



# Town of Lincoln Comprehensive Plan 2020



# **Town of Lincoln Comprehensive Plan**

## **Town Board**

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## **Plan Commission**

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**Adopted November 9, 2020**

**Prepared with the Assistance of the:**

**North Central Wisconsin Regional Planning Commission**

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## **Attachments**

- A. Public Participation Plan & Resolution
- B. Adoption Resolution
- C. Adoption Ordinance

# Chapter One

## Demographics

### *Introduction*

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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.

### *The Planning Process*

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.

## **Demographics**

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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.

## **Population Trends and Forecasts**

**Table 1.1** displays the total population for the Town of Lincoln, the neighboring towns, the County, and the State. Total population within the Town of Lincoln has increased by over 5 percent since 2000, a faster rate than Forest County, but a slower rate than the State. During this time, Lincoln's neighboring towns have all experienced different rates of population growth, ranging from a 27 percent decrease in the Town of Laona to a 13 percent increase in the Town of Argonne.

**Table 1.1: Population Trends**

Minor Civil Division	2000	2010	2017	% Change 2000-17	% Change 2010-17
Town of Lincoln	1,005	955	1,059	5.4%	10.9%
Town of Laona	1,367	1,212	997	-27.1%	-17.7%
Town of Nashville	1,157	1,064	1,163	0.5%	9.3%
Town of Crandon	614	650	523	-14.8%	-19.5%
Town of Argonne	532	512	601	13.0%	17.4%
City of Crandon	1,961	1,920	1,967	0.3%	2.4%
Forest County	10,024	9,304	9,035	-9.9%	-2.9%
Wisconsin	5,363,675	5,686,986	5,763,217	7.4%	1.3%

*Source: U.S. Census, American Community Survey 2013-2017*

State population projections were completed in 5-year increments between 2015 and 2040, as shown in **Table 1.2**. According to the Wisconsin Department of Administration (WDOA), the population in the Town of Lincoln will experience a 25 percent increase in population between 2020 and 2040. In comparison, Forest County is projected to increase by nearly 10 percent during this time. Additionally, the Town of Lincoln has the highest rate of projected population increase among its neighboring towns.

**Table 1.2: Population Projections**

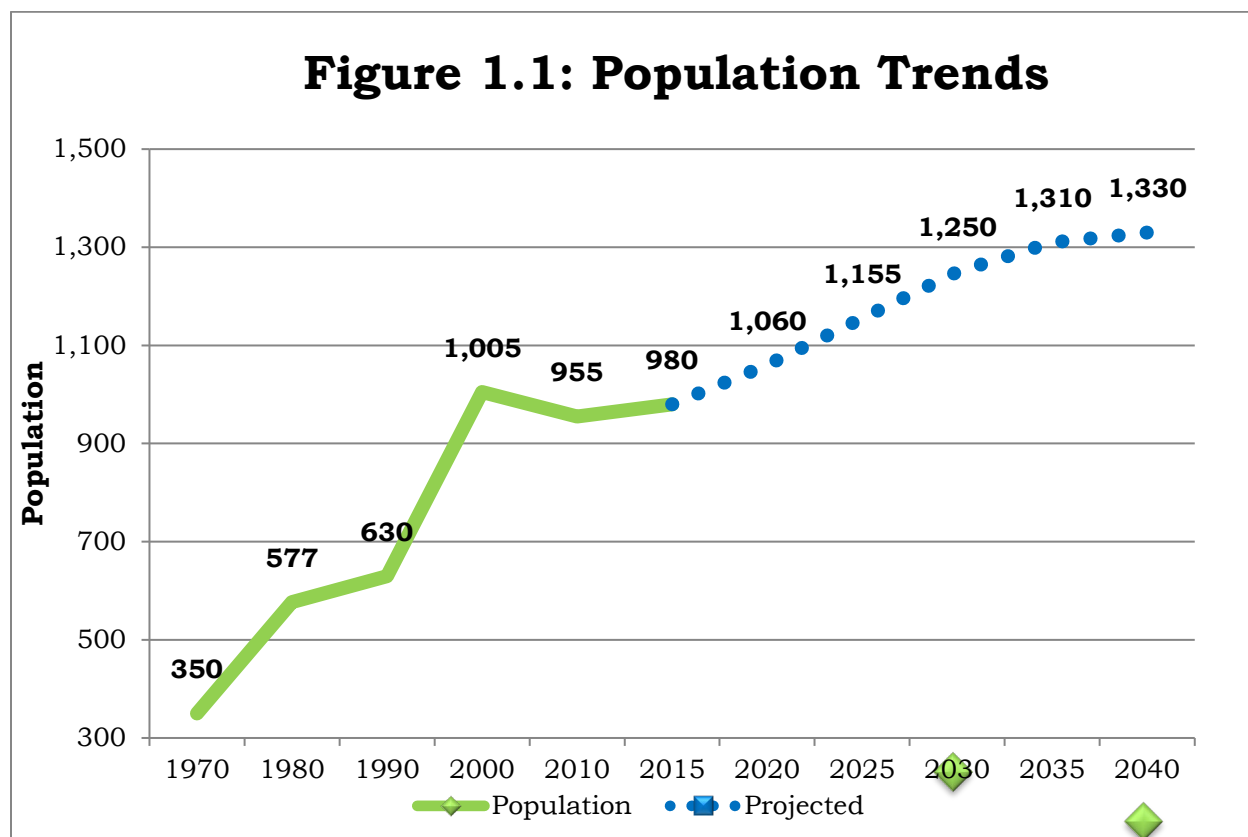
Minor Civil Division	2020	2025	2030	2035	2040	% Change 2020-40
Town of Lincoln	1,060	1,155	1,250	1,310	1,330	25.5%
Town of Laona	1,190	1,215	1,220	1,190	1,120	-5.9%
Town of Nashville	1,175	1,275	1,370	1,425	1,430	21.7%
Town of Crandon	710	775	835	870	885	24.6%
Town of Argonne	540	575	605	615	610	13.0%
City of Crandon	1,975	2,075	2,160	2,175	2,120	7.3%
Forest County	9,695	10,245	10,710	10,855	10,655	9.9%
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	8.1%

*Source: Wisconsin Department of Administration*

### **Historical Trends**

The 2018 population estimate for the Town of Lincoln created by the Wisconsin Department of Administration (WDOA) is 963. **Figure 1.1** displays the population trends in the Town of Lincoln from 1970 to projected populations in 2040. Population within the Town is projected to drastically increase over time, as the Town is projected to increase to 1,330 residents in 2040, up from a population of 350 residents in 1970

and from 955 residents in 2010. The Town is projected to reach its peak population of 1,330 residents in 2040.



### Household Trends and Forecast

There were 509 households within the Town of Lincoln in 2017, about a 26 percent increase from the total number of households of 404 in 2000, as shown in **Table 1.3**. In comparison, the number of households in Forest County decreased by about 0.1 percent during this time. Average household size in the Town of Lincoln was 2.08 persons, down from an average household size of 2.49 persons in 2000. In comparison, Forest County had an average household size of 2.24 in 2017, down from an average household size of 2.39 in 2000.

Table 1.3: Households					
Minor Civil Division	2000	2010	2017	% Change 2000-17	% Change 2010-17
Town of Lincoln	404	399	509	26.0%	27.6%
Town of Laona	564	525	434	-23.0%	-17.3%
Town of Nashville	485	448	542	11.8%	21.0%
Town of Crandon	238	268	244	2.5%	-9.0%

Town of Argonne	194	202	244	25.8%	20.8%
City of Crandon	803	771	860	7.1%	11.5%
Forest County	4,043	3,836	4,040	-0.1%	5.3%
Wisconsin	2,084,544	2,279,768	2,328,754	11.7%	2.1%
<i>Source: U.S. Census, American Community Survey 2013-2017</i>					

Like population, household projections were completed in 5-year increments between 2010 and 2040, as shown in **Table 1.4**. The number of households was calculated by dividing the total population for each 5-year increment by the projected average person per household.

Like the population projections, the WDOA household projections are recognized as Wisconsin's official population projections in accordance with Wisconsin State Statute 16.96 and are based on the historical population trends of individual communities. Assuming a conservative rate of growth, the number of households is projected to increase by 133 households, or a 29 percent increase between 2020 and 2040. This is faster than both the County and the State in terms of projected percent increase.

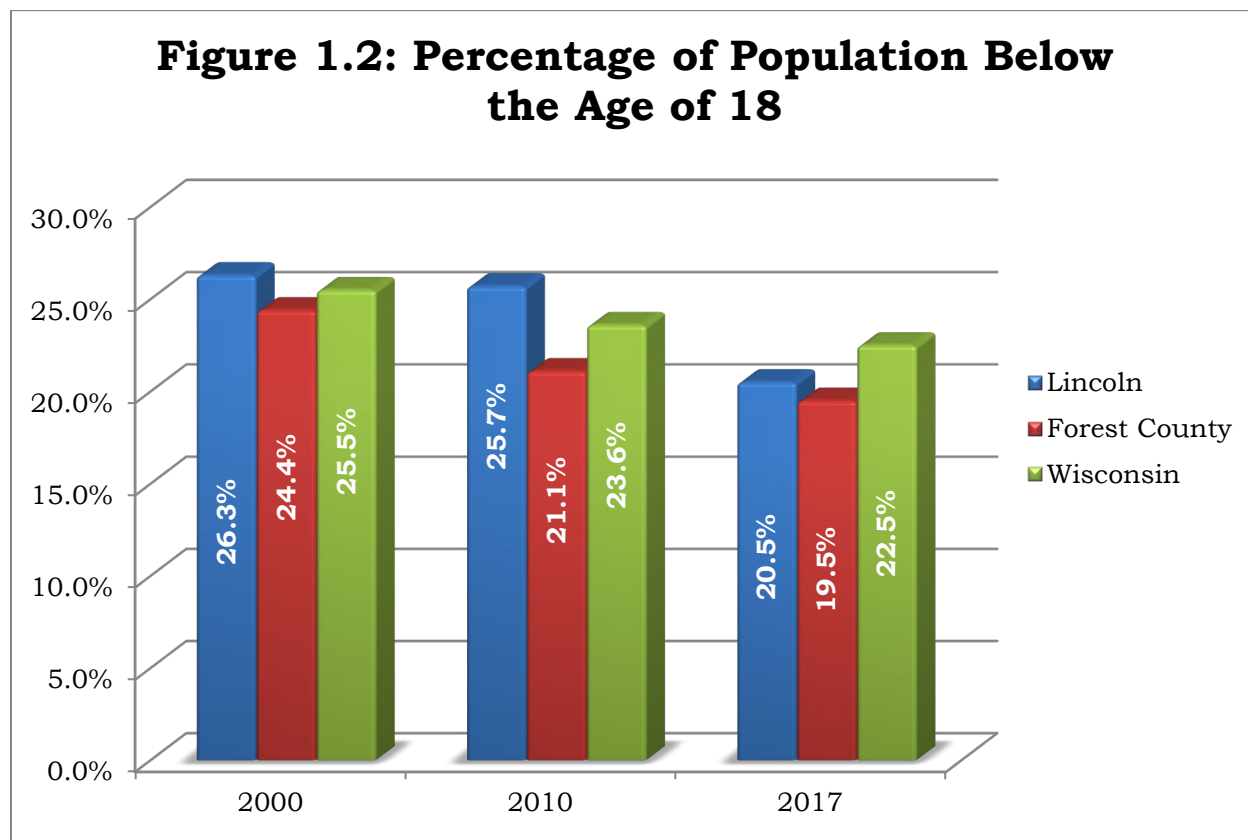
Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the **Housing Chapter** and the **Land Use Chapter**.

<b>Table 1.4: Household Projections</b>						
Minor Civil Division	2020	2025	2030	2035	2040	% Change 2020-40
Town of Lincoln	463	506	550	580	596	28.7%
Town of Laona	539	552	557	546	521	-3.3%
Town of Nashville	517	563	608	635	646	25.0%
Town of Crandon	306	335	362	379	390	27.5%
Town of Argonne	223	238	251	257	258	15.7%
City of Crandon	822	861	889	880	850	3.4%
Forest County	4,180	4,433	4,644	4,715	4,674	11.8%
Wisconsin	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	12.0%
<i>Source: Wisconsin Department of Administration</i>						

### **Age Distribution**

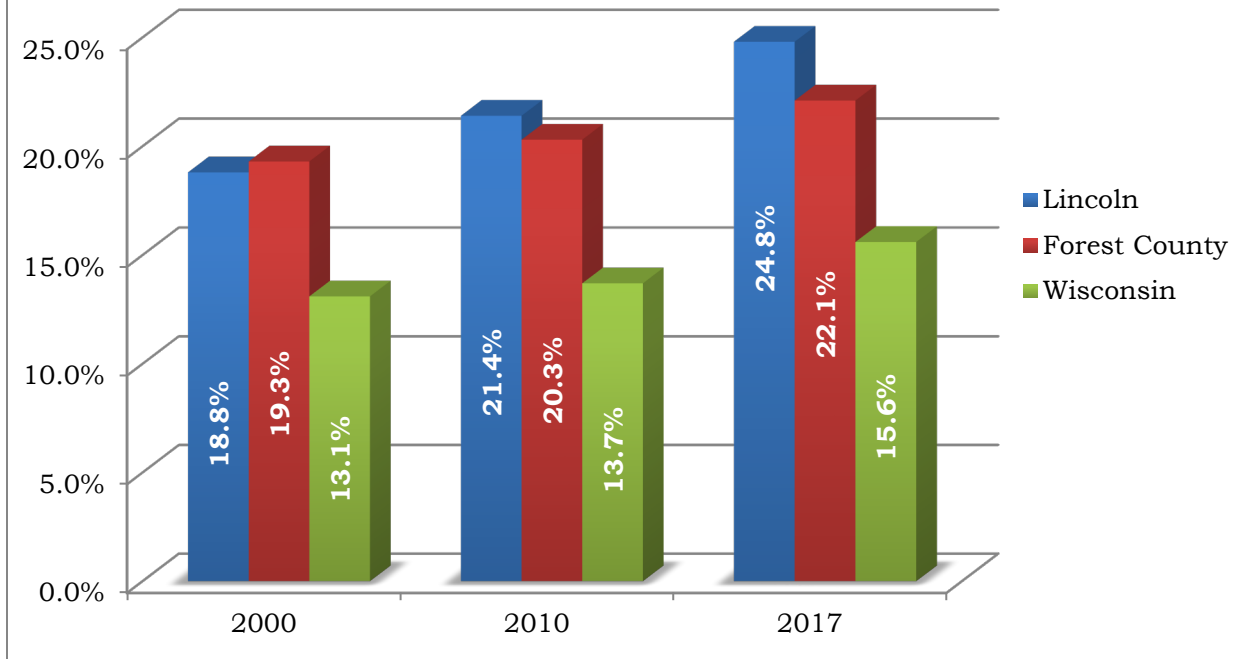
Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the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

Between 2000 and 2017, the number of children 17 and younger, as a percentage of the population, for the Town of Lincoln decreased from 26.3 percent in 2000 to 20.5 percent in 2017, as shown in **Figure 1.2**. The percentage of population below the age of 18 also decreased in Forest County and Wisconsin as well during this time. This trend may be partly explained by the 2008 economic recession and difficult financial circumstances for young families.



