

Town of Lincoln Comprehensive Plan

Volume I. Recommendations: Goals, Policies and Implementation Strategies

January 2012 DRAFT

Prepared for Submission to the Maine State Planning Office

Introduction

The Comprehensive Plan consists of two Parts:

Volume I Recommendations: Goals, Policies and Implementation Strategies – The recommendations are designed to provide future direction for the Town for the next decade. The goals are general, the policies are more focused, and the implementation strategies are specific actions designed to carry-out the policies. Implementation strategies are prioritized and the entities responsible for implementation are identified.

Volume II Inventory and Analysis – Volume II contains the background information that provides the data and analysis to support the recommendations. It examines population and housing, local economy, community facilities and services, transportation, recreational opportunities, municipal finance, natural resources, historic and cultural resources, agriculture and forestry, and land use.

The Plan also contains a number of maps, which are referenced in the text of both documents.

Maps:

- Future Land Use Plan
- Development Constraints
- Existing Land Use
- Existing Zoning (Town-wide and Inset)
- Aerial Base Map with Parcels
- Community Facilities (Town-wide and Inset)
- Recreation Facilities (Town-wide and Inset)
- Transportation (Town-wide and Inset)
- Sewer and Water Service Areas
- Water Resources
- Critical Wildlife Habitat
- Farm and Forest
- Known Archaeological Sites and Areas Sensitive for Archaeology

Acknowledgements

This Plan is the result of extensive work by town officials, staff, the Comprehensive Plan Committee and interested citizens. Ruth Birtz, who wears many hats within town government (assessor, economic development assistant, grants committee chair, etc.) was responsible for directing the development of the Plan. Staff support was provided by consultant Gwen Hilton. The Comprehensive Plan Committee met twice a month for over six months to complete the recommendations of the Plan.

Special thanks are extended to the following:

Town Council Members:

- Samuel Clay
- Marscella Ireland
- Michael Ireland
- Roderick Carr
- Thora House
- Stephen Clay
- David Whalen

Town Staff:

- Lisa Goodwin, Town Manager
- Gilberte Mayo, Treasurer, Welfare Director
- Shelly Crosby, Community Events Coordinator
- Chief Scott Minckler, Police
- Chief Phillip Dawson, Fire
- David Lloyd, Director of Public Works/Transfer Station
- Ronald Weatherbee, Director of Cemetery Parks and Recreation
- Jerry Davis, Code Enforcement
- Linda Morrill, Library Director

Comprehensive Plan Committee:

- Ted O’Cana
- Diana Johnston
- Fred Leisentrutt
- Richard Wyman
- Brian Sowers
- Harry Epp
- B. Michael Ireland
- Jeffrey Gifford
- Ruth Birtz, Committee Staff
- Gwen Hilton, Consultant

Other Agencies:

- Ron Gray, Lincoln Water District Superintendent
- Darold Wooley, Lincoln Sanitary District Superintendent
- Michael F. Marcinkus, RSU No. 67 Superintendent
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- Luke Ullman, James W. Sewall Company

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Chapter 1. Overview

PURPOSE

The Town Council decided to update the 1995 Comprehensive Plan in the fall of 2008. The 1995 plan was out-of-date and no longer serving the Town's needs. The new Plan reflects current conditions and trends, and the opinions of citizens today. It charts a course for the next decade based on extensive data collection, research and analysis, predictions for the future, and public input.

This Plan is consistent with Maine's Comprehensive Planning and Land Use Regulation Act. The benefits of consistency include a thorough planning process and document, a sound regulatory framework, and a significant advantage when applying for grant funding.

PUBLIC PARTICIPATION

Lincoln used a number of tools to publicize the Plan and to gather information from town officials and the public in the development of the Comprehensive Plan, including the following:

- Town-wide Public Opinion Survey
- Newspaper articles
- WEB Page Notices and Postings
- WEB Weekly News Articles
- Public Meetings
- Interviews of Department Heads
- Department Heads Review of Drafts
- Comprehensive Plan Committee Meetings
- Presentation of the Plan to Town Council
- Town Council Hearing
- Plan Posted on WEB page
- Hard Copies of Plan made available

Chapter 2. Vision for Lincoln for the Year 2022

Lincoln will be rural Maine community known for its high quality of life in the year 2022. Lincoln will be a thriving self-sustaining community of independent, hard working, resourceful people. It will be a safe and healthy place to live, play, retire, work, and raise a family. There will be more people living in Lincoln than in the past, and that will be a good thing because many of these people will be those who grew up here and were able to stay because of employment opportunities. These and other long-term residents are the ones who will provide the long-term commitment to the community. Newcomers will be welcome too, for they will be making Lincoln an even more interesting and vibrant community. These newcomers will respect the traditional values and local interests that make the community special.

People will be friendly and caring and will look out for one another during difficult times. Lessons learned during the devastating downtown fires and mill shutdowns of the past will not be forgotten, but will have made the community stronger and more resilient. Lincoln knows how to prepare for the worst by budgeting conservatively, proactively seeking to diversify its economy, and generously providing for needy families through food drives and programs to provide heat aid and weatherization.

Lincoln will have a thriving diverse economy as a result of ongoing efforts to support and encourage economic development. The industrial park, Lincoln West, will be fully developed. There will be new businesses and light industries south of the downtown where sewer, water and internal streets have been developed. These businesses will have easy access to I-95, rail and 3-phase power and will provide jobs within easy commuting distance from residential areas. Airport improvements and the seaplane base will also make Lincoln more attractive as a place to do business and live.

Lincoln will also serve those in the greater Lincoln area and beyond, as a thriving service center community that provides a broad range of goods, services and jobs for people living in the greater Lincoln region and for those who come to visit the region as tourists or seasonal residents.

Town government will be efficient and responsive to the community's needs. Municipal facilities will function efficiently - with a new town office and fully upgraded public works department. The library will be expanded and actively providing services. A regional system of solid waste disposal and recycling may have become a reality for offering these services more cost-effectively. Perhaps, other governmental functions will be regionalized, as well. Town officials will be dedicated and resourceful knowing how to efficiently use available resources, including fundraising, volunteer efforts, grants and other creative mechanisms to pay for improvements, such as improved infrastructure, affordable senior housing and emergency services equipment.

People of all ages, including seniors and families with children will seek to live in or near the village area because of the high level of amenities available. Schools, parks, playgrounds, sidewalks, stores, public services and employment opportunities will be close to home allowing for minimal expense necessary

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for commuting or travel for goods and services. The transportation system will be well designed to function efficiently and compliment the character and needs of the community. The Town will have a broad range of energy efficient housing and residential and mixed use neighborhoods that make in-town Lincoln a great place to live. People of all ages will be using the Regional Recreation and Rehabilitation Center. There will be recreational trails and safe places to walk and bicycle.

The Lincoln region's population will be older overall. There will be a variety of living options for older residents, including well-maintained residences, affordable senior housing complexes and assisted living facilities located in-town and easily accessible to services, such as the hospital, medical and social services, shopping and other services.

Tourism and second home residents will be an important aspect of the Town. Lincoln will be a 4-season destination for recreation with activities such as snowmobiling, skiing and ice fishing in the winter, leaf peeping and hunting in the fall, swimming, boating, ATV riding, and hiking in the summer, and fishing and bird watching in the spring.

Lincoln's 13 lakes, streams and the Penobscot River will be clean as a result of careful stewardship by the Town and watershed residents. There will be lake and/or road associations for most ponds who will work to maintain water quality, and fisheries and wildlife habitat.

Most of Lincoln will be rural with rural homes and resource-based industries, such as sand and gravel extraction, home occupations, agriculture and forestry. There will be active, productive farms that supply a variety of local produce to farmers markets, local stores and institutional facilities such as the hospital, nursing homes and schools. Most of Lincoln will be still be forested, and active sustainable harvests will supply local mills and forest products industries. Forestry will be very important and viable source of income for landowners. Lincoln's rural land and many ponds will continue to shape the character of the Town.

Chapter 3. Regional Coordination Summary

Regional coordination and collaboration are important in nearly every topic area of the Comprehensive Plan, including management of shared natural resources such as lakes, to Lincoln's role as a service center, to efficient provision of municipal services such as a regional solid waste disposal program. All of these and other regional issues are discussed in greater detail in Part I and Part II of this Plan.

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The most significant regional coordination and collaboration recommendations are summarized below. The approach taken to addressing each will vary depending on the priorities, the timeframe and other towns and entities involved.

Lincoln's vision is to be a thriving service center community that provides a broad range of goods, services and jobs for people living in the greater Lincoln region and for those who come to visit the region as tourists or seasonal residents. The Town strives towards its goal as a thriving regional growth area by encouraging economic development, a broad range of housing opportunities, and a wide range of goods and services. Specific initiatives to encourage economic development include: the development of an industrial park; upgrades to the regional airport; expansion of sewer and water services; expansion of retail, financial and other services; expansion of affordable village-scale housing opportunities - particularly senior housing; support for the Penobscot Valley Hospital and nursing home; development of necessary health and social services; and the development of a full-service regional recreation and rehabilitation center.

Lincoln's transportation system is important to its success as a regional service center. Lincoln's village growth area serves as a transportation hub for the region which includes a direct link to the Interstate system, the Lincoln Regional Airport and the Pan Am Railroad. Management of the transportation system entails working with the Maine Department of Transportation, the Federal Aviation Administration, the Pan Am Railroad and neighboring towns. Lincoln will also monitor public transportation needs which are provided by Penquis because these will become increasingly important with the aging population.

Regional collaboration is important to ensure affordable and cost-efficient delivery of municipal services, such as emergency services. The Town is exploring other opportunities for regional collaboration including regional solid waste disposal and recycling, shared administrative functions, a satellite fire station to serve Lee, Winn and Chester, and a regional recreation and rehabilitation center.

Lincoln's natural resources are extremely important to the Town and require collaboration with a number of partners. The Lincoln Water District works with neighboring Enfield and area landowners to protect the public water supply aquifer. The Town of Howland is a user of Lincoln's water supply, and therefore also a partner. Many of Lincoln's ponds benefit from ongoing collaborative efforts with the University of Maine Cooperative Extension, Penobscot County Soil and Water Conservation District, Maine Inland Fisheries and Wildlife, local road and lake associations, and neighboring towns, such as Enfield, Burlington and Lowell, to protect water quality. The Town also benefits from the ongoing efforts by the Penobscot River Keepers and Penobscot River Restoration Project to restore and protect the Penobscot River. Work to conserve wildlife and fisheries habitat in many cases involves collaboration with neighboring towns who share the habitat, and the Maine Department of Inland Fisheries and Wildlife. Lake and road associations can also work to protect habitat and fisheries associated with water bodies.

