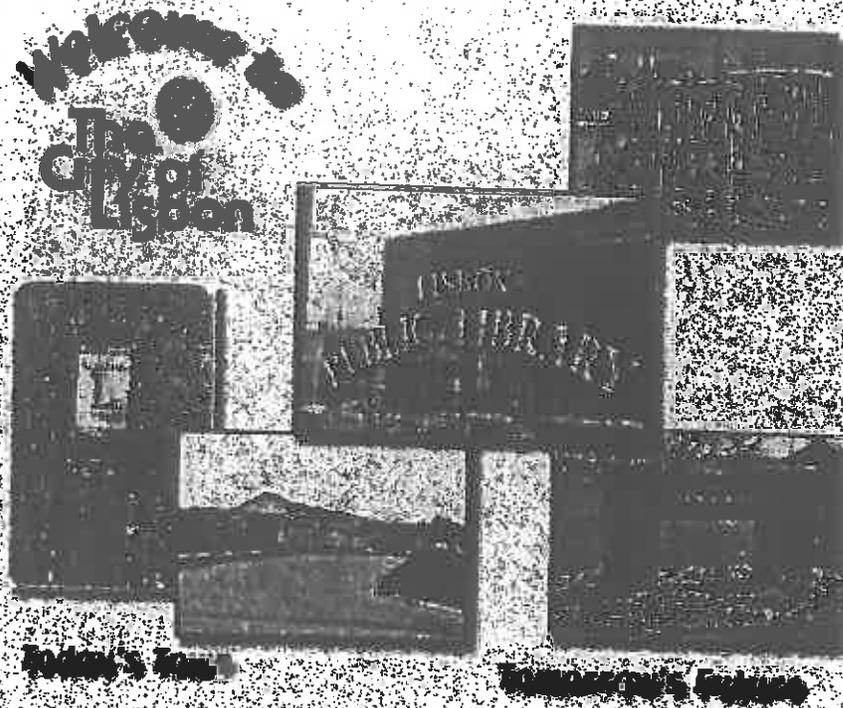

THE LISBON COMPREHENSIVE PLAN CITY OF LISBON, IOWA

2002 - 2022



Prepared by the Lisbon Planning & Zoning Commission
with the East Central Iowa Council of Governments

For the City of Lisbon

**Acknowledgments
for the Lisbon, Iowa
Comprehensive Plan 2002**

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Lisbon, Iowa

RESOLUTION NO. _____

**RESOLUTION OF ADOPTION
Comprehensive Plan 2002**

WHEREAS, the Lisbon Planning and Zoning Commission has prepared this plan with assistance from the East Central Iowa Council of Governments (ECICOG); and

WHEREAS, the plan was written to include the following components: population, housing, environment and natural resources, infrastructure and public facilities, transportation, annexation policies, existing and future land use, and City goals and objectives; and

WHEREAS, said Planning and Zoning Commission has duly held a public hearing and recommended the plan's adoption by the City Council of Lisbon, Iowa.

NOW, THEREFORE IT IS HEREBY RESOLVED by the City Council of Lisbon, Iowa, after duly holding a public hearing, to adopt said plan as the official future planning document of Lisbon, Iowa.

BE IT FURTHER RESOLVED that said plan shall be placed on file in appropriate places and provided to appropriate officials for reference purposes for the deliberation of land use issues and enforcement of land use ordinances as hereafter may be adopted by Lisbon, Iowa.

PASSED AND APPROVED this 22nd day of July, 2002.

SIGNED: _____ /s/ _____
Mayor
City of Lisbon

ATTEST: _____ /s/ _____
City Administrator
City of Lisbon

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PREFACE

THE LISBON PLAN

The Lisbon Comprehensive Plan was completed as a result of an agreement between the City of Lisbon and the East Central Iowa Council of Governments. This document contains information essential for planning efforts in the City, including land use policies and objectives. It will serve as a coordinated guide for continued planning and development in order to manage growth and make the most efficient possible use of the City's resources.

This document will also serve as a reference and guide to other research or grantsmanship carried out by City leaders for the general betterment of the community.

The East Central Iowa Council of Governments appreciates the efforts of the Lisbon Planning and Zoning Commission members who have contributed their time and ideas to the formulation of this plan. Also, special thanks should go to many citizens of Lisbon. Their input has made this document a pertinent and meaningful plan which represents the needs and desires of the people in and around the City.

PREFACE

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AUTHOR'S NOTES

THE LISBON PLAN

There is an overriding theme to the Lisbon Comprehensive Plan. It is based on the results of the town meeting with residents of Lisbon and the numerous public meetings with the Planning and Zoning Commission. The overall theme of the plan involves maintaining the small-town atmosphere while accommodating the projected population and economic expansion of the City. This fundamental issue is addressed throughout the Plan.

Overall, the plan provides for growth in appropriate areas (contiguous extensions of the existing community) to protect against sprawling development and the loss of prime farmland and natural areas.

The Plan includes seven chapters, corresponding to the City's most important physical development issues. Within each chapter, there are specific sections focused on important community issues such as housing, infrastructure and land use. This enables the Plan to assist the City's growth in a manner consistent with the traditional character of the community. The intent is that new development will fit into the existing town fabric and help reinforce the local sense of place.

T H E L I S B O N P L A N

This plan is intended to be a guide for the City of Lisbon to coordinate growth and development over the course of the next twenty years. The plan is focused on the area within the current city limits and in the surrounding future growth boundary outside the city.

The plan includes an in-depth look at the city's population, housing, economic base, transportation, public and recreational facilities, physical infrastructure and current and future land uses. In addition, broad city-wide goals are outlined and policy guidelines are recommended to achieve those goals. The plan, however, is not meant to be a strict blueprint, but rather a guide for officials in their decision making.

This document looks twenty years into the future, and offers a framework for growth and development during that period. This plan is not a regulatory document, but a policy document. By considering the impact of future development well into the 21st century, a community direction can be established to guide the development of regulatory tools such as zoning ordinances, subdivision regulations, housing and building codes and annexation procedures.

The plan has two fundamental purposes. First, it presents a unified vision for Lisbon articulated from the hard work and participation of the citizens who devoted their time and effort toward creating this plan. Secondly, it provides the legal basis for land use regulation such as zoning and subdivision ordinances.

T H E P L A N N I N G P R O C E S S

The Lisbon Plan is the culmination of a year-long planning process that involved citizens in and around the community in creating a vision for the future of Lisbon. The process was managed by the East Central Iowa Council of Governments through monthly public work-sessions.

The first part of the process involved assessing the City's current position. This includes the analysis of census data, population trends and housing and economic development issues. From there, public meetings were held to establish a common vision and reachable goals for the next twenty years. Finally, action steps and an implementation schedule were created to achieve the stated vision.

Provisions should be made for amending this document as policies and data become outdated. This authority should be used with discretion, however, since much of the value of the plan can easily be lost through frequent or arbitrary changes. Amendments may be proposed by the Planning and Zoning Commission, the City Council, or by concerned citizens. Any proposal must always be referred to the zoning commission for consideration and recommendation to the Council.

It is also recommended that the entire plan be carefully reviewed annually to insure that the data and land use maps are updated. Policies may have to be updated as well. The review may be simple if the City has not grown in the years prior to the review or it may be more elaborate following a period of rapid growth or change. The results of the review and revision may very well mean changes in the zoning ordinance or other developmental tools.

The planning process should be an ongoing endeavor. The success of this plan will require the support of citizens as well as the City Council. Cooperation from the public and private sectors will provide long-term benefits to the entire planning area and ultimately the City of Lisbon.

Successful communities do not just happen. They must be continually shaped and guided. New issues and opportunities will inevitably arise. While no plan could possibly foresee every issue, the goals and strategies developed in the Lisbon comprehensive plan will provide flexibility for city officials and area residents in successfully planning for the future.

TOWN MEETING

The crucial element in a comprehensive plan is ensuring that the wishes and hopes the residents hold for their town are represented in the content of the plan. If this plan did not accurately reflect the needs and desires of Lisbon residents, the plan would have little value. This meeting was held at the beginning of the planning process for two reasons:

- The critical elements for the future of Lisbon are identified early in the process making sure that appropriate problem identification occurs at the very beginning;
- Public participation is crucial for creating an effective and appropriate plan. By having the town meeting at the beginning of the process, every Lisbon resident has an opportunity to direct a future vision for the City.

The town meeting was held on October 17th, 2001. The meeting was attended by approximately 25 residents who gave their time and energy to identify a future vision for Lisbon.

The following are strengths and challenges for Lisbon listed and prioritized by the participants (the Plan Appendix will contain each group's list created during the meeting):

STRENGTHS	CHALLENGES
Small town atmosphere (sense of community)	Controlled growth
Good school in town	Maintain good points of Lisbon
Community involvement and pride	Maintenance of downtown
Low housing costs and costs of living	Walking, biking and sidewalks
Quality of life - good place to live	Lack of retail and restaurants
Friendly caring people	Revitalization of industrial park
Good downtown	Attract quality residential developer
Location along major roads	Residential upkeep
Low crime rate, quiet and clean	Telecommunications improvements
Nice Library	Business retention
Proximity to larger cities	Not enough entertainment for youth Bedroom community vs. small town

STRENGTHS AND CHALLENGES

Lisbon's location fifteen minutes east of the Cedar Rapids metro area defines how residents see their community. Many residents live in Lisbon to take advantage of the amenities of a large population center without having to pay the costs associated with traffic, taxes, and development. These benefits are being challenged by increased development and population growth. As a result of these forces, many Lisbon residents want to manage the growing population while others feel additional growth and development is necessary to maintain the City's vitality. This provides the context for the challenges Lisbon will face over the next 20 years.

The challenges facing Lisbon are the challenges many small communities face when confronted with the prospect of new development. How can growth continue without compromising the small town atmosphere residents have come to expect and appreciate? This is the crucial question the plan will address.

PRESERVING A SENSE OF PLACE

The Quality of the Built Environment

Assuring quality of life for current and future Lisbon residents begins with good design of residential and commercial developments. Beyond good schools and public services, quality of life means nice, pedestrian neighborhoods, parks and open space, trails for biking and walking, and appropriately designed commercial areas.

Good design means that future development adapts to the topography of the Lisbon landscape. Mature trees are incorporated into new neighborhoods, while woodlands and wetlands are preserved for recreation and wildlife.

Development Concepts

The most effective way to insure the quality of the built environment is to require that future development maintain the small town quality Lisbon presently enjoys. This is best accomplished using a *Compact, Incremental Design Framework*. This approach maintains the small town character of the area by utilizing compact, contiguous growth to existing development.

When new development occurs, it should, wherever possible occur incrementally, or contiguous to existing development. Growth of this nature will reduce capital outlay and maintenance costs to the City by allowing short, economical extensions of municipal infrastructure (sewer, water, street, sidewalk, etc.) which serve the new neighborhoods. Incremental growth will also save open land and areas better suited for agricultural or other use.

The City should insure that each new development can reasonably flow into the existing community. This maintains street continuity as well as creating a sense of community between new development and the existing City.

In addition, the City should focus on preserving significant natural features of the landscape as permanent, common open space. The City's subdivision standards should include requirements for conserving natural drainageways, woodlands, and wetlands.

Current development patterns typically obliterate the natural environment by subdividing all property into private lots. If current patterns continue in Lisbon, the small town character so valued by residents will be lost. Therefore, the City should insure that open space is preserved and that future development is consistent with the small town feel of Lisbon.

In order to adapt a new development concept to Lisbon, a survey should be undertaken to identify land preservation areas as well as future growth areas. This will be accomplished during the planning process by undertaking an existing land use and natural areas survey to map significant natural features and potential growth areas.

By utilizing a compact, incremental design framework and preserving significant natural features, Lisbon can maintain the quality of life which is attracting new residents every year.

The previous chapter provided a preferred development concept for the City. Without specific criteria for the preferred character and type of character, land use controls (zoning and subdivision ordinances) will not serve the best interest of the community. Therefore, it is important to identify a preferred vision for the future of Lisbon. This begins with an overriding policy statement for the City:

Growth and development should continue, but neither at the expense of the integrity of the existing community nor at the expense of the small town character.

How can this seemingly contradictory statement be realized? Continued growth and development implies Lisbon should become physically larger. "Small town character" implies Lisbon should remain small. This incongruous theme can only be accomplished through the clear identification of community values. The establishment of values provides the opportunity to pursue growth and development where appropriate and limit or restrict growth as necessary.

COMMUNITY VALUES

Small Town Character

During the town meeting in Lisbon, a majority of participants identified "small-town atmosphere - sense of community" as an important element in their quality of life. In 1990, the population of Lisbon was 1,452; in 2000, the population was 1,898. For communities experiencing 31 percent growth in one decade, maintaining a small town atmosphere becomes a difficult proposition.

Lisbon, like many faster-growing communities, is experiencing a transition between the small town it has been and a larger town that increased growth causes. Many residents see this transition as a double-edged sword. Growth means more housing opportunities and the ability of the city to provide additional services; it also means additional traffic, increased density and the City having to provide additional services.

A significant element of this plan is a consideration of how this growth can occur without compromising the traditional character of Lisbon. In short, protecting the small town atmosphere.