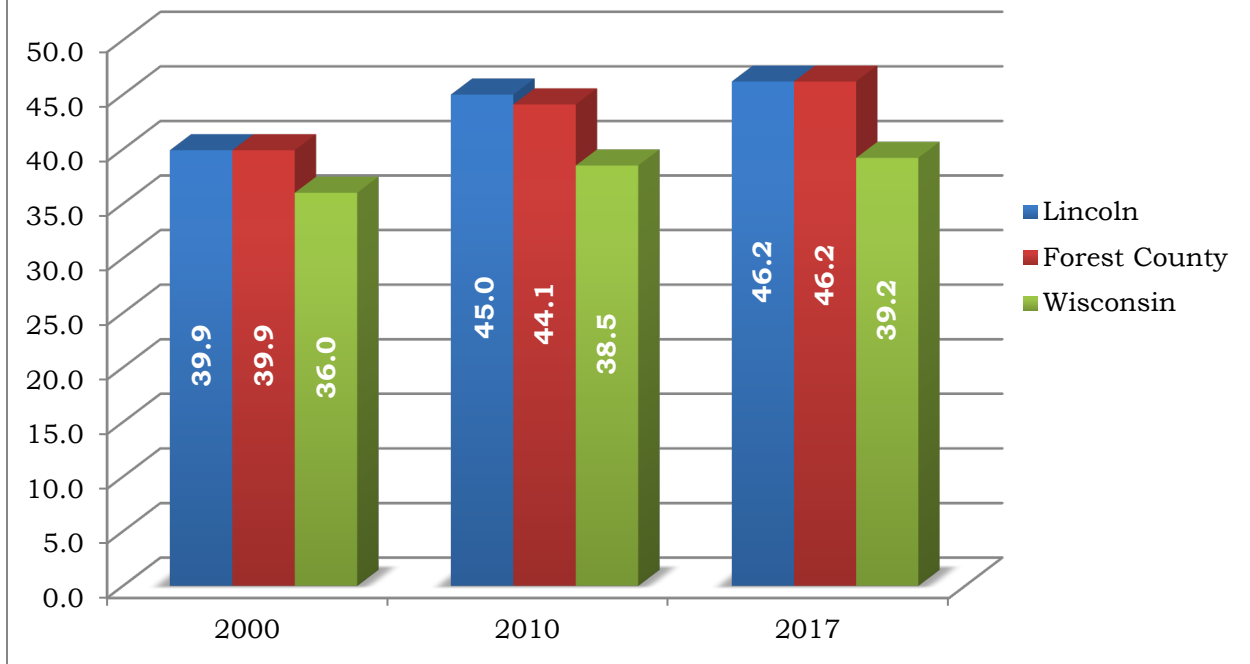
Between 2000 and 2017, the number of adults ages 65 and older, as a percentage of the population, for the Town of Lincoln increased from 18.8 percent in 2000 to 24.8 percent in 2017, as shown in **Figure 1.3**. The percentage of population ages 65 and older also increased in Forest County and Wisconsin during this time.

**Figure 1.3: Percentage of Population Ages 65 and Over**



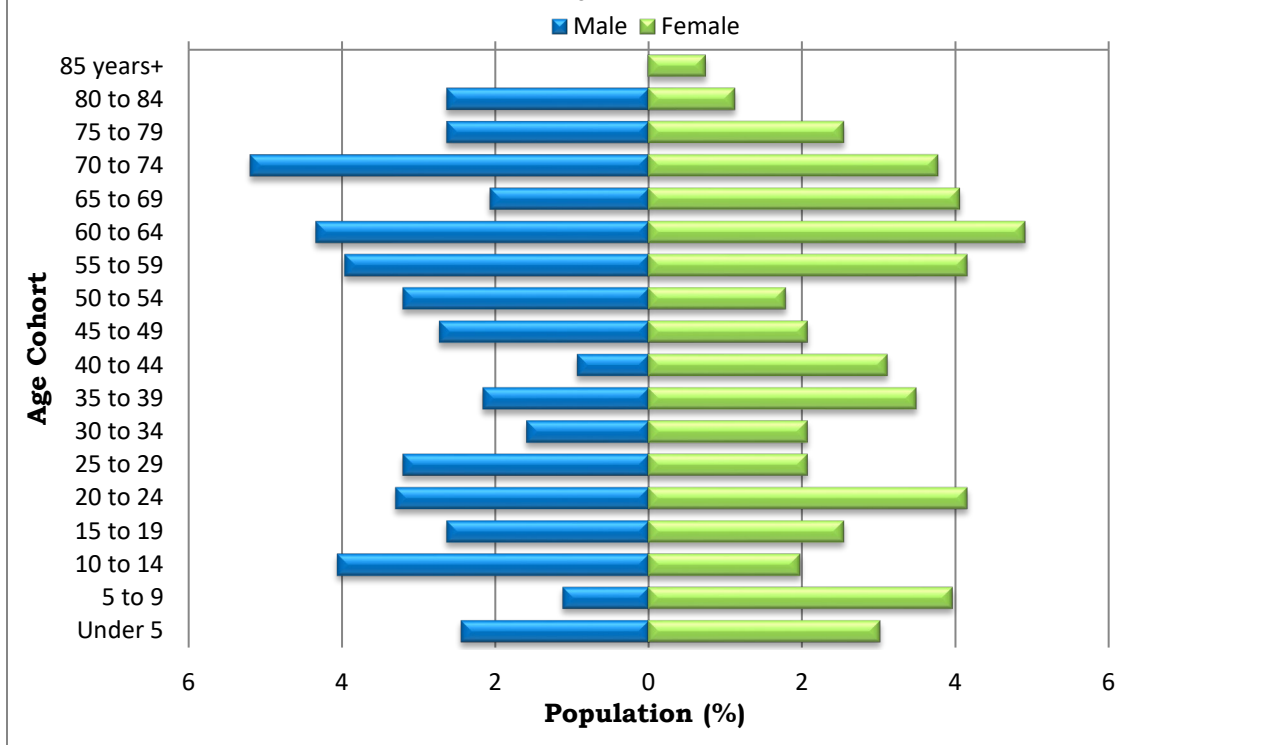
The estimated median age in the Town of Lincoln in 2017 was 46.2, which is equal to the median age in Forest County and significantly higher than in Wisconsin (39.2), as shown in **Figure 1.4**. The median age of 46.2 in the Town of Lincoln reflects the concentration of the age cohorts between the ages of 45 and 64 and smaller numbers of children under the age of 15 years.

**Figure 1.4: Median Age**



The Town of Lincoln's population pyramid, **Figure 1.5**, displays the population distribution broken down into age categories or cohorts for the Town of Lincoln in 2017. The population distribution by age cohort in the Town of Lincoln could best be described as an hourglass shape. The majority of residents within the Town of Lincoln fall between the ages of 0 and 24 or 50 and 79, with a small proportion of residents falling between the ages of 25 and 49. This indicates that Lincoln has a large school age population (5-24 years), but the 25 to 34 age groups are smaller, indicating that residents leave to seek higher education or employment after high school and/or college. 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 1.5: Town of Lincoln Population Pyramid**



### Education Levels

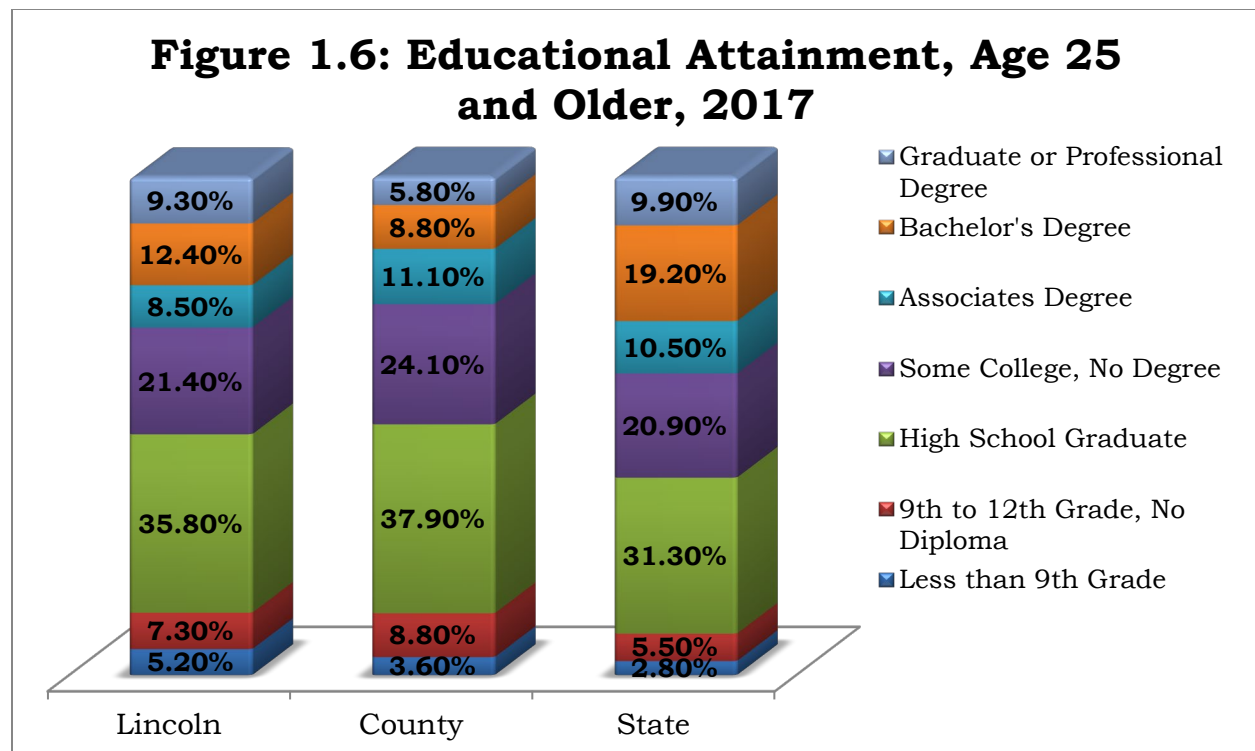
The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well-being of a community.

Educational attainment in the Town has increased since 2000. The percentage of population ages 25 and older with a high school education increased from 80.5 percent in 2000 to 86.3 percent in 2017, as shown in **Table 1.5**. The percentage of those with a bachelor's degree or higher has increased from 13.4 percent in 2000 to 24.2 percent in 2017. These increases were in line with those experienced in Forest County. The Town of Lincoln has a lower percentage of people with a high school degree or higher than both Forest County and the State of Wisconsin as whole. However, The Town of Lincoln has a higher percentage of people with a bachelor's degree or higher than Forest County, but a lower percentage than Wisconsin. **Figure 1.6** displays a comparison between Lincoln, Forest County, and Wisconsin for all educational attainment categories for the year 2017.

**Table 1.5: Educational Attainment Trends, 2000-2017**

	Town of Lincoln			Forest County			Wisconsin		
Educational Attainment	2000	2010	2017	2000	2010	2017	2000	2010	2017
% high school graduate or higher	80.5%	89.1%	86.3%	78.5%	85.6%	87.6%	85.1%	89.4%	91.7%
% bachelor's degree or higher	13.4%	17.7%	24.2%	10.0%	12.0%	14.5%	22.4%	25.8%	29.0%

Source: U.S. Census, American Community Survey 2013-2017

**Figure 1.6: Educational Attainment, Age 25 and Older, 2017**

### Income Levels

**Table 1.6** shows median household income for the Town of Lincoln. The median household income for Town of Lincoln households was \$56,917 in 2017, up from \$44,917 in 2000. However, after adjusting for inflation, real median household income actually decreased during this time, as the inflation-adjusted median household income for the Town of Lincoln in 2000 was \$64,618. Both Forest County and Wisconsin also experienced decreases in median household income during this time when adjusting for inflation. The Town's median household income of \$56,917 is significantly higher than the median household income in Forest County, and slightly higher than the State's median household income of \$56,759.

**Table 1.6: Median Household Income**

	2000*	2010*	2017	% Change 2000-17	% Change 2010-17
Town of Lincoln	\$64,618	\$49,254	\$56,917	-11.9%	15.6%
Forest County	\$46,069	\$42,168	\$43,356	-5.9%	2.8%
Wisconsin	\$62,999	\$57,825	\$56,759	-9.9%	-1.8%

Source: U.S. Census, American Community Survey 2013-2017

**Table 1.7** shows per capita income for the Town of Lincoln. Per capita income is the average obtained by dividing aggregate income by the total population of an area. Since 2000, the Town's per capita income increased by nearly 19 percent when adjusted for inflation, significantly faster than both Forest County and Wisconsin.

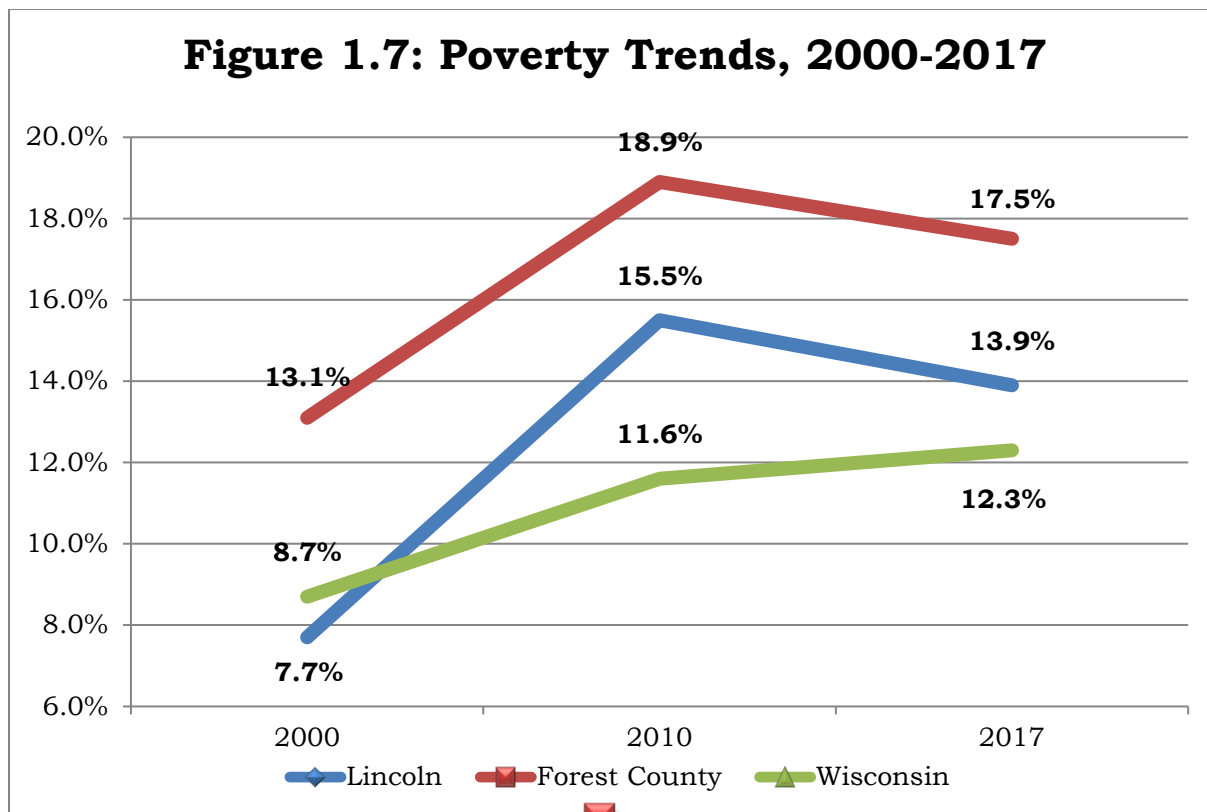
**Table 1.7: Per Capita Income**

	2000*	2010*	2017	% Change 2000-17	% Change 2010-17
Town of Lincoln	\$31,077	\$23,799	\$28,237	-9.1%	18.6%
Forest County	\$23,667	\$23,062	\$23,936	1.1%	3.8%
Wisconsin	\$30,601	\$29,837	\$30,557	-0.1%	2.4%

Source: U.S. Census, American Community Survey 2013-2017

## **Poverty**

In 2017, 13.9 percent of the Town's population was under the Federal Poverty Line (FPL). This is slightly higher than the State of Wisconsin's poverty rate, and is lower than the poverty rate in Forest County. The poverty rate in the Town of Lincoln has sharply increased since 2000, but has been declining since 2010, similar to Forest County. **Figure 1.7** compares poverty rate trends within the Town of Lincoln, Forest County, and Wisconsin. Lincoln, Forest County, and Wisconsin all experienced large increases in poverty rate between 2000 and 2010, with Lincoln and Forest County both experiencing declines in poverty rates between 2010 and 2017.



