COMPREHENSIVE PLAN

CITY OF LEWISTON, MAINE

Adopted by the Lewiston City Council
1997

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by: Peter Parker

DRAFT

INTRODUCTION

Public participation is a linchpin of local government, and the success of any Comprehensive Plan is directly related to the extent to which the people of the community are involved in its development. During the two-year comprehensive planning process, the City developed many different opportunities for its citizens to get involved. Mayor John Jenkins appointed a Comprehensive Plan Committee representing a broad spectrum of Lewiston residents to oversee the process. The City assigned its in-house professional staff to coordinate the efforts and to do the necessary research.

A number of Sub-Committees were convened to deal with components such as housing, arts and culture, No Name Pond and the downtown with informed and interested citizens invited to participate. Research, findings, and recommendations from other existing groups such as the Lewiston/Auburn Comprehensive Traffic Study (LACTS) and Lewiston/Auburn Economic Growth Council (LAEGC) on components such as transportation and the economy were incorporated within the plan.

Because it is difficult for the average citizen to participate in the many meetings held during the planning process, especially with the schedules of the many two-working couples and single heads of households in our community, the City undertook a Comprehensive Plan Citizen Survey to get their vital input. The survey results were deemed to be both statistically significant and valid and representative of the Lewiston population as a whole, and have been used extensively in developing goals and strategies for the Plan.

The Comprehensive Planning process also reached into our schools for input. Participants ranged from fourth graders at McMahon Elementary School to seniors at Bates College. The "Kids as Planners" program integrated some of the planning into their school's curriculum.

The City also sponsored two bus tours of the City involving over fifty people. The tours visited many of the areas of the City that were highlighted in the "Land Use Issues Map" which included over thirty major land use issues to be explored during the implementation phase of the Comprehensive Land Use Program.

Presentations were also made to the Comprehensive Plan Committee by Bates College, and both our hospitals, Central Maine Medical Center and St. Mary's, concerning their future needs. In addition, discussions occurred on how the City might be affected by future development plans of these institutions, as well as by changes in the educational and medical fields.

The production of this Comprehensive Plan was full of complexities, but the goals were simple: to reach local agreement on how our City should look and function in the future, and to set policies and strategies that ensure that we reach our envisioned future.

The Lewiston Comprehensive Plan is not a zoning ordinance. It has been designed to meet the requirements of the State Growth Management Program and serve as a legal basis and guide for all land use regulation and zoning decisions. But more importantly, it must reflect the needs and desires of Lewiston and its citizens.

The Lewiston Comprehensive Plan consists of two (2) sections to ease in the reading, comprehension and subsequent monitoring of the plan. **Volume I is the Policy Document of the Plan.** It contains the City's goals, policies and implementation strategies for the following eleven planning elements: Culture and Art; Downtown; Economy; Historic Preservation; Housing; Land Use; Long Range Planning; Natural Resources; Public Facilities; Recreation and Open Space and Transportation. It also contains maps that provide graphic support for the goals, policies and strategies. An Education component will be drafted by the Lewiston School Committee for possible inclusion into the Plan at a later date.

Volume I is organized in such a way that each of the planning elements contains a narrative concerning the elements and the City's related goals, the policies to achieve the goals and other identified planning issues. It also contains a set of specific action strategies that, when implemented, will reflect the related City policies. Accompanying each implementation action is the estimated time frame and the designated entity(ies) responsible for carrying out the action.

Volume II is the accumulation of the many plans, reports, studies and data utilized to developed the Comprehensive Plan. It contains the technical background information for the planning elements. It provides data on existing conditions of the natural and man-made environment as well as identifies anticipated future planning issues. In large part, it serves as the basis for the goals and policies contained in Volume I. It also contains appropriate technical appendices related to the Plan. Many plans have been included that were developed by Sub-committees to stand on their own and published separately. Volume II will be available at City Hall, the Lewiston Public Library, the State Planning Office, and eventually be placed on Lewiston's Web page.

The City goals, policies, and implementation strategies contained in Volume I formulated to be as follows:

1) Consistent with and promote the state goals;
2) Based upon a ten-year forecast of the growth and needs of the City of Lewiston;
3) Consistent with the current regional and local goals and policies;
4) Based on the findings from the information in Volume II, the Comprehensive Plan Citizen Survey, and other substantial public input; and
5) Realistic and achievable within a ten-year period.

In order to ease in the understanding of these concepts, which are integral to this Plan, and to avoid any possible confusion, the following definitions of these terms are presented:

Goal: A goal is a statement of a long-term or end project that is desired by the City.

Policy: A policy is a statement that describes the general philosophy that motivates a particular course of action or will guide in decision making. In short, a policy is what the City plans to do to achieve a goal.

Implementation Strategy: An implementation strategy is the specific action that the City will take to carry out a policy. It specifies how and when it will be carried out and identifies the entity(ies) responsible for its realization.

The Lewiston Comprehensive Plan was funded in part by a planning grant from the Community Planning and Investment Program of the State Planning Office and in part by a match by the City of Lewiston, mostly in-kind staff service. At the time of developing the Plan, there were no known conflicts between State, Regional and Local goals and policies.

As one reviews this Policy Document, it may be found that similar policies and implementation strategies appear in separate planning elements. While this may appear to be repetitive, it is intended to verify consistency among the elements. For example, a policy in the Land Use element may have the same objective as a policy in Natural Resource element, thus it makes sense to use the same implementation strategy to carry out these similar policies. These cross-references will be made in the final draft of this plan.

Comprehensive planning is and must be a dynamic process. The last plan was completed in 1988 and focussed primarily on land use issues. The current plan focuses on areas that were not included in the previous plan, such as Parks and Recreation, Arts and Culture and Historic Preservation. These areas reflect changing priorities in the community, as well as new challenges and opportunities presented to our citizens in the past decade. Other components of the 1988 plan continue to be valid and they have examined, updated if necessary, and included by reference into this plan. It is not our attempt in this process to "reinvent the wheel" but to build on the important planning that has been done in our community over the past decades. It is also the City's intent to review the plan on a yearly basis and to make necessary updates every three years.

STATE PLANNING GOALS

Following is the list of State Planning Goals, as identified in the Growth Management Act. These goals, along with the findings of the Comprehensive Plan, the Citizen Survey and other public input, serve as the basis for the development of the City of Lewiston's goals and policies.

State Planning Goal A: To encourage orderly growth and development in appropriate areas of each community while protecting the State's rural character, making efficient use of public services and preventing developmental sprawl.

State Planning Goal B: To plan, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

State Planning Goal C: To promote an economic climate that increases job opportunities and overall economic well-being.

State Planning Goal D: To encourage and promote affordable, decent housing opportunities for all Maine citizens.

State Planning Goal E: To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.

State Planning Goal G: To protect the State's marine resource industry, ports and harbors, from incompatible development and to promote access to the shore for commercial fisherman and the public.

State Planning Goal H: To safeguard the State's agricultural and forest resources from development which threatens those resources.

State Planning Goal I: To preserve the State's historic and archeological resources.

State Planning Goal J: To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

THE GROWTH OF A CITY:
A BRIEF HISTORY OF LEWISTON
by: Douglas I. Hodgkin

In 1768 the Pejepscot Proprietors, a Boston-based land company, granted to Jonathan Bagley and Moses Little of Newbury, Massachusetts, land on the east side of the Androscoggin River at Twenty-Mile Falls. They were to settle fifty families there and to build a road to connect with the road from Topsham. The place was named "Lewistown," apparently in honor of the late Job Lewis, a Boston merchant and former Proprietor.

The first white settlers in Lewiston, Maine, were Paul Hildreth and his family in 1770. His log cabin was a short distance below the falls near the location of the Continental Mill. Although the cabin burned and his family had to spend the winter in New Gloucester, they returned in the spring. Hildreth operated the first ferry about half a mile below the falls. Several families followed. By the first census in 1790, Lewiston's population was 532 persons. The residents sought incorporation as a town and received their charter February 18, 1795.

Active members of the board of selectmen in the early years included Winslow Ames, Joel Thompson, and Dan Read. The latter also served twenty years as town clerk and forty years as the first postmaster. In the 1840's and 1850's, particularly influential members were William R. Frye, Ebenezer Ham, Mark Lowell, and Stephen Read. Throughout Lewiston's status as a town, several members of the Garcelon family also served as civic leaders.

Water power was harnessed relatively early, as a dam was built of timber by 1808-1809 and a canal was made. In 1809 Michael Little built a large wooden building with saw, grist, and fulling mills next to the falls. This was burned in 1814 by an arsonist, but new mills soon took its place. The town grew slowly, reaching 1549 inhabitants by 1830. Because most were farmers, the population was widely dispersed. The first bridge was built in 1823, but most of Lewiston Falls Village was on what is now the Auburn side of the river. While there were mills by the falls, what is now downtown Lewiston still was the Harris Farm, a few dwellings, and a school house.

In 1836 local entrepreneurs, primarily the Little family, organized a company to build dams, canals and mills, but they lacked the capital to achieve their goals. The company became known as the Lewiston Water Power Company in 1848 and was taken over by the Franklin Company in 1857. As late as the 1840's what is now Lisbon Street was undeveloped, but the community soon changed. Boston investors, including Benjamin e. Bates, financed the construction of the canal system and several textile mills. Many Irish immigrants were employed in the construction.

These mills prospered during the Civil War, as the owners correctly foresaw that the war would be long; they had stockpiled sufficient cotton to maintain production.

Many people moved into town from the surrounding country-side. Mill owners constructed tenements to provide supervised housing for Yankee farm girls who provided much of the early work force and then to accommodate the rapid influx of population. These blocks were located along Canal, Park, and Oxford Streets right across from the mills.

The 1850 census showed a 168 percent jump to 4,854 people and then a 53 percent increase to 7,424 in 1860. A premier hotel, the DeWitt, was built about 1854. The growing city attracted in 1855 the establishment of Maine State Seminary that later became Bates College, chartered in 1864.

After Lewiston became a city in 1861, Jacob Barker Ham took office as the first mayor in 1863. He was followed by William P. Frye who went on to serve in Congress, including the position as President pro tem of the Senate. Alonzo Garcelon, who served as mayor in 1871, became governor of Maine in 1879. His son Alonzo Marston Garcelon was mayor in 1883 and served twenty years on the education board. Daniel J. McGillicuddy served three terms as mayor and a term in Congress.

Central Block on the corner of Lisbon and Main Streets became the anchor for development of the downtown area and housed city offices. Lisbon Street became the main commercial center. A new impressive city building was constructed in 1873 across from a park donated by the Franklin Company; after an 1890 fire, the current city hall replaced it.

After fire destroyed several stores on Lisbon Street, leading citizens decided to construct "the best opera house east of Boston." The Music Hall was built in 1877 at 69 Lisbon Street. The offerings here, at the Empire Theater, and in many other halls generally featured traveling stock companies, minstrels, drama and melodrama.

Lewiston and Auburn constructed a railroad spur from Lewiston to the Montreal-Portland railroad line. The Canadian National Railway thereby gave competition to the Maine Central Railroad and freight rates dropped. The Grand Trunk Station ("The Depot") on Lincoln Street became the arrival point in the 1870's and after for the migration of thousands of French Canadians to Lewiston. They settled in the area between Lisbon Street and the river, many in blocks built by the mills or in an area called "Little Canada". The rapid in-migration helped to raise the population to 19,083 by 1880. In forty years, the city had grown tenfold.

St. Joseph's Church was constructed on Main Street. The Dominican Block on Lincoln Street was a religious, political and cultural center. It housed the first parochial school, established in 1882-1883. The teachers were Sisters of Charity (Grey Nuns) until the Ladies of Sion arrived in 1892. St. Peter's Church was the French parish, replaced by Sts. Peter and Paul, built 1905-1938.

City services expanded rapidly during the last half of the nineteenth century to accommodate the growing population. Several schools were built including the Frye Grammar School. The city established a normal school to train its own teachers in what is now known as the Dingley Building. Lewiston High School opened in 1850 and moved into a brick building on Main Street in 1859. It later occupied the Jordan School, then a building on Central Avenue, and now a comprehensive high school in Franklin Pasture. St. Dominic's High School was founded in 1941 in the clubhouse of L'Association St. Dominique.

Other city services included a fire company organized in 1849, the Manufacturers and Mechanics Library Association, a city park granted by the Franklin Company in 1861, a water works authorized in 1873, a franchise granted for a horse railroad in 1881, a municipal electric lighting plant, and the extension of the city water system to Lake Auburn.

Under the direction of the Grey Nuns, St. Mary's, the first hospital was dedicated in 1889, which moved to the new building on Sabattus Street in 1902. The original Central Maine General Hospital was established in 1891 with thirty beds in two houses on Main Street.

In the early twentieth century, notable mayors included Frank A. Morey who became Speaker of the Maine House; Robert J. Wiseman, the first Franco-Canadian mayor; Louis Jefferson Brann, who established a municipal coal yard and a public swimming pool and playground, and became Governor of Maine in the 1930's; and Harold Newell Skelton, who achieved completion of the high school on Central Avenue. For the next four decades, each mayor had a French name, including Jean Charles Boucher, who also had a lengthy career in the Maine legislature.

After almost eighty years of amendments, the city charter had become unwieldy. Finally, corrupt practices provided the impetus to adopt a new charter in 1939, consisting of a mayor, council, a powerful Board of Finance, and several other commissions. The city moved to a more professional system with the adoption in 1979 of a new charter establishing a city administrator and abolishing most boards and commissions.

The development of Lewiston's suburbs responded to the American desire for the independence of home ownership. Throughout the twentieth century, population expanded outward from the city center. Industry began to gravitate to more suburban locations. American Electro Metals at 1560 Lisbon Road in the 1930's became North American Philips in the 1940's, the predecessor of Philips Elmet Corp., which has expanded substantially. The Lewiston Development Corporation, consisting of local business Geiger Brothers printing concern that produces "The

Farmer's Almanac." Other businesses have located in industrial parks, and shopping centers have opened.

Competition from the South and abroad led to the closure of most of the textile mills. The city is developing new uses for these structures. The population in Lewiston has stabilized around 40,000 in each census from 1940 to the present. Further growth in the region has continued in

the neighboring towns. Lewiston continues as a vibrant city that reflects its increasing economic, cultural and social diversity.

(Douglas I. Hodgkin, a native of Lewiston, is Professor of Political Science at Bates College and author of *Lewiston Memories: A Bicentennial Pictorial.*)

CULTURE AND ARTS

INTRODUCTION

The arts reflect the soul of humanity. They also serve as a means of recording humankind's rich cultural heritages. In other words, they help to define and document the context of human existence that allows us to interpret the meaning of our own lives. As such, they open a window to our past by providing us with insight into our greatest triumphs and most dismal failures. They also unlock a door to our future by helping us to understand who we are and what we are capable of doing. Perhaps most important, they empower us in the present by helping to nurture self-respect and self-esteem, to enhance ethnic and cultural sensitivity, and to make the learning process human and accessible.

Culture is defined as the concepts, habits, skills, art, language, instruments, institutions, etc., of a given people in a given period; civilization. Culture can be defined as it relates to the community of the world, a nation, a city or a neighborhood. Culture defines a people. It is a dynamic process which provides its practitioners the context of their heritage, a means of representing their current desires and concerns, and the opportunity to evaluate the past in order to create plans for their future. Past comprehensive plans paid little attention to culture and art and how important they are to our City.

THE PROCESS

The cultural plan component development process began in February of 1994 with a public forum, convened here by the Maine Arts Commission because of Lewiston's rich and varied cultural heritage. Members of various constituencies including artists, educators, interested citizens, professional arts administrators and City officials, were briefed about cultural assessment and planning. Participants moved to set up community focus groups for further study in each of four areas: arts in the work place; arts in education; cultural organizations and facilities; and individual artists. The findings of these focus group meetings were documented and served to inform the planning process.

During the summer of 1994, Colette Fournier, a performer and community scholar who specializes in Franco-American traditional culture, conducted an ethnographic study of the local Franco community (approximately 60% of Lewiston's population and 35% of Auburn's). This was part of a series of ethnographic surveys in Maine French-speaking communities funded by the National Endowment for the Arts (NEA) Folk Arts Program, through the Maine Arts Commission. Her findings provided an inventory of Franco cultural expression and served as an important resource for the local planning process.

In August of the same year, focus groups were conducted with members of each of Lewiston-Auburn's fourteen largest ethnic populations. Each group talked about what they considered to be significant cultural expressions and discussed how their cultural heritage might be recognized and celebrated in the overall cultural landscape. Under a project funded by the Maine Arts Commission, folklorist Tina Bucuvalas, Ph.D., conducted follow-up interviews with members of these groups. She combined this information with written and videotaped records of the group meetings. The result, a document entitled "The Cultural Mosaic of Lewiston-Auburn," was published and served as a resource for the community and the planning process.

In February, 1995, the findings of all of these groups were presented at L-A College in a public forum, convened the Maine Arts Commission and facilitated by Craig Dreeszen, Ph.D., Director of the Arts Extension Service at the University of Massachusetts at Amherst, and James Lysen, Planning Director for the City of Lewiston. The forty-eight participants agreed to establish four task forces for the purpose of drafting goals and objectives that would form the basis for the Cultural Plan. The group intended that the Cultural Plan should become an integral component of both Lewiston and Auburn's Comprehensive Plans.

The task forces created were: Coordination/Alliance; Cultural Facilities; Arts in Education; and Artist Services. The goals and objectives that resulted from their deliberations were compiled in a draft Cultural Plan that was presented at a public forum held at the Creative Photographic Arts Center of Maine at the Bates Mill in June, 1995. At this meeting a steering committee with broad community representation was formed to compose the final narrative of the Cultural Plan.

THE RESULT

It is clear that no city or metropolitan area can thrive in this day and age without a cultural core that permits its residents to discover, explore, take part in, and enjoy the arts in their many forms and expressions. From an economic standpoint, for example, most professionals and big businesses look for such a core before relocating to a given area because they recognize it as essential to the "quality of life" that the area can offer them and their employees. From a civic standpoint, such a cultural core often enhances the community's view of itself, a positive factor that affects how citizens of all ages view themselves and relate to each other and to the community at large.

The Lewiston-Auburn community is endowed with an abundant diversity of ethnic heritages and folkways. The arts community and its offerings are experiencing extensive growth. There are currently both community and professional theaters, choral groups, chamber ensembles, orchestras, and presenting organizations. Local arts practitioners have formed the Artists of the Androscoggin, an outgrowth of the cultural planning process. During the assessment phase of the planning process, a dire need was identified to preserve the folkways that currently are practiced by only the most senior generations in the community.

This Cultural Plan, drawn up by the residents of the cities of Lewiston and Auburn, is a blueprint for encouraging and sustaining the burgeoning cultural activity that promises to rejuvenate the city as it faces its third century of growth. This plan is an affirmation of the interest of diverse citizens in the cultural growth of the community. It addresses the following major goals related to culture and the arts that the cities should attempt to achieve within the next few years:

- To effectively integrate the arts into the education process;
- To establish the conditions that will allow artists to flourish within this community;
- To improve coordination and alliance among cultural organizations: and
- To ensure the availability of cultural facilities that are adequate to serve the diverse needs of the community, now and in the future.

PRESENT CONDITIONS

The Cultural Plan was not drawn up to be a historical record of the cities' dreams for the future. It was meant to be a working document providing a context in which to bring those dreams to reality for the benefit of the entire community for years to come. Many conditions make this possibility more likely now than at any previous time:

- Both Cities of Lewiston and Auburn have designated **L/A Arts** as their official **Local Arts Agency**. This was a major policy recommendation resulting from the cultural planning process and acknowledged nearly a quarter-century of leadership in community arts and culture by L/A Arts. Support from both cities has been vital to L/A Arts, success.

- The City of Lewiston is included in the just published second edition of John Villani's book **The 100 Best Small Art Towns in America** -- not bad for a city that was characterized publicly as a "cultural wasteland" by the chair of the Maine State Commission on the Arts and Humanities in the early 70s.

- The last 5-6 years have seen the establishment and development of the **Public Theatre**, Maine's second professional Equity Theatre company; the **Creative Photographic Arts Center of Maine**, in the revitalized Bates Mill, the largest photographic center on the eastern seaboard of the United States, bringing professional photographers and students together in the same forum, and becoming a community center for a variety of cultural events; the **Maine Music Society**, which formalizes and coordinates the offerings of professional and community chamber music and choral programs in the region; the very popular **Great Falls Balloon Festival** and the multi-cultural **Festival de Joie** -- all of which complement the offerings of **L/A Arts, Bates College, the Bates Dance Festival, Community Little Theatre**, and a host of other cultural activities. Many credit L/A Arts

with having cultivated the cultural awareness, interest and other conditions that made it possible for many of these other programs to be established. Many of the same volunteers and patrons have played key roles in the development of these many diverse programs.

- The Cultural Plan calls for the establishment of a **Cultural District**, with special incentives for the development of retail, residential, including artist studios, and other culturally related enterprises. The current **Lewiston Library** expansion to Lisbon Street and the **Bates Mill** redevelopment are central anchors of the district, now possibly joined by **other** cultural/educational centers. The importance of supporting efforts by the Public Theatre at one end of the proposed district as well as considering the development of other cultural facilities such as the **Music Hall** and the **Empire Theatre** is also noted in the plan.

- There is an increasing recognition of the value of arts and culture as both a content area and a process of learning. Study in the arts has been shown to significantly increase SAT scores; incorporation of the artistic process in the classroom has been shown to make the education process more effective. During the Public Hearing process concerning both this component of the plan as well as Public Services and Facilities component, it was determined that the School Committee should have direct input on those areas within the plan that impact the Lewiston schools directly. After two presentations to the School Committee on these issues, the School Committee voted:

  > *"To commit to undertake a planning process over the next eighteen (18) months towards the creation of a vision and goals for the School Department and to establish this as a goal to be included in the City's Comprehensive Plan."*

  Those strategies which directly impact the schools have been recommended to be explored by the School Committee during their planning process.

- The local arts agency and the Lewiston and Auburn School Districts are partners with the **Kennedy Center's program "Arts Centers in School: Partners in Education."** The partnership has been presenting professional development opportunities for classroom teachers to use arts in education.

- A nationally-recognized model of a arts integrated learning organization has been established at the **Sherwood Heights School** in Auburn, assisted by the local arts agency.

- Demographically, the twin cities and Androscoggin County comprise Maine's second-largest market area, a population of nearly 100,000 increasingly well-educated, sophisticated and affluent citizens, who expect high quality education, service, retail and cultural amenities.

- The professional population in the upper floors on Lisbon Street have never been higher. Several thousand people work in what might be termed a medical/professional corridor, in and adjacent to downtown Lewiston every business day. This represents a large, sophisticated, well-educated and receptive market for cultural and related retail development.

- The residential population in the downtown area is also significant. Largely elderly, these people have a need for educational, cultural, retail and social opportunities. The Plan anticipates in the future, an increased even more diverse residential population downtown.

- For many years, Lewiston's downtown area has been struggling. The stage is clearly set for new exciting developments, and the City is refocussing efforts on downtown revitalization, in part spurred on by arts and culture.

