

# Town of Lincoln

Wood County, Wisconsin



## Comprehensive Plan - 2009





# TOWN OF LINCOLN COMPREHENSIVE PLAN

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Wood County Planning & Zoning Office





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## INTRODUCTION

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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.



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## 1. ISSUES AND OPPORTUNITIES

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### 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:
  - 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

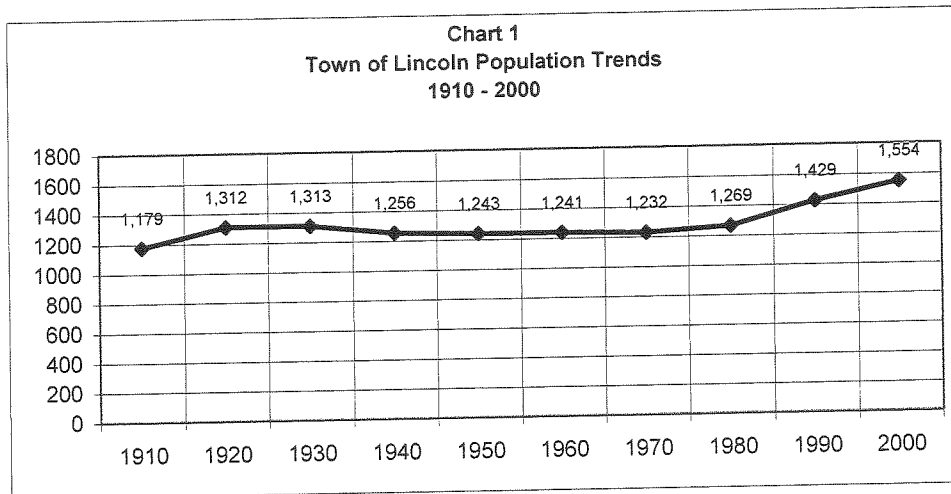
### Population Growth and Distribution

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.

<b>Table 1 TOWN OF LINCOLN CENSUS COUNTS 1910 - 2000</b>			
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.			

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.



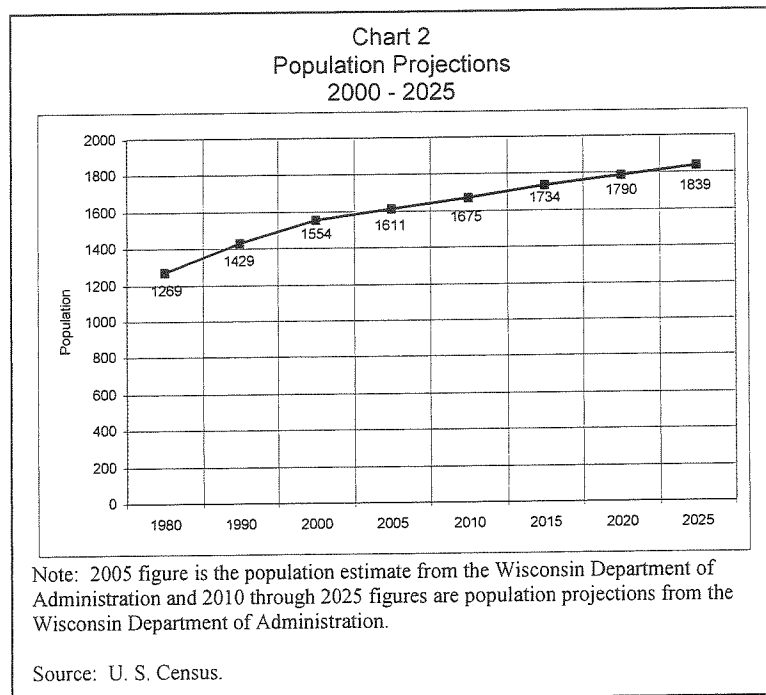
**Table 2**  
**GREATER MARSHFIELD AREA GROWTH TRENDS**  
**1980 - 2000**

COMMUNITY	1980 POPULATION	1990 POPULATION	2000 POPULATION	PERCENT CHANGE 1990 - 2000	MEDIAN AGE YEAR 2000
<b>Lincoln</b>	<b>1,269</b>	<b>1,429</b>	<b>1,554</b>	<b>8.75</b>	<b>38.3</b>
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
<b>AREA TOTAL</b>	<b>25,805</b>	<b>27,447</b>	<b>27,855</b>	<b>1.49</b>	<b>37.6</b>

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.

### **Population Forecasts**

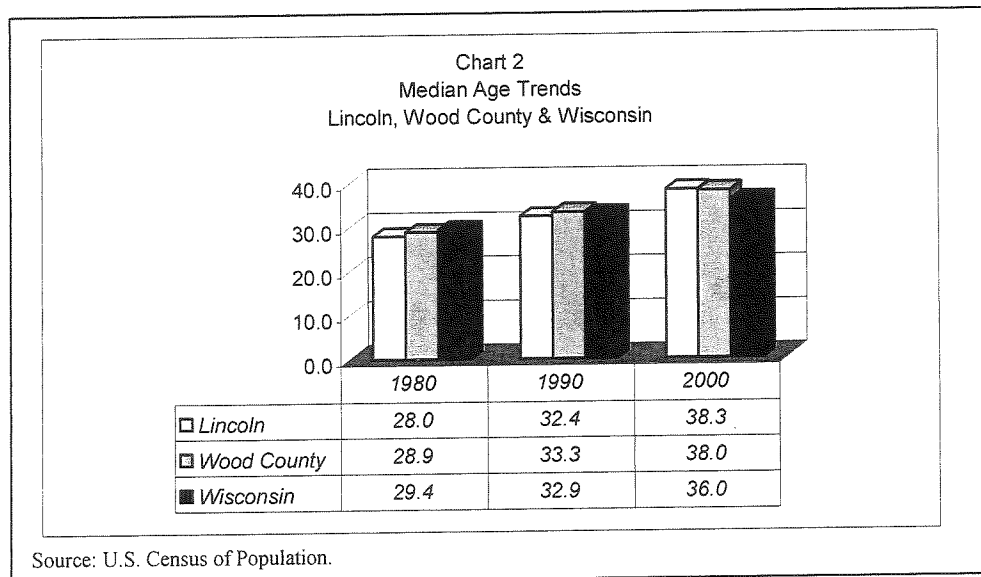
Wisconsin law (s. 16.96, Wis. Stats.) requires the Wisconsin Department of Administration (WDOA) to make annual population estimates for each municipality and county and to periodically make projections of the anticipated future population of the state, counties and municipalities. Those projections are deemed to be the official population projections for the State, to be used for all official estimate and projection purposes, with few exceptions. WisDOA's Demographic Services Center is the official agency that is responsible for the statutory mandates, in addition to other census-related tasks. Although population projections are often developed by municipalities for local use, it is the WDOA projections that will be considered for any federal or state grants, for developing water quality management plans and for many other uses. The WDOA population projections, in five-year increments for the Town of Lincoln are presented in Chart 2.



## 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.

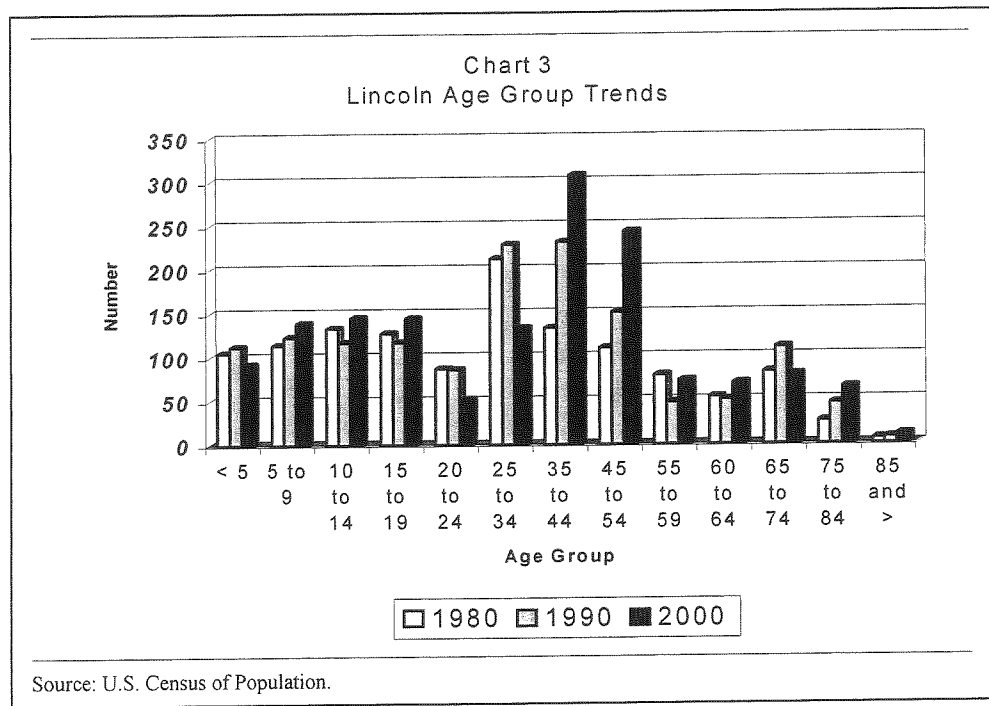
What has caused the increase in the Town's median age? Has it been a drastic reduction in children under the age of 18? Has it been caused by increased longevity of the elderly population? Or, has the change in median age been driven by something else? Chart 3 provides some detail about the population 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.

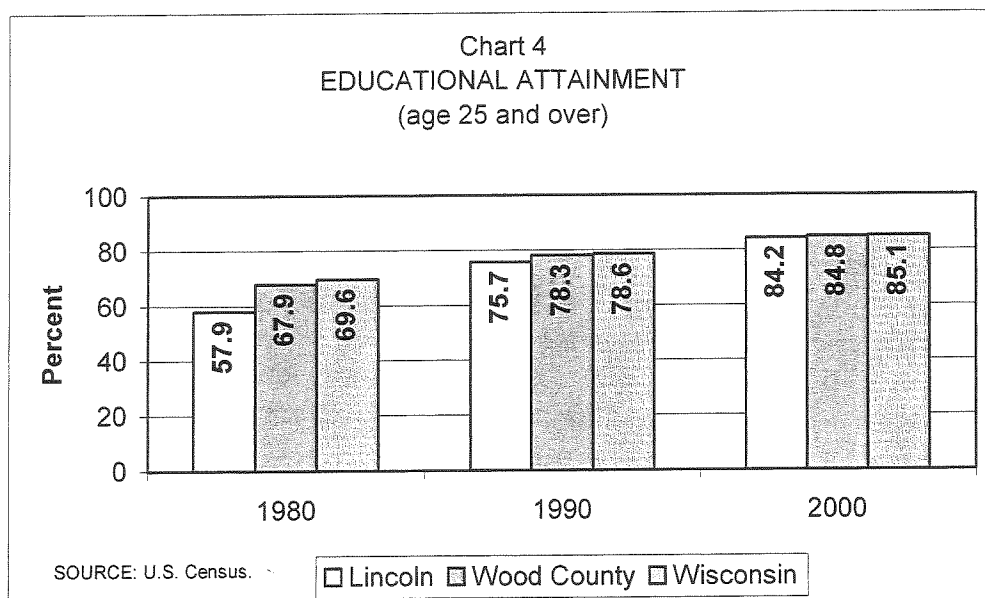
Again, the dependency ratio in Lincoln combines the two population groups considered to be outside the working age groups to those of “working age.” In 1980, for every non-working age person (dependent) in Lincoln, there were 1.35 working-age people. The dependency ratio, then, was 1.35:1. In 1990, the dependency ratio was

