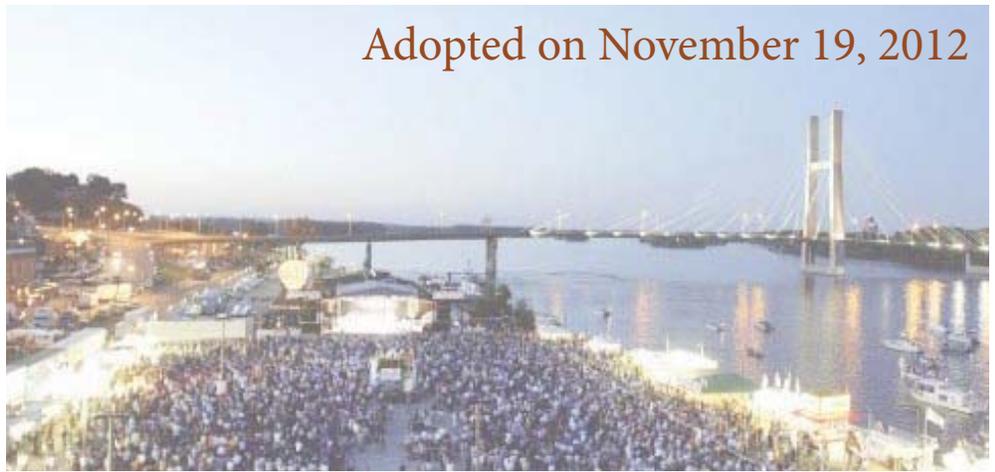


Adopted on November 19, 2012



### Burlington City Council

Jim Davidson, Mayor  
Christopher Reed, Mayor Pro Tem  
Becky Anderson, Council Member  
Robert Fleming, Council Member  
Shane McCampbell, Council Member

### City Plan Commission

Bryan Bross  
Tom Buckman  
Deb Fowler  
Norbert Gabby  
Bob Gerdes  
Chuck Griffin  
Dennis Wilson

### Comprehensive Plan Committee

Becky Anderson, City Council  
Tom Broeker, Des Moines County Supervisor  
Bryan Bross, Planning Commission  
Tom Buckman, Planning Commission  
Bill Ell, Citizen At-Large  
Steve Frevort, Downtown Partners, Inc.  
Linda Garwood, Burlington Community District  
Dan Gifford, West Burlington  
Jason Hutcheson, Greater Burlington Partnership  
Anthony Monroe, High School Student  
Beth Nickel, Convention & Visitors Bureau  
Jim Olson, Local Business  
Mike Norris, SEIRPC  
Zach James, SEIRPC  
Mike Pierson, Land Developer

### City Staff

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Louis Rada, GIS Specialist

### Confluence

Ben Sandell  
Chris Della Vedova



# Comprehensive Plan

## Plan Summary

City of Burlington, Iowa

### Burlington as we want it to be in 2032...

*The City of Burlington is a vibrant community and a statewide leader in heritage, recreation, health, education and commerce.*

#### Heritage

*Historic features have been adapted to serve present needs while also connecting us to our own history.*

#### Recreation

*A wealth of public and private, indoor and outdoor recreation facilities, including the Mississippi River, foster exercise and social interaction.*

#### Health

*A strong health care network, frequent physical recreation, and strong social networks promote exceptional levels of physical and mental health, making Burlington the healthiest community in Iowa.*

#### Commerce

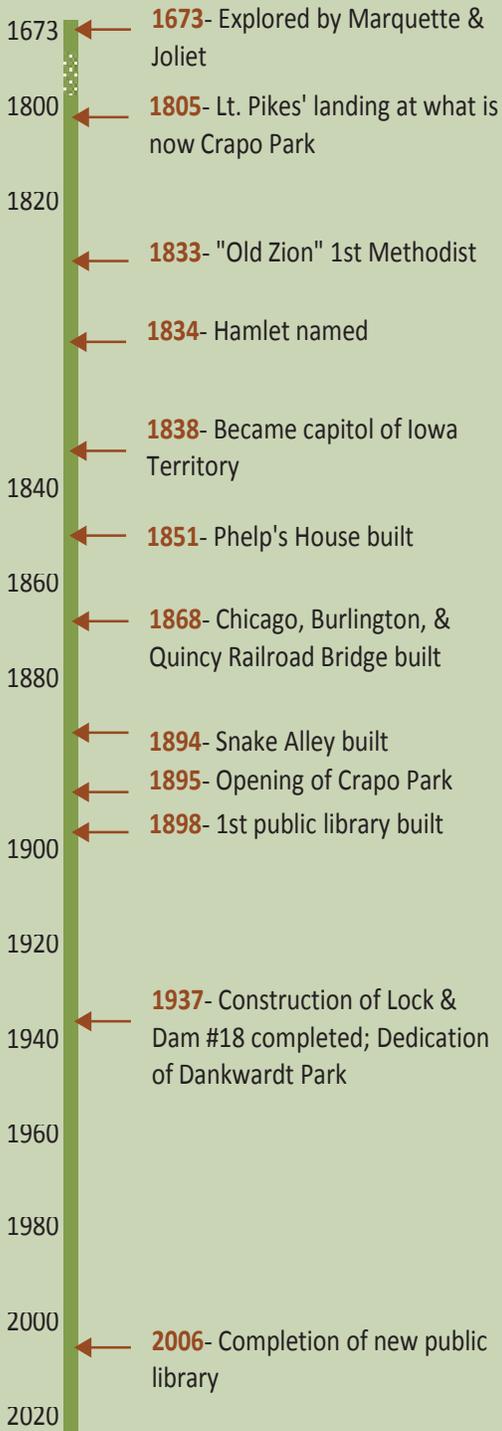
*The City is the economic heart of the region, home to a diverse and resilient employment base.*

#### Education

*Exceptional schools attract and retain families, and postsecondary institutions are contributing innovation and a skilled workforce to the local economy.*

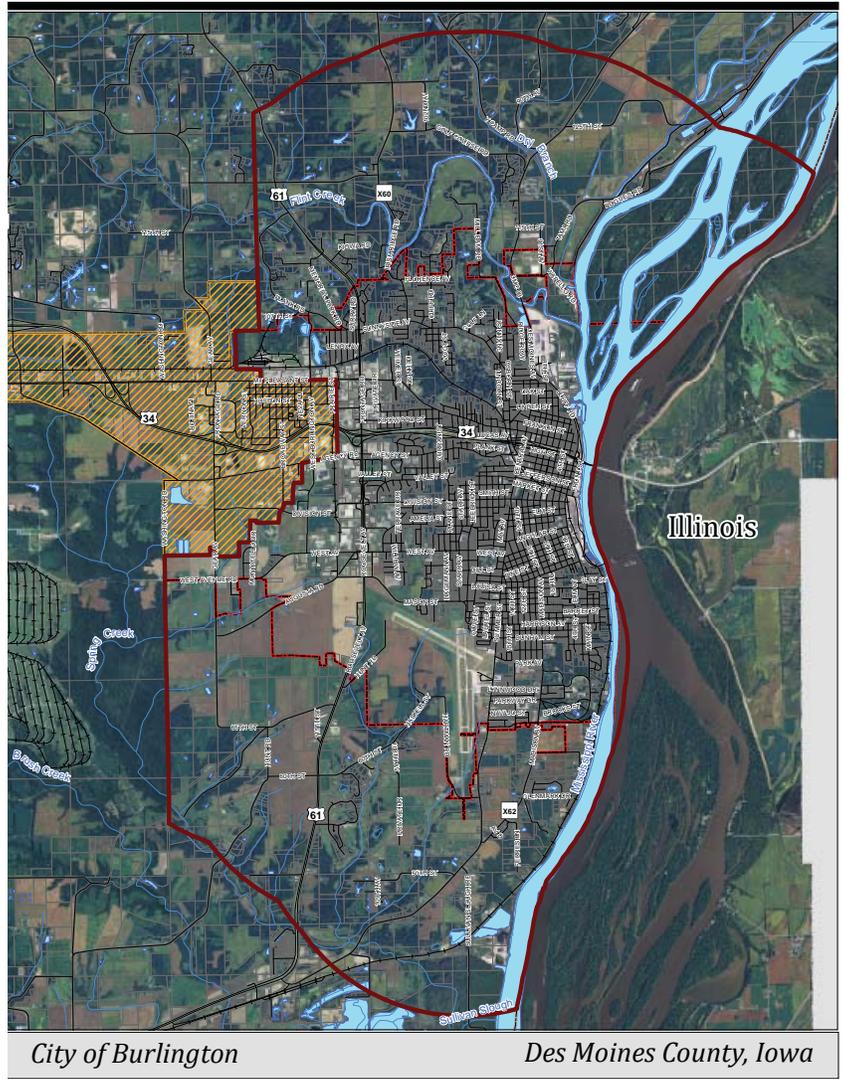
Prepared by the City of Burlington with assistance from Confluence and MSA Professional Services, Inc.

## History of Burlington



## Planning Area & Key Community Indicators

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.*



## 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

*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.*

## POPULATION TRENDS 1940-2010

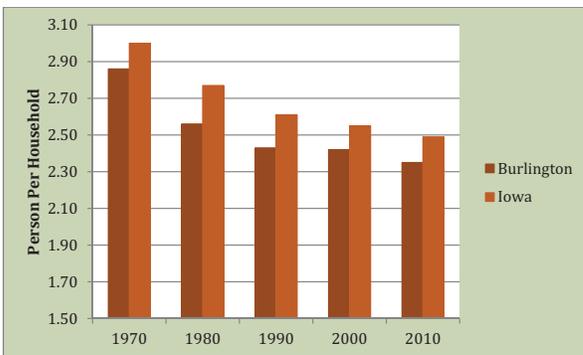
Source: U.S. Census, 1998 Burlington Comprehensive Plan

	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

*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.*

## PERSONS PER HOUSEHOLD TRENDS 1970-2010

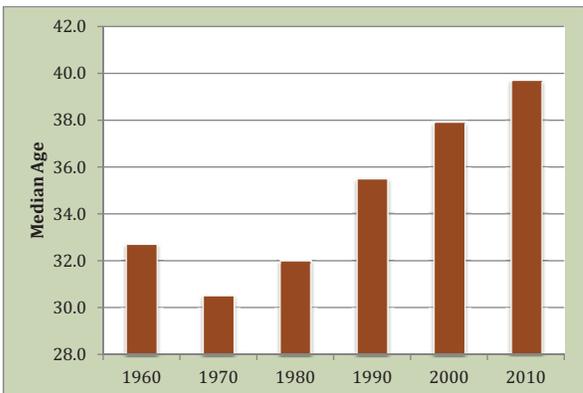
Source: U.S. Census, 1998 Burlington Comprehensive Plan



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

## MEDIAN AGE TRENDS 1960-2010

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



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

## 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.

## Existing Plans Reviewed

- 2011 Council Goal Setting Report
- 2011 Imagine Our Future
- 2011 Airport Master Plan
- 2011 Pre-Hazard Mitigation Plan
- 2010 Lock & Dam #18 Study
- 2010 Historic Warehouse District Study
- 2009 Labor Market Assessment
- 2009 Safe Routes to School Plan
- 2008 Partnering for the Future
- 2007 SEIRPC CEDS
- 2006 SEI Target Industry Report
- 2006 SEI Community Assessment
- 2006 SEI Regional Improvement Plan
- 2006 Strategic Plan for the Future
- 2004 Des Moines Co. Comp Plan
- 2003 Housing Needs Assessment
- 2002 Downtown Revitalization Plan
- 2000 South Hill Plan
- 1998 Saunderson Heights Plan
- 1998 Comprehensive Plan
- 1997 Parks Master Plan

## Planning Schedule



## Public Survey & Visioning

### SURVEY

Approximately 4.2% (1,078) of Burlington citizens completed an online survey. Only 3.7% of responses were from citizens under the age of 25, while 63% of the respondents were over the age of 45. In addition, those who live in single family homes and homeowners were overrepresented by 15% and 19.5%, respectively.

