

**LEWISTON CITY COUNCIL**  
**WORKSHOP AND SPECIAL MEETING AGENDA**  
**CITY COUNCIL CHAMBERS, CITY HALL**  
**TUESDAY, JUNE 14, 2016**

**6:00 p.m. Workshop & Special Meeting**

Pledge of Allegiance to the Flag.  
Moment of Silence.

**WORKSHOP**

Casella Materials Processing Lease Amendment

**SPECIAL MEETING**

1. Review of the proposed New Comprehensive Plan entitled Legacy Lewiston.
- ES-2. Executive Session to discuss Property Disposition of which the premature disclosure of the information would prejudice the competitive bargaining position of the City.

LEWISTON CITY COUNCIL  
WORKSHOP AGENDA  
TUESDAY, JUNE 14, 2016  
LEWISTON CITY HALL  
6:00 PM

1. Casella Materials Processing Lease Amendment

The Council recently held a workshop on Casella's request to modify their existing lease for their materials reprocessing facility on River Road. Two requests were specifically designed to add a second shift to the facility: a broader geographical area from which materials could be brought to their facility and a minor expansion of operating hours to accommodate that shift. Another request was for an amendment to allow them to bring recyclables to Lewiston if one of their other facilities suffered a catastrophic event. At that time, the Council asked a number of questions and sought clarification of some issues. Please see the attached materials for further detail.

SPECIAL CITY COUNCIL MEETING  
IMMEDIATELY FOLLOWING THE WORKSHOP

1. Review of Comprehensive Plan

The City Council recently held a public hearing on the draft of the Comprehensive Plan forwarded to the Council by the Planning Board. The purpose of this meeting will be to review any final potential changes to the plan so that we can move it on for a final public hearing and adoption. Note that this will be done during a special meeting to allow actual votes to take place on proposed changes to the plan if necessary. We have adopted this approach to ensure that staff received the appropriate final guidance from the Council needed to prepare the final plan. Please see the attached material.

2. Executive Session – Land Disposition.



## EXECUTIVE DEPARTMENT

**Edward A. Barrett, City Administrator**  
**Phil Nadeau, Deputy City Administrator**

June 9, 2016

To: Honorable Mayor and Members of the City Council  
Fr: Edward A. Barrett  
Su: Casella Materials Recovery Facility Lease – Out of State Recyclables

We have been approached by Casella Recycling, LLC with a request to consider amending the existing lease for their Materials Recycling Facility located at the City's River Road facility. The initial proposal was discussed at a recent workshop, where the City Council asked for certain information and clarifications. The initial request included the following:

1. Allow accepting recyclables from New Hampshire, Vermont, and Quebec. If allowed, Casella would add a second shift to their operation employing an estimated additional 30 employees with an estimated payroll (including benefits) of approximately one million dollars.
2. Due to this additional shift, Casella is also requesting some minor changes in its hours of operation, increasing the hours during which recyclables may be delivered to the facility from the current 7 am to 5 pm to 6 am to 6 pm weekdays and allowing processing within the building to continue until 11 pm (up from the current 10 pm).
3. Adding a provision that would allow Casella to direct other materials to our facility in instances where one of their other similar facilities suffers a catastrophic breakdown that prohibits it from operating for a period of time. Casella notes that should that happen in Lewiston, materials from here could be redirected elsewhere; however, if it happens elsewhere, they are not allowed to move materials through Lewiston.

Since then, there have been subsequent discussions with Casella and proposed language modification to the lease amendment. These include:

1. Specifying that recyclables from Quebec could only come from areas located within a 150 mile radius of Lewiston (see attached map)
2. Adding a small area in Northeastern Massachusetts (see map)
3. Clarifying the circumstances and time period under which Casella could direct recyclable materials from another of their facilities, should one suffer a catastrophic breakdown. As now proposed, the breakdown would have to be reasonably expected to last more than a week; permission would be initially be granted for 30 days and could be extended for up to 5 additional 30 day periods upon a showing by Casella that reasonable progress was being made to return the facility to production.

At the time the original lease was negotiated with Casella, members of the public expressed certain concerns, most of which were addressed in the lease agreement. One concern was accepting out of state materials. As a result, the lease limits the materials that could be

processed to those originating in Maine. An additional safeguard was included in the lease through the following language:

“For purposes of this section, in-state waste shall not include waste originating from out of state sources that is subsequently processed or handled at a facility located within the State of Maine, with the exception of cardboard, plastic, and other acceptable materials as defined in Section 4 (A) above recovered at the KTI Biofuels, Inc. facility located in Lewiston, Maine.”

This language specifically addresses the issue of transshipment of material, where it would first be moved into Maine, minimally handled or processed, then brought to Casella’s facility in Lewiston. This language will remain in effect.

Casella estimates that, if allowed to accept this material, the annual tonnage processed at their facility will grow by 30,000 tons. This will require 5 loads in-bound each weekday and 2.3 outbound.

Experience at the facility to date has shown that about 8% of the material delivered does not qualify for recycling. This would produce an additional 2,400 tons per year of residue delivered to MMWAC for incineration and around 350 additional tons of ash to be placed in our landfill. This represents about a 2% increase in ash deliveries to our landfill each year.

A further statistical breakdown of this proposal has been provided by Casella and is attached.

A draft of a potential lease amendment is also attached.

As noted above, the existing lease agreement was the subject of considerable public interest and debate as it was being negotiated. Since the facility has begun operation, we have received no complaints about it from the public and the majority of the concerns expressed by the public during discussions of the lease have not arisen.

To date, Casella has met all of the requirements of the City’s lease and the facility appears to be meeting expectations.

Approving these changes will allow Casella to slightly expand its operating hours and add a second shift offering additional employment opportunities to area residents. It should be noted that Casella has consistently indicated that their intention is to expand the tonnage and hours of operation at their Lewiston facility as the volume of recyclable material in Maine increases. This amendment would speed that process.

I recommend your approval.

**Casella Resource Solutions  
Lewiston Zero-Sort 2nd Shift Proposal**

**Additional Tons into Lewiston**

<b>Additional Annual Tons</b>	<b>30,000</b>	Estimated: From NH, VT & Quebec (70/30) 21K tons from NH, 9K tons from Quebec, Canada
Avg Monthly Tons	2,500	
Avg Tons Per Day	114	
Avg Tons Per Load	25	
# of Estimated Tractor Trailers IB Per Day	<b>5</b>	Daily Additional Traffic, M-F
# of Estimated Tractor Trailers OB Per Day	<b>2.3</b>	Daily Additional Traffic, M-F
Traffic	<b>6.8</b>	
Residue %	<b>8%</b>	
Additional Residue Tons Per Year	2,400	
Additional Residue Tons Per Month	109.09	
Additional Ash Generated from MMWAC	720	Annually @ 30% reduction
<b>Additional Jobs (added 2nd shift)</b>	<b>30</b>	Or an estimated \$1M in Payroll, Health, WC, etc... Added to local economy

**Glass**

<b>Annual Glass Tons</b>	<b>1,620</b>
Avg Tons Per Load	18
# of Loads Per Year	90
Cost Per Load (to CT)	850
Annual Glass Cost	76,500

<b>Additional Glass Tons</b>	<b>1,500</b>
Avg Tons Per Load	18
# of Loads Per Year	83
Cost Per Load (to CT)	850
Additional Annual Glass Cost	70,833

<b>Total Cost</b>	<b>147,333</b>
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<b>Annualized Total Glass Tons</b>	<b>3,120</b>	Glass used as a Cover Material?
Proposed Rate Per Ton	5.00	
<b>Annual Revenue to Lewiston</b>	<b>15,600</b>	Estimated

**Greenhouse Gas Emissions Calculation**

Miles (1 Way)	250	
Annual Glass Tons	3,120	
Avg Tons Per Load	18	
# of Loads Per Year	173	
Total Miles	43,333	
Miles Per Gallon	5.00	
# of Gallons	8,667	
CO2e Savings Per Gallon	10.2KG	<b>88,400 84 Tons of CO2e Savings</b>

<b>Equivalency:</b>	
16 vehicles driven for 1 year	
180K miles driven by average passenger car	
25 tons of waste sent to a landfill	
4 Collection vehicles of waste recycled instead of landfilled	
10 Homes electricity use for 1 year	
175 Barrels of oil consumed	

**ADDENDUM TO THE LEASE AGREEMENT FOR MATERIALS RECYCLING  
FACILITY BETWEEN THE CITY OF LEWISTON AND CASELLA  
RECYCLING, LLC**

Original Agreement Dated February 25, 2013

**THE PARTIES AGREE THAT THE FOLLOWING PROVISIONS SHALL BE BINDING UPON THE PARTIES AND SHALL SUPERSEDE ANY PROVISIONS IN THE AGREEMENT WHICH CONFLICT WITH THIS ADDENDUM.**

1. *Article 4, Permitted Uses; Lessee's Work, Section B., In-State Material*, shall be amended to read as follows:

CASELLA shall accept only those Recyclable Materials originating within the States of Maine, New Hampshire, Vermont, a Northeast section of Massachusetts, and the portion of the Province of Quebec, Canada located within a radius of 150 miles from the City of Lewiston, Maine as detailed in Exhibit A. No other out-of-state Recyclable Materials of any type will be accepted for processing or storage at the leased Premises. For purposes of this section, Recyclable Materials shall not include Recyclable Materials originating from other out of state sources than those listed above that is subsequently processed or handled at a facility located within the geographic service area specified in this Section with the exception of cardboard, plastic, paper and other acceptable materials as defined in Section 4 (A) above recovered at the Re-Energy Lewiston, LLC facility located in Lewiston, Maine.

Notwithstanding the geographic limitations imposed above, Casella may request permission from the City Administrator and Director of Public Works to utilize the Lewiston Recyclable Materials Processing Facility to accept Recyclable Materials from any other Casella-owned recyclable materials processing facility, should such facility suffer from a catastrophic event that may reasonably be expected to close that facility for a period of more than one week and subject to Casella undertaking commercially reasonable efforts to return that facility to operation in a timely manner. Such permission shall be limited to a period of thirty (30) days and, upon a showing that Casella is making progress to restore the effected facility to service, may be extended for additional thirty (30) day periods, not to exceed a total of 180 days.

2. *Article 5, Covenants of Casella, Section C., Lawful Use, #7* shall be amended to read as follows:

Make deliveries to the Premises from 6 a.m. to 6 p.m. on Monday through Friday and from 8 a.m. to 12 p.m. on Saturday, with no Sunday operation, subject to longer daily and/or weekly operation with the CITY's consent. The processing of Recyclable Materials delivered to the Facility will be permitted from 6 a.m. to 11 p.m. to the extent that all processing occurs within an enclosed structure. Notwithstanding the foregoing sentences, CASELLA shall be permitted to perform maintenance and repairs on the plant and equipment at any time.

3. All other terms and conditions of the Agreement remain the same.

SIGNATURES. The parties have read and agree to this Addendum to Agreement.

ACCEPTED this \_\_\_\_ day of \_\_\_\_\_, 2016.

**City of Lewiston, Maine**

\_\_\_\_\_  
Witness

By: \_\_\_\_\_

ACCEPTED this \_\_\_\_ day of \_\_\_\_\_, 2016.

**Casella Recycling, LLC**

\_\_\_\_\_  
Witness

By: \_\_\_\_\_

# EXHIBIT A

## Detailed MAP of the Casella Lewiston Zero-Sort Facility Service Area

The following shows how the original agreement will be modified by the proposed amendment. Additions are underlined. Deletions are struck through.

#### Article IV

##### B. In-State Material.

CASELLA shall accept only those Recyclable Materials originating within the States of Maine, New Hampshire, Vermont, a Northeast section of Massachusetts, and the portion of the Province of Quebec, Canada located within a radius of 150 miles from the City of Lewiston, Maine as detailed in Exhibit A. No other out-of-state Recyclable Materials of any type will be accepted for processing or storage at the leased Premises. For purposes of this section, Recyclable Materials shall not include Recyclable Materials~~waste~~ originating from other out of state sources than those listed above that is subsequently processed or handled at a facility located within the geographic service area spacificed in this section ~~States of Maine,~~ with the exception of cardboard, plastic, and other acceptable materials as defined in Section 4 (A) above recovered at the KTI Biofuels, Inc. facility located in Lewiston, Maine.

Notwithstanding the geographic limitations imposed above, Casella may request permission from the City Administrator and Director of Public Works to utilize the Lewiston Recyclable Materials Processing Facility to accept Recyclable Materials from any other Casella owned Recyclable Materials Processing Facility, should such facility suffer from a catastrophic event that may reasonably be expected to close that facility for a period of more than one week and subject to Casella undertaking commercially reasonable efforts to return that facility to operation in a timely manner. Such permission shall be limited to a period of thirty (30) days and, upon a showing that Casella is making progress to restore the effected facility to service, may be extended for additional thirty (30) day periods, not to exceed a total of 180 days.

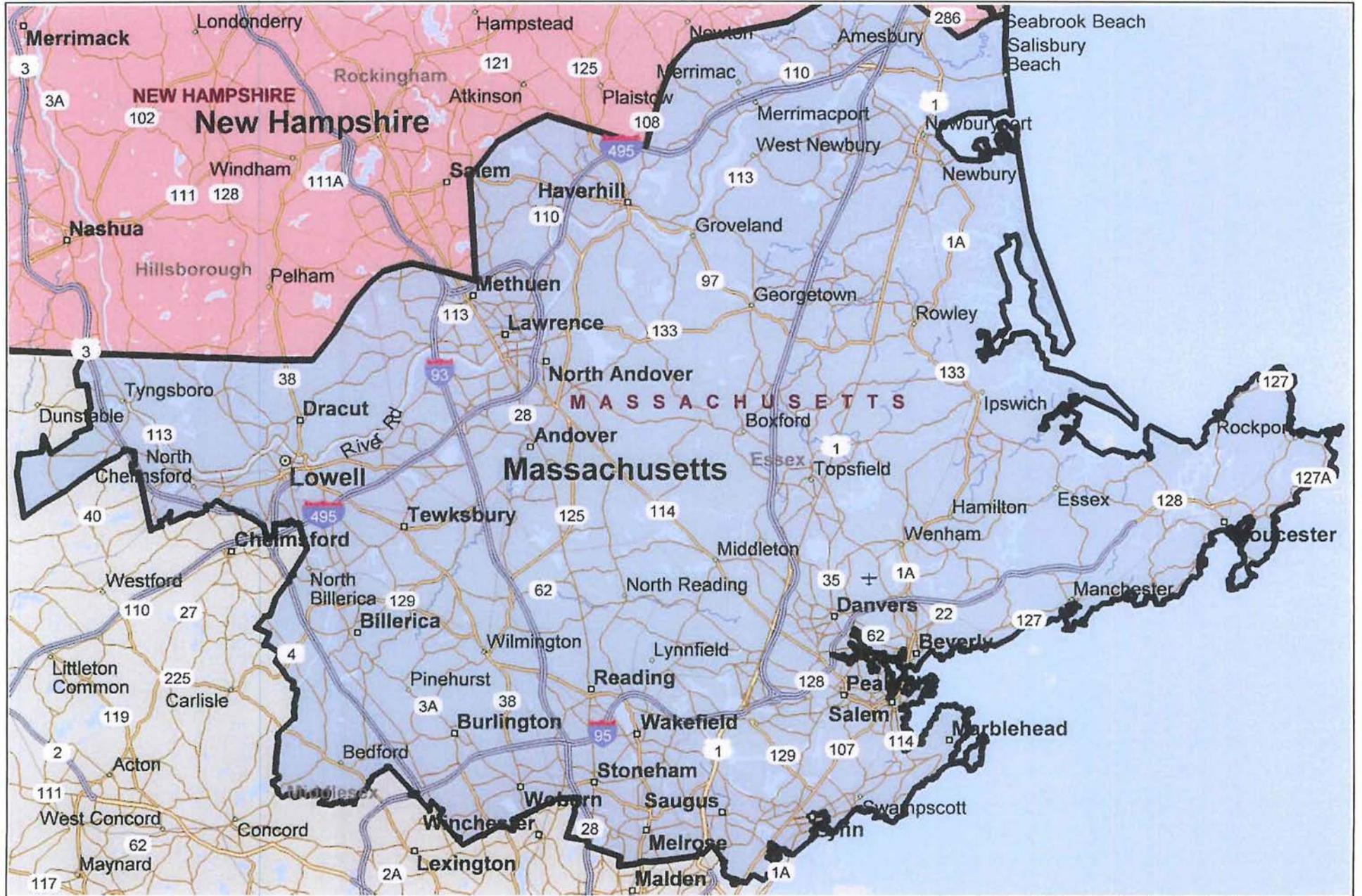
#### Article 5. C.

