THE LINCOLN PLANNING AREA GROWTH POLICY

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CHAPTER I
INTRODUCTION

The Lincoln area, like much of the state of Montana, continues to change. There are increasing demands on roads, utilities, schools, emergency services, water and wastewater treatment, and these changes often occur faster than the community can react to them. In order to be prepare for these changes and demands, a community must plan.

In Lewis and Clark County there was a population increase of almost 15 percent between 1990 and 2000, and an estimated 3.9 percent population increase between 2000 and 2004. In 2004, the County adopted a Growth Policy to help address these growth pressures. The Lincoln Growth Policy is a part of the overall Lewis and Clark County Growth Policy.

Montana's population is predicted by the U.S. Census Bureau to increase by approximately 18 percent by the year 2015. The population of Lewis and Clark County is projected to increase steadily over the next decade at approximately one and a half percent (1.5%) per year. If the pattern of population growth continues along the recent trends, the largest percent of growth will occur due to in-migration.

How to plan for these changes is inherently controversial, but, if done correctly, it can be the expression of the community's common desires regarding land use and development within the community. Land use planning should inform and provide a process of anticipating the community's future needs. Future needs for public facilities and services, such as educational facilities, recreational facilities, law enforcement and fire protection, health and human services, transportation, and waste management can be anticipated and planned for. A land use plan can also conserve both economic and environmental resources.

The orderly development of an area to accommodate residential, commercial, and industrial growth can minimize the cost of extending public facilities and services, and thereby minimize the cost to the County government and the taxpayers. Minimizing costs to the government reduces the need for additional taxes to fund those improvements needed to support development. Orderly development also conserves the area's important economic resources, such as productive agricultural, forest, and mineral lands. It protects environmental resources, such as air and water quality, wildlife habitat, wetlands, and floodplains, and the visual and aesthetic qualities that are important to the residents of the Upper Blackfoot River Valley.

The Lincoln Growth Policy was created as a partnership between the Lincoln Community Council, the citizens of the Lincoln Planning Area, the U.S. Forest Service, the Lewis and Clark County Board of Commissioners, the Lewis and

Clark County Planning Department, and the Lewis and Clark County Consolidated Planning Board. The Lincoln Growth Policy serves as an addendum to the Lewis and Clark County Growth Policy specific to the Lincoln Planning Area.

The Lincoln Planning Area is defined as follows (See Figures 1 and 2):

> From Rogers Pass on the east side of the Planning Area, south and west along the Continental Divide across Flesher Pass and Stemple Pass to the Township line between T. 12 and 13 N.; then west to the Range line between R. 9 and 10 W. (Powell County line), and north to the Township line between T. 15 and 16 N; then east to the Continental Divide and south to Rogers Pass.

Figure 3 shows the Lincoln Townsite.

The preparation of the Lincoln Growth Policy with its goals and policies does not end the land-use planning process. Policies must be implemented in order to achieve the goals of the plan. Implementation of the plan can be done utilizing regulatory tools, such as zoning, building codes, or development performance standards. Non-regulatory tools can be educational programs and brochures, as well as the development of community guidelines.

<u>Planning Area Survey (2004)</u>
In January of 2004, a survey was mailed out to residents of the Lincoln Planning Area. The survey conducted by the Montana Economic Development Association (MEDA) Resource Team as part of the team's assessment of the Lincoln Planning Area.

The survey included the following questions:

1. What do you think are the major problems and challenges in Lincoln?

2. What do you think are the major strengths and assets in Lincoln?

3. What projects would you like to see completed in two, five, and twenty years?

The results/responses to each question follow:

1. What do you think are the major problems and challenges in Lincoln?

Economic

1.	Jobs	56
2.	Lack of Industry	23
3.	Economy	19
4.	Lack of Competition	6

Streets and roads	39
Lack of Teen Activities	23
Law Enforcement	20
Land closures	14
Family Lifestyles	13
Apathy	11
Medical Services	8
Need for a Pharmacy	8
Taxes are too High	8
Leadership (council - chamber)	7
Cell Phone Service	6
Lack of Cooperation	6
Appearance	6
Lincoln is not a Destination	4
School Budget	4
Sewer	4
No Street Lights	3
Too Many Bars	3
Anti-business (environmentalists)	2
Dogs	2
School Curriculum	2
Transient Population	2

The responses also mentioned:
Aging volunteers, anti-snowmobile plowing, county services, cutting trees in town, dump closed too much, early business closures, elderly housing, electrical power, fire department, growth, isolation, lack of high school classes, lack of middle-aged working class, mag chloride, no bus service to Helena, no river access, no snowmobile route around town, no zoning, outsider land purchases, outsiders wanting change, parking on Hwy 200, public water system, school curriculum, shooting animals in town, snowmobiles on streets, too few fire hydrants, too much development, and trespass.

2. What do you think are the major strengths and assets in Lincoln?

Physical	
1. Surroundings/location	87
2. Recreation	31
3. Tourist attractions	23
4. Natural resources	11
Great people	48
1. Cooperation	8
Low key community	23
Friendly businesses	18
EMT/Fire	7
Hooper Park	7

Community Council	7
Senior Center	6
Library	6
School	6
Chamber of Commerce	3
Churches	3
Sewer	3
Community Center	3
Clinic	2
Highway 200	2
Law Enforcement	2
None	2

The responses also mentioned:
Blackfoot Valley Dispatch, Commissioners, Culture/Arts, good services, good water, potential for growth, privacy, quiet, road crew, room to grow, rustic setting, small town, students, Taco Tuesday, and unique history

3. What projects would you like to see completed in two, five and twenty years?

Project totals

Streets/roads	50
Recreational activities	33
Business/industry	23
Cellular phone service	20
Clean/fix/fire hazards	20
Golf course	15
School	14
Pharmacy	13
Swimming Pool	13
Mine	10
Assisted Living	9
Incorporation	7
Do Nothing	6
Improved law enforcement	6
Walk/bike path	6
Lighting	5
Improved Medical Services	5
More access	5
Skate Park	5
Timber	5
Bowling Alley	4
Fewer bars	4
Improved housing	4
Promote Artists	4

Public Water System	4
Ski Resort	4
Amusement Park/Arcade	3
Improve Senior Center	3
Improved Hooper Park	3
Street Lights	3
Car Wash	2
More churches	2
Dental Clinic	2
Improve Stemple Pass Road	2
Theater	2

The responses also mentioned:
Book store, bus to Helena, Business retreat center, campground, improved community hall appearance, drive up bank (deposit/ATM, etc.), disc golf course, eliminate the Community Council, Fire/EMT center, more fire hydrants, first class sewer system, become part of Powell County, less growth, high speed internet, huckleberry processing plant, knowledgeable 911, less government, lighted football field, lower speed limit on Hwy 200, mobile home park (sell lots), museum, more stores/mall, natural gas, no mag chloride, no more restaurants, no recreation tax, pass mill levy, pay phones, public water system, set achievable goals, a 7-Up type lodge, shooting sports, snowmobiles off the streets, vacation condo community, walk-in medical clinic, winter camping, and zoning

In Two Years:

Streets and Roads	7
Pharmacy	4
Cellular Phone Service	3
Swimming Pool	2
More Businesses	2
Lighted Football Field	2

Also mentioned: Book store, campground, more fire hydrants, fewer bars, golf course, knowledgeable 911, improve Hooper Park, improve medical services, skating rink street lights, pave Stemple Pass Road, and walk/bike path

In Five Years:

School	3
More businesses	3
More housing	2
More medical services	2
Rec Center	2

Also mentioned: American Legion Post, assisted living center, fewer bars, bowling, alley, more churches, more cultural events, bus to Helena, dental clinic, fire/EMT building, first class sewer system, golf course, improved senior center

more law enforcement, museum, pharmacy, recreational development, a left turn onto Hwy 200, skate park, swimming pool and theater

In Ten Years:

Amusement park	2
Industry	2

Also mentioned: Assisted living center, cellular phone service, golf course, medical facility (hospital), mine, recreational development, more school, vacation condominiums.

In Twenty Years:
Amusement Park
More businesses
More housing
Mobile home park
More stores/mall
Separate schools

Projects respondents would like to see happen:

Streets/ Roads	50
Recreational activities	33
Business/Industry	23
Cellular Phone Service	20
Fire Hazard Mitigation	20
Golf Course	15
School	14
Pharmacy	13
Swimming Pool	13
Mine	10
Assisted Living	9
Incorporation	7
Do Nothing	6
Improved law enforcement	6
Walk/bike path	6
Lighting	5
Improved Medical Services	5
More access	5
Skate Park	5
Timber	5
Bowling Alley	4
Fewer bars	4
Improved housing	4
Promote Artists	4
Public Water System	4
Ski Resort	4

Amusement Park/Arcade	3
Improve Senior Center	3
Improved Hooper Park	3
Street Lights	3
Car Wash	2
More churches	2
Dental Clinic	2
Improve Stemple Pass Road	2
Theater	2

Projects Identified by Respondents With No Specific Time Frame:

Street/Roads	44
Economy/Business	20
Recreational Activities	
1. Hooper Park	2
2. Events	16
Fire Mitigation	16
Golf Course	11
Cellular Phone Service	10
Mine	9
Swimming Pool	9
Incorporation	8
Do Nothing	7
Pharmacy	7
Assisted Living	6
More Access	6
Walk/Bike Path	6
More Timber Cutting	5
Bowling Alley	4
Public Water System	4
Ski Resort	4
Rec Center	3
Promote Artists	3
Skate Park	3
Street Lights	3
Theater	3
Car Wash	3
Doctor	2
Fewer Bars	2
Improved Law Enforcement	2
Local Sales Tax	2
Separate Schools	2

CHAPTER II
POPULATION

POPULATION GROWTH

Between 1970 and 1990, the population of Lewis and Clark County increased by 42.7 percent. A majority of this growth occurred between 1970 and 1980. Population growth within the county at that time was almost three times that of the State of Montana as a whole. The explanation for this increase within the County was attributed to the increase in State jobs that occurred between 1970 and 1977. Those jobs increased the total county employment by over 30 percent.

Between 1990 and 2000, the population of Lewis and Clark County increased by 17.3 percent, from 47,495 to 55,716. The population growth within the county was 4.4 percent greater than population growth of the State of Montana as a whole.

Census data specific for the Lincoln Planning Area is not available for the period prior to the 1990 Census. In the 1990 Census, the US Department of Commerce, Bureau of the Census designated the area extending north from Highway 12 West, to the county lines on the west and north, and Interstate 15 on the east as the Lincoln Census Division. This census division included the communities of Canyon Creek, Marysville, Birdseye, and Lincoln.

For the 2000 Census, the Lincoln Census Division was replaced with the Lincoln Census Designated Place (CDP), which encompasses a much smaller area that includes the town of Lincoln and the surrounding area. A map of the Lincoln CDP is shown in Figure 4.

Census Designated Places are closely settled, named, unincorporated communities that generally contain a mixture of residential, commercial, and retail areas similar to those found in incorporated places of similar sizes.

TABLE II-1:
POPULATION DATA FOR MONTANA, LEWIS AND CLARK COUNTY AND THE LINCOLN CENSUS DESIGNATED PLACE (CDP)

Year	Montana	Percent Change	Lewis and Clark County	Percent Change	Lincoln CDP	Percent of Change
1980	786,690	NA	43,039	NA	N/A	N/A
1990	799,065	1.5%	47,495	10.4%	2,873	N/A
2000	902,195	13%	55,716	17.31%	1,076 *	N/A

*Population reflects change from designation as the Lincoln Division to Lincoln CDP (a smaller area)

(Source: US Department of Commerce, Bureau of the Census, Census 2000)

According to the U.S. Census 2000 data, 30.8 percent of the population in Lewis and Clark County live in rural areas, while 69.2 live in an urban area. All persons living in the Lincoln CDP live in rural areas. Of the 1,076 persons in the Lincoln CDP, 15 (1.4%) were classified as rural farm dwellers, and 1,061 (98.6%) were classified as being non-farm rural dwellers. Lewis and Clark County, by contrast, had 803 persons (4.7% of those listed as rural) classified as rural farm dwellers and 16,369 (95.3 of persons listed as rural) as rural non-farm dwellers.

TABLE II–2:
HOUSEHOLDS

Characteristics (2000)	Montana	Lewis and Clark County	Lincoln CDP
Households	360,312	22,850	469
Average Household Size	2.44	2.38	2.29
Average Family Size	2.99	2.95	2.91
Family Households	237,407	14,958	299
Percent of family households with children under age 18	31.92	32.2	27.1
Married Couples	192,067	11,983	250
Percent of married couple with children under age 18	44.4%	23.3%	19.4%

(Source: US Department of Commerce, Bureau of the Census, Census 2000)

Age - Sex Distribution

According to Census 2000, in the State of Montana and Lewis and Clark County, females made up a slightly higher percentage of the population (50.28% and 50.9%, respectively). In the Lincoln CDP, males made up approximately 52 percent of the population and females made up approximately 48 percent of the population.

According to Census 200 data, the median ages of males and females in the state and the county are approximately equal, but the median age of males and females in the Lincoln CDP is several years higher than the state and county median ages for both sexes.

Also, within the Lincoln CDP, the median age for males was 3.5 years greater than that of females. Table II-3 summarizes the Census 2000 age-sex distribution data for the State, County and Lincoln Census CDP.

TABLE II–3:
AGE-SEX DISTRIBUTIONS

Characteristic (2000)	Montana	Lewis and Clark County	Lincoln CDP
FEMALE	452,715	55,716	533
Under 18	111,817	6,986	136
18 to 65 years	272,89	17,621	316
65 years and older	68,007	3,749	81
Median age (years)	38.5	38.7	41.4
MALE	449,480	27,360	567
Under 18 years	111,817	6,986	136
18 to 65 years	278,293	17,294	335
65 years and older	52,942	2,784	92
Median Age (years)	36.6	37.4	44.9

(Source US Dept. of Commerce, Bureau of the Census, Census 2000)

INCOME

Median Family Income

Table II - 4 summarizes the Census 2000 median family income data for the State of Montana, Lewis and Clark County, and the Lincoln Census CDP. The median family income for the Lincoln CDP was 30 percent less than median family income reported for Lewis and Clark County and 19 percent less than the State.

TABLE II–4:
MEDIAN FAMILY INCOMES

Characteristic (2000)	Montana	Lewis and Clark County	Lincoln CDP
Median Family Income	$40,487	$46,766	$32,784

(SOURCE: US Department of Commerce, Bureau of the Census, Census 2000)

Per Capita Income

Per capita income data for the State of Montana, Lewis and Clark County, and the Lincoln CDP is presented in Table II - 5. Census 2000 data showed the per capita income for the Lincoln CDP was 24.09 percent less than the average per capita income for Lewis and Clark County, and nearly 17 percent less than average for the State. Lewis and Clark County ($18,763) ranked third in the state in average per capita income behind Yellowstone County ($19,303) and Gallatin County ($19,074). According to HUD in 2005 56.3 percent of the people in the Lincoln CDP were classified as having low to moderate incomes.

TABLE II–5:
PER CAPITA INCOME

Characteristic (2000)	Montana	Lewis and Clark County	Lincoln CDP
Per capita income	$17,151	$18,763	$14,243

(SOURCE: US Dept. of Commerce, Bureau of the Census, Census 2000)

Poverty Status

According to the 2000 Census data, 14.6 percent of individuals and 9.2 percent of families in the United States live at or below the poverty level. In the Lincoln CDP, 21.2 percent of individuals and 17.4 percent of families had incomes at or below the poverty level, according to 2000 Census data. As detailed in Table 11-6, this percentage is higher than the percentages for the State and Lewis and Clark County.

Income cutoffs used by the Census Bureau to determine poverty status of families depend primarily on the number of family members or unrelated individuals in a household, and the age of family members (less than 18 years of age and more than 65 years of age). The total income of all members of a household is tested against the appropriate threshold. If the total income is less than the corresponding cutoff the family is classified "below poverty level". The poverty thresholds are revised annually to allow for changes in the cost of living as reflected in the Consumer Price Index. The 2002 average poverty threshold for a family of four persons in the United States was $18,390.

Another indicator of families below the poverty level specific to the Lincoln Planning Area is that during the 2004-2005, 51 percent of the students enrolled in the Lincoln School District were eligible for reduced cost or free lunches, according to the Lincoln School District. This figure is up from the 2003-2004 school year (45.6 percent), the 2002-2003 school year (43 percent) and the 2001-2002 school year (40 percent).

TABLE II–6:
POVERTY STATUS

Characteristic (2000)	Montana		Lewis and Clark County		Lincoln CDP	
	Total	Percentage of Total	Total	Percentage of Total	Total	Percentage of Total
Families with income below the poverty level	25,004	10.05%	1,086	7.3%	52	17.4%

(SOURCE: US Dept. of Commerce, Bureau of the Census, 2000)

CHAPTER III
ECONOMY OF LINCOLN AND LEWIS AND CLARK COUNTY

Total Employment

Non-farm employment accounts for over 98 percent of the employment opportunities in Lewis and Clark County. According to a University of Montana Bureau of Business and Economic Analysis, employment in the year 2000 was divided by sectors as follows: service industry 32.3 percent; government 23.8 percent; financial, insurance, and real estate 8.2 percent; construction 5.2 percent, retail trade 17.2 percent, and other 13.3 percent. Total employment by sectors from 1994 until 2000 is presented in Table III - 1.

TABLE III-1:
TOTAL FULL-TIME AND PART-TIME EMPLOYMENT BY INDUSTRY
LEWIS AND CLARK COUNTY 1994-2000

ITEM	1994	1995	1996	1997	1998	1999	2000
Employment by place of work							
Total full-time and part-time employment	34,538	35,757	36,939	37117	37178	37,746	39,011
By type of work							
Wage and salary employment	27,673	28,840	29,505	29490	29,942	30,482	31,522
Proprietors employment	6,865	6,917	7,434	7,627	7,236	7,264	7,489
Farm proprietors employment	498	501	510	527	545	552	545
Non farm proprietors employment	6,367	6,416	6,924	7,100	6,691	6,712	6,944
By industry							
Farm employment	611	636	652	645	690	687	702
Non-farm employment	33,927	35,121	36,287	36,472	36,488	37,059	38,309
Private employment	25,279	26,426	27,485	27,641	27,459	28,110	29,036
Agricultural services, forestry, fishing and other	340	269	295	298	327	426	452
Mining	171	186	154	113	89	80	87
Construction	1,687	1,835	1,876	1,973	2,046	2,087	2,049
Manufacturing	1,272	1,272	1,295	1,301	1,287	1,197	1,235
Transportation and public utilities	1,393	1,303	1,285	1,294	1,493	1,622	1,705
Wholesale trade	823	856	947	945	971	1,015	1,025
Retail trade	5,868	6,182	6,448	6,559	6,393	6,457	6,712
Finance insurance, and real estate	2,483	2,705	2,829	2,876	2,992	3,015	3,183
Services	11,242	11,818	12,356	12,282	11,861	12,211	12,588
Government and government enterprises	8,648	8,695	8,802	8,831	9,029	8,949	9,273
Federal, civilian	1,417	1,370	1,327	1,299	1,350	1,329	1,422
Military	326	319	310	311	307	309	299
State and local	6,905	7,006	7,165	7,221	7,372	7,311	7,552
State government	4,930	4,994	5,001	5,044	5,271	5,208	5,409
Local government	1,975	2,012	2,164	2,177	2,101	2,103	2,143

(Source: Bureau of Economic Analysis, U.S. Dept. of Commerce, 2005)

Unemployment Rate for Lewis and Clark County and Lincoln CDP

Between 1995 and 2005, the annual unemployment rates in Lewis and Clark County ranged from 3.6 to 5.0 percent (U.S. Department of Labor, Bureau of Labor Statistic, 2005). During the same period, the annual unemployment rates for Montana ranged from 4.4 to 5.6 percent. According to the U.S. Census 2000, the civilian labor force in the Lincoln CDP was 465 persons, of which 23 persons, 5 percent, were unemployed. Table III-2 shows the employment statistics for Lewis & Clark County from 1995 through May of 2005.

TABLE III-2:
Employment and Unemployment Statistics for Lewis and Clark County

Year	Labor Force	Employment	Unemployment	Unemployment rate
1995	27,841	26,521	1,320	4.7%
1996	27,642	26,326	1,316	4.8%
1997	27,892	26,508	1,384	5.0%
1998	27853	26,523	1,330	4.8%
1999	27,599	26,328	1,271	4.6%
2000	31,185	29,920	1,265	4.1%
2001	28,005	26,827	1,1178	4.2%
2002	27,946	26,778	1,168	4.2%
2003	28,327	27,287	1,040	3.7%
2004	28,163	27,072	1,091	3.9%
May 2005	31,094	29,972	1,122	3.6%

(Source: Bureau of Labor Statistics, U.S. Dept. of Labor, 2005)

Income

State, federal and county government accounts for approximately 25 percent of Lewis and Clark County's economic base as measured by labor income. Total personal income in Lewis and Clark County increased by approximately 32 percent between 1995 and 2003. (Bureau of Business and Economic Research, 2004)

The median income in the Lincoln CDP, according to the 2000 Census, for a male full-time worker was $24,583, and a median wage for a female full-time worker was $15,227.

Employment in the Lincoln Planning Area

Employment statistics specific for the Lincoln Planning Area are not available. However, the Lincoln Area, which in the past has been primarily supported by commercial timber harvest, mineral extraction and modest agriculture in the form of ranching, appears to be increasingly dependent on tourism and retail trade.

There are no reliable estimates available on the numbers of persons who commute to Helena and other places outside the Planning Area to work.

Census 2000 compiled employment statistics for the Lincoln CDP. Employment statistics specific for the Lincoln CDP show that retail trade and service industries have increased in importance to the area's economy. Commercial timber harvesting, mineral extraction and modest agriculture in the form of ranching provide fewer employment opportunities at this time. Table III-3 shows employment data collected for the Census 2000.