Chapter 4. Economy ¹

GOALS

1. Promote an economic climate that increases job opportunities and overall economic well-being.
2. Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

POLICIES

1. Enhance Lincoln’s role as a regional service center community by supporting economic development that provides good jobs, expands and diversifies the tax base, and is consistent with the character of the Town.
2. Enhance Lincoln’s role as a four-season tourist and recreation destination and gateway to the North Woods and Downeast Maine.
3. Support economic development by maintaining an economic development program and a community events program, providing incentives for desired economic development, and maintaining and improving the infrastructure necessary to support economic development.
4. Work with the Lincoln Lakes Region Chamber of Commerce, the Eastern Maine Development Corporation and surrounding towns to support desired economic development in the region.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame²
1. Economic Development Programs: Actively support desired economic development as follows: a. Maintain an economic development program to assist developers, administer the Tax Increment Financing Program and other grant programs, and work on other development projects, as needed. b. Maintain an active year-round Community Events Program. c. Explore opportunities through the Main Street Maine Program.	Economic Development Office, Community Events Office	Ongoing

¹ Cross reference note: Recommendations related to economic development are also included in other chapters, as applicable – such as Recreation, Agriculture and Forestry, Transportation, and Land Use.

² “Short-term” means within 5 years; “Medium Term” means plus or minus 5 years; “Long Term” means more than 10 years.

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<p>2. Ordinance Provisions to Support Economic Development: Assure that regulations are aligned with economic development goals. Review and modify local ordinances as appropriate to reflect the desired scale, design, intensity, and location of future economic development. Consider the following:</p> <ul style="list-style-type: none"> a. Designate growth areas suitable for desired development. b. Consolidate some of the commercial districts. c. Allow more compact development in/adjacent to downtown areas as water and sewer become available. d. Make parking standards in the downtown more flexible. 	<p>Comprehensive Plan Committee, Planning Board, Economic Development Office</p>	<p>Short-term and ongoing</p>
<p>3. Incentives for Economic Development: Develop and adopt incentives suitable for the types and locations of economic development desired in the community. Consider the following:</p> <ul style="list-style-type: none"> a. Develop the industrial park, with pre-approved/permitted lots. b. Assist businesses in obtaining financing, as appropriate. c. Pursue and/or encourage other efforts to make Lincoln more business friendly, such as lower cost energy through a local electric utility and/or access to natural gas. 	<p>Town Manager, Economic Development Office, Planning Board</p>	<p>Ongoing</p>
<p>4. Infrastructure to Support Economic Development: Maintain and improve the public infrastructure necessary to support desired economic development to include, but not limited to, the following:</p> <ul style="list-style-type: none"> a. Continue to maintain and enhance the downtown through infrastructure improvements, including adequate streets, parking, sidewalks, crosswalks, shade trees and landscaping. b. Provide parking at the new Penquis elderly housing complex. c. Upgrade other aspects of the economic development infrastructure including the public works facility, transfer station, airport, and public beach. d. Support the improvement of building facades in the downtown. Seek grant funding, such as CDBG, to provide assistance to businesses for these improvements. e. Expand sewer and water service into the growth area along West Broadway, and the River Road to encourage orderly growth and development of this area. f. Complete development of the industrial park to include three phase power, sewer and water, and an adequate transportation system. g. Utilize tax increment financing, grants, and/or other mechanisms 	<p>Town Manager, Economic Development Office, Public Works</p> <p>Water District, Sewer District</p> <p>Town Manager, Economic Development Office</p>	<p>Short-term and ongoing</p>

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<p>to fund these projects.</p> <p>h. Consider providing wireless internet throughout the Town, and on-going free wireless in the downtown village area as a development incentive.</p>		
<p>5. Regional Coordination: Continue to participate in regional economic development efforts, such as the following:</p> <p>a. Continue to promote the Lincoln Lakes Region through support of the Lincoln Lakes Regional Chamber of Commerce.</p> <p>b. Continue to work with the Eastern Maine Development Corporation to encourage economic development.</p> <p>c. Develop Lincoln's role as a gateway community and center of information on regional recreational, cultural and tourism opportunities.</p> <p>d. Consider the development of a regional visitor's center.</p>	<p>Town Manager, Economic Development Office</p>	<p>Ongoing</p> <p>Long Term</p>

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Chapter 5. Housing

GOAL

Encourage and promote affordable, decent housing opportunities for all Lincoln's citizens.

POLICIES

1. Encourage and promote adequate workforce housing to support the community's and region's economic development.
2. Ensure that land use controls encourage the development of quality affordable housing, including senior housing and rental housing.
3. Seek to achieve at least 10% of all housing built or placed during the next decade be affordable³.
4. Encourage and support the efforts of regional housing coalitions and private developers in addressing affordable and workforce housing needs.
5. Seek to upgrade and winterize substandard housing.

³ *Maine's Comprehensive Planning and Land Use Regulation Act requires that towns strive to make at least 10% of new residential housing within the range of affordability for low and moderate income households based on a five-year historical average of residential development. "Affordable housing" means decent, safe and sanitary dwellings, apartments, or other living accommodations for a household whose income does not exceed 80% of the median income for the Lincoln Housing Market Area. An owner-occupied unit is "affordable" to a household if its price results in monthly housing costs (mortgage principal and interest, insurance, real estate taxes, and basic utility costs) that do not exceed 28% to 33% of the household's gross monthly income. A renter occupied unit is "affordable" to a household if the unit's monthly housing costs (including rent and basic utility costs) do not exceed 28% to 33% of the household's gross monthly income. Affordable housing types typically include, but are not limited to: multifamily housing, rental housing, mobile homes, government assisted housing, group and foster care facilities, and accessory apartments.*

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IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
<p>1. Land Use Regulations to Support Affordable Housing: Review and modify land use regulations as appropriate to support affordable housing options as follows:</p> <ul style="list-style-type: none"> a. Allow higher housing densities in village growth areas with sewer and water to make housing less expensive to develop, and to provide incentives for affordable housing, such as density bonuses. b. Allow the addition of at least one accessory apartment per dwelling unit, subject to site suitability. c. Allow mobile home parks in several locations within the Town in accordance with State law (30-A MRSA §4358(3) (M)). 	Comprehensive Plan Committee, Planning Board	Short-term and ongoing
<p>2. Affordable Housing Committee: Maintain the affordable housing committee to monitor the status of affordable housing and recommend improvements to the Town’s affordable housing programs.</p>	Welfare Office	Ongoing
<p>3. Substandard Housing Conditions: Address as follows:</p> <ul style="list-style-type: none"> a. Continue the Housing Assistance Program to include heating and winterization assistance. b. Assist income eligible residents in upgrading substandard housing by directing them to public and private housing assistance entities. c. Obtain Community Development Block Grants, as available, to upgrade substandard housing and/or construct new housing. 	Welfare Office Economic Development Office	Ongoing

Chapter 6. Public Facilities and Services

GOAL

Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, including expansion of Lincoln as a regional economic center.

POLICIES

1. Monitor and anticipate growth and development, and respond by providing affordable public facilities and services.
2. Provide public facilities and services in a manner that promotes and supports growth and development in village growth areas.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
<p>1. Public Service and Facility Needs: Maintain or upgrade public services and facilities to accommodate anticipated growth and changing demographics.</p> <ol style="list-style-type: none"> a. Monitor public facility and service needs, particularly those associated with an aging population and the community’s growing role as a service and employment center with a large daytime population. b. Explore opportunities to improve cost-effectiveness by combining or sharing administrative and management functions, equipment and/or facilities of public entities, including municipal departments, and the water and sewer districts. c. Continue to explore cost-effective opportunities for a new Town Office that should be located in the downtown. Consider relocating the Town Office to the Public Safety Building. d. Continue to explore options to upgrade or develop a new Public Works facility, including new or expanded sand/salt storage. Consider a new facility at the current site that combines Public Works with Public Safety (Fire and Police). e. Consider the need for additional space for the Police Department. f. Complete GIS mapping of the stormwater system and upgrade it as necessary. 	<p>Town Manager, Department Managers and Sewer and Water Districts, as appropriate</p>	<p>Ongoing</p> <p>See Capital Investment Plan for overall priority.</p>

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<ul style="list-style-type: none"> g. Work with the Lincoln Water District or private developers, as appropriate, to expand and upgrade the public water system, including expansion into growth areas. h. Work with the Lincoln Sanitary District or private developers, as appropriate, to expand and upgrade the public sewer system, including expansion into growth areas. i. Continue to explore options to upgrade the transfer station, and increase recycling. j. Explore options for additional cemetery space. k. Expand the Lincoln Memorial Library. <p>Other public facility and service needs and recommendations are included in the Transportation, Recreation and other chapters.</p>		
<p>2. Capital Investment Plan/Capital Improvements Program: Continue to conduct a multi-year capital improvements program that prudently schedules and funds necessary capital improvements utilizing a broad range of funding mechanisms to reduce reliance on local property taxes.</p>	<p>Town Manager, Department Managers, Grants Committee</p>	<p>Ongoing</p>
<p>3. Growth Area Infrastructure: Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in village growth areas.</p>	<p>Town Council, Town Manager</p>	<p>Ongoing</p>
<p>4. Administrative and Staffing Needs: Monitor administrative and staffing levels and make changes, as necessary.</p>	<p>Town Manager</p>	<p>Ongoing</p>
<p>5. Grants: Continue to pursue grant funding for programs and facilities to the maximum extent possible.</p>	<p>Economic Development Office, Grants Committee</p>	<p>Ongoing</p>
<p>6. Regional Cooperation:</p> <ul style="list-style-type: none"> a. Explore affordable options for regional delivery of local services, such as a satellite fire station in northern Lincoln, a regional solid waste and hazardous waste program, and sharing of municipal administrative functions. b. Continue mutual aid agreements for fire protection. c. Continue to work with the Penobscot County Emergency Management Agency to assure adequate emergency preparedness and response. d. Continue to work with the Penobscot County Sheriff's Office and State Police. 	<p>Town Manager, Public Works Director, Fire Chief, Emergency Management Director, Police Chief</p>	<p>Ongoing</p>

Chapter 7. Recreation

GOAL

Promote and protect the availability of outdoor recreational opportunities for all citizens, including managed access to surface waters.