In protecting the quality of the built environment, the plan should provide the guiding policies for development in the City. It is the zoning and subdivision ordinance that implements the vision of the plan. As such, specific principals are provided here in an effort to provide a clear and logical basis for future zoning and subdivision ordinance

revisions. Later, the plan will discuss the reasons for the policies and will offer steps to achieve the stated goals.

OVERALL COMMUNITY DEVELOPMENT PRINCIPALS FOR THE CITY OF LISBON

Land Use Principals

- **Compact, incremental development should be used to maintain the small town character of the area.** This development approach utilizes compact, contiguous, growth to maintain the small town feel through traffic patterns, trails and sidewalks.

Tools: Zoning ordinance, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Zoning Administrator

- **Conserve natural drainageways, provide community recreational and open space, and promote watershed protection.** This will lead to the protection of open space in and around the City as well as protecting the water supply.

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, City Engineer

- **Promote development which is both sustainable and livable.** Maintain a proper balance of development types (i.e. commercial, residential, industrial) and encourage development with mixed land use types. Encourage pedestrian/bike trails and greenways throughout the City.

Tools: Zoning ordinance, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Economic Development Group or Chamber of Commerce

Land Use Objectives

1. Future development should be next to existing development.
2. Growth should occur in areas which can be easily served by infrastructure.
3. Overall density should comply with the zoning district.
4. Individual lot size dimensions, including lot width, could be reduced from the requirements of the zoning district to be devoted to common open space or other community facilities.
5. Developers should be responsible for open space dedication. Planning, landscaping and maintenance for open space should be shared by the resulting development and the City of Lisbon.

Land Use Objectives continued:

6. Where appropriate, mixed-use development should be allowed.
7. Sidewalks and trails should be incorporated into all new developments
8. Ensure the number and location of neighborhood parks keep pace with new development

Development Character Principals

- **Existing mature trees should be preserved and incorporated into new developments.** Open space and/or park dedication should be incorporated into every new subdivision.

Tools: Subdivision Ordinance, Zoning Ordinance

Key Players: City Council, Planning and Zoning Commission

- **Encourage quality single-family design and avoid “cookie-cutter” housing developments.** Lisbon should pursue the creation of design standards to insure high-quality neighborhoods, and compatibility between new and existing neighborhoods.

Tools: Design Standards

Key Players: City Council, Zoning Administrator

- **Mixed-use development should be encouraged.** This would include single- and multi-family uses as well as residential and neighborhood commercial uses. For commercial use, Main Street should be the focus of commercial use in Lisbon. However, as the central business district reaches capacity and the City physically grows outward, small service oriented businesses should be encouraged to serve new development .

Mixed-use development should be properly planned to insure compatibility between uses. They should be at a neighborhood scale to fit with surrounding uses. By providing shopping opportunities within walking distance to local neighborhoods, small-scale commercial activity helps reduce traffic congestion, encourages pedestrian activity, and provides needed services to newly developing areas. Neighborhood commercial is limited in size and operation to insure compatibility with adjacent neighborhoods.

Tools: Zoning Ordinance

Key Players: City Council, Planning and Zoning Commission, Economic Development Group or Chamber of Commerce

- **Protect and enhance the entrances into the community.** The City should ensure careful planning goes into developments leading into the community. Gateways into the community should be established on Highway 30 (both east and west entrances) and the main southern entrance on X-20. This may include attractive welcome signs

with appropriate landscaping. The City could coordinate signs around the community to give directions to major attractions. The gateway on X-20 could be designed to coordinate with the new water tower.

Tools: Design Standards, Nuisance Ordinance, Subdivision Ordinance, Grant Opportunities

Key Players: City Council, Planning and Zoning Commission, City Administrator

Development Character Objectives

1. Proper buffering (landscaping, setbacks, etc.) should occur between single-family residential developments and commercial development and high volume streets such as arterial and collector streets.
2. Neighborhood commercial activity should occur through planned area developments (PAD) with standards in the zoning ordinance.
3. Design standards should focus on housing styles and materials including the establishment of site plan review.
4. Enforce nuisance ordinance and develop a non-compliance plan to protect entrances into the community.
5. Ensure that new development does not diminish Main Street's role in the community.

Environmental Sustainability Principals

- **Streams should be preserved or restored with appropriately landscaped native vegetation.** By creating a variable width, naturally vegetated buffer system along all waterways, an interconnected network of open space will provide habitat for wildlife, buffers for clean water, trails for recreation, and added flood control.

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission

-
- **Conserve natural drainageways, provide community recreational and open space, and promote watershed protection.** This will lead to the protection of open space in and around the City as well as protecting the water supply.

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Public Works Director

-
- **Existing mature trees should be preserved and incorporated into new developments.** Open space and/or park dedication should be incorporated into every new subdivision.

Tools: Subdivision Ordinance, Zoning Ordinance

Key Players: City Council, Planning and Zoning Commission

Environmental Sustainability Objectives

1. Drainageways and buffered areas should be delineated during the platting process.
2. Riparian greenways should be landscaped with trees and natural vegetation and include pedestrian/bicycle trails for pedestrians.
3. Lots and streets should be designed around important existing natural features.
4. Incorporate appropriate landscaping, open space and tree planting in new developments to control water drainage.
5. The subdivision ordinance should be updated to reflect open space and development policies.

Transportation Principals

- **The transportation system should connect neighborhoods to one another.** Isolated subdivisions should be avoided by encouraging the use of alternatives to cul-de-sacs. Streets and sidewalks should connect with existing neighborhoods.

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Public Works Director

- **Adequate opportunity for pedestrian and bicycle travel, as well as automotive travel, should be provided.** Encourage pedestrian/bike trails and greenways throughout the City.

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Zoning Administrator

- **Street continuity should be maintained for proper cross-community mobility.** Convenient access to new developments and main activity centers should be provided.

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission

- **Where ever possible, link new development on the outer edge of the community to the Central Business District.** Convenient access to Main Street should be provided in all new developments. This can be accomplished through transportation routes with easy access (through streets and proper signage).

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission

Transportation Objectives

1. Sidewalks and trails should be incorporated into all new developments connecting parks and activity centers.
2. Discourage the use of cul-de-sacs
3. Streets should be designed around important existing natural features.
4. Future streets should be designed to reasonably flow into the existing portion of town.
5. Future streets should, where ever possible, link new development to the Central Business District.

Economic Development Principals

- **Promote job creation.** Work with area economic development groups and chambers of commerce to attract new business and industry to the City.

Tools: Updated telecommunications, technology (web site, etc.)

Key Players: City Council, Economic Development Group, Chamber of Commerce, City Administrator, Workforce Development

- **Promote job retention.** Focus on revitalizing and maintaining Main Street and the City's industrial park for continued commercial and industrial hubs.

Tools: Main Street Plan, Industrial Park Plan

Key Players: City Council, Economic Development Group, Chamber of Commerce, City Administrator, Workforce Development

- **Promote small scale, neighborhood commercial uses.** Neighborhood commercial should be small in scale and within walking distance to serve a specific neighborhood.

Tools: Zoning Ordinance

Key Players: City Council, Zoning Administrator, Planning and Zoning Commission

- **Promote Main Street development.** Work with area economic development groups and chambers of commerce to attract new businesses along Main Street and work to retain existing businesses.

Tools: Main Street Plan

Key Players: City Council, Economic Development Group, Chamber of Commerce, Workforce Development

- **Main Street should be user friendly and walkable.** Any revitalization efforts along Main Street should include adequate space for pedestrian walkways and green space to

attract residents. Small trees could be planted on Main Street to create a friendly environment along with appropriate street lighting and benches.

Tools: Main Street Plan

Key Players: City Council, Economic Development Group, Chamber of Commerce

Economic Development Objectives

1. Update zoning ordinance to allow planned area developments (PAD).
2. Ensure adequate infrastructure (sewer, water, street, telecommunications, etc.) capacities to encourage business and industrial growth.
3. Ensure adequate housing capacities to serve increased population due to new business and industry. In addition, ensuring safe, quality housing for Lisbon residents.
4. Promote Main Street revitalization and ensure that new development does not diminish Main Street's role in the community.

POPULATION TRENDS AND PROJECTIONS

A planning program for the physical development of a community must be based upon the requirements, both present and future, of the citizens living in the area. In order to establish what these requirements will be, it is necessary to know as accurately as possible how many people will be living in the area in the foreseeable future.

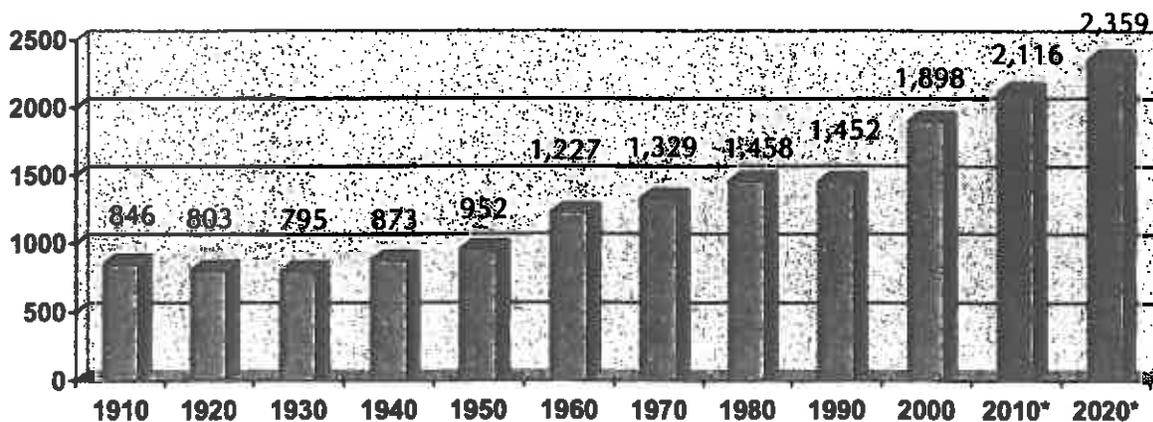
Precise predictions of future populations, of course, are not possible. However, a reasonable, reliable forecast can be made on the basis of past studies, population trends over the years, and current, observable patterns. This is essential in arriving at reasonable goals and objectives with respect to services and overall development.

POPULATION TRENDS

The City of Lisbon has seen steady population growth since the early 1900's. For a graphic illustration of this fact, please refer to Chart 4.1 below.

According to the U.S. Census, Lisbon saw a 31 percent increase in population from 1990 to 2000 bringing the City's population to 1,898 people. The population is expected to eclipse 2,000 residents by the next census.

Chart 4.1 - City of Lisbon Population Trends (1910 - 2000)



Source: U.S. Census

* Note: Years 2010 and 2020 are projected numbers

Lisbon population growth during the last ten years may be due in part to residents who work in the Cedar Rapids metropolitan area but want to live in a small town setting. The population growth of the region is expected to support continued Lisbon growth during the life of the plan.

POPULATION PROJECTIONS

As stated before, population projections can be used to plan for the appropriate level of services for future development. When used cautiously, population projections provide an estimate of future growth barring any unforeseen significant change in the economic or social composition of the community.

Table 4.2 - Lisbon Population and Developable Land Projections

Linn County Population Projections							
	1990	2000	90-00 Change	2010	00-10 Change	2020	10-20 Change
W & P*	168,767	191,701	22,934	203,170	11,469	220,920	17,750
FLC**	168,767	191,701	22,934	204,221	12,520	224,650	20,429

Lisbon Population Projections							
W & P (as share of projected County Growth)	1,452	1,898	446	2,012	114	2,187	175
FLC (as share of projected County Growth)	1,452	1,898	446	2,022	124	2,225	203
Geometric***	1,452	1,898	446	2,481	583	3,243	762
ECICOG****	1,452	1,898	446	2,116	218	2,359	243

Developable Land within Lisbon (acres) ^							
Undeveloped Acres (W & P)		560		545		520	
Undeveloped Acres (FLC)		560		544		517	
Undeveloped Acres (Geometric)		560		485		383	
Undeveloped Acres (ECICOG)		560		532		499	

* W & P (Woodes and Poole Economists)

** FLC (Freilich, Leitner, and Carlisle: planning consultants)

*** Geometric means that growth occurs at a constant rate, like the compounding of interest in a bank account. It is highly unlikely that Lisbon could maintain such a growth rate well beyond the year of 2005 due to the projected County growth rate.

**** ECICOG projection is based on migration, birth and death rates for the City of Lisbon

^ In 2000, approximately 560 acres are within the current Lisbon boundary, undeveloped and potentially available for development. This chart assumes that land will be developed at the current allowable density of three lots per acre and does not take into account commercial, industrial or recreational development or rights-of-way.

The above table shows the population projections of Linn County and Lisbon, as well as the projected amount of developable land in Lisbon as the population grows. As the table shows, when the population grows at the current allowable densities, the developable land

decreases. ECICOG projects the population of Lisbon by the year 2020 to be 2,359 people with nearly 500 acres of land left to develop within current boundaries.¹

Housing issues will also affect a projected population increase. As seen in the next section of the plan, several housing needs will play a role in whether Lisbon reaches the projected growth rates.

