

Chapter 10: Transportation

Goal: To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development to include an effective transportation system for the Town of Clinton in the future.

Purpose: The purpose of this chapter is to provide an overview of the current state of the transportation systems and the Federal, State, and local infrastructure. The intent is to also identify what other transportation assets are available regionally.

Overview of the Transportation System: Residents of Clinton are primarily dependent upon the automobile for access to work, shopping, and recreation. The vast majority of Clinton residents work and shop in Bangor, Augusta, or Waterville. However, the transportation system also brings people and goods into Clinton.

Interstate 95 is the principal arterial road in Clinton, connecting Clinton to Augusta, Bangor, and Waterville and is an important highway for the entire region. It provides commuters access to jobs within commuting distance. In the mid-1960's, I-95 was constructed through Clinton with one major intersection with the Hinckley Road that then connects to Route 23 and Route 100. The interstate also resulted in a dramatic decline in traffic on Route 100.

Additional state highways in Clinton include Route 100 / 11, extending south into Benton and Waterville / Winslow / Fairfield, and north to Burnham / Pittsfield and Route 23, leading into Canaan and connecting to the major corridor of US Route 201. Routes 100 and 23 are in good physical condition and well-built and maintained by the Maine Department of Transportation (Maine DOT). In addition, Hinckley Road, River Road, and Pleasant Street are “state aid” roads receiving state maintenance. These roads are shown in the General Transportation Map 10-1 located in the Map Appendix.

The Highway System and Development: Traffic counts and problem locations are symptoms of a much deeper issue: the relationship between highways and development. Obviously, highways are designed to serve the properties within their corridors, but there comes a point at which development exceeds the capacity of a highway to serve it. This may result from development within the corridor or development in the immediate proximity of the road.

The Maine DOT has established a set of regulations for new development impacting state highways. Traffic Movement Permits are required for major developments, such as shopping centers or large subdivisions. For all other development on state highways, driveway access permits are required. Permitting rules contain different standards based on road classification. Major highways have the tightest access rules; the remaining roads are the majority in Clinton and have relatively moderate rules. All of the rules have some standards for sight distance, driveway width, spacing, safety, and drainage.

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There are a number of other ways in which the town can influence the impact of development on transportation. They include:

- Updating local road design and construction standards to reflect current practices.
- Offering different road design options based upon anticipated use and traffic volume.
- Rear lot access options to reduce road frontage development.
- Incorporating pedestrian and bicycle travel lanes into public roads and major developments.
- Proper design and location of major land use activities.
- Implementation of the ongoing road maintenance plan.

Condition and Maintenance of the Road System: Many of Clinton's main roads are the responsibility of the State to maintain and improve. Route 100 is maintained by the State in very good physical condition and Routes 23 towards 201 and Canaan are in adequate condition. In contrast, other State responsibility roads are nowhere near as well-improved. Both town and state roads generally need right of way brushing, ditching, and shoulder improvements.

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Maine Department of Transportation Three-Year Work Plan dated January 14, 2020: The Maine Department of Transportation has one project planned for Clinton from 2020-2022. This is the Manley- Holt Bridge (over Carrabassett Stream) on the River Road located 0.22 of a mile north of Pishon Ferry Road.

Road and Highway Lengths and Functions: From State Records the following total lengths are in town and are color-coded on the General Transportation Map, 10-1 in the Map Appendix:

Interstate: 10.64 miles
Other State Highway: 9.26 miles
State Aid Roads: 12.67 miles
Town ways: 43.13 miles
Private Roads: 9.12 miles

Total Road Lengths from State Records by Function:

Major Collector	9.06 miles	State maintained
Minor Collector	11.51 miles	Town/State
Local roads	43.33 miles	Town maintained
Total public road miles:	63.90 miles	

The Clinton Road Inventory: The inventory is located in Tab 10-1 to this chapter. This inventory includes all roads whether Federal, State, Town, or Private. This inventory also contains proposed paving cycle, road locations, and remarks.

