



Appendix A
Appendix B
Appendix C

1 Introduction

2 This Chapter provides the foundation for the
3 Comprehensive Plan, outlining why we plan, the
4 planning process, Iowa Smart Planning, and the
5 planning area. In addition, Chapter 1 also provides
6 community background information including
key community indicators and existing plans and
studies.

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Adopted on
November 19, 2012

1.1 THE PLAN AS A “LIVING” GUIDE

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Why Plan?

It is difficult to know what the future may bring for Burlington, or for any community. As residents and businesses come and go, and economic trends rise and fall, changes will occur. The purpose of this plan is to establish a shared vision for Burlington to guide future actions and decisions. This guidance provides predictability and consistency over time, which encourages investment. We plan so that we can act and react in a changing world with a confident understanding of our common values and goals.

Plan Maintenance

This planning document is a “living” guide for growth and change in the City of Burlington. The plan represents the City’s best effort to address current issues and anticipate future needs; however, it can and should be amended from time to time if conditions warrant reconsideration of policies in this plan. If decisions are being made that are not consistent with this plan, then the plan has lost its relevance and should be amended. The process of amending the comprehensive plan should not be onerous, but it should trigger a brief pause to consider again the long term vision for the community. This plan’s value is dependent upon frequent use and occasional updates.



1.1 THE PLAN AS A “LIVING” GUIDE

Iowa Smart Planning

The Iowa Smart Planning Act (State Code Chapter 18B), signed into law on April 26, 2010, includes three primary components:

1. Ten Iowa Smart Planning Principles
2. Comprehensive Planning Guidance and 13 plan elements
3. Establishment of the Iowa Smart Planning Task Force

The Iowa Smart Planning Act does not mandate how communities should grow, rather it requires that communities and state agencies consider Smart Planning Principles when planning for the future and provides guidance concerning important elements local plans should include.

Smart Planning Principles

The Ten Iowa Smart Planning Principles must be considered and may be applied when local governments and state agencies deliberate all appropriate planning, zoning, development and resource management decisions. Application of these Principles is intended to produce greater economic opportunity, enhance environmental integrity, improve public health outcomes, and safeguard Iowa’s exceptional quality of life. Successful integration of the Principles also addresses the need for fair and equitable decision-making regarding the growth of communities, and can produce cost savings regarding the provision of public services.

The ten Smart Planning Principles are:

1. *Collaboration*
2. *Efficiency, Transparency, & Consistency*
3. *Clean, Renewable, & Efficient Energy*
4. *Occupational Diversity*
5. *Revitalization*
6. *Housing Diversity*
7. *Community Character*
8. *Natural Resources & Agricultural Protection*
9. *Sustainable Design*
10. *Transportation Diversity*

Comprehensive Planning Guidance

The Iowa Smart Planning Act outlines 13 elements that may be included in a city or county’s comprehensive plan:

1. *Public Participation*
2. *Issues and Opportunities*
3. *Land Use*
4. *Housing*
5. *Public Infrastructure and Utilities*
6. *Transportation*
7. *Economic Development*
8. *Agriculture and Natural Resources*
9. *Community Facilities*
10. *Community Character*
11. *Hazards*
12. *Intergovernmental Collaboration*
13. *Implementation*

The Act also stimulates that comprehensive plans developed using the 13 planning elements must also address prevention and mitigation of, response to, and recovery from catastrophic flooding.



Plan Organization

The organization of the plan is based both on the planning process and the guidance provided by the Iowa Smart Planning Act. The plan is divided into six chapters plus several important appendices.

Chapter 1: Introduction

Chapter 1 discusses the role of the plan, the Iowa Smart Planning Act, the planning area boundaries and regional context, and Burlington’s previous planning efforts.

Chapter 2: Planning Process and Public Participation

Chapter 2 outlines the planning process, including a description of public participation methods and feedback.

Chapter 3: Issues & Opportunities

Chapter 3 explores issues and opportunities, discovered through the planning process, for the future of Burlington.

Chapter 4: Vision, Goals, Objectives and Strategies

Chapter 4 includes a vision for the future of the City, as desired in 2032, and goals, objectives, strategies, key indicators and action steps for each element of the plan, including:

- | | |
|---------------------------------|---------------------------------|
| Housing | Community Facilities & Services |
| Mobility & Transportation | Community Character |
| Economic Prosperity | Hazards |
| Agriculture & Natural Resources | Collaboration & Partnerships |

Chapter 5: Land Use

Chapter 5 describes current land use characteristics, defines future land use categories and policies, and presents the future land use map. Detailed planning for several subareas within the City is also addressed.

Chapter 6: Implementation & Action Plan

Chapter 6 describes the tools and procedures by which the plan will be implemented and provides a timeline of action steps for successful implementation of the plan.

Appendix A: Community Indicators

Appendix A is a compilation of data that describes the existing conditions, trends, and projections for the City of Burlington. This data informs the planning process and should be updated from time to time to track progress and change in the City.

Appendix B: Public Input

Appendix B is a compilation of complete results from the public input process.