As stated before, population projections should be used cautiously. Changes in local, state and national economies can have a profound affect on population counts. With the proximity to major employment and retail centers, the City's population should withstand changes in the national economy and could eclipse the Plan's projected total.

POPULATION FINDINGS

- ❖ Steady population increases since the early 1900's
- ❖ 446 new residents from 1990 to 2000
- ❖ The population is expected to eclipse 2,000 residents by the next census (2010)
- ❖ Lisbon should prepare for a population of approximately 2,500 residents by the year 2020.

H O U S I N G C H A R A C T E R I S T I C S A N D N E E D S

In addition to examining population trends, a look into the City's current housing needs must be taken in order to establish growth management strategies for the planning area. Housing development is crucial to a growing community. With implications in land use and infrastructure decisions, housing trends should be studied to establish adequate growth areas in and around the community.

¹ This does not take into account commercial, industrial or recreational development or the rights-of-way for streets and other utilities. As shown in the land use Chapter of this Plan, projected commercial, industrial and recreational development would require 85 additional acres by the year 2020. With the projected residential use, this makes 110 acres of new development potential.

As a general rule, 10 percent of developed land is consumed by rights-of-way. This makes an additional 15 acres of land to be used for streets and other utilities. All told, it is projected that 161 acres of land will be needed to account for new development in Lisbon over the next twenty years.

Subtracting 161 from the 560 acres available within the current City Limits, it is projected that approximately 399 acres will still be available for development within the current City Limits after the year 2020.

HOUSING ANALYSIS

In development terms, the projected population increase is equivalent to approximately 185 new units by the year 2020. This represents an average annual construction rate of approximately 10 new units per year. At the current allowable density of 3 units per acre, the new units would require approximately 62 acres of land.

In 1990, there were 555 housing units in Lisbon. By 2000, the census showed 752 housing units, an increase of 35 percent. This is consistent with the population increase during that time.

In addition, in 1990, the people per housing unit was 2.62. That number dropped in 2000 to 2.61 people per housing unit. This number is projected to continue to drop across the region. By the year 2020, Lisbon is expected to have approximately 2.58 people per housing unit. Based on this figure and the population projection, Lisbon should plan on needing approximately 935 housing units by 2020.

Existing Housing Stock

It is important that current neighborhoods remain vital parts of the City. Lisbon should ensure that the existing housing stock meets minimum codes for safety. As new development occurs, existing housing must be kept up in order to give everyone safe, affordable housing options. The City should make every effort to apply for housing programs intended to rehabilitate the current housing stock.

The City should also consider the adoption of building codes to ensure minimum safety standards are met in rehabilitating older homes as well as in the construction of new homes.

In 1999, the *Linn County Housing Needs Assessment and Action Plan* was adopted containing vital information on every city in Linn County. A comprehensive housing analysis and action plan was prepared for Lisbon at this time. The City should utilize the data contained in the Needs Assessment and follow the recommendations when maintaining the existing housing stock.

New Development

As mentioned before, when new housing development occurs, it should, wherever possible occur incrementally, or contiguous to existing development. Growth of this nature will reduce capital outlay and maintenance costs to the City by allowing short, economical extensions of municipal infrastructure (sewer, water, street, sidewalk, etc.) which serve the new neighborhoods. Incremental housing growth will also save open land and areas better suited for agricultural or other use.

As residential development occurs, the City should insure that each new growth area can reasonably flow into the existing community. Main connections to the downtown area and to city access points should be required at the edges of each new development.

In addition, the City should ensure that appropriate recreational opportunities grow as new housing is developed. The number and location of neighborhood parks should keep pace with new construction. As new housing developments are planned, the city should insure that common "green space" is included in each new neighborhood. Because recreation opportunities are a major influence on a family's decision on where to live, expanded recreation opportunities should be a priority for Lisbon.

Recreation goals and the objectives to meet those goals are discussed in Chapter 5 (Environment and Natural Resources). The infrastructure and land use implications of this population target and housing needs assessment are discussed in Chapters 5 (Infrastructure) and 6 (Land Use).

This chapter of the Lisbon Plan is focused on the built environment and physical features in and around the city. It first examines the environment and natural resources, the very soil on which Lisbon is built. Secondly, the Chapter focuses on the City's infrastructure: water and sewer systems, storm sewer, and transportation. Finally, the Chapter ends with describing financial tools designed for developing cities.

ENVIRONMENT AND NATURAL RESOURCES

TOPOGRAPHY AND SOILS

The majority of developed land in the City of Lisbon is located on generally level to moderately sloping land. South of Highway 30, the land becomes more sloping, with slopes exceeding 14 percent. This will generally place constraints on development in this area, limiting future land use to light commercial and residential due to the steep slopes.

The most predominant soil in the area is the Tama-Colo-Ely association. This soil type occurs largely in the northern two-thirds of the community. The other major soil type in the area is the Fayette-Downs-Chelsea association. This soil type is located in the southern, sloping land of the City. This data is included in the plan for general information and should not be used for planning purposes.

For detailed information concerning the soils of the immediate region, please consult the *United States Department of Agriculture Soil Survey of Linn County*. This is important for several reasons. The difference between soils and their varying capabilities supply useful information for planning and development.

Even more important, the Soil Survey provides a guide to the general suitability of an individual soil type. Because different soils can handle a variety of different uses, such as crop production, highway construction, and residential, commercial and industrial development, it is important to know what is the best use for that particular soil type. Future development activities should be accompanied by a soil conservation plan from the Soil Conservation Service. These plans provide valuable information in determining land use and abating potential problems including storm water management and erosion control.

In addition, the City can address stormwater drainage problems through the subdivision ordinance. By incorporating appropriate landscaping, open space and tree planting in new developments, water drainage can be controlled.

FLOODPLAIN

The City is generally free from large floodplain areas. There is a sliver of a floodplain running through the south west portion of the City. It starts near the golf course and runs north east, crossing highway 30 just west of the school and continues to run north through an older neighborhood until it dissipates into open ground just north of the neighborhood.

Without proper mitigation efforts, this small floodplain may inhibit future re-development of the area. In addition, future growth areas should be directed away from low lying areas near a floodplain.

ENVIRONMENTALLY SENSITIVE AREAS

The City should take care to protect environmentally sensitive areas in and around the community. These remaining areas should be protected when reviewing future development proposals by using the City's subdivision authority to preserve prime park and recreational land, as well as protect drainage areas, wetlands, creek beds, floodplains and other highly erodible lands.

Steps the City and developers could take in protecting environmentally sensitive areas include designing lots and streets around important existing natural features, incorporating appropriate landscaping, open space and tree planting in new developments to control water drainage and erosion, and landscaping riparian greenways with trees and natural vegetation.

The City's subdivision ordinance may have to be updated to reflect open space and development policies in regard to environmentally sensitive areas.

ENTRANCES INTO THE COMMUNITY

The City should ensure careful planning goes into developments leading into the community. First impressions are important when entering any city, therefore, a type of "gateway into the community" should be established on existing Highway 30 (at both east and west entrances), as well as any future by-pass. This may include attractive welcome signs with appropriate landscaping. The City could coordinate signs around the community to give directions to major attractions such as the school, the proposed trail system, the industrial park or the City's recreational parks. These informational welcome signs should be coordinated with a theme to present a unified community. There are grant possibilities to fund the construction of welcome signs to enhance community gateways. Lisbon should research funding sources for this community enhancing project.

Care must be taken to guide the new development and preserve the attractive nature of the land surrounding the community. Buildings, signs and poles should be carefully planned to discourage cluttered appearances. The City's zoning and subdivision ordinances should be carefully reviewed to ensure proper requirements. In addition, the City could enforce the nuisance ordinance for properties along a gateway corridor which is cluttered or in disrepair.

GREEN SPACE AND PARK SYSTEM PLAN

Parks and public green space are vitally important to cities and their overall quality of life. They help contribute to a city's character with friendly, open environments. In addition, they also provide important active and passive recreational resources. The following section of the Plan examines the City's park and recreational system, including all city-owned and operated facilities. In addition, this section will provide a vision for Lisbon's open space and park system.

The maintenance of these public spaces and their extension into new sections of the community should be part of Lisbon's future. As the City grows and takes advantage of new development opportunities, its park system will become important to unite the new residents with the established community.

Currently there is one main park in the City in which residents can take advantage. It is a large park just north of highway 30 with two ball fields, a picnic area and new playground equipment. This park is approximately 14 ½ acres. Additionally, there are three much smaller parks throughout the City, each approximately ¼ acre in size. Based on the current population of Lisbon (year 2000), there is a substantial shortfall of public recreational space. The current deficit of park space in Lisbon is approximately 22 acres.²

As Lisbon grows, there will be a real need to expand public recreational activities. Families in the community will look to the City to provide safe and accessible services for both children and adults. The City should expand the park area available to residents. This can be accomplished through provisions in the City's subdivision ordinance requiring park or open space in each new subdivision. The development of recreational facilities should include large park and open space areas with active recreational opportunities.

Additional recreational opportunities which are appropriate for the City include hiking trails, bike lanes, and outdoor exercise areas.

For new recreation and park needs, the Lisbon Comprehensive Plan projects the City's future population at nearly 2,500 residents in 2020. This represents about 183 additional housing units during the planning period. Based on a park dedication standard of 0.05 acres per unit, future growth will require the dedication of 10 additional acres of park and recreational space in the next twenty years. This does not include the current shortfall of 22 acres. Therefore, the City should strive for approximately 50 acres of open/park space by the year 2020.

PARK SYSTEM VISION

A goal for Lisbon's park system should be a network of open spaces which impact all parts

² Based on a park dedication standard of .05 acres of park space per housing unit

of the community, connecting old and new neighborhoods with one another and with major activity centers. This vision would bridge barriers that otherwise might separate parts of the City from one another.

To accomplish this, the City should create a networked system of open spaces. This system would link parks and activity centers by a continuous system of trails and environmental corridors. As Lisbon grows, new neighborhoods should be linked to this trail system. The trail network could include on-street bikeways, trails through parks and school grounds, designated City sidewalks, and abandoned railroad right-of-way. During the platting process, potential trails should be provided through easements between neighboring subdivisions.

Because recreational trails are heavily used and involve only moderate costs to develop and maintain, they are one of the most cost efficient recreational investments a community can make. The City of Lisbon, Linn County, the state Departments of Natural Resources, Transportation and Economic Development, along with private sponsors could each play a role in creating a community-wide network of trails.

In addition to linking Lisbon's parks and activity centers with trails, the City should also integrate new parks and open space into each new neighborhood. By using the City's planning and subdivision authority, open space should be included in all new neighborhoods.

Then, the new neighborhood green spaces should be linked to the existing City's trail system which could ultimately be linked to neighboring Mount Vernon and beyond. The concept of a linked pedestrian system, connecting neighborhoods, natural areas and parks, and neighboring cities would establish a unified community.

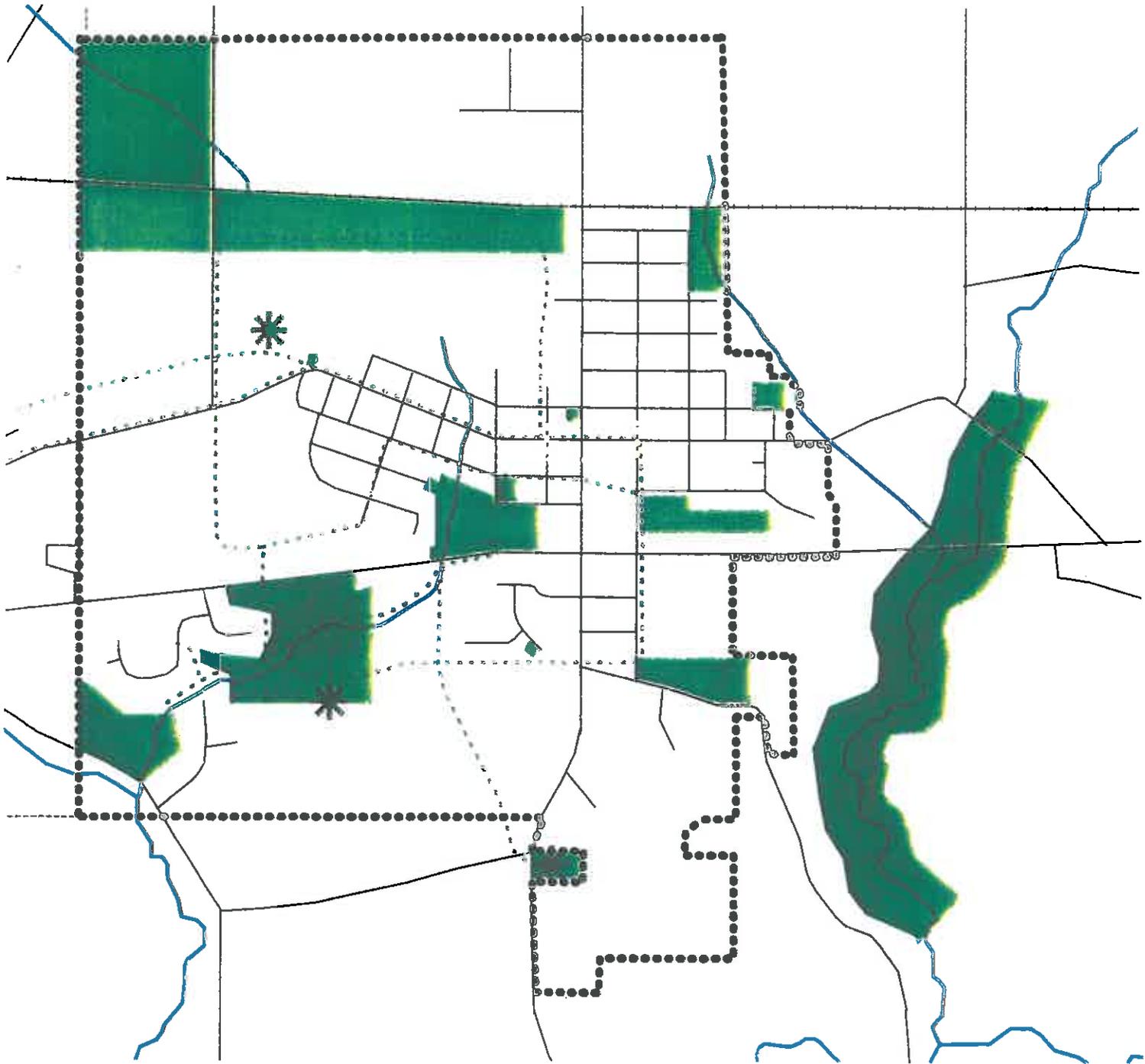
PARK SYSTEM SUMMARY

Currently, the City's park system is far short of meeting the population's demand for recreation areas. As Lisbon's population grows, new parks and recreational activities must keep pace with development. Parks and open space should be included with every new subdivision. Then, the new parks should be linked to the traditional sections of town by trails and/or sidewalks.