POLICIES

1. Provide affordable recreation programs and facilities to enrich wellness for the community.
2. Maintain/upgrade existing recreational facilities as necessary to meet current and future needs.
3. Preserve open space for recreational use as appropriate.
4. Seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing, and swimming; and work with nearby property owners to address their concerns.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
1. Recreation Programs: Maintain a Recreation Program to meet current and future needs by providing a broad spectrum of affordable recreation activities for all ages based on identified needs, including those within this Plan.	Town Manager, Recreation Department	Ongoing
2. Access to Major Water Bodies: Maintain existing public access and boat launches on the Penobscot River and at major ponds. Consider developing public access to all important water bodies.	Public Works	Ongoing
3. Capital Investment Plan/Capital Improvements Program: Include any capital needs identified for recreation facilities in the Capital Investment Plan and Capital Improvements Program. Identified capital needs include the following: <ol style="list-style-type: none"> a. New Regional Recreation and Rehabilitation Center b. Prince Thomas Park beach house and other improvements c. Albert Thomas Park playground upgrade d. A new skateboard park e. Wharf replacements at public boat accesses f. Public access to all important water bodies 	Town Manager, Recreation Department	Ongoing

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<p>g. Ballard Hill Community Center Improvements, depending on future use</p>		
<p>4. Recreational Trail Systems: Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.</p> <ul style="list-style-type: none"> a. Support the efforts of recreational clubs in developing and maintaining trail systems that connect to regional and statewide trail systems. b. Develop a local non-motorized trail system to include a trail between the planned Recreation Center and the Ella P. Burr School. c. Explore opportunities to develop other non-motorized trails. 	<p>Recreation Department, Recreation Committee</p>	<p>Ongoing</p>
<p>5. Open Space and Recreation Land Preservation: Monitor the need to develop a relationship with an existing statewide or regional land conservation organization to pursue opportunities to protect important open space and recreation land.</p>	<p>Recreation Department, Recreation Committee</p>	<p>Ongoing</p>
<p>6. Landowner Education and Support: Provide education regarding the benefits and protections for landowners allowing public recreational access on their property.</p> <ul style="list-style-type: none"> a. Make available at the Town Office and through links on the Town Web page materials from the Maine Department of Conservation's Landowner Relations Program. b. Encourage recreational clubs that utilize private land to provide landowner appreciation and education programs. 	<p>Town WEB Master, Snowhounds, Off-Road Riders, Fish and Game Club</p>	<p>Ongoing</p>

Chapter 8. Water Resources

GOALS

1. Protect the quality and manage the quantity of water resources, including aquifers, lakes, great ponds, and rivers.
2. Maintain and enhance the Town's lakes as a high priority so that they are in good or better condition ten years from now.

POLICIES

1. Protect current and potential drinking water sources.
2. Protect significant surface water resources from pollution and improve water quality where needed.
3. Protect the water quality of lakes and ponds through a strong non-regulatory program that includes water quality monitoring, education and remediation of problem areas.
4. Protect water resources in growth areas while promoting more intensive development in those areas.
5. Minimize pollution discharges through the ongoing upgrade of existing public sewer systems and wastewater treatment facilities.
6. Cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
<p>1. Public Groundwater Supplies: Continue to improve public wellhead and aquifer recharge area protection mechanisms, as necessary.</p> <ol style="list-style-type: none">a. Work with the Water District to review the land use ordinance aquifer regulations to ensure adequate protection of public water supplies.b. Review and modify as appropriate the land use ordinance to be	Comprehensive Plan Committee, Planning Board, Water District	Short-term and ongoing

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<p>consistent with Maine Public Law 761, which provides protection to “non-community water systems” used by the public.⁴</p> <ul style="list-style-type: none"> c. Support the Water District’s efforts to purchase additional land to protect the aquifer. d. Continue to collaborate with the Town of Enfield and landowners in both towns to protect the aquifer. e. Encourage the Town of Enfield to adopt regulatory protections similar to Lincoln’s. 		
<p>2. Stormwater Management: Utilize an affordable, balanced approach to make local regulations consistent with state stormwater management requirements to include:</p> <ul style="list-style-type: none"> a. The Maine Stormwater Management Law and Stormwater Rules (Title 38 MRSA Section 420-D and 06-096 CMR 500 and 502). b. DEP's allocations for allowable levels of phosphorus in lake/pond watersheds. c. The Maine Pollution Discharge Elimination System Stormwater Program. 	<p>Comprehensive Plan Committee, Planning Board, Public Works</p>	<p>Short-term and ongoing</p>
<p>3. Mattanawcook Stream’s Water Quality: Continue to promote development and redevelopment within the village area while monitoring and taking appropriate steps to protect the water quality of Mattanawcook Stream.</p>	<p>Town Manager, Public Works</p>	<p>Short-term and ongoing</p>
<p>4. Public Works Practices and BMP Certification:</p> <ul style="list-style-type: none"> a. Continue to utilize and improve water quality protection practices and standards for construction and maintenance of public roads and properties, and require their implementation by the community’s officials, employees and contractors. b. Continue to have the Public Works Director and Code Enforcement Officer certified in Maine DEP Best Management Practices (BMPs). 	<p>Public Works, Code Enforcement</p>	<p>Ongoing</p>

⁴ “Non-community water supplies” are not connected to the town’s public water system, but include water supplies utilized by the public, such as those associated with motels, campgrounds, restaurants, office buildings, public facilities, etc. The law requires that public water suppliers be notified of certain activities occurring on nearby properties.

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<p>5. Shoreland Zoning Compliance Checks: Continue to perform annual inspections for compliance with Shoreland Zoning areas.</p>	Code Enforcement	Ongoing
<p>6. Education:</p> <ul style="list-style-type: none"> a. Utilize information from the Maine Departments of Environmental Protection, Conservation and Agriculture, the Penobscot County Soil and Water Conservation District, and other agencies for educational materials. b. Continue to provide education on maintaining buffers and other best management practices in shoreland zones as a part of code enforcement. c. Provide information on the proper maintenance of septic systems. d. Provide water quality "best management practices" information to farmers and loggers. e. Provide educational materials at appropriate locations regarding water quality protection and the threat of invasive species. f. Install and maintain signage and brochure kiosks at boat launches, as needed. 	<p>Code Enforcement</p> <p>Town Office staff, Library, Lake/Road Associations</p> <p>Public Works</p>	<p>Short-term and ongoing</p> <p>Medium Term</p>
<p>7. Other Specific Lake Protection Efforts:</p> <ul style="list-style-type: none"> a. Require an ongoing town-administered water quality monitoring program for lakes/ponds staffed by volunteers. b. Continue to utilize assistance from UMO and the County Soil and Water Conservation District to improve lake water quality. c. Support the establishment of Lake/Road Associations, including a regional Lake Alliance that might be able to afford staffing. d. Encourage monitoring and prevention of invasive species. 	Town Manager, Code Enforcement, Lake/Road Associations	Ongoing
<p>8. Grants:</p> <ul style="list-style-type: none"> a. Continue to obtain grant funding to protect water quality through education, watershed surveys, remedial work and other efforts. b. Encourage residents to take advantage of cost-share programs to do remedial work and upgrade substandard septic systems. 	Town Manager, Economic Development Department, Code Enforcement	Ongoing

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<p>9. Inter-local and Regional Coordination: Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.</p> <ul style="list-style-type: none"> a. Work with Enfield to protect Cold Stream Pond. b. Work with Burlington and Lowell to protect Big and Little Narrows. c. Support state and regional restoration of the Penobscot River, including efforts of the Penobscot River Keepers Program. 	<p>Town Manager, Lake/Road Associations, Economic Development Department, Code Enforcement</p>	<p>Ongoing</p>
<p>10. Dams: Continue to monitor safety issues associated with dams, and advocate for adequate maintenance and water levels. Responsible parties are Lincoln Paper and Tissue (Upper, Folsom, Mill Stream Ponds, Mattanawcook Lake), Haskell Lumber Company (Long, Combolasse, Snag Ponds), and the Maine Department of Inland Fisheries and Wildlife and the Stanhope Mill Road Association (Big Narrows).</p>	<p>Town Manager, Public Safety Department</p>	<p>Ongoing</p>
<p>11. Floodplain Management: Maintain an up-to-date floodplain management ordinance that is consistent with state and federal standards.</p>	<p>Planning Board</p>	<p>Ongoing</p>

Chapter 9. Critical Natural Resources⁵

GOAL

Protect other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas.

POLICIES

1. Conserve critical natural resources in the community.
2. Coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
1. Shoreland Zoning: Maintain up-to-date shoreland zone standards consistent with state guidelines.	Planning Board	Ongoing
2. Critical Resource Areas: Designate critical natural resources including floodplains, aquifer protection areas, and shoreland zones as Critical Resource Areas in the Future Land Use Plan.	Comprehensive Plan Committee	Short-term and ongoing
3. Site Protection for Critical Natural Resources: Work with subdivision or non-residential property developers to (a) identify critical natural resources that may be on site and to (b) take affordable measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation, as appropriate. Consult with the Maine Department of Inland Fisheries and Wildlife or other agencies or experts, when needed.	Comprehensive Plan Committee, Planning Board	Short-term and ongoing

⁵ The Growth Management Act defines “critical natural resources” as those most vulnerable to the impacts of development including sensitive shoreland zones, such as floodplains; large habitat blocks; multi-function wetlands; essential wildlife habitats and threatened, endangered, and special concern species; high value waterfowl and wading bird habitat; high value deer wintering areas; significant vernal pool habitat; and significant fisheries habitat. Most of these are displayed on the Critical Resources Map.