7. Make deliveries to the Premises from 7~~6~~ a.m. to 5~~6~~ p.m. on Monday through Friday and from 8 a.m. to 12 p.m. on Saturday, with no Sunday operation, subject to longer daily and/or weekly operation with the CITY's consent. The processing of Recyclable Materials delivered to the Facility will be permitted from 6 a.m. to 10~~11~~ p.m. to the extent that all processing occurs within an enclosed structure. Notwithstanding the foregoing sentences, CASELLA shall be permitted to perform maintenance and repairs on the plant and equipment at any time.





# Massachusetts Service Area



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**Proposed Service Area**

- Maine
- New Hampshire
- Vermont
- Canada (150 mile radius from Lewiston, ME)
  - Cowansville
  - Sutton
  - Stanstead Plain
  - Waterloo
  - Shefford
  - Valcourt
  - Magog
  - Omerville
  - Ayer's Cliff
  - Barnston
  - Coaticook
  - Waterville
  - Deauville
  - Richmond
  - Windsor
  - Bromptonville
  - Ascot Corner
  - Fleurimont
  - Sherbrooke
  - Lennoxville
  - Rock Forest
  - Saint-Elre-d Orford
  - Danville
  - Asbestos
  - East Angus
  - Cookshire
  - Scotstown
  - Saint-Malo
  - Saint-Isidore d'Auckland
  - Weeden Centre
  - Woburn
  - Lac-Megantic
  - Saint Gerard
  - Chesterville
  - Ham-Nord
  - Disreali
  - Coleraine
  - Black Lake
  - Thetford Mines

- Saint Victor
- La Guadeloupe
- Beauceville
- Saint-Georges
- Saint Georges-Oest
- Liniere
- Saint Martin
- Saint Prosper
- Saint Zacharie
- Saint-Gedeon-de-Beauce
- Massachusetts
  - Essex County Only
    - Salisbury Beach
    - Amesbury
    - Newburyport
    - Merrimac
    - Merrimacport
    - Newbury
    - Groveland
    - Georgetown
    - Ipswich
    - Rockport
    - Gloucester
    - Manchester
    - Hamilton
    - Essex
    - Rowley
    - West Newbury
    - Haverhill
    - Boxford
    - Topsfield
    - Wenham
    - Beverly
    - Marblehead
    - Salem
    - Danvers
    - Middleton
    - North Andover
    - Lawrence
    - Methuen
    - Andover
    - Lynnfield
    - Saugus
    - Lynn
    - Nahant
    - Swampscott
    - Peabody

# LEWISTON CITY COUNCIL

## MEETING OF JUNE 14, 2016

**AGENDA INFORMATION SHEET:**

**AGENDA ITEM NO. 1**

**SUBJECT:**

Review of the proposed New Comprehensive Plan entitled Legacy Lewiston.

**INFORMATION:**

The City Council is asked to hold a public hearing to receive citizen input and comment regarding the proposed new Comprehensive Plan entitled Legacy Lewiston. In the next few months, there will be a Council workshop and another public hearing prior to the adoption of the Plan.

**APPROVAL AND/OR COMMENTS OF CITY ADMINISTRATOR:**

The City Administrator supports the requested action.

*EAB/kmm*

**REQUESTED ACTION:**

1	2	3	4	5	6	7	M
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To conduct a review of the proposed New Comprehensive Plan, entitled Legacy Lewiston, on a section by section basis and to determine adjustments to the proposed Plan as necessary.



# CITY OF LEWISTON



## Department of Planning & Code Enforcement

**TO:** City Council Members  
Mayor Robert E. Macdonald

**FROM:** David Hediger, City Planner

**DATE:** June 8, 2016

**RE:** City Council Workshop to review draft Comprehensive Plan – Legacy Lewiston

On May 3, 2016, the City Council held a public hearing to obtain input on the draft comprehensive plan. Public input was received, and the Council agreed to hold a workshop prior to the adoption of the plan.

The Council was provided full copies of the plan for their May meeting. Councilors were also provided a memorandum from David Hediger dated February 16, 2016 summarizing the Planning Board's comments and changes to the draft plan. Staff has continued to make revisions to the plan since the May meeting. Rather than printing out new copies of the entire plan, staff is providing the council the specific pages on which substantive changes have been recommended by the Planning Board or staff. These pages include the changes noted in the above referenced February memo as well as addition changes made by staff.

Please find attached:

- Pages of the comprehensive plan containing substantive changes by the Planning Board and staff.
- Staff memorandum dated February 16, 2016 summarizing the Planning Board's comments and changes to the draft comprehensive plan. Note: this memo does not reference all of the changes recommended to be reviewed by the Council, as additional changes have been made by staff since February.
- The Planning Board's unanimous recommendation to adopt the comprehensive plan.

As a reminder, some of the comments provided at the May 3<sup>rd</sup> meeting included:

- Reference should be made to a rental registration program for multifamily structures.
- Language should be added about making financial institutions more accountable for the structures they own.
- Concern with a Planning Board comment regarding whether or not the city should continue to support subsidized units.
- The need to revisit the "Housing Conundrum" section with less emphasis on demolitions.
- General support of the plan's vision to revisit neighborhood density and off-street parking regulations.
- The need for additional language referencing water testing and lead pipes.
- Overall support and praise of the plan.
- The need to revisit sections of the plan where it seems stereotypes are being used and

“blame” is being placed on specific groups.

At the workshop, staff recommends the Council review each page of the plan containing substantive changes in effort to build consensus on the recommended changes. Furthermore, staff is looking for the Council to provide specific language with any new changes they recommend.

The substantive changes being provided by staff should not be interpreted as a substitute for review of the entire plan; rather, an attempt to streamline to the review process. Most of the changes in the plan are wordsmithing, correcting typos, etc. Anyone interested in reviewing the entire plan with all of the recommended changes should visit [www.lewistonmaine.gov/comprehensiveplan](http://www.lewistonmaine.gov/comprehensiveplan)



# CITY OF LEWISTON

## Department of Planning & Code Enforcement



**FROM:** David Hediger, City Planner  
**DATE:** February 16, 2016  
**RE:** Summary of Planning Board comments and changes to draft comprehensive plan.

The Planning Board completed their review of the second draft of the comprehensive plan – Legacy Lewiston – in January 2016. This draft was provided to the Board in March 2015 and incorporated initial comments provided to the consultants, TPUDC, from the Think Tank Committee, City staff, the Planning Board and the community.

The comments provided by the Planning Board on this second draft are extensive. However, the majority of them involve correcting typos, wordsmithing, and providing clarification. Given the size of the document and the large number of changes, the following is a summary of the more substantive changes and comments the Planning Board has noted on this draft of the plan. It should be noted there are many other changes and comments throughout the plan provided by the Board. The listing below attempts to highlight items the Board clearly agreed or remained divided upon which resulted in possible changes to policies, goals, or need for additional clarification. These comments should be considered in full context with the applicable sections of the plan.

1. P. 9: Established Lewistonians, new language: 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" and are 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.
2. P. 9: 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 their 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 are an asset, but they are challenged by the technological skills and experience of the Next Generation.
3. P. 10: Additional language to provided clarification on formatting of the plan: The Plan includes columns of "What We Heard" as an attempt to express some of the feedback

received during the planning process. But not all of these comments necessarily reflect the overall consensus of the community or the future direction of Lewiston. Remember ...”

4. P. 14 and 15: The Bates College survey section will be changed to a survey of Lewiston colleges after guidance from the Think Tank and Planning Board. The initial survey’s timing was poor, with Bates students leaving for summer. Staff surveyed a second time with other schools included. This section will be update to reflect additional replies. The point of this section is to provide a snapshot of students’ thoughts about Lewiston. New language: The survey was administered in June of 2013 and May of 2015 in attempt to collect a larger sample from students attending Bates College, USM's Lewiston-Auburn College, and Kaplan University.
5. P. 30 and infographics throughout the document: The consultant started their work in the summer of 2013. As the Planning Board completed their review, some of the data has become out-of-date. Some census data appears to be for the Lewiston Metropolitan Statistical Area (MSA) instead of just Lewiston. Staff is in the process of updating infographics throughout the plan with new or more accurate date where applicable. For example, page 30, poverty levels, will be updated with 2014 data as follows: Lewiston 23.6%, Auburn 17%, Portland 21%, Bangor 25%, and Maine 13.9%.
6. P. 46. Graphic to be deleted or moved to the housing section. Interesting figure, but misleading with the source being a "property owner"; this is not representative of the entire downtown or community.
7. P. 51. Add category “Culturally Significant Buildings”: Lewiston offers a number of venues that have and continue to contribute to the community’s identity. The Basilica Saints Peter and Paul, also known as Saints Peter and Paul Church, was finished on July 18, 1936 and dedicated on October 23, 1938. On July 14, 1983, the church was added to the National Register of Historic Places and is the second largest church building 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, with a general admission capacity of 4,000 (3,677 seated), is a 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.
8. P. 55: The Board and Think Tank remained sensitive to naming specific businesses and organizations. In this section, the consultant listed many local housing assistance organizations. However, the Board believes it is necessary to include additional 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.: They help eliminate homelessness among veterans by providing quality services and opportunities in the areas of health, employment, and housing.
  - CEI. They provide financing and technical assistance to small and medium-sized businesses, community facilities, renewable energy, commercial real estate, and affordable housing.
9. P. 56: new language: Depending upon the need, families have a number of resources for

- assistance including code enforcement, the housing authority, general assistance, and the state's health and human services and environmental departments. Tenant advocacy groups may provide assistance for those not able to speak English, unfamiliar with the reporting process, or concerned with authoritative actions by agencies or landlords.
10. P. 59: additional language: The tax credit units are offered at a fixed rent intended to be affordable to families at 50-60% of Area Median Income. Tenant based Section 8 assistance is unique in that it can be used throughout the city for renting an apartment of an assisted family's choosing. This allows the local landlord community to benefit from federal subsidy dollars.
  11. P. 62: under the pie charts an asterisk must be added with the following noted: When applying average move rates by household type, approximately one-quarter of these households will move over the next five years. Assuming appropriate residential units are available, Lewiston has the potential to capture a portion of these moving households. Young households are the largest group likely to move, and thought should be given to whether Lewiston is in a good position to attract those moves.
  12. P. 68: new language: Improvements like those to the bandstand are in part guided by a master plan providing guidance for future park improvements. Recent improvements include new plantings and upgrades to infrastructure.
  13. P. 79: #3 needs to be deleted as the Reservoir is not available or safe for swimming. Replace with #3 Rancourt Preserve and Androscoggin Greenway.
  14. P. 83: #3 needs to be deleted as the Reservoir is not available or safe for swimming. Replace with #3 Rancourt Preserve and Androscoggin Greenway. Description to be added.
  15. p. 93: add language to the Public Transit section: Rail service to Lewiston has played an 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 ended 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 now seen as a means of promoting economic development in Lewiston in addition to improving and providing an alternative form of public transit.
  16. p. 93: add language: add to section: The lack of intercity bus service also creates transportation and connectivity barriers for residents.
  17. P. 96 and 97: text and map listing roads and levels of services must be updated.
  18. P. 105-107: updates being made to Fire and Police data.
  19. P. 110: additional language regarding solid waste: These costs may be further reduced with improved recycling rates. In 2015, only 8.6% of Lewiston's residential solid waste (including that from schools and small businesses that bring their waste to the solid waste facility) was recycled. The city also is home to and has relationships with ReEnergy Lewiston LLC, which accepts and recycles materials from construction and demolition activities, and Cassella Waste Systems, Inc.'s single stream materials recycling facility, which accepts and processes recyclables including cardboard, paper, plastic, metal and glass that is remarketed and transformed into new products.
  20. P. 121: Under "Organization of the Map", there was much discussion about the Conservation and Growth Map. Not all Board members agree with where growth is projected or limited. However, as noted in the previous paragraph of the plan, the Map is not a zoning map. It is intended to show, in a general sense, the desired pattern and

location of future development. The boundaries shown are imperfect and intended only to reflect the general pattern of desired future development.