### Quality of Life Questions

- 1. Why do you live in Burlington?**  
Near Job (63%), Near Family & Friends (67%), Natural Beauty of Area (29%)
- 2. How would you rate the quality of life in Burlington?**  
Good (62%), Fair (27%), Excellent (8%)
- 3. Changes that would improve the quality of life?**  
Increase employment opportunities (73%), Decrease Crime (47%)

### City Facilities & Services Questions

- 1. How would you prioritize maintenance & construction investments?**  
More Money on Neighborhood Streets (57%) & on Bike Routes/Trails (40%)
- 2. How would you prioritize spending on public services?**  
More Money on Demolition Program (46%) & Economic Development (55%)
- 3. Indicate recreational amenities that need expanding/improvement.**  
Swimming Pools/Splash Parks (54%), Bike Trails (52%), Playgrounds (36%)

### Economic Development Questions

- 1. How secure do you believe your employment to be over next 3-5yrs?**  
Secure (36%), Somewhat Secure (34%), Retired (13%), Insecure (11%)
- 2. Should the City commit additional tax dollars to attract, retain, & replace lost jobs in the private sector?**  
Yes (70%), No (21%), No Opinion (9%)
- 3. How often do you shop downtown?**  
At Least Once Per Year (35%), Monthly (33%), Weekly (16%)
- 4. How often do you leave Burlington/West Burlington to shop?**  
Monthly (44%), At Least Once Per Year (43%), Weekly (7%)
- 5. Share your opinions about the supply of retail/service businesses in the Burlington Area (including West Burlington).**  
Lack of Downtown Retail Shopping (71%) & Sit-down Restaurants (60%)

### Housing Questions

- 1. Share your opinions about the supply of housing types in the City.**  
Need More Affordable Housing (42%) & Downtown Upper-Story Living (49%)
- 2. What aspects of housing is most important to improve in the City?**  
Housing Quality (60%), Housing Costs (28%)

### Land Use & Development Questions

- 1. How do you rate the following aspects of the City?**  
Property Upkeep/Cleanliness is Poor (33%)
- 2. Should the City offer financial incentives to encourage development/ investment?**  
Should Offer Incentives - For Retail Businesses (60%), For Non-Retail Employers (62%), In the Downtown Area (62%)

## VISIONING

The planning process featured a public visioning meeting to gather input on the City's strengths, concerns and opportunities, to supplement the *Imagine Our Future* campaign, and to provide direction to the comprehensive planning process. Over fifty participants shared their opinions on the future of Burlington, as summarized below.

### Community Identity & Vision

#### 1. Defining features?

Parks, Architectural Heritage, the Riverfront, the Historic Downtown, Snake Alley

#### 2. Characteristics to change?

Lack of Property Maintenance, Negative Attitudes, Limited Cultural Resources, & Lack of Employment Opportunities and Diversity

#### 3. Most prominent regional feature?

Historic architecture (15% of respondents), Snake Alley (13%)

#### 4. Most appealing recreational/entertainment/art feature?

Dankwardt Park Community Pool (17% of respondents)

### Land Use & (Re)Development

#### 1. Specific areas you would like to see (re)developed.

Empty Storefronts, the Manor Project Site, the Fairway Center, & S Main St

#### 2. Specific types of development you would like to see.

Quality Housing, Art Centers, Intermodal Facilities, & Industrial Parks

#### 3. Specific types of development you would *not* like to see.

Low-Rent Housing & Fast-Food Restaurants

### Transportation

#### 1. What specific transportation improvements are needed?

Pedestrian Safety around Schools/Downtown, Rebuild Cascade Bridge, & Trail/Sidewalk Connections

#### 2. Do you utilize the B.U.S system?

Most stated they do not because of convenience of personal vehicles and limited transit schedule

#### 3. Specific areas needing bike/pedestrian improvements.

Intersection of West/Roosevelt, on Dehn Street, along Mason Rd, & on CTH 99

#### 4. Specific areas needing other road improvements.

Intersection of Burlington/West, on Dehn Rd, & at the Dankwardt Bridge

### Economic Development

#### 1. Industries that should be encouraged in the City.

Manufacturing, Entertainment, & Informational Technology

#### 2. Challenges to retain and grow businesses in Burlington.

Negative Attitudes, Improvements Needed to Regional Transportation Systems, Nostalgia for Heavy Manufacturing, & Improving Aesthetics/Amenities

### Parks & Recreation

#### 1. What park and recreation improvements are needed?

Keep Dankwardt Pool Open, Restore the Cascade Bridge, Develop More Parks on the North Side, & Increase Indoor Recreational Opportunities

#### 2. Where are new parks or playgrounds needed?

Dankwardt Park, Corse Elementary, Aldo Leopold M.S., & Cottonwood Park

## **Planning Process**

A transparent public participation process is the foundation to a successful plan. The involvement of residents, business owners, and other stakeholders is essential to the creation and implementation of the plan. Elements of public participation for the 2032 Burlington Comprehensive Planning process included:

- *Comprehensive Plan Advisory Committee*
- *Planning process website*
- *Citizen survey*
- *Public Visioning meeting*
- *Focus groups*
- *Growth and Development Workshops*
- *Public Open House*

The Comprehensive Plan Advisory Committee consisted of members representing a wide range of public and private interests and acted as the primary sounding board for the planning process. The Committee met monthly from November 2011 through September 2012 to review draft plan materials. All meetings were open to the public.

## **Incorporating Input into the Plan**

The goals, objectives and strategies of a comprehensive plan support the community's vision for the future of Burlington and address barriers to realizing this vision. Elements of the plan have been crafted from individual participant's ideas, common themes identified in focus groups, discussions and debates among Committee members, anonymous concerns identified in surveys, and the past experiences of the community as a whole.

This input allows us to construct underlying themes as a frame for the plan, and provides information on what specific issues and ideas are most important to Burlington's citizens. This foundation ensures that the plan is not just a hollow document, but a guide for future decisions in Burlington that are in line with the community's ideals. From this foundation, a better Burlington can and will be built.



## Focus Groups & Workshops

### FOCUS GROUPS

A group of focus groups were convened to bring community leaders and interested individuals together to gather input and hold discussion on focused topics, as summarized below.

#### “Youth Perspective”

- Youth are proud of Burlington and would like to see more pride in the community, especially at youth sporting events.
- Most youth plan to leave Burlington for school and would like to return, but are worried about available job opportunities.
- Promotion of events and coverage of school sports programs is limited.
- Pedestrian/bike connections need to be extended between recreation facilities, the public schools, and Southeastern Iowa Community College.

#### “Downtown, Waterfront & Tourism”

- Riverfront access needs to be greatly increased through development of parks, beach access, boat infrastructure and other recreation facilities.
- Burlington needs to create a pedestrian oriented downtown by improving pedestrian infrastructure, walkability and effectively managing traffic/parking.
- There is a need for more downtown housing.
- Support of downtown infill and renovations need to be increased.
- Increase in wayfinding, visitor access, tourism amenities, and site/event marketing.
- Need for Downtown residential amenities like daycare and sports facilities.

#### “Land Use & Development”

- There is a need for quality, diverse housing.
- Burlington and West Burlington’s development policies are not in line, and this may serve as a disadvantage for attracting development.
- Community amenities, including riverfront access, are important in “selling” Burlington, but the question remains how to pay for them.
- Burlington needs to make an effort to have better working relationships with West Burlington and Des Moines County.

#### “Healthy Living”

- Need to create a network of well-connected bike/pedestrian trails and rec facilities.
- Burlington needs to make a conscientious effort to increase pedestrian safety through sidewalk maintenance and crossings.
- There is a need for more indoor recreational facilities.
- Family doctors are scarce in the region and more urgent care facilities are needed.
- Community events/amenities need to be better promoted and marketed.

#### “Employment & Economic Development”

- The School District and SCC need to increase efforts to prepare youth for skilled labor and technical employment.
- Transportation routes for commerce and freight need to be improved.
- Burlington needs to more effectively market quality of life assets and develop additional cultural/social amenities.
- More young professional need to be involved in the community.
- Burlington needs to create and sustain a positive perspective and community pride.

#### “Civic Groups & Non-Profits”

- Burlington needs to find a way to increase youth and young professional involvement in civic organizations.
- Burlington needs to work to ensure maintenance of low-rent properties.
- There is a need for disabled housing and child care facilities for those with disabilities.
- Large employers should tap into recruit volunteers / support employee volunteerism.

**“Service & Retail”**

- City codes/ordinances and City departments need to work to increase consistency and transparency to facilitate service and retail development.
- Guides/standards should be developed to increase understanding and knowledge of City development opportunities/procedures (e.g. A, B, C’s of Development, catalog of available downtown properties, etc.)
- The “shop locally” campaign should be expanded to all local businesses.

**PUBLIC WORKSHOPS**

A series of public workshops and a public open house meeting (of approximately 40 participants) gathered stakeholder opinions on specific topics described below.

**Regional Collaboration**

- The Greater Burlington Partnership should help facilitate collaboration among Burlington, West Burlington, Des Moines County, and SEIRPC to address transportation and infrastructure capacity with regard to growth. Specifically, Burlington and West Burlington will need to work together to address wastewater treatment capacity for growth in the southwest portion of the region.
- Burlington should collaborate with the Southeast Iowa Regional Airport to increase commercial flight activities, improve access to facilities, and foster commercial and industrial investments. Specifically, Burlington should support a potential relocation of the terminal to the west of the current airport property.
- Burlington should collaborate with the U.S. Army Corp of Engineers to implement effective hazard mitigation strategies that do not restrict physical or visual access to the Mississippi River from the Downtown.
- Regional efforts on employment and training/postsecondary education investments are needed to create a strong workforce and economy.
- A complete and accessible regional trail system with wayfinding signage is needed..

**Downtown/Waterfront**

- A downtown hotel is needed to help attract event attendees and improve Burlington’s appeal as a conference destination. Existing conference facilities should be upgraded to adequately serve all size events, and new facility (re)development should be encouraged.
- Restoration of downtown buildings should continue with special attention paid to historically appropriate architectural standards.
- Efforts need to be made to draw Highway 61 travelers to the downtown. These include better wayfinding signage, marketing of events, and easily navigable and visually appealing travel routes.
- The regional trail system should connect to the downtown/waterfront with uniform signage.

