

TOWN OF LINCOLN COMPREHENSIVE PLAN



Prepared by
**North Central Wisconsin
Regional Planning Commission**

TOWN OF LINCOLN

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This plan was prepared as part of the Forest County Comprehensive Plan process under the direction of the Town of Lincoln Plan Commission by the North Central Wisconsin Regional Planning Commission. For more information contact:

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Attachments

- A. Public Participation Plan
- B. Plan Adoption Documentation

Insert Map 1 Locational Reference

CHAPTER 1: ISSUES AND OPPORTUNITIES

Introduction

The Town of Lincoln might best be characterized as Northwoods rural. It consists of mostly large tracts of private, county and industrial forest and highly desirable recreational lakes whose shoreline properties alone provide the majority of the total property valuation in the town. A few scattered farmsteads remain, but agriculture, which peaked in the 1930's-40's has become a minor feature on the landscape.

Town residents, both permanent and seasonal, consider Crandon to be their local hometown. The Crandon School District, Crandon Post Office, Crandon Public Library, Crandon Area Rescue Squad, and Crandon Volunteer Fire Department serve all areas of the Town of Lincoln. Businesses in Crandon serve Town of Lincoln residents and are in turn dependent on town customers. Given the close proximity of services in Crandon and the lack of urban services and utilities and lack of busy highway frontage in the town, little commercial or industrial development has occurred or seems likely to occur within the boundaries of the Town of Lincoln in the foreseeable future.

Location

The Town of Lincoln is a double township stacked atop each other, less the area taken up by the City of Crandon and two sections from the northeast and southwest corners. The Town lies in the southwest corner of Forest County, Wisconsin and surrounds the City of Crandon on three sides. The Town of Lincoln is bordered by the towns of Argonne, Crandon, Nashville, and Laona, all in Forest County. It is one of fourteen towns in the County. See the locational reference map on page 1.

The Planning Process

The Town of Lincoln participated in the Forest County Comprehensive Plan development program with the North Central Wisconsin Regional Planning Commission to develop plan documents and facilitate the process in preparing a comprehensive plan for the Town.

The Town Plan Commission oversaw the development of the Plan and met to analyze and discuss information that was gathered and presented by the NCWRPC. The planning process was open to the public and the Town's adopted Public Participation Program and documentation of comprehensive plan adoption are in the Attachments.

Purpose of the Plan

The purpose of this Plan is to comply with the State of Wisconsin Comprehensive Planning Law, Wisconsin Statute 66.1001. This Plan addresses the elements and factors as spelled out in the "definition" of a

comprehensive plan under the Statute. This Plan is intended to be a guide for the future development of the Town; not only as a Town Comprehensive Plan for the Town of Lincoln itself, but also as element of the Forest County Comprehensive Plan.

A. BACKGROUND INFORMATION

This chapter, the first of nine chapters of the Town of Lincoln Comprehensive Plan, explores potential issues that may have an effect on the development of the Town over the 20-year planning period of the plan. As required by the state's comprehensive planning law [§66.1001(2)(a) Wis. Stats.], this chapter contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center and the U.S. Census Bureau.

In addition to this review of basic town statistics, a variety of tools are utilized to identify issues, including a review of past plans, brainstorming by the Town Plan Commission, a public hearing, and observations of the NCWRPC professional planning staff.

Plans are required to be updated every 10 years, roughly corresponding to the decennial census and fresh community data. This is the minimum amount of time between extensive review and update of issues and related objectives, policies, and goals.

1. POPULATION TRENDS AND FORECASTS

In 2000, 1,005 people lived in Lincoln. Between the 1990 and the 2000 Censuses, the Town of Lincoln's population increased by 59.5%, see TABLE 1. Both the County and the State grew slower than Lincoln, with growth rates of 14.2 and 9.6 percents respectively. Lincoln added 396 people from 1990 to 2005. According to the 2007 population estimate of 1,036 people living in Lincoln, another 31 people were added since the 2000 Census.

TABLE 1 displays the total population for the Town of Lincoln, the neighboring towns, the County, and the State. Although Lincoln has grown faster than the County and the State, towns surrounding Lincoln have grown at very different rates. The Town of Nashville grew the second fastest from 1990 to 2005 at an overall change of 36.9 percent. The slowest rate of growth was recorded in the Town of Laona, which decreased by 1.2 percent.

Table 1: Population Trends

	1990	2000	Estimate 2005	% Change 1990-00	% Change 2000-05	% Change 1990-05
Town of Lincoln	630	1,005	1,026	59.5%	2.1%	62.9%
Town of Laona	1,387	1,367	1,371	-1.4%	0.3%	-1.2%
Town of Nashville	871	1,157	1,192	32.8%	3.0%	36.9%
Town of Crandon	529	614	629	16.1%	2.4%	18.9%
Town of Argonne	497	532	564	7.0%	6.0%	13.5%
City of Crandon	1,958	1,961	1,973	0.2%	0.6%	0.8%
Forest County	8,776	10,024	10,213	14.2%	1.9%	16.4%
Wisconsin	4,891,769	5,363,675	5,580,757	9.6%	4.0%	14.1%

Source: US Census and WDOA Demographic Services Center

Population projections in TABLE 2 show the Town of Lincoln growing by 32.7 percent over the next 20-year period between 2005-2025. The Town of Crandon and the state are both projected to have 12.4 percent total growth over the next 20 years. Nashville is projected to have 21.6 percent growth; but Laona and Argonne are both projected to decline by 10.9 and 4.1 percents respectively from 2005-2025. Forest County is projected to have a 2.6 percent growth rate between 2005-2025.

Seasonal population trends are dealt with in the Housing and Land Use Chapters, later in this Plan.

Table 2: Population Estimate 2005 and Population Forecasts to 2025

	Estimate 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Lincoln	1,026	1,173	1,245	1,305	1,361
Town of Laona	1,371	1,321	1,292	1,255	1,221
Town of Nashville	1,192	1,299	1,358	1,405	1,449
Town of Crandon	629	662	681	694	707
Town of Argonne	564	543	545	543	541
City of Crandon	1,973	1,833	1,763	1,684	1,611
Forest County	10,213	10,350	10,448	10,465	10,482
Wisconsin	5,580,757	5,751,470	5,931,386	6,110,878	6,274,867

Source: WDOA Demographic Services Center

Further analysis of population change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

2. HOUSEHOLD TRENDS AND FORECASTS

The 1,005 (year 2000) residents of the Town of Lincoln formed 404 households. Total households are projected to increase to 624 by 2025, see TABLE 3. This reflects the population growth projected in TABLE 2. Average household size in

Lincoln was 2.49 people in 2000, which is almost identical to the 2.50 State average. TABLE 3 reflects an overall trend of fewer people per household, and projected population changes.

Table 3: Households

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Lincoln	404	449	502	548	587	624
Town of Laona	564	568	580	583	579	573
Town of Nashville	485	528	580	623	659	692
Town of Crandon	238	254	273	289	301	312
Town of Argonne	194	201	210	217	221	225
City of Crandon	803	792	792	786	767	737
Forest County	4,043	4,206	4,434	4,613	4,729	4,811
Wisconsin	2,084,556	2,190,210	2,303,238	2,406,789	2,506,932	2,592,462

Source: US Census and WDOA Demographic Services Center

Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

3. AGE DISTRIBUTION

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce. TABLE 4 shows each of these groups in 1990 and 2000.

In 1990, the median age of Lincoln's population was 34.4 years. At that time, residents of the County had a slightly higher median age (35.7 years). Both the Town and the County had populations older than the State (32.9 years) as a whole. The Town of Lincoln had almost the same proportion of population (19.7%) in school (5-17 age class) as the County (19.5%), and the State (19.0%). Lincoln's older population (65+ age class) percentage of 15.1 is lower than the County (18.9%), and higher than the State (13.3%).

By 2000, the median age of the population had advanced by 5.5 years to 39.9; which is more than the County (4.2 years) and State (3.1 years). All of the surrounding towns have median ages that are lower than 40 years. The Town of Lincoln's school age population (5-17 age class) decreased very slightly to 19.5 percent in 2000. This is a similar proportion of the population as the County (19.6%), and the State (19.1%); both of which remained about even from 1990 to 2000. Lincoln's older population (65+ age class) percentage of

18.8 is still between the County, which rose slightly (19.3%), and the State, which stayed almost even (13.1%).

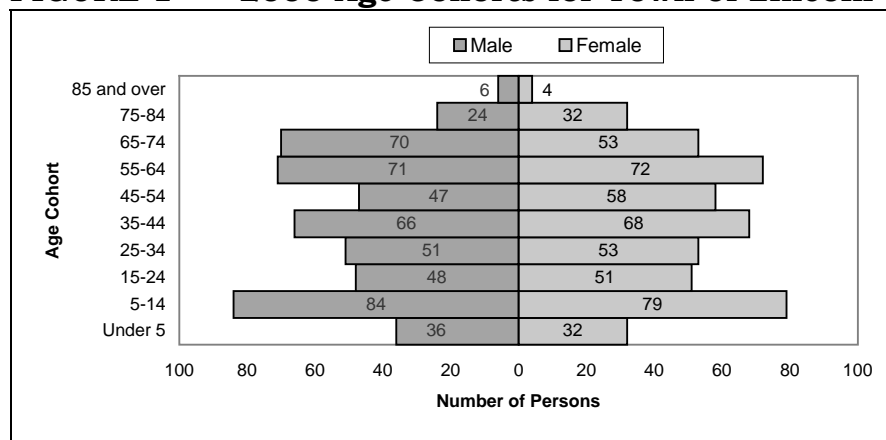
Table 4: Age Distribution 1990 to 2000

		Percent of Population				Median Age
		<5	5-17	18-64	65+	
Town of Lincoln	1990	8.4%	19.7%	56.8%	15.1%	34.4
	2000	6.8%	19.5%	54.9%	18.8%	39.9
Town of Laona	1990	7.3%	19.5%	53.3%	19.9%	36.9
	2000	6.5%	19.6%	55.1%	18.8%	39.7
Town of Nashville	1990	11.1%	21.7%	51.3%	15.8%	32.2
	2000	6.6%	19.4%	57.0%	16.9%	39.8
Town of Crandon	1990	9.1%	18.1%	60.1%	12.7%	32.6
	2000	5.4%	21.5%	59.1%	14.0%	37.9
Town of Argonne	1990	7.6%	23.3%	53.1%	15.9%	34.2
	2000	5.8%	21.8%	59.2%	13.2%	35.0
City of Crandon	1990	7.2%	19.7%	52.2%	20.8%	36.2
	2000	6.2%	20.4%	53.5%	19.8%	37.1
Forest County	1990	7.6%	19.5%	54.0%	18.9%	35.7
	2000	5.7%	19.6%	55.4%	19.3%	39.9
Wisconsin	1990	7.4%	19.0%	60.3%	13.3%	32.9
	2000	6.4%	19.1%	61.4%	13.1%	36.0

Source: U.S. Census Bureau

The Town of Lincoln population pyramid, FIGURE 1, shows a balanced population of all the age groups. One third of residents are over the age of 55, and another third are under 25. Lincoln has a large school age population (5-14 years), but the 15 to 34 age groups are smaller, indicating that residents leave to seek higher education or employment after high school. There is also a significant older population above 55 years old, which is likely because of the predominance of recreational housing owned by retirees within the town.

