

LEWISTON DOWNTOWN MASTER PLAN



JULY 2019

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INTRODUCTION

Improvement and progress. Those two words describe the last decade for downtown Lewiston. Public infrastructure projects have improved stormwater retention, developed high-speed fiber for internet service, leveraged a public-private partnership to develop a world-class downtown Library, and included streetscape enhancements in street reconstructions. Complimentary private investments have enhanced building facades, ameliorated blight, created additional living opportunities, and reduced building vacancies. They have all moved downtown Lewiston forward.

Despite this significant progress, downtown Lewiston continues to struggle with business retention, poor pedestrian connectivity to adjacent neighborhoods, and the lack of a critical mass of customer base to support businesses on a consistent basis. This document creates the big picture vision for a downtown Lewiston that is a regional destination for shopping and entertainment. Each priority action will catalyze private and public investment centered on what's truly important for downtown. People. People living downtown, people working downtown, people shopping, dining, and recreating downtown.

The Lewiston Downtown Master Plan is a blueprint upon which our community leaders, elected officials, staff, public and private organizations, and developers, will coordinate community efforts to develop a sustainable ecosystem where small businesses thrive and strengthen downtown

Lewiston's role as a great mixed-use neighborhood that community members are proud to call the 'heart' of Lewiston.

This Downtown Master Plan emerged with leadership from Beautiful Downtown Lewiston Revitalization Corporation (BDL), the Clearwater Economic Development Association, the Lewis Clark Association of Realtors and the City of Lewiston.

This Downtown Master Plan envisions seven key actions: waterfront activation, residential opportunities, arts and cultural development, multi-modal circulation improvements, infrastructure investments, and redevelopment of the Twin City Foods site. Behind every successful downtown is a plan with a strong vision and a community ready to implement. Catalytic leadership from the downtown property and business owners, the City of Lewiston, the Urban Renewal Agency, and Beautiful Downtown Lewiston must all work together to help bring this vision to life. This document provides the foundation for continued and accelerated improvement and progress for downtown Lewiston.



Mike Cannon, Steering Committee Chair
Michael Collins, Mayor
Glenn Anderson, BDL Board Chair

EXECUTIVE SUMMARY



Purpose

This Downtown Master Plan is intended to provide a vision, with specific priorities and key actions to stimulate private and public investment. With its unique location at the confluence of the Snake and Clearwater Rivers, downtown Lewiston has long been a destination for the Lewis Clark Valley in Nez Perce and Asotin Counties, and the greater Washington and Idaho state communities. Downtown's handsome collection of historic commercial buildings and locally owned businesses are also the foundation of Lewiston's distinct identity, as well as a dynamic place to live, work, shop, and play within walking distance of 15 percent of Lewiston's population.



Process

Lewiston's Downtown Master Plan emerged over four phases: goals, research and analysis, master planning, and refinement. A steering committee organized by Beautiful Downtown Lewiston — with support from the City of Lewiston, Clearwater Economic Development Association, and the Lewis Clark Association of Realtors — guided the process. Beautiful Downtown Lewiston leveraged the National Endowment for the Arts (NEA) grant to conduct extensive public outreach and convene fourteen regional arts and cultural organizations. This Plan took shape during a highly public and interactive Master Plan charrette in January 2019, with more than 100 community members participating in a series of work sessions with the consultants.

The consultant team conducted background research, offered alternative development scenarios, facilitated community discussion of the alternatives, and developed the preferred alternative into a draft plan. Beautiful Downtown Lewiston and the City Council guided the consultants toward this final Downtown Master Plan.



Key Actions

The following seven actions will drive the next phase of downtown Lewiston's growth and development:

1. **Waterfront Activation**
2. **Residential Opportunities**
 - a. *Downtown Mixed-Use*
 - b. *Infill Development*
 - c. *Upper-Story Rehabilitation*
3. **Arts & Culture**
4. **Circulation**
 - a. *Pedestrian Connections to downtown between 5th & 9th*
 - b. *5th Street from Normal Hill to the Waterfront*
 - c. *14th Avenue South Staircase*
 - d. *11th Avenue Connection to the Levee*
5. **Infrastructure**
6. **Twin City Foods**
7. **Catalytic Leadership**

These seven actions reflect the collective vision for downtown Lewiston created in partnership with small business owners, major employers, City staff, developers and neighborhood residents. They will stimulate future investment in the downtown neighborhood and help support the present and future communities in the city.

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PROJECT OVERVIEW

The confluence of the Snake and Clearwater Rivers was a regional trading center for native peoples long before white settlers arrived in the 19th century. Today, downtown Lewiston continues to be a destination and trading center for an eight-county region including Asotin, Whitman, and Garfield Counties in Washington and Nez Perce, Lewis, Idaho, Latah, and Clearwater Counties in Idaho. Downtown's handsome collection of historic commercial buildings and locally owned businesses are also the foundation of Lewiston's distinct identity, as well as a dynamic place to live, work, shop, and play within walking distance of 15 percent of Lewiston's population.

Over the second half of the 20th century, Lewiston grew to the south with considerable automobile oriented commercial development and large format retail stores. In the last 20 years, a number of studies have explored options for Lewiston's historic downtown core. This Downtown Master Plan is intended to bring this earlier work to reality by providing a big picture vision, with specific priorities and key actions to stimulate private and public investment.

Past Studies

The master planning process started with analysis of 17 past planning efforts for downtown Lewiston. These plans can be summarized into key findings under four key themes:

1. Economic Development

- Façade improvements and greenery
- Targeted business outreach
- Lewiston as a destination

2. Residential Opportunities

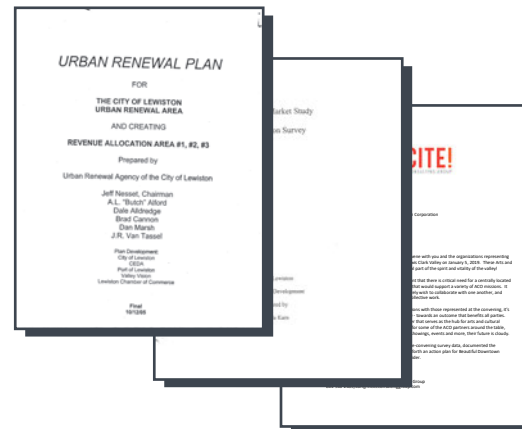
- Twin City Foods site
- Mixed residential and commercial development
- Vacant lots and empty buildings

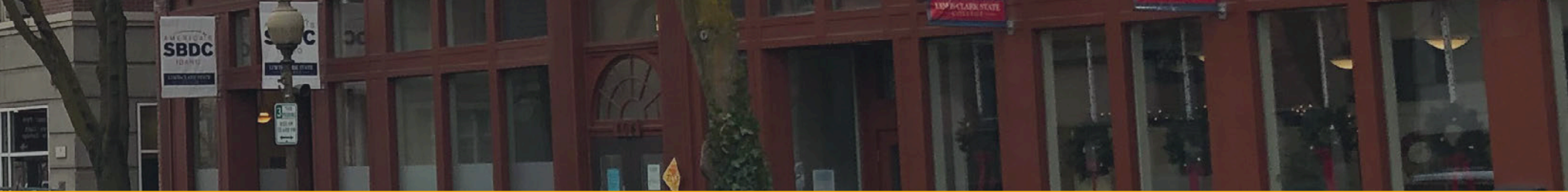
3. Transportation & Utility Infrastructure

- Vehicular circulation
- Access to the waterfront
- Pedestrian and bicycle improvements
- Utility and maintenance and updates

4. Art & Cultural

- Placemaking through public art
- Historic district expansion
- Preservation of downtown character





Stimulate Downtown Investment!

Downtown Lewiston has the opportunity for public investment to facilitate new residential and commercial development through the revitalization of existing structures and the upgrade of public infrastructure and support.

The opportunities for development lie in redeveloping vacant parcels or parking lots by the waterfront, in particular the Twin City Foods site with its proximity to the waterfront. Lewiston's walkable and historic downtown neighborhood should also be expanded along Main street and south through the Normal Hill neighborhood.

Future investment in downtown cannot happen unless coordination with the Urban Renewal Agency is strengthened to have public funds to upgrade existing utility infrastructure. Furthermore, connections through the bluffs should be strengthened to facilitate greater connections to the waterfront.



Strengths

- Natural bluffs define a compact downtown
- Remarkable historic character
- Large employers nearby

Weaknesses

- Deferred maintenance of utilities
- Antiquated water and sewer infrastructure could bottleneck development
- Politics around public investments

Opportunities

- Waterfront as a destination
- Twin City Foods site
- Vacant lots and underutilized spaces

Threats

- Urban Renewal Agency investment funds
- Construction needed along Main Street, D Street, and other key corridors
- Need to coordinate simultaneous investments in water, sewer, and fiber infrastructure

Downtown Master Plan Engagement

Lewiston's Downtown Master Plan emerged over four phases, goals, research and analysis, master planning, and refinement. Beginning in October 2018, Beautiful Downtown Lewiston organized a steering committee to guide this planning process. This process was also supported by the City of Lewiston, Clearwater Economic Development Association, and the Lewis Clark Association of Realtors. A series of one-on-one interviews were conducted to better understand individual stories of downtown Lewiston's development. This Plan took shape during a highly public and interactive Master Plan Charrette in January 2019, with more than 100 community members participating in a series of work sessions with the consultants. Day one focused on introducing a situational assessment, or an introductory summary of downtown conditions, to the steering committee and community members. Day two consisted of a debrief with the steering committee and a final community presentation to gather public feedback on key elements proposed for the Downtown Master Plan.

The consultant team conducted background research, offered alternative development scenarios, facilitated community discussion of the alternatives, and developed the preferred alternative into the seven key actions outlined in this plan. Beautiful Downtown Lewiston, the steering committee and the city council guided the consultants toward the final Downtown Master Plan.

Beautiful Downtown Lewiston leveraged the NEA grant to conduct extensive public outreach and convene 14 regional arts and cultural organizations. The grant funded artists to lead creative engagement during the planning process to better understand people's perception of the downtown area. Citizen feedback gathered through the artists' work shows up in every chapter of this master plan.

The following exercises were led by artists to engage Lewiston stakeholders. The master plan leveraged a variety of artistic mediums to prompt community member engagement in the Downtown Master Plan.

Bundle Up Downtown Movies and Mapping

Volunteers conducted an interactive mapping exercise in which they led adults and youth in identifying amenities and places in downtown Lewiston that are positive, neutral, or negative. BDL incentivized participation by gifting 400 movie tickets to participants. Participants, including children, were given five stickers and asked to vote on the amenities they'd like to see in downtown Lewiston. Volunteers also led participants through a map pinning exercise that prompted discussion of places that citizen felt positive, neutral, or negative about in downtown Lewiston.

Citizen Engagement Coasters

BDL worked with illustrator Noah Kroese to design a series of drink coasters featuring 14 different whimsical designs that are intended to engage restaurant patrons in a lighthearted discussion about downtown Lewiston. On the reverse, each coaster featured one of 14 different qualitative questions about downtown Lewiston's business mix, transportation pattern, and potential for residential and commercial development. BDL collected more than 597 completed coasters from participating restaurants.

Accomplishments

The asset mapping and citizen engagement coasters were incorporated into an art exhibit at the Lewis-Clark State College Center for Arts and History, which displayed from February 1, 2019, to March 23, 2019. The art exhibit included the work of three artists whose work challenged community members to reconsider downtown Lewiston's sense of community, vitality and environment.

