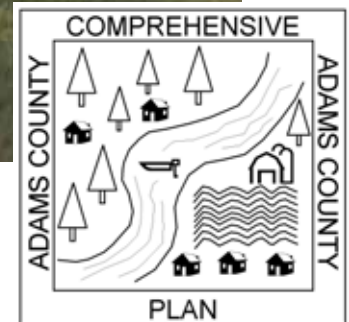


TOWN OF LINCOLN COMPREHENSIVE PLAN

ADOPTED 2007



Prepared by:

North Central Wisconsin Regional Planning Commission

TOWN OF LINCOLN

Town Board

Charles Church, Chair
Dmytro Nenja, Supervisor I
Larry Yunck, Supervisor II
Karen Church, Clerk

Comprehensive Land Use Planning Committee

Keith VanderVelde, Chair
Gary Barnes
Florence Johnson
Dmytro Nenja
Larry Yunck

Town Planning Commission

Raymond "Butch" Roberts, Chair
Florence Johnson
George Zindler
Denver Burton
Charles Church

Photo Credits: Comprehensive Land Use Planning Committee

Draft August 2004
Revised Draft February 2005
Revised Draft June 2005
Revised Draft October 2005
Revised Draft April 2006
Revised Draft September 2006
Revised Draft December 2006
Draft after Public Hearing April 2007
Adopted May 2007

This plan was funded by a grant from the
Wisconsin Department of Administration and Adams County.

RECEIVED

JUN 5 2007

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

TOWN OF LINCOLN

Ordinance to Adopt Comprehensive Plan

ORDINANCE No. 01-07

STATE OF WISCONSIN

Town of Lincoln

Adams County

SECTION I - TITLE/PURPOSE:

The title of this ordinance is the Town of Lincoln Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Lincoln to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wisconsin Statutes.

SECTION II - AUTHORITY

The town board of the Town of Lincoln has authority under its village powers under s. 60.22, Wisconsin Statutes, its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wisconsin Statutes, and under s. 66.1001 (4), Wisconsin Statutes, to adopt this ordinance. The comprehensive plan of the Town of Lincoln must be in compliance with s. 66.1001 (4) (c), Wisconsin Statutes, in order for the town board to adopt this ordinance.

SECTION III - ADOPTION OF ORDINANCE

The town board of the Town of Lincoln, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the town board present and voting, provides the authority for the Town of Lincoln to adopt its comprehensive plan under s. 66.1001 (4), Wisconsin Statutes, and provides the authority for the town board to order its publication.

SECTION IV - PUBLIC PARTICIPATION

The town board of the Town of Lincoln has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wisconsin Statutes.

SECTION V - TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Lincoln, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the town board the adoption of the Town of Lincoln Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wisconsin Statutes.

SECTION VI - PUBLIC HEARING

The Town of Lincoln, has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wisconsin Statutes.

SECTION VII - ADOPTION OF TOWN COMPREHENSIVE PLAN

The town board of the Town of Lincoln, by the enactment of this ordinance, formally adopts the document entitled Town of Lincoln Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wisconsin Statutes.

SECTION VIII - SEVERABILITY

If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

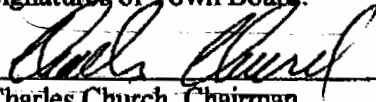
SECTION IX - EFFECTIVE DATE

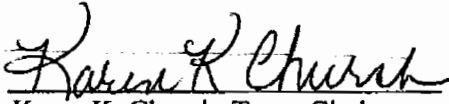
This ordinance is effective on publication or posting.

The town clerk shall properly post or publish this ordinance as required under s. 60.80, Wisconsin Statutes.

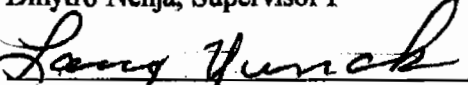
Adopted this 24th day of May, 2007.

Signatures of Town Board.


Charles Church, Chairman

Attest: 
Karen K. Church, Town Clerk

Dmytro Nenja, Supervisor I


Larry Yunk, Supervisor II

TOWN OF LINCOLN

Resolution by Plan Commission to recommend adoption of Comprehensive Plan

Resolution # 01-06

STATE OF WISCONSIN
Town of Lincoln
Adams County

The Plan Commission of the Town of Lincoln, Adams County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town plan commission present and voting resolves and recommends to the town board of the Town of Lincoln as follows:

Adoption of the Town Lincoln Comprehensive Plan.

The Town of Lincoln Plan Commission, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of Lincoln Comprehensive Plan are incorporated into and made a part of the Town of Lincoln Comprehensive Plan.

The vote of the town plan commission in regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Town of Lincoln Plan Commission.

The town clerk shall properly post or publish this resolution as required under s. 60.80, Wisconsin Statutes.

Adopted this 27 day of November, 2006.

Town of Lincoln Plan Commission

Butch Roberts
Butch Roberts, Chairman

Florence Johnson
Florence Johnson

Charles Church
Charles Church

Attest:

Karen K Church
Karen K. Church, Plan Commission Clerk

Denver Burton

George Zindler

TOWN OF LINCOLN
TABLE OF CONTENTS:

SECTIONS:

1	Issues & Opportunities.....	2
2	Natural, Agricultural & Cultural Resources.....	9
3	Housing.....	23
4	Transportation	25
5	Utilities & Community Facilities	28
6	Economic Development	31
7	Land Use.....	33
8	Intergovernmental Cooperation.....	41
9	Implementation.....	42

TABLES & DISPLAYS:

Table 1	Population.....	4
Display 1	2000 Age Cohorts.....	5
Display 2	2000 Race Makeup.....	5
Table 2	Educational Attainment, Persons Age 25 and Older, 2000.....	6
Table 3	Total Employed	7
Table 4	Median Household Income.....	7
Table 5	Per Capita Income	7
Table 6	Poverty Rate	8
Table 7	Existing Land Use, 2004.....	33

MAPS:

Map 1	Location Map	1
Map 2	Water Features	11
Map 3	Soils.....	12
Map 4	Soil Limitations for Septic Tank Absorption Fields.....	13
Map 5	Woodlands.....	15
Map 6	Prime Agricultural Soils	20
Map 7	Farmland Preservation Areas.....	21
Map 8	Transportation.....	27
Map 9	Utilities & Community Facilities	30
Map 10	Existing Land Use.....	34
Map 11	Future Land Use	35
Map 12	Existing Zoning.....	38

ATTACHMENTS:

- A. Adams County Plan Process
- B. Public Participation Plan
- C. Community Survey
- D. 2000 Census Summary
- E. Visioning Summary
- F. Population, Household, Employment, & Land Use Projections
- G. Addendum to Town of Lincoln Comprehensive Plan

Map 1 Location Map

1. ISSUES AND OPPORTUNITIES

Background

The Town of Lincoln is a traditional six-mile by six-mile town with 36 sections, located in the east-central part of Adams County, Wisconsin. The Town of Richfield to the north, the Town of Springfield in Marquette County to the east, the Town of Adams to the west, and the Town of New Chester to the south surround the town. It is one of the seventeen towns in the county. See the locational reference map.

