Comprehensive Plan
Lincoln County, Wyoming

Adopted: July 6, 2005
Last Amended Date: November 13, 2006
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INTRODUCTION

One role of County Government is to promote the public health, safety, morals and general welfare of the residents of the county. In doing so, the County may regulate and restrict the location of buildings and structures, their use, condition of use or occupancy of lands for residence, recreation, agriculture, industry, commerce, public use and other purposes in the un-incorporated areas of the county pursuant to W.S. 18-5-201 (2003).

PRIVATE PROPERTY RIGHTS

Regulation of land use is a balancing act between the rights of the individual to develop a lot or parcel of land and the rights of the community to protect itself from the negative effects of poor development. Land use regulation in Lincoln County is aimed at the use and development rights of the individual. The philosophy and approach of Lincoln County Land Use documents are summarized by the following:

1. Recognize the desires and plans of the private property holder;
2. Assume the private property holder has the primary responsibility to provide quality land use development which will not adversely affect the community or neighbors;
3. Provide information which will promote good land use decisions;
4. Minimize cost and time for applicants to obtain permits;
5. Directly link goals, objectives, and policies, which are part of the Comprehensive Land Use Plan, with implementation of these goals through standards, which are contained in the Land Use Regulations; and
6. Are directed toward the creation of quality land use as a result of cooperation between land owners, the community, and government.

This Comprehensive Land Use Plan is made up of Goals and Objectives. Goals are general statements of purpose reflecting the values of a community. Objectives serve to define what is required to achieve stated goals. They should be concise in their explanation of who, what, when, how much and how many in order to achieve the identified goals. Policies define the standards, direct the development of specific standards, or direct actions to be taken by the County which are necessary to meet objectives and achieve goals.

This Comprehensive Plan does contain some policies; however, the majority of the policies are located in the Land Use Regulations. The following are the goals and objectives for Lincoln County.
GOALS AND OBJECTIVES

I. EDUCATION

GOAL:

To provide the residents of Lincoln County with high quality educational opportunities that will create a strong educated employment base.

BACKGROUND:

The people of Lincoln County recognize the need for an educated population and the importance education plays in the growth of the local economy. Sustainable communities are created when the population is educated in the technical, managerial, professional and service areas. (See Table 1) Roughly 23% of the working population has obtained a post high school degree with 63% having completed a high school diploma. An increase in educational opportunities available to the residents of Lincoln County will promote entrepreneurship and make available human resources for the future. (See Chart 1)

OBJECTIVES:

1. Promote the establishment and development of trade schools within the county.
2. Encourage and support the existence of outreach programs sponsored by colleges and universities in the state and region.
3. Educate the people of the county using newspaper, radio, county web page and other media to disperse information.
II. HOUSING

GOAL:

Promote the development of safe, good quality housing in Lincoln County.

BACKGROUND:

The citizens of Lincoln County have expressed a great concern over the quality and affordability of housing in the county. On occasion some of the housing stock has been of substandard design resulting in fire safety hazards, high maintenance costs, and a reduction in resale value for the investment.

One of the impacts of growth in the county, particularly in the Star Valley area, has resulted in an increase in land values and cost of construction. The citizens of Lincoln County have expressed the desire to provide for the affordable housing needs of county residents (See Appendix 1). By concentrating development in and around central services of water and sewer affordability may be obtained.

OBJECTIVES:

1. Adopt the current International Building Code (IBC) and require the licensing of contractors relative to this code and also require the inspection by a certified building inspector.
2. Promote the development of affordable housing and infrastructure concentrating development in and around existing communities.
III. ECONOMIC DEVELOPMENT

GOALS:

A. Promote and assist in the development of commercial, recreational and industrial activities.
B. Promote the exploration and development of mineral and alternative energy sources in Lincoln County.

BACKGROUND:

Lincoln County boasts an abundance of resources which are an essential component of economic development in the county. Historically, the county has been abundant with agricultural, forestry and minerals which created a mainstay for our economic base. This continues to be true today, however, the progressing world economy has considerably impacted existing industries. Lincoln County will focus on the promotion, maintenance and enhancement of economic conditions and pursue the development and enhancement of tourism that will provide for sustainable communities. (See Appendix 2)

OBJECTIVES:

1. Promote and support the development of infrastructure in and around the towns and community centers for the creation and expansion of new and existing businesses.
2. Coordinate efforts with Chambers of Commerce, city and town governments.
3. Promote the expansion of tourism in Lincoln County.
IV. LAND USE

GOALS:

A. Conserve the existing agricultural lands and operations.
B. Promote the development of residential, commercial and industrial land uses in and around established central services in the county.
C. Reduce the impacts new development has on county and community services.
D. Identify, maintain and protect historic access to public lands.
E. Identify and protect the scenic resources of the county.

BACKGROUND:

Lincoln County contains approximately 4,089.2 sq. miles (2.62 million acres) of land area. Of this area, roughly 70% is managed by a federal or state agency. Historically, lands within the county were utilized for agricultural and mineral extraction purposes. Currently, these land uses are being converted from agricultural land into residential and hobby ranch type developments. Open spaces that were once common in the county are now being replaced with homes on large tracts of land and fences. As a result of this land conversion, demands for resources and services have increased. Access to fishing, hunting and recreation is now being limited. The demand for fire, medical, health and transportation services has grown with the increased population.

The custom and culture that existed in the recent past have now noticeably changed. The citizens of Lincoln County, both old and new, have identified these elements of custom and culture as items that are worth saving. These citizens feel strongly that while wanting to achieve a sustainable community they also want a livable community that portrays their heritage. (See Maps 1, 2 & 3)

OBJECTIVES:

1. Create Land Use Regulations that promote the responsible and orderly development of Lincoln County.
2. Promote the conservation of open space in Lincoln County.
Lincoln County Comprehensive Plan

V. PUBLIC LANDS

GOALS:

The County will actively participate in all public land management decision-making processes and anticipates federal agency participation in county planning efforts and activities.

BACKGROUND:

Lincoln County contains approximately 1.8 million acres of publicly managed lands (See Map 4). The economy of Lincoln County and its respective communities is dependant upon the multiple uses of these lands. Due to these facts it becomes imperative that Lincoln County actively participates in planning for the wise use and management of these lands. Provisions in the Federal Land Policy and Management Act (FLPMA), Council on Environmental Quality and other management and planning regulations provide for Lincoln County to engage in and have a strong voice in the planning and decision making process associated with managing its public lands (See Appendix 3).

OBJECTIVES:

1. Develop a working relationship with public land managers and coordinate efforts on wildlife, grazing, access, economic, social and cultural issues.
2. Promote and support public land uses consistent with orderly development and efficient use of renewable and non-renewable resources.
3. Provide a County Public Lands Plan for federal and state land resources issues.
VI. ENVIRONMENTAL RESOURCES

GOAL:

Protect and manage the natural resources of Lincoln County.

BACKGROUND:

Lincoln County has always been dependant upon the resources located within the county for its economic base and sustainability of the communities located within its borders (See Maps 5a-e). The wise use and conservation of these resources is essential to the continuance of economies, customs and culture that has existed for several generations.

There are many reasons why people have chosen to live in Lincoln County. One of these reasons is the abundance of unspoiled environmental resources. For the past several years Lincoln County has experienced a large amount of growth which in turn has put pressure on the environmental resources (See Appendix 4). The citizens of Lincoln County feel a strong need to protect these resources and still allow for growth. (See Maps 6a & 6b)

As of the spring of 2004, over 4,800 subdivision lots existed in Lincoln County with approximately 30% of those lots having a structure located on the lot. Each of these lots will have a septic system to deal with the liquid waste, an increased demand for water, roads, and solid waste. All of these impacts create an additional consumption of land and resources.

OBJECTIVES:

1. Prevent on-site erosion and impacts to streams.
2. Promote safe and adequate water quality and quantities.
3. Identify locations and methods for the disposal of solid, liquid and agricultural waste.
4. Protect the riparian, wetland and 100 year flood plain areas of Lincoln County from encroachment and impacts by development.
5. Guard against air pollution and maintain the air quality of the county.
6. Promote the use of Transfer of Development Rights (TDR's) and Purchase of Development Rights (PDR's) for the sustainability of environmental resources.
7. Guard against the production of light pollution in Lincoln County.
VII. HAZARDS

A. Earthquake

GOAL:

Minimize the loss of life and property due to an earthquake.

BACKGROUND:

The boundaries of Lincoln County include active fault lines within it. Building methods as prescribed in the International Building Code (IBC) will be used to minimize the potential damage resulting from a seismic event. (See Map 7)

OBJECTIVE:

Require the adherence to the International Building Code for structures in earthquake prone areas of Lincoln County.

B. Natural and Man Made

GOAL:

Minimize the loss of life and property due to natural or man-made hazards (i.e. fire, slope movement, avalanche, mine subsidence, etc)

BACKGROUND:

The land surface of Lincoln County is geologically young and typically results in unstable areas which pose potential threats to private and public interests. Lincoln County, in conjunction with the Wyoming State Geologic Survey, will map areas of potential hazards. These maps will be utilized in advising developers of standards and codes pertinent to construction in the identified areas. (See Maps 8, 9 & 10)

OBJECTIVES:

1. Identify areas of natural or man made sites and produce maps of these areas.
2. Development of land with known hazards will be discouraged.
3. Development on or in the area of known hazards should be investigated by a qualified engineer to determine and certify the suitability of a site for development.
C. FLOOD

GOAL:

Minimize the loss of life and property in areas of the county due to flooding

BACKGROUND:

Flooding has and will continue to be a problem in Lincoln County. A flood could happen in any year in areas throughout the county.

Mapping of the flood plain was accomplished by the Federal Emergency Management Agency (FEMA) for most of the county. This mapping established the potential flood boundaries for the county. Recently, FEMA has accomplished a mapping project for the Lower Star Valley that established the flood elevation for the 100 year flood event.

In an effort to reduce the potential for flooding, areas within the 100 year flood plain will be protected from development through site design and development standards of the county Land Use Regulations. (See Map 11)

OBJECTIVES:

1. Identify and map those areas of the county that are impacted by flooding.
2. Development of the designated 100 year flood plain by new structures and subdivision of land will be discouraged.
3. Require that development allowed in the 100 year flood plain meet minimum flood design standards outlined by the Federal Emergency Management Agency (FEMA).
4. Continue to work with appropriate local, state and federal agencies in reviewing the most current flood hazard and flood plain information.
Lincoln County Comprehensive Plan

VIII. PUBLIC SERVICES

GOAL:

Protect and enhance the quality of life for the residents of Lincoln County.

BACKGROUND:

Lincoln County Land Use Regulations will coordinate the development of public services to meet the needs of its citizens at a minimal cost to taxpayers. In conjunction with the growth that Lincoln County is experiencing, the demand for services has also grown. In many cases, the demand for services has outpaced the ability for the county to fund these services. Additional methods of funding services, due to impact by development, will be investigated, and policies developed to meet these demands. (See Map 12)

OBJECTIVES:

1. Maintain human services and programs that serve the needs of all sectors of the County's population.
2. Provide for efficient use and delivery of public services, including fire protection, emergency services, landfill, etc.
3. Support and maintain a County level Emergency Operations Plan (See Appendix 5).
IX. TRANSPORTATION

GOALS:

A. To maintain the long-term operation of airports within the county.
B. Promote the safe flow of vehicular traffic and provide opportunities for multi-modal development within the county.

BACKGROUND:

Lincoln County supports three (3) airports and is traversed by many county, state and federal highways. Each link in this travel network plays an important role in the economy and sustainability of the communities within the county. (See Map 13) With the growth of population and increased development, the demand for infrastructure and different modes of transportation has equally increased.

The Wyoming Department of Transportation initiated a study of the U.S. 89 Corridor through Star Valley to determine the future transportation demands on the Corridor. This study identified items for improvement of the Corridor that includes: access management, right-of-way, speed limits and environmental concerns (See Appendix 6). As a result of the items identified in this study, a county wide transportation plan will be initiated to promote the safe flow of traffic within the county and the orderly and timely development of county transportation infrastructure.