21. P.122: Some concern was expressed as to whether the statement "...focus should be made on infill development and redevelopment in areas already served..." conflicts with recommendations elsewhere in the plan for new development (i.e. Geiger Neighborhood and Industrial Village).
22. P. 128: Character District (CD3) Suburban Neighborhood. Planning Board expressed concerns that "expand(ing) the ability to create an "accessory apartment" in "existing single family homes" may change the fabric of single family neighborhoods.
23. P. 131. The Summary of Impact to Community Facilities and Services table is helpful and interesting, but some of the statistics are in need of revisiting and updating. As an example, student projections in Lewiston are somewhat of an anomaly given the impact of new immigrants relocating in the community. Therefore, the numbers have been updated based upon the Lewiston School Department's most recent projection. This projection takes into account that Lewiston's average household size exceeds the state average, in part due to new immigrant families. That number is expected to drop in future years, along with enrollment being limited by housing capacity.
24. P. 134: Some Planning Board members expressed concerns with these conceptual plans. For example, Geiger School Neighborhood encourages unrealistic growth where infrastructure does not exist. The image shows too much density and the school would have to expand if developed in this pattern. There was also concern with the small lot sizes shown. Other Board members noted that all the plans and images in this section titled "Promote Mixed Use Centers" are conceptual and that greater emphasis is needed on focusing on these ideas as concepts being considered rather than specific plans for these areas. To make it clear that these images are for illustrative purposes only, the term "Concept Growth Sector Plan" and/or "concept" is being added where necessary on pages 134-163.
25. P. 138 -139: Under "Provide More Housing Choices," the Planning Board expressed some concern with the density shown for housing, lack of parking at the school, house lots being too small for septic, the need for expansion of public utilities, and lack of room for growth of the school associated with new residential development. The Board feels the graphics should show less density and make clearer that the development pattern shown is conceptual in nature. The consensus of the Board was that the concept may be appropriate, but the graphic representation is too grand in scale as shown.
26. P. 139: "Cottage Courts." The Planning Board expressed some concern about small lot sizes. It was also noted that if the small greens are to be maintained by an association, not the City, such associations have historically been problematic in Lewiston due to lack of interest and responsibility by the homeowners. If implemented, thought and consideration is needed as to who and how they will be maintained.
27. P. 144-145. Urban Farm concept in this part of town caused some concern. Even conceptually, having pigs and chickens in this area is likely problematic. Recognizing much depends upon the size and scale of the operation/farm, i.e., livestock versus fruit and vegetables, this is probably not appropriate for this area.
28. P. 150-151: Lisbon Street Suburban Retrofit Concept. Some Planning Board members noted the area currently lacks creativity; that infill with retail should occur here first before a new site is developed at exit 80.

29. P. 151: Safe Streets: Some Planning Board members expressed concerns that this is not an appropriate road to be considered for a "complete street". They recognized surrounding streets may be more appropriate and that the level of development shown may accommodate complete streets. They suggested revising the language so that safe and complete street designs are considered when appropriate without specific streets referenced. Language to be added: Consider, when appropriate, the implementation of complete streets. Additional consideration should be given to seeking alternate routes to avoid congested areas.
30. P. 161-162: Rural Living Hamlet Concept: Some Board members welcomed the desire and ability to preserve open space in rural areas. But the imagery provided shows a density that would require extensions of city sewer. Understanding the images are conceptual, consideration should be given to amend the graphic to show larger lots.
31. P. 170. Goal amended to "establish a TIF district in the currently existing Mill, Riverfront, and Centreville zoning districts to support local business".
32. P. 171. Under "Strengthen Regional Alliances," the Planning Board discussed whether this section should speak to Lewiston being a service center community, noting this is a benefit for surrounding communities and the need for those communities to contribute to Lewiston's public service costs.
33. P. 172: Some Board members question whether this number (up to 600 new housing units by 2020) remains realistic given economic conditions.
34. P. 172: Some Planning Board members feel this language ("...focus on providing new, high quality, multifamily residences as opposed to the current trend of building single family homes in areas not currently served by water and sewer") is inconsistent with other sections of the plan where competing strategies/policies are recommended. Some questioned whether we looking for in- fill or conservation of rural areas, or new subdivisions and new commercial/village centers.
35. P. 172: Reference to public and providing funding is made. Some Board members have expressed concerns with additional public funds and investment toward subsidized housing and whether additional subsidized units will improve the overall desirability of Lewiston.
36. P. 173: Promote Construction of mixed income ~~affordable~~ housing. The Board noted the goal and policy must also encourage and look to enhance opportunities specifically for market rate units and not just affordable units.
37. P. 174: Delete "Implement Vacancy Licensing". There was discussion about whether this section should remain: some thought it was a good idea, others questioned whether it was realistic and how to implement given current staffing levels.
38. P. 175: Establish Land Bank: Concerns were expressed about pursuing land available on the open market to support development. Land banking may be appropriate to support a municipal use (i.e. school, fire, police, etc.). Otherwise, let the private sector resolve title and lien issues. Some Planning Board members have concerns about potential collusion with the City entering into direct negotiations with property owners. There was also concern that it may become a burden to the finances of the community.
39. P. 176: Delete "Start a Board and Seal Club". Not legally allowed.
40. P. 181: Some Board members question if these numbers (2,000 new jobs by 2020 in Androscoggin County) remain realistic given the current economic climate.
41. P. 192: 2-Way Street Network: Many Board member expressed concerns and doubts

- with returning or making roads two-way and stressed that, while this should be considered, it should not be a priority.
42. P. 193: Board did not want two-way conversions to take precedence over other traffic improvements, while also recognizing some downtown roads may make sense to change upon additional studies being completed. Language added: While specific streets are referenced as examples, the City's goal should be to consider which streets may function more effectively for purposes of improving traffic flow, business activity, and pedestrian activity.
  43. P. 198: Improving Neighborhood Street and Intersections: The Board noted creating sidewalks 15' wide is challenging to due existing ROW widths, travel lanes, returning to two-way traffic on certain streets, the accommodation of bike lanes, etc. Sidewalks of this width should be allowed only when determined to be appropriate.
  44. P. 201: Regional Coordination (Transit): The Board felt MDOT does not do a good job of obtaining public input on improvements. Additional language: The City should look to improve communications with Maine Department of Transportation with respect to community input and involvement on planned improvements. This may also result in greater public participation when meetings are held in Lewiston.
  45. P. 201: Regional Traffic and Transit Service: additional language: The city should also look to gather support from surrounding communities and explore the possibility of removing the Maine Turnpike toll barrier in Gray/New Gloucester. The toll barrier encourages trucks and commuters to avoid the turnpike north of the Gray exit - ruining the quality of life and damaging secondary roads with heavy weight vehicles.
  46. P. 206: Delete entire "~~Create a TDR Program~~" as staff and Board have since learned (and reaffirmed) that TDR's don't work well Maine. Bates students completed a study showing we have too much available land and not enough development pressures for implementation.
  47. P. 219: additional language related to solid waste: 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 8.6% in 2015. Additional outreach and education on the benefits of recycling must also be implemented. Additional efforts should also be made to increase the utilization of the zero- sort recycling facility, an underutilized asset to the community.
  48. P. 220: Capital Project Investments: in years past, the School Department did not always submit a list of capital improvements for the Planning Board and Council to review. Additional language: The School Department must include its capital requests and participate in this process.
  49. P. 231: add another sub-category under Resource Allocation titled "Staffing: Additional city staffing must be considered to support 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 accord with the implementation matrix."
  50. P. 233-257: Implementation Matrix (also referenced as pages 1-25): changes on these pages relate to the Transformations section of the plan in effort to makes sure the action and parties are consistent with that referenced in the plan.



# CITY OF LEWISTON



## Department of Planning & Code Enforcement

**TO:** City Council Members  
Mayor Robert E. Macdonald

**FROM:** David Hediger, City Planner

**DATE:** February 29, 2016

**RE:** Planning Board recommendation to adopt a new comprehensive plan for the City of Lewiston.

On February 22, 2016, the Planning Board voted unanimously to send a favorable recommendation for the City Council's consideration to adopt a new comprehensive plan – Legacy Lewiston – as edited by the Planning Board. The action was taken pursuant to Article VII, Section 4(b) of the Zoning and Land Use Code, whereby the Board shall prepare and maintain a comprehensive plan as defined in Maine's Growth Management Act, 30M.R.S.A. section 4961 as amended (now 30-A M.R.S.A. §§ 4312 – 4350) and shall review and make recommendations on all investigations, reports and plans relating to the planning and development of the city or affecting the comprehensive plan.

The comprehensive plan is the foundation for determining effective public policy, master planning, and land use decisions for the future, and provides an ongoing framework for informed and directed development. The plan shall include goals, objectives, and strategies and utilize maps, graphs, and other imagery tools to analyze, assess, and recommend best practices for values-based planning, economic development, housing, infrastructure, and other improvements. The responsibility of the plan is to reflect and respond to the priorities, values, and requirements of Lewiston's residents, safeguarding the city's history and sense of place while stimulating the conditions for short- and long-term needs and desires of Lewiston.

The current Plan, adopted in 1997, ceased to be consistent with MSRA Title 30-A and Chapter 208 of the State of Maine's Comprehensive Plan Revision Criteria Rule at the end of 2012. Therefore, an update of the 1997 Comprehensive Plan is needed address new and future planning issues to result in a plan consistent with the Growth Management Act.

The city engaged the services of Town Planning and Urban Design Collaborative, LLC (TPUDC) to assist in drafting a plan for adoption by the City Council and for a finding of consistency by the State. Rules contained in Chapter 208 of the Comprehensive Plan Review Criteria contain criteria the Department of Agriculture, Conservation and Forestry uses to review community comprehensive plans for consistency with the goals and guidelines of the Growth Management Act. The State reviewed an early draft of the plan and made a finding of consistency in March 2015. Given some of the pending changes that have since been recommended by the public, staff, and Planning Board, a revised updated plan once adopted by the City Council will be provided to the State to maintain the City's finding of consistency. A finding of consistency under this Chapter 208 is deemed valid for twelve (12) years from the date of issue.

This planning process began the end of April 2013. The consultant, staff, and the Planning

Board reached a point where a public hearing was held on February 22<sup>nd</sup> to obtain additional comments and to provide a recommendation for adoption of a new comprehensive plan to the Council pursuant to Article VII, Section 4(b) of the aforementioned code. The public comment received at the meeting was very supportive and appreciative of the process and efforts made by the consultant, staff, and Planning Board. A few suggestions were provided; however, the Board did not incorporate them into the plan recommended for adoption.

Staff will be available at the workshop to review the process and substantive changes recommended by the Planning Board. In time, the City Council will hold a public hearing, followed by a meeting to adopt the plan. When adopting the plan and pursuant to Chapter 208 of the State Rules, the City Council must make the following certification:

I (we) certify that this comprehensive plan was prepared with the intent of complying with the Growth Management Act (30 M.R.S.A. §§ 4312 - 4350.), that it includes all of the applicable required elements of the Maine Comprehensive Plan Review Criteria Rule (07-105 CMR 208), and that it is true and accurate.

The plan and additional comments may be viewed at [www.lewistonmaine.gov/comprehensiveplan](http://www.lewistonmaine.gov/comprehensiveplan)

# 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: 5/18/2016 10:43:25 AM . Not all residents can be characterized into specific groups and may feel aligned with other categories. A better understanding of generational differences should be encouraged and embraced by looking beyond demographic differences.
- 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: 6/7/2016 4:21:41 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. Many of them 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: 6/7/2016 4:22:09 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: Inserted Text Date: 6/7/2016 9:48:13 AM and limited financial resources
- Author: DAH Subject: Comment on Text Date: 6/26/2015 7:28:54 AM consider new picture; away from labor reference
- Author: dhediger Subject: Inserted Text Date: 12/29/2015 4:10:57 PM -05'00' Immigrants
- Author: DAH Subject: Inserted Text Date: 6/7/2016 9:49:19 AM their values
- Author: DAH Subject: Cross-Out Date: 6/7/2016 9:50:17 AM
- Author: DAH Subject: Inserted Text Date: 6/7/2016 9:51:05 AM African, a majority Somali, and
- 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
- Author: DAH Subject: Inserted Text Date: 6/7/2016 9:52:41 AM an understandable

**How to Use the Plan**

**Be a champion of the Plan even if you don't like ALL of the ideas-**

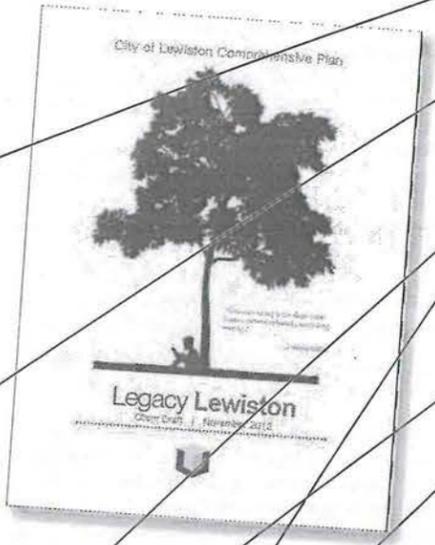
The Common Vision and Guiding Principles in this Plan reflect the ideas of members of the community and include many differing points of view — a bit of something for everyone. You don't have to love everything in the Plan, but consider the big picture and whether the Plan as a whole takes Lewiston in the right direction.

**Be a champion of the Plan even if all of your ideas aren't included-**

This Plan is the culmination of an extensive and transparent community planning process. It is possible that not all ideas were included in this document because (A) there was disagreement on the topic and the decision was made to go with the consensus of the community, (B) the idea was tested and deemed to be unrealistic at this time, or (C) there was simply not enough room to include ALL the good ideas. ~~But remember,~~ there is something for everyone!

**Citizen as a Verb**

A recurring theme throughout the Planapalooza was how to make sure the planning work would be acceptable to those who didn't participate. Agreement was reached among participants that it is each ~~citizens~~ duty to participate and create a plan that they are happy with. ~~Citizenship~~ is an active, not passive, endeavor. Because this project's outreach process provided so many ways and opportunities for people to get involved, simply complaining about the Plan is not an option.



**Take responsibility and be a part of the implementation team-**

Although we all wish our tax dollars bought us unlimited City services, the reality is that there is more work to be done than staff to do it. This is the reality of the new economy. All of these great ideas take time, money, and capacity. For this Plan to become a reality, a large number of people must care enough to get involved and help execute it. Communities that work together ~~and work smartly~~ succeed.

**Understand the element of time-**

At first glance, the Plan can seem ambitious, daunting, and even a little frightening. Some big ideas are included that would bring about transformative change. Not everything in this Plan will happen at once, or perhaps at all. Some things will happen right away; other ideas will take years or decades to come to fruition. Ultimately, the success of this Plan will be measured by its implementation. Challenge yourselves and your public officials to make this community vision a reality.

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The Plan includes columns of "What We Heard" as an attempt to express some of the feedback received during the planning process. But not all of these comments necessarily reflect the overall consensus of the community or the future direction of Lewiston. Remember, ....
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inhabitant's
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Being a resident of a community

## Bates College Survey

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.

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The survey was administrated in June of 2013 and May of 2015 in attempt to collect a large sample from students attending Bates College, USM's Lewiston-Auburn College and Kaplan University.
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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.