At the same time, however, funding sources for not-for-profit cultural organizations and schools is not increasing and in some cases being reduced significantly. While L/A Arts continues to earn important support from the cities and individual contributors, other public and corporate funding is shrinking. Last fall's devastating reduction in federal funding to the National Endowment for the Arts (NEA) has resulted in a 40% decrease in funding available through the Maine Arts Commission. In fact, grant programs that since 1990 have generated average annual revenue of over $40,000 are no longer available to L/A Arts. Corporate dollars are being spread more broadly, across more cultural as well as social service organizations, resulting in fewer dollars available to support programs here. Either new funding sources are necessary or better ways to accomplish goals with the same resources, stressing the need for further public/private collaboration, new approaches to education utilizing the arts and aggressive grant writing to state and federal agencies, as well as the private sector.

CREATING A SUSTAINABLE CULTURAL & EDUCATION RESOURCE FOR THE FUTURE:

Over time, it is possible that *multi-use* cultural and educational facility could be operated within the proposed cultural district, combining not-for-profit tenants with some entrepreneurial partners, and developing some income-generating programs. A financial structure would be devised to not only cover occupancy costs, but also to support programs, both within the building itself and outreach programs throughout the region. Linking these facilities with educational and social service organizations could provide grant opportunities to support the financial structure.

A result of this structure would be less dependence on public funds.
There currently exist a number of programs and facilities around the country that would serve as useful models. Notably, the Arts Council of Chautauqua County in Jamestown, New York, owns and manages rather extensive real estate holdings for cultural and education purposes, blending them with a variety of commercial tenants. Closer to home, South Norwalk, Connecticut, known now as "SoNo," offers a remarkable example of the revitalization of an extremely blighted urban section through the powerful blend of the cultural programs and attractions, creative food & beverage, other retail and professional office space. New Orleans, Pittsburgh and Boston also offer excellent examples of organizations and entities that collaborate in impressive joint activities. Although much different in scale than Lewiston, lessons can be learned from these areas and incorporated into our efforts to utilize arts and culture to revitalize our City.

Most of the following goals, policies and strategies were developed during the cultural planning process and were published as the "Cultural Plan, Lewiston-Auburn".

GOALS, POLICIES, STRATEGIES

CULTURE & ART

GOALS:

1. Encourage the School Committee to review the Lewiston/Auburn Cultural Plan during their eighteen-month planning process to create a cultural component of this plan and consider including, in whole or in part, those recommendations which pertain to education;.

2. Establish conditions that will allow artists to flourish within the City;

3. Improve coordination and alliance among cultural organizations; and

4. Ensure the availability of cultural facilities.

POLICY 1 (CULTURE & ARTS)

To provide opportunities to learn about Lewiston's culture and society through the arts outside of educational institutions.

STRATEGIES:

A. Create a "cultural climate" throughout the area that values the arts as an important part of community life.

1. Present/produce varied arts and cultural experiences for our community, outside of school events, that reflect local as well as world cultures.

2. Encourage the media to recognize, value and promote local art endeavors.

3. Create opportunities for residents, including youth, to participate.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Local Arts Agency/Private Sector
Ongoing

B. Institutionalize coordination of community cultural activities.

1. Assist Local Arts Agency to serve as a clearinghouse of information and resources.

2. Secure funds through grant writing and other means.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Local Arts Agency/Private Sector/Maine Arts Commission
September, 1998

C. Create opportunities to celebrate the community's ethnic cultures.

1. Research and document particular locales, events and folkways of individual ethnic groups.

2. Encourage teachers to include research projects in their criteria.

3. Solicit support from youth employment/training programs.

RESPONSIBILITY/DATE
Development Department
Supporting Agencies: Consultants/Local Arts Agency/ Horizon 55/Festival de Joie/Maine Arts Commission
Ongoing

POLICY 2 **(CULTURE & ARTS)**

To establish and develop the conditions and systems that will encourage and allow professional artists in all disciplines to thrive in our community.

STRATEGIES:

A. To facilitate the establishment of small business enterprises by artists who seek to market their products and/or educational services to the public.

1. Create a revolving loan program specifically for use by artists and other business people who seek to establish business enterprises within the proposed Cultural District.

2. Establish tax and other financial incentives for artists/developers that will result in the creation of affordable living, working and commercial spaces for artists within the proposed Cultural District.

3. Solicit support from employment/training.

RESPONSIBILITY/DATE
Development Department/City Council/Planning Board
Supporting Agencies: Local Arts Agency/ Private Sector/ LAEGC/LA College/Husson College/ CMTC/ Chamber of Commerce
January, 1998

B. To enhance the business capabilities of artists that will allow them to effectively operate their enterprises, while permitting them to be fully engaged in their respective creative endeavors.

1. Establish an Artist's Business Resources Center to provide consultation, referral and/or services in bookkeeping/accounting, finance, payroll and benefits, advertising and promotion, legal issues, insurance, retirement planning and other areas identified as pertinent to ensuring the health of artists' business enterprises.

2. Seek funding to support apprentices.

RESPONSIBILITY/DATE
Development Department/City Council/Planning Board
Supporting Agencies: Local Arts Agency/ Private Sector
LA College/Husson College/CMTC/Chamber of Commerce/LAEGC
January, 1998

C. To elevate the perceived value of artists and their work from peripheral or marginal to central and essential components of the quality of life in our community.

1. Compile, analyze and effectively communicate to the public, current and accurate information that documents the local economic, educational, social and other positive impacts of artist and their activities in the community.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Local Arts Agency/Private Sector/LAEGC/Chamber of Commerce
November, 1998

POLICY 3 (CULTURE & ARTS)

To develop new public awareness of and support for the regions' cultural resources.

STRATEGIES:

A. Develop new resources to support local artists and art organizations.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Local Arts Agency/ Private Sector/LAEGC/Chamber of Commerce
November, 1997

B. Promote public awareness of and participation in local art activities.

1. Develop a feature-oriented newsletter publication to be distributed to the diverse constituencies served by the area's cultural organizations. Develop targeted direct-mail and media promotional strategies in surrounding communities.

2. Pursue active participation of youth and families in order to build long-term support.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Local Arts Agency/ Private Sector/LAEGC/Chamber of Commerce
September, 1996

C. Create a clearinghouse for community cultural information.

1. Develop and maintain a comprehensive database of information about cultural activities to be used for an annual Cultural Calendar.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Local Arts Agency/ Private Sector/LAEGC/Chamber of Commerce
Ongoing

POLICY 4 **(CULTURE & ARTS)**

To ensure the availability of cultural facilities that are adequate to serve the diverse needs of the community.

STRATEGIES:

A. Identify the needs for cultural facilities, both indoor and outdoor, now and in the future, including performance spaces, gallery and display spaces, studio spaces and artist housing.

1. Conduct surveys/interviews with known cultural organizations, individuals and consumers to determine cultural facilities needs of the community.

RESPONSIBILITY/DATE
Development Department/City Council/Planning Board
Supporting Agencies: Local Arts Agency/Private Sector/LAEGC/Chamber of Commerce/DDMC
April, 1998

B. Identify existing facilities that have the potential to meet cultural facilities needs.

1. Conduct inventory of existing spaces currently in use for cultural activities.

2. Conduct inventory of facilities requiring renovation in order to meet cultural needs.

3. Conduct inventory of spaces that can be adaptively reused to meet cultural needs.

4. Challenge local youth, adults and senior organizations to develop re-use proposals; fund awards for the best.

RESPONSIBILITY/DATE
Development Department/City Council/Planning Board
Supporting Agencies: Local Arts Agency/Private Sector/LAEGC/Chamber of Commerce/DDMC
September, 1998

C. Build public/private support for projects designed to meet cultural-facility needs of the community.

1. Plan and host fund raising celebrations.

RESPONSIBILITY/DATE
Development Department/City Council/Planning Board
Supporting Agencies: Local Arts Agency/Private Sector/LAEGC/Chamber of Commerce/DDMC
Ongoing

POLICY 5 (CULTURE & ARTS)

To establish a Cultural District in the downtown area.

STRATEGIES:

A. To promote the creation and support of cultural facilities to meet the needs of the community.

1. Study the existing examples of cultural districts to see what concepts and features may be useful here.

2. Invite residents to participate in assessing and selecting concepts and features.

B. Seek to establish multi-use cultural and educational facilities that will become the core of the Cultural District.

C. Work with private sector to promote artist residences/studios within the District.

RESPONSIBILITY/DATE
Development Department/City Council/Planning Board
Supporting Agencies: Local Arts Agency/School Department/Private Sector/LAEGC/Chamber of Commerce/DDMC
September, 1997

DOWNTOWN

INTRODUCTION

Revitalizing Lewiston's Downtown is a significant priority to the City. Unlike many communities that have discarded their downtown districts, the City views the Downtown as an extremely important asset to the Community. The City also understands that by encouraging development of our Downtown, we make efficient use of our existing public services and prevent sprawl.

The Downtown historically served as the retail and cultural center of the Community and region. In their heyday, the mills in the downtown area employed thousands of people. Taking into account the drastic reduction in those employees in the Downtown and that the majority of the historic retailers have relocated to malls, it is not realistic to expect to recreate the same type of Downtown we had in the past. However, with perseverance and a little luck, we have an opportunity to create a new type of downtown; one with a diverse, yet compatible mix of light manufacturing, professional office, specialty retailers, service and financial businesses, entertainment and cultural facilities and residential uses.

Successful Downtown revitalization occurs when there is a collaborative approach between the public and private sectors. The City is committed to investing in the Downtown through various public improvements such as the Bates Mill Revitalization project, Library Expansion project, and the short-term parking area near Ash Street. Also, the City has developed low-interest loan and grant programs which assist property owners and tenants in improving their properties and in locating in the Downtown. The City must also provide flexibility in zoning and development review as well as regulations relative to setbacks, lot coverage, signage, parking and access, in order to promote development in the Downtown. In addition, Downtown property owners must likewise make a long-term commitment to the improvement and maintenance of their properties and surrounding areas.

Downtown Redevelopment District

The Downtown Redevelopment District is an area of economic and residential diversity. The Downtown is a reflection of Lewiston's history and development. It is generally bordered by the Androscoggin River, Bates Street, Gully Brook, and the Maine Central Rail Line.

Downtown residential areas provided housing for the thousands of workers employed by the numerous textile and shoe mills that once drove the City's economy. Today, these areas are still vital residential neighborhoods.

The Androscoggin River, with its Great Falls that provided the water power that drove the mills,

is once again a main focus in the revitalization strategy of Downtown Lewiston.
The railroad bridge project over the same tracks that brought the French Canadian immigrant population to the City is again bringing life to the riverfront, as it provides the hub of Lewiston-Auburn's pedestrian, bikeway, and greenway systems.

The mills, which no longer employ the large numbers, have become an integral part of the redevelopment efforts. With approximately 6 million square feet of mill space still existing in the Downtown, the adaptive reuse of these historical buildings is critical to the effective revitalization of the Downtown. The largest of the mills, the Bates Mill, contains over 1.2 million square feet and has become a linchpin in the drive to make Downtown Lewiston once again a center of commerce in Central Maine.

These efforts, along with new and innovative concepts for mixed uses along the Lisbon/Canal Street Corridors, will enable the City of Lewiston to embrace the 21st century as a leader in downtown redevelopment.
The purpose of the Downtown Action Plan is to specify a "Plan of Action" to enhance theviability and redevelopment of Lewiston's Downtown. The objectives of the Action Plan include the following:

1. To identify current concerns and issues affecting the growth and development of the Downtown;

2. To identify and enhance the positive aspects of the Downtown;

3. To analyze possible alternatives for resolving issues that affect the Downtown; and

4. To put forth a plan of action for the growth and betterment of the Downtown.

Downtown Study Committee

In August, 1994, the City Council established the Downtown Study Committee to analyze the major issues affecting the Downtown and develop a specific plan of action to address these issues. The Committee was comprised of representatives of Downtown business and property owners, employees of Downtown businesses, real estate/development professionals, members of the City Council and appointed City officials. Their findings, and goals policies and strategies, form the basis of the Downtown component of the Comprehensive Plan.

GOALS, POLICIES, STRATEGIES

DOWNTOWN

GOALS:

1. Stimulate and maintain vital business investment in the Downtown area.

2. Improve the Downtown gateways and corridors.

3. Improve vehicle parking and access in the Downtown area.

4. Promote preservation of important historic buildings that define the character of the Downtown area.

5. Enhance the aesthetic quality of the Downtown area.

6. Facilitate and improve bicycle and pedestrian movement and access in the Downtown area.

7. Encourage adaptive, mixed-reuse of buildings, including housing, with a continued focus on the revitalization of our historic mill buildings.

8. Work with Downtown property owners to develop flexible regulations with respect to development review, signage standards, parking and vehicular and pedestrian access.

POLICY 1 **(DOWNTOWN)**

Improve Parking Facilities in and around the Lisbon, Main and Canal Street Corridors from Willow to Main Street.

STRATEGIES (short-term):

A. Re-stripe the municipal parking lot to provide for an additional 100-150 parking spaces.

RESPONSIBILITY/DATE
Development Department/Finance Department/Public Works/Planning Board/City Council/Chamber of Commerce
Supporting Agencies: DDMC
Fall, 1996

B. Demolish building 8 at the Bates Mill to provide a parking area to enhance the opportunities within the Mill and to ease the parking situation along the canal frontage area of the mill. (This action would provide nearly 250 parking spaces.)

RESPONSIBILITY/DATE
Development Department//Planning Board/City Council/ Chamber of Commerce
Supporting Agencies: DDMC/LMRC
Fall, 1996

C. Provide off-street parking along Lisbon Street through infill parking at empty lots as needed and provide green space where other empty lots now exist.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council/Chamber of Commerce
Supporting Agencies: DDMC
Ongoing

D. Explore the creation of parking structures along Canal Street consistent with the recommendation in the Historic Preservation component of the plan.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council/Chamber of Commerce
Supporting Agencies: DDMC/Historic Preservation Review Board
Ongoing

E. Expand and improve the present parking validation program with the Downtown merchants to draw more consumer traffic to Downtown Lewiston.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council/Chamber of Commerce
Supporting Agencies: DDMC/Private Businesses
Fall, 1996

F. Review standard hours for the existing parking garage access way through Centreville Plaza to be open to the public.

RESPONSIBILITY/DATE
Development Department/Finance Department/Public Works/ Planning Board/City Council
Supporting Agencies: DDMC
Fall, 1996

G. Add lighting and other aesthetic features to existing parking garage.

RESPONSIBILITY/DATE
Development Department/Finance Department/Public Works/Planning Board/City Council/Finance Department
Supporting Agencies: DDMC
Fall, 1997

H. Initiate a parking awareness campaign regarding existing and planned parking facilities in the Downtown area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/Downtown Merchants Group
Ongoing

STRATEGIES (long-term):

A. Provide additional covered access ways to Lisbon Street from the existing parking garage.

RESPONSIBILITY/DATE
Development Department/Public Works/Police Department/ Planning Board/City Council
Supporting Agencies: DDMC/LACTS
Fall, 1997

B. Construct a new parking garage in the Downtown area to help encourage redevelopment efforts, perhaps utilizing the municipal lot site location for an underground parking structure.

RESPONSIBILITY/DATE
Development Department/Public Works/Police Department/ Planning Board/City Council
Supporting Agencies: DDMC/Private Businesses
1997-1998

C. Evaluate mechanisms to provide free parking in the Downtown and ways to make up revenue shortfalls from such a program.

RESPONSIBILITY/DATE
Development Department/Finance Department/Police Department/Public Works/ Planning Board/City Council
Supporting Agencies: DDMC
Fall, 1996

D. Initiate a needs assessment for a parking facility along Lisbon Street between Chestnut and Maple Streets.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC
Spring, 1997

E. Evaluate feasibility of expanding existing parking garage.

RESPONSIBILITY/DATE
Development Department/Finance Department/Public Works/ Police Department/Planning Board/City Council
Supporting Agencies: DDMC
Spring, 1997 (feasibility study) 1997-98 (construction)

POLICY 2 (DOWNTOWN)

Enhance the aesthetic and structural features of the buildings in the Downtown area consistent with the architectural and historic qualities of the Downtown.

STRATEGIES:

A. Explore funding mechanisms to assist Downtown property owners in improving these properties, e.g., Federal and State grant and loan programs and Tax Increment Financing (TIF) districts.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/AVCOG/LAEGC
Ongoing

B. Utilize the section 108 Loan Guarantee program in conjunction with other economic revitalization grants to assist in building renovation.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/AVCOG/LAEGC
Ongoing

C. Continue, and expand if desirable, the City's existing commercial rehabilitation program to provide more low interest loans and grants for building renovations.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/AVCOG/LAEGC
Ongoing

D. Continue and expand, if desirable a facade improvement grant/rebate program to building owners who improve the facade of their building.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC
Ongoing

E. Utilize recommendation from Downtown Development District Preservation Plan to prioritize buildings for preservation efforts and to infill where appropriate.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/Historic Preservation Review Board
Ongoing

POLICY 3 **(DOWNTOWN)**

Improve traffic circulation and infrastructure inadequacies that are detrimental to revitalization efforts in the Downtown.

STRATEGIES:

A. The City, in cooperation with Lewiston Comprehensive Transportation Study (LACTS) and Maine Department of Transportation (MDOT), should analyze the traffic patterns in the Downtown area and then take necessary steps to alleviate the traffic flow problems.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: LACTS/MDOT/DDMC
Ongoing

B. Promote the conversion of Lincoln Street as an entrance to the Downtown, especially for traffic accessing the Maine Turnpike.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: LACTS/MDOT/DDMC
Ongoing

C. Improve street and road surfaces, granite curbing, sidewalk upgrading and subsurface infrastructure, and road configurations especially along Lisbon Street, where needed. Crosswalks are essential for improving the pedestrian environment in the area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC\CABPAC\Androscoggin Land Trust
Ongoing

D. Pave and landscape off-street access roads, alleys, and millyard interior spaces which are currently unpaved.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council Supporting Agencies: LMRC/DDMC
Ongoing

E. Replace or rehabilitate problematic cross canal bridges as appropriate, compatible with the scale and character of the Downtown area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/MDOT
Spring, 1997

F. Place underground utilities in areas or adjacent/surrounding key buildings, or where low wires threaten vehicle access and to improve aesthetics.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/CMP
Spring, 1997

G. Develop new access points for mills and other buildings, which currently have a "dead end" access, and require turning movements within the complexes. Turning radiuses for access points of several mills (Hill, Androscoggin, Bates) are inadequate for entry of heavy trucks/tractor trailers. Also, this condition is causing damage to the buildings. Investigate new delivery and pick-up points which do not require trucks to enter the center of the complexes.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/LMRC/LACTS
Fall, 1997

H. Integrate bicycle and pedestrian systems into and through the Downtown area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/CABPAC/Downtown Riverfront Bicycle and Pedestrian Committee/Androscoggin Land Trust
Ongoing

POLICY 4 **(DOWNTOWN)**

Improve the Downtown image and provide for a more "User Friendly" Downtown.

STRATEGIES:

A. Utilize Community Development Block Grant (CDBG) and other grant funds, where appropriate, to acquire properties and conduct major revitalization efforts along the Lisbon and Canal Street areas, and Lincoln Street using historic preservation adaptive reuse potential, open space and parking needs to direct efforts.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/AVCOG/LAEGC/Historic Preservation Review Board
Ongoing

B. Establish a directional signage program for businesses and traffic flow parking patterns and expand the opportunity for businesses to utilize A- Frame type signs to advertise their businesses Downtown.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: LACTS/DDMC
Fall, 1997

C. Strategically place trash receptacles along Lisbon Street.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC
Spring, 1997

D. Establish reader boards for pedestrian traffic to provide locators and to encourage

use of businesses Downtown.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/CABPAC/Androscoggin Land Trust
Spring, 1997

E. Continue, expand and simplify if desirable, the winter parking ban ordinance for more expeditious and economic snow removal, and to minimize need for excessive signage.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC
Ongoing

F. Continue to coordinate snow removal on Lisbon and Canal Street sidewalks to facilitate pedestrian traffic.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/CABPAC
Ongoing

G. Continue to improve residential neighborhoods by utilizing existing programs including Lewiston L.O.A.N.S., CDBG Residential Rehab and Housing Opportunity Zone (HOZ) funds.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council/Chamber of Commerce
Supporting Agencies: AVCOG/LAEGC
Ongoing

H. Strategically reuse areas for pedestrian gatherings and access ways throughout the Downtown area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/Chamber of Commerce
Ongoing

POLICY 5 (DOWNTOWN)

Expand opportunities and incentives for the location and/or expansion of small businesses in the Downtown area.

STRATEGIES:

A. Establish a small business incubator space in our mills or other appropriate buildings, utilizing CDBG Section 108, or other applicable programs.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*:
DDMC/LMRC/AVCOG/LAEGC/Private Sector
Ongoing

B. Support and help expand the services of the Business Information Center in the Bates Mill in order to help create new businesses and expand existing businesses.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/Small Business Administration
Ongoing

C. Continue to expand the City's current Economic Stimulus Loan Programs through CDBG, Section 108 programs and other applicable resources.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/AVCOG/LAEGC
Ongoing

D. Continue to seek flexibility in Farmer's Home Administration (FMHA) Intermediary Re-lending Program guidelines to offer additional loan programs and funds to small businesses.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/AVCOG/LAEGC
Ongoing

E. Continue to expand programs where local lenders will provide below market rate

loans to small businesses through the One-Stop Capital Shop Program.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council Supporting Agencies: DDMC/AVCOG/LAEGC
Ongoing.

POLICY 6 (DOWNTOWN)

Identify and attract larger companies to the Downtown area.

STRATEGIES:

A. Establish a manufacturing enterprise partnership program to identify potential new businesses that are related to existing businesses.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/LMRC/Private Sector
Ongoing

B. Conduct a major marketing program which targets telecommunication intensive industries capitalizing on superior telecommunications infrastructure, available space and superb work force.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: DDMC/AVCOG/LAEGC
Ongoing

C. Expand the City's Economic Stimulus Loan Program to continue to provide subordinated debt to Downtown businesses, with waiver of Intermediary Re-lending Program guidelines.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/AVCOG/LAEGC
Ongoing

Attract new investors to purchase, redevelop and whenever possible utilize the buildings within the Downtown area.

STRATEGIES:

A. Make available tax incentives and grant and loan programs to entice new investors and/or businesses. These may include investment tax credits, tax exempt bonds, historic preservation tax credits and CDBG Section 108 and other applicable programs.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/Historic Preservation Review Board/Maine Historic Preservation Commission
Ongoing

B. Investigate the purchase of buildings in the downtown area with redevelopment potential and negotiate the sale of them to new investors at a write-down using bond proceeds, CDBG Section 108, or other applicable programs.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC
Ongoing

C. Establish Lewiston Community Capital Venture Fund to encourage tax credits for a new business investment in the target area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC
Ongoing

D. Provide necessary public improvements related to successful projects utilizing bond proceeds, CDBG and EDA programs.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council

Supporting Agencies: DDMC/EDA
Ongoing

POLICY 8 **(DOWNTOWN)**

Expand and improve marketing and promotion of the Downtown.