Artists were selected through a call for art in the fall of 2018. A panel of community members reviewed the artist submissions and selected the following artists to provide work for the project. The artist exhibit included:

- A Lego model of Lewiston that was an all-age tactile engagement strategy that asked youth to use the legos to build amenities that would bring them to downtown.
- A giant letter to the Walt Disney Company that more than 300 people signed, asking the Disney family to construct a theme park nearby due to a rumored promise from Walt Disney himself to his wife, Lillian Disney, who is from the Lewis Clark Valley. Members of Lillian Disney's family also signed the letter.
- A word exercise to challenge stakeholders to think of the right words to describe the strengths, opportunities and challenges to revitalize downtown Lewiston.
- 3D sculptures to challenge people's perception of space in downtown.



Background Analysis

The following sections provide background information and analyses as the basis for the master plan.

The first section is a visual summary of downtown Lewiston characteristics, including geographic boundaries for the downtown and greater downtown, as well as eight sub-districts within downtown. A "figure ground" analysis of building footprints provides a strong representation of development character in the various parts of downtown. Finally, several downtown landmarks are identified that help give downtown a sense of place. Data for these analyses came from Nez Perce County, the City of Lewiston, with vetting by the Downtown Master Plan Steering Committee.

An Economic Analysis provides grounding in economic fundamentals for downtown and identifies five economic drivers as the foundation for the key actions to follow.



Boundaries

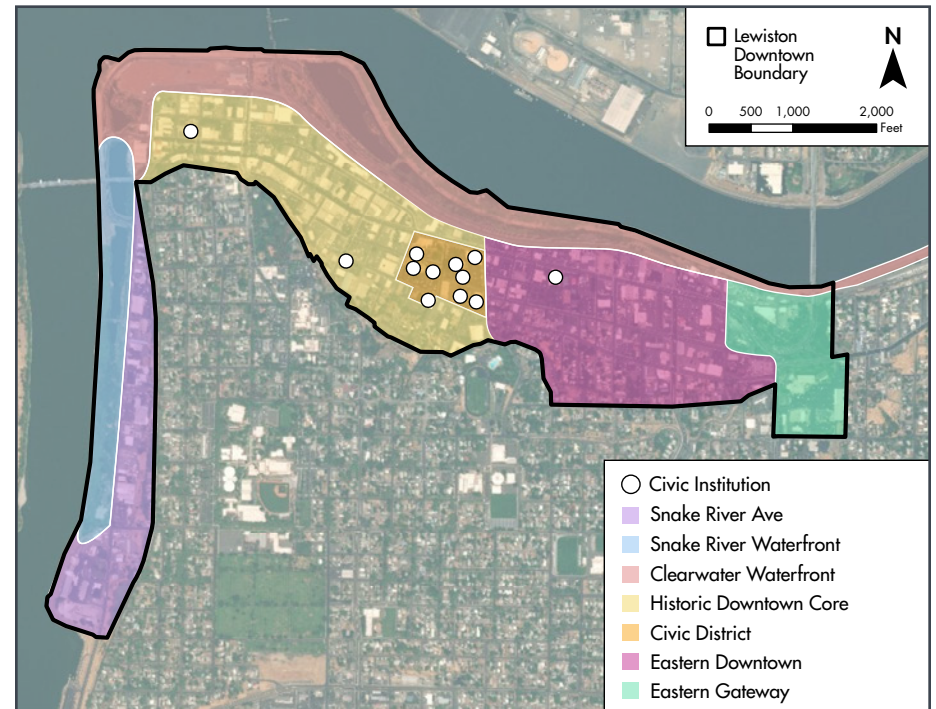
The map at right identifies the boundaries used for this project. Downtown Lewiston uses the Snake River as its western boundary, the Clearwater River as the northern, and 21st Street as the eastern. The southern boundary follows the natural bluff east of Snake River Ave, and through 6th Ave at 13th St.

For the greater downtown boundary, the southern boundary was extended to 11th Ave to capture Normal Hill. This boundary was used in the economic analysis of this plan.



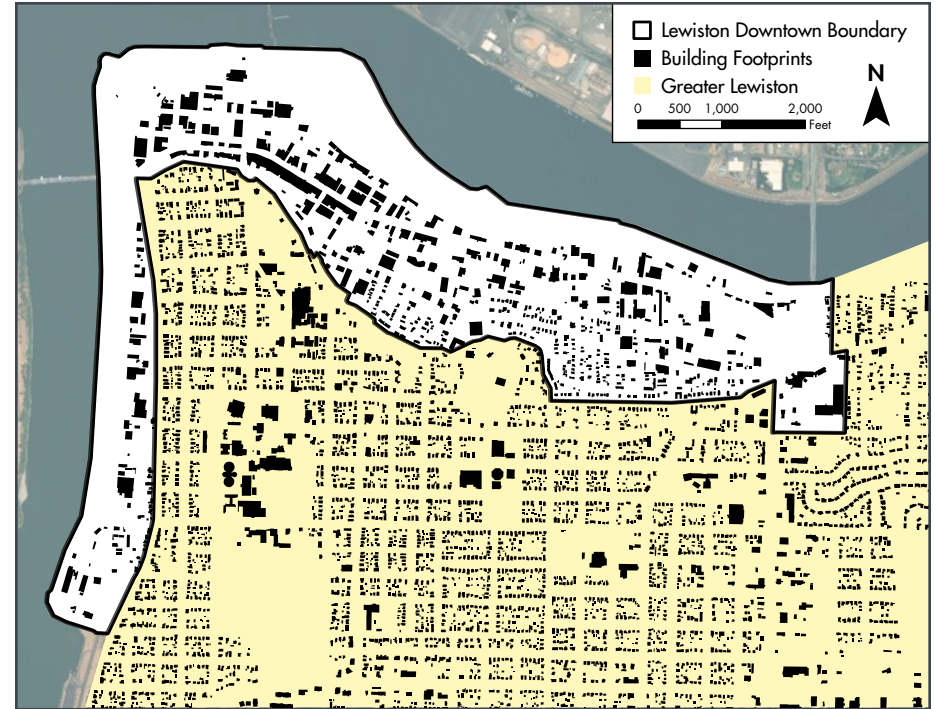
Districts

Downtown Lewiston includes a lot of land area that is spread out along two rivers. A number of discrete districts already exist within the overall downtown, providing an opportunity to capitalize on their differences within a cohesive whole. The Historic Core is abutted to the east by the Civic District, where federal, state, county and local government offices are located near the private legal and social service agencies located in the Downtown Adjacent, Eastern Downtown, and Eastern Gateway neighborhoods. Distinct neighborhoods are also located along the Clearwater Riverfront, the Snake Riverfront, and Snake River Avenue.



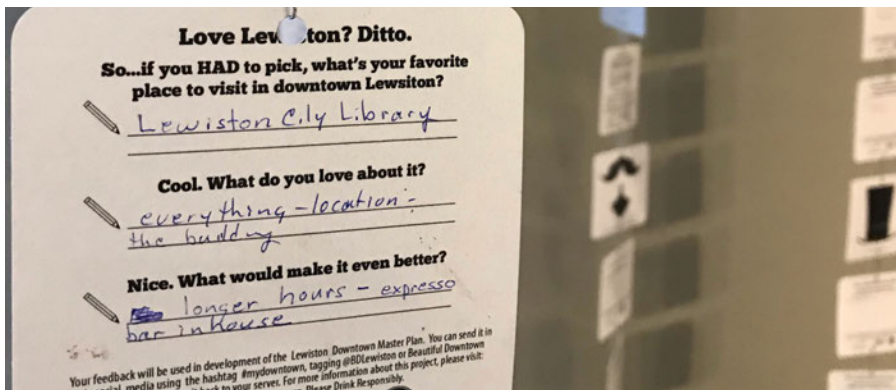
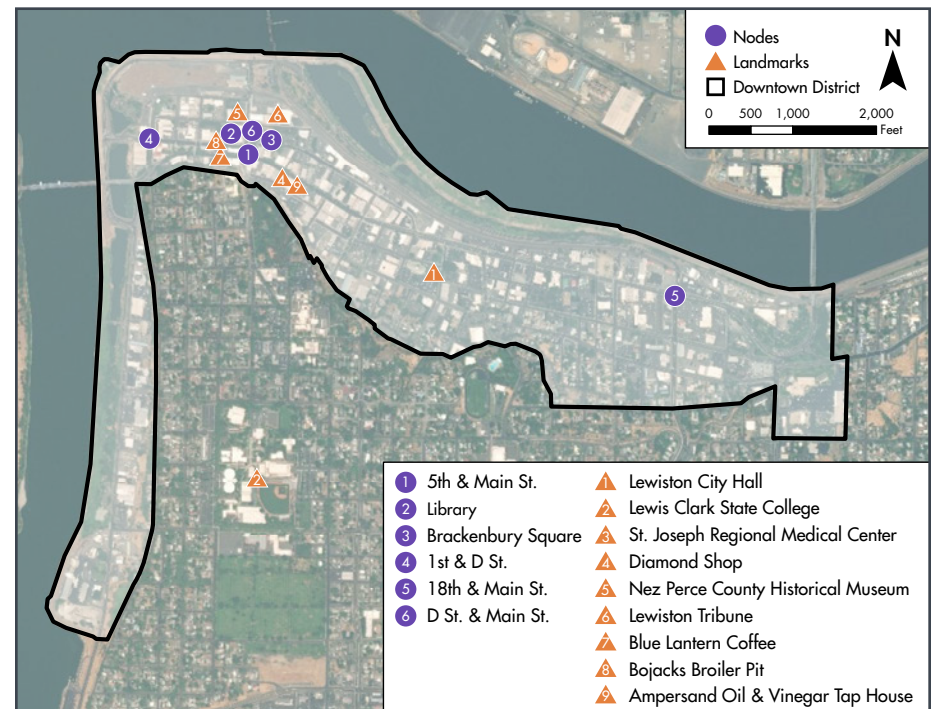
Development Character

The figure ground diagram, at right, is a simple urban design tool that shows building footprints in black against a neutral background. This quickly illuminates the character of development. At right, you can see the adjacent buildings in the downtown core as solid blocks of black. In the Downtown Adjacent and Eastern Downtown districts, more white space illustrates that buildings are farther apart. Both of these are distinct from the fine-grained single-family homes in Normal Hill. The St. Joseph Medical Center and Lewis-Clark State (LCSC) College campuses are easy to see, as are the undeveloped Snake and Clearwater Riverfronts.



Landmarks & Nodes

The illustration at right identifies key landmarks and historic structures that were mentioned (during citizen engagement, stakeholder interviews, steering committee meetings, and charrette presentations) as key locations that define downtown Lewiston. It also highlights key nodes, or intersections within downtown.



MARKET ANALYSIS

Overview

Market geographies identified for purposes of this analysis include a greater downtown area (extending south to 11th Avenue), the City of Lewiston, and the two-county metro area. While population growth is slow, downtown area residents tend to be younger, better educated, early in their careers, and multi-family housing oriented – all potential building blocks for the future.

The downtown employment picture is yet more positive. Downtown jobs are increasing at more than twice the rate experienced in the 2-county region, reliant on a young workforce.

Retail needs are well served as Lewiston draws significant business well beyond a 2-county core market area. However, sales leakage is noted for apparel, dining and non-store (internet-based) retail. BDL has high market capture for electronics, home goods, specialty retail and dining, especially to build on downtown strengths which may be metro weaknesses.

Market Demographics

As of 2018, population of the two-county metro region is estimated at more than 63,200 residents. Idaho's Nez Perce County comprises about 64% of the region's population – with Lewiston (as the largest city) with 33,000+ accounting for just over half (52%).

With close to 7,400 residents, Clarkston represents 12% of the region's population. The greater downtown area of Lewiston has more than 4,600 residents – equal to about 63% of the population of the entire City of Clarkston.

Population of both Lewiston and the two-county metro region has increased by less than 4% since 2010 – or at an average rate of less than 0.5% per year. Population of the greater downtown area – both the core business district and residential area immediately south – has increased even more slowly than for the city and region.

