

# **LISBON COMPREHENSIVE PLAN UPDATE**



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**LISBON  
COMPREHENSIVE  
PLAN  
UPDATE  
SECTION I**

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



## **I**ntroduction

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

### **O**verview

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.

### **P**olicy

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.

### **S**trategies

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

Assess the feasibility of a reduction in property tax assessment upon historic structures as an incentive to maintain historic qualities.

Responsibility/Time Frame Council, Assessors & Historical Society/Mid

Amend the Zoning Ordinance to include provisions that require a special permit before a National Register Historic Structure or historic structure identified by the Lisbon Historical Society is altered or demolished.

Responsibility/Time Frame Planning Board & Historical Society/Short

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.

### **O**verview

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 States Growth Manage 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 between 2000-2004 of residential development meeting the definition of affordable housing.

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 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 mobile home park expansions within the General Residential District and Rural Residential District and that are within 1,000 feet from a General Residential District that may be served by public sewer and water.

Responsibility/Time Frame

Planning Board/Short

Amend the Subdivision and Zoning Ordinances to allow Great American Neighborhood type development.

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.

### **O**verview

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**

Lisbon is a member of School Union 30 with the Town of Durham. There are three 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 K-6 with a 2005 enrollment of 767 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 7 and 8 with a total enrollment in 2005 of 230 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, which is not handicapped accessible. The cafeteria shares space with the physical education program with limited storage space for both programs.

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 2005 is 464 students. There are two portables (four classrooms) in use at the high school in addition to the permanent structure.

The Lisbon School Department has applied three times to the State for funding of a major capital improvement project at the high school. The high school was rated #27 on the state's list of projects with the top 13 projects receiving funding. The next round of applications for state funding of projects is anticipated in June 2008. There are significant concerns about the heating and ventilation systems at the high school. Window sills are rotting. The gymnasium and several other program spaces are substandard when considered in light of state recommendations. If state funding is not available within a few years, Lisbon will need to consider possible local funding to correct these issues. Since 1989 total resident school enrolment has decreased by 240 students. While secondary enrollment has remained steady there has been a 20% decline in elementary enrollment.

### **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 consolidation 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.

## **P**olicy

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.

## **S**trategies

Before constructing water system extensions, the Water Commission should submit the location and purpose for the proposed extensions to the Planning Board. The Planning Board shall assess

the proposed extensions and its impacts upon development patterns based upon the Future Land Use Plan and provide the Water Commission with its recommendations.

Responsibility/Time Frame                      Water Commission & Planning Board/Ongoing

Develop Zoning Ordinance provisions that will implement the land use regulations for wellhead protection including the property adjacent to the Moody Well.

Responsibility/Time Frame                      Planning Board/Short

Before constructing sewer system extensions, the Sewer Department should submit the location and purpose for the proposed extensions to the Planning Board. The Planning Board shall assess the proposed extensions and its impacts upon development patterns based upon the Future Land Use Plan and provide the Sewer Department with its recommendations.

Responsibility/Time Frame                      Sewer Department/Ongoing

Require, through ordinances, that when sewer lines are improved, individual private stormwater connections are removed.

Responsibility/Time Frame                      Sewer Department/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

Develop ordinance provisions that provide for the assessment of the capacity of public facilities and services to serve major new developments or redevelopment projects.

Responsibility/Time Frame                      Planning Board/Short

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.

### **O**verview

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. Lisbon still hosts one paper mill. The Knight-Celotex Mill that produces fiberboard products used in the housing industry.

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 offices of Enterprise Electric in the 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 a 20,000 square foot building. Tax Increment Financing and Credit Enhancements have been used in these projects.

The Office is currently focusing on projects to enhance the growing demand for land and buildings within Lisbon. A priority is the creation and development of a major industrial site to allow the relocation of businesses to continue. Other initiatives include.



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

Work with the private sector and assist in the redevelopment of the Worumbo Mill site.

Responsibility/Time Frame Economic Development Office /Ongoing

Acquire and develop the Maine Electronic 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

Assess the feasibility of the creation of Tax Increment Financing (TIF) district that includes the Worumbo Mill site and the Lisbon Falls Village as an avenue to encourage economic growth in the Falls.

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



## PLANNING TOPIC

## Transportation System

State goals relating to planning issue:

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.

### 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. Over the years several design alternatives have been recommended to improve 196 ranging from widening to four lanes within the existing right-of-way to a complete bypass of the existing route. A new Transportation System Management Study is programmed for 2006.

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.

### 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.

In the long term (more than 10 years) a bypass should remove commuter traffic from 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 the three Villages.

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

Maintain the Lisbon Connection commuter bus service.

## **S**trategies

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

Amend the Street Construction Ordinance to allow the construction of privately-owned streets serving residential, commercial and industrial areas.

Responsibility/Time Frame:

Planning Board/Short

Amend the Zoning and Subdivision Ordinances to require sidewalks in developments that abut existing areas served by sidewalks and developments that will generate significant pedestrian traffic.

Responsibility/Time Frame

Planning Board/Short

Amend the Zoning and Subdivision Standards to included access management standards for the Route 196 corridor.

Responsibility/Time Frame

Planning Board/Short

## **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.

### **O**verview

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.

## **P**olicy

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.

Maintain the quality of all surface waters located within its boundaries.

## **S**trategies

Amend the Zoning Ordinance and Subdivision Ordinances to require a high intensity soil survey in new developments which meet pre-established criteria.

Responsibility/Time Frame

Planning Board/Short

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

Amend the Subdivision Ordinance to allow the Planning Board to require cluster/open space subdivisions in woodland areas and to require the submission of management plans for the residue woodland.

Responsibility/Time Frame Planning Board/Short

Amend ordinances to include buffers which maintain suitable riparian habitat adjacent to non shoreland zoned streams and wetlands when development is proposed.

Responsibility/Time Frame Planning Board/Short

Before approving any development within or adjacent to an identified deer wintering area, request the Department of Inland Fisheries and Wildlife to review the development proposal to assess potential impacts and make recommendations for mitigation. The Planning Board should consider such recommendations in development approval.

Responsibility/Time Frame Planning Board/Ongoing

Zone wetlands rated as moderate or high value for wildlife habitat by the Maine Department of Inland Fisheries and Wildlife as resource protection to include 250 foot buffers from their upland edge.

Responsibility/Time Frame Planning Board/Short

Administer and enforce the Floodplain Management Ordinance.

Responsibility/Time Frame: Code Enforcement Officer/Ongoing

Amend ordinances to allow an assessment by the Planning Board of the impact upon identified scenic sites and views caused by the proposed development and grant the Board authority to require proposed development which is found to impact identified scenic sites and views to minimize negative impacts.

Responsibility/Time Frame Planning Board/Short & Ongoing

Amend ordinances to allow the Planning Board to provide for reasonable public access to Identified Scenic Views in their consideration of development approval.

Responsibility/Time Frame Planning Board/Short

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

Amend Ordinances to contain provisions to allow the Planning Board to require information concerning the impact proposed development on rare and endangered species and require measures to minimize impacts upon them.

Responsibility/Time Frame Planning Board/Short

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

Amend Ordinances to include provisions which require the assessment of the impact of storm water runoff on the quality of any receiving body of water.

Responsibility/Time Frame                      Planning Board/Short

Amend ordinances to require erosion and sedimentation control measures for all development.

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 ordinance standards to manage stormwater including areas above development sites.

Responsibility/Time Frame                      Planning Board/Short

## 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.

### **O**verview- 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 purchases 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.

## **P**olicies

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.

## **S**trategies

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

## **O**verview-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.

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.

## **P**olicies

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 include design criteria for new or redeveloped commercial/retail and industrial structures.

Responsibility/Time Frame                      Planning Board/Short

Amend ordinances to include standards for landscaping, sign size and design, access and parking lot layout standards for non residential development.

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

Work with the owners of the Worumbo Mill to promote its redevelopment.

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

Amend Ordinance to encourage redevelopment along Village Street.

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.

There are currently five major industrial areas within Lisbon. The Knight Celotex Mill, located on the Lisbon/Topsham border, contains approximately 14 acres. The Worumbo Mill site and adjacent hydroelectric facility is the major traditional industrial site in Lisbon Falls covering approximately 16 acres. 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 Maine Electronics site (the firm closed in 1990) located on the shores of the Sabattus River is Lisbon Village's primary industrial area.

## **P**olicies

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.

Manage home based businesses/home occupation to protect residential areas.

Assure a high aesthetic quality of new commercial development.

## **S**trategies

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 to include standards for landscaping, appearance, access and parking lot layout standards for commercial/business development.

Responsibility/Time Frame                      Planning Board/Short

Amend ordinances standards to included access management standards and internally linking between adjacent businesses.

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

Amend the zoning ordinance to provide for the regulation of home occupations based on intensity, amount of traffic generated, visibility of the occupation and development density and zoning district.

Responsibility/Time Frame                      Planning Board/Short

Amend the zoning ordinance to include a floating industrial zone with the following minimum language.

- The minimum size of the area(s) to be zoned shall not be less than 50 acres.
- The areas(s) to be zoned is served by adequate infrastructure including water and sewer, or should be near enough to existing facilities that service is clearly feasible.
- The area(s) to be zoned have adequate transportation and traffic facilities available or readily developable.
- Industrial uses in the area(s) to be rezoned are compatible with adjacent zones and land uses.
- The zone shall be affixed not more than two times without amendment to the comprehensive plan.

Responsibility/Time Frame                      Planning Board/Short

## **O**verview- 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.

Since 1994 a total of 229 new housing units have been added in Lisbon. The majority of these have been constructed or placed in the General Residential and Limited Residential zoning districts. The Alora Street area in the Falls and Beach Street area in the Village have seen a significant level of residential development. These areas are served by public water and sewer and other public infrastructure. Only about 20% of new housing has been located in the two rural zones, Rural Open Space and Rural Residential.

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.

## **P**olicies

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.

## **S**trategies

Require as an element of subdivision review an assessment of proposed residential development impacts upon the road system.

Responsibility/Time Frame

Planning Board/Ongoing

Amend the Zoning Ordinance to encourage in-fill residential development through a density bonus of up to 10%.

Responsibility/Time Frame

Planning Board/Short

Amend the zoning ordinance to restrict uses not compatible with residential uses in zones when the primary purpose is residential.

Responsibility/Time Frame

Planning Board/Short

Amend the zoning ordinance to provide for the regulation of home occupations based on intensity, amount of traffic generated, visibility of the occupation and development density and zoning district.

Responsibility/Time Frame

Planning Board/Short

## **O**verview- 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 “Gateways” 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

Amend Subdivision and Zoning Ordinances to contain provisions that require proposed commercial subdivisions adjacent to Route 196 to utilize shared or common access points.

Responsibility/Time Frame

Planning Board/Short

Amend ordinances to included access management standards for new and redevelopment adjacent to Route 196.

Responsibility/Time Frame

Planning Board/Short

Develop a master plan to transform the Route 196 corridor into an attractive gateway.

Responsibility/Time Frame

Economic Development Office/Planning Board/Mid

## 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. The Maine Department of Transportation has identified Route 9 as a backlog highway meaning it is a substandard highway and in need of reconstruction. Reconstruction is anticipated to be completed by 2011.

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.

## **P**olicies

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.

## **S**trategies

Amend Ordinances to limit entrances onto Route 9 through access management standards.  
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 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 access to the Androscoggin River.

## Strategies

Amend the Zoning and Subdivision Ordinances to require a set aside of open space 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, a payment in lieu should be required to be used for open space recreation acquisition and development or improvement by the town.

Responsibility: Planning Board/Short

*Lisbon Comprehensive Plan Update  
Amended  
April 19, 2011*

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/ball field area at the at the Worumbo Mill.

Responsibility: Economic Development Office/Mid.

Continue to seek funding for the greenbelt trail system 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.

Responsibility/Time Frame Planning Board/Short

# FUTURE LAND USE PLAN

## 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. Principles 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.

The following presents a description of the major land use categories included in the Future Land Use Plan and Map.

1. Special Protection Areas: Certain areas within Lisbon warrant special protection due to the likelihood of degradation as the result of various land use and development activities. Land use activities within these areas require stricter regulations than in other locations.

Special Protection Areas include the following and are identified on the Future Land Use Map:

- a. significant ground water supply areas (sand and gravel aquifers) and well head protection areas; (These areas may allow development with suitable safeguards to assure ground water protection.)
- b. 100-year floodplains; (These areas should prohibit structural development except in existing developed areas where flood protection measures contained in the Floodplain Management Ordinance should be enforced.)
- c. wetlands and the land immediately adjacent to them; (Development in these areas should be regulated to protect wetlands values.)
- d. critical wildlife habitats and travel corridors;
- e. continuous slopes of two or more acres in excess of 25%; (These areas should prohibit development.)
- f. shoreland areas; and (Buffer areas should be enacted which maintain the riparian habitat and water quality.)
- g. critical and significant natural resource areas. (These areas include wildlife habitats that should be regulated to maintain values.)

*For the purposes of the Growth Management Law Special Protection Areas may be located in both Growth and Rural Areas.*

2. Rural/Open Space Area I. Although Lisbon is the third most densely populated community in Androscoggin County, it does contain active agricultural areas and associated large tracts of undeveloped land or open space. These areas are important in the presentation of Lisbon's characteristics. For the planning period (2006-2016), these areas should be maintained primarily as rural and low density residential. Commercial uses related to the sale of agricultural products and home occupations are appropriate, as are public and semi-public uses. Residential subdivision development that occurs should be required to be of cluster or open space design with the resulting open space permanently reserved as open space. Residential densities should not be less than one unit per 100,000 square feet with minimum frontages of 300 feet. Frontage requirements would be waived for cluster development.

*For the purposes of the Growth Management Law the Rural/Open Space Area I is a Rural Area.*

3. Rural/Open Space Area II. These areas are important to maintaining the agricultural base of Lisbon's. For the planning period (2006-2016), these areas should be maintained primarily for production agriculture and residential uses that support those uses. Commercial uses related to the sale of agricultural products, outdoor recreation and activities that support continued farming are appropriate in this area. Permitted and conditional uses in the Rural Open Space II Area will be further defined in the Zoning Ordinance. The subdivision of land for residential purposes would be prohibited. New residential development here will be located on lots with not less than 60,000 square feet or not more than 100,000 square feet. All lots must have frontage on a publically maintained road/street.

*For the purposes of the Growth Management Law the Rural/Open Space Area II is a Rural Area.*

4. Residential: Residential development can have a significant impact upon the community. The density of residential development establishes community character, as well as impacts upon natural resources. The Future Land Use Plan establishes the following residential development areas which are based upon natural constraints and the current and future accessibility of municipal services.
  - a. Rural Residential Area: The rural residential district comprises the south-west portion of Lisbon. This area is beyond current public sewer and water service and extensions to the district should not be undertaken except to address health problems. The purpose of the rural residential area is to provide for low and medium density rural residential areas in an urban environment while protecting the open character of the area. Agricultural, single-family residential, cluster development, home occupations, civic and institutional uses are appropriate here. Individual residential lots will be a minimum of 60,000 square feet in non sewerred areas.

*For the purposes of the Growth Management Law the Rural Residential Area is a Rural Area.*

- b. Limited Rural Residential Area: The purpose of the limited rural residential area is to provide for low and medium density rural residential areas in an urban environment while protecting the open character of the area. Agricultural single-family residential cluster development, home occupations, civic and institutional uses are appropriate here. Mobile homes are prohibited in this area. Individual residential lots will be a minimum of 60,000 square feet in non sewerred areas.