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Local Road Maintenance: Road projects are planned by the Road Commissioner and the Road Advisory Committee, and the Town Manager. The road maintenance contractor handles road maintenance tasks and snow plowing. Major road and drainage projects are contracted. The existing process works well and has enabled the town to adequately maintain its road infrastructure.

Approximately \$150,000 in the Highway Line is budgeted each year for summer road maintenance. Annually there is \$335,000 budgeted for Winter Road maintenance and \$150,000 is used for paving. Maine Department of Transportation (DOT) grants \$54,956 annually. These State funds may only be used for capital improvements, such as paving, and culvert replacement.

The town's road maintenance contractor has done a good job maintaining and improving local roads because the town continues to adequately invest in ongoing road improvements and maintenance. If this philosophy is ongoing, there will be a well maintained local road system.

Clinton's Work Plan: The town schedules repaving on an approximate ten-year cycle. See Tab 10-1 for more information. Annually, the town budgets approximately \$150,000 to \$200,000 for paving projects. Currently, the town's work plan has two upgrades that need to be completed: 1) the culvert/bridge on the True Road and 2) the Johnson Flat Road. For other potential projects with the cost estimates consult Chapter 14, Hazard Mitigation.

In the spring of 2020, the sidewalks on Railroad Street are to be repaved. This upgrade will connect residential areas with the school, shopping areas, and daily destinations.

Private Roads: Clinton has a reasonable number of private roads (approximately 9.12 miles). Most private roads are serving private residences about town. Typically, school buses will not travel on private roads and students must catch the bus at the public road intersection. Likewise, emergency vehicles traveling over private roads may be hampered from reaching residents due to poor maintenance, snow, mud, or other weather conditions.

The town allows the creation of new private roads, usually as part of subdivisions. The current Subdivision Ordinance sets out minimum construction standards for private roads proposed to access subdivision lots and requires a maintenance agreement for shared costs at the time of approval. Any road proposed for Town acceptance, including existing roads, must meet the standards in the Street Design and Construction Standards section of the Ordinance. Local Assess Management and Road Design Standards are detailed in the Town of Clinton's Land Use Ordinance and Subdivision Ordinance. Clinton complies with the MDOT permit requirements.

Discontinued Roads: No roads have been discontinued in recent years.

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Bridges: Bridges are an essential part of the road system. Bridges have different design and structural features and must be maintained on a different schedule than ordinary roads. A number of years ago, the DOT assumed responsibility for the majority of bridges in the state, including some on town roads. The location and responsibility of Clinton bridges is shown on the General Transportation Map, Map 10-1 in the Map Appendix. The length column below indicates length for bridges and width for culverts. The State of Maine designated an unnamed brook as Horseback Brook.

Table 10-1						
Bridges						
Source: Maine Department of Transportation						
Route	Bridge Name	Water Body / Road Under	Feet	Material	Type	Latest Federal Sufficiency Rating
I95 SB	I95 SB / Horseback Brook	Horseback Brook	22	Concrete	Culvert	91
I95 NB	I95 NB / Horseback Brook	Horseback Brook	22	Concrete	Culvert	91
I95 SB	I95 SB / Twelve Mile Brook	Twelve Mile Brook	26	Concrete	Culvert	94
I95 NB	I95 NB / Twelve Mile Brook	Twelve Mile Brook	26	Concrete	Culvert	83
I95 SB	I95 SB / Beaver Brook	Beaver Brook	21	Concrete	Culvert	93
I95 NB	I95 NB / Beaver Brook	Beaver Brook	21	Concrete	Culvert	78
I95 SB	I95 SB / Hinckley Road	Hinckley Road	170	Steel	Stringer/Multi-Beam Or Girder	93
I95 NB	I95 NB / Hinckley Road	Hinckley Road	170	Steel	Stringer/Multi-Beam Or Girder	93
Route 100 / 11	Cain Bridge	Twelve Mile Stream	59	Pre-Stressed Concrete	Box beam or Girders - Multiple	69
River Road	Decker Bridge	Miller Stream	12	Concrete	Slab	76
River Road	Manley Holt Bridge	Carrabassett Stream	54	Concrete	Slab	30
Pleasant Street	Sebasticook Bridge	Sebasticook River	190	Steel	Truss	17
Hinckley Road	Bean Bridge	Beaver Brook	23	Concrete	Culvert	76
Hinckley Road	Osborne Bridge	Beaver Brook	19	Concrete	Slab	76
Hill Road	Hern Bridge	Twelve Mile Stream	31	Concrete	Slab	78
Hill Road	Hill Road / I-95	I-95	423	Steel	Stringer/Multi-Beam Or Girder	80
Mutton Lane	Mutton Lane / I-95	I-95	601	Steel	Stringer/Multi-Beam Or Girder	73
Horseback Road	Relocated Horseback Road	Horseback Brook	31	Concrete	Culvert	96
Route 23	George W Hinckley Bridge	Kennebec River	643	Steel	Stringer/Multi-Beam Or Girder	89
Rogers Road *TOWN MAINTAINED*	Brimmer Bridge	Twelve Mile Stream	18	Steel	Culvert	97

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Usage of the Highway System: The Maine DOT is responsible for monitoring usage of its roads through a system of traffic counts. Traffic counting is reported in units of Average Annual Daily Traffic – the total number of vehicles going past a given point on an average day. Traffic counts are measured annually only at one point on Route 201; elsewhere, they are recorded every 2 to 5 years.

Table 10-2 shows traffic count data as tabulated by the Maine DOT. A visual representation of average daily traffic volumes is presented on the Traffic Transportation, Map 10-2 in the Map Appendix.

Table 10-2: Annual Average Daily Traffic Count				
Source: Maine DOT <i>Transportation Count Book</i> , 2011, 2013, 2017				
	2011	2013	2017	Average % change
I-95 NB OFF Ramp to Hinckley Road	7,880	7,870	8,390	6.47
I-95 NB ON Ramp to Hinckley Road	8,180	8,360	9,360	14.43
I-95 SB OFF Ramp to Hinckley Road	8,690	8,490	9,350	7.59
I-95 SB ON Ramp to Hinckley Road	8,350	8,250	8,550	2.4
Hinckley Road NW of Gustafson (to 23)	880	870	870	-1.14
Route 100 / 11 SW of Cemetery	2,090	2,620	2,380	13.88

The first observation from this table is the lack of records for many places before 2017. This makes it difficult to look at trends over recent times. What can be discerned, however, is that obviously I95 has the highest traffic through town. This is not a surprise. What may be a surprise is that the entrance and exit ramps into Clinton have increased with the most popular being getting on the interstate heading north. Other trends include a small drop of people using the Hinckley Road to get to Route 23 and there was a sizable increase in traffic on Route 100.

The other common measure of usage of the highway system is tracking of crashes. Crashes happen for all sorts of reasons, not just traffic, but they are generally attributable to some feature of the road system. Most common is crashes at intersections, but many crashes can happen on open road segments, from deer hits to weather-related crashes.

The Transportation Crash Map, 10-3 in the Map Appendix shows the location of highway crashes reported during 2017. The crashes are identified by type, so you can see which ones are deer, intersections, or other causes. The vast majority of crashes are along the Interstate and main roads through town, which is consistent with them being the busiest highways in town. Somewhat unsurprisingly, there are a good number of cars going off the roads on rural roads that may have speed as a factor.

The map, 10-3 also shows one “High Crash Location,” on I-95 in the south of town. The DOT defines a high crash location as one where there have been eight or more crashes over three years and where the rate of crashes factored for traffic is greater than average. This area is just before the on and off ramps which may account for the number of accidents here.

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Non-Highway Transportation Resources: The principal mode of transportation is the automobile and its local and state road system. Nevertheless other modes of transportation play a role in our lives. The following is a discussion of some of the more significant transportation modes that serve Clinton.

Air Travel:

The Augusta and Waterville airports offer a limited number of commercial flights (passenger service from Augusta only) and provide access for private and corporate planes and small jets. Both airports are about a 15 minute drive. The Portland Jetport and the Bangor Airport offer commercial passenger service to a number of different hubs. The Manchester Airport in New Hampshire offers a popular alternative to Boston's Logan Airport. Clinton has no airport.