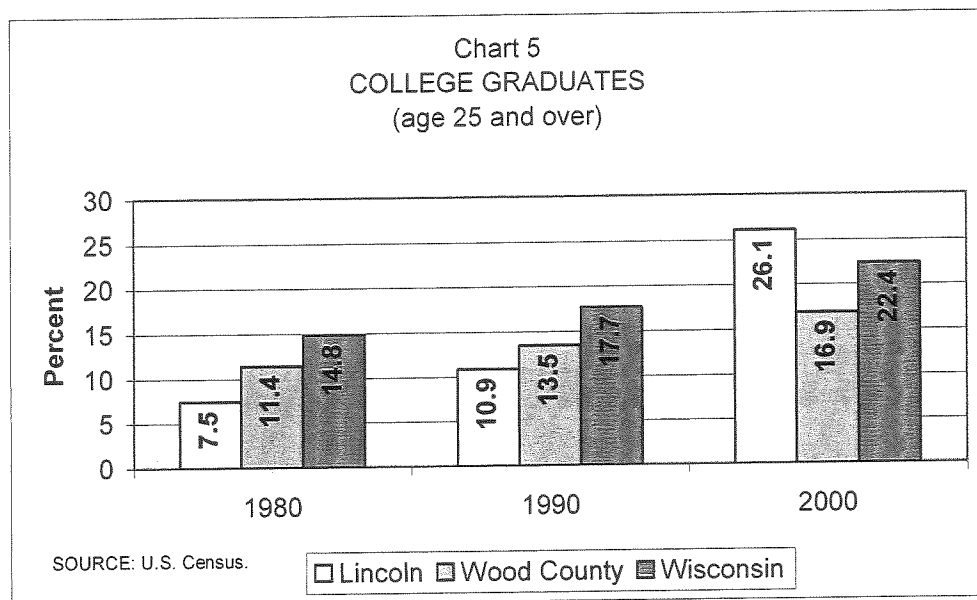
1.45:1 and in the year 2000, it was 1.48:1. The trend that is revealed by these numbers is that, during the past 20-years, the proportion of working age people to non-working age people has grown somewhat. Again, that was shown graphically in Chart 3, with the large increase in population from age 35 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 3 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 3 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.			

Nearly a third of all families (29.7%) had an income of between \$50,000 and \$74,999 (Table 4). This compared to 11.9% and 14.1% in Wood County and Wisconsin, respectively. About 35% of families in the Town of Lincoln had incomes of more than \$75,000 in 2000. This compares to 21.5% of all Wood County families and 26.5% of Wisconsin families with income levels of over \$75,000. What is very significant in Lincoln is the proportion of families that earn \$150,000 or more. Nearly 13% of all of Lincoln's families are in the upper income levels, shadowing the County and State figures of only 3.3% and 3.9%, respectively. That difference is a reflection of the high-paying medical profession jobs held by Lincoln residents. The upper income levels typically translate to a desire for larger homes, a fact that the Town must consider when developing minimum lot sizes in the Town.

<b>Table 4</b> <b>FAMILY INCOME DISTRIBUTION - 2000</b>			
INCOME LEVEL	LINCOLN	WOOD COUNTY	WISCONSIN
< \$10,000	1.4%	2.9%	3.5%
\$10,000 - \$14,999	2.3%	3.0%	3.0%
\$15,000 - \$24,999	6.3%	10.4%	9.1%
\$25,000 - \$34,999	9.1%	12.2%	11.6%
\$35,000 - \$44,999	16.3%	20.2%	18.7%
\$50,000 - \$74,999	29.7%	29.7%	27.6%
\$75,000 - \$99,999	13.6%	11.9%	14.1%
\$100,000 - \$149,999	8.6%	6.3%	8.5%
\$150,000 - \$199,999	3.9%	1.5%	1.9%
\$200,000 or more	8.8%	1.8%	2.0%
Median Family Income	\$59,904	\$50,798	52,911
SOURCE: U.S. CENSUS OF POPULATION, 2000, Table DP-3.			

Poverty figures are also provided by the U.S. Census. The percent of persons and families at or below the poverty level in 1989 and 1999 is shown in Table 5 for Lincoln, Wood County and Wisconsin. Of all families in the Town for the 2000 census, 2.3 percent had incomes below the poverty figure. This is an improvement of three percent from 1989 and is substantially lower than both the County and State. Fifty-seven (3.8%) of the 1,554 individual persons in the Town for the 2000 census were below the poverty level, much lower than 1989's 7.1 percent of individuals. Again, this figure is much lower than the County or State for the same period.

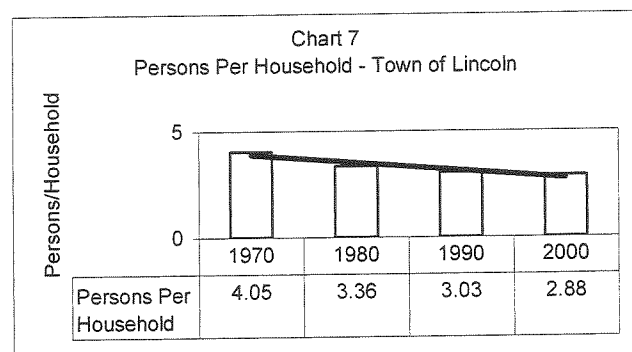
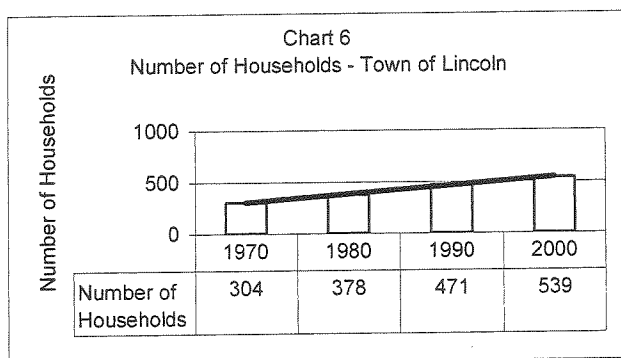
<b>TABLE 5</b> <b>PERCENT IN POVERTY</b>				
	Pct. Families		Pct. Individuals	
	1989	1999	1989	1999
Lincoln	5.3%	2.3%	7.1%	3.8%
Wood County	6.4%	4.4%	8.5%	6.5%
Wisconsin	7.6%	5.6%	10.7%	8.7%
Source: U. S. Census, 2000, Table DP-3				



## Households<sup>3</sup>

### 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.



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 6.

<sup>3</sup> 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.

**Table 6**  
**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
2005 <sup>(1)</sup>	1,611	575	2.80
2010 <sup>(2)</sup>	1,675	617	2.71
2015	1,734	653	2.66
2020	1,790	683	2.62
2025	1,839	710	2.59
(1) Year 2005 population and household figures are estimates from Wisconsin Department of Administration Demographic Services Center.			
(2) Year 2010 through 2025 population and household projections are from Wisconsin Department of Administration Demographic Services Center.			

## 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 who are either working or looking for a job) in the Town totaled 839. This number represents 72.5 percent of the population that was age 16 or over. Of the 839 who were in the labor force, 803 were employed. Ten years earlier, there were 753 individuals in the labor force (71.4 percent of those age 16 or over) and 719 were employed. Lincoln's labor force grew by over 11 percent in those ten years.

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.

Noticeable changes occurred in the proportion of the Lincoln labor force that was employed in certain industry sectors in 1990 and 2000. Data in Table 7 shows substantial declines in both actual numbers of employed and proportion of the Lincoln labor force in the agriculture, communications, wholesale trade and retail trade sectors. The biggest decline came in retail trade jobs. Between 1990 and 2000, a 6.6 percent decline occurred in the proportion of the Lincoln labor force that was employed in retail trade. While a similar decline occurred in wholesale trade, the 4.1 percent decline in the agricultural sector may be of more interest in Lincoln and in Wood County because of the strong presence that agricultural jobs have had in the area's history.

At the other end of the scale, the largest gain in the proportion of Lincoln's labor force occurred in the education, health & social services sector. Jobs in these fields increased by 7.2% for Lincoln workers. That was followed somewhat closely by an increase in manufacturing jobs for Lincoln workers. Construction, transportation, personal services and public administration also realized gains in the proportion of Lincoln's labor force the was employed in those jobs.

Table 7. EMPLOYMENT BY INDUSTRY & OCCUPATION TOWN OF LINCOLN				
	1990		2000	
	Number Employed	Percent of Total	Number Employed	Percent of Total
<b>INDUSTRY</b>				
<b>Employed persons 16 years and over</b>	<b>719</b>	<b>100.0%</b>	<b>803</b>	<b>100.0%</b>
Agriculture, forestry & fishing	107	14.8%	86	10.7%
Construction	38	5.3%	65	8.1%
Manufacturing	93	12.9%	119	18.8%
Transportation	22	3.1%	39	4.9%
Communications & other public utilities	10	1.4%	2	0.2%
Wholesale trade	51	7.1%	17	2.1%
Retail trade	141	19.6%	104	13.0%
Finance, insurance & real estate	24	3.3%	29	3.6%
Business & repair services	17	2.4%		
Personal services	8	1.1%	31	3.9%
Entertainment & recreation services	10	1.4%	13	1.6%
Education, health & social services	166	23.1%	243	30.3%
Other professional & related services	28	3.9%	32	4.0%
Public administration	4	0.6%	23	2.9%
<b>OCCUPATION</b>			<b>803</b>	<b>100.0%</b>
Management, professional & related			333	41.5%
Sales & office			163	20.3%
Service, except protective and household			78	9.7%
Farming, forestry & fishing			17	2.1%
Construction, extraction & maintenance			87	10.8%
Production, transportation & material moving			125	15.6%
NOTE: Because of a change in classifying occupations, only those for 2000 are shown in this table.				
Source: U. S. Census.				

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## 2. HOUSING

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### 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.***

### Type of Housing Structures

A major proportion of dwelling units in Lincoln has been, and continues to be single-family homes (see Table 8). The proportion of single-family dwellings has increased slightly since 1990. Most of the change appears to be due a decrease in the number and proportion of duplexes in the Town. The 1990 census reported 13 structures that had 2 or more units in them. In 2000, that number was eight. Duplex units may have been annexed to the City of Marshfield, converted back to single-family, or lost in the sample data from which this information was acquired.

Housing structures in Lincoln are served by private onsite waste treatment systems. Most of these are holding tanks, but there are some alternative systems that utilize more space than a holding tank. Because of the private septic systems, it is likely

that the type of housing structures will continue to be mainly single-family, with some additional duplexes likely. Town planners must continue to be aware of the changing age of housing and consequent changing needs that may occur with future types of housing. Also, as pointed out in the previous chapter, many large homes have been built in Lincoln, resulting in the need to monitor the use of holding tank systems and providing room for replacement septic systems in the future.

