

Town of Lincoln

Wood County, Wisconsin



Comprehensive Plan 2002

Prepared by:
Town of Lincoln Plan Commission
&
Town of Lincoln Citizens Advisory Committee
with assistance from
Wood County Planning & Zoning Office

July, 2002



TOWN OF LINCOLN COMPREHENSIVE PLAN

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TABLE OF CONTENTS

INTRODUCTION	ii
1. ISSUES AND OPPORTUNITIES	1
Local Government Background	1
Overall Objectives, Policies, Goals and Programs	1
Demographic Trends	3
Households	10
Employment Characteristics	11
2. HOUSING	13
Housing Assessment	13
Housing Policies and Programs	16
3. TRANSPORTATION	18
General	18
Overall Goal	18
Objectives, Policies, Goals & Programs	18
Transportation System	19
Highway Functional Classifications	19
Current & Future Changes to the Transportation System	20
Relationship of Transportation System to Other Comprehensive Plan Segments	20
Relation of Highways to Other Transportation Plans	22
4. UTILITIES & COMMUNITY FACILITIES	28
Overall objectives, policies, goals and programs	28
Sewage Disposal/Sanitary Sewer	28
Storm Water Management	29
Water Supply	30
Solid Waste Disposal/Recycling	30
Emergency Services	30
Parks	31
Library Service	31
Schools	31
Child Care	31
Health Care	32
Power-Generating Plants, Electric-, Natural Gas- and Oil Transmission Lines	32
Telecommunications Facilities	32

5. AGRICULTURAL, NATURAL & CULTURAL RESOURCES.....	33
Topography	33
Soils: Limitations for Dwellings.....	33
Productive Agricultural Areas	35
Forests	39
Water Resources	39
Wildlife Habitat	46
Mineral Resources	47
Parks, Open Spaces and Recreational Resources	47
Historical and Cultural Resources	48
6. ECONOMIC DEVELOPMENT	49
7. INTERGOVERNMENTAL COOPERATION.....	51
8. LAND USE	54
Overall Objectives, Policies, Goals & Programs.....	54
Trends in Supply & Demand	55
Potential Conflicts.....	63
9. IMPLEMENTATION	68
Plan Adoption.....	69
Zoning Ordinance.....	69
Open Space Development Standards	70
Subdivision Ordinance	70
Capital Improvement Program	71
Official Street Map.....	71
Town of Lincoln Planning Administration.....	72

INTRODUCTION

The Town of Lincoln has been a proactive zoning community since the 1970's. With increased suburban development pressure from the City of Marshfield, the Town Zoning Committee continued to mold zoning regulations in an attempt to answer the needs of city commuters while, at the same time, preserve some of Wood County's best farmland. It was not until 1997, however, that a community development plan was created. Long-term and short-term residents of Lincoln agreed on the need for a development plan, although a consensus of what the future development should be was not always clear.

Upon enactment of Wisconsin's comprehensive planning legislation, commonly referred to as "Smart Growth", Lincoln officials were one of the first to embrace the idea of updating their community development plan to meet the new State mandates. Although the Town isn't required to have an implementable plan until January 1, 2010, the Town's leadership sees the framework that is provided under the Smart Growth legislation as a means to improve their planning efforts and strengthen the relationship between the comprehensive plan and the Town zoning ordinance. It is with this thought in mind that the Town of Lincoln embarks on this early development of a local "Smart Growth" comprehensive plan.

Chapter 66.1001, Wisconsin Statutes, requires comprehensive planning in each county, city, village and town that engages in land use regulatory activities, such as zoning or subdivision ordinances. The comprehensive plan must contain nine elements, including 1) an issues and opportunities element, 2) a housing element, 3) a transportation element, 4) a utilities and community facilities element, 5) a natural and cultural resources element, 6) an economic development element, 7) an intergovernmental cooperation element, 8) a land use element and 9) an implementation element. In addition, by January 1, 2010, all local governments' land use-related actions regarding any ordinance, plan or regulation will be required to be consistent with its adopted comprehensive plan.

1. ISSUES AND OPPORTUNITIES

Local Government Background

The first meeting of the Town of Lincoln Board of Supervisors was held in December, 1861. The name and geographic extent of what now exists as the Town of Lincoln changed many times between 1861 and 1878. The final boundary was set when the Town of Rock was formed from the southern one-half of the Town of Lincoln on January 23, 1878.

The Town is governed, locally, by a five-member, elected Town Board. The Town Board had historically consisted of three members, but was expanded to five in 1988. The Board's expansion was due, in part, because of the Town's close proximity to the City of Marshfield, which resulted in boundary issues and suburban growth pressures. Town leaders felt that a larger Board would be better able to attend to projects and issues that impact an urban-area community that is subject to peripheral growth.

In addition to the Town Board, the Town also elects a Clerk and Treasurer. Duties of both of these positions are prescribed under Wisconsin Statutes.

There were two communities in the Town when it was formed, Nasonville to the southwest and Bakerville in east central. Nasonville included a post office, general store and the first cheese factory in Wood County. The Bakerville area was somewhat larger than Nasonville as it had as many as fifty residents. Businesses in Bakerville included a cheese factory, general store, garage, and three saloons. The Catholic Church has long been a prominent institution in the area and continues to thrive despite the loss of most of the businesses in the area.

As with most towns in Wood County, the Town of Lincoln evolved from a logging economy to an agriculture-based community. Quality soils and good drainage have continued to support the agriculture industry with most of the land area devoted to the production of milk and milk by-products.

Overall Objectives, Policies, Goals and Programs

Future Development Goal #1: Recognize that the City of Marshfield will influence development pressure in the northern portions of the Town of Lincoln and that growth in this area should be managed to maintain the uncongested, rural lifestyle that initially attracted residents to the area.

- Objectives:
 - o Develop and maintain an Official Street Map, as provided by Statute, with input from the City of Marshfield, to minimize any future land use conflicts.

- o For large residential lots in the northeast portion of the Town, require a mid-yard setback to facilitate the division of parcels if sewer and water extensions are installed in the future.

Future Development Goal #2: Promote commercial development that is harmonious with existing land uses.

- Objectives:
 - o Develop flexible zoning codes to protect the health, safety, and welfare of residents near proposed commercial developments.
 - o Encourage new commercial development to locate near major road intersections, to promote clustering of these uses, making them easily accessible.

Management of Private On-Site Waste Treatment Systems (POWTS) Goal: Promote and monitor the proper land spreading of municipal and private septage and waste on approved lands in the Town of Lincoln.

- Objectives:
 - o Work with the City of Marshfield to develop a reciprocal agreement whereby municipal sludge is accepted in the Town either on an annual fee basis or with reduced dumping rates for holding tank wastes at the Marshfield Wastewater Treatment Plant.
 - o Communicate with the Wisconsin Department of Natural Resources regarding improper land spreading of holding tank wastes.

Protecting the 'Rural Character' of the Town of Lincoln Goal: Maintain the “rural character” of the Town of Lincoln by preserving its natural amenities. Future growth should be concentrated in the northern sections (1-3, 12) of the Town. Population density should be maintained at a low to moderate level with the possibility of cluster development and multifamily units at appropriate locations.

- Objectives:
 - o Provide ample space for new residential growth by zoning enough land to accommodate projected growth.
 - o Protect wetlands, floodplains, areas of steep slope and other environmental areas by requiring ample setbacks for structures.
 - o Encourage cluster developments that maximize preservation of natural areas. Provide areas nearer to the City of Marshfield for higher density development and multifamily structures.

Preserving Prime Farmland Goal: Preserve the prime agricultural land that is present in the Town of Lincoln.

- Objectives:
 - o Promote residential development in the northern portion of the Town.
 - o Discourage development on the highest quality of agricultural soils by establishing low development densities.
 - o Provide for exclusive agricultural areas in the best farming areas of Lincoln.
 - o Develop zoning and subdivision ordinances that protect agricultural practices by allowing for and encouraging cluster developments and providing appropriate separation of uses.
 - o Encourage the use of State and Federal agricultural preservation programs, such as the Farmland Preservation Program.

Demographic Trends

Introduction

At the time background data for this plan was being gathered, only limited data from the 2000 Census was available. Also, many indicators, such as per capita income, education levels and others, are not updated between census periods. Consequently, much of the background data in this document is quite dated and should be used with caution. Where comparisons to other communities or the State are made, however, data from the same timeframe is used.

As new data became available from the 2000 Census during the planning process, that information was incorporated into this plan. Also, if current estimates were available during the planning process, that information is incorporated and noted as being estimated. For these two reasons – new data not available or estimates-only available – the Town of Lincoln will update this plan at or before the five-year interval after adoption.

Population Growth and Distribution

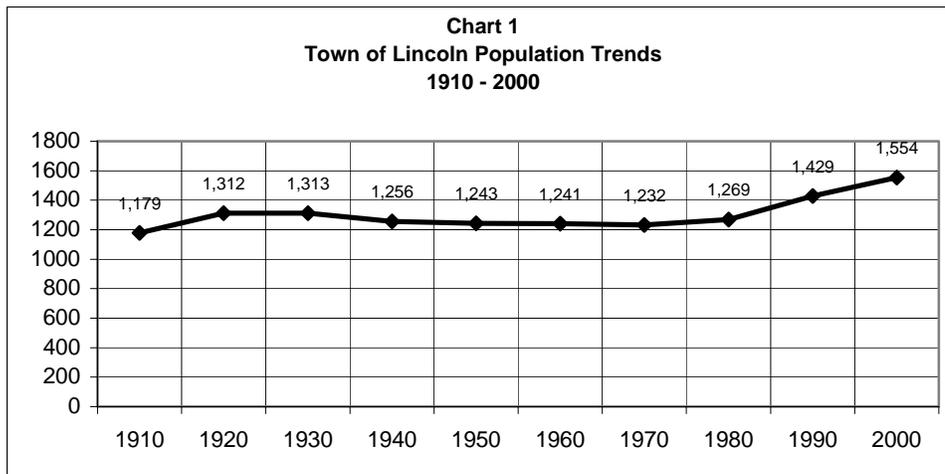
The Town of Lincoln experienced relatively little population growth during the 1900's. Indeed, the population increased by only 375 people (31.8%) between 1910 and 2000. The official census counts for the Town of Lincoln are listed in Table 1.

Between 1910 and 1920, the Town had a substantial increase in population from 1,179 to 1,312, an increase of 133, or 11.2%. That number remained stable during the next 10 years when the 1930 census counted a population of 1,313. For the 40-year period from 1930 to 1970, Lincoln had a continuous loss of population, bottoming out at 1,232 in 1970. During the '70's, '80's and '90's, Lincoln experienced what many communities that are located next to growing cities experienced; suburban growth. It started slowly between 1970 and 1980, when the population increased by 37 people. Then, suburban growth from the City of Marshfield to the nearby, unincorporated towns

increased. Between 1980 and 1990, Lincoln's population increased by 160 and, during the most recent 10-years, the population increased by another 125 people to the Town's present population of 1,554. Chart 1 provides a graphic representation of the population change in Lincoln since 1910.

Table 1 TOWN OF LINCOLN CENSUS COUNTS 1910 - 2000			
YEAR	POPULATION	NUMBER CHANGE	PERCENT CHANGE
1910	1,179		NA
1920	1,312	133	11.3
1930	1,313	1	0.1
1940	1,256	-57	-4.3
1950	1,243	-13	-1.0
1960	1,241	-2	-0.2
1970	1,232	-9	-0.7
1980	1,269	37	3.0
1990	1,429	160	12.6
2000	1,554	125	8.7

Source: U.S. Census of Population.



Is Lincoln's population change unique for the Marshfield area? Table 2 presents a comparison of the Town's population to area communities. Scanning the list, it can be seen that, between 1980 and 1990, all but two municipalities – the towns of Cameron and Marshfield – gained population. During that timeframe, the entire area increased by 6.4 percent. Lincoln's 160-person increase represented a 12.6 percent gain, third of all the area municipalities behind Hewitt's 26.6 percent increase and McMillan's 18.4

percent gain. Between 1990 and 2000, Lincoln did not grow as fast, proportionately, being the fifth fastest growing community.

Table 2 GREATER MARSHFIELD AREA GROWTH TRENDS 1980 – 2000					
COMMUNITY	1980 POPULATION	1990 POPULATION	2000 POPULATION	PERCENT CHANGE 1990 - 2000	MEDIAN AGE YEAR 2000
Lincoln	1,269	1,429	1,554	8.75	38.3
Cameron	590	522	510	(2.30)	41.0
Marshfield T.	784	767	811	5.74	38.5
Richfield	1,235	1,344	1,523	13.32	36.2
Rock	745	764	856	12.04	36.9
Hewitt V.	470	595	670	12.61	35.6
Marshfield C.	18,290	19,293	18,800	(2.56)	38.7
McMillan	1,433	1,697	1,790	5.48	38.7
Spencer	989	1,036	1,341	29.44	34.6
AREA TOTAL	25,805	27,447	27,855	1.49	37.6

Population Forecasts

To properly plan for future services in Lincoln, the Town Board must be aware of the changing age structure of the population and of the numbers that are expected to live in the Town in the future. State agencies study future population expectations for anticipated funding levels of their programs and the town must do the same. Population projections are speculative and no person can forecast a community's future perfectly because of such things as changing economics, physical demands on the environment and changing political climate at all levels. However, using historic data from the community, one can foresee, with some accuracy, what the near future holds for the community as far as expected populations.

Two state agencies, the Wisconsin Department of Administration's Demographic Services Center and the University of Wisconsin - Extension's Applied Population Laboratory, spend considerable time developing population projections for counties and municipalities for purposes of estimating future state program and budget needs. The Wood County Planning & Zoning Office also develops projections, incorporating subjective information about the municipalities, such as past annexations, recent developments and other issues that purely objective equations, such as those used by the state agencies, cannot anticipate.

Prior to the 2000 census, the Demographic Services Center projected a growth in Lincoln's population to 1,494 for the year 2000 and 1,526 for 2010¹. The Applied Population Laboratory, in their 1993 projections, was less optimistic than the Demographic Services Center. The Applied Population Laboratory projected a year 2000 population of 1,445, decreasing to 1,415 in 2010². Pre-2000 census projections by the Wood County Planning & Zoning Office were for greater growth than the other agencies expected. The Planning & Zoning Office projected a year 2000 population of 1,589 and a 2010 population of 1,700 (Table 3). It should be noted that the two State agencies will recalculate population projections following release of the 2000 census.

The Planning & Zoning Office projection was based on residential construction records for the past 20 years. There has been a steady pattern of building that represents approximately eight new homes each year in the Town. At this time, there does not appear to be any reason to believe that construction levels will decrease during the planning period. However factors such as changes in the state code governing septic systems or the annexation of part of the Town by the City of Marshfield could significantly decrease the estimated population for the planning period.

YEAR	(1)	(2)	(3)
1990	1,429	1,429	1,429
2000 (4)	1,589	1,494	1,445
2010	1,700	1,526	1,415

(1) Wood County Planning & Zoning Office, 11/96.
 (2) Wisconsin Department of Administration, Demographic Services Center, 6/93.
 (3) Applied Population Laboratory, University of Wisconsin - Extension, 3/93.
 (4) The 2000 census for Lincoln was 1,554.

Age Distribution & Dependency Ratio

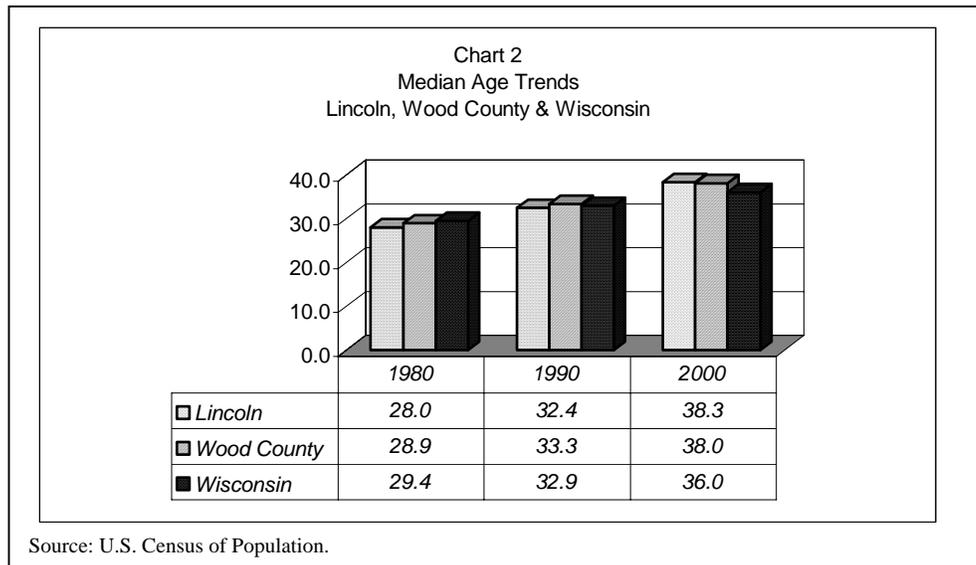
Chart 2 illustrates the aging of population in the Town of Lincoln, Wood County and Wisconsin since 1980. Lincoln's current median age of 38.3 is a full 10-years older than the 1980 median age in the town. That change is about the same as the change in Wood County's median age, which was also 10-years older than in 1980. Wisconsin's median age, however, only increased by seven and a half years during the same period, from 29.4 in 1980 to 36.0 in 2000. The median age for the Greater Marshfield Area communities listed in Table 2 was 37.6 (including Lincoln) in the year 2000.

What has caused the increase in the Town's median age? Has it been a drastic reduction in children under the age of 18? Has it been caused by increased longevity of the elderly population? Or, has the change in median age been driven by something

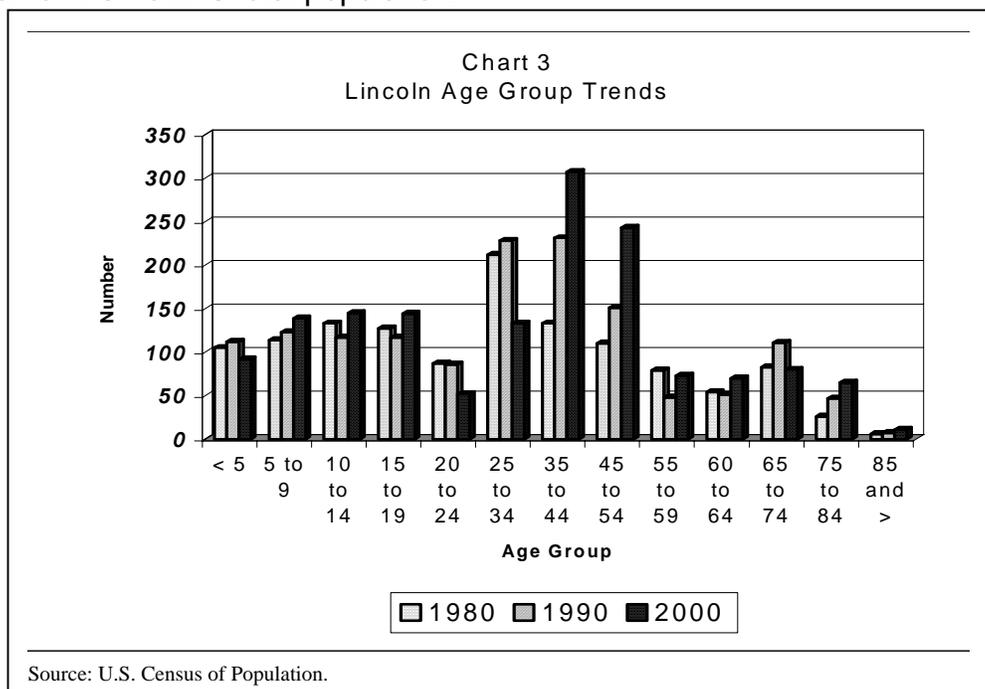
¹ Wisconsin Dept. of Administration, Demographic Services Center, June 29, 2000 Internet search.