Railroad:

The Maine Central Rail Line, runs through the south east of Clinton, just cutting through the downtown area. This is a main trunk line extending from Portland to Northern Maine. The railroad carries freight mostly consisting of paper, pulp, lumber, wood products, petroleum, and chemicals. Future transportation and land use planning should include the rail line's potential for growth. The location of the Intermodal facility in Waterville, increased trade with Maritime Canada, and rising transportation and fuel cost may improve the viability of the rail line.

In addition, this line connects south to Augusta and then to Brunswick (the State of Maine owns the track and right-of-way on this southern section). Expanded Amtrak passenger rail service was approved from Portland to Brunswick, and those trains began carrying passengers in 2012. If the service from Portland to Brunswick is as popular as the Portland to Boston passenger service, calls for expansion will likely continue. The logical extension of passenger rail service from Brunswick to Augusta, Winslow, Waterville, and eventually Bangor is on this "Lower Road" rail line.

Passenger rail service has recently been re-established between Brunswick and North Station in Boston and reports are that it is flourishing. Plans call for eventually expanding passenger access along the coast and into central Maine via Waterville and Bangor, but this is a decade or more in the future. There are no plans for passenger rail transportation in Clinton.

Public Transit:

Interstate bus service is not available in Clinton, but may be accessed both in Augusta and Waterville. Local public bus service is not available for the general population.

The Kennebec Valley Community Action Program provides rides to elderly and other persons through a volunteer driver program and demand-response bus for disabled clients. Other social service agencies also provide transportation for their clients. It is expected that, with the aging population, the demand for public transportation of this type will increase dramatically over the next twenty years.

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Sidewalks: The town has a limited sidewalk system, to serve that portion of the population that needs to go short distances, cannot drive, or desires physical exercise. The Main Street of downtown has sidewalks with a handful of the connecting streets.

The town's sidewalks are in highly variable condition. Money for sidewalk improvements tends to be a lower priority than road improvements, and little has been done in recent years for any but the most dramatic problems.

Bicycling: Bicycle usage is growing in Maine, both as a form of transportation and recreation. But unfortunately there are no dedicated bike lanes in town but the paved shoulder along Route 100 and Route 23 provides a somewhat safe bicycle travel way. Other local roads are used for bike traffic but are not especially safe due to unpaved shoulders and narrow roadways. There are no off-road routes especially identified for bike travel. This has been addressed in Section 2, Chapter 9 as Issue 9-2.

Conclusions:

- There are no current transportation concerns. As shortcomings are identified, the town plans, develops financing methods, and completes needed work. Current growth trends indicate no significant problems will arise.
- Parking in Clinton is not an issue except during large events conducted one or two times a year.
- The Subdivision Ordinance addresses planning, design, and construction of subdivision roads.

Issues:

During times of the year and times of day the traffic on the River, Tardiff, Hill, and Hinckley Roads increases dramatically.

Policies: Minimum policies required to address state goals:

- (1) To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
- (2) To safely and efficiently preserve or improve the transportation system.
- (3) To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.

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(4) To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).

(5) To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.

Strategies: Minimum strategies required to address state goals:

(1) Develop or continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network.

(2) Initiate or actively participate in regional and state transportation efforts.

(3) Maintain, enact or amend local ordinances as appropriate to address or avoid conflicts with:

a. Policy objectives of the *Sensible Transportation Policy Act* (23 M.R.S.A. §73);

b. State access management regulations pursuant to 23 M.R.S.A. §704; and

c. State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A.

(4) Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections.

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Issues identified by the Comprehensive Planning Committee with Strategies:

Issue	Strategy	Responsibility	Action Party	Coordinator	Implementation
Issue 10-1 During certain times of the year and specific times of day, the traffic on River, Tardiff, Hill, and Hinckley Roads increases dramatically.	To promote public safety, a paved shoulders for bikes and pedestrians should be constructed	Selectmen	Town Manager	MDOT, Road Commissioner, Road Advisory Committee	2027