**TABLE 8  
DWELLING TYPES – 2000 VS. 1990**

Type	1990		2000	
	No. of Dwellings	Pct. of Total Units	No. of Dwellings	Pct. of Total Units
Single Family	438	92.2	509	93.6
Duplex	12	2.5	5	0.9
Multi-Family	1	0.2	3	0.6
Mobile Home	24	5.1	27	5.0
Total	475	100.0	544	100.0
Source: U. S. Census, Summary File 3F – Sample Data (2000) and U. S. Census, Summary Tape File 3 – Sample Data, (1990), Table H020.				

### **Age of Housing Stock**

According to the 2000 census, there are 551 total housing units in the Town.<sup>4</sup> 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 9. 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.

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.

<sup>4</sup> Number of housing units may differ because some are reported via 100% count data and some are reported via sample counts.

<b>Table 9</b> <b>AGE OF HOUSING STRUCTURES</b> <b>TOWN OF LINCOLN</b>		
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.</i>		
Source: U.S Census of Population, 2000, Table DP-4.		

### **Structural Value**

The structural value of owner-occupied housing in the Town of Lincoln is listed in Table 10 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.

<b>Table 10</b> <b>STRUCTURAL VALUE</b> <b>OWNER-OCCUPIED HOUSING UNITS</b> <b>TOWN OF LINCOLN – 2000</b>		
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 the unit's age, its location 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 11). 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.

<b>Table 11</b> <b>OCCUPANCY CHARACTERISTICS</b> <b>TOWN OF LINCOLN HOUSING STOCK</b> <b>1980 – 2000</b>				
Year	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).				

### **Tenure**

The tenure of householders is defined as how long they have lived in their homes. 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 12 shows the tenure of householders for owner-occupied units in Lincoln and Wood County, based on Census 2000 sample data.

<b>Table 12</b> <b>TENURE BY YEAR HOUSEHOLDER MOVED INTO UNIT</b> <b>TOWN OF LINCOLN</b>		
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 Affordability**

By federal law, all communities are required to provide affordable housing, or take action to see that it is provided. Affordable housing is defined as housing for which a household pays no more than 30 percent of their annual income, including the cost of a mortgage or rent and homeowner's or renter's insurance. Table 13 provides a look at housing affordability in Lincoln. Using the 30 percent of annual income definition, it seems that nearly 14 percent of homeowner housing is unaffordable to those living in them. Data also indicate that only a small percentage of Lincoln's renters are living in dwellings that is, by definition, unaffordable to them.

When the 2000 census was conducted, 211 Lincoln homeowners had mortgages. About 20 percent of those with mortgages paid between \$700 and \$999 per month. Equal proportions of about 11.5 percent paid either \$500 to \$699 or \$1,000 to \$1,499 per month. Almost 20 percent paid \$1,500 or more each month. The median mortgage amount in 2000 was \$261.

Median monthly rent in Lincoln was \$438 in 2000. Almost 40 percent of renters in the Town paid between \$300 and \$499 per month and another nearly 20 percent paid between \$500 and \$749.



**TABLE 13**  
**HOUSING COSTS AS A PERCENT OF HOUSEHOLD INCOME**  
**TOWN OF LINCOLN - 2000**

Pct. Household Income for Housing	Homeowners		Renters	
	Number	Percent	Number	Percent
Less than 15%	170	55.9	23	43.4
15% to 19%	45	14.8	5	9.4
20% to 24%	35	11.5	5	9.4
25% to 29%	10	3.3	0	0.0
30% to 34%	16	5.3	3	5.7
35% or more	26	8.6	0	0.0
Not computed	2	0.7	17	32.1
<b>TOTAL</b>	<b>304</b>	<b>100.0</b>	<b>53</b>	<b>100.0</b>
Source: U. S. Census 2000, Table DP-4				

### **Housing Accessibility**

The number of households with at least one disabled resident increases as the population ages. People generally have the desire to age in their own home and live there comfortably. Few single-family detached homes, like those in Lincoln, are accessible to those with mobility limitations. Key features for accessibility are a zero-step entrance, a bathroom or half bath on the entry level, interior doors with at least 32 inches of clearance, and may also include lever-style door handles, electrical controls that are in reach and other features. Such features make a home accessible for both the resident who has physical limitations and for visitors with physical disabilities. A recent study concluded that a typical single-family detached home has a lifespan of 75-100 years and will have an average of four households living there during its life. That study estimated that there is a 60% probability that a single-family house build in 2000 will house at least one disabled resident during its expected lifetime and a 91% chance of having a disabled visitor.<sup>5</sup> It is suggested that constructing accessible homes, under either a mandatory ordinance or voluntary program, costs less than retrofitting existing homes. It is further suggested that there are economic benefits to society in general if the aging population can remain in their homes longer before moving into an institutionalized setting, many of which are financed by public programs like Medicaid (\$54 billion in 2005) and Medicare (\$20 billion in 2005).

Neither the State of Wisconsin nor the Town of Lincoln has mandatory accessibility building standards at this time. Encouraging even the basic features described above would be worthwhile and may make Lincoln even more attractive as a place to live.

<sup>5</sup> Smith, S. K., Rayer, S. and Smith, E. A. (Summer 2008). *Aging and Disability, Implications for the Housing Industry and Housing Policy in the United States*. Journal of the American Planning Association, Vol. 74, No. 3.

## 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.

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## 3. TRANSPORTATION

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### 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*<sup>6</sup> 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.,

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<sup>6</sup> 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.

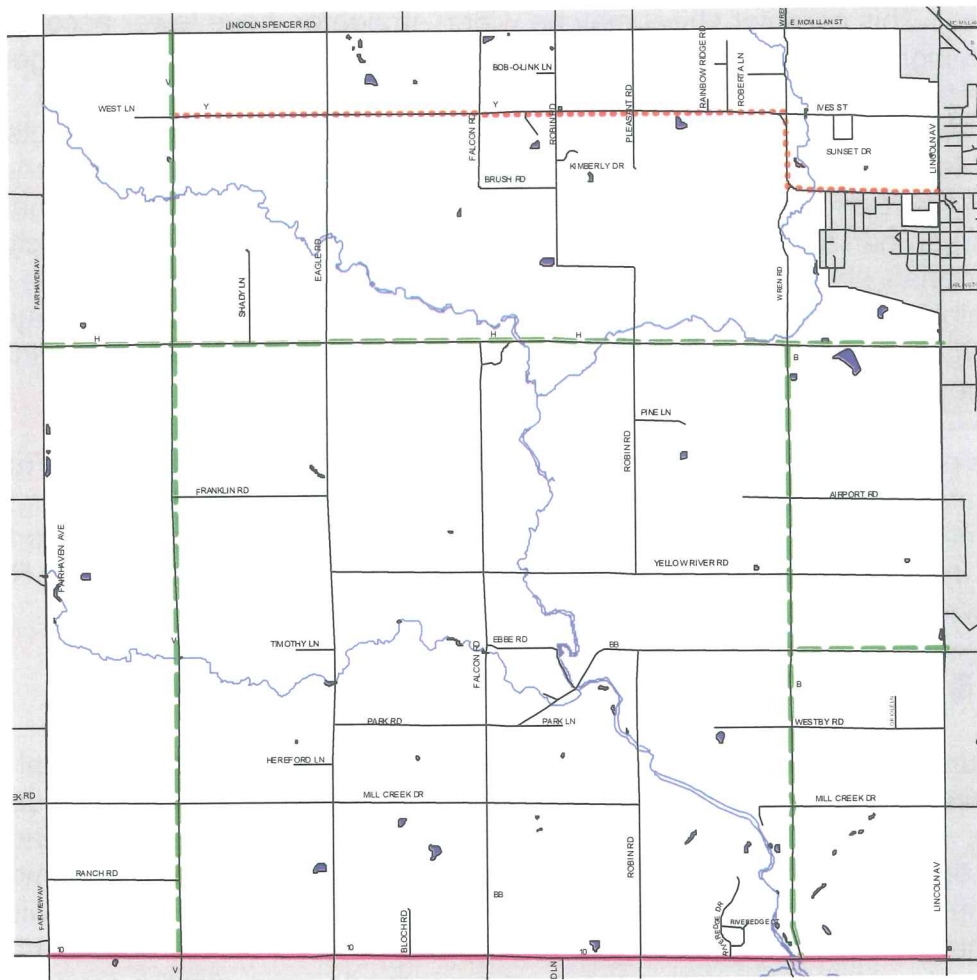
## **Current & Future Changes to the Transportation System**

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.

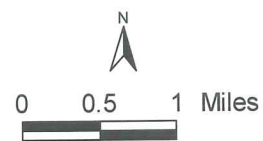
## **Relationship of Transportation System to Other Comprehensive Plan Segments**

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



**FIGURE 1  
TOWN OF LINCOLN ROAD MAP  
WITH RURAL FUNCTIONAL SYSTEMS**

- Principal Arterials
- Major Collectors
- Minor Collectors



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

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.

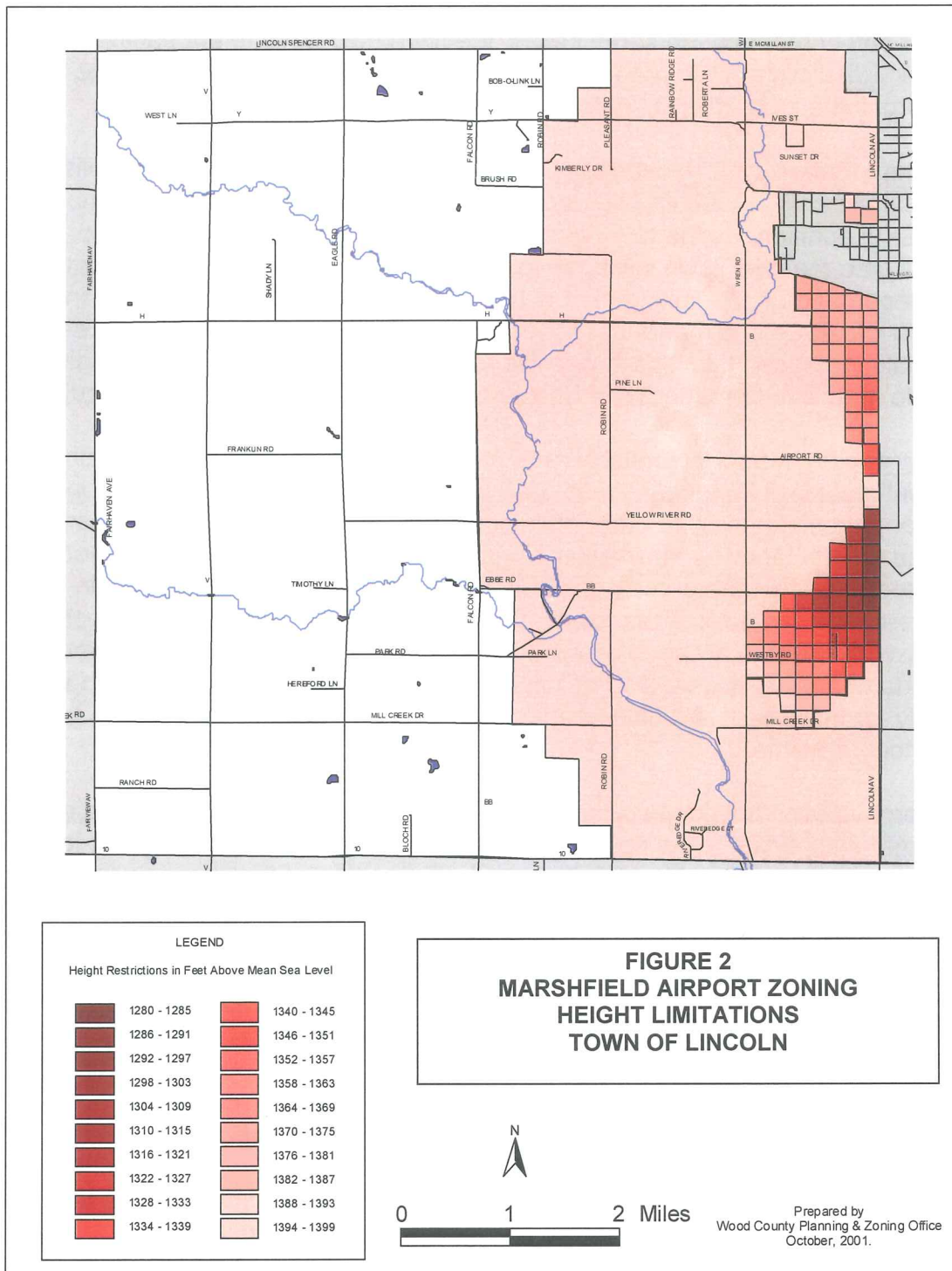
New streets impact the natural resources and agricultural lands. Lincoln has areas of wetlands and floodplains that need to be protected from encroachment of construction of residences and other buildings. The new development also has the tendency to extract land from the valuable agricultural land base. 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