² "Interim Wisconsin Small-Area Baseline Population Projections, Applied Population Laboratory, Dept. of Rural Sociology, U.W.-Madison-Extension, March, 1993.

else? Chart 3 provides some detail about the population of various age groups from 1980 to 2000. The first thing that can be seen in this chart is the drop in preschool-age children – those under age five. Every category of school-age children, however, has increased. Then there is a rather substantial decline in the 20 to 24 and 25 to 34 age groups. After high school, it seems, kids leave the area for college, jobs or some other reason. Look at the next two groups, however. There has been a very large increase in



the 35 to 34 and 45 to 54 age groups and they brought their kids with them, as witnessed in the school-age kids a moment ago. The increase in these adult age groups is the result of migration from the City of Marshfield to the suburban Town of Lincoln. The increase in the median age in the town is explained by the very large increase in these two age categories. Looking beyond the 45 to 54 age group, there has been little change that would impact on the Town’s median age. It is interesting to note, however, that the oldest of the town’s residents, those age 75 to 84 and older, has experienced a continuing growth in numbers even though they remain a small proportion of the Town’s total population.



The dependency ratio of a community is defined as the working-age population to the non-working-age population. The non-working age population is considered to be persons under the age of 18 – still in high school – and those over age 65 – retired persons. The non-working-age population is considered to be “dependent” on the working age groups to provide services and facilities to the community. This is not to say that others, especially those 65 years old and older, do not contribute through equal property taxes and community service. In fact, they do carry their fair share and, in the case of many elected officials, they carry more than their share.

In the year 2000, 10 percent of Lincoln’s population was 65 years of age and older. There has been a fluctuation in this age group. In 1980, nine percent of the Town’s population was age 65 and over. By 1990, the figure had risen to 12 percent, but it dropped again during the past 10-years.

The Town population under the age of 18 has also fluctuated. In 1980, 33 percent of Lincoln’s population was under the age of 18. The proportion of population in that group fell to 29 percent in 1990 and then rose again, as described above when we discussed the school-age population figures, to 30 percent in 2000.

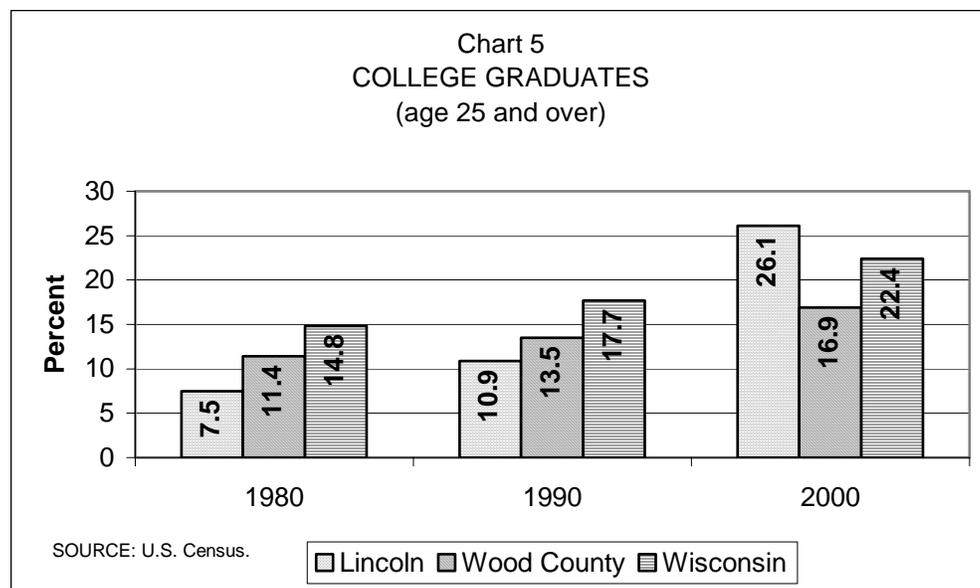
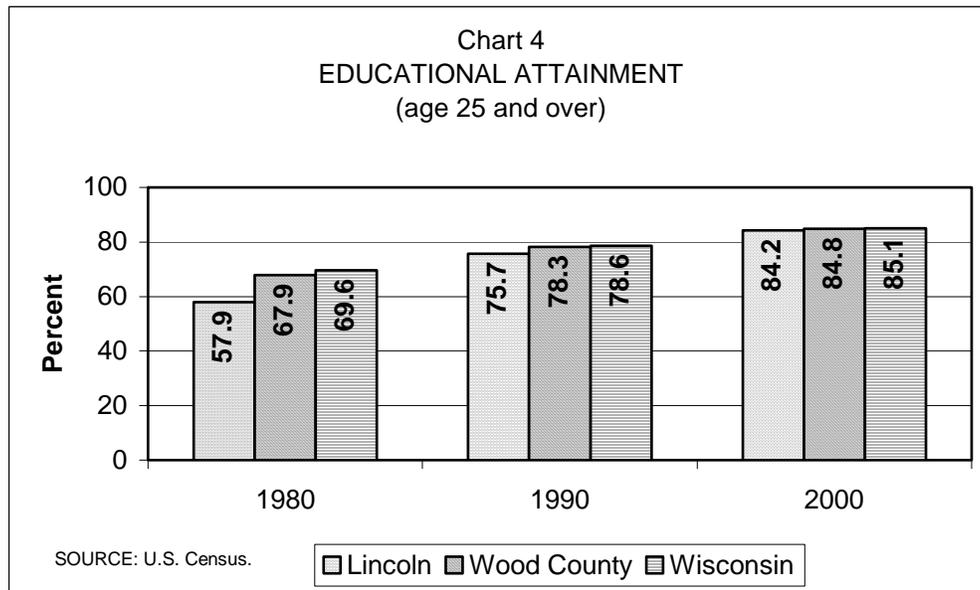
Again, the dependency ratio in Lincoln combines the two population groups considered to be outside the working age groups to those of “working age.” In 1980, for every non-working age person (dependent) in Lincoln, there were 1.35 working-age people. The dependency ratio, then, was 1.35:1. In 1990, the dependency ratio was 1.45:1 and in the year 2000, it was 1.48:1. The trend that is revealed by these numbers is that, during the past 20-years, the proportion of working age people to non-working age people has grown somewhat. Again, that was shown graphically in Chart 3, with the large increase in population from age 35 to age 54. For comparison purposes, the dependency ratio for Wood County in 2000 was 1.44:1.

Educational Levels

In the past, the proportion of high school graduates in Lincoln has lagged behind the state and county (Chart 4). In the past 10-years, however, Lincoln’s proportion of high school graduates increased faster than both the state and county and is now comparable to both of the others. In the 20-years, from 1980 to 2000, the proportion of high school graduates in Lincoln has gone from 57.9 percent to 84.2 percent, an increase of 26.3 percent, compared to a 16.9 percent increase for Wood County and an increase of 15.5 percent for Wisconsin.

Chart 5 shows the proportion of population, age 25 and over, that has at least a bachelor’s degree from college. In 1980, only 7.5 percent of Lincoln’s population fell into this category. That number lagged behind the County’s numbers (11.4%) and was only about half of the proportion of college graduates at the state level (14.8%). That trend did not change between 1980 and 1990. During the past census decade, however, the change was huge. Not only did the proportion of college graduates in Lincoln gain on county and state figures, in the year 2000, the Town shot past the other

levels. From 1990 to 2000, the proportion of college graduates in Lincoln rose from 10.9 percent to over 26 percent. Of interest, but not shown in the charts is a comparison of those with graduate-level degrees. In Wisconsin, 7.2 percent of the population, age 25 and over, have graduate degrees. In Wood County, the figure is 5.1 percent. Lincoln's graduate degree population is 11.4 percent of that age group, substantially higher than both the county and state.



Income & Poverty

Table 4 lists the median income levels in Lincoln, Wood County and Wisconsin. It is interesting to note that Lincoln's household, family and per capita income levels are

significantly higher than the county and state. This fact is understandable, given the higher college education levels discussed above.

Table 4 MEDIAN INCOME - 1999			
1999 INCOME	LINCOLN	WOOD COUNTY	WISCONSIN
Household	\$53,194	\$41,595	\$43,791
Family	\$59,904	\$50,798	\$52,911
Per Capita	\$27,617	\$20,203	\$21,271

SOURCE: U.S. CENSUS OF POPULATION, 2000, Table DP-3.

Poverty figures are also provided by the U.S. Census reports. Of the 1,554 persons in the Town in 2000, 57 were below the poverty level. That calculates to 3.8% of the Town's population. Of all families in the Town, 2.3 percent had incomes below the poverty figure. In 1990, 114 persons (8.0%) in Lincoln were in the poverty-level income categories.

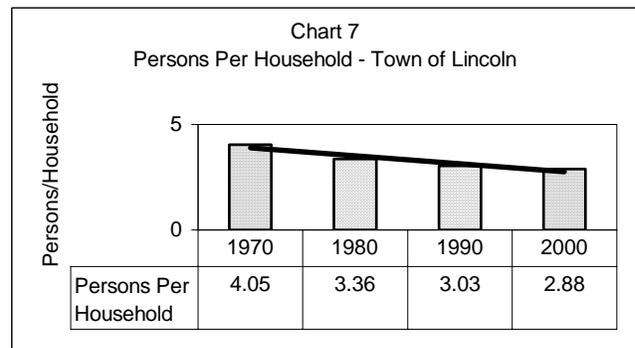
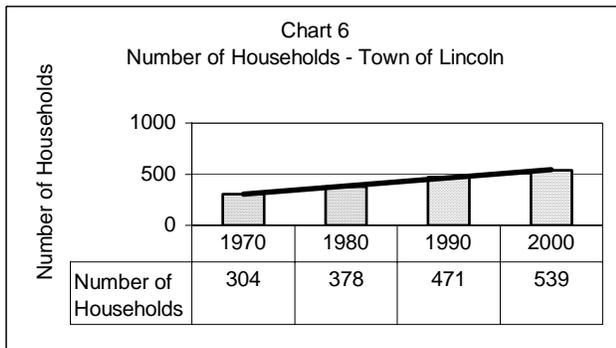
Poverty figures for Wood County, in 2000, were 6.5 percent of individuals and 4.4 percent of families. For Wisconsin, the figures were 8.7 percent and 5.6 percent for individuals and families, respectively.

Households³

Households and Household Size

Charts 6 and 7 illustrate two distinct trends in the Town of Lincoln. First, the number of households in Lincoln continues to increase, having gone from 304 in 1970, growing steadily to its present 539. The second trend, shown in Chart 6, is the fact that the average number of persons per household has continuously decreased over the same time period. In 1970, the average household in Lincoln had 4.05 persons. Compare that to the 2.88 average population per household today. Whereas large families were the norm 30-years ago, family size has decreased as technology replaced the need for more people to help farm, more commuters migrated to the Town for more space and double-income families resulted in fewer children being born. The trend for more households and fewer people per household is likely to continue throughout the planning period, although at a slower rate than in past years, as children of the "baby boomers" leave home to start households of their own. Referring back to Chart 3, we saw an increase in school-age children. Those children have been leaving the town as they finish their schooling, witnessed by the decline in the 20 to 24 and 25 to 34 year olds. Couple these facts with the decline in children younger than 5, and one can surmise that there will be fewer persons in each Lincoln household at the next census count.

³ A household and a housing unit are different. A housing unit is a structure, i.e., single-family home, duplex, four-plex, etc. A housing unit may house more than one household, i.e., two households in a duplex, etc.



The number of households is a function of population and population per household. As just noted, the population is expected to continue to increase somewhat in Lincoln while the number of persons living in each household is expected to continue to decline. In the year 2000, there were 539 households in Lincoln. The population per household figure declined from 3.03 in 1990 to 2.88 in 2000. Assuming the Wood County Planning & Zoning Office population projection to 2010 is correct at 1,700 people and further assuming that the population per household will drop at a somewhat slower rate, rate than in the past 20-years (-0.69 from 1970 to 1980; -0.33 from 1980 to 1990; -0.15 from 1990 to 2000) to 2.78 (-0.10 persons/household), the number of households in the year 2010 will be 612. That is a gross increase of 73 households during the 10-year planning period from 2000 to 2010. Household trends and projections are summarized in Table 5.

Table 5 HOUSEHOLD TRENDS AND PROJECTIONS TOWN OF LINCOLN 1970 – 2010			
Year	Population	Households	Population/Household
1970	1,232	304	4.05
1980	1,269	378	3.36
1990	1,429	471	3.03
2000	1,554	539	2.88
2010 ⁽¹⁾	1,700	612	2.73

(1) Year 2010 population and population/household forecasts are from the Wood County Planning & Zoning Office, February 2001.

Employment Characteristics

The Town of Lincoln is becoming more of a commuter community than in the past. According to the 2000 census, the civilian labor force (persons age 16 and over) in the Town totaled 839, 803 of whom were employed. Commuting jobs (those not associated with farming and not reported as “worked at home”) account for 88 percent of the total. The mean travel time to work is about 16.9 minutes. Both the job

classifications and the travel time demonstrate how jobs in the City of Marshfield contribute to the commuter nature of Lincoln. The types of occupations of Lincoln residents in 2000 are listed below.

Table 6 TOWN OF LINCOLN OCCUPATION TYPES – 2000	
OCCUPATION TYPE	NUMBER
Management, professional & related	333
Service occupations	78
Sales & office occupations	163
Farming, forestry & fishing	17
Construction, extraction & maintenance	87
Production, transportation & material moving	125
Total	803

Source: U.S. Census of Population, 2000, Table DP-3.

2. HOUSING

Housing Assessment

Statement of overall objectives, policies, goals and programs of the Town to provide an adequate housing supply that meets existing and forecasted housing demand.

In a recent community survey, the residents of the Town of Lincoln expressed the opinion that the overall appearance and quality of housing in the Town is “about average” (65% of respondents) to “very good” (28% of respondents). Only five percent of the survey respondents thought the appearance and quality of Lincoln’s housing was poor. ***It is an overall objective of the Town to encourage home improvements and development standards that will enhance the overall appearance of the Town’s housing, while increasing the structural quality of the homes.***

The respondents to the community survey said that the purchase price of housing/land in the Town of Lincoln was “about average” (61%) and 26% said it was “too expensive.” ***It is an overall objective of the Town to continue to encourage development of affordable housing to continue attracting working-age population with families, as experienced between 1990 and 2000, and to make our community affordable to those who are leaving the work force.***

The type of housing needed in Lincoln, according to the community survey, was “affordable housing” (47%). Five percent of the respondents indicated a need for additional rental units. Forty-four percent of those responding to the community survey said no additional housing is needed in the Town. ***As an overall housing objective, the Town, through its community plan and zoning ordinance, will promote development at a density that is considered much lower than many suburban communities. Developers who desire to construct rental units will be encouraged to do so in areas of the town where, in the case of multi-family units, the housing type will be compatible with neighboring residential uses.***

Age of Housing Stock

According to the 2000 census, there are 551 total housing units in the Town. The “Population Growth and Distribution” section noted that Lincoln’s suburban growth began during the 1970’s, continuing through today. That suburban growth is verified by the information in Table 7. Thirty-one percent of Lincoln’s housing was constructed prior to World War II. During the next three decades, the number of new housing units was pretty consistent. A big jump in the number of new units occurred during the 1970’s, when 77 new units were constructed. A like number of new homes was built during the 1980’s and, during the ‘90’s, that number increased to 125.

Table 7 AGE OF HOUSING STRUCTURES TOWN OF LINCOLN		
YEAR BUILT	HOUSING UNITS	PERCENT OF TOTAL
1990 – March 2000	125	23
1980 – 1989	72	13
1970 – 1979	77	14
1960 – 1969	46	9
1940 – 1959	56	10
1939 or earlier	168	31
TOTAL HOUSING UNITS	544	100
<i>NOTE: Data in this table is from census sample data and, therefore, does not agree with 100% count. The actual 100% count determined that there were 551 total housing units. Source: U.S Census of Population, 2000, Table DP-4.</i>		

To summarize, fully half of all the housing units in the Town of Lincoln were built since 1970 when the suburban movement started. As this trend continues, there will be additional pressure to convert valuable farmland to residential subdivisions and, possibly, small commercial service areas. It is important for the town to determine where growth areas should be located and, of equal importance, how agricultural uses will be protected from encroachment of non-farm uses.

Structural Value

The structural value of owner-occupied housing in the Town of Lincoln is listed in Table 8 for the year 2000. Less than 10 percent of all housing units were valued below \$50,000. This compares to 45 percent 10 years earlier. “Middle income housing”, or those units with a value of from \$50,000 to \$150,000 included nearly 60% of Lincoln’s owner-occupied housing units. The balance, those valued from \$150,000 to \$500,000, made up nearly one-third of the total units.

Table 8 STRUCTURAL VALUE OWNER-OCCUPIED HOUSING UNITS TOWN OF LINCOLN – 2000		
VALUE	NUMBER OF UNITS	PERCENT OF TOTAL
Less than \$50,000 -	26	8.6
\$50,000 - \$99,999	109	35.9
\$100,000 - \$149,999	72	23.7
\$150,000 - \$199,999	38	12.5
\$200,000 – \$299,999	41	13.5
\$300,000 - \$499,999	18	5.9
\$500,000 or more	0	0
Median - Lincoln	\$110,900	-
Median – Wood Co.	\$81,400	-
Median-Wisconsin	\$112,200	-
Source: U.S. Census of Population, 2000, Table DP-4.		

The value of housing units is a factor both of age of the unit and of the local economy. The large percentage of professionals and management occupations (41.5%) was described earlier. By-in-large, those types of occupations are compensated at higher rates than traditional blue collar jobs. Many professionals have moved into Lincoln and the value of homes in Lincoln helps to verify the growing interest in living in a rural atmosphere and commuting to work.

Occupancy Characteristics

The occupancy status of housing units in the Town of Lincoln has remained very stable (Table 9). In 1980, 325 of the 383 housing units, or 85% of the total units, were owner-occupied. There was very little change between 1980 and 1990 and no change occurred between 1990 and 2000 when both of those census years showed that 86% of the housing stock was owner-occupied.

The number of owner-occupied housing units continually increased during the 20-year period from 1980 to 2000. The number of owner-occupied housing units increased by 83 between 1980 and 1990, with another 66 units added from 1990 to 2000. The number of renter-occupied housing units increased from 53 to 63 units between 1980 and 1990. During the last 10-year period, however, renter-occupied units increased by only two more units. The proportion of rental units to owner-occupied units, however, has remained constant, providing affordable housing opportunities for persons who either cannot afford to own homes, or choose not to.

Table 9 OCCUPANCY CHARACTERISTICS TOWN OF LINCOLN HOUSING STOCK 1980 – 2000				
	Owner Occupied	Renter Occupied	Vacant	Total Households
2000	474; 86%	65; 12%	12; 2%	551
1990	408; 86%	63; 13%	5; 1%	476
1980	325; 85%	53; 14%	5; 1%	383
Source: U.S. Census of Population (Table DP-1 for Year 2000 data).				

It is interesting to analyze the tenure of householders, or how long they have lived in their homes in Lincoln. Of the owner-occupied housing units, 27.5 percent have lived in their Lincoln home for five or fewer years and 48.6 percent for 10 or fewer years. This compares to 40.3 percent and 56.8 percent for Wood County for the same time frames. County numbers show more movement than do Town numbers, but the numbers for Wood County also take into consideration a very large number of rental units, group homes, nursing homes, etc. that are not present in the Town of Lincoln. The Lincoln tenure figures show that many new residents have moved into the town during the most recent census period. Table 10 shows the tenure of householders for owner-occupied units in Lincoln and Wood County, based on Census 2000 sample data.

Table 10 TENURE BY YEAR HOUSEHOLDER MOVED INTO UNIT TOWN OF LINCOLN		
YEARS	PERCENT OF TOTAL	
	TOWN OF LINCOLN	WOOD COUNTY
1995 – March 2000	27.5	40.3
1990 – 1994	21.1	16.5
1980 – 1989	22.4	17.6
1970 – 1979	14.3	11.9
1969 or earlier	14.7	13.8
Source: U.S. Census of Population, 2000, Table DP-4.		

Housing Policies and Programs

Policies/programs to promote development of housing for residents of Lincoln.

- Zone areas for residential development where public sewer and water can serve higher densities, in the future, if problems arise with regard to groundwater quality or quantity.
- Work with the City of Marshfield to promote planned development in the service area of the Marshfield Sewer Service Area Plan.
- Encourage cluster-type residential development to maintain the rural, open character of the town, while allowing new housing units to be constructed.

Policies/programs that provide a range of housing choices that meet the needs of persons of all income levels, all age groups and special needs.