To assure adequate youth recreational opportunities, the City should designate a portion of each new park for active recreation. This includes neighborhood ballfields and practice fields for youth sports leagues.

Recreation opportunities will continue to influence a family's decision on where to live. Unfortunately, many communities have paid limited attention to the recreational needs of its residents. Imaginative recreational opportunities can be both low cost and limited maintenance to the community. In turn, this investment should retain current residents and promote future growth. Expanded recreation opportunities should be a priority for Lisbon.

Lisbon Comprehensive Plan



Future Park, Trails and Open Space Map

Legend

- Lisbon Current City Limits
- Mount Vernon Current City Limits
- Central Business District
- Rivers and Streams
- Railroad
- Local Roads
- Proposed Future Trails
- Proposed Future Park Sites
- Future Public and Open Space
- City of Mount Vernon

Map not to scale - for planning purposes only

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INFRASTRUCTURE AND PUBLIC FACILITIES

This section of the Plan presents an inventory and evaluation of the City's infrastructure facilities. The primary infrastructure for the City includes the systems for water distribution, sanitary sewer, storm sewer collection, and transportation. This Plan should not be construed to replace the day-to-day maintenance and operation of the City's infrastructure. Its intention is to provide a framework for the future growth of the overall system.

The City should encourage the preservation of viable existing infrastructure and promote the economical extension of new infrastructure and services. It is wise to conserve limited public funds by promoting efficient growth patterns. A community benefits from compact growth. When development occurs incrementally, contiguous to the edge of existing development, the town grows in a unified way.

A compact urban form helps accomplish this goal by using existing public facilities and infrastructure. For example, new developments should utilize existing water and sewer lines with short incremental extensions of public utilities. This reduces development costs and long-term maintenance and capital expenses.

To implement specific goals in this section of the plan, the City should not only rely on municipal funds, but utilize the development tools listed in the plan to fund infrastructure, re-development and economic development projects. After describing each type of infrastructure, there is a list of recommended policies/projects. At the end of this section, there is a list of prioritized infrastructure projects for inclusion in a capital improvements plan.

WATER SYSTEM

During the life of this plan, maintaining the overall water system should be a priority for the City. Average daily consumption of water has ranged from 130,000 gallons per day (GPD) to a peak demand of 165,000 GPD. Average daily use per capita is approximately 75 to 115 gallons per day.

Storage

The water system has a capacity of 325,000 gallons per day (GPD). This includes the elevated storage capacity for the two municipal water towers.

Based on population projections during the planning period, with an average per capita water usage of 100 GPD, the projected average day water demand would be approximately 171,233 GPD. Peak demand may reach 217,334 GPD. With the general recommendation that storage be equivalent to two day's usage, a slight shortfall in storage capacity is indicated for projected peak demands during the life of this plan.

Lisbon is currently in the process of alleviating this problem by planning a new water tower in the far southern portion of the City. This new tower will help improve water pressure problems and fire protection issues for the community.

Source

The City of Lisbon derives its water from three municipal wells. Two wells provide Lisbon with an adequate 432,000 gallons of pumping capacity. A third well is on stand-by and could be used if required by future needs.

Distribution

The City should undertake a city-wide program to replace all undersized and deteriorated water mains and loop the dead ends in the system to increase the flow rate and overall pressure. This program should be a priority and made part of a capital improvements program.

As stated in the introduction, expansion of the system should occur, however, only within the perimeter of planned development.

- **Water system recommendations**
 - Construction of a new water tower
 - Undertake city-wide main replacement program
 - Undertake city-wide program to loop dead ends on the water system

- **Encourage the preservation of viable existing infrastructure**
 - Establish a Capital Improvements Plan for a detailed schedule of water system repairs and maintenance
 - Utilize State and Federal grant and loan assistance for improvements

- **Promote the economical extension of the water system**
 - Expand water system only within the perimeter of planned development
 - Promote compact and incremental growth and development
 - Ensure adequate water capacities for long-term potential growth
 - Utilize a Capital Improvements Plan for establishing financing possibilities of new infrastructure projects

SANITARY SEWER SYSTEM

The City has a wastewater treatment plant that is at or near full capacity. Based on population projections and estimated loads, the City will require a new wastewater treatment plant in the near future.

The general condition of the City's sewer lines throughout the community are good. However, the overall condition of the City's lift stations need to be addressed during the life of the Plan.

As stated in the introduction, expansion of the system should occur, however, only within the perimeter of planned development.

• **Sanitary sewer recommendations:**

- New wastewater treatment plant
- Address lift station issues

• **Encourage the preservation of viable existing infrastructure**

- Utilize a Capital Improvements Plan for a detailed schedule of sewer system repairs and maintenance
- Utilize State and Federal grant and loan assistance for improvements

• **Promote the economical extension of the sewer system**

- Expand sewer system only within the perimeter of planned development
- Promote compact and incremental growth and development
- Ensure adequate sewer capacities for long-term potential growth
- Utilize a Capital Improvements Plan for establishing financing possibilities of new infrastructure projects

STORM SEWER SYSTEM

The City's storm sewer system is generally adequate to handle storm loads. All areas of the City are presently served with either storm sewers or drainage ditches. However, portions of the City in the west and southwest experience drainage problems which should be addressed during the life of this Plan.

Expansion of the system will be necessary as new subdivisions are developed. As increases in run-off occurs due to development, many existing pipe diameters may need to be increased to handle increased peak flows.

Over the course of the planning period, Lisbon should monitor storm water drainage problems within the community and correct the problems as funding allows. In addition, where appropriate, all new developments should be required to install a storm sewer system.

• **Storm sewer recommendations:**

- Where appropriate, require storm sewer in all new development
- Undertake a storm sewer installation program in conjunction with IDNR requirements

STREET SYSTEM

A well-planned road system will be cost effective, as well as provide for the efficient movement of pedestrian and emergency traffic. The improvements to existing streets and the structure of proposed streets should be determined by addressing such issues as parking needs, sub-base soil types, traffic volumes and types, required speeds to reduce congestion and land use of adjacent properties.

For Lisbon to grow successfully, new development, including new transportation routes, must be directed to achieve City land use goals and improve cross-community mobility. The City must maintain street continuity and convenient access to new neighborhoods, as well. To do so, the City should discourage the use of cul-de-sacs within new subdivisions.

Because cul-de-sacs interrupt the pattern of connecting streets, they decrease accessibility between adjacent neighborhoods (for residents, emergency vehicles, snow plows, garbage trucks, school buses, etc.). To stem the further erosion of interneighborhood accessibility, the City should require all future residential streets to connect with other streets either existing or planned.

Exceptions to discouraging cul-de-sacs could be made if such through connections were possible only by destroying environmentally sensitive land, or if such a connection would create a shortcut attracting a significant volume of through traffic for the subdivision. The City should update their subdivision ordinance to reflect the need for interconnected neighborhoods.

In addition, because new development will occur farther from the traditional center of the community, the City must also seek ways to link this growth to the existing community. Main connections to activity centers (parks, schools, Main Street, etc.) and to city access points should be required at the edge of each new development.

Transportation Planning Guidelines

Lisbon must provide a roadway system consisting of a hierarchy of streets designed to facilitate the movement of traffic to, from, and through Lisbon. The following functional use of streets are urban standards to be applied as development occurs:

Arterial streets provide a continuous route for the movement of large volumes of all types of through-traffic across and beyond the city and between high traffic generation points. The following streets are, or are planned to be, arterials:

- Proposed Highway 30 by-pass
- Existing Highway 30

Planning & Design standards:

- 1) Local street access should not be allowed.
- 2) Direct access from abutting properties could be permitted at higher traffic generation points through the use of frontage roads (based on IDOT standards).

Collector streets provide movement of traffic between arterial routs as well as providing limited access to abutting property. The streets listed on the following page are, or are planned to be, collectors:

- Washington Street / X-20
- Main Street
- Gillette Lane

Planning & Design standards:

- 1) Local street access should be limited.
- 2) Allowable speeds should not exceed 35 mph.

Local Streets serve as a means of access to abutting property. They are low speed and designed for short trip routes, with less than 500 vehicles per day. All streets serving only neighborhoods are local streets.

Planning & Design standards:

- 1) Local streets should be proposed during the platting process.
- 2) Included with local streets should be residential sub-collectors to move vehicular and pedestrian traffic between neighborhoods at slow speeds. This would lessen congestion on high-volume arterial and collector streets.
- 3) Cul-de-sacs should be encouraged only when used to preserve natural features of the landscape. Local through streets are encouraged to preserve a coherent traffic circulation system.

Future Street Map

The future street map of Lisbon is a conceptual plan for the logical extension of the street system around the community. The map is intended to be a guide for development and not a strict blueprint.

As development occurs, the City should ensure that planned street extensions are included in the respective development. Note that only new collector/arterial streets and major extensions of current streets are shown on the Future Street Map. Minor collector and local streets should be planned to coordinate with the new major routes as development occurs.

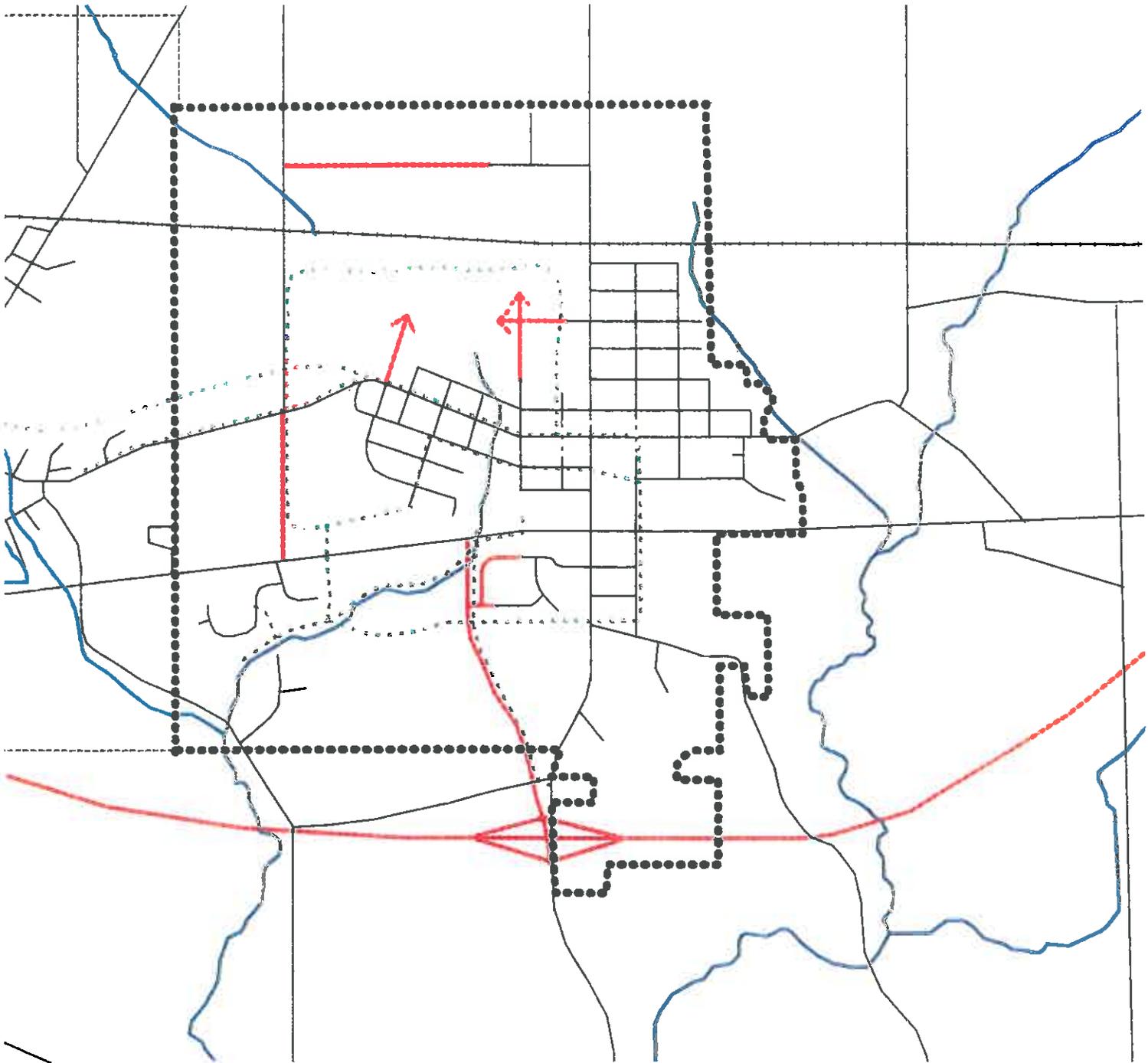
• Street system recommendations:

