Town of Lincoln Comprehensive Plan

Volume II. Inventory and Analysis

January 2012 DRAFT

Prepared for Submission to the Maine State Planning Office

This document provides background information for

Volume I. Recommendations:

Goals, Policies and

Implementation Strategies

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Disclaimer: This Comprehensive Plan has been prepared with the intention that all data and information is reasonably accurate and correct. Sources are either noted, or were town officials. The information in the Plan provides support for the conclusions and recommendations contained in Volume I. While this information and analysis is adeqaute for plannig purposes, it may not be appropriate for other applications, where more detailed information is needed, such as site specific informention.

CHAPTER 1. POPULATION AND DEMOGRAPHICS

OVERVIEW

Predicting future population changes is important to planning for housing, jobs, health care, social desires, education, and other community services. This chapter examines the characteristics of population growth (birth and death rates, in-migration), seasonal population levels, population age characteristics, educational attainment, and income and poverty rates. A state and regional perspective is presented to provide context for the analysis of the local population.

STATE AND REGIONAL PERSPECTIVE

Population growth is primarily driven by the economic climate of an area. Social trends, geographic location and physical setting also contribute to the growth or decline of a population. Maine's population grew at one of the slowest rates in the nation during the 1990s. While other parts of the State increased in population, Penobscot County lost nearly 1,700 people. Lower birth rates and higher mortality consistent with the aging of the "baby boom" generation[1], and young adults leaving in search of better jobs were factors. The economic recession of the 1990s resulted in fewer job opportunities and contributed to this loss of population.

Maine's population grew slightly faster during the early part of the 21st century primarily as a result of the in-migration of people from away. In fact, in-migration to Maine between 2000 and 2004 was over seven times greater than natural increase (i.e., population change due to births minus deaths). While southern and coastal counties experienced the greatest in-migration, Penobscot County gained only 540 new migrants.[2]

Maine is projected to experience continued slow growth in population over the next decade due to the overall age of its population and slow economic growth. Population growth will be mostly the result of people moving to Maine as opposed to an increasing birth rate. Additionally, some of these newcomers will be retirees from other states. Maine was projected to experience very modest economic growth, including growth in the number of jobs for the rest of this decade - even prior to the current recession.[3] This suggests that in-migration of people looking for a job may be modest, and young adults may have to continue to leave the state to find employment.

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[1] *The "baby boom" generation consists of people born between 1947 and 1964.*

[2] *"Charting Maine's Future", Brookings Institution Metropolitan Policy Program, 2006; analysis of U.S. Census data.*

[3] *"Maine to see very modest growth", Edward D. Murphy, Portland Press Herald, Nov. 15, 2006. Interview of Charles Colgan*

SUMMARY[4]

Is the rate of population change expected to continue as in the past, or to slow down or speed up? What are the implications of this change?

- Lincoln's year-round population is projected to grow to 5,300 people by 2010 and then decrease to 5,234 in 2020. This will be a loss of 66 people between 2010 and 2020.
- Nearly all of Lincoln's neighboring towns will experience similar population changes.
- Population changes have many implications, which are discussed below.

Which demographic groups are the fastest growing and which are in decline?

- Lincoln's overall population is even older than countywide or statewide. The median age in Lincoln was 39.8 as compared to 37.2 countywide and 38.6 statewide.
- There will be increasingly more seniors (age 65 and over) and fewer young adults (age 20-44) and children (under 20). Slight losses in the middle age category (54-65) are also projected. Young adults appear to be moving out of Lincoln and Penobscot County, which means fewer children and births. Overall mortality rates increase as a result of a larger proportion of older people.

What will be the likely demand for housing, municipal and school services to accommodate the change in population and demographics, both as a result of overall change and as a result of change among different age groups?

- The extremely slow growth, or loss in population combined with an aging population can have significant impacts, including a decline in school enrollments, a decline in the size of the workforce, and an increased need for housing and health services for an older population.

If most of the population growth is the result of newcomers, what can the community do to foster shared outlooks?

- Lincoln has not experienced much in-migration of year-round residents over the past decade. In-migration accounted for an increase of 45 people between 2000 and 2006.
- In-migration is needed to maintain the current population level. Efforts to welcome newcomers will be important if Lincoln seeks to maintain or increase its population. Lincoln has worked very hard to provide a high quality of life for its residents, including proactive efforts to communicate and include residents in town affairs and activities.

If the community has a significant seasonal population, is the nature of that population changing? What is the community's relationship to and dependence on seasonal visitors?

- Lincoln has a relatively large seasonal population associated with its 13 lakes, frontage on the Penobscot River, a network of well-maintained snowmobile trails, and other recreational amenities. This population includes second home and camp owners, as well as short-term visitors at the motels and campgrounds, and those just passing through.

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[4] Maine's Growth Management program requires that comprehensive plans answer these questions, which are included in each chapter under the heading "Summary".

- Lincoln has 1,262 second homes, which roughly translates to be about 2,900 second home residents. Lincoln's seasonal population contributes significantly to the local economy through purchase of goods and services, and in property taxes from seasonal homes.
- The Town welcomes its seasonal population by working to maintain the water quality of the lakes, improving lake access, providing recreational facilities and programs, improving the airport, and supporting road associations in maintaining roads and other services.

If the community is a service center or has a major employer, what additional effort does it have to make to serve a daytime population that is larger than its resident population?

- Lincoln is a service center community for a large area consisting of 13 organized and unorganized towns[5]. It also serves many communities further east and north given the scarcity of population in these areas. The Town provides goods and services, and employment for year-round residents of the region. Additionally, second home residents and tourists purchase goods and services in Lincoln.
- The Town is very proactive in its role as a service center for the region. Examples of its efforts to serve the daytime population include support for existing and new businesses that provide jobs, goods and services to the region, and maintenance of the infrastructure (streets, sidewalks and parking) that provide access to these jobs, goods and services.

What other demographic trends are important to consider?

- **Educational Attainment:** Even though Lincoln residents are increasingly well educated, educational attainment levels (high school graduation rates and college degrees) still lag behind countywide and statewide levels. This is typical of rural areas, where many of the jobs are blue collar jobs in manufacturing, construction and the forest products industry. Lincoln's vocational school provides training in careers important to the region, including forest industry occupations and health-related occupations. Technological advances in many fields has increased the demand for skilled workers, which means individuals will need to be better educated in the future to be economically successful.
- **Income and Poverty:** Since educational attainment and economic prosperity are closely linked, it is not surprising that residents in Lincoln have lower incomes than countywide and statewide. Nearly 14% of families in Lincoln were living below the poverty level, which was significantly higher than poverty levels for families countywide (9.7%) and statewide (7.8%) (2000 Census). Poverty levels were most severe for families with a female householder with no husband present related children under age 18.

[5] *Lincoln Labor Market Area includes: Burlington, Carroll Plantation, Chester, Drew, Lakeville, Lee, Lincoln, Prentiss, Springfield, Twombly unorganized, Webster, Whitney unorganized, and Winn.*

Supporting Documentation

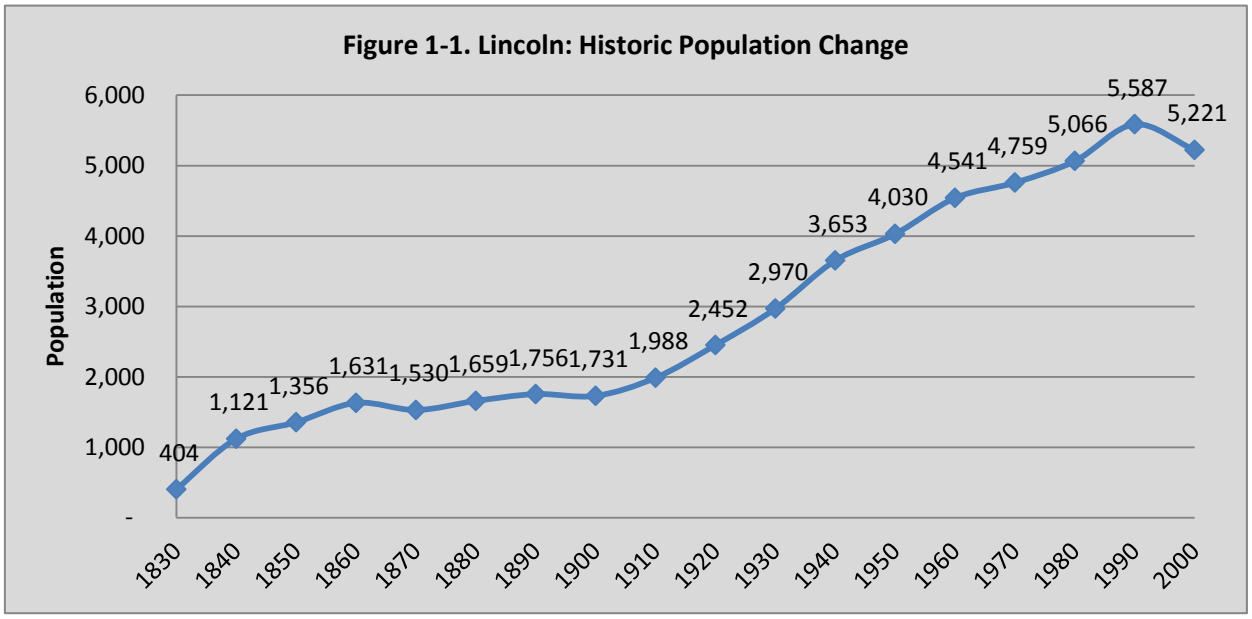
HISTORIC POPULATION CHANGE

Lincoln's population increased from 404 people in 1830 to 5,587 in 1990 (Figure 1-1). The most rapid growth occurred during the 1830s (177% increase). Steady, but slower growth continued through the 1840s and 1850s. Events that may have supported growth during these decades include: the start of the Brewer and Sunkhaze Stage between Bangor and Houlton (1829); the organization of the Bangor and Old Town Railroad (1835); and the Steamboat Governor Neptune traveling to Lincoln (1848).

There was a loss of population during the 1860s, most likely due to men leaving to fight in the Civil War (1861). Population growth was slow during the 1870s and 1880s, and actually declined during the 1890s. The Lincoln Pulp and Paper mill, which was opened in 1883 and shut down between 1888 and 1893, may explain some of this loss in population. Fortunately, Katahdin Pulp and Paper restarted the mill in April 1893. Interestingly, Lincoln's population grew by more than 20% per decade between 1910 and 1940.

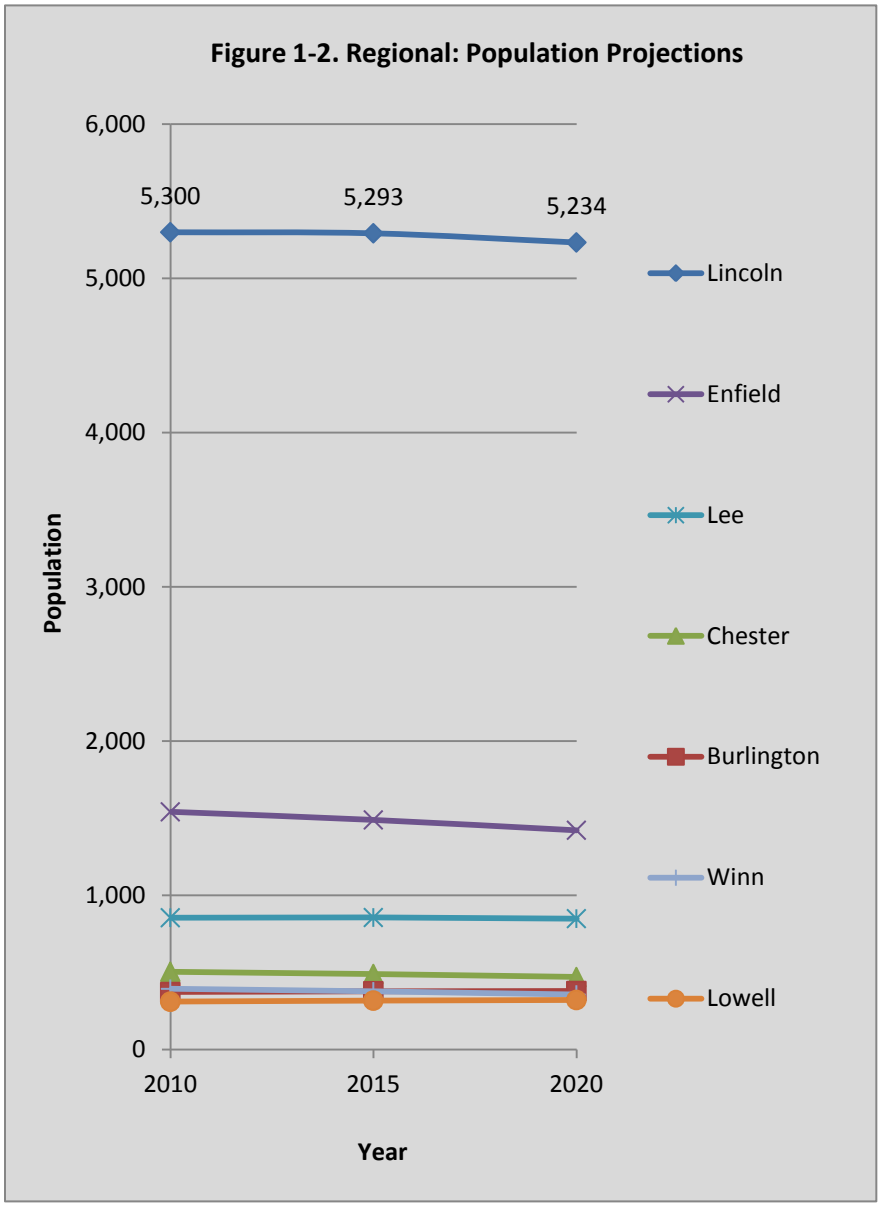
Lincoln's population continued to grow until the 1990s. The population increased by 1,046 people between 1960 and 1990. But the growth trend reversed during the 1990s with a population loss of 366 people by the year 2000 according to the Census. *[Local officials dispute that there was this large a loss and suspect there was an undercount in 2000 Census.]* Any loss in population could have been due to factors, such as young people moving away in search of work and a larger proportion of older people beyond childbearing age. As the population aged there were more deaths and fewer births.

Figure 1-1. Lincoln: Historic Population Change



FUTURE POPULATION CHANGES

Lincoln's population was estimated to be 5,258[6] as of July 1, 2008. This was only 37 people more than in 2000 when the population was 5,221. This estimate may be low given that it is believed that the 2000 Census count was low.



Lincoln's population is projected to increase from 5,221 people in 2000 to 5,300 people in 2010, an increase of 79 people, which does not appear likely since it is more than half way through the decade and there has only been an increase of 37. However, the population is projected to decrease from 5,300 people in 2010 to 5,234 in 2020, a decrease of 66 people.[7] Nearly all of Lincoln's neighboring towns will experience similar losses in population.

Maine is projected to experience rather slow growth (5.2%) between 2010 and 2020. Penobscot County's population is projected to decrease by 598 people during this time. (Table 1-1)

[6] *U.S. Census estimate; 2010 population was 5,085.*

[7] *Maine State Planning Office Projections, 2007. These projections offer only a possible scenario of future population change. They rely on recent estimates of the age and sex profile of the county, and assume that past birth, death and migration rates will persist. They cannot account for unprecedented future events that may dramatically alter demographics, such as large factory openings and closures; or changes in technologies, personal choices, or environmental conditions that may alter migration behavior and/or birth and death rates.*

The aging of Maine's population is the driving force behind these changes in population size. The bulk of the population currently ranges from between 40 and 60 years of age. As these people age, they face a higher risk of mortality. Counties, like Penobscot, facing long-term decline are those that lack sufficient in-migration among younger people to offset anticipated losses due to higher mortality.

Table 1-1. State, County and Regional Population Projections

Jurisdiction	Years			Change	
	2010	2015	2020	#	%
Lincoln	5,300	5,293	5,234	-66	-1.2
Enfield	1,542	1,489	1,422	-120	-7.8
Lee	855	857	849	-6	-0.7
Chester	505	490	470	-35	-6.9
Winn	394	377	357	-37	-9.4
Burlington	373	378	380	7	1.9
Lowell	311	318	322	11	3.5
Towns- Total	9,281	9,203	9,034	-247	-2.7
Penobscot Co.	148,770	149,211	148,172	-598	-0.4
Maine	1,362,938	1,401,553	1,434,404	71,466	5.2

Source: Maine State Planning Office, 2007

THE CHARACTER OF POPULATION CHANGE: NATURAL CHANGE VERSUS MIGRATION

Lincoln's population was growing during the 1980s because there were 322 more births than deaths, and 199 people moved into town (Table 1-2.).

Lincoln's population decreased in size during the 1990s. There were 162 fewer births, 64 more deaths during the 1990s than during the 1980s. Local officials dispute that there were as many as 462 people who moved out of town during the decade. People who left may have been searching for employment elsewhere, some as a result of Lincoln Pulp and Paper layoffs in the early 90s.

Between 2000 and 2006, the total population increased by only 10. Deaths exceeded births by 35, and only 45 people moved into town.

Table 1-2. Population Growth: Natural Change and Migration

Years	Population Change	Births	Deaths	Natural Change*	Migration*
1980s	521	840	518	322	199
1990s	-366	678	582	96	-462
2000-06	10	418	453	-35	45

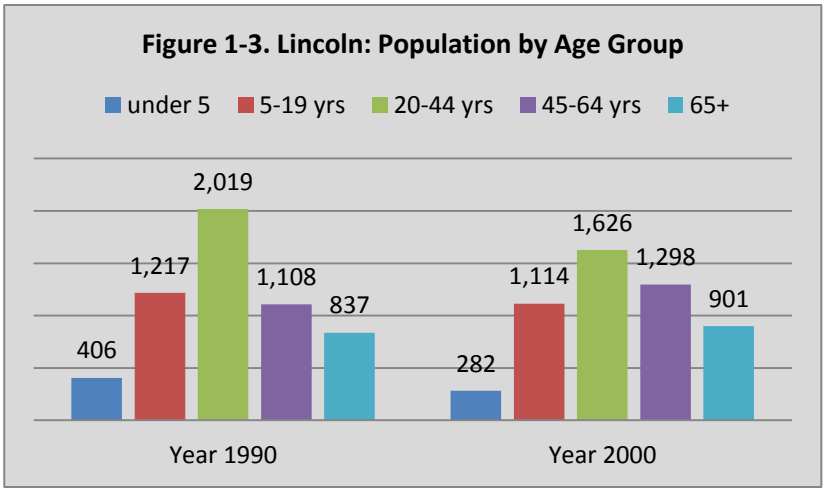
*Notes: Natural change = births +/- deaths. Migration (people moving into or out of town) = Total population change +/- natural change.
Source: U.S. Census; Maine Department of Health and Human Resources, Office of Data, Research and Vital Statistics

AGE CHARACTERISTICS

Maine has one of the oldest populations in the country. Lincoln has an older population than countywide or statewide.

Table 1-3. Comparison: Population Age Indicators			
	Lincoln	Penobscot	Maine
Median Age	39.8	37.2	38.6
62 years and over	17.3%	13.1%	14.4%
Source: U.S. Census			

The median age in Lincoln was 39.8 as compared to 37.2 countywide and 38.6 statewide. The proportion of people 62 years and over in Lincoln (17%) was significantly higher than countywide (13%) or statewide (14%).



POPULATION BY AGE GROUP[8]

Lincoln's overall population showed the signs of aging during the 1990s. The middle-age group (age 45 to 64) increased by 190 individuals. The senior citizen group (age 65 and over) increased by 64 individuals. The young adult group (age 20 to 44) decreased by 393. There were 227 fewer young people under the age of 20 in 2000 than in 1990.

This data suggests that out-migration during the decade was due, in part, to young adults, including young adults with children, leaving Lincoln to live somewhere else. Losses in the young adult age group would also mean lower birth rates and fewer children.

POPULATION PROJECTIONS BY AGE GROUP

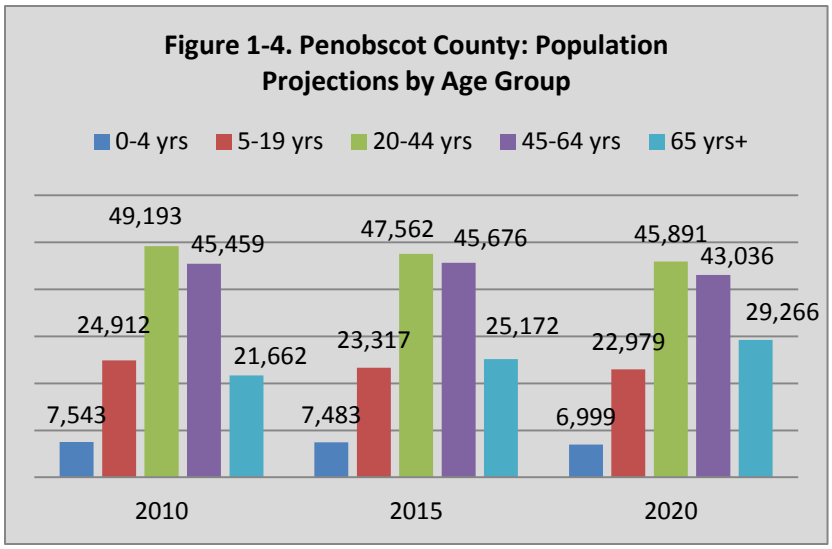
Population projections by age group are not available for Lincoln, so projections for Penobscot County are used. Penobscot County's population is projected to decrease by 598 people between 2010 and 2020 (Figure 1-4).

Population decreases will occur in all age categories other than the senior citizen group (age 65 and over), where there will be an increase of 7,604 individuals.

While there will be a slight increase in the 45-64 age group in the first half of the decade, the result by 2020 will be a population loss of 2,423 for the decade. There will be population losses of 3,302 in the young adult group (age 20-44) and of 2,477 in the age 0-19 age groups.

[8] *Projections by age group are done by the Maine State Planning Office.*

For the purpose of determining the impact on the school age population (roughly those between ages 5-19) – the county is projected to see a 7.8% decline in this population group between 2010 and 2020.



Seasonal Population

Lincoln has a significant population of second home residents and seasonal daytime visitors due to the four-season recreational opportunities associated with the lakes, the Penobscot River, snowmobile trails and other natural and recreational resources. The U.S. Census does not track seasonal population, so local data must be used to make a rough estimate on the size of this population.

Lincoln has 1,262 seasonal/second homes. Assuming a household size of 2.3 this calculates to a second home population of about 2,900.

Lincoln also has a significant transient population associated with three hotels/motels and two campgrounds. Daytime visitors also include tourists stopping to shop or eat in downtown Lincoln.

Daytime Population

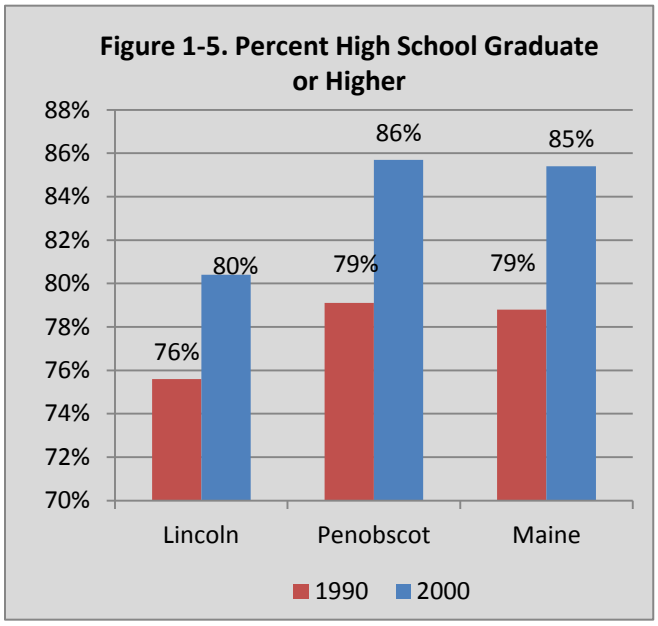
Lincoln's daytime population increases significantly because it is a service center community with several major employers. This daytime population consists of those who live and work in Lincoln, those who commute to Lincoln to work, those who come to Lincoln for goods and services, and the seasonal population discussed in the previous paragraphs.

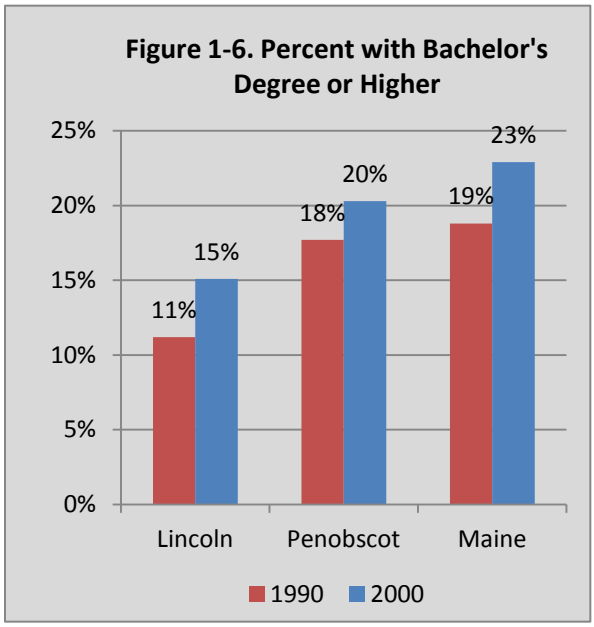
The Town of Lincoln supports the daytime increase in population through its efforts to maintain the infrastructure for business and industries that provide goods and services and employment.

EDUCATIONAL ATTAINMENT

Lincoln residents are increasingly well educated. Between 1990 and 2000 the percentage of high school graduates increased from 76% to 80% of the population age 25 or older. The percentage of those with a bachelors degree or higher increased from 11% to 15% (Figures 1-5 and 1-6). However, educational attainment for Lincoln residents was less than at countywide and statewide in both 1990 and 2000.

Education attainment is a good predictor of the economic success of an individual. Potential employers seek an educated workforce when considering where to locate their business or industry.



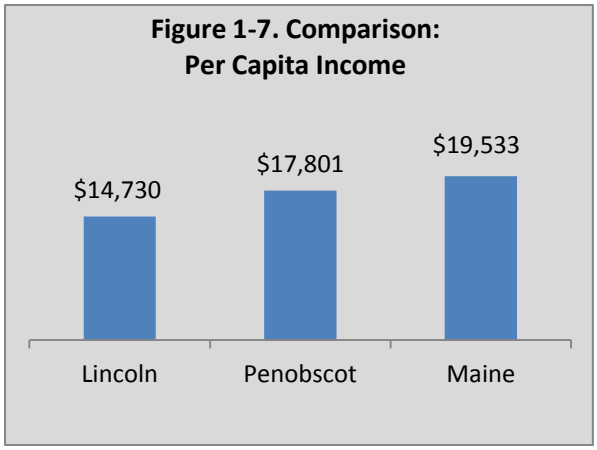


Source: U.S. Census, 1990, 2000

INCOME

Income levels in Lincoln are significantly lower than countywide or statewide. This is not surprising given educational attainment.

PER CAPITA INCOME (income/person) was $14,730 for Lincoln as compared to $17,801 countywide and $19,533 statewide (U.S. Census, 2000).



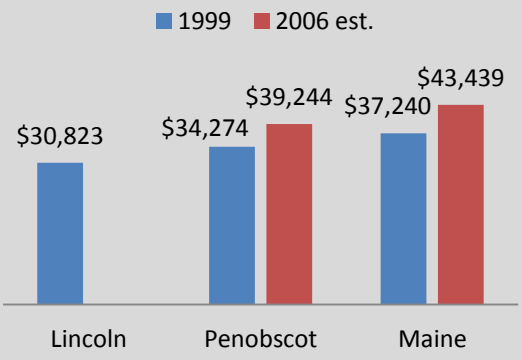
Source: U.S. Census, 2000

MEDIAN HOUSEHOLD INCOME for Lincoln was $30,823 as compared to $34,274 countywide and $37,240 statewide (U.S. Census, 2000, 2007). No 2006 estimate is available for Lincoln. *Note: median means that half of all households had incomes above the figure listed and half had incomes below the figure listed.*

HOUSEHOLD INCOME BY CATEGORY

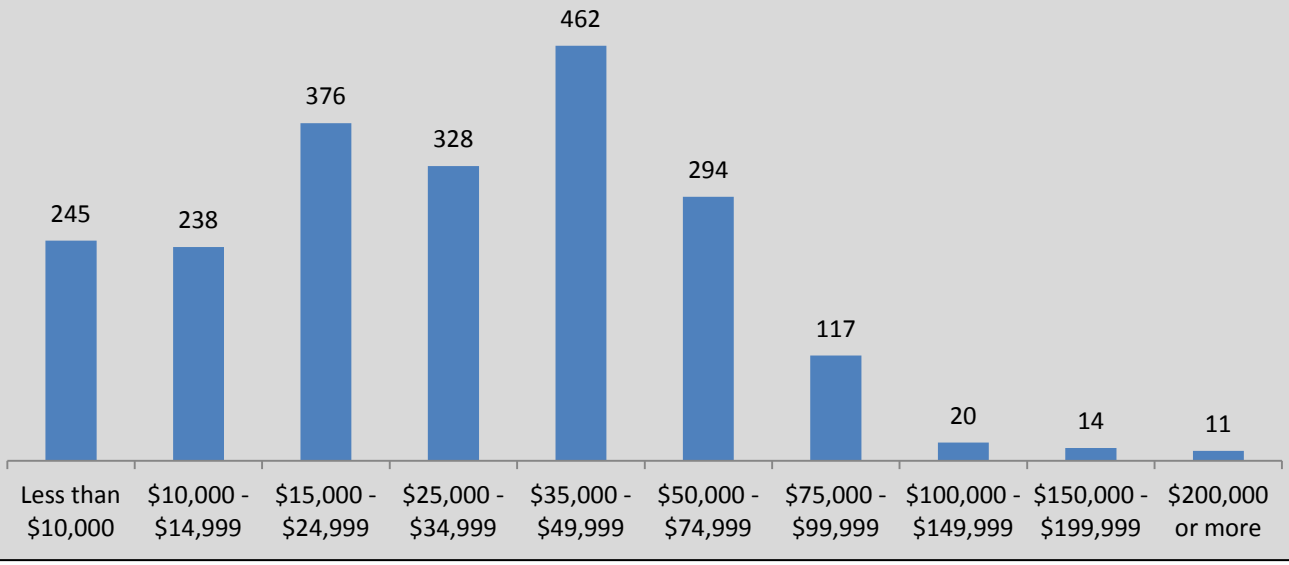
Nearly 80% of Lincoln's households (1,649 households) had incomes of less than $50,000 (U.S. Census, 2000).

Figure 1-8. Comparison: Median Household Income



Source: U.S. Census, 2000, 2007

Figure 1-9. Lincoln: Number of Households by Income Category



Source: U.S. Census, 2000

Lincoln had proportionately fewer households with incomes of more than $50,000 than countywide or statewide (Table 1-4). With the exception of the lowest income category (<$10,000), Lincoln had a higher proportion of households that fall in the categories below $50,000 than countywide or statewide.

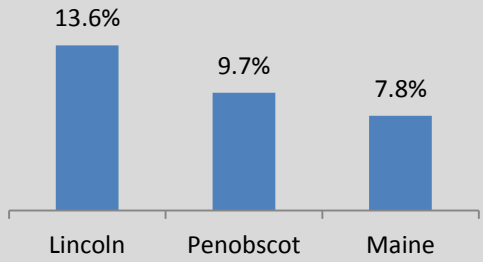
Table 1-4. Comparison: Household Income by Category			
Household Income	Lincoln	Penobscot	Maine
Less than $10,000	11.6%	12.5%	10.3%
$10,000 - $14,999	11.3%	8.5%	7.6%
$15,000 - $24,999	17.9%	15.4%	14.8%
$25,000 - $34,999	15.6%	14.5%	14.2%
$35,000 - $49,999	21.9%	18.1%	18.3%
$50,000 - $74,999	14.0%	17.8%	19.4%
$75,000 - $99,999	5.6%	7.3%	8.4%
$100,000 - $149,999	1.0%	4.0%	4.7%
$150,000 - $199,999	0.7%	0.8%	1.1%
$200,000 or more	0.5%	1.0%	1.3%
Source: U.S. Census, 2000			

POVERTY

Nearly 14% of families in Lincoln were living below the poverty level according to the 2000 Census (Figure 1-10). This was significantly higher than poverty levels for families countywide (9.7%) and statewide (7.8%).

Poverty levels were most severe for families with a female householder with no husband present and related children under age 18: about 62% of all these families were living below the poverty level. Even when these female householder, no husband present families did not have related children, the poverty rate was high (53%).

Figure 1-10. Comparison: Precent of Families Living Below Poverty Level



Source: U.S. Census, 2000

Table 1-5. Lincoln: Characteristics of Those Living Below the Poverty Level			
(Based on Census sample)	Below Poverty Level		Notes: "Family" includes householder and one or more people in the household that are related by birth, marriage or adoption. "Related children" include all people under age 18 related to the householder, regardless of their marital status. Excluded are spouses of householders. Source: U.S. Census, 2000
	#	%	
Families	203	13.6	
Families with related children under age 18 yrs	168	26.8	
Families with female householder, no husband present	116	53.2	
Families with female householder, no husband present with related children under 18 yrs	105	62.1	
Individuals	#	%	
Individuals (includes those living alone or together, including those in families)	873	17.0	
Individuals – related children under 18 yrs	349	28.1	
Individuals – 65 yrs and over	36	4.4	

CHAPTER 2. ECONOMY

Planning Goals:
(1) To promote an economic climate that increases job opportunities and overall economic well-being.
(2) To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

OVERVIEW

The future prosperity of Lincoln is highly dependent on job opportunities and the overall health of the local economy. A town is better able to successfully plan for future prosperity if it understands the long-term economic trends that are affecting the community and region. This chapter examines these issues and others.

GLOBAL AND STATE PERSPECTIVE

Globalization, technology and demographics are the primary factors driving the economy today. These are the long-term "structural" economic trends that are most important to comprehensive planning. These forces are resulting in fundamental changes, such as the shift away from manufacturing and towards a more service-oriented economy. The most significant demographic trend affecting the economy is the aging population and the impending retirements of baby boomers, which will profoundly impact labor markets and reshape long standing patterns of demand for goods and services.

Cyclical changes, such as periods of growth and recession, are less important to comprehensive planning because they are usually temporary changes that do not affect the long-term structure of the economy. Nevertheless, the current downturn in the economy is having a very significant impact at all levels of government and slow economic recovery is expected.

LONGER TERM STRUCTURAL CHANGES

Long term economic trends are summarized below as identified in "An Analysis of High-Demand, High Wage Jobs in Maine" (Center for Workforce Research and Information, Maine Department of Labor, June 2008) predicts the following economic trends:

Globalization – The service–producing sector has accounted for most job growth for decades. The manufacturing sector has been steadily losing jobs. Both of these trends are projected to continue. Globalization is the primary force behind this change.

Technological Changes – Coupled with globalization, technology continues to shape the economy, with the pace of technological change expected to accelerate. Changes in technology have increased the demands for skilled workers. Across the spectrum of Maine workplaces, more is being demanded of workers in terms of knowledge, skills, and abilities required for job performance. Increasingly, Maine's competitiveness is determined by the quality and availability of human capital.

Innovation – As several studies have recently pointed out, innovation is a necessity to succeed in the new economy. Much of the growth will have to come from entrepreneurship and initiative of Maine's smaller businesses, and entrepreneurial startups.

Meeting the Challenge of Economic Transformation – To meet the challenge of providing good paying jobs, several initiatives are underway. These initiatives promote growth of current traditional industries and development of emerging industries in areas where Maine can be competitive globally. Of particular concern has been the promotion and development of industrial clusters, which are geographically concentrated groups of similar or related firms whose synergies can create formidable economic advantages for state and regional economies. The Governor's Economic Development Strategy has targeted several industry clusters for development, including forest bioproducts, biotechnology, information technology, advanced composite materials, precision manufacturing, and marine research.

Support of the creative economy has also been a focal point of recent economic development efforts. The creative workforce may be employed within the creative clusters of industries, in an industry outside the creative cluster, or they may be self-employed. The creative workforce is composed of individuals whose jobs require a high level of skill in the cultural, fine, or applied arts, such as film, textiles and boatbuilding.

The Maine Department of Labor made the following employment projections (September 2006): *Employment opportunities will be concentrated in service-providing industries. Education and health services, retail trade, and leisure and hospitality services are expected to create about three-quarters of all jobs. Many of the fastest growing occupations will be healthcare-related occupations largely due to rapid growth in the number of middle age and elderly people.*

The Maine State Planning Office (The Maine Economy: Year-End Review and Outlook 2000): *Maine's Office of Tourism initiated a study in 2004 to identify the state's untapped tourism potential in the growing national market for nature-based tourism. The whole is greater than the sum of the parts is the concept for nature-based tourism. A nature-based approach is being directed not only to develop new marketing strategies for Maine, but most importantly will be used to coordinate a new layer of emphasis on product development for Maine's tourism industry, one that will seamlessly connect things like hiking or canoe trails from one region to theaters, concert halls and historic downtowns in another region.*

In summary, the structural changes occurring in the economy today, as outlined above, are impacting the Town of Lincoln and the region. They present both challenges and opportunities.

SUMMARY

Where does the local population work and how does the community fit into the economic region (labor market area)?

- Lincoln is the service and employment center for the Lincoln Labor Market Area. About 55% of Lincoln's residents (1,077 people in 2000) worked in Lincoln, while nearly all of the remainder of the working population worked in other parts of Maine.
- Lincoln residents are commuting further today than in the past - commute times have increased from 14.7 minutes in 1990 to 24 minutes in 2000.
- About 279 residents of the labor market area outside of Lincoln are commuting to Lincoln for employment.

Who are major employers in the region and what is their outlook for the future?

- There are a number of major employers in Lincoln including Lincoln Paper and Tissue (406 employees), MSAD #67 (256), Penobscot Valley Hospital (161), Shop N Save (100) and Wal-Mart (79) [Note: approximate number of employees in ().] Other major employers in Lincoln include PK Floats, FASTCO Corporation, Johnston Dandy Company, Haskell Lumber, and GE Goding and Son. Another major employer outside of Lincoln but in the area is WT Gardner and Sons.
- The future of these employers is mixed, particularly given the current recession and the projected slow growth in the population.

Is the economy experiencing significant change, and how does this, or might this, affect the local population, employment and municipal tax base?

- Lincoln's economy is affected by global trends, including the shift from a manufacturing to service sector economy and technological innovations and the need for a skilled workforce. Demographic changes, including the loss of traditional working age people and the needs of the aging population, are also factors. The future prosperity of the area will be contingent on the ability of the private sector to adapt and take advantage of these changes.
- The continued diversification of Lincoln's economic base and the Town's proactive approach to economic development will support the changes necessary for economic prosperity.
- Educational attainment for Lincoln residents lags behind countywide and statewide levels, which may be a factor in attracting new industries.

What are the community's priorities for economic development? Are these priorities reflected in regional economic development plans?

- The Town's priorities for economic development have included revitalization of the downtown, improvements to the infrastructure – including recreational amenities and development of the industrial park, tax increment financing districts, participation in Pine Tree Zones, a business promotional program, and an overall proactive economic development program. The Town has utilized several state grant programs to fund many of these initiatives.
- Lincoln works with and utilizes the services of the Eastern Maine Development Corporation on an ongoing basis to take advantage of opportunities and to assure that the Town continues to serve as a strong service center community for the region.

Is the downtown deteriorating or thriving? How is this affecting the community?

- Lincoln has an attractive and thriving downtown that was revitalized with many infrastructural improvements since the fires in 2002. This effort is ongoing. There are very few vacant storefronts in the downtown, and only one vacant commercial building at Lincoln Plaza. Establishment of new businesses and business expansions has been ongoing.

Are natural resource-based industries (including farming and forestry) important in the community and, if so, are they growing or declining? What steps has the community taken to support these industries?

- The forest products industry is a significant part of the local economy. Lincoln Paper and Tissue, Lakeville Shores/HC Haynes, the Edwards Family and Thompson Trucking are within the top ten taxpayers and provide jobs both directly and indirectly. There is an increasing demand for wood products for energy production that is fueling growth in the forest products sector. The Town has utilized tax increment financing (TIF) to support expansion of Lincoln Paper and Tissue, and also encourages the use of the Tree Growth property Tax Program.
- The Rollins Mountain Wind Farm is a significant addition to the tax base of the town. TIF financing has been used to support this project.

Is tourism an important part of the local economy? If so, does the community want to foster this industry and what steps can it take to strengthen tourism?

- Tourism is important to the local economy. The Town works hard to promote and support the Lincoln Lakes Region's four-season recreational opportunities, including maintaining the water quality of the lakes, providing public access to lakes, supporting snowmobiling and ice fishing activities, and providing parks and recreational programs.

What role do home occupations play in the community, if any?

- As a rural community, home occupations are an important part of Lincoln. In some cases businesses have started out as home occupations, and then expanded into separate businesses.

Are there appropriate areas within the community for industrial or commercial development? If so, are performance standards necessary to assure that industrial and commercial development is compatible with the surrounding land uses and landscape?

- The Town has provided a number of locations for commercial and industrial development in its land use regulations. The Town also has an industrial park. Lincoln's ordinance allows a broad spectrum of businesses and industries in a variety of locations, including the industrial park, the downtown and in rural areas, as appropriate. The ordinance also includes performance standards designed to assure that development is compatible with surrounding land uses and the landscape.

What types of public facilities, including sewer, water, broadband access or three-phase power, are needed to support the projected location, type, and amount of economic activity, and what are the issues involved in providing them?

- Many areas of Lincoln have adequate public facilities, including water, sewer, three phase power, and broadband internet access. Lincoln also has the advantage of easy access to and from I-95. The Pan Am Railroad (Maine Central) runs north-south through Lincoln with a siding at Lincoln Paper and Tissue.

- The Town also has an airport and plans to have a seaplane base. The industrial park (Lincoln Industrial West), which is adjacent to the airport, will be upgraded in the near future with infrastructure including sewer, water, 3-phase power, and roads.
- A major impediment to additional commercial development is the lack of sewer and water in areas otherwise suitable for development.

SUPPORTING DOCUMENTATION

LINCOLN: YESTERDAY AND TODAY

Planning for the future requires an understanding of Lincoln's past and present. The region's vast natural resources have been and continue to be the basis of its economy. Native Americans, the earliest residents of the region, relied on the area's vast natural resources for sustenance. As the area was settled by Europeans, lumbering and agriculture became the primary economic activities. Rapid population growth during the 1830s spurred the establishment of sawmills, building trades, blacksmith shops, harness makers and mercantile enterprises. Industries during the 1800s included a spool mill, quarrying, and pulp and paper production. Lincoln was rapidly becoming a service center community for the region.

Lincoln's economy became dominated by manufacturing with the establishment of Lincoln Pulp and Paper around 1882. Since then the mill has gone through economic highs and lows, several ownerships and modifications in production. The prosperity of the community was very dependent upon the prosperity of the mill. During the mid-late 1900s the vitality of the downtown was also negatively impacted by retail development in Bangor.

Lincoln's downtown has undergone significant changes in recent years due to two fires in January 2002. As a result of these fires, Lincoln used several grants to continue efforts to revitalize the downtown.

Today, Lincoln has an attractive and thriving downtown and retail and service sector, and several manufacturing establishments. Lincoln Paper and Tissue employs over 400 people and is a modern facility that is the only integrated producer of deep-dyed tissue in the world. New businesses since 2000 include: Wal-Mart, Machais Savings Bank, the Family Dollar Store, and the Movie Gallery. A number of businesses, such as Bangor Savings Bank, NAPA Auto Parts, Lincoln Motor Supply and the Lincoln Maine Federal Credit Union have built new buildings and/or expanded.

Lincoln's economic role within the region today is one of a service center community within a very rural area of high value natural resources including the Penobscot River, many lakes and streams, and expanses of working forests. Tourism and recreation are economically important year-round, with seasonal residents and visitors enjoying summer and winter activities.

Lincoln also serves as a gateway to areas to the north including Baxter State Park and to areas to the east extending to the Grand Lake Stream area. Tourists often stop in Lincoln to shop, eat and stay overnight before heading into these more remote areas.

Lincoln's economy today appears to be relatively stable despite the current recession. The Town has been proactive in promoting economic development through improvements to the infrastructure, marketing, economic incentives, and an active recreation program. Some people have suggested that more residents of the region are shopping in Lincoln instead of traveling to Bangor because of higher fuel prices. Additionally, more people from the north appear to be coming to Lincoln to shop due to the loss of businesses and economic hardship in the Millinocket area.

LINCOLN'S ECONOMIC DEVELOPMENT PROGRAMS

The Town has been and continues to be proactive in promoting economic development. Efforts during the 1980s included collaboration with the private sector to renovate and revitalize the downtown and the establishment of a 730 acre industrial zone. More recently, the Town established the position of Economic Development Director, who was instrumental in overseeing the revitalization of the downtown following the fires in 2002. That effort continues today with work to develop a key property on the corner of Main Street.

The Director is also involved in providing support to existing and new businesses, seeking grants for infrastructure improvements, managing grant programs, overseeing the tax increment financing program, and other activities to encourage economic activity.

The Town also has a Community Events Coordinator who is responsible for coordinating special events designed to showcase the downtown and make the community more attractive as a place to live, work and play.

The Lincoln Lakes Region Chamber of Commerce is also involved in promoting economic development in Lincoln and the region. The Chamber promotes the area through its WEB page and sponsorship of a number of activities and festivals throughout the year. The Chamber also provides business information and assistance to its members.

TOWN ECONOMIC DEVELOPMENT STUDIES, PROJECTS AND OTHER EFFORTS

The following is a listing of studies, grants and other projects that the Town has undertaken:

TRADE AREA ANALYSIS OF RETAIL SALES FOR LINCOLN, University of Maine Cooperative Extension (1999/2000) – examined retail sales in Lincoln for 1990, 1997 and 1998

BUSINESS VISITATION PROGRAM, TOWN OF LINCOLN, Maine Department of Labor and Maine Chamber and Business Alliance – survey of retail and service businesses in 2000 – topics included critical areas to focus on to remain competitive, purchases, expansions/retentions, business assistance, employment, local services, planning and development, community development and community marketing.

QUALITY OF MAINE STREET STUDY, 2003 UPDATE, Planning Decisions, May 2003 – update to 1998 Quality of Main Street Program study. The studies made recommendations to improve the retail and services sectors of Lincoln's economy.

THE RESTORE LINCOLN PROJECT was redevelopment of the downtown in response to the double fires on Main Street in January 2002 - included the following loans/grants and programs:

- Community Development Block Planning Grant (Maine Department of Economic and Community Development) - Used to update 1996 Quality of Main Street Report and to produce an artist rendering of the "vision" for Main Street.
- Downtown Initiative Grant - Downtown Community Development Block Grant (Maine Community and Economic Development - $400,000 for downtown initiative (i.e., redevelopment of east side of Maine Street, purchase of two parcels, construction of lakeside boardwalk, replacement of sidewalks, and development of a new parking lot.
- Construction of new Gazebo, which was funded by the Lincoln Relief Fund ($7,500).
- Acquisition of the Rush Building through the Housing and Urban Development Program and a Maine Department of Transportation $10,000 Gateway Grant.
- Economic Development Infrastructure Grant (Maine Department of Economic and Community Development) - $150,000 for property acquisition on west side (corner) of Maine Street (former Lake Mall and Ayer lots). Town to repay money when lots are sold. Penquis is developing elderly housing at this site.
- U.S. Economic Development Administration and Rural Business Enterprise Grant (U.S. Department of Agriculture) – Two grants totaling $90,000 which were used to hire a consultant for planning and site marketing.

PROMOTIONAL ACTIVITIES

The Community Events Coordinator has been involved in most of the following promotional activities, many of which are ongoing:

- Cooperative Television Campaign
- Town Advertising Brochure
- Holiday Showcase at Town Office
- Christmas Tree Lighting Ceremony
- Fall Festival
- Retail WEB Advertising
- Downtown Banners
- Home Holiday Shopping
- Town Color Brochure
- Professional Radio Theme Promotions
- Breakfast with Santa
- Family Fun Day
- Halloween Party for All
- Homecoming
- Business Visitation Program Business Informational Symposium I., 2000
- Bangor Daily "Experience Maine" publication
- Business Informational Symposium II, 2001
- Trail System
- Children's Pond
- Skating Rink
- Community Center Trust Fund
- Community Gazebo
- Restore Lincoln (tree planting) Contemporary Parks

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ECONOMIC INCENTIVES

LINCOLN'S INDUSTRIAL ZONE

Lincoln's industrial zone consists of about 730 acres that includes the Lincoln Industrial West (town industrial park), Lincoln Airport, ten acres of inactive landfill, and the recycling and transfer station, as well as several residences and a cemetery. The industrial zone is located with easy access to Interstate 95. Development of the Industrial West facility is in the planning stage, which includes plans for infrastructure including sewer, water, roads and 3-phase power. The Town plans to use TIF financing to make these improvements.

LINCOLN'S TAX INCREMENT FINANCING DISTRICT

Tax Increment Financing (TIF) is a sophisticated economic development tool used for a wide range of economic development activities. Simply stated, it is a tool that allows a town to direct property tax income from new development to a fund for specific economic development activities. To establish a TIF Program a town must define a TIF District (an area where TIFs can be granted) and adopt policies for granting TIFs in accordance with state law. Some or all of the new property tax income can be used in the TIF District or to support development within the District. A major fiscal benefit to the town is that the new valuation from the development is not added to the town's total valuation. The higher the town's valuation, the higher its proportional share of funding for schools, the more it pays in county taxes, and conversely the less it gets in state revenue sharing and general purpose school funding.

The Town of Lincoln adopted a Tax Increment Financing Program in 1998. Lincoln's TIF District includes an area around Lincoln Paper and Tissue, where the funds were used to upgrade the facility. The Town has also established an elderly housing TIF associated with the Penquis Lakeview Senior Housing project, and a TIF for the Rollins Wind project. Lincoln's TIF Program allows for the development of new TIF Districts. The primary objectives of Lincoln's TIF Program are:

- Create permanent year-round jobs, or
- Retain high quality year-round jobs, or
- Diversify the economic base of the community, or
- Expand the attractiveness of the Town as a tourist destination.

PINE TREE ZONE PARTICIPATION

Lincoln is located in the Penobscot Valley Pine Tree Zone. Maine's Pine Tree Zone program is a performance-based tax incentive initiative designed to stimulate growth in targeted business sectors and targeted areas of the state. Businesses qualify for the program through job creation, and certification is based on future performance, including net new employment and property investment. Pine Tree Zone benefits include: a 100% refund of corporate income tax and insurance premium tax for five years; a 50% refund for an additional five years; a return of 80% of the state income taxes withheld for net new employees through Employment Tax Increment Financing; 100% sales and use tax exemption on equipment purchases; 100% sales and use tax reimbursement on construction materials, local option Tax Increment Financing, and reduced electric rates. Major industries targeted in the Penobscot Valley Pine Tree Zone include: forest products, biotechnology, electronic equipment, automotive, paper products, information services, tourism and recreation.

To date, the following Lincoln businesses have taken advantage of the Pine Tree Zone incentives:

- Lincoln Paper and Tissue, certified in 2004
- FASCO Corporation, certified in 2005
- Haskell Lumber

NEW ECONOMIC DEVELOPMENT INITIATIVES

The Town has identified the following economic development initiatives for the future:

- Parking lot at the new Penquis elderly housing project (Lakeview Senior Housing)
- Expansion and upgrading of the town's aging sewer and water systems
- Building facade improvements
- New Public Works Building to support improved maintenance of infrastructure
- Industrial Park development
- Airport improvements
- Transfer Station improvements
- Public Beach improvements

MAIN STREET MAINE PROGRAM

Lincoln has also considered involvement in the Maine Main Street Program administered by the Maine Development Foundation's Downtown Center. The program is designed to foster downtown development that results in economic development, business growth, job creation, housing revitalization, historic preservation, and cultural enhancement. Main Street communities are selected through a statewide competitive process during which they are judged on five criteria: (1) local funding commitment, (2) breadth of support, (3) existence of a vision and work plan for downtown revitalization, (4) existing capacity, and (5) the likelihood of demonstrable change. The program does not offer grants or loans, but does offer extensive information and technical assistance on establishing a Maine Street Program. The designation also offers a slight competitive advantage when applying for grants. Lincoln has not participated in this program, to date, due to a lack of financial resources, but hopes to in the future.

LINCOLN'S INFRASTRUCTURE AND LAND USE REGULATIONS

Lincoln's land use regulations allow a broad spectrum of businesses and industries in a variety of locations, including the industrial park, the downtown and in many rural areas, as appropriate. The restrictions are greatest in the downtown residential districts and the aquifer protection districts. The ordinance also includes performance standards designed to assure that commercial and industrial development is compatible with surrounding land uses and the landscape.

The downtown and some adjacent areas have adequate public facilities, including water, sewer, three phase power, and broadband access. Lincoln also has the advantage of easy access to I-95, a municipal airport and rail service. A major impediment to additional commercial development is the lack of sewer and water in areas otherwise suitable for development.

EMPLOYMENT AND THE ECONOMY

Employment in rural Maine differs substantially from that of urban Maine. Rural areas, like Lincoln, have fewer jobs per capita, lower labor force participation, and a higher rate of unemployment. People's occupations in rural areas differ from those in urban areas, reflecting greater reliance on manufacturing. Since rural residents must commute greater distances to find work, benefits are diminished by increased commuting time, transportation costs, and lack of access to child care and services. Many of these characteristics are evident in the following data.

LABOR FORCE CHARACTERISTICS

A town's labor force is defined as the number of people residing in the town who are either employed or are receiving unemployment compensation. Lincoln's labor force had 85 fewer individuals in 2000 than in 1990 (2,253 individuals in 1990, 2,168 individuals in 2000). To some extent the loss in the size of the labor force may reflect the overall loss of population during the 1990s.The labor force participation rate, or percent of people in the labor force for both 1990 and 2000 was 53%. The unemployment rate was 7% in 1990 and 4% in 2000.

Lincoln's labor force was 53% of people age 16 and over, which was significantly lower than countywide (64%) and statewide (65%). Lincoln's unemployment rate was 4.0%, which was higher than both countywide (3.6%) and statewide (3.1%). These figures are not surprising given the very rural nature of Lincoln and surrounding areas.

Nearly 75% of Lincoln's labor force was private wage and salary workers (Table 2-1). This would have included people working at the many of the region's major employers, such as Lincoln Paper and Tissue, the Penobscot Valley Hospital and Wal-Mart. This would also include people working in private businesses including self-employed persons in their own incorporated businesses. For Lincoln, nearly 20.7% were government workers and 4.7% were self-employed. Lincoln had proportionately more government workers than countywide and statewide, perhaps because it is a service center community. Government workers include those employed by town, county and state governments, and school districts.