- Develop zoning standards that promote development at a density that is considered much lower than many suburban communities, yet allow for lot sizes that make the land affordable for lower-income homeowners.
- Encourage developers of rental units to build those units in areas of the town where, in the case of duplexes and other multi-family units, the housing type will be compatible with neighboring land uses.

Policies/programs that promote the availability of land for development or redevelopment of low- & moderate-income housing.

- Allow various lot sizes that are conducive to different housing types.

- Encourage the adaptive reuse of old commercial and industrial buildings, possibly to rental housing units.

Policies/programs to maintain or rehabilitate the existing housing stock.

- Encourage homeowners to participate in paint-up/fix-up events.
- Encourage volunteers or civic organizations to help those who are physically unable to maintain their property.
- Educate property owners about the Town zoning ordinance and other ordinances that may affect them, including activities that may require permits. The Town will work with Wood County to help make information available to town residents.

3. TRANSPORTATION

General

The purpose of this section is to describe the Town's transportation system, assess current and future changes and additions to that system, describe how the transportation system relates to other segments of the comprehensive plan, develop goals and objectives for the transportation system and establish local programs that will seek to achieve those goals and objectives.

Overall Goal

It is the overall goal of the Town of Lincoln to move people as efficiently as possible, to provide residents with safe, efficient, cost-effective access between their homes and places of work, school, parks, shopping and other destination points and to provide a means for travelers to traverse the town with minimal conflict with local land uses, while enjoying the natural beauty of the Town.

Objectives, Policies, Goals & Programs

Goal: To provide choices of transportation for town residents.

- Work with Wood County, the City of Marshfield and neighboring towns to encourage and coordinate development of bicycle and pedestrian trails and routes.
- Maintain contact with County and State highway departments to encourage continued improvements to the highways as necessary in the interest of the safety of highway users and efficiency in coordinating local road improvements with those of County and State highways.

Goal: To provide interconnection of transportation systems between municipalities.

- Develop and maintain an Official Street Map of the Town of Lincoln, with input from the City of Marshfield, adjacent towns, Wood County and the Wisconsin Department of Transportation to coordinate street alignments and trail development.

Goal: To provide safe transportation throughout the Town.

- Coordinate local street improvements with work on County and State/Federal highways.
- Minimize conflicts with local land uses by monitoring the number access points from subdivisions and higher density residential areas to higher function County and State/Federal highways.

- Through local zoning and the plat review process, monitor the location of access points to assure clear visibility for motorists and bicyclists and to allow sufficient maneuvering space for speed changes and turning.

Transportation System

The Town of Lincoln's internal transportation system consists, primarily, of town roads, county highways and U.S. Highway 10. Although located outside the boundaries of Lincoln, State Highway 13 serves town residents. Local streets of adjoining communities link to Lincoln's roads to form a network of transportation corridors.

Marshfield's airport also impacts the Town of Lincoln. The airport is located immediately adjacent to the Town's eastern boundary, affecting the height of structures within a certain distance of the airport.

Bicycle trails are becoming more popular as an alternate means of commuting, as well as for recreation purposes. Wood County adopted a bicycle/pedestrian plan in 1995. The Wood County plan proposed bicycle routes to be established along all of the county roads in the town via widened shoulders as the county roads were upgraded and maintained. The City of Marshfield also has plans for bicycle/pedestrian routes and trails, including a loop of internal trails that can be linked to outlying town trails and routes. Finally, the *Wisconsin Bicycle Map*⁴ has identified a number of routes along state and county highways in the town of Lincoln. These trails are part of a statewide system and are rated according to safety issues. The Town should consider potential routes and trails to be included in future updates to the County Bicycle/Pedestrian Plan.

There are no active railroads in the Town of Lincoln anymore. The two railroads that did traverse the town have been abandoned. Most of the abandoned right-of-way has been conveyed to private ownership and several buildings have been constructed on the right-of-way, which severely hampers any opportunity to obtain portions for conversion to trails.

Another part of the Town's transportation system is public transportation. Providing for the needs of those who are not able to transport themselves has been provided through programs of the County, with the assistance of State and Federal grants. The Town's interest should be in maintaining communications with the appropriate agencies to ensure that what ever programs are available through those agencies be made available to Lincoln residents.

Highway Functional Classifications

Different roads are meant to serve specific functions. For example, a subdivision street is meant to provide access to individual lots. These streets sometimes include tight curves, are narrower than higher function roads and have lower speed limits (i.e.,

⁴ Wisconsin Department of Transportation, May, 1992.

25 mph) for the safety of users and because of the numerous driveways. The subdivision street may connect to a local road that collects traffic from many subdivisions. This collector street may be wider, straighter, have fewer access points and have a higher speed limit (i.e., 35 or 45 mph). Its function is to move larger volumes of traffic. The collector street may, then, connect with a county road. The collector street can be classified as a minor or major collector, depending on its location, traffic counts and other factors. The function of the county road may be to serve as an artery from the town to employment centers in the adjoining city. These arterials may be even larger than the collector because they carry traffic from several collector streets. Arterials should have fewer access points than collectors and may be multi-lane with higher speed limits (i.e., 55 mph). In large urban areas, arterials may channel traffic to larger, or principal, arterial highways, such as an interstate highway that has divided lanes and speeds of up to 65 mph or more.

The map in Figure 1 shows the road network in the Town of Lincoln. Rural functional classifications are shown and include County Roads V and H throughout the town, County Road BB from County Road B to Lincoln Road (continuing on to State Highway 13 through the Town of Cameron) and County Road B from County Road H to U.S. Highway 10.

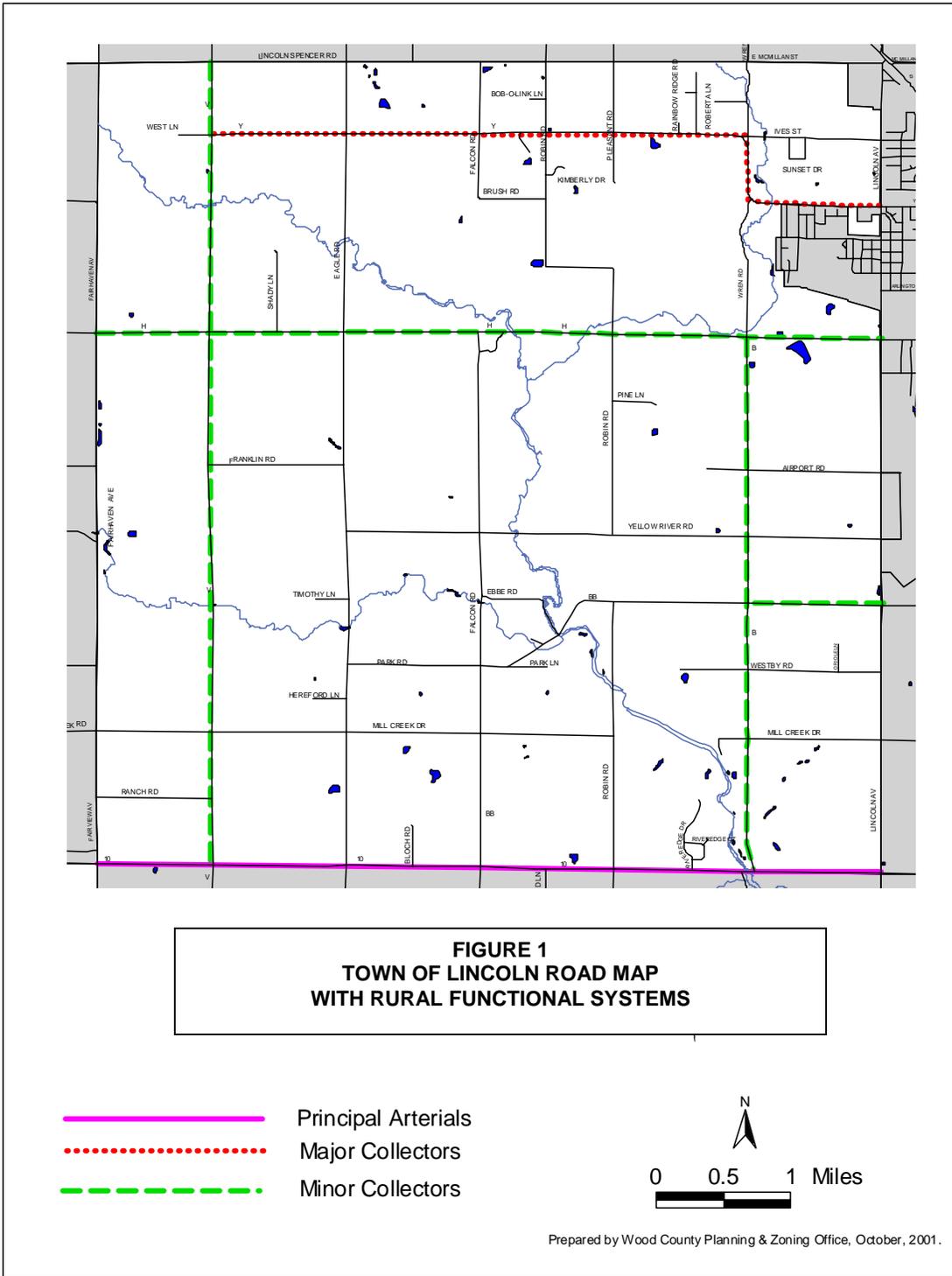
Current & Future Changes to the Transportation System

Future changes to Lincoln's transportation will likely be limited to typical maintenance of County and local roads, possibly including some widening if deemed necessary. County roads may be widened to accommodate bicycles if off-road trails cannot be developed. Local streets will be upgraded and suburban development continues in the Town. Where possible, new developments will be planned with street systems that include links to other local streets or provisions will be made to plan for future extension of those streets, using temporary cul de sacs until the connections or extensions are constructed.

More bicycle and pedestrian trails will be developed to provide Lincoln commuters an alternate means to travel to work, school, shopping, parks and other destinations. Town officials have established a communications rapport with county and city officials on other regional projects. This communications network will be used to provide input into updated editions of the two bicycle/pedestrian plans.

Relationship of Transportation System to Other Comprehensive Plan Segments

In commuter communities, like the Town of Lincoln, lifestyle choices of those working in the city, but living in the town, affect the future of surrounding suburban areas. As the town grows, one of the first impacts is on streets. When a new development is proposed in a commuter town, provisions must be made to move the intended population to and from that development to work, school, shopping, parks and other activities. Eventually, existing local streets may become so busy that the street



will have to be widened to accommodate peak traffic, or speed limits may have to be lowered for safety reasons. In some cases, the town may have to appeal to the county to take over jurisdiction of the road because of high traffic. Facilities may have to be added to provide a safe area for walkers or bikers.

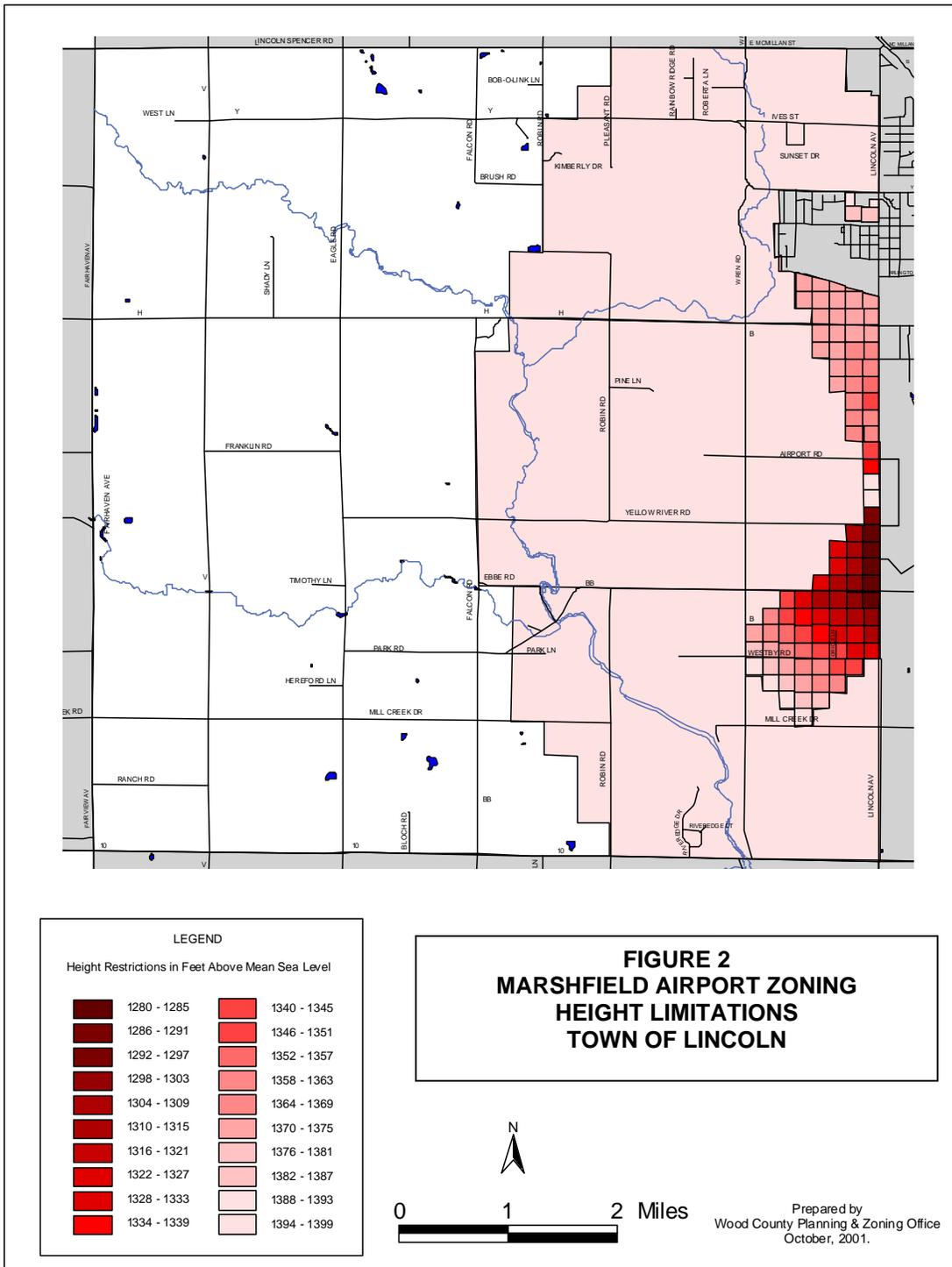
Transportation system changes will also impact certain community facilities. As more streets are built in Lincoln, the demand increases for more road maintenance equipment. In addition, as the town grows and as more roads are constructed, there will come a time that the Town will have to consider hiring a police officer to patrol those streets. Depending on the linking of new to existing streets, or the lack of linking them, costs to provide street maintenance, school bussing and other services that use the streets, could increase. It is less expensive to continue driving through a subdivision, for example, than it is to maneuver a snowplow through a development with cul de sacs.

New streets impact the natural resources and agricultural lands. Lincoln has areas of wetlands and floodplains that need to be protected from encroachment of construction of residences and other buildings. The new development also has the tendency to extract land from the valuable agricultural land base. Policies need to be implemented to protect the prime agricultural lands, if it is the desire of Lincoln residents to preserve the rural nature of the town. The Town can use road-surfacing techniques to guide development to areas deemed appropriate for new growth. For example, paved roads with good access and minimal traffic congestion will draw development. Conversely, granite roads will discourage growth due to dust, roughness and general maintenance problems.

Intergovernmental cooperation is essential to the development and maintenance of a transportation system. As noted, Lincoln does not have an airport, yet is located immediately adjacent to the Marshfield Airport. Expansion of that airport will impact land uses in Lincoln because of noise and height restrictions. The height restrictions could affect certain land uses. The height limitation map is presented in Figure 2. Street improvements should be coordinated between neighboring communities. If, for example, Marshfield decides to widen a particular street to its western boundary, the Town of Lincoln should be aware of those plans so that the Town can plan its improvements accordingly.

Relation of Highways to Other Transportation Plans

Most roads in the Town of Lincoln are local streets. The exception includes the county roads, named earlier, and U.S. Highway 10, on the Town's south boundary. The County roads are well maintained and some have been improved in recent years. As the County roads are improved, the County Highway Department is to consider the Bicycle/Pedestrian Plan and add shoulders where indicated, if costs can be justified. Also, the *Wisconsin Bicycle Map* identifies routes for bicyclists along state and county roads that need to be considered when roads are improved. Lincoln officials will maintain contact with the Wood County Highway Department and the District 4 office of



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the Wisconsin Department of Transportation to encourage widening of shoulders for safer bicycle and pedestrian use. The “Wisconsin Bicycle Transportation Plan 2020⁵” has very few “priority corridors” and “key linkages” in Wood County and none of those happen to be in the Town of Lincoln. This fact makes it more important that the Town determine its own future with regard to bicycle trails and routes.

U.S. Highway 10 was designated as a “connector” highway from Marshfield to Interstate 39 in the Wisconsin Department of Transportation’s Corridors 2020 system. From Marshfield to the west, no reconstruction upgrades were planned for U. S. Highway 10 and, in the Wisconsin State Highway Plan 2020, Highway 10 west of Marshfield was listed as “not congested non-corridors 2020”.

East of Marshfield, however, Highway 10 is scheduled for reconstruction within the planning period. Already under reconstruction to a four-lane facility, Highway 10 will be improved between Highway 13 and Interstate 39, east of Stevens Point. The westernmost terminus of the reconstruction project could impact the Town of Lincoln. Although, at the time of this writing, it seems that the improvements will be on the current alignment between the two intersections of Highways 10 and 13, alternatives are being considered that would smooth out the two 90-degree turns. The alternatives would result in right-of-way acquisition and highway construction in Section 36 of the Town. Although sparsely developed, the area that could be affected is prime agricultural land. Building of a highway diagonally through Section 36 would result in loss of prime agricultural land and splitting of productive fields.

Town of Lincoln Road Program

Like other municipalities, the Town of Lincoln maintains a long-range road improvement program. The current schedule is listed in the following table and shown in Figure 3. This schedule is reviewed on a regular basis and amended as road improvement needs and/or budget constraints dictate.

⁵ Wisconsin Department of Transportation, Division of Investment management, Bureau of Planning, December, 1998.