Median age of Lewiston and metro residents is 40.4 / 42.5 years, respectively. Median age of greater downtown residents is considerably younger at 32.2 years. Two-thirds (67%) of downtown residents comprise children and younger adults up to age 44 – as compared with 53-55% of the regional and in-city populations.

Downtown's adult population (age 25+) is relatively well educated – with 27% having a bachelor's degree or better – above city- and region-wide averages. Downtown residents have a particularly high proportion of residents with a master's degree.

However, at less than \$46,000, **median household income** is 12-13% below the relatively modest incomes of residents city- and region-wide. Somewhat lower downtown resident incomes reflect relatively high proportions of younger age adults employed in blue collar and service occupations.

The **housing stock** of the city and metro region is predominantly single family – with 20% or less of housing units comprised of multi-family units. While the majority of greater downtown housing also comprises single family units, the downtown area has about double the share of multi-family as occurs elsewhere in the city and region. The average greater downtown area structure is 66 years old versus 44-46 years for Lewiston and the metro region.



About 4% of residents in Lewiston and 10% of the metro population can be considered as **non-white** – including persons of two or more races. The greater downtown area has more racial diversity – with 15% non-white population including an estimated 4% as Native American.

Close to 8% of the greater downtown population is **Hispanic or Latino** (which can be either white or non-white) – well above the approximately 4% proportions represented city – and region-wide.

City – and region wide, just under half (49%) of all residents age 15+ are **married with spouse present** – as compared with less than 38% of residents age 15+ living in the downtown area.

For the greater downtown area, close to 39% of households comprise **one person** as compared with 30-31% city and region-wide.

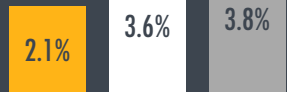
Residents of the greater downtown area are more likely not to have a car as their counterparts throughout the rest of the city and region, commute shorter distances to work and/or more likely to use **other modes** (carpooling, transit, walking and cycling) as alternatives to driving alone.

Certain **occupations** are more highly associated with downtown area residents – including community/social services, food preparation/ serving, health care support, legal, life/science, protective services, personal care/services, transportation and material moving. Taken together these occupations account for 38% of the employment for persons living downtown – as compared with only 24% city- and region-wide.



Comparative Demographics

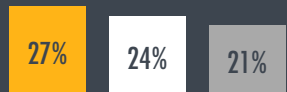
% Population Growth (2010-18)



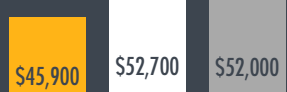
Median Age (2018)



% Bachelor's Degree +



Median Household Income



% Multi-Family Units



Employment

As of 2015 (the most recent year for which Census data is available), the greater downtown area accounted for an estimated 5,960 jobs – approximately 22% of the two-county jobs base of just over 27,000. Downtown has increased from 20% of the region’s employment in 2010 to 22% as of 2015.

Employment in the Greater Downtown area increased by 12% over the five years from 2010-15 – more than double the rate of job increase experienced for the Lewiston metro region. The Greater Downtown added more than 630 jobs in this five-year period, as compared with a net 1,225 job gain region-wide.

While total employment in Greater Downtown increased by 12% from 2010-15, the increase in workers younger than age 30 increased by 26% – more than twice as quickly. By comparison, young worker job growth region-wide occurred no more rapidly for younger workers than for the total workforce.

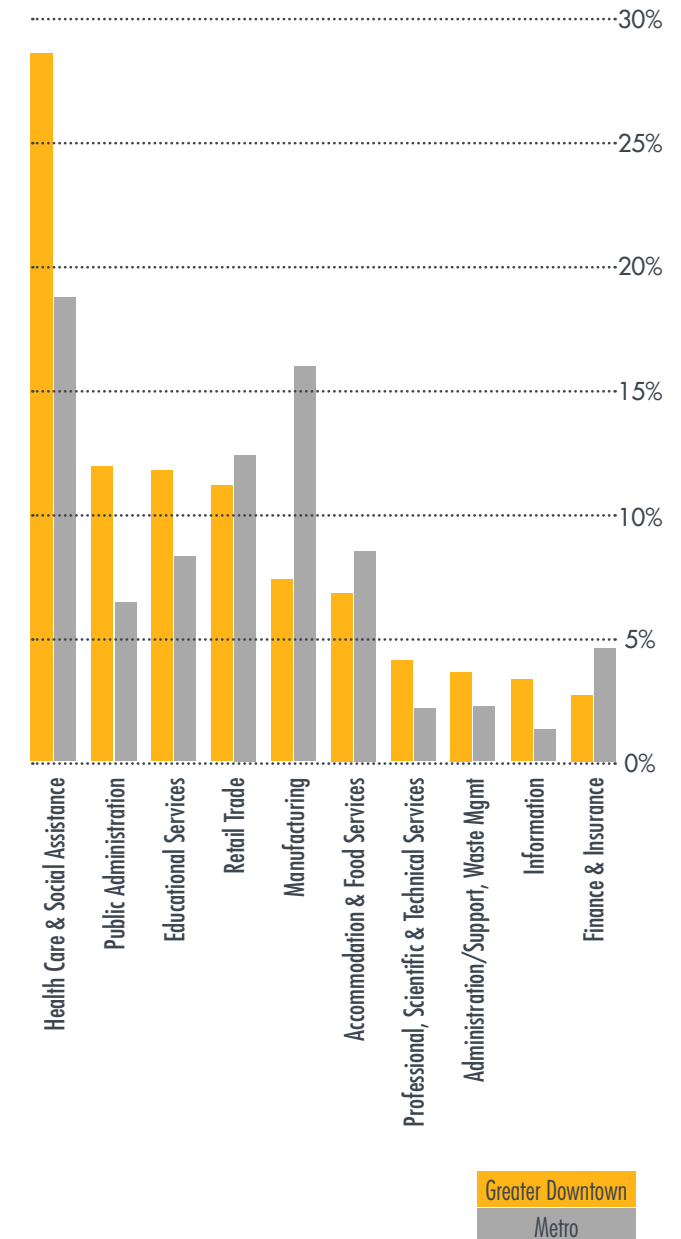
There are seven job sectors for which downtown has an above average share of the two-county workforce – information, real estate, professional, business management, administration, education, and health care. Together, these sectors account for 66% of Greater Downtown jobs vs. 42% region-wide.

Educational attainment is somewhat greater for the downtown area employees than the region-wide workforce. Close to 24% of Greater Downtown workers have a bachelor’s degree or better, as compared with 20% for the two-county region.

Women comprise the majority (or 55% share) of downtown employment as compared with a 50/50 gender balance for the full metro region of Nez Perce and Asotin counties.

While not depicted graphically, it is noted that the downtown workforce is somewhat more diverse racially than that of the entire metro region – albeit with a lower proportion of Hispanic/Latino employees. Wage levels of the downtown workforce are also a bit above those of the two-county region, with downtown having a higher proportion of workers at mid-level and upper wage levels.

Comparative Sector Employment as a % of Total Job Base (2015)



Entrepreneurial & Strategic Opportunities

Short-term opportunities (over the next one-three years) are defined to include focus on increased living and working opportunities in the greater downtown, concurrent BDL marketing as a regional shopping and entertainment destination, building on existing downtown retail strengths while broadening to cover complementary niches, and obtaining public/private funding for needed downtown infrastructure investment.

Long-term opportunities (beyond three years) are to expand/monetize Lewiston’s appeal as a cultural, wine-themed and recreation destination, complete Main/D Street infrastructure and plan for next wave reinvestment (likely waterfront redevelopment), build workforce/tech capacity for more high-wage downtown jobs, and support revitalization of adjoining neighborhoods.

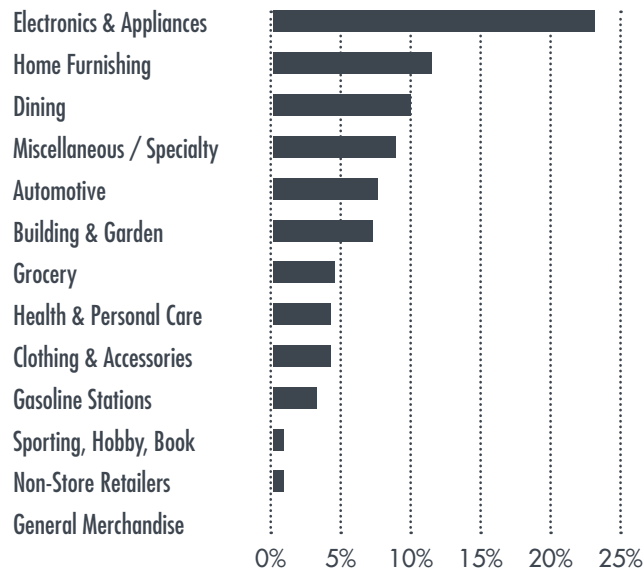
Economic & Community Impacts

The economic benefits of downtown revitalization on the remainder of the 2-county region can be enhanced by activities that encourage higher wage employment, source local, serve local plus destination clientele, and improve the scale and operational efficiency of business operations. Broader community impacts of a healthy, vibrant downtown can include improved metro region appeal for other job-creating investment, enhanced self-image and improved tax base.

Downtown Inventory

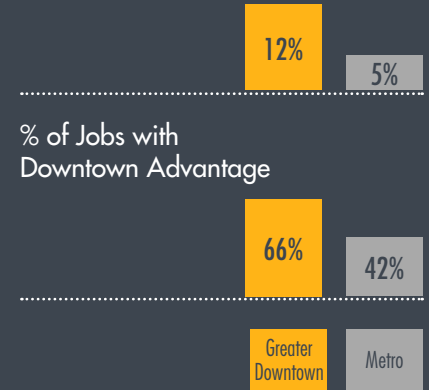
A Geographic Information Systems (GIS) analysis indicates that the downtown area (south to the bluff and east to just past 21st Street) encompasses approximately 635 acres – with estimated tax assessed valuation of \$128 million. On a per acre (or per square foot) basis, the highest land valuations are currently found with C6 Regional Commercial (eastside) zone, then C5 Central Commercial. However, C5 site utilization is 3 times greater than for C6 properties – even with (or because of) an older building inventory. Valuation for older structures is only half that of buildings constructed from 1960 to present (when measured per square foot of building area).