Appendix C: Plan Area Maps

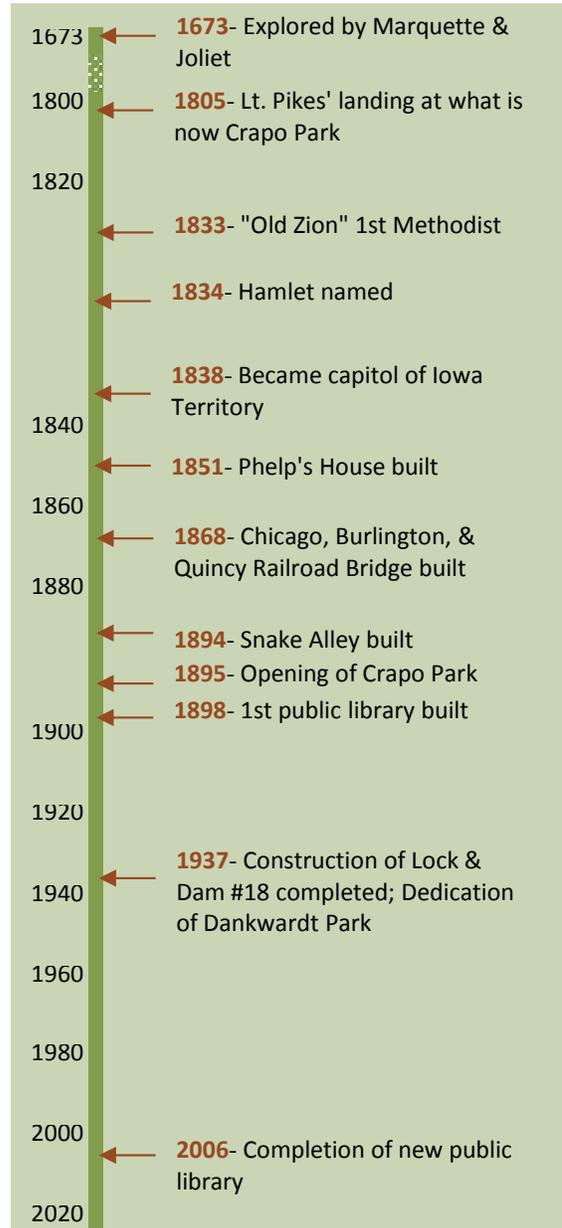
History of Burlington

Burlington is located in southeast Iowa on the steep cliffs and valley plain of the Mississippi River. Part of Pere Jacques Marquette and Louis Joliet's exploration in 1673, Lt. Zebulon Pike landed at what is now Crapo Park in 1805. The land eventually became part of the Louisiana Purchase. At the end of the Black Hawk War in 1833, residents named the hamlet "Burlington", after trader John Gray's Vermont home.

The City was chartered by Congress in 1836 as the seat of one of two counties of the Iowa District in the Wisconsin Territory, and remained the capital when the Iowa Territory was established in 1838. Burlington's population at this time was approximately 1200. Burlington remained a small trading hub until 1868 when the Chicago, Burlington, & Quincy railroad bridge was completed. MacArthur Bridge was constructed in 1917, to carry automobile traffic across the Mississippi River.

Since 1868, the greater Burlington area has grown into the manufacturing center of southeast Iowa, with over 20 percent of its industry in manufacturing in 2010.

While early establishment in manufacturing brought impressive increases in the number of residents, Burlington's population has been steadily decreasing since 1960, about 20 percent over the last 50 years. The population in 2010 was 25,663.



Planning Area

The study area for this Plan includes all lands in which the City has both a short- and long-term interest in planning and development activity. The Planning Area includes all lands within the current municipal limits and within the City's potential two-mile extraterritorial jurisdiction within Iowa. The City is approximately 12,807 acres (20.01 square miles). The entire Planning Area is approximately 24,131 acres (37.7 square miles).

The planning area two-mile boundary has been modified in several places. The southwestern boundary excludes the Iowa Army Ammunition Plant - the City of Burlington does not expect this land use to change in the near future and has no jurisdiction regarding its current use. The northwestern boundary has been modified to defer to West Burlington extraterritorial jurisdiction, ending Burlington's zone of planning influence along a line west of Highway 61.



City of Burlington

Des Moines County, Iowa

Planning Area Inset

MAP-1A

Legend

- County Boundary
- City of Burlington
- City of West Burlington
- Parcels
- Roads
- Lakes & Rivers
- Streams