### **Race & Ethnicity**

According to the 2013-2017 American Community Survey (ACS) 5-Year Estimates, about 65 percent of the population in the Town of Lincoln identifies as “White”. The Town also has a large population of residents that identify as “American Indian”, accounting for nearly 32 percent of the Town’s population. About 0.8 percent of residents identify as “Some Other Race”, while the remaining 2.4 percent identify with “Two or More Races”.

### **Employment Characteristics**

According to the 2013-2017 ACS, the 355 members of the Lincoln labor force had median earnings of \$36,667, while the mean earnings of full-time, year-round workers were \$44,731. Median earnings are generally higher as education increases, ranging from \$20,625 for those without a high school degree to \$37,188 for those with a bachelor’s degree.

Between 2000 and 2017, the number of employed residents within the Town of Lincoln decreased from 388 in 2000 to 314 in 2017. **Table 1.8** compares the occupational employment for residents in Town of Lincoln, to occupational employment for residents in Forest County and the State of Wisconsin. The primary

occupations of Lincoln residents in the labor force are: *Sales & Office; Management, Professional & Related; and Production, Transportation & Mineral Moving.*

<b>Table 1.8: Occupation of Employed Workers</b>								
	Town of Lincoln				Forest County			
Occupation	2000	2010	2017	% Change 2000-17	2000	2010	2017	% Change 2000-17
Management, Professional & Related	91	145	73	-19.8%	831	962	1,016	22.3%
Service	91	97	51	-44.0%	855	954	736	-13.9%
Sales & Office	76	59	80	5.3%	799	755	754	-5.6%
Natural Resources, Construction, and Maintenance	58	45	54	-6.9%	651	551	503	-22.7%
Production, Transportation & Mineral Moving	72	44	56	-22.2%	908	657	649	-28.5%
Total	388	390	314	-19.1%	4044	3879	3658	-9.5%
<i>Source: U.S. Census, American Community Survey 2013-2017</i>								

**Table 1.9** displays the breakdown of employment for Town of Lincoln and Forest County residents by industry sector in 2017. The leading industry sectors for residents employed in the Town are: *Public Administration; Education, Health, and Social Services; and Manufacturing.*

<b>Table 1.9: Employment by Industry Sector</b>								
	Town of Lincoln				Forest County			
Industry Sector	2000	2010	2017	% Change 2000-17	2000	2010	2017	% Change 2000-17
Ag., Forestry, Fishing, Hunting & Mining	25	17	9	-64.0%	303	251	208	-31.4%
Construction	28	19	22	-21.4%	303	309	285	-5.9%
Manufacturing	43	19	36	-16.3%	669	405	462	-30.9%
Wholesale Trade	9	2	0	-100.0%	57	50	31	-45.6%
Retail Trade	32	52	19	-40.6%	402	420	382	-5.0%
Transportation, Warehousing & Utilities	30	12	22	-26.7%	256	209	194	-24.2%
Information	2	7	6	200.0%	49	23	48	-2.0%
Finance, Insurance, Real Estate & Leasing	15	13	5	-66.7%	119	158	117	-1.7%
Professional, Scientific,	23	25	24	4.3%	136	166	199	46.3%

Management, Administrative & Waste Mgmt Services								
Education, Health and Social Services	71	102	59	-16.9%	755	811	805	6.6%
Arts, Entertainment, Recreation, Accommodation and Food Services	40	48	31	-22.5%	527	653	491	-6.8%
Public Administration	35	58	64	82.9%	300	302	284	-5.3%
Other Services	35	16	17	-51.4%	168	122	152	-9.5%
Total	388	390	314	-19.1%	4,044	3,879	3,658	-9.5%
<i>Source: U.S. Census, American Community Survey 2013-2017</i>								

According to the Census, the civilian labor force (population 16 and over) living in the Town of Lincoln was approximately 355 workers in 2017. Of these, 41 were unemployed for an unemployment rate of 4.7%. In comparison, the unemployment rate for Forest County was 4.5% in 2017. More employment information can be found in the ***Economic Development Chapter***.

## ***Issue Identification***

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### ***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 (adjusted for inflation) of Town residents declined from 2000 to 2017, but was still significantly higher than the county median household income.

- ✓ 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.

### **Past Planning Efforts**

The Town of Lincoln completed a land use plan in 2000 and a comprehensive plan in 2010 with the assistance of the NCWRPC. These plans were 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 and 2010 plans 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 2012. The Town anticipates updating their zoning ordinance in 2022.

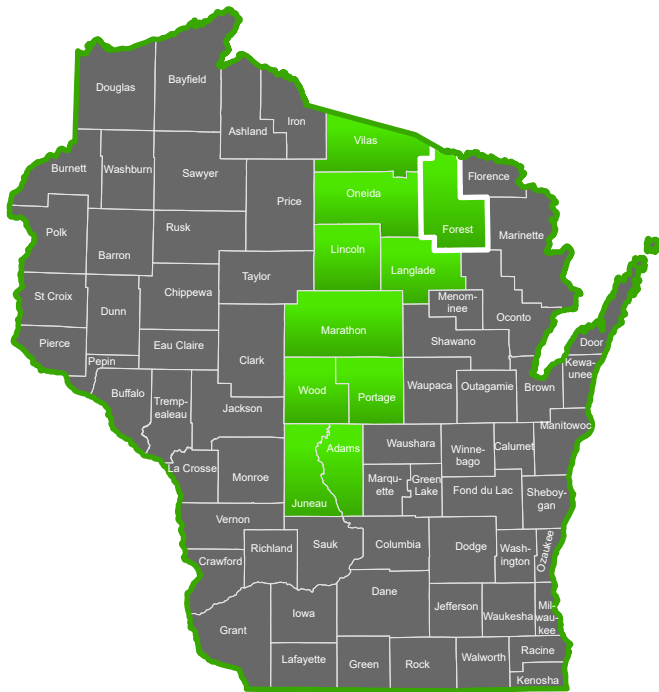
### **Goals, Objectives and Policies**

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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:

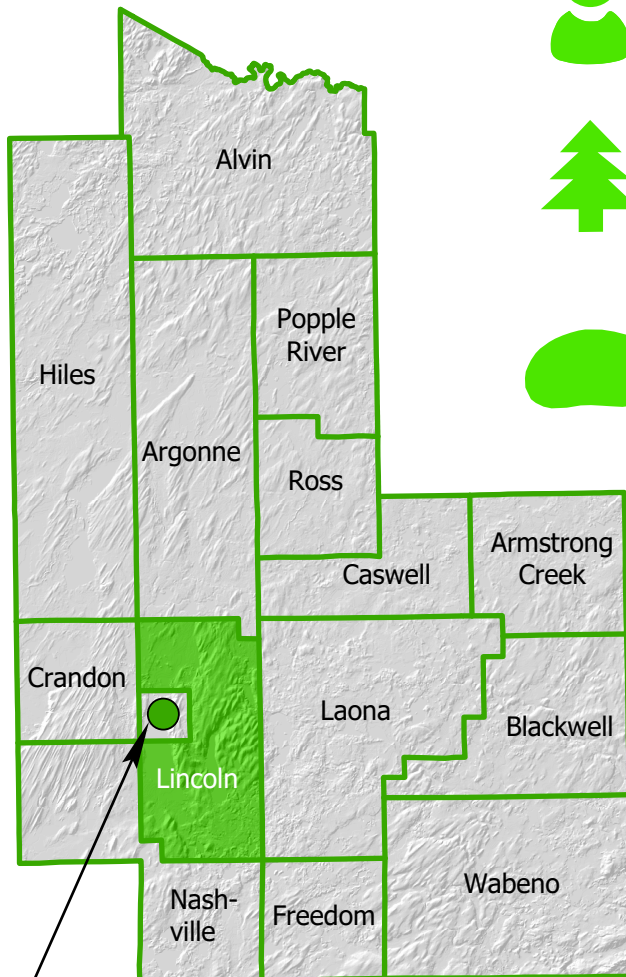
- ✓ **Goals:** Broad statements that express general public priorities about how the Town should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.
- ✓ **Objectives:** More specific than goals and are usually 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.



The Town of Lincoln is part of Forest County, located in northern Wisconsin. Surrounding municipalities include: Argonne (north), Laona (east), Nashville (south & west), & both the Town and City of Crandon (west).

The Town of Lincoln is home to beautiful scenery featuring the popular lakes Lake Lucerne and Lake Metonga; mixed forests with a vast network of public forests, including portions of Forest County's County Forest network and state-owned forested lands; and a bountiful supply of wildlife. The Town is also home to a segment of the Forest County Potawatomi Community.



City of Crandon  
Population: 1,967



Population:  
Total: 1,059  
Median Age: 46.2



Housing Units:  
Total: 1,206  
Occupied: 509  
Seasonal: 633



Woodlands:  
Acres: 34,184  
% of Town Area: 85%

State-Owned Lands  
County Forest  
Potawatomi Tribal Lands



Water Resources:  
Named Lakes: 10  
Acres: 3,136  
% of Town Area: 8%

Major Waterbodies:  
Lake Lucerne  
Lake Metonga  
Otter Creek



Income:  
Median Income: \$56,917  
Per Capita Income: \$28,237



Employment Data:  
Employed: 314  
Unemployment: 4.7%  
Jobs within Town: 883



Major Roadways:  
USH 8      CTH W  
STH 32      CTH Q  
STH 55      CTH P

## Chapter Two

# 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.

## Previous Plans and Studies

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

### **Forest County Land and Water Resource Management Plan 2018-2027**

*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. The plan provides an extensive inventory of the County's natural resources and a series of goals and objectives intended to improve and protect these resources in the future. Some of the plan's recommendations include replacing failing septic systems, reducing pollutants entering the waterways, and protecting and managing the area forests.*

*The 2018-2027 Land and Water Resource Management Plan identifies six high priority goals. These goals include:*

- *Remove and Reverse Lake Eutrophication*
- *Slow the spread of invasive and non-native nuisance species*
- *Increase the amount and quality of information available concerning land and water in Forest County*
- *Reduce Phosphorus and Nitrogen loading to surface waters*
- *Promote well-planned development*
- *Maintain a healthy and vigorous forest*

## **Forest County Outdoor Recreation Plan 2017-2021**

*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.*

## **Forest County Farmland Preservation Plan, 2011**

*This plan inventories and analyzes the agriculture related resources of Forest County, including components such as farmland, utilities and infrastructure, communications, and land use. It describes programs available to help maintain and preserve productive farmland and woodlands. This plan also discusses the importance of the agriculture industry to the local economy. It establishes the goal of promoting working forests and farms, and includes a number of objectives and policies to meet this goal, as well as criteria for designating farmland preservation areas. The Town of Lincoln has numerous scattered farmland preservation areas within the Town's boundaries.*

*Farmland Preservation Areas - Parcels that meet the Farmland Preservation Plan (FPP) mapping criteria. Landowners in this area may apply for farmland preservation income tax credits. No non-agricultural development is planned in the next fifteen years for those areas identified.*

*Criteria for Farmland Preservation Areas:*

- *Lands depicted on the Soils Map as farmlands.*
- *Lands depicted on the Land Use Map as agriculture, cranberry bog, open lands, or woodlands.*
- *Lands depicted on the Future Land Use Map that allow agriculture or forestry to occur.*

*Lands are excluded if they are any of the following:*

- *Local, county, state and federal lands.*
- *“Planned Out” lands on Map 6 of the FPP*
- *Parcels less than 5 acres*
- *Tax exempt land*

## **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.*

## **USGS Protecting Wisconsin's Groundwater through Comprehensive Planning**

*In a joint effort by the Wisconsin Department of Natural Resources (DNR), the University of Wisconsin System, and the United States Geological Survey, a website was made available with data and information on geology, general hydrology, and groundwater quantity and quality. The website was developed to aid government officials in their comprehensive plans, including this plan.*

## **Natural Resources Inventory**

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Examining the natural environment is essential to the planning process. For instance, soils, topography and geology can pose limitations to certain types of development, while an inventory of surface water resources, vegetation types, environmentally significant areas, and historical features identifies those resources and areas which should be protected from over-development. This section of the plan identifies both the water and land resources of the Town.

The Town of Lincoln is about 40,319 acres in size and contains 10 named lakes, several creeks, and numerous unnamed water bodies. Much of the Town is forest. Lincoln is part of the Northern Highland geomorphic region with a glacial landscape that includes gently rolling, rounded, forested hills rising above adjacent marshy areas.

### **Water Resources**

#### **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 Lake Metonga, Lake Lucerne, and Swamp Creek (which drains Lucerne Lake). Two water bodies are listed as an ERW—Rocky Siding Creek and Middle Branch Peshtigo River.

#### 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.

## 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**.

## 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.

## 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**

### **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.

### **Metallic & Non-Metallic Mineral Resources**

There are a number of quarries throughout the Town of Lincoln, as well as a few closed or inactive sites. The soil characteristics of the Town are such that the Town is an excellent source of sand and gravel, which precludes the mapping of any key areas.

Forest County has seen active mineral exploration in the past; however, there are no known discoveries of metallic mineral deposits within the Town of Lincoln. Forest County has an ordinance regarding metallic mineral exploration, mining and reclamation.