- Extend Gillette Lane south to Highway 30
- Extend Kraiburg Blvd. west to Gillette Lane
- Plan on the proposed Highway 30 bypass south of the City
- Straighten/relocate X-20/South Washington Street according to IDOT plans

• Maintain street continuity and convenient access to new neighborhoods

- Link new growth and development to the existing community and downtown
- Limit local access off collector and arterial roads
- Continue requirement of curb and gutter in all new developments
- Discourage the use of cul-de-sacs within new subdivisions
- Update subdivision ordinance to further restrict cul-de-sacs

Lisbon Comprehensive Plan



Future Street and Trails Map

Legend

-  Lisbon Current City Limits
-  Mount Vernon Current City Limits
-  Central Business District
-  Rivers and Streams
-  Railroad
-  Local Roads
-  Proposed Future Trails
-  Proposed Future Streets
-  City of Mount Vernon

Map not to scale - for planning purposes only

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SIDEWALKS

A sidewalk system contributes to the ease of walking and daily interaction among neighbors. Sidewalks are also necessary to provide safe passage for pedestrians throughout town. During the planning period, Lisbon should strive to complete a sidewalk system which encompasses the entire community.

The sidewalk program should start with all new neighborhoods being required to have a system which can be extended with any future development. Requirements should be placed in the City's subdivision ordinance which require sidewalks in new subdivisions. Over time, the City should work with property owners and extend the system throughout any area of town currently unserved by sidewalks. The program should focus first on streets with curb and gutter. Then, focus the program on connecting activity centers and existing trails to complete the community-wide sidewalk / trail system.

In addition, portions of existing sidewalks which are in disrepair should be brought up to code. Again, the City should work with property owners to repair dilapidated sidewalks. Besides being a nuisance, unkempt sidewalks are a health and safety issue.

• Sidewalk recommendations:

- Undertake a sidewalk installation program which encompasses the entire community
- Continue requirement of sidewalks in all new developments
- Focus first on streets with curb and gutter
- Secondly, focus new sidewalks in areas to connect activity centers and existing trails

INFRASTRUCTURE ANALYSIS

There are a variety of funding sources to assist and finance the development and improvement of the City's infrastructure system. For sewer and water projects, there are several grant and loan programs from the Iowa Departments of Economic Development and Natural Resources, including the CDBG, PFSA and SRF. For the transportation system, these sources would include: the Road Use Tax fund, TEA-21 funding for eligible routes (formally ISTEA), RISE grant and loan funds for economic development projects, and other categorical grant programs. The City should explore grant and loan programs to meet local needs. These funding tools are described in the Fiscal Context Section of the plan.

In addition, to systematically evaluate potential infrastructure projects, the City should adopt and utilize a five-year Capital Improvements Plan (CIP). The CIP is described in the Fiscal Context section of this plan. The CIP helps coordinate capital costs and financing while working towards the long term goals of the community.

The list on the following page is intended to provide the City of Lisbon with guidance on infrastructure and public facilities issues. It should be consulted during the creation of the five-year Capital Improvements Plan.

- **Prioritized infrastructure improvements for the life of this plan**
- Construction of a new water tower
- New wastewater treatment plant
- Undertake city-wide water main replacement program
- Undertake city-wide program to loop dead ends on the water system
- Address lift station issues
- Undertake a sidewalk installation program which encompasses the entire community
- Repair dilapidated sidewalks
- Extend Gilette Lane south to Highway 30
- Extend Kraiburg Blvd. west to Gilette Lane
- Plan on the proposed Highway 30 bypass south of the City
- Straighten/relocate X-20/South Washington Street according to IDOT plans

FISCAL CONTENT

The City should implement the goals and objectives presented by the Plan through a realistic program that is in step with the resources of the community. The City must place development goals listed in the Comprehensive Plan within the context of financial constraints.

Therefore, to implement specific goals in the Plan, the City should not only rely on municipal funds, but utilize the following development tools to fund infrastructure, re-development and economic development projects.

TAX INCREMENT FINANCING

The City of Lisbon currently utilizes tax increment financing (TIF) powers. Tax increment financing freezes the property tax valuations in the TIF district at the level of January 1 of the preceding year. When the value of property within the district increases, the difference between the new and frozen valuations is the increment. Taxes on this amount are diverted from other taxing entities, such as counties and school districts, and enter a special fund for financing any debt incurred by the city for improvements in the TIF district. This continues until all debts are paid. If no debt has been incurred by the city in this area, tax revenue is distributed per usual percentages.

GRANT AND LOAN PROGRAMS

The Community Development Block Grant (CDBG), Economic Development Set-Aside (EDSA), and Public Facilities Set-Aside (PFSA) programs are offered through the Iowa Department of Economic Development. These programs are to primarily assist communities with public facilities improvements (including but not limited to sewer and water) to benefit low to moderate income individuals. In addition, the EDSA and PFSA are for economic development purposes to be utilized by new or expanding businesses or industries.

The Iowa Department of Economic Development also offers CDBG funding for housing programs, as well. These programs include but are not limited to housing needs assessments, housing rehabilitation grants, and new construction programs.

Other popular grant programs offered by the State include the Revitalize Iowa's Sound Economy (RISE) grant. This program, offered through the Iowa Department of Transportation, is used for extending streets for economic development purposes for new and expanding businesses or industries. As with the EDSA and PFSA grants, the RISE grant is contingent on job creation.

In addition, there are several other categorical grant programs, such as the Iowa Community Cultural Grant program (ICCG), the Resource Enhancement and Protection (REAP) program, Historical Resource and Development Program (HRDP), the Revitalization Assistance for Community Improvement (RACI) program, among others. The City should contact the various regional, state and federal agencies assisting with grantwriting for more detailed analysis of programs which meet a specific community goal.

PRIVATE FINANCING

There are thousands of private foundations and corporations throughout the Country which fund community development projects. Many support specific interests such as rural development, neighborhood programs or economic development. Others may only grant funds to a specific region or location.

Many times a *local* business or industry is willing to contribute to a worthwhile community development project. Because the project would likely enhance the livability of the community, a local business or industry may fund a portion of the project to retain or attract new residents.

The City should study each foundation or corporation to determine the nature of the grantmaker's interest before requesting funding of this sort.

GENERAL REVENUES AND USER AND HOOK-UP FEES

Money from general revenues could be used for any number of infrastructure improvements, as well as park land development projects.

User fees are used to operate and maintain City infrastructure systems such as sewer and water systems. This is a funding tool where those that benefit directly from a particular service pay for all or part of the cost. Similarly, hook-up fees are a funding tool to help offset the cost of a service such as water or sewer. New users would be required to pay a fee to "hook-up" to the city's water or sewer system.

IMPACT FEES

Impact fees can be imposed on new development to help finance the cost of improvements or services such as schools, parks, fire stations, libraries, roads and other public facilities.

Where impact fees are permitted, they must be specific, be based on a reasonable formula, and be uniformly applied.

BONDING CAPACITY

The general obligation debt limit for a city in Iowa is five percent of the actual value of taxable property within the corporate limits. As a general rule, communities should not exceed 75 percent of its bonding capacity. The remaining 25 percent would then be saved for emergency purposes.

The City should continue to use its bonding capacity for large capital improvement type projects. The amount available to bond for should go up each year as the City pays off current debt and assessed values rise.

CAPITAL IMPROVEMENTS PLANNING

A capital improvements plan (CIP) is a legal document for the planning, scheduling and financing of large construction projects and the purchasing of major pieces of equipment by the City. The CIP describes in detail the projects that are to be accomplished; then provides the blueprint that is needed to select those projects and lists the funds that will be authorized in the City's annual budget.

There are several differences between a comprehensive plan and a CIP. A comprehensive plan looks twenty years into the future and lists possible improvement projects for the community. A comprehensive plan contains very broad policy statements on the direction the City wishes to take.

A CIP, on the other hand, is shorter in range (5 years) and is very focused in nature. It will list each project the city wishes to accomplish during the time-period and list the funding that will be authorized to implement that project.

The City of Lisbon should continue utilizing the City's Capital Improvements Plan for the following reasons:

- ❖ Systematic evaluation of potential projects
- ❖ Stabilize the volume of expenditures
- ❖ Coordinate capital costs and financing
- ❖ Improve economic development efforts
- ❖ Encourage more efficient government
- ❖ Work towards long term goals and vision of the community

IMPLICATIONS OF GROWTH ON THE COMMUNITY

Growth and development will come with a cost to Lisbon. With each new neighborhood, the City must provide a higher level of service. Sewer, water, street maintenance, garbage pick-up, parks and recreation, and police and fire protection are all services residents will require with any new development. The city's capacity to provide these services in an efficient manner will ultimately effect the location, dimension and timing of future developments.

During the life of this plan, the City will need additional park space which requires maintenance; a new water treatment plant which requires oversight; the street system will continue to require maintenance and upgrades, all of which will require large financial commitments from the City.

Therefore, the City should implement the goals presented by this Plan through a realistic program that is in step with the resources of the community.

ANALYSIS

Ultimately, Lisbon, while in good financial condition, will face a number of major capital facility demands that will stretch or exceed its financing capabilities without outside assistance. For this reason, the City should utilize their Capital Improvements Plan and use the above financial tools to assist in the development of the City.

In addition, Lisbon should contact the various regional, state and federal agencies assisting economic growth in and around the City for more detailed analysis of specific programs.

This chapter of the Plan is focused on land use, both existing and future, within and around the City of Lisbon. The intent is to provide a framework to guide and direct new development in the planning area. This should insure that future growth happens in a way consistent with the goals of the plan and paced in such a way as to not outstrip the City's ability to provide proper services.

The Land Use Plan is divided into three sections. The first describes useful tools for managing land use; the second examines current land use patterns; the final section describes future policy directions in land use including the official Lisbon Future Land Use Map.

LAND USE TOOLS

Zoning and subdivision ordinances are two common regulatory land use tools for cities and counties to enforce community standards. Ordinances of this nature enable the implementation and enforcement of the policies and provisions contained in a comprehensive plan. The Land Use Chapter of the Lisbon Plan will serve as a guide for future revisions of the City's development tools.

ZONING

Zoning is the most important tool to implement a comprehensive plan. This method of management works by regulating various aspects of how land may be used. Zoning's name is derived from dividing areas of a city into zones, or districts. Certain uses of land are permitted in each zone according to specific standards set by the planning and zoning commission and adopted by the City Council.

The City of Lisbon has a zoning ordinance currently in place. After the plan is adopted, the ordinance should be thoroughly reviewed and updated annually to ensure the standards are working in conjunction with the goals and objectives contained in this Plan.

LAND SUBDIVISION

A subdivision ordinance is a tool the City uses to enforce standards so that land subdivision occurs in a beneficial manner. The platting requirements in the City of Lisbon subdivision ordinance specify the criteria for subdividing land throughout the community.

Simply put, subdivision is a process in which land is legally described and is converted into building lots. It involves the division of a tract of land into smaller parcels and usually involves the creation of streets and other infrastructure improvements such as water and sewer systems, sidewalks, and street lighting. The subdivision ordinance is a very effective tool for enforcing subdivision growth policies.

The subdivision ordinance is also the tool cities use to require open space and park dedications in new developments. By including the requirement to devote open space in the ordinance, developers must include open space in any plans for new development. The open space could then be maintained by the neighborhood or home owner association or the City.

Occasionally, open space may not be practical in a development. In these cases, the subdivision ordinance should require the developer to donate an equivalent amount of money to the City. Then the City could use those funds to develop and maintain a larger more appropriate park site.

In any growing region, development pressures are usually the strongest at the edge of an already developed area. When allowed to go unregulated, this development pressure often causes undesirable results. The City, however, can utilize this plan to logically identify where appropriate growth areas should be planned for and use zoning and subdivision controls to guarantee the sound development of the City.

