CHAPTER VIII
FUTURE LAND USE and PUBLIC SERVICE NEEDS

Towns should be built so as to protect
Their inhabitants and at the same time
make them happy.
Aristotle

INTRODUCTION

The State of Montana, Lewis and Clark County, and the Lincoln Planning Area will continue to grow in population and the need for public services and facilities will grow correspondingly with the population. How that growth will continue is anyone's guess. Growth will depend upon the national, state and local economies; employment opportunities; the vagaries of weather and other influences, not the least of which is the growing popularity of Montana and the Rocky Mountain West as a desirable place to live.

For the purposes of planning two growth scenarios are considered:

I. the area does not grow, but actually decreases in population;

II. the area continues to grow at the rate it has in the last decade, 1.3 percent per year.

A third scenario was considered in the 1994 Lincoln Comprehensive Plan, but due to passage of Initiative 137, the subsequent adoption of 82-4-390, MCA, which banned cyanide heap and vat leaching in future open pit mining, and the failure of Initiative 147 to reverse the ban, the proposed McDonald Gold Project in the Lincoln Area is not currently viable as originally proposed.

SCENARIO I

A scenario that would include a decrease in population within the Lincoln Planning Area is very unlikely. If the statewide trend of population growth of 1.3 percent per decade continues, the Lincoln area will continue to feel the impacts. However, if a major natural disaster occurred in the area or there was a major national economic depression, the trend could be reversed. A major natural disaster, which would destroy or cause significant damage to the limited infrastructure in the area, particularly the Lincoln Sewer System, could render approximately 45 percent of existing housing stock and most of the commercial activity in the Lincoln Planning Area unlivable and unusable.

A major downturn in the state or the national economies would lead to a decrease in the service sector employment. Service sector employment and self-employed services is the base of the Lincoln area economy. Younger individuals would have to leave the area to find suitable employment.

If the population in the Lincoln Planning Area did decrease, due to economic factors, over the short term there would be adequate public services and facilities to serve the remaining population. However, since the community is dependent on volunteers for services, such as fire protection and emergency medical services, over time a reduction in those services could occur. The reductions would be due not only to the decrease in population, but also an increase in the median age of the remaining population. As the population decreased, there would probably be an associated decrease in County- provided services, such as sheriff's patrols, library services and solid waste facilities.

SCENARIO II

PERMANENT RESIDENTS

It was estimated 1994 that Lewis and Clark County is expected to grow at a rate of 2.96 per year percent per year. In 1995, the rate of growth in the Lincoln Planning Area was estimated to be 1.1 percent per year. Population estimates for school age children and persons over 65 years of age were based on the existing percentage of population, which were 12.7 and 8.7 percent respectively. Census 2000 data indicates that 25.7 percent of the population in the Lincoln CDP is under the age of 18 and 15.7 percent of the population is 65 years and older. The number of needed housing units is estimated based on the current household size of 2.28 persons per household. Permanent residents are defined as people with mail and telephone services in Lincoln.

SEASONAL RESIDENTS

As of 1994, it was estimated, based upon the Lincoln Community Council housing survey, that there were approximately 870 seasonal residents in the Lincoln Planning Area. Of the 870 persons, 270 maintained seasonal homes in the Lincoln Townsite and approximately 600 persons maintained seasonal homes outside the Lincoln Townsite. Seasonal or part-time residents are difficult to make future projections for, unless the seasonal projections are tied to seasonal employment. Lewis and Clark County and the Lincoln Planning Area do not have what is typically described as seasonal employment.

Most of the owners of seasonal homes in the Lincoln Planning Area are retired and live in the area during the summer months or have plans to retire to the area. Those who are seasonal residents and plan to retire to the area have been accounted for in the estimated 1.3 percent growth of the permanent population.

Assuming the Lincoln Planning Area follows the trends established in many areas of Montana, most of the future seasonal residents of the area will be expected to reside outside the Lincoln Townsite.

Development of permanent and seasonal homes outside the Lincoln Townsite will cause additional burdens on many public services. The services that will be impacted the most will be emergency services, such as the volunteer fire

department, the volunteer ambulance service and the sheriffs department. These additional burdens on the service providers would be caused primarily by longer travel distances and difficult access to the outlying areas, due to poor road conditions, lack of identification signs, and the difficulties of identifying structures through thick vegetation.

FUTURE DEVELOPMENT

Within the Lincoln Townsite there are approximately 445 platted lots for residential development. Of those 445 lots, approximately 120 are undeveloped. Based on population estimates in 1994 and an estimated household size of 2.29 persons per household, the undeveloped lots and reuse of currently substandard and dilapidated homes within the Lincoln Townsite should provide sufficient home sites for the estimated permanent population until the year 2020. It must be recognized that the availability of the 120 undeveloped lots is predicated on the owners desire to develop or sell the property. Currently, few of the undeveloped lots are available.

The 2003 Lewis and Clark Growth Policy list development areas as urban, transitional or rural. All of the Lincoln Planning Area is classified as "rural". The Growth Policy recognizes that growth and land development in a Rural Area can result in some significant costs. The Policy states that development outside of the identified Urban Areas and Transition Areas need to be self-sufficient. The cost of development should be borne by the developer and residents. The development density should be dependent upon the level of service that can be provided by the developer, the availability of essential services, the environmental constraints on the property, and the design standards in place at the time of review.