Table 2-1. Comparison: Labor Force and Employment Characteristics of Population Age 16 and Over

Category	# of People	Percentage of Total		
		Town	Penobscot	State
Participation in the Labor Force				
In Civilian Labor Force	2,168	53.1%	64.0%	65.3%
Not in Labor Force	1,915	46.9%	36.0%	34.7%
Civilian Labor Force Employment and Unemployment				
In the Civilian Labor Force and Employed	2,003	49.1%	60.1%	61.8%
In the Labor Force and Unemployed	165	4.0%	3.6%	3.1%
Class of Worker				
Private Wage and Salary Workers	1,494	74.6%	76.0%	75.9%
Government Workers	415	20.7%	16.6%	14.5%
Self Employed, but not in Own Incorporated Business	94	4.7%	7.2%	9.3%

Source: U.S. Census 2000, figures are based on a sample

UNEMPLOYMENT TRENDS

Lincoln is within the Lincoln Labor Market Area (LMA)[9]. This is the area where most residents find or seek employment according to the U.S. Bureau of Labor Statistics.

Unemployment rates in Lincoln and the Lincoln LMA have been consistently higher than the statewide rates since 2003 (Figure 2-1). Lincoln Pulp and Paper shut down and laid-off 500 employees in January 2004, which explains the very high unemployment rates for residents of Lincoln and the LMA in 2004 (11.7% and 10.5%, respectively). The mill was purchased and became Lincoln Paper and Tissue in May 2004 and put a small number of workers back to work. Since then, the mill has gradually added to its workforce with over 400 employees today. Mill layoffs in East Millinocket probably also account for the higher unemployment rates in Lincoln and the LMA.

Figure 2-1. Comparison of Unemployment Rates

	2003	2004	2005	2006	2007
Lincoln	8.8%	11.7%	7.7%	7.0%	7.1%
Lincoln Labor Market Area	8.4%	10.5%	7.2%	6.7%	7.0%
Maine	5.0%	4.6%	4.8%	4.6%	4.7%

Source: Maine Department of Labor

Lincoln's civilian labor force was 2,337 individuals as of October 2008 according to preliminary data from the Maine Department of Labor. Lincoln's unemployment rate was 6.7%, as compared to 5.6% countywide and 5.2% statewide.

[9] *The Lincoln LMA includes: Burlington, Carroll Plantation, Chester, Drew, Lakeville, Lee, Lincoln, Prentiss, Springfield, Twombly unorganized, Webster, Whitney unorganized, and Winn. Labor market areas are based on commuter patterns from the 2000 Census as calculated by the U.S. Bureau of Labor Statistics.*

COMMUTER PATTERNS

The average commute time for Lincoln residents increased from 14.2 minutes in 1990 to 24 minutes in 2000. Nearly 90% of people commuted alone, while another 9% carpooled. Today, more Lincoln residents are working outside of Lincoln than in the past. In 1990, about 23% of Lincoln's residents worked out of town[10], as compared to 45% in 2000 (Table 2-3). About 55%, or 1,077 of Lincoln's residents worked in Lincoln, and 876 work outside Lincoln.

Table 2-2. Lincoln Residents: Means of Transportation to Work		
	#	%
Car, truck, or van; drove alone	1,578	80.8%
Car, truck, or van; carpooled	172	8.8%
Public transportation	0	0.0%
Motorcycle or bicycle	0	0.0%
Walked	126	6.5%
Other means	8	0.4%
Worked at home	69	3.5%
Total	1,953	100.0%
Source: U.S. Census Bureau, 2000		

Table 2-3. Lincoln Residents: Work Locations	
Location	#
Lincoln*	1,077
Bangor	216
Millinocket	132
Veazie	64
Winn*	47
Orono	41
Enfield	37
East Millinocket	33
Old Town	29
Eddington	26
Howland	24
Lee & Springfield*	21
Other Penobscot Co.	101
Aroostook Co.	9
Washington Co. & Hancock Co.	36
Piscataquis Co.	15
Knox Co. & York Co.	15
Massachusetts	30
Total	1,953
* Lincoln LMA; Source: U.S. Census, 2000	

Lincoln's Workforce – Place of Residence

Lincoln's labor force was 2,124 people for the 2000 Census (Table 2-4). A total of 1,047 people, which was 49% of Lincoln's workforce, resided outside of Lincoln. Of those commuting to Lincoln to work, 279 resided in the Lincoln LMA.

Nearly 51% of Lincoln's workforce, or 1,077 people, also resided in Lincoln.

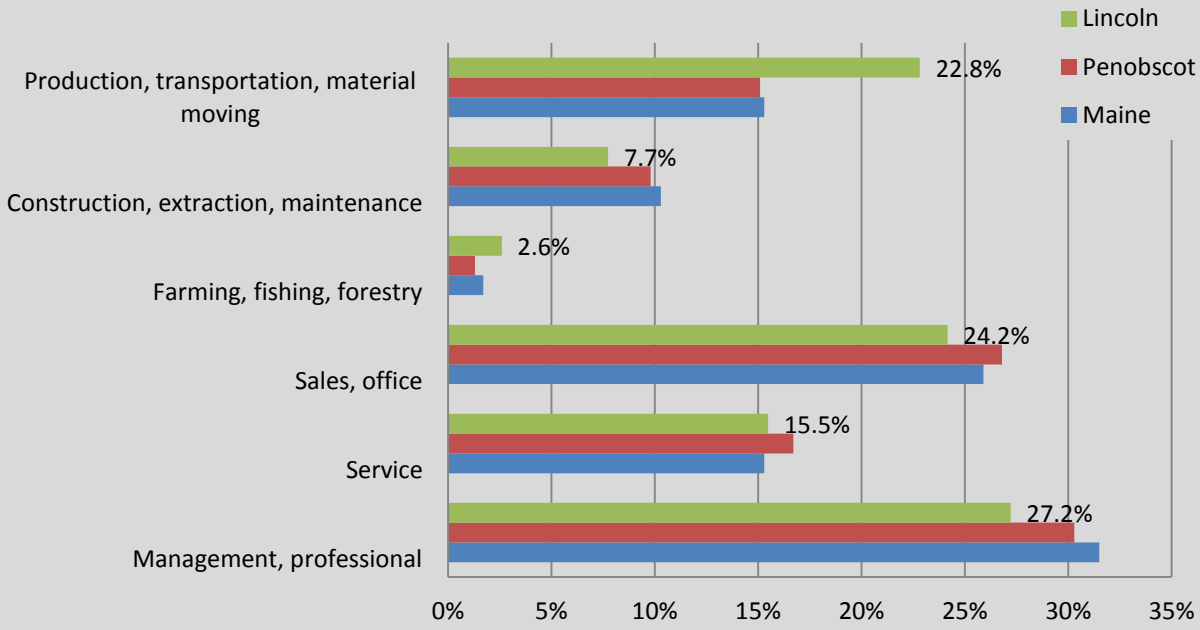
Table 2-4. Residence of Lincoln's Labor Force	
Location	#
Lincoln	1,077
Enfield	166
Chester*	91
Lee*	81
Howland	55
Mattawamkeag	45
Bangor	43
Springfield*	32
Orono	28
Winn*	26
Burlington*	26
Lowell	25
East Millinocket	23
Rest of Lincoln LMA*	23
Rest of Penobscot Co.	235
Aroostook Co.	35
Waldo Co.	20
Piscataquis & Somerset Co.	66
Hancock & Washington Co.	19
Maryland	8
Total	2,124
* Lincoln LMA; Source: U.S. Census, 2000	

[10] *Lincoln Comprehensive Plan, 1995*

OCCUPATIONS OF LINCOLN RESIDENTS

Lincoln's population had a broad range of occupations for the 2000 Census. The occupations of Lincoln's residents are characteristic of a rural service center with a significant manufacturing base. Nearly 23% of residents were employed in production and transportation occupations, many of which are manufacturing jobs. This compares with about 15% of occupations countywide or statewide. Proportionately more of Lincoln's residents had natural resource based occupations (farming, forestry) than either countywide or statewide. Employment in sales, office and service occupations reflect Lincoln's role as a service center community.

Figure 2-2. Comparison of Occupational Profiles, 2000



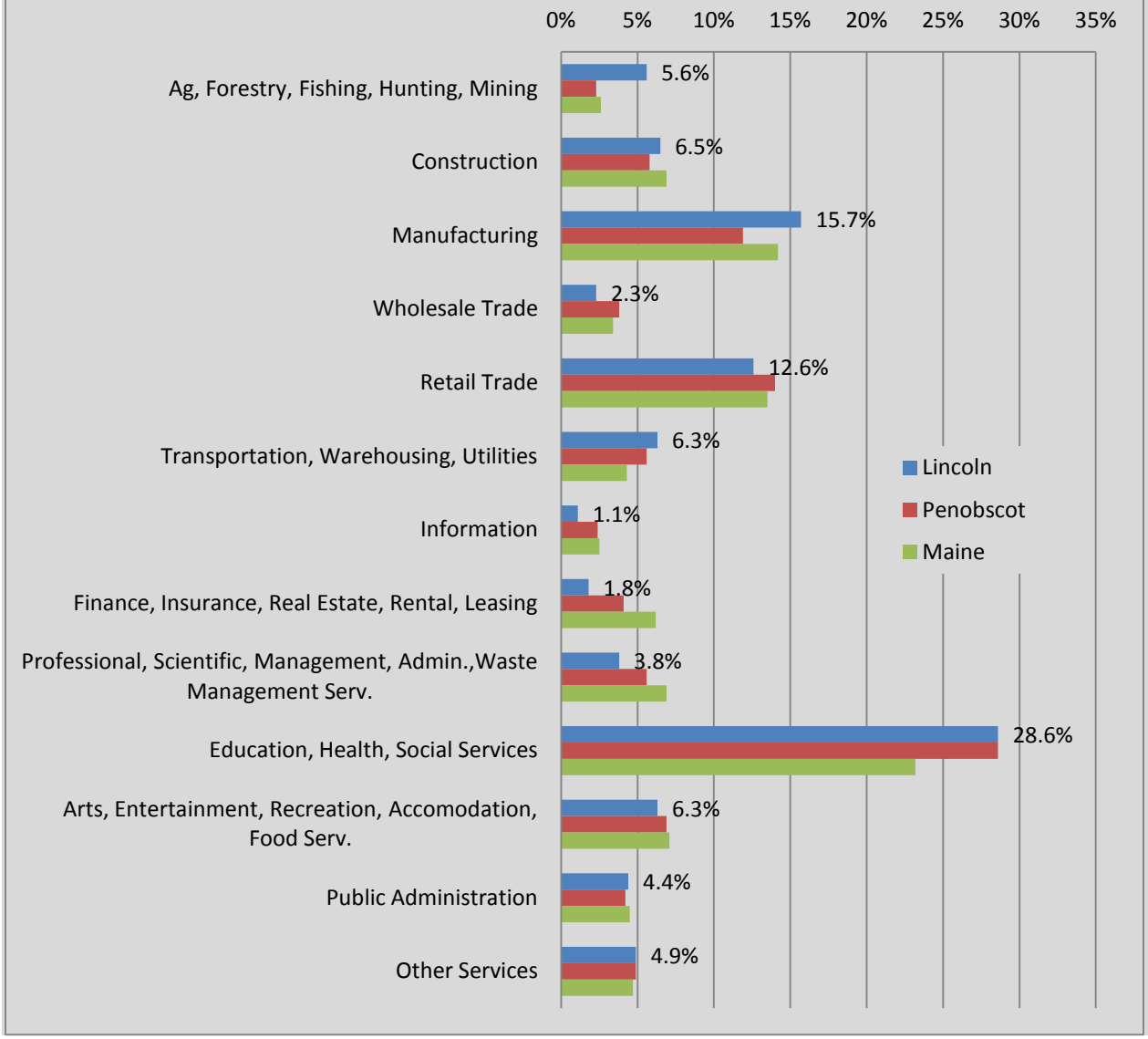
Source: U.S. Census, 2000

RESIDENT EMPLOYMENT BY INDUSTRIAL SECTOR

Lincoln's most significant industrial sectors were education, health and social services (29% of resident employment); manufacturing (16% of resident employment); and retail trade (13% of employment) according to the 2000 Census (Figure 2-3). Education, health and social services would include people employed at the schools, the hospital, medical offices and social service agencies. Employment in manufacturing would include those employed at Lincoln Paper and Tissue and other industries. Employment

in retail trade, as well as some of the other industrial sectors displayed in the figure, reflect Lincoln's role as a service center community.

Figure 2-3. Comparison: Resident Employment by Industrial Sector, 2000



Source: U.S. Census, 2000

MAJOR BUSINESSES AND EMPLOYERS

The diversification of Lincoln's tax base and employers is a positive trend that can provide a hedge during difficult economic times. In the past the Town was very reliant on Lincoln Pulp and Paper for its tax base and for employment.

The 1995 Comprehensive Plan reported that Lincoln Pulp and Paper was 33% of the Town's tax base and employed 2,095 people. Today, Lincoln Paper and Tissue is about 18% of the tax base and employs 406 people.

Table 2-5. Top Ten Taxpayers			
Owner	Valuation	% of Total	Type of Business
Lincoln Paper and Tissue	$55,715,500	17.8	Paper Industry
Bangor Hydro Electric	$5,564,400	1.8	Utility
Wal-Mart	$2,692,300	.8	Retail
Lakeville Shore/HC Haynes	$2,012,915	.6	Forest Land
Hannaford Brothers	$1,951,740	.6	Retail
Colonial Acres	$1,574,900	.5	Nursing Home
Lincoln Realty Associates	$1,159,500	.4	Elderly Housing
Homestead Associates/ Bailey Park Apartments	$1,156,400	.4	Elderly Housing
Edwards Family	$1,129,215	.4	Forest land
Thompson Trucking	$1,002,710	.3	Trucking/Forest Harvesting
Source: Lincoln Tax Assessor, 2008			

The diversification of Lincoln's tax base is further evident in the fact that the top ten taxpayers pay only 18.9% of Lincoln's tax base. However, four of the top ten are involved in the forest products industry.

Table 2-6. Lincoln's Major Employers		
Employer	# Employees	Type Of Business
Lincoln Paper and Tissue	406	Paper Industry
RSU #67	256	School District
Penobscot Valley Hospital	161	Medical/ Hospital
Shop N Save	100	Retail/Grocery
Wal-Mart	79	Retail
Source: Lincoln Tax Assessor, 2008		

Other major employers in Lincoln include PK Floats, FASTCO Corporation, Johnston Dandy Company, Haskell Lumber and GE Goding and Son. Another major employer outside of Lincoln but in the area is WT Gardner and Sons. The future of these employers is mixed, particularly given the current recession and the projected slow growth in the population.

RETAIL AND SERVICE SECTORS

This section provides an update to the 2003 Update of the Lincoln Quality of Maine Street Study, which is the most current detailed analysis of Lincoln's retail trade and business situation.

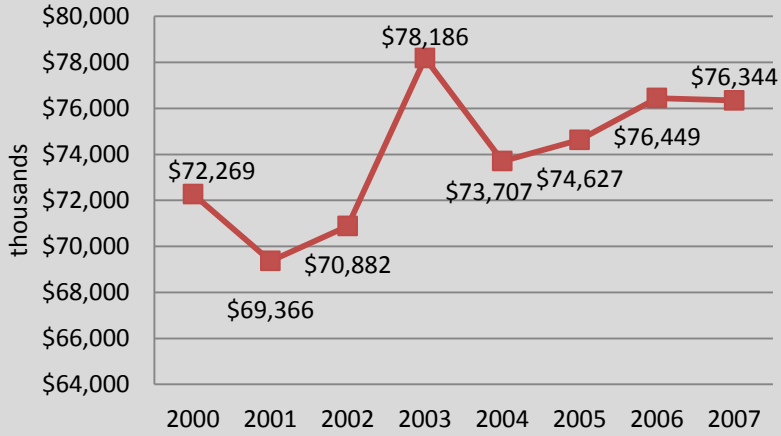
Taxable consumer retail sales data can be used to evaluate Lincoln's retail sales activity. Taxable consumer retail sales are those sales where a sales tax is collected, and do not include non-taxable items such as food eaten in the home.

Total consumer retail sales for Lincoln have fluctuated considerably between 2000 and 2007 (Figure 2-4). The drop in sales for 2004 reflects less spending locally due to mill closings in the region, including

Lincoln Pulp and Paper and mills in Millinocket and Old Town. Retail sales then started to pick up, until fuel and energy prices began to rise, which again affected overall levels of spending.

Total consumer retail sales displayed in Figure 2-4 have not been adjusted for inflation. Table 2-7 and Figure 2-5 display these sales by retail sales category. Total retail sales actually decreased by 14% when adjusted for inflation (inflation increased by 20% between 2000 and 2007) between 2000 and 2007 (Table 2-7).

Figure 2-4. Lincoln: Total Consumer Retail Sales (in thousands of dollars), 2000 to 2007



Source: Maine State Planning Office

Table 2-7. Lincoln: Change in Consumer Retail Sales (in thousands of dollars) from 2000 to 2007

Year	Building Supply	Food Store	General Merchandise	Auto, Transport.	Restaurant	Lodging	Other Retail	Total
2000	$4,418.5	$6,188.9	$16,705.9	$31,213.2	$5,281.2	$142.9	$2,983.4	$72,268.7
2007	$7,724.6	$6,991.0	$20,443.6	$30,931.9	$6,109.6	$624.5	$3,518.3	$76,343.5
$ Change	$3,306.1	$802.1	$3,737.7	-$281.3	$828.4	$481.6	$534.9	$4,074.8
% Change	75%	13%	22%	-9%	16%	337%	18%	6%
% Change Adjusted for Inflation	55%	-7%	2%	-29%	-4%	317%	-2%	-14%

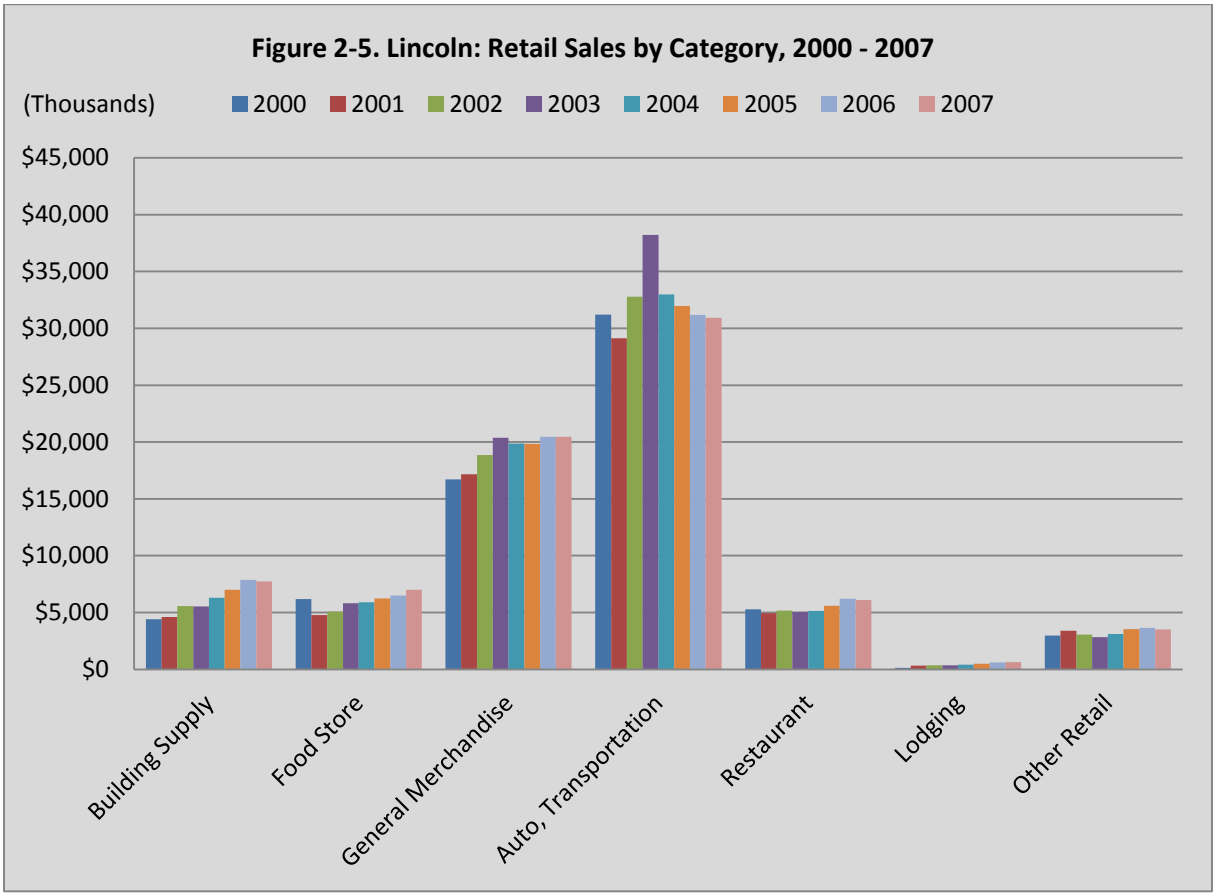
Source: Maine State Planning Office

Some retail sales sectors fared better than others. The largest dollar increases were in building supply ($3.3 million) and general merchandise ($3.7 million). The building supply category sales actually grew faster at 55%, when adjusted for inflation, as compared to 2% for the general merchandise category. The increase in the building supply category may reflect the increase in home construction following 911 terrorists' attacks.

Retail sales for the auto category (dealers, parts, etc.) were the largest at around $31 million for both 2000 and 2007, but were the sector where there was the greatest loss ($281 thousand), or a decrease of 29% after adjusted for inflation. This may reflect people purchasing fewer cars due to the economy, including the cost of fuel.

Retail sales in the lodging category grew by 317% (adjusted for inflation) from about $143 thousand to $625 thousand. Overnight lodging for out-of-town construction employees during the mill expansion and the construction of the Stetson Wind Farm may account for some of this increase.

Retail sales associated with food stores, restaurants, and other retail actually declined by -7%, -4% and -$2%, respectively.



Key to Retail Sales Categories:

Building supply *- stores sell durable equipment sales, contractors' sales, hardware stores and lumber yards.*

Food Stores *- all food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since food intended for home consumption is not taxed.*

General merchandise *stores carry product lines generally carried in large department stores, including clothing, furniture, shoes, radio-TV., household durable goods, home furnishings, etc.*

Other retail *- a wide variety of taxable sales not covered elsewhere, such as dry goods stores, drug stores, jewelry stores, sporting goods stores, antique dealers, morticians, book stores, photo supply stores gift shops, etc.*

Auto *- all transportation related retail outlets, including auto dealers, auto parts, aircraft dealers, motorboat dealers, auto rental, etc.*

Restaurant and lodging *- stores sell prepared food for immediate consumption; lodging includes only rentals tax.*

According to the ***2003 UPDATE OF THE LINCOLN QUALITY OF MAINE STREET STUDY*** Lincoln's business community serves a number of economic roles as listed below. Information on these roles has been updated using the analysis on the last page.

- A convenience retail goods and service center – the 2003 update suggested Lincoln was continuing to serve this role in the region. Expansion of the Shop N Save, new auto parts stores and similar activity suggested that this role has remained strong.
- A comparison retail goods center – the 2003 update suggested the role was evolving with a 25% increase in the general merchandise sales between 1995 and 2001, while sales in stores classified as "other retail", which generally includes specialty retailers, increased by only 5.3% during that time period. The conclusion was that general merchandise stores were capturing an increasing share of potential sales, while specialty stores were losing an increasing share of sales. This situation appears to be continuing with continued increases in retail sales in the building supply and general merchandise categories between 2000 and 2007 (Figure 2-5). This probably reflects the strength of Wal-Mart and Mardens in the regional economy. There was little increase in sales in the other retail category, probably reflecting continuing competition from the Bangor area, including the mall.
- A food and beverage center – Lincoln continues to struggle in this area. Sales by restaurants and lodging establishments declined by about 2.8% between 1995 and 2001 (2003 update). These sales (lodging and restaurant combined) increased from $5.5 million to $6.7 million between 2000 and 2007, but after accounting for inflation this was an increase of only 1.8%. While this suggests some gain, particularly in the lodging category, it still suggests that there is "leakage of sales" out of Lincoln due to competition with restaurants in Bangor.
- A local financial services center – The 2003 update suggested that Lincoln continued to play a strong role as a local financial services center. With continued investment by this sector in new and expanded facilities, this role is probably secure for the foreseeable future. This sector is still very strong in Lincoln.
- A local professional services center – Lincoln also continues to play a significant role as a local professional services center serving the day-to-day needs of resident of the trade area for medical, legal, accounting, and similar professional services. Medical services have increased very significantly with the Kidney Dialysis Center, the Veterans Center and the HAS expansion.
- A recreational/entertainment center – The 2003 update stated that Lincoln's role as a recreational/entertainment center was problematic at best. The trade area was considered too small to support most commercial recreation and entertainment facilities. Recent efforts to provide entertainment and recreational facilities on a for-profit bases have had mixed results and the options available to Lincoln are limited.

CHAPTER 3.HOUSING

Planning Goal:
To encourage and promote affordable, decent housing opportunities for all citizens.

OVERVIEW

Housing is perhaps the most basic of human needs. As such, it is a centerpiece of planning for the future well-being of the community.

STATE AND REGIONAL PERSPECTIVE

The most significant trends in Maine's housing relate to the growth in the number homes despite slow population growth, and the fact that housing costs are increasing faster than incomes. There has been a significant increase in the number of new housing units over the past decade even though there has been relatively slow population growth. Several reasons for this phenomenon include: (1) fewer people per household resulting in the need for more housing units; (2) people upgrading by building new homes or buying manufactured housing, (3) people building second homes for seasonal use, and (4) investors purchasing homes and land as an alternative to investing in the stock market.

The demand for new housing has been a major factor affecting the affordability of housing. Housing was still generally affordable in many parts of Maine during the 1990s. Since then housing has become less affordable, as a result of the increasing demand for housing as described above and the in-migration of more affluent people seeking year-round or second homes. Property values have increased significantly as a result. First-time homebuyers, seniors on fixed incomes, and lower income residents have been the hardest hit by the increasing cost of housing. Middle income families are also struggling to find affordable housing in many areas of the state.

The greater Lincoln area has been less affected by these trends than other areas of the state, such as southern Maine, coastal communities, and resort communities like Rangeley. However, the population of the Lincoln area is less affluent and older than other areas of the state, which is cause for concern. Older people often seek to downsize and move closer to services, or consider assisted living situations. The Lincoln area also has exceptional natural resources, lakes and rural areas that will continue to draw more affluent people looking for a second home, or a place to retire. This will probably drive up land and home prices, making housing less affordable to local people in the future.

SUMMARY

How many additional housing units, including rental units, will be necessary to accommodate projected population and demographic changes during the planning period?

- Since little or no population growth is anticipated for the next decade, future housing needs are primarily dependent upon demographics, such as the overall aging of the population. Other factors, such as smaller household sizes than in the past, and the desire to re-locate to another home or housing type will also increase the demand for new housing.
- Lincoln should plan for at least another 20 to 30 units of year-round housing for the next ten years. Given the overall aging of the population, there will be an increased demand for smaller homes near services, and multifamily units for seniors, including rental units.
- The demand for seasonal housing will be driven by outside economic factors, and the availability and affordability of land on or near the lakes, or with views. Assuming a continued rate of about 6 units of seasonal housing per year, it is estimated that the town should plan for another 60 to 70 units of seasonal housing for the next ten years.

Is housing, including rental housing, affordable to those earning the median income in the region? Is housing affordable to those earning 80% of the median income? If not, evaluate local and regional efforts to address issue.

- Homeownership in Lincoln and the Lincoln Housing Market Area (HMA) is considered "affordable" according to the Maine State Housing Authority (MSHA).
- Rental housing is considered "less affordable", and is less affordable than statewide. About 80% of the HMA rental housing is in Lincoln. MSHA has determined that there is a need for 64 additional subsidized family rental units in Lincoln and an additional 28 units for the HMA.
- Penquis, a non-profit social service agency, has determined there is a need for affordable senior units and is constructing the 24-unit Lakeview Senior Housing complex to address some of the need. Penquis found that there are waiting lists at most of the subsidized housing complexes in Lincoln.
- There is a need for a 32 to 36 unit elder care housing complex consisting of some mix of assisted/congregate care for low and moderate income seniors.[11]

Are seasonal homes being converted to year-round use or vice-versa? What impact does this have on the community?

- The conversion of seasonal camps to year-round homes is occurring in Lincoln, particularly on shorefront properties. Lincoln has been very proactive in protecting water quality, including addressing increased use of these properties (See Chapter 8. Water Resource). A positive impact of conversion of these structures is increased property valuations and a second home population that helps to support the local economy.

Will additional senior or assisted living housing be necessary to meet projected needs for the community and region? Will these needs be met locally or regionally?

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[11] *Elder Care Housing Potential: Lincoln, Maine (Nov. 2001), Town of Lincoln and Penobscot Valley Hospital, Planning Insights, Inc. and the Szanton Company.*

- Lincoln is the service center community for the region and the logical location for additional senior and assisted living housing. Lincoln's population is older than countywide and statewide, which suggests there will be a significant need in the future. Lincoln, Penquis and the Penobscot Valley Hospital are working to address this need (See above).

Are there other major housing issues, such as substandard housing?

- Nearly 50% of Lincoln's housing stock was built prior to 1960, which suggests that there may be a considerable amount of substandard housing. There are about 890 low income households, about 40% of all households, which suggests that a significant number of people may not be able to afford necessary home improvements. Lincoln has identified four areas of substandard housing with low income and low-moderate income households. The Town plans to apply for grant funding to assist homeowners in upgrading these homes.

Do existing regulations encourage or discourage development of affordable housing?

- Lincoln's land use regulations allow a variety of affordable housing options in a number of locations. Dimensional requirements, reasonable sidewalk and road standards, the availability of sewer and water in some areas also support the development of affordable housing. The Town may want to consider providing more flexibility in dimensional standards in districts with sewer and water and adding cluster housing standards to allow additional options for affordable housing. The expansion of sewer and water will also allow for more affordable housing options.

Supporting Documentation

Note: In some cases, Census data does not correspond to local data and local knowledge. Census data can be helpful, however, in drawing overall conclusions about the character of housing and how it has changed from 1990 to 2000, and in comparing local, county and state levels. Current local data is provided later in this chapter.

HOUSING TENURE, OCCUPANCY AND VACANCY STATUS

According to the 2000 Census almost 80% of Lincoln's housing was occupied year-round (Table 3-1). About 15% was seasonal, recreational or housing that was used occasionally, and 6% was vacant. Vacant units were those that were for sale, for rent, or otherwise unoccupied.

Table 3-1. Lincoln: Housing Occupancy (All Housing)

Occupancy Status	Lincoln			Comparison		
	1990	2000	Change 1990 -2000	Lincoln	Penobscot	Maine
	# /% of Total		# /% Chg	Percent of Total (2000 Census)		
Occupied Year-round	2,096/ 82%	2,108/ 79%	12/.6%	79%	87%	79%
Seasonal, Recreational	347/ 14%	389/ 15%	42/12%	15%	7%	16%
Vacant	126/ 5%	164/ 6%	38/30%	6%	6%	5%
Total Housing Units	2,569	2,661	92/4%			

Source: U.S. Census, 1990 and 2000

Lincoln has a relatively high percentage of seasonal and recreational homes (15%) as compared to countywide (7%) because of its 13 lakes.

Most of the increase in housing units during the 1990s was due to an increase in seasonal, second homes. This increase consisted of 42 seasonally occupied homes, only 12 occupied year-

Table 3-2. Lincoln: Housing Tenure, Occupancy Status and Vacancy Rates (Year-round Housing)

Occupancy Status of Year-round Occupied Units	Lincoln			Comparison		
	1990	2000	Change 1990 -2000	Lincoln	Penobscot	Maine
	#/% of Total		#/% Chg	Percent of Total (2000 Census)		
Owner Occupied Units	1,620/ 77%	1,656/ 79%	36/2%	79%	70%	72%
Renter Occupied Units	476/ 23%	452/ 21%	-24/-5%	21%	30%	28%
Total Occupied Units	2,096	2,108	12/.6%			

Source: U.S. Census, 1990 and 2000

Vacancy Rate Comparison	Percentage of Year-round Units		
	Lincoln	Penobscot	Maine
Homeowner Units	2.2%	2.3%	1.7%
Rental Units	5.8%	6.2%	7.0%

Source (Vacancy Rates): U.S. Census, 2000

round units, and 38 vacant units. During the 1990s the population decreased in size, which may explain the increase in vacant units.

According to the 2000 Census almost 80% of Lincoln's housing was owner occupied (Table 3-2). Lincoln has a significantly higher proportion of owner occupied units (79%) than countywide (70%) or statewide (72%). This can be attributed to the fact that Penobscot County and the state have many larger, urban areas where rental housing is more common.

The number of owner occupied units increased by 36 units, and there was a loss of 24 renter occupied units during the 1990s.

The homeowner vacancy rate in Lincoln was 2.2%, for the 2000 Census, which suggests that there was a limited selection of homes for sale at that time. Generally, a vacancy rate of 5% to 6% is desirable to allow for adequate choice in homes available to purchase. Lincoln's vacancy rate of 5.8% for rentals suggests that there was a better choice in rentals.

HOUSING TYPES

About 77% of Lincoln's housing units were single family homes according to the 2000 Census (Table 3-3). Of the total number of housing units, about 13% were mobile homes, and about 10% were multifamily units.

Table 3-3. Lincoln: Housing Types (All Housing)

Housing Type	Lincoln			Comparison		
	1990	2000	Change 1990 -2000	Lincoln	Penobscot	Maine
	#/% of Total		#/ % Chg	Percent of Total		
Single Family Units*	1,774/69%	2,045/77%	271/15%	77%	63%	70%
Multifamily Units	333/13%	278/10%	-55/-17%	10%	23%	20%
Mobile Homes	462/18%	338/13%	-124/-27%	13%	14%	10%
Total Housing Units	2,569	2,661	92/4%			

Notes: *Includes both detached and attached single family housing.
Source: U.S. Census, 1990 and 2000

Lincoln had a higher proportion of single family homes (77%) than countywide (63%) and statewide (70%). The Town's proportion of mobile homes (13%) is similar to countywide (14%), but higher than statewide (10%). Lincoln had proportionately less multifamily housing (10%) than either countywide (23%) or statewide (20%), which is not surprising since Penobscot County and the state have large urban areas with more multifamily housing. Lincoln does, however, have more multifamily housing than any of the other communities in the Lincoln Housing Market Area.

During the 1990s the proportion of single family homes in Lincoln increased from 69% to 77% of the Town's housing. The number of multifamily units and mobile homes actually decreased during the 1990s. According to the census data there was a loss of 55 multifamily units and 124 mobile homes during the 1990s. ***There appears to be a discrepancy in this data because Town officials cannot account for the loss of 55 multifamily units during this time period.***

HOUSING COUNT FOR 2009

The total number of housing units increased from 2,661 units for the 2000 Census (data for 1999) to 2,734 units as of 2009. Assuming that the Census figure is accurate, this would have been an increase of 73 units over the 9-10 year period, or about 8 units per year, which appears consistent with local data for the past nine years (Tables 3-6, 3-7).

There were 2,734 housing units in Lincoln as of 2009 (Table 3-4). Nearly 61% were single family homes designed for year-round occupancy and 16.3% were seasonal camps. The 2000 Census treated these all as single family units. The proportion of single family units appears to have remained the about same at 77% of all units since 2000.

Table 3-4. Housing Counts for 2009 with Comparison to 2000 Census

Housing Counts for 2009 (All Units)				2000
Type Unit	#	% of Total		% total
Single Family	1,659	60.7%	77.0%	77.0%
Seasonal Camps*	445	16.3%		
Multifamily – Housing Complex	184	6.7%	12.5%	10.0%
Multi-family - Other 2,3,4,6 units	158	5.8%		
Mobile Homes	288	10.5%	10.5%	13.0%
Total Units	2,734	100%	100%	100%

*Seasonal camps are not designed for year-round use.
Source: Lincoln Tax Assessor, 2009, U.S. Census

At 288 units, mobile homes accounted for 10.5% of all housing units in 2009, which was less proportionately than in 2000 when mobile homes accounted for 13% of all housing units.

There were a total of 342 multifamily units in 2009, which was 12.5% of all housing units. The proportion of multifamily housing units increased from 10% in 2000 to 12.5% of all housing units in 2009.

HOUSING OCCUPANCY STATUS ESTIMATES

Rough estimates using available data and local knowledge must be used for evaluating occupancy status (Table 3-5). Key to these estimates is the number of Homestead Exemptions. Nearly all homeowners (year-round residents) in Lincoln sign up for the exemption.

Year-round Versus Seasonal Use: Almost 70% of housing units are used by year-round residents and about 25% of housing units are used seasonally. This assumes a 6% vacancy rate, the same as the vacancy rate in 2000. The proportion of seasonally-used units has increased dramatically from 15% in 2000 to about 25% of all units in 2009. Permitting information confirms this increase over the past decade with between 5-10 units per year being for seasonal units as compared to about 2 units per year for year-round housing. Seasonal camps, many mobile homes and other single family homes are used seasonally in Lincoln.

Homeownership versus Renting: There were about 1,890 housing units occupied on a year-round basis in Lincoln. About 80% were occupied by homeowners, and 20% were occupied by renters. The estimate for homeowners is based on the fact that there were 1,517 Homestead Exemptions for 2009.

Table 3-5. Housing Occupancy Estimates, 2009

Housing Counts for 2009			2000
Type Unit	#	% of Total	% total
Year Round Occupied Units (Homeowners and Renters)	1,890	69%	79%
Seasonally Occupied Units	684	25%	15%
Vacant Units	164*	6%	6%
Total Units	2,734	100%	100%
Type Occupied Year-round Unit			
Owner Occupied Units	1,520**	80%	79%
Renter Occupied Units	370	20%	21%
Total Occupied Units**	1,890***	100%	100%

* Assumes a vacancy rate of 6% as in 2000 Census
**Based on Homestead Exemptions (1,517 rounded up)
***Figure is 218 low. 2000 Census found 2108 occupied units, given population increase or 37, seems as though there should have been an increase in number of occupied units.
Source: Lincoln Tax Assessor, 2009, U.S. Census

HOUSING CHANGE SINCE 2000 BASED ON LOCAL DATA

Local data based on permitting and tax data is displayed in the following tables. Single family housing increased at the highest rate of an average of 8.4 units per year between 2000 and 2009. The majority of these homes were second homes used by seasonal residents. Seasonal camp units increased at an average rate of 1.6 units per year during this time period. There were 14 fewer mobile homes in 2009 than in 2000.

Table 3-6. Housing Count by Year Since 2000

	2000	2001	2002	2003	3004	2005	2006	2007	2008	2009	# Chg	Units/ Year
Single Family	1,583	1,600	1,601	1,605	1,599	1,605	1,628	1,610	1,645	1,659	76	8.4
Mobile Homes	302	304	303	297	312	305	298	304	294	288	-14	-1.6
Seasonal Camps*	431	443	442	441	443	444	445	444	445	445	14	1.6
Totals	2,316	2,347	2,346	2,343	2,354	2,354	2,371	2,358	2,384	2,392	76	8.4

*Housing that is not designed for year-round use, used seasonally.
Source: Lincoln Tax Assessor

Data for multifamily structures is displayed in Table 3-7. There are ten multiple family housing complexes in Lincoln. No new complexes have been constructed in the last nine years. Lakeview Senior Housing complex with 24 units is currently under construction. The number of multifamily structures with (2-6 units) has decreased by four structures.

Table 3-7. Multifamily Housing Count by Structure Since 2000

	2000	2001	2002	2003	3004	2005	2006	2007	2008	2009	# Chg
Multifamily Housing Complexes	10	10	10	10	10	10	10	10	10	10 (184 units)	-0
Multifamily Structures (usually older homes) with 2, 3, 4 or 6 units.	56	54	52	51	51	46	50	46	50	52 (158 units)	-4

Source: Lincoln Tax Assessor

MULTIFAMILY HOUSING COMPLEXES AND MOBILE HOME PARKS

Multifamily Housing in Lincoln consists of apartment complexes and large older homes that have been divided into two or more units. Some of Lincoln's multifamily structures [total of 184 units] are:

- Workman Terrace (24 units – senior citizens)
- Hale Street (14 units - low income)
- Lincoln Manor East (16 units – senior citizens)
- Lincoln Manor West (16 units – senior citizens)
- Colonial Acres Nursing Home (40 units)
- Lincoln Court (20 units – senior citizens and people with disabilities)
- Wildwood Apartments (14 units)
- Bailey Park (24 units – low income)
- Taylor Boarding Home (10 units)
- Jane Stephanec Assisted Living Complex (6 units)

Additional senior citizen units will be added, when the Lakeview Senior Housing complex is constructed. Twenty-four units are planned.

Mobile Homes: Lincoln has seven mobile home parks and 13 units under single ownership located at several locations with a combined total of 102 units. These are:

- Highland Meadows (18 units)
- Homestead (7 units)
- Orchard (16 units)
- Thomas (20 units)
- Dube's Trailer Park (12 units)
- Cole Properties (4 units)
- Clay Road Trailer Court (12 units)
- Griffin, Nickerson and Clifford rentals (13 units at various locations)

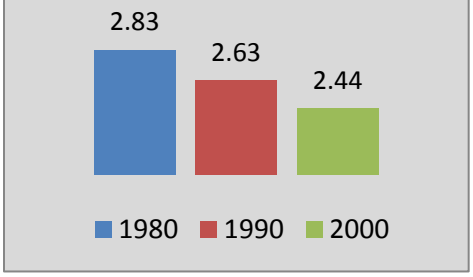
PROJECTING HOUSING NEEDS

The decrease in average household size (persons per households) is a national trend that reflects an increase in single head of household families due to divorce or choice, and an increase in single-person households, including more seniors living alone and living longer. Smaller household size means that the demand for housing will increase faster than the growth in population.

This trend is evident in Lincoln. The average household size decreased from 2.83 to 2.44 persons per household between 1980 and 2000 (Figure 3-1). During the 1990s the population declined by 366 people, but due to the smaller household size the number of households actually increased by 12 (Table 3-5).

Looking ahead, the implications are that even though there may be little or no year-round population growth, there will still be a need for more housing as a result of smaller household sizes.

Figure 3-1. Lincoln: Change in Persons per Household



Source: U.S. Census

YEAR-ROUND HOUSING PROJECTIONS

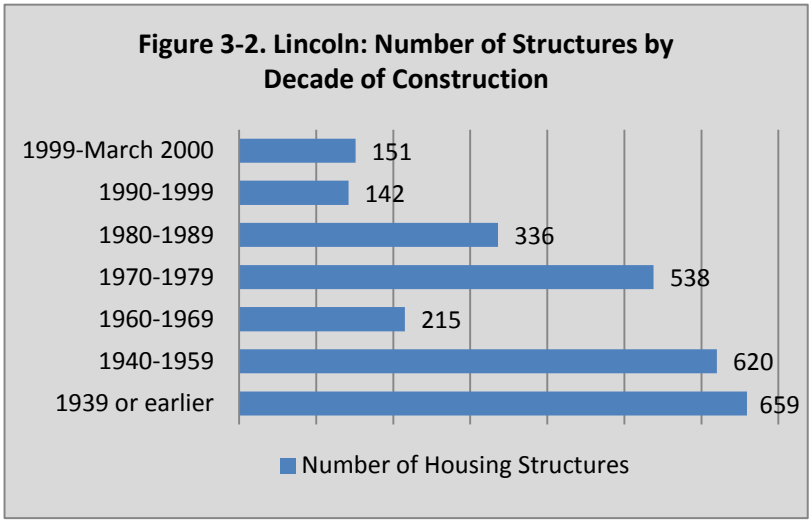
The future demand for new year-round housing in Lincoln will primarily be due to shifting housing needs (more homes as a result of smaller household sizes, aging population with different needs) than overall population growth. Assuming a continued rate of 2 year-round housing units per year, it is estimated that the Town will need to plan for at least another 20 to 30 units of year-round housing by the year 2020. Given the overall aging of the population, it is likely that some of this housing will need to be multifamily rental units for seniors.

PROJECTIONS FOR SEASONALLY USED HOUSING

The demand for seasonal housing will be driven by outside economic factors, and the availability and affordability of land on or near the lakes, or with views. Assuming a continued rate of about 6 units of seasonally-used housing per year, it is estimated that the Town might plan for another 60 to 70 units of seasonally-used housing. This housing would include single family homes (designed for year-round use) and seasonal camps.

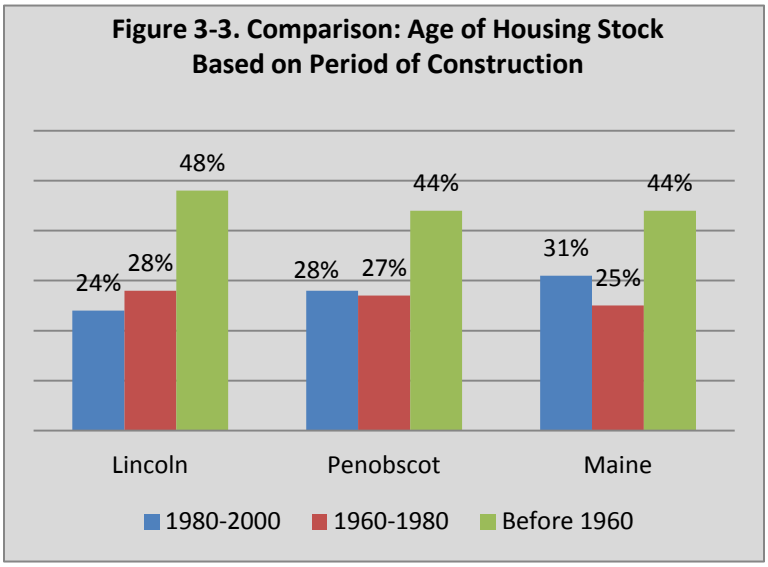
HOUSING CONDITIONS

The overall age of a community's housing stock is an indicator of housing conditions. Older housing often requires more upkeep, and may need new wiring, winterization and lead paint remediation. Septic systems associated with older homes may also need to be repaired or replaced.



Source: U.S. Census, 2000

Lincoln has at least 1,279 housing units that are over 48 years old based on the 2000 Census (Figures 3-2). This was nearly half of the Town's housing stock.



Source: U.S. Census, 2000

At least 48% of Lincoln's housing was built prior to 1960. This compares to about 44% of housing both countywide and statewide (Figure 3-3).

The lack of complete kitchen or bathroom facilities is an indication of substandard housing. The lack of a vehicle and lack of a telephone are other indicators. In some cases the lack of these may be by choice (Table 3-8).

The lack of space, or overcrowding, is another indicator of substandard conditions. Generally, more than 1.01 persons per room suggest possible overcrowding.

All homes had a source of heat at the time of the 2000 Census. Almost 86% used fuel oil or kerosene. Given the increase in fuel oil prices in 2008, it is likely that many households have switched to wood for home heating. The condition of chimneys and wood stoves, particularly in older homes, is of considerable concern.

Substandard septic systems, including the lack of a septic system, can also be an issue. This is particularly of concern when seasonal homes are converted to year-round homes. Most of the Town's older year-round housing is on public sewer. Many lakefront properties have been upgraded, but there still may be some older camps using primitive septic systems. Several systems have been upgraded through the De

partment of Environmental Protection's Small Communities Program (described below).

Table 3-8. Lincoln: Housing Indicators	
Characteristic	# Units
Lack of Complete Plumbing Facilities	46
Lack of Complete Kitchen Facilities	26
No Telephone	15
Occupants Per Room: 1.01 to 1.5	13
Occupants Per Room: 1.51 or More	8
Occupied Housing: No Vehicle Available	128
Heat: Fuel Oil, Kerosene, etc.	1,805
Heat: Wood	177
Heat: Electricity	77
Heat: Bottled Tank or LP Gas	49
No Fuel Used	0
Source: US Census, 2000	

SUBSTANDARD HOUSING AREAS

Lincoln has identified the following pockets of substandard housing:

- Morgan Street, Lakeview Street, Porter Street and Wilson Street areas
- MacKenzie Avenue, East Broadway, Libby Street, Whalen Street, Lancaster Street areas
- Second Street , Perry Street, Lindsay Street, Washington Street, and Ayer Street areas
- Grindle Street, Creamery Court, Abby Lane, Fleming Street, Spring Street and Katahdin Avenue areas
- Cushman Street, Academy Street, School Street, East Broadway area

These appear to be areas with low income and low-moderate income households. The Town should conduct a more in-depth analysis of these areas to determine if they would qualify for CDBG funding (see below).

INITIATIVES TO IMPROVE THE HOUSING STOCK

The following is a listing of programs designed to address substandard housing.

Community Development Block Grants (CDBG): The Maine Community Development Block Grant (CDBG) Program has a Housing Assistance Program that could be used to assist low-moderate income individuals in rehabilitating their housing. Rehabilitation could include same site replacement housing, relocation assistance, historic preservation, lead paint removal, asbestos removal, radon control, foundation work, water and septic improvements, and other health and safety repairs. Penquis[12] conducted a housing survey that showed there is a need for this type of assistance. Further, the overall age of the housing stock in combination with the fact that Lincoln has about 890 low income households[13] also suggests that there is considerable need for assistance. The Town plans to pursue a CDBG Grant though this program.

[12] *Penquis is a public agency whose mission is to assist individuals and families in preventing, reducing, or eliminating poverty. Penquis primarily serves low- and moderate-income individuals in Penobscot, Piscataquis, and Knox Counties.*

[13] *Maine State Housing Authority, 2007*

Penquis Programs: There is also housing assistance available through Penquis, including the following programs: Energy Conservation and Heating Improvement, Environmental Inspection and Testing Services, Home Repair and Replacement, Housing Assistance, Housing Development Service, and Home Performance.

Septic System Upgrades: By participating in the Maine Department of Environmental Protection's Small Community Grant Program towns are able to assist homeowners in obtaining grants to replace malfunctioning septic systems that are polluting a water bodies or causing a public nuisance. Grants may be used to fund 25% to 100% of design and construction cost depending on the income of the property owner.

Lincoln's Housing Assistance Program: Given the recent downturn in the economy, Lincoln has undertaken its own program to provide heating and winterization assistance. The program involves organizing volunteers to help in home winterization. As a part of this effort, Lincoln assists homeowners in obtaining the Maine KeepMEWarm Program winterization kits available through Penquis. Lincoln has also established a Heating Assistance Donation Fund to supplement the Town's General Assistance Program.

HOUSING AFFORDABILITY

Adequate, affordable housing to a range of household incomes is essential to a healthy community. Changing demographics suggests there will be proportionately more middle-age people and senior citizens in the future. There will be fewer young adults and children. Housing needs change as the population ages. Middle-age people, often at their peak earning capacity, may want larger homes, especially if they still have children at home. People approaching retirement age or concerned about living on a reduced income may be seeking smaller, lower maintenance, more energy efficient housing. Some seniors may want assisted living and, in some cases, nursing home care. People commonly affected by a shortage of affordable housing include senior citizens on fixed incomes, single parents, first-time home buyers, young families, and grown children seeking independence from parents.

Maine's Comprehensive Planning and Land Use Regulation Act addresses affordable housing needs by suggesting 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[14]. The objective is to assure a supply of housing that is affordable to households in three income groups:

[14] *Lincoln is in the Lincoln Housing Market Area (HMA), which is equivalent to the Lincoln Labor Market Area. The Lincoln HMA includes: Burlington, Carroll Plantation, Chester, Drew, Lakeville, Lee, Lincoln, Prentiss, Springfield, Twombly unorganized, Webster, Whitney unorganized, and Winn.*

- "Very low income" households with incomes that do not exceed 50% of the median income in the county.
- "Lower income" households who have incomes between 51% and 80% of the median income in the county.
- "Moderate income" households who have incomes between 81% and 150% of the median income in the county.

Further, 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.

The affordability of housing can also be impacted by municipal land use regulations, including road standards. Regulations that allow smaller lot sizes, road frontages and setbacks, and an increased number of units per acre (higher densities), and road and sidewalk requirements that are adequate, but not excessive, allow for more affordable housing development. Cluster housing standards can also be used to reduce the costs of roads and utilities because homes can be closer together.

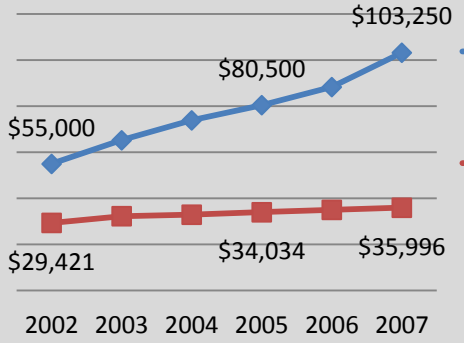
HOMEOWNER HOUSING AFFORDABILITY

Home ownership is considered "affordable" in Lincoln and the Lincoln Housing Market Area according to the Maine State Housing Authority (MSHA). The MSHA has developed an "affordability index" that defines affordable housing as housing costs that do not exceed 30% of a household's income. The "affordability index" compares median household income to median home price (with taxes and mortgage payments factored in) to determine affordability. An affordability index of 1.00 means that a household with a median income can afford to purchase a home at the median home price. An index of above 1.00 is more affordable and an index below 1.00 is less affordable.

Table 3-9. MSHA 2007 Housing Affordability Comparison						
Area	Afforda-bility Index*[15]	Median Home Price	Median Income	Median Income Household Can Afford Housing up to this Cost	Households Unable to Afford Median Home Cost	Unattainable Homes Sold
Lincoln	1.04	$103,125	$36,864	$106,881	48.1%	48.9%
Lincoln LMA[16]	1.03	$103,250	$35,996	$105,917	48.7%	48.2%
Penobscot	0.91	$135,000	$41,195	$122,341	55.1%	62.8%
Maine	0.74	$185,900	$45,438	$137,198	65.8%	73.1%
Notes: * Index: Most Affordable = >1.25; More Affordable = 1.05 – 1.25; Average = 0.95 –1.05; Less Affordable = 0.75 – 0.95; and Least Affordable = <0.75 Source: Maine State Housing Authority, 2008						

Lincoln had an affordability index of 1.04 and the affordability index for the Lincoln Housing Market Area was 1.03; both indexes fall into the "average" category (Table 3-9). The affordability index for Penobscot County was 0.91, which is "less affordable". The index for Maine was 0.74, "least affordable". Lincoln is actually one of the more affordable communities in Maine according to MSHA.[17]

Figure 3-4. Lincoln Housing Market Area: Increase in Income and Home Price



Source: Maine State Housing Authority

While the relative affordability of owning a home in the Lincoln HMA is good news, there continue to be several concerns. During the 1990s and continuing through the year 2007,

[15] *Homeowner Affordability Index is how much the median income household can afford divided by the cost of the home. The amount that can be afforded assumes that no more than 28% of a household's income can be used for the monthly mortgage payment, a loan period of 30 years at a fixed interest rate (zero points) with a 5% down payment, plus hazard insurance, PMI and taxes. The Rental Affordability Index is how much the median income household can afford divided by the cost of an average rent (rent is defined as including utilities such as heat, hot water and electricity). The amount that can be afforded assumes a renter pays no more than 30% of their income on rent.*

[16] *The Lincoln Housing Market Area (HMA) includes: Burlington, Carroll Plantation, Chester, Drew, Lakeville, Lee, Lincoln, Prentiss, Springfield, Twombly unorganized, Webster, Whitney unorganized, and Winn.*

[17] *Maine State Housing Authority, A Report on Housing Costs in Maine, 2008*

housing prices increased at a faster rate than incomes. Between 2002 and 2007, the median price of a home in the Lincoln Housing Market Area increased by 88% as compared to an increase of 22% in median income (Figure 3-4).