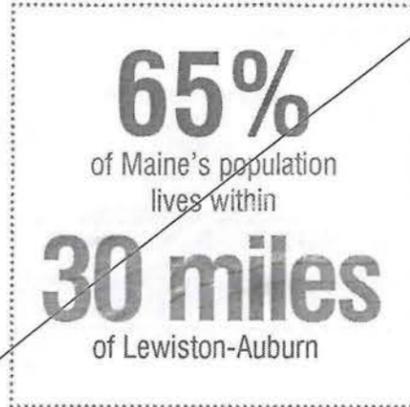
The Marsden Hartley Cultural Center at the Lewiston Public Library presents a variety of lectures, performances, and other cultural events, as does the Franco-American Heritage Center. Museums and art galleries are offered both in the community and on University campuses. The Public Theatre, Maine's 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

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~~in period of 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

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### 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.

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

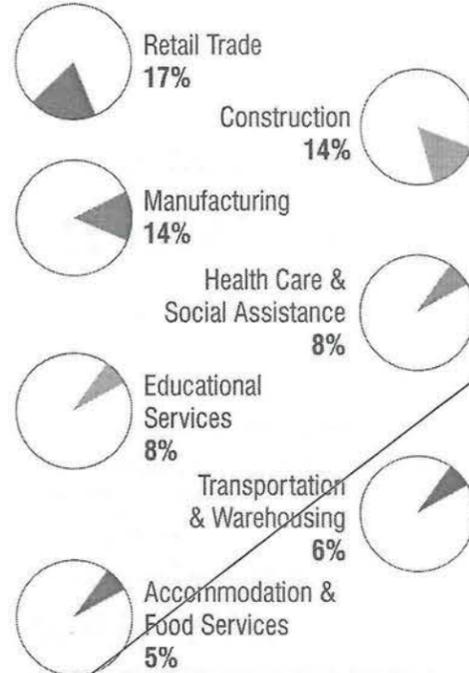
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revisit for accuracy.

Author: dhediger Subject: Inserted Text Date: 2/10/2016 11:14:07 AM -05'00'  
approximately 12%

Author: DAH Subject: Comment on Text Date: 6/26/2015 7:09:42 AM  
delete or move to housing section. Interesting figure, but misleading with source being a "property owner".

### Most Common Industries



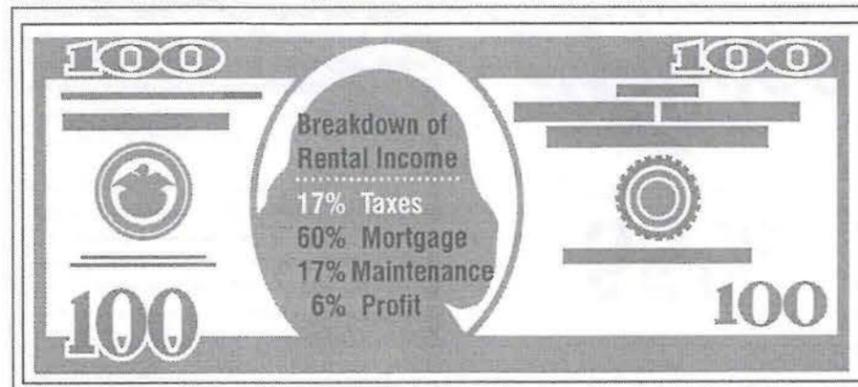
SOURCE: CITY-DATA.COM 2007-2011 DATA

### Insight:

Although 48% 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

### 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: 6/7/2016 11:27:01 AM  
add category "Culturally Significant Buildings": Lewiston offers a number of venues that have offered and continue to contribute to the community's 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, in part 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, Colisée has and continues to be home to hockey league teams, trade shows, concerts, and sporting events. The Kora Temple is an historic Masonic building built in 1908 by the Ancient Arabic Order, Nobles of the Mystic Shrine. The Kora Temple serves as a ceremonial space and clubhouse for the Shriners. The temple building was added to the National Register of Historic Places in 1975 for its distinctive Moorish-inspired architecture."
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- Author: DAH Subject: Cross-Out Date: 6/26/2015 9:34:41 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 9:35:52 AM  
is recognized by many as one of the best equity theatre companies
- Author: DAH Subject: Inserted Text Date: 6/7/2016 3:54:11 PM  
high-quality
- Author: DAH Subject: Inserted Text Date: 6/7/2016 11:27:49 AM
- Author: DAH Subject: Inserted Text Date: 6/7/2016 11:28:21 AM  
built on College Street in 1960
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**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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to provide
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assists in having
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- Author: DAH Subject: Inserted Text Date: 6/7/2016 11:37:03 AM
- Author: DAH Subject: Inserted Text Date: 6/7/2016 11:37:58 AM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 9:51:24 AM  
Beginnings'
- Author: DAH Subject: Comment on Text Date: 6/7/2016 11:39:57 AM  
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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Author: dhediger Subject: Inserted Text Date: 2/10/2016 9:08:42 AM -05'00' other housing complexes that offer

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Author: dhediger Subject: Inserted Text Date: 2/10/2016 9:19:41 AM -05'00' Depending upon the complaint, families have a number of resources for assistance including code enforcement, the housing authority, general assistance, state health and human services and environmental departments. Tenant advocacy groups may provide assistance for those not able to speak English, unfamiliar with the reporting process, or concerned with authoritative actions by agencies or landlords.

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 be enhance the character of the neighborhood through its design and craftsmanship.

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The City Council acknowledges the need for additional code enforcement and fire inspection personnel.
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designed or considered
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these structures, including
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-  Author: DAH Subject: Inserted Text Date: 6/7/2016 4:08:01 PM  
Focus should also include working with property owners to provide guidance and assistance with maintenance and rehabilitation to provide safe and healthful housing. In
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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

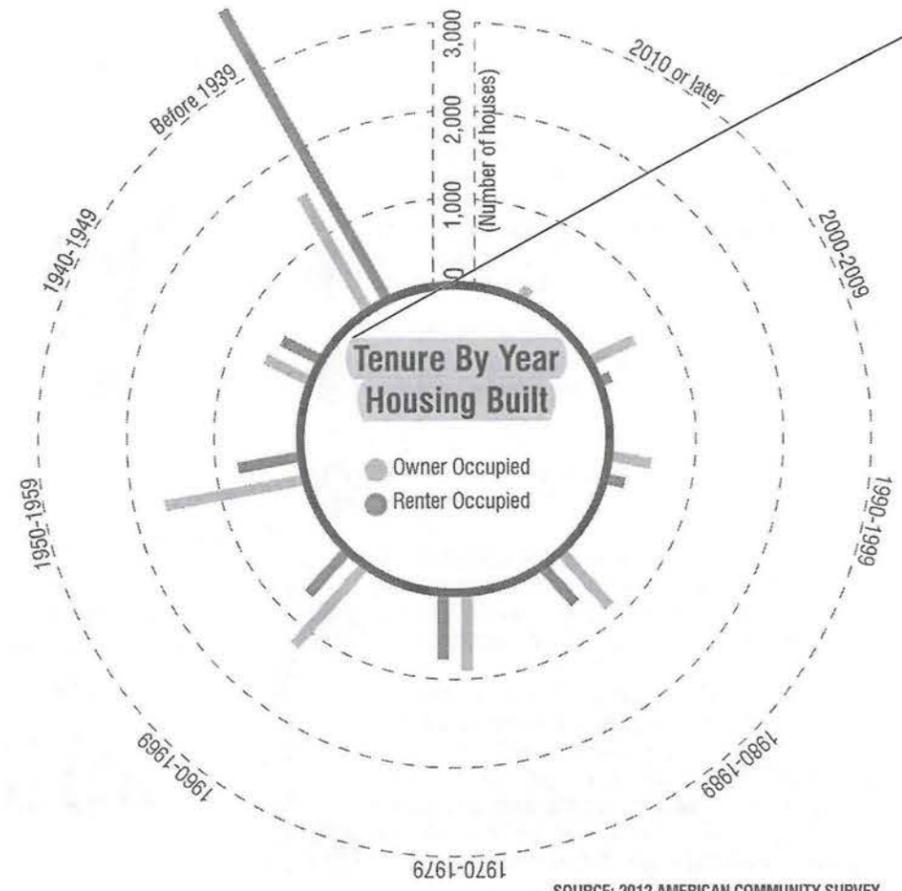
SOURCE: PORTLAND PRESS HERALD

### 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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- Author: DAH Subject: Inserted Text Date: 6/26/2015 10:17:51 AM out of context
- Author: DAH Subject: Inserted Text Date: 6/7/2016 11:45:44 AM project-based
- Author: DAH Subject: Inserted Text Date: 6/7/2016 11:46:01 AM been
- Author: DAH Subject: Inserted Text Date: 6/26/2015 11:06:04 AM June 2015
- Author: DAH Subject: Inserted Text Date: 6/26/2015 3:24:52 PM 56
- Author: DAH Subject: Inserted Text Date: 6/26/2015 11:06:23 AM City of Lewiston



SOURCE: 2012 AMERICAN COMMUNITY SURVEY

Occupied vs. Vacant Units



Owner-Occupied vs. Rental Units



SOURCE: 2012 AMERICAN COMMUNITY SURVEY

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.

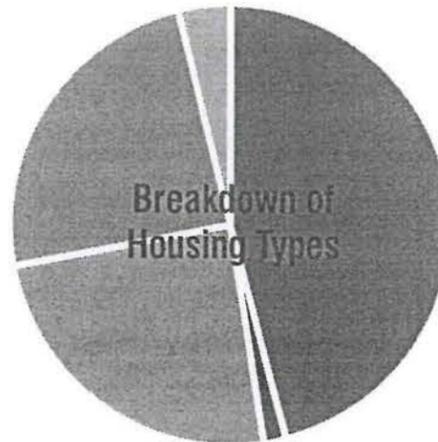
A number of smaller organizations have also constructed and are operating affordable housing complexes in the City. These include Coastal Enterprises, Community Concepts, and Tedford Housing, which are committed to creating quality affordable housing.

### 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 of 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



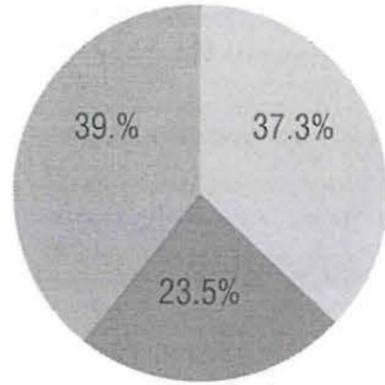
SOURCE: 2012 AMERICAN COMMUNITY SURVEY

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- Author: dhediger Subject: Inserted Text Date: 4/27/2016 11:58:23 AM  
The tax credit units are offered at a fixed rent intended to be affordable to individuals or families at 50-60% of Area Median Income. The tenant based Section 8 assistance is unique in that it can be throughout the city in an apartment of the tenants choosing. This allows the local landlord community to benefit from federal subsidy dollars.
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Village
- Author: dhediger Subject: Inserted Text Date: 2/10/2016 9:39:26 AM -05'00'  
17
- Author: DAH Subject: Cross-Out Date: 6/26/2015 11:12:44 AM
- Author: dhediger Subject: Inserted Text Date: 4/27/2016 12:11:54 PM  
Fair-Op Cooperative Housing Initiative,
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of
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The Maine CDC has identified Lewiston having
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Single-family

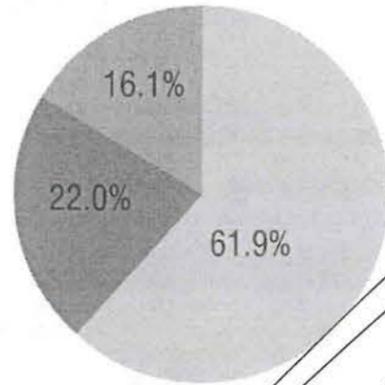


### Market Rate Residential Potential:

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

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Market-rate

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An asterisk must be added at the end of this with the following noted under the graphs: Applying average move rates by household type, approximately one-quarter of these households will move over the next five years. Assuming appropriate residential units are available, Lewiston has the potential to capture a portion of these moving households. Young households are the largest group likely to move and thought should be given to whether Lewiston is in a good position to accumulate and attract those moves.

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for 20 units of affordable senior housing.

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2012

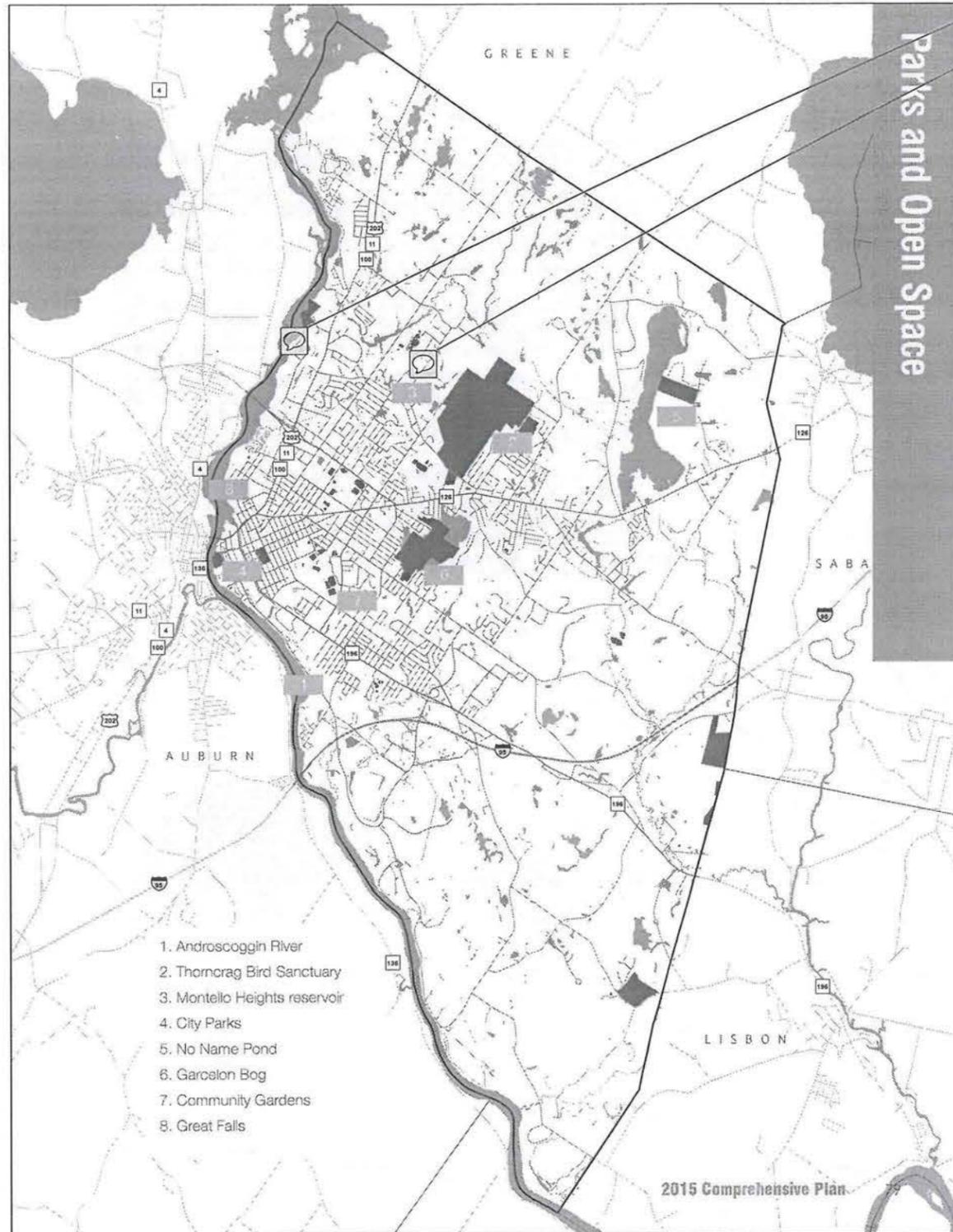
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New #3 location

Author: dhediger Subject: Sticky Note Date: 2/10/2016 10:29:34 PM -05'00'  
#3 needs to be deleted Reservoir not available or safe for swimming.