Feet

Sources:
- County Base Data
- 2010 NAIP ortho provided by USDA

Drafted - LSR, Date - 10-08-12, File - p/12954001

1.2 A SNAPSHOT OF BURLINGTON

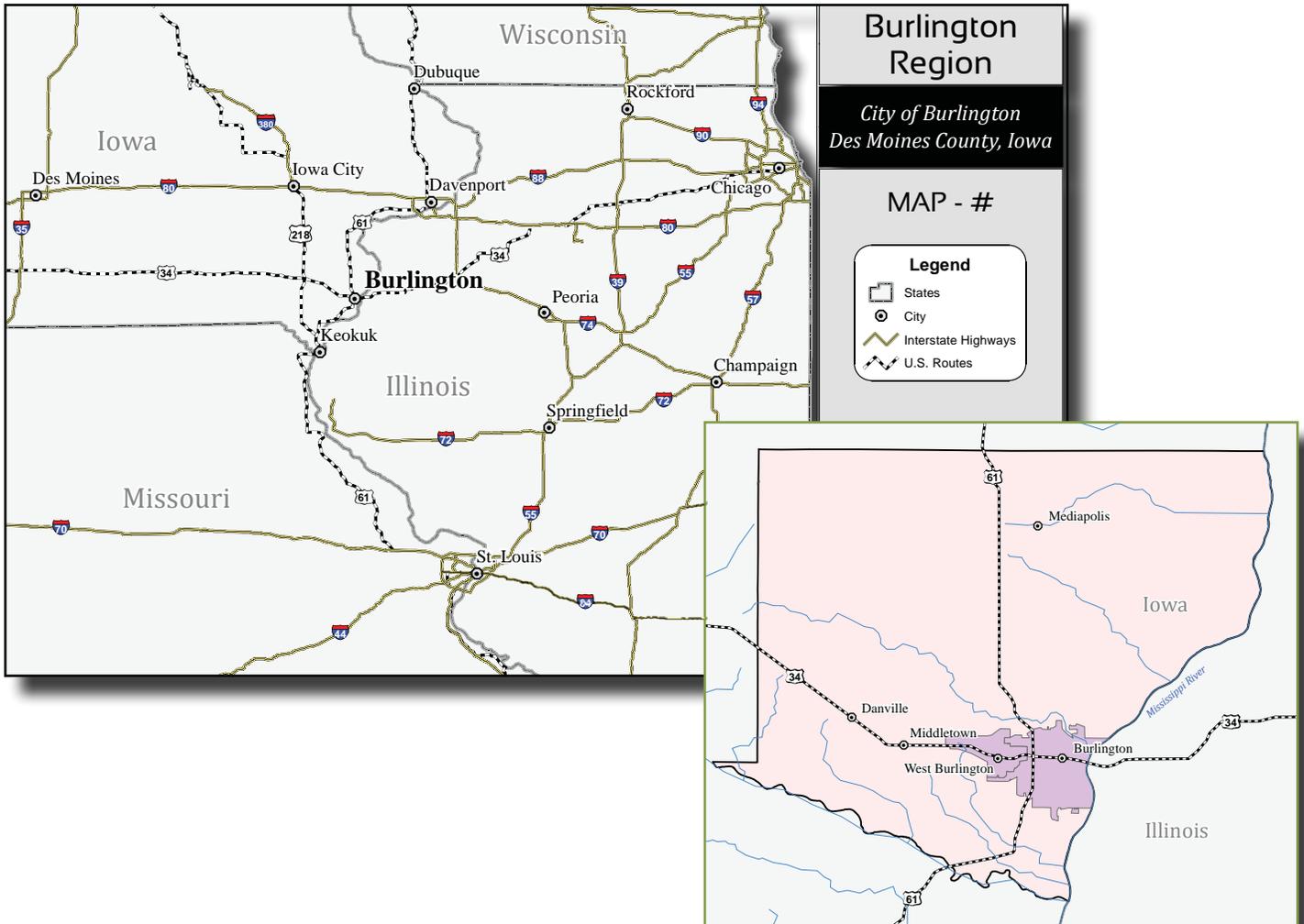
Regional Context

The City of Burlington is located in southeast Iowa on the Mississippi River and is the seat of Des Moines County. The Burlington Micropolitan Statistical Area (approximate population of 50,000) consists of both Des Moines County, IA and Henderson County, IL. The City of Burlington is the 19th largest city in the State of Iowa with a population of 25,663.

Burlington's economy is based largely on manufacturing, served by U.S. Routes 34 and 61, privately held terminals on the Mississippi River and several freight rail lines. Major manufacturers include Case New Holland, American Ordinance-IAAAP, and Lance Private Brands.

MAJOR REGIONAL CITIES

City	Population	Distance from Burlington (approx. miles)
Quad Cities, IA/IL	253,408	75
Iowa City, IA	67,862	80
Peoria, IL	115,007	95
Cedar Rapids, IA	126,326	105
Springfield, IL	117,352	135
Des Moines, IA	203,433	170



Key Community Indicators

This section analyzes overarching population and demographic trends for the City of Burlington. Examination of these trends provide a foundation for the planning process and implementation of the plan.

Population in Burlington has been steadily decreasing since 1960, losing over 20% of the City's population in the last 50 years. This is on par with the overall decrease in Des Moines County's population.

The 1998 Burlington Comprehensive Plan predicted that the population of Burlington would begin to grow at a rate 3% per decade, reaching approximately 29,000 in 2000. However, Burlington has continued to lose population, falling 7.5% below predicted levels.

The number of people per household in Burlington has also been decreasing, following regional and national trends.

Burlington's population has also been aging. The median age has increased from 30.5 years of age in 1970 to 39.7 years of age in 2010.

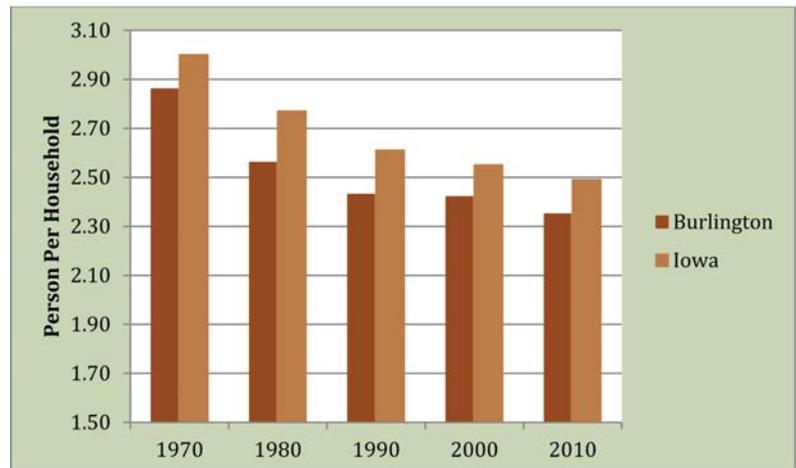
POPULATION TRENDS 1940-2010

Source: U.S. Census, 1998 Burlington Comprehensive Plan

	City of Burlington	Des Moines County	Iowa
1940	25,832	28,404	2,538,268
1950	30,613	33,740	2,621,073
1960	32,430	36,854	2,757,537
1970	32,366	46,982	2,825,368
1980	29,529	46,203	2,913,808
1990	27,208	42,614	2,776,755
2000	26,839	42,351	2,926,324
2010	25,663	40,325	3,046,355