FIGURE 1 2000 Age Cohorts for Town of Lincoln



Source: U.S. Census Bureau

4. EDUCATION LEVELS

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well being of a community.

In 1990, 68.7% of the Town of Lincoln's population age 25 and over were high school graduates, compared to 64.1% in the County and 78.6% in the State. By 2000, the percentage of high school graduates had risen significantly to 80.5% in the Town, and rose in both the County at 78.5% and the State at 85.1%. See TABLE 5 for details.

The number of residents in Town who are 25 and older and have four or more years of college has increased in Town from 42 people in 1990 to 91 in 2000. Both the County and State percentages also rose from 1990 to 2000 as shown in Table 5.

**Table 5:
Education Levels**

	Town of Lincoln		Forest County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Less than 9 th Grade	45	22	846	428	294,862	186,125
9-12 Grade / No Diploma	81	111	1,166	1,011	367,210	332,292
High School Diploma	136	274	2,177	2,859	1,147,697	1,201,813
College / No Degree	83	139	658	1,403	515,310	715,664
Associate Degree	15	44	332	322	220,177	260,711
Bachelor Degree	24	53	303	478	375,603	530,268
Graduate/Professional Degree	18	38	126	193	173,367	249,005
Total Persons 25 & Over	402	681	5,608	6,694	3,094,226	3,475,878
Percent high school graduate or higher	68.7%	80.5%	64.1%	78.5%	78.6%	85.1%
Percent with bachelors degree or higher	10.5%	13.4%	7.6%	10%	17.7%	22.4%

Source: U.S. Census Bureau

5. INCOME LEVELS

In 1990, the median household income for the Town was 13.4% lower than the County, and about 50.7% lower than the state. On a per capita basis, the income of Lincoln's residents was 4.9% more than that of the County, and about 51.6% lower than the state in 1990.

Between 1990 and 2000, Town of Lincoln's median household income expanded 130%, which widened the gap with the County to 28.7% more than the County. On a per capita basis, Lincoln's income grew 146.6%, and surpasses the state by 1.5%, see TABLE 6.

**Table 6:
Income Levels**

	1990			2000		
	Town of Lincoln	Forest County	State of Wisconsin	Town of Lincoln	Forest County	State of Wisconsin
Median Household Income	\$19,531	\$16,907	\$29,442	\$44,917	\$32,023	\$43,791
Per Capita Income	\$8,760	\$8,339	\$13,276	\$21,602	\$16,451	\$21,271

Source: U.S. Census Bureau

6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Lincoln was approximately 425 workers in 2000. Of these, 37 were unemployed for an unemployment rate of 8.7%. The unemployment rate for the County was 7.7% in 2000.

The primary occupations of Lincoln residents in the labor force are: *Management, professional & related*; and *Service*; both of which employed 91 people each. See TABLE 7. The leading industry sector for residents employed in the Town is: *Education, Health and Social Services*; see TABLE 8.

**Table 7:
Occupation of Employed Workers**

	Town of Lincoln		Forest County	
	1990	2000	1990	2000
Management, professional & related	45	91	603	831
Service	22	91	492	855
Sales & office	42	76	600	799
Farming Fishing & Forestry	17	17	274	179
Construction, extraction & maintenance	5	41	252	472
Production, transportation & material moving	39	72	973	908

Source: U.S. Census Bureau

Historically, *manufacturing* has been the strongest industry sector county-wide, with 881 workers in 1990, but declined by 24.1% to employ only 669 people in 2000, unlike the Town that maintained *manufacturing* as the leading sector. *Education, Health and Social Services* has jumped ahead 51.3% as the dominant industry sector in 2000 by employing 755 people county-wide, and many of Lincoln's residents were also employed in this sector.

These figures are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed.

Information regarding the number of jobs available in the Town of Lincoln itself is not readily available.

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WDWD) prepares workforce projections by industry for its multi-county service regions. The current projections, released August 2006, cover 2004-2014. The projections for the North Central Workforce Development Area cover Forest County and include eight other counties. These projections show increases in all occupations. *Production*; and *Farming, fishing, & forestry* occupations both are projected to gain less than 30 positions each for the whole region. The following occupations are all projected to need over 600 replacement workers each: *Production*; *Office & administration*; *Sales*; and *Food preparation & serving*. Town residents commute to jobs, of which 25% travel out of Forest County for employment, so the Town of Lincoln can expect to take advantage of some of this projected employment.

**Table 8:
Industry Sectors**

	Town of Lincoln		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	19	25	199	303
Construction	10	28	174	303
Manufacturing	27	43	881	669
Wholesale Trade	0	9	53	57
Retail Trade	28	32	553	402
Transportation, Warehousing & Utilities	19	30	239	256
Information	N/A	2	N/A	49
Finance, Insurance, Real Estate & Leasing	5	15	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	7	23	163	136
Education, Health and Social Services	37	71	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	2	40	34	527
Public Administration	24	35	205	300
Other Services	12	35	147	168

Source: U.S. Census Bureau

Another way to look at future employment is to examine the labor force and unemployment rates. In 1990, the labor force in the Town was 234 people with an unemployment rate of 18.8%. By 2000 the labor force had increased 81.6% to 782 with 8.7% unemployment. The degree to which this available workforce

is actually employed is dependant on external economic factors reflected in the unemployment rate.

B. ISSUE IDENTIFICATION

1. REVIEW OF DEMOGRAPHIC TRENDS

Demographic change is a principle factor in predicting future community growth. Population characteristics relate directly to the community's housing, education, utility, recreation, and facility needs, as well as future economic development. Over time, fluctuations in local and regional economies can influence population change.

From Part A—Background Information—a number of issues and opportunities facing the Town of Lincoln can be identified:

- ✓ The Town of Lincoln is currently in a period of increasing population and economic growth.
- ✓ Household formation is driven by the decline in average household size or persons per household, and a growing retirement population.
- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools.
- ✓ Lincoln has a middle-aged population, which is similar to surrounding communities and the county.
- ✓ Median household income of Town residents rose from 1990 to 2000, and in 2000 was 29 percent higher than the county median.
- ✓ The growth of the Forest County Potawatomi Community has had a positive effect on the economic impact and median household income, and reduced unemployment rates.

2. PAST PLANNING EFFORTS

The Town of Lincoln completed a land use plan in 2000 with the assistance of the NCWRPC. That plan was reviewed by the Town Plan Commission, and the future land use map was used as the starting point for future land use plan map development for this Comprehensive Plan. The principle goal of the 2000 plan was to maintain a rural character in a northwoods setting, and the Plan Commission concurs with carrying this theme over into the new Comprehensive Plan.

The Town took on its own local zoning in 1982, in advance of possible mining. The Ordinance underwent extensive review with updates adopted in 2001. Currently, the Town Plan Commission has been reviewing the Ordinance with revision anticipated after the new NR 115 regulations go into effect and this Town Comprehensive Plan is finalized.

3. TOWN PLAN COMMISSION BRAINSTORMING SESSION

After reviewing the background data as presented above, the Plan Commission discussed various issues it felt were pertinent to add to the dialogue on the future development of the Town, as follows:

- ✓ Enforcement such as with conditional uses...cost is one issue; citation authority is another, as well as no municipal judge...however a joint effort may be a possibility.
- ✓ Gravel Pits.
- ✓ No industrial / service area.
- ✓ Lack of sewer/water service.
- ✓ Wind turbines.
- ✓ Industry in the Town is Forestry.
- ✓ Tourism.
- ✓ More silent sport trails are needed.
- ✓ Motorized RV trails.
- ✓ Minimize development density around lakes and in areas beyond ½ mile of the City of Crandon.
- ✓ Fragmentation and loss of public access to private forest land.

C. GOALS, OBJECTIVES & POLICIES

Each of the following seven topical chapters of this Comprehensive Plan includes a set of goals, objectives and policies, which the Town Board will use to guide the future development and redevelopment of the Town over the next 20 years. For purposes of this plan, goals, objectives, and policies are defined as follows:

- ✓ **Goals:** Broad statements that express general public priorities about how the Town should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.
- ✓ **Objectives:** More specific than goals and are usually attainable through planning and implementation activities. Accomplishment of an objective contributes to the fulfillment of a goal.
- ✓ **Policies:** Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Decision-makers use policies on a day-to-day basis.

In addition, each chapter includes a listing of possible programs that the Town might implement in order to advance the goals and objectives of this plan. The listing does not imply that the Town will utilize every program shown, but only that these programs are available to the Town and may be one of many possible ways of achieving the Town's goals.

CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

This chapter, the second of nine chapters of the Town of Lincoln Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(e) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

A.) BACKGROUND

All planning efforts need to examine relevant previous plans about the community and the surrounding county. Those plans are discussed below:

1. Forest County Land and Water Resource Management Plan 2006-2011

This Plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Forest County. Some of the plan's recommendations include replacing failing septic systems, reducing pollutants entering the waterways, and protecting and managing the area forests. A copy is available in the Forest County Land Conservation Department.

2. Forest County Outdoor Recreation Plan 2007-2011

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WisDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. Some of the recommendations of this plan include: continued expansion of non-motorized and multiple purpose trails, refurbishing the Otter Springs springhouse, and relocation consideration of the county fairgrounds. A copy is available in the Forest County Forestry Department.

3. County Forest Use Plan 2006-2020

The mission of the County Forest is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present and future generations. The Plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest. A copy is available in the Forest County Forestry Department.

B.) INVENTORY

WATER RESOURCES:

1. SURFACE WATER

Surface water resources support the area's economy by drawing tourists, and providing a good quality of life for residents.

Lincoln is part of several watersheds. The northern half of town is located in the Upper Peshtigo River watershed. Most of the southern half of town lies within the Upper Wolf River and Post Lake watershed, with an eastern sliver of town lying in the Otter Creek and Rat River watershed, and the southern corners of town lying in the Lily River watershed. All of these watersheds drain into Lake Michigan.

Forest County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the County Zoning Department. Refer to Natural Resources Map for water bodies in the Town.

Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

Several water bodies in town are listed as ORWs—Otter Creek (T36N R13E Sec 14), Lake Metonga, Lake Lucerne, and Swamp Creek (which drains Lucerne Lake). One water body is listed as an ERW—Rocky Siding Creek (T35N R13E Sec 6).

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated goals described in Wisconsin Administrative Code are not being achieved. Every two years, states are required to submit a list of impaired waters to EPA for approval.

No water bodies in Town are listed as Section 303(d) for not meeting the standards set under the U.S. Clean Water Act. However, mercury levels have been cited as a concern in some of the water bodies.