**Hwy 61 Corridor & Residential Growth**

- Efforts should focus on improving Highway 61 as it is currently aligned. A bypass scenario may be considered in the future if warranted by increased traffic loads.
- Bike and pedestrian infrastructure should be a major focus of Highway 61 improvements. Crossings at West Ave, Division or Agency Streets, and Mt. Pleasant Street should be planned for. Sidewalks, trails and bike lanes should be developed along Highway 61 and frontage roads.
- Maintenance of right-of-way, streetscaping/landscaping, and increased curb appeal needs to be addressed through both public and private efforts.
- Corridor gateways and signage should be attractive and uniform.

Workshop participants included representatives from:

- City of Burlington
- City of West Burlington
- Des Moines County
- Greater Burlington Partnership
- Southeast Iowa Regional Planning Commission
- Burlington Planning & Zoning Commission
- Southeast Iowa Regional Airport
- Two Rivers Financial Group
- Farmers & Merchants Bank
- Downtown Partners, Inc.
- Drake Hardware and Software
- Zaiser’s Landscaping
- McConnell Lofts
- Metzger-Johnson Architects
- Triple S Leasing
- Imagine Campaign
- Pierson, Inc.
- Ruhl & Ruhl
- KBUR
- Zager Properties
- Friends of the Depot





## Goals & Objectives

**Goal H1: Burlington will offer safe, attractive and diverse housing options.**

**Objective H1.1:** Burlington will expand the variety of housing types to meet changing and diverse housing needs.

**Objective H1.2:** Burlington homeowners will maintain their homes and properties.

**Goal H2: Burlington neighborhoods will be attractive and safe.**

**Objective H2.1:** Existing neighborhoods, and especially historic structures and districts, will be maintained, enhanced and celebrated.

**Objective H2.2:** New development will support establishment of complete, livable neighborhoods.

**Goal H3: All residents will have access to quality housing, regardless of ability or socioeconomic status.**

**Objective H3.1:** Lower-income earners in the local workforce will have access to affordable housing options within the City.

**Objective H3.2:** The City will continue to play an active role in providing accessible housing to all populations.

**Objective H3.3:** Accessible housing units will be seamlessly integrated into both existing neighborhoods and new developments.

**Goal H4: Burlington housing stock will be resource efficient.**

**Objective H4.1:** The energy efficiency of Burlington's housing stock will continue to improve.

“Traditional neighborhood design” incorporates a mix of housing types, well-connected streets, public spaces, and neighborhood-serving amenities.



ACTIONS		2013-2015	2015-2020	2020-2032
1	Update zoning and subdivision ordinances to remove barriers to affordable housing, including allowing dwelling accessory structures and small lot housing and increasing allowed maximum lot coverages.	X		
2	Consider ordinances and programs that encourage the development of affordable and workforce housing integrated with market-rate housing. Inclusionary housing ordinances can provide incentives to development with certain percentages of affordable housing units (e.g. a density bonus allowing for more total units than otherwise permitted, or waiving taxes on affordable percentages of development).	X		
3	Maintain and promote existing Housing Enterprise Zones, particularly for redevelopment projects.	X	X	X
4	Evaluate the use of density bonuses for mixed price-points or affordable housing units.	X		
5	Update land development ordinances to require or at least allow components of traditional neighborhood design and consideration of existing neighborhood context. Design features to require/allow include the inclusion of compact, mixed-use components, small lots, narrow front setbacks, deeper garage setbacks, walkable street patterns, narrower streets and pedestrian amenities.	X		
6	Train and educate City staff to ensure proficiency in International Energy Conservation Code requirements.		X	
7	Create guidance for developers on requirements of the International Energy Conservation Code.		X	
8	Ensure compliance with energy codes.	X	X	X
9	Plan for continued and expanded support of the Great River Housing Trust Fund and non-profits offering transitional and emergency housing.		X	
10	Develop and maintain affordable homeownership programs.			X
11	Allow for a reduction in multifamily parking requirements when projects are located near transit lines.	X	X	X
12	Evaluate future needs for downtown parking structures and be open to supporting partnerships for development of such.	X		
13	Develop a sustainable funding source to address the residential tear-down and acquisition of abandoned properties (e.g. a percentage of code violation fees).		X	
14	Explore incentives to promote rehabilitation of existing housing, beyond current incentives.	X		
15	Continue to evaluate tax abatement and other incentives for new housing and redevelopment of existing housing to ensure they remain effective in promoting residential development.	X	X	X
16	Support homeless shelter and other local agencies that provide shelter for those experiencing homelessness or in need of special housing options.	X	X	X
17	Evaluate surrounding communities' incentive programs for residential development to ensure Burlington remains competitive in housing development.	X	X	X

### Current & Existing Conditions

A comparison of household size shows that the number of persons per household in the City has been declining at rates slightly faster than the County and the State. This decline in household size is projected to continue in the future.

The shrinking household size means that the number of households in the City is expected to rise slightly (approximately 3%) over the next 20 years, despite an expected drop in total population.

Burlington's history of population growth and decline is reflected in the age of its housing stock. Nearly 50% of residential structures in Burlington were built prior to 1940 and 67.3% were built prior to 1960.

The diversity of Burlington's housing stock is typical of small cities in the Midwest, with 76% consisting of single family homes. Multi-family housing in the City varies in number of units per dwelling with 11.6% having two to four units, 5% having five to nine units, and almost 7% having 10 or more units.

Burlington residents that participated in the public participation process indicated that quality of housing, diversity of housing, and preservation of historic homes are all important issues when planning for housing development and growth.



Accessory dwelling unit above garage. Source: radworld (creative commons)

“Granny flats” are secondary dwelling units on a single family parcel, often located over the garage or in a standalone guesthouse. They can be used by a grandparent or college-age child, or simply rented out as an apartment.

### ISSUES & OPPORTUNITIES

#### Issues

- Remoteness from Interstate highways.
- Cost associated with extension and expansion of infrastructure and service.
- Disconnected pedestrian/bicycle infrastructure and pedestrian/bicycle safety.

#### Opportunities

- Mid-continent location and a comprehensive transportation system (including river transit, major railway system, four lane interstate grade highway access, and regional facilities) minimize transportation costs.
- ...Riverfront access.



## Goals & Objectives

**Goal T1:** *The Burlington street network will safely balance the needs of all users.*

**Objective T1.1:** Traffic growth will be managed in balance with cost and neighborhood impact considerations.

**Objective T1.2:** Preserve the quality of existing facilities.

**Goal T2:** *The efficiency and function of freight and commercial transportation systems will continue to improve.*

**Objective T2.1:** Burlington's collector and arterial streets will continue to meet the needs of commercial trucking.

**Objective T2.2:** Burlington will maintain and enhance access to other modes of commercial transportation, including rail, river and air facilities.

**Goal T3:** *Alternatives to single occupancy vehicle trips will increase as a percentage of all transportation within the City.*

**Objective T3.1:** Transit trips will increase.

**Objective T3.2:** The City will actively promote and encourage alternative transportation options.

**Goal T4:** *Biking and walking in Burlington will be safe, enjoyable and efficient.*

**Objective T4.1:** Bike and pedestrian infrastructure will be safe and well-connected.

**Goal T5:** *Local transportation systems will be well-coordinated with regional systems and investments.*

**Objective T5.1:** The City will maximize the cost-effectiveness of the regional transportation system by coordinating planning, design and funding with regional and state agencies, as well as neighboring jurisdictions.

ACTIONS		2013-2015	2015-2020	2020-2032
1	Develop and adopt regulations that require a multimodal transportation impact analysis for proposed development on a case-by-case basis as determined by the City. Impacts on traffic and street infrastructure, transit access and utilization, and bike and pedestrian connectivity should all be considered.	X	X	X
2	Actively participate in state-led highway improvement projects within the City to advocate for context sensitive design - streetscaping improvements should be designed with local input and should be unique to Burlington.	X		
3	Develop a City-wide Bike and Pedestrian Plan to establish a contiguous, safe network of on-street and off-street bike and pedestrian routes.	X	X	X
4	Prioritize sections of the City for sidewalk maintenance and installation and proactively react to needed improvements.	X	X	X
5	Ensure annual funding for the Sidewalk Reimbursement Program.		X	
6	Conduct a transit study to identify barriers to bus ridership and make recommendations to increase effectiveness.	X		
7	Increase enforcement of sidewalk maintenance and safety violations.		X	
8	Evaluate transit rider needs for non-running times (nights/weekends).	X	X	X
9	Analyze future road extensions and connections for future development areas to maintain proper street connections.	X	X	X
10	Require sidewalks for all new development and major redevelopment projects, whether sidewalks currently exist adjacent or not (especially near and west of Roosevelt Avenue). Encourage neighboring properties to install sidewalks.	X	X	X
11	Work with DOT to ensure safe and proper crossings at Roosevelt Ave and adjacent streets (particularly Highway 34).	X	X	X
12	Assess need for bike racks throughout the community.	X	X	X
13	Continue to develop trail systems and interconnectivity of parks, including Flint River Trail and RecPlex.	X	X	X
14	Increase accessibility throughout the community by increased installation of ADA curb ramps.	X	X	X

## Current & Existing Conditions

Nearly 80% of all commuting trips in Burlington are in single-occupancy vehicles. Many factors contribute to a lack of diversity in transportation modes including sprawling, segregated land uses, limited transit service, and limited biking infrastructure. These are interconnected issues that can only be resolved through coordination of land use and development, transportation systems and programs, and community education.

The Burlington community has identified several opportunities for improving the transportation system, including:

- Creating a connected system of off-road bicycle/pedestrian trails
- Maintaining sidewalks
- Providing more bicycle infrastructure (e.g. bike racks)
- Improve safety on Roosevelt Avenue (e.g. addressing red light running)
- Improving safety near schools
- Improving pedestrian safety at Downtown intersections
- Building a north-south overpass over the railroad
- Creating better accessibility on the Riverwalk between Crapo Park and Riverside Gazebo
- Increasing transit rider



Complete Street intersection in Charlotte, NC.  
Source: National Complete Streets Coalition

“Complete streets” are designed and operated to enable safe access for all users. Designs can include bike lanes, accessible transit stops, frequent and/or signaled crosswalks, narrower travel lanes, and traffic calming devices.

## ISSUES & OPPORTUNITIES

### Issues

- Deterioration of older housing stock and lack of diversity in new housing stock.

### Opportunities

- Adequate supply of land for development and growth.
- Significant opportunities for redevelopment including historic properties...
- Significant opportunities for redevelopment including historic properties...
- Quality educational system, including Southeastern Community College.
- Quality amenities including modern public library and park system.
- Regional recreational draws and riverfront access.
- Strong historic architectural legacy.
- Unique and beautiful topography and geology.



## Goals & Objectives

### *Goal E1: Burlington will support business growth.*

**Objective E1.1:** Workforce development efforts will be continuous and focus on the needs of local employers.

**Objective E1.2:** Burlington will be an attractive, health-conscious community.

### *Goal E2: Employment will grow in Burlington through the creation, expansion and further development of existing and new businesses.*

**Objective E2.1:** Existing Burlington businesses will retain and expand employment.

**Objective E2.2:** The City will have both space and incentive tools to support business creation, growth and expansion.

**Objective E2.3:** Entrepreneurism and small business growth will be enthusiastically and continuously supported in Burlington.