STRATEGIES:

A. Work with the Downtown Development and Management Corporation, Androscoggin Valley Chamber of Commerce, AVCOG, LAEGC and other entities to develop an effective marketing and promotion plan for the Downtown area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/AVCOG/LAEGC/Chamber of Commerce
Ongoing

B. Coordinate and initiate a real estate inventory process for Downtown buildings.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/Chamber of Commerce
Ongoing

C. Utilize non-general fund, where applicable, resources to hire additional personnel to assist in the management and promotion of the Downtown area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/Chamber of Commerce
Ongoing

D. Explore participation in the Maine Street Program which is sponsored by the National Trust for Historic Preservation.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DDMC/Historic Preservation Review Board
Fall/Winter, 1996

ECONOMY

INTRODUCTION

The Cities of Lewiston and Auburn have a long history of working collaboratively toward stimulating and diversifying the Twin Cities' economy. Beginning in March, 1991, the Cities of Lewiston and Auburn adopted the 1991 Lewiston/Auburn (L/A) Development Strategy. This strategic plan represented a new level of cooperation and coordination among the many organizations within Lewiston/Auburn that were involved in economic development. The plan was developed by a large committee consisting of local government officials and policy makers, educational/training providers, business representatives, and economic development service providers. It acknowledges that issues related to the economy cross the river-back and forth- and that a regional approach, stressing collaboration, is key to both cities success. The L/A Development Strategy Committee has since updated the plan in both 1992, 1995 and 1996 and their findings and recommendations from the later update form the regional framework of this Comprehensive plan component.

RETAIL SALES

With respect to retail sales in Lewiston, statistics indicate we continue to struggle with our mercantile sector. Per capita retail sales lags far behind state averages with recent estimates indicating Lewiston draws less than two-third of its per capita share of retail sales. We must attempt to diversify our retail sector and retail businesses must position themselves better to compete with the regional malls and to attract shoppers through better service, niche-type offerings and better convenience. The downtown component of this plan goes further into this issue.

JOBS

Recent statistics indicate that the unemployment levels city-wide are less than both the state and federal levels and are at a ten-year low. However, the City must remain committed to the creation of more quality jobs with annual wages exceeding the state's average.

Defense dependency was of particular concern during the early 90's. AVCOG conducted two separate studies involving defense dependency which were incorporated into the strategy development process. The 1992 Defense Dependency of Western Maine study identified the Cities of Lewiston and Auburn and the communities of Lisbon and Sabattus as defense dependent. In 1995, a second study was conducted to identify business development opportunities to assist in diversifying the Twin Cities' economy and create jobs not dependent upon Department of Defense (DOD) expenditures. The 1995 report, Resource Analysis and Target Growth Opportunities, identified the following five areas as potential growth opportunities.

* **Footwear Industry.** The region has a long history with the footwear industry and has a number of competitive advantages including the quality of leather, skills of the labor force, and the Maine name recognition.

* **Hi-Tech Textile Industry.** With the well-defined niche strategies, advanced technology and new production methods, this industry is well positioned to take advantage of the economic recovery.

* **Linkages with Canadian Businesses.** Competitive advantages include a large population of French and French Canadian descendants, good transportation access to the north by rail, and to the east and south by the interstate highway system.

* **Recycling-Related Manufacturing.** Increasing use of recyclable material in end products (paper, shoes, tires, etc.) and rail access for transportation of waste materials makes the area well-situated for opportunities in recycling-related manufacturing.

* **Telecommunication Related Opportunities**. An excellent statewide telecommunication system, an existing base of telecommunication intensive firms, a large pool of available labor, and inexpensive real estate provide the area with a distinct advantage.

MUNICIPAL FINANCES

Between 1988 and 1996 the City's valuation rose from $1,127,820,500 (at 100% of full value) to $1,255,127,390 (at 98% of full value) for a gain of $127,306,890. A significant factor in this gain was the completion of the $40+ million Monty Hydro Project. Taxes on the medium Lewiston single family home approximates $1,840 which compares Lewiston quite favorably with other cities and towns in Maine. This is due in large part to a consistent attempt to hold the line on spending while continuing to provide needed services to the local taxpayer. Tax stability is also further enhanced by a favorable mix of residential to non-residential properties. Approximately 58% of properties in Lewiston are residential with utilities, commercial and industrials accounting for 42%. Based on current millage, it would take approximately $48 million in new valuation to reduce the tax rate by $1.00 per $1,000 of assessed valuation.

The Cities of Lewiston and Auburn established a joint Tax-Exempt Committee to study the issue of tax-exempt organizations and their impact on taxation in the twin cities. In their "Report of the Lewiston/Auburn Tax-Exempt Committee," dated November 27, 1996, the Committee presented their findings from the seven-month process and included two short-term and two long-term recommendations. The short-term recommendations included establishing a permanent Lewiston/Auburn Advisory Committee to develop guidelines for a voluntary contribution program, as well as to implement and monitor its activities. An additional short-term recommendation was for each city to conduct a rigorous review of new tax-exempt requests.

The Committee also recommended two long-term strategies. First, was to have Lewiston and Auburn host a meeting with the Governor and mayors from the larger communities in Maine to discuss the state's tax structure. Second, to direct efforts toward seeking changes in the legislature by working with the Lewiston/Auburn legislative delegation to limit the abuse of tax-exemptions.

GOALS, POLICIES, STRATEGIES (ECONOMY)

GOALS:

1. Improve governmental services to be more conducive to economic development.

2. Aggressively work with state, regional and federal agencies to help develop economic opportunities.

3. Build on the strengths of manufacturing and service industries as a source of quality jobs.

4. More effectively capitalize on the twin cities as a distribution hub for Maine, northern New England, Canada and other international businesses and consumers, taking advantage of the large French-speaking population.

5. Work with local and state governments to create a fair and equitable tax structure.

6. Improve the urban environment and cultural vitality of Lewiston.

POLICY 1 (ECONOMY)

Streamline processes related to the financing, development review and permitting of economic development projects.

STRATEGIES:

A. Review financing policies and practices to see where they can be streamlined in order provide better service to the development community.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: LAEGC/AVCOG/Chamber of Commerce
July 1997

B. Review Development Review policies and practices to see where they can be streamlined in order to better service the development community.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: LAEGC/AVCOG/Chamber of Commerce
July 1997

C. Review permitting and licensing policies and practices to see where they can be streamlined in order to better service the development community.

RESPONSIBILITY/DATE
Relevant City Departments/Planning Board/City Council
Supporting Agencies: LAEGC/AVCOG/Chamber of Commerce
July 1997

POLICY 2 (ECONOMY)

Create a mechanism for coordinating public policy by formalizing relationships between the many boards and committees that affect development of the Twin Cities.

STRATEGIES:

A. Establish, when desirable, joint meetings of Board and Committee members and designated staff representatives from development-related and educational/training related organizations to share information on services/programs (business development and job creation activities) and develop agenda items for City Council.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/CMTC/L-A College
Ongoing

B. Hold regular joint City Council meetings with Auburn, when desirable with agreed upon agenda items concerning joint venture or potential coordination of efforts. (E.G., *Tax-sharing Agreement for Economic Development Projects*

Regional Capital Improvement Programming, Encourage more joint initiatives and/or consolidation of services)

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/*Supporting Agencies:* AVCOG/LAEGC/Chamber of Commerce
Ongoing

C. Utilize the annual updating process of the Lewiston/Auburn Development Strategy to broaden participation in economic development planning and jointly identify multi-year goals, ideas, and interests of both Lewiston and Auburn.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

D. Support efforts of Lewiston/Auburn Together Commission to explore and implement ways in which our communities can increase cooperative activity.

RESPONSIBILITY/DATE
City Departments/Planning Board/City Council
Supporting Agencies: Lewiston-Auburn Together Commission

E. Support the efforts of the Lewiston/Auburn Tax-Exempt Advisory Committee to develop a more fair and equitable tax system.

POLICY 3 (ECONOMY)

Develop a mechanism for stronger advocacy on behalf of the Lewiston area.

STRATEGIES:

A. Each city, development organization, educational/training provider should identify community and business opportunities/issues unique to Lewiston. Business related opportunities/issues should be shared with the Chamber and community related opportunities/issues should be conveyed to City Managers. The Chamber and city officials will serve as advocates for business and community interests.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of

Commerce/Maine Municipal Association
Ongoing

B. Single issue forums should be held as desirable between the urban legislative delegation and relevant organizations in the Lewiston-Auburn, to foster on-going dialogue on state policy and a stronger L/A platform.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

C. Act as a link between existing local organizations/committees for area citizens and leaders and the various Advisory Committees at a statewide level (i.e. Turnpike Authority, Department of Environmental Protection) to ensure that Lewiston representatives are considered for potential vacancies.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

POLICY 4 **(ECONOMY)**

Expand number of manufacturing and service industry firms in operation and create more quality jobs with annual average wages for the Lewiston area exceeding the State's by the year 2000.

STRATEGIES:

A. Ensure that there is adequate land/buildings for expanding firms and entrepreneurial start-ups within Lewiston by working with local developers and maintaining a data base that lists land/buildings for expanding manufacturing firms.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

B. Consideration should be given to the design, construction, and Lewiston joint ownership of commercial/industrial buildings suitable to the needs of prospective tenants.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

C. Ensure that there is adequate infrastructure (water, sanitary sewer, storm sewer, roads, natural gas, electricity, etc.) for new and expanding manufacturing and service firms in Lewiston.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Utility Companies
Ongoing

D. Ensure that there is adequate telecommunication--fiber optics, digital technology, electronic communication-- infrastructure and that it is maintained to meet the needs of new and expanding manufacturing and service firms.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Utility Companies
Ongoing

E. Support the local business visitation program in order to show support for local businesses and to collect information as to their needs and concerns.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

F. Market, in conjunction with local, regional or statewide agencies, the Lewiston's telecommunication capacity for business attraction activities.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Maine & Company
Ongoing

G. Continue to provide direct assistance to micro-enterprise businesses. Such support services should include: business development counseling/training, access to working capital ($500-$10,000), micro-incubators, and networking opportunities.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Business Information Center
Ongoing

H. Through on-going dialogue with local businesses, ensure that financing is available to support innovation-related investment.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Business Information Center/Private Banks
Ongoing

I. Identify sources of public and private equity capital for manufacturing start-ups.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Business Information Center/Private Banks
Ongoing

J. Maintain and expand publicly-funded direct commercial lending programs such as those administered by LAEGC, AVCOG, and the City.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Business Information Center
Ongoing

K. Lewiston should work jointly on economic development related projects that could be funded in part from area banks through the Community Reinvestment Act.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Business Information Center/Private Banks
Ongoing

L. Position Lewiston to respond effectively to manufacturing and service industry prospects from outside the area by working cooperatively with state business attraction efforts through local, regional and state agencies, private sector development organizations, and existing local businesses (who might draw local suppliers or customers).

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Maine & Company
Ongoing

M. Explore possible markets for freight forwarding distribution and warehousing types of businesses.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

N. Identify business development opportunities related to health care sector and identify and implement attraction activities for these types of businesses.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
CMMC/St. Mary's Hospital/Androscoggin Home Health
Ongoing

Improve Labor Force Skills and the awareness and quality of Job Training and Retraining Programs

STRATEGIES:

A. Work with businesses to expand basic skills and worker retraining opportunities linked to work places, focusing on managerial, communication, math and technical, problem-solving skills.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Local Businesses
Ongoing

B. Expand business support of efforts to raise student aspirations and educational opportunities, focusing more on school-to-work transitions. Invite students to participate in the planning and implementation of these efforts.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Local Businesses
Ongoing

C. Explore and expand where necessary services and facilities to make post-secondary education possible including transportation, "on-site at workplace" training, day care, evening care, etc.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Head Start/LATC
Ongoing

D. Expand where necessary locally-available training for job opportunities in targeted industries.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council

Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/CMTC/LA College
Ongoing

E. Establish formal communication linkage between economic development organizations and educational/training providers to share information on job creation activity and worker training/retraining needs so that an adequately trained labor force is available.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/ CMTC/L-A College/CPACM
Ongoing

POLICY 6 (ECONOMY)

Expand the number of firms engaged in international trade focusing on Canada as well as French speaking nations.

STRATEGIES:

A. Provide technical assistance to businesses focusing on Canadian markets especially the area of Quebec.

B. Develop local English-French translation capabilities.

C. Support the state-wide initiative to set up the first United States Bureau of the Forum Franco Des Affaires, an international network linking small and medium-sized businesses in nearly 40 French speaking Nations to take advantage of Lewiston's large French-speaking population and rich Franco heritage.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/ CMTC/LA College
Ongoing

D. Assess business assistance exporting needs through the Maine Business Visitation Program (as identified under Policy 3 item E) and coordinate/refer to existing organizations (i.e., Maine World Trade, Dept. of Economic and Community Development).

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

E. Organize business-to-business round table with local firms that are already exporting to explain how it's done.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Local Businesses/Business Information Center
Ongoing

POLICY 7 (ECONOMY)

Market Lewiston.

STRATEGIES:

A. Continue to promote awareness within and outside Lewiston (i.e. Cities of the Androscoggin Campaign) of the area's quality of life and that a sophisticated array of services, professionals, and facilities are currently available locally.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Local Businesses
Ongoing

B. Create and update on an annual basis a Business Services Directory which lists the many economic development resource organizations and educational/training providers. This information will be accumulated into a Lewiston-Auburn resource guide and made available to all of the identified organizations/agencies and other interested parties.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/ CMTC/LA College/Husson College
Ongoing

C. Market Lewiston area (through kiosk or other mechanisms) at strategic transportation points.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commere
Ongoing

D. Market Lewiston through the use of a Lewiston-Auburn World Wide Web page available to users of the Internet.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commere
Ongoing

POLICY 8 (ECONOMY)

Increase the Level of State and Federal funding into Primary and Urban Highway Road Systems.

STRATEGIES:

A. Advocate for and monitor decisions made by Maine Turnpike Authority and Maine Department of Transportation concerning infrastructure improvements.

RESPONSIBILITY/DATE
Public Works/Development Departments/Planning Board/City Council/Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

B. Advocate for an increase in transportation infrastructure (i.e. roads, railroad) improvement funds for the Lewiston Area through the Lewiston Auburn Comprehensive Transportation Study (LACTS).

RESPONSIBILITY/DATE
Public Works/Development Departments/Planning Board/City Council Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/LACTS
Ongoing

C. Network with public and private sector representatives from other areas that are dependent on L/A transportation network to build support for improvements.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Private Businesses/LACTS/LATC
Ongoing

D. Advocate for "attainment" status under the Clean Air Act.

RESPONSIBILITY/DATE
Public Works/Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/Private Businesses/LACTS/LATC
Ongoing

POLICY 9 (ECONOMY)

Expand commercial utilization of the Auburn-Lewiston Airport

STRATEGIES:

A. Enhance and expand industrial/commercial utilization of airport through implementation of the airport master plan.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/LA Airport Committee
Ongoing

B. Explore the feasibility and next steps in establishing a free trade zone (and related customs issues) encompassing the areas covered by the joint tax sharing agreement between Lewiston and Auburn, including the airport, for a distribution/processing center geared toward international trade.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

C. Identify and construct appropriate infrastructure improvements to enable expansion of air freight/passenger related business and associated aviation support industry that could service the United States, Canada and international markets.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

D. Explore the feasibility of utilizing the Auburn-Lewiston Airport for tourism.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/LA Airport Committee
Ongoing

POLICY 10 (ECONOMY)

Maintain and improve access to rail service

STRATEGIES:

A. Advocate for public and private investment in system maintenance and upgrades of both infrastructure and service.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

B. Identify and explore the use of land with rail-access for rail-related development.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/LACTS
Ongoing

C. Take active role in shaping state railroad planning activity and investments.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

POLICY 11 **(ECONOMY)**

Improve appearance and image of the Lewiston area.

STRATEGIES:

A. Create a riverfront redevelopment Master Plan for recreational and business uses.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce/ Androscoggin Land Trust/DDMC
Ongoing

B. Focus beautification efforts (i.e. through directional signage, reader board programs) at entrances to Lewiston, especially at the gateways to the City.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

C. Ensure adequate funding for appearance of publicly and privately funded buildings through facade rehabilitation programs.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: AVCOG/LAEGC/Chamber of Commerce
Ongoing

D. Explore implementing those elements of the Cultural Plan that relate to economic development and downtown revitalization.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: LAEGC/AVCOG/Chamber of Commerce/ L/A Arts
Ongoing

POLICY 12 **(ECONOMY)**

Foster more coordination and visibility for cultural events, activities, and facilities.

A. Implement those elements of the Cultural Plan that relate to economic development and downtown revitalization including exploring the feasibility of a Cultural Arts District.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: LAEGC/AVCOG/Chamber of Commerce/ L/A Arts
Ongoing

B. Support Cultural Plan recommendations to coordinate cultural events and associated needs and also to attract new government and private sector funding to support cultural activities.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: LAEGC/AVCOG/Chamber of Commerce/ L/A Arts
Ongoing

C. Utilize resources of existing organizations, to support tourism activities, through continuance and establishment of Lewiston visitor attractions such as mill heritage museum, community festivals, etc. and increase exposure of the Lewiston area in state and regional tourism promotion materials.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: LAEGC/AVCOG/Chamber of Commerce/ L/A Arts
Ongoing

POLICY 13 (ECONOMY)

Develop and promote initiatives such that businesses are encouraged to locate and expand within the City of Lewiston while making use of the natural resources and concomitantly enhancing those resources for the mutual enjoyment of all citizens.

STRATEGIES:

A. Wherever and whenever possible, the Development Department, in conjunction with other departments and boards of the City, should provide incentives to businesses to develop land and buildings in the natural resource areas of the City of Lewiston. Priority should be given to the renovations and expansion of those buildings already located within the natural resource areas of the City of Lewiston.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Ongoing

B. The Development Department, in conjunction with other departments of the City and its various boards, should seek to develop and make available imaginative and alternate funding sources for businesses such that this goal shall be achieved.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: AVCOG
Ongoing

C. The Development Department, in conjunction with other departments of the City of Lewiston, shall seek to develop or expand along the natural resources corridor.

RESPONSIBILITY/DATE
Development Department/Public Works/recreation Department/Planning Board/City Council
Ongoing

D. The Development Department, in conjunction with other departments of the City, the City Council and the office of the Mayor, shall develop and maintain a list of local individuals and businesses who are willing to volunteer their time and talent in areas such as banking, business, accounting, architecture, law and other

professional disciplines such that they may encourage and assist businesses to bring their goals of development and expansion to reality while protecting the natural resources of the City of Lewiston.

RESPONSIBILITY/DATE

Development Department/Public Works/Planning Board/City Council *Supporting Agencies:* Local Businesses/Inland Fisheries and Wildlife
Ongoing

HISTORIC PRESERVATION

The development of this Historic Preservation component as a part of the updating of the City of Lewiston Comprehensive Land Use Plan was partially funded through a National Park Service, U. S. Department of the Interior matching grant-in-aid, administered through the Maine Historic Preservation Commission, the State Historic Preservation Office (SHPO). The plan is intended to create a model for developing a city-wide approach to using historic preservation as a means to economic development and revitalization. One of the stated objectives of the Growth Management Act specifically addressed in this component is to: "Protect natural, ***historical,*** and recreational resources and related economic activities." The preparation of a preservation plan is also recognized as partial fulfillment of a program meeting Federal and State standards for preservation that allows the State Historic Preservation Officer to declare a municipality as a Certified Local Government (CLG). Such a designation allows a CLG access to grants from the annual Historic Preservation Fund grant made to States under the National Historic Preservation Act. A CLG may also receive, among other benefits, technical assistance and training from the SHPO and may participate in statewide preservation programs and planning. The City of Lewiston has been certified as a CLG, and has already satisfied its mandated responsibility to:

Maintain a historic preservation commission
Survey local historic properties
Enforce State or local preservation laws
Provide for public participation, and
Enact historic preservation ordinances or zoning restrictions

A strong preservation program in Lewiston will lead to the preservation of our cultural, architectural, historic and archeological resources; will promote better economic development opportunities when historic buildings are put through adaptive reuse; and will increase tourism opportunities. Finally, it will promote a sense of pride to our citizens and will allow future generations to better understand the roots of our culture and that of our native populations.

As part of the Downtown Development District Preservation Plan, a number of facade drawings were done to help facilitate preservation efforts. In addition, a Historic Preservation Index Map and Historic Preservation Illustative Site Plan (see Appendices E & F). These plans can be used to help the City understand its architectual and historical significance and to suggest improvements based on the preservation goal of reestablishing the image of Lewiston. Because the Downtown Development District contains the majority of our historic resources, including the Lisbon Street Historic District, The Lewiston Mill System District, Little Canada and a number of other individually-listed buildings, it has been the focus of the City's recent preservation efforts. However, there are many significant historic structures outside of the downtown area that must be inventoried and made part of both the local and national registers

EDUCATION

During the comprehensive planning process, it was determined that the Lewiston School Committee should have direct input on those areas within the plan that impact public schools directly. There was also strong support for the creation of a separate education component of the plan.

After two presentations to the School Committee on these issues, the School Committee voted:

> *"To commit to undertake a planning process over the next eighteen (18) months towards the creation of a vision and goals for the School Department and to establish this as a goal to be included in the City's Comprehensive Plan."*

When the School Committee completes their planning process, submits their recommendation to the Planning Board for their review, and when the City Council approves and adopts the education component, it will then be incorporated into this plan.

and that remains a major objective of the Historic Preservation Review Board. The Board is currently working with consultant Russell Wright to produce a Historic Preservation Design

Manual to help the Board, City officials and owners of historic properties to understand preservation guidelines and standards.

Another component of the Preservation Plan was the completion of the first archeological survey work ever accomplished by the City. This component was also designed to serve as a model to do other archaeological survey work within the City. The focus of the reconnaissance-level survey was the site of the future Lewiston-Auburn Railroad Riverfront Park. A team led by archaeologist Steven Cox did multiple test borings in this area in search of prehistoric artifacts. Additional reconnaissance-level surveys were conducted in South Lewiston as part of these efforts. The preservation of Lewiston's archaeological resources remains a high priority of this plan.

GOALS, POLICIES, STRATEGIES

HISTORIC PRESERVATION

GOALS:

1. Continue to recognize, preserve and protect the visual, architectural, cultural, historic and archeological resources that contribute to and define the unique character of the City.

2. Contribute to the vitality and the economic development of the City by recapturing under-utilized space for special uses, increasing the real estate tax base, and re-establishing Lisbon Street and other areas to their former status in the region through preservation efforts targeted to enhance the aesthetics and the cultural climate of the City.

3. Enhance the image of Lewiston and its proud heritage by improving the gateways to the City, enhancing the visual quality of the riverfront and the canal system, and fostering the continued conversion of vacant space to productive reuses that will contribute to the revitalization of the entire Downtown and City.

4. Work with City, State and Federal programs and local business interests to identify financial and other incentives that will benefit participants in the restoration and rehabilitation of historic structures.

5. Insure that needed vehicular, bicycle and pedestrian traffic improvements and off-street parking requirements are satisfied without unnecessary infringement on the historic integrity of the downtown.

STRATEGIES:

A. Recognize, preserve and protect the resources that define the unique character of the City.

1. Explore designating the Lewiston Mill System and the Lisbon Street Historic Retail District as National Register Historic Districts as well as local historic districts, thereby affording them the protection offered by the Historic Preservation Review Board.