Invasive Aquatic Species

Surface water resources in Forest County are threatened by the introduction of invasive aquatic species. These species out-compete native species and degrade habitats possibly by decreasing biodiversity, resulting in fewer plant and animal species. Lake Metonga has infestations of eurasian water-milfoil (*Myriophyllum spicatum*), zebra mussel (*Dreissena polymorpha*), and rusty crayfish (*Orconectes rusticus*). Lake Lucerne has minor infestations of purple loosestrife and also contains rainbow smelt. Contact the County Land Conservation Department for public outreach education strategies.

2.) WETLANDS

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and

open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands.

The wetlands shown for the Town of Lincoln were created from the WisDNR Wetlands Inventory. See the Natural Resources Map.

3.) FLOODPLAINS

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Flood plains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

The 100-year floodplain was developed from the most current FEMA Flood Insurance Rate Maps. See the Natural Resources Map.

4.) GROUNDWATER & GEOLOGY

Groundwater is water that occupies void spaces between soil particles or cracks in the rock below the land surface. It originates as precipitation that infiltrated into the ground. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. The type of soil and bedrock in a region also determines how quickly contaminants can reach groundwater.

The majority of the Town lies within a glacial drift aquifer, which is the major source of ground water in most of the county. Large yields of ground water are available where the thickness of the saturated drift is at least 50 feet. Precambrian crystalline rock underlying the county is not considered a significant source of water. The availability of water from the bedrock is difficult to predict and is generally low. The glacial drift aquifer above the bedrock is the best source of ground water.

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. Many materials that overlie the groundwater offer good protection from contaminants that might be transported by infiltrating waters. The amount of protection offered by the overlying material varies, however, depending on the materials. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the

groundwater more easily than in other areas of the state. Groundwater contamination susceptibility in Forest County is "most susceptible" based upon soil characteristics, surficial deposits, depth to water table, depth to bedrock, and type of bedrock.

Many land use activities have the potential to impact the quality of groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

Groundwater quality in Forest County and the Town of Lincoln is generally good. The aquifer water is principally a calcium magnesium bicarbonate type that is moderately hard or hard. A high content of iron is a problem in many wells, but it is not a health hazard. However, a 1995 survey by the U.S. Geological Survey found wells in the Stone Lake area tested significantly higher in radon than EPA standards. Well yields within Forest County vary greatly from a few gallons to 1,000 gallons per minute.

LAND RESOURCES:

1.) FORESTS

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Expansive forests provide recreational opportunities, aesthetic benefits, and economic development.

The pre-settlement composition of forestland in the Town of Lincoln was a mixed conifer and deciduous tree species that included white pine, red pine, yellow birch, sugar maple, hemlock, and beech.

All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen in seconds from a timber harvest, windstorm, or fire.

Most of the County Forest exists within the Town of Lincoln. Forested tribal land, and state forest parcels also exist within the town.

Some private woodlands in the county are enrolled in Managed Forest Law (MFL). This program provides a low annual tax rate per acre and requires a management plan for the property that must include some harvesting along with allowing some public uses based on acreage thresholds. When timber is harvested from MFL properties, a harvest tax is also assessed. This provides an incentive to keep woodlots in active production and allows some community

access to the site in exchange for greatly reduced taxes. See the programs section at the end of this chapter for more detail on this program.

2.) METALLIC & NON-METALLIC MINERAL RESOURCES

The Wisconsin Department of Natural Resources estimates that there could be no more than five metallic mineral mines developed in Wisconsin over the next twenty years (1997-2017). This includes the Flambeau Mine now in operation, the Crandon Project now owned by two tribes, the Lynne Project, currently under consideration by the Tamerlane Company, the Bend Project known but not yet under consideration, and one additional ore body not now known. This estimate is based on the current state of knowledge about the geology of northern Wisconsin and the steps necessary to discover an ore body and the time it takes to complete the regulatory requirements.

There are a number of quarries throughout the Town of Lincoln, as well as a few closed or inactive sites.

3.) SOILS & PRODUCTIVE AGRICULTURAL AREAS

According to the *Wisconsin Land Use Databook*, the Town of Lincoln between 1991-1993 was 6.2 percent agricultural, 74.5 percent forested, and 19.0 percent wetlands. The town's total land area is 58.1 square miles. Of the total land area, no land was used for row crops, 2.8 percent was used for foraging, and 3.5 percent was grassland. Several smaller hobby farms exist in the Town that are not listed due to economic criteria.

In terms of farming trends, the town has lost 20.1 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 5 farms, 1 of which was a dairy farm in 1997. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment, see Natural Resources Map.

4.) ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive areas are typically defined by the local jurisdiction and often include many of the areas referred to in this section such as special groundwater protection areas, threatened or endangered species habitat, floodplains, wetlands and other unique or special resources where encroachment or development could have negative consequences. The Town of Lincoln has not established a specific guideline for defining environmentally sensitive areas, however, some potentially sensitive areas are discussed below.

One type of area which might fall under the environmentally sensitive designation is contaminated or potentially contaminated sites in part because they may need special care or monitoring to prevent further environmental

degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists 1 site. The Town Hall at 5376 CTH W was the only site listed. This was identified as a leaking underground storage tank, but shown as remediated to DNR standards and closed.

5.) RARE SPECIES & NATURAL COMMUNITIES

The Town of Lincoln has 24 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory.

One unique habitat is the remnant Burr Oak Savanna community in section 30 of the southern township.

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival and greater benefit to society.

6.) HISTORICAL & CULTURAL RESOURCES

A number of buildings in the Town appear on the Wisconsin Architectural History Inventory, including:

- William Korth House (T36N R13E Sec 19);
- Barn (T36N R13E Sec 29);
- Laona Ranger dwelling (T36N R13E Sec 26);
- Otter Springs Springhouse (T36N R13E Sec 24); and

Otter Springs Springhouse is also on the Wisconsin National Register of Historic Places. The Keith's Siding site was identified by the Great Lakes Archaeological Research Center and determined to be eligible for listing on the National Register of Historic Places. In addition, the U.S. Army Corps of Engineers found that the Forest County Potawatomi Resource Devils Lake Catchment District was also eligible for the National Register of Historic Places.

Enactment of the Conservation Work Program in 1933 provided funding to conserve natural forests and their surroundings. As a result the Civilian Conservation Corps formed Waubikon Lake Camp at Otter Spring. They constructed the house in an attempt to use the spring as their primary source of water, but it proved unable to provide for the more than 200 inhabitants of the camp. Although the Potawatomi community in Forest County used Otter Spring prior to the construction of the Spring House, they later used the house for spiritual purposes. Water for ritual feasts was expected to come from

springs. The spring is known to the Potawatomi as "living waters." They believe the purity of spring water is equal to the earth giving birth and therefore when drawing water from a spring, they include a prayer of thanks and an offering of tobacco to the spirit associated with the spring. The property is still used as a ceremonial site for the Potawatomi.

AIR RESOURCES:

In 2008, The U.S. Environmental Protection Agency (EPA) granted the Forest County Potawatomi Community a Class 1 air re-designation. Class 1 air re-designation within the Town will enhance the sustainability of air and water quality.

C.) NATURAL, AGRICULTURAL & CULTURAL RESOURCES PROGRAMS

Natural, agricultural, and cultural resource programs available to the town are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

Aquatic Habitat Protection Program: The WDNR provides basic aquatic habitat protection services. Staff members include Water Management (Regulation) Specialists, Zoning Specialists, Rivers (Federal Energy Regulatory Commission-FERC) Specialists, Lakes Specialists, Water Management Engineers, and their assistants (LTEs). The program assists with water regulation permits, zoning assistance, coordination of rivers, lake management, and engineering.

County Conservation Aids: Funds are available to carry out programs for fish or wildlife management projects as per §23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects that enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

Drinking Water and Groundwater Program: This WDNR program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program assistants staff the program. WDNR staff provide assistance to public and private well owners to help solve water quality complaints and water system problems. They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

Wisconsin Fund is a program by the Wisconsin Department of Commerce, Safety and Buildings Division. Grants are provided to homeowners and small commercial businesses to help offset a portion of the cost for the repair, rehabilitation, or replacement of existing failing Private Onsite Wastewater Treatment Systems (POWTS). Eligibility is based upon several criteria, including household income and age of the structure.

Endangered Resources Program: The WDNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

Fisheries Management Program: The WDNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

Forest Management Program:

Funding for the forestry program is supported primarily by a fixed rate mill tax on all property in the State of Wisconsin. Other support is received from the federal government, from recreation fees, from sale of forest products, from sale of state produced nursery stock, forest tax law payments, and other miscellaneous sources. All activities of the Forestry Program help support efforts to promote and ensure the protection and sustainable management of Wisconsin's forests.

Private Forestry: The WDNR's goal is to motivate private forest landowners to practice sustainable forestry by providing technical forestry assistance, state and federal cost-sharing on management practices, sale of state produced nursery stock for reforestation, enrollment in Wisconsin's Forest Tax Law Programs, advice for the protection of endangered and threatened species, and assistance with forest disease and insect problems. Each county has at least

one Department forester assigned to respond to requests for private forestland assistance. These foresters also provide educational programs for landowners, schools, and the general public. Both private and industrial forest landowners have enrolled their lands under the Managed Forest Law.

Managed Forest Law (MFL): The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 10 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing, however, up to 80 acres may be closed to public access by the landowner. There is a 5% yield tax applied to any wood products harvested. Contact the WDNR for further information.

Nonpoint Source Pollution Abatement Program: This WDNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center. This coordinator administers and oversees the priority watershed program and will also assist with the TRM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

Parks and Recreation Program: The WDNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the Stewardship Program, Land and Water Conservation fund (LAWCON), and the recycling fund, and program revenue funds.

Stewardship Grants for Nonprofit Conservation Organizations:

Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee

simple and easement acquisitions and habitat restoration projects. All projects must be in a WDNR approved outdoor recreation plan. Contact the WDNR or NCWRPC for further information.

Wastewater Program: The Department of Natural Resources provides this program to address point and non-point source pollution control. Operating funds for this program come from the federal government's Clean Water Act funding as well as state general program revenues. The core work of this program involves the issuance of wastewater discharge permits that discharge directly to surface or groundwater and enforcing the requirements of these permits. The program closely monitors the impacts of industry, septic tanks, sludge, and stormwater on the environment. Pretreatment plants for wastewater are offered economic assistance and provided with plan review services before the facility is established.

Watershed Program: The WDNR seeks to protect wild and domestic animals, recreational activities, natural flora and fauna, agriculture, business, and other land uses through watershed management. Funds to run this program are provided by the federal government through Clean Water Act and through state general program revenues. The program assists with watershed planning, water quality monitoring and modeling, and development of water quality standards and policy.

Wetlands Reserve Program (WRP): The purpose of the WRP is to restore wetlands previously altered for agricultural use. The goal of the WRP is to restore wetland and wildlife habitats. Lands that have been owned for at least one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements are recorded with a property deed, however 10-year contracts are not. Public access is not required. Contact the USDA Natural Resources Conservation Service for further information.