Greater Downtown Market Share of Metro Sales (2018)



Comparative Jobs Data

% Employment Growth (2010-15)



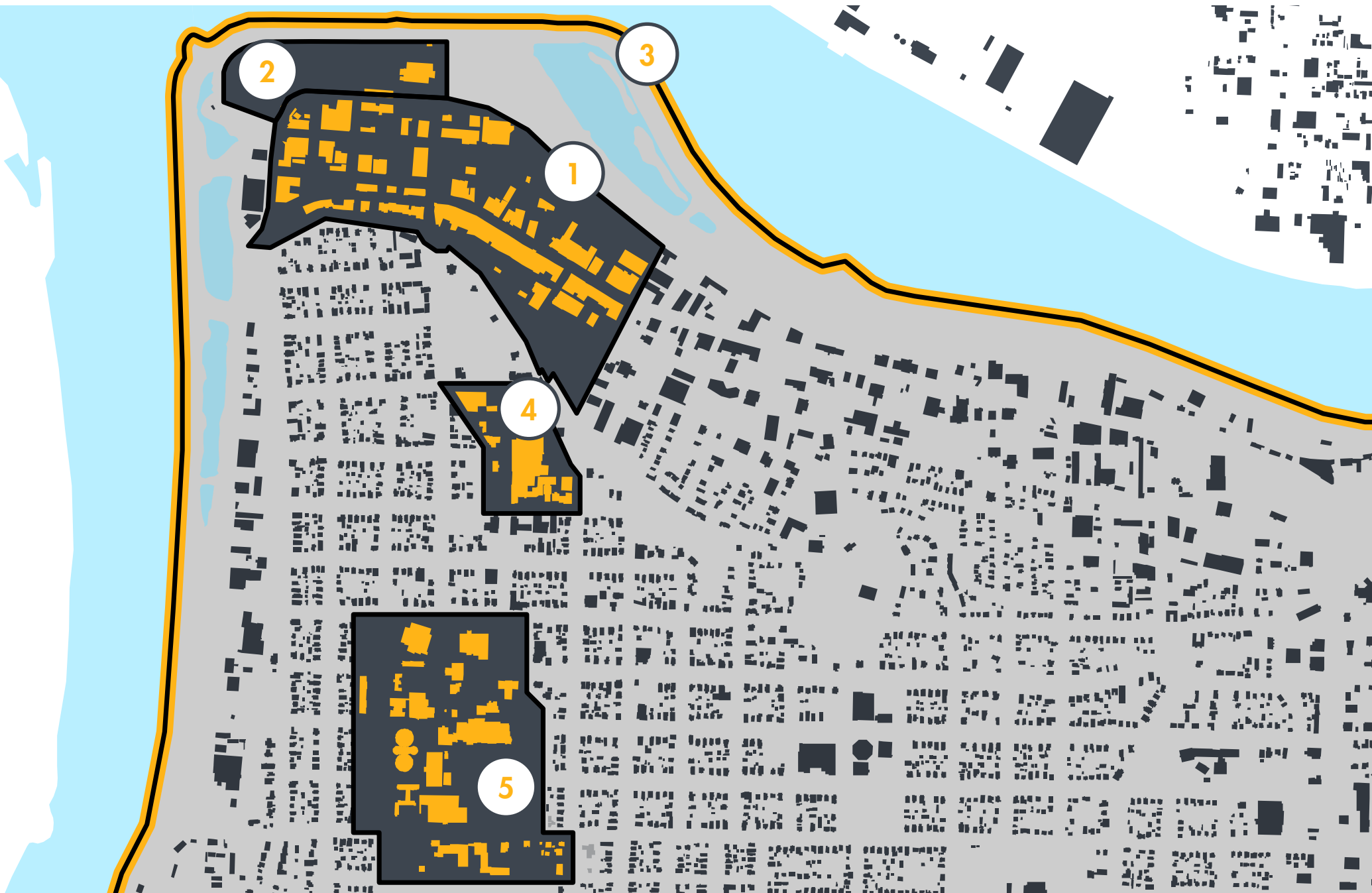
Financing Incentive Examples:

There are several government financing programs available to provide funding and tax credits to facilitate residential development and rehabilitate the city’s historical structures. Below are a few relevant examples:

- Opportunity Zones
- Historic Preservation Tax Credit
- Low Income Housing Tax Credit
- Historic Preservation Grant Fund
- Lewiston Developer Incentive
- Lewiston Business Incentive

Economic Drivers

There are five key economic drivers for future development in downtown Lewiston as illustrated on the map below and descriptions on the next page.



1

The historic core of downtown is a walkable compact area shaped by the waterfront to the north and a bluff to the south. It is a significant destination for its stores, restaurants, office jobs, civic institutions, and historic character. Between Normal Hill and downtown itself, 15 percent of Lewiston’s residents live within walking distance of the city center’s many offerings. Physically, Main Street serves as the commercial spine of the neighborhood east to west. Fifth Street serves as a north-south arterial that connects Lewis-Clark State College, St. Joseph Regional Medical Center and Normal Hill with downtown. Ninth Street is another north-south spine from Main Street, past the hospital and LCSC to Bryden Canyon, which connects over Southway Bridge to the Clarkston Heights. Snake River Avenue is also a critical commercial spine, connecting neighborhoods to downtown and the waterfront.

DOWNTOWN

2

The Twin City Foods site is a 12.5-acre largely vacant site with remarkable development potential. The site is at the river confluence north of Beachy Street between 1st and 5th Streets. With redevelopment, the site could become a significant destination for downtown Lewiston, with new economic opportunities for retail and residential development, as well as significant new public uses.

TWIN CITY FOODS

3

The Waterfront is shaped by the confluence of the Snake and Clearwater Rivers and can be accessed from the historic downtown core via pedestrian bridges at 5th Street and at D street, at the bypass north of 18th street, and along Snake River Avenue. Currently, the waterfront is shaped by a levee with trails for recreational walking, running and biking. Wayfinding strategies strengthen the connections between downtown and the waterfront, helping downtown users find their way and alerting visitors to the waterfront’s nearby location. These connections get the community to the water and create opportunities to activate the waterfront.

WATERFRONT

4

The hospital is located a short walk to the south of the historic downtown core in the Normal Hill neighborhood and is one of the largest employers in the Lewis Clark Valley with 950 employees. As a major destination that serves a nine county region, the hospital is an integral part of downtown. There are also plans for expanding the hospital campus substantially, which will bring even more visitors and employees downtown.

ST JOSEPH MEDICAL CENTER

5

Lewis-Clark State College has already proven itself to be a beneficial developer in downtown Lewiston. Not only does the college own and operate the Center for Arts & History on Main Street, but it built Clearwater Hall with 116 units of student housing on what was a vacant lot right across the street at 5th and Main Street. The school is also one of the largest employers in the city with 750 employees and a growing student population of 4,919 in the 2017-18 academic year.

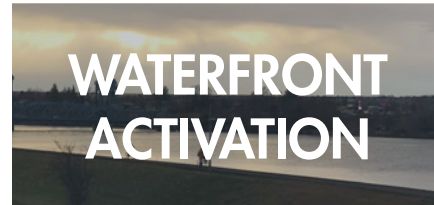
LEWIS CLARK STATE COLLEGE

KEY ACTIONS

Introduction

Seven key actions will drive the next phase of downtown Lewiston's growth and development.

These concepts were developed from consultant research, stakeholder input, public feedback, and direction from the steering committee. These actions will become catalysts for investment in downtown Lewiston and attract a substantially larger residential population, as well as a diversity of commercial and mixed-use development.



The confluence of the Snake and Clearwater Rivers creates a unique natural asset and waterfront for the City of Lewiston. This unique and community defining feature is currently underused, and easy to overlook even for downtown users who are only a few hundred feet away. The waterfront can be activated with wayfinding strategies to draw downtown users to the water. New public uses can also be incorporated, including: a waterfront dog park; a splash pad for kids; and amenities for walking, running and cycling; as well as a marina with docking facilities for local boaters and tour operators. Opportunities for new waterfront amenities should be done in conjunction with future development to accommodate new uses and through public/private partnerships.



Residential growth should happen in downtown through new apartment rentals and condominiums. Downtown's job growth and increase in workers under the age of 30 is twice the rate of the two-county region. This creates an opportunity to provide residential units that are close to where these employees work. Additionally, mild weather makes the Lewis Clark Valley a retirement hub, and retirees are increasingly seeking to live in urban, walkable environments near amenities. Increasing the number of residents living in downtown will decrease commute times, increase the customer base of businesses in the area, and increase desirability as a place to live. Residential opportunities in downtown Lewiston can be summarized into four categories: Major Site Developments, Downtown Mixed Use, Infill Development & Upper Story Rehabilitation.



The arts can be a key investment driver for downtown Lewiston. Naming the downtown as a cultural destination will solidify downtown as the community's center for arts and culture; increase its sense of place and identity; and support anchor retail stores. A January 2019 convening of regional arts and culture organizations concluded that their patrons want to attend performances in a downtown setting within walking distance to restaurants and bars. Reconstruction of the iconic Liberty Theater is a critical step that will create a performance venue on Main Street. The stage of the Liberty Theater, however, isn't large enough to accommodate performances by the full symphony or the local theatre organization. The arts and cultural organizations concluded that a new dedicated multi-use performance facility located downtown is needed as a cultural hub for the Lewis Clark Valley.



CIRCULATION

Connections between Normal Hill and downtown (and on to the waterfront) can be enhanced by investing in improvements to the pedestrian realm at several key points. Main Street and D Street are major downtown arterials that accommodate vehicular movement between the Clarkston Bridge to the Memorial Bridge. This traffic currently uses Main Street (eastbound, 1st Street to 11th Street) and D Street (westbound) as a one-way couplet. Despite the availability of the US 12 bypass around downtown Lewiston, traffic studies show that 70% of motorists continue eastbound on Main Street. Citizens overwhelmingly identify traffic speeds and poor pedestrian connectivity as creating a negative atmosphere downtown. Based on previous traffic studies and current volumes, Main Street can be re-configured as a two-way street to increase access to downtown's small businesses and promote local circulation within the downtown core.



INFRASTRUCTURE

Downtown utility infrastructure should be upgraded to meet the growing demands of residential and business uses and facilitate future development. Utility improvements include larger water pipes to reduce the fire suppression costs to private investors, and continued support for expansion of the Port of Lewiston's dark fiber network because it allows big businesses to move data and potentially work remotely. All construction work should be done in conjunction with other public works projects to minimize construction impacts and to create opportunities for further streetscape improvements throughout downtown Lewiston.



TWIN CITY FOODS

As noted earlier, the Twin City Foods site has potential to be a major economic driver with new mixed-use development that adds new multi-family housing, commercial uses and public art opportunities, along with new public spaces and waterfront amenities. As a public-private partnership, development can be expected to occur in phases over a multi-year time frame in response to market demand and private investment interest.



CATALYTIC LEADERSHIP

The City of Lewiston, Urban Renewal Agency, private sector, and Beautiful Downtown Lewiston need to play distinct and complementary roles in implementing this master plan. The City of Lewiston should make downtown Lewiston a top priority, and proceed with infrastructure improvements, development incentives, streamlined permitting, and funding for ongoing downtown management. The Urban Renewal Agency should close the existing Downtown Revenue Allocation Area (RAA) as soon as possible and form a new RAA. Private property and business owners should invest in downtown Lewiston. Beautiful Downtown Lewiston should step up its work as a powerful champion for downtown — making it clear to everyone that downtown Lewiston is everybody's neighborhood.

WATERFRONT ACTIVATION

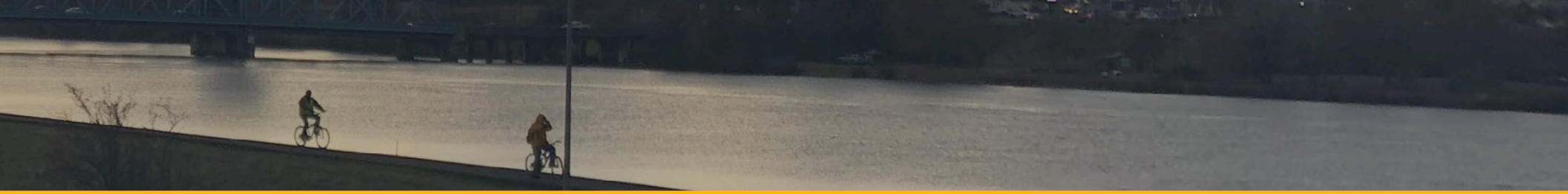
Enhance pedestrian connections to bring more people to downtown and the waterfront

Waterfront as a Destination

The confluence of the Snake and Clearwater Rivers is a unique natural asset that defines downtown Lewiston. There are a number of opportunities to celebrate the waterfront as a destination. Connections should be strengthened both through wayfinding to the waterfront, and with public realm improvements along the waterfront to draw downtown users to the rivers. This will complement development of the Twin City Foods site by providing amenities such as running and cycling paths, a marina, a waterfront dog park, and a splash pad for kids.

The following strategies should be deployed to improve Lewiston's connection to its magnificent riverfronts.





1 Wayfinding

Wayfinding is an information system of physical signs in a geographic area to orient people to a destination. A 2011 Wayfinding plan from the Lewis Clark Metropolitan Planning Organization has already identified strategies to point visitors and residents in all modes (vehicular and non-motorized) at key destinations. Completing implementation of this plan will build Lewiston's identity as a destination.