2. Consider selling or transferring titles to City-owned historic buildings to owners willing to restore the exterior within a stipulated time-frame to meet the requirements of the Lewiston Historic Preservation Review Board.

3. Create mechanisms and incentives for owners of historic buildings, to properly maintain and/or restore these buildings.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Historic Preservation Review Board/Maine Historic Preservation Commission/Private Sector
Ongoing

B. Contribute to the vitality and the economic development of the Downtown

1. Transform the Downtown into a unique cultural and business district.

2. Expand the Facade Improvement Program where grants have allowed property owners to do facade work on their buildings.

3. Continue improvements with landscaping, street trees and in pedestrian amenities.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Historic Preservation Review Board/Maine Historic Preservation Commission/Private Sector
Ongoing

C. Enhance the image of Lewiston

1. Create landscaped open space in residential areas such as those along Canal and Oxford Streets.

2. Utilize the in-town canal system in the Downtown design plans by reestablishing the historic, aesthetic design qualities of the canal system.

D. Identify financial and other incentives that will benefit the restoration and rehabilitation of the historic properties throughout the City.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Historic Preservation Review Board/Maine Historic Preservation Commission/Private Sector
Ongoing

E. Publish and utilize the Historic Preservation Review Board Design Manual to better communicate issues related to preservation guidelines and standards to both the Board and owners of historic properties.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Historic Preservation Review Board/Maine Historic Preservation Commission/Private Sector
Ongoing

F. Continue the systematic inventorying of historic properties throughout the City, utilizing preservation grant monies to assist the City in the process.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Historic Preservation Review Board/Maine Historic Preservation Commission/Private Sector
Ongoing

G. Identify archaeological resources throughout the City utilizing preservation grant monies to assist the City in the process, where appropriate.

RESPONSIBILITY/DATE

Development Department/Planning Board/City Council
Supporting Agencies: Historic Preservation Review Board/Maine Historic Preservation Commission/Private Sector
Ongoing

HOUSING

TASK FORCE FINDINGS

Perhaps no other issue affects our daily life more than the need for safe, decent and affordable housing. This component of the plan offers specific strategies and a timetable for reaching the state's and City's goals with respect to housing. These strategies ensure that land use policies and ordinances of the City encourage all types of affordable housing, including mobile homes. Furthermore, the City is committed to the state goal of a minimum of having minimum of 10% of all new residential development to be affordable housing (see Title 30-A Maine Revised Statutes Annotated, §4326, subsections 1 & 3).

In September, 1991, the City of Lewiston Housing Task Force, created at that time to address housing issues, issued its Final Report. It made several specific findings and recommendations, it also commissioned a Housing Inventory/Analysis for the City which is contained in volume II of the Plan. Now that the City of Lewiston has embarked on a broader comprehensive planning process, it was appropriate for the Housing Sub-committee to review that report, compare it to the City's and state's planning goals and measure how the City has fared since 1991- and to make recommendations on future goals, policies and strategies to deal with this most important issue.

The introduction of the 1991 Task Force Report aptly sets forth our own fundamental premise:

[We are] committed to the concept that one of the most elemental functions of the municipal government is to provide safe, decent and affordable housing to all its citizens. We also understand that access to affordable housing by all sectors of our society is integral to the City's goals of economic advancement through revitalization and diversification of its commercial and industrial base.

<u>What is affordable housing?</u>

Affordable housing can mean different things for different people and for different reasons. Some use it to qualify for certain government assistance programs. Others look to see if a person is able to borrow money to buy a home. In Lewiston, the current median income for a family of four is $35,600; low-mod income families are those who make 80% or less than the median. Affordable housing must, however, encompass more than money. We believe people choose housing based in large part on non-economic factors, on perceptions of the housing unit and of its neighborhood. We take it to mean safe, decent and sanitary living arrangements of a person's own choosing, that can be comfortably paid for out of that person's or family's income. This may mean single-family homes, prefabricated homes, modular or mobile homes, or buildings with two or more family units. There may be government assistance, either direct aid or indirect

guarantees of loans. Some housing may include special and particularized support or services for some segments of the population. Finally, there definitely should be attention given to conditions within neighborhoods that affect housing, including access to health care.

Review of 1991 Housing Task Force Final Report Recommendations

A. Governmental Committee

That Task Force committee first focused on streamlining Code Enforcement activities and devoting more resources to ensure that housing is maintained in a safe, decent and sanitary condition. Buildings that cannot be so maintained would be demolished. The committee recognized that more co-ordination, participation and work was needed by the City Fire, Police, Public Works, and Welfare Departments and by the Lewiston Housing Authority in the public sector, as well as banks, insurance companies and newly-created neighborhood associations in the private sector.

The committee also noted that the City should create a permanent Housing Alliance, and urged changes by the state to reduce long-term welfare dependence and to expand lending for new home buyers.

B. Regulatory Committee

The Regulatory Committee found that zoning ordinances discourage mobile homes as one option for housing. It also found that Lewiston's zoning ordinances directly conflicted with the Fair Housing Act of 1988, which states that the City cannot place restrictions on group homes which do not also apply to singe-family residences.

The committee also addressed affordability, pointing out that inflexible standards for new developments push up the price of new houses. It was also determined that a family with an average income could not afford the mortgage payment and other costs of an average priced single-family home. It was felt that greater flexibility was needed in the codes, not only in required improvements but also permitting clustering of development or other open space conservation techniques. They also recommended new loan programs to purchasers and financial incentives to builders and that performance standards be reviewed which was subsequently developed for their impact on housing cost.

C. Special Needs Committee

The Special Needs Committee likewise pointed out that Lewiston's zoning ordinance put restrictions on group houses, violating federal law. It also found that anticipated rental subsidy losses would have a great impact on the elderly. It recommended greater coordination occur and more resources be committed to dealing with people previously being served at Augusta Mental Health Institute, homeless people or those at risk of becoming homeless, and day care for

children and adults.

HOUSING SUB-COMMITTEE FINDINGS

For the purpose of creating the Housing component of this plan, a Housing Sub-committee was formed to review the work of the Housing Task Force, to research present conditions and to make additional recommendations if necessary. The Housing Sub-committee's review of existing data is indicated as follows:

1. In Lewiston there are 6,217 single family homes, 1,069 two-family buildings, 393 three-family buildings, 217 four-family buildings, 96 five-family buildings, 205 six-family buildings, 43 seven-family buildings, 110 eight-family buildings, 53 nine-family buildings, and 10 buildings with ten or more family units. This totals to at least 13,870 available living units. The average age of housing units is one of the oldest in Maine.

2. 55% of all households in Lewiston are renting, while 45% own their homes.

3. The Comprehensive Plan Committee conducted a citizen survey in November, 1995 in with some of the questions pertinent to housing. More than 1 out of 4 respondents felt that the" Availability of Affordable Housing" was either "Unsatisfactory" or "Very Unsatisfactory",only 1 in 5 respondents felt that the "Availability of Special Needs Housing" is Satisfactory" or "Very Satisfactory" and Over one out of three respondents over the age of sixty, felt that the "availability of Elderly Housing" was less than satisfactory (this is significantly higher than the respondents under the age of 60).

In addition to this citizen survey, the Housing sub-committee specifically wanted to find out the opinions of residents or potential residents of certain downtown neighborhoods, with regard to the liveability of those neighborhoods including health care issues. The Housing Sub-committee commissioned Dr. James Fisher and some of his sociology students at Bates College to study people waiting to receive Section Eight certificates, and people occupying apartment buildings which buildings are about to have their Moderate Rehabilitation rent subsidy expire.

Findings of downtown residential survey

There is a belief held by non-residents and residents alike that some neighborhoods or areas in Lewiston, especially where there are older multi-family buildings that are densely sited, may be undesirable places in which to live. This may be because of perceived crime, apartments that are not safe or sanitary, the snowball effect of tenants moving out of buildings already partially vacant, or for other reasons. Areas perceived to be undesirable hurt the City's efforts to grow and prosper, and perpetuates negative images of the City. A summary of the results of the survey appear here, with the complete results appearing in Volume II of the Plan, and are available on

file in the Community Development Division Office. The Sub-committee has drawn some general conclusions from the study, recognizing the characteristics of the respondents in the sample.

The core of these studies was a survey administered by telephone to households provided in a sampling list by the City. Response rates were diminished by difficulty in reaching clients who were not at home when called, disconnected phone service, and refusals. A total of 51-twenty minute interviews were completed, with the data compiled and analyzed and reported. Participants extended research into specific areas of interest including enhanced neighborhood policing, migration intentions, smoking, alcohol use, HIV/AIDS, breast cancer and doctor-patient relationships through contacts with services providers and review of existing literature.

The four principle research areas were are households, neighborhoods, migration intentions and health. Demographic and household data suggest that respondents are confronting a problems with lack of education, high rates of unemployment and poverty. Respondents reflected generally good satisfaction with their homes and neighborhoods, with concerns mostly relating to a series of neighborhood problems including crime, drug and alcohol abuse, domestic violence and so on. A second tier of concerns about the physical infrastructure in neighborhoods, such as damaged roads and sidewalks and a lack of trees and parks, was also expressed.

More than half of the respondents noted that they had been considering moving in the past year. The advent of mobile Section 8 certificates and vouchers does not seem to increase the number of people who are thinking about moving, but may enable some to carry through on their intentions. Features that made future destinations desirable included a more rural lifestyle, less poverty and in some cases a warmer climate. Many would be migrants are actively considering staying in the Lewiston-Auburn area as they have family and social connections here.

Health issues abound with this respondent group. While 90% are insured either through Medicare, Medicaid or private insurance, many seem to lack information on where one goes to quit smoking or obtain health screening. Half of the respondents smoke cigarettes, a very high percentage by any standard. Many are already confronting the effects, with serious heart and lung diseases. Programs to prevent adolescent smoking are clearly called for, while greater efforts to assist adults in quitting are also advocated.

A conclusion that is drawn with respect to all areas of interest in this study is that there remain significant problems of communication between service providers and our respondents. The mission of organizations intent on improving the housing, neighborhoods and health in Lewiston is apparently limited by lack of public knowledge that programs exist and social barriers that further inhibit participation.

Many respondents were unaware of social services available to them. Yet we know of lists of many or all of the agencies with their telephone numbers, for example United Way's First Call and Community Concepts. There is a gap between those who could benefit from services and

those who provide the services. We are unsure whether the potential users just do not know about the agencies, or whether they are reluctant to avail themselves of those services.

Other findings of Housing Sub-committee

The people of a neighborhood are its greatest resource and its best opportunity to address its own concerns. Neighborhood associations featuring a wide variety of its residents, young to old, all incomes, men and women, etc, are an effective means to bring all citizens back to caring about each other, to create a sense of "community," as long as their collective views are part of, and respected by, the decision-making process. The Police and Community Enforcement (PACE) unit of the Lewiston Police Department is one first step in which the City is encouraging and can encourage the development of neighborhood associations independent of governmental direction. PACE is based on the premise that both the police and the community must work together to identify, prioritize and solve contemporary problems such as crime, illegal drugs, the fear of crime, social and physical disorder and overall neighborhood decay, with the goal of improving the overall quality of life in the area. In 1995, the entire department was trained in the PACE philosophy, and the department established six new substations beyond the original PACE substation at 292 Bates Street. PACE has played a more vital role in its neighborhoods as was recommended in the 1991 Housing Task Force report. In 1995 alone, it conducted bicycle education and participated in a bicycle rodeo, and in career days at two elementary schools, it co-sponsored block parties in several different areas and the National Night-Out in Kennedy Park, it participated in the PAL/REC committee which provides youth activities, its members regularly eat lunch at area schools, and they participate in field trips sponsored by the Lewiston Recreation Department, among other things.

Economic conditions and subsidized housing options have tended to concentrate lower income people and families in a limited area of Lewiston, segregating them and adding to the perception of "bad" areas, neighborhoods to be avoided, when in fact most of them are decent, hardworking people no worse or better than those who live on "nicer" streets. The City can assist neighborhoods by Maintaining streets, sidewalks, parks, and other public amenities in a clean and repaired condition, this will encourage private owners to do the same with individual buildings, and makes the residents feel better about where they live.

Our current zoning and land use ordinances tend to keep existing developed uses intact and to discourage new or varied housing situations in areas already developed. At the same time, the ordinances tend to encourage single-family housing in the rural and undeveloped zones. This combination encourages sprawl and overextends public services.

Another major find, there have been no building permits issued since 1988 for a two-family home. New construction has been for single-family homes, some multiple unit apartment buildings, or the placement of mobile homes in existing mobile home parks. Two-family homes are allowed in three zones of Lewiston, but standards make it difficult or impossible to build. One such zone is located where there is no public water or sewer service, and has other physical

limitations so that development of housing as a practical matter would be difficult or impossible. Two-family homes can provide one option for the entry of people into home ownership, at an affordable rate. Such homes can be designed and built so that they blend in with single family homes nearby. With the owner occupying one unit, there seems to be greater tenant stability than larger apartment buildings with non-resident owners.

With regard to mobile homes; the Sub-Committee had the following findings:

A. Although on paper there are areas set aside for expansion of existing mobile home parks, those areas have physical limitations which practically prevent any significant expansion. Also, there are no areas in Lewiston set aside to create new mobile home parks. Some existing parks are non conforming and not allowed to expand, other have little expansion allowed.

B. The placement of individual mobile homes on their own land is restricted to the Rural Agricultural Zone, located in the most rural area of Lewiston. That zone requires lots to be at least one and one-half acres. Large lots like that are more expensive, which discourages their use by those seeking affordable housing.

C. Since 1990, there has been a net reduction in the number of mobile homes in Lewiston. However, mobile homes can provide another option of affordable housing.

D. The 1991 Housing Task Force Final Report found that the managers and owners of mobile home parks discourage the use of mobile home ownership as equity investments. While the items cited may be due to overall economic factors, some may be due to other reasons, which the City may or may not be able to influence directly.

Approximately 80% of rental units in Lewiston may have lead-based paint. Because of the age of the average housing unit, there is a great risk that lead-based paint is chipping or flaking. Lead-based paint in a deteriorating condition poses the greatest health threat to the occupants, especially children. Some paint can be treated with special chemicals to reduce the risk of lead poisoning, without removing the paint. However, the costs of removal and disposal of lead-based paint may be substantial, and may even rival the costs of asbestos abatement. The City already has a Childhood Lead Poisoning Prevention Program, which provides education about the dangers of lead poisoning.

From the late 1970's through the 1980's, many apartment buildings were sold by owner-occupiers to absentee landlords/investors, often at prices higher than the rental income could support. As a result, many buildings were not properly maintained, were foreclosed upon, and became vacant. Thus grew the image of dilapidated buildings prone to intentional or accidental fires and attractive to vandalism or other criminal activity. The City, through its Fire, Code Enforcement and Community Development Departments have worked to identify problem buildings, to encourage or force owners to bring buildings back into decent condition, or to demolish them.

Such efforts, however, are not complete, especially since older buildings deteriorate quickly without regular maintenance.

The federal and state governments have helped to provide affordable housing in the past, through rental subsidy payments to landlords. This was either a subsidy for the building (moderate rehab) or for a tenant (Section 8). In the last few years, we have seen governmental funding of various housing programs threatened, decreased or eliminated. It then falls upon the City to choose to provide substitute assistance (by itself or in collaboration with other governmental entities), or to do nothing.

As a result, even though apartments are available, the Lewiston Housing Authority reports over 300 family or elderly applicants on their waiting list for assistance under the Section Eight program. The Lewiston Housing Authority also reports that there will be in the range of 400 apartment units in moderate rehab buildings over the next ten years for which the subsidy will expire. Most of those tenants will receive a certificate for rental subsidy which can be used anywhere, not just Lewiston. If those tenants believe that Lewiston, or at least their current neighborhood, is not a desirable place to live, then negative perceptions will be perpetuated.

In some areas of Lewiston, there is a high turnover rate of tenants in apartment buildings. This may be due to financial pressures of not enough income to pay for regular living expenses (including rent) plus high electric bills due to electric heat, it may be due to insufficient planning on the tenant's part, or it may be due to a variety of other reasons. Such a turnover rate affects those who move. Children in particular are affected greatly, because they need to feel stable and settled. If they stay in one place, they learn in school the knowledge necessary to become productive adults. Just as important, children whose families move infrequently also learn a sense of "place", of community, of connectedness with their friends and neighbors, so that as adults they appreciate values held by the larger society beyond their individual desires.

While State law requires municipalities to aim for 10 percent of new residential development to be affordable housing, and the City supports the concept, this approach may not appropriately address rehabilitation, adaptive re-use, or demolition and replacement of existing housing. If the law means new construction only, this requirement provides a disincentive to improve the old unaffordable housing stock in Lewiston.

There are definite segments of the population requiring special help and attention. Some of the major ones are homeless people, including adolescents, those dealing with substance abuse, those with mental retardation or mental illness and those afflicted with tragic diseases such as AIDS. To enable these people to live independently and productively, they must have special services easily accessible and addressed to their needs. They must also be able to choose housing in areas of the City where they would not feel segregated or be at risk of victimization.

Businesses seeking to locate here or expand need a workforce that can find affordable housing nearby. These businesses also make their decisions based upon how Lewiston's citizens perceive

themselves and their City. Businesses also look at the actions city government takes to encourage public and private participation in bettering the whole community.

Recommendations of the Housing Subcommittee

Based upon the 1991 Housing Task Force Final Report and this committee's findings, the Housing Sub-Committee make these recommendations:

1. The Zoning and Land Use Codes must be amended to comply with the Federal Fair Housing Act of 1988 to eliminate special restrictions on group homes, which restrictions do not also apply to single family homes. This should be done forthwith and without delay, since the 1991 Task Force suggested this and it does conflict with federal law.

2. The City should continue to encourage the creation of Neighborhood Associations, run by neighborhood residents who are confident that the City's decision-making process will listen to and respect their views. These associations should encourage meaningful participation in all aspects of their activities by all residents, young and old, tenant and owner, men and women, all incomes. The City should work with the Lewiston Housing Authority, individual churches or civic groups, private businesses including private landlords, and other nongovernmental groups, and individuals to encourage the residents to establish and foster neighborhood associations.

3. The City should encourage all local service agencies to come together and study why there is the apparent lack of awareness of their services available to qualifying residents. The agencies should then be encouraged to formulate an action plan to address the findings.

4. The City should commit to maintain City-owned neighborhood amenities such as parks, playgrounds, sidewalks, walkways and landscape plantings and improve the level of trash and debris removal from public property, utilizing private and volunteer efforts as well as a well-supervised "workfare" labor force.

5. The City should continue to analyze buildings throughout the city to determine candidates for demolition and potential re-use of the land. As part of this process, the city should effectively inform the residents of the surrounding neighborhood and solicit their opinions. This could be a catalyst to creating Neighborhood Associations, and, in the future, associations could use this as one of their activities.
6. The City should continue to develop and expand Community Oriented Policing Programs such as PACE to allow the Police Department to play a more interactive role in neighborhood stabilization and improvement. This too may be a catalyst for the creation of Neighborhood Associations.

7. The City should establish a Standing Housing Alliance Board to assist in the

implementation of the recommendations of this Sub-Committee, to continue to assess the affordability of housing in Lewiston, and to respond to new or changing conditions affecting housing issues. Members would include representatives of neighborhood associations, landlords, tenants, those with special needs, officials and others concerned with affordable housing.

8. Land conservation rather than land consumption practices should be encouraged in residential development. The City should explore and encourage rehabilitation or adaptive re-use of existing buildings, and should explore techniques which encourage development where public services already exist, such as "density bonuses," "inclusionary zoning," "transfer of development rights," and permitting two-family housing without special restrictions and in more areas. Increased net lot area for dwelling unit with mandating clustering should be explored in the rural and undeveloped areas of the City.

9. The City should advocate with the State to ensure that the goal of 10% of new residential development to be affordable includes not just new construction but also includes rehabilitation, adaptive re-use and replacement of existing residential units.

10. The City should encourage a diversity of residents to live within each neighborhood (such as income or age) and to discourage stratification, segregation and concentration of particular kinds of people.

11. Both adults and youth express a desire for greater activity choices for teenagers. All departments of the City and Lewiston Housing Authority should take the lead to vigorously recruit and promote the active participation of youth. This means both youth-specific activities as well as including them in neighborhood or community associations and wider City-sponsored planning, historically reserved to adults.

12. With regard to mobile homes:

    A. The City should change its zoning and land use codes to permit mobile homes on individual lots smaller than one and one-half acres, as well as in more zones than the Rural Agricultural Zone.

    B. The City should allow new mobile home parks to be created, and to allow the expansion of existing parks onto areas without practical and physical limitations.

    C. The City should explore the opportunity for mobile home owners to also own their individual lots within mobile home parks. The City should also investigate options to reduce and mediate the tensions between the expectations and legitimate needs of the mobile home owner and those of the mobile home park owner.

13. The City should coordinate the efforts of housing and social service providers to present a unified approach to assisting those with special needs, not only the existing population but also any anticipated increase, such as those covered by the AMHI consent decree.

14. The City's Childhood Lead Poisoning Prevention Program should expand its efforts at educating people on the dangers of lead-based paint. The City should also create incentives to reduce the risk and/or the amount of lead-based paint in all housing units. Incentives could include providing free or low-cost testing and recommended abatement measures, low-interest loans or other financial incentives for abatement, training on abatement methods, and education for owners and tenants.

15. The City should investigate the reasons tenants move frequently from apartment to apartment, and then formulate specific responses to provide input to the City in order to implement strategies that encourage tenant stability. Neighborhood associations may be one way to foster stability.

VII. Summary

Since the last Comprehensive Plan was adopted nearly ten years ago, we have seen graphically that the economy is a major driving force in how we as a City address and plan for housing as well as health care issues. In that time, we have seen the approval of new primarily single-family housing subdivisions, most of which have not been built, in part because they were mainly designed for higher-priced housing. Owners of rental buildings became absentee investors, with little interest in the tenant or maintenance of the buildings. The City responded to new development by trying to slow or restrict it, to maintain orderly and measured expansion. Today we need new, holistic approaches to handling housing and health care issues that affect so many of our citizens health, welfare and quality of life.

GOALS, POLICIES, STRATEGIES

HOUSING

GOAL:

1. Encourage and promote safe, affordable, decent housing opportunities for all Lewiston citizens.

POLICY 1 **(HOUSING)**

Continue and expand efforts to provide affordable housing opportunities.

STRATEGIES:

A. Amend Zoning and Land Use Codes to comply with the most recent federal Fair Housing Act.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Maine State Housing Authority/Maine Human Rights Commission/Housing Alliance Board
Ongoing

B. Continue to administer strategies that have been implemented as part of the City's annual Consolidated Plan and to implement recommended strategies of the Plan which have not been undertaken.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Housing Alliance Board
Ongoing

C. Ensure the continuation and possible expansion of housing opportunities for low income residents recommended in the Consolidated Plan:

1. Work with the private sector developers and landlords and private not-for-profit groups to assist them in providing low-income housing opportunities.