Replace with #3 Rancourt Preserve and Androscoggin Greenway.





### Montello Heights Reservoir

~~Located adjacent to the Thornerag 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.

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new pic to be provided
- Author: DAH Subject: Inserted Text Date: 6/7/2016 12:44:12 PM  
;however, not all are located in proximity to established neighborhoods.
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public
- Author: dhediger Subject: Inserted Text Date: 6/7/2016 2:27:09 PM  
replace with "David Rancourt River Preserve and Lewiston Greenway Path. The 14-acre Rancourt Preserve is owned by the Androscoggin Land Trust and is a component of the Androscoggin Greenway. The property contains a walking trail, a hand-carry boat launch, two beautiful sand beaches and a scenic overlook. In 2008 the property was dedicated in the name of Deputy Sheriff David Rancourt who tragically lost his life in the line of duty in the Androscoggin River. Within a half-mile is Lewiston Greenway Bicycle/Pedestrian Path. Also part of the Androscoggin Greenway, this 1.5 mile riverside trail, located alongside the Androscoggin River, connects River Valley Village to Sunnyside Park."
- Author: DAH Subject: Cross-Out Date: 6/26/2015 1:18:54 PM
- Author: DAH Subject: Inserted Text Date: 6/7/2016 12:43:52 PM
- Author: DAH Subject: Inserted Text Date: 6/7/2016 12:44:52 PM  
groups work

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 inland 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.

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Author: DAH Subject: Inserted Text Date: 6/7/2016 12:56:08 PM  
inland

Author: DAH Subject: Comment on Text Date: 6/7/2016 12:57:58 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 ended 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 a means of promoting economic development in Lewiston in addition to improving and providing an alternative form of public transit.

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by

Author: dhediger Subject: Inserted Text Date: 2/10/2016 10:24:17 AM -05'00'  
372,000 in 2014.

Author: DAH Subject: Inserted Text Date: 6/7/2016 12:54:26 PM

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The lack of intercity bus services also creates transportation and connectivity barriers for residents.

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those

## 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 BREW 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)

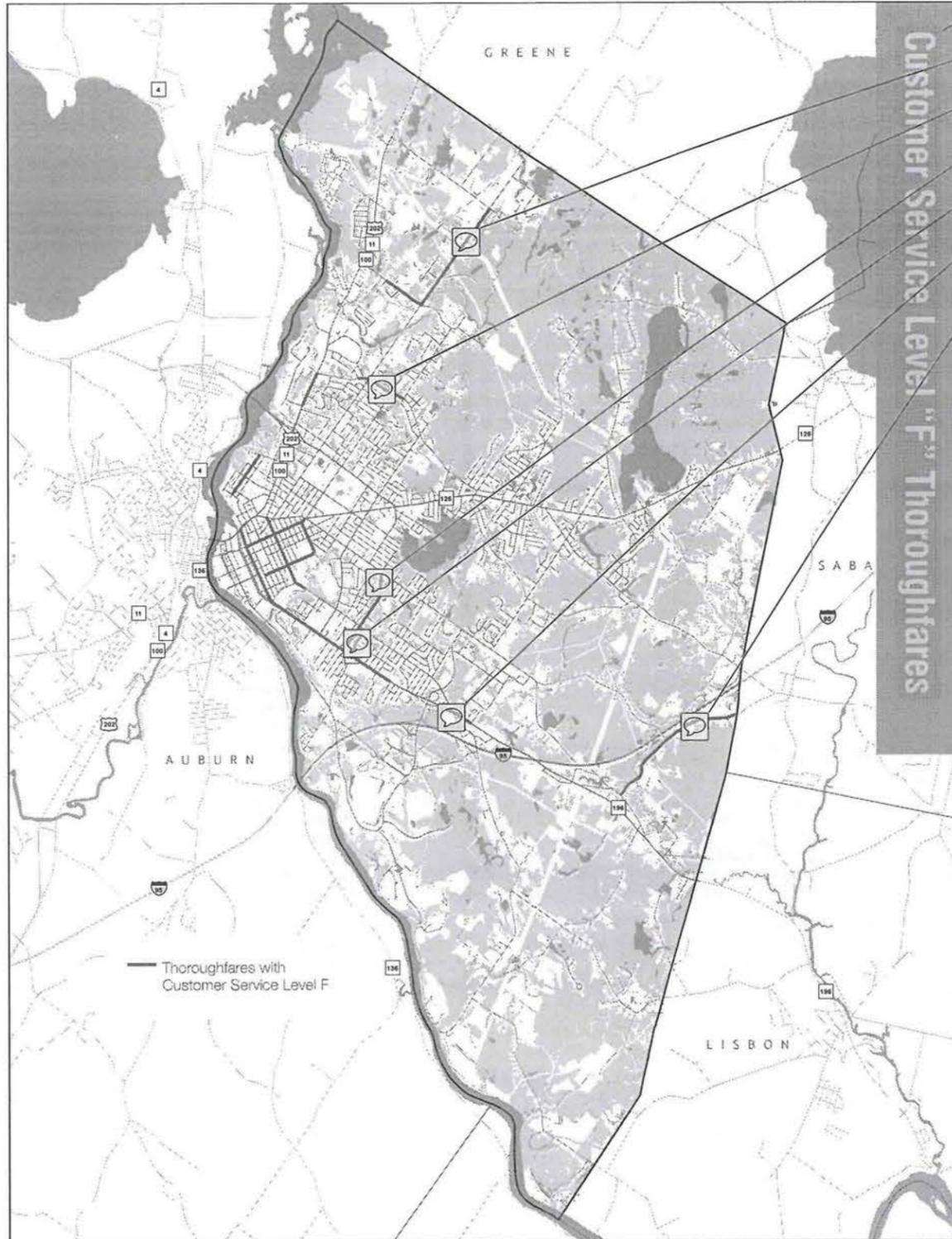
FOR ROAD CONDITIONS, THE ONLY STREET TO BE ASSIGNED AN "F" RATING IS:

- 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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move under statistic below
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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



- 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 F
- 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.

5 more years. Continued coordination between the City and the School Department will ensure efficient and high-quality service into the future.

### Stormwater Management

Impervious surfaces (roads, parking lots, building rooftops, etc.) interfere with the ability of rain water to soak into the ground. Stormwater run-off from a rain event travels quickly across impervious surfaces, picking up pollutants, and carrying them to nearby lakes and streams. The simultaneous increase in both water quantity and suspended water pollutants leads to stream erosion and degraded water quality. Stormwater runoff is one of the largest contributors to water quality violations recorded in urban and suburbanizing areas of Maine.

Federal mandates in the Clean Water Act require cities to obtain permits to meet the National Pollution Discharge Elimination System's (NPDES) requirements, including a Municipal Separate Storm Sewer Systems (MS4) Phase II Permit and strategies to address Combined Sewer Overflow (CSO) occurrences. Specifically, the NPDES MS4 Phase II Program requires Lewiston to address six minimum criteria:

- 1 **Public education & outreach:** Think Blue Campaign
- 2 **Public participation & involvement:** Household Hazardous Waste Program, No Name Pond Volunteer Monitoring
- 3 **Illicit discharge & detection:** Stormwater Ordinance, Outfall Inspections
- 4 **Construction site run-off:** Inspection Program, Site Development Permits
- 5 **Post construction run-off control:** Best Management Practices manual for Developers & Planners
- 6 **Pollution prevention and good housekeeping:** Facility Maintenance, Pipe Inspections, Catch basin cleaning, street sweeping, employee education, hazardous material storage and disposal

In addition, the US Environmental Protection Agency, Maine Department of Environmental Protection, and the City entered into an agreement in 2000 that sets out a schedule for addressing all CSO occurrences by 2015. Progress continues toward the goal of separating stormwater from sewage in the City's collection system to avoid overflows into the Androscoggin River during periods of heavy rain. The Annual CSO Progress Report for 2012 noted a 44% reduction in the number of CSO locations throughout the city (32 original locations vs. 18 current locations). Approximately 20% of the City's overall sewer collection system (in linear feet) is still combined.

A Stormwater Utility was created in 2006 to help fund the work required to meet federal mandates for stormwater management and to maintain the stormwater system. The stormwater utility fee is based on the amount of impervious surface on a property, which directly correlates to the amount of run-off expected from the property. Fees are set periodically when the City Council updates the Stormwater Utility Fee Schedule and Credit Policy. The local stormwater utility provides general property tax relief for citizens by transferring stormwater costs to a fee for service that all properties, including those that are property tax exempt, must pay.

### Water Service

The City's Water Division provides drinking water to over 23,000 accounts a day. Bulk water for the system comes entirely from Lake Auburn, which continues to meet the water quality standards required by the U.S. Environmental Protection Agency. Water from the lake is not filtered under an exception provided to surface water treatment rules. However, the City applies a six-step treatment process (i.e., chlorination, ultra violet, fluoride, pH balance, corrosion inhibitors, and alkalinity) before it is released to customers. Lewiston withdrew approximately 4.4 million gallons per day (MGD) from the lake in 2013.

Maintaining the filtration waiver is dependent upon maintaining the water quality in Lake Auburn and consistent and professional management of the treatment systems employed. Should filtration ever be required, the capital and operating expenses will be significant and have a

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linear

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program

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consider adding language to address water quality testing, specifically around lead and also with private wells. Water quality should be viewed as a public health issue. More comprehensive water testing programs and assistance with contaminated private wells (ie. arsenic). Should this language be consider for page 217.

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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.

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employees

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Update with 2014 data:

- False Alarms 498
- Fire 130
- Rescue 379
- Hazardous Conditions 216
- Other Category 481

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.

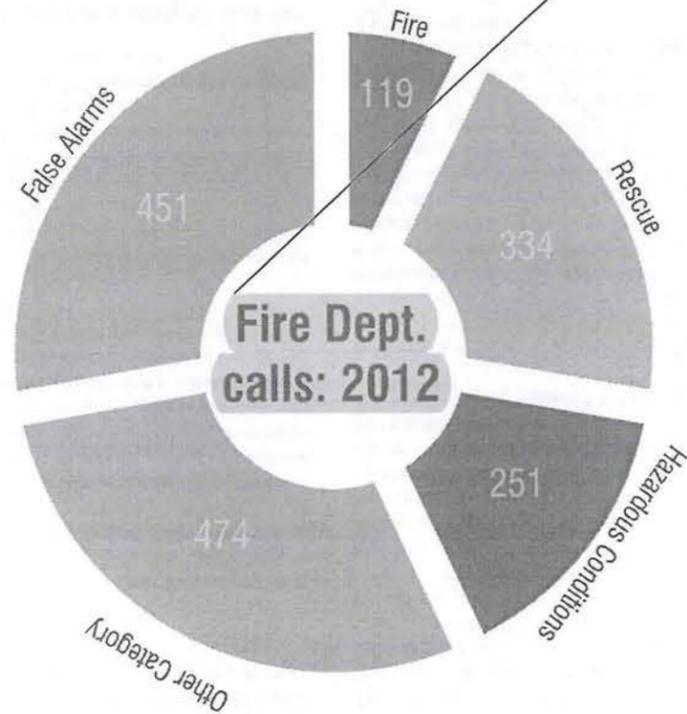
~~spend public money to expand the wastewater collection system. New sewer mains or lateral connections in the City are built by developers in conformance with the City's design standards.~~

### 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.

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

The department is staffed by seventy-two full-time



SOURCE: CITY OF LEWISTON FIRE DEPARTMENT

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and converted into energy

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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 with ReEnergy Lewiston LLC which accepts and recycles nearly all solid materials from construction and demolition activities and Casella 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.

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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.

Lewiston Public Works maintains...

18  
Municipal Buildings totalling  
over 1 million  
square feet of occupied space

5 parking garages  
8 bridges  
1 landfill

188 miles of road

146 miles of water distribution lines

86 miles of sidewalk

SOURCE: CITY OF LEWISTON

The City has...

over 4,000  
trees in Maine's only working tree inventory

with  
new trees planted  
each year

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



### 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, rivers, 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.

- Author: DAH Subject: Inserted Text Date: 6/26/2015 3:19:02 PM (bus and rail)
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:02:59 PM disabled,
- Author: DAH Subject: Inserted Text Date: 6/7/2016 5:02:24 PM healthful
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:03:58 PM streams,
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:03:30 PM s
- Author: DAH Subject: Cross-Out Date: 6/26/2015 3:19:32 PM
- Author: dhediger Subject: Cross-Out Date: 4/14/2016 2:05:35 PM
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:05:57 PM infrastructure in
- Author: dhediger Subject: Cross-Out Date: 2/10/2016 12:03:55 PM -05'00'
- Author: dhediger Subject: Comment on Text Date: 5/18/2016 9:39:39 AM PB recommended deleting this language. Should this remain?
- Author: dhediger Subject: Inserted Text Date: 2/10/2016 12:03:44 PM -05'00' and

Author: DAH Subject: Comment on Text Date: 2/10/2016 10:14:53 PM -05'00'  
Not all Board members agree with where growth is projected or limited. However, as noted in the previous paragraph, The Map is not a zoning map. It is intended to show, in a general sense, the desired pattern and location of future development. The boundaries shown are imperfect and intended only to reflect the general pattern of desired future development.

consistent with the vision set forth in this Plan. The assignment of growth sectors provides a framework for a new form-based approach either city-wide or within certain identified sections of the City, to more effectively help Lewiston realize the goals of the community and increase both economic potential and quality of life goals. By organizing the City according to conservation and growth sectors, intentional and informed decisions can be made about how to most efficiently spend municipal dollars on infrastructure improvements that will support the Comprehensive Plan.