2 Pedestrian Bridge Connections

Since the Dike Bypass road (SR-12) is adjacent to the riverfront levees, the main pedestrian connections to the waterfront are limited to pedestrian bridges at 5th Street and at the confluence (north of D Street). These foot bridges function adequately, but the pedestrian network between them and downtown could be much better. The network can be improved through both beautification and wayfinding. (Of course, if the Dike Bypass is relocated as proposed in the next section, new and much better pedestrian connections will be part of that project.)

3 Public Amenities

Downtown is right at the middle of the Lewiston Levee Parkway Trail that extends for 12 miles along the Snake and Clearwater Rivers between Hells Gate State Park and US 12. The trail is already a great location for walking, running and biking, but it lacks supporting amenities. At minimum, additional seating, shade structures, trash receptacles, and restrooms will make the riverfronts much more user-friendly. Capital investment in more substantial public recreational facilities for families can also dramatically increase the riverfronts as a draw. Potential uses include a splash pad, a waterfront dog park, and additional amenities for walkers, runners and cyclists, as well as a marina for local boaters and tour operators.



RESIDENTIAL OPPORTUNITIES

Create more residential opportunities in Downtown to meet housing demands and build the customer base

Overview

Residential development should be a priority in Lewiston. Increasing the number of residents living in downtown will decrease commute times, increase the customer base of businesses in the area, and increase desirability as a place to live. The neighborhood is home to large employers such as Lewis-Clark State College, St. Joseph Regional Medical Center, the Lewiston Tribune, and a host of retail shops and restaurants. The growth of new jobs and workers under the age of 30 in downtown is twice the rate of the two-county region. Lewiston is also an attractive downsizing choice for older adults, making options for condominium ownership important as well. Residential opportunities in downtown Lewiston can be summarized into four categories: Major Development Sites, Downtown Mixed-Use, Infill Development, and Upper Story Rehabilitation. The first will be discussed later in regard to the Twin City Foods site; the others are reviewed here.

Downtown Mixed Use

Downtown mixed-use development will increase the residential units, as well as retail and cultural space in the historic core. Characteristics of mixed-use development include residential units on the upper floors with a diversity of retail, entertainment, and cultural uses at the street level. This is allowed in all commercial zones in Lewiston. All mixed-use development should be designed to match historic district character and design guidelines.

The key challenge in new mixed-use development in Lewiston is the lack of availability of condominiums. A majority of residential units in the historic commercial core, from 1st to 13th Street and from the Normal Hill Bluff to the Clearwater River, are rental units. Real estate professionals report that post-recession condo financing remains difficult in Lewiston. However, older residents in Lewiston have expressed interest in living downtown if they could have an ownership stake. Condo-style development should be created in a manner appropriate for retirees, with nods to American Disabilities Act (ADA) concerns and mobility. Also, coordination with the Historic District design guidelines will be critical when looking at new construction projects to complement existing historic structures.

When looking at prime opportunities for new development, parking and vacant lots in downtown Lewiston are ideal locations for mixed use development. They offer opportunities for new mixed-use development that will increase the tax base, add new residents, and support downtown businesses. Some believe that parking should not be lost in downtown Lewiston, but analysis of actual parking space occupancy reveals that there is more than adequate supply, especially with stronger management of on-street and surface parking. The City currently requires one dedicated offstreet space within 1,350 feet of each residential unit. In conjunction with the City, BDL should work to encourage off-site parking arrangements between private property owners. As a non-regulatory item, the City might also consider renting a portion of public lot spaces for evening and weekend use by residents (not otherwise in use during these off-peak hours).



Current mixed-use development



The City has also begun to incentivize such development by creating a new Form and Impact Based Zone (FIBZ) for the waterfront district to prioritize new mixed-use development adjacent to the historic core. For maximum impact, the public sector should be viewed as an active partner in pro actively seeking cost-effective solutions to challenging regulatory issues unique to downtown properties in order to improve project feasibility without jeopardizing public health and safety.

There are many opportunities to encourage downtown residential including mixed-use development. Most easily, the City should evaluate their permitting process to identify ways to expedite development approval and cut costs for investors. Second, infrastructure upgrades to provide adequate water and utility services will increase development capacity and decrease developer expense. Regulatory and financial incentives can also encourage future developers. This could include provision of assistance in securing funding for market rate or affordable housing – with programs ranging from Community Development Block Grant (CDBG) funds to federal low-income housing tax credit eligibility to advocacy for statewide property tax abatement for downtown and vertical housing.

Finally, the FIBZ zoning designation is a good start to incentivizing downtown housing development in multi-use buildings with greater building heights. It allows for flexibility in the zoning code in exchange for public amenities. To further encourage infill development of this type, the City could provide clarity for developer permitting by consolidating the C4 and C5 zoning districts in the historic downtown core and civic district. Reduced parking requirements, which already exist in the C5 zoning district to 9th Street, should be extended throughout the Historic Downtown core at the same time.



BEFORE



AFTER

Infill Development

Infill development is new construction of residential units in already developed residential neighborhoods. Downtown Lewiston would benefit from such development in the Normal Hill neighborhood that is immediately south of downtown, and within a 5-10 minute walk. There are opportunities to build new single-family houses, townhouses, duplexes and accessory dwelling units on vacant parcels in this neighborhood, which will complement new mixed-use development in downtown and diversify the available housing choices for present and future Lewiston residents. Similar opportunities are also in other residential zoned areas within the greater downtown area.

Infill development will complement mixed use development in downtown by diversifying housing options for new residents, employees at St. Joseph Regional Medical Center, and students at Lewis-Clark State College.

Normal Hill zoning currently allows single family and two family detached units by right. Zero-lot line residential development (townhouses, row-houses) are allowed in the Normal Hill North Zone by right and in the Normal Hill South zone by a conditional use permit. Accessory Dwelling Units (ADUs) are allowed in both Normal Hill North and Normal Hill South zones. Multifamily units are allowed by right when an existing building is rehabilitated into a maximum of six units. Residential developments that propose seven or more units can be considered through a Conditional Use Permit process that gives neighbors an opportunity to weigh in on design and quality of life impacts.

To promote infill development, the City and BDL should collaborate to promote these investment opportunities and develop demonstration projects that test the zoning standards and identify ways that, if the development is well received, could be amended to further incentivize the project development process. BDL may also want to consider advocating with Nez Perce County to offer innovative financing options such as tax abatements to encourage additional residential densities within a 10-minute walk of the historic downtown core.

In 2018, the City adopted the Normal Hill Heritage Overlay, which implements a design review process to preserve and enhance the historic character of the Normal Hill North (NHN) neighborhood by requiring a Certificate of Appropriateness (COA) for any new

construction project or significant rehabilitation, including development of new residential units. The City and BDL should collaborate to track the impact of COA process on the development review process and project construction costs and could consider development of design guidelines tailored to the Normal Hill North neighborhood to provide further clarity for developers.



Upper Story Rehabilitation

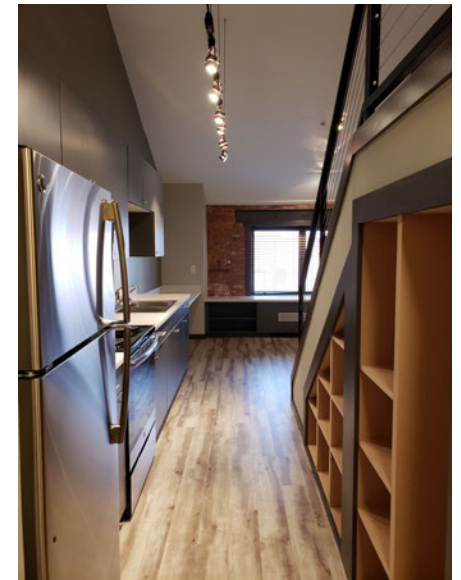
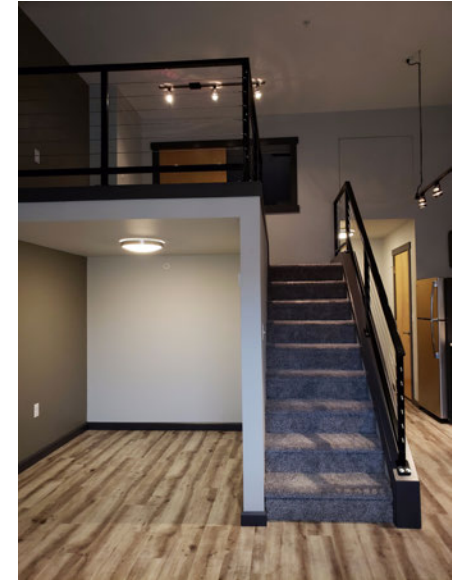
Upper story rehabilitation is a revitalization tool that re-purposes vacant or under-utilized space into new residential uses within existing buildings. Downtown Lewiston already has several examples of this, including two units above the Blue Lantern Coffee House, both of which have years-long waiting lists. Other buildings with upper floor residential include:

- above Moxie Salon at 407 Main Street (4 units);
- in the upper stories of Towne Square at 504 Main Street (9 units);
- above Dominoes at 513 Main Street (4 units);
- in the International Order of Oddfellows Building at 609 Main Street (10 units); and
- in the Breir Block at 633 Main Street (40 units)

Rehabilitating upper story spaces also increases the tax base.

Upper story housing is hugely popular across the country, and can be successfully marketed for its proximity to major employers, as well as downtown's eclectic retail, dining, and cultural opportunities.

To support upper story rehabilitation, the City should evaluate their permitting process to identify opportunities for increased efficiency and clarity, and collaborate with BDL to actively recruit investors. BDL should work with the City to develop clear policies that ease upper story residential development, including a policy that enables overnight parking for downtown residents in public parking lots and clarifies when a developer will be required to make off-site improvements in the public right of way, like remediating a sidewalk vault or developing other public infrastructure.



ARTS & CULTURE

Define the Downtown Cultural District and Activate Space through Art & Programming

Overview

Art can be a key investment driver by branding downtown Lewiston as a cultural district. Identifying and enhancing the cultural district as the community's center for arts and culture will increase its sense of place and identity and support anchor restaurant and retail businesses by increasing consumer traffic on sidewalks.



Defining & Enhancing the Downtown Cultural District

Some areas of downtown Lewiston, especially around the intersection of 5th Street and Main Street, are already a thriving scene for arts and culture. Visitors can engage with murals, street furniture and signage that reflect the key moments in local history. Within the historic core alone there are six arts and culture organizations– the Nez Perce Historical Society & Museum, Lewiston City Library, Liberty Theater, Lewis-Clark State College Center for Arts & History, Beautiful Downtown Lewiston, and the Civic Theatre, which offers acting classes, rehearsals and ticket sales from their box office on Main Street. These organizations form a cultural district in downtown and become gateways for stakeholders to be introduced to the area. Pedestrian-oriented wayfinding should be developed to help visitors on foot navigate to these locations. Art should also be used as an effective placemaking investment to increase the cultural identity of the neighborhood and address blighted areas by replacing dilapidated public space with new public art installations.

Community members expressed a deep connection to the history and historic buildings in downtown Lewiston and reinforced the desire to see historic buildings brought back to life. This is reinforced by public feedback by the artist engagement. Numerous individuals expressed fond childhood memories at the Liberty theater and identified long standing businesses, particularly bars and restaurants, as people's favorite destination in the city. Development of continued active and passive interpretive programming should be a priority for the Lewiston Historic Preservation Commission and the Nez Perce Historical Society & Museum to further cultivate the identity of the historic core as a cultural district.

Strengthening the Arts & Cultural Sector and Arts Organizations

Advocating for the sector

While there are several nonprofit and for-profit entities involved in the arts in the Lewis Clark Valley, there is not an umbrella organization that advocates for the arts sector.