### **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.

### **Rare Species & Natural Communities**

The Town of Lincoln has 25 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. As of April 2019, there were 10 natural communities, 8 plant species, and 7 animal species listed as threatened or endangered by the Wisconsin Natural Heritage Inventory. **Table 2.1** lists the threatened or endangered species and communities within the Town of Lincoln.

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.

**Table 2.1: Rare Species & Natural Communities**

Common Name	Status	Group
Little Goblin Moonwort	END	Plant
Calypso Orchid	THR	Plant
Ephemeral Pond	NA	Community
Swamp Darner	SC/N	Dragonfly
Marsh Horsetail	SC/N	Plant
Hardwood Swamp	NA	Community
Four-toed Salamander	SC/H	Salamander
Woodland Jumping Mouse	SC/H	Mammal
Northern Mesic Forest	NA	Community
Northern Wet-Mesic Forest	NA	Community
West Virginia White	SC/H	Butterfly
Algae-leaved Pondweed	THR	Plant
Blunt-lobe Grape-fern	SC	Plant
Torrey's Bulrush	SC	Plant
Water Shrew	SC/N	Mammal
Spring Pond	NA	Community
Northeastern Bladderwort	SC	Plant
Bird Rookery	SC	Community
Spruce Grouse	THR	Bird
Northern Sedge Meadow	NA	Community
Patterned Peatland	NA	Community
Sweet Colt's-foot	THR	Plant
Boreal Chickadee	SC/M	Bird
Poor Fen	NA	Community
Stream--Fast, Hard, Cold	NA	Community

*Source: Wisconsin Natural Heritage Inventory*

### Definitions

**END** = Endangered

**THR** = Threatened

**SC** = Special  
Concern

**SC/P** = Fully  
Protected

**SC/N** = No laws  
regulating use,  
possession, or  
harvesting

**SC/H** = Take  
regulated by  
establishment of  
open/closed  
seasons

**SC/M** = Fully  
protected by federal  
and state laws  
under the Migratory  
Bird Act

**NA** = Not Applicable

### 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. Forest County has been identified by the Wisconsin Department of Natural Resources as being “in attainment” of the Environmental Protection Agency’s (EPA) National Ambient Air Quality Standards (NAAQS) for each of the six pollutants, sulfur dioxide (SO<sub>2</sub>), nitrogen dioxide (NO<sub>2</sub>), carbon monoxide (CO), ozone (O<sub>3</sub>), particulate matter (PM<sub>2.5</sub> and PM<sub>10</sub>) and lead(Pb); and has been since the standards were first established in the Clean Air Act in 1990. The Town of Lincoln, and Forest County, currently have

no pollution sources classified as “major”, emitting more than 100 tons per year (tpy) of any of the pollutants listed above, but rather have a number of smaller sources classified as “minor”, emitting less than 100 tpy of air pollutants.

The Forest County Potawatomi has been operating a high-tech air quality monitoring station in partnership with the U.S. EPA and the Wisconsin Department of Natural Resources, located 5 miles east of the city of Crandon within the Town of Lincoln. The station provides real-time data on the quality of the air to EPA’s [AirNow.gov](https://www.airnow.gov) public webpage, providing advisories when pollution levels are such that individuals should take precautions when outdoors. There have been only 3 Air Quality Notices for Forest County Since monitoring began in 2004, indicating that the air quality was unhealthy, specifically for sensitive individuals.

## ***Agricultural Resources***

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### ***Soils & Productive Agricultural Areas***

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The soils in the Town primarily result from glacial till, glacial outwash, or glaciolacustrine deposits, and a few formed from organic material.

A detailed study of all of the soils in Forest County was developed by the U.S. Department of Agriculture, Soil Conservation Service. As part of that study, soils were identified in terms of both generalized soil associations, or predominant soil patterns, and specific detailed soils.

Agriculture is the fourth most common land use within the Town covering about 767 acres. A significant portion of soils in the Town are classified as prime farmland by the Natural Resources Conservation Service (NRCS) as identified in the Soil Survey of Forest County, Wisconsin. This indicates that soils within the Town of Lincoln can provide ideal conditions for agricultural production, even if the soils are not currently being used for agricultural purposes.

Data from the latest U.S. Census of Agriculture in 2017 shows that agriculture operations within Forest County have increased since 1997. For example, in 1997 there were 111 farm operations that operated on a total of 26,150 acres. By 2017, those numbers had increased to 140 farming operations that operated on 38,084 acres of land.

## ***Cultural Resources***

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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); and
- Otter Springs Springhouse (T36N R13E Sec 24);

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.

## ***Natural, Agricultural, and Cultural Resources Programs***

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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:** Support for the Forest Management Program is received from the federal & state 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.

## ***Goals, Objectives, & Policies***

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### **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 by imposing strict conditions on operations and reclamation with frequent monitoring and review.
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.

# Chapter Three

## 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.

### ***Previous Plans and Studies***

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#### **Wisconsin State Consolidated Housing Plan**

*The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants, and Housing Opportunities for Persons with AIDS (HOPWA).*

*“The Consolidated Plan provides the framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.”*

#### **Regional Livability Plan, 2015**

*The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies a number of issues affecting community livability related to housing:*

- *Aging population*
- *Smaller household sizes*
- *Lack of Housing Options*
- *Increase in Housing Costs related to incomes*

### **Forest County Comprehensive Plan, 2011**

*The Forest County Comprehensive Plan closely examines the state of housing throughout Forest County, examining housing issues and qualities such as age of housing units, housing value, housing types, seasonal housing, and general housing characteristics. The identified goals in the Forest County Comprehensive Plan as pertains to housing are as follows:*

- *Encourage an adequate supply of affordable housing for individuals of all income levels throughout the community.*
- *Discourage residential development in unsuitable areas.*
- *Encourage adequate affordable housing for all individuals consistent with the rural character of the community.*
- *Promote the maintenance and renovation of the existing housing stock as a source of affordable housing.*

## ***Housing Stock Assessment***

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### **Age Characteristics**

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940's for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Forest County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

**Table 3.1** 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 2013-2017 American Community Survey. About 3.8 percent of Lincoln's housing units were built before 1940, significantly lower than the percentage in Forest County (14.6%). About 47.7 percent of housing units within Lincoln were built after 1990, a higher percentage

than all of the surrounding communities and significantly higher than in Forest County.

<b>Table 3.1: Year Structure Built, 2017</b>									
	1939 or Earlier	1940 - 1949	1950 - 1959	1960 - 1969	1970 - 1979	1980 - 1989	1990 - 1999	2000 - 2010	2010 or Later
Town of Lincoln	3.8%	4.0%	11.2%	7.1%	16.8%	8.6%	30.1%	17.6%	0.7%
Town of Laona	13.7%	8.8%	7.0%	4.9%	15.1%	7.6%	25.5%	17.2%	0.2%
Town of Nashville	11.3%	5.7%	9.0%	5.9%	11.9%	15.6%	20.1%	17.4%	3.1%
Town of Crandon	6.6%	2.5%	4.9%	10.6%	27.7%	6.6%	21.4%	19.9%	0.0%
Town of Argonne	17.4%	3.3%	14.1%	3.6%	17.9%	12.7%	18.5%	12.3%	0.2%
City of Crandon	34.1%	3.5%	8.7%	3.3%	22.3%	9.5%	11.5%	5.9%	1.3%
Forest County	14.6%	5.6%	10.2%	6.5%	15.5%	11.2%	18.9%	15.8%	1.6%
Wisconsin	19.6%	5.7%	11.1%	9.8%	14.8%	9.9%	13.9%	12.9%	2.3%
<i>Source: American Community Survey 2013-2017</i>									

### **Occupancy Characteristics**

**Table 3.2** examines the occupancy status of housing units in the Town of Lincoln. Of the 1,206 total housing units within the Town, 392 are owner-occupied, 117 are renter-occupied, and 697 are considered vacant. It should be noted that a vast majority of the vacant units within the Town are seasonal homes.

<b>Table 3.2: Residential Occupancy Status, 2017</b>					
	Total Housing Units	Owner Occupied	Renter Occupied	Vacancy Status	
				Total Vacant	Seasonal
Town of Lincoln	1,206	392	117	697	633
Town of Laona	819	317	117	385	304
Town of Nashville	1,451	348	194	909	849
Town of Crandon	473	202	42	229	197
Town of Argonne	448	198	46	204	178
City of Crandon	1,035	539	321	175	81
Forest County	9,141	3,025	1,015	5,101	4,420
Wisconsin	2,668,692	1,559,308	769,446	339,938	190,794
<i>Source: American Community Survey 2013-2017</i>					

**Table 3.3** examines seasonal housing within the Town. About 53 percent of the homes in the Town of Lincoln are seasonal housing units, which is no surprise since visitors statewide know this area as **“Up North”**. Many vacation homes are on lakes, and the Town of Lincoln surrounds the two largest lakes in Forest County - Lake Lucerne and

most of Lake Metonga. Forest County overall has a high percentage (48%) of seasonal housing.

**Table 3.3: Percentage of Seasonal Housing, 2017**

	Total Housing Units	Seasonal Housing Units	% Seasonal Housing Units
Town of Lincoln	1,206	633	52.5%
Town of Laona	819	304	37.1%
Town of Nashville	1,451	849	58.5%
Town of Crandon	473	197	41.6%
Town of Argonne	448	178	39.7%
City of Crandon	1,035	81	7.8%
Forest County	9,141	4,420	48.4%
Wisconsin	2,668,692	190,794	7.1%

*Source: American Community Survey 2013-2017*

### **Structural Characteristics**

The vast majority (90.7%) of housing in the Town of Lincoln is made up of single-family units, as shown in Table 3.4. Lincoln has a high percentage of single-family homes compared to its surrounding communities, as only the Town of Argonne had a higher percentage of single-family homes. Multi-family units make up 2.3 percent of the housing stock, while mobile homes account for the remaining 7 percent of housing units.

**Table 3.4: Housing Units by Structural Type, 2017**

	Single Family	%	Multi-Family	%	Mobile Home	%	Total
Town of Lincoln	1,094	90.7%	28	2.3%	84	7.0%	1,206
Town of Laona	658	80.3%	56	6.8%	105	12.8%	819
Town of Nashville	1,256	86.6%	79	5.4%	116	8.0%	1,451
Town of Crandon	407	86.0%	10	2.1%	64	13.5%	473
Town of Argonne	412	92.0%	6	1.3%	36	8.0%	448
City of Crandon	749	72.4%	253	24.4%	33	3.2%	1,035
Forest County	7,737	84.6%	484	5.3%	916	10.0%	9,141
Wisconsin	1,891,414	70.9%	682,649	25.6%	94,013	3.5%	2,668,692

*Source: American Community Survey 2013-2017*

### Value Characteristics

In 2017, median value of housing stock in the Town of Lincoln was significantly higher than the median housing stock value in Forest County. **Table 3.5** displays the median home values for the Town of Lincoln and surrounding communities. About 24% of homes in the Town of Lincoln have a median home value below \$100,000. In terms of median home value, Lincoln's \$162,900 median value compares favorably to the surrounding communities and Forest County, while it is slightly lower than the State's median home value of \$169,300.

<b>Table 3.5: Housing Values, 2017</b>							
	<\$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	1.8%	22.4%	18.1%	20.7%	16.6%	20.4%	\$162,900
Town of Laona	6.9%	31.9%	14.2%	21.8%	19.2%	6.0%	\$133,000
Town of Nashville	11.8%	19.5%	14.9%	25.6%	19.3%	8.9%	\$157,600
Town of Crandon	17.8%	15.8%	26.7%	22.3%	15.3%	2.0%	\$128,100
Town of Argonne	4.0%	23.2%	29.8%	16.2%	22.7%	4.0%	\$128,100
City of Crandon	11.9%	36.2%	21.5%	15.6%	11.1%	3.7%	\$103,900
Forest County	10.1%	25.7%	19.5%	18.3%	17.3%	9.2%	\$131,400
Wisconsin	5.5%	14.1%	21.3%	20.3%	22.5%	16.4%	\$169,300
<i>Source: American Community Survey 2013-2017</i>							

### Housing Affordability

Rent and mortgage payments, maintenance expenses, lot sizes, and required or desired amenities are a few of the factors which influence housing affordability. Available housing options are further refined by household size and income. Affordability is particularly an issue for the elderly, disabled, and low-income residents of a community.

Median monthly costs for homeowners, with and without a mortgage, and for renters are shown in **Table 3.6**. For homeowners with a mortgage, costs are higher in Lincoln than in Forest County. For homeowners without a mortgage, costs are also higher in Lincoln than in Forest County. Lincoln also had a higher median gross rent cost in 2017 than Forest County.

The percent of a community paying more than 30 percent of their household income on housing is a common measure of housing affordability. The more money spent on housing, the less disposable income is available to spend on education, food, retail, and recreation. In Lincoln, 18.7 percent of homeowners and 14.0 percent of renters spend more than 30 percent of their income on housing costs. The percentage of homeowners who pay more than 30 percent of their household income in Lincoln is lower than that of Forest County. The percentage of renters in Lincoln who pay more than 30 percent of their household income for rent is significantly lower than that of Forest County.

**Table 3.6: Housing Affordability, 2017**

Minor Civil Division	Median Selected Monthly Owner Costs			Median Selected Monthly Renter Costs	
	With Mortgage	Without Mortgage	30%+	Median Gross Rent	30%+
Town of Lincoln	\$1,168	\$447	18.7%	\$637	14.0%
Town of Laona	\$1,219	\$493	29.2%	\$550	78.0%
Town of Nashville	\$1,068	\$415	29.0%	\$383	33.9%
Town of Crandon	\$1,081	\$394	23.0%	\$723	0.0%
Town of Argonne	\$1,128	\$413	26.8%	\$561	21.7%
City of Crandon	\$964	\$410	29.6%	\$485	27.4%
Forest County	\$1,063	\$415	24.9%	\$507	30.7%
Wisconsin	\$1,399	\$540	21.6%	\$813	45.7%

*Source: American Community Survey 2013-2017*

## ***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.

## ***Goals, Objectives, and Policies***

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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 support programs to assist residents in maintaining or rehabilitating existing housing units.

## Chapter Four

# 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.

### *Previous Plans and Studies*

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#### **Forest County All-Hazard Mitigation Plan**

This document examines general conditions, including an inventory of utilities, community facilities, and emergency services throughout Forest County. Risk assessment is at the heart of the All-Hazard Mitigation program. In order to mitigate the risks, it's necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the County in the past and how future instances are likely to affect the County and how local government should respond to such occurrences. The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from the identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years, and the Forest County program includes the Town of Lincoln.

### *Inventory*

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Utilities and community facilities provided by the Town of Lincoln or by other public or private entities are inventoried and evaluated as to their present condition and adequacy to meet the current and future needs of the Town. Many of the major facilities are identified on the **Utilities and Community Facilities Map**.

### **Water and Wastewater Facilities**

The Town of Lincoln has no public water supply system or sanitary sewer service. 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. It should be noted that the Forest County Potawatomi Community has their own public water supply system and wastewater treatment disposal facility.