*For the purposes of the Growth Management Law the Limited Rural Residential Area is a Rural Area.*

- c. General Residential Areas: These areas are intended to include developed residential neighborhoods serviced and not serviced by public water and sewer systems. In addition to single-family residential, multi-family development and mobile home park development when served by sewer and water should be permitted. These areas should be primarily residential, however, other land uses appropriate and compatible with residential neighborhoods should be permitted. These include public and semi-public uses and commercial uses associated with residential areas such as professional offices and small businesses. New residential subdivision development in these areas should include neighborhood open space areas. Densities for single family dwellings should not exceed 1 unit per 25,000 square feet where public sewer and water is not available and 4 units per acre where there is sewer and water.

*For the purposes of the Growth Management Law the General Residential Area is a Growth Area.*

- d. Limited Residential: The purpose of this area is to provide for medium density urban residential areas of single and two family detached dwellings and their public and institutional use. Mobile homes will be prohibited. Low impact home occupations would be allowed. It is designed to assure a family living environment in an urban setting and the lot size requirements that provide adequate yard space. These areas are devoted to primarily single-family residential development although public and semi-public uses are appropriate. Cluster development is also a permissible development technique. Densities for single family dwellings will not exceed 1 unit per 30,000 square feet where public sewer and water is not available and 2.5 units per acre where there is sewer and water.

*For the purposes of the Growth Management Law the Limited Residential Area is a Growth Area.*

5. Village Areas: These areas include the historic village centers of Lisbon and Lisbon Falls. The purpose of these areas is to provide for a variety of land uses in a village setting where residential, public, semi-public, service and retail activities have been commonly mixed. It is a major focus of the comprehensive plan to maintain and enhance the vitality of these villages. Development regulations should be flexible to provide for a continuation of traditional village activities including single and multi-family, public and semi-public uses, business offices, retail stores, service establishments, service establishments, eating places and recreation uses. The village areas are served by water and sewer, thus residential densities may be as great as 14 units per acre and eight individual residential lots per acre. Lot coverage will not exceed 75%.

*For the purposes of the Growth Management Law Village Areas are Growth Areas.*

6. Diversified Development Area: This area encompasses the land area southwest of Route 196 in Lisbon Center. . It is the purpose of this area to allow the diversification of various uses and buildings in a planned manner to avoid the disadvantages of strip

development through limiting the number of access points. Development of the area will be guided through development plans which present appropriate orientation, density and uses compatible for a village setting.

Development plans should include: a vehicle and pedestrian circulation plan that allows for appropriate internal movement of vehicles and people; the location and characteristics of buffers to separate uses and the location of parking areas and open spaces. For commercial and residential uses, open space shall be dedicated. Such open space may be on the specific lot or within the district. A suitable buffer area should be maintained between Route 196 and structures in the district.

A mixture of uses typically found in village environments should be allowed. These include residential uses (not including mobile homes) business offices, professional offices, retail stores, eating places, light manufacturing, public, semi-public and institutional facilities. Where non-residential and residential uses adjoin, a buffer should be required to allow appropriate separation of uses.

*For the purposes of the Growth Management Law the Diversified Development Area is a Growth Area.*

7. Route 196 Corridor Area: This area, approximately 500 feet deep along Route 196, is an important element of the future land use plan. Because of its major traffic carrying function, land use should not aggravate existing traffic conditions. In addition it serves as the primary gateway to the community. Although much of the corridor is developed, there is redevelopment potential and several sites yet to be developed. It is intended that new development be managed to avoid the detrimental effects of commercial strip development. Limiting the number of curb cuts per use is a primary technique as well as site review standards.

*For the purposes of the Growth Management Law the Route 196 Corridor Area is a Growth Area.*

8. Route 9 Corridor Area: The Route 9 corridor connects the new Turnpike interchange in Sabattus with Route 196 in Lisbon Falls. It is expected that as the result of that interchange traffic volumes on Route 9 will increase. The Maine Department of Transportation will reconstruct Route 9 during the planning period.

Current land use characteristics from Higgins Road north to the Sabattus Town line are low density residential development and open space. Increased traffic and reconstruction of Route 9 could make the Route 9 corridor attractive for commercial type development. Based on current development patterns the Route 9 should continue as a location for low density residential development.

*For the purposes of the Growth Management Law the Route 9 Corridor Area is a Rural Area.*

9. Commercial Areas: These areas are intended to provide locations for a wide range of commercial/business type uses. They include areas adjacent to Route 196 and areas that can be developed into commercial type business parks. Development standards need to be flexible to allow for modern, innovative attractive developments.

*For the purposes of the Growth Management Law Commercial Areas are Growth Areas.*

10. Industrial Areas: These areas include existing locations of industrial development and land areas for future industrial development. Because of the intensity of use, the areas should be buffered from less intensive uses and serviceable by adequate sewer and water and transportation systems.

*For the purposes of the Growth Management Law Industrial Areas are Growth Areas.*

11. Trail System: The town of Lisbon has been working to establish an integrated system of on-road and off-road routes that connect the villages of Lisbon Falls, Lisbon Center and Lisbon. When completed this trail system will be a four-season, non-motorized, multipurpose transportation and recreation facility that will serve several 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 and with the East Coast Greenway.

12. Route 196 Bypass Corridor: A potential exists for a new highway to be developed that would bypass a significant portion of the existing Route 196. If this occurs during the planning period, the new highway should be considered as being limited access to prohibit a new area of highway strip development. This area has not been determined.

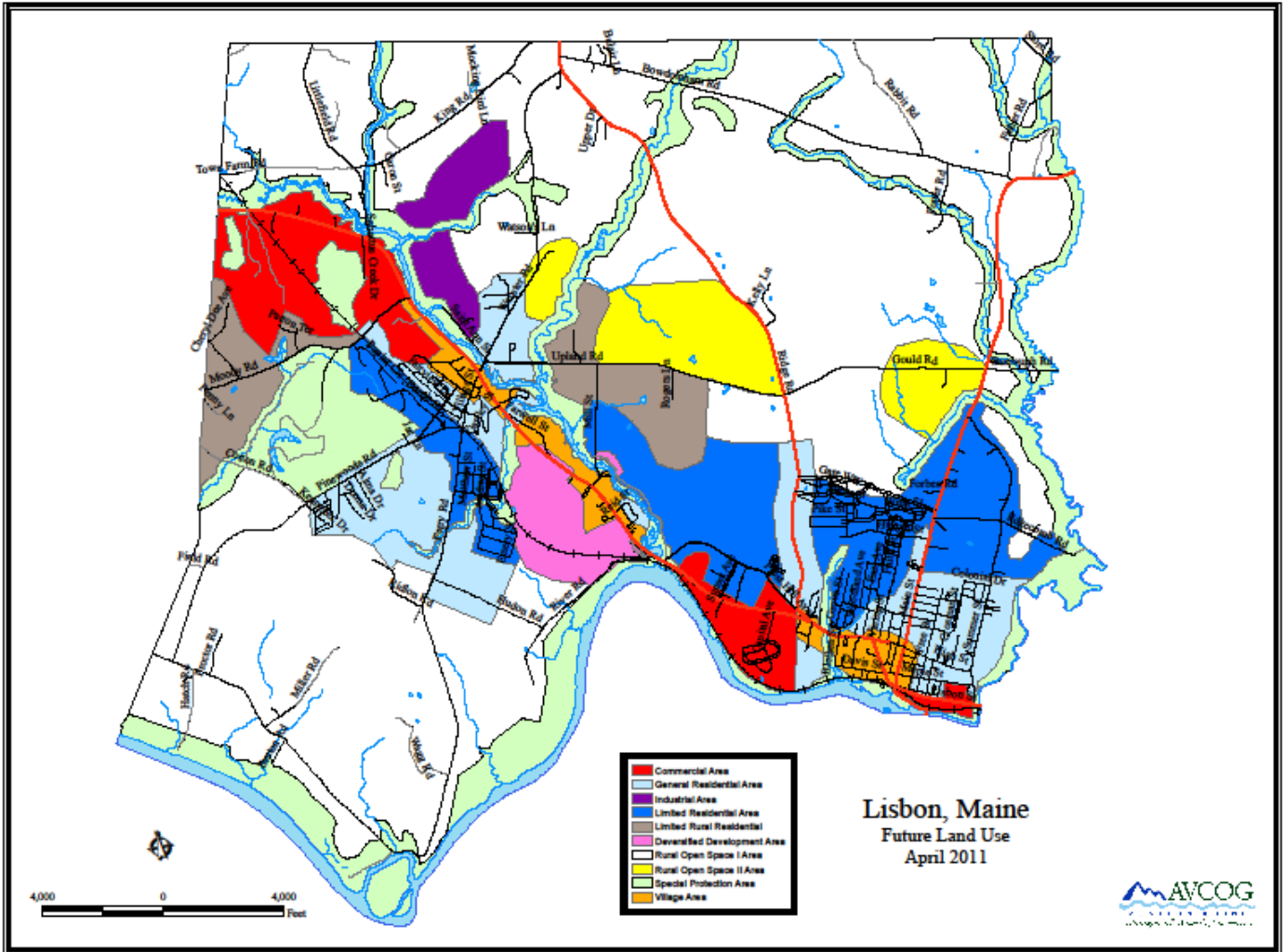
#### **NOTE**

These areas are visualized on the Future Land Use Map.

### **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.







# **R**EGIONAL COORDINATION PROGRAM

## **O**verview

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 and the redevelopment of the Brunswick Naval Air Station.

The Comprehensive Plan Update Committee undertook a review of the regional coordination program originally developed in 1989. New interlocal issues since 1989 that deserve consideration include the redevelopment of the Brunswick Naval Air Station scheduled to be closed in 2008, Route 9 development patterns, redevelopment of the Lewiston Lower Branch rail line and municipal service delivery.

### **Brunswick Naval Air Station Redevelopment**

The Brunswick Naval Air Station (BNAS) has been an important economic engine for the regions since the 1940's. There are more than 4,400 military and 700 civilian employees at the Station with an annual payroll of more than \$115 million. Some 180 military employees and families live in Lisbon as do a number of civilian employees. Under the Defense Base Closure and Realignment Act it was determined that the Department of Defense no longer needed BNAS. Its closure and subsequent redevelopment will have both short and long term regional implications.

Economic and social impacts in both the short and long terms will be felt in Lisbon. The town needs to participate in regional discussions, planning and redevelopment activities.

### **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. This is particularly true with the closing and redevelopment of the Brunswick Naval Air Station.

### **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 its 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.

### **Railroad 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 20 years. There is renewed interest in freight and passenger use of the line. Communities should work together to maintain knowledge and direct actions which would impact the rail line.

### **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.

## **P**olicies

That the redevelopment of the Brunswick Naval Air Station maintains its regional economic engine.

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

Participate in efforts to improve Route 196 and planning for bypass options.

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 and participate in opportunities to discuss and plan for the redevelopment of the Brunswick Nave Air Station.

Responsibility/Time Frame                      Town Manager & Economic and Community Development Office/Ongoing

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 PLAN

## Introduction

Over the 10-year planning period public facilities and equipment will require replacement and upgrading. Capital investments as contained in the Capital Investment Plan are expenditures greater than **\$50,000** that do not recur annually, have a useful life of greater than three years, and result in fixed assets. 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 below are the significant capital investments, which are expected over the next ten years, identified during the comprehensive planning process. 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 INVESTMENT NEEDS 2007-2017

ITEM	YEAR	PRIORITY	ESTIMATED COST	PROBABLE FUNDING SOURCE
New/Renovate High School	2010	High	\$20,000,000	B
Track & Football Field Lighting/High School	2010	Low	\$500,000	CR/RF/UF/G
Renovation & Addition to PW Sugg Middle School	2012	Medium		B
Heating System Upgrade/PW Sugg Middle School	2012	Medium	\$300,000	B/RF
Soccer Field Phase II	2008		\$60,000	
Football Field Phase II	2011		\$60,000	
Bus Purchase Program	2008 2009 2010 2011		\$75,000	L

<b>ITEM</b>	<b>YEAR</b>	<b>PRIORITY</b>	<b>ESTIMATED COST</b>	<b>PROBABLE FUNDING SOURCE</b>
Sewer System Pump Stations - Farwell	2013	Medium	\$60,000	UF
Sewer System Pump Stations – Lewiston Line	2011	Medium	\$60,000	UF
Sewer System Line Extension and Pump Station – Mill Street	2012	Medium	\$750,000	B/UF
Sewer System Pump Stations–Upland Road	2008	Medium	\$60,000	UF
Sewer System Pump Stations–D&B/Farwell Mill	2009	Medium	\$80,000	UF
Sewer System Evaluation – Pump Stations/Sewer Lines/Alarm System	2007	Medium	\$100,000	UF
Sewer System Pump Stations– Alarm Station Upgrade/SCADA	2010	Medium	\$250,000	UF
Sewer Department – Cover Aeration Tanks at Treatment Plant	2014	Low	\$50,000	UF
Library Expansion	?	?	?	B/D/UF
Business Park Development	2007	High	\$2,300,000 (Phase 1 & 2)	B/LL
Lisbon Falls Waterfront Park	2008	Medium	\$100,000	G/D
Conservation Commission Land Purchase				
Trail System Extension	2009	Medium	\$750,000	G/CR
Community Center	2012	Medium	\$2.5 mil	B
Water System Improvement	2010	High	\$1 mil	UF/B
Water Main Replacements	2008 2009 2010 2011	Medium	\$100,000	UF
Water - New 12” Transmission Line	2009	High	\$1.5 mil	UF/B
Water - Stand Pipe Painting	2011	Medium	\$50,000	UF
PW Garage Renovation/New Building	2008	High	\$1,750,000	B
Upland Road Reconstruction	2008	High	\$120,000	MDOT/RF
Main Street Pavement Rehab	2010	Medium	\$75,000	MDOT/RF
River Road Paving	2008	Medium	\$70,000	
PW Tandem Dump Truck w/Plow	2008	Medium	\$140,000	L





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**



# **I**NTRODUCTION

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.





# **H**ISTORICAL AND ARCHAEOLOGICAL RESOURCES

## **Findings and Trends**

**The Town of Lisbon contains several structures listed on the National Register of Historic Places.**

**Five prehistoric archaeological sites have been identified in Lisbon, mostly on the banks of the Androscoggin River.**

## **H**istorical 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 is the mill now owned and operated by Knight Celotex LLC. Incorporated in 1889, it operated under various names until around 1910 when its name was changed to the Pejepsco 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 now manufactures insulated board and tile.

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 and 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.

## **H**istorical 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. Methodist Church, Maine and High Streets/Lisbon Falls  
Worumbo Mill, 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 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.

## **A**rchaeological 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 17<sup>th</sup> century Purchase Fish-House /English Fishing Station and the 19<sup>th</sup> 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.

# **P**OPULATION CHARACTERISTICS

## **Findings and Trends**

**After 20 years of rapid population growth, population declined slightly in the 90's.**

**Lisbon's population is younger than that of Androscoggin County.**

**The median household income of \$38,000 in Lisbon is below that of surrounding communities.**

**Lisbon's 2017 population is expected to reach 10,400.**

## **I**ntroduction

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.

## **P**opulation Change

The growth in Lisbon's population slowed in the decade of the 80's to an 8% increase. Between 1990 and 2000 the Census reported a slight decline in population falling to 9,077. This trend was similar to other larger communities in the region including Auburn and Lewiston. The smaller rural neighboring towns of Bowdoin, Durham and Sabattus saw significantly greater population growth during the 90's. The slight decline in Lisbon's population during the 90's can be attributed to several factors. These include a reduction in employment opportunities in Lisbon, property tax rates when compared to lower rates in the smaller rural communities, a slow housing development interest and changing housing characteristics at the Brunswick Navel Air Station.