The platted area of the Lincoln Townsite will not accommodate large residential development, due to sewage disposal limitations. It is likely that any housing developments in the near future would take place outside of the townsite and include a sewage disposal system as an integral part of the design.

The need for multi-family housing in the Lincoln Planning Area has not been well researched. Anecdotal evidence indicates that there is a need for affordable rental housing in the area. Many of the older residents of the community indicated their desire to remain in the area in the 1994 Opinion Survey, but did not wish to maintain a large home and yard. Extensive multi-family development within the Lincoln Townsite may be hindered by a lack of sewer capacity.

COMMERCIAL

In the Lincoln Planning Area most of the commercial and retail space is located in the Lincoln Townsite and adjacent to State Highway 200. The exact square footage of commercial and retail space in the Lincoln Planning Area is not known. In more urban areas, the rule of thumb is 18 square feet of commercial/retail space per capita.

Lincoln's linear commercial strip development is typical of many small communities. All business owners wish to have the maximum visibility and accessibility to the highway. While linear commercial development meets the needs of business owners, it creates many problems. Traffic problems due to no controlled access, a proliferation of identification and advertising signs, increased impermeable surface areas and storm water runoff due to each business requiring an individual parking area, and the lack of a community center. The future land use map identifies an area north of Highway 200 for possible future commercial/retail development. This area is located near the center of the townsite and is adjacent to existing commercial properties. Controlled access could be provided by the extension of Stemple Pass Road. The eastern portion of the area is undeveloped and adjacent to the Lincoln Lodge. The possible use of the Lincoln Lodge as a community center could provide a focal point for the town. The western portion of the area is currently a trailer court. This area could be redeveloped for retail businesses and off highway parking. With proper design the area could accommodate not only a walking/shopping area but create an alternative traffic route that would aid in merchant exposure as well as providing parking opportunities. Currently, the shoulder of Highway 200 is used for parking in the center of Lincoln's commercial district, which creates traffic hazards for pedestrians and vehicles.

INDUSTRIAL

The Planning Area has five (5) industrial facilities, all of which are located outside the Lincoln Townsite:

- High Country Beef Jerky
- Bouma Postyard
- Lincoln Sawmill
- Conifer Logging
- Gehring Lumber

New or expanded industrial development is not likely in the near future, however, the community may want to consider recruiting appropriate industries to the area. Identifying a suitable site for an industrial park and a flexible conceptual plan could be used as an enticement to prospective developers. Adequate infrastructure such as sewer capacity, water availability, and labor force may be essential for industrial development to occur.

TRANSPORTATION

The existing transportation system in the Lincoln Planning Area is a mixture of public roads, County roads and State highways. In a moderate growth scenario the existing infrastructure would be expanded concurrently with development through County funding and the creation of further Road Improvement Districts (RIDs).

Two rural improvement districts are located in the Lincoln Planning Area. The Lambkin RID was created in 1989 and the Lincoln RID was created in 2004, both

by resolution. The Lambkin RID was used initially to chip-seal the roads in the Lambkin Subdivision and the loan was in the amount of $69,264 to be repaid over a period of eight years. The assessments in the RID were based on the square footage of the property. The loan has subsequently been repaid and the same assessment method is applied to the lots for maintenance purposes. A reserve fund is being built up for a chip-seal project. The assessment for the RID is $0.0035 per square foot of property per year. The average amount paid is $53.27.

The Lincoln RID was created in 2004 for the purpose of funding improvements to the streets in the Lincoln Townsite, excluding Highway 200. The improvements include asphalt overlay, pothole repair, blade patching, chip sealing, shaping and compacting of gravel, and gravel replacement and if insufficient funds are available to complete all the above improvements, only a portion of the items will be performed in conjunction with the funds available. The improvements will enhance the safety of the streets but may be less than the requirements of the current County road standards.

Annual costs for said improvements are $50,813 for a period of 10 years, including the cost of engineering, inspection, and administration. Each geo-code (*property tax identification number*) within the district is assessed $152.00 per year for the 10-year length of the loan. The project will be funded by a loan from the Montana Board of Investments, Intercap program.

In conjunction with the improvement district, a maintenance district was also established. The maintenance activities include contributions to a reserve account for future surface treatment (chip seal), crack sealing, and other maintenance and repair as necessary to preserve the road surfaces. The annual cost for said maintenance is $4,995, with each geo-code within the district paying $15.00 per year.

An increase in population may create the need for improvements to the existing transportation infrastructure in the planning area. Possible financial vehicles for the improvements include: additional RIDs, County funding, grants, and impact fees.

LAW ENFORCEMENT

Currently there are two (2) sheriff deputies stationed full-time in Lincoln. It is estimated that the average cost for one sworn patrol officer per year is approximately $91,000 in Lewis and Clark County. These cost estimates include salary, benefits, uniforms, radio cell phone, operation and maintenance cost and the amortization of vehicle costs over four years.