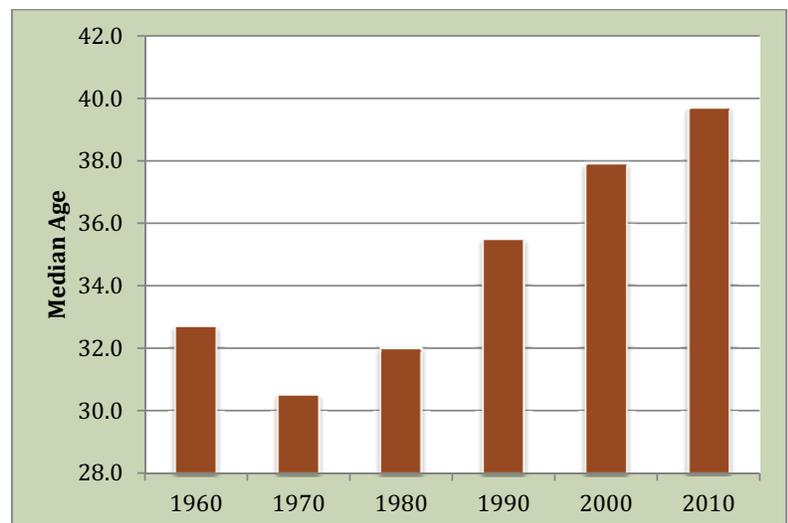
PERSONS PER HOUSEHOLD TRENDS 1970-2010

Source: U.S. Census, 1998 Burlington Comprehensive Plan



MEDIAN AGE TRENDS 1960-2010

Source: U.S. Census, 1998 Burlington Comprehensive Plan



2011 Council Goal Setting Report

The *City Council Goal Setting Report* is an annual report developed by the City with assistance from the Institute of Public Affairs (IPA). The report presents information gathered during a four step process that included identification of recent accomplishments, issues/trends/concerns, potential new initiatives/programs/policies and suggestions to improve organizational effectiveness; information gathering sessions with department heads; and a goal-setting session with elected officials.

Approximately seventy (70) major accomplishments were identified from the past two years, including completion of the wastewater treatment plant, payoff of the Babe Ruth debt, a significant increase in transit ridership, completion and repair of ninety (90) blocks of city streets, and purchase of the HESCO flood control barriers, among many others. In addition, approximately sixty (60) issues, concerns, trends and opportunities were identified, both general (e.g. poverty) and Burlington-specific (e.g. revitalize depot).

After evaluation of the issues, concerns, trends and opportunities, several priorities were developed for the following 12-24 months (February 2011-February 2013), and significant initiative and program ideas were considered. The Mayor and City Council also selected steps to improve organizational effectiveness. A sample of these can be found in the boxes at right.

Major Priorities

- Attract developer for Hwy 61 Development Project (Manor Project)
- Sewer separation project
- Street repair program
- Funding for Cascade Bridge replacement
- Self sufficiency of city enterprise funds
- Law enforcement facility
- Downtown traffic signal removal project
- Depot renovation
- Wastewater treatment facility improvements
- Update comprehensive plan
- Complete Flint River bike trail

Steps to Improve Organizational Effectiveness

- Review and update City Policy Book
- Continue mentoring of new council members
- Hold periodic meetings with other governmental entities
- Council work session at city facilities
- Attend Iowa League of Cities leadership meetings
- Enhance city website
- Department head reports to Council
- Pursue regional sharing opportunities

Initiatives & Programs Considered

- 10% energy reduction of city facilities
- Gun Ordinance
- Citywide GIS interface
- 24/7 ADA accessible transit
- Retro-reflectivity program
- 5 year sewer replacement/rehab plan
- Involuntary special assessment districts
- Community Policing officer program
- 2nd part time Animal Control position
- Alley clean-up initiative
- Business licenses
- Online payment options
- Indoor rec facility at RecPlex

2011 Imagine Our Future

Imagine Our Future, a community-wide initiative, was created to engage everyone who lives, works, visits or studies in Des Moines County and the greater Burlington area to help create five big ideas for the future, through a “grassroots visioning effort.. to generate ideas, plans and dreams to move the communities forward.” Anyone interested was encouraged to submit ideas based on the following criteria:

- Have broad community appeal and involvement
- Encourage private investment
- Be financially feasible
- Grow or retain young workforce and new jobs
- Have a long-lasting impact
- Create a sustainable economic impact
- Be visionary

The campaign began in June 2011 with a series of public informational presentations. Over the following two months, residents and visitors submitted approximately 1800 ideas. An anonymous 12-member citizen selection committee narrowed the list down to 100 ideas which were then open for public voting to determine the top 30 ideas. The steering committee developed the final five vision elements from broad themes within the top 30.

The five vision elements chosen were announced in December 2011:

1. Become Iowa’s healthiest community.
2. Begin programs to ensure every young person has the opportunity to succeed.
3. Create an indoor recreation facility to enhance the community needs and to attract more convention and tourism activity.
4. Improve the appearance and attractiveness of Greater Burlington.
5. Increase the use of the riverfront as the community’s No. 1 geographic asset.

2011 Airport Master Plan

The 2011 *Southeast Iowa Airport Master Plan* outlines existing conditions, forecasts, facility requirements, and airport layout plans for the Southeast Iowa Regional Airport.

The Southeast Iowa Regional Airport was owned and operated by the City of Burlington until 1996 when the Southeast Iowa Airport Authority was created. The airport currently serves all of Des Moines County and Lee, Henry and Louisa Counties in Iowa and Hancock and Henderson Counties in Illinois. The commercial service area radius for the airport is 40 miles.

The Plan forecasts a decrease in aviation activity of approximately 4% through 2025 and describes facility requirements for this activity including approaches, markings, runway lengths, lighting and terminal site and buildings. Taking into account the current conditions and facility requirements, the Plan identifies two main issues and provides alternative layout plans to address these concerns.