the Wisconsin Department of Transportation to encourage widening of shoulders for safer bicycle and pedestrian use. The “Wisconsin Bicycle Transportation Plan 2020<sup>7</sup>” 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. This schedule is reviewed on a regular basis and amended as road improvement needs and/or budget constraints dictate.

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<sup>7</sup> Wisconsin Department of Transportation, Division of Investment management, Bureau of Planning, December, 1998.

Table 14  
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			
	Blacktop	Riveredge Drive and Court	Highway 10	Entire Subdivision	0.92 mi.
	Blacktop	Falcon Road	Co. Rd. Y	Lincoln-Spencer Rd.	0.51 mi.
2002	Blacktop	Mill Creek Drive	Co. Rd. BB	Robin Rd.	0.99 mi.
	Blacktop	Park Lane & Drive	Eagle Rd.	End (east)	1.28 mi.
	Blacktop	Bloch Rd.	Highway 10	End (north)	0.70 mi.
	Blacktop	Shady Lane	Co. Rd. H	End (north)	0.50 mi.
	Blacktop	West Lane	Co. Rd. Y	End (west)	0.25 mi.
	Blacktop	Brush Road	Robin Rd.	Falcon Rd.	0.50 mi.
	Blacktop	Falcon Road	Brush Rd.	Co. Rd. Y	0.50 mi.
	Reconstruction	Ranch Road	Co. Rd. V	Fairhaven Ave.	0.99 mi.
2003	Blacktop	Lincoln-Spencer Rd.	Eagle Rd.	Fairhaven Ave.	1.67 mi.
	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	Blacktop	Pleasant Road	Co. Rd. Y	End (south)	0.25 mi.
2005	Reconstruct	Ranch Road	Co. Rd. Y	Fairhaven Ave.	0.86 mi.
	Double Seal	Eagle Road	Bridge	Highway 10	1.75 mi.
	Blacktop	Yellow River Road	Robin Rd.	Co. Rd. B	1.00 mi.
	Crack Seal	All Necessary Repairs			
2006	Wedge Coat	Falcon Road	Co. Rd. H	Co. Rd. BB	2.50 mi.
	Wedge Coat	Pleasant Road	Co. Rd. Y	End (north)	0.32 mi.
	Blacktop	Fairhaven Ave.	Bridge	Highway 10	1.98 mi.
	Crack Seal	All Necessary Repairs			
2007	Blacktop	Town Garage Back Lot	N/A	N/A	N/A
	Blacktop	Mill Creek Drive	Co. Rd. V	Fairhaven Ave.	0.86 mi.
	Crack Seal	All Necessary Repairs			
2008	Blacktop	Lincoln-Spencer Rd.	Eagle Rd.	Fairhaven Ave.	1.67 mi.
	Blacktop	Mill Creek Drive	Country Club	Lincoln Ave.	1.00 mi.
	Blacktop	Timothy Lane	Eagle Rd.	End (west)	0.08 mi.
	Crack Seal	All Necessary Repairs			
2009	Blacktop	Yellow River Road	Co. Rd. B	Lincoln Ave.	1.00 mi.
	Blacktop	Pleasant Road	Co. Rd. Y	End (north)	0.32 mi.
	Double Seal	Airport Road	Lincoln Ave.	End (west)	1.25 mi.
	Crack Seal	All Necessary Repairs			

Note: The road program is based on need and available funding. This list provides a plan only and is not intended to be a commitment to complete these projects unless adequate funding is available.

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## 4. UTILITIES & COMMUNITY FACILITIES

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### Overall objectives, policies, goals and programs

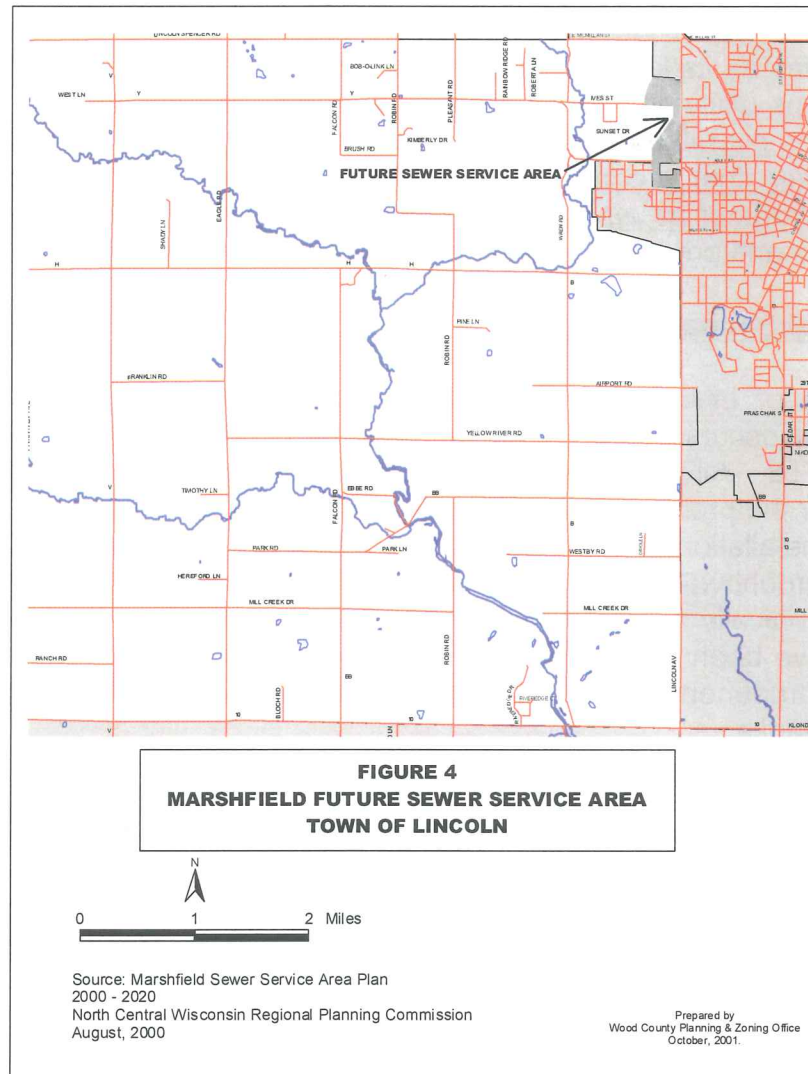
As an unincorporated town, Lincoln does not have the same type utilities as does a higher-density village or city, nor is the Town able to provide all of the same type community facilities as its larger, incorporated counterparts. The town does, however, have the same type utility and community facility 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. The department has 6 first-responders and 20 regular firefighters. Their major equipment includes a 1,000 gallon pumper that is capable of pumping 1,250 gallons per minute, a 3,500 gallon tanker, a 6-wheel drive all terrain vehicle and a rescue vehicle. Lincoln's equipment is available to the neighboring communities of Rock, Richfield, Cameron, McMillan, the Town of Marshfield and the Village of Hewitt under a Mutual Aid

agreement. 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.

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 Town's policy 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 2008-2009 is 307 students.

The Nasonville School was built to accommodate two tracks of grades K-6. The kindergarten had two tracks and the others were expanded in 2002. That expansion resulted in the enrollment going from 189 in 2001-2002 to the current level of 307.

## **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-school age children. 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.



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## 5. AGRICULTURAL, NATURAL & CULTURAL RESOURCES

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### 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

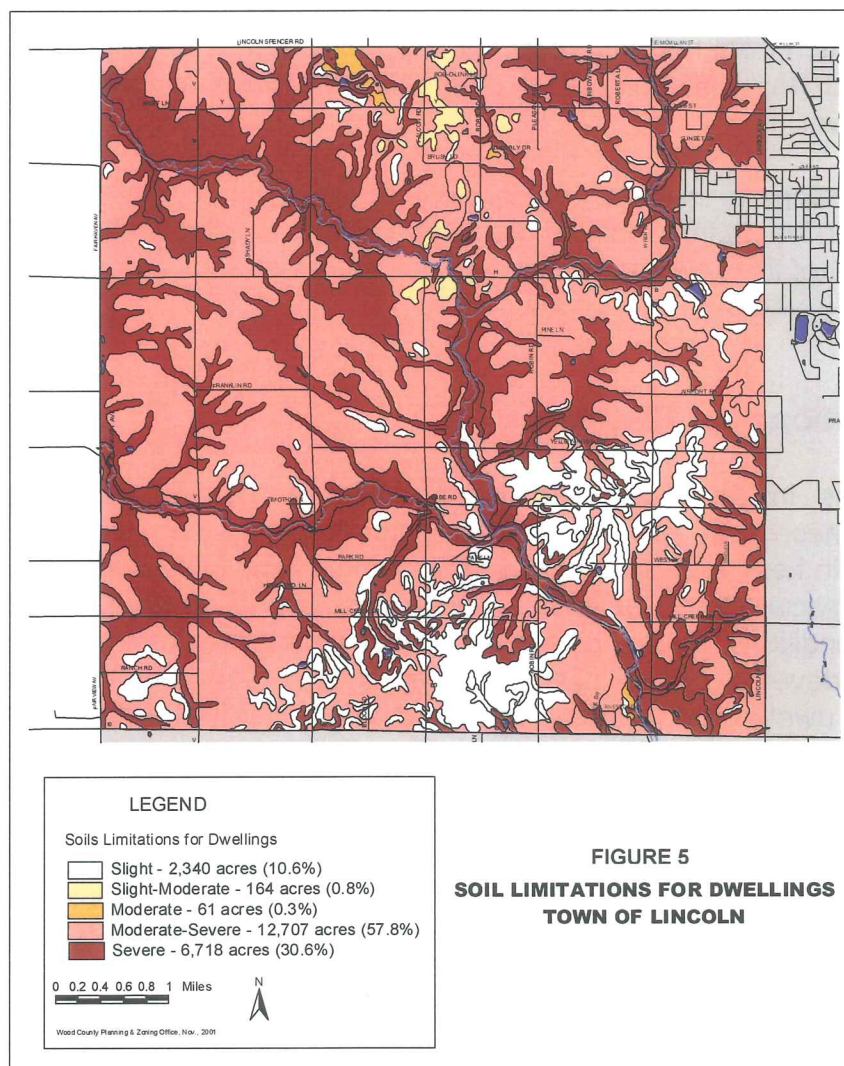
The soils in the Town are loamy soils in the Withee-Marshfield-Santiago association. These soils are nearly level to moderately steep, poorly drained to well drained soils with heavy silt loam to silty clay loam subsoil; formed in a thin layer of loess and in loamy glacial till; on uplands. These soils 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.<sup>9</sup> 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