RENTAL AFFORDABILITY

Lincoln's rental housing falls into the MSHA's "less affordable" category. Rental housing in Lincoln and the Lincoln HMA have affordability indexes of 0.84 and 0.83, respectively (Table 3-10).

Table 3-10. Comparison: Rental Housing Affordability for 2007

Area	Affordability Index*[18]	Median 2-Bedrm. Rent	Renter Household Median Income	Income Needed to Afford Median 2-Bedrm. Rent	2-Bedrm. Rent Affordable at Median Income	Households Unable to Afford Median 2-Bedrm. Rent
Lincoln	0.84	$703	$23,484	$28,111	$587	265 (58.8%)
Lincoln HMA	0.83	$703	$23,227	$28,111	$581	339 (59.4%)
Penobscot County	0.79	$808	$25,578	$32,337	$639	60.7%
Maine	0.85	$842	$28,766	$33,678	$719	57.7%

Source: Maine State Housing Authority, 2008

Lincoln had about 450 renter households (about 21% of all households) according to the MSHA's 2007 estimate. There were about 571 renter households in the Lincoln HMA, which means that nearly 80% of rental housing in the HMA was located in Lincoln. The median rent for a 2-bedroom rental was $703 per month (includes cost of utilities). Lincoln's rental housing is actually less affordable than statewide.

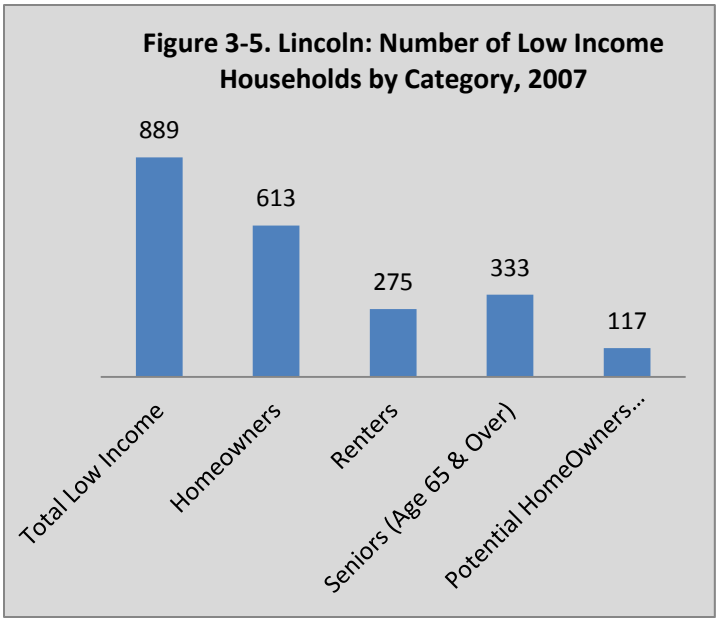
HOUSING AFFORDABILITY FOR LOW INCOME HOUSEHOLDS

Some low income households may be having a particularly difficult time affording housing in Lincoln. Lincoln has 889 low income households, which is 40% of all households (2007, MSHA). These households have incomes of less than $30,000, which is less than 80% of the median household income of $36,864. Those households that are extremely or very low income (514 households), who have incomes of less than $18,432, would be having the most difficult time affording housing in Lincoln. Figure 3-5 displays a breakdown on the characteristics of Lincoln's low income households. There is some overlap in the categories, for example seniors who are also renters are included in both categories. Potential homeowners are renter households where tenants are age 25 to 44.

[18] *The Rental Affordability Index is the ratio of 2-bedroom rent affordable at median renter income to average 2-bedroom rent rate. An index of less than 1 means the area is generally unaffordable – that is, a renter household earning the area median renter income could not cover the cost of an average 2-bedroom apartment (including utilities) using no more than 30% of gross income.*

SUBSIDIZED HOUSING

Government subsidized housing is designed to serve the needs of low income individuals and families. Subsidized housing primarily comes in the form of subsidized rental units at affordable rents, vouchers for non-subsidized rental units, and low interest loans for first time home buyers.



Source: Maine State Housing Authority

Lincoln as the service center community for the Lincoln Housing Market Area (HMA) plays an important role in providing for the housing needs of households who need subsidized housing. As of 2008, Lincoln had a total of 114 government subsidized housing units (Table 3-11). Only 5 subsidized units are located within the HMA outside of Lincoln. Of the subsidized housing units in Lincoln, 38 are for families and 74 are for seniors. The Maine State Housing Authority issued 38 Section 8 vouchers in the Lincoln HMA, of which 37 were for families in Lincoln. Between 2003 and 2006 the MSHA provided First Time Homeowners financing for 38 home purchasers in Lincoln.

Table 3-11. Lincoln and the Lincoln HMA: Subsidized Rental Units and Section 8 Housing Vouchers, 2007

	Lincoln HMA	Within Lincoln			Outside Lincoln
Sponsor	Total	Total	Family	Senior	Special Needs
HUD/MSHA*	51	46	14	32	5 (MSHA)
Rural Development*	68	68	24	42	-
Total	119	114	38	74	-
MSHA Section 8 Vouchers*	38	37	33	4	1

*Notes: "HUD" is the U.S. Department of Housing and Urban Development; "MSHA" is the Maine State Housing Authority; "Rural Dev." Is Rural Development (formerly the Farmer Home Administration) which is within the U.S. Department of Agriculture. MSHA Section 8 vouchers are to pay rent for non-subsidized or public housing.
Source: Maine State Housing Authority

Maine State Housing Authority Complexes in Lincoln

- Lincoln Manor East (Maine Development Associates), elderly and those with disabilities
- Lincoln Manor West (Maine Development Associates), elderly and those with disabilities
- Lincoln Trust (Maine Development Associates), families

USDA Rural Development Complexes in Lincoln

- Bailey Park (Liberty Management) (square), families
- Lincoln Court (First Allied Realty Associates, Inc.), families
- Mattanawcook Terrace (April Gobeille), elderly and disabled

Other Subsidized Housing in the Lincoln HMA

- USDA Rural Development, Town of Enfield, Sherman Memorial Apartments (Susie Babineau), elderly and disabled

HOUSING NEEDS SUMMARY

MSHA determined in 2007 that there was a need for 64 more subsidized family rental units in Lincoln and an additional 28 subsidized family units when considering the rest of the Housing Market Area (Table 3-12). These estimates were based on the number of extremely low to very low income renter households (at or below 50% of the median household income) and the current number of subsidized rentals in Lincoln and the HMA. These calculations are consistent with local conditions, in that there are waiting lists for families at many of the existing subsidized housing complexes.

Table 3-12. Lincoln and Lincoln Housing Market Area: Calculation of Unmet Need for Subsidized Housing

	Lincoln		Lincoln HMA	
	Family	Senior (65 and Over)	Family	Senior (Age 65 and Over)
Number of Renter Households @ 50% AMI	135	40	169	50
Number of Subsidized Units	71	78	77	78
Project Based Units	38	74	43	74
Section 8 Vouchers	33	4	34	4
Number of Affordable Rental Units Needed	64	-38	92	-28
Unmet Need	47.5%	0%	54.3%	0%

Source: Maine State Housing Authority, 2007

While MSHA's 2007 estimates suggested there was an excess of 66 units for seniors, a more in-depth housing study conducted in 2008 indicated there was a need for more subsidized senior housing, and another study in 2001 found there was a need for elder care housing.

The *LINCOLN HOUSING MARKET STUDY*[19] conducted for the Lakeview Housing Project (24 units) currently under construction, which is to serve households earning less than 60% of the median income over the age of 55 in the Lincoln Market Area, made the following findings:

[19] *Lincoln Housing Market Study, (Nov. 2008), Penquis, Planning Decisions*

- *There have been no multifamily apartments built in Lincoln since the early 1980s. Most existing apartments in the market area are forty or more years old, larger than elderly need, and difficult to maintain and heat. There are no low income tax credit projects.*
- *Lincoln Court is fully-occupied, as are the other two elderly subsidized projects in the community. Managers report a high demand for their units. Penquis has long waiting lists for its housing vouchers. There is a zero percent vacancy rate in the three subsidized apartment elderly projects in Lincoln.*
- *We project that the project [Lakeview] will capture 19% of the market, and rent up within six months.*
- *With the continued growth of the over 55 population in the area – a growth that is taking place, and will continue to take place, regardless of the fate of the local paper mill – the project will be more viable each and every year in the future.*

The study *ELDER CARE HOUSING POTENTIAL: LINCOLN, MAINE*[20] found there to be a potential demand for a 32 to 36 unit elder care housing complex consisting of some mix of assisted living/congregate care for low and moderate income seniors, with some subsidized units. To date, no assisted living/congregate care facility has been constructed.

CURRENT HOUSING INITIATIVES UNDERWAY IN LINCOLN

The Town of Lincoln and Penquis are collaborating to build the Lakeview Housing Project in the downtown. Penquis received a $250,000 CDBG grant to develop this project, which will create 24 units of senior housing. The project is expected to be completed by fall 2010. Additionally, Lincoln established a Housing Tax Increment Financing District for the project.

Given the ongoing need for affordable housing, and particularly affordable senior housing, the Town will continue to explore ways to improve the housing stock.

LOCAL REGULATIONS THAT AFFECT AFFORDABLE HOUSING

Lincoln's land use ordinances allow a variety of affordable housing options in a number of locations. In-law apartments (accessory apartments associated with single family homes) and duplexes are allowed in many districts. Allowing accessory apartments for un-related individuals in single family homes would be one way to expand the pool of affordable housing in Lincoln. Individual, single-family mobile homes are allowed as one unit per lot in a number of locations where single-family housing is allowed. The ordinance includes a Mobile Home Residential Zone that is designed to allow existing mobile home parks to expand and to allow new mobile home parks to be developed in a number of environmentally suitable locations within the town. Multifamily structures are allowed in one of the downtown Residential Districts (DR2) and the Commercial Districts. Congregate care, nursing homes and boarding homes are allowed in several districts.

[20] *Elder Care Housing Potential: Lincoln, Maine (Nov. 2001), Town of Lincoln and Penobscot Valley Hospital, Planning Insights, Inc. and the Szanton Company*

Dimensional standards also appear to be reasonable to support affordable housing options. Minimum lot sizes in the downtown residential districts are 5,000 square feet (DR2) and 10,000 square feet with sewer (DR1). The minimum lot area per family in these districts is 1,000 square feet (DR2) and 10,000 square feet (DR1). The most significant constraint to the development of higher density housing is the lack of undeveloped acreage within or near the sewer system.

Road frontage, lot width, building setback, maximum lot coverage, and maximum building height are other dimensional standards that can affect the cost of housing. Adjusting these to allow high densities could reduce costs. The ordinance does allow some flexibility to reduce the front yard setback and building height. The Town may want to consider adding additional flexibility in other standards.

Road and sidewalk standards can also add unnecessary costs to the development of affordable housing.

Provisions to allow clustered housing would also provide an opportunity for the Town to allow more affordable housing while at the same time allowing for more creative housing designs.

CHAPTER 4. PUBLIC FACILITIES AND SERVICES

OVERVIEW

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

The provision of municipal services and facilities is a central component of comprehensive planning: not only in how and what services are provided, but also in how they affect the location of future development within the community. For example, certain types of development can be encouraged in a particular location through the provision of sewer and water.

The following is an inventory and analysis of community services and facilities (Also see Community Facilities Maps). The condition and capacity of these services and facilities is examined to determine what improvements, if any, might be needed to serve anticipated population growth and economic development within the next ten years.

SUMMARY

Are municipal services adequate to meeting changes in population and demographics?

- Very modest population growth is anticipated over the next decade; however the population of the Town is growing older, overall. Ongoing improvements to Town services and facilities are generally adequate to meet these changes in population and associated demographics.
- Some of the Town's municipal facilities should be upgraded to meet current needs, such as improvements to the town office, transfer station, and public works building.
- Other facilities need to be upgraded to promote economic development and population growth, such as expansion of sewer and water, development of the industrial park, improvements to the airport, and enhancements to recreational offerings.

In what ways has the community partnered with neighboring communities to share services, reduce costs and/or improve services?

- As the region's service center community Lincoln provides infrastructure and land for businesses that provide goods and services, industries that provide employment, health care and other social services, and subsidized housing.
- The Town also has mutual aid agreements for fire protection, and coordinates in emergency preparedness with the Penobscot County Emergency Management Agency.
- Other regional coordination includes the Lincoln Water District providing water to neighboring Howland, and non-resident access to the Lincoln Memorial Library.
- Community partnerships that might be considered in the future include a satellite fire station in Chester and /or Burlington; regional waste disposal, a regional household hazardous waste program, sharing of administrative staff, and a regional recreation center.

Regarding the public sewer system, what issues or concerns are there currently and/or anticipated in the future? How is the sanitary district cooperating in the development of the comprehensive plan and related ordinances, as required by law (38 MRSA §1163-A)? How is the sanitary district extension policy consistent with the Future Land Use Plan as required by (38 MRSA §1163)?

- The Lincoln Sanitary District is a separate entity from the Town. The District has indicated that any expansion of the system should not be borne by current ratepayers, so the Town may have to consider funding the expansion through other means, such as tax increment financing. The Town will work with the District to coordinate planning consistent with the Future Land Use Plan.

Are existing stormwater management facilities adequately maintained? What improvements are needed? How might cumulative impacts from future development affect the existing system(s)?

- The Public Works Department is responsible for the stormwater system. GIS mapping of the system is being done to determine future needs. Upgrades within the next ten years are anticipated.
- The Public Works Director is certified in best management practices for erosion control and works to control stormwater runoff carrying phosphorus and other contaminants into waterbodies.
- The Town should review and modify, if appropriate, its land use regulations to be consistent with state stormwater regulations to address cumulative impacts from future development.

How does the community address septic tank waste? What issues or concerns are there with the current arrangements?

- Private haulers handle septage and there are several sites in Lincoln that are permitted for septage spreading. The Town requires that septage be handled and spread in accordance with state law. This system appears to be functioning adequately.

Regarding the public water system, what issues or concerns are there currently and/or anticipated in the future? How is the water district cooperating in the development of the comprehensive plan and related ordinances? How is the water system extension policy consistent with the Future Land Use Plan?

- The public water system is generally in good condition with adequate water supplies to meet future needs over the next decade.
- The most pressing and urgent need is to replace a rapidly deteriorating water main in the School Street area that serves the High School and a residential/commercial area that includes an elderly housing complex. The District plans to obtain a CDBG grant to pay for this $400,000 improvement. Less urgent, but still critical upgrades are also needed in the Lincoln Center area to increase water capacity for fire protection.
- Service to Lincoln Center will need to be upgraded in the near future to provide adequate capacity for fire fighting. The District may need to install a water storage facility and replace the old unlined and too small water mains in this area. The anticipated cost of these improvements is around $3.8 million.
- Service to the area south of Lincoln would be needed if that area is designated as a future growth area. The Town and the District have a good working relationship, and will coordinate planning consistent with the Future Land Use Plan.

- The District owns much of the land over the aquifer and there are aquifer protection regulations in place.
- It is likely that expansion of the system will not be borne by current ratepayers, so the Town may have to consider funding the expansion through other means, such as tax increment financing.

What school improvements, including construction or expansion, are anticipated during the planning period? What opportunities are there to promote new residential development around existing and proposed schools? What steps will be taken to promote walking and bicycling to school?

- SAD 67 schools are in fair to good condition. Improvements (costing $2 to $3 million) are being made with a completion date of 2015. With these improvements the schools will have adequate capacity for the next decade primarily because the school-age population is not expected to increase in size.
- The schools are located within or adjacent to residential neighborhoods, where there are walkways. Lincoln's land use regulations support residential development in these areas. A trail system is being planned to connect the elementary school to the future recreational center.

Is the emergency response system adequate? What improvements are needed?

- Lincoln's emergency planning and response system is nearly complete and adequate. The Emergency Management Director continues to improve the system and is working to enhance emergency shelter provisions. The Town has an Emergency Preparedness Guide that is available on its WEB page and at the Town Office.

How well is the solid waste management system meeting current needs? What is being done to reduce reliance on waste disposal and to increase recycling? What impact will projected growth during the planning period have on system capacity? What improvements are needed to meet future demand? What efforts have been or will be undertaken regionally to improve efficiency and lower cost?

- Lincoln's transfer station and recycling center are located at the industrial park. The facility needs to be upgraded with horizontal recycling compactors.
- Recycling has increased over the years; it was 44.7% for 2007. Recycling of plastics will be expanded when markets become available, and a regional household hazardous waste program is needed.
- The Town would like to explore options to reduce the costs of solid waste disposal. Options to reduce the cost of solid waste disposal and increase recycling that may be explored in the future include regionalization and a pay per bag system.

How do public facilities and services support local economic development plans? What improvements are needed in the telecommunications and energy infrastructure?

- Lincoln strives to maintain adequate public facilities and services designed to support economic development. Facilities include a proactive economic development department, the industrial park, the airport, downtown infrastructure, adequate roads and parking, and recreational amenities. High speed internet is available within the village area. Three phase power serves the most existing industries, and the Town plans to extend it to the industrial park.
- The Town recognizes that the hospital, the airport and highway access to I-95 make Lincoln particularly attractive to developers.

Is there a public health officer? Are there significant public health issues?

- Lincoln has a public health officer who monitors and responds to regional, state and federal public health issues that might affect Lincoln. This person is responsible for the public assistance program and the heating fuel assistance program.
- There is a growing consensus that a regional recreation/rehabilitation center is needed in the greater Lincoln region to accommodate future population growth and changing demographics.

What other public facilities are nearing their respective capacities? How will these facilities accommodate projected growth?

- Facility needs that have been identified include: (1) a renovated or new town office to address ADA requirements, energy efficiency and storage and work space needs; (2) Library improvements, including an expansion; (3) a new/upgraded public works facility; (4) additional cemetery space; (5) airport improvements and a sea plane base; (6) industrial park development; (7) downtown infrastructure improvements; and (8) recreational facility improvements.
- All of these facilities are needed to accommodate and encourage future growth.

Are the priorities for funding needed improvements reflected in the capital investment plan?

- Lincoln's priorities for funding needed improvements are reflected in the Capital Investment Plan of this document.

To what extent are investments in facility improvements directed to growth areas?

- Nearly all of Lincoln's public facilities are located within the existing village area, and nearly all future investments are anticipated to be located within the village growth areas.

Supporting Documentation

TOWN GOVERNANCE

Mission: Building a stronger community through partnerships.

The Town of Lincoln was incorporated in 1928 under Maine Law. Lincoln has a Town Council-Town Manager form of government. The Town Council serves as the legislative body, and its duties and responsibilities are governed by the Town Charter. The Town Council is a seven-member board with a Chairman, Vice Chairman and five regular members. Members of the Town Council are elected each November. The 3-year terms of the members are staggered so that no more than three Councilors are elected at one election. Lincoln has a full-time Town Manager. The Town Clerk serves as Secretary to the Town Council.

Lincoln's administration is comprised of the following positions:

- Administrative Assistant
- Animal Control Officer
- Assessor
- Code Enforcement Officer
- Community Events Coordinator
- Counter Clerk/Secretary
- Director of Cemetery, Parks and Recreation
- Director of Public Works/Transfer Station
- Emergency-911 Addressing Agent
- Economic Development Director
- Emergency Management Director
- Fire Chief/Forest Warden
- Health Officer
- Library Director
- Office Manager
- Police Chief
- Registrar of Voters
- Sealer of Weights and Measures
- Tax Collector
- Town Clerk
- Town Manager
- Treasurer
- Tree Warden
- Welfare Director

The following boards and committees are made up of appointed officials:

- Airport Committee
- Appeals Board
- Appointments Committee
- Budget Committee
- Comprehensive Plan Committee
- Election Clerks
- Finance Committee
- Grants Committee
- Library Committee
- Lincoln Water District Board
- Planning Board
- Recreation Committee
- Roadway Committee
- Solid Waste and Recycling Committee
- Street Lighting Committee
- Voters Registration Appeals Board

Lincoln's elected officials serve on the following:

- Lincoln Sanitary District
- Maine School Regional School Unit 67
- Town Council

ENERGY CONSERVATION PROGRAM

The Town of Lincoln had an energy audit done through EnergyMaine and is making improvements. This is an ongoing program designed to conserve energy and save money.

TOWN OFFICE

Lincoln's Town Office is located in the Lincoln Masonic Building at 63 Main Street. The Town rents the first floor office space, about 4,500 square feet, from the Lincoln Masonic Fraternity for about $2,387 per month. The Town paid about $354,000 in rent between 1987 and 2009. The Town is responsible for any internal renovations, while the Masons are responsible for exterior maintenance. There are a number of deficiencies associated with the town office space including the lack of adequate space, inefficient configuration of office and storage space, lack of energy efficiency, lack of ADA compliance, etc.

FUTURE NEEDS: Given the deficiencies of the exiting town office and the cost to rent the space, the Town continues to explore other options. The cost to build a new town office may actually be cheaper in the long run than rehabilitating the existing structure. Lincoln's capital plan is designed to facilitate ongoing contributions to reserve accounts to fund equipment and other capital purchases (Table).

Table 4-1. Town Office and Administrative Capital Plan

	2010	2011	2012	2013	2014
Voting Equipment	$1,800	$5,100			
Equipment Reserve	$1,000	$2,000	$2,000	$2,000	$2,000
Computers	$5,400	$7,200	$7,200	$7,200	$7,200
Town Office Reserve		$2,000	$2,000	$2,000	$2,000
Comprehensive Plan	$12,990				
Assessing GIS	$20,000				
TOTAL	$68,770	$16,300	$11,200	$11,200	$11,200

Source: Lincoln Capital Plan , 2009

PUBLIC WORKS

Lincoln's Public Works Department is responsible for maintenance and capital improvements to town facilities including town roads, parking, sidewalks, street lights, street furniture, storm drains, bridges, the transfer station, airport, and construction projects associated with town parks, recreation facilities and boat launches. The Department is run by the Public Works Director with eight full time employees.

Lincoln's Public Works Garage, located at 7 Park Avenue, is a steel structure constructed in the 1960s. The garage is approximately 9,600 square feet and includes seven bays and office space.

FUTURE NEEDS:

This Plan recommends that a new public works facility be constructed, possibly in combination with another department facility. The Town has commissioned an architectural and engineering study to determine the feasibility and cost of a new facility.

Major renovations are needed, if the Town is to continue using the public works facility, including a new furnace; roof repairs; a 24'X48' addition to include a restroom, parts room, lunch room and office; filling of the service pit with concrete, upgrade of electrical panel and insulation; new siding with new doors and trim; and a 60,000 pound mobile lift system for equipment service. These renovations are estimated to cost about $297,000.

The Department's major equipment includes:

- 1998 JD TC 44h Loader
- 1991 450G JD Dozer
- 2009 Case 580sm Backhoe
- 2000 JD 672 Grader
- 1995 Johnson Street Sweeper
- 2003 Trackless MT Sidewalk Plow/Blower
- 1998 Volvo Wheeler Dump Truck
- 1996 GMC Dump Truck 5-7 yard
- 2003 GMC 2500 4wd Pickup/plow
- 2006 International Dump Truck 5-7 yard
- 2008 International 7400 Dump Truck 5-7 yard
- 1993 Chevy Kodiak Dump Truck 5-7 yard
- 2001 GMC 8500 Dump Truck 5-7 yard
- 2003 GMC C8500 Dump Truck 5-7 yard
- 2000 JD 7810 Tractor with Snow Blower, 12' Plow, 6' Bush Hog

FUTURE NEEDS: The Department's primary equipment is replaced on a ten year rotation. The following is the capital plan for the Public Works Department. This includes a line for the public works building, road construction capital projects and the storm drain system.

Table 4-2. Public Works Capital Plan

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
Plow Truck Purchase		$135,000	$150,000	$145,000	
JD310 Backhoe 1998					
JD 450 G Dozer 1991	$12,400				
Johnston Sweeper 1995	$32,000		$600		
JD44h Loader 1998		$120,000			
JD Grader 2000					
JD 4100 Tractor 2001					
Public Works Building	$90,000	$50,000			
Road Construction	$305,535	$250,000	$250,000	$250,000	$250,000
Plow Truck Reserve		$40,000			
Storm drain System	$5,625				
PW Equipment	$15,435				
Total	$460,995	$595,000	$400,600	$395,000	$250,000

Source: Lincoln Capital Plan , 2009; Public Works Director

STORMWATER MANAGEMENT

The Public Works Department is responsible for the stormwater system, which is entirely separate from the sewage collection and treatment system. The stormwater system was reconstructed and upgraded in 1980 and, overall, is in good condition. The stormwater drains are primarily confined to the congested area of town including High Street, Lee Street to Libby Street, and part of Route 2. The system discharges, in part, into the Mattanawcook Stream, the Penobscot River, and over the ground.

FUTURE NEEDS: The Town is currently videotaping and inspecting the stormwater system, and anticipates that upgrades will be needed within the next ten years. GIS mapping of the stormwater system will also be done.

WATER SUPPLY

Lincoln has a centralized public water supply that serves the village area of the Town. Private wells serve those who are outside of the water district service area. Roughly 38% to 40% of Lincoln's households are on the public water supply. The Water Resources Map displays the general locations of the aquifer and public supply wells.

Lincoln's Water District is a quasi-municipal entity administered by a Superintendent and a Board of Trustees appointed by the Lincoln Town Council. The Water District has an office at 3 Taylor Street in Lincoln. The District's annual budget is around $700,000. About 21% of the District's revenues come from Lincoln Paper and Tissue; the mill requires large quantities of high quality water for making its specialty paper. The District's water rates are below average - $46 for three months is the minimum for a residence.

Lincoln's water supply is a ground water aquifer that currently supplies the municipal water needs of the towns of Lincoln and Howland. The groundwater water supply, which is an esker aquifer, is located in South Lincoln and is part of a major glacial stream deposit that extends in a north/south direction through the most southern part of Lincoln and extending into Enfield. The District operates and maintains four gravel packed wells in the aquifer. This water source has been in use since the fall of 1961.

Lincoln's water is of excellent taste and quality. The water from the gravel packed well is pumped directly into the distribution system with no filtration or chemicals added, since the quality of the water is such that disinfection of the source water at the wells is not needed.

The distribution system consists of 27 miles of water mains, supplying 129 public fire hydrants, 28 private fire services (e.g., schools hospital, apartments), and 1,500 water service connections. Active water connections as of the end of 2008 were as follows: Residential – 1,030; Commercial – 153; Industrial – 6; Governmental – 25; and Town of Howland – considered 1 customer (510 services).

The District's average daily pumping rate is 850,000 gallons per day. In the event of a power failure, water pressure and flow is maintained by two 500,000 gallon standpipes located at the top of Pinkham Street and one 500,000 gallon underground concrete tank located off the Transalpine Road on Fish Hill.

The Water District has recently GIS mapped all of its distribution and transmission lines, individual services to customers, and buildings and storage facilities. Storm drains and sanitary lines have also been GIS mapped.

FIRE PROTECTION: Water supply and pressure is more than adequate for fire protection, including the 129 public hydrants and the sprinkler systems in the hospital, schools, the nursing home, apartment complexes and other facilities. The Water District rents the hydrant system to the Town of Lincoln.

WELLHEAD PROTECTION: The District owns and maintains about 600 acres of forestland that acts as a natural filter to the watershed to ensure the highest quality of water collected in the aquifer. Recreational use of the watershed is limited to protect the drinking water supply. Additional land will be purchased to protect the aquifer as it becomes available. The District would also like to purchase 30 acres in Enfield that are adjacent to the District's existing property.

Lincoln's land use regulations include three Aquifer Protection Districts designed to protect the underlying aquifer, as well as the recharge area of the aquifer within Lincoln. Presently there is no known threat to the water supply, and the Town along with the Water District does not foresee any problems beyond normal maintenance within the next five to ten years. A portion of the aquifer is located within the neighboring Town of Enfield. Enfield has not adopted regulations that would protect the resource; however, the Lincoln Water District works with Enfield and its residents to protect the aquifer.

REGIONAL COORDINATION:

Town of Howland: The Lincoln Water District provides water to the Town of Howland. The District treats Howland as a single customer. Howland is responsible for maintaining its portion of the system and for billing its 510 customers.

Town of Enfield: A portion of the aquifer is located in Enfield. The Lincoln Water District works with Enfield town officials and landowners to protect the aquifer. Enfield notifies the Water District of any proposed activities within the aquifer. The Water District also has a good working relationship with the current landowners. Long term protection of the aquifer could be assured through fee purchase of the land and/or through Enfield's adoption of land use regulations, similar to Lincoln's.

FUTURE NEEDS: The Water District generally has adequate capacity to meet future needs over the next ten years. The water supply is plentiful, and many of the facilities are fairly new and in good condition. The most pressing and urgent need is to replace a rapidly deteriorating water main in the School Street area that serves the High School, and a residential/commercial area that includes an elderly housing complex. The District plans to obtain a CDBG grant to pay for this $400,000 improvement. Less urgent,

but still critical upgrades are also needed in the Lincoln Center area to increase water capacity for fire protection. Depending on the designation of future growth areas, the District may need to install a water storage facility and replace the old unlined and too small water mains in this area. The anticipated cost of these improvements is around $3.8 million.

The Town considers the area south along West Broadway, the River Road and the Industrial Park as high priorities for future growth. The water system (and sewer system) in this area currently extends as far as the River Road.

REQUIREMENT FOR CONNECTING TO PUBLIC WATER SUPPLY: The Water District bylaws require that any development located within 250 feet of an existing water line must connect to the line. The Town might also consider requiring that new developments when within the area where expansion of the water system is anticipated in the future, design their water systems to facilitate hook-up when the expansion occurs.

OTHER PUBLIC WATER SUPPLIES

The VA Clinic and the Northeast Occupational Exchange have "public water supplies" separate from the Water District's system – these are non-community systems.

A "public water system" is defined by state and federal statute as one that serves 25 or more people for 60 or more days per year. There are three types:

- "Community Water Systems" serve people in their place of residence (town water supply);
- "Non-Transient Non-Community Water Systems", systems serve schools, office buildings, etc.;
- "Transient Non-Community Water Systems", systems serve a constantly changing, transient population, such as systems associated with motels, restaurants and campgrounds.

Federal and state regulations require owners of these types of public water supplies take steps to protect their water. Further, public water suppliers must be notified of certain activities occurring on nearby properties. These activities include automobile graveyards, recycling businesses, junkyards, septic system expansions or replacements, activities requiring a Maine Natural Resource Protection Act Permit or a State Stormwater permit, subdivisions, and other land use projects. In general, in any situation where a permit is required, any nearby public water suppliers should be notified of the project. The Town's land use regulations should include reference to the above law to address protection of these "public water systems".

SEWAGE TREATMENT

The village area of Lincoln is served by a centralized sewage treatment system operated by the Lincoln Sanitary District. The Lincoln Sanitary District is a quasi-municipal utility that was founded under state legislation in 1971 and began operations in 1972. The District is run by a Superintendent and an elected Board of Trustees. The Lincoln Sanitary District operates on an annual budget of $862,356.58 (FY 2009).

Lincoln's sewage treatment plant is located at 56 Haynes Street in Lincoln. The original treatment plant was constructed between 1979 and 1981 with a subsequent upgrade in 1999. The wastewater treatment facility consists of a dual train, two stage, rotating biological contactor (RBC) process with primary and secondary settling, influent screening, aerated grit removal, chlorine gas disinfection and discharge to the Penobscot River. All biosolids generated at the facility are composted on site using the aerated static pile method. The system has a design flow of 1.07 MGD with a one hour peak of 2.8 MGD. It has been designed to handle an additional 5.7 MGD during early spring rain and snow melt days.

Wastewater to the plant is a combination of domestic and commercial discharges. The District serves approximately 1,153 customers who pay a user-based fee. There are 987 residential and 166 commercial users. Commercial wastes are limited to discharges from the schools, the hospital, restaurants, a laundromat/dry cleaner, the nursing home and a car wash. There are no industrial waste contributors to the facility. Lincoln Paper and Tissue has its own sewage treatment facility.

Wastewater is collected utilizing 17.4 miles of sanitary sewers with 11 pump stations. Wastewater is pumped to the treatment facility from two independent pump stations, Creamery Court Pump Station and Military Road Pump Station. The District has recently completed GIS mapping of its collection system. While some portions of the collection system have been replaced in recent years, there are still areas where future upgrades will be needed.

STORMWATER SEPARATION WAS COMPLETED IN 2000/2001: The Lincoln Sanitary District received a 1st place award from the Environmental Protection Agency for Combined Stormwater Overflow Management in 2002.

WASTEWATER OUTFALLS (SEE WATER RESOURCES MAP): There are three wastewater outfalls in Lincoln, all to the Penobscot River – one is the Sanitary District's, and the other two are associated with Lincoln Paper and Tissue.

FUTURE NEEDS: Several years ago, the District hired an engineering firm to evaluate and develop a facility improvements plan. The facility plan consists of three different phases. Phase I and II are complete. Phase III is scheduled for 2012 at a projected cost of $2.3 million dollars. Each phase has a 20-year life.

- Phase 1 (complete): Replacement of the four existing rotating biological contactors (RBCs) with mechanical driven RBCs. Other items include replacement of the RBC building superstructure, truss repairs to the compost building, replacement of the existing pumps in the Creamery Court Pump Station, replacement of the existing gas chlorine disinfection facilities with a sodium hy-

pochlorite system, upgrading the sludge pumping facilities, and replacement of some components in the solids dewatering system.

- Phase II (complete): Various pump station upgrades including the complete replacement of one station, a possible chemical phosphorous removal system, and some blower modifications.
- Phase III (long term needs): This would consist of an upgrade of the preliminary treatment facilities, to include replacement of the existing grit removal system. Also included is replacement of mechanical equipment in the secondary clarifiers, upgrade of the sludge pumping facilities, upgrade of the gravity thickeners, and replacement of the belt filter presses. Collection system pump stations on Transalpine Avenue and Ballentyne Court would be completely replaced.

The District plans to obtain grant funding to complete Phase three and to continue to upgrade the collection system. The District is currently carrying a maximum debt load with 24% of its budget in debt service.

LINCOLN SANITARY LINE EXTENSION POLICY: The Sanitary District bylaws require that any development located within 250 feet of an existing sewer line must connect to the line. The Town might also consider requiring that new developments when within the area where expansion of the sewer system is anticipated in the future, design their sewage systems to facilitate hook-up when the expansion occurs.

The District has been clear that it does not wish to place the cost of community development on the backs of current users. The reasoning is that the entire town benefits from community development so the entire town should contribute to support desired development, not just the public utilities customers. The District considers line extensions using its own funds in part on environmental circumstances and on a cost/benefit analysis. The District must be able to recoup the installation costs of a line extension through additional user fees within a reasonable time, usually five to seven years. The District would prefer to have developers pay for, or construct the line extensions to their developments, rather than have current users contributing to the cost. A Town policy to require sewer hook-up for development when it is within the vicinity or near sewer lines would support this approach to expansion of the system. Further, the District has the capacity for some expansion and would benefit from more users to support the cost of the system.

SEWAGE TREATMENT IN RURAL AREAS

Sewage treatment in rural areas that do not have access to the public sewers consists primarily of on-site individual underground septic systems. These systems are usually adequate because many areas have suitable soils.

SEPTAGE

Septage in Lincoln is disposed of by private haulers and transported to two state-approved sludge spreading sites in Lincoln – one is located along the Lincoln/Winn town line and the other is located along the Enfield/Lincoln town line. The Lincoln Sanitary District is licensed to accept only 3,600 gallons of septage per day (not nearly enough to meet the town's needs), and mostly just handles septage from recreational vehicles and campers. The provisions for septage disposal should be adequate for the next ten years.

FUTURE NEEDS: Septage disposal facilities should be adequate for the foreseeable future. Lincoln's land use ordinance specifies that all septic sludge be disposed of in accordance with the "Maine Guidelines for Septic Tank Sludge Disposal on the Land" published by the UMO and Maine Soil and Water Conservation Commission in April, 1974 (Section 36b). This provision should be updated to refer to the current guidelines.

SOLID WASTE DISPOSAL AND RECYCLING

Lincoln's household solid waste and recycling is handled at the Lincoln Transfer Station located in the town's industrial park. Individuals either transport the materials to the transfer station themselves or contract with private haulers for curb-side pick-up. Lincoln residents can obtain a trash pass at the Town Office. The first pass for each household is free (one per year); any additional passes are $1.00 each.

The Transfer Station consists of a 20'x80' steel building with a compactor, recycling bins and outside storage areas. The transfer station accepts most solid waste, including demolition debris. Asbestos and other hazardous wastes, cement blocks, bricks, rocks, gas, antifreeze, dead animals and medical waste are not accepted. Recyclables that are accepted include: newspaper, cardboard, brown paper bags, aluminum and tin cans, glass, plastics #1 and #2, waste oil, compost and residential mercury (universal) waste (TVs, computers, fluorescent bulbs, ballasts and thermostats).

Table 4-3. Municipal Solid Waste and Recycling Report, 2003 through 2007

Year	Solid Waste	Recycling	Bulky Waste	Bulky Recycling	Commercial Recycling	Total Recycling	Total Solid Waste	Recycling Rates		Town Expenses
								Base	Adjusted	
	Tons							%	%	$
2003	3,887.4	166.3	2,000.0	818.0	941.5	1,970.8	7,858.1	25.1%	36.1%	$391,906
2004	3,777.5	220.7	2,000.0	416.4	0.0	1,088.9	6,866.4	15.9%	24.9%	$368,369
2005	3,920.5	316.1	885.7	896.2	1,142.6	2,354.9	7,161.1	32.9%	41.9%	$391,221
2006	3,894.8	353.0	950.0	485.0	1,171.1	2,009.1	6,853.8	29.3%	38.3%	$391,221
2007	3,910.5	358.7	150.0	696.1	1,200.0	2,254.8	6,315.3	35.7%	44.7%	$427,454

Source: Maine State Planning Office, Town Submissions

Waste is transported by town employees to the Penobscot Energy Recovery Company Waste-to-Energy Facility in Orrington, where it is incinerated. The Town's landfill, which is located on the Folsom Pond Road, was closed in 1992. The Town no longer monitors the ground water at this site.

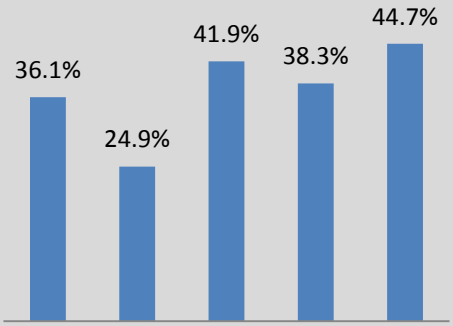
The tonnage of total solid waste decreased from 7,858 tons in 2003 to 6,315 tons in 2007 (Table 4-3). A considerable amount of the bulky waste disposal for 2003 and 2004, 2,000 tons each year was probably related to the fires in the downtown.

Recycling increased from 1,970.8 tons in 2003 to 2,254.8 tons in 2007. The adjusted recycling rate (adjusted for returnable bottle and compost credits) actually increased from 36.1% in 2003 to 44.7% in 2007.

FUTURE NEEDS: The Public Works Director would like to upgrade the vertical recycling compactors to horizontal compacters. Recycling of additional plastics will be established as markets become available. A regional hazardous waste recycling program is needed.

Given the significant costs of solid waste disposal, the Town is considering the development of a regional transfer station facility and options for increasing recycling, such as a pay per bag approach.

Figure 4-1. Municipal Recycling Rate



EMERGENCY SERVICES

EMERGENCY 9-1-1 SYSTEM (E 911), DISPATCH AND RESPONSE TIMES

Lincoln has a complete and functioning E-911 Addressing and Management System including an addressing ordinance, addressing agent and reporting system. Road signage and addressing are in place.

Dispatch for all emergency calls is provided through Penobscot County Regional Communications (PCRC) which is located in Bangor. Ambulance and first responder services are also dispatched directly through the Penobscot Valley Hospital's emergency telephone line. The following table displays the various emergency services, responders and average response times.

Table 4-4. Overview of Emergency Services			
Service	Responder	Average Response Time for Lincoln Calls (Estimates)	Back-up Responders
Police Protection	Lincoln Police Department	<5 minutes for emergency calls; <15 minutes for non-emergency calls	Penobscot County Sheriff's Department and Maine State Police
Fire Protection	Lincoln Fire De-partment	<10 minutes, but many calls <5 minutes	Mutual aid agreements with Mattawamkeag, Howland, Burlington, Lee.
Emergency Medical - Ambulance and First Responder	Penobscot Valley Hospital (PVH)	15 minutes	Not Applicable
Source: Police Chief, Fire Chief, PVH Director of Emergency Services			

EMERGENCY PLANNING AND HAZARD MITIGATION

As of November 2003, towns and counties were required to have a Hazard Mitigation Plan approved by the Federal Emergency Management Agency (FEMA) in order to qualify for assistance associated with all types of disasters (flooding, forest fires, homeland security, hazardous chemical spills, and flu pandemics). Mitigation planning is a tool that helps towns target their most disaster-prone areas and reduce repetitive loss of property.

Lincoln's Emergency Management Director (Fire Chief) is the local representative working with the Penobscot County Emergency Management Agency (PEMA) on the county plan. Lincoln's Emergency Preparedness Guide was completed in 2009. Lincoln's Safety Committee and the Director are continuing work on emergency preparedness including the development of emergency shelter provisions.

The transportation, storage and handling of hazardous materials in Lincoln are relevant issues associated with some industrial uses, such as the paper mill. Lincoln would rely heavily on PEMA and the HAZMAT Team based out of Bangor for response to any hazmat spills or leaks. The Penobscot Valley Hospital Emergency Services Department has some chemical decontamination equipment, but would be reliant on these other organizations if there was a major disaster situation.

Flooding is not an extensive problem in Lincoln, although there have been a few areas where it has damaged property. Lincoln participates in the Federal Emergency Management Agency Flood Insurance Program, which is designed to assure appropriate use of floodplains to reduce the risk of property loss. As a participating town, property owners and renters are eligible to purchase subsidized flood insurance, which is often required when applying for a loan or mortgage for property located on a floodplain.

PUBLIC SAFETY BUILDING

Lincoln's Fire and Police Departments are housed at the Public Safety Building on Adams Street, which is very close to the center of town and the business district. The Public Safety Building, constructed in 1992, is in good condition. The building is a one-story stick built structure that consists of four bays, a waiting room, offices, and furnace room. The Fire Chief is responsible for overseeing maintenance of the building.

FUTURE NEEDS: No major improvements are anticipated for the Public Safety Building. Equipment and building and grounds expenses are displayed in Table 4-5.

Table 4-5. Public Safety Building Capital Plan

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
EMA Equipment (Gen)		$5,000			
PSB Phone System					
PSB Furniture		$4,000	$1,200		
PSB Building and Grounds		$5,625			
PSB Equipment		$1,200		$4,500	$1,500
SUB TOTAL		$15,825	$1,200	$4,500	$1,500

Source: Lincoln Capital Plan, Fire Chief

POLICE PROTECTION

Police Department Mission: To treat citizens with pride, professionalism, fairness and respect.

The responsibility of the Police Department is to enforce Lincoln's ordinances and state laws, to preserve order and to prevent infractions of laws and regulations. Along with its normal patrol function and professional police service the Department also provides: routine bike patrols of the downtown area and immediate residential area, residential security inspections, business security inspections, guest speakers at employee meetings and speaking for public service functions. Every year, the Department presents the "Officer Phil Safety Program" to school children (Grades K-4) from the Ella P. Burr School. The presentation is made possible through donations of individuals and businesses from Lincoln. The school's early kindergarten and kindergarten children are fingerprinted on a yearly basis. Also the Police Department, in conjunction with the Fire Department, holds a Halloween Parade and Party for Lincoln's children. The Police Department operates on an annual budget of approximately $400,000.

The Department has a total of four officers, one Chief and one Sergeant, as well as 11 reserve officers. Some officers are specially trained in Crisis Intervention, Child Sexual Abuse, and Operating Under the Influence (OUI) enforcement. All of Lincoln's officers receive a yearly training update at the Maine Criminal Justice Academy.

The Police Department is developing a Community Policing Plan. The goal of Community Policing is to develop a proactive comprehensive plan for providing police services in the future. Community policing is a partnership between the Police Department and the community to identify law enforcement prob-

lems and needs, and potential solutions. It also includes crime prevention through education and public awareness programs.

POLICE CALLS: Police Department calls have ranged from 3,837 to 5,089 calls per year over the past five years (Table 4-6). In 2008, the Department responded to 4,693 calls.

Table 4-6. Lincoln Police Department Calls

	2004	2005	2006	2007	2008
Calls for Service	3,357	4,016	3,344	3,098	3,773
Motor Vehicle Summonses	365	312	243	163	122
Operating Under the Influence (OUI)	45	37	25	25	21
Criminal Arrests	234	243	190	105	223
Motor Vehicle Accidents	176	237	185	194	266
Animal Complaints	193	244	275	252	288
Total	4,370	5,089	4,262	3,837	4,693

Source: Lincoln Annual Town Report, FY 2008

The Department anticipates that calls will increase in the future, as a result of the downturn in the economy and with the increasing role that Lincoln plays as a service center community. Crime rates increase during bad economic times – more drug use, thefts and burglaries. Additionally, the aging population means a more vulnerable population that can be prime targets for crime. Lincoln is increasingly serving as the hub of medical and business service activity in northern Penobscot County. Many people also commute into town for employment. Lincoln's daytime population increases significantly, and as a result the Police Department's busiest time is between the hours of 1 p.m. to 8 p.m.

FUTURE NEEDS: The Police Chief believes that police staffing is not adequate, particularly given current economic and social trends, combined with future growth of the community as a service center for the region. The current staff level is below average for what is generally recommended for a town the size of Lincoln.

MAJOR EQUIPMENT: The Police Department is equipped with four patrol vehicles, two marked and two unmarked. All vehicles are well equipped. Each police officer carries a portable radio on duty.

FUTURE NEEDS: In the next five years the Police Department plans to acquire a new cruiser, one cruiser radio, one computer, and some cruiser equipment. Police cruisers are replaced every two years.

Table 4-7. Police Department Capital Needs

	2010	2011	2012	2013	2014
Police Cruiser*	$24,450		$12,000		$12,000
Police Cruiser Reserve*		$12,000		$12,000	

* Alternative Purchasing/Leasing option expected to be proposed that will reduce yearly capital expenditure and allow better rotation of police vehicles.
Source: Lincoln Police Chief

GRANT FUNDING: The Police Department utilizes grants for programs to combat underage drinking.

REGIONAL COOPERATION: The Lincoln Police Department only serves the Town of Lincoln. The Lincoln Police Department maintains a strong working relationship with the Penobscot County Sherriff's Department and the Maine State Police in providing police services.

FIRE PROTECTION

Fire Department Mission: To maintain a ready, well-equipped, well-trained, capable and professional service.

The Lincoln Fire Department is responsible for fire protection, fire prevention and rescue services for an area of more than 100 square miles that includes the towns of Lincoln, Chester, Enfield, Lowell, and Winn. The Department's services include fire fighting, hazardous materials response, vehicle extrication, search and rescue, other technical and specialized rescue and other support services. The Department also conducts free services, including chimney inspections, business inspections, fire safety and extinguisher classes, home safety training, planned evacuations, voluntary house or business inspections for residents of Chester and Lincoln. The Lincoln Fire Department operates on an annual budget of around $385,000.

The Department consists of thirty six people: eight full-time engineers/firefighters and twenty-eight paid volunteers. There are also about eight non-paid volunteers. There are always two full-time firefighters on duty. The Department would like to have as many as fifty on-call, paid firefighters, but finding that many people available to serve is an ongoing challenge.

EMERGENCY RESPONSE AND SERVICE CALLS: The Department has become more active over the past five years, with total response/service calls increasing from 322 in 2004 to 464 in 2008 (Table). Some of this increased activity is the result of more people in town, particularly during the daytime due to more businesses. More people are commuting to work in Lincoln and traveling to the downtown for goods and services. This trend is likely to continue. The Department has also become more proactive in its fire prevention and fire safety activities, such as the business inspection program.

Table 4-8. Lincoln Fire Department: Emergency Responses and Service Calls

(Calendar years)	2004	2005	2006	2007	2008
Structure Fires	19	18	13	10	16
Fuel Leak or Fire	16	21	10	9	19
Vehicle Fire	13	7	4	3	12
Aid Other Agency	30	5	8	5	3
Wildland Fire	15	9	10	6	5
Carbon Monoxide Alarm	0	2	2	1	0
Chimney Fire	12	4	5	13	6
Wire Down/ Electrical	26	14	28	24	20
Motor Vehicle Accident	38	49	67	59	47
Ambulance Assist	25	21	29	50	76
Fire Alarm	21	26	21	32	16
Service Calls, Other	107	122	132	200	190
Total	322	298	329	412	464

Source: Lincoln Annual Town Reports

The Department would also like to offer EMS intermediate response service in the future, in response to the increase in the number of older people in town.

REGIONAL COORDINATION: Mutual Aid and contracted services are provided through

various municipal agreements that also include the Penobscot County Mutual Aid Agreement. Lincoln has mutual aid agreements for fire protection with Mattawamkeag, Howland, Burlington, and Lee. Lincoln has fire service agreements with Chester, Enfield, Lowell and Winn, towns who do not have their own fire departments. Hazardous materials (Hazmat) services are provided by East Millinocket or Bangor.

MAJOR EQUIPMENT: The Department's equipment dates from 1982 to 2002 and is in good operating condition. Apparatus includes two pumpers with 1,500 and 1,250 GPM pumps and 1,000 gallon water tanks, one pumper/tanker with a 1,000 GPM pump and 2,500 gallon water tank, one tanker with 500 GPM pump and 2,000 gallon water tank, and a 1990 Spartin ladder truck.

Table 4-9. Fire Department Capital Needs

	2010	2011	2012	2013	2014
Tank 1 1997 Freightliner					
Ladder 5 1990 Spartin LTI					
Engine 3 2002 FL80					
Engine 4 1992 White GMC					
Engine 2 1998 Topkick GMC					
Fire Truck Reserve/Lease	$20,000	$20,000	$20,000	$20,000	$20,000
TOTAL	$20,000	$20,000	$20,000	$20,000	$20,000

Source: Lincoln Fire Chief

FUTURE NEEDS:

Fire trucks generally have a life of 20 years. Within the next ten years the Department anticipates replacing the pumper/tanker.

The Department would like to purchase five sets of firefighter turn-out gear at a cost of $1,308/set every year for the next five years to replace the obsolete equipment. Radio equipment that will be needed include a new base radio system ($10,000 to $12,000), and two truck radios at $750 each. The old military ambulance from the 1960s will need to be replaced by a more reliable four-by-four rescue vehicle at an estimated cost of $45,000. A feasibility study is also currently underway on the addition of a hose tower to properly dry fire hoses after usage.

AMBULANCE AND FIRST RESPONDER SERVICES

The Penobscot Valley Hospital's (PVH) Emergency Service Department provides 24-hour ambulance and first responder services for an area of 1,300 square miles, which includes the Town of Lincoln and the surrounding organized and unorganized towns. PVH charges individuals for these services. PVH works closely with Lincoln's Fire and Police Departments to provide emergency services. PVH also has first responder services in Mattawamkeag, Lee, Sebosis, and Passadumkeag, and utilizes the first responder services of the E. Millinocket Fire Department.

Registered professional nurses with additional Critical Care/Intermediate EMS licensure and emergency medical technicians licensed by the Maine EMS system provide staffing for the PVH Emergency Department. These services are backed up by the PVH's Emergency Room, which has staff with registered nurses and physicians.

PVH's ambulance service has two ambulances – one is stationed in Lincoln at the Hospital and one is stationed at the Fire Department in Howland. The Emergency Service Department also has chemical de-contamination equipment available in case of an incident involving hazardous substances.

On average the Emergency Services Department responds to about 700 emergency patients per month. Pre-hospital care is provided for about 110 area residents a month. About 70% of the call volume comes from the Town of Lincoln. The number of calls has increased by about 200 runs per year over the past several years. The Department anticipates that call levels will continue as in the past.

The Director of the Emergency Services Department indicated that these emergency services should be adequate for the foreseeable future.

The Maine Warden Service provides search and rescue services.

BALLARD HILL COMMUNITY CENTER

The Town also owns the Ballard Hill Community Center which is used for recreational activities. Discussion on the Ballard Hill Community Center is in Chapter 5 Recreation.

CEMETERIES AND MEMORIALS

Cemeteries: There are six cemeteries in Lincoln, all of which are Town-owned. Only West Broadway and South Lincoln have space available. The Parks and Recreation Department is responsible for maintenance of the cemeteries and burials with an annual budget of around $14,000. The capital plan for cemeteries includes $4,700 for 2010 and $4,000 for 2012 for cemetery equipment. There may also be a need for additional cemetery space within next ten years.

Table 4-10. Lincoln's Cemeteries		
Cemetery	Acres	Status
Half Township	.52	At capacity
Lincoln Center	2.5	May be near capacity
Park Avenue	19.19	At capacity
South Lincoln	1.12	Additional space available
Stanhope Mill Road	.75	At capacity
West Broadway	11.08	Additional space available
Total Acres	35.16	
Source: Lincoln Town Reports & Department Director		

Memorials: There are three memorials/monuments in Lincoln (Table 4-11). All three should be evaluated to determine whether cleaning, maintenance, or restoration is needed.

Table 4-11. Memorials/Monuments		
Memorial	Location	Acres
Veterans Memorial Square (Lincoln War Memorial)	E/S Main Street	.71
Civil War Monument	Intersection - Rt. 2/Rte. 6	<1
World War I Monument	Intersection – Rte. 2/Rte. 155	<1

LINCOLN MEMORIAL LIBRARY

The Town's Lincoln Memorial Library is located on 21 West Broadway and is open 6 days per week. The Library is a one-story brick building, with a finished basement that was constructed around 1928, with an addition constructed in the 1960s. The structure is in good condition, but is at capacity.

The Library is managed by the Library Director, who oversees a staff of five. The Library Advisory Committee works with the Library Director to make policy and program recommendations to be voted upon by the Town Council. The Library operates on a budget of around $135,000. A long-range plan for services, materials and programs is currently being developed.

The Library has over 4,000 registered patrons, and about 30,000 items, including books, magazines, newspapers, reference materials, videos, DVDs, genealogical materials, interlibrary loan, and free internet access. The Library also has activities and programs, such as adult and children reading programs, book discussion groups, internet training, and a tote-bag library outreach program for daycares, nursery schools, Head Start and the Christian School. The Library recently added wireless internet and public access computers.

FUTURE NEEDS: Short-term capital needs include a new roof, new furnace, new carpeting and upgrades to the check-out desks, both upstairs and downstairs. Some structural repairs to windows may also be needed.

The most significant long-range capital need is the need for additional library space and parking. The Town purchased an adjacent property in anticipation of this expansion. The Town will be developing a plan and cost estimate for this expansion in the near future.

Table 4-12. Library Capital Needs

	2010	2011	2012	2013	2014
Library Building & Grounds	$8,000				
New Furnace			$10,000		
Library Equip. Purchase	$1,200	$1,000	$1,000	$1,000	$1,000

As of this writing, the Librarian also estimated that new carpeting would cost about $10,000 and that the roof repairs would be around $15,000.

REGIONAL COORDINATION: People from outside Lincoln are welcome to use the Library for a fee.

HEALTH SERVICES

TOWN AND TOWN-SUPPORTED SERVICES

The Town of Lincoln administers the General Assistance Program and sponsors the Heating Fuel Assistance Fund. The Town also has a Health Officer who oversees these programs, and monitors public

health issues that might affect the community. The Town also provides annual subsidies to the Lincoln Food Cupboard and the Penobscot Valley Humane Society.

- General Assistance Program: Municipal Program - FY 2008, $25,000 (approx.)
- Town Sponsored Heating Fuel Assistance Fund: Municipal Program – Town Contribution for FY 2009, $5,000; other donations encouraged.
- Lincoln Food Cupboard, (32 Park St.) – Municipal Subsidy for FY 2009, $1,000
- Penobscot Valley Humane Society, (1 Park Ave.) - Municipal Subsidy FY 2009, $14,950

REGIONAL RECREATION/REHABILITATION CENTER INITIATIVE: There is a growing consensus that a regional recreation and rehabilitation center is needed in the greater Lincoln region to accommodate future population growth and changing demographics.

OTHER HEALTH SERVICES

THE PENOBSCOT VALLEY HOSPITAL INCLUDES a Skilled Nursing Facility and the Ambulance Service that serve the greater Lincoln area. The Hospital is a 33 bed facility which provides inpatient medical, surgical, intensive care and obstetric care. The Hospital provides a wide range of outpatient and clinic services, including rehabilitation and diagnostic services. The Skilled Nursing Facility has 9 beds and serves clients who are too ill for home or nursing home care, but do need the level of care that the Hospital provides.

HEALTH ACCESS NETWORK (HAN) is a non-profit organization incorporated in 2002. As a federally funded community health center, HAN offers a full range of comprehensive health care services. Services are provided regardless of ability to pay. HAN operates clinics in West Enfield, Lincoln, Medway, and Millinocket, and employs 90 people, including 20 practitioners, with an annual operating budget of about $6.5 million. Offices and services in Lincoln include: (1) administration, patient assistance and counseling – 51 Main Street; (2) primary care – 880 Maine Street and 252 Enfield Road; (3) podiatry, urgent care, OB/GYN – 252 Enfield Road; and (4) dental – 9 Main Street. HAN is building a new facility on 175 West Broadway.

THE COMMUNITY HEALTH AND COUNSELING CENTER (CHCC) is a community based, nonprofit, outpatient facility which provides comprehensive and diverse mental health services and therapy; school support services; extensive home health services; and rehabilitation services. CHCC constructed a new 15,000 square feet facility in 1995. The facility is located at 313 Enfield Road.

COLONIAL ACRES NURSING HOME is a long-term nursing home facility with 80 beds that provides a broad range of services to residents, such as clinical laboratory, physician, dental, nursing, dietary, housekeeping, mental health, occupational and physical therapy, pharmacy, and social work services. Non-resident services include services, such as activities, administration and storage of blood, vocational services and diagnostic x-ray services. The facility is located on 36 Workman Terrace.

LINCOLN KIDNEY DIALYSIS CENTER (Eastern Maine Medical Center), 250 Enfield Rd.

VETERANS ADMINISTRATION: Lincoln Community Based Outpatient Clinic, 99 River Road.

COMMUNITY HEALTH SERVICES: Penquis Community Action Program, 115 Main Street services include family planning, heating assistance,

COMMUNITY LIVING SERVICES: Katahdin Friends – Branch Office, 9 Main Street Suite A.

DENTAL: Kyes Dentistry, Dr. Jeffrey Kyes, 168 West Broadway; Durwin Y. Libby DMD, 224 Enfield Road; and Dr. Joe Tibodeau, 97 Lee Road.

MEALS FOR ME, Ballard Hill Community Center.

MENTAL HEALTH AND SUBSTANCE ABUSE: Northeast Occupational Exchange (NOE), 25 Airport Road; Allies, Inc., 12 Marietta Drive; Rural Family Counseling, John Hale, 52 Main Street; and Riverside Community Center, 43 Fleming Street.

OPTICAL: Gregory Farrell OD, 53 Transalpine Road; and Mark Weatherbee OD, 26 Enfield Road.

PHYSICIANS (other than those associated with the agencies listed above): Manoucher Afshari MD FACS FICS, Penobscot General Surgery, 252 Enfield Road; S. John Shannon, DO, Penobscot Primary Care Lincoln (Suite 5), 252 Enfield Road, Suite 5; Jack Nobel MD, Nobel Clinic, 26 Enfield Road; Patricia Nobel MD, Nobel Clinic, 26 Enfield Road; and Carl Alessi MD.

REHABILITATION SERVICES (other than those associated with the agencies above): Susan Lifer PT, 100 Taylor Street.

RESIDENTIAL CARE SERVICES: Lakeview Terrace Residential Care Facility, Vern & Debbie Taylor, 74 Taylor Street; and Lakeview Adult Family Care Home, Tom & Jane Stepanec, 10 East Broadway.

CHIROPRACTIC: Lincoln Chiropractic Center, Kari Leonard DC, 228 West Broadway; and NE Chiropractic Center, Dr George Demaertelaere.

POWER AND COMMUNICATIONS

ELECTRICITY is provided by Bangor Hydro Electric Company. An electric substation is located on Depot Street in Lincoln. Three-phase power is available in many areas of town.

COMMUNICATIONS services in Lincoln consist of Fairpoint Communications telephone service, Time Warner Cable TV, the Bangor Daily News, the weekly Lincoln News. Internet service is available through several servers. Broadband (high speed internet) is available in many areas of the town.

TOWN WEB PAGE - Lincoln has a well-developed WEB page (www.lincolnmaine.org) that provides an extensive amount of information about town government and the community, and provides links to

area organizations and businesses. The Town's WEB page also includes the *Weekly News* which is an informative report on town activities put together by the Town Manager.

EDUCATION

REGIONAL SCHOOL UNION 67

The Town of Lincoln is a member of Regional School Union 67 (RSU #67), which is comprised of the towns of Chester, Mattawamkeag, and Lincoln. Lincoln elects eight members to the 12 member school board. The school's Central Office is located at 57 Maine Street in Lincoln. The school has an annual budget of around $13 million.

RSU 67 has four schools as follows: Ella P. Burr School (grades K-4), Dr. Carl Troutt School (grades K-4), Mattanawcook Junior High School (grades 5-8) and Mattanawcook Academy (grades 9-12). These schools are all located in Lincoln. The Dr. Carl Troutt School is located in Mattawamkeag. The RSU is currently considering the closure of the Dr. Carl Troutt School.

Table 4-13. RSU #67 Schools

School	Address	Grades	Capacity	Enrollment Oct. 2008	Approximate Year Built	Condition
Ella P. Burr	23 Ella P. Burr Street, Lincoln	K-4	450	393	1954	Fair/Good
Dr. Carl Troutt School	41 Graham Lane, Mattawamkeag	K-4	100	48	<1950/rebuilt 1972	Fair
Mattanawcook Junior High	45 School Street, Lincoln	5-8	500	362	1935/several upgrades	Good
Mattanawcook Academy	33 Reed drive, Lincoln	9-12	600	435	1967/some upgrades	Good

Source: RSU 67 Superintendent

RSU 67 schools are in fairly good condition as a result of upgrades and ongoing maintenance over the years. Several years ago the district had a professional evaluation done of its facilities. The recommended improvements at an estimated cost of $2 to $3 million are being made with an anticipated completion date of 2015.

School enrollments have remained stable over the past few years. The Superintendent anticipates that enrollments will continue to remain stable, and perhaps increase in the future because families will be attracted to the area due to the services available within Lincoln. The district's schools have the capacity to absorb a considerable increase in enrollments.

SCHOOL LOCATION AND TRANSPORTATION: Lincoln's public schools are all located within or adjacent to residential neighborhoods, where there are sidewalks or paths that allow students to walk or bicycle

to school. The Lincoln's Subdivision Regulations allow the Planning Board to require sidewalks when subdivisions are within a half mile of a school. The Planning Board has required walking paths in two subdivisions that were approved within the past several years. Zoning around the schools is designed to encourage residential development in these areas.

Despite the availability of sidewalks, most school students ride the bus, according to the School Superintendent. To some extent this may be due to the climate, and/or out of habit. The school and Town may want to explore this issue further given the positive health benefits of exercise given obesity rates today.

REGION III NORTHERN PENOBSCOT TECH

One of the Region III Northern Penobscot Tech (NPT) facilities is also located in Lincoln on 17 West Broadway. The Northern Penobscot Tech Region III consists of educational facilities in Howland, Lincoln, Lee and Millinocket. NPT provides technical education, including adult education, services to the 29 town area of Penobscot, Aroostook and Washington Counties. The five sending schools for the school in Lincoln are Lee Academy, Mattanawcook Academy, Penobscot Valley High School, Schenck High School and Stearns High School.

NPT in Lincoln has approximately 250 students. Programs include automotive technology, building trades, commercial driving, computer repair, culinary arts, heavy equipment, health occupations, medical administration services, metal trades, multi-media, natural resources, and welding.

NPT's Adult Education Program offers a wide range classes designed to provide training and retraining for entry-level positions. One particular focus of the program is to assist workers displaced due to layoffs and the closure of area businesses in being retrained so they can find their way back into the workforce.

INVENTORY OF COMMUNITY FACILITES

An inventory of community facilities, excluding recreational facilities (See Chapter 5 Recreation) is displayed on the following page. Most of these facilities are also displayed on the Community Facilities Maps.

Table 4-14. Inventory of Community Facilities			
Facility	Map/Lot	Acres	Owner
Town Office (leased)	137/063	.27	Lincoln Masonic Fraternity
Public Safety Building	139/049	.92	Town
Public Works Garage	136/09	6.5	Town
Transfer Station	63/3	27	Town
Lincoln Airport	134/001	59.4	Town
Folsom Pond Rd Landfill	39/005	167	Town
Lincoln Memorial Library	137/027	.6	Town
Corro House (Historical Society/Library)	137/025	.46	Town
Parking - Fleming/W. Broad	137/028	.51	Town
Court House Parking (Fleming)	137/036	.62	Town
Lake/Main Street Parking	137/138, 139, 140	.14, .08,.13	Town
Prince Thomas Parking	137/123	.16	Town
South Lincoln Cemetery	118/11	1.12	Town
Half Township Cemetery	53/1	.52	Town
Park Avenue Cemetery	135/6	19.19	Town
Lincoln Center Cemetery	86/5	2.5	Town
West Broadway Cemetery	136/1	10.08	Town
Stanhope Mill Road Cemetery	6/17	.75	Town
Veterans Memorial Square	137/70	.71	Town
Penquis Lakeview Senior Housing	137/41, 42	.39, .58	Town (to be sold)
Water District Office	137/178	.42	Lincoln Water District
Water Tower (Pinkham St)	126/29	2.5	Lincoln Water District
Pinkham Street	126/39	2	Lincoln Water District
Conservation Land (West Broadway)	119/16, 17, 18	20, 22, 434	Lincoln Water District
Transalpine Rd	125/54	1.51	Lincoln Water District
Conservation Land (Station Rd)	119/15	22.22	Lincoln Water District
Conservation Land (Station Rd)	120/5	14.3	Lincoln Water District
Lincoln Sanitary District (Hayes St)	141/21, 27	0, 10	Lincoln Sanitary District
Hayes St. Ext.	141/25, 26	.19, .33	Lincoln Sanitary District
Enfield Rd.	47/37	.04	Lincoln Sanitary District
Main St.	157/9	.38	Lincoln Sanitary District
Spring St.	136/47	.36	Lincoln Sanitary District
Depot St.	139/15,16, 22	.17,.19, .16	Lincoln Sanitary District
Mackenzie Ave.	140/5	.2	Lincoln Sanitary District
Ella P. Burr School	144/035	21	SAD 67
Mattanawcook Junior High	139/279, 278	8.84, .17	SAD 67
Mattanawcook Academy	144/31	91.09	SAD 67
Penobscot Technical School	136/54	3.77	Reg. III Penobscot Tech.
U.S. Post Office	139/3	.83	Leased
Source: Property Tax Records, 2009			

CHAPTER 5. RECREATION AND OPEN SPACE

OVERVIEW

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

Recreation and open space are important for a community's quality of life. The availability of recreation opportunities, particularly those in the outdoors that entail access to rural land and water bodies, is a strong tradition in Maine communities. Recreational facilities, such as community buildings, ball fields, playgrounds, beaches and parks provide places where people can socialize and be active. Open space provides areas for outdoor recreation, such as access to water bodies for boating, fishing, swimming and ice skating, and trails for walking, snowshoeing, cross-country skiing, hiking, wildlife and bird watching, and snowmobiling and ATV riding. Open space provides areas for wildlife and contributes to the scenic beauty of the area. Regionally and locally, open space and other outdoor recreational offerings are considered economic assets for ecotourism and second/seasonal home development.

Lincoln prides itself on its recreational offerings. The following is an inventory and analysis of Lincoln's recreational offerings.

SUMMARY

Will existing recreational facilities and programs in the community and region accommodate projected changes in age groups or growth in the community?

- Lincoln has a strong and very proactive recreation program run by a Recreation Director and Committee. There are programs and facilities available for all ages. The Town continues to add programs as demand warrants, such as a possible need for more recreation and social activities for adults and seniors. In general, these programs should serve the community well into the future.

Is there a need for certain types of services or facilities or to upgrade or enlarge present facilities to either add capacity or make them more usable?

- The most significant recreational need is for the regional recreational and rehabilitation center. Improved public access and facilities to lakes in ponds, and resolution the use of the Ballard Hill Community Center are other recreation facility needs.

Are important tracts of open space commonly used for recreation publicly owned or otherwise permanently conserved?

- The Town of Lincoln owns a considerable amount of recreational land. There are several parks, and recreation facilities associated with the schools,

Is there a mechanism, such as an open space fund or partnership with a land trust, to acquire important open spaces and access sites, either outright or through conservation easements?

- Lincoln leases three boat launching sites from private landowners. There isn't any active land trust or other conservation organization in the area, and there does not appear to be much interest in working with a land trust or other organization to preserve conservation land at this time.

Does the public have access to significant water bodies?

- There are eight public access facilities to Lincoln's water bodies, including the Penobscot River. Lincoln would like to develop public access facilities to three additional ponds.

Are recreational trails adequately maintained? Are there use conflicts on these trails?

- Lincoln has an extensive network of snowmobile trails maintained by the Lincoln Snow Hounds. The local ATV Club is working to develop ATV trails. The Town would like to develop a trail system that connects with the Ella P. Burr School in conjunction with the planned development of the Recreation Center property.

Is traditional access to private lands being restricted?

- This does not appear to be a problem because there is a considerable amount of private land available for recreation, such as hunting and fishing. There is very little posting of land.

Supporting documentation

TOWN RECREATIONAL PROGRAMS

Lincoln has a Recreational Committee, Recreation Department and Recreation Director. The Recreation Committee is appointed to a three year term by the Town Council. The Committee meets monthly and acts as an advisory group to the Recreation Director. The Committee works with the Director to develop the coming year's programs, budget and hiring of summer employees. The Department operates with annual budget of approximately $163,000.

The Department manages a multitude of programs for both children and adults with the help of a number of volunteers. Children's activities have included: T-ball, Farm League, play group, boys and girls basketball, Senior Little League, tennis, swimming lessons, cheering, arts and crafts, playground and game room activities, beach day, field day, youth football, basketball camp, soccer, senior girls softball, track and field, ice skating, Halloween parties and other activities over the years. Some of the activities offered to adults include co-ed volleyball, basketball, and open gymnasium. Over the years the Recreation Department has tried to diversify its activities, such as archery lessons and special field trips, in order to reach more of Lincoln's population. Free swimming lessons are offered throughout the summer at the Prince Thomas Park located on Mattanawcook Lake. Lifeguards are on duty daily during the summer.

The **BALLARD HILL COMMUNITY CENTER,** located at 4 Pleasant Street on a 2.59 acre lot, is used as a place for civic and community groups to gather. The building is a 2-story wood frame building (for-

mer schoolhouse) with storage in the basement. The first floor has a kitchen that is used for the meals program. The second floor has a number of meeting rooms that are rented out to groups. The Recreation Department has purchased a "WII System" (computer program with exercise equipment) through the Herb and Bailey Trust Fund. Outside there is a multipurpose field, a fenced-in playground, and approximately 50 to 60 parking spaces. In 1994, the Ballard Hill Community Center implemented a user fee for both profit and non-profit organizations. The fees are used for maintenance, as well as general improvements to the building and grounds. The Silver Spoons meals program and various other groups utilize the facility.

The facility is in fair condition. Capital needs include repairs to the existing roof or a new roof, and a new air circulator. Improvements to make the building more energy efficient would help to reduce heating and other energy-related costs.

A Ballard Hill Community Center Ad Hoc Committee was recently appointed to research additional ways the building might be used. There is concern that the building is costing too much to maintain given its limited use. The Penquis Head Start Program has moved into the school system and no longer helps to support maintenance costs.

ANNUAL EVENTS AND CELEBRATIONS are important in Lincoln. Lincoln's major summer festivals are the annual "Homecoming" Celebration and the River Driver Supper. The "Homecoming" Celebration is a parade welcoming family and friends from away who are reuniting with the community. The Annual River Driver Supper is the kickoff event of homecoming. The event was inaugurated 48 years ago at the present Ludden Field, although the site's name has changed several times over the years. The dinner is an annual tradition attracting between 850 to 1,500 people.

A more complete list of annual events and celebrations can be found in Chapter 2 Economy.

INVENTORY OF RECREATIONAL FACILITIES

Lincoln's recreational facilities, as well as those of several outdoor recreation organizations are displayed in Table 5-1 and 5-2, and on the Recreation Maps.

Lincoln's has a broad offering of parks, playgrounds, boat landings, and athletic fields associated with the schools. The Town also has a public beach. With the exception of many of the boat landings, all of the Town's recreational facilities are located in the village area of town.

Table 5-1. Inventory of Town Owned or Leased Recreational Facilities (continued on next page)

Name	Tax Map & Lot #	Location	Acres	Activities/Facilities	Future Needs (within 10 years)
Ballard Hill Community Center	139/72	Community Center/4 Pleasant Street	2.59	1 multipurpose field, 1 playground, 50-60 parking spaces	Roof repair, or new roof; new air circulator, energy conservation
Recreation Center site	142/9	W/S Lee Road	10.8	Vacant (Future development planned)	Develop regional recreation center
Albert Thomas Park	136/89	36 Washington Street	.28	1 playground, 1 basketball court, 4 parking spaces	Upgrade playground equip.
MacEachern Park	137/142 & 143	Mattanawcook Lake /2 Enfield Road	.26	Gazebo, 2 sitting benches, 1 nature center, scenic view	Adequate
Carlton Aylward Memorial Park	137/11	E/S Perry Street	.32	1 sitting bench, head stone	Adequate
Children's Pond	129/8	River Road	4.75	Children's fishing pond	Planned for 2010
Prince Thomas Park	137/110 123, & 124	Mattanawcook Lake	1.19 +.16 +.9	55 parking spaces, changing facilities, beach volley ball, playground, swimming, 10 parking spaces for cars and boat trailers, 200 feet of frontage beach	New beach house, 2 boys and 2 girls bathrooms; upgrade playground area
Cobb Field	137/98	Mattanawcook Lake frontage	2.07	Landscaped open space	Adequate

Table 5-1. Inventory of Town Owned or Leased Recreational Facilities (continued on next page)

Name	Tax Map & Lot #	Location	Acres	Activities/Facilities	Future Needs (within 10 years)
Prince Thomas Boat Landing	137/126	Mattanawcook Lake/Lake Street	.08	Parking – 45+ cars and 6 boat trailers.	Wharf replacement
Folsom Pond Boat Landing	40/14	500 Folsom Pd Road	1.96	Boat landing, a few parking spaces	Address erosion issues, improve parking
Big Cold Stream Pond Boat Landing	103/24	19 Go Devil Road	5.38	Boat landing	New boat launch planned pending state funding
Big Narrows*	104/20	Upper Cold Stream Pond	1.6	Boat landing	New boat launch planned for summer 2010
Long Pond Boat Access	(leased from Lakeville Shores)	Long Pond	<1	Wharf 1 paved boat ramp, 12 parking spaces for cars and boat trailers	Wharf replacement
Pollard Brook Boat Landing	124/3	Penobscot River/ West Broadway	10.17	1 paved boat ramp, grills, picnic tables, 20 parking spaces for cars and boat trailers	Wharf replacement
Stump (Snag) Pond Boat Launch	(leased from Haskell Lumber)	Boat site on Snag/Stump Pond	.5	1 gravel boat launch, 4 parking spaces	Adequate
Little Narrows	(leased from Lakeville Shores)	Upper Cold Stream Pond/ Transalpine Road	<1	Gravel dirt access, 2 cars maximum	Adequate

*Owned by Maine Inland Fisheries and Wildlife
Source: Lincoln Tax Assessor and Recreation Director

PUBLIC ACCESS TO WATER BODIES

There is public access to the Penobscot River and many of the Town's water bodies as displayed in Table 5-1 and on the Recreation Map. The Town would like to provide public access to all of its 13 lakes. The Town will be developing public access facilities to Big Narrows and Cold Stream Pond in the near future. The Town would also like to develop public access to Combolasse Pond and Upper Pond. There is walk-in access to Little Round Pond.

OTHER RECREATION FACILITIES

Other recreational facilities (Table 5-2) include school athletic fields, playgrounds, gymnasiums and other facilities. The Lincoln Historical Society also maintains a park and museum. The Lincoln Snowhounds, Penobscot Off-Road Riders and Lincoln Fish and Game Club also maintain recreational facilities. There is also a Lincoln Little League active in the town.

Table 5-2. Inventory of Other Recreational Facilities

Recreation Area	Tax Map & Lot #	Location	Acres	Activities/Facilities
Ella P. Burr School	144/36	Elementary School/23 Ella P Burr Street	21	2 playgrounds, 1 gymnasium, 1 multi-purpose field
Mattanawcook Academy	144/31	33 Reed Drive	91.09	Cross country ski trails, 3 outdoor tennis courts, 1 baseball field, 1 softball field, ¼ mile track, 1 outdoor basketball court, 1 football field, 1 field hockey field, 1 gymnasium
Mattanawcook Junior High	139/279	45 School Street	8.84	Athletic Fields - 1 baseball field, 1 little league/softball field, 1 gymnasium, 1 field hockey field, 2 outdoor tennis courts
Lincoln Historical Society*	137/025	29 West Broadway	.46	Museum (Corro House)
Lincoln Historical Society Park	137/10	Town historic site, across from library	.88	1 outdoor nature center, 1 historic bell, 1 sitting bench
Lincoln Snow Hounds	81/28	360 Enfield Road	8.10	Club House
Penobscot Off Road Riders	27/23	Osgood Road	4.3	Site of future Club House
Lincoln Fish and Game Club	40/20	40 Eagle Ridge Road	1.80	Vacant land on Folsom Pond

* Ten year lease from the Town
Source: Lincoln Tax Assessor and Recreation Director

THE RECREATION AND REHABILITATION CENTER

The Lincoln Town Council established the Lincoln Community Recreational Center Trust Fund on March 11th, 2002. This Fund was designed to provide a self-sustaining entity that is capable of financing the development, construction, and management of a Lincoln Community Recreational Center. The Town owns 10.8 acres off the Lee Road that is adjacent to the Ella P. Burr School property in north Lincoln (Lincoln Center) for the development on the Recreation Center. Initial plans for a recreation center included a basketball court, an indoor walking track, weight/exercise rooms, both men's and women's showers/locker rooms, a child care facility, multipurpose function rooms, and a recreation facility management office, and eventually an indoor pool. Some of the programs and functions the center could offer would be: youth activities, weight and/or exercise programs specifically geared for every age

group, adult volleyball leagues, and even the possibility of opening its doors to community functions like business expositions, pageants, conventions, and many other civic gatherings and special events. With an initial contribution from the Town Council, the bulk of the funding for this project is to be raised through the financial support through governmental, business, and private sector contributions. The time-frame for completion of the center will be dictated by the availability of funding. The fund currently contains over $400,000, which is a significant indicator of community support and might be used to leverage additional grant funding. The total cost, depending on what is included will be at least $2 million.

The Recreation Director has suggested increasing use of the site by doing some initial site work, establishing a skating rink, and developing a trail system that connects with the school. This would get more people to use the site, and build greater support for the effort. An engineering and design firm recently volunteered to assist in developing a plan for the facility.

Since the initial drafting of the above, health care interests in the Town have indicated that there is a need for a rehabilitation center, including a pool. The Town is hoping that a combined effort to develop the facility will it make it more financially feasible in the near future.

CAPITAL NEEDS CURRENTLY IN THE CAPITAL PLAN:

The following items are in the 2010 Capital Budget:

Table 5-3. Recreation Department Capital Plan						
Recreation	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	
Children's Pond	$27,570	-	-	-	-	Construction
Recreation Auto Reserve	$5,000	$9,000	$9,000	$9,000		New Truck
PTP Beach house & Shed	-	$40,000	-	-	-	Improvements to existing buildings

TRAIL SYSTEMS

TRAIL SYSTEMS

The Lincoln Recreation Department maintains a cross-country trail located at the Mattanawcook Academy High School. There are plans to establish hiking/walking/skiing/snowshoeing trails at the site of the future recreation center that would connect with the Ella P. Burr School.

SNOWMOBILE TRAILS

Snowmobiling is a major recreational activity in Lincoln and the region, which also contributes significantly to the local economy in the wintertime. People travel to the Lincoln area to snowmobile, and seek lodging, restaurants and other services in Lincoln.

Lincoln is fortunate to have two of Maine's Snowmobile Trail System Routes traverse the town, ITS 82 and ITS 81. These routes connect with the statewide ITS System, which has over 13,000 miles of trails that connect to trail systems in Canada, New Hampshire and beyond. Maine's trails are developed and maintained by local snowmobile clubs with funding from state registration fees, some gas tax revenues, municipalities, chambers of commerce and others. The local club is the Lincoln Snowhounds, who have a clubhouse at 360 Enfield Road. Snowmobile trails are displayed on the Recreation Map.

The Maine Bureau of Parks and Lands Off-Road Division has funding available to assist in the development of trails. Lincoln has traditionally passed along its share of the reimbursements from the state snowmobile registrations to the Snowhounds.

ALL TERRAIN VEHICLE (ATV) TRAILS

ATV trails and a clubhouse are being developed in Lincoln as a part of a regional and statewide effort to develop an interconnected ATV trail system. The local ATV Club is the Penobscot Off-Road Riders. The clubhouse site is displayed on the Recreation Map.

PRIVATELY OWNED OPEN SPACE AND RECREATION LAND

Traditionally, many recreational activities (hunting, hiking, cross-country skiing, snowmobiling, ATV riding, and access to streams and ponds for fishing and boating, etc.) have relied on the generosity of private landowners to allow the public to use their property for these activities. Often, as open land becomes more developed and built-up, this traditional access is no longer welcome, and in the case of hunting, not safe due to the close proximity of homes. Landowners may post land to prohibit certain uses, such as hunting or motorized vehicles, or may totally prohibit use of their property by the public. Lincoln still has vast undeveloped areas where landowners have not chosen to post their land.

In some communities non-profit organizations, such as land trusts, have sought to purchase either outright, or as conservation easements, land for open space and outdoor recreation. Currently, there are no land trusts active within Lincoln.

LAND ENROLLED IN THE OPEN SPACE PROPERTY TAX PROGRAM

The Maine Open Space Property Tax Program allows for the assessment of property taxes on open space to be based on current use rather than market value as long as the land is managed according to the criteria set forth in the law. The open space tract must be preserved or restricted in use to provide a public benefit. Benefits recognized in the law include public recreation, scenic resources, and game management or wildlife habitat. There is no minimum acreage requirement with this program. The valuation placed on open space is typically done by reducing the fair market value in accordance with a

cumulative percentage reduction for which the land is eligible according to certain categories. Those categories are as follows: (1) ordinary open space - 20% reduction; (2) permanently protected - 30% reduction; (3) forever wild - 20% reduction; and (4) public access - 25% reduction.

In other words, the owner would see a cumulative reduction of up to 95% on the classified open space land, if the property met all of the above requirements. If the property no longer qualifies as open space, then a penalty is assessed using the same methodology as is used for removal from the Tree Growth classification.

There is no land in Lincoln enrolled in the Open Space Property Tax Program. Land enrolled in the Tree Growth and Farmland Property Tax Programs can also be considered open space with some level of certainty that it will remain as open space for these uses into the future. A more detailed discussion of these programs can be found in Chapter 11 Forestry and Agriculture.

REGIONAL RECREATIONAL OPPORTUNITIES

The greater Lincoln area and beyond possesses a multitude of recreational offerings. Outdoor recreational activities include fishing, boating, canoeing, kayaking, hunting, target shooting, black powder shooting, hiking, backpacking, camping, white water rafting, snowmobiling, ATV riding, downhill skiing, cross country skiing, wildlife and bird watching, golfing, and driving ranges. The area offers many lakes, streams and rivers including the Penobscot River, the Mattawamkeag River and the Passadumkeag River. The vastness of the area allows for “wilderness trips” as well as day trips from area population centers.

State Parks in the area include Baxter State Park in Millinocket and Mattawamkeag Wilderness Park in Mattawamkeag. There are also a number of State sponsored and assisted boat launching sites located in the area, including sites in Enfield on Cold Stream Pond, in Lee on Mattakeunk Lake, in Medway on the Penobscot River and in Passadumkeag on the Penobscot River. These boat launching sites range from carry-in launching, canoe launching to concrete boat ramps.

LAND CONSERVATION ORGANIZATIONS

According to the Maine Land Trust Network, the following ten state and national land trusts are operating in Penobscot County: Forest Society of Maine, Landmark Heritage Trust, Maine Audubon, Maine Coast Heritage Trust, Maine Farmland Trust, New England Forestry Foundation, Inc., Northeast Wilderness Trust, Small Woodland Owners Association of Maine, The Nature Conservancy, and The Trust for Public Land. The Town of Lincoln should monitor the activities of these organizations in the region to see if there are any opportunities for collaboration that would benefit Lincoln.

CHAPTER 6. TRANSPORTATION

OVERVIEW

The transportation system provides access to and from areas outside as well as within the town. It ties together the various the land uses, and must remain efficient and functional to ensure the continued well-being and economic vitality of the community.

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

Transportation planning and land use planning must work hand-in-hand to protect highway safety and mobility, and enhance economic opportunity, community livability, and environmental quality. The interrelationship between the function of the transportation system and land use patterns is recognized in Maine's Sensible Transportation Policy Act and Comprehensive Planning and Regulation Act. 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.

SUMMARY[21]

Roads, Bridges, Sidewalks, and Bicycle Routes: What are the concerns for transportation system safety and efficiency in the community and region? What, if any, plans exist to address these concerns, which can involve: safety; traffic speed; congestion and travel delay; travel volume and type; traffic problems caused by such things as road and driveway locations and design, road maintenance needs, traffic control devices, growth patterns and lack of transportation options; lack of transportation links between neighborhoods, schools, recreation, shopping, and public gathering areas; closed or posted bridges or roads; pedestrian and bicycling safety; and light pollution?

- Lincoln's transportation system functions safely and efficiently in rural areas of Town due to relatively low traffic volumes and the small amount development. However, congestion problems frequently occur in the downtown (Route 2) in conjunction with seasonal or occasional events, truck traffic and traffic backups due to trains traveling through Town several times per day.

[21] *Maine's Sensible Transportation Policy Act and the Comprehensive Planning and Regulation Act (Growth Management Act) require that comprehensive plans answer and address the questions in this section.*

While truck traffic associated with Lincoln Paper and Tissue has been addressed to some extent through alternate routing, there remains an issue at the intersection of Katahdin Street and the River Road which could be addressed with improved signage and/or an alternate route. Traffic backups due to trains are an issue that may be difficult to address, although there are alternate routes that allow travelers to avoid lengthy delays.

- A very significant issue is the poor and unsafe pavement condition of major portions of West Broadway (Route 2) within the village area. The Town is strongly advocating for a major rebuild of this heavily used, important road. Any rebuild should include adequate shoulders and/or sidewalks for bicycles and pedestrians.
- Linkages between neighborhoods, schools, recreation, shopping, and public gathering places is fairly good due to the Town's system of sidewalks and local streets. The Town plans to improve the sidewalks along the Enfield Road, which will improve pedestrian circulation in that area.
- Better linkages between commercial developments along roads like West Broadway would reduce traffic congestion and make the area more pedestrian friendly. The Town might consider developing a transportation master plan for infill and expansion of the commercial growth area along West Broadway and the Enfield Road. Such a plan could consider interconnected road and pedestrian systems that could reduce traffic volumes and traffic conflicts on the major thoroughfares. There has been discussion about the development of a service road parallel to West Broadway. There has also been discussion of establishing a link between the Town's two arteries (Main Street and the Lee Road) that would connect residential neighborhoods with the schools and the future recreation center.
- Maine's access management law addresses safety and mobility on state highways and state-aid highways through permit requirements for driveways and entrances associated with new land uses and most changes in land use. Lincoln's subdivision ordinance, and to a lesser extent land use ordinance, also contain provisions to address traffic safety. Both of these ordinances could be improved though requirements, such as minimum site distances for new driveways on local roads and requirements for interconnections between developments along state roads to improve safety and traffic circulation. Traffic problems associated with entrance and driveway locations may become more of a problem in the future with increased traffic and more development.
- Light pollution has not been raised as an issue at this time. Lincoln's land use ordinance addresses light pollution through provisions for signage lighting. Lighting standards for parking lots and other outdoor lighting could be added, if deemed necessary to address light pollution concerns.

What conflicts are caused by multiple road uses, such as a major state or U.S. route that passes through the community or its downtown and serves as a local service road as well?

- Route 2 (Main Street and West Broadway) and Route 116 (River Road) are minor arterials that pass through the village of Lincoln, where they also serve as local access roads. Their dual purpose as local access roads and minor arterials is considerably less in rural areas due to the small amount of development. From a regional perspective these roads serve a very rural area of Maine and do not carry the traffic volumes typical of arterials in other areas of the state. They provide linkage to Interstate 95 (the major north-south arterial), which is only a few miles away. Most through traffic utilizes the Interstate where travel speeds are considerable higher. With future growth and development of Lincoln's downtown, access management along these minor arterials will be increasingly important to managing congestion and safety issues, and maintain-

ing mobility on this minor arterial. From an economic development standpoint, it would be in Lincoln's best interest to preserve mobility on these roads so that travelers choose to travel through Lincoln as opposed to bypassing it.

Upon review of state and regional transportation plans, what are their impacts on current and future community plans? What actions can be taken to address identified impacts?

- The most significant state transportation project slated for Lincoln is the upgrade of the Lincoln Regional Airport, which will have only positive impacts. The Town's zoning addresses any impacts to neighboring properties, and airport traffic access is via Route 116 (River Road) a minor arterial outside the downtown.
- Ongoing, adequate maintenance of Route 2 (West Broadway) and Route 116 (River Road) that serve Lincoln's village and provide linkage to I-95 is a very high priority for the Town. The adequacy of these roads affects Lincoln's role as a service center for the region and should be a high priority for the MaineDOT. (Also, see previous discussion on this issue)

How do local land use regulations mesh with the MaineDOT, regional, and local objectives for transportation system facilities? If growth areas are located on arterial highways, how will growth in these areas affect the ability of the arterial to safely and efficiently move traffic?

- Lincoln's land use regulations are designed to encourage growth, primarily commercial development, along Route 2 (West Broadway) and Route 116 (River Road), both minor arterials. State access management laws address most of the safety and mobility issues on these roads. However, local regulations could be used to enhance interconnections between developments, sharing of driveways or development of service roads to limit the number of access points, and encourage use of side streets as opposed to direct access to the main road. Special consideration for truck traffic through use of alternate routes would also improve traffic flow and safety. Mobility and safety on these arterials could best be preserved through a combination of state and local access management strategies.

What is the Town's schedule for regular investments in road maintenance and improvement? How are MaineDOT Urban-Rural Initiative Program (URIP)[22] funds used to off-set road improvement costs?

- Lincoln has a formal road paving and maintenance program that consists of an inventory of roads and their conditions, and a six-year schedule for funding improvements within a set budget. The Town plans to upgrade this system to the Road Surface Management System developed by the Maine Local Roads Center.
- Lincoln uses URIP funds to offset its paving budget each year. The funds are used for heavy asphalt overlays.

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[22] URIP funds must be used for capital improvements to local roads and/or rural State Aid minor collectors. A "capital improvement" is defined as work on a road or bridge that has a life expectancy of at least 10 years or restores the load-carrying capacity.

What concerns are there regarding town policies and standards for design, construction and maintenance of public and private local roads and bridges?

- Lincoln's policies for road maintenance and improvements are generally based on the level of use and location. The highest priorities are major roads and streets - particularly those located in the village area.
- Many of Lincoln's roads are gravel and there are also a number of private camp roads. Policies for paving gravel roads are based primarily on traffic volumes. Lincoln's Public Easement Acceptance Ordinance is designed to establish standards for the acceptance by dedication of roadways as easements. Lincoln's Public Works Director is working to further refine road standards and policies.
- The Town owns two bridges, which will be adequate for the next decade.

What are the parking issues in Town? Do parking standards promote development in desired areas or do they drive it to outlying areas? How do local ordinances consider safety related to parking lot layout and circulation for vehicles, pedestrians and all other users? What investments are needed to expand or improve parking?

- There are a number of public parking lots and areas with street-side parking in downtown Lincoln, where development is desirable. Parking is also available at recreation facilities and allowed along residential streets. Additional public parking in the downtown will be needed in the future as a result of continued growth of the retail and service sector, and the addition of village area housing, such as Lakeview Senior Housing.
- While Lincoln's land use ordinance has requirements for off-street parking, the Town may want to provide municipal parking in the downtown as an incentive for more compact, walkable development. Traffic and pedestrian circulation, and parking can have a major impact on the atmosphere and function of the downtown. The Town's ordinances could be improved with more specific guidance on designs for better lot layout and circulation. Parking requirements could also be waived where there is existing public parking as an incentive to encourage more dense development in the downtown.
- A downtown transportation plan that entails a comprehensive review of potential infrastructure improvements, development design requirements and incentives might be beneficial, as well.

What transit services are available to meet the current and future needs of residents? If transit services are not adequate, how will the Town address the needs?

- Penquis (social service agency based in Bangor) provides demand response and deviated fixed-route transportation services including door-to-door public and social service transportation in agency vehicles in Lincoln five days per week. The demand for these services will likely increase in the future with the aging of the population. At some point in the future the Town may want to become more active in accommodating public transportation services through improvements to its infrastructure, such as formal bus stops at key locations (e.g., Lakeview Senior Housing), or land use regulations that take into consideration the needs of those utilizing public transportation. Provisions for handicapped access (sidewalks and street crossings), and building overhangs at drop off/pick-up points of adequate height to accommodate public transportation vehicles could be considered.

Regarding the Town's airport and the railroad, how do they connect to other transportation systems? What coordination has been undertaken to ensure that required airspace is protected now and in the future? How does the community coordinate with the owner(s) of private airports?

- The Lincoln municipal airport is conveniently located off the River Road (Route 116), which is the minor arterial that links the airport and Lincoln directly to Interstate 95. The airport is also located near the Town's industrial park and is within the vicinity of the Pan Am (Maine Central) rail line. The airport is located on 55 acres of town-owned land, which provides considerable protection for its airspace. The only user of the railroad at this time is Lincoln Paper and Tissue.
- Coordination with private airports has not been an issue.

What, if any, environmental degradation caused by state or local transportation facilities or operations (i.e. wildlife mortality, habitat fragmentation, erosion, groundwater contamination, non-point source pollution) is occurring?

- The environmental degradation issue of greatest concern is transportation impacts on the water quality of Lincoln's lakes. To address this concern the Public Works Director and his department have attended workshops to learn how to prevent erosion and sedimentation associated with road construction and maintenance. The Department is also aware of the need to design culverts to accommodate fish passage on streams with important fisheries.
- Wildlife mortality and habitat fragmentation are fairly minimal due to the very rural nature of the community and few high speed road corridors. Rural camp roads along ponds may have some impact, but low traffic volumes and speeds limit impacts.
- The Town's sand/salt facility is not covered, but is located over public water, making it less of a priority for state funding. At some time in the future when funding is available a covered, secure facility should be constructed.

What are the Town's objectives for preserving or protecting important identified scenic, historic, or cultural resources adjacent to transportation facilities?

- Lincoln has worked hard to improve areas adjacent to transportation facilities, particularly in the village area. Following the fires of 2002, Lincoln revitalized the downtown infrastructure (sidewalks, street lights, street trees, etc.), and constructed a Gateway Gazebo with landscaping at the entrance to the downtown that overlooks Mattanawcook Lake. There are also several historic monuments in the downtown. In the future the Town hopes to obtain a Canopy Grant for a shade tree program in the downtown village area. The Town might also identify other gateways that can be used to provide positive impressions of the community for people coming to Town.
- The land use ordinance contains provisions for clearing of trees and vegetation along public roads that are designed to maintain the forested and natural character of road corridors.

How does the Town address any transportation-related noise concerns?

- Lincoln has an ordinance to address the use of "jake brakes" by trucks in the village area. This appears to be adequate.

What steps can the Town take to encourage development to occur in a manner that minimizes transportation-related environmental impacts such as habitat fragmentation and/or vehicular carbon dioxide emissions?

- Lincoln's efforts to make the village area a very desirable place to live, work, shop and play encourages people to consider village area living as opposed to living in more distance rural areas,

where traffic on rural roads can impact wildlife and increased mileage will increase vehicular carbon dioxide emissions. Lincoln's future land use plan with the designation of growth and rural areas addresses these issues.

How do existing and proposed major transportation facilities complement the community's vision?

- Lincoln views itself as a regional service center community. The region's transportation network compliments this vision. Several minor arterials and several major collectors all meet within the village area of Lincoln. Route 166 (River Road) further enhances this vision by providing the Town with a connection to the major north-south arterial I-95. Lincoln also has its own airport and is developing a seaplane base which will further compliment its vision as a service center. A major rail corridor also passes through Lincoln providing an additional connection to a mode of freight transportation, and potentially passenger rail in the distant future.

How do local land use decisions affect safety, congestion, mobility, efficiency and interconnectivity of the transportation system?

- Traffic designs that allow for safe and efficient access to and from public roads, particularly major thoroughfares, are an important part of land use decision-making. Lincoln's land use and subdivision ordinances contain some provisions designed to address these issues, as discussed previously. Large developments that require state review through the Site Location of Development Law must also be designed to be compatible with the transportation system. Land use decision-making should also address the cumulative impacts of ongoing development along a road corridor over time. Many of these issues must be addressed through local regulation, because there are developments that are not regulated by the Site Law, and/or are only minimally addressed through state highway permitting for driveways and entrances.

How do existing land uses and development trends support or inhibit cost effective passenger transportation systems and the efficient use of freight rail systems?

- Conventional passenger transportation options are limited in the Lincoln region due to low overall population density. Penquis' demand response and Lynx services are available, and Lincoln's efforts to develop a more compact village area will help keep these services more cost-effective.
- The railroad serves Lincoln Paper and Tissue and could potentially serve development along its north-south corridor. Lincoln's land use ordinance allows commercial and industrial uses along portions of the rail corridor, particularly in the village growth area.

Does the community have in place, or does it need to put into place, access management or traffic permitting measures? How do these measures correlate with MaineDOT's access management program and regulations for traffic permitting of large development?

- Lincoln's land use and subdivision ordinances contain some provisions to address traffic and roads, including access management. These provisions could be improved by requiring driveway permits, particularly of major traffic generators and/or in areas of high traffic volumes, such as in the downtown. Local access management would serve to fill in the gaps and compliment state access management requirements and could be extended to highways and roads not addressed in state law.
- A downtown transportation plan that entails a comprehensive review of potential infrastructure improvements, development design requirements and incentives would be most beneficial.

How do local road design standards support the type of village or rural land use patterns the Town wants?

- Lincoln has road design standards designed to assure that town roads are constructed adequately for their level of use. The Public Works Director is currently updating the standards and policies related to paving gravel roads and acceptance of private roads as public roads. These standards and policies will be based on level of use and location.

Do planned or recently built subdivision roads (residential or commercial) simply dead-end or do they allow for expansion to adjacent land and encourage the creation of a network of local streets? Where dead-ends are unavoidable, are mechanisms in place to encourage shorter dead-ends resulting in compact and efficient subdivision designs?

- Lincoln's subdivision ordinance contains provisions that allow the Planning Board to require the following: avoidance of dead end streets; access to undeveloped land for future interconnections; plans for a proposed street system for the entire property; and sidewalks if the subdivision is within .5 miles from a school. Two recent in-town subdivisions were designed with sidewalks to the schools and neighborhood connections.

Supporting Documentation

PUBLIC WORKS DEPARTMENT

The Lincoln Public Works Department is responsible for most of the transportation system in Lincoln, including about 70 miles of roads and streets, 2 town-owned bridges, storm water facilities, 7 municipal parking areas, street-side parking, 5 miles of sidewalks, and the town-owned airport. The Public Works Director oversees the Department which operates on a yearly budget of about $490,000 and consists of eight full-time employees. The Public Works Department operates out of the Public Works Facility.

The following sections examine the each aspect of the transportation system. The accompanying Transportation Maps display information on Lincoln's transportation system.

HIGHWAYS AND STREETS

The function and condition of Lincoln's highways and other public roads affect the value of property, the productivity of the downtown and other areas, and the overall safety and convenience of citizens, who depend on a well-maintained transportation system. Ownership and maintenance responsibilities of public roads are shared between the state and town.

Functional classification is the process by which public roads are classified according to the type of service they are intended to provide. Generally, highways fall into one of three broad categories:

- **Arterials** serve countywide, statewide or interstate travel, linking cities and large towns to an integrated highway network. Speeds on arterials are typically relatively high, although they may be lower through urban areas. Volumes of traffic typically range from thousands to tens of thousands of vehicles per day. Arterials are further divided between principal and minor arterial

roads. Interstate 95 is a principal arterial. Minor arterials in Lincoln include Route 2 and the River Road (State Route 116) between I-95 and Route 2 in Lincoln.

- **Collectors** link smaller towns, villages, neighborhoods, and major facilities to the arterial network. Traffic is collected from local roads and delivered to the nearest arterial. Daily traffic volumes generally range in the thousands. There are major and minor collector roads. State Route 6 (Lee Road) and Bridge Road are major collectors in Lincoln. Minor collectors include Transalpine Road, and State Route 155 (High Street and Enfield Road).
- **Local roads** provide direct access to residential neighborhoods, local businesses, agricultural properties and timberlands. Volumes typically range from less than one-hundred to possibly thousands of vehicles per day. Roads not classified as arterials or collectors are local roads.

The State Highway System designation determines maintenance responsibility. The highway system is grouped into the following three categories:

- **State Highways** form a system of connected routes throughout the state that primarily serve intrastate and interstate traffic. The MaineDOT has responsibility for the year-round maintenance of State Highways. State Highways are usually classified as arterials, such as Route 2 and Route 116 (River Road) in Lincoln. Route 6 (Lee Road) in Lincoln is also a State Highway, but its functional classification is as a major collector. There are 20.63 miles of State Highways in Lincoln. Lincoln is a "winter compact area" which is an old term that means the Town is responsible for winter maintenance of State Highways within the village area of Lincoln, specifically Route 2 (Main Street and West Broadway).
- **State Aid Highways** connect local roads to the State Highway System and generally serve intra-county rather than intra-state traffic movement. State Aid roads are usually maintained by Maine DOT in the summer and by towns in the winter. State Aid Highways are usually collectors, as is the case in Lincoln. There are 9.6 miles of State Aid Highways in Lincoln, including the Transalpine Road, Enfield Road (State Route 155), and Bridge Road.
- **Town ways**, or local roads, are all other highways, streets and roads not included in the State Highway or State Aid Highway classifications that are maintained by municipalities or counties. There are a total of almost 40 miles of local roads in Lincoln.

Table 6-1. State and State Aid Highways

Street Name	MaineDOT Primary Route Name	Federal Functional Classification	Lane Length (Miles)	Total Length (Miles)
State Highways				
Main St./West Broadway	US Route 2	Minor arterial	23.43	11.73
River Road	State Route 116	Minor arterial	1.98	0.99
Lee Road	State Route 6	Major collector	15.82	7.91
Total Miles			-	20.63
State Aid Highways				
Bridge Road	Road Inv. 1900965	Major collector	0.4	0.2
Transalpine Road	Road Inv. 1900723	Minor collector	9.56	4.78
Enfield Road	State Route 155	Minor collector	9.24	4.62
Total Miles			-	9.6

Source: Maine Department of Transportation

LOCAL ROADS

Of Lincoln's 40 miles of local roads, about 30.3 miles are paved and 9.5 miles are gravel. Lincoln's Public Works Director has a formal road paving and maintenance program that includes an inventory of roads and schedule for improvements in spreadsheet format. This allows for annual scheduling of projects and costs within a set budget. The Director plans to refine the system by establishing a system based on the MaineDOT Road Management System (Maine Local Roads Center). This would consist of an inventory of local roads to include road descriptions, conditions, future road surface management needs, and other capital needs. Cost estimates for the upcoming five to ten year period would be included, and road improvements would be prioritized and scheduled so major expenditures could be spread out over time.

Table 6-2. Town Road Inventory

Road Name	Condition	Paved	Length(ft)	Width(ft)	Paving(ft)
Abbie Lane	Good	1998	0.037	14	1,869
Academy Street	Good	2001	0.057	24	4,935
Adams St.	Good	2001	0.062	26	5,815
Albert Drive -1	Good	2005	0.204	22	8,095
Albert Drive -II	Good	2005	0.206	21	7,803
Aylwood Drive	Gravel	n/a	0.25	50	-
Ariel -1	Good	1998	0.077	22	3,055
Ariel -2	Good	1999	0.129	20	5,289
Ariel -3	Good	2003	0.008	20	-
Ayer	Good	n/a	0.284	20	20,489
Bagley Mt. -1	Good	1999	1.157	21	87,646
Bagley Mt. -2	Good	1998	0.607	16	35,034
Bagley Mt. -3	Gravel	2002	0.253	16	14,602
Bedford Fm Rd.	Gravel	n/a	0.103	12	-
Buckley Ave.	Gravel	n/a	0.321	16	18,527
Burton St.	Good	2006	0.066	22	5,238
Center Pond	Gravel	n/a	0.397	16	22,914
Clark St.	Good	2005	0.234	20	16,882
Clay St.	Good	1998	0.115	24	9,956
Clay Rd.	Good	1997	1.350	20	97,397
Cole Fm Rd.	n/a	1988	0.750	20	27,055
Curtis Fm Rd.	Gravel	n/a	0.600	20	64,931
Curtis Fm Rd.	Good	2002	0.500	20	36,073
Cushman St.-1	Good	2002	0.050	15	2,705
Cushman St. -2	Good	2002	0.013	16	750
Demarey Ave.	Good	2002	0.054	14	2,727
Depot -1	Good	2003	0.059	32	6,811
Depot -2	Good	1995	0.064	26	6,003

Table 6-2. Town Road Inventory (continued from prior page)					
Road Name	Condition	Paved	Length(ft)	Width(ft)	Paving(ft)
East Broadway	Good	1995	0.138	20	9,956
Easy St. -1	Gravel	n/a	0.086	14	-
Easy St. -2	Gravel	n/a	0.014	14	-
Edwards St	Good	1995	0.405	30	43,829
Evergreen Dr.	Good	1999	0.373	22	11,101
Ferry Rd.	Fair	n/a	0.044	18	2,857
First St.	Good	1996	0.045	13	2,110
Fish Hill Rd	Gravel	n/a	0.100	0	-
Flemming -1	Good	2003	0.040	56	8,080
Flemming -2	Good	2003	0.334	34	40,964
Frederick St. -1	Good	1995	0.063	18	4,091
Frederick St. -2	Fair	2007	0.067	18	4,350
Frost St. -1	Fair	1998	0.969	21	44,043
Frost St. -2	Fair	2008	0.982	21	48,353
Grindle St.	Good	1995	0.099	16	5,714
Hale St. -1	Fair	1997	0.264	30	28,570
Hale St. -2	Fair	1997	0.170	22	13,491
Half Township Rd.	Gravel	n/a	4.420		-
Haynes St. -1	Fair	1995	0.122	16	7,041
Haynes St. -2	Fair	n/a	0.135	24	11,688
High Hill Dr. -1	Good	2001	0.099	29	10,357
High Hill Dr. -2	Gravel	n/a	0.004	20	-
Highland Ave.	Fair	1995	0.333	20	24,025
Highland St.Ext	Good	1995	0.110	16	6,349
Hillcrest Dr.	Good	2001	0.059	22	2,341
J.R. Drive	Fair	1998	0.263	21	19,923
Jewell St. -1	Good	1995	0.072	16	4,156
Jewell St.-2	Good	1995	0.031	14	1,566
Jewell St. -3	Gravel	1995	0.005	14	-
Katahdin Ave.	Good	2002	0.216	22	17,142
Kneeland Ave.	Fair	2001	0.041	14	2,071
Lake St.	Good	1997	0.174	22	13,809
Lakeview -1	Fair	1991	0.253	22	15,059
Lakeview -2	Fair	1991	0.013	24	844
Lancaster St. -1	Fair	n/a	0.050	15	2,029
Lancaster St. -2	Gravel	n/a	0.042	14	-
Lane Hill	Gravel	n/a	0.133	16	-
Libby St.	Good	1992	0.242	22	19,205
Lincoln St.	Good	2001	0.161	19	5,517
Lindsey St.	Good	1997	0.144	20	10,389
MacKenzie -1	Fair	n/a	0.154	18	7,500
MacKenzie -2	Fair	n/a	0.272	18	13,246
MacKenzie -3	Gravel	n/a	0.063	18	0

Table 6-2. Town Road Inventory (continued from prior page)					
Road Name	Condition	Paved	Length(ft)	Width(ft)	Paving(ft)
Mattanawcook St.-1	Good	2001	0.152	18	9,870
Mattanawcook St.-2	Good	2001	0.012	16	-
Mechanic St.	Good	1997	0.063	24	5,454
Millett St.	Good	n/a	0.053	19	3,633
Mohawk Rd.	Fair	1995	1.075	20	38,778
Morgan St.	Good	1999	0.174	18	7,688
Mountain View-1	Fair	n/a	0.298	20	16,125
Mountain View-2	Good	2002	0.057	20	-
Park -1	Good	2001	0.127	22	10,079
Park -2	Good	2001	0.933	22	74,043
Park -3	Good	2001	0.025	21	1,894
Penobscot Valley -1	Fair	1996	0.047	52	8,816
Penobscot Valley -2	Good	2005	0.368	24	15,930
Penobscot Valley -3	Fair	1996	0.371	24	16,060
Perry St. -1	Good	2006	0.371	24	16,060
Perry St. -2	Good	2006	0.180	20	12,986
Phinney Farm Rd.	Good	2005-06	1.120	18	72,723
Pinkham St.-1	Good	1999	0.119	18	3,198
Pinkham St. -2	Gravel	n/a	0.065	10	-
Pleasant St.	Good	2001	0.179	19	12,268
Porter St.	Poor	n/a	0.044	20	3,174
School St.	Good	2001	0.323	26	15,147
Second St.	Good	2006	0.101	16	5,829
Spring St.	Good	2001	0.133	14	6,717
Stanhope Mill	Good	1997	1.110		-
Station Rd -1	Gravel	n/a	0.276	18	-
Station Rd -2	Gravel	n/a	0.077	18	-
Station Rd -3	Gravel	n/a	0.301	18	-
Stratton Ave.	Good	n/a	0.062	22	4,920
Sunset Lane -1	Good	2002	0.099	18	6,428
Sunset Lane -2	Good	2002	0.001	50	-
Sweet Rd -1	Good	1997	0.718	21	54,391
Sweet Rd -2	Good	2007	0.517	20	37,299
Sweet Rd -3	Fair	1997	0.794	18	51,555
Sweet Rd -4	Good	1997	0.048	12	2,078
Taylor St. -1	Good	1993	0.146	18	9,480
Taylor St. -2	Good	2001	0.625	20	45,091
Taylor St. -3	Good	2001	0.461	18	29,933
Tibbetts Dr. -1	Good	1999	0.139	21	10,530
Tibbetts Dr. -2	Good	1999	0.013	52	2,439
Town Farm Rd.-1	Good	1999	0.592	21	17,774
Town Farm Rd.-2	Good	1997	0.507	16	29,262
Town Farm Rd.-3	Good	2001	0.256	14	12,929

Table 6-2. Town Road Inventory (continued from prior page)					
Road Name	Condition	Paved	Length(ft)	Width(ft)	Paving(ft)
Town Farm Rd.-4	Good	1995	0.041	14	-
Warsaw St.	Good	1997	0.108	16	6,233
Washington St.	Good	1996	0.178	20	12,842
West St.-1	Good	1999	0.090	16	4,244
West St.-2	Good	1999	0.114	14	4,674
Whalen St.	Fair	n/a	0.140	21	5,303
White Point	Gravel	n/a	2.000		
Williams St.-1	Good	2006	0.157	18	5,097
Williams St.-2	Gravel	2006	0.004	16	144
Wilson St.	Good	1999	0.217	20	10,916
Workman Terr.	Good	1999	0.157	20	3,106
Source: Lincoln Public Works Director, 2008 - 09					

PRIORITIES FOR ROAD MAINTENANCE AND IMPROVEMENTS:

Lincoln's policies for road maintenance and improvements are generally based on the level of use and location. The highest priorities are major roads and streets - particularly those located in village areas.