These issues include:

- 1) Consideration of the residential structures located in the runway protection zone beyond Runways 30 and 36, and
- 2) Terminal area and development alternatives that provide facility components adequate to handle forecasted activity.

1.3 EXISTING PLANS

2011 Pre-Hazard Mitigation Plan

The *Des Moines County Pre-Disaster Mitigation Plan* was prepared to comply with Federal and State Pre-Disaster Mitigation plan requirements, and to outline a strategy for the implementation of hazard mitigation projects. The Plan was developed through a collaborative effort between citizens, public and private agencies, and local, regional and state organizations. Planning committees were formed in each of the participating towns to complete their respective sections of the plan. The Plan covers unincorporated Des Moines County, the towns of Burlington, Danville, Mediapolis, Middletown and West Burlington, and the school districts of Burlington, West Burlington, Danville, and Mediapolis.

The Plan outlines both short- and long-term goals for mitigating hazard risks, presents hazard and risk assessment, prioritizes mitigation activities, and defines a process for monitoring and updating the plan.

All jurisdictions participated in developing and prioritizing mitigation activities. High priority activities include:

1. Public Education & Outreach
2. Safe Room Development
3. Comprehensive Shelter List
4. Critical Facility Generator Backup
5. Test/Expand Warning System
6. Code Red System
7. Update Storm Sewer Capacity
8. Develop Storm Water Retention Basin
9. Bearcat Vehicle
10. Tactical Response Unit

In addition, jurisdictions pledged to adopt specific mitigation activities. Activities adopted by Burlington can be found in the sidebar.

Burlington's Pre-Hazard Mitigation Activities

1. Obtain and implement Code Red capabilities throughout Des Moines County.
2. Develop and implement natural and technological hazard education and outreach programs.
3. Safe room development
4. Special needs assessment
5. Obtain necessary, information for future vulnerability assessments
6. Regionalize public safety communication
7. Update current law enforcement and first responder radio equipment
8. Ensure the training, equipment, and knowledge of the existing HazMat team is maintained
9. Develop a comprehensive shelter list
10. Ensure generator backup is available in critical facilities including schools and shelters.
11. Test and expand the siren warning systems
12. Educate the public on precautions and proper response to hazards
13. Encourage utility companies to increase the percentage of cables that are underground
14. Update and enforce building codes
15. Cooperate with utility companies and residents to ensure tree-trimming around power lines and structures.
16. Elevation of structures, acquisition of structures, elevation of roadways, addition of culverts, and addition of lift stations
17. Update storm sewer capacity and sewer lining
18. Acquire wood chipper for debris removal and clean-up purposes
19. Develop stormwater retention basins



Ryan Mullenix and Lynda Gaddis sandbagging around Memorial Auditorium
Source: AP/ Julie Jacobson

2010 Lock & Dam #18 Study

In June 2010, Kingner & Associates prepared a feasibility study for the City of Burlington for hydroelectric development at Lock & Dam No. 18.

The study included:

- Technical evaluation of the site and hydraulic conditions
- Review of applicable generating equipment designed for the dam's specific conditions
- Estimates of energy generation and project costs
- Analysis by an independent financial consultant to recommend strategies for project development

The technical review revealed that an economically viable project producing 66,200 MW-hrs per year (equivalent to providing power to 7,100 homes) is technically feasible. The preliminary construction cost estimate for this project is \$80 million. The financial consultant provided a financial scenario with an attractive cash flow, but determined that this scenario is heavily dependent on the extension of the Section 1603 grant program or similar state or federal incentives.

2010 Historic Warehouse District Study

The purpose of the *Intensive Level Historical and Architectural Survey of the "Warehouse District"* was to evaluate approximately 45 properties relating to the manufacturing and wholesale houses in Burlington (south of downtown) for historical and architectural significance. The study is part of a phased program to identify, evaluate, register and protect the cultural resources of Burlington. The study was performed by Spark Consulting for the Burlington Historic Preservation Commission and was funded by the National Park Service.

Several historical time periods were evaluated including Settlement (1833-1855), Community Prosperity & Growth (1855-1875), Rise of Large Manufacturing and Wholesale Businesses (1875-1900), New and Prosperous Manufacturing and Wholesale Businesses (1900-1930), and Evolution of Manufacturing and Wholesale Houses (1930-1965). The survey showed that there is a possible Manufacturing and Wholesale Historic District that includes 36 surveyed buildings with approximately 31 contributing resources and 5 non-contributing resources. Buildings surveyed include Schramm & Schmieg Wholesale Dry Goods, Iowa Biscuit Company, Churchill Drug Company, and Gardner & Gould Candy Company, among others.

Based on this study, the district was placed on the National Register in June 2012.

A similar study of downtown commercial buildings on Jefferson Street is planned for 2013.

1.3 EXISTING PLANS

2009 Labor Market Assessment

The *Labor Market Assessment*, prepared by the Great River Region Partnership and consultant Wadley-Donovan GrowthTech, utilized surveys of labor-related issues among regional employers and households. The Assessment revealed both workforce-related assets and challenges.

Assets

- At the time of the study, the region has a hidden workforce of 26,211 consisting of those under-employed, not employed but interested working, part-time workers who would prefer full-time employment and recent college graduates.
- Employers report good to very good work ethic.
- There are several two- and four-year post-secondary educational institutions that serve the area.

Challenges

- The regional has a declining labor force (-5.7% between 2000 and 2008).
- Employers report tight-to-unavailable conditions for 61% of the area's occupations, including research, design, engineering, and management.
- The study area has a significantly older workforce than the state or nation.