TABLE III-3:
EMPLOYED CIVILIAN POPULATION 16 YEARS AND OLDER IN THE LINCOLN CDP

SUBJECT	Number	Percent
OCCUPATION		
Management	141	32
Service Occupations	93	21.1
Sales and office occupations	77	17.5
Farming fishing, and forestry	20	4.5
Construction, extraction and maintenance	47	10.7
Production, transportation and material moving	62	14.1
INDUSTRY		
Agriculture, forestry, fishing, and hunting and mining	52	11.8
Construction	35	8.0
Manufacturing	45	10.2
Wholesale trade	19	4.3
Retail trade	54	12.3
Transportation and warehousing	19	4.3
Information	14	3.2
Finance, insurance, real estate and rental and leasing	19	4.3
Professional, scientific, management, administrative and waste management	20	4.5
Educational, health and social services	62	14.1
Arts, entertainment, recreation, lodging and food services	67	15.2
Other services (except public administration)	21	4.8
Public administration	13	3.0

(Source: US Dept. of Commerce, Bureau of Census, Census 2000)

Impacts of Tourism

Tourism is one of the fastest growing industries in the state. Growth in the tourism industry has out paced all other basic industries in recent years. From 1994 to 2004 the number of non-resident visitors to the state increased by 11.7 percent, from 8.65 million to 9.8 million visitors. In 2004, those 9.8 million visitors spent an estimated $1.96 billion in Montana.

One way of calculating the importance of the tourism/visitor industry to Montana is through extrapolation from the four percent (4%) Lodging Facility Use tax (also called the bed tax) on accommodations. The Montana Legislature levied an additional 3% selective use tax in 2003 on the cost of accommodation, for a total of seven percent (7%) bed tax on accommodations. This tax is charged on all lodging bills (whether hotel, motel, campground, or other accommodations). Research by the Montana Institute for Tourism and Recreation Research estimates that lodging costs consume 12 percent of the tourist dollar. Table III-4 presents the revenues generated by the bed tax, the estimated expenditures for accommodations, and estimated total visitor expenditures. The total projected lodging tax revenue for the state for fiscal year 2005 is $12,970,036.

TABLE III- 4
VISITOR INDUSTRY REVENUE
MONTANA
1996 - 2003

YEAR	Bed Tax Revenue	Expenditures for Accommodations	Total Visitor Expenditures
1996	$10,816,000	$270,400,000	$1,389,000,000
1997	$11,168,000	$279,200,000	$1,450,000,000
1998	$11,544,000	$288,600,000	$1,537,000,000
1999	$11,960,000	$299,000,000	$1,596,000,000
2000	$12,168,000	$304,200,00	$1,656,000,000
2001	$12,008,000	$300,200,000	$1,719,000,000
2002	$12,420,000	$310,500,000	$1,800,000,000
2003	$21,448,000	$306,400,000	$1,924,000,000

(Source: Institute for Tourism and Recreation Research, University of Montana, 2005)

The University of Montana's Institute for Tourism and Recreation has estimated that visitor expenditures in Montana for 2003 are distributed as follows: retail sales, 21 percent; food services, 28 percent; lodging, 12 percent; transportation, 29 percent; and incidental expenses, 4.5 percent.

The estimated non-resident expenditures, by category, in Lewis and Clark County for 2001-2002 were:

Restaurant	$15,873,000
Retail	$14,857,000
Hotel	$ 9,749,000
Outfitter/Guide	$ 9,076,000
Gas	$ 8,153,000
Grocery	$ 4,152,000
Auto rental/repair	$ 3,644,000
Fees/licenses	$ 2,113,000
Camping	$ 492,000

Other	$ 313,000
Transportation	$ 163,000
Total	$68,585,000

(Source: Institute for Tourism and Recreation Research, University of Montana, 2001-2002)

According to the Institute for Tourism and Recreation Research of the University of Montana, in 2000, the average daily non-resident expenditure in Lewis and Clark County was $97.00. This non-resident expenditure value is greater than the statewide average of $93.00.

Impacts of Hunting:

Research by the Institute for Tourism and Recreation Research shows that in 2004, hunting ranked sixth out of the top ten attractions that bring non-resident visitors to the State. Both resident and non-resident hunters spend a substantial amount of money in the State each year. The following 2004 data from the Montana Department of Fish, Wildlife & Parks shows the estimated average daily expenditures by resident and non-resident elk and deer hunters statewide.

Resident Elk Hunters	$ 70.00 per hunter/per day
Non-Resident Elk Hunters	$331.00 per hunter/per day
Resident Deer Hunters	$ 55.00 per hunter/per day
Non-Resident Deer Hunters	$151.00 per hunter/per day

Elk hunting provided approximately $18.2 million in net value to the economy of Lewis and Clark County in 1993. Approximately 55 percent of that net value was generated by resident hunters in 1993.

Approximately one-half of hunting districts (HD) 281 and 293 are located in the Lincoln Planning Area. HD 293 ranked fourth and HD 281 ranked fifth in net value generated by hunters within Lewis and Clark County. Figure 5 shows the boundaries of the hunting districts in relation to the Lincoln Planning Area.

Table III-5 presents the number of hunters, hunting days and net value produced in these two hunting districts in 1993. The Montana Department of Fish, Wildlife and Parks estimated that a resident hunter generated $53.58/day/person and a non-resident hunter generated $251.83/day/person for the local economy. The net value of a day of elk hunting in Lewis and Clark County was estimated to be $88.41.

TABLE III-5:
ELK HUNTING HD 281 and 293 (1994)

District	Number Hunters	Hunter Days		Expenditures		Net Value
		Res	Non-Res	Res	Non-Res	
281	2121	11,148	1,596	$597,310	$401,921	$999,231
		(Total: 12,744)		(Total: $999,231)		
293	2449	12,725	1,099	$681,805	$276,761	$958,566
		(Total: 13,824)		(Total: $958,566)		

(SOURCE: Montana Department of Fish, Wildlife and Parks, 1994)

Since 1993, the number of estimated elk hunter days for both HD 281 and HD 293 has decreased substantially. Economically, the average daily expenditures by those hunters has actually increased and therefore compensated for the decline in hunter days. Table III-6 shows a rough estimate of the expenditures by elk hunters in each hunting district in 2002. These estimated expenditures provide an example of the impact that recreational hunting has on the economy of the Lincoln Planning Area.

TABLE III-6:
ESTIMATED HUNTER EXPENDITURES IN HD'S 281 and 293
(2002)

District	Hunter Days	Average Expenditures (Both Resident & Non-Resident)	Net Value
281	8,233	$200.00 Per day	$1,646,600
293	10,942	$200.00 Per day	$2,188,400

(SOURCE: Montana Department of Fish, Wildlife and Parks, 2002 & 2004)

CHAPTER IV
EXISTING LAND USE

HOUSING

U.S. Census 2000 Housing Characteristics

The housing stock in Lewis and Clark County has increased considerably during the past 30 years, more than doubling between 1970 and 2000. Census 2000 estimated 25,672 units in the County, and the 2003 Census estimated 25,842 housing units in the county, which is an increase of 0.66% in those three years.

At the time of Census 2000, 38.1 percent of all owner-occupied housing units in Lewis and Clark County were valued at $99,999 or less, and the median value of an owner-occupied house in Lewis and Clark County was $112,200. In the Lincoln CDP, 64.4 percent of owner-occupied housing units were valued at $99,999 or less at the time of Census 2000, and the median value of an owner-occupied house in the Lincoln CDP was $84,500.

In the 2000 Census conducted by the U.S. Department of Commerce, Bureau of Census, the Lincoln Planning Area includes the Lincoln Census Designated Place. Tables IV-1 and IV-2 show the numbers and types of housing in the Lincoln CDP.

TABLE IV-1:
TOTAL HOUSING UNITS IN LINCOLN CDP

Housing Units	Number	Percent	U.S. Percent
Total housing units	777	100	
Occupied housing units	481	61.8	91.0
Owner occupied housing units	364	75.2	66.2
Renter-occupied housing units	117	24.8	33.8
Vacant housing units	297	38.2	9.0

(Source: U.S. Dept. of Commerce, Bureau of Census, Census 2000)

TABLE IV-2:
TYPE AND NUMBER OF HOUSING UNITS IN LINCOLN CDP

UNITS IN STRUCTURE	Number	Percent
1-unit, detached	317	65.9
1-unit, attached	0	0
2 units	2	0.4
3 or 4 units	4	0.8
5 to 9 units	2	0.4
10 to 19 units	0	0.0
20 to more units	0	0.0
Mobile home	156	32.4
Boat, RV, van, etc.	0	0.0

(Source: U.S. Dept. of Commerce, Bureau of Census, Census 2000)

At the time of Census 2000, the median age of an owner-occupied dwelling in the Lincoln CDP was 33 years, while the median age of an owner-occupied dwelling in Lewis and Clark County and Montana were 30 and 33 years, respectively. At the same time, the median age of a renter-occupied dwelling in the Lincoln CDP was 33 years, while the median age of a renter-occupied dwelling in Lewis and Clark County and Montana were 35 and 36 years, respectively. The average residence in the Lincoln CDP was slightly smaller (4.9 rooms) than the average residence in the State (5.4 rooms) and the County (5.5 rooms). According to the Census 2000, the median value of the housing stock in the Lincoln CDP is $84,500, which was 33 percent less than the county average ($112,200) and 18 percent less than the state average ($99,500). Table IV-3 shows selected housing characteristics in the state, Lewis and Clark County and the Lincoln CDP.

Housing Availability

At the time of Census 2000, in Lewis and Clark County, approximately 43 percent of the housing stock was available for rental, which was very similar to the state average for availability of rental units (44.8 percent). In the Lincoln CDP, approximately 25 percent of occupied housing stock was available for rental. Census 2000 data indicates that 38 percent of available housing in Lincoln was vacant, though a significant number of this vacant housing is owned by seasonal residents.

Temporary and Transient Housing

According to the Montana Department of Public Health and Human Services, Food and Consumer Safety Section (2005), there are six motel/hotels and five campground/RV and mobile home parks licensed for occupancy in the Lincoln Planning Area.

Housing Development

The private sector has provided all of the housing within the Lincoln Planning Area. No publicly assisted housing or special needs housing, such as group homes or housing for the elderly, currently exist within the area.

TABLE IV-3:
SELECTED HOUSING CHARACTERISTICS
STATE OF MONTANA, LEWIS AND CLARK COUNTY AND LINCOLN CDP, US CENSUS, 2000

Housing Characteristics	Montana	Percent	Lewis & Clark County	Percent	Lincoln CDP	Percent
Total Housing Units	412,633	100	22,850	100	480	100
Occupied Housing						
Owner occupied	247,723	69.1	16,008	70.1	361	75.2
Renter occupied	110,944	30.9	6,842	29.9	119	24.8
Vacant Units	53,966	100	2,822	100	297	100
For rent	9,163	17	421	14.9	16	5.4
For sale	5,581	10.3	237	8.4	11	3.7
Rented or Sold	2,540	4.7	98	3.5	2	0.7
Seasonal/Recreational	24,213	44.9	1,681	59.6	248	83.5
Migrant workers	248	0.5	5	0.2	0	0.0
Other	12,221	22.5	380	13.6	20	6.7
Owner-occupied Housing Units	165,397	100	10,783	100		100
Value Reported by Owner						
Less than $50,000	19,632	12	274	2.4	21	10.8
$50,000 to $99,999	63,879	38.6	3,840	35.6	104	53.63
$100,000 to $149,99	47,448	28.7	4,478	41.6	60	0.9
$150,000 to $199,999	19,070	11.5	1,293	12.0	7	3.6
$200,000 to $299,999	10,633	6.4	674	6.2	0	0.0
$300,000 to $499,999	3,610	2.2	182	1.7	0	0.0
$500,000 to $999,999	801	0.5	26	0.2	2	1.0
$1,000,000 or More	324	0.2	16	0.1	0	0.0
Median dollar value	$99,500		112,200		$84,500	
Median Year Built	1972		1975		1972	
Median number of rooms (owner-occupied)	6.1		6.3		4.9	
Median Number of person/room (owner-occupied)	0.4		2.54		1	

(Source: U.S. Department of Commerce, Bureau of Census, 2000)

Distribution of Housing in Lincoln Planning Area

Census 2000 defined two types of housing: conventional construction and mobile homes. Conventional construction includes site-built homes and manufactured homes. Mobile homes are defined in the County regulations as factory assembled structures or structures equipped with the necessary service connections and made to be readily movable as a unit on its own running gear and designed to be used as a dwelling unit without permanent foundation. According to the 2000 Census, within the Lincoln CDP, conventional homes make up approximately 68 percent of the housing stock, while mobile homes make up approximately 32 percent of the housing stock. In 1994, conventional homes made up approximately 70 percent of the housing stock, while mobile homes made up 30 percent.

DISTRIBUTION OF LAND USES

Agricultural

Agriculture accounts for approximately 40 percent of land uses within the Lincoln Planning Area. The agricultural productivity is limited due to elevation and the short growing season. Most agricultural activity in the area takes the form of livestock grazing on privately owned and leased tracts east of the Lincoln Townsite. Limited hay production does take place in the Blackfoot Valley adjacent to the Blackfoot River and its associated tributaries.

Residential

Four principal areas of residential development exist in the Planning Area. The Lincoln Townsite, the 4x4 Road Development, the Seven Up Ranch Development, and Lincoln Gulch Development. Year-round population figures for the Lincoln CDP vary, but are close to 1,100 people. Population figures outside of the Lincoln CDP are not available**.** Of approximately 718 Post Office Boxes provided by the United States Postal Service, 655 are rented yearlong. (U.S. Post Office, Lincoln, Montana, 2005).

Commercial

Commercial activity in the Planning Area is centered in and adjacent to the Lincoln Townsite. There are a few "cottage industries" in the area. but no reliable figures exist to quantify business sizes or numbers of employees. Commercial activity in the Planning Area is dominantly retail outlets and food and beverage services. According to the Montana Department of Public Health and Human Services, Food and Consumer Safety Section (2005), there are five lodging establishments, five mobile home parks or campgrounds, ten eating establishments and/or taverns, and three food dealers in the Lincoln Townsite.

Industrial

The Planning Area contains five industrial facilities: High Country Beef Jerky, Bouma Postyard, Lincoln Sawmill, Conifer Logging, and Gehring Lumber. All of the facilities are located outside the effective "town limits" of Lincoln.

Public Use

Public facilities in Lincoln consist of the Lincoln School, Lincoln Library, Lincoln Senior Center, the Lewis & Clark County Sheriff Substation and County Shop, the Lincoln Fire Hall, Hooper and Lambkin Parks, and the Lincoln Community Center.

Private Property Ownership: Market Value & Acreage

The County Planning Department used the County GIS Mapping system to inventory the following: (1) determine the number of privately owned taxable properties (2) calculate the market values of those properties as determined by the Department of Revenue (3) determine the location of the property owners and (4) determine the amount of acreage owned in the Planning Area by residents of Lincoln, residents of Montana and out of state residents. Publicly owned lands were not included in this inventory. Table IV-4 summarizes the results of the inventory.

TABLE IV – 4
PRIVATE PROPERTY OWNERSHIP INVENTORY
(2005)

Ownership	Lincoln Planning Area			Montana			Out of State			Total
	Number	Acres	Percent	Number	Acres	Percent	Number	Acres	Percent	
No. of Parcels	759		43.60%	727		41.80%	253		14.50%	1739
Market Value	$40,188,550		48.82%	$32,940,519		40.00%	$9,176,639		11.18%	$82,305,708
Acres		17,377	25.68%		39,183	57.88%		11,131	16.44%	67,691

(Source: Lewis & Clark Planning Department, 2005)

The inventory identified 1,739 privately owned parcels. Of those 1,739 properties, 759, or over 25 percent, were owned by residents of the Planning Area and 980, or over 74 percent, are owned by individual who do not live in the Planning Area. Individuals who do not reside in the State of Montana own over 16 percent of the parcels.

The inventory also identified that market value of all properties in the Planning Area at $82,305,708. The market value was obtained from the State Department of Revenue (DOR). The market value is DOR's estimate of what a parcel would cost on the open market. Of this value, approximately 48 percent is owned by residents of the Planning Area. Less than twelve percent (12%) of the value is owned by persons residing outside the State of Montana.

Creation of New Parcels

A new parcel of tract of record can be created through subdivision review or through the use of exemption as permitted by the Montana Subdivision and Platting Act. Exemptions to subdivision review are permitted if the newly created

parcel is transferred to an immediate family member as defined by statute, or if all the resulting parcels were greater than 160 acres in size.

To create a new parcel less than 160 acres requires Subdivision Review by the County Planning Department, the City-County Consolidated Planning Board (for major subdivisions) and preliminary and final approval of the Board of County Commissioners. Preliminary approval is granted by the Board of County Commissioners after it has been established that the impacts caused by the development of the newly created parcel will not cause major negative impacts on the natural environment. public health and safety, the provision of public services and is not in conflict with subdivision regulation. existing special zoning districts or the adopted Growth Policy. If minor negative impacts are identified during the review, conditions of approval will be attached to the preliminary approval in order to mitigate those impacts. The conditions of approval must be met prior to final approval and the filing of the plat with the County Clerk and Recorder. Preliminary approval is effective for three (3) calendar years. At the request of the Applicant, the Board of County Commissioners may extend the approval for an additional calendar year, not to exceed a maximum of four (4) calendar years.

Table IV-5 presents the number of parcels created by exemption and subdivision review in all of Lewis and Clark County between 1986 and 1993. Of the 887 parcels created through subdivision review only 263 parcels, approximately 30 percent, were final platted.

TABLE IV – 5
PARCELS CREATED
LEWIS AND CLARK COUNTY 1986 – 1993

EXEMPTIONS	1986	1987	1988	1989	1990	1991	1992	1993	Total
Occasional Sale	42	62	30	26	29	26	17	55	237
Gifts to Family	35	55	55	88	2	9	19	23	106
Remainders	35	50	24	19	19	20	14	17	198
Ag. Covenants	66	22	11	11	0	0	5	00	15
20+ Acre Parcels	15	117	117	28	139	225	86	270	997
Remainders> 20 Acres	19	15	11	12	11	11	11	4	94
Total	152	251	188	94	200	291	152	319	1647
SUBDIVISION REVIEW									
Prelim. Approval	883	162	665	441	67	122	117	2230	887
Final Approval	111	445	555	115	20	25	11	881	263

(SOURCE: Lewis And Clark Planning Department, 1994)

Of the new parcels created from 1986 through 1993 in the Lincoln Planning Area, 65 parcels were created by exemption and seven parcels created by subdivision review. Table IV-6 presents the number and types of exemptions used to create parcels in the Lincoln Area. Table IV-7 presents the number of parcels created through subdivision review from 1996 to 2005.

TABLE IV – 6
PARCELS CREATED BY EXEMPTION
LINCOLN PLANNING AREA

EXEMPTION	1986	1987	1988	1989	1990	1991	1992	1993	Total
Occasional Sale	2	3	2	2	2	4	2	0	17
Gifts to Family	0	0	0	0	0	0	0	0	0
Remainders	2	2	1	1	0	1	0	0	7
Ag. Covenants	0	0	0	0	0	0	1	0	1
20+ Acre Parcels	2	0	0	0	4	1	10	13	30
Remainders> 20 Acres	0	0	1	1	3	3	2	0	10
Total	6	5	4	4	9	9	15	13	65

(SOURCE: Lewis And Clark Planning Department, 1994)

TABLE IV –7
PARCELS CREATED BY SUBDIVISION REVIEW
LINCOLN PLANNING AREA
1996-2005

1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	Total
1	0	5	7	4	7	1	3	2	6	36

(SOURCE: Lewis And Clark Planning Department, 2005)

The Blackfoot Challenge

The Blackfoot Challenge is a landowner-based group that coordinates management of the Blackfoot River, its tributaries and adjacent lands. One of the purposes is preserving the natural beauty and rural character of the Blackfoot watershed. The organization is made up of private landowners, federal and state land managers, private corporations and foundations, non-profit land trusts, schools, local government officials, corporate landowners and communities.

The Blackfoot Challenge continues to work on many land management issues in the Blackfoot River valley. More than 89,000 acres of private land has been

placed in conservation easements as a result of the efforts of landowners, and since 1997 over 45,000 acres of noxious weeds have been placed under weed management. The organization has also worked on instream restoration of 38 miles on 39 tributaries and 62 miles of riparian restoration, and habitat restoration of 2,600 acres of wetlands and 2,300 acres of native grasslands. Approximately 88,000 acres of corporate timberlands have been resold to non-profit organization, such as the Nature Conservancy, and private individuals. The Blackfoot Challenge is also involved in watershed education in schools.

Figure 6 is a map showing the private lands, county, state and federal lands in the Lincoln Planning Area.

CHAPTER V
TRANSPORTATION

Gold may have placed the Town of Lincoln on the map in the 1860s, but it was the completion of Highway 200 in 1958, then known as Highway 20, that gives Lincoln and the Blackfoot River Valley its character today. An area's transportation system is the primary determinant of its development pattern. Commercial development in the Lincoln Townsite is located primarily along Highway 200.

ROADS

Classification

Roads and highways are classified according to the level of service they provide. Arterials provide the highest level of service. They generally are used for the longest trips and carry the largest traffic volumes. Arterials generally carry from 2,000 to 25,000 vehicle trips per day.

Collector roads primarily serve residential areas, carrying traffic from local streets to arterials or to traffic generators, such as schools or shopping centers.

Local roads are roads that provide service of relatively low traffic volume, short average trip length, or minimal through traffic movements, and high volume land access for abutting properties.