Over the years the town has been dominated by forestry and agricultural uses. However, recently, more and more non-farming uses, mainly scattered residential development, have been locating in the town.

Additional information on many of the topics within this town's comprehensive plan is described in more detail within the respective element in the Adams County Comprehensive Plan.

See the Adams County Comprehensive Plan for more detailed information.

Goals, objectives, & policies are required parts to a comprehensive plan (§66.1001 WI Stats.). The Town of Lincoln created statements that may be considered as objectives and policies, but they decided that all statements were of equal importance and therefore only listed them as goals.

The Planning Process

The Town of Lincoln joined with all the local units and Adams County to apply for funding to complete a comprehensive plan. An application was prepared and submitted in 2002 and approved in 2003. The North Central Wisconsin Regional Planning Commission has coordinated this effort and is assisting with the development of these plans.

A Township Planning Committee was created in 2003 consisting of five members to oversee the development of the plan. The working group met to analyze and discuss information that was gathered and presented by the NCWRPC.

A three-phase process over a three-year period was developed for the completion of the Adams County Comprehensive Plan and all of the local unit plans (except for the Town of Rome, which completed a plan in 2002). Phase one was the inventory stage where data was collected, information was reviewed and maps were prepared. The second phase was the development of the 18 local unit plans, including this one. Finally, phase three was the creation of the County Comprehensive Plan, where the local unit plans were merged together to form a county level plan.

Draft local plans were provided to all local units in August 2004. North Central Wisconsin Regional Planning Commission staff met with each local unit over the fall and winter to

review the draft text and maps. Revised drafts were prepared and distributed to the Towns in February 2005. See Attachment A for more detailed information.

Public Participation

An important part of any planning process is public involvement. Public involvement provides the citizens of the town an opportunity to express their views, ideas, and opinions on issues that they would like addressed on the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. A series of three visioning sessions were held in the town during the fall of 2004, where over twenty residents participated. At these meetings citizens had a chance to express their opinions and aspirations for the town's future. See sample Public Participation Plan in Attachment B.

Community Survey

The Town of Lincoln's Comprehensive Land Use Planning Committee developed and sent out approximately 450 community surveys to households and property owners in the town to obtain public input and guidance on issues and concerns citizens felt needed to be addressed. Results of the Community Survey were tabulated and presented at an informational meeting. 175 surveys were returned for a response rate of 39 percent. A summary of the survey is included in Attachment C.

When asked what types of development should be encouraged in the Town of Lincoln family farms were rated highest, followed by single-family residential, hobby farms and small businesses. Asked more specifically what kind of housing should be encouraged single-family homes on large lots (over two acres) was the first choice followed by single-family homes on small lots. Next highest response was for individual mobile homes, then duplexes. No new non-farm housing received a more positive response than either multi-family apartments or mobile home parks. The average rating of the quality of housing within the town was 3.4565, with three being a neutral rating, so overall the rating is moderately positive. On the question of whether the Town should develop and implement a clustered housing concept the average rating was 2.6863, which indicates moderate disagreement.

By a fairly considerable margin, allowing housing in areas not suitable for agriculture is seen as the best approach for the Town in addressing development in agricultural areas. On the question of whether the Town should protect the rural economy by directing growth around existing developed areas the average rating was 3.2083, which speaks of mild agreement. In rating what the Town should identify and protect woodlands were rated highest, followed by lakes, rivers and streams, then wetlands and floodplains. Endangered species habitats were seen as next most important followed by bluffs, then parklands and historic and cultural sites, open prairie, and open fields were seen as least important.

On the question how the Town should address the permitting of non-metallic mining the highest level of agreement was with allowing them, followed closely by permitting them only next to existing operations. There was a slightly higher level of agreement with not permitting non-metallic mining than with permitting them only for a limited time. When

asked whether the Town should limit development in some areas to protect critical habitats the average rating was 4.2958, a strong endorsement.

In terms of rating the level of transportation services delivered by the Town, road maintenance was rated highest, followed by snow plowing and brush removal/mowing (a tie). When asked what should be encouraged as the Town plans for future development environmental preservation and farmland preservation scored highest by a considerable margin. Residential development was rated as next most important to encourage, then vacation homes, tourism facilities, industrial development, and retail development.

Relationship to County Plan

As mentioned earlier, this plan is part of a county-wide planning effort. The Adams County Comprehensive Plan contains much of the detailed background information that is briefly mentioned throughout this document. Although this plan refers to the County Plan, there is no change in the existing relationship between the Town of Lincoln and Adams County.

Town Demographics

A. Population

The Town’s population has declined slowly over the last ten years according to the U.S. Census. As displayed in Table 1, the Town experienced a 2 percent decrease between 1990 & 2000. Meanwhile the county grew at 27 percent over the same time period. All of the surrounding towns grew at greater rates, with the exception of Richfield, which declined by 9.4% percent. Between 1990 and 2000, the population of the Town of Lincoln decreased by 7 persons. The town is about 2 percent of the total population of the county.

Annually, the Wisconsin Department of Administration publishes population estimates for all minor civil divisions. These numbers vary slightly from the U.S. Census information. For the 2003 estimates, all of the towns, including the county were expected to grow.

Minor Civil Division	1990	2000	2003	1990 - 2000 % Change	1990 - 2000 Net Change
Lincoln	318	311	318	-2%	-7
Richfield	159	144	143	-9.4%	-15
Adams	1,170	1,267	1,282	8%	97
New Chester	1,675	2,141	2,072	28%	466
Adams County	15,682	19,920	20,452	27%	4,238