The Assessment offers several recommendations for action including:

- Form a "Workforce Development Action Team" to address limiting workforce issues.
- Implement a "Come Back Home" campaign
- Continue efforts to make the region more culturally appealing
- Create stronger educator/employer linkages.

2009 Safe Routes to School Plan

The purpose of the *Burlington Safe Routes to School (SRTS) Plan* is to help the Burlington Community School District, the City of Burlington, and the community, develop a structure for a comprehensive SRTS program. The vision of the plan is to develop a SRTS program "that will increase the number of children who walk and bike to school to provide a healthy and active lifestyle for all students." In order to accomplish this, the plan:

- Identifies the strengths, weaknesses, and challenges for each of the 5 E's (Education, Encouragement, Enforcement, Evaluation and Engineering) of the SRTS program
- Collects and evaluates community data
- Develops a list of projects that will address identified issues
- Develops a strategy and implementation plan for those projects

As a result of the review of current conditions and identification of strengths, weaknesses and challenges, the plan recommends several projects for the program within the parameters of the 5 E's. Some of these recommendations include:

- Hire a part-time SRTS Coordinator
- Create a marketing/public awareness campaign
- Create a SRTS School Fund
- Install new sidewalks where there currently are none and replace poor sidewalks at most community schools
- Install a new lighted crosswalk at Aldo Leopold Middle School
- Perform annual walkability and bikeability checklists
- Provide adult supervisors for student safety patrol

2008 Partnering for the Future

Partnering for the Future is a comprehensive five-year action plan for the Burlington Area developed by the Greater Burlington Partnership with help from the consulting firm Integrity Fundraising. Partnering for the Future focuses on new business development, business expansion and retention, workforce development and recruitment, and tourism and downtown revitalization programs. The plan was developed with input from 57 interviews with business and community leaders throughout the area.

The report identifies four major challenges to strengthening Burlington's economy: replacing retiring "baby boomers", global competition, difficulty retaining young people, and challenging economic circumstances. With these challenges and the business community's input in mind, Partnering for the Future developed the following aggressive, five-year goals:

- Create 1,000 direct jobs paying an average of \$28,000 per year
- Create 596 indirect jobs paying an average of \$17,940 per year
- Increase total annual payroll by \$39,118,170
- Realize \$100 million in private capital investment
- Conduct 60 existing industry visit per year
- Retire River Park Chamber of Commerce mortgage
- Increase tourism expenditures from \$450 million to \$500 million
- Add 25 residential and 25 business units in downtown.

2007 SEIRPC CEDS

The 2007 *Comprehensive Economic Development Strategy (CEDS)* was created by the Southeast Iowa Regional Planning Commission (SEIRPC) as an update to the 1992 Overall Development Program, providing new and revised data on the progress and needs of the region.

The 2007 CEDS found that the economic base of the region is a proportional mix of agriculture and industry. The region, in general, continues to lag substantially behind the state and the nation in key economic indicators. The CEDS recommends an overall economic strategy of coordinated local action with assistance from the state and federal governments.

The 2007 CEDS also identified the major strengths and weaknesses of the region. Strengths include the central national location, available and affordable land, and multimodal freight access. Major weakness were identified as lack of strong support for entrepreneurs, lack of access to venture capital, high property taxes, the traditional manufacturing nature of employment, and the outward migration of young adults.

1.3 EXISTING PLANS

2006 SEI Target Industry Report

The *Southeast Iowa Target Industry Report* was a second component of the economic strategic planning process. This Report sought to highlight the unique characteristics of Southeast Iowa that affect the perception of the community, and identified the recommended target industries and niche targets:

1. Light Manufacturing- medical devices, auto suppliers, defense
2. Agriculture & Food- perishable, organic, packaged, beverages, agbio-products
3. Business Services- integrated services center, data centers, CRM call center
4. Distribution & Warehousing- manufactured parts, fulfillment center, food/agriculture distribution
5. Arts/Culture/Tourism- regional shopping, tourism, arts
6. Creative Industries- digital design and film, IT and software

2006 SEI Community Assessment

The *Southeast Iowa Community Assessment* was developed as part of a comprehensive economic strategic planning process. The Assessment evaluates trends, data and businesses' and residents' perception of the community in five categories: Business Climate, Workforce and Education, Sites and Infrastructure, Quality of Life, and Economic Development and Marketing. Nine overarching weaknesses were identified:

1. Shrinking Economy
2. A Negative Attitude
3. No Brand Identity for Southeast Iowa
4. Difficulty in Keeping Young Professionals
5. No Regional Approach to Economic Development
6. Lack of Adequate Support System for Entrepreneurs
7. Inadequate Air Service
8. No Emerging Industries that Promise Growth
9. Lack of Tax Revenue to Fund Economic Development Projects

2006 SEI Regional Improvement Plan

The *Southeast Iowa Regional Improvement Plan* lays out a strategy for taking aggressive action to remedy the economic problems faced by the region. The Plan lays out an economic vision statement for Southeast Iowa:

“ Southeast Iowa will become a leading economic region by building on its manufacturing and agricultural history to create new, technologically advanced industries, create a strong environment for businesses and entrepreneurial growth, build long-term sustainable economic growth by taking a regional approach to economic development, and attract and retain the highly skilled workforce needed to fill new jobs by promoting its excellent quality of life.”

The Plan outlines the following goals and actions:

Goal 1: Improve the effectiveness of economic development and marketing efforts through a collaborative, regional effort and hold organizations in the region accountable for success.

- Develop a truly regional collaborative economic development effort that allows Southeast Iowa to leverage the strengths of the four counties and various communities in the region.
- Develop a stable funding source for economic development that will allow the region to pursue its collaborative economic development endeavors.
- Explore establishment of a revenue sharing system for economic development organizations in the region.