**Population Change  
1980-2000**

	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b># Change 90-00</b>	<b>% Change 90-00</b>
<b>Lisbon</b>	<b>8,769</b>	<b>9,457</b>	<b>9,077</b>	<b>-380</b>	<b>-4.0</b>
Auburn	23,128	24,309	23,203	-1,106	-4.5
Bowdoin	1,629	2,207	2,727	520	23.6
Brunswick	17,366	20,906	21,172	266	1.3
Durham	2,074	2,842	3,381	539	19.0
Lewiston	40,481	39,757	35,690	-4,076	-10.2
Sabattus	3,081	3,696	4,486	790	21.4
Topsham	6,431	8,746	9,100	354	4.1

Source: US Census

Since 2000, Lisbon's population has been estimated to have reversed its decline and has shown a 3% increase. One explanation of the upward movement in population is that the cost of housing in the greater Portland housing market. These costs have forced potential homeowners to seek affordable housing away from the Portland area. Lisbon has been found by some of these households.

**Estimated Population Change  
2000-2004**

	<b>2000</b>	<b>2004</b>	<b># Change</b>	<b>% Change</b>
<b>Lisbon</b>	<b>9,077</b>	<b>9,345</b>	<b>268</b>	<b>2.9</b>
Auburn	23,203	23,550	347	1.5
Bowdoin	2,727	2,860	133	4.9
Brunswick	21,172	21,780	608	2.9
Durham	3,381	3,860	479	14.2
Lewiston	35,690	35,775	85	0.2
Sabattus	4,486	4,640	154	3.4
Topsham	9,100	9,830	730	8.0

Source: US Census

Lisbon's natural increase, or the number of births minus deaths, totaled 255 between 1996 and 2003. This information indicates that natural increase has accounted for much of the recent growth in population. Migration, in or out of Lisbon has not be a major factor in population change since 2000.

## **A**ge Distribution

Lisbon's age distribution for 2000 indicates a significant younger population than that of Androscoggin County. Although the average age of Lisbon's population is becoming older, it has not been at the rate of Androscoggin County.

### **Population Distribution by Age 2000**

	<b>Lisbon</b>		<b>Androscoggin County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Under 5	<b>627</b>	<b>6.9</b>	6,122	5.9
5 - 19	<b>2,004</b>	<b>22.1</b>	21,775	21.0
20 - 44	<b>3,402</b>	<b>37.5</b>	37,191	35.8
45 - 64	<b>1,989</b>	<b>21.9</b>	23,743	22.9
65+	<b>1,055</b>	<b>11.6</b>	14,962	14.4
Total	<b>9,077</b>		103,793	100.0
Median Age	<b>35.6</b>			37.2

Source: US Census

## **E**ducational Attainment

Based upon the 2000 Census, Lisbon's population had a greater percentage of its population 25 years of age and older with a high school education than Androscoggin County. However, percentages with bachelor and graduate degrees fell below the County.

**Education Levels, 2000  
(Persons 25 years and older)**

	<b>Lisbon</b>		<b>Androscoggin County</b>	
	Number	Percent	Number	Percent
Less than 9 <sup>th</sup> grade	<b>418</b>	<b>5.7</b>	6,248	9.0
9 <sup>th</sup> to 12 <sup>th</sup> grades no diploma	<b>570</b>	<b>9.5</b>	7,775	11.2
High school graduate or equivalency	<b>2,542</b>	<b>42.6</b>	27,944	40.2
Some college-no degree	<b>1,296</b>	<b>21.7</b>	12,962	18.6
Associate degree	<b>485</b>	<b>8.1</b>	4,638	6.7
Bachelor's degree	<b>514</b>	<b>8.6</b>	6,858	9.9
Graduate or professional degree	<b>148</b>	<b>2.5</b>	3,135	4.5
Total	<b>5,973</b>		69,560	

Source: US Census

## **O**ccupation of Residents

The occupation characteristics of Lisbon's 2000 population were somewhat different than that of all workers living in Androscoggin County. The greatest number of persons was employed in sales and office occupations. Fewer works were employed managerial, professional and related occupations than in the County.



**Employment by Occupation**  
**2000**

	LISBON		ANDROSCOGGIN COUNTY
	#	% Total	% Total
Managerial, Professional and Related Occupations	<b>1,060</b>	<b>23.3</b>	26.0
Service Occupations	<b>787</b>	<b>17.3</b>	14.5
Sales and Office Occupations	<b>1,306</b>	<b>28.6</b>	28.8
Farming, Forestry & Fishing	<b>35</b>	<b>0.8</b>	0.7
Construction, Extraction and Maintenance Occupations	<b>517</b>	<b>11.3</b>	10.9
Production, Transportation, and Material Moving Occupations	<b>854</b>	<b>18.7</b>	19.0

Source: 2000 Census

## **I**ncome

Lisbon's 1999 median household income was greater than that of Androscoggin County but considerably less than that of the surrounding with the exception of Auburn and Lewiston. Approximately the same as Androscoggin County. It has been estimated that the 2003 median household income in Lisbon was approximately \$40,900. This was slightly below \$41,650 for all of Maine.

**Median Household Income**  
**1999**

<b>Lisbon</b>	<b>\$38,115</b>
Auburn	\$35,652
Bowdoin	\$42,687
Brunswick	\$40,402
Durham	\$53,846
Lewiston	\$29,191
Sabattus	\$41,897
Topsham	\$47,682
Androscoggin County	\$35,793

SOURCE: US Census

**Distribution of Households by Income  
Lisbon, 1999**

	<b>Count of Households</b>	<b>Percent of Households</b>
Less than \$10,000	208	5.8
\$10,000 to 14,999	277	7.7
\$15,000 to 24,999	580	16.6
\$25,000 to 34,999	570	15.8
\$35,000 to 49,999	843	23.3
\$50,000 to 74,999	781	21.6
\$75,000 to 99,999	199	11.0
\$100,000 to 149,999	255	5.5
\$150,000 to 200,000	18	0.5
\$200,000+	11	0.3

Source: 1980 Census

## **H**ouseholds and Household Size

The total number of households in Lisbon increased from 2,908 in 1980 to 3,608 in 2000. This 24% increase in the total households compares to a 14% increase for Androscoggin County over the same period. Lisbon's average household size has decreased from 2.99 persons in 1980 to 2.51 in 2000.

**Number of Households & Average Household Size  
1980-2000**

<b>Year</b>	<b># of Households</b>	<b>Average Household Size</b>
1980	2,908	2.99
1990	3,474	2.75
2000	3,608	2.51

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 an important factor in population growth. People migrate from one community to another seeking such things as housing, employment or a better quality of life.

Population projections for 2017 developed by the Maine State Planning Office indicate a population growing to approximately 10,400.

Many local and regional factors will influence Lisbon's population change over the next ten years. Local factors will include employment opportunities, property tax rates and landowners' interest in selling land for development. Regional factors include the redevelopment of the Brunswick Naval Air Station, defense spending at Bath ship yard, regional employment opportunities and affordable housing. These factors will require monitoring and population projections revised based on major events that are unexpected at this time.

<b>Lisbon Population Distribution by Age 2017</b>		
<b>Age</b>	<b>Number</b>	<b>Percent</b>
Less than 5	670	6.4%
5-17	1,610	15.5%
18-29	1,420	13.7%
30-44	2,215	21.3%
45-64	2,790	26.8%
65+	1,700	16.3%
Total	10,400	

Note: Numbers rounded.

**Estimated Population Change  
2000-2017**

	<b>2000</b>	<b>2017</b>	<b># Change</b>	<b>% Change</b>
<b>Lisbon</b>	<b>9,077</b>	<b>10,400</b>	<b>1,325</b>	<b>14.6</b>
Auburn	23,203	22,960	-240	-0.1
Bowdoin	2,727	3,435	710	26.0
Brunswick	21,172	23,235	2,060	9.7
Durham	3,381	5,395	2,015	60.0
Lewiston	35,690	32,020	-3,670	-10.3
Sabattus	4,486	6,700	2,215	49.4
Topsham	9,100	12,170	3,070	33.7

# Housing

## Findings and Trends

**The 2000 Census reported 3,789 housing units in Lisbon. This number represented a 4.8% increase over the 3,616 units reported by the 1990 Census.**

**The median sale price of homes in Lisbon was \$150,000 in 2003.**

**There will be a demand for some 200 new dwelling units over the next 10 years.**

**The median sale prices of homes in Lisbon are 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.**

## 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.

## Housing Trends

The 2000 Census reported 3,789 housing units in Lisbon. This number represented a 4.8% increase over the 3,616 units reported by the 1990 Census. This rate of growth in housing units was significantly less than the 585 housing units added between 1980 and 1990. With the exception of Lewiston, surrounding communities experienced significantly greater housing growth between 1990 and 2000. The decline in the rate of housing growth from 1990 to 2000 can be attributed to a decline in local employment opportunities, higher property tax rate in Lisbon compared to smaller surrounding communities and the decline in the construction of subsidized housing.

**Number of Housing Units  
1990-2000**

	<b>1990</b>	<b>2000</b>	<b>Numerical Change</b>	<b>Percent Change</b>
<b>Lisbon</b>	<b>3,616</b>	<b>3,789</b>	<b>173</b>	<b>4.8</b>
Bowdoin	785	1,035	250	31.9
Brunswick	8,197	8,720	523	6.4
Durham	1,025	1,257	232	22.6
Lewiston	17,118	16,470	-648	-3.8
Sabattus	1,394	1,843	449	32.2
Topsham	3,237	3,573	336	10.4

Source: U.S. Census

## **Housing Trends 2000-2004**

After a small gain in total housing units between 1990 and 2000 housing starts increased after 2000. This increase can be attributed low mortgage interest rates and the Winter Park development that accounted for 26 units in 2004.

**Housing Starts  
2000-2004**

<b>Year</b>	<b># Single Family</b>	<b># Multi Family Units</b>	<b>Total Units</b>
2000	15	0	15
2001	22	2	24
2002	26	5	31
2003	68	6	74
2004	24	0	24
<b>Total</b>	<b>144</b>	<b>13</b>	<b>157</b>

Source: Town of Lisbon

## 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 housing 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 to 11% 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

In 2000 approximately 73% of all occupied dwelling units were owner occupied and 27% were renter occupied. Of note is that in 2000 there was a greater percentage of renter occupied housing units than in 1990. This may be an indication of a more transient population.

**Distribution of Occupied Housing Units by Tenure  
2000**

	<b>Owner</b>		<b>Renter</b>		<b>Total</b>
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	
<b>Lisbon</b>	<b>2,614</b>	<b>72.5</b>	<b>994</b>	<b>27.5</b>	<b>3,608</b>
Androscoggin County	26,631	63.4	15,397	36.6	42,028

Source: US Census

## **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.

## **Housing Costs**

The cost of purchasing or renting a home has increased in recent years. Numerous factors have led to these increased costs; including land costs, construction cost, market demand and an expanded housing market. The cost of housing in Lisbon has been less than that in Androscoggin County and the overall State. The 2000 Census reported that the median value of owner-occupied homes was \$88,100 in Lisbon compared to \$89,900 in Androscoggin County.



## 2000 Housing Costs

	<b>Median Value Owner Occupied</b>	<b>Median Monthly Mortgage</b>	<b>30% or more of Income</b>	<b>Median Monthly Rent</b>	<b>30% or more of Income</b>
<b>Lisbon</b>	<b>\$88,100</b>	<b>\$880</b>	<b>19.1%</b>	<b>\$525</b>	<b>32.2%</b>
Androscoggin County	\$89,900	\$936	19.5%	\$433	32.3%
State of Maine	\$98,700	\$932	20.3%	\$497	34.0%

Source: U.S. Census

## Rental Rates

A detailed rental rate survey was not conducted as an element of the comprehensive plan. Information provided by the Maine State Housing Authority indicated that the 2003 average rent for a one bedroom unit was \$530 and \$750 for a two-bedroom unit. This amounts included utilities.

## 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.

## 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.

## Affordable Housing

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.

<b>Affordable Sales Price of Homes and Rental Units                      For Very Low, Low and Moderate Income Households                      2003</b>			
	<b>Income</b>	<b>Affordable Gross Rent (mo)</b>	<b>Affordable. Sales Price</b>
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.

## **F**uture 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 reach approximately 10,400 by the year 2017. Based upon an average household size of 2.45 persons in the year 2017 and to maintain an acceptable vacancy rate, a demand for some 300 new dwelling units will exist over the period. Of these there will be a need for 40 units in the affordable price range.

## **F**uture Housing Mix

In addition to the number of units, an examination of the type of units (single-family or multi-family/rental) is necessary. Key factors in making this determination are income levels, household size and age of the population. This aging population will place new demands upon the nature of the housing stock. Over the next ten years, demand for single-family housing will be the greatest. It should be expected that an increase in interest in alternatives to single family homes will increase as the population ages. Town house development under condominium ownership is likely over the planning period.

### **Future Housing Mix-2015**

#### **Distribution of Type**

Type	2000		2017	
	Number	Percent	Number	Percent
Single-family	2,660	71.4	3,055	72.0
Multi-family /Renter	1,065	28.5	1,190	28.0
TOTALS	3,725		4,245	



# **P**UBLIC FACILITIES AND SERVICES

## **F**indings and Trends

**This is more than adequate water supply to meet existing and future demand projections through the year 2025 and beyond.**

**Since 1989 total resident school enrolment has decreased by 240 students.**

**About \$120,000 per year is raised from the solid waste recycling operation.**

## **I**ntroduction

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.

## **W**ater System

### Supply and Distribution

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 insure that future upgrades and improvements were made in a manner consistent with standard water works practice.

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 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.

The Moody well, Lisbon's highest yielding well, is located on Moody Road just off of Route 196 in Lisbon, on a 19 acre site. The well was constructed in 1958 and was originally rated for 1,040 gallons per minute (gpm). Historically however, it has been pumped at approximately 600 gpm. A 10-day pump test conducted in the spring of 2004 revealed that the well is likely capable of temporary withdrawals up to 2,000 gpm and a safe yield of 700,000-1,400,000 gallons per day.

In 1989, volatile organic compounds (VOC's) appeared in the wellhead. In later years, methyl-t-butyl-ether (MTBE) was also discovered in the supply. The VOC contamination was traced to an adjacent business, located to the north of Route 196, Maine Electronics, owned by the Rockwell Corporation. The MTBE was traced to a local Getty gasoline station located north of Memorial Street along Route 196. In response to the contamination release, the State of Maine Department of Environmental Protection (DEP) mandated Maine Electronics and Getty to treat the groundwater for removal of the contaminants from the aquifer. Getty constructed a vapor extraction system. By the summer of 2003, the DEP concluded that Getty had satisfied their requirements for clean-up of the aquifer and they were subsequently allowed to cease remediation efforts. Maine Electronics designed and constructed a groundwater extraction system that was installed on their property, and a granular activated carbon (GAC) filtration system was installed at the Moody wellhead. The groundwater extraction system is still in use; however the carbon system was abandoned as a result of both decreasing concentrations of VOC's at the Moody wellhead and poor hydraulic performance.

Historically concentrations of VOC's at the extremities of the Maine Electronics contaminant plume have decreased. Recently however, the DEP reported that the concentrations have stabilized at the main extraction wells at levels well above allowable limits. This suggests that contamination sources may still exist on site, that have yet to be identified. The LWD has reduced the pumping rate from the Moody well in an effort to assist Maine Electronics with their remediation. It was also hoped that the reduction in pumping would improve water quality in the distribution system because of the higher levels of naturally occurring iron and manganese at this source. The current pumping rate from this source is approximately 580 gpm for a maximum of 4-6 hours per day. In 2003 the well yielded an average 278,000 gallons per day (GPM). The Moody Road well pump is controlled by water levels in the Lisbon tank.