Directors of the arts organizations have met monthly in a loose coalition to coordinate schedules, share information, and develop cross-organizational programming for the last year. This collaboration should continue as a precursor to a Valley-wide arts advocacy organization and be a steering committee in driving conversation on the importance of the arts and cultural sector.

Strengthening arts and cultural organizations

The region's arts and cultural organizations must be strong if they are to be an ally in strengthening the arts and culture scene in downtown Lewiston. According to Jay Dick, the Senior Director of State and Local Government Affairs for Americans for the Arts, creative industries are one of the top employers in Nez Perce County, with about 704 people employed. As a reference, St. Joseph's Medical Center employs around 900. Furthermore, a strengthened arts and culture sector results in tangible economic benefit: each ticket sold for a performance equates to \$16.82 on food and \$4.49 on souvenirs. Jay's evaluation identified the need to strengthen each arts and cultural organization's nonprofit business infrastructure, including:

- Conducting board governance training and continued board education.
- Formation and utilization of best practice board committees, and fully utilizing additional committees at an organizational level.
- Nonprofit financial training for board and staff members.
- Executive director professional development, and a local support system.
- Fund development plans to ensure an even cash flow and diversified revenue streams.
- Regularly scheduled collaboration opportunities to increase communication and build trust between the Arts & Cultural Organizations.

The historic core is a thriving cultural district. The arts community is already organized and should continue to be in the forefront in leading discussion in partnership with the city on investing in new capital and placemaking to solidify their role in the economic success of the city.



Developing Arts & Culture Venues

Based on patron feedback, the local arts and cultural organizations are motivated to focus their programming downtown within walking distance to established restaurants and retail. However, it is challenging to focus programming downtown due to lack of adequate performance facilities in the historic commercial core. Bringing the iconic Liberty Theater back to life as a multi-purpose performance venue is a critical priority that will provide seating for 300 people and a stage upon which small performances, lectures, and films can be offered. A community nonprofit will kick off a multi-million-dollar capital campaign in late 2019.

Revitalization of the Liberty Theater, however, will not cure the shortfall of performance venues downtown, as the Liberty's stage will not be large enough to accommodate a full symphony or theater performance. After the Liberty Theater is revitalized, and as attendance of performances at the Liberty Theater consistently sell out, area arts and culture organizations should work together to explore development of a multi-use performance facility centrally located in downtown Lewiston near restaurants and retail businesses. This should happen through a combination of private endowment funding and public funding through an auditorium district, which could create a revenue stream for the development of auditoriums and community centers.

In addition to a performing arts venue, the community identified an interest in a children's museum located downtown. A gap analysis also identified that there is not an artist studio space with a retail component located in the historic commercial core. Such space should be developed. The City of Lewiston is slated to fund an auditorium district feasibility study as part of its fiscal year 2020 budget to evaluate potential public funding mechanisms to support the growth of the arts and culture district as a whole.



Engaging Arts and Cultural Organization

An early 2019 study by Incite! Consulting documented the engagement of arts and cultural organizations in Lewiston on how to strengthen the arts and cultural sector. Twenty-seven volunteers and staff from eleven arts and cultural organizations gathered for a day-long convening to go over results of the pre-convening survey measuring each organization's strengths. A January 2019 meeting identified ways the organizations can share resources to build the sector, collaborate on programming, and support each other in critical initiatives. Three critical points came from this engagement:

1. Patrons of arts and culture want to attend events in a downtown setting within walking distance to nearby restaurants;
2. A revitalized Liberty Theater will provide a critically needed downtown performance venue that can be used by all of the arts and cultural organizations; and
3. It is not cost-effective to rebuild the Liberty Theater's stage to a size that can sufficiently hold a full symphony or theater performance, and to that end, a performing arts center is desired in downtown Lewiston.

CIRCULATION

Improve downtown circulation with stronger pedestrian connections to calm traffic and encourage private investment

Overview

A vital downtown that's a regional entertainment and shopping destination needs easy access from surrounding areas and efficient circulation within. Access and circulation should be simple and pleasant for drivers, walkers, and cyclists alike. Thoughtful configuration of the streets to prioritize pedestrian connectivity between businesses rather than pass-through vehicular traffic is a tool at the community's disposal that can achieve slower traffic speeds, improve pedestrian and bike safety, and increase business visibility.

These pages outline strategies to improve pedestrian connectivity to Normal Hill and the waterfront and define the process the community should pursue to reconfigure downtown streets to prioritize pedestrian and vehicular circulation in the downtown rather than cut-through vehicular traffic. To pursue each concept, the City should collaborate with BDL and other public agencies to conduct final feasibility studies, preliminary engineering to determine costs and funding allocation prior to final engineering and construction of the revised vehicular circulation pattern and pedestrian amenities.

Pedestrian Connections

Normal Hill is a compact and stable neighborhood that is home to many current and potential downtown users. The waterfront along Snake River Avenue attracts pedestrians and cyclists and is a part of the larger levee trail network in the city. Pedestrian and bicycle improvements are needed to improve access to this network. Connections between Normal Hill and downtown (and on to the waterfront) can be enhanced by investing in improvements to the pedestrian realm at the following key points:

- 1 Pedestrian connections to downtown between 5th and 9th Streets:**

The pedestrian stairs connecting St. Joseph Regional Medical Center (a regional destination employing one out of six employees in greater downtown Lewiston) to New 6th Street are a critical, if uninviting, pedestrian route between Pioneer Park and downtown Lewiston. Through the planning process, the public identified this as a key area for art, historic interpretation and pedestrian amenities. Public safety improvements are needed, with new lighting, increased visibility (removing potential hiding spots), and an accessible pathway to increase use of this important pathway. Prior to investing in these improvements, a more in-depth look at the optimum location should be conducted to achieve the goal of connecting people on foot between the Historic Commercial Core and Pioneer Park and St. Joseph Regional Medical Center.

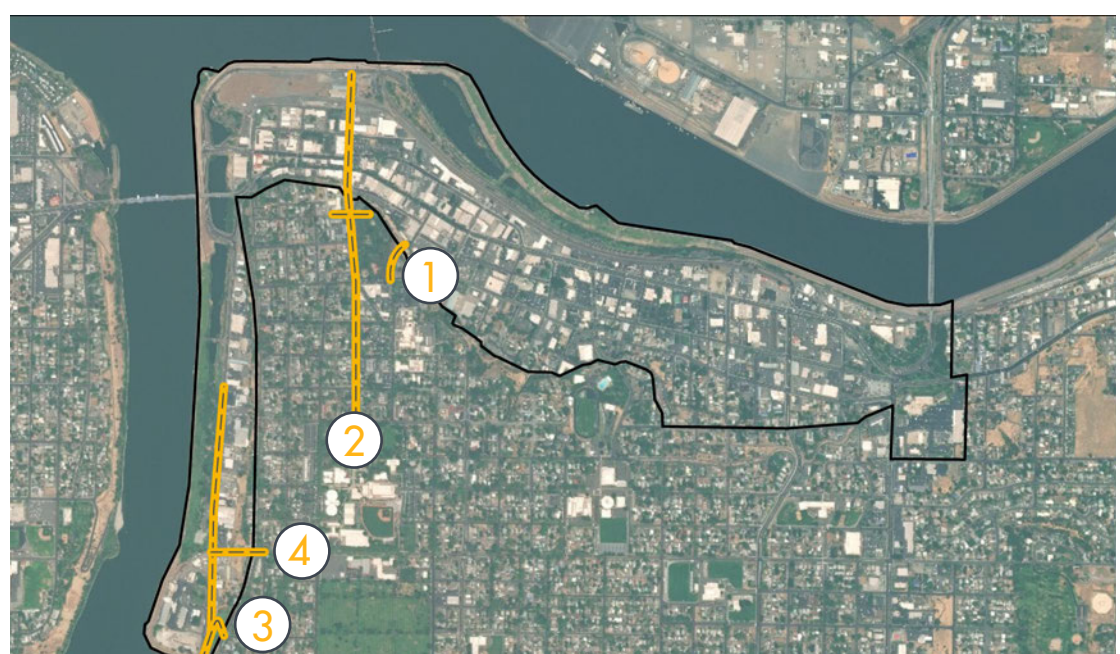
The City of Lewiston is currently 70% complete with design for the reconstruction of the 9th Street grade, a project for which construction is currently unfunded. This project should be funded and include the same pedestrian amenities identified above and below.
- 2 5th Street from Normal Hill to the Waterfront:**

5th Street is a major arterial that connects Normal Hill from Lewis-Clark State College, through downtown past major employers such as Joseph Regional Medical Center, the Lewiston Tribune and on to the waterfront. In addition to the new ADA curb ramps to be installed in late 2019, pedestrian ways along 5th Street should be improved with amenities such as pedestrian-scale lighting, wayfinding, and benches to encourage people to walk into downtown from Normal Hill to the waterfront. Connections to Pioneer Park should also be improved through enhancements to the pedestrian environment. Additional engineering analyses will need to be done to identify appropriate pathways and integrate accessibility improvements.

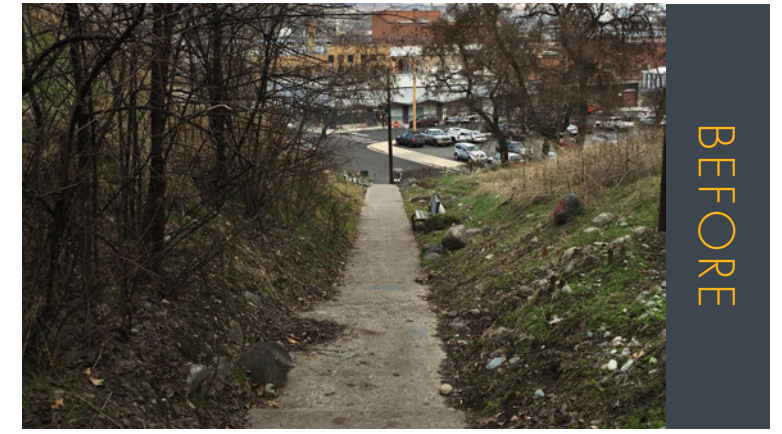


3 14th Avenue South Staircase:
 Thanks to the City's securement of a federal grant, a separate pedestrian pathway for Normal Hill residents will be constructed in 2021 to connect 14th Avenue across Snake River Avenue to Demolay Park and the levee trail. Pathway and safety improvements will enhance the visibility and use of this pedestrian route. This model should be used to pursue future projects that connect Normal Hill to the levee trail system.

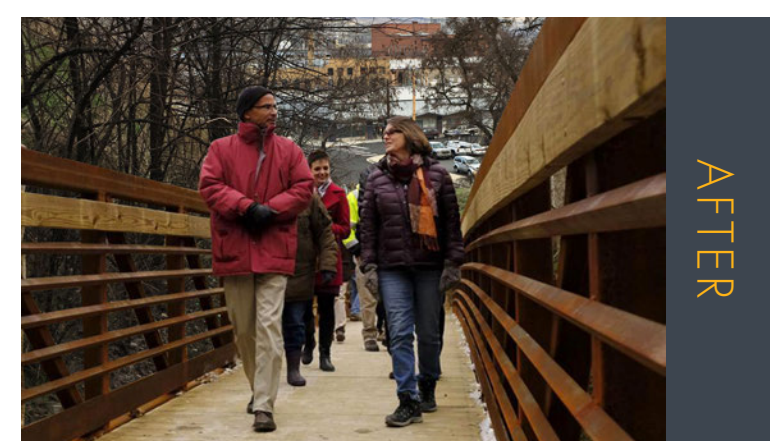
4 11th Avenue Connection to the levee:
 Currently, 11th Avenue from Normal Hill to Snake River Avenue and to Kiwanis Park and the levee beyond has no sidewalks and no bike lanes. A stronger pedestrian and bicycle connection would get kids (and adults) from Normal Hill, across Snake River Avenue and to the levee, from which they can use to bike around downtown to the Library and other destinations. The City of Lewiston has completed design for reconstruction of 11th Avenue from Prospect Avenue to Snake River Avenue and has submitted a grant application for funding to buildout the project. If this application is unsuccessful, the City should work with stakeholders to strengthen the application for the next round of funding while simultaneously seeking ways to self-fund the construction.