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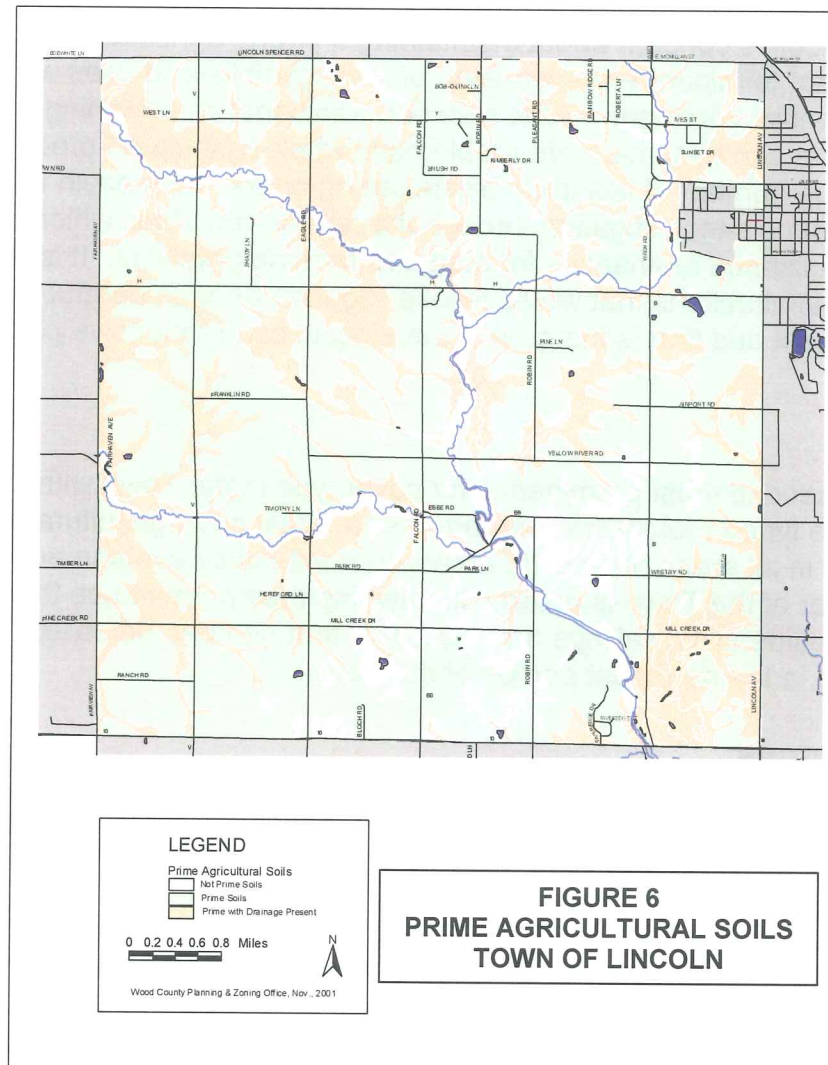
<sup>9</sup> “Soil Survey of Wood County, Wisconsin”, United States Department of Agriculture Soil Conservation Service, January, 1977.

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.



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.

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 grant 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.<sup>10</sup> It is estimated that there is enough groundwater underground to cover Wisconsin to a depth of 30 feet.<sup>11</sup> 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 elevation areas in the southeast quadrant of the Town, the groundwater is three to five

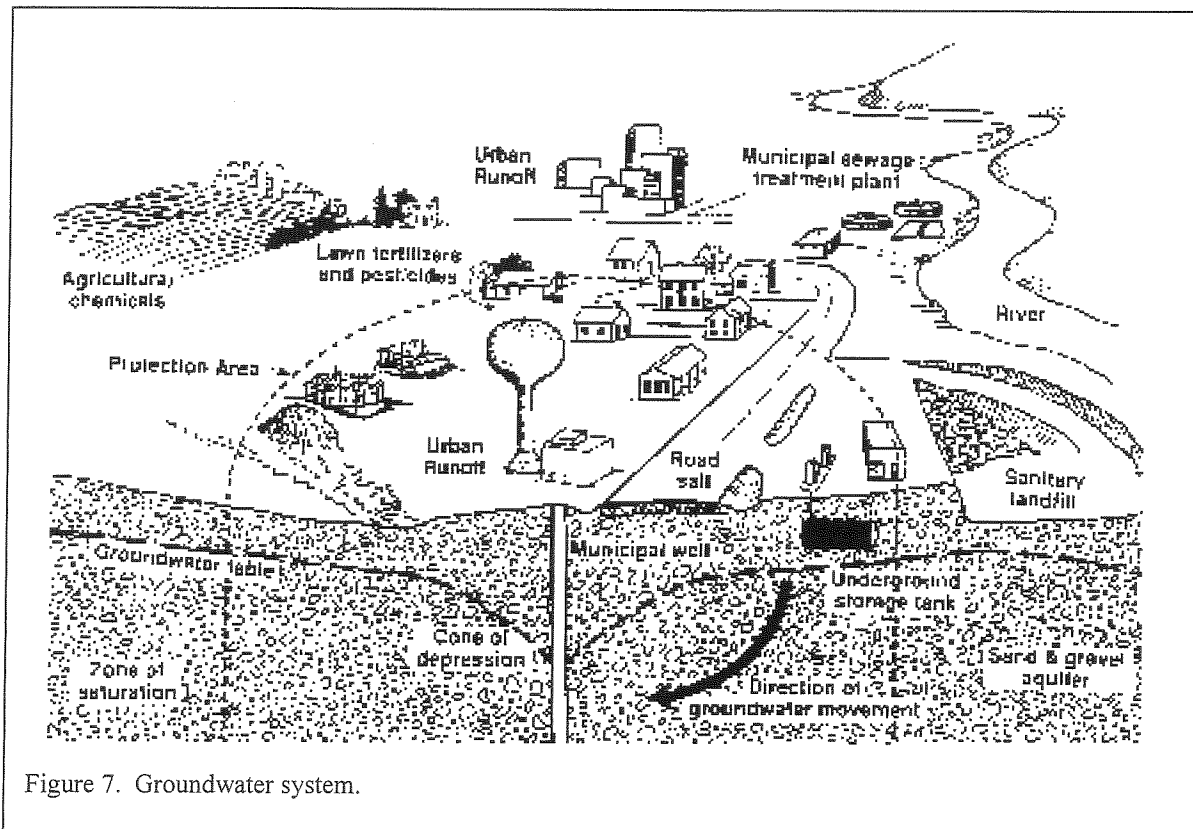
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<sup>10</sup> "Planning for Natural Resources", Dept. of Urban & Regional Planning, University of Wisconsin-Madison/Extension and Wisconsin Department of Natural Resources, January, 2002, pg. 35.

<sup>11</sup> Ibid.



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.



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.<sup>12</sup> 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

<sup>12</sup> 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.<sup>13</sup> In 2008, 7,255,400 gallons of waste was pumped from holding tanks in Lincoln. That is a 33 percent increase over the amount that was land spread five years earlier. Of that volume, 2,551,400 gallons were land spread in the Town. Although the volume that is being pumped has increased substantially, the amount that has been land spread has dropped. Also, the number of land spreading sites has increased since the original comprehensive plan was adopted. It will likely continue to drop in the future as disposal laws become stricter and more waste is disposed of at municipal treatment plants. Land spreading locations are shown on the map in Figure 8.

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.

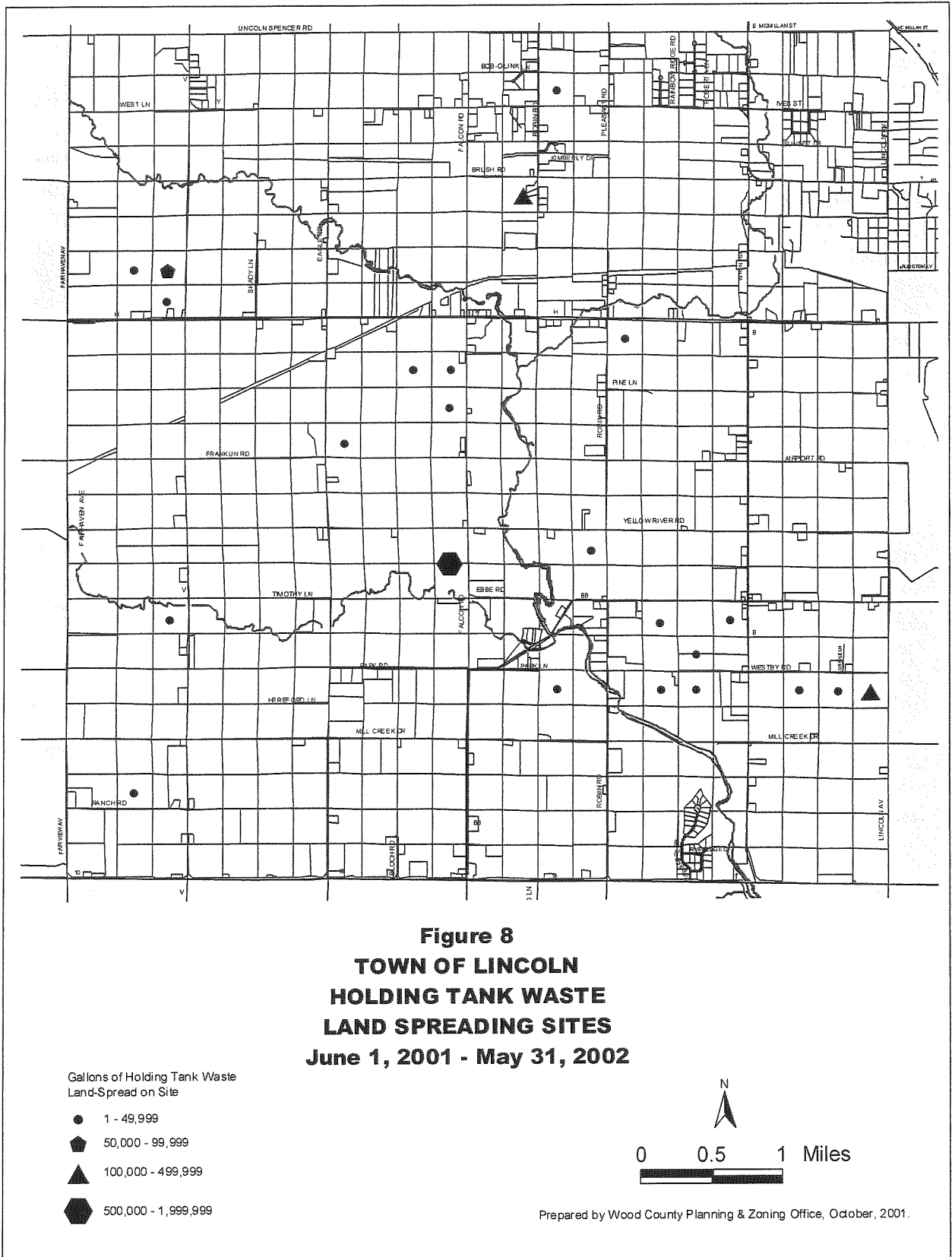
The City of Marshfield's well fields for public water supply are on the City's south east side – not near Lincoln. Should public water supplies be identified on the City's west side, or in the Town of Lincoln, in the future, the Town should cooperate with the City to protect the wellhead areas.