The Bauer well, a.k.a. the Route 196 well, is located off of Route 196 across from the Town Office. The well is situated in the center of a 4.5 acre parcel. The Town has been maximizing the production from the Bauer well since 1999 as a result of the reduction in use of the Moody well. The Bauer well yielded 300,000 GPM in 2003. The decrease in production during 1999-2003 may be an indication of a well screen that is fouling and needs to be cleaned. The last known cleaning of the well screen occurred in the early 1990's. The safe yield of the aquifer is unknown, however based on the four plus years of operating the well 24-hours a day with a constant drawdown, it is estimated that the well has a safe yield of approximately 300,000 GPM, based on well yield from the 2001-2002 drought of record. The pump is rated for 400 gpm and is controlled by using a variable frequency drive (VFD) to maintain a set drawdown level in the well.

The Ann Street Well is located in Lisbon Falls off of Route 196 on a 3.5 acre parcel; it includes the new Department office. The Ann Street well is the only well located in the Lisbon Falls pressure zone. The pump is rated for 250 gpm and in 2003 production was 87,000 GPM and its production is limited due to its small recharge area. The water from the well has high sodium content (exceeding 100 mg/L) due to contamination from road salt stockpiles, which were previously located adjacent to the well. The safe yield of the well is unknown.

Based on a 16-hour pumping day at 200 gpm, the well could produce up to 193,000 GPM. The well is used as a supplemental source to the Lisbon Falls pressure zone during hours of peak demand. The well is programmed to run off of the Lisbon Falls standpipe.

The LWD has three production wells that draw raw water from separate aquifers. Assuming all three wells are operational, they are capable of producing approximately 1,469,000 gallons per day. 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.

### Recommended Improvements

The Lisbon water system has been adequately providing water to its customers for over 100 years. Over that time various improvements and upgrades have been made. However, very little investment has been made over the last few decades as evidenced by Lisbon having the lowest water rates in the State.

Recommendations are based on the necessity to improve system reliability, meet population growth and corresponding water demands, address inadequate piping, to provide fire protection capabilities and to protect public health.

The pumping capacity of the system is currently 1,469,000 GPM. The safe pumping capacity, defined as the pumping capacity with the largest pumping unit out of service, is currently 648,000 GPM. Based on the existing maximum-day demand conditions of 1,079,000 GPM, there is currently a pumping deficit of approximately 431,000 GPM. This deficit increases to approximately 627,000 GPM at the end of 2025. In order to eliminate the deficit, additional supplies and pumping capacity are needed. With the implementation of the Moody Road improvements in 2005, the safe pumping deficit will be eliminated.

As a result of the overwhelming burden that has been placed on the Bauer well, it is apparent the hydraulic capacity has been compromised. It is likely that this is a result of a fouled well screen. As soon as the proposed Moody Road upgrades are completed, the well needs to be inspected, cleaned and redeveloped in order to restore its capacity.

The Ann Street supply has been plagued with poor water quality as a result of sodium and chloride contamination. Treatment for removal of these contaminants would be very costly and unless there are overwhelming reasons for its continued use, normal use of the well should be curtailed and the well remain as an emergency back-up supply. Reduction in use can occur once the upgrades are made to the Moody Road supply.

The current pumping scheme is taxing the well systems, particularly the Bauer well. Daily pumping duration of each well should not exceed an average of 16-hours per day. This operating scheme allows

for a full 8-hour recovery period every 24-hours. Reduction in use can occur once the upgrades are made to the Moody Road supply.

Lisbon has been diligent in efforts devoted to protecting its sources over the years. This is of the utmost importance considering the susceptibility of the supplies to contamination as a result of beginning located directly adjacent to Route 196. Efforts need to continue to own or control all land within the 200 and 2,500-day capture zone radius around each wellhead. The land should be acquired as it becomes available and/or appropriate land-use controls be established.

Of particular importance is securing control over the "Dragon" property adjacent to the Moody Road supply.

A number of distribution piping improvements are needed to maximize the capability of the existing piping network. These improvements would address system pressure, improved pipe looping, distribution water quality, system reliability, old infrastructure and fire flow capabilities

Adequate distribution storage is a critical component and necessity for modern water systems. Storage offers many operational benefits such as reducing pumping demands, buffering peak demands, stabilizing pressures, circulating water throughout the system, and provides reserve storage in the event of emergencies and for fire fighting capabilities. Based on our analysis of both historical and projected demands, 250,000 - 400,000 gallons of additional storage is needed. This volume would satisfy both short and long-term needs.

### Source Water Protection Rule

The Source Water Protection Rule is designed to delineate boundaries of the zone of contribution, identify the origin of water supplies, and to assess the susceptibility of the source(s) to contaminants. The three Lisbon supplies have been "grand-fathered" because they were constructed before the rule was conceived. However, we strongly recommend that Lisbon continue their on-going effort to coordinate with the Town's Planner to protect the supplies. This is important because without protection, the wells are more susceptible to contamination and given the limited supplies available, contamination would require treatment and/or development of alternative supplies, both of which would significantly increase the cost of water for residents. A detailed discussion of Lisbon's Source Water and Wellhead Protection program is included below.

### Wellhead Protection

The LWD is currently considering implementing planning measures to protect the groundwater resources within the community. These measures include land-use zoning for all property around existing wells as well as a restrictive site plan review process for planned development around existing wells.

Current plans are to establish a wellhead protective zone around the source supplies. The zone will be designed around two characteristics critical to groundwater flow. The first zone will include all areas inside the 200-day zone of contribution to the source. This is the most sensitive area prone to contamination and is defined as the distance from the well where theoretically it will take a single drop of water 200-days to migrate from a point to the wellhead. This area is often restricted to all land use practices.



The second zone consists of the area surrounding the well where theoretically it will take a single drop of water 2,500-days to migrate from a point to the wellhead. This area is generally less sensitive and less restrictive to land uses, but where careful monitoring of land use practices is still recommended.

A formal wellhead protection review process has been and will continue to be an effective tool for raising public awareness as to the importance of the community's public water supply in addition to providing valuable oversight for new developments.

### Long Term Supply Options

As presented previously, Lisbon has an existing safe-yield surplus of approximately 1,324,000 gallons and a projected 2025 surplus of 1,150,000. 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. The Department is currently taking steps to improve the protection zone around the wells, however there is very little that can be done to mitigate the direct threat posed by Route 196.

Recognizing the potential threat of contamination, the need to secure future supplies for the community and the realization that very few opportunities remain for development of viable groundwater supplies, Lisbon is interested in identifying and securing any remaining significant aquifers within the Town boundaries.

As 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 have the potential for yielding large quantities of water. The sites are also desirable because the land in this region consists of relatively large undeveloped tracts. If the proposed site(s) prove viable, this could simplify creation of an aquifer protection zone because only a few landowners will need to be negotiated with. If this is found to be a viable source, the Town intends to protect this resource for future use.

### Emergency Service

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.

A compilation and summary sampling results from the source and distribution system are published through a yearly Consumer Confidence Report (CCR), which is distributed to all customers.

Even though the water supplied to Lisbon's customers currently meets most of the regulatory requirements, several existing and proposed regulations may impact future treatment requirements. Each of these regulations and their potential impact are presented as follows.

## Environmental Protection Agency (EPA) Rules

Arsenic is a common trace constituent essential for human life. However, exposure to high concentrations of arsenic over short periods of time can lead to gastrointestinal and cardiovascular disease. Chronic long-term exposure at low concentrations can lead to lung, bladder, and prostate cancers as well as other ailments.

In February 2002, the USEPA implemented the arsenic in drinking water rule. The rule reduced the existing standard from 50 parts per billion (ppb) Maximum Contamination Level (MCL) to 10 ppb MCL. Historically, arsenic levels in the Moody Road water supply have exceeded the 10 ppb threshold by 1-3 ppb.

Arsenic can be removed from groundwater using a variety of treatment techniques. The most common and efficient process is to oxidize, precipitate and filter it with an iron removal process. Since iron and arsenic co-precipitate, the presence of iron is actually beneficial in helping to remove the arsenic from a source. In 1998 Pureflow Filtration conducted a pilot study at the Moody Road well to evaluate the effectiveness of their process on the removal of iron and manganese from the source water. The pilot revealed that Pureflow's high rate pressure filtration technology using proprietary media would be successful at removing iron and manganese. The pilot also found that the process successfully removed and reduced arsenic concentrations concurrent with iron and manganese removal. A high rate media process is proposed for the Moody Road upgrades project.

At approximately the same time, the Water Commissioners and Water Department staff started working closely with the Maine Drinking Water Program (DWP) to meet the compliance date of 1/23/06. In 2005 the DWP authorized an extension of the compliance date to 6/30/06.

On June 29, 2006 a new filtration system was completed and immediately placed into operation. The arsenic sample taken at that time was tested by the state lab and found to be at 5.2 ppb, well below the 10 ppb MCL. The 3 million dollar project, which is coming to completion, is just one aspect of complying with state and federal regulations to ensure you are receiving the safest water possible. The Lisbon Water Department is on the job 24/7/365 to ensure our customers have a continuous supply of clean and safe water.

The Radionuclides rule was published by the USEPA in November 1999. The rule established a maximum contaminant level (MCL) for radon, gross alpha and other constituents, of 300 picocuries per liter (pCi/l) for radon and 15 pCi/l for gross alpha. The rule also established an alternate maximum contaminant level for States that develop a Multi-Media Mitigation Plan (MMM) of 4,000 pCi/l. The rule is unique in that for the first time seeks to address a health risk caused by an air and water borne contaminant with one rulemaking.

In summary, the rule will not require treatment for sources having radon levels below 300 pCi/l. Sources having radon levels above 4,000 pCi/l will be required to provide treatment. Treatment will be waived for supplies with radon levels between 300 pCi/l and 4,000 pCi/l if the State develops and implements a statewide MMM program.

The radon levels in the Lisbon sources have been measured between 700 and 1,300 pCi/l. Gross alpha tests indicate concentrations below drinking water standards. This suggests that Lisbon will not be subject to treatment for radon if the State of Maine implements an MMM program. However, the current status of the rule is uncertain. The rule was originally scheduled for adoption in August 2000 but

Congress has delayed implementation. The original rule provided for an 18 month implementation period for the MMM programs at the State level so enforcement is not likely before 2005.

Proposed treatment at the Moody Road supply is likely to include provisions for either packed tower or tray type aeration.

This process is being considered for both the reduction of carbon dioxide (CO<sub>2</sub>) and as a last line of defense in the event MTBE and/or VOC levels increase in the future. The aeration process would also significantly reduce radon levels and could be designed to reduce levels below 300 pCi/l.

The Town should track final development and promulgation of this rule before taking any further action to address the requirements of the rule at the Bauer and Ann Street supplies.

### Ground Water Rule

EPA proposed the Ground Water Rule on May 10, 2000. The GWR will apply to public water systems that serve ground water. The rule also applies to any system that mixes surface and ground water if the ground water is added directly to the distribution system and provided to consumers without treatment.

EPA has developed the proposed GWR in fulfillment of its responsibility established under Section 1412(b)(8) that EPA develop regulations specifying the use of disinfectants for ground water systems. EPA believes that there is a substantial likelihood that fecal contamination of ground water supplies is occurring at frequencies and levels that present a public health concern. Fecal contamination refers to the contaminants, particularly the microorganisms, contained in human or animal feces. These microorganisms may include bacterial and viral pathogens that can cause illnesses, and in some cases death, in the individuals that consume them.

Fecal contamination is introduced to ground water from a number of sources including, septic systems, leaking sewer pipes, landfills, sewage lagoons, cesspools, and storm water runoff. Microorganisms can be transported with the ground water as it moves through an aquifer. The distance that the microorganisms can be transported through a ground water aquifer depends on a number of factors including, the nature of the microorganism, temperature, and soil properties. For example, protozoan organisms are much larger in size than bacteria and viruses and are therefore much less likely to be able to move through the soil matrix. The transport of microorganisms to wells or other ground water system sources can also be affected by poor well construction (e.g., improper well seals) that can result in large, open conduits for fecal contamination to pass unimpeded into the water supply.

Recent studies of public water system supply wells show that there are a number of ground water supplies that contain fecal contamination. The American Water Works Association Research Foundation (AWWARF) Study (Abbaszadegan, et. al, 1999) collected data from more than 400 public water supply wells located in 35 States, and is perhaps the most representative study of public ground water supplies to date. This study found that almost 5 percent of the wells contained infectious *April 5, 2000 Proposed Ground Water Rule - Regulatory Impact Analysis 1-3* enteroviruses, almost 10 percent of the wells contained bacteria and almost 15 percent of the wells contained rotavirus fragments that may or may not be capable of causing infections.

Waterborne pathogens contained in fecally contaminated water can result in a variety of illnesses that range in the severity of their outcomes from mild diarrhea to kidney failure or heart disease.

The following is a list of illnesses that are caused by pathogenic viruses and bacteria in fecally contaminated ground water. The populations that are particularly sensitive to waterborne and other pathogens include, infants, young children, pregnant and lactating women, the elderly and the chronically ill. These individuals may be more likely to become ill as a result of exposure to the pathogens, and are likely to have a more severe illness.

Gastroenteritis (diarrhea, stomach cramps etc.)	Paralysis
Myocarditis (heart disease)	Gastroenteritis (diarrhea, stomach cramps etc.)
Meningitis	Hemolytic uremic syndrome(kidney failure)
Diabetes	Cholera
Hepatitis	Legionnaires Disease

Many ground water systems currently practice disinfection to inactivate or remove the pathogens in ground water prior to distributing the water to their customers. However, data collected by the Centers for Disease Control and Prevention (CDC) and EPA indicate that almost as many waterborne disease outbreaks were reported between 1971 and 1996 in systems with disinfection treatment that was inadequate or interrupted (134 outbreaks) as were reported in the same period among ground systems that did not disinfect (163 outbreaks). The CDC outbreak data also indicate that fecal contamination may be introduced into a public water system by the distribution system itself. Between 1971 and 1996, 49 reported outbreaks of the waterborne disease occurred as a result of distribution system contamination. The reported outbreaks probably represent a small fraction of the total number of waterborne disease outbreaks because reporting of outbreaks is voluntary, and not all States have outbreak surveillance systems.

Currently, the Total Coliform Rule is the only federal drinking water regulation that directly governs the presence of microbes in public ground water systems. The rule applies to all public water systems, and requires systems to collect samples from their distribution systems and test for the presence of coliform bacteria. Total coliform monitoring is used to screen for fecal contamination, determine the effectiveness of treatment, and determine the integrity of the distribution system. The frequency of total coliform sampling depends upon the number of people served by the system and the system type.

## **S**ewage

### 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.

The facility and system has undergone a number of upgrades and changes over the years. The system is a Secondary Treatment – Activated Sludge facility. An \$850,000 screening/grit removal system upgrade is currently underway. The objective of this upgrade is to remove rags, plastics and other potential harmful materials that could damage downstream equipment and possibly upset the system.

The plant is unique because it has a major industrial impact. There is a metal plating firm that has closed, but still sends around 1 million gallons of water per month. A fiberboard manufacturer, woolen textile industry, and a large printing company are other significant industries. Many industries would have built their own treatment facility to treat their own waste, but the plant was originally designed to accept waste from these major manufacturers. The impact from these industries results in rapid changes within the system and the need to react on a daily basis.” Biosolids 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 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.