Table V-1 identifies the roads and their functional classification and provides Average Daily Traffic (ADT) count for 1996 through 2003. Table V-2 identifies special Average Daily Traffic (ADT) counts for 2003**.**

TABLE V-1:
AVERAGE DAILY TRAFFIC COUNT (ADT)

Principal Arterials	1996	1997	1998	1999	2000	2001	2002	2003
HWY 200								
HWY 200, at MP 73, 1.5 mi east of Lincoln				2,216	2,134	2,079	2,165	2,311
Stemple Pass Road	290	347	264	297		NCT	146	255
LOCAL ROADS								
Alice Creek Road	26	21	18	27		NCT	11	24
Landers Fork Road	120	88	112	84		NCT	76	91
Sucker Creek Road	23	69	38	95		NCT	166	150
Poorman Road	292	313	NCT	170		NCT	149	200

(Source: Lewis & Clark Co. Planning and Road Dept., 2003)

TABLE V-2:
SPECIAL COUNTS DAILY TRAFFIC DATA (ADT)
(2003)

ROAD	ADT
Lone Point Drive	131
North Lincoln Gulch Road	322
South Lincoln Gulch Road	28
Good News Lane	42
North Beaver Creek Road	97
South Beaver Creek Road	51
Stonewall Creek Road	57
Dean Ranch Road	3
Cutlip/Airport Road	31
Hi Sign Road	65
4x4 Road	190
Snowdrift Road	14
Snow Fleury Lane	48
Hogum Creek Road	35

(Source: Lewis & Clark Co. Planning and Road Depts., 2003)

Road Maintenance

The Montana Department of Transportation, the Lambkin Addition Rural Improvement District (RID), and the Lincoln RID provide funding for road maintenance in the town of Lincoln. Lewis and Clark County administers the Rural Improvement Districts. It is anticipated that a private contractor will perform the improvements and maintenance in RIDs. Figure 7 shows the current road maintenance responsibilities for the various roads within the Lincoln Planning District.

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 per geo-code.

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.

Airports

Three non-commercial airstrips are located within the Lincoln Planning Area. Two of the airstrips are private. There is no data available on the actual utilization of these airstrips.

The Lincoln Airport is classified as a General Aviation Visual Flight Rule (VFR) airport. The Lincoln Airport is located approximately one (1) mile east of the Lincoln Townsite and south of Highway 200. The airstrip is approximately 4000 feet long and 75 feet wide with no aircraft turnarounds.

Six Hangars that can store eight small to midsize aircraft are located on the north side of the field. An adjacent apron area is available for aircraft tiedown. No fixed based operator (FBO) or fuel facilities are provided. A segmented circle with a windsock and a 90-foot tall photocell activated beacon serve as the only navigation and lighting aids.

According to the 2004 Lincoln Airport Master Plan, smaller aircraft utilizing the airport include Cessna's of the 150/172/182 class, and Piper PA – 18/22/28 aircraft. Larger aircraft utilizing the airport include the Cessna's 210's and 310's, Piper Comanche 250's and Citablia Kingair. The U.S. Forest Service (Lewis and Clark National Forest) also uses the Lincoln field for fire suppression, with both fixed and rotary wing aircraft.

The Lewis and Clark County Airport Commission has initiated an improvement project for the Lincoln Airport. The project is intended to enhance the safety of the airport and to make it more efficient for airport users. The project includes:

relocation of the runway 70 feet to the northwest, acquisition of additional land and easements for the runway and aircraft parking areas, and installation of a Medium Intensity Runway Lighting (MIRL) System. Completion of the project is estimated in June of 2006.

Lincoln Airport is an important option for an "alternate airport" destination during deteriorating weather conditions or for emergency landings.

The Montana State Aviation System Plan (MSASP) System Forecasting document (1998-1994) estimates five (5) aircraft based at Lincoln Airport in 2000, increasing to six (6) aircraft by 2020. The number of locally based aircraft is currently limited by available hangar space. Spatial constraints limit the opportunity to site additional hangars. The MSASP System Forecast is shown in Table V-3.

TABLE V – 3:
MSASP SYSTEM FORECASTING (1998-1999)
BASED AIRCRAFT FORECAST

Year	Based Aircraft
1998	5
2000	5
2005	6
2010	6
2015	6
2020	6

(Source: Lincoln Airport Master Plan, 2004)

Public airports within 50 nautical miles (nm) of the Lincoln Airport are summarized in Table V-4. The nearest commercial aviation is available at the Helena Regional Airport (HRA) located (34 nm SE) on the eastern side of the City of Helena. The primary carriers operating out of HRA are Delta's Connection Carriers, Skywest and Comair, Northwest, Horizon Air, and Big Sky airlines. Several air charter and airfreight services also operate out of HRA. Commercial aviation is also available in Missoula (59 nm W) and Great Falls (61 nm WSW).

TABLE V-4:
PUBLIC AIRPORTS WITHIN 50 NAUTICAL MILES OF LINCOLN AIRPORT

Airport	Air Distance from Lincoln Airport (nm)	Direction	Type of Runway
Helena	36	SW	Paved
Augusta	33	NNE	Unpaved
Fairfield	49	NE	Paved
Benchmark	33	NNW	Paved
Seeley lake	35	WNW	Unpaved
Lindseys Landing	38	WNW	Paved
Elliot	44	WSW	Unpaved
Drummond	30	SW	Unpaved
Phillipsburg	47	SW	Paved
Warm Springs	48	S	Paved
Deer Lodge	34	S	Paved
Boulder	49	SSE	Unpaved
Mountain Lakes	40	SE	Unpaved

(Source: Lincoln Airport Master Plan, February 2004**)**

Delta, Northwest and United provide air service from Great Falls and Continental, Frontier and United provide service from Missoula.

Railroads

There is no rail transport available within the Lincoln Planning Area. Long distance freight rail transport is available in Helena, Missoula and Great Falls.

Pedestrian / Bikeways

The Lincoln Planning Area and the Lincoln Townsite currently do not have dedicated bikeways or pedestrian pathways. Most individuals who wish to ride bicycles or walk use the paved shoulder of Highway 200. During the winter months snow accumulation makes use of the shoulder areas both difficult and dangerous, forcing non-motorized users closer to or into the travel lane. The use of the shoulder for parking by semi-trailer trucks within the Lincoln Townsite also hinders non-motorized uses.

Snowmobiles

During the winter months snowmobiles are a popular form of transportation for the area's tourists and residents. By resolution, the Board of County Commissioners permits the use of snowmobiles in the Lincoln Townsite. The resolution limits the operation of snowmobiles in Lincoln to those operators in the process of leaving or returning from a trip on the approximately 250 miles of groomed or additional un-groomed trails and play areas which surround Lincoln. The speed limit in town is 25 mph. Snowmobiles must stop or yield at all

intersections and they are to be operated in a safe and courteous manner at all times. Snowmobiles cannot be operated in the traffic lane of a State highway or County road.

CHAPTER VI
COMMUNITY SERVICES AND FACILITIES

LAW ENFORCEMENT

Lewis and Clark County Sheriff's Department

The Lewis and Clark County Sheriff's Department is responsible for law enforcement activities within the county. Activities are directed by the sheriff, who is elected by a majority vote every four (4) years. The Sheriff's staff consists of 68 employees, including sworn officers, detention officers, and professional support staff (2005). There are an additional 23 volunteer auxiliary deputies. In addition to the "normal law enforcement activities", the sheriff's department is responsible for The Lewis and Clark County Volunteer Fire Department. As of 2005, two resident deputies are stationed in Lincoln. Their patrol area covers the entire northern portion of the county, including Augusta, Wolf Creek, and Craig. An additional deputy is stationed in Augusta, and another is stationed in Wolf Creek. These four deputies assist each other as needed.

Montana Highway Patrol

Highway Patrol Officers are authorized under Title 44, Chapter 1, part 10 of the 2003 Montana Codes to make arrests for all offenses occurring on highways, highway rest areas, state highway property adjacent to the highway or involving the use or registration of a motor vehicle. In rural areas or towns with populations less than 2,500, Highway Patrol officers can make arrests for offenses at the request of other peace officers or the mayor of the town. Officers can also make arrests for any felony offense. If an arrest is made, the officer is required to transport the offender to the nearest county jail.

In 2005, one (1) resident Highway Patrol officer was permanently stationed in Lincoln. His Patrol area is generally defined as a 70 to 80 mile radius around the Lincoln Townsite. An additional Highway Patrol officer is stationed in the Seeley Lake area. These officers assist each other as needed.

Fish, Wildlife and Parks Game Warden

Game wardens or State Conservation officers are authorized under Title 87, Chapter 5 of the Montana Code to act as law enforcement personnel. Their main duties consist of enforcing Federal and the State of Montana's laws and regulations dealing with the protection, conservation and propagation of wildlife, game, fur-bearing animals, fish and game birds. Game wardens are empowered to serve subpoenas issued by the court for the trial of violators of the fish and game laws; search without a warrant, any tent not used as a residence, any boat, vehicles, containers, and packages, or their contents upon probable cause that fish and game rules have been violated; and with a search warrant, search homes or structures and take possession of them if violations of Fish & Game

department rules have occurred. In addition, game wardens have the same authority as other peace officers to enforce all State regulations dealing with crimes against persons and private property.

Currently (2005), there is one full time game warden stationed in Lincoln. His primary patrol area extends from Ovando east to Rogers Pass and north of Avon to the Continental Divide, inclusive of the Scapegoat Wilderness Area. His main function is to enforce wildlife regulations. In the past, the Lincoln community has expressed concern over the harassment of wildlife, particularly white tailed deer by free roaming dogs. The game warden is authorized to shoot any unconfined dogs he witnesses harassing livestock or wildlife.

FIRE PROTECTION

Lincoln Volunteer Fire Company

In May 1951, the Lincoln Volunteer Fire Company was formed. The Fire Company was formed in response to the loss by fire of several businesses in the community. The original Fire Company was completely volunteer and was completely financed by local fundraisers and contributions. At the initial organizational meeting held May 2, 1951, the newly elected officers approved the purchase of a truck and the construction of a Fire Hall. Arrangements were made to purchase a new, 1951 one ton Dodge Power Wagon for the price of $2,730. The truck was modified and fitted with a front mount 3" p.t.o. drive pump, carbon dioxide fire extinguisher and 400 feet of canvas hose. The same truck with some additional modifications is still in use by the Fire Company. The original Fire house was constructed by volunteers in 1951, using donated materials, on property donated by the Lincoln Community Hall and Leonard Lambkin.

In September of 1956, the Lewis and Clark Board of County Commissioners established an official Fire District to be served by the Lincoln Volunteer Fire Company. The establishment of the Fire District permitted the Fire Company the opportunity to collect annual fee payments from the beneficiaries of the fire protection service. The original Fire District encompassed the townsite of Lincoln. Since that time the district has expanded to include fragmented areas containing some of the structures and properties in the Lincoln valley. In 2005, the district covered approximately 105 square miles. Figure 8 shows the boundaries of the Lincoln Fire District

Table VI-1 summarizes the district's revenues and expenditures from 1995 to 2005. Revenues, less any refunds, include all special assessments, non-tax revenues, transfers, and cash on hand. Expenditures include operation and maintenance costs; debt service, such as payment of principle and interest on construction loans; capital outlay; and operating reserve.

TABLE VI - 1:
LINCOLN FIRE DISTRICT REVENUES AND EXPENDITURES
BY FISCAL YEARS
1996 THROUGH 2005

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Total Revenues	$19,092.97	$23,780.77	$28,790.83	$28,026.68	$51,263.84	$108,473.28	$64,844.56	$109,796.04	$306,974.18	$65,023.52
Total Expenditures	$27,627.29	$24,735.39	$21,171.45	$24,831.86	$38,810.20	$108,539.84	$69,656.87	$67,393.59	$319,766.91	$71,941.40
Net Income (loss)	$(8,534.32)	$(954.62)	$7,619.38	$3,194.82	$12,453.64	$(66.56)	$(4,812.31)	$42,402.45	$(12,792.73)	$(6,917.88)

(Source: Lewis and Clark County Treasurer's Office, 2005)

By April 1972, the Fire District required a larger fire hall to accommodate the storage of additional equipment. The present day facility, located on Stemple Road, south of Highway 200, was sold to the Fire District by the Stoner Family for the sum of one dollar and "valuable considerations". The facility accommodates three emergency vehicles in a heated garage and also contains a meeting and training room plus limited equipment storage.

Also in 1972, the District purchased a 1970 Ford pick-up equipped with a 300-gallon water storage tank and pump. The addition of this vehicle permitted faster response times and the ability to shuttle water to the fire site, while the other pumper remained at the fire scene.

In 1987, a water tender with a 3,800 gallon capacity tank was purchased. This allowed volunteer fire personnel to run four to six 1 ½" hoses simultaneously. In 1993, the district purchased a 1973 Duplex-Howe engine from the Billings Fire Department. The new engine has a 1,250-gallon per minute (GPM) discharge capacity and greatly increases the fire fighting capability of the department.

As of 2005, the apparatus inventory located in the stations of the fire district consists of the following:

Engines:

2004 Freightliner FL80 4X4, 1250GPM with a 750-gallon tank
1980 American LaFrance, 1500 GPM with a 750-gallon tank
1994 Chevrolet 1 Ton 4X4, 50GPM at 235 PSI with a 200-gallon tank
1989 Ford 1 Ton 4X4, 50GPM at 150 PSI with a 210-gallon tank
1951 Dodge 4X4 Pumper with no tank

Water Tenders:

1994 International 600 GPM with a 2000-galllon tank
1981 Peterbuilt 850 GPM at 150 PSI with a 3700-gallon tank

Rescue:

Rescue with 'Jaws of Life'
2000 H&H Flat bed trailer
2 Ski Doo 440cc 2 up snowmobiles
4 Rescue/Evacuation snowmobile sleds

Ambulance:

2003 Ford 4X4 ALS ambulance
1989 Collins 2X4 ALS ambulance

Command:

1993 Chevrolet Suburban with page capable VHF radio

Lincoln Rural Fire District is growing and continually striving to upgrade equipment, but at the same time experiencing 'growing pains' as far as housing apparatus.

There are three Fire Stations in Lincoln. Two of the stations are located in the actual town of Lincoln, and one station is located approximately five miles east of town. Three firefighters live around the station east of the townsite and are responsible for responding from that station. The Lincoln Rural Fire District has a Fire Chief and an Assistant Chief.

In 2005, there were seventeen (17) members serving as firefighters and ten (10) members are certified as EMS. All members are unpaid volunteers that live and work in the fire district.

In late 1993, the Lincoln Volunteer Ambulance petitioned the Fire District's Board of Directors to become part of the Fire District. The impetus for this request was that the Volunteer Ambulance Service was not eligible for government funding without being a part of a district or its own district. The petition stated that the Ambulance service would continue to operate in its present manner and be responsible for its own revenue and debts. In early 1994. the fire district's Board approved the merger of the Ambulance Service and the Fire District. The Board of County Commissioners officially sanctioned the merger by resolution. The Ambulance Service will be discussed in more detail in the Emergency Medical Service section.

<u>Lewis and Clark County Volunteer Fire Department</u>

The Lewis and Clark County Volunteer Fire Department (VFD) is one of fourteen (14) VFD's located within Lewis and Clark County. The Lewis and Clark VFD is charged with providing fire protection for all areas of the county that are not covered by other fire jurisdictions or federal/state protection. The Lewis and Clark VFD have a volunteer staff of fourteen (14) individuals.

The Lewis and Clark County VFD is dispatched by the 911-dispatch center operated by the Lewis and Clark County Sheriff's office in Helena. The Lewis and Clark County VFD operates out of three stations, one at Cooney Public Works, one in the North Hills, and one at the Lewis and Clark County Fairgrounds.

United States Forest Service

The U.S. Forest Service (USFS), has a District Ranger Station located approximately one mile east of the Lincoln Townsite on Highway 200. The USFS is responsible for fire suppression on forest service lands, and through interagency agreements on lands administrated by Bureau of Land Management (BLM) and the Montana Department of Natural Resources and Conservation (DNRC). The United States Forest Services objective is to suppress wildfires safely at minimum cost and be consistent with adopted land and resource management objectives and fire management direction as stated in fire management action plans.

The District Ranger, who is stationed in Lincoln, is the line officer responsible for the prevention and detection of wildfires and assuring that appropriate, safe and effective fire suppression measures are under taken.

Suppression strategies that are utilized range from direct control, minimizing areas burned, to indirect methods of containment and confinement. Confinement is defined by the Forest Service as an effort to limit wildfire spread within a predetermined area, principally by the use of natural or pre-constructed barriers. or environmental conditions. Suppression action may be minimal and limited to surveillance under certain conditions. Containment is an effort to surround the wildfire, and any spot fires within the control lines as needed. All reasonable measures necessary to keep the fires ~~spread~~ within a predetermined area under prevailing and predicted conditions will be used.

The Department of Natural Resources and Conservation (DNRC)

The DNRC maintains a local facility with two full-time employees. One Forester is responsible for the timber harvest on state owned lands in the valley and one Fire Forester manages the fire crew and manages special uses. The Lincoln DNRC maintains a seasonal fire crew that consists of two fire engines with two people each and a dispatcher.

The Lincoln DNRC field office, located on Sucker Creek Road, was constructed in 2000. The facility is used as a wildland fire dispatch center and has the capability of expanding into an Emergency Operation Center (EOC) with 25 phone lines, generated electricity, four (4) computers with internet access and multiple radios. The Lincoln DNRC office is the location where residents of the Lincoln valley can obtain their burning permits, which are required by state law from May 1st to September 30th. Lincoln DNRC writes an average of 300 burning permits a year.

The DNRC and the other signatory agencies may conduct fire suppression activities on private land without the permission of the landowner when it is necessary to protect the National Forest or other federal, state and private lands, or in the execution of a mutual aid agreement with local fire departments. Permission should be obtained from the landowner where feasible ~~and~~ if suppression action would not be delayed. Neither the USFS nor the DNRC is required to take fire suppression action on structural or hazardous material (hazmat) fires. They may however, take appropriate measures to keep structures on forested lands from being destroyed by wildfire and will notify the agencies responsible for hazardous materials (hazmat) incidents.

The Lincoln DNRC works very closely with the USFS fire crews as well as the Lincoln Volunteer Fire Department, Helmville Fire Department, and Ovando Fire Department. This interagency corporation provides for rapid and effective wildland fire suppression in the Lincoln valley and the Blackfoot canyon.

EMERGENCY MEDICAL SERVICES

The Lincoln Volunteer Ambulance Service, a licensed non-profit organization, has been operating since 1964. The Lincoln Ambulance has been a licensed Advance Life Support Ambulance (ALS) since 2000. The service provides all levels of emergency medical service and transportation 24 hours a day, seven (7) days per week to an area that extends 38 miles east of Lincoln and 37 miles West of Lincoln. This area includes the communities of Helmville and Ovando. The ambulance currently is under the medical direction of an Emergency Physician at Benifis Health Care in Great Falls.

Since its inception the ambulance service has relied solely on unpaid volunteers. Currently (2005), the ambulance crew consists of one (1) Paramedic (NREMT - P), three (3) EMT Intermediates (NREMT 1-85), two (2) EMT-Basics with additional endorsements (NREMT-B), and two (2) EMT First Responders with additional endorsements (MT-EMT-F-3). Training for all ambulance crew members is extensive. The Paramedic level is a two year college degree program, at the EMT -I level about 600 hours of training are required, the EMT-B training program is 180 hours long, and the MT-EMT-F-3's require 100 hours of training. Training for the State of Montana endorsements varies at the direction of the medical director but these endorsements allow the EMT-B' s to administer limited medications, use advanced airway management devices and a manual defibrillator. The Ambulance Service also conducts approximately 100 hours of continuing education training for its members annually.

The Ambulance is dispatched by the 911-dispatch center operated by the Lewis and Clark County Sheriff's office in Helena. Notification of the volunteers is by pager.

The Ambulance responds to approximately 125 calls a year, each lasting an average of four (4) hours from 911 alarm to return to service in Lincoln. The majority of calls are attributed to illness, trauma, or motor vehicle accidents. From January of 2002 through March 2005, the Volunteer Ambulance Service had two (2) Defibrillation saves, two (2) CPR saves, approximately a dozen serious chest pain calls, and seven (7) critically injured motor vehicle accident patients, who without the rapid treatment provided would surely have perished before arrival at the hospital emergency department. Less than half of one (1) percent (0.5%) of ambulance runs end with the patient Dead on Arrival (DOA) at the hospital emergency room.

The Ambulance Service receives no governmental or agency funding and relies solely on fees collected for services and donations. The Ambulance Service operates two fully equipped ALS ambulances, a 2002 4X4 Type I ambulance and a 1989 2-wheel drive type III ambulance. Each ambulance 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.

Emergency Helicopter Service

Aero medical support is provided by Mercy Flight from Benifis Health Care in Great Falls or Life Flight from St Patrick's Hospital in Missoula. Aero medical evacuation in this area is highly dependent on the weather and helicopter availability and service is frequently not available. Additional ground ambulance support is available from Helena, Missoula, or Great Falls if required, however the response times to the Lincoln area can exceed one and a half hours with an equal return time to the hospital.

Medical Services

The Parker Medical Center was located approximately four (4) miles west of Stemple Pass Road on Highway 200. As of April 2005, the Parker Medical Center no longer offered services. Medical services are available in cities of Helena, Great Falls, and Missoula. The County Cooperative Health Center in Helena is providing healthcare services to the Lincoln area, but only on a scheduled basis. The Health Center sends medical staff to Lincoln when sufficient numbers of patients are scheduled for healthcare.

LINCOLN LANDFILL DISTRICT

In June 1969, the Board of County Commissioners created the Lincoln Refuse Landfill District (Resolution 1969-7) to deal with the disposal of solid waste within the Lincoln and the Blackfoot Valley Area. The Lincoln Landfill Board administers

the District. This board consists of seven (7) members selected from the community at large, the Lincoln Community Council, and the Lewis and Clark Board of County Commissioners. This board has the authority to set the conditions of operation of the Transfer Site, subject to the approval of the Board of County Commissioners.

Solid waste from the Lincoln area is deposited at the Lincoln Solid Waste Transfer Site. The site is located 5 miles east of Lincoln on the south side of Highway 200. The site accepts all types of solid wastes: household and commercial garbage, metal, clean wood and compost, cardboard, and used oil. Metal, clean wood and compost are accepted at no charge. The Transfer Site is open for public use year round on Saturday, Sunday, and Monday, except for posted holidays, from 9:00 A.M. to 4:00 P.M.

Access to the Solid Waste Transfer Site is gained by displaying a Land Fill Card issued by the Lincoln Landfill Board or by payment to the attendant at the time of use. Residences and businesses in the Lincoln Refuse District, which has the same boundaries as School District #38, are issued access cards at a rate of $75.00 per card. This card entitles the holder to deposit 12 yards of refuge per year at the site. Beyond the 12-yard limit, the user is charged a fee of $7.00 per excess yard. Revenues for the landfill's operation are collected as special assessment fees. Table VI-2 shows the revenues and expenditures of the Landfill District from fiscal years 1995 to 2005. Revenues, less any refunds, include all special assessments, non-tax revenues, transfers and cash on hand. Expenditures include operation and maintenance cost; debt service, such as payment of principle and interest on construction loans; capital outlay; and operating reserve. Table VI-3 provides a detailed look at the Landfill District's revenues and expenses.