Wildlife Management Program: The WDNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs analysis's, develop basin wildlife management plans and collaborate with other WDNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management. Funding comes from the federal

government in the form of Endangered Species grants and Pittman-Robertson grants and from state government in the form of hunting and trapping license revenues, voluntary income tax contributions, general program revenue and Stewardship funds.

Wisconsin Historical Society, Office of Preservation Planning (OPP): The OPP can provide information on how to protect and preserve your own historic property, to implement grassroots strategies for preserving and protecting historic properties, and on state or federal laws and regulations that may be applicable to a given case.

Forest County Potawatomi: The Tribe has significant cultural and natural resources programs including its Natural Resources Department, Museum and Cultural Center.

D.) GOALS, OBJECTIVES & POLICIES

Goals:

1. Protect natural areas, including wetlands, water bodies, forest lands, wildlife habitats open spaces and groundwater resources.
2. Protect economically productive areas, including farmland, forests and recreational areas.
3. Preserve scenic, cultural, historic, archaeological and recreational sites and unique habitats.

Objectives and Policies:

1. Prevent new development in the Town from negatively impacting the Town's rural character and northwoods setting.
2. Minimize impacts to the Town's natural resources from metallic or non-metallic mining.
3. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.
4. Work with Forest County to enforce existing regulations of septic systems to protect groundwater quality.
5. Protect the rural character and natural settings.

Insert Map - Natural Resources.

**CHAPTER 3:
HOUSING**

This housing chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. As required by the state's comprehensive planning law [§66.1001 (2)(b) Wis. Stats.], this chapter provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents of the Town including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

Forecasts for housing demand (residential land) are discussed in the Land Use Chapter. The existing residential housing base is shown on the Existing Land Use Inventory Map. The potential future residential housing areas to meet forecasted demand are shown on the Future Land Use Plan Map.

A. HOUSING STOCK ASSESSMENT

1. AGE CHARACTERISTICS

TABLE 9 indicates the age of the housing stock in the Town of Lincoln area that is based on the year the structures were built as reported in the 2000 Census. About 18 percent of Lincoln's housing units were built before 1940, and in the 1980s, and about 40 percent was built in the 1990s.

**Table 9
Year Structure Built, 2000**

	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Town of Lincoln	38	165	75	158	172	405
Town of Laona	186	190	78	160	85	134
Town of Nashville	165	251	124	247	149	326
Town of Crandon	41	58	43	133	58	88
Town of Argonne	70	82	33	35	34	72
City of Crandon	321	134	70	214	112	108
Forest County	1,524	1,608	820	1,425	994	1,951
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

2. OCCUPANCY CHARACTERISTICS

TABLE 10 breaks down the occupancy status of housing units in the Town of Lincoln. About 60 percent of the homes in Lincoln and Nashville are seasonally used, which is no surprise since visitors statewide know this area as

Up North. Many vacation homes are on lakes, and the Town of Lincoln fully surrounds the two largest lakes in Forest County—Lake Lucerne and most of Lake Metonga. Forest County overall has a high percentage (46%) of seasonal housing.

**Table 10
Residential Occupancy Status, 2000**

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
Town of Lincoln	998	338	66	594	574
Town of Laona	850	437	127	286	225
Town of Nashville	1,264	354	131	779	727
Town of Crandon	443	211	27	205	176
Town of Argonne	314	180	14	120	100
City of Crandon	803	504	299	158	100
Forest County	8,322	3,188	855	4,279	3,856
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

3. STRUCTURAL CHARACTERISTICS

The vast majority of housing units in the Town of Lincoln are single-family homes (88.7%); see TABLE 11. Both Lincoln and Nashville have a higher percentage (~2%) of multiple-unit housing than some of the surrounding towns. Laona has a higher percentage of multi-family housing because a few apartment buildings exist for older residents.

**Table 11
Housing Units by Structural Type, 2000**

	Single-family	%	Multi-family	%	Mobile Home	%	Other	%	Total
Town of Lincoln	898	88.7	21	2.2	81	8.0	13	1.3	1,013
Town of Laona	695	83.5	59	7.1	67	8.0	12	1.4	833
Town of Nashville	1,043	82.6	37	2.9	171	13.5	11	0.9	1,262
Town of Crandon	335	79.5	2	0.5	82	19.5	2	0.5	421
Town of Argonne	286	87.7	2	0.6	36	11.0	2	0.6	326
City of Crandon	671	70.0	194	20.2	94	9.8	0	0.0	959
Forest County	6,807	81.8	392	4.7	1,055	12.7	68	0.8	8,322

Source: U.S. Census Bureau

4. VALUE CHARACTERISTICS

The year 2000 median value of housing stock in the Town of Lincoln is above Forest County's median. See TABLE 12 for more details. About half of the house values in Lincoln are below \$100,000.

Table 12
Housing Values, 2000

	<\$50,000	\$50,000 to 99,999	\$100,000 to 149,999	\$150,000 to 199,999	\$200,000 to 299,999	\$300,000 and up	Median Value
Town of Lincoln	8.3%	41.7%	22.7%	11.2%	14.5%	1.6%	\$100,000
Town of Laona	29.4%	49.9%	10.7%	6.5%	3.0%	0.6%	\$67,200
Town of Nashville	6.2%	41.4%	33.5%	10.6%	7.5%	0.9%	\$103,100
Town of Crandon	32.0%	40.2%	22.7%	5.2%	--	--	\$59,200
Town of Argonne	30.3%	46.7%	18.9%	4.1%	--	--	\$66,700
City of Crandon	29.7%	51.6%	10.8%	2.9%	4.6%	0.4%	\$72,000
Forest County	22.9%	48.3%	16.3%	6.3%	5.4%	0.7%	\$77,400
Wisconsin	6.5%	35.4%	30.6%	15.5%	8.5%	3.5%	\$112,200

Source: U.S. Census Bureau

B. HOUSING PROGRAMS

Various organizations offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed below:

Housing Repair and Rehabilitation Grant: This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant for rehabilitating their home provided they are below 50% of the area median income and are unable to procure affordable credit elsewhere.

Housing Repair and Rehabilitation Loan: Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

Rural Housing Guaranteed Loan: USDA also offers this loan that is used to help low-income individuals or households purchase homes in rural areas.

Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development also offers this loan to provide financing at reasonable rates and terms with no down payment. The loan is intended for low-income individuals or households to purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development uses this program to help very low- and low-income households construct their own homes. The program is targeted to families who are unable to buy clean, safe housing through conventional methods.

HUD's FHA Loan: This program is administered by the U.S. Housing and Urban Development Department and offers a low down payment of 3% mortgage loan for home purchase or construction for selected applicants under certain income limits.

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation: These programs are administered by the U.S. Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program: Whereas HUD desires to see current housing stock rehabilitated, this program provides owner occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

VA Home Loans: These loans, administered by the U.S. Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for purchase or construction up to \$240,000.

HOME Loans: The Wisconsin Housing and Economic Development Authority (WHEDA) offers federal HOME Investment Partnership Program loans with a low, fixed interest rate to help low- and moderate-income individuals and families buy a home.

NEWCAP: The Northeastern Wisconsin Community Action Program offers a number of housing rehabilitation programs, rental rehabilitation programs, homeowner opportunity programs, Section 8 Housing Assistance, and revolving loan funds to assist disadvantaged population groups.

C. GOALS, OBJECTIVES & POLICIES

Although the Town has not historically played a role in housing, it supports equal opportunity housing, and understands the importance of sound housing stock for its residents and the community as a whole. A review of housing stock assessment information has led to the establishment of the following housing policy statement:

Goals:

1. Consider a variety of housing choices for residents of all income levels, age groups, and people with special needs.
2. Maintain and rehabilitate the existing housing stock as appropriate to its location/district, but not at the expense of shoreland buffers.

Objectives and Policies:

1. The Town will direct residential development to areas designated on its Future Land Use Plan Map. The Town will discourage residential development in agricultural or silvicultural areas except for related use (i.e.: farm family or worker).
2. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.
3. The Town will maintain designation of adequate areas for residential development on its Future Land Use Plan Map
4. The Town will promote, via this Plan, programs to assist residents in maintaining or rehabilitating existing housing units.

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

This is the fourth of nine chapters of the Town of Lincoln Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of utilities and community facilities. As required by the state's comprehensive planning law [s.66.1001 (2)(d) Wis. Stats.], this element inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Town located outside the community and/or under another jurisdiction.

A. INVENTORY & ANALYSIS OF EXISTING FACILITIES

1. WATER AND WASTEWATER FACILITIES

Water supply is accessed via individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources.

The disposal of wastewater is handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. These on-site wastewater treatment technologies are regulated by both the Wisconsin Department of Commerce and Forest County Zoning Department.

2. SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

Lincoln maintains a waste & recycling transfer site that is located just east of the town hall and garage off of Potawatomi Trail. The Potawatomi Tribe also maintains a waste & recycling transfer site for tribal members on Ritchie Lane.

3. POWER AND TELECOMMUNICATIONS FACILITIES

Electrical service is provided by Wisconsin Public Service Corporation. The closest high-voltage electric transmission line enters the City of Crandon from Monico along U.S. Highway 8. Liquid petroleum (LP gas) is available for home and business delivery from several vendors. Natural gas service may exist in parts of the Town surrounding the City of Crandon.

Telephone service is provided by: *Frontier*. Fiber optic lines run into the City of Crandon. DSL broadband telecommunication service exists throughout many parts of Town. The nearest cellular towers exists in Crandon. Cable television

service is provided to many parts of the Town by Packerland. Satellite TV is also available.

4.) PARKS, RECREATION, AND OTHER YOUTH FACILITIES

Lincoln residents use parks that the county forest provides, like Veterans Memorial Park on the south end of Lake Metonga. The larger lakes in the Town generally have public access.

The Town of Lincoln is within the Crandon School District, and is also served by one parochial secondary school in Crandon. The Nicolet Technical College, located in Rhinelander, serves the town.

The Crandon area has approximately 6 regulated child care providers: 3 family child care centers and 3 group child care centers.

5.) EMERGENCY AND MEDICAL SERVICES

Police protection in the Town of Lincoln is provided by the Forest County Sheriff's Department.

Lincoln contracts with the City of Crandon Fire Department for fire and rescue squad service.

The nearest medical facility is Saint Mary's Hospital in Rhinelander, which provides 24-hour emergency service and critical care.

The Ministry Health Clinic in Crandon is affiliated with Saint Mary's Hospital. The Potawatomi Health Care Center is open to the public and offers medical, dental and therapy services.

6.) OTHER GOVERNMENT FACILITIES

The local road system is the most significant public facility maintained by the Town and is covered in the Transportation Element.

The town hall and town garage are located on CTH W, just south of USH 8. There is a small meeting room and restrooms in the town hall that are available for Town residents to use. Land to the east is set aside for future new town hall and shop development.

