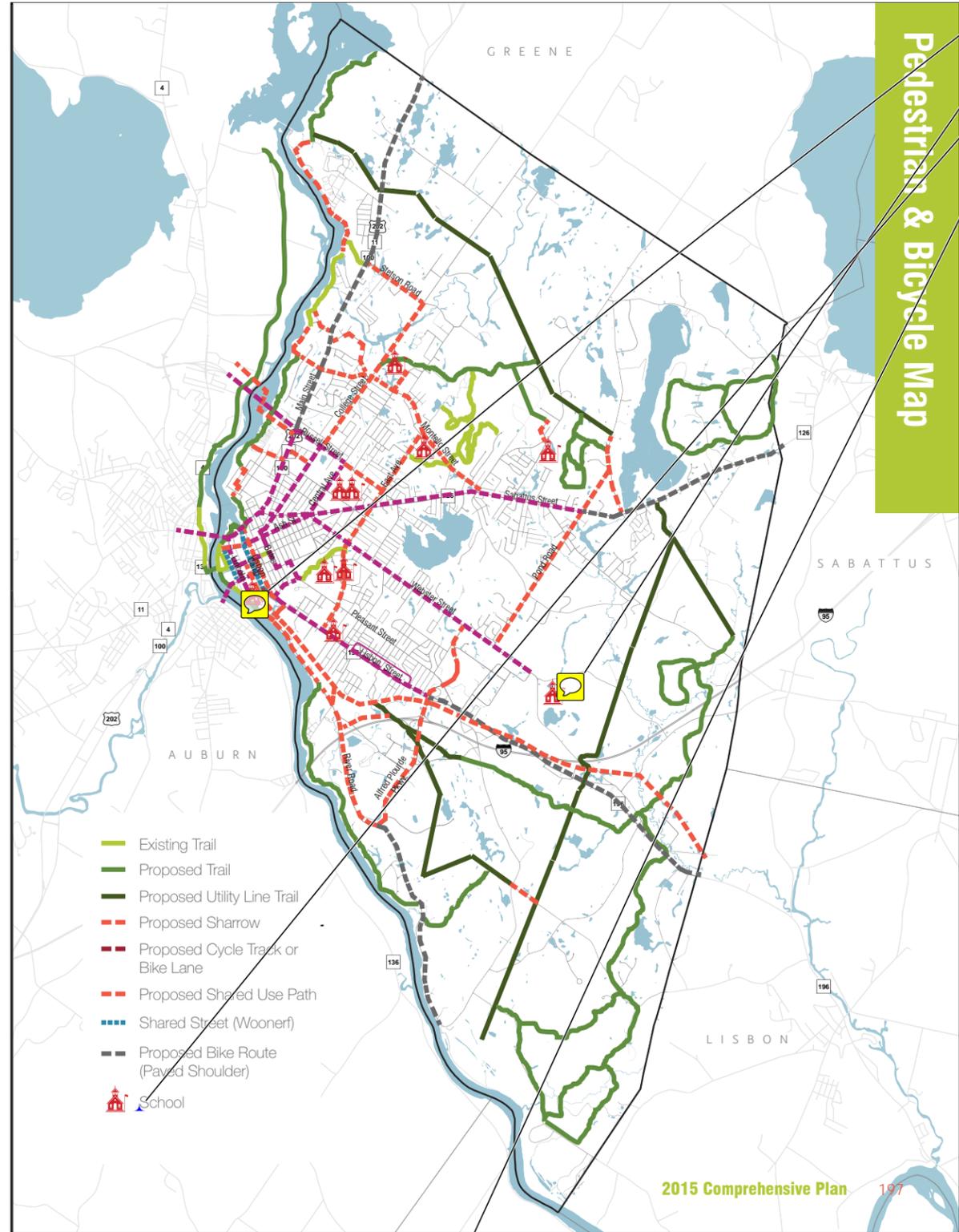
Connectivity standards in Lewiston should not be limited to streets and automobiles. Encouraging a network of connected sidewalks, paths, and passages makes walking more convenient and enjoyable and increases pedestrian access throughout the community. Finally, by increasing the number of routes through the community, pedestrians are provided more interesting walking and jogging alternatives access to a variety of neighborhoods and destinations, and more opportunity for social interaction.

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Improving connectivity to Downtown should be considered with additional connection to Main Street shown, which currently feels like a traffic thoroughway.



Pedestrian & Bicycle Map



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### Provide More Bike Parking & Storage

Cyclists must have safe and convenient places to store their bicycles at a trip's end. One of the most user-friendly designs is the "u-shaped" bicycle rack, though locally-made options that maintain a high level of function should be encouraged. There are currently not enough bike racks and secure bike storage in Lewiston. A public/private partnership could be created between local non-profits, business owners and the City to fund and install racks and bike storage in proximity to schools, municipal buildings, or other popular destinations.

Racks and secure bike storage should also be available for those who access the City via bike trails and for use during events.

### Encourage End of Trip Facilities

Easily identifiable bike shops, repair stations, cafes, and other businesses that cater to the needs of hungry and thirsty bikers will do much to build the City's reputation as a bike-friendly destination. These kinds of highly functional end-of-trip facilities, combined with primarily employer incentivization programs such as common tax-free employer subsidy for riding to work and other "soft" improvements, would continue to build on Lewiston's bikeability.

## Parking

### Relax Parking Requirements

To set itself apart and to attract needed economic investment, Lewiston should consider taking the bold step of relaxing ~~and, where appropriate, eliminating~~ parking requirements ~~in line with progressive cities around the Country.~~ By ~~eliminating~~ parking requirements in the downtown area and possibly elsewhere in the City, each new development can determine exactly how much parking is needed without wasting land and resources on parking spaces, finding more creative ways to meet resident or customer needs. Simplifying this aspect of the development and approval process would help attract potential developers and increase Lewiston's competitive advantage.



Update the zoning regulations to consider relaxing and eliminating the off-street parking required for new development.



Planning & Code Enforcement

### Unbundle Parking

The cost of parking is typically embedded in residential purchases and rentals, so residents often don't realize the true cost of using valuable land for parking. With unbundled parking, residents buy or rent each parking space separately from the residential unit, helping to reveal the true cost of storing each car. Tying together cost and choice is one of the most effective means of reducing overall parking demand since some residents will opt to give up their vehicle and use transit over paying extra for a parking space. The City can help facilitate this by relaxing ~~or eliminating~~ parking requirements in the zoning ordinance, allowing parking to become a commodity with developers free to build as many or as few spaces as they believe consumers will purchase.



Provide incentives for developers to unbundle parking.



Private Sector  
Planning & Code Enforcement

### Facilitate & Simplify Shared Parking

Shared parking allows nearby property owners to share a common parking facility rather than maintaining two separate facilities. It allows for more efficient parking lot design and makes better use of the aggregate spaces that are available. Since uses that share spaces may have peak parking demands that differ by time of day, fewer total parking spaces are typically needed. Shared parking also has the advantage of improving development feasibility, helps increase densities, and promotes mixed-use and pedestrian activity. Shared parking is currently allowed by ordinance. However, the code creates some administrative hurdles that could be removed in order to make the process more simple.

adopt an aggressive strategy to re-invigorate the public transportation system. The City should work with ARTC to potentially expand routes and hours of operation, including late evenings to better serve commuter needs and Sundays to better serve the local population. A stronger partnership could be built with Lewiston's educational institutions to better serve student users who take the bus.



Appropriate funds in the LARTC Transportation Improvement Program to fund improvements to the citylink bus system.



Economic & Community Development  
Public Works  
LARTC

### Improve Intra-City Public Transit

The Vision of Western Maine Rail includes the concept of extending passenger rail service from Portland to Lewiston/Auburn (to a new intermodal facility located at the Auburn-Lewiston Airport, a facility located in downtown Lewiston-Auburn, or both ) with future extensions to Bethel and eventually Montreal. The Northern New England Passenger Rail Authority (NNEPRA) is currently evaluating alternatives for extending the Downeaster Amtrak service to Auburn.

Lewiston should also look into other forms of intra-city public transit. The City should pursue bus companies to provide additional, frequent and regional service to Lewiston and potentially locate a new bus station in the downtown to meet the needs of Lewiston residents and students, and to attract potential new visitors to the city.



Pursue Concord Trailways to provide bus service to L/A with a station in Downtown Lewiston.

Pursue Amtrack and other providers of passenger rail service about a station in Lewiston.



Economic & Community Development

## Regional Coordination

As a transportation service center, Lewiston and Auburn play an important role in regional and state plans to expand and improve rail, air, and truck services. These important economic resources should continue to be developed and expanded. Lewiston should also continue to stay involved in regional and state conversations related to expanding and enhancing existing rail, trucking, and air facilities and exploring the potential of adding passenger rail service. The City has strong ties to the turnpike and there is potential for additional turnpike related development to ensure that Lewiston retains its role in providing regional truck transportation services. Areas around Exit 80 have become home to major distribution centers serving Maine, other states in the northeast and the Canadian Maritime Provinces.

### Regional Traffic and Transit Services

The City should continue to work closely with Androscoggin Transportation Resource Center (ATRC) to promote regional and long-range traffic studies and ensure that Lewiston streets can continue to adequately support local and commuter traffic while safely accommodating all modes of transportation and protecting local quality of life. The city should also aggressively pursue regional bus transit as well as rideshare programs to better tie Lewiston to other service centers throughout the state.

### Rail

The City of Lewiston should stay involved in conversations with regional and state agencies and area railroad companies to upgrade rail lines and extend the current high-speed line designation north of Auburn as a means of expanding freight service and possibly establishing passenger rail service throughout Maine and to the Canadian Provinces.

### Transit

In order to promote efficient, cost-effective regional transit programs, the City should work with ATRC and regional transit providers such as the Lewiston Auburn Transportation Committee (LATC) to implement the recommendations of the ATRC's long-range plan *Connecting the Future: Transportation Plan for 2013-2035*.

# Policy

## Update Shoreland Zoning Standards

The City's Local Shoreland Zoning regulations have not been updated to reflect the most recent changes in state standards. The City should take steps to make adjustments to meet these recently revised state requirements. Furthermore, the City should also recognize that all water bodies are important parts of the local ecology and that additional policies and strategies should be considered for their protection. Local provisions in addition to those administered by the State to establish vegetated buffers, or areas of vegetation situated between the built environment and the water, trap sediments, excess nutrients and other pollutants, prevent erosion, and help to stabilize sloped areas and the shoreline.



Amend Shoreline Zoning Standards and additional resource protection provisions



Planning & Code Enforcement

~~habitat preservation. In this way, property owners in rural areas may sell off development value while still retaining ownership of the land itself. The land to which the rights are transferred is called the "receiving" property. By acquiring additional development rights, the receiving property can be developed at a higher density, allowing for greater development potential in areas that may be underutilized. A strong market analysis should be completed to ensure that the demand for increased density is actually present. Development rights may be transferred by buying and selling on an open market, as in real estate, or through a transfer of development credits (TDC) program run by the City or other non-profit organization. Transfer of development rights programs are common and effective in states like Florida, California, and New York.~~



~~Investigate the possibilities for a TDR program in Lewiston.~~



~~Planning & Code Enforcement  
Economic and Community Development~~

## Reduce Cut and Fill

Rather than flattening a site to make it level and uniform, site designers should be encouraged to reduce grading and work with the existing topography. Though it may be simpler to design for a level site, flattening the terrain degrades the character of a site and often requires the use of unsightly retaining walls and loss of mature trees. Intensive grading also destroys surface drainage patterns, thus requiring artificial management of drainage through costly systems.

The City should consider improving current standards that encourage that the landscape will be preserved in its natural state insofar as practical by minimizing tree removal, disturbance and compaction of soil and by retaining existing vegetation insofar as practical during construction, and avoiding extensive grading and filling as far as possible. A common guideline is to restrict development on slopes over 15% to single-family homes and avoid construction completely on lands over 30% grade.

## Create a TDR Program

~~Lewiston's relatively slow population growth gives the impression that a great deal of land is permanently protected. However, most of Lewiston's woodlands are subject to low density residential and commercial development. Establishing a transfer of development rights (TDR) program would allow Lewiston landowners the opportunity to transfer the right to develop from one property to another in order to protect the City's rural character and enable higher density development in the downtown and along commercial corridors. A typical TDR program protects open space and agricultural areas from development by transferring development potential to designated growth zones where additional development rights can help meet a community's goal of investing in areas where infrastructure already exists. In such a scenario, the land where the development rights originate is called the "sending" property. When rights are transferred from the sending property, the land becomes permanently protected for agriculture, recreation, or natural resource or~~

 Improve standards to preserve the existing topography during the development phase

 Planning & Code Enforcement

 Preserve street trees during the site plan review process. Install and maintain street trees along all of the City's neighborhood streets.

 Planning & Code Enforcement  
Forestry Board  
Lewiston Public Works

## Keeping it Green

### Preserve Tree Canopy

Tree preservation is a necessary step in the site planning process. Lewiston has an active arborist program, a joint Lewiston/Auburn Community Forest Board and both cities have been named ~~tree~~ Tree City USA cities. Early in the design process, the natural landscape of a site should be assessed to identify native tree species and areas of significant tree concentration. These factors can be incorporated into site plan review standards to help determine the location of tree rows, parks, yards, and trails.

 Preserve trees to the maximum extent practical during the site plan review process

 Planning & Code Enforcement

### Preserve, Install, & Maintain Street Trees

In an urban setting, street trees shade pedestrians, promote slower traffic speeds by creating visual friction that results in more cautious driving, and increase property values. Ecologically, street trees reduce heat island effects. Along an urban street, trees should be in tree wells and esplanades if possible. In front of businesses, species should be selected that are conducive to retail uses and storefront visibility. In less urban locations such as residential neighborhoods, trees should be planted between the roadway and sidewalk or behind the sidewalk within the public right of way in a more natural arrangement.

### Create Pocket Parks

Parks play a vital role in neighborhood life, providing places for children to play and residents to meet. This includes pocket parks, which are small-scale breaks in the urban fabric. They are typically a quarter acre or smaller in size. Parks should be distributed within a five-minute walk of most households. Pocket parks typically include amenities such as shaded seating, play areas, hard and soft surfaces, play equipment, and community gardens. They ideally have daycare locations nearby to ensure consistent usage. Though the City may maintain these parks, non-profit organizations may also be responsible for establishing and maintaining such parks. There are two citizen-initiated efforts underway to create new neighborhood parks in Lewiston, including a 2-acre park at the location of the old Pettingill School.

 Seek opportunities to create small pocket parks during the land development process and in areas of the downtown where landowners are amenable.

 Planning & Code Enforcement  
City Council

## Food

### Improve Access to Fresh Foods

Lewiston should seek out ways to avoid food deserts, which are areas that have a high residential population but nowhere to buy fresh, healthy food. Convenience stores, gas stations, and drug stores, which have in many ways replaced the traditional corner store, rarely sell the staples of a healthy diet. Wholesome bread, unprocessed meats, and fresh fruits and vegetables should

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be available to all households. The City should encourage and support neighborhood-based convenience stores and grocery stores to offer fresh food in high visibility locations at competitive prices. Alternatively, food trucks or mobile farm stands could be allowed to sell within Lewiston's residential neighborhoods. The downtown would benefit from a regional grocery store and local whole foods market within walking distance of high-density residential areas. ~~The City should support the efforts of organizations like Grow L.A., which is working toward locating a new market in the downtown.~~



Provide incentives for existing retailers to sell fresh food or allow mobile farm stands. Support the efforts of non-profit organizations trying to increase food system expansion and diversity.



Economic & Community Development  
Good Food Council of Lewiston-Auburn

### Find a Permanent Home for the Farmer's Market

Lewiston hosts both a winter and summer farmer's market. Participants in this planning process expressed a desire for a permanent year-round location. The new home for the market should be in downtown within walking distance of transit. Ideally, this location could also serve as a drop-off and pick-up place for local community supported agriculture (CSAs) and include a community kitchen. Finding a well-sited and low-cost space is essential to making a permanent market economically viable.



Locate farmer's market in a permanent and sustainable location.



Planning & Code Enforcement  
Economic & Community Development  
Lots to Gardens

## Families

### Collaborate Around Healthy Schools

~~Lewiston has good schools embedded within walking distance of neighborhoods, a competitive advantage that the City should capitalize on.~~ The City should expand its focus on schools and Lewiston's youth through promoting good health along with academic achievement. Innovative physical education classes, activities, and healthy meals that celebrate cultural diversity should be a part of the daily school experience. Attention should be given to planning safe routes to schools and encouraging walking and biking. The new farm-to-school produce is an excellent addition to school lunch programs and this effort to feature locally grown foods should be expanded with ~~its~~ emphasis on fruits and vegetables. The City and community should ensure that elementary schools offer recess in safe and engaging playgrounds and make more extensive use of the City's ~~expand~~ trail network. Health education classes should focus more on building ~~live~~ long skills and include more lessons on nutrition and physical activity for live. In addition, school-based health services should be available to help a student by every definition of the word "health." In addition, healthy food options should be promoted in the vicinity of the high school, with City health policies that encourage new healthy restaurants and reward existing restaurants for having or adding health food choices to their menus.



Partner with the schools, parent teacher associations, and wellness teams to make Lewiston's schools healthy and safe.



School Department

### Provide Many Health Services In One Location

Part of keeping people healthy is getting them healthy in the first place. By reaching out to at-risk populations, Lewiston's efforts are maximized. The City should support and encourage a multi-vendor health center that low-income people without

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# Unite as One Community With One Voice

The Lewiston has a long history of hosting immigrants who built the City and by whose sweat and effort the prosperity of the City was enhanced. This is neither the first nor the last decade that Lewiston will see a significant influx of immigrants. What makes the current ~~New Americans~~ different from previous immigrant populations is that they are largely refugees. The overall health and functionality of the City is closely tied to the ability of long-time residents to help speed the process of making this new population feel welcomed.

## Know that It Takes Time

Lewiston's most recent wave of immigration is in many ways similar to other immigration scenarios around, both today and at times in the past. These new people from faraway lands are visibly from a different culture, speak a different language, and may be nervous and scared. It is normal for people to adapt slowly to new surroundings and equally challenging for the local population to adjust to these new neighbors. There is an opportunity for people to learn from Lewiston's recent past and help make these transitions easier for everyone.

 Hold events that can help to break down barriers and facilitate communication that allows people to more quickly feel compassion, understanding, and interest in people who are different from themselves.

 Local Non-profit Organizations

## Engage Immigrants in Teaching Roles

Job scarcity and an initial reliance upon social services may make local residents feel as though immigrants and refugees are taking advantage of handouts. However, new people bring with them not only their needs but also their unique skills. These skills can be refined and can become a source for innovation. ~~The New Americans' survival skills and habit of frugality can be an asset to anyone who is struggling financially.~~

Immigrant populations should be encouraged and empowered to take on leadership roles within the community, such as in the community gardening programs. Their knowledge of agriculture is indispensable to locals who wish to learn these skills. The immigrant population could also take on leadership roles within Lewiston Adult Education, teaching small-scale agriculture, wilderness survival, and perhaps even small farm animal husbandry courses. This would not only spread knowledge but bring the community together while employing immigrants in the education sector.

 Work with local education programs to ~~give precedence to~~ minorities and immigrants when seeking new teachers.

 School Department

## Create a Documentary on Lewiston's Immigrant History

Learning about the history, culture, and struggles of those who have immigrated to Lewiston will serve to educate locals and remove some of the fear that is associated with the unknown. Learning about the deplorable living conditions, immense struggles, terrifying danger, and great losses these new neighbors suffered prior to settling here will provide a valuable perspective.

A documentary film could be made telling the story of Lewiston's immigrants and feature the

history, culture, and conflict in the Somalia juxtaposed with the lives of individuals now here. This could be made in conjunction with a local film festival, broadcast on local access television, and shown periodically in local schools.

To implement this, the City or another local organization could put together a crowdsourcing campaign either locally or through an online service such as Kickstarter. Silent auctions, bake sales, and other fundraising techniques could be used to supplement the crowdsourcing campaign.

 Seek funding and award a grant to a local artist to make a documentary on Lewiston's [New Americans](#), [Local Education Programs](#)

 Local Non-profit Organizations

### Provide Academic Support for All Ages

~~Tree Street Youth is a treasure asset to Lewiston's youth regardless of social or economic status.~~ The City should continue to encourage partnerships with organizations that provide academic support for all ages.

There is also an opportunity for [Tree Street](#) to work with Lewiston Adult Education and local colleges to offer similar support services to adults within the Lewiston Adult Education program.

 Partner with [Tree Street](#) to encourage partnerships providing academic support.

 Economic & Community Development

### Volunteer as Cultural Exchange Ambassadors

Assimilation into American culture can be quite a shock to immigrants. Lewiston should consider and encourage a cultural Exchange Ambassadors Program where locals volunteer to be matched with a newcomer [that](#) wants help getting acclimated to American culture and traditions.

This kind of program would provide a formal and low-pressure opportunity for people to learn about fellow residents and break down cultural barriers.

 Develop a Cultural Exchange Ambassadors Program, hold informational gatherings, spread awareness throughout the community and encourage both locals and immigrants to join.

 Local Non-profit Organizations

### Continue to Promote Empowerment Through Citizenship

Refugees in America are non-citizens. They cannot vote unless they apply for and meet the requirements to become a citizen. Thus, [New Americans](#) may feel that they have no control over their or their children's future. One-on-one encouragement and assistance in the process of becoming a U.S. citizen is a critical early step. More can and should be done locally to make citizenship courses affordable and locally available so that [New Americans](#) can quickly move from feeling helpless to feeling empowered.

 Help immigrants achieve citizenship and thus a better-represented public during voting periods.

 Local Non-profit Organizations

### Immigrants' Day

The City should support efforts by local organizations to equally value all cultures by embracing and supporting new settlers and make them feel welcome. A yearly welcome celebration or Immigrants' Day could be planned, and locals and immigrants alike could attend regular welcome parties held throughout the year.

 Support and endorse an annual Immigrants' Day celebration that features the ethnic foods and activities of both present and past immigrants.

 Recreation Department  
Lewiston Public Library  
Lewiston Youth Advisory Committee

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regardless of social or economic status.
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and local field offices of the United States Citizenship and Immigrations Services.
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these organizations that provided extended educational opportunities
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and
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with organizations
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who

## MEANINGFUL INTERACTIONS

One way to foster interracial interactions that lead to cultural exchange is to hold organized events in public spaces that are natural meeting-areas for City residents. Studies about interracial interactions suggest that to be successful these events should:

### Produce high levels of interaction

One-on-one interaction that encourages a more honest and open conversation is preferred. Avoid anything that includes a passive audience like movies or lectures. The environment should not be competitive. However, mixed teams that share a common goal, such as sports teams or teams of volunteers working on a local project, can produce positive interactions.

### Provide opportunities for cultural exchange

Simply putting people in a room together will not encourage cultural exchange. A multi-cultural festival with performing arts, crafts, food, song, and speakers would be appropriate in Lewiston. Culturally themed films, with films in the native languages of immigrants, could also be integrated into Lewiston's current film festival.

### Maximize accessibility of events

To encourage all types of people to attend events, entrance fees should be minimized without dress code requirements. Events should also be held in public spaces that can be accessed by foot or public transit. Posters could also be made in multiple languages to reach those who are still learning to speak English. Event sponsorship could also be sought from organizations or businesses that are familiar to New American populations.

### Equally value all cultures

The Somali and Bantu populations may be the most recent influx of newcomers, but they are not the only immigrant population or unique culture in Lewiston. Franco-Canadians and Irish Americans should be celebrated as well. City institutions, such as museums, libraries, and organizations that create public art, should give equal attention to the positive aspects of all cultures in the City. Since this often does not occur, events should devote resources to celebrating cultures that are too often degraded or overlooked.

# Provide Reliable Services & Municipal Transparency

During the Planapalooza, many people agreed that there is a continuing need for open and transparent government. True transparency includes thoughtful discussion, an honest dialogue, and the ability for a city and its representatives to listen to local people and hear what they are saying. Accurately documenting discussions and sharing information is essential to making people feel like they are an active and respected part of the process.

## Open Governance

### Creating an Open Governance Plan

Lewiston should create an Open Governance Plan to emphasize the City's ongoing commitment to open and fair governance. The plan should include many if not all of the following recommended actions and strategies. The Plan should encompass all municipal departments.

The development of the Governance Plan should also include a strategy to encourage the participation of youth in City decisions, plans, and policies and engage the Lewiston Youth Advisory Council. For each age group targeted, local institutions should help select student representatives to collaborate with the City to help guide the tools and outreach methods to be used. Minority populations and women should also be targeted for involvement in shaping the Open Governance Plan.

 Create and Open Governance Plan to encourage a transparent municipal government.

 City Council

### Expand and Market the Community Report Card

Lewiston already prepares a monthly ~~self-assessment~~ that is made available as a PDF on the City's website. The City also reflects annually as an element of the City Administrator's evaluation and information on progress/accomplishments is included in the monthly report. What is included in this analysis is up to the City and local residents, with quantifiable targets set that help simplify the process of evaluation, such as number of new affordable and market rate units within the Downtown, reduction in the number of Combined Sewer Overflows, increase in local retail sales, or square footage of new development within designated Growth Areas versus Conservation Sectors. Open public meetings should be utilized to guide the development and updates of the report card. Municipal budget will need to be allocated to fund some of the studies required to assess progress.

 Expand and market the Community Report Card. Set aside budget for annual assessment.

 City Council  
Department Heads

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### Use the Planapalooza Process Regularly

Lewiston should move beyond standard public notice and public hearing practices and embrace a more proactive ~~and progressive~~ form of governance. Planapalooza, initially met with extreme local skepticism, was ~~perhaps the most~~ successful community-building engagement event in the history of the City. People with opposing views sat around tables and engaged in direct dialogue, gaining new levels of understanding around the complexity of certain issues and working together to problem solve. Relationships were built and improved. Trust was established.

If there were ever a municipality that responded well to this open and intensive form of hands-on community engagement, it is Lewiston. The City should continue to use the Planapalooza methods, in its complete or modified form, when working through complex planning or policy-related issues. Having seen how the process works, staff, with limited consultant support, could use a similar forum to work through issues related to housing, historic preservation, zoning, development proposals, and other charged topics. These interactive forums should be advertised as community building events, with notifications going out to local organizations, schools, City listservs, and new media outlets such as Facebook. Posters and post cards translated into Somali should also be prepared and distributed, taking advantage of Lewiston's existing social and organizational networks. Planapalooza-style forums should involve food, fun, and engaging round-table brainstorming events and stakeholder meetings, both facilitated by a third party. Draft ideas should be presented within hours or days of gaining community and stakeholder input in order to maintain momentum and avoid the loss of ideas. City staff, elected officials, and members of City boards and commissions should actively participate alongside citizens and stakeholders in these events. The outcome of this initial, more personal process should be fed into the formal review process.

A regularly scheduled Planapalooza forum could be held annually to check in on the progress of the Legacy Lewiston and update the Community Report cards.

 Employ the Planapalooza process for all important or controversial City-led decisions.

-  Community & Economic Development
- City Council
- City Administration

### Improve the Public Notice Practices

Residents should have access to the same information as the City Council and Boards to help them become better informed of the issues in Lewiston and foster a better dialogue between constituents and City officials. All RFPs, development proposals, demolition notifications, council and planning board packets, Capital Improvement Projects, Tax Increment Financing Districts, Bonds, and other major City business are currently available to citizens. However, under the current system, where some people may spend a significant amount of time researching and reading the fine print to track down notices and locate information, ~~the City should instead~~ make it difficult for people to avoid knowing about what's happening locally. A weekly or biweekly email blast with updates on unfolding City business should be sent by the City Manager to an open email list.

Partnerships with the local media outlets should be expanded upon to improve on the regular reporting of City Business, with summary press releases issued regularly by the City. Local media are an asset to Lewiston's community and should continue to be treated as a dedicated source of unbiased reporting on the City.

 Send weekly or biweekly email blasts and regular press releases to all local media outlets that describe all unfolding City business.

-  City Administration
- Department Heads
- Management Information Services

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-  Author: dhediger Subject: Cross-Out Date: 9/9/2015 9:27:58 AM
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School Department
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The city needs to emphasize the financial benefits to the community of recycling and improve upon the existing low rates of 11.2% in fiscal year 2013 and 8.7% in 2015. Additional outreach and education of the benefits of recycling must also be expanded upon.

### Expand Parks & Recreation Facilities

Continue to implement recommendations in the Lewiston Parks and Recreation Comprehensive Plan (1993) and Lewiston Recreation Recovery Plan (2003), but explore the opportunity for new plans and see what has been implemented and needs improvement. Both of these plans are dated and should be updated, but portions remain relevant and important references for the City. Maintenance responsibilities for existing parks and recreation facilities should be a high-priority for City officials while also seeking strategic partners or opportunities to expand the system as residents demand new services or new service locations. Key partners for improving access to parks and recreation facilities in the planning area include the State of Maine, the Lewiston School Department, Bates College, LA Trails, Androscoggin Land Trust, numerous private youth and recreation program providers, and special event sponsors.

 Identify ways to 'do more with less' for maintaining and expanding the City's parks and recreation facilities. Financial investments by the City should focus on finding partners and/or leveraging resources to expand services.

-  City Council
- Recreation Department
- Lewiston Public Works
- Planning & Code Enforcement
- Lewiston School Department

### Improve Solid Waste Collection & Disposal

Based on current disposal rates, the City's landfill is estimated to have adequate capacity for the next 40 years. However, solid waste management can be further improved upon by continuing to expand the City's recycling program to divert residential waste from the landfill.

 Renew energy in the City's recycling program to increase the percentage of residential waste diverted from the landfill under the recycling program ~~from 20%~~ to 30% by 2030.

-  City Council
- City Public Works
- (Solid Waste Division)

### Conduct Space-Needs Study for City Offices & Facilities

Monitor the needs for office space and facility locations as population increases in the future, and consider a space-needs study for the 2030 planning horizon to keep pace with development and changes in technology.

 Complete a space-needs study to anticipate where, when, and why new buildings or facilities may be needed to serve future development between 2020 and 2030.

-  City Council
- City Administrator
- Public Works

### Expand Library Services

Community resources and programs provided at the Lewiston Public Library should be expanded (both in scope and variety) to meet the needs of residents. The physical location in downtown should always be a priority to serve need-based populations; while technology and mobile resources (e.g., book mobile, book fair events in public schools, etc.) could expand the geographic reach of library resources.

 Invest in the Lewiston Public Library (and its resources) to expand the scope and variety of services available to local residents.

-  City Council
- Lewiston Public Library

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Participation and requests by the School Department must be included as part of the process.

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Insurance Services Offered Limited (ISO) partners with municipal fire authorities, city managers, and other community officials to evaluate local fire-protection resources.

### Maintain Police Protection

The City's police department has successfully addressed crime in Lewiston, cutting by half the city-wide crime statistics reported in 1985. While recognizing that data shows crime fluctuating from year to year, Lewiston's statistics are now lower than those reported for Maine's other major cities. The department's success, in part, is the result of proactive policing programs, community education, and partnerships with city, county, state, and federal police programs.

 Continue to increase police resources and their presence in the community to permanently reduce from year-to-year annual crime statistics reported for Lewiston.

-  City Council
-  Police Department

### Maintain the City's ISO Rating

The City should plan and program improvements for fire protection to maintain the ISO rating in the primary growth area. A strategy may include new station locations, building or equipment expansion at existing stations, water or fire hydrant location improvements, personal changes, etc. that help maintain the ISO rating as the City continues to grow and develop.

 Update the City's Station Location Analysis Study completed in 2001 to evaluate the development types, patterns, and intensities depicted in the official Growth and Conservation Map, and recommend improvements to maintain or improve the ISO rating in the primary growth area.

-  City Council
-  Fire Department

### Capital Project Investments

The City should ensure that recommendations and official maps in the City's Comprehensive Plan are the foundation for funding and scheduling capital projects in the City's Five-Year Capital Improvements Plan. Continue to highlight the 'statement of consistency with the City's Comprehensive Plan' as an important component of the CIP planning process. The narrative developed for the consistency review should be prepared by the requesting department, and reviewed by the City's Planning Department, suggesting edits as necessary. The five year plan should also include a low, medium, high priority ranking to the narrative consistent with the plan implementation matrix included in the City's Comprehensive Plan.

 Modify slightly the current CIP planning process to reinforce the 'statement of consistency with the City's Comprehensive Plan' as an important consideration for funding and scheduling future year capital improvements.

-  City Administrator
-  Planning & Code Enforcement
-  Other City Departments submitting capital projects for the next CIP

### Focus on Kennedy Park

Kennedy Park is a classic American urban park that is used for a wealth of summer activities. Despite heavy use, the park could be even better utilized. Efforts should be made to turn Kennedy Park an "all day, every day" attraction for all Lewiston residents. While the skate park, swimming pool, and basketball courts tend to be well used, especially by local youth, the other three quadrants of the park can support greater use. The bandstand, which is currently condemned, should be restored as a point of civic pride and a venue for music and activities. Support should continue for programming that appeals to a larger and more diverse population including seniors, families, and baby boomers that live on the outskirts of town should be enhanced as a way to engage those segments of the population with the center of the City. Thought should also be given to the overall design of the park with continued

# Changing Perceptions

One of the biggest challenges standing in the way of Lewiston reaching its potential and achieving a more prosperous future is overcoming the negative perception of the City that has developed over the past 40 plus years. Some of the perceptions are unfounded while others ~~have been rightly earned~~. It is clear that there are two related issues: the negative self-image held by some local citizens and the stereotypes and labels applied to Lewiston from those outside of the City. Many people feel that Lewiston has higher instances of crime, poverty, and unemployment than other cities in the state. People say there is nothing to do, ~~that the City is not progressive~~, that it is run down and suffers from racism. Many of these beliefs are not accurate and have become self-perpetuating stereotypes that ~~prevent~~ the City from moving forward. Local leaders must focus time, energy, and resources on changing these perceptions, working with current residents to build a positive self-image and a sense of community pride that will, in turn, position the City to more effectively attract residents, businesses, and visitors.

### What is Lewiston?

For successful economic development to occur, Lewiston needs to rebrand itself, building on the City's unique potential. An energetic ~~and progressive~~ marketing firm should be hired to help the City package its unique identity. The message must be authentic and represent what Lewiston is now and what it wants to become. As the second largest City in the state, Lewiston deserves more than logos and tag lines like "A great place to live, work, and play," "Come grow with us," or "Exceeding your expectations." It needs a powerful image brand that will set the City apart, attract like-minded residents and businesses, and build a strong presence in the New England market.

 Hire a marketing and branding team to create a fresh image for Lewiston.

 Hire a public relations team to begin pushing for a more positive view of Lewiston targeted to those outside the community.

 Economic & Community Development

 Economic & Community Development

### Getting Out the Word

Branding a city is no different than branding a corporation or a public figure. If the world is hearing a negative message, reputation is tarnished. Proactive steps, focused energy, and money are required to get out the right message and change perceptions. Lewiston should take its own reputation seriously and hire a ~~progressive~~ national public relations firm to help the City craft a positive ~~and progressive~~ message and spread the word broadly. It is important that the message be current, aggressive, and relevant. Local, regional, and national campaigns should be rolled out to improve the reputation of the City immediately.

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add Lewiston Auburn Economic Growth Council

## Regulatory Barriers

The City of Lewiston's zoning code and land development regulations need an "upgrade" to deliver the community vision articulated by the plan. The City's existing zoning does not encourage the range of housing, recreational, retail, and civic opportunities sought by residents. In addition, the City's economic development is hindered by zoning categories which are out of synch with market needs. As a result of the way in which the existing zoning in Lewiston is written, the predominant form of development over the past 30 years has been detached single family homes on large lots with strip commercial development along the main thoroughfares. Because of this zoning, Lewiston has a limited range of lifestyle options, making it difficult for the City to remain competitive in a national market where preferences have changed and more people desire smaller homes and apartments within walking distance of amenities. While improvements are possible within the boundaries of the existing regulatory system, Lewiston may want to consider a more holistic approach, adding form-based coding to the City's planning and economic development toolkit.

### Why Regulatory Change Now?

During the Planapalooza, it became clear that a majority of the community wants to see additional options and higher quality development in the downtown, along corridors, and in new planned centers of activity. While everyone agreed that existing neighborhoods should be preserved to maintain the lifestyle preference of those who like Lewiston the way it is, there was broad consensus that new growth should occur in the form of clearly defined compact, walkable, mixed-use centers as described in the Plan Framework section. This approach allows for greater lifestyle choice so that there is something for everyone. Unfortunately, the current zoning ordinance has limited capacity to enable, encourage, and promote the diversity of high quality places desired by the community.

Over the years, Lewiston's existing zoning has been amended in a piecemeal fashion to address specific issues as they have come up, without a major rewrite in the roughly 25 years since it was first enacted. Because of this history of "tacking on" amendments, the zoning has many deficiencies and inconsistencies and is difficult to use.

### Zoning Today

Like most American cities, Lewiston's current zoning is based in concept on the Standard State Zoning Enabling Act of 1926. Often referred to as "Euclidian" zoning after a 1926 Supreme Court case involving Euclid, Ohio, its primary purpose is to separate uses. At one time in Lewiston's history, the separation of homes from factories was critical. Today, Euclidian zoning goes too far, separating compatible uses such as homes, businesses, and offices. Because of this mandated separation and the additional requirements for large setbacks and buffers, virtually every errand run outside of downtown Lewiston requires a person to drive. This outcome didn't just happen. Lewiston's version of new development looks strikingly similar to new development across Maine and the country as a direct result of conventional zoning codes, all modeled on the same generic zoning template.

### A New Approach

In order to implement this Comprehensive Plan and remove barriers to potential investment, the City should pursue a comprehensive rewrite of its zoning and subdivision ordinances, including form-based components to deal with all aspects of community character and design. While conventional zoning may remain prudent and appropriate in certain areas of the City, the adoption of form-based or “character-based” codes will assist in achieving desired outcomes in appropriate areas.

#### Creating Mixed Use Centers

A form-based or “character-based” approach to land use regulation will more effectively yield walkable, compact, diverse, mixed-use environments focused in areas where the City has determined growth should occur. The owner of a shop or office can live above their place of work. Children can walk to their school. People can walk from their homes to a corner store, coffee shop, or restaurant.

In contrast with conventional zoning, which emphasizes separating uses, a form-based code uses character — the look and feel of a place — as the primary organizing principle. Form-based codes take the approach that most uses, which fall into the broad categories of retail, residential, office, civic, even light industrial activities, are compatible, having traditionally coexisted happily in communities for centuries. Given appropriate standards, all of these uses can be located close to each other, except in unique cases where smells or extreme noise are an issue, where the conventional approach of separating uses is appropriate.

Just like conventional zoning, form-based codes set rules and expectations for development by placing more emphasis on character and having a greater appreciation for the complexity and nuance involved in protecting and making great places.

Form-based codes focus on the character and feel of a place, allowing land owners and developers to build places that contribute to a more sustainable,

healthy, and safe community. This includes: emphasizing sustainable stormwater systems; alleviating traffic congestion by promoting a more interconnected street network when possible; reducing traffic speeds in areas that are appropriate for pedestrians and cyclists; allowing for easier construction of traditional housing types including ~~civilized~~ apartment buildings and garage apartments; and enabling more intense infill development where there is a local interest in creating centers of activity and maximizing use of existing infrastructure.

#### Protecting Neighborhoods

While Form-based codes can be used to promote infill and new investment in activity centers, it can also be a powerful tool to re-enforce and protect existing land use patterns. Where existing suburban neighborhoods already exist, a form-based approach can maintain the current character and existing lifestyle while making it easier for homeowners to make simple modifications to their home and property. As with any zoning change, existing buildings would be grandfathered until such time as a substantial change is made to a property.

#### Simplify the Code

Another advantage of the form-based coding

BUILDING PLACEMENT — PRINCIPAL BLDG		LOT OCCUPATION	
Front Setback, Principal	0 ft min, 5 ft max	Lot Width	18 ft min, 200 ft max
Front Setback, Secondary	2 ft min, 12 ft max	Lot Coverage	70% max
Side Setback	0 ft min, 6 ft max		
Rear Setback	greater of 3 ft min or 15 ft from center line of alley		
Frontage Buildout	75% min at front setback		
BUILDING FORM — PRINCIPAL BUILDING			
Building Height	3 stories max		
Ground Floor Height	12 ft min, 25 ft max		
Upper Floor Height	10 ft min		
Facade Glazing	30%		
Floor Type	flat, hip, gable		
YARD TYPES (see Table S.G.1)			
Edgeward	permitted		

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Continue to abide by the debt reduction ordinance for City and School spending, and to include enterprise funds in all debt reduction efforts.

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and

# Driving Success

Implementing the City’s comprehensive plan depends greatly on the ability of property owners, developers, City staff, elected officials, and the general public to work together for a common purpose. The “action plan” presented in this document organizes projects and action items important to helping Lewiston meet its economic and quality of life goals while informing future City investments and key decision making. The intent of the action plan is three-fold. First, it provides decision-makers with a blueprint for implementation. Second, clearly defined projects and action items identify public or private investment opportunities that are healthy, sustainable, and achievable. Third, regularly measuring achievements against the action plan (i.e., a “community report card”) provides stakeholders with the opportunity to track progress and hold elected officials accountable for implementing the plan. The structure of the action plan does not require all projects or action items be completed in sequence. Instead, it promotes flexibility and partnership opportunities between the City and other stakeholders for implementing the vision in phases, consistent with the pace of growth, emerging regional initiatives, or available funding. Furthermore, there are aspects of this plan that are multi-generational, that will require time, funding, cooperation and patience. The information that follows summarizes key components of the City’s action plan.

### Target Setting

Targets in the comprehensive plan define a desired, promised, minimum, or aspirational level of service for the City. They are implemented through specific projects, plans, or initiatives recommended in the plan implementation matrix, each improving conditions consistent with the community’s vision.

### Balanced Budget

Keep a balanced budget for the City (including the school budget) that does not borrow large sums of money from fund balances or reserves to cover regular operating expenses.

### Economic Development

Plan, program, and execute new economic development initiatives and bring in at least 100 new jobs per year through 2030. Jobs should be in targeted industries (especially medical, goods producing or professional service industries) that provide wages to comfortably live in Lewiston (i.e., a salary greater than \$30,000 per year).

### Jobs-Labor Force Ratio

Work to maintain and improve the jobs to population ratio in Lewiston as population continues to grow through 2030.

### Police Protection

Keep a consistent ratio between the number of sworn police officers and population in the City as it continues to grow. The current ratio is 2.24 sworn officers per 1,000 residents. This means eight new officers will be required to keep pace with population growth forecasted through 2030.

### Fire Protection

Allocate resources to the fire department to help maintain the City’s ISO Class 2 fire protection rating. Improvements should be focused on fire department readiness, water supply, or communications. (Note: An Insurance Services Office (ISO) rating is a score between 1 and 10 that rates a municipality’s ability to handle fire emergencies. A lower score indicates better fire protection abilities and generally translates to lower property insurance rates for residents and businesses.)

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add another sub-category under Resource Allocation titled " Staffing: Additional city staffing must be considered for the successful implementation of this plan. Specifically, the need to right size the Department of Planning and Code Enforcement will assist in moving forward with the vision and guiding principles of this plan in context with the implementation matrix."

**Parks & Recreation Facilities**

Work with partners in the region to build new parks and recreation facilities to serve future residents. Population growth anticipated through 2030 creates demand for nine additional park or recreation facility acres to maintain the City's current service delivery standards.

**Projects, Plans, Policies, & Initiatives**

New or amended projects, plans, policies, or initiatives are recommended throughout this plan to fulfill the community's vision for growth and development. In addition to existing plans and studies including the Riverfront Master Plan, the Downtown Neighborhood Action Plan, ~~the Lewiston Downtown Neighborhood Action Plan,~~ and the Lewiston Downtown Neighborhood Circulation Study, a brief summary of these items follows:

**City Plans & Policies**

Many recommendations in this document will require revisions to the City's land development code or supporting policies and ordinances. Additional plans and studies for specific areas or themes may be needed to support their implementation. Plans or policies affected by recommendations in the comprehensive plan are included in the plan implementation matrix.

**Capital Projects**

Capital projects identified for the City address existing deficiencies and/or anticipated future year needs. Implementation of the recommended projects provides additional capacity to serve the magnitude and timing of development depicted on the Conservation & Growth Map. Some of the projects listed in the plan implementation matrix will require coordination with responsible state agencies and/or utility service providers.

**City Initiatives**

New initiatives led by the City will address a wide range of topics important to promoting economic development, neighborhood revitalization, and improving residents' quality of life. These initiatives are a critical opportunity to build

local capacity by involving active and new members of the community in seeing through the recommendations of this plan.

**Specific Plans & Studies**

Some plans or initiatives recommended in the plan implementation matrix will require additional resources to complete. The City's Executive Department should coordinate with other City Departments to program funds and schedule special studies consistent with the time frames presented in the plan implementation matrix.

**Plan Implementation Matrix**

The plan implementation matrix helps stakeholders implement recommendations in the comprehensive plan. Each project, policy, or initiative identified in the document is also listed in the matrix. A brief description, budget estimate, funding options, time frame, and responsible party is provided for each item to help guide City officials with implementation.

**Resource Allocation**

City officials should budget for outcomes in line with what is recommended in this plan. This includes funding specific projects, plans, and initiatives consistent with the time frames presented in the plan implementation matrix. Together, these expenditures will move forward the vision statement and guiding principles to allow Lewiston to meet its full potential.

**Capital Improvements Plan**

The City's Capital Improvements Plan (CIP) guides future funding, schedules, and construction of capital improvements so that necessary infrastructure is in place consistent with demand. It distributes expensive projects over time, helping decision-makers coordinate improvements for greater efficiency and assess short-term financing requirements in the context of long-term fiscal needs and constraints. A well-coordinated and regularly-updated CIP document protects the community from abrupt tax increases and helps to reduce the City's tax burden for paying down municipal debt.