The Town's policies for paving gravel roads are based primarily on traffic volumes. The Town usually gets several requests each year for paving a gravel road. Lincoln's Roadway Committee evaluates these requests based on traffic counts and other criteria to determine if paving is warranted. The Committee then makes a recommendation to the Town Council. The Town has not paved any gravel roads as a result of these requests over the past several years. The Public Works Director is currently working to develop formal written policies to address the paving of gravel roads.

Private Camp Roads: There are nearly 79 miles of private roads in Lincoln. Many of these roads serve camps and second homes on the town's lakes.

Table 6-3. Inventory of Private Camp Roads

Name	Miles
Airport Road	0.64
Aldrich Point Road	0.42
Autumn Lane	0.4
Avery Road	0.17
Balsam Drive	0.11
Bear Brook Road	2.27
Birch Lane	0.55
Calm Cove Road	1
Camby Lane	0.36
Caribou Lane	0.63
Carlow Road	1.04
Cedar Lane	0.32
Chesley Lane	0.1
Chipmunk Lane	0.09
Clearwater Drive	0.16
Clifford Lane	0.11
Cobblestone Drive	0.92
Collins Point Road	0.17
Cooks Corner	0.15
Copper Lane	0.06
Cottage Lane	0.14
Cove Road	0.39
Crane Pond Drive	2.91
Creamery Court	0.09
Daisy Lane	0.31
Danny Drive	2.32
Deep Woods Drive	0.25
Eagle Ridge Road	0.61
Egg Pond Road	5.37
Fair Wind Lane	0.46
Fern Lane	0.24
Field Street	0.29
Fish Hill Drive	0.19
Flanders Drive	0.4
Flyaway Drive	0.3
Folsom Pond Road	5.68
Forest Avenue	0.28
Furrough Lane	0.46
Go Devil Road	0.81
Hemlock Lane	0.23
Hoover Lane	1.29
Huston Road	1.55
Jipson Drive	0.27
Juniper Street	0.36
Kelley Avenue	0.3
Kimball Lane	0.73
Lady Slipper Lane	0.33
Lion Hill Drive	0.24
Ludden Lane	0.87
Madagascal Pond Road	1.15
Mallard Drive	0.42
Maple Ridge Road	0.94
Marsh Road	0.53
McGregor Road	3.49
Memory Lane	0.14
Middle Street	0.09
Millett Mallett Road	2.8
Milt's Way	1.2
Narrow Way	0.68
Nesting Loon Drive	0.71
New Camp Road	2.22
Nichols Road	0.16
Old Saw Mill Road	0.52
Orchard Lane	0.08
Osgood Avenue	0.27
Phinney Farm Road	1.46
Pierce Webber Road	2.99
Pine Point Road	0.33
Pioneer Drive	0.63
Rin Tin Tin Lane	0.12
Scout Road	0.29
Settlers Stop	0.25
Shady Lane	0.65
Shore Drive	0.36
Sleepy Hollow	0.27
Smart Road	0.2
Smith Road	0.02
Snows Corner	0.34
Stanhope Mill Road	3.33
Stump Pond Road	0.68
Sugar House Road	0.39
Summers Way	0.33
Sweet Road	1.37
Tobin Brook Road	3.5
Tower Road	0.48
Town Farm Road	0.63
Trails End	0.15
Washburn Road	2.07
Weatherbee Point Rd.	4.24
Whitney Lane	0.08
Wildwood Drive	0.08
Woodland Drive	0.43
Zekes Way	0.009
Total Miles	**78.42**

Lincoln's Public Easement Acceptance Ordinance (Section 1603) is "designed to establish standards for the acceptance by dedication of roadways as easements". The ordinance requires that these easements meet certain right-of-way and road standards before acceptance by the Town Council. Lincoln's Public Works Director is working to further refine these road standards. Once accepted as public roads, to qualify for year-round maintenance there must be at least 10 year-round residences per mile, and to qualify for seasonal maintenance (April 1 through October 31) there must be 10 seasonal and/or year round residences per mile. Density is to be prorated with no less than 2 residences per road.

TRAFFIC VOLUMES: ANNUAL AVERAGE DAILY TRAFFIC (AADT)

Annual Average Daily Traffic (AADT) is a measure of traffic volume that is determined by placing an automatic traffic recorder at a specific location for 24 or 48 hours; 24-hour totals are then adjusted for seasonal variations. Traffic counts for 2004 are displayed on the Transportation Map. Table 6-4 displays roads with counts of more than 1,000 AADT for 2004 and several prior years, where they are available.

Table 6-4. Annual Average Daily Traffic Volumes

			1989	1994	1999	2004
State Roads	River Road (Route 116)	Between Airport & Main St.	7,880	4,460	5,080	5,510
	Main Street (Route 2)	Just North of West Broadway	-	-	-	13,880
		South of Burton Street	11,630	-	-	10,770
		North of Burton Street	-	-	9,950	10,140
		North of Lee Street	7,110	-	5,510	5,310
		North of downtown, just South of RR crossing	-	-	-	3,450
	West Broadway (Route 2)	West of Main St./East of RR	12,180	-	12,500	13,700
		North of River Road	7,880	9,450	11,080	9,600
		South of urban area	4,650	4,880	5,210	5,050
	Lee Road (Route 6)	North of Main Street	4,820	-	5,550	5,110
		North of Cushman Street	-	-	-	6,160
		North of Libby Street	-	-	-	4,880
		East of Frost Street				3,530
State-Aid	Enfield Road (Route 155)	South of Main St./W. Broadway	7,490	-	6,180	6,550
		South of Transalpine Road	2,220	2,630	2,560	2,860
	Transalpine Road	South of Enfield Road	2,190	2,860	2,850	2,810
Local	Fleming Street	North end	-	-	-	3,970
		South end	-	-	-	5,790
	Penobscot Valley Ave.	West of the railroad	-	-	-	3,170
	Depot Street	Just West of Main Street	-	-	-	3,620
	Clay Street	Mid segment	-	-	-	1,320
	Mechanic Street	Mid segment	-	-	-	1,630
	Lake Street	Just East of Enfield Road	-	-	-	1,230
	Taylor Street	Just East of Enfield Road	-	-	-	1,440
	Hale Street	Just East of Enfield Road	-	-	-	1,030
	Source: Maine Department of Transportation, 2008/09					

The highest traffic volumes occurred in or near downtown Lincoln on Main Street and West Broadway. The River Road (Interstate connector), Lee Road and the Enfield Road in the village area also had significant traffic counts. Local streets with relatively high counts include Fleming Street, Penobscot Valley Avenue and Depot Street.

MAJOR TRAFFIC GENERATORS

Major traffic generators in Lincoln include:

- Lincoln Paper and Tissue
- Wal-Mart
- Shop'n Save
- Penobscot Valley Hospital
- Health Access Network
- Schools
- Downtown Shopping District

Other major employers in Lincoln include PK Floats, FASTCO Corporation, Johnston Dandy Company, and Haskell Lumber.

Traffic is generally heavy all day and well into the evenings. Downtown stores are generally open 5 days per week 9am -5pm., Wal-Mart and Shop'n Save are generally open 7 days per week, all day and into the evening. Lincoln Paper and Tissue and the hospital are open 24 hours every day with most employees working shifts. The Health Access Network is open 5 days per week, 9am to 5 pm. The schools are busiest during the school year, including during the evenings for sport s and other activities.

TRAFFIC AND SAFETY ISSUES

HIGH CRASH LOCATIONS: The most current MaineDOT data does not show any high crash locations within Lincoln. High crash locations are defined by MaineDOT as road locations where 8 or more crashes occurred within a 3-year period, where they would not otherwise be expected. There are, however, locations where there has been between 8 and 28 accidents in the past, but these crash locations do not meet the other criteria for high crash location. Most of these locations are located in the village area of Lincoln (see Transportation Map).

FUTURE NEEDS: One area of concern is truck traffic (usually coming from I-95) heading east on West Broadway, turning left onto Katahdin Street to reach Lincoln Paper and Tissue. Many large trucks miss the turn and end up turning around on Spring Street and coming back to turn right onto Katahdin Street. This situation may account for some of the accidents that have occurred along this section of road. This issue needs to be studied further to determine what improvements might be needed, such as additional signage or modifications to the intersection, or an alternate truck route.

Another issue is traffic back-ups in the village area associated with train traffic. These back-up occur 2 to 3 times per day. This does not appear to be a huge issue because local people have accepted it as a part of the situation in Lincoln. Emergency services have identified alternate routes to bypass trains and traffic. The Town may want to study the issue to determine if there are any potential solutions.

STATE HIGHWAY PROJECTS

The Maine Department of Transportation Six-Year Plan lists several projects in Lincoln (Table 6-5).

Table 6-5. State Highway Projects in Lincoln

Towns	Route	Length	Description
Enfield/Lincoln	Route 155	7.03 miles	PMRAP*: Beginning at Route 188 and extending northerly 7.03 miles to Allwood Drive
Lincoln/Mattamiscontis/ Chester/T2R8 NWP	Access Road/Lincoln River Road	4.26 miles	Highway Resurfacing: Beginning at the westerly end of the Lincoln Access Road in T2R8, and extending easterly 4.26 miles through Chester to the junction of Penobscot Valley Avenue and Route 2 in Lincoln.

* PMRAP- Processing bituminous material from previously completed projects in to a cold pavement mix to be placed on an existing highway base.
Source: MDOT Six-Year Plan:2010-2015, December 17, 2008

FUTURE NEEDS: While the Town of Lincoln concurs that the improvements listed above are needed, a much higher priority is the section of West Broadway between Goding Avenue and Lindsay Street. The pavement is severely broken up and there are many potholes creating a precarious travel situation for vehicles. This section of road is a minor arterial in the downtown village area that has traffic volumes of more than 13,000 vehicles per day, including a considerable volume of truck traffic.

BRIDGES

There are ten bridges listed in the MaineDOT's bridge inventory (See Table 6-6). The MaineDOT inspects these bridges on a regular basis to determine their condition. None of these bridges are currently posted with weight limits.

The state owns and maintains eight of these bridges. The Cambolasse Bridge is on the state's watch list, and is included in the MaineDOT Six-Year Plan for improvements.

FUTURE NEEDS: The Town owns and maintains two bridges, which are in fair to satisfactory condition. The Town does not anticipate having any major capital expenditures associated with these bridges within the next ten years.

Table 6-6. Bridge Inventory					
Name	Road	Over	Year Built	Structure Length	Sufficiency Rating*
Town Bridges					
South Lincoln (#0892)	Station Road	Pollack Brook	1984	12 ft.	93.2
Cambolasse (#0876)	Town Farm Rd.	Cambolasse Stream	1985	12 ft.	82.2
State Bridges					
Penobscot River (#3790)	Bridge Road	Penobscot River	1950	610 ft	60.3
Levi N Lancaster (#6147)	River Road/ Route 116	Penobscot River	1971	1,122 ft.	87.6
Smith Brook (#2776)	Route 2	Smith Brook	1924	12 ft.	97.1
Carding Mill (#2128)	Route 2	Cambolasse Stream	1915	14 ft.	58.7
Cambolasse (#2170)	Route 2	Cambolasse Stream	1915	14 ft.	25 - On watch list
Pollack Brook (#2680)	Route 2	Pollack Brook	2005	17 ft.	94.6
High Street (#3963)	Route 155	Mattanawcook Stream	1948	47 ft.	69
Frost Street (#2298)	Frost Street	Cambolasse Stream	1938	23 ft.	91.4

*Federal Sufficiency Rating: An indicator of the overall sufficiency of the bridge on a scale of 0 to 100 (100 = best, 0 = worst). The rating is computed with a federal formula using an array of condition and inventory data, and is used to identify bridges eligible for federal funding. The federal sufficiency rating includes both structural deficiencies as well as functional obsolescence. Since functional obsolescence (too narrow or low weight capacity) may account for a large portion of the rating, do not assume that a low sufficiency rating means the bridge could fail. Source: MaineDOT Bridge Management Section, 2008

ACCESS MANAGEMENT

Access management is the planned location and design of driveways and entrances to public roads to provide for safe, efficient traffic movement. The unregulated addition of driveways and access points on a highway can greatly reduce traffic speeds, traffic safety and roadway efficiency.

Maine's access management law is applicable to all state highways in Lincoln. The rules set standards (sight lines, vertical alignment, driveway width, etc.) for the construction of driveway entrances within MaineDOT's right-of-way, and require permits for new driveways and entrances on state roads.

State permits are also required for changes in existing driveways and entrances, including changes of use, to state roads. The Town is required by law to inform landowners and potential buyers of land requiring access to state roads of this permit requirement.

Many towns adopt access management standards for town roads to assure that intersections have adequate sight distances, and are designed to provide for safe access to and from public roads. Access

management is particularly important for major traffic generators, such as large subdivisions or major commercial developments.

State Subdivision law requires that subdivisions "will not cause unreasonable highway or public road congestion or unsafe conditions with respect to use of highways or public roads existing or proposed". Lincoln's Subdivision regulations (Section 1312) require the following to address this requirement:

- Dead end streets shall be avoided wherever possible.
- Access roads and/or right of ways may be required to prevent dead end streets, to provide access to undeveloped land, to eliminate dangerous intersections, and to promote the general safety and welfare of the area.
- Intersections of less than 90 degrees are to be avoided.
- MaineDOT approval required for access to state highways.
- Proposed street system for an entire property can be required.
- Sidewalks can be required if subdivision is within .5 miles from a school.

The Summary for this chapter contains a number of options that the Town could implement to improve access management.

OTHER ORDINANCE REQUIREMENTS

Street Excavation Ordinance (Section 1601): regulates digging and excavation in town streets to protect underground facilities and to restore the surface of streets to a durable condition. Ordinance requires that street excavations be at the applicant's own expense; that all necessary repairs to streets and sidewalks meet standards to eliminate later development of unsafe and offensive bumps or sags in the road surface; and that such excavations are conducted so as to protect the value and safety of Lincoln's road network.

Land Use Code (Section 13 11): contains the following standards:

- #16. Home Occupations – may not increase traffic or create traffic hazards; off-street parking required.
- #24. Mobile Home Park Standards – off street parking required; sidewalks may be required; limitations on dead end streets.
- #26. Off-Street Parking Requirements
- #27. Off-Street Loading Requirements
- #34. Roads are to be constructed in accordance with state guidelines and shall create minimal erosion and sedimentation

Lincoln's land use ordinance also has sign standards with restrictions on sign setbacks and lighting to address traffic hazards. Screening and landscaping can be required in the design of parking and signs.

PUBLIC PARKING

Lincoln's public parking consists of the town-owned parking lots listed in Table 6-7, and street-side parking along Main Street and other streets. Public parking is also available at the schools, other recreation facilities, the airport, and the U.S. Post Office.

Table 6-7. Municipal Parking Lots

Parking Lot	Acres	Map/Lot	Approx # parking spaces	Condition/Usage
West Broadway	.6	137-027	14 Parking Spaces	Good Condition/Inadequate Capacity
Corner W. Broadway and Fleming Street	.51	137 - 028	14 Parking Spaces	Fair Condition/Adequate Capacity
Court House Parking Lot - Fleming Street	.62	137 - 036	39 Parking Spaces	Good Condition/Adequate Capacity
Corner of Lake/Main Streets	.35	137 – 138, 139, 140	37 Parking Spaces	Good Condition/Adequate Capacity
Public Safety Building – Parking Lot	.92	139-049	14 Parking Spaces	Good Condition Inadequate Capacity sometimes
Veterans Memorial Square/Main Street	.71	137-070	89 Parking Spaces	Good Condition/ Adequate Capacity
Prince Thomas Parking Lot	.90	137-124	40 Parking Spaces	Fair Condition/Adequate Capacity
Ballard Hill Community Center	2.59	139-72	26 Parking Spaces	Good Condition/Adequate Capacity

FUTURE NEEDS: Additional public parking in downtown Lincoln will be needed in the future as a result of continued growth of the retail and service sector, and the addition of in-town housing, including the senior housing complex at the corner of Main and West Broadway. While Lincoln's land use ordinance has requirements for off-street parking, the Town may want to provide municipal parking in the downtown as an incentive for more compact walkable development.

PENQUIS PUBLIC TRANSPORTATION

Penquis, a social service and transportation agency based in Bangor, provides demand response and deviated fixed-route transportation services by van and light duty bus, and through private drivers, in Penobscot and Piscataquis counties. Penquis' LYNX is used to provide the door-to-door public and social service transportation in agency vehicles with services in Lincoln five days per week (Table 6-8). MaineCare-covered and other social service transportation is also offered in private vehicles with volunteer drivers.

Table 6-8. Penquis' LYNX Service Schedule, 2008

From	To	Day	Time	Cost
Lincoln	Bangor	Monday	10:00-4:00	$4.50
	Lincoln	Tuesday	9:00-2:00	$1.00
	Lincoln	Wednesday	11:00-3:00	$1.00
	Lincoln	Friday	9:00-2:00	$1.00
	Millinocket	Thursday	10:00-2:00	$2.50

Source: MaineDOT Biennial Operations Plan, 2009

FUTURE NEEDS: These services will become increasingly important to the people of Lincoln and the region as the overall population ages and becomes more dependent on public transportation to make necessary trips to in-town Lincoln for goods and services, including medical services. At some point in the future the Town may want to become more active in accommodating these public transportation services through improvements to its infrastructure, such as formal bus stops at key locations, or land use regulations that take into consideration the needs of those utilizing public transportation.

COMMUTER TRENDS

Lincoln's commuters are most reliant on the highway system to get to and from work. About 80% drove alone, 9% reported that they carpooled, 7% walked, and 4% worked at home according to the 2000 Census (Table 6-9). The average commute time was 24 minutes.

Table 6-9. Means of Transportation to Work

	# People	% of Total
Drove alone-car, truck, van	1,578	81%
Carpooled: car, truck, van	172	9%
Public transportation	0	0%
Motorcycle	0	0%
Bicycle	0	0%
Walked	126	7%
Other means	8	.4%
Worked at home	69	4%
Total	1,953	-
Commute time (2000)	24.0 minutes	

Source: U.S. Census Bureau, 2000

State sponsored commuter services are non-existent in the Lincoln area. In other parts of the state they include the GOMaine Program, and State Park and Ride lots. GOMaine Commuter Connections (internet based) provides free commuter assistance, including carpool and vanpool ride-matching using a computerized database of commuter information and support including an emergency ride home service (free or reimbursed). The closest Park and Ride lot is in Bangor off Exit 182B of Interstate 95. Lincoln will want to monitor the need for such services, particularly if the cost of commuting increases dramatically.

WALKING AND BICYCLING

Walking, running, and bicycling for recreation, exercise and commuting to work or school have become increasingly popular in recent years. Compact mixed uses in downtowns and adjacent neighborhoods support walking and bicycling, allowing people more affordable choices for getting around. Smaller lots sizes and narrower lots, for example, will allow walking to be a healthier, less expensive and more socially and environmentally friendly transportation choice. Well-designed pedestrian systems with interconnections between businesses, public places and residences also reduce traffic congestion.

Safe and convenient sidewalks and pathways are an important amenity in Lincoln. Sidewalks provide for safe and convenient walking for school children, people who do not drive, commuters, shoppers and others spending time in Lincoln. According to the 2000 Census, nearly 7% of Lincoln's commuters reported that they walked to work, and no one indicated they bicycled to work (Table 6-9).

Lincoln has about five miles of sidewalks; all are located in the village area. The Town's sidewalks are in fair to good condition. The Town recently rebuilt sidewalks along School Street and Lee Road. There are sidewalks along West Broadway as far as Key Bank. The Town plans to upgrade the sidewalk along the Enfield Road. Lincoln's downtown is pedestrian-friendly with adequate sidewalks and crosswalks. Significant increases in traffic volumes may make it more difficult for pedestrians to cross streets.

Lincoln's schools are all in the village area near residential areas. There are sidewalks or walkways, and crossing guards for students who walk to school. Lincoln's subdivision regulations allow the Planning Board to require sidewalks if a subdivision is within a ½ mile from a school. This requirement could be expanded to include sidewalks in housing complexes and in and between retail and business developments.

The only formal walking trail in Lincoln is at the Pollard Brook Boat Landing and Picnic Area. The trail is less than a half mile and is listed in the Healthy Maine Walks Registry.

The Lincoln Recreation Department maintains the cross-country trail located at the Mattanawcook Academy High School.

There are no designated bike routes in Lincoln. The closest bike route, the Heart of Penobscot County Bike Route, includes a Howland/West Enfield loop that connects to a much larger route that passes through Medford, Lagrange, Bradford, Hudson, Old Town, Orono and Bangor. Narrow and/or unpaved shoulders and roads can be impediments to safe bicycle or pedestrian travel, particularly with increasing automobile and truck traffic.

FUTURE NEEDS: Sidewalks along the Enfield Road need to be upgraded within the next 5 years. The Town would also like to establish hiking/walking/skiing/snowshoeing trails at the site of the future recreation center that would connect with the Ella P. Burr School.

AIR TRANSPORTATION

The ***BANGOR INTERNATIONAL AIRPORT***, located about 50 minutes from Lincoln, is the closest full-service airport. The Bangor International Airport provides national and international commercial passenger and cargo service as well as civil defense operations. The airport has an 11,441-foot main runway. Car rental services are available.

The Town of Lincoln owns and operates the Lincoln Regional Airport. Other airports include the Old Town Airport, about 40 minutes away, and the Millinocket Airport, about 45 minutes away.

There is one small private airstrip in Lincoln.

LINCOLN REGIONAL AIRPORT (LRA)

The Town of Lincoln owns and operates the Lincoln Regional Airport, which consist of about 55 acres located between Park Street and the Interstate 95 connector (River Road). The airport was constructed in 1974-75. It is used by private individuals and companies, and charter service is available. The Public Works Director oversees the management of the airport.

LRA's runway extends 2,800 feet and has radio controlled medium intensity runway lights. Other aids include a rotating beacon, wind indicator, segmented circle and a Unicom and non-directional beacon. The Lincoln Municipal Seaplane Base will be located on the Penobscot River, 500 feet from the end of the airport's runway.

An update to the Airport Master Plan (2002) is currently underway. The purpose of the update is to update airport conditions, provide a detailed business plan to support financial viability, and to provide a plan to meet state standards.

LRA's mission statements are:

- Primary: To develop the supporting aeronautical infrastructure to realize the full potential of Lincoln Regional Airport public and private business use while achieving maximum self-sufficiency.
- Secondary: To encourage, promote and market aviation development at the Lincoln Regional Airport that contributes toward the goal of self-sufficiency.

The Lincoln Regional Airport is a very active facility. Most, if not all of the hangers are occupied - there are 35 based aircraft, including a twin-engine aircraft (C-310). The recent acquisition of the 4.8 acre parcel abutting the Bouchard parcel will allow for relocation of the seaplane base and provides access from the river's edge to the runway.

Primary users of the airport include the Lincoln Airplane Owners Association, P-K Floats, Lincoln Paper and Tissue, Life Flight (Eastern Maine Medical and Penobscot Valley Hospital services) and the National

Guard for night training exercises. The Penobscot Valley Hospital plans to construct a helicopter pad for Life Flight in the near future.

The airport's unique ability to serve both land and water based aircraft by its adjacency to the Penobscot River and a ramp to connect them, supports a significant float manufacturing business for P-K Floats, which is located adjacent to the airport. P-K Floats recently doubled the size of their hangar/manufacturing facility to service their float plane clientele, and recently received a $500,000 grant from the Maine Technology Institute to develop an innovative float design for a newly certified aircraft that will provide greater fuel efficiency, increased reliability and enhanced safety of amphibious aircraft.

As documented in the Airport Master Plan (AMP), the key facility issues, in order of importance, are:

1. No revenue generating facilities on airport land **-** hangars, tie-downs, self-service fuel, a small terminal, and additional areas for commercial activity.
2. Lack of user services **–** such as above-ground fuel storage facilities, a small terminal/waiting area with a bathroom, and upgrades to access roads.
3. Lack of an on-site manager/operator – a Fixed Base Operator.
4. Airfield configuration – such as the construction of a new seaplane dock and servicing facility; a Runway 17-35 extension to 3,000' and other upgrades; and construction of an unpaved access road that could serve as a future taxiway.

The AMP update states that this development will require investment capital, and the Town should pursue it as a public, economic development project with typical federal and state funding assistance through the Economic Development Administration, Pine Tree Zones, Tax Increment Financing, etc.

MaineDOT's Six Year Plan (2010-2015) includes the following funding for LRA improvements:

Table 6-10. MaineDOT Six Year Plan for Lincoln Regional Airport

Project	Federal Funding	State Funding	Local Funding
Airport Layout Plan (Engineering)	$142,500	$3,750	$3,750
Land Acquisition for Development (Phase 2)	$135,000	$7,500	$7,500
Environmental Assessment for Land Acquisition, runway safety area	$135,000	$7,500	$7,500

Source: MDOT Six Year Plan (2010-2015)

RAILROADS

The railroad running north-south through Lincoln is the Pam Am Railways (Maine Central Railroad). Pan Am is a freight carrier that operates over a network of about 2,000 miles of track in Maine, Connecticut, Massachusetts, New Hampshire, New York, Vermont, and Canada's Atlantic provinces. The line has connections to eastern Canada via the Eastern Maine Railroad, to the west including Montreal and Chicago via the Montreal, Maine and Atlantic Railroad and to the south via Pan Am. Lincoln Paper and Tissue is the only known user of the railroad in Lincoln at this time.

INTERCITY BUS SERVICES

There is no intercity bus service directly to Lincoln. Cyr Bus Lines provides intercity service between Bangor and Fort Kent, with stops at the Irving in Medway and at the 95er in Howland. Cyr connections in Bangor allow passengers access to points south via Concord Trailways and Greyhound/Vermont Transit.

OTHER TRANSPORTATION-RELATED ISSUES

EVACUATION ROUTES

Lincoln's four major routes (Route 2 north and south, Route 6 and Route 15, plus a few other minor connectors) are the routes for Lincoln's emergency evacuation plan. The type and location of the emergency would dictate which routes would be used. Lincoln is in a very good location to funnel evacuation traffic in any direction for practically any natural and man-made emergency with the exception being an organized terrorist incident. The trains passing through town several times per day on the railroad which crosses Route 2 at two locations basically north and south of the business hub periodically can be potentially problematic, but fortunately, Lincoln has ample roads to by-pass railroad emergencies.

ENVIRONMENTAL AND CULTURAL CONSIDERATIONS

NOISE ISSUES: No transportation noise-related issues have been identified, including the use of "jake brakes" in residential areas. The Town has an ordinance that addresses the use of "jake brakes".

LIGHTING ISSUES: No areas were identified where there is inappropriate lighting that affects transportation safety. Lincoln's land use ordinance contains standards for signs that require that lighting not cause a traffic hazard.

SCENIC, HISTORIC AND CULTURAL RESOURCES within or adjacent to transportation facilities include the Gazebo gateway to downtown Lincoln on the shores of Mattanawcook Lake, Veterans Memorial Square and two other war monuments, several historic churches along major thoroughfares, and other structures mentioned in Chapter 12 Historic and Archaeological Resources. Lincoln is currently developing a shade tree program to further enhance downtown areas.

Gateways are usually located on arterial roads on which travelers come into a community. Gateways announce the entrance into the community and can help provide a positive lasting impression of the community. They can also be used to mark defined districts within the community, such as the downtown. Other scenic gateways to Lincoln include views of Lincoln from the Penobscot River Bridge on Route 116 (River Road), and the view of Lincoln from the upper Penobscot River Bridge on Bridge Road.

Lincoln also has many rural road corridors with extensive stretches of forestland and some areas with agricultural landscapes. Lincoln's land use ordinance contains standards that support the preservation of roadside buffers.

WILDLIFE HABITAT ISSUES: Roads can create barriers to important wildlife travel corridors, and/or totally disrupt expanses of habitat. There are no other specific known locations where habitat connections are disrupted by a transportation facility owned and maintained by the community. Wildlife mortality and habitat fragmentation are fairly minimal due to the very rural nature of the community. Rural camp roads along ponds may have some impact, but low traffic volumes and speeds reduce impacts

SUMMARY OF LOCAL LAND USE MANAGEMENT STRATEGIES: Lincoln's land use ordinance in combination with the provision of a high level of services in the village area enhances many aspects of the transportation system. Village area zoning standards (minimum lot size, maximum density, minimum frontage requirements, etc.) encourage infill and a continuation of a compact village area. The subdivision ordinance contains standards to limit direct access to major roads, and to require pedestrian and street interconnections, as appropriate. Town infrastructure, including parking, sidewalks, and the location of public facilities in the village area also support more compact development. The airport is near the village area and has direct access to an arterial that connects with both the village area of Lincoln and the Interstate. The railroad serves the mill and could potentially serve other industries in an area zoned for industrial and/or commercial development.

As stated previously in this chapter, Lincoln may want to consider the development of a transportation master plan for its developing growth area, particularly along West Broadway, to include identification of street interconnections, traffic circulation in and between businesses, controls on direct access to Route 2, and pedestrian amenities. These measures could be used to enhance the safety and efficiency of the transportation system.

CHAPTER 7. FISCAL CAPACITY

OVERVIEW

This chapter presents an overview of Lincoln's financial situation in order to assess its fiscal capacity to meet the future needs of the community. A detailed financial analysis is beyond the scope of this plan, but a general assessment can provide some insight into the Town's overall ability to provide services and facilities to accommodate anticipated growth and development over the next decade. Financial information, including property valuations, tax rates, revenues and expenditures, long-term debt and capital budgeting are examined.

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

SUMMARY

In general, are tax revenues from new development offsetting the cost of needed additional services and capital investments?

- Over the past several years, Lincoln has been playing catch-up, with a financial situation that appears to be improving. The mill's closing and the two fires in the downtown during the early 2000s dealt severe setbacks. Since then the Town has budgeted conservatively, and the property valuation has been increasing.
- A number of capital projects have been identified, some to improve current facilities to meet existing needs, and others are intended to encourage future economic development.
- Lincoln is not responding to too much growth, but is attempting to encourage growth.

What are the capital investment and budgeting priorities identified in other sections of the plan?

- The most significant capital investments anticipated for the next decade include development of the industrial park, sewer and water expansion, a new regional recreation/rehabilitation center, and addressing deficiencies associated with the Town office, public works building, transfer station, Library, and Ballard Hill Community Center.
- Major equipment purchases for Public Works, the Fire Department and Police Department should also be anticipated.
- Road paving and maintenance also constitutes a major expense for the Town.
- Priorities and funding mechanisms will need to be identified.

What changes in the tax base are anticipated and how will it affect the town? What impact do tax exempt properties and tax incentive programs have on taxes?

- The tax base is growing and diversifying as a result of the Town's proactive economic development efforts. These will strengthen the tax base.
- About 10% of the Town's valuation is tax exempt, which is typical for a service center community. The amount of tax exempt property may increase in the future as a result of the increase in

social services and non-profit medical services. The availability of these services may also attract more dependent people putting greater demands on the Town's public assistance programs.
- Tax incentive programs, such as Tree Growth and Tax Increment Financing are very significant tools that are having positive impacts.

How does the Town currently fund its capital investments? How will future capital investments identified in the plan be funded?

- Capital investments are funded through a capital budgeting process that includes annual contributions to reserve accounts, equipment leasing, state transportation funds, tax increment financing income, grants, several trust accounts, and long-term borrowing. These funding sources will be used to support the capital investments identified in this Plan.
- The Town Charter requires that expenditures greater than $100,000 go to referendum. Given increasing capital costs, such as for highway and fire equipment, the Town may want to consider increasing this amount, or eliminating it, if it appears to be an impediment to prudent fiscal budgeting.

If the Town plans to borrow to pay for capital investments, does the Town have sufficient borrowing capacity to obtain the necessary funds?

- Lincoln has a small amount of long-term debt, and has been conservative in borrowing to fund capital needs. The Town has considerable borrowing capacity.

How do county and school administrative unit assessments and/or obligations affect local ability to finance proposed capital investments?

- The County's annual assessment is almost $302,000, about 3% of general fund expenditures. The County currently does not have any debt.
- RSU#67's annual assessment is around $3,452,000, which is about 40% of general fund expenditures. School debt is $774,272, with the Town's share amounting to $614,540.
- These debts are not large enough to have a major impact on the Town's borrowing capacity.

How are state or local spending limitations, such as those in P. L. 2005, Chapter 2 (effective June 29, 2005) (hereinafter "LD 1"), affecting the Town's ability to pay for needed infrastructure and services?

- Lincoln has exceeded the LD 1 spending limit each year since the law's enactment. This has been primarily due to the setbacks (mill closing, fires) early in the decade, and efforts to "catch-up" in making a backlog of capital improvements. This may not be necessary in the upcoming years.

What efforts has the Town made to participate in or explore sharing capital investments with neighboring communities?

- Lincoln could undertake several initiatives to share capital investments, including the development of a satellite fire station in Lincoln to provide better service to Lee, Winn and Chester. This could be funded through tax increment financing associated with the Rollins Wind project.
- Lincoln might also explore sharing capital and other expenses associated with solid waste disposal, recycling and disposal of household hazardous wastes.

Supporting Documentation

FUNDING GOVERNMENT: LINCOLN'S TAX BASE

The foundation of a Town's fiscal health is the value of its property. The primary source of funding for municipal services and facilities is the property tax on land, buildings and personal property.

Lincoln's locally assessed property valuation increased by $71.5 million, or by 11.2% when adjusted for inflation, between 2002 and 2008 (Table 7-1). While the overall property valuation increased between 2002 and 2008, there was a decrease in values in 2005 and 2006 as a result of the shutdown of Lincoln Pulp and Paper in 2004. The total personal property valuation, alone, decreased from $80 million for 2004 to $18.6 million for 2005. By 2008 the personal property valuation increased to $47.5 million, which reflects reinvestment into the mill by the new owners and other business investments, as well.

The state assessed valuation is a better measure of the trends over time, because it is annually adjusted to reflect current market trends. The state valuation is an "equalized" valuation used to calculate state revenue sharing, state aid for education, and the county tax. Lincoln's valuations are currently at 100% of the state valuation, which means that property values are up-to-date with current market trends. Lincoln's last revaluation was done in 2006.

Table 7-1. Property Valuation and Taxation

Fiscal Year	Local Assessed Valuation	State Assessed Valuation	Annual Chg in State Value	Annual Chg Inflation Adjusted	Property Tax Commitment	Tax Rate per $1,000
2002	$231,872,330	$274,000,000	-	-	$4,428,762	19.10
2003	$236,195,955	$287,950,000	5.1%	2.8	$4,572,754	19.36
2004	$264,266,757	$246,600,000	-14.4%	-17.1%	$4,669,596	17.67
2005	$213,520,711	$255,900,000	3.8%	0.4%	$4,802,082	22.49
2006	$209,765,212	$284,900,000	11.3%	8.1%	$4,753,280	22.66
2007	$266,742,692	$303,950,000	6.7%	3.9%	$4,865,387	18.24
2008	$303,405,685	Not available	-	-	$5,4 91,643	18.10
# Chg 2002-07	$34,870,362	$29,950,000	10.9%	-4.4%	$292,633	-1.12
# Chg 2002-08	$71,533,355	-	-	-	$918,889	-1.26
% Chg 2002-08	30.9%	-	-		20.1%	-6.5%
% Chg 2002-08 Inflation Adj.	11.2%	-	-	-	0.4%	-

Source: Local data from the Lincoln Town Reports; State valuations from Maine Revenue Services

Lincoln's state assessed valuation actually decreased between 2002 and 2007 by -4.4%, when adjusted for inflation, which suggests that Lincoln had not yet fully recovered from its loss in valuation in 2004. More recent growth in valuation has been strong, with the addition of $57.4 million or a 13.4% increase in real dollars between 2004 and 2007. Over the last several years the valuation has been increasing at a

rate of about $2.5 to $3 million per year, and the Rollins Wind project will add a considerable amount to the valuation in the near future.

Also noteworthy, the Town's property tax commitment (the amount of property tax income needed to fund budgeted expenses) between 2002 and 2008 only increased by 0.4%, when adjusted for inflation. Additionally, the Town has also been able to decrease the tax rate, as the property valuations have increased. These trends reflect the Town's conservative fiscal policies that have included proactive efforts to make government more efficient, active promotion of economic development to increase the tax base, use of tax increment financing, and aggressive pursuit of grants to fund capital needs.

A major strength of Lincoln's property tax base is its growing diversity. This diversity can provide a hedge during difficult economic times. In the past the Town was very reliant on Lincoln Pulp and Paper. The 1995 Comprehensive Plan reported that Lincoln Pulp and Paper was 33% of the Town's tax base. Today, Lincoln Paper and Tissue is about 18% of the tax base (Table 7-2).

The diversification of Lincoln's tax base is further evident in the fact that the top ten taxpayers pay only 23.6% of Lincoln's tax base. However, four of the top ten are involved in the forest products industry. New retail, service and industrial uses have also added to the diversification and expansion of the tax base. Lincoln also derives considerable property tax income from high value waterfront property on many of its lake and ponds.

Table 7-2. Top Ten Taxpayers

Owner	Valuation	% of Total	Type Business
Lincoln Paper and Tissue	$55,715,500	17.8%	Paper Industry
Bangor Hydro Electric	$5,564,400	1.8%	Utility
Wal-Mart	$2,692,300	.8%	Retail
Lakeville Shore/HC Haynes	$2,012,915	.6%	Forestland
Hannaford Brothers	$1,951,740	.6%	Retail
Colonial Acres	$1,574,900	.5%	Nursing Home
Lincoln Realty Associates	$1,159,500	.4%	Elderly Housing
Homestead Associates/ Bailey Park Apartments	$1,156,400	.4%	Elderly Housing
Edwards Family	$1,129,215	.4%	Forestland
Thompson Trucking	$1,002,710	.3%	Trucking/Forestry
Totals	$73,959,580	23.6%	

Source: Lincoln Tax Assessor, 2008

All of these changes in the tax base are resulting in a stronger and more stable tax base that can continue to provide a steady source of income to support government services.

Population projections predict very little year-round population growth in Lincoln and the surrounding region, which, in and of itself, translates into little economic growth. Counter balancing this trend is the increase in the seasonal population and the daytime population who are coming to Lincoln for goods and services, or to work.

TAX EXEMPT PROPERTY

The total valuation for tax-exempt property in Lincoln was $30,878,770, which was over 10% of the total valuation in 2007. Tax-exempt property equaled about $563,229 in uncollected revenue for the Town.

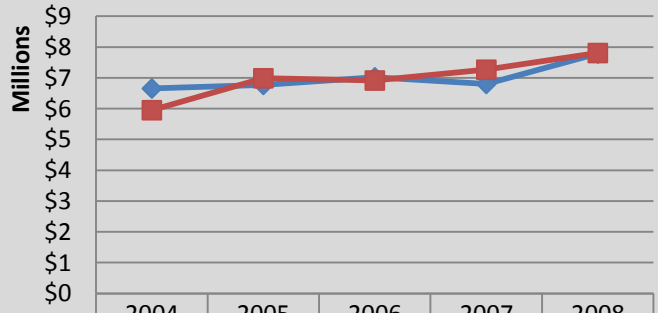
There are no tax exempt federal or state government properties in Lincoln. The largest tax exempt properties include the hospital and schools. Tax-exempt property shifts the tax burden for government services onto the other taxpayers of the Town. In some communities, towns have assessed service fees on tax-exempt property owners to help cover some of the cost of services.

Table 7-3. Summary of Tax Exempt Property		
Category	Valuation	Breakdown/Includes:
Public/Municipal	$15,650,600	Town, schools, water, sewer, etc.
Airport	$323,400	Town airport
Benevolent-Charitable	$10,125,250	Hospital, Community Health and Counseling, Penquis, food cupboard, etc.
Literary-Scientific	$713,700	Vocational Tech School
Veterans	$99,000	American Legion, VFW
Churches - Parsonages	$2,229,800	26 churches, 6 parsonages
Fraternal Organizations	$307,620	Masons, Scouts, Historical Society, etc.
Hospitals (Leased)	$163,800	Kidney Dialysis Center
Other Quasi-Municipal	$45,600	Railroad, private cemeteries
Legally Blind	$20,000	N.A.
Veterans [Exemption]	$1,200,000	N.A.
Total	$30,878,770	
Source: Municipal Valuation Return, 2007; Tax Assessor		

REVENUES AND EXPENSES[23]

General fund revenues and operating expenses are revenues that are raised or received on an annual basis, and expenses that are incurred on an annual basis. Total revenues and total expenses over the past several years have been fairly close, and for 2007 and 2008 revenues were about $18,000 higher than expenses, which reflects the Town's conservative financial budgeting policies.

Figure 7-1. General Fund Revenues and Expenses



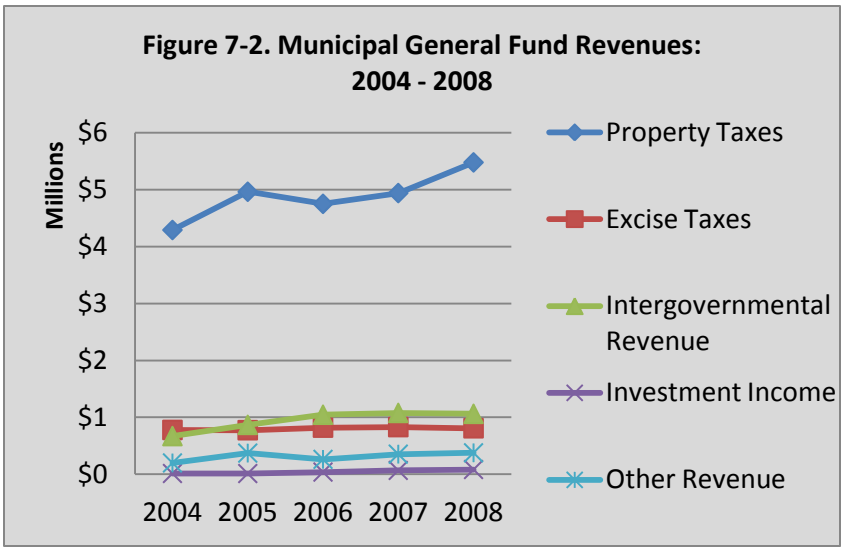
	2004	2005	2006	2007	2008
Expenses	6,657,837	6,774,970	7,021,313	6,806,054	7,792,047
Revenues	5,953,851	6,990,668	6,917,629	7,268,676	7,810,489

[23] *All financial data is from the Town Audit Reports for fiscal years 2004 through 2008.*

REVENUES

Property taxes are the major source of revenues for the Town. They accounted for 70% of revenues for fiscal year 2008. Property taxes increased by nearly $1.2 million (13.8% when adjusted for inflation) between 2004 and 2008, more than any other revenue category (Figures 7-2 and 7-3, and Table 7-4).

Intergovernmental revenue primarily includes state revenue sharing, state road assistance, and Tree Growth, Homestead, business equipment tax (BETR), and veterans reimbursements.



Intergovernmental revenues accounted for 14% of revenues in 2008. They increased by $391 thousand between 2004 and 2008, primarily as a result of an increase in revenue sharing. This amounted to a 58% increase, when adjusted for inflation.

Excise taxes accounted for 10% of revenues in 2008, and only increased by about $30,000 between 2004 and 2008. This was actually a 13.8% decrease, when adjusted for inflation.

Other revenue accounted for 5% of income for 2008. Other revenue includes licenses, fees and permits. These revenues increased by $178,000, or by 76% when adjusted for inflation, over the five year time period.

Investment income accounted for 1% of total revenues in 2008, but increased by nearly $70,000 between 2004 and 2008. This was a 525% increase when adjusted for inflation.

Table 7-4 displays revenues for 2004 through 2008, including the change in revenues when adjusted for inflation.

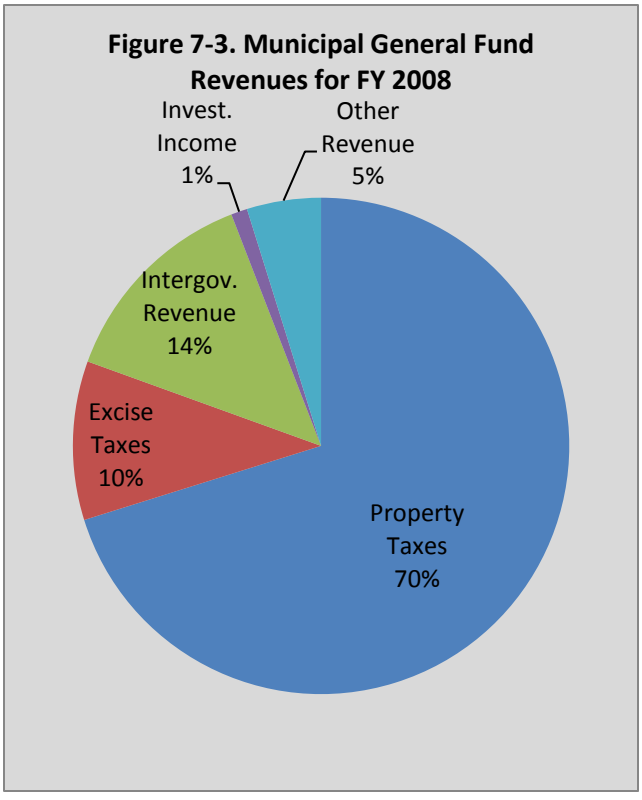


Table 7-4. General Fund Revenues: 2004 - 2008								
Category	2004	2005	2006	2007	2008	$ Chg.	%Chg	%Chg Adj*
Property Taxes	$4,292,878	$4,964,937	$4,752,664	$4,942,031	$5,480,969	$1,188,091	27.7	13.8
Excise Taxes	$778,498	$774,041	$819,594	$828,975	$808,209	$29,711	3.8	-13.8
Intergov. Revenue	$671,141	$868,042	$1,045,873	$1,077,711	$1,061,897	$390,756	58.2	44.3
Investment Income	$12,902	$12,207	$37,786	$67,356	$82,589	$69,687	540.1	526.2
Other Rev.	$198,433	$371,441	$261,711	$352,603	$376,825	$178,392	89.9	76.0
Total	$5,953,851	$6,990,668	$6,917,629	$7,268,676	$7,810,489	$1,856,638	31.2	17.3
* Adjusted for inflation, which accounted for 13.9% of the change between 2004 and 2008. Source: Town Audit Reports, 2004-2008								

In the future, property taxes will continue to provide most of the revenues needed to support government services, which is why increasing property values are so important. However, the Town has significantly increased income from other sources, such as tax increment financing revenues.

As a result of the current economic downturn, revenues from investment income and excise taxes, in particular, for 2008 and 2009 are expected to be down. To counter balance this, the Town is aggressively seeking grant funding for many of its anticipated capital needs, and continues to proactively promote economic development.

REVENUE DEDICATED TO TAX INCENTIVE PROGRAMS

TAX INCREMENT FINANCING: Lincoln is using tax increment financing (TIF) to promote economic development and support affordable, elderly housing. TIF has been used for major capital upgrades at Lincoln Tissue and Paper (new tissue machine and cogeneration plant) and the Lakeside Plaza. TIF funding is also being used for the new Lakeview Senior Housing project (Penquis) and the Rollins Wind project (See Table 7-5).

These TIFs allow the Town to reduce the tax burden on these projects, while sheltering the Town from potential losses in state education funding and revenue sharing from the development. With the exception of the Housing TIF where TIF funds are used to offset operational costs to keep rentals affordable, funds from the other three TIFs are used to support economic development activities. The total anticipated revenue dedicated to TIFs for fiscal year 2010 is estimated to be approximately $774,000 with a municipal share of about $274,000. The Town views TIF as a major economic development tool.

Table 7-5. Tax Increment Financing Projects				
Name	Lakeside Plaza (Ruhl Property)	Lincoln Paper and Tissue	Lakeside Senior Housing	Rollins Wind
Date Approved	8/19/03	3/20/06	9/6/08	4/12/09
Length of TIF	12 years	20 years	30 years	30 years
% Captured Taxes	100%	100%	100%	100%
Increment	100% to town	35% to town to return to Lincoln Paper and Tissue	100% to Lake-view Senior Housing	1st 10 yrs: 40% town, 60% First Wind; 2nd 10 yrs: 50%/50% split; final 10 yrs: 100% town
Original Assessed Value	$50,000	$154,500	$62,186	$10,857,124
Captured Value for TIF	$250,400	$39,053,600	$1.2 million (anticipated for FY 2010)	$39.2 million (anticipated for FY 2011)
TIF District Acreage	.27 acres	100.32 acres	.43 acres	319.29 acres
% Allowable Municipal Area	.001% of 2%	.221% of 2%	.0001% of 2%	.65% of 2%
% Allowable Municipal Value	.1% of 5%	.9% of 5%	.0003% of 5%	3.48% of 5%
Approved Dev. Plan – Use of Funds	Economic development activities in the downtown.	Economic development & Lincoln Industrial West reserve account.	To offset operational costs to keep rentals affordable.	A variety of economic development activities.
Source: Lincoln Economic Development Director, May 2009				

TREE GROWTH AND FARMLAND PROPERTY TAX PROGRAMS: Municipal revenue dedicated to Tree Growth was $36,000 and Farmland was $2,970 for 2007. The valuation of assessed land in Tree Growth was $1,973,751 and the valuation of assessed land in Farmland was $162,989 (cropland = $133,064 and woodland = $29,925)24. The state re-imbursement for Tree Growth amounted to around $77,690 for 2008. There is no re-imbursement for Farmland.

EXPENDITURES

Total general fund expenditures increased from about $6.7 million to $7.8 million between 2004 and 2008. This $1.1 million increase, when adjusted for inflation was a 3.1% increase (Table 7-6).

Education expenditures, the largest expense category, were $3.2 million or about 41% of total expenditures in 2008. Education expenditures, when adjusted for inflation, actually decreased by 13.7%

[24] *Maine Revenue Services, Municipal Valuation Returns, 2007*

between 2004 and 2008. Public Works ($599,125), Transfer Station ($454,316), TIF Financing ($452,132), Personnel ($451,339), Fire Department ($385,831) and Police Department ($340,475) were the other large expenditure categories. The largest dollar increase between 2004 and 2008 was $232,655 for Public Works. A considerable portion of this increase occurred during 2007 and 2008 and was a result of the increasing cost of sand/salt and fuel.

Table 7-6. General Fund Expenditures: 2004 - 2008

Category	2004	2005	2006	2007	2008	$ Chg.	% Chg	% Chg*
Clerk	$116,191	$121,901	$130,340	$146,199	$166,571	$50,380	43.4%	29.5%
Town Manager	$76,889	$90,680	$86,097	$89,446	$91,417	$14,528	18.9%	5.0%
Finance	$144,592	$139,606	$161,642	$167,277	$191,239	$46,647	32.3%	18.4%
Assessing	$41,894	$44,359	$43,496	$46,512	$48,522	$6,628	15.8%	1.9%
Code Enforcemt.	$45,664	$44,077	$56,530	$60,711	$64,274	$18,610	40.8%	26.9%
Community Dev.	$64,401	$45,529	$156,137	$52,991	$58,079	-$6,322	-9.8%	-23.7%
TIF Financing	$0	$0	$0	$0	$452,132	$452,132	100%	-
Police Dept.	$330,552	$357,118	$331,510	$342,490	$340,475	$9,923	3.0%	-10.9
Fire Dept.	$320,108	$337,686	$339,229	$341,396	$385,831	$65,724	20.5%	6.6%
Ambulance	$0	$30,373	$11,053	$0	$0	$0	-	-
Public Safety Building	$6,273	$6,065	$7,723	$8,171	$33,129	$26,855	428.1%	414.2%
Utilities	$239,177	$249,725	$267,748	$272,184	$284,486	$45,309	18.9%	5.0%
Public Works	$366,470	$368,795	$420,407	$489,370	$599,125	$232,655	63.5%	49.6%
General Ass.	$19,540	$10,143	$25,740	$19,039	$24,564	$5,024	25.7%	11.8%
Transfer Station	$408,997	$368,370	$391,221	$427,522	$454,316	$45,319	11.1%	-2.8%
Landfill	$3,220	$1,640	$6,467	$770	$844	-$2,376	-73.8%	-87.7%
County Tax	$295,126	$303,866	$327,399	$267,808	$278,163	-$16,963	-5.7%	-19.6%
Education	$3,213,786	$3,458,404	$3,377,221	$3,133,974	$3,221,353	$7,567	0.2%	-13.7%
Debt Service	$14,913	$57,558	$65,466	$95,525	$64,460	$49,547	332.2%	318.3%
Cem., Parks,Rec.	$106,337	$108,885	$124,376	$161,564	$166,331	$59,994	56.4%	42.5%
Library	$105,427	$110,707	$118,638	$130,868	$130,969	$25,542	24.2%	10.3%
Personnel	$390,494	$392,853	$410,590	$446,479	$451,339	$60,845	15.6%	1.7%
Airport	$4,299	$2,018	$3,067	$3,554	$4,227	-$72	-1.7%	-15.6%
Capital Improve.	$343,487	$124,613	$159,214	$102,205	$280,200	-$63,287	-18.4%	-32.3%
Total	$6,657,837	$6,774,970	$7,021,313	$6,806,054	$7,792,047	$1,134,210	17.0%	3.1%

* Inflation accounted for 13.9% of the change between 2004 and 2008.
Source: Town Audit reports, 2004-2008

Conservative municipal fiscal policies will help control future expenditures where the Town has control over costs. The Town council has little control over school and county budgets, as well as the costs of energy, fuel, and other services and supplies, where there is limited choice in vendors.

LD1 LIMITS

LD 1, An Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels, was enacted in January 2005. The purpose of the LD 1 spending limit is to restrict the amount of property tax dollars schools, counties and municipalities raise for services before needing special permission from the local legislative body to exceed the calculated limits. The key to the LD 1 tax burden reduction is to keep the percentage growth in taxes below the percentage increase in personal income. Lincoln's Town Council has voted to surpass the LD 1 limit for the past several years primarily to cover the cost of deferred capital projects (Table 7-7). It is anticipated that FY 2010 will be the last year that surpassing the LD1 limit will be necessary.

Table 7-7. LD 1

Year	Growth Factor	LD1 Limit	Actual Levy	Over/(Under) LD 1 Limits
2006	NA	NA	NA	NA
2007	NA	NA	NA	NA
2008	2.81	$1,310,828	$1,460,440	$149,611
2009	1.02978	$2,107,477	$2,723,227	$615,750
2010	1.02879	$2,454,518	$2,569,205	$114,687

Source: MMA report, Town Treasurer

LONG TERM DEBT

The Town's long-term debt as of June 30, 2009, was $304,536 (principal and interest) (Table 7-8).

Table 7-8. Long Term Debt

Description	Date Issued	Interest Rate	Maturity Date	Balance
General Obligation Notes				
Finance Authority of Maine: EPA – super fund cleanup site in Plymouth, Maine	2002	0%	2012	$95,178.97
Key Bank – Fire Truck	2006	4.49%	2010	$18,370.39
Long-Term Lease Purchase Agreements				
Banknorth Leasing Trash Trailer	2004	4.0%	2010	$12,893.15
Gorham Savings Bank (Photocopier lease)	2007	5.26%	2011	$7,037.44
Promissory Notes				
Machias Savings Bank – Dump Truck	2008	4.07%	2010	$33,785.57
Maine DECD EDI Grant – Lakeview Housing (Penquis)	2006	0%	NA	$90,776.00
Machias Savings Bank – Backhoe Loader	2009	3.29%	2012	$46,494.00
Total				$304,535.52

Source: Auditor's Report, FY 2009, Treasurer, 2009

All of the Town's long-term debt, as of FY 2009, will mature over the next several years, including the Lakeview Housing debt which will be assumed by Penquis ($90,776 which matures in 2015) (Table 7-9).

Table 7-9. Annual Future Principal Payments	
Year Ending June 30	General Long-Term Debt
2010	$56,280.87
2011	$43,824.13
2012	$113,654.52
2013	-
2014	-
2015	$90,776.00
Total	$304,535.52
Source: Auditor's Report, FY 2009	

OTHER LONG TERM DEBT

The Town is also responsible for its proportionate share of school and county debt. As of FY 2009, the Town's share of this debt was approximately $614,540 (Table 7-10).

Long term debt for the Water District and Sewer District is also included below. This debt is assumed by the rate payers for these services.

Table 7-10. Other Long-Term Debt			
	Outstanding Debt	Town's Percentage	Town's Share
RSU 67	$774,272*	79.37%	$614,540
Penobscot County	0	0	0
Lincoln Water District	$402,277**	NA	NA
Lincoln Sanitary District	$2,515,799**	NA	NA
*6/30/09 – Includes long term debt and capital leases. **12/31/08 Source: Lincoln Town Report (District Auditor's Reports), SAD 67 Auditor's Report, Town Treasurer, 2009			

BORROWING CAPACITY

The Town of Lincoln is carrying a relatively small amount of debt and has considerable untapped borrowing capacity based on this analysis. The Town's total combined long-term debt for the purpose of examining borrowing capacity is $919,076, which includes Town debt ($304,536) plus RSU 67 debt ($614,540).

There are several "rules of thumb" that can be used to evaluate the Town's borrowing capacity, and fiscal capacity. The first is that the Town's assessed valuation should be growing. The Town has experienced double digit growth (13.4%) between 2004 and 2007, and that trend is expected to continue over the long term, despite potential setbacks due to the current economic recession.

Lincoln maintains a very healthy fund balance (undesignated surplus), largely as a result of having to survive a mill closing and two major fires in the downtown in addition to being located in a rural, economically struggling region of the state.

Often one area of concern for a service center community, which faces above-average service demands, is the ratio of per capita debt to per capita income. This figure for Lincoln is 1%, and the "rule of thumb" suggests it should be below 5%.

According to statute, a municipality's total debt cannot exceed 15% of the most current state valuation. The 2009 state valuation for Lincoln is $303,950,000. Lincoln's percentage of debt was 0.3% - well below the 15% threshold.

Table 7-11. Assessment of Borrowing Capacity

Measure		Lincoln	"Rule of Thumb"
Per Capita Debt to Per Capita Income	$178/$18,000*	1.0%	Less than 5%
Town Debt to Valuation	$919,076/$303,950,000	0.3%	Less than 5%**
Fund Balance (unreserved, undesignated) to Operating Budget	$2,168,000/$7,810,500	28%	More than 8.3%

*Rough estimate based on 2008 Census population estimate and 2000 Census per capita income adjusted for inflation.
** The legal limit is 15%, but any town approaching that amount of debt would be stretched beyond its means.
Source: Town Audit (year ending June 2009), Comprehensive Planning: A Manual for Maine's Communities (1992).

BUDGETING FOR CAPITAL EXPENDITURES

Lincoln has a formal budgeting and long-range capital planning process. The goal is to anticipate major capital outlays, and to prioritize and schedule funding for projects in a fiscally sound manner that minimizes drastic changes in tax levels and cost-effectively manages interest payments on borrowed money. The process also allows the Town to consider a variety of funding approaches.

Lincoln's capital plan includes expenditures anticipated for the upcoming five to six years. The current capital plan is included in Part I, the Capital Investment Plan. Each year the plan is adjusted and moved ahead one year. The Public Works Director also utilizes a Road Management System that contains a multi-year schedule for road improvements (paving, primarily).

Lincoln works to maintain a balanced financial approach that utilizes short-term capital outlays through current year revenues and contributions to reserve accounts or long-term borrowing for large projects. Lincoln maintains a capital project fund (FY 2009 the amount was $738,654), which consists of about fifty separate designated accounts. The Town Treasurer has suggested that more money should be set-aside in the capital reserve accounts, and that the amount should be based on depreciation values.

Lincoln utilizes several other tools to fund capital projects including tax increment financing, grants, and fundraising. Tax increment financing funds capital projects associated with economic development, such as street lights and infrastructure in the industrial park. Grant funding has been used to pay for downtown redevelopment (sidewalks, gazebo, parking, land acquisition). Lincoln also established a Community Center Recreation Trust fund that consists of contributions from the businesses, government and private sectors. There are also two trust funds for specific capital improvements, the Cobb Fund for schools and the McGregor Trust for the Library.

Another mechanism that affects capital expenditures is the following requirement in the Town Charter: "all orders or resolves appropriating $100,000 or more for a single capital improvement and all orders or resolves authorizing general obligation bond issues of $100,000 or more for capital improvement, must be approved by the voters in a referendum." This amount was last increased from $50,000 to $100,000 in 1997. Since it has been over ten years, the Town may want to consider increasing this amount, or removing the requirement if it appears to be an impediment to prudent fiscal policy today. A single piece of equipment, such as a highway sweeper or fire truck, can easily cost more than $100,000.

Potential major capital expenditures anticipated in the future include: public works garage, transfer station, Town office and Ballard Hill Community Center. As a result of several referendum votes against major capital expenditures, the Town has been making ongoing repairs, as opposed to major reconstruction or new construction, which may or may not be the most cost-effective approach. Other major expenditures anticipated in the future include sewer and water expansions and infrastructure at the industrial park, which the Town plans to pay for through tax increment financing.

REGIONAL COORDINATION

Regional coordination in the sharing of capital investments can provide opportunities for improvements and more efficient and cost-effective use of funds. One initiative that is under consideration is the development of a satellite fire station in Lincoln to provide better service to Lee, Winn and Chester. This could be funded through tax increment financing associated with the Rollins Wind project, which will be located in several of these towns. Lincoln already has mutual aid agreements for fire protection with these communities and several others in the region. Another area where regional coordination is being considered is in the collection and disposal of household hazardous wastes and in administrative services.

CHAPTER 8. WATER RESOURCES

OVERVIEW

Clean, abundant water is an essential resource in any community. Ground water is the primary source of drinking water in Lincoln, both for the public water supply system and for those with individual wells. Surface water resources in Lincoln include 13 lakes/ponds, numerous streams and wetlands, and the Penobscot River which forms the Town's northwestern boundary. This chapter inventories and assesses the health of these resources.

Planning Goal:
To protect the quality and manage the quantity of water resources, including lakes, aquifers, great ponds, and rivers.

SUMMARY

Are there any point sources (direct discharges) of pollution? If so, is the Town taking steps to eliminate them?

- There are three wastewater outfalls to the Penobscot River permitted through the Maine Department of Environmental Resources: one for the Lincoln Sanitary District and two for Lincoln Tissue and Paper. All are meeting water quality requirements.
- Mattanawcook Stream is currently identified as an "urban impaired stream" by the Maine Department of Environmental Protection, which means that it did not meet State water quality standards because of the effects of storm water runoff from developed land. While the stream is to be removed from this listing in the near future, the Town will want to continue to protect its water quality.
- The Town's Code Enforcement Officer and Public Works Director have Department of Environmental Protection certification in best management practices for stormwater runoff and erosion control, and work to maintain water quality in Lincoln.
- The Town's sand and salt storage facility is uncovered, but is a low priority for state funding because it is in an area served by public water.

Are there non-point sources of pollution related to development, agriculture, forestry or other uses that are affecting surface water resources and riparian areas? If so, are existing regulations sufficient to protect these resources?

- The largest identified threats to water resources are unimproved camp roads and inadequate vegetative buffers along the shorelines of older camps that were in existence prior to shoreland zoning. Current shoreland zoning addresses these issues for new development. The Code Enforcement Officer conducts yearly spot checks and works to educate landowners about the importance of protecting water quality. Non-regulatory approaches are discussed in below.
- Non-point sources of pollution associated with agriculture or forestry have not been identified as a problem.

Are point and/or non-point sources of pollution threatening groundwater supplies?

- The Town is not aware of any point or non-point sources of pollution threatening groundwater supplies.

Are public groundwater supplies and surface water supplies and their recharge areas adequately protected? Are any public water supply expansions anticipated?

- Lincoln's land use ordinance includes aquifer protection district zoning designed to protect the public groundwater supply. Additionally, the Water District owns a significant portion of the land (600 acres) over the groundwater aquifer, and hopes to purchase additional land when and if it becomes available. The District also has a good working relationship designed to protect the aquifer with the Town of Enfield and the landowners in the area.
- Lincoln's public water supply is plentiful and adequate for the expansions anticipated to serve the village growth area over the next ten years.

What non-regulatory measures can the Town take to protect or enhance water quality? Are there opportunities to partner with local or regional advocacy groups that promote water resource protection?

- Lincoln, and its partners, are very proactive in protecting water quality, particularly that of lakes and ponds.
- The University of Maine Orono Cooperative Extension and County Soil and Water Conservation District have completed watershed surveys on all of the Town's lakes to identify threats to water quality. Remedial work has been or will be completed.
- The Town has constructed an educational demonstration buffer on Mattanawcook Lake.
- There are also efforts to establish lake associations, similar to the existing Cold Stream Pond Camp Owners Association and the recently organized, Big and Little Narrows Lake Association.
- Lincoln's Code Enforcement Office works to educate landowners on water quality protection for lakes. His annual inspection of shorelands is one of the tools used to not only ensure compliance with shoreland zoning, but also to work with landowners to improve water quality protection.

Do local road construction and maintenance practices and standards adequately protect water resources? Do public works crews and contractors use best management practices in daily operations (e.g. salt/sand pile maintenance, culvert replacement, street sweeping, and public works garage operations)?

- Lincoln's Public Works Director and Code Enforcement Officer are certified by the Maine Department of Environmental Protection in best management practices and utilize these practices in daily activities. This is a high priority designed to protect the water quality of the Town's lakes and ponds.

Are floodplains adequately identified and protected? Does the Town participate in the National Flood Insurance Program? Is the floodplain management ordinance up to date and consistently enforced?

- Lincoln participates in the National Flood Insurance Program, and maintains an up-to-date floodplain management ordinance that is adequately enforced. Flooding is not a serious problem in Lincoln.

Supporting Documentation

GROUNDWATER RESOURCES

The primary water supply for Lincoln residents is groundwater through the public water supply system or individual dug or drilled wells. Groundwater resources are either bedrock aquifers or sand and gravel aquifers. A bedrock aquifer is generally adequate for small yields. A sand and gravel aquifer is a deposit of coarse-grained surface materials that, in all probability, can supply large volumes of groundwater.

The Maine Geological Survey has mapped "significant" sand and gravel aquifers in Lincoln. "Significant sand and gravel aquifers" have yields that might be suitable for public water supplies or for uses that require significant quantities of water. There are several aquifers located along portions of the Penobscot River, including the aquifer that serves the Lincoln Water District. There is also an aquifer located in the vicinity of the intersection of the River Road and West Broadway. (See Water Resources Map)

It is important to protect groundwater from pollution and depletion. Once groundwater is contaminated, it is difficult if not impossible to clean. Contamination can eventually spread from groundwater to surface water and vice versa. Thus, it is important to take measures to prevent contamination before it occurs. The primary sources of ground water contamination are malfunctioning septic systems, leaking fuel storage tanks, vehicle/boating accidents, salt leachate from sand/salt stockpiles, and leachate from landfill refuse. Spills associated with junkyards and other commercial and industrial uses, certain agricultural activities, construction activities, and road and parking lot runoff can also pose as threats. In addition, things as diverse as golf courses, cemeteries, dry cleaners, burned buildings, and automobile service stations are also potential threats to groundwater.

Potential sources of groundwater pollution in Lincoln generally include uses that are in the village area that is served by the public water supply. For example, the sand and salt pile is uncovered, but is located in the industrial park area where there are few residences and public water is planned. Other uses that might pose as a threat, such as dry cleaners and auto service stations are also located in areas with public water. The former landfill, which is actually in the rural area, has been capped and secured such that groundwater monitoring is no longer required.

Lincoln's land use ordinance contains a number of provisions designed to protect groundwater resources town-wide, including requirements that agricultural activities be conducted according to best management. These protections are described in more detail later in this chapter.

PUBLIC WATER SYSTEMS

It is important to note that a "public water system" is defined by state and federal statute as one that serves 25 or more people for 60 or more days per year. There are three types:

- "Community Water Systems" serve people in their place of residence (town water supply).
- "Non-Transient Non-Community Water Systems", systems serving schools, office buildings, etc.

- "Transient Non-Community Water Systems", systems serving a constantly changing, transient population, such as systems associated with motels, restaurants and campgrounds.

Lincoln's Water District is a "community water system". The aquifer that serves as the water source for the Water District is a high-yield aquifer with very good quality water. The district has four wells and the "source water protection area" is a 2,500 ft. radius around each well. The "source water protection area" is considered the primary recharge area. The aquifer actually is mapped as extending from the Penobscot River north of the wells and southward into the Town of Enfield. The Lincoln Water District owns a large portion of the aquifer and would like to purchase additional land when it becomes available. The Town of Lincoln has enacted aquifer protection overlay zoning to protect the aquifer in areas where the District does not own the land. The Water District has established a good working relationship with the Town of Enfield and current landowners to protect the portions of the aquifer in Enfield.

Maine's Drinking Water Program lists the wells serving the Jato Highlands Golf Course (Maine Street), the Northeast Occupational Exchange (River Road), Gillmor Farms, Inc. (Enfield Road) as "non-community water systems". Federal and state (Public Law 761) regulations require owners of these types of public water supplies take steps to protect their water. Septic systems must be located at least 300 feet from wellheads, and underground fuel storage tanks must be at least 1,000 feet away from well heads. Further, public water suppliers must be notified of certain activities occurring on nearby properties. These activities include automobile graveyards, recycling businesses, junkyards, septic system expansions or replacements, activities requiring a Maine Natural Resource Protection Act Permit or a State Stormwater permit, subdivisions, and other land use projects. In general, in any situation where a permit is required, any nearby public water suppliers should be notified of the project. Lincoln's land use ordinance and subdivision ordinance should be amended to include reference to the above state law.

MAJOR SURFACE WATER WATERSHEDS

An understanding of the Town's watersheds is important when considering surface water quality, particularly the water quality of lakes, which can be negatively impacted by activities within the watershed. The Town of Lincoln lies entirely within the Penobscot River Basin. Most of the Town drains directly to the Penobscot River. A relatively small area along the Lee town line is in the Mattawamkeag River watershed. The Cold Stream Pond, Little Round Pond and the Upper Cold Stream Pond sub-watersheds are within the Passadumkeag River watershed. Sub-watersheds for the Town's lakes, ponds and streams are displayed on the Water Resources Map.

WATER QUALITY OF SURFACE WATERS

Lincoln has an abundance of water. In general, the Town's water quality is relatively good due to the widely dispersed population (other than in the village area) and mostly forested land cover. Undisturbed forest land is about the least polluting form of land cover in terms of nutrients and sediments lost to surface waters. Sediment is usually the single greatest pollutant by volume in most watersheds. Roadside runoff, gravel pit runoff and stream bank erosion are major contributors of sediment to surface

waters. Road crossings (bridges and culverts) can contribute significant amounts of polluted runoff to streams.

Other threats to water quality include nutrients and pathogens from improperly maintained septic systems; pathogens, nutrients, sediment and toxic substances, such as heavy metals from storm water runoff from developments; landfills; salt storage sites; underground storage tanks; hazardous materials spills; and litter.

Agricultural and timber harvesting activities can also impact water quality. Most non-point source pollution from agriculture occurs during the fall, winter and spring when the ground is frozen. Agricultural activities that can contribute pollution include livestock wading in streams, barnyard runoff, farmland eroding into adjacent watercourses, and improperly applied fertilizers, pesticides and water management practices. Timber harvesting activities, such as the layout of roads and skid trails, location of landings and stream crossings, can also contribute to water quality problems, particularly when these activities are conducted on steep slopes.

WATER CLASSIFICATION

RIVERS AND STREAMS: Maine has four water quality classes of rivers and streams: AA, A, B, and C (38 MRSA § 465). Each classification assigns designated uses and water quality criteria, and may place specific restrictions on certain activities such that the goal conditions of each class may be attained. There is actually not much difference between the uses or the qualities of the various classes because all attain the minimum fishable-swimmable standards of the federal Clean Water Act. Most support the same set of designated uses with modest variations. The classification system is really a hierarchy of risk, more than one of use or quality, the risk being the possibility of a breakdown of the ecosystem and loss of use due to either natural or human-caused events.

Ecosystems that are more natural can be expected to be more resilient to a new stress and to show more rapid recovery. Classes AA (rivers and streams) and GPA (lakes and ponds) involve less risk since activities, such as waste discharges and impoundments are prohibited. The expectation to achieve natural conditions is high and degradation is therefore less likely. Class A waters allow impoundments and very restricted discharges, so the risk of degradation, while small, does increase since there is some human intervention. Class B rivers and streams have fewer restrictions on activities but still attempt to maintain high water quality criteria. Finally, Class C has the least restrictions on use and the lowest (but not low) water quality criteria. Class C waters are still good quality, but the margin for error before significant degradation might occur in these waters in the event of an additional stress being introduced (such as a spill or a drought) is the least.

Table 8-1. Maine's Water Quality Classification System for Rivers and Streams					
Class	Designated Uses	Dissolved Oxygen	Bacteria (E. coli)	Habitat	Aquatic Life (Biological) Narrative Criteria**
Class AA	Aquatic life; drinking water; fishing; recreation	as naturally occurs	as naturally occurs	Free flowing and natural	No direct discharge of pollutants; as naturally occurs **
Class A	Aquatic life; drinking water; fishing; recreation; navigation; hydropower; industrial discharge	7 ppm; 75% saturation	as naturally occurs	Natural	as naturally occurs **
Class B	Aquatic life; drinking water; fishing; recreation; navigation; hydropower; industrial discharge	7 ppm; 75% saturation	64/100 ml (g.m. *) or 236/100 ml (inst. *)	Unimpaired	Discharges shall not cause adverse impact to aquatic life in that the receiving waters shall be of sufficient quality to support all aquatic species indigenous to the receiving water without detrimental changes to the resident biological community. **
Class C	Aquatic life; drinking water; fishing; recreation; navigation; hydropower; industrial discharge	5 ppm; 60% saturation 6.5 ppm (monthly average) at 22° & 24°F	126/100 ml (g.m. *) or 236/100 ml (inst. *)	Habitat for fish and other aquatic life	Discharges may cause some changes to aquatic life, provided that the receiving waters shall be of sufficient quality to support all species of fish indigenous to the receiving waters and maintain the structure and function of the resident biological community. **
* "g.m." means geometric mean and "inst." means instantaneous level **Numeric biocriteria in Maine rule Chapter 579, Classification Attainment Evaluation Using Biological Criteria for Rivers and Streams Source: Maine Department of Environmental Protection					

LAKES: Maine statute (38 MRSA § 465-A) has designated one standard (GPA) for the classification of great ponds (at least 10 acres in size), and natural lakes less than 10 acres in size. Specifically, Class GPA waters shall be suitable for the designated uses of drinking water after disinfection, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as natural. Class GPA waters shall meet specific water quality standards and shall be free of culturally induced algal blooms which impair their use and enjoyment. The number of Escherichia coli bacteria of human origin in these waters may not exceed minimal levels. There may be no new direct discharge of pollutants into

Class GPA waters, other than those that are legally exempt. The statute further states that no activities or land uses may take place on the banks of the water body or in the watershed that might degrade the water quality below the attainment level of the classification.

LINCOLN'S WATER CLASSIFICATIONS: The segment of the Penobscot River adjacent to Lincoln is Class B. Minor tributaries to the Penobscot River are Class B, with the exception of Combolasse Stream and Mattanawcook Stream below the outlet of Mattanawcook Lake which are Class C. Lincoln's lakes and ponds meet the water classification of GPA, and the Town's ground water attains its water classification.

Mattanawcook Stream is currently identified as an "urban impaired stream" by the Maine Department of Environmental Protection, which means that it did not meet State water quality standards because of the effects of storm water runoff from developed land. While the stream is to be removed from this listing in the near future, the Town will want to continue to protect its water quality.

WASTEWATER OUTFALLS: The three wastewater outfalls permitted through the Maine Department of Environmental Resources are identified on the Water Resources Map. These include, from north to south along the Penobscot River: one for the Lincoln Sanitary District and two for Lincoln Tissue and Paper. All are in compliance with state requirements.

THE PENOBSCOT RIVER

The Penobscot River is New England's second largest river system. The river drains an area of 8,570 square miles. About 11 miles of the main stem of the Penobscot River forms Lincoln's northwestern boundary. The Penobscot River is an important resource to Lincoln that provides scenic, ecological and economic benefits to the Town. It serves as a gateway to the Town for those coming from the Interstate. It has significant value for recreational uses, such as boating, and exceptional fisheries.

LAKES AND PONDS[25]

Lincoln prides itself on its 13 lakes and ponds, which is exemplified in the Town's use of the "Lincoln Lakes Region" in promoting itself. The Town's lakes and ponds are perhaps its most important natural resource, ecologically, economically and recreationally. The lakes and ponds, and their associated streams and wetlands provide habitat for a wide range of animals. Shoreland habitats are critical habitat to a majority of animal species. The recreational values of most of the ponds are extensive, including swimming, boating, wildlife observation, and fishing (including ice fishing). Camps, second homes, and increasingly year-round homes are located along or near the shores of some of the ponds. The recreational values of Lincoln's lakes and ponds are very significant in contributing to the local economy by

[25] *Water quality information comes from the Maine Department of Environmental Protection and the University of Maine "PEARL" website database. Additional information on recreational values, including public access, is included in Chapter 5 Recreation and on wildlife and fisheries values in Chapter 9 Critical Natural Resources.*

attracting tourists and a large seasonal population. Lake associated development also contributes significantly to the Town's property tax base.

Lincoln is very proactive in protecting and managing its lakes and ponds. The Town recently updated its shoreland zoning ordinance, and the Code Enforcement Officer actively promotes compliance through annual, unannounced inspections (spot checks) and education. Both Lincoln's Code Enforcement Office and Public Works Director are certified in Department of Environmental Protection best management practices for preserving water quality. The Town has also constructed an educational demonstration buffer on the public shorefront of Mattanawcook Lake.

Lincoln has been fortunate to have a number of partners in protecting its lakes and ponds. The community has benefitted tremendously from the assistance of the University of Maine Orono Cooperative Extension Water Quality Office and the Penobscot County Soil and Water Conservation District. These organizations have conducted watershed surveys on all of the Town's lakes and ponds, are assisting in establishing lake associations, and are assisting in remedial work. Grant funding was obtained from the Maine Department of Environmental Protection for some of this work. Volunteer water quality monitoring is also done on a number of the lakes and ponds, including Long, Egg, Big and Little Narrows, and Mattanawcook.

There are several active lake associations. The Cold Stream Pond Camp Owners Association is quite active in protecting the lake through education, including publishing a newsletter, monitoring water quality and obtaining grants to fix problem areas. The Big and Little Narrows Lake Association was recently organized, and efforts to organize other lake associations are also underway. A long term goal is to organize a lake association for each lake and then establish a Lakes Alliance that could potentially afford paid staff to provide public education, implement ongoing improvements and assist in monitoring land use activities.

Lincoln is fortunate that most of the lake and pond watersheds are undeveloped forestland. Shoreland development on some of the ponds appears to be the biggest threat. The watershed surveys indicate that the biggest problem is camp roads that are allowing storm water and sediment to erode and wash into the lakes. Many of these camp roads were originally seasonal logging roads that were not designed for year-round and/or residential use. Many of these roads lack culverts and adequate ditching and other storm water controls. Additionally, in some cases there is a lack of adequate vegetative buffers along the shorelines, particularly on older lots.

LAKE WATERSHEDS AND THE ROLE OF DAMS

Many of Lincoln's lakes and ponds have been and continue to be affected by dams. Originally these dams were constructed by paper companies and forestland owners to store and transport wood, and/or to store water for making pulp and other related industrial processes. The Town does not own any of the dams, but has an interest in the condition and maintenance of the dams, as well as the water levels of the lakes and ponds. Dams in Lincoln are displayed on the Water Resources Map.

Lincoln Paper and Tissue is the only company that utilizes surface water bodies for industrial purposes, and its use consists of extracting water from Mill Stream/Pond, which is at the end of a chain of ponds, each with dams at their outlets. Lincoln Paper and Tissue owns and manages four dams on this chain of ponds. Upper Pond has the first dam at its outlet, and is the pond that gathers the headwaters of the chain of ponds. The second set of ponds in the chain is Folsom and Crooked ponds. The second dam is at the outlet of Folsom Pond. The third water body in the chain is Mattanawcook Lake. The third dam is located at the outlet of Mattanawcook, where water drains into Mattanawcook Stream and into Mill Pond. The fourth dam is used to control the water level of Mill Pond. Mill Stream is the last link of the chain and drains into the Penobscot River. Lincoln Paper and Tissue is responsible for maintaining these dams and managing water levels in accordance with state law. The Emergency Action Plan for these ponds was developed in 1999, and most recently updated in 2002. The purpose of this plan is to address any failure in these dams that could potentially impact the village areas of Lincoln.

Another chain of ponds that is controlled by dams consists of Caribou, Egg and Long ponds with a dam at the outlet of Long Pond, that then drains into Combolasse Pond, which has a dam, that then drains into Snag Pond, which has a dam, and then drains into the final link, Combolasse Stream which drains into the Penobscot River. These dams are owned and managed by Haskell Lumber Company.

The only other dam in Lincoln is located at the outlet of Upper Cold Stream Pond (Big Narrows). This dam is controlled by the Maine Department of Inland Fisheries and Wildlife and the Stanhope Mill Road Association.

LINCOLN'S LAKES AND PONDS

CAMBOLASSE POND encompasses about 211 acres and has a direct drainage area of about 837 acres. The pond has average water quality, but a high potential for phosphorus recycling from its bottom sediments. There are roughly twenty homes/camps along the shores of the pond. There are several farms and relatively large forested areas in the watershed.

CARIBOU, LONG AND EGG PONDS are interconnected and encompass a total of 823 acres, with a total direct drainage area of 2,050 acres. The lake system has slightly below average water quality, and the potential for nuisance algal blooms is moderate. Most of the northeastern and eastern portions of the watershed of these ponds are forested. There are about 60 shorefront homes or camps on Long Pond, mostly on the west side of the pond. There are almost 30 homes or camps along the west shore of Egg Pond. There are about 40 homes or camps on the west side of Caribou Pond, and less than a dozen homes or camps on the east shore of Caribou. With the exception of the western side of Long Pond where there is some farmland, and scattered residential uses along Lee Road, most of the watershed is forested. Small portions of the Long Pond watershed are located in the towns of Winn and Lee – both areas are forested and somewhat remote.

CENTER POND is 202 acres and has a watershed that is 1,262 acres. It is a shallow pond with average water quality that has a high potential for phosphorus recycling from bottom sediments. There are

about 35 homes or camps along the pond's south shore off of Lee Road. Most of the rest of the watershed is forested.

CROOKED POND encompasses about 240 acres and has a direct drainage area of 1,107 acres. Crooked Pond is a relatively shallow pond with average water quality and a low to moderate potential for nuisance algal blooms. There are no homes or camps on the pond, and the watershed is forested. Crooked Pond is connected to Folsom Pond by a narrow channel.

FOLSOM POND encompasses about 385 acres and has a direct drainage area of 2,438 acres. Folsom is a shallow pond. Water quality is below average, and the potential for nuisance algae blooms is high. There are about 25 homes or camps along the southwestern shore of the pond. With the exception of a few other residential areas, including a rural trailer park, the watershed is mostly forested.

MATTANAWCOOK LAKE is about 830 acres and has a direct drainage area of 10,299 acres. The Lake is a relatively shallow lake. Water quality is somewhat below average and the potential for nuisance algal blooms is moderate to high. Lying just to the east of Lincoln's village area, Mattanawcook has the most developed lake watershed in Lincoln. There are at least 140 homes or camps along the shores of the Lake plus other uses, including recreational uses near the outlet of the Lake. Mattanawcook is perhaps one of the Town's most prominent lakes due to its location adjacent to the village area.

Table 8-2. Lincoln's Lakes and Ponds

Pond/Lake	Acres	Perimeter	Depth (Mean/Max)
Cambolasse	211	14,685'	15'/36'
Caribou, Egg, Long	823	74,546'	16'/46'
Center	202	15,578'	7'/12'
Cold Stream	3,619	110,855'	40'/104'
Crooked	240	22,552'	13'/30'
Folsom	385	46,407'	7'/19'
Little Round	81	10,026'	8'/15'
Mattanawcook	830	60,194'	9'/22'
Snag (Stump)	202	15,734	7'/13'
Upper	730	53,097'	NA/31'
Upper Cold Stream	648	26,709'	28'/66'

Source: "PEARL" UMO; MaineDEP

LITTLE ROUND POND is about 81 acres and has a direct drainage area of 385 acres. Little Round is a remote pond. It is a shallow pond that has average water quality with a high potential for phosphorus recycling from pond bottom sediments. There is no development on Little Round and the watershed is entirely forested. The Maine Inland Fisheries and Wildlife Department restricts development on the shores of Little Round and manages it for brook trout.

SNAG (STUMP) POND is 202 acres and has a direct drainage area of 1,102 acres. This shallow pond has average water quality, but a high potential for phosphorus recycling from bottom sediments. There are only 2 to 3 homes or camps on Snag Pond. The watershed to the east is primarily forested. To the west there is a golf course, and some farmland interspersed with forest.

UPPER COLD STREAM POND, including both basins (Little Narrows and Big Narrows), encompasses about 648 acres and has a direct drainage area of 1,294 acres. The pond is generally deeper (28' on av-

erage) than most of Lincoln's other ponds. Water quality in the west basin is outstanding with the potential for nuisance algae blooms to be low. Water quality in the east basin is good with the potential for algae blooms to be low to moderate. The Maine Department of Inland Fisheries and Wildlife manages Upper Cold Stream for coldwater fisheries, which are sensitive to dissolved oxygen depletion. To date the oxygen losses in late summer have not appeared to have significantly stressed these coldwater fisheries, however further reductions in oxygen could pose a problem in that regard. The lake is stocked with brook trout and land locked salmon. There are about 60 houses or camps along the shores of the east basin, with some second tier residences, as well. There are nearly 160 homes or camps along the shores of the west basin, with some second tier residences, as well.

UPPER POND encompasses about 730 acres and has a direct drainage area of 1,924 acres. Upper Pond is a remote pond. Its water quality is considered to be average, and the potential for nuisance algae blooms is moderate. There is only one home or camp along the shores of Upper Pond, and the watershed is entirely forested. A significant proportion of the watershed is within Burlington, which is also a remote forested area.

COLD STREAM POND: Only a small portion of Cold Stream Pond is located in Lincoln. Most of the 3,619 acre pond is located in Enfield. About 2,068 acres of the pond's direct drainage area is located within Lincoln, so land uses in Lincoln can have an impact on the pond's water quality. Cold Stream Pond has excellent water quality which makes it an especially valuable recreational and fishery resource worthy of special protection. About 45 homes or camps are located along the shores of Cold Stream Pond in Lincoln, with some second tier lots, as well.

PHOSPHORUS POLLUTION: THE MOST SERIOUS THREAT TO LAKE WATER QUALITY

The most serious threat to lakes and ponds is phosphorus pollution. Development in the form of roads, buildings, lawns, farms, timber harvesting and other human activities that eliminates vegetation and natural depressions, allows rainwater to flow more quickly and directly into ponds. Increased runoff can carry excessive amounts of phosphorus into ponds (up to 10 times as much as normal). Phosphorus is a natural element found within the soil. It is found in concentrated amounts in fertilizers, detergents, manure and sewage. Rainwater runoff carrying excessive amounts of soil and any of these materials can greatly increase the amount of phosphorus in a pond. The negative impacts from excessive phosphorus can be loss of fisheries, cloudy green waters with unpleasant odors that lose their appeal for swimming and boating, and a resultant reduction in property values. Restoration of polluted ponds is extremely expensive, and some ponds may never recover.

The amount of phosphorus in the pond depends on what the storm water runs over on its way to its streams and drainage ways. If the watershed, the land area draining to the lake, is forested, the phosphorus concentration in the pond will be low because the forest is an effective phosphorus sponge, and does not release its phosphorus readily to the storm water. However, storm water draining from developed land (e.g., residential, commercial or industrial) contains a lot of phosphorus because it is carried by the soil sediment in the runoff. Heavily logged areas and logging roads can also have an effect. Since

the portion of storm water phosphorus that supports algae growth tends to be associated with small, lightweight soil particles, it is carried very easily and efficiently by storm water and can be delivered to the pond from anywhere in the watershed. So, generally speaking, the more developed a pond's watershed is, the higher its phosphorus concentration will be.

The simplest way to reduce phosphorus export is to limit clearing of vegetation and minimize the area developed, especially road length. Beyond this, a variety of control measures are available. They generally focus on detaining and storing storm water where it can be treated and released or infiltrated into the soil. Buffer areas are naturally vegetated areas preserved down slope of developed areas. These buffers intercept and store surface runoff, allowing it to infiltrate rather than flow off-site as surface flow. More sophisticated systems include infiltration systems, underdrained soil filters and wet ponds. Development can proceed in lake watersheds without generating more phosphorus than the lake can tolerate by limiting the extent of development and incorporating one or more of these phosphorus controls.

There are two steps for keeping phosphorus low and water quality high for ponds. First, existing sources of phosphorus need to be minimized, particularly from soil erosion in the watershed and from inadequate shoreline septic systems. The Maine Department of Environmental Protection (MDEP) has developed the *Lake Watershed Survey Manual* to guide volunteers in identifying and characterizing watershed phosphorus sources with the assistance of professionals. Lincoln with assistance from the County Soil Conservation District and Cooperative Extension has conducted watershed surveys on all of the Town's ponds, and has identified problem areas.

The second requirement for keeping phosphorus low and water quality high is that new additions of phosphorus to the pond that result from residential and commercial growth in the watershed needs to be minimized. The MDEP has developed a methodology, described in the manual *Phosphorus Control in Lake Watersheds: A Technical Guide for Evaluating New Development*, to evaluate whether or not a proposed development will add a disproportionate amount of new phosphorus to a pond. It provides a standard that limits the amount of phosphorus a proposed new development can add to a pond and a means by which the development can be designed and evaluated to insure that it meets the standard for that pond.

Table 8-3 provides phosphorus allocations[26] for the ponds in Lincoln, and two ponds in adjacent towns, where portions of their watersheds are in Lincoln. The last two columns of the table are the most important. The next to last column indicates an estimated per acre phosphorus allocation in pounds of phosphorus per acre per year (lb/acre/yr) for each pond watershed. This allocation can serve as a standard for evaluating new development proposals. It is applied to the area of the parcel of land being developed to determine how much the development should be allowed to increase phosphorus loading to the pond. For instance, a development proposed on a 100 acre parcel in a pond watershed with a per

[26] *The "phosphorus allocation" is the maximum amount of phosphorus (per acre) that can be safely added to the lake.*

acre allocation of 0.05 lb/acre/yr would be allowed to increase the annual phosphorus loading to the pond by 5 pounds (0.05 X 100). If the projected increase in phosphorus loading to the pond from the development does not exceed this value, then it can safely be concluded that the development will not add an excessive amount of phosphorus to the pond. This methodology is used by the MDEP to evaluate development applications in lake watersheds under Maine's Site Location Law and Stormwater Management Law. Many towns also use this methodology to evaluate applications for new development under their subdivision and other land use ordinances. Typically, a developer's consultant, engineer, surveyor, or soil scientist performs this analysis. The MDEP can provide assistance to local planning boards in reviewing these submittals as well as to the developer or his/her consultant in performing the analysis.

Table 8-3 is on the next page.

INVASIVE AQUATIC SPECIES

The introduction of non-indigenous (non-native) invasive plant and animal species to the United States has been escalating with widespread destructive consequences. Until now, Maine has been spared the worst introductions, but Maine has four invasive plants of concern - Variable-leaf Milfoil, Hydrilla, Curly-leaved Pondweed, and Eurasian Milfoil. Significant habitat disruption, loss of native plant and animal communities, loss of property values, reduced fishing and water recreation opportunities, and large public and private expenditures have accompanied invasive plant introductions in all of the lower 48 states except Maine. In Maine it is illegal to sell, propagate or introduce to Maine waters eleven invasive aquatic plants. These plants are aggressive growers, and if introduced into freshwaters they become serious nuisances.

Currently, invasive plants have not been identified in any of Lincoln's water bodies. However, variable milfoil infestations have been identified in water bodies in central Maine. Lake associations in some areas have established invasive plant monitoring and education programs. These programs generally involve inspecting boats at boat launches, monitoring plant growth in ponds and eradicating any invasive plants as soon as they are identified. Lincoln will want to monitor the incidence of invasive species in the region so that it can be proactive in protecting against these threats.

The zebra mussel, which threatens native mussel species, is another aquatic invasive species that is discussed in Chapter 9 Critical Natural Resources.

Table 8-3. Calculation of Per Acre Phosphorus Allocations for Lakes and Ponds

Lake Watershed	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	FC	P	SWT
Cambolasse Pond	837	120	717	0.25	179	13.2	mod-sensitive	m	1.00	13.20	0.074	45
Caribou Pond (Caribou, Egg, Long)	2,050	150	1,900	0.2	380	32.63	mod-sensitive	m	1.00	32.63	0.086	95
Center Pond	1,262	120	1,142	0.2	228	11.26	mod-sensitive	m	1.00	11.26	0.049	57
Cold Stream Pond (shared - Enfield)	2,068	160	1,908	0.2	382	27.45	mod-sensitive	h	0.75	20.59	0.054	95
Crooked Pond	1,107	110	997	0.25	249	11.53	mod-sensitive	m	1.00	11.53	0.046	62
Egg Pond (Egg, Long, Caribou)	420	30	390	0.2	78	4.71	mod-sensitive	m	1.00	4.71	0.060	20
Folsom Pond	2,438	200	2,238	0.25	560	26.63	mod-sensitive	m	1.00	26.63	0.048	140
Little Round Pond	385	15	370	0.25	93	4.12	mod-sensitive	h	0.75	3.09	0.033	23
Long Pond (Long, Caribou and Egg)	3,417	210	3,207	0.2	641	42.9	mod-sensitive	m	1.00	42.90	0.067	160
Madagascal Pond (in Burlington)	3,862	360	3,502	0.2	700	29.7	mod-sensitive	h	0.75	22.28	0.032	175
Mattakeunk/Silver Lake (in Lee)	261	5	256	0.2	51	2.69	good	m	1.50	4.04	0.079	13
Mattanawcook Pond	10,299	1,600	8,699	0.25	2,175	91.97	mod-sensitive	m	1.00	91.97	0.042	544
Snag Pond	1,102	170	932	0.2	186	15.96	mod-sensitive	m	1.00	15.96	0.086	47
Upper Cold Stream Pd. (east)	558	90	468	0.25	117	7.78	good	h	1.00	7.78	0.066	29
Upper Cold Stream Pd. (west)	736	160	576	0.25	144	14.2	outstanding	h	0.50	7.10	0.049	36
Upper Pond	1,924	130	1,794	0.25	449	19.55	mod-sensitive	m	1.00	19.55	0.044	112

Key:
DDA = Direct land drainage area in Lincoln in acres
ANAD = Area not available for development in acres, such as wetlands and steep slopes
AAD = Area available for development in acres (DDA - ANAD)
GF = Growth Factor; a value of .20 or above is assigned to ponds subject to some development pressure; a value of .15 is assigned to more remote ponds less subject to growth pressure.
D = Area likely to be developed in acres (GF x AAD) (50 year timeframe)
F = lbs. phosphorus allocated to town's share of watershed per parts per billion (ppb) in lake
WQC = Water quality category - "good" = greater than average water quality; "moderate-sensitive" = average water quality, but high potential for phosphorus recycling from pond bottom sediments.
LOP = Level of Protection [h=high(coldwater fishery);m=medium]
C = Acceptable increase in lake's phosphorus concentration in ppb
FC = Allowable increase in annual phosphorus load to the lake (lb/year)
P = Per acre phosphorus allocation (FC/D) (lb/acre/year)
SWT = Small Watershed Threshold in acres (parcel size that triggers alternative phosphorus calculations)
Source: Division of Watershed Management, Maine Department of Environmental Protection, 2008

REGULATORY PROTECTION FOR WATER QUALITY

REGULATORY PROTECTION OF "GREAT PONDS"

All inland natural ponds that are ten acres or larger in size are classified as "great ponds". Additionally, any body of water artificially formed or increased in size which has a surface area in excess of 30 acres is also a great pond. Great ponds receive special regulatory consideration under Maine statutes, such as through the shoreland zoning and subdivision statutes, and the Natural Resources Protection Act.

At the local level shoreland zoning provides considerable protection to lakes and ponds. Additional and more comprehensive protection can be provided through subdivision regulations that address excessive phosphorus runoff from the watershed as a result of development. Further, the state subdivision statute (30-A MRSA §4404) lists consideration of phosphorus contribution to great ponds as a specific review criteria (#18) that must be addressed before a subdivision permit is issued. The evaluation methodology described in the above referenced technical guide provides a means for satisfying this review criterion. It takes into consideration the specific sensitivity and limitations of each individual pond and its watershed, as expressed in the per acre phosphorus allocation (allowable contribution) calculated for the pond. Some towns incorporate this standard into ordinances, while others simply use it as advisory information. The Natural Resources Protection Act is discussed in the next section.

STATE AND FEDERAL PROTECTION FOR WATER RESOURCES

There are a number of state and federal laws that protect water resources. However, enforcement of these laws by state agencies can be sporadic due to agency staffing levels relative to the vast areas to be monitored. In practice, compliance with most state and federal environmental regulations is left to individual landowners. In many communities there is greater monitoring and enforcement of state and federal regulations through the local code enforcement officer. Some of the most significant state laws affecting water resources, and other natural resources, include:

- **Maine Natural Resource Protection Act (NRPA)** – regulates activities in, on, over or adjacent to natural resources, such as lakes, wetlands, streams, rivers, fragile mountain areas, high and moderate value waterfowl and wading bird habitats, high and moderate value deer wintering areas, significant vernal pools, and sand dune systems. Standards focus on the possible impacts to the resources and to existing uses.
- **Maine Erosion and Sedimentation Control Law** – requires basic controls and stabilization when a project involves filling, displacing, or exposing earthen material. No permit is required, but the law sets minimum across-the-board standards that help prevent harm to surface waters.
- **Maine Storm Water Management law** – regulates activities creating impervious or disturbed areas (of size and location) because of their potential impacts to water quality. In effect, this law extends storm water standards to smaller-than Site Location of Development Law–sized projects

(see below). It requires quantity standards for storm water to be met in some areas, and both quantity and quality standards to be met in others.

- **Maine Site Location of Development Law** – regulates developments that may have a substantial impact on the environment (i.e., large subdivisions and/or structures, 20-acre-plus developments, and metallic mineral mining). Standards address a range of environmental impacts.
- **Maine Minimum Lot Size Law** – regulates subsurface waste disposal through requirements for minimum lot size and minimum frontage on a water body. The minimum lot size requirement for a single-family residence is 20,000 square feet; the shoreland frontage requirement is 100 feet. The requirements for multi-family and other uses are based on the amount of sewage generated. The local code enforcement officer/plumbing inspector is responsible for administering this law.
- **Maine Forest Practices Act** – requires that landowners notify the Maine Bureau of Forestry of any commercial timber harvesting activities, and that commercial harvest activities meet specific standards for harvesting adjacent to water bodies, clearcutting and forest regeneration following the timber harvest. For clearcuts larger than 5 acres, there must be a separation zone between clearcuts and regeneration standards must be met. A harvest management plan developed by a licensed forester is required for clearcuts greater than 20 acres. The rules prohibit clearcuts greater than 250 acres.

LOCAL REGULATIONS PROTECTING WATER RESOURCES

Lincoln's Land Use Ordinance has a number of provisions designed to protect water resources including:

- Water District review is required for all building (land use) applications in the aquifer protection zones (1311.6 Sec.IV.E).
- Agriculture Commercial Activities in Aquifer Protection Zones – restrictions or prohibitions on use of pesticides, herbicides, sludge spreading, handling of manure, and animal husbandry (1311.5 Sec.V.A.2).
- Agricultural Management Activities in All Other Zones – best management practices required for spreading and disposal of manure and waste potatoes; must be done according to best management practices (1311.5 Sec.V.A.3).
- Clearing of Trees and Vegetation – vegetative buffers required for new development within 50 feet of the high water mark of any standing or flowing water (not applicable in development zones) (1311.5 Sec.V.A.9).
- Construction in Flood Hazard Areas – requires conformance with the Federal Emergency Management Agency requirements (1311.5 Sec.V.A.11).
- Erosion and Sedimentation Control – best management practices required for all projects (1311.5 Sec.V.A.15).
- Industrial Performance Standards – prohibits discharge or dumping of waste into wetlands, water bodies or storm drains (1311.5 Sec.V.A.17).

- Junkyards – requires that petroleum and other hazardous materials are drained from vehicles and that waste materials are disposed of in a sound manner (1311.5 Sec.V.A.18).
- Land Not Suitable for Development – in calculating lot area for the Minimum Lot Size Law, the following shall not be included: land below the normal high water mark of any water body, 100 year flood plains, and land created by filling or draining a wetland (1311.5 Sec.V.A.19).
- Mineral Extraction and Exploration – requires unscarified filter strip (with based on slope) adjacent to surface water areas and use of best management practices for erosion control (1311.5 Sec.V.A.23).
- Oil and Chemical Storage – requires adherence to state laws, and evidence of compliance prior to permit issuance (1311.5 Sec.V.A.28).
- Pesticide Application – requires compliance with state laws (1311.5 Sec.V.A.29).
- Pollution Levels – requires compliance with state and federal safe drinking water standards and other health standards (1311.5 Sec.V.A.30).
- Refuse Disposal – requires timely and environmentally safe disposal of solid and liquid waste; requires identification of industrial or toxic or hazardous chemicals (1311.5 Sec.V.A.32).
- Roads and Water Crossings – requires minimization of erosion and sedimentation and compliance with state guidelines (1311.5 Sec.V.A.34).
- Sand and Gravel Extraction – requires protection for seasonal high water table; prohibits application of oil, salt or paving or storage of hazardous materials or petroleum products; and refueling and oil changes are prohibited in the aquifer protection zones (1311.5 Sec.V.A.35).
- Sewage Disposal – requires suitable soils and compliance with state subsurface waste water disposal law; special restrictions in aquifer zones, such as only one dwelling on a subsurface system, requirement that septic systems be pumped out at least every three years, and prohibits disposal of hazardous chemicals or organic solvents for cleaning septic systems. Sewage sludge must be disposed of in conformance with state law (1311.5 Sec.V.A.36).
- Soils – requires suitable soils for intended uses. Soil suitability report required for subsurface waste water disposal, commercial and industrial uses and other intensive uses (1311.5 Sec.V.A.39).
- Timber Harvesting – requirements to minimize soil erosion and sedimentation (1311.5 Sec.V.A.41).
- Topsoil and Vegetation Removal – limits removal from site and requires maintenance of vegetation to control soil erosion (1311.5 Sec.V.A.42).
- Water Quality Protection – prohibits any activity that might enter surface or groundwater that might pollute and harm humans, wildlife, plants or aquatic life (1311.5 Sec.V.A.48).
- Maximum lot coverage in aquifer protection zones is 10% or 15%, depending on the zone; minimum lot sizes are 2 and 3 acres, depending on the zone (1311.5 Sec.V.C). (Note: there a 3 aquifer protection zones).
- Maximum lot coverage in other zones is 15% (Rural2) or 25% in Rural1); lot sizes 20,000sf (R1) and 80,000sf (R2) (1311.5 Sec.V.C). (Note: most lake watersheds are zoned R1 and R2)

- In aquifer protection zones, uses that handle hazardous or toxic materials are prohibited (auto service stations, laundry/dry cleaning establishments, junkyards, etc.) (1311.4 Sec. IV.).

Lincoln's Shoreland Zoning Ordinance provides considerable protection to natural resources located within shoreland areas, as mandated by state law. Shorelands are environmentally important areas because of their relationship to water quality, value as critical wildlife habitat and travel corridors, and function as floodplains. Development and/or the removal of vegetation in shoreland areas can increase runoff and sedimentation, as well as the amount of nitrogen and phosphorus entering the water that can lead to algae blooms. Steep slopes with highly erodible soils are particularly susceptible to erosion. Shoreland zoning applies to the following:

- Areas within 250 feet of the Penobscot River and great ponds – Combolasse, Caribou, Egg, Long, Center, Crooked, Folsom, Little Round, Mattanawcook, Snag (Stump), Upper Cold Stream (Little and Big Narrows), Upper, and Cold Stream ponds.
- Areas within 250 feet of unforested wetlands 10 acres or larger in size and wetlands associated with great ponds and rivers.
- Areas within 75 feet of streams flowing from great ponds, or streams below the confluence of two perennial streams (second order streams, such as Smelt Brook, Dead Stream, Combolasse Stream, Coffin Stream, Pollard Brook, Pollack Brook, Rocky Brook and Tobin Brook.

Lincoln's Subdivision Regulations are designed to comply with the state subdivision statute. A subdivision is generally defined as the division of a parcel into 3 or more lots (or units) within any 5-year period, with a few exceptions. State statute requires that subdivisions be designed to address many environmental concerns including water quality, sewage disposal, erosion and sedimentation, aesthetics, groundwater, wetlands, rivers, streams, great ponds and timber harvesting.

Lincoln's subdivision regulations include some provisions designed to provide specific guidance to the Planning Board on what should be required in the plan application and in making a determination if a subdivision meets the natural resource requirements of the state statute. Lincoln's regulations require that watercourses, steep slopes, floodplains and other physical features be identified on the subdivision plan, and require a surface drainage plan.

At a minimum, the Town should amend the subdivision ordinance to reflect changes in the state subdivision law, including provisions to address liquidation harvesting and phosphorus runoff into lakes and ponds. The Town might also add amendments to clarify what issues should be considered and to specify what standards must be met to meet the statutory review criteria.

GRANT PROGRAMS

The following is a list of MDEP grant programs designed to assist towns in protecting their lakes. Lincoln has taken advantage of several of these programs.

SMALL COMMUNITY GRANTS PROGRAM (SCG) provides grants to help replace malfunctioning septic systems that are polluting a water body or causing a public nuisance. Grants can fund from 25% to 100% of the design and construction costs, depending upon the income of the property owner and the property's use. An actual pollution problem must be documented to qualify for funding. Grant applications must be submitted by the town in which the property owner resides. Commercial establishments may qualify if their gross profit for the previous year was $40,000 or less.

The ***WATERSHED PROTECTION GRANT PROGRAM*** provides funding (up to $1000) and classroom support for service learning projects designed to protect the water quality of a lake or stream and to educate the public about the relationship between land use and water quality.

INVASIVE AQUATIC PLANTS COST SHARE GRANTS are for local programs designed to prevent the spread of invasive aquatic plants. This cost share program is administered by the Lakes Environmental Association (LEA) under an agreement with the MDEP. Eligible projects include boat inspection programs and education efforts to prevent the spread of invasive aquatic species. Grants up to $2,000 are available to municipal and county governments, quasi-municipal organizations and nonprofit organizations.

NONPOINT SOURCE WATER POLLUTION CONTROL GRANTS ("319" OR NPS GRANTS): The primary objective of NPS projects is to prevent or reduce nonpoint source pollutant loadings entering water resources so that beneficial uses of the water resources are maintained or restored. Maine public organizations, such as state agencies, soil and water conservation districts, regional planning agencies, watershed districts, municipalities, and nonprofit organizations are eligible to receive NPS grants. Activities include: surveys, management plans and implementation of "best management practices" by land owners. This funding source has been utilized for work in Lincoln.