The Conservation & Growth Map graphically illustrates how the City's land use policies apply to the physical landscape of the community and where and how growth and development should and should not be accommodated over the next decade. The Map is not a zoning map. It is intended to show, in a general sense, the desired pattern and location of future development. The boundaries shown are imperfect and intended only to reflect the general pattern of desired future development. A more detailed zoning map will need to be generated with significant public involvement as a part of a larger zoning ordinance update to achieve a more fine-grained assignment of zoning classifications in the form of Character Districts rather than the conventional classification of land based on uses, building type or density designations.

**Organization of the Map**

The Conservation & Growth Map is organized around conservation and growth sectors. These Sectors set out conservation priorities and inform the intensity and the character of new growth. This varies from the approach used by a conventional Future Land Use Map that focuses primarily on land use. Sectors are used to guide where and to what extent conservation and growth are to be encouraged and directed. A number of factors drive the assignment of sectors, including location of valuable open space, presence of existing neighborhoods, and availability of planned and existing infrastructure.

There are two (2) conservation sectors: C-1 Critical Natural Resource Sector and C-2 Rural Sector. There are five (5) growth sectors: G-1 Restricted Growth Sector, G-2 Controlled Growth Sector, G-3 Intended Growth Sector, G-4 Retrofit Growth Sector, and G-5 Infill Growth Sector. Specific descriptions of each sector's attributes will follow on subsequent pages.

Within each of the two conservation sectors, there is a varying degree of resource conservation. The C-1 Critical Natural Resource Sector includes those areas most vulnerable to impacts from incompatible development. It includes critical natural resources such as surface waterbodies, protected wetlands, protected habitat, riparian corridors, purchased open space, conservation



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.

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majority of funding
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:13:14 PM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 3:37:45 PM  
hospitals
- Author: DAH Subject: Inserted Text Date: 6/7/2016 4:56:16 PM  
College
- Author: dhediger Subject: Inserted Text Date: 2/10/2016 12:13:42 PM -05'00'  
or incur the cost of public
- Author: dhediger Subject: Comment on Text Date: 5/18/2016 9:42:27 AM  
Some concern was express as to whether this statement conflicts with recommendations elsewhere in the plan for new development (i.e. Geiger neighborhood and Industrial Village). Councilor Lysen recommends language remain.
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:10:23 PM  
D
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:10:33 PM  
surrounding

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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 hospitals, 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.

- Author: DAH Subject: Inserted Text Date: 6/26/2015 3:22:28 PM  
majority of funding
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:13:14 PM  
:
- Author: DAH Subject: Inserted Text Date: 6/26/2015 3:37:45 PM  
hospitals
- Author: DAH Subject: Inserted Text Date: 6/7/2016 4:56:16 PM  
College
- Author: dhediger Subject: Inserted Text Date: 2/10/2016 12:13:42 PM -05'00'  
or incur the cost of public
- Author: dhediger Subject: Comment on Text Date: 5/18/2016 9:42:27 AM  
Some concern was express as to whether this statement conflicts with recommendations elsewhere in the plan for new development (i.e. Geiger neighborhood and Industrial Village). Councilor Lysen reccommends language remain.
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:10:23 PM  
D
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:10:33 PM  
surrounding

# 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.

- Author: dhediger Subject: Cross-Out Date: 9/10/2015 12:10:00 PM
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:20:51 PM
- Author: dhediger Subject: Cross-Out Date: 9/9/2015 8:53:36 AM
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:21:18 PM  
Centreville
- Author: dhediger Subject: Cross-Out Date: 9/9/2015 8:53:56 AM

Author: DAH Subject: Inserted Text Date: 6/7/2016 3:04:07 PM  
single-family

Author: DAH Subject: Comment on Text Date: 5/18/2016 9:50:40 AM  
Planning Board expressed concerns if this may change the fabric of a single family neighborhood.

Lysen expressed support language to remain.

Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:26:21 PM

### 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.

**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	7,931
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).

- T Author: DAH Subject: Comment on Text Date: 6/26/2015 3:45:23 PM  
need to clarify how projections were arrived at.
- T Author: DAH Subject: Comment on Text Date: 6/26/2015 3:44:24 PM  
why is this number the same at 2013?
- T Author: DAH Subject: Comment on Text Date: 2/10/2016 8:16:49 PM -05'00'  
replace all asterisks with superscripts
- E Author: dhediger Subject: Inserted Text Date: 2/12/2016 7:22:53 AM -05'00'  
5,800
- E Author: dhediger Subject: Inserted Text Date: 2/12/2016 7:23:05 AM -05'00'  
6,000
- T Author: DAH Subject: Comment on Text Date: 6/26/2015 3:46:05 PM  
what exactly was included in this number?
- E Author: dhediger Subject: Inserted Text Date: 6/7/2016 2:39:16 PM  
based upon Lewiston School Department. Their projections take into consideration Lewiston's average household size exceeds the state average, in part to new immigrant families. That number is expected to drop in future years, along with enrollment being limited by housing capacity.
- E Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:34:26 PM  
park land

## 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**

- Author: DAH Subject: Comment on Text Date: 2/10/2016 8:26:34 PM -05'00'  
Some Planning Board members expressed concerns with these conceptual plans. For example, Geiger School Neighborhood encourage unrealistic growth where infrastructure does not exist. The image shows too much density and school would have to expand if developed in this pattern. Also concerned with the small lot sizes shown. Other Board members noted that all the plans and images in this section "Promote Mixed Use Centers" is conceptual and the greater emphasis is needed so that the public does not get distracted by the specifics of the images, but to focus on the idea and concept being considered.
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:37:29 PM  
conceptual
- Author: DAH Subject: Inserted Text Date: 6/26/2015 3:50:08 PM  
five
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:40:26 PM  
staff
- Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:38:55 PM  
100
- Author: DAH Subject: Comment on Text Date: 4/14/2016 2:37:47 PM  
add heading "Conceptual Growth Sector Plans".

Author: DAH Subject: Inserted Text Date: 2/10/2016 8:31:31 PM -05'00' Concept

Author: DAH Subject: Comment on Text Date: 2/10/2016 10:35:35 PM -05'00' Planning Board expressed some concerns with the density shown for housing, lack of parking at school, house lots too small for septic, expansion of public utilities needed, no room for growth of school associated with new residential development. Board feels the graphics shld show less density and make it more clearly the development pattern shown is conceptual in nature. The ccconsensus concept may be appropriate, but the graphic representation is to grand in scale shown.

Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:49:37 PM on

# 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

## 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

## 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.



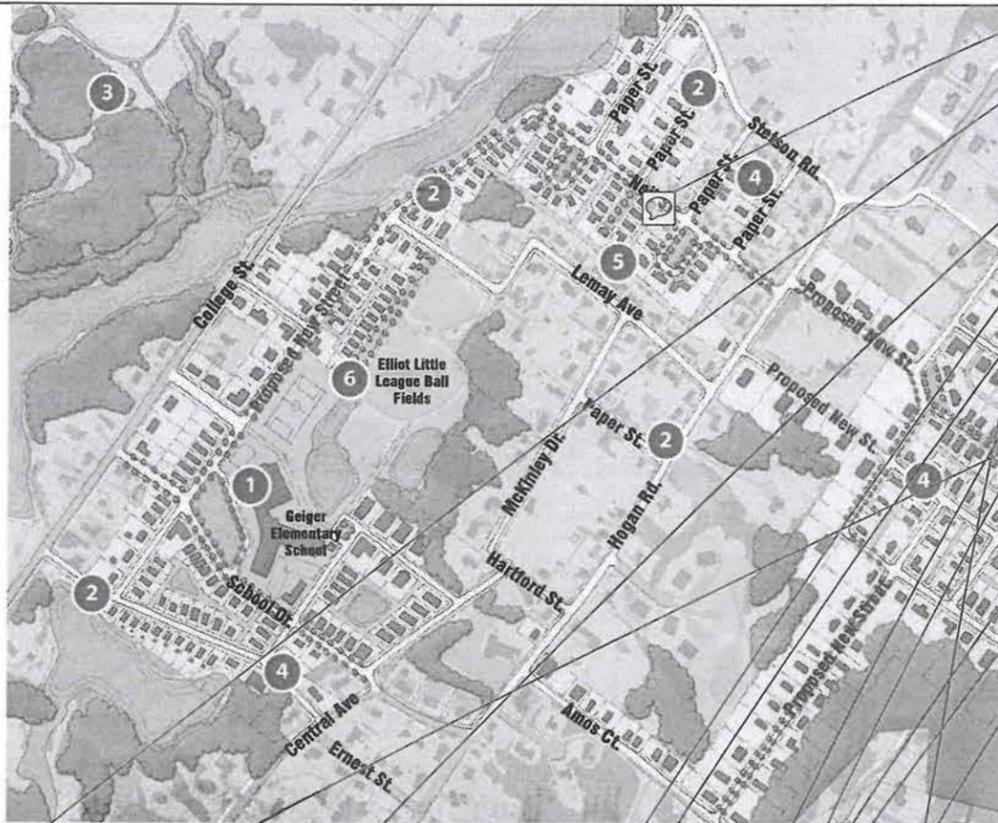
Secure funding and work with the Lewiston School Committee and neighbors to prepare a Master Plan for the City-owned land adjacent to Geiger Elementary School. Develop zoning regulations that emphasize building form and community character to promote housing ~~ether~~ nearby property.



Planning & Code Enforcement

Economic & Community Development

Lewiston School 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

-  Author: dhediger Subject: Sticky Note Date: 4/14/2016 2:51:53 PM  
replace Neil with Nell
-  Author: DAH Subject: Comment on Text Date: 6/26/2015 3:52:14 PM  
Planning Board expressed some concern about small lot sizes.
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:51:08 PM  
Elliot
-  Author: DAH Subject: Inserted Text Date: 2/10/2016 8:35:25 PM -05'00'  
Street
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:53:18 PM  
b
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:53:28 PM  
f
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:53:39 PM  
L
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:53:48 PM  
L
-  Author: DAH Subject: Comment on Text Date: 2/10/2016 8:39:17 PM -05'00'  
It was noted that if the small greens are to be maintained as part of an association versus the City, that historically associations have been problematic in Lewiston due to lack of interest and responsibility . If implemented, thought and consideration needed of who and how they are maintained.
-  Author: dhediger Subject: Cross-Out Date: 4/14/2016 2:52:17 PM
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 2:52:26 PM
-  Author: dhediger Subject: Cross-Out Date: 4/14/2016 2:56:01 PM



# 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

-  Author: DAH Subject: Inserted Text Date: 2/10/2016 8:54:54 PM -05'00' Concept
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:11:23 PM
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:05:37 PM Farmers'
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:05:54 PM farmers'
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:10:58 PM seven
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:10:07 PM
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:12:00 PM
-  Author: DAH Subject: Cross-Out Date: 2/10/2016 8:43:25 PM -05'00' Even conceptually, having pigs and chickens in this area likely problematic. Recognizing much depends upon the size and scale of the operation/ farm, livestock versus fruit and vegetables probably not appropriate for this area.
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:10:15 PM
-  Author: dhediger Subject: Cross-Out Date: 5/18/2016 9:54:27 AM
-  Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:13:18 PM
-  Author: DAH Subject: Comment on Text Date: 6/26/2015 3:53:03 PM Planning Board expressed concerns with this.

Author: dhediger Subject: Sticky Note Date: 4/14/2016 3:07:38 PM  
 Bellegrade

Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:16:21 PM

Author: dhediger Subject: Inserted Text Date: 4/14/2016 3:16:26 PM



**6 GAS BACKWARDS**

The plan proposes redeveloping an existing gas station with mixed use buildings facing onto a new civic plaza. This kind of change is critical to transforming what is now a suburban, drive-by intersection into a destination and place where people want to spend time.

 Amend zoning regulations to emphasize building form and character.

 Planning & Code Enforcement

**7 BRING BUILDINGS TO THE STREET**

The intersection of Sabattus Street and East Avenue is defined by parking lots and asphalt. By bringing buildings up to the street and relocating parking areas to the rear of buildings, this new node could feel like a special place safe for walking and cycling. Moving buildings to the front of lots also helps to address conflicts between commercial uses and abutting residential properties by putting more distance between the noise and light producing buildings.

 Amend zoning regulations to emphasize building form and character.

 Planning & Code Enforcement



**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.



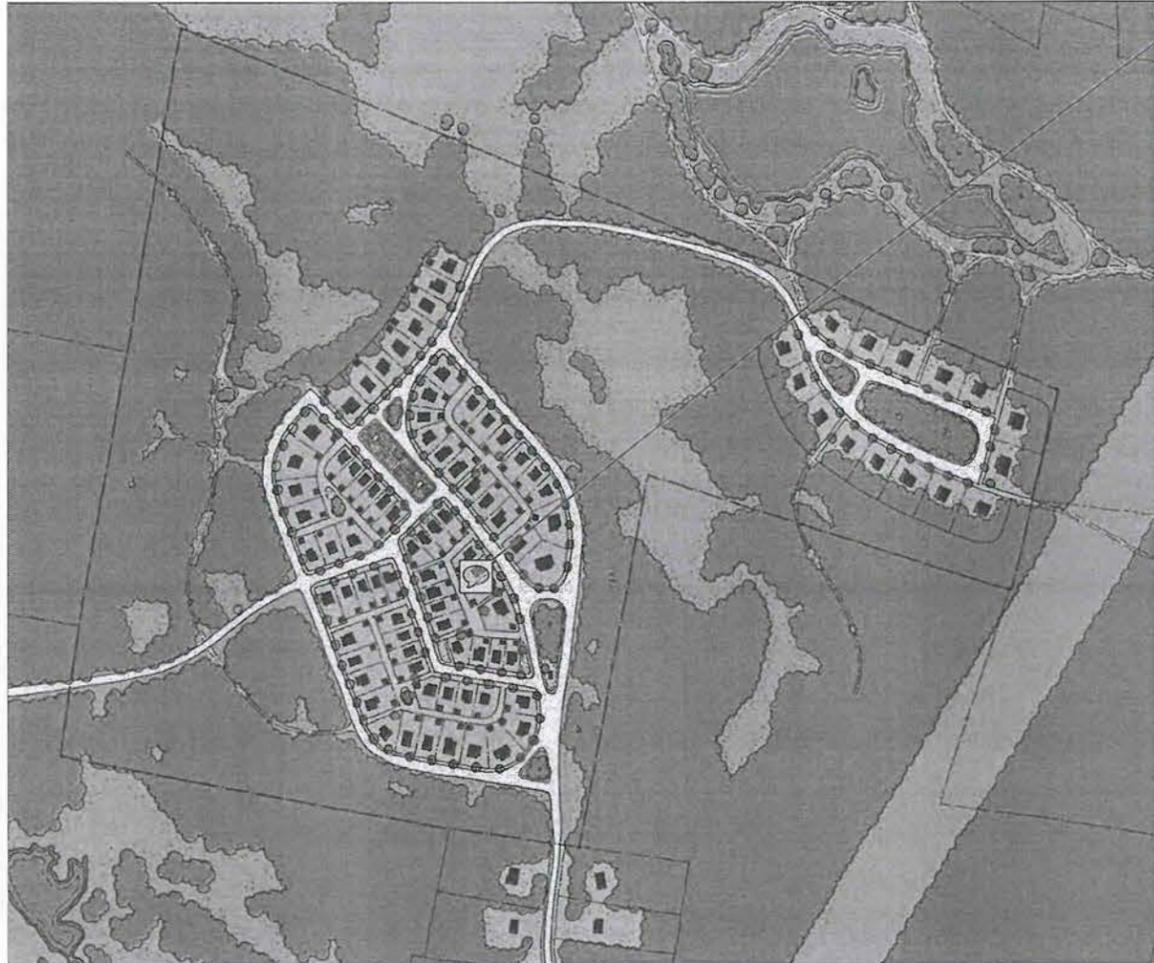
Program funding for the design and reconstruction of gateway streets.