### *Goal E3: Burlington's economic base will be diverse and resilient.*

**Objective T3.1:** Attract new jobs to the community in varied sectors.

**Objective T3.2:** Encourage and promote the development of environmentally sustainable industries.

### *Goal E4: Costs and benefits of economic development efforts will be shared within the regional economy.*

**Objective E4.1:** Most economic development activities will be collaborative efforts with multiple public and private partners across the region.

### *Goal E5: Downtown Burlington will be preserved and enhanced as a hub of economic, social and cultural affairs.*

**Objective E5.1:** Downtown Burlington will be economically robust.

**Objective E5.2:** Downtown Burlington will be a unique and attractive place that invites pedestrian exploration.

### *Goal E6: Burlington's tourism and destination travel industry will continue to grow.*

**Objective E6.1:** Burlington will continue to be the preferred convention and tourism destination in the region.

**Objective E6.2:** Heritage sites and outdoor and indoor recreation will become major tourism draws in Burlington.

### *Goal E7: Burlington's retail sector will continue to expand and diversify- thereby reducing leakage, enhancing the tax base, and adding to the quality of life of the community.*

**Objective E7.1:** Private developers will take the lead on the development of new retail projects.

**Objective E7.2:** The City will actively monitor policies to ensure that Burlington is a development-friendly community.

### *Goal E8: Burlington will establish and maintain financial practices that allow the most efficient use of tax dollars.*

**Objective E8.1:** The City will optimize its bond rating.

**Objective E8.2:** The City will maintain balance between tax base and municipal budget.



ACTIONS		2013-2015	2015-2020	2020-2032
1	Adopt a Vacant Building Ordinance to better manage and maintain the City's vacant building stock. The program should support the costs of inspections and maintenance enforcement, and it should both prevent and help pay for emergency actions to protect public safety, including demolition.	X		
2	Identify and plan for infrastructure investments required to make priority development/redevelopment sites viable more competitive for economic development, especially those that serve large areas and/or multiple parcels such as a major sewer line.	X		
3	Identify funding sources and mechanisms for public realm and capital improvements to support economic development		X	
4	Identify target industries/business types and offer tax incentives to businesses in those sectors to locate or expand in Burlington.	X	X	X
5	Work with Burlington area schools, Southeastern Community College, Greater Burlington Partnership and local businesses to develop and implement an internship and summer job programs.	X	X	X
6	Update development regulations to remove barriers to home-based businesses that are compatible and suitable for residential areas.	X		
7	Coordinate with the Greater Burlington Partnership and local educational institutions to plan for workforce transitions from manufacturing to knowledge-based and creative industries.	X	X	X
8	Target downtown locations for major public cultural investments.	X		
9	Coordinate with Des Moines County to develop a rural and eco-tourism plan that promotes recreation and tourism outside the City as well as hotel stays inside the City.		X	
10	Upgrade the City website to emphasize the assets of Burlington as a vibrant, modern community with a rich history and an exceptional quality of life, and evaluate the use of mobile and social media digital tools to improve access to City information and marketing materials.	X		
11	Work with the Greater Burlington Partnership to prepare and maintain online and print promotional materials for prospective residents that shares the City's recent progress and visions for the future as identified in this plan.			
12	Develop an easy to understand "one-stop-shop" for economic development on the City website, with links to partner resources.	X		
13	Aggressively pursue grants and resources to improve infrastructure.	X	X	X
14	Evaluate potential public/private partnerships for community benefit.	X	X	X
15	Participate in monthly communications with key stakeholders to discuss the future of the area and maintain an open dialogue among entities.	X	X	X
16	Adopt a design overlay area in Downtown Burlington to promote and protect the character of the area.	X		
17	Promote vocational education/training to fill the needs of local employers.	X	X	X
18	Create and enhance entry features to the community and to the downtown (e.g. landscaping, signage, banners, etc.).		X	
19	Construct and maintain interpretive signage at key attraction locations to further promote the assets of the community.	X	X	
20	Evaluate and plan for venues and attractions (e.g. indoor sports complex, riverfront amenities, boutique hotel with river view rooms) to further Burlington as a year-round destination- resulting in increased year-round occupancy of local hotels.	X	X	X
21	Continue to evaluate properties for listing on the National Register of Historic Places to further solidify Burlington as a historic community and to enable properties to access historic tax credits.	X	X	X
22	Complete periodic review of "business friendliness" as compared to comparable cities, including tax rate, utility rates, and regulatory processes.	X	X	X
23	Promote growth of tax base in all areas of the community, including infill, redevelopment and improvements in existing developed areas and continued growth in planned new development areas.	X	X	X
24	The City will evaluate its property tax levels/rates to be competitive with other communities in Iowa and region and to support infrastructure/services in the community.	X	X	X
25	The City will develop programs and policies to be competitive (top 25% in Iowa) with other similar sized communities in tax and utility rates.	X	X	X

### Current & Existing Conditions

Like communities across the nation, Burlington is struggling to rebound from the recession. Over the last decade, the unemployment rate has doubled in Des Moines County (from 3.7% in 2000 to 7.5% in 2010). In addition, the County as a whole as lost 5.5% of its labor force. Burlington will need to implement a multi-faceted approach to ensure future economic prosperity including educational programming, diversification of business and industry, and retention of workers and businesses.

Traditionally, Burlington's economy has relied heavily on manufacturing with over 20% of the County's workforce in manufacturing jobs. Other industries have taken root in Burlington in recent years including the medical and human services fields. According to the Iowa Workforce Development, the fastest growing occupations in the region are pharmacy technicians, accountants, registered nurses, and computer and mechanical operations.

Burlington has a rich cultural, historical and natural heritage providing an abundance of sites and events to attract tourists. The most notable attractions include Snake Alley and historic Downtown Burlington, the Mississippi River, eagle watching, Catfish Bend Casino, Burlington Bee's Baseball, Memorial Auditorium, the RecPlex and the plethora of local and state parks.

### ISSUES & OPPORTUNITIES

#### Issues

- Nostalgia for heavy manufacturing & limited white-collar employment.
- Loss of jobs and population in Des Moines County over the last 50 years.
- Regional shopping centers pose a threat to viability of downtown and other local businesses.
- Attracting environmentally sustainable businesses and industries while providing employment opportunities for Burlington's workforce.

#### Opportunities

- Midwest work ethic, low absenteeism, and a strong industrial background.
- Flint Ridge Business Park offers completed infrastructure & flexible shell buildings for industry.
- Economic development tools including TIF
- Major regional tourist and destination attractions and events
- Adequate supply of land for development & growth.
- Significant opportunities for redevelopment



## Goals & Objectives

**Goal R1:** *Burlington will protect, improve and sustain its natural resources.*

**Objective R1.1:** Burlington will protect and restore “green infrastructure” to improve surface water quality, reduce localized flood risk, and enhance development character and value.

**Objective R1.2:** Burlington will protect and restore wildlife habitats and corridors.

**Objective R1.3:** Burlington will utilize natural resources in the most efficient way possible.

**Goal R2:** *Burlington will preserve its local agricultural resources and heritage.*

**Objective R2.1:** Burlington will promote local food systems and responsible agriculture.

**Goal R3:** *Burlington’s water resources will be clean and healthy.*

**Objective R3.1:** Burlington will plan for healthy watersheds.

**Objective R3.2:** Burlington will efficiently manage stormwater.

**Objective R3.3:** Surface water quality will be improved and maintained.

“Permeable paving” utilizes porous materials and laying techniques to allow water to percolate and infiltrate the soil beneath the paving, instead of running off as with impervious paving.



ACTIONS		2013-2015	2015-2020	2020-2032
1	Evaluate the need for and benefit of a Watershed Management Plan with neighboring jurisdictions and begin implementing projects.		X	
2	Develop a "GreenPrint" for creating an interconnected greenway system of parks and open spaces.	X		
3	Consider the adoption of best management practices (BMPs) for stormwater management and low-impact development.	X		
4	Consider the adoption of regulations for conservation and restoration of natural features during development.		X	
5	Consider the adoption of stormwater and low-impact BMP requirements for City facilities and operations.		X	
6	Work to identify local point and non-point source pollution and implement steps for remediation.		X	
7	Develop a stormwater education program to inform citizens of BMPs including the use of rain barrels, rain gardens, green roofs, permeable paving, etc.		X	
8	Identify and remove barriers to local food production.		X	
9	Consider the adoption of local food procurement policies for City events and facilities.		X	
10	Develop procedures for increasing the ability to use electronic and government assistance forms of payment at local farmers markets.	X		
11	Encourage responsible agriculture region-wide with awareness of FSA office guidelines for agricultural practices for Des Moines County.	X	X	X



"Green infrastructure" is a network of open spaces and natural features woven into the built environment that provides natural stormwater management and essential ecosystem connections

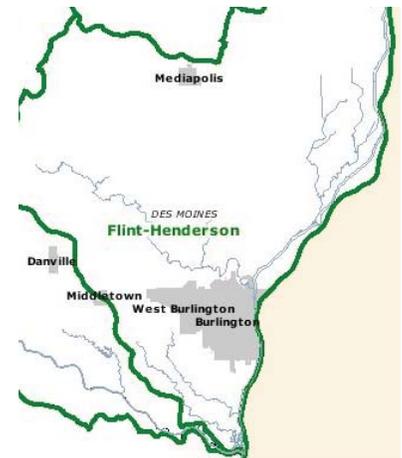
### Current & Existing Conditions

Burlington has rich and varied natural and agricultural resources. Twenty percent of all land in Burlington is agriculture and open space. This land is a mix of farms (mostly corn and soybeans), woodlands, wetlands, floodplains, streams, and streambanks.

Des Moines County's natural communities include Oak-Hickory Forests, Northern Hardwoods, and Bottom-ground Timbers; Dry, Mesic and Wet Prairie; and Palustrine, Lacustrine and Riverine Wetlands.

The City is located in the Flint-Henderson Sub-Basin and is part of the Lower Duck Creek, Mississippi River-Duck Creek, and Crow Creek-Mississippi River Watersheds.

The Mississippi River serves as the eastern border and major waterway in Burlington and Des Moines County. Other major waterways include the Skunk River, Spring Creek, Flint Creek, Knotty Creek, Yellow Spring Creek, and Hawkeye Creek. The Mississippi River floodplain has a width of 10 miles at the north end of Burlington and approximately 6 miles on the south.



### ISSUES & OPPORTUNITIES

#### Issues

- Cost associated with extension and expansion of infrastructure and service.
- Flooding on the Mississippi River are becoming more frequent and more extreme.

#### Opportunities

- Unique and beautiful topography and geology.



## Goals & Objectives

**Goal FS1: Sewer and water service will effectively meet the needs of current and future residents and businesses.**

**Objective FS1.1:** Sewer and water service will be safe.

**Objective FS1.2:** Sewer and water service capacity will not be a constraint on economic or population growth.

**Objective FS1.3:** Development will support the efficiency and fiscal sustainability of sewer and water systems.

**Goal FS2: Burlington will maintain exceptional recreation facilities and services that support both individual and community health.**

**Objective FS2.1:** The City's recreation facilities will be managed with an understanding of the diverse outdoor recreational needs and desires of the community.

**Objective FS2.2:** The City will offer increased indoor recreational opportunities.

**Goal FS3: Burlington will continue to offer strong educational systems that attract families and support success and social interaction.**

**Objective FS3.1:** Burlington area schools investments will keep pace with changes to the population it serves.

**Objective FS3.2:** Burlington area schools will be an integral part of community life, much more than simply a primary and secondary education service.

**Objective FS3.3:** Burlington will encourage lifelong learning through public and private programs.

**Goal FS4: Burlington residents will feel safe in all parts of the City.**

**Objective FS4.1:** Police and fire protection services will maintain high performance standards as the City grows and changes.

ACTIONS		2013-2015	2015-2020	2020-2032
1	Collaborate with the Greater Burlington Partnership and West Burlington to study long-term wastewater treatment options to enable growth, especially to the southwest.	X		
2	Continue to facilitate and improve park and recreation facilities, programs, amenities and special events.	X	X	X
3	Study feasibility of a public indoor recreation facility opportunities for partnerships, and possibility of other public or private entities constructing such a facility.	X		
4	Improve supply of information (interpretive signage, websites, online forms, maps, etc.) at and for community facilities and key attractions.		X	
5	Evaluate the need for park space in the North and Southwest areas of the community as opportunities become available.	X	X	X
6	Provide resources to form neighborhood associations to address community issues, including housing, safety and appearance.	X	X	X
7	Pursue grants to update community facilities.	X	X	X
8	Continue to expand local and regional trail systems.	X	X	X
9	Conduct regular review of sewer/water capacities to serve future growth and development.	X	X	X
10	Pursue shared services among governmental agencies as opportunities arise.		X	
11	Evaluate parks for compliance with ADA II standards and prepare a transition plan to make necessary changes over time.		X	
12	Create Wi-Fi spots at key community facilities, including parks.	X	X	X
13	Promote shared usage of public facilities (e.g. school playgrounds for public use).		X	

### Current & Existing Conditions

Burlington is a city of parks, with almost 200 acres of designated park land. The City also has an additional 2600 acres of agricultural land and open space. This accounts for nearly 22% of the City’s land.

Burlington’s parks range from 85 acres to 0.3 acres and consist of six mini (or “pocket”) parks, four neighborhood parks, and two community parks. The largest of these parks are Crapo and Dankwardt, which share a common border and are located on the southeast side of Burlington.

While the City is currently meeting its needs on a pure acre to population basis, there are several other considerations that will shape the future of Burlington’s parks; the most important of which are access and interconnection.

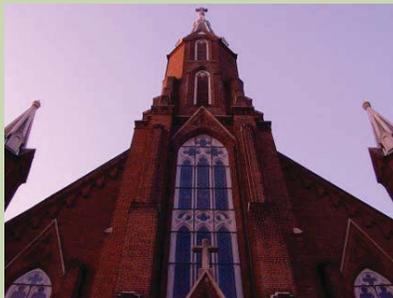
### ISSUES & OPPORTUNITIES

#### Issues

- Increase in crime rate in last 25 years and decrease in feelings of safety.
- Cost associated with extension and expansion of infrastructure and services.

#### Opportunities

- Quality education system, including Southeastern Community College.
- State-of-the-art medical facilities and services, including Great River Medical Center.



## Goals & Objectives

**Goal C1: *Burlington will have a thriving arts, cultural and entertainment community and identity.***

**Objective C1.1:** Cultural facilities, activities, and events will be supported in Burlington, with attention to the interests of all age groups, especially including young families and young professionals.

**Objective C1.2:** Public art will enhance a unique local identity.

**Objective C1.3:** The Burlington community will attract and support artists.

**Objective C1.4:** Burlington will seek to expand its role as a regional center of cultural activities (see also Economic Development Goal E6).

**Goal C2: *Burlington will respect its history and heritage by preserving historic resources and celebrating the past.***

**Objective C2.1:** Burlington will safeguard the City’s architectural, historic, aesthetic and cultural heritage.

**Objective C2.2:** Burlington will foster pride in the legacy of beauty and achievements of the past.

**Objective C2.3:** Burlington will utilize its historic assets for economic development.

**Goal C3: *Burlington will be proactive in maintaining a quality appearance that reflects pride in the community.***

**Objective C3.1:** Burlington will promote high quality site and building designs within the community, and help mitigate any private nuisances that would negatively affect a neighborhood or the City.

**Objective C3.2:** Burlington will maintain and update the public realm to present a positive public image.

ACTIONS		2013-2015	2015-2020	2020-2032
1	Establish an Arts Commission.	X		
2	Prepare a Burlington Cultural Plan.		X	
3	Explore the designation of Cultural and Entertainment Districts.	X		
4	Include a public arts component in development Requests for Proposal for City-owned sites.			X
5	Update regulations to remove barriers to live-work studios and non-traditional venues.		X	
6	Update regulations to remove barriers to live-work studios and non-traditional venues.		X	
7	Continue to support the Historic Preservation Commission and aid in the development of a Historic Preservation Action Plan.	X	X	X
8	Develop and maintain guidelines for development in historic districts.	X	X	X
9	Develop cohesive historic wayfinding signage .	X	X	X
10	Lead the drive for encouraging positive outcomes and attitudes.	X	X	X
11	Encourage use of public spaces/streets for outside festivals and events.	X	X	X
12	Consider adding National Register properties to Local Historic Register.	X		
13	Evaluate public activities and services that are friendly or attractive to young professionals and families.	X	X	X
14	Preserve and enhance the downtown skyline as a defining feature of the community.	X	X	X
15	Sponsor an annual community-wide, or neighborhood specific, clean-up day.	X	X	X

### Burlington’s Rich History

The City of Burlington’s history dates back to 1673 as part of Pere Marquette and Louis Joliet’s exploration, eventually becoming part of the Louisiana Purchase. The hamlet was named “Burlington” in 1833 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 remained a small trading hub until 1868 when the Chicago, Burlington, & Quincy railroad bridge was completed. Since 1868, Burlington has grown into the manufacturing center of southeast Iowa.

The City of Burlington is designated as a Historic Preservation Certified Local Government (CLG) with over 1500 sites submitted to the Iowa Site Inventory for evaluation. There are currently 25 sites listed on the National Register of Historic Places, including the Burlington and Missouri River Railroad Passenger Station, Cascade Bridge, Snake Alley, Church of St. John the Baptist, Heritage Hill Historic District, Flint River Bridge, the Schramm Building, and the Capital Theater, among others.



### ISSUES & OPPORTUNITIES

**Issues**

- Decrease in community pride and increase in negative attitudes.
- Limited encouragement and support of the arts and lack of promotion of art/cultural events.

**Opportunities**

- Strong historic architectural legacy.



## Goals & Objectives

**Goal HZ1:** *Burlington will mitigate the risk of impacts before a disaster.*

**Objective HZ1.1:** Burlington residents and businesses will be prepared for potential disasters.

**Objective HZ1.2:** The City's use of smart development practices will effectively limit disaster impacts to new development due to flooding.

**Objective HZ1.3:** The City will be prepared for the worst case scenario.

**Goal HZ2:** *Residents and assets will be protected during a disaster.*

**Objective HZ2.1:** Residents' basic human needs will be met during a disaster.

**Objective HZ2.2:** Assets and infrastructure will be protected during a disaster.

**Objective HZ2.3:** The City will be able to communicate and manage its available resources during a disaster.

**Goal HZ3:** *Burlington will successfully recover from disasters.*

**Objective HZ3.1:** Disaster victims will have prompt access to recovery resources throughout the recovery process.

**Objective HZ3.2:** Reconstruction and recovery will be quick, safe, and collaborative.

ACTIONS		2013-2015	2015-2020	2020-2032
1	Develop a Disaster Recovery Plan.	X		
2	Develop and adopt a Recovery and Reconstruction Ordinance.		X	
3	Conduct Disaster Recovery Plan table-top exercises.	X		
4	Implement NFIP Community Rating System (CRS) credited activities and explore application to CRS designation.		X	
5	Develop interagency agreements for aid during and after a disaster and actively participate in the Iowa Mutual Aid Assistance Compact.		X	
6	Coordinate with the Des Moines County Emergency Manager to develop a sustainable Community Organization Active in Disaster (COAD) to build a framework for meeting disaster victims' needs.		X	
7	Identify a Disaster Victim Assistance Officer (as part of the recovery organization established by the Recovery and Reconstruction Ordinance) to partner with the County EMA in advocating for quick disbursement of Other Needs Assistance and Disaster Case Management Funds.	X		
8	Actively participate in Flood Awareness Month, National Preparedness Month and Iowa Severe Weather Awareness Week activities.	X	X	X
9	Work with the Des Moines County Emergency Management Agency to continue to update and disseminate free disaster preparedness materials for individuals and businesses.	X	X	X
10	Conduct a public facilities audit for potential disaster impacts and implement mitigation strategies.		X	
11	Implement mitigation strategies outlined in the Des Moines County Pre-Disaster Mitigation Plan.	X	X	X
12	Purchase land or easements to preserve the natural floodway where feasible and appropriate.	X	X	X
13	Evaluate redundant capabilities of water, sewer, electric, gas and other utility systems to reduce or eliminate outages in the event of a disaster.		X	
14	Encourage placement of utilities underground for redevelopment and as opportunities arise.	X	X	X
15	Identify areas to be protected (existing development) versus areas to be preserved (natural/open space opportunities).		X	
16	Examine alternative back-up strategies for necessary systems, if there are none already in place.		X	
17	Collaborate with the U.S. Army Corp of Engineers to identify and implement the most appropriate flood mitigation strategies for the Downtown, while preserving physical and visual access to the river.	X	X	X

The City of Burlington is committed to protecting people and property from natural and man-made disasters. A community must first identify potential hazards and mitigate the risk of impacts pre-disaster, then respond efficiently during a disaster, and plan for a comprehensive recovery post-disaster. The Des Moines County Pre-Disaster Mitigation Plan identifies potential hazards and recommends mitigation efforts for the City of Burlington. This section supplements the County Plan by defining for the City overarching goals and strategies for all phases of a disaster.

A Disaster Recovery Plan outlines the responsibilities of partners and actions to be taken after a disaster. Disaster Recovery Plans supplement Pre-Hazard Mitigation Plans and recognize that recovery is long-term.

Long Term Recovery Committees (LTRCs) coordinate recovery resources for volunteer case management agencies and offer guidance and referral for disaster victims.

A Recovery and Reconstruction Ordinance establishes a recovery organization and authorizes a variety of pre- and post- disaster planning and regulatory powers. Model sections include:

- Recovery Organization Formation and Duties
- Implementation of Disaster Recovery Plan
- Temporary Regulations
- Temporary and Permanent Housing
- Recovery and Reconstruction Strategy

## ISSUES & OPPORTUNITIES

### Issues

- Flooding on the Mississippi River are becoming more frequent and more extreme.
- Limited resources for hazard mitigation & response.

### Opportunities

- None identified





## Goals & Objectives

**Goal CP1:** *Burlington will maintain mutually beneficial relationships and partnerships with neighboring jurisdictions, Des Moines County, and other governmental agencies.*

**Objective CP1.1:** Burlington will think regionally while acting locally.

**Objective CP1.2:** Burlington will reduce costs and improve quality of municipal service through partnerships.

**Objective CP1.3:** Burlington will reduce competition for local business and development investments and encourage efficient land use patterns.