REGIONAL COORDINATION

Regional coordination is important for the protection and management of shared water resources. The following is a summary of areas where regional coordination is currently done or could be done:

- Protection of the public water supply aquifer – Lincoln Water District and the Town of Lincoln are working with Town of Enfield and area landowners
- Management and protection of the Penobscot River – Potential partners include the State of Maine, the Penobscot River Keepers, and other towns along this section of the river
- Management and protection of lakes and ponds:
- Cold Stream Pond – cooperative efforts with the Cold Stream Pond Camp Owners Association and the towns of Enfield and Burlington
- Upper Cold Stream Pond and Upper Pond – cooperative efforts with the Big and Little Narrows Lake Association and Town of Burlington
- Long Pond – cooperative efforts with towns of Winn and Lee
- All ponds - cooperative efforts with lake associations, and continuing cooperation with the UMO Cooperative Extension Water Quality Office and the Penobscot County Soil and Water Conservation District

CHAPTER 9. CRITICAL NATURAL RESOURCES

OVERVIEW

Planning Goal:
To protect other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas.

"Critical natural resources"[27] are those natural resources most vulnerable to the impacts of development. Critical natural resources include sensitive shoreland zones, including 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.

"Critical rural areas"[28] are those rural areas deserving 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" and "critical rural areas" are examined in this chapter and Chapter 8 Water Resources, and Chapter 11 Forestry and Agriculture. Many areas in Lincoln have multiple values, where management and protection can serve multiple purposes.

SUMMARY

Are existing regulations sufficient to protect critical natural resources threatened by development, overuse, or other activities?

- Lincoln's land use ordinance contains a number of provisions designed to protect critical natural resources. The very rural nature of most of the Town, lack of roads in the interior, environmental performance standards, and rural area zoning and shoreland zoning all contribute to protection to critical natural resources. Protection could be improved by incorporating the *Beginning with Habitat* information and other information in this chapter into the permitting process and working to educate landowners.

[27] *Maine's Growth Management Act definitions.*

[28] *Maine's Growth Management Act definitions.*

Are local shoreland zone standards consistent with state guidelines and with the standards on adjacent shorelands in neighboring towns?

- Lincoln's shoreland zoning regulations are consistent with state law.
- Lincoln's shoreland zoning is consistent with shoreland zoning in neighboring towns, including Chester, Enfield, and Burlington. Zoning is primarily limited residential in these towns' ordinances with 100 foot building setbacks. Lincoln zoning is limited residential with reduced setbacks in some areas to address pre-zoning camps.

What non-regulatory measures can the Town take to protect critical natural resources? Are there opportunities to partner with local or regional advocacy groups?

- Lincoln could work to educate landowners about critical natural resources using *THE BEGINNING WITH HABITAT* information and other information in this chapter.
- There are several organizations that the Town could partner with to improve protection of critical natural resources, including: Lincoln Bass Masters, Lincoln Fish and Game Club, Lake/Camp Associations, Penobscot River Restoration Project, Penobscot River Keepers, UMO Cooperative Extension, and the Penobscot Soil and Water Conservation District

Is there current regional cooperation or planning underway to protect shared critical natural resources?

- The Penobscot River Restoration Project[29] is working to restore native fisheries and the social, cultural and economic traditions associated with a free-flowing river to the Penobscot River watershed, while maintaining energy production.

In what other areas will protection of critical natural resources advance comprehensive plan policies (e.g. water resources, economy, recreation, agriculture and forestry, etc.)?

- Many of the regulatory and non-regulatory tools in place to protect water resources also protect critical natural resources, such as shoreland zoning which protects aquatic species and many terrestrial species dependent upon shoreland and/or wetland habitats.
- Lincoln has a natural resource based economy that is dependent upon its ponds, its scenic rural landscape, fisheries, wildlife, game species, etc. Any protection to these attributes, such as rural area zoning, will support continued enhancement of recreation, tourism and the overall economy.
- Forestry is particularly important in Lincoln, and to some extent agriculture, as well. Rural area zoning and efforts to encourage growth in and near the urban area also support preservation of forestry and agriculture.

Supporting Documentation

WETLANDS

The term "wetlands" is defined under both state and federal laws as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support prevalence of

[29] *The Penobscot River Restoration Project is a collaborative effort that includes the hydropower company PPL, the Penobscot Indian Nation, six conservation organizations and the state and federal government.*

vegetation typically adapted for life in saturated soils". Wetlands include freshwater swamps, bogs, marshes, heaths, swales and meadows. Wetlands can serve many functions: they protect water quality; control flooding and erosion; provide a natural habitat for waterfowl, wildlife and unique plant life; encourage nutrient recycling; and serve as fish sanctuaries and nursery grounds. Wetlands are vital to pre-preserving water quality and the quantity of surface and groundwater resources.

The National Wetlands Inventory (NWI) provides the most accurate identification and mapping of wetlands. Lincoln's wetlands have been further assessed based on their value for flood control, sediment retention, habitat importance, and education and research value.[30] The Water Resources Map displays wetlands with less than three functions and those with more than three functions. It is important to note, however, that a wetland that serves primarily to mitigate flooding near an urban area may be equally important to wetland in a rural area with multiple values.

Maine regulates freshwater wetlands under the Natural Resources Protection Act (NRPA). All freshwater wetlands are regulated and the level of review is based on the size of the alteration in the wetland. NRPA was amended in September 2007 to provide protection for significant vernal pools, and high and moderate value waterfowl and wading bird habitats.

Lincoln's shoreland zoning ordinance regulates areas within 250 feet of the normal high water mark of non-forested wetlands ten acres or more in size, and wetlands associated with great ponds and most streams. The state shoreland zoning law requires that wetlands rated as high or moderate value waterfowl and wading bird habitat be zoned for resource protection, which restricts most development within 250 feet of the high water mark of the wetland.

While most wetlands receive some level of oversight under state law, the permitting process does not necessarily prohibit the filling and alteration of wetlands, but often just regulates activities to limit degradation of water quality. Small wetlands (less than 10 acres) and forested wetlands, are the least likely to receive adequate protection because of the difficulty in identifying them and gaps in regulation. Lincoln's land use ordinance addresses some of these issues as discussed in Chapter 8 Water Resources.

OVERVIEW OF WILDLIFE AND PLANT HABITATS

The rural nature of Lincoln provides extensive natural habitat for a variety of plants and animals. Sprawl and development can threaten natural habitats through direct loss of natural areas and through fragmentation of existing large areas of habitat. Fragmentation of habitats by roads, buildings and other development isolates some plants and animals limiting their ability to travel, feed and reproduce. Fragmentation also creates an edge effect where disturbed areas between developed and natural areas are more easily colonized by non-native species. As development and fragmentation continues, more rare species may be pushed to the brink of extinction.

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[30] *See Maine State Planning Office Wetlands Characterization Map included in the Beginning with Habitat data for additional information about wetland functions.*

Considerable identification and analysis of wildlife habitats has been done through the *Beginning with Habitat Program*[31], a habitat-based landscape approach to assessing wildlife and plant conservation needs and opportunities. The goal of the program 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.

Beginning with Habitat suggests maintaining a rich compliment of plant and wildlife habitat by interweaving important wetland and riparian areas, high value habitats and large habitat blocks to identify those areas most critical to protect or conserve. Mechanisms to protect wildlife habitat can include both regulatory and non-regulatory approaches.

The program recommends enhancing shoreland zoning to protect riparian habitats around water bodies. Conservation of undeveloped areas should focus on large blocks of agricultural and forested habitat that include high value plant and animal habitats. Large blocks of undeveloped land usually have more wildlife diversity than smaller areas and are important to certain wildlife species that require large unfragmented habitat (undeveloped and generally road less areas).

The program is designed to utilize information on three different systems to assist communities in building a system of interconnected conserved lands. These are:

- Wetlands and Riparian Habitats (shoreland habitats)
- High Value Animal Habitats (Deer Wintering Areas, Waterfowl and Wading Bird Habitat, Bald Eagle Nest Sites, etc.) and High Value Plant Habitats (none have been identified in Lincoln)
- Large Habitat Blocks

A discussion of each of these follows. Most of these habitats are displayed on the Critical Wildlife Habitat Map. More detailed mapping can be found on the *Beginning with Habitat Maps*.

WETLAND AND RIPARIAN (SHORELAND) HABITATS

Wetlands are highly productive areas that provide important habitat for many types of wildlife, including waterfowl and wading birds, frogs, turtles, snakes, fish and shellfish. Development in and adjacent to wetlands degrades their value to wildlife, and can be particularly threatening to wildlife species that move between small wetlands to meet their habitat needs.

[31] *Beginning with Habitat Program includes Maine Inland Fisheries and Wildlife, Maine Natural Areas Program, Maine Audubon, Maine State Planning Office, U. S. Fish and Wildlife, Maine Cooperative Fish and Wildlife Unit, Southern Maine Regional Planning, Nature Conservancy and Wells National Estuarine Research Preserve; January 2003. Maps are available at the Town Office.*

Riparian (shoreland) habitats are the transitional zones between open water and wetland habitats, and dry or upland habitats. Riparian habitats include the banks and shores of streams, rivers, and ponds, and the upland edges of wetlands.

The Beginning with Habitat Program recommends conservation of wetlands, and lands around lakes, ponds, rivers and streams since up to 80 percent of terrestrial vertebrate animals use these areas for part of their life cycle. Protection of riparian areas (shorelands) is recommended as the "backbone" of managing wildlife habitat. Existing shoreland zoning controls land uses and placement of structures within shoreland zones that helps minimize the impacts to riparian areas and adjacent water bodies. Lincoln's shoreland zoning ordinance regulates areas within 250 feet of the Penobscot River, all great ponds, and unforested wetlands 10 acres and larger. Shoreland zoning also regulates areas within 75 feet of larger streams. Shoreland zoning does not include areas along small streams (upstream from the confluence of two perennial streams), many forested wetlands, vernal pools and wetlands less than 10 acres in size.

VERNAL POOLS

Vernal pools or "spring pools" are shallow depressions that usually contain water for only part of the year. They are often associated with forested wetlands. Vernal pools serve as essential breeding habitat for certain species of wildlife, including salamanders and frogs (amphibians). Species that must have access to vernal pools in order to survive and reproduce include wood frogs, spotted and blue-spotted salamanders, and fairy shrimp. Juvenile and adult amphibians associated with vernal pools provide an important food source for small carnivores as well as large game species.

Avoiding impacts to significant vernal pools and their surrounding habitat is important because many amphibians are pool specific: they must return to the pond in which they were born to breed. The loss of vernal pools and the critical terrestrial habitat around them leads to local loss of amphibian species, a decrease in biodiversity, and a decline in food available for many other animals that live in these areas.

Vernal pools with high value for wildlife are called "significant vernal pools". Not all vernal pool habitats are considered "significant". In general, a vernal pool habitat is "significant" if it has a high habitat value, either because (1) a state-listed threatened or endangered species, such as a spotted turtle, uses it to complete a critical part of its life history, or (2) there is a notable abundance of specific wildlife, such as blue spotted salamander, wood frog, or fairy shrimp. "Significant vernal pool habitat" includes the vernal pool itself and the area within a 250 foot radius of the spring or fall high water mark of the pool, which is considered critical terrestrial habitat. Significant vernal pool habitat is protected under Maine's Natural Resources Protection Act (NRPA). An activity in, on or over these areas must avoid unreasonable impacts on the significant vernal pool habitat and obtain approval from the MDEP, through a Permit by Rule or individual NRPA permit approval.

Significant vernal pools have not been formally mapped in Lincoln.

RARE ANIMAL HABITATS

A number of rare animal species and habitats have been documented along the Penobscot River (See Critical Wildlife Habitat Map). These include three species of freshwater mussels, two species of dragonflies and several bald eagle nest sites. These species are of concern because of their rarity in the U.S. and Maine. Conservation of some of these species is particularly important because Maine may have some of the largest remaining populations.

FRESHWATER MUSSELS are the most endangered group of animals in North America. Maine may have some of the largest remaining populations of some species and will play an important role in species conservation. The decline in mussel populations is due to loss of habitat, decline in water quality and the introduction of the zebra mussel, an exotic species that can out-compete native mussels. Zebra mussels have not been documented in Maine, but are spreading across the U.S.

Three rare mussel species have been documented in the Penobscot River adjacent to Lincoln (Table 9-1). The yellow lampmussel has only been documented in three watersheds in Maine, and is usually found in low numbers. It typically prefers medium to large rivers, but is often found in lakes and ponds. It occurs in a variety of bottom types, including silt, sand, gravel and cobble. The Brook Floater is also a "threatened" mussel species, and the Creeper is a species that is of "special concern".

Table 9-1. Rare Animals Identified in Lincoln

Common Name	Description	State Status
Brook Floater	Freshwater Mussel	Threatened
Creeper	Freshwater Mussel	Special Concern
Yellow Lampmussel	Freshwater Mussel	Threatened
Pygmy Snaketail	Dragonfly	Special Concern
Cobra Clubtail	Dragonfly	Special Concern

Note:
"Endangered species" are rare and in danger of being lost from the state in the foreseeable future, or federally listed as Endangered.
"Threatened species" are rare and, with further decline, could become Endangered, or federally listed as Threatened.
"Special Concern species" are rare in Maine, based on available information, but not sufficiently rare to be considered Threatened or Endangered.
Source: Maine Natural Areas Program, Maine Inland Fisheries and Wildlife

DRAGONFLIES are indicators of clean free-flowing waters, and Maine has more species than any other state. Dragonflies spend most of their life cycles as aquatic nymphs living in stream and river bottoms. In the spring the aquatic nymphs crawl out of the water onto rocks, detritus and vegetation on the shore, split their larval skins and emerge as adults with relatively short life spans. The Pygmy Snaketail and the Cobra Clubtail are some of the least tolerant groups of dragonflies to changes in water quality. They require clean, free flowing rivers and streams having appropriate sand and gravel bottoms and forested riparian areas. Habitat for both these species has been identified within and along the Penobscot River.

BALD EAGLE restoration has been one of the great success stories of the Endangered Species Act and the banning of pesticide DDT. As a result of the recovery of bald eagle populations, the federal government removed them from Endangered and Threatened Species listing in 2007. Maine is expected to remove the bald eagle from the State's list of endangered and threatened species this year. The species will likely remain as a "special concern" species. Several bald eagle nest sites have been identified in Lincoln along the Penobscot River, and one site is located on the southern end of Upper Pond.

CONSERVATION AND PROTECTION FOR RARE ANIMALS

MDIFW tracks the status, life history, conservation needs and occurrences for species that are endangered, threatened, or otherwise rare. Endangered and threatened species habitats are designated as "essential wildlife habitats" under the Maine Endangered Species Act, which means that all projects or activities permitted, licensed, funded, or otherwise carried out by the state or towns within a habitat must be reviewed by the MDIFW. Often projects can be modified to protect the habitat.

Due to the rarity and sensitivity of these species, MDIFW makes the following general recommendations for the management of the habitat of rare species:

- Protect areas of primary habitat which includes areas 1.6 miles upstream and 1.6 miles downstream from the identified site (shown on Wildlife Habitat Map); and some protection for secondary habitat areas 3 miles upstream and 3 miles downstream from the site.
- Consult with MDIFW prior to development or forest harvesting in or near waterways providing habitat.
- Preserve water quality and river functions, by maintaining continuous, forested riparian habitats at least 250 feet, preferably 350 feet, from waterways providing habitat for threatened or endangered species.
- Preserve adult feeding and maturation habitat for endangered dragonflies by maintaining forested buffers and wetlands up to 600 feet from rivers where they occur.
- Consider protecting waterways and a 250 foot upland buffer by designating them as resource protection districts to restrict roads, houses, yards and other development.
- Use voluntary agreements, conservation easements, conservation tax abatements and incentives, and acquisition to protect habitat.
- When projects are with 250 feet of waterways adhere to forestry best management practices (Maine Forest Service), and erosion and sedimentation control (MDEP).
- Avoid river/stream alteration projects that would alter flow or remove natural features such as riffles and pools.
- Avoid use of broad spectrum pesticides with ¼ mile of waterways.
- Conduct thorough reviews of dam and wastewater discharge proposals. Avoid land uses that would contribute to non-point sources of pollution.
- Assure that illegal fish species are not introduced into water bodies. Such introductions could alter aquatic invertebrate communities and affect host fish populations.

Management recommendations for bald eagle nest sites also include:

- Consultation with MDIFW prior to development or forest harvesting near eagle nest sites.

- Areas within 330 feet of nest should be maintained as sanctuaries.
- Exterior construction, land clearing, timber harvesting and major disturbances should be avoided within 330 to 1,320 feet of the nest during sensitive nesting season (February 1 to August 31).
- Foraging perches, roosts, potential nest trees, and flight corridors should be maintained; partial timber harvests are compatible if they buffer existing nests and provide a lasting supply of trees suitable for nesting.
- Recreationists (boaters, hikers, etc.) should remain a safe distance away – 660 to 1,320 feet or more.
- Aerial application of pesticides around nesting sites should be avoided.
- Shoreland zoning should be resource protection or very low residential density.
- Voluntary landowner agreements, conservation easements, or acquisition to protect habitat should be considered for nest sites.

Since all of these species are associated with water bodies, Maine's NRPA and Lincoln's shoreland zoning provide some level of protection, but do not address all of the management recommendations suggested above.

DEER WINTERING AREAS

One deer wintering area (DWA) was identified in Lincoln by the MDIFW. (See Critical Wildlife Habitat Map). This DWA is a forested area along the north side of Lee Road and adjacent to Caribou Pond.

White-tailed deer in Maine are at the northern limits of their geographic range, and in northern Maine their numbers appear to be on the decline. During winter, deer are exposed to cold temperatures and deep snow that makes it hard to find food and keep warm. Deer adapt to winter by congregating in DWA where the snow is not as deep and there is protection from the wind and ample food. A DWA is defined as "a forested area used by deer when snow depth in the open/hardwoods exceeds 12 inches, deer-sinking depth in the open/hardwoods exceeds 8 inches, and mean daily temperatures are below 32 degrees". DWA are crucial to winter survival of deer. Use of DWA is usually ongoing from one year to the next, and specific sites may receive annual use by many generations of deer.

A DWA is ideally composed of over 50% conifers, with a conifer canopy of over 50%, with most trees over 35 feet in height. Approximately half of a DWA should be in mature conifers at any one time, while the remainder is made up of several age classes of regenerating forest that are interspersed throughout the DWA. Proper management of the DWA involves timber harvesting. It is common to use an even-aged management, 75-year rotation with a 15-year cutting interval. This will produce five age classes that will ensure perpetual softwood cover and a mix of available browse.

Over-harvesting of the forested cover as part of a logging operation or for building is the primary threat to deeryards. Regulatory protection of DWAs is minimal because the state has not adopted this mapping for regulation by the Natural Resources Protection Act. MDIFW encourages landowners to develop a management plan for their DWAs to provide optimal winter and summer habitat for deer.

There is currently little to no protection for the deer wintering area identified in Lincoln. The Town may want to work with the landowners to protect and manage this habitat.

LARGE UNDEVELOPED HABITAT BLOCKS

Large undeveloped habitat blocks are relatively unbroken areas of habitat that can include forests, grassland, agricultural land, and wetlands. "Unbroken" means that the habitat is crossed by few roads, and has relatively little development and human habitation. These blocks are especially important to species that require large blocks of habitat (moose, black bear, fisher, oven bird, scarlet tanager, etc.), but they are also likely to serve a wider diversity of species than smaller blocks. The *Beginning with Habitat Program* recommends that towns work together to preserve large habitat blocks. Only in such blocks will many species find the home ranges that they need to breed, travel and protect themselves.[32] Conservation of large habitat blocks can also provide other benefits, such as preservation of farm and forestland, open space, recreational land, aquifer protection and scenic areas.

There are a number of large undeveloped habitat blocks in Lincoln. These are displayed as "Interior Forest Blocks" on the Critical Wildlife Habitat Map. These blocks of habitat also include undeveloped water bodies and wetlands. Some protection of these areas occurs as a result of the very rural nature of Lincoln, some of the large land ownerships, and the lack of roads in many areas. Incentives or requirements for open space subdivisions and limitations of the length of internal roads would enhance protection for large habitat blocks.

U.S. FISH AND WILDLIFE PRIORITY TRUST SPECIES

The USFWS has identified and mapped high value habitats for Priority Trust Species. These areas have been identified as high value habitats for 64 species of fish and wildlife occurring in the Gulf of Maine. The 64 species were chosen because they meet one or more of the following criteria:

- Federally endangered, threatened and candidate species,
- Migratory birds, anadromous[33] and estuarine fish that are significantly declining nationwide, or
- Migratory birds, anadromous and estuarine fish that have been identified as threatened or endangered by 2 or more of the 3 states in the Gulf of Maine watershed (watershed includes Maine, part of New Hampshire, and part of Massachusetts).

[32] *See Beginning with Habitat notebook for additional information.*

[33] *Anadromous fish species spend the majority of their lives at sea but return to freshwater rivers, streams, and/or lakes to spawn. There are ten species native to Maine: alewife, striped bass, Atlantic salmon, rainbow smelt, blueback herring, American shad, sea lamprey, Atlantic sturgeon, shortnose sturgeon, and brook trout.*

These "High Value Habitats" are shown in 3 basic habitat types: forested, grassland, and wetland on the Critical Wildlife Map. To reduce the complexity of the mapping, only the best quality (top 25%) of each habitat type is shown and areas less than 5 acres are not shown.

FISHERIES

Lincoln has a number of high value fisheries. These fisheries play an important role in the overall ecology of the community and serve as a recreational resource with quality of life and economic benefits. Sport fishing is a popular recreational endeavor that contributes income to the local economies of many communities. The MDIFW is charged with managing the state's fisheries, and has provided the following data on Lincoln's fisheries.

PENOBSCOT RIVER FISHERIES

Nearly 11 miles of the main stem of the Penobscot River forms the northwestern boundary of the Town of Lincoln. This stretch of the river which extends from Medway to Bangor has a world class reputation for sport fisheries, even though it is generally underutilized. There is considerable use of the river by Maine Guides taking clients on fishing excursions. Public access to the river is fairly good, with a public boat landing in South Lincoln off West Broadway. There is another public access site upriver in South Winn. There are also a number of traditionally-used accesses across private land. Additional formal public access would be desirable in the future, if and when these private sites are no longer available.

There is an effort underway to restore sea-run fisheries to the Penobscot River, which would significantly improve sport fisheries and overall river habitat. The Penobscot River Restoration Project[34] is working to restore eleven species of sea-run fish, including river herring, Atlantic salmon and American shad. The goal is to revive native fisheries and the social, cultural and economic traditions associated with a free-flowing river to the river watershed, while maintaining energy production. The effort has entailed the removal of several dams and installation of fish passage at other dams on the river south of Lincoln.

LAKE, POND AND STREAM FISHERIES

Valuable fisheries are found in many of Lincoln's lakes and ponds (See Table 9-2). Upper Cold Stream Pond and Cold Stream Pond are good cold water fisheries that support landlocked salmon and trout populations. Upper Pond and Little Round Pond also support trout populations. All four of these ponds are stocked by MDIFW, and provide important winter fisheries for ice fishing. Lincoln's other ponds support warm water fisheries, and many are notable smallmouth bass fisheries.

[34] *The Penobscot River Restoration Project a collaborative effort that includes the hydropower company PPL, the Penobscot Indian Nation, six conservation organizations and the state and federal government.*

Public access is an important issue for sport fisheries. There is public access to many of the Town's ponds. The Town's goal is to provide public access to all of its ponds. MDIFW's policy for fish stocking generally requires public access to ponds and lakes that it stocks.

Table 9-2. Fisheries of Lincoln's Lakes and Ponds

Name	Depth Mean/Max.	Area - Acres	Principal Fisheries/ Management	Stocking	Public Access
Upper Cold Stream (Big Narrows and Little Narrows)	28'/66'	648	Coldwater - Landlocked salmon, brook trout; plus smallmouth bass, chain pickerel, white perch, rainbow smelt*	Brook trout, landlocked salmon	Boat landing at Little Narrows (leased); Planned at Big Narrows
Cold Stream	40'/104'	3,619	Coldwater - Landlocked salmon, brook trout, lake trout; plus chain pickerel, white perch, rainbow smelt, etc.	Fall brook trout for ice fishing	Boat landing
Little Round	8'/15'	81	Coldwater – brook trout	Fall brook trout for ice fishing	Footpath access
Upper	?/31'	730	Coldwater - White perch, small trout fishery, etc. - major tributary provides excellent spawning and nursery area	Fall brook trout for ice fishing	None
Mattanawcook	9'/22'	830	Warm water - Smallmouth bass, white perch, chain pickerel, etc.	None	Boat landing
Folsom	7'/19'	385	Warm water - Smallmouth bass, white perch, chain pickerel, etc.	None	Boat landing
Crooked	13'/30'	220	Warm water - Smallmouth bass, white perch, chain pickerel, etc.	None	Via Folsom
Snag (Stump)	7'/13'	202	Warm water - Smallmouth bass, largemouth bass, chain pickerel, white perch, etc.	None	Boat landing (leased)
Center	7'/12'	202	Warm water – White perch, chain pickerel, etc.	None	None
Cambolasse	15'/36'	211	Warm water - Smallmouth bass, largemouth bass, chain pickerel, white perch, etc. "	None	None
Long, Caribou, Egg	16'/46'	823	Small mouth bass, white perch, chain pickerel, etc.	None	Boat landing (leased)

**Smelt Brook provides important spawning habitat for the pond.*

Source: "PEARL" WEB site at the University of Maine; based on reporting from the Maine Department of Environmental Protection and the Volunteer Lake Monitoring Program.

MDIFW has not done a formal survey of Lincoln's streams and brooks to determine fisheries values. Smelt Brook, however, has been identified as providing important spawning habitat for Upper Cold Stream Pond.

Land use activities, particularly those that remove trees and vegetation from shoreland areas of brooks, streams and ponds, can result in increased water temperatures and degradation of water quality. Maintenance of vegetative buffers to provide shade, particularly for cold-water species (trout and salmon), and to protect water quality is important to maintaining healthy fisheries. Destabilization of banks and activities that increase erosion and sedimentation diminish water quality. Maine's Natural Resources Protection Act and local land use regulation, including shoreland zoning provide considerable protection for fisheries, because of requirements for vegetative buffers and restrictions on activities that remove vegetation.

Road construction and maintenance activities can also have a significant impact on fisheries. On streams, rivers, and brooks the biggest threat to aquatic habitats is fish passage, particularly for those species that require upstream habitats for spawning and other habitat needs. Improperly designed culverts can prevent fish passage. MDIFW recommends that culverts less than 4 feet in diameter be imbedded into 6 inches of stream bottom, and larger culverts be imbedded in at least 1 foot of stream bottom material. Maintenance and continuance of the natural stream bottom surface material without major changes in elevation is important to maintaining fish passage. Ditching and drainage designs should direct runoff into vegetated areas or sediment ponds to allow for the filtering out of sediments before runoff is released into water bodies. Both Lincoln's Code Enforcement Office and Public Works Director have been certified in best management practices for protecting water quality.

The Greater Lincoln Bass Masters (founded in 2001) is a private organization that is dedicated to good sportsmanship, conservation of the species, and the advancement of the sport of bass fishing on Maine's rivers, lakes and ponds.

REGULATORY PROTECTION FOR CRITICAL WILDLIFE HABITAT

State Laws, such as the Maine Endangered Species Act and the Natural Resource Protection Act provide considerable protection to "significant wildlife habitat", which include high and moderate value waterfowl and wading bird habitat, high value vernal pools, and high and moderate value deer wintering areas (if, mapped and rated). These laws do not provide protection to all of the wildlife resources described in this Chapter, such as Lincoln's unrated deer wintering area or undeveloped habitat blocks.

Other state laws that include regulatory protection for critical wildlife habitat include the Maine Site Location of Development Act and the Maine Forest Practices Act (See Chapter 8 Water Resources).

The State mandated shoreland zoning and subdivision statutes also require some protection for wildlife habitat. The Shoreland Zoning Act includes in its statement of purpose to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect freshwater wetlands; to conserve shore cover, and visual as well as actual points of access to inland wa-

ters; and to conserve natural beauty and open space (38 MRSA Sec 435). However, these provisions are only applicable to those areas governed by shoreland zoning. Shoreland zoning can be a very significant tool to not only protect water quality, but to also preserve wildlife corridors, particularly when areas are zoned as resource protection. The State Subdivision Act's review criteria include consideration for aesthetic, cultural and natural values – a subdivision shall have no undue adverse effect on scenic or natural beauty, aesthetics historic sites, significant wildlife habitat, rare or irreplaceable natural areas, or any public rights for physical or visual access to the shoreline. (30-A MRSA. Sec 4404). Again, these provisions are only applicable to subdivision (i.e., division of parcel into 3 or more lots within five years).

Lincoln's land use ordinance contains a number of provisions that can be used to protect critical wildlife habitat. Those that protect water quality as discussed in Chapter 8. Water Resources provide considerable protection to aquatic and shoreland habitats. The following are two other provisions in Lincoln's land use ordinance:

- As one of its purposes to protect the environment – to protect and enhance the natural, cultural and historic resources from unacceptable adverse impacts and to integrate new development harmoniously into the natural environment (1311.1 Sec I. C.4).
- Retention of Open Spaces and Natural or Historic Features (1311.5 Sec.V.A.33) – allows a requirement that up to 10% of a subdivision to be set aside in open space; allows a requirement for landscaping, preservation of trees, scenic, historic or environmentally significant areas.

Lincoln's land use regulations should be amended to include consideration of the *Beginning with Habitat* information presented in the chapter. The information could be used to guide and manage development in areas with high habitat values.

NON-REGULATORY PROTECTION FOR WILDLIFE HABITAT

There are a number of non-regulatory approaches that Lincoln could use to protect critical wildlife habitats, including: education, landowner agreements, and conservation easements on very high value habitat.

Lincoln's CEO, lake associations who are currently partnering with the UMO Cooperative Extension Service, to protect lake water quality through education provide an excellent model that might be expanded to include education on critical fisheries and wildlife habitat. This could be particularly effective because most of the Town's critical wildlife and fisheries habitat is associated with lakes and their shore lands. These activities might be expanded even further to include landowner agreements and conservation easements on very high value habitat.

SCENIC RESOURCES[35]

A town's visual image, which consists of its collection of scenic resources, has important quality of life and economic values. Residents and visitors appreciate Lincoln as a rural community; they treasure the lakes and ponds, the Penobscot River, and the expanses of forestland interspersed with farmland. Lincoln's dependence on second home residents, recreation and tourism make preservation and enhancement of the Town's scenic resources important to its economic future.

Lincoln possesses extensive and exceptional scenic resources. Lincoln's rolling topography, numerous water bodies, and rural landscape make for many scenic views and vistas. Perhaps, the most important scenic views and vistas are those visible to the general public from public roads, water bodies, public recreation areas or other publicly accessible locations.

The following is an inventory of scenic resources:

SCENIC VIEWS

- Lakes, rivers and streams:
  - Penobscot River – gateway views from the River Road and Bridge Road bridges; several views of river along Main Street north of the village area; views on the Mohawk Road and West Broadway, particularly at the Pollard Brook Boat Landing.
  - Mattanawcook Lake – gateway view at the gazebo; views from public parks, such as Prince Thomas Park and Cobb Field; views of the Lake from public roads.
  - Other ponds – views from public boat launches, and public roads.
  - Views of Mount Katahdin from the Enfield Road, Bagley Mountain Road.
  - Views of Lincoln's smaller mountains and rolling rural topography.
  - Views of higher elevations from water bodies.
- Farmland:
  - Views of farmland from Bagley Mountain Road, Sweet Road, Town Farm Road, Transalpine Road and Enfield Road.
- Cultural landmarks:
  - Views of prominent historic buildings, such as the Library, historic churches.
  - Traditional village/town areas – views of the historic downtown, views of the village area from Enfield Road height of land.
  - Forested Town road corridors – Lee Road, Bagley Mountain Road, Town Farm Road, Transalpine Road, Enfield Road, etc.

This preliminary list of scenic resources can be expanded to include the identification of those scenic resources that are most important to the community. The most important scenic resources are those that have the most significant impact on the overall character of the Town, particularly those that are highly visible and highly valued by the people of Lincoln. Scenic resources that are important to attracting tourists and others to Lincoln are particularly important to the local economy.

[35] *Scenic areas are considered "critical rural areas" under Maine's Growth Management Act.*

The following criteria can be used to prioritize scenic resources:

- Accessibility – must be visible to the general public from a public way, public recreation area or other publicly accessible location.
- Uniqueness – unique or rare features are particularly important.
- Distance of View or Viewshed – relates to size of view, view of only a few feet is less important than a view of several miles.

PRESERVING AND ENHANCING SCENIC RESOURCES

REGULATORY APPROACHES: There is some consideration for scenic resources in the state mandated subdivision and shoreland zoning laws. Proposed subdivisions cannot have an "undue adverse impact on scenic or natural beauty of the area". Development in shoreland zones must "conserve shore cover, and visual as well as actual points of access to inland waters" and "conserve natural beauty and open space". These provisions provide general guidance on what is to be considered in reviewing proposed projects, but do not identify or more specifically describe, the scenic areas or views to be protected. Scenic resources would receive greater protection if they were identified and described.

The Town could complete an inventory of its high value scenic resources to include photographs, descriptions, and locations on a map. Inventory information can be used in permitting, where developments can be located to preserve high value resources to the greatest extent practicable. For example, developers could site ridgeline development so that it is not visible from a distance, or utilize vegetative screening and setbacks along road corridors.

NON-REGULATORY APPROACHES: Lincoln has worked to improve the scenic and aesthetic character of its village, which is in keeping with the desire to encourage growth in the area. Lincoln's efforts have included the development of the waterfront park and gateway gazebo on Mattanawcook Lake, tree planting and landscaping, and ongoing efforts to establish a village shade tree program through a Project Canopy Grant. Lincoln also works to provide high quality recreational public access facilities to its other ponds. Other non-regulatory approaches to preserve high value scenic resources include education and working with landowners. In locations with very high scenic value the Town might encourage landowners to preserve scenic areas through conservation easements.

REGIONAL COORDINATION

Regional coordination is particularly important to protection of critical natural resources because wildlife and fisheries habitats often extend across town boundaries.

Perhaps the most significant existing regional coordination effort that affects Lincoln is the Penobscot River Restoration Project which is a collaborative effort that includes the hydropower company PPL, the Penobscot Indian Nation, six conservation organizations and the state and federal government. The Penobscot River's wildlife values are extensive, including fisheries, aquatic habitat for rare mussels and other invertebrates, critical shoreland habitats for dragonflies, bald eagles and many other species.

Regional coordination efforts associated with Lincoln's lakes and ponds could be expanded to include education on critical wildlife habitat, including loons and other waterfowl, fisheries, including sport fisheries, and scenic resources. Existing and potential efforts are discussed in Chapter 8 Water Resources.

One of the "Lincoln Lakes Region's" greatest assets is not only it lakes and ponds, but also the wildlife and fisheries that are part of the landscape.

CHAPTER 10. LAND USE

OVERVIEW

An analysis of land use is one of the most important elements of the comprehensive plan. It provides the basis for the Future Land Use Plan. This chapter examines land use patterns, identifies development trends and predicts where and how much future growth is most likely to occur. The Town's land use regulations and their administration and enforcement are also examined. Key policy issues to be addressed include: to what extent does the Town wish to direct future development; how can the Town best prepare for future development; how does the Town ensure that new development will be compatible with existing uses; and how can the Town assure that new development will not over-tax public facilities and services.

Planning Goal:
To encourage orderly growth and development in appropriate areas of the community, while protecting the rural character, making efficient use of public services, and minimizing development sprawl.

SUMMARY

How is most recent development occurring: lot by lot; in subdivisions; or in planned developments? How is recent development consistent with the community's vision? Is recent development occurring predominantly within or adjacent to traditional settlements or expanding into rural areas?

- New residential development has been modest over the past decade consisting of about 3-4 small (less than 10 lot) subdivisions per year and an average of 8.5 residential homes and 3 seasonal camps per year. Conversion of camps to homes suitable for year round habitation has also been ongoing. Subdivision activity has primarily occurred on or near several of the ponds, and more recently in the village area near the schools. Single lot development has primarily consisted of family splits for children and other relatives, and has also included new second homes on some of the ponds. Single lot development has been scattered along rural roads or within, or near, the village area.
- New and expanded commercial and industrial development has been steady in recent years, and primarily located within or near the village area. Much of this development has occurred along West Broadway. Lincoln Paper and Tissue undertook a major expansion in 2004. The downtown has recovered since the fires in 2002 and nearly all of the downtown storefronts are occupied.
- Development trends are consistent with the community's vision for itself.

The Town considers itself a rural service center community. What are the characteristics that contribute to that sense? How does it fit in the regional context?

- Lincoln is the primary service center community for a large very rural area of northern Penobscot County and portions of northern Washington County. Lincoln serves the small organized towns in the region, as well as the vast unorganized areas to the east, north and west. Lincoln's vision is to strengthen its role as a rural service center offering a broad range of goods and service, including primary healthcare services and employment opportunities for the region's residents.

How effective are current land use regulations and other non-regulatory measures in directing growth to appropriate areas and protecting critical resources? How might they be improved?

- Lincoln's approach to directing future growth and development utilizes both land use ordinances (primarily zoning and subdivision) and the provision of a high level of services in the village area. Given the Town's goal of balancing property rights with the need to protect the rights of neighbors and the interest of the Town, Lincoln's approach to growth management is to provide strong incentives for development within and adjacent to village areas along with an acceptable amount of land use regulation. This combined with the fact that residential growth has been slow has resulted in an acceptable management of growth.
- Protection of critical natural resources is achieved through regulations, including aquifer protection, wetlands protection, floodplain protection, shoreland zoning and performance standards. The Lincoln Water District owns a major portion of the aquifer. Protection of ponds is a high priority, where the Town's efforts have consisted of regulation, including annual random inspections, education of public works personnel and the general public, grant programs for remediation, and work to organize lake associations. Large areas of the Town's forestland are enrolled in the Tree Growth Property Tax Program, and several farms are enrolled in the Farmland Property Tax Program.
- To improve the effectiveness of directing future growth and development, the Town might consider:
    - expansion of sewer and water service areas into intended growth areas
    - working with adjacent communities on a regional basis to encourage growth in Lincoln near services
    - reviewing existing land use regulations to determine if additional incentives for growth in and near the village area would be beneficial
    - modifying rural zoning to support natural resource-based uses and other rural uses
    - a policy that makes it easier to make private subdivision roads public roads when they are in or adjacent to the village area and provide important interconnections

How do current regulations promote or inhibit development in keeping with the Town's traditional village or neighborhood character?

- Lincoln's land use ordinance is designed to continue the pattern of traditional neighborhoods through the use of dimensional and land use standards. Performance standards ensure that development is sited to protect against adverse impacts to abutters, neighborhoods and the Town. The ordinance's land use districts reflect the existing pattern of development. The expansion of sewer and water, and corresponding re-alignment of land use regulations to accommodate more compact development is the single most significant change that would promote development in keeping with traditional town character. Additional flexibility to allow more compact subdivision development would also promote traditional village designs.

Given current regulations, development trends, and population projections, how many new residential units and how much commercial, institutional and/or industrial development will occur in the planning period? Where will this development go?

- **Residential -** State population projections suggest the year-round population of Lincoln and the region will decline between 2010 and 2020. However, given the decrease in household sizes, the aging of the population and need for appropriate housing for seniors, and growth in second/seasonal homes, the Town plans to accommodate for 20 to 30 year-round housing units and 60 to 70 seasonally occupied units. Residential uses are most desirable in the village area close to services. There will be a demand for senior and other affordable housing, which the Town can promote by accommodating multifamily senior and affordable housing in the village area. People may move from outside of Lincoln to live in this type of housing and to be closer to services. Family splits and other rural homes will continue to occur. There will continue to be a demand for seasonal housing on the remaining vacant land on the lakes, which the Town will want to assure does not harm water quality.
- **Commercial and Industrial -** Lincoln seeks more economic development to assure greater prosperity to its people. The Town plans to provide a high level of services, including sewer and water, in several areas within and adjacent to the village area to promote commercial and industrial growth.
- **Institutional Uses -** Institutional uses have expanded significantly and will continue to locate in the village area. Institutional uses are important to Lincoln's role as a service center. Expanded sewer and water will support the development of these uses.
- **Lincoln's Future Land Use Plan and Zoning** is designed to provide suitable areas for infill and expansion of commercial, industrial and institutional development. Expansion along West Broadway, the River Road and areas south of the village are considered most suitable, as displayed on the Future Land Use Map and Zoning Map.
- Lincoln's future prosperity and ability to continue to support the necessary services for the region is dependent on population growth, and growth in the commercial and industrial sectors. The Town's Future land Use Plan is designed to support this goal.

What is the Town's administrative capacity to manage its land use regulation program, including planning board and code enforcement officer?

- Administrative capacity is adequate at this time; however, any increase in regulation, such as implementation of Maine's new Uniform Building and Energy Code by 2012, will probably require additional staffing. An additional part-time Code Enforcement Office/Plumbing Inspector (CEO/LPI) position might fulfill this need.

Are environmentally suitable areas within or adjacent to the growth area(s) identified for the location of mobile home parks?

- Lincoln has several mobile home park districts in the village area that allow for expansion of existing mobile home parks. Mobile home parks are also allowed in the Downtown Residential 2, Commercial and Rural Residential districts. Expansion of sewer and water would make additional mobile home parks more viable.

Supporting Documentation

THE SETTING

Lincoln lies within the Penobscot River Basin, and encompasses about 75 square miles or about 48,000 acres. Lincoln is a geographically large town, 2.5 times the size of most other towns.

The Town's topography is characterized by lowland and upland terraces along the Penobscot River, and rolling hills dissected by lakes, ponds, streams and wetlands throughout central and eastern areas. The highest elevations are in the northeastern-eastern areas, and include Rollins Mountain, Bagley Mountain and Dow Mountain, with elevations of between 800 and 1,000 feet.

Lincoln's land use pattern has developed over the years as a result of its location proximate to the Penobscot River and Mattanawcook Stream. The Penobscot was a major transportation route during early settlement. Over time, the development of the road system and the railroad, which were influenced by the topography and increasing development along the river further continued the development pattern.

The first village was located in South Lincoln (the Mohawk Road area). Today, this area still has a cluster of homes and a few commercial uses. The establishment and growth of Lincoln Pulp and Paper led to the development of the village at its current location. Over time the village expanded to include extensive residential areas around the downtown core and commercial uses along West Broadway and Main Street. Commercial and industrial development along and off West Broadway and the River Road have been influenced by direct access to Interstate 95.

Rural areas adjacent to town roads have traditionally consisted of small farms or forest land, but over time homes have been built in these areas. There have been summer camps along the shores of many of Lincoln's lakes and ponds for decades, but increasingly these are being converted to potentially year-round homes and new homes are being constructed on vacant shorefronts.

DEVELOPMENT PATTERNS AND TRENDS

RESIDENTIAL

There were a total of 2,734 housing units in Lincoln as of 2009 (Table 10-1). The majority of year-round residential uses, including multifamily housing and mobile home parks, are located in the village. Multifamily housing consists of housing complexes and large older homes that have been divided into two or six units.

Table 10-1. Housing Count in Units, 2009	
Single Family	1,659
Seasonal Camps	445
Multifamily – Housing Complex	184
Multi-family - Other 2,3,4,6 units	158
Mobile Homes	288
Total Units	2,734
Source: Tax Assessor	

There are ten housing complexes (see box). There are also seven mobile home parks (see box), most of which are located in Mobile Home Park Districts. About half of the mobile home parks are on Town sewer and water. Single mobile homes are also found in other

village areas, but are not permitted in the Downtown Residential 1 District. A portion of the village area is along the shores of Mattanawcook Lake, where there is a mix of commercial and residential uses.

Mobile Home Parks

- Highland Meadows (18 units)
- Homestead (7 units)
- Orchard (16 units)
- Thomas (20 units)
- Dube's Trailer Park (12 units)
- Cole Properties (4 units)
- Clay Road Trailer Court (12 units)
- Griffen, Nickerson and Clifford rentals (13 units at various locations)

Housing Complexes

- Workman Terrace (24 units – senior citizens)
- Hale Street (14 units - low income)
- Lincoln Manor East (16 units – senior citizens)
- Lincoln Manor West (16 units – senior citizens)
- Colonial Acres Nursing Home (40 units)
- Lincoln Court (20 units – senior citizens and people with disabilities)
- Wildwood Apartments (14 units)
- Bailey Park (24 units – low income)
- Taylor Boarding Home (10 units)
- Jane Stephanec Assisted Living Complex (6 units)

Farmsteads, single family homes including mobile homes, are scattered along many of the Town's rural roads. The roads with the most rural housing include rural parts of Main Street and West Broadway, the Lee Road, the Transalpine Road, and the Enfield Road. The Mohawk Road/South Lincoln area is the only rural neighborhood. Some shorefront areas are residential neighborhoods. Large interior portions of Lincoln are commercial forestland without public roads.

Rural camps and homes are also located along the shores of many of Lincoln's ponds (see box). Traditionally, local people lived in the village and had a camp on one of the ponds. Over the past couple of decades many of the traditional camps and other shore frontage have been purchased by people from away who have converted the old camps to larger second homes and year-round homes. As a result property values have increased making taxes generally too high for local people to afford to keep their camps. Second tier homes (without shore frontage) have also been constructed around some of the ponds, such as Mattanawcook Lake, Big Narrows, and Cold Stream Pond.

Shorefront homes/camps (# est.)

- Cambolasse Pond (50)
- Caribou, Long, Egg Ponds (130)
- Center Pond (35)
- Crooked Pond (1)
- Folsom Pond (25)
- Mattanawcook Lake (140)
- Little Round Pond (1)
- Snag (Stump) Pond (4)
- Little Narrows Pond (60)
- Big Narrows Pond (160)
- Upper Pond (3)
- Cold Stream Pond (45)

SUBDIVISIONS

The following table lists all subdivision activity within Lincoln since the enactment of the state subdivision statute. In the years since 1980 there has been an average of about 32 subdivisions per decade, or about 3.2 per year. Subdivision activity was greatest during the 1970s and the 1990s. Since 2000, there has been a decrease in the number of subdivisions, such that between 2000 and 2010 subdivision activity consisted of about three subdivisions per year with a total of 20 new lots per year.

Table 10.2 Approved Subdivisions

Year(s)	Total Acres	Number of Subdivisions	Number of Lots	Number Lots Sold/Developed	% Sold
Pre 1980	1,093.52	39	417	312	75
1980-1989	853.75	28	179	162	93
1990-1999	947.9	37	272	217	78
2000-2005	322.54	14	99	61	62
2006-2010	493.26	17	105	40	38
Totals	3,710.97	135	1,072	792	74

RESIDENTIAL GROWTH TRENDS

Single family housing increased at an average rate of 8.5 units per year between 2000 and 2010. The majority of these homes were second homes used by seasonal residents. On average there are 2 year-round homes and 3 seasonally used year-round homes constructed each year. In addition, camps increased at an average rate of 1.6 units per year during this time period. Mobile homes decreased at a rate of 1.6 units between 2000 and 2009. No new multifamily complexes have been constructed since 2000, but a new 24-unit Lakeview Senior Housing project is planned for the near future. There has been a decrease in other multifamily structures (with 2 to 6 units) from 56 structures in 2000 to 52 structures in 2009.

Subdivision activity over the past ten years has consisted of 3 to 4 small (less than 10 lot) subdivisions per year. Many of these subdivisions have been associated with the ponds, but a number of the lots are still vacant. Two recently approved subdivisions (Granite Drive and Quarry Drive) are located within walking distance of the Ella P. Burr Elementary School and the Lincoln Academy, which the Town views as a positive sign of the trend to locate development in/near the village area close to services.

RESIDENTIAL GROWTH IN THE FUTURE

The rate of residential growth over the next ten years will probably be the same or less than in the past ten years based on the projections for year-round population growth and the current economic recession that is not expected to recover soon. Planning for a residential growth rate similar to the past ten years and factoring in a decrease in household size and an aging population, would mean 20 to 30 new year-round units, and 60 to 70 seasonal units. The Lakeview Housing complex (24 units) is planned, and may accommodate some of this demand. (See Chapter 3 Housing, for more data and analysis)

The Town would like to encourage residential development in and adjacent to the village. Given energy costs, the need for more affordable housing, and housing for an aging population, this is a likely scenario. Seasonal and second home development is important to the economic health of the Town, and there continues to be a demand for this type of housing along the remaining developable shorefronts of some of the ponds. Lincoln's proactive efforts to protect water quality will be important as shorefront and watershed development occurs.

The Town's approach to encouraging residential growth in and adjacent to the village has been to provide a high level of services to accommodate neighborhoods with easy access to schools and recreational amenities. The land use regulations are designed to support continued residential development through small minimum lots sizes and flexibility in setbacks. The two recent subdivisions constructed to include sidewalks to the school, reflect the effectiveness of these regulations and a desire for development closer to services.

The Town's road policies that aim to keep private camps roads and subdivision roads private will also provide some disincentive for future residential development away from existing public roads. A policy that makes it easier to make private subdivision roads public roads in and adjacent to the village would provide an additional incentive for locating development closer to services. The Town's snow plowing and other maintenance policies also focus on providing a higher level of service in the village and main thoroughfares, as opposed to minor rural roads.

COMMERCIAL AND INDUSTRIAL

The highest concentrations of commercial uses are located in the downtown and along West Broadway. Commercial uses are also located off Main Street. There are very few vacant storefronts in the downtown, and only one along West Broadway. Lincoln has a broad range of commercial uses including retail and wholesale establishments and business services. There is one shopping center, Lincoln Plaza, associated with Hannaford, located off West Broadway.

Lincoln Paper and Tissue is the Town's largest industrial use, and is located between the Penobscot River and the downtown village area. Other major industrial uses include Haskell Lumber which is located off Route 2 in North Lincoln. PK Floats is a relatively new industrial use, and is located adjacent to the airport and near the Town's industrial park. FASCO Corporation (W. Broadway), GE Goding and Son (W. Broadway), Johnston Dandy Company (Main Street) are other major industrial uses in Lincoln.

Lincoln has had considerable commercial and industrial growth over the past decade, in part, as a result of proactive efforts to encourage and support economic development. New businesses since 2000 include: Wal-Mart, Machias Savings Bank, the Family Dollar Store, and the Movie Gallery. A number of businesses, such as Bangor Savings Bank, NAPA Auto Parts, Lincoln Motor Supply and the Lincoln Maine Federal Credit Union have built new buildings and/or expanded. Lincoln Paper and Tissue also undertook a major expansion and upgrade in 2004. Most commercial development has occurred on West Broadway.

COMMERCIAL AND INDUSTRIAL GROWTH IN THE FUTURE

Lincoln anticipates continued commercial and industrial development as it proactively increases its role as a service center community. The Town is working to fully develop its industrial park, Lincoln West, and would like to extend sewer and water service to support future development. The areas along West Broadway and the River Road have developable areas and are currently zoned commercial where much of this development would be most suitable and could occur. The provision of sewer and water in these areas would make them more attractive and would allow more compact and efficient development.

INSTITUTIONAL USES

Institutional uses are extensive in service center communities like Lincoln. These uses include a range of local government facilities, the post office, a nursing home, the hospital, public health and social service agencies, public schools, fraternal and service organizations, veteran's organizations, other non-profit organizations, and churches and parsonages. Most of these uses are located within the village area. Assisted living facilities and subsidized housing complexes can also be considered institutional uses, but these have been included in the residential category and discussed previously. The most significant change in institutional uses over the past decade has been the development of the Health Access Network, the Kidney Dialysis Center and the Veterans Clinic, all located within the downtown.

INSTITUTIONAL GROWTH IN THE FUTURE

Institutional uses will continue to be an important part of Lincoln in the future. Given the aging of the population, health services and senior housing will become increasingly important in Lincoln. These uses will most likely occur in the village area.

GUIDING FUTURE GROWTH

Planning for future growth involves identification of areas suitable, or conversely, not suitable for development. The type and intensity of development must also be considered. Generally, areas with development constraints, such as steep slopes, poor soils, wetlands, or flood hazard areas, are not suitable for development. Other areas generally considered not suitable for development include unique and sensitive natural areas, such as aquifer recharge areas for water supplies, significant waterfowl and wading bird habitat, and deer wintering areas. Development may also not be desired in areas highly valued for forestry and agriculture. Caution should also be used when considering the type and intensity of development in sensitive lake watersheds.

AREAS UNSUITABLE FOR DEVELOPMENT

Certain areas within Lincoln warrant special consideration due to the likelihood of degradation as a result of some land use activities. These areas may require stricter regulation, and in some cases prohibition of certain uses. These areas include steep slopes, wet, shallow or highly erodible soils, floodplains, aquifers, and other resource protection areas.

SLOPES AND SOILS

Slopes and soils influence the economic and physical feasibility of land development, both in terms of the actual placement of buildings and roads, and in the functioning of septic systems and other site alterations. Flat, gently sloping and moderately sloping areas are usually well suited for development. However, flat lands can be difficult to drain, and are often wetlands, floodplains or otherwise marginal soils.

Slopes greater than 15% are of concern for development suitability. Development becomes increasingly problematic as the slope gradient increases. Roads on steep slopes are more costly to construct and maintain, and can be more dangerous to travel on, particularly for emergency vehicles and school buses during winter. Steep slopes can make buildings and subsurface disposal systems more expensive to construct and maintain. The Maine Subsurface Wastewater Disposal Law prohibits new subsurface waste disposal systems on slopes greater than 20%. Additionally, steep areas are more susceptible to erosion problems and water quality degradation.

Despite difficulties and environmental risks, development on steeper slopes is often technically feasible but more costly. All construction on slopes greater than 25% should be avoided due to the extremely high cost of construction and likelihood of environmental damage. Areas with slopes of 15% or more are displayed on the Development Constraints Map.

Soil characteristics, such as depth to bedrock, erosion potential, soil wetness and flooding potential can present constraints to development. Often these areas can be modified for development through filling, excavating and blasting; however, this work requires additional expense and can increase future maintenance costs. Hydric soils[36] and wetlands are also identified on the Development Constraints Map.

Lincoln is fortunate that there are significant areas near its village area that do not appear to have significant or extensive development constraints. The expansion of sewer and water services can provide for more compact, environmentally compatible develop opportunities. According to the Code Enforcement Office, steep slopes, hydric soils, ledge (shallow depth to bedrock) are generally not constraints to development within the Town.

FLOODPLAINS

Floodplains serve to accommodate high water levels of water bodies often associated with late winter and spring snow melt and storm water runoff. Flooding can cause serious destruction to structures and property. Activities that increase paved or impervious surfaces, such as buildings and roads, which do not allow water to soak into the ground or that change the watercourse on floodplains, increases the quantity and rate of runoff that can intensify flooding impacts downstream.

The Federal Emergency Management Agency (FEMA) who administers the Federal Flood Insurance Program has mapped 100-year floodplain levels in Lincoln. The 100-year floodplain level is where there is a

[36] *Hydric soils are frequently wet or saturated soils usually poorly drained and/or frequently flooded.*

1% chance in any given year that flooding at this level or above this level will occur. One hundred year floodplains are associated with many of the ponds, streams, brooks and wetlands. Floodplains are displayed on the Development Constraints Map.