Residents often express concerns about the lack of law enforcement in the Lincoln Planning Area. Due to the substantial area the Lewis and Clark County Sheriff Department is required to patrol, oftentimes the officers are in the

community. A possible solution for Lincoln would be to investigate the possibility of retaining a constable.

The Lincoln sheriff's substation is located south of the Lincoln Townsite, across the Blackfoot River. This location does not afford law enforcement high visibility in the community. Also, in case of major flooding, the substation may be cut off from the majority of population and the other emergency care providers.

The Lincoln Rural Fire District is actively pursuing available options to expand the current emergency services facility on Stemple Pass Road. There have been isolated discussions on the possibility of combining the Fire Dept., the Lincoln Ambulance, and possibly the Lewis and Clark County Sheriff's Dept. Substation or the Montana Department. of State Lands Lincoln Initial Attack Unit. The option is discussed in more detail in the following Fire Services section.

The increased visible presence of the Sheriff's Department in the community would also address some of the concerns expressed in the 2004 MEDA survey (see I-2 through I-7) regarding the service provided by the Sheriff's Department. A higher community profile by the Sheriff's Department could reduce alcohol sale and consumption by minors, as well as reducing the speed of traffic on Highway 200 through the Lincoln Townsite.

FIRE PROTECTION

The Lincoln Volunteer Fire Department currently has seventeen (17) members. The fire department covers an area of approximately 105 square miles and serves approximately 1,750 residents, depending on the time of the year. Based on a per capita ratio, the Lincoln Planning Area has one of the highest Level of Service standards in the County, one (1) firefighter per 64 permanent residents. However, when the total area served and the vast areas of wild lands are factored in, the Level of Service standard is severely reduced and may be lower than the county standard.

In January of 2005, the Lincoln Rural Fire District and the residents of the Lincoln community prepared the *Fire Risk Management Strategy Community Protection Plan* to address the challenges of efficient fire prevention, mitigation, planning and firefighting capabilities. The Lincoln area faces a number of challenges in providing efficient fire protection and emergency medical services. Lincoln is located in a heavily timbered valley, and the entire fire district is part of the wild land-urban interface (WUI). The Lincoln Fire District, DNRC and the Forest Service provide wild land fire protection. The fire district of Lincoln is rated as "Very High" by the Montana Department of Natural Resources for WUI fire danger. In addition to the risks of wild land fires, the fire department must also prepare for commercial and structural fires, vehicular accidents, and emergency medical situations. Provisions of these vital services can be complicated by the heavy snowfall the Lincoln area experiences annually.

For a comprehensive fire risk management plan, please refer to the *Lincoln Rural Fire District - Fire Risk Management Strategy Community Protection Plan.*

In a fire district, property owners are assessed a special tax for the operation and maintenance of the district. The tax is based on property valuation. The mill levy (2005) was 17.27 for properties in the current district boundaries.

In a fire service area, the property owners pay a flat fee for fire protection. The fee is assessed only on those properties with improvements greater than $50.

EMERGENCY MEDICAL SERVICES

The Lincoln Volunteer Ambulance Services crew consists of eight (8) volunteer EMTs. Training for all ambulance crewmembers is extensive and includes approximately 100 hours of continuing education training annually. The Lincoln Volunteer Ambulance Service operates two fully equipped Advanced Life Support (ALS) ambulances, which include a 2002 4X4 Type 1 Ambulance and a 1989 2-wheel drive Type III ambulance. Each is equipped with a Monitor/Defibrillator, Advanced Airway kit, ALS Medication and Drug kit, intravenous fluids, and all other basic and advanced life support supplies and equipment required by the State of Montana for the advanced life support level of care. The 1989 Type III, while still in excellent condition, will probably need replacement in the near future. Current (2005) replacement costs for a 2005 ambulance ranges from $140,000.00 to $162,000.00 based on the manufacturer and the vehicle configuration.

In 1994, five (5) FRA's (First Responder Ambulance) in the Volunteer Fire Company provided back up. Additionally, several members of the Lincoln Volunteer Fire Company were enrolled in training classes to obtain FRA certification.

The Ambulance responds to all medical emergencies within a 50-mile radius of Lincoln, and more if necessary. The Ambulance also responds with the Lincoln Volunteer Fire Department to structure fires and provides limited rescue capabilities with the Fire Department within their area of operation.

The Ambulance transports patients to Helena, Missoula, or Great Falls depending on the patient's wishes, the situation, or the location of the emergency.

If necessary, the patient can be transferred to a Life Support Ambulance from one of the surrounding area hospitals or to Helicopter Media from Missoula or Great Falls.

MEDICAL SERVICES

The State of Montana has been experiencing a growing shortage of physicians. The general rule of thumb used by health care planners for defining adequate

coverage by primary care physicians is one primary care physician for every 1,200 to 1,500 people. Nationwide, there are 2.4 physicians of all types per 1,000 persons (U.S. Public Health Service, 1994). The physician to population ratio in the State of Montana is approximately 1:640. There are over thirty counties in Montana that are listed in the Federal Registrar list as "Health Professional Shortage Areas". Lewis & Clark County, as a whole, is not one of those counties, except for "the isolated community of Augusta". Lincoln was previously included in that designation, but because of the medical services provided by the community's physician who closed his practice inn March of 1996, Lincoln lost its HPSA (Health Professional Shortage Area) designation. This designation is important in recruiting medical provides to the area as it defines those areas which may qualify for loan repayment funding. Currently, the Lewis and Clark City/County Health Department, St. Peter's Hospital, and the Montana Department of Public Health and Human Services are working to reinstate this designation, due to the loss of the physician and the closure of the Parker Medical Clinic by the County Cooperative Health Center in 2005. The people in the Lincoln area are working with other medical partners to find grant funding to reopen the facility.

The Montana Department of Health and Human Services includes the Lincoln Planning Area in a "rational service area" which includes the communities of Lincoln, Augusta and Helmville. This rational service area has been designated as an un-served area because the service area has a physician to population ratio greater than 1:1,500. Another reason the northern portion of the County is designated as under-served is that a substantial number of the service area residents live in areas 45 minutes or more from Helena, where approximately 100 physicians (40 primary care) practice. Terrain obstacles, such as the Continental Divide, poor roads, inclement weather and lack of transportation resources, exacerbate the distance of the Lincoln Planning Area from medical services.

In addition to lacking medical facilities, the Lincoln Planning Area has been identified as being severely under served for low-income individuals and families with respect to dental care. Lincoln currently has a private dentist who travels from Missoula to Lincoln to provide dentistry services once a month.

PARKS and RECREATION

Table VIII-1 presents the national standards for selected recreational facilities. For the most part, the Lincoln Planning Area exceeds the national standards for most facilities. In 1994 the Lincoln Community Council Opinion Survey indicated that a large number of the respondents thought there was an inadequate availability of recreational and other facilities for children and teens. Many of the existing facilities are operated by the School District and are used in school activities. The scheduled activities preclude the use of the facilities by others. Having the facilities open to the general public would increase the District's

operation and maintenance cost and would also increase the cost of liability insurance.

TABLE VIII – 1
SUGGESTED FACILITY DEVELOPMENT STANDARDS

ACTIVITY/FACILITY	RECOMMENDED SPACE REQUIREMENT	NO. OF UNITS PER POPULATION
Badminton	1,620 SQ. ft.	1 per 5,000
Basketball Youth High School	 2,400 - 3,036 sq.ft. 5,040 - 7,280 sq.ft.	1 per 5,000
Ice Hockey	22,000 sq.ft. including support area	1 per 100,000
Tennis	Minimum 7,200 sq ft. for single court	1 per 2,000
Volleyball	Minimum 4,000 SQ. ft.	1 per 5 000
Baseball Official Little League	 3.0 -3.85 acre minimum 1.2 acre minimum	1 per 5,000
Football	1.5 acre minimum	1 per 20,000
Soccer	1.7 - 2.1 acres	1 per 10,000
1/4 mile running track	4.3 acres	1 per 20,000
Softball	1.5 to 2.0 acres	1 per 5,000 (if also used for youth baseball)
Multiple Recreation Court (basketball. volleyball, tennis)	9,840 sq. ft.	1 per 10,000

(SOURCE: National Recreation and Parks Association, 2005)

The Lincoln Park Board currently maintains Hooper Park on the east end of Lincoln. Hooper Park has a covered pavilion and hosts many community events and gatherings. Hooper Park has 26 shaded campsites, 12 of which have electric and water hook-ups. Additional amenities include fire pits, picnic tables, horseshoe pits, and bathrooms. Fees are $6.00/$12.00 per night.

Additionally, it should be noted that the community of Lincoln has several locations in the area that are set aside for parklands but have not been developed due to a lack of funding.

The U.S. Forest Service maintains two (2) campgrounds (Copper Creek and Aspen Grove) in the Lincoln Planning Area. Copper Creek Campground (Snowbank Lake) is located northeast of the Lincoln Townsite and may be reached by turning north off of Highway 200 on the Copper Creek Road, #330, and following it for a distance of eight miles to the campground. The campground is open from Memorial Day through Labor Day and available for a daily fee of $6.00. Facilities include 21 campsites with tables and fireplaces, toilets, potable water, and trash disposal. Trailer spaces (maximum of 20 feet) are available.

The Forest Service also maintains a campground at Aspen Grove, located seven (7) miles east of Lincoln, on the south side of Highway 200. The campground is open from one week before Memorial Day through October 1. The daily fee is $8.00. Facilities include 20 campsites with tables and fireplaces, toilets, potable water, and trash disposal. Trailer spaces (maximum of 50 feet) are available. A Day Use Area at Aspen Grove is available. Day use facilities include six (6) sites with tables, fire grills, and potable water.

SOLID WASTE

The Lincoln Refuse District (LRD) operates a combination Roll Off/Class III landfill east of the Lincoln Townsite. The facility consists of two 40 to 42 yard containers and a burn area for yard waste. Currently the containers are replaced once per week and the solid waste disposed of at the Great Falls Landfill. The site is staffed during operating hours, currently 9:00 am to 5:00 pm, Saturday, Sunday, and Mondays, excluding holidays. The attendant is responsible for monitoring the site and recording the volume of waste. Countywide solid waste generation is estimated annually per residential household to be 4,000 lbs. (10.95 lbs. per day). Solid waste generation varies with the time of year, usually there is an increase in the spring. This is particularly true in Lincoln as the population swells a great deal in the spring and early summer as part-time residents return.