**Goal CP2:** *Burlington will continue to collaborate with non-profit and private entities to improve the quality of life for Burlington residents.*

**Objective CP2.1:** Burlington will encourage more and better development through public-private partnerships.

**Objective CP2.2:** Burlington will partner with non-profits to ensure adequate social services for all residents.

ACTIONS		2013-2015	2015-2020	2020-2032
1	Work with SEIRPC and neighboring communities to study the feasibility of an expanded regional bus system.		X	
2	Explore options for obtaining four-year programs/degrees through existing facilities or satellites with regional universities/colleges in Burlington.		X	
3	Assemble a joint task force with West Burlington to explore the concept of shared economic development investments coupled with shared tax revenues.	X		
4	Develop an official City policy on the use of public incentives to support private development.	X		
5	Host monthly meetings with regional partners to explore ways in which collaboration on programs or services can improve quality, access, and efficiency.	X	X	X
6	Communicate with other jurisdictions whenever service contracts or major capital improvements are up for consideration, to identify cost savings opportunities through partnerships and shared service arrangements.	X	X	X
7	Seek cost efficiencies through shared services with neighboring communities.	X	X	X

### Partners for a Better Future

The City of Burlington collaborates extensively with neighboring jurisdictions, regional and state agencies, non-profits, and private entities in order to create and maintain a better way of life in the greater Burlington area. For example, the City of Burlington shares a Safety Director, E911 Communication Center, Drug Task Forces, and police public relations with Des Moines County and the City of West Burlington. Other existing examples include:

- Partnering with Greater Burlington Partnership on economic development initiatives
- Supplying the City of West Burlington, Iowa Army Ammunition Plant, Danville, and Middletown with potable water via Burlington Waterworks
- Collaborating with Des Moines County and West Burlington on snowing plowing, public works equipment, and services
- Providing backup law enforcement to neighboring jurisdictions when needed
- Assisting City Township Ambulance Association with paramedic ambulance response
- Providing library services to neighboring jurisdictions



**ISSUES & OPPORTUNITIES**

**Issues**

- *None identified*

**Opportunities**

- Established & committed civic groups.



## Goals & Objectives

**Goal L1:** *Burlington will have an adequate supply of land in appropriate places to accommodate growth in all sectors.*

**Objective L1.1:** The supply of land to accommodate new development will be adequate to satisfy local demand.

**Objective L1.2:** The City's growth area will be protected from development incompatible with City growth.

**Objective L1.3:** Development will use land, utilities, and community services as efficiently as possible.

**Goal L2:** *Burlington recognizes the importance of neighborhoods and will guide growth in ways that create or enhance balanced, pedestrian-friendly neighborhoods.*

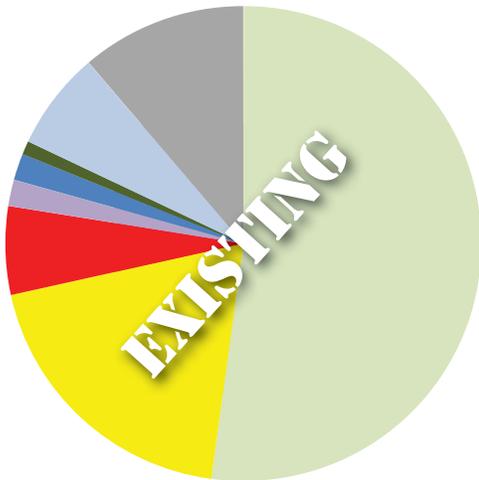
**Objective L2.1:** Development and redevelopment in existing developed areas and growth areas will establish or enhance neighborhoods.

The future land use categories identify areas of similar use, character and density. These classifications are not zoning districts - they do not legally set performance criteria for land uses (*i.e. setbacks, height restrictions, density, etc.*); however, they do identify those City of Burlington Zoning Ordinance districts that currently fit within each future land use category.

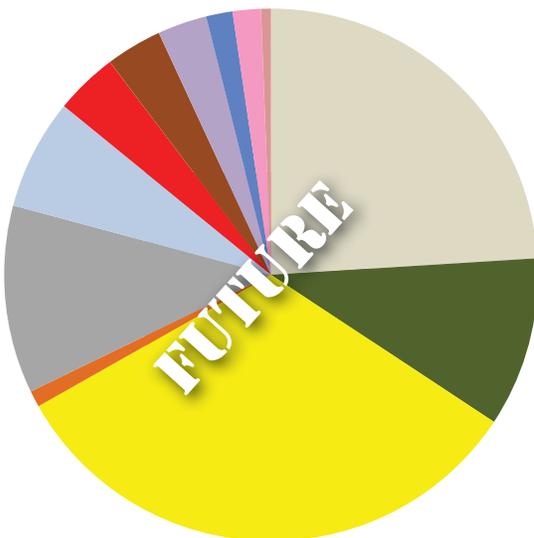
ACTIONS		2013-2015	2015-2020	2020-2032
1	Consider amendments to the Architectural Guidelines in the Burlington Zoning Ordinance to incorporate aspects of the design strategies identified in Section 5.2 of this plan	X		
2	Ensure that newly created zoning and land development ordinances are consistent with the adopted Comprehensive Plan.	X	X	X
3	Consult and follow the principles of the comprehensive plan and Future Land Use Map when considering land subdivision and zoning amendment petitions.	X	X	X
4	Allow landowners or other stakeholders to petition for changes to the Future Land Use Map consider the goals of the plan when evaluating any proposed change.	X	X	X
5	Consider the long-term impacts of growth on existing developed areas when updating the Future Land Use Map and Comprehensive Plan document.	X	X	X
*	This section and others will be expanded to include many of the various special planning area improvements identified in the map and text to follow.			

### Existing Land Uses

The Planning Area's land use currently consists of almost 50% Agriculture/Open Space and 20% Residential use. The Future Land Use graph shows that a large portion of Agricultural/open space land may eventually be converted to Low Density Residential use. It is also worth noting that the graph below distinguishes between Low Density Residential and Higher Density Residential and Rural Lands and Parks/Open Space. Future Land Use also has three new land use categories: Business Park, Downtown Mixed Use, and Neighborhood Mixed Use.



- Agricultural/ Open Space (52.2%)
- Industrial (1.8%)
- Water (6.7%)
- Residential (19.4%)
- Public/Institutional (1.8%)
- Transportation (11.2%)
- Commercial/Office (6.0%)
- Recreational Commercial (0.9%)



- Rural Lands (24.0%)
- Higher Density Residential (1.0%)
- Commercial/Office (3.8%)
- Public/Institutional (1.6%)
- Parks/Open Space (10.3%)
- Transportation (11.4%)
- Business Park (3.4%)
- Neighborhood Mixed Use (1.7%)
- Low Density Residential (32.5%)
- Water (6.7%)
- Industrial (3.0%)
- Downtown Mixed Use (0.6%)

### ISSUES & OPPORTUNITIES

#### Issues

- Deterioration of older housing stock & lack of diversity in new housing stock.
- Vacant buildings and storefronts, especially downtown.

#### Opportunities

- Adequate supply of land for development & growth.
- Significant opportunities for redevelopment including historic properties and warehouses, vacant commercial buildings, and downtown storefronts



**Rural Lands (RL)**



**Low Density Residential (LDR)**



**Higher Density Residential (HDR)**



**Neighborhood Mixed Use (NMU)**



**Downtown Mixed Use (DMU)**



**Commercial (C)**



**Business Park (BP)**



**Industrial (I)**

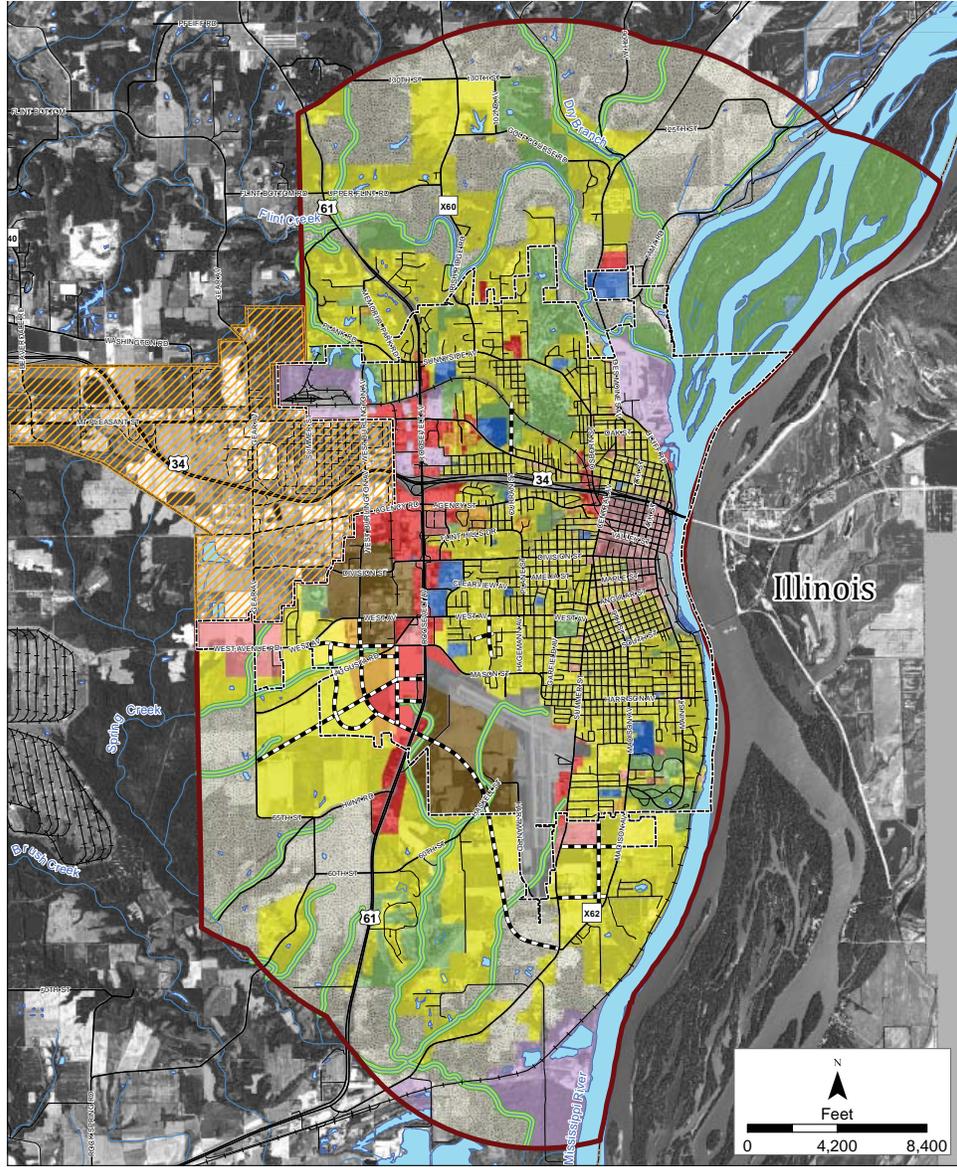


**Public & Institutional (P)**



**Parks, Recreation & Open Space (P/OS)**

## Future Land Use Categories & Map



City of Burlington Des Moines County, Iowa

### Future Land Use MAP-8

Legend	
Planning Area	Roads
City of Burlington	Proposed Roads
City of West Burlington	Railroads
County Boundary	Streams
Drainage Buffer	Drainage Buffer
Rural Land Use	Future Land Use
Low Density Residential	Neighborhood Mixed Use
Higher Density Residential	Downtown Mixed Use
Commercial	Business Park
Public & Institutional	Industrial
Parks, Recreation & Open Space	Transportation
Surface Water	City to Remark

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

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

**Rural Lands (RL)**

The Rural Lands category is intended to preserve land and rural character in areas deemed unlikely or infeasible for urban development prior to 2032. Preferred uses in these areas include open space, farming, farmsteads, agricultural businesses, forestry, quarries, and limited rural residential on well and septic.