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

The focus for the department going forward is to complete the Sewer System Evaluation and based on the results develop a repair or 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.

## **M**unicipal 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.

## **P**olice 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. 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.

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.

## **F**ire 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. 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.

**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.

## **E**ducation

Lisbon is a member of School Union 30 with the Town of Durham. The only school facility in Durham is the Durham Elementary School. High school students in Durham attend their school of choice. In 2004-2005, 11 Durham students attended Lisbon High School. 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 K-6 with a 2005 enrollment of 767 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 7 and 8 with a total enrollment in 2005 of 230 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, which is not handicapped accessible. The cafeteria shares space with the physical education program with limited storage space for both programs.

During the planning stages for construction of the Lisbon Community School, the community discussed the option of moving Grade 6 students back to the Philip W. Sugg Middle School if overcrowding occurs at the elementary school. This would require either portable classrooms or the addition of classroom and other program space at the middle school.

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 2005 is 464 students. There are two portables (four classrooms) in use at the high school in addition to the permanent structure.

The Lisbon School Department has applied three times to the State for funding of a major capital improvement project at the high school. The high school was rated #27 on the state's list of projects with the top 13 projects receiving funding. The next round of applications for state funding of projects is anticipated in June 2008. There are significant concerns about the heating and ventilation systems at the high school. Window sills are rotting. The gymnasium and several other program spaces are substandard when considered in light of state recommendations. If state funding is not available within a few years, Lisbon will need to consider possible local funding to correct these issues.

Since 1989 total resident school enrolment has decreased by 240 students. While secondary enrollment has remained steady there has been a 20% decline in elementary enrollment.



**Lisbon School Department  
Resident Enrollment  
1989 & 2005**

Grade	1989	2005	% Change 1989-2005
Kindergarten	169	118	-30.2
Grade 1	157	117	-25.5
Grade 2	133	86	-35.3
Grade 3	133	97	-27.1
Grade 4	131	125	-04.6
Grade 5	136	86	-36.8
Grade 6	117	126	+07.7
Grade 7	137	126	-08.0
Grade 8	115	101	-12.2
TOTAL ELEMENTARY	1,233	982	-20.4
Grade 9	115	123	-06.9
Grade 10	100	125	+25.0
Grade 11	121	104	-14.1
Grade 12	116	107	-07.8
TOTAL SECONDARY	452	459	+01.6
GRAND TOTALS	1,685	1,441	-14.5

## **P**ublic 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.

The Public Works Department's major pieces of equipment include the following.

**Public Works Department  
Major Equipment**

2004	Unit 200	GMC 1 ton/4 x 4 Dump Body	3,750 miles
1994	Unit 201	GMC pick up/4 x 4, 6 ft. smooth side	143,300 miles
1990	Unit 202	Chevy ½ ton pick up, 6 ft. step side body	207,800 miles
2006	Unit 203	Chevy ¾ ton pick up, 4X4	
2000	Unit 204	Chevy 1 ton/4 x 2 Dump Body	60,200 miles
2002	Unit 205	Chevy 3/4 ton pick up, 4X4, 8 ft. smooth side	45,480 miles
1999	Unit 211	International 4700 Dump Truck	26,970 miles
2002	Unit 220	Sterling Dump Truck	22,730 miles
2004	Unit 222	Sterling Dump Truck	7,580 miles
1994	Unit 223	International Dump Truck	59,280 miles
2003	Unit 224	Sterling Dump Truck	17,800 miles
2003	Unit 225	Sterling Dump Truck	15,400 miles
1988	Unit 231	Ford Tractor	439,200 miles
1997	Unit 232	Ford Tractor	420,320 miles
2000	Unit 232D	75 cu.yd. EZ pack trash compaction trailer	
2001	Unit 232E	75 cu.yd. EZ pack trash compaction trailer	
1995	Unit 240	Cat Loader	6,970 hours
1975	Unit 241	John Deere 755 Tractor	1,500 hours
1999	Unit 242	Case 621C Loader	3,190 hours
1992	Unit 243	John Deere 310D Loader/Backhoe	6,940 hours
1975	Unit 244	Galion T-500A Grader	13,540 hours
2006	Unit 227	Johnston MX 450 Sweeper	
2001	Unit 246	Daewoo Forklift	1,200 hours

Source: Public Works Director 2006

## **S**olid 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.

## **E**conomic 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 Office is currently focusing on projects to enhance the growing demand for land and buildings within Lisbon. A priority is the creation and development of a major industrial site to allow the relocation of businesses to continue. Other initiatives include:

Reuse of the 100,000 square foot Worumbo Mill building.  
The acquisition and reuse of the former Maine Electronic site.  
Expansion on the current retail trend to compliment the Lisbon Village area.  
Continuation of Loan and Grant programs.

## **L**ibrary

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.

## **D**ams

In addition to the Worumbo hydroelectric dam, there a four smaller dams in Lisbon. There three dams on the Sabattus River, two of which are owned by the Town and one on the Little River.

## **H**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. In Lisbon Falls is the Lisbon Falls Family Health Center.

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.

# **E**CONOMY

## **F**indings and Trends

**Lisbon's civilian labor force increased by 8.0% between 1989 and 2004, whereas the County increased by 15.**

**With the loss of Brunswick Naval Air Station, the plan for its reuse needs to involve all communities within commuting distance.**

**BNAS has several hundred civilian employees who will either relocate or be looking for local employment.**

## **I**ntroduction

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.

Lisbon still hosts one paper mill the Knight –Celotex mill produces fiberboard products used in the housing industry. Knight-Celotex seems to be bucking the trends and is expanding their product line and their employee base.

## **R**egional 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. Major employers, Brunswick Naval Air Station and Bath Iron Works, have had a huge role in shaping the local economy and employment picture.

Bath Iron Works has reduced its employment from a high of 8,600 to just over 4,500 in a 10-year period. Brunswick Naval Air Station has been slated to close and relocate its fleet of planes and personnel to Jacksonville Florida. BNAS has several hundred civilian employees who will either relocate or be looking for local employment as the base begins its slow closing. The reuse of Brunswick Naval Air Base will take several years to accomplish but will have a historic impact on the region as a whole if properly managed.

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.

## **L**ewiston/Auburn MSA

Androscoggin County is principally made up of the Lewiston-Auburn Metropolitan Statistical Area (L/A MSA). Five communities located within Androscoggin County, specifically Durham, Leeds, Livermore, Livermore Falls and Minot, are excluded from the L/A MSA because they are included in adjoining labor market areas. The L/A MSA includes the communities of Auburn, Greene, Lewiston, Lisbon, Mechanic Falls, Poland, Sabattus, Turner and Wales.

The following table outlines sectorial employment for the L/A MSA for 2002 (the latest available data). Highlights on employment by sector follows:

- Total employment in the MSA was 46,530 up 1.7% from 45,700 in 2001. 18.9% goods producing jobs, 69% service providing jobs and 11.7% government jobs.
- Manufacturing accounted for 6,560 or 14% of the jobs in LA.
- Transportation and Utilities make up 21% of service jobs, education and health services 17.8%, professional and business services 12.2%, leisure and hospitality 6.8%, finance, insurance and real estate 6.25%, and information jobs 1.48%. \*totals do not equal 100% because some categories are subcategories of a larger sector.

Lewiston-Auburn Metropolitan Statistical Area Non-Farm Wage and Salary Employment 2001 to 2002							
	2001	2002	% Change		2001	2002	% Change
<b>Goods Producing</b>	<b>9,180</b>	<b>8,810</b>	<b>-4.2%</b>	<b>Service Providing</b>	<b>31,490</b>	<b>32,280</b>	<b>2.45%</b>
<b>Construction</b>	<b>2,320</b>	<b>2,240</b>	<b>-3.5%</b>	<b>Transportation/Utilities</b>	<b>9,890</b>	<b>9,790</b>	<b>-1.0%</b>
<b>Manufacturing</b>	<b>6,850</b>	<b>6,560</b>	<b>-4.4%</b>	Wholesale Trade	1,300	1,270	-2.3%
<b>Logging</b>	<b>10</b>	<b>10</b>	<b>0%</b>				
Durable Goods Manufacturing	2,390	2,280	-4.8%	<b>Information</b>	<b>730</b>	<b>690</b>	<b>-5.8%</b>
Wood Product Manufacturing	510	480	-6.2%	<b>Finance, Insurance,   Real Estate</b>	<b>2,670</b>	<b>2,910</b>	<b>8.2%</b>
Fabricated Metal Manufacturing	370	410	9.7%	<b>Professional and   Business</b>	<b>5,110</b>	<b>5,710</b>	<b>10.5%</b>
Non-Durable	4,460	4,280	-4.2%	<b>Education &amp; Health   Services</b>	<b>8,300</b>	<b>8,310</b>	<b>.12%</b>
Food Manufacturing	440	440	0%	<b>Leisure and   Hospitality</b>	<b>3,150</b>	<b>3,200</b>	<b>1.5%</b>
Printing/Publishing	630	660	4.5%	<b>Other Services</b>	<b>1,640</b>	<b>1,670</b>	<b>1.8%</b>
Leather & Leather Products	540	470	-14.8%				
Textiles	730	700	-4.2%	Retail Trade	7,050	7,000	-0.71%
Paper Manufacturing	830	820	-1.2%				
				<b>Government</b>	<b>5,030</b>	<b>5,440</b>	<b>7.5%</b>
<b>Total Non-Farm Wage and Salary Employment</b>						<b>45,700</b>	
<b>46,530 1.78%</b>							
<b>Source: Maine Department of Labor Employment and Earnings Statistical Handbook, 2002</b>							

The L/A MSA includes many large employers in the health services, retail/telemarketing, and manufacturing sectors. As of September 2002, the largest employers with over 500 employees included Sisters of Charity Health Systems, Central Maine Medical Center, Banknorth Group, Lewiston School Dept., Bates College Auburn School Dept., Tambrands, Inc., Perrier Group (Poland Spring Water), Panolam (Pioneer Plastics). (Source: MDOL).

Over the past two years, the Lewiston/Auburn MSA closely mirrored the State of Maine's unemployment rate. Unemployment was highest at 5.5% in January 2002 and was at its lowest in July and August 2003, at 3.6%. For most months unemployment rates have remained at or below the State average for most months. Since November 2003 Lewiston-Auburn MSA unemployment rates have been 5% to 9% lower than the state average.

In March 2004 the LA rate was 4.7% compared to the state's rates of 5.6%. (Please refer to the chart below.)

The L/A MSA is separated for retail sales data collection into an urban (Lewiston, Lisbon and Auburn) and a suburban area. From 1999 to 2003, Lewiston-Auburn total retail sales increased 3.8 %. The largest gain in retail sales was in building supply sales 10%, followed by general merchandise 3.9%, restaurant and lodging 3.6 %, automotive sales 3.4%, and other retail 1.4%. Food store sales decreased by 1.2%.

## Lisbon's Economy

Lisbon's labor force has increased at a smaller rate than that of Androscoggin County. Lisbon's civilian labor force increased by 8.0% between 1989 and 2004, whereas the County increased by 15%.

### Average Annual Labor Force 1989-2004

	TOWN OF LISBON		ANDROSCOGGIN COUNTY	
	Labor Force	Unemployment Rate	Labor Force	Unemployment Rate
1989	4,615	5.3	49,600	5.1
2000	4,887	3.2	61,970	3.5
2001	4,868	4.0	60,140	4.1
2002	4,972	4.6	60,810	4.3
2003	5,004	4.9	61,730	4.8
2004	4,989	4.0	57,210	4.5
% Change in Labor Force 1989-2004	8.0		15.3	

Source: Maine Department of Labor

Not reported by the Maine Department of Labor is the non-civilian labor force. Because of Lisbon's proximity to the Brunswick Naval Air Station a number of base personnel are expected to reside in Lisbon. The 2000 Census reported that 205 individuals were employed in the Armed Forces. This represents a 15% decline since 1980. It has been assumed that the majority of these individuals worked at Naval Air Station.



Although information describing the type of employment of Lisbon's labor force is five years old, it does lend insight into local and regional economic characteristics. It is expected that although some shifts in employment patterns will occur, they may not be significant. The most significant difference between Lisbon and Androscoggin County was the employment in the manufacturing of durable goods, 12.6% compare to 8.4% for the county.

<b>Distribution of Labor Force by Industry</b>				
<b>Lisbon</b>				
<b>1980 - 2000</b>				
<b>Industry</b>	<b>1980</b>		<b>2000</b>	
	<b># of workers</b>	<b>% of Total Employed Labor Force</b>	<b># of Workers</b>	<b>% of Total Employed Labor Force</b>
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%
<b>Total</b>	<b>3,553</b>		<b>4,559</b>	

Source: 1980 & 2000 U.S. Census

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  
Place of Employment  
1980-2000**

Place of Employment	Number of Persons 1980	Number of Persons 2000
Lisbon	1,315	714
Auburn	201	324
Augusta	52	18
Bath	278	439
Brunswick	564	668
Freeport	39	228
Lewiston	823	1,065
Portland	30	247
South Portland	10	102
Topsham	115	173

SOURCE: US Census

Between 1996 and 2003, taxable sales reported have more than doubled from approximately \$21.3 million to over \$37 million. This represents a 74% in sales not adjusted for inflation. This compares it increased of 48% and 21% in Auburn and Lewiston respectively.

**Total Taxable Sales  
1996-2003  
(in thousands of dollars)**

	1996	1997	1998	1999	2000	2001	2002	2003
Lisbon	21262.9	22586.4	24791.8	27533.3	28537.5	28859.8	34257.5	37226.2
Auburn	375878.4	382375.4	427227.5	461891.6	499084.7	512867.8	566411.3	554886.9
Lewiston	254688.1	255255.4	263212.2	286039.5	289638.1	288420.3	314920.5	308479.4

Source: Maine Revenue Service

## **C**urrent Economic Characteristics

Lisbon began to look at diversification of its economic base when the larger companies began downsizing in the late 1980's and into the early 1990's. First the mills began layoffs and left large buildings vacant, (Farwell, Juliet and Worumbo) then staples of the employment base like the shoe industries moved out or closed. Rockwell International, with their Maine Electronics Plant closed with a 350-employee base. A 15-year hazardous material cleanup that continues today has left the building and 250 acres still unusable. There was no stabilized employment in Lisbon during this era, the "life-time" employers gave way to jobs that began to give less and less to the employees for security and benefits.

Lisbon had originally sought to rebuild its economy from within by assisting and expanding of local companies. Funding was obtained to assist entrepreneurs with start-ups and promotional ads helped attract some retail and commercial development that has begun to spark a new interest in Lisbon as a destination site to shop. Being close to Bath and Brunswick and Lewiston/Auburn and only 15 miles to Freeport and 30 miles to Portland, Lisbon is situated to take advantage of their growth as well.

The Town assisted Eastland Shoe in the mid 1990's by buying the last lots in Capital Avenue Industrial Park. Today Lisbon has divested itself of these parcels and Enterprise Electric built a 27,000 square foot office/warehouse in 2004. A subsidiary ETTI is in the process of gaining approvals for 20,000 square foot building on the second lot.

The Route 196 Corridor has seen a great deal of interest in recent years with the expansion of the Dingley Press to over 600 employees and the relocation of The Furniture Super Store, Floor Systems and NAPA. This has created the opportunity for Lisbon to capitalize on their growth with more retail exposure. In addition there are plans for the development of at least two industrial/commercial parks along the corridor. This further diversification will lead to an increase in both retail and commercial markets as time goes by and should accelerate as long as the economy is strong.

## **E**conomic Expectations

The future does look promising for Lisbon as both a stand-alone community 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.

With the loss of Brunswick Naval Air Station, the plan for its reuse needs to involve all communities within commuting distance and each should plan to contribute time and funding much in line with the process of Super-Parks.

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.



# **T**RANSPORTATION

## **F**indings 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.**

**The Maine DOT has made a commitment to improve Route 9 and reconstruction has been planned in phases.**

**The Town has been working to establish an integrated system of on-road and off-road routes that connect the villages of Lisbon Falls, Lisbon Center and Lisbon.**

## **I**ntroduction

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.

## **T**ransportation 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 Plan and a two-year Unified Planning Work Program (UPWP). The UPWP summarizes the transportation planning activities that ATRC staff and consultants undertake.

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)** – 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.

Because of its strategic importance to the State, the Maine State Legislature designated Route 196 a “Corridor of Economic Significance” in 1998. Because of its significance to the region, ATRC has planned another study for the Route 196 corridor. The ATRC’s *2006-2007 Unified Planning Work Program* includes a Transportation System Management (TSM) study for Route 196 in Lisbon. This study is intended to assess and analyze TSM improvements that could be made to Route 196, including signal timing and coordination, addition of center turn lanes, left and right turn lanes and access management (e.g. identifying conflicts between existing driveways and Route 196, strategies to improve access to existing uses as well as future developments, and recommendations for improving safety along Route 196).

In 2003, Lisbon town officials requested ATRC conduct this study because a by-pass, while preferred, would take a long time to achieve and a TSM review of the entire length of Route 196 was necessary to extend the capabilities of the road to handle traffic volumes over the next five to ten years. Town officials indicated they wanted to maintain the village atmosphere along Route 196 and not to widen to four lanes but felt that the amount of traffic that passes through the town was causing a great deal of disruption, delays, congestion and safety problems, and needed to be diverted entirely around Lisbon. In the long term, it is hoped that a new bypass will be established that removes traffic from each of the villages. This bypass may include new construction or could include existing roads, such as Route 136.

## **H**ighway Classification

A town's transportation system typically consists of its roadway, bridge and sidewalk network, 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 highways. 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 intracounty 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.

## **H**ighway 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.

Maine DOT has identified Route 9, as a backlog highway. This means that this highway is substandard and in need of reconstruction or rehabilitation. The Maine DOT has made a commitment to improve Route 9 and reconstruction has been planned in phases. Reconstruction of Route 9 has been identified in the Maine DOT 6-Year Plan and its completion is projected in the 2006-2008 Transportation Improvement Program.

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. Town officials are concerned about the impact this traffic will have on the condition of Route 9, which is expected to be reconstructed by 2009.

## 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	2002	2003	2005
Route 9 (Ridge Rd) North of Frost Hill Avenue	3,640	4,360	---
Route 9/196 (Lisbon Rd) Northwest of Pleasant Street	---	18,830	---
Route 9/125 (Canal St) South of Route 196	---	6,850	---
Route 9/196 (Lisbon Rd) Northwest of Route 125	---	15,580	---
Route 9 (Ridge Rd) Southeast of Webster Road	---	3,230	---
Route 9 (Ridge Rd) at Sabattus Town Line	3,490	3,880	3,780
Route 196 (Lisbon Rd) Northwest of Webster Road	15,210	16,140	15,140
Route 196 (Lisbon Rd) Southeast of River Road	14,380	15,190	---
Route 196 (Lisbon Rd) at Topsham Town Line	12,160	13,450	11,840

## 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, 2003 to December 31, 2005, there were two HCL in Lisbon.

MOTOR VEHICLE CRASH SUMMARY DATA – 1/1/03 through 12/31/05		
HIGH CRASH LOCATION		
Crash Location	# of Crashes	CRF
Route 125, Gould Road, Borrough Road	11	1.41
Route 9	8	1.10

The Maine DOT 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 eight crashes on this stretch of road during the last three-year period, however, all of the crashes occurred in 2002 and 2003. The CRF for this highway segment is 1.49. The results of this analysis are as follows:

Of these eight crashes, four involved possible injuries, and four were property damage only. Only one crash involved two vehicles, and occurred at/near a driveway. The other crashes were all single-vehicle crashes, typically run-off-the-road. Two crashes involved deer. The majority of the crashes occurred during daylight hours, and there is no clear pattern of crash type or location.

## **A**ccess 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 non-urban 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.

## **B**icycling and Pedestrian Facilities

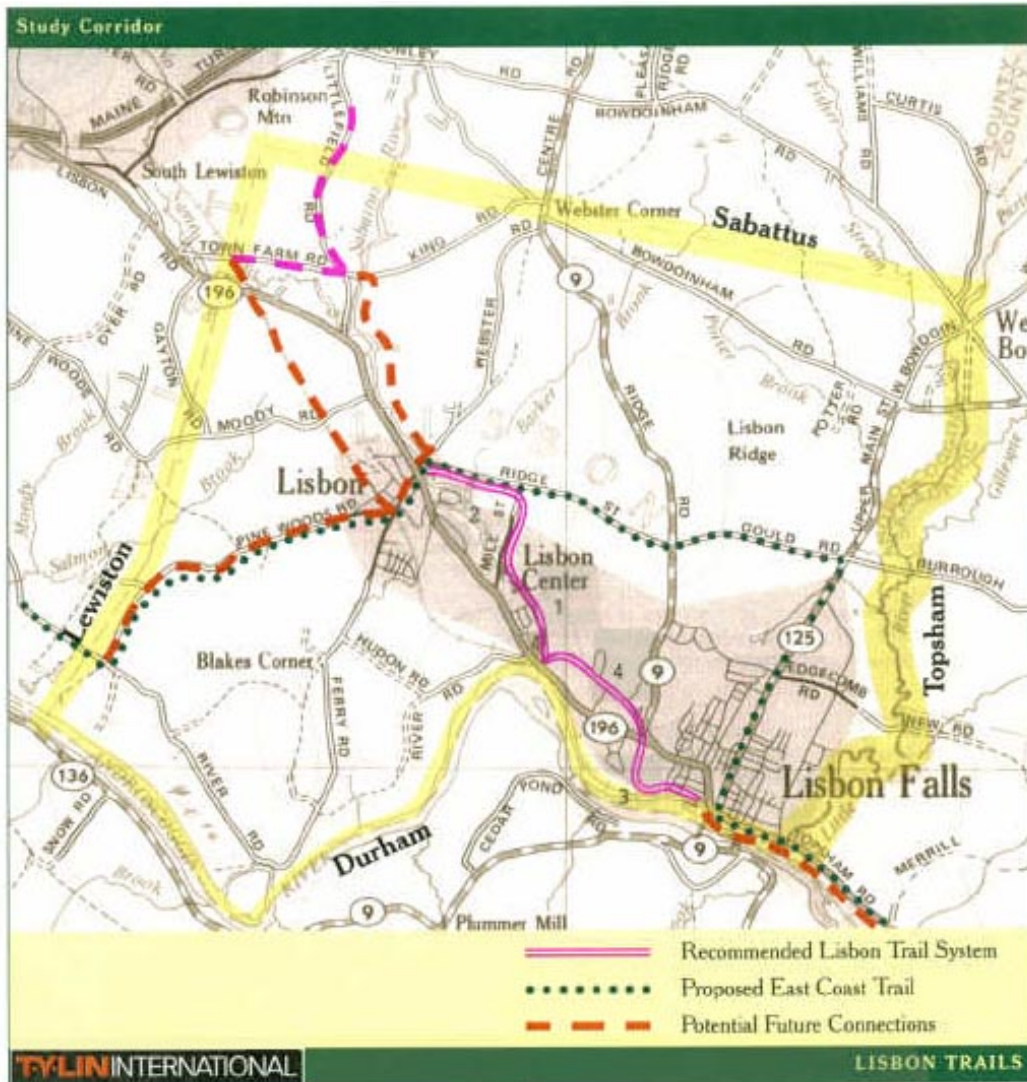
The town of Lisbon has been working to establish an integrated system of on-road and off-road routes that connect the villages of Lisbon Falls, Lisbon Center and Lisbon. This trail system will be a four-season, non-motorized, multipurpose transportation and recreation facility that will serve several 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 and with the East Coast Greenway.

The proposed 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 will go to the Route 9/Route 196 signalized intersection, continue along Route 196 to Frost Hill Road, along Frost Hill Road where it will connect to the Paper Mill Road near the boat launch. From Paper Mill Road the trail will continue along Mill Street and Upland Road and end at the Upland Road/Webster Road intersection. This represents approximately 4.5 miles of new trail.

In 2001, TY-Lin International completed an engineering feasibility study of the trail network and in 2003 the town received funding from the Maine Department of Transportation to construct one segment of the trail network.

The East Coast Greenway is a 2,600 mile national trail system that 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 Maine East Coast Greenway Inland River Route has been planned that extends from Brunswick to Ellsworth in the Androscoggin, Kennebec and Penobscot River valleys.

The River Route begins at the Androscoggin River Trail in Brunswick and runs along Route 196 into Lisbon Falls. From Route 196 in Lisbon, the River Route turns onto Main Street then to Gould Road and Upland Road, then to Webster Road and back to Route 196. The River Route then crosses Route 196 to Pine Woods Road and continues on to Ferry Road, then into Lewiston.



## 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 fourth highest percentage usage (63%) of all Park & Ride lots owned by Maine DOT. The Maine DOT/MTA study specifies that paving the Lisbon Falls lot should be a priority for MaineDOT. It is expected that a new Park & Ride lot will be needed near the new Sabattus turnpike interchange.

## **R**ail 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. The Lewiston Lower Branch has been inactive for almost 20 years. Reuse of the rail line or right-of-way has been contemplated. The ATRC's bicycle/pedestrian plan was updated in 2001 and does not include the rail right-of-way as a trail. Lisbon town officials have indicated that the rail line should be re-established for freight and passenger rail use.

In 1999, a statewide bond was approved for the development of statewide rail corridors. The bond included \$6,000,000 for acquisition of a 9.5-mile section of the Lewiston Lower Branch from Lisbon Falls to Lewiston. This right-of-way is owned by Guilford Rail System. The remaining section of the line from Lisbon to Brunswick is owned by the state. The State of Maine continues to be interested in acquiring ownership of the remainder of the rail line. After the state obtains ownership, it is expected that the MaineDOT will work with ATRC to develop a master plan for the rail corridor's future uses. The ATRC and Lisbon officials continue to work for resolution of the purchase.

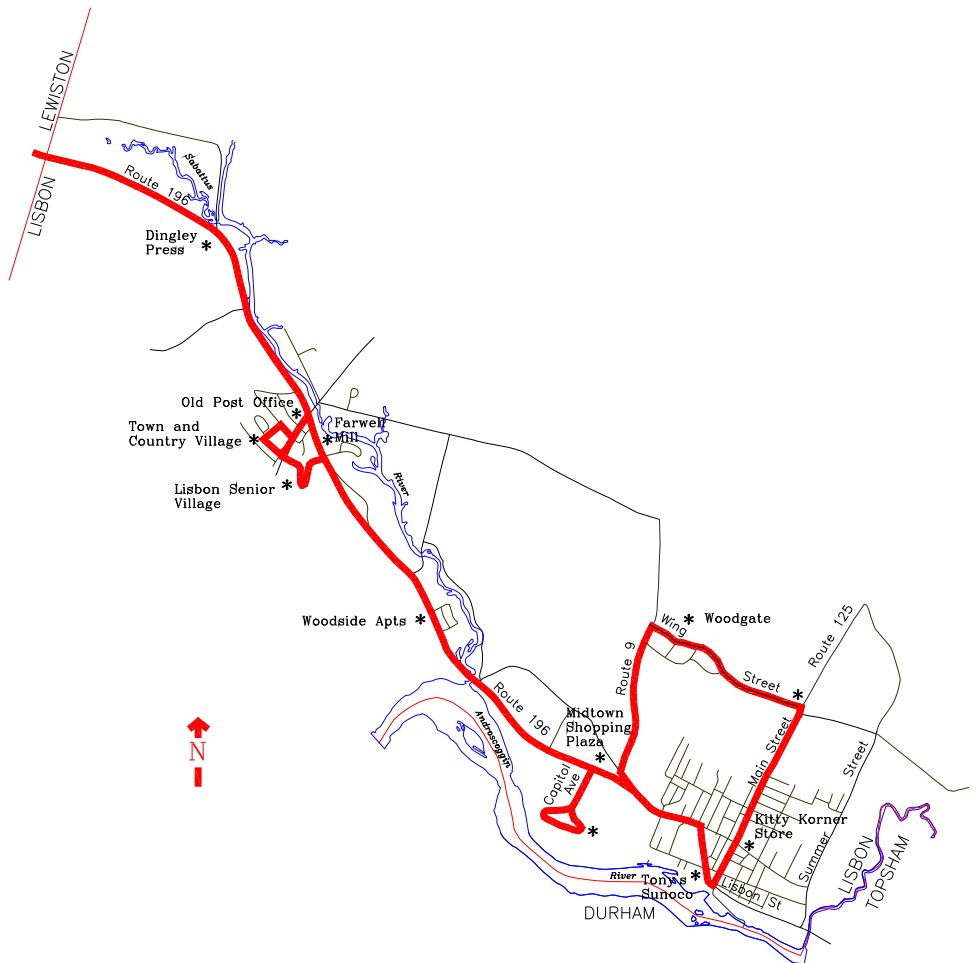
## **P**ublic Transit

Lisbon receives public transit services from Western Maine Transportation Service, Inc. (WMTS), and Community Concepts Inc. (CCI), as well as private taxi service from Tri Town Taxi. Public transit services include demand-response or door-to-door transportation for medical appointments and other contracted services provided by WMTS and CCI, as well as a commuter bus service, the Lisbon Connection, provided by WMTS. WMTS is the designated regional transit provider for Androscoggin, Franklin and Oxford counties. WMTS receives Federal Transit Administration (FTA) funding to provide rural transit that is allocated by MaineDOT, and FTA urban transit funding that is allocated by ATRC.

Funding for transit services comes from several sources. Most demand response funding is from Medicaid for approved medical appointments, with the balance of demand response trips falling under the Bureau of Mental Health and Retardation, child protective services, and other Department of Health and Human Services. Demand response trips typically are provided by an agency volunteer driver, or a family member will receive mileage reimbursement.

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, Lewiston. The Lisbon Connection and Lewiston-Auburn's *citylink* bus service have coordinated arrival and departure times to make the transfer between systems seamless, and transfers between systems are free. The Lisbon Connection fare is \$1.00 one-way.

In fiscal year 2005, ridership on the Lisbon Connection ranged from 450 to 600 passengers per month, an average 21 to 28 passenger trips per day. In addition to Lisbon Connection passenger trips, WMTS provided approximately 150 demand response trips per month and Community Concept Inc. provided over 8,500 demand response trips. Trips provided by CCI totaled 352,467 miles, an average of 41 miles per round trip.





# **N**ATURAL 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**

## **I**ntroduction

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.

## **T**opography

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.

## **S**oils

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 coarse textured soils. Major limitations associated with this soil association is rapid permeability, differential settling and droughtiness.

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 than others for low density residential development.