Table VIII-2 presents the estimated residential solid waste generation for the Lincoln Planning Area. The estimates are based on permanent residents increasing at a "normal" growth rate using historical data from landfill records. Reliable figures for commercial use are not currently available.

Recycling opportunities in Lincoln are limited by the distance required to transport recycled goods to Helena, Great Falls or Missoula. The LRD does provide a receptacle at the landfill for recycling a number of items for those willing to sort household solid waste.

LRD hopes to attain a 20 percent reduction in total waste after the recycling plan is fully operational. There are several individuals in the Lincoln Townsite who recycle aluminum, paper and certain types of glass and plastic items. An organized recycling effort would aid the landfill in controlling costs. Every ton of

waste that is recycled rather than disposed of in a landfill decreases the cost of disposal by $100.00.

Additionally, LRD is investigating the possibility of obtaining and using a compactor system to reduce costs by reducing haulage charges. Currently, solid waste is hauled to Great Falls as the containers are filled, without compacting.

Large amounts of yard waste are accumulated yearly at the landfill. Open burning restrictions have greatly curtailed LRD's ability to dispose of the waste that historically was burned. To address this situation LRD is currently investigating the possibility of composting the yard waste on site. Windrows of grass clippings, pine needles, and other "clean" waste will be windrowed at the landfill and monitored for moisture and microbial activity. The windrows will be maintained and turned through approximately two (2) years and applied to the old landfill site to support re-vegetation.

TABLE VIII – 2:
SOLID WASTE GENERATION ESTIMATES 2005 TO 2020

YEAR	FULL TIME RESIDENT	RESIDENTIAL LANDFILL USERS	SOLID WASTE GENERATION (LBS)	CONTAINERS NEEDED PER YEAR
2005	2,041	748	2,243,317	224
2006	2,064	756	2,267,994	227
2007	2,087	764	2,292,942	229
2008	2,110	773	2,318,164	232
2009	2,133	781	2,343,664	234
2010	2,156	790	2,369,444	237
2011	2,180	799	2,395,508	240
2012	2,204	807	2,421,859	242
2013	2,228	816	2,448,499	245
2014	2,253	825	2,475,433	248
2015	2,277	834	2,502,663	250
2016	2,302	843	2,530,192	253
2017	2,328	853	2,558,024	256
2018	2,353	862	2,586,162	259
2019	2,379	872	2,614,610	261
2020	2,405	881	2,643,371	264

(Source: Lewis & Clark County Planning Dept.. 1995)

WASTEWATER TREATMENT

In 1995, national estimates for wastewater generation ranged from 45 gallons per capita per day to 70 gallons per capita per day. The 1980, 201 Facility Plan prepared by Stahly Engineering used a 69 gallon per capita per day estimate.

The reasoning for the use of the higher value was to factor in tourist, day traffic and commercial development's impacts. The system was originally designed to handle a maximum daily flow of 63,600 gallons per day or a permanent population of 910 people. It is estimated that the permanent population of the Lincoln Sewer System's service area is 617 persons with a seasonal population of 887 persons.

Due to equipment failure in the past, it has been impossible to determine the exact flow rates and the system's capacity utilization. Utilizing the estimated population within the sewer's service area, it was estimated in 1995 the peak flow is 61,337 gallons per day, or 96 percent of capacity and the average daily flow would be 42,653 gallons per day, or 67 percent of capacity.

In 1995, there were 120 lots within the Sewer District that are developable. Development of these lots would add an estimated 22,899 gallons per day to the system. This amount added to estimated current flows would exceed the system's design capacity.

The Sewer District hired an engineering consultant (Stahly Engineering) in early 1995 to prepare an updated facility plan.

An additional storage lagoon and a second irrigation site and pump have recently been installed to meet current wastewater treatment needs.

Rehabilitation of the existing pump stations would include installation of a corrosion control system, cleaning and coating the interior items that have corrosion problems, and replacing the steel components with stainless steel parts and fasteners.

Areas outside the Lincoln Sewer District will continue to rely on-site wastewater treatment systems. New water quality regulations will require nitrate sensitivity analyses on all new systems and "time until phosphorus breaks through" calculations on systems installed near watercourses or in areas with seasonally high groundwater.

EDUCATION

Students enrolled in classes in School District #38 account for approximately 25.7 percent of the permanent population in the planning area. The District currently (2004-2005) meets State accreditation standards for student/teachers ratios. The District currently employs 17.875 FTE teachers. The State accreditation standards require that in single grade classrooms, the maximum class size shall be:

- no more than 20 students in kindergarten and grades 1 and 2;
- no more than 28 students in grades 3 and 4; and

- no more than 30 students in grades 5 through 12
  (Office of Public Instruction, 2005)

The 2004-2005 Lincoln Elementary students per FTE teacher ratio were 12.6. The 2004-2005 Lincoln High School students per FTE teacher ratio were 10.1. Grades 7-8 had a students per FTE teacher ratio of 10.3.

In 1994, the combined Lincoln elementary and high school's physical facility consisted of a 32,586 square foot main building, which housed 14 classrooms, superintendent's and staff offices, library, gymnasium and two restrooms. Classroom space was augmented by the purchase of a 1,848 square foot modular classroom. The School had been utilizing an upstairs hallway as an art classroom and the gymnasium doubles as the cafeteria. Specialty class sizes were limited to 8 to 16 students due to space constraints.

To accommodate an increase in high school enrollment, the district leased a modular unit in 1994. In 1997, the district purchased the modular unit. In the spring of 1995, a volunteer community effort was undertaken to develop the property acquired in 1990. The improvements added a football field, track, and physical education area. In the fall of 1995, community volunteers' and the Industrial Arts Department constructed a playground for the elementary school.

In 1997, a wing was added to the west side of the gymnasium which was to house a weight room and physical education storage. In 1998, the wing was expanded to the north. This addition housed an additional classroom and an Interactive TV (distance learning) room.

Projected growth in the student population, and the results of a facility evaluation by an JGA Architects of Billings, Montana, prompted the board to purchase 26.86 acres of land east of town in 1998. In 2001, District #38 was a successful recipient of a School Renovation grant. The grant was written for the development of a new water well with a well house for the school district on the newly acquired property. The project blossomed from a small well house structure to a 40' by 60' multi-purpose building. The building was funded through the grant and the district building reserve fund and has been partially constructed through volunteer labor and the high school Industrial Arts Construction class. The multi-purpose building houses a high school football dressing and storage area, junior high football dressing and storage area, track storage area, general school storage area, well pump room, concession area, and football crows nest.

Table VIII-3 represents the fiscal year 2005 funding sources for the School District's budget. The estimated school district "base mill levy" is expected to fluctuate slightly in the near future.

TABLE VIII - 3:
BUDGET FUNDING for SCHOOL DISTRICT #38
FY 2004-2005

Funding the BASE Budget	
Direct State Aid	$627,321
Special Education	$36,627
Fund Balance Reapportion	$92,381
Non-Levy Revenue	$42,220
District Property Tax	$158,361
State GTB Aid	$221,030
TOTAL BASE BUDGET	$1,177,940
BASE MILL LEVY	66.64
Funding the Over-BASE Budget	
District Property Tax	$140,000
Total Over-BASE Budget	$140,000
Over-BASE MILL LEVY	58.91
TAXABLE VALUATION	$2,376,505
SUBSIDY MILL (GTB)	
Elementary	$2,534
High School	$4,449

(Source: Office of Public Instruction, 2005)

COUNTY GOVERNMENT

County government will continue to grow at a very slow rate during the planning period. The rate of government growth will be driven by the countywide population growth, subject to any legislative or fiscal constraints. The current Level of Service is one county employee per 144 persons.

County employees who work predominantly in the Lincoln area will remain at current staffing levels: two sheriff's deputies and members of the road department crews. Significant population increases in the Lincoln Planning Area will likewise increase demand for County services such as health and social services, road construction and maintenance, and land use planning.

ENVIRONMENT

The Blackfoot valley has been blessed with a unique and beautiful natural environment. Many past abuses of the land have or will soon be rectified. The Upper Blackfoot Mining Complex (UBMC) has been undergoing voluntary remediation since 1993. The remediation process will continue until all discharges meet State water quality standards. Petroleum spills within the

Lincoln Townsite were being monitored, and present little danger to human health and safety at the present time.

As the Lincoln area grows, the expanding population will create challenges regarding water quality, land use planning, wildlife habitat and open space conservation.

The principal threat to water quality in the Lincoln Area will continue to come from improperly installed and maintained on-site wastewater treatment systems. Subdivision development will have to be monitored closely to assure proper design of on-site septic systems. Improperly designed, placed or maintained systems could impact a great deal of individuals because of the high transmissivity of effluents in the valley alluvium. Not only is the health of humans at stake, the long-term viability of native fish and invertebrate populations could suffer from elevated nitrates in the groundwater.

Other potential conflicts will include open space conservation and overcrowding. Future subdivisions will need to address land use planning as a part of the subdivision process.

Agricultural lands need to be protected, surface water corridors and wetlands need buffer zones to enhance water quality and protect habitat for wildlife, and residential development needs planning to provide for intelligent housing. Homes need to be accessible to emergency traffic, fire danger must be minimized, and open areas maintained for wildlife and parks.

A practice that has become somewhat of a tradition within the Lincoln Townsite is feeding the white tailed deer. The Townsite is located in the middle of critical white tail winter range. It is a violation of state law to provide supplemental feed attractants to game animals. While there are no recorded incidences of human/deer conflicts in the Lincoln area, there is an increased danger there will be. Not only does the luring of deer into town with feed make the deer easy prey for roaming dogs, it may also attract predatory species, such as bear and mountain lions, into conflicts with humans.

As development spreads to the outlying areas, more and more wildlife will be compromised with homes, fencing and the loss of wildlife corridors. There are many ways to prevent the loss of wildlife habitat when designing and locating a new home. Leaving a vegetative cover along watercourses will allow wildlife to move freely. The use of wildlife friendly fencing, except for those protecting gardens, fruit trees, compost piles and such, should allow for easy crossing by big game and other wildlife.

LIBRARY

The Lewis and Clark Library System has 97,545 titles and 136,619 items or an estimated 2.45 items per capita. The Lincoln Library has 4,060 titles and 7,541

or an estimated 7.01 items per permanent resident. This is substantially above the countywide average. The Lewis and Clark County Library System has an annual book budget of $350,000.

The Lewis and Clark Library System have a computer network established between all three (3) of its branches (Helena, Lincoln, and Augusta). From the computers at each library, patrons can access a great variety of reference materials. Computers, with Internet access, are also available for public use.

IMPLEMENTATION TOOLS

ZONING

Zoning is a tool used by local government to control and direct land use in communities, in order to protect the public health, safety and welfare. Zoning requirements are laid out in two documents: the zoning map and the zoning ordinance. Traditional zoning divides a community into districts (zones) and establishes different land use controls or regulations for each district, which specifies the allowed use of land and buildings, the intensity or density of such uses, and the size of buildings on the land.

Under zoning, there are typically three categories of allowed uses: principal uses, which are generally "uses by right" - allowed in the zone without further review and without limitation other than bulk or intensity requirements of the zone; accessory uses that are only allowed as uses incidental to the principal use; and, uses that are allowed by special exception or some other form of special review.

Traditional land use regulations strive to separate incompatible land uses. Traditionally, land uses are divided into four basic categories: residential, commercial, industrial, and agricultural. Cumulative or pyramidal zoning establishes a hierarchy of land uses designating the relative desirability of each use. Under cumulative zoning, only uses less desirable than the intended use are excluded from any zone; more desirable uses are permitted. Cumulative zoning places single-family detached residential uses at the top, followed by residential uses in reverse order of density, followed by commercial uses. agricultural uses, and finally heavy industrial uses. In such a system single-family residential uses would be allowed in the top zone, but residential uses would be allowed in any commercial zone and any use would be allowed in the heavy industrial zone. Complete cumulative zoning is not as common today as it once was. However most communities still have cumulative provisions within their residential, commercial and industrial districts.

Because most residential property owners tend to object to certain commercial and industrial activities near their homes, many communities now have exclusive zoning. This type of zoning does not assume that one type of use is higher than

another and does not allow for "higher uses" in industrial districts. This type of zoning is the easiest to administer.

Traditional zoning is an easy and straightforward way to block out a map and designate areas for residential or industrial. But not all land uses are easily categorized. Many factors such as steep slopes, wetlands, historically significant buildings or sites can make traditional zoning inappropriate. In order to be more flexible, performance standards and/or overlay zones can be established.

"An overlay zone or district is a mapped area with restrictions beyond the traditional underlying zone. An underlying district is usually used when there is a special public interest in an area that does not coincide with the already mapped traditional zones" (Zoning News, August, 1991). The overlay district may cover parts of several underlying districts or only a portion of one district. It is easier to establish an overlay district than it is to write zoning categories for each special district. The underlying zone, generally, determines the permitted land uses, while the overlay zone may restrict the design, require additional setbacks, or establish other restrictions that will meet the district's purpose. In cases where there is a conflict between the requirements of the overlay district and the overlying zone, the overlay restrictions apply.

Zoning can be a useful tool, if properly used. It can play an important part in guiding a community's growth and development. Zoning should not be undertaken with the impression it can be used to fashion ideal development patterns on private land. No matter how good or how effective zoning is in a particular area, landowners, developers, and individuals community members still make a variety of decisions that heavily influence, if not determine, the land use patterns in a community. Zoning can be an effective way to change the overall development pattern in a community.

When correctly planned, public investment in sewers, schools, parks and roads can have far more influence than zoning. What zoning can do is reinforce the basic pattern of community development in ways most consistent with public health, safety and welfare, and with the community's local goals and policies in mind. Zoning can be a useful and powerful tool, but it must be exercised in the context of the social, economic and political forces that shape a community. It cannot eliminate or overwhelm those forces.

PERFORMANCE STANDARDS

Performance standards provide an alternative to traditional design and use standards. Performance standards in a zoning ordinance set out minimum requirements or maximum limits on the effects or characteristics of use. For example, rather than specify a traditional list of uses, a zoning ordinance that incorporates performance standards might describe the allowable levels of smoke, vibration, traffic generation, water quality impacts, and visual impacts of uses permitted in the zone. This approach defines precisely what the community

wants as an end result, but allows the developer a choice in the means used to achieve that result.

Performance standards, which are also used in subdivision ordinances, depend upon the technical possibility of quantifying effects and measuring them to ensure that they meet the ordinance requirements. Because such measures require technical skills and often expensive equipment or test, small communities tend to prefer the more traditional approach of specification standards, which substitute clear statements of purpose or intent for precise, measurable standards.

SUBDIVISION REGULATIONS

The County Growth Policy requires that Subdivision Regulations administrated by the County be consistent with the Growth Policy. The County Growth Policy indicates that special consideration will be given to design and improvement standards for the Rural Areas of the Helena Valley and the remainder of the County.

In February of 2005, the Lewis and Clark Board of County Commissioners adopted new subdivision regulations. These regulations contain design and improvement standards that will aid in the self-sufficiency of new subdivisions, help minimize adverse effects on agriculture, local services, the natural environment, wildlife, water quality and quantity, and public health and safety.

GROWTH MANAGEMENT SYSTEMS

Some communities take a more direct approach to the issue of community growth. Instead of simply changing zoning and subdivision controls to respond to growth, these communities use a variety of techniques to limit or manage growth. Some communities establish a fixed annual limit on the number of building or wastewater permits that can be issued. The fixing of the annual limit on permits can be based upon a percentage of the growth rate. The awards of the limited number of permits could be based on a competitive application process that ranks applicants against one another and against development standards.

Other communities try to avoid arbitrary and fixed limits on permits based on annual or total growth, but try to balance potential growth rate based on availability of public services. These communities adopt a long-term growth management program that limits the number of units for which permits can be issued to the number of "service commitments" held by the developer. A service commitment represents the immediate availability of water, sewer, schools, fire protection or any number of public services for single-family residences. The number of new service commitments per year can vary widely, depending on the availability of public services. In times of capacity shortages, the system gives priority to the orderly completion of projects already underway, but allows for the initiation of new projects every year.

Another method that communities can use to control growth is restricting near-term growth to "growth boundaries" or "preferred development areas". Restricting near-term growth to designated areas makes feasible a high level of community and environmental sensitivity to developments while at the same time insuring that subdivision review and the issuance of permits happens quickly. When designated growth areas are established to cover only part of a community, and zoning covers the rest, it becomes feasible to do the environmental and subdivision reviews, and set performance standards in advance, so that most development in the designated growth area can be done "right". This method is in contrast to traditional zoning, which tells developers what they can theoretically build anywhere and then relies on many, and sometimes confrontational, reviews for each development project.

Many small towns and rural communities try to employ traditional zoning methods to deal with rapid growth. The technique that is commonly used to deal with growth is to "update" the zoning regulations to require ever-larger minimum lot sizes. The larger minimum lot size requirement is adopted in the "mistaken" belief that if houses are spread farther apart, the communities rural character will be preserved.

In fact, the larger lot requirement destroys open space and the community character. It consumes more land at a rapid rate, with parcels, building placements and road layouts predetermined by traditional zoning. Traditional zoning can preclude good design and may force development into a "cookie cutter" mold.

Another planning technique that may be employed is the use of "build out models", The use of these models give the community the opportunity to see the community as it would be if its zoning regulations where fully implemented over a long period. These models and the associated analysis include all "developable lands" that are converted to the "highest and best use" according to adopted zoning regulations. This approach allows community residents and public officials to see how much more development their zoning regulations will permit, given an extended period of rapid growth. This technique is effective in exposing the fundamental inadequacies of traditional zoning, which is totally lacking in terms of protecting open space and safeguarding the community's character.

It is the intent of the Lincoln Community Council to continue the study process and to develop, concurrent with community input, a suggested guideline for future development in the Lincoln Planning Area. The guideline will be developed using a combination of zoning, performance standards, or growth management systems as outlined in the preceding discussion. The development guidelines will be issued as a separate although related document to the Comprehensive Plan.

Brief Summation of Future Needs as Discussed Throughout Chapter VIII

	Future Needs
Future Development	Developers should continue to work with the Lewis and Clark County Planning Department to guide future development. Address the need for affordable rental housing.
Commercial	Provide a central commercial district that could become a focal point for Lincoln while accommodating walkable shopping opportunities with merchant exposure, and increased parking facilities which could decrease traffic hazards along the Highway 200 corridor.
Industrial	Identify a suitable site for an industrial park with a flexible conceptual plan to entice prospective industrial development in Lincoln.
Transportation	An increase in population may create the need for improvements to the existing transportation infrastructure.
Law Enforcement	Lincoln may want to investigate the retention of a constable to address concerns about a lack of law enforcement.
Fire Protection	See the Lincoln Rural Fire District's - *Fire Risk Management Strategy Community Protection Plan* for an extended discussion of the needs required for providing adequate fire protection.
Emergency Medical Services	Provide ongoing training for volunteer EMT's.
Medical Services	Re-open the Parker Medical Clinic. Attract health professionals to practice in the Lincoln area.
Parks and Recreation	Increase the availability of recreational and other facilities for children's and teens.
Solid Waste	Develop an organized recycling effort to control costs at the Lincoln Landfill. Obtain and utilize a compactor system to reduce hauling charges. Investigate opportunities for composting yard waste at the Lincoln Landfill.
Wastewater Treatment	Continue ongoing maintenance of the Lincoln Sewer District's wastewater treatment system. Ensure on-site wastewater treatment systems are properly installed and maintained.
Education	Continue to work with the Lincoln School District to identify and meet the future needs of the Lincoln School System.
County Government	Continue to provide county services to the residents of Lincoln.
Environment	Continue remediation of the Upper Blackfoot Mining Complex. Ensure that on-site wastewater treatment systems are properly installed and maintained. Future development must mitigate against the effects on agriculture lands, surface water corridors, wetlands, wildlife, and wildlife habitat.