**Low Density Residential (LDR)**

Low Density Residential areas are intended for housing with densities that range from two to five units per acre. Neighborhood areas classified as LDR will typically be predominately single-family detached units with the potential for some doubles and other lower density attached housing products.

**Higher Density Residential (HDR)**

Higher Density Residential areas are intended for housing at densities exceeding five units per acre. Uses in this category include single-family detached, duplexes/townhomes, townhouses, row houses, apartment buildings, and senior housing.

**Neighborhood Mixed Use (NMU)**

Neighborhood Mixed-Use areas are intended to provide a mix of smaller-scale commercial, residential, public and related uses in a pedestrian-friendly environment. They may include a mix of retail and service commercial, office, institutional, higher density residential, public uses and/or park and recreation uses. Uses can be integrated either vertically or horizontally.

**Downtown Mixed Use (DMU)**

Downtown Mixed-Use areas are intended to provide a unique mix of commercial, residential, public and related uses in a pedestrian-friendly environment. It is envisioned that DMU areas will include a mix of retail and service commercial, office, institutional, higher density residential, public uses and/or park and recreation uses. Uses in the DMU area are expected to be integrated both vertically and horizontally.

**Commercial (C)**

Commercial areas are intended for retail, service, and office uses that serve neighborhood, community and regional markets. The type and size of use will be determined by location and market forces.

**Business Park (BP)**

Business park areas are intended for showrooms, warehousing, storage, and light industrial uses with associated office functions. Business park developments are usually designed in a unified manner and feature public and private landscaping, directory signage and/or entry features.

**Industrial (I)**

Industrial areas are intended for light or heavy manufacturing, warehousing, distribution, wholesale trade, accessory offices, and similar uses. Industrial areas are typically larger, individual sites not part of a larger business park.

**Public and Institutional (P)**

Public and institutional areas are intended for churches, schools, cemeteries, art and cultural facilities, local government facilities and other parcels that are owned by a public or quasi-public entity. This category does not include parks and recreation areas.

**Parks, Recreation & Open Space (P/OS)**

Parks, Recreation and Open Space areas are intended for active and passive recreation uses or preservation of natural areas. P/OS lands can be public or privately owned.

## Downtown/Waterfront Revitalization



**EXISTING AMENITIES**

1. Bluff Harbor Marina
2. Riverside Park
3. North Hill Park
4. River Park Place
5. Burlington Public Library
6. Heritage Center
7. Boat Ramps
8. Snake Alley
9. City Hall
10. Port of Burlington
11. Nancy Neatie Park
12. Captiol Theater
13. Memorial Auditorium
14. Tom's Market
15. Bracewell Stadium
16. South Hill Park
17. Burlington Railroad Depot
18. The Hawkeye Newspaper
19. Wastewater Treatment Plant
20. Flint River Trail (under construction)

**IMPROVEMENT OPPORTUNITIES**

1. Trail Connection to Aldo Leopold School/Community Field
2. Trail Connection to Fun City/Catfish Bend Casino
3. Enhance Entry Signage
4. Pedestrian Access to Library/Restaurants via Tunnel Under On-ramp
5. Redevelopment Opportunity-possible Intermodal Transportation Hub
6. Redevelopment Opportunity-separate or combined with #5
7. Trail Connection to BHS/Notre Dame/Division & Roosevelt Businesses
8. Redevelopment Opportunity
9. Redevelopment Opportunity-commercial or green space/athletic field
10. Redevelopment Opportunity-commercial or multi-family housing)
11. In-fill Opportunity-multi-family housing or hotel (Old Typewriter Shop)
12. In-fill Opportunity-bed & breakfast (above Drake Restaurant)
13. Redevelopment Opportunity-hotel/convention center
14. Visitor Boat Docks
15. Trail-Flint River Trail through Downtown to the proposed trails south
16. Replant Overgrown Street Trees
17. Pedestrian Connections from Downtown to Riverfront via Tree-lined Walkways
18. In-fill Opportunity-multi-family housing or hotel (MillardBuilding)
19. Redevelopment Opportunity-commercial or multi-family housing
20. Tree-lined Trail Connection (to buffer views of rail yard)
21. Street Trees (to buffer rail yard, while maintaining views to bridge/river from Main Street)
22. Trail-Downtown to Crapo/Dankwardt Park
23. Trail-Stripe Bike Lanes on Main Street

**Desired General Characteristics**

In general, desirable characteristics of future (re)development in the Downtown/Waterfront include:

- High-quality architecture and site design
- Compact and walkable
- Streetscaping and pedestrian/bicycle amenities
- Public open spaces and plazas
- Preservation of historic character
- Focal points and gathering places
- Compact, interconnected blocks
- Serviceable by public transit and bike/pedestrian infrastructure
- On-street, structured and underground parking (minimal use of surface lots)
- Mixed-use buildings
- Land scraping and street trees

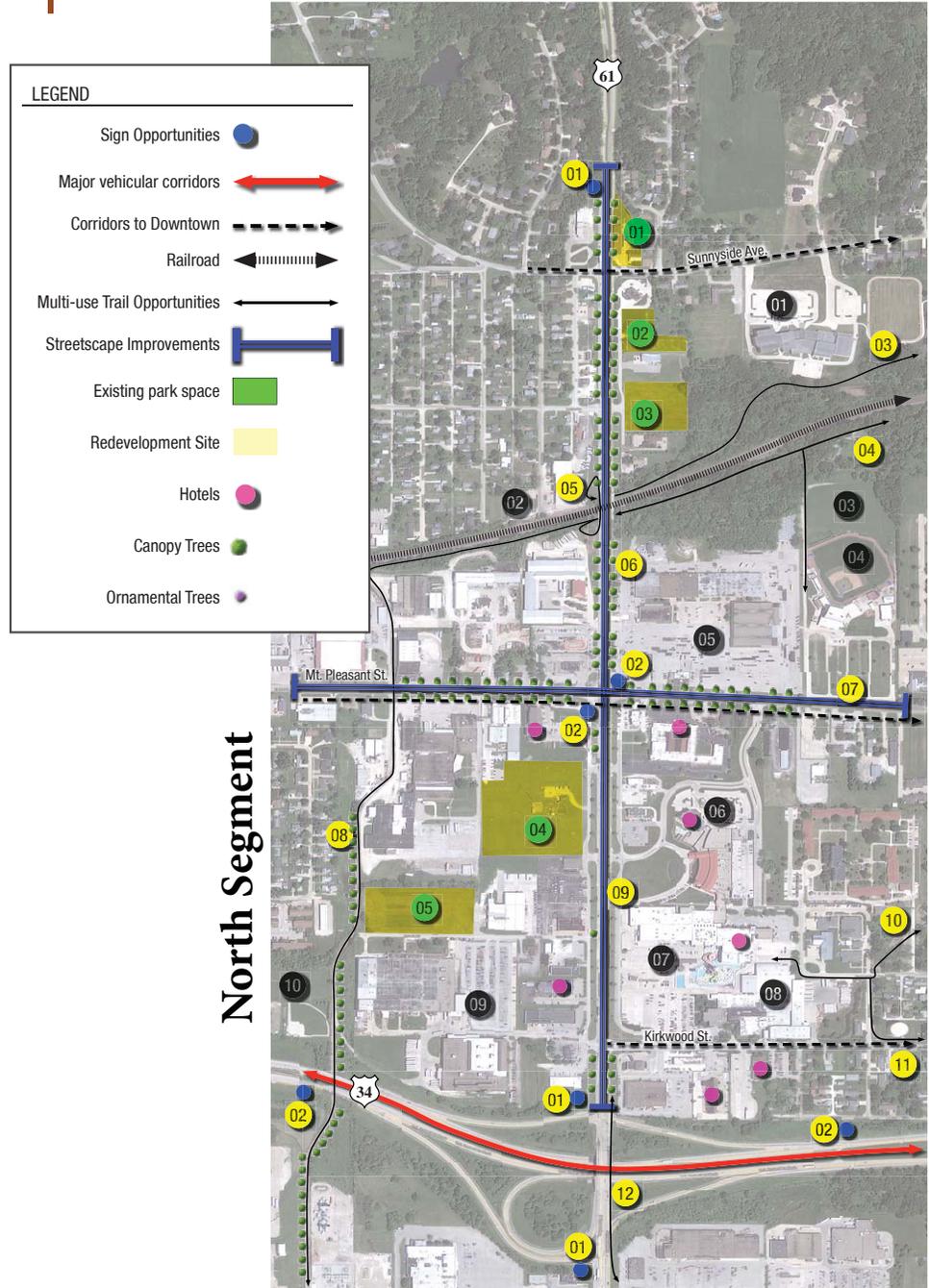
**Recommended uses include:**

- Restaurants and entertainment businesses
- Boutiques and specialty stores
- Upper story multi-family
- Specialty food stores
- Public open spaces and plazas
- Cafes and bakeries
- Service businesses including salons, laundrers, tailors, etc.
- Cultural centers and art galleries
- Community centers and social service agencies
- Small business/non-profit incubators
- Offices
- Live/work spaces
- Commercial lodging and meeting space
- Music venues
- Educational/government/institutional branch offices