Lisbon should update its subdivision ordinance to be consistent with the goals and objectives contained in this comprehensive plan. Specific issues the City should include in the ordinance are:

- ❖ Open space and park dedication
- ❖ Compact, contiguous subdivision design
- ❖ Requirements for pedestrian or bike trails

FRINGE AREA AGREEMENTS

With an adopted subdivision ordinance, a municipality has the right to review plats within two miles of its boundaries. A fringe area agreement with the County is necessary if the city wanted to coordinate its standards in the fringe area with the county. This would lead to cooperative planning for the sound development of the entire region.

The City's zoning and subdivision ordinance must state that the city will enter into this agreement with the County. It is recommended that a fringe area agreement be entered into with Linn County to protect the City's development interests.

The 28E agreement would include, but is not limited to, which provisions in Lisbon zoning and subdivision ordinance will be required and which provisions will be waived when reviewing subdivisions outside of the city limits. The agreement should also include any additional conditions that may be imposed, including but not limited to annexation or compliance with growth management policies. The agreement should also discuss future land use in the designated fringe area. The City of Lisbon Planning and Zoning Commission may also designate any areas where the City (1) waives its right to review the subdivision; (2) reserves the right to review; and (3) will always review the subdivision.

Lisbon's attention on growth should be focused within its current City limits and within the Future Growth Boundary as shown on the Future Land Use Map. The City should state in a fringe area agreement with the county that they will always review subdivision plats within the Future Growth Boundary, thereby protecting its interests. Outside of the boundary, the City may elect to reserve the right to review plats.

FUTURE GROWTH BOUNDARY

The future growth boundary for the City of Lisbon is designated on the Future Land Use Map. This corridor includes the likely growth area of the City during/after the life of this plan. It also defines the geographical limit of government-supplied public facilities and services. It can be generally described as where future development around the City should be directed.

The projected land use needs of Lisbon for the next twenty years should be met if the City generally stays within the current City limits. However, it is likely that additional land will be needed to accommodate appropriate future growth. Therefore, all land to be annexed for future growth should be located within this corridor, as shown on the Future Land Use Map.

If, during the life of this plan, trends or priorities change, the City should update its future growth boundary to include new annexation possibilities. By staying within the corridor, the City will protect valuable environmentally sensitive ground and prime farm land from unwanted development, while meeting projected land use needs.

ANNEXATION

Cities generally annex land to provide areas for growth, or for a particular public benefit such as managing land development around the city. For example, the city may desire to annex land at major entrances into the community to manage and/or influence the type of land uses that may develop there. Annexation may also occur if a municipality desires to prepare the area for development. The annexation process generally occurs when it is in the public interest to maintain local management over a parcel or tract of land. Annexation may be achieved voluntarily or involuntarily (with or without the explicit consent or request of the land owner).

Annexation for the City of Lisbon may be needed during the life of this plan. When annexation becomes necessary, a comprehensive study should be completed. The City must be able to pay for the services required by the residents in the new territory. Because residential land does not "pay for itself," meaning the money received through property taxes does not necessarily pay for the services required, the fiscal context of annexation should be carefully examined. Services may include sewer, water, snow removal, road maintenance, police, and fire protection, garbage removal, and other costs generally associated with City services.

The benefits of properly planned annexation include coherence and efficiency in the development of a community. Through orderly planned annexation, growth would then be encouraged in areas where services could be most readily extended, therefore minimizing costs. In addition, proper public input from citizens of the City and the areas to be annexed must be sought. The City should work with neighboring property owners to ensure that the property owner's plans for the property are being met and that voluntary annexation will occur.

The following are the general policies of the City of Lisbon with respect to annexation.

- ❖ To gather proper public input and seek only the use of voluntary annexations.
- ❖ To annex areas of land only within the Future Growth Boundary on the Future Land Use Map.
- ❖ To annex areas where it is clearly desirable to square out boundaries for the purpose of greater efficiency or economy in providing municipal services.
- ❖ To annex areas where annexation is determined to be in the best interest of the City and the owners of the annexed property.
- ❖ To consider topography, water and drainage conditions, current land use, cost to City, and other features such as prime agricultural land when annexation is proposed.

CURRENT LAND USE PATTERNS

Land use refers to the type of activity for which any given parcel of land is being used. Because present land use conditions and activities exert a strong influence on future growth and development, it is necessary that a detailed and accurate existing land use survey be completed.

The Lisbon existing land use survey was completed during the fall of 2001. As seen in the Current Land Use Map, the largest single land use is residential, accounting for nearly 75 percent of the City's developed land area. Commercial and industrial land uses account for nearly 20 percent, while public and park space account for the remaining 5 percent.

In addition, there is a large amount of undeveloped land within the existing boundaries of Lisbon. There are approximately 560 acres of land that is currently undeveloped.

CURRENT LAND USE ANALYSIS

The current land use map should be used by the Planning and Zoning Commission to easily identify the locations of the existing land uses throughout the City. The various categories of land use characteristics and ownership are identified as follows:

RESIDENTIAL

This category includes all land on which the major structure serves as one or more dwelling units, as well as any tracts of land with housing subdivisions, including land which has been split from a farmstead. Public structures, stores, service stations and other similar structures are not included in this category. However, home businesses are included.

As mentioned before, residential use is the primary land use in the City. New residential development is generally occurring towards the south and southwest portion of the community.

COMMERCIAL AND BUSINESS

This category includes all land and buildings where products, goods or services are sold and exchanged. Included are retail stores, business offices, service stations, amusement, food and other service establishments. Home businesses are not included in this category.

Most of the commercial uses in the community are located along Main Street in the Central Business District. In addition, there are several commercial businesses located along Highway 30.

INDUSTRIAL

This category includes land where the main use involves the application of labor to materials to produce a product that is not normally sold to the ultimate consumer on the premises. Utilities are included in this category.

The City's industrial park is on the far north side of the community. In addition, there are a few industrial uses along Highway 30 and one industry along Main Street.

AGRICULTURAL

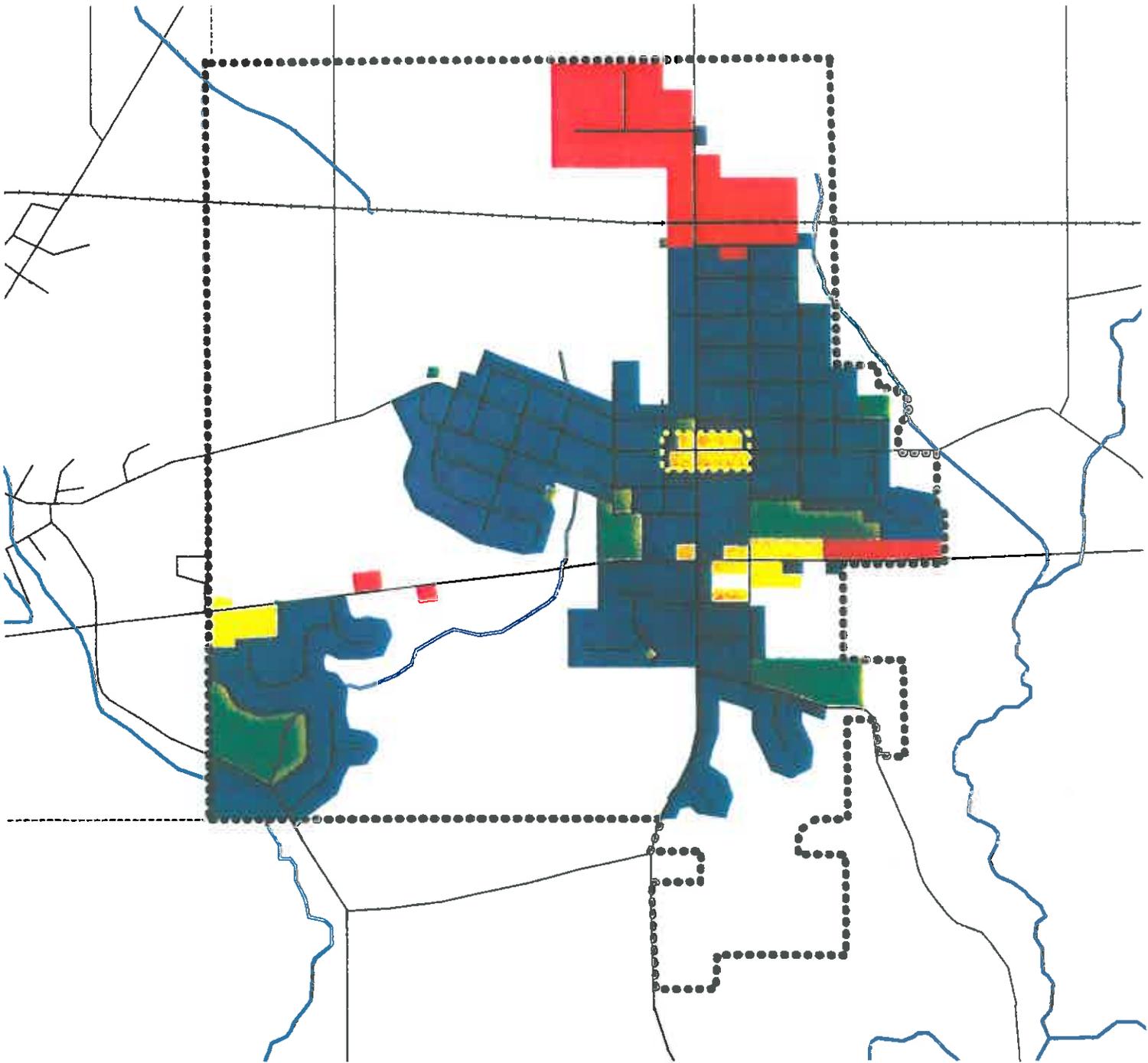
The current land use survey included in this category all land completely undeveloped without any structures, land which is idle and any land currently in farm production.

Agricultural land generally surrounds the entire community.

PUBLIC

This category includes all land and buildings owned by governmental agencies (city, county, state, federal, board of education). For the purpose of the land use survey, "public" also includes park land which is land maintained, generally, in its natural state, landscaped or otherwise, for recreational use. Also, "public" includes any church property such as buildings and cemeteries.

Lisbon Comprehensive Plan



Current Land Use Map

Legend

- Lisbon Current City Limits
- Mount Vernon Current City Limits
- Central Business District
- Rivers and Streams
- Railroad
- Local Roads
- Current Commercial Use
- Current Industrial Use
- Current Residential Use
- Current Public Space (Park, Gov't)
- Agricultural and Undeveloped City of Mount Vernon

Map not to scale - for planning purposes only

Prepared by.



EAST CENTRAL IOWA
COUNCIL OF GOVERNMENTS
YOUR REGIONAL PLANNING AGENCY

FUTURE DIRECTIONS IN LAND USE

This section of the Comprehensive Plan will focus on the land use characteristics needed to support the projected population increase through the year 2020. In addition, it will project the community's probable housing demand and land requirements during the planning period.

For Lisbon to accommodate growth successfully, it must determine the character of that growth and assure that it enhances rather than alters the sense of the community. In addition, the City must have adequate land available for the projected growth. Land use projections should anticipate future growth needs and permit a reasonable amount of flexibility to accommodate possible changes in trends.

As mentioned before, a community benefits from compact growth. When development occurs incrementally, contiguous to the edge of existing development, a town grows in a unified way. This method of incremental growth reduces costs associated with public infrastructure extensions (sewer, water, transportation), and allows for the efficient movement of pedestrians and emergency vehicles.

LAND USE PROJECTIONS

Past trends in land development rates provide guidance in determining how much land will be needed to accommodate future growth in Lisbon (see Table 6.1). Projecting population, housing, and development trends of the last twenty years to the next twenty would suggest 61 acres of additional residential land would be needed. This additional land would accommodate the community's anticipated housing needs up to the year 2020.

Commercial and industrial land needs are more difficult to project. If the City aggressively pursues commercial or industrial development, possible projections could be skewed. Commercial and industrial development supplies cities with the resources necessary to provide services to the city's residents. It is important to provide a proper amount of land for business uses to serve the expected population. Therefore, the City should plan for an additional 40 - 60 acres of land for commercial and industrial use.

For future recreation and open space needs, the Lisbon Comprehensive Plan projects the City's future population at nearly 2,500 residents in 2020. This represents about 183 additional housing units during the planning period. Based on a park dedication standard of 0.05 acres per unit, future growth will require the dedication of 10 additional acres of park and recreational space in the next twenty years. Also, the City currently has a deficit of 23 acres of open space or recreational areas. An additional 35 acres of park and open space should be needed by the year 2020.

As a general rule, 10 percent of developed land is consumed by rights-of-way, this includes space for the public utilities and infrastructure needed to serve each new development.

This makes an additional 15 acres of land to be used for streets and other utilities in future developments.

Table 6.1 - Projected Twenty-Year Land Use Needs, City of Lisbon

Land Use	Projected Additional Needs (Acres)
Residential	61
Commercial	25
Industrial	25
Park/natural areas and open space	35
Projected rights-of-way for streets and other utilities	15
Total Land Needs	161 acres

Source: East Central Iowa Council of Governments

Table 6.1 displays the projected land use needs for the City of Lisbon for the next twenty years. The total suggests 161 acres of additional land will be needed to support the projected population increase. As mentioned before, there are currently approximately 560 undeveloped acres within the existing boundaries of the City. All 161 acres needed for future growth during the life of this plan could theoretically be accommodated within the current City limits.

However, during the planning period, the City may need additional land for unforeseen growth and development or for planned growth in appropriate areas. Therefore, future development outside the current City limits should be directed into the Future Growth Boundary as shown on the Future Land Use Map. This approach will help to ensure cost-effective, efficient development that benefits the entire region.

LAND USE PLAN ANALYSIS

Based on the information gathered in the Comprehensive Plan, the planning and zoning commission established the Future Land Use Map for the City of Lisbon. The future land use map is generalized, but indicates the relative size, location and densities of land required to accommodate future growth.

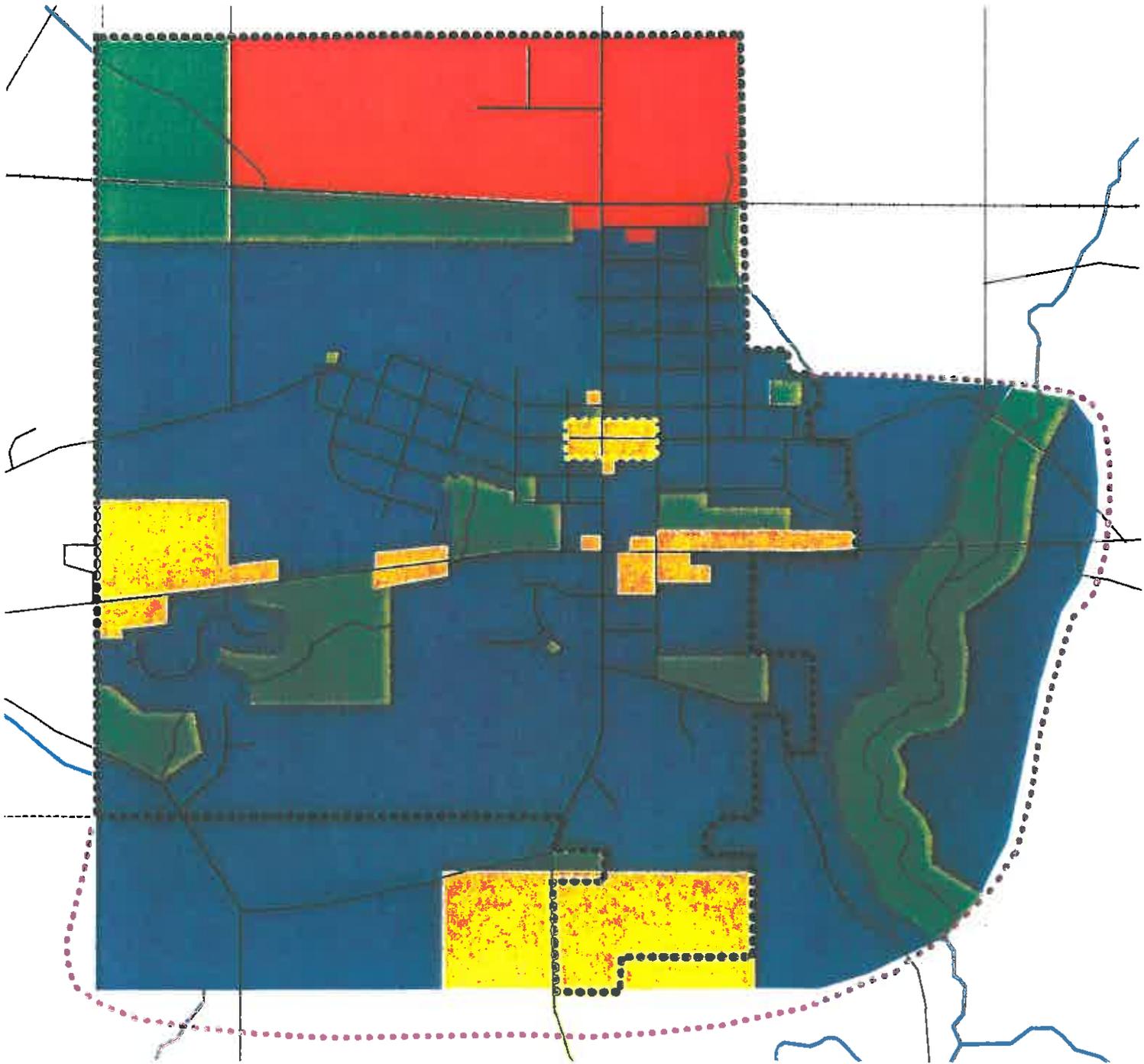
This map should be consulted prior to any decision regarding a request for a change in zoning. Doing so adds validity to the Planning and Zoning Commission's and City Council's decisions when considering rezoning requests. This review, along with adopted procedural requirements of the Commission and Council, and those in the Code of Iowa, may assist the City when faced with a legal confrontation about zoning and land use decisions.

This plan is intended to guide new development well into the 21st century. Its broad goals and objectives reflect the consensus of the Planning and Zoning Commission, City Council, and the citizens in and around Lisbon. The policy directions are to serve as a general

guideline for more specific action undertaken by the residents and government of the City. These recommendations look twenty years into the future with the expectation that periodic updates will need to be done to reflect changes in the City and the region.

The success of this plan will require the support of City residents as well as the City Council. Cooperation from the public and private sectors will allow implementation of the recommendations that will provide long-term benefits to the entire region.

Lisbon Comprehensive Plan



Official Future Land Use Map

Legend

- Lisbon Current City Limits
- Mount Vernon Current City Limits
- Lisbon Future Growth Area
- Central Business District
- Rivers and Streams
- Railroad
- Local Roads
- Future Commercial Use
- Future Industrial Use
- Future Residential Use
- Future Public and Open Space
- Agricultural and Undeveloped City of Mount Vernon

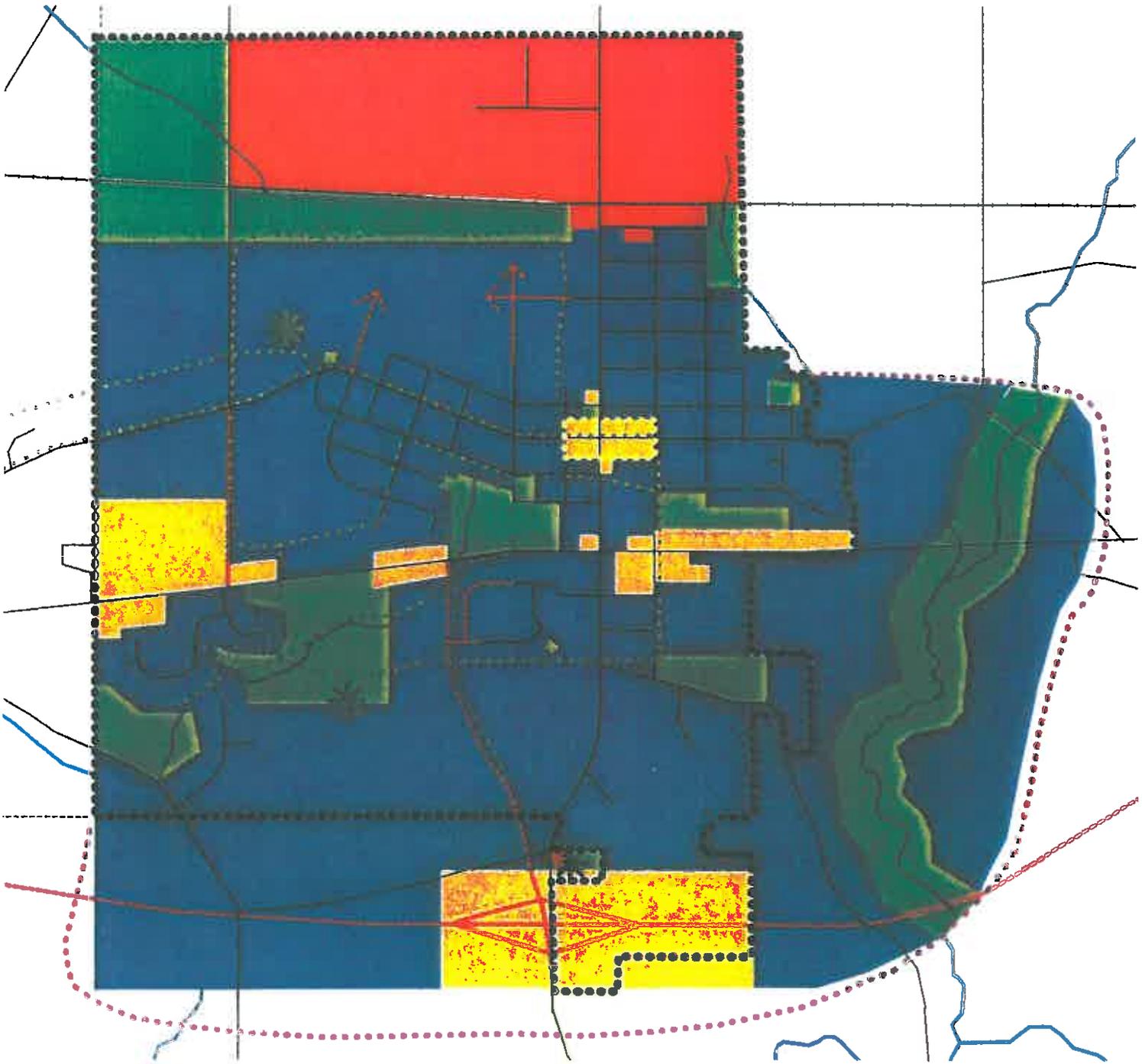
Map not to scale - for planning purposes only

Prepared by:



EAST CENTRAL IOWA
COUNCIL OF GOVERNMENTS
YOUR REGIONAL PLANNING AGENCY

Lisbon Comprehensive Plan



Official Future Land Use Map (w/ Future Streets, Trails and Parks)

Legend

- Lisbon Current City Limits
- Mount Vernon Current City Limits
- Lisbon Future Growth Area
- Central Business District
- Rivers and Streams
- Railroad
- Local Roads
- Proposed Future Trails
- Proposed Future Streets
- Proposed Water Tower Location
- Proposed Future Park Sites
- Future Commercial Use
- Future Industrial Use
- Future Residential Use
- Future Public and Open Space
- Agricultural and Undeveloped
- City of Mount Vernon

Map not to scale - for planning purposes only

Prepared by:

ECICOG
 EAST CENTRAL IOWA
 COUNCIL OF GOVERNMENTS
 YOUR REGIONAL PLANNING AGENCY

PLAN IMPLEMENTATION SCHEDULE

The City should be reminded that this plan does not establish any new ordinance or legislative mandate. The goals and principals contained in the plan (see pages 7 - 12) are to be used as a guide for local officials in decision making and implementing specific developmental tools, such as the zoning and subdivision ordinances. While adoption of these policies do not commit the City to any specific recommendations, it should commit the City to actions that are consistent with the policy guidelines and the plan itself.

This section of the plan presents an implementation schedule for the recommendations, summarizing the actions proposed by the plan. Each action is listed generally in the order presented in the plan. The action is then given a specific time frame for implementation. Each dot is representative of a completion date. However, the schedule does not list ongoing policies or day-to-day actions the City should continuously undertake.

In this way, the schedule can be used to monitor the progress of the plan. This is a very important role of the update process that will be necessary to keep this document dynamic and up-to-date.

The implementation schedule is on the following page.

IMPLEMENTATION ANALYSIS

The Lisbon Comprehensive Plan is intended to guide the City well into the 21st century. Its broad goals and objectives reflect the consensus of the Planning and Zoning Commission, City Council, and many citizens of Lisbon. The policy directions are to serve as a general guideline for more specific action undertaken by the residents and government of the City. These goals and strategies look twenty years into the future with the expectation that periodic updates will need to be done to reflect changes in the City and the region.

The planning process should be an ongoing endeavor. The success of this plan will require the support of City residents as well as the City Council. Cooperation from the public and private sectors will allow implementation of the goals and objectives that will provide long-term benefits to the entire City.

IMPLEMENTATION SCHEDULE

Action	Within 2 Years	Within 5 Years	Within 10 years	Within 15 Years	Within 20 Years	Funding options
Plan for a population of nearly 2,500					•	
Review and update City's zoning and subdivision ordinances to conform with the Comprehensive Plan	•					General Funds
Establish coordinated welcome/ informational signs throughout the community			•			Grants, General Funds
Develop "Gateways" into the City at major entrance points			•			Grants, General Funds
Integrate a network of sidewalks, trails and open spaces throughout the City					•	Developers, Grants, Homeowners (for sidewalks)
Establish new park and recreation space in the City (for a total of 50 acres of park space)					•	Developer, General Funds, User Fees
Construct a new water tower		•				TIF, G.O. Bonds, hook-up fees
Establish a Capital Improvements Plan for detailed schedule of major infrastructure repairs and maintenance	•					General Funds
Construct a new wastewater treatment plant	•					TIF, Revenue Bonds, User Fees, hook-up fees
Extend Gillette Lane south to Highway 30		•				Developers, RISE Funds, TIF
Extend Kraiburg Blvd. west to Gillette Lane			•			Developers, RISE Funds, TIF
Establish a fringe area development agreement with Linn and Cedar Counties and the City of Mount Vernon		•				General Funds, County Funds (for the Linn County Agreement)
Review and update this plan at least every five years		•	•	•	•	General Funds

A WORD OF CAUTION...

Once the plan has been adopted, the City should make every attempt to put the plan to work. However, no plan could possibly foresee every issue that will arise during the planning period. Therefore, the plan should be used purely as a guide for growth and development. Deviation from the Future Land Use Map could be expected, as some developments will inevitably differ from the vision of the plan. However, if properly used, the policies and goals contained in the plan should provide the City with the flexibility to ensure each development fits with the overall vision of the community.



ECICOG Community Development Department - 2002

GLOSSARY OF TERMS

Affordable Housing: Housing is considered affordable when a household pays less than 30 percent of its gross monthly income for housing cost, including utilities.

Aesthetic: The perception of elements in the natural or created environment that are pleasing to the eye.

Amenity: A natural or created feature that enhances the aesthetic quality, visual appeal or makes more attractive a particular property, place or area.

Annexation: To incorporate a land area currently outside of the existing city limits into a municipality, with a resulting expansion in the boundaries of the municipality.

Arterial Street: See *Street System Hierarchy*

Buffering: The Plan calls for buffering between different land uses to minimize negative impacts. Buffering can include open space, landscaped areas, fences, walls, berms or any combination thereof to physically separate or screen one use or property from another. In designing buffers, the City's zoning ordinance should allow flexibility for the type and size of the buffer.

Built Environment: Artificially created fixed elements, such as buildings, structures, devices and surfaces, that together create the physical character of an area.

Capital Improvements Plan: A local government's timetable or schedule of all future capital improvements to be carried out during a specific period and generally listed in order of priority, with cost estimates and sources of financing each project. A typical capital improvements plan is a five year program. A capital improvement is generally a major construction project or the acquisition of large, expansion equipment.

Circulation: Systems and structures for the movement of people, goods, water, sewage, air or power by such means as sidewalks, trails, streets, highways, waterways, towers, pipes and conduits.

Collector Street: See *Street System Hierarchy*

Contiguous: Having a common boundary, next to, abutting or touching an adjoining property.

Density: The number of housing units or structures allowed per unit of land. In Lisbon, current allowable density is approximately 3 housing units per acre.

Design Standards: A set of guidelines defining parameters to be followed in site and/or building design and development. Can also be used to define standards for infrastructure improvements as well.

Development: The physical construction of buildings and/or the preparation of land. Development activities include: subdivision of land; construction or alternation of structures, roads, utilities and other facilities; installation of septic systems; grading; and clearing of natural vegetative cover (with the exception of agricultural activities).

Environmentally Sensitive Land: An area with one or more of the following characteristics: (1) steep slopes, (2) flood plain, (3) soils with high water tables including wetlands and wetlands transition areas, (4) soils that are highly erodible or subject to erosion, (5) land incapable of meeting percolation requirements, (6) stream or river corridor, (7) mature stands of native vegetation, and (8) habitats of endangered species.

Floodplain: The land area on either side of the banks of a waterway subject to flooding.

Fringe-area agreements: See *Intergovernmental Agreement*

Future Growth Boundary: The corridors that define the potential growth area for the City. The corridors, as shown on the Future Land Use Map, can be generally described as where development after the planning period of this plan should be directed. Also called Urban Service Areas or areas which define the geographical limit of government-supplied public facilities and services.

Goal: Description of a desired state of affairs for the community in the future. Goals are the broad public purposes toward which policies and programs are directed. Generally, more than one set of actions (objectives) may be required to achieve each goal.

Green Space: See *Open Space*

Growth Management: A wide-range of techniques used in combination to manage or influence the amount, type, location, density, timing and/or rate of growth. Growth management objectives often form the backbone of a comprehensive plan. Techniques used to execute growth management policies may include: zoning and subdivision ordinances, capital improvements, and designation of future growth or urban service boundaries.

IDED: The Iowa Department Of Economic Development

IDNR: The Iowa Department Of Natural Resources

IDOT: The Iowa Department of Transportation

Incremental Design: Method of development to maintain small town atmosphere and reducing sprawl by utilizing compact, contiguous growth to existing development.

Infrastructure: Public services and facilities needed to sustain residential, commercial, industrial and all other types of development activities. Infrastructure includes, but is not limited to sewage disposal systems, water supply systems, drainage systems, roads, parks, sidewalks, trails, schools, libraries, fire, police, emergency, medical facilities and public works facilities.

Intergovernmental Agreement: (28E Agreement) A legal document binding two or more governmental units or agencies to act in certain, cooperative ways. The term is most often used in a planning context to refer to shared or delegated responsibility to review development proposals and/or to recognize adopted plans and policies of the governmental units or agencies. For example, the City of Lisbon and Linn County may adopt a 28E agreement which requires each entity to provide materials on development proposals within certain geographic areas for the other entity to review and comment upon. Also called fringe-area agreements.

Issues: Points of debate, discussion or dispute in the community that are identified in the plan and are dealt with by the plan's goals, policies and objectives.

Land Use: A description of how land is occupied or utilized. Land use types typically include: various types of residential, commercial, industrial, agricultural, and public uses.

Local Street: See *Street System Hierarchy*

Mixed Use District: The development of a tract of land with a variety of complementary and integrated uses in a compact urban form. Mixed use within Lisbon could include a combination of properly planned single- and multi-family residential and light, neighborhood commercial uses to ensure compatibility between each use.

Neighborhood: An area of a community with characteristics that distinguish it from other areas that may include distinct ethnic or economic characteristics, housing types, or boundaries defined by physical barriers such as a major highway or river.

Neighborhood Commercial: Small scale business activity which is limited in size and operation to insure compatibility with adjacent neighborhoods and uses. It is generally within walking distance to local residential neighborhoods.

Objective: Individual accomplishments which, taken together, will enable the city to achieve stated goals.

Open Space: Any parcel or area of land or water that is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) outdoor recreation (active or passive), or (3) public health or safety. Land used for the managed production of resources (farming, etc.) is not considered open space for the purpose of this plan.

Plan: The formulation and graphic representation of the means to reach a desired end, as well as the act of preparing a plan (community input, research and analysis). The Lisbon Plan is a written and graphic analysis of a desirable and feasible pattern of growth with goals and objectives to best serve the residents of the community. This plan is based on the input of the community and upon data and extensive research.

Planning Area: The area specifically shown on the Future Land Use Map contained in this plan. It can be generally described as all the land within the corporate boundaries of Lisbon, as well as all the land within two miles surrounding the community (not including the City of Mount Vernon). This is the area that directly influences the character, services and facilities of the City of Lisbon. This area may be amended from time to time as the city physically grows.

Planning Period: The period for which the projections and the goals and objectives of this plan were made (from the year 2002 to 2022).

Policy: Statements of government intent for which individual actions and decisions are evaluated.

Region: The region designated by the Iowa Legislature as State Planning Area 10. This region consists of six contiguous counties in eastern Iowa, including: Benton, Iowa, Linn, Jones, Linn, and Washington, which are served by the planning agency East Central Iowa Council of Governments (ECICOG).

Sense of Place: The characteristics of a location that make it readily recognizable as being unique and different from its surroundings.

Setback: The distance between the permitted structure and the lot line. In Lisbon, the setback is regulated for the front, rear and side yards of principal and accessory uses.

Strategy: Tasks which may be taken to achieve stated goals and policies.

Streetscape: All the elements that constitute the physical makeup of a street and that, as a group, define its character, including building frontage, paving, street furniture, landscaping (trees and other plantings), awnings and marquees, signs and lighting.

Street System Hierarchy: The Lisbon street system generally consists of three functional uses of streets: Arterial, Collector and Local streets. Arterial Streets provide a continuous route for the movement of large volumes of through-traffic across and beyond the City and between high traffic generation points. Collector Streets provide movement of traffic between arterial streets as well as providing limited access to abutting property. Local streets serve as a means of access to abutting property.

Urban Design: The process of organizing the contextual elements of the built environment such that the end result will be a place with its own character or identity. Also, urban design can be described as planning the development of the built environment in a comprehensive manner to achieve a unified, functional, efficient and appealing physical setting.

Urban Service Area: See *Future Growth Boundary*.

Urban Sprawl: Uncontrolled growth, usually low-density in nature, in previously rural areas and some distance from existing development and infrastructure.

Use: The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, moved, altered, and/or enlarged in accordance with the zoning ordinance and the Comprehensive Plan's Future Land Use categories.

Zoning: The delineation of districts and the establishment of regulations governing the use, placement, spacing and size of land and buildings.

LISBON TOWN MEETING RESULTS³

OVERALL LARGE GROUP PRIORITIES:

1)	Controlled Growth: by-pass area, school capacity, infrastructure & utilities, communications (costs, effects, affordable)	56 pts.
2)	Maintain good points (small town atmosphere) as growth occurs	17 pts.
3)	Maintenance of downtown (attract retail and service businesses)	16 pts.
4)	Walking, biking and sidewalks	14 pts.
5)	Lack of retail and restaurants	11 pts.
6)	Revitalization of industrial park	10 pts.
7)	Attract quality residential developer	4 pts.
8)	Residential upkeep	3 pts.
	Telecommunications improvements	3 pts.
9)	Business retention and parking for business	2 pts.
	Lack of alternative transportation (age, location of amenities)	2 pts.
	Lack of communication in attracting volunteers	2 pts.
	Lack of implementation and coordination of plans	2 pts.
10)	Lack of continuity, direction and diversity of involvement	1 pt.
11)	Bedroom community vs. small town	
	Limited employment opportunities	
	Not enough entertainment for youth	
	Opportunities for annexation	

SUMMARY OF BEST ASPECTS OF LISBON

	(number of groups)
Community involvement / community pride (easy to be involved)	4
Good school in town	4
Small town atmosphere (sense of community)	4
Low housing costs / cost of living	3
Quality of life / quiet and clean / slow pace / good place to live	3
Friendly, caring people	2
Good downtown (restaurants, bank, post office, etc.)	2
Location along major roads	2
Low crime rate	2
Nice library	2
Proximity to larger cities	2
Aesthetics	1
Balance between residential, commercial, industrial And agricultural	1

³ Approximately 24 residents attended the town meeting

SUMMARY OF BEST ASPECTS OF LISBON (continued)

Excellent planning commission	1
Family tradition	1
Good churches	1
Good residential growth	1
More local control	1
Near golf course and services	1
Progressive attitude	1
Proximity to workplace	1

SMALL GROUP ISSUES:

Group #1

Challenges/Concerns:

Development - controlled growth

Funding - budgets

Growth (capital improvements, infrastructure, by-pass, taxes, land use, small town feeling, gov't)

Entertainment of youth

Maintaining good points we enjoy now

Best aspects:

Friendly, caring people

Nice library

Slower pace of life

Cost of living

Interested activities of the community

Aesthetics

Proximity to larger towns

Small size

Good Place to live

Sense of community

Location along major roads

More local control

Easy involvement

Schools

Family tradition

Group #2

Challenges/Concerns:

School capacity

Group #2 (continued)

Challenges/Concerns:

Infrastructure (sewer, water, roads, transit, waste management)

Sidewalk repair and installation

Excessive building (isolated development)

Access to by-pass

Improve aesthetics around highway 30

Alternative transportation

High tax rate

Best aspects:

Small town (good sense of community and sense of security, trust, low crime rate)

Downtown (quite, low speed rate, restaurants, library, bank, post office)

Community involvement

Good school and churches

Easy access to larger cities, culture and the arts

Proximity to the work place

Low cost housing

Excellent planning commission

Group #3

Challenges/Concerns:

No planned direction

Lack of retail and restaurants

Dichotomy of residents

Bedroom community

Downtown aesthetics

Residential upkeep needed

Utility improvements

Business growth

Industrial growth

Keeping small town atmosphere

Growing pains (costs of infrastructure, adequate service)

High dollar projects (sewer and water)

Business retention

Business district parking

Annexation

Telecommunications

Limited sources of city income

Best aspects:

Quite and clean

Small town rural atmosphere

Group #3 (continued)

Best aspects:

Near golf course and services

Little crime

Good real estate values

Available retail and restaurants

Quality of life

Balance between residential, commercial, industrial and agricultural

Good residential growth

Personal involvement

High quality of school system

Progressive attitude

Group #4

Challenges/Concerns:

Lack of implementation by city government

Retail growth in downtown

Infrastructure

Revitalization of the industrial park

Attract a good residential developer

Growth

Keeping a small town, friendly environment

Lack of things for young adults to do

No walking / bike trail

Lack of direction

Best aspects:

Friendly people

Good school

Good location - employment, entertainment

Community pride

Easy to get involved

Separate school in our town

NOTES

NOTES

NOTES

T A B L E S , C H A R T S A N D M A P S O F T H E P L A N

The following is a comprehensive listing of the tables, charts and maps found in the Lisbon Plan:

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