City Council  
Maine Department of Transportation  
Public Works

- T Author: DAH Subject: Comment on Text Date: 2/10/2016 8:45:45 PM -05'00'  
What is #6 supposed to represent? Delete.
- T 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.
- E Author: dhediger Subject: Inserted Text Date: 6/29/2015 1:43:42 PM  
Consider, when appropriate, the implementation of complete streets
- T 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.
- T Author: dhediger Subject: Inserted Text Date: 4/25/2016 2:22:21 PM

Author: DAH Subject: Sticky Note Date: 2/10/2016 10:18:30 PM -05'00'  
Some Board members welcomed the desire and ability to preserve open space in rural areas. But, the imagery provided shows a density that would require extension of city sewer. Understanding the images are conceptual, consideration should be given toward amending the graphic to show larger lots.





TOWN PLANNING & URBAN DESIGN COLLABORATIVE, LLC

TOURISTS PARTICIPATE IN APPLE PICKING

 Create a Skilled Labor Education Plan that will in turn create programs to ensure a skilled labor force in Lewiston for future businesses.

 Economic & Community Development

 Utilize an intern's enthusiasm to conduct interviews of local businesses to find out what inputs they need that could be provided locally. Make this list available to entrepreneurs.

 Economic and Community Development

### Strive to Become Self-Sufficient

When entrepreneurs are selecting a location for their new enterprise, proximity to desirable places to live as well as their suppliers and business services can be a deciding factor. Local support systems may mean the difference between professional survival and bankruptcy. Lewiston should help foster a local network of businesses that can build off of each other to move the City towards greater self-sufficiency. The modern global economy chooses cheap over local. The new economy counters this behavior by supporting the growing public interest in high quality local goods that keep jobs and money close to home. Great local examples include the local food movement with the proliferation of farmers markets and community sustained agriculture, as is the buy local movement and emerging crowd-sourcing efforts aimed at supporting local shops and businesses.

### Reform the City's General Assistance Policy

The City's General Assistance policy is helpful to very low to no income families and individuals in the short term and offers some help to get residents back on their feet through the workfare program and job search and educational requirements, including English as a second language. The City brokers connections to organizations that specialize in job skills, education, financial advice and life skills. The City continues to work with the state to expand proactive strategies for moving people out of both the General Assistance and overall State welfare systems.

 Revisit the General Assistance policy to include a section that discusses ways to encourage those getting assistance to become independent from the system.

 General Assistance

-  Author: dhediger Subject: Sticky Note Date: 4/25/2016 3:27:07 PM farmers market pic to be provided
-  Author: dhediger Subject: Cross-Out Date: 4/25/2016 3:27:11 PM
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:25:02 PM programs
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:31:39 PM and make
-  Author: dhediger Subject: Cross-Out Date: 4/25/2016 3:28:19 PM
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:28:39 PM proximity to
-  Author: DAH Subject: Inserted Text Date: 6/7/2016 3:49:14 PM  
The City's General Assistance policy assists eligible Lewiston residents, for a limited period of time, who are unable to provide basic necessities essential to maintain themselves or their families. Connections are made with organizations to assist residents with securing available and potential resources including agencies that provide a variety of social services, financial assistance, training, education, rehabilitation, and employment opportunities with the goal of moving clients toward self-sufficiency.
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:30:02 PM
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:30:24 PM farmers'
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:36:06 PM on
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:31:03 PM supported
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 3:32:07 PM well as

# 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

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places greater emphasis directing
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- Author: dhediger Subject: Cross-Out Date: 4/25/2016 3:59:19 PM
- Author: dhediger Subject: Cross-Out Date: 4/25/2016 4:00:45 PM
- Author: DAH Subject: Comment on Text Date: 2/10/2016 9:00:05 PM -05'00'  
Some Board members question whether this number remains realistic given economic conditions.
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:00:19 PM  
not only possible, but likely.
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:00:30 PM
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:00:33 PM
- Author: DAH Subject: Comment on Text Date: 2/10/2016 9:07:52 PM -05'00'  
Some Planning Board members feel this language is inconsistent with other areas of the plan where competing strategies/policies are recommended. Some noted is seems we looking for in fill, or conservation of rural areas, or new subdivisions, or new commercial/village centers?
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:01:31 PM
- Author: DAH Subject: Cross-Out Date: 2/10/2016 9:01:36 PM -05'00'
- Author: DAH Subject: Inserted Text Date: 6/7/2016 3:04:46 PM  
single-family
- Author: DAH Subject: Inserted Text Date: 2/10/2016 9:01:27 PM -05'00'  
, Maine
- Author: DAH Subject: Inserted Text Date: 2/10/2016 9:05:08 PM -05'00'  
where the average two-bedroom rent is \$1,560.
- Author: DAH Subject: Comment on Text Date: 2/10/2016 9:07:42 PM -05'00'  
Some Board members have expressed concerns with additional public funds and investment in subsidized housing and if and how additional subsidized units will improve the overall desirability of Lewiston. Will additional subsidized units improve Lewiston?

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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market-rate
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The policy must also encourage and look to enhance opportunities specifically for market-rate units.
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market-rate
- Author: dhediger Subject: Cross-Out Date: 4/25/2016 4:05:55 PM
- Author: DAH Subject: Cross-Out Date: 6/26/2015 4:10:23 PM
- Author: DAH Subject: Cross-Out Date: 6/26/2015 4:11:50 PM
- Author: DAH Subject: Inserted Text Date: 6/7/2016 3:57:44 PM  
market-rate
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:03:21 PM
- Author: DAH Subject: Comment on Text Date: 2/10/2016 9:10:03 PM -05'00'  
It was noted that this may not be the direction the city wants to pursue given the initial opposition of the city's involvement with the Pierce Place development.
- Author: dhediger Subject: Cross-Out Date: 6/29/2015 1:35:19 PM
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- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:05:51 PM  
with
- Author: dhediger Subject: Sticky Note Date: 4/25/2016 4:09:25 PM  
Formatting: either move wrench to act as first bullet or and two wrenches for each item.
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:04:43 PM  
market-rate
- Author: DAH Subject: Cross-Out Date: 6/26/2015 4:09:07 PM
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:04:54 PM
- Author: DAH Subject: Inserted Text Date: 6/26/2015 4:09:38 PM  
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.

-  Author: dhediger Subject: Cross-Out Date: 9/9/2015 7:11:04 AM  
There was discussion about whether this section should remain: some thought it was a good ideas; others questioned whether it was realistic and how to implement given staffing.
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-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:09:56 PM
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:10:02 PM
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:07:34 PM  
italic "Lis pendens"
-  Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:07:02 PM  
law
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Property Owners
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, NC



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

## Programs

### 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

- Author: dhediger Subject: Inserted Text Date: 9/9/2015 7:13:44 AM  
code violations
- Author: DAH Subject: Inserted Text Date: 2/10/2016 9:10:55 PM -05'00'  
Establish a
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:14:36 PM  
land bank
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:14:46 PM  
land bank
- Author: DAH Subject: Inserted Text Date: 2/10/2016 9:11:27 PM -05'00'  
established
- Author: DAH Subject: Comment on Text Date: 2/10/2016 10:35:42 PM -05'00'  
Concerns expressed about pursuing land available on the open market to support development. Land banking may be appropriate to support a municipal use (i.e. schoolfire, police, etc). Otherwise, let private sector resolve title and lien issues.
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:14:52 PM  
land bank
- Author: DAH Subject: Cross-Out Date: 2/10/2016 9:15:14 PM -05'00'  
Some Planning Board members have concerns with the City entering into direct negotiations with concerns of collusion. Also concerned that it may become a burden to the finances of the community.
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on
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on
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and policy
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Planning Board

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"microhousing"
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low-square
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single-family
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:26:13 PM
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:29:03 PM
- Author: dhediger Subject: Cross-Out Date: 4/25/2016 4:33:51 PM
- Author: dhediger Subject: Inserted Text Date: 4/25/2016 4:33:43 PM  
and enhance the quality of life their by encouraging the residents to take active roles in addressing local issues.
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 Support local non-profit groups and seek out innovative new strategies to keep seniors in their homes, including Elder Power.

 Social Services Department  
Economic and Community Development

### Bring a Graduated Care Facility to Downtown Lewiston

The City should explore the option of a public/private partnership to build a graduated care facility within downtown, providing a high quality and centrally located facility that would be a first of its kind in the state. The facility could provide a range of housing alternatives, both market rate and subsidized, including detached single family independent-living cottages and condos, assisted living units, and related services. Each housing alternative provides a different level of care ranging from independent living to full time nursing and supervision. All of the typical amenities that are found in an assisted living facility, such as a hairdresser, pharmacy, and eye doctor, could be located on the ground floor in storefronts facing onto the street. By sharing these amenities with the public, the quality of the services would need to be higher to meet the level of scrutiny of paying customers who can choose to go elsewhere.

The entire collection of buildings could be located in a prominent position and in close proximity to community centers, hospitals, civic space, and social events. Such a location would allow seniors to remain an integral part of the community even when they can no longer drive.

 Actively seek the development of a graduated care facility in downtown Lewiston. Develop regulation and programs to encourage this type of development.

 Planning & Code Enforcement  
Economic & Community Development

### Promote Microhousing

The City should consider updating future codes and ordinances to allow for microhousing, or apartments totaling less than 300 square feet. These studio apartments are ideal for households without children, young people, and the elderly. This housing type has been successful in both large and small cities, and would provide a more reasonably priced option that could help many households get off housing assistance and gain financial independence or those who just want the scaled-down lifestyle small square foot living provides. There is a large supply of industrial buildings or older building stock that could be profitably redeveloped into small unit housing.

 Revise minimum unit size limits to allow for smaller inclusive units

 Planning & Code Enforcement

## Identity

### Better Define Lewiston's Neighborhoods

Currently, Lewiston has a number of loosely defined neighborhoods. The City could work with residents to clearly identify neighborhood boundaries and determine names for each to help build a renewed sense of community for the residents who reside there. This initiative could include the preparation of neighborhood area plans for prominent neighborhoods and would encourage residents to take active roles in addressing local issues and enhance the quality of life within their neighborhoods.

 Convene an event centered around defining Lewiston's neighborhoods.

 Economic & Community Development

### 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, Dufresne 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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consider the creation of a cultural calendar listing area events.
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u
-  Author: dhediger Subject: Inserted Text Date: 5/11/2016 2:24:13 PM
-  Author: dhediger Subject: Inserted Text Date: 5/11/2016 2:24:49 PM  
Dufresne
-  Author: dhediger Subject: Inserted Text Date: 5/11/2016 2:32:56 PM
-  Author: dhediger Subject: Inserted Text Date: 6/29/2015 2:45:16 PM  
public
-  Author: DAH Subject: Inserted Text Date: 6/7/2016 8:10:22 AM  
ensure participation in
-  Author: dhediger Subject: Cross-Out Date: 5/11/2016 2:30:37 PM
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, some of which celebrate with fesitivals and events.
-  Author: dhediger Subject: Cross-Out Date: 6/29/2015 4:27:41 PM
-  Author: dhediger Subject: Inserted Text Date: 5/11/2016 2:30:31 PM  
or
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a four season destination and a center

# 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.

- Author: dhediger Subject: Inserted Text Date: 5/13/2016 10:54:34 AM  
gateways
- Author: dhediger Subject: Inserted Text Date: 5/13/2016 10:55:08 AM  
-
- Author: DAH Subject: Comment on Text Date: 2/10/2016 9:31:25 PM -05'00'  
Many Board member expressed concerns and doubts with returning or making roads a two way and stress that while exploring this should be considered, it should not be a priority.
- Author: dhediger Subject: Inserted Text Date: 9/9/2015 7:36:48 AM  
Consider
- Author: DAH Subject: Inserted Text Date: 6/7/2016 4:29:51 PM  
Two-way
- Author: dhediger Subject: Inserted Text Date: 5/13/2016 10:57:29 AM  
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- Author: dhediger Subject: Inserted Text Date: 9/9/2015 7:39:12 AM  
considered a priority

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.

-  Author: dhediger Subject: Cross-Out Date: 9/9/2015 7:39:26 AM
-  Author: dhediger Subject: Inserted Text Date: 5/13/2016 10:59:57 AM  
"woonerf"
-  Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:00:06 AM  
shared street
-  Author: DAH Subject: Cross-Out Date: 2/10/2016 9:31:35 PM -05'00'
-  Author: dhediger Subject: Inserted Text Date: 9/9/2015 7:41:25 AM  
could
-  Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:01:22 AM  
two-way
-  Author: dhediger Subject: Inserted Text Date: 9/9/2015 7:53:25 AM  
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.
-  Author: DAH Subject: Inserted Text Date: 6/7/2016 8:13:01 AM  
funding
-  Author: dhediger Subject: Inserted Text Date: 9/9/2015 7:42:22 AM  
studies and
-  Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:02:06 AM
-  Author: dhediger Subject: Inserted Text Date: 9/9/2015 7:43:28 AM  
focusing on possible conversions downtown.
-  Author: dhediger Subject: Cross-Out Date: 5/13/2016 11:04:52 AM
-  Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:03:14 AM  
add "Bicycle and Pedestrian Committee"
-  Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:03:27 AM  
and
-  Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:05:32 AM  
to access
-  Author: dhediger Subject: Cross-Out Date: 5/13/2016 11:04:01 AM



The Map shows the proposed Lewiston Riverside Greenway extending north along the river to the Gulf Island Dam and forming a continuous route stretching from Veterans Park to Mount Hope Cemetery. While segments of the trail have been constructed, completing this on- and off-street network should remain a high priority.

North of the downtown, parallel connections are shown along Main Street, College Street, Ash Street/Central Avenue, and East Avenue. Each of these connections is important for their own reason, whether providing access to shopping along Main Street, connections to Bates, or safe access to elementary and high schools.