2. Continue to administer the rental assistance programs with appropriate guidelines and limitations.

3. Meet with the Maine Housing Authority to encourage greater flexibility in the use of their program.

4. Continue to administer the City's elderly housing projects and family housing projects.

5. Continue to work with governmental agencies and housing authorities to ensure that section 8 contracts are extended or replaced.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Maine State Housing Authority/Lewiston Housing Authority/HUD/Housing

Alliance Board/Private Sector
Ongoing

D. Explore changing the Zoning Map and Zoning and Land Use Codes to permit mobile homes on individual lots smaller than one and one-half acres, as well as in more areas than the Rural-Agricultural (RA) Zone, and more mobile home park overlay zones.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Housing Alliance Board/Private Sector
Ongoing

E. Allow the expansion of existing mobile home parks where appropriate.

F. Allow new mobile home parks to be created in appropriate areas.

G. Explore the opportunity for mobile home owners to own their own lots within mobile home parks.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Housing Alliance Board/Private
Ongoing

H. Continue to allow a wide variety of housing types in all appropriate zones within the City.

1. Continue to allow a wide range of housing types in the Zoning and Land Use Code, and explore the need and feasibility of expanding the opportunity for the creation of single and two-family homes, multi-family housing, mixed-use housing, and mobile homes through code amendments and rezonings.

2. Continue to provide protection to Lewiston's historic buildings, while allowing a wide range of adaptive reuse including housing.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Housing Alliance Board/Historic Preservation Review Board/Private Sector
Ongoing

I. Establish a standing Housing Alliance Board to continue to assess the

affordability of housing in Lewiston, and to review the existing housing inventory, to make recommendations accordingly, including a updated study if necessary.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Housing Alliance Board
Ongoing

J. Advocate with the State to ensure that the goal of a minimum of 10% of new residential development to be affordable includes not just new construction but also includes rehabilitation, adaptive reuse and replacement of existing residential structures.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: State Planning Office/Maine State Housing Authority
Ongoing

POLICY 2 (HOUSING)

Improve, expand, and create if necessary, Neighborhood Associations and other organizations to improve living conditions in older multi-family neighborhoods in the City.

STRATEGIES:

A. Work with public and private housing providers, individual churches, civic groups, private businesses, landlords and other nongovernmental groups to encourage residents to establish and foster neighborhood associations.

B. Identify existing and new businesses, organizations, and institutions that if strengthened or developed can help provide stability, job opportunities, and social structure to the older more densely developed multi-family areas of the City; work to strengthen and/or develop these new business, organizations, and institutions.

RESPONSIBILITY/DATE
Recreation Department/Police Department/Development Department/Planning Board/City Council/
Supporting Agencies: Lewiston Housing Authority/Private Sector
Religious Organizations/Social Service Agencies
Ongoing

NATURAL RESOURCES

Lewiston is blessed with many significant natural resources areas. The Androscoggin River, and its many brooks used in earlier years primarily for hydro power generation, logging and to convey wastewater from mills and cities, is becoming the focus of renewed efforts to use this resource for its vast recreational and scenic potential. Certainly, the significant increase in water quality has played a vital role in these efforts. While there is much yet to accomplish, we must acknowledge the efforts made by the paper mills, CMP and Union Water Power, and cities in treating their wastewater and limiting combined sewer overflow as well as the regulatory agencies-DEP & EPA, have lead to a much cleaner river. Recent planning and organizational efforts by the Androscoggin Greenways have furthered the efforts dramatically.

No Name Pond, the city's only great pond, has also been the focus of renewed efforts to both improved water quality and public access. The Kids as Planners students from both Montello and McMahon Elementary schools have studied the watershed, designing areas for better public beach and boat access, monitoring the water quality, and planning buffer areas to protect the pond from harmful run off. They also installed signs that educate the public where the watershed boundaries intersect with roadways. Bates College students, led by Professor James Fisher, have conducted a watershed study as part of their course work and some of their recommendations have been incorporated into this plan. Other Bates students have conducted inventories of flora and fauna of city-owned land on the pond and have done other water quality tests. The Androscoggin Valley Soil and Water Conservation District conducted a No Name Pond Watershed Survey project aimed at identifying sources of non-point pollution and recommending corrective measures for those sites. Some of those recommendation are included in this plan. The city also staffed a committee that is aggressively pursuing grant money and support to look into creating a community septic system for houses near the pond, doing demonstration projects to help prevent non-point pollution and to explore better public access to the pond. The committee has been actively supported by our political contingent, including those in the local, state and federal levels.

Garcelon Bog, an natural area in excess of 100 acres, has been identified to have significant water fowl and wading bird habitats including nesting and feeding areas. This in-town resource has been the focus of studies to provide better public access while still protecting the wildlife and flora within the bog.

Thorncrag Bird Sanctuary is the largest of its kind in the Northeast and has been identified as a area of special concern for certain types of wildlife. Recent acquisitions of adjacent properties will enable the sanctuary to provide better public access while expanding areas for wildlife and flora.

GOALS:

1. Ensure that every person enjoys the benefits of clean air, clean water, and a healthy environment at home, work, and at play.
2. Protect the City's natural resources including forests, shore lands, wetlands, wildlife habitats and fisheries, scenic vistas, and other natural resources, from inappropriate land use activities. Of specific note are Garcelon Bog and Thorncrag Bird Sanctuary.
3. Protect Lewiston's water resources, including No Name Pond, Lewiston's only great pond; and the Androscoggin River watershed, including its tributaries, No Name Brook, Hart Brook, Salmon Brook, Moody Brook, Jepson Brook and Stetson Brook, from inappropriate land use activity.
4. Identify natural resources that are highly susceptible to inappropriate use or development which can reduce or destroy their value or create potential public health and safety concerns.
5. Explore the feasibility of increasing the access to surface waters whenever consistent with other goals.
6. Explore the feasibility of Incorporating a Transfer of Development Rights (TDR) or other similar concepts into the City's ordinances in order to fairly compensate owners of lands which contain natural resources of City-wide importance.
7. Promote use of voluntary initiatives to protect significant natural resource areas through acquisition or conservation easements, working with local land trusts whenever possible.
8. Develop and promote initiatives such that businesses are encouraged to suitably locate and expand within the City of Lewiston, taking advantage of the scenic vistas and natural settings afforded by our significant natural resources.

POLICY 1 (NATURAL RESOURCES)

Continue to protect No Name Pond from the adverse impacts of inappropriate land use activity.

STRATEGIES:

A. Continue strict administration of shoreland area standards through strict administration of City ordinances including sewer system standards.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Ongoing

B. Implement a systematic water quality monitoring program that allows for the long-term tracking of water quality trends.

RESPONSIBILITY/DATE
Development Department/Public Works /Planning Board/City Council *Supporting Agencies*: Androscoggin Soil and Water Conservation District/No Name Pond Association/ Kids as Planners Program
Ongoing

C. Examine the current phosphorus standards utilized for the No Name Pond watershed and revise where needed to improve and protect the quality of the pond

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies:* Androscoggin Soil and Water Conservation District/No Name Pond Association/Kids as Planners Program
July 1997

D. Explore the feasibility of constructing a community sewer system for the No Name Pond area.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: Androscoggin Soil and Water Conservation District/No Name Pond Association/Kids as Planners Program
July, 1997

E. Continue to regulate land use through provisions of the City's Lake Conservation Overlay District (LC).

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Androscoggin Valley Soil and Water ConservationAssociation/Kids as Planners
Ongoing

F. Continue to regulate land use through provisions of the City's Resource Conservation District (RC).

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Supporting Agencies: Androscoggin Valley Soil and Water Conservation District/No Name Pond Association/Kids as Planners
Ongoing

G. Utilize the No Name Pond Watershed Survey done by the Androscoggin Valley Soil and Water Conservation District and the Watershed Study conducted by Bates College students as guidance for future recommendations to help protect No Name Pond.

POLICY 2 (NATURAL RESOURCES)

Protect identified aquifers from adverse land use development to avoid groundwater contamination and its related problems.

STRATEGIES:

A. Continue to regulate land use through provisions of the City's Groundwater Conservation Overlay District (GC).

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council S*upporting Agencies:* Androscoggin Valley Soil and Water Conservation District/State Planning Office
Ongoing

POLICY 3 (NATURAL RESOURCES)

Continue to avoid the problems associated with floodplain development and use.

STRATEGIES:

A. Continue to regulate land use through provisions of the City's flood plain management standards.

B. Continue to work with the Federal Emergency Management Administration (FEMA) Programs CRS Program.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: Androscoggin Valley Soil and Water Conservation District/FEMA/State Planning Office
Ongoing

POLICY 4 (NATURAL RESOURCES)

Continue to protect the City's wetlands.

STRATEGIES:

A. Continue strict administration of shoreland area standards concerning wetlands through strict administration of city ordinances and cooperate with state and federal agencies responsible for wetland protection.

RESPONSIBILITY/DATE
Planning Staff/Public Works/Planning Board/City Council
Supporting Agencies: Androscoggin Valley Soil and Water Conservation District/State Planning Office/Inland Fisheries and Wildlife
Ongoing

POLICY 5 (NATURAL RESOURCES)

Continue to plan for the proper use of the City's forest lands.

STRATEGIES:

A. Continue to regulate land use through provisions of the City's timber harvesting standards.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: Department of Conservation/ Androscoggin Valley Soil and Water Conservation District/State Planning Office
Ongoing

POLICY 6 (NATURAL RESOURCES)

Continue to protect the many scenic areas in the City.

STRATEGIES:

A. Actively encourage the preservation of scenic areas identified in the Recreation and Open Space component of this plan, particularly during the development review process.

B. Encourage businesses to develop land and buildings, including renovations and expansions of existing buildings, that take advantage of the scenic areas in the City while protecting the related natural resources.

RESPONSIBILITY/DATE
Development Department/Public Works/Recreation Department/Planning Board/City Council
Supporting Agencies: Inland Fisheries and Wildlife
Ongoing

POLICY 7 (NATURAL RESOURCES)

Protect State identified deer wintering areas to the utmost extent possible.

STRATEGIES:

A. Recommend amendments to the City's Zoning and Subdivision Ordinances to protect the seven (7) deer wintering areas identified by the Maine Department of Inland Fisheries and Wildlife.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*: Inland Fisheries and Wildlife
July 1997

POLICY 8 **(NATURAL RESOURCES)**

Continue to protect the City's fisheries to the utmost extent possible.

STRATEGIES:

A. Continue to utilize shoreland zoning and other ordinances to protect the Androscoggin River, its tributary brooks, No Name Pond, and other streams and ponds throughout the City.

B. Continue efforts to separate combined sewers and reduce sewer overflows that effect the Androscoggin River.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: DEP/Inland Fisheries and Wildlife
Ongoing

POLICY 9 (NATURAL RESOURCES)

Continue to protect the City's significant wildlife habitats.
STRATEGIES:

A. Recommend amendments to the City's Zoning and Subdivision Ordinances to protect significant water fowl and wading bird habitats and other areas of special concern as identified by the Maine Department of Inland Fisheries and Wildlife.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Inland Fisheries and Wildlife
Ongoing

B. Pursue initiatives that will result in either acquisitions of land or conservation easements in order to protect those significant wildlife habitat areas, working with the Androscoggin Land Trust and other local conservation groups.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Inland Fisheries and Wildlife/Androscoggin Land Trust/Private Sector
Ongoing

PUBLIC SERVICE AND FACILITIES

Because of the great influence that the Lewiston Capital Improvement Program (LCIP) has on the City's public facilities, Comprehensive Plan and the City's future itself, this plan provides a brief description of what constitutes a LCIP so that the reader can develop an understanding of the concepts and importance of capital improvement programming. A major objective of this Comprehensive Plan is the full integration of the LCIP into the Comprehensive Planning Process.

For particular information for our short-term and long-term funding priorities, references should be made to our LCIP which is continually made part of Volume II of this plan. Most of the strategies concerning public service and facilities refer to the LCIP.

PARTICIPATION

The LCIP is put together by a committee that represents a broad spectrum of the community, including; professional staff, planning board members, citizens and the city council. It is a primary responsibility of the Planning Board to review the LCIP and make recommendations to the City Council who officially adopts the LCIP. Public Hearings are held by both the City Council and the Planning Board concerning the LCIP.

WHAT IS CAPITAL IMPROVEMENT PROGRAMMING?

It is a multi-year scheduling of public physical improvements, based on studies of available fiscal resources and the need for specific improvements to be constructed in the future. Although a long-term program does not necessarily commit the City to a particular expenditure in a particular year, it provides an identifiable framework for informed decision-making.

WHAT IS THE IMPORTANCE OF CAPITAL IMPROVEMENT PROGRAMMING?

Many aspects of the Capital Improvement Program can have profound impacts of the development of the City and the fiscal integrity of the government. Programs expanding or improving public services can influence the timing and location of new development, while fostering preferred long-term growth patterns. In addition, the Capital Improvement Program represents the community's approach to implementation of the Comprehensive Plan.

WHAT IS A CAPITAL IMPROVEMENT?

A common definition of a capital improvement includes new or expanded physical facilities that are relatively large, expensive, and permanent. An extremely important fiscal planning principle underlying this definition is that capital improvements should include only those expenditures for

physical facilities with relatively long-term usefulness and permanence. Accordingly, those expenditures are normally financed on a long-term basis or through grants acquired from other governmental agencies.

Capital improvements should not include expenditures for equipment or services that prudent management defines as operating budget items and which ought to be financed out of current revenue resources.

BENEFITS OF A CAPITAL IMPROVEMENT PROGRAM

An effective capital improvement programming process can:

- ensure that plans for community facilities are carried out;
- allow improvement proposals to be tested against the community's policies and objectives;
- better schedule public improvements that require more than one year to construct;
- provide an opportunity, assuming funds are available, to purchase facilities for future municipal use;
- help stabilize tax rates through intelligent debt management;
- offer an opportunity for citizens and public interest groups toparticipate in decision-making;
- contribute to a better management of City affairs;
- permit a thorough technical evaluation of the justification for each improvement;
- enhance the orderly growth of the revenue base; and
- provide a basis for desired urban growth patterns.

FISCAL POLICIES

Careful fiscal analysis and the adoption of specific fiscal policies must be the foundation of the Capital Improvement Program. Long-range financial studies and forecasts must be made. At a minimum, such analyses should include the preparation of tables showing the amortization of all outstanding debts. These forecasts focus on the local general economic situation and the extent to which it may affect long-term local government revenues. Anticipated revenues must then be compared with anticipated expenditures for capital improvements and personnel services, and other costs must be projected to determine whether projected revenues and expenditures are in balance, or whether surpluses or deficits and forecast.

Fiscal policies should address such issues as:

- the maximum amount of debt the local government is willing to assume;
- the type of revenue devices that will or will not be used;
- the annual amount of debt service that the operating budget can absorb;
- the specific types of projects or facilities that must be self-sufficient through user fees or other charges; and
- the degree to which the City will seek State or Federal grant-in-aid.

Fiscal policies may be related to strategic community objectives, such as:

- expenditures targeted in support of economic development objectives that are most likely to maintain or attract an industrial or commercial base, create new jobs, or generate private investments in neighborhood revitalization.

CHOICE OF PRIORITIES:

The setting of priorities continues to be a vexing problem. Choosing what project will be built is the most crucial step in the Capital Improvement Program process. Projects should be evaluated with regard to their effectiveness in achieving community goals. The evaluation should consider factors such as:

- extent proposal will encourage capital investment, improve the City's tax base, improve job opportunities, attract consumers to the City, or produce public or private revenues;
- extent proposal may be cost-effective in terms of capital and probable operating costs;
- extent proposal cost is justified in terms of number of persons to be benefited;
- extent proposal eliminates conditions detrimental to health, safety, and general welfare of the community;
- extent proposal improves the city-wide distribution of related services;
- extent proposal meets a community obligation to serve a special need or a segment of the City's population;
- extent proposal would offer opportunities for improving the quality of life for citizens in terms of personal enrichment and living conditions;
- extent proposal may improve environmental quality of the City and its neighborhoods;
- extent proposal appears to be coordinated with other public or private projects or facilities;
- extent proposal appears to leverage private, State, or Federal resources;
- extent proposal represents the best alternative to achieving a community goal;
- extent proposal complements the Comprehensive Plan and desired long-term urban growth patterns;
- extent proposal realistically addresses operating and maintenance costs of a capital improvement project.

Recycling-A Case Study In Change

One element of our public services and facilities that deserve special mention, is our solid waste and recycling program. This program began in 1991 in conjunction with the construction of a new landfill, with more than a bit of skepticism. It has become one of the best models for recycling anywhere in the state. The success of the program emphasizes the fact that when

people are offered the opportunity to change the way they live their everyday life and are educated to the advantages of such change, in this case environmental and economic, they can quickly embrace the change.

The program began with curbside collection of newspaper, glass, metal cans, cardboard and magazines; mixed paper, office paper and scrap metal was accepted at the landfill site. Since 1993, leaves were collected during a three week period at the curbside and added to the Lewiston Auburn Water Pollution Control Authority composting operation. By 1995, 45% of Lewiston's solid waste was being recycled. Recently, curbside collection of mixed paper was added to the program in order to help the city obtain the state goal of 50% recycling by the end of 1996. The city also added asphalt shingles to the drop-off program.
It is anticipated that the aggressive recycling program will extend the life of the land fill, originally expected to be 10-12 years, an additional few years, saving taxpayers money as well as helping to preserve the environment.

GOALS, POLICIES, STRATEGIES

PUBLIC SERVICES AND FACILITIES

GOAL:

1. Continue to plan for, finance and develop an efficient system of public facilities and services to accommodate orderly growth and economic development.

POLICY 1 PUBLIC FACILITIES)

Continue to ensure that Lewiston's public services and facilities meet the diverse needs of the community.

STRATEGIES:

A. Continue to develop and annually maintain the Lewiston Capital Improvement Plan (LCIP) that ensures the financing of facilities and services that meet the needs of Lewiston residents, ensures the implementation of the City's Comprehensive Plan and maintains the fiscal integrity of the City.

RESPONSIBILITY/DATE
All Departments/Planning Board/City Council
Ongoing

B. Direct new development to land areas which utilize existing infrastructure and utilities can be

readily served by public services or to land areas where systems can be conveniently extended by the developer.

RESPONSIBILITY/DATE
Public Works/Development Department/Planning Board/City Council Supporting Agencies: Utility Companies
Ongoing

POLICY 2 **(PUBLIC FACILITIES)**

Ensure that police, fire and rescue services continue to efficiently and cost effectively meet the needs of the community.

STRATEGIES:

A. Continue to annually review the City's emergency service needs and capabilities and make changes to these services as necessary to adjust to the changing needs of the community.

B. Continue to develop and annually maintain the Lewiston Capital Improvement Plan (LCIP) that ensures the proper financing of emergency services that meet the needs of Lewiston residents (Fire, Police, 911).

C. Continue to utilize and expand community oriented policing such as the PACE unit, PAL/REC, DARE/GREAT in order to better utilize resources and communication with the public.

RESPONSIBILITY/DATE
City Departments/Planning Board/ City Council/Fire, Police, 911
Ongoing

POLICY 3 **(PUBLIC FACILITIES)**

Continue to plan for the future needs of the City's school system.

STRATEGIES:

A. Work with the School Committee and the School Department to prepare a long-range plan for future school facilities needs, including facilities that takes into account development trends and changing educational needs of our students. Create opportunities for students to actively participate in the development, implementation, and evaluation of the plan.

RESPONSIBILITY/DATE
School Committee/School Department

Supporting Agencies: Development Department/Planning Board/City Council/Other Interested Parties/Individual Schools
June, 1998

B. Continue to develop and annually maintain the Lewiston Capital Improvement Plan (LCIP) that ensures the proper financing of educational facilities to meet the needs of Lewiston residents.

RESPONSIBILITY/DATE
School Committee/School Department/Development Department/Planning Board/City Council
Ongoing

POLICY 4 (PUBLIC FACILITIES)

Continue to work with LACTS and MDOT to develop, implement and maintain a comprehensive transportation system.

STRATEGIES:

A. Continue to develop and annually maintain the Lewiston Capital Improvement Plan (LCIP) that ensures the proper financing of street and bridge maintenance, sufficient to maintain and enhance the quality of the City's streets and bridges.

RESPONSIBILITY/DATE
Public Works Department/Development Department/Planning Board/City Council
Supporting Agencies: LACTS/MDOT
Ongoing

B. Continue to develop and annually maintain the Lewiston Capital Improvement Plan (LCIP) that ensures the proper financing of bicycle and pedestrian systems and sidewalk maintenance, sufficient to maintain the quality of the City's sidewalks, bicycle and pedestrian systems.

RESPONSIBILITY/DATE
Public Works Department/Development Dept/Planning Board/City Council
Supporting Agencies: LACTS/MDOT/CABPAC
Ongoing

C. Work with the Department of Transportation's Local Roads Center to better coordinate street and bridge maintenance efforts.

RESPONSIBILITY/DATE
Public Works Department/Development Department/Planning Board/City Council
Ongoing

D. Continue to review and update the City's Pavement Management Program, and other programs, to ensure annual updating of street, sidewalk, pedestrian/bicycle paths, bridge conditions, street lights and signage that precisely recommends priorities and estimated costs.

RESPONSIBILITY/DATE
Public Works Department/Development Department/Planning Board/City Council
Ongoing

E. Continue to develop and annually maintain the Lewiston Capital Improvement Program (LCIP), that ensures the proper financing of the City's street lights, traffic signals and signage sufficient to maintain and enhance these systems.

RESPONSIBILITY/DATE
Public Works Department/Development Department/ Planning Board/City Council
Ongoing

POLICY 5 (PUBLIC FACILITIES)

Continue to upgrade the City's sewage and storm water collection systems as mandated by Federal and State law and to meet the needs of our citizens.

STRATEGIES:

A. Continue to eliminate storm water inflow and the City's 30 combined sewer overflows (CSO):

- Through proper operation and maintenance of the system;
- Maximizing storage;
- Maximizing the capacity of the treatment facility;
- Improvements to the pre-treatment facility;
- Eliminating dry weather CSO;
- Controlling solids in CSO;
- Program to reduce contaminated sources, including through conservation efforts; and
- Monitoring the quality of CSO discharge.

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council
Ongoing

B. Continue treatment plant upgrades as necessary to maintain an effective treatment capability, and to accommodate new users as necessary. Sewer systems should generally be designed to use gravity flow. Work to reduce the number of pump stations wherever feasible.

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council
Ongoing

C. Investigate areas adjacent to No Name Pond where the City may play a role in providing community sub-surface sewage disposal systems in order to prevent pollution of our important natural resource.

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council
Ongoing

D. Continue to work with the Lewiston Public Works Department Water & Sewer division to ensure that where applicable, the existing sanitary and storm systems has the capacity of serving new development. Continue to require that developers pay the cost of needed sewer, storm water and water extensions, and that the extensions are made in a logical manner to ensure that leapfrog development and/or sprawl does not occur.

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council/Fire Department
Ongoing

POLICY 6 (PUBLIC FACILITIES)

Implement incentives for water and sewer conservation.

STRATEGIES:

A. Residential incentives

B. Commercial incentives

C. Industrial incentives

POLICY 7 (PUBLIC FACILITIES)

Continue current efforts to ensure a high quality, cost effective water supply.

STRATEGIES:

A. Continue to maintain the exception to filtration which was granted by Federal regulations, through the active participation of the Lake Auburn Watershed Protection Commission, and ensure financing of land acquisitions and protection efforts in the Lake Auburn watershed.

RESPONSIBILITY/DATE
Public Works Department/City Council
Ongoing

B. Continue to develop and annually maintain the Lewiston Capital Improvement Plan (LCIP) that ensures the upgrade and replacement of existing water mains and related appurtenances where necessary to ensure safe, clean water, adequate fire protection for existing neighborhoods and allow for proper future development of this water system to serve areas designated for growth.

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council/Fire Department
Ongoing

POLICY 8 (PUBLIC FACILITIES)

Continue current efforts to ensure the proper functioning of the Upper-A Hydro Generating Station.

A. Continue to develop and annually maintain the Lewiston Capital Improvement Program (LCIP), that ensures the proper financing of the City's Upper- Hydro Generating Station.

RESPONSIBILITY/DATE
Public Works Department/Development Department/Planning Board/City Council
Ongoing

POLICY 9 (PUBLIC FACILITIES)

Develop and implement a Geographic Information System (GIS) and Data Management System throughout the city to better handle information and data related to public services and facilities in the city.

STRATEGIES:

A. Continue to develop and annually maintain the Lewiston Capital Improvement Program (LCIP), that ensures the proper financing of the City's Geographic Information System (GIS) and Data Management System.

RESPONSIBILITY/DATE
Public Works Department/Development Department/Planning Board/City Council
Ongoing

POLICY 10 (PUBLIC FACILITIES)

Continue to review and update the equipment replacement program to ensure equipment and vehicles necessary to provide public service to the city.

STRATEGIES:

A. Continue to develop and annually maintain the Lewiston Capital Improvement Program (LCIP), that ensures the proper financing of the City's equipment replacement program.

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council/Police Department/Fire Department/911/Parks and Recreation/Other City Departments
Ongoing

POLICY 11 (PUBLIC FACILITIES)

Continue to review and update the solid waste and recycling program in order to properly handle all of the solid waste expected to be generated by existing and new development

STRATEGIES:

A. Continue to develop and annually maintain the Lewiston Capital Improvement Program (LCIP), that ensures the proper financing of the City's solid waste and recycling program.

RESPONSIBILITY/DATE
Public Works Department/Development Department/Planning Board/City Council
Ongoing

B. Work to exceed the state goal of 50% recycling .

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council
July, 1997

C. Extend the life of the landfill as long as possible by maintaining an aggressive recycling program.

RESPONSIBILITY/DATE
Public Works Department/City Council
Ongoing

D. Develop a program for collecting and recycling wastes from all multi-family dwellings and limited commercial buildings.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council

POLICY 12 (PUBLIC FACILITIES)

Continue to review and upgrade as necessary all city buildings so they can continue to serve the public in a safe and cost-efficient way.

STRATEGIES:

A. Continue to develop and annually maintain the Lewiston Capital Improvement Program (LCIP), that ensures the proper financing of the City's building maintenance.

RESPONSIBILITY/DATE
Public Works Department/Planning Board/City Council
Ongoing

B. Amend Appendix A, Article XIII, Section 2 of the Zoning and Land Use Code to expand the applicability section to encompass municipal buildings and facilities as being applicable for Development Review.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

RECREATION AND OPEN SPACE

The Recreation and Open Space component of this plan began with the Lewiston City Council approving nearly twenty-five thousand dollars ($25,000) in 1991-1992 Community Development Block Grant funds to undertake the development of a Comprehensive Plan for Parks and Recreation. The 1988 Comprehensive Land Use Plan had strong policy and goal statements concerning recreation and open space, but little inventory work was done and few specific strategies were put forth. The City had also undertaken the master planning process for Franklin Pasture, a nearly 100-acre multi-use parcel near the city center. It was clear that a city-wide master plan, incorporated as an integral component within the updated Comprehensive Plan with concise action plans, based on up-to-date inventories and analyses was needed to expand recreation opportunities and to help maintain quality of life standards for all residents in the City of Lewiston.

This component of the Comprehensive Plan is expected to provide support and guidance for existing as well as future activities and programs of the Parks and Recreation Department, and to better coordinate and assist other departments, groups and organizations involved in various aspects of recreation, and to better position the City of Lewiston to access state and federal funding programs which demand that current comprehensive recreational plans be in place.

In order to meet such a challenge, a Recreation Advisory Committee was convened, made up of citizens representing a wide range of concerns and interest to undertake the planning process, assisted by a consultant team headed by Terrance J. Dewan and Associates in conjunction with Market Decisions, Inc. The consultant team divided the city into twelve (12) recreational planning districts and immediately began to inventory various recreation areas, open spaces and parks in the districts. Aspects such as existing facilities, accessibility, existing programs, maintenance programs analyses of the areas along with suggesting recommendations for future action.

In order to solicit public input concerning the plan, four focus groups followed by a series of neighborhood workshops were held at various locations throughout the City. During these well-attended meetings, inventory information concerning relevant areas was discussed and important facts and opinions concerning recreation facilities and program needs was received from the public and documented.

After the conclusion of the public input session, the Advisory Committee undertook an intense year-long process to develop the plan, meeting once and sometimes twice a month. Their first task was to study the original goal and objective statements developed for the plan to verify the desired results. next, they reviewed the inventory phase of the process in order to clarify the needs and deficiencies of recreation facilities and programs in the City. Upon completion of these review sessions, recreational guidelines were developed. These guidelines reflected open

space facility and development standards developed by this committee. The standards targeted general and specific population areas of the City of Lewiston.

Finally, a needs analysis was undertaken to identify design and/or function of indoor and outdoor facilities as well as deficiencies in the number of facilities and/or programs. The Comprehensive Plan for Parks and Recreation formed the basis of the Recreation and Open Space component of the plan and the following goals, policies and strategies reflect the findings from that planning process.

GOALS, POLICIES, STRATEGIES

RECREATION AND OPEN SPACE

GOALS:

1. To promote and protect the availability of indoor and outdoor recreation opportunities for all Lewiston citizens.

POLICY 1 (RECREATION AND OPEN SPACE)

Provide facilities for all types of recreation that are easily accessible to residents throughout Lewiston.

STRATEGIES:

A. Provide safe, attractive neighborhood recreation facilities which offer the broadest and most flexible use.

1. Provide new facilities or renovate existing facilities in those neighborhoods that currently have a deficiency in the quality or quantity of parks and recreation areas.

2. Monitor changing demographics and the development of new housing throughout the City to respond to additional needs for recreation facilities at the neighborhood level.

3. Consider the schools - with their open spaces, playgrounds, and gymnasiums - to be one of the City's primary recreational resources.

4. Review the City's policies regarding open space requirements in new subdivisions to ensure that adequate recreational space is

made available in developments based on demographics, housing types, and density of the development. Encourage linkage of these recreational spaces to other recreational, open space, or natural areas.

5. Make a concerted effort to establish a positive image in every park and recreation area.

6. Design facilities which will fit the general architectural character of each location, using imagination and creativity to create places with special character.

RESPONSIBILITY/DATE

Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Historic Preservation Review Board/School Department/School Committee
Ongoing

B. Develop additional community parks and indoor facilities for organized recreation to serve a city-wide audience and to relieve the crowding and overuse that now occurs.

1. Pursue the construction of additional playing fields and the completion of the Franklin Pasture complex as priorities for new community facilities.

2. Increase the availability or accessibility to indoor and outdoor ice skating facilities.

3. Investigate the need for a teen center to serve youths in the 12-17 age bracket and that could also host family oriented activities.

4. Investigate the need for a new indoor facility with a gymnasium to relieve the overcrowding at the Multi-Purpose Center and the schools.

5. Investigate new forms of recreational facilities as the demand arises (e.g., skateboard parks, roller rinks, mountain bike courses).

6. Strengthen the City's relationship with Bates College to co-operate on the shared use of facilities wherever possible.

7. Evaluate both the short term and long term recreational and/or open space potential of all tax-acquired properties that the City has at its disposal. Consider as well the possible sale of some tax-acquired property to fund purchase of other quality recreational space.

8. Update this component of the Comprehensive Plan at least once every three years. At that time the recommendations of the current plan should be evaluated, and the priorities for each of the Recreation Service Districts should be re-assessed.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Planning Board/City Council
Supporting Agencies: Multi-Purpose Center/Bates College/School Department/School Committee/ Police Department/New Beginnings
Ongoing

C. Emphasize safe and convenient access to public recreation facilities.

1. Provide a neighborhood park within an easy walking distance (1/4 to 1/2 mile) of neighborhoods in the more developed Recreation Service Districts D through L. (see Parks and Recreation Master Plan)
2. Evaluate the pedestrian and bicycle access routes to neighborhood parks, schools, and other recreation areas, and make improvements where necessary to strengthen their ties with neighborhood population centers.

3. Work with organizations such as Hudson Bus Line, Western Area Agency on Aging, local church groups, and others to

provide more complete public transportation services to recreation facilities and programs.

4. Continue to use Parks and Recreation buses to transport children to active recreation programs and facilities in different locations in the City.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Hudson Bus Lines/Western Area Agency on Aging/Local Churches/ CABPAC/ LACTS
Ongoing

POLICY 2 (RECREATION AND OPEN SPACE)

Provide a variety of recreational programs that are suited to the full range of ages, abilities, and interests of the Lewiston population.

STRATEGIES:

A. Understand and respond to the needs for recreation programs and activities in the City.

1. Continue to seek input from segments of the population regarding their recreation needs, and provide suitable activities which meet these needs.

2. Evaluate programs for the elderly population and seek input from representatives to address deficiencies and/or lack of participation.

3. Continue to identify the reasons why many youths do not participate in recreation programs (e.g., fees, distance, lack of self esteem) and develop ways to overcome these obstacles.

4. Promote family activities (e.g., dances, picnics, street fairs) with joint sponsorship by the Police Department and other City departments as a way of furthering community relations.

5. Recruit neighborhood leaders and contact persons in specific organizations to identify deficiencies in existing programs.

<u>RESPONSIBILITY/DATE</u>
Recreation Department/Development Department/ Police Department/Fire Department/Planning Board/ City Council
Supporting Agencies: New Beginnings/Horizons 55/Other City Departments
Ongoing

B. Maintain close contact and strengthen relationships with other recreation providers in the City to avoid duplication of services and to collaborate on special program offerings where appropriate.

1. Work closely with the Multi-Purpose Center and with the public and private schools to co-ordinate and complement program offerings.

2. Continue to co-operate with private recreation organizations such as the to provide recreational opportunities for local residents.

3. Strengthen the relationship between the Lewiston Housing Authority and the Parks and Recreation Department to coordinate program development and ensure that programs are adequate to meet the needs of LHA residents (such as those at Hillview and Lafayette Park) and those in adjacent neighborhoods.

4. Establish a close relationship with the residents and property managers of other large housing developments (e.g., Tall Pines and Pleasant View Acres) to ensure that their recreational needs are being met.

5. Work closely with recreation providers and City officials in Auburn to coordinate programming and publicity, transportation planning, and shared use of facilities whenever possible.

RESPONSIBILITY/DATE
Recreation Department/Development Department/
Police Department/Planning Board/City Council
Supporting Agencies: Lewiston Housing
Authority/Multi-Purpose Center/Private Recreation
Organizations
Ongoing

POLICY 3 (RECREATION AND OPEN SPACE)

Renew existing parks, playgrounds, and recreational facilities to maximize their use and meet the needs of both immediate neighborhoods and the wider community.

STRATEGIES:

A. Make renovations and repairs to existing facilities according to the recommendations outlined in the facilities description sections of Chapter I of the Parks and Recreation Comprehensive Plan.

1. Implement recommendations for renovations/expansion of facilities which are part of existing approved studies, including the Franklin Pasture Master Plan, and the evaluations of the Couture Center and the Lewiston Memorial Armory.

2. Keep recreation facilities (including equipment, signage, surfacing, lighting, and fencing) current with changes brought about by recent legislation, guidelines, and research, e.g., Americans with Disabilities Act (ADA), the Consumer Product Safety Commission (CPSC), and the American Society for Testing and Materials (ASTM).

3. Enlist the support of Scouting groups and other civic organizations for limited projects of planting and beautification, like the successful Adopt-A-Spot program.

RESPONSIBILITY/DATE
Recreation Department/Development
Department/Public Works
Supporting Agencies: School
Department/School Committee/Multi-Purpose

Center/Civic Organizations
Ongoing

B. Establish priorities for renovations which will address the most deficient areas of the City and provide the most benefit for the largest numbers of people.

1. Seek in-depth guidance on renovation plans from local citizens groups and City agencies.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works
Supporting Agencies: School Department/School Committee/Multi-Purpose Center/Civic Organizations
Ongoing

C. Develop a long-term improvement master plan, using in-house personnel as much as possible, for each of the major parks and school facilities to address both general issues future recreational development, meetings the needs of the ADA, future plantings, expansions, maintenance as well as site-specific concerns.

1. Calculate the full cost of renovations during the planning process, including life cycle cost of all materials, maintenance requirements, operational costs, and personnel costs.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works
Supporting Agencies: School Department/School Committee/Multi-Purpose Center/Civic Organizations
Ongoing

POLICY 4 (RECREATION AND OPEN SPACE)

Modify existing recreation facilities and programs to the fullest extent possible to provide access for people with disabilities.

STRATEGIES:

A. Upgrade existing recreation facilities so that they achieve compliance with the Americans with Disabilities Act (ADA) and with the Maine Human Rights Law.

1. Establish an advisory board to develop and oversee a transition plan to demonstrate that the parks and recreation program has provisions for compliance with the ADA. This board should include representation by persons with disabilities. The transition plan should set forth steps to modify a number of facilities so that they are barrier-free and fully integrated, and include a projected timetable for implementation.

2. Continue the inventory of existing parks and recreation facilities to evaluate accessible routes, barriers to access, actions required to achieve compliance, and the technical and financial feasibility of corrective actions.

<u>RESPONSIBILITY/DATE</u>
Recreation Department/Development Department/Public Works/Other City Departments
Supporting Agencies: Maine Humans Rights Commission
Ongoing

B. In all new construction of public recreation facilities, review site designs to ensure maximum accessibility for people with both visual and mobility impairments.

1. Educate Parks and Recreation personnel on all the most recent regulations and guidelines of the Americans with Disabilities Act.

2. Include representation by persons with disabilities during the programming stage of all new and renovated parks and recreation areas.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Other City Departments
Supporting Agencies: Maine Humans Rights Commission
Ongoing

C. Expand program offerings to include recreational activities and structured programs for Lewiston residents with special needs.

1. Work with other cities and organizations with relatively large populations of persons with physical and mental handicaps to plan joint programs and shared facilities.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Other City Departments
Supporting Agencies: Maine Humans Rights Commission
Ongoing

POLICY 5 (RECREATION AND OPEN SPACE)

Develop a coordinated and efficient management plan for the Parks and Recreation Department.

STRATEGIES:

A. Promote maximum co-operation among City Departments in program planning, maintenance, development of new recreation areas, and utilization of all public recreation facilities.

1. Coordinate all recreation programming and planning through the Parks and Recreation Department, assisted by the Planning Department.

2. Strengthen the relationship between the School Department and the Parks and Recreation Department with regards to the design, utilization, and maintenance of school properties.

3. Continue to work closely with the Police Department to instill a sense of security in all park and recreation areas.

4. Continue to work closely with the Department of Public Works to cooperate on training and maintenance and to use equipment and personnel to maximum efficiency.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Police Department/Public Works/City Council
Supporting Agencies: Other City Departments
Ongoing

B. Continue to establish and update the necessary job descriptions within the Parks and Recreation Department to implement the short and long term recreation needs of the City.

1. Designate one employee in the department to be responsible for the development and redevelopment of facilities in the City. This employee could also be responsible for the preparation of funding requests, oversight of all construction, and coordination with other city departments on matters related to physical improvements.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works
Ongoing

C. Establish a volunteer coordinator position in the Parks and Recreation department to promote and coordinate the volunteer efforts in the

community, oversee specific projects, and make the City aware of the need for volunteers.

1. Develop a volunteer training program and handbook to assist in the development of clear and consistent goals and parameters for volunteers and leaders.

2. Work with local hospitals and other organizations to coordinate with their volunteer programs.

3. Use all available means of publicity and recognition to make the volunteer program visible and appreciated in the community.

RESPONSIBILITY/DATE
Recreation Department/Development Department/City Council
Ongoing

D. Continue to streamline and improve technical aspects of parks management and maintenance.

1. Use computer technology to assist in the management, record keeping and program planning for the department.

2. Provide maintenance personnel with periodic training on public concerns, safety, proper use of power equipment, and environmental hazards.

3. Provide management personnel with access to training on current recreation programming, liability issues, public relations, ADA requirements, and other issues of concern.

4. Perform post construction evaluations for at least a full year on all new/renovated recreation facilities to determine the community's reaction,
gauge how successful the City has been in meeting specific needs, and judge the effectiveness of special design elements or equipment.

5. Standardize some of the common components used in

individual parks and playgrounds (e.g., light standards, benches, fences, drinking fountains, trash receptacles, climbing apparatus and other elements) to facilitate repair, response time, stocking of spare parts, and installation training.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works
Ongoing

POLICY 6 (RECREATION AND OPEN SPACE)

Improve public awareness and utilize all possible opportunities for public participation in the acquisition, planning, and management of facilities.

STRATEGIES:

A. Use public relations efforts to heighten awareness of and participation in recreation programs and facilities.

1. Work with the local press to make the public more aware of the programs and facilities available.

2. Develop special events to focus attention on and increase public use of different park sites throughout the City.

3. Encourage donations of services and sponsorship of special events by local agencies, institutions, or businesses as an integral part of their public relations efforts.

4. Expand the Adopt-A-Spot Program to link local businesses and institutions with specific parks, recreation facilities, open spaces, and trails.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board
City Council
Supporting Agencies: Local Agencies, Institutions and Businesses Ongoing

B. Build a constituency of public support for recreation facilities.

1. Reach out to individuals, small neighborhood groups, special interest groups, volunteer organizations, corporations, and larger institutions, and involve them in the process where feasible.

2. Support the Kids as Planners Program to get youth (especially those determined to be 'at risk') involved in the recreation planning and rehabilitation of facilities.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board
City Council
Supporting Agencies: Local Agencies, Institutions and Businesses/School Department/School Committee
Ongoing

C. Create opportunities for continued public input into planning and implementation.

1. Continue the neighborhood discussions, similar to those preceding the development of the Master Plan, to enable the Parks and Recreation Department to have contact with each neighborhood on at least a yearly basis.

2. Consider the establishment of a Citizens' Advisory Committee that would assist the Department with public outreach, review and help update the Comprehensive Plan, help formulate budget priorities, review plans for new/renovated facilities.

3. Encourage the formation of a Friends of the Parks Committee to act as an advocate for parks, increase the public's awareness of the value and function of parks in the City, and possibly assist in the design process.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board
City Council
Supporting Agencies: Local Agencies, Institutions and Businesses/School Department/School Committee
Ongoing

POLICY 7 (RECREATION AND OPEN SPACE)

Promote integrated greenbelts, walkways and recreational trails to link City parks, recreation areas, and open spaces.

STRATEGIES:

A. Promote a City-wide network of off-road linkages for non-motorized recreational use.

1. Prepare a City-wide plan which evaluates all existing pathways, parks and recreation areas, and major open spaces, and determine the feasibility of potential pedestrian and bicycle linkages to tie them into a unified whole.

2. In a proposed trail system, differentiate between trails suited for pedestrian only, bicycle, and combined uses, and designate appropriate uses clearly.

3. Research liability issues related to trail development on private property. A standard easement should be developed and made available to property owners to facilitate the creation of a city-wide system.

4. Develop a long-term strategy to incorporate stream corridors as part of the linkage plan, since they naturally serve as corridors that connect the outer areas of the City with the riverfront and the inner city.

5. Work with Central Maine Power Company during the FERC relicensing procedures to develop linear recreational opportunities along the Androscoggin River and transmission rights-of-way where feasible.

6. Take every available opportunity to establish co-easements with utilities and private landowners for pedestrian trail use along rights-of-way.

7. Develop pedestrian and bicycle trails along abandoned railroad lines wherever possible.

<u>RESPONSIBILITY/DATE</u>
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Androscoggin Land Trust/CABPAC/FERC
Ongoing

B. Provide recreational opportunities for motorized vehicles in designated trail locations in the City.

1. Work with Central Maine Power Company and private clubs (e.g., snowmobilers) to develop and monitor recreational trails along transmission rights-of-way where feasible.

2. Designate areas in the less populated sections of the City for snowmobile and dirt bike use so that motorized vehicles do not use trails intended for pedestrian use, sanctuaries such as Thorncrag or Garcelon Bog and other environmentally sensitive areas.

3. Work with the ATV coordinator at the Maine Department of Conservation who has done some preliminary planning for ATV routes in Lewiston.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Androscoggin Land Trust/CABPAC/FERC/Maine Department of Conservation
Ongoing

C. Provide pedestrian connectors with Auburn and other neighboring communities.

1. Cooperate with the Androscoggin Land Trust in their plans for a Greenways Project along the Androscoggin River.

2. Continue to support the development of the railroad trestles as links between Lewiston and Auburn.

3. Establish a pedestrian loop at the falls to connect major open spaces in Lewiston and Auburn utilizing Longley Bridge.

4. Locate trails that interconnect to abutting towns and to the larger natural systems in the area.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Androscoggin Land Trust/CABPAC/FERC/Maine Department of Conservation
Ongoing

POLICY 8 (RECREATION AND OPEN SPACE)

Develop a comprehensive funding strategy for recreation programs and facilities.

STRATEGIES:

A. Continue to use local monies budgeted for Parks and Recreation as efficiently as possible.

1. Coordinate the comprehensive planning for new/renewed parks and other facilities with the ongoing LCIP and budget-setting process of the Recreation Department.

2. Track expenditures and income for all major programs to determine which are most cost-effective in terms of dollars spent and people served.

3. Consider operation and maintenance costs when anticipating purchase of new land for recreational purposes.

4. Make more programs self sufficient by the use of participation fees or voluntary offerings. Get input from Advisory Committee for fee setting.

5. Consider establishing a land acquisition reserve account to fund future land purchases.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Advisory Committee/ Androscoggin Land Trust
Ongoing

B. Continue to seek funding from applicable State and Federal sources.

1. Participate in Federal and State matching grants programs Urban Parks and Recreation Recovery (UPARR), Land and Water Conservation Fund (LAWCON), trails development program to acquire and develop recreational facilities.

2. Develop a Recovery Action Plan (RAP) from the Comprehensive Parks and Recreation Plan for making application for UPARR funding.

3. Apply for funding through any available State bond issues.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Advisory Committee/ Androscoggin Land Trust/Department of Conservation
Ongoing

C. Continue to investigate additional sources of monies from local donations and charitable trusts.

1. Establish a gift catalogue coordinated with the comprehensive plans for each of the parks to solicit donations of goods and services from the general public, service groups, and local businesses.

2. Encourage local businesses and private institutions to fund specific recreation activities or improvements and give appropriate public recognition to all donations.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Advisory Committee/ Androscoggin Land Trust/Local Businesses and Private Institutions
Ongoing

POLICY 9 (RECREATION AND OPEN SPACE)

Create opportunities for water access and water-oriented recreation.