## **P** 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.

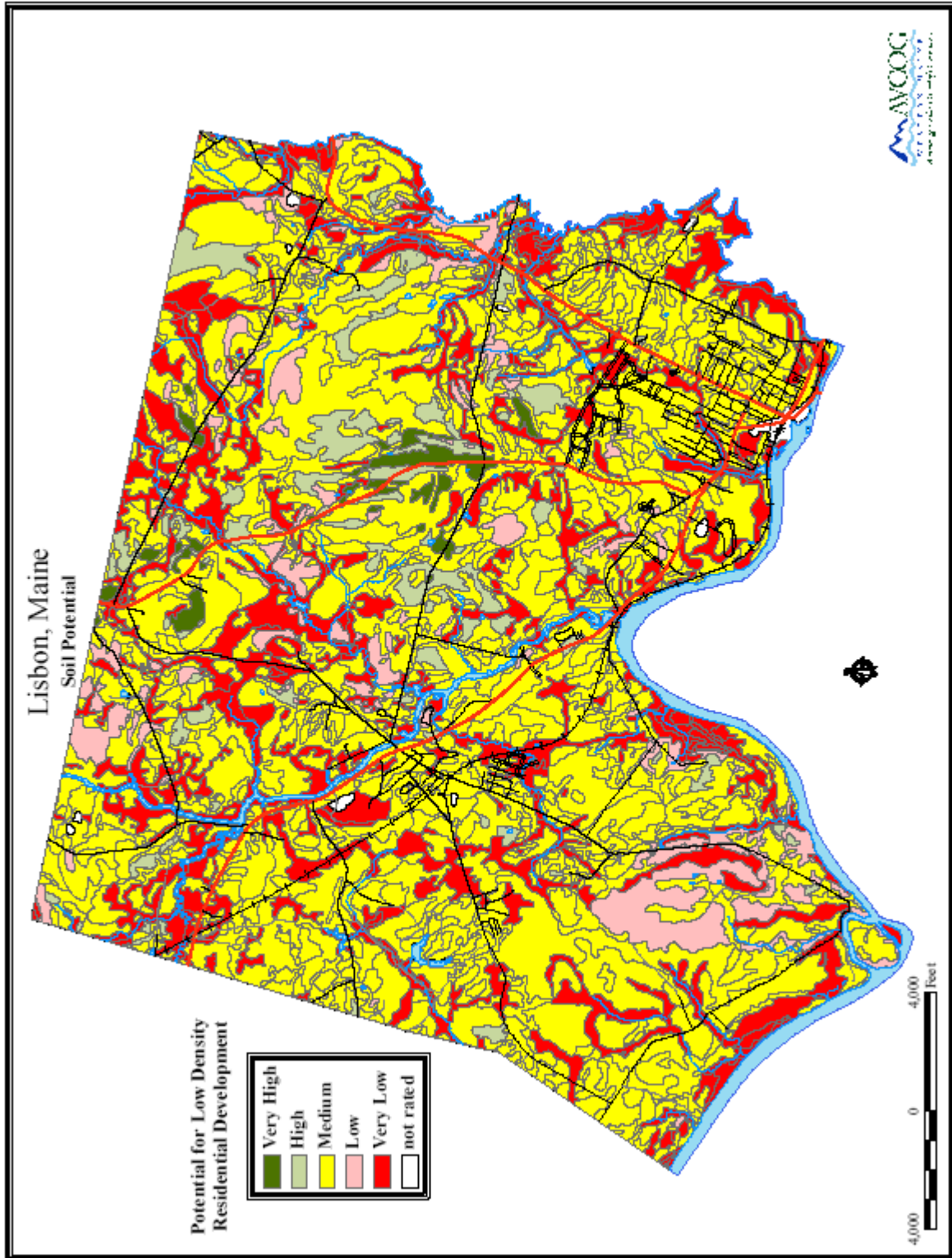
## **W**etlands

Wetlands perform a variety of functions. They serve as “natural 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.

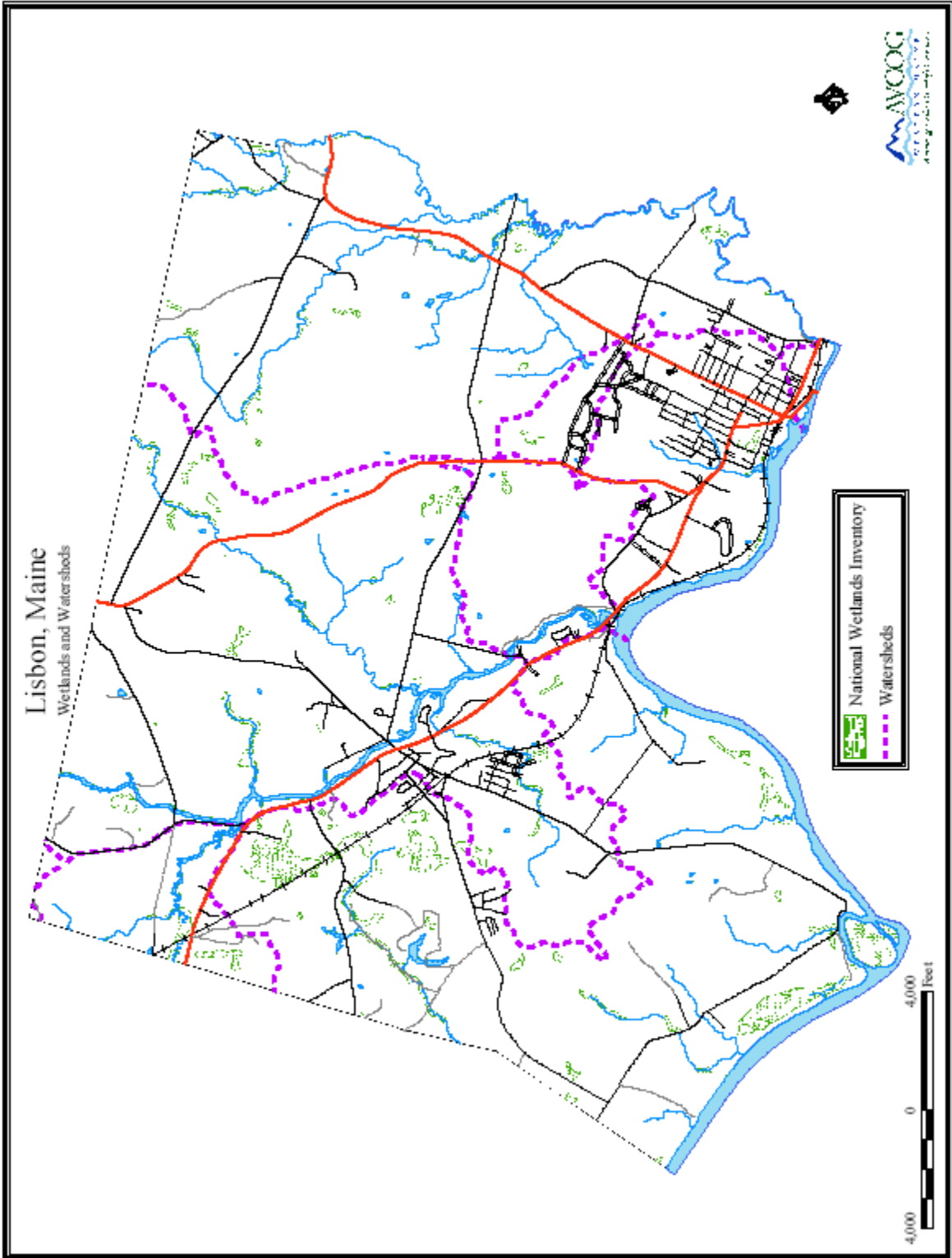
The United States Department of Interior has published a series of National Freshwater Wetlands Maps which identify wetlands as small as two acres in size. When compared to most municipalities, Lisbon has minimum acres of wetlands. Major wetland systems are located north and south of the Moody Road and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

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











## **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 worth 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.

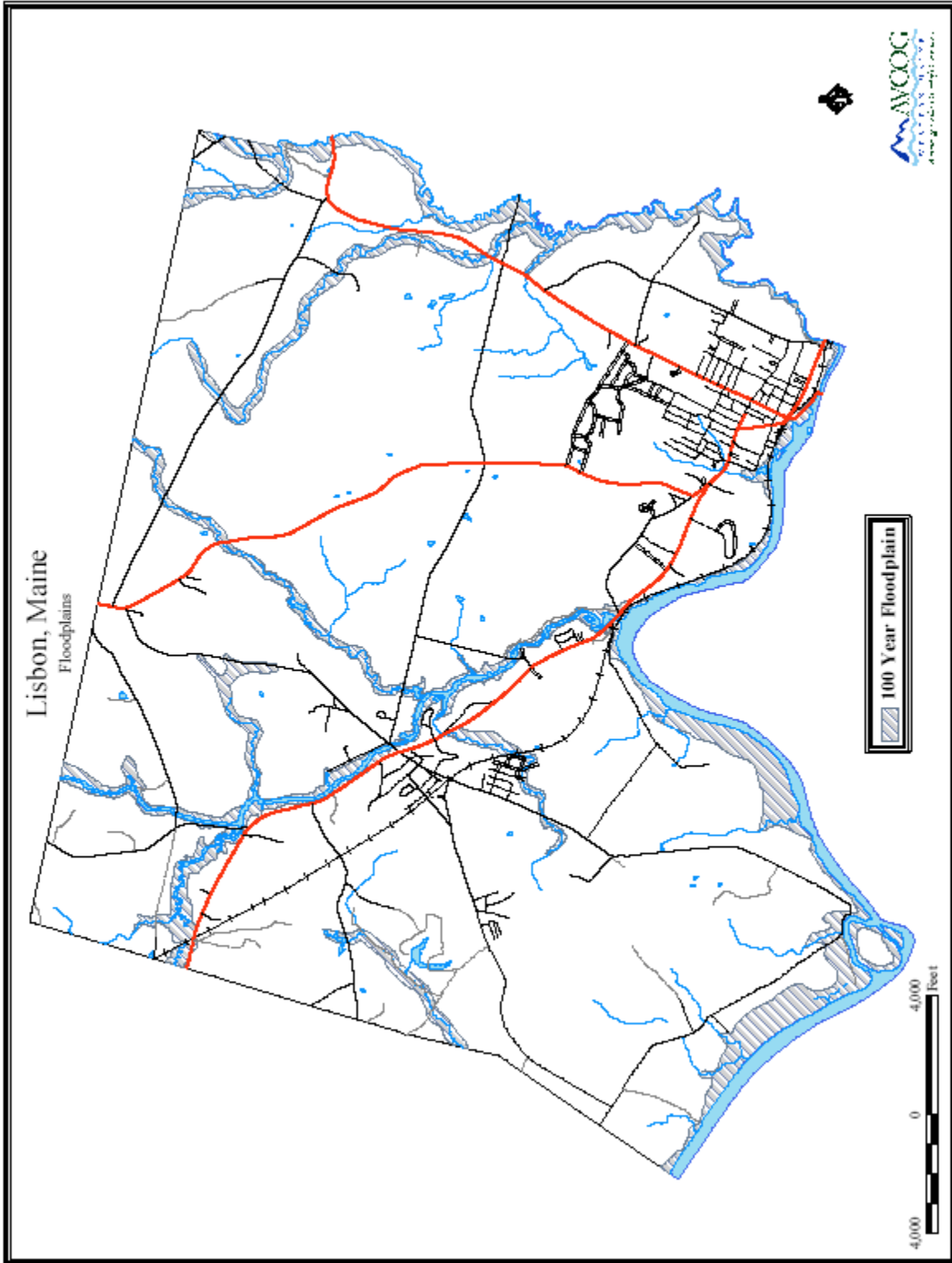
With the improving water quality of the Androscoggin, the potential for recreational uses of both the water and shoreline has increased. The "lower" Androscoggin, in recent years, has been stocked with Brown and Brook Trout by the Maine Department of Inland Fisheries and Wildlife. In addition there is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









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.

## **G**round 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.

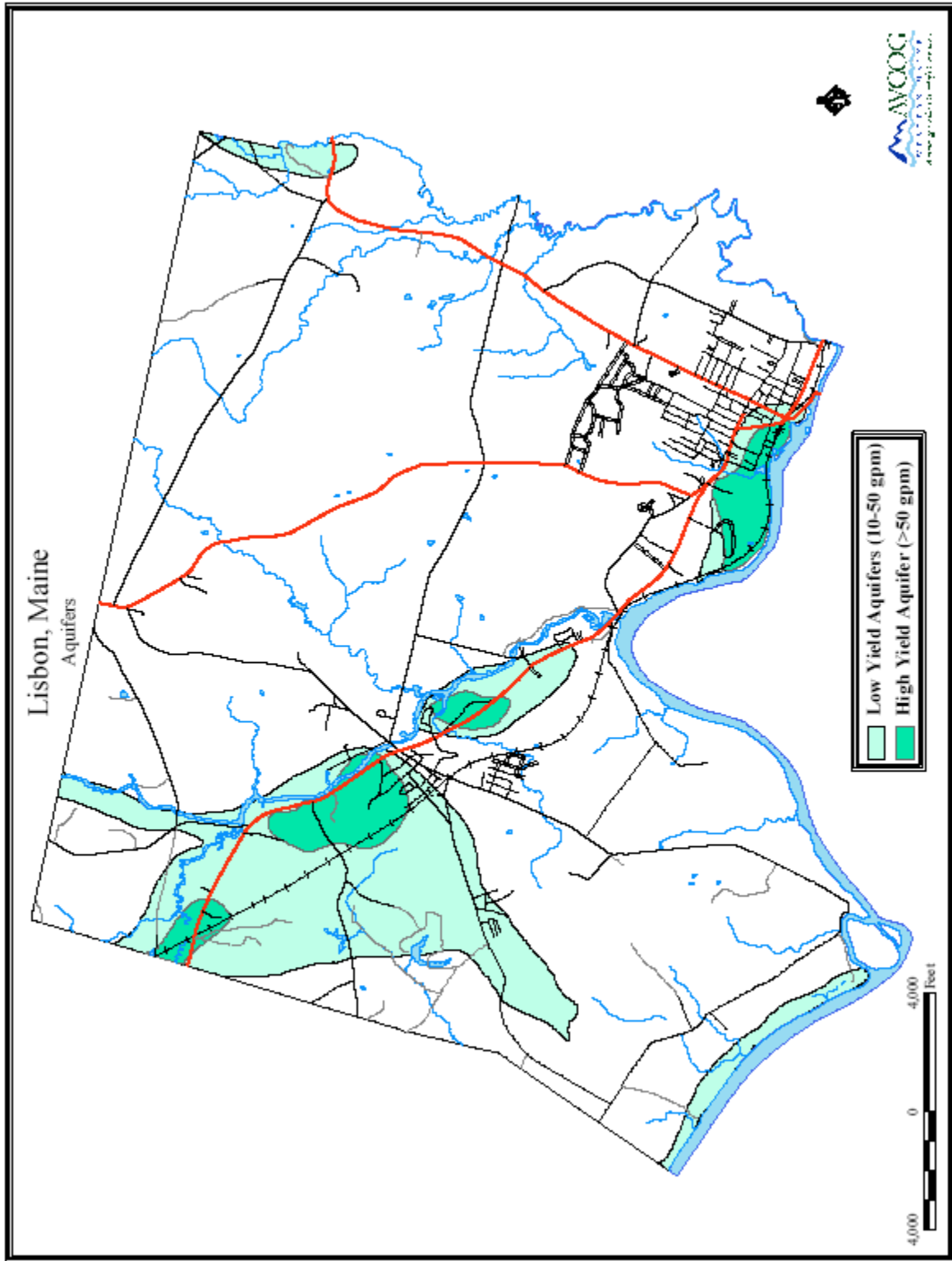
The sand and gravel aquifers in Maine are chiefly of glacial origin and were deposited by glacial melt water streams between 10,000 and 15,000 years ago. Wells located within aquifers have the potential to supply large quantities of ground water. The Maine Geological Survey has mapped sand and gravel 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.