## Roosevelt Avenue Corridor Revitalization



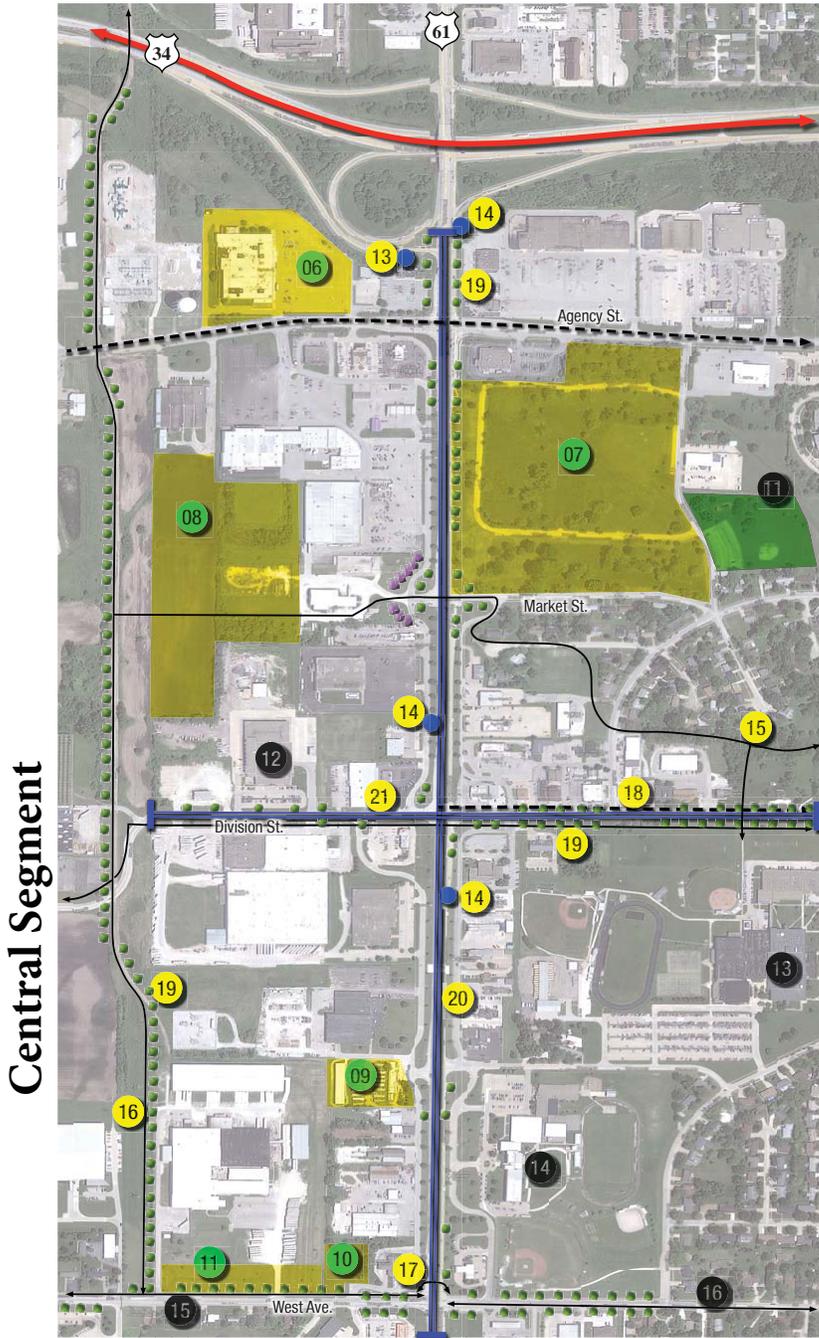
North Segment

### EXISTING AMENITIES

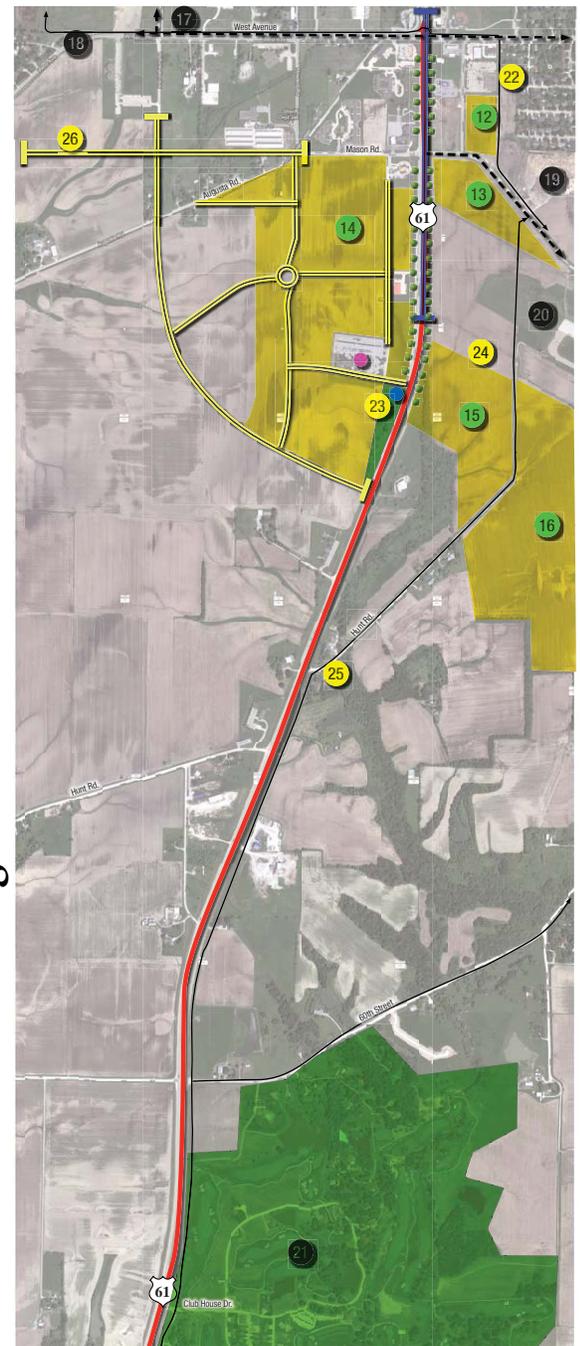
1. Aldo Leopold Middle School
2. Sterzings Potato Chips Co.
3. 40 & 8 Park
4. Community Field
5. Winegard Redevelopment Site
6. Catfish Bend Casino
7. Fun City
8. Winegard's Existing Facility
9. Federal Mogul (Champion)
10. West Burlington Swimming Pool
11. Cottonwood Park
12. Public Works Facility
13. Burlington Community H.S.
14. Notre Dame School
15. Bicycle Trail to Rec Plex
16. Un-Striped Bike Route to West Ave.
17. Flint Ridge Business Park
18. Trail-Roosevelt to Rec Plex
19. Edward Stone Middle School
20. Southeast Iowa Regional Airport
21. Spirit Hollow Golf Course

### IMPROVEMENT OPPORTUNITIES

1. Gateway Signage
2. Wayfinding Signage indicating Roosevelt Avenue Corridor & Historic Downtown
3. Trail-Aldo Leopold M.S./Aspen Grove/Downtown
4. Trail-Hwy 61/Com. Field/YMCA/Downtown
5. Trail-Roosevelt Avenue Crossing
6. Street Trees to continue pattern / fill in gaps
7. Mt. Pleasant St. Streetscape Improvements
8. Trail-North/South Route via Old Rail Line



Central Segment



South Segment

- 9. Roosevelt Ave Streetscape Improvements
- 10. Trail-Fun City/YMCA/Downtown
- 11. Trail-Fun City/Downtown via Bike Lanes on Kirkwood & Lucas Streets
- 12. Trail-Hwy 34 Crossing
- 13. Gateway Sign
- 14. Wayfinding Signage indicating Historic Downtown
- 15. Trail-Rec Plex/Hwy 61/BHS/Downtown
- 16. Trail-N/S route via Old Rail Line
- 17. Trail-Roosevelt Crossing
- 18. Bike Lane-Division Street

- 19. Street Trees to continue pattern/fill in gaps
- 20. Roosevelt Ave Streetscape Improvements
- 21. Division Street Streetscape Improvements
- 22. Trail-West Ave/Mason Rd Trail
- 23. Gateway Signage
- 24. Relocate Airport Terminal
- 25. Trail-Mason Rd/Spirit Hollow G.C.
- 26. Continuation of Mason Rd

 CORRIDOR REDEVELOPMENT OPPORTUNITIES

- 1. Corridor Redevelopment Site-Sunnyside & Roosevelt
- 2. Corridor Redevelopment Site-Roosevelt Open Lot
- 3. Corridor Redevelopment Site-Roosevelt Open Lot
- 4. Corridor Redevelopment Site
- 5. Corridor Redevelopment Site
- 6. Corridor Redevelopment Site
- 7. Corridor Redevelopment Site
- 8. Corridor Redevelopment Site
- 9. Corridor Redevelopment Site

- 10. Corridor Redevelopment Site
- 11. Corridor Redevelopment Site
- 12. Corridor Redevelopment Site
- 13. Corridor Redevelopment Site
- 14. Corridor Redevelopment Site
- 15. Corridor Redevelopment Site
- 16. Corridor Redevelopment Site



## Guiding City Decisions

### Annual Report

To provide lasting value and influence, this plan must be used and referenced regularly, especially during budgeting and goal setting processes. To inform these annual processes, City planning staff will prepare, with input from other departments and the City Manager, a concise Comprehensive Plan Annual Report with the following information:

- Action items in progress or completed during the prior 12 months (celebrate success!)
- Staff recommendations for action items to pursue during the next 12 months.
- City actions and decisions during the past 12 months not consistent with the plan (if any).
- Staff recommendations for any amendments to the adopted plan.

### Link to Annual Goals and Budget

The most important opportunity for this plan to influence the growth and improvement of the City is through the annual goal-setting, budgeting and capital planning processes. These existing annual efforts determine what projects will and will not be pursued by the City, and so it is very important to integrate this plan into those processes every year.

The Plan's compilation of actions is a resource to support decisions about how and where to invest the City's limited resources. The Annual Report should draw from these actions. Plan Commission should make formal recommendations for Council consideration, identifying those choices and commitments most likely to further the goals and objectives identified in this plan.

The following process and schedule is recommended:

**July** - Staff completes the Comprehensive Plan Annual Report.

**August** - Plan Commission considers Annual Report and makes formal recommendation to Council regarding action items to pursue and comprehensive plan amendments.

**September** - Department Directors consider Annual Report and Plan Commission recommendations, complete goal setting exercises. Council holds a public hearing and considers adoption of any comprehensive plan amendments.

**October** - City Council Goal Setting

**November to February** - Budget preparation process

**March** - Budget Adopted

## City Roles & Responsibilities

**City Council** sets priorities, controls budgets and tax rates, and often has the final say on key aspects of public and private development projects. The value and legitimacy of this plan is directly related to the degree to which Council members are aware of the plan and expect City actions to be consistent with this plan. Each council member should have a copy of this plan and should be familiar with the major goals and objectives described herein. City Council should expect and require that staff recommendations and actions both reference and remain consistent with this plan.

**Plan Commission** members must each have a copy of this plan and must be familiar with its content, especially Chapter 5: Land Use. It is generally the responsibility of Planning Commission to determine whether proposed projects are consistent with this plan, and to make decisions and recommendations that are consistent with this plan. In cases where actions that are inconsistent with this plan are deemed to be in the best interest of the City, the Planning Commission should initiate efforts to amend the plan to better reflect City interests. This will help to reinforce the legitimacy of the plan as an important tool in City functions.

**Key City staff** have a significant influence on the selection and completion of all kinds of capital and operational projects. It is imperative that individuals in key roles know about, support, and actively work to implement the various strategies and actions in this plan. Specifically, the City Manager, the Development and Parks Director, Public Works Director and the Finance Director should consult and reference the comprehensive plan during goal-setting and budgeting processes, during planning for major public projects, and in the review of private development projects.

These key staff members are expected to know and track the various goals, objectives, strategies and actions laid out in this plan, and to reference that content as appropriate in communications with residents and elected and appointed officials. All other department directors should also be aware of the plan and the connections between the plan and City projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the plan as a relevant tool integral to City functions.