Current condition of the 6th Street Staircase



BEFORE



AFTER

Improvements in the existing right-of-way to improve the pedestrian experience

Downtown Lewiston's two lane, one-way couplet creates an undesirable, and at certain crosswalks, an unwelcoming pedestrian environment for customers walking between public parking lots to and between businesses. Additionally, the downtown lacks bicycle friendly routes. Both these elements must be improved to create a desirable downtown environment. The levee bypass, while a desirable vehicular transportation asset, cuts off the downtown from the waterfront, a highly desired community asset. Reconfiguring vehicular circulation is a tool at the City's disposal to resolve these issues. The community needs to make a decision before the 2017 slurry seal of Main and D Streets degrades in 2024-2027 and forces a complete reconstruction of these streets.

Several options exist to reconfigure the vehicular circulation in downtown Lewiston to improve pedestrian and bike connectivity within the City's existing Rights-of-Way. These improvements should be considered with the following community objectives in mind:

- Creating stronger pedestrian-scale connections to the waterfront with pedestrian-scale wayfinding signs and exploring additional pedestrian connections where feasible.
- Partnering with adjacent property owners and BDL to improve pedestrian amenities and safety downtown, and thereby the downtown customer experience, by adding pedestrian-scale lighting, trash cans, benches, and protective bollards on high-traffic gateway streets and pedestrian corridors that connect public parking lots to businesses.
- Improve the pedestrian experience on Main and D Streets between downtown destinations by increasing use of the levee bypass to reduce cut-through traffic volumes. This could be achieved by discontinuing the sequencing of traffic lights, reprogramming the pedestrian buttons on crosswalks to prioritize pedestrians, and continuing to provide police presence to ticket speeders and enforce vehicles stopping for pedestrians in the crosswalk.
- Completing the recommendations of the bike master plan within the Historic Commercial Core, partnering with BDL on developing additional bike amenities, and promoting bicycling as an alternative transportation route through downtown. Additionally, bicycle sharrows, or a roadway marking that indicates to motorists that bicycles share the road, can be added to traffic lanes (as planned in the 2015 Lewis Clark Valley Metropolitan Planning Organization [MPO] Bicycle Masterplan) to encourage bicycle usage and notifying motorists of the preferred side of the road where cyclists will travel on.
- Benefits and impacts of transportation system changes needs to be considered along the entire corridor (1st to 18th) so that no one segment (e.g. 9th or 11th to 18th) is disadvantaged as compared to a different roadway segment (and the adjacent businesses).
- Find quick, easy to implement, short term improvements while longer, more comprehensive studies are underway.



Reconfigure of vehicular traffic flow to improve vehicular and pedestrian circulation

As previously stated, reconfiguring the vehicular traffic pattern is a tool available to Lewiston to create the pedestrian-friendly environment on which destination businesses and an arts and culture district depend and possibly, signal the community's willingness to incentivize development of Twin City Foods (TCF). Several existing plans consider various vehicular circulation concepts that would create this environment, but a complete traffic impact analysis and feasibility study that combines the concepts proposed in the 2011 Downtown Circulation Plan with the 2014 Main and D Corridor Study was not part of scope of work or budget for the Lewiston Downtown Master Plan.

A final plan to efficiently move vehicular traffic to downtown destinations on Main and D Streets and passthrough traffic on the levee bypass needs to be developed. The City should collaborate with BDL and other public agencies to conduct a final feasibility study, including preliminary engineering and cost estimates to determine the best option considering community **objectives** listed on the left (p.32).

One goal of this report should be confirmation that returning Main Street to two-way traffic is in fact the community's preferred concept, with the caveat that the impact to vehicular traffic between 9th and 18th is unknown at this time.

Relocation of the bypass to improve access links between the State Bridge and Downtown is appropriate for a regional analysis. The City and BDL should advocate that the Lewis-Clark Metropolitan Planning Organization conduct the study.



Existing SR-12 Levee Bypass



Existing one-way, two-lane Main and D couplet

Concept 1

Levee realignment with expanded grid, Main Street two-way traffic, and D-Street one way west bound.



INFRASTRUCTURE

Upgrade public infrastructure to support future development

Overview

Utility infrastructure needs to be upgraded to increase the capacity for a higher density of residential units and business activity in downtown Lewiston.

The City of Lewiston should implement utility infrastructure improvements in two areas. First, water utilities should be upgraded with larger pipes to support future population and job growth in the historic core. The economic analysis of downtown Lewiston notes that job growth is twice the rate in the downtown neighborhood compared to the two-county region. Water utilities need to be upgraded to meet the growing number of residents and employees in the region

Second, the City of Lewiston should support the Port's efforts to expand its dark fiber optic network, which provides telecommunication services to businesses.

Using the construction model successfully piloted in Lewiston with the **2015** Infrastructure Repair and Replacement Program, the City should continue to coordinate all construction work in conjunction with other public works projects to minimize construction impacts and to create opportunities for further downtown streetscape improvements

Water

Downtown Lewiston has the oldest water system in the city. Half of the pipes are six inches or smaller in diameter, and generally do not meet commercial fire flow requirements. This puts the City in the unfortunate position of requiring property investors to install more expensive fire suppression systems than would be required if the public water line provided sufficient fire flow.

The City of Lewiston is investing in downtown water infrastructure by replacing 12" water mains from 18th to Jefferson Streets with 18" mains in 2019. The 2018 Water Facilities Plan determined that this project can improve the commercial fire flow into downtown Lewiston. The City should prioritize extending this improvement by lengthening the water main replacement to 5th Street.





Dark Fiber

City utility projects, and road reconstruction projects, present a cost effective opportunity for dark fiber installation. Continued close coordination between the City and the Port is important to make sure capital planning and construction is in sync. BDL, representing potential business users, should promote the special asset and help create demand to encourage continued investment.

Parking

Sufficient parking in downtown is commonly perceived by community members, employees and business owners as a “significant parking problem.” These perceptions are typically based on observations such as:

- “I can’t find a parking space where I can see the business I want to patronize (e.g right in front of the business).”
- “I have to walk too far from my parking space to my destination”
- “I don’t feel safe walking from my parking space because of” (pick one) traffic speeds, lighting, routes, etc.

Sometimes, these perceptions are studied and found to be accurate and other times studies indicate the issue is insufficient parking management/promotion, not insufficient parking spaces.

In 2018, Lewis Clark Valley MPO commissioned LCSC GIS and Image Analysis Center to, essentially, replicate a 2007 Parking Study Completed by Transportation Consultant, Inc. (“Edwards Study”) for comparative purposes. Both studies concluded that downtown has enough public parking spaces that are not near utilization capacity. The 2018 study did not evaluate parking occupancy in private lots downtown. In an effort to leverage these underutilized parking assets to encourage investment, the City of Lewiston does not require development of any new parking with development in the downtown core (9th Street west), with exception of new multi-family residential and hotel development, which is only required to provide half of the standard parking for the rest of the City.



Time	8-9	9-10	10-11	11-12	12-1	1-2	2-3	3-4
Edwards	36%	44%	50%	49%	48%	50%	51%	53%
Current	43%	47%	53%	59%	57%	55%	59%	57%

The original 2007 study also provides a good summary of “brick and mortar projects” and management projects, which are generally more quickly implemented and can yield good results. Key recommendations include:

- parking promotion;
- changing on-street parking time limits from 3-hours to 2-hours;
- add 30- and 15-minute time limit spaces at certain locations; and
- parking enforcement

Given this information, further analysis should be completed for on-street and off-street parking requirements as new development occurs.

The Recreational Vehicle (RV) demographic is important to downtown Lewiston and making it easy for them to visit downtown, through wayfinding and RV parking, is important. There are “edge of downtown” parking spots at Levee Bypass/D Street and informally at Levee Bypass/5th Street.

With a little paint and a small amount of sidewalk/driveway approach reconstruction, the existing D Street City lot could be a welcoming and easily navigated RV accessible parking lot.

TWIN CITY FOODS

Redevelop the Twin City Foods site into a mix of residential and commercial uses

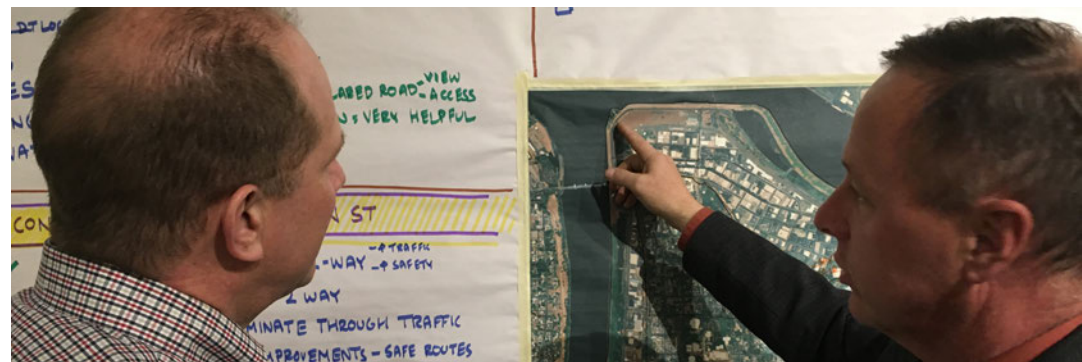
Development Options

The Twin City Foods site is approximately 12-acres located north of Beachy Street, between 1st and 5th Streets and is immediately adjacent to the levee and waterfront. This largely vacant site has significant potential in enhancing the identity of downtown Lewiston as a destination to live, work, and play. The table at right uses current market information to provide direction for considering broad-concept development options for the site. Many development scenarios exist and should be considered with extensive vetting.

An analysis of these options shows that mixed-use residential development can be expected to yield the highest return on investment, bringing more residents downtown, providing additional retail space for new commercial opportunities, and complementing existing uses nearby. This large-scale development will increase downtown's vitality by adding new residences in an attractive waterfront setting with supporting retail, entertainment, and community uses on the ground floors. By building over lower floor commercial and possibly structured parking, it will be more readily possible to achieve the heights on residential floors for remarkable Snake and Clearwater River views.

The City of Lewiston, Urban Renewal Agency, and Beautiful Downtown Lewiston should collaborate to make redevelopment of this site a priority by forming a collaborative task force to pursue development of the site. Infrastructure investments on the site should anticipate urban scale capacity demands.

Anchor	Pros	Cons
Retail Center e.g. Shops, dining, entertainment	Expanded commercial market Re-orient back to downtown (DT)	Market shake-out Low density
Private Destination e.g. Hotel, casino, wine-village	Destination appeal Supports DT core	Sustainability Lower tax base growth per square foot
Public Destination e.g. Performing arts, convention	Destination appeal Cultural identity	Public subsidy No added tax base
Public Open Space e.g. Park, open space (passive or active)	Community appeal Supports other uses	DT land underused No added tax base
Residential / Mixed Use e.g. Housing above retail & parking w/open space	Urban appeal Supports DT core	Needs higher rents Getting river views





Strategic Value

The Lewiston development market is most ready for a phased mix of townhomes, apartments, condominiums, and live-work units. Experience shows that residential rents will adjust up with the market as high-quality development occurs, and will be mutually supportive with adjacent dining, retail, park and cultural amenities. All of these uses should reinforce (rather than compete with) the downtown core, and will serve downtown employers by housing a growing workforce, especially attractive for younger working professionals. Such residential development also provides downsizing opportunities for adults as their children move away. Residential mixed-use development will also provide the maximum taxable value and highest return on investment for the site.