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<p>4. Beginning with Habitat Program⁶: Utilize the Maine Beginning with Habitat maps and information to guide non-regulatory and regulatory actions that are affordable and balanced to protect important wildlife habitat.</p>	<p>Comprehensive Plan Committee, Planning Board</p>	<p>Short-term and ongoing</p>
<p>5. Public Works Practices: Utilize natural resource protection practices and standards for construction and maintenance of public roads and properties. Refer to the MaineDOT Waterway and Wildlife Crossing Policy and Design Guide when planning future road construction or rehabilitation projects.</p>	<p>Public Works</p>	<p>Short-term and ongoing</p>
<p>6. Inter-local and Regional Planning: Initiate and/or participate in inter-local and/or regional planning, management and/or regulatory efforts around shared critical natural resources, as appropriate.</p> <ul style="list-style-type: none"> a. Work with the Penobscot River Restoration Coalition, the Penobscot River Keepers and area schools to conserve wildlife and fisheries associated with the river. b. Work with area towns to promote the “Lincoln Lakes Region” and its lakes, wildlife and fisheries, and other valuable natural resources. 	<p>Economic Development Office, Lake/Road Associations</p>	<p>Ongoing</p>
<p>7. Public/Private Partnerships:</p> <ul style="list-style-type: none"> a. Pursue public/private partnerships to protect critical natural resources such as through purchase of land or easements from willing sellers, or landowner agreements. b. Educate and work with landowners to protect threatened or endangered habitats, and deer wintering areas (see also #8) 	<p>Town Manager, Code Enforcement</p>	<p>Ongoing</p>
<p>8. Environmental Education:</p> <ul style="list-style-type: none"> a. Utilize information from the Maine Critical Areas Program, the Maine Inland Fisheries and Wildlife Department, and other agencies for educational materials. b. Distribute or make available information to those living in or near critical natural areas about applicable local, state or federal 	<p>Town Manager, Library Department, Code Enforcement</p>	<p>Short-term and ongoing</p>

⁶ *The Beginning with Habitat Program is a habitat-based landscape approach to assessing wildlife and plant conservation needs and opportunities. The goal is to maintain sufficient habitat to support all native plant and animal species currently breeding in Maine by providing information depicting and describing various habitats of statewide and national significance. See Critical Wildlife Habitat Map.*

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<p>regulations. Information could be included on the Town WEB page, at the Town Office, at the Library and/or distributed by the Code Enforcement Officer.</p> <p>c. Encourage local organizations, such as the Lincoln Bass Masters, the Lincoln Fish and Game Club, Upper Cold Stream Ponds Association, the Penobscot River Keepers, and others to work to protect wildlife and fisheries habitats.</p>		
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Chapter 10. Historic and Archaeological Resources

GOAL

Preserve historic and archeological resources.

POLICY

Protect to the greatest extent practicable the significant historic and archaeological resources in the community.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
<p><u>1. Regulatory Protection:</u></p> <ul style="list-style-type: none"> a. Focus protection on those historic and archaeological resources that are listed on, or eligible to be listed on the National Register of Historic Places. b. Review the maps and other information provided by the Maine Historic Preservation Commission for accuracy and importance (see a. above), and incorporate into the development review process, as appropriate. c. Work with subdivision and other non-residential developers, as applicable, to: <ul style="list-style-type: none"> i. Identify historic and archaeological resources (meeting the criteria a. above) within potential historic and archaeological resource areas, and ii. Take appropriate affordable measures to protect those resources, including but not limited to, modification of proposed site design, construction timing, and/or extent of excavation. 	<p>Comprehensive Plan Committee, Planning Board</p>	<p>Short-term and on-going</p>
<p><u>2. Survey:</u> Work with the Lincoln Historical Society and the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of historic and archaeological resources.</p>	<p>Town Manager, Lincoln Historical Society</p>	<p>Long Term</p>

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3. Education: Support and encourage the Historical Society in educating the public about historic and archaeological resources by assisting in the development of a museum, providing information about the history of the Town on the Town WEB page, and other actions, as appropriate.	Town Manager, Lincoln Historical Society	Ongoing
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Chapter 11. Agriculture and Forestry

GOAL

Safeguard important agricultural and forest resources from development that threatens those resources.

POLICIES

1. Safeguard lands identified as prime farmland or capable of supporting commercial forestry.
2. Promote the use of best management practices for timber harvesting and agricultural production.
3. Support farming and forestry and encourage their economic viability.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
1. Regulation of Forestry Practices: Review and modify the land use ordinance forest management practices provisions so they are up-to-date and consistent with the Maine Forest Practices Act, as required by state law. Consult with the Maine Forest Service District Forester or a professional forester in this effort.	Comprehensive Plan Committee, Planning Board	Short-term and ongoing
2. Regulation of Agricultural Practices: Review and modify the land use ordinance agricultural management practices provisions so they are up-to-date with the most current best management practices. Consult with the Penobscot County Soil and Water Conservation District in this effort.	Comprehensive Plan Committee, Planning Board	Short-term and ongoing
3. Important Farmland: Monitor commercial and subdivision developments in rural areas to protect areas with prime farm soils as open space as appropriate.	Comprehensive Plan Committee, Planning Board	Short-term and ongoing
4. Natural Resource-Based Businesses and Rural Services: Review and modify the land use ordinance as appropriate to encourage natural resource-based businesses and rural services that support viable forestry and farming activities to include but not limited to, nature tourism and outdoor recreation, sand and gravel extraction, farmers' markets, firewood sales, road-side stands, greenhouses, pick-your-own operations,	Comprehensive Plan Committee, Planning Board	Short-term and ongoing

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corner groceries and home occupations in rural areas.		
5. Tree Growth and Farm and Open Space Programs: Continue to encourage owners of productive farm and forest land to enroll in the current use taxation programs.	Tax Assessor	Ongoing
6. Economic Development Planning: Include agriculture and commercial forestry operations in local economic development plans.	Economic Development Office	Ongoing

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Chapter 12. Transportation⁷

GOALS

1. Encourage orderly growth and development in appropriate areas of the community, while protecting rural character, making efficient use of public services, and limiting development sprawl.
2. Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

POLICIES

1. Prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
2. Support Lincoln's growth as a regional service center and transportation hub by providing an adequate transportation system.
3. Safely and efficiently preserve or improve the transportation system.
4. Promote public health, protect natural and cultural resources and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.
5. Meet the diverse transportation needs of residents (including children, the elderly and disabled) and through-travelers by providing a safe, efficient and adequate transportation network for all types of users (i.e., motor vehicles, pedestrians, bicyclists).
6. Promote fiscal prudence by maximizing the efficiency of local roads and the state and state-aid highway network.

⁷ *Maine's Sensible Transportation Policy and Comprehensive Planning and Regulation Acts recognize the interrelationship between the function of the transportation system and land use patterns. MaineDOT has been directed to develop incentives for communities that adopt plans consistent with the goals of these laws to include: bonus prioritization points that increase access to funding in MaineDOT's competitive programs; incremental reductions in any local match requirements; and bonus prioritization points for MaineDOT funded highway reconstruction and transportation mobility projects. This Comprehensive Plan and the Transportation Plan within it are designed to fulfill the requirements of both the above cited acts, which will give the community access to these MaineDOT incentives. Municipal plans must also be consistent with an Act to Ensure Cost Effective and Safe Highways in Maine. The purpose of the act is to assure the safety of the traveling public and protect highways against negative impacts of unmanaged drainage. The law is intended to ensure safety, manage highway capacity, conserve state highway investment, enhance economic productivity related to transportation; and conserve air, water, and land resources. The Access Management Program for Maine includes Access Management Rules and Corridor Planning and Preservation Initiatives.*

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7. Utilize a broad range of funding mechanisms, such as MaineDOT funding, grants, and tax increment financing, to improve the transportation system.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
<p>1. Service Center Growth and Regional Transportation Linkage:</p> <ol style="list-style-type: none"> a. Designate growth areas with consideration for the transportation infrastructure, including proximity to I-95 via the River Road, and proximity to the airport and the railroad. b. Maintain traffic flow, mobility and carrying capacity of Lincoln’s arterials (West Broadway, Main Street, River Road) and other major roads (Lee Road, Enfield Road) to support economic growth. c. Continue to explore options to reduce traffic congestion associated with train traffic across West Broadway in the downtown. 	Comprehensive Plan Committee, Planning Board	Short-term and ongoing
<p>2. Ten-Year Transportation Plan: Expand planning and budgeting for capital improvements to include the following, as appropriate:</p> <ol style="list-style-type: none"> a. Develop or update a prioritized ten-year improvement, maintenance and repair plan for local/regional transportation system facilities that reflects community, regional and state objectives. b. Develop a Road Surface Management Program based on MaineDOT’s Local Roads Center program. c. Continue to include parking, sidewalks and other transportation-related improvements in capital improvements planning. 	Town Manager, Public Works	Medium-term and ongoing
<p>3. Regional and State Transportation and Land Use Planning: Continue to monitor and participate in state and regional transportation and land use planning efforts, as needed.</p>	Town Manager, Public Works	Ongoing
<p>4. Master Plan for Village Growth Areas: Consider developing plans for the future layout of streets, sidewalks and parking areas that interconnect to create safe and convenient routes separate from main roads. Utilize these plans to guide future development and transportation improvements. For example, explore the following:</p> <ol style="list-style-type: none"> a. Road linkage between Main Street and the Lee Road that would connect residential neighborhoods with the schools and the future recreation center. 	Town Manager, Economic Development Office, Public Works	Medium term

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<p>b. A service road that runs from Penobscot Valley Avenue southward, parallel to, and west of West Broadway to allow for additional development and improved traffic and pedestrian circulation.</p>		
<p>5. Land Use Regulation: Review and modify local ordinances as appropriate to be consistent with local, regional and state transportation policies identified in this plan, including:</p> <ul style="list-style-type: none"> a. Policy objectives of the Sensible Transportation Policy Act (23 MRSA §73)8; b. State access management regulations pursuant to 23 MRSA §704 – Entrances to Highways Regulated; and c. State traffic permitting regulations for large developments pursuant to 23 MRSA §704-A – Traffic Movement Permit (Site Location of Development Law). 	<p>Comprehensive Plan Committee, Planning Board</p>	<p>Short-term and on-going</p>
<p>6. Subdivisions, Developments and Public and Private Roads: Review and modify as appropriate ordinance standards to foster transportation-efficient growth patterns and provide for future street connections. Assure that facilities to be offered for acceptance by the Town are constructed adequately.</p>	<p>Comprehensive Plan Committee, Planning Board</p>	<p>Short-term and on-going</p>
<p>7. Access Management: In addressing the requirements of #5 and #6 above, designed to maintain the safety, a carrying capacity and efficiency of major roads, consider the following:</p> <ul style="list-style-type: none"> a. Control access to major roads (arterials) by minimizing the number and width of driveways and entrances. b. Direct medium and high traffic generators to main roads while controlling access and turning movements. c. Direct single family residential access to minor streets and roads, where affordable and feasible. d. Increase interconnections between developments by requiring interconnections and through the development of service or frontage roads, where appropriate. e. Review State Access Management Rules to make a determination 	<p>See above.</p>	<p>See above.</p>

⁸The Act links transportation and land use planning, and provides financial incentives for towns to adopt community transportation plans that employ land use strategies to reduce pressure on state transportation corridors. Consistency with State access management regulations (b), and traffic permitting for large developments (c), is part of this requirement.

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<p>if there are other actions that could be taken to assure consistency with State Laws.</p>		
<p>8. Coordination with MaineDOT: Work with the MaineDOT as appropriate to address deficiencies in the system or conflicts between local, regional and state priorities for the local transportation system.</p> <ul style="list-style-type: none"> a. Continue to work with MaineDOT to assure adequate maintenance of state highways, bridges and rail crossings. b. Strongly advocate for upgrading and adequate maintenance of Route 2 (West Broadway) in the downtown village area to include consideration for a third lane, and wider shoulders for pedestrians and bicycles. c. Develop a comprehensive approach to address truck traffic in the downtown village area, including the following: <ul style="list-style-type: none"> i. Formally designate and provide signage for truck routes. ii. Seek intersection improvements near/at West Broadway and Katahdin Street to improve safety and traffic circulation associated with truck traffic going to and from the paper mill. iii. Continue to work with Lincoln Paper and Tissue to explore options for accommodating truck traffic in the downtown village area, such as an alternate truck route using Fleming Street. 	<p>Town Manager, Public Works</p>	<p>Ongoing</p>
<p>9. Sidewalks:</p> <ul style="list-style-type: none"> a. Improve and/or expand sidewalks, as needed. b. Continue to require sidewalks in new residential developments that are within walking distance to schools. c. Upgrade the sidewalk along the Enfield Road within the village. d. Consider requiring interconnecting sidewalks for all new developments in the village area, as appropriate. 	<p>Town Manager, Public Works, Comprehensive Plan Committee, Planning Board</p>	<p>Short-term and ongoing</p>
<p>10. Parking:</p> <ul style="list-style-type: none"> a. Improve and/or expand parking, as needed. b. Relocate the VFW to provide public parking at Lakeview Housing (Penquis), and other locations, as needed. c. Assure that parking requirements in ordinances do not unnecessarily constrain more compact development in downtown areas, particularly where public parking fulfills some or all of the parking needs. 	<p>Town Manager, Public Works, Economic Development, Comprehensive Plan Committee, Planning Board</p>	<p>Short-term and ongoing</p>

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<p>11. Lincoln Regional Airport: Implement the Airport Master Plan by making improvements to the infrastructure and implementing the business plan designed to make the airport more self-sustaining and an economic asset to the Town.</p>	<p>Public Works, Economic Development Office</p>	<p>Short-term and ongoing</p>
<p>12. Railroad: Continue to monitor the need for railroad access facilities as economic growth continues, and support the development of these facilities as appropriate.</p>	<p>Town Manager, Economic Development Office</p>	<p>Ongoing</p>
<p>13. Public Transportation: Monitor public transportation needs associated with an aging population and transportation dependent populations.</p> <ul style="list-style-type: none"> a. Review and modify land use ordinances as appropriate to assure that new developments, such as senior housing and health care facilities, are designed to accommodate public transportation. (Covered bus stops/handicapped access/waiting areas are examples.) b. Work with the Penquis Transportation Program, as needed. 	<p>Comprehensive Plan Committee, Planning Board Welfare Department</p>	<p>Short-term and ongoing</p>
<p>14. Public Health, Natural and Cultural Resources, and Livability:</p> <ul style="list-style-type: none"> a. Continue the Street Tree Program, including street trees in parking lots. b. Consider additional gateway improvements to promote economic development, including tourism. c. Monitor street and parking area lighting needs and impacts. d. Review sign regulations and recommend changes, as needed. e. Monitor noise impacts, such as use of jake brakes and the effectiveness of the Noise Ordinance. f. Monitor traffic speeds and their affect on safety and livability. g. Provide amenities to encourage more physically active lifestyles to include: <ul style="list-style-type: none"> i. Pedestrian ways, sidewalks and wider shoulders to provide safe routes to school, recreation areas, and business and shopping. ii. Facilities for bicycles, such as bike paths, wider shoulders, bike racks, etc. h. Continue to monitor and take action as necessary to avoid or mitigate negative impacts on natural resources from the transportation system (See Water Resources and Critical Natural Resources Chapters) 	<p>Town Manager, Department Heads, Comprehensive Plan Committee, Planning Board</p>	<p>Ongoing</p>

Chapter 13. Future Land Use Plan⁹

GOAL

Encourage orderly growth and development in appropriate areas of the community, while protecting rural character, making efficient use of public services, and minimizing development sprawl.

POLICIES

1. Support and encourage population growth and economic opportunities to improve the economic prosperity of the community and region.
2. Coordinate the community's land use strategies with other local and regional land use planning efforts.
3. Support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.
4. Support the level of financial commitment necessary to provide needed infrastructure in growth areas.
5. Establish efficient permitting procedures, especially in growth areas.
6. Protect critical resource areas from the impacts of development.

IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
<u>1. Future Land Use Plan Implementation:</u> a. Assign responsibility for implementing the Future Land Use Plan to the Comprehensive Plan Committee and the Planning Board. b. Using the descriptions provided in the following Future Land Use Plan narrative, review and modify local ordinances as appropriate, to do the following: i. Clearly define the desired scale, intensity, and location of future	Town Manager Comprehensive Plan Committee, Planning Board	Short-term and ongoing

⁹ This future Land Use Plan has been prepared to address the State's rules for the preparation of comprehensive plans.

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<p>development</p> <ul style="list-style-type: none"> ii. Establish fair and efficient permitting procedures and appropriate fees, and streamline permitting procedures in growth areas iii. Clearly define protective measures for critical resource areas 		
<p>2. Capital Investments Necessary to Support Future Land Uses: Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land uses.</p>	Town Manager, Department Heads	Short-term and ongoing
<p>3. Regional Coordination: Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.</p>	Economic Development Office	Ongoing
<p>4. Code Enforcement: Provide the Code Enforcement Officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A MRS §4451.</p>	Town Manager	Ongoing
<p>5. Track Development: Track new development in the community by type and location.</p>	Economic Development Office	Ongoing
<p>6. Monitor Future Land Use Plan Effectiveness: Periodically (at least every five years) re-appoint the Comprehensive Plan Committee to evaluate implementation of the Plan to determine the following:</p> <ul style="list-style-type: none"> a. The degree to which Future Land Use Plan strategies have been implemented. b. The percent of municipal growth-related capital investments in growth areas. c. The location and amount of new development in relation to community's designated growth areas, rural areas and critical resource areas. d. The amount of critical resource areas protected through acquisition (Water District), easements or other measures. <p>If this evaluation concludes that portions of the current Plan and/or its implementation are not effective, the Committee can propose changes as needed.</p>	Town Manager, Economic Development Office, Comprehensive Plan Committee	Ongoing - 2015, 2020

FUTURE LAND USE PLAN NARRATIVE

The Vision and the Future Land Use Plan:

The Future Land Use Plan is based on the Vision for the Town by the year 2022. Lincoln's vision is to improve the quality of life for its residents. This vision reflects the need to improve the economic prosperity of the Town and the region, which includes strengthening its role as a regional service center offering a broad range of goods and services, including primary healthcare services and employment opportunities. Lincoln as the primary service center community for a large rural area of northern Penobscot County and portions of northern Washington County essentially serves as a future growth area for the region. Lincoln serves the small organized towns in the region, as well as the vast unorganized areas to the east, north and west.

Future population projections suggest that there will be very minimal, if any population growth for the Town and the region for the next decade. Lincoln seeks a healthy amount of population growth, and in particular would like to support young people remaining in the area.

Summary of Key Regulatory and Non-Regulatory Approaches to Directing Growth and Development:

Lincoln's approach to directing future growth and development utilizes both land use ordinances (primarily zoning, shoreland zoning and subdivision), the provision of a high level of services in the downtown and village growth areas, and a number of other non-regulatory mechanisms, as described in the following text.

Analysis and Key Issues

1. ***How does the Future Land Use Plan align and/or conflict with the community's vision statement?*** This Future Land Use Plan is consistent with the Town's Vision for 2022.
2. ***How is the configuration of the growth areas shaped by natural opportunities and/or constraints (i.e. the physical suitability or unsuitability of land for development)? The location of public facilities? The transportation network?*** The configuration of village growth areas is based primarily on the location of the existing village and its infrastructure, and proximity to major transportation corridors including access to Interstate 95. The village growth areas include areas with suitable soils and topography, and are almost entirely outside the watershed of a great pond.
3. ***How does the Future Land Use Plan relate to existing regional economic, housing, transportation and natural resource plans? How does the Future Land Use Plan relate to recent development trends?*** The Future Land Use Plan promotes Lincoln's growth and role as a regional service center community that provides goods and services including health and social services, employment, and housing opportunities. The Plan recognizes the importance of the transportation system in providing access to and from these services in a cost effective manner. The Plan recognizes the critical importance of the Town's lakes and ponds, forests and other important natural resources by providing effective non-regulatory and regulatory approaches to protecting and enhancing these resources. The Plan responds to recent develop-

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ment trends by encouraging and providing opportunities for population growth and economic development, particularly in designated village growth areas.

4. ***Are most municipal capital investments currently directed toward growth areas? Why or why not?*** Nearly all municipal capital investments are located in designated growth areas. The only exceptions are public lake/pond boat access facilities.
5. ***How can critical resource areas be effectively protected from future development impacts?*** Critical natural resources are effectively protected through a number of regulatory and non-regulatory mechanisms. Regulations include aquifer protection, shoreland and floodplain zoning and regulatory performance standards. The Town utilizes a broad range of non-regulatory approaches to protect critical resource areas, such as education and volunteer efforts to protect water quality, water quality grants for watershed surveys and remediation, and code enforcement education and annual inspections. The Water District has acquired a considerable proportion of the aquifer and plans to purchase more land as it becomes available. In the mean time, the District works with landowners and the Town of Enfield to provide ongoing protection of the aquifer. Additionally, the Town encourages use of the Tree Growth and Farm and Open Space Property Tax Programs.

More detailed analysis is included in the following descriptions of growth areas, rural areas and critical natural resource areas.

The Future Land Use Map displays growth, rural and critical resource areas.

The following Tables display the existing zoning specifications. This Future Land Use Plan recommends refinements to the provisions in the Tables.

Development/Growth Areas¹⁰

Consistency with the Vision: Lincoln's land use ordinance, capital investment plan and transportation policies are designed to promote orderly growth and development in areas within or near services to encourage the community's growth as an economically stable service center community. Lincoln's existing zoning and its growth area designations are adequate in area and location to support orderly residential, commercial and industrial growth over the next ten years. Public sewer and water are not available throughout the growth areas. Expansion of sewer and water would allow greater flexibility, including more compact and efficient development.

Growth Area Land Use Districts: Development/Growth area districts include: two Downtown Residential Districts, a Mobile Home Park Residential District, four Commercial Districts and an Industrial

¹⁰ *Maine's Growth Management Act requires that growth areas be suitable for orderly residential, commercial, and/or industrial development into which most development projected over 10 years will be directed.*

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District. All of these districts are designed to reflect the existing pattern of development with opportunities for infill and expansion depending on the area. The most densely developed areas are on public sewer and/or water, where the regulations support development with small minimum lot sizes and other dimensional standards that allow for infill (See Table 1). Growth areas (residential, commercial, mobile home park and industrial) are displayed on the Future Land Use Map. Proposed subdistricts (DR1, DR2, C1, etc.) are nearly the same as those displayed on the existing Zoning Map. Proposed changes to these subdistricts are included under the Recommended Refinements below.

Natural opportunities and/or constraints: Natural opportunities include suitable terrain and soils in many areas of the village growth area. Fortunately, only a very small portion of the village growth area is located in the watershed of a lake or pond. Natural constraints include some areas of hydric soils and several wetlands. Expansion of sewer and water is feasible in some of these areas. Shoreland zoning and other performance standards protect critical wildlife habitats in these areas. These areas can serve as desirable open space compatible with the village setting.

Transportation system: Lincoln's village growth area is well-situated with respect to the transportation system. Lincoln's village growth area serves as the transportation hub for U.S. Route 2, and state routes 116, 6, and 155. These roads carry traffic to and from areas within and outside of Lincoln.

Lincoln's growth areas are located adjacent to the central village area off Route 2. There is also a growth area located along the River Road, which is the connector to I-95.

Access management strategies, including a preference for internal roads, will be used to maintain capacity and safety of major roads. Regulations and incentives can be designed to support interconnections, including pedestrian interconnections, between developments.

Types and intensities of proposed land uses: Residential, commercial and industrial areas on sewer and water allow the most intense development (See Table 1). These districts would be expanded in conjunction with the expansion of sewer and water. The Residential 1 District (R1) allows primarily single family residential uses, while the Residential 2 District (R2) allows all residential uses plus compatible commercial and institutional uses.

Proximity to existing and proposed public facilities and services: Growth areas are adjacent to the existing village, where all public facilities and services, including the Penobscot Valley Hospital and other essential services, are located. Streets, sidewalks and sewer and water can be extended into many of these areas over time. Areas suitable for future commercial and industrial growth are also located within the vicinity of 3-phase power, major transportation routes, including the I-95 connector and the railroad. The growth area also includes the Town's industrial park and the regional airport. Those portions of the growth area to the south and further from the village are accessible to major transportation facilities and have adequate space for commercial and industrial development, such as wood processing facilities, which require larger lots and need to be located away from residential areas.

Compatibility/incompatibility of proposed uses with existing uses: Proposed uses would be compatible with and the same as those allowed by the existing land use regulations.

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Anticipated major capital investments needed to support the proposed land uses: The following projects, which are described in more detail in the Capital Investment Plan, are designed to support and encourage development in the village growth area:

- Expanded and improved Town Office and Public Works Facility
- Expanded and improved Transfer Station to serve the region
- New Regional Recreation and Rehabilitation Center
- Major upgrade and expansion of the Airport
- Development of the Industrial Park
- Expansion of sewer and water
- Village Growth area infrastructure improvements – service/connector roads, third center turning lane on West Broadway, parking, pedestrian amenities, etc.

Recommended Refinements:

To improve the effectiveness of encouraging growth in the growth areas, consider the following:

1. Assure that the permitting process is efficient without compromising quality and public involvement.
2. Assure that regulations are flexible enough to allow for creative designs appropriate for the area.
3. Allow compact efficient development, particularly on sewer and water.
4. Adopt a policy to have the Town accept private roads/sidewalks, if they are constructed to town standards. Review and modify road standards for subdivisions and other development to assure that they are adequate. For example, consider requiring that roads must be paved to be accepted by the Town.
5. Adopt a policy to relax parking requirements, if needs can be met through public parking areas.
6. Seek opportunities for grant-funding, cost-sharing and incentives to provide public infrastructure to support desired development.
7. Adjust district boundaries to be consistent with the availability of sewer and water, as the expansion of service occurs, such as rezoning residential districts to conform with sewer and water, or potential lack thereof in the future.
8. Combine commercial districts so there are just 2 or 3 instead of 4, - such as combining C1 and C2, keeping C3, and eliminating C4.

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Rural Areas¹¹

Lincoln's rural areas are zoned as Rural Residential Districts - RR1 and RR2. The purpose of these districts is to preserve rural areas while allowing for low-density residential development, home occupations, and natural resource and rural area uses over the next ten years. Land uses in these areas are primarily forestry, some agriculture, and single family homes dispersed along the main roads and along private camp roads around the ponds. Lincoln's rural area zoning also preserves open space, wildlife habitat, fisheries habitat and scenic areas. The Town encourages the use of Tree Growth and Farmland Property Tax Programs to encourage commercial forestry and agriculture land uses.

Area's relationship to the community's vision: This area is described generally in the last three paragraphs of the Vision for Lincoln to 2020. As stated in the Vision, this area would include small residential neighborhoods, farms and forests, and protected resources such as wetlands.

Names of any smaller land use districts: As shown on the Future Land Use Map, the Rural Area includes land currently zoned Rural Residential 1 and Rural Residential 2.

Natural opportunities and/or constraints: The public road network in rural areas of Lincoln is limited to several state roads and a few town ways, which leaves very large expanses of undeveloped forestland. These undeveloped tracks include major portions of remote lake and pond watersheds, wetlands and considerable wildlife habitat. Most commercial forestland is enrolled in the Tree Growth Property Tax Program (22,000 acres). There are also several farms enrolled in the Farmland Property Tax Program.

Transportation system: This area is served by several state highways, the Town's rural road network, and private roads serving camps and residences along some of the shores of the ponds.

Types and intensities of proposed land uses: The Rural Area would continue to be regulated by the Rural Residential Districts, as described in the current land use ordinance and as further modified in response to recommendations contained in this Future Land Use Plan. These districts are displayed on the Future Land Use Map.

Proximity to existing and proposed public facilities and services: The Rural Area is served by several State and Town roads. The only other public facilities are public boat launches at several of the ponds.

¹¹ *Maine's Growth Management Act defines "rural areas" as areas deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, supporting agriculture, forestry, open space, wildlife habitat, fisheries habitat, and scenic lands, and away from which most development projected over 10 years is diverted.*

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Compatibility/incompatibility of proposed uses with existing use: Proposed uses would be the same as those allowed by the current Land Use Ordinance, with a few exceptions, and would be subject to additional standards recommended by this Future Land Use Plan.

Anticipated major capital investments needed to support the proposed land uses: The only capital investments anticipated would be upgrades to existing boat launches and new boat launches/accesses to several of the ponds where there is not adequate public access. Roads and bridges would continue to be maintained as needed.

Recommended Refinements:

To improve the effectiveness of rural area regulations, consider the following:

1. Review and modify, as appropriate, the configuration of rural districts as follows:
 - a. Designate Residential 1 nodes where there are existing clusters of development, and where additional development would be appropriate. Consider expanding the depth of these districts to minimize lots straddling districts, and potentially allowing for second tier lots. Encourage shared driveways to minimize connections to main roads.
 - b. Designate very sparsely developed farm and forestland (including Tree Growth/Farm and Open Space) along major corridors as Residential 2.
 - c. Consider grandfathering legally existing small lots (<40,000 sq.ft, for example) made non-conforming as a result of a. and b. above, so property owners retain the ability to split their lots in two as was allowed prior to the change.
2. Review and modify as appropriate the uses that are allowed in rural areas.
 - a. Allow uses that are consistent with the rural area purpose to preserve rural areas and provide low-density living in remote areas, such as single and two-family homes, home occupations, forestry, agriculture, outdoor recreation, sand and gravel extraction, and other natural resources-based or related uses.
 - b. Allow uses that make rural living more affordable by reducing vehicle miles traveled, such as small corner groceries and small convenience stores that provide gas and other necessities.
 - c. Limit uses that would be better suited and more likely to locate in village areas with services, such as mobile home parks, nursing homes, congregate care, and major retail outlets not related to natural resources. These uses could either be prohibited altogether, or limited in size and/or allowed impact.
 - d. Consider further limiting some of the uses listed above in the Residential 2 District appropriate to protect its more rural nature.
3. Review and modify as appropriate the rural area minimum lot size requirements. Consider increasing the minimum lot size requirement in the RR1 district to 40,000 sq. ft. or more.
4. Review and modify the subdivision ordinance to provide incentives, such as allowing smaller lot sizes, to encourage clustered development and conservation subdivision designs that preserve important open space.

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Critical Resource Areas¹²

Protection of critical natural resources is effectively achieved through a number of mechanisms:

- Regulation*, including annual spot inspections for shorefront properties.
- Ownership of the resource, major portion of the aquifer owned by Water District.
- Public works practices, by Maine DEP-certified Road Commissioner and Code Enforcement Officer.
- Education, including efforts of the Code Enforcement Officer and lake/road associations.
- Volunteer efforts – lake and road associations.
- Water quality monitoring – lake associations, MDEP/MIFW.
- Grant funding and collaboration to support identification of problem areas and remediation.

*Lincoln's land use regulations include aquifer, wetlands, shoreland, floodplain and wildlife habitat protection through town wide and/or shoreland zoning.

Area's relationship to the community's vision: Lincoln's natural resources are an essential part of the Town's quality of life and contribute significantly to the economy. Many people live in Lincoln because it is a rural community with 13 beautiful ponds and ample outdoor recreational opportunities. Economic values are derived, in particular, from the commercial forests and agricultural land, and the lakes and ponds for second homes and recreation and tourism.

Names of any smaller land use districts: As shown on the Future Land Use Map, Critical Resource Areas include land currently zoned as Aquifer Protection (three sub-districts), Floodplain Overlay, and shoreland zoning districts (See Table 3).

Natural opportunities and/or constraints: Lincoln has a wealth of important natural resources, including a high capacity aquifer with excellent water quality, 13 lakes and ponds, and large expanses of commercial forestland. The Town's very rural setting with relatively few public roads serves as a significant constraint to uncontrolled development in or near critical resource areas. The limited amount of residential development pressure has also been a factor.

¹² Maine's Growth Management Act defines "critical resource areas" as areas most vulnerable to impacts from development and must include: (1) critical rural areas; (2) critical natural resources; and (3) critical waterfront areas [boat launches, in Lincoln's case]. "Critical rural areas" are defined as areas that deserve maximum protection from development to preserve natural resources and related economic activities that may include, but are not limited to, significant farmland and forest land; high value wildlife or fisheries habitat; scenic areas; public water supplies; scarce or especially vulnerable natural resources; and open lands functionally necessary to support a vibrant rural community. "Critical natural resources" are defined as areas comprised of one or more of the following: (1) shoreland zone; (2) large habitat blocks; (3) multi-function wetlands; (4) essential wildlife habitats and threatened, endangered, and special concern species [bald eagle nests]; (5) significant wildlife habitats [mapped high-moderate value waterfowl and wading bird habitat, high-moderate value deer wintering areas and significant vernal pool habitat]; (6) significant freshwater fisheries habitat and (7) 100-year floodplains.

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Transportation system: State and Town roads cross critical resources areas in some locations. Some areas along the ponds have camps and seasonal residences served by private roads.

Types and intensities of proposed land uses: Critical Resources Areas would continue to be regulated by the Aquifer Protection, Floodplain Overlay and Shoreland Zoning Districts, as described in the current Land Use Ordinance and as further modified in response to recommendations contained in this Future Land Use Plan. Existing land use ordinance performance standards governing erosion and sedimentation control, preservation and enhancement of the landscape, clearing of trees and vegetation, retention of open spaces and natural or historic features, etc., would provide additional site specific guidance for future land use in these areas.

Proximity to existing and proposed public facilities and services: With the exception of critical waterfront areas, such as public boat launches at the ponds and the Mattanawcook Lake boat launch, beach and park, existing and proposed public facilities and services would not be located in Critical Resource Areas.

Compatibility/incompatibility of proposed uses with existing uses: Proposed uses would be the same as those allowed by the current land use regulations, with a few exceptions, and would be subject to additional standards recommended by this Comprehensive Plan.

Anticipated major capital investments needed to support the proposed land uses: The only capital investments anticipated would be upgrades to existing boat launches and possibly new boat launches/access to several of the ponds where there is not adequate public access.

Recommended Refinements¹³:

1. Encourage the Water District to continue to seek opportunities to further protect the aquifer through land purchase, easements and landowner agreements, and collaboration with Enfield.
2. Increase water quality monitoring efforts to assure adequate protection for lakes and ponds.
3. Utilize the Maine Beginning with Habitat maps and information for guidance in non-regulatory and regulatory actions. Seek to protect important wildlife habitat through affordable, fair and balanced approaches.
4. Educate landowners with critical natural resources – deer yards, shoreland adjacent to threatened species, vernal pools, bald eagle nests, etc.

Other Regulatory Refinements to Consider:

1. Review and modify ordinances as appropriate to respond to current and new state laws, such as the Maine Uniform Building and Energy Code, Maine Informed Growth Act (economic impact

¹³ See Goals, Policies and Implementation Strategies for Critical Natural Resources and Water Resources for additional recommendations.

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statements for new retail >75,000 sq.ft.), the Maine Forest Practices Act, and current standards for best management practices to control erosion and sedimentation of water bodies.

2. Review and modify if needed design and performance standards to be more specific, such as lighting design standards.
3. Review and modify ordinances to allow the Planning Board to require a performance bond to assure completion of any public improvements, if appropriate.
4. Consider new standards as appropriate for wind farms, small scale wind turbines, solar installations and other new technologies (if needed), noise standards, and uses such as adult businesses and medical marijuana dispensaries that should only be located in specific areas, such as away from schools, parks, and residential areas.

Lincoln's Land Use Ordinance

Lincoln's Land Use Ordinance was first adopted in December 1988. The zones reflect current land uses and patterns, including lot sizes, setbacks and lot coverage. The purpose of the Ordinance is as follows:

- To implement the policies and recommendations of the Lincoln Comprehensive Plan;
- To preserve the character of Lincoln by dividing the town into neighborhood zones according to the use of land and buildings and the intensity of such uses;
- To assure the comfort, convenience, safety, health and welfare of the present and future inhabitants of the Town of Lincoln;
- To protect and enhance the natural, cultural and historic resources from unacceptable adverse impacts and to integrate new development harmoniously into the Town's natural environment;
- To promote the development of an economically sound and stable community;
- To lessen the danger and congestion of traffic on roads and highways, limiting an excessive number of intersections, driveways and other friction points, minimizing hazards, and ensuring the continued usefulness of all elements of the existing transportation system for their planned future;
- To protect property rights and values by balancing the rights of landowners to use their land for the purposes regulated by this Ordinance with the corresponding rights of abutting and neighboring landowners to enjoy their property without undue disturbance from noise, smoke, dust, odor, glare, traffic, stormwater runoff, or the pollution of ground water resources;
- To provide the means of evaluating development proposals for their fiscal impacts on the municipality's ability to provide and improve necessary public facilities and services; and
- To establish procedures whereby Town Officials may review the developments regulated by this Ordinance by providing fair and reasonable standards for evaluating such developments; to provide a public hearing process through which town residents may raise questions and receive answers regarding how such developments may affect them; and to provide procedures whereby aggrieved parties may appeal decisions made under this Ordinance to the Appeals Board.

The following tables summarize the existing land use ordinance, and identify growth, rural and critical resource area zones. These are to be modified as recommended above.

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Table 1. Summary of Land Use Ordinance: Village Growth Areas				Minimum			Maximum
Zone and Purpose	Sub Dist.	Allowed Uses (Primary Examples)	Prohibited Uses (Primary Examples)	Lot Size/ Area per Family	Lot Frontage (Road)/ Lot Width	Set-backs - Front, Side, Rear	Lot Coverage/ Build.Ht .**
Downtown Residential - Preserve character of residential neighborhoods with a variety of densities and characteristics, on sewer and water.	DR1	Single family homes (SF), non-commercial scientific or educational uses	3+multifamily mobile homes, home occupa., in-law apts., institutional, commercial uses	10,000 sf (w/o sewer 20,000 sf)/ 10,000 sf	RF = 100' LW = 50'	F = 50'* S = 15' R = 10'	40%/40'
	DR2	SF, multifamily, mobile homes and parks, nursing homes, congregate housing, institutional (schools, gov. facilities), light commercial (grocery, offices), greenhouses, agriculture	Industry, intensive commercial (hotels, auto repair/sales, restaurants)	5,000 sf/ 1,000 sf	RF = 50' LW = 30'	F = 30'* S = 5' R = 5'	75%/40'
Commercial Development - Preserve character of commercial neighborhoods as community focal point for cultural, business, and service activities by providing a full range of public facilities within service areas of sewer and water.	C1	SF, multifamily, in-law apartments, most institutional, commercial and industrial uses	Waste disposal, mobile homes and mobile home parks limited to certain areas.	5,000 sf/ 1,000 sf	LF = 50' LW = 30'	F = 0' S = 0' R = 10'	100%, Structure 90%/40'
	C2			5,000 sf/ 5,000 sf	LF = 50' LW = 30'	F = 30'* S = 5' R = 10'	80%, Structure 50%/40'
	C3			20,000 sf/ 20,000 sf	LF = 50' LW = 30'	F = 30'* S = 5' R = 10'	90%, Structure 75%/40'
	C4			30,000 sf/ 30,000 sf			
Industrial Development - Provide land near transp. with services & conditions favorable to industrial uses, located to limit conflicts with residential/commercial uses.	ID	Industrial, some institutional and commercial	Nearly all residential, transient accommodations	80,000 sf/ 80,000 sf	LF = 200' LW = 100'	F = 50' S = 25' R = 40'	90%, Structure 75%/60'

* Reduced setbacks are allowed to make new development consistent with neighborhoods. **Heights can be increased to 60' with approval.

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Table 1. Summary of Land Use Ordinance: Village Growth Areas (continued from prior page)				Minimum			Maximum
Zone and Purpose	Sub Dist.	Allowed Uses (Primary Examples)	Prohibited Uses (Primary Examples)	Lot Size/ Area per Family	Lot Fron- tage(Road)/ Lot Width	Set- backs Front, Side, Rear	Lot Cover- age/ Build.Ht . **
Mobile Home Residen- tial -Allow existing and future mobile home parks in a number of locations; protect the character of the parks.	MR	Mobile home parks, single family homes, in-law apts, storage rental units, campgrounds	Institution- al, com- mercial, industrial, commercial agriculture, multifamily	Sewer -5,000 sf/ 1,000 sf	RF = 50' LW = 30'	F = 30' S = 10' R = 5'	50%/ 15'
				No sewer – 20,000 sf/ 20,000 sf	RF = 100' LW = 50'	F = 50' S = 10' R = 10'	25%/ 15'

Table 2. Summary of Land Use Ordinance: Rural Areas				Minimum			Maximum
Zone and Purpose	Sub Dist.	Allowed Uses (Primary Examples)	Prohibited Uses (Primary Examples)	Lot Size/ Area per Family	Lot Fron- tage(Road)/ Lot Width	Setbacks Front, Side, Rear	Lot Cover- age/ Build.Ht. **
Rural Residential - Preserve rural areas; provide low- density living in re- mote areas.	RR1	SF homes, mobile homes & mobile home parks, nursing homes, congregate care, re- source extraction, in- stitutional, many commercial uses,	Multifamily (3+), auto service and repair; laundry/dry cleaners; 4+ unit mo- tels, hotels, inns; some industrial uses.	20,000 sf/ 10,000 sf	RF = 100' LW = 50'	F = 50' S = 10' R = 40'	25%*/ 40'
	RR2	home occupations, (light manufacturing assembly only allowed in RR1)		80,000 sf/ 80,000 sf	RF = 200' LW = 100'	F = 60' S = 25' R = 25'	15%*/ 40'

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Table 3. Summary of Land Use Ordinance: Critical Resource Areas				Minimum			Maximum
Zone and Purpose	Sub Dist.	Allowed Uses (Primary Examples)	Prohibited Uses (Primary Examples)	Lot Size/ Area per Family	Lot Frontage(Road)/Lot Width	Set-backs Front, Side, Rear	Lot Coverage/ Build.Ht. **
Aquifer Protection - Protect present and future ground water sources that recharge the South Lincoln Aquifer	A1, A2, A3	Single family, some institutional, some commercial, wholesale, warehouses. <i>(Uses more restrictive in A1 and less restrictive in A3)</i>	Multifamily (3+), auto repair, dry cleaners, industrial, some institutional, waste disposal.	A1 = 3 acres, A2 = 2 acres, A3 = 2 acres,	RF = 200' LW = 200'	F = 50' S = A1 & A2 = 35'; A3 = 25' R = A1 & A2 = 50'; A3 = 25'	A1 = 10%; A2, A3 = 15%/40'
Flood Prone Area Overlay - Regulate uses on floodplains	FP	Single and two family homes, many non-structural uses	Multifamily (3+), institutional, industrial, commercial	According to underlying zone.			

*% lot coverage can be expanded with adequate erosion controls. **Heights can be increased to 60' with approval.

Table 4. Summary of Land Use Ordinance: Shoreland Zones	
Zone and Purpose	Allowed Uses (Examples)
SD1 - Shoreland Development 1 (General Development) – areas devoted to intensive residential, recreational, commercial or industrial activities, or a combination	Residential including multifamily, recreational, commercial, industrial, seasonal to year-round residential conversions,
SD2 - Shoreland Development 2 (Resource Protection) - areas where development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values	Primarily non-structural, non-intensive uses.
SD3 - Shoreland Development 3 (Limited Residential) – areas that can support a limited amount of residential and recreational use	Single family residential, seasonal to year-round residential conversions, home occupations
SD4 - Shoreland Development 4 (Stream Protection) – areas where development would adversely affect water quality, productive habitat, biological ecosystems, etc.	Single family residential with 100' water setback. Primarily non-structural, non-intensive uses.
SD5 - Shoreland Development 5 (Limited Development) - areas that can support a limited amount of residential and recreational use	Single family residential, seasonal to year-round residential conversions, home occupations

Chapter 14. Ten-year Capital Investment Plan

GOAL

Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

POLICIES

1. Finance existing and future facilities and services in a cost effective manner.
2. Continue to utilize a broad range of funding mechanisms to pay for capital projects.
3. Maintain an appropriate and affordable balance between providing public infrastructure to encourage development and having new development pay its own way in providing the infrastructure it requires.
4. Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas in the Future Land Use Plan.¹⁴
5. Reduce Maine's tax burden by staying within LD 1 spending limits.

¹⁴ "Municipal growth-related capital investment" means investment by the town in the following projects, even if privately-owned, using municipal, county, state, federal, or other public funds, in the form of a purchase, lease, grant, loan, loan guarantee, credit, tax credit, or other financial assistance: (1) construction of new transportation infrastructure or capacity; (2) construction or acquisition of newly constructed multifamily rental or affordable housing; (3) development of industrial or business parks; (4) construction or extension of sewer, water, or other utility lines; (5) construction of public, quasi-public, or private service infrastructure, facilities, and community buildings; or (6) construction or expansion of municipal office buildings, municipal educational facilities, municipal courts, and other quasi-public facilities and other civic buildings that serve public clients and customers. Municipal growth-related capital investment does not include investment in the following: (1) the operation or maintenance of a governmental or quasi-governmental facility or program; (2) the renovation of a governmental facility that does not significantly expand the facility's capacity; (3) maintenance of existing transportation infrastructure without significantly expanding capacity; (4) municipal revenue sharing; capital projects that by their purpose are likely to be outside a growth area (such as recreational trails, drinking water holding or purification systems, public works facilities, landfills, etc.); or (5) public health programs.

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IMPLEMENTATION STRATEGIES

Implement the Goals and Policies as follows:	Responsible Party	Time-frame
<p><u>1. Capital Improvements Program:</u></p> <ul style="list-style-type: none"> a. Continue the Capital Improvements Program¹⁵ designed to prioritize and schedule funding for projects in a fiscally sound manner thereby minimizing drastic changes in tax levels, cost-effectively managing debt, and adequately maintaining the Town’s capital infrastructure and assets. b. Continue to utilize tax increment financing¹⁶, grants, fundraising, lease-purchase agreements, and other funding mechanisms as appropriate. c. Seek to maintain adequate funding in reserve accounts for ongoing capital purchases (major equipment) based on depreciation values, to keep from falling behind. d. Increase the Town Charter referendum requirement to match increasing costs to allow for more cost-effective capital purchasing.¹⁷ e. Utilize this Ten-Year Capital Investment Plan to provide long-range guidance in the development of the ongoing Capital Improvements Program. 	Town Manager, Department Managers	Ongoing
<p><u>2. Comprehensive Review of Public Facilities and Services:</u></p> <p>Consider reorganization of public facilities and services to improve cost-effectiveness and meet future needs.¹⁸</p>	Town Manager, Department Managers	Short-term and ongoing

¹⁵ Lincoln’s Capital Improvement Program includes anticipated expenditures for the upcoming five years. Each year the plan is reviewed and updated, and moved ahead one year.

¹⁶ Tax increment financing funds capital projects associated with economic development, such as street lights and infrastructure in the industrial park. Grants have been used for downtown redevelopment (sidewalks, gazebo, parking, land acquisition). There are also several trust funds: Community Center Recreation Trust (businesses, government and private sector contributions); the Cobb Fund for schools and the McGregor Trust for the Library.

¹⁷ The Town Charter currently requires that a referendum be held for appropriating \$100,000 or more, or authorizing general obligation bond issues of \$100,000 or more, for capital improvements.

¹⁸ Public Services and Facilities Recommendations suggest combining or sharing administrative and management functions, equipment and/or facilities of public entities, including municipal departments, and the water and sewer districts. Moving the Town Office to the Public Safety Building, and relocating Public Safety to a new building to be shared with Public Works at the Public Works site is an example.

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<p>3. Costs of Development: Maintain an affordable balance between public and private involvement in funding the public costs, such as sewer, water and road extensions/ improvements, associated with new development.</p> <ul style="list-style-type: none"> a. Review existing requirements, such as requirements for sewer hook-ups and pedestrian walkways for subdivisions near schools, to evaluate their effectiveness, and make adjustments, if appropriate. b. Consider requiring development to connect to the public water supply when it is within the vicinity of existing water lines. c. Consider cost-sharing, incentives, and other mechanisms designed to support and encourage new development sharing in the costs of the public infrastructure specifically needed for the development. 	<p>Comprehensive Plan Committee, Planning Board, Town Manager, Department Managers</p>	<p>Short-term and on-going</p>
<p>4. Regional Coordination: Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies. Opportunities identified in this Plan include, but are not limited, to:</p> <ul style="list-style-type: none"> a. Regional Recreation and Rehabilitation Center b. Solid waste disposal and recycling c. Emergency services, including a satellite fire station d. Regional Visitor’s Center e. Power generation/transmission/distribution (electric, gas, and emerging technologies) 	<p>Town Manager, Department Managers</p>	<p>Ongoing</p>

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Ten-year Capital Investments

The following tables display anticipated and recommended capital expenditures for the next ten years, and in some cases beyond. Table 4 displays capital projects that involve new facilities, or major improvements or expansions. Table 5 displays ongoing, regularly reoccurring capital purchases that are necessary for town operations.

In Table 1 “Priority” ranking (high, medium and low) indicates the importance of the improvement to the community. “Time frame” is an indication of how soon, or when the improvement should or could occur: “short-term” means within 5 years; “mid-term” means plus or minus 5 years; “long term” means more than 10 years.

These tables display project priorities and timeframes as envisioned at this time. These priorities may change over time depending on a variety of circumstances.

In all cases, these projects are high priorities for grant funding because of current and anticipated fiscal constraints within the community.

Table 4. Ten Year Capital Investment Plan: Facilities (*Municipal Growth Related Investment)				
<i>Projects are not prioritized in any particular order.</i>				
Project	Description	Ten-Year Cost Estimate	Funding options	Priority/ Timeframe
*New/Improved Town Office	Need more functional, Town-owned facility in downtown to improve cost-effectiveness	\$1,300,000	Grants, tax increment financing	High priority/ Short-term
*New/Improved Public Works Facility	Major renovations needed, new building would be most desirable	\$1,500,000	General fund, reserve account, grants	High priority/ Short-term
Transfer Station – upgrade compactors	Upgrade to horizontal compactors	\$35,000	Bond – general fund	High priority/ Short-term
*Penquis Housing parking lot	Parking for 24-unit subsidized senior housing	\$300,000	Grant	High priority/ Short-term
*New Regional Recreation and Rehabilitation Center	New facility, engineering/design/construction	\$6,700,000	Donations, grants, general fund, cost-share with collaborators	High priority/ Mid-term
*Airport	Major upgrade and expansion, including seaplane base	\$5,559,800	Federal/state funds, grants, tax increment financing	High priority/ Mid-term

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Table 4. Ten Year Capital Investment Plan: Facilities (*Municipal Growth Related Investment)

Projects are not prioritized in any particular order.

Project	Description	Ten-Year Cost Estimate	Funding options	Priority/ Timeframe
*Industrial Park and Growth Area Improvements	Water, sewer, streets, stormwater, three phase power, pre-permitted sites; Includes expansion of water/sewer into growth areas	\$900,000	Tax increment financing, grants, private funds	High priority/ Mid-term
*Transfer Station	Make a regional facility to reduce operational costs to the Town	Unknown	Municipal bond	High priority/ Mid-term
*Library	Building and parking expansion	\$500,000	McGregor Trust Fund, fundraising	Medium priority/ Mid-term
Ballard Hill Community Center	Roof, air circulator, weatherization; Underutilized building – consider selling if not needed	Unknown	Unknown	Low priority/ Short-term
Recreation	Beach House and shed	\$40,000	General fund, grants	Low priority/ Short-term
Downtown Infrastructure	Façade improvements	\$150,000	Grants	High priority/ Mid-term
Public Safety Facility	Generally adequate, more space for police would be desirable and could be provided at a new town office	Included with new town office	General fund	Low priority/ Long-term
*Village Growth Area (West Broadway area) Infrastructure	Transportation improvements to support growth – third center turning lane (chicken lane), service road(s), parking, pedestrian and bicycle amenities, landscaping, lighting, etc.	Unknown	Grants, private funds	High priority/ Long-term
*Regional Visitor's Center	Identified as a regional need in the Maine's Statewide Recreation Program (SCORP)	Unknown	Grants, regional collaboration, private funding	Low priority/ Long-term

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Table 5. Ten Year Capital Investment Plan: Equipment			
Project	Description/Timeframe	Ten-Year Cost Estimate	Funding Options
Plow Trucks	Replace every 10 years	\$120,000	General fund
Street Sweeper	Replace every 10 years	\$200,000	Bond – general fund
Grader	Replace every 20 years	\$92,000	General fund
Dozer	Replace every 15 years	\$60,000	General fund
Loader/Backhoes	Replace every 10 years	\$145,000	General fund
Police Cruisers	Replace every two years	\$25,000	Reserve
Fire Trucks	Replace every 20 years	\$200,000	Reserve, lease, loans
Recreation Truck	Replace every 10 years or as needed	\$10,000	General fund
Public access to ponds	Warf replacements and other improvements	\$2,500/year	Grants
Recreation Beach house and Shed	Replace old structures	\$40,000	General fund, grants