Source: U.S. Census, DOA 2003 estimate

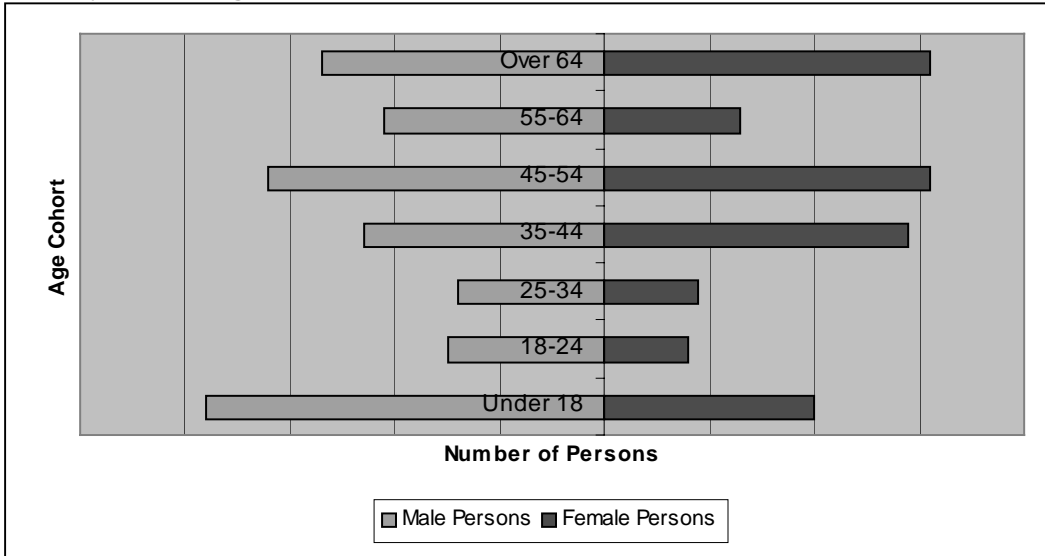
If the ten-year growth trend is maintained, the town can expect about a 2 percent decrease in population over the next ten years. Thus, 6 less residents would reside in the town. However, if the town grew at the same pace as the county it would expect about 84 additional residents. In the three years following the 2000 Census the town regained all the

population it lost during the previous decade, perhaps indicating a change in the population trend. See Attachment F for population projections.

B. Age

The number of people aged 65 and older that lived in the community increased from 54 in 1990, to 58 in 2000, an increase of 7 percent. Meanwhile the number of persons 5 and under decreased by 21 percent during that same period from 14 in 1990 to 11 in 2000. Both are an indication of an aging population in Lincoln. According to the U.S. Census, Lincoln's median age was 42 in 1990 that rose to 45 in 2000. This compares to the median age of 40 for Adams County, in 1990 and 44 in 2000. Although the county's median age increased 4 years over the decade, Lincoln's is still higher by one year. Most of the population in the town is concentrated in the ages of 45-54 and over 64, as shown in Display 1. There is a significant under-18 population but a small cohort in the 18 to 34 age group means the median age will continue to rise.

Display 1: 2000 Age Cohorts

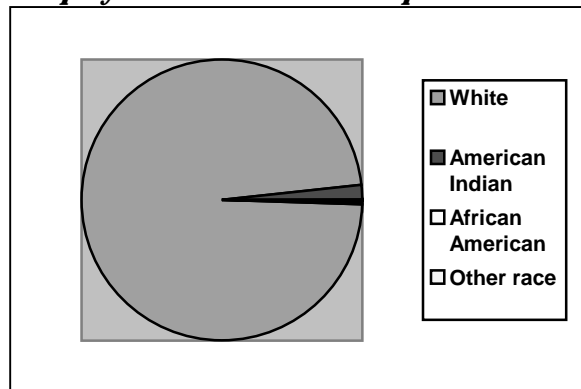


Source: U.S. Census

C. Race

In 1990, 313 of the Town's 318 residents were white, 3 American Indian, and 2 Asian. That has changed very little in the last decade. In 2000, 304 of 311 persons listed themselves as white, 1 as African American, 5 as American Indian, and 1 as some other race. Display 2 shows the percentage of race among the residents in Lincoln.

Display 2: 2000 Race Makeup



Source: U.S. Census

D. Educational Level

Educational levels in 1990 showed that 144 had completed high school and of those 144, 42 had some college, 7 had an associate degree, 5 had a bachelor degree and 3 had a graduate or professional degree. The 2000 Census showed that 139 had completed high school and of those 139, 34 had some college, 6 had an associate degree, 10 had a bachelor degree and 4 had a graduate or professional degree. Only those 25 years of age and older are reflected in these statistics. Table 2 provides a summary of educational attainment in Lincoln, Adams County, and the State.

Table 2: Educational Attainment, Persons Age 25 and Older, 2000

Educational Attainment Level	Town of Lincoln	Adams County	State of Wisconsin
Less than 9 th Grade	11.1%	7.0%	5.4%
9 th to 12 th Grade, no diploma	22.1%	16.4%	9.6%
High School Graduate	40.9%	41.9%	34.6%
Some College, no degree	16.3%	19.9%	20.6%
Associate Degree	2.9%	4.9%	7.5%
Bachelor's Degree	4.8%	6.5%	15.3%
Graduate or Professional	1.9%	3.4%	7.2%

Source: U.S. Census

The Town of Lincoln has a larger percentage of those whose highest educational attainment is less than a high school diploma than either the state or the county, and a larger share of persons with a diploma than the state. The town compared to the county and state has a lower percentage of persons with some college, an associate degree, a bachelor degree, and graduate or professional degree. This is not uncommon for a rural town.

E. Households

The number of households in the town has grown by 4.0 percent, from 58 in 1990 to 62 in 2000. Of the 58 total households, in 2000, 71 percent were family households, while the other 29 percent were non-family households. Almost sixty-five percent were married couple households. See Attachment F for household projections.

Thirty-eight percent of all households included someone 65 years old or older, while twenty-one percent included someone 18 or younger. The average household size was 2.32.

F. Employment

Between 1990 and 2000 the town's employed residents increased 12.1 percent, from 124 to 129. The two employment sectors with the most employed in 1990 were Agriculture & Forestry and Manufacturing. That changed drastically in 2000, with Educational, Health & Social Services and Retail Trade being the top two. Transportation & Warehousing is the third followed by Manufacturing and Agriculture & Forestry. Another benefit to the

employment sector in Lincoln is that the number of unemployed went down. In 1990, 14 people reported they were unemployed, or 5.6 percent of the labor force in 2000, 12 people reported they were unemployed, or 5 percent of civilian labor force. See Attachment F for employment projections.

Table 3: Total Employed

Minor Civil Division	1990	2000	1990-2000 % Change
Lincoln	110	119	8.2%
Richfield	66	74	12.1%
Adams	500	632	26.4%
New Chester	262	377	43.9%
Adams County	5,640	7,847	39.1%

Source: U.S. Census

G. Household Income

The 1999 median household income (MHI) in the town was \$29,107, less than Adams County and the State, which were \$33,408 and \$43,791 respectively.

Of the 57 households in the town, 48 reported incomes less than \$24,999 and 6 had incomes above \$100,000. The 2000 Census indicates that sixteen percent of individuals over 65 years are below the poverty line.