Such development will need to be flexible and phased over time to meet public sector objectives and private market opportunities. At 12 acres, the Twin City Foods site can likely support 200-300 residential units with supporting commercial. This might be all of the multi-family residential demand for all of Lewiston for as many as five years. Lewiston saw 111 multi-family units built over the last three years. This has included 82 residences in 5 projects of 6-36 units, with the remaining 29 units consisting of smaller (primarily duplex) projects. The site should also include public benefits, such as new park amenities and community spaces as an integral part of the plan.



Conceptual Site Plan

The rendering below depicts one of many potential development scenarios on the Twin City Foods site.

- 1 Open Space / Playground Space
- 2 New Performing Arts Venue
- 3 Surface Parking
- 4 New Streets
- Multi Family-Residential
- Mixed Use



Visualizing Twin City Foods Potential

The illustration on the previous page, presents a conceptual site plan to highlight development potential and the mix of uses possible on the Twin City Foods site. The illustration at right, presents a before and after image of that development scenario in street view. Please note that these illustrations do not represent any current development plans for the site, but rather an example of what such a development could look like based off community feedback from the Master Plan Charette.

Development of the Twin City Foods site will require support from public and private partners. The City of Lewiston and its Urban Renewal Agency can facilitate action by preparing a master plan for site redevelopment, establishing an infrastructure funding program (with a limited financial guarantee designed to secure funding), gaining control of the site, requesting redevelopment proposals, selecting a developer, and monitoring performance over the course of redevelopment. BDL should collaborate with the public sector and work to actively recruit visionary investors for the Twin City Foods site.

On the private side, the current property owner is responsible for disposition and clean-up. New private investors can participate in master planning; submit development proposals; negotiate disposition and development agreements; and ultimately finance, build, and maintain new uses.

Finally, it should be acknowledged that it could be a long time before a plan and subsequent development for the Twin City Foods site is realized. Temporary uses of the site consistent with the intents and purposes of the waterfront plan and the Form and Impact Based Zoning should be explored to help downtown residents envision potential uses at the site, build public support for the site and support local businesses in the area. Example of temporary uses include, performing arts events, public art installations, and small business pop ups.



CATALYTIC LEADERSHIP

Private and public leadership to stimulate action and investment

Collaboration

Bringing these actions to reality will require focused and dedicated leadership. The City of Lewiston, Urban Renewal Agency, private sector, and Beautiful Downtown Lewiston must each play distinct and complementary roles in implementing this master plan. Most of all, these groups need to work in harmony. Just like the funding from this plan was collected from multiple sources, Lewiston's public agencies and civic organizations must collaborate with downtown stakeholders to bring it to reality.

The following pages provide an overview of key actions from each group to downtown leaders.



City of Lewiston

The City of Lewiston should visibly embrace downtown Lewiston as a top priority for the community's future economic prosperity. Specifically, the City should:

- Move forward with the infrastructure improvements outlined herein.
- Provide development incentives for downtown projects. These might include expedited permitting, supportive infrastructure improvements (like utilities, parking, transportation upgrades, etc.).
- Actively encourage private investors by providing feasibility studies, site acquisition and assembly, facilitating introductions and collaboration, loans, and/or grants for priority projects.
- Fund ongoing downtown management, initially through direct support and ultimately through creation of a property-owner funded assessment district.
- Continue to provide a police presence in downtown Lewiston to improve neighborhood safety and address nuisance behavior and quality of life issues.
- Develop a parking management organization with the authority and resources to manage parking.





Urban Renewal Agency

Lewiston is lucky to have its Urban Renewal Agency in place. Urban renewal plays an important role in “promoting economic development, creating jobs, and improving the tax base.” Public investments are targeted to facilitate “development of underdeveloped properties and eliminate blighted conditions.” Lewiston has four active urban renewal areas (Downtown, Main East Main, East Orchards Sewer, Bryden Avenue).

The downtown Revenue Allocation Area has a tax assessed valuation of over \$35 million as of 2018. This is 10 times the roughly \$3.5 million in assessed valuation noted at the time of district formation in 2006. The distribution of tax increment (as of FY 2019) is about 61% from the City, 33% from the County, 5% from the school district and 1% from the Port.

More than \$5 million in revenues from the Downtown Revenue Allocation Area have supported rebuilding 1st and 5th Streets, cash match for flood control, and other downtown infrastructure improvements. The URA plans to pay off the remaining bonded indebtedness for those projects employing an accelerated repayment schedule—with retirement likely by 2022, which is five years ahead of the RAA’s termination date of 2027.

Two options exist after the current bonds are paid off. In option 1, the URA, the City, and Nez Perce County could revisit the mediated agreement signed in 2015 and consider not re-setting the tax increment base to keep the increment flowing to the downtown URA district to enable investments in needed infrastructure. Or, if these agencies are unwilling to consider option 1, under option 2 the Urban Renewal Agency should terminate the existing Urban Renewal Area upon repayment of the existing debt rather than wait out the additional five years doing small projects. The URA should then form a new Revenue Allocation Area, setting new tax base for a similar geographic area and then continue to use urban renewal funding as a major catalyst for vital improvements like those outlined in this plan.

Private Sector

Private property and business owners should recognize and invest in downtown Lewiston’s substantial opportunities. In many ways, downtown Lewiston’s existing property and business owners have the most to gain from the actions outlined in this master plan. Property values and rents will rise. Increased pedestrian traffic will increase the number of customers and sales. Demand for downtown housing and office space will grow.

But, to make this happen, downtown’s property and business owners need to step up. Opportunities for private sector stakeholders to make a difference include:

- Invest in individual building and/or business upgrades. Nothing is more encouraging of progress than the examples set by neighbors and colleagues.
- Get engaged in Beautiful Downtown Lewiston as a dues-paying member, active volunteer, committee member, and/or in a leadership role on the board of directors.
- Support downtown events through sponsorship, active participation, employee involvement, and displaying event posters.
- Support an ongoing management district to provide sustainable operating support for Beautiful Downtown Lewiston and its programs.
- Invest in downtown Lewiston’s growth by forming or joining a team of local investors in a major project.

Beautiful Downtown Lewiston

Beautiful Downtown Lewiston should step up its activities as a powerful champion for Lewiston’s economic and cultural heart. This means providing stable funding that enables the organization to pursue its objectives while minimizing the organization’s reliance on fundraising to accomplish its goals. Beautiful Downtown Lewiston should be everywhere — encouraging private investment; facilitating development; securing funding for new capital transportation and utility improvements; inspiring and/or managing a multitude of downtown activities; and making it clear to everyone that downtown Lewiston is everybody’s neighborhood.

Specifically, Beautiful Downtown Lewiston should:

- Ensure continuity of professional staff by creating the funding necessary to offer the organization’s Executive Director and a full-time program staffer a compensation package competitive with the public sector and similar positions in comparable communities.
- Continue to build relationships with public sector staff and elected officials to enable the organization to effectively advocate for the actions in this master plan with the community’s public agencies and regional partners.
- Play an active role in promoting downtown development by making introductions among potential allies and finding funding for feasibility studies and other supportive analysis.

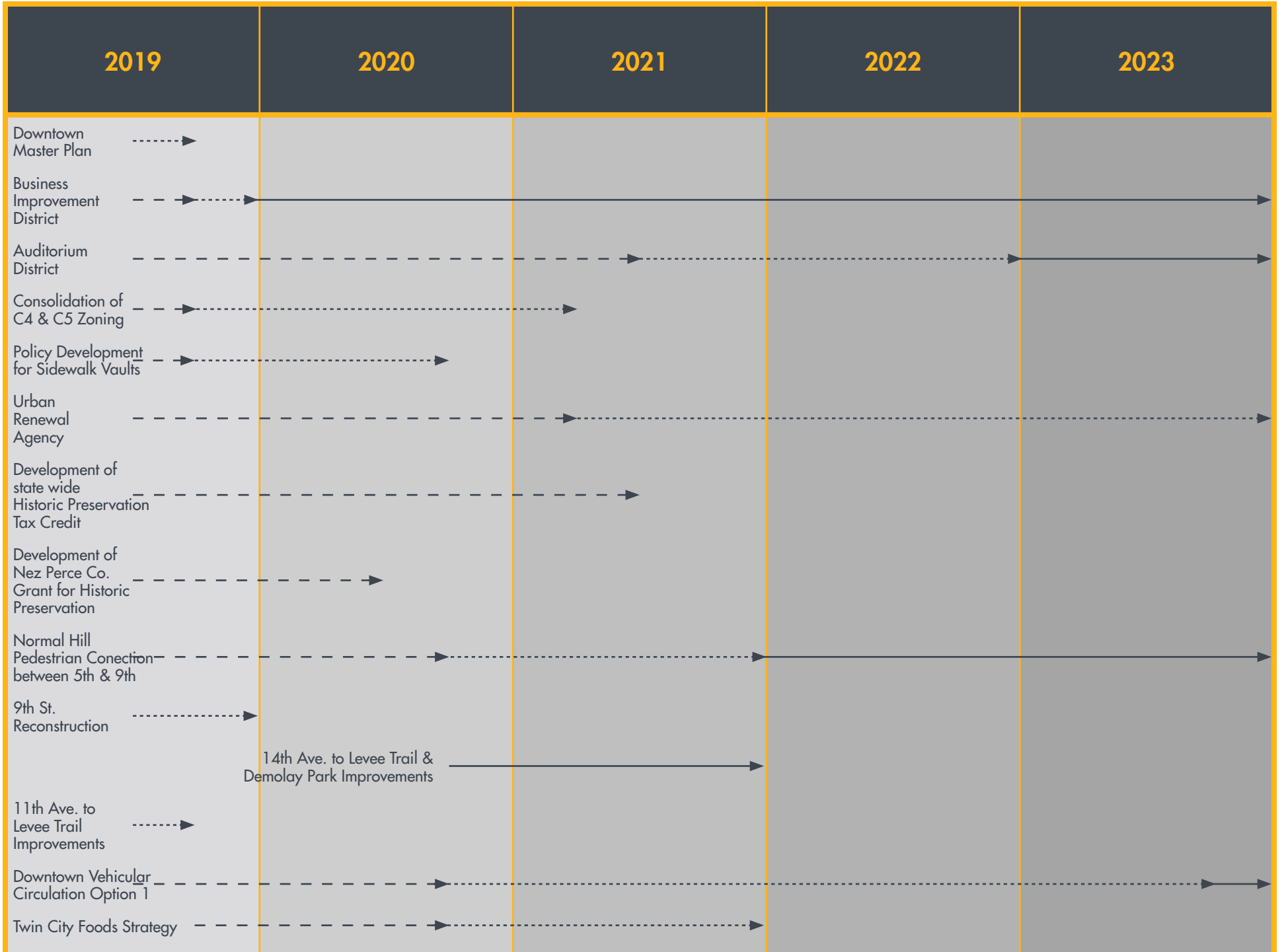


- Visibly celebrate successes in community events, property and business investments, public policy action, and everything else.
- Build support for a property assessment district to augment Beautiful Downtown Lewiston’s ongoing operations and programs.
- Develop a strategic plan for the organization that identifies the goals, objectives, and activities the organization will undertake, and the resources necessary to do so, to move this Master Plan forward.
- Take a hard look at the organization’s events to evaluate their impact on the businesses BDL serves and hone BDL’s events down to 4-6 really excellent events.

Implementation

The timeline on the following page highlights a series of implementation steps identified from the downtown planning process. It includes specific projects and processes the City of Lewiston, Urban Renewal Agency, Beautiful Downtown Lewiston, and private sector should undertake to ensure that key actions from this plan are implemented. The proposed timelines are not concrete, and should only be used as a general timeframe of when major projects should begin and end.

IMPLEMENTATION TIMELINE



This is a preferred timeline, based on allocation of resources





**LEWISTON DOWNTOWN
MASTER PLAN**