STRATEGIES:

A. Pursue opportunities which will provide greater physical and visual access to the Androscoggin River.

1. Support efforts to continue to improve water quality in the Androscoggin River to make it more appealing and usable for public recreation.

2. Continue to work with Central Maine Power Company to develop and monitor recreational opportunities along the Androscoggin River (e.g., public access and picnic sites off Switzerland Road).

3. Cooperate with the Androscoggin Land Trust in their plans for a greenways project along the Androscoggin River.

4. Pursue the policy stated in the Comprehensive Plan to study the riverfront to determine its potential for recreational use and to identify potential sites for public access and recreation.

5. Support the Twin Cities Riverfront Plan and develop a riverfront pathway system from Veteran's Bridge to South Bridge.

6. Support the efforts of the Department of Conservation as they develop plans for the newly acquired river frontage on the Androscoggin River in Turner.

RESPONSIBILITY/DATE
Recreation Department/Development Department/Public Works/Planning Board/City Council
Supporting Agencies: Androscoggin Land Trust/Department of Conservation/CMP
Ongoing

B. Pursue opportunities for public recreation facilities on No Name Pond.

1. Continue to monitor water quality and pursue efforts to upgrade water quality in No Name Pond.

2. Investigate the technical / environmental / financial feasibility of developing City-owned land on No Name Pond as a water-oriented park. If the land is not suitable as a municipal park, other options for the land should be explored (e.g., leasing it to a civic group, limited development activity).

3. Investigate future opportunities for acquisition and use of the beach area of the former Montagnard Club property near No Name Pond.

4. Explore the acquisition of land or easements for some limited parking along No Name Pond Road to provide better public access.

RESPONSIBILITY/DATE
Development Department/Recreation Department/Public Works/Planning Board/City Council
Supporting Agencies: Private Developers/Civic Groups
Ongoing

POLICY 10 (RECREATION AND OPEN SPACE)

Develop strategies for protection of open space and areas of significant visual and scenic value, and to create new open space which will serve the future needs of Lewiston residents.

STRATEGIES:

A. Develop an Open Space plan for the City, examining existing open space resources and developing a strategy to preserve their intrinsic character in light of future growth. This plan should provide guidance to ensure long-term continuity for recreational, visual, or habitat preservation purposes.

1. Review all City Ordinances to determine how effective they are in accommodating open space preservation and protection of scenic resources.

2. Review proposals for open space and/or recreation land dedications in new subdivision and commercial development for their value as part of an Open Space network.

3. Evaluate tax-acquired properties for their potential as preserved open space for recreational or environmental preservation purposes.

4. Target suitable land for future city acquisition for parks and recreational facilities, schools, fire stations, or other municipal functions.

5. Work with the Maine Olmsted Alliance on the development of the state-wide inventory of parks and other designed spaces.

RESPONSIBILITY/DATE
Development Department/Recreation Department/Public Works/Planning Board/City Council
Supporting Agencies: Androscoggin Land Trust/Maine Olmstead Alliance/
Ongoing

TRANSPORTATION

Perhaps no one issue affects the development pattern of a city more than its transportation system. The recent public debate centered over the Webster Road Connector project clearly indicates how important the Comprehensive Plan can be when debating an issue that relates to natural resource protection and transportation as well as economic development and residential neighborhood protection, all at the same time. The resolution of this issue by the City Council and MDOT, balancing these sometime competing yet valid social issues and concerns, was an example of city government working, assisted by the comprehensive planning process.

Recent development patterns, some spurred on by our existing zoning ordinance and Comprehensive Plan, have consumed much of the capacity of our arterial streets and has required public services to be brought to the outskirts of our community. These patterns have helped make the single-occupant vehicle the favored mode of transportation, with 73% of our commuters driving to work alone.

However, recent changes to laws and funding priorities best exemplified by the federal Intermodel Transportation Efficiency Act (ISTEA), and the state's Sensible Transportation Policy Act have enabled Lewiston to better focus on alternative transportation systems, public transportation options, Traffic Demand Management (TDM) and access management, to deal effectively with our transportation issues.

ALTERNATIVE TRANSPORTATION

Our region has created the first Comprehensive Bicycle and Pedestrian System Plan in the state, primarily through the work by the Citizens Of the Androscoggin Bicycle and Pedestrian Advisory Committee (CABPAC) We are aggressively pursuing the creation of bicycle and pedestrian systems throughout the City to provide an alternative commuter and recreation network for this mode of transportation. The conversion of the Lewiston-Auburn Railroad Bridge to a bicycle and pedestrian bridge provides a hub for the system. We are now in the design stages of the Downtown Riverfront Bicycle and Pedestrian System, linking the river with other areas of the City, including abandoned rail lines suitable for rails-to-trails development. This system will help the City in its efforts to bring people downtown to live, work, recreate and help in our downtown revitalization efforts. It is also expected to bring tourists to our community, making Lewiston more of a destination place rather than just a pass-through city.

TURNPIKE ACCESS

The City has also prioritized the creation of another turnpike access location. Obviously, the location of a new access will help provide better access to land in that area, affecting its future development potential. However, the impact on residential neighborhoods, potential wetland and other natural resource impact issues, and the necessary extension of utilities must be considered when designating any area for new commercial/industrial growth.

RAIL SERVICE

When the last Comprehensive Plan was development in 1986-1987, rail service was seen as a fading mode of transportation. Service on many lines were being reduced; some lines were discontinued; others were abandoned, with the rails and ties being removed. The future of rail transportation in the area was questionable at best. However, changes were on the horizon. Rail transportation began to pick-up. The City lost a major industrial development due in part to the lack of rail access to potential sites. Discussions of the reestablishment of passenger rail service to Maine, including eventually to Lewiston, lead to funding possibilities. Auburn's multi-modal and safe-handling facility has proved to be a impetus to economic development. With this in mind, it is critical for Lewiston to work with both the state and the private railroads to continue to provide the possibility for rail access to the City (Maine Central line that runs mostly parallel to Main Street on the west side of the City on to Greene and points north) and to explore the feasibility of re-establishing rail access where it has been discontinued (Maine Central line from Lisbon/Brunswick to at least near the Turnpike). As with any type of development within the City, care should be given to protecting residential neighborhoods and environmental resources, as well as assuring the feasibility of necessary infrastructure improvements, before designating land to be developed for commercial or industrial uses. Rail has proven to be an important and cost effective mode of transportation, for many types of goods, and the City should explore possible markets for freight forwarding distribution that can utilize rail. Also, the City should work with the State to acquire abandoned rail lines for alternative transportation systems as recommended in the Bicycle and Pedestrian Plan.

AIR TRANSPORTATION

The cities should do what is necessary to promote and expand service for both passenger and cargo flights into the Auburn-Lewiston area. Due to expected limited federal funds to assist expansion at the Airport until the turn of the century, the cities must focus their attention to the necessary maintenance and operations to keep the Airport functioning properly. Efforts to attract private businesses to the Airport should be increased in order to expand commercial and industrial utilization.

PUBLIC TRANSPORTATION - BUS SERVICE

Trips on fixed-route bus service once exceeded over half a million per year in the twin cities. Riders last year was less than 200,000. Obviously, societal changes as discussed earlier have played a role in the dramatic drop. The region must adopt an aggressive strategy to revitalize our public transportation system. The benefits are manyfold: reduced use of single occupied vehicles; less consumption of natural resources; less air pollution; less traffic; less parking required.

The City must be committed to securing the necessary resources to create a meaningful public transportation system. Special emphasis should be placed on improving service to those traditionally under served including the elderly and mobility impaired.

GOALS, POLICIES, STRATEGIES

GOALS:

1. Create an Integrated Multi-Model Metropolitan Transportation System, which:

   a. Moves people and goods safely and efficiently throughout the metropolitan area.
   b. Provides safe and convenient access for all users.
   c. Is consistent with all relevant federal, state and local governmental laws needed for implementation.
   d. Is consistent with the community's land use, social, economic and energy conservation goals and objectives.
   e, Promotes more efficient use of the existing transportation system.
   f. Promotes continuous safe, accessible routes for bicycle and pedestrian transportation in the region.
   g. Promotes the development of transit markets that provide residents with a realistic alternative to the automobile.
   h. Promotes coordination between land use and transportation.

2. Continue to support the comprehensive transportation planning process that is carried out by LACTS which will:

   1. Support the region's Long-Range Transportation Plan;
   2. Develop its capital plan known as the Transportation Improvement Program (TIP), every two years;
   3. Provide Administrative and financial services to the fixed-route public transit system.

4. Supports alternative transportation such as bicycling, walking, rideshare, vanpools etc.

POLICY 1	(TRANSPORTATION)

Creation of an Integrated Multi-Modal Metropolitan Transportation System.

STRATEGIES:

1. To minimize travel time and delay so that peak-hour levels of service are improved.

   A. Improve and promote better traffic management techniques that will contribute to the safety of travelers.

   B. Improve the performance of existing highway and transit systems through Transportation Systems Management (TSM) and Travel Demand Management (TDM).

   C. Increase the percentage of person-trips made on modes other than the single-occupant vehicle (SOV).

   D. Provide mobility for the elderly and mobility impaired.

   E. Increase revenue passenger miles, on-time performance, and trips completed for transit during peak hours.

   F. Provide for pedestrian, bicycle and transit access.

   G. Reduce air pollution emissions.

   H. Improve transportation services provided to those traditionally under served by the transportation system.

   I. Integrate the Maine Turnpike's bridge crossing of the Androscoggin River into the metropolitan transportation system.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council *Supporting Agencies*:

LACTS/CABPAC/ MDOT/Maine Turnpike Authority
Ongoing

2. Explore use of existing rail service for possible increased utilization and study the economic feasibility of reestablishing discontinued/abandoned rail service, acknowledging the cost effectiveness and efficiency of rail service for many goods.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: LACTS/CABPAC/ MDOT/Maine Turnpike Authority/Private Sector
Ongoing

POLICY 2 (TRANSPORTATION)

Provide a sound financial plan that maximizes the total anticipated resources available to achieve the integrated multimodal transportation system for the LACTS area.

STRATEGIES:

A. To provide a reasonable cost estimate of the total transportation need within the LACTS area.

B. To identify and seek all federal, state and local government funding opportunities for the development of this transportation system.

C. To maximize the use of private funding for transportation improvements.

D. To provide a reasonable estimate of resources that will be available to develop and operate the planned integrated multi-modal transportation system.

E. To ensure that sufficient resources will be available to build and operate the planned transportation system.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: LACTS/CABPAC/

MDOT/Maine Turnpike Authority/Private Sector
Ongoing

POLICY 3 (TRANSPORTATION)

Work with the MDOT and MTA to pursue potential locations for additional access to the turnpike that will provide for economic development and that will not create significant adverse impact to residential neighborhoods and natural resources such as wetlands.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: LACTS/CABPAC/ MDOT/Maine Turnpike Authority/Private Sector
Ongoing

POLICY 4 (TRANSPORTATION)

Continue to pursue the early completion of the circumferential route through area near Garcelon Bog linking Russell Street with Exit 13 via the Webster Street Connector, unless a more appropriate alternative can be identified, in order to remove through traffic from the in-town street network and residential neighborhoods. Care should be taken to preserve and protect as much as possible the natural features of Garcelon Bog and its environs as well as to protect adjacent residential areas from significant adverse impact.

RESPONSIBILITY/DATE
Development Department/Public Works/Planning Board/City Council
Supporting Agencies: LACTS/MDOT/Androscoggin Land Trust/Stanton Bird Club
Spring, 1997

LAND USE

The 1988 Comprehensive Land Use Plan focused primarily on land use issues and was primarily a guide to land use regulation in the City. Many of the goals, policies, and strategies developed in that plan remain valid and important today. The plan should continue to be referred to for those land use policies that have not been changed by the current plan, and to use them as a guide for developing the City's zoning, Lewiston Capital Improvement Program (LCIP), budgets, and other programs designed to transform the policies into reality. However, many changes have occured in the nearly ten years since the plan was adopted.

RESIDENTIAL DEVELOPMENT – Between 1986 and 1995 560 single–family dwellings, 14 two–family dwellings, and 69 multi–family dwellings with 1145 total units were constructed. In addition, 424 mobile homes were placed in the City during this time period. New residential development in the unsewered areas occured mainly on College and Stetson Roads, Switzerland Road, outer Pond and Old Greene Roads, Randall Road and Hillview Lane, outer Grove Street, and Ferry, Pinewoods, Dyer, Cotton and Gayton Roads. New residential development sewered areas occurred mainly on Suzanne Street and Martha Avenue, East Avenue and Owen Street, Kensington Terrace and Sherbrooke Avenue, outer Sabattus Street, Sheffield Avenue, Randall and Pond Roads, and Grove and Mark Streets. Nearly all of these lots were approved subdivisions prior to 1990.

Currently there are a number of approved subdivisions that have not been developed, or subdivisions have been phased where only one phase has been initiated for development. There are approximately 550 lots approved for single-family homes that have not been built upon. Some of these inactive subdivisions were pursued prior to the adoption of the Comprehensive Plan and related ordinances in 1988. Current housing demands have not made these approval subdivisions buildable. Many of these idle subdivisions are located in the rural areas of the city and represent a housing development pattern that may place greater demands on municipal services. With respect to extensions of subdivision approvals, the city should take a hard look at speculative residential development and examine alternatives for multiple approval extensions.

The 1988 Comprehensive Land Use Plan, in part, encouraged residential growth to occur in the rural areas of the city away from municipal water and sewerage services and on rural roads. There was a strong feeling at the time that residents wanted to "escape" the city center to more suburban or rural neighborhoods. This has led to greater municipal expenses for road and utility maintenance repair as well as for other city services such as school busing, police, and fire protection.

In order to limit this sprawling residential development the City should encourage growth within the limits of municipal services and along existing roads that could accommodate increases in residential traffic, especially existing in-town areas. One method that could be used would preclude the city from accepting new residential streets in the rural areas as city streets and require developers to form associations within the residential developments for future maintenance and repair of these private roads. The same would hold true for extensions of municipal water and sewerage services. Impact fees for all public services could also be explored.

Another method would be to revise the rural access standards for residential subdivisions and make them more stringent. One standard that could be added to the rural access standards would require the developer to upgrade any city street, at the developers expense, that provides access to the proposed development if it is determined that the increase in traffic could not be accommodated by the existing streets. Another suggestion is to adopt standards similar to Auburn's Rural Agricultural Zone, in appropriate areas of the City, where residential development should not be encouraged. Larger lot zoning with mandatory clustering of lots and provisions for preserving is another alternative .

COMMERCIAL DEVELOPMENT – Lewiston's commercial development is located primarily in the downtown area and along the city's major traffic arterials. Zoning along our arterials have encouraged strip-type development patterns that have not been realized primarily due to economy-related market constraints. Zoning and performance-based criteria including access management and transportation demand management systems should be explored to cluster commercial development in appropriate areas along the arterials and to encourage commercial development into our underutilized in-town lots and buildings. Lisbon Street, from the turnpike interchange heading towards and including downtown, is Lewiston's main commercial area. Main Street, from Lincoln Street to Sabattus Street, and Sabattus Street, from Main Street to Pond Road, are also considered commercial areas, but are viewed as secondary in nature. In addition, portions of outer Main Street in the vicinity of Mardens and the Spare Time Recreation subdivision are also viewed as secondary commercial areas, as well as, the Foss Road Business Park located on outer Lisbon Street. Recent adaptive re-use of our commercial buildings downtown have been quite successful in commercial development and should be encouraged along with other in-town areas through zoning standards and financial incentives.

INDUSTRIAL DEVELOPMENT - Every effort should be made to direct industrial development to areas adequately served by infrastructure such as the city's industrial parks. However, the recent industrial use survey conducted by the Development Department indicated that much of the land now zoned industrial has limitations for development. In addition, industrial land adjacent to rail access is limited. In order to assure that there is sufficient industrial land to meet the future industrial needs of the city, the city should explore where there

are areas of the city that are appropriate for future industrial uses and to rezone them accordingly. Areas unsuitable for industrial uses should also be rezoned appropriately.

GOALS, POLICIES, STRATEGIES

GOALS:

1. Encourage orderly growth and development in appropriate areas of the City, while protecting the City's rural character, making efficient use of public services and preventing development sprawl.

POLICY 1 (LAND USE)

Provide a holistic model for guiding future growth and enacting and administrating City ordinances and programs.

STRATEGIES:

A. Utilize the Land Use Issues Map (see Appendix A) to guide future growth, to establish/revise zoning districts, and to enact, revise, administer and enforce other ordinances and programs.

B. Utilize those land use policies that were established in the 1988 Comprehensive Land Use Plan that remain valid to establish/revise zoning districts, and to enact, revise, administer and enforce other ordinances and programs.

C. Utilize the Planning Elements of the Comprehensive Plan to develop appropriate land use policies to be used as a guide in developing desirable land use patterns.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

LAND USE ISSUES

The following thirty-three future land use issues have been identified during the comprehensive planning process. These issues will form the basis for the implementation phase of the comprehensive planning program, including rezonings and Zoning and Land Use Code amendments. Please refer to the "Land Use Issues Map" found in Appendix A of this plan for the geographic locations of the following listed issues.

1. Explore potential suitable locations for new Maine Turnpike exits. Look to explore rezoning areas near such suitable locations to allow light industrial and other similar uses that would take advantage of access to the Turnpike.

2. Minimize adverse impacts of development around No Name Pond. This may involve more stringent phosphorous control standards, limiting residential and/or agricultural uses in the watershed, elimination of other non-point sources of pollution, expansion of the Resource Conservation (RC) District, public acquisition of land or rights, creation of a community septic system and strict enforcement of septic system standards.

3. Create better public access to No Name Pond. Acquire beach area. Add to city land on Bradbury Road. Do planning process to determine best use of city owned road. Take care that development will not have significant adverse impact on water quality of No Name Pond.

4. Pursue completion of Webster Street connector project and future linkage to Russell Street. Continue restrictions for truck traffic on Webster and Farwell Streets.

5. Explore the feasibility of rezoning areas along the Maine Central Railroad between Stetson Road and Merrill Road, that will allow for rail dependent uses such as light industrial and distribution and warehousing.

6. Use access management, transportation demand management (TDM) principles and performance based zoning restriction to preserve capacity on the three arterials of Main Street, Sabattus Street, and Lisbon Streets. Support TDM efforts underway along Route 196.

7. Study existing mobile home park overlay districts for their appropriateness.

8. Allow for expansion of existing mobile home parks where appropriate and phasing out of parks which are located in areas which are not appropriate.

9. Study the mixed-use area west of Main Street between the Longley Bridge and the Veterans' Bridge for potential re-zonings that will deal with issues ranging from commercial expansion, neighborhood protection, and increased utilization of the Maine Central Railroad line.

10. Study appropriateness of zoning along outer Main Street including examination of zoning and land use in Greene.

11. Study appropriateness of zoning along outer Sabattus Street including examination of zoning and uses in Sabattus.

12. Study appropriateness of zoning along outer Lisbon Street including examination of zoning and uses in Lisbon.

13. Study existing Suburban Residential (SR) Districts for appropriateness and make recommendations to more appropriate zoning.

14. Examine appropriateness of Medium Density Residential (MDR) District in Merrill Road area.

15. Study needs of major institutional uses, including Bates College, St. Mary's, Lewiston Middle School, including zoning implications and possible collaboration between users for better utilization of resources.

16. Pursue completion of Lewiston-Auburn Railroad Park and Downtown Bicycle and Pedestrian System; begin implementation of other urban riverfront revitalization projects..

17. Implement non-athletic field components of Franklin Pasture Master Plan. Continue to work on trail system and other outdoor areas for nature interpretation, assembly and public gardens.

18. Examine constraints of South Lewiston Industrial area as well as other areas zoned industrial; reexamine other areas of City for their suitability for future industrial growth and look to rezone accordingly.

19. Encourage adaptive reuse of downtown commercial buildings, including mills, and implement recommendations of Downtown Development District Preservation Plan and Downtown Action Plan.

20. Improve accessibility to Thorncrag Bird Sanctuary and continue to protect it from adjacent, potential adverse development.

21. Study Office Service (OS) District on south Lisbon Road for possible rezoning to residential.

22. Explore possibility of linking City-owned land off of Old Greene Road with other open spaces for form green-belt system.

23. Explore possibility of creating a new agricultural zone that would limit the ability to subdivide land more suitable for farming, timber harvesting and earth material removal.

24. Look at appropriateness of approved subdivisions where construction has not been started to see if approvals should be extended.

25. Check appropriateness of Office Residential (OR) District near Old Lisbon Road

26. Examine appropriateness of Low Density Residential (LDR) District along Webster Road, Randall Road, Grove Street and College Road.

27. Work with Maine Central Railroad to reestablish rail service to at least the turnpike.

28. Look to provide access to Garcelon Bog as an in-town nature center.

29. Continue to implement Androscoggin Greenways Plan--planning and building new trails and parks, and for advocating improved water quality, river access including a proposed canoe portage at Deer Rips Dam, and floodplain conservation.

30. Look to make malls near Lisbon Street and East Avenue less restrictivecommercially zoned.

31. Look at appropriateness of Office Residential (OR) District along East Avenue from Lisbon Street to Webster Street, in light of East Avenue being designated as major transportation linkage.

32. Look at appropriateness of Neighborhood Conservation "A" (NCA) District along East Avenue from Webster Street, Russell Street, due to same transportation issue.

33. Actively pursue the acquisition and demolition, if desirable, of properties adjacent to the Bates Mill Complex to help facilitate the adaptive reuse and redevelopment of the complex.

LONG RANGE PLANNING

An important goal of the Comprehensive Plan is to make sure it is dynamic enough to adjust to the rapid changes of the modern world. At the same time, the City must also begin to develop long-term benchmarks or indicators to see how well Lewiston is doing in balancing the sometimes conflicting, often competing needs of economic security, quality of life, and protection of natural resources. These indicators must measure Lewiston's real progress in this balancing act by identifying key problems and priorities and helping the community understand changes that are required to ensure our continued well-being.

SUSTAINABLE DEVELOPMENT

A relatively new approach to establishing meaningful long-term benchmarks and indicators to measure a community's progress is to use "sustainability" as a measure. "Sustainable Development" as defined by the World Commission on Environment and Development, will help "meet the needs of the present without compromising the ability of future generations to meet their own needs." The following are ten goals related to sustainable development:

GOAL 1: HEALTH AND THE ENVIRONMENT

Ensure that every person enjoys the benefits of clean air, clean water, and a healthy environment at home, work, and at play.

GOAL 2: ECONOMIC PROSPERITY

Sustain a healthy US economy that grows sufficiently to create meaningful jobs, reduce poverty, and provide for a high quality of life for all in an increasingly competitive world.

GOAL 3: EQUITY

Ensure that all Americans are afforded justice and have the opportunity to achieve economic, environmental, and social well-being.

GOAL 4: CONSERVATION OF NATURE

Use, conserve, protect, and restore natural resources - land, air, water, and biodiversity - in ways that help ensure long-term social, economic, and environmental benefits for ourselves and future

generations.