Goal 2: Create a business climate in Southeast Iowa that supports the retention and expansion of businesses, supports entrepreneurs and small businesses, fosters diverse job opportunities, and helps companies in the target industries thrive so that they can provide quality jobs.

- Build a strong support system for entrepreneurs and small businesses.
- Provide additional incentives to target industries based not only on the number of jobs they provide but also on the quality of wages and other economic impacts those jobs produce for the region.

Goal 3: Ensure that the current and future workforce in Southeast Iowa is prepared to fill technologically skilled and creative jobs in the target industries.

- Ensure that the colleges in Southeast Iowa are able to meet the training and skill needs of the recommended target industries.

Goal 4: Continue to preserve the high quality of life already present in Southeast Iowa and improve quality of life elements most likely to attract young professionals and businesses among the recommended target industries.

- Charge young professional organizations in Southeast Iowa with the responsibility of developing and implementing strategies to attract and retain professionals age 25-44 to the region.

Goal 5: Ensure that Southeast Iowa develops and maintains the infrastructure necessary to meet the needs of businesses that want to expand or locate in the region.

- Determine the infrastructure capabilities for broadband and wireless telecommunication technology through Southeast Iowa, and develop plans as necessary to improve the infrastructure for those technologies.
- Expand flight options at the Southeast Iowa Regional Airport in Burlington to make the region more attractive and accessible to potential target industries examining the region as a possible business location.

1.3 EXISTING PLANS

2006 Strategic Plan for the Future

The *Strategic Plan for the Future of The Greater Burlington Region* was a stakeholder-led effort in 2006. The Strategic Plan builds on a Community Assessment commissioned by Grow Greater Burlington and information and analysis obtained through a series of strategic planning activities. The objectives of the Strategic Plan are summarized below:

Goal 1: Land & Buildings

Objective 1A-1: Implement internet accessible database built upon an inventory to be completed of existing developable land and buildings.

Objective 1A-2: Complete a Master Plan for the next business/industrial park.

Objective 1A-3: Form and foster a strategic alliance with Iowa Army Ammunition Plant.

Goal 2: Business & Political Climate

Objective 2A-1: Implement a separate team of community leaders for each council of government tier to pursue common interests in shared services and economic development.

Objective 2A-2: Improve the business climate for all parts of the region through the collaborating efforts of all government entities in the three tiers.

Objective 2B-1: Improve cooperation relative to “Shared Services” among governmental entities in our region.

Goal 3: Community Attitude

Objective 3A:- Develop an ongoing internal marketing campaign focused on messages related to the Greater Burlington’s positive assets and successful community and economic development efforts.

Goal 4: Workforce Development

Objective 4A-1: Understand and address the needs of employers and workers in the context of the global economy, new technologies, intense competition and the future regional landscape.

Objective 4A-2: Raise awareness of regional workforce development programs and positive workforce assets of the region including: availability, cost, labor relations, training and quality.

Objective 4B-1: Address barriers, such as health insurance, to starting a new entrepreneurial business.

Goal 5: Quality of Life

Objective 5A-1: Focus plan on three major corridors through partnerships with city, county, civic organizations, businesses, and individuals who maintain and own property in the following areas: Highway 34 Corridor, Roosevelt Avenue Corridor, and the Downtown Riverfront Corridor.

Objective 5B-1: Work with public and private entities to develop a cruise ship business on the riverfront.

Objective 5B-2: Develop a designated continuous riverfront multiuse trail.

Objective 5B-3: Increase the amount of green space available in the downtown riverfront area.

Objective 5B-4: Improve the streetscape and buildings of the downtown business community.

Objective 5C-1: Work with the city and architects to historically renovate the Depot to preserve and improve its use.

Objective 5C-2: Improve the area surrounding the Depot and the railway corridor to make the appearance more pleasing to travelers.

Objective 5C-3: Create tourism opportunities for travelers in the Greater Burlington Region.

Goal 6: Infrastructure & Competitive Advantage

Objective 6A-1: Expansion of awareness and focusing the attention of those with decision-making control to understand the needs and desires of the Greater Burlington Region.

2004 Des Moines Co. Comp Plan

The *Des Moines County Comprehensive Plan* “serves as a basis for managing growth and development in the unincorporated area of Des Moines County.” The Plan outlines seven goals to support the County’s planning efforts:

1. Ensure orderly and efficient growth of residential, commercial, industrial and public and semi-public land uses while maintaining the general welfare of the county.
2. Protect and conserve the natural, human and economic resources that are the basis of the agricultural economy and rural lifestyle of the county.
3. Protect and preserve natural resources including areas of steep slopes, significant tree cover, wetlands and natural prairies.
4. Ensure an opportunity for a safe, decent and affordable home and suitable living environment for all families, present and possible future, living in Des Moines County.
5. Encourage diversification of the economy to improve the overall economic well-being of the county.
6. Encourage cooperation and communication among the county, other units of local government and the general public to improve human development, economic development and ecological preservation.
7. Plan and develop a comprehensive transportation plan.