Several connections are shown to the south of the downtown, including a rail trail that follows a currently unused rail line and would connect to the new park and ride lot at Exit 80 to communities further south. Additional connections are also shown along Lisbon Street for destination-driven trips and on River Road and an off road trail along the river for recreational biking.

The Map also shows some additional bikeway connections between outer neighborhoods, schools, and green spaces. Pond Road, Montello Street, East Avenue, and Alfred Plourde Parkway provide important secondary connections that ring the downtown.

In addition to bike infrastructure, new trail connections are also shown between neighborhoods, responding to citizen interest in stitching together the community and overcoming existing barriers caused by topography and gaps in the urban fabric. This ambitious, formalized system of overland trails takes advantage of the many paths currently used by hunters, ATV riders, and backcountry hikers, and includes power line easements. Many of the trails could be connected simply by securing permissions and improving publicly-owned trails, while other key segments would require private concessions. It is important to recognize that big plans are often easier to implement than small ones. While any one segment of trail across private property would be difficult to secure, a City-wide trail system that involves hundreds of individuals may be sufficiently exciting to rally the entire community.

Develop and adopt design criteria, standards, and guidelines in accordance with the City's Complete Street Policy.

Continue to work with the Androscoggin Transportation Resource Center (ATRC) to develop the regional trail and bicycle network.

Planning & Code Enforcement  
Public Works

## Infrastructure

### Re-envision Gateway Approaches

In their current form, Lisbon, Main, and Sabattus Streets are not safe for walking and biking. Currently, these streets are configured as suburban arterials, catering to high speed traffic with wide travel lanes and center turn lanes, making them extremely unsafe for pedestrians and bikers in addition to being uncomfortable for drivers. As the primary points of entry into the City, these important gateways should be reimagined to create a sense of arrival and redesigned as complete streets with slow flow traffic, narrowed travel lanes, bike lanes, cycle tracks or shared use paths, on street parking, street trees, and buildings that are pulled up to the street with parking in back. A long term plan for the transition of these streets into more welcoming places will be critical if they are to become more than suburban strips. Following up this comprehensive planning effort with a form based code will incentivize the kind of development desired by the community. The City should consider directing both public and private investment to a priority node along one of these corridors to demonstrate the potential for achieving a high quality outcome and helping to spur additional investment along these important roadways.

- Author: dhediger Subject: Cross-Out Date: 5/13/2016 11:22:17 AM
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review where additional wrenches may be needed when there is more than one goal proposed.
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- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:22:30 AM
- Author: DAH Subject: Inserted Text Date: 2/10/2016 10:21:00 PM -05'00'  
add Bicycle and Pedestrian Committee
- Author: DAH Subject: Inserted Text Date: 6/7/2016 4:57:08 PM  
College
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Lewiston
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Park and Ride
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and continuing to
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center turning lanes
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- Author: dhediger Subject: Comment on Text Date: 5/13/2016 11:26:41 AM  
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- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:33:08 AM
- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:27:22 AM  
powerline
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- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:33:40 AM
- Author: DAH Subject: Inserted Text Date: 6/7/2016 4:51:54 PM  
In their current form, Lisbon, Main, and Sabattus Streets are not safe for walking and biking. Currently, these streets are configured as suburban arterials, catering to high-speed traffic with wide travel lanes and center turning lanes. They are extremely unsafe for pedestrians and bikers, in addition to being uncomfortable for drivers. As the primary points of entry into the City, these important gateways should be reimagined to create a sense of arrival and be redesigned as complete streets to slow the flow of traffic by narrowing travel lanes, establishing bike lanes, cycle tracks or shared use paths, allowing on-street parking, planting street trees, and requiring that buildings are constructed close to the street with parking in the back. A long-term plan for the transition of these streets into more welcoming places will be critical if they are to become more than suburban strips. A form-based code may incentivize the kind of development desired by the community. The City should consider directing both public and private funding to a prioritized area along one of these corridors to demonstrate the potential for achieving a high-quality outcome and help in spurring additional investment along these important roadways.



Appropriate funding for corridor planning and form-based zoning to inform and enable the redevelopment over time of both the thoroughfares and abutting properties.

Review and revise access management measures to limit the number of curb cuts along Gateway Roads and promote the development of shared drives and parking areas.



Planning & Code Enforcement  
Public Works



Hire Urban Design/Engineering consultant to prepare Complete Street & Intersection improvement plan.



City Council  
Planning & Code Enforcement  
Public Works

### Showcase Canals

The City should prioritize the construction of canal walks as indicated in the Riverfront Island Master Plan. Canal Street and Oxford Street/Cross Street should both be considered for conversion to "woonerfs" or Shared Streets, where equal priority is given to pedestrians, bicycles, and vehicular traffic. In such streets, pavers and other design techniques are used to limit traffic volumes and create a shared environment. Typically, curbs are removed, helping to reinforce that the entire street is open to pedestrian and bikes, with vehicles required to yield to these other modes. A cantilevered canal walk could also be constructed along the south end of Mill 5, providing a pedestrian extension of Ash Street to Mill Street and a direct route to Simard-Payne Park achieving the kind of connectivity between Canal Street and Lincoln Street recommended in the Riverfront Master Plan. These kind of special roadway treatments and pedestrian/bicycle improvements, paired with the restoration of the canals, would create high value spaces for people to recreate and gather, generating interest and economic development potential for the properties facing onto these unique cultural assets.



Secure funding for redesigning Canal Street and Oxford / Cross Street as shared streets or "woonerfs".



Planning & Code Enforcement

### Improve Neighborhood Streets & Intersections

Neighborhood streets and intersections throughout the city are quite variable in their appearance and functionality for both pedestrians and motorists. The following are general improvements applicable to some streets in Lewiston. Following these standards will create the vibrant, walkable and bikeable streets in Lewiston.

A minimum of 5-foot sidewalks should be targeted within all compact, walkable areas in the City, with sidewalk widths of 15+ feet adjacent to storefronts, where conditions allow.

Streets considered to be unsafe and those that create barriers within the City, preventing children from walking and biking to area schools should be improved. Excessive queues at signals could be addressed by traffic signal integration and control improvements. Look at where pedestrian lighting and crosswalks may be upgraded or enhanced to improve safety.

Dangerous intersections should be replaced with four-way stops and road re-striping should be done. Streets that feel too wide should be civilized by having vehicular lanes narrowed, on-street parking and bicycle lanes and street trees added where feasible.

By building complete streets, drivers will feel uncomfortable traveling at high speeds, which, in turn, will improve the streets for walking and biking, thereby tipping the scales in favor of a more balanced distribution of travel modes.

- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:39:34 AM  
urban design/engineering consultant to prepare complete street
- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:36:39 AM  
shared streets
- Author: dhediger Subject: Cross-Out Date: 5/13/2016 11:34:25 AM
- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:35:12 AM  
five
- Author: DAH Subject: Inserted Text Date: 2/10/2016 10:21:54 PM -05'00'  
When determined to be appropriate, a...
- Author: DAH Subject: Comment on Text Date: 2/10/2016 10:24:37 PM -05'00'  
The Board noted sidewalks 15' wide is challenging to due existing ROW widths, travel lanes, return of two-way traffic on certain streets, the accommodation of bike lanes, etc. Sidewalks of this width should be allowed only when determined to be appropriate.
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- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:35:19 AM
- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:40:19 AM
- Author: dhediger Subject: Inserted Text Date: 5/13/2016 11:35:54 AM  
re-striping

adopt an aggressive strategy to re-energize 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 Amtrak 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*.

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	Author: dhediger	Subject: Inserted Text	Date: 5/13/2016 12:28:25 PM
	Author: dhediger	Subject: Inserted Text	Date: 5/13/2016 12:27:11 PM
	Author: dhediger	Subject: Cross-Out	Date: 5/13/2016 12:16:03 PM
	Author: DAH	Subject: Inserted Text	Date: 6/7/2016 8:20:01 AM
	Author: dhediger	Subject: Inserted Text	Date: 5/13/2016 12:18:10 PM
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	Author: DAH	Subject: Inserted Text	Date: 5/13/2016 12:30:47 PM
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# 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 possibility for a TDR program in Lewiston.
-  Planning & Code Enforcement
-  Economic and Community Development

## 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~~

## 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.~~

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-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:40:04 PM
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:39:53 PM Therefore, local
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:40:12 PM
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:40:29 PM
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:43:01 PM
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:41:42 PM
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:42:39 PM
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:42:26 PM (i.e., areas of vegetation situated between the built environment and the water)
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:43:15 PM that
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:43:33 PM Shoreland
-  Author: dhediger Subject: Comment on Text Date: 9/9/2015 8:17:30 AM Delete entire section as we have since learned (or have been reaffirmed) that TDR just don't work in Maine. Bates students completed a study showing we have too much available land and not enough development pressures.
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:34:08 PM
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:36:59 PM to
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:34:23 PM preservation of the natural landscape...
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:34:34 PM
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:35:49 PM
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:34:51 PM
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:34:44 PM
-  Author: dhediger Subject: Cross-Out Date: 5/16/2016 1:35:59 PM
-  Author: dhediger Subject: Inserted Text Date: 5/16/2016 1:37:37 PM insofar as practical.

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 treasured 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

- Author: dhediger Subject: Cross-Out Date: 5/16/2016 2:28:21 PM
- Author: dhediger Subject: Cross-Out Date: 5/16/2016 2:25:51 PM
- Author: dhediger Subject: Inserted Text Date: 5/16/2016 2:28:17 PM histories, cultures, and conflicts in Africa and the Middle East.
- Author: dhediger Subject: Inserted Text Date: 5/16/2016 2:33:19 PM but
- Author: dhediger Subject: Inserted Text Date: 5/16/2016 2:29:07 PM crowdfunding
- Author: dhediger Subject: Cross-Out Date: 9/10/2015 10:55:23 AM
- Author: dhediger Subject: Inserted Text Date: 9/10/2015 10:55:18 AM immigrants.
- Author: dhediger Subject: Inserted Text Date: 9/10/2015 10:55:57 AM immigrants
- Author: dhediger Subject: Inserted Text Date: 5/16/2016 2:39:40 PM For those interested,
- Author: dhediger Subject: Cross-Out Date: 9/9/2015 9:02:34 AM
- Author: dhediger Subject: Inserted Text Date: 9/9/2015 9:07:12 AM immigrants
- Author: dhediger Subject: Inserted Text Date: 9/9/2015 9:02:32 AM regardless of social or economic status.
- Author: dhediger Subject: Inserted Text Date: 9/9/2015 9:10:27 AM
- Author: dhediger Subject: Inserted Text Date: 5/16/2016 2:41:54 PM and local field offices of the United States Citizenship and Immigrations Services.  
Also add Adult Education
- Author: DAH Subject: Inserted Text Date: 6/7/2016 5:08:05 PM
- Author: dhediger Subject: Inserted Text Date: 9/9/2015 9:04:40 AM these organizations that provided extended educational opportunities
- Author: dhediger Subject: Cross-Out Date: 5/16/2016 2:31:19 PM
- Author: dhediger Subject: Cross-Out Date: 9/9/2015 9:05:33 AM
- Author: dhediger Subject: Inserted Text Date: 9/9/2015 9:06:41 AM with organizations
- Author: dhediger Subject: Inserted Text Date: 5/16/2016 2:31:52 PM
- Author: dhediger Subject: Inserted Text Date: 9/9/2015 9:06:53 AM who
- Author: dhediger Subject: Inserted Text Date: 5/16/2016 2:43:22 PM Council



# 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 an 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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-  Author: dhediger Subject: Cross-Out Date: 5/19/2016 11:51:20 AM
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Administrator's report on the progress and accomplishments of the City
-  Author: dhediger Subject: Cross-Out Date: 5/19/2016 11:53:21 AM
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-  Author: dhediger Subject: Inserted Text Date: 5/19/2016 11:59:57 AM  
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-  Author: dhediger Subject: Inserted Text Date: 5/19/2016 11:49:10 AM  
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-  Author: dhediger Subject: Inserted Text Date: 5/19/2016 11:47:51 AM  
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-  Author: dhediger Subject: Cross-Out Date: 5/19/2016 12:01:13 PM
-  Author: dhediger Subject: Inserted Text Date: 5/19/2016 12:01:11 PM  
will require funding.
-  Author: DAH Subject: Inserted Text Date: 6/7/2016 5:25:57 PM  
Lewiston prepares a monthly Administrator's report on the progress and accomplishments of the City that is made available as a PDF on the City's website. This report should be expanded upon with the City and residents creating a community report card. This reporting would include quantifiable targets to help simplify the process of evaluation related to the community's progress and undertakings. This may include the number of new affordable and market-rate units within the downtown, the reduction in the number of combined sewer overflows, local retail sales figures, or the 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. The studies required to assess progress will require funding.
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### 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.



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



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

### 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

### 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.

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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. Efforts should also be made to increase the use and utilization of the zero-sort recycling facility, an under-utilized asset to the community. Finally, efforts should be made to increase food waste diversion (i.e., composting) as well as other means to reduce the waste stream destined for landfills.

### 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

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with proactive policing programs, community education, and partnerships with city, county, state, and federal police programs.
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are half of those
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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.
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# 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.



Economic & Community Development



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



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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**Getting Out the Word: What is the real Lewiston?**  
For successful economic development to occur, Lewiston needs to rebrand and market itself, building on the City's unique potential. The message must be authentic and represent what Lewiston is now and what it wants to become. 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 funding are required to get out the right message and change perceptions. 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." An energetic marketing firm should be hired to help the City package its unique identity, craft a positive message, and spread the word broadly. It needs a powerful image brand, along with a message that is current, aggressive and relevant. These efforts to improve the reputation of Lewiston will set the City apart, attract like-minded residents and businesses, and build a strong presence in the New England market. Local, regional, and national campaigns should be rolled out the City immediately.
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- Author: DAH Subject: Inserted Text Date: 6/7/2016 6:22:17 PM and begin pushing for a more positive view of Lewiston targeted to those outside the community.
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**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 ~~areas~~ 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.

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the Third Place: Downtown Neighborhood Action Plan
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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."
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**LEWISTON CITY COUNCIL**  
**MEETING OF JUNE 14, 2016**

**AGENDA INFORMATION SHEET:**

**AGENDA ITEM NO. ES-1**

**SUBJECT:**

Executive Session to discuss Disposition of Property of which the premature disclosure of the information would prejudice the competitive bargaining position of the City.

**INFORMATION:**

The Maine State Statutes, Title 1, section 405, define the permissible grounds and subject matters of executive sessions for public meetings.

**APPROVAL AND/OR COMMENTS OF CITY ADMINISTRATOR:**

The City Administrator recommends approval of the requested action.

*EAB/kmm*

**REQUESTED ACTION:**

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To enter into an Executive Session, pursuant to MRSA Title 1, section 405(6)(c), to discuss Disposition of Property, of which the premature disclosure of the information would prejudice the competitive bargaining position of the City.