Table 4: Median Household Income

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Lincoln	\$21,000	\$29,107	\$1,439	5.2%
Richfield	\$27,917	\$34,792	-\$1,989	-5.4%
Adams	\$20,994	\$34,286	\$6,626	24.0%
New Chester	\$19,821	\$28,750	\$2,635	10.1%
Adams County	\$21,548	\$33,408	\$5,019	17.7%

Source: U.S. Census & NCWRPC. *Adjusted for inflation

Table 5: Per Capita Income

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Lincoln	\$12,744	\$15,484	-\$1,307	-7.8%
Richfield	\$9,676	\$23,334	\$10,586	83.0%
Adams	\$9,331	\$18,225	\$5,931	48.2%
New Chester	\$12,444	\$14,727	-\$1,668	-10.2%
Adams County	\$11,945	\$17,777	\$2,039	13.0%

Source: U.S. Census & NCWRPC. *Adjusted for inflation

Minor Civil Division	1989 Poverty Rate (%)	1999 Poverty Rate (%)
Town of Lincoln	23.3%	22.1%
Adams County	14.4%	10.4%
State of Wisconsin	10.7%	8.7%

Source: U.S. Census

H. Community Issues

There are a variety of influences in the town, from population growth, to residential development, to the future of farming. These issues are critical to the long-term success of the town. A four page summary from the U.S. Census is included as Attachment D.

The following sections of the document examine the many issues that impact the town.

The population of the Town of Lincoln has been going down since peaking in 1990. Meanwhile the population in some surrounding towns has been increasing rapidly. During the 1990s the Town of New Chester increased by 28 percent and the Town of Adams by eight percent. One of the most important questions to be answered about planning for the town's future is: will the development pressure in New Chester spread north into Lincoln.

Irrigation farming is very much a factor in what happens in the town. Farming is more prevalent in Lincoln township than are forests or wetlands, making it the exception among Adams County towns. Agriculture will continue to play an important role in Lincoln. The use of irrigation technology and the sandy soils common to the town make wind erosion a particular problem. In a 1987 study prepared by the Adams County Land Conservation Committee the Town of Lincoln is identified as one of four towns in need of special measures to mitigate the erosion threat.

Especially in the western two-thirds of the town in the bottomland of Glacial Lake Wisconsin, where sandy soils and high water tables conspire to make groundwater abundant, and thus supportive of irrigated agriculture, it can also be vulnerable to pollution. Additionally, in areas where agriculture and residential uses are mixed together, conflict can develop over issues of noise, odor, dust and the use of roads by farming equipment.

The Town of Lincoln has had its own zoning ordinance since 1965. Currently the Town utilizes five zoning districts: A-1 Agricultural District, A-2 Agricultural – General Agricultural District, R-1 Single-Family Dwelling District, R-R Residential – Recreational District, and C-S Highway Service District. These districts seem to have been sufficient to the Town's needs, but there are some ambiguities on the matter of minimum lot size.

2. NATURAL, AGRICULTURAL & CULTURAL RESOURCES

A. NATURAL

The town lies in the mid-latitude continental climatic zone, which is characterized by long, snowy winters and short, warm summers. Spring and fall are often short with rapid changes from summer to winter and winter to summer. Annual precipitation, throughout the area, averages about 32 inches. About one-half to two-thirds of the annual precipitation falls between May and September. Snowfalls range between 45 and 80 inches annually, with a continuous snow cover from November to early April.

In terms of the physical landscape, the protection of certain natural features is necessary for the environment and for future generations. Certain environmental features and assets have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these environmental features and assets clearly are in the public's best interest.

The environmental features and assets that were examined in this plan include soils, wetlands, floodplains, water and woodlands.

1) Water, Wetlands & Floodplains

Together the ponds, lakes, streams and wetlands total about 744 acres in the town or 3.2 percent of the total acres. The major water body is the Fordham Creek and its tributaries. These surface water resources replenish the groundwater as part of the hydrologic cycle. See the Water Features Map.

Under natural conditions, the aquifers generally receive clean water from rainfall percolating through the overlying soils. However, contamination of groundwater reserves can result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal located near the water table, leaks from sewer pipes, and seepage from some types of mining operations into the aquifer. Runoff from livestock yards and urban areas and improper application of agricultural pesticide or fertilizers can also add organic and chemical contaminants in locations where the water table is near the surface. Protection of these groundwater reserves is necessary to ensure adequate water to domestic, agricultural and commercial uses. If groundwater is not protected, contamination could result; thus, endangering the quality and supply of the water in the town.

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle, and local ecological systems. In a natural condition, they control floodwater by moderating peak flows, and some may act as groundwater recharge sites. All wetlands have valuable water purification capabilities and make significant contributions to surface and groundwater quality. They act as settling areas for inflowing streams as well as functioning in the reduction of water nutrients through uptake of these compounds into plant tissues. They also have a buffering affect on

water acidity or alkalinity and are helpful in the elimination of harmful bacteria, which may be found in surface or groundwater. They also serve as breeding and nesting grounds for waterfowl and many other animals that depend on aquatic habitats; they are an important recreational, education, and aesthetic resource. In many instances, wetlands serve as the combined roles of flood moderation, water purification and aquatic habitat, wetlands are important to the maintenance of downstream habitat as well. See the Water Features Map.

Wetlands generally occur in areas where water stands near, at, or above the soil surface during a significant portion of most years. Vegetation is generally aquatic in nature and may vary from water lilies and rushes in marsh areas to alder and tamarack in lowland forest. Swamps, bogs, marshes, potholes, wet meadows, and sloughs are all wetlands. The soils in these areas are usually saturated during the growing season within a few inches of the surface.

When drainage of wetlands occurs, or drainage patterns are altered, the water table is locally lowered and soils are exposed to oxidation at depths usually saturated. Nutrients held in the wetland soils can then be leached away. Heavy siltation can occur downstream as water previously held by the soils is swept away. Wildlife population and habitat in drained areas and downstream locations may be negatively affected, lowering the recreational and educational value. Eradication of wetlands can also occur in urban locations through the use of fill material. This can destroy the hydrologic function of the site and open the area to improper development. The Wisconsin Department of Natural Resources (WisDNR) has delineated the location of wetlands and has standards for managing wetlands. There are no lakes in the Town, but the Fordham Creek does run through the northwest corner of the town, where there are extensive wetlands. There are also significant scattered wetlands through much of the western sections of the town. Lawrence Creek, which flows east into the Fox River basin, originates in wetlands in the southeastern corner of the town.

Floodplains are a natural feature not conducive to development. Inappropriate location of roadways in floodplains can result in serious flood damage. Periodic roadbed saturation and embankment washing eventually lead to an increase in road maintenance costs. In addition to roads, floodwaters can create a number of problems by damaging foundations of homes, electrical equipment, heating units, etc. Basements constructed on permeable sands and silts of floodplains are especially susceptible to damage resulting from seepage through walls. Thus, it is advisable to restrict development in such areas. In the town, the areas that are designated as floodplains by the Federal Emergency Management Agency (FEMA) are mainly adjacent to the Fordham Creek. See the Water Features Map.