### **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

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<sup>13</sup> 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.



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 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.<sup>14</sup>

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.

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.<sup>15</sup> 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.

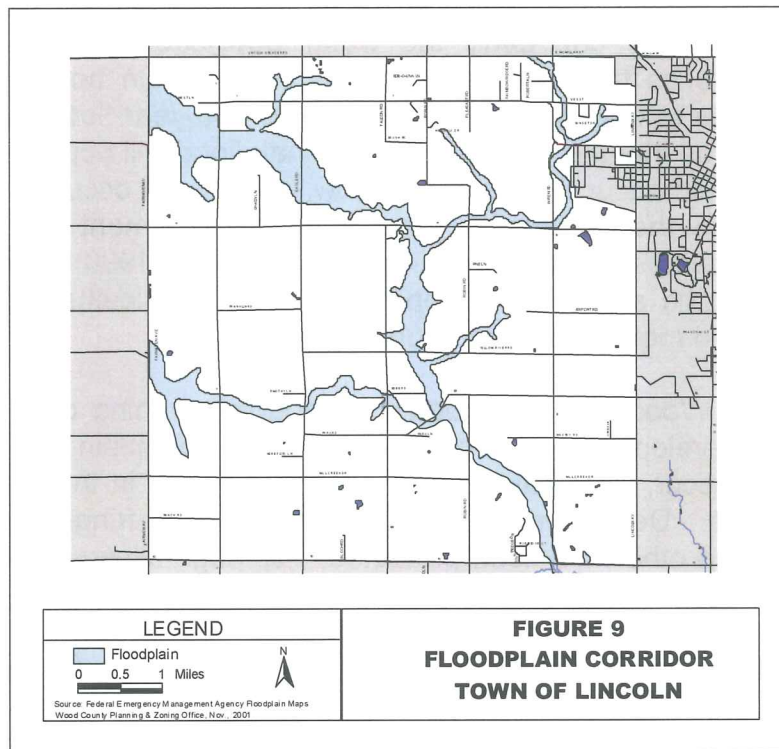
### **Wetlands**

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.

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<sup>14</sup> Ibid, page 28.

<sup>15</sup> Sec. 59.692, Wis. Stats., and Chapter NR 115, Wisconsin Administrative Code.



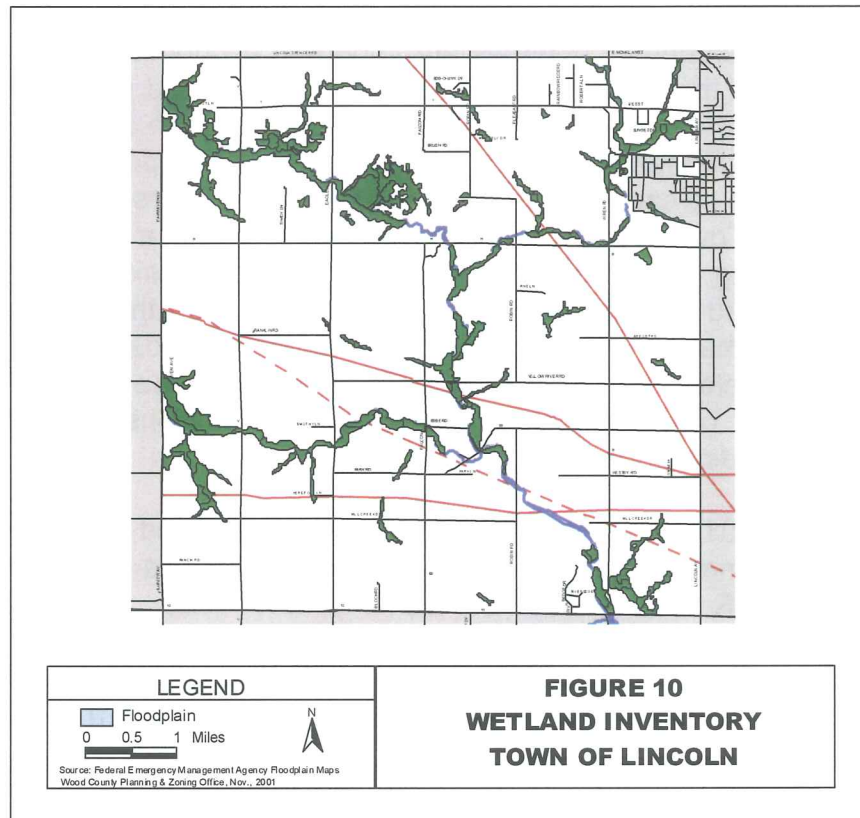
Under Wisconsin Administrative Code, cities and villages (and towns with village powers) are required to protect, at a minimum, all unfilled wetlands that 1) are within their borders, 2) are five acres or larger, 3) are shown on Department of Natural Resources wetland inventory maps, and 4) are located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



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.

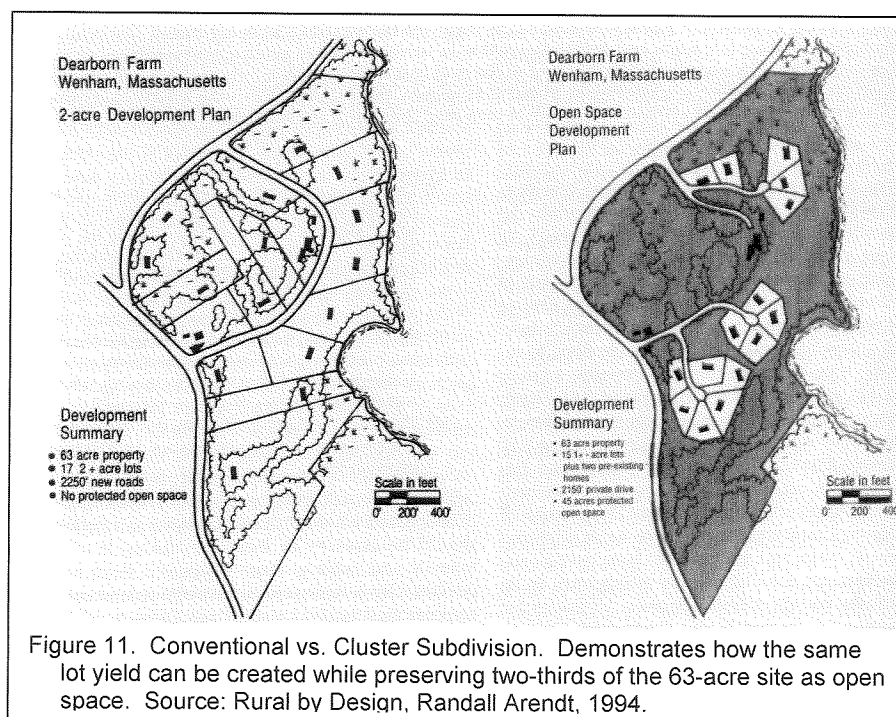
## **Parks, Open Spaces and Recreational Resources**

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 1/4 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.<sup>17</sup> 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.

<sup>17</sup> Correspondence from Richard A. Bernstein, Wisconsin Historical Society, March, 2002.

- 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.<sup>18</sup>

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<sup>18</sup> Ibid.



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## 6. ECONOMIC DEVELOPMENT

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The Greater Marshfield area has undergone a lot of change with globalization of business, Internet sales and the recent economic recession. Through all of this, Marshfield has remained a leader in the field of health care. To remain competitive and to stimulate economic growth, the area has to assess its strengths and weaknesses and analyze opportunities that exist and recognize threats to its economy. Although the Town is not the home to major businesses or industries, the Town's small businesses and Lincoln residents are important role in the area's economy.

The purpose of this element of the comprehensive plan is to provide an analysis of Lincoln's current labor force and economic base and, from that analysis, develop objectives, policies, goals and programs "to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the [Town]."<sup>19</sup> To achieve that purpose, this chapter will assess the types of businesses and industries that are desired in Lincoln, perceived strengths and weaknesses with respect to attracting and retaining businesses and industries, designate sites for desired business development, evaluate the status of contaminated sites, and identify county, regional and state economic development programs that apply to the Town. Some employment characteristics were presented in Chapter 1 of this plan and will be expanded upon here. Much of the economy-related information is available only on a countywide basis. Consequently, that level data will be presented where town level data is not available, with comments and assumptions for the Town drawn from county level data.

### Employment Trends

The Town of Lincoln's total labor force grew by over 11 percent between 1990 and 2000. Nearly 96% of the labor force was employed in 2000, about the same as in 1990. The unemployment rate for the Lincoln labor force was only 3.2% in 2000 (3.4% for Wood County), which is considered "full-employment." Although unemployment rate figures for individual municipalities have not been available since 2000, the unemployment rate for Wood County in 2007 was 5.5% and 5.7% through November, 2008. The State had a similar trend, rising from 3.4% in 2000 to 4.9% through the first 11 months of 2008.

The industries that employ Town of Lincoln residents and the type of jobs are listed in Table 7 in the first chapter. As noted in the discussion of the contents of Table 7, the number of Lincoln residents that are employed in agriculture, communications, wholesale trade and retail trade have declined since 1990. Areas that have had an increase in workers for the Town of Lincoln include education, health and social services; manufacturing; construction; transportation, personal services; and public administration.

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<sup>19</sup> Chapter 66.1001 (2) (f), Wisconsin Statutes.

The types of occupations held by Lincoln residents indicate that over 40 percent hold management positions and another 20 percent are in sales and office positions. Management positions usually indicate higher salaries which were shown in Chapter 1 to be prevalent in Lincoln.

## **Worker Age Structure**

In the Town of Lincoln, there are 995 people between the ages of 16 and 65, the ages that are generally considered to be the working age group. Eighty-three percent of those are between the ages of 25 and 64, a range that the U. S. Bureau of Labor Statistics (BLS) considers the “prime working age” population. This is a much higher proportion than Wood County (68%) and Wisconsin (67%). On the national level, the growth of the civilian labor force is expected to slow down, while the older labor force is expected to grow five times faster than the overall labor force. The age 55 and older portion of the labor force is expected to grow by 46.7% between 2006 and 2016, according to the BLS. Similar conclusions have been projected for Wisconsin and it is not unreasonable to expect our area to be any different given the information that was presented in Chapter 1 regarding the local aging population. The two principal reasons for the change are: the baby-boom generation is aging and retiring, and the labor force participation rate of women appears to have peaked.

## **Labor Force Participation**

The previous section focused on the working age population. Although a person is in that age group, he or she may or may not actually be in the labor force. If a person who is 16 years old or older is not looking for a job, that person is not part of the labor force. Most of those who fit into this category are students, retirees and others who choose not to work. If a person who is 16 years old or older is employed or is unemployed but looking for a job, that person is participating in the labor force. In 2000, the Town of Lincoln labor force consisted of 839 persons, a 75.7 percent labor force participation rate which is very high.

Only three other Wood County towns had higher rates than Lincoln in 2000 (Milladore, Cameron and Marshfield). In comparison, the participation rate for Wood County in the same year was 67.1 percent and for Wisconsin was 69.1 percent. Wisconsin ranks high, nationally, for labor force participation. In 2004, Wisconsin ranked sixth, at a rate of 71.8 percent (Minnesota, Nebraska, the Dakotas and Colorado ranked higher).

The unemployment rate is the number of unemployed as a percent of the labor force. At the time of the 2000 census, the unemployment rate in Lincoln was 3.2 percent, slightly lower than the unemployment rate of Wood County (3.4%) or the State (3.2%). The unemployment rates for all jurisdictions have increased substantially since the 2000 census. Although unemployment rates for individual municipalities is not available, one can surmise from looking at Wood County's 2007 annual unemployment



rate of 5.5 percent, coupled with the recent downturn in manufacturing, that the unemployment rate in Lincoln also exceeds five percent.

## Commuting Patterns

More people commute into Wood County from neighboring counties than those who travel to other counties to work (Table 15). Wood County has a net gain of over 5,000 commuters on a daily basis. The greatest number of commuters comes from Marathon County. Many of these commuters work in Marshfield. Less than ten percent of Town of Lincoln workers commute to other counties for jobs. Most community planning survey respondents indicated that they work in Marshfield while many indicated that they commute to other cities both in and out of Wood County.

Table 15 County-to-County Commuting, 2000			
County	Commute		Net Commute
	From Wood County to:	To Wood County from:	
Portage	2,572	2,639	67
Marathon	1,449	3,944	2,495
Clark	272	1,956	1,684
Adams	178	899	721
Juneau	83	186	103
Jackson	52	70	18
TOTAL	4,606	9,694	5,088
Source: U. S. Census, 2000.			

## Economic Base

The Town of Lincoln is dependent on the general economy of the urban area, county and region. The 16 largest employers in the Town are listed in Table 16. Though most of these businesses are small, they are nevertheless, very important to the Town's and area's economy. Through their local zoning ordinance, the Town has provided a place for small businesses to start and grow. The urban area's largest employers are located and will continue to locate in Marshfield where they can obtain municipal services, namely sanitary sewer and water. Those employers include businesses such as the Marshfield Clinic, Saint Joseph's Hospital; Roehl Trucking; Marshfield Door Systems, Inc.; and several others.

Wage information on the various industry types in Wood County are listed in Table 17 for the years 2000 and 2007. Those who work in the Education and Health Services industry earn the most on average and those who work in the Leisure and Hospitality industry are the lowest paid. Similar average annual wage increases are

Table 16  
Largest Employers – Town of Lincoln  
2008

Rank	Employer	Industry Type	No. of Employees
1	Marshfield Country Club	Golf Courses and Country Clubs	20 – 49
2	Sternweis & Sons, Incl	Ready-Mix Concrete Manufacturing	10 – 19
3	Riveredge Golf Course	Golf Courses and Country Clubs	10 – 19
4	Sternweis Trucking, Inc.	Specialized Freight (except Used Goods) Trucking, Local	10 - 19
5	Shaw's Painting	Residential Painting and Wall Covering Contractors	1 – 4
6	SRC Services	Lessors of Residential Buildings and Dwellings	1 – 4
7	Dieringer Transportation, Inc.	General Freight Trucking, Long-Distance, Truckload	1 – 4
8	Center City Delivery, Inc.	Couriers and Express Delivery Services	1 – 4
9	Town of Lincoln	Executive and Legislative Offices, Combined	1 – 4
10	Brost Construction, LLC	All Other Residential Specialty Trade Contractors	1 – 4
11	D&H Specialized Carriers, Inc.	Specialized Freight (except Used Goods) Trucking, Long-Distance	1 – 4
12	UTM, Inc.	Machine Shops	1 – 4
13	Heiman Trucking, Inc.	Specialized Freight (except Used Goods) Trucking, Local	1 – 4
14	Modified Genetics, SC	Veterinary Services	1 – 4
15	Bakerville Sports Bar and Grill, LLC	Drinking Places (Alcoholic Beverages)	1 – 4
16	CDT Dental Lab, Inc.	Dental Laboratories	1 - 4

Source: Wisconsin Dept. of Workforce Development.

Other Large Employers  
(not listed on Wisc. Dept. of Workforce Development website)

17	Nasonville Dairy		
18	Weber's Farm Store		
19	Abare's Bar & Restaurant		
20	Vintage House Restaurant		
21	The Legends Golf Center		
22	Marshfield Speedway (seasonal)		

Source: Town of Lincoln Zoning Committee.

Table 17 Average Wages by Industry – Wood County			
Industry	2000	2007	Average Annual Increase
Education & Health Services	\$38,974	\$50,600	4.3%
Manufacturing	\$41,704	\$50,211	2.9%
Professional & Business Services	\$41,179	\$42,323	0.4%
Construction	\$36,781	\$42,152	2.1%
Information	Suppressed	\$40,008	N/A
Natural Resources & Mining	\$29,963	\$34,216	2.0%
Public Administration	\$27,812	\$33,007	2.7%
Financial Activities	\$24,237	\$32,718	5.0%
Trade, Transportation, Utilities	\$24,038	\$29,405	3.2%
Other Services ( inc. repair & maintenance, personal & laundry, membership organizations, and private households)	14,310	\$20,960	6.6%
Leisure & Hospitality	\$8,717	\$10,288	2.6%
Source: Wisconsin Dept. of Workforce Development.			

evident in many of the industries with the largest increases in the Other Services, Financial Activities, and Education and Health Services sectors. Very little gain was made in the Professional and Business services which includes professional and technical services, management of companies, and administrative and support services.

## Employment Projections

The Wisconsin Department of Workforce Development makes 10-year projections of the fastest growing occupations in Wisconsin. Recognizing that these are statewide projections, it is worthwhile to consider their impact in central Wisconsin. Table 18 identifies those occupations that are expected to grow the quickest between 2006 and 2016. It should come as no surprise that, given the aging population, the fastest growing occupations are medical and health related. Also, computer and data communications jobs are expected to continue to remain strong during this period.

Table 18  
Fastest Growing Occupations in Wisconsin  
2006 - 2016

Occupational Title	Estimated Employment				2006 Avg. Annual Salary
	2006	2016	Change	Pct. Chg.	
Network Systems and Data Communications Analysts	5,150	7,390	2,240	43.5%	\$58,024
Home Health Aides	16,550	23,310	6,760	40.8%	\$20,812
Personal and Home Care Aides	22,030	30,540	8,510	38.6%	\$19,602
Computer Software Engineers, Applications	8,830	12,170	3,340	37.8%	\$69,811
Medical Assistants	7,120	9,720	2,600	36.5%	\$27,632
Physician Assistants	1,110	1,480	370	33.3%	\$78,373
Radiation Therapists	490	650	160	32.7%	\$67,848
Personal Financial Advisors	3,170	4,190	1,020	32.2%	\$74,784
Dental Hygienists	4,170	5,470	1,300	31.2%	\$55,069
Substance Abuse & Behavioral Disorder Counselors	1,550	2,020	470	30.3%	\$39,904
Physical Therapist Assistants	1,270	1,650	380	29.9%	\$38,206
Surgical Technologists	2,310	2,990	680	29.4%	\$41,203
Skin Care Specialists	510	660	150	29.4%	\$27,885
Physical Therapist Aides	1,240	1,600	360	29.0%	\$24,614
Cardiovascular Technologists and Technicians	700	900	200	28.6%	\$44,814
Social and Human Service Assistants	7,340	9,400	2,060	28.1%	\$29,355
Veterinary Technologists and Technicians	1,510	1,930	420	27.8%	\$28,104
Pharmacy Technicians	6,300	8,030	1,730	27.5%	\$25,518
Respiratory Therapists	1,790	2,270	480	26.8%	\$48,842
Computer Software Engineers, Systems Software	2,840	3,600	760	26.8%	\$74,640
Financial Analysts	2,140	2,710	570	26.6%	\$64,017
Registered Nurses	51,130	64,550	13,420	26.2%	\$57,376
Physical Therapists	4,060	5,080	1,020	25.1%	\$64,087
Marriage and Family Therapists	720	900	180	25.0%	\$54,128
Animal Trainers	730	910	180	24.7%	\$26,590
Medical Equipment Repairers	690	860	170	24.6%	\$46,212
Veterinarians	1,750	2,170	420	24.0%	\$77,803
Mental Health Counselors	1,650	2,040	390	23.6%	\$41,324
Mental Health and Substance Abuse Social Workers	2,230	2,740	510	22.9%	\$49,021

Source: Wisconsin Department of Workforce Development.

The Wisconsin Department of Workforce Development also projects the fastest growing occupations for the same period. Again, the medical industry has a strong presence as does the computer technology and data communications industry. Ranked 17<sup>th</sup> statewide is the Amusement, Gambling, and Recreation Industries. This category may rank higher in our area because of our ability to attract statewide sports tournaments. All three of these areas provide an opportunity to attract new development to our area. The presence of the Marshfield Clinic, Saint Joseph's Hospital and the research labs associated with the Marshfield medical industry are examples that can be used to market our area for medical industry expansion. In addition, our location in proximity to the rest of Wisconsin has helped attract major state and national sports tournaments to

our area. This is an area that has been improved upon with some success. Unfortunately, many jobs associated with sports tournaments are filled by volunteers or do not provide very high pay.

## **Area Business & Industrial Parks**

The business parks and industrial parks that are in close proximity to the Town of Lincoln are all in the City of Marshfield. Five such parks exist or are in the planning and development stage. The oldest of these is the Marshfield East Industrial Park. This is a 260 acre development that is currently full. A 26-acre business park called the Marshfield Air Park is conveniently located near the Marshfield Airport. Just under eight acres is available for development. The Mill Creek Business Park is located on U. S. Highway 10 on the City's far south side. This park offers good accessibility from Highway 10 and State Highway 13. It is a 154-acre facility that currently has five tenants. More than 133 acres is still available for development. The fourth park is the 104-acre Yellowstone Industrial Park. This park is near the East Industrial Park and has yet to begin development. The Yellowstone Industrial Park has excellent access via four-lane roads. Finally, the Norwood Industrial Park is a privately-owned 60-acre industrial park on the City's east side. Fifty-four acres is still available for development in the Norwood Industrial Park.

## **Desired Businesses**

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.

## **Economic Development Organization Framework**

There are several economic development organizations and efforts that include the Town of Lincoln. The primary organizations include:

Wisconsin Department of Commerce. This State department's Division of Business Development offers technical and financial assistance to businesses, including business planning, site selection, initial capitalization, permitting, employee training, research and development, and business expansion. Rural communities don't often seek the resources of the Department of Commerce, but many businesses do. Through their

Community Development Block Grant Program's Milk Volume Production program, area farmers can apply for low interest loans specifically for the purpose of purchasing more cows. The Economic Development program has funded many businesses, both in incorporated cities and villages and in towns. Information of the various programs can be found on Commerce's website at <http://commerce.wi.gov>.

Centergy – The Centergy Central Wisconsin Alliance for Economic Development was initially created in 1988 and has evolved into the strong economic development proponent it is today. The Centergy Executive Director is responsible for conducting economic development activities and overseeing economic development interests in Wood, Portage and Marathon counties. The County of Wood is represented on the Board of Directors by County staff, MACCI staff and private business owners from the county. Centergy has conducted economic opportunity forums and studies for central Wisconsin, which have resulted in cooperative efforts in our region.

NCWRPC – The North Central Wisconsin Regional Planning Commission, located in Wausau, provides technical assistance and compiles economic development data for its members. It also administers a regional revolving loan fund on behalf of the North Central Wisconsin Development Corporation and the North Central Advantage Technology Zone, one of eight technology zones in Wisconsin that provides Wisconsin income tax credits to qualified high technology businesses that create jobs in the region. The ten counties the NCWRPC serves have also been formally designated as an Economic Development District by the State of Wisconsin and by the U.S. Department of Commerce's Economic Development Administration. Under this designation, the NCWRPC maintains a continuous process of planning assistance that supports the formulation and implementation of economic development programs designed to create or retain full-time permanent jobs and income. The NCWRPC provides services such as economic research, marketing, financial packaging, evaluation and analysis of public infrastructure needs that support private economic development activity, and works with local units of government to maintain eligibility for certain grants. The NCWRPC was retained by Wood County to conduct an economic feasibility study prior to dredging Lake Wazeecha in Grand Rapids in the 1990s.

Wood County – Under the oversight of the Conservation, Education and Economic Development Committee, Wood County participates in several economic development activities and is represented on various Boards of Directors of area economic development organizations. Wood County has a revolving loan fund that has been used successfully with area businesses, including a growing cranberry processing industry in Grand Rapids.

MACCI – The Marshfield Chamber of Commerce and Industry receives financial support from annual membership dues, local government funding, public and private grants, sponsorships, program revenues and more. MACCI serves as a first contact for business resource assistance in the Marshfield area, provides entrepreneurial training and either sponsors or participates in several economic development workshops each

year. MACCI is a good resource for businesses that are looking to locate in the Town of Lincoln.

## **Competitive Strengths and Weaknesses**

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 streams, is an attraction to persons who are looking for the peaceful quietness of rural living, but still only minutes for work, schools and shopping.

## **Goals, Objectives and Policies**

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.

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## 7. INTERGOVERNMENTAL COOPERATION

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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.

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## **8. LAND USE**

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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.<sup>20</sup> 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 19 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.

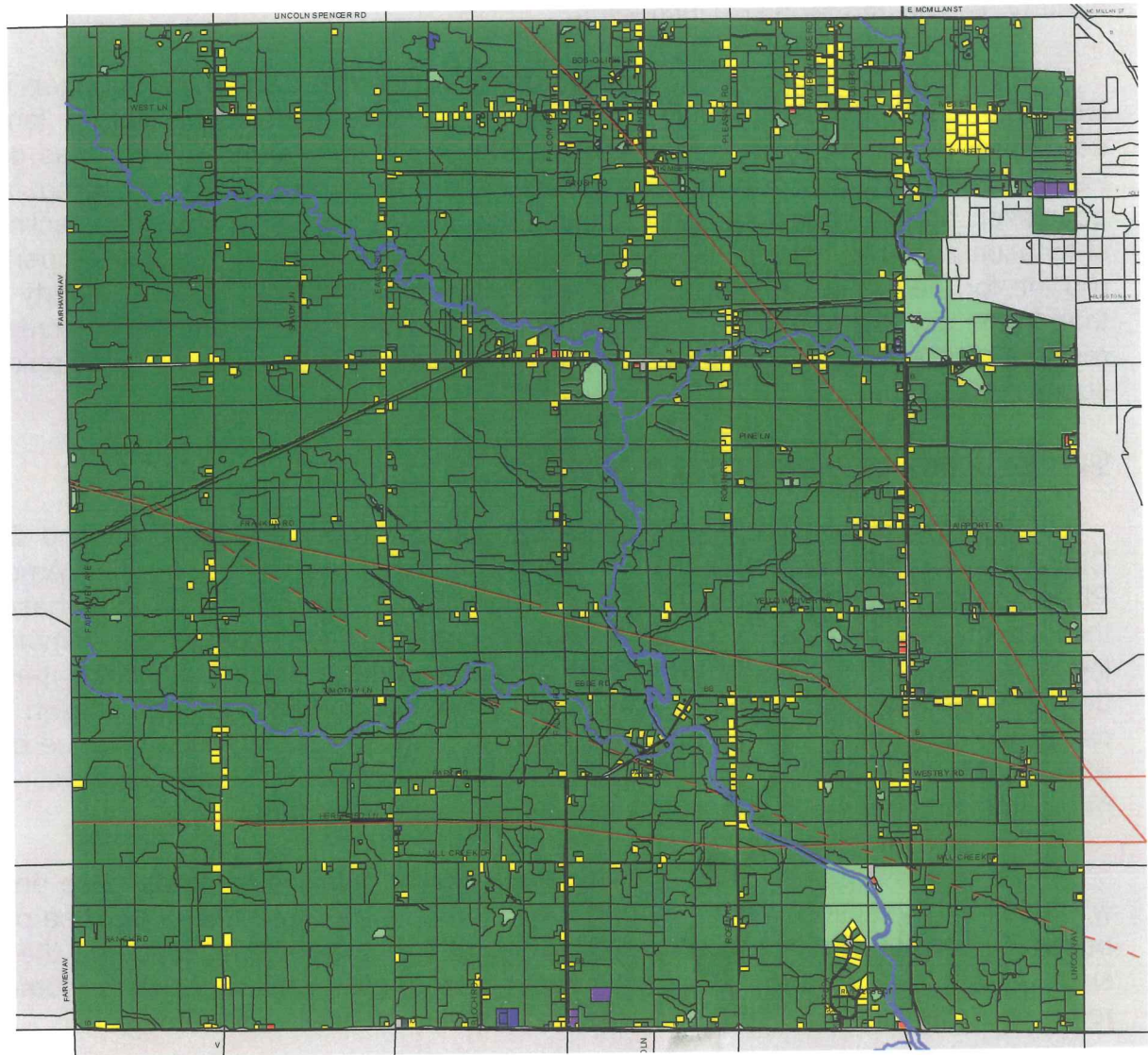
#### *Residential*

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

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<sup>20</sup> 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**



0 0.5 1 1.5 Miles

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.<sup>21</sup> 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 19 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

<sup>21</sup> 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 developed<sup>22</sup>, 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.<sup>23</sup> 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 20 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

<sup>22</sup> For purposes of this report only those lots with improvements of \$15,000 or more were considered to be developed.

<sup>23</sup> Definition of developed and undeveloped lots are described in the preceding footnote.



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 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.<sup>24</sup>

### *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*

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<sup>24</sup> 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.<sup>25</sup> 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).

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<sup>25</sup> 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.<sup>26</sup> 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 resort<sup>27</sup>, 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.

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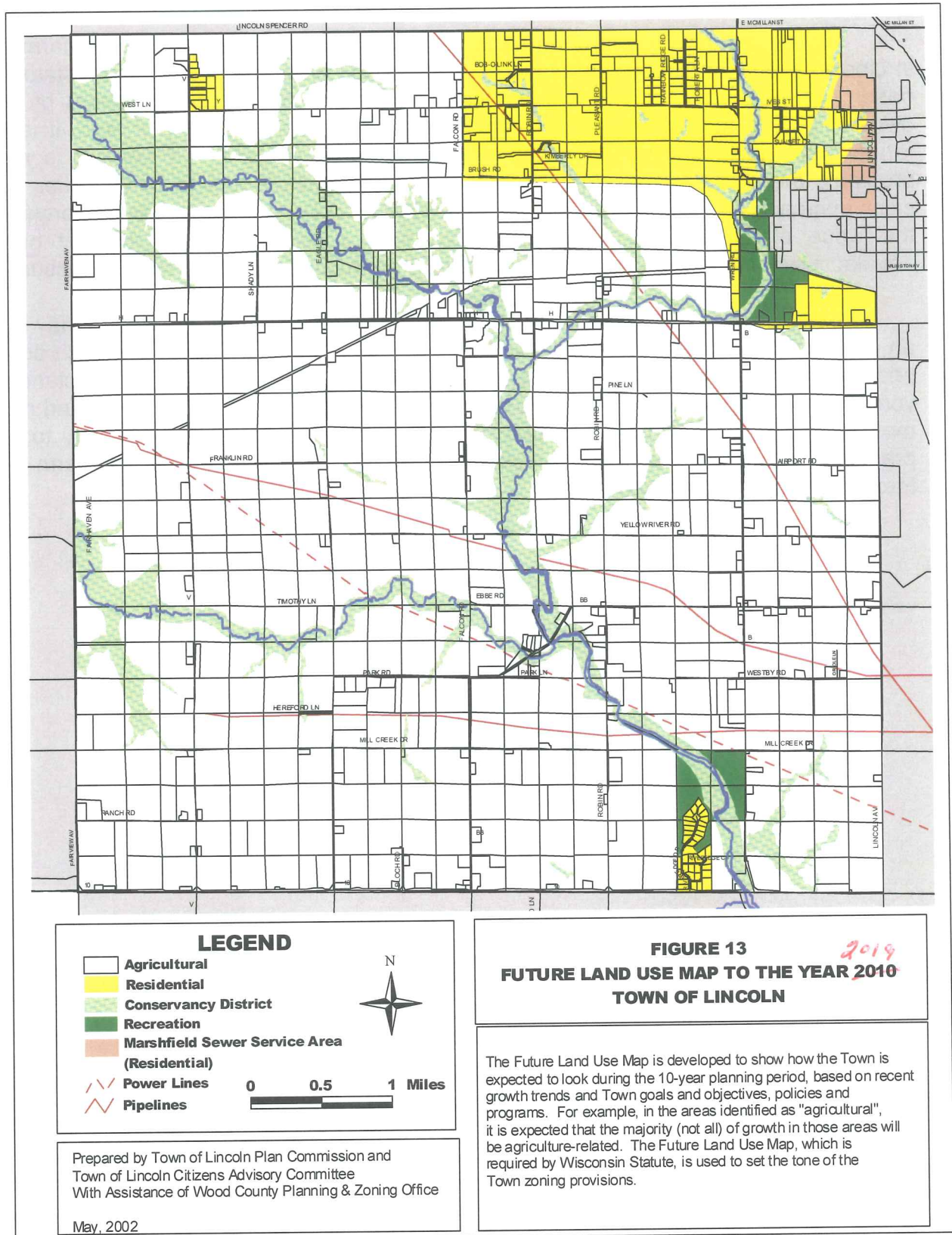
<sup>26</sup> Wood County Planