Town of Lisbon
Comprehensive Plan

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Adopted ... , 2019

Acknowledgements

The Lisbon Planning Board, tasked with oversight of this Plan Update, wishes to thank the people and groups that made this plan update possible:

- Lisbon Town Council members, 2016-2018
- Town Manager, Diane Barnes
- Code Enforcement Officer, Dennis Douglass
- Lisbon Town Department Heads & Lisbon School Superintendent, Richard Green
- Members of Positive Change Lisbon
- Amanda Bunker, Consulting Planner, Community Planning Studio
- Ben Smith, AICP, Consulting Planner, North Star Planning

Finally, a special thank you to the people of Lisbon who participated in workshops and completed the Comprehensive Plan survey.

Planning Board Members:

Don Fellows

Scott Hall

William Kuhl

Dan Leeman

Curtis Lunt

Eric Metivier

Karin Paradis

Dan Nezol

Introduction

Aside from the Town Charter, the Comprehensive Plan is the most important municipal document for Lisbon because it serves so many functions.

The Comprehensive Plan is a...

Statement about what is important to the people of Lisbon.

The plan not only identifies important places and programs, but also documents core values and a shared vision for the future of the community. This shared vision is a statement about the kind of community people want to be a part of in the future.

Blueprint for how to achieve important things.

The Plan contains a large laundry list of goals and policies to meet the state requirements for all Comprehensive Plans in the state. However, ours is focused on a smaller, prioritized subset these goals and policies in order to better guide activities and ensure that the Town Council, the Planning Board, town staff and others are productive over the next few years.

Land use plan.

The core of a Comprehensive Plan is a blueprint for designating where and in what manner future development should occur within the community. It specifically identifies areas in Lisbon where most new growth should be located and points out areas where new growth should be discouraged. These Growth and Rural areas are the basis for zoning updates and changes within the forecast time period of the Plan.

Snapshot of the community in time.

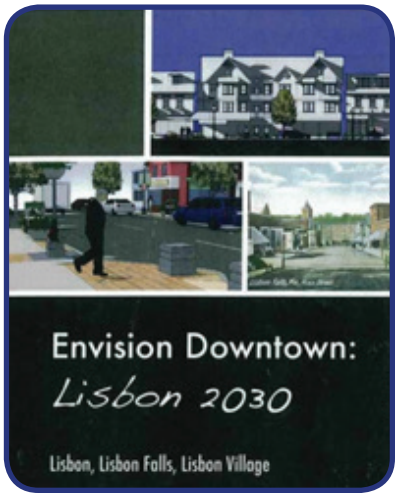
The Plan is a useful benchmark for future town staff, elected officials, and other interested parties because it provides much detailed information about municipal services, buildings, properties and financial data.

Prior Planning Work

This Plan is the second update to the one originally adopted in June 2007. The first amendment was adopted in April 2011, which made some minor changes to a growth area on Route 9. Since that time, a downtown study called Envision Downtown 2030 focused on building capacity and improving design in the villages. Follow up work to that study resulted in the adoption two important local plans – the Route 196 Master Plan and the Lisbon Downtown Plan.

Envision Downtown: Lisbon 2030

This study was funded by a planning grant awarded by the Maine Department of Economic and Community Development. It focused on revitalization of the town's traditional commercial districts (downtowns), and was completed in July 2011, just months after the first Comprehensive Plan update. Its recommendations aimed at building the organizational capacity within the community, through staff, volunteers and the business operators to take on improvement projects such as a downtown master plan, streetscape improvements, design guidelines and waterfront improvements in the future. It also focused on improving the personal experience of those visiting Lisbon's village areas. While the study leaned heavily on suggestions for the Lisbon Falls area, it also emphasized capitalizing on the town's complete history and heritage. Essentially, this study was the impetus for the two local plans that followed a few years later.

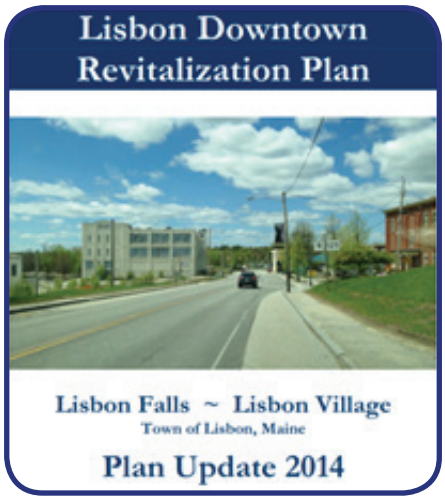


Route 196 Master Plan (2013)

This plan provides a focused breakdown of Route 196 for its entire length through Lisbon, from Lewiston to Topsham. It provides a clear community vision of the future of the Route 196 Corridor, building on the Comprehensive Plan. It outlines challenges and opportunities along the distinct subsections of the corridor, called character areas in the plan, and concentrates on the vision for developing Lisbon's image and character for the entire route. The town's design standards were developed from this plan and its implementation committee has been reinstituted as the current Lisbon Development Committee (LDC). There are still many relevant recommendations to implement from this planning document such as developing a plan to revitalize the upper Lisbon Village area and further developing the vision for the Lisbon Falls waterfront. The matrix created from the details of the plan provide an easy way to pick from among prioritized projects.

Lisbon Downtown Revitalization Plan (2014)

This document is an update of the Envision Downtown Plan and other downtown planning documents and materials. It includes a vision and strategies for Lisbon Village which was not previously included in downtown planning. It specifically defines the downtown village areas, identifies areas for improvement and redevelopment, recommends strategies for improvement and sets the necessary goals and priorities. It has served as the basis for two successful applications for funding through the Maine Community Development Block Grant (CDBG) program. CDBG funds are currently being used for improvements in the two village areas of Lisbon Falls and Lisbon Village.



This Lisbon Comprehensive Plan Revision

This plan updates and builds on these past planning efforts by incorporating a vision statement for Lisbon. The statement serves to clarify the perceived identity of the town and therefore to create a more vision directed new Future Land Use Map. The revised and amended Comprehensive Plan distills all goals, policies and input from the community into a handful of high priority areas that are easily communicated and understood. Finally, the focus of this update is on implementation. The recommended time frame for actions looks out about 3-4 years, rather than the somewhat unrealistically working on a longer 5-10 year future range.

Our Vision for Lisbon

A vision statement is a community's aspirational look into the future and describes the Lisbon we all hope to see. It is the goalpost in the distance that the town officials, staff and volunteers are all working toward. One great way to think of a vision statement is to imagine what someone might say about Lisbon if they visit for the first time 20-30 years from now.

With these concepts in mind, and with information collected through the Public Participation process, the Board offers the following Vision Statement for Lisbon:

> Lisbon is the premier community for families in Androscoggin County. Lisbon's parks and recreational services, access to the Androscoggin River and waterfront amenities and quality schools, along with the variety of businesses, services and activities in the village areas make Lisbon a great place to grow up, raise a family or retire to. This focus on quality of place, combined with a location in the middle of three major job markets, make Lisbon a great choice for a hometown. It is a fun and energetic place, a healthy and active place. Key to this growth and energy is that Lisbon offers a range of housing options to accommodate a range of housing needs.
>
> Lisbon is a proud town that ensures its public spaces and public assets like roads, parks and public buildings are maintained and improved over time. Lisbon Falls and Lisbon Village retain their unique roles as activity centers for the region and town respectively. These areas are where you meet friends and neighbors throughout the day and offer a range of local experiences and services that make the town great.

Themes from Public Outreach

The vision statement above is based on the common themes that came up over and over during the course of this update, in the survey, public meetings and conversations with Lisbon residents.

1. **People love Lisbon's recreational assets, including Beaver Park, the Androscoggin River Trail and the MTM Community Center.**
   These facilities were called out over and over as assets that add tremendously to the quality of life in Lisbon as well as facilities that could be further developed or invested in and built on.

2. **More than at any other time in Lisbon's history, Lisbon is now viewed as a single community as opposed to a collection of villages.**
   People value the traditional village areas of Lisbon Falls and Lisbon Village, but these areas don't define community the way they did even a generation ago. New residents and younger residents tend to identify with the larger Lisbon community more than one of the villages. This could be because of the consolidation of the library and schools. There is a sense of opportunity that comes from more residents identifying with the Town of Lisbon and a feeling that people are all pulling in the same direction.
3. **Lisbon will see residential growth over the next ten years because of its location in the region, availability of affordable building sites and recreational amenities.**
   Lisbon has seen an uptick in development that will continue over time, reversing a trend in population decline. Again, there is a sense from participants that Lisbon is emerging as an attractive community for people to live, even though they may be working in larger job centers nearby.
4. **People want to focus future growth in the traditional village areas.**
   Even though there is less emphasis on the traditional village areas for a sense of community identity, these places should attract most of the new development in town. These areas are seeing investments in public spaces, sidewalks, lighting and more. Growth in these areas can also take advantage of existing water and sewer infrastructure.
5. **People want to see more effort made to improve Lisbon's first impressions at the Route 196 gateways to the community, particularly on the Lewiston side of town.**
   There is potential for more development to occur in these areas as well as significant redevelopment opportunities over the next ten years. As this new private investment occurs, the town should raise the bar for how that development takes place. The pride that residents feel in their community, their villages and schools should be extended to these highly visible gateway areas to make sure that everyone knows people are proud to live and work in Lisbon.
6. **Staffing levels are straining staff's ability to maintain adequate levels of service for current needs, let alone anticipated increases in service demands.**
   Lower staffing levels put in place during the Great Recession have been held even as the economy improved and economic activity and demand for town services increased. Almost every department is feeling the strain of not enough people to do the work of the department.

Lisbon's Spotlight Topics

As noted above, several themes emerged through all of the conversations and analysis that went into preparing for this Plan update. These themes are based on what people love and value about Lisbon as well as what people want to see improved in the future. We can also group these themes together with goals and policies found in the Inventory Chapters contained deeper in the planning document. Grouping these themes and recommended actions together in a few Spotlight Topics can serve as a useful way to think of all the detailed recommendations and underlying goals and policies in the plan. With this in mind, let's shine a spotlight on the three topics that are most important make progress on over the next several years.

Spotlight Topic #1

Focus on the Basics: Schools, Roads, Infrastructure

If Lisbon is to be the premier community for families in Androscoggin County, it needs to do the basics well. For a growing residential community, this means making sure the community is investing in its schools and maintaining the investments made by prior generations in roads, sewer and water infrastructure.

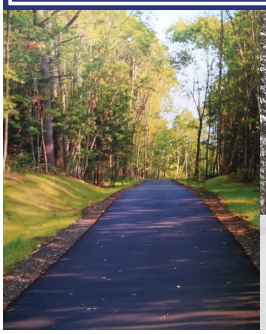
It is clear that residents value the small town feel and close knit community experience that Lisbon provides. For residents that haven't grown up in Lisbon, a big part of that community experience comes through the schools. When people in the family creation stage of their lives are looking for a home, the quality of the school system can be a major factor in where they ultimately end up.

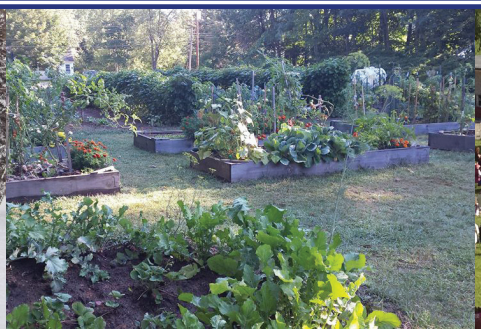
Lisbon has been lucky in recent years to have several state road improvement projects completed, notably on Route 196 and Route 9. The condition of these roads will be good for years to come. Many people feel that more attention should be focused on local and secondary roads, especially in regard to winter plowing.

Recent population growth seems to be largely attributable to Lisbon's great location relative to job markets, the Maine Turnpike and I-295, and relatively affordable housing options. Access to jobs and housing are the foundation of a stable community, but improving the core functions of education and service delivery will be an important key to future population growth and creating a place where people choose to live based on factors other than affordability and convenience.

Spotlight Topic #2

Boost the Value of Parks and Public Spaces





Lisbon has an incredible network of park and open space assets, highlighted by Beaver Park and the Androscoggin River Trail. Beaver Park has been used by the community for years as a place to play ball, picnic and swim. The recently completed Androscoggin River Trail connects Lisbon Falls to the High School campus and on the boat launch where the Sabattus River meets the Androscoggin. Parking for the trail is available at these three locations. These assets were cited over and over again as special to Lisbon residents and clearly add a lot of value to Lisbon's quality of place.

We also heard that for as valuable as Beaver Park is, it could be even more valuable to the community and become a major regional draw the way it was once envisioned to be as a potential unit in the state park system. With some additional planning and focus, additional programming and park elements can be incorporated into this 337 acre park.

Lisbon must also think about parks and open space in relation to the growth areas around Lisbon Village and Lisbon Falls. Good work has started in Lisbon Village with the town's purchase of the old Graziano 's property right on the corner of Lisbon and Village Streets, a portion of which will be parking for the area and a portion of which will be green space, at least for the next several years. This will complement the riverside pocket park on Webster Street.

There is little available today for in the Lisbon Falls area for parks and public spaces. However, there are two former industrial sites with extensive river frontage, the Worumbo Mill property (5.75 acres) and the Knight-Celotex property (8 acres), that present opportunities for the community to reconnect with the Androscoggin River. The Worumbo property in particular, located at the corner of Lisbon Street and Canal Street and across from Main Street could be a true gem. It is not out of the question that a portion or even most of these properties could be redeveloped in the future, but whether the town acquires portions of these properties or assists with a master plan for private redevelopment, the community should ensure that important goals related to open space, water access and water views from Lisbon Falls are maximized.

Spotlight Topic #3

Best Face Forward: Raising the Bar for Community and Private Investment

This spotlight is about showing the pride Lisbon that people feel when they interact with town staff and volunteers. It is about expecting more from commercial property owners when it comes to the aesthetics and value of new construction and property maintenance in Lisbon. It is about enabling the municipality to go beyond the basics sometimes in order do the little things that show Lisbon is a place that people care about.

The town has already started making headway with this Spotlight Topic. As part of implementing the Downtown Revitalization Plan, Lisbon has adopted design standards for new development, a sign ordinance and a dangerous buildings ordinance that allows for enforcement based on property and building conditions. This work should continue especially in the village areas and the Route 196 gateways to Lisbon. The commercial strip on the north end of Route 196 near Lewiston has been called out by many over the years as evidence that Lisbon doesn't care about the impression others have of the community. Spend any amount of time with town staff, the volunteers on the LDC and Positive Change Lisbon and others, and you will quickly see that people do care about how the community presents to people who live and work here as well as though who travel Route 196. It will take time for redevelopment to occur and perseverance to stick with it, but these efforts will pay off. The town should continue to hold the line and even raise the bar when it comes to new development.

Showing pride in the community is not just an issue with private property owners, though. Municipal and school buildings need maintenance, street trees, benches and sidewalks are in need of maintenance and replacement, flower beds at intersections and around signs are overgrown. Spending some time, allocating some resources, or finding volunteers to help take care of these types of things has an outsized payoff.

A wonderful example of this community pride and collaboration between staff and volunteers is the group called the Green Thumb Gang. As recently as 2014, this dedicated group of volunteers helped Parks and Public Works staff maintain 46 garden spots throughout the town.

Lisbon Future Land Use Map

As noted above, one of the key jobs for a Comprehensive Plan is to designate which parts of town should be receiving most of the growth and development, which should be protected from growth, and what are the parts of town that should continue along the development track they are on today. Common designations on a Future Land Use Map include:

Growth Areas

These are the areas that are anticipated to accommodate a majority of a town's new residential and commercial growth over the next 10 years or so. They are often areas that are already more built up than other areas of town, and might include original settlement areas or older parts of the community. They often are served by water and sewer utilities that enable higher residential densities and greater diversity in commercial and industrial uses.

In the Future Land Use Plan for Lisbon, below, these designated areas are the:

- Lisbon Falls Growth Area
- Lisbon Village Growth Area
- Diversified Growth Area

Rural Areas

These areas are where communities want to see slow growth and low levels of change over time. These are the places where the farms, woodlots and other working lands are located. They are also likely to be the places that have important natural features and wildlife habitats. These places are typically not served by water and sewer utilities.

In the Future Land Use Plan for Lisbon, all of the unlabeled white areas make up the designated Rural Area.

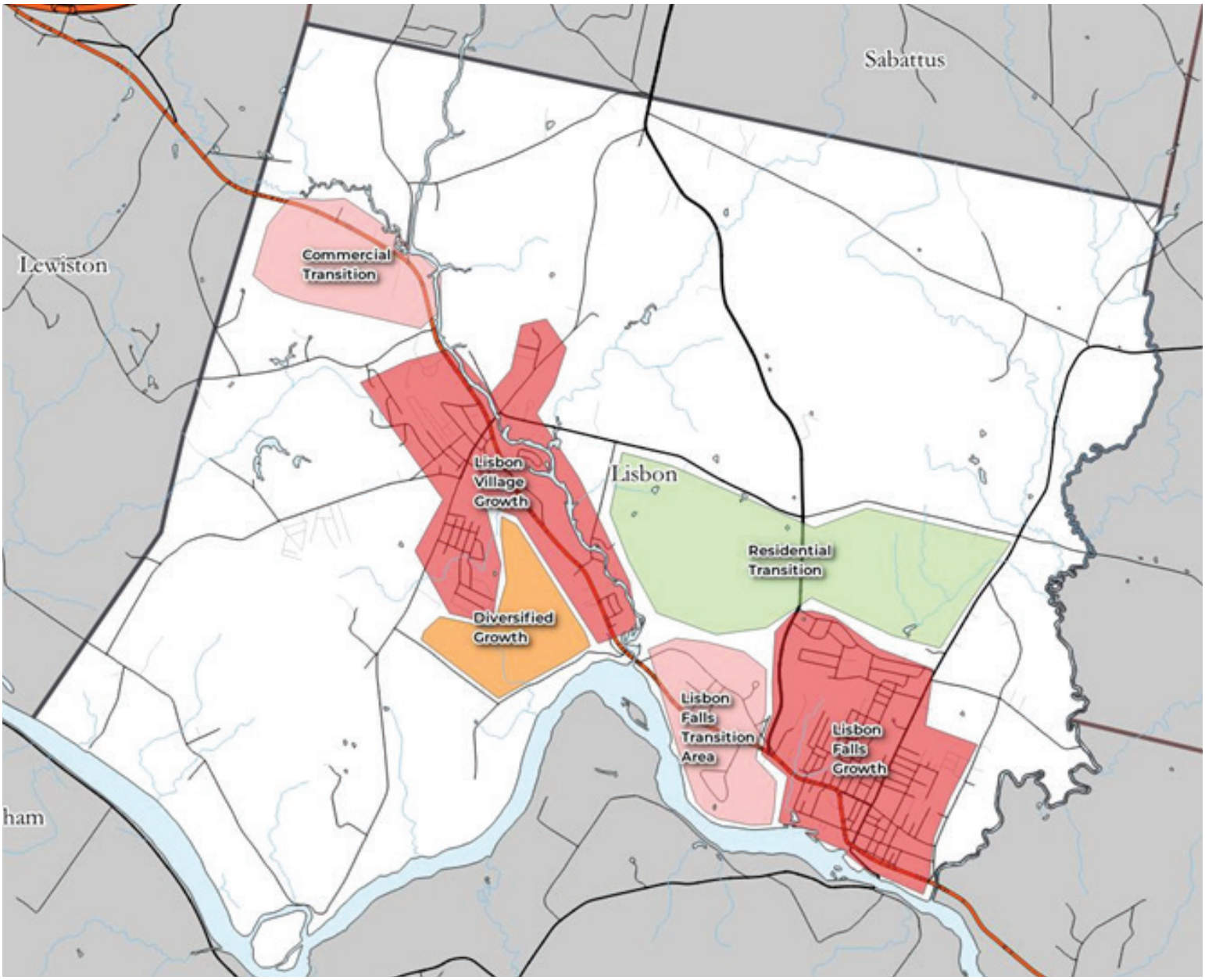
Transition Areas

These parts of a town are really the in between areas. Sometimes these places serve as buffers between Growth and Rural Areas, so that higher density or higher intensity uses are not adjacent to sensitive resources or lower density residential uses. Another way to think of a Transition Area is that of a place that is not entirely rural based on the existing level of development, but isn't a place the community wants to proactively direct or incentivize future growth.

The following Transition Areas have been identified for Lisbon:

- Lisbon Falls Transition Area
- Commercial Transition Area

Lisbon Future Land Use Map



Rural Areas

The white areas on the map above are areas that are appropriate to direct growth away from. In 10-15 years, these parts of Lisbon should look and feel very similar to the way they do today. Certainly, there will be some level of new home building and it will be appropriate for wood to be harvested or farms to be started, but these places will continue to demand little in the way of municipal services while providing access to open lands and country roads.

Transition Areas

Three transition areas have been called out in the Future Land Use Map. Each area currently has and will continue to develop its own character.

Commercial Transition Area

The Commercial Transition Area is currently a commercially dominated section of Route 196, shown in a pink color in the Future Land Use Map above. It is generally located from the town line with Lewiston to about the Moody Road area. In the future, there is opportunity for residential development on smaller local streets off Route 196, especially on the south side of Route 196, though in the foreseeable future this area will continue to be dominated by commercial uses that need access to Route 196. However, Lisbon should continue to raise the bar for new private development here, through access control and higher design standards. This section of road is often what people associate with Lisbon and Route 196, so thinking about landscaping, parking, setback and building design will be important to improving the impression this area makes on residents and those who travel through the community.

Lisbon Falls Transition Area

This area is located along Route 196 from about the Route 9 area to the Sabattus River and is also show as pink on the Future Land Use Map. Lisbon High School, the Lisbon Industrial Park on Capital Avenue, and a suburban-scale retail area including Food City, Rite Aid, and restaurants like McDonald's and Subway are all located here, along with residential neighborhoods north of Route 196 centered around Frost Hill Road. Commercial infill and some additional residential development could be beneficial, especially in proximity to the schools, but this are should not be targeted as a high activity area or a more intensely developed part of town.

Residential Transition Area

This area is generally bound by Main Street/Route 125 on the east, Gould Road/Upland Road on the north, Mill Road and the Sabattus River on the west and the Frost Hill Avenue and Wing Street neighborhoods on the south. It is shown as the green area on the Future Land Use Map. It is a large block of lightly developed residential homes along the main roads and includes agricultural lands and many larger (20+ acre) properties. Additional streets, especially if connections can be made to the existing street grid, can provide frontage for moderately dense housing, including apartments and single family homes.

Growth Areas

Lisbon Falls Growth Area

This Growth Area is shown in red on the Future Land Use Map and includes the area along Route 196 from the Topsham town line to about the Route 9 intersection and the land north of Route 196 to about Wing Street. Lisbon Falls is highly developed and Main Street is located here, and hosts the library and a fire station. This area is also the host of most Moxie Festival events and other downtown and civic focused events. Further infill development

and redevelopment of existing properties and buildings should be encouraged. There are opportunities for redevelopment on the Worumbo Mill site and the Knight-Celotex mill site. These are the places Lisbon Falls grew up around and are important to the future of the village. There is potential to build on Lisbon Falls' assets, including the current mix of businesses and restaurants, in a way that will continue to develop the Falls and the Main Street area in particular into a regional destination as an attractive place to live, work and visit.

Lisbon Village Growth Area

This area is also shown in red on the Future Land Use Map. It is centered on the Route 196 and Village Street/Webster Road intersection, and includes the Farwell Mill apartments and businesses, the built-up residential area local businesses of Lisbon Village, the Middle School on Gartley Street and the Lisbon Community School on Mill Street. New housing is being developed in this area at Kelly Park, just off Route 196. The Lisbon Village area also includes the Town offices and police station on Route 196 and a fire station on Village Street. The area is currently being targeted for sidewalk and streetscape upgrades to go along with the recent purchase of the old Graziano's site on the corner of Route 196 and Village street. This area is appropriate for some additional new development, infill development and redevelopment of the existing housing stock. This area can complement Lisbon Fall's regional center role through a focus on local services and activities and the proximity to Beaver Park and the Sabattus River.

Diversified Development Growth Area

This area consists of several large parcels of undeveloped land or large areas of backland behind property that has been developed along existing road frontage on Route 196, River Road and Hudon Road. This area has access to sewer and water and has been targeted as an area for the town's future non-residential growth. Unlike the Lisbon Falls and Lisbon Village Growth areas, this area could reasonably accommodate higher impact commercial or industrial uses based on the potential for buffering and setbacks from existing residential areas while capitalizing on access to Route 196 and existing infrastructure.

Implementation of Future Land Use Plan

The Future Land Use Plan will be implemented through amendments to the town's Zoning Ordinance. The plan will provide basic direction to the drafters of the zoning amendments while the Future Land Use Map will serve as basis for the amending of the zoning map which will precisely define the various districts. Unlike the Future Land Use Map, the Zoning Map will utilize property lines, setbacks from roads or other definable landmarks, or features to allow the districts to be defined on the earth's surface. The final zoning map will likely be somewhat different from the Future Land Use Map to account for specific district boundaries, but it should be generally consistent with the guidance included in this Plan Update.

LISBON COMPREHENSIVE PLAN UPDATE SECTION I

GOALS
POLICIES
STRATEGIES
FUTURE LAND USE PLAN
REGIONAL COORDINATION
CAPITAL INVESTMENT PLAN

Introduction

The cornerstone or most important elements of the comprehensive plan are its policies and strategies. They present the directions the community will take to address issues identified in the Inventory and Analysis element of the plan. Policies are statements of direction the community desires to take and strategies define specific actions the Town should undertake in order to carry out those directions.

The policies and strategies are presented in a series of planning topics. The format first presents a planning topic relevant to Lisbon. After the identification of the planning topic, the State goals as adopted in the Comprehensive Planning Land Use Regulation Act which relate to the planning issue are identified. A brief narrative which defines the planning issue is presented which is then followed by recommended policies and strategies. ***After each strategy, the officials responsible for implementing that strategy are identified as well as the timeframe, short, mid or long, when that strategy should be implemented. Short refers to one two years, mid is three to five years and long is six to ten years.***

The Lisbon Comprehensive Plan Update Committee has thoroughly considered each and every one of the policies and strategies and assessed its implications. Although, in not all instances did the committee unanimously agree, it is the position of the committee that the following presents a realistic direction for Lisbon.

PLANNING TOPIC Historic and Archaeological Resources

State goal relating to planning topic:

To preserve the State's historic and archaeological resources

Overview

Existing and prehistoric and historic archaeological sites yet to be discovered can be significant indications of our past. The river systems and shorelines within Lisbon have several documented prehistoric archaeological sites and may hold undocumented others. There are documented historic archaeological sites in Lisbon. Others may exist near early roads.

Various buildings or structures located in Lisbon, including those listed on the National Register of Historic Places, have a historic significance to Lisbon and/or are of such architectural design they are landmarks of our past. For various reasons, these historically significant buildings have been or may be demolished or renovated in such a manner that their historic values are permanently lost. Such historically significant buildings provide insight into the community's past as well as preserving a record for future generations.

Current ordinances do not offer any protection to those structures on the National Register or other significant historical structures or sites. In addition structures listed on the National Register are not provided any degree of protection unless federal and/or state funds are involved in any redevelopment or renovations.

Policy

Historic or architecturally significant structures are important to the community and actions need to be undertaken to maintain their values.

Assure that before archaeological sites/areas are disturbed, their values are fully assessed.

Minimize the impacts from development that could threaten archaeological sites.

Strategies

Conduct a Historical Resource Survey.
Responsibility/Time Frame Historic Society/Short

Consider neighborhoods in Lisbon that are of significant architectural design in the Historical Resource Survey.
Responsibility/Time Frame: Historical Society/Short

Encourage owners of historic properties to register their property with the National Register of Historic Places.
Responsibility/Time Frame Historical Society/Ongoing

Amend the Subdivision and Zoning Ordinances to require development projects to conduct a preliminary archaeological assessment in areas near documented archaeological sites and in prime archaeological areas (within 50 yards of major surface waters). If the assessment yields a positive result, a more detailed study would be required.

Responsibility/Time Frame Planning Board/Short

Develop ordinance standards for subdivisions and nonresidential development projects that require the protection of known and potential archaeological resource locations.

Responsibility/Time Frame Planning Board/Short

PLANNING TOPIC Housing/Affordable Housing

State goals relating to planning topic:

To encourage and promote affordable, decent housing opportunities for all Maine citizens.

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

Overview

The availability of affordable housing has become a major concern in various areas of Maine. Affordable housing is housing which is within the financial reach of prospective housing consumers. More specifically, the state's Growth Management Program has defined affordable housing as decent, safe and sanitary dwelling, apartment or other living accommodation for a household whose income does not exceed 80% of the median income for the area as defined by the United States Department of Housing and Urban Development.

The cost of purchasing or renting a dwelling has increased significantly in recent years throughout Maine. Increased housing costs are also evident in Lisbon. Numerous factors have led to these increased costs, including land costs, construction costs and an expanded housing market. Lisbon's attractiveness for residential development, due to its proximity to Lewiston/Auburn, the Bath/Brunswick area and more recently the Greater Portland area, has been a factor in increased costs as well. Based upon information derived from the real estate sales data, which indicated the median sale price of homes in Lisbon was $150,000 in 2003, the median sale price of homes is above the affordability range of many current and prospective residents of both Androscoggin County and the Lewiston/Auburn housing market that are in the very low, and low income ranges.

Before it can be determined what Lisbon should consider for policy relating to affordable housing, the Town's current attitude toward affordable housing must be examined Lisbon's current zoning and subdivision ordinances are not overly restrictive in relation to providing affordable housing. Mobile home parks, cluster development, planned unit development and multi-family developments are allowed in the majority of the zoning districts. Conversion of existing residences to multiple unit housing is allowed in the Village and General Districts.

Lisbon has not intentionally stood in the way of affordable housing over the past decade. In fact, it appears that the Town has historically exceeded the 10% goal included in the Comprehensive Planning Law.

Policy

Seek to achieve a level of 10% of new residential development based upon the 5-year historical average.

Allow mobile home park expansions within appropriate areas.

Allow up to a 10% density bonus in residential development proposals when lots or dwellings are and will remain affordable.

Allow alternative housing types and options such as townhouses, elderly and congregate housing, to meet the demands of a changing housing market.

Provide for the development of techniques that allow for compact and walkable (Great American Neighborhood) neighborhoods.

The new construction and major renovations comply with minimum construction and safety standards.

Strategies

Amend the Subdivision and Zoning Ordinances to provide a density bonus of up to 10% of the total lots or units in multi-family development if the applicant agrees to market such lots or units within defined affordable guidelines. In addition, provisions must be included in an agreement that continues the affordability to future purchases or renters.

Responsibility/Time Frame Planning Board/Short

Prepare a report on or before April 1st to the Planning Board and Council on the number of units placed or constructed that meet the affordable housing definition in the previous year.

Responsibility/Time Frame Code Enforcement Officer/Ongoing

Based upon affordable housing reports presented by the Code Enforcement Officer if affordable housing policy is not being met, develop appropriate strategies to achieve the stated policy.

Responsibility/Time Frame Planning Board/Economic Development Office

Amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.

Responsibility/Time Frame Planning Board/Short

Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.

Responsibility/Time Frame Town Staff/Ongoing

Amend the Subdivision and Zoning Ordinances to allow Great American Neighborhood type of development – walkable, mixed use neighborhoods with a diversity of housing options.

Responsibility/Time Frame Planning Board/Short

Amend the Subdivision and Zoning Ordinances to allow tiny homes and tiny home villages/developments.

Responsibility/Time Frame Planning Board/Short

PLANNING TOPIC Public Facilities/Services

State goals relating to planning topic

> To encourage orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services and preventing development sprawl; and
>
> To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Overview

Lisbon, being the third most populated community within Androscoggin County, is required to deliver a wide array of municipal services. Future demands upon the Town's services must be assessed based upon projected growth in population and the need for new or expanded municipal services.

Water System

The Lisbon Water Department (LWD) provides drinking water to residential, commercial and industrial users. Raw water supplied to the system originates from three groundwater sources; the Moody, Bauer and Ann Street wells. The Bauer and Moody wells currently provide the bulk of the production for the system. The estimated long-term safe yield of the supplies is 1,989,000 gallons per day. This is more than adequate to meet existing and future demand projections through the year 2025 and beyond.

The system consists of approximately 37 miles of water lines and transmission mains. The distribution system consists of two separate pressure zones; the Lisbon zone and the Lisbon Falls zone. Storage for the system consists of the Lisbon tank in the Lisbon zone and the Lisbon Falls standpipe in the Lisbon Falls zone. The Lisbon tank contains 500,000 gallons while the Lisbon Falls standpipe contains 1,000,000 gallons.

Sewage

The treatment facility, although located on the Little River, discharges waste through a relatively long outfall to the Androscoggin River. Currently, dry weather flows are approximately 500,000 gallons per day (gpd) with the average daily flow being 750,000 gallons and wet weather flows approaching 1.2 mgd. Even with combined sewer overflows in the collection/interceptor system, peak flows from stormwater runoff exceed 3 mgd. The facility and system have undergone a number of upgrades and changes over the years. The system is a Secondary Treatment – Activated Sludge facility.

There is an estimated 30 miles of sewer lines throughout the Town of Lisbon. There are three sections of the town that have separate urban areas. The interceptor sewer system, pump stations and treatment facility were constructed during 1973 through 1975. Areas of the town have been repaired plus combined sewers have been removed from the sewer system over the years.

Municipal Administration Offices

The Town's administrative offices and police station are located at 300 Lisbon Street in Lisbon Center. Constructed in 2000, the 17,000 square foot facility contains the offices of the Town Manager, Town Clerk, Finance Department, Tax Collector, Assessor/Code Enforcement Officer, Fire Chief, Town Engineer, Economic Development Director, Recreation Department and Police Department. The facility will have the capacity to meet the needs for the next 10 years.

Police Department

Lisbon maintains a full-time police department consisting of 16 full-time officers, seven reserve officers, four full-time and one part-time dispatchers, a full time administrative assistant, a part time secretary and a full time animal control officer shared with the Town of Sabattus. The police station is housed at the municipal building complex constructed in 2000. Physical space needs to provide police services are now and for the planning period very adequate. Storage space has become a problem. In 2004 a storage trailer was purchased.

Fire Department

The Town of Lisbon has been protected by the Lisbon Fire Department since 1854. Today the department consists of a 60-person call roster and a career Chiefs position. The department utilizes twenty hours of per diem time each week in which each station is manned for the day. The roster is divided into two companies, the Lisbon Falls Fire Company and the E. T. Smith Hose Company in Lisbon Village. Firefighting apparatus is housed at station in Lisbon Falls and Lisbon Village. Both stations have had additions constructed and the Lisbon Falls station’s floor was lowered to accommodate the Truck 6. Both stations have storage and minor structural issues.

Education

There are four school facilities located in Lisbon. The Lisbon Community School was constructed in 2004 and is located on Mill Street in Lisbon. It currently houses grades PreK-5 with a 2018 enrollment of 651 students. The school has 95,000 square feet of gross floor area and was constructed to house 700 students.

The Philip W. Sugg Middle School is located on the same site as Lisbon High School adjacent to Route 196 in Lisbon Falls. The location of the school on the site would allow for further expansion. The facility was constructed in 1973 with a gross floor area of 37,356 square feet. The Philip W. Sugg Middle School houses students in Grades 6-8 with a total enrollment in 2018 of 293 students. The gymnasium is undersized for a middle school (per state recommendations) and the library space is inadequate. The music program is housed on the second floor, and the cafeteria shares space with the physical education program.

The Lisbon High School was constructed in several phases beginning in 1950-51 and is located adjacent to Route 196 in Lisbon. In 1952, the main entrance and a classroom wing were added. Two classrooms were added in 1961-62. In 1972-73, another classroom wing was added as well as a library, cafeteria, kitchen and varsity locker room. In 2015, construction on a new gymnasium and track was completed. The Lisbon High School houses students in grades 9-12 with a total enrollment in 2018 of 331 students. The Gartley Street Alternative Education School was started at the Central Office building during the 2010-2011 school year. The Gartley Street School currently provides services for 25 Day Treatment and 17 Alternative Education students.

The Lisbon School Department has applied four times to the State for funding of a major capital improvement project at the high school. In 2007 the high school was rated #27 on the state's list of projects but dropped to #47 in 2017 as a result of over 2 million dollars in capital improvement renovations, that was completed performance contract work in 2015 and 2018.

Since 2007, the total resident school enrollment has decreased by 186 students but has maintained a total enrollment of around 1275, for the last several years, as a result of the positive economic growth and increase in available and affordable property.

Public Works Department

The Lisbon Public Works Department is responsible for summer and winter roads, municipal road construction, all municipal lawns and vehicle maintenance for all town owned vehicles. The department consists of the director, administrative assistant, a foreman, six drivers/laborers, two mechanics, two laborers and one part-time office assistant and one part time laborer. The public works garage facility is located on Capital Avenue in Lisbon Falls. The building is of metal construction and provides space for indoor parking of the Town's major equipment. In addition, the facility contains maintenance space and a machine shop. The building was constructed in 1969 and because of its design it is not handicapped accessible and the needs of the department and heating are no longer as efficient as are needed.

Solid Waste

The Town of Lisbon operates a transfer and recycling facility located in the Lisbon Industrial Park. It was constructed in 1978 and utilizes self-compacting trailers to haul more than 3,000 tons of solid waste to the Mid-Maine Waste Action Corporation steam generation plant in Auburn. The facility is operated by the director, one equipment operator, two truck drivers/workers and two part time employees. The recycling side of the facility handles more than 3,400 tons annually. Recyclable material includes paper and cardboard, glass, tin cans and plastic, steel and metal, yard waste, demolition wood, shingles and drywall. In addition more than 2,000 gallons of used oil is collected. About $120,000 per year is raised from the recycling operation. This is about 25% of the overall solid waste operating budget.

Library

The Lisbon Library Department offers a full spectrum of library services with over 45,000 volumes, public internet access, on-line statewide "SOLAR" card catalogue system, "MARVEL" online research database and CD/Video selections. In 2005, the Village Library was closed and its resources moved to the Lisbon Falls Community Library. Prior to the consolation the town had been served by two libraries for more than 50 years. The Lisbon Falls Community Library is located on Main Street in the "Falls." The total space available on the first floor and basement is approximately 6,400 square feet. The space on the first floor is used to the maximum with no additional space for shelving, reading areas or computer stations. While the new Children's Room has some growth space it is currently used for Story time and other children programs.

With the closing of the Village Library and continued increase in patrons, a larger more efficient facility is on the horizon.

Policy

Seek geographically diverse new sources for the public water supply.

Coordinate water system improvements and extensions to implement the comprehensive plan.

Cooperate with the Water Department and Water Commission in development of the necessary wellhead protection plans.
Include water department capital expenditures in the Capital Improvement Program.

Continue the program of removal of infiltration and inflow from the sewer system.

Program sewer and water extensions to those areas as demand justifies, which are consistent with the comprehensive plan, or which are funded by developers or neighborhoods.

Plan for future sewer systems expansions and improvements in the Capital Improvement Program.

Coordinate sewer and water system improvements and extensions to successfully implement the comprehensive plan.

Maintain a police and fire departments of sufficient manpower and equipment to provide adequate coverage.

Provide an education system responsive to changing education demands.

Provide education facilities which meet education needs.

Continue to transfer its solid waste to other locations to avoid the expense of developing and managing a landfill.

That new growth and development does not exceed municipal services and facilities capacities.

Assess opportunities for regional municipal service delivery.

Assess the advantage and costs associated with employing a professional municipal planner.

That the public works building has adequate space, complies with ADA and air quality standards.

Strategies

75% of new municipal growth-related capital investments (public water & sewer) should be made in designated growth areas. Plans for service extensions or expanded capacity should be made with the Planning Board.

Responsibility/Time Frame	Water Commission/Sewer Department & Town staff/Ongoing

The Fire Department should include needed major expenditures in the Capital Improvement Program.

Responsibility/Time Frame	Fire Department/Ongoing

The School Union should seek funds from the Maine Department of Education for school improvements.

Responsibility/Time Frame	School Union/Ongoing

Assess the advantages and costs of adding a full-time planner to the municipal staff.

Responsibility/Time Frame	Town Manager & Council/Mid

Participate in discussions and analysis of joint municipal service delivery.

Responsibility/Time Frame	Town Manager, Department Heads & Council/Ongoing

Prepare an assessment of the costs for improving the existing Public Works Building vs. the construction of a new building.

Responsibility/Time Frame	Town Manager, Public Works Department & Council/Mid

PLANNING TOPIC Economic Development

State goals relating to planning topic:

> To promote an economic climate that increases job opportunities and overall economic well-being.
>
> To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.

Overview

Lisbon's economy was originally based upon lumbering due to mighty stands of pines and the availability of water power from the Androscoggin, Sabattus and Little Rivers. As the great stands of timber were cut, farming became the mainstay of Lisbon's economy. Later, paper and textiles supported the Town's economy.

The Lisbon Office of Economic and Community Development was created from the successful Community Development Block Grants (CDBG) and other State and Federal grant initiative of the 1980's and 1990's. In 1991 the Office shifted focus from grants to the development of loan programs for small businesses and start-ups, due to the overwhelming need for such services. One major project was the Town taking possession of the Farwell Mill Complex and begin the renovations into 84 quality apartments.

In 1994 the Office applied for a $500,000 Rural Development loan (IRP) and a smaller loan from the Finance authority of Maine. Program income from these initiatives allows some flexibility of assistance to seniors with such issues of failing septic or roof damage as part of our continuation of emergency grant assistance.

The Town meeting of 2005 voted to allow the Office to initiate Public /Private Partnerships to bring additional business expansions to the area.

More recently, economic development efforts have been focused on Lisbon Falls and Lisbon Village. The Economic Development Department has secured CDBG funds for sidewalk and streetscape improvements within these areas. These funds were used in Lisbon Falls for design in 2017 and construction in 2018, with design work for improvements in Lisbon Village anticipated in 2019. In 2018, the town purchased the old Graziano's restaurant property, the corner lot at Route 196 and Village Street. Additional planning is anticipated for this site and the site of the former Worumbo Mill in Lisbon Falls.

Policy

Encourage business retention and development.

Provide continued staffing of the Office of Economic and Community Development.

Not to overly restrict economic growth through unreasonable or unnecessary development regulation.

Plan infrastructure improvements that provide necessary services for economic growth in suitable locations.

Through zoning regulations, place appropriate land areas in zones that allow for desired economic growth.

Consider and work towards interlocal/regional approaches to economic growth.

Promote economic growth in Lisbon Center.

Seek internet upgrades as technology advances and costs allow.

Develop industrial/commercial sites.

Provide technical and financial support to businesses.

Develop a wetland mitigation program to allow for greater development along the Route 196 Corridor.

Strategies

Maintain staffing and operation of the Economic Development Office.
Responsibility/Time Frame Town Manager/Ongoing

The Town's lead department to carry out economic growth efforts and coordinate with the private sector to encourage economic growth will be the Economic Development Office.
Responsibility/Time Frame: Economic Development Office /Ongoing

Plan for the redevelopment of the Worumbo Mill site.
Responsibility/Time Frame Economic Development Office /Ongoing

Seek Community Development Block Grant (CDBG) funds for continued village improvements that encourage economic growth with the village areas.
Responsibility/Time Frame Economic Development Office /Ongoing

Future infrastructure improvements should receive a high regard in the Capital Improvement Program.
Responsibility/Time Frame Council/Ongoing

Allocate funds to develop a wetlands mitigation program to provide for greater commercial/industrial development opportunities.
Responsibility/Time Frame Council/Short

Encourage internet providers to consistently upgrade service.

Responsibility/Time Frame Council/Ongoing

Utilize economic development tools including Pine Tree Zone designation and Tax Increment Financing to attract business expansion and development

Responsibility/Time Frame Economic Development Office/Ongoing

Seek governmental and private funding to acquire and develop new commercial/industrial sites.

Responsibility/Time Frame Economic Development Office /Ongoing

Seek funds to recapitalize business assistance and loan programs.

Responsibility/Time Frame Economic Development Office /Ongoing

Start a community conversation about Economic Development beyond Route 196, including where might it be located and what it might look like.

Responsibility/Time Frame Economic Development/Town Council/Mid

Continue to coordinate with regional transportation program to plan for and implement commuter bus service between Lewiston/Auburn and Bath/Brunswick.

Responsibility/Time Frame Economic Development/Mid

PLANNING TOPIC Transportation System

State goals relating to planning issue:

> To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
>
> To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.

Overview

Lisbon's transportation system includes highways, bridges, sidewalks, trails and transit. Lisbon participates in the transportation planning for multi modal systems improvements through its membership in the Androscoggin Transportation Resource Center.

Although the physical condition of the majority of Lisbon's roads are deemed to be in acceptable condition, to maintain them an ongoing program is required. Capacity of the existing roadway system is a planning concern particularly Route 196. Route 196 is the major transportation corridor through Lisbon and carries a high volume of traffic traveling between Lewiston and Bath/Brunswick. The town has made targeted improvements to Route 196 in the Lisbon Falls area in 2018 using Community Development Block Grant (CDBG) funds. An additional CDBG award received in 2018 is earmarked for improvements to Route 196 in the Lisbon Village area.

The Turnpike interchange in Sabattus was opened in 2004. Route 9 from Sabattus to Lisbon Falls may become a more significant travel corridor due to the new interchange. Reconstruction of Route 9 was completed in 2011/2012, with a resurfacing in 2017.

Policies

> Maintain a multi-year road and bridge improvement program and include cost in the Capital Improvement Program.
>
> Actively participate in the Androscoggin Transportation Resource Center and the development of the Transportation Improvement Program.
>
> Require the developers of new or redeveloped projects which will exceed acceptable road capacities to assist in roadway improvements.
>
> Allow the construction of privately owned roads provided they meet acceptable construction standards.
>
> In the near term (5-10 years) improvements to Route 196 need to address disruptions, delays, congestion and safety that will maintain the atmosphere of the Villages.

That Route 9 be maintained as a primarily rural transportation corridor.

Require sidewalks in those developments that generate significant pedestrian traffic and/or could be connected to existing sidewalk system.

Manage new and redeveloped driveways entering Route 196 to minimize congestion and maximize safety.

Continue efforts to develop the trail system connecting different parts of town.

Participate in discussion on the future uses of the rail line.

Maintain the Lisbon Connection commuter bus service.

Strategies

Prioritize paving, reconstruction and bridge projects to be included in the annual Public Works budget and submit others for inclusion in the Capital Improvement Program.

Responsibility/Time Frame Public Works Director/Ongoing

Assess the need and feasibility of developing a local impact fee ordinance for road improvements necessitated by development. If such an impact fee is feasible, acquire services for the development of such an ordinance.

Responsibility/Time Frame Council & Planning Board/Mid

PLANNING TOPIC: Natural Resources

State goals relating to planning topic:

> To protect the quality and manage the quantity of the state's water resources including lakes, aquifers, great ponds, estuaries, rivers and coastal areas;
>
> To protect the state's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural resources.
>
> To safeguard the state's agricultural and forest resources from development that threatens those resources.

Overview

The natural resource base of a community plays an important role in overall community development. Natural resources can enhance or limit the growth potential of a community and are significant factors in the planning of a community's future. Various natural resources also enhance the quality of life within the community.

Soils are extremely important to community development. They are the underlying material upon which roads, buildings, sewage, waste disposal and agricultural activities occur. Development upon soils that are unsuitable for such proposed uses will likely increase development and construction costs, annual maintenance costs and cause environmental degradation.

Forest or woodlands cover the majority of land in Lisbon. It is estimated that some 11,000 acres area covered by trees at various stages of maturity. Forest land is an important natural resources that when harvested provide raw materials for local and regional industry. They are also critical to water quality protection, wildlife and the quality of the air and provide numerous recreation opportunities.

Wildlife should be considered a natural resource similar to surface waters or forest land. Although there are many types of habitat important to our numerous species, there are four which are considered critical. They include wetlands, riparian areas (shorelands of ponds, rivers and streams), major watercourses, deer wintering areas, large undeveloped blocks of land, as well as other unique and/or critical habitats. Generally, loss of this habitat will not have an immediate negative impact on wildlife populations; however, the cumulative loss will reduce the capacity of an area to maintain and sustain viable wildlife population.

The Natural Areas Program which compiles information on Maine's rare, endangered or otherwise significant species has stated that, *Strophitus undulatus*, a fresh water mussel, is found in the Androscoggin River. There is also a Bald Eagle nesting site along the Androscoggin River.

Wetlands, of any size, are important natural resources. They store large volumes of water thereby reducing flooding and later release excess water to aid in flow maintenance. They also serve as recharge areas for ground water and are vital habitats for various plants, animals and fish.

The Androscoggin River is the most significant surface water resource within Lisbon. With the improved water quality of the Androscoggin, the potential for recreational uses of both the water and shorelines has increased.

Policy

Permit development and other land use activities only upon or in soils which are suited for such use, unless technological advances remove the possibility of environmental harm.

Promote an appropriate level of management of forest land.

Require development that takes place in forest areas to conserve forest land and resource values.

Maintain wildlife and fisheries resources through habitat protection and/or enhancement.

Maintain wildlife travel corridors including areas along streams, rivers and wetlands.

Manage development in flood prone areas to minimize flood damage and protect human life.

Recognize identified scenic views as important natural resources.

Minimize the loss of the values of significant scenic areas and sites by encroaching development.

Provide the public with the opportunity to enjoy the town's significant scenic resources.

Protect identified rare and endangered plant and animal species habitats from degradation.

Maintain wetland values. Recognize the multi-use values of the Androscoggin River and support state efforts to improve or enhance its water quality.

To protect current and potential drinking water sources.

To protect significant surface water resources in from pollution and improve water quality where needed.

To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.

To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

To safeguard lands identified as prime farmland or capable of supporting commercial forestry.

To support farming and forestry and encourage their economic viability.

Strategies

Encourage agricultural landowners to participate with the Natural Resource Conservation Service to identify and implement practices to minimize soil erosion and phosphorus export.

Responsibility/Time Frame Conservation Commission/Ongoing

Implement and maintain an education program for wood landowners of programs available through Small Woodlot Owners Association, the Forest Products Industry, Maine Forest Service and others relating to woodlot management.

Responsibility/Time Frame Conservation Commission/Ongoing

Administer and enforce the Floodplain Management Ordinance.

Responsibility/Time Frame: Code Enforcement Officer/Ongoing

When road construction or reconstruction is undertaken, whether by developers, the town or the State design plans should include turn outs or suitable shoulders to allow vehicles to leave the travel way at Identified Scenic View locations.

Responsibility/Time Frame Planning Board, Council & Public Works Director/Ongoing

Notify applicants for development approval and building permits for the potential necessity to obtain state and federal permits for activities near or adjacent to wetlands.

Responsibility/Time Frame Planning Board & CEO/Ongoing

Place land adjacent to Potter Brook, Dearing Brook, Barker Brook, No Name Brook, and Salmon Brook in a resource protection district of 75 feet from the normal high water mark which prohibits development and 175 feet from the 75 foot zone which regulates developed and forestry management activities.

Responsibility/Time Frame Planning Board/Short

Develop a water front area along the Androscoggin River in Lisbon Falls to serve as a focal point of the Falls and provide visual access to the river.

Responsibility/Time Frame Town of Lisbon/Mid

Develop urban impaired street watershed management or mitigation plan that will promote continued development and redevelopment without further stream degradation.

Responsibility/Time Frame Planning Board/Mid

Provide educational materials at appropriate locations regarding aquatic invasive species.

Responsibility/Time Frame Land Trust/Mid

Encourage owners of productive fame and forest land to enroll in the current use taxation programs.

Responsibility/Time Frame Assessor/Short

Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, and pick-your-own operations.

Responsibility/Time Frame Planning Board/Short

Include agriculture, commercial forestry operations and land conservation that supports them in local or regional economic development plans.

Responsibility/Time Frame Economic Development/Mid

PLANNING TOPIC Land Use and Development Patterns

State goals relating to planning topic:

> To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.
>
> To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
>
> To promote an economic climate that increases job opportunities and overall economic well being.

Overview- Rural/Farmland/Open Space

Lisbon, with a land area of 16,085 acres (25 square miles), has a population density of 360 persons per square mile. This level of population density is third only to the Cities of Lewiston and Auburn. Development demand, changing landowner attitudes toward public access and an uncertain future of farming economy could have significant impacts on Lisbon's character and availability of open space over the next 10 years.

Farming and farmland has a number of benefits to a community. The value of farming is that it is a major factor in "rural character" in the eyes of many, provides open space and the benefits of open space and demands a minimal amount of municipal services. It also plays a roll in agricultural economy of the region.

In 2004, the development rights of 195 acres of fields used for vegetable crops, hay and silage were purchased. These developed rights at the Packard-Littlefield Farm were purchased with a combination of state and federal funding sources.

The continuation of current agricultural activities by farm landowners will maintain open farm land and the various benefits of that land use activity. However, if because of economic viability or other reasons active agriculture is stopped, rural character may be significantly affected. Much of the open farm land in Lisbon is located in areas which would be attractive for commercial or residential development. In addition several major areas of farm land are within distances feasible to be served by public sewer and water making development potential more attractive.

Farmland is an important community characteristic as identified by the Town residents. A municipality cannot assure that farmland will be farmed. As long as economics allow, farmers tend to farm thus maintaining farmland and related open space. When the economics no longer allows, farmers may develop or sell for development their land.

Depending on the characteristics of development upon once farmland, significant changes in Lisbon's character are possible.
The term open space can be interpreted a number of ways. It can mean undeveloped land or farmland, play areas or fields within a residential subdivision, or a park in or adjacent to a "downtown." Open space

can provide the feeling of rural character, pleasant or scenic views, habitat for wildlife species, areas for recreation or green belts. Residents of Lisbon value open space.

Policies

Provide separation between agriculture and conflicting land use activity.

Maintain the valued feeling of farmland and open space.

Discourage traditional subdivision development in rural locations.

Maintain farmland for current and future agricultural uses.

Provide for innovative development options that conserve farmland.

Strategies

Amend Ordinances to require a minimum 100 foot buffer between agricultural areas and areas to be developed residentially.
Responsibility/Time Frame Planning Board/Short

Amend the Zoning and Subdivision Ordinances to require residential development proposals in the Rural Open Space District I in excess of ten acres be clustered.
Responsibility/Time Frame Planning Board/Short

Amend the Zoning and Subdivision Ordinances to prohibit residential subdivisions in the Rural/Open Space II Area.
Responsibility/Time Frame Planning Board/Short

Amend the Zoning Ordinance to require new residential lots in the Rural/Open Space II Area to have a maximum lot area and frontage on a publically maintained road/street.
Responsibility/Time Frame Planning Board/Short

Amend the Zoning Ordinance to prohibit back lots in the Rural/Open Space II Area.
Responsibility/Time Frame Planning Board/Short

Amend the Zoning Ordinance to limit permissible development in the rural areas to agriculture, open space uses, cluster residential development, residential agricultural, low impact outdoor recreation and related businesses.
Responsibility/Time Frame Planning Board/Short

Seek conservation easements or the purchase of development rights of farmlands.
Responsibility/Time Frame Land Trusts/Ongoing

Amend the Zoning and Subdivision Ordinances to require a set aside of open space in all zoning districts of between five and ten percent of the land area within each development of more than ten dwelling units. If the set aside is not possible within the development, require a payment in lieu to be used for open space acquisition or improvement by the town.

Responsibility/Time Frame Planning Board/Short

Seek conservation easements or the purchase of development rights of open space areas.
Responsibility/Time Frame Land Trusts/Ongoing

Overview-Village

Lisbon's three traditional village areas, Lisbon Village, Lisbon Center and Lisbon Falls, were each anchored by a major manufacturer. Over the years, the importance of the traditional industries in each village area has decreased. However, the village centers are still very important to Lisbon's character.

Lisbon Village traditionally contained a mixture of industrial, commercial, residential and public uses. From its early industrial beginnings, the importance of industry in the village's character has declined. Today, after revitalization efforts, the Lisbon Village contains a mixture of residential uses including single-family and multi-family, commercial and service establishments. Commercial uses are prevalent in the village character.

Policies

Maintain and upgrade village areas.

Maintain Lisbon Falls as a commercial/business and service center of Lisbon with the traditional residential mix.

Maintain Lisbon Village as a retail, service and residential center.

Continue to develop Lisbon Center with a mixture of retail, service, public and residential uses.

Maintain and improve pedestrian facilities in village areas.

That new development, redevelopment and signage in village areas be undertaken in way that present pleasing visual qualities.

Strategies

Amend Ordinances relax parking requirements, encourage the use of municipal parking areas and to allow the use of shared parking facilities in village areas.
Responsibility/Time Frame Planning Board/Short

Amend ordinances to strengthen design criteria for new or redeveloped commercial/retail and industrial structures.
Responsibility/Time Frame Planning Board/Short

Amend ordinances to strengthen standards for landscaping, and also review sign size and design, access and parking lot layout standards with the aim of improving visual qualities and improve pedestrian experience in village areas.

Responsibility/Time Frame Planning Board/Short

Develop a Lisbon Gateway Improvement Program that will define gateways and develop programs for their improvement.
Responsibility/Time Frame Council/Ongoing

Support business associations within the "Villages" to address common problems and foster business retention and expansion.
Responsibility/Time Frame Economic Development Office/Ongoing

Amend the Zoning Ordinance to allow in the Aquifer Protection Overlay District in the Village District a minimum residential lot area of 5,000 square feet with corresponding frontage and set back standards, if served by sewer and water, if it is shown that no adverse effects to the aquifer will result.
Responsibility/Time Frame Planning Board/Short

Overview- Commercial/Industrial

Lisbon's traditional commercial areas evolved around the mill centers located in Lisbon Village, Lisbon Center and Lisbon Falls. Unlike modern day development trends, early residential and commercial areas evolved immediately adjacent to major employers. Lisbon Falls contains the greatest traditional concentration of commercial land use. Lisbon Village contains a smaller commercial center which again was developed adjacent to a major mill. Commercial development in Lisbon Village is primarily restaurants and automobile service related businesses and other services. Lisbon Center has a limited commercial development today.

The Capital Avenue Lisbon Industrial Park and the area immediately adjacent to it covering approximately 65 acres is presently the largest and most recent area of industrial type development. The site is located west of the traditional Lisbon Falls Village area and is nearing build out. Former industrial sites have potential for various levels of future industrial or commercial redevelopment, including the site of the former Knight Celotex Mill, located on the Lisbon/Topsham border (14 acres), the site of the former Worumbo Mill and adjacent hydroelectric facility (16 acres). Outside of Lisbon Falls, sites include the old Juliet Mill site which was demolished in 2004 and the Maine Electronics site located on the shores of the Sabattus River is Lisbon Village's primary industrial area.

Policies

Direct commercial and industrial growth to centralized locations.

Separate intense commercial/industrial development from residential areas.

Direct new commercial and industrial development to areas with suitable infrastructure including transportation systems, water and sewer and/or areas to be served with such.

Manage commercial development to avoid the creation of new areas of strip commercial development.

Locate industrial development in environmentally suitable locations when possible.

Participate in public/private partnerships to develop new commercial/industrial sites.

Provide public infrastructure to suitable commercial/industrial locations.

Seek the development of campus type business parks.

Assure a high aesthetic quality of new commercial development.

Strategies

Zone areas of appropriate size meeting environmental constraints for business/industrial development.
Responsibility/Time Frame Planning Board/Short

Through zoning prohibit commercial/industrial development in primarily residential areas.
Responsibility/Time Frame Planning Board/Short

Amend ordinances to provide for a transition area between industrial/commercial uses and less intense uses. This transition area maybe through buffers or good neighbor standards including limits on noise, lighting and vibration.
Responsibility/Time Frame Planning Board/Short

Amend ordinances standards to update and strengthen access management standards.
Responsibility/Time Frame Planning Board/Short

Investigate the development of new Business/Industrial Parks and seek private, state and federal funds for development.
Responsibility/Time Frame Economic Development Office/Ongoing

Give priority to infrastructure improvements to serve new business locations and include cost in the Capital Improvement Program.
Responsibility/Time Frame Economic Development Office & Utilities/Ongoing

Overview- Residential Development

Residential development patterns, which refer to the location, density and type of residential land use, have significant impacts upon community character and the cost of the delivery of various municipal services. Lisbon's growth in residential development from 1970 to 1990 was significant. Between 1970 and 1980, Lisbon had 1,063 housing units added to its housing stock, representing a 54% increase. Between 1980 and 1990, there were 585 additional new housing units added, a 19% increase. Housing growth slowed in the 1990 to a 5% growth rate or 170 new units. After the small gain in total housing units between 1990 and 2000, housing starts increased after 2000. This increase can be attributed an expanded housing market from the south and low mortgage interest rates.

Through local zoning provisions and infrastructure improvements/extensions new residential development can be directed. Environmental and community character should also be significant considerations in determining the most appropriate location for future residential development.

Policies

Direct new residential development to those areas where municipal services (water, sewer, and police and fire protection) can be provided at the most reasonable cost.

Direct new residential development to those areas where the road system has the capacity to serve such development.

Locate new residential areas where it is compatible with adjacent land use activity.

In rural areas maintain a low density of residential development.

Only permit new residential development that will employ subsurface sewage disposal in locations where soil conditions are suitable for such disposal.

It is a policy of the town to encourage in-fill residential development.

Require that new mobile home parks be served by municipal public sewer and water.

Maintain the economic and social values of residential areas.

Strategies

Review zoning ordinance to ensure uses not compatible with residential uses in zones are restricted when the primary purpose is residential.

Responsibility/Time Frame Planning Board/Short

Overview- Route 196 Corridor

The Route 196 corridor extends for approximately six miles from the Lisbon/Lewiston town line to the Lisbon/Topsham town line. Route 196 serves as the major travel corridor for commuters going north to Lewiston, south to Brunswick, and into and out of the Lisbon area.

When compared with other major travel corridors within the Greater Lewiston/Auburn Area, Route 196 in Lisbon carries a relatively high volume of traffic. Traffic counts reported annual average daily traffic of approximately 15,000 at the intersection of Webster Road and Route 196 in Lisbon Village.

The Route 196 corridor is served by public water and sewer and contains a mixture of land uses. It passes through three historic centers or village areas, Lisbon, Lisbon Center and Lisbon Falls. The Comprehensive Plan can have significant impacts upon the future development characteristics of the Route 196 corridor. This could be in the form of recommendations concerning upgrading of water systems or specific development patterns. Several important "planning considerations" must be assessed. These include the following:

New development/redevelopment may aggravate already poor traffic flow conditions.

A demand exists for commercial development along Route 196.

Public water and sewer is available.

Route 196 being the "Gateway" to Lisbon is an important factor in creating an impression of the community.

The Transportation System Management Plan may result in recommendation that would change the character of the Route 196 corridor.

A significant portion of Route 196 is zoned for commercial or village development. Currently, more than 45 commercial, industrial and service related business exist on Route 196. Because of current zoning, the corridor segment from the Lewiston/Lisbon town line to Lisbon Village is in transition from multiple use to commercial/business. A so-called commercial strip can attract business and patrons. It can also create or aggravate traffic problems. With existing traffic conditions on Route 196, additional problems are likely if measures to manage future development within the corridor are unsuccessful.

Policies

Manage new development and redevelopment adjacent to Route 196 so that a “commercial strip" which aggravates or increases existing poor traffic flow capacities does not develop further.

Regulate the number, spacing and size of curb cuts (entrances) along Route 196 to minimize additional traffic problems.

Allow appropriate commercial development along the Route 196 corridor. .

That Route 196 including the two AGateways” presents Lisbon as a progressive and attractive community.

Strategies

Amend Ordinances to contain specific provisions relating to landscape provisions and parking lot locations.

Responsibility/Time Frame Planning Board/Short

Review ordinances to update access management standards for new and redevelopment adjacent to Route 196.

Responsibility/Time Frame Planning Board/Short

Overview- Route 9 Corridor

Route 9 extends for approximately 4.2 miles from the Sabattus/Lisbon town line to its intersection with Route 196 in Lisbon Falls. It is classified as an arterial highway with an annual average daily traffic volume of 4,000 vehicles. Route 9 is used as a commuter route from the north and west to the east. In 2004, the Maine Turnpike Authority completed the construction of an interchange at Route 9 in Sabattus. It has been estimated that the new Route 9 interchange will add some 400 additional vehicles on Route 9 in Lisbon.

Land use patterns in the Route 9 corridor are primarily residential and rural/open space. Under current zoning, the corridor is placed in two zones, Limited Residential and Rural Open Space. The Limited Residential District does not allow for commercial type uses and the Rural Open Space District limits commercial type uses to recreation and natural resource based.

The new interchange in Sabattus and the reconstruction of Route 9 could result in interest to develop commercial uses within the corridor.

Policies

Maintain the traffic movement functions of Route 9.

Limit development sprawl adjacent to Route 9.

Retain the rural/residential character of the Route 9 corridor.

Strategies

Review ordinance standards to see if strengthened access management standards are warranted on Route 9.

Responsibility/Time Frame Planning Board/Short

PLANNING TOPIC Recreation Resources

State goals relating to planning topic

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development;

To promote and protect the availability of outdoor recreation opportunities for all Maine citizens including access to surface waters.

Overview

Lisbon's population and population concentration requires various formal recreation facilities and programs. A significant portion of the town's recreation facilities are associated with school facilities. In addition to the facilities at the schools, Beaver Park, Pinewood Road Sport Complex and Summer Street Park offer outdoor recreation opportunities. Private landowners in Lisbon have allowed public access to their lands for outdoor recreation activities including hunting, snowmobiling and cross country skiing.

Policies

Plan for and develop necessary recreation areas, facilities and programs to serve the needs of all age groups.

Create a recreation/open space/ball field area along the waterfront above the hydroelectric dam at the Worumbo Mill.

Continue the development of the greenbelt corridor/Androscoggin River Trail between Lisbon Falls, Lisbon Center, Lisbon Village and Beaver Park.

Support the efforts of the snowmobile and ATV clubs to maintain local trail systems.

Provide neighborhood recreation areas in new development areas.

Encourage the practice of allowing public access to privately owned land.

Provide additional access to the Androscoggin River.

Strategies

Consider the feasibility of the creation of an open space park along the Sabattus River.
Responsibility: Conservation Commission/Mid

Develop plans and seek funding for the waterfront open space/recreation/ballfield area at the Worumbo Mill.
Responsibility: Economic Development Office/Mid.

Continue to seek funding for the greenbelt trail system/Androscoggin River Trail including easements, gifts or purchases.

Responsibility:	Conservation Commission/Recreation Department/Ongoing

Where major new developments would adversely affect traditional snowmobile and ATV trails, the development review conducted by the Planning Board should seek to maintain a reasonable route through the site.

Responsibility:	Planning Board/Ongoing

Develop a program to inform the users of privately owned land of their responsibilities and privileges.

Responsibility:	Snowmobile and ATV Clubs/Ongoing

Amend the Subdivision, Zoning and Site Review Ordinances to allow the Planning Board to consider the proposed developments impact upon the creation of the greenbelt trail system/Androscoggin River Trail.

Responsibility/Time Frame	Planning Board/Short

FUTURE LAND USE PLAN

State goals relating to planning topic

To coordinate the community's land use strategies with other local and regional land use planning efforts.

To support the locations, types, scales and intensities of land uses the community desires as stated in its vision.

To support the level of financial commitment necessary to provide needed infrastructure in growth areas.

To establish efficient permitting procedures, especially in growth areas.

To protect critical rural and critical waterfront areas from the impacts of development.

Overview

One of the most significant purposes of the comprehensive plan is to establish a guide for future growth and development. The plan establishes the foundation for land use decisions, defines various development areas within the community, and identifies future capital improvement needs. It is, therefore, important that the comprehensive plan sets forth a realistic development guide so that the community can prosper and at the same time maintain the various identified valued characteristics.

The Future Land Use Plan identifies desired future development patterns and characteristics. The Future Land Use Map synthesizes the statement of policies presented in the various policies contained in the comprehensive plan. It must be realized that as demands dictate the Future Land Use Plan and Map will require revisions. Principals which guided the development of Lisbon's Future Land Use Plan and Map include the following:

1. The type and density of development should be matched as closely as possible with the natural constraints of the land to absorb development. Water quality, soils, slope and the presence of unique natural features are key factors;

2. The desire to maintain and enhance the "village" areas;

3. The desire to continue mixed use development in Lisbon Center;

4. To balance the development along Route 196 with the desire to minimize the future development of a "commercial strip" which would aggravate existing poor traffic flow capacities;

5. The desire to encourage economic development including retail, commercial and industrial that is suitable for the community in appropriate areas;

6. The need to time public infrastructure improvements (water, sewer, roads) with development demands;

7. The desire to maintain agriculture, woodland, open space and wildlife habitats;

8. The desire to provide residential development at varying densities;

9. The need and desire to protect ground water quality and quantity;

10. The desire to maintain and enhance the natural values of the town's rivers and shorelands.

Future Land Use Map Categories – Growth, Rural, Transition

The state asks towns to think about change and future development by using the ideas of Growth, Rural and Transition Areas.

Rural Areas are places where new growth and development is to be minimized. These areas are to be sheltered from big changes and future development as they contain important open spaces, working lands, and sensitive environmental areas that are to be protected from development. These parts of the community should not see big investments in water or sewer extensions.

Growth Areas are the places in town where new homes and businesses and buildings are to be encouraged and incentivized. In general, these are the places in a community served by public water and sewer or are within proximity to such utilities so that future extensions are feasible.

Transition Areas are the in-between places that are neither Rural or Growth Areas. They have a level of development that keeps them from fitting into the Rural Area category and are not areas where future growth is to be especially encouraged or incentivized. They may or may not be served by public water or sewer.

The Future Land Use Map is the graphical representation of the Lisbon Vision Statement and the policies and goals listed in the sections above. Using the concepts of Rural, Growth and Transition Areas, the Future Land Use Map that follows will help for the basis for guiding future land use discussions and informing zoning ordinance amendments going forward.

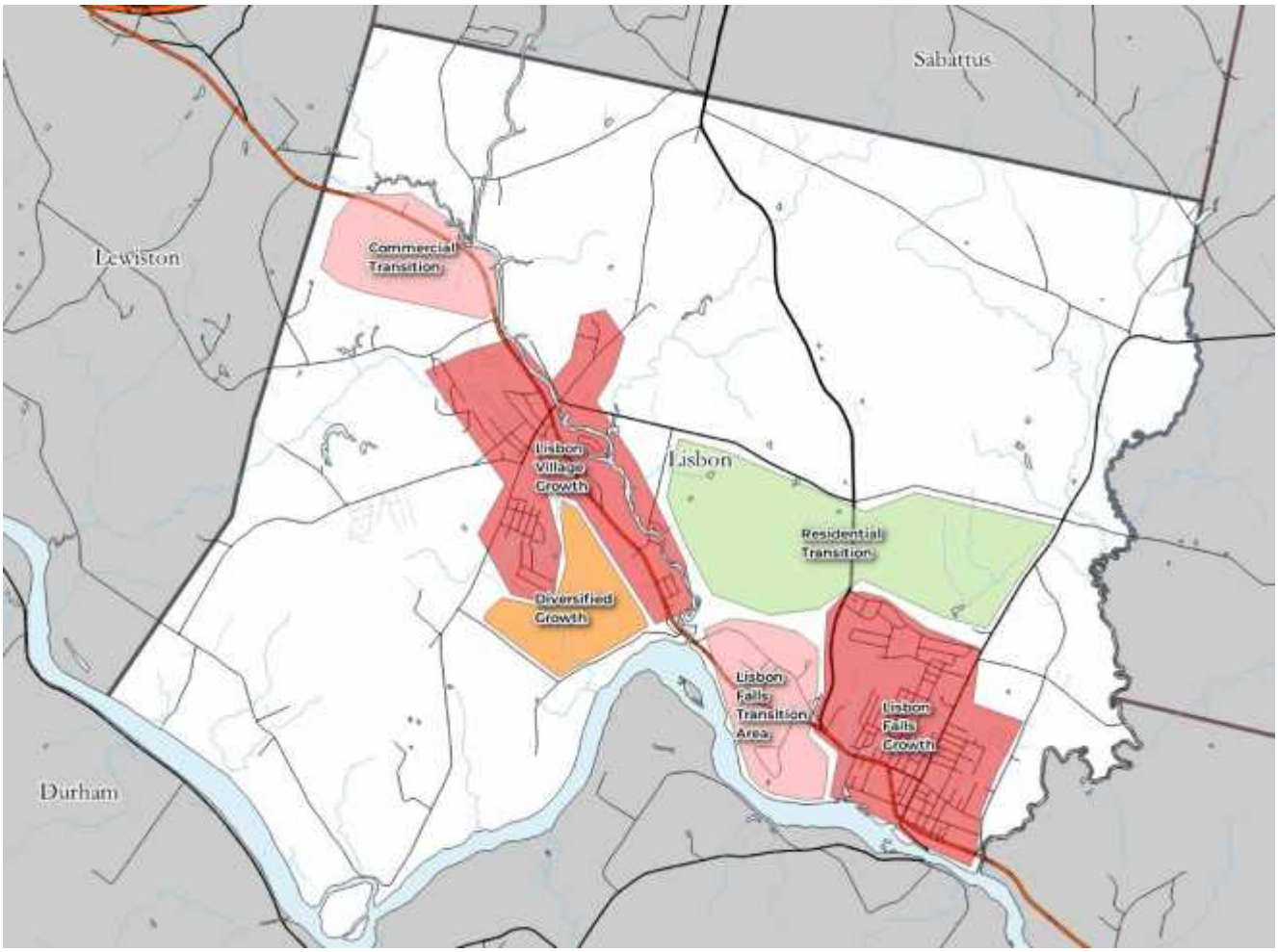


Figure 1 - Future Land Use Plan (North Star Planning, 2018)

Rural Areas

The white areas on the map above are areas that are appropriate to direct growth away from. In 10-15 years, these parts of Lisbon should look and feel very similar to the way they do today. Certainly, there will be some level of new home building and it will be appropriate for wood to be harvested or farms to be started, but these places will continue to demand little in the way of municipal services while providing access to open lands and country roads.

Transition Areas

Three transition areas have been called out in the Future Land Use Map. Each area currently has and will continue to develop its own character.

<u>Commercial Transition Area</u>
The Commercial Transition Area is currently a commercially dominated section of Route 196, shown in a pink color in the Future Land Use Map above. It is generally located from the town line with Lewiston to about the Moody Road area. In the future, there is opportunity for residential development on smaller local streets off Route 196, especially on the south side of Route 196, though in the foreseeable future this

area will continue to be dominated by commercial uses that need access to Route 196. However, Lisbon should continue to raise the bar for new private development here, through access control and higher design standards. This section of road is often what people associate with Lisbon and Route 196, so thinking about landscaping, parking, setback and building design will be important to improving the impression this area makes on residents and those who travel through the community.

Lisbon Falls Transition Area

This area is located along Route 196 from about the Route 9 area to the Sabattus River and is also show as pink on the Future Land Use Map. Lisbon High School, the Lisbon Industrial Park on Capital Avenue, and a suburban-scale retail area including Food City, Rite Aid, and restaurants like McDonald's and Subway are all located here, along with residential neighborhoods north of Route 196 centered around Frost Hill Road. Commercial infill and some additional residential development could be beneficial, especially in proximity to the schools, but this are should not be targeted as a high activity area or a more intensely developed part of town.

Residential Transition Area

This area is generally bound by Main Street/Route 125 on the east, Gould Road/Upland Road on the north, Mill Road and the Sabattus River on the west and the Frost Hill Avenue and Wing Street neighborhoods on the south. It is shown as the green area on the Future Land Use Map. It is a large block of lightly developed residential homes along the main roads and includes agricultural lands and many larger (20+ acre) properties. Additional streets, especially if connections can be made to the existing street grid, can provide frontage for moderately dense housing, including apartments and single family homes.

Growth Areas

Lisbon Falls Growth Area

This Growth Area is shown in red on the Future Land Use Map and includes the area along Route 196 from the Topsham town line to about the Route 9 intersection and the land north of Route 196 to about Wing Street. Lisbon Falls is highly developed and Main Street is located here, and hosts the library and a fire station. This area is also the host of most Moxie Festival events and other downtown and civic focused events. Further infill development and redevelopment of existing properties and buildings should be encouraged. There are opportunities for redevelopment on the Worumbo Mill site and the Knight-Celotex mill site. These are the places Lisbon Falls grew up around and are important to the future of the village. There is potential to build on Lisbon Falls' assets, including the current mix of businesses and restaurants, in a way that will continue to develop the Falls and the Main Street area in particular into a regional destination as an attractive place to live, work and visit.

Lisbon Village Growth Area

This area is also shown in red on the Future Land Use Map. It is centered on the Route 196 and Village Street/Webster Road intersection, and includes the Farwell Mill apartments and businesses, the built-up residential area local businesses of Lisbon Village, the Middle School on Gartley Street and the Lisbon Community School on Mill Street. New housing is being developed in this area at Kelly Park, just off Route 196. The Lisbon Village area also includes the Town offices and police station on Route 196 and a fire station on Village Street. The area is currently being targeted for sidewalk and streetscape upgrades to go along with the recent purchase of the old Graziano's site on the corner of Route 196 and Village street. This area is appropriate for some additional new development, infill development and redevelopment of the existing housing stock. This area can complement Lisbon Fall's regional center role through a focus on local services and activities and the proximity to Beaver Park and the Sabattus River.

Diversified Development Growth Area

This area consists of several large parcels of undeveloped land or large areas of backland behind property that has been developed along existing road frontage on Route 196, River Road and Hudon Road. This area has access to sewer and water and has been targeted as an area for the town's future non-residential growth. Unlike the Lisbon Falls and Lisbon Village Growth areas, this area could reasonably accommodate higher impact commercial or industrial uses based on the potential for buffering and setbacks from existing residential areas while capitalizing on access to Route 196 and existing infrastructure.

Implementation of Future Land Use Plan

The Future Land Use Plan will be implemented through amendments to the town's Zoning Ordinance. The plan will provide basic direction to the drafters of the zoning amendments while the Future Land Use Map will serve as basis for the amending of the zoning map which will precisely define the various districts. Unlike the Future Land Use Map, the Zoning Map will utilize property lines, setbacks from roads or other definable landmarks, or features to allow the districts to be defined on the earth's surface. The final zoning map will likely be somewhat different from the Future Land Use Map to account for specific district boundaries. It cannot, however, deviate substantially because it would be inconsistent with the comprehensive plan.

REGIONAL COORDINATION PROGRAM

Overview

Lisbon, located between Lewiston/Auburn and Bath/Brunswick looking east to west and Portland and Augusta looking north to south, needs, along with adjacent communities, to effectively address planning considerations that go beyond the towns' borders. These may be natural resource related such as the Androscoggin River which passes through 16 Maine communities before reaching Lisbon, the Route 196 corridor which is a vital transportation link between Lewiston/Auburn and Bath/Brunswick.

Economic Development

Lisbon has carried out an aggressive economic development program with a goal to attract and retain business. Adjacent communities are also aggressively seeking new or expanded businesses. Although Lisbon must continue its own economic development approaches, advantages and additional results may be achieved through interlocal cooperation on economic development.

Route 196 Corridor

Route 196 in Lisbon extends for approximately six miles from the Lisbon/Lewiston town line to the Lisbon/Topsham town line. Overall, Route 196 originates in Auburn Center, traverses the City of Lewiston and Lisbon, and in Topsham, terminates I-95/Route 1. It serves as the major travel corridor for commuters going north to Lewiston, south to Bath and Brunswick, and into and out of the Lisbon area. Route 196 has been designated as a “Corridor of Economic Significance” because of it importance to the region. Decisions made by the Maine Department of Transportation relating to improvements and bypasses may significantly impact corridor communities. A coordinated approach to improvements is necessary.

Route 9 Corridor

The new Turnpike interchange in Sabattus was opened in 2004. Route 9 from Sabattus to Lisbon Falls may become a more significant travel corridor due to the new interchange. Reconstruction of Route 9 is planned in over the next several years.

Lisbon and Sabattus need to jointly consider the future characteristics of the corridor.

Old Railroad right-of-way with Brunswick, Topsham and Lewiston

The Lewiston Lower Branch rail line connects Brunswick, Topsham, Lisbon and Lewiston to points south and north. The line has been inactive for almost 40 years. Lisbon has completed a significant portion of the Androscoggin River Trail within portions of this right-of-way. Brunswick and Topsham have also been very successful installing paved off-street pathways for people and bikes. Thinking about regional trail connections will be important for Lisbon, especially as any connection between Brunswick and Lewiston would go through Lisbon.

The Androscoggin River Corridor shared with the communities of Auburn, Lewiston, Durham, Topsham and Brunswick

The suitability of the Androscoggin River as a source of hydro power began the industrialization of the river valley. The first dam was constructed at Topsham in 1753. Gulf Island Dam in Lewiston/Auburn, built in 1925-1927, created the largest impoundment along the river's main stem with 10,288 acre-feet of usable storage. The pulp and paper industry anchored along the Androscoggin River during the mid-1880's. Mills were constructed at Berlin, New Hampshire, and Livermore Falls and Rumford, Maine; they discharged raw liquors from the sulfite pulping process to the river. As the pulp and paper industry and the economy grew, increased demands were placed upon the river to assimilate industrial and domestic wastes.

Changing conditions and attitudes stimulated a comprehensive approach to water resource management in the Androscoggin River basin. Improved water quality has renewed opportunities for fisheries and recreational uses; an expanding environmental consciousness has provoked interests in protecting natural values. The river should be viewed not only as an industrial asset, but as a natural resource asset and focal point for downtown/village development and redevelopment.

Because the Androscoggin River is a shared resource of significant importance, the communities at the southern end of its drainage should work toward joint efforts to achieve its full values.

Sabattus River
The Sabattus River flows from Sabattus Lake in Sabattus and joins the Androscoggin River between Lisbon Center and Lisbon Falls. Historically the River has had one of the lower water quality classifications. Dams along the River help maintain flows and water levels. The town of Lisbon and Sabattus need to work together to improve water quality and the recreational values**.**

Sand and Gravel Aquifers Shared with Lewiston, Bowdoin and Sabattus

With the lack of suitable surface waters as a source of public water supply, Lisbon's ground water supplies are invaluable. The public water system has always been supplied by ground water. Because of the movement of water within sand and gravel aquifers, land use activities outside of Lisbon's border may impact the quality and quantity of ground water in Lisbon or a future source of water supply located outside of Lisbon.

Lisbon has interconnecting aquifers with Bowdoin, Lewiston and Sabattus. Of greatest concern are the sand and gravel aquifers shared with Lewiston and Sabattus. The communities need to assure that current and future land use activities do not negatively impact this resource.

Compatible Land Use at Town Boundary Areas

Decisions Lisbon makes regarding future development in the proximity of town boundaries and similar decisions of adjacent communities may significantly impact land across town boundaries. Coordination is necessary between communities in relation to land use decisions to protect natural resources and land values.

Policies

Participate in joint programs with adjacent communities to retain and/or attract appropriate economic development.

That Route 9 maintains its importance of a regional travel corridor.

Recognize the rail line between Brunswick and Lewiston as an important regional resource.

Recognize the Androscoggin River and its shorelines as a significant regional resource. Recognize the Sabattus River as an important resource and work to improve those qualities**.**

New or existing development located on significant sand and gravel aquifers is regulated to minimize damage to the resource.

Coordinate with adjacent communities in zoning district designations.

Strategies

Seek regional economic development opportunities.

Responsibility/Time Frame	Economic and Community Development Office/Ongoing

Participate in the Androscoggin River Watershed Council.

Responsibility/Time Frame	Conservation Commission/Ongoing

Solicit interest from the Town of Sabattus to establish a Sabattus River working group to develop plans for the future of the River.

Responsibility/Time Frame	Town Council/Mid

As an element of revisions to the Town's Zoning and Subdivision Ordinances, conduct joint meetings with Lewiston and Sabattus to coordinate compatible development standards over significant sand and a gravel aquifer areas.

Responsibility/Time Frame	Planning Board/Ongoing

Coordinate with the Department of Transportation, Androscoggin Transportation Resource Center, Topsham and Lewiston to monitor activities on the rail line.

Responsibility/Time Frame	Economic and Community Development Office/Ongoing

Coordinate land use standards for the Route 9 corridor with the Town of Sabattus.

Responsibility/Time Frame	Planning Board/Ongoing

Actively participate with the Androscoggin Transportation Resource Center to direct Route 196 improvements and bypass options.

Responsibility/Time Frame	Town Manager and Representative to ATRC/Ongoing

Prior to any public hearing on a zoning district change that abuts or is in proximity to an adjacent town's border provide a copy of the proposed zoning amendments to the appropriate community and solicit its comments.

Responsibility/Time Frame	Planning Board/Ongoing

CAPITAL INVESTMENT PROGRAM

Introduction

Over the 10-year planning period public facilities and equipment will require replacement and upgrading. They include new or expanded physical facilities, rehabilitation or replacement of existing facilities, major pieces of equipment which are expensive and have a relatively long period of usefulness. Capital investments or improvements usually require the expenditure of public funds; town, state, federal or some combination thereof. Funding limitations will make it impossible to pay for or implement all needed major public improvements at any one time or even over a multi-year period.

Listed in Appendix A at the end of this plan is the Capital Plan prepared by the Town Manager and approved by the Town Council in 2018. This plan includes the significant capital investments, which are expected over the next ten years, identified during the prior comprehensive planning process and updated by staff on a regular basis. Individual items represent necessary equipment replacement/upgrading, facility improvements and investments necessitated by projected growth. The amounts of the identified expenditures may change after further study and Town Council action.

Capital Improvements Financing

Capital improvements, as they are prioritized and scheduled for implementation through a multi-year Capital Improvement Program, require a funding source or means of financing. A variety of techniques for financing capital improvements exist and are outlined below. State laws usually govern which techniques are authorized and how they are to be carried out.

CURRENT REVENUES (Pay-As-You-Go)- The most fundamental and simplest means of paying for capital improvements is on a pay-as-you-go basis: funding capital improvements from current revenues. This has the advantage of avoiding bonding and its interest costs. Its disadvantage is that large scale capital improvements may require a similarly large amount of money to finance them. That would create an inordinate tax burden for the implementation period and extreme fluctuations in the tax rate. Spreading these costs over a longer period reduces such sudden impacts and rate swings.
BONDING- Borrowing against future taxes (general obligation bonds) or future service charges or fees (revenue bonds) to finance long-term public improvements is widely practiced and makes good sense from the standpoint of "paying-as-you-use." Bonding evens out the tax impact over time and allows the municipality to obtain vital improvements earlier in time than current revenue or reserve fund arrangements would permit. As a general rule, no improvement or equipment should be bonded beyond its service life and, thus, violate the pay-as-you-use rule. The chief disadvantage of bonding is the payment of interest on the borrowed money. The fact that purchasers of municipal bonds are usually exempt from payment of taxes on interest received causes the interest rate on such bonds to fall below market rates.

RESERVE FUND- A reserve fund is analogous to a family savings account for a future big ticket purchase (car, appliance, etc.). Reserve funds are often used to replace equipment with a known service life whose cost and date of replacement are fairly accurately known and can be planned for. The full

replacement cost thus becomes available at the time when replacement is necessary without the necessity of bonding or suffering a sudden impact on the tax rate. Other advantages are that reserve funds may be invested to collect interest on their principal, thus reducing the tax revenue contribution required. Reserve funds, like bonding, even out the flow of revenues required for capital improvements.

TIME-PHASED PROJECTS -Some very large scale projects can be broken up into time-phased increments, and thus, paid for over a period of several years through annual bonding or pay-as-you-go arrangements. This, again, avoids sudden tax increases.

GRANTS AND COST SHARING- A number of state and federal grant-in-aid programs exist to share the cost of certain categorical public improvements. Full advantage should be taken of these cost-sharing programs to maximize the benefits to the community, recapture an equitable share of locally generated taxes and secure vitally needed public improvements. Cost sharing grant programs exist in a wide variety of areas such as highways and streets, water quality, sewers, energy co-generation, parks, community development, conservation, school construction and bike paths.

LOW-INTEREST LOANS- In some cases, the federal and state governments have developed special low-interest loan programs to support certain categories of public improvements. These should be investigated as possible funding mechanisms for capital improvements falling within those categories.

Capital Investment Plan Implementation

To implement the Capital Investment Plan, the Town of Lisbon should develop a formal Capital Improvement Program.

The Capital Improvement Program provides a mechanism for estimating capital requirements; scheduling all projects over a fixed period with appropriate planning and implementation; budgeting high-priority projects and developing a project revenue policy for proposed improvements; coordinating the activities of various departments in meeting project schedules; monitoring and evaluating the progress of capital projects; and informing the public of projected capital improvements.

In its most basic form, the Capital Improvement Program is no more than a schedule listing capital improvements, in order of priority, together with cost estimates and the proposed method of financing. Each year, the Capital Improvement Program should be reviewed and updated to reflect changing community priorities, unexpected emergencies or events, unique opportunities, cost changes or alternate financing strategies. The Capital Improvement Program consists of three elements:

a) inventory and facility maintenance plan;
b) capital improvements budget (first year); and
c) long-term CIP (5 years).

LISBON COMPREHENSIVE PLAN UPDATE

SECTION II

INVENTORY & ANALYSIS

INTRODUCTION

The comprehensive planning process needs to be based on an accurate and comprehensive understanding of the community. In planning terms, the "community" means its people, infrastructure, services, and natural features. Areas considered in the inventory and analysis element relate to population, economy, housing, transportation, natural resources, historic, cultural, and, archaeological resources, land use and development patterns, outdoor recreation, public facilities, and fiscal capacity.

The inventory and analysis also made several forecasts for the 10-year planning period. These included population growth and housing demand. Such forecasts were based on past trends and acceptable forecasting techniques.

The inventory and analysis are intended to be a snapshot of Lisbon based on the best information available in 2005. Communities are dynamic places and thus the inventory and analysis may not reflect all community characteristics at time of the adoption of the plan or five years from adoption. However, it presented a reliable picture of Lisbon and provided the necessary direction for the Comprehensive Plan Committee to identify issues and implications and formulate town goals and policies.

HISTORICAL AND ARCHAEOLOGICAL RESOURCES

Historical Overview

The Town of Lisbon is located on the east side of the Androscoggin River and in the eastern corner of Androscoggin County. The town is made up of three villages, Lisbon Center, the geographical center near the former Farnsworth Mill; Lisbon, known in earlier times as Lisbon Factory, which is situated about one mile northwesterly of Lisbon Center; and Lisbon Falls, formerly known as Little River and Thompsonborough. The town was formerly part of Bowdoin which in turn was part of the Kennebec Purchase.

The town was incorporated on June 22, 1799, under the name of Thompsonborough, in honor of the Thompson family who were large landowners in what was known as the Little River Plantation. The Little River Plantation was part of the Pejepscot Purchase and was a parcel of land lying between the Little River, the Androscoggin River and the Sabattus River. It was annexed to Lisbon on March 4, 1908 and later became known as Lisbon Falls.

The first town meeting was held in March 17, 1800, at the dwelling of Samuel Tibbetts Esq. which was located in the area now known as Webster Corner, at which time town officers were elected. The next meeting was held on April 7, 1800, when votes for governor were cast, representatives were chosen for the General Court and the State Legislature, and money was raised for road repair and support of schools.

On February 22, 1802, the name of Thompsonborough was changed to Lisbon. This change to a name with fewer letters and syllables was in response to criticism by town folks that Thompsonborough was too long to have to write or speak.

In 1840, a division of the Town of Lisbon was made and a portion of its territory was set off from the northern part forming a new town by the name of Webster, later to become the Town of Sabattus.

In 1860, construction commenced on a road between Lewiston and Topsham for the Androscoggin Railroad.

The Androscoggin Railroad Company tracks were put into use in 1861, and this later became the Maine Central Railroad which played an important part in the growth of the town's economy.

Lisbon's early economy was based almost entirely upon manufacturing industries which took advantage of the water power present in the Androscoggin, the Sabattus and the Little Rivers. Numerous mills were built along the banks of these rivers from the early 1800s on including woolen and textile mills, boot and shoe manufacturing plants, sawmills, gristmills and paper mills.

One of the more widely known mills in Lisbon Falls was the Worumbo Mill. Incorporated in 1864 this plant became a large manufacturing plant for textiles. It gained fame for its manufacture of fine sterling cloths made from pure wool which came from all over the world. In 1964, the mill was closed and several months later reopened under the name of Lisbon Weaving Corporation. This mill has since been destroyed by fire.

Another well-known mill was the mill most recently owned and operated by Knight Celotex LLC, on the Lisbon/Topsham town line. Incorporated in 1889, it operated under various names until around 1910 when its name was changed to the Pejepscot Paper Company. Under this company's management, the mill produced newsprint. Eventually, the mill was bought by U.S. Gypsum and more recently Knight Celotex LLC , and it manufactured insulated board and tile. That building has since been demolished.

The Farwell Mill in Lisbon is a visible remainder of the town's past. Built in 1868, the mill was known as the Farwell cotton mill. In the summer of 1964, the mill closed, laying off some 300 employees. It was later reopened through the efforts of the Lisbon Industrial Development Corporation, but would eventually close one final time. Today, the mill has been converted into an 84 unit apartment complex.

Many of these early mills were destroyed or washed away by high water and flooding that the town has experienced. In 1814, high waters washed away 21 sawmills and caused numerous other buildings and small factories. The first bridge between Lisbon and Durham, built in 1858, was a wooden toll bridge which was replaced by an iron bridge in 1895 and was later washed out by the flood of 1936. In between these two floods were numerous periods of high water of a lower magnitude which none the less caused damage and halted business for, sometimes, long periods of time.

Floods were not the only disasters to strike the town in its history. On April 6, 1901, nearly the entire business section of Lisbon Falls was burnt to the ground in a fire which destroyed 31 buildings, leaving only two stores standing and more than 50 families homeless. The fire originated in what was known as the Everett Block at around 1:00 a.m. in the basement of a shoe store. In less than 45 minutes, the building was destroyed, and the fire had begun to move down both sides of Main Street. The cause of the fire was never satisfactorily determined.

Records indicate that the early settlers of the town were not very liberal in providing for the preaching of the gospel. For several years after the town was organized, the article in the annual town warrant for that purpose was either voted to be dismissed or not to raise money for the support of the gospel the ensuing year. However, the law at the time required the town to employ and support a teacher for religion. In response to a complaint filed against the town, the sum of $100 was voted for the support of the gospel in 1811.

In 1840, the first meeting house called the Free Will Baptist Meeting House was built on what was called the Lisbon Plains on the south side of the Old County Road leading from Lisbon to Topsham. Another meeting house was constructed by some dissatisfied members around the same time in Lisbon Village. There were a number of Baptist Churches established in the town but historically there is some confusion about them perhaps due to the apparently loose use of the terms Baptist and Free Baptist making the two indistinguishable in some of the towns records. Other early churches included The Congregationalist Church in 1844, the Calvinist Baptist Church which was apparently quite popular among early settlers but about which little is known, the Methodist Church in 1818, the Roman Catholic Church in 1885, and the Episcopal Church in 1906.

The people of Lisbon were very liberal in their support for education from the start, as shown by the appropriation of funds for that purpose at the second town meeting. The town's first school was a brick building built in Lisbon Falls in 1809. It was donated to the town by King Cowan, owner of a brickyard in town, with the stipulation that it be used as a school.

The first high school classes were held in a building known as the Bell Building. This structure housed the grammar school classes downstairs and the high school classes upstairs. The first official graduation was held in 1886. The Bell Building was eventually torn down to make room for an elementary school.

In 1905, a new high school was built in Lisbon Falls. This building was used as the high school until the early 1950s, when the current high school was built on the Lisbon Road. The old high school was then used as the junior high school. Several years later, the town also voted to construct a new elementary school in Lisbon Falls on the site of the old Bell Building.

Lisbon Village also had schoolhouses which played an important part in the education structure of the town, including the schoolhouse on Webster Street, built some time prior to 1889, and the School Street school also built prior to 1889.

Historical Structures/Buildings/Sites

The Town of Lisbon contains several structures listed on the National Register of Historic Places. They include the following:

St. Cyril & St. Methodius Church, Main and High Streets/Lisbon Falls
Cushman Tavern, Route 9
Farwell Mill, Route 196/ Lisbon

The National Register of Historic Places is an official list of those historic resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register includes those districts, sites, buildings, structures and objects that are significant to American history, architecture, archaeology, engineering and culture. In addition to the recognition that listing provides, registered properties are afforded a measure of protection from development projects that are funded, licensed or executed by the federal government. Registered properties are provided no protection by such registration from activities undertaken by their owners with private financing.
The Maine Historic Preservation Commission recommends a comprehensive survey of above ground historic resources.

In addition to the structures listed on the National Register of Historic Places, the comprehensive planning program in 2007 identified the architectural uniqueness of the mill housing in Lisbon Falls and the Ridge Road (Upland Road) School House as being at a minimum of local significance.

Lisbon's current development regulations and building code requirements do not provide protection from alterations of destruction of the identified or potential historic buildings or areas.

Archaeological Resources

Archaeological resources are physical remains of the past, most commonly buried in the ground or very difficult to see on the surface. Archaeological sites are defined as prehistoric or historic. Prehistoric sites are those areas where remains are found that were deposited thousands of years before written records began in the United States. These sites are the only source of information about prehistory. More recent archaeological sites are those sites which occurred after written records began.

In this area, archaeological sites are most commonly found within 25 yards of an existing or former shoreline and early roads. These areas provided good locations for boat access and camp locations.

Although some 4,500 archeological sites have been identified in Maine, there may be an additional 12,000 sites to be discovered.

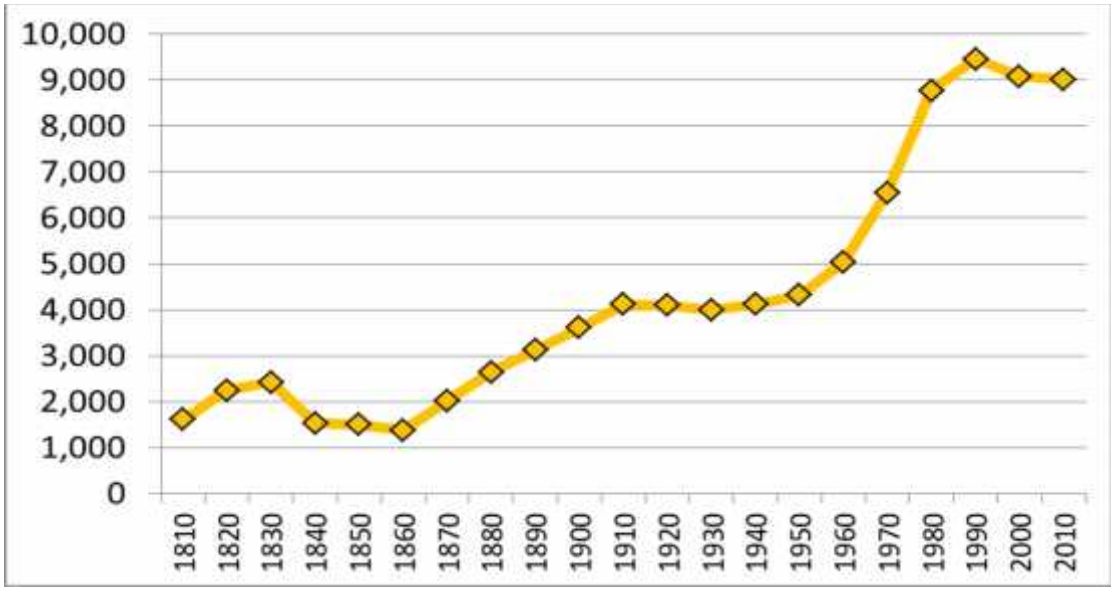
Five prehistoric archaeological sites have been identified in Lisbon, mostly on the banks of the Androscoggin River. The Maine Historic Preservation Commission reports that professional archaeological surveys are needed along the Androscoggin, Little and Sabattus River valleys.

The Maine Historic Preservation Commission has identified that historic archaeological remains exist at the 17th century Purchase Fish-House /English Fishing Station and the 19th century Jordan Rand/American Farmstead. However, no comprehensive professional historic archaeological survey has been undertaken. Currently, the town has no specific regulations to maintain or protect these or potential archaeological resources except in areas regulated by shoreland zoning standards.

POPULATION CHARACTERISTICS

Introduction

The following presents an overview of recent population trends in Lisbon and surrounding communities. An examination of population trends and characteristics is extremely important to understand the anticipated growth that will occur over the next ten year planning period. In addition, the characteristics of that population will lend insight into future demands for various community services.



Population Change and Demographics

Looking back to the population data from the 1990's, Lisbon's population was on a slow decline at -4%, a trend similar to the large communities in the region including Lewiston and Auburn; neighboring rural communities such as Sabattus and Durham experienced notable population growth. From 2000-2015 the same patterns seem to continue: Lisbon and other larger surrounding towns (with the exception of Lewiston) all experienced a 1-4% population loss, while neighboring Sabattus and Durham saw population growth of 11% and 15%. Lewiston became an outlier during this period, experiencing a slight 1% growth, attributed to both an influx of new immigrants and becoming a draw for people seeking to live closer to urban services and amenities.

The available population counts and estimates from 2000-2015 show that for Lisbon and other communities in the region, 2005-2010 represents a period where some population trends reversed (sometimes temporarily), leading to a slightly different picture when analyzing the last 10 years versus the last 15. In the big picture, some of the factors at work in Lisbon's overall population change from 2000-2015 include continued reduction in local employment

opportunities and the economic recession of the early 2000's, the regional effects of the closure of the Brunswick Naval Air Station, the housing crash in 2008, and the draw of smaller rural communities having more affordable property with lower tax rates.
For Lisbon, the population loss in the early 2000's was significantly less (0.5%) than in the 1990's, yet the regional trends continue to point to population growth in the rural towns in this region and decline in the larger communities.

Population Change
2000-2015

	2000	2010	2015 (est)		Pop. Change	% Pop. Change
Lisbon	9,077	9,009	8,895		-182	-2.0%
Auburn	23,203	23,055	22,916		-287	-1.2%
Brunswick	21,172	20,278	20,378		-794	-3.8%
Durham	3,381	3,848	3,902		521	15.4%
Lewiston	35,690	36,592	36,356		666	1.9%
Sabattus	4,486	4,876	4,991		505	11.3%
Topsham	9,100	8,784	8,734		-366	-4.0%
Androscoggin County	103,793	107,702	107,393		3,600	3.5%
Sagadahoc County	35,214	35,293	35,092		-122	-0.3%
Cumberland County	265,612	281,674	286,119		20,507	7.7%

Source: US Census

County level data indicates an overall decline in the "natural increase" of the population (births minus deaths) and a negative net migration – meaning that the county continues to lose population from people leaving and that the local population is barely keeping ahead of a net loss from a higher number of deaths than births.

County Births, Deaths, Migration

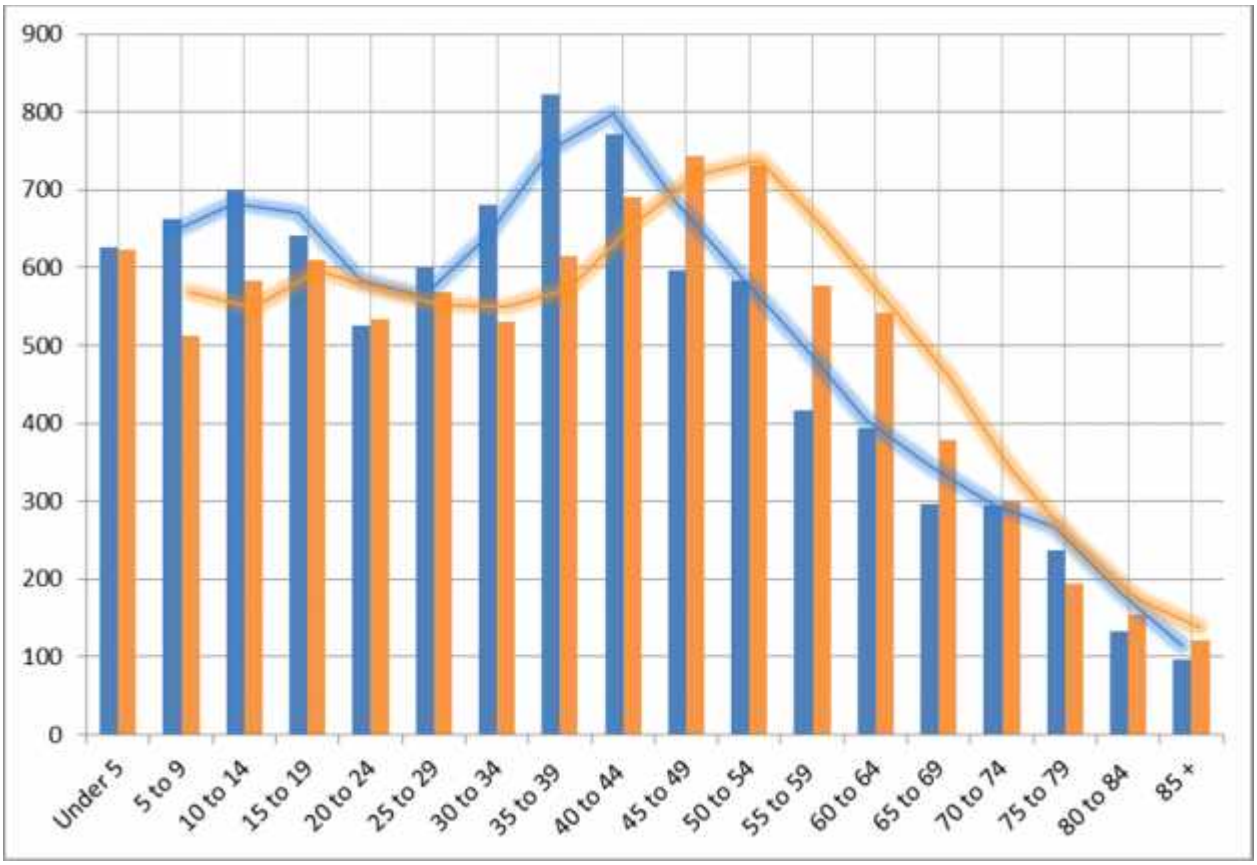
Androscoggin County	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
Total Population Change	-277	182	-28	49	-175
Natural increase	345	316	320	281	227
Births	1331	1298	1326	1273	1233
Deaths	986	982	1006	992	1006
Net Migration	-626	-133	-441	-192	-409
Domestic Migration	-740	-258	-589	-310	-552
International Migration	114	125	148	118	143

Age Distribution

Looking at the age distribution of Lisbon's population can tell more about how the population has changed between 2000 and 2010. The median age is the point where half of residents are younger and half of residents are older. According to the US Census, the median age of Lisbon residents in 2016 was estimated at 38.6, compared to the State's median age of 40.7, indicating that Lisbon residents are on the younger side of the population profile for the state. However, over time, even though Lisbon's overall population had not changed significantly, the population grew older.

	2016	2000
Lisbon	38.6	38.4
Androscoggin County	40.7	39.4
Maine	44	42

It is possible to take a closer look at the changes within the population between the census years of 2000 and 2010 to get more information regarding the story of Lisbon's population change.



The chart above tells an interesting story of how the population has changed, even though the overall population only went down a little. It shows Lisbon's population by age group, with the 2000 population in blue and the 2010 population in orange. The bars show the numbers in each group and the lines over the top show the trends.

First, it is easy to see that the population has gotten older. Up until the age 40-44 group, there are less people in each age group except one, and from the age 45-49 age group and older there are more people in each group except one.

The trend lines show a clear shift in the population age from about the 20s to the 70s, it appears that everyone who was here in 2000 was still here and ten years older in 2010. Of course this is an oversimplification of people moving in and out of town, but the fact is there was not much population change in the middle of the age chart.

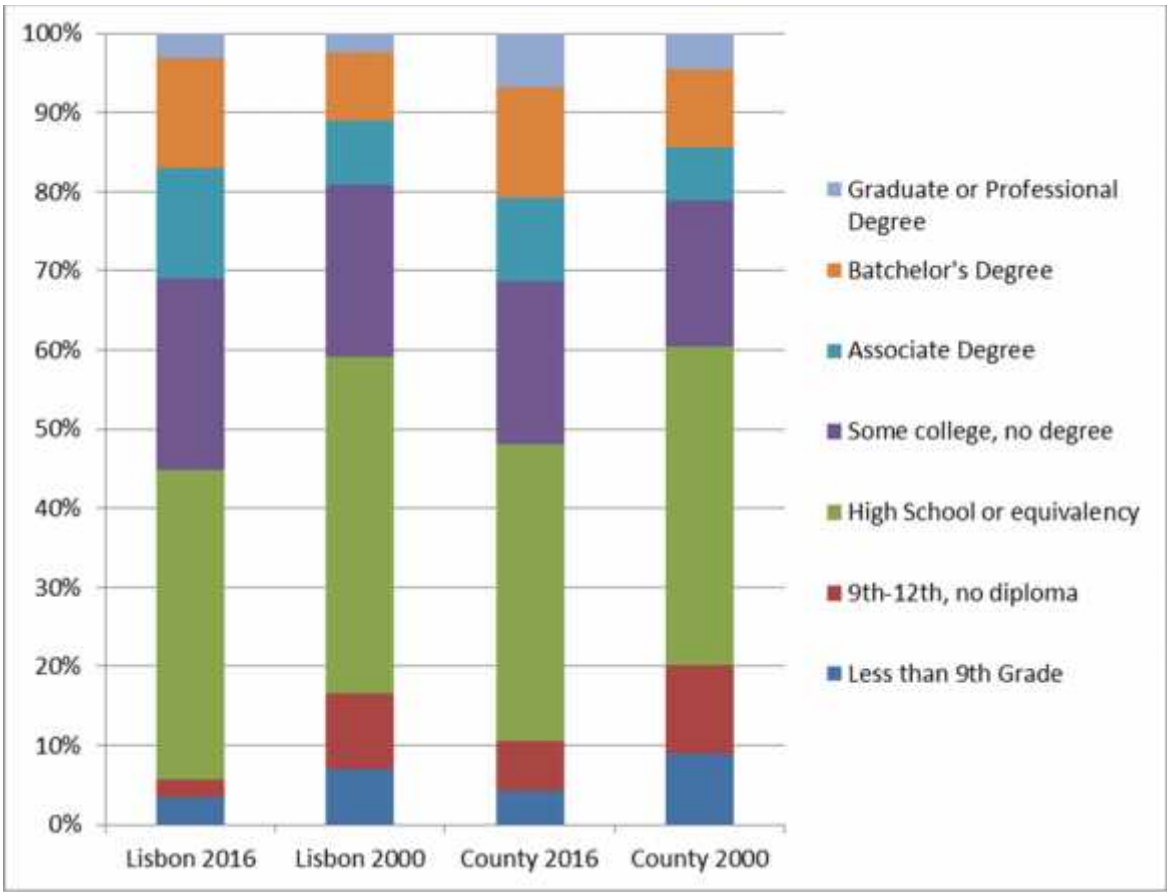
The changes are at each end of the chart, for Lisbon's youngest and oldest residents. In 2010, there are quite a lot less people between the ages of 5 and 19 than would be expected based on the numbers of newborns to 14 year olds in 2000. This chart seems to show that kids have moved away from Lisbon in this 10 year period. There are also more people in the oldest population groups.

It will be interesting to see how these findings relate to the updated 2020 Census numbers when they become available.

Educational Attainment

Comparing estimates from 2016 with the Census data from 2000, Lisbon's population had a greater percentage of its population 25 years of age and older education beyond high school. This reflects another dynamic in how Lisbon's population is changing. The trend of higher educational attainment matches the County population as well. The table and following chart below are compare Lisbon residents 25 years of age and over for 2000 and 2016.

	Lisbon			
	Lisbon 2016	%	Lisbon 2000	%
Less than 9th grade	200	3.4%	418	7.0%
9th to 12th grade, no diploma	134	2.3%	570	9.5%
High school graduate (includes equivalency)	2,320	39.2%	2,542	42.6%
Some college, no degree	1,435	24.2%	1,296	21.7%
Associate degree	826	14.0%	485	8.1%
Bachelor's degree	823	13.9%	514	8.6%
Graduate or professional degree	182	3.1%	148	2.5%
	5,920	100.0%	5,973	100.0%



Households and Household Size

The total number of households in Lisbon increased from 3,608 in 2000 to 3,696 in 2010. This small increase in total households with a population that decreased slightly over the same period results in the continued shrinking household size.

Number of Households & Average Household Size
1980-2010

Year	# of Households	Avg. Household Size
1980	2,908	2.99
1990	3,474	2.75
2000	3,608	2.51
2010	3,696	2.44

Source: Census

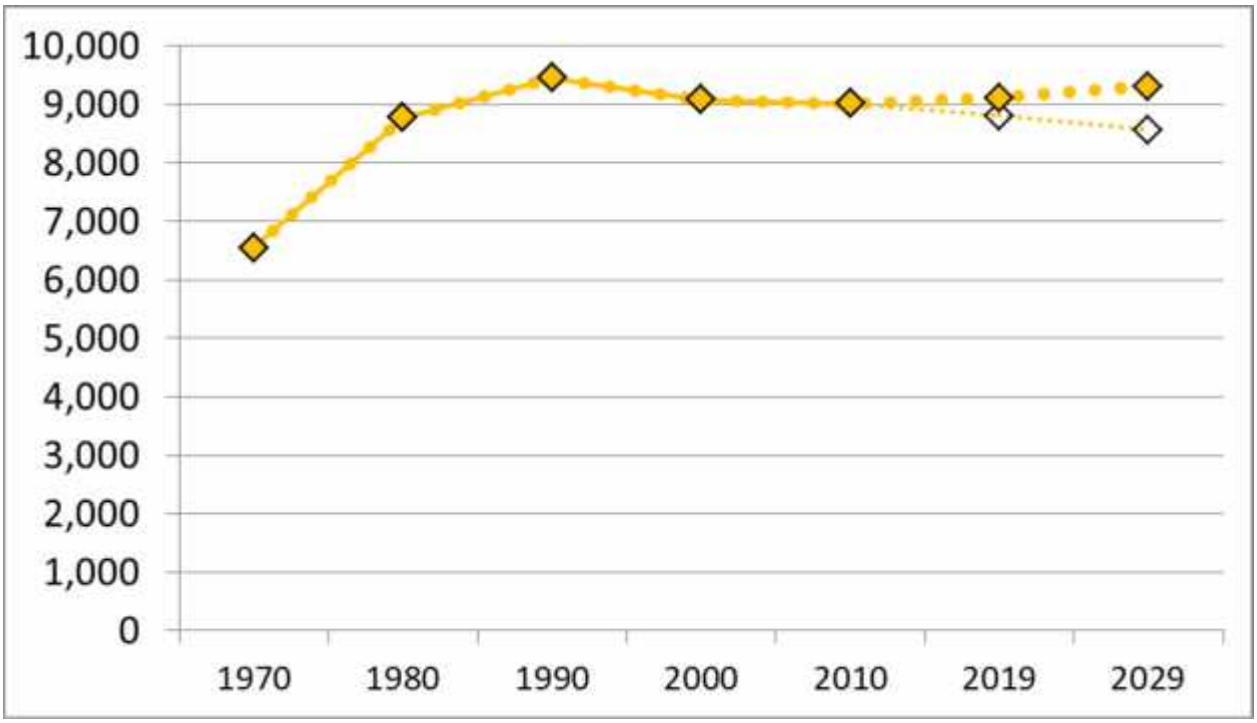
Projected Population

Anticipating population growth is an integral part of the comprehensive planning process. Depending on future population characteristics, various community needs and facilities can be identified and planned for. It should be understood, however, that predicting population with great accuracy is difficult.

Population change is a result of two primary factors, natural increase and migration. Natural increase is derived from the number of births minus the number of deaths over a specific period. Migration is the number of persons moving into or out of a community over a period of time. Births and deaths are readily obtainable. Although migration information is less readily acquired, it can be important factor in population growth. People migrate from one community to another seeking such things as housing, employment or a better quality of life.

The Census counts the population every ten years. Those known population numbers are plotted on the graph below, starting in 1970. The latest state projections from 2014 estimate a total population of 8,392 in 2034. This is based on an assumption that the current gradual population decline of the last two decades will continue for the next two decades. Those two data points are plotted in the graph below, too, and shown as hollow diamond markers.

Based on the high number of building permits since 2014, the Planning Board is projecting slight growth, reversing the trend of the last couple of decades. This growth is projected even with the understanding that the current high activity period in the regional housing market will likely not last through the forecast period. More detail on housing starts will be provided in the Housing chapter that follows. These two points are plotted as the solid diamonds for the years 2019 and 2029.



Knowing that it is impossible to accurately predict the exact population of Lisbon 15-20 years in the future, it is still an essential exercise to attempt, especially when one can compare a more than one projection. In the chart above, we see diverging projections, but in either case, neither diverges dramatically from the current trend, and even out to 2019, we can feel better stating the population of Lisbon will be about 9,000 people, more or less.

HOUSING

Introduction

Housing characteristics within a community is an important consideration of the comprehensive plan. The documentation of housing development trends, availability of housing, its affordability and condition are important planning considerations. This information will allow decisions to be reached concerning additional provisions for affordable housing and the need for a mixture of housing types.

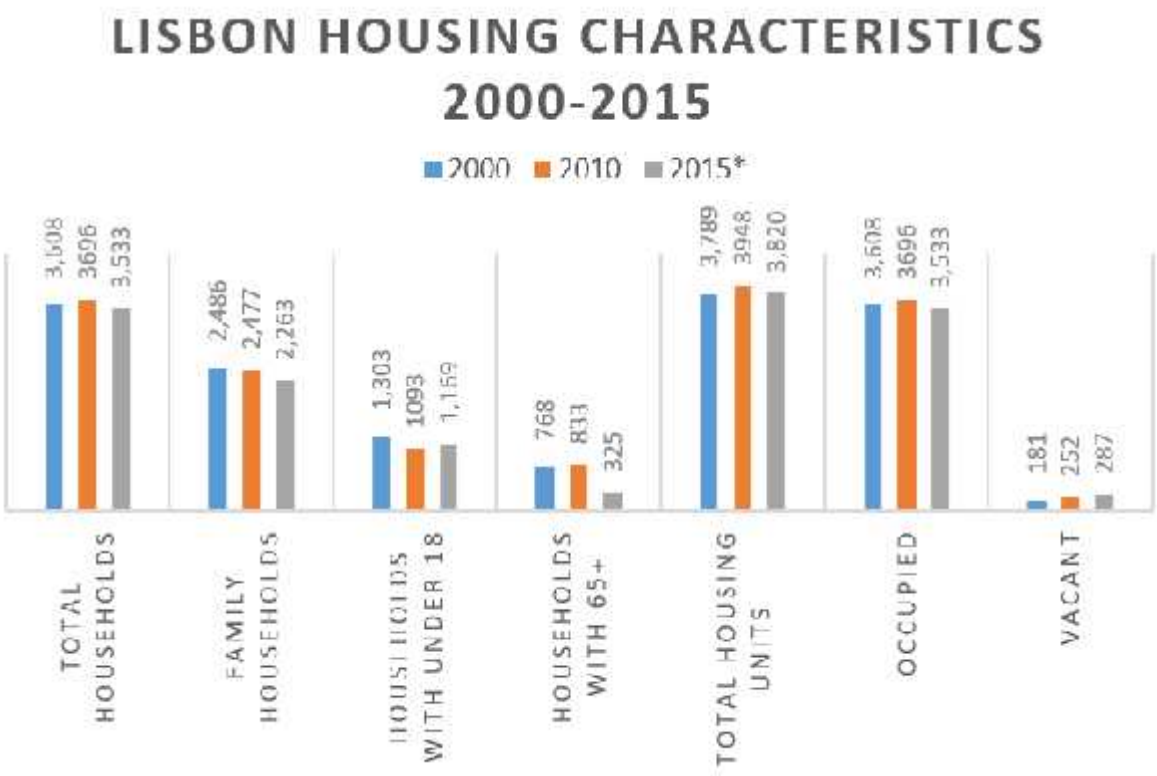
State and Regional Context

Maine communities continue to struggle with a range of housing issues, perhaps greatest among them is the affordability of rentals and ownership. National and state statistics show much of Maine's population is still burdened with spending a large percentage of their income on housing, while incomes and the minimum wage are not in line with rental and mortgage costs. Communities struggle with ways to proactively increase the availability of affordable and workforce housing, but state and federal programs and funding needed to support housing projects are limited and competitive – and many communities simply are not eligible or do not qualify.

During the period following the economic downturn and housing crashes in the mid-2000's, some areas of Maine have once again seen housing construction and sales begin to pick up again slowly, but many communities are still dealing with properties left behind from the rash of foreclosures and abandonment. As our historic communities age, so does the housing, and there are limited programs and resources for homeowners who struggle to keep these buildings in livable condition.

Meanwhile, there is increasing recognition of how housing issues are closely tied with land use and regulation at the local level. Low density zoning can result in driving up land and housing costs; limitations on allowed land uses – like accessory apartments – limit housing options; and local permitting and public review processes can be challenging and even obstruct housing opportunities. Although most Maine communities may not have the resources to proactively improve housing and affordability, they can make some impact through reviewing local ordinances and regulations to address potential obstacles to maintaining housing and improving affordability.

Housing Trends



*2015 = estimate

LISBON	2000	2010	Change 2000-2010		2015*	Change 2000-2015
Total Households	3,608	3696	88		3,533	-75
Family households	2,486	2,477	-9		2,263	-223
Average household size	2.5	2.4	-0.1		2.5	0
Average household size owner-occupied	2.6	2.5	-0.1		2.7	0
Average household size rental	2.2	2.2	0		2.0	0
Households with under 18	1,303	1093	-210		1,169	-134
Households with 65+	768	833	65		325	-443
Total housing units	3,789	3948	159		3,820	31
Occupied	3,608	3696	88		3,533	-75

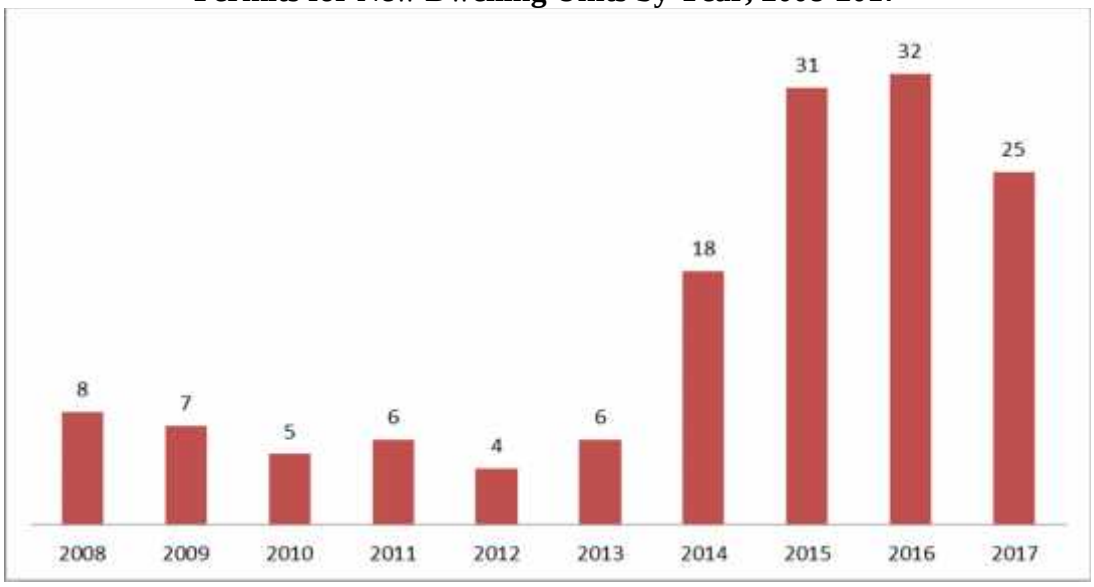
Vacant	181	252	71		287	106
Homeowner vacancy rate	1.8%	1.8%	0		2.5%	0
Rental vacancy rate	6.5%	7.2%	0		5.2%	0

*Data based on percent projections

The last 10-15 years represents some significant trends and changes to housing factors in Lisbon. Following the housing crash, like many Maine communities, Lisbon experienced a high number of foreclosures, which resulted in a number of houses left vacant and unmaintained (owned by banks or other entities). Lisbon's aging housing stock continues to need maintenance – the recent trends locally in buildings becoming deteriorated and dangerous prompted the town to enact a local Dangerous Buildings Ordinance to supplement state regulations allowing the town to properly address extremely poor building conditions.

As this comprehensive plan update is under way, Lisbon is in the midst of a notable increase in building permits for new single family homes. While remaining relatively low for many years on new housing, the Code Enforcement and Permitting activity, as well as planning board review activity, is indicating a current increase in housing. However, it is difficult to project whether this increase will continue at the same pace in the immediate future.

Permits for New Dwelling Units by Year, 2008-2017



Also at the time of this update, the Town saw a large jump in the potential new housing with the approval of a 48-unit multifamily housing complex and 33 lot (single family) subdivision at Kelly Park. Many of the subdivisions approved in years past seemed to be building out and

filling up, and with the lack of commercial redevelopment interest the Kelly Park site has become of great interest for housing development.

Meanwhile, the Town has also seen other interesting housing issues pop up recently, such as the "Tiny House phenomenon". Staff and the planning board have been approached as to how Tiny Houses (the size of an RV or smaller but meant to be "permanent" not seasonal) could be accommodated under current zoning and regulations. This type of housing presents some challenges as it doesn't fit under the existing categories such as mobile homes or RV's, but the Town remains open minded to working with potentially interested parties.

General Housing Affordability

Relative to the region (Lewiston-Auburn market area), Lisbon's overall affordability is somewhat favorable. Despite the loss in local jobs, housing foreclosures and other issues over the past decade, on average the home price in Lisbon is affordable to those making at least median income levels. The table below is a portion of the "2017 Housing Facts and Affordability Index for the Lewiston-Auburn, ME Housing Market."

Homeownership Affordability Index

Lewiston-Auburn, ME MA Housing Market	Year	Index	Median Home Price[1]	Median Income[2]	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income
	2013	1.12	$128,500	$42,141	$37,641	$143,863
	2014	1.26	$123,000	$44,695	$35,593	$154,455
	2015	1.26	$130,000	$47,094	$37,402	$163,688
	2016	1.11	$140,000	$45,820	$41,128	$155,973
	2017	1.11	$150,825	$49,486	$44,746	$166,803
Lewiston		0.83	$140,000	$38,021	$45,923	$115,911
Buckfield		0.85	$146,363	$39,065	$45,794	$124,858
Hartford		0.92	$161,750	$44,797	$48,465	$149,505
Maine		0.93	$197,000	$53,190	$57,089	$183,546
Turner		1.05	$210,000	$62,450	$59,293	$221,182
Hebron		1.05	$197,500	$61,264	$58,102	$208,249
Lewiston-Auburn, ME MA Housing Market		1.11	$150,825	$49,486	$44,746	$166,803
Minot		1.12	$219,000	$70,954	$63,465	$244,843
Leeds		1.12	$171,500	$56,274	$50,159	$192,408
Auburn		1.13	$140,000	$49,173	$43,539	$158,116
Mechanic Falls		1.13	$159,000	$55,840	$49,371	$179,835
Poland		1.13	$202,000	$65,074	$57,528	$228,496
Lisbon		1.20	$155,000	$57,241	$47,643	$186,224
Livermore		1.21	$140,000	$49,335	$40,908	$168,844
Greene		1.21	$195,000	$67,085	$55,576	$235,380
Sabattus		1.32	$143,000	$56,250	$42,615	$188,754
Sumner		1.41	$100,000	$41,758	$29,607	$141,040
Wales		1.55	$162,500	$75,123	$48,571	$251,331

An Index value of 1.0 represents a place where the median home price is affordable to a household earning a median annual income. A score higher than 1.0 represents the degree of realtive affordability and a score lower than 1.0 represents the degree of relative unaffordability. Lisbon has relatively affordabout housing within the Lewiston/Auburn housing market Based on Lisbon's relatively high index.

Affordable Housing

Lisbon recently was able to see the redevelopment of the former high school as senior housing. Campus Commons was a project built in 2012 in partnership with the Brunswick Housing Authority, using Neighborhood Stabilization Program funds and Historic Preservation Tax Credits. The resulting 12-unit senior housing project earned award recognition in 2013 by Maine Preservation for as an outstanding preservation and reuse project, and continues to maintain full occupancy with a short waiting list.

Conversations with Brunswick Housing Authority staff indicate that since the construction of Campus Commons it had been determined that there was not enough demand for and funding available for additional housing projects in town, especially with the amount of affordable units at the Farwell Mill development in Lisbon Village. This will likely remain true as long as Lisbon's population stays the same or declines (as is projected).

Overall, Lisbon's housing affordability relatively good, especially compared to other communities in the region/market area. Lisbon has a large affordable housing stock at Farwell, and good senior housing at Campus Commons. Local need for/market for additional affordable or senior housing projects is low enough that housing authorities and developers are not likely to pursue or support such projects (not feasible given market and competition for funding and tax programs). Although Brunswick Housing Authority was the partner and now manager for Campus Commons, if a housing project opportunity comes up in the future for Lisbon, the housing authorities in Lewiston/Auburn would also be potential partners. Likely, Lisbon's primary housing need and issue will continue to be the condition of existing housing stock (dealing with deterioration and bank-owned properties), and future land use impacts if recent trends in new housing subdivisions continues.

Type of Dwelling Unit

Lisbon's housing stock is comprised primarily of the traditional year-round single-family home. In 2000, 58% of the total hosing stock was single-family. Multi-family dwellings or apartments comprised 22% of the total housing stock. Lisbon is only behind the communities of Auburn and Lewiston in Androscoggin County in the percent of total housing stock consisting of multi-family dwellings. Mobile homes comprised a relatively high portion of the total housing stock with 20% as compared to11% for Androscoggin County.

Distribution of Housing Units by Type
2000

	LISBON		ANDROSCOGGIN COUNTY	
	Number	**Percent of Total**	**Number**	**Percent of Total**
Single-family	2,192	57.9	24,677	53.7
Mobile home	774	20.4	4,888	10.6
Multi-family	823	21.7	16,360	35.6
Seasonal	18		1,428	
TOTAL	3,789	100.0	45,960	100.0

Source: 2000 Census

Owner/Renter Patterns

Just as with the population numbers in the previous chapter, the absolute numbers don't tell the whole story for Lisbon's housing. The data from 2000 shows this ratio at 63.4% to 36.6% respectively.

2015 Age of Housing Units by Occupancy		
	Owner occupied	Rental unit
2000 or later	277	49
1990-1999	301	204
1980-1989	468	71
1970-1979	404	266
1960-1969	251	126
1950-1959	151	29
1940-1949	82	34
1939 or earlier	605	215
Total	2539	994
% of total	71.8%	28.1%

There has been a significant increase in the number of owner occupied dwelling units between 2000 and 2015. This shift may be a reflection of higher median incomes associated with higher educational attainment levels for Lisbon residents.

Note the busy home building decades of the 1970s and 1980s, which correspond with the rapid population growth the town saw during the same period.

Housing Conditions

The condition of a community's housing stock is an indicator of its economic vitality. Several methods are available to assess housing conditions including analysis of Census information, questionnaires and physical inspection of individual dwelling units. Each method has its advantages and disadvantages. The best being the physical inspection of each dwelling unit. This analysis of the condition of Lisbon's current housing stock does not rely upon a complete physical survey of all of the Town's dwelling units. It does, however, consider the 2000 Census.

One indicator of housing conditions is the age of the dwelling units. At the time of the 2000 Census, 53% of Lisbon's housing stock was constructed between 1970 and 2000, this compares to 39% of the total housing stock of Androscoggin County constructed after 1970. If it is assumed that age of a community's housing stock reflects physical condition, then Lisbon's housing stock should be in better condition than that of overall Androscoggin County because of its younger age.

Subsidized/Affordable Rental Units

In 2003 there were 302 project based and 46 non-project based (Section 8 vouchers) rental units in Lisbon. This total consisted of 255 family units, 64 elderly units, 13 disabled units and 16 units for special needs. This represents an increase of 180 subsidized rental units since 1990.

In 2013, there were a total of 274 subsidized units, a decrease of 74 units. Of the 274 units, there were 199 family units (down 56 units), 48 elderly/senior units (down 12 units), 14 special needs units (down 2 units), and 0 units for disabled persons (down from 13 units) and 13 Housing Choice vouchers.

Increase in land costs and construction costs, coupled with market conditions, have created a significant affordable housing problem in some areas of Maine. The general "rule of thumb" states that housing should be able to be rented or purchased for a reasonable percentage of a household's income. These generally accepted percentages are 28% of gross monthly income for mortgage payments and 30% of gross income for rental payments (including utilities).

The affordable housing needs in Lisbon can be qualified but to quantify the specific number of any needed affordable units for the current and future years is extremely difficult. A major factor in determining affordable housing need is the income of current or perspective households residing or wishing to reside in Lisbon. The Maine State Housing Authority has indicated that available family affordable rental units meet current needs but there is a need for 11 affordable rental units for seniors.

In recent years the cost of housing in the greater Portland housing market has forced housing consumers to look outside that area for housing. Lisbon has become one of those communities that have attracted those consumers. Lisbon is within a reasonable commute and transportation systems are good. This trend has and will likely continue to raise the median sale price of homes and rental rates in Lisbon.

To determine affordable housing needs, the estimated median income of $39,000 for 2003 in both Androscoggin County and the Lewiston/Auburn housing market was utilized. Based upon that data, the following table has been developed to represent affordable housing costs for very low, low and moderate income families.

Affordable Sales Price of Homes and Rental Units For Very Low, Low and Moderate Income Households 2003			
	Income	**Affordable Gross Rent (mo)**	**Affordable. Sales Price**
Very Low	up to $19,500	$490	$51,000
Low	$19,500-$31,200	$490-$780	$82,750
Moderate	$31,200-$58,500	$780-$1,460	Up to $155,000

Based upon information derived from the real estate sales data, which indicated the median sale price of homes in Lisbon was $150,000 in 2003, the median sale price of homes is above the affordability range of many current and prospective residents of both Androscoggin County and the Lewiston/Auburn housing market that are in the very low, and low income ranges. The Maine State Housing Authority has assigned a 2003 affordable housing index for Lisbon of 0.87. This compares to an affordable housing index of 0.90 for all of Androscoggin. An index of greater than 1.0 indicates the availability of affordable housing in a community. In 2003, 73% of homes sold in Lisbon were sold above affordability guidelines. Current rental rates are generally in the $750 per month range in Lisbon.

Vacancy Rates

The vacancy rate for year-round dwelling units reported by the 2000 Census was 2.6% for homeowners and 8.8% for rental units. Since 2000 it not expected that vacancy rates have changed significantly.

Future Housing Demand

Future population and the characteristics of the existing housing stock are major factors in identifying future housing demands. Adequate housing is of uppermost importance in supporting economic growth. This element of the comprehensive plan identifies the need for additional housing over the next ten years. As with any projection or estimation, unforeseen influences can greatly impact the validity of the projection.

Lisbon's population is expected to increase modestly over the next 10 years, as discussed in the Population chapter above. A large part of that prediction is based on the presumption that the 2020 Census data will likely reflect a higher population for Lisbon that the 2010 Census, based on the amount of new construction.

The success of the Kelly Park project which includes a mix of single family homes and multiunit apartment buildings will perhaps encourage future development of multifamily construction, whether that takes the form of apartments for rent, condos or townhouse style projects. These types of projects will likely not overtake the number of detached single family homes built in the near future, but they will help to keep a healthy mix of new housing options to meet the needs of a diverse population and smaller median household sizes.

PUBLIC FACILITIES AND SERVICES

Introduction

Since the 2011 Comprehensive Plan update, there have been no new public buildings constructed. That said, there have been a number of changes and challenges associated with staffing changes and aging infrastructure. The approach taken for this plan update is to add new information in appropriate sections as underlined text. Much of the updated information has come in the form of interview with Department heads and senior town staff.

Lisbon, being the third most populated community within Androscoggin County, is required to deliver a wide array of municipal services. An examination of Lisbon's public facilities and services and their current day capacities are an important element of the comprehensive plan. In addition, the future demands upon the Town's public facilities and services must be assessed and their adequacy to meet future demands determined.

Water System

Governance

The Lisbon Water Department (LWD) provides drinking water to residential, commercial and industrial users in Lisbon and Lisbon Falls, Maine. The LWD was originally chartered in 1903 and was subsequently amended in 1921 to expand service to the villages of Lisbon and Lisbon Center. The act also allows water sources to be developed in Durham and Topsham in addition to authorizing the Town to obtain water service from the City of Lewiston. In 1955, the charter was amended giving sole authority of the management and direction of the water system to the Water Commission. This allowed the Water Commission to act as an overseer of the water system and to ensure that future upgrades and improvements were made in a manner consistent with standard water works practice.

Supply

The water supplied to the system originates from three groundwater sources; the Moody, Bauer and Ann Street wells.

Distribution System

The Department’s distribution system is a gravity fed system and due to elevation differences in Lisbon and Lisbon Falls we have two pressure zones.

The first pressure zone is in Lisbon Falls in the area east of Route 9 from Upland Road to Route 196 transitioning eastward to Summer Street then northerly to Route 125, along Route 125 to Gould Road, then westerly along Gould Road terminating at the intersection of Route 9 and the Upland Road. The primary supply of the Lisbon Falls zone is the Anne Street Pump Station with storage provided by the Lisbon Falls Tank located on Summer Street. The Lisbon Falls system

water is supplemented by the Lisbon Zone when demand exceeds the Anne Street well-pumping capacity.
The Lisbon Falls distribution system infrastructure material consists of ductile, cast iron, HDPE, galvanized iron, and copper in sizes .75 inch thru 12 inches in diameter, much of which was installed when the system was originally constructed in the early 1900s.

The second pressure zone is in Lisbon in the land area west of Route 9 from the Upland Road to Route 196 to the Lisbon/Lewiston town line. The Lisbon zone is supplied by the Moody Filter Plant and the Bauer Station with storage provided by the Lisbon tank located on Memorial Street in Lisbon. The Lisbon distribution system pipeline material consists of ductile, cast iron, HDPE, galvanized iron, and copper in sizes .75 inch thru 12 inches in diameter much of which was installed when the system was originally constructed in the early 1920s.

The distribution infrastructure is comprised of over 36 miles of pipe, 100s of hydrants and valves, about 2600 services and has by in large exceeded its useful life. For various reasons, the past lack of routine operation and maintenance of the system has resulted in pipeline failures and valves that do not operate and are unrepairable. This is becoming an increasing issue for the budget due to costly unplanned emergency repairs preventing efficient normal routine operations. Recent failures have displayed evidence of long-term leaking due to fatigued pipeline material. The resulting pipeline failures usually occur with any small variant in pressure changes creating holes in the pipe wall in excess of 18 square inches.

The Department has identified 13 distribution improvements that are necessary to improve firefighting capacity and improve system reliability. The Department currently is working towards completing the design for replacement of the water infrastructure during the Maine Department of Transportation Route 125 road reconstruction. Future main replacement projects, when possible, will be scheduled prior to or during road reconstruction projects which will provide an economic benefit to water customers.

Emergency Distribution Interconnect

In addition to the existing sources, the Town would benefit from securing an emergency source in the event of temporary or permanent loss of any one of the existing sources. In the short-term, the most viable means to augment existing supplies is to create an emergency interconnection with the City of Lewiston in the vicinity of Route 196. This emergency interconnection would ensure continuous service to the Departments customers under emergency conditions. When this interconnection is used for long periods of time, the Department must monitor water quality in the distribution system. A change in water chemistries can quickly affect public health. Of particular concern are lead and copper, recently in Flint Michigan, a change in water supply elevated lead and copper concentrations that exceed the EPA primary water standard threatening public health is costing that community millions of dollars to correct.

Stations, Capacity, and Treatment

Ann Street Station

Anne Street well is located behind the Water Departments office in Lisbon Falls off of Route 196 on a 3.5-acre parcel. The Ann Street well is the only well located in the Lisbon Falls pressure zone. The well is rated for 250 gpm.

Based on a 16-hour pumping day at 200 gpm, the well could produce up to 193,000 gallons per day. The well is the primary source to the Lisbon Falls pressure zone. Water from the Lisbon Zone supplements the LF zone during periods of high demand. The well is programmed to run off tank elevation of the Lisbon Falls standpipe. Future improvements for Anne Street will include standby generation of electricity to ensure delivery of water to customers.

Bauer Station

The Bauer site is located off of Route 196 across from the Town Office. The well is situated in the center of a 4.5-acre parcel. Water at this site is not chemically treated as it blends with water from the Moody Facility The pump is rated for 400 gpm with an estimated safe yield of 288,000 gallons per day and is controlled by using a variable frequency drive (VFD) operating off of the Lisbon Tank level. This facility generator set is obsolete and is no longer repairable requiring replacement in 2019.

Moody Treatment Plant Station

The Moody site has two wells available to deliver water to the treatment facility. Moody Well 1 is 66 feet deep and has a safe yield of 800 gallons per minute. Moody well 2 is 88 feet deep with a safe yield of 2000 gallons per minute. However, the filter plant capacity can treat a maximum of 750 gallons per minute (1.08 million gallons per day) due to the loading rates of manganese greensand filters. The plant is controlled by a variable frequency drive (VFD) operating off of the Lisbon Tank level.
The Moody Filter Plant was constructed in 2006 to remove iron, manganese, and arsenic as these metals exceeded permissible concentrations established by the EPA. Current raw water arsenic concentrations of the Moody well average 0.012mg/l. Finished water quality arsenic concentrations average 0.002mg/l.

Corrosion control will be added to this facility this year to provide a layer of protection to pipe walls to improve water quality and taste. Treatment for the hardness of water will be evaluated in the near future. Calcium carbonate precipitates whenever water is heated into a form that appears to be sand. The calcium carbonate accumulates over time creating a scale on the interior of hot water piping. The scale eventually breaks off and accumulates in aerators, mixing valves, shower heads requiring frequent cleaning of these fixtures. The costs of repairing plugged fixtures in addition to the increased energy costs in heating water in scale coated lines will be evaluated. to determine if Water Department treatment will provide an economic benefit to its customers.

The pumping and treatment capacity of the system is currently 1,500,000 gallons per day. The safe pumping capacity, defined as the pumping capacity with the largest pumping unit out of service, is currently 481,000 gallons per day. Based on the existing maximum-day demand conditions of 860,000 gallons per day, there is currently a pumping deficit of approximately 379,000 gallons per day. This deficit increases to approximately 794,000 gallons per day at the end of 2025. In order to eliminate the deficit, additional supplies and pumping capacity are needed.

Unfortunately, because of the proximity of the sources and aquifers to Route 196, they are susceptible to contamination, which would compromise the safe-yield of the system. Recognizing the potential threat of contamination, the need to secure future supplies for the community and the realization that very few opportunities remain for the development of viable groundwater supplies. One site was identified by

Wright-Pierce in the May 2004 Water Supply Steering Report, the most promising site worthy of further exploration reside in the sand and gravel aquifer located along the banks of the Androscoggin River. Preliminary seismic surveys indicate that this aquifer contains a large saturated zone that has the potential for yielding large quantities of water. The sites are also desirable because the land in this region is relatively undeveloped.

Storage

Adequate water storage is a critical component and a necessity for modern water systems offering many operational benefits such as reducing pumping demands, buffering peak demands, stabilizing pressures, circulating water throughout the system, and providing reserve storage in the event of emergencies and for public fire protection. The system currently has 1.5 million gallons of water in storage shared between 2 standpipes. The Lisbon standpipe was constructed in 1922 of riveted steel by the Bath Iron Works and is designed to store 500,000 gallons with an overflow elevation of 362 feet. The Lisbon Falls standpipe was constructed in 1955 of welded steel and is designed to store 1 million gallons with an overflow elevation of 322 feet. The overflow elevations are an important consideration for current and future development of the Town. Due to the topography of Lisbon new development may not be able to be served by Lisbon Water with pressures above 20psi. The existing tank locations have restrictions in lot size and elevation that may make them unsuitable for new storage facilities. The Lisbon Tank site is limited by the lot size and cannot accommodate a larger tank than what is currently in place. This especially important as this tank needs to be replaced in the near future due to its age. A new tank at the Lisbon Falls site would require an increase in height of 40 feet to correct some of the pressure deficiencies and improve water availability for firefighting purposes in Lisbon Falls.

Any future development north of the Upland Road/ Gould Road to the Sabattus town line will require additional storage facilities. There are just three sites that may be suitable for storage facilities north of the Upland Road/ Gould Road line. The potential tank sites are on the Littlefield Road near the Sabattus town line, between Route 9 and the Webster Road and on Route 9 near Fairbanks Drive. There are two locations for tank sites that will serve the existing system south of the Upland Road/Gould Road line. One of these locations has been acquired by the Water Department and is located on the Upland near Route 9. The second site is located on the Ferry Road. With four of the five sites are outside of the current service area, acquiring property for future growth should be considered before these sites are developed for other purposes.

Per Insurance Services Office (ISO) firefighting requirements, the Department must be able to supply 3000 gallons per minutes based on the mix of residential, commercial and municipal structures in town for a duration of 180 minutes. This rating directly affects property owner insurance costs. Under current storage capacities, this type of firefighting event would reduce tank levels to a point that domestic water demands might not be met. To address short and long-term needs, an increase in storage capacity of 300,000 to 500,000 gallons is required.

Usage and Consumption

Currently, the Department uses several different types of meters to measure, track, and bill for water pumped and consumed. The metering system has evolved as new and more efficient technology becomes available and affordable. In order to obtain the readings from all the meters at every location, the staff used to have to go inside and look at every meter register but we upgraded to a Touchread system with readers on the outside of the building. However, we still must actually go to every location and touch the reader pad. In the near future, installation of Automatic Meter Reading (AMR) infrastructure should be evaluated. As water rates increase customers are requesting more information about their consumption, specifically, why their bill has increased, when the water was consumed, and what they can do to prevent

it. The AMR system would report water consumption every 24 hours and will flag high usage on the day it occurs. This would allow the customer to address the issue when it happens instead of three months later when the water bill arrives. Further savings would be realized by reducing staff trips into the field for meter reading.

Another consideration in the near future to mitigate rising water and sewer rates should be transitioning to billing every month as opposed to the current quarterly billing method. Monthly billing via an AMR system could assist customers in more timely payment of their bills thereby reducing costs related to the collection for nonpayment of bills.

Summary

We have an aging system that is in constant need of repair, updating, or renewal for all components from the source supplies, distribution, storage capacity, and accountability. We have a Master Plan that was last done and updated in 2004 with many of the needed current and future projects outlined. It is our current goal to update this plan and begin financial steps to gradually implement the necessary changes and improvements. Our most important priority is to have an adequate supply of safe potable drinking water for our community and the next step is to make it the best water possible. We strive every day to educate and communicate what may be happening in the system and what needs to happen. We really appreciate the support and communication from our best resource; our customers.

Sewage

Treatment Facility

The treatment facility, although located on the Little River, discharges waste through a relatively long outfall to the Androscoggin River. Currently, dry weather flows are approximately 500,000 gallons per day (gpd) with the average daily flow being 750,000 gallons and wet weather flows approaching 1.2 mgd. Even with combined sewer overflows in the collection/interceptor system, peak flows from stormwater runoff exceed 3 mgd.

Biosolids from the treatment facility are taken to the Little River Compost Facility which is approximately 5 miles from the plant. This facility is owned and operated by Mark Goddard whose family has recycled Lisbon's biosolids since the early 1980s. Biosolids are mixed with wood shavings and become a Class A Biosolid for ultimate use in landscaping.

Collection System

There is an estimated 35 miles of sewer mains throughout the Town of Lisbon. There are three sections of the town that have separate urban areas. The interceptor sewer system, pump stations and treatment facility were constructed during 1973 through 1975. Areas of the town have been repaired plus combined sewers have been removed from the sewer system over the years.

The Town's contractor is responsible for an aggressive annual Jet washing and vectoring of the sewer collection system. The town has video recorded much of the system over the past few years. The town is attempting to comply with the Capacity Management Operation and Maintenance (CMOM) program.

The Town of Lisbon currently has twelve (12) pump stations. The Davis Street pump station, Route 196 pump station, and D & B Pump Station are inspected every day. The other stations are checked twice weekly. All of the pump stations have local alarms and also cellular phone/pager alarms. The pump stations have logbooks in each station plus bench sheets are utilized for inspecting and reporting the pump station checks.

Improvements

The facility and collection system has undergone many changes over the past few years. The aeration system has gone from surface mechanical mixers to fine bubble diffusers and the belt filter press has been replaced with a centrifuge. Three pump stations have been retrofitting with new pumps and equipment and several sewer lines have been replaced and repaired.

Since the sewers had previously discharged directly, most of the sewers were "combined" sewers: that is they collected and discharged both sewage and storm water runoff. Since storm flows are excessive, combined sewer overflows were built into the system of interceptors and pumping stations so that costs could be kept affordable.

Future Plans

In the mid-2000s, the department completed a Sewer System Evaluation and developed a repair and replacement plan for the existing system. Expansions of the system in the future will be coordinated with developers as needed and reducing Inflow and Infiltration (I/I) to help curb high wet weather flow problems. The reduction of I/I will help to ensure the plant's current design of 2 MGD will be adequate for the lifespan of this plan.

There is a significant sewer pump upgrade project currently under way. This project was made possible by a voter approved bond referendum. The new pump stations will allow the system to continue serving existing and any foreseeable new customers over many years. The system and treatment plant have sufficient capacity due to the loss of several large industrial customers over the last many years.

Municipal Administration Offices

The Town's administrative offices and police station are located at 300 Lisbon Street in Lisbon Center. Constructed in 2000, the 17,000 square foot facility contains the offices of the Town Manager, Town Clerk, Finance Department, Tax Collector, Assessor/Code Enforcement Officer, Fire Chief, Public Works Director, Economic Development Director, Recreation Department and Police Department. The facility will have the capacity to meet the needs for the next 10 years.

One theme that emerged from interviews with department heads was inadequate staffing levels and storage limitations in the existing facility. The staffing levels in all departments were reduced in the mid- to late 2000s as a result of the Great Recession combined with revenue sharing changes at the state level. The economy has since recovered which has brought higher demand for many municipal services, but staffing levels have not changed to keep pace with this demand.

Muncipalities are required to keep many records in perpetuity. These include property records, minutes and other records from the Town Council and Planning Board and other committees, vital statistics and more. Space for storage at the existing office is getting tight, and thought should be given to long term

storage needs in the coming years. Electronic record keeping and digitization of existing paper records will likely play a significant role in such discussions.

Police Department

Up until five years ago, Lisbon maintained a full-time police department consisting of 16 full-time officers, seven reserve officers, four full-time and one part-time dispatchers, a full time administrative assistant, a part time secretary and a full time animal control officer shared with the Town of Sabattus. Motor vehicles include four marked patrol cruisers, a marked SUV, an unmarked cruiser and two detective cars. From May to October the department leases a patrol motorcycle. As of September 2017, there were 12 full time officers. This is too low to maintain adequate staffing and has lead to long shifts where there may be only one officer on duty. Chief Hagan would like to see the department staffed at 14 full time officers in the short term.

The police station is housed at the municipal building complex constructed in 2000. Physical space needs to provide police services are now and for the planning period very adequate. Storage space has become a problem. In 2004 a storage trailer was purchased.

Utilizing police employment data from the Uniform Crime Reporting System in Maine as of 2003, the ratio of full-time municipal law enforcement officers per 1,000 population was 1.7 for all of Maine. The ratio of full-time officers per 1,000 population in Lisbon was also 1.7. Lisbon has lost ground on this ratio relative to the state based on the reduction in the number of full time officers.

Fire Department

The Town of Lisbon has been protected by the Lisbon Fire Department since 1854. Today the department consists of a 40-person call roster and a career Chiefs position. This is a dramatic decrease in the amount of volunteers available to respond to incidents in town since 2007, when there were about 60 volunteers.. This is consistent with what many other communities have experienced over the recent years. The department utilizes twenty hours of per diem time each week in which each station is manned for the day. The roster id divided into two companies, the Lisbon Falls Fire Company and the E. T. Smith Hose Company in Lisbon Village. Both Companies rank structures consist of a Deputy Chief, a Captain, three Lieutenants, 25 firefighters and six junior firefighters.

Firefighting apparatus is housed at station in Lisbon Falls and Lisbon Village. Both stations have had additions constructed and the Lisbon Falls station's floor was lowered to accommodate the Truck 6. Both stations have storage and minor structural issues. The single biggest challenge the department is facing in the next five years relates to facilities planning and improvements. A single new modern facility to replace both existing fire stations would address many issues, but to keep it staffed 24-hours per day would require living and sleeping quarters and per diem for full time personnel would need to be hired to keep response times to today's levels. A lack of living and sleeping quarters in the current facilities means that when 24-hour staffing is required during blizzards or emergencies, volunteers have to sleep in trucks or lay sleeping bags on tables and floors. Whether or not there is a new facility in the near future will also impact vehicle replacement decisions regarding the mix of vehicles and vehicles sizes.

Lisbon Firefighting Apparatus
2005

Apparatus		Year
Engine 1	(1,500GPM Pumper)	2003
Truck 6	(105' heavy duty ladder/1,500 GMP Pump)	2003
Engine 2	(200 GPM Pumper)	2000
Engine 7	(1,500 GPM Pumper)	1994
Squad 3	(Utility)	1984
Rescue 10	(Heavy Rescue)	2006
Tank 9	(200 Gallon Tanker)	1973/Refurbished 2004

The Town's hydrant system and water bodies provide adequate fire protection in the majority of the community. Where hydrants or surface waters are not accessible, the department relies on their pumper trucks.

Education

Lisbon was a member of School Union 30 with the Town of Durham, until Durham joined Freeport and Pownal in the formation of RSU 5. Since that time Lisbon has had its own school district. There are three school facilities located in Lisbon.

The Lisbon Community School was constructed in 2004 and is located on 33 Mill Street in Lisbon. It currently houses grades PreK-5 with a 2018 enrollment of 651 students. The school has 95,000 square feet of gross floor area and was constructed to house 700 students. The Lisbon Community School replaced the Marion T. Morse School, the Lisbon Elementary School, and three portables (six classrooms) at the Philip W. Sugg Middle School. The School Department has turned the Marion T. Morse School over to the Town of Lisbon. The School Department is currently considering possible future educational purposes for the Lisbon Elementary School.

The Philip W. Sugg Middle School is located on the same site as Lisbon High School adjacent to Route 196 in Lisbon Falls. The location of the school on the site would allow for further expansion. The facility was constructed in 1973 with a gross floor area of 37,356 square feet. The Philip W. Sugg Middle School houses students in Grades 6-8, with 2018 enrollment at 293 students.

The Lisbon High School was constructed in several phases beginning in 1950-51 and is located adjacent to Route 196 in Lisbon. In 1952, the main entrance and a classroom wing were added. Two classrooms were added in 1961-62. In 1972-73, another classroom wing was added as well as a library, cafeteria, kitchen and varsity locker room. Enrollment in 2018 is 331 students.

The Gartley Street Alternative Education School was started at the Central Office building during the 2010-20111 school year. The Gartley Street School currently provides services for 25 Day Treatment and 17 Alternative Education students.

Dr. Green, Superintendent of Schools, noted in March 2018, that enrollment has held steady in the last five years, with about 1,280 – 1,290 students in the system.

Public Works Department

The Lisbon Public Works Department is responsible for summer and winter roads, municipal road construction, all municipal lawns and vehicle maintenance for all town owned vehicles. The department consists of the director, administrative assistant, a foreman, six drivers/laborers, two mechanics, two laborers and one part-time office assistant and one part time laborer.

The public works garage facility is located on Capital Avenue in Lisbon Falls. The building is of metal construction and provides space for indoor parking of the Town's major equipment. In addition, the facility contains maintenance space and a machine shop. The offices of the director, administrative assistant and foreman are located on the second floor of the facility. The building was constructed in 1969 and because of its design it is not handicapped accessible and the needs of the department and heating are no longer as efficient as are needed. In addition there are air quality concerns.

In addition to the garage, the site provides space for parking equipment outside and the Town's winter salt and sand supply.

Recent state projects on Route 9 and Route 196 have left mean these main roads in town are in good shape, according to Ryan Leighton, Director of Public Works in 2017. He said that the biggest Departmental need is the need for more staffing. This would allow for that department to address lingering maintenance needs in facilities, roads, and sidewalks.

Solid Waste

The Town of Lisbon operates a transfer and recycling facility located in the Lisbon Industrial Park. It was constructed in 1978 and utilizes self-compacting trailers to haul more than 3,000 tons of solid waste to the Mid-Maine Waste Action Corporation steam generation plant in Auburn. The facility is operated by the director, one equipment operator, two truck drivers/workers and two part time employees. The recycling side of the facility handles more than 3,400 tons annually. Recyclable material includes paper and cardboard, glass, tin cans and plastic, steel and metal, yard waste, demolition wood, shingles and drywall. In addition more than 2,000 gallons of used oil is collected. About $120,000 per year is raised from the recycling operation. This is about 25% of the overall solid waste operating budget.

Major facilities include a six bay recycling building for universal waste, oil, shingles, drywall and bulk materials and another building for glass, tin, plastic, paper and cardboard.

Economic and Community Development

The Lisbon Office of Economic and Community Development was created from the successful Community Development Block Grants and other State and Federal grant initiative of the 1980’s and 1990’s. In 1991 the Office shifted focus from grants to the development of loan programs for small businesses and start-ups, due to the overwhelming need for such services. One major project was the Town taking possession of the Farwell Mill Complex and begin the renovations into 84 quality apartments.

In 1994 the Office applied for a $500,000 Rural Development loan (IRP) and a smaller loan from the Finance authority of Maine. Program income from these initiatives allows some flexibility of assistance to seniors with such issues of failing septic or roof damage as part of our continuation of emergency grant assistance.

The Town meeting of 2005 voted to allow the Office to initiate Public /Private Partnerships to bring additional business expansions to the area.

In 2004, Gendron/ Food City Shopping Center was dedicated, Floor Systems broke ground on a 27,000 square foot building located next door to the Furniture Super Store on Route 196.

The Office continued to be successful with the 27,000 square foot office of Enterprise Electric in capital Avenue Industrial Park and the Knight Cellotex acquisition of the Masonite Plant. The sale of the last town lot in Capital Avenue will see an at least 20,000 square foot building. Tax Increment Financing and Credit Enhancements have been used in these projects.

The Economic and Community Development department has been successful in securing Community Development Block Grant funding for the town that has been put to work on sidewalk and lighting improvements in Lisbon Falls and another round of funding that will go toward similar improvements in Lisbon Village. This second round of funding has also supported the town's purchase of the old Graziano's site in the summer of 2018.

Library

The Lisbon Library Department offers a full spectrum of library services with over 45,000 volumes, public internet access, on-line statewide "SOLAR" card catalogue system, "MARVEL" online research database and CD/Video selections. There is a new Children's Room funded with over $100,000 in gifts, grants and patron donations.

In 2005, the Village Library was closed and its resources moved to the Lisbon Falls Community Library. Prior to the consolation the town had been served by two libraries for more than 50 years. The Lisbon Falls Community Library is located on Main Street in the "Falls." The total space available on the first floor and basement is approximately 6,400 square feet. The space on the first floor is used to the maximum with no additional space for shelving, reading areas or computer stations. While the new Children's Room has some growth space it is currently used for Story time and other children programs.

With the closing of the Village Library and continued increase in patrons a larger more efficient facility is on the horizon.

Dams

In addition to the Worumbo hydroelectric dam, there two other dams in Lisbon. There are dams on the Sabattus River owned by the Town at Graziano Park and at the old Farwell Mill site. There are no dams remaining on the Little River.

Health Care

The Two Rivers Medical Center associated with the Central Maine Medical Center, located on Route 196 in Lisbon Center, houses three physicians. The center, a private for-profit corporation, schedules visits by appointment only.

The Central Maine Medical Center and St. Mary's Hospital, each located in Lewiston, are the primary health care centers for Lisbon residents. In addition, the Parkview Memorial and Regional Memorial Hospitals are located in Brunswick.

Existing facilities located in Lisbon and the hospitals in Brunswick and Lewiston provide adequate health services to Lisbon's residents.

Lisbon Emergency Services (LES) is the private entity that provides first response and transport services for medical emergencies in Lisbon and Bowdoin. The Fire Department has trained paramedics and emergency medical technicians that respond when LES is on another call, but the Fire Department does not have an ambulance to bring anyone to a hospital. LES has been a self-sustaining non-profit, but for the first time ever required funding from the town to continue providing services this year. The town should be thinking about how to best provide this critical service to residents going forward.

ECONOMY

Introduction

Lisbon's economy was originally based on lumbering. The area was covered with virgin pine forests and access to flowing water sources. Water powered the saw and finish mills on the Sabattus, Little and Androscoggin Rivers. Lumbering eventually gave way to paper, cotton and woolen mills, during the industrial revolution which saw steam power driving more and more businesses and taking advantage of cheap power supplied by the rivers.

Today all the textile mills have ceased operation in Lisbon with the removal of the Juliet Mill in 2005 and the closing of the last mill at Canal Street. The Worumbo Mill closed its doors early in 2005 due to the company relocating production overseas. The Knight-Celotex Plant located on Route 196 just south of Lisbon Falls, closed in 2009. This caused a shift in employment and transportation patterns, with more Lisbon residents leaving town to work in other communities.

Despite the large impact of these mill closings, there have been a number of positive developments regarding local businesses. The town is focused on creating the kind of community that employers and workers will be attracted to.

Regional Economic Prospective

Lisbon is situated on State Route 196 and is located directly between Coastal Bath/Brunswick and the Cities of Lewiston and Auburn. The entire region has a diverse and expanding economy. While Lisbon is included as part of the Lewiston/Auburn MSA it is also greatly influenced by its unique positioning with their coastal community neighbors.

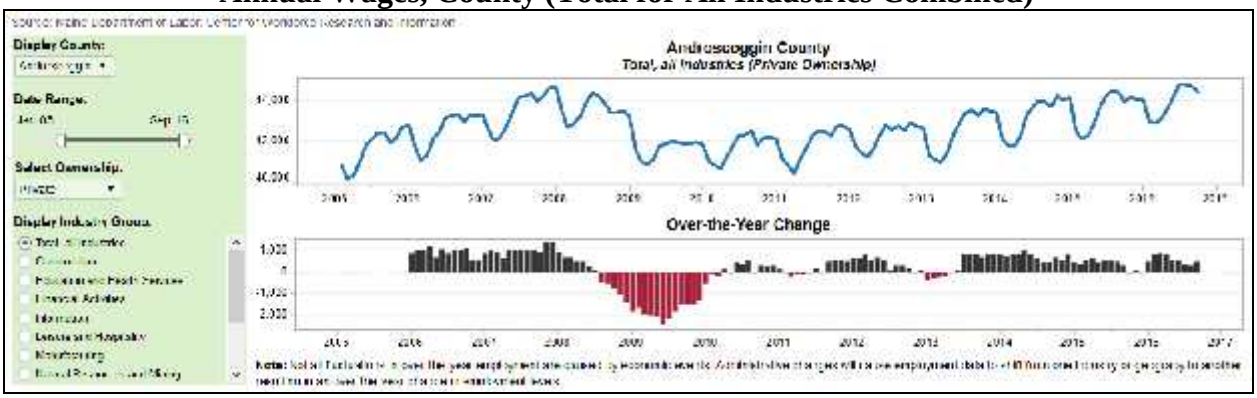
The Lewiston/Auburn area continues to attract several retail and white-collar opportunities and have become an attractive area to grow smaller business ventures. Lisbon has seen growth in retail and private small companies as well with opportunities for more growth in retail.

Lewiston/Auburn MSA

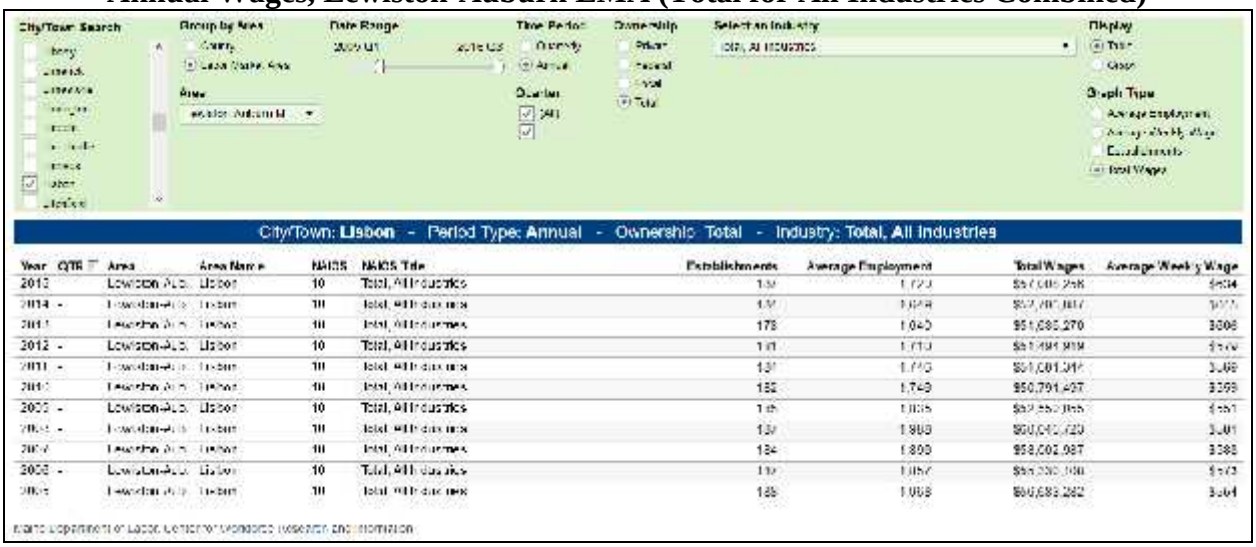
Within Lisbon's region – Androscoggin County and the Lewiston-Auburn Metropolitan Area (LMA) and Topsham/Brunswick area – there have been some significant regional changes in the last 10 or more years. Lewiston has been active in fostering new growth, while Brunswick and Topsham have worked successfully to overcome the challenges of the closure of the Brunswick Naval Air Station in 2010-2011. Another major regional employer, Bath Iron Works (BIW) continues to see significant fluctuations in employment year after year.
Androscoggin County overall is at lower unemployment and increased wages since 2005. Recent data shows Androscoggin County saw increases in employment from 2005-2016 in industries such as Natural Resources, Professional and Business Services, and Education and

Health Services, and saw either decline or no overall significant change in other industries. Wages in Lewiston-Auburn LMA for most industries are at least slightly higher than in 2005 (some more than others), but the notable exceptions in the industries of Manufacturing, Real Estate, and Arts and Entertainment.

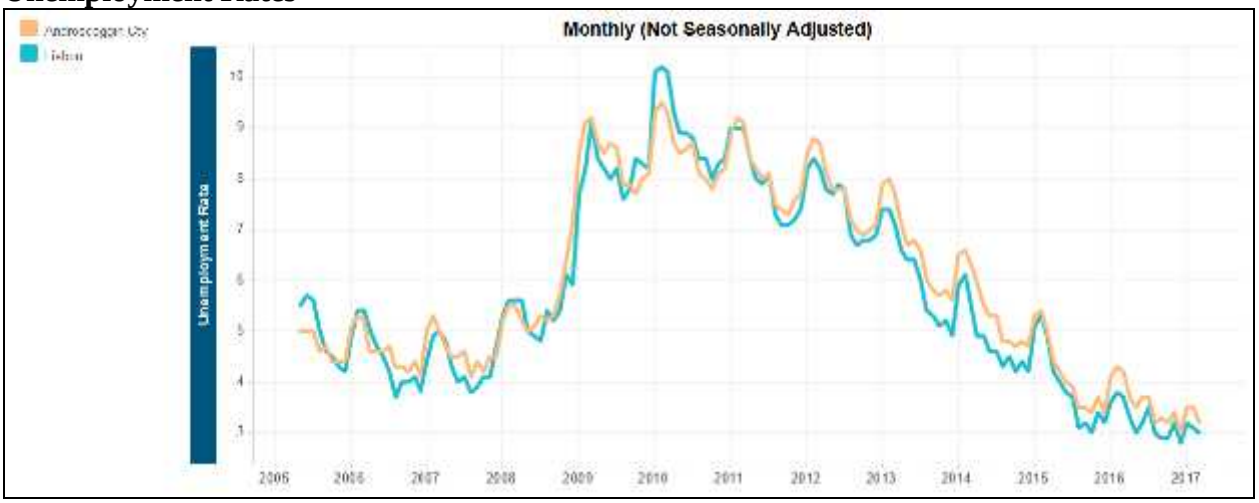
Annual Wages, County (Total for All Industries Combined)



Annual Wages, Lewiston-Auburn LMA (Total for All Industries Combined)



Unemployment Rates



Source: Maine Center for Workforce Research and Information

Employment – Occupation Category, 2016	Lisbon	Androscoggin County	Maine
Civilian employed population 16 years and over	4,459	53,635	652,638
Management, business, science, and arts occupations	1,184	17,404	234,520
Service occupations	851	10,114	120,381
Sales and office occupations	1,313	13,105	153,816
Natural resources, construction, and maintenance occupations	456	5,225	69,796
Production, transportation, and material moving occupations	655	7,787	74,125

These broad occupation categories are major employment categories defined by the federal Bureau of Labor Statistics. Based on these numbers, Lisbon residents hold more Sales and Office Occupation jobs than one would expect based on the number of these jobs at the County or State level. It is the number one category of jobs held by local residents, while Management, Business, Science, and Arts has the most jobs at the county and state level. Nationally, Sales and Office occupations pays an average of $39,721 while Management, Business, Science, and Arts pays an average of $74,494.

Lisbon's Economy

Distribution of Labor Force by Industry Lisbon 1980 - 2000				
Industry	**1980**		**2000**	
	# of workers	**% of Total Employed Labor Force**	**# of Workers**	**% of Total Employed Labor Force**
Agriculture, Forestry	72	2.0%	53	1.2%
Construction	265	7.5%	256	5.6%
Manufacturing	1,364	38.4%	1,018	22.3%
Wholesale Trade	184	5.2%	120	2.6%
Retail Trade	546	15.4%	734	16.1%
Transportation and warehousing and utilities	152	6.5%	120	2.6%
Information	-	-	59	1.3%
Finance, insurance and real estate	103	2.9%	281	6.2%
Professional, scientific, management, administrative, education, health and social services	590	16.6%	1,251	27.4%
Arts, entertainment, recreation and food services.	73	2.1%	353	7.7%
Other services	72	2.0%	158	3.5%
Public administration	132	3.7%	156	3.4%
Total	3,553		4,559	

Source: 1980 & 2000 U.S. Census

Lisbon's Labor Force

An indication of employment patterns can be obtained from where people live and where they work. There has been a significant change in employment locations over the past 20 years. Far fewer people lived and worked in Lisbon in 2000 than did in 1980. This was the result of loss of traditional industry and resident's commuting to employment opportunities to the south.

Distribution of Labor Force by Town of Employment over Time

1980			2000			2016	
Lisbon	1,315		Lewiston	1,065		Lewiston	954
Lewiston	823		Lisbon	714		Lisbon	792
Brunswick	564		Brunswick	668		Brunswick	510
Bath	278		Bath	439		Auburn	313
Auburn	201		Auburn	324		Bath	245
Topsham	115		Portland	247		Portland	242
Augusta	52		Freeport	228		Topsham	202
Freeport	39		Topsham	173		Other Maine (not Andr. or Cumb.Cnty)	200
Portland	30		South Portland	102		Freeport	112
South Portland	10		Augusta	18		Other Cumberland County	103

The information in this chart shows that Lisbon's work force is not as reliant on local employers as in the past as most of the large employers in the community have closed or moved production elsewhere, with the notable exception of the Dingley Press. However, it is worth noting that there has been an increase in the amount of local workers filling local jobs just in the short period between 2000 and 2016.

It is also worth noting that the data supports the anecdotal evidence that even though Lisbon workers are geographically part of the Lewiston-Auburn Metropolitan Statistical Area (MSA), many people in the labor force are actually participants in the Portland-South Portland-Biddeford MSA. This second area also includes Bath, Brunswick and Topsham.

Current Economic Characteristics

The current economic activity is highlighted by homegrown businesses like Springworks Farm, the Blue Ox Malt House and the new restaurants on Main Street, including Frank's located in the rehabilitated Kennebec Fruit Company building on the corner of Main and Route 196.

The focus of new commercial activity is on the Lisbon Falls and Lisbon Village growth areas. This activity is anticipated to be mostly local-scale activities that contribute to building a strong sense of place in these important parts of town.

Economic Expectations

The future does look promising for Lisbon with its diverse business base and as a potential partner with Lewiston/Auburn and Bath /Brunswick on a regionalized basis. Lisbon must look beyond service sector jobs that have been projected and look towards high speed internet communications. Lisbon must continue to push for the highest available systems to enhance the many positive moves it has made over the last decade.

Lisbon will be well served to continue implementation efforts related to both the Downtown Plan and the Route 196 Plan. There should be a community conversation in the near future regarding economic activity outside the Route 196 corridor, and address questions such as what might be appropriate in the less traveled and built up areas of the community and what that activity might look like.

Because of the commuter jobs in the region, Lisbon is no longer tied to jobs just here or next door. More and more commuters are traveling to Augusta, Portland and beyond for the higher wages and steady employment.

TRANSPORTATION

Findings and Trends

Because of its strategic importance to the State, the Maine Legislature designated Route 196 a "Corridor of Economic Significance"

Lisbon contains approximately 70 miles of public roads. Of this number, 53 miles are town-maintained roads and the State has maintenance responsibility of 17 miles of road.

Lisbon has adopted Access Management standards for roads within the Urban Compact Area to complement the state's standards for rural roads.

Introduction

The location of transportation routes is important to a community's development patterns and its overall economic well-being. Expenditures for roads are generally the second highest expenditure in town budgets. These two issues demonstrate the importance of inventorying and analyzing transportation facilities. This section examines the transportation systems in Lisbon.

Transportation Planning

The Town of Lisbon actively participates in transportation planning for multimodal systems improvements through its membership in the Androscoggin Transportation Resource Center (ATRC). ATRC is a federally designated Metropolitan Planning Organization that is responsible for planning the transportation systems for the cities of Auburn and Lewiston, and the towns of Lisbon and Sabattus. Lisbon town officials serve on the ATRC's Policy Committee and Technical Committee.

ATRC evaluates and selects transportation improvement projects and facilitates communication between its member communities, state and federal transportation agencies. ATRC provides opportunities for public participation in transportation planning and funding decisions. It sponsors and conducts studies to assist in the transportation planning process.

ATRC produces three key documents that are used to plan transportation improvements and programs in the metropolitan area, including a 20-Year Transportation Plan, a three-year Transportation Improvement Program and a two-year Unified Planning Work Program (UPWP). The UPWP summarizes the transportation planning activities that ATRC staff and consultants undertake.

Because of its strategic importance to the State, the Maine State Legislature designated Route 196 a "Corridor of Economic Significance" in 1998. Route 196 is a critical corridor for Lisbon and the region.

Route 196 serves as a through road between the Lewiston and Topsham/Brunswick area, which presents conflicts with local traffic within the three villages. Previous studies conducted by ATRC (formerly known as LACTS) for the town of Lisbon have focused on Route 196. They include:

- **Route 196 Corridor Study (Maine Department of Transportation (MaineDOT) and LACTS 1987):** Evaluated the existing and future conditions on Route 196 between Lewiston and Topsham. Recommended widening of Route 196 to four lanes, except in the three village centers, and construction of a bypass around each village center.
- **Route 196 Feasibility and Location Study (MaineDOT 1992):** Was a continuation of the 1987 study focused on solving future operating deficiencies. Reviewed the widening and by-pass recommendations and identified intersection improvements.
- **Route 196 Corridor Modeling Support and Operational Analysis (LACTS 1995) B** Updated traffic projections and demographic forecasts in the region. Determined that while traffic volumes were not growing at the rates projected in 1992, operational failure could be expected in 2015.
- **Route 196 Traffic Study (LACTS 1996):** Used to determine Transportation System Management (TSM) improvements in Lisbon Falls. Recommended intersection improvements to three primary intersections.
- **Route 196 Transportation Demand Management (TDM) Implementation Plan (Androscoggin Valley Council of Governments 1997):** TDM strategies were evaluated to assist in reducing traffic congestion in the area.
- **Route 196 Traffic System Management Study (Gorrill-Palmer Consulting Engineers for ATRC 2007)**: Outlined improvements that will improve the operations, safety and efficiency of Route 196 without negatively impacting the various residential, commercial and industrial uses along the corridor.
- **Route 196 Access Management Westminster Street, Lewiston to the Lisbon/Topsham Town Line (ATRC 2009):** Developed appropriate access management standards to regulate access on Route 196, between Westminster Street in Lewiston and the Lisbon/Topsham town line, in a manner that protects the safety of access and highway users by regulating and reducing the number of conflict points along the highway, prevents highway expansion to five lanes, preserves mobility and economic productivity related to highway transportation, and avoids the long-term cost of constructing new highway capacity. This study was intended to aid Lewiston and Lisbon in implementing the Access Management recommendations in the 2007 TSM study.

Highway Classification

A town's transportation system typically consists of its roadway, bridge and sidewalk network, and bicycle, pedestrian, rail and transit systems. This system is extremely important to existing and future development characteristics.

Lisbon contains approximately 70 miles of public roads. Of this number, 53 miles are town-maintained roads and the State has maintenance responsibility of 17 miles of road.

The Maine DOT has classified highways based on functions within Lisbon as arterial, urban collector or local. Lisbon has 10.5 miles of arterial highway, 6.5 miles of urban collector highway, and 53.6 miles of local roads. Brief definitions of the highway functional classifications, as used by Maine DOT, are as follows:

Arterial highways are the most important travel routes in the state. These roads carry high speed, long distance traffic and attract a significant amount of federal funding. The state is responsible for road repair, resurfacing and winter maintenance on arterial highways. They usually carry interstate or U.S.

Route number designations. Route 9, Route 125 (north of Route 196) and Route 196 are arterial highways in Lisbon.

Urban collector highways serve as important regional travel corridors which connect nearby larger towns or arterial highways. The state is responsible for road repair, resurfacing and winter maintenance on these roads. The urban collector highways in Lisbon include Route 9/125 (south of Route 196), Ridge Road, Gould Road and Webster Road.

Local roads are designed primarily to serve adjacent land areas and usually carry low volumes of traffic. The town is responsible for both summer and winter maintenance of local roads.

Highway Conditions

Examination of local highway conditions is important for several reasons. Road conditions can help direct future development and suggest the need for capital expenditures for reconstruction. The town has established a multi-year road and bridge improvement program that establishes maintenance, reconstruction and paving priorities.

In 2004, the Maine Turnpike Authority (MTA) completed construction of a new interchange at Route 9 in Sabattus (Exit 86). An MTA interchange study estimated that an additional 400 vehicles per day (10% increase) on Route 9 will occur as a result of this new interchange. It is expected that some of this traffic will come from Lewiston and neighboring towns.

Reconstruction projects are currently being designed for Route 125 and Route 196 in Lisbon Falls. Construction is expected to occur within the next four to five years.

Highway Capacities

Maine DOT maintains traffic volume data for several roadways in Lisbon, and Maine DOT has conducted annual average daily traffic counts for a select number of locations in Lisbon. The following table presents this information for selected locations:

Location	2005	2008	2011	2014
Route 9 (Ridge Rd) north of Frost Hill Avenue	---	3,980	---	4,580
Route 9/196 (Lisbon Rd) northwest of Pleasant Street	---	16,720	15,700	---
Route 9/125 (Canal St) south of Route 196	---	6,230	5,910	5,640
Route 9/196 (Lisbon Rd) northwest of Route 125	---	14,760	---	13,870
Route 9 (Ridge Rd) southeast of Webster Road	---	2,990	2,750	3,670
Route 9 (Ridge Rd) at Sabattus Town Line	3,780	3,790	3,370	4,340
Route 196 (Lisbon Rd) northwest of Webster Road	---	13,410	12,510	---
Route 196 (Lisbon Rd) southeast of River Road	---	13,580	---	14,170
Route 196 (Lisbon Rd) at Topsham Town Line	11,840	11,890	11,400	12,530

Motor Vehicle Crash Data

Maine DOT maintains records of all reportable crashes involving at least $1,000 damage or personal injury. A report entitled "Maine Accident Report Summary" provides information relating to the location and nature of motor vehicle crashes. One element of the summary report is the identification of "Critical Rate Factor" (CRF), which is a statistical comparison to similar locations in the state. Locations with CRFs of 1.0 or greater and with more than eight crashes within a three-year period are classified as "High Crash Locations" (HCLs).

Based upon information provided by MaineDOT for the period January 1, 2014 to December 31, 2016, there was one HCL in Lisbon.

MOTOR VEHICLE HIGH CRASH LOCATION SUMMARY DATA 1/1/14 through 12/31/16		
Crash Location	**# of Crashes**	**CRF**
Route 9, Upland Road, Gould Road intersection	11	4.45

The MaineDOT provides information on the nature of reported crashes.

The nature of crashes at the high crash location listed above was examined to determine whether there are any trends which may affect the long-term safety and suitability of these roadways. There were eleven crashes on this stretch of road during the three-year period. The CRF for this highway segment is 4.45. The results of this analysis are as follows:

Of these eleven crashes, three involved possible injuries, and eight had property damage only. Six of the crashes were rear end/sideswipes and four involved intersection movements and one crash involved a deer. Seven of the eleven crashes occurred during daylight hours. Nine of the crashes occurred on dry pavement.

Access Management

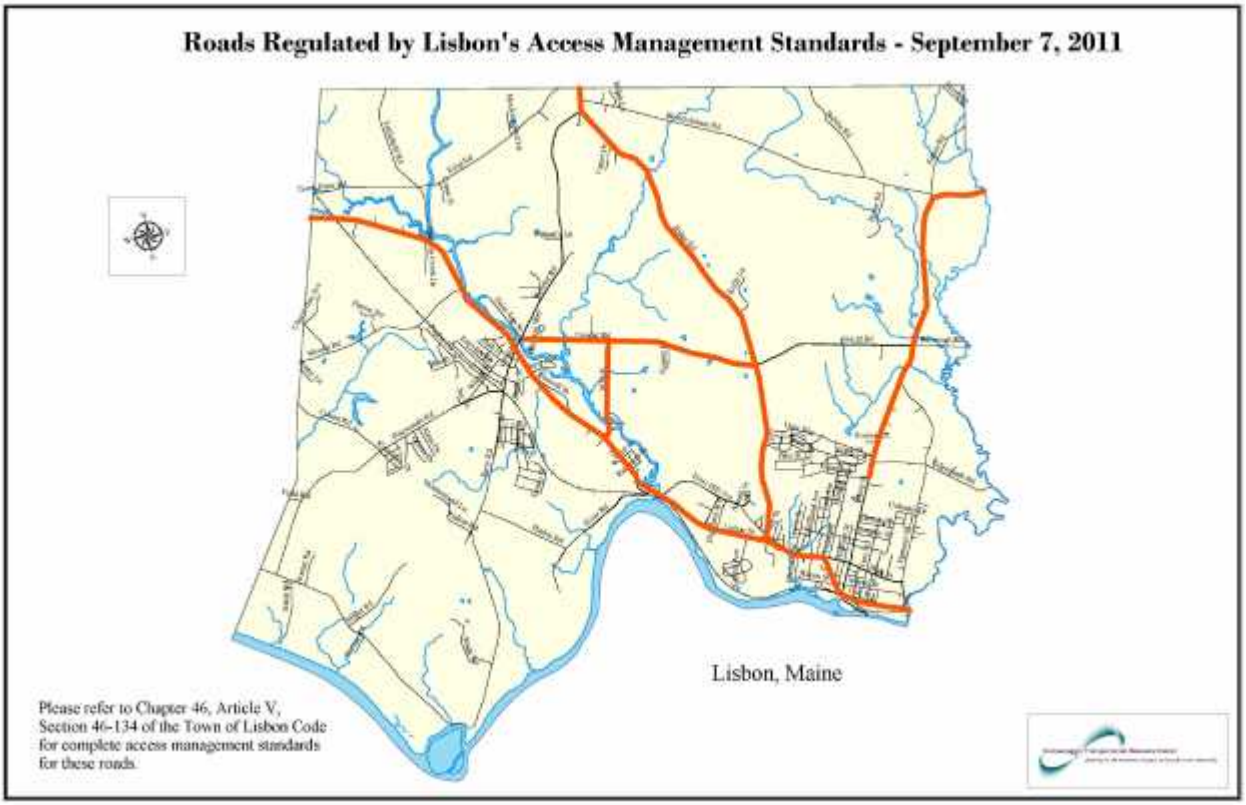
In 2000, the Maine legislature adopted LD 2550, An Act to Ensure Cost Effective & Safe Highways in Maine. The purpose of this act is to assure the safety of the traveling public, protect highways against negative impacts on highway drainage systems, preserve mobility and productivity, and avoid long-term costs associated with constructing new highway capacity. The act is intended to conserve state highway investment, enhance productivity, manage highway capacity, maintain rural arterial speed, promote safety and conserve air, water and land resources.

The rules apply to new or modified curb openings (driveways and entrances) on rural state and state-aid highways. The standards regulate corner clearances, drainage, driveway spacing, driveway widths, parking, shared driveways and sight distance.

Route 196 is located within an urban compact area; therefore the state's rules do not apply to this arterial highway. All remaining state and state-aid highways in Lisbon are located outside of the urban compact area and are subject to the state's rules for access management.

In September 2011, the town of Lisbon adopted Access Management Standards for all public and private accesses onto Lisbon Street (Route 196), Main Street north of Huston Street (State Route 125), Mill Street, Ridge Road (State Route 9), and Upland Road. These standards apply to the alteration of existing driveways onto said roadways, and to changes in use on the property serviced by such driveways.

The purpose of the access management standards is to manage access onto regulated roads in a manner that protects the safety of access and road users, protects the road system from the negative impacts of drainage, preserves mobility and economic productivity related to roadway transportation, and avoids the long-term cost of constructing new roadway capacity.



Bicycling and Pedestrian Facilities

The town of Lisbon has established an integrated system of on-road and off-road routes that connect the villages of Lisbon Falls, Lisbon Center and Lisbon. This trail system is a four-season, non-motorized, multipurpose transportation and recreation facility that serves local employers, shopping areas, neighborhoods and town services. The trail system has been configured in such a way as to provide for future connections with trails in Lewiston and Topsham. The Lisbon trail network has been dedicated as a segment of the East Coast Greenway and U.S. Bicycle Route 1.

The trail corridor begins at the Park & Ride lot on Route 196 in Lisbon Falls and extends westerly along Davis Street and the sewer maintenance road to the Middle/High School property. From the school property the trail goes along the Androscoggin River, under Route 196 and connects to the Paper Mill trail at the Sabattus River boat launch. From Paper Mill Road the trail continues along Mill Street and

Upland Road and to the Upland Road/Webster Road intersection. This represents approximately 4.5 miles of new trail.

The East Coast Greenway is a 2,600 mile national trail system that is extends from Key West, Florida to Calais, Maine. Currently, 20% of the trail is open for public use. The Maine East Coast Greenway is the Maine portion of the East Coast Greenway, sometimes referred to as the "Urban Appalachian Trail". The Maine East Coast Greenway is a bicycle route that is located mainly on existing roads with a few off-road paths, where possible. A 160-mile Maine East Coast Greenway River Route extends from Brunswick to Ellsworth in the Androscoggin, Kennebec and Penobscot River valleys.

The East Coast Greenway River Route begins at the Androscoggin River Trail in Brunswick and runs along Route 196 into Lisbon Falls. From Route 196 in Lisbon Falls, the River Route connects to the Lisbon trail network, then crosses Route 196 to Pinewoods Road and continues on to Ferry Road, then into Lewiston.

Source: USBR1 Map Book Maine, 2015 (http://www.maine.gov/mdot/bikeped/docs/USBR1%202015.pdf)

Park & Ride Facilities

There is one MaineDOT Park & Ride facility on Route 196 in Lisbon Falls. In January 2004, MaineDOT and MTA released a study entitled *Maine's Park & Ride Lots: Evaluating and Strengthening the System*. That study indicates that the Lisbon Falls Park & Ride lot is unpaved, has 30 parking spaces and has one of the highest percentage usage (63%) of all Park & Ride lots owned by Maine DOT. This parking area has since been paved.

Rail Lines

The Lewiston Lower Branch rail line is the only rail line in Lisbon. Generally, it runs parallel to Route 196, between Topsham and Lewiston. A 9.5-mile section of the Lewiston Lower Branch from Lisbon Falls to Lewiston is owned by PanAm Railway and the remaining section of line from Lisbon Falls to Brunswick is owned by the state. The Lewiston Lower Branch has been inactive for almost 30 years. Reuse of the rail line or right-of-way has been contemplated. The ATRC's bicycle/pedestrian plan was updated in 2013 and proposes creation of a multi-use path along the rail right-of-way.

Public Transit

Lisbon receives public transit services from Western Maine Transportation Service, Inc. (WMTS), as well as private taxi services from various operators. Public transit services include pre-arranged demand-response or door-to-door transportation for medical appointments and other contracted services provided by WMTS, as well as a commuter bus service, the Lisbon Connection, provided by WMTS.

Funding for transit services comes from several sources. Most demand response funding is from Department of Health and Human Services and other contractual agreements.

The Lisbon Connection commuter bus operates from Lisbon and Lisbon Falls to Lewiston, Monday through Friday, five times per day. The Lisbon Connection's route and bus stop locations are designed as a commuter service, providing non-stop service from Lisbon to the Lewiston-Auburn Transit Committee's Oak Street Bus Station in Lewiston. The Lisbon Connection fare is $1.00 one-way.

WMTS recently completed a study examining the feasibility of expanding transit services throughout its service area into Bath and Brunswick. Completed in August 2018, the highest priority recommendation is to establish a commuter service between Lewiston/Auburn and Brunswick/Bath, which may result in enhanced transit opportunities for Lisbon Connection riders.

Current Lisbon Connection bus service to Lewiston/Auburn

NATURAL RESOURCES

Findings and Trends

Approximately 60% of the land area not served by public sewer has a soils potential rating of medium for low density development.

With the improved water quality of the Androscoggin, the potential for recreational uses of both the water and shorelines has increased.

With the lack of suitable surface waters as a source of public water supply, Lisbon's ground water supplies are invaluable

Lisbon is endowed with a number of scenic views

Introduction

The natural resources base of a community plays an important role in overall community development. Natural resources can enhance or limit the growth potential of a community and are significant factors in the planning of a community's future. Various natural resources also enhance the quality of life within community.

Topography

Topography relates to the general land form of an area. Often a locale maybe referred to as mountainous, hilly or flat. Knowledge of the topographic characteristics of a community is important because of its influence on development, views and aesthetics.

There are two factors that are important when topography is considered - relief and slope. Relief reflects the height of land above sea level and surrounding areas. Slope on the other hand measures the amount of rise or fall in feet for a given horizontal distance. It is a significant aspect of land form which presents various limitations to development and other land use activities. As slopes become steeper, construction is more expensive, roads and services are more difficult and expensive to construct and maintain, and the potential for environmental degradation increases. Lisbon's general topography can be separated into two areas. The southwestern third (Route 196 to the Lewiston/Lisbon border to the Androscoggin River) is a relatively flat plain. The remainder of the town exhibits a generally rolling topography.

Slopes of greater than 15% cover an insignificant land area in Lisbon (approximately 8%). These areas of steeper slopes are located primarily along the banks of the Little River and ridges scattered throughout the community.

The highest point above sea level in Lisbon is located atop Lisbon Ridge (400 feet). The lowest elevation above sea level is located where the Little River meets the Androscoggin at approximately 90 feet. Local relief or the difference in elevation between the lowest and highest points is approximately 310 feet.

Soils

Soils are extremely important to community development. They are the underlying materials upon which roads, buildings, sewage and waste disposal activities take place. Development upon or in soils that are unsuitable for proposed uses will likely increase development and maintenance costs and potentially cause environmental degradation. Also, development upon unsuitable soils often require filling and loaming, thereby depleting such materials or causing adverse impacts elsewhere.

The United States Department of Agriculture, Soil Conservation Service has identified and mapped, through a medium intensity soil survey, the soils in Lisbon. This information is presented in a soil report which locates and identifies soil types.

Soils within Lisbon can be broadly separated into four soil associations or one major soil type with one or more minor soils. These soil associations are Adams-Hinckley-Ninigret; Buxton-Hartland-Belgrade; Scantic-Leicester; and Charlton-Sutton-Paxton.

The Adams soil association is found in the western third of the community and along the Androscoggin River. These soils are deep, excessively drained to moderately well-drained, nearly level to steep, coarse textured and moderately course textured soils. Major limitations associated with this soil association is rapid permeability, differential settling and droughtness.

The central portions of Lisbon is covered by the Buxton-Hartland-Belgrade association. This association consists of deep, medium, textured, moderately well-drained and well-drained, nearly level to steep slopes. Limitations to various types of development include very slow permeability, seasonal high water table and frost heaving.

The northwestern portion of the community is comprised of the Scantic-Leicester-Scarboro association. This association consists of deep, medium-textured and moderately coarse textured, poorly drained and very poorly drained, level to gently sloping soils. High water table, frost heaving and excessive wetness are the major limitations of this association to development.

The central section of Lisbon or the area in the vicinity of Route 9 between Ridge Street and Barker Brook is comprised of the Charlton-Sutton-Paxton association.

General characteristics of these soils are that they are deep, medium-textured and moderately coarse textured, well-drained and moderately well-drained. Major limitations to development are slope, stones and slow permeability.

Soils potentials for low density development have been developed by the Soil Conservation Service and mapped as an element of the comprehensive plan. Soils potentials for low density development is a system to rate soils as to their potential for low density residential development. Based upon the soils potential rating system and identifying soils within a three category classification system, very high to high potential, medium potential, and low to very low potential, the general suitability of soils for development have been determined for those areas not served by public sewer.

Approximately 60% of the land area not served by public sewer has a soils potential rating of medium for low density development. Ten percent (10%) of the area is rated as high to very high with the remaining 30% low or very low. Although this soils potential rating should not be used for specific development planning, it provides insight into areas which are more suitable then others for low density residential development.

Prime Farmland Soils

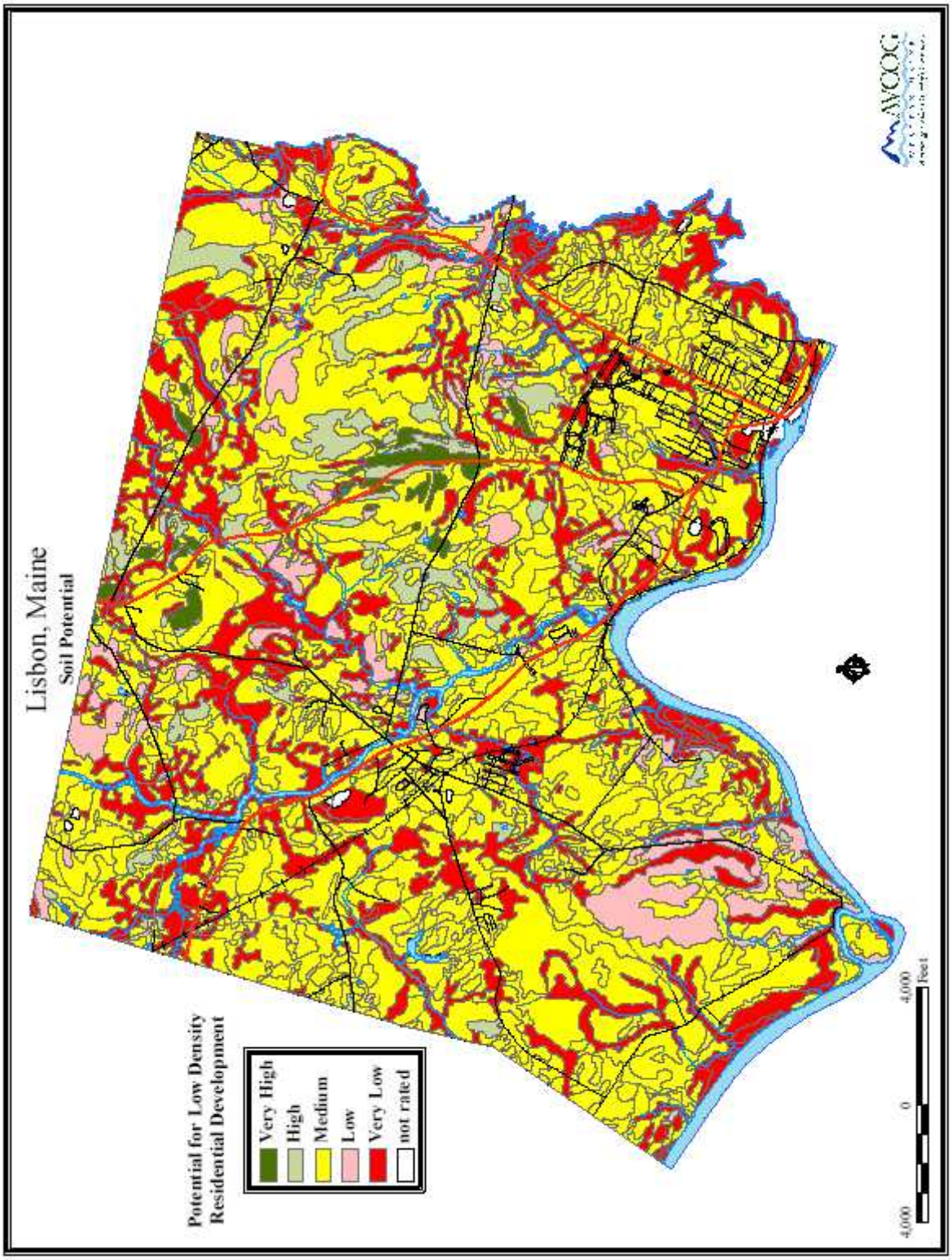
Prime farmland is the best nationwide for producing food, feed, fiber and forage crops. The designation of the United States Department of Agriculture of prime farmland is tied directly to soil properties and not land use except for urban land. If land has been urbanized or built up, it cannot be classified as prime farmland. Prime farmland soils may or may not be currently cultivated. It may be in pasture, idle or forested. Based upon soil classification, Lisbon contains approximately 3,900 acres of prime farmland soils. The Largest concentrations of prime farm land soils are located in the central portion of Lisbon. The area between Route 9, Upland Road and Webster Road has large tracts of land with prime farm land soils. Over time prime farm land soils have been developed for residential purposes particularly in Lisbon Falls.

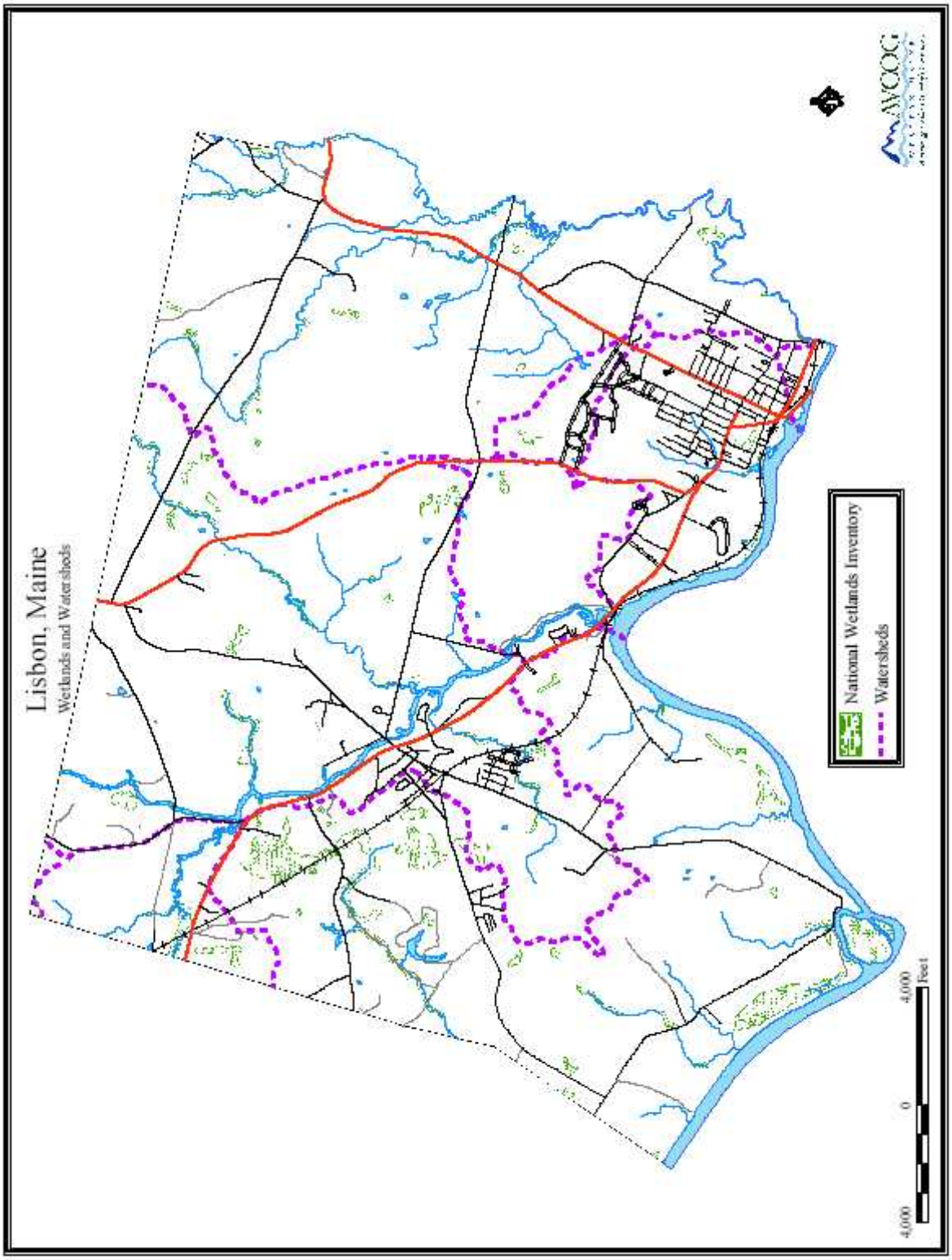
Wetlands

Wetlands perform a variety of functions. They serve as Anatural sponges@ that control water runoff by providing a buffer for excess water while allowing a steady, even, release of that excess to both the surface and ground water. Some wetlands serve as recharge areas for aquifers. Wetlands also perform a cleansing function by absorbing some physical and chemical pollutants from the runoff. Wetlands are also important wildlife habitats. The pattern of water cover and vegetation accounts for the differing types of wetlands and the differing types of wildlife use.

The United States Department of Interior has published a series of National Freshwater Wetlands Maps which identify wetlands as small as two acres in size. When compared to most municipalities, Lisbon has minimum acres of wetlands. Major wetland systems are located north and south of the Moody Road and between the Ferry Road and the Androscoggin River.

This wetland mapping may not include all wetlands regulated by the state and federal agencies.


Lisbon, Maine
Soil Potential
Potential for Low Density
Residential Development
Very High
High
Medium
Low
Very Low
not rated
4,000
0
4,000
Feet
AVCOG


Lisbon, Maine
Wetlands and Watersheds
National Wetlands Inventory
Watersheds
4,000
0
4,000
Feet
AVCOG

Floodplains

A floodplain is the flat expanse of land along a river or shoreline that is covered by water during a flood. Under the Federal Insurance Program, the 100-year floodplain is called the flood hazard area or special flood hazard area. During a flood, water depths in the floodplain may range from less than a foot in some areas to over ten feet in others. However, regardless of the depth of flooding, all areas of the floodplain are subject to the requirements of the Flood Insurance Program. Floodplains along rivers usually consist of floodway, where water flows, and a flood fringe, where stationary water backs up. The floodway will usually include the channel of a river or stream, as well as some of the land area adjacent to its banks.

The Federal Emergency Management Agency has published a Flood Insurance Study for the Town of Lisbon. Flooding problems in Lisbon occur primarily along the Sabattus, Little and Androscoggin Rivers. In addition the smaller brooks and streams flood during high water periods.
Lisbon participates in the National Flood insurance program and has adopted a Floodplain Management Ordinance. In 2002 there were 11 flood insurance policies with $1,210,000 with of insurance in force. Since 1978 there have been six flood insurance claims with a total of $132,000 paid out.

Surface Waters

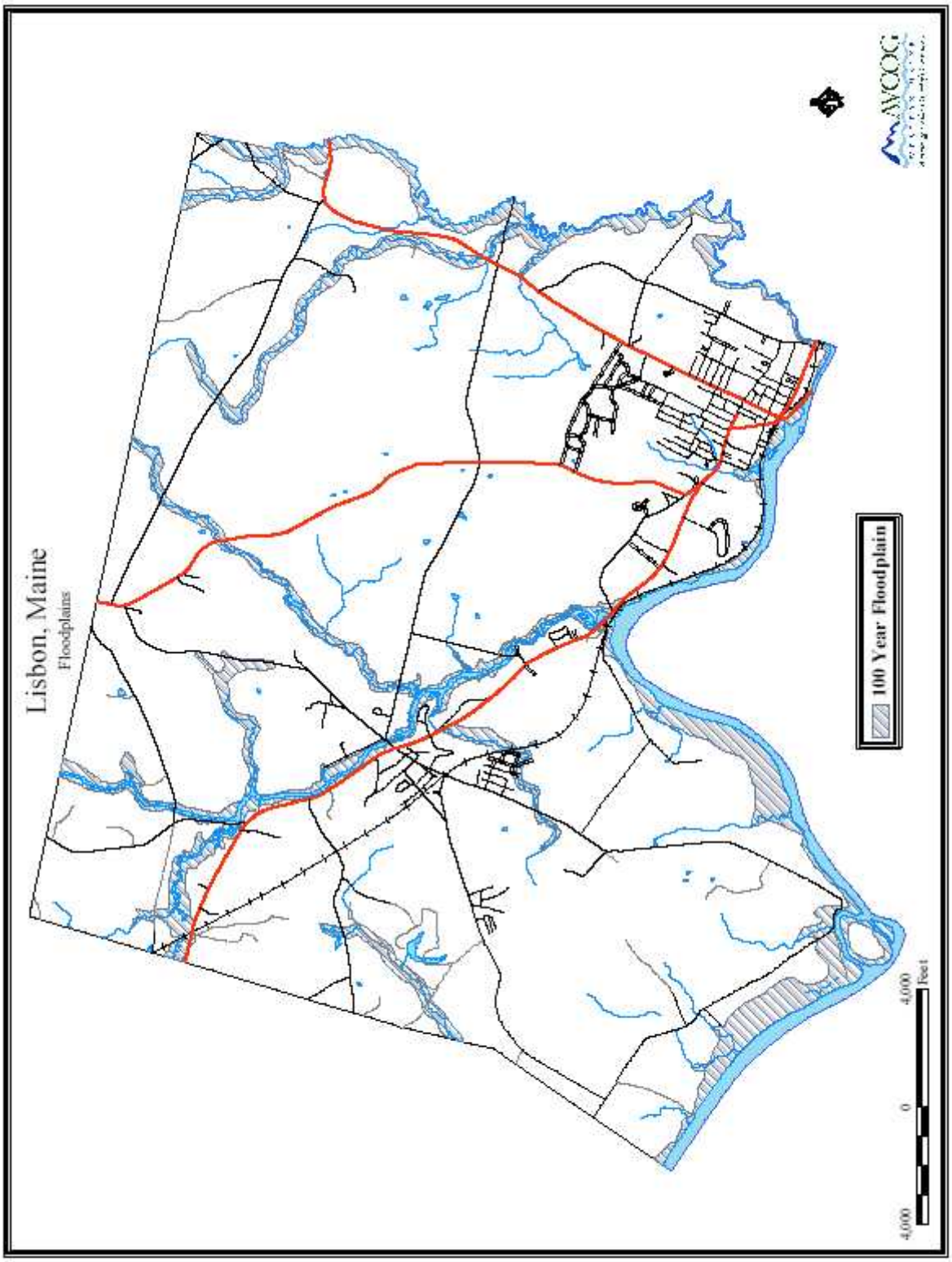
The Androscoggin River is the most significant surface water resource within Lisbon. However, because of both limited visual and physical access, its value as a significant natural resource was for a long time underestimated. The river flows for approximately seven miles along the southern border of the community.

In the late 1940s, the Androscoggin River was considered one of the nation's ten dirtiest. Although the river is still one of the state's major industrial rivers, it has values other than just the disposal of treated industrial and domestic wastes. The river is important hydroelectrically with 20 facilities operating on including the Worumbo project in Lisbon Falls.

With the improving water quality of the Androscoggin, the potential for recreational uses of both the water and shorelines has increased. The "lower" Androscoggin, in recent years, has been stocked with Brown and Brook Trout by the Maine Department of Inland Fisheries and Wildlife. In addition there is an improving bass fishery.

The Androscoggin River water quality in Lisbon has been classified as Class C which is the lowest classification for surface waters in Maine. Class C waters shall be of such quality that they are suitable for the designated uses of drinking water supply treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation; navigation; and as a habitat for fish and other aquatic life.

The Sabattus River flows for approximately four miles through Lisbon before it joins the Androscoggin River one mile northwest of Lisbon Falls. The source of the river is Sabattus Pond. Historically, the river has been heavily controlled by the construction of dams which was the source of power to mills in both Lisbon and Sabattus. These dams slowed the natural flow of water which, in conjunction with discharges of raw or partially treated sewage and industrial discharges, caused algae blooms and nonswimmable water quality conditions. The river has a C Classification.


Lisbon, Maine
Floodplains
100 Year Floodplain
4,000
0
4,000
Feet
AVCOG

The Little River which forms the eastern border of the community has a total drainage area of approximately 27 square miles. The river flows primarily through undeveloped portions of the town although agricultural lands border much of this river. Under the state water quality classification system, the Little River is a B Classification.

Several brooks and streams drain portions of Lisbon. Potter and Dearing Brooks and Fisher Stream drain to the Little River. These all have a "B" classification under the State water quality classification system. Barker and No Name Brooks flow to the Sabattus River. Both have a "B" classification. Salmon Brook, with a "B" classification, drains a portion of Lisbon but meets the Androscoggin River in Lewiston.

Lisbon contains no Great Ponds defined as an inland water body which in its natural state has as surface area in excess of ten acres. The ponds in Beaver Park are the largest located in Lisbon. There are several small pockets of surface waters scattered throughout the community.

Ground Water Resources

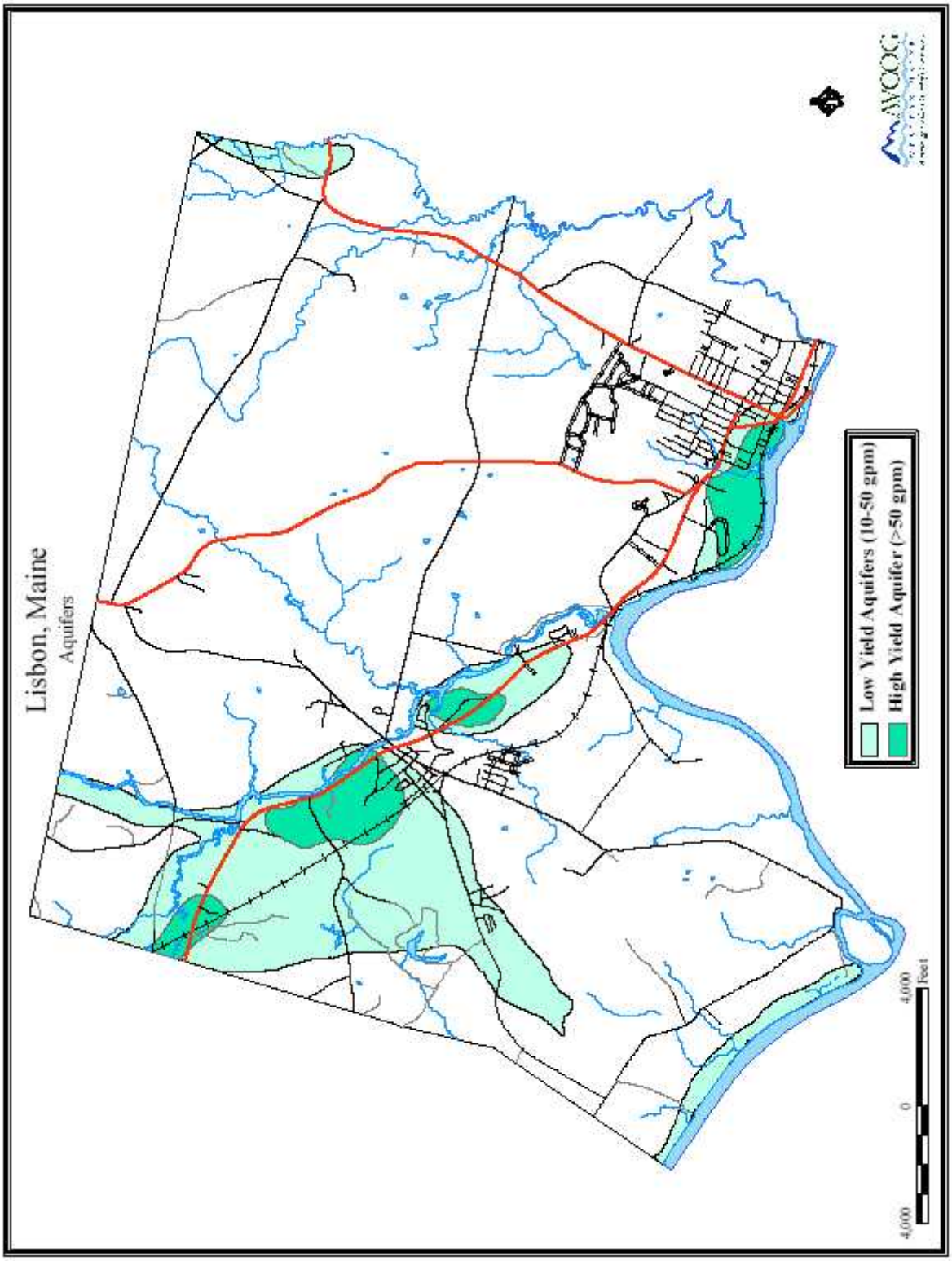
With the lack of suitable surface waters as a source of public water supply, Lisbon's ground water supplies are invaluable. Ground water is found in both bedrock and in sand and gravel deposits. It is the sand and gravel deposits or aquifers which are the source of Lisbon's public drinking water supplies.

The sand and gravel aquifers in Maine are chiefly of glacial origin and were deposited by glacial melt water streams between 10,000 and 15,000 years ago. Wells located within aquifers have the potential to supply large quantities of ground water. The Maine Geological Survey has mapped sand and gravel aquifers within Lisbon. The Geological Survey identifies low yield aquifers which, in all probability, can supply water from wells at a rate of 10-50 gallons per minute and high yield aquifers which, in all probability, can supply water from wells at a rate in excess of 50 gallons per minute. A single Lisbon Water District well, the Moody well, located within a high yield aquifer, produces 500 gallons per minute of water.

Lisbon has four separate mapped sand and gravel aquifers. Within three of these mapped aquifers are four areas identified as high yield. Three of these high yield aquifers are generally bisected by Route 196, and are located in Lisbon Village, Lisbon Center and at the Lisbon/Lewiston border. The fourth area of high yield aquifer is located in Lisbon Falls between the Androscoggin River and Route 196. The Lisbon Village, Lisbon Center and Lisbon Falls high yield aquifers currently have municipal wells located in them.

Significant portions of the areas mapped as high yield aquifers are located under or adjacent to major development concentrations. Recent studies by a hydrogeological consulting firm indicate that there is little capacity to obtain significant quantities of high quality water from the aquifers currently tapped or the other aquifers.

The Town of Lisbon was one of the first Maine communities to enact aquifer protection provisions within the Zoning Ordinance. However, in current day standards, existing provisions fall short of adequate protection.


Lisbon, Maine
Aquifers
Low Yield Aquifers (10-50 gpm)
High Yield Aquifer (>50 gpm)
4,000
0
4,000
feet
AVCOG

Most of the private individual wells in Maine are drilled into bedrock. The wells penetrate through water bearing cracks or fractures in the bedrock. These water bearing fractures are bedrock aquifers. Most domestic wells penetrate relatively small fractures and, therefore, only produce small amounts of water. However, there are areas where the volumes are adequate to provide municipal water supplies.

Forested Land

The majority of Lisbon's land area is covered by woodland at various stages of maturity and varying commercial value. The town's woodland provides numerous benefits including direct economic benefits when timber is harvested for saw logs, pulp or firewood and indirect benefits through providing recreational opportunities, wildlife habitat and aesthetic value. In 2002 there were 3,600 acres in 98 different parcels under the tree growth tax program in Lisbon.

As an element of the 1993 comprehensive plan, a Forest land Inventory was conducted by a professional forester. The resulting map identified stand composition, dominant species and average age class of dominate species. That analysis of the forest land inventory made the following conclusions:

1. The dominant forest type is White Pine (often occurring in association with Red Maple, Red Oak, Hemlock and Spruce/Fir). Typical stand is at least 67% stocked with softwoods, of which White Pine has a plurality. White Pine appears to be a climax species, particularly on the well-drained silt-loam soils prevalent across the town and old fields.

2. Hardwoods are most common on the drier ridges and recently cutover lands. Red Maple and Gray Birch dominate early forest succession.

3. Except for scattered stands of mature forest growth, most areas consist of somewhat stagnated second growth, in need of much silvicultural work.

Since 1991 there have been approximately 2,200 acres of land harvested for timber.

Wildlife & Fisheries

Wildlife should be considered a natural resource similar to surface waters or forest land. Our wildlife species are a product of the land and, thus, are directly dependent on the land base for habitat. Therefore, if a habitat does not exist or an existing habitat is lost, various types of species will not be present. Although there are many types of habitats important to our numerous species, there are three which are considered critical. These are water resources and riparian habitats, essential and significant wildlife habitats and large undeveloped habitat blocks.

In addition to providing nesting and feeding habitat for waterfowl and other birds, wetlands are used in varying degrees by fish, beaver, muskrats, mink, otter, raccoon, deer and moose. Each wetland type consists of plant, fish and wildlife associations specific to it. Whether an individual wetland is a highly productive waterfowl marsh or a low value area capable of producing just one brood of ducks, it is still valuable. The Maine Department of Inland Fisheries and Wildlife has identified three wetland areas in Lisbon that have waterfowl and wading bird habitat value.
The wetland area associated with upper reaches of Barker Brook, Salmon Brook and the Androscoggin River.

A riparian habitat is the transitional zone between open water or wetlands and the dry or upland habitats. It includes the banks and shores of streams, rivers, ponds and lakes and the upland edge of wetlands.

Land adjacent to these areas provide travel lanes for numerous wildlife species. Buffer strips along waterways provide adequate cover for wildlife movements, as well as maintenance of water temperatures critical to fish survival.

Significant wildlife habitats include habitats for endangered and threatened species, high and moderate deer wintering areas and travel corridors, high and moderate value waterfowl and wading bird habitats and vernal pools. There is a Bald Eagle nesting site along the Androscoggin River. In addition, a special concern species, *Strophitus undulatus*, a fresh water mussel, is found in the Androscoggin River.

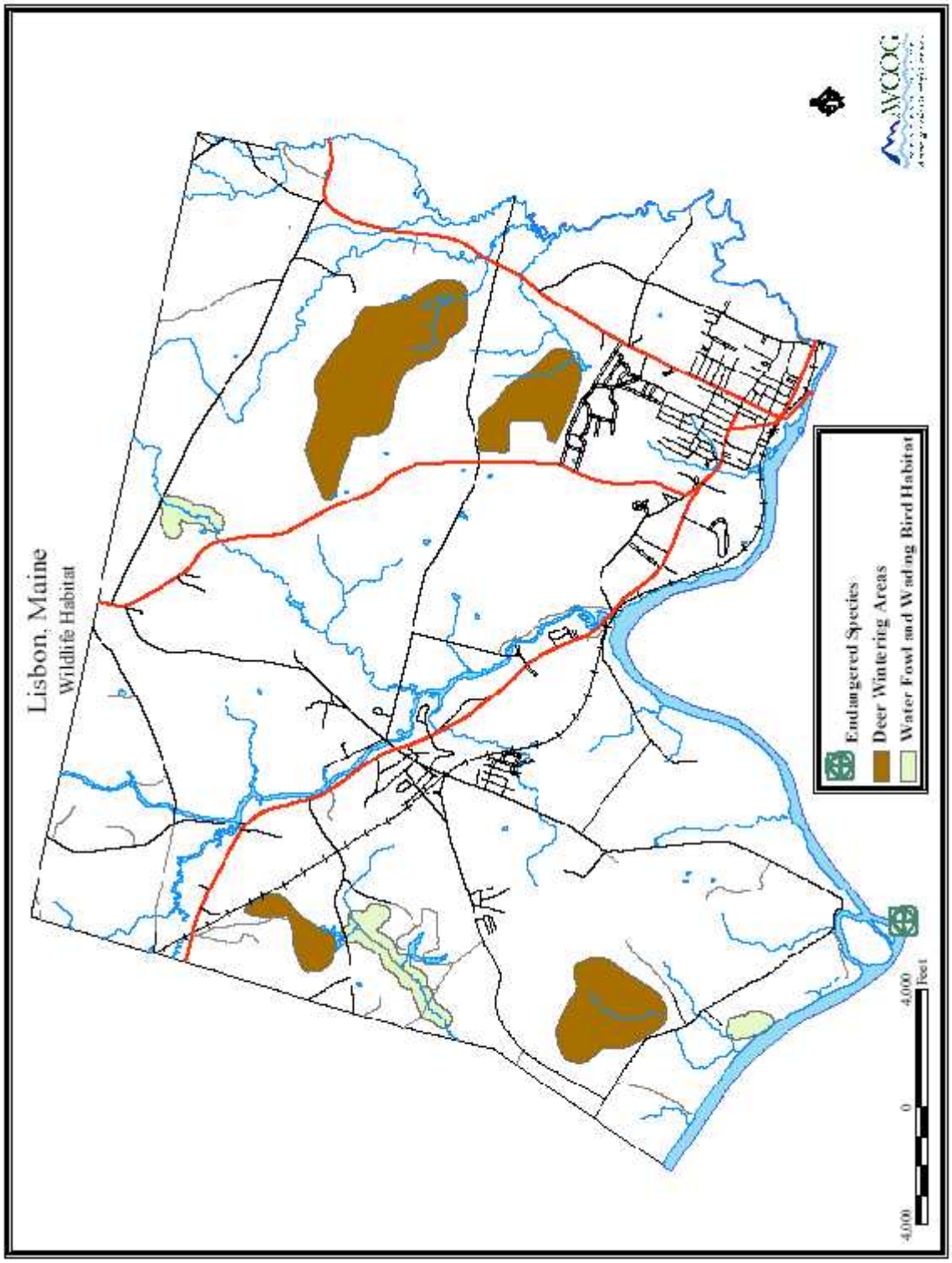
While deer range freely over most of their habitat during spring, summer and fall, deep snow (over 18 inches) forces them to seek out areas which provide protection from deep snow and wind. These areas, commonly known as deer yards or wintering areas represent a small portion (10-20%) of their normal summer range. Wintering areas provide the food and cover necessary to sustain deer during the critical winter months. While size and shape of the areas can vary from year to year or within a given year, most are traditional in the sense that they are used year after year. The Maine Department of Inland Fisheries and Wildlife has mapped four deer wintering areas in Lisbon ranging in size from 70 to 400 acres in size. The habitat values of these yards have yet to be determined.

Large undeveloped habitat blocks are relatively unbroken areas that include forest, grassland/agricultural land and wetlands. Unbroken means that the habitat is crossed by few roads and has relatively little development and human habitation. These undeveloped habitat blocks are needed by animals that have large home ranges such as bear, bobcat, fisher and moose.

The "lower" Androscoggin River, in recent years, has been stocked with Brown and Brook Trout by the Maine Department of Inland Fisheries and Wildlife. In addition there is an improving bass fishery. The Little River is also stocked with Brook and Brown Trout as are the ponds at Beaver Park.

Rare and Endangered Species

The Natural Areas Program has compiled data on Maine's rare, endangered or otherwise significant plant and animal species. While this information is available for preparation and review of environmental assessments, it is not a substitute for on-site surveys. The quantity and quality of data collected by the Natural Area Program are dependent on the research and observations of many individuals and organizations. In most cases, information on natural features is not the result of comprehensive field surveys. For this reason, the Maine Natural Areas Program cannot provide a definitive statement on the presence or absence of unusual natural features in any part of Maine. The Natural Areas program has identified *Strophitus undulatus*, a fresh water mussel, found in the Androscoggin River.


Lisbon, Maine
Wildlife Habitat
Endangered Species
Deer Wintering Areas
Water Fowl and Wading Bird Habitat
4,000
0
4,000
Feet
AVCOG

Scenic Resources

Lisbon is endowed with a number of scenic views, to which many of the residents of the town attach a high level of importance. The topography of the area and the numerous roads which traverse it provide a number of striking local views.

During the inventory element of the 1993 Plan, 14 scenic vistas were located and ranked. A system based on the distance, uniqueness and accessibility of the views was developed with the highest possible score being nine. Although there are other scenic areas throughout the town, the following are representative of the most significant. Other than the broad provisions contained in the State Subdivision Law, Lisbon has no mechanism to maintain these and other scenic vistas.

Visual Quality Assessment

View #	View Location/Direction	Distance	Uniqueness	Accessibility	Total Score
1	Littlefield Rd. East	1	1	2	4
2	King Rd. North	2	2	2	6
3	Littlefield Rd. East and West	2	1	2	5
4	River Rd. South	2	2	2	6
5	Hudon Rd. South	2	1	2	5
6	River Rd. East	2	1	2	5
7	Ferry Rd. East and West	2	2	2	6
8	Webster Rd. East and West	2	2	2	6
9	Ridge Rd. (Rte.9) East and West	3	3	2	8
10	River St. West	1	2	6	6
11	Rte. 196 South	3	3	8	8
12	Frost Hill Ave. South-West	2	1	5	5
13	Bowdoinham Rd. South	3	2	7	7
14	Rtes. 9 and 125 Bridge West	2	2	6	6

Source: Androscoggin Valley Council of Governments

LAND USE PATTERNS

Introduction

A major element of the comprehensive plan is an analysis of the use of land and development patterns. Through the analysis of past and existing development patterns, insights into community functions, spatial relationships, past and current priorities and future directions are possible. Current land use patterns and future development trends are cornerstones in the development of policies and strategies which will shape future development characteristics of the community.

Lisbon has a total land area of approximately 25 square miles and is the third most densely developed community in Androscoggin County with 360 persons per square mile. The Town was originally founded as a lumbering center due to mightily standards of pines and the availability of water power from the Androscoggin, Sabattus and Little Rivers. After the great stands of timber were gone, farming became the mainstay of Lisbon's economy which was later replaced by paper and textile industries. This early industrialization was a significant factor in current day development patterns. The Town's three villages or centers, Lisbon, Lisbon Center and Lisbon Falls, developed around the early mills. The influence of those early development patterns is very much evident today.

However, due to several important factors, shifts from these historical development characteristics are becoming increasingly evident.

Forest Land

It has been estimated that some 11,000 acres of Lisbon's total 16,000 acres are covered by woodland. An analysis of forest resources undertaken during the 1994 plan development found that the dominant forest type in Lisbon is white pine. In addition, the forester reported that except for scattered stands of mature forest growth, most forest land consists of somewhat stagnated second growth in need of much silviculture work.

In 2017, Lisbon had 3,242 acres in the Tree Growth Current Land Use Program. This program allows a town to tax enrolled properties based on “current use” as opposed to properties potential to be developed, resulting in tax savings for property owners. This is a slight reduction from 2003, when Lisbon had approximately 3,600 acres enrolled.

Agricultural Land Use

Farming and farmland has a number of benefits to a community. It may be an economic factor to the local or regional economy. Although agriculture is not a significant factor in Lisbon's local economy, it does, however, play a part in a relatively strong agricultural economy in Androscoggin County.

Farming and farmland has a number of benefits to a community. The value of farming is that it is a major factor in "rural character" in the eyes of many, provides open space and the benefits of open space and demands a minimal amount of municipal services. It also plays a role in agricultural economy of the region

The current use tax program also has categories for Farm Land and Open Space. In 2017, there were 499 acres enrolled with the town as Farm Land and 677 acres of land enrolled as Open Space, so that the total is 1,176 acres. Information provided by the Department of Agriculture in 1991 relating to agriculture in Lisbon indicated approximately 2,000 acres of active and inactive open farmland (does not include tree farms).

The major concentration of open farmland is located in the following general locations: Upland Road, Jalbert Road, Bowdoinham Road, River Road, Littlefield Road and King Road. Much of the open farm land in Lisbon is located in areas which would be attractive for commercial or residential development. In addition several major areas of farm land are within distances feasible to be served by public sewer and water making development potential more attractive.

In 2004, the development rights of 195 acres of fields used for vegetable crops, hay and silage were purchased. These developed rights at the Packard-Littlefield Farm were purchased with a combination of state and federal funding sources. The 176 acre Hallelujah Farm was a final selection in 2006 by the Maine for Maine’s Future Board to receive funding for conservation easement purchase.
The continuation of current agricultural activities by farm landowners will maintain open farm land and the various benefits of that land use activity.

Residential Land Use/Development Patterns

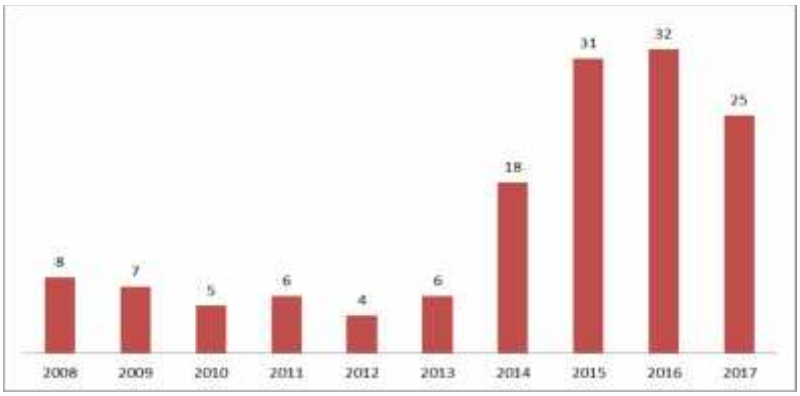
Residential development patterns, which refer to the location, density and type of residential land use, have significant impacts upon community character and the cost of the delivery of various municipal services. Development of residential areas in inappropriate locations within the community can also cause environmental degradation. In addition, new residential development can worsen traffic impacts and congestion on the Town's road system.

Lisbon's growth in residential development from 1970 to 1990 was significant. Between 1970 and 1980, Lisbon had 1,063 housing units added to its housing stock, representing a 54% increase. Between 1980 and 1990, there were 585 additional new housing units added, a 19% increase. Housing growth slowed in the 1990s to a 5% growth rate or 170 new units. This slow growth in new housing can be attributed in part to a change in local employment opportunities, the lack of availability of new lots, housing growth in the smaller rural surrounding communities and the lack of development interest in Lisbon.

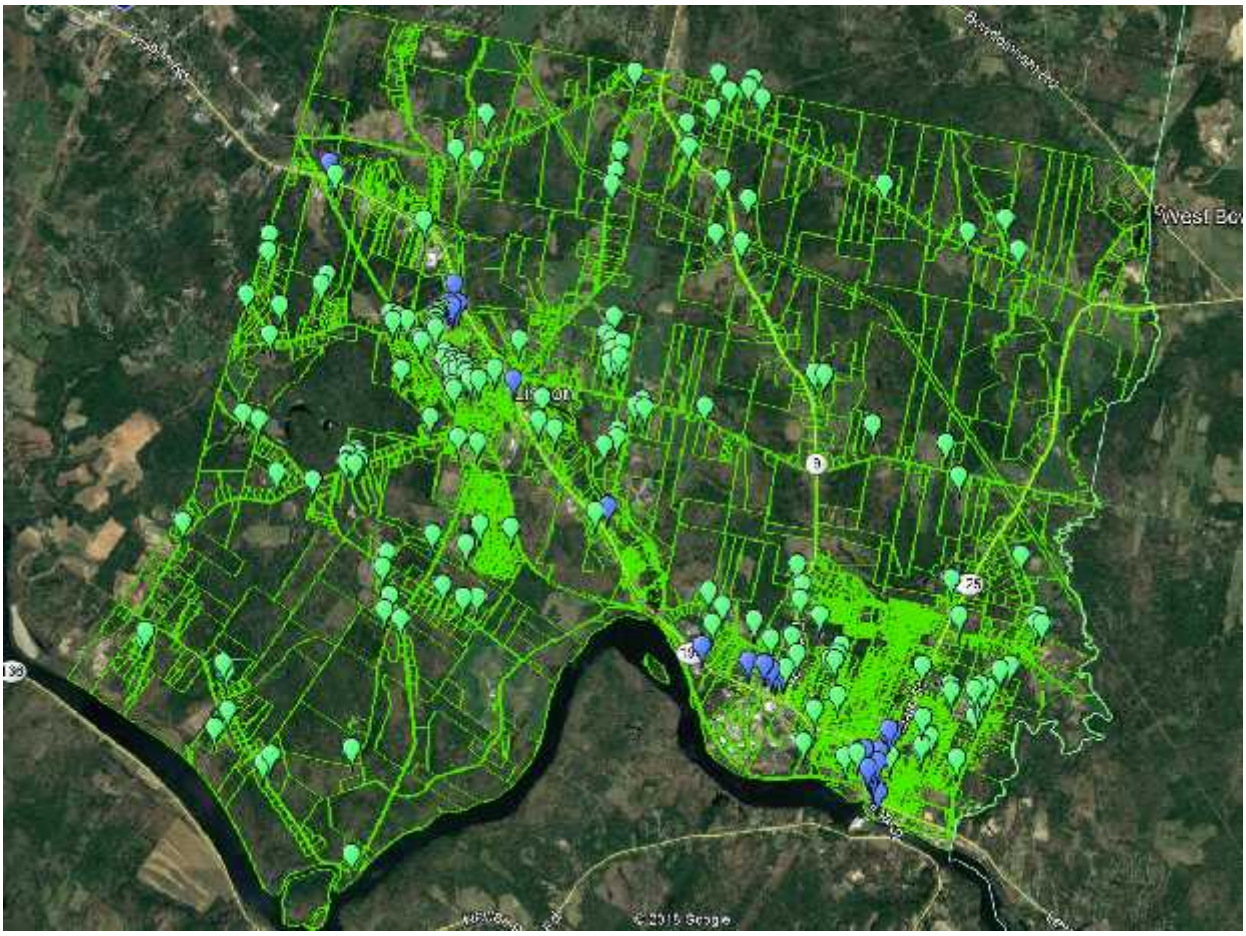
After the small gain in total housing units between 1990 and 2000, the pace of new housing starts increased again after 2000. This increase can be attributed an expanded housing market from the south, low mortgage interest rates and the Winter Park Street development that accounted for 26 units in 2004.

More recently, the housing market has fully recovered from the effects of the real estate bubble burst in the mid to late 2000s. Housing values have recovered and so too has the demand for new housing units. Fox Ridge Crossing at Kelly Park is a new type of housing development for Lisbon, located just north of Lisbon Village. This project includes a mix of single family homes and four 3-story apartment buildings, each with 1- and 2-bedroom apartments.

Housing Starts for the last 10 years
2008-2017



The map that follows shows the location of permits issued from 2006-2017. The green points are on properties that have pulled residential permits for new or replacement single family homes. The blue points are for multifamily homes and commercial properties.



Lisbon's most significant concentration of residential development is located in Lisbon Falls. Current day development patterns include older residential neighborhoods along with new residential areas on the fringe of the historic residential neighborhoods. The traditional residential area of Lisbon Falls was developed with lot sizes ranging from 5,000 to 10,000 square feet. Within the compact area of Lisbon Falls Village, the average residential density is approximately 4.5 units per acre.

This area consists of older residential dwellings primarily single-family but with an intermixing of multi-family units.

The residential area immediately north of Lisbon Falls Village extending to Forbes Road includes both older residential neighborhoods and new residential development. This area was a major new residential growth area in the 1980's. This area of the community is primarily single-family with scattered multi-family structures. Residential lot sizes range from 7,000 to 15,000 square feet.

The northeastern portion of town or the area generally bordered by the Gould Road north along the Ridge Road and then east along the Sabattus/Lisbon border is an area of low density residential development located along historic roadways. This area of Lisbon has been traditionally agriculture.

Lisbon Center contains a concentration of residential development although much small than that of Lisbon Falls. Single-family uses are most common but there are a number of multi-family dwellings contained in older and newly constructed structures. Residential lot sizes range from 7,500 square feet and up.

The Lisbon Village area contains the second greatest density of residential development. The area is primarily single-family housing with an intermixing of multi-family development. The renovated Farwell Mill contains 84 units of multi-family housing. Two mobile home parks with some 150 units are also located in Lisbon Village as well.

The Frost Hill area of Lisbon is residential area consisting of single-family homes with lot sizes generally in the one acre size range.

Residential development in the southwestern portion of the community consists of generally scattered, low density residential development. The major exceptions to this residential development pattern are several mobile home parks. The northwestern portion of Lisbon is generally rural residential with residential development located along existing town ways.

Village Land Use/Development Patterns

Lisbon's three traditional village areas, Lisbon Village, Lisbon Center and Lisbon Falls, were each anchored by a major manufacturer. Over the years, the importance of the traditional industries in each village area has decreased. However, the village centers are still very important to Lisbon's character.

Commercial and several development locational trends along Route 196 have and will continue to impact village viability. Commercial development trends over the past 20 years have lead to commercial strip adjacent to most of Route 196.

Lisbon Village traditionally contained a mixture of industrial, commercial, residential and public uses. From its early industrial beginnings, the importance of industry in the village's character has declined. Today, after revitalization efforts, the Lisbon Village contains a mixture of residential uses including single-family and multi-family, commercial and service establishments. Commercial uses are prevalent in the village character.

Lisbon Center has traditionally been the least developed of the three villages. The recent construction of the town office/police station, a new school, post office and credit union has increased the importance of Lisbon Center.

Lisbon Falls Village is the largest and most developed village area within the community. A mixture of residential, commercial, educational, public, and industrial activities are found here.

Commercial Land Use/Development Patterns

Lisbon's traditional commercial areas evolved around the mill centers located in Lisbon Village, Lisbon Center and Lisbon Falls. Unlike modern day development trends, early residential and commercial areas evolved immediately adjacent to major employers.
Lisbon Falls contains the greatest traditional concentration of commercial land use. The two block area bordered by Route 196 to the west and south, Union and Maple Streets to the north and Pine Street to the east is a major commercial area. Many of the businesses located in this area have been in existence for many years.

Lisbon Village contains a smaller commercial center which again was developed adjacent to a major mill. Commercial development in Lisbon Village is primarily restaurants and automobile service related businesses and other services. Lisbon Center has a limited commercial development today.

Route 196 Corridor Land Use/Development Patterns

The Route 196 Master Plan (2013) presents a vision of the future for the Route 196 corridor and identifies what is important to shaping a more positive future. Recommendations are still relevant for the corridor today and are broken down into three geographies:

- Eastern Corridor, from the Topsham town line and the Sabattus River, just before Lisbon Center,
- Central Corridor, from the Sabattus River to Moody Road near Kelly Park, and
- Western Corridor, from Moody Road to the Lewiston town line.

Each of these areas includes subareas and there are specific recommendations for each. It should be noted that the town has made good progress toward the implementation of this plan, but more valuable recommendations remain to be implemented.

Since the plan was adopted, the Worumbo Mill site has been leveled, which presents an opportunity for the town to think more about how that property can be a town asset that contributes to the quality of life in Lisbon Falls and the town. Additionally, Kelly Park is currently being developed as a mix of residential uses to create a new neighborhood just west/north of Lisbon Village on Route 196. This area was targeted for commercial growth just a few years ago, and there are many in the community that have been surprised by the rate of residential development here. The town should think more about what this means for the immediate vicinity, as well as for other portions of the corridor.

Industrial/Manufacturing Land Use

The Androscoggin, Sabattus and Little Rivers were major factors in early industrial development. Three villages developed around their own mill which has influenced development patterns. The historic or traditional industrial locations within Lisbon were at the locations of the Farwell (Lisbon Village), Juliet (Lisbon Center) and Worumbo Mills (Lisbon Falls).

The Capital Avenue Lisbon Industrial Park and the area immediately adjacent to it covering approximately 65 acres is presently the largest and most recent area of industrial type development. The site is located west of the traditional Lisbon Falls Village area and is nearing build out.

In Lisbon Center, the Juliet Mill was demolished in 2004. The mill site occupies approximately five acres.

The Maine Electronics site (the firm closed in 1990) located on the shores of the Sabattus River is Lisbon Village's primary industrial area. The village's historic industrial site, the Farwell Mill has been converted to multiple-unit housing.

Lisbon's zoning ordinance provides for various commercial and industrial/ manufacturing uses. The ordinance creates a commercial district as well as an industrial district which are primarily directed toward commercial and industrial development and redevelopment.

RECREATIONAL RESOURCES

Introduction

Lisbon's population and population concentration requires various formal recreation facilities and programs. A portion of the Town's recreation facilities is associated with the five schools located within the community. With the recent opening of the new Lisbon Community School for grades k-6, two schools have been abandoned, one of which was given to the town to be used at a multi-purpose center (MTM Center) and is managed by the recreation director. In 1997, the town acquired by donation, the Main Street post office, with the hope that it would be used to service after school activities for youth. In 1998, with a large support from community members, doors to the Lisbon Teen Center were opened. In addition to the facilities at the schools, Pinewoods Road ball fields are managed by the Lisbon Recreation Department and Beaver Park is managed by the Conservation Committee.

School Related Recreation Areas/Facilities

The Lisbon School Department maintains the ball fields while the recreation department governs the various recreation facilities including the community ice rink, tennis courts, and the low element ropes course all of which is located on school property.

The following presents an overview of outdoor recreation facilities at school properties.

> Lisbon Elementary School - Lisbon Village: The elementary school is situated on 11 acres of land; outdoor recreation includes three playing fields, one basketball court, and a playground. This school was closed in 2005, but the building hosts the school districts administrative offices and the Gartley School.
>
> Sugg Middle School - Lisbon Falls: Situated on 2 acres of land; outdoor facilities include two softball fields a basketball court and a playground.
>
> Lisbon High School - Lisbon Falls: The high school is on 7 acres of land and has a football field, a soccer field, a field hockey field, a multi-purpose practice field, an ice rink, two softball fields, one half basketball court and two outdoor tennis courts.
>
> Lisbon Community School- Lisbon: The Lisbon Community School is on 20 acres of land and has two grade appropriate playgrounds, multipurpose fields, two half courts, and one mile walking trail.
>
> MTM Center - Lisbon Falls: This former school is located on 5 acres of land; outdoor recreation facilities include a basketball court and a playground. This building and grounds was formerly the Marion T. Morse School.

Each of the schools contains a gymnasium or combination gymnasium/cafeteria.

Indoor Recreation Space

School	Space Description	Square Footage
MTM Center [Town owned]	multi-purpose	2,463
Sugg Middle School	gymnasium lockers	3,674 1,012
Lisbon High School	gymnasium lockers weight room track	6,072 3,160 276
Lisbon Community School	multi-purpose lockers	10,000 2,000

The recreation facilities located at each of the schools have an ongoing maintenance program and are generally in good condition. The Pinewoods Road ball fields are maintained including turf management, lining fields, by contractors managed and supervised by the recreation department. Housekeeping and minor maintenance is done by volunteers. Recreation facility capacity suffers from sharing school facilities during the school year and availability of playing fields.

Beaver Park

Beaver Park comprised of some 337 acres is located in western Lisbon between Moody and Pinewoods Road. The property was acquired by the Town in 1986 with a stipulation in the deed that it remain in recreational use. Park management is overseen by the Lisbon Conservation Commission.

The town formerly employed a full-time Park Ranger who resided at the park on a year-round basis. When this person retired several years ago, the town did not hire another full time employee as a replacement. Part-time staff is employed to staff and maintain Beaver Park. The park is a passive recreation area with the following facilities and programs:

- Seven miles of hiking trails which include a one mile exercise trail with ten exercise stations.
- A playing field area of approximately seven acres.
- Three small ponds with a total area of some three acres, two of these ponds are available for swimming with approximately 300 feet of beach. Because the park does not provide any lifeguards, swimming is not a high use activity.
- A playground area and
- About 20 picnic tables are available.

During the winter months, the hiking trails are maintained for cross-country skiing as are skating areas.

The main structure at the park is a 30' X 50' building. A portion of the building is used for a meeting/community room and the remainder as a workshop area. The majority of the land area in the park is under active forestry management. The park's capacity is more than adequate to meet current and future demands.

Pinewood Road Sport Complex

The Pinewoods Road Sport Complex was built in 2002. The money for the project was appropriated at the annual town meeting. Many volunteer hours were spent working on ensuring the fields and storage building were built to standard. Pinewoods Road fields offer two regulation size adult softball fields, and one multipurpose field. There are four dug outs two out house toilets attached to a large storage building. The fields are used by LJAL, Lisbon Recreation, church groups, and the general public.

Summer Street Park

Summer Street Park located in Lisbon Falls is a passive recreation area containing approximately 25 acres. The site was acquired in 1972 and has some 1 ½ miles of walking trails. The park is primarily wooded and borders the Little River. This park is a dog-friendly facility.

Recreation Programs

In addition to the many opportunities including athletic programs and non-athletic programs, the Lisbon Junior Athletic League offers programs of T-ball, Little League Baseball, girls' softball, Babe Ruth and Senior Babe Ruth Baseball.

The Lisbon Recreation Department offers an eight week summer recreation program for children 6 to 14. Typical activities available include swimming instructions, arts and crafts, track program, basketball, soccer and various trips and special events. The department also offers Soccer leagues, football leagues

for 5th grade thru adults. The department also offers camps and travel teams for soccer, cheering, basketball, field hockey. Special events, such as the Moxie 5K Road race as well as the annual Family Fun day attract hundreds of participants from the area.

Access to Surface Waters

The primary access to surface waters in Lisbon is at the recently constructed boat launching site at the mouth of the Sabattus River. The site constructed as the result of the Federal Energy Regulatory Commission Hydroelectric facility licensing is an all-weather facility which provides boat access to the Androscoggin River. The facility is adequate to meet current and projected demands for boat access to the Lisbon section of the Androscoggin River. However, to maintain river access into the future, an additional site is warranted along the northern stretch of the Androscoggin in Lisbon. There is car top boat access to the Sabattus River in Lisbon Village.

In Lisbon Falls, it has been identified that a visual access and passive recreation area to the Androscoggin River should be created. The area would have the following objectives:

-Maintain and rehabilitate environmental functions;
-Minimize the risks associated with the dam and flood hazards; and
-Enhance visual quality and open up new views.

Outdoor Open Space Recreation

The Town's privately owned open space has been traditionally used for hunting and other non-intensive recreation uses. The local snowmobile club maintains a snowmobile trail system throughout the town which connects to other trail systems in other communities. In recent years, as the result of improvements in water quality, the Androscoggin River has become more attractive as a sport fishery. Both warm water fisheries and brown trout are important game fish.

Lisbon's growing population and development will reduce traditional outdoor recreation opportunities. Continued residential development in outlying areas will diminish hunting opportunities due to safety reasons and the potential for posting land. The local snowmobile trail system may require frequent re-routing due to new development.

FISCAL CAPACITY

Introduction

In this section of the comprehensive plan, Lisbon's fiscal capacity will be analyzed. The basis for this analysis lays in the Town's valuation, tax burden, major employers and existing and projected growth and development.

Value of Municipal Tax Base and Mil Rate

One of the main duties of the Assessing Department is to keep track of the value of taxable real estate property (land and buildings) and taxable personal property (generally business equipment) in the Town of Lisbon. Occasionally, this requires a process called a revaluation, which is an undertaking meant to match the assessed value of properties with the market value of properties. The degree to which these two measures of value match is called the Assessor's certified ratio. Lisbon's certified ratio is 100%, meaning these two measures match very closely.

The mil rate is the amount of tax due per $1,000 of property value. This number is set annually by dividing the total amount of property taxes that must be collected to meet the approved budget by the total local property valuation.

The current mil rate is 24.84, meaning a property and home valued at $200,000 would owe $4,968. The following table shows the total valuation of taxable real estate in Lisbon and the mil rate for the last five years.

	2016-2017	2015-2016	2014-2015	2013-2014	2012-2013
State Valuation	$536,150,000	$529,250,000	$534,000,000	$526,600,000	$522,650,000
Local Valuation	$523,258,800	$458,010,590	$465,654,428	$453,144,697	$452,348,477
Mil Rate	22.40	23.59	24.40	23.00	22.26

Revenues & Expenditures

Lisbon has a fiscal year that runs from July 1 – June 30. Every year, the town issues a report that contains the audited financial statements for the most recent fiscal year. The most recent report available at the time of this update is for the fiscal year ending June 30, 2017. A summary of revenues and expenditures is shown in the table below.

		2017	2106	2015	2014	2013
Revenue						
	Property Tax	11,810,536	10,847,914	11,426,640	10,145,880	9,697,637
	Excise Tax	1,583,471	1,542,114	1,440,383	1,336,549	1,302,390
	Licenses & Permits	75,355	63,765	62,486	27,614	29,026
	Intergovernmental	10,926,486	11,175,743	10,596,505	10,432,718	9,576,460
	Investment Income	19,235	15,928	9,871	18,920	23,078
	Interest income	64,668	65,590	94,843	49,220	46,016
	Charges for services	581,231	525,615	133,010	122,824	86,803
	Other	188,846	380,925	482,508	300,000	306,074
	TOTAL REVENUES	25,249,828	24,617,594	24,246,246	22,738,948	21,067,484
Expenditures						
	General government	1,550,011	1,434,354	2,436,661	2,144,053	2,446,452
	Public safety	2,089,404	2,110,269	1,673,865	1,614,135	1,526,867
	Public works	2,590,374	2,320,658	3,191,604	2,528,610	1,880,762
	Public services	800,173	747,241	527,621	524,365	502,846
	General assistance	25,878	24,362	26,549	25,436	24,996
	Education	15,422,871	14,453,857	14,669,441	14,363,966	13,857,741
	County Tax	603,356	600,621	559,592	542,737	566,439
	TIF	241,548	264,897	279,566		
	Unclassified	533,846	34,097	424,816	22,729	9,597
	State of Maine on-behalf payments	900,558	844,005			
	Capital outlay	447,389	658,259	137,032		393,722
	Debt service - town	142,421	517,636	338,346	347,039	511,400
	TOTAL EXPENDITURES	25,347,829	24,010,256	24,265,093	22,113,070	21,720,735

Long-term Debt

As of the end of the 2017 fiscal year, Lisbon had a total of $24,810,012 in long-term debt. This is broken out into debt based on the fiscal year (21,785,246) and debt based on the calendar year (3,024,766). See the table below for more detail on long-term debt.

	Balance 7/1/16	Additions	Reductions	Balance 6/30/17	Due Within One Year
Governmental activities:					
Bonds payable	$ 14,305,766	$ 1,500,000	$ (1,351,500)	$ 14,454,266	$ 1,502,833
Capital leases payable	2,982,968	287,351	(258,193)	3,012,126	255,923
Accrued compensated absences	542,679	-	(60,036)	482,643	-
Net pension liability	2,253,570	2,137,944	(555,303)	3,836,211	-
Totals	$ 20,084,983	$ 3,925,295	$ (2,225,032)	$ 21,785,246	$ 1,758,756

	Balance, 1/1/16	Additions	Reductions	Balance, 12/31/16	Due within one year
Bonds payable	$ 2,998,715	$ -	$ (246,318)	$ 2,752,397	$ 248,699
Net pension liability	139,892	114,222	-	254,114	19,265
Accrued compensated absences	14,582	3,673	-	18,255	18,255
	$ 3,153,189	$ 117,895	$ (246,318)	$ 3,024,766	$ 286,219

Lisbon's debt totals approximately 4.63% of the State's valuation of $536,150,000. The State allows a municipality to incur a debt amount of 15% of the State valuation, which means that Lisbon could legally incur a total of approximately $80,422,500 in long-term debt, which is about 3 times more than the current debt level.

Conclusion

The Town has had an exemplary record of using long-term financing as a tool to encourage growth and development. The Town's long-term borrowing indicates a strong commitment to improving its public infrastructure. This strategy has helped to maintain a relatively stable tax rate.

The Town has approximately 5% of its State valuation in long-term debt. The Town is in a position to incur more indebtedness, but the taxpayers' ability to pay the increased taxes must be considered. It is usually easier for taxpayers to adjust to a gradual increase in the tax rate.

Beyond long-term indebtedness, the Town has a choice of either finding other sources of revenue or increasing property taxes, to fill the revenue gaps that may occur and to provide the same services that are being offered today in the Town.

Town of Lisbon

Diane Barnes
Town Manager

Town Council
Allen Ward, Chairman
Chris Brunelle, Vice Chairman
Norm Albert
Kris Crawford
Kasie Kolbe
Fern Larochelle
Mark Lunt

Dear Councilors and Planning Board Committee:

Pursuant to Provision of the Town Charter, I hereby submit for your review the proposed FY 2019 Town of Lisbon Capital Improvement Program.

Article VI, Financial provisions, Section 6.08 of the Town Charter provide for the following:

Sec. 6.08. Capital Program.

(a) Submission to Council.

The Town Manager, School Committee and Board of Water Commissioners shall prepare and annually submit to the Council and Planning Board a five year capital program on or before the first day of May.

(b) Contents.

The capital program shall include:

(1) A general summary of its contents;

(2) A list of the capital improvements proposed to be undertaken during the next five years together with documentation of need. "Capital improvement" shall mean any construction project exceeding $25,000 and any equipment purchase to be bonded or to be budgeted in more than one fiscal year.

(3) Cost estimates, methods of financing, and recommended time schedules for each improvement; and

(4) The estimated annual cost of operating and maintaining any new facilities.

(c) Planning Board Review.

The Planning Board shall review the proposed capital program each year to determine, where appropriate, that the capital expenditure is consistent with the provisions of the Town Comprehensive Plan and forward its recommendations to the Town Council no later than the first day of June.

(d) Council Action on Capital Program.

(1) Notice and Hearing.

The Town Council shall publish in one or more newspapers having general circulation in the Town a general summary of the capital program and a notice stating:

i. The times and places where copies of the capital program will be available to the public; and

ii. The time and place, not less than two weeks after the first date of publication, for a public hearing on the capital program.

(2) Adoption.

The Council by resolution shall annually adopt the capital program with or without amendment after the public hearing and on or before the first day of July.

(C.O. of 9-16-2008, § 2008-152H, Ref. of 11-4-2008; Ref. of 11-3-2015 ; Amendment of 11-8-2016)

**The above information may be revised and extended each year with regard to capital improvements still pending or in process of construction or acquisition.

The above noted charter provision provide for reviewing, amending and adopting the capital program. It formalizes the process to a significant degree while acknowledging the fact that we are living in an era of competing and desirable objectives while recognizing limitations of scarce financial resources.

300 Lisbon Street, Lisbon, ME 04250 | Phone: (207) 353-3000 | Fax: (207) 353-3007 | www.lisbonme.org

The Town of Lisbon's Capital Improvement Program is an important and necessary planning tool for the Town's consideration in financial and development issues. However, this is only a "planning tool". It is designed to aid in the planning for the funding of capital projects.

The Town of Lisbon's Capital Improvement Program has been modified from the above noted charter provision to provide additional information requested by Town Council. Additional information provided includes, but is not limited to, the following:

(1) A list of the capital improvements proposed to be undertaken during the next ten years;
(2) The estimated annual cost of operating and maintaining vehicles and equipment;
(3) The current mileage and repair cost of vehicles.

The Town Council is the final authority on which projects are funded and which are not. I have attempted to limit the FY 2019 Plan to those projects which are required or are important to the continued revitalization of the Town.

I would like to express my appreciation to all those who have contributed to the CIP process, especially the Department Heads, the Finance Director, and those who helped prepare this report. I encourage you to review our CIP Document and should you have any questions or concerns, you can contact me at 207-353-3000 x 104 or email me at dbarnes@lisbonme.org

Sincerely,

Diane Barnes

Diane Barnes
Town Manager

FINANCE DIRECTOR'S MEMO

Lydia Colston, CPA, Finance Director

Diane Barnes, Town Manager

DATE: April 26, 2018

TO: Planning Board
Town Manager

FROM: Lydia Colston, CPA, Finance Director

I am pleased to present the Town of Lisbon's Capital Improvement plan for review. There are a few changes or other items I would like to highlight for you to keep in mind as you are looking over the plan.

First, the CIP is intended to be a tool that is used by the Town for planning large purchases that may not occur every year. It is not a static document but rather a constantly moving estimate of the current needs of the Town and the available resources for meeting those needs. As such, an item presented in any given year may or may not be chosen for completion based on those resources. Every effort has been made to ensure the plan is as accurate and complete as of the date presented to the planning board.

In this year's CIP, I have included an additional columned named "funding". In this column is my recommendation of the resources available that would best benefit the Town. The final source of funding depends on the decision of Council.

The fire department portion of the plan has been updated to reflect the recommendation of the Fire Chief that 2 fire trucks are needed versus 1 now and 1 a few years later. Council has requested a report from the Chief as to the details of that request. Once that report has been received it will be forwarded to the planning board as well.

Immediately following the Town of Lisbon CIP is the CIP of the Lisbon Water Department and CIP of the Lisbon School Department. These plans were developed and presented by the respective departments.

Thank you for taking the time to review the plan and please let me know if you have any additional questions.

Respectfully,

Lydia A. Colston, CPA

Telephone: 207-353-3000
E-mail: lcolston@lisbonme.org

Lisbon on the WEB: www.lisbonme.org

Town of Lisbon
Capital Improvement Program Policy

Capital Improvement Program Policy

The purpose of this policy paper is to develop an understanding of the importance of capital improvement programming and to provide the Town with a framework for making the best use of scarce financial resources in highly uncertain times.

What is Capital Improvement Programming?

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

How is the Capital Improvement Program Developed?

The CIP is updated annually (beginning in November) as part of the Town's regular budget process. After departments submit their CIP requests to the Town Manager in late November, they review and evaluate the proposed projects based on the Manager's and the Town Council's service desires, other town infrastructure needs, the financial capacity of the town, and the impact the projects will create on the Town's operating budget.

Once the projects are evaluated, the Manager recommends to the Planning Board and the Town Council the selection and timing of capital projects into future fiscal years. First-year projects are incorporated into the Town Manager's recommended annual operating budget. The Planning Board and Town Council are also presented the future, unappropriated, programming years for their consideration, review, and endorsement so staff can proceed with planning and evaluation of potential capital projects.

What is the importance of Capital Improvement Programming?

The Capital Improvement Program, as a timetable for accomplishing needed improvements on a scheduled basis, is one of the most important documents considered by the Town Council. It is important because it has a major impact on the allocation of fiscal resources, and it contributes to setting Town expenditures for many years to come. When the Program is adopted and fully utilized, it ensures that needed facilities are provided within the Town's financial capability. The Program's purposes are to:

1. Provide a complete picture of the Town's major development needs;
2. Establish fiscal priorities for and between various projects;
3. Schedule major projects so as to reduce fluctuations in the tax rate;
4. Balance the use of funding sources in the most beneficial manner;
5. Discourage piecemeal improvements and duplication of expenditures;
6. Coordinate the activities of various Town departments;
7. Assist in implementing recommendations of the Town's Comprehensive Program;
8. Inform the taxpayers of anticipated future improvements; and,
9. Arrange opportunities for the public to offer comments on the Program.

What is a Capital Improvement?

A common definition of a capital improvement includes new or expanded physical facilities that are relatively large, expensive and permanent. It is a major fiscal expenditure which is made infrequently or which is not-recurring and includes one or more of the following:

1. Acquisition of land;
2. Construction or expansion of a public facility, street, or utility;
3. Non-recurring rehabilitation of an asset provided the cost is more than $25,000 and extends the useful life of the asset;
4. Design or Programming related to an individual project; or,
5. Any item or piece of equipment, that will be bonded or budgeted in more than one fiscal year.

Methods of Financing

Capital Improvement Program projects are funded from a variety of sources. These include: General Fund; Bonds or Leases; and Federal/State Grants.

General Fund - The most commonly used method of financing capital projects is through the use of the General Fund. The General Fund includes the money raised by the local property tax for a given year. When a project is funded with General Fund revenues, its entire cost is paid off within the year. The intent is to budget annually a certain amount from the General Fund to address Town priorities. If the Town has the financial capacity to pay for a project in a given year, the cost to the taxpayer will generally be less than if bonded because there are no interest payments to be made. However, it does have the effect of lumping expenditures into one year, thereby giving a peak tax loading.

General Obligation Bonds - Bonds are used to finance major municipal capital projects. These are issued for a period of time generally extending from ten to twenty years during which time principal and interest payments are made. They are secured by the raising of property taxes. The time payment has the advantage of allowing the costs to be amortized over the life of the project and of allowing taxpayers to pay a smaller amount of the project's cost at a time. However, they do commit the Town's resources over a long period of time and decrease the flexibility of how yearly revenues can be utilized. The Town's bonding capacity is a limited resource. All projects, which are to be bonded should meet minimum eligibility criteria and must have a life span at least equal to the bond life.

Grants - One source of grants is from other levels of government, for example, the Environmental Protection Agency, the Maine Department of Health and Human Services, U.S. Housing and Urban Development, Maine Department of Environmental Services, and the Department of Transportation. Generally, these Federal and State sources provide an outright grant or matching funds to go with locally raised funds. Deciding on which method of financing should be selected for a given project is dependent on a number of factors. These include the cost of the project, its useful life, the eligibility of the project to receive funds from other than local taxes, long-term and short-term financial obligations of the Town and a project's relative priority in terms of implementation. The Capital Improvement Program seeks to maximize the potential benefits from all revenue sources.

TOWN OF LISBON
Forecasted Capital Improvements & Equipment Purchases
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT
CONSOLIDATED BY DEPARTMENT

DEPARTMENT TOTALS	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028
POLICE DEPARTMENT	$ 80,000	$ 70,000	$ 35,000	$ 70,000	$ 35,000	$ 70,000	$ 35,000	$ 70,000	$ 35,000	$ 35,000
FIRE DEPARTMENT	1,318,000	-	-	30,900	-	-	144,400	30,000	-	22,900
ANIMAL CONTROL	-	-	-	-	-	-	-	35,000	-	-
PUBLIC WORKS	150,000	270,000	150,000	15,000	65,000	90,000	150,000	200,000	90,000	150,000
SOLID WASTE	-	-	25,000	120,000	50,000	-	70,000	-	-	300,000
TREATMENT PLANT	-	-	-	40,000	-	-	-	-	-	-
PARKS AND RECREATION	-	23,500	-	31,300	-	6,000	-	-	20,000	20,000
TOWN BUILDINGS & INFRASTRUCTURE	9,584,000	785,000	485,000	11,485,000	425,000	425,000	425,000	425,000	425,000	425,000
Total Capital Expenditures	$11,132,000	$1,148,500	$ 695,000	$11,792,200	$ 575,000	$ 591,000	$ 824,400	$ 760,000	$ 570,000	$ 952,900

TOWN OF LISBON
Forecasted Capital Improvements & Equipment Purchases
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT

	Yearly Estimated Maintenance Costs	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028	Funding
FIRE DEPARTMENT[1]												
ENGINE 1	$ 2,854	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	Munic. Rev.
ENGINE 2	4,455	650,000	-	-	-	-	-	-	-	-	-	Cap. Lease
SQUAD 3 - 2009 Ford F-450[2]	1,500	-	-	-	10,000	-	-	-	-	-	-	Munic. Rev.
ENGINE 7	3,095	650,000	-	-	-	-	-	-	-	-	-	Reserve/Lease
TRUCK 6	3,165	-	-	-	-	-	-	-	-	-	-	Munic. Rev.
TANK 9	-	-	-	-	-	-	-	-	-	-	-	
RESCUE 10	1,993	-	-	-	-	-	-	122,500	-	-	-	Reserve
CAR 1	-	-	-	-	-	-	-	-	30,000	-	-	Munic. Rev.
CAR 4	-	-	-	-	-	-	-	-	-	-	-	
HYDRAULIC RESCUE TOOLS	-	18,000	-	-	20,900	-	-	21,900	-	-	22,900	Undes. Funds
Total FIRE DEPARTMENT	17,062	1,318,000	-	-	30,900	-	-	144,400	30,000	-	22,900	
POLICE DEPARTMENT												
PD 1 2014 FORD EXPLORER	1,500	-	-	-	35,000	-	-	-	35,000	-	-	Munic. Rev
PD 2 2015 FORD EXPLORER	1,500	35,000	-	-	-	35,000	-	-	-	35,000	-	Munic. Rev
PD 3 2015 FORD EXPLORER	1,500	-	35,000	-	-	-	35,000	-	-	-	35,000	Munic. Rev
PD 4 2013 FORD EXPLORER	1,500	-	-	-	35,000	-	-	-	35,000	-	-	Munic. Rev
PD 5 2017 FORD EXPLORER	1,500	-	-	35,000	-	-	-	35,000	-	-	-	Munic. Rev
PD 6 2009 FORD FUSION	1,500	-	-	-	-	-	-	-	-	-	-	Munic. Rev
PD 7 2009 FORD FUSION	1,500	-	-	-	-	-	-	-	-	-	-	Munic. Rev
PD 8 2014 FORD K - 9 UNIT	1,500	-	35,000	-	-	-	35,000	-	-	-	-	Munic. Rev
PD 10 11 MOBILE RADIOS	-	45,000	-	-	-	-	-	-	-	-	-	Munic. Rev
Total POLICE DEPARTMENT	12,000	80,000	70,000	35,000	70,000	35,000	70,000	35,000	70,000	35,000	35,000	
ANIMAL CONTROL												
AC0 1 FORD PICK UP	500	-	-	-	-	-	-	-	35,000	-	-	Munic. Rev
Total ANIMAL CONTROL	500	-	-	-	-	-	-	-	35,000	-	-	
TOTAL PUBLIC SAFETY	$ 29,562	$ 1,398,000	$ 70,000	$ 35,000	$ 100,900	$ 35,000	$ 70,000	$ 179,400	$ 135,000	$ 35,000	$ 57,900	

1. Maintenance and testing are a 3 year average. Refurbishment amount are not included.
2. Utilized for forestry and utility functions.

TOWN OF LISBON
Forecasted Capital Improvements & Purchases
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT

	Year	Make	Model	Description	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028	Funding
PUBLIC WORKS															
	2004	GMC	3500HD Dies	4x4 1-Ton Dump w/plow	60,000	-	-	-	-	-	-	-	-	-	Cap. Lease
	2007	Ford	F150	4x4 Pickup -Replace with used truck	-	-	-	15,000	-	-	-	-	-	-	Munic. Rev.
	2015	Ford	F550	4x4 2.5 Ton Dump with V-Plow	-	-	-	-	-	-	-	-	-	-	Munic. Rev.
	2004	Ford	F250 S.D.	4x4 Pickup - State Auction Truck - Replace with used truck	-	-	-	-	50,000	-	-	-	-	-	Munic. Rev.
(1)	2003	Ford	F250 S.D.	4x4 Pickup w/ used v plow - State Auction Truck - Replace with used truck	-	-	-	-	-	-	-	-	-	-	Munic. Rev.
	2008	Ford	F250 S.D.	4x4 Pickup with New V Plow - State Auction Truck	-	-	-	-	15,000	-	-	-	-	-	Munic. Rev.
	1999	International	4700	Wheeler	-	120,000	-	-	-	-	-	-	-	-	Cap. Lease
				New Gear	90,000	-	-	-	-	-	-	-	-	-	Cap. Lease
	2017	Freightliner		New Cab and Chassis as of 2-1-17 with 224 repurposed body.	-	-	-	-	-	-	-	-	90,000	-	Cap. Lease
	2015	Peterbilt	348	New Cab and Chassis	-	-	-	-	-	-	150,000	-	-	-	Cap. Lease
	2008	International	4400	New Cab and Chassis	-	-	90,000	-	-	-	-	-	-	-	Cap. Lease
				Repurpose Stainless Steel Body with new plow gear	-	-	60,000	-	-	-	-	-	-	-	Cap. Lease
	2006	Johnston	MX450	Sweeper	-	-	-	-	-	-	-	200,000	-	-	Cap. Lease
	2009	Kawasaki	65ZV-2	Loader/2.5 yd	-	-	-	-	-	90,000	-	-	-	-	Cap. Lease
	2005	Case	590SM	Backhoe	-	150,000	-	-	-	-	-	-	-	-	Cap. Lease
	2017	Case	621G	New Loader as of January 2017	-	-	-	-	-	-	-	-	-	150,000	
	TOTAL PUBLIC WORKS				**150,000**	**270,000**	**150,000**	**15,000**	**65,000**	**90,000**	**150,000**	**200,000**	**90,000**	**150,000**	
SOLID WASTE															
	2007	Sterling	LT9500	Tractor Trailer Truck	-	-	-	120,000	-	-	-	-	-	-	Cap. Lease
	2003	Montaine	Dump Trailer	Dump Trailer	-	-	-	-	50,000	-	-	-	-	-	Munic. Rev.
	2010	Stecco	Trash Trailer	Push Plate	-	-	-	-	-	-	70,000	-	-	-	Munic. Rev.
	2012	Manac	Wood Trailer	Dump Trailer	-	-	-	-	-	-	-	-	-	-	
	2013	J&J	Trash Trailer	Push Plate	-	-	-	-	-	-	-	-	-	-	
	2001	Daewoo	Forklift	6000 lb	-	-	25,000	-	-	-	-	-	-	-	Munic. Rev.
	TOTAL SOLID WASTE				**-**	**-**	**25,000**	**120,000**	**50,000**	**-**	**70,000**	**-**	**-**	**300,000**	
TREATMENT PLANT															
	2015	Massey Ferg	GC1705	Riding Lawn Mower	-	-	-	-	-	-	-	-	-	-	
(2)	2003	Chevy	2500HD	4x4 Pickup with Plow - State Auction Truck	-	-	-	-	-	-	-	-	-	-	
	2014	Freightliner	114SD	Jetter/Vactor	-	-	-	-	-	-	-	-	-	-	
	2008	Ford	F250 S.D.	4x4 Pickup w/plow and Utility Body	-	-	-	40,000	-	-	-	-	-	-	Munic. Rev.
	2001	Freightliner	FL80	Boom truck - State Auction Truck - Used very little	-	-	-	-	-	-	-	-	-	-	
	TOTAL TREATMENT PLANT				**-**	**-**	**-**	**40,000**	**-**	**-**	**-**	**-**	**-**	**-**	
TOTAL PUBLIC WORKS, SOLID WASTE AND TREATMENT PLANT					**$150,000**	**$270,000**	**$175,000**	**$175,000**	**$115,000**	**$ 90,000**	**$220,000**	**$200,000**	**$ 90,000**	**$450,000**	

1. The truck at the Treatment Plant is used by Parks & Recreation because of the dump body insert. Parks & Recreation need to replace their pickup so the plan is to keep the plow at the Treatment Plant and sell the sell truck to Parks &Recreation. The Treatment Plant would then purchase a newer used truck. Comparing the amount of year-round daily useby the Treatment Plant to the time the truck would be used by Parks & Recreation made this a cost effective solution for both departments.

TOWN OF LISBON
Forecasted Capital Improvements & Equipment Purchases
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT

	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028	Funding
PARKS AND RECREATION DEPARTMENT											
1984 Utility Truck	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	
2002 Chevrolet 2500[1]	-	20,000	-	-	-	-	-	-	-	-	Munic. Rev.
2006 Kabota Tractor	-	-	-	-	-	-	-	-	20,000	20,000	Munic. Rev.
2008 Rhino Side by Side Utility 4-wheeler	-	-	-	3,500	-	-	-	-	-	-	Munic. Rev.
1998 Snowmobile	-	3,500	-	-	-	-	-	-	-	-	Munic. Rev.
Tennis Courts[2]	-	-	-	-	-	6,000	-	-	-	-	Munic. Rev.
Ex Mark Mower #1	-	-	-	6,400	-	-	-	-	-	-	Munic. Rev.
Ex Mark Mower #2	-	-	-	6,400	-	-	-	-	-	-	Munic. Rev.
2016 Trailer	-	-	-	-	-	-	-	-	-	-	
2002 GMC	-	-	-	5,000	-	-	-	-	-	-	Munic. Rev.
2001 Passenger Bus	-	-	-	10,000	-	-	-	-	-	-	Munic. Rev.
TOTAL PARKS AND RECREATION DEPARTMENT	$ -	$ 23,500	$ -	$ 31,300	$ -	$ 6,000	$ -	$ -	$ 20,000	$ 20,000	

	Current Mileage	Current Hours	Yearly Estimated Maintenance Costs
PARKS AND RECREATION DEPARTMENT			
1984 Utility Truck	43,430	-	$ 300.00
2002 Chevrolet 2500 [1]	163,048	-	-
2006 Kabota Tractor		728	100
2008 Rhino Side by Side Utility 4-wheeler	14,044	-	200
1998 Snowmobile	3,451	-	100
Tennis Courts[2]	-	-	-
Ex Mark Mower #1	-	1,244	200
Ex Mark Mower #2	-	1,210	200
2016 Trailer	-	-	-
2002 GMC	125,106	-	200
2001 Passenger Bus	137,458	-	200

1. This truck is out of service. It is being used as a park truck only, hauling wood.
2. Estimated maintenance costs every 7 years for refurbishing. Estimated replacement in 2038.

TOWN OF LISBON
Forecasted Capital Improvements & Purchases
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT

	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028	Funding
TOWN BUILDINGS & INFRASTRUCTURE											
Fuel Pumps	230,000	-	-	-	-	-	-	-	-	-	
MTM Center Generator	20,000	-	-	-	-	-	-	-	-	-	Undes. Funds
Salt Shed	-	250,000	-	-	-	-	-	-	-	-	Undes. Funds
Annual Paving - Specific Roads TBD	425,000	425,000	425,000	425,000	425,000	425,000	425,000	425,000	425,000	425,000	Munic. Rev.
Library Boiler Upgrade	6,000	-	-	-	-	-	-	-	-	-	Undes. Funds
Lisbon Falls Fire Station Boiler Replacement	18,000	-	-	-	-	-	-	-	-	-	Undes. Funds
Sewer Department Main Street Sewer	2,200,000	-	-	-	-	-	-	-	-	-	RD Loan/Grant
Sewer Department Sewers Upstream D&B Pump Station (Please refer to Sewer System Evaluation for detailed list)	4,400,000	-	-	-	-	-	-	-	-	-	RD Loan/Grant
Sewer Davis Street Pump Station Upgrades	2,200,000	-	-	-	-	-	-	-	-	-	RD Loan/Grant
Sewer Phase II Projects - (Please refer to Sewer System Evaluation for detailed list)	-	-	-	11,000,000	-	-	-	-	-	-	G.O. Bonds
Town Office HVAC Upgrades	50,000	50,000	50,000	50,000	-	-	-	-	-	-	Undes. Funds
385 Lisbon Street Removal	25,000	-	-	-	-	-	-	-	-	-	Undes. Funds
Storage Building	-	50,000	-	-	-	-	-	-	-	-	Munic. Rev.
Town Clerk records restoration	10,000	10,000	10,000	10,000	-	-	-	-	-	-	Undes. Funds/ Munic. Rev.
TOTAL TOWN BUILDINGS	**9,584,000**	**785,000**	**485,000**	**11,485,000**	**425,000**	**425,000**	**425,000**	**425,000**	**425,000**	**425,000**	

TOWN OF LISBON
Forecasted Vehicle Mileage
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT

	Current Mileage 06/30/18	Estimated Mileage 6/30/2019	Estimated Mileage 6/30/2020	Estimated Mileage 6/30/2021	Estimated Mileage 6/30/2022	Estimated Mileage 6/30/2023	Estimated Mileage 6/30/2024	Estimated Mileage 6/30/2025	Estimated Mileage 6/30/2026	Estimated Mileage 6/30/2027	Estimated Mileage 6/30/2028
FIRE DEPARTMENT											
ENGINE 1	-										
ENGINE 2	27,373										
SQUAD 3	11,911										
ENGINE 7	24,326										
TRUCK 6	27,436										
TANK 9	-										
RESCUE 10	38,885										
CAR 1	8,564										
CAR 4	72,437										
			Replacing one vehicle annually and two vehicles semi annually								
POLICE DEPARTMENT											
PD 1 2014 FORD EXPLORER	1,000	25,000	50,000	75,000	100,000	25,000	50,000	75,000	100,000	25,000	50,000
PD 2 2015 FORD EXPLORER	99,000	99,000	124,000	25,000	50,000	75,000	100,000	25,000	50,000	75,000	100,000
PD 3 2015 FORD EXPLORER	107,000	107,000	25,000	50,000	75,000	100,000	25,000	50,000	75,000	100,000	25,000
PD 4 2013 FORD EXPLORER	1,000	25,000	50,000	75,000	100,000	25,000	50,000	75,000	100,000	25,000	50,000
PD 5 2017 FORD EXPLORER	48,000	48,000	73,000	98,000	25,000	50,000	75,000	100,000	25,000	50,000	75,000
PD 6 2009 FORD FUSION	59,503	car 3 stepdown	123,000	139,000	155,000	car 3 stepdown	116,000	132,000	car 1 or 4 stepdown	116,000	132,000
PD 7 2014 FORD EXPLORER	104,000	104,000	120,000	136,000	Car 1 or 4 stepdown	116,000	132,000	Car 5 stepdown	116,000	132,000	148,000
PD 8 2014 FORD K - 9 UNIT	87,000	87,000	107,000	20,000	40,000	60,000	80,000	100,000	116,000	132,000	148,000
ANIMAL CONTROL											
AC0 1 FORD PICK UP		58,000	81,000	104,000	127,000	150,000	173,000	46,000	69,000	92,000	115,000

TOWN OF LISBON
Forecasted Capital Improvements & Purchases
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT

Year	Make	Model	Description	Current Mileage	Current Hours	Average Annual Mileage/Hours	Yearly Estimated Maintenance Costs
PUBLIC WORKS							
2004	GMC	3500HD Diesel	4x4 1-Ton Dump w/plow	86,662	-	4,607	1,396
2007	Ford	F150	4x4 Pickup -Replace with used truck	72,670	-	6,423	533
2015	Ford	F550	4x4 2.5 Ton Dump with V-Plow	23,179	-	5,858	853
2004	Ford	F250 S.D.	4x4 Pickup - State Auction Truck - Replace with used truck	139,976	-	5,450	742
2003	Ford	F250 S.D.	4x4 Pickup w/ used v plow - State Auction Truck - Replace with used truck	140,626	-	5,730	550
2008	Ford	F250 S.D.	4x4 Pickup with New V Plow - State Auction Truck	135,984	-	9,712	1,820
1996	Trackless	MT5	Sidewalk Snow Blower with sander and Sweeper	-	6,082	192	2,788
1999	International	4700		69,098	-	3,165	1,666
2017	Freightliner		New Cab and Chassis as of 2-1-17 with 224 repurposed body.	9,853	-	-	-
2015	Peterbilt	348	New Cab and Chassis	28,369	-	5,395	947
2008	International	4400	New Cab and Chassis	82,152	-	8,992	4,484
2006	Johnston	MX450	Sweeper	-	2,558	805	3,663
2009	Kawasaki	65ZV-2	Loader/2.5 yd	-	5,278	653	3,052
2005	Case	590SM	Backhoe	-	7,949	330	4,988
2017	Case	621G	Loader	-	554	-	-
SOLID WASTE							
2007	Sterling	LT9500	Tractor Trailer Truck	134,131	-	11,907	2,564
1997	Ford	9000	Tractor Trailer Truck - Back up truck replace with Unit 231	469,857	-	1,486	974
2003	Montaine	Dump Trailer	Dump Trailer	N/A	-	-	306
2010	Stecco	Trash Trailer	Push Plate	N/A	-	-	436
2012	Manac	Wood Trailer	Dump Trailer	N/A	-	-	97
2013	J&J	Trash Trailer	Push Plate	N/A	-	-	-
2001	Daewoo	Forklift	6000 lb	-	4,120	-	1,552
TREATMENT PLANT							
2015	Massey Ferg	GC1705	Riding Lawn Mower	-	191	-	-
2003	Chevy	2500HD	4x4 Pickup with Plow - State Auction Truck	169,290	-	7,648	-
2014	Freightliner	114SD	Jetter/Vactor	9,352	-	750	-
2008	Ford	F250 S.D.	4x4 Pickup w/plow and Utility Body	73,719	-	7,730	-
2001	Freightliner	FL80	Boom truck - State Auction Truck - Used very little	197,690	-	697	-

TOWN OF LISBON

FORECASTED LEASE PURCHASES & BOND PAYMENTS

For the years ending June 30,

CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT

	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028
COMMITTED											
FIRE DEPT CAPITAL RESERVE	$ 75,000	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
PUBLIC WORKS CAPITAL RESERVE	30,000	-	-	-	-	-	-	-	-	-	-
SEWER DEPT CAPITAL RESERVE[2]	190,000	-	-	-	-	-	-	-	-	-	-
LEASE PURCHASES	308,843	212,700	141,942	141,942	113,403	76,090	76,090	76,090	76,090	76,090	76,090
BONDS	533,344	527,180	355,868	315,017	282,899	277,601	253,942	248,484	216,662	216,662	211,007
IRP LOAN	21,225	21,225	21,225	21,225	21,225	21,225	21,225	21,225	21,225	21,225	21,225
TOTAL COMMITTED	$ 1,158,412	$ 761,105	$ 519,035	$ 478,184	$ 417,527	$ 374,916	$ 351,257	$ 345,799	$ 313,977	$ 313,977	$ 308,322
PROPOSED											
FIRE DEPT CAPITAL RESERVE[1]	$ -	$ 150,000	$ 150,000	$ 150,000	$ 150,000	$ 150,000	$ 160,000	$ 160,000	$ 160,000	$ 160,000	$ 160,000
PUBLIC WORKS CAPITAL RESERVE[1]	-	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000
SEWER DEPT CAPITAL RESERVE[2]	-	190,000	-	-	-	-	-	-	-	-	-
LEASE PURCHASES	-	-	-	-	-	-	-	-	-	-	-
BONDS	-	322,525	322,525	322,525	322,525	322,525	322,525	322,525	322,525	322,525	322,525
TOTAL PROPOSED	-	692,525	502,525	502,525	502,525	502,525	512,525	512,525	512,525	512,525	512,525
TOTAL COMMITTED/PROPOSED	$ 1,158,412	$ 1,453,630	$ 1,021,560	$ 980,709	$ 920,052	$ 877,441	$ 863,782	$ 858,324	$ 826,502	$ 826,502	$ 820,847

1. Pending Funding
2. Required as a condition of the RD Loan/Grant

TOWN OF LISBON
Forecasted Lease - Purchase Payments
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT
ACQUIRED & PURCHASED BEFORE JUNE 30, 2017

	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028	Funding
COMMITTED											
2017 Freightliner	$ 43,783	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	Munic. Rev.
2017 Case Loader	59,125	59,125	-	-	-	-	-	-	-	-	Munic. Rev.
K9 - Unit	5,952	-	-	-	-	-	-	-	-	-	Munic. Rev.
Spaulding Hot Box	6,675	-	-	-	-	-	-	-	-	-	Munic. Rev.
2 - 2015 Patrol Units	10,403	-	-	-	-	-	-	-	-	-	Munic. Rev.
2017 Police Unit	11,633	11,633	-	-	-	-	-	-	-	-	Munic. Rev.
Ford F-550	10,785	-	-	-	-	-	-	-	-	-	Munic. Rev.
PW Truck	18,545	-	-	-	-	-	-	-	-	-	Munic. Rev.
SCBA Air-Pacs	28,539	28,539	28,539	28,539	-	-	-	-	-	-	Munic. Rev.
2014 Freightliner-Sewer	37,313	37,313	37,313	37,313	37,313	-	-	-	-	-	Sewer Rev.
QECB-Town&Sewer	76,090	76,090	76,090	76,090	76,090	76,090	76,090	76,090	76,090	76,090	Mun & Sewer Rev.
Total Committed	$ 308,843	$ 212,700	$ 141,942	$ 141,942	$113,403	$ 76,090	$ 76,090	$76,090	$ 76,090	$ 76,090	
PROPOSED											
	-	-	-	-	-	-	-	-	-	-	
Total Proposed	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	
Total All	$ 308,843	$ 212,700	$ 141,942	$ 141,942	$113,403	$ 76,090	$ 76,090	$76,090	$ 76,090	$ 76,090	

TOWN OF LISBON
Forecasted Bond Payments
For the years ending June 30,
CAPITAL IMPROVEMENT PLAN FOR MUNICIPAL GOVERNMENT
ACQUIRED & PURCHASED BEFORE JUNE 30, 2017

	Forecast 6/30/2019	Forecast 6/30/2020	Forecast 6/30/2021	Forecast 6/30/2022	Forecast 6/30/2023	Forecast 6/30/2024	Forecast 6/30/2025	Forecast 6/30/2026	Forecast 6/30/2027	Forecast 6/30/2028	Funding
COMMITTED											
2005 B	$ 31,896	$ 33,624	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	Munic. Rev.
2006 C	36,684	36,324	36,000	-	-	-	-	-	-	-	Munic. Rev.
2009 B	136,023	132,873	-	-	-	-	-	-	-	-	Munic. Rev.
2010 R	72,570	71,231	69,856	68,394	66,865	65,337	63,809	62,281	60,669	58,974	Munic. Rev.
2011 E	27,646	27,338	27,203	27,068	-	-	-	-	-	-	Munic. Rev.
2017 A	179,250	177,240	174,983	172,455	169,658	166,613	163,320	159,765	155,993	152,033	Munic. Rev.
2004 FR - Sewer Dept	20,210	19,860	19,511	19,161	18,812	18,462	-	-	-	-	Sewer Rev.
2005 FR - Sewer Dept	29,065	28,690	28,315	27,939	27,564	27,189	26,813	26,438	-	-	Sewer Rev.
Total Committed	$ 533,344	$ 527,180	$ 355,868	$ 315,017	$282,899	$277,601	$253,942	$248,484	$216,662	$211,007	
PROPOSED											
RD Loan/Grant	$ -	$ 322,525	$ 322,525	$ 322,525	$322,525	$322,525	$322,525	$322,525	$322,525	$322,525	Sewer Rev.
Total Proposed	$ -	$ 322,525	$ 322,525	$ 322,525	$322,525	$322,525	$322,525	$322,525	$322,525	$322,525	
TOTAL COMMITTED/PROPOSED	$ 533,344	$ 849,705	$ 678,393	$ 637,542	$605,424	$600,126	$576,467	$571,009	$539,187	$533,532	

Lisbon Water Department

5 Yr Capital Improvement Plan

	Description	2018	2019	2020	2021	2025
	Water Main Replacement (Highland Ave) @		250,000			
	New Standpipe and Main Improvement # %					2,100,000
	New Truck Purchase*	45,000				
	Water Valve Replacements*^	30,000				
	Mill Street Bridge, MDOT *^	150,000				
	Route 125, from Houston to RT. 196, MDOT $ # %		3,200,000			
	Secure New Water Source*			75,000		
	WATER DEPARTMENT TOTALS	**225,000**	**3,450,000**	**75,000**	**0**	**2,100,000**

@ Funded with residual Bond Funds w/ Bond Bank Approval
* Funded with anticipated revenue.
# Funded with 20 yr. bond issuance.
^ Annual project to replace aged and deteriorated infrastucture to the point funds allow.
$ Contingent on road repairs that will provide reduced cost for water projects.
% Project is based on PUC approval and an additional bond approval by the town.
« Funded with 30 yr. bond issuance

NOTE: The Water Department operates on a calendar year budget. These expenditures are planned from January 1st to December 31st of each year.

5/4/2018

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

October 2017

Following is a list of items that the Lisbon School Department deems necessary for Capital Improvements for the next 5 years. "Capital Improvements" shall mean any construction project exceeding $10,000, and any equipment purchase to be bonded or to be budgeted for more then one fiscal year. The Lisbon School Department has developed a Phase II Lease Purchase for a Self-Funding Energy Reduction Project that will address several building level needs and be paid for through energy savings and existing budget fiscal resources so there is no additional impact on the local taxes. The scope of this work has been included in this plan. The referendum vote to approve this proposal is scheduled for Tuesday, November 7, 2017.

Annual Budget Capital Improvements

2017-2022

Capital Reserve Fund

In November 2011, the School Committee created a Capital Reserve Fund with an initial deposit of $39,676.00. Since then, the school committee has used that money for maintenance and minor remodeling with additional annual transfers from unanticipated revenue and the undesignated fund balance.

This fund is to be used for maintenance of plant and minor remodeling. It cannot be used for additions or new construction. As of October 23, 2017, the current balance is $60,291.

Central Office/Gartley Street School:

Known Priorities

- Upgrade and install playground equipment to meet the needs of the GSS program;
- Install hot water tank to support kitchen usage;
- Replace exterior doors;
- Replacing all univents, pneumatic controls and adding CO2 control for Gym (Phase II Plan);
- Continue to maintain existing facilities and make repairs as needed;
- Upgrading the playground to accommodate all ages;
- Install additional security cameras and recording equipment to monitor the Central Office; and,
- Monitoring the roof for leaks are areas that will be part of the five year plan.

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

Work Completed

- ✓ An analysis of alternative locations for the Central Office staff was conducted during the 2009-2010 school year. All indications support that the current location is the most cost effective option that we currently have.
- ✓ The asbestos was removed and the boiler was repaired in 2009.
- ✓ The Adult Education department moved to the Central Office location in June 2010.
- ✓ Security doors were installed in 2010.
- ✓ The Gartley Street Alternative Education Program was started at the Central Office during the 2010-2011 school year.
- ✓ The front siding was installed during the summer of 2013.
- ✓ A new boiler was installed in December of 2013
- ✓ Unitil installed the natural gas lines at no cost to the school department, summer 2014
- ✓ Through an approved referendum vote in November, 2014, capital improvements were made as a result of a Guaranteed Performance Contract with Siemens, fall 2015.
- ✓ During the summer of 2016, the back side of the building was resided, new ceiling tiles and lighting installed in the hallways, paint throughout, new classrooms, bathrooms, showers, fire alarm system (pull stations), and the kitchen was reopened for service for the new Gartley Street School which opened on August 31, 2016.
- ✓ In the Fall of 2016, the kitchen was renovated to provide a satellite lunch program for students and staff at G.S.S.

Lisbon Community School:

Known Priorities

- Continue to maintain existing facilities and make repairs as needed;
- Continue to replace classroom carpets with tile; and,
- Monitoring the roof shingles as a result of the significant wear they were showing since 2012 from inadequate ventilation are areas that will be part of the five year plan.

Work Completed

- ✓ A preliminary energy audit was completed during the 2009-2010 school year and it was determined that there would be energy savings through the re-engineering of piping for

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

the domestic hot water boiler pumps. This work was completed during the summer of 2011.

- ✓ The L.C.S. roof was repaired in the fall of 2012 (Ridge Vent & Exhaust).
- ✓ The water softener equipment was installed during the fall of 2012. It is working well. The water has gone from 11 grams of hardness to 5 grams. We are working towards 0-1 grams.
- ✓ The main office was rearranged to make that space more efficient during the summer of 2014.
- ✓ Smart boards were installed in the majority of the classrooms to make improve instruction during the summer of 2014.
- ✓ Broken playground equipment was replaced in the summer of 2014.
- ✓ The traffic flow where students are dropped off by parents was changed to make it safer for students and staff in the summer of 2014.
- ✓ Every 10 years the stage curtains need to be treated with flame retardant. This was completed in the summer of 2014. The curtains are protected until 2024.
- ✓ Through an approved referendum vote in November, 2014, capital improvements were made as a result of a Guaranteed Performance Contract with Siemens, fall 2015.
- ✓ During the 2015-2016 school year, carpet was replaced with tile in two classrooms. The mixing valves in the Kindergarten Wing were replaced due to previous water hardness.
- ✓ In the Fall of 2017, The Lisbon School Committee utilized Capital Reserve Funds to upgrade and install additional security cameras and recording equipment to monitor the Lisbon Community School.

Philip W. Sugg Middle School:

Known Priorities

- Replacing all univents, pneumatic controls and installing a Heat Recovery Ventilator for Gym (Phase II Plan);
- Continue to maintain existing facilities and make repairs as needed.
- Repair the roof as needed; and,
- Installing additional security cameras and recording equipment to monitor the Philip W. Sugg Middle School are areas that will be part of the five year plan.

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

Work Completed

- ✓ The boiler was replaced during the summer of 2011 with two natural gas powered boilers and a domestic hot water heater powered by the new boilers.
- ✓ Vinyl siding around the top of the building was installed in 2011. Vinyl siding around the top of the gym was completed in 2012.
- ✓ Two windows were installed in the Music room during the summer of 2012.
- ✓ The storage trailer was removed during summer 2013.
- ✓ The trees were cut to improve ventilation in the 7th grade wing during 2013.
- ✓ The ceiling tiles were replaced in all the hallways and some of the office spaces during the summer of 2014.
- ✓ The area in back of the 6th grade wing was loamed and seeded during the summer of 2014.
- ✓ One of the drains on the gym roof was replaced during the summer of 2014.
- ✓ A new phone/internal communications system was installed through the use of E-Rate funding during the summer of 2014.
- ✓ Through an approved referendum vote in November, 2014, capital improvements were made as a result of a Guaranteed Performance Contract with Siemens, fall 2015.
- ✓ During the summer of 2016, a life skills room was built in the 8th grade wing.
- ✓ Replaced all water fountains in November 2016.

Lisbon High School:

Known Priorities

- Replacing univents, pneumatic controls, roof exhaust fan and boiler (Phase II Plan);
- Install additional security cameras and recording equipment to monitor the Lisbon High School;
- Refurbish bathrooms (stalls, tile, sinks, ect.);
- Look at removing the large oak trees at main entrance;
- Develop plans for converting the "old" gymnasium into a Community Performing Arts Center;
- Develop plans to utilize the new gymnasium as an Emergency Shelter; and,

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

- The development of a Lifecycle/Preventative Maintenance Funding Plan to repair and ultimately refinish the gym floor will be part of the five year plan.

Work Completed

- ✓ The Lisbon School Department has completed Phase I of the approved renovations at LHS in 2009-2010. Phase I included new windows and siding for the north wing along with a new front entrance, the moving of the main office, and a new gym roof.
- ✓ The boiler was converted over to natural gas during the summer of 2011.
- ✓ Phase II, Part I was completed during the summer of 2012 which included the replacement of the domestic hot water system.
- ✓ A handicap accessible lift was installed in the fall 2012 to address the issues identified in the 2005 NEASC report.
- ✓ To be prepared for the conversion from steam to hot water, phase II part II, was completed. This included installing pump and pipes out into the 100 and 200 wing.
- ✓ In preparing for the new gym the 10,000 gallon oil tank that is no longer in use was emptied and crushed in place during the summer of 2014.
- ✓ Public Works replaced the sidewalk by the cafeteria that was damaged in the summer of 2014.
- ✓ The fire panel in the boiler room was replaced in the summer of 2014.
- ✓ The stage curtains were replaced in the fall 2014.
- ✓ A new phone/internal communications system was installed through the use of E-Rate funding during the summer of 2014.
- ✓ Construction of a new gymnasium was approved through referendum in June, 2015.
- ✓ The gym was finished and opened to the students in October, 2015. The Opening Ceremony was held on Sunday, November 1, 2015.
- ✓ Through an approved referendum vote in November, 2014, capital improvements were made as a result of a Guaranteed Performance Contract with Siemens, fall 2015.
- ✓ Replaced water fountains in the 100, 200, and 300 wings in April 2017.

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

Grounds (Practice/Playing Field):

The Lisbon School Department continues to invest time and money into their existing facilities. Our main goal is to improve and expand on playable areas. This will reduce the demand on any one field. This will also provide more opportunities to conduct multiple practices and games at the same time without causing interruptions to any other scheduled event.

Known Priorities

- Installation of security cameras and recording equipment to monitor practice/playing areas;
- Create access to the Lisbon Trail System;
- Replace scoreboards;
- Repair structures and improve drainage/erosion issues at the baseball field;
- Repairing existing fencing;
- Transitioning the hockey rink area into a practice field for youth sports;
- Build an additional storage facility for track and related equipment; and,
- Installing the donated field lights will be part of the five year plan.

Work Completed

- ✓ The Lisbon School Department increased the budgeted amount for facilities to its original amount of $30,000 for the 2010-2011 school year. In 2015-2016, this amount was reduced to $21,000 as a result of $600,000 in mandated cuts by the Town Council. In 2017-2018, the Lisbon School Committee increased the amount back to $30,000.

- ✓ The softball field infield was redone in the summer of 2016. Proper materials and drainage were installed and the field was turned eight degrees.

- ✓ Softball dugouts were rebuilt in April 2017.

Track:

Known Priorities

- ✓ The development of a Lifecycle/Preventative Maintenance Funding Plan to repair and ultimately refinish and paint the track will be part of the five year plan.

Work Completed

- ✓ The track is now finished and open to the public. The opening ceremony was held on Saturday October 18th, 2014.

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

Football:

Work on the development of a new practice field adjacent to the existing field was completed in the fall 2014. This project will take pressure off the main field by allowing the L.H.S. teams to practice and other teams to play their games on the practice field.

Work Completed

- ✓ Improvements in the drainage next to the track and in front of the Booster Shack were completed over the summer of 2011. Handicap accessibility and available parking was also a result of these improvements.
- ✓ During the summer of 2013, 2/3 of the additional parking was completed.

Practice Fields/Areas:

Known Priorities

- Discussions related to adding additional practice areas will be part of the five year plan.

Work Completed

- ✓ The work on the area behind P.W.S. was completed in 2011 and the field was ready for use in the fall of 2012.
- ✓ The practice area next to the track was completed in the fall, 2014.
- ✓ The gate at the entrance to the track and fields was replaced in 2014 to make that area more secure.

Soccer:

Known Priorities

- Organization and cleanup behind the soccer field will be part of the five year plan.

Work Completed

- ✓ The scoreboard was relocated during the summer of 2013
- ✓ New Scoreboard was installed in the summer of 2017

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

Baseball/Softball:

Known Priorities

- Backstop at the softball field needs refurbishing.

Work Completed

- ✓ The infield at the Softball field was refurbished in the Fall 2016.
- ✓ The infield at the Baseball field was refurbished in the summer of 2017
- ✓ Both fields were treated for grass/weeds and have been reseeded in the summer of 2017
- ✓ The Baseball/Field Hockey Scoreboard was replaced in the Fall of 2017.

Field Hockey:

Work Completed

- ✓ The relocation of our current Field Hockey field was discussed, but a decision was made in 2011 to keep it located on the upper field.

Equipment:

Known Priorities

- Continue replacing existing equipment as needed;
- Floor scrubbers at three schools need replacing with the Lisbon Community School taking priority; and,
- A cycle for replacing our existing equipment will be developed and monitored prior to the development of a new budget.

Equipment Purchased/Replaced

- ✓ A chemical free floor cleaner/stripper was purchased during the summer of 2011.
- ✓ A John Deere 3620 tractor and attachments was purchased in the fall of 2011.
- ✓ The zero-turn mower was replaced in the winter, 2014.
- ✓ A snow blower was purchased in the fall of 2015.
- ✓ A new carpet cleaner was purchased in the summer of 2016.

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

- ✓ The 1983 Yanmar Tractor was sold in the fall of 2016.

Vehicles:

The purchase of passenger vans has significantly decreased the transportation cost for conferences, athletics, field trips and other district related travel expenses. A replacement cycle was started in 2014-2015.

Known Priorities

- Continue replacing existing vehicles as needed and monitor the replacement cycle prior to the development of a new budget; and,
- Continue replacing old buses funded through a state reimbursed three year lease purchase agreement.

Vehicles Purchased/Replaced

- ✓ The 1998 red Jeep was replaced during the 2010-2011 school year.
- ✓ The 2003 Ford plow truck was replaced in the fall of 2014.
- ✓ A new bus was purchased in 2012-2013.
- ✓ There was an increase in general maintenance that was included in the 2011-2012 budget.
- ✓ The blue caravan was replaced in the fall of 2012.
- ✓ In 2012 two mini-vans were added to the fleet (1 white and 1 silver).
- ✓ The 2004 van was replaced in 2014.
- ✓ A Class D trip bus was purchased in August 2016.
- ✓ A Class A handicap accessible bus was purchased in September 2016.
- ✓ A Class C school bus was purchased in March 2017.

Maintenance Garage:

Work Completed

- ✓ The Maintenance Garage was replaced in the spring of 2012.

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

Storage (District Wide):

Over the last three years there has been an increasing need for general storage. Due to the addition of the Adult Ed. and Gartley Street Programs at Central Office, the majority of the district wide storage areas are no longer available.

Known Priorities

- Additional storage for track and related equipment needs to be built or purchased for the track area.

Work Complete

- ✓ A door was added to the LCS roof in 2010 to allow access to additional storage.
- ✓ The Maintenance Garage was replaced in 2012 and additional storage space was created upstairs. Options for accessing this space are currently being discussed.
- ✓ We were able to eliminate the old boxcar behind the Philip W. Sugg Middle School. We now use the upstairs of the new garage.
- ✓ A lift was purchased in the summer of 2016 to provide access to the space above the maintenance garage.
- ✓ A wrestling mat lift was installed in the L.H.S. gym storage area in the Spring of 2017.

Other:

Asphalt Driveways:

Known Priorities

- Repair the asphalt driveways at L.H.S. and P.W.S. or possibly move driveways in consideration of traffic circulation based on any design changes;
- Pave the lot by the tennis courts to create additional parking;
- Pave a drive down to the football field to control erosion; and,
- Develop a Lifecycle/Preventative Maintenance Funding Plan to require all district wide driveways will be part of the five year plan.

Work Completed

- ✓ During the fall of 2015, a new sidewalk from 196 all the way to the Philip W. Sugg Middle School was installed through the use of the Capital Reserve funds.

Lisbon School Department

5 Year Plan-Buildings, Grounds, Equipment, & Technology

Technology:

Over the next couple of years, technology improvements must be made across the Lisbon School Department. The Lisbon School Department will need to continue to invest in technology hardware, like tablets, laptops, smartboards, ect. These tools are heavily integrated into the daily teaching and learning and new computers will need to be added in an effort to replace the existing computers that are past obsolete and do not function well.

The technology Systems Director, LTC, and Superintendent will work together to identify the technology needs of the department and funding for these projects will be provided through the use of the system-wide technology, ERATE, and Title funds.

Known Priorities

- Monitor the wireless networks at each building;
- Purchase technology to strengthen existing resources (MLTI Program); and.
- Examine the continued growth of cloud computing including current and future technology trends will be part of the five year plan.

Technology Purchased/Replaced

- ✓ During the summer of 2015, the wireless network at the Lisbon Community School and Lisbon High School was replaced with a new updated network that can handle current and future needs.
- ✓ During the 2015-2016 school year, three carts of laptops were purchased for the Lisbon Community School.
- ✓ During the 2015-2016 school year, one cart of laptops was purchased for the 6th grade at the Philip W. Sugg Middle School.
- ✓ During the 2015-2016 school year, new lab computers were purchased for the Lisbon High School.
- ✓ During the 2016 - 2017 school year, three laptop carts were purchased for the sixth grade classrooms at PWS (bringing the total to four carts).
- ✓ During the 2016 - 2017 school year, 8 laptop storage carts were purchased to replace the existing wooden storage laptop carts in the 7th and 8th grade classrooms.
- ✓ During the summer or 2017, 400 HP laptops were purchased via the MLTI laptop contract (200 were the laptops assigned to PWS and 200 from Oak Hill Middle School). Those laptops were refurbished and placed mainly in LHS and LCS for student use.

Adopted by Lisbon School Committee: November 13, 2017

Summary of Community Visioning Work

Update of Lisbon Comprehensive Plan

The Planning Board, with assistance from contract planners Amanda Bunker and Ben Smith, AICP, have used interviews with Town department heads and a Community Workshop held after a regularly scheduled Planning Board meeting to get a sense of the opportunities and challenges that Lisbon faces over the next 10 or more years. Input from these meetings will be important in updating the community's vision for different parts the community, knowing that growth and change will occur at different rates for different parts of Lisbon.

Several themes emerged across the interviews as well as between the interviews and the feedback at the Community Visioning Workshop.

1. <u>People love Lisbon's recreational assets, including Beaver Park, the Androscoggin River Trail and the MTM Community Center.</u>
   These facilities were called out over and over as assets that add tremendously to the quality of life in Lisbon as well as facilities that could be further developed or invested in and built on.

2. <u>More than at any other time in Lisbon's history, Lisbon is now viewed as a single community as opposed to a collection of villages.</u>
   People value the traditional village areas of Lisbon Falls and Lisbon Village, but these areas don't define community the way they did even a generation ago. New residents and younger residents tend to identify with the larger Lisbon community more than one of the villages. This could be because of the consolidation of the library and schools. There is a sense of opportunity that comes from more residents identifying with the Town of Lisbon and a feeling that people are all pulling in the same direction.

3. Lisbon will see residential growth over the next ten years because of its location in the region, availability of building sites and recreational amenities.
   Lisbon has seen an uptick in development that will continue over time, reversing a trend in population decline. Again, there is a sense from participants that Lisbon is emerging as an attractive community for people to live, even though they may be working in larger job centers nearby.

4. People want to focus future growth in the traditional village areas.
   Even though there is less emphasis on the traditional village areas for a sense of community identity, these places should attract most of the new development in town. These areas are seeing investments in public spaces, sidewalks, lighting and more. Growth in these areas can also take advantage of existing water and sewer infrastructure.

5. People want to see more effort made to improve Lisbon's first impressions at the Route 196 gateways to the community, particularly on the Lewiston side of town.
   There is potential for more development to occur in these areas as well as significant redevelopment opportunities over the next ten years. As this new private investment occurs, the town should raise the bar for how that development takes place. The pride that residents feel in their community, their villages and schools should be extended to these highly visible gateway areas to make sure that everyone knows people are proud to live and work in Lisbon.

6. Staffing levels are straining staff's ability to maintain adequate levels of service for current needs, let alone anticipated increases in service demands.
   Lower staffing levels put in place during the Great Recession have been held even as the economy improved and economic activity and demand for town services increased. Almost every department is feeling the strain of not enough people to do the work of the department.

Department Head Interviews - September 26, 2017

Amanda and Ben coordinated with Town Manager Diane Barnes to meet with her and eight department heads. These interviews revealed some common themes from those who work every day to meet the current needs of Lisbon's residents and business owners. A detailed summary of these interviews follows below.

Ryan Leighton, Director of Public Works. Ryan has lived in Lisbon for 15-16 years. Lisbon's assets are its central location, lots of land available for development and it is well positioned as a bedroom community. Lisbon needs more amenities, and a more diverse range of local restaurants and services to serve people in town. The town does not need big box type development. Currently, Lisbon residents have to leave town for almost all their needs.

Specific to the state of public works, there are no expansions to sewer and water mains planned or recommended. The extent of the existing system can serve the existing and foreseeable users in the community. The big capital expenses needed have to do with pump stations. Sewage is generally pumped from the Lewiston side of town to the Topsham side of town. Recent state paving projects on Route 9 and 196 mean these main roads in town are in good shape.

The biggest need from his perspective is staffing the department. A sewer evaluation has just been completed and a stormwater evaluation is needed on the same level, as Lisbon is a regulated community through the MS4 program. The value of the existing infrastructure in the community is not appreciated, meaning the value of the investment in sewer, water and roads is very high and the community has to take care of it.

Ryan's big idea for Lisbon is to take better advantage of Beaver Park, which is an asset that should be further developed and programed.

Tracey Steuber, Director of Economic & Community Development. In Tracey's view, people will choose to live in Lisbon for the amenities and location. The biggest amenities in town are Beaver Park, the Lisbon Trail System and downtown Lisbon Falls, along with the town's location between the major job markets of

Lewiston/Auburn and Brunswick/Topsham mean that a home in Lisbon will mean a lot of job options will be available to the owner. Lisbon Falls has experienced a lot of new activity lately and is almost at 100% capacity (low business vacancies).

Tracey feels the biggest opportunities on the near horizon are for new and improved street infrastructure in Lisbon Village, which would include sidewalks, street lighting and bus stops. Also, Route 9 needs to come into play as some type of commercial area, even if it is limited or incorporates design standards to ensure new commercial development is of high quality design. The biggest challenges Lisbon faces from an economic development standpoint are the look and feel of the town's major gateways and traffic. Although there is an opportunity for bigger scale commercial development, the Lewiston end of Route 196 in Lisbon is characterized by older, low value commercial strip development that does not present a quality impression to anyone traveling that road. The Knight-Celotex property is a mess on the Topsham end of Route 196. Traffic on Route 196 will become more of an issue over the next 5 - 10 years than it is today.

Town staffing issues may be holding the community back when it comes to the ongoing maintenance needs for trees and landscaping. That said, the Garden Group made up of green thumb volunteers has done good work with flowers around town.

Tracey's big ideas have to do with waterfront development. She thinks a log cabin-style resort on the Androscoggin that provided lodging, dining and activities would do well. It could partner with regional businesses to provide good Maine shopping and recreational experiences. Her other idea is for the development of the Worumbo Mill site that has been recently cleared and leveled. She envisions concerts and performances with pop-up activities, food and a festival type atmosphere. There is room for both private development and public space at that site.

Kathy Malloy, Assessor. In Kathy's vision of Lisbon's future, any changes to the future of Route 9 related to new commercial development should be very limited. The old White Mill in Lisbon Falls, commonly called the Worumbo Mill, needs to be developed in such a way as to take advantage of the river view. This was a view that

has been shut off to generations of people in Lisbon and it should be valued well into the future. The library is such an asset to the community. Finally, the town should focus on retirement housing.

The parks and recreation program generally, and Beaver Park specifically were called out as great community assets that could be built on. Beaver Park might continue as it is or be enhanced, but it should always be available to residents in the future. The challenges include Tax Increment Financing districts, specifically the type of TIF called a Credit Enhancement Agreement that incentivizes development that doesn't provide high paying jobs.

Kathy's big ideas are to clean up Route 196 on the Lewiston end to present a better public image of the town and to create a welcome packet for new residents that would contain orientation information to help them get plugged into the community.

Mark Stevens, Director of Parks and Recreation. Mark oversees a recreation program that is focused on several areas.

1. Senior Programming has grown a lot in the last 4-5 years. It includes things like cribbage, a weekly lunch for 60-70 people and pickleball, but also trips to Red Sox games, Alaska, Nashville, the Grand Canyon and many more big destinations that wouldn't normally be associated with a community of this size. The efforts are run by a 25 hour/week coordinator.

2. Fitness programming. This includes activities like yoga, Zumba and more. User fees cover most of the costs associated with this programming.

3. Before and after school care programs. This program generates significant revenue for the department, as well as providing an important service for working families in the community. Staff are at the Lisbon Community School and provide supervision and activities for 1 hour before school at $10/week per child and are at the community center for 3 hours after school for $40/week per child.

4. Recreation programs. These include a wide range of sports and activities, but the co-ed softball league was singled out as a particularly successful program.

In addition to these services, the department is responsible for running the community center. The center, known as MTM, is an old school building and in addition to traditional indoor recreation activities, the community center is also the home of the meals-on-wheels program and the regional food and clothing bank. This facility installed a new playground on July 10, and as an example of the level of community support for the MTM, the Council had appropriated $20,000 and it took only 3 weeks to raise the other $30,000 needed to cover the total $50,000 investment.

The town's biggest assets are Beaver Park, the Androscoggin Trail. These assets are limited in their use however. A lack of parking is the main reason for the trail and further developing the park would draw more people there. Mark's big idea for the town would be to further develop Beaver Park and to include more softball playing fields. Combined with the Pinewoods facility across the street from Beaver Park, Lisbon could host bigger and even statewide tournaments.

Diane Barnes, Town Manager. Diane filled in for Sean Galipeau, Fire Chief, and gave some perspective from that point of view as from what she sees from the Town Manager's perspective.

Chief Galipeau is the only full time employee of the Fire Department. Lisbon is served by a private ambulance service. Recently, the number of rescue calls have been up, but revenue is not enough to support this emergency response service without some municipal support. There appears to be a difference in the number of calls between the daytime hours and evening/night time, with more calls at night. This could back up the view that Lisbon has become or is transitioning into a bedroom community, where people leave during the day and return home at night resulting in more people in town at night than in the day.

Diane mentioned Springworks Farm and Blue Ox Malthouse as great local unique businesses, and though it's impossible to say what other businesses might call Lisbon home in the future, these are examples of the new type of makers that are likely the future for new Lisbon jobs as opposed to the large industrial or mill-based

jobs. A transition is also under way on Route 196 as more and more homes are being converted to commercial uses.

When asked if there's room for agriculture in Lisbon's future, Diane noted Bob Packard's farm, where he has assembled a large amount of land that he rents to other farmers, including Somalis that have settled in Lewiston. There is some concern for sprawling patterns of new development but it is not a major issue now.

Staffing is a big issue for the Town Office – the single biggest issue, in fact. There can sometimes be a ½ hour wait for service at the front desk. Finding qualified labor is a big issue in the public sector as well as the private sector. For example, a licensed truck driver is a very hard position to fill.

The highest economic development priority for town should be working on improvements to Lisbon Village. Work includes focusing on downtown revitalization strategies such as improving business facades and making improvements to sidewalks and lighting, including poles with banners.

There is a backlog of maintenance for municipal infrastructure, with a recent focus on water and sewer line upgrades. The town has received a grant that will allow for the installation of a generator at the High School which will allow that facility to serve as an emergency shelter in a time of need.

Diane's big idea is to develop Beaver Park with a focus on further developing recreational options, including the addition of camping facilities, but also to make it a destination for weddings and other large gathering events.

Diane Nadeau, Library Director. The library is located in Lisbon Falls Village, but there used to be a small branch in Lisbon Village. However, it wasn't just a branch library; it was a separate entity with its own board of directors. Focusing on one facility serves the whole community better.

They were very busy during the recession, with check-outs of books and videos and for computer usage. Public computers are available to all Lisbon residents and they have 450 users/month on the upstairs machines, where users are timed in 1 hour

blocks. There is free wi-fi, which is utilized by students and small business owners. The library is the only place in town to make photocopies or to send faxes.

The library plays a big role in the social fabric of the community. The children's program hosted 103 kids this summer. The building serves functions of a community center. There are regulars who come every morning for the paper and visit with others. There are also kids playgroups at the library, because it is free to use, is a safe place and provides a good sense of community.

There are 37,000 volumes in the local library. While the town needs to start thinking about an expansion of the facility at some point in the future, the current objective is to make the most efficient use of the existing facility as possible. For example, the Lisbon Library joined the Maine State Library supported consortium called MILS last May, which allows the library to share its collection with the other 14 statewide libraries. The sharing of materials has allowed Diane to change her purchasing policies and collection development. Diane and he staff are also researching compact shelving to maximize use of the current building footprint.

For events with over 40 people, the MTM Center or Masonic Hall are the only options. Getting some additional community meeting space is Diane's big idea for Lisbon.

Marc Hagan, Police Chief. Chief Hagan recently came on as chief. He remembers driving the length of Route 196 through the community around that time and his perspective of Route 196 as an outsider – not good. It feels awful to drive along portions of that road. It looks like no one cares. His big idea for Lisbon is to clean up Route 196.

His number one departmental issue of the coming years is dealing with staffing. They are understaffed and the current force is closer to retirement than their rookie years. Five years ago, there were 16 officers in the department, today there are 12. This means there are several times/week when there is only one officer on duty, which is not a good situation for officer safety or for community response. Officers work 12 hour shifts. In addition to not enough officers, many of these people are long time employees, two of which have 30+ years of service and who could retire anytime.

There was a June 2015 staffing study done when the department had 14 officers and that's what he's trying to get back to. In 2017, the department applied for a COPS FAST grant, in hopes of hiring a 13th officer using mostly federal monies, but this grant was not awarded to the department. This leaves the department at 12 sworn officers and Chief Hagan anticipates requesting additional personnel through the budgeting process this year.

Lydia Colston, Finance Director. Municipal staffing is her biggest departmental issue and biggest issue for the town office. There is not enough time to do anything by address public demands. The office is operating on four 10-hour days. Not being open on Fridays limits options for customers. Town systems are also stressed, not just staff. The town has been so focused on keeping budgets low and the public thinks that staff is doing just fine, but they are not doing fine - they are barely getting by.

Lisbon is starting to emerge between 2 larger towns and it is starting to have big town problems but it is not a big town.

One of the big challenges facing the community is the public works sewer work. There is a challenge in getting the public to understand the value of that work and that infrastructure.

The River Trail is fabulous. The town can build on that with additional assets and playgrounds.

The relationship between Lisbon Falls and Lisbon – it feels very disjointed. A lot of work has been done in Lisbon Falls and more needs to be done in Lisbon. For example, preserving the historic buildings that are falling into disrepair would be beneficial.

Twila Lycette, Town Clerk. Storage issues have been resolved in the Clerk's office with the purchase of high density roller shelving, which was installed in December of 2017. Other offices are experiencing storage issues. Election work consumes a lot of our time in the Clerk's office. This includes certifying petitions, processing voter registration cards weekly from the Bureau of Motor Vehicle and Election Day,

scanning cards, filing cards, pulling cards, and notifying new voters of their new polling location. Prior to Elections we are busy with absentee voting, preparing forms, labeling transfer cases, programming memory sticks, organizing and obtaining election supplies, along with setting up booths.

This office will be transitioning in the future into electronic storage and information retrieval. This may become one of our biggest challenges as we move into the next decade. At this point, Lisbon continues to use paper for board/committee meeting minutes; however, those born digital and not printed may move us into that realm faster than anticipated.

Nate LeClair, Fire Chief (interview 5/8/2018). Chief LeClair is the newly hired Fire Chief as of April 2018, replacing longtime Chief Sean Galipeau. LeClair has been a volunteer with the Lisbon FD for many years and is a longtime professional fireman, working in Brunswick full time prior to accepting the position of Chief in Lisbon.

Chief LeClair notes a dramatic increase in the number of calls for service over the last several years, which he attributes to expanded public perceptions of the Fire Department as an All-Hazards Department.

The single biggest challenge the department is facing in the next five years relates to facilities planning and improvements. The two existing fire stations in Lisbon Village and Lisbon Falls are old and there are limitations on how much each structure can be improved. The Lisbon Village station has been expanded twice, most recently in 2003, and there is still some room for expansion at this site. The Lisbon Falls station is on Main Street, between the library and The Sausage Kitchen. This building is a formed concrete building. There is no room for additions or expansion at this site. A single new modern facility to replace these structures would address many of the current building issues, but it is estimated to increase response times in some parts of town by 4 minutes. If the station were to be manned 24-hours a day to counter the response time increase, the facility would need to include living and sleeping quarters, and per diem for full time personnel would need to be hired. Currently, if the stations need to be staff 24-hours a day during a blizzard or other emergency, volunteers sleep in the trucks, or lay sleeping

bags on tables and the floor. Finally, whether or not there is a new facility will impact vehicle replacement decisions from the standpoint of the mix of vehicles and vehicle sizes.

The department currently has about 40 volunteer responders, a number which is down sharply in from years past. It is part of a trend of a shrinking volunteer base that the department and others in the region have been facing for a number of years.

Lisbon should begin thinking about how to address emergency medical response once the newly signed 3-year contract with Lisbon Emergency Services (LES) is up. LES is the ambulance service that provides first response and transport services for medical emergencies in Lisbon and Bowdoin. The Fire Department has trained paramedics and emergency medical technicians that respond when LES is on another call. However, the Fire Department does not have an ambulance to bring people to the hospital if necessary during these times LES is not available. They will wait with a victim until LES arrives for transport.

Thinking about priorities beyond the Fire Department, the Chief feels that Lisbon should be making investments in the community in order to be attractive to new development and new residents. He sees Lisbon as a bedroom community in the region, so focusing on schools and municipal buildings and maintaining roads should be top priorities.

Richard Green, Superintendent of Schools, Lisbon School Department (Interview 3/7/2018). Rick Green has been in the Lisbon School system for 16 years, with the last 9 as superintendent. Even though the school department is not a municipal department that reports to the Town Manager, the Planning Board wanted the school's perspective on opportunities and issues since the schools are such an important part of the community and such a large part of the budget.

One of the largest challenges the school is facing deals with state funding and financing the budget. State funding has been all over the place year to year as the state makes a push to have more local money in school budgets. The department

employs about 350 people. Enrollment has held steady the last five years, with about 1,280-1,290 students in the system.

Looking forward, the system is looking at a teacher shortage as a large number of teachers approach retirement. Compared to other teachers in the region, Lisbon teachers are relatively well paid. Another important staffing trend to note is that the administrative level employees have had tremendous turnover over the last several years in large part due to the low administrative salaries. The longest tenured administrator (principal or vice principal) is 5 years.

His big ideas for the school department are to continue to focus on the Gartley Street School which started last year. Out of district students come into the district to access this Center. Pre-kindergarten is still several years out, but there has been preliminary planning and more discussions about how to get started with that service.

The Department recently held a day long Future Search strategic planning session with invited community and business leaders, teachers, students and administrators to discuss the future they want for education in the community.

Community Workshop - October 12, 2017

Eleven members of the community assembled in Council Chambers on the evening of October 12, following the Planning Board meeting to participate in a visioning activity. The session was very informal on account of the small group size, but this allowed for very in depth discussion on the options Lisbon faces as the community looks to the future. In fact all the participants stayed until 9:00, a full thirty minutes beyond the scheduled end of the session.

- Opportunities
  - Sense of Community. Lifelong residents and as well as people who chose Lisbon as home after moving from other parts of Maine or from out of state said that they value the small town feel that Lisbon provides. This is evidenced through the physical form of the community, with its distinct villages of Lisbon and Lisbon Falls that provide walkable neighborhoods where people can run into friends as they are out and about. Sense of community is also evidences through the social ties of a tight knit community where everyone knows everyone else and watches out for each other.
  - Trails & Parks. All participants cited Lisbon's recreational assets as a big strength. Beaver Park and the paved trail along the Androscoggin were specifically called out as valued places.
  - Location. Lisbon is located between the job markets of Lewiston/Auburn and Brunswick/Topsham/Bath. The Portland labor market area is within commuting distance via I-295 or I-95. The new Sabattus Exit on the Maine Turnpike makes Augusta more convenient

to access. Choosing to make Lisbon home, especially when there are two income earners working in different labor markets, can make good sense and provide flexibility if job situations change.

- Schools. Lisbon has great schools. The schools do a good job with academics, sports and adding to the sense of community and belonging.
- Younger generation. There is a sense from participants that a new generation of people are getting involved with town civics, through involvement with the town, schools and other community groups. This was seen as a welcome change as older members who have been the "joiners" and people who have been around for a while feel like they can use the help and new ideas. This change has brought a new energy and attitude to Lisbon.
- Waterfront properties. There are a few notable waterfront properties that could be significant public assets, even if they are privately developed. Key among these properties is the cleared site of the former Worumbo Mill. This property sits between Route 196 and the Androscoggin in Lisbon Falls.

- Threats
  - Lack of housing diversity. It was noted that while there seemed to be an increase in the number of new housing units built in Lisbon in the last several years, there was a lack of new "starter homes." Participants noted that there seemed to be a shortage of new homes in the $200K to $300K range. Kelley Park was cited as an example of relatively affordable new housing but that was being offered as apartments or condominiums. Every decade going back to the late 1970s or early 1980s with Huston Park, the 1990s with Winter Park had new affordable homes, and the lack of new affordable single family homes might be a different kind of trend.

One other interesting topic that developed out of the conversation that may be an opportunity for Lisbon was the exact same comment many department heads had.

This idea is that people in general have come to consider Lisbon a single community that incorporates the villages of Little Falls and Lisbon Village, as opposed to these areas being separate communities within a single Lisbon municipality. Even though there are still some lingering divisions between areas in town, this attitude is changing through generational effects and through new community members who are not bringing historical perspectives with them.

Participants were also asked to think about specific parts of Lisbon, and imagine that they had a friend who was moving out of town tomorrow. In 20 years, that friend moves back and asks for a tour of town. For each of the focus areas, what would be the same and what would be different? Are there places or buildings they would recognize? Are there places that would be totally different?

The focus areas discussed by the group were

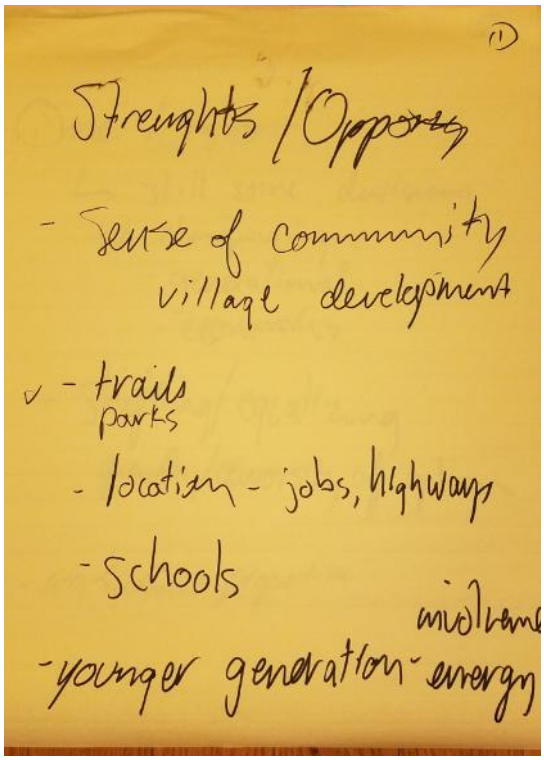
- Lisbon Falls. This part of the community will be a destination not only for people in other parts of Lisbon, but for surrounding communities. With a focus on renewing, restoring and preserving existing housing and new condos and townhouse style residential development, the Lisbon Falls area will see many new residents in the couple decades. New residents will be drawn to the amenities the area provides, which include the utilization of the existing rail line for recreational walking and biking and waterfront public spaces. This new development and redevelopment will be supported by new municipal parking areas to avoid the need for every project to provide its own on-site parking.
- Lisbon Village. While the Falls are to be a regional draw, Lisbon Village will be of a more local scale. Neighborhood and specialty retail and small scale services will support new and refurbished neighborhood residential buildings. Many of these homes will be located off Route 196 as the existing homes convert to more commercial and mixed uses.
- Northern Gateway of Route 196. This area of the community will look very different twenty years from now. Much of this area will still be “auto oriented” but will reflect the values of the community as new commercial development

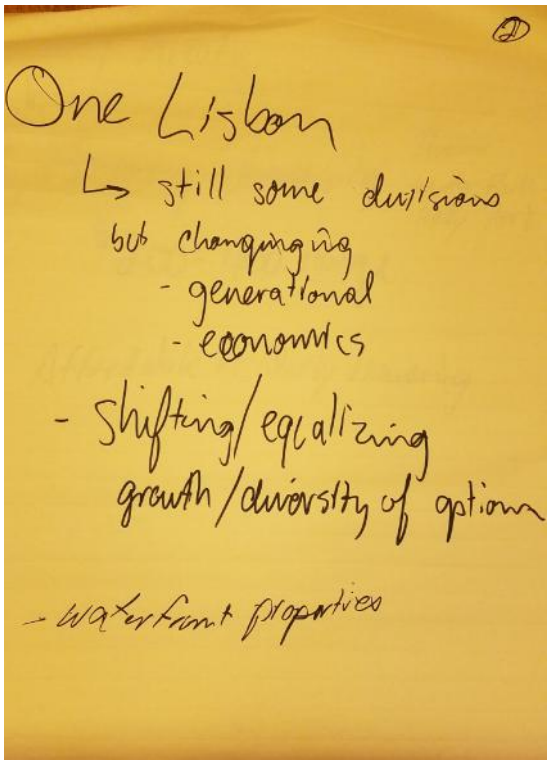
in this area meets high standards for design and landscaping. New residential streets and neighborhoods are tucked in behind the commercial development.

- Rural areas. The rural areas of the community, including the areas around Routes 9 and 125, and the Gould Road, Upland Road and Bowdoinham Road on the northern part of town and the Ferry Road in the southern part of town will generally be pretty recognizable 20 years from now for someone who has been away that long. These parts of town will continue to see continued orderly and limited residential growth, but will not be the focus of new town investments in public water or sewer lines. There will continue to be an opportunity for farming and woodlots in these parts of the community in the future.

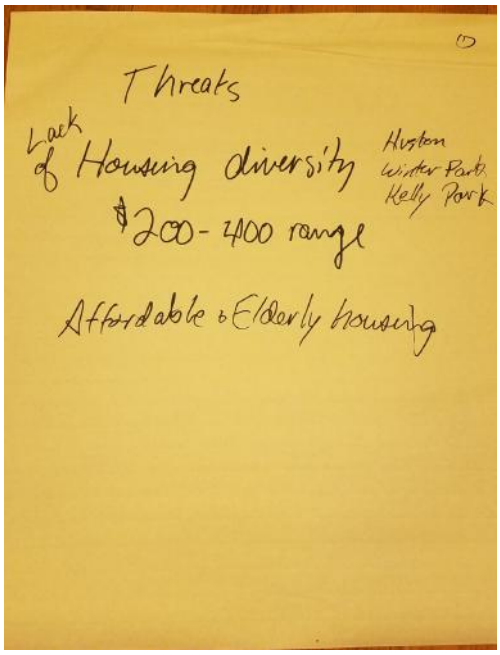
Flip Chart Sheets from 10/12/2017 Visioning Workshop

Lisbon's Strengths and Opportunities

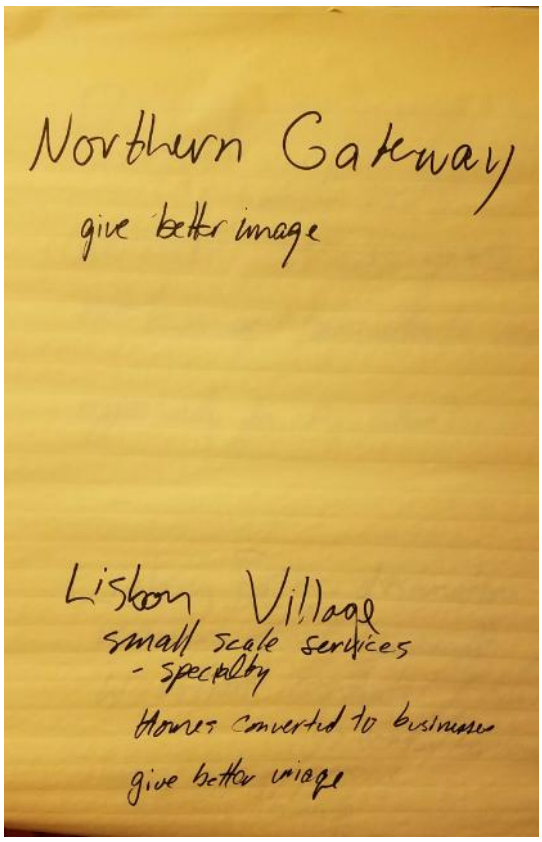


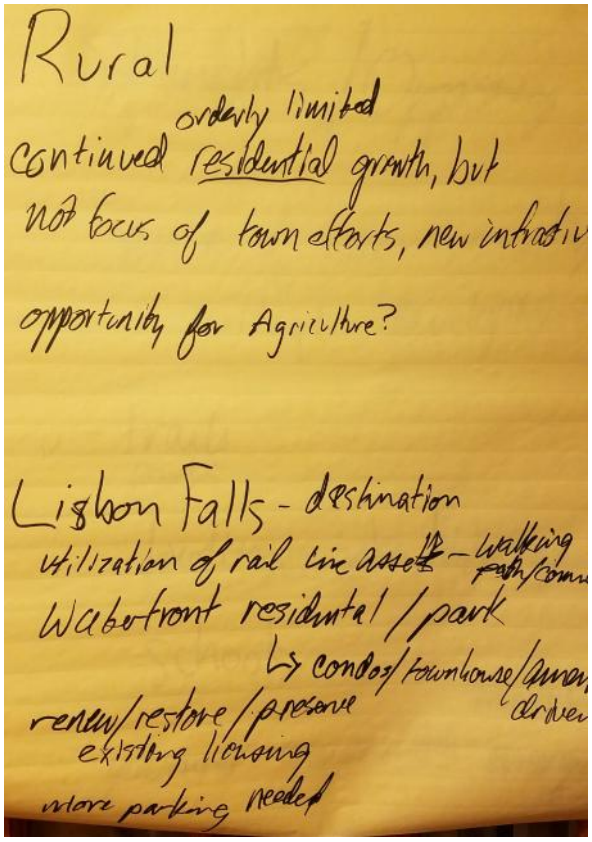


Threats to Lisbon's Quality of Life



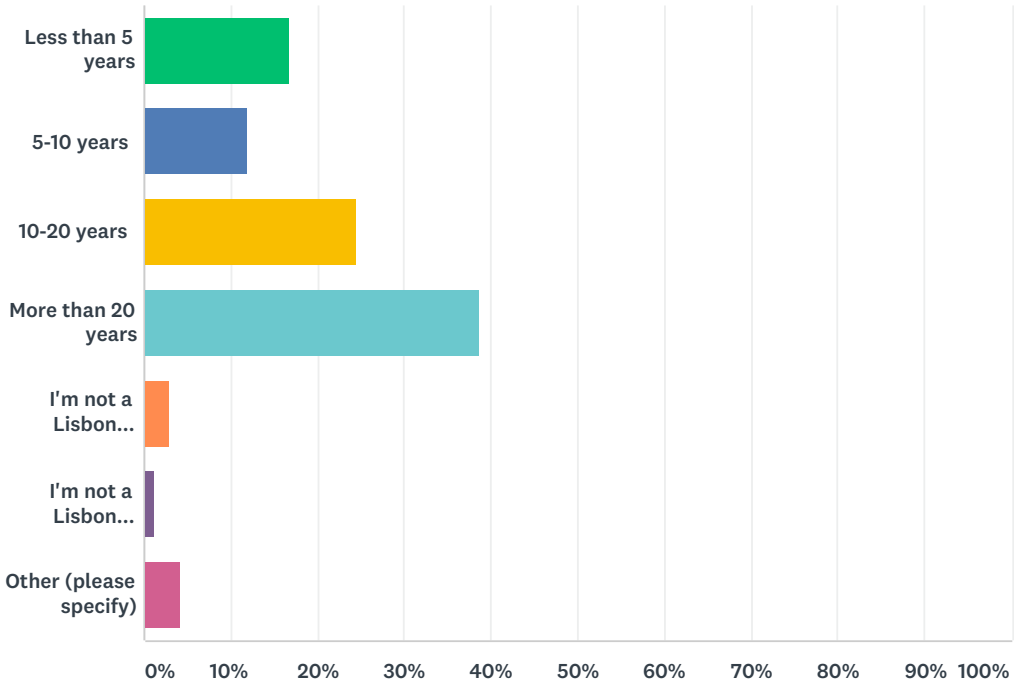
Looking at specific areas of town, what will each area look like or be characterized by in the next 10 years?





Q1 How Long have you lived in Lisbon?

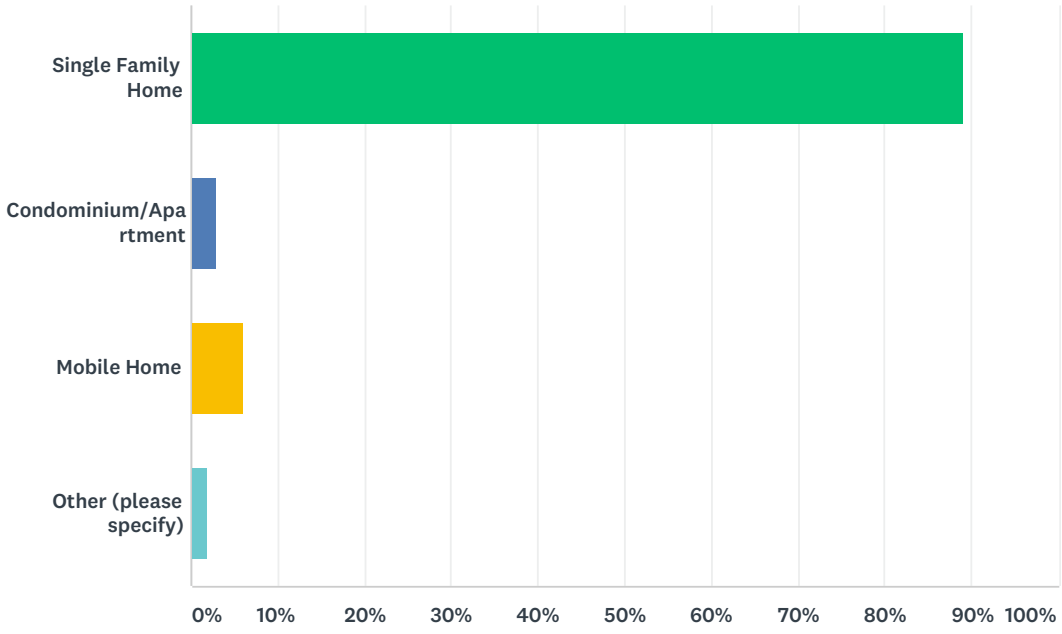
Answered: 168 Skipped: 3



ANSWER CHOICES	RESPONSES	
Less than 5 years	16.67%	28
5-10 years	11.90%	20
10-20 years	24.40%	41
More than 20 years	38.69%	65
I'm not a Lisbon resident, but I own a business or work in Lisbon.	2.98%	5
I'm not a Lisbon resident, but I travel through Lisbon on a regular basis.	1.19%	2
Other (please specify)	4.17%	7
TOTAL		168

Q2 Which of the following best describes your home?

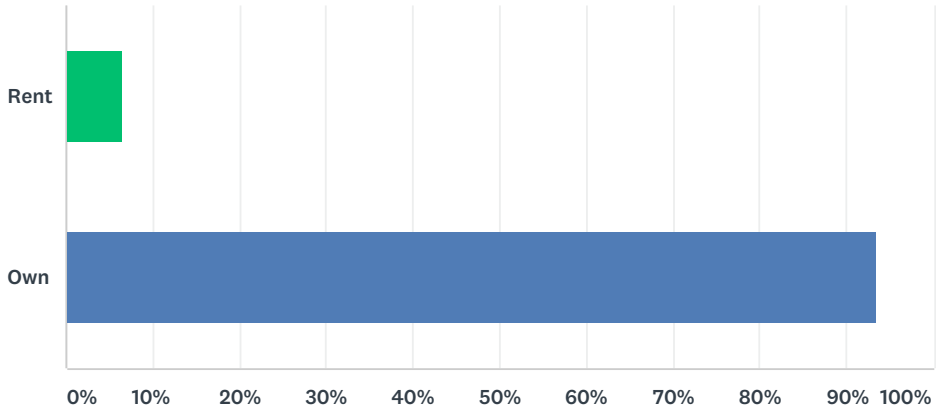
Answered: 166 Skipped: 5



ANSWER CHOICES	RESPONSES	
Single Family Home	89.16%	148
Condominium/Apartment	3.01%	5
Mobile Home	6.02%	10
Other (please specify)	1.81%	3
TOTAL		166

Q3 Do you rent or own?

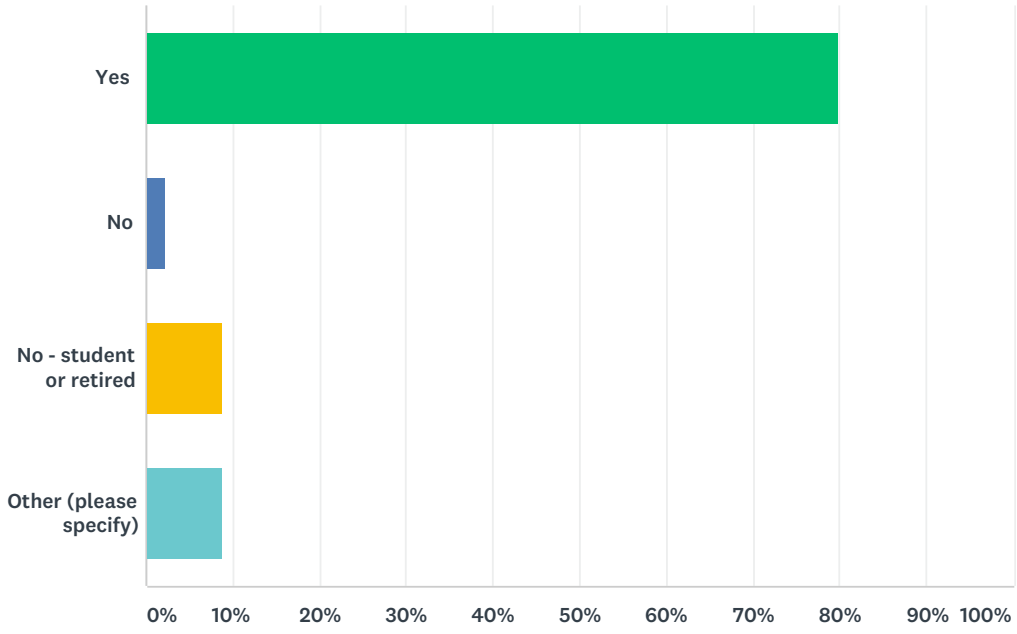
Answered: 167 Skipped: 4



ANSWER CHOICES	RESPONSES	
Rent	6.59%	11
Own	93.41%	156
TOTAL		167

Q4 Are you currently employed?

Answered: 169 Skipped: 2



ANSWER CHOICES	RESPONSES	
Yes	79.88%	135
No	2.37%	4
No - student or retired	8.88%	15
Other (please specify)	8.88%	15
TOTAL		169

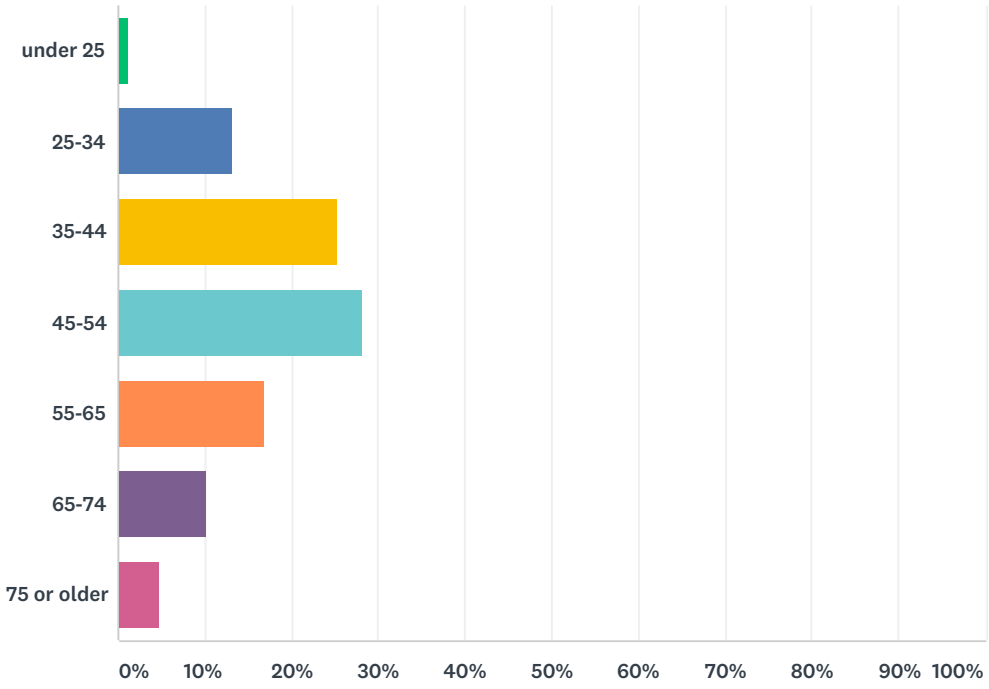
Q5 If you are currently working, in what city or town do you work?

Answered: 146 Skipped: 25

Note: Responses to open ended questions are available at the Code Enforcement desk in the Town Office.

Q6 What is your age?

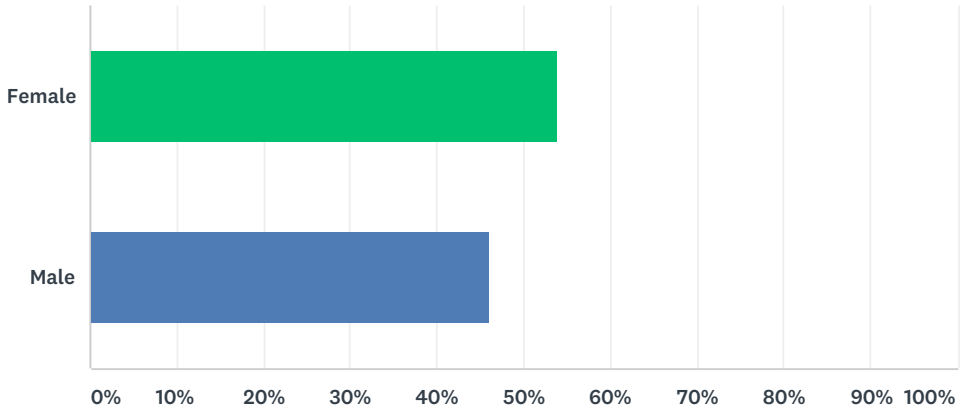
Answered: 166 Skipped: 5



ANSWER CHOICES	RESPONSES	
under 25	1.20%	2
25-34	13.25%	22
35-44	25.30%	42
45-54	28.31%	47
55-65	16.87%	28
65-74	10.24%	17
75 or older	4.82%	8
TOTAL		166

Q7 What is your gender?

Answered: 165 Skipped: 6



ANSWER CHOICES	RESPONSES	
Female	53.94%	89
Male	46.06%	76
TOTAL		165

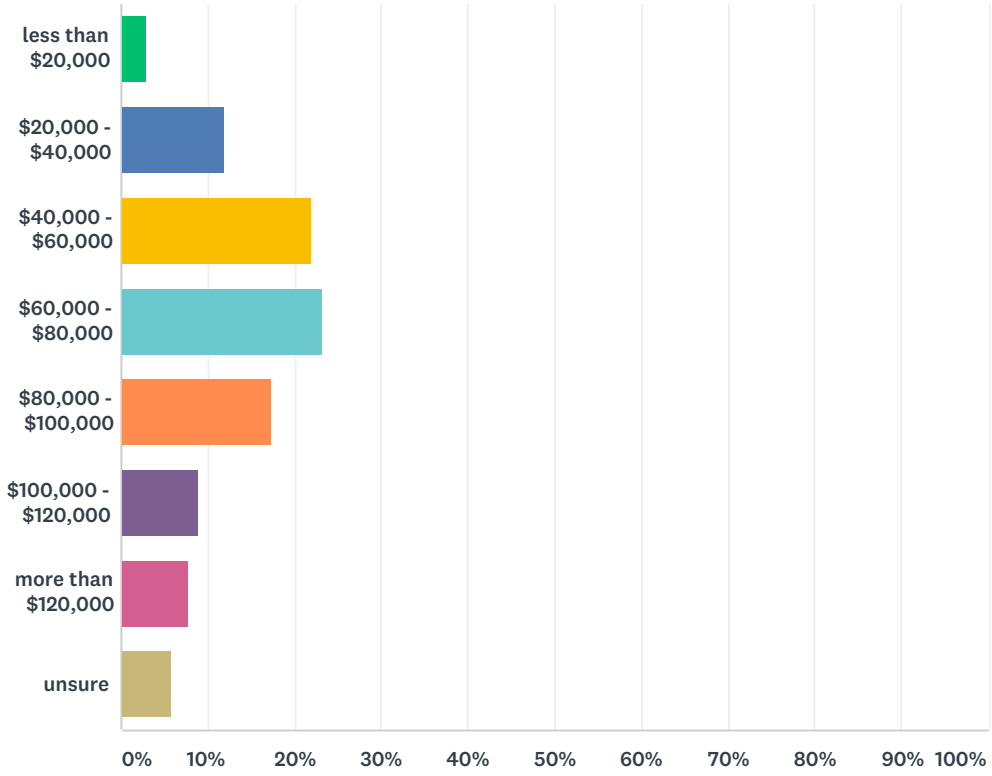
Q8 How many children under 18 years of age live in your household?

Answered: 161 Skipped: 10

Note: Responses to open ended questions are available at the Code Enforcement desk in the Town Office.

Q9 Which of the following best matches your total annual household income?

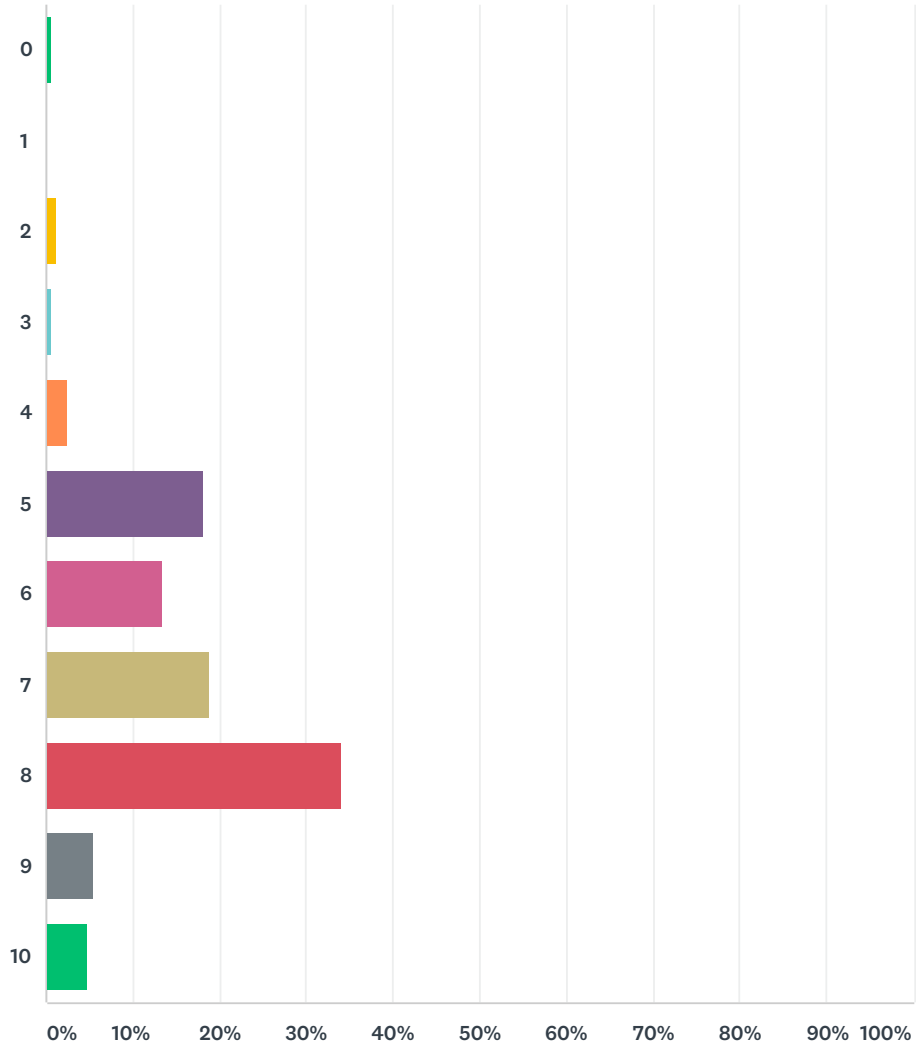
Answered: 168 Skipped: 3



ANSWER CHOICES	RESPONSES	
less than $20,000	2.98%	5
$20,000 - $40,000	11.90%	20
$40,000 - $60,000	22.02%	37
$60,000 - $80,000	23.21%	39
$80,000 - $100,000	17.26%	29
$100,000 - $120,000	8.93%	15
more than $120,000	7.74%	13
unsure	5.95%	10
TOTAL		168

Q10 On a scale of 0 to 10, where 0 is the worst possible score and 10 is the best, how would you personally rate your present quality of life in Lisbon?

Answered: 164 Skipped: 7

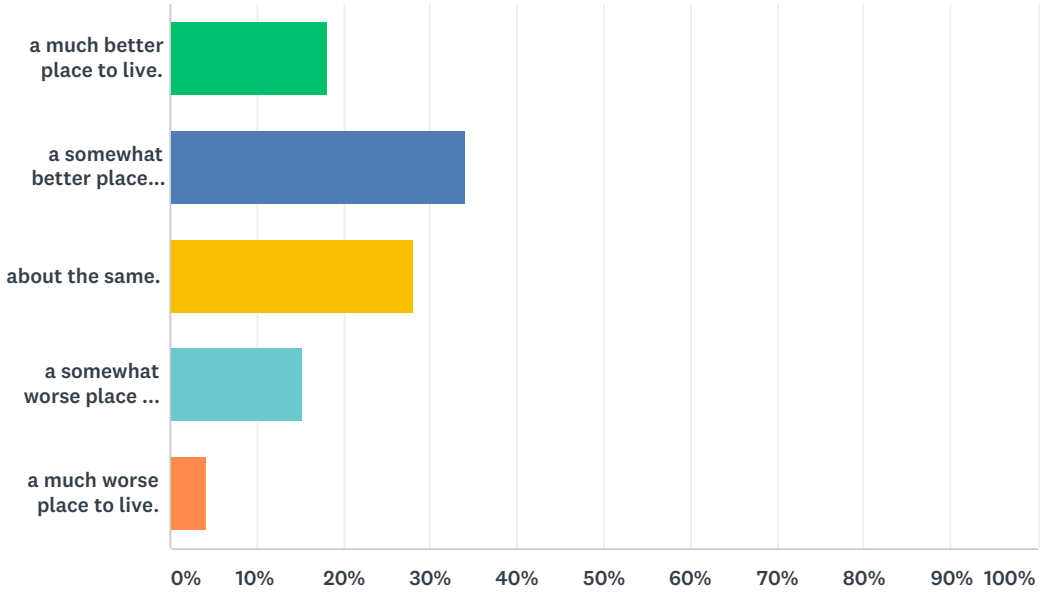


ANSWER CHOICES	RESPONSES	
0	0.61%	1
1	0.00%	0
2	1.22%	2
3	0.61%	1
4	2.44%	4
5	18.29%	30
6	13.41%	22
7	18.90%	31

8	34.15%	56
9	5.49%	9
10	4.88%	8
TOTAL		164

Q11 During the time you have lived in Lisbon, do you believe the Town is…

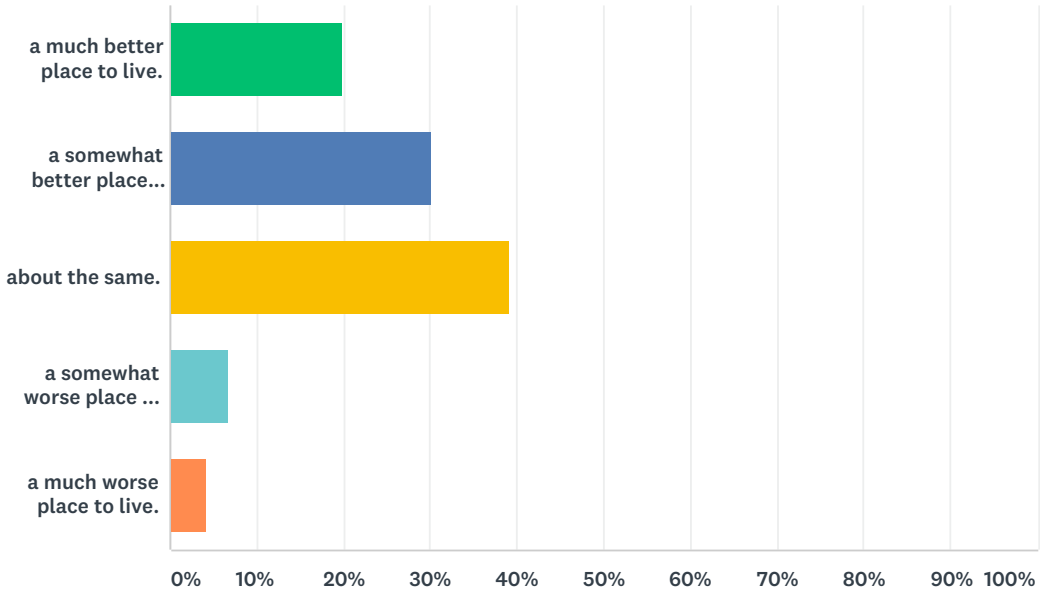
Answered: 164 Skipped: 7



ANSWER CHOICES	RESPONSES	
a much better place to live.	18.29%	30
a somewhat better place to live.	34.15%	56
about the same.	28.05%	46
a somewhat worse place to live.	15.24%	25
a much worse place to live.	4.27%	7
TOTAL		164

Q12 Five years from now, do you think that Lisbon will be…

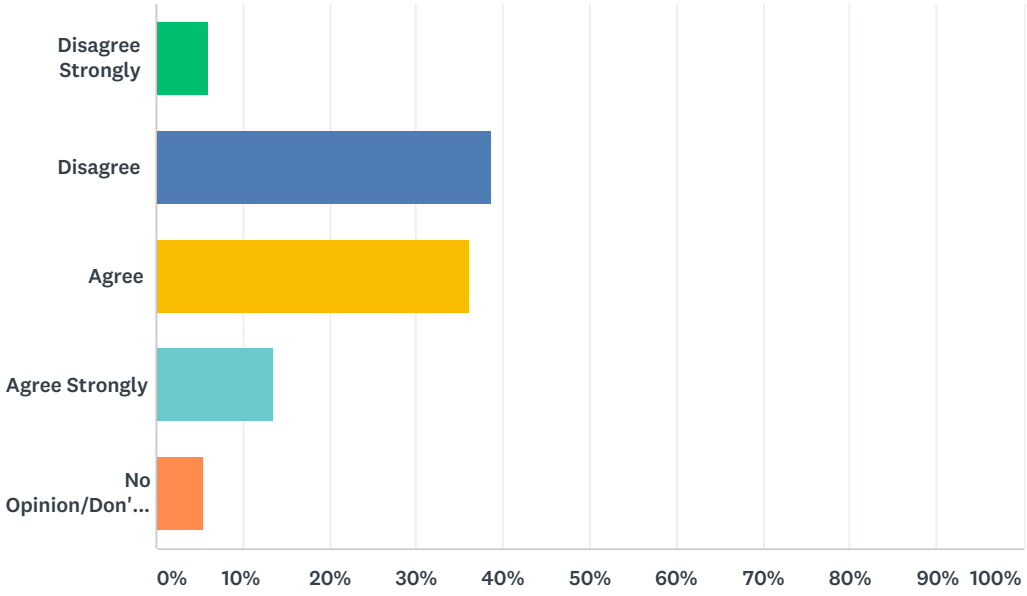
Answered: 166 Skipped: 5



ANSWER CHOICES	RESPONSES	
a much better place to live.	19.88%	33
a somewhat better place to live.	30.12%	50
about the same.	39.16%	65
a somewhat worse place to live.	6.63%	11
a much worse place to live.	4.22%	7
TOTAL		166

Q13 Property owners must be free to develop land without a lot of control and regulation by the Town.

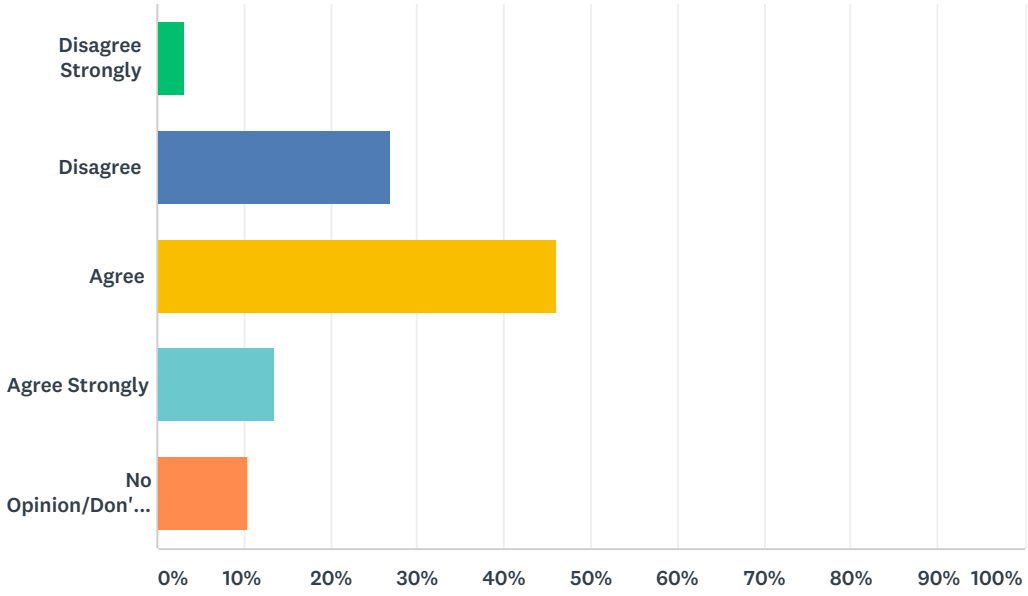
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	6.13%	10
Disagree	38.65%	63
Agree	36.20%	59
Agree Strongly	13.50%	22
No Opinion/Don't Know	5.52%	9
TOTAL		163

Q14 Lisbon should focus future residential growth in the built-up parts of town, like Lisbon Falls and Lisbon Village.

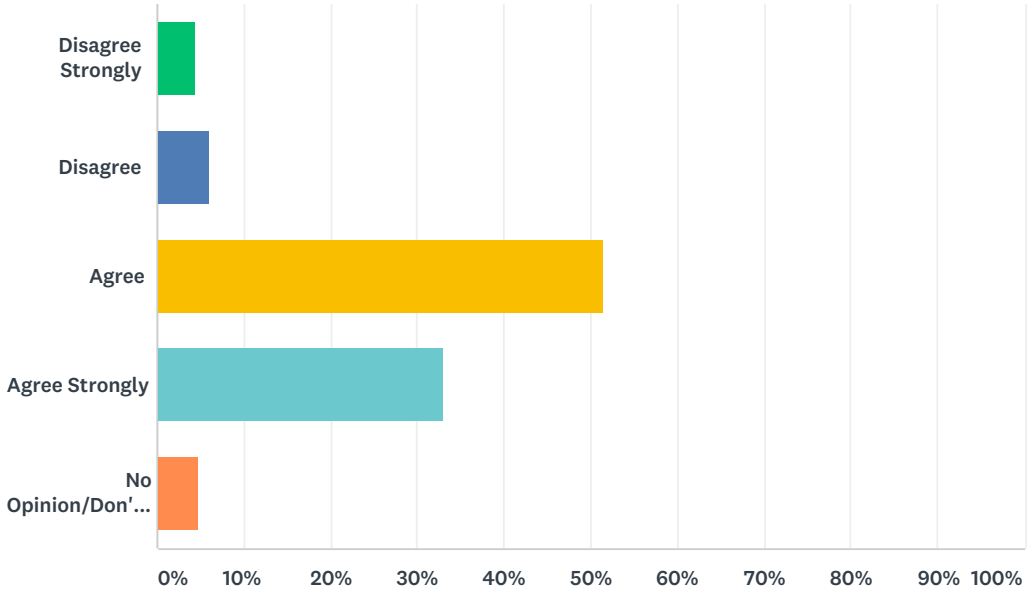
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	3.07%	5
Disagree	26.99%	44
Agree	46.01%	75
Agree Strongly	13.50%	22
No Opinion/Don't Know	10.43%	17
TOTAL		163

Q15 Lisbon should focus future commercial growth in the built-up parts of town, like Lisbon Falls and Lisbon Village.

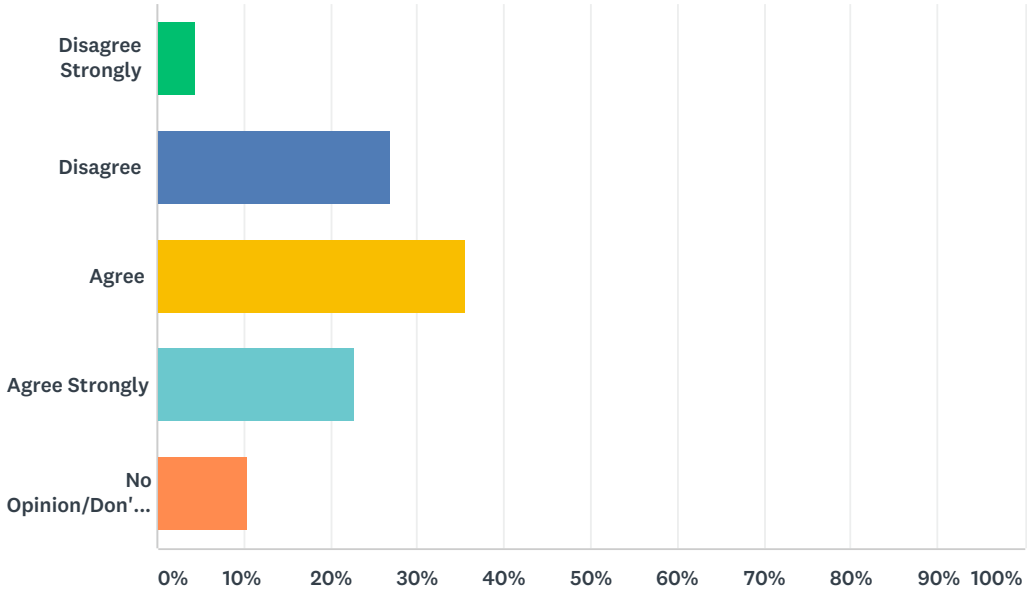
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	4.29%	7
Disagree	6.13%	10
Agree	51.53%	84
Agree Strongly	33.13%	54
No Opinion/Don't Know	4.91%	8
TOTAL		163

Q16 Lisbon should protect undeveloped rural areas by directing development elsewhere in Town.

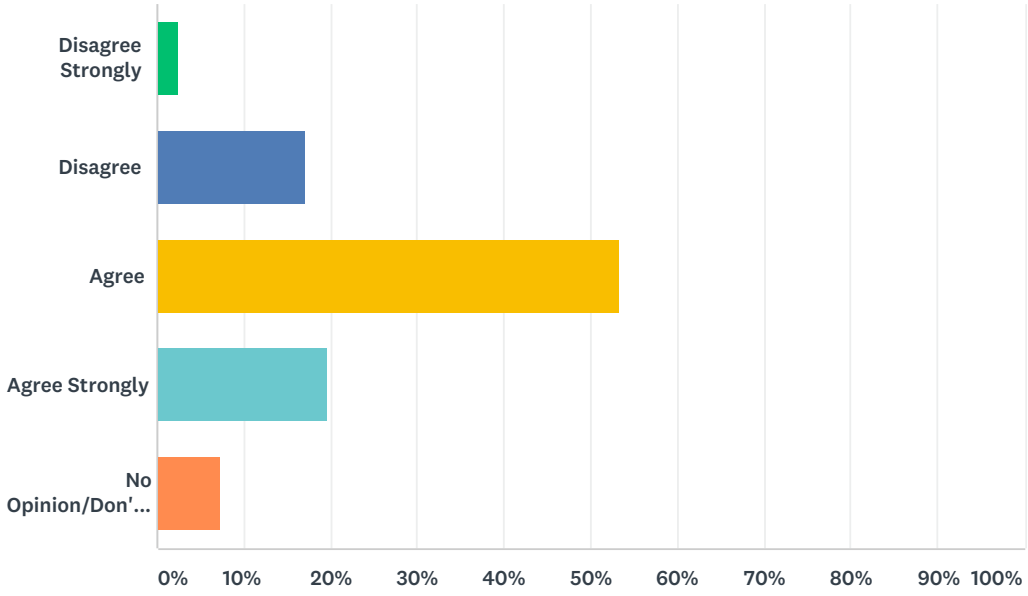
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	4.29%	7
Disagree	26.99%	44
Agree	35.58%	58
Agree Strongly	22.70%	37
No Opinion/Don't Know	10.43%	17
TOTAL		163

Q17 The effect on the Town's infrastructure and services should be the principal consideration in evaluating new development in Lisbon.

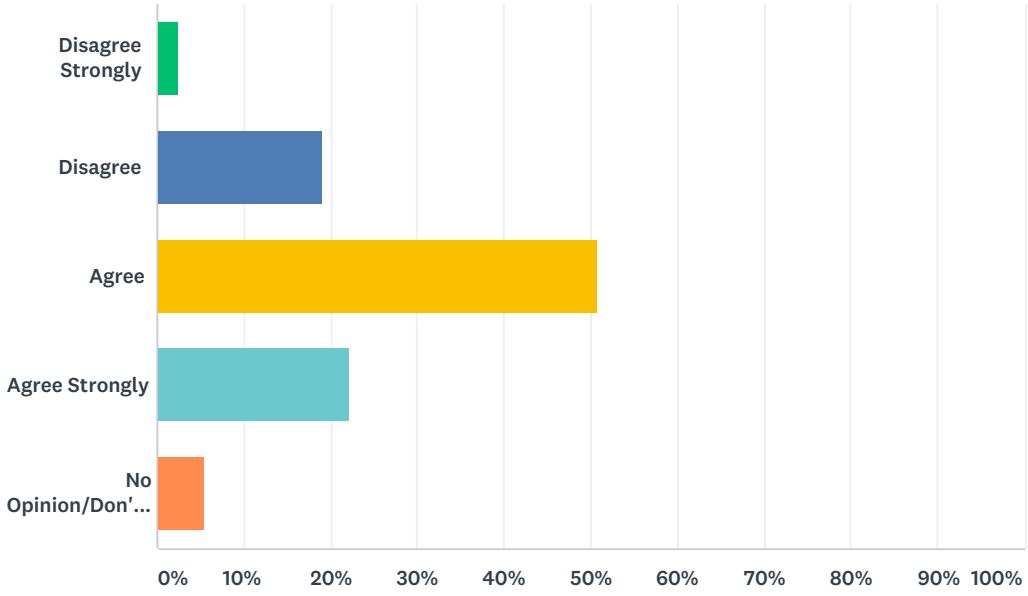
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	2.45%	4
Disagree	17.18%	28
Agree	53.37%	87
Agree Strongly	19.63%	32
No Opinion/Don't know	7.36%	12
TOTAL		163

Q18 The economic growth of the Town should be the principal consideration in evaluating new development in Lisbon.

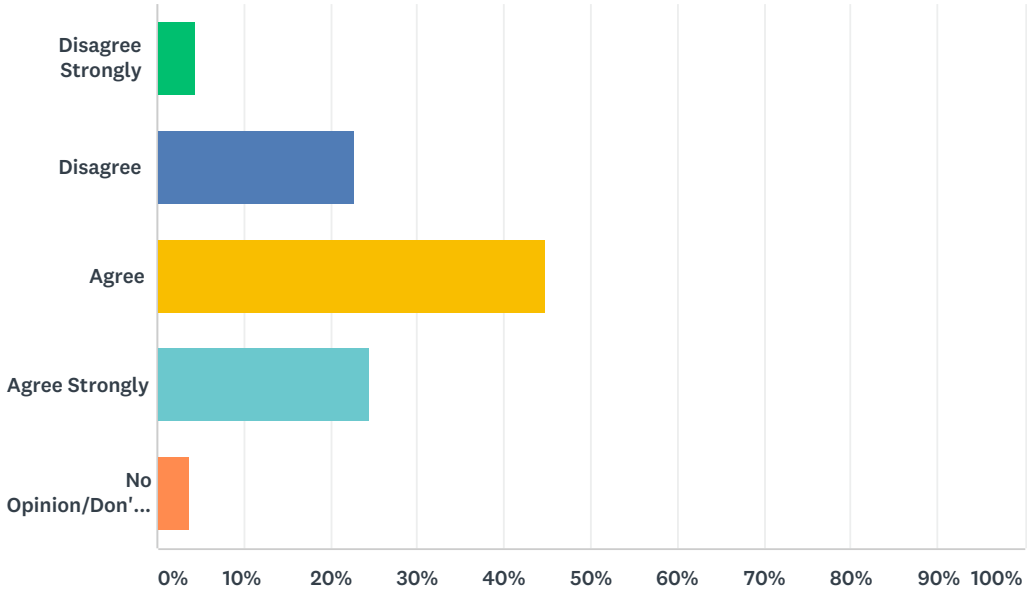
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	2.45%	4
Disagree	19.02%	31
Agree	50.92%	83
Agree Strongly	22.09%	36
No Opinion/Don't Know	5.52%	9
TOTAL		163

Q19 The effect on natural resources and the environment should be the principal consideration in evaluating new development in Lisbon.

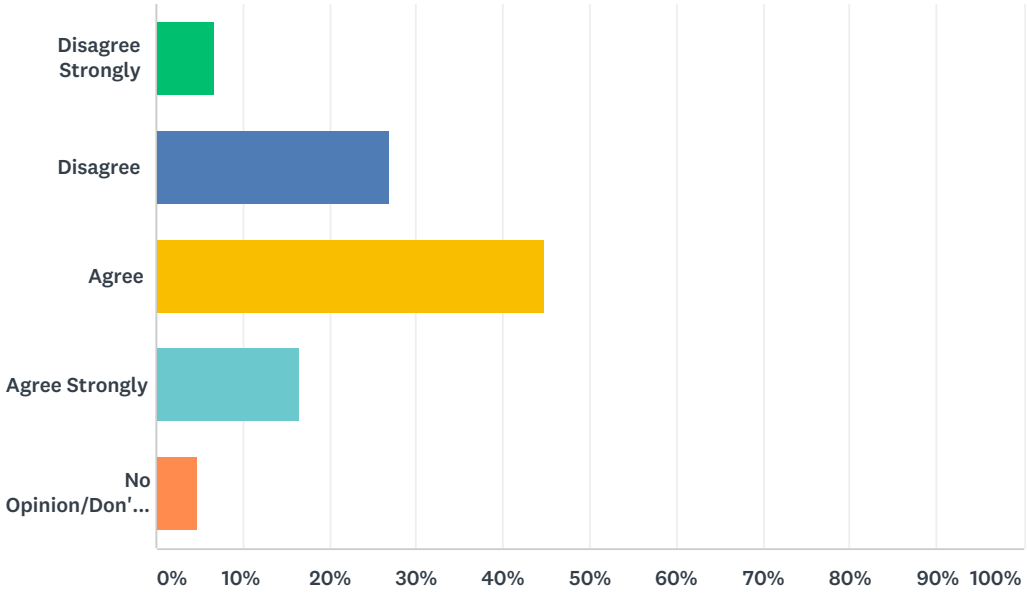
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	4.29%	7
Disagree	22.70%	37
Agree	44.79%	73
Agree Strongly	24.54%	40
No Opinion/Don't Know	3.68%	6
TOTAL		163

Q20 Lisbon needs strong land use regulations to manage the location of future residential and commercial development.

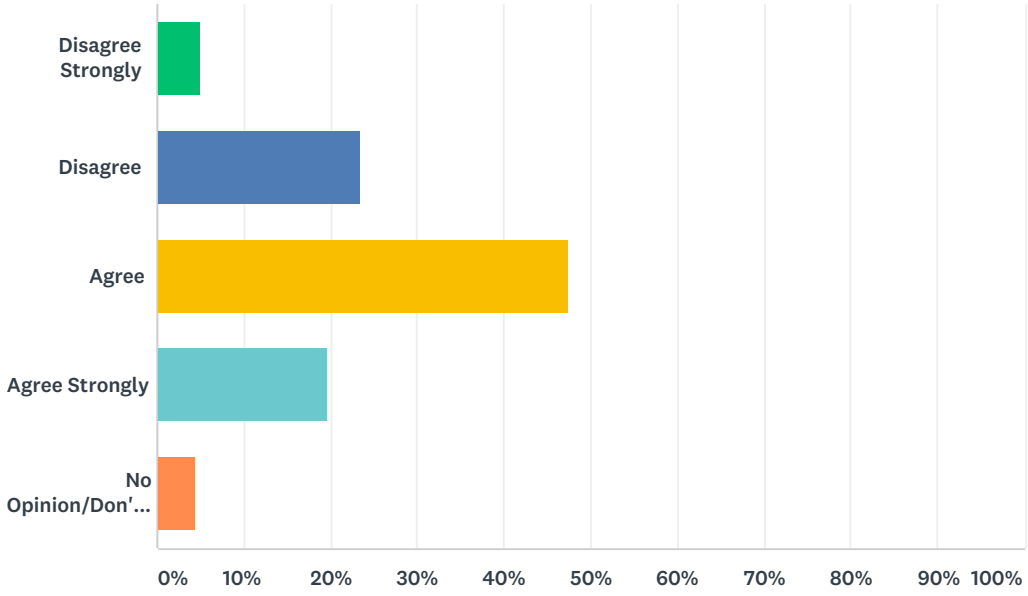
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Disagree Strongly	6.75%	11
Disagree	26.99%	44
Agree	44.79%	73
Agree Strongly	16.56%	27
No Opinion/Don't Know	4.91%	8
TOTAL		163

Q21 Lisbon needs strong land use regulations to manage the qualtiy and apprearance of future residential and commercial development.

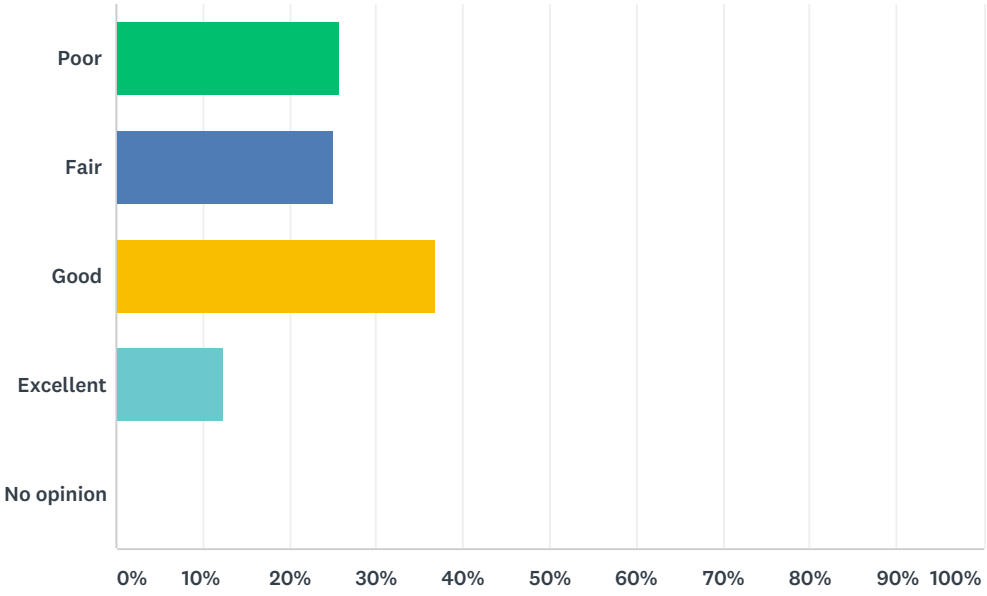
Answered: 162 Skipped: 9



ANSWER CHOICES	RESPONSES	
Disagree Strongly	4.94%	8
Disagree	23.46%	38
Agree	47.53%	77
Agree Strongly	19.75%	32
No Opinion/Don't Know	4.32%	7
TOTAL		162

Q22 Maintenance of state roads and major routes, such as as Route 196, Route 9 and Route 125

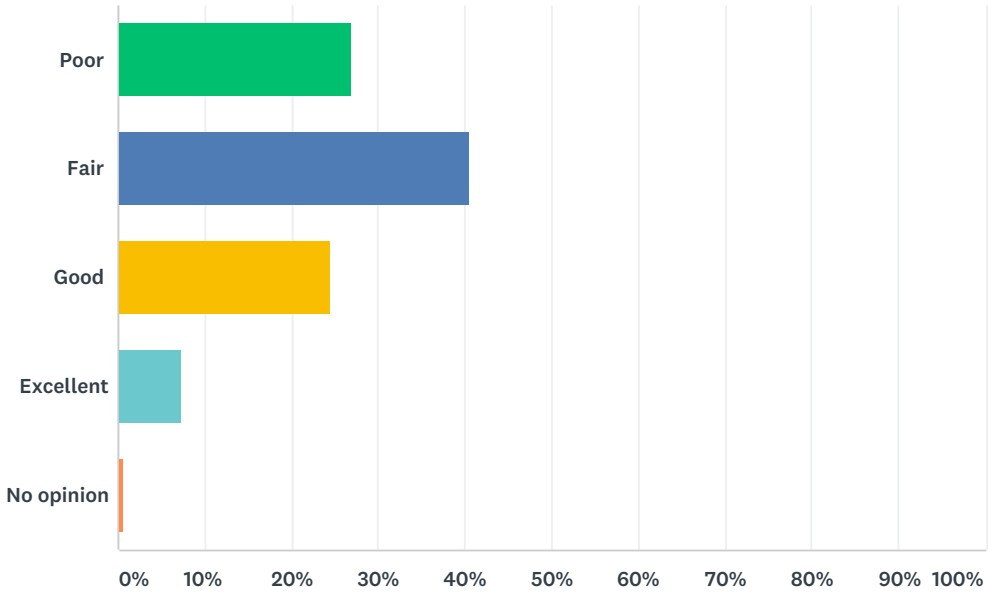
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	25.77%	42
Fair	25.15%	41
Good	36.81%	60
Excellent	12.27%	20
No opinion	0.00%	0
TOTAL		163

Q23 Maintenance of local roads and public side roads

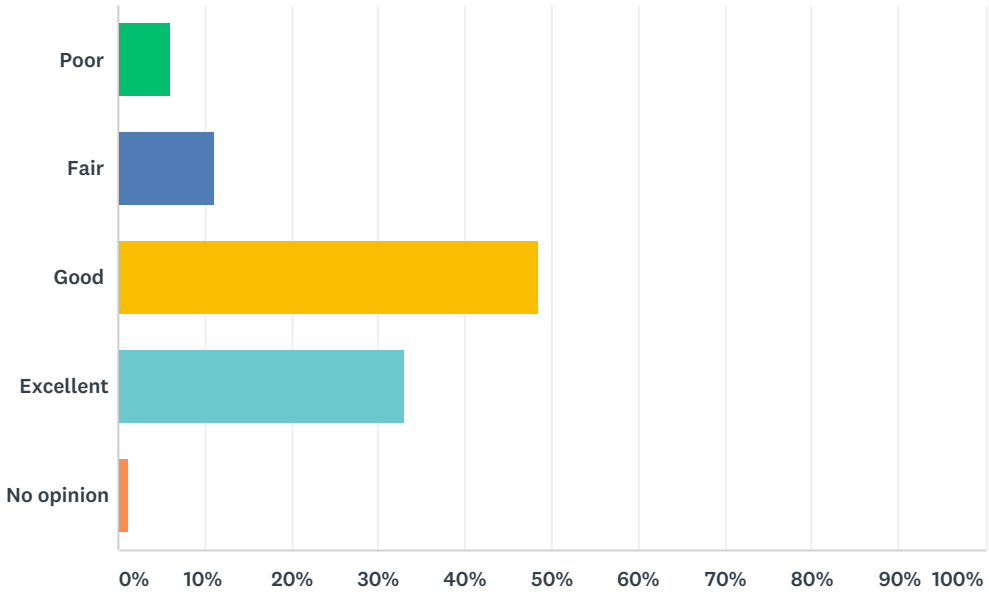
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	26.99%	44
Fair	40.49%	66
Good	24.54%	40
Excellent	7.36%	12
No opinion	0.61%	1
TOTAL		163

Q24 Public parks and open space

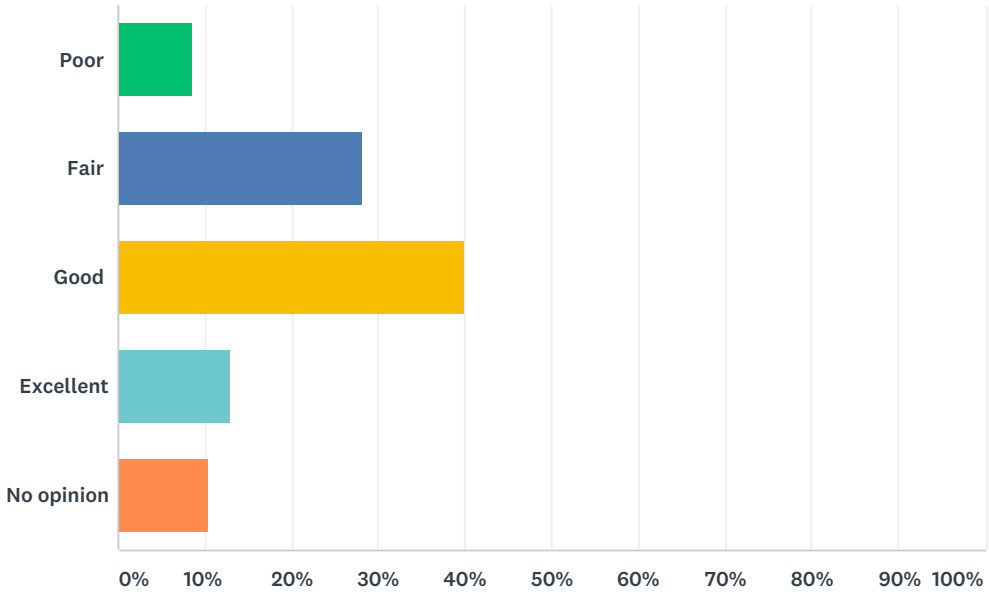
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	6.13%	10
Fair	11.04%	18
Good	48.47%	79
Excellent	33.13%	54
No opinion	1.23%	2
TOTAL		163

Q25 Public school facilities

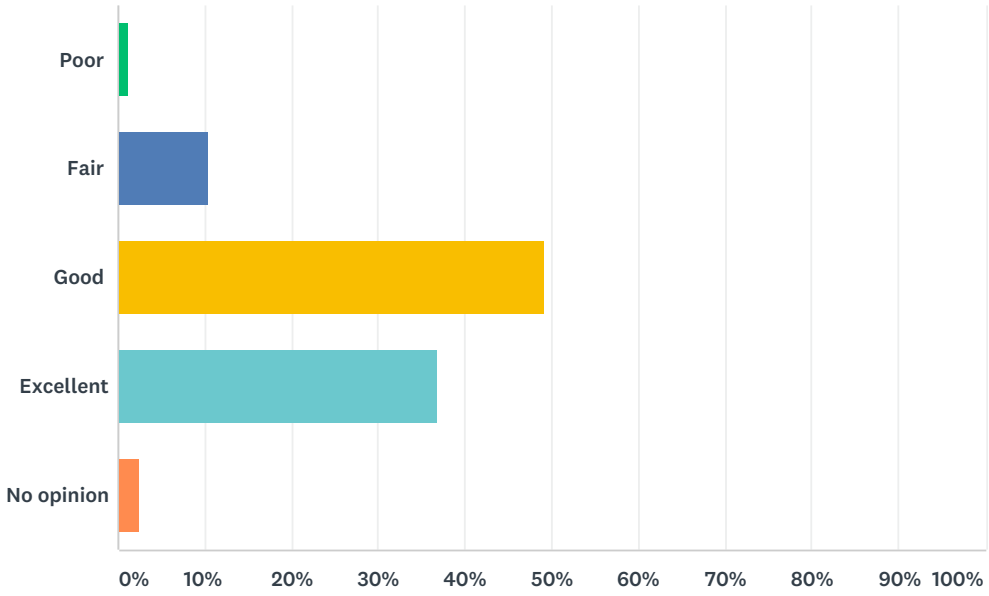
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	8.59%	14
Fair	28.22%	46
Good	39.88%	65
Excellent	12.88%	21
No opinion	10.43%	17
TOTAL		163

Q26 Police protection

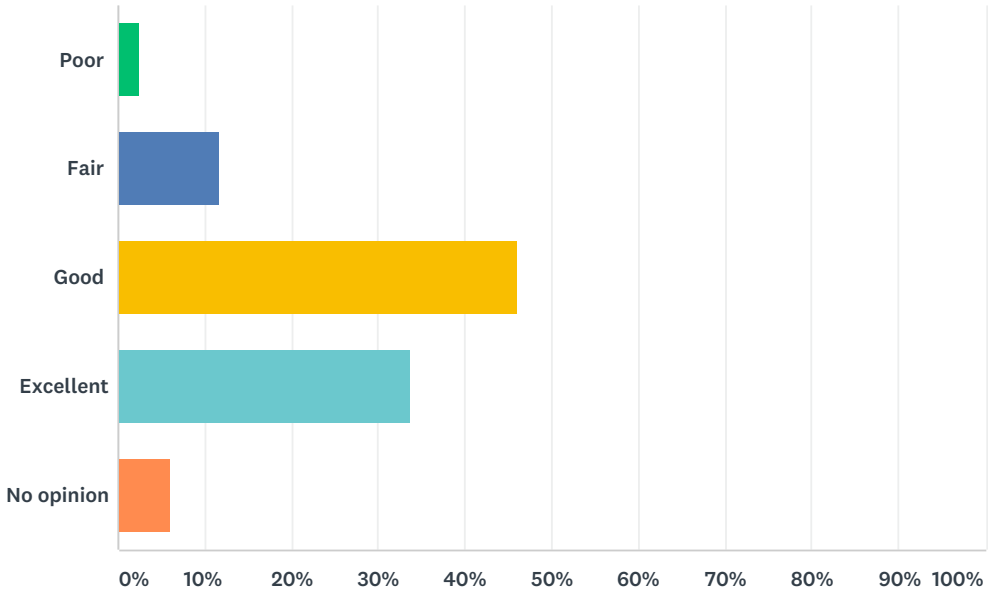
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	1.23%	2
Fair	10.43%	17
Good	49.08%	80
Excellent	36.81%	60
No opinion	2.45%	4
TOTAL		163

Q27 Fire protection

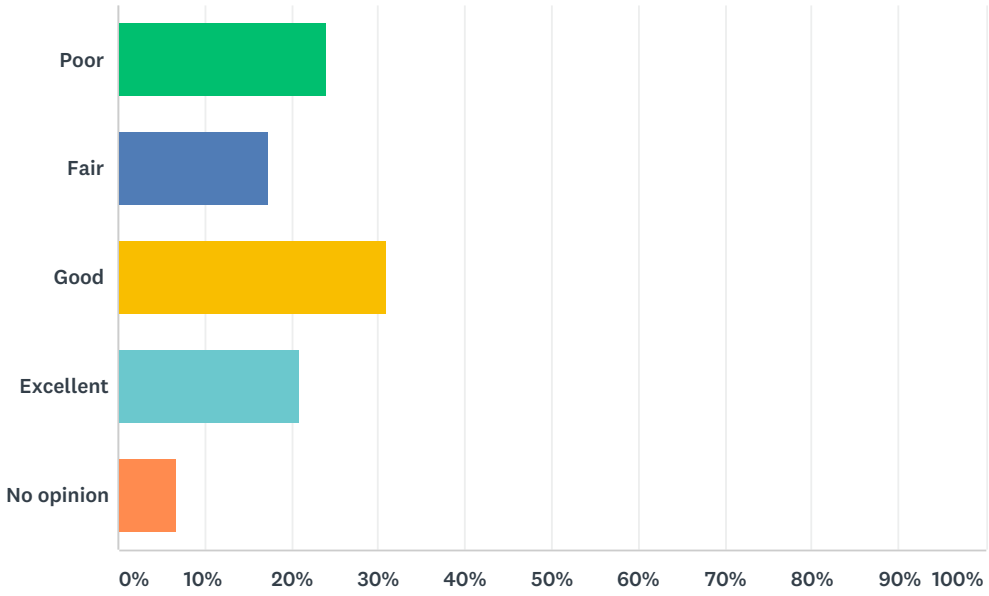
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	2.45%	4
Fair	11.66%	19
Good	46.01%	75
Excellent	33.74%	55
No opinion	6.13%	10
TOTAL		163

Q28 Trash disposal

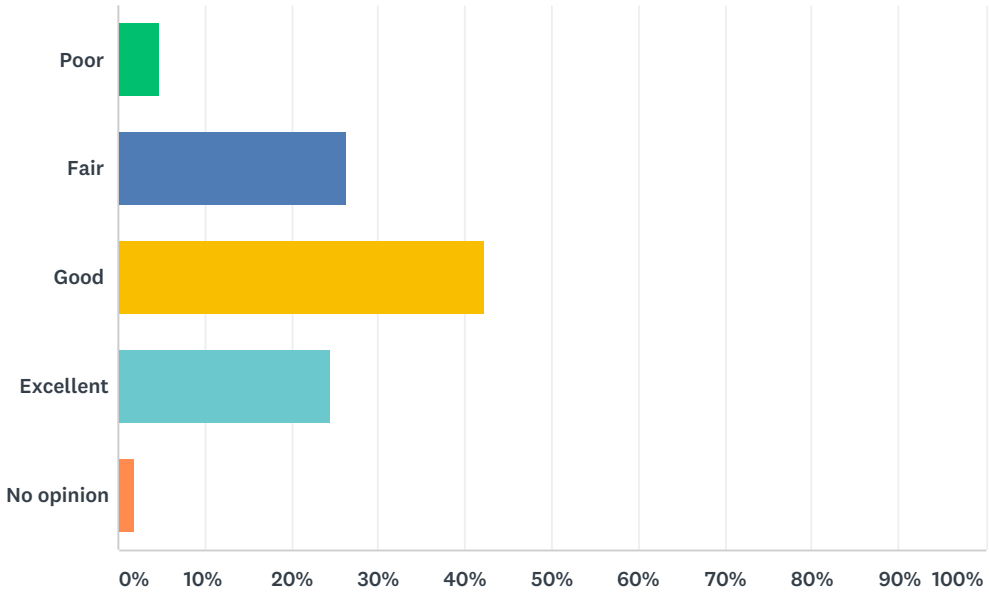
Answered: 162 Skipped: 9



ANSWER CHOICES	RESPONSES	
Poor	24.07%	39
Fair	17.28%	28
Good	30.86%	50
Excellent	20.99%	34
No opinion	6.79%	11
TOTAL		162

Q29 Snow plowing and removal

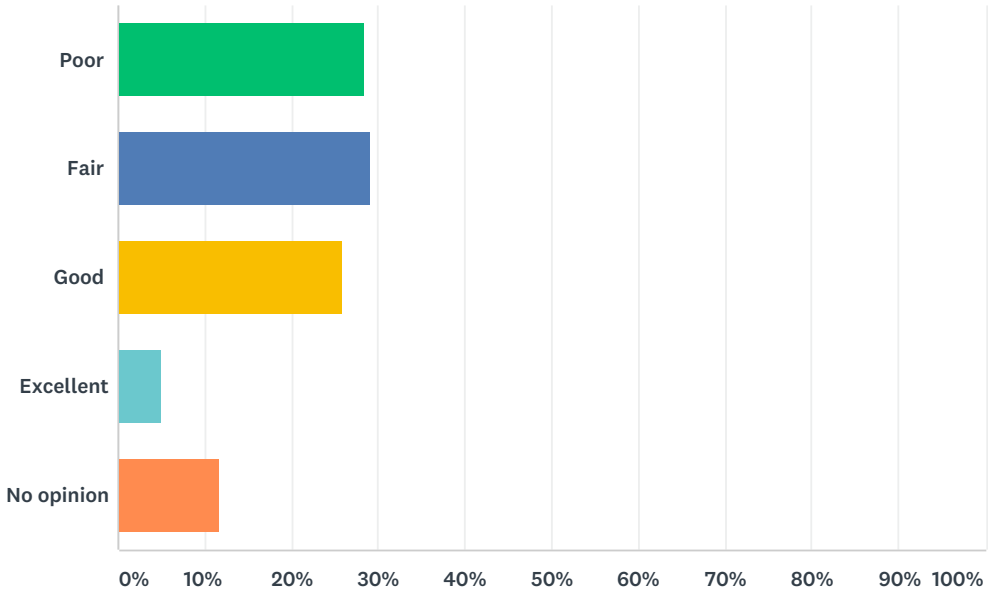
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	4.91%	8
Fair	26.38%	43
Good	42.33%	69
Excellent	24.54%	40
No opinion	1.84%	3
TOTAL		163

Q30 Local health care service options

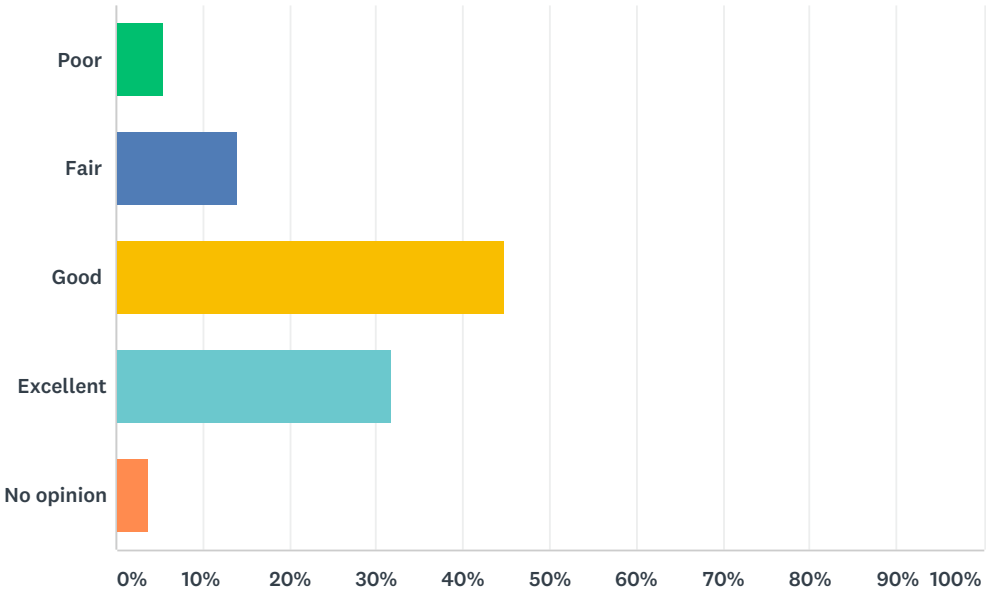
Answered: 162 Skipped: 9



ANSWER CHOICES	RESPONSES	
Poor	28.40%	46
Fair	29.01%	47
Good	25.93%	42
Excellent	4.94%	8
No opinion	11.73%	19
TOTAL		162

Q31 Recreational facilities and programs

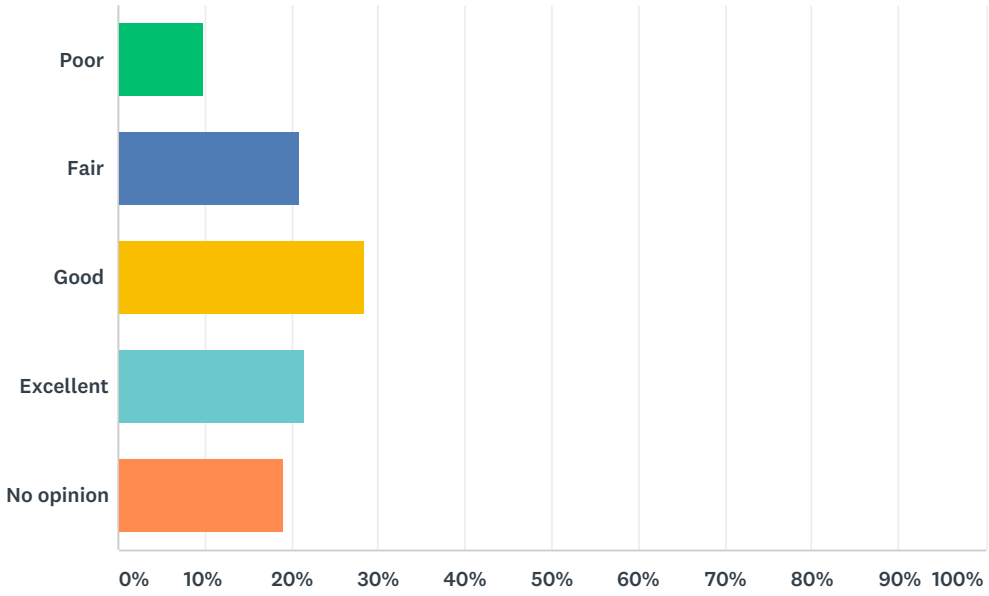
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	5.52%	9
Fair	14.11%	23
Good	44.79%	73
Excellent	31.90%	52
No opinion	3.68%	6
TOTAL		163

Q32 Programs and services for youth

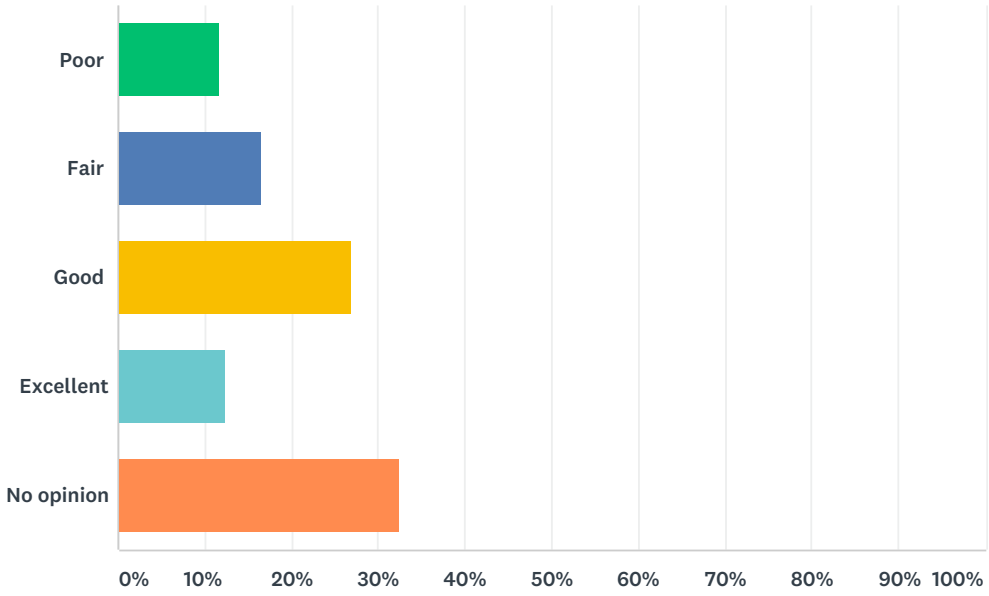
Answered: 162 Skipped: 9



ANSWER CHOICES	RESPONSES	
Poor	9.88%	16
Fair	20.99%	34
Good	28.40%	46
Excellent	21.60%	35
No opinion	19.14%	31
TOTAL		162

Q33 Programs and services for senior citizens

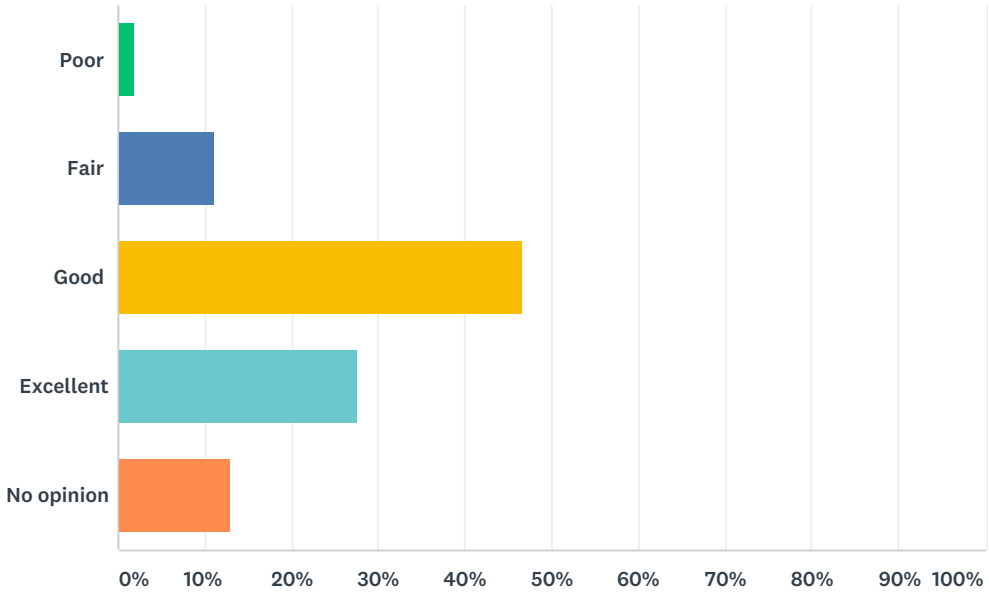
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	11.66%	19
Fair	16.56%	27
Good	26.99%	44
Excellent	12.27%	20
No opinion	32.52%	53
TOTAL		163

Q34 Library

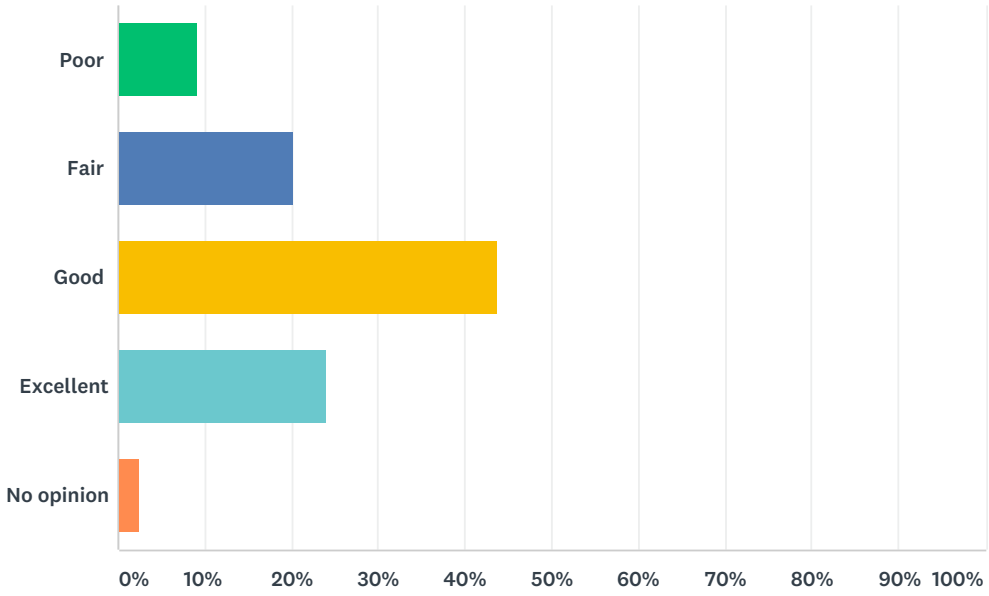
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	1.84%	3
Fair	11.04%	18
Good	46.63%	76
Excellent	27.61%	45
No opinion	12.88%	21
TOTAL		163

Q35 Town Hall personnel and services

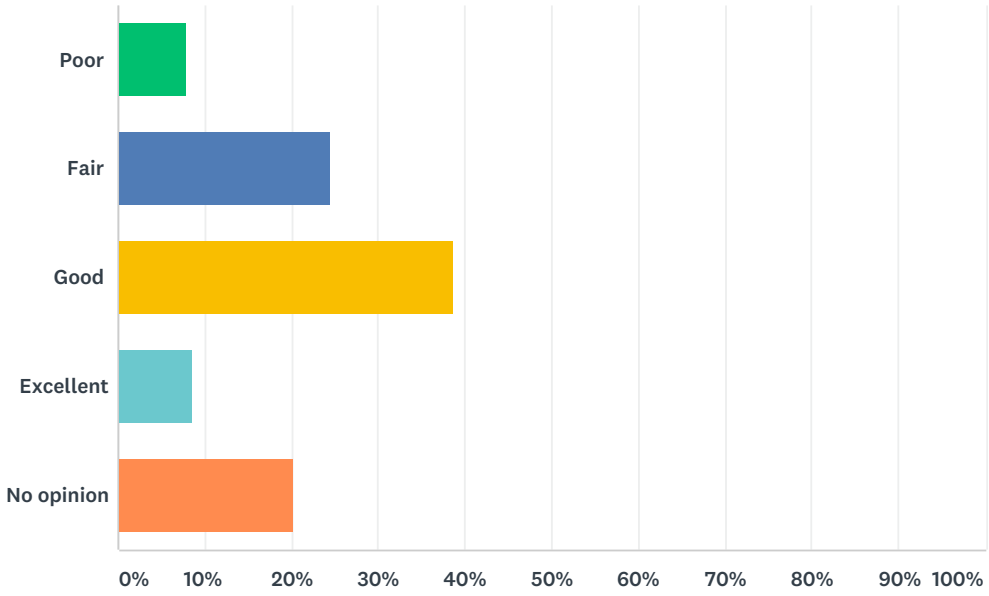
Answered: 162 Skipped: 9



ANSWER CHOICES	RESPONSES	
Poor	9.26%	15
Fair	20.37%	33
Good	43.83%	71
Excellent	24.07%	39
No opinion	2.47%	4
TOTAL		162

Q36 Public school teachers and instruction

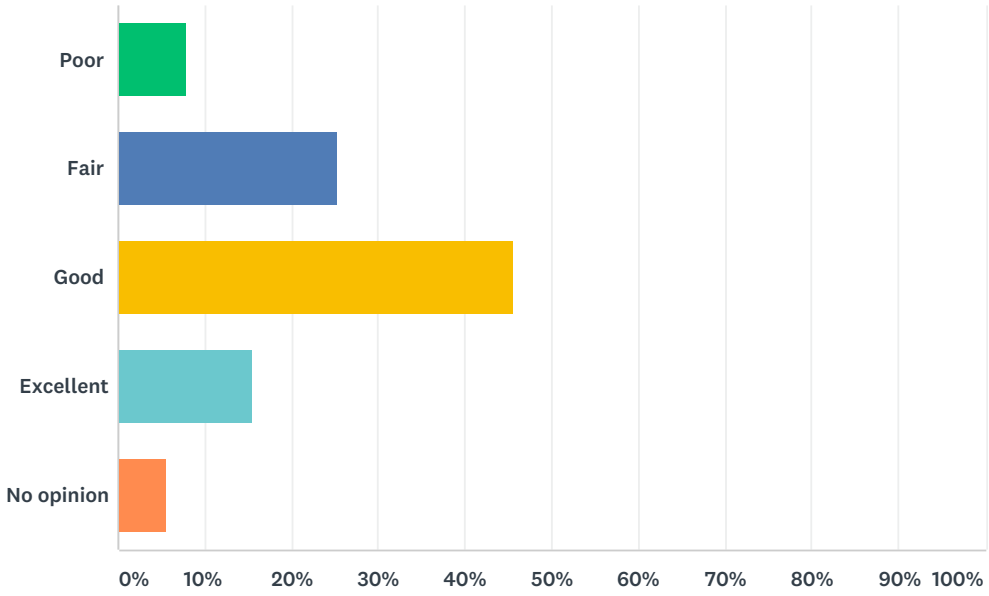
Answered: 163 Skipped: 8



ANSWER CHOICES	RESPONSES	
Poor	7.98%	13
Fair	24.54%	40
Good	38.65%	63
Excellent	8.59%	14
No opinion	20.25%	33
TOTAL		163

Q37 Town website

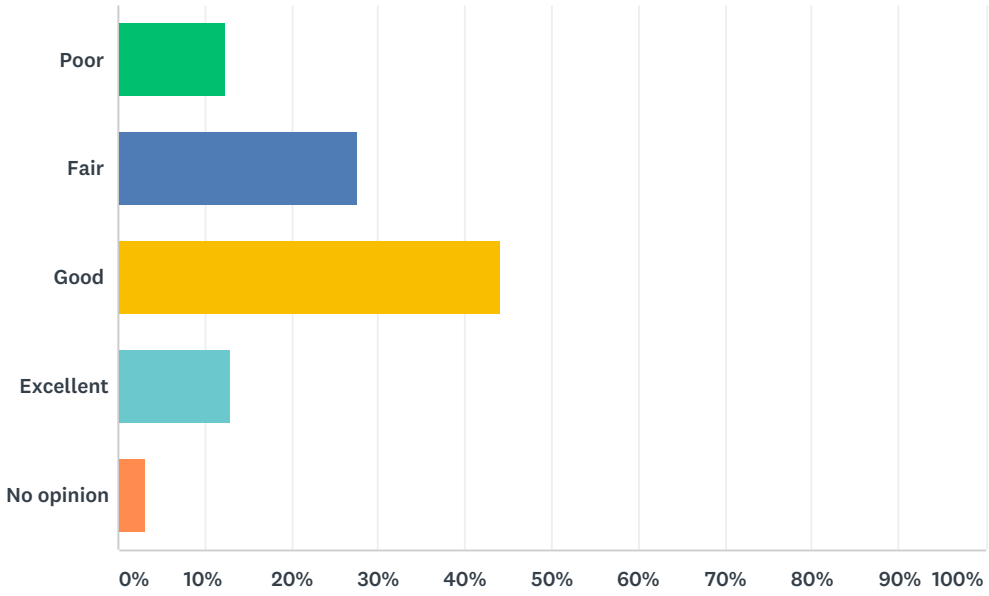
Answered: 162 Skipped: 9



ANSWER CHOICES	RESPONSES	
Poor	8.02%	13
Fair	25.31%	41
Good	45.68%	74
Excellent	15.43%	25
No opinion	5.56%	9
TOTAL		162

Q38 Access to information about Town affairs, issues, and plans

Answered: 163 Skipped: 8



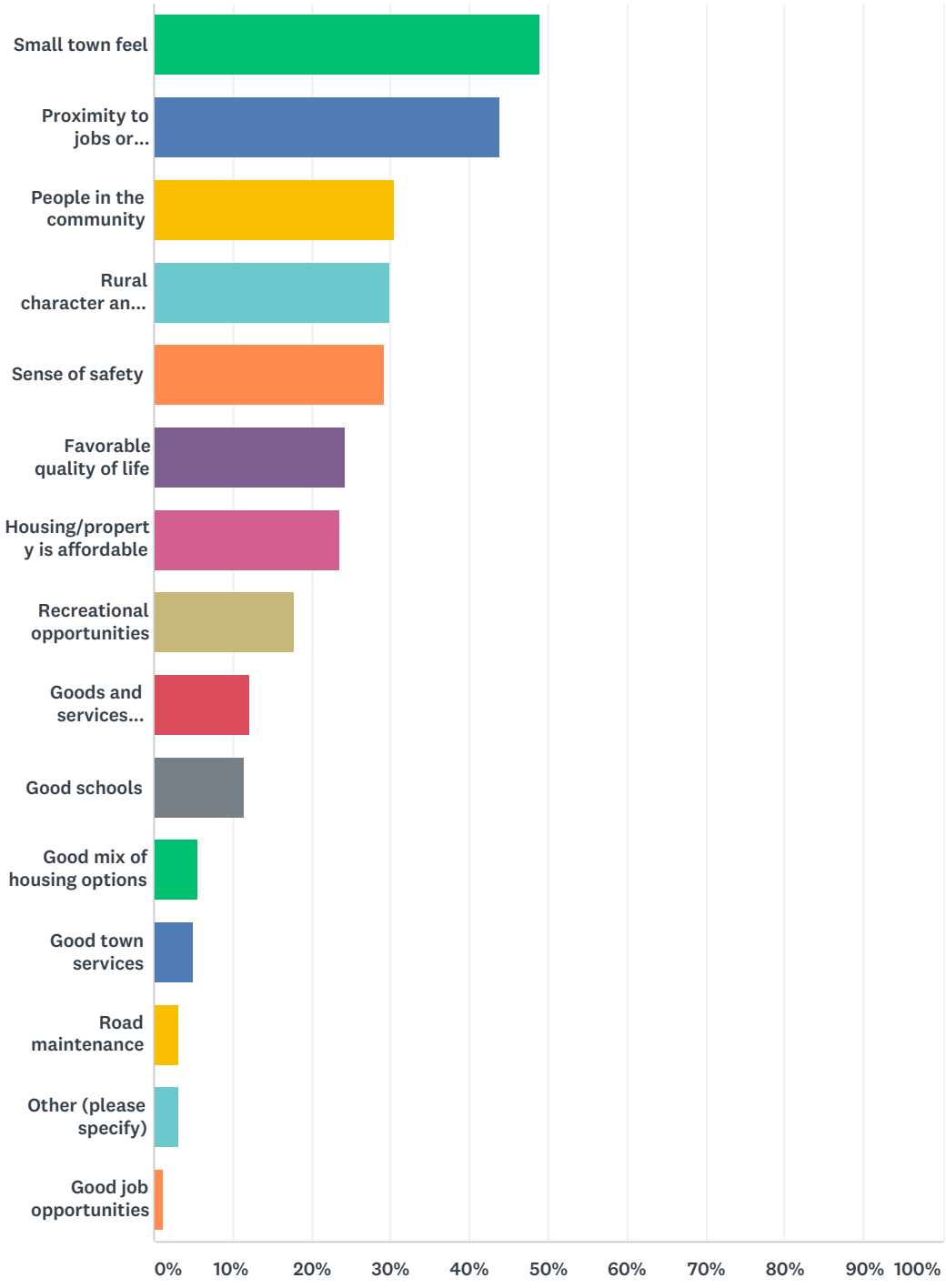
ANSWER CHOICES	RESPONSES	
Poor	12.27%	20
Fair	27.61%	45
Good	44.17%	72
Excellent	12.88%	21
No opinion	3.07%	5
TOTAL		163

Q39 Please elaborate on any items above, or provide information on other services or facilities.

Answered: 53 Skipped: 118

Q40 From the following list, please select what you believe to be are the top three advantages to living in Lisbon.

Answered: 157 Skipped: 14

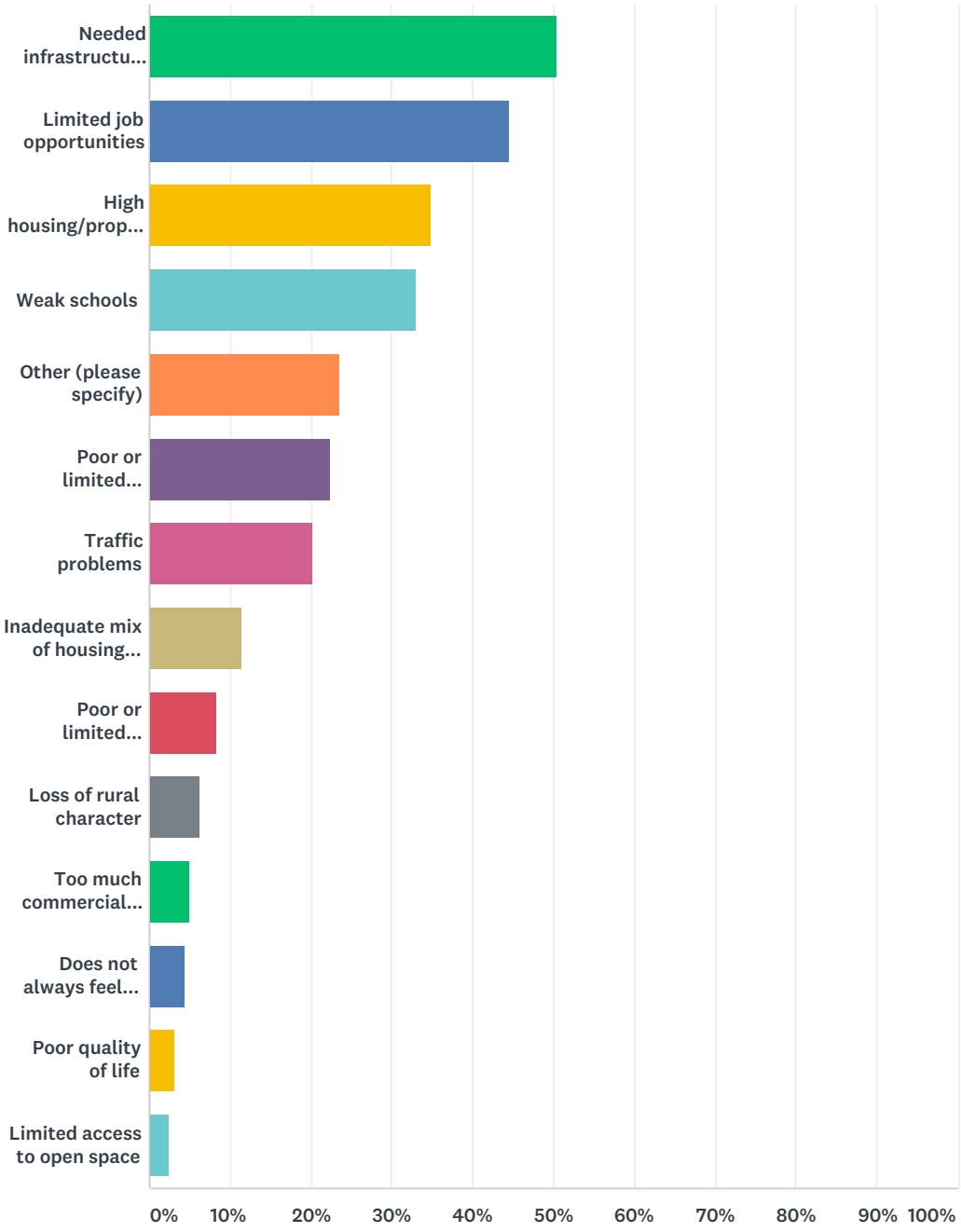


ANSWER CHOICES	RESPONSES	
Small town feel	49.04%	77
Proximity to jobs or serivces in other communities	43.95%	69

People in the community	30.57%	48
Rural character and open space	29.94%	47
Sense of safety	29.30%	46
Favorable quality of life	24.20%	38
Housing/property is affordable	23.57%	37
Recreational opportunities	17.83%	28
Goods and services available right in Lisbon	12.10%	19
Good schools	11.46%	18
Good mix of housing options	5.73%	9
Good town services	5.10%	8
Road maintenance	3.18%	5
Other (please specify)	3.18%	5
Good job opportunities	1.27%	2
Total Respondents: 157		

Q41 From the following list, please select what you believe are the top three disadvantages to living in Lisbon. Please choose no more than three.

Answered: 157 Skipped: 14

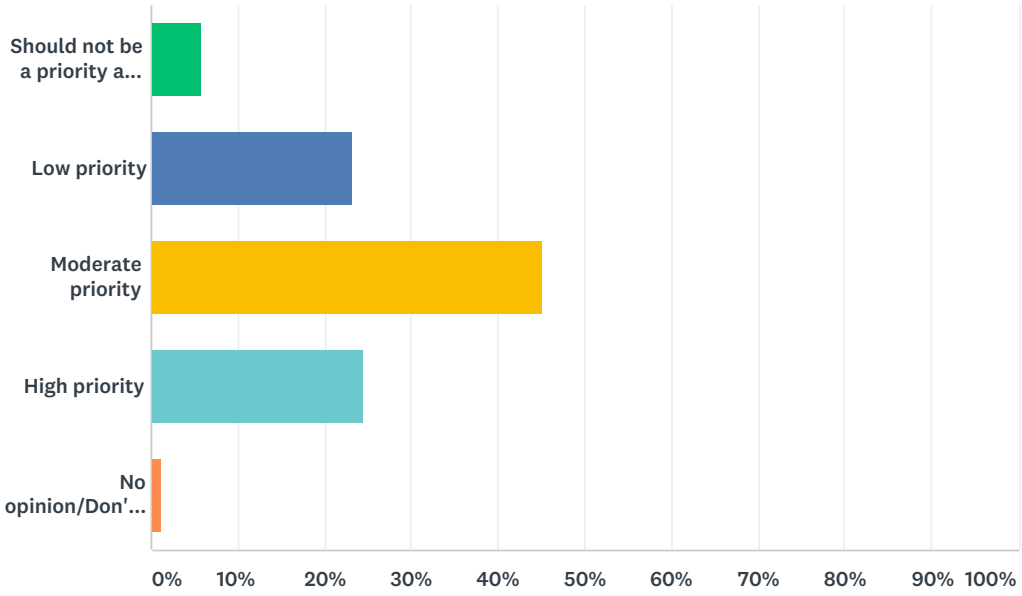


ANSWER CHOICES	RESPONSES	
Needed infrastructure improvements, like roads or public water and wastewater systems	50.32%	79
Limited job opportunities	44.59%	70
High housing/property costs	35.03%	55

Weak schools	33.12%	52
Other (please specify)	23.57%	37
Poor or limited services provided by the Town	22.29%	35
Traffic problems	20.38%	32
Inadequate mix of housing options	11.46%	18
Poor or limited recreational opportunities	8.28%	13
Loss of rural character	6.37%	10
Too much commercial development	5.10%	8
Does not always feel safe	4.46%	7
Poor quality of life	3.18%	5
Limited access to open space	2.55%	4
Total Respondents: 157		

Q42 Encouraging new residential development

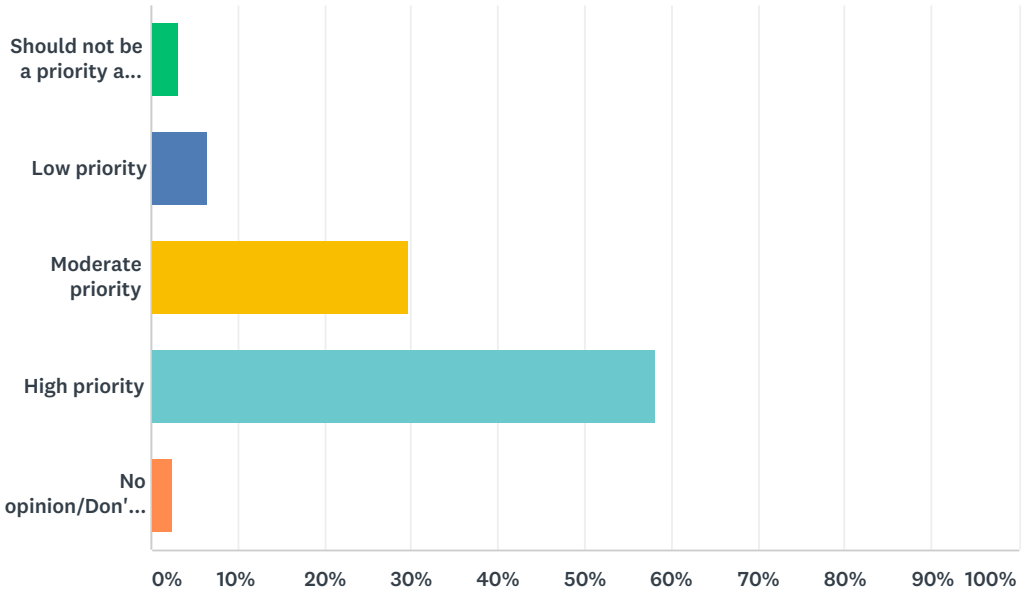
Answered: 155 Skipped: 16



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	5.81%	9
Low priority	23.23%	36
Moderate priority	45.16%	70
High priority	24.52%	38
No opinion/Don't know	1.29%	2
TOTAL		155

Q43 Improving the Lisbon school system

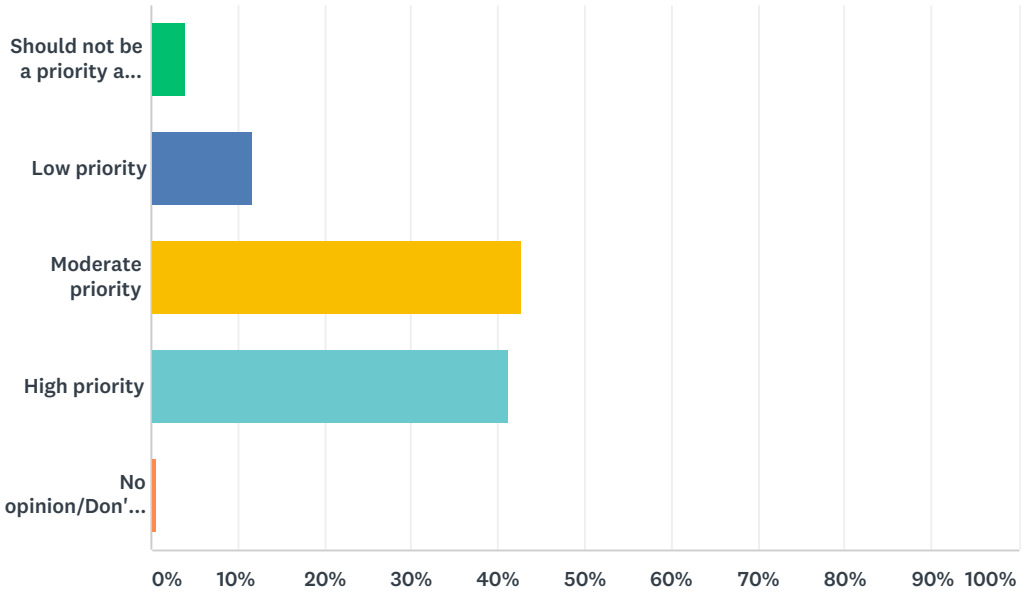
Answered: 155 Skipped: 16



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	3.23%	5
Low priority	6.45%	10
Moderate priority	29.68%	46
High priority	58.06%	90
No opinion/Don't know	2.58%	4
TOTAL		155

Q44 Encouraging commercial devlopment

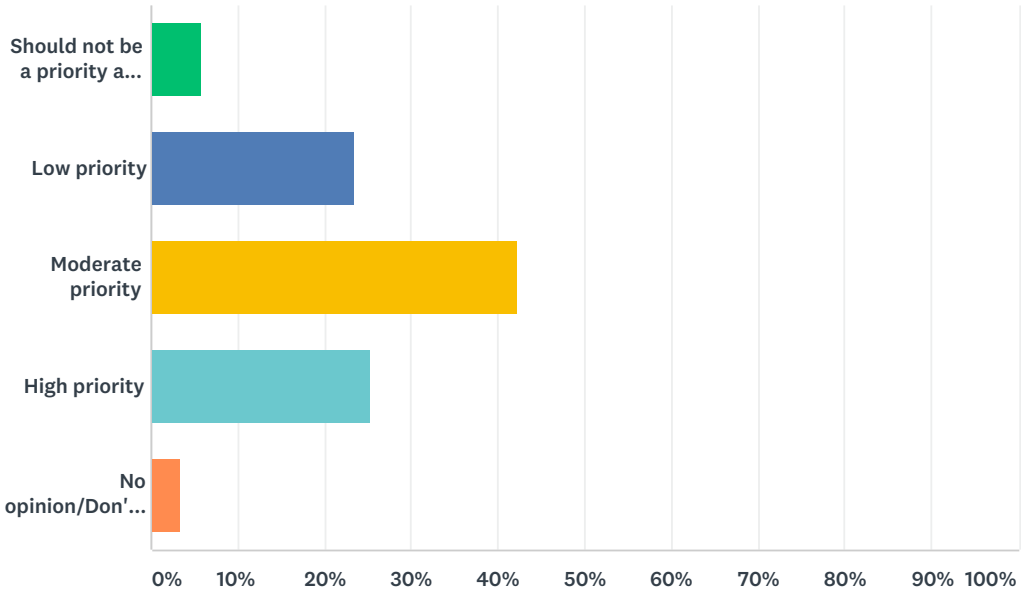
Answered: 155 Skipped: 16



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	3.87%	6
Low priority	11.61%	18
Moderate priority	42.58%	66
High priority	41.29%	64
No opinion/Don't know	0.65%	1
TOTAL		155

Q45 Improving public safety services (police & fire)

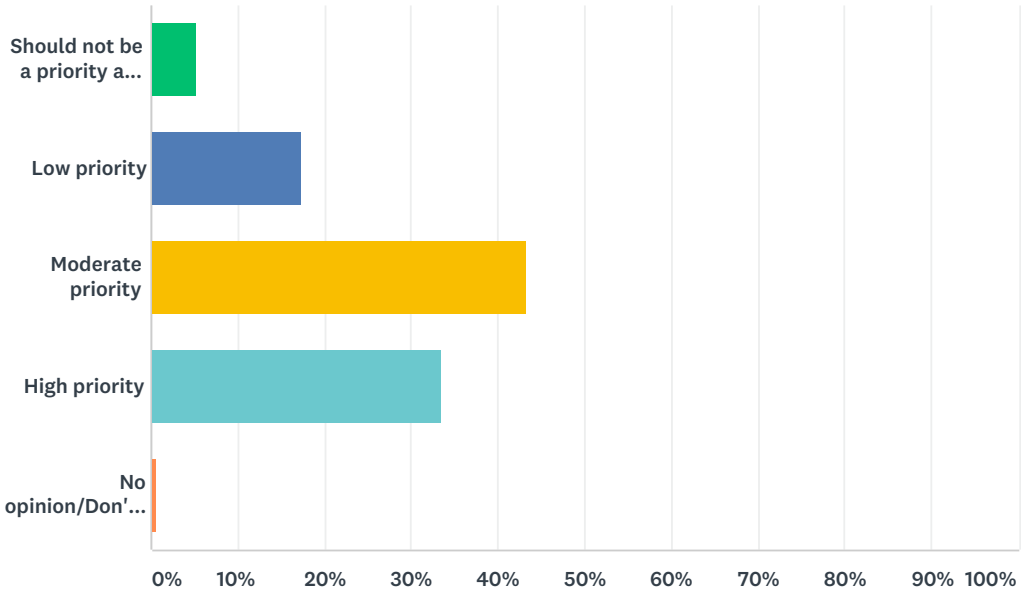
Answered: 154 Skipped: 17



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	5.84%	9
Low priority	23.38%	36
Moderate priority	42.21%	65
High priority	25.32%	39
No opinion/Don't know	3.25%	5
TOTAL		154

Q46 Maintaining Lisbon's rural character

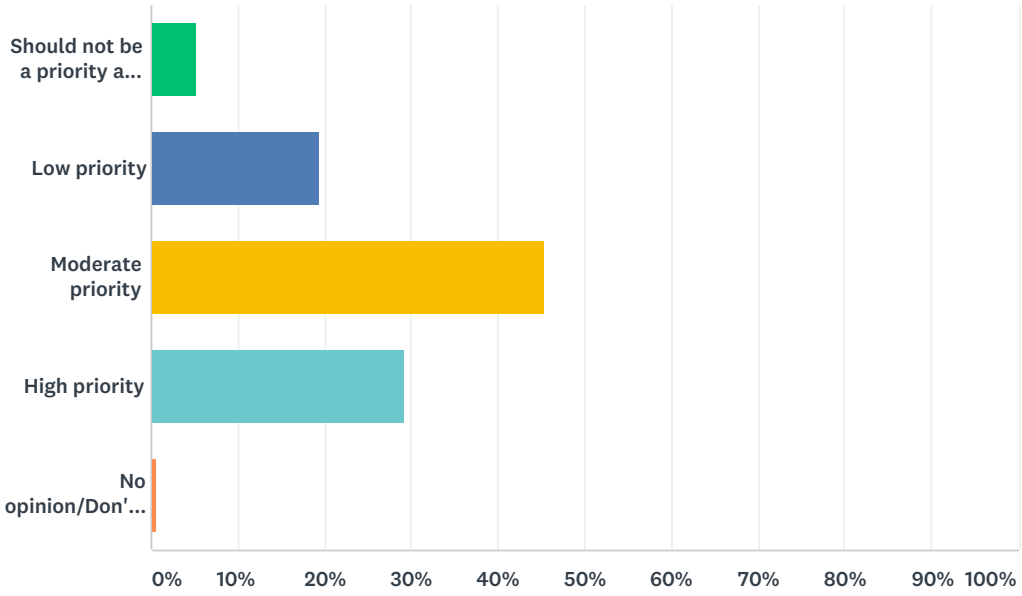
Answered: 155 Skipped: 16



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	5.16%	8
Low priority	17.42%	27
Moderate priority	43.23%	67
High priority	33.55%	52
No opinion/Don't know	0.65%	1
TOTAL		155

Q47 Improving traffic flow in the commercial areas

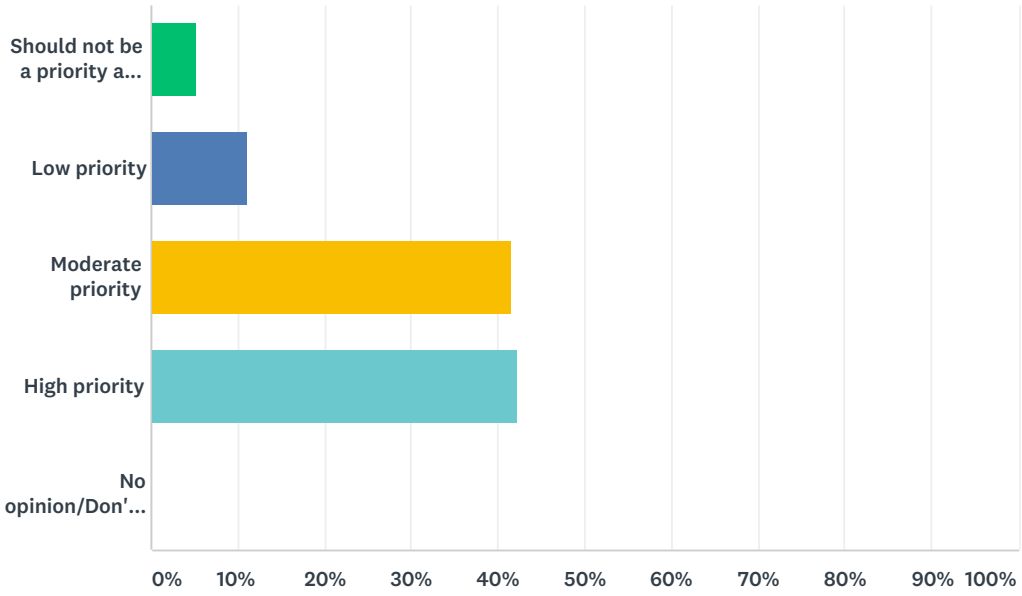
Answered: 154 Skipped: 17



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	5.19%	8
Low priority	19.48%	30
Moderate priority	45.45%	70
High priority	29.22%	45
No opinion/Don't know	0.65%	1
TOTAL		154

Q48 Programs to improve the look and feel of the built up areas of town

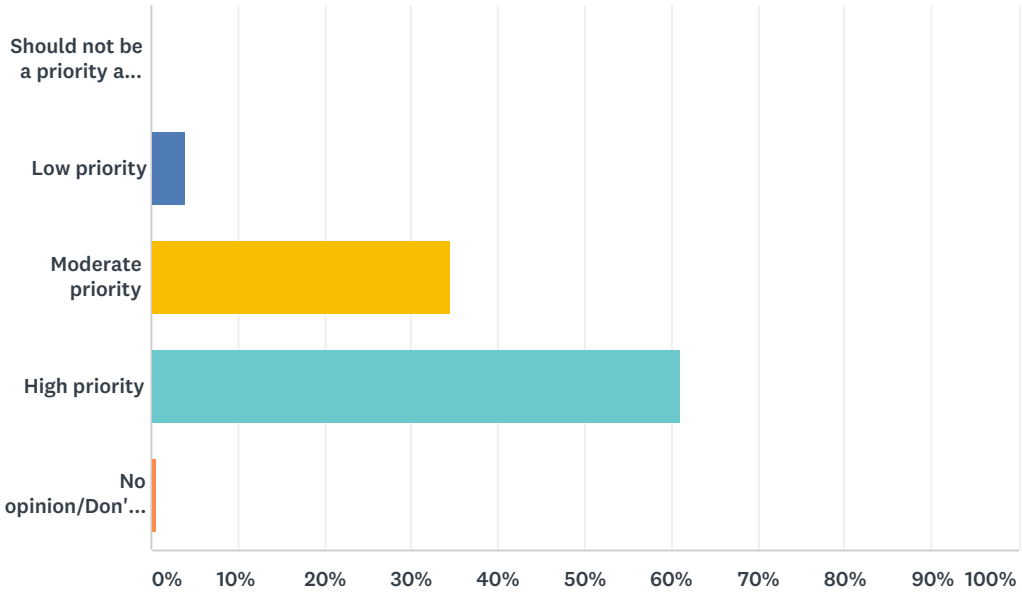
Answered: 154 Skipped: 17



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	5.19%	8
Low priority	11.04%	17
Moderate priority	41.56%	64
High priority	42.21%	65
No opinion/Don't know	0.00%	0
TOTAL		154

Q49 Maintaining and improving roads

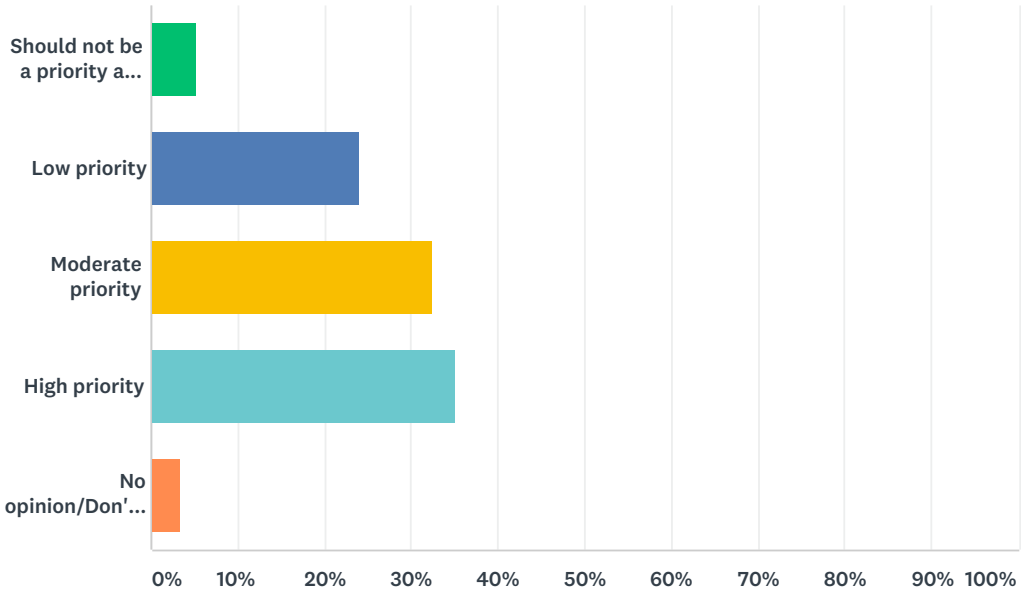
Answered: 154 Skipped: 17



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	0.00%	0
Low priority	3.90%	6
Moderate priority	34.42%	53
High priority	61.04%	94
No opinion/Don't know	0.65%	1
TOTAL		154

Q50 Protecting undeveloped open space, fields, and forested lands

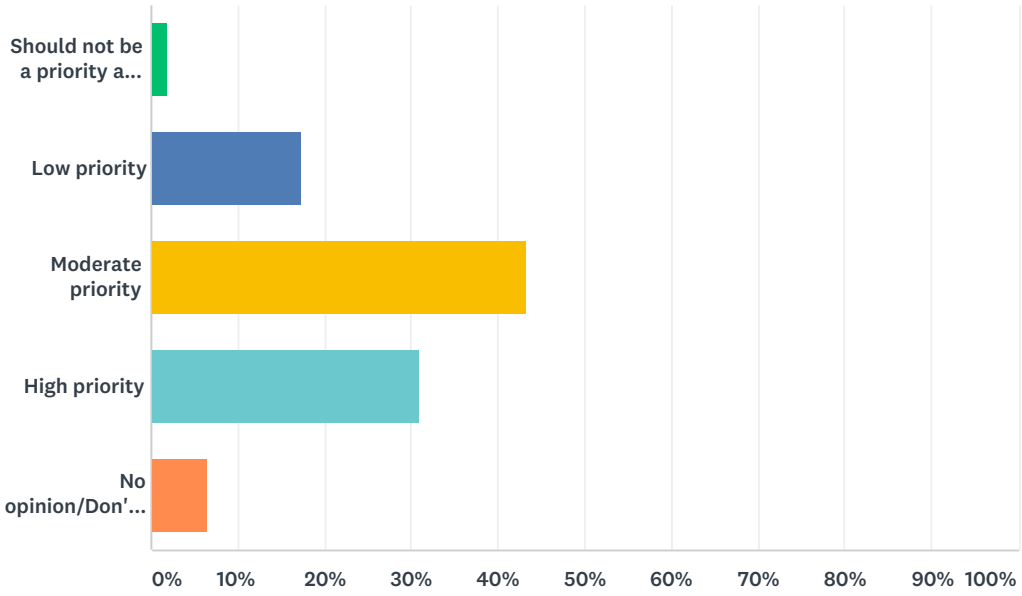
Answered: 154 Skipped: 17



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	5.19%	8
Low priority	24.03%	37
Moderate priority	32.47%	50
High priority	35.06%	54
No opinion/Don't know	3.25%	5
TOTAL		154

Q51 Adding programs and services for youth

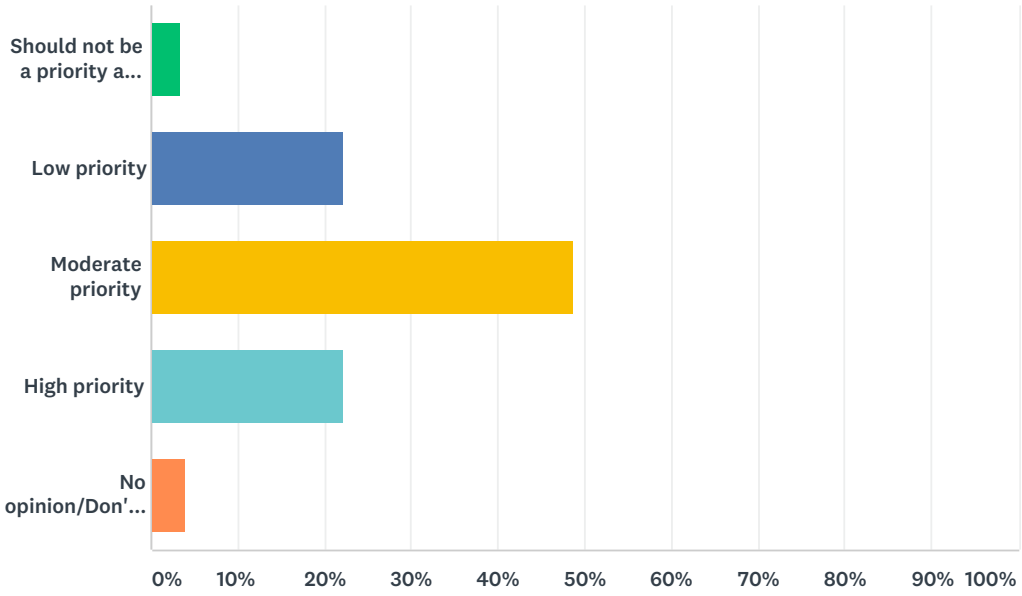
Answered: 155 Skipped: 16



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	1.94%	3
Low priority	17.42%	27
Moderate priority	43.23%	67
High priority	30.97%	48
No opinion/Don't know	6.45%	10
TOTAL		155

Q52 Increasing recreational opportunities in Lisbon

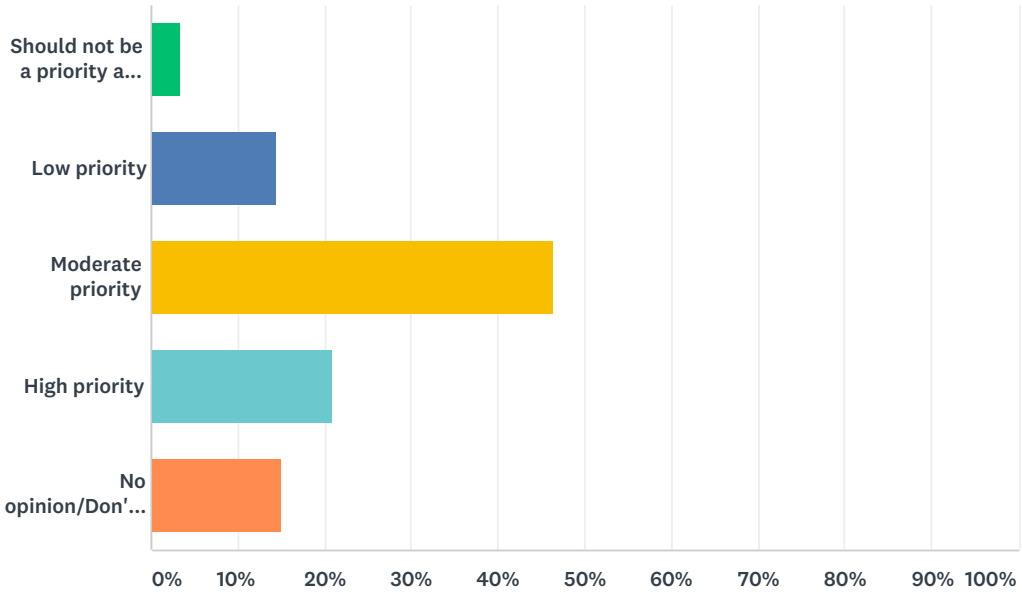
Answered: 154 Skipped: 17



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	3.25%	5
Low priority	22.08%	34
Moderate priority	48.70%	75
High priority	22.08%	34
No opinion/Don't know	3.90%	6
TOTAL		154

Q53 Adding programs and services for senior citizens

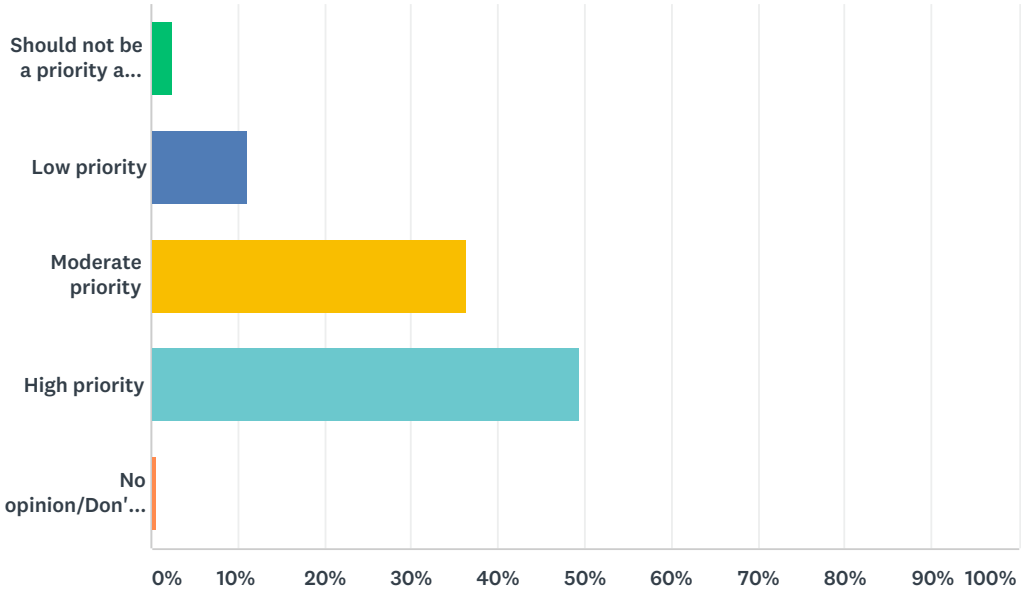
Answered: 153 Skipped: 18



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	3.27%	5
Low priority	14.38%	22
Moderate priority	46.41%	71
High priority	20.92%	32
No opinion/Don't know	15.03%	23
TOTAL		153

Q54 Encouraging economic development initiatives focused on job creation

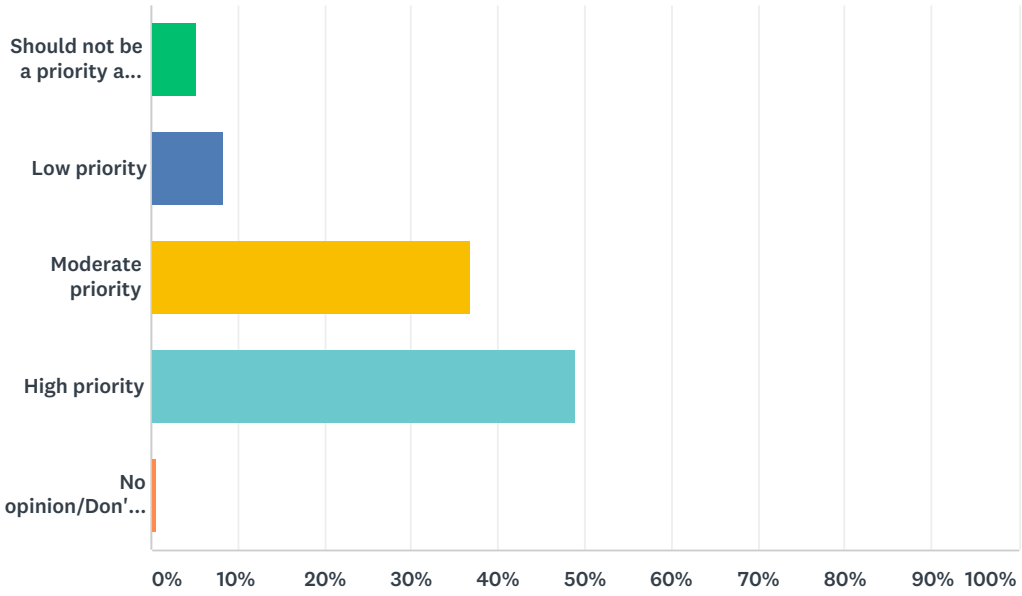
Answered: 154 Skipped: 17



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	2.60%	4
Low priority	11.04%	17
Moderate priority	36.36%	56
High priority	49.35%	76
No opinion/Don't know	0.65%	1
TOTAL		154

Q55 Improving the variety and types of businesses in Lisbon

Answered: 155 Skipped: 16



ANSWER CHOICES	RESPONSES	
Should not be a priority at all	5.16%	8
Low priority	8.39%	13
Moderate priority	36.77%	57
High priority	49.03%	76
No opinion/Don't know	0.65%	1
TOTAL		155

Q56 Are there other priorities that the Town should be considering?

Answered: 49 Skipped: 122

Note: Responses to open ended questions are available at the Code Enforcement desk in the Town Office.

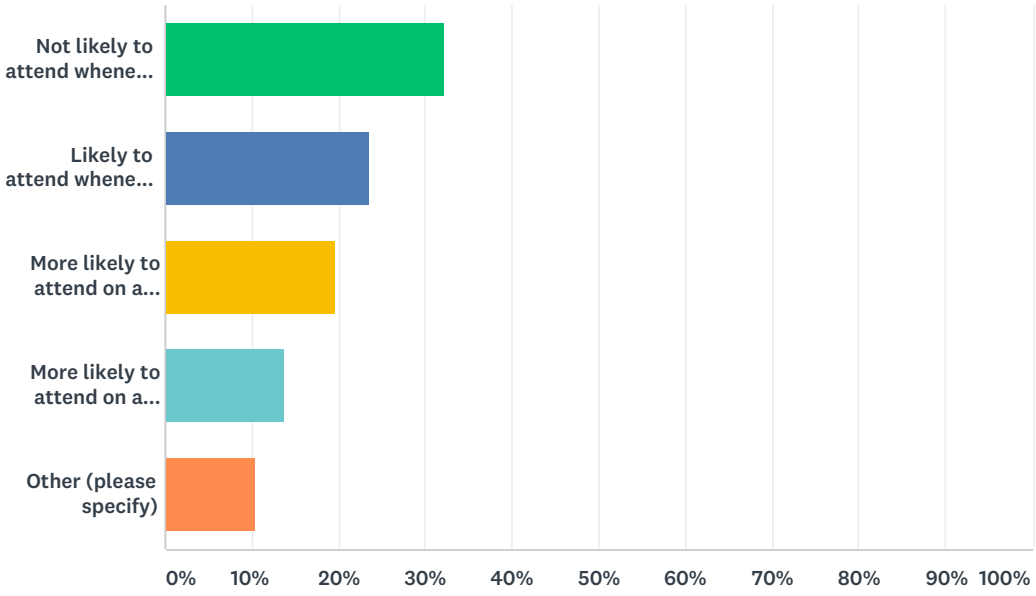
Q57 What other thoughts or observations would you like to share about Lisbon?

Answered: 61 Skipped: 110

Note: Responses to open ended questions are available at the Code Enforcement desk in the Town Office.

Q58 There will be a Future Land Use workshop held this spring to help the Town think about where to make future investments, where to direct and incentivize most of Lisbon's future growth and to identify parts of Town that should not see much growth and development in the future. For planning purposes, would you be...

Answered: 152 Skipped: 19



ANSWER CHOICES	RESPONSES	
Not likely to attend whenever it is scheduled	32.24%	49
Likely to attend whenever it is scheduled	23.68%	36
More likely to attend on a Thursday night	19.74%	30
More likely to attend on a Saturday morning	13.82%	21
Other (please specify)	10.53%	16
TOTAL		152

Q59 If you are interested in staying up-to-date with notices about planning in Lisbon, please supply your email address below.

Answered: 42 Skipped: 129

Note: Responses to open ended questions are available at the Code Enforcement desk in the Town Office.