OBJECTIVES:

1. Create and adopt a county wide transportation plan for federal, state and county transportation issues.
2. Enforce Federal Aviation Administration (FAA) regulations concerning development around airports.
Lincoln County Comprehensive Plan

X. RECREATION

GOALS:

A. To protect and conserve the river corridors in Lincoln County
B. Create and support the development of recreational opportunities within Lincoln County.

BACKGROUND:

Lincoln County is home to a wide variety of opportunities for recreational activities. Seventy percent of the land in Lincoln County is being managed by federal and state entities necessitating close coordination with the respective land managers. Access and the multiple use management of these lands are vital to the recreation and tourist industry (See Map 14).

While recreation and tourism are a vital part of the local economy, it is also vital to our economy that we protect and conserve these resources. Recreationists are expected to adhere to an outdoor code that respects the resources that are being utilized while leaving the opportunity for others to enjoy these resources in the future.

OBJECTIVES:

1. Promote the development of trails throughout the county that connect the residential and commercial area to public lands.
2. Promote the wise and safe use of "Off Highway Vehicles" (OHV) within Lincoln County.
3. Promote and enhance the county owned recreation facilities.
XI. CULTURAL RESOURCES

GOAL:

Protect cultural, prehistoric and historically significant resources of Lincoln County.

BACKGROUND:

Lincoln County is home to a rich history of recorded and unrecorded significance. From the prehistoric communities to the passing through of immigrants for the western frontier, evidence of these cultures can be seen at various locations throughout the county (See Map 15). Due to the remoteness of these sites they may be open to vandalism. Efforts to establish a cooperative relationship with the public land management agencies in the county in the protection of prehistoric and historic site on public lands will be pursued.

There are historical sites on privately owned property and within communities of the county. Efforts to enhance and protect historic sites will be accomplished through a cooperative effort with the local historical societies.

OBJECTIVES:

1. Identify and protect trails of historical significance from encroachment.
2. Identify and protect culturally and archeologically significant resources from impacts of development.
XII. COMMUNITY DESIGN

COMMUNITY PLAN AREAS

It is the goal of Lincoln County to provide for land use planning flexibility; recognizing that several areas have distinct social, industrial, and geographical characteristics. To create an opportunity for the people of these unique areas to influence land use decisions, community plan areas are created. The citizens of a community plan area may petition the Board of County Commissioners to create and/or modify goals, objectives, and policies thus establishing unique standards for particular local conditions and values, and revise/develop the community plan for the community plan area. These modifications may be more restrictive than the Comprehensive Plan goals, objectives, and policies. However, these modifications shall not be less restrictive. (See Map 16)

ESTABLISHED COMMUNITY PLAN AREAS:

The Lincoln County Comprehensive Plan Map establishes the following community plan areas:
A: North Alpine Community Plan Area
E: Etna Community Plan Area
F: Freedom Community Plan Area
SVR: Star Valley Ranch Community Plan Area
T: Thayne Community Plan Area
U: Upper Valley Community Plan Area
C: Cokeville Community Plan Area
K: Kemmerer Community Plan Area
CM: Commissary Community Plan Area
L: LaBarge Community Plan Area
O: Opal Community Plan Area
M: Multiple Use Community Plan Area
### Educational Attainment
#### 18 years and older

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<th>Total</th>
<th>Less than 9th grade</th>
<th>9th to 12th grade, no diploma</th>
<th>High school graduate (includes equivalency)</th>
<th>Some college, no degree</th>
<th>Associate degree</th>
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<th>Female Total: 4,997</th>
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Table 1
## Lincoln County Population Projections


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<td>370</td>
<td>374</td>
<td>19%</td>
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</table>

### Table 2
Educational Attainment Census 2000

- Graduate or professional degree
  - Bachelor's degree: 11%
  - Associate degree: 7%
  - Some college, no degree: 28%
- Less than 9th grade: 5%
- 9th to 12th grade, no diploma: 3%
- 9th to 12th grade, no diploma: 11%
- High school graduate (includes equivalency): 35%

Chart 1