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.

### **Solid Waste Disposal and Recycling Facilities**

The Town of 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.

### **Power and Telecommunication 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 does exist in parts of the Town surrounding the City of Crandon.

Telephone service is provided by: *Frontier*. Cell service is available from several cell providers like Verizon or CellCom. Cable television service is provided by Spectrum to many parts of the Town. Satellite TV is also available.

Fiber optic lines run into the City of Crandon. Broadband service is available in some portions of the Town, and is currently provided by Spectrum, Frontier, HughesNet, ViaSat, and Skycasters. Additionally, Northwoods Connect has been chosen as the provider for a Wisconsin Public Service broadband expansion grant that will result in broadband expansion throughout Forest County. The Northwoods Connect proposal will provide broadband availability to over 90% of Forest County residents. The proposed expansion will result in approximately eighteen communication towers being used or constructed at strategic locations throughout the County. With that said, as of the time of this plan's adoption, the nearest cellular towers exist in Crandon.

## **Parks, Recreation, and Other Youth Facilities**

Lincoln residents use parks that Forest County provides, like Veterans Memorial Park on the south end of Lake Metonga.

Several boat launches are located on larger lakes such as Lake Metonga, Lake Lucerne, and Peshtigo Lake. The Town also contains several miles of snowmobile and ATV Trails/Routes, which are covered more extensively in the ***Transportation Chapter***.



### **Veterans Memorial Park**

Veterans Memorial Park is maintained by the Forest County Forestry & Parks Department and is open May 1 - October 1. The park contains a campsite with 64 sites available, a large beach and swim area, several pavilions, picnic tables and pedestal grills, a volleyball court, a basketball court, horseshoe pits, a playground and swing set, and a boat launch and mooring area with access to Lake Metonga.

## **School District**

The Town of Lincoln is within the Crandon School District. The Nicolet Technical College, located in Rhinelander, serves the Town.

## **Child Care**

The Wisconsin Department of Children and Families list five child care centers within a 10-mile radius of the City of Crandon, including: Crandon Head Start, A-Binoojii Day Care, Rising Sun Daycare, Mary's Daycare, and a privately owned and operated certified family center.

## **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 Ascension Health Clinic in Crandon is affiliated with Saint Mary's Hospital. The Potawatomi Health & Wellness Center is open to the public and offers medical, dental and therapy services.

### **Other Government Facilities**

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

The town hall and town garage are located on CTH W, just south of USH 8. The new town hall was built in 2013, and includes a community center, a private office and kitchenette, a public meeting area, and a clerk's office. There is also a "green" building that is used for equipment storage that is adjacent to the landfill.



*The Town of Lincoln's Town Hall, located on County Highway W.*

The only cemetery within the Town is located within the Potawatomi Community. There are also cemeteries 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 the **Utilities and Community Facilities Map** for the location of all of these facilities.

## ***Assessment of Future Utility & Community Facility Needs***

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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.

## ***Utilities & Public Facilities Programs***

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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 Chapter** of this plan.

## ***Goals, Objectives, & Policies***

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### ***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.

# Chapter Five

## Transportation

Transportation is necessary for the effective movement of people and goods within and with connections outside of the Town. Transportation is also critical to development and land use. This chapter provides an inventory of the existing transportation facilities and services within the Town.

Transportation is a crucial component of livability and provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of development. The existing network needs to be coordinated to maximize efficiency for the overall system. The connection between home and work is an important part of any transportation system. A range of transportation alternatives should be supported, including walkability wherever possible.

### *Previous Plans and Studies*

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#### **Regional Livability Plan**

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues.

- **Modes of Transportation to Work** - The region's workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region's workforce drove alone to work on a daily basis. Another 10 percent carpooled, leaving less than 10 percent for methods such as walking, biking, and using transit. The average commute time to work in Forest County was 21.7 minutes.
- **Age of Drivers in the region** - The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers age 17 and age 19. During the same years, the region also had a 20 percent increase in drivers over the age of 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- **Transportation Maintenance Cost** - It is expensive to maintain the transportation infrastructure in the region. The current reliance on fuel tax and

registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

### **Connections 2030**

This is Wisconsin's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the state economy. The Town of Lincoln is in the North Country – USH 8 corridor.

### **Regional Bicycle and Pedestrian Plan**

This 2018 plan is a region-wide effort to improve bicycling and walking across communities within North Central Wisconsin. The plan assesses existing conditions related to bicycling and walking, identifies other potential trail and route user groups, identifies routes, and describes policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout North Central Wisconsin.

### **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. The abandoned railroad segment stretching from Crandon to White Lake is complete, while the segment stretching from Crandon to Argonne is still under review.

## ***Road Network***

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The system of connected roads and highways form the physical network for the community. Not only is the road network important for transportation, but various public infrastructure is located within the right-of-way as well.

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, state and county highways together with various local roads and streets. The jurisdictional breakdown is shown in **Table 5.1**. U.S. Highway 8 is a Principal Arterial. STH 32/55 and CTH W are Major Collectors. E Lakeview St, Pine Rd to Potawatomi Tr, and Lake Lucerne Dr are Minor Collectors. Additionally, some of the public roads within the Town of Lincoln are Bureau of Indian Affairs (BIA) Tribal Roads. The remainder of roads within the Town are classified as "Local."

<b>Table 5.1: Road Mileage By Jurisdiction And Functional Class</b>				
Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
State*	3.50	3.00	0.00	6.50
County	0.00	9.54	0.51	10.05
Town	0.00	15.74	63.26	79.00
Totals	3.50	28.28	63.77	95.55
<i>Source: WisDOT &amp; NCWRPC.</i>				
<i>* WisDOT has jurisdiction over interstate and federal highways.</i>				

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.

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.

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 5.2** summarizes the rural functional classification system.

<b>Table 5.2: Rural Highway Functional Classification System</b>	
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.
<i>Source: WisDOT</i>	

Traffic within the Town of Lincoln has decreased over the past several years. For example, traffic counts on USH 8 within the Town decreased from 4,700 in 2009 to 3,900 in 2018. The Wisconsin Department of Transportation (WisDOT) has 12 traffic count sites within the Town, with sites located on the following roads: USH 8, STH 32/55, CTH W, CTH Q, E Lakeview St, Airport Rd, Lake Lucerne Dr, Pine Rd, and Indian Dr. Traffic Counts are shown in the **Transportation Map**.

### **Road Maintenance**

The Town of Lincoln uses the Pavement Surface Evaluation Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison. The PASER system is the rating system used by most Wisconsin communities. The PASER system rates road surfaces on a scale of 1 to 10. This scale is broken down as follows:

- “1” and “2” = very poor condition

- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

**Table 5.3** shows a summary of pavement conditions in the Town of Lincoln. Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions.

<b>Table 5.3: Summary of Pavement Conditions, 2019</b>	
<b>Surface Type</b>	<b>Miles</b>
Unimproved	18.22
Sealcoat or Gravel Road	19.16
Asphalt or Concrete	41.67
<b>Surface Condition Rating</b>	<b>Miles</b>
Very Poor	0.80
Poor	22.37
Fair	25.25
Good	17.51
Very Good	6.97
Excellent	6.14
Total	79.04
<i>Source: WisDOT</i>	

## **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 Rhinelander.

### **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.

Additionally, the Forest County Potawatomi Community offers a low-cost public transit System, Monday-Thursday, which provides on-demand and fixed transit routes for residents requiring transportation to the surrounding communities of Laona, Wabeno, and Crandon for work, shopping, errands, or medical appointments. This service is not limited to FCPC members only, nor to elders only. The Forest County Potawatomi Community also provides transportation services specifically for Forest County Potawatomi Community elders. This service is available Monday-Thursday and includes transportation to medical appointments within the service area.

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

### **Bicycles, Electric Personal Assistive Mobility Devices, and Walking**

Forest County's County Forest contains the following 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,  $\frac{3}{4}$ -mile loop for beginners, and an intermediate 3-mile loop. All trails are marked. There is also a ski shelter, benches, and fire pit.

Additionally, the Town of Lincoln contains portions of the **Wolf River State Trail**, a multi-use trail that spans 33 miles along the former Wisconsin Central railroad corridor and connects Crandon and the Village of White Lake. The Wolf River State Trail offers opportunities for mountain biking, hiking, and other uses such as cross country skiing. It should be noted that there is an abandoned rail corridor that could be used for potential expansion of the Wolf River State Trail.



Forest County has a woods road network that makes for excellent hunting trails. These trails are secondary logging roads which have been seeded with white clover to provide a food source for various species of wildlife. There are approximately 80 miles of trail within the County Forest system. The trails are mowed once a year by the Forestry and Recreation Department with financial assistance from the Department of Natural Resources, which makes them excellent trails for hiking, biking, horseback riding, hunting, and other outdoor activities.

All Town roads are open for bicycle and pedestrian use. 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 wheelchairs, scooters and Segways can utilize many of the same trails and roadways as cyclists and pedestrians.

Additionally, the Forest County Potawatomi Community (FCPC) is currently in the process of developing the **Forest County Potawatomi Bicycle and Pedestrian Plan**. The plan is intended to help the FCPC improve walking and bicycling within and between the FCPC developments at Stone Lake (Crandon area), Blackwell, and Carter. The FCPC Bicycle & Pedestrian Plan includes the following:

1. **An inventory of bicycling conditions and sidewalks, bicycle and pedestrian crashes with vehicles, and bicycle and pedestrian use areas.** Researching where crashes occurred will show where some problem areas exist. Other problem locations will be found through analysis of the bicycling conditions on each major road.
2. **Locations of potential bicycle routes and recommendations for roadway improvements.** Maps will show where people are riding and where they plan to ride when it is safer to do so. Recommendations may include bicycle lanes in high traffic areas, and possibly no change along roads used more by bicyclists than vehicles (e.g. low volume roads).
3. **Recommend solutions.** The plan will include a combination of **education, encouragement, engineering,** and **enforcement strategies** to increase walking and biking.

### **ATV/UTV**

All-terrain and utility terrain vehicles are becoming increasingly popular. More and more communities are allowing these vehicles on local roadways. As a result of the

increasing popularity of ATV's and UTV's, all local roads and county highways within the Town are open for ATV use.

### **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.

### **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 Steve Conway 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.

## **Transportation Programs**

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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/>.

## ***Goals, Objectives, & Policies***

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### ***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 Six

# 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.

### *Previous Plans & Studies*

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#### **Comprehensive Economic Development Strategy (CEDS), 2019**

*Forest County is one of ten counties included the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.*

#### **Regional Livability Plan (RLP), 2015**

*Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP addresses three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband access. The four economic development goals of this plan are as follows:*

- *Ensure the future availability of a skilled and flexible workforce.*
- *Support and develop a diverse economic base ensuring economic growth and resiliency.*
- *Support infrastructure needed for economy development.*
- *Develop tourism and knowledge-based economy into leading economic sectors.*

## **ALICE Study of Financial Hardship: Wisconsin**

*This report, developed in part by Northwoods United Way in Rhinelander, described the 43 percent of households in Forest County that are above the federal poverty level but still struggle to afford basic household necessities, or “ALICE” households (Asset Limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income from these jobs.*

## **Forest County Comprehensive Plan, 2011**

*The Forest County Comprehensive Plan covers economic development in both the inventory and plan recommendation sections. The inventory information is a brief overview of labor force, commuting patterns, economic base, environmentally contaminated sites, and economic development programs. Goals, objectives, policies, and recommendations are provided at the end of the Economic Development Chapter. Some of these recommendations relate to site availability, desired economic focus, reuse of environmentally contaminated sites and design standards.*

## **Town of Lincoln Economic Analysis**

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### **Labor Force Analysis**

#### **Labor Force**

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Overall, the Town of Lincoln labor force has dropped from 425 in 2000 to 355 in 2017. That represents a decline of 16.5 percent, compared to a decrease of 9.0 percent in Forest County and an increase of 7.5 percent in Wisconsin. In 2000, 388 members of the Town’s labor force were employed and that number decreased 19.1 percent to 314 employed members in 2017, as shown in **Table 6.1**. Similar to the Town of Lincoln, Forest County saw employment decrease by 9.5 percent during the same time period, while Wisconsin saw employment increase by 7.5 percent.

#### **Unemployment**

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the labor force. In 2000, the Town had an unemployment rate of 4.7.

Unemployment within the Town decreased to 2.9 percent in 2010, but has since increased back to 4.7 percent in 2017.

### **Workforce Participation**

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or simply are not looking for work. In 2000, 54.3 percent of the population over the age of 16 in Lincoln was in the labor force. By 2017, that percentage decreased to 40.5 percent. The State participation rate was 66.9 percent, and the Forest County participation rate was 53.9 percent.

**Table 6.1: Town of Lincoln Labor Force**

	2000	2010	2017	Percent Change
Population 16 years and over	782	848	876	12.0%
Labor Force	425	415	355	-16.5%
Employed	388	390	314	-19.1%
Unemployed	37	25	41	10.8%
Unemployment Rate	4.7%	2.9%	4.7%	0.0%
Participation Rate	54.3%	48.9%	40.5%	-25.4%

*Source: American Community Survey 2013-2017*

### **Economic Sectors**

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 *Sales & Office*, which increased by 5.3 percent, lost Lincoln residents from 2000 to 2017 as shown in **Table 6.2**. With a 44 percent decline between 2000 and 2017, the *Service* occupation experienced the fastest decline in employment for Lincoln residents.

**Table 6.2: Occupation of Employed Workers**

Occupation	2000	2010	2017	% Change 2000-17
Management, Professional & Related	91	145	73	-19.8%

Service	91	97	51	-44.0%
Sales & Office	76	59	80	5.3%
Natural Resources, Construction, and Maintenance	58	45	54	-6.9%
Production, Transportation & Mineral Moving	72	44	56	-22.2%
Total	388	390	314	-19.1%
<i>Source: American Community Survey 2013-2017</i>				

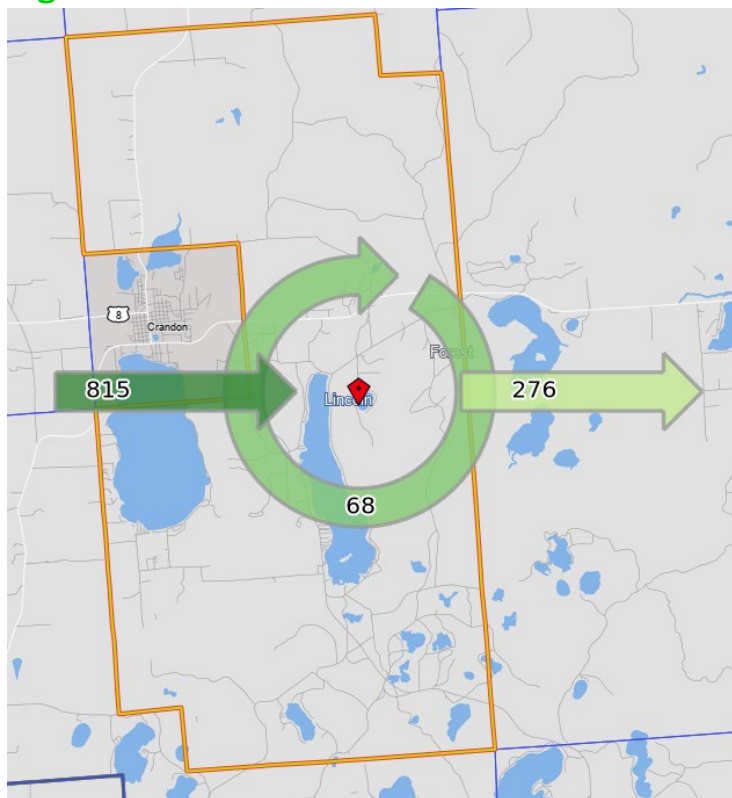
Between 2000 and 2017, the only two industry sectors that experienced an increase in employment were the *Public Administration* and *Professional, Scientific, Management, Administrative & Waste Management Services* sectors. Every other industry sector experienced a decline in employment of at least 16 percent. The *Public Administration* sector employs the most Town of Lincoln residents, with 64 residents working in this sector. The next largest sector in terms of employment among Town of Lincoln residents is the *Education, Health, and Social Services* sector with 59 employed residents. Employment among Town of Lincoln residents for each sector can be found in **Table 6.3**.

<b>Table 6.3: Employment by Industry Sector</b>				
Industry Sector	2000	2010	2017	% Change 2000-17
Ag., Forestry, Fishing, Hunting & Mining	25	17	9	-64.0%
Construction	28	19	22	-21.4%
Manufacturing	43	19	36	-16.3%
Wholesale Trade	9	2	0	-100.0%
Retail Trade	32	52	19	-40.6%
Transportation, Warehousing & Utilities	30	12	22	-26.7%
Information	2	7	6	200.0%
Finance, Insurance, Real Estate & Leasing	15	13	5	-66.7%
Professional, Scientific, Management, Administrative & Waste Mgmt Services	23	25	24	4.3%
Education, Health and Social Services	71	102	59	-16.9%
Arts, Entertainment, Recreation, Accommodation and Food Services	40	48	31	-22.5%
Public Administration	35	58	64	82.9%
Other Services	35	16	17	-51.4%
Total	388	390	314	-19.1%
<i>Source: American Community Survey 2013-2017</i>				

## Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. It should be noted that the figures in Table 6.2 and 6.3 are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Instead, **Figure 6.1** shows how many people commute into the Town for work, how many people remain in the Town for work, and how many residents leave the Town for work. There are 883 jobs located within the Town of Lincoln. Of these 883 jobs, 815 of them are occupied by people who live outside of the Town's boundaries. It's also worth noting that 276 residents leave the Town's boundaries for work, while 68 residents remain within the Town for work.

**Figure 6.1: Town of Lincoln Laborshed**



Source: U.S. Census On the Map

## 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 due to the loss of rail access and a lack of public transportation, and the 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 designate existing and potential space for business sites. Environmentally contaminated sites are discussed in the **Agriculture, 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.

## ***Forest County Economic Analysis***

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Due to the amount of economic activity which takes place within the Town of Lincoln and the truth that the local workforce is primarily employed outside the Town, this section will look at the economic activity within Forest County.

### **Economic Sectors**

Overall in 2017, there were 3,658 persons employed in Forest County. That is a decrease of about 9.5 percent since 2000. **Table 6.4** displays employment by industry sector among Forest County residents for the years 2000, 2010, and 2017. Between 2000 and 2017, the only two sectors that increased in employment within Forest County were the *Public Administration* and *Professional, Scientific, Management, Administrative & Waste Management Services* and *Education, Health, and Social Services* sectors. The *Education, Health, and Social Services* sector employs the most Forest county residents with 805 residents; followed by the *Arts, Entertainment, Recreation, Accommodation and Food Services* sector with 491 Forest County residents employed.

**Table 6.4: Forest County Employment by Sector**

Industry Sector	2000	2010	2017	% Change 2000-17
Ag., Forestry, Fishing, Hunting & Mining	303	251	208	-31.4%
Construction	303	309	285	-5.9%
Manufacturing	669	405	462	-30.9%
Wholesale Trade	57	50	31	-45.6%
Retail Trade	402	420	382	-5.0%
Transportation, Warehousing & Utilities	256	209	194	-24.2%
Information	49	23	48	-2.0%
Finance, Insurance, Real Estate & Leasing	119	158	117	-1.7%
Professional, Scientific, Management, Administrative & Waste Mgmt Services	136	166	199	46.3%
Education, Health and Social Services	755	811	805	6.6%
Arts, Entertainment, Recreation, Accommodation and Food Services	527	653	491	-6.8%
Public Administration	300	302	284	-5.3%
Other Services	168	122	152	-9.5%
Total	4,044	3,879	3,658	-9.5%
<i>Source: American Community Survey 2013-2017</i>				

### **Labor Force Analysis**

Overall, Forest County's labor force has decreased from 4,381 in 2000 to 3,987 in 2017, which represents a decrease of about 9 percent, which is less than the State's growth rate of 6 percent. **Table 6.5** displays labor force trends in Forest County between 2000 and 2017. The labor force is defined as the number of persons, sixteen and over, that are employed or searching for employment. Persons over sixteen who are students, homemakers, retired, institutionalized, or unable/willing to seek employment are not considered part of the labor force. In 2000, 4,044 Forest County residents were employed, with the number of employed residents in Forest County dropping to 3,658 in 2017, a 9.5 percent decrease.

**Table 6.5: Forest County Labor Force**

	2000	2010	2017	Percent Change
Population 16 years and over	7,815	7,777	7,392	-5.4%
Labor Force	4,381	4,257	3,987	-9.0%
Employed	4,044	3,879	3,658	-9.5%
Unemployed	335	378	329	-1.8%

Unemployment Rate	4.3%	4.9%	4.5%	4.7%
Participation Rate	56.1%	54.7%	53.9%	-3.9%
<i>Source: American Community Survey 2013-2017</i>				

As discussed in the **Demographics Chapter**, Forest County, along with the Town of Lincoln, has experienced a significant amount of aging (median age increased by 15.8% in Forest County between 2000 and 2017). In 2000, about 24.4 percent of the Forest County population was below the age of 18, while the percentage of residents ages 65 and older was 19.3 percent. By 2017, only about 19.5 percent of Forest County residents were below the age of 18, while the percentage of residents age 65 and older grew to 22.1 percent. These population trends create issues for the expansion of the local labor force, and also help to explain the decreases in Forest County's labor force participation and employment totals.

### **Forecasts**

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WisDWD) prepares workforce projections by industry for its multi-county service regions. The current projections for the North Central Workforce Development cover Forest County and include eight other counties. These projections show increases in all employment sectors except for "Other Services" which is projected to decline by 1 percent.

The other sectors are projected to increase within a range from 0.3% (Manufacturing, and Public Administration) to 21% (Information). Residents of both the Town of Lincoln and Forest County travel throughout the North Central Workforce Development Region.

### **Tourism**

Tourism is a major component in Forest County's economy as thousands of visitors travel to the area to take advantage of the County's diversity of recreational resources such as public forest access, trails, and the many lakes within the County. According to annual estimates prepared by the Wisconsin Department of Tourism, travelers to Forest County spent \$13.6 million in 2017, down 1.2% from 2016. This level of expenditures is estimated to directly and indirectly support 220 full-time equivalent jobs and provide over \$3.1 million of resident income.

## **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:**

**Forest County Economic Development Partnership:** The Forest County Economic Development Partnership (FCEDP) aims to increase economic development by supporting small businesses, facilitating community projects, and attracting new industries to the area all while maintaining Forest County's natural resources, heritage, and cultural traditions. Financial assistance from the FCEDP comes in the form of grant assistance (particularly the Wisconsin Early Planning Grant); the Economic Development Tax Credit program; and loan assistance such as WHEDA's Small Business Guarantee Loan, and numerous Small Business Administration loans.

**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 a revolving loan fund 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.

### **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 Administration 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.

**Wisconsin Economic Development Corporation:** The Wisconsin Economic Development Corporation (WEDC) is the state's primary department for the delivery of integrated services to businesses. Their purpose is to 1) foster retention of and creation of new jobs and investment opportunities in Wisconsin; 2) foster and promote economic business, export, and community development; and 3) promote the public health, safety, and welfare through effective and efficient regulations, education, and enforcement.

WEDC manages a variety of programs intended to assist businesses and communities. These include:

- Brownfield Program
- Capacity Building Grants (CB)
- Certified Sites
- Historic Preservation Tax Credit
- Business Opportunity Loan Fund
- Workforce Training Grants
- Idle Industrial Sites Redevelopment Program
- The Industrial Revenue Bond (IRB) Program
- Community Development Investment (CDI) Grant Program
- Fast Forward Program

**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.

## ***Goals, Objectives, & Policies***

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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:

### **Goal:**

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 Seven

## 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.

### *Previous Plans and Studies*

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#### **Town of Lincoln Comprehensive Plan, 2010**

*In 2010, the Town of Lincoln adopted a comprehensive plan. A variety of reasons led to the development of that plan including a concern for the community's future, to prevent land use conflicts, and to promote economic development. That comprehensive plan serves as the foundation of this update effort.*

#### **Regional Livability Plan, 2015**

*Land use is one of four elements included in the Regional Livability Plan, adopted by the North Central Wisconsin Regional Planning Commission in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the 10-county region and identifies trends and issues facing land use. The Regional Livability Plan addresses two issues: housing density and farmland preservation. The two land use goals of the Plan are as follows:*

*Goal 9: Preserve and protect the region's landscape, environmental resources, and sensitive lands while encouraging healthy communities.*

*Goal 10: Manage and reduce vacant land and structures.*

### *Existing Land Use Inventory*

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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 7.1** presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at about 34,200 acres or 85%. Water covers about 8% of the Town. The next most significant land use type is residential at about 2.7% and agriculture at about 1.9%. The other land uses combined use only about 1.6% of the total land area.

Table 7.1: Existing Land Use 2015		
Land Use	Acres	%
Agriculture	767	1.9%
Commercial	12	0.0%
Governmental	57	0.1%
Industrial	51	0.1%
Open Lands	421	1.0%
Outdoor Recreation	48	0.1%
Residential	1,105	2.7%
Transportation	534	1.3%
Utility	5	0.0%
Water	3,136	7.8%
Woodlands	34,184	84.8%
Total	40,319	100.0%
Source: NCWRPC GIS		

## Land Use Trends

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### Land Supply and Demand

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.

### **Land Values**

**Table 7.2** displays the assessed land values in the Town of Lincoln. It is important to note that lands enrolled in the Managed Forest Law and Forest Crop Law programs and other exempt lands are not included in values for Table 7.2. In 2018, the assessed value of land and improvements was \$185,823,000. Overall, land value per acre in the Town is valued at about \$15,903 per acre. Properties classified as “Residential” have the highest value per acre followed by properties classified as “Other” and “Commercial”.

<b>Table 7.2: Assessed Land Value (per acre), 2018</b>		
Land Classification	Total Value of Land and Improvements	Total Value per Acre
Residential	\$173,159,800	\$80,055
Commercial	\$1,706,200	\$20,807
Manufacturing	\$0	\$0
Agriculture	\$166,000	\$94
Undeveloped	\$443,100	\$169
Forest	\$8,126,100	\$1,686
Agricultural Forest	\$186,600	\$880
Other	\$2,035,200	\$78,277
Total	\$185,823,000	\$15,903
<i>Source: WI Department of Revenue, NCWRPC</i>		

### **Opportunities for Redevelopment**

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.

### **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.

## ***Future Land Use***

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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.

- Residential - Identifies areas recommended for residential development typically consisting of smaller lot sizes.
- 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.
- Commercial - Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the Town.

- Industrial - Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the Town.
- Governmental/Public/Institutional - Identifies existing or planned governmental/public/institutional facilities within the Town, including recreational facilities like parks and boat launches.
- Agricultural Areas - Identifies areas to be preserved for the purpose of general crop farming, the raising of livestock, orchards, or tree farms.
- Forestry Areas - Identifies areas of large woodlands within the Town.
- 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.
- 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.

The new Future Land Use Map was created by using the previous future land use plan and examining the existing land use, the various land use changes, and demographic trends. The goal was to produce a generalized land use plan map to guide the Town's growth in the next decade

## ***Land Use Regulations***

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### **General Zoning**

Zoning is a major tool used to regulate land uses and implement a comprehensive plan. The zoning ordinance regulates the use of property to advance the public health, safety, and welfare of the community. It has been used throughout the United States and in Wisconsin since the 1920's.

The Town of Lincoln has their own zoning ordinance. A zoning ordinance creates different use zones or districts within a community. Each district has a list of permitted uses, which are uses that are desirable in a district. Districts may also contain a list of special uses, sometimes called special exceptions or conditional uses, which are allowed under certain circumstances, and require review by a local government body to be allowed. All other uses are prohibited.

## **Shoreland Zoning**

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

## **Farmland Preservation Program**

The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices, and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their state income taxes. See the **Forest County Farmland Preservation Plan** for more information.

## **Forest Crop Law (FCL) and Managed Forest Law (MFL)**

In Wisconsin, over 2.5 million acres are enrolled under the FCL and the MFL programs. Land set aside under the FCL required at least 40 acres in one quarter-quarter section and the MFL requires at least 20 acres (as of October 216) of contiguous forest land. Landowners may close to the public up to 320 acres of their forest lands set aside under the MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing, and cross-country skiing. Landowners choose a 25 or 50 year contract and pay an Acreage Share Amount as part of their tax bill in lieu of taxes. Voluntary participation in these programs requires that landowners follow “sound forestry practices” as prescribed in a formal management plan, or a management commitment. Some activities not permitted under the law include motorized vehicles, permanent tree stands, picking berries or mushrooms, and trapping.

## **Land Use Programs**

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A number of different programs directly and indirectly affect land use within the Town. The principle land use programs include the County General and Shoreland Zoning ordinances, and the Town and County Subdivision and Platting Ordinances.

## ***Goals, Objectives, & Policies***

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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:

### ***Goals:***

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.
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.
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.
4. The Town should strive to work with the City of Crandon to ensure compatible land uses along the boundary between the Town and City.

### ***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.

6. 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.
7. 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.
8. 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.
9. 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.
10. 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.

## Chapter Eight

# Intergovernmental Cooperation

Intergovernmental cooperation is increasingly important; since many issues cross over political boundaries, such as watersheds, labor force, commuter patterns, and housing. Communities are not independent of each other, but rather dependent on each other. The effects from growth and change on one spill over to all surrounding communities and impact the region as a whole.

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies and programs to address and resolve issues of mutual interest. It can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue.

As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them. Intergovernmental cooperation makes sense for many reasons including trust, cost savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that are regional in nature.

The major beneficiary of intergovernmental cooperation is the local resident. They may not understand, or even care about the details of a particular intergovernmental issue. However, residents can appreciate their benefits such as cost savings, provision of needed services, a healthy environment and a strong economy.