GOAL 5: STEWARDSHIP

Create a widely held ethic of stewardship that strongly encourages individuals, institutions, and corporations to take full responsibility for the economic, environmental, and social consequences of their actions.

GOAL 6: SUSTAINABLE COMMUNITIES

Encourage people to work together to create healthy communities where natural and historic resources are preserved, jobs are available, sprawl is contained, neighborhoods are secure, education is lifelong, transportation and health care are accessible, and all citizens have opportunities to improve the quality of their lives.

GOAL 7: CIVIC ENGAGEMENT

Create full opportunity for citizens, businesses, and communities to participate in and influence the natural resource, environmental, and economic decisions that affect them.

GOAL 8: POPULATION

Move toward stabilization of the US population.

GOAL 9: INTERNATIONAL RESPONSIBILITY

Take a leadership role in the development and implementation of global sustainable development policies, standards of conduct, and trade and foreign policies that further the achievement of sustainable development.

GOAL 10: EDUCATION

Ensure that all Americans have equal access to education and life-long learning opportunities that will prepare them for meaningful work, a high quality of life, and an understanding of the concepts involved in sustainable development.

SUSTAINABLE COMMUNITIES

Many communities are currently working on using the concept of sustainability to improve their long-term health and vitality, including Seattle, Washington; Minneapolis, St. Paul, Minnesota;

North Hampton, Virginia; and Charlotte, North Carolina. The following are seventeen propositions of sustainable communities:

- A sustainable community is an integral part of and is in harmony with the natural environment, it lives off the net ecological income of its region.
- A sustainable community mitigates the impacts of natural hazards of people and property.
- A sustainable community nurtures community character and sense of place.
- A sustainable community strives to be waste free.
- A sustainable community seeks to reduce air and water pollution.
- A sustainable community provides housing opportunities for all of its residents.
- A sustainable community is one in which each person is valued and lives and works in dignity.
- A sustainable community is democratic and empowers its residents to be engaged in those issues that affect them and their community.
- A sustainable community is a steward of the land, not a consumer.
- A sustainable community provides equal opportunity for all of its residents.
- A sustainable community consumes only the non-renewable resources absolutely necessary to meet present needs.
- A sustainable community is a socially just community.
- A sustainable community is a place of beauty.
- A sustainable community is an integral part of its Berrigan.
- A sustainable community manages the use of land to achieve its goals.
- A sustainable community maintains a transportation system and other infrastructure that effectively and efficiently meets its needs.

- A sustainable community regularly evaluates its routine activities in terms of its goals.

It is important to remember that sustainability is more of a direction or process than a destination. It requires a continuing improving of the way we live so we may continue to live within the limits that either nature or ourselves have placed upon us. To make the concept of sustainability somewhat clear and relatable to Lewiston, the following are examples of issues to consider in planning for sustainable development.

1. Safety - How safe are our City street? How can we design our downtown to influence perceptions of and vulnerability to crime?

2. Recycling, composting, gardening - We've talked previously about our terrific recycling program. However, can vacant urban lots be turned into gardens?

3. Culture and arts - What are the participation levels in various cultural activities within the community and how have they made Lewiston a more worthwhile place to live?

4. Energy efficiency and water conservation - How can we plan and regulate to preserve our natural resources?

5. Housing and public health - The Housing component talks about how to address some of the problems related to people feeling disconnected with their community, which creates crime, littering and vandalism. What else can we do?

6. No Name Pond and Androscoggin River - Over time, how has the water quality of these two major natural resources been improved? Is there more to do?

7. Alternative transportation - How can we plan to have more people use public transit, bicycle and pedestrian systems and car pools to get to work, plan, and school? Can mixed-use development help promote this?

8. Ecological industrial parks - How can we create industrial parks that dramatically reduce industrial waste and create relationships between tenants so that each company's waste is another's raw material?

During the implementation phase of Lewiston's Comprehensive Land Use Program, the City must begin the process of identifying sustainable indicators that:

1. Reflect something basic and fundamental to Lewiston's long-term cultural, economic, environmental, or social health of Lewiston over generations;

2. Are accepted by the community to be a vital sign of sustainability;

3. Are statically measurable; and,

4. Are scientifically defensible.

LONG RANGE PLANNING

GOALS:

1. Keep the Lewiston Comprehensive Plan up-to-date.

2. Continue to ensure the City land use ordinances reflect the goals, policies and strategies of this Comprehensive Plan and its updates.

3. Continue to coordinate the annual CDBG and LCIP processes with the Comprehensive Plan.

4. Coordinate planning efforts and collaboration with adjacent municipalities and planning agencies as appropriate.

5. Examine the feasibility of implementing Performance-Based Zoning

6. Continue to ensure that sound and informed decisions are made regarding the management of our natural and man-made resources, utilizing up-to-date information and management systems such as Geographical Information Systems (GIS) and Computerized zoning and land use codes and maps.

POLICY 1 **(Long Range Planning)**

Ensure that mechanisms are developed to oversee implementation of the Comprehensive Plan on a continuing bases.

STRATEGIES:

A. Prepare an annual written report on the implementation of the Comprehensive Plan.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

B. Schedule a formal update/review of the Comprehensive plan every 3 years.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

POLICY 2 (Long Range Planning)

Coordinate land use changes with adjacent municipalities.

STRATEGIES:

A. Amend the Zoning Ordinances to require that prior to any public hearing on a zoning change or development review project that abuts or is in close proximity to an adjacent municipality's border, a copy of the proposed amendments or plans will be sent to the appropriate municipality with a request for their timely comments.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Fall, 1996

POLICY 3 (Long Range Planning)

Continue to update the City Ordinances to better plan for growth and incorporate incentives for development which achieve important community goals including the prevention of "sprawl."

STRATEGIES:

A. Provide incentives for adaptive reuse of buildings or infill construction.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

B. Explore amending Zoning and Land Use Codes to provide more incentives for preservation of open space in new development..

1. Incentives might include reduced lot frontages, reduced road standards, limited commercial uses, increase density for clustering, etc.

C. Have conditional use criteria incorporate anti-sprawl standards.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Fall, 1996

D. Develop a comprehensive municipal permit directory to help explain development review and other permitting processes.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

E. Modify the Zoning and Land Use Code to allow more staff review of projects to streamline the permitting process.

RESPONSIBILITY/DATE
Development Department/Planning Board/City

Council
Fall, 1996

F. Modify the Home Occupation provision of the Zoning and Land Use Code to reflect changes brought upon by the technology age and society while protecting neighborhoods from inappropriate uses.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
1996

POLICY 4 (Long Range Planning)

Continue to coordinate land use considerations with private utility providers.

STRATEGIES:

A. Continue to work with all utility providers and to ensure that future development can be served adequately from the various systems, and that there is sufficient capacity to serve new areas directed for future development.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

B. Continue to work with the Lewiston Water & Sewer Division to ensure that the existing water and sewer system has the capacity of serving appropriate new development.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

POLICY 5 (Long Range Planning)

Encourage and promote affordable, decent housing opportunities for all Lewiston citizen

and continue to allow a diverse range of housing types in the community.

STRATEGIES:

A. Continue to allow a wide range of housing types in the Zoning.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/
Ongoing

B. Continue to provide protection to Lewiston's historic buildings while allowing a wide range of adaptive re-use including housing, while preserving the historical integrity of the building.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

C. Explore areas of the City where non-traditional housing, including in-law apartments, two-families and mobile homes, may be appropriate and make appropriate changes to Zoning and Zoning Land Use Codes.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

POLICY 6 (Long Range Planning)

Continue to protect the City's natural resources from inappropriate land use activities.

STRATEGIES:

A. Continue strict administration of shoreland area performance standards through strict administration of existing City ordinances including subsurface sewerage disposal standards.

RESPONSIBILITY/DATE

Development Department/Planning Board/City Council
Ongoing

B. Implement a systematic water quality monitoring program that allows for the long-term tracking of water quality trends in No Name Pond, our major brooks and the Androscoggin River.

RESPONSIBILITY/DATE
Planning Staff/Planning Board/Public Works
Ongoing

C. Explore the construction of a community sewer system to serve the lake center of Roadway Avenues Neighborhood near No Name Pond.

RESPONSIBILITY/DATE
Planning Staff/Public Works/No Name Pond Committee/ City Council
Ongoing

D. Examine the current phosphorus standards utilized for development projects in the No Name Pond Watershed and revise them f necessary to improve and protect the quality of the pond.

RESPONSIBILITY/DATE
Planning Staff/Planning Board/Public Works
Ongoing

E. Continue to regulate land use through provisions of the City's Lake Conservation Overlay District (LC).

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

F. Continue to regulate land use through provisions of the City's Resource Conservation District (RC).

RESPONSIBILITY/DATE

Development Department/Planning Board/City Council
Ongoing

G. Protect identified aquifers from adverse land use development to avoid ground water contamination and its related problems

H. Continue to regulate land use through provisions of the City's Groundwater Conservation Overlay District (GC).

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

I. Avoid the problems associated with floodplain development and use by continuing to regulate land use through provisions of the City's flood plain management standards including the restrictive rezonings and Continuing to work with the Federal Emergency Management Programs CRS Program.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council/
Ongoing

J. Continue to protect The City's wetlands through Development Review.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

K. Continue to plan for the proper use of the City's forest lands by continuing to regulate land use through provisions of the City's timber harvesting standards.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council

Ongoing

L. Continue to protect the many scenic areas in the City by actively encouraging the preservation of scenic areas identified in this plan, particularly during the development review process.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

M. Protect State identified dear wintering areas to the utmost extent possible by recommending amendments to the City's Zoning and Land Use Code to include them in the R.C. Zone.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

N. Continue to protect and improve the water quality of the Androscoggin River to the utmost extent possible by continuing efforts to separate combined sewers and reduce sewer overflows that effect the Androscoggin and Little Androscoggin Rivers, and continuing to utilize shoreland zoning to protect the smaller rivers, streams and brooks throughout Lewiston.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

POLICY 7 (Long Range Planning)

Implement an integrated Geographic Information System (GIS) and Computerized Zoning and Land Use Code throughout the City, that provides the needed information to properly manage Lewiston's natural and man-made resources.

STRATEGIES:

A. Conduct a needs assessment to determine the requirements and costs of the development of a GIS system. Coordinate with relevant City personnel to design a prototype system.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Data Processing
Ongoing

B. Implement a funding program that provides "start up" funding, and that ensures continuing financing for; system upgrades, continuing education, information updates, and any other operational and maintenance cost.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

C. Develop a Computerized Zoning and Land Use Code and Map accessible to our citizens and businesses that can eventually be put on the World Wide Web.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

D. Utilize all related federal, state and regional information systems that can provide information to help the City manage its' resources.

RESPONSIBILITY/DATE
Development Department/Planning Board/City Council
Ongoing

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3. "The Lewiston Downtown Development District Preservation Plan" (see Historic Preservation section) - 1996.

4. FY98 Community Development Block Grant Program (updated annually).

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7. Lewiston-Auburn Riverfront Design Competition Narratives submitted by consultant teams led by (a) Maine Tomorrow, (b)Terrien Architects, and (c) Land Plan Associates - October 1988.

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4. "Resource Analysis and Target Growth Opportunities," AVCOG - 1995.

5. "Defense Dependency Analysis of Western Maine," AVCOG - 1992.

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3. "Lewiston Mill System Study" by Historic Preservation Review Board and Christopher Closs.

HOUSING (HO)

1. "Housing, Neighborhoods and Health in Lewiston," by Professor James H. Fisher, Bates College and his Sociology 264. - Health and Habitat students - 1996.

2.- FY96 City of Lewiston Consolidated Plan - CDBG Program. (Action Plans annually; updated every five (5) years).

3. Vacant Building Update, Development Department - August 1993.

4. Lewiston Downtown Building Use Survey, Lewiston/Auburn Economic Growth Council - May 1993.

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1. Androscoggin Greenways Vision Map - Androscoggin Land Trust - 1996.

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3. "Garcelon Bog - A Survey and Suggestion for Use" by William Zeus Bligh-Glover, Bates College - February 1990.

4. Thorncrag Bird Sanctuary Master Plan - Stanton Bird Club - 1989.

PUBLIC SERVICE AND FACILITIES (PF)

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2. Reported Proceedings - L/A Together - A Joint Commission of the Citizens of Lewiston and Auburn - October 1996.

3. (a) "An Inventory of Collaboration Between Lewiston and Auburn;" and (b) "Voters' Attitudes Toward Cooperation Between Lewiston and Auburn," by Center for Service Learning, Bates College - December 1995.

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RECREATION AND OPEN SPACE (RE)

1. Parks and Recreation Comprehensive Plan - Parks and Recreation Advisory Committee - Terrence J. DeWan and Associates - 1993.

2. Franklin Pasture Master Plan - Franklin Pasture Master Plan Committee, Skinner & Lambe, Inc. - 1991

TRANSPORTATION (TR)

1 FY97 - Unified Planning Work Program, Lewiston-Auburn Comprehensive Transportation Study (LACTS) - June 1996 (updated annually).

2. Route 196 TDM Implementation Plan - Existing Conditions - May 1997.

3. "Report of the Findings Regarding the Turnpike Interchange and Grove Street - Sabattus Street Connector," Office of the City Administrator - November 1996.

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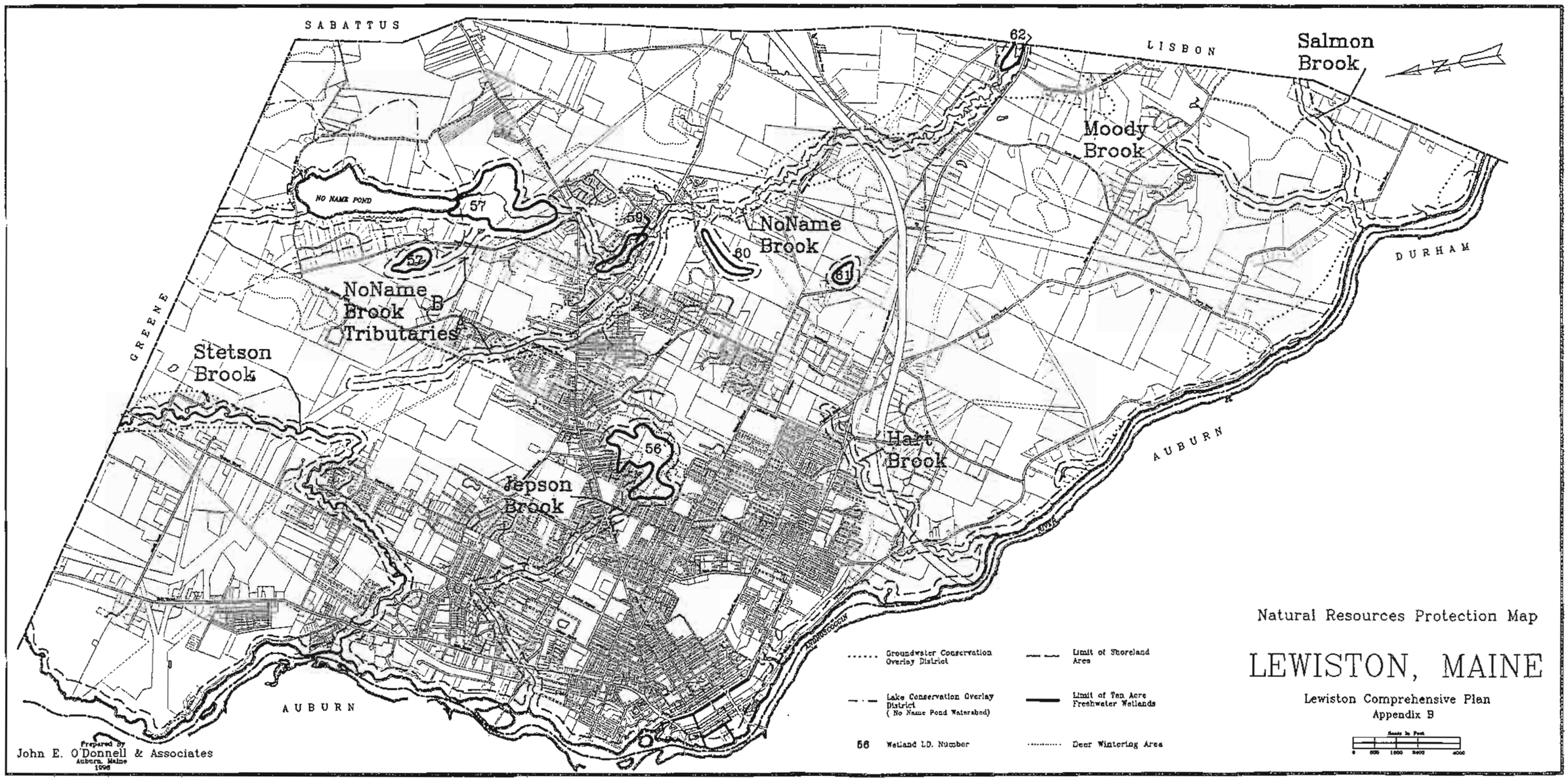
6. An Assessment of Travel Demand Management Strategies for the Lewiston Auburn Region - T.Y. Line International - August 1994.

*Abbreviations used in index for Volume II

SABATTUS
LISBON
DURHAM
GREENE
AUBURN
AUBURN
NO NAME POND
ANDROSCOGGIN RIVER
Hydrant
Water Main
Water Supply & Distribution Map
LEWISTON, MAINE
Lewiston Comprehensive Plan
Appendix C
Prepared by
John E. O'Donnell & Associates
Auburn, Maine
1998


SABATTUS
LISBON
DURHAM
AUBURN
GREENE
AUBURN
Salmon Brook
Moody Brook
NoName Brook
NoName Brook B Tributaries
Stetson Brook
Jepson Brook
Hart Brook
NO NAME POND
62
57
59
60
61
58
56
52
Groundwater Conservation Overlay District
Lake Conservation Overlay District (No Name Pond Watershed)
56 Wetland I.D. Number
Limit of Shoreland Area
Limit of Ten Acre Freshwater Wetlands
Deer Wintering Area
Natural Resources Protection Map
LEWISTON, MAINE
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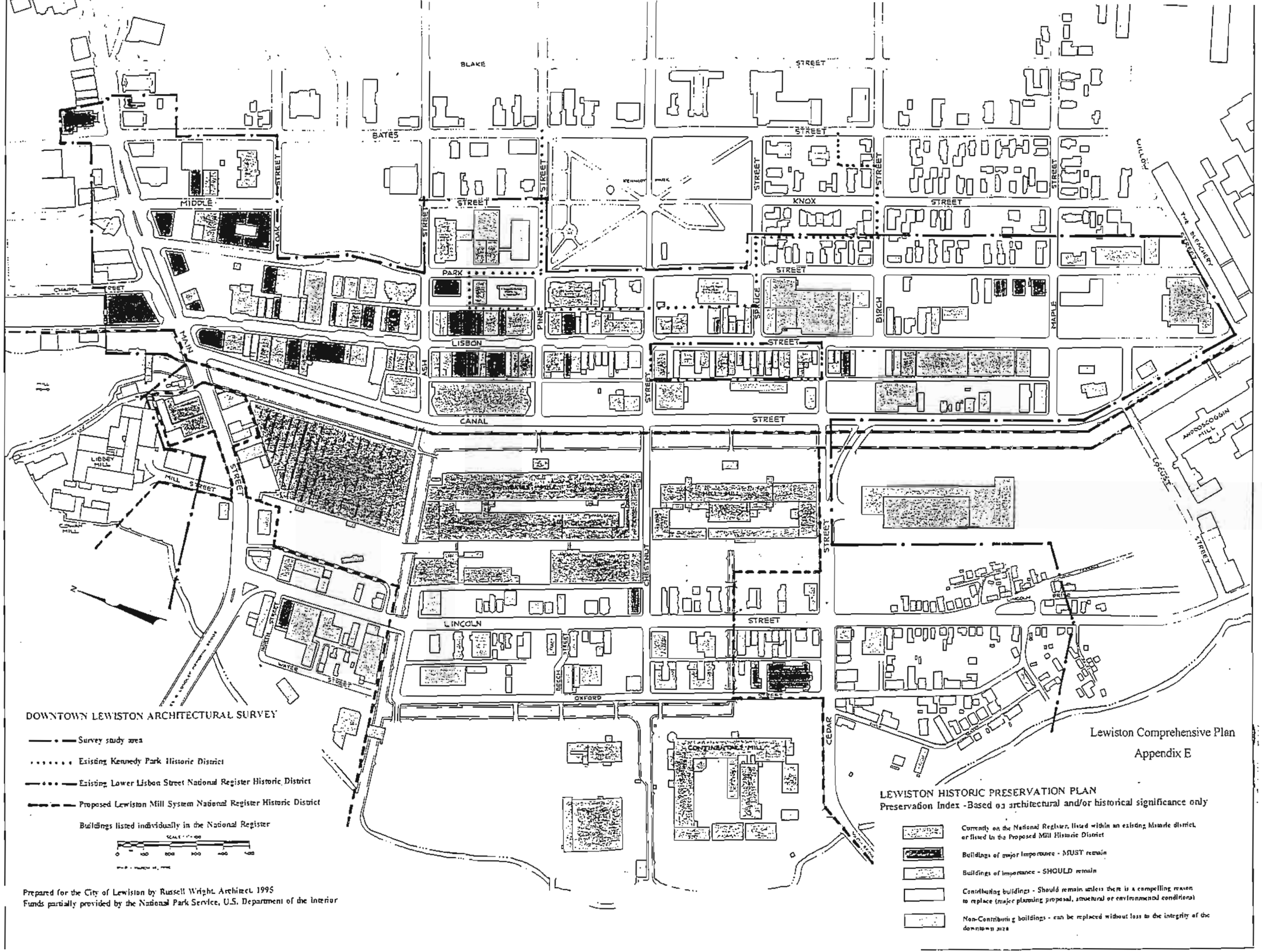
DOWNTOWN LEWISTON ARCHITECTURAL SURVEY
Survey study area
Existing Kennedy Park Historic District
Existing Lower Lisbon Street National Register Historic District
Proposed Lewiston Mill System National Register Historic District
Buildings listed individually in the National Register
Prepared for the City of Lewiston by Russell Wright, Architect, 1995
Funds partially provided by the National Park Service, U.S. Department of the Interior
Lewiston Comprehensive Plan
Appendix E
LEWISTON HISTORIC PRESERVATION PLAN
Preservation Index - Based on architectural and/or historical significance only
Currently on the National Register, listed within an existing historic district, or listed in the Proposed Mill Historic District
Buildings of major importance - MUST remain
Buildings of importance - SHOULD remain
Contributing buildings - Should remain unless there is a compelling reason to replace (major planning proposal, structural or environmental conditions)
Non-Contributing buildings - can be replaced without loss to the integrity of the downtown area
BLAKE STREET
BATES STREET
MIDDLE STREET
OAK STREET
PARK STREET
KNOX STREET
PINE STREET
SPRUCE STREET
BIRCH STREET
MAPLE STREET
LISBON STREET
ASH STREET
CANAL STREET
MAIN STREET
MILL STREET
LIBBY HILL
CHAPEL STREET
CHESTNUT STREET
LINCOLN STREET
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THE BLEACHERY
ANDROSCOGGIN MILL
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