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.

## **F**orested 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.

## **W**ildlife & 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.

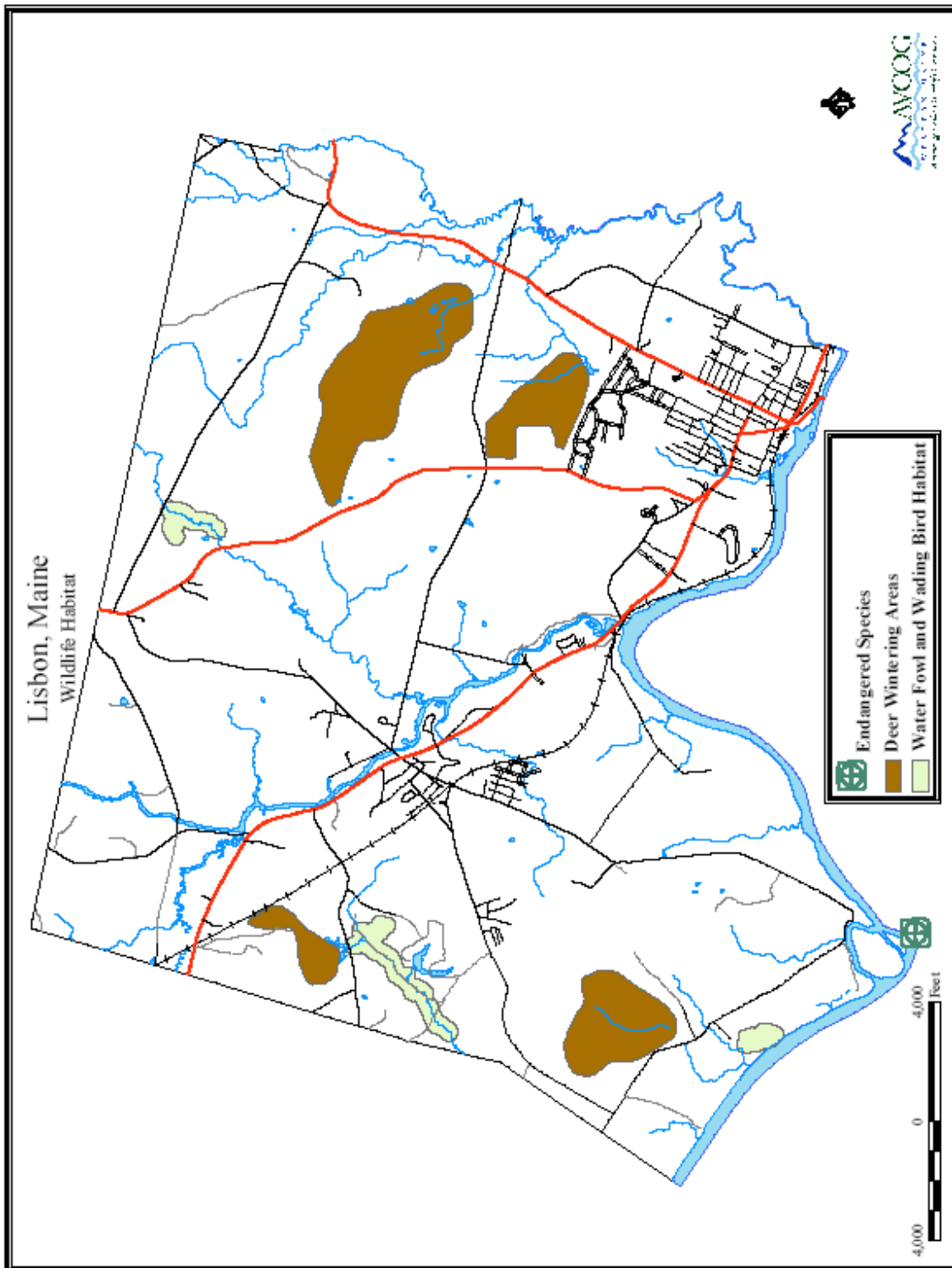
Large undeveloped habitat blocks are relatively unbroken areas that include forest, grassland/agricultural land and wetlands. Unbroken means that the habitat is crossed by few roads and has relatively little development and human habitation. These undeveloped habitat blocks are needed by animals that 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.

## **R**are 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.







## 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



# **L**AND USE PATTERNS

## **Findings and Trends**

**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.**

**Since 1988 there has been only a reduction of 126 acres of forest land in the Tree Growth program or 3.4 %.**

**After the small gain in total housing units between 1990 and 2000, housing starts increased after 2000.**

**More than 142,000 square feet of new commercial and industrial space have been constructed along Route 196.**

**The Capital Avenue Lisbon Industrial Park is nearing build out.**

## **I**ntroduction

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.

## **F**orest 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 2003, Lisbon had a significant percentage of its forest land registered under the Tree Growth Tax Program. Approximately 3,600 acres of the forest land was registered which was the fifth greatest of all Androscoggin County towns. Ninety-nine parcels were registered. Since 1988 there has been only a reduction of 126 acres of forest land in the Tree Growth program or 3.4 %. In all of Androscoggin County there was a 16% decrease over the same period. An underlying factor for the amount of registered forest land are several large landowners who are not anticipating developing their land and desire to take advantage of tax benefits the Tree Growth Tax Program offers.

## **A**gricultural 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 roll in agricultural economy of the region

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). This represented approximately 12% of Lisbon's total land area. Since 1991 there has been a small decrease in land used for active agriculture. This loss has been primarily due to residential development and the abandonment of active agricultural practices.

The major concentration of open farmland is located in the following general locations: Upland Road, Jalbert Road, Bowdoinham Road, King Road, River Road, Littlefield Road and King Road.

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 purchases 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.

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.

## **R**esidential 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 1990 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, housing starts increased 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.

**Housing Starts  
2000-2004**

Year	# Single Family	# Multi Family Units	Total Units
2000	15	0	15
2001	22	2	24
2002	26	5	31
2003	68	6	74
2004	24	0	24
Total	144	13	157

Source: Town of Lisbon

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, however, 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.

Since 1994 a total of 229 new housing units have been added in Lisbon. The majority of these have been constructed or placed in the General Residential and Limited Residential zoning districts. The Alora Street area in the Falls and Beach Street area in the Village have seen a significant level of residential development. These areas are served by public water and sewer and other public infrastructure. Only about 20% of new housing has been located in the two rural zones, Rural Open Space and Rural Residential.

## **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.

## **R**oute 196 Corridor Land Use/Development Patterns

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. In addition to the three village centers, the corridor can be divided into three development type segments.

Beginning at the Lisbon/Lewiston town line and proceeding in a southerly direction to the Moody Road, the corridor is in transition. This corridor segment is zoned commercial. Since 1994 this area has been the location of a significant amount of growth. More than 142,000 square feet of new commercial and industrial space have been constructed here. It is expected that this area will see continued growth in this type of development.

In the next segment from Moody Road south to Memorial Street contains a mixture of residential and commercial development. However, residential is the controlling land use immediately adjacent to Route 196. The floodplain of the Sabattus River is a constraint to development which covers much of the easterly side of the corridor. A large inactive gravel pit is located in this segment and future uses of it may significantly alter this segment's land use pattern.

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 and commercial and service establishments. The next segment which displays unique characteristics extends from Crest Avenue to the Sabattus River Bridge and contains the village of Lisbon Center. This corridor segment was residential oriented but since 1994 the town office, post office and credit union have located here. The Diversified Development Zoning District is located here which is designed to encourage a mixture of land uses.

The short corridor segment between the Sabattus River Bridge south to Highland Avenue is the least developed segment of the corridor. This is due to several development constraints and the proximity to the Androscoggin River. It also provides one of the few visual access points to the Androscoggin River.

The next to last segment of the corridor contains the Midtown Shopping Center, the Capital Avenue Industrial Park and the Lisbon High School complex. This area would be expected to contain primarily commercial and business.

The final segment of the corridor contains the traditional Lisbon Falls Village. Within this area, residential, commercial and industrial activities are found.

Much of Route 196 is zoned for commercial development. Currently, more than 45 commercial, industrial and service related business exists on Route 196. Because of current zoning, the corridor segment from the Lewiston/Lisbon town line to Lisbon Village is in transition for multiple use to commercial/business.

## **I**ndustrial/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, Juliet and Worumbo Mills.

There are currently five major industrial areas within Lisbon. The Knight Celotex Mill, located on the Lisbon/Topsham border, contains approximately 14 acres. The Worumbo Mill site and adjacent hydroelectric facility is the major traditional industrial site in Lisbon Falls covering approximately 16 acres. Much of the mill was destroyed by fire in 1987 and the 100,000 square foot standing portion is currently vacant.

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.



# **R**ECREATIONAL RESOURCES

## **Findings and Trends**

**Lisbon's population and population concentration requires various formal recreation facilities and programs**

**Recreation facility capacity suffers from sharing school facilities during the school year and availability of playing fields.**

## **I**ntroduction

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.

## **S**chool 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.

Marion Morse School - Lisbon Falls: The school is located on 5 acres of land; outdoor recreation facilities include a basketball court and a playground.

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.

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

**Indoor Recreation Space**

<b>School</b>	<b>Space Description</b>	<b>Square Footage</b>
Morse Elementary School[Town owned]	multi-purpose	2,463
Sugg Middle School	gymnasium lockers	3,674 1,012
Lisbon Hill School	gymnasium lockers weight room	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. House keeping and minor maintenance is done by volunteers. Recreation facility capacity suffers from sharing school facilities during the school year and availability of playing fields.

## **B**eaver 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.

A full-time Park Ranger is employed who resides at the park on a year-round basis. During the summer season, part-time staff is also employed. 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. Also, a playground area and some 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.

## **P**inewood 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.

## **S**ummer 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. Plans are to maintain the park as it presently exists.

## **R**ecreation 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.

## **A**ccess 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.

## **O**utdoor 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.



# **F**ISCAL CAPACITY

## **Findings and Trends**

**The valuation of Lisbon consists of \$186,888,000 in buildings, \$100,212,000 in land and \$41,406,000 in personal property.**

**Valuation has increased more than the increased cost of providing municipal services.**

**Expenditures increased from \$17,623,600 in 2000 to \$19,153,000 in 2004, or by 9%. This overall increase in expenditures was slightly less than the rate of inflation (9.6%) over the same period.**

## **I**ntroduction

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.

## **V**alue of Municipal Tax Base

The total 2004 valuation for the Town of Lisbon was \$368,621,380. This valuation represents an increase of \$26,950,000 or 7.3% over the 2000 valuation of \$341,672,420. In 2000, the State's valuation of Lisbon was \$303,550,000 and in 2004, its valuation of Lisbon was \$381,500,000. The 2004 State valuation exceeds Lisbon's local valuation by \$12,879,000. Although the State valuation of Lisbon higher than the local valuation, the State's valuation increased by \$77,950,000, or 26%, between 2000 and 2004.

The valuation of Lisbon consists of \$186,888,000 in buildings, \$100,212,000 in land and \$41,406,000 in personal property. There is \$28,542,000 of property exempt from taxation.

## Tax Rates

The tax rate in Lisbon increased from \$22.50 per \$1,000 in valuation in 2000 to \$25.25 per \$1,000 in valuation in 2004. Between 2000 and 2004, there was a \$2.75 increase in the property tax rate, an increase of 11%. The tax rate remained the same from 2002 through 2004. Lisbon's mil rate is in line with other communities of similar size across Maine.

### Tax Rate per \$1,000 in Valuation

2000	22.50
2001	24.25
2002	25.25
2003	25.25
2004	25.25
2005	24.25

## Revenues

The primary revenue sources for fiscal years 2000- 2004 were property taxes and intergovernmental. Other significant revenue sources included excise taxes and sewer user fees. The total revenues in fiscal year 2004 were \$19,039,490. This compares to \$11,680,190 in 1989.

The greatest increase in normal revenues has been in property taxes, increasing by approximately \$1,360,000 or 19%. This has occurred while the mil rate increased by 12% over the same period. This indicates that valuation has increased more than the increased cost of providing municipal services. Intergovernmental revenues increased by \$755,000 over the period.

### Revenues, 2000-2004 [Amounts Rounded]

Revenue	2000	2001	2002	2003	2004
Property Taxes	\$7,065,850	\$7,085,870	\$7,783,870	\$8,114,960	\$8,425,090
Excise Taxes	\$959,000	\$973,600	\$1,021,760	\$1,081,620	\$1,159,440
User Fees	\$926,090	\$922,900	\$949,730	\$951,560	\$950,920
License/Permits	\$25,220	\$42,360	\$57,130	\$56,500	\$91,430
Intergovernmental	\$7,230,570	\$7,726,930	\$8,065,920	\$7,771,840	\$7,985,900
Charges/Services	\$48,530	\$134,600	\$99,430	\$50,410	\$44,070
Misc. Revenues	\$264,480	\$362,770	\$ 147,360	\$293,020	\$316,500
Interest Earned	\$277,850	\$285,440	\$141,200	\$125,480	\$66,140
Sewer Hookup	\$9,600	\$8,000	\$12,020	-	-
TOTAL	\$16,790,240	\$17,542,470	\$18,272,420	\$18,445,380	\$19,039,490

## Expenditures

Expenditures increased from \$17,623,600 in 2000 to \$19,153,000 in 2004, or by 9%. This overall increase in expenditures was slightly less than the rate of inflation (9.6%) over the same period. The increased valuation of real property has in part allow for a stable mil rate

The largest annual expenditure is for education which in 2004 was 61% of the total expenditures. Education cost increased by 18% between 2000 and 2004. Other significant expenditures are for public works, general government and public safety.

### Expenditures 2000-2004 [Amounts Rounded]

Expenditures	2000	2001	2002	2003	2004
General Govt.	\$1,153,170	\$1,263,590	\$1,377,570	\$1,457,320	\$1,520,490
Public Safety	\$1,078,050	\$1,275,260	\$1,207,370	\$1,201,670	\$1,276,460
Public Works**	\$1,227,040	\$1,272,850	\$1,415,430	\$1,450,560	\$1,392,190
Sanitation	\$848,480	\$811,850	\$1,126,830	\$978,080	\$1,063,930
Public Services	\$361,870	\$348,920	\$379,750	\$465,990	\$456,360
Welfare	\$45,310	\$40,550	\$43,880	\$47,570	\$52,420
County Tax	\$358,870	\$379,950	\$412,470	\$457,530	\$476,770
Education	\$9,967,250	\$10,285,600	\$10,787,850	\$11,756,870	\$11,809,970
Contingency	\$31,930	\$1,040	\$2,830	\$900	\$5,150
Tax Abate.	\$4,820	\$5,850	\$6,630	\$12,280	\$9,720
Miscellaneous	\$1,982,260	\$536,642	\$598,400	\$1,450,990	\$379,740
Debt Services	\$564,550	\$542,110	\$519,360	\$521,180	\$710,285
TOTALS	\$17,623,600	\$16,764,210	\$17,878,380	\$19,800,940	\$19,153,470

Source: Town of Lisbon

## Long-term Debt

As of May 2005, Lisbon had a total of \$19,276,000 in long-term debt. Lisbon's debt totals approximately 5% of the State's valuation of \$381,500,000. The State allows a municipality to incur a debt amount of 15% of the State valuation, which means that Lisbon could legally incur approximately \$22 million more in long-term debt.

A community's ability to pay the debt service, or yearly programs, as part of the property tax must be considered when incurring long-term debt. In fiscal year 2004, Lisbon's annual debt service payment was \$710,300.

## **C**onclusion

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