2003 Housing Needs Assessment

The 2003 *Housing Needs Assessment* served as an update to the previous 1995 Housing Study. The purpose of the study was to assess the demand for housing, document the demographic conditions of existing stock, provide general guidance for the community concerning the satisfaction of housing demands, and provide an action plan for the development of future housing policies. The study identified several key variables that shape the future of housing supply and demand in Burlington:

- Creation of the Saunderson Heights and South Hill Targeted Neighborhood program
- Annexation of 392 acres
- Redevelopment of Hotel Burlington into low to moderate-income senior living apartments
- Carrington Point middle to upper-income apartments
- Tax-credit assisted apartment complex for low to moderate-income
- Development of three assisted living complexes

After consideration of these variables, along with the demographic trends and current housing conditions in Burlington, an Action Plan was developed to ensure that quality and affordable housing would be available to all. Key action items included:

- Continue with residential street repair, targeted sidewalks, downtown redevelopment, identification of dilapidated housing, and financial programs
- Infill affordable housing
- Work with developers to effectively utilized annexed property
- Continue partnerships for downtown upper story residential and homeownership programs

1.3 EXISTING PLANS

2002 Downtown Revitalization Plan

A *Plan for Downtown Burlington: Markets and Concepts for an Extraordinary City Center* was prepared in 2002 to develop a strategy for revitalizing downtown Burlington. The Plan presents a community profile, community goals as outlined by outreach efforts, existing conditions and opportunities, a market demand analysis, the downtown plan, organizational structures for downtown revitalization, and recommendations, funding and regulations.

The vision for Downtown Burlington is guided by eight criteria:

1. Making downtown more central to the lives and experiences of more people in the city.
2. Increasing the number of times that residents use downtown.
3. Qualitatively improving the experience of being downtown for residents and, in doing so, increasing its attractiveness to visitors.
4. Being consistent with markets and taking care not to overshoot the mark.
5. Identifying and linking strategic “pressure points”.
6. Building on the unique strengths of downtown.
7. Managing and integrating projects and needs that are already on the community agenda.
8. Connecting downtown with surrounding neighborhoods.

Recommendations for the plan include an implementation program (divided into short-term, medium-term and long-term activities) as well as funding concepts and zoning and code issues. Specific recommendations include:

- Completing the reuse of the Burlington Depot (short-term);
- Developing a new performing arts center on the “Seam” site on the south side of Jefferson between 5th and 6th Streets (medium-term); and
- Possible extension of streetcar services along Jefferson Street (long-term).

2000 South Hill Plan

The 2000 *South Hill Neighborhood Action Plan* was created as part of the City of Burlington’s Targeted Neighborhood Planning Program (TNPP). The purpose of this plan is to assess the strengths, weaknesses, opportunities and challenges within the neighborhood. The plan outlines the history and community indicators of the neighborhood, describes the planning process, identifies areas of concern, and lays out action strategies and specific priority Capital Improvement Program (CIP) projects. The plan identifies five action strategies:

1. Capital Improvement projects
2. Neighborhood Association
3. Neighborhood Project Coordinator
4. Land Use
5. Implementation

Identified CIP projects include lighting, crime prevention, housing rehabilitation, Nuisance Abatement Officer, sidewalks, curbs/gutters, park improvements, and neighborhood identification. In total, the plan proposes \$1.5 million in CIP projects.

1998 Saunderson Heights Plan

The 1998 *Saunderson Heights Neighborhood Action Plan* was the first plan created under the City of Burlington’s Targeted Neighborhood Planning Program (TNPP). Like the South Hill Plan, the purpose of this plan is to assess the strengths, weaknesses, opportunities and challenges within the neighborhood.

Identified CIP projects include lighting, crime prevention, park improvements, neighborhood pride, property maintenance, and trash removal. In addition to general overarching categories, specific programs and projects are also mentioned including:

- Property Beautification Awards
- Infrastructure Assist Program
- West Hills Trees Galore

Total project costs for the proposed TNPP project funding equals approximately \$669,000.

1998 Comprehensive Plan

The 1998 *Comprehensive Strategic Plan for Burlington, IA* was based on the vision that:

The City of Burlington believes in a strong partnership between customer-service oriented employees and well-informed and involved citizens whose pride and belief in the future encourages investment and progress.

The Comprehensive Plan has served as the City's principal policy document, guiding everyday decisions to shape the community's vision and future. These decisions reflect the goals laid out in the document. Plan goals are divided into nine focus areas:

1. Economic Development
2. Downtown Burlington
3. Transportation
4. Housing
5. Targeted Neighborhood Planning
6. Community Facilities
7. Parks & Recreation
8. Natural & Cultural Resources
9. Land Use

During the planning process, key recommendations were developed to help achieve the goals of each focus area:

- Develop Neighborhood Plans that use grants and other financial methods to remove blight, abate nuisances and improve infrastructure
- Follow and implement Downtown Revitalization Plan, Comprehensive Housing Study and the Parks, Open Space and Recreation Plan
- Follow the Burlington Area Major Streets Plan and adhere to the roadway development schedule
- Continue to improve and upgrade the River Front area
- Use the Capital Improvement Program to implement activities laid out in the plan
- Establish policies to identify and protect natural resources

1997 Parks Master Plan

The *Parks, Recreation and Open Space Master Plan* was developed to assist the City and other organizations in establishing recreation facilities and programs. The Plan describes the existing recreation system, recreation needs of the study area, and recommendations to meet present and future needs.

The planning framework consists of physical components and planning components. Physical components include city boundaries and adjacent land, natural resources, zoning and guided land use, regional and other parks, and historic districts, among others. Planning components include level of service; park, recreation, open space and greenway classifications; facility space; and ADA guidelines.

The Plan also identified specific areas that appeared under-served:

- Lennox Park- Sunnyside- Shamrock Drive
- Central - Division - West Hill
- Kirkwood - Vineyard - Mt. Pleasant
- North Hill - Arch St - Oak St
- West end of West Avenue

To determine recreation needs, input was sought from various stakeholders who identified 17 priorities for system enhancement.

The top five priorities are:

1. Summer youth programs
2. Multi-use trails and nature trails with interpretive programs
3. Playground equipment in parks
4. Interactive elderly/youth programs
5. Re-surface tennis courts