A variety of factors, some long-standing and others more recent, have brought the issue of intergovernmental cooperation to the forefront. Some of these factors include:

- *Local government financial condition*
- *Opportunity to reduce costs by working together*
- *Elimination of duplication of services*
- *Population settlement patterns and population mobility*
- *Economic and environmental interdependence*

In addition, as more jurisdictions create and implement comprehensive plans and share them with surrounding communities, new opportunities for intergovernmental cooperation will be identified.

The Town of Lincoln cooperates with neighboring municipalities, the County, the Forest County Potawatomi Community, and the State on a variety of matters ranging from delivery of services to coordination of planning along common boundaries. The Town recognizes that cooperation with its neighbors can improve the quality and cost-effectiveness of services, foster coordinated development and enhance its overall quality of life.

## ***Intergovernmental Relationships***

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### **School District**

The Town of Lincoln is in the School District of Crandon. The Nicolet Technical College, located near 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.

### **Adjacent Local Governments**

#### **Surrounding Towns**

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

#### **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, with mutual aid provided when needed from the

City of Crandon's police department. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response. The Forestry and Parks 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 WDNR 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.

### **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.

### **State and Federal Government**

The Wisconsin departments of Natural Resources (WDNR) 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 WDNR 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.

## ***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. The Town of Lincoln also maintains the Forest County Potawatomi Communities roads.

Cooperation between the Town of Lincoln and the Forest County Potawatomi community has greatly improved over the years, with the Town and the Potawatomi Community meeting on a quarterly basis at alternating meeting locations.

## ***Existing/Potential Intergovernmental Cooperation Conflicts***

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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. An example of the Town meeting with other entities to discuss key issues is their quarterly meeting with the Forest County Potawatomi Community.

## ***Intergovernmental Programs***

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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.

## ***Goals, Objectives, & Policies***

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### **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 Nine

## Implementation

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 the Town of Lincoln. It is also important that local citizens and developers become aware of the Plan.

Some steps taken to implement this Plan include the adoption of written public participation guidelines, Plan Commission formation, a Plan Commission resolution recommending Plan adoption by the Town Board, an open house meeting, a 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.

### ***Action Plan Recommended to Implement the Comprehensive Plan:***

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#### **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 review the Plan's effectiveness on a regular basis, and make a comprehensive review of the Plan every five years.

The primary implementation tool for this Plan is the Forest County Zoning Ordinance, which provides the underlying regulatory framework that supports many of the Plan's policies. Currently the Town Board reviews local zoning petitions and forwards their recommendation to Forest County for consideration. Although the County makes the decision on the zoning petition, the Town has veto authority over zoning changes approved at the county level. It is recommended that eventually the Lincoln Plan Commission be given responsibility for reviewing zoning applications and proposed land uses and for making formal recommendations to the Town Board. This would relieve political pressure on the Town Board related to zoning decisions and add credibility to Town recommendations that are forwarded to the County. In addition, the Plan Commission would be most familiar with the Lincoln Comprehensive Plan and better able to focus on land use issues coming before the Town. This is consistent with a large number of towns across Wisconsin.

Also recommended is that a standard form be used for recording Plan Commission zoning recommendations to the Town Board and Town Board zoning recommendations to the County, including all reasons for the recommendation and each member's vote on the matter, and that it be attached to the original zoning petition and also copied for Plan Commission records.

Also recommended is that for any zoning change which the Town Board turns down, or for any zoning change approved by the County, but vetoed by the Town, a Town resolution of disapproval should be passed and filed with the County within 10 days, as required by Wisconsin statute 59.69(5)(e)3 to exercise Town veto authority. This procedure would strengthen the Town position in any zoning matter.

### **Recommendation 2: Intergovernmental Cooperation -**

- ✓ Work with Forest County to develop and implement an All Hazards Mitigation Plan for reducing the impacts of natural disasters on the Town and 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 at the Lincoln Town Hall, available for anyone to review at any time. In addition, the same information should be made available on the internet.

### **Plan Review and Update**

A regular 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 revision 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

- ✓ New implementation tools such as a local land division ordinance or building permit/site plan ordinance should consider gaining more control over land use decisions.

Although a comprehensive plan review every 10 years is required by the State, it is recommended here that a comprehensive review of this Plan by the Plan Commission should take place every 5 years, and that statistical information should be updated when available. An essential characteristic of any planning program is that it reflects the desires of the Town's citizens.

### **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. Wisconsin's 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, receives public comment and votes to recommend approval or disapproval of the proposed amendment, by resolution to the Town Board.

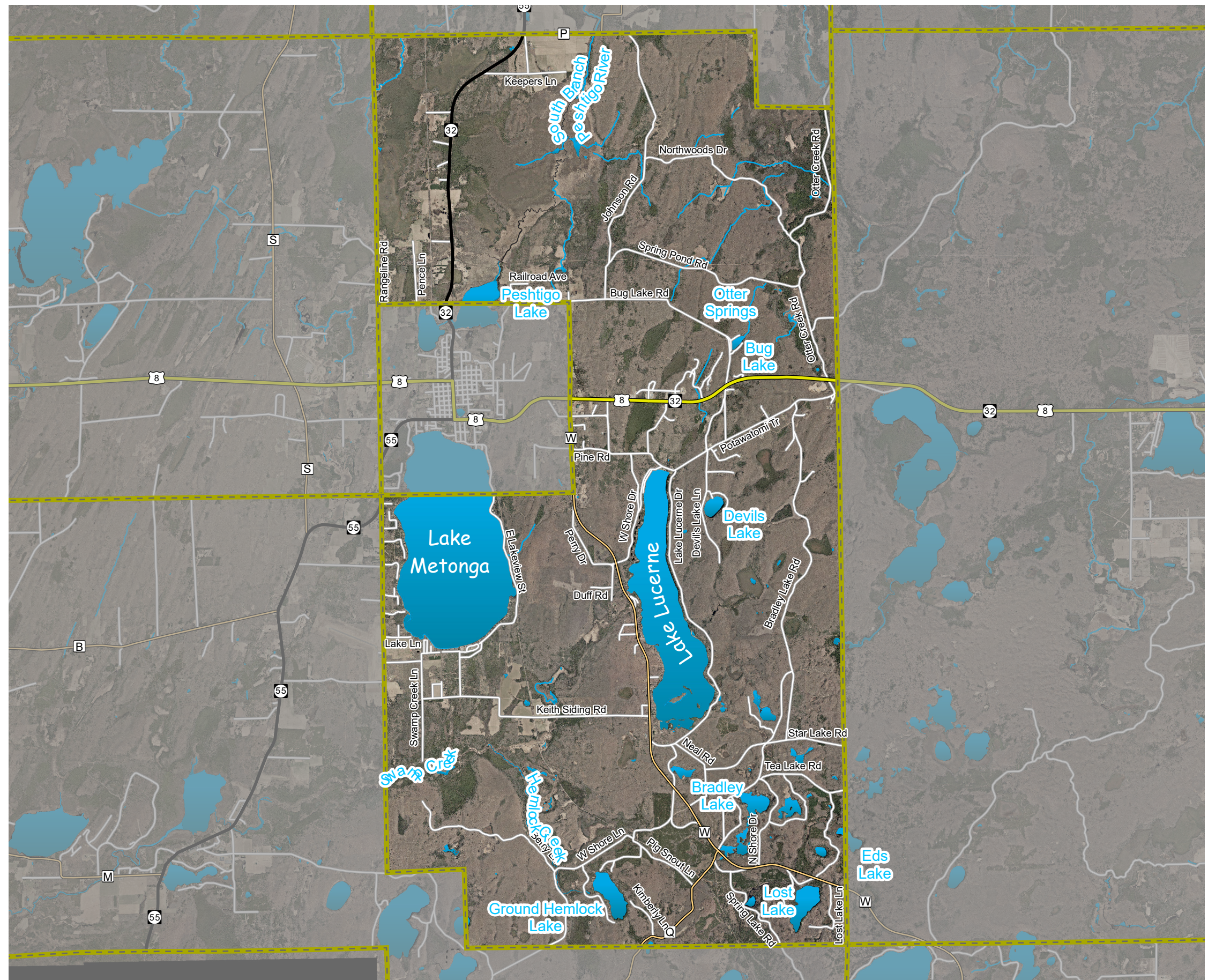
A copy of the proposed Plan amendment is sent to all affected government units, Forest County in particular.

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, disapprove or approve with changes.

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

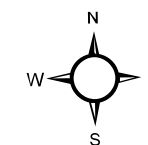
## Maps



## Planning Area

### Legend

- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Water

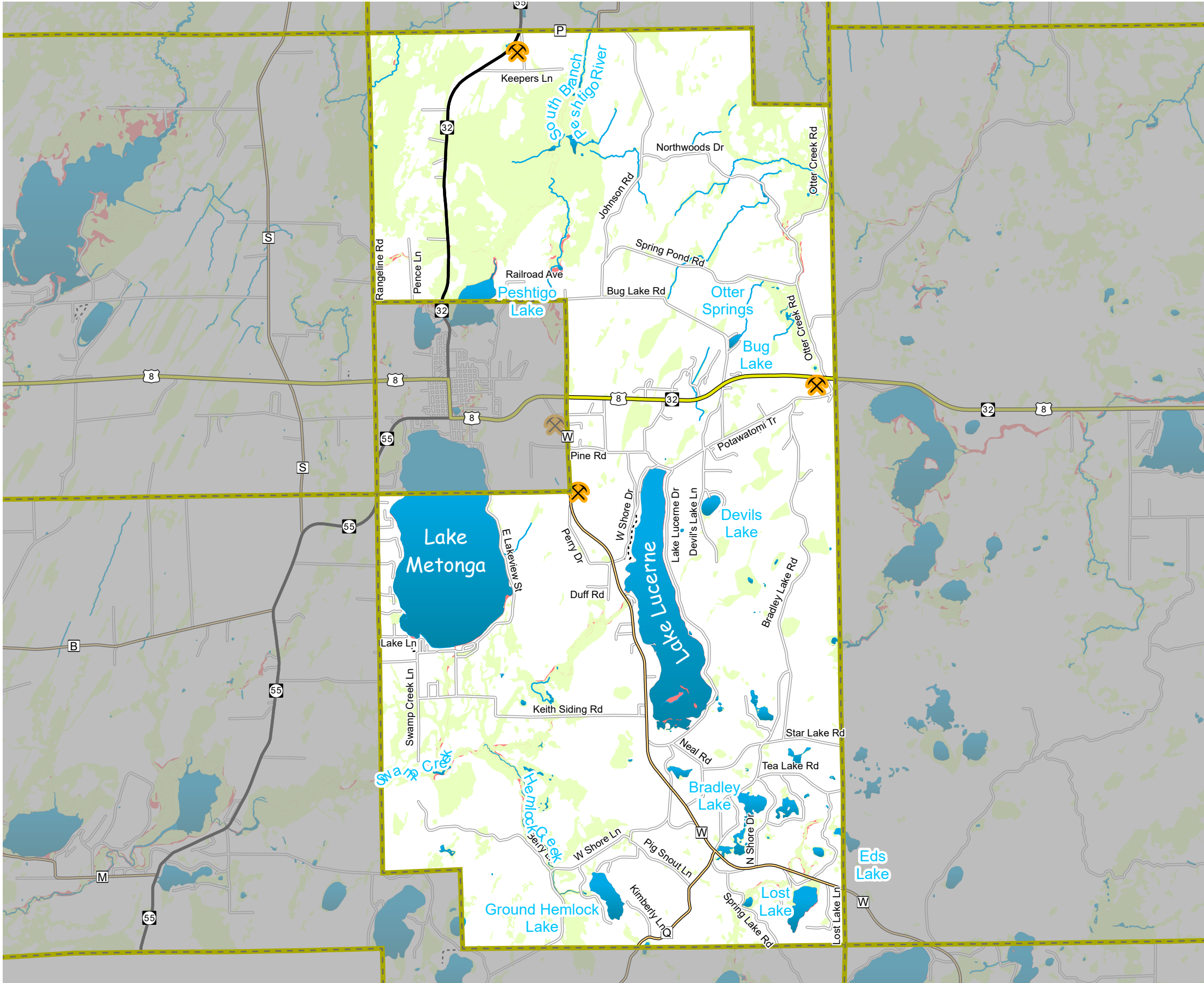


Source: WI DNR, NCWRPC, Forest Co  
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### Natural Resources

U.S. Highway

State Highway

County Highway

Local Roads

Private Roads

Water

Wetlands

Floodplain

Non-Metallic Mines

### Town of Lincoln Watersheds

Lily River

Otter Creek and Rat River

Upper Peshtigo River

Upper Wolf River and Post Lake

Watershed Boundary

0

1

2

4

Miles

N

E

S

W

Source: WI DNR, NCWRPC, Forest Co

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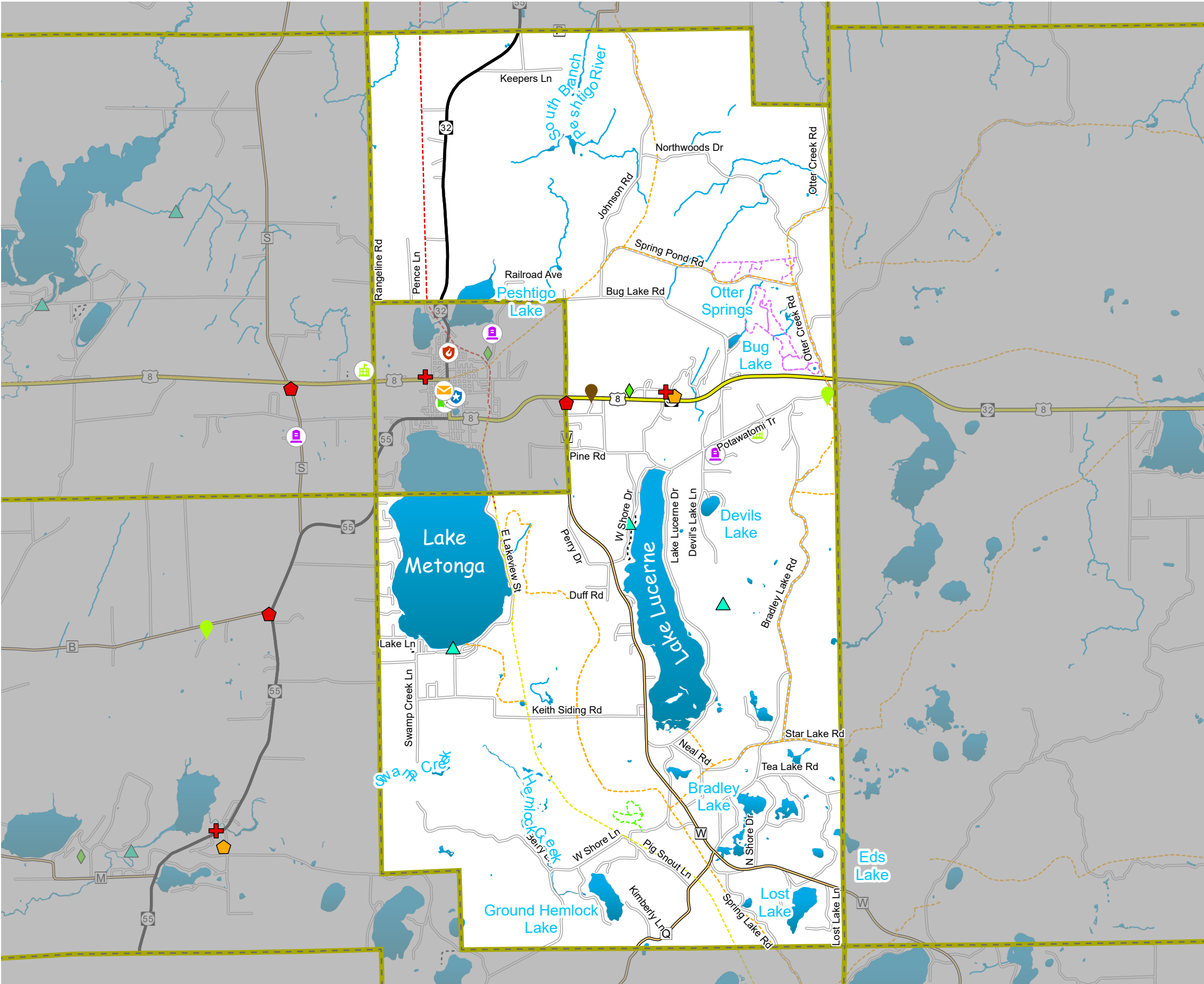
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# Utilities & Community Facilities