Map 2 Water Features

Map 3 Soils

Map 4 Soil Limitations for Septic Tank Absorption Fields

2) Soils

As with most areas in Central Wisconsin, the Town of Lincoln has a variety of soil types within the town. According to the 1984 USDA Soil Survey of Adams County, the soil patterns include scattered areas of Adrian Muck (Ad), which is in most of the areas classified as DNR Wetlands and along the Fordham Creek. Newson Loamy Sand (Ne), Aquents (An) and Houghton Muck (Hm) are also scattered in these same areas and normally border the Adrian Muck. Scattered between the creek and wetland areas are Plainfield Sand [(PfB) and (PfC)], Wyocena Loamy Sand (WyD), Coloma Sand (CoD) and Boone Sand [(BnC) and (BnD)], which cannot be used for cultivating crops or construction of houses. Some soils that potentially can be used as farmland include Billett Sandy Loam (BlA), Wyocena Loamy Sand [(WyB) and (WyC)], Okee Loamy Sand [(OkB), (OkC), and (OkD)], Plainfield Sand (PfA), Boone Sand (BnB), Brems Loamy Sand (BrA), Coloma Sand [(CoB) and (CoC)], Leola Loamy Sand (Le), Richford Loamy Sand [RfA), (RfB) and (RfC)], Sparta Loamy Sand (SpA) and Meehan Loamy Sand (MoA). Richford Loamy Sand [(RfA), (RfB) and (RfC)], Wyocena Loamy Sand [(WyB) and (WyC)], Okee Loamy Sand [(OkB) and (OkC)], Boone Sand (BnB), Billett Sandy Loam (BlA), Sparta Loamy Sand (SpA) and Coloma Sand [(CoB) and (CoC)] are also suitable for construction of houses and with special precaution, can also be suitable for private onsite waste water treatment systems. Boone Rock Outcrop Complex (BpF) is found on the Spring Bluff, Horseshoe Bluff, and Pilot Knob Bluff and is unsuitable for development and cultivated crops because of the steep slopes.

Soils are an important natural resource. Knowledge of the potential uses and/or limitations of soil types is necessary to evaluate crop production capabilities or when considering construction of buildings, installation of utilities, or other uses of land. Problems that limit development on certain soils include poor filtration, slow percolation, flooding or ponding, wetness, slope, and subsidence.

A "severe" limitation indicates that one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. Town of Lincoln has been identified as particularly susceptible to wind erosion, second only to Leola in the county, due to the concentration of large irrigated fields and sandy soils. For some soils rated severe, such costly measures may not be feasible. See the Soils with Limitations Map.

Map 5 Woodlands

3) Woodlands

Forest cover provides many vital functions, which are diverse in nature; forested lands provide for recreational opportunities, scenic beauty, economic commodity (timber products), and wildlife habitat as well as protection of sensitive environmental areas. Based on NCWRPC interpretation of air-photos from 1992/1998, of the 23,143 acres of land in Lincoln, 48.8 percent or 11,297 acres are forests. In regard to the latter, tree cover is essential, especially for erosion control and to reduce effluent and nutrient flows into surface water bodies and courses. See the Woodlands Map.

Some woodlands in the town are being maintained through the Managed Forest Law (MFL) program and the Forest Crop Law (FCL). This tax assessment program is available to landowners willing to manage their forest plot according to sound forestry practices as specified in a management plan. More information exists in the Natural, Agricultural, & Cultural Resources element of the Adams County Comprehensive Plan.

4) Gravel as a natural resource

The Township has a rich history of mining gravel to support various construction activities. Natural aggregates, which consist of crushed stone and sand and gravel, are among the most abundant natural resources and a major basic raw material used by construction, agriculture, and industries employing complex chemical and metallurgical processes. Despite the low value of the basic products, natural aggregates are a major contributor of and indicator of the economic well being of the Nation.

5) Wind created power

Wind turbines are well suited for agricultural settings because they operate most efficiently in open areas like cropland or pastures, yet take up very little land. Most wind generators are located in rural areas, where they are recognized as the latest cash crop. A wind turbine is an electrical generating plant that demands a certain level of commitment to maintenance, and since it is interconnected to the utility electrical distribution system, there will be contractual obligations as well.

Goals:

1. Protect natural areas, including wetlands, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protect economically productive areas, including farmland and forests.
3. Encourage more windbreaks for erosion control.
4. Consider tree planting and harvesting as a crop enterprise.



Water draining from rolling hills – Town of Lincoln

B. AGRICULTURAL

Analysis of air-photo data from 1992/1998 compiled by NCWRPC shows that about forty-seven percent of land in the town is in agricultural use, and an additional forty-nine percent was in woodlands. In 1995, according to the *Wisconsin Land Use Databook*, roughly fifty-four percent of the town was in agricultural use and slightly less than forty percent in woodlands. The difference between the two may be the result of differing methodology, or it may point to a loss of land in agricultural production.

According to the *Wisconsin Land Use Databook*, the town gained 9.1 percent of farmland acres between 1990 and 1997. There were 48 active farms in 1997; one of those farms was a dairy farm, which is down from five in 1989. About half of the town contains agricultural lands, some of which are prime farmland as shown on Map 6.

See Farmland Preservation Areas Map.

One issue related to agriculture is erosion management. In a 1987 study prepared by the Adams County Land Conservation Committee the Town of Lincoln is identified as one of four towns in need of special measures to mitigate the erosion threat. The use of irrigation technology and the sandy soils common to the town make wind erosion a particular problem. Some basic techniques for reducing erosion are: wind strip cropping, vegetative barriers, mulch-till, contour strips, and windbreaks.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic.

Goals:

1. Protect economically productive areas, including farmland and commercial forest.
2. Protect wildlife and natural settings.
3. Encourage tree planting and consider trees a renewable, economic resource.
4. Encourage environmentally sound agricultural practices to include the preservation of air and groundwater quality.
5. Support diversification of farming types and practices to maintain agriculture as a viable economic activity.
6. Existing agriculture uses and buildings should be taken into consideration when locating new development to avoid conflicts.
7. Preserve productive farmland for long-term agricultural uses.

8. Non-farm development, particularly residential pockets and subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm and non-farm conflicts due to noise, odors, pesticides, farm vehicle conflicts on roadways, late night operations, etc.
9. Encourage landowners to develop forest management plans.
10. Inconveniences, such as aerial spraying, irrigation, dust, noise, odors, and vehicle traffic, etc., that result from agricultural operations that are not a major threat to public health or safety should not be considered a nuisance.
11. Manage opening and closing of open pit mines.
12. Discourage on-property dumpsites for disposal of non-biodegradable waste.
13. Encourage proper procedures for livestock feedlot development.
14. Encourage upkeep and maintenance of driveways.



Hay bales in the field – Town of Lincoln

Map 6 Prime Agricultural Soils

Map 7 Farmland Preservation Areas

C. CULTURAL

There are several original farm homes and farm buildings in the town, but there has been no historical examination of these structures for inclusion on the State Historic Inventory.

Three Century Farmsteads exist within the town. A century farmstead has maintained family ownership for at least 100 years. The Wisconsin State Fair recognized the June & Roy Hesler farmstead in 1979, and the Harvey & Beverly Wagner farmstead in 1997. In August of 2006, the Wisconsin State Fair recognized the Gary & Matthew Barnes farmstead.

Lincoln century farmsteads

- June & Roy Hesler on 300 acres in T17N R7E Sec 28 & 29 was settled in 1863.
- Harvey & Beverly Wagner on 440 acres in T17N R7E Sec 29 was settled in 1887.
- Gary & Matthew Barnes on 200 acres in T17N R7E Sec 16 was settled in 1905.

Lands immediately adjacent to surface waters, but not man-made drainage ditches, may have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic.

Goals:

1. Preservation of cultural, historic and architectural sites.
2. Respect Century Farmsteads within town by allowing farming to continue.



Lincoln Center Farms barn – Town of Lincoln

3. HOUSING

Background

In 1980, there were 174 housing units in the town. One hundred two of these housing units were occupied, 10 were vacant for sale or rent, 49 were vacant for occasional use, and 13 were other vacant housing units. About 88 percent of all occupied housing units in the town were owner-occupied. The average household size was 2.83 people.

The 1990 Census indicates that there were 230 housing units in the town. All but 26 of these units had complete plumbing facilities, 20 lacked complete kitchen facilities and 10 did not have telephone service. Eighteen of these units were built between 1980 and 1989, and seventy-three units were built before 1939.

In 2000, there were 210 housing units in the town, a decrease of 8.7 percent since 1990. One hundred and twenty-nine of these were occupied, while only ten were vacant. Seventy-one units were identified as seasonal. Over 85 percent of all occupied housing units in the town are owner-occupied. The average household size was 2.32 people.

As a result of the projected population increase, the town needs to add at least an additional 13 housing units to accommodate population growth. As the persons per household drops the overall number of new units will increase. It is expected that there will be between 1 and 3 new housing starts per year for the next several years. This is based on the twenty-year population trend extended into the coming twenty-year planning period.

This may be too conservative, however. As noted earlier, according to population estimates from DOA by 2003 the town had recovered all the population lost in the previous decade. A look at the building permits issued by the Town indicates that actual construction is already running ahead of projections. Since 2000 the Town has issued an average of four building permits per year for new housing units. This probably includes seasonal units, so it would not necessarily reflect an increase in population, but it points to an actual growth in housing units faster than what is being projected.

The amount of land consumed by future residential development would vary depending on where the development takes place. In planning for the amount of land required to accommodate residential development prudence would argue for assuming greater growth.

A list of housing programs available in Lincoln are listed and described in Attachment G.

Goals:

1. Discourage residential development in prime farmland areas.
2. Allow adequate affordable housing for all individuals consistent with the rural character of the community.
3. Support county programs that provide for affordable housing.
4. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities.
5. Discourage on-property dumpsites for disposal of non-biodegradable waste.
6. Encourage safe driveway placement.

4. TRANSPORTATION

Background

The transportation system in the town includes county and local roads. There is no state highway in the town. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the town. There is no transit, rail, air or water transportation service within the town's jurisdiction.

The nearest transit system is in the City of Wisconsin Rapids. Union Pacific provides commercial rail service. Amtrak passenger rail service is available in Wisconsin Dells and Portage. The nearest commercial air service is at the Central Wisconsin Airport (CWA) in the City of Mosinee, and in Madison at Dane County Regional Airport (MSN). Both airports are about equally distant from the Town of Lincoln.

A list of transportation plans that affect Lincoln are listed and described in Attachment G.

Road Network

The road system in the Town of Lincoln plays a key role in development by providing both access to land and serving to move people and goods through the area. The interrelationships between land use and the road system makes it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows. See the Transportation Map.

The Town of Lincoln road network consists of roughly 14.22 miles of county highway and 48.60 miles of local roads. Of the 48.60 miles of town roads, none are unpaved. The town utilizes a WISLR computer program to maintain an inventory of its local roads and monitor conditions and improvements of its roads. This system enables the town to better budget and keeps track of roads that are in need of repair.

Traffic generated and attracted by any new land-use can increase the volume throughout the highway system and increase congestion on the roadway system keeping property from reaching its full potential value. Even without the creation of new access points, changes in land-uses can alter the capacity of the roadway because more, and possibly different, kinds of vehicles than before, enter, leave, and add to the traffic flow. Uncontrolled division of land tends to affect highways by intensifying the use of abutting lands, which impairs safety and impedes traffic movements. Large tractors and trucks carrying agricultural products can put extraordinary burdens on town roads.

In terms of traffic volumes, there is the Department of Transportation annual average daily traffic counts for five areas in the town. In 2001, County G between County M and Dakota Lane the AADT count was 400; County G by east bound County M the AADT count was 510; County M east of County G the AADT count was 310; County M between 4th Drive

and 4th Avenue the AADT count was 440 and County J between 4th Drive and 4th Avenue the AADT count was 240. These counts need to be monitored as a way to gauge the increase of traffic in the town.

Wisconsin was one of the first states to recognize this relationship between highway operations and the use of abutting lands. Under Chapter 233, the Department of Transportation (WisDOT) was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting highways. Regulations enacted by the WisDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land. This rule has recently been suspended.

As development continues and land use changes, the cost of maintaining the road system must be increased. More traffic requires more maintenance and expansion of the local road system.

Goals:

1. Utilize PASER software to inventory and rate the local roads.
2. Widen and Improve existing township roads before constructing new roads.
3. Limit private road transfer to township until existing infrastructure is brought up to township zoning ordinances and specifications.
4. Develop and routinely update a road standard for new roads
5. Establish a maximum number of miles of paved roads that can be maintained based on existing tax base and projected growth of the town.
6. Provide timely road maintenance (i.e. Snow removal, fallen tree removal, brush clearing of road ditches, and filling potholes).
7. Encourage county public transportation
8. Discourage unsafe practices on roadways (i.e. irrigation water, and farm & industrial waste on the roadway).

Map 8 Transportation

5. UTILITIES & COMMUNITY FACILITIES

Background

As a small rural town relatively few utilities exist. There are no sanitary sewers, storm water systems, municipal water supplies, municipal wastewater facilities, parks, power plants, or health care facilities. The town does not provide for curbside refuse collection; however, that service is made available with three private firms who offer curbside refuse and recycling collection for a fee.

The Town of Lincoln contracts with the Town of New Chester for volunteer fire and first responders; and the town receives ambulance service from Moundview Hospital.

The Enbridge oil pipeline passes diagonally across the town. There is a pumping station located near County Road M, just west of the intersection with 5th Avenue.

A high voltage transmission line passes from the west central part of the town to the northeast part of the town.

Adams and Grand Marsh Elementary Schools serve all of the children in the area, and are part of the Adams-Friendship School District.

Community facilities include a Town Hall and transfer site. The building is owned and maintained by the town. The Town Hall functions as a multi-purpose building.

See the Adams County Comprehensive Plan, Utilities & Community Facilities element for more detailed information on this topic. See the Utilities & Community Facilities Map.



Town Hall – Town of Lincoln

Goals:

1. Allow adequate infrastructure to be developed for public services and allow a supply of land that can be developed to meet existing and future market demand for residential, commercial and industrial uses.
2. Continue to provide ambulance, volunteer fire and first responder services to residents.
3. Encourage recycling by residents.
4. Preserve the quality and functional physical development of Township's community religious, social and functional infrastructures, houses of worship, and day care centers.
5. Preserve the quality and functional physical development of Township's community political and civic infrastructures, including Township's municipal building and adjacent community centers.
6. Encourage adequate, reliable and relatively inexpensive long-term energy resources to meet current and future economic and community needs.
7. Allow adequate and accessible elderly community services, including nursing homes, protective living facilities and senior centers.

Map 9 Utilities & Community Facilities

6. ECONOMIC DEVELOPMENT

Background

As discussed in previous sections, the town has been an agriculturally based community for generations. Farming is still the dominant economic sector occurring in the town. Nearly 54 percent of the total land is used for agriculture. According to the *Wisconsin Town Land Use Databook*, there were 48 active farms in the town in 1997, one of which was a dairy farm.

Scattered throughout the town there are about a dozen small businesses, other than farms, that employ a few people. Most of the town's residents commute to employment areas outside of the town. There are several industrial parks or large employment centers in the Cities of Wisconsin Rapids, Wisconsin Dells, and Adams, as well as the Village of Friendship, and the Town of Rome that provide employment opportunities.

There are no major redevelopment areas in the town.

A list of economic development programs available in Lincoln are listed and described in Attachment G.



Center-pivot irrigation on a working farm – Town of Lincoln

Goals:

1. Build community identity by revitalizing community character and enforcing building standards.
2. Promote the stabilization of the current economic base.
3. Ensure that agricultural and industrial development not negatively impact environmental resources or adjoining property values.
4. Discourage commercial and industrial development in prime farmland areas.
5. Establish appropriate minimum/maximum parcel sizes for development.
6. Encourage a better educated more responsible, highly tolerant and culturally diverse population and workforce with a sufficient number of honest, visionary and hardworking local managers, investors and entrepreneurs capable of creating, maintaining and expanding the towns community economic base, including often the agriculture, tourism and forestry segments of the community, along with honest and hardworking employees providing quality products and services for a livable working wage.
7. Support unique and attractive community events, resource and services for the local and tourist population.
8. Encourage sustainable, retainable and attractable local economic development opportunities that create multiple, diverse, physically safe and healthy local workplaces, along with creation of varied and sufficient entrepreneur and investment opportunities.
9. Cultivate a sufficient local entrepreneur and investment opportunities to allow adequate, relatively inexpensive and reliable financial capital resources to remain in the community and for foreign capital to enter the local community.
10. Encourage and support an ample wage and salary employment and sufficient business opportunities to allow for some of the youth population to stay or return to the Township.

7. LAND USE

Background

The Town of Lincoln covers an area of about 23,143 acres in Adams County. The area is characterized by thin till and pitted outwash. The typical terrain is rolling and covered with hardwoods or open for agricultural use with a general north to south drainage pattern. The natural resource base of the area is dominated by timber. Agricultural uses of the land are vitally important, ranging from dairy farming to such crops as sweet corn and beans that thrive in irrigated fields.

See the Adams County Comprehensive Plan, Land Use element for more detailed information on this topic.

Existing Land Use 2004

Knowledge of the existing land use patterns within a town is necessary to develop a desired “future” land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 1992/1998, with updates by the locals in 2004. Woodlands dominate about 48 percent of the area, followed by Agriculture with about 46 percent and Residential with about 2.5 percent.

In general, agricultural, forest lands and residential uses are scattered in a “mixed” pattern. Residential development is distributed along the road network.

Future Land Use 2005-2025

The Future Land Use Plan Map represents the long-term land use recommendations for all lands in the town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the town. See Attachment F for land use projections.

The Plan groups land uses that are compatible. To create the Plan, nine basic future land use categories were created. The preferred land use map and classifications are intended to be used as a guide when reviewing lot splits, re-zoning requests, and revisions to the town zoning map as necessary.

Land Use Type	Acres	Percent
Agriculture	10,622	45.9%
Commercial	2	0.0%
Governmental	6	0.0%
Industrial	98	0.4%
Open Grassland	2	0.0%
Outdoor Recreation	0	0.0%
Residential	580	2.5%
Transportation	627	2.7%
Water	39	0.2%
Woodlands	11,167	48.3%
Total Acres	23,143	100.0%

Source: NCWRPC GIS

Map 10 Existing Land Use

Map 11 Future Land Use

A general description of each classification follows:

1. Residential

Identifies areas recommended for residential development.

2. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside.

3. Commercial

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the Town.

4. Industrial

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the Town.

5. Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the Town, including recreational facilities.

6. Agricultural Areas

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock.

7. Forestry Areas

Identifies areas of large woodlands within the Town.

8. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports and rail facilities.

9. Preservation & Open Space

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes of 12

percent or greater, and open water. This could include endangered species habitat or other significant features or areas identified by the Town.

Using these categories the Land Use Planning Committee participated in a mapping exercise to identify the desired land use. Committee members were asked to indicate their thoughts on a map by drawing shapes or circles to place these different land uses on a map. Specifically, they used their broad knowledge of the town, the series of maps that were prepared as part of the planning process and their interpretation of the current trends. The goal was to produce a generalized land use plan map to guide the town's growth in the next decade. The Year 2025 Land Use Plan Map represents the desired arrangement of preferred land uses for the future.

Future Land Use Plan Map Overview

The future land use plan map has identified approximately 10,470 acres of land for agriculture, 7,895 acres of land for forestry, 2,256 acres of land for preservation & open space, 1,849 acres for rural residential development, 1 acre of land for government/public/institutional development, no acres of land for industrial development, and 8 acres of land for commercial uses.

Agriculture is the dominant land use in the Town of Lincoln, and is expected to remain so into the future. A broad swath of agricultural land runs through the center of the town from northeast to southwest. There are two tracts of conservation land, a large one at the northwest corner of the town associated with Fordham Creek, and a smaller one at the southeast corner associated with Lawrence Creek. Much of the rural residential development is stretched along the eastern edge of the town along 1st Avenue, 1st Drive, Dixie Avenue, and County Road M, on land with a glacial moraine landscape. Other clusters of rural residential are delineated near the intersection of Duck Creek Avenue and County Road G, and along 4th Avenue south of Dyke Avenue. There is a developed residential area west of the intersection of 6th Avenue and Dover Avenue.

The goal of this land use plan is to balance individual private property rights with the town's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends

Zoning

County Shoreline Jurisdiction:

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. This ordinance supersedes any town ordinance, unless the town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain whichever distance is greater.

Map 12 Existing Zoning

Town Zoning

The Town currently has its own Zoning Ordinance. Zoning is the major implementation tool to achieve the proposed land uses. Other implementation tools include such things as purchase of land or easements, subdivision ordinance, mobile/manufactured home restrictions, nuisance regulations, design review for commercial and industrial developments, infrastructure improvements (sewer and water, utilities), road construction and maintenance, and public services, among others.

A zoning ordinance should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts.

There are zoning issues that emerged from meeting with the Town. First there is, as noted earlier, some confusion implicit in the language of the Zoning Ordinance. In the A-2 General Agricultural District in Section 3: Intensity of Use Regulations a fifteen-acre minimum lot size is established for agricultural and non-agricultural uses, except “Where land uses require no water or sewer facilities.” In the R-1 Single Family Dwelling District the Intensity of Use Regulations offer four separate categories, three of which involve public sewer and/or water service. Under the forth provision lots “not served by either a public sanitary sewer or water system” are required to have a fifteen acre minimum lot size and be at least 160 feet wide. Since there is no public sewer or water system, and it is very unlikely that there will be anytime in the foreseeable future, it would clarify the Ordinance to remove the provisions having to do with public systems. It might simplify the Ordinance to make a single fifteen-acre minimum lot size apply in all cases in both districts.

While preparing the Future Land Use Map and using the Forestry land use classification a discussion ensued among the Committee that no such zoning district existed. It is important to remember that land use is not zoning, and that land use classifications, such as those employed in making a Future Land Use Map do not necessarily need to translate directly into zoning districts. A Forestry District might require a large minimum lot size, restrict certain land uses, and limit residential development to one dwelling per lot. Currently large tracts of land that are envisioned as forestry are zoned General Agricultural. If the Town decides that a Forestry District is needed to more accurately reflect the future land use care must be taken not to create a large number of non-conforming parcels in the process.

Land Use Vision

Lincoln Township has a unique combination of agriculture, residential and natural resources. The Township will strive to preserve, protect, and restore these assets through thoughtful management and enforcement. The Township recognizes that population and commercial growth will continue to occur. All growth must be managed, blending this growth into existing agribusinesses, natural resources and residential settings with the intention of improving quality of life. The Township should provide quality services and support at a reasonable cost.

Goals:

1. Promote of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, agricultural, commercial and industrial structures.
2. Encourage of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
3. Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, agricultural, commercial and industrial uses.
4. Balance individual property rights with community interests and goals.
5. Plan and develop land uses that create or preserve the rural community.
6. Preserve the quality and functional physical development of the Township's community housing, telecommunication, transportation and utility infrastructures.
7. Strive to maintain a clean, safe, healthy and culturally livable community and natural environment for all segments of the community regardless of economic development opportunities and social status, sex, race, age, religion or physical condition.
8. Promote a quiet and peaceful community with open space and scenic landscape.
9. Cultivate an environment that minimizes human conflicts and limits human congestion.
10. Ensure that the new development will not negatively impact environmental resources or adjoining property values.

8. INTERGOVERNMENTAL COOPERATION

Background

Governmental relationships can best be described as “vertical” relationships, such as between federal, state and local units (county/city/town) are relatively well established in law. Unfortunately, there is little public policy in Wisconsin law that requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners.

See the Adams County Comprehensive Plan, Intergovernmental Cooperation element for more detailed information on this topic.

Wisconsin Statute s.66.30, entitled "Intergovernmental Cooperation", does enable local governments to jointly do together whatever one can do alone. Typically, intergovernmental cooperation and coordination refers to the management and delivery of public services and facilities. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible. Often the area is a central city and its surrounding area, or several similar towns. It is a collection of local communities in which the citizens are interdependent in terms of their employment, residence, health, and medical care, education, recreation and culture, shopping and other experiences.

A variety of other factors, some long-standing and some of fairly recent origin, are combining to force citizens and local governments in both urban and rural area to confer, cooperate, and in some cases, to join together in a search for better ways to deliver public services in their respective areas. These factors include:

- population settlement patterns;
- local government structure, finance, and politics;
- high population mobility;
- economic and environmental interdependence; and
- high cost, capital-intensive functions.

Adjoining Units of Government

The Towns of Richfield, Preston, Adams, Easton and New Chester are in the same stage of completing their own comprehensive plans. Marquette County plans are nearly complete and Waushara County is just beginning the process.

Goals:

1. Encourage coordination & cooperation among nearby units of governments.
2. Elect and appoint adequately trained, responsible, hardworking and honest political, civic and other public service leaders, officers and employees, including Town officers and employees.

9. IMPLEMENTATION

Background

Implementation of this plan depends on the willingness of local officials, both town and county, to use it as a guide when making decisions that affect growth and development in the Town. It is also important that local citizens and developers become aware of the plan.

The tools and techniques recommended to implement the comprehensive plan are as follows:

- The Town Board should adopt the plan and use it as a guide in decisions that affect development in the Town. The Town's Planning Advisory Committee should become very knowledgeable of the plan and use it when making recommendations to the Town Board on development issues.
- The Township should develop and adopt a town road ordinance concerning minimum acceptable road construction standards as well as a public roadway buffer strip.
- The Township should encourage citizen awareness of the Town's comprehensive plan by making copies available and conducting public informational meetings.
- The township board should review and update, as necessary, this plan every three years through the use of a Township Land Use Advisory Committee.
- The Township of Lincoln Board should review it's existing ordinances, and update them as necessary, to incorporate the goals of the Lincoln Land Use Advisory Committee Plan whenever possible.

Additional tools and approaches can be utilized by the Town to achieve the goals of the plan. These include but are certainly not limited to the following: fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, land division, building permits, erosion control, septic pumping, mobile homes, etc.

An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updating of the plan is necessary for continued refinement and course correction in the planning program to insure that it reflects the desires of the Town's citizens.

ATTACHMENT A
ADAMS COUNTY PLAN PROCESS

ATTACHMENT B
PUBLIC PARTICIPATION PLAN

ATTACHMENT C
COMMUNITY SURVEY

ATTACHMENT D
2000 CENSUS SUMMARY

ATTACHMENT E
VISIONING SUMMARY

ATTACHMENT F

POPULATION, HOUSEHOLD, EMPLOYMENT, & LAND USE PROJECTIONS

ATTACHMENT G

ADDENDUM TO TOWN OF LINCOLN COMPREHENSIVE PLAN