There are no cemeteries located within the Town, but two cemeteries exist nearby in the city and town of Crandon.

Lincoln residents use the Crandon Public Library, which is owned and maintained by the City of Crandon. Based upon the state circulation formula, Forest County also provides some of the operating revenue. The Town helps support the Forest County Humane Society.

See Utilities and Community Facilities Map for the location of all of these facilities.

B. ASSESSMENT OF FUTURE UTILITY & COMMUNITY FACILITY NEED

Water and wastewater systems have been discussed by the Town, but there is no timetable for such facilities in the foreseeable future. The Town contracts for many services from outside providers such as waste disposal and recycling or fire protection. Often the Town has little control over service providers such as power companies or schools.

These providers are ultimately responsible for planning to meet their contractual obligation to the Town or to meet the demands of their customers within the Town. However, the growth and development of the Town has implications for the provision of services and the facilities needed to provide these services. This plan is provided by the Town to identify this growth so that outside providers may be apprised of conditions within the Town and plan accordingly.

For services more directly under the control of the Town, like roads, the Town prepares regular capital improvements plans and budgets that set timetables to address its equipment and facility needs. An example of an approximate timetable for rehabilitation of road facilities is shown in FIGURE 2.

Two facilities that the Town has been assessing need include the Town Hall and Shop. The Town has land set aside for development of these facilities, however, a timetable for building has not yet been established.

FIGURE 2 Timetable For Rehabilitation Treatment On Town Roads

Asphalt Rating	Treatment	Reset Value	Yrs to Drop Level	Gravel Rating	Treatment	Reset Value	Yrs to Drop Level
10	No Trtmnt Needed	x	1	5	No Trtmnt Needed	x	1
9	No Trtmnt Needed	x	1	4	Routine	5	2
8	Little or No Trtmnt	x	3	3	Add 3 in. Gravel	5	2
7	Crackfill	8	4	2	Add 6 in Gravel	4	3
6	Sealcoat	8	3	1	Reconstruct	5	--
5	Sealcoat or Overlay	8	2				
4	Overlay or Recycle	9	3				
3	Thick Overlay/Recyc	9	3				
2/1	Reconstruct	10	5				

Source: Transportation Information Center

C. UTILITIES AND PUBLIC FACILITIES PROGRAMS

Providing public infrastructure—roads, sewer and water service, schools, police and fire protection—is one of the major functions of local government. In addition to these public services, both public and private entities provide electricity and telephone service as well as such specialized services as child-care, health-care and solid-waste disposal. Taken together these constitute the utilities and community facilities that represent much of the backbone of modern life. Beyond what these facilities do for us, they also represent a huge investment of public and private resources.

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources.

Both the state and federal governments offer programs that assist communities with the development of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development Element of this plan.

D. GOALS, OBJECTIVES & POLICIES

Goals:

1. Provide adequate public services and an adequate supply of developable land to meet existing and future market demand for residential and commercial uses.
2. Continue to provide ambulance, volunteer fire and first responder services to residents.
3. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.

Objectives and Policies:

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Explore opportunities to develop integrated, multi-use trail systems and recreational facilities.

3. Educate residents and make information available on lakeshore protection, proper maintenance of septic systems and the benefits of recycling.
4. Share equipment and services across Town boundaries, where possible.
5. Work with adjoining towns, the county, the state, and individual landowners to address known water quality issues.
6. The feasibility of wastewater collection and treatment systems on water quality should be considered by major developments.
7. Develop and maintain a Capital Improvements Plan for major equipment purchases and facilities repair and replacement.

Insert Map - Community Facilities.

CHAPTER 5: TRANSPORTATION

This chapter, the fifth of nine chapters of the Town of Lincoln Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(c) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. This element compares the Town's objectives, policies, goals and programs to state and regional transportation plans. The element also identifies highways within the Town by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the Town of Lincoln.

A. REVIEW OF STATE & REGIONAL TRANSPORTATION PLANS

This section contains a review of state and regional transportation plans and how they affect the Town of Lincoln.

Corridors 2020

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile state highway network is comprised of two main elements: a multilane backbone system and a two-lane connector system. All communities over 5,000 in population are to be connected with backbone & connector systems.

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel would make up the multi-modal plan. The Wisconsin Department of Transportation's (WisDOT) response to ISTEA was the two-year planning process in 1994 that created TransLinks 21.

TransLinks 21

WisDOT incorporated Corridors 2020 into TransLinks 21, and discussed the impacts of transportation policy decisions on land use. TransLinks 21 is a 25-year statewide multi-modal transportation plan that WisDOT completed in 1994. Within this needs-based plan are the following modal plans:

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report

Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Town of Lincoln Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. Recommendations will be presented in "multimodal corridors." The Town of Lincoln is in the North Country – USH 8 corridor.

State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail. There is one potential trail shown that could run through Lincoln. Known as Segment 56—Argonne to Shawano, this is an abandoned rail corridor from Crandon south to White Lake.

Regional Comprehensive Plan

The Regional Comprehensive Plan (RCP) titled “A Framework for the Future”, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in December of 2003, is an update of a plan adopted by NCWRPC in 1981. The RCP looks at transportation in all ten counties that make up the North Central Region, including Forest. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

The RCP recommends a variety of strategies to address a variety of transportation issues such as growing traffic volumes, congestion and the increase of drivers aged 65 and over. Two such strategies include corridor planning and rural intelligent transportation systems. Corridor planning is one way to relieve some of the need for additional direct capacity expansion by comprehensively managing critical traffic corridors. Rural ITS applications have the potential to make major improvements in safety, mobility, and tourist information services

B. TRANSPORTATION MODE INVENTORY

1. HIGHWAYS AND TRUCKING

a. Functional and Jurisdictional Identification

Public highways are generally classified by two different systems, the functional and the jurisdictional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system. Each is described in more detail below.

In addition to these main classifications, a road or segment of road may hold a variety of other designations including county forest road, rustic road, emergency route, truck route, etc. There are no rustic roads, or county forest roads within the Town of Lincoln. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Lincoln is a network of federal (USH), state (STH) and county highways (CTH) together with various local roads and streets, see the Community Facilities Map. The jurisdictional breakdown is shown in TABLE 13. U.S. Highway 8 is a Principal Arterial. STH 32/55, CTH W, and E Lakeview St are Major Collectors. Pine Rd to Potawatomi Tr, and Lake Lucerne Dr are Minor Collectors. The remainder of roads within the Town are classified as "Local."

**Table 13
Road Mileage By Jurisdiction And Functional Class**

JURISDICTION	FUNCTIONAL CLASSIFICATION			TOTALS
	ARTERIAL	COLLECTOR	LOCAL	
State*	3.50	3.00		6.50
County		9.54	0.51	10.05
Town		13.04	65.96	79.00
TOTALS	3.50	25.58	66.47	95.55

Source: WisDOT & NCWRPC.

* WisDOT has jurisdiction over interstate and federal highways.

According to WisDOT, which records average daily traffic volumes (number of vehicles) for major state roadways, traffic on STH 32 north out of Crandon (traffic count location #43 on the Map) has increased about 6% between 1994 and 2003 (from 1700 to 1800 vehicles per day).

County Highways P, Q and W serve the Town of Lincoln. County highways serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area's forestry resources to the major highways and urban centers. Traffic volumes on CTH W, about 1-mile

south of USH 8 (traffic count location #36 on the Map), have decreased about 6.8% between 1994 and 2003 (from 440 to 410 vehicles per day, but higher volumes occur in summer because of all the tourists). Farther south on CTH W (traffic count location #53 on the Map), traffic volumes increased about 7.7% between 1994 and 2003 (from 650 to 700 vehicles per day).

Town roads are an important component of the county-wide transportation system, because they serve local development, as well as the forestry areas. A particular issue of concern with Town roads is that of seasonal weight limits. In Lincoln, seasonal weight limits apply to Town roads depending on conditions. Forestry activities within the Town make logging trucks a significant concern.

A functional classification system groups streets and highways into classes according to the character of service they provide. This character of service ranges from providing a high degree of travel mobility to providing land access functions.

Table 14
Rural Highway Functional Classification System

Principal Arterials	Serve interstate and interregional trips. These routes generally serve to connect all urban areas greater than 5,000 population. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they connect cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: WisDOT

The current classification system used in Wisconsin consists of five classifications divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more population, so the rural classifications apply throughout the Town. TABLE 14 summarizes the rural functional classification system.

b.) Trucking

U.S. Highway 8 is a designated truck route, and State Highway 32 is a restricted truck route (only 48-foot trailers or smaller are allowed without double bottoms), as designated by WisDOT.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

A number of private trucking companies are available in Crandon and Rhineland.

2. TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

The Forest County Commission on Aging coordinates driver-escort service to residents of Forest County, which includes Lincoln. Escort drivers provide transportation to elderly and disabled residents of Forest County that qualify as a priority trip purpose. Travel includes both in and out of county travel, and generous volunteers have driven any day or time necessary.

There is no intercity bus service within Forest County or any surrounding counties.

3. BICYCLES, ELECTRIC PERSONAL ASSISTIVE MOBILITY DEVICES AND WALKING

The Town of Lincoln contains portions of a potential trail as described in section A of this chapter under "State Trails Network Plan" on page 37. Forest County is currently developing this segment as a multi-use trail in cooperation with the WDNR and Langlade County. The trail from Crandon to White Lake in Langlade County will be known as the Wolf River Trail.

The county forest has three non-motorized trail areas in Lincoln.

1. Hemlock Lake Trail is a 2-mile cross-country ski trail, located one mile east and four miles south of Crandon off Hwy W on Hemlock Lake Road.
2. Otter Springs skiing and Hiking Trail is located four miles east of Crandon on Otter Spring Road/Forest Road 2378. Trails for hiking, cross-country skiing, and mountain biking include a 1.25-mile loop, ³/₄-mile loop for beginners, and an intermediate 3-mile loop. All trails are well groomed and marked. There is also a ski shelter, benches, and fire pit.

3. Bradley Lake Trail has three different trail sections. One is located one mile south of Potawatomi Trail Road. Another is west of Lake Lucerne off Duff Road. This section includes the ATV trails. The third trail section is located west of CTH W on the west and east sides of Bradley Lake Road. These 12 miles of trails are used primarily for hunting and hiking.

On rural town roads where traffic volumes are less than 1,000 vehicles per day, generally no special improvements are necessary to accommodate bicycles. This "shared-use" concept applies to most roads within the Town. Bicyclists and pedestrians commonly utilize these town roads. Electric personal assistive mobility devices such as wheel chairs, scooters and Segways can utilize many of the same trails and roadways as cyclists and pedestrians.

4. RAILROADS

There is no local access to rail service in Lincoln. A rail spur in Argonne and linking the Crandon industrial park was recently abandoned. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Rhinelander, Tomahawk or Wausau.

5. AIR TRANSPORTATION

The Rhinelander/Oneida County Airport (RHI) in Rhinelander is the closest passenger airport to Lincoln. RHI is an air carrier / air cargo airport, which is designed to accommodate virtually all aircraft. Airports in this category are usually referenced by the type of air carrier service provided—RHI is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles. Short haul air carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet.

There were about 42,340 total aviation operations (take-offs and landings) in 2000. WisDOT projections show total aviation operations increasing at RHI to 44,040 by 2010, and 45,740 by 2020; an 8 percent increase from 2000.

The Crandon Municipal Airport (Y55) in Nashville is a basic utility (BU-A) airport that is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston.

6. WATER TRANSPORTATION

There are no harbors or ports within the Town, so there is no significant water transport of passengers or freight. Some of the streams and lakes within the Town have boat launches. No water trails have been designated at this time.

C. TRANSPORTATION PROGRAMS

Below is a listing of programs that may be of assistance to the Town with regard to the development of the local transportation system. The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available to serve the gamut of jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Lincoln include:

- General Transportation Aids
- Flood Damage Aids
- Town Road Improvement Program
- Town Road Improvement Program – Discretionary
- Local Bridge Improvement Assistance
- Local Transportation Enhancements
- Traffic Signing & Marking Enhancement Grant
- Rustic Roads

More information on these programs can be obtained from the WisDOT office in Rhinelander or on the Internet at <http://www.dot.wisconsin.gov/localgov/>.

D. GOALS, OBJECTIVES AND POLICIES

Goals:

1. Support and maintain a safe and efficient Town road system.
2. Increase and enhance recreational trail systems.

Objectives and Policies:

1. Land uses that generate heavy traffic should be avoided on local roads that have not been constructed or upgraded for such use.
2. Roadway access should be spaced along the existing Town road network to increase safety and better preserve capacity.
3. Future road locations, extensions or connections should be considered when reviewing development plans and proposals.
4. Update street signage to improve visibility for all Town residents.
5. Town roads serving residential areas must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.

CHAPTER 6: ECONOMIC DEVELOPMENT

This is the sixth chapter of the nine chapter Town of Lincoln Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. As required by the state's comprehensive planning law [§66.1001 (2)(f) Wis. Stats.], this chapter analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

A. LABOR FORCE, ECONOMIC BASE ANALYSIS & ASSESSMENT OF LOCAL CONDITIONS

1. LABOR FORCE

According to the Census, the civilian labor force (population 16 and over) living in the Town of Lincoln was approximately 425 workers in 2000. Of these, 37 were unemployed for an unemployment rate of 8.7%. The unemployment rate for the County was 7.7% in 2000. Lincoln's 1990 unemployment rate was 18.8%. The current County unemployment rate is about 6.8% (2007).

2. ECONOMIC BASE ANALYSIS

Geographically, the land within the Town is overwhelmingly dedicated to the forestry sector. Over 85% of the land in the Town of Lincoln is forestland. See the Agricultural, Natural and Cultural Resources and Land Use chapters of this plan for more on the forest cover of the community.

Every occupation, except *Farming, fishing, & forestry*, which remained constant, gained Lincoln residents from 1990 to 2000 as shown in TABLE 15. Two occupations at the county level declined from 1990 to 2000— *Farming, fishing, & forestry* lost 34.7%, and *Production, transportation, & material moving* lost 6.7%.

TABLE 16 shows that all industries employed more Lincoln residents in 2000 than in 1990, while at the county level there were loses in four industries. By far the *Arts, entertainment, recreation, accommodation, and food service* industry had the largest gain at both the town and county level. This may correspond with the opening of new Potawatomi and Mole Lake tribal gaming, hotel and other facilities.

Table 15
Occupation of Employed Workers 1990–2000

	Town of Lincoln		Forest County	
	1990	2000	1990	2000
Management, professional & related	45	91	603	831
Service	22	91	492	855
Sales & office	42	76	600	799
Farming Fishing & Forestry	17	17	274	179
Construction, extraction & maintenance	5	41	252	472
Production, transportation & material moving	52	72	973	908

Source: U.S. Census Bureau

Table 16
Industry Sectors 1990–2000

	Town of Lincoln		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	19	25	199	303
Construction	10	28	174	303
Manufacturing	27	43	881	669
Wholesale Trade	0	9	53	57
Retail Trade	28	32	553	402
Transportation, Warehousing & Utilities	19	30	239	256
Information	N/A	2	N/A	49
Finance, Insurance, Real Estate & Leasing	5	15	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	7	23	163	136
Education, Health and Social Services	37	71	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	2	40	34	527
Public Administration	24	35	205	168
Other Services	12	35	147	300

Source: U.S. Census Bureau

These figures in TABLES 15 & 16 are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Information regarding the number of jobs available in the Town of Lincoln itself is not readily available.

Commuting patterns provide one way to estimate the number of jobs within a community. The 2000 commuting data shows a total of 134 workers traveling to the Town of Lincoln for work. The majority (38%) of these actually represent residents of Lincoln working at jobs within Lincoln. The others travel to jobs

within Lincoln from other Forest County communities (47%), Langlade County (11%), and other locations in Vilas and Oneida counties (4%).

3. ASSESSMENT OF LOCAL CONDITIONS

Based on the silvicultural nature of the community, the Town supports the development of forestry and forest-related business. The forested nature of the Town, along with its water resources, also lends itself to tourism and recreation based industries, which the Town is in favor of as well. Beyond that, the Town has no specific preference for categories or types of business desired.

The Town has a number of strengths that may be helpful in attracting or retaining business and industry: good labor force with strong work ethic, low taxes, readily available resources for building like wood and gravel, large tracts of open (available) land, and air quality.

Some weaknesses in attracting or retaining business and industry include: limited transportation with no major highways and loss of rail access and lack of public sewer and water

The Town recognizes that increases in population density and industrial/commercial activity in the town would likely reduce the natural quality of the Northwoods character upon which the present high property tax base is dependent. High quality retirement and seasonal second homes are a legitimate, if not preferable, land use in an area with Lincoln's attractive natural attributes.

The Existing Land Use Inventory and Future Land Use Plan maps (see MAPS 4 and 5) designate existing and potential space for business sites. Environmentally contaminated sites are discussed in the Ag., Natural & Cultural Resources and Land Use chapters of this Plan. The Town supports the reuse of such sites provided that the Town is secure of liability issues.

B. ECONOMIC DEVELOPMENT PROGRAMS

Various organizations at the County, Regional and State level offer a variety of programs to assist with economic development. Many of these are listed below:

Local:

Tax Increment Financing: In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects - primarily agriculture or tourism related. Tax Increment Financing has been employed by numerous communities

throughout the state to promote redevelopment in blighted areas and finance new industrial development.

Regional:

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages two revolving loan funds designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten county region.

North Central Advantage Technology Zone Tax Credits: The County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. The North Central Advantage Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.

State:

Rural Economic Development Program: This program administrated by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, ad marketing assistance.

Wisconsin Small Cities Program: The Wisconsin Department of Commerce provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

Wisconsin Small Business Development Center (SBDC): The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Transportation Economic Assistance (TEA): This program, administered by the Wisconsin Department of Transportation, provides immediate assistance for the cost of transportation improvements necessary for major economic development projects.

Other State Programs: Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

Federal:

U.S. Dept. of Commerce - Economic Development Administration (EDA): EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture - Rural Development (USDA – RD): The USDA Rural Development program is committed to helping improve the economy and quality of life. Financial programs include support for water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA): SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as the agent for the SBA programs that provide financing for fixed asset loans and for working capital.

C. GOALS, OBJECTIVES & POLICIES

Although the Town of Lincoln has not, historically, played a role in economic development, it supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community as a whole. A review of economic base assessment information has led to the establishment of the following economic development policy statement:

Goals:

1. Promote the stabilization of the current economic base.

Objectives and Policies:

1. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways in proximity to city services rather than rural lakes or forested areas.

2. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
3. Encourage businesses that are compatible with a rural setting.
4. Review costs and benefits of a proposed development project prior to approval.
5. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
6. Support efforts to promote economic development within the county.
7. Commercial and industrial development should be directed to designated planned areas consistent with the Future Land Use Map.
8. Intensive industrial uses should be steered to areas that have the service capability to support that development.

**CHAPTER 7:
LAND USE**

This is the seventh of nine chapters of the Town of Lincoln Comprehensive Plan. This chapter is based on the statutory requirement [§66.1001(2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This chapter reviews existing land uses, trends, programs, and future land use.

A. EXISTING LAND USE INVENTORY

Current land use activity in the Town is characterized by large blocks of forestland with residential development mainly along lakeshores and some scattered agricultural, commercial and industrial activities. Potawatomi tribal lands also comprise a significant area of the Town and include some major developments. There are large sections of forest with limited road access, much of which is state and county forest. Such large contiguous forest blocks are necessary to maintain economically viable forests.

The existing land use map was developed in two steps. The first was an air photo interpretation by NCWRPC. The Town Plan Commission then made corrections. The intent of this map is to provide a generalized overview of land uses as the currently exist in the town. See the Existing Land Use map.

Once that map was completed the NCWRPC developed calculations to determine land areas by use. Table 17 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at about 34,500 acres or 86%. Water covers about 8% of the Town. The next most significant land use type is residential at about 2.5% and agriculture at about 2.1%. The other land uses combined use only about 1.5% of the total land area.

Table 17: Existing Land Use		
Land Use	Acres	Percent
Agriculture	843.5	2.09%
Commercial	3.3	0.01%
Government/Institution	53.2	0.13%
Industrial	43.0	0.11%
Open Land	178.3	0.44%
Outdoor Recreation	18.8	0.05%
Residential	1,011.5	2.51%
Transportation	530.4	1.32%
Water	3,136.9	7.78%
Woodlands	34,500.1	85.57%
Total	40,318.9	100%

Source: NCWRPC, Town of Lincoln

B. LAND USE TRENDS

1. LAND SUPPLY

As shown by the existing land use inventory, the majority of the Town is "undeveloped" woodlands, so the supply of land "available" for development appears to be adequate. Much of this undeveloped area is large block industrial forest, which is most productive if roads are not cut into it and subdivided. Even under a rapid growth scenario, the supply of land in the Town of Lincoln is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

2 LAND DEMAND

RESIDENTIAL:

The overall residential demand for land in the Town of Lincoln results from a projected 220 increase in households (2000–2025). TABLE 18 shows projected residential land demand based on household projections for the Town and an average lot size of 2-acres. Although some of the development will occur on larger or smaller parcels, this is more difficult to predict, and our projection becomes a conservative scenario. An average of 88 acres of residential land are expected to be added to the Town every 5 years to accommodate anticipated population growth by the year 2025. This does not account for seasonal home development.

About 194 of the 220 new housing units will probably be built as single-family, since 88 percent of all housing stock in the Town is single-family dwellings, as shown in the Housing chapter. About 6 (2.5%) of the 220 new housing units may exist as multi-family housing units, and the remaining 20 (8%) of the new projected housing units may be mobile home-type units. The multifamily units may reduce the overall demand for residential acreage slightly, but the difference is expected to be minor.

Seasonal housing comprises about 58% of the total units within the Town. Although existing seasonal homes are being converted to full-time permanent residences, it is assumed for planning purposes that new seasonal units will remain a stable proportion over the lifespan of this plan resulting in an additional 298 seasonal homes (2000–2025). These units would consume an average of about 119 acres every five years.

Insert Map Existing Land Use

INDUSTRIAL, COMMERCIAL AND AGRICULTURAL:

Industrial use within the Town is primarily scattered non-metallic mining operations. By their nature, non-metallic mining operations expand overtime, and as existing pits are closed, new pits will open. As a result, the amount of industrial land attributed to non-metallic mining is anticipated to fluctuate but remain fairly constant at about 43 acres over the planning period.

Commercial development is subject to market forces and difficult to predict. There has been little commercial development in the Town. As a result a conservative estimate of doubling of the current level of commercial from 3 acres to 6 acres by 2025 is used.

Since it is the Town’s intention to promote the preservation of productive agricultural land, the level of agricultural land within the Town is anticipated to remain stable over the planning period. Some lands are expected to be taken out of agriculture while new areas are likely to come under farming, resulting in minimal net change. Table 18 shows the projected increase of commercial, industrial and agricultural land uses in 5-year increments.

	2010	2015	2020	2025	2030*
Residential Acreage Demand	1,012	1,100	1,276	1,364	1,452
Industrial/Commercial Acreage Demand	46	47	48	49	50
Agricultural Acreage Demand	845	845	845	845	845

Source: NCWRPC

*Extension of 2000-2025 trend.

3.) LAND VALUES

Overall, equalized land values in the Town have increased about 30 percent over the last six years; however, not all categories of land increased. Residential property values increased by about 41 percent, while forest decreased by 23 percent. See Table 19, Equalized Land Values, below.

Table 19: Town of Lincoln Equalized Land Values			
Type of Property	2002	2008	% Change
Residential	69,930,600	98,475,000	40.8%
Commercial	996,300	1,678,300	68.5%
Manufacturing	0	0	--
Agricultural	190,300	201,000	5.6%
Undeveloped	605,200	574,100	-5.1%
Ag. Forest	0	211,000	100.0%
Forest	15,599,800	12,024,800	-22.9%
Other	150,200	105,600	-29.7%
Total Value	87,472,400	113,243,500	29.5%

Source: WIDOR

4. OPPORTUNITIES FOR REDEVELOPMENT

There are a few properties in Town that had environmental contamination on them and are still in use. For example there was a leaking underground storage tank at the Town Hall site, but the Town Hall still exists, therefore there is no site to redevelop. See the Natural, Agricultural, and Cultural Resources and Economic Development chapters, for more details.

Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

5. EXISTING AND POTENTIAL LAND USE CONFLICTS

An area of concern is the clear cutting of larger forested tracts for timber or pulpwood, and the subsequent sale and development of these and other large parcels for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection. This may stress available public facilities and services.

Other areas of land use conflict within the Town include forestry activity versus residential development and quarry activities versus residential development. Although the Town is not currently a highly agricultural area, another potential future conflict area is possible development of larger scale livestock operations.

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

C. LAND USE PROGRAMS

A number of different programs directly and indirectly affect land use within the Town. The principle land use programs include the Town of Lincoln Zoning and Land Division ordinances. Forest County also has a County Subdivision Ordinance that applies in the Town as well as County Shoreland Zoning. Official mapping authority is available but not widely used. See the Implementation Chapter of this Plan for more on these ordinances.

D. FUTURE LAND USE 2009-2029

The Future Land Use 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 future development of the Town.

Town of Lincoln Plan Commission members participated in a mapping exercise with NCWRPC staff to identify the desired future land uses by using nine common Land Use Map Classifications, as described below. Town Plan Commission members used their broad knowledge of the Town to draw shapes on a map representing the different land uses. The goal was to produce a generalized land use plan map (future land use) to guide the Town's growth. See the Future Land Use map.

Land Use Map Classifications:

Land use classifications are groups of land uses that are compatible, and separates conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions.

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

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 forested 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 like parks and boat launches.

6. Agricultural Areas

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

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, rail facilities, and potential recreational trails.

9. Preservation & Open Space

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, and steep slopes of 12 percent or greater. This could include endangered species habitat or other significant features or areas identified by the Town.

E. GOALS, OBJECTIVES, AND POLICIES

To address competing development concerns, a resource-based land management policy is proposed. This policy utilizes physical characteristics of the land to guide where development should occur. The following land use policy statement is a means of guiding future development within the Town towards a more orderly and rational pattern:

GOAL 1 Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

Objectives and Policies:

1. The Town will maintain a long-range Comprehensive Plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, and state plans and ordinances.

2. Small or medium scale commercial development intended to serve local needs will be considered.
3. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.
4. All industrial development proposals will be addressed on a case-by-case basis.
5. Commercial and industrial development will be directed to main roads that are better able to handle the traffic in proximity to city services rather than rural lakes or forested areas.

GOAL 2 Promote and regulate development that preserves the rural character of the Town, and minimizes groundwater impacts from on-site septic systems and other sources and that does not compromise air quality.

Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. rural residential type development should be planned as a buffer between single-family and forestry or agricultural. Landscape buffers should also be used, especially where use-buffers are unfeasible.

GOAL 3 Preserve the productive farmland and forest in the Town for long-term use and maintain agriculture and forestry as important economic activities and a way-of-life.

Objectives and Policies:

1. Marginal lands, not suited to agricultural or forestry uses, should be the focus of development activity in the Town. Land best suited to agriculture or timber production should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.
2. Nonfarm/nonforestry development, particularly subdivisions, may be

encouraged in areas away from intensive agricultural or forestry activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.

3. The Town may consider proposals involving the keeping or raising of livestock or other animals, fish, and fowl on a case-by-case basis in relation to the potential impact on water quality and neighboring land uses, consistent with Wis. Stat. 93.90.

Insert Map Future Land Use

CHAPTER 8: INTERGOVERNMENTAL COOPERATION

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. This chapter first analyzes the relationship of the Town of Lincoln to school districts, adjacent local governmental units, the Region, the state, and other governmental units; then it incorporates plans and agreements under sections 66.0301, 66.0307, and 66.0309 of Wisconsin Statutes; and finally it concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

A. ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1. SCHOOL DISTRICT

The Town of Lincoln is in the School District of Crandon, and there is also a parochial secondary school in Crandon. The Nicolet Technical College, located in Rhinelander, serves the Town.

The main form of interaction with both school and college districts are through payment of property taxes, which help to fund both districts' operations. The Town has little participation in issues pertaining to administration or siting of new facilities. All school and college board meetings are open to the public.

2. ADJACENT LOCAL GOVERNMENTS

a. Surrounding Towns

The Town of Lincoln is bordered by the towns of Argonne, Crandon, Lincoln, and Laona. The Town also surrounds the City of Crandon on three sides. Lincoln contracts with the City of Crandon Fire Department for fire and rescue service. Lincoln has First Responders who have a mutual aid relationship with the surrounding Towns.

b. Forest County

Forest County directly and indirectly provides a number of services to Lincoln. In addition, much of the land owned by the County is in the Town.

The County Highway Department maintains and plows the County, state and federal highways within the Town. The Highway Department offices and shop are located within the Town. The County Sheriff provides protective services

through periodic patrols and on-call 911 responses. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response. The Forestry and Outdoor Recreation Department maintains a county-wide recreation system for the use and enjoyment of all residents including the Town of Lincoln. The County also provides land records and land conservation services.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for WisDNR administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by FEMA in order for individual local units of government to qualify for certain types of disaster assistance funding.

3. NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Forest County is a member of the NCWRPC, which qualifies the Town of Lincoln for local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

4. STATE AND FEDERAL GOVERNMENT

The Wisconsin departments of Natural Resources (WisDNR) and Transportation (WisDOT) are the primary agencies the Town might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The WisDNR takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while WisDOT is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government like the Town of Lincoln. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads.

Most federal programs are administered by the states, so the Town would be dealing with the responsible state agency with regard to federal programs and regulations.

5. FOREST COUNTY POTAWATOMI COMMUNITY

Forest County Potawatomi Community is a federally recognized tribal government that provides many government services, employment opportunities, and other services and benefits to the area. In addition, the Forest County Potawatomi Community seeks funding from other sources including: road funding from the Bureau of Indian Affairs, funding for emergency services, State of Wisconsin-Tribal Law Enforcement grants, Natural Resources grants, and other similar programs. Such funding and/or services benefit the Town of Lincoln, Forest County and the Forest County Potawatomi Community.

B. EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS

The following intergovernmental conflicts were identified in the Lincoln planning area:

- ✓ County Zoning regulations and enforcement.

The following potential intergovernmental conflicts may arise in the Lincoln planning area:

- ✓ Annexation by the City of Crandon.
- ✓ Potential future sale / use of County owned land within the Town.
- ✓ The Town of Lincoln recognizes that the Forest County Potawatomi Community may transfer fee lands into federal trust status. When fee lands are placed into trust status, the Town's jurisdiction and taxing ability over the transferred land diminishes, similar to when a city annexes town land into the city.

The process for resolving these conflicts will in part be a continuation of past practices as new mechanisms evolve. The Town will continue to meet with surrounding towns and other entities when significant issues of mutual concern arise.

C. INTERGOVERNMENTAL PROGRAMS

66.0301 – Intergovernmental Cooperation: Wisconsin Statute §66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school

districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with §66.0301, formerly §66.30, are the most common forms of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement, and boundary changes have to be accomplished through the normal annexation process.

66.0307 – Boundary Agreements Pursuant to Approved Cooperative Plan: Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and address the need for safe and affordable housing. The participating communities to the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

Annexation: Wisconsin Statute, 66.021, Annexation of territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of 1 or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

- ✓ Unanimous Approval – A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
- ✓ Notice of Intent to Circulate Petition (direct petition for annexation) – The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.

- ✓ Annexation by Referendum – A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

Extraterritorial Zoning: Wisconsin Statute, 66.23(7a), Extraterritorial zoning, allows a first, second or third class city to adopt zoning in Town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits.

Extraterritorial Subdivision Review: Wisconsin Statute, 236.10, Approvals necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires Town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The Town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. This helps cities and villages protect land use near its boundaries from conflicting uses outside its limits. Overlapping authority by the city and village is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and village so that not more than one ordinance will apply.

Municipal Revenue Sharing: Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

Incorporation: Wisconsin Statutes, 66.0201 – Incorporation of villages and cities; purpose and definitions, and 66.0211 – Incorporation referendum procedure, regulate the process of creating new villages and cities from Town territory. Wisconsin Statute, 66.0207 – Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ✓ Minimum standards of homogeneity and compactness, and the presence of a "developed community center."
- ✓ Minimum density and assessed valuation standards for territory beyond the core.
- ✓ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.
- ✓ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- ✓ An analysis of the impact incorporation of a portion of the Town would have on the remainder, financially or otherwise.
- ✓ An analysis of the impact the incorporation would have on the area.

Many of the other types of intergovernmental programs not discussed here are urban fringe city-town in nature and do not apply to a town like Lincoln including boundary agreements, extraterritorial actions, and annexation.

D. INTERGOVERNMENTAL COOPERATION GOALS AND POLICIES

Goals:

1. Establish mutually beneficial cooperation with all levels of government.

Objectives and Policies:

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.
3. Continue cooperation with Forest County in the development and implementation of joint intergovernmental planning programs such as land and water conservation, parks and recreation and all hazards mitigation.
4. Continue good communication and cooperation with the Forest County Potawatomi Community regarding governmental matters of mutual concern. If there are issues that arise, the Town of Lincoln and Forest County Potawatomi Community can usually find reasonable solutions.

CHAPTER 9: IMPLEMENTATION

This chapter (# 9 of 9) of the Town of Lincoln Comprehensive Plan is based on the statutory requirement [s.66.1001 (2)(i) Wis. Stats.] for a compilation of programs and specific actions to implement the objectives, polices, plans and programs contained in the previous chapters. This chapter includes a process for updating the plan, which is required every 10 years at a minimum.

A. ACTION PLAN RECOMMENDED TO IMPLEMENT THE COMPREHENSIVE PLAN

This Plan is intended to be used as a guide by local officials, both town and county, when making decisions that affect growth and development in Lincoln. It is also important that local citizens and developers become aware of the Plan.

Steps taken to implement this Plan include adoption of public participation guidelines, Plan Commission formation, Plan Commission resolution recommending Plan adoption by the Town Board, formal public hearing, Town Board approval of the Plan by ordinance, distribution of the Plan to affected government units and ongoing Plan Commission reviews and updates.

RECOMMENDATION 1: PLAN COMMISSION -

It is incumbent upon the Town Board that once the Plan is approved, it will be used to guide decisions that affect development in the Town.

The Town of Lincoln Plan Commission is to measure the Town's progress toward achieving the Plan on an annual basis and make a full review and update of the Plan every 10 years. (See Section B, below.)

The primary implementation tools for this Plan are the Town of Lincoln Zoning and Land Division ordinances. These ordinances provide the underlying regulatory framework that supports many of the Plan's policies. Currently the Town Plan Commission may review zoning and subdivision applications and may make formal recommendations to the Town Board. The Comprehensive Plan should be an important consideration in this process. Wisconsin's Comprehensive Planning Law requires that a local government's land use related decisions and actions be consistent with that unit's Comprehensive Plan.

The previous chapters of this Plan contain a compilation of programs the Plan Commission may consider in working to implement the Comprehensive Plan.

RECOMMENDATION 2: INTERGOVERNMENTAL COOPERATION -

The Town of Lincoln cooperates with neighboring communities and other units of government to minimize intergovernmental conflict and ensure that the goals and objectives of this plan are fully realized. Key recommendations include the following:

- ✓ Work with Forest County to incorporate the Town of Lincoln Comprehensive Plan into a Forest County Comprehensive Plan and to complete a plan for the entire county.
- ✓ Continue to build on the initial framework established in the Intergovernmental Cooperation Chapter of this Plan.

RECOMMENDATION 3: INFORMATION AND EDUCATION -

Copies of this Plan should be made available to the public and all materials, maps, programs and information mentioned in the Plan should be assembled and displayed at the Town Offices, available for anyone to review when the facility is open or upon reasonable request. In addition, the same information should be made available on the Internet.

B. PLAN REVIEW AND UPDATE

An annual review is to be completed by the Plan Commission, comparing how each land use decision made during the year measured up to the goals and policies of the Plan. If a pattern of land use decisions inconsistent with the goals and policies of this Plan is found, the following options are to be considered:

- ✓ Appropriate adjustments should be made to bring decision-making back in line with Plan goals and policies
- ✓ The goals and policies themselves should be reviewed to ensure they are still relevant and worthwhile
- ✓ Possible changes to existing implementation tools such as the zoning or land division ordinance should be considered to ensure the ordinances properly support land use decision-making and plan implementation.
- ✓ New implementation tools should be considered to gain more control over land use decisions.

A comprehensive plan update is required by statute every 10 years. An essential characteristic of any planning program is that it reflects the desires of the Town's citizens.

C. PLAN AMENDMENT PROCEDURE

Amendments to this Plan may include minor changes to plan text or maps or major changes resulting from periodic review. Frequent changes to accommodate specific development proposals should be avoided. The Comprehensive Planning Law requires that the same process used to adopt the Plan will also be used to amend it, specifically:

An amendment or change may be initiated by either the Plan Commission or the Town Board and may result from a regular review or a request from a resident.

The Plan Commission prepares the specific text or map amendment being considered, holds a public meeting and votes to recommend approval (by resolution) or disapproval of the proposed amendment to the Town Board.

A copy of the proposed Plan amendment is sent to all affected government units, Forest County in particular.

Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes.

The Town Board conducts the public hearing and votes to either approve, approve with changes, or disapprove. Approvals must be in the form of an ordinance.

Any approved changes are sent to affected government units, Forest County in particular.

D.) PLAN CONSISTENCY BETWEEN CHAPTERS

The state comprehensive planning law requires that the implementation chapter describe how each chapter of the plan will be integrated and consistent with the other chapters. Preparing all the chapters of the Town of Lincoln Comprehensive Plan simultaneously has ensured that there are no known inconsistencies between the different chapters of the Plan.

ATTACHMENT A
PUBLIC PARTICIPATION PLAN

Town of Lincoln Public Participation Plan 2008



I. Background

The Town of Lincoln recognizes the need to engage the public in the planning process. This plan sets forth the techniques to meet the goal of public participation. Therefore, this Public Participation Plan forms the basic framework for achieving an interactive dialogue between citizens, local decision makers, staff and the NCWRPC.

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (1999 Wisconsin Act 9 and its technical revisions). As the planning process develops, it should be expected that the deviations from the plan may occur.

II. Objectives

The following is a list of objectives for the public participation plan:

- That the residents become fully aware of the importance of participating in the development of the Comprehensive Plan.
- That the public participation process be designed to engage all aspects of the Town.
- That the public have opportunities to provide their input to the Plan Commission and Town Board.
- That the public have access to all technical information and any analyses performed throughout the planning process.
- That there is input from the broadest range of perspectives and interests in the community possible.
- That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and responded to.
- That this process of public involvement strengthens the sense of community.

The goal will be to inform, consult and involve the public and the communities served during each phase of the planning process. Hopefully, this will help balance the issues related to private property rights.

III. Techniques

The public participation plan for the comprehensive planning process will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. NCWRPC newsletters will be used to inform persons of the planning process and solicit input.
3. Meeting summaries and/or handouts will be placed on file for review. The public library will be provided all materials as well.
4. The draft plan will be available via the NCWRPC website.
5. The local school will be provided information about the plan.
6. Other efforts as identified along the way.

**Town of Lincoln
Resolution**

For Adoption of a Public Participation Plan

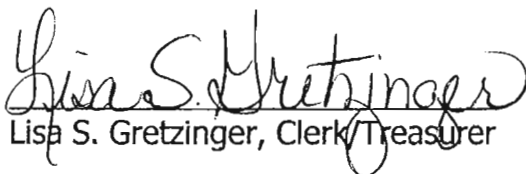
WHEREAS, the Town of Lincoln is required to prepare and adopt a Comprehensive Plan as outlined in Wisconsin Statutes; and

WHEREAS, public participation is critical for the development of a sound plan; and


WHEREAS, it is necessary for the Town of Lincoln to approve a process to involve the public in the planning process; and

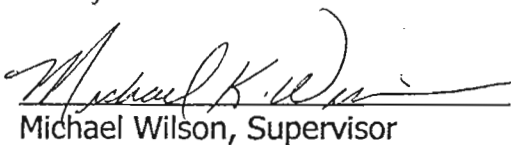
NOW, THEREFORE, BE IT RESOLVED, that the Town of Lincoln does approve and authorize the Public Participation Plan as presented.

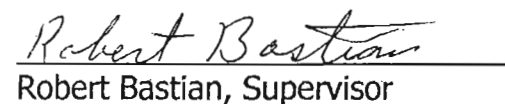
ADOPTED on the 8th day of December, 2008.

ATTEST: 
Lisa S. Gretzinger, Clerk/Treasurer

The governing body of the Town of Lincoln has authorized this Resolution, dated today.

ATTEST: 
Lynne M. Black, Chairperson

ATTEST: 
Michael Wilson, Supervisor

ATTEST: 
Robert Bastian, Supervisor

ATTACHMENT B
PLAN ADOPTION DOCUMENTATION

Resolution by Plan Commission to recommend adoption of Comprehensive Plan

RECEIVED

FEB 1 2010

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

**STATE OF WISCONSIN
Town of Lincoln
Forest County**

The Plan Commission of the Town of Lincoln, Forest 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 of 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.

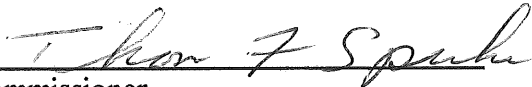
The vote of the Town Plan Commission in regard to this resolution shall be recorded by the clerk of the Town Plan Commission in the official minutes of the Town of Lincoln Plan Commission.

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

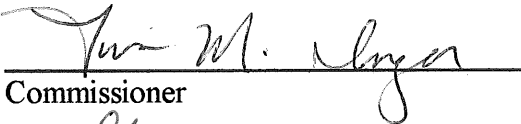
Adopted this 4th day of Nov, 2009.



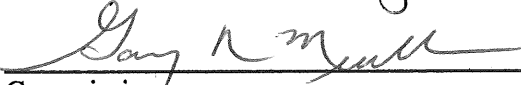
Chair




Commissioner



Commissioner



Commissioner

Attest: 
Secretary, Town of Lincoln Plan Commission

COMPREHENSIVE PLAN ORDINANCE

TOWN OF LINCOLN, FOREST COUNTY, WISCONSIN

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), Wis. stats.

SECTION II – AUTHORITY

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

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), Wis. stats.

2010-01
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APR 20 2010

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

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), Wis. stats.

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), Wis. stats.

SECTION VIII – SEVERABILITY

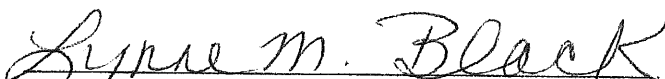
If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance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


Adopted this 12th day of April 2010.



Lynne M. Black, Chairman

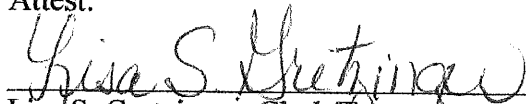


Michael Wilson, Supervisor



Larry Semmer, Supervisor

Attest:



Lisa S. Gretzinger, Clerk/Treasurer