**Table 11
ROAD PROGRAM
TOWN OF LINCOLN**

Year	Project	Location	Start Point	End Point	Distance
2001	Repair	Wood Box bridge on Robin Road one mile south of Co. Rd. H			
	New blacktop	Riveredge Drive and Court	Highway 10	Entire Subdivision	0.92 mi.
	New blacktop	Falcon Road	Co. Rd. Y	Lincoln-Spencer Rd.	0.51 mi.
2002	New blacktop	Mill Creek Dr.	Co. Rd. BB	Robin Rd.	0.99 mi.
	New blacktop	Park Lane & Drive	Eagle Rd.	End (east)	1.28 mi.
	New blacktop	Bloch Road	Highway 10	End (north)	0.70 mi.
	New blacktop	Shady Lane	Co. Rd. H	End (north)	0.50 mi.
	New blacktop	West Lane	Co. Rd. Y	End (west)	0.25 mi.
	New blacktop	Brush Road	Robin Rd.	Falcon Rd.	0.50 mi.
	New blacktop	Falcon Road	Brush Rd.	Co. Rd. Y	0.50 mi.
	Reconstruction	Ranch Road	Co. Rd. V	Fairhaven Ave.	0.99 mi.
2003	New blacktop	Lincoln-Spencer Rd.	Eagle Rd.	Fairhaven Ave.	1.67 mi.
	New blacktop	Fairhaven Avenue	Highway 10	Yellow River Bridge (Sec. 19)	1.98 mi.
	Blacktop cap	Airport Road	Lincoln Ave.	End (west)	1.25 mi.
2004	New Blacktop	Pleasant Road	Co. Rd. Y	End (south)	

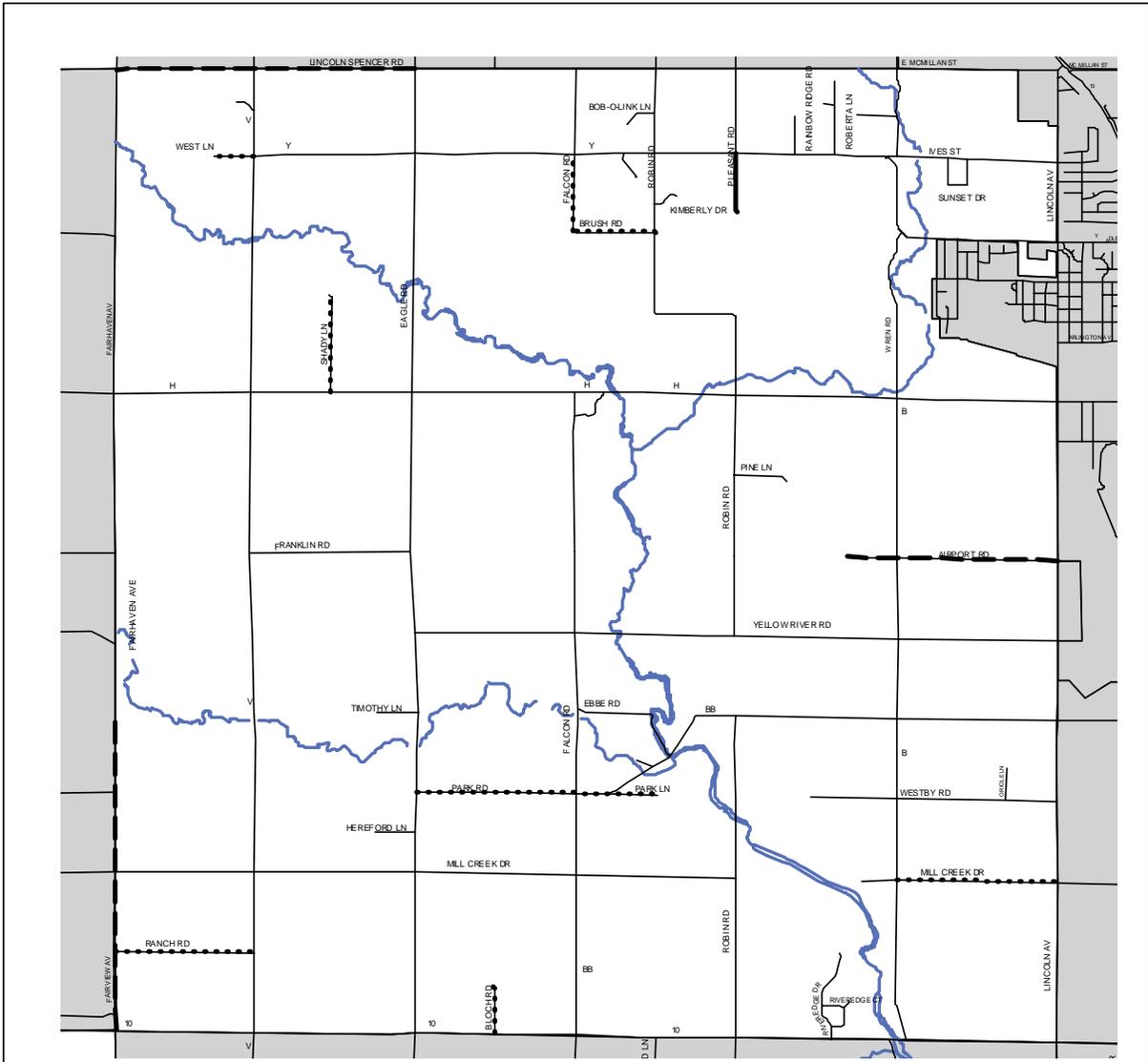
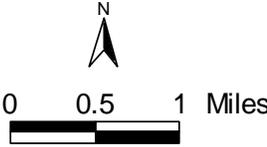


FIGURE 3
TOWN OF LINCOLN ROAD PROGRAM



4. UTILITIES & COMMUNITY FACILITIES

Overall objectives, policies, goals and programs

As an unincorporated town, Lincoln does not have the same type utilities as does a higher-density village or city, nor is the Town able to provide all of the same type community facilities as its larger, incorporated counterparts. The town does, however, have the same type utility and community facility needs as residents who live in villages and cities. It is the overall objective of the Town of Lincoln to provide those utilities and community facilities that are needed, or desired, by town residents, either through individual town efforts or as a partner with other communities and agencies. Following are policies, goals and programs relating to specific utilities and community facilities.

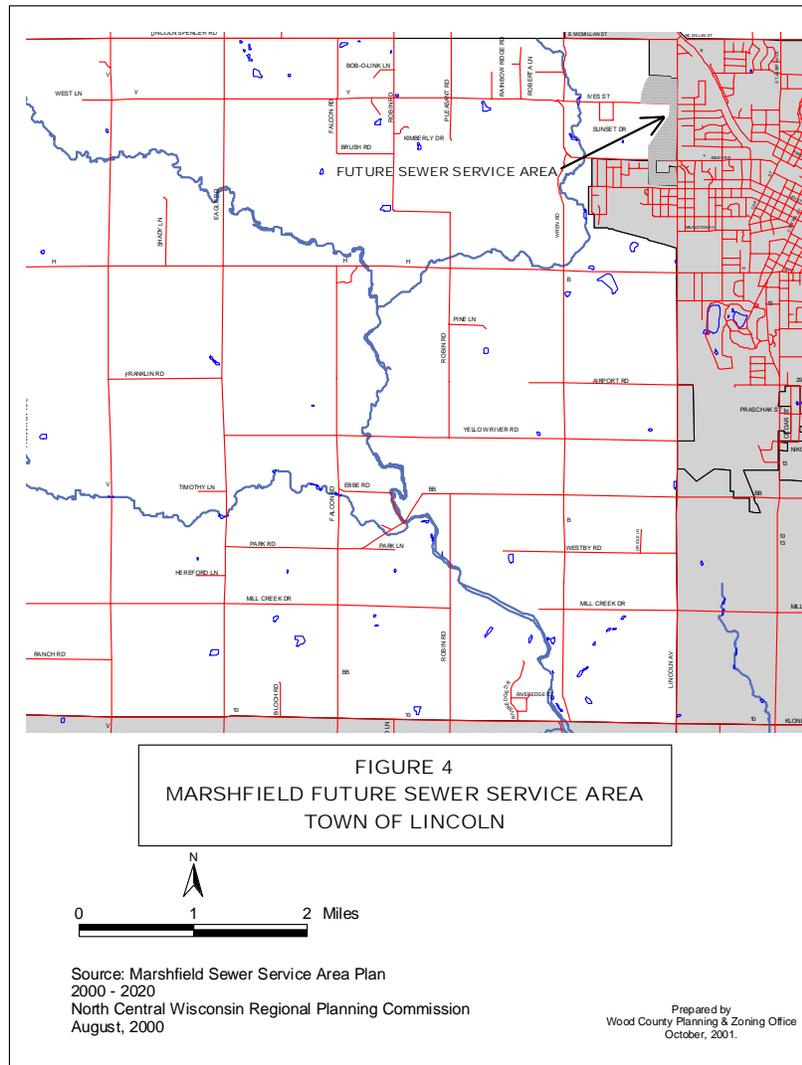
Sewage Disposal/Sanitary Sewer

The Town of Lincoln does not have municipal sanitary sewer service. Any development that occurs in the Town must install a private on-site waste treatment system, or POWTS. All such systems must be approved by the State Department of Commerce under the provisions of applicable statutes and the Wisconsin Administrative Code for both installation and maintenance. Because of the poor soil drainage and relatively high groundwater in Lincoln, most POWTS in Lincoln are holding tanks. Although not technically a “treatment system”, because waste is held and not treated, holding tanks have been and continue to be allowed as a “system of last resort”. This means that, if a “treatment system” of some type cannot be installed, the property owner can use holding tanks.

The Town of Lincoln has cooperated with the City of Marshfield and surrounding towns to develop a 20-year sewer service area plan for that city. The planning area for the “Marshfield Sewer Service Area Plan 2000 – 2020”, shown in Figure 4, includes that part of the Town of Lincoln from Eagle Road and the north boundary of Lincoln, south to the Yellow River, following the river south to the south boundary of Lincoln. Although that area was in the planning area, the only part of Lincoln included as a future sanitary sewer service area is a small part of Lincoln in Section 1, including that part of the south half of the northeast quarter lying east of the East Branch Yellow River, most of the northeast quarter of the southeast quarter and all of the southeast quarter of the southeast quarter. In its entirety, only about 130 acres of the Town can expect to be considered for sanitary sewer during the next 19-years and that is likely to occur only if the area is annexed to Marshfield. This is consistent with the Town goal that recognizes that “...the City of Marshfield will influence development pressure in the northern portion of the Town of Lincoln and growth in this area should be managed to maintain the uncongested, rural lifestyle that initially brought residents to the area.”

Except for that small area that is adjacent to the City of Marshfield, Lincoln’s development will continue to rely on private on-site waste treatment systems. A goal of the Town is to provide information about the advantages and disadvantages of building

in various soils and groundwater conditions and refer potential developers to the appropriate County and State agencies who regulate POWTS and well locations. These areas are mapped in the natural resources section of this plan.



Storm Water Management

The management of storm water is an engineering issue in cities where large expanses of land are going to be covered with roofs, parking lots and streets. In Lincoln, such development is not going to occur in the foreseeable future. Storm water management is still important in Lincoln, however, as residential subdivisions create smaller lots that also must be drained of storm water and winter runoff. It will be the policy of the Town of Lincoln to review subdivision proposals to consider and protect drainage patterns via appropriate setbacks, drainage easements, or similar means.

Water Supply

There are no municipal wells located in Lincoln. All development in Lincoln is dependent on groundwater availability for private wells. Groundwater quantity and quality has been the subject of many discussions with the Plan Commission and Town Board. It is important, if Lincoln is to continue developing as a commuter community, that the groundwater supply and quality be protected from contamination. Contamination can be the result of improper development, improper disposal of private sewage, or improper land uses. Certain types of land uses, or changes in land use can impact groundwater quality and quantity. It will be the policy of the Town to **adopt residential, commercial and industrial development standards that will best meet the needs of the Town while protecting the quality and quantity of groundwater of existing and future residents of the Lincoln.** Such development standards may include building density, drainage easements in subdivision developments and protection of the Town's wetlands and groundwater recharge areas.

Solid Waste Disposal/Recycling

Solid waste disposal is handled on an individual basis. The Town does not provide garbage pickup at this time. The Town does, however, participate in a recycling program. Lincoln, in cooperation with four other area towns (Rock, Cameron, Marshfield and McMillan), known as the Northwest Recycling Commission, contracts with a private firm for curbside pickup of recyclables every four weeks. This arrangement has worked well and will likely continue for at least one more contract period. Community recycling needs and methods will continue to be assessed and modified as needed near the end of each contract period.

Emergency Services

Police. Patrolling of the town and investigation of law enforcement problems are provided by the Wood County Sheriff's Department and Wisconsin State Patrol. Lincoln's population growth is not expected to create a need for a town-employed police officer during the planning period. Because the population size of Lincoln does not support a town police officer, the Town will continue to work with State and County law enforcement agencies to provide Lincoln residents with a safe place to live.

Fire. The Town of Lincoln is protected by a volunteer fire department. There are more than 20 town-resident volunteers available to handle most fires with their tankers, pumper trucks and rescue vehicle. Lincoln has a mutual aid agreement for fire protection with nine other communities⁶. The Lincoln Volunteer Fire Department also has First Responders available for emergency situations. It is the policy of the Town to provide the safest, most efficient fire protection possible by continuing to monitor fire department success, analyze needs for more or different equipment and encourage more town residents to join the fire department volunteer staff.

⁶ Mutual aid agreements are with the towns of Cameron, Marshfield, Richfield, Rock, Fremont, Spencer, McMillan and the villages of Hewitt and Chili.

Ambulance Service. Ambulance service is provided to the Town of Lincoln by the City of Marshfield via a contract with that city. It is the policy of the Town to continue negotiating for the best ambulance service for town residents.

Parks

There is only one small park in Lincoln, but it is not a municipally-owned facility. Ebbe Park is located on County Road BB in Section 27 in south-central Lincoln. Approximately 3.5 acres in size, Ebbe Park has a shelter for picnics and small gatherings. In addition, the new municipal building is used extensively for public gatherings, receptions and parties. Other than the municipal building, the Town does not offer an active recreational program for its residents. For outdoor recreation opportunities, town residents currently enjoy recreation facilities in the City of Marshfield, as well as area county parks.

Library Service

Public library service is provided to Lincoln residents from the Marshfield Public Library. This service is made available through financing from the County and the Town. It is the policy of the Town to continue budgeting for library services for town residents.

Schools

The Town of Lincoln is in the Marshfield Public School District. One K-6 school is located in the Town. That is the Nasonville School. A new school was completed in 2001 to accommodate the entire track of K-6. Previously, K-2 students attended East Fremont Elementary School in Clark County and grades 3-5 attended Nasonville. Enrollment for the year 2001-2002 is 189 students.

The Nasonville School was built to accommodate two tracks of grades K-6. There are currently two kindergartens and each of the other grades will be expanded to two tracks beginning in the Fall of 2002. The additional students will be from the rural areas and the total enrollment will be about 300.

Child Care

There are several child care facilities in Marshfield, which is the direction of travel that residents of Lincoln are normally going. One child care facility is located in the Town, however. Grace Lutheran Church, in Nasonville, has both a day care and an after school program. Both are available to the public for a fee. The child care program is licensed for 19 infants through pre-schoolers. The after school day care program will be moving to the Nasonville school in the Fall of 2002.

Health Care

Lincoln residents are among the most fortunate when it comes to health care. The Marshfield Clinic and Saint Joseph's Hospital are located only minutes away from any part of the Town. There are no clinics or hospitals in the Town of Lincoln, but with the Marshfield facilities there is no need for local medical facilities.

Power-Generating Plants, Electric-, Natural Gas- and Oil Transmission Lines

The bulk of Lincoln's electrical power is supplied by Marshfield Electric & Water Company. A few square miles on the Town's western boundary gets electric power from the Clark Electric Cooperative in Clark County. There are no power generating plants in Lincoln, but Alliant Energy has a transmission line.

The Koch Petroleum Group has a six-inch diameter propane line and a 12-inch diameter refined-oil pipeline that traverses the Town from west-to-east, through sections 30, 29, 28, 27, 26 and 25. These lines are part of a system that transports product from the Pine Bend Refinery in Minnesota to the Koch Petroleum Group terminal in Junction City. No leakage problems have occurred along this segment of the transmission pipelines, but an emergency response manual is in place should an event occur.

The Viking Gas Transmission Company and ANR Gas both have lines in the Town of Lincoln. Wisconsin Gas Company recently began operations of a new lateral from the terminal in Lincoln to the City of Marshfield. Natural gas has recently become available to the northeast parts of Lincoln, which could influence additional growth in that area.

The Town of Lincoln recognizes the importance and need for an adequate supply of power from all sources. Because Lincoln is located in an area where utilities have located, it is the policy of the Town to work with utility companies and surrounding communities to provide for orderly expansion of needed utilities, while setting safety of town residents and protection of their property values as a high priority.

Telecommunications Facilities

With the growing use of wireless technologies, the Town of Lincoln has had requests for development of new telecommunications towers. There has not been an ordinance in place to guide the location or aesthetics of these structures although conditional use permits have been used as a vehicle to protect property owners and the town from possible detriments of the towers. In order to further protect property owners, property values and the Town and because airport zoning around the Marshfield Airport sets height restrictions for all structures, the Town should consider implementing a set of standards for the development, maintenance and abandonment of telecommunications towers and facilities.

5. AGRICULTURAL, NATURAL & CULTURAL RESOURCES

Topography

The highest elevation found in the Town of Lincoln is 1,360 feet above sea level located in section 33 at the Nasonville School on Highway 10 West. The lowest point, 1170 feet above sea level, is in section 35 near the intersection of County Highway B and Highway 10 West. Total elevation change is 190 feet. Land in the Town of Lincoln has a general pitch from north to south with approximately 100 feet of elevation change when measured from the surface of drainage waterways at their entrance and exit points to the town.

The landscape in the Town of Lincoln is relatively uniform throughout. Rolling hills of 40 to 60 feet in height from base to crest are common in most sections of the town. The northwest corner of the Town is the only anomaly to this pattern, as it is relatively flat in the area of sections 7 and 8.

Soils: Limitations for Dwellings

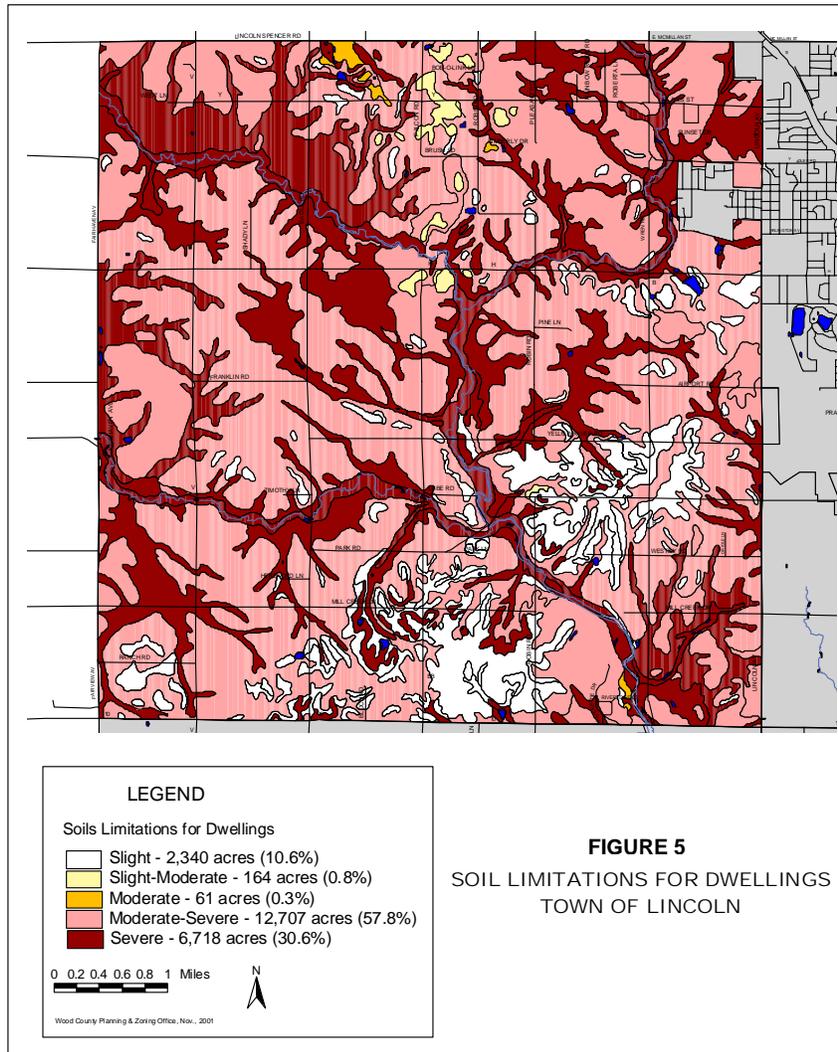
The soils in the Town are loamy soils in the Withee-Marshfield-Santiago association. These soils are nearly level to moderately steep, poorly drained to well drained soils with heavy silt loam to silty clay loam subsoil; formed in a thin layer of loess and in loamy glacial till; on uplands. These soils are often characterized by shallow groundwater conditions, poor drainage and other characteristics that make it difficult or undesirable for development. Figure 5 is a map of Lincoln showing the soils limitations for development of dwellings with and without basements. Soil limitations are indicated by the ratings “slight”, “moderate” and “severe.” A slight limitation means that the soil properties are generally favorable for the rated use, that is limitations are minor and easily overcome. A moderate limitation means that some soil properties are unfavorable, but can be overcome or modified by special planning and design. A severe limitation means that soil properties are so unfavorable and so difficult to correct or overcome as to require major soil reclamation, special designs or intensive maintenance. In Figure 5, transitional ratings of slight-moderate and moderate-severe are also used. In the slight-moderate category, limitations are slight for dwellings without basements and moderate for dwellings with basements. The same holds true for the moderate-severe classification. Those soils have moderate limitations for dwellings without basements and severe limitations for dwellings with basements.

Based on the information provided in Figure 5, nearly 89 percent of all land in Lincoln has moderate to severe limitations for dwellings with and without basements.⁷ Of that area that has only slight limitations, which is only about 11 percent of the Town’s land area, most is located in the southeast quadrant of the Town. Because virtually all

⁷ “Soil Survey of Wood County, Wisconsin”, United States Department of Agriculture Soil Conservation Service, January, 1977.

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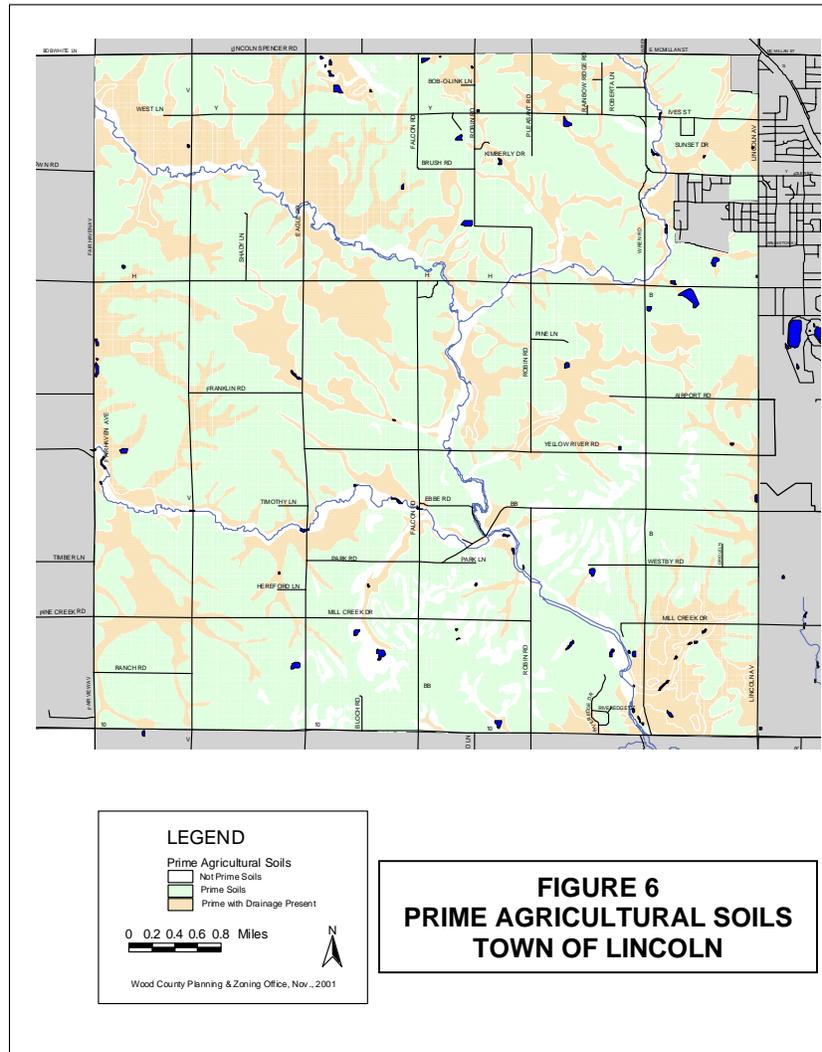
structures with bathrooms are served by Private On-Site Waste Treatment Systems, or POWTS, it is important for town officials to keep the soil maps in mind when recommending areas for new development. It is imperative that all POWTS be properly maintained to protect the groundwater that is so close to the surface. Nearly all POWTS in Lincoln are holding tanks, although recent changes in State plumbing codes have opened some marginal areas for alternate treatment systems.



Productive Agricultural Areas

Figure 6 shows those lands, rated by the Natural Resource Conservation Service as prime agricultural lands. Very few soils in Lincoln are rated as less than prime. Due to the large amount of clay and limited drainage in some areas, however, surface and subsurface drainage systems are needed before a number of soil types can be considered as prime for agricultural projection.

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For most of this century, agricultural practices have dominated the landscape in the Town. More than 75 percent of the land area in Lincoln is devoted to agricultural production. For comparison purposes, nearly 98 percent of the land was in agriculture in 1956. This is down considerably from 1956 when almost 98 percent of land area was devoted to agriculture.

The dairy industry will probably persist over the planning period, but the methods of farming will continue to change. Milk producers are increasingly relying on outside sources to support the dairy herd. It is now possible for a person to milk cows and do nothing else. Replacement heifers, manure-handling services, custom field work and herd health management services can be contracted out. This trend of specialization will change the way that farming impacts land use. It will concentrate more animals on fewer farms and will increase the distance that manure is hauled on local roads. One of the most noticeable changes may be the increased truck and implement traffic due to the movement of goods from one location to another.

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The Town of Lincoln's concern about maintaining a strong agricultural community makes it important to minimize the intrusion of incompatible land uses within agricultural areas. Some conflict commonly exists between traditional crop farming and residents, but those conflicts can become more problematic when agricultural processing plants or farms with a large number of livestock create strong odors. Wisconsin farmers are protected against nuisance litigation through the right-to-farm law, which grants farmers immunity from nuisance ordinances for standard farming practices. It is better, however, to avoid situations that would invoke litigation through careful planning of future development and that is the goal of the Lincoln comprehensive plan.

Forests

Forestry is the second most prominent land cover type in the Town with 2,341 acres enrolled in some type of forest tax program. Both forest and agricultural land cover types are found in all areas of Lincoln, however, residential development in the northeast quarter of the Town is quickly diminishing their prominence there. In 1956 there were 55 residential dwellings and, by 1996, that number increased to 361. Most were developed in the northeast portion of the Town.

Water Resources

The State has significant responsibilities for protecting water resources under what is known as the "Public Trust Doctrine." The Public Trust Doctrine embodies the notion that the waters in Wisconsin are held in trust by the State for the benefit of all. There can be no private interests in waterways that adversely affect this public interest. In fulfilling its responsibilities under the Public Trust Doctrine, the Wisconsin Legislature has enacted laws and charged the Wisconsin Department of Natural Resources to protect water resources. The local plan, at a minimum, must be consistent with the state laws. This section of Lincoln's comprehensive plan provides an inventory of the water resources in the Town and establishes local policies and programs regarding those resources.

Groundwater

Fifteen to thirty percent of the precipitation we get in Wisconsin each year seeps into the ground and recharges our aquifers.⁸ It is estimated that there is enough groundwater underground to cover Wisconsin to a depth of 30 feet.⁹ The Town of Lincoln is in an area of Wood County where soils are characterized by shallow groundwater conditions. Groundwater is closest to the surface adjacent to streams and in drainage swales, where the groundwater is one foot or closer to the ground's surface. Twenty-nine percent of the Town's area has groundwater at 0 to 1 foot. In the higher

⁸ "Planning for Natural Resources", Dept. of Urban & Regional Planning, University of Wisconsin-Madison/Extension and Wisconsin Department of Natural Resources, January, 2002, pg. 35.

⁹ Ibid.

elevation areas in the southeast quadrant of the Town, the groundwater is three to five feet below the surface. Only about 12 percent of the Town's land area falls into this category. One percent of the land area in Lincoln has groundwater at levels greater than five feet. These areas are primarily in the north central part of the Town, areas in demand for residential development. The balance of the Town has groundwater levels of one to three feet. Almost 58 percent of the land area has groundwater at these levels. Figure 7 is a diagram to illustrate how nature's water system works and how land uses can impact groundwater quality.

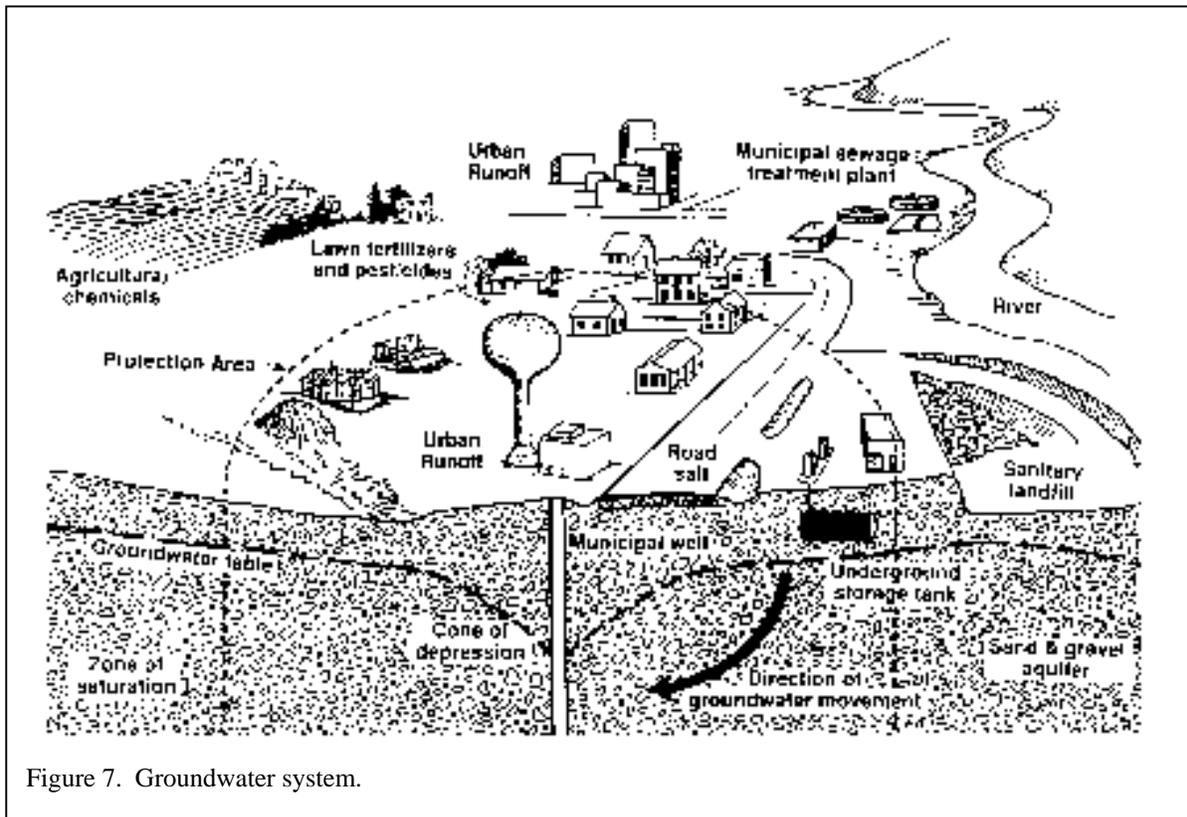


Figure 7. Groundwater system.

There are growing concerns statewide about both the quantity and quality of groundwater. For example, groundwater quality may be impacted by a variety of activities, including leaking underground storage tanks, old dumps, septic systems, land spreading of septage and over-application of fertilizers and pesticides. The most common contaminants found in Wisconsin groundwater are nitrate-nitrogen, volatile organic compounds (VOCs) and pesticides.¹⁰ Nitrate comes from a number of sources, including nitrogen-based fertilizers, septic systems, animal waste storage, feedlots, municipal and industrial wastewater discharges and sludge disposal. Some examples of VOCs are gasoline, paints, paint thinners, stain removers and drain cleaners. Pesticides reach the groundwater from land application, spills, misuse or improper storage and disposal. Phosphorus is another mineral that can be a potential problem because, while phosphorus levels in the soils are high, the types of crops needed to

¹⁰ Ibid.

reduce those levels are not being planted as often as in the past and the soils do not break this mineral down.

Land spreading of holding tanks waste is common in the Town of Lincoln. The Wisconsin Department of Natural Resources licenses sites for land spreading of wastes and is the agency that oversees the practice to assure compliance with state laws.¹¹ In the 12-month period from June 1, 2001 to May 31, 2002, 5,641,900 gallons of waste was pumped from holding tanks in Lincoln. Of that volume, 2,741,500 were land spread in the Town at locations shown on the map in Figure 8. The balance was disposed of at other locations, either fields in other towns or at municipal treatment plants.

It is not only important to protect groundwater resources at the local level, it is the law. Private well supplies, agricultural uses, recreational use of surface waters, etc. depend on a clean water supply. Every drinking water supply in Lincoln is a private well – untreated water from the groundwater supply. In 1974, the Wisconsin Supreme Court overturned existing law and created the current law – the doctrine of reasonable use. A property owner's use of groundwater is not absolute, but has to be reasonable, considering impacts on the water table and other uses. Groundwater is also protected as waters of the State.

The community survey of Lincoln property owners suggested that future residential development occur in the northern tier of sections. While this area provides some of the greatest separation between development and groundwater, there should still awareness that most of the recommended development area has groundwater from one to three feet within the surface. While drinking water comes from much deeper water supplies, residents of Lincoln should realize that it is all part of the same system.

The City of Marshfield's well fields for public water supply are on the City's south east side – not near Lincoln. Should public water supplies be identified on the City's west side, or in the Town of Lincoln, in the future, the Town should cooperate with the City to protect the wellhead areas.

Surface Water

Surface water in the Town of Lincoln consists of the Yellow River, East Branch Yellow River, South Branch Yellow River and minor tributaries. Surface water also includes the many ponds in Lincoln. Most of the ponds are manmade for agricultural or recreational/landscape uses. As mentioned in the previous section, groundwater is at shallow depths in Lincoln and, therefore, the creation of ponds is relatively easy. It is important to take care not to contaminate the ponds as they are part of the groundwater

¹¹ Chapter NR 113, Wis. Admin. Code regulates the disposal of septage. Where land application of holding tank waste is allowed, minimum restrictions must be followed, including 1) sites or fields used shall have slopes less than or equal to 6%. If slopes are greater than 2%, but less than 6%, a site management plan is required. 2) Waste shall be applied at a rate of less than 10,000 gallons per acre. 3) Application is not allowed within 750 feet of any surface water or wetland. 4) Application is not allowed in a floodplain.

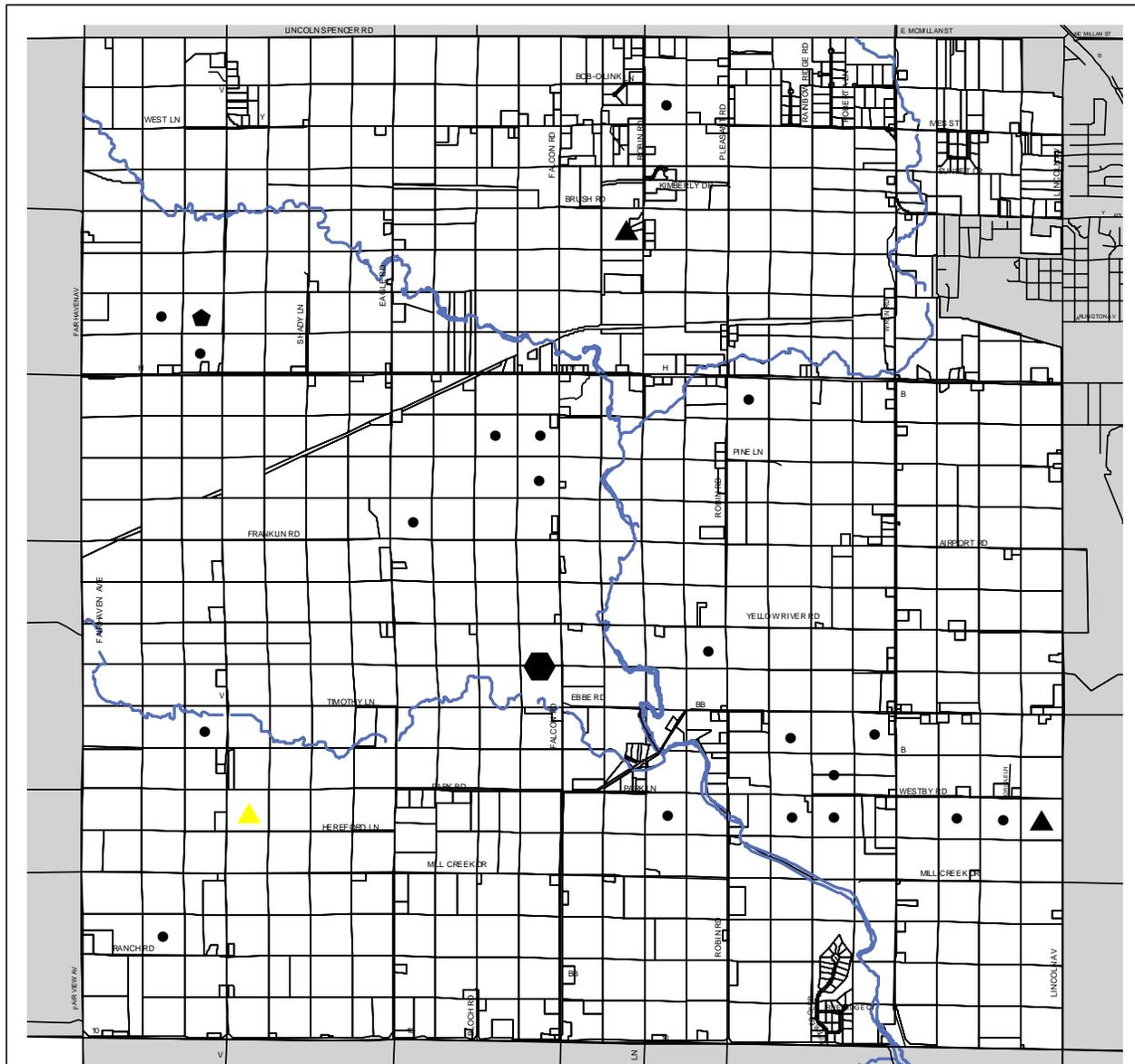
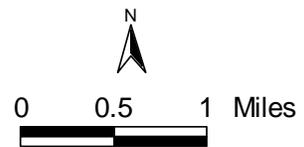


Figure 8
 TOWN OF LINCOLN
 HOLDING TANK WASTE
 LAND SPREADING SITES
 June 1, 2001 - May 31, 2002

- Gallons of Holding Tank Waste
 Land-Spread on Site
- 1 - 49,999
 - ◐ 50,000 - 99,999
 - ▲ 100,000 - 499,999
 - ◑ 500,000 - 1,999,999



Prepared by Wood County Planning & Zoning Office, October, 2001.

and surface water system and contamination can migrate to residential wells and recreation areas downstream.

The Department of Natural Resources (DNR) selected the Upper Yellow River Watershed as a priority watershed project through the Wisconsin Nonpoint Source Water Pollution Abatement Program in 1990. The program provides financial and technical assistance to landowners and local governments to reduce nonpoint source pollution. The project is administered on the state level by the DNR and the Department of Agriculture, Trade, and Consumer Protection. The Wood County Land Conservation Committee administers the project on the local level.

The goal of the program is to improve and protect the quality of the Yellow River by reducing pollutants from urban and rural nonpoint sources. Nonpoint sources of pollution include: eroding agricultural lands, streambanks, roadsides, runoff from livestock wastes and gullies.

Technical assistance is provided to aid in the design of Best Management Practices. State level cost-share assistance is available to help offset the cost of installing these practices. Eligible landowners and local units of government are contacted by the Wood County Land Conservation Department to determine their interest in voluntarily installing Best Management Practices. Cost-share agreements are signed listing the practices, costs, cost-share amounts, and a schedule for installation of management practices.

A partial list of practices implemented through the program includes 22 waste storage facilities; 32 barnyard settling basins; 30 filter strips; three fish stream improvements; 14 grassed waterways; 26 roof runoff management systems; 38 nutrient management plans and two well abandonments.

Barnyard settling basins constructed reduce phosphorus runoff by 2,552 pounds per year. Barnyard settling basins planned to be constructed in the future will reduce phosphorus runoff another 3,596 pounds per year.

Floodplains and Shorelands

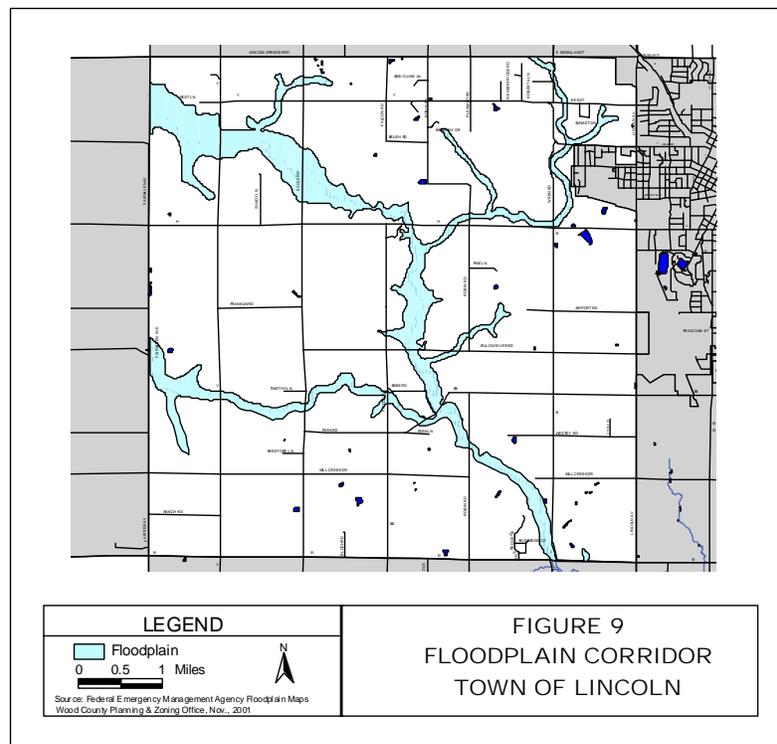
Floodplains serve many important functions related to flood control, erosion control, groundwater recharge, fish and wildlife habitat and water quality. Floodplains are often misunderstood locally. A floodplain is a natural extension of a waterway and flooding is a natural physical event. When structures are placed in the floodplain, the floodplain's water storage capacity is reduced, causing the next flood of equal intensity to crest even higher than the last, often flooding areas that were previously outside the floodplain.

The Federal Emergency Management Agency (FEMA) defines floodplains. Floodplains are comprised of the floodway, which is that area that actually carries the floodwaters, and the flood fringe, which is the area that accepts backed-up water for

storage until the floodway can carry the water downstream. The flood fringe is sometimes referred to as the “backwater” areas. Floodplain boundaries have been established nationwide to delineate the 100-year and 500-year flood elevations. There is a one percent chance that the 100-year, or regional, flood will occur in any given year. The regional flood could occur two years in a row, or may not occur at all in a 100-year period. According to the Wisconsin Emergency Management Division, Wisconsin communities experienced significant flooding each year from 1990 – 2001, except 1994. Total damages to public and private property, including agricultural damages, during that time period totaled more than one billion dollars.¹²

By State law, Wood County adopted a floodplain zoning ordinance in the late 1960s to regulate development in floodplains. FEMA floodplain maps identify areas where major floods occur. Regulations prohibit development in the floodway, the most dangerous flood area. Development is allowed in the flood fringe, provided it is built above flood levels and otherwise flood-protected. Although allowed, it is wise to restrict development from occurring in the flood fringe as well as the floodway.

The floodplains in Lincoln are shown in Figure 9. The floodplain follows the Yellow River and the east and south branches of that river, plus a few of the main drainage patterns, or tributaries, to those streams. Although, from looking at the map, it does not appear that much land is in the floodplain, there are 2,110 acres of floodplain in Lincoln.



¹² Ibid, page 28.

Shorelands and floodplains are very closely associated. Like floodplains, Shoreland areas are protected under Wisconsin law. Also, like floodplains, counties are required to zone all shorelands within their jurisdiction.¹³ The Shoreland includes that land that is located within 300 feet of a navigable stream or 1,000 feet of a lake, pond or flowage.

Wetlands

The value of wetlands is often disregarded or not understood by the public, although they are becoming more recognizable of the benefits of wetlands to both humans and wildlife. Wetlands serve as a water storage and distribution system, filtering nutrients and purifying the water before it is reintroduced into the groundwater or surface water system. As more impermeable surfaces (rooftops, driveways, patios, roads, etc.) dominate the landscape, the capacity of wetlands to handle excess water runoff becomes increasingly important.

Under Wisconsin Administrative Code, cities and villages (and towns with village powers) are required to protect, at a minimum, all unfilled wetlands that 1) are within their borders, 2) are five acres or larger, 3) are shown on Department of Natural Resources wetland inventory maps, and 4) are located within shorelands.

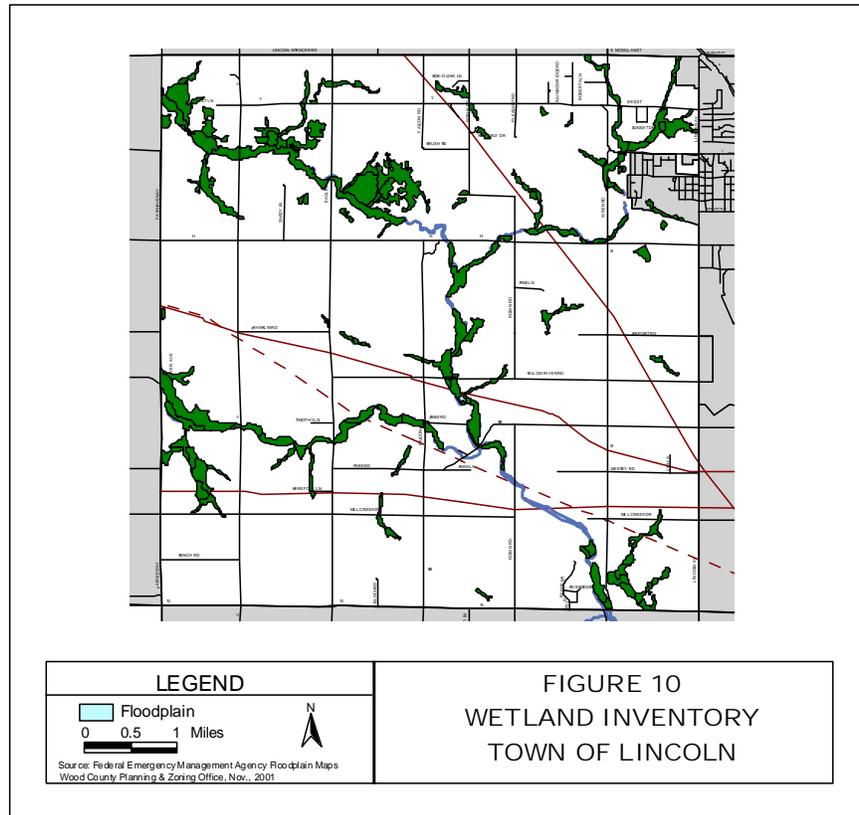
Wetlands, in the Town of Lincoln, are confined mostly to lands along rivers and drainage ways, mostly due to the rolling nature of the local topography (Figure 10). There are approximately 1,470 acres of DNR defined wetlands over two acres in size in the Town and another 203 wetland areas under two acres. By percentage, DNR-defined wetlands represent a minimum of 7.0 percent of total land area in the Town of Lincoln. This number is most likely higher as it does not include the two- acre or less wetlands or the Natural Resource Conservation Service (NRCS) wetlands in cropped farmland. For comparison, the Town of Rock has 4,098 acres of wetlands.

There are three types of wetland within the town: emergent/wet meadow, 456 acres, forested, 868 acres, and scrub/shrub, 120 acres. The emergent/wet meadow wetland type is what most people think of as wetland because water is present in all but the driest years. There are 456 acres of persistent wetland within the Town of Lincoln. The remaining 1,014 acres of wetland have little or no surface water showing for parts of the year.

Development should be directed away from all mapped wetlands, both for the protection of the wetland and for the protection of the structures and persons using them. The Town of Marshfield, for example, requires a 100-foot setback from any mapped wetland for any new structure. Such a requirement will preserve the important functions of the wetlands for many years into the future.

Most of the wetlands in Lincoln are located within the floodplains of the Yellow River and the east and south branches of the Yellow River. The biggest exception to this

¹³ Sec. 59.692, Wis. Stats., and Chapter NR 115, Wisconsin Administrative Code.



is a large pocket of wetland in Section 9. Wetlands are protected from development by the Wisconsin Department of Natural Resources when those wetlands lie within 300 feet of a navigable stream, such as the Yellow River and its branches. Note that there are also some wetland areas that lie further than 300 feet of the streams. These wetlands are not protected and have, in many communities, been destroyed. It should be a town policy to protect the unregulated wetlands from encroachment and destruction so they can serve the function of water runoff storage, wildlife habitat, etc.

Wildlife Habitat

The Town of Lincoln has an abundance of wildlife, including deer, rabbits, ducks, geese, turkey and more. According to the Wisconsin Department of Natural Resources, there are no known threatened and endangered species.

In many rural communities, like Lincoln, suburban development has encroached on wildlife habitat, often eliminating former homes and breeding areas for wildlife. The Town, through this planning program, recognizes the value of its wildlife and is considering development areas and densities that will provide for development that will protect wildlife habitat.

Mineral Resources

There are three nonmetallic mineral sites in Lincoln and no mineral extraction operations. Lincoln's nonmetallic minerals are important economic products and include granite, sand and gravel that are used in the building of roads and preparation of sites for development. Additional deposits of these aggregates should be identified and mapped and policies should be made regarding the mining of them, especially where they are located where mining could cause conflicts, such as adjacent to residential developments. This is important in the Town of Lincoln, especially since just such a conflict resulted in one of the three mines being created immediately to an adjacent residential area, complete with noise, dust and hard feelings. At the time of the writing of this plan, another 20-lot residential subdivision that would share the east property boundary is being proposed. Both the residential developments and the quarrying operation have a right to be protected from each other. The other two mines are located in Sections 26 and 28 and are compatible with surrounding agricultural uses.

As of June 1, 2001, all counties in Wisconsin were required to adopt a nonmetallic mining reclamation ordinance that assures compliance with State reclamation standards contained in Chapter NR 135 of Wisconsin Administrative Code. The Code also allows landowners to register marketable nonmetallic mineral deposits to prevent future uses that would interfere with mining of the deposit. Registered sites are protected from any local zoning or other decisions that permanently interfere with nonmetallic mining at the site for at least 20 years.

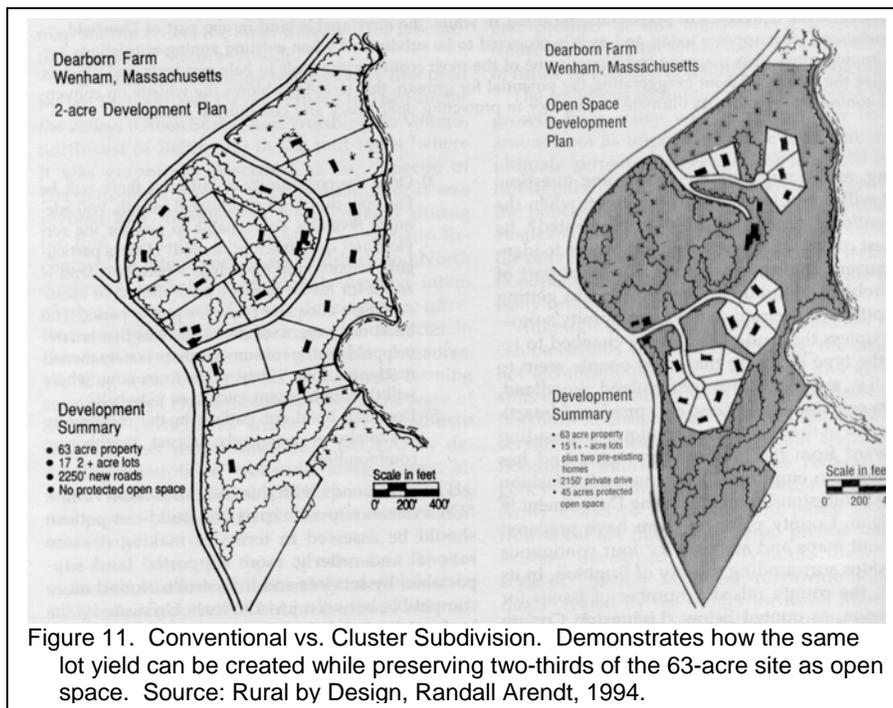
Parks, Open Spaces and Recreational Resources

Public open space lands are important determinants of the quality of life within a community. Oftentimes, in rural areas that are adjacent to larger cities, residents of the smaller town will rely on city, county and state parks and open spaces for their recreation needs. Such is the case in the Town of Lincoln. The Town is an agricultural community and a commuter community to Marshfield. Residents of Lincoln make use of Marshfield parks and recreation areas, as well as North Wood County Park in the nearby Town of Richfield.

There are 80 acres of publicly owned land in the Town that can be classified as open space. The City of Marshfield owns 45.55 acres in the NE 1/4 of the NW ¼ of Section 4 and the Town of Lincoln owns the 45.32 acres immediately west of the City's property. The Town's land is the site of the old town dump, a facility that was closed in the mid-1970s. The Town land is posted because the cover of the old dump is not supposed to be disturbed. Although not available for public use, wildlife habitat has been developed by cutting brush and trees.

Although there are no local park facilities in Lincoln, that is not to say that provisions should not be made for small parks during the planning period. If the opportunity presents itself, the Town should consider acquiring land for a future park, especially in the residential-developing areas in the north part of Lincoln. Another option may be to

encourage dedication of parkland through the zoning provisions or a subdivision ordinance. Encouragement of cluster subdivisions, like the one shown below, would also fill the need for neighborhood open space.



Historical and Cultural Resources

The Wisconsin Historical Society includes 19 records for the Town of Lincoln.¹⁴ Most date back to the 1970s and there is some question, on the part of the Historical Society, whether they still exist or exist in a similar condition to when they were first recorded. Of those recorded, the Society submitted the following as the more interesting:

- 1) An old schoolhouse at the southeast corner of County Rd. Y and Robin Road.
- 2) A fieldstone cheese factory at the northeast corner of County Road Y and Pleasant Road.
- 3) A brick Queen Anne House at the northeast corner of Mill Creek Road and Eagle Road.
- 4) A brick Victorian farmhouse on the north side of Highway 10, .2 miles west of Eagle Road.

The State Historical Society recommends that, because of the number of resources contained in their inventory, the Town of Lincoln appears to be a rich area to intensively survey.¹⁵

¹⁴ Correspondence from Richard A. Bernstein, Wisconsin Historical Society, March, 2002.

¹⁵ Ibid.

6. ECONOMIC DEVELOPMENT

The economy of the Town of Lincoln is based, in part, on the agricultural operations in the Town and, even more so, on the economy of the City of Marshfield. Lincoln has attracted non-agricultural-related residents who commute to work in the City. As shown earlier in Table 6, farm-related jobs accounted for 14 percent of the labor force in 1990. That proportion is expected to decline with 2000 census figures.

The Town of Lincoln does not discourage small commercial ventures, nor do they actively promote the town for that type of development. On the contrary, past policy has been to encourage and support commercial and industrial development in the City of Marshfield. This is one of the Town's strengths in the economic development area. Any addition to the job base in Marshfield benefits Lincoln as well. The community survey that was done in advance of this plan resulted in 72 (41%) of the respondents saying that they would like to see more jobs in the Town. Types of jobs that respondents would favor include light industry (36 responses), farm services (33 responses), general industry (20 responses) and restaurants (20 responses). A number of other types of jobs were also suggested to a lesser degree. The job-types listed here would be compatible in certain areas of the town and, in the case of "farm services", would support the agricultural base.

Because most residents work in Marshfield, the future land use plan should take careful consideration of the transportation network to move workers (and school children) to and from the City. Land use plans that allow for future road improvements, even up to future four-lane facilities, should be considered.

The major weakness of attracting anything other than small industrial and commercial uses is the lack of public sewer and water systems. Many larger businesses use a lot of water and, as a result, need to dispose of a lot of wastewater. Most of the Town of Lincoln requires holding tanks to store wastewater. This can be a very expensive option for a start-up or expansion business.

The Town has several strengths to offer businesses and industries that are considering locating or expanding in the City of Marshfield. Chief among these is the quality of the labor force. Lincoln residents have skills in a good cross-section of jobs. Table 7, presented earlier, lists the number of Town residents who were working in executive, administrative and managerial positions; professional specialty jobs; administrative support; machine operations and others. Most residents who are in the civilian labor force have had advanced education and training to qualify them for their jobs. Another strength is the Marshfield school system. Consistently scoring higher than the national average in testing, parents can be confident that their children get a quality education. Recreation opportunities, such as nearby high quality county parks, offer a wide range of recreation opportunities for those people who choose Lincoln as a place to live and work. Finally, the simple beauty of the Town, with its rolling hills and steams, is an attraction to persons who are looking for the peaceful quietness of rural living, but still only minutes for work, schools and shopping.

Given the information and past practices discussed herein, it shall be the Town of Lincoln's overall objective to encourage and support development of large commercial and industrial concerns in the Wood County portions of the City of Marshfield, while making room in the Town for additional small businesses and industries that do not require large amounts of water or public sewer services.

7. INTERGOVERNMENTAL COOPERATION

For economic reasons, as much as anything else, it makes sense for communities to share services and coordinate programs. It has been the policy of the Town of Lincoln, and is the Town's overall objective, to cooperate with neighboring municipalities when such cooperation and shared services are cost-effective and economically feasible. Lincoln is involved with many cooperative programs, including the following:

- Lincoln has a contract with the Town of Rock, to the south, to grade their roads in the summer.
- Mutual aid with neighboring municipalities.
- The fire association is a cooperative agreement with the towns of Rock, Richfield and Cameron, under provisions of Sec. 66.30 of the Wisconsin Statutes.
- Lincoln co-owns a cemetery with the Town of Rock. The cemetery is located in the town of Rock.
- Lincoln is a member of the Northwest Recycling Commission, a group of towns in northwest Wood County, plus the Town of McMillan in Marathon County. The municipalities are under a cooperative agreement as provided in Sec. 66.30 of the Wisconsin Statutes.
- Boundary roads are maintained under formal agreement with adjoining municipalities.
- The Wood County Highway Department does salting and sanding in the winter and has been contracted for road work in the Town.
- Lincoln and other towns that surround the City of Marshfield were members of Marshfield Sewer Service Area Planning Advisory Committee. This informal group provided oversight for the development of Marshfield's 20-year sewer service area plan. A small portion of Lincoln was identified as part of the 20-year sewer service area.
- The City of Marshfield has been developing boundary agreements with surrounding communities. It is likely that Lincoln will discuss such an agreement with the City. The result will include future annexation areas and a joint planning area (JPA), with a joint plan commission overseeing development of a plan and zoning changes for the JPA.

Lincoln is also impacted by an existing comprehensive plan in the City of Marshfield. The 1994 plan, prepared by Discovery Group, Ltd., Madison, WI, called for cooperation and coordination with outlying towns. Some of the policies, goals and objectives of the Marshfield Comprehensive Plan that could impact Lincoln are listed below.

Community Growth and Development:

Encourage new development to locate in areas that can be efficiently and economically served by existing and planned streets and public utilities.

Extraterritorial Development:

Coordinate City planning with adjoining towns.

Discourage unplanned sprawl at the periphery of the City.
Preserve farmland and other open space in the rural areas around Marshfield.

Economic Development:

Maintain Marshfield as the retail and distribution center for its service area.

Public Services:

Coordinate the location of public utilities and facilities with projected growth and development patterns.

Future growth should be directed, through annexation and zoning policies, to areas where it is efficient and cost-effective to provide public services.

New development should be expected to pay the full cost of municipal services, so that the existing taxpayers are not burdened with inequitable taxes or service costs.

Annexation & Extraterritorial Policies:

Annexation:

No annexation should be approved by the City until a thorough review has been made to determine the feasibility and methods for providing public services.

The City... should not annex large parcels of undeveloped land unless the landowners have presented a plan for development of such land. The plan should identify the general location of proposed streets and utilities, a description of proposed land uses, and general timetable for development. Such plans should be deemed feasible in terms of market factors and financing.

An area proposed for annexation should have boundaries containing at least the minimum area for the proper and orderly extension of municipal services, such as, but not limited to sewers, storm drains, water systems, and streets and roads.

An area proposed for annexation should be contiguous to the City boundaries by at least the frontage of one minimum standard-sized lot, with the size being determined by the existing zoning districts.

The proposed annexation of an area should not be approved unless all of the proposed area has, or will have when developed, a direct access roadway for ingress and egress.

Extraterritorial:

The City should work jointly with the Towns of Marshfield, McMillan, Spencer, Cameron and Lincoln to encourage sound land use planning. Such planning should extend to issues which include, but are not limited to, the proper layout and design of streets and roads, assuring that proposed lots have adequate provision for wastewater treatment and water supply, and assuring proper stormwater management which prevents soil erosion and excessive runoff.

The City and the Marshfield Utility should not extend municipal water or sanitary sewer lines beyond the City's corporate boundaries. If properties contiguous to the City of Marshfield desire such services, the owners may submit petitions for annexation.

The City should discourage subdivisions or certified surveys within the extraterritorial jurisdiction at densities that are likely to require the extension of municipal services.

With recent proposals to curtail general revenue sharing in Wisconsin, Town officials should consider planning options, many of which reflect the thinking shown in the Marshfield Comprehensive Plan. Future objectives of the Town, then, include the following:

- Encourage new development to locate in areas that can be efficiently and economically served by existing and planned streets and public utilities.
- Coordinate Town planning with adjacent communities and Wood County.
- Support industrial and business development in the Wood County portion of the City of Marshfield.
- Coordinate boundary developments with the Marshfield Plan Commission.
- Review contracts and agreements with neighboring communities to determine what changes or additions can be made to make provision of services more cost effective and efficient.

8. LAND USE

A study of past and current land use patterns is a good way to understand why a community looks like it does and reveals growth areas, or those areas that have not grown at all. Land use changes have, more often than not, been driven by socio-economic conditions, but can be effectively guided by political decisions that are the result of desires of community residents. Regardless of why land uses changed the way they have in past years, reflecting on historic land use changes will assist the community in determining how they want their area to develop in the future.

Physical land use in the Town of Lincoln has been inventoried several times in the past. The inventories can be used to aid in land use analysis and planning for such things as community development projects and natural resource protection efforts. The land use inventory is important for good community management and should be updated regularly to remain current. The land use inventory is not a plan; it is part of the vital data from which plans are made.

Overall Objectives, Policies, Goals & Programs

Agriculture

Overall Objective: To preserve the quantity of Lincoln's prime agricultural land to the greatest extent possible in an effort to provide for future farming opportunities.

Policies, Goals & Programs:

- Encourage participation in Wisconsin's Farmland Preservation Program.
- Develop zoning standards that encourage agricultural practices in the best farming areas of the Town, while, at the same time, protecting farm operations from encroachment from urban lifestyles.
- A goal is to reduce the number of acres that is being taken out of production by large lot residential uses. This can be done by encouraging cluster developments and development on less productive soils and soils that are marginal for other agricultural uses and practices.

Residential

Overall Objective: Provide for residential growth in areas that do not interfere with agricultural practices and that do not endanger groundwater supplies or other natural resources.

Policies, Goals & Programs:

- Encourage residential development in those areas of the Town that might be easily served by public sewers as the need arises.
- Guide residential growth to the northern tier of the Town through zoning.

- Allow for flexible development, such as cluster subdivisions, in those areas best suited for residential development, while tightening zoning standards in near agricultural areas (greater setbacks, buffer zones, low densities, etc.).

Commercial

Overall Objective: Although small commercial enterprises are not discouraged, the Town will support commercial growth of major proportions in the City of Marshfield where public services, such as sanitary sewer, water and police and fire protection can be provided most efficiently and cost effectively.

Policies, Goals & Programs:

- Require that all commercial uses in Lincoln require conditional use permits.
- Do not provide large commercial zones.
- Lend support and endorsement to Marshfield's marketing efforts for their downtown and other commercial areas.
- Especially support marketing of Marshfield's commercial development efforts in those parts of the city that lie in Wood County so Lincoln taxpayers may benefit from large developments on their county tax bills.
- Encourage larger commercial enterprises to locate in the Mill Creek Business Park in Marshfield.

Industrial

Overall Objective: The Town of Lincoln cannot provide the municipal services that are required by most industries, namely sanitary sewer and water. Therefore, the Town will welcome those industries that can operate with private water and sewer facilities and will encourage other industries to locate in the industrial parks in Marshfield.

Policies, Goals & Programs:

- Allow industrial development only as conditional uses.
- Encourage industries that need public sewer and water supplies to locate in Marshfield's industrial parks.

Trends in Supply & Demand

Historical Land Use Pattern

There have been two distinct phases in the land use history of the Town of Lincoln, and a third is just beginning. It was timber that first brought development to this region. The timber industry thrived from the late 1800's to the early 1900's. While the population at the turn of the century was only about 425 persons fewer than it is today, the development pattern was much more dense around areas such as Bakerville, Nasonville and Klondike Corners. As the land was cleared of trees, the second land use paradigm began with the growth of the dairy industry. By 1941, over 22,000 acres of land were devoted to agricultural purposes. Farming permeated all areas of the

Town of Lincoln. From 1941 to 1981, farm area decreased very little, but the number of farms declined significantly. This pattern is duplicated throughout Wisconsin as farm number decline and farm size increases.

The next paradigm of land development, residential development, began in the late 1970's and continues today. Many farmers are considering selling land for development, especially in areas near Marshfield where demand for land has grown. Factors contributing to this pattern include, but are not limited to, an aging farmer population due to younger people's reluctance to take up the profession, declines or stagnation in prices paid for agricultural products, farmers assuming their property will provide for their retirement funds, less expensive land prices and lower property taxes than in the city, a desire for a rural lifestyle. The forces that are driving an increase in residential growth are expected to continue until farming becomes more profitable than subdividing.

Current Land Use & Future Expectations

The inventory used for this analysis was developed using the Land Based Classification Standards (LBCS). These standards, developed by the American Planning Association, provide a consistent method for classifying land uses based on their characteristics. LBCS refines traditional categories (i.e., residential, commercial, industrial, etc.) into multiple dimensions, such as activities, functions, building types, site development character and ownership constraints. Each dimension has its own set of categories and subcategories for classifying land uses, providing users precise control of land-use classifications. Classifications are based on field surveys, aerial photographs, topographic maps, local knowledge and other data.

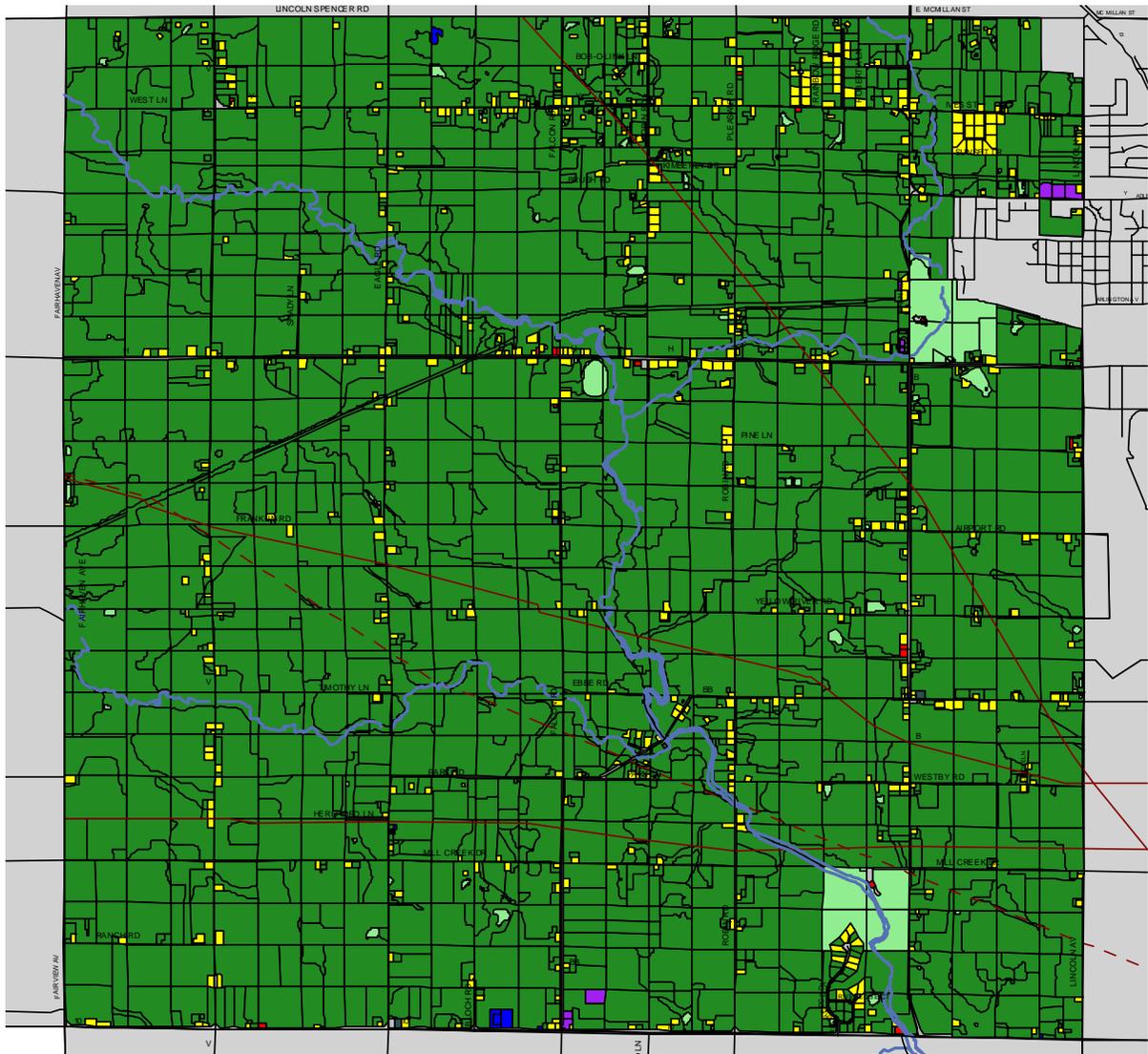
For the purposes of the Lincoln comprehensive plan, current land use analysis will focus on the activity dimension of LBCS.¹⁶ Activity refers to the actual use of land based on its observable characteristics, or what is actually taking place on the land, such as farming, housing, shopping, manufacturing, etc. This is the most commonly referred to method of defining land uses and is the most easily understood.

The map in Figure 12 shows the “observable activity” on each parcel in Lincoln and Table 12 summarizes what is shown on the map. It is important to remember that the “observable activity” is different from “zoning designation”. Although an entire parcel may be zoned for a specific use, the “observable activity” (eg. commercial) may be on only a part of the parcel. For example, 6.7 acres is zoned as commercial for the Stoney Beach Tavern, but the observable activity (building and parking area) only uses about one acre of the parcel. A description of each observable activity follows.

Residential

Residential activities fall in the 1000 LBCS code. In Lincoln, 540 acres, 2.5 percent of the total land area, is classified as residential. Residential development in

¹⁶ Each of the other four dimensions of LBCS is presented in Appendix A.



LEGEND

OBSERVABLE LAND USE ACTIVITY

- 1000 Residential activities
 - 2000 Shopping, business, or trade activities
 - 3000 Industrial, manufacturing, and waste-related activities
 - 4000 Social, institutional, or infrastructure-related activities
 - 5000 Travel or movement activities
 - 6000 Mass assembly of people
 - 7000 Leisure activities
 - 8000 Natural resources-related activities
 - 9000 No human activity or unclassifiable activity
- Powlines
 Pipe

FIGURE 12
EXISTING LAND USE BY ACTIVITY
TOWN OF LINCOLN - 2002



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Lincoln is defined almost entirely by single-family detached structures. When the 1996 Town comprehensive plan was written, there were approximately 348 single-family residential dwellings, 39 farmsteads used only for residential purposes and 24 Lincoln is defined almost entirely by single-family detached structures. When the 1996 Town comprehensive plan was written, there were approximately 348 single-family residential dwellings, 39 farmsteads used only for residential purposes and 24 single-wide manufactured homes. For the five years from 1997 through 2001, new homes have been constructed at an average rate of 9 per year.¹⁷ Records from the Wood County Planning and Zoning Office indicate that 119 sanitary permits were issued for new residential construction between January 1, 1990 and December 31, 2001. Of those, 49 percent (58 permits) were issued in Sections 1 – 6 in the northern tier of the Town. Eighty-six percent (50 permits) of the permits issued in the northern tier since 1990 were for Sections 1, 2 and 3.

Table 12 LAND USE BY ACTIVITY TOWN OF LINCOLN – 2002			
LBCS* Code	LAND USE BY ACTIVITY ON PARCEL	ACRES	PCT OF TOTAL
1000	Residential activities	540	2.50%
2000	Shopping, business or trade activities	10.5	0.05%
3000	Industrial, manufacturing and waste-related activities	28.0	0.13%
4000	Social, institutional or infrastructure-related activities	5.0	0.02%
5000	Travel or movement activities	271.8	1.26%
6000	Mass assembly of people	22.3	0.10%
7000	Leisure activities	331.4	1.54%
8000	Natural resources-related activities	20,358.1	94.39%
9000	No human activity or unclassifiable activity	0	0.00%
TOTAL		21,567.1	99.99%
* Land-Based Classification Standards Source: Wood County Planning & Zoning Office, 2001			

More recently, from 1997 through 2001, a total of 45 sanitary permits have been issued for new residential construction. Thirty-one percent of those are in Section 2 (39 percent are in the northern tier of Sections 1 – 6). Sections 27, 34 and, especially, 35 are also growth areas of the town. Since 1990, 17 percent of all permits for new residential construction were issued in these sections and, over the five most recent years, 20 percent of the residential growth has been in those three sections. Section 35 was the most rapidly growing of these, with 12% of the permits since 1990 and 9% since 1997.

By the end of 2001, 198 parcels had been created by 140 certified survey map (CSM) in the Town of Lincoln and another 57 lots were created as part of four subdivision plats (255 total). Of all lots created by either CSM or subdivision plat, 179

¹⁷ Based on the number of County sanitary permits issued. The rate of new home construction for the three years 1999-2001 was 11 per year, based on the same information.

(70%) have been developed¹⁸, leaving 76 available for new construction. Of those 76, several are owned by owners of adjoining, developed property and, consequently, may not be available for development during the planning period. Of the 255 parcels created by certified survey map and subdivision plat, 159 (62%) are in the northern two tiers of the Town. Seventy-two percent of those are in Sections 1, 2 and 3, the three sections that are currently zoned Residential. The table below lists the platted lots in Sections 1 through 13 and shows how many are developed and undeveloped.¹⁹ According to this analysis, there are 34 platted lots in Sections 1 – 3 that remain undeveloped, 24 if those are owned by an owner of adjoining developed property.

Table 13 PLATTED PARCELS NORTHERN TWO TIERS TOWN OF LINCOLN				
SECTION NO.	PLATTED LOTS	DEVELOPED	UNDEVELOPED	UNDEVELOPED ADJOINING LOTS OWNED BY SAME PERSON
1	42	30	12	10
2	49	33	16	8
3	27	21	6	6
4	6	6	0	0
5	8	3	5	2
6	1	1	0	0
7	3	3	0	0
8	1	1	0	0
9	3	3	0	0
10	9	9	0	0
11	7	6	1	0
12	4	1	3	2
13	2	2	0	0
TOTAL	159	116 (73%)	43 (27%)	28

Source: Tax Lister Data, May 2002.

It is in the Town's best interest to encourage residential development in the northeast corner of the town where community facilities such as quality roads, schools, shopping and jobs are close, and conflicts with the farming community can be minimized. The challenge will be to protect the rural environment as the density of development increases.

Commercial

The 2000-code includes shopping, business or trade activities. The Town of Lincoln is an agricultural and commuter town. The Town has not experienced enough non-agricultural residential growth to attract support-type commercial activities, such as convenience stores. In fact, in the 2002 land use survey, only 10.5 acres was identified

¹⁸ For purposes of this report only those lots with improvements of \$15,000 or more were considered to be developed.

¹⁹ Definition of developed and undeveloped lots are described in the preceding footnote.

as falling into this classification. Lincoln's close proximity to the City of Marshfield has resulted in new commercial development selecting the City, probably because of easier private sewage disposal and access to municipal water supplies. The commercial uses that have located in the Town, including small repair shops, restaurants, taverns, golf courses and retail sales, have followed no discernible pattern. Personal reasons have determined the placement of these uses more than an attempt to capture a particular market. None of the current businesses would be considered high traffic generators, however the golf courses and racetrack can periodically create traffic concerns.

If this pattern of commercial development is continued in the Town, the creation of "Commercial" land use districts for future consideration would not be practical. However, it is possible to consider some of the traditional rules for commercial development and create a set of performance standards that must be met before a commercial use is allowed in a district that typically excludes such uses. Traditional zoning separates land uses that might result in danger to health, safety and welfare. For example, a school should not be located next to a shopping center because of the traffic danger to young pedestrians. Performance zoning regulates the impacts of land uses rather than the uses themselves. For instance, in a typical R-1 single-family residential zone, convenience stores are often not allowed or may only be permitted as a conditional use. Under performance zoning, a convenience store would be allowed as long as the business met certain performance standards relating to noise, air and water pollution, size of building, and parking.²⁰

Industrial

Industrial, manufacturing and waste-related activities are identified in the 3000-code of the land base classification standards. Only 28 acres is classified in the 3000-code, belonging to the single manufacturing facility in Lincoln - Sternweis & Sons Inc. This Redi-Mix Concrete plant, located on Wren Road north of County Road H, has been in business since 1972, producing concrete for local construction projects.

There are currently no industrial park type properties available for development within the Town and Town officials have no plans to encourage this type of growth in the future. Typically these uses are heavy users of utilities, such as water and sewer - services that are not available within the Town. Access to such services would require annexation by the City of Marshfield, but that would make no sense because of the industrial park and business park space now available in the City. That City's business park and industrial growth is planned to go to the south and east of the City, not to the west where Lincoln lies. The Town will continue to support large business and industrial development in the City of Marshfield, while allowing for smaller establishments to locate in Lincoln.

Social, institutional or infrastructure-related

²⁰ Daniels, et. al. "The Small Town Planning Handbook", 1995.

The 4000-code includes, among other things, schools and libraries, public safety-related activities, activities associated with utilities and health care or medical facilities. Lincoln has 5 acres coded in this area, which is the Nasonville elementary school. No additional such uses are anticipated during the planning period.

Travel or movement

The 5000-code, travel or movement activities, includes all types of transportation systems, whether for pedestrians, vehicles (including parking), railroads, aircraft and others that are not present in Lincoln. Nearly 272 acres has been coded in the travel or movement classification. This is about 1.3 percent of the total land area. While no significant increase in roads is anticipated, the Town may experience small additions where new residential lots are created either by certified survey map or subdivision plat.

Mass assembly of people

Probably the most commonly associated places of mass assembly to people in the Town of Lincoln would be churches, fairgrounds, movie theaters and concerts and spectator sports assembly, like racetracks. The racetrack, in the north part of the Town, is the 22 acres, coded in the 6000-code.

Leisure activities

Leisure activities make up about 1.5 percent of the land in Lincoln. The two golf courses account for the acreage in this classification, the 7000-code. In the community planning survey, 23 percent of respondents requested more park property in the Town. While this is not a significant number at this time, the influx of new homes in the northeast is increasing the percentage of children in the area when compared to other areas of the county. Continued development of residential uses in the northeast may increase pressure on local officials to provide some type of park property in the future. This could occur through donation, dedication, purchase, or reserving open space through an official street map. No public park or playground facilities are planned in the Town at this time.

Natural resources-related

Natural resources-related activities, the 9000-code, are the largest category by far in the Town of Lincoln, with over 94 percent of the land classified in this area. Under the LBCS, natural resources-related activities include farming activities, mining and quarrying and logging. In Lincoln, mining and quarrying activities account for about 17 percent of this category, logging accounts for about five percent and farming activities account for the balance, or 78 percent.

It is appropriate, in this comprehensive plan, to make special note about agricultural practices in the Town of Lincoln. That use, after all, was the very base of the local economy for many years. The dairy industry in the Town is declining.

Agricultural acreage has been declining since the 1960's and the number of farm operations is down. The average size of the remaining farms, however, has increased, with operators milking more cows and farming more acreage. If the Town of Lincoln is concerned about maintaining a strong agricultural community, it is important to minimize the intrusion of incompatible land uses within agricultural areas. For example, with residential growth in an agricultural region comes an increase in conflicts between farm- and non-farm uses. Some conflict commonly exists between traditional crop farming and residents, but more intense conflicts can occur strong odors produced by agricultural uses migrate to residential subdivisions. Wisconsin farmers are protected against nuisance litigation through the right-to-farm law, which grants farmers immunity from nuisance ordinances for standard farming practices. However it is better to avoid situations that would invoke litigation through careful planning of future development.

Potential Conflicts

When a relatively rural community lies just outside of a growing city, a number of conflicts can arise. The conflicts can be more like growing pains than unresolvable problems. Some of the potential conflicts in the Town of Lincoln are listed below, along with a discussion of each and ideas as to how they might be resolved.

Suburban Development

The City of Marshfield's influence in Lincoln is twofold. First and most important, Marshfield is where the jobs are. In the Town of Lincoln Planning Survey, 58 percent of respondents and 72 percent of their spouses work in the City of Marshfield. Marshfield has a diverse employment base that should continue to produce additional employment opportunities for the region. The health care field is the major employer of Town residents and, with continuing expansions of the Marshfield Clinic, an increase in employment potential is expected. This growth industry will likely have additional influences on development in the Town, primarily demand for more residential development space. The new Mill Creek Business Park has potential for office development with very easy access for Lincoln residents. Thus, the policy of encouraging new commercial development in that park.

Marshfield's second influence on Lincoln is the potential for annexation of properties in sections 1, 2 and 12. As the city continues to grow, it will eventually utilize the available land within its borders and need to expand. The residential growth in the northeast of Lincoln, restrictions on site septic systems, and the City's recent public service improvements along Adler St., increase the likelihood that this area of the Town of Lincoln could be annexed. The Town of Lincoln participated in the recent Marshfield delineation of 20-year sewer service areas.²¹ In that plan, a small portion of the Town of Lincoln was delineated to receive sanitary sewer during the planning period (Figure 4, Utilities & Community Facilities Element).

²¹ Marshfield Sewer Service Area Planning Advisory Committee, Marshfield Sewer Service Area Plan 2000-2020: An Areawide Water Quality Management Plan, August, 2000.

Cost of Providing Services

It has been proposed by Wisconsin Governor McCallum that general revenue sharing be cut or eliminated. Such action will have drastic impacts on the ability of local units of government to provide essential services, such as fire protection, ambulance service, road maintenance, snow plowing, garbage collection and like services. The Town already has intergovernmental cooperation agreements with their neighbors to provide certain services, but, with the prospect of losing shared revenue, the Town needs to revisit ideas for shared services to lessen the cost to residents.

Management of Private On-Site Waste Treatment Systems (POWTS)

The five towns near the City of Marshfield, including Lincoln, have had 50 percent of all holding tank permits issued in Wood County since 1970 and 56 percent of the existing holding tank capacity.²² In Lincoln, the great majority of on-site sewage systems installed are holding tanks due to poor soil drainage or relatively high ground water. Recent changes in the Wisconsin Administrative Code, Comm 83, provides that new technology systems can be used in more marginal soil conditions. Because holding tanks are a system of last resort²³, Town officials, when asked about private sewage systems, should encourage homeowners to contact the Wood County Planning & Zoning Office or their plumber for more information. If demand for land for residential development increases, other considerations of Town officials could include encouraging development to locate near Marshfield to allow for future expansion of sewer lines or the development of a cooperative sewage district with surrounding Towns to handle the treatment of effluent from holding tank systems in the Town.

Protecting the 'Rural Character' of the Town of Lincoln

An important message that the Town Board heard from respondents in the Community Planning Survey was that preservation of the "rural character" of the town is a prime concern of residents. Survey respondents listed elements such as; wooded areas, wildlife, quiet, rivers, and farms, as the most important factors in determining rural character for them. For written comments, respondents overwhelmingly chose "Country setting/living (beauty/peacefulness)" as their reason for living in the Town of Lincoln.

The challenge will be to allow for new development while preserving the character that has brought the people here in the first place. The Town should work with the City on boundary and transition issues to accomplish this goal, either through cooperative zoning or, possibly, through a boundary agreement.

²² Wood County Planning & Zoning Office.

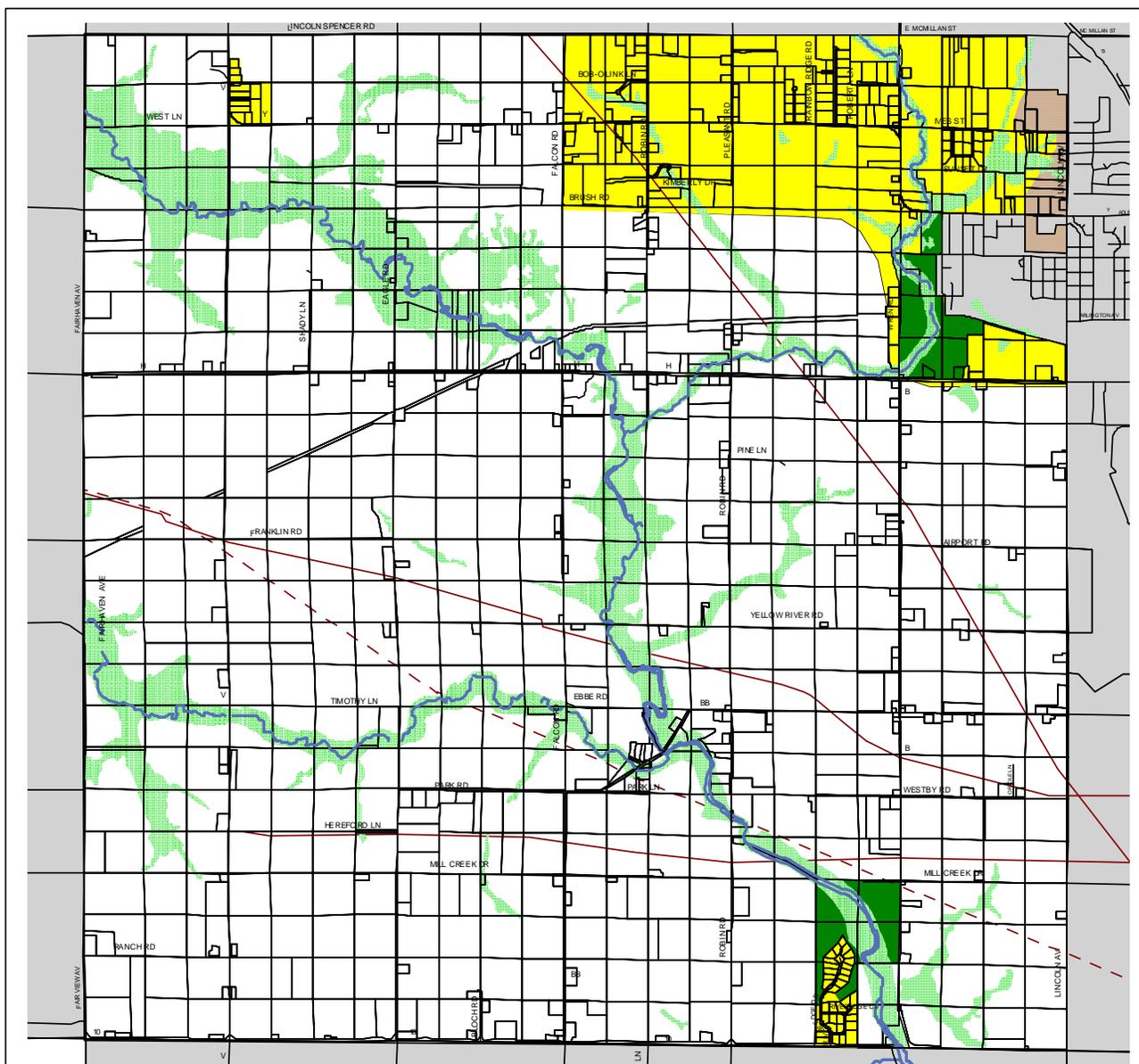
²³ Section 702.04 (4), Wood County Private Sewage System Ordinance #702, January 1, 2001.

Preserving Prime Farmland

Similar, yet different that the item immediately above, preserving prime farmland in Lincoln is very important, not only to the immediate area, but to the region, state and nation, as well. It could be argued that, because of our society's system of land ownership, it is the farmer who ultimately controls the development of land, it is the farmer who decides when to sell land and for what purpose. If farming is more profitable than subdividing, development would be minimal outside of the cities. As cities encroach on rural areas, however, the need for open land increases and drives up the value of land. This pressure on farmland is usually the trigger that brings development. In Lincoln, areas near Marshfield are most susceptible to this pressure.

State programs such as Farmland Preservation and use value taxation may have an impact on development pressures if implemented. Other social factors such as low prices paid farmers for their products, an aging farmer population and a reluctance of young persons to enter the field of farming will work against careful planning and make more land available for potential development. The Town has an opportunity to help preserve the best farmland by protecting it from encroachment of other non-farm uses through the local zoning ordinance.

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LEGEND

	Agricultural	 0 0.5 1 Miles
	Residential	
	Conservancy District	
	Recreation	
	Marshfield Sewer Service Area (Residential)	
	Power Lines	
	Pipelines	

FIGURE 13
FUTURE LAND USE MAP TO THE YEAR 2010
TOWN OF LINCOLN

The Future Land Use Map is developed to show how the Town is expected to look during the 10-year planning period, based on recent growth trends and Town goals and objectives, policies and programs. For example, in the areas identified as "agricultural", it is expected that the majority (not all) of growth in those areas will be agriculture-related. The Future Land Use Map, which is required by Wisconsin Statute, is used to set the tone of the Town zoning provisions.

Prepared by Town of Lincoln Plan Commission and
 Town of Lincoln Citizens Advisory Committee
 With Assistance of Wood County Planning & Zoning Office
 May, 2002

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9. IMPLEMENTATION

Plan Adoption

The first step in implementing the comprehensive plan is to adopt the plan. Wisconsin Statute 66.1001 provides specific procedures that are necessary to adopt the plan. As allowed by statute, the Lincoln Town Board has delegated the responsibility of preparing and maintaining the comprehensive plan to the Lincoln Plan Commission. Once the plan has been completed, the Plan Commission must adopt a resolution by a majority vote of the entire commission before sending the plan to the Town Board for adoption.²⁴ The comprehensive plan does not take effect until Town Board enacts an ordinance that adopts the plan and that ordinance cannot be adopted unless the plan contains all of the elements specified by the comprehensive planning statute.²⁵ At a minimum, a class 1 public notice is required to be published at least 30 days before the hearing is held.²⁶ Once adopted and no later than January 1, 2010, any program or action of the Town Board or its authorized commission, that affects land use shall be consistent with the comprehensive plan.²⁷ This statutory requirement will primarily impact the Town's zoning ordinance and any other land use-related ordinance or program that they may adopt.

The following paragraphs offer discussion about the instruments that are allowed under Wisconsin law to implement a comprehensive plan at the town level.

Zoning Ordinance

The zoning ordinance is the most common land use regulatory instrument that is used in rural Wisconsin communities. The Town of Lincoln has adopted village powers under Wisconsin Statute 60.22 and, therefore, adopts its comprehensive plan, or master plan as it is referred to in Wisconsin law, under s. 62.23, Wis. Stats. Under that statute, zoning "regulations shall be made in accordance with a comprehensive plan..."²⁸ The contents of a comprehensive plan are defined in the new planning legislation, Wisconsin statute 66.1001. The relationship between the plan and the zoning ordinance is easy to understand if one considers that the plan identifies a pattern of desired land use development and the zoning ordinance specifies the range of conditions of use that can occur on parcels of land pursuant to the plan. In this relationship, the zoning ordinance is clearly a tool to implement the land use recommendations of the general plan, and in Wisconsin, it is a statutory requirement.

²⁴ Chapter 66.1001, Wisconsin Statutes, 1999-2000, pg. 1706.

²⁵ Ibid.

²⁶ Ibid.

²⁷ Ibid.

²⁸ Chapter 62.23 (7) (c), Wisconsin Statutes, 1999-2000, pg. 1581.

An effective, manageable and sensible planning device, zoning offers many possibilities for confronting the issues presented in this comprehensive plan. Natural conditions such as geology or geography are very difficult, if not impossible, for man to alter to the advantage of both. Zoning is an acceptable solution because of the nature of the land. Fitting compatible uses with suitable natural conditions saves expense for the landowner or homeowner as well as protects natural conditions.

Zoning typically creates different zones, or districts, for various categories. Each district has some clearly permitted uses and other uses requiring approval of a zoning board for specific site proposals. Other uses are prohibited. Flexibility can be built into the zoning ordinance to allow for some variance in land use rules. This is important because the unique characteristics of some lands preclude them from being categorized to be used the same as other lands in a specific zoning district. For example, odd-shaped lots may preclude a parcel from meeting lot line setbacks, while lot may, in fact, contain adequate area for development.

Open Space Development Standards

The community survey revealed that town residents want the natural character of Lincoln preserved. This includes agricultural landscapes, wood lots, uncluttered scenery, wildlife, and similar characteristics.

Open space development standards are designed to permit residential development that results in an enhanced living environment through the preservation of agriculture, environment, and rural landscape. The standards encourage innovative and liveable housing environments within residential districts through both permanent dedication of open space and a planned reduction of individual lot area requirements. The overall density remains the same as would be found in a traditional development in the underlying zoning district. Open space development standards have been used in the eastern part of the country for a couple of decades and have proven successful.

Increasing residential development of rural areas has produced a need for more environmentally sensitive and cost effective single-family developments. An Open Space Community Overlay District can provide for this need by grouping dwelling units onto part of the parcel in a manner that allows the remaining acreage to be preserved as open lands.

Subdivision Ordinance

As a comprehensive plan implementation tool, subdivision regulations attempt to minimize the creation of lots that fail to satisfy zoning or sanitary ordinances. The control of land splits promotes the dedication and reservation of land for roadways and drainage ways. In addition, landowners benefit from an effective subdivision code by assuring that properties don't overlap when new parcels are created by metes and bounds land descriptions. It is not uncommon in central Wisconsin cities, as well as

suburbanizing towns, that landowners find themselves in either a debate or in legal action to determine who owns what land because of improperly subdivided land.

Existing subdivision ordinances should be reviewed to ensure that they assist, not hinder, progress toward meeting the community's goals and objectives. These ordinances must be flexible enough to allow cluster development, smaller lot dimensions and variations in road design.

Capital Improvement Program

A capital improvement program (CIP) is a plan for the capital expenditures of the Town over a period of years, usually 4 to 6 years. The CIP addresses the Town's capital needs that require attention during the period and helps establish priorities and financing for those needs. A capital budget is a concurrent document that outlines the plans for the expenditure of funds for capital projects. A tax impact analysis, or development impact analysis, is sometimes used to develop the CIP and helps Town officials determine both the advantages and disadvantages of various projects or developments. Capital improvement programs are very useful for urbanizing towns. They should prepare a CIP and review it each year.

Official Street Map

As a supporting document to a land use plan and map, the Official Street Map is a valuable tool. The Official Street Map is a legal document that must be adopted by the Town Board after public hearing. According to State law, "The map is conclusive with respect to the location and width of streets, highways, waterways and parkways, and the location and extent of railroad rights-of-way, public transit facilities, parks and playgrounds shown on the map. The official map is declared to be established to conserve and promote the public health, safety, convenience or general welfare."²⁹

The State Statute also allows the official street map to be used as a planning document. Section 62.23(c), of the law, allows a community to "amend the official map of the city so as to establish the exterior lines of planned new streets, highways, historic districts, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds, or to widen, narrow, extend or close existing streets, highways, historic districts, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds. No such changes may become effective until after a public hearing concerning the proposed change..."

The Town of Lincoln should consider developing and adopting an Official Street Map to aid with future, orderly development and coordinate with future expansion of the City of Marshfield. The official map, with potential expansion of the City into the northeast corner of the Town, would help to keep the cost of road improvements to a minimum and would coordinate street location and right-of-way widths. The map could

²⁹ Chapter 62.23 (6) (b), Wisconsin Statute, 1999-2000, pg. 1580.

also provide for minimum disruption to existing development that could occur with future development where new streets, parks and other public facilities might be needed.

Town of Lincoln Planning Administration

The Town of Lincoln has established a hierarchy for their planning and zoning activities. Pursuant to appropriate Wisconsin Statutes, the Plan Commission has been established to prepare and amend the Town's comprehensive plan.³⁰ A citizen group, appointed by the Town Chairman, assists that commission. Zoning reviews and ordinance administration has been delegated to the Zoning Committee, a separate body from the Plan Commission. Although referred to in this plan, the Zoning Committee's functions and duties are detailed in the Town Zoning Ordinance. Plan Commission functions and duties are spelled out in the following paragraphs.

Plan Commission Function

The relationship of the town plan commission and the town board is important. The town board consists of elected officials and is primarily a policy-making body charged with conducting the town's affairs. The plan commission is an appointed body with the main duty of developing a plan and implementation measures for recommendation to the town board for adoption. The plan commission should, therefore, function in a more objective fashion than the town board, but must realize that, in developing plans and ordinances, it operates within a political system where the town board has the final say.

The plan commission can be of great assistance to the town board by involving citizens and developing expertise in planning, which can be a time-consuming and controversial undertaking, thereby freeing the town board to carry out its other functions. Remember, the plan commission should not be viewed as an independent, dictatorial body. Instead, it is an appointed body whose policy-making function is advisory to the town board. If the town board wishes to delegate additional powers to the plan commission, beyond advisory powers, it may do so. For example, the town board may allow the plan commission to issue conditional use permits under town zoning under village powers and allow it to approve subdivision plats.

There needs to be a good working relationship between the plan commission and the town board because the existence of an adopted comprehensive plan and implementation measures depends upon both bodies – the plan commission to develop the proposals with public support and the town board to support the effort and ultimately adopt the legislation and implementation programs.

³⁰ Chapter 62.23 provides for the appointment of the Plan Commission and Chapter 66.1001 (4) (b) authorizes the Plan Commission to prepare and amend the comprehensive plan.

Plan Commission Structure.

A plan commission is created by town ordinance under s. 62.23, Wisconsin Statutes. The ordinance may create a 7-member commission³¹, or, if the town is under 2,500 population, a 5-member commission.³² A town under 2,500 population may, by ordinance, change from a 5- to a 7-member commission and vice versa. The town chairman appoints the members and chooses the plan commission chair. Elected and appointed town officials may be appointed to the commission. There must, however, be at least three citizen members who are not town officials on the 7-member commission and one citizen member who is not a town official on the 5-member commission.³³

Plan Commission Powers and Duties.

The powers and the duties of the plan commission are spelled out in state statutes and applicable town ordinances. The primary duty of the commission is to develop the town's comprehensive plan, under the specifications of Chapter 66.1001, Wisconsin Statutes. Under statutory requirements, the plan commission must solicit citizen participation and intergovernmental communication and coordination in developing the plan. The plan commission must oversee coordination and development of the comprehensive plan and, once completed, forward the plan to the town board by formal resolution.

After the comprehensive plan has been adopted, the zoning ordinance will be amended to reflect the goals, objectives, policies and programs of the plan. Updating and maintaining the zoning ordinance is the function of the Town Zoning Committee. Although the zoning committee is a different group from the Plan Commission, the two bodies coordinate their efforts to assure a seamless transition from the comprehensive plan to the zoning ordinance.

Once the zoning ordinance is amended to comply with the comprehensive plan, the Town of Lincoln Zoning Committee is charged with administering the plan through their zoning ordinance. The Lincoln Town Board has delegated authority to the Zoning Committee to review zoning amendments, conditional use applications and to recommend special exceptions from ordinance provisions to the town board. The town board may, in fact, authorize that committee to issue conditional use permits.

The plan commission typically becomes involved in development and administration of other plan implementation vehicles. Specifically, if an official map or subdivision ordinance is developed in the Town of Lincoln, it will likely be accomplished as a joint project of the plan commission and zoning committee. In the Town of Lincoln, administration of such plan implementation tools is then delegated to the zoning committee, who is either authorized to act on changes or recommends actions to the town board.

³¹ Chapter 62.23 (1), Wisconsin Statutes, 1999-2000, pg. 1579.

³² Chapter 60.62 (4), Wisconsin Statutes, 1999-2000, pg. 1547.

³³ Chapter 60.62 (4) (b) and (c), Wisconsin Statutes, 1999-2000, pg. 1547.