- Legend

U.S. Highway

State Highway

County Highway

Local Roads

Private Roads

Water

Cemetery

Court House

Fire Station

Health Services

Library

Post Office

Recycling Center

School

Sheriff Department

Town Hall

Tribal Administration

Waste Transfer Station

Dams

Wastewater Treatment Plant

Hemlock Lake Trails

Otter Springs Trails

Snowmobile Trails

Wolf River State Trail

Wolf River State Trail Expansion
- 
- 
- Source: WI DNR, NCWRPC, Forest Co

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# Transportation

## Legend

- U.S. Highway

State Highway

County Highway

Local Roads

Private Roads

Water

Traffic Counts
- Private Airport

Steve Conway Municipal Airport

Wolf River State Trail Expansion

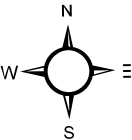
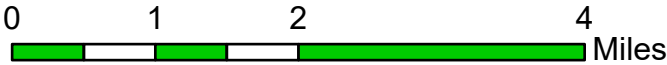
Hemlock Lake Trails

Otter Springs Trails

Snowmobile Trails

Wolf River State Trail

Note: All Town roads and county highways are open to ATV use.

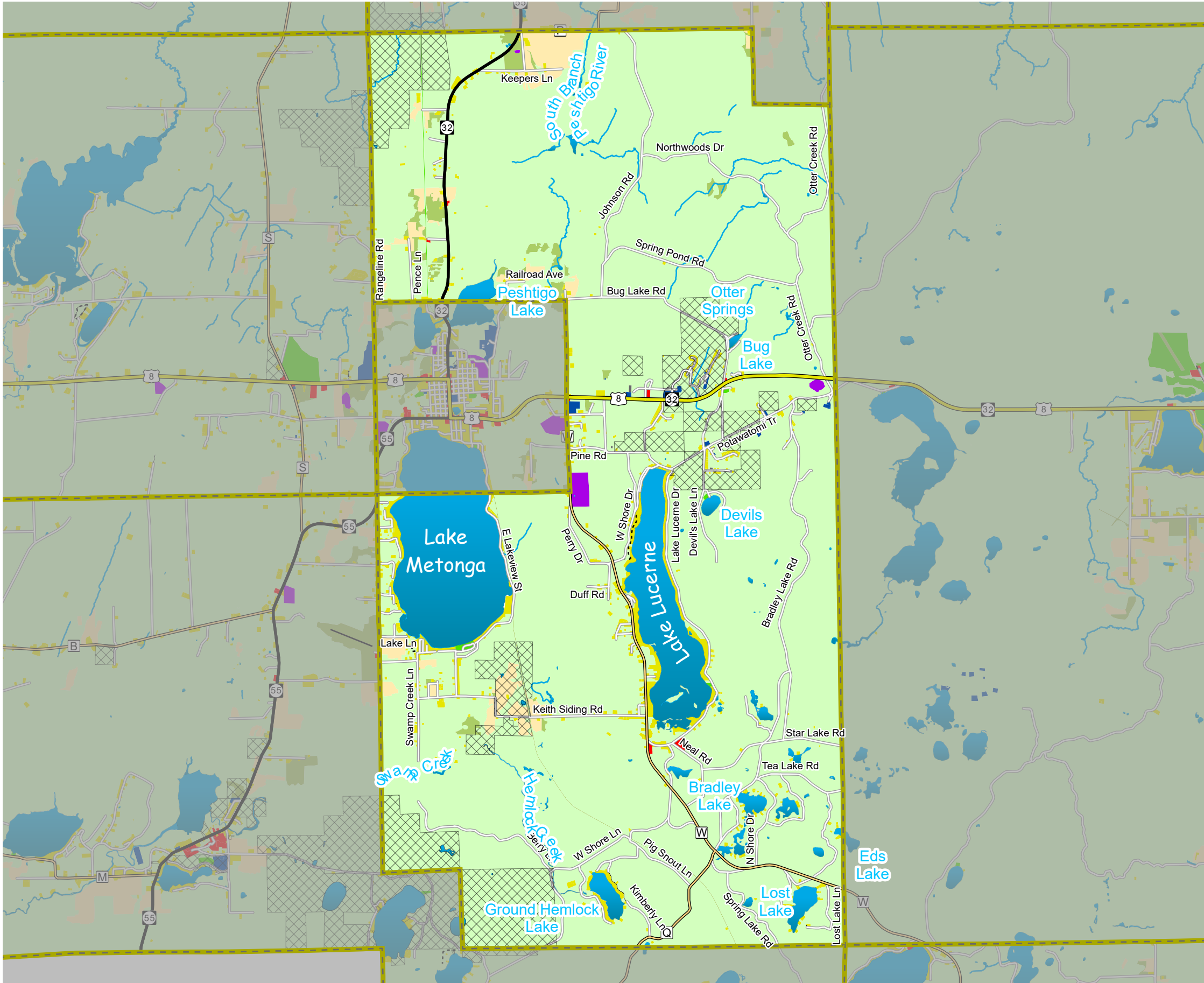


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Planning Commission**

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715-849-5510 - [staff@ncwrpc.org](mailto:staff@ncwrpc.org) - [www.ncwrpc.org](http://www.ncwrpc.org)



Existing Land Use

Legend

U.S. Highway

State Highway

County Highway

Local Roads

Private Roads

Tribal Lands

Water

Existing Land Use

Agriculture

Commercial

Governmental / Institutional

Industrial

Open Lands

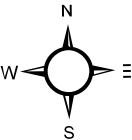
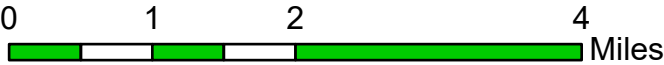
Outdoor Recreation

Residential

Transportation

Utility

Woodlands

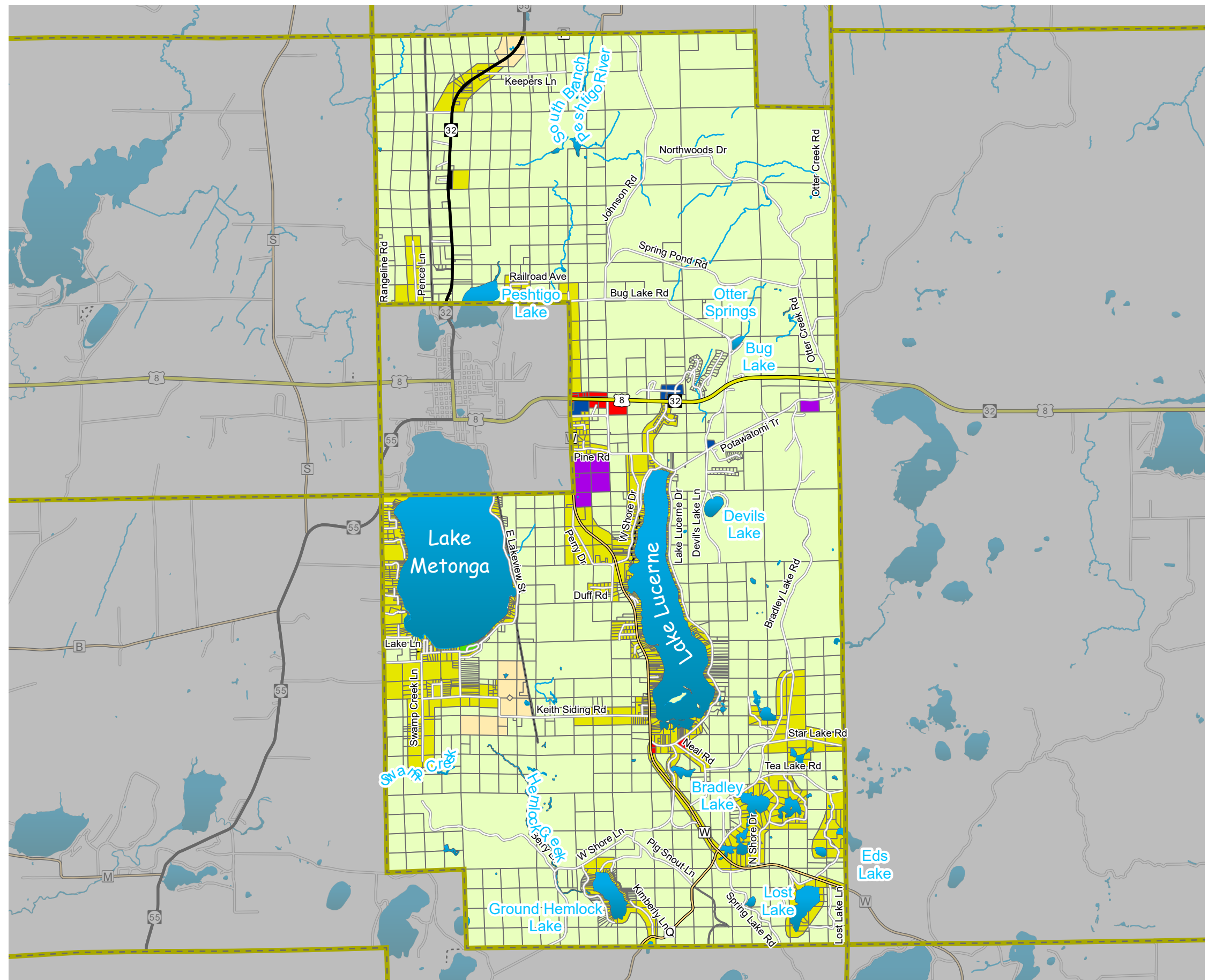


Source: WI DNR, NCWRPC, Forest Co  
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



Prepared By:  
North Central  
Wisconsin Regional  
Planning Commission

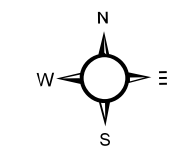
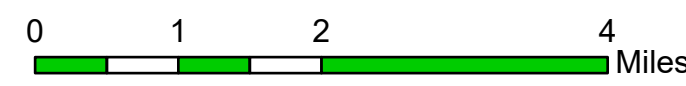
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Future Land Use

Legend

- |                |                |
|----------------|----------------|
| U.S. Highway   | Forest         |
| State Highway  | Governmental   |
| County Highway | Industrial     |
| Local Roads    | Recreation     |
| Private Roads  | Residential    |
| Agricultural   | Transportation |
| Commercial     | Water          |



Source: WI DNR, NCWRPC, Forest Co  
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## **Appendix A**

### **Public Participation Plan**

**TOWN OF LINCOLN**  
**Resolution # 2019-05**  
**PUBLIC PARTICIPATION PLAN (PPP)**

**COPY**

THE TOWN OF LINCOLN DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the Town is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

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

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

NOW, THEREFORE, BE IT RESOLVED, that the Town Board does approve and authorize the Public Participation Plan as attached to this resolution.

**CERTIFICATION**

I hereby certify that this resolution/ordinance is a true and correct copy of the resolution/ordinance adopted by the Town of Lincoln Board of Supervisors on this 11th day of November, 2019.

Lynne M. Black, Town of Lincoln, Chairperson – Lynne Black

Larry Sommer, Town of Lincoln, Supervisor – Larry Sommer

Ryan Wilson, Town of Lincoln, Supervisor – Ryan Wilson

Attest: Tressa Votis, Town Clerk

Date: 11-11-19

## **Appendix B**

### **Adoption Resolution**

**TOWN OF LINCOLN PLAN COMMISSION**  
**RESOLUTION #01-2020**

Town of Lincoln, Forest County, Wisconsin

**Whereas**, the Plan Commission of the Town of Lincoln, Forest County, Wisconsin, adopted on proper notice with a quorum and by a roll call vote on 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 Comprehensive Plan.


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

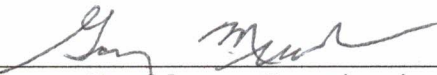
All maps and other materials noted and attached as exhibits to the Town of Lincoln Comprehensive Plan are incorporated into and made a part of the Town of Lincoln Comprehensive Plan.

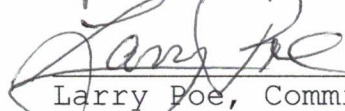
The vote of the Town Plan Commission in regard to this Resolution shall be recorded by the Secretary of the Town Plan Commission in the official minutes of the Town of Lincoln Plan Commission.

The Town Clerk of the Town of Lincoln shall properly post or publish this Resolution as required under s.60.80, Wis. Stats.

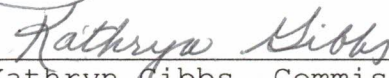
Adopted this 19<sup>th</sup> day of August, 2020.

  
\_\_\_\_\_  
John Lester, Chairman

  
\_\_\_\_\_  
Gary Mueller, Commissioner

  
\_\_\_\_\_  
Larry Poe, Commissioner

  
\_\_\_\_\_  
Julie Janquart, Commissioner

  
\_\_\_\_\_  
Kathryn Gibbs, Commissioner

Attest:

  
\_\_\_\_\_  
Kathryn Gibbs, Plan Commission Secretary

## **Appendix C**

### **Adoption Ordinance**

## **Ordinance for Plan Adoption**

### **Town of Lincoln**

#### **Ordinance 2020-1**

##### **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 Statute 66.1001 (4) (c), Wis. Statutes.

##### **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.

##### **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 the 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 or 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 9<sup>th</sup> day of November, 2020.

Lynne M. Black, Lynne Black

Larry Sommer, Larry Sommer

Ryan Wilson, Ryan Wilson

Attest:

Tressa Votis, Tressa Votis

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**Town of Lincoln  
Comprehensive Plan  
2020**