TABLE VI-2:
LINCOLN LANDFILL REVENUES AND EXPENDITURES BY FISCAL YEARS 1995-2005

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Total Revenue	$136,379	$112,622	$129,649	$149,497	$121,765	$150,064	$135,658	$139,804	$106,769	$115,451	$114,706
Total Expenditures	$132,332	$140,128	$135,169	$ 86,946	$126,558	$110,743	$174,636	$105,723	$ 93,432	$119,352	$108,127
Net Income (Loss)	$ -	$(27,506)	$ (5,520)	$ 62,551	$ (4,793)	$ 39,321	$(38,978)	$ 34,080	$ 13,337	$ (3,901)	$ 6,578

(Source: Lewis and Clark County Treasures Office, 2005)

At the present time (2005), the Landfill Board has entered into a contractual agreement with Montana Waste Systems of Great Falls for the removal of commercial and household garbage. Montana Waste Systems also provides residential and commercial pickup of garbage within the District. This is arranged

between the individual user and Montana Waste Systems. The clean woodpile is burned periodically and the metal is periodically sold for recycling.

The Lincoln Solid Waste Board actively encourages recycling. It provides recycling bins for newspaper, clear glass, and steel cans. These items may be deposited in the "Binnies" located to the immediate east of the Lincoln Senior Citizens Center. Cardboard boxes, etc. may be deposited at a special location at the Transfer Site. The Landfill Board hopes to add facilities for plastics in the near future.

Table VI-3:
Lincoln Landfill Detailed Revenues and Expenditures
Fiscal Year 2003-2005

		Actual	Actual	Budget
		FY03	FY04	FY05
Revenues	Taxes/Special Assessments	$0	$0	$0
	Licenses & Permits	0	0	0
	Intergovernmental	0	0	0
	Charges for Services	5,572	8,249	20,200
	Fines & Forfeitures	0	0	0
	Miscellaneous	98,074	104,813	96,320
	Interest Earnings	3,123	1,619	1,500
	Other	0	0	0
	Total Revenues	**$106,769**	**$114,682**	**$118,020**
Expenditures	Personnel	0	0	0
	Operations	93,431	107,830	116,550
	Capital	0	11,522	10,000
	Total Expenditures	**$93,431**	**$119,352**	**$126,550**
	Excess (Deficiency) of revenues			
	over (under) expenditures	13,338	(4,671)	(8,530)
	Beginning Cash	**104,582**	**117,920**	**113,249**
	Ending Cash	**$117,920**	**$113,249**	**$104,719**

(Source: Lewis and Clark County Treasurers Office, 2005)

WASTE WATER TREATMENT

Within the Lincoln Planning Area two methods of wastewater treatment are utilized, the Lincoln/Lewis and Clark Sewer System and individual on-site waste water treatment systems.

Lincoln Sewer District

The Lincoln/Lewis and Clark Sewer System was constructed in 1983-85 utilizing state and federal construction financing grants. The community wastewater treatment system was needed due the shallow depth to ground water in the area and the inability to find suitable locations for treatment drainfield sites. Portions of the system became operational in 1984.

Figure 9 shows the service area for the system. The system is described as a facultative non-discharging lagoon system. Practically, the system has eliminated drainfields by functioning as an effluent collection and treatment facility. Solids are removed by pumping individual tanks and land application. The main components of the system are:

1) Individual septic tanks (1,000 - 2,000 gallon) located on the users property
2) Four inch lines connecting individual tanks to service collector lines located within public right-of-way
3) Four to eight inch diameter street mains
4) Two engineered lift stations with pressure mains where needed
5) Two facultative basins (six million gallons each) and a storage lagoon (fourteen million gallons)
6) Spray irrigation system.

Septage, or the solids, is collected in the individual on-site septic tanks. The septic tanks should be pumped approximately every three (3) to five (5) years depending upon use. The septage is removed by an employee of the District and applied on land owned by the Sewer District adjacent to the sewer lagoon.

In 1997, Lincoln was awarded a EPA grant and State Revolving Fund loan for $356,350 for improvements to the wastewater public facilities.

The Lincoln Sewer Board oversees the operation of the Lincoln Community sewer system. The Board consists of five members, who are elected by the popular vote of those registered voters within the sewer districts boundaries. Each member is elected for a three year term. The Board is responsible for the review of all applications for connection to the sewer system, adherence to financial contracts, collection of fees adequate to fund operating and reserve accounts, establishment of budgets, and the payment of the District's Financial

obligations. The Board is also responsible for hiring or contracting an operations manager and an accountant.

The operations manager is responsible for the daily operation and maintenance of the physical facility. He is also responsible for verifying that additional connections to the system are installed properly. The manager is on-call to address emergency problems.

The accountant is responsible for the day to day finances of the District. The accountant is responsible for the billing and collection of all fees and service charges, the payment of the District's debts, and general communication with regulatory and other government agencies.

On-Site Waste Water Treatment Systems

Those areas outside the Lincoln/Lewis and Clark Sewer Service Area are required to utilize on-site wastewater treatment systems. The type of system and size of drain field are governed by environmental factors such as slope of the land, proximity to surface water, proximity to groundwater, and soil characteristics. Typically, a minimum of a one-acre parcel is required to install an on-site wastewater treatment system. Smaller parcel size may be considered if evidence is submitted indicating no sanitary problems will result either on or off the site. The installation and use of cesspools or seepage pits is specifically prohibited by State Regulations. Sewage holding tanks may be used for seasonal cabins but cannot be used as a permanent method of sewage disposal.

The Lewis and Clark City/County Health Department is the primary regulatory agency permitting on-site wastewater treatment systems within the county. Newly created parcels, less than twenty acres in size, also require Montana Department of Health and Environmental Sciences, Water Quality Bureau review and permit. Most sites require a site evaluation to be conducted by a registered sanitarian. The site evaluation requires a test pit to be dug to the depth of eight (8) feet. Based on data collected during the site evaluation, the sanitarian will determine the suitability of the parcel for on-site waste water treatment, the size of septic tank required, the type of system, the size and location of the drainfield, and the 100% replacement area. Soils with a permeability of less than 0.06 inches per hour are unsuitable for standard subsurface on-site wastewater treatment systems. In areas that are questionable for high seasonal groundwater, depth to groundwater monitoring is required. Monitoring is usually conducted from the beginning of April until August. The monitoring period must be a minimum of (10) weeks in duration. No permit will be issued until the monitoring has been completed and the data reviewed.

Table VI-4 shows the minimum safe distances for siting the various component parts of an on-site treatment system.

TABLE VI - 4:
MINIMUM SAFE DISTANCES FOR SITING ON-SITE WASTEWATER TREATMENT SYSTEM (FEET)

	Sealed and Other Components	Absorption Systems
Public or Multi-User Well/Springs	100	100
Other Wells	50	100
Suction Lines	50	50
Cisterns	25	50
Roadcuts, Escarpments	10	25
Slopes > 25%	10	25
Property Boundaries	10	10
Subsurface Drains	10	10
Water Lines	10	10
Drainfields/Sand Mounds	10	10
Foundation Walls	10	10
Surface Water, Springs	50	100
Flood Plains	100	100

(Source: Lewis and Clark Co. On-Site Wastewater Treatment Regulations, 2003)

The sizing requirement for on-site wastewater treatment fields is based primarily on soil characteristics of the site and the estimated volume of wastewater flow. Soil texture, structure and type can be determined by using soil surveys published by the USDA Soil Conservation Services and soil data obtained as a result of the on-site evaluation. Construction of treatment fields in soils that are unsuitable, or having severe or very severe limitations is not permitted, unless the limiting factors are shown not to be present by field investigation. Table VI-5 shows the minimum length of pipe required, based on soil characteristics.

TABLE VI -5:
LINEAR FEET OF PERFORATED PIPE REQUIRED FOR RESIDENTIAL ON-SITE WASTEWATER TREATMENT FIELDS

SIZING CHART - GRAVEL TRENCHES (gravity = 2 foot wide, pressure dosed = 3 foot wide)

				(225 gpd)	(300 gpd)	(350 gpd)	(400 gpd)	(450 gpd)
Soil Type	**Texture**	**App. Rate**	**Type**	**2 br**	**3 br**	**4 br**	**5 br**	**6 br**
II	Course to medium Sand	0.8	Gravity	140	190	220	250	280
			Pressure Dosed	95	125	145	170	190
III	Fine Sand to Loamy Sand	0.6	Gravity	190	250	290	335	375
			Pressure Dosed	125	170	195	220	250
IV	Loam, Sandy Loam, Silt Loam	0.5	Gravity	225	300	350	400	450
			Pressure Dosed	150	200	235	270	300
V	Loam, Sandy Clay Loam, Silt Loam	0.4	Gravity	280	375	440	500	565
			Pressure Dosed	290	250	290	335	375
VI	Silty Clay Loam	0.3	Gravity	375	500	585	670	750
			Pressure Dosed	250	335	390	445	500
VII	Clays, Silty Clays	0.2	Gravity	565	750	875	1000	1125
			Pressure Dosed	375	500	585	665	750

All 36" wide trenches must be pressure dosed Must be pressure dosed

(Source: Lewis and Clark County On-Site Wastewater Treatment Regulations, 2003)

Soils in Type VI may be easily damaged during construction of the trenches. Special engineering and/or construction practices may be required. Also the amount of linear feet of perforated pipe required in Soil Type VI may be reduced by 30 percent when using an approved pressure dosing system. Pressure dosing systems will be required for any site requiring more than 500 linear feet of drainfield regardless of soil type.

During the period between 1973 and 2005, the County Environmental Health Division records indicate 296 onsite wastewater treatment systems were approved and installed or replaced in the Lincoln Planning Area. Table VI-6 indicates the number of systems installed or replaced by year.

Table VI-6
On-site Wastewater Treatment Systems
Installation & Replacement
1973-2005*

1973	2	**1989**	9
1974	0	**1990**	5
1975	2	**1991**	8
1976	0	**1992**	12
1977	2	**1993**	14
1978	3	**1994**	NA
1979	5	**1995**	27
1980	3	**1996**	16
1981	4	**1997**	16
1982	5	**1998**	18
1983	2	**1999**	18
1984	5	**2000**	13
1985	7	**2001**	14
1986	4	**2002**	15
1987	5	**2003**	14
1988	16	**2004**	22
		2005	12

*Data for 2005 is through the end of July

(Source: County Environmental Health Division, 2005)

Lincoln does not appear to have any existing water quality problems from septic effluent; however, as most domestic water is drawn from the unconfined alluvial aquifer in the valley, on-site septic disposal will need to be managed carefully.

Proper installation and maintenance of on-site wastewater treatment systems is essential for maintaining the environmental quality of the area, especially in areas with shallow depth to groundwater. There are reasons that treatment systems fail. Failure could be caused by one or a combination of the following:

1. Failure to have septic tank pumped on a regular basis. Collection of sewage sludge and solids decreases the storage capacity of the tank and decreases storage time of effluent. Decreased storage time results in a higher percentage of untreated effluent, with a higher percentage of solids being released to the drainfield. This can be prevented by having the septic tank pumped every three (3) to five (5) years depending on usage and tank size.

2. Hydraulic overloading occurs when the application of septic tank effluent is at a rate higher than the rate at which the effluent can

percolate through the soil in the drainfield. This is caused by inadequate sizing or design of the system, or the additional loading of the system by the addition of appliances such as garbage disposals or the addition of additional bathroom or kitchen facilities to the system. This can be prevented by assessing the treatment system's capacity prior to additional loading.

3. Suspended solids clogging occurs when the septic tank is operating Improperly and a portion of the solids, which normally settle out in the tank flow to the drainfield in the effluent. This can be prevented or remedied by regular pumping of tanks.

4. Poor drainage allows the ground water table to reach levels, which intersect with the percolation area of the wastewater treatment system that will result in a reduction of the drainfield capacity. This may be caused by poor initial site selection or by development activity in the surrounding area that would result in the alteration of drainage patterns or in increased volumes of runoff.

Improperly functioning systems can lead to a myriad of public health concerns. Increases in bacterial or viral organisms could contaminate the soils and water and lead to disease outbreaks. Improperly functioning systems can also lead to elevated levels of nitrates in the soils and groundwater. The EPA limit for nitrates in public water supplies is 10 parts per million (ppm or milligrams per liter, mgll). Higher nitrate levels in groundwater are a concern primarily because they cause a condition called methemoglobinemia (poor oxygen uptake by the blood) in infants less than six (6) months of age and gastrointestinal problems in individuals of all ages.

Areas of elevated nitrates or other contamination due to improperly functioning on-site wastewater treatment systems are not documented in the Lincoln Planning Area. However; there have not been any investigations conducted to assess sub-surface hydrochemistry or regional septage handling characteristics of the alluvial gravels that contain most of the septic tanks in the valley.

EDUCATION

Public education has been taking place in the Lincoln community almost since the community was founded. Lincoln's first school was located at the original townsite in Lincoln Gulch. The school was built in the late 1860s or early 1870s. After the Battle of the Little Bighorn in 1876, the townspeople in Lincoln Gulch constructed a fort as protection from the perceived threat of an Indian uprising territory-wide. The new fort housed the school and served as a town meeting place. After Lincoln moved down to the valley, the new School District 30 built a school at the Cameron Ranch, south on Dalton Mountain Road, the principal

route to the new community. A few years later the school was relocated at the Spring Creek overflow, the site of Leeper's Motel today. School District 30 was split in 1890, and the new School District 38 erected a school on the Present day site in the early 1900s on land donated by George Miller. School District 39 built a school at the junction of Alice Creek Road and what today is Highway 200. The School District 39 School was later moved to the Mike Horse Mine.

In the 1920s the original school and teacher's home was removed from the property and a larger school building constructed. In 1957, Elementary School Districts 38 and 39 were consolidated to form School District 38. As the facility was an elementary school only, high school students in the Lincoln area were bused to Augusta.

In June of 1978, a fire destroyed the old elementary school building. The present facility was constructed between 1979 and 1980. The new elementary school was opened in the winter of 1980. In 1982 the Lincoln High School District was formed, and high school students no longer had to travel to Augusta to attend classes. An addition to the high school was added to the north end of the gymnasium and was fully usable by the end of the 1982-83 school year. In March of 1990, the District acquired additional property adjacent to and east of the existing property. In the summer of 1990, a large addition was added to the southern end of the existing elementary school building. This addition consisted of three (3) classrooms, a library, expanded office space, nurse’s office, bathroom, and a staff lounge. In the fall of 1994, the Industrial Arts Department completed construction of a 30’ by 30’ storage shed.

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 included 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 architectural firm, 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 was 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.

The Lincoln Community has a long history of local involvement with school affairs. The Parent, Teacher, and Student Association (PTSA) is active in school social functions as well as athletic events.

The school's facilities have become an important community meeting place for the following: School Board, Community Council, PTSA, Lincoln Arts Council, Girls Scouts, Boy Scouts, 4-H, Hunter Safety courses, Bow Hunter safety classes, Cycle America, Lincoln Volunteer Ambulance and Fire Department training classes, various church and civic groups.

Besides the academic curriculum, the District's students participate in girls' and boys' basketball, track, and cross country, girls' volleyball and boys' football. Other extra-curricular activities for students in grades 7 through 12 include: Aviation Club, L Club, Student Council, Guitar Club, Chorus, Speech and Drama, Yearbook, Student Newspaper, and Arts Club.

Table VI-7 shows the student enrollment for all grades K-12 from the 1995-1996 school year through the 2004-2005 school year.

TABLE VI - 7:
LINCOLN SCHOOLS TOTAL ENROLLMENT
1995-2005

Grade Levels	1995-1996	1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005
K-6	131	135	154	155	130	119	111	102	94	80
7-8	38	43	39	38	44	42	46	44	44	31
9-12	68	65	79	84	68	72	68	84	88	81
Total Enrollment	**237**	**243**	**264**	**278**	**242**	**233**	**225**	**230**	**226**	**192**

(Source: Tweet, 2005)

School District #38 is governed by a five (5) member School Board, elected by majority vote of registered voters within the District. Each Board Member is elected to a three-year term. The terms of the members are staggered.

A superintendent is hired by the Board to oversee the operation of the school. In the 2004-2005 school year, the District's staff included 20 teachers, including the

high school principal; 2 office staff; 2 cafeteria staff; 1 school nurse, and 2 maintenance staff. The District also operates two school bus routes, which employ two drivers. The School District is one of the largest employers within the Planning Area and the 2004-2005 school year had a payroll over $893,380. Table VI-8 shows the annual budgets for District #38 for the school years 1996-1997 through 2004-2005.

TABLE VI - 8:
SCHOOL DISTRICT #38 YEARLY BUDGETS
(1996-2005)

	1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005
Total Students	243	264	277	242	233	225	230	226	192
Annual budget	$981,980	$1,067,362	$1,125,129	$1,187,787	$1,187,780	$1,226,726	$1,262,733	$1,242,858	$1,317,940
Per Student	$4,109	$4,043	$4,061	$4,908	$5,098	$5,452	$5,490	$5,499	$6,864

(Source: Tweet, 2005)

Educational Attainment

The percentage of individuals completing high school (12 years) within the Lincoln CDP is slightly lower than the State average. The percentage of individuals in the Lincoln CDP earning a bachelor's degree is less than the State and Lewis and Clark County. Table VI-9 provides a comparison of educational attainment for individuals 18 years old and over.

TABLE VI - 10:
EDUCATIONAL ATTAINMENT,
18 YEARS OLD AND OVER

Educational Attainment	Montana	Lewis and Clark County	Lincoln CDP
Percent High School Graduate (incl. equivalency)	86.0%	89.8%	79.4%
Percent Bachelor's Degree or Higher	22.0%	28.8%	12.0%
Total Population 18 Years and Over	67,2251	41,466	808

(Source: U.S. Dept of Commerce, Census Bureau, Summary File 3, 2000)

LEWIS AND CLARK COUNTY GOVERNMENT

Lewis and Clark County is a political subdivision of the State of Montana. The county seat is located in Helena. A three (3) member Board of County Commissioners is responsible for the operation and management of the county's activities. Each member of the Commission is elected at large and serves a staggered six (6) year term. There are nine additional elected officials. The County government is made up of twenty (20) major departments and employs approximately 400 people. Table VI-10 lists the departments and number of employees by department. Only four (4) county employees, two (2) in the road department and two (2) sheriff's deputies, work full-time in the Lincoln Planning Area.

TABLE VI – 10: LEWIS AND CLARK COUNTY EMPLOYEES BY DEPARTMENTS (2005)

Department	Employees
County Commission	3
Administrative Services	9
Technical Services	11
County Attorney	12
Clerk of Court	9
Public Defender	8
Justice Court	4
Sheriff's Department	68
Coroner	2
Treasurer	23
Superintendent of Schools	1
Road and Bridge Department	23
Building	12
Disaster and Emergency Services	2
Cooney Convalescent Home	98
Health Department	60
Planning Department	9
Extension Service	3
Forestvale Cemetary	3
Fairgrounds	4

(Source: Lewis and Clark County Administrative and Financial Department, 2005)

TAXBASE

Taxable valuation for Lewis & Clark County and School District #38 is detailed for fiscal years 1995 through 2004 in Table VI-11. In the ten year period shown, the County income has increased approximately 9.3 percent, from $80.4 million to 87.8 million. In that same ten year period, District #38's taxable valuation increased approximately 12.5 percent, from 2.1 million to 2.37 million.

TABLE VI - 11:
LEWIS AND CLARK COUNTY AND DISTRICT #38 TAXABLE VALUATION
1995-2004

Tax Year	County Taxable Valuation	District #38 Taxable Valuation
1995	$80,425,942	$2,109,139.00
1996	$83,872,906	$2,050,831.00
1997	$85,805,813	$2,120,932.00
1998	$88,683,191	$2,316,435.00
1999	$87,271,626	$2,334,132.00
2000	$82,457,667	$2,217,487.00
2001	$83,323,679	$2,263,254.00
2002	$84,833,989	$2,313,861.00
2003	$85,216,857	$2,287,946.00
2004	$87,892,306	$2,374,246.00

(Source: Lewis and Clark County Treasurers Office, 2005)

Lewis and Clark County tax income is detailed by mill levy in Table VI-12. A mill levy is the level of property tax set by a local government. One mill equals one one-thousandth of the total taxable value of the particular jurisdiction.

