

Town of Lincoln

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MEMORANDUM

TO: - Chairs of Planning Commissions of Towns Abutting Lincoln
(Ripton, Starksboro, Bristol, Granville, Warren, and Fayston)
- Addison County Regional Planning Commission
- Vermont Department of Housing and Community Affairs
- Green Mountain National Forest

FROM: Lincoln Planning Commission
Aaron Thomas, Chair

DATE: November 3, 2017

SUBJECT: Proposed Lincoln Town Plan

Enclosed, per 24 V.S.A. §4384(e), is a copy of the proposed Town Plan with a copy of the notice of the Planning Commission's public hearing. An electronic copy of the plan is also available on the Town of Lincoln's Website at:
<http://lincolnvermont.org/town-office/zoning-and-planning/>

The Planning Commission does not believe this proposed plan will have any adverse effect upon our neighboring towns or upon the Regional Plan. We would appreciate any comments that you may have with respect to the compatibility of this plan with local or regional or state agency plans.

I would be happy to speak with you or meet to answer any questions or to discuss this. Please call me at (802) 349-2577.

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LINCOLN PLANNING COMMISSION TOWN PLAN NOTICE OF PUBLIC HEARING

The Lincoln Planning Commission will hold a public hearing on December 7, 2017 at 7:00 P.M. in the Lincoln Town Clerk's Office in Lincoln, Vermont, on the proposed Lincoln Town Plan. This hearing is held pursuant to 24 VSA §4384. This notice is issued pursuant to 24 VSA §4444.

STATEMENT OF PURPOSE AND AREAS OF TOWN AFFECTED

The Town Plan is used as a basis for Zoning and other Town ordinances. For major development applications, certain sections are used as review criteria in Act 250 and other State regulatory proceedings. All areas within the Town of Lincoln are affected. Topic areas for discussion include:

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Copies of the proposed Town Plan can be viewed at the Town Clerk's Office Lincoln, Vermont and ACRPC 14 Seminary Street Middlebury, Vermont or downloaded from the town of Lincoln website at: <http://lincolnvermont.org/town-office/zoning-and-planning/>
For further information please call Aaron Thomas at (802) 349-2577.

Lincoln Planning Commission

BY: _____, Chair
Aaron Thomas

Town of Lincoln

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Lincoln, Vermont 05443-9253

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RUN: Addison Independent

November 16, 2017

Posted:

1. Lincoln Library
2. Burnham Hall
3. Lincoln General Store
4. Lincoln Town Office

Town of Lincoln

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MEMORANDUM

From: Lincoln Planning Commission
To: Lincoln Selectboard, Surrounding Towns and citizens of Lincoln
Date: November 3, 2017
Re: Changes to the New Lincoln Town Plan

This memorandum provides a summary of the Changes the Planning Commission made to the proposed Lincoln Town Plan. It constitutes the written report necessary to satisfy the requirements of 24 V.S.A. §4384(c) requiring that the Planning Commission prepare a written report explaining the proposed amendments to the plan.

In April of 2017 the Planning Commission completed its work revising the Lincoln Town Plan. The new plan constitutes a comprehensive revision of the previous Lincoln Town Plan dated June 1, 2010. While many things remained the same, nearly all sections of the plan were amended. The Planning commission believes this rendition of the plan furthers the goals of 24 V.S.A. §4302, the statewide goals contained in the State of Vermont's statutes governing local and regional planning. This memorandum seeks to highlight the changes that the Planning Commission deems the most substantive. However, all are encouraged to read the entire plan.

1. **Land Use Area Changes.** The new plan did not make any changes to any of Lincoln's Land Use areas. All stayed the same as in the previous plan.
2. **Statistical Changes.** The 2007 plan relied upon statistics dating to the 2000 U.S. Census. The new plan incorporated data from the 2010 Census. Additionally, it revised all text related to demographic changes that had occurred in Lincoln during the period from 2000 to 2010. This included, as one example, more of a focus on elderly and affordable housing. One of the most interesting the results of this change was that Lincoln's population remained almost exactly the same over the decade. However, its average median age increased by almost 10 years.
3. **Maps.** The amended Plan also includes a new comprehensive set of maps. Most maps, like topography and elevation did not change at all. Others, like the Transportation map changed to reflect new underlying data.
4. **History.** The Planning Commission would like to thank the historical society for the work they did to help improve the brief history of Lincoln that leads the plan.
5. **Goals and Policy Changes.** The statistical and other planning section changes also lead to changes updating the goals and polices of the Lincoln Town Plan. In

- particular, the planning commission added a “Plan Implementation” Section on page to highlight the work the planning commission felt should be priorities for Lincoln in the near term.
6. **Energy.** The Planning Commission significantly expanded and strengthened the Energy Section of the Town Plan. It included enforceable community standards to the section governing the type of renewable energy generation the Town would support, where those resources should be located (under 1,800 ft.), how large they can be (Solar limited to 150kW, about an acre) (wind, lower than 200 ft. tower and less than 1 MW) and how they could be mitigated (See standards) and how they must be decommissioned.
 7. **Economic Development and Education.** The Planning Commission largely rewrote these sections to reflect Lincoln’s current goals.
 8. **Transportation.** The Planning Commission rewrote this section to focus both on the near-term need to maintain local roads and bridges to standards to promote resiliency and water quality and to support a trail for walking and biking in the village area and for the long-term needs to support other modes of transportation in addition to the single occupancy vehicles.
 9. **Emergency Management All Hazard Mitigation and Flood Resiliency.** Lastly, Lincoln added a section dealing with flood resiliency to address that new statutory requirement. This section incorporates data from Lincoln’s All Hazard Mitigation plan and promotes the work Lincoln’s town government does to help make Lincoln as disaster resilient as it can.

In summary, the planning commission substantially rewrite elements in nearly all of the sections of the plan. The Planning Commission believes the changes make the plan stronger and that its implementation will make Lincoln a better place to live for all if its citizens.



Lincoln Town Plan 2017

Adopted by the Lincoln Selectboard:

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A Brief History of Lincoln, Vermont

The settlement of Lincoln began when the original territory was chartered to Colonel Benjamin Simonds and 64 associates on November 9, 1780. The Colonel was well thought of in Vermont because of the assistance he and the Massachusetts militia had rendered at the Battle of Bennington against the British three years earlier. Colonel Simonds' new town was named in honor of his commanding officer, Major General Benjamin Lincoln (1733-1810), who had played a vital role in getting the militia to Vermont and is credited with having prepared the way for the American victory at Saratoga by cutting Burgoyne's lines of communication with Canada. Although relatively little known today, General Lincoln was respected and liked by his contemporaries. Like George Washington, he was a farmer, and after the war he returned to farming at his home in Hingham, Massachusetts, though he was called into service several more times before his death.

Lincoln, like Ferrisburgh and several other Addison County towns, was settled by members of the Society of Friends, or Quakers. The first Quakers settled in the area on upper Quaker Street around 1795, where a small park commemorates the first town meeting in 1803. As time went by and other Quakers joined the

original group, the area became known as Quaker Stand. The meeting house is gone along with the Society, but Lincoln's town center is located on the junction of River Road, running along the New Haven River, and the original Quaker Street.

In 1800, the population stood at 97, comprising nineteen families, mostly small homesteaders. The early settlers lived in one room cabins built from local timber. Many farmers supported themselves by selling the charcoal from their cleared trees. The earliest products of the local economy were potash and timber, an industry which gradually evolved to include iron works and mills stretching along the New Haven River.

By the 1880s, at the height of its industrial prosperity, Lincoln, comprising Downingsville, West, South and Center Lincoln(s), was a significant and self-sufficient community, with a population of 1367, the largest ever recorded. Fifteen mills operated along the river, largely devoted to lumber and by-products such as shingles and clapboards, but at least one gristmill was among its number as well. More than 100 men were then employed in the mills. In 1890, the Lincoln Lumber Company built a large, two story mill, to produce barrel staves and butter tubs. The mill site, under various owners, and manufacturing a variety of wood products, survived until 2007. In 1890, there were 25 men on the payroll of the Lincoln Lumber Co. and a number of Lincoln buildings, such as a boarding house, currently The Old Hotel, across from the mill site, and several of the houses on Creamery St. were built at that time.

Lincoln Center, the geographic heart of the 44 square miles comprising the modern villages, boasted two churches, the store and a post office by the 1860s. From 1835, Lincoln had postal service, and then regular delivery from the 1860s. The last Postmaster, Lindley B Bicknell, who had served since 1919, officially closed the Lincoln post office in 1968.

Agricultural enterprises, especially dairy herds and potato crops, were a significant part of Lincoln's economy, involving two creameries in the early 1900s. Five dairy farms were left in 1980; the last dairy herd left Lincoln in 1992.

Lincoln was once served by three general stores. The first one was opened in Lincoln Center in 1828 and continues in operation. Burnham Hall, the gift of a native son, Walter S. Burnham of West Lincoln, was built in 1920, on the site of the former bandstand which hosted concerts by the local cornet band during the 1870s. The three communities had twelve school districts, accommodating 285 students, in 1884. The last one-room school house closed in West Lincoln in 1956. By that time, education had been consolidated in the Lincoln Center School.

Social activities were then, as now, centered on the churches, athletics (the contemporary version is Lincoln Sports, Inc., active since the 1960s) and service to the community, such as the pre-school and primary schools, the library, the volunteer fire dept., and the Historical Society. The United Church of Lincoln, originally Methodist and Baptist, is the current version of organizations which can be tracked from the 1840s. The Church organized the non-profit Weathervane United, comprising ten senior apartments in three former homesteads in Lincoln Center.

From the turn of the twentieth century until at least the 1990s, the population of Lincoln remained under 1000. This was due in part to the contraction of local industrial and agricultural enterprises in the years following World War II especially. The New Haven River, the source of early jobs and wealth for Lincoln's inhabitants, has not been particularly kind to Lincoln Center, which has suffered catastrophic floods on at least five occasions in the 200+ years of its existence: 1830, 1869, 1938, 1976 and 1998. On each occasion, Lincoln has rebuilt and survived perhaps with a stronger sense of community. The 1998 flood resulted in the construction of the remarkable Lincoln Library, now, with Burnham Hall, a hive of local activity.

The 2010 census lists the population of Lincoln as 1271 (The 2013 population estimate has reduced this number to 2,114), as growth has slowed considerably since 2008). Nestled on the west side of the Green Mountain range, Lincoln has acquired a reputation for its tranquility and communality. The hills are dotted with agricultural and artisanal production, such as Danforth Pewters, and Maple Landmark which began life in Lincoln in the 1980s, and other locally based, globally connected enterprises, as well as non-profit organizations such as Zeno Mountain Farm, and Lincoln Sports Inc. The latter group organizes the annual Hill Country Holiday weekends. While most working-age adults must commute to jobs outside Lincoln, a town commitment to continuity means that more than a handful of local families are represented by multiple generations on communal properties. For more information on the history of Lincoln, see *Lincoln Vermont History 1789-2007*, available at the Historical Society

<http://lincolnvermont.org/about/historical-society/>

<http://lincolnvermont.org/about/>

The Town Planning Process

The Town of Lincoln is a small, rural community in the northeastern part of Addison County, nestled against the western slope of the Green Mountains of Vermont. The land is hilly and heavily forested, gradually sloping down toward the New Haven River, which flows through the center of town. The Town Plan of Lincoln provides a blueprint for the future, addressing issues of population and housing, economic development, natural resources, land use, public resources, and the impact of these on the quality of life. The Plan's purpose is to maintain the best elements – rural, diverse, close-knit community – of Lincoln's past while providing for the needs and desires of the Town's residents in the future. The Plan identifies existing conditions, including significant challenges facing the town. Based upon the existing infrastructure and conditions, it establishes clear goals and objectives. Lastly, it recommends strategies and policies that, if carefully followed, should help ensure the town will achieve its goals and objectives.

Municipalities need plans to guide their future. Just as individuals must develop plans in order to secure an education, find a job or build a home, municipalities must prepare plans to protect and enhance the interests of their citizens. Failure to plan may allow important natural, economic and human resources to be destroyed or squandered. The Town Plan of Lincoln is intended to guide Lincoln's future growth and development. The Town Plan is predicated on Lincoln's recent development and intended to guide Lincoln's future growth and development. It is intended both to protect the Town's most important community assets and to assure an individual's freedom to control his or her own property in ways that do not infringe on the rights of his or her neighbors. The Plan attempts to preserve and improve the Town's desirable characteristics, recognizing that change is inevitable in any community that is to remain vital and alive. The Plan also provides a basis for dialogue and action with adjoining towns, addressing common objectives and goals relating to transportation, the New Haven River and other natural resources, housing, and economic development, critical to the health of our community and the region.

The legal authority enabling municipalities to prepare, adopt and update comprehensive plans is found in Title 24, Chapter 117, Section §4381 of the Vermont Statutes Annotated (24 V.S.A. §4381). Town Plans enable towns to adopt regulatory Bylaws, including Zoning Regulations, Subdivision Regulations, Official Maps, and Flood Hazard Bylaws. Since town regulations derive their authority from the Town Plan and are intended to implement the vision contained within a town plan. Good town plans reflect the vision of the Town's citizens, grounded on recent growth and development history.

The Plan also serves to document Lincoln's vision within the State Land Use Review processes. Vermont's Land Use and Development Law (Act 250, 10 VSA §6001 et. seq.), commonly known as Act 250, requires that developments conform to any duly adopted municipal plan. Before a permit for a project subject to Act 250 review can be issued, the District Environmental Commission must find that the project conforms to both local and regional plans. Similarly, Section 248 reviews of energy transmission and generation projects under Title 30 before the Public Service Board also include criteria under which the Board will look to the Town Plan to evaluate the impact of a project on orderly development. (See 30 V.S.A. §248(b)(1). Accordingly, our Town Plan contains specific, enforceable goals and objectives.

This Plan amends the Lincoln Town Plan adopted in 2010. It updates statistics, adds detail, incorporates new ideas, specifically regarding Energy, Economic Development and Flood Resiliency and builds upon the s the goals and objectives laid out by citizen participation in the extensive planning process from the previous plan. In the development of this Plan, the Planning Commission made every effort to use inclusive and non-discriminatory language. It also reviewed the plans of adjacent communities and the Addison County Regional Plans to ensure the plan's compatibility with Lincoln's neighbors and the Region. The Planning Commission used great care to create a plan clearly articulating a community vision for the Town of Lincoln, including goals and objectives for actions necessary to create that vision. It encourages all citizens and government officials to use the Plan as a guide when deciding on actions to take on behalf of the citizens of Lincoln.

Future Land Use Plan

Overview

The Town of Lincoln is located in the northeastern corner of Addison County. Roughly 29,312 acres or 45.8 square miles in size, the Town is bordered on the south by Ripton, on the west by Bristol, on the north by Starksboro, and on the east by Warren and Granville. It stands at an average altitude of 971 feet in elevation. However, the topography varies dramatically, generally as elevation increases. The town lies in a bowl created by the upper river valley of the New Haven River surrounded by the Green Mountains and its foothills. Most of the land in Lincoln is included in one of three main land use types: In and around the bottom of the river valley lie most of Lincoln's agricultural lands interspersed with its settlements, concentrated in Lincoln Village and the three hamlets of South Lincoln, West Lincoln and Downingsville. Rising from the river valley the land quickly becomes forested, the main land cover type in Lincoln. Roughly 10,750, acres of Lincoln, more than a third of the town lies within the Green Mountain National Forest. Additionally, another roughly 1/3rd of the town, or approximately 9,000 acres is conserved for either agriculture or forestry under the State's current use program. The remaining roughly 1/3rd of Lincoln contains its settlement or farm or forest land not enrolled within the current use plan. While the conservation of so much land in Lincoln limits its grand list and puts pressure on the municipal property tax rates, it does compliment Lincoln's planning goals of encouraging development within its village and hamlets and conserving the remainder of town for forestry, agriculture, conservation and recreation. Development trends occurring in recent years have slowed significantly since the beginning of the great recession in 2008. Prior to 2008 the construction of new housing on land previously used for agriculture, and the rehabilitation and occupation of older housing in outlying areas occurred on a regular basis. From 2002- 2008, 103 lots of various sizes, many of which were large for residential lots, but too small for commercial forestry or agriculture were added through the subdivision process.

Figure 1: Number of lots created by Subdivision 2002-2008

- 5 Lots Created < 2 Acres
- 42 Lots Created 2-5 Acres
- 20 Lots Created 5-10 Acres
- 9 Lots Created 10 Acres

27 Lots Created 10+ Acres

However, since to 2008 development has slowed significantly. As shown below, from 2011- 2015, a total of 13 new building lots were created and 12 new housing structures were permitted.

Figure 2: Development 2011-2015

| Year | New Lots Created | New houses permitted |
|--------------|------------------|----------------------|
| 2011 | 5 | 2 |
| 2012 | 1 | 3 |
| 2013 | 4 | 2 |
| 2014 | 3 | 2 |
| 2015 | 0 | 3 |
| TOTAL | 13 | 12 |

Lincoln adopted amended Zoning and Subdivision Regulations in 2011, both of which were intended to control development, encourage it to locate near Lincoln's village center or existing hamlets and discourage significant new construction in Lincoln's less densely settled areas. Given the slowdown in subdivision and building and the zoning and subdivision in place, this plan continues the Land Use Plan practices established in Lincoln's 2010 Town Plan.

Designated Planning Areas:

This Plan designates three planning areas within the town:

Village Planning Area – This area encompasses the area immediately surrounding (within ¼ mile) of each of the four traditional settlement areas in Lincoln: Lincoln Village, South Lincoln, West Lincoln and Downingsville. It provides for one-acre zoning, with a small density bonus for Planned Unit Developments. This planning area is based on and continues an existing density that is greater than the surrounding areas, in order to create a sense of community and public safety, continue the existing development pattern of a compact village center containing higher levels of commercial activity, and promote a variety of housing types that are within walking distance to present and future shops and public facilities. The Village Planning Area comprises the traditional settlement areas of Lincoln, which provide for most of the cultural, economic and community exchanges important in establishing a community's vitality. Permitted uses include single

and two-family dwellings, mobile homes, home occupation, accessory dwellings and uses, group and daycare homes, and PUDs. Multi-family dwellings, commercial, industrial and developed recreational uses are Conditional. Since all of the village areas border the river, stemming from their historic dependence on waterpower to run the mills that drove the settlements, significant areas of the Village Planning Area are at risk for flooding and river bank erosion. Therefore, Lincoln must balance its desire to build on its traditional settlements within the river valley, but also protect the safety of its residents and their property from the power of the river and protect the river as a resource from pollution, stormwater, erosion hazards and ensure its ability to function as a wildlife corridor. In order to promote these functions, Lincoln has created the floodplain and river corridor overlay protection areas noted below.

Transitional Planning Area – This planning area extends an additional mile from the edge of the Village Planning Area along Class 4, 2 and 3 roads, extending 750 feet from the centerline of the road to both sides of the road. It provides for two-acre zoning. This planning area encourages the siting of development so as to maintain open land and to blend structures into the natural surroundings, maintain scenic views, reserve agricultural and forestland for production, enhance ease of access by encouraging development to cluster near existing roads, and protect wetland, water resources and wildlife habitat areas. Permitted uses include are the same as in the Village Planning Area. Conditional uses include multi-family dwellings, home industry, developed recreational use, and extraction of soil, sand and gravel.

Outlying Planning Area - This planning area encompasses the remaining lands in town, including much of the property that falls within the Green Mountain National Forest. It provides for five-acre zoning. This planning area maintains the Town's present settlement pattern of a compact population center surrounded by a rural countryside, open land, scenic views, and protection of wetlands, water resources, and wildlife habitat areas by allowing less development and density than each of the other planning areas. Permitted uses are generally the same as the other two planning areas. Conditional uses include two-family dwellings, commercial, industrial and developed recreational use, home industry, and extraction of soil, sand and gravel.

Special Protection Areas - Three Special Protection Areas overlay the planning areas named above. Special Protection overlay areas are designed to protect special features within the town and include:

1. **FEMA Floodplain Overlay Area** – The Floodplain overlay area limits development within the river corridor to promote the public health, safety and general welfare, prevent increases in flooding

caused by the uncontrolled development of lands in the floodplain, and minimize losses due to floods.

2. Viewshed Overlay Area – The Viewshed Overlay area encompassing the entire Town, preserves the communal views of Lincoln and encourages the thoughtful siting of homes, businesses, and other structures to blend in with the landscape wherever practical and safe.

3. Riverine Habitat and River Corridor Overlay Area – This overlay area protects water quality, aquatic and terrestrial habitat, and maintains riverine wetlands. The Area also promotes the health, safety and welfare of the citizens of Lincoln by allowing the river to move within its corridor; mitigates increases in downstream river erosion resulting from development; minimizes property loss and damage due to river erosion; and limits land uses and development that may pose a danger to health and safety.

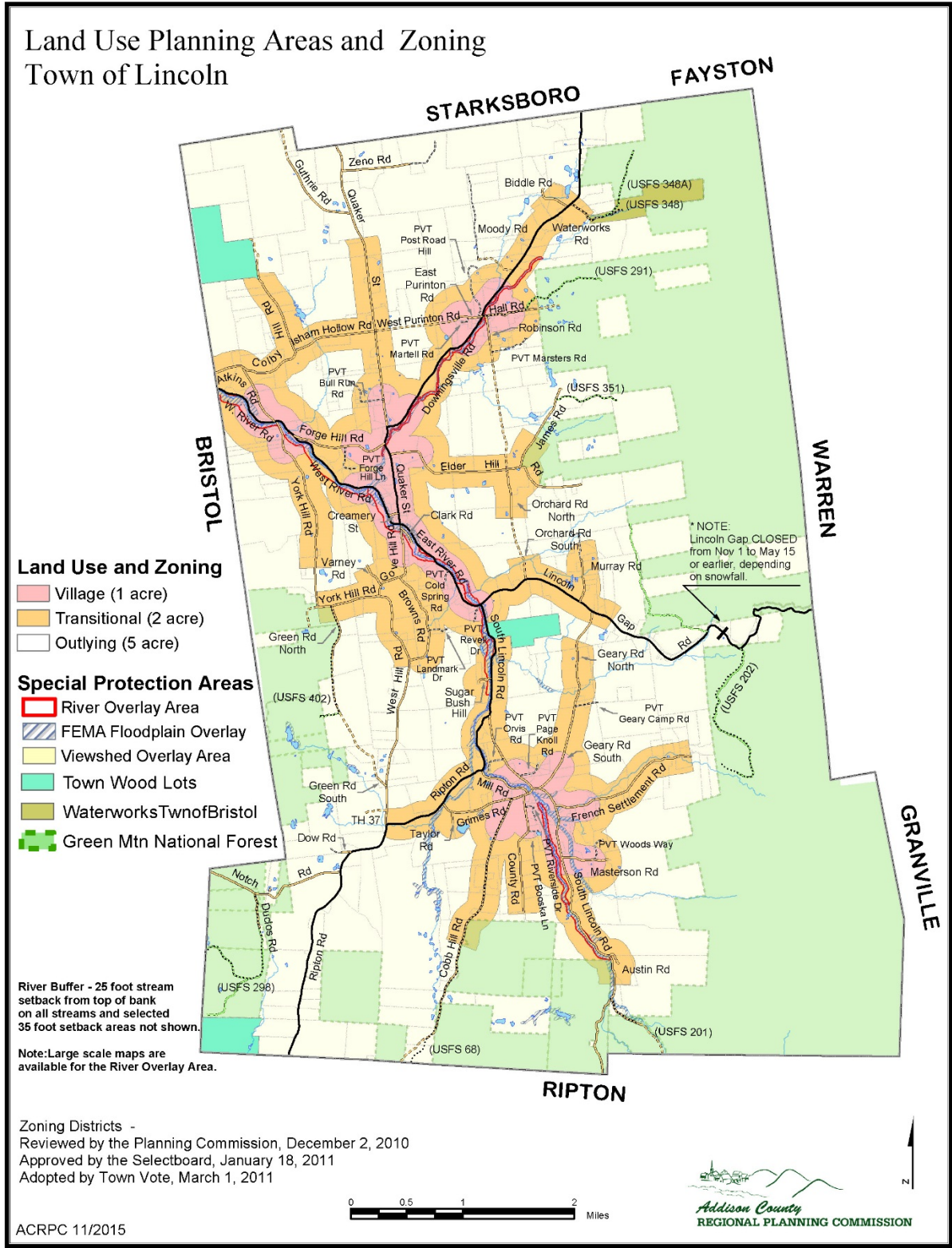
Goals:

1. Promote the health, safety and welfare of the citizens of Lincoln by strictly regulating the types, locations and aesthetic impacts of commercial development in Lincoln.
 - a. Ensure Lincoln’s zoning regulations, which implement this plan, contain provisions that review all commercial and industrial enterprises from the standpoint of protecting ecological and human health and prohibit any industrial uses that discharge pollutants, toxic wastes or overheated materials into the air, water, or soil.
 - b. Prohibit stereotypical commercial franchise type architecture.
 - c. Ensure Lincoln’s zoning regulations require that all new non-residential development be considered a “conditional use.”
2. Preserve and maintain the town’s cultural resources, historic buildings, and other structures and sites of cultural or historical significance as resources that create a special sense of place and community well-being.
 - a. Support the listing of historic sites and buildings on both the National and Vermont Register of Historic Place. There are sixty-two buildings in Lincoln listed in the Vermont Historic Register. Information about the buildings and Lincolns two historic centers can be found at the Vermont Agency of Commerce, Division for historic preservation’s website:
<http://www.orc.vermont.gov/Resource/Show-Resource-Table.aspx>
 - b. Continue historical preservation activities by encouraging the restoration and adaptive reuse of historical structures. Consider securing a State of Vermont village center designation to help

- property owners secure tax credits to help finance the restoration and redevelopment.
- c. Support work by the library and historical society to increase the education of residents about the town's historic structures and sites of cultural or historical significance.
3. Maintain the traditional settlement pattern of Lincoln: compact population centers in Lincoln Village, the hamlets of South Lincoln, West Lincoln and Downingsville; and a transitional landscape out to the rural countryside and working landscape.
 - a. Encourage Planned Unit Developments (PUD's) and cluster housing with conservation easements for subdivisions; and offer density bonuses and accelerated build-outs in exchange for other concessions consistent with the Goals of the Plan.
 - b. Discourage large scale tract housing development.
 - c. Limit the total number of housing development permits to 3% of the existing stock per year to allow for infrastructure improvements to be within the Town Municipal Budget projections.
 - d. Explore the use of density bonuses to promote appropriate businesses, and affordable and clustered housing development on larger lots.
 - e. Maintain an annual summary of subdivision lot sizes, building permits, changes of property value by type through sales of houses, conserved lands, and acres enrolled as well as removed from the current use program. Categorize this data by each Village, Transitional and Outlying District. Use this history for future planning purposes.
 - f. Support pre-existing small lots through the policy of allowing non-conforming adjacent lots under common ownership to remain non-merged.
 4. Maintain the qualities of "working landscape" and "rural character" valued by Lincoln residents.
 - a. Promote the use of working lands by revising Zoning and Subdivision regulations to eliminate obstacles/fees for boundary adjustments, which currently qualify as subdivisions. Charge a small fee and hold a single meeting to review boundary adjustments.
 - b. Discourage costly infrastructure improvements such as new paved roads, electrical line extensions, water and sewer improvements to currently inaccessible areas, to maintain the current low-density, rural character of outlying areas.
 - c. Keep Lincoln Gap Road and Natural Turnpike closed during the winter months.
 - d. Protect the quality and availability of clean air, water, soil, native plants, fish and wildlife, and other natural resources, by limiting the density of development in the Outlying Area and prohibiting land uses which in any way may harm, or make susceptible to harm, the natural resources, and/or agricultural lands of the Town of Lincoln.

- e. Encourage public access to private land for recreational purposes, as per Vermont's tradition and with the awareness that Vermont laws preclude land owners from being sued by the public, except in cases of gross negligence.
 - f. Protect the quality of life for the residents of Lincoln by adopting performance standards within the Zoning Regulations that prohibit excessive decibel levels and excessive artificial outdoor lighting.
5. Protect the river corridor areas from excessive development that would create potentially dangerous impacts on the river, downstream property owners or its water quality.
- a. Limit development within the river corridor to promote the public health, safety and general welfare, and to minimize losses caused by flooding and fluvial erosion.
 - b. Work with the Select Board and Fire Department to investigate alternatives for relocation of the fire station and certain roads near the rivers susceptible to washing out, to preserve the ecological functions and minimize erosion of the Riverine Habitat and River Corridor Overlay Area as noted in the current plan.

Land Use Planning Areas and Zoning Town of Lincoln



Map 1: Land Use Planning Areas



Population and Housing

Population Summary

Lincoln's population dropped to a low of 481 residents by 1960, but the ensuing decades have seen significant growth – approximately 200 persons per decade from 1960 to 2000. By 2000 the population was 1,214 residents. However, since 2000 the population growth has slowed so that in 2013 the population remained at 1,214 residents, exactly the same number as in 2000, more than a decade earlier. The State of Vermont's Population Projections dated August 2013 (<http://dail.vermont.gov/dail-publications/publications-general-reports/vt-population-projections-2010-2030>) project that Lincoln will grow by 5.6% between 2010 and 2020 resulting in a population increase to 1,342 people and then by an additional 1.6% from 2030 with the projected population at 1,362. In the year 2000, there were 462 households in Lincoln, and the average family size was 3.02 people. While the population remains unchanged, by 2010, the number of housing units has expanded to 602 and the average household size has dropped to 2.47 people per household. This trend of a relatively stable population, but spread more narrowly into more housing units occupying more space has the potential to drive land subdivision and

forest fragmentation, an outcome this plan seeks to avoid by encouraging growth within Lincoln’s village and hamlets. However, the age of Lincoln’s population, and other demographic trends tend to weigh against Lincoln’s population expanding into its more rural regions.

Lincoln’s citizens are generally older. In 2013, the average age in Lincoln was 49.2 years, an average of 10 years older than the population in 2000. In 2000 about 20% of the population was school age, while 11% were over 65. In 2013, still approximately 20% of the population remained school age, but the population over 65 had increased to approximately 15%. Additionally, the largest segments of the population remain the baby-boom generation (ages 50 - 69-64) implying that the population will continue to age rapidly without new in-migration.

Figure 3: Population and Housing Data

| | |
|---------------------------|-------|
| Population 2013 | 1,214 |
| Housing Units 2010 | 462 |
| Average Household 2010 | 2.47 |
| Average Age 2013 | 49.2 |
| School Population 2013 | 20% |
| 50-69 years of age 2013 | 64% |
| Over 65 years of age 2013 | 11 % |

Sources: U.S. Census

Goals

1. Encourage and maintain the economic and multi-generational diversity of the community by creating policies to attract young families with children to the village areas and creating housing appropriate for older people, allowing elderly residents to remain in Lincoln.
 - a. Encourage cluster housing, including the concept of the “family compound”, by promoting major subdivisions as planned unit developments.
 - b. Investigate including density bonuses in the Village Planning Area for Planned Unit Developments that include affordable housing for elderly or young families.
 - c. Support elder residents and their assisting organizations in efforts to maintain the independence of our senior citizens.

- d. Encourage child daycare and after-school programs for youth. Use our natural resources to enrich such programs.
- e. Encourage public facilities and spaces that support social interaction among all Lincoln residents.

Housing Summary

Housing is a basic need. Based on recent data, an “affordable house” in Lincoln would cost \$197,000 (An affordable house is defined as consuming less than 30% of family income for a household earning 80% of median income. In 2015 the median income for a family of 4 in Lincoln was \$72,875. 80% of \$72,600 equals \$58,080. According to the Vermont Housing data mortgage calculator, that household could afford a house costing \$197,000). In 2015 the Median Housing Unit Value in Lincoln was \$185,000. However, the average cost of a house in Lincoln in 2015 was \$226,500 (based on ONLY 4 sales in 2015). Accordingly, based on the very few sales available, it appears that housing prices in Lincoln have adjusted back to range that is close to affordable for an “average” family. However, as the town’s population ages, strains on maintenance and costs associated with homeownership can be expected. In Lincoln, for example, the median household income drops to \$59,479 for householders over 65. Lincoln’s housing stock is composed primarily of single family residences. Of the 636 housing units shown in Lincoln in 2010, 432 are owner occupied single family residences. Only 80 are rental units, with the remainder constituting seasonal homes. Since young families and the elderly are impacted the greatest by housing costs, Lincoln’s lack of rental units makes it hard for elderly people to remain in town if they cannot maintain their house. It also makes it harder for younger people to find a place to remain in town.

Lincoln has a number of factors that tend to drive its property costs and tax rate higher than average, impacting the affordability of housing in Lincoln. First, Lincoln has one of the highest percentages of households in the region earning over \$200,000 per year. Six percent of the households in Lincoln earn over \$200,000 per year, compared with a county average of approximately 3.5%. The concentration of wealth drives up land costs. The 11,000 acres of National Forest land contributes significantly less to tax receipts than land held by individual citizens. It also removes that land from that available to support new housing. Similarly, the high percentage of land in the current use program also removes that land from potential development for new homes. Between these two factors, nearly two thirds of the land in Lincoln is not available for development, reducing the supply of buildable land and causing the remainder to be higher in price than in some neighboring communities.

Figure 4: Population Data

| | LINCOLN | REGION |
|-------------------------------|----------------|---------------|
| 1960 Population | 481 | -- |
| 1970 Population | 599 | 23,728 |
| 1980 Population | 870 | 28,784 |
| 1990 Population | 974 | 32,304 |
| 2000 Population | 1,214 | 35,974 |
| 2007 Population | 1,270 | 36,760 |
| 2010 population | 1,271 | 36,821 |
| Average annual growth: | | |
| 1970-1980 | 3.8% | 2.1% |
| 1980-1990 | 1.14% | 1.2% |
| 1990-2000 | 2.23% | 1.1% |
| 2000-2010 | .028% | .023% |

Figure 5: Average Household Size

| | (Persons per household) | | | | |
|--------------------|--------------------------------|-------------|-------------|-------------|-------------|
| CENSUS YEAR | 1970 | 1980 | 1990 | 2000 | 2010 |
| Lincoln | 3.57 | 2.92 | 2.65 | 2.63 | 2.47 |
| Addison County | 3.40 | 2.91 | 2.68 | 2.55 | 2.41 |

Figure 6: Age Distribution

| CENSUS YEAR | 0-4 | 5-19 | 20-64 | 65+ | TOTAL |
|--------------------|------------|-------------|--------------|------------|--------------|
| 1960 | 54 | 117 | 239 | 71 | 481 |
| 1970 | 60 | 183 | 283 | 73 | 599 |
| 1980 | 73 | 218 | 484 | 95 | 870 |
| 1990 | 74 | 208 | 590 | 102 | 974 |
| 2000 | 84 | 263 | 736 | 131 | 1214 |
| 2010 | 35 | 231 | 769 | 179 | 1214 |

SOURCE: American Factfinder, U.S. Census Bureau (2013)

Lincoln’s tax base is heavily reliant on residential property. The most recent grand list, effective April 1, 2015, indicated that there were 725 parcels in the Town of Lincoln, with taxable property values broken down as shown in the following chart.

Figure 7: Property Distribution

| | |
|--|-------|
| Residential..... | 78.2% |
| Vacation..... | 5.7% |
| Farm..... | 0% |
| Forest..... | 1.3% |
| Industrial/Utility..... | 0.1% |
| Commercial..... | 1% |
| Other..... | 13.5% |
| <i>(Numbers rounded up)</i> | |
| SOURCE: Lincoln Grand List (2015) | |

Figure 8: Median Household Income (Per annum)

| TOWN | 2015 |
|--|----------|
| Lincoln | \$72,875 |
| Bristol | \$48,295 |
| Starksboro | \$70,893 |
| Addison County | \$59,668 |
| SOURCE: U.S. Census Bureau (2015) | |

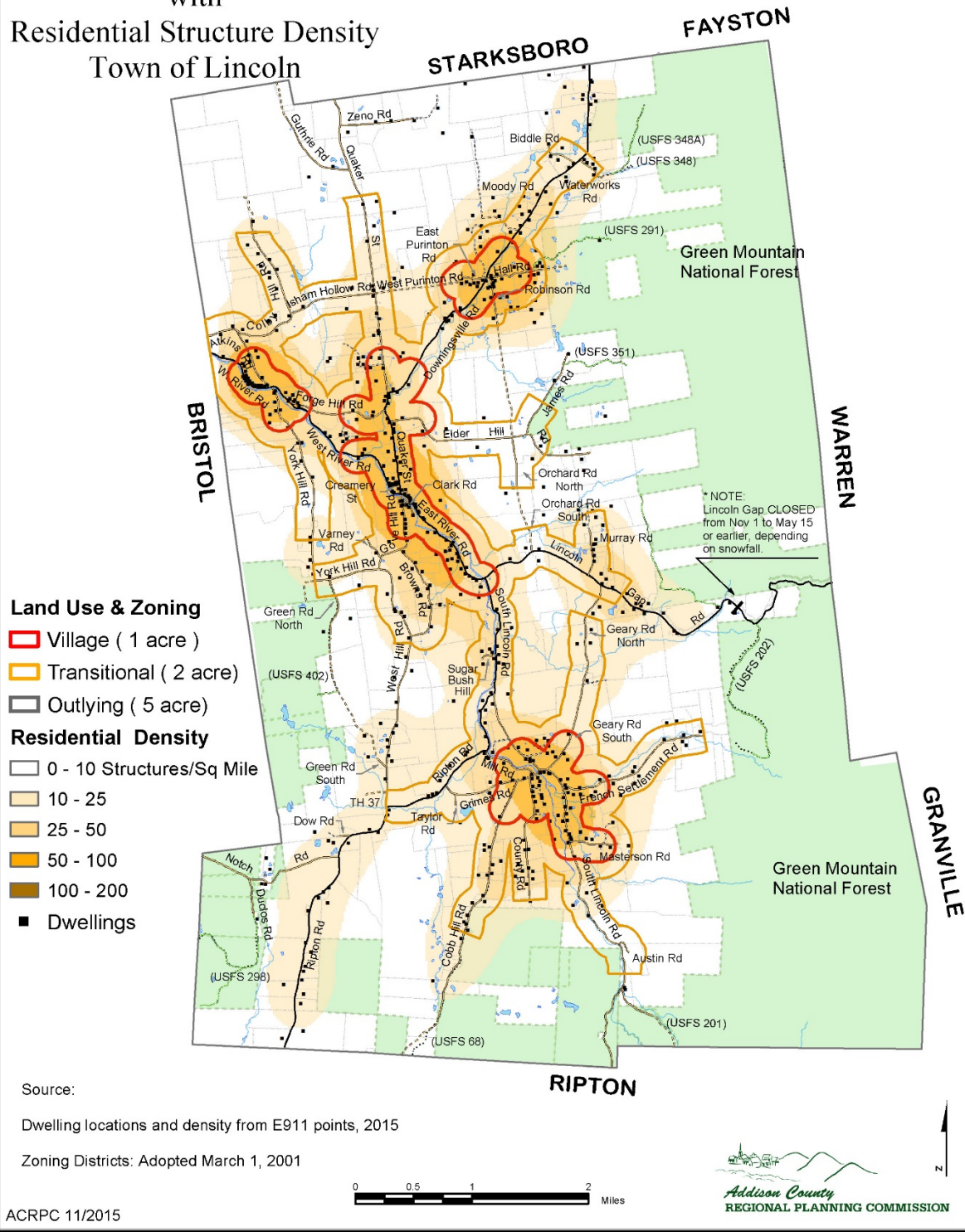
Housing Affordability

At the lower end of the income range, the need for less expensive housing or for rental units seems apparent. But as noted above, these alternatives are not readily available in the Town of Lincoln. Community input has indicated a need for more rental units for both youthful and elderly residents. By increasing allowable housing densities in Lincoln’s village and hamlets, this plan, like its predecessor hopes to encourage some growth in rental or affordable units available within these areas. Goal 2, immediately below, further outlines Lincoln’s strategies to increase the supply of affordable housing.

Goals:

1. Ensure that the rate of housing growth does not exceed the community's ability to provide adequate public facilities and services, nor adversely affect the irreplaceable natural features and resources of the Town.
 - a. Permit PUDs, encouraged by density bonuses, as the preferable alternative to the standard, major subdivision to minimize the loss of forested and agricultural land and other natural resources and preserve open space.
 - b. Limit the number of housing permits granted to a particular development or subdivision in a given calendar year.
 - c. Regulate the siting, size, usage and facilities provided at campgrounds in order to prevent overdevelopment, preserve viewsheds and natural resources, and protect the health and safety of the citizens and visitors to Lincoln. Set minimum requirements for water supply, sewage disposal, minimum campsite size, minimum natural landscaped areas retained, and prohibit continuous, year-round use of campgrounds.
2. Promote a balance of housing across the full price range and variety of construction types in order to maintain of the population.
 - a. Support affordable housing of all types by ensuring that mobile/modular/manufactured homes are given the same consideration as other single family homes, and subdivisions.
 - b. Encourage new housing developments to offer affordable housing in order to maintain sufficient affordable housing stock to meet the needs of Lincoln residents.
 - c. Develop standards in Lincoln's Zoning Regulations that allow conversion of larger homes to multifamily dwellings, accessory apartments, and residential group care homes, by permitting them in all districts allowing single family homes, subject to certain requirements.
 - d. Collaborate with and support existing regional and state non-profit organizations, such as community land trusts, Habitat for Humanity and revolving loan funds to maintain and create affordable housing.
 - e. Encourage donations and the sale of conserved land to community land trusts for the purpose of developing affordable housing.

Land Use Planning Areas with Residential Structure Density Town of Lincoln



Map 2: Land Use Planning Areas with Residential Structure Density



Natural Resources

Overview

Lincoln is graced with a variety of natural features including beautiful landscapes, diverse wildlife habitat, healthy soils, abundant waterways, and clean air. Lincoln's natural resource base and working landscape are best understood and cared for when citizens consider that no person, in fact nothing, can exist without influencing the biodiversity and ecosystems present at any given point. This part of the Plan is intended to help our citizens continue to be and become aware of their role as stewards of our natural resources. This section addresses these aspects of natural resources: landscape, wildlife and fisheries, water resources, wetlands, floodplains, soils and slopes, agricultural and forest lands, and energy.

Agriculture and Forest Lands

While the Town of Lincoln can be described as a growing rural community of single-family dwellings, its

character is most dramatically shaped by its agricultural history and the large tracts of Green Mountain National Forest land and designated Wilderness Area that lie along its western, southern and eastern boundaries. The current agricultural landscape consists of a few vegetable, fruit, and livestock farms, hay fields, and family gardens. Current residential and commercial forest uses include maple-sugaring, wood lots managed for firewood and timber, and Christmas tree farms. New England is one of two small places in the world which have the mixture of hardwood species necessary to create spectacular fall foliage. As a source of year-round recreation, wildlife cover, drinking water, and scenic reward, the importance of Lincoln's forests cannot be overstated.

Goals:

1. Promote uses of Lincoln's working agricultural and forested landscape that maintain and improve the health of the land.
 - a. Develop value-adding agriculture and forest business that use natural products in a way that supports Lincoln's workforce and economy.
 - b. Protect and encourage agricultural enterprises, and support Vermont's right-to-farm statute.
 - c. Encourage forest landowners to adopt and adhere to Forest Management Plans using sound principles of stewardship.
2. Protect unique and fragile natural areas.
 - a. Work with landowners, land trusts, and state and federal agencies to enable protection, conservation, and restoration of important natural communities.
 - b. Educate landowners about land conservation options.
 - c. Discourage fragmentation in forested areas.

National Forest

The U.S. Forest Service (USFS) owns and administers the protection, maintenance, and operation of approximately 10,750 acres of Lincoln's forested land, which comprises 40% of the Town of Lincoln. These 10,750 acres of Green Mountain National Forest (GMNF) land bring in less than \$1 per acre to the Town of Lincoln (\$8,245 in 2015). This fund is derived from revenue of USFS activity nationwide including campground receipts, mineral royalties, timber sales and special use permits. Recreational uses of GMNF lands in the Lincoln area consist of hunting, hiking, camping, fishing, cross country skiing, snowmobiling, mountain biking, and four-wheeler use, with the last being carefully restricted to certain areas. The people

of Lincoln are concerned with the future development and management of GMNF land within the Town. Lincoln's citizens desire to be more involved in forestry management on the GMNF. This Plan supports efforts by citizens, the Conservation Commission, the Planning Commission or Selectboard to engage in discussions and planning with the GMNF. Specifically, Lincoln's citizens could benefit if the USFS improved access to GMNF lands within Lincoln. Also, periodically, small sections of private land become available for sale. The USFS evaluates each for their ability to consolidate a ragged boundary or provide a unique or desirable asset to the GMNF. This plan specifically support the USFS's purchase of all parcels located at greater than 1,800 feet. Any short-term loss of revenue to the Town will be offset by the benefits provided to the residents of the Town by an improved public resource. The enclosed "Important Resources Areas and Wildlife Habitat" map identifies the location of important natural resources and wildlife in the Town of Lincoln. Many of the sites labeled "natural heritage sites" refer to locations within the GMNF where threatened and endangered species exist. Lincoln also desires to work with the forest to preserve the habitat values associated with these sites.

Goals:

1. Encourage responsible use of National Forest lands by citizens.
 - a. Improve access to National Forest resources like Cooley Glen and primitive campsites off forest roads 291 and 202 near Bristol Cliffs.
2. Work with the National forest to protect sensitive natural areas and viewsheds.
 - a. Evaluate each proposed land sale to the National Forest on a case-by-case basis to make recommendations benefiting the Town.
 - b. Encourage the National Forest Service to acquire properties on Mount Abraham over eighteen hundred feet above sea level to protect the viewshed of the mountain.

Landscapes

Citizens and visitors value Lincoln's scenic vistas and ridgelines. Lincoln desires to protect and enhance all viewsheds, not only those of particular significance. However, areas that offer views from one side of the valley across the river to the other side are particularly enjoyable and deserve protection. These areas include: Ripton Road from Bristol Notch going northeast to West Hill, Elder Hill Road looking south, York Hill Road looking northeast, West Hill Road looking northeast, Downingsville Road looking southeast from Moody Road to Waterworks Road and Quaker Street and Lincoln Gap looking west. Other areas of particular scenic significance to be protected include the "tunnels" at the north end of Quaker Street and stream and river riparian areas throughout town.

Goal:

1. Protect and enhance the town’s landscapes and viewsheds.
 - a. Require all utilities to share utility poles and rights-of-way, to limit the number of poles installed.
 - b. Require all high voltage public utility lines that would otherwise require structures over 50 feet in height to be placed underground.
 - c. Provide roadside clearing and encourage landowners to maintain open meadows to insure mountain and valley views.
 - d. Create Zoning Regulations that educate and encourage property owners to plan all development, including home sites and driveways, to use the natural attributes of the land to blend in with the landscape whenever practical and safe to limit their impact on viewsheds and prominent ridgelines.
 - e. Create Zoning Regulations that protect ‘dark skies’ at night by minimizing obtrusive glare on exterior night-lights, and encouraging the use of downward-directed lighting.
 - f. Limit development above eighteen hundred feet elevation and require conditional use review by the Zoning Board of Adjustment of all development above that elevation to ensure that buildings located above 1,800 feet do not adversely affect sensitive natural resources or views of the town’s ridgelines.

Wildlife and Fisheries

Lincoln contains a variety of ecosystems, including wetlands, meadows, coniferous, mixed, and hardwood forests, riparian corridors, and streams. These support a diversity of critical and non-critical wildlife habitats - from deer wintering areas to bear and moose habitat and spring bear feeding areas, to fisheries and bird nesting sites. This environmental diversity is crucial to Lincoln’s character and economy.

Goals:

1. Improve and protect the fish habitat of the New Haven River and its tributaries.
 - a. Encourage landowners to create and maintain wooded riparian buffers and to use erosion control measures along all streams.

2. Protect significant wildlife habitat including, but not limited to, deer wintering areas, and bear, moose, and bobcat habitat within and outside of the Green Mountain National Forest, as identified on the ground or on Vermont State Fish and Wildlife Habitat maps.
 - a. Support the efforts of the Lincoln Conservation Commission to enhance wildlife and wildlife habitat conservation.
 - b. Encourage development of a wildlife habitat assessment.
 - c. Educate citizens about the impact of land development on natural resources to discourage development that results in fragmentation of forest blocks and to encourage connectivity for wildlife.

Water Resources

Clean water is an essential resource. Through town surveys and meetings, Lincoln's citizens have identified maintaining and, as appropriate, improving water quality as one of the most important issues for town planning.

Surface Water

Many people value and enjoy the New Haven River and its tributaries for fishing and swimming. The surface waters of Lincoln are classified as Class B, with the exception of a Class A watershed area that once served as a source for the Bristol municipal water system. Current Town policy is to maintain a primary water quality level of Class B. However, the Agency of Natural Resources is currently concluding a process to promote changing higher quality class B waters to Class B(1). It is also looking at changing the classification of certain waters within the Green Mountain National Forest to Class A(1) or A(2) waters. The purpose of these rule changes is to not allow high quality watersheds to be degraded by development. As the program rolls out, Lincoln should evaluate its town policy to determine whether changes would be appropriate along any given reach of Lincoln's rivers and streams. Risks and potential hazards concerning water quality include soil erosion, septic and wastewater leachate, agricultural runoff, road salt, solid waste, chemical and toxic pollution and onsite dumps. Additional threats to the surface waters of Lincoln include stream bank destabilization, removal of riparian vegetation, and flow modification.

Since 1993, water samples have been collected along the New Haven River and analyzed by the Addison County River Watch Collaborative. Most data sites are located below Lincoln, but as high up as Bartlett's falls in Bristol, a popular swimming hole. Generally, data results indicate levels of e-coli lower than the state

health standards for the Bartlett Falls area. The data also generally shows that the higher up in the watershed one gets, the lower the level of bacteria. Based upon these two general rules, the water quality of the New Haven River within Lincoln is good. Reports of ACRWC testing results are posted on the web regularly and can be found at: <http://acrpc.org/programs-services/natural-resources/acrwc/>. Lincoln recognizes a special responsibility to maintain the quality of the New Haven River for the benefit of its citizens and the citizens of the communities downstream. All communities through which it flows must share the stewardship of the New Haven River.

The New Haven River (Lincoln) Corridor Plan (LCP) evolved from a FEMA funded geomorphic study conducted in 2004 that was initiated in response to the massive amount of damage resulting from the 1998 flood and the lesser floods of 2000 and 2004. Basically, the plan is an evolving guide for allowing the river to regain its natural bends and eddies. These meanders reduce the river's energy and, during lesser flood events, this means a reduction in its power to do damage. In 2009, funding from the Vermont Department of Environmental Conservation's River Corridor grant was used to continue efforts to coordinate conservation easements along specific reaches of the New Haven River. These particular stretches were identified in the geomorphic study as ideal places for the river to regain some of its sinuosity upstream of Lincoln Center. These areas are not where the river is fast flowing and channeled by bedrock, but rather where the flow rates are slower and banks are soft substrate.

There is relatively little riprap protecting private property and thereby impacting the natural changes of the river. However, miles of riprap protecting Lincoln's roads are the major barrier to the creation of natural bends and eddies in the river. 2009 saw the completion of Lincoln's first Riparian Conservation Easement, the Ron Rood Memorial Nature Preserve on Peg Rood's property; shortly after, the Town also placed a river corridor easement on town property adjacent to the Rood property. The LCP and the conservation easement process is also serving as a model for other neighboring towns that are interested in creating river corridor plans. The New Haven River is an integral part of our community and these conservation easements will help guarantee its health for generations to come.

Goal:

1. Protect and, as applicable, improve the New Haven River's water quality so that it can be consistently utilized for fishing, swimming and other recreational uses.
 - a. Utilize the New Haven River Corridor Plan: Reaches M06 – M11 (NHRCP November 2007) and an accompanying Phase I Geomorphic Assessment of New Haven River Tributaries (September 2006) as a planning and educational tool to protect public health and safety. (Copies of both documents are available at the Addison County Regional Planning Commission's office in Middlebury).
 - b. Conduct stream geomorphic assessments and prepare river corridor maps and river corridor management plans for all major streams, and tributaries not already completed.
 - c. Protect and restore riparian areas critical to the overall health of the New Haven River ecosystem.
 - d. Support water quality monitoring and analysis efforts of volunteer citizens' groups such as the Addison County River Watch and the New Haven River Anglers and use the data they collect to manage, and where appropriate, improve water quality.
 - e. Coordinate and share information with communities in the watershed to maintain the integrity of this resource.
 - f. Encourage ecologically sound road maintenance and manage salt storage and application.

Floodplains

Federal Flood Hazard Areas overlay portions of Lincoln. (See FEMA Floodplain Overlay on the Future Land Use Map.) For the benefit of landowners in the floodplain, Lincoln requires development in those areas to meet Federal floodplain guidelines. Since the Town's regulations require compliance, landowners are eligible to participate in the Federal flood insurance program. The Federal guidelines assure that development does not adversely affect the flow of floodwater and that development and construction are conducted in a manner that minimizes potential hazards (More information on floodplains is contained in the Emergency Management and Flood Resiliency Section of this Plan).

Ground Water

The State has adopted groundwater protection rules and strategies. The rules address, among other things, classification, management, and mapping. The rules regulate commercial use of groundwater. Most residences have drilled wells. The State has separate specific standards for drilling and construction of residential wells adopted pursuant to 10 VSA Chapter 48 which reference ground water protection. Many

other residences rely on shallow dug wells or springs for water. These sources, closer to the surface, are more prone to drought and contamination from other sources or surface waters. Therefore, they require greater protection areas to separate them from potential contaminants.

Goal:

1. Maintain groundwater quality to allow for continued development of clean, untreated drinking water sources.
 - a. Gather information on the locations, sources, and quality of groundwater, including information from the Agency of Natural Resources on private wells. Determine the steps the Town should take, if any, to protect, and, if necessary, restore groundwater quality to acceptable levels.

Wetlands

Wetlands are a critical part of the environment. They cleanse water of pollutants and sediments, supply streams and rivers with water, and serve as habitat for many species of wildlife - from great blue herons, to bullfrogs, to moose and bear. Wetland areas are identified on the Generalized Land Cover\Land Use Map.

Goal:

1. Protect Lincoln's significant wetlands.
 - a. Support State regulations that aim to protect significant wetlands.
 - b. Assure developments are created in a responsible manner by requiring specific delineation of wetlands in subdivision and site plan applications.

Soils and Slopes

Lincoln's soils and topography are quite varied. Low areas along the river are primarily gravel. Many plateaus and hills that rise above the river are sandy; both types drain well. Hillside soils used for agriculture vary by site. Given Lincoln's mountainous nature, topography is a major factor in the way land is used or developed. Most steep areas are now forested. Lincoln has designed its Land Use areas to try to cluster its growth in and around its historic hamlets on generally better soils and less steep slopes and to reduce densities in its Outlying more rural areas that generally are on steeper slopes with poorer soil.

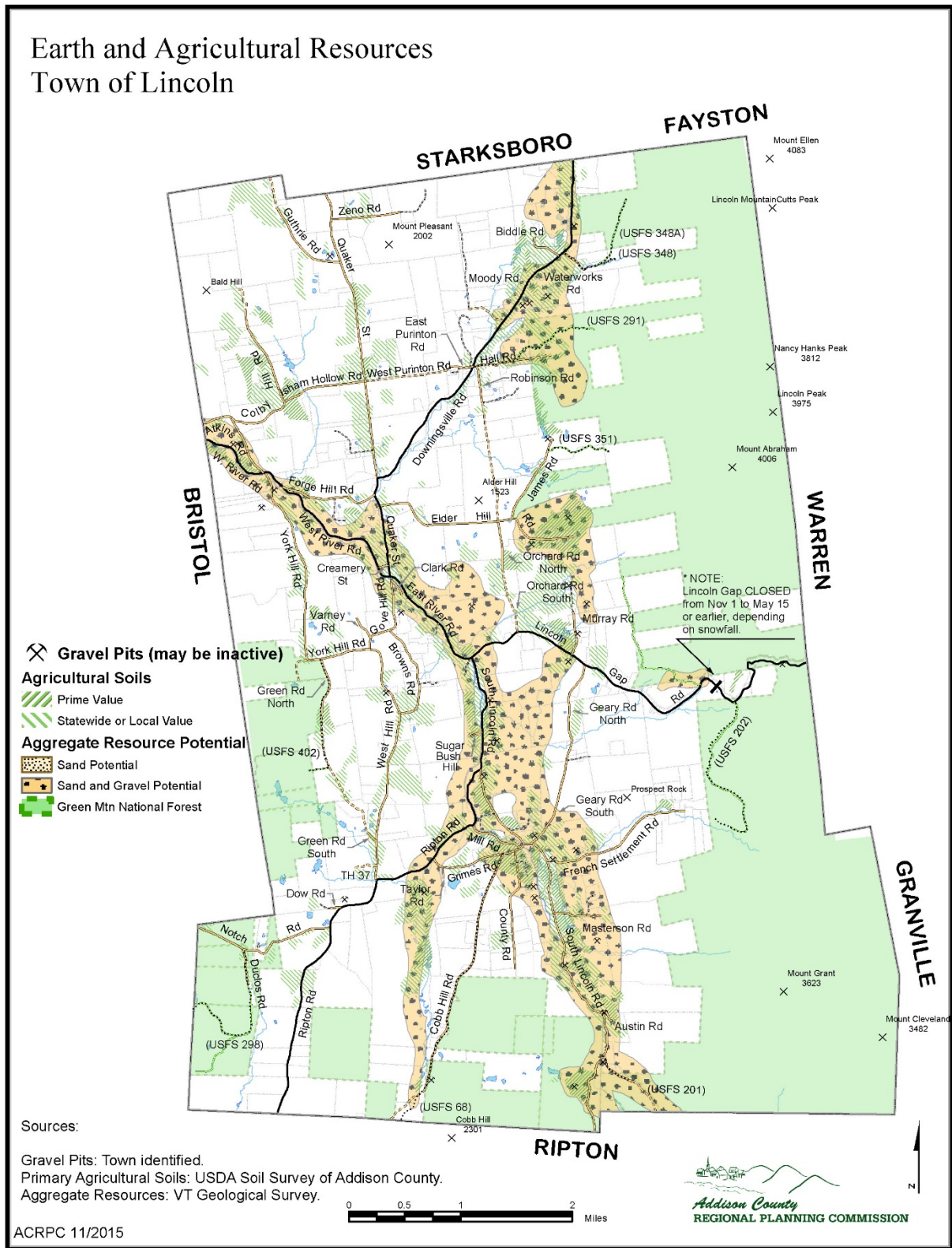
Soils and slope are critical factors when considering wastewater disposal and gravel extraction. (See Soil Map.) This Plan supports limited extraction of sand and gravel, but prohibits rock quarrying. Lincoln will require sand and gravel resources for the foreseeable future. Using these resources may decrease the cost of road

maintenance and other projects by reducing hauling distances. Town maps indicate locations of currently known gravel resources.

Goal:

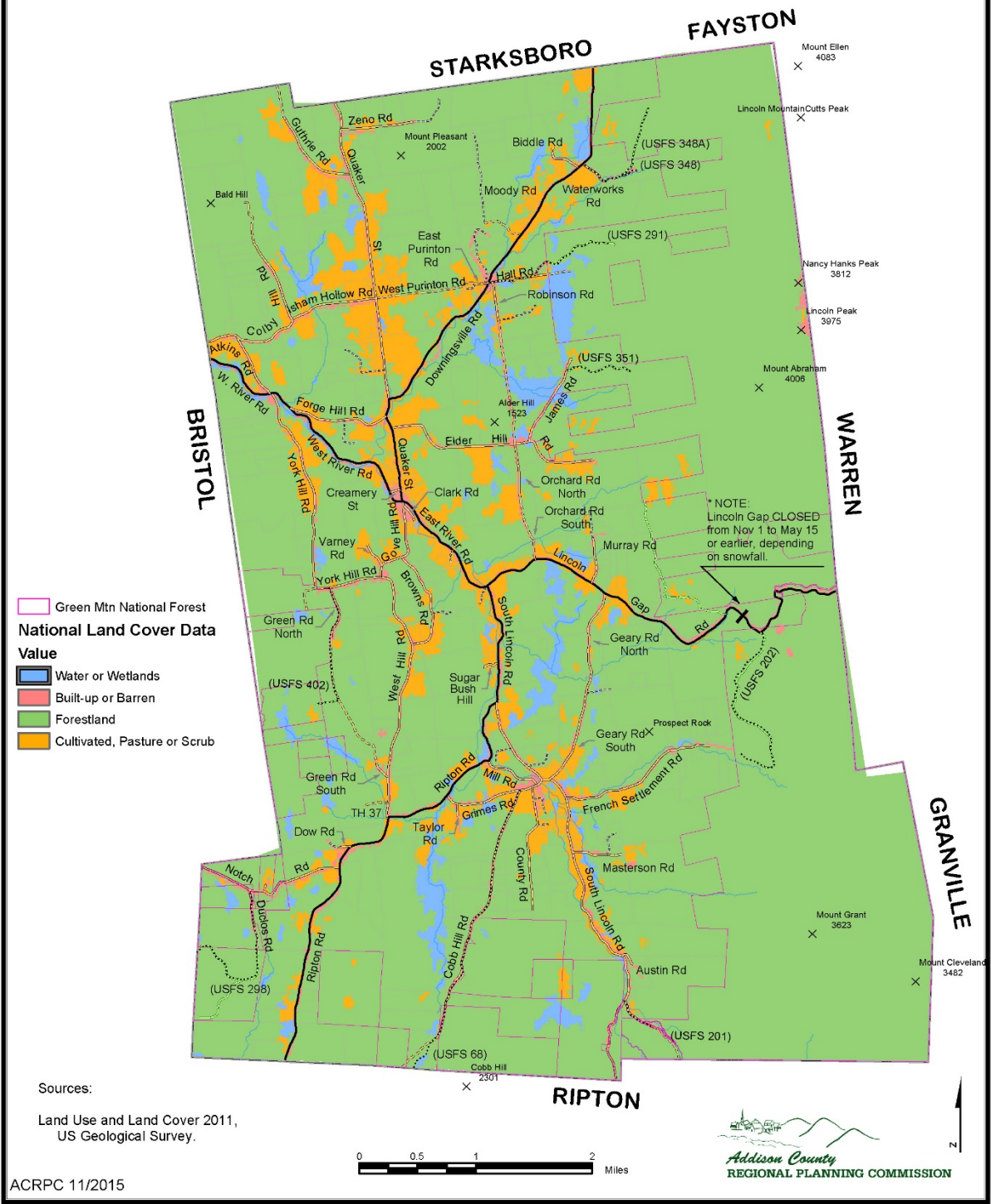
1. Protect steep, sensitive soils from development, but allow the responsible use or development of appropriate soils.
 - a. Create design standards for driveways that are sufficient to provide access for emergency vehicles.
 - b. Revise zoning and subdivision regulations to ensure they require that exposed soils are stabilized once site work is complete or prior to permanent snow cover by seeding and mulching for all development within Lincoln.
 - c. Limit sand and gravel extraction to defined, small scale enterprises. Adopt specific criteria for the review of permitted small scale enterprises that require the restoration of abandoned sites, the prevention of erosion, reasonable operating hours, and any additional conditions necessary to protect the safety and general welfare of the public.

Earth and Agricultural Resources Town of Lincoln



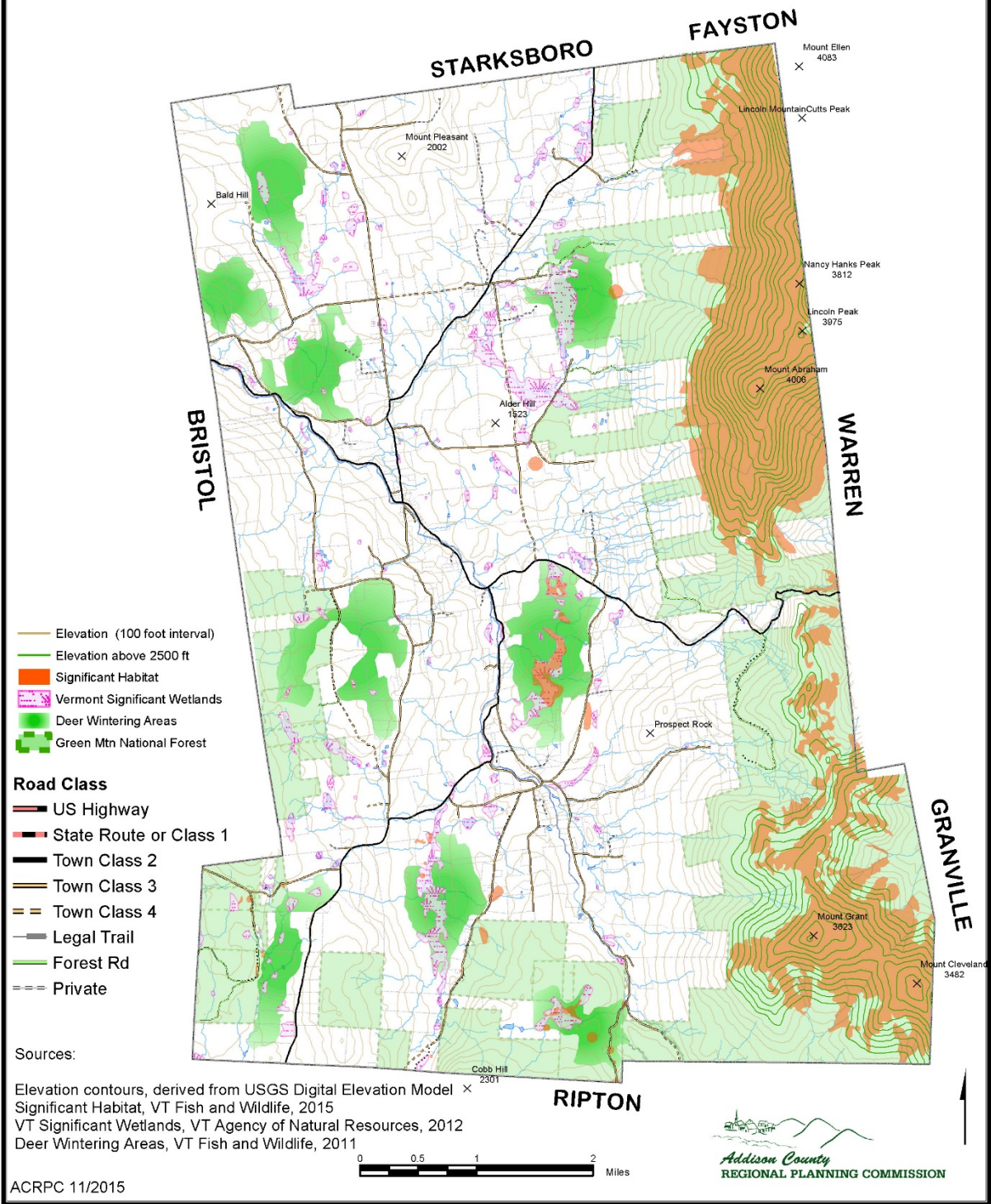
Map 3: Earth and Agricultural Resources

Generalized Land Cover Town of Lincoln



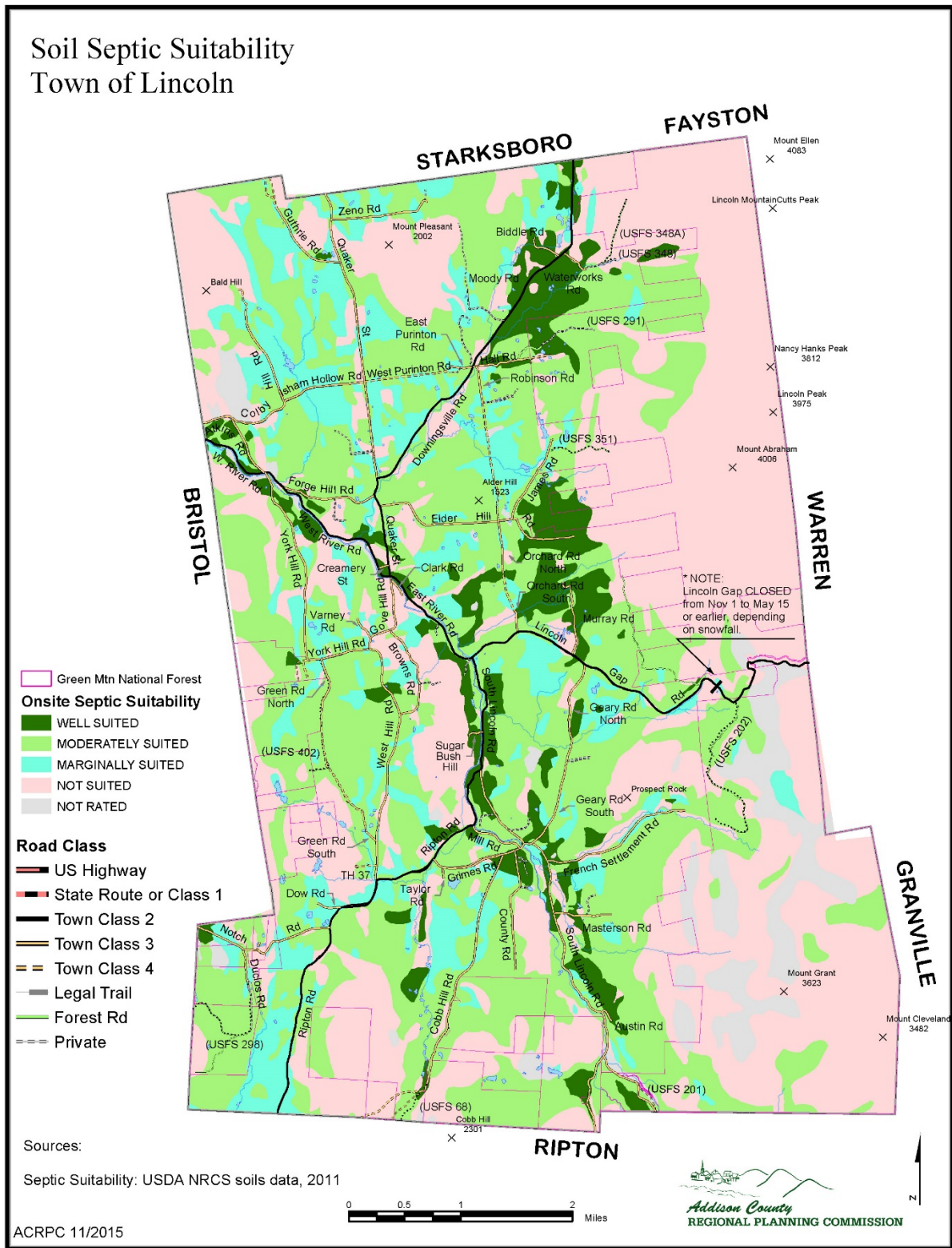
MAP 4: Generalized Land Cover

Important Resources and Wildlife Habitat Town of Lincoln



Map 5: Important Resources and Wildlife Habitat

Soil Septic Suitability Town of Lincoln



Map 6: Soil Septic Suitability

Energy

Overview

Energy conservation is essential for the protection of the broader environment in which Lincoln is located. Conservation can play an important role in the local economy while protecting the environment. This Plan supports the promotion of widespread conservation measures within Lincoln to preserve energy and limit the use of fossil fuels. It also supports the responsible development / siting, installation, and utilization of renewable energy technologies, including, but not limited to, active and passive solar energy and photovoltaics, community-scale hydroelectric power, and geothermal energy.

Conservation

Energy used in the home represents a significant percentage of total statewide energy consumption. State energy officials estimate that simple conservation measures incorporated in new housing construction can result in a 20 to 30 percent reduction in energy used for space and water heating. In addition, improved energy efficiency would make homes more affordable and marketable. Where possible, new buildings should be sited to take advantage of southeast, southern or southwest orientations for passive solar gain. Under state statute, no newly constructed building can cast shadows that would preclude the proposed or potential use of solar energy collectors that are located upon or within the most southerly facing wall or roof of any other dwelling unit within the development, except where topographical conditions make compliance unreasonable. Additionally, Lincoln should encourage all new homes to be built at least to the State energy code and encourage exceeding the code. Lastly, the town should support programs that help its citizens weatherize their homes to reduce fuel consumption.

Transportation

Transportation currently accounts for 45% of the total end-use energy demand in Vermont and is expected to account for one third of the projected increase in Vermont energy demand by 2010. Nonrenewable petroleum supplies 99.9% of the energy used for transportation, all of it supplied from outside our region, and transportation consumes 60% of all petroleum used in Vermont. Therefore, effective transportation policy has great potential to affect Vermont's petroleum usage and overall energy demand. It can also reduce our energy expenses and dependence on foreign oil. Commuters, shoppers, recreationists and other non-commercial users traveling in private automobiles consume almost half of all transportation energy used in Vermont. Concentrating development in village districts, encouraging local business and job development and encouraging alternative transportation are strategies this Plan supports to reduce energy usage.

Generation

The Lincoln Energy Committee was formed in 2006 to help the Town and its residents find and use sources of energy that are reliable, sustainable, and affordable; encourage efficiency to lower demands on increasingly expensive energy supplies; and learn about environmental and economic consequences of energy use. The Committee has conducted a town-wide survey to determine our community's current energy use, to assess interest in energy education and weatherization programs, and to solicit suggestions for projects. It offers educational programs on energy technologies and conservation strategies, maintains a wood bank to provide a supply of cut, split, and seasoned wood to residents in temporary need, and hosts annual "Button Up Vermont" weatherization workshops in Burnham Hall. It also manages a volunteer weatherization program sponsored by Efficiency Vermont, and collaborates with the Town to review potential energy saving strategies and potential local energy generation projects. Several private projects harnessing solar, hydro, and/or wind energy have been established in recent years.

Lincoln has seen a proliferation of solar projects in other areas in the region. In order to guide solar development in Lincoln, Lincoln adopts the following specific policy regarding commercial scale solar development within Lincoln.

The Municipality of Lincoln supports responsibly sited and developed renewable energy projects within its boundaries. Lincoln also desires to maintain its working landscape, adopted conservation and habitat protection measures and scenic mountain views important to its tourism economy and rural cultural aesthetic. Not all commercial solar projects proposed can meet this standard. Projects must meet the following community standards in order to be considered "orderly development" supported by this plan and in order to not unduly impact the aesthetics of the rural countryside this plan intends to protect:

1. Lincoln's Community Standards

A. Siting. Where a project is placed on the landscape constitutes the most critical element in the aesthetic siting of a project. Poor siting cannot be adequately mitigated. Accordingly, all renewable energy projects must evaluate and address the proposed site's aesthetic impact on the surrounding landscape.

a. Good sites have one or more of the following characteristics:

- Roof-mounted systems;
- Systems located in close proximity to existing larger scale, commercial, industrial or agricultural buildings;

- Proximity to existing hedgerows or other topographical features that naturally screen the proposed array from view from at least two sides;
- Reuse of former brownfields or otherwise impacted property.

b. Poor Sites have one or more of the following characteristics:

- No natural screening;
- Topography that causes the arrays to be visible against the skyline from common vantage points like roads or neighborhoods;
- A location in proximity to and interfering with a significant viewshed. Significant viewsheds within the Town of Lincoln include each viewshed specifically listed in the portion of this plan discussing Landscapes on Page 23.
- The removal of productive agricultural land from agricultural use
- Sites that require public investment in transmission and distribution infrastructure in order to function properly.

B. Mass and Scale: The historical working landscape that defines Lincoln currently and that Lincoln desires to preserve is dominated by viewsheds across relatively small open fields to wooded hillsides. Rural structures like barns fit into the landscape because their scale and mass generally do not impact otherwise open land. All commercial scale solar arrays shall also be limited in mass and scale and have their mass and scale broken by screening to fit in with the landscape. Commercial solar projects larger than 150kW are larger than any other structure within the Town of Lincoln, cannot be adequately screened or mitigated to blend into its landscape and are therefore prohibited.

Projects found to have poor siting characteristics pursuant to the community standards contained in Section 1 above or projects found to violate the maximum mass and scale community standards contained in Section 2 above, violate the Town of Lincoln’s standards regarding orderly development.

2. **Mitigation methods:**

In addition to properly siting a project, solar developers must take the following action to mitigate all project sites:

- a. Locate the structures on the site to keep them from being “skylined” above the horizon from public and private vantage points;
- b. Shorter panels may be more appropriate in certain spaces than taller panels to keep the project lower on the landscape.

- c. At a minimum, all solar arrays must observe the setback restrictions contained in Act 56 governing solar installations. However, this Plan requires increased setbacks to at least those listed in the Municipal Zoning Regulations within the Zoning District in which the project lies;
- d. Use the existing topography, development or vegetation on the site to screen and/or break the mass of the array;
- e. In the absence of existing natural vegetation, the commercial development must be screened by native plantings beneficial to wildlife and pollinators that will grow to a sufficient height and depth to provide effective screening within a period of 5 years. Partial screening to break the mass of the site and to protect public and private views of the project may be appropriate;
- f. Practice a “good neighbor policy”. The siting of the array should be done in such a manner that the array creates no greater burden on neighboring property owners or public infrastructure than it does on the property on which it is sited. As an example, a landowner may not site an array on his or her property in a location calculated to diminish the visual impact of the array from his or her residence, but places the array immediately within their neighbor’s or the public’s viewshed. Locating a solar array in a manner designed to reduce impacts on neighbors or public viewsheds constitutes reasonable mitigation.
- g. Use black or earth tone materials (panels, supports fences) that blend into the landscape instead of metallic or other brighter colors).

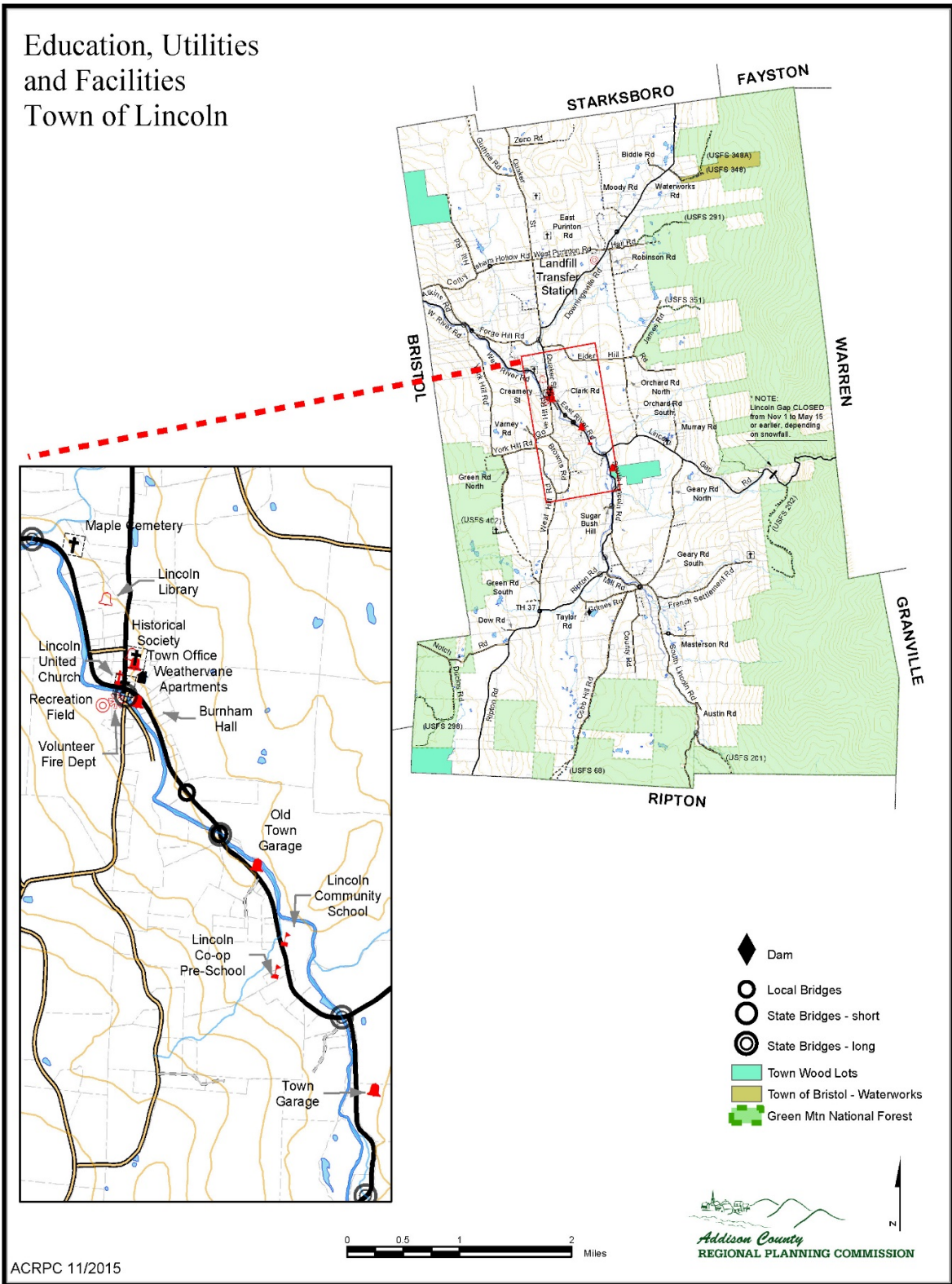
3. **Decommissioning and Restoration:**

All projects shall be decommissioned at the end of their useful life and the property shall be restored to its pre-project condition within 1 year of the end of its useful life. Developers of all projects 100 kW and greater shall provide the municipality with appropriate assurances to guarantee funding exists to decommission the project. In keeping with the Town of Lincoln desires to retain our agricultural land base, a solar arrays useful life shall be deemed to be at the end of the initial contract for services with the power company.

Goals:

1. Promote economical and sustainable energy decisions by Lincoln citizens.
 - a. Encourage the production of renewable energy in conformance with Lincoln’s siting policy and the reduction of energy consumption through conservation practices.
 - b. Encourage the incorporation of clean, renewable energy technologies for heating and electrical generation and conservation measures in the design of public and private projects for the specific size, scale, location, orientation and operation of renewable energy technologies, suitable to Lincoln’s rural character and that promotes the visions for Lincoln set forth in this Plan.
 - c. Support the Statewide building code by having the Zoning Administrator require that contractors certify that new construction meets the statewide building code.
3. Encourage innovative planning, design and construction of housing that minimizes costs, energy consumption and environmental impact by educating homeowners about energy ratings before construction begins and encouraging the Zoning Administrator to use materials and incentives available from Efficiency Vermont to encourage citizens building new buildings to take advantage of utility programs offering design assistance and/or financial incentives to build structures that exceed the energy standards required in the State building code.
4. Prohibit new above ground electrical and cable transmission lines from being built on Lincoln’s ridge lines at elevations greater than 1,800 feet.
5. Prohibit utility and commercial scale wind towers in Lincoln. Lincoln defines utility scale wind towers as a tower or group of towers greater than 200 feet high at their highest point (measured to the highest tip of the blade) or which require lighting to protect aerial navigation or are capable of generating greater than 1MW of energy. Lincoln defines commercial scale wind towers as a tower or group of towers less than 200 feet high at their highest point, which do not require lighting to protect aerial navigation and capable of generating >15KW and <1MW). Appropriately sited residential scale towers (capable of generating <15KW) are encouraged throughout town, except above the elevation of 1,800 feet where they are prohibited.
6. Support the efforts of the Town Energy Coordinator and Committee to develop energy saving initiatives, educational programs, fuel assistance efforts, and renewable energy projects.

Education, Utilities and Facilities Town of Lincoln



Map 7: Education, Utilities and Facilities

Public Resources and Services

Overview

Public resources covered in this section include utilities, facilities, and community services. These services should be designed to meet the needs and desires of present and future Lincoln residents and visitors. Well-planned and designed use of public resources can improve the efficiency and economics of providing public services. It can also help to maintain and enhance Lincoln's sense of community.

Utilities

Green Mountain Power ("GMP"), formerly Central Vermont Public Service (CVPS) provides electricity to the Town of Lincoln. Champlain Valley Telecom provides telephone service. Portions of Lincoln, including the Lincoln Gap Road and the Downingsville Road are now served by high-speed fiber optic cable. Several private oil and propane dealers serve residential heating needs. Firewood provided by dealers or cut by owners is another source of heating fuel. Several homeowners in town use solar and/or wind for their power. Both GMP and Champlain Valley Telecom perform routine maintenance and some upgrading of service capacity within the town. The Town adopted a Wireless Telecommunication Facility Ordinance to protect the interests of Lincoln's residents. This Plan incorporates that ordinance herein and instructs the Public Service Board to apply the conditions of the ordinance to any projects it reviews within the Town of Lincoln for conformance with the orderly development of the region. The ordinance is available in the Town of Lincoln's website at <http://lincolnvermont.org/governance/ordenances/>

Goal:

1. Encourage high-speed Internet access while balancing the aesthetic impact on the landscape.
 - a. Work cooperatively and proactively with utility providers to maintain Lincoln's rural character by encouraging buried utility lines, where economically feasible, while improving access to desired technology.
 - b. Require compliance with the Town's Wireless Telecommunication Facility Ordinance.
 - c. Require public utilities to share utility poles and rights of way, to limit the number of poles installed.
 - d. Prohibit utility poles greater than fifty feet in height to ensure they stay within the screening capacity of the tree canopy.



Town Owned Facilities

The Town owns the following facilities:

1. The Town office building and land;
2. A 17-acre town landfill, including a capped and monitored site, transfer station and recycling center;
3. The Town Garage;
4. Town Forest and other parcels of land including:
 - a. 170-acre Municipal Forest off of Bristol Notch Road;
 - b. 100-acre woodland parcel off Colby Hill Road;
 - c. Old Town garage and land;
 - d. 89 acres on South Lincoln Road adjacent to the new town garage; and
 - e. A one-acre parcel adjacent to the Maple Cemetery
5. Under a different branch of Town government (School Board of Directors), the Lincoln Community School and playground (See the Education Section for a discussion of the school)

A discussion of each of the Town facilities listed above follows. A list of the Town's equipment can be found in the Annual Report.

The Town Office Building and Land

The Lincoln Town offices are used heavily both during the business day and at night for meetings by various Town boards and commissions. On Town Meeting Day in March 2015, the Town passed a bond for \$590,000 to build a new town office. Lincoln completed construction of the new office in the fall of 2016.

17-Acre Town Landfill

This includes a capped and monitored site, transfer station and recycling center, Lincoln's landfill was closed and capped by State law in the fall of 1993. After monitoring the facility annually for 20 years, Lincoln has also concluded that program. Lincoln still operates a transfer station and recycling center on the site of the landfill. Garbage and recyclable material are removed by a private hauler and sent to the Addison County Solid Waste Management District, of which Lincoln is a member.

The Town Garage

The new town garage is located on 89 acres on South Lincoln Road (the old Urz property). The remaining acreage on this property is open to the public for recreation use. The seller has a life-long lease on the existing house. The land is managed with direction from the Lincoln Conservation Commission.

Town Forest and Other parcels of land

In addition to the buildings and facilities noted above, the Town of Lincoln owns several other parcels of land including:

- 170-acre Municipal Forest off of Bristol Notch Road;
- 100-acre woodland parcel off Colby Hill Road;
- Old Town garage and land;
- Eighty-nine (89) acres on South Lincoln Road adjacent to the new town garage; and e. A one-acre parcel adjacent to the Maple Cemetery

The parcels are all managed by the Selectboard. The Lincoln Conservation Commission (LCC) also provides advice for the management of the larger forest parcels. The LCC was appointed by the Select Board in 2001

to advise the Town on the conservation and management of the Town's natural resources, with a specific initial charge to make recommendations on management direction for the town-owned forests. By obtaining grants and using volunteers, the LCC held town-wide forums to gather comments from residents on conservation issues and concerns, marked the boundaries of the Town Forests, conducted wildlife habitat enhancement activities on the Colby Hill Town Forest, led nature walks, conducted a demonstration control project on Japanese knotweed (an invasive plant species), and coordinated development of a Forest Management Plan for the "Ripton Lot" Town Forest off Bristol Notch.

Goals:

1. Ensure the design, expansion, construction and maintenance of public facilities and services are consistent with the goals of the Town.
 - a. Consider the best potential uses for the old Town garage, including renovating the parcel to provide safe recreational access to the New Haven River in a manner that preserves the stability of the riverbank.
 - b. Continue the creation of a Capital Plan to better plan for the development and maintenance of all town owned facilities and equipment.
2. Manage and utilize the town-owned properties in a manner that is sustainable, protects the natural and cultural resources, and benefits the Town and its residents.
 - a. Develop Management Plans for all Town lands that are long-term and sustainable. The Management Plans should discuss all uses including:
 - i. Sustainable forestry uses;
 - ii. non-timber resources of forestland, such as its biological integrity, wildlife habitat, water quality, and its benefits to humans, such as education and wildness.
 - iii. Recreational and educational use of the Town lands by residents and the Lincoln Community School.
 - iv. Sale of certain parcels.
 - v. Use of designated sites for solar development

Local Government

In addition to the facilities it operates, the Town of Lincoln also works on its own or in partnership with other organizations to provide a number of critical services to its residents. In order to ensure that its government is by the people, for the people, the Town of Lincoln encourages its citizens to participate in local government to build a stronger sense of community.

Municipal Community Services

Addison County Sheriff's Department and Vermont State Police. The Addison County Sheriff's Department and Vermont State Police provide security services to Lincoln.

Conservation Commission

The Conservation Commission was appointed in late 2001, and has completed many important projects since its inception. LCC has facilitated the development of a Town Forest Management Plan for the Ripton Lot, marked the boundaries and conducted seasonal walks of the Town Forest, coordinated wildlife habitat enhancement activities on the Colby Hill Town Forest, held town-wide conservation forums, and engaged Lincoln residents in conversation on issues such as conserving Lincoln's natural heritage, and river corridor flood mitigation and planning.

Energy Committee

The Energy Committee promotes energy conservation and renewable energy projects, organizes a shared firewood bank, and offers educational programs on a variety of energy-related topics.

Lincoln Volunteer Fire Company

First Response has merged with the Lincoln Volunteer Fire Company to respond to emergency calls. These highly trained volunteers capably provide emergency services to our community. Fire departments in the area, primarily Bristol, Starksboro and Ripton, provide backup services as needed. A small group of people (who formerly were known as a medical response group) have become a scholarship committee, awarding an annual monetary scholarship to a deserving high school graduate who lives in Lincoln and graduates from Mount Abraham Union High School.

Friends of the Lincoln Volunteer Fire Company

The Friends offer fundraising activities throughout the year and financially supports the efforts of the firefighters.

Health Officer Lincoln's Health Officer makes sure dogs are licensed and up to date with their rabies shots, supplies water kits for testing home water supplies, and handles any issue related to health problems.

Lincoln Library

The Lincoln Library serves as a thriving community center for the Town of Lincoln with materials and programs for all ages. They offer Pilates, bone builders exercise, Tai Chi, a knitting group, senior programs, a reduced rate pass to the Echo Museum, travel programs, displays and exhibits, story hours, inter-library loans, after school groups, a home-school group, teen movie nights, as well as an annual holiday workshop, and collaboration with the other five-town libraries. In 2008, they automated the collection, allowing people to search for books and other materials either in the Library or at home via the Library website.

Planning Commission

The Planning Commission reviews and approves subdivision and property line adjustments. They draft the Town Plan and Zoning Regulations for the review and approval of Lincoln's residents. The Town Plan is updated and adopted every eight years. It expresses the values and vision of the townspeople of Lincoln. The Town Plan provides guidance for Zoning and Subdivision Regulations.

Selectboard

Lincoln is governed by a 5 person Selectboard. The Selectboard sets the budget for the town and oversees the administration of Town business.

Zoning Board of Adjustment

The Zoning Board of Adjustment has nine members, who work with landowners to help them execute their objectives within the boundaries of the Zoning Regulations, and who work diligently throughout hearings and the deliberation process to be informed and to make decisions that are fair and well-balanced. They take the opportunity to expand their knowledge of other parts of town concerns that may not have an immediate impact on Zoning, but can help guide future decisions and regulations, such as storm water runoff, sewage, land use and ancient roads, and they participate in statewide workshops and seminars.

Community Services: Private Organizations

In addition to the formal municipal functions noted above, Lincoln has a number of community organizations that help to contribute to Lincoln's

Ladies Aid – Industria

This is a women's organization of the United Church of Lincoln which holds suppers, rummage sales, and other events to support the library, Christian camps, and other missions.

Lincoln Cemetery Association maintains two large cemeteries in the village: The Lee Cemetery on Quaker Street and the Maple Cemetery on West River Road. The Town of Lincoln is responsible for the other, smaller cemeteries in Lincoln.

Lincoln Cooperative Preschool

The preschool is located across the road from the Lincoln Community School, provides quality early education Monday through Friday, in a morning and an afternoon session.

Lincoln Historical Society is located on Quaker Street. The society has a collection of local artifacts in a restored 18th-century farmhouse and a 19th-century barn in a meticulously landscaped setting. Exhibits change annually. They offer a well-written book, *Lincoln Vermont History: 1780-2007*, which is available at the Lincoln General Store, Town Clerk's Office and the Museum. Activities include opening day festivities in May, a harvest festival in late September, and a pumpkin-carving contest in October. The Museum exterior was refreshed in the summer of 2008 with several coats of paint, but volunteers are always appreciated to help with the maintenance and operations of the interior and exterior of the property. The recycle cart is a major fund supplier and they appreciate that the community keeps it filled.

Lincoln Sports, Inc. is a non-profit organization that owns and manages a beautiful piece of property in the heart of Lincoln, incorporating a variety of recreational facilities for the benefit of the Lincoln townspeople. These include a ball field/soccer field, tennis court, basketball court, and nature trails. The Lincoln Sports property was acquired for the use of all Lincoln residents. A small board of seven oversees property maintenance and programs. Volunteers assist in many areas, including mowing, clearing trails, maintaining the tennis court, overseeing events for the semi-annual Hill Country Holidays, and fundraising.

Porter Medical Center in Middlebury provides emergency and medical services and nursing home care to Lincoln residents.

Neighborhood Watch, a citizen volunteer organization, formed in 1993 to augment the security of the community. The group receives reports of potential problems, randomly patrols roads, provides traffic control, distributes crime protection information, and encourages all residents to be aware of and report any suspicious activity in their area. All members are trained in first aid and CPR.

Sunray Peace Village is a global home and central place of worship of the Sunray Meditation Society, a nonprofit organization dedicated to planetary peace. Modeled after places of sanctuary traditional to the Cherokee and other Native American nations of the Southeast, the Peace Village offers teachings and educational programs in an open dialogue of religious diversity and inclusiveness.

United Church of Lincoln holds regular worship services, offers Sunday school for youth, sponsors community projects, and supports small study, prayer and fellowship groups. The building is well used for these activities as well as health clinics, community concerts, funerals and weddings.

Walter Burnham Foundation maintains Burnham Hall, and has rebuilt its front steps, constructed new bathroom facilities, enlarged the dining area, and provided handicap accessibility. This private foundation offers The Burnham Series programs, featuring various cultural groups.

Weathervane Senior Housing provides quality, affordable housing and residential continuity in a secure, caring environment for our community's senior citizens. The apartments are conveniently located in the center of town. They provide health clinics, transportation, and social events for all of Lincoln's elders.

Other organizations that provide services to the Town of Lincoln and its residents include: Addison County Community Action Group, the John W. Graham Emergency Shelter Services Inc., Counseling Service of Addison County in Middlebury, Hospice Volunteer Services, Champlain Valley Agency on Aging Elderly Services, Retired Senior Volunteer Program, Parent/Child Center, Community Health Services of Addison County, Vermont Adult Learning, the Bristol Family Center, and Addison County Regional Planning Commission. A full listing can be found in the Annual Report.

Goals:

1. Support existing and new services and facilities provided by public and private organizations.
 - a. Support the Lincoln Cemetery Association.
 - b. Support and maintain the Community School, Burnham Hall, the Lincoln Library and other organizations listed above as hubs of community life.
 - c. Encourage volunteerism in the provision of services such as fire and rescue, but also in all other organizations that support Lincoln's community activities.
 - d. Continue to participate in the Addison County Solid Waste Management District and implement programs to encourage Town residents to reduce their generation of waste, and recycle and reuse the waste they do generate.
2. Promote the use of outdoor recreation areas, showing respect and care for the natural environment.
 - a. Encourage public access to private land for recreational purposes, as per Vermont's tradition and with the awareness that Vermont laws preclude landowners from being sued by the public, except in cases of gross negligence.
 - b. Remind the public to extend common courtesy to private landowners by asking permission to use their land for recreational uses prior to entering the property.
 - c. Support recreational activities and opportunities within the village area. Look to expand recreational opportunities, including a soccer/multipurpose field.
 - d. Create a recreation program to work in concert with Lincoln Sports and other organizations offering recreational activities and coordinating sports programs in town.

Economic Development

Overview

Balanced economic development is important to the well-being of any town. Some of the attributes that give Lincoln its rural mountain character also limit its potential for commercial and industrial development. No State highways run through town, effectively making Lincoln a dead-end for commercial transportation. The mountainous nature of the terrain does not easily accommodate large-scale facilities. In addition,



Lincoln lacks town water and sewer services, limiting the types of businesses that can locate within Lincoln. Therefore, most of Lincoln's industry consists of smaller homegrown businesses. While many of Lincoln's residents commute to larger towns and cities for work every day, Lincoln does have a general store, repair shops, contractors, and other professionals that provide goods and services to the population. The Lincoln Pallet Mill is the last of many mills along the New Haven River. Tourism is also an important part of the economy in Lincoln. With quick and easy access to neighboring ski areas, a pastoral setting, striking foliage, and local bed and breakfast hotels, Lincoln can support a modest tourist industry. Several areas within the Town of Lincoln have recently been wired with highspeed Fiber-

Optic cable. This infrastructure helps to allow tele-commuting and in home web based business options not previously available to town residents. Lincoln encourages these opportunities to keep people in town during the day to provide services and to reduce travel times for its residents. The map and charts below depict where people from Lincoln work and to a significantly lesser extent where they come from to work in Lincoln.

The Map below, generated by the US Census Bureau, “On the Map” tracks worker movements based upon zip code. Since Lincoln shares the 05443-zip code with Bristol and some of Starksboro, the data also reflects those communities. Nevertheless, it demonstrates that many more people, 2,671, leave the area to work, than those that live and work within the area, 395, or those that travel into the area to work, 804.

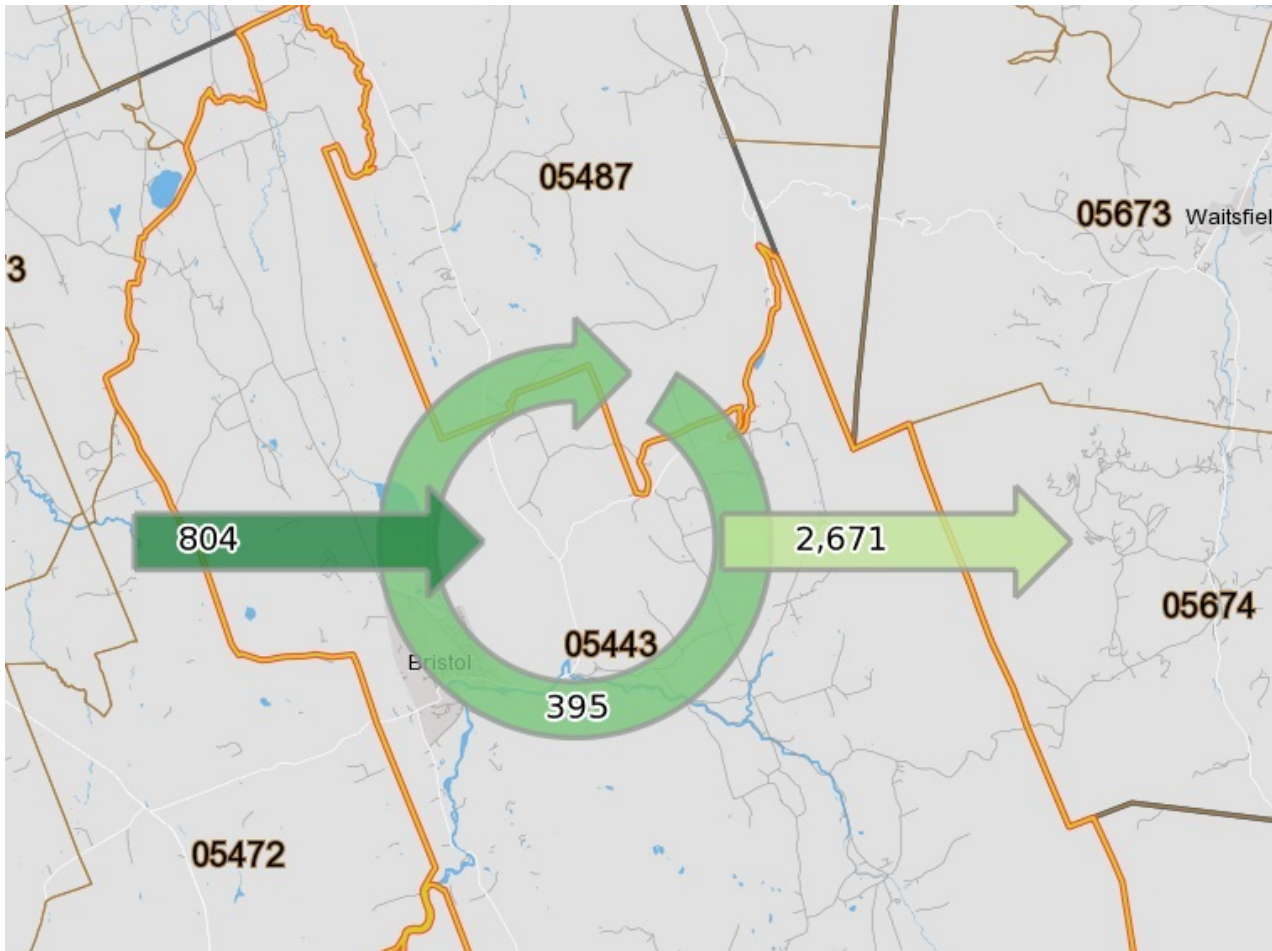


Figure 9: Inflow/Outflow Job

| Inflow/Outflow Job Counts (Primary Jobs) 2014 | Number of People | Percentage of Total |
|--|-----------------------------|----------------------------|
| Employed in the Selection Area | 1,199 | 100.0% |
| Employed in the Selection Area but Living Outside | 804 | 67.1% |
| Employed and Living in the Selection Area | 395 | 32.9% |
| Living in the Selection Area | 3,066 | 100.0% |
| Living in the Selection Area but Employed Outside | 2,671 | 87.1% |
| Living and Employed in the Selection Area | 395 | 12.9% |

Figure 10: Travel Time to Work

| TOWN | One-way travel time, miles | | | |
|---------|----------------------------|-------|-------|------|
| | 0-9 | 10-24 | 25-50 | >50 |
| Lincoln | 17.9 | 35.9 | 33.5 | 12.7 |

SOURCE: U.S. Census Bureau (2014)

The travel time to work data noted above also reflects the fact that many of Lincoln’s residents need to commute relatively long distances to get to work. Expanding local economic development activities in Lincoln would shrink this time, saving expenses and time for those Lincoln residents that would benefit from shorter travel times.

Educational Attainment

Level of education is an increasingly important factor in employability. Some education beyond high school is becoming more necessary in order to be employed at a living wage. According to the 2015 American Community Census, out of 922 people age 25 or older residing in Lincoln, 855 (92.8%) graduated from high school. Of those who graduated high school, 409 (47.9%) had a Bachelor’s degree or higher.

Goals:

1. Support business opportunities that complement the quality of life and values of the Town’s residents.
 - a. Seek new, well-compensated economic opportunities that utilize the skills of local residents (traditional crafts to new technologies), while supporting the Town’s goals related to preservation of rural character, agriculture and forested landscape.
 - b. Encourage small, home-based businesses appropriate to the character and scale of the Town.
 - c. Manage forests for lumber, firewood, maple sugar, other wood and non-wood forest products.
 - d. Protect and encourage agricultural enterprises, and support Vermont’s right-to-farm statute.
 - e. Develop value-adding enterprises for agriculture and forest products in a way that supports Lincoln’s workforce and economy.
 - f. Support agricultural enterprises such as dairy, sheep, poultry, horse farms and diversified vegetable and fruit farms, and small-scale sugaring operations.
 - g. Develop an organization to assist existing and potential businesses with resources and marketing.
 - h. Support continued small-scale commercial activity in the Town’s village centers.
 - i. Encourage the development of light, clean, small-scale industry.



Education

Education in Lincoln centers around the Lincoln Community School. In 2011 the community voted to bond for over \$2,000,000 of improvements for the Lincoln Community School. The improvements included replacing temporary classrooms and other space improvements like built a greenhouse to grow fresh foods, which they serve at community dinners for fundraising and community social gatherings. Enlargement of the Lincoln Community School was completed in June of 2014. The addition allows for the building to accommodate K-6 students under one roof with a capacity of 150 staff and students. As of the 2015-2016 school year, there are 116 students enrolled at the Lincoln Community School. In addition to providing a high-quality education for its grade school aged children, the Lincoln Community School also serves as a center of the community. Lincoln holds School Board Meetings, basketball games, and annual theatrical plays at the Community School.

Junior and senior high school students generally attend Mount Abraham Union High School, located in Bristol. Mount Abe offers a number of different educational and after school extracurricular activities. Mt. Abe also offers adult educational classes for all of Lincoln's citizens. Lastly, the Lincoln Community Library

and regional organizations like the Hannaford Career Center in Middlebury, Community College of Vermont and Adult Learning offer a wide variety of educational opportunities for all Lincoln citizens.



Childcare

Lincoln has one pre-school facility, Lincoln Cooperative Preschool, located across the road from the Lincoln Community School. It provides quality early education Monday through Friday, in a morning and an afternoon session. Parent volunteers assist the teacher during the sessions. Otherwise, childcare outside the home occurs in regional centers, predominantly Bristol, but also Middlebury and Vergennes, closer to the parents' workplace. This Plan takes the position, that multiple facilities both in and out of town to provide childcare offer the best choice to Lincoln's parents. It is appropriate that childcare occur in more centralized places nearer to other services, like the Town of Bristol. However, childcare should also be provided within Lincoln. Small daycare or family childcare homes or facilities constitute a single-family residential use and shall be allowed in all districts on the same basis as a single-family residential use. Additionally, Lincoln encourages home based businesses and zoning regulations which specifically allow for Daycare facilities.

Goal:

1. Support and provide quality education for Lincoln’s children and opportunities for adult educational programs.
 - a. Support the Lincoln Cooperative Pre-school for the local education of Lincoln’s children and encourage small daycare and family childcare homes and facilities in order to provide affordable, local, convenient and safe childcare to the families in Lincoln.
 - b. Support the continued use of the Lincoln Community School for the local education of Lincoln’s children and as a facility for the community to use to provide adult educational and recreational activities.
 - c. Support the Lincoln Public Library and its work to provide educational opportunities and connectivity to Lincoln’s children and citizens.



Transportation

Lincoln residents rely primarily on private automobiles to meet their transportation needs. As such, most of Lincoln's transportation budget and energy focuses on the roads and bridges that serve those automobiles and connect Lincoln to its neighboring communities. However, Lincoln also has citizens that rely on other modes of transportation, either locally or regionally. This plan acknowledges each form of transportation used by Lincoln's residents. It acknowledges the importance of Lincoln's transportation network. It also encourages Lincoln to maintain and operate its transportation system to serve all residents with a focus on long-term economic and environmental sustainability.

Town Roads

Lincoln has a total of 58.13 miles of Class 2, 3, and 4 roads, broken down by classification as shown in Figure 11.

Figure 11: Road Mileage by Class

| <u>MILEAGE BY CLASS</u> | |
|--------------------------------|----------------|
| Class | Mileage |
| Class 1 Town Roads | 0 |
| Class 2 Town Roads | 17.04 |
| Class 3 Town Roads | 35.13 |
| Class 4 Town Roads | 5.96 |

SOURCE: VT Agency of Transportation General Highway Map February 2015

Lincoln has no State or Federal highways, nor Class 1 roads. Therefore, Lincoln largely controls and maintains all the transportation infrastructure within its borders. Lincoln accesses the rest of the State via Routes 116 and 17, major arteries in and out to most job markets and commerce, by way of West River Road (paved), Downingsville Road (first mile paved, remainder gravel), and Quaker Street (first mile paved, remainder gravel).

The condition of Lincoln’s roads is typical of rural towns in Vermont. Plowing, maintenance, widening, and culvert construction comprise nearly all the road program and budget. However, Lincoln has learned it needs to think both strategically and long-term about how it maintains and operates its transportation system. The Selectboard has recently hired a consultant to create a capital plan for its transportation expenditures. The capital plan is intended to ensure that maintenance is performed in a timely manner and that facilities and equipment are replaced on an appropriate schedule. It will allow the Selectboard to anticipate capital improvements and coordinate them with those required by the school and fire district, so that capital expenditures do not all come in the same year. It also will allow Lincoln to think of its transportation system within the context of other goals, including safety and impacts on water quality.

The severe flooding of Lincoln in 1998 significantly damaged Lincoln’s road network. However, it produced the side benefit of providing federal emergency funding that Lincoln used to improve many of its roads. Improvements included replacement and addition of guardrail, resurfacing of gravel and paved roads, and upgrading Lincoln’s road drainage by constructing new ditches and replacing many culverts with new

culverts with larger vertical and horizontal dimensions. While Lincoln suffered damage from Tropical Storm Irene, the increased capacity from 1998's improvements reduced the overall damage to Lincoln's road infrastructure compared to other areas of the State. Lincoln continues to improve many of the bridges and roads in Lincoln with culverts sized to meet the 2013 VTrans Road and Culvert Standards. Lincoln's replacement of undersized culverts not only strengthens the road system; it also improves water quality by reducing erosion that accompanies washed out undersized culverts. Since Lincoln sits at the top of the watershed that feeds Lake Champlain, Lincoln, like all other towns within the watershed will need to secure a road stormwater permit from the State showing how it intends to improve drainage and water quality within the road network. The goals within this Plan are intended to help Lincoln secure and implement the conditions of that permit. Lincoln's All Hazard Mitigation Plan also includes a number of recommendations for ditching improvements along some of Lincoln's roads to start this process. Those recommendations are also included in the Flood section of this Plan, starting on page 59.

Residents desire to maintain the roads for safety, but have expressed a preference not to increase the number of paved roads. This plan supports and reflects that desire. Culverts, ditches and building up roads in preparation for paving cost taxpayer dollars. Therefore, with some exceptions, Lincoln intends to maintain dirt roads in good condition without paving, since paving tends to increase vehicle speeds. Safety and maintenance are especially difficult on steep hills, where the safety of school buses is a major concern. Steep hills may serve as one example where paving could save money by reducing the need for road maintenance over the long term and will be evaluated on an ongoing basis.

Bridges

The State of Vermont inspects all highway bridges 20 feet or greater in length on a biannual schedule. State listings of deficient bridges include the deficiency rating for all bridges. Lincoln has 12 bridges greater than 20 feet and 6 bridges shorter than 20 feet. Most of Lincoln's bridges greater than 20 feet stand in pretty good shape. Bridge 19, the Gove Hill Bridge, serving the center of Lincoln and the fire station was rebuilt in 2013. The Trucheon Bridge just before the school was rebuilt in 2015. Both and should function well long into the future. The bridge of most concern remaining for Lincoln is the York Hill Bridge. The Town has documented the need to replace this bridge in its All Hazard Mitigation Plan (2011) and within the River Corridor Plan for the New Haven River (2006). In 2016 the Addison County Transportation Advisory Committee ranked the York Hill Bridge as the 4th priority pre-candidate bridge within the Addison Region.

Undersized or improperly sited bridge and culvert crossing structures were identified as contributing to localized channel instabilities in the New Haven River watershed, during the river corridor planning process. The geomorphic context should be considered in the design and construction of these structures when they are scheduled for rehabilitation or replacement. This work will be especially important in light of the new Lake Champlain TMDL for phosphorus and the municipal road permits that the Town of Lincoln will need to secure.

Other Transportation

Approximately 27% of Vermont's population cannot drive or does not have access to a reliable private automobile. Reasons include age (both young and old), poverty and or disabilities. This plan recognizes that providing these citizens with cost effective transportation alternatives, in appropriate scale and locations, can dramatically improve the quality of life for all members of the community.

Bicycles are not a commonly used transportation mode for Lincoln residents because of its hilly terrain and relatively isolated geography. However, Lincoln's roads have become popular for bike riders seeking hills to climb, views, and access to the gap roads. Also, pedestrian and bicycle traffic is frequent within the village district, which along with West Lincoln, contains a small number of narrow sidewalks. Within the village, Lincoln has undertaken studies to build bicycle and pedestrian friendly infrastructure. In 2011, Lincoln and ACRPC completed a planning study that evaluated and recommended improvements for biking and walking between the village center, school, Town Forest and Lincoln Sports facilities. That study is available on ACRPC's webpage at: www.acrpc.org/transportation/bikeped/Lincoln_BikePedFeasibility_20110618.pdf. This plan supports Lincoln's desire to implement that study by building infrastructure to support biking and walking in the village.

Addison County Transit Resources (ACTR) provides "Transportation for Everyone" in the Addison Region with its fleet of fixed route bus service and dial-a-ride programs. No fixed bus routes service Lincoln. However, ACTR offers a number of dial a ride programs available to Lincoln residents coordinated from its office in Middlebury. The Dial-a-Ride system includes programs that focus on specialized populations, including elders, persons with disabilities, low-income families and individuals, as well as the visually impaired. People eligible for Medicaid, Reach Up, are aged 60+ or have a disability, may be eligible for FREE transportation. Nearly 40 Volunteer Drivers donate time to provide rides. Lincoln residents who desire to find out whether they are eligible for a Dial-a-Ride should contact ACTR at 388-ACTR (2287).

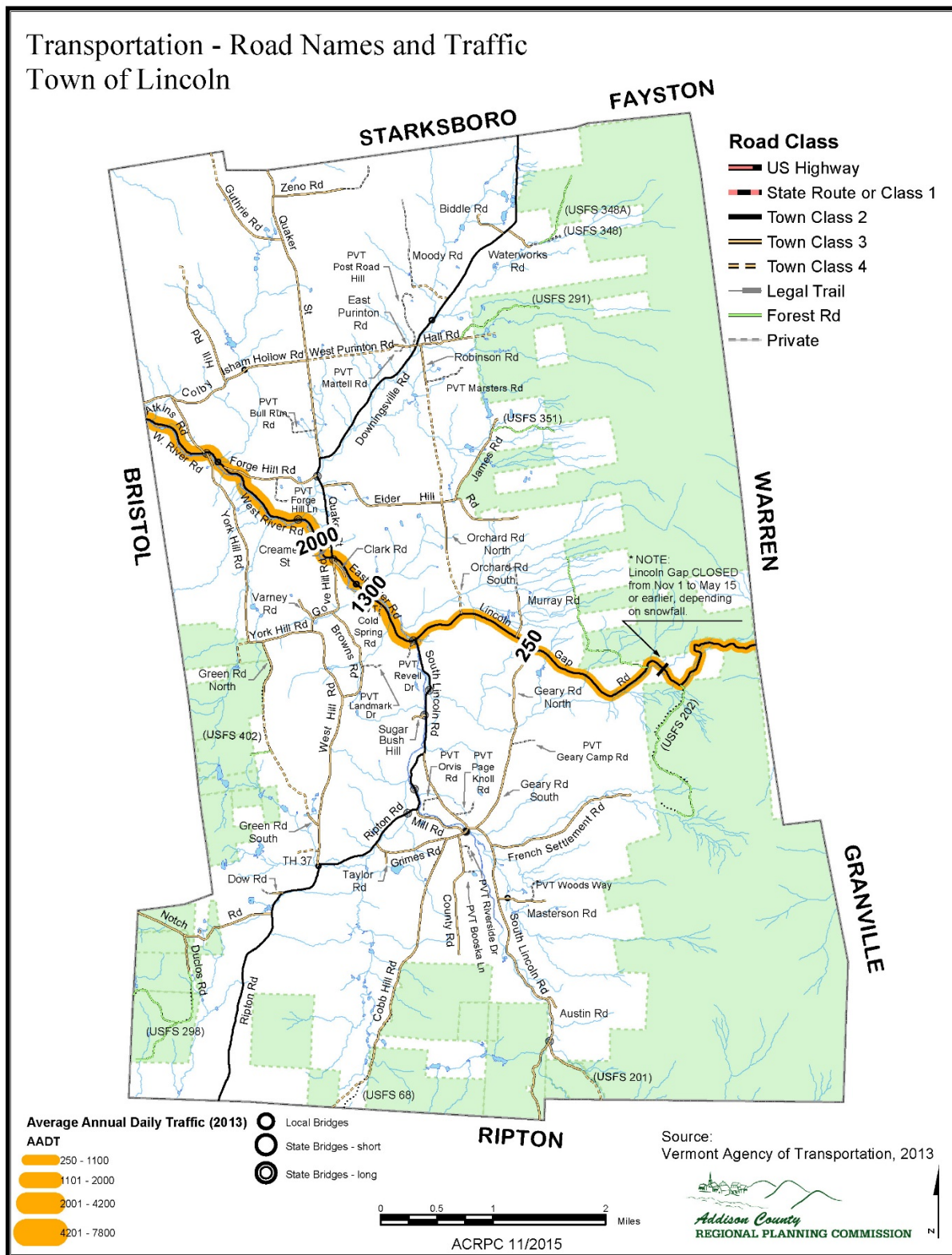
Because of Lincoln's small, rural nature, carriers outside Lincoln provide rail (Rutland Amtrak) and air services (Burlington International Airport, Rutland Airport and Middlebury State Airport) that connect Lincoln's citizens to places outside of the region.

Goals:

1. Maintain Lincoln's road system to provide safe, cost effective travel options for its residents and visitors.
 - a. Base road improvements on protecting public safety, not increasing road capacity.
 - b. Refrain from paving Lincoln's dirt roads, except where paving will reduce maintenance costs and/or improve safety conditions.
 - c. Preserve Lincoln's road corridors by limiting accesses and driveways when possible and requiring landowners to share existing access points when feasible.
 - d. Continue to engage in capital planning for town buildings, infrastructure (roads, bridges and culverts) and equipment including establishing a capital fund to anticipate costs and spread them over a longer period of time.
2. Maintain and improve the roads in Lincoln according to the Vermont Road and Bridge Standards (2013).
 - a. Provide alternative transportation opportunities to Lincoln's citizens and visitors
 - b. Increase pedestrian and bicycle safety and accessibility in the area around Lincoln Village, the School, Town Forest and Lincoln Sports by applying for state and federal funds to build the infrastructure to implement the short and long-term recommendations in the Town of Lincoln 2011 Bicycle and Pedestrian Feasibility Report.
 - c. Enable less costly transportation alternatives to owning an automobile by supporting Addison County Transit Resources, Vermont Transportation Van Sharing Program and carpooling.
 - d. Establish additional parking for village commerce and carpooling where feasible.
 - e. Incorporate appropriate sidewalks and/or bikeways into road and right-of-way improvements.
 - f. Continue to participate with other Addison Region towns in the transportation planning program under the umbrella of the Addison County Regional Planning Commission.

3. Incorporate the principles of flood resiliency and protecting water quality into the design and construction of new transportation infrastructure and the improvement and maintenance of the existing transportation system.
 - a. Require new and replacement bridges and culverts to have openings which pass the bank full width without constriction, and be designed to cross the river without creating channel approaches at an angle to structures, to avoid undermining of fill materials and structural components.
 - b. Consider the historic channel migration pattern of the river when installing new or replacement crossing structures, and when constructing new roads, driveways, and buildings.
 - c. Implement mitigation activities in the flood resiliency section of this Plan to protect structures from erosion and flood losses.
 - d. Manage the application and storage of salt for road maintenance to maintain safety, but reduce the quantity of salt running off into Lincoln's rivers and streams.

Transportation - Road Names and Traffic Town of Lincoln



Map 8: Transportation – Road Names and Traffic



Emergency Management, All Hazards Mitigation and Flood Resilience

Lincoln has worked extensively to prepare its community for disasters.

Emergency Organizations and Infrastructure:

It has established and maintains the following infrastructure and organizations to help protect its citizens:

1. Selectboard. In addition to its responsibility for day to day government operations in Lincoln, the Selectboard is also responsible to ensure Lincoln has the ability to respond to emergency situations and is largely responsible for marshalling Lincoln's resources when large scale emergencies ensue. While the Lincoln Selectboard has delegated operational authority to the Emergency Management Director, it retains ultimate decision-making authority.
2. Emergency Management Director. Lincoln has also appointed an emergency director ("EMD"). The EMD's responsibilities include preparing and gathering contact information for Lincoln's response community, coordinating responses for the Selectboard, advising the Selectboard and documenting damage during and after an actual event.
3. Fire and EMS. The local volunteer fire department provides fire coverage with additional capacity expanded through a mutual aid agreement with other county fire departments. The fire department includes a First Response unit which obtains EMS transport support from Bristol Rescue Squad. The 2015 Annual Report notes that the Fire Department responded to 88 calls during the year, including 21 fire related calls, 5 mutual aid calls helping other departments and 63 Emergency

medical responses.

4. Road Foreman and crew. Lincoln maintains a full-time road foreman and crew to maintain the towns roads. During an emergency, they work to repair or close damaged roads or other infrastructure providing access in and out of Lincoln.
5. Law Enforcement. Law enforcement in the Town is provided by the Vermont State Police. Routine traffic enforcement is provided under contract to the town by the Addison County Sheriff. Lincoln also appoints a local constable to handle routine disturbances within Lincoln prior to the arrival of the State Police.
6. Emergency Operations Center. Facilities identified in the Local Emergency Operations Plan to serve as Lincoln's emergency operations center include the Fire Station and Town Office.
7. Shelters and other facilities. The Elementary School and Burnham Hall are designated as community shelters. Additional Essential Facilities include the Town Garage and Shed.

Emergency Planning Work

In addition to creating and supporting the first response organizations and supplying the facilities noted above, Lincoln has educated itself in disaster preparedness and response and created a number of operational and mitigation plans across sectors to keep its citizens safe. The State of Vermont Flood Ready Website and Emergency Relief and Assistance Fund (ERAF) are two ways to measure the planning activities a Town has undertaken to prepare for disasters. ERAF provides State funding to match Federal Public Assistance grants (which are funneled through and administered by the State of Vermont) following federally-declared disasters. Vermont's ERAF was recently modified to incentivize towns to perform disaster planning. The baseline contribution by the State to disaster relief funding for a town is now 7.5% toward the costs, over and above the 75% of costs FEMA will contribute. By taking specific steps to reduce flood damage, communities can increase their Vermont ERAF reimbursement rate up to 12.5% or 17.5% of the total cost. There are five flood mitigation steps identified for ERAF. Currently, Lincoln has adopted all and maintains the highest ERAF rating achieving a 17.5% reimbursement rate. The table below contains current information about the flood preparedness of Lincoln from an Expanded Community Report for Lincoln posted on the State of Vermont Flood Ready Vermont website.

Figure 12: Lincoln’s ERAF Reimbursement Status & Information

[Emergency Relief and Assistance Fund \(ERAF\) - State Post-Disaster Funding](#)

| Flood Hazard Mitigation Actions | Action Dates | Responsible | ERAF Status |
|-------------------------------------|----------------|-------------|---------------|
| 1. 2013 Road and Bridge Standards | 02/04/2014 | Lincoln | Yes |
| 2. Local Emergency Operations Plan | 03/10/2015 | Lincoln | Yes |
| 3. National Flood Insurance Program | 08/19/1986 | Lincoln | Yes |
| 4. Local Hazard Mitigation Plan | 10/16/2012 | Lincoln | Yes |
| 5. River Corridor Protection | 05/29/2007 | Lincoln | Yes |
| ERAF Rate for Actions - | Actions 1 - 5: | ERAF Rate | Lincoln 17.5% |

FOR MORE INFORMATION ON LINCOLN’S FLOOD READY STATUS, PLEASE CLICK ON THE LINK ABOVE, OR GO TO THE STATE OF VERMONT “FLOOD READY WEBSITE”.

The Table above demonstrates Lincoln’s efforts to plan for and mitigate against disaster. Lincoln has adopted all 5 of the required elements.

1. Road and Bridge Standards: The Town of Lincoln has also adopted road and bridge standards as recommended by VT AOT. These documents address road and bridge construction standards designed to mitigate local traffic issues and are particularly designed to mitigate potential damages due to flooding and flash flooding. The standards address culvert sizing, ditch treatments and driveway access to reduce erosion.
2. Local Emergency Operations Plan: This Plan lists contact information where town officials may be reached in the case of a disaster. It lists resources available and contains information designed to help local officials make good decisions under the stress of a disaster.
3. National Flood Plain Insurance: The Town of Lincoln is a member in good standing of the National Flood Insurance Program. In Lincoln, 4 flood insurance policies are in effect for residences and public buildings in the town and are insured for just over \$1,000,000. The Town has been a member in good standing of the NFIP for over 30 years. There are no identified “Repetitive Loss” properties located in Lincoln.

4. Local Hazard Mitigation Plan. In 2011 the Town of Lincoln adopted an All Hazards Mitigation Plan created in accordance with the FEMA model in use at that time. Following the devastation caused by several severe storms between 1998 and 2008, and to a lesser extent Tropical Storm Irene in 2011, the damaging power of flooding—and the threat it poses became readily apparent to all Lincoln residents. Accordingly, Lincoln chose to sustainably manage the flood threat the New Haven River and its tributaries pose to the town. The widely-used term to describe the understanding of socially and ecologically responsible, safe, cost-effective, and sustainable management of these threats is “flood resilience.” Lincoln therefore desires to use this plan to identify pragmatic, long-term approaches to reducing the risks and costs of all types of hazards within the community, with a special emphasis on floods and erosion, the historically most common and damaging type of disaster Lincoln faces.
5. River Corridor Overlay: Lincoln acted as the first town in Vermont to create a River Corridor Overlay District. The Overlay preserves all values of the river by restricting development within portions of the corridor and directing development away from other sensitive areas. More information on the River Corridor Planning is included in the Hazard assessments and actions described immediately below.

All Hazard Risk Assessment and Mitigation Activities

Interviews with Lincoln’s citizens and officials indicate that the following hazards, based on a combination of impact and probability, constitute the highest risks to the community:

1. Flooding,
2. High Winds,
3. HazMat Spill/Transportation Accident,
4. Wildfire, and
5. Winter Storm.

This Plan incorporates excerpts from Lincoln’s All Hazard Mitigation Plan to address the highest impact/probability events listed above. For a complete analysis of all hazards that could impact Lincoln please review the Lincoln All Hazards Plan 2011 available on the Town of Lincoln’s website.

1. Flooding- Floodplains, Flood Hazard Areas & Fluvial Erosion

Floodplains are land areas adjacent to water bodies that are subject to periodic flooding and are identified on maps prepared by the Federal Emergency Management Agency (FEMA). Floodplains perform a number of important functions, primarily relating to erosion and flood control and wildlife habitat. Floodplains can be measured by different intervals based on how much rain falls during a given storm event. A “100-year floodplain” is the flooding which results from a storm that has a 1% chance of occurring in any given year. A “500-year floodplain” is the

flooding which results from a storm that has a 0.2% chance of occurring in any given year. The 100-year floodplain is also referred to as the “Flood Hazard Area” or “FHA.” NFIP maps identify the land area covered by the floodwaters of the base flood as the “Special Flood Hazard Area (SFHA)”. The NFIP’s floodplain management regulations must be enforced in the SFHA, where the mandatory purchase of flood insurance also applies. Nearly all of the floodplain in Lincoln lies immediately adjacent to the New Haven River.

Within valleys and floodplains, the areas of active stream channel movement are fluvial erosion hazard zones. In Vermont, and in Lincoln, most flood damage is the result of fluvial erosion rather than inundation. Fluvial erosion occurs as rivers and streams modify their bank locations and can range from gradual bank erosion to catastrophic changes in river channel location and dimensions during a large flood event. As the bank erodes, sediment is transported downstream. In naturalized floodplains, fluvial erosion is moderated by woody vegetation and landforms that help detain water, debris, ice, and sediment. Natural floodplains reduce water pollution and recharge aquifers and provide downstream water resources, including larger streams, ponds, and lakes. The gradual release of floodwaters minimizes erosion, stream bank scouring, and downstream flooding. Development that encroaches on to stream banks or which alters stream channels, depriving them of access to their floodplains, can cause the river corridor to become more unstable, thereby exacerbating dangers to downstream occupants and structures. Flash flooding also poses a significant threat to many Vermont towns. Flash flooding occurs not only in areas prone to inundation, but also along upland slopes and streams that contribute runoff to the valley floors. Floods rarely follow precise boundaries on a map, and flooding often occurs outside the regulatory floodplain boundaries. Thus, FEMA maps may not adequately identify areas at risk of erosion. This is especially the case in Vermont, where it is estimated that up to two-thirds of flood damage occurs outside of FEMA’s mapped SFHAs. On average, flood-related damage, particularly damage from fluvial erosion, costs Vermont taxpayers millions of dollars annually. Our recent experiences and the best climate science predicts that hazardous flood and erosion events are increasing in frequency and severity, and suggest that this trend will continue into the foreseeable future.

Flood resilience measures a community’s ability to withstand adverse events. Flood resilience management enhances a community’s ability to anticipate, avoid, withstand, respond to and recover from the adverse effects of all flooding events. A central tenet of flood resilience management is to allow streams and rivers to regenerate a more natural floodplain with the unique landforms, rich soils and diverse plant and wildlife communities that combine to limit and dissipate flood energy and damage. Resilience management discourages new development in known flood hazard areas. By managing land uses to allow streams and rivers the space to move and return to a natural equilibrium, Vermont towns can reduce, and potentially avoid, the repeated cost of repairing our communities from flood damage.

Flood Resiliency Management yields multiple benefits -- financial, health and safety, environmental, ecological and aesthetic -- to the entire community at the lowest possible cost over time. Moreover, adopting practices that are consistent with federal and state policies and guidelines for flood resilience management supports and maintains Lincoln's eligibility for federal and state disaster relief funds, positions Lincoln to obtain funding from grant programs for community development, and makes Lincoln eligible for assistance toward costs of preparing for future flood-related disasters.

Lincoln's vulnerability to a Flooding incident is HIGH based on the likely (10% to 100% probability in the next year) occurrence of an incident with the potential for limited (10% to <25% of the community including homes and infrastructure) impact.

Planning Activities:

In order to further protect the community, the Town of Lincoln has an adopted and approved set of floodplain regulations which are administered by the Town Zoning Administrator. All town zoning applications are reviewed against a map that has the FIRM superimposed over the zoning districts. Required reports are submitted to FEMA on an annual basis indicating compliance with the NFIP. The FEMA Floodplain Overlay Area, which limits development within the FEMA Floodplain to promote the public health, safety and general welfare, prevent increases in flooding caused by the uncontrolled development of lands in the floodplain, and minimize losses due to floods. Lincoln supports its Floodplain Overlay Area with floodplain regulations contained within its Zoning Regulations and enforced by the Zoning Administrator, who also serves as the administrative officer for the purpose of maintaining records and enforcing the conditions of the Flood Hazard Area. The Flood Hazard Area for the Town of Lincoln is depicted upon the Map entitled, "River Corridor and Floodplain with Municipal Facilities" contained within this plan as Map 9 and depicted on page 76, within the FEMA maps depicted on the Land Use Planning Areas and Zoning Map contained within this plan as Map 1 on Page 15 and in the official Zoning Map incorporated in Lincoln's Zoning Regulations. Lincoln's current floodplain regulations satisfy both Vermont and the National Floodplain Insurance Program ("NFIP") Requirements and allow property owners to obtain flood insurance.

Lincoln has also adopted a Riverine Habitat and River Corridor Overlay Area. This overlay area protects water quality, aquatic and terrestrial habitat, and maintains riverine wetlands. The Area also promotes the health, safety and welfare of the citizens of Lincoln by allowing the river to move within its corridor; mitigates increases in downstream river erosion resulting from development; minimizes property loss and damage due

to river erosion; and limits land uses and development that may pose a danger to health and safety. Lincoln was the first town in the State to adopt a River Corridor Overlay Area when it did so in 2007. Prior to adoption the Planning Commission worked extensively with representatives of the Agency of Natural Resources to accurately map the river corridor of the New Haven River and its major tributaries. Upon agreeing upon a mapped area, Lincoln created Zoning Regulations to guide development in its River Corridor Overlay Area. Lincoln structured its regulations within the River Corridor Overlay District to highlight the important functions the river corridor serves and to direct development away from areas where it would have a significant impact upon those values. However, outside the first 25 feet of the top of the bank of all streams, it chose not to prohibit development.

SINCE LINCOLN ADOPTED ITS RIVER CORRIDOR OVERLAY DISTRICT, THE STATE OF VERMONT, AGENCY OF NATURAL RESOURCES HAS BROADENED THE SCOPE OF ITS DEFINITION OF HOW LARGE A RIVER CORRIDOR SHOULD BE, BY ADDING 50 FEET TO EITHER SIDE OF THE DESIGNATED CORRIDOR AND 50 FEET ON STREAMS WITH DRAINAGES OF LESS THAN TWO SQUARE MILES. IT HAS ALSO SIGNIFICANTLY STRENGTHENED THE AMOUNT OF REGULATORY CONTROL THAT THEY ASSERT AND DESIRE TOWNS TO ASSERT OVER DEVELOPMENT WITHIN THE RIVER CORRIDOR. The state of Vermont strongly recommends the adoption of new local ordinances based on flood resilience management principles rather than mere compliance with the NFIP standards. Accordingly, Vermont's ANR, Division of Environmental Conservation (DEC), Rivers Program has published templates and strong recommendations for updated local river corridor ordinances based on flood resilience and no adverse impact management policies.

The State has also created a new State River Corridor overlay area for the entire state. Since the current State River Corridor Overlay is based upon desktop data, vs the field data that Lincoln used to create its adopted river corridor, the two corridors differ substantially. Both Corridors are depicted on the map entitled, "River Corridors and Floodplain with Municipal Facilities" incorporated into this Plan as Map 9 on page 76. The State is currently incorporating field data into its own River Corridor Map and will amend that map to reflect the most accurate data available within the year. Lincoln will have two years from the date of that update to adopt a new river corridor map and regulations. Until that time, Lincoln's current river corridor and the associated regulations provide it with the highest rating the state awards under its Emergency Relief and Assistance fund. Lincoln should determine what it wants to adopt for a river corridor in the future after the State has completed its work.

Mitigation Activities:

The Town of Lincoln actively uses the plans and standards listed above to mitigate hazards in the community. Following the 1998 flooding, the Town of Lincoln performed extensive mitigation on Town infrastructure including relocating the Town Library, increasing the size of many culverts, stone lining ditches and floodproofing Burnham Hall. In addition to these active flood mitigation measures, the Town of Lincoln cooperated to set aside additional Town-owned property adjacent to the Ron Rood Memorial Preserve to serve as both flood attenuation and wildlife habitat.

The Town supports continued enrollment in and compliance with the NFIP. It supports Community Rating System (CRS) improvements where the benefits to residents outweigh the costs of additional administration and compliance. The town also supports structure buyouts in the floodplain where this solution is economically feasible and supported by the landowners.

Lincoln has also identified the following specific activities and projects to mitigate the effects of flooding and/or flash flooding in the Town of Lincoln:

- Support participation in National Floodplain Insurance Program (“NFIP”) training by the Zoning Administrator when offered by the State or NFIP.
Estimated cost: \$200-\$300
Source of Funds: Town General Fund Planning and Zoning budget
Responsibility: Town Zoning Administrator
Timeframe: Yearly ongoing
- Explore the buyout of property at junction of French Settlement Road and South Lincoln Road
Estimated cost: \$125,000- \$150,000
Source of Funds: Hazard Mitigation Grant Program (“HMGP”) funds
Responsibility: Town Selectboard
Timeframe: 0-5 years
- Explore long term solutions to flood mitigation in the village area.
Estimated cost: 10,000 - \$15,000
Source of Funds: Town general fund, Pre-Disaster Mitigation (“PDM”) Planning funds, State Environmental Restoration Program (“ERP”)
Responsibility: Town Selectboard
Timeframe: Ongoing efforts- 0-5 years

2. **High Winds** – High winds are included in damages associated with Hurricane, Tornado and Hail

Storms. Locally developing thunderstorms can also generate high winds. While Lincoln has managed to avoid many of the larger events, localized strong winds have resulted in occasional loss of roofs on lesser maintained structures. High wind hazard mitigation is usually a function of reducing damage caused by fallen trees or powerlines.

Planning and Mitigation Activities:

The Town of Lincoln supports removal of dead and hazardous trees in town rights-of-way to mitigate the hazards associated with their falling either on town highways or on power lines. The Town also supports the efforts of individual residents in making their properties more wind resistant but does not require specific construction standards.

Estimated cost: \$5,000 annual cost

Source of funds: Town highway budget.

Responsibility: Joint Town Highway Dept. and Selectboard

Timeframe: ongoing annual efforts

3. **Hazardous Materials/Highway Transportation Accidents** - There are no active business hazardous material reporting sites in Lincoln. The Vermont Department of Environmental Conservation's *Vermont Hazardous Sites List* shows three (3) properties in Lincoln. Site 992689 is the Lincoln Town Garage on 593 River Road, Site 20022985 is the Strickland Farm on 26 Mill Road and Site 20043220 is the South Lincoln Farm on 785 Grimes Road. All three are petroleum spill sites from former underground storage tanks.

Without any State or Federal highways within its jurisdiction, risk from materials being transported through town is also very limited. The most commonly transported hazardous material in town would be local delivery trucks bringing fuel and propane to heat residents' homes. Generally, these vehicles carry limited amounts of product and are well suited for navigating the rural roads of Lincoln.

Planning and Mitigation activities

The Town zoning bylaws specifically address storage of flammable liquids above ground and prohibits storage of these liquids in amounts exceeding 550 gallons unless approved through a

conditional use determination. In addition, Town zoning bylaws limit storage of hazardous materials in the mapped floodplain.

The Town has also identified the following high risk locations on its highway system and supports improvements in any future construction/reconstruction activities:

- Installation of guardrails on dangerous curves and drop-offs
Estimated Costs: \$5,000 annually
Source of funds: Better Back Roads, Town Highway Funds
Responsibility: Town Selectboard, Road Crew
Timeframe: Ongoing 0-5 years
- Culvert replacement and realignment of Hall Road
Estimated Costs: \$100,000
Source of Funds: Local Highway/bridge funds,
Responsibility: Town Selectboard, Highway Crew
Timeframe: 0-4 years
- Downingsville Road Improvements
Estimated Costs: \$100,000
Source of Funds: Local Highway/bridge funds,
Responsibility: Town Selectboard, Highway Crew
Timeframe: 0-4 years

Wildfire– Roughly 40% of the Town of Lincoln is owned by the US Forest Service and of the remaining private holdings, approximately 50% are forested. These circumstances generally put all structures in the town within an urban/wildfire interface. This increased risk for forest fire due to proximity is moderated by the so-called “Teflon Forest” conditions of the Northeastern US. While moisture levels generally tend to be higher than in the fire-plagued western forests, scattered periods of drought can increase fire danger levels to *Extreme* particularly during spring and fall seasons when dry leaves cover much of the forest floor. Within the past 50 years, forests have been closed to recreation state-wide 3 times due to extreme fire conditions. While these incidents have not resulted in large-scale damage in the Town of Lincoln, the conditions existed for widespread forest fires.

Planning and Mitigation Activities:

Consider amending Lincoln’s subdivision regulations to require fire ponds for major subdivisions.

Estimated Cost: Minimal

Source of Funds: Town General Fund

Responsibility: Planning Commission and Selectboard

Timeframe: Next re-write of the subdivision regulations

Lincoln appoints a town Fire Warden to enforce state and local laws regulating the setting of outdoor fires requiring outdoor burn permits prior to any outdoor burning.

Estimated cost: None

Source of funds: Town General Fund

Responsibility: Joint Selectboard and Fire Warden

Timeframe: ongoing efforts

The Town believes homeowner’s must act responsibly to mitigate their susceptibility to wildfire through “firewise” practices.

No local action necessary-cost \$0

4. **Winter Storm/Ice Storm** - Significant snow or ice storms occur regularly in Lincoln. The town keeps the roads open and treated for most storms. Due to the Town’s high preparedness level and ongoing mitigation actions it rarely has lost the ability to keep up with a winter storm.

Planning and Mitigation Activities:

The Town of Lincoln generally mitigates its winter storm risk through preparedness activities in the form of appropriately sized equipment and training. Mitigation activities by power companies have re-routed most powerlines from remote locations to along town highways since the 1998 ice storm. Power companies have also increased tree pruning to keep falling trees from damaging the lines.

The Town supports the cutting of brush and /or the installation of snow fence when and where it can mitigate drifting on town highways.

Estimated cost: \$2,000 annually

Source of funds: Town Highway Funds

Responsibility: Town Highway Dept.

Timeframe: ongoing efforts

The Town supports ongoing efforts by power companies to mitigate power outages due to ice storms by pruning and tree removal activities.

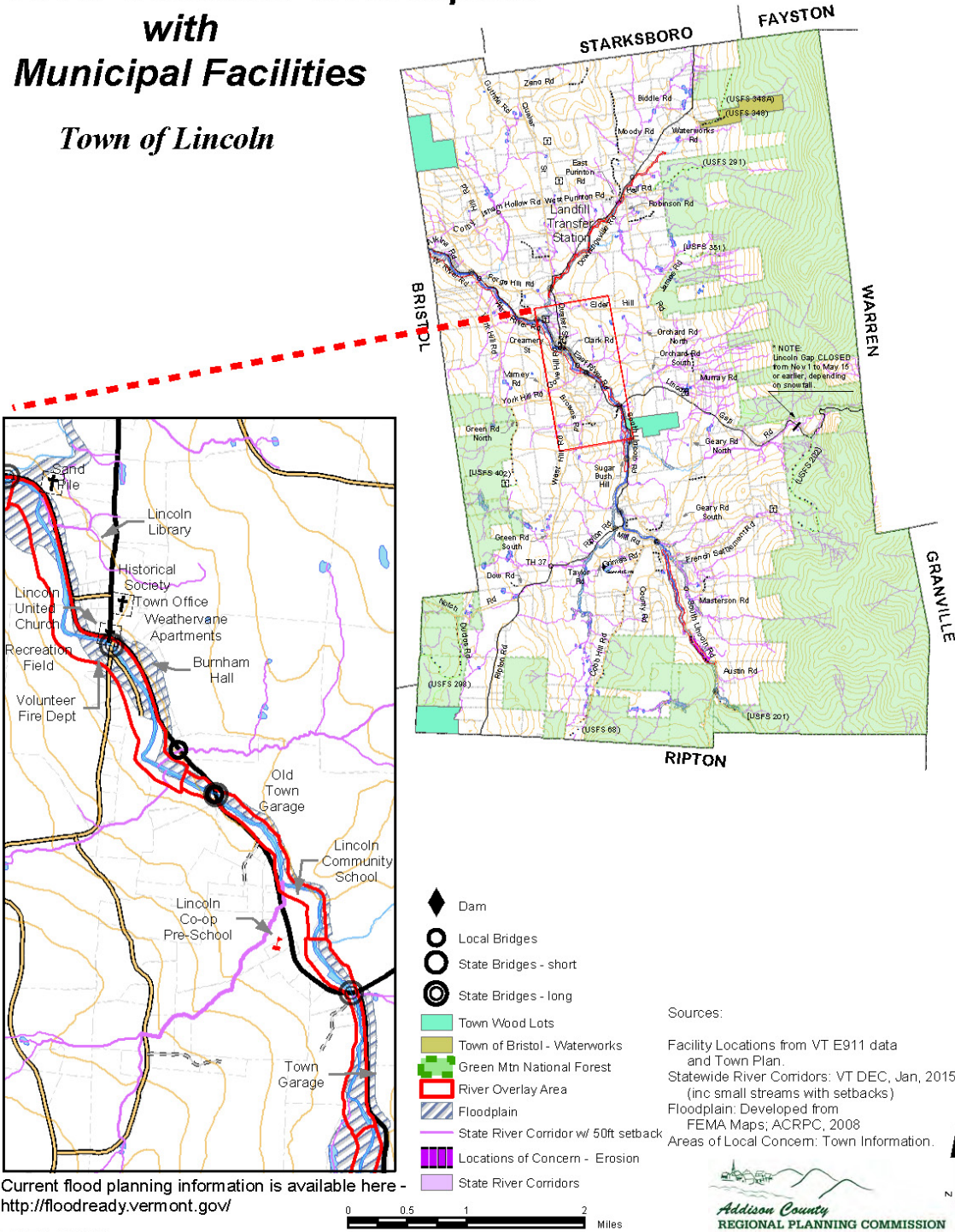
No local action necessary-cost \$0

Goal:

1. Become a disaster resilient community, including a flood resilient community as identified in 24 V.S.A. § 4302(c)
(14)
 - a. Work with ACRPC to keep Lincoln's Local Emergency Operations Plan and Roads and Bridge Standards up to date on an annual basis.
 - b. Work with ACRPC to update and Re-adopt its All Hazards Emergency Plan prior to the current plan's expiration in October of 2017 and work to mitigate against hazards identified within that Plan.
 - c. Evaluate the revised State River Corridor after it is revised within the year and determine whether it is in the Town of Lincoln's best interest to adopt the new corridor and/or new regulations to tighten control within that expanded corridor.
 - d. Repair and upgrade Lincoln's culverts and bridges to the Road and Bridge standards to improve their ability to withstand flooding.
 - e. Participate in the Addison County Local Emergency Planning Committee to train and update its citizens regarding events of interest to emergency managers.
 - f. Implement the mitigation activities highlighted in this section and contained within its All Hazard Mitigation Plan and noted above to reduce erosion and improve resiliency.

River Corridors & Floodplain with Municipal Facilities

Town of Lincoln



Map 9: River Corridors and Floodplains with Municipal Facilities

Relationship To Surrounding Towns & The Region

Lincoln borders the Towns of Starksboro, Bristol, Ripton and Granville in Addison County and the Towns of Fayston and Warren in Washington County. Virtually Lincoln's entire border with Ripton, Granville, Warren and Fayston is within the Green Mountain National Forest, thus the forested land use is compatible along the boundaries of those towns. The southernmost edge of Starksboro along Lincoln's northern border is a combination of two planning areas, the Rural Planning Area, encompassing the area around Quaker Street and Jerusalem Road, which allows for low-density rural residential uses, and the Upland Forest Area, which lies between the two roads and is reserved for forest and conservation uses. Thus, Lincoln's Outlying Planning Area, which is generally forested and contains a lot of land within the Green Mountain National Forest, but allows for low density rural residential use, compliments the uses Starksboro has proposed on its southern border. Lincoln's western border, abuts Bristol's eastern border, which lies within Bristol's Conservation Planning Area in the southern part of Bristol and within Bristol's Rural Agricultural Planning Area in the northern part of Bristol. Lincoln's border lies almost exclusively within Lincoln's Outlying Planning Area, but also contains a small portion of Transitional Planning Areas along West River Road.

Bristol's Rural Agricultural Planning Area allows the same densities and uses as Lincoln's Outlying Planning Area. Bristol's Conservation Area is more restrictive than Lincoln's Outlying Planning Area, but both allow for low density residential use. Also, since much of the land in this area on both sides of the border are within the Green Mountain National Forest, the allowed uses are very similar. West River Road leads to Bristol's densely developed core area along Routes 17/116. This major route is the most highly traveled transportation corridor in Lincoln, with an average of 2,100 vehicle trips daily. It links Bristol's downtown with West Lincoln village center, thus justifying the increased density in Lincoln.

In conclusion, Lincoln's planning areas align very well with the planning areas of its neighboring communities. Since the Addison County Regional Plan's Land Use areas stem from those of its member communities, Lincoln's Planning Areas also correspond with those adopted by the Region in its plan.

Plan Implementation

A town plan needs to be implemented to validate its worth. This section of the Lincoln Plan lists five specific actions that the town should take over the course of the next five years to implement the goals and objectives of this plan, and to move towards the creation of the community described in the vision statement above.

Action 1: Review and amend Lincoln’s Zoning and Subdivision Regulations to better ensure the preservation of Lincoln’s villages and working landscape and to encourage a healthy, local economy.

Completion Date: December 2019

Who: The Lincoln Planning Commission and Selectboard

How: The Planning Commission will review case studies and regulations from other Vermont Towns and prepare any amendments to the town’s subdivision and zoning regulations. The amendment process outlined in state statute must be followed for updated regulations to be adopted. Topic areas for revision include all those authorized by goals within this plan including:

Topic 1: Investigate density bonuses to increase housing development within Lincoln’s village and hamlets.

Topic 2: Allow large existing single family homes to be divided into multiple units to address housing availability and affordability.

Topic 3: Address interior lots served by rights of way.

Topic 4: Address Development above 1,800 of elevation.

Topic 5: Address new development on lots previously subdivided on representations not to build.

Topic 6: Address gravel pits

Topic 7: Address accessory apartments.

Topic 8: Address lots split by Zoning Districts

Topic 9: Address other concerns as raised by the Zoning Administrator

Why: Lincoln residents desire to maintain Lincoln’s rural character and support local businesses. Reviewing and amending regulations would provide the Planning Commission with the tools it needs to better guide

development and encourage innovative economic development that together sustains Lincoln’s unique, rural character.

Action 2: Investigate Securing a State Village Center Designation for Lincoln Village and a Neighborhood Designation for Adjacent Residential Areas.

Completion Date: December 2020

Who: The Lincoln Planning Commission, Selectboard and ACRPC

How: Map the area of the village, speak with residents and business owners within the area and discuss the benefits and drawbacks of the programs.

Why: Village designation provides tax credits for renovations of village businesses. The neighborhood designation of areas appropriate for housing adjacent to the village allows the community to support housing development in an appropriate area by removing permitting barriers and reducing costs.

Action 3: Work Cooperatively with the United States Forest Service to manage portions of the Green Mountain National Forest within Lincoln

Completion Date: December 2018

Who: Planning Commission

How: Organize a meeting with the USFS and representatives of the Town of Lincoln

Why: Persuade the USFS to invest in additional amenities within the portion of the Green Mountain National Forest within Lincoln, discuss Lincoln’s desires regarding GMNF land purchases, coordinate forest management and foster cooperation between Lincoln and the USFS.

Action 4: Create Management Plan for Lands and facilities owned by the Town of Lincoln

Manage and utilize the town-owned properties in a manner that is sustainable, protects the natural and cultural resources and benefits the Town and its residents.

- b. Develop Management Plans for all Town lands that are long-term and sustainable. The Management Plans should discuss all uses including:
 - i. Sustainable forestry uses;
 - ii. non-timber resources of forestland, such as its biological integrity, wildlife habitat, water quality, and its benefits to humans, such as education and wildness.

- iii. Recreational and educational use of the Town lands by residents and the Lincoln Community School.
- iv. Sale of certain parcels.
- v. Use of designated sites for solar development

Completion Date: December, 2018

Who: Planning Commission and Selectboard

How: Seek interested candidates via the town website and newsletter and a notice at Town Hall and create a workplan with the planning commission.

Why: Lincoln owns a number of properties as outlined in the Public Resources and Services Section of this plan. Many are underutilized and could be managed to support recreational, provide firewood, create a discretionary income stream or other Goals of the Town of Lincoln.

Action 5: Investigate funding to build a Bike path in the Village Area

Promote Development of and begin implementation of a Lincoln bike path connecting the village center, school and library. Work with ACRPC and VTRANS to secure grant funding, in addition to the approval for 20% matching funds from the town, to enable the design and construction of the pathway.

Target Completion Date: Summer 2022

Who: Lincoln Planning Commission, Lincoln Road Foreman, Selectboard and Recreation Committee.

How: Work with the Lincoln Road Foreman to understand local road repair/repaving/construction schedules, and initiate planning meetings with all those involved well in advance of project implementation.

Why: Increase pedestrian and bicycle safety and accessibility in the area around Lincoln Village, the School, Town Forest and Lincoln Sports by applying for state and federal funds to build the infrastructure to implement the short and long-term recommendations in the Town of Lincoln 2011 Bicycle and Pedestrian Feasibility Report.