Lincoln's Floodplain Management regulations are designed to discourage development within the floodplain, and includes construction standards to minimize flood damage. FEMA requires that towns adopt an ordinance with minimum standards to participate in the Federal Flood Insurance Program. Lincoln's floodplain regulations are up-to-date and consistent with FEMA's requirements. Digitized FEMA floodplain maps are scheduled to become available sometime within the next five years.

OTHER CONSTRAINTS TO DEVELOPMENT

Other constraints to development, such as aquifers, sensitive or unique wildlife habitats and lake watersheds have been described and analyzed in other chapters of this Plan and are displayed on accompanying maps. Significant farm and forest land, particularly areas that are active, are also examined and mapped. Planning for future growth should take the location of these areas into consideration.

AREAS SUITABLE FOR FUTURE GROWTH

The most suitable areas for future growth are those areas with the following characteristics:

- Few development constraints
- Least likely to impact sensitive or important natural resources
- For commercial and industrial uses, located to serve economic needs
- Convenient and cost-effective for the public
- Cost-effective for the provision of public services (e.g., roads, sewer, water, etc.)

Fortunately, there are areas to the north and south of the village that meet these criteria. The area to the south along West Broadway is larger and has the advantage of being closer to the River Road and access to I-95. Commercial development is already occurring in this area, and the Town is developing its industrial park nearby. Much of this area is also not within a pond or lake watershed.

AMOUNT OF LAND NEEDED FOR FUTURE GROWTH

The amount of land area needed to accommodate development projected for the next ten years is as follows:

- Residential (year-round): 30 to 50 acres
- Residential (seasonal): 70 to 90 acres
- Commercial, Industrial, Institutional Uses: 1,000 – 1,500 acres

These estimates are based on Lincoln's goal of encouraging population growth and expanding the local economy.

ADMINISTRATIVE CAPACITY

The Town of Lincoln has two staff persons responsible for administering Lincoln's land use regulations. This includes assisting the Planning Board and Appeals Board in making certain regulatory decisions. One staff person serves as the Code Enforcement Officer, Plumbing Inspector and Health Officer. The other staff person delegates about 10% of her full-time position to oversee land use regulation, permitting and planning. This second staff person also serves several other positions, including Tax Assessor and Economic Development Director.

Administrative capacity is adequate at this time. However, any increase in regulation, such as implementation of Maine's new Uniform Building and Energy Code[37], will significantly increase permitting activity, and will probably require additional staff. An additional part-time Code Enforcement Officer/Plumbing Inspector (CEO/LPI) position could fulfill this need.

A considerable amount of CEO/LPI time is spent on administering the shoreland zoning ordinance because the Town has 13 ponds and river frontage. Administration of shoreland zoning includes a considerable amount of time educating landowners, photographing buildings and lots to record setbacks and vegetative buffers, and annual spot checks for compliance. The Town considers this a high priority for protecting the water quality of it lakes.

Lincoln has a sophisticated WEB page that allows people to obtain a substantial amount of permitting and other information themselves. The Town also has a GIS system that includes tax parcel information and mapping accessible to the public via the WEB page. Additional information, such as the zoning maps, planning maps and land use ordinances will be added in the future. Sewer and water lines are also mapped digitally. The Town is also working to improve its permit filing system to allow for easier tracking of land use development trends.

REGULATORY FRAMEWORK

OVERVIEW

Lincoln's primary land use regulations include the Land Use Ordinance, Shoreland Zoning Ordinance, Floodplain Ordinance and Subdivision Ordinance. Both shoreland zoning and subdivision regulations are state mandated and must be administered according to statute[38]. The Town also administers the state mandated Minimum Lot Size Law, Maine Subsurface Wastewater Disposal Law and the Maine Plumbing Code. The Floodplain Ordinance is required if the Town wants to participate in the federal flood insur-

[37] *See next section for discussion about this Code.*

[38] *Mandatory Shoreland Zoning Act (38 MRSA Sec435 et seq.), Subdivisions (30-A MRSA Sec 4401 et seq.)*

ance program. The Town's Land Use Ordinance is a local option, but state law requires that it be consistent with a comprehensive plan prepared in accordance with the Growth Management Act[39].

A relatively new state law that the Town is required to administer is the Maine Uniform Building and Energy Code (PL 699). Towns with more than 4,000 residents must begin enforcing the state code on January 1, 2012. Lincoln will need a state-trained building inspector/code officer to administer the law. The Maine Uniform Building and Energy Code will increase Lincoln's permitting activity, and may require additional staffing.

[39] *Growth Management Act (30-A MRSA Sec 4312 et seq.)*

LINCOLN'S LAND USE ORDINANCE

Lincoln's Land Use Ordinance was first adopted in December 1988. The zones reflect current land uses and land use 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 map appeal decisions made under this Ordinance to the Appeals Board.

DEVELOPMENT/GROWTH AREAS

Lincoln's Land Use Ordinance is designed to promote orderly growth and development in areas within or near services. The Town focuses considerable effort towards promoting growth and development in areas within or near services, including public sewer and water. This includes efforts to provide infrastructure and services, as well as regulations that allow higher densities and many compatible uses.

Development/Growth area land use districts include: two Downtown Residential Districts, a Mobile Home Park Residential District, four Commercial Districts and an Industrial District (See Table 10-2). All of these districts are designed to reflect the existing pattern of development with some opportunities for infill and expansion depending on the area. The most densely developed areas of built-up Lincoln are on public sewer and water, where the regulations support infill development with small minimum lot sizes and other dimensional standards that allow for infill.

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 is directed. The existing village area zoning appears to be generally adequate to accommodate projected growth. 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.

RURAL AREAS

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.

Lincoln's rural areas are zoned as two Rural Residential Districts, Rural Residential 1 (RR1) and Rural Residential 2 (RR2). The purpose of these districts is to preserve rural areas while allowing for low-density residential development. Land uses in these areas are primarily forestry, some agriculture, and some single family homes dispersed along the main roads and along private camp roads around the ponds. There are also home occupations and a few rural commercial, light industrial and institutional uses. Lincoln's rural areas also serve to preserve open space, wildlife habitat, fisheries habitat and scenic areas.

While the goals of Lincoln's Land Use Ordinance for rural areas are consistent with the Growth Management Act, the rural zoning standards are a not. "The minimum dimensions of the Rural Residential district, coupled with the existing land use patterns along the town's roads are a prescription for stripping out all major roads with residential development, an approach contrary to state goals for an orderly pattern of growth". [40]

CRITICAL RESOURCE AREAS

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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[40] *Letter from Maine State Planning Office (April 30, 2003) stating the Comprehensive Plan's inconsistency with the Maine Land Use Planning and Land Use Regulation Act (Growth Management Act).*

Critical Resource Areas receive a considerable amount of protection through a variety of mechanisms in Lincoln. Lincoln's land use districts that provide the most protection to critical resource areas include the Aquifer Protection Districts, the Flood Prone Area Overlay District and the Shoreland Zoning resource protection district (SD2) and stream protection district (SD4). The other shoreland districts and the Town's proactive efforts to protect its lakes through annual compliance checks and work with lake associations and the UMO Cooperative Extensions also serve to provide considerable protection to many critical resources.

Most of the Town's commercial forestland is in Tree Growth and a number of properties are in Farm and Open Space protection. The amount of land in both these programs has remained stable over the past decade.

Note: Tables 12-2 and 12-3 contain summaries of Lincoln's Land Use and Shoreland Zoning Ordinances.

RECOMMENDATIONS

The following recommendations are designed to make Lincoln's land use ordinance more effective at encouraging growth in growth area (development zones) and discouraging non-resource-based growth in rural areas as is required by the Maine's Growth Management Act. Many of the goals and policies articulated in Lincoln's Land Use Ordinance, such as the purpose statements for each district, establish the foundation for this, but the dimensional requirements and allowed uses do not support the purpose statements in the rural districts. Additionally, in some cases the ordinance could be streamlined by combining districts to make it simpler to administer and easier for applicants.

RURAL DISTRICT RECOMMENDATIONS

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 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 it 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.

VILLAGE GROWTH AREA DISTRICT RECOMMENDATIONS

1. Streamline permitting without compromising quality
2. Increase flexibility to allow for creative designs
3. Allow compact efficient development patterns
4. Policy to accept private roads/sidewalks, etc.
5. Relax parking requirements
6. Infrastructure improvements to encourage growth
7. Residential 1 and 2 Districts – adjust district boundaries to be consistent with the availability of sewer and water.
8. Combine commercial districts so there are just 2 or 3 districts instead of 4

CRITICAL RESOURCE AREAS

1. Incorporate the Beginning with Habitat information and other new information in Chapters 8. Water Resources and 9. Critical Natural Resources into permit reviews.
2. Educate landowners with critical natural resources – deer yards, shoreland adjacent to threatened species, vernal pools, bald eagle nests, etc.

GENERAL STANDARDS

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 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 marihuana dispensaries that should only be located in specific areas, such as away from schools, parks, and residential areas.

Table 10-2. Summary of Land Use Ordinance (continued on next page)				Minimum			Maximum
Zone and Purpose	Sub Dis-trict	Allowed Uses (Primary Examples)	Prohibited Uses (Primary Exam-ples)	Lot Size/ Area per Family	**L**ot **F**ron-tage(**R**oad) /**L**ot **W**idth	Setbacks - **F**ront, **S**ide, **R**ear	Lot Cover-age/ Build.Ht.**
Downtown Residential - Preserve character of resi-dential neighborhoods with a variety of densities and cha-racteristics, on sewer and water.	DR1	Single family homes (SF), non-commercial scientific or education-al	3+multifamily, mobile homes, home occupa., in-law apts., institu-tional, commercial	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, 3+MF, mobile homes & parks, nursing homes, congregate hous-ing, institutional (schools, gov. facilities), light commercial (gro-cery, offices), greenhouses, agriculture	Industry, intensive commercial (ho-tels, auto repair/sales, res-taurants)	5,000 sf/ 1,000 sf	RF = 50' LW = 30'	F = 30'* S = 5' R = 5'	75%/ 40'
Commercial Development - Preserve character of com-mercial neighborhoods as community focal point for cultural, business, and ser-vice activities by providing a full range of public facilities within service areas of sewer and water.	C1	SF, 3+MF, in-law apartments, most institutional, commercial and in-dustrial uses	Waste disposal, mobile homes & 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%, Struc-ture 50%/ 40'
	C3			20,000 sf/ 20,000 sf	LF = 50' LW =30'	F = 30'* S = 5' R = 10'	90%, Struc-ture 75%/ 40'
	C4			30,000 sf/ 30,000 sf	LF = 50' LW =30'	F = 30'* S = 5' R = 10'	90%, Struc-ture 75%/ 40'
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 & commercial	Nearly all residen-tial, no transient accommodations	80,000 sf/ 80,000 sf	LF = 200' LW = 100'	F = 50' S = 25' R = 40'	90%, Struc-ture 75%/ 60'
* Reduced setbacks are allowed to make new development consistent with neighborhood. **Heights can be increased to 60' with approval.							

Table 10-2. Summary of Land Use Ordinance (continued from prior page)				Minimum			Maximum
Zone and Purpose	Sub District	Allowed Uses (Primary Examples)	Prohibited Uses (Primary Examples)	Lot Size/ Area per Family	**L**ot **F**rontage(**R**oad) /**L**ot **W**idth	Setbacks **F**ront, **S**ide, **R**ear	Lot Coverage/ Build.Ht.**
Mobile Home Residential Allow existing and future mobile home parks in a number of locations; to protect the character of the parks.	MR (MHP)	Mobile home parks, single family homes, in-law apts, storage rental units, campgrounds,	Institutional, commercial, 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’
Rural Residential - Preserve rural areas; provide low-density living in remote areas.	RR1	SF homes, mobile homes & mobile home parks, nursing homes, congregate care, resource extraction, institutional, many commercial uses, home occupations, (light manufacturing assembly only allowed in RR1)	Multifamily (3+), auto service and repair; laundry/dry cleaners; 4+ unit motels, hotels, inns; some industrial uses.	20,000 sf/ 10,000 sf	RF = 100’ LW = 50’	F = 50' S = 10’ R = 40’	25%*/ 40’
	RR2			80,000 sf/ 80,000 sf	RF = 200’ LW = 100’	F = 60' S = 25’ R = 25’	15%*/ 40’
Aquifer Protection - Protect present and future ground water sources that recharge the South Lincoln Aquifer	A1, A2, A3 (most to least restrictive)	Single family, some institutional, some commercial, wholesale, warehouses. (*Uses more restrictive in A1 and less restrictive in A3)*	Multifamily (3+), auto repair, dry cleaners, industrial, some institutional, waste disposal.	A1 = 3 acres; A2, 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.							

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LAND USE ORDINANCE PERFORMANCE STANDARDS include:

1. Commercial Agriculture in Aquifer Protection Zones
2. Commercial Agriculture activities in Other Zones
3. Air Pollution
4. Buffers
5. Clearing of Trees and Vegetation
6. Conformance with Comprehensive Plan
7. Conversions (single family to multi-family)
8. Dry Wells
9. Dust, Fumes, Vapors, Gases, Odors, Glare, Explosives
10. Erosion and Sedimentation Control
11. Home Occupations/Home Office
12. Industrial Performance Standards
13. Junkyards
14. Land Not Suitable for Development
15. Lighting Design Standards
16. Manufactured Housing
17. Mineral Exploration and Extraction
18. Mobile Home Park Standards
19. Impact On Municipal Service
20. Off-Street Parking
21. Off-Street Loading Requirements
22. Oil and Chemical Storage
23. Pesticide Application
24. Pollution Levels
25. Preservation and Enhancement of the Landscape
26. Refuse Disposal
27. Retention of Open Spaces and Natural or Historic Features
28. Roads and Water Crossings
29. Sand and Gravel Extraction
30. Sewage Disposal
31. Signs
32. Site Conditions
33. Soils
34. Temporary Storage
35. Timber Harvesting
36. Topsoil and Vegetation Removal
37. Transient Accommodations – Bed and Breakfast
38. Transient Accommodations – Rental Cabins, Cottages, Campgrounds
39. Transient Accommodations – Campgrounds
40. Transient Accommodations (converted building)
41. Utilities
42. Water Quality Protection
43. Reduced Road Setbacks (new dwelling units in Downtown Residential Zones)

Table 10-3. Summary of Shoreland Zoning Ordinance						
Zone and Purpose	Allowed Uses (Primary Examples)	Prohibited uses (Primary Examples)	Min. Lot Size/Area per Family	Min. Shore /Road Frontage/ Lot Width	Min. setbacks: Shore, Side, Rear	Max. Lot Coverage/ Build. Ht.
SD1 - Shoreland Development 1 (general development) – areas devoted to intensive residential, recreational, commercial or industrial activities, or a combination	Residential including multi-family, recreational, commercial, industrial, seasonal to year-round residential conversions,	Agriculture	Sewer – 5,000 sf/1,000 sf;	SF = 100 RF = 50' LW = 50'	SF = 15' S =5' R = 10'	LC = 50% BH = 40'
			No sewer – 20,000sf/ 20,000sf	SF = 100' RF = 100' LW = 50'	SF = 25' S =10' R = 10'	LC = 50% BH = 40'
SD2 - Shoreland Development 2 (resource protection) - areas where development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values	Seasonal to year-round residential conversions	Residential, home occupations, recreational, commercial, industrial, agriculture	40,000 sf/ 40,000 sf	SF = 200' RF = 200' LW = 50'	SF = 250' S = 25' R = 25'	LC = 20% BH = 30'
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	Commercial, industrial, agriculture	20,000 sf/ 20,000 sf	SF = 100' RF = 100' LW = 50'	SF = 100' S = 10' R = 10'	LC = 20% BH = 35'
SD4 - Shoreland Development 4 (stream protection) –	Single family residential, seasonal to year-round residential conversions, home occupations	Commercial, industrial, sand & gravel extraction, agriculture	30,000 sf/ 30,000 sf	SF = 150' RF = 150' LW = 100'	SF = 100' S = 10' R = 10'	LC = 20% BH = 35'
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	Agriculture	40,000 sf/ 40,000 sf	SF = 200' RF = 200' LW = 150'	SF = 100' S = 25' R = 25'	LC = 20% BH = 35'
* Reduced shoreland setbacks are generally permitted in areas with non-conforming lots (these lots were in existence prior to shoreland zoning.						

SUBDIVISION ORDINANCE

Lincoln's Subdivision Ordinance is designed to provide guidance to the Planning Board in administering the State Subdivision Law. A permit is required for subdivisions which are generally defined as the division of a parcel into 3 or more lots/units within any 5-year period, with several exceptions. Lincoln's ordinance spells out application requirements and a procedure for the submission and review of applications. It also includes some of the statutory review criteria and in some cases indicates how these criteria can be met.

At a minimum, the ordinance needs to be updated to reflect current state statutory requirements. For example, Lincoln's ordinance only includes 10 of the 19 statutory review criteria (30-A MRSA Sec 4404). Some of the review criteria not in the Town's ordinance cover impacts to ground water, stormwater requirements, prohibitions on spaghetti lots with shore frontage, phosphorus impacts on lakes, and impacts on roadways in adjacent municipalities. The ordinance states that lots 40 acres and larger are not counted as lots for subdivision purposes, but needs to also state that the lot must be located entirely outside a shoreland zone to not be counted as a lot for subdivision purposes. Given the age of the ordinance, there may be other changes needed to bring it into compliance with state statute.

Other provisions the Town might consider include:

- Requiring or providing incentives for more compact, neighborhood style subdivisions appropriate to village or rural areas, depending on their location.
- Requirements for a soil erosion control plan, buffer strips to protect adjacent uses, adequate drainage, preservation of natural features, common open space or recreation areas along a water body or watercourse.
- Provisions to allow the Planning Board to require a performance bond to assure completion of any public improvements.

CHAPTER 11. FORESTRY AND AGRICULTURE

OVERVIEW

Forestry and agriculture are traditional economic endeavors in rural Maine, especially in central, downeast and northern Maine. The extensive forests of the region have provided the natural resource base that has been the foundation for the local and regional economy. Agriculture has been less significant, but the prime agricultural soils found along the Penobscot River have provided fertile land for a variety of farm operations over the years.

Planning Goal:
To safeguard agricultural and forest resources from development that threatens those resources.

Forests and farms have other values. They define the community's culture, character and landscape. They provide open space for recreation and habitat for wildlife. Forests also protect soil and water, and are increasingly viewed as important for carbon sequestration.

The primary threat to productive forests and farmland is development, including parcelization that results in smaller tracts of land less viable for commercial purposes. Over harvesting of forestland and soil erosion due to poor management practices are other threats.

This chapter examines Lincoln's forestry and agriculture.

SUMMARY

How important is agriculture and/or forestry to the Town and region? Are these activities growing, stable or declining? Are the farms or woodlots important for non-economic reasons, such as scenic landscapes, wildlife habitat, outdoor recreation, or historic significance?

- Commercial forestry and the natural resource base that supports it is the mainstay of the region. Commercial forestry is a significant land use in Lincoln, with almost 22,000 acres enrolled in Tree Growth, as evidence of its importance.
- Commercial agriculture is less extensive, but still an important part of the economy.
- Both forestry and agriculture have scenic, cultural, recreational and wildlife habitat values that are important to Lincoln and the region. These values support the area for recreation, tourism and second home development.

How are land use patterns and land values contributing to the loss of farm or forest land?

- The conversion of forest and farm land to other uses in Lincoln has been very slow over the past decade due to slow overall population growth.

What regulatory and non-regulatory steps is the Town currently taking to support productive farm and forest lands? Are there local or regional land trusts actively working to protect farms or forest lands?

- Most commercial farm and forestland is zoned for rural land uses.

- The Town of Lincoln supports forestry and agriculture by encouraging use of the Tree Growth and Farmland "current use" property tax programs that provide incentives for keeping land in forests and farm land.
- The Town also allows one of its parking lots to be used for an active Farmers' Market.
- There are no local or regional land trusts actively working in Lincoln to protect forest or farmland.

Are there undeveloped parts of Town in which prime farmland soils are prevalent? If so, how are these areas currently being used? How are they being protected?

- Many of Lincoln's commercial farm operations are located on prime and important farmland soils. Some of these soils are being used for commercial forestry and are enrolled in the Tree Growth Tax Program. Other areas of the important farmland soils are either underlying existing development or are along rural roads.
- Protection for active farmland is through the Farm and Open Space Property Tax program and rural area zoning.

Are farm and commercial forest land owners taking advantage of the state's current use tax laws?

- Yes, primarily Tree Growth, and to a lesser extent Farmland. The Town's assessor encourages use of Tree Growth and Farm and Open Space Property Tax Programs, as appropriate.

Has proximity of new homes or other incompatible uses affected the normal operations of farms or woodlot owners?

- This has not been an issue in Lincoln, primarily because of the very rural nature of most of the Town.

Are there large tracts of industrial forest land that have been or may be sold for development in the foreseeable future? If so, what impact would this have on the Town?

- There are many large tracts of industrial forestland in Lincoln that are enrolled in Tree Growth, and the amount of acreage in Tree Growth has remained stable over the past decade.
- The most significant amount of development has occurred along the shores of the lakes and ponds in the form of second homes.

Is clear-cutting an issue in the community? Is the clear-cutting related to normal woodlands management, or is it in preparation for land development?

- Clearcutting does not appear to be an issue in Lincoln, either as it relates to normal woodland management or in preparation for development.

Do local farmers and/or loggers take steps to minimize impacts on natural resources? Do local farms participate in Natural Resource Conservation Service programs?

- Lincoln's land use ordinance contains performance standards designed to assure environmentally appropriate storage and spreading of manure associated with commercial agriculture, and performance standards for erosion and sedimentation control associated with commercial timber harvests.
- The Natural Resource Conservation Service will not release information on those who participate in its programs due to client privacy concerns.

How does the Town support community forestry or agriculture (i.e. small woodlots, community forests, tree farms, community gardens, farmers' markets, or community-supported agriculture)?

- The Town allows use of a town parking lot for the Farmers' Market.
- The Town's land use regulations allow these uses in rural districts and some village districts.

Does the Town have, or need, a street tree or other tree planting and maintenance program?

- The Town of Lincoln is developing a village shade tree program, and plans to apply for a Maine Bureau of Forestry Project Canopy Grant.

Supporting Documentation

FORESTRY

The Town of Lincoln is 75 square miles or about 48,000 acres. Roughly 80% of the Town is forested. The Aerial Parcel Map displays forestland in Lincoln.

There is a considerable amount of commercial forestry practiced in Lincoln. Large commercial landowners include HC Haynes (Lakeville Shores) with about 13,600 acres, the Gardner Land Company with about 4,800 acres and the Edwards Family with over 2,000 acres. All three of these landowners own and manage large tracts of land outside Lincoln. There are also a number of small woodlot owners. Smaller landowners may use their forestland for a variety of purposes including home sites, timber harvesting for personal use or sale to others, for privacy or buffering from adjacent uses, for wildlife habitat, for scenic value, or for recreation.

Landowners can have a variety of reasons for harvesting timber including a desire to generate income, improve the forest, produce firewood, or expand open areas for homebuilding, pastureland or lawn, or to improve aesthetics.

There are many markets for timber products in the region including Lincoln Tissue and Paper, Haskell Lumber, Chester Forest Products, the Gardner Chip mills, Walpole Woodworkers, Babcock Ultra-power Biomass facilities, the mills in Millinocket and East Millinocket, and a number of other sawmills and secondary forest products manufacturers.

TIMBER HARVESTS

There were 645 timber harvests between 1991 and 2007 according to the Maine Forest Service (Table 11-1). Landowners are required to notify the Forest Service before timber is cut or removed when the primary purpose of the harvest is to sell or use the timber for forest products. This amounts to about 40.3 harvests per year and about 1,792 acres per year. Of the total acreage harvested between 1991 and 2007, 79% was selection harvests, 20% was shelterwood harvests, and less than 1% was clearcut harvests (defined in table). About 1.5% or 433 acres of harvested acreage was for a change of land use, or clearing for homes or other structures, for example.

Table 11-1. Summary of Timber Harvest Information for the Town of Lincoln*						
Year	Selection Harvest	Shelterwood Harvest	Clearcut Harvest	Total Harvest	Change of Land Use	Number of Harvests
	Acres					#
1991	1,064	135	40	1,239	-	15
1992	1,603	46	3	1,652	1	25
1993	954	265	57	1,276	20	18
1994	987	188	10	1,185	10	20
1995	899	165	40	1,104	-	22
1996	703	80	10	793	1	19
1997	1,209	246	15	1,470	15	38
1998	1,182	893	33	2,108	20	37
1999	1,957	63	-	2,020	94	63
2000	2,019	423	-	2,442	76	58
2001	3,399	137	-	3,536	150	42
2002	1,443	339	-	1,782	4	41
2003	1,376	787	-	2,163	-	45
2004	727	622	-	1,349	2	56
2005	784	183	-	967	21	54
2006	864	274	-	1,138	11	43
2007	1,420	1,010	18	2,448	8	49
Total	22,590	5,856	226	28,672	433	645

* To protect confidential landowner information, data is reported only where three or more landowner reports reported harvesting in the town.

Key to Headings:
"Selection harvests" remove some trees of all sizes, either singly or in small groups with the goal of encouraging regeneration with a multi-aged stand structure.
"Shelterwood harvests" remove trees from a forest stand in 2 or more stages; the initial harvest removes most mature trees, leaving enough trees to serve as seed sources and to provide the right amount of shade to produce a new generation of trees.
"Clearcut harvests" remove most or all the trees in one harvest; regeneration occurs through natural seeding by nearby trees, from stumps, planting seedlings, or from seedlings already growing in the understory.
"Change of Use" is usually removal and sale of trees prior to land clearing for a home or other development.
Sources: Maine Forest Service; data from Confidential Year End Landowner Reports.

LAND ENROLLED IN THE TREE GROWTH PROPERTY TAX PROGRAM

The Maine Tree Growth Program allows for the assessment of property taxes on forestland to be based on current use rather than market value as long as the land is managed according to the criteria set forth in the law. The law specifies that there must be at least 10 acres of forestland used for commercial harvesting, and that a Forest Management and Harvest Plan be prepared. If the forestland no longer meets the criteria of eligibility, or the landowner opts to withdraw from Tree Growth classification, then a penalty is applied to recover some of the back property taxes. There are a total of 21,921 acres of fo-

restland in Lincoln enrolled in the state Tree Growth Property Tax Program. The amount of land in Tree Growth has remained about the same over the past decade. Land in Tree Growth is identified on the Farm and Forest Map.

Table 11-2. Forestland Enrolled in the Tree Growth Property Tax Program

Total (acres)	Softwood (acres)	Mixed Wood (acres)	Hardwood (acres)	Number of Parcels
21,921	4,436	12,192	5,293	105

Source: Municipal Valuation Return, 2007

Forestry will likely continue as it has over the past decade. As land is converted to house lots or divided into smaller lots, there will be less of a land base for commercially viable forestry.

VILLAGE SHADE TREE PROGRAM

The Town of Lincoln is formally initiating a shade and street tree program for the village area. This effort has begun with an application for a Maine Department of Forestry Project Canopy Grant that will allow the Town to develop a shade/street tree program and plan.

AGRICULTURE

Agriculture continues to be important in Lincoln. It is challenging to make a full-time living through commercial agriculture, so in many cases it is a part-time endeavor that provides additional income to another source of income. Commercial agriculture in Lincoln is listed below. There are also many people with gardens, or who raise a few horses or other livestock for personal use.

- Porter's Greenhouse – greenhouse, produce, flowers
- Stonewall Farms (Alfred Fugazzi) – farm stand, produce, flowers
- Earle Ireland – greenhouse, produce, flowers
- Henry Suitter – hay, produce
- John and Sheila Hanscom – hay
- Steve Taylor – hay
- Herbert Smith – hay
- Dave and Charlene Washburn – hay
- Mike and Carrie McFalls – alpaca
- Phil Young (Sue French) - horses

The Town supports agriculture by encouraging use of the Farm and Open Space Property Tax Program where appropriate and worthwhile to the landowner, and by allowing the use of its St. Peter's parking lot for a Farmers' Market. About a dozen vendors participate in the Farmer's Market on an informal basis.

LAND ENROLLED IN THE FARMLAND PROPERTY TAX PROGRAM

The Maine Farmland Property Tax Program is similar to the Tree Growth Program in that property taxes are assessed based on current use rather than market value if the land remains in agricultural use. In the Farmland Program the property owner is required to have at least 5 contiguous acres. The land must be used for farming, agriculture, or horticulture, and can include woodland and wasteland. The farmland must contribute at least $2,000 gross income from farming activities each year. If the property no longer qualifies as farmland, then a penalty is assessed. There are five parcels with a combined total of 271 acres of farmland and 361 acres of woodland enrolled in the Farmland Program as displayed on the Farm and Forest Map. The amount of land in the Farmland Program has remained about the same over the past decade.

Table 11-3. Farmland Enrolled in the Farmland Property Tax Program

Total (acres)	Farmland (acres)	Woodland (acres)	Number of Parcels
632	271	361	5

Source: Municipal Valuation Return, 2007

PRIME FARMLAND AND FARMLAND OF STATEWIDE IMPORTANCE

Lincoln has an abundance of good to excellent farmland soils as displayed on the Farm and Forest Map. Most of this prime farmland and farmland of statewide importance is located within about 2 to 2.5 miles of the Penobscot River. Many of the Town's commercial farms are located on these soils.

"Prime farmland" has been identified by the U.S. Department of Agriculture as land that is best suited to producing food, feed, forage, fiber and oilseed crops. It has soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime Farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment.

"Farmland of Statewide Importance" is land, in addition to prime, that is of statewide significance for the production of food, feed, fiber, forage, and oilseed crops. These lands are generally considered nearly prime farmland and that economically produce a high yield as prime farmlands if conditions are favorable.

PROTECTION FOR IMPORTANT FOREST AND FARM LAND

There is some protection and/or support for forest and farm land provided through federal, state and local programs as listed below.

THE MAINE FOREST PRACTICES ACT – requires that landowners notify the Maine Bureau of Forestry of any commercial timber harvesting activities, and that commercial harvest activities meet specific standards for timber harvesting adjacent to water bodies, clearcutting and forest regeneration following the timber harvest. If harvesting activities result in a clearcut larger than 5 acres, there must be a separation zone between clearcuts and regeneration standards must be met. This rule requires a harvest manage-

ment plan developed by a licensed forester for clearcuts greater than 20 acres. The rules prohibit clearcuts greater than 250 acres.

FARM AND OPEN SPACE TAX LAW - (36 MRSA, Section 1101, et seq.) and the ***TREE GROWTH TAX LAW -*** (36 MRSA, Section 571, et seq.) both encourage landowners to conserve these lands by taxing the land at a rate based on use, rather than fair market value. There are penalties for removing land from these classifications for development, which provides a disincentive for conversion of the land.

THE U.S. NATURAL RESOURCES CONSERVATION SERVICE AND COUNTY CONSERVATION DISTRICT can provide both technical and financial assistance directly to landowners to help conserve farm and forest land.

LINCOLN'S LAND USE ORDINANCE

The Land Use Ordinance contains provisions to address commercial timber harvesting (1311.5 Sec. V.A.41). The provisions are designed to prevent soil erosion and sedimentation, including requirements for stream crossings. Permits are required for commercial timber harvesting in all districts except the Rural Residential Districts. A timber harvesting plan prepared by a licensed forester is required for downtown residential districts. State statute requires that municipal ordinances regulating forestry need to be consistent with Maine's Forests Practices Act. The Town should update its provisions to be consistent with state law and to more effectively address the primary issues of concern. Town oversight of commercial forestry is probably most important in the aquifer districts and lake watersheds.

The Ordinance also contains performance standards to require that manure spreading and disposal be accomplished in compliance with the Maine Guidelines for manure handling developed by the University of Maine Soil and Water Conservation (1311.5 Sec. V.A.3). This needs to be updated to refer to the most current standards.

CHAPTER 12. HISTORIC AND ARCHAEOLOGICAL RESOURCES

OVERVIEW

Planning Goal:
To preserve historic and archeological resources.

Historical and archaeological resources contribute significantly to the character of the Town. The people of Lincoln treasure their past, which is evident in the ongoing activities of the Lincoln Historical Society, and others who have researched and documented the Town's history. This chapter includes a brief history of the Town, an inventory of archaeological and historical sites, and discussion about what is being done to preserve these important resources.

SUMMARY

Are historic patterns of settlement still evident in the community?

- Many historic patterns of settlement are still evident in Lincoln. The original village in South Lincoln continues as a cluster of residences and a few businesses. Development of the existing village area was a result of the construction of the Lincoln Pulp and Paper mill at its current location in the mid-to-late 1800s. Since then the downtown and adjacent residential areas have expanded. Additionally, there have long been seasonal camps along the shores of the most accessible ponds.

What protective measures currently exist for historic and archaeological resources and are they effective?

- Lincoln's regulations including shoreland zoning, subdivision and the land use ordinance contain language that allows consideration of historic, archaeological, and other cultural resources.
- These ordinances could be strengthened with the language suggested by the Maine Historic Preservation Commission, which primarily focuses on resources that are either on the National Register for Historic Places, or are eligible to be listed on the register.

Do local site plan and/or subdivision regulations require applicants proposing development in areas that may contain historic or archaeological resources to conduct a survey for such resources?

- The language in the regulations could be strengthened by being more specific and requiring surveys and measures to reduce impacts, where appropriate.
- The language could also suggest that the Maine Historic Preservation Commission be consulted, when appropriate.

Have significant historic resources fallen into disrepair, and are there ways the community can provide incentives to preserve their value as an historical resource?

- The Town is not aware of any historical resources that have fallen into disrepair.

- The Town encourages development that is consistent in character, such as the architecture of the new Lakeview Housing on a prominent corner in the downtown village area.
- The Historical Society can work to encourage the protection of historic resources.

Is there an active historical society, and does the Town adequately support its efforts?

- Lincoln's Historical Society is very active in preserving the Lincoln's history. Activities includes a brief history of the Town on the WEB page, the preservation of 300-400 glass negatives, work towards the development of the Town's first pictorial history, and presentations at local schools. The Society would also like to establish an adequate museum space to display small artifacts as well as genealogical, cemetery, and historical documents, pictures and other written historical records.
- The Town supports the Society by leasing them the Corro House for use as a museum.

Supporting Documentation

A Brief History of Lincoln[41], and the Activities of the Lincoln Historical Society

By the Lincoln Historical Society

On January 30, 1829, by legislative authority, the municipality's name was changed from "Mattanawcook" to "Lincoln" and incorporated as the 284th town in Maine. Named for Enoch Lincoln, the sixth governor of Maine, the Town's early growth was considered better than that of many towns due to its intelligent and enterprising newcomers. Census records show that, during the ten-year period beginning in 1830, Lincoln's population grew from 404 to 1,121- a 177% increase.

The primary activity in the early days was lumbering. Farming was also an important activity with wheat and corn as the principal crops in the early years, and potatoes and beans later. With the rapid increase in population during the first twenty years since the arrival of the first settler, Aaron Woodbury, of Orrington, the building trades, blacksmith shops, harness makers and mercantile enterprises began to flourish. In the 1930's, Lincoln, like many communities across the country was hit hard by the Depression. These years of economic devastation changed forever the importance placed on the agrarian way of life to one of manufacturing for the Town of Lincoln. Pulp and Paper production became the primary economic activity, followed by a healthy growth in retail activity and municipal services.

Lincoln's form of government changed during the late 1930's when the first Town agent was hired. In 1942, the first Town Manager was hired and the selectmen/manager/town meeting form of government

[41] *This section has been taken from Lincoln's WEB page. For more information on the history of Lincoln, see the book, History of Lincoln, by Dr. Dana Fellows, available at the Lincoln Memorial Library. Other readings include the History of the Transalpine by Mae Edwards Bailey, the pictorial history of Lincoln, as well as various reports and papers available from the archives of the Lincoln Historical Society and the Lincoln Memorial Library.*

continued for over twenty years, until April 4, 1969, when Lincoln was granted a municipal charter establishing a council/manager form of government. For the first time in over 140 years, the people did not have a direct voice in the Town's affairs.

In the fall of 1825, Ira Fish came to Mattanawcook from New Hampshire and immediately began to build sawmills on Mattanawcook Stream. Work began on the upper mill in September 1825 and was completed the following spring. This mill was on the east bank of the stream near the present day location of the Lincoln Memorial Library. In June 1826, a second sawmill was completed and this was known as the lower mill. More than five million feet of pine logs were put into Mattanawcook Stream during the winter of 1825-1826.

The spool mill in South Lincoln was an important and profitable industry in the community. In 1871, James Emerson built a small sawmill on the site of the future spool mill and engaged in sawing lumber for various purposes, especially white birch for spool bars. The lumber was shipped to the Clark Company of Newark, N.J. to be manufactured into spools. John MacGregor, who came from Scotland in 1869, moved to Lincoln permanently in 1875 and built the first spool mill. The first carload of spools was shipped on February 28, 1876. The mill burned on August 21, 1885 and was rebuilt with the work starting again on January 1, 1886. In February 1898, the business was incorporated as the John MacGregor Company.

Quarrying for granite was also a well established and busy enterprise around 1880 and was a profitable business for many years in the Town of Lincoln. Many of the foundations of the older homes we see in Lincoln today most likely came from one of the quarries here. They included the Jewell Granite Company, operated by V.E. Libby, as well as others operated by A.E. Hurd, W.W. Wells and E.A. Stinson.

Lincoln Pulp and Paper Company, under the control of the Mattanawcook Mill Co., was organized on August 11, 1882, with its chapter approved on February 21, 1883. Pulp mill construction was completed that year and a paper machine, which was actually a crude pulp dryer, was installed. Business continued until 1888 when operations were suspended that year. The mill remained idle until 1893 when purchased by N.M. Jones, James B. Mullen and others, who made extensive repairs, erected some new buildings, installed four small digesters and engaged in the manufacture of sulfite pulp under the name of Katahdin Pulp and Paper Co. Various improvements were made during the next twenty years and in October 1914, the mill was purchased by Eastern Manufacturing Company of Brewer, Maine. Operations continued under the name of Katahdin Division of the Eastern Manufacturing Company. At that time the mill employed approximately 250 people. Over the next fifty years new machinery was added and buildings constructed. In 1964, tissue production began, issuing a new and profitable enterprise for the mill. Six years prior, in 1958, Eastern Manufacturing merged with Standard Packaging Corporation, becoming Eastern Fine Paper and Pulp Division, Standard Packaging Corporation. This relationship lasted ten years until March 8, 1968, when Eastern Division's Lincoln and Brewer Mills closed. This was a frightening and anxious time for the people of Lincoln; however, through this adversity, the people of Lincoln showed their true character. On June 24, 1968, in less than three weeks, Lincoln had raised its needed share of $350,000 to secure financing. In August that same year, Standard Packaging transferred ownership to

the Premoid Corporation (now PRECO), which renamed the mill Lincoln Pulp and Paper. Since that time, Lincoln Pulp and Paper has continued to modernize and it is the only integrated producer of deep-dyed tissue in the world. Currently, Lincoln Pulp and Paper employs approximately 525 people.

The first schoolhouse in the Town of Lincoln was built around 1827 and was located on what was known as the "hay scales lot", near the present location of the WW1 monument on lower Main Street. In 1830, the Town bought the building for $142 and $9 for "necessary articles" and used it as a place for Town Meetings, in addition to a schoolhouse.

Other schoolhouses sprang up throughout the community in the ensuing years. From Lincoln Center (1833), Transalpine (1835), East Lincoln (1838), South Lincoln (1838), North Lincoln, Enfield Road and other locations, the citizens of Lincoln realized, even then, the importance of education. In 1870, a series of enactments began which radically changed the management of the schools. At the annual Town Meeting in March 1888, Lincoln abolished the school districting system and adopted a town school system. The various school locations remained; however, they now were placed under the management of the Town.

The second schoolhouse to appear in Lincoln village was built in 1839 on the Common on School Street (located opposite to the now Lincoln Court Apartments). It was repaired two or three times until 1903, when it was moved to Mattanawcook Lake and used as a fire station.

At the annual Town Meeting in 1902, the townspeople approved the $10,000 appropriation to build a new school house. On September 10, 1903, the Primary School was officially dedicated. It functioned, at different times, as a primary and grammar school, and continued to do so for sixty years, until 1973, when it closed. Later, it was turned back to the Town and used as a museum by the Lincoln Historical Society until it was sold to a private developer in June 1985. The building was torn down in December 1985 and replaced with a new senior citizen housing structure.

The building of the Ballard Hill School was authorized March 17, 1919, with classes beginning January 19, 1920. For a short time it housed grades 3-9, but for many years grades 4-8 and, later k-5 went to school there. It permanently closed as a school in 1984. The building received much needed work and is currently used as a community center.

In 1954, the Ella P. Burr School was built and named in honor of a long time Lincoln educator. It has been expanded and renovated extensively during the late 1980's and early 1990's and, today, children from kindergarten through 4 attend classes there.

Lincoln High School was incorporated by a legislative act on July 29, 1846, and built in 1847 at a cost of $1,000. It continued under this name through the academic year ending November 1849 and was officially changed to Mattanawcook Academy on June 26, 1850, its date of incorporation. For the first twenty years, Mattanawcook Academy offered a curriculum designed to provide a degree of culture as well as competence in business affairs. However, in 1871, it began to offer normal (teacher training) classes in an effort to increase enrollment. For twenty years, until 1892, the Academy was useful as a

provider of teachers. However, that year, the emphasis shifted from teacher training to a college preparatory curriculum. Normal classes were reintroduced in 1909 but ended fifteen years later in 1924. With-Within a decade, Mattanawcook Academy began to show signs of age, and talk had begun about a new and modern academy building. The community's dream was realized with the dedication of a new $100,000 building on October 15th, 1933. The Academy building was expanded in 1962 and again in 1993. Since 1974, it has been used as a junior high school.

On July 1st, 1968 the towns of Chester, Lincoln, and Mattawamkeag joined together for mutual benefit and formed School Administrative District #67. Six years later, on November 24, 1974, the new Mattanawcook Academy was dedicated.

Former schools still standing include the Webber's Mill School, built in 1891, and last used by the Lincoln Credit Union during the 1970's, currently located across from the Lincoln Memorial Library; the South Lincoln School, built in 1923, and closed in 1955, now used as a community building and owned by the Community Progress Club; and, the Lincoln Center School, built in 1925, and now owned by the Veteran's of Foreign Wars (VFW).

In March 1847, the Mattanawcook Observer was the first periodical ever printed in Lincoln. It was published once a week by J.R. Hopkins at seventy-five cents a year. It probably remained in existence for no more than 2-3 years. The Upriver Weekly News was the next paper to appear in Lincoln. It was "A weekly paper devoted to the interest of Northern Penobscot County and vicinity" and was first issued on June 12, 1885. It was published in Bangor and then sent to Lincoln for circulation. This paper continued to about 1889 when it merged with the Semi-Weekly News. After the Bangor Daily News, which began in 1892, consolidated with the Bangor Whig and Courier in 1900, the Up-River News probably was unable to compete and was discontinued soon after. Five years later, in September 1905, the Lincoln Chronicle appeared. It apparently sprang from the Millinocket Journal and at one time carried the double title, "The Lincoln Chronicle and Millinocket Journal". It remained in circulation for ten years. Other papers have come and gone at one time or another, including the Lincoln News of the 1930's and late 1940's, the Lincoln Sun, Gateway News and possible others. However, since 1959, the Lincoln News has been the local paper. It is published every Wednesday and available the following day. It currently has a circulation in excess of 5000.

The Lincoln Memorial Library was founded in 1879 and for many years was housed in stores and homes until book display space became inadequate. Through the generosity of many, but most notably Ella Pickering and the family of John MacGregor, the building of the Library became reality. On March 25, 1925, the splendid new colonial brick building was opened to the public. For its time, the library had no equal in the other towns within the region. It was, and is, a building of which the Town of Lincoln can be justly proud. Today, the Library is a valuable asset, not only to Lincoln, but to the surrounding communities as well. It works in close cooperation with the various schools in the area and many services are free to those wishing to avail themselves of them. The Library also works very closely with the Lincoln Historical Society in helping to preserve important records for genealogical research and general historical information.

The Lincoln Historical Society was organized on June 10th, 1935 and incorporated December 10th, 1962. From 1973 - 1985 it supervised and managed a museum that was housed in the former Primary School. The museum was visited by citizens of Lincoln, and the surrounding communities as well as people from other states and countries. The Lincoln Historical Society had items on display such as a Native American birch bark canoe and war clubs, farm implements, tools, schoolroom items, a 19 century hearse, early 20th century clothing and many other interesting and historical artifacts from the early days of Lincoln. With the loss of the Primary School building, the Historical Society returned items to the donors when possible, and either found other locations for their display or stored the remaining historical items at various locations in the Town.

The Historical Society continued to meet with the goal of owning a building to become a museum. This goal was realized February 2, 1999 when they purchased a building on West Broadway. It took another year of work to clean, repair and refinish the building interior and to reside and paint the exterior. The Historical Society now has a museum to display many historical items from Lincoln's past. Work to further improve the building and to landscape the grounds is ongoing.

The Society has also taken possession of the Webber's Mill School, which in 1997 was moved to the Historical Society's lot on the corner of West Broadway and Perry Street. The exterior of the school building has been refurbished and work to restore the interior is ongoing. The grounds around the schoolhouse have been landscaped and are considered to be one of the most attractive areas in Lincoln.

The Historical Society is very active in their goal to preserve the history of Lincoln for the future generations to enjoy.

The first organized church in Lincoln was the Congregational Church, organized in 1831. However, an actual building was not constructed until 1851. The first organized service occurred on August 28, 1831, by the Rev. J. Sawyer. The Methodist Church, organized in 1836, was the first to have an actual church building, having constructed a building in 1839. Its first preacher was the Rev. Elliot B Fletcher, who came in 1836 before the building of the church. The Baptist Church, located in Lincoln Center, was dedicated on January 1, 1846. Its first minister was the Rev. Sylvester Besse of Paris, Maine. The Catholic Church was completed in 1902, and the first mass was celebrated on November 30th, 1902, by the Rev. Matthew W. Reilly. Since that time, many other churches have been organized and built throughout the community, each with a faithful following.

The Chesley Hayes house, built in 1830, was the first hotel in Town. Other early hotels included the Mansion House, Lincoln House and Penobscot House. The latter, located in Lincoln Center, was a stopover for many people traveling by steamboat along the Penobscot River during the mid-19th century. The first steamboat, under the ownership of the Penobscot River Navigation Company, to make it to Lincoln and beyond was the Governor Neptune, which passed by on November 27, 1847. The following summer, on August 1, 1848, a second steamer, the Mattanawcook, traveled to Lincoln for the first time and continued to do so for approximately ten years. A third steamer, the Sam Houston, built in 1849, also made frequent trips to the Town of Lincoln.

Nearly twenty years prior to the first steamer stopping in Lincoln, the Brewer and Sun haze Daily Stage began running August 18, 1829, between Bangor and Houlton. The trail along the Penobscot, at that time, was rough and broken at best, so traveling was often slow and, at times, dangerous. With the building and expansion of the railroad, the stage and steamer business slowly died and rail became the largest mover of passengers and freight. In the early 1850's there was talk of building a rail line from Old Town to Lincoln. This never occurred until 1869. The rail line was managed by the E & NAB for over eleven years after it reached the St. John (N.B.) in 1871. However, later, some difficulties arose and, in October 1882, the Maine Central Railroad leased the track and eventually controlled the line. Guilford Transportation owned the railroad for a number of years.

In 1825, a forest fire started in the Piscataquis Valley and did immense damage. Strong northwest winds fanned the fires and they soon became uncontrollable. It was said that it crossed the West Branch of the Penobscot and came to the river and came to the river again at the Town of Chester, sweeping down the river to the Old Town line. It evidently did not touch Lincoln, but approximately 1,300 square miles of forest land was burned. Other fires, both large and small, have, over the past 170 years, affected Lincoln businesses and homes. Most recently, on February 28, 1995, a fiery explosion at Tibbett's Building and Fuel Supply proved to be devastating. The resulting fire spread so rapidly that the concrete building was nearly totally destroyed along with all its contents. Had a safety relief valve on a propane truck not worked properly, a catastrophe in one of Lincoln's busiest areas would have resulted.

The name Mattanawcook, a word given to a lake, stream, island and, later, other Lincoln landmarks, has an interesting history. As early as 1793 on a survey map by Maynard and Holland, they note a stream as Mordenarcooch Stream. In 1822, it appears again on another survey map as Matenorcook. A year later, in a letter written by Moses Greenleaf, it is spelled Madanaukook. It appears in its present form in 1829 in a survey by Moses Greenleaf. The Indian meaning of Mattanawcook Lake is "lake that ends almost at the river". The island translation of Mattanawcook is "small, broken islands".

LINCOLN HISTORICAL SOCIETY

As stated above the Historical Society is very active in their goal to preserve the history of Lincoln for future generations to enjoy. Activities that are not listed above include: the preservation of 300-400 glass negatives of Lincoln and work towards the development of the Town's first pictorial history of Lincoln. The Society would also like to establish an adequate museum space to display small artifacts as well as genealogical, cemetery, historical documents, pictures and other written historical records. They are currently leasing the Corro House from the Town. The Society also owns a small park in the village.

INVENTORY OF HISTORIC AND ARCHAEOLOGICAL RESOURCES

The Maine Historic Preservation Commission (MHPC) is the agency responsible for overseeing historic and archaeological resources within the Maine. The Commission has identified three types of historic and archaeological resources that should be considered in comprehensive planning:

- Prehistoric Archaeological (Native American resources, before European arrival)
- Historic Archaeological (mostly European-American after written historic records, about 1600 A.D.)
- Historic Buildings/Structures/Objects (buildings and other above ground structures and objects)

Archaeological resources are those found underground and are locations where there has been prior existence of human beings including structures, artifacts, terrain features, graphics or remains of plants and animals associated with human habitation. Prehistoric archaeological resources are those associated with Native Americans and generally date prior to 1600s. They include camp or village locations, rock quarries and workshops, and petroglyphs or rock carvings. Historic archaeological resources are those associated with the earliest European settlers, and sites may include cellar holes from houses, foundations for farm buildings, mills, wharves and boat yards, as well as shipwrecks.

PREHISTORIC ARCHAEOLOGICAL SITES

MHPC has identified five Native American archaeological sites located on islands in the Penobscot River or on the banks of the River. Only one small area, at the end of the airport runway, has received professional archaeological survey - the results of which were negative for archaeological significance.

MHPC has mapped “archaeologically sensitive areas” for prehistoric sites. Prehistoric archaeological site sensitivity maps are based on the current understanding of Native American settlement patterns. Most commonly, prehistoric archaeological sites are located within 50 meters of canoe-navigable water, on relatively well-drained, level landforms. Some of the most ancient sites (>10,000 years old) are located on sandy soils within 200 meters of small (non canoe-navigable) streams. Where professional archaeological survey is not complete, archaeological sensitivity maps are based on water shoreline, surficial geology, and landform.

Archaeologically sensitive areas in Lincoln include the Penobscot River (river and floodplain), tributary streams of the river, and the shorelines of interior lakes and associated marsh/swamp/bog margins. MHPC states that a professional archaeological survey should be conducted in these areas to identify archaeologically significant sites.

HISTORIC ARCHAEOLOGICAL SITES

MHPC has identified two historic archaeological sites in Lincoln: the Rollins Mountain Fire Lookout Towner 1 and Rollins Mountain Fire Lookout Towner 2; both classified as “American Fire Towers (1913-1971).

Historic archaeological sites can be predicted most often by a review of historic records, maps and deeds. Settlement often focused on transportation corridors, first rivers, and then roads as they were built. Archaeological sites from the first wave of European settlement in any town are likely to be significant (National Register eligible).

No town-wide professional archaeological survey for historic archaeological sites has been conducted in Lincoln. MHPC recommends that a professional archaeological survey be conducted with a focus on agricultural, residential and industrial sites relating to the earliest Euro-American settlement of the Town in the early 19th century.

HISTORIC BUILDINGS/STRUCTURES/OBJECTS

MHPC has not identified any above ground historic resources in Lincoln that are or should be listed on the National Register of Historic Places. However, some locally important historic structures (described in the Brief History above) include the Ballard Hill Community Center, the Lincoln Memorial Library, the Methodist Church, the Congregational Church, the Baptist Church, the Catholic Church, the Historical Society (formerly Webber's Mill School), the South Lincoln School (Community Progressive Club), Lincoln Center School Veteran's of Foreign Wars (VFW). There are also a number of old homes located in Lincoln.

MHPC suggests that a survey be conducted to identify properties that might be eligible for nomination to the National Register of Historic Places.

PROTECTION FOR HISTORIC AND ARCHAEOLOGICAL RESOURCES

The nationally recognized standard for what makes an historic or archaeological resource worthy of preservation is normally eligibility for, or listing on, the National Register of Historic Places. The National Register, administered by the National Park Service, U.S. Department of Interior, is a listing of those buildings, districts, structures, objects and sites deemed worthy of preservation for their historical, cultural or archaeological significance. Because the National Register is intended to accommodate buildings and sites of national, state and local significance, it can include historic or archaeological resources of value to towns. Structures on the National Register also receive a limited amount of protection from alterations or demolition where federal funding is utilized. There isn't anything within Lincoln that has been identified or listed on the National Register of Historic Places.

The primary threat to most of these types of buildings and sites is the desire of their owners, present and future, to alter them in ways that destroy their architectural or archaeological integrity. Activities that disturb the ground can potentially destroy significant archaeological information.

For archaeological resources, MHPC recommends that towns establish a mechanism for review of all construction or other ground disturbing activity within prehistoric archaeologically sensitive and historic archaeologically sensitive areas, or including known archaeological sites. This mechanism might include

contacting MHPC for an opinion, and/or review of the construction area by a MHPC-approved archaeologist.

Maine's Subdivision statute (30-A MRSA 4401-4407) recommends review of impact on "historic sites" (Section 4404(8)), which includes both National Register listed and eligible buildings and archaeological sites. Maine's Shoreland Zoning statute (38 MRSA 435-449) includes, as one of its purposes, "protect archaeological and historic resources" (Section 435). Subdivision or other construction review ordinances might contain language indicating applicability and subdivision plan requirements similar to the following:

- "An appropriate archaeological survey shall be conducted when archaeological sites within or adjacent to the proposed subdivision which are either listed in or eligible to be listed in the National Register of Historic Places, or within or adjacent to an area designated as archaeologically sensitive or potentially containing such sites, as determined by the municipality or the Maine Historic Preservation Commission."
- "If one or more National Register eligible or listed archaeological sites will suffer adverse impact, appropriate mitigation measures shall be proposed in the subdivision plan, and submitted for comment to the Maine Historic Preservation Commission at least 20 days prior to action being scheduled by the Planning Board."

Lincoln's Land Use Ordinance has as one of its purposes "to protect and enhance the natural, cultural and historic resources from unacceptable adverse impacts and to integrate new development harmoniously into the natural environment" (1311.1 Sec I.C.4).

Historical and archaeological resources can also be protected to some extent through public education. The activities of the Lincoln Historical Society serve to increase public awareness and appreciation for the Town's cultural resources. For example, the members of the Society have a program where they present historical information in the elementary school.