TABLE VI - 12:
LEWIS AND CLARK COUNTY PROPERTY TAX MILL LEVIES
BY FISCAL YEARS
1995 -2004

FUND/Fiscal Year	1996	1997	1998	1999	2000	2001	2002	2003	2004
STATE UNIVERSITY	6.00	6.00	6.00	6.00	6.00	6.00	6.00	6.00	6.00
STATE EQUALIZATION	40.00	40.00	40.00	40.00	40.00	40.00	40.00	40.00	40.00
V0CATIONAL TECHNOLOGY	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50	1.50
WELFARE	9.00	9.00	9.00	9.00	9.00				
COUNTY ELEMENTARY	33.00	33.00	33.00	33.00	33.00	33.00	33.00	33.00	33.00
ELEMENTARY RETIREMENT	22.67	22.89	18.42	23.00	22.12	27.62	28.51	29.36	27.41
COUNTY HIGH SCHOOL	22.00	22.00	22.00	22.00	22.00	22.00	22.00	22.00	22.00
SCHOOL TRANSPORTATION	5.24	5.08	2.50	2.45	5.10	2.79	2.92	4.11	6.80
HIGH SCHOOL RETIREMENT	11.35	11.22	12.82	12.40	13.61	16.20	16.12	16.95	14.47
ALL-PURPOSE	25.00	40.80	23.38	24.79	28.11	28.57	29.31	30.76	31.91
ANIMAL CONTROL	0.89								
AIRPORT	0.59	0.33	0.13						
HUMAN SERVICES	3.00								
BRIDGE	8.00								
CITY COUNTY HEALTH	5.00	5.00	5.00	5.30	5.91	6.00	6.15	6.44	6.67
DISTRICT COURT	6.00	6.00	5.90	6.25	6.97	2.58	2.66	2.81	2.93
PARKS	0.16	0.07	0.07	0.07	0.08	0.08	0.08	0.09	0.09
LIBRARY	5.00	5.00	4.92	5.22	5.49	20.08	20.22	21.50	22.24
EMERGENCY DISASTER				8.40	6.60				
MENTAL HEALTH	0.56	0.56	0.55	0.48	0.54	0.55	0.56	0.59	0.61
NOXIOUS WEED	2.00								
SENIOR CITIZENS	1.72	0.72	0.71	0.75	0.84	0.85	0.87	0.91	0.94
COUNTY EXTENSION	1.08	1.08	0.89	0.94	1.05	1.06	1.09	1.14	1.18
PUBLIC SAFETY			20.00	21.44	45.28	46.08	47.11	49.26	50.93
HEALTH FACILITIES				3.00	3.07	3.00	3.00	2.07	1.80
WORKER'S COMPENSATION	0.36	0.36	0.35	0.37					
PERMISSIVE MEDICAL LEVY	2.58	2.93				9.00	9.00	8.55	8.55
FAIRGROUNDS	0.90								11.09
ENTITLEMENT LEVY						13.78	14.09	14.73	15.22
ROAD	14.39	16.23	15.65	16.62	18.28	18.19	18.47	19.05	19.60
PLANNING	2.00	2.00	1.94	2.16	2.47	2.45	2.49	2.57	2.64
EMERGENCY DISASTER	2.00				2.00			2.00	
SCHOOL DISTRICT #38	124.37	120.03	109.91	94.78	99.01	136.80	133.96	130.45	138.70

(Source: Lewis and Clark County Treasurers Office, 2005

CULTURAL AND RECREATIONAL

Upper Blackfoot Historical Society

The Upper Blackfoot Historical Society is a non-profit 501(c) organization located in Lincoln. The Society compiled and issued a historical text, "Goldpans and Singletrees", detailing the economic and cultural development of Lincoln and its early families. The book was published in 1994 and is available locally.

Currently, the Society displays historical artifacts at a self-guided outdoor museum west of the Lincoln Townsite. The museum is ~~to~~ located on land furnished for that purpose by High Country Beef Jerky, a local business.

The Society enjoys wide support from the community as well as local business and governmental organizations.

Community Hall Board

The Lincoln Community Hall is a historical structure in the center of the Lincoln Townsite. The Hall, as it is known locally, is the center of many of the community benefits and activities. The Community Hall Board is a non-profit organization made up of volunteers who schedule events and provide maintenance and upkeep to the building.

The Board is responsible for the upkeep and operation of the Lincoln Community Hall and has actively cared for the facility for many years. Most recently, roof replacement, log chinking and painting projects were undertaken, largely with volunteer labor. Upcoming projects on the Hall include addressing drainage on the site that has been affected by nearby highway improvements over time. Also, replacement of some sill logs on the building is being planned. The Hall was listed on the National Register of Historic Places in 1987.

Lincoln Rodeo Club

The Lincoln Rodeo Club is one of the oldest community organizations in Lincoln, having been founded in 1952. The club has been sponsoring the Lincoln Fourth of July Rodeo annually for 53 years.

The rodeo, through the years, has grown to be a very popular event in Lincoln. Spectators and participants from all over the United States and abroad, including Australia and European countries, have attended this event. Volunteers, donations, and money made at the gate make the rodeo club a self-supporting organization. The rodeo has a large economic effect on the community due to the influx of out-of-town spectators. A concession stand helps support the rodeo grounds. The rodeo club purchased the land the rodeo grounds are on in 1995 and new fences and chutes were installed recently.

Lincoln Council for the Arts

The Council for the Arts is a group of local volunteers who actively seek out and engage various artists, musical and theatrical, to perform in Lincoln. Over the years many fine presentations have made their way to Lincoln due to the efforts of the Council.

Race to the Sky

The Race to the Sky is an annual 350-mile sled dog race that begins and ends in Lincoln. Race to the Sky offers one of the most varied elevation long distance sled dog races in the lower 48. With multiple peaks and valleys, the trail is a challenge for both the mushers and dog teams.

Public viewing areas are located near guest ranches, lodges and restaurants along the route that also serve as check points for the human and dog team competitors. These areas, as well as related events throughout the year, draw spectators and participants to Lincoln and the surrounding areas.

CHAPTER VII
ENVIRONMENT

Climate

The Lincoln Planning Area is located along the western front of the Rocky Mountains and exhibits characteristics of both the modified maritime climate typical of western Montana valleys and the more continental type climate of eastern Montana. Weather patterns are influenced by Pacific and Canadian fronts. The wind is predominately out of the northwest. Average annual precipitation recorded at the Lincoln Ranger Station is 18.57 inches. June is the wettest month, averaging 2.70 inches followed by May with 2.19 inches of precipitation. January receives the most snowfall with 23.11 inches average.

The average annual temperature is 40.1 degrees Fahrenheit. Temperatures are more mild in the winter and cooler in the summer than those experienced over the Montana plains; however, several short periods of below zero temperatures occur each winter. The infrequent occurrences of very cold air are usually caused by Arctic air over the plains becoming deep enough to spill westward across the Continental Divide. The invasions of cold air into the valley can be accompanied by strong easterly winds and blizzard conditions. Severely cold weather generally lasts only a few days (Cordell, 1970).

Mild days and cool nights with occasional thunderstorms are characteristic of summer with the daily maximum temperature being 82 degrees F. and the average minimum 41 degrees F. Oppressively hot weather is almost unknown as the highest recorded temperature is 102 degrees F. Strong night time radiation cooling causes freezing, or near freezing, temperatures during each month of the summer. There is an average of 71 days between the last occurrence of 28 degrees in the spring and the first recorded temperature of 28 degrees F. in the late summer. Thus, vegetation is limited to the more hardy varieties.

Table VII-1 summarizes 45 years of temperature, precipitation and snowfall data collected from 1949 through June 2005 at the Lincoln Ranger Station.

TABLE VII-1:
WEATHER DATA SUMMARY
1949 – JUNE 2005

	Year	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec
Average High Temperature (Fahrenheit)	71.1	48.9	53.4	63.2	76.1	87.4	93.2	98.8	99.9	93.1	80.3	51.0	48.6
Average Low Temperature (Fahrenheit)	7.2	-24.1	-16.6	-7.8	12.6	23.0	30.0	34.3	31.2	21.1	12.3	-6.3	-17.2
Average Precipitation (Inches)	18.78	2.06	1.57	1.62	1.44	2.33	2.51	1.24	1.34	1.42	1.34	1.50	1.94
Average Snowfall (Inches)	90.02	22.01	15.19	13.90	7.28	1.99	0.00	0.00	0.00	0.47	2.41	10.97	18.62

(Source: Lincoln Ranger District, 2005)

Air Quality

The air quality in the Lincoln area is generally thought to be good. Air quality was done in the Lincoln Townsite, and the initial monitoring, done near the intersection of Stemple Pass Road and Highway 200 showed substantially poor air quality. The wintertime burning of firewood is the likely cause, aggravated by wood smoke being unable to dissipate due to the dense tree cover in the townsite. Air quality monitoring done later near the Parker Clinic showed very low air particulate levels.

During periods of low cloud cover in the winter months, a noticeable haze hangs over the Lincoln Townsite. Wood burning heating devices and vehicles are the main sources of emissions that contribute to the haze.

The haze does not appear to be a health concern at this time. The installation of newer and more efficient wood burning devices, such as pellet stoves, would significantly reduce the wintertime accumulation of pollutants within the Townsite.

Geology

The area of the Upper Blackfoot Valley is characterized by a thick sequence of Precambrian age sedimentary rock of the Belt Supergroup. The Precambrian rocks are disconformably overlain locally by a sequence of Eocene/Oligocene age volcanic rocks that reach a thickness of up to 2,000 feet. Late Cretaceous and early Tertiary intermediate intrusive rocks were emplaced in the Heddleston District, east of Lincoln. and also near Stemple Pass. These intrusives appear to pre-date the volcanics by approximately 5 to 10 million years (Figure 10).

The oldest volcanic rocks are predominately andesites, which were subsequently overlain by a sequence of felsic pyroclastic rocks. In turn, the felsic pyroclastic rocks are overlain by fluvial-lacustrine volcano-clastic rocks and by at least one rhyolite flow, deposited in a local tectonic basin. Uplift and tilting of the volcanic sequence to the north resulted in rapid erosion and subsequent deposition, within the basin, of boulder conglomerates and course sandstones of probable late Miocene or Pliocene age.

The Precambrian and Tertiary rocks are generally covered by unconsolidated glacial debris and alluvium. At least two glacial events have been recognized as having occurred in the area (Coffin and Wilke. 1971). During the first event, terminal moraines and outwash were deposited at least two miles to the south of the Lincoln Townsite. Ice filled the areas around what is now known as the Landers Fork and Alice Creek drainages, at least as far south as the Blackfoot Valley (Coffin and Wilke, 1971). It is possible that the ice continued westward down the Blackfoot Valley.

The second event was apparently less extensive, but still resulted in the deposition of considerable outwash deposits in the main valleys. Reworking of the outwash material has resulted in the partial filling of the Blackfoot and Landers Fork valleys with alluvium, typically sand and sandy gravel. Locally it is difficult to distinguish the original glacial outwash deposits from the reworked alluvium.

Soils

The soils in the Planning Area rest on top of and are pervaded with sorted alluvial outwash and till deposited in horizontal beds ranging from 3 inches to 30 feet in thickness. Some thin beds contain 30 to 40 percent clay and silt, and 10 to 20 percent very fine sand. Three dominant soil associations are present in the Lincoln townsite area: the Stryker Association, the Gallatin-Furniss Association, and the Swims-Bearmouth Association. Three additional soil associations typify the north and south margins of the Lincoln Valley where higher elevations phase into the mountains: the Bigel Association, the Leavitt Association, and the Loberg Association (Figure 11).

The Stryker Association comprises about 70 percent of the Lincoln Townsite area, and is typified as slowly permeable and poorly drained. The highwater, static water level is commonly within 30 inches of the surface.

The Gallatin-Furniss Association, comprising about 15 percent of the Lincoln Townsite area, has a high potential for flooding and surface ponding, is poorly drained, and exhibits slow to moderately slow permeability. Groundwater levels are commonly 36 to 60 inches below the surface.

The Swims-Bearmouth Association, comprises less than 15 percent of the area and is moderately well drained and moderately permeable. Groundwater is generally below six feet.

The Bigel Association occurs on nearly level to gently sloping gravelly alluvial fans and intermediate and high stream terraces throughout the valley. These soils are classified as well drained although the upper (8 to 15 inches), darker portions of the soil profile commonly exhibit reduced permeability.

The Leavitt Association is found on undulating to hilly glacial till uplands. Leavitt soils are commonly found between the valley terraces and the timbered uplands. Leavitt Association soils are well drained and generally display moderate to good permeability.

The Loberg Association is found on the forested hills and mountainous terrains surrounding the Blackfoot Valley. This association is commonly located between the grassland till areas and the steep bedrock mountains. Most of these soils have severe development limitations due to steepness of slope. Loberg soils are normally well drained; however, reduced permeability is common.

Figure 11 and Table VII-2 detail soil type locations and related limitations to development in most of the Lincoln Planning Area (Olson & Bingham; SCS, 1970). Soil mapping by definition is meant to be a regional planning tool. Site-specific investigations are necessary for local development information.

Slope Stability

Slope failure occurs when gravitational force of the slope materials exceeds the resisting forces due to strength, friction and cohesion of the supporting materials. Slope properties, such as steepness, layering or fracturing of materials, or lack of vegetation, can make them inherently susceptible to failure; while factors such as moisture, overloading, and undercutting, can make matters worse. These factors can occur naturally or can be induced by development activity.

Slope failures can be distinguished by five types. These include falls or free drops from steep cliffs; slides or movement of unconsolidated materials along slip surfaces of shear failure; slumps or movements of consolidated materials along the surface of shear failures; flows or the slow or rapid fluid-like movement of soils and other unconsolidated materials. very slow down-slope flow of soil is referred as creep. The average flow rate of materials can range from a fraction of an inch to 4 to 5 inches per week. Factors that influence seep include growing vegetation, freezing and thawing, and burrowing animals. Lateral spreads may occur on flat or gently sloping land due to liquefaction of underlying materials.

The hazards to development and public health and safety are obviously most prevalent in the mountainous areas that border the Blackfoot Valley. Localized hazards may occur anywhere within the planning area. It is the responsibility of

those who wish to develop within the planning area to assess the degree of hazard in their selection of development sites. Generally three variables: slope, geologic materials and landslide deposits should be rated in determining the suitability of a particular site. Based upon these three variables, sites can generally be categorized as:

Stable - Areas having 0-5 percent slopes that are not underlain by unconsolidated deposits.

Unstable - Areas of 0-5 percent slope that are underlain by moist unconsolidated materials or muds. Unstable due to settlement problems.

Generally Stable - Areas of 5-15 percent slope that are not underlain by landslide or unconsolidated materials.

Generally stable to Marginally Stable - Areas of greater than 15 percent slope that are not underlain by landslide deposits or bedrock units susceptible to landsliding.

Moderately Unstable - Areas greater than 15 percent slope that are underlain by bedrock units susceptible to landsliding but not underlain by landslide deposits.

Unstable - Areas of any slope that are underlain by or immediately adjacent to landslide deposits.

Earthquakes

According to the Montana Bureau of Mines and Geology, "earthquakes have been part of life in Montana almost since the beginning of written history. The geologic history of western Montana, indicates that earthquakes accompanied the formation of the Rocky Mountains and will continue to be part of the mountainous region of western Montana" (Stickney, 1993). Because earthquakes cannot be predicted or avoided, some understanding about earthquakes and the precautions necessary to reduce potential hazards, property loss and injury are needed.

The Lincoln Planning Area is located in a zone of earthquake activity. This zone, which is shown in Figures 12 and 12.1 and is known as the Intermountain seismic belt. The zone extends from northwest Montana southward to southern Utah. Several active fault lines have been located within the zone; however, historically most earthquakes that have occurred in Montana cannot be correlated with specific faults that are visible at the surface of the earth except for earthquakes with magnitudes over 7.0. This paradox seems to hold true throughout the Intermountain seismic belt. Apparently, small to moderate magnitude earthquakes occur at depths of three (3) to ten (10) miles below the surface of the earth on small, discontinuous faults that do not extend to the

earth's surface. Hidden faults like this were responsible for the damaging earthquake that occurred in Helena in 1935.

Earthquakes are measured by two variables, magnitude and intensity. The magnitude of a earthquake, as measured on the Richter scale, reflects the energy release of an earthquake. The intensity of an earthquake is gauged by the perceptions and reactions of observers as well as the types and amount of damage. The intensity of an earthquake is rated by the Modified Mercalli Scale. This scale ranks the intensity from I to XII. An earthquake rated as a I, would not be felt except by very few people under especially favorable circumstances. A intensity rating of XII on the other hand would result in total destruction. Seismic waves would be seen on the ground surface, lines of sight and level would be distorted and objects would be thrown upward into the air.

The Lincoln Planning Area, as shown in Chapter I, Figures 1 and 2, is rated as having an intensity level of VIII. Damage is predicted to be slight in buildings designed specially for the seismic zone. Buildings not constructed to meet the standards for the seismic zone would experience considerable damage with partial collapse. Panel walls would be thrown out of frame structures. There would be destruction of chimneys, factory stacks, columns, monuments, and walls. Heavy furniture would also be overturned. Sand and mud would be ejected from the ground in small amounts. There would also be changes in the static water levels in wells.

When an earthquake occurs, energy is released by the rupturing of the earth's crust that causes cyclic waves to travel through the rock and soil mass. When this cyclic motion occurs, a phenomena referred to as liquefaction also occurs, if certain geologic and hydrogeologic conditions exist. During the liquefaction process there is a transformation of water-saturated sediments from a solid to a liquid state as a consequence of increased pore water pressure.

The first condition, which must be present for liquefaction to occur, is that the area must be located in a seismic active zone and be subject to earthquakes greater than 5.0 (Lowe 1990). Secondly, the area must located where there is a shallow depth to groundwater. A large majority of the Blackfoot Valley is underlain by groundwater at depths less than 10 feet. Also unconsolidated sediments with sand and silt must be Present before liquefaction can occur. Although extensive soils mapping of privately owned lands within the Blackfoot Valley has not been conducted, most valleys are filled with alluvial deposits that contain sand and silt. It appears, that the conditions needed to create a liquefaction hazard are present in the Blackfoot Valley.

In order to more accurately assess liquefaction susceptibility of the Blackfoot Valley, detailed data on groundwater depth and geologic materials will need to be collected. If this information is collected, the Montana Bureau of Mines and Geology (MBMG) translate the information into a digital format. The liquefaction

susceptibility of the different geologic units can be determined based on the age of the deposit, the percent sand and silt in the deposit, the degree of sorting of the sediment in the deposit, and the average thickness of the geological unit.

An assessment of the age of the deposit is important in determining liquefaction susceptibility because as the age of the deposit increases it is more likely that the sediments will have been cemented together or compacted, thus less likely to liquefy. Based upon a large volume of work conducted in the Helena and similarly formed valleys, it has been determined that sediment deposited more than 750,000 years ago are considered to have very low chance of liquefaction (Obermier et al, 1990).

The percent of sand and silt in the unit is also an important geologic characteristic in determining liquefaction susceptibility. Since sand and silt are the only grain sizes known to liquefy (Tinsley et. aI., 1985). Geologic units with high sand and silt concentrations would be assigned the highest liquefaction values.

Sorting is another characteristic, which determines the sediment's susceptibility to liquefaction. The better sorted the sediment is the more likely the sediment will liquefy. (Obermieir etal., 1990).

The final geologic characteristic, which will need to be assessed, is the average thickness of the unit. The thicker the sediment is, the more likely it will amplify the shaking intensity of an earthquake (Matti and Carson, 1991). The increased shaking intensity associated with thicker sediments results in a greater chance of liquefaction occurring.

When the analysis of the liquefaction susceptibility of the geologic units is combined with the depth to groundwater data, map coverages can be produced showing the areas with the highest potentials for liquefaction to occur. Because the susceptibility categories will be based on broad generalizations concerning the geology and the hydrogeology of the area, site-specific liquefaction tests should be required for all public and commercial buildings built in areas of the highest liquefaction susceptibility (Lowe, 1991). The site-specific tests will determine if special building considerations are needed. In areas of moderate susceptibility geo-technical tests may be required to assess liquefaction potential depending upon the intended population of the building or size of structure. Areas, which are designated as having low or very low susceptibility should not be, required to conduct special geo-technical investigations prior to construction.

Hydrology

The hydrology of the Lincoln valley is dominated by the Blackfoot River and its tributaries. The Blackfoot River originates at the confluence of Beartrap and Anaconda Creeks approximately 18.5 miles upgradient from Lincoln. From the headwaters, the river flows westward through a predominantly forested valley

124 miles to its confluence with the Clarks Fork River at Bonner, Montana. Stream flows are small in the headwaters, generally averaging less than 20 cubic feet per second (cfs), but increase by several orders of magnitude as the river is joined by numerous tributary streams. The total Blackfoot drainage basin covers 2,320 square miles. Annual average discharge near Bonner is 1,633 cfs (Figure 13).

Topography and geology of the upper Blackfoot River and several of its tributaries were strongly influenced by glacial activity. Glacial ice invaded the valley from the north at least twice (Coffin and Wilke, 1971). This ice deposited both extensive outwash deposits and moraine drifts. Lobes of glaciers occupied Alice Creek and Landers Fork in addition to other smaller drainages in the area (Alder, 1953). The locations and extent of these glacial deposits strongly influence stream flows in local reaches of the main Blackfoot and some of its tributaries. Valley-fill deposits 300 feet or more thick are found in the reach of the Blackfoot from 10 miles above to two miles below Lincoln. The river loses considerable water to the underlying aquifer in this reach, but generally gains water in the down gradient reaches below the Blackfoot Canyon west of Lincoln. Water losses to the groundwater causes depletion of surface water flows in portions of the Blackfoot and Landers Fork to the point where they are routinely dry over certain reaches for portions of the year.

The Blackfoot River is rated Class I in the Montana Department of Fish, Wildlife and Parks (DFWP) statewide rating system because of its high ratings in categories of fish production, fish habitat, fish species present, aesthetics, and public access. It is one of two streams in western Montana on which the DFWP has an in-stream water right to protect fisheries (Workman, 1987).

With respect to water quality, the Blackfoot River and its tributaries are classified as B-1 in the Montana water quality standards. This classification specifies that such waters be maintained as suitable for drinking, culinary and food processing purposes (after adequate treatment as necessary to remove impurities); bathing, swimming, and recreation; growth and propagation of salmonid fish and associated aquatic life, waterfowl, and furbearers; and agricultural and industrial water supply.

Water quality in the Blackfoot River and its tributaries varies widely but is generally considered to be good and suitable for its designated beneficial uses. Many of the Blackfoot's tributaries, which enter from the north, originate in remote mountainous regions, which are largely uninfluenced by human activities. However, several tributaries, including Landers Fork, carry high sediment loads during runoff periods that have increased since the severe fires of 1988. Tributaries that enter from the south and several in the headwaters area exhibit more impact from human activity including mining, logging, and agricultural practices (MDHES, 1975, 1986).

Acute, mining-related impacts on water quality are evident in the upper Blackfoot system. The largest contributor of low pH, high metal effluent (zinc, copper and silver) is the Mike Horse Mine adit that operated sporadically through the early 1950's. In 1975, heavy runoff and the failure of the Mike Horse Dam resulted in the release of approximately 100,000 tons of material into the headwaters of the Blackfoot (Dames and Moore, 1975). As a result of those impacts, the Upper Blackfoot Mining Complex was placed on the State Superfund list (CECRA) in 1991. In 1992, Asarco and Arco, the responsible parties for the site, negotiated a voluntary clean-up agreement with MDHES wherein the remedial investigation feasibility studies would be suspended and clean-up would begin. The Lincoln Community Council endorsed that agreement.

In 1993 14,000 cubic yards of mine waste and tailings was removed from the Lower Carbonate Mine area, the wastes were limed and placed in a repository at the Upper carbonate Mine. In 1993 and 1994, a stream diversion along the Mike Horse Creek and the Mike Horse Mine treatability pond were constructed, which included installation of the pond liner and construction of a spillway. Excavation and removal of hydrocarbon-contaminated soil at the Mike Horse Mine was completed in 1994. Approximately 7,300 cubic yard of waste material was removed from the Lower Anaconda Mine area and relocated to the Mike Horse Mine repository site.. New monitoring wells were installed at the Anaconda, Carbonate and Mike Horse Mine sites.

Between 1995 and 1997 remediation activities continued including: removal of mine waste and tailings from the Lower Anaconda and Edith mines, revegetation of the Edith Mine area, completion of the Mike Horse repository and treatability pond, construction of wetland treatment cells at the Anaconda Mine site, installation of a pipeline from the treatability pond to the wetland treatment cells, removal of waste materials and reclamation of waste piles at several mine sites, revegetation of the Upper Mike Horse Mine area and remediation of the Tunnel #3, capitol and Constellation mine area.

In 1999, ASARCO petitioned the Montana Board of Environmental Review for temporary water quality standards for segments of Mike Horse and Beartrap creeks and a portion of the Upper Blackfoot River, and were granted temporary standards for a period of 10 years in 2000.

The Mike Horse Dam is located on Forest Service land, and the Forest Service is responsible for its upkeep. In 2005, the Forest Service completed a peer-reviewed report that found that the dam was a "compromised structure" eroding away from within and should be removed from service. As of September 2005, the Forest Service is studying action plans to deal with the problems at the Mike Horse Dam.

The Blackfoot River Basin is a sub-basin of the Upper Clark's Fork River Basin. Table VII-3 lists the classification of perennial streams and rivers, within the Lincoln Planning Area. The classifications are based on a tributary system with

some modifications, based on relative size and drainage area. Figure 13 shows the locations of the major streams in the Planning Area.

The Blackfoot River and its tributaries have many uses and benefits, including irrigation, recreation, aesthetics, fisheries habitat, wildlife habitat and the production of hydroelectric power at the Northwestern Energy Company generating plant in Milltown. The Milltown hydroelectric facility is one of the oldest in the Clark Fork Basin. The Milltown generating station established its priority water rights in 1904 and today uses up to 1,451,556 acre-feet per year to generate 3.4 megawatts of electricity. At times, half the water flowing through the facility is from the Blackfoot River (Upper Clark Fork Water News, June, 1994). Due to structural problems and the buildup of contaminated sediments piled up behind it, the Milltown Dam is slated for removal. The dam is scheduled to be removed from the river as early as the winter of 2007 with a two-year sediment excavation project to follow.

TABLE VII-3
STREAM CLASSIFICATION

TYPE I	TYPE II	TYPE III
Big Blackfoot River	Poorman Creek	
	Beaver Creek	
	Stonewall Creek	
	Keep Cool Creek	Sucker Creek
	Humbug Creek	
	Seven-Up Pete Creek	
	Landers Fork	Copper Creek
		Snowbank Creek
	Falls Creek	
	Ringeye Creek	
	Middle Fork Creek	
	Hogum Creek	
	Willow Creek	
	Alice Creek	Bartlett Creek
	Shuve Creek	
	Anaconda Creek	
	North Fork Blackfoot	Dry Fork, Blackfoot
		Cabin Creek
		Canyon Creek
		E Fork, Blackfoot
		Cooney Creek
		Dabrota Creek

(Source: The Dept. of Health & Environmental Sciences, Water Quality Bureau)

The Lewis and Clark County Subdivision Regulations establish waterbody setbacks and buffer areas throughout the county. The water body setbacks and buffer area requirements are in Chapter XI.W of the County Subdivision Regulations. Classifications of waterbodies are differentiated by types of waterbodies and are in Appendix O of the County Subdivision Regulations. The waterbody setback and buffer areas for the Blackfoot River area 250 feet and 100 feet, respectively. Tributaries of the Blackfoot River have setbacks and buffers of 200 and 75 feet (Type II) and 100 and 50 feet (Type III), respectively.

The complexity of maintaining habitats in order to sustain plant and animal populations, particularly fisheries habitat, is a challenging issue. Not only are the physical and chemical characteristics of the surface water important, but also land use practices adjacent to the streams are essential. Land-use practices that are good for maintaining soils, terrestrial vegetation, and steam channel stability are good for the fishery populations. On Montana's steams, good habitat is cool, clean, clear water flowing through deep pools, steep riffles and log jams. Good

stream habitat includes overhanging trees, and bushes, as well as undercut banks.

Water quantity is critical to fisheries habitat. Water quantity controls the space available for fish and also controls food production. Water quality is also an important aspect of habitat. Many fish species have very narrow water temperature ranges in which they can live and reproduce. Water temperature also affects the amount of dissolved oxygen that water can hold. The colder the water the more dissolved oxygen it can hold. Water also needs to be free from sediments, chemicals and other substances. Sediments destroy the gravelly areas needed for fishery reproduction (Workman, 1994).

Balancing the beneficial and sometime competing water uses along the Blackfoot and the rest of the Upper Clark Fork River Basin has become an issue over the years. To address the use issues the Montana Legislature authorized the creation of the Upper Clark Fork River Basin Committee to draft a comprehensive water management plan. To date the committee has recommended:

1) Closing the Clark Fork drainage to new surface and some groundwater rights (includes the Planning Area). The restrictions would be statutory and would be reviewed every five years.

2) Holding the existing water reservations in abeyance. This would also be reviewed every five years.

3) Creation of ongoing river basin and watershed committees to focus on local water quality, quantity and management (McLane, 1994).

Development activities in or near streams are governed by the Montana Stream Protection Act (124 permit) and the Montana Natural Streambed and Land Preservation Act (310 permit). A 124 permit is required of all governmental agencies proposing projects that may affect the beds or banks of any stream in Montana. The purpose of the law is to preserve and protect fish and wildlife resources in their natural existing state. The Montana Department of Fish, Wildlife and Parks administers this law. A 310 permit is required of all private, non-governmental individuals or corporations that propose to work in or near a stream. The purpose of the law is to minimize soil erosion and sedimentation, maintain water quality and stream channel integrity and prevent property damage to adjacent landowners. The Lewis & Clark County Conservation District, of the Department of Natural Resources and Conservation administers this permit.

Groundwater

All residents and businesses within the Lincoln Planning Area rely upon groundwater for their potable water. Generally each resident or business has

their own water well. Within the valley portions of the planning area, water for potable use is drawn from a very shallow, unconfined alluvial aquifer. The shallow depths to groundwater makes the water supply very susceptible to contamination. The shallow depth to ground water was the main factor in the installation of the Lincoln Sewer System.

The capacity of the shallow aquifer to accept contaminants before it is measurably degraded is unknown. More knowledge of the aquifer system and its dilution capacity is needed to determine development densities.

Since 1983, several sites within the Lincoln Townsite have been identified as sources of petroleum contamination. These areas are concentrated at the intersection of Highway 200 and Stemple Pass Road. In conjunction with Montana State agencies corrective actions were undertaken.

Stormwater

Lincoln does not have a formal stormwater plan at the current time. As the population grows and commercial development expands, a stormwater plan is becoming an increasingly important issue. Currently, stormwater runoff is a problem along Highway 200 through the Lincoln townsite. This area is predominantly commercial and as more businesses pave their parking areas the problem is exacerbated. Lincoln School has a serious stormwater problem developing. Snow runoff and heavy rains flood the northwest comer of the school yard to depths of several feet. Recently, the Fire Department has had to rig up pumps and hoses to divert the water to Lambkin Park, north of the school.

Lincoln's stormwater problem is caused by a combination of factors; the lack of topographic relief causes ponding; Highway 200 construction has disrupted drainage patterns and has increased in elevation due to periodic resurfacing; and more businesses are paving their parking areas adjacent to the Highway.
The Lincoln Community Council, the Lewis and Clark County Commissioners and the Montana Department of Transportation need to investigate possible avenues to not only manage stormwater runoff but funding mechanisms to finance the stormwater management infrastructure.

The Lincoln Road Improvement District (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. The work associated with the road improvements may alleviate some of the drainage problems.

Floodplain

Flooding along the Blackfoot River and its tributaries is historically a common event. Major flooding has occurred along the Blackfoot in 1908,1964, and 1975. Flooding has usually been caused by heavy rainfall combined with snowmelt.

Records indicate that the 1964 flood was less than a 100-year event. During the substantial flooding in 1975, the discharge for the Blackfoot River at Lincoln was 7,370 cubic feet per second (cfs). Figure 14 shows the FEMA designated floodplain around the Townsite.

Flood events are commonly termed as 10, 50,100 and 500 year events (re-occurrence interval) and have a 10, 2, 1 and 0.2 percent chance, respectively, of being equaled or exceeded during any year. The re-occurrence interval represents the long-term average period between floods of a specific magnitude. Rare floods can and do occur at shorter intervals. Rare flood events can occur several times within the same year. The risk of experiencing a rare flood increases when periods greater than one (1) year are considered. For example, the risk of having floods, which equal or exceed the 100-year flood (1% chance of annual exceedence) in any 50-year period is approximately 40 percent (4 in 10), and for any 90-year period, the risk increases to approximately 60 percent (6 in 10) (FEMA, 1984).

In 1981, the Federal Emergency Management Agency (FEMA) prepared detailed floodplain maps for portion of the Blackfoot River. The area delineated extends from a point approximately 2 miles downstream from the Lincoln Townsite for approximately 11 miles upstream to above the confluence of the Landers Fork. Additional floodplain delineation studies were conducted on portions of the Landers Fork and segments of the Blackfoot River east of the Landers Fork to approximately the Bouma Postyard. The floodplain consists of areas along the water courses that would be covered by floodwater in a base flood, including sheet flood areas that receive less than one (1) foot of water per occurrence, and are considered Zone B by FEMA. The floodplain consists of a floodway and a floodway fringe.

The floodway is the channel of a stream and the adjacent overbank areas that must be reserved in order to discharge a base flood without cumulatively increasing the water surface elevation more than six (6) inches. These areas are shown on FEMA maps as Zone A. Development of permanent structures, such as homes and businesses, are prohibited. Placement of fill or culverts, excavation, storage of equipment or materials, and construction of bridges require a Floodplain Development Permit. This permit may be issued by the Lewis and Clark County Floodplain Coordinator.

The floodway fringe is the area of the floodplain outside the limits of floodway. These areas are referred to as Zone B on FEMA maps. Construction of permanent structures are possible within Zone B, but only after the issuance of a Floodplain Development Permit. The permit may require flood proofing of the structure and other mitigation measures.

Wetlands

The United States Fish and Wildlife Service (USFWS) defines wetlands as: "lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. For the purposes of definition, wetlands must have one or all of the following three attributes:

1. At least periodically, the land supports predominately hydrophytes;

2. The substrate is predominately undrained hydric soils; and

3. The substrate is nonsoil and is saturated with water or covered by shallow water during the growing season each year;

The USFWS's classification system groups wetlands into five ecological systems according to ecological characteristics. Three of these types of wetlands groups, Riverine, Lacustrine, and Palustrine are found within the Lincoln Planning Area. The Riverine system is limited to freshwater river and stream channels. It is mainly freshwater, deepwater habitat system but has nonpersistent marshes and aquatic beds along its banks. The Lacustrine system is also deepwater habitat system that includes standing water bodies like lakes and deep ponds. The Palustrine system encompasses the vast majority of the nontidal wetlands, such as swamps and bogs.

Palustrine wetlands found in the Lincoln Planning area are of three major types: emergent wetland; scrub-shrub wetland, and forested wetland. Emergent wetlands are dominated by non-woody vegetation, including certain grasses, cattails, rushes and sedges. Emergent wetlands may be flooded for variable periods from as little as a couple of weeks in the early growing season to being

permanently flooded. These wetlands may be found along the margins of rivers and lakes, in isolated depressions or in seepage areas on gentle slopes.

Scrub-shrub wetlands are not as common as emergent wetlands and are dominated by woody vegetation less than 20 feet tall. These wetlands are seldom flooded and are generally characterized by saturated soil with water table at or near the surface for most of the year. These wetlands normally occur in isolated depressions along river courses.

Vegetation on forested wetlands is dominated by trees such as Western hemlock, red alder, willows, cottonwoods and green ash.

Wetlands provide economic benefit, improves water quality" and supports wildlife and fish. The most noticeable benefit of wetlands include flood and storm water

damage protection, erosion control, water supply, groundwater recharge, and recreation.

Wetlands play a major in the quality of the natural environment, they are however, subject to both human and natural forces which may result in their degradation or loss. The major causes of wetland loss and degradation include:

1) drainage for crop production, timber production and vector control;

2) filling for dredged spoil and other solid waste, road construction, and residential, commercial and industrial development;

3) construction of flood control, water supply, irrigation and storm water protection structures;

4) discharges of pesticides and other pollutants, nutrient loading from sewage and agricultural runoff;

5) sedimentation from agricultural and development activity;

6) erosion and accretion; and

7) mining of wetlands for sand, gravel and other materials.

The primary federal regulatory program covering wetlands is Section 404 of the Clean Water Act.. This program regulates discharges of dredge and fill materials into the waters of the United States, including most wetlands. The Section 404 program is administered jointly by the US Army Corp of Engineers and the Environmental Protection Agency (EPA). The US Fish and Wildlife Service is given an advisory and commenting role in the 404 process. The Montana Department of Fish, Wildlife and Parks and the Department of Environmental Quality, Water Quality Bureau are the lead State agencies dealing with wetlands.

Vegetation

Most of the Lincoln Planning area is dominantly coniferous forest, with areas of mountain grassland and shrubland scattered throughout. Ponderosa pine, Douglas-fir and lodgepole pine are important tree species. Subalpine fir, Whitebark pine, Limber pine and Engelmann spruce are locally important. Rough fescue, Idaho fescue, bluebunch wheatgrass and big sagebrush are the dominant species in the mountain grassland and shrubland. Grasslands and shrublands at lower elevations contain plant species from the adjacent intermountain basins. Patterns of plant communities reflect the occurrences of periodic wildfires.

Habitat types are considered to be the basic ecological subdivision of landscapes. Each is recognized by distinctive combinations of over story and understory plants at climax growth. Each habitat type group is named for the dominant characteristic vegetation.

Habitat types are particularly useful in soil surveys of mountainous area for assessing the combined effects of aspect, slope, elevation and soil properties on potential vegetation growth. The distribution of habitat types are important in evaluating potential timber and forage productivity, limitations to forest regeneration, and wildlife habitat potential. Brief descriptions of the major habitat types found in the planning area are listed below.

Lower mixed forest habitat type group is moderately extensive on low elevation mountain slopes, rolling uplands and southerly aspect breaklands. Elevation is mainly 3,500 to 5,000 feet with elevations up to 7,000 feet on steep southerly aspect. slopes. This habitat type contains forest stands, which are mainly ponderosa pine or mixed Douglas-fir and ponderosa pine. Major habitat types are ponderosa pine/Idaho fescue, Douglas-fir/snowberry, Douglas-fir/Idaho fescue, Douglas fir/rough fescue, and Douglas-fir/pinegrass, kinnikinnick phase. Ponderosa pine/bluebunch wheatgrass and ponderosa pine/bitterbrush are less extensive.

Upper mixed forest habitat group type is extensively at 4,200 to 7,000 feet elevation with elevations up to 7,500 feet on the southerly aspects and as low as 3,800 feet on steep northerly aspects. This habitat group type is commonly associated with soils underlain by limestone bedrock at elevations of 6,000 to 7,500 feet. This habitat type contains forest stands, which are mainly above the cold limits of ponderosa pine, but are not too cold to support Douglas-fir.

Lower subalpine forest habitat group type is extensively at 6,000 to 7,200 feet elevation. It is associated with moderately acid to neutral soils and is not found on neutral to moderately alkaline soils underlain by limestone. Forest stands are mainly lodgepole pine. Douglas-fir is not common, although it is sometimes present on southerly aspect or lower elevation stands. Engelmann spruce and subalpine firs are sometimes dominant in old growth stands.

Upper subalpine forest habitat type group is of a minor extent on mountain ridges or in glacial valleys. It is mainly found at elevations of 7,200 to 9,000 feet, but may be found at elevations as low as 6,000 feet on wind swept ridges. The forest stands are mainly mixed whitebark and lodgepole pine. Engelmann spruce and subalpine fir are sometimes dominant in old growth stands. Limber pine is sometimes present on soils underlain by limestone or on windswept ridges.

Wet forest habitat types group is found to a minor extent on stream flood plains, terraces and glacial moraines at elevations of 4,000 to 7,000 feet. This habitat

group type is found in soils with fluctuating water tables. Forest stands are often dominated by Engelmann spruce, but can contain subalpine fir and lodgepole pine.

Mountain grassland and shrubland are found at elevations of 4,000 to 7,500 feet. Dominant plant species found in this habitat type include: rough fescue, Idaho fescue and big sagebrush.

Alpine meadows are found on mountain ridges at elevations of 8,000 to 9,500 feet. These forb-rich grasslands are usually found above the timberline. Dominant grasses or grass-like plants include: tufted hairgrass, Idaho fescue, rough fescue and sedges.

Wet shrubland and meadows habitat types and community types are found on soils with fluctuating water tables. Vegetation is predominately sedge grassland or willow, Sitka alder or bog birch. Tufted hairgrass and *Carex Spp.* are the major habitat types in wet meadows. Willow, Sitka alder or bog birch community types dominate wet shrublands.

Rare. Threatened. or Sensitive Plant Species

The Montana Natural Heritage Program identified eight (8) plant species and three (3) plant associations that are considered to be rare or vulnerable to extinction within the range in the Lincoln Planning Area. Table VII-4 provides the common names of the species and their current status.

TABLE VII-4
RARE, THREATENED AND SENSITIVE PLANT SPECIES

Species of Concern	Status
Cliff Toothwort	State-rare in area, vulnerable to extinction throughout range
Dense-leaf Whitlow-Grass	State-very rare in area, vulnerable to extinction throughout range
Divide Bladderwort	State-rare in area, vulnerable to extinction throughout range
English Sundew	State-very rare in area, vulnerable to extinction throughout range
Linear-Leaved Sundew	Forest Service-sensitive, State-officially imperiled
Missoula Phlox	Forest Service-sensitive, State imperiled due to rarity
Pale Sedge	Forest Service-sensitive, State imperiled due to rarity
Water Bulrush	Forest Service-sensitive, State-officially imperiled
Mud Sedge Association	State-rare in area, vulnerable to extinction throughout range
Northern Mannagrass Association	State-rare in area, vulnerable to extinction throughout range
Spruce/Field Horsetail Association	State-rare in area, vulnerable to extinction throughout range

(Source: Montana Natural Heritage Program, 1994)

Noxious Weeds

Noxious weeds have infested Lewis and Clark County and the rest of Montana.

Until recently noxious weeds have been perceived as an agricultural concern.

But as more development occurs and more people are taking advantage of Montana's outdoor recreational opportunities, the noxious weed problem is becoming more widespread, more costly to mitigate and is resulting in the degradation and loss of wildlife habitat and species diversity, decreases in property values, decreases in agricultural productivity and possibly water quality degradation.

The Montana Department of Agriculture defines a noxious weed as "any non-native plant that is harmful to agriculture, wildlife, forestry, recreation and other beneficial use of the land. Currently, the Department has declared 15 weeds as noxious. These weeds are grouped and categorized according to their abundance throughout the state. These weeds are identified in Table VII-5.

In 1985, the Montana Legislature passed a County Noxious Weed Control Act. This Act gives the counties authority to more aggressively fight local weed infestation problems. The Act requires anyone seeking a permit to disturb land from a public agency to file a revegetation plan. The revegetation plan must be approved by the Soil Conservation District. If weeds are identified as being present, a five-year weed management plan must be filed The Lewis and Clark Weed District and the plan approved by the Weed Board. The County applies a portion of the County property tax levies to weed control.

Because funding is limited, the Lewis and Clark County Weed District and other state agencies responsible for weed management have established a set of

priorities to efficiently spend these limited funds. These priorities include funding weed management projects that will:

1. preserve the most biologically intact areas;

2. preserve those areas with the highest proportion of native species;

3. preserve those areas that contain threatened, rare, or endangered plant species;

4. control weeds that are localized and therefore more readily eradicated with relatively small expense;

5. control weeds in areas such as public right-of-ways, accesses and other areas where the public-at-Iarge can inadvertently pick up noxious weeds and spread them; and

6. control weeds in areas where they are having adverse impacts on the ecosystem, such as critical wildlife habitat and domestic grazing areas.

TABLE VII-5:
MONTANA NOXIOUS WEEDS

Species	Category
Cardaria draba (whitetop)	1
Cardaria spp. (Cardaria complex (combined))	1
Centaurea diffusa (diffuse knapweed)	1
Centaurea maculosa (spotted knapweed)	1
Centaurea repens (Russian knapweed)	1
Centaurea solstitialis (yellow starthistle)	3
Chondrilla juncea (rush skeletonweed)	3
Chrysanthemum leucanthemum (oxeye daisy)	1
Cirsium arvense (Canada thistle)	1
Convolvulus arvensis (field bindweed)	1
Crupina vulgaris (common crupina)	3
Cynoglossum officinale (houndstongue)	1
Euphorbia esula (leafy spurge)	1
Hieracium aurantiacum (orange hawkweed)	2
Hieracium floribundum (meadow hawkweed)	2
Hieracium piloselloides (meadow hawkweed)	2
Hieracium pratense (meadow hawkweed)	2
Hypericum perforatum (St. Johnswort)	1
Iris pseudacorus (yellowflag iris)	3
Isatis tinctoria (Dyer's woad)	2
Lepidium latifolium (perennial pepperweed)	2
Linaria dalmatica (Dalmatian toadflax)	1
Linaria vulgaris (yellow toadflax)	1
Lythrum spp. (purple loosestrife) Note: Lythrum salicaria, L. virgatum, and any hybrid crosses thereof	2
Lythrum virgatum (wandlike loosestrife)	2
Myriophyllum spicatum (Eurasian watermilfoil)	3
Potentilla recta (sulfur cinquefoil)	1
Ranunculus acris (tall buttercup)	2
Senecio jacobaea (tansy ragwort)	2
Tamarix spp. (Tamarix complex (combined))	2
Tanacetum vulgare (common tansy)	1
(Source: MSU Extension Office, 2005)	

Currently used methods of noxious weed control, namely chemical and cultural, are not useful in some situations. Many weed infestations occur in areas inaccessible to control equipment. Environmental constraints such as shallow depth to ground waste and the presence of surface water, as found in many areas of the Lincoln Planning District, limit the use of herbicides. In addition the cost of some herbicides application are prohibitive for use on rangelands, forest and other areas of low economic return. Because of these reasons the State of Montana, in conjunction with several Universities are attempting to establish "biological control or biocontrol" of noxious weeds. Biological controls are defined as "the planned use of living organisms to reduce the vigor, reproductive capacity, density, or the effect of the noxious weeds." Under this definition, various approaches are being considered.

They include:

1) the introduction of insects;

2) the augmentation of native bio-control agents (fungus, rusts, diseases, etc);

3) use of grazing systems in which livestock graze the noxious weeds; and the use of competing vegetation.

The main goal of biocontrol programs is to establish weed-attacking insects and pathogens so that native plant communities can begin to compete with non-native noxious species of weeds. Weeds in biocontrol areas are reduced to a level where they become part of the plant community and not a threat to it. (Petroff, 1993)

Several of these biocontrols measures are currently being utilized in various areas of the County. Additional information on the availability and cost of the these types of measure are available from the County Extension Agent and the Weed District.

Individual residential property owners may help combat the spread of noxious weeds by immediate revegetation of disturbed areas, annual application of approved herbicides in non-riparian areas in the spring of the year and manual removal of weeds before the infestation becomes severe.

Wildlife

The Blackfoot River Valley and the surrounding areas provide abundant and varied habitat for a large number of wildlife species. According the Montana Natural Heritage Program approximately 14 species of fish, 4 species of amphibians, 230 species of birds, and 50 species of mammals utilize the Planning Area for permanent or migratory habitat. Of the species found in the

area. the US Fish and Wildlife Service and the U.S. Forest Service have identified the species listed in Table VII-6 as being threatened. endangered or sensitive species.

TABLE VII-6
THREATENED, ENDANGERED and SENSITIVE SPECIES

SPECIES	STATUS
Westslope Cutthroat Trout	Sensitive
Common Loon	Sensitive
Trumpeter Swan	Sensitive
Harlequin Duck	Sensitive
Bald Eagle	Threatened
Peregrine Falcon	Endangered
Least Tern	Endangered
Mountain Plover	Sensitive
Flammulated Owl	Sensitive
Black-Backed Woodpecker	Sensitive
Gray Wolf	Threatened
Wolverine	Sensitive
Lynx	Threatened
Grizzly Bear	Threatened

(Source: Montana Natural Heritage Program, 2005)

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.

CHAPTER IX
GOALS, OBJECTIVES AND POLICIES

This Growth Policy for the Lincoln Planning Area is an expression of the desires and aspirations of the people of the Townsite of Lincoln and the Upper Blackfoot Valley, in conjunction with the Lewis and Clark Board of County Commissioners and the Lincoln Community Council, for the future growth and use of land in this unincorporated area of the county.

Goals describe the future of the Lincoln Planning Area in general terms. Goals are long-term expectations and are the aims that all subsequent planning activities seek to achieve.

Objectives are general statements that describe the intended planning actions. Somewhat more specific than goals, objectives help achieve the goals.

Policies are the most specific statements for each planning objective and help guide individual future land use decisions.

Policies also make the entire land use decision process more visible and understandable to the public. They encourage and facilitate citizen involvement by shifting attention from details and specific proposals to the more essential characteristics of the area. Policies help ensure that the decisions affecting the Lincoln Planning Area's future growth and development will be made from a common reference.

GOALS

1. Recognize the natural, rural and open space character of the Upper Blackfoot Valley and encourage development that is sensitive to those characteristics.

2. Enhance the developed environment and thus maintain the quality of life of the citizens of the Lincoln Planning Area.

3. Provide for the economical delivery of necessary public services and facilities consistent with this Growth Policy.

4. Encourage business development to provide employment opportunities for the area's residents.

5. Achieve a balance between the property rights of individuals and the protection of the health, safety, and welfare of the public.

Objective 1

1.1 Promote responsible, multiple uses of the land that minimize impacts to outdoor recreation, wildlife habitats, and watershed.

Objective 2

Recognize the importance of natural resources, including soil, water, air, scenic values and fragile ecosystems.

Policies:

2.1 Encourage land uses that have minimal environmental impacts, recognizing the interrelationship between natural resources, especially between surface and ground water.

2.2 Implement and enforce the Lewis & Clark County Erosion and Sedimentation Control Ordinance inclusive of private residential development.

2.3 Manage and protect groundwater resources by ensuring that the capacity of the land to attenuate pollutants is not exceeded by using established criteria.

a. Promoting Best Management Practices for avoiding potential groundwater pollution sources including on-site wastewater treatment by providing for proof of non-impact by real estate developers.

2.4 Manage and protect surface water resources by:

a. Encouraging resource conservation along the Blackfoot River and its tributaries.
b. Improving the management of publicly owned lands along the Blackfoot River and its tributaries.
c. Develop and institute a comprehensive and effective stormwater management plan for the Lincoln townsite.

2.5 Manage and protect floodplains by:

a. Allowing only non-structural open-space uses that are least subject to loss of life and property damage in the 100-year flood plain.
b. Enforcing the floodplain management regulations so that the areas residents may be eligible for flood insurance under the National Flood Insurance program.
c. Developing an accurate description of the 100-year flood plain and 10 year floodways along the Blackfoot River and its tributaries.
d. Recommend the County Commissioners adopt the flood plain map for management purposes.

2.6 Recognizing that the Blackfoot River is one of the Lincoln Planning Area's significant environmental resources and provide for its protection by:

a. Cooperating with the Montana Department of Environmental Quality and the principal responsible parties in the clean-up and remediation of the Upper Blackfoot Mining Complex.

b. Limiting development of permanent structures within the 100 year floodplain.

c. Establishing surface water protective buffers as follows:

Class I Water Course - 100 foot buffers;
Class II Water Course - 75 foot buffer;
Class III Water Course - 50 foot buffer;
Class IV Water Course - 25 foot buffer.

The County Subdivision Regulations adopted in February of 2005 address water-body setbacks and buffers for subdivision proposals.

d. Provide for grandfather clauses, granting a perpetual variance to pre-existing structures or situations where adherence to buffer zone guidelines is not possible due to property geometry or size.

e. Create and implement a comprehensive and effective stormwater management plan.

2.7 Promote the concept of linear greenways to link natural, cultural and scenic resources such as designated scenic rivers, designated scenic roads, registered historic properties, permanent open-space and the Continental Divide Trail.

Objective 3

Conserve the Blackfoot Valley's historic character and its historic and cultural resources, including historic sites and structures, archaeological features and man-made landscapes features for the aesthetic, social, and educational benefits of present and future citizens.

Policies:

3.1 Encourage and assist property owners to pursue State and National Historic Register designation.

3.2 Encourage and assist property owners to place voluntary scenic easements on lands associated with historic buildings, sites, and archaeological resources representing all historic time periods.

3.3 Encourage and assist property owners to adaptively reuse their historic structures.

3.4 Protect historic/archaeological resources when reviewing land use decisions.

3.5 Promote community awareness and public education programs informing property owners and residents of the benefits and liabilities of historic preservation.

Objective 4
Enhance the quality, identity, and appearance of the Lincoln Townsite and the Planning Area.

Policies:

4.1 Encourage the preservation, renovation and restoration of existing structures. Encourage economic development and revitalization of the Lincoln Townsite through innovative uses of existing structures.

4.2 Encourage employment opportunities for the area's residents through the promotion of appropriate business development.

4.3 Protect the cultural and economic identity of Lincoln and the Blackfoot Valley.

4.4 Encourage the adoption of a county sign ordinance that prohibits the proliferation of billboards and off premises signs.

4.5 Encourage the adoption of a sign ordinance that will ensure the safe, aesthetically compatible use of identification and advertising, while avoiding traffic hazards, and preserving views.

4.6 Encourage property owners to use external lighting that is consistent with safety and security considerations and minimizes ambient light pollution at night.

4.7 Encourage the enforcement of the County's junk vehicle and community decay ordinances.

4.8 Encourage the maintenance of natural vegetation along water courses to protect the water quality and maintain the natural aesthetics of the water course.

Objective 5
Encourage economic growth that is compatible with Lincoln and the Blackfoot Valley's environmental quality, rural character, residential areas and the consumer needs of the residents.

Policies:

5.1 Promote local business.

5.2 Promote and attract the development of business and light industry in the area.

5.3 Encourage that well-designed landscaping standards are applied to site plans for commercial and industrial development.

5,4 Promote tourism as a suitable and appropriate form of economic development.

5.5 Encourage existing business activities by offering technical assistance.

5.6 Encourage commercial development that:

a. Is not and does not encourage strip development, which creates traffic hazards and inefficient land use;

b. Does not have negative impacts on adjacent property values.

Objective 6

Encourage a variety of housing opportunities so that housing needs of all income groups can be met.

Policies:

6.1 Encourage an appropriate level of low and moderate cost housing.

6.2 Encourage the provision of a wide range of housing opportunities by type and density.

6.3 Encourage the upgrading and rehabilitation of existing substandard housing.

6.4 Encourage the development of housing for senior citizens of the Lincoln area so that they can continue to be an invaluable human resource to the community.

Objective 7

Ensure that the provision of public services and facilities is made in a manner that is consistent with the land use objectives of this plan.

Policies:

7.1 Prohibit the extension of tax-supported improvements, such as, sewer and roads into agricultural or environmentally sensitive areas.

7.2 Carefully assess the short and long term fiscal impacts of capital improvements such as, roads, sewer and schools when land use decisions are made.

7.3 Support the local school board.

a. Develop and maintain needed improvements to the Lincoln School.

7.4 Support the Lincoln/Lewis and Clark Sewer District.

a. In cooperation with the County, develop a capital improvement plan to allow for expansion and/or improvement of sewer district facilities to meet future needs.

7.5 Transportation

a. In cooperation with Federal, State, and County governments, develop a comprehensive maintenance plan for existing and proposed paved and unpaved roads.
b. Develop and maintain safe walkways and bike paths from residential areas to the Lincoln School.
c. Demand that safe and rational speed limits be posted and enforced on streets and Highway 200 to ensure pedestrian safety.
d. Develop lighting districts to ensure pedestrian safety along major streets and Highway 200.

7.6 Open space and recreation.

a. Encourage residential developers to maintain open space for wildlife and scenic purposes when building.
b. Encourage open space considerations are considered during subdivision review.
c. Recognize and promote the value of existing and future recreational proposals.
d. Encourage the expenditure of local bed tax revenues in the planning area.

7.7 Law enforcement

a. Encourage adequate, 24-hour, law enforcement for the current and anticipated population.
b. Encourage State and County law enforcement organizations to become thoroughly aware of and enforce current and future laws and ordinances.

7.8 Encourage and assist Lincoln Emergency Services in providing fast, efficient medical and fire service to the community.

a. Assist Lincoln Emergency Services in expanding the current facility, in order to effectively maintain standards of training and service as well as efficient storage for vehicles and equipment.

b. Support Lincoln Emergency Services in obtaining funding for updating and replacing emergency equipment as necessary.
c. Assist in the creation of an improved fire district/service area in order to provide better service and a more equitable fee structure.
d. Include Lincoln Emergency Services officers in subdivision review proceedings in order to ensure adequate access for emergency vehicles.
e. Recognize the inherent fire dangers in the Lincoln Planning Area and assist the Fire Department in encouraging fire safety in the design and construction of new buildings.

7.9 Medical facility
a. Encourage the necessary funding to re-open the Parker Medical Clinic in order to provide daily medical care to the residents of the Lincoln area.
b. Support the Blackfoot Valley Medical Services Association in their mission to promote and assist in financing medical services in the Lincoln area.
c. Support and advocate for the Cooperative Health Center and it's partners to re-open the Parker Medical Clinic and to provide appropriate health care services to the Lincoln area.
d. Support and fund the dental services for low-income persons in the Lincoln area.

7.10 Solid Waste
a. Carefully assess the short and long term fiscal impacts on the solid waste district when land use decisions are made.
b. Improve recycling and composting services in the Lincoln area.

Objective 8.
Protect and enhance the County's fiscal resources.

Policies:
8.1 Evaluate all private development proposals as they relate to public services and their compliance with the goals, objectives, and policies of the Lincoln area Growth Policy.

8.2 Support the County Commissioners in developing a means of consistent, objective, and accurate fiscal impact analysis for use in the evaluation of proposed development.

8.3 Develop mitigation fees to lessen the impacts of new development on community services.

Objective 9.
Encourage citizen involvement in the planning process.

Policies:

9.1 Require all meetings involving the preparation, revision or amendments to the Growth Policy to be publicly noticed and open to the public for comment and discussion.

9.2 Provide the opportunity for all citizens within the planning area to participate in all phases of the planning process.

9.3 Ensure that information pertaining to the Growth Policy is available to all citizens in an understandable form that may include the use of newsletters, mailings, informational brochures and announcements in the newspapers or cable television to stimulate citizen involvement.

9.4 Encourage the schools, civic clubs and special interest groups to review and comment on the Growth Policy and its Goals, Objectives and Policies.

Objective 10.
Achieve a balance between the property rights of individuals and the protection of the health, safety and welfare of the public.

10.1 Promote the philosophy that land is a finite resource and not a commodity, that all citizens are stewards of the land, and its protection is of primary importance to each present and future citizen.

CHAPTER X

IMPLEMENTATION TOOLS

Introduction

The Lewis and Clark County and the Lincoln Planning Area Growth Policies envision a desirable place for generations to come. Both policies contain goals and objectives to guide growth to areas where services can be provided cost-effectively and away from areas where growth threatens valued lifestyles and resources. The purpose of this chapter is to discuss in detail how the Lincoln Planning Area should carry out its Growth Policy, in accordance with the County Growth Policy.

Implementation mechanisms include a range of different measures, which are listed below:

- **IMPLEMENTATION STRATEGY: The Lincoln Planning Area will attempt to find balance amongst the various public policy goals of this Growth Policy. These goals are as follows:**

  a. Preserving the high quality of life, including a sound economy, healthy environment, abundant recreational opportunities, vibrant cultural and social life, and excellent schools and services;

  b. Spending public funds wisely;

  c. Maintaining and expanding our economy;

  d. Increasing the housing choices for all residents;

  e. Ensuring that necessary transportation facilities and services are available to serve development and the community;

  f. Balancing development with environmental protection;

  g. Preserving rural areas, natural resources, and ecologically fragile areas for future generations;

  h. Support working with the Gateway Economic Development Corporation and other economic development organizations to increase the level and number of high paying jobs within the County, and

i. Provide healthcare facilities for the Lincoln community.

Lewis and Clark County's New Planning Framework

Four levels of planning are necessary to carry out the Growth Policy as shown in the following table:

Four Levels of Planning for Lewis and Clark County		
Level	**Purpose**	**Example**
County-wide	Lewis and Clark County conducts this level of planning to address a wide range of issues that affect the entire County	Lewis and Clark County Growth Policy Update; Lewis and Clark Capital Improvements Plan
Planning Area Plans	This level of planning brings policy direction of the Growth Policy to a smaller geographic scale	Planning Area Plan for Lincoln
Neighborhood Plans	This level of plans will address issues of concern to individual neighborhoods or areas	Special Zoning Districts
Service Area Plans	This level of plans will address the delivery of services or facilities by the County	Disaster and Hazard Mitigation; Parks and Recreation Plans; Rural Improvement Districts (RIDs)

County-wide Planning

Lewis and Clark County conducts county-wide planning to address the wide range of issues affecting the entire County. County-wide planning policies describe the overall vision for the unincorporated portions of Lewis and Clark County. The Plan provides general strategies to be used by the County, acting individually and cooperatively with others, in achieving that vision. Lewis and Clark County is responsible for ensuring that its Growth Policy complies with Montana statutes regarding growth policies. The Growth Policy, the Capital

Improvements Plan (CIP), and adopted implementation strategies are designed to be consistent with and carry out the County-wide policies. Examples of such opportunities include service area agreements and other inter-local agreements. The County Growth Policy serves as a vital guide to the future and provides a framework for managing change.

- **IMPLEMENTATION STRATEGY: Lewis and Clark County will carry out the County-wide Planning Policies through its Lincoln Planning Area Growth Policy, neighborhood plans, CIP program, and through service agreements with special districts. Lewis and Clark County will ensure that all such agreements are consistent with and carry out the County-wide policies.**

The Lewis and Clark County Growth Policy provides policy guidance for unincorporated areas of the County. It serves as a vital guide to the future and provides a framework for managing change.

- **IMPLEMENTATION STRATEGY: The County should conduct a cost-of-community services study and build-out analysis, both of which will provide critical information for implementation of county-wide planning.**

Planning Area Plans

Planning Area Plans focus the policy direction of the Growth Policy to a smaller geographic area, such as the Lincoln Planning Area. This type of planning addresses the full range of issues for a healthy community, such as public safety, health and human services, land use, and infrastructure.

- **<u>IMPLEMENTATION STRATEGY</u>: The Lincoln Growth Policy should include plans for local geographic areas outlining any proposed land use designations. The purpose of these plans is to identify areas where public utilities will logically be extended, suggest any areas set aside for parks and open space, and any other special designations**

  The Lincoln Planning Area Growth Policy is one element of the County Growth Policy, and will be consistent with the County's policies and implementation strategies. The Lincoln Planning Area Growth Policy should be consistent with any service area plans and any adopted level of service standards. These plans may include, but are not limited to:

  a. Identification of policies in the Growth Policy that apply to the Lincoln Planning Area;

  b. Any specific land uses and subsequent zoning, when consistent with the Growth Policy;.

c. Recommendations for any open space designation and park sites, if consistent with adopted plans;

d. Recommendations of capital improvements, the means and schedule for providing them, and appropriate amendments to service area plans to support planned land uses;

e. Identification of any new issues that need resolution, and

f. Identification of all necessary implementation measures needed to carry out the Plan;

Rural Areas

Rural areas, such as the Lincoln Planning Area, contain development that is lower in density and intensity of use, thus requiring minimal infrastructure. They are intended to have the least impact on sensitive lands and resources. Rural levels of public infrastructure and services should sustain the development patterns in rural areas.

All newly created parcels should meet acceptable standards for streets, water supplies, and on-site wastewater systems, including a maintenance fund for those systems. A plan should be designed for future demands on roadways leading to and from development. When the population increases in these areas and the demand is evident, residents should pay for the upgrade and maintenance expenses.

- **IMPLEMENTATION STRATEGY: The County will revise its Subdivision Regulations to be consistent with this Growth Policy. Special consideration will be given to design and improvement standards for the Lincoln Planning Area:**

  a. Design and improvement standards will be developed to provide for the self-sufficiency of new subdivisions, minimizing adverse effects on agriculture, local services, the natural environment, wildlife, water quality and quantity, and public health and safety, and

  b. Concepts of cluster development will be provided to further minimize adverse effects.

Neighborhood Planning

Neighborhood planning will address issues of concern to individual communities, specific geographic areas, or neighborhoods that meet specified criteria. They

frequently address highly detailed planning issues, such as Special Zoning Districts, or focused infrastructure decisions involving individual property owners, carried out through rural improvement districts.

Typically, completion of a neighborhood plan would be expected to precede the establishment of more specific zoning requirements. The plan is intended to be a more general guidance document that identifies issues of concern and formulates goals and objectives to address them. Zoning might be one of a number of tools used to implement the plan. The relationship between a neighborhood plan and special zoning district is similar in some respects to the relationship between a growth policy and subdivision regulations: one lays out a broad framework, while the other includes the specific details to carry it out.

Some of the specific details regarding neighborhood planning in the Lincoln Planning Area and Lewis and Clark County are as follows:

- **<u>IMPLEMENTATION STRATEGY</u>: Neighborhood plans should provide detailed land use, infrastructure, and development plans for neighborhoods that are a minimum of 640 acres in size. Smaller areas will be considered on a case-by-case basis. These plans, which must be prepared in conjunction with the neighborhood residents and property owners in the affected area, will become elements of and be consistent with the Lincoln Planning Area and Lewis and Clark County Growth Policies. The neighborhood plans will take into consideration any adopted facility plans and levels of service standards. Neighborhood plans may include, but are not limited to:**

  a. Identification of policies in the Growth Policy that apply to the neighborhood;

  b. Planning specific land uses and implementing zoning that is consistent with the Growth Policy;

  c. Identification of ideal locations and conditions for special districts;

  d. Recommendation for appropriate open space designations and park sites based upon adopted plans;

  e. Recommendation for capital improvements, the means and schedule for providing them, and any recommended amendments to service area plans to support planned land uses;

  f. Identification of issues that may need resolution at a County wide level;

g. Identification of all necessary implementing measures to carry out the Plan;

h. Contains language that provides for periodical modification and updates, which should be considered every five years;

i. Should be prepared in conjunction with the neighborhood residents and property owners in the affected area, and

j. Lewis and Clark County will work with local citizens on the Neighborhood Plans and help identify appropriate funding in the development, review, and implementation of these plans.

Service Area Planning

Lewis and Clark County may designate Service Planning Areas designed to concentrate the County's limited funds and/or staff by designating higher priority areas for spending. This may be an area that will provide the necessary capacity for new growth, or an area where serious deficiencies exist as they relate to water, sewer, transportation, or designation for commercial/industrial growth.

Service Area plans are detailed plans for the delivery of services or facilities by Lewis and Clark County, special service districts or other agencies. Some service area plans may cover the entire County, while others pertain to a specific area. Examples of County-wide service area plans are the Disaster and Hazard Mitigation Plan or the Parks, Recreation, and Open Space Plan. Other Service Area plans are detailed capital improvements plans and may include specific fire districts, school districts, or water and sewer districts.

Some plans are operational and guide day-to-day management decisions. Others include specific details of facility design. Independent special purpose districts or other public and private agencies often prepare these plans with the assistance of Lewis and Clark County, when appropriate. Capital improvements are important components of Service Area Plans. Another component of this Growth Policy discusses capital improvements planning (see Volume III), and includes a list of additional plans related to capital facilities and the provision of services. Any improvements to capital facilities are closely linked to the availability of funds. Service Area plans identify costs and needed facilities, and distinguish between improvements needed for new growth versus existing public health and welfare needs.

Level of service standards may differ between the County and the unincorporated communities and rural areas. Different levels of service require different levels of funding. The citizens will be equal partners in defining the level of service.

- **<u>IMPLEMENTATION STRATEGY</u>: To resolve deficiencies related to water, sewer and/or transportation services, the County and the Lincoln Planning Area should initiate a joint planning process that will:**

  a. Involve relevant jurisdictions, special purpose jurisdictions and/or local service providers, and
  b. Identify the major service deficiencies and establish a schedule for resolving the issues.

  The deficiencies should be addressed by the following:

  a) adjusting the proposed land use;

  b) defining the level of service standards; or

  c) the source of funding available for the project.

- **<u>IMPLEMENTATION STRATEGY</u>: Lewis and Clark County should work collaboratively with the Lincoln community and other entities to address level of service standards and costs. Lewis and Clark County and the residents of the Lincoln community may share the costs of needed capital improvements programs and other services.**

- **<u>IMPLEMENTATION STRATEGY</u>: All services area plans involving the Lincoln Planning Area should:**

  a. Be consistent with the Growth Policy, the Lincoln Planning Area Growth Policy, and Neighborhood Plans;

  b. Define required service levels for the Rural areas, when appropriate;

  c. Provide standards for location, design, and operation of public facilities and services;

  d. Specify adequate, stable, and equitable methods of paying for public facilities and services;

  e. Be the basis for scheduling needed facilities and services through capital improvements programs, and

  f. Plan for the maintenance of existing facilities.

- **<u>IMPLEMENTATION STRATEGY</u>: Lewis and Clark County should revise the criteria for funding capital improvements projects to focus funds in areas consistent with the designation criteria contained in**

this Plan. The County should also research the availability of additional funding sources.

Zoning Districts

Zoning is the designation of land by local government for specific uses and densities. Other applications may include lot coverage, building height, setback requirements, density, and separation of incompatible uses. Zoning may also require onsite improvements, coordination of development with offsite and County-wide public services, or place other conditions on development. Boundaries between different zones may follow property lines, natural features, or other dividing lines such as roads.

- **IMPLEMENTATION STRATEGY: Zoning Codes, zone classifications, any proposed development standards, and any zoning maps will be consistent with the Growth Policy.**

  a. Where there is local support, the County will work with the landowners (and other appropriate parties) within the Lincoln Planning Area to develop zoning to implement adopted neighborhood plans.

  b. The County will develop minimum design standards to promote the public health, safety, and general welfare, and to protect natural resources and public investments, consistent with the County and Lincoln Planning Area Growth Policies.

- **IMPLEMENTATION STRATEGY: All existing zoning classifications will be carried forward to the County's official zoning maps, and updated to conform to the Growth Policy. The requirements in special zoning districts must be periodically reviewed and updated.**

Subdivisions and Other Development Approvals

Under Montana law, a subdivision is the division of land or land so divided that it creates one or more parcels containing less than 160 acres. Subdivision review is a key part of the development process. It is designed to evaluate environmental impacts and insure that facilities and services supporting potential development are adequate. Subdivision of land involves detailed site planning and installation of public facilities, such as roads and utility lines.

During the subdivision approval process, the County and developers should work cooperatively to coordinate all requirements (e.g., zoning, drainage, road

improvement standards, and mitigation of off site service impacts). This process also addresses potential site problems, such as poor access or sensitive environmental features, as well as circumstances unique to a specific site not anticipated by general subdivision and/or zoning code requirements. County Commissioners have the authority to approve or disapprove proposed subdivisions, if they believe they will ultimately be in accordance with the criteria in the County Subdivision Regulations.

- **IMPLEMENTATION STRATEGY: Subdivision and other development approvals will be consistent with the County and Lincoln Growth Policies, zoning, neighborhood plans, and capital improvements programs. When needed infrastructure and facilities are not readily available, development approvals can either be denied or divided into phases, or needed facilities provided by the project proponents.**

- **IMPLEMENTATION STRATEGY: Land use classification boundaries should be interpreted flexibly, but consistent with underlying land characteristics and existing development.**

Permitting

The following policy ensures realistic progress toward reducing regulatory compliance burdens on the private sector while providing appropriate safeguards for the environment and public safety in the Lincoln Planning Area:

- **IMPLEMENTATION STRATEGY: Lewis and Clark County's permitting systems should provide for expeditious review of projects, consistent with subdivision regulations, zoning, and other adopted policies.**

  a. The County will continue to improve its program of coordinating "one-stop shopping" for various permits, and providing comprehensive information on procedures and requirements relating to land development activities.

  b. The County should develop and maintain a centralized database of land use permits which will be made accessible to all agencies and the public.

  c. The County will develop a single umbrella permit process that incorporates all relevant land use permits.

Community Involvement

Planning Areas and Neighborhood Plans focus on smaller, more defined neighborhoods and begin with a community involvement process. The process defines ways to balance community desires with acceptable ways to incorporate density into their neighborhoods.

Community involvement in the neighborhood planning process may result in a minimum residential density standard or housing objectives that all new development must meet.

Additionally, it includes capital improvement planning to address the need for public amenities and infrastructure.

- **IMPLEMENTATION STRATEGY: Lewis and Clark County will establish more effective community involvement approaches, through all stages of the planning process.**

Code/Regulation Enforcement

The achievement and preservation of quality urban and rural living environments and protection of resources requires enforcement of the development standards contained in the County's regulations.

- **IMPLEMENTATION STRATEGY: Lewis and Clark County will enforce its regulations by pursuing subdivision review, zoning districts, and other planning techniques. The County will provide oversight for site development on all sites for which it issues permits.**

Measuring Progress Through Benchmarks

This Plan contains many goals and objectives for the Lincoln Planning Area. How will the County and the Lincoln community progress toward meeting these goals and objectives? How will progress be measured toward meeting these goals? Benchmarks are goals that can be quantified to measure the outcomes of public policy, and monitor progress on priorities.

Benchmarks are a method used to assure accountability to the public; they demonstrate whether the County and the Lincoln community are moving toward their goals, and how fast. Benchmarks allow the prioritization of public resources to meet the goals or, if desired outcomes are not achieved, the modification of the goals. Benchmarks work well with public participation during the planning

cycle, as citizens and various stakeholder groups provide feedback about what they feel are the most important things to measure. Later in the process, elected officials can use progress reports to make mid-course corrections to accomplish the goals.

- **<u>IMPLEMENTATION STRATEGY:</u> Lewis and Clark County and the Lincoln community will pursue a monitoring and benchmark program to measure progress toward public policy goals. The Lincoln community and the County shall establish a process that:**

  a. Includes the public, interest groups, and other agencies to identify key indicators serving as a basis for benchmarks;

  b. Addresses key issue areas of concern in the Lincoln Planning Area, including but not limited to: land capacity; phasing of growth in rural areas; density; permit processing; housing costs; natural resources; public health and safety; water use; solid waste; transportation; open space, cultural resources; air quality; surface and ground water quality; wetlands; wildlife habitat; rural lands; and industrial lands;

  c. Establishes a process that utilizes data collection, monitoring, and regular reports to measure key indicators and benchmarks. The Board of County Commissioners, with counsel from the Lincoln Community Council, will be the responsible decision-makers who adopt the benchmarks, and

  d. Implements the action plan that includes established starting and ending dates for each item. Appropriate starting and ending dates for each item will be set within 12 months of the adoption of the Plan.

The County and the Lincoln Community will review the Lincoln Growth Policy completely and consider amendments to it as often as necessary, but at least once every two years. Changes to the Lincoln Growth Policy will only occur after analysis, full public participation (including providing documentation to the public at least 10 days prior to public hearings), notice, and other requirements have been met.

- **<u>IMPLEMENTATION STRATEGY:</u> Amendments to the Lincoln Growth Policy will be subject to public review and should include the following elements:**

  a. A statement of any proposed changes and rationale for the changes;

b. A statement of anticipated impacts of the change, including the geographic area affected and issues presented, and

c. Any necessary implementation mechanisms and alternatives.

- **<u>IMPLEMENTATION STRATEGY:</u> Any necessary changes to development regulations, modification to capital improvements programs, The Lincoln Planning Area Growth Policy, neighborhood plans, and service area Plans required for implementation should accompany the proposed amendments to the community's growth policy so that regulations will be consistent with the Growth policy.**

- **<u>IMPLEMENTATION STRATEGY:</u> All amendments to the Lincoln Growth Policy will be done consistently with applicable Montana statues.**

<u>Lewis and Clark County Regulations</u>

Land use regulations are the primary way to carry out the Growth Policy. This section describes how Lewis and Clark County land use regulations relate to the Lincoln Growth Policy, Planning Areas, and Neighborhood plans.

Lewis and Clark County regulates land development and construction through a variety of technical standards resulting in permits and approvals for specific projects. To ensure County regulations are effective and warrant a high degree of public trust and confidence, regulations must be equitable, reasonable, easy to understand, and responsibly administered:

- **<u>IMPLEMENTATION STRATEGY:</u> Lewis and Clark County's regulation of land use should:**

  a. Help protect public health, safety, and general welfare;

  b. Help protect consumers from fraudulent practices in land use, land sales and development;

  c. Implement and be consistent with the Lincoln Growth Policy and other adopted land use goals, policies and plans;

  d. Be expeditious, predictable, clear, straightforward, and internally consistent;

  e. Provide clear direction for timely resolution of regulatory conflict;

f. Be enforceable, efficiently administered, and provide appropriate incentives and penalties;

g. Be consistently and effectively enforced;

h. Create public and private benefits in an economically efficient and equitable manner;

i. Be coordinated with timely provision of necessary public facilities and services;

j. Encourage creativity and diversity in meeting Lincoln Planning Area goals and policies;

k. Be coordinated with communities, special purpose districts, and other public agencies to promote compatible development standards throughout Lewis and Clark County;

l. Be responsive, understandable, and accessible to the public;

m. Provide effective and statutorily required public notice and pertinent documents at least one calendar week (7 days) before each public hearing. Provide reasonable opportunities for the public (especially those directly affected) to be heard and to influence decisions;

n. Treat all members of the public equally and base regulatory regulatory decisions wholly on the applicable criteria and code requirements, and

o. Make development requirements readily accessible and easy to understand to the public through up-to date codes, technical assistance materials and other relevant documents.

MCA 76-1-601 (2)(h)(i) Definitions Of Criteria in 76-3-608(3)(a), and Evaluation of Criteria in MCA 76-1-601 (2)(h)(ii)

For the purposes of complying with the provisions of MCA 76-1-601 (2)(h)(i); 76-1-601 (2)(h) (ii), and 76-1-601 (2)(i), definitions of criteria and evaluation of criteria were included in the Lewis and Clark County Growth Policy. Please consult Chapter III pages 21-22 of the Executive Summary of the County Growth Policy for additional explanation.

Implementation Plans

Specific implementation strategies have been developed for the following policies from the Natural Resources Chapter of the County Growth Policy, as follows below:

- **POLICY: Implement a wastewater maintenance program.**

    - An educational program created by the Water Quality Protection District to increase public knowledge and understanding of groundwater to facilitate informed personal and public choices about groundwater use and management.

    - An educational program created by the Environmental Division of the City-County Health Department to increase public knowledge and understanding of septic system function and maintenance to facilitate informed personal and public choices about septic system use and management.

    - Continue to develop an inventory of on-site systems and water wells within the county, as funding allows. Results of the inventory shall continue to be entered in a database and included in the County GIS system. This inventory shall be part of a continuing county-wide inventory and assessment of threats to groundwater.

    - A study group shall be formed by the County Board of Health by March 2004 to research and develop suitable county-wide septic maintenance districts. Group members will include a representative from the Health Department, a representative from the Planning Department, and a professional engineer practicing in the county. The group shall include at least seven members of the general public who are owners of on-site wastewater treatment systems. The maintenance district should, at a minimum, be responsible for the implementing the following programs:

        1. Periodic inspection of all inventoried systems and their maintenance records.

        2. Collection and maintenance of a data base of system permits, performance records and sampling results.

        3. Identification of malfunctioning systems.

4. Implementation of a plan of correction for malfunctioning systems.

5. Implementation of a preventive maintenance program.

- An inventory of groundwater non-point source pollution shall be conducted by the Water Quality Protection District, in conjunction with the on-site system and water well inventory, as funding is made available. Pollution sources shall be assessed based on threats to groundwater. This inventory shall be used as a basis for providing information to the Montana Department of Environmental Quality Source Water Assessment Program.

- The Department of Natural Resources and Conservation (DNRC) is charged with conducting an environmental review that is triggered by new water use permit applications. The DNRC—as part of this analysis--must examine overall water availability and potential for adverse impacts on all existing water rights within the area of potential affect. A new water use application is not allowed to negatively impact existing water rights.

- In accordance with state regulations, installation of on-site wastewater treatment systems is prohibited on new parcels less than 20 acres in size when the depth to groundwater is less than 4 feet (48 inches). For existing parcels, the requirement is still 48 inches, although this may be achieved by adding fill, if the original distance to groundwater is less than 48 inches.

- Support on-going studies of the impact of subdivisions on groundwater conducted by the Water Quality Protection District, as funding allows. The study should be conducted jointly with DEQ and other agencies if possible.

- The Planning Department, the Environmental Division of the Health Department, and the Water Quality Protection District shall continue to collect and maintain a combined data base of all water quality information received through sampling programs, public water supply inspections, subdivision review and health inspections. This data base will be physically maintained by the Water Quality Protection District and will be accessible to all county and state agencies, and the public.

- Using the County GIS system, the Planning Department, the Environmental Health Division of the Health Department, and the Water Quality Protection District should collect data on soil

type, depth to groundwater, and fractured bedrock, well log information, water quality, and other criteria yet to be determined to be used to identify areas of hydrogeologic sensitivity with respect to land use. Input from the Permit Coordinator and Montana DEQ is recommended. A map should be produced and published, and made available to the public in both printed form and on the Lewis and Clark County web site, and it should be used in county subdivision pre-application meetings.

- **POLICY:** Support the County Weed Board to conduct research and apply for grants (available through private or governmental agencies) to help mitigate the weed threat. Efficiently spend limited Weed Management funds while considering the following set of priorities:

    - Preserve the most biologically intact areas.

    - Preserve those areas with the highest proportion of native species.

    - Preserve those areas that contain threatened, rare, or endangered plant species.

    - Control noxious weeds that are localized and therefore more readily eradicated with relatively small expense.

    - Control weeds in areas such as public right-of-ways, accesses and other areas where the public-at-large can inadvertently pick up noxious weeds and spread them.

    - Control weeds in areas where they are having adverse impacts on the ecosystem, such as critical wildlife habitat and domestic grazing areas.

ACTION PLAN

1) DESIGN STANDARDS

ACTION ITEM DETAILS: Review and update Design Standards for Subdivision Regulations.

START YEAR: Began in 2003; new County Subdivision Regulations adopted February of 2005.

LEAD AGENCY: CDP

PARTNERS: BOCC, Planning Board, the public, Citizens' Subdivision Regulation Committee

2) CAPITAL IMPROVEMENTS PROGRAM

ACTION ITEM DETAILS: Develop Capital Improvements Program for all County-owned infrastructure.
START YEAR: Ongoing

LEAD AGENCY: Finance

PARTNERS: CDP, Public Works and other departments

3) FIRE PROTECTION MASTER PLAN

ACTION ITEM DETAILS: Develop a Fire Protection Master Plan for all fire districts and fire service areas.

START YEAR: Completed 2005

LEAD AGENCY: Lincoln Volunteer Fire Department, DNRC, and USFS

PARTNERS: CDP, Admin/Finance, Rural Fire Council, and Lewis and Clark County Disaster and Emergency Services

4) AREA PLANS

ACTION ITEM DETAILS: Develop or revise area plans for unincorporated communities, planning areas, and neighborhoods, including discussion for appropriate land use controls to implement those plans.

START YEAR: Ongoing-

LEAD AGENCY: CDP and Lincoln Community Council

PARTNERS: Citizens/local community groups, and BOCC

5) AFFORDABLE HOUSING

ACTION ITEM DETAILS: Coordinate with community based affordable housing groups to recommend strategies to provide private-sector affordable housing and to identify and/or eliminate barriers to providing affordable housing.

START YEAR: Ongoing

LEAD AGENCY: CDP

PARTNERS: Helena Area Housing Task Force, Rocky Mountain Development Council, private developers, Gateway Economic Development Corporation, Fannie Mae, and BOCC

6) GROWTH POLICY MONITORING AND EVALUATION

ACTION ITEM DETAILS: Establish a process for monitoring and evaluating the Growth Policy performance, including indicators for land use, neighborhood plans, special zoning districts, subdivision activity, public facilities, and cumulative impacts resulting from development.

START YEAR: 2005

LEAD AGENCY: CDP

PARTNERS: Planning Board, Public Works, Environmental Health, Lincoln Community Council, and BOCC

7) COUNTY-WIDE SEWER MAINTENANCE PROGRAM

ACTION ITEM DETAILS: Develop a County-wide sewer maintenance program to identify, characterize, and address local ground water problem areas, failing sewer and/or septic systems, and development of community water systems when necessary.

START YEAR: On hold until staff/resources available.

LEAD AGENCY: BOCC, and CDP
PARTNERS: Environmental Health, Board of Health, and Water Quality District

8) COORDINATE WITH SPECIAL DISTRICTS

ACTION ITEM DETAILS: Work with special districts (such as fire districts) that provide service in the unincorporated portions of the County to coordinate land use planning and new facilities. Consider adopting intergovernmental agreements to formalize coordination.

START YEAR: Ongoing

LEAD AGENCY: CDP

PARTNERS: Special Districts, and Public Works

9) OPEN SPACE AND RECREATION

ACTION ITEM DETAILS: Implement the Open Space and Recreation Plan, and identify potential hazardous areas (e.g., subject to geologic or flood hazards) that would be more appropriate as open space.

START YEAR: Ongoing

LEAD AGENCY: City/County Park Board

PARTNERS: CDP, BOCC, Lincoln Park Board, The Blackfoot Challenge, the Ponderosa Snow Warriors and the USFS

10) WETLANDS

ACTION ITEM DETAILS: Develop a wetlands rating system and complete wetland inventory.

START YEAR: Ongoing

LEAD AGENCY: Water Quality District

PARTNERS: CDP, local conservation groups, sportsmen, environmental groups, and landowners.

11) WATER BODY SETBACKS

ACTION ITEM DETAILS: Establish standards for the setback of septic systems and buildings along the Blackfoot River Corridor and other streams, lakes, and wetlands.

START YEAR: Completed 2005

LEAD AGENCY: CDP, Environmental Health, and WQPD

PARTNERS: Planning Board, landowners, Board of Health, and local citizens

12) DEVELOPMENT STANDARDS

ACTION ITEM DETAILS: Develop a set of integrated Development Standards for the Rural Areas (including standards under the Planning Area Plans and any Neighborhood Plans). The standards will be compiled in a single, user-friendly document.

START YEAR: 2005

LEAD AGENCY: CDP

PARTNERS: BOCC, Planning Board, business owners, and the public

13) ECONOMIC DEVELOPMENT

ACTION ITEM DETAILS: Coordinate with local economic development groups to provide opportunities for manufacturing, industrial, high-technology, tourism, and agricultural-related businesses, and any other environmentally clean companies that may want to expand or establish themselves in Lewis and Clark County.

START YEAR: Ongoing
LEAD AGENCY: Gateway Economic Development Corporation

PARTNERS: CDP, BOCC, Chambers of Commerce, Montana Department of Commerce, local entrepreneurs, and community leaders

14) NOXIOUS WEEDS

ACTION ITEM DETAILS: Support the County Weed Board in their efforts to conduct research and apply for grants to help mitigate the noxious weed problem.

START YEAR: Ongoing

LEAD AGENCY: County Weed Board

PARTNERS: CDP, FWP, Dept. of Agriculture, DNRC, Conservation District, Blackfoot Challenge, and private landowners.

15) COMMUNICATION AND INTERNET SERVICES

ACTION ITEM DETAILS: Support the Lincoln Community in efforts to improve telephone, cell phone, high-speed Internet and other communication systems to provide the community, businesses, and education with up-to-date multi-media tools.

START YEAR: 2005

LEAD AGENCY: Lincoln Community Council, and Gateway Economic Development Corp.

PARTNERS: CDP, Lincoln Telephone Co., Lincoln Cable TV, Lincoln Library, Lincoln School, and BOCC

16) MEDICAL/EMERGENCY SERVICES

ACTION ITEM DETAILS: Restore and sustain medical services and a pharmacy to the Lincoln area through assistance in obtaining grants and other funding sources, facilitating cooperation between the Lincoln community and private and government agencies to find solutions, and providing the Lincoln community with expertise to expedite the restoring and sustaining of essential medical services.

START YEAR: 2005

LEAD AGENCY: County Health Dept., Lincoln Community Council, County Grants Coordinator, CDP, and BOCC

PARTNERS: Blackfoot Valley Medical Services, and Lincoln Community Ambulance Service

17) AGING SERVICES, YOUTH SERVICES, AND POVERTY RESOURCES

ACTION ITEM DETAILS: Provide services to senior citizens, improve programs and facilities for young people, and seek solutions to assist those members of the community living at or near the poverty level.

START YEAR: 2005

LEAD AGENCY: Gateway Economic Development Corp., County Grants Coordinator, and Lincoln Community Council

PARTNERS: Lincoln Senior Citizen Center, Lincoln and County Park Boards, Lincoln School, CDP, and BOCC

18) EDUCATION

ACTION ITEM DETAILS: Support the Lincoln Community in efforts to improve and sustain the Lincoln School and other educational opportunities through funding, better Internet access at the school and public library, and capital improvements to the school as needed.

START YEAR: 2005

LEAD AGENCY: Lincoln Community Council and Lincoln School

PARTNERS: Lincoln Library, County Grants Coordinator, Lincoln Cable TV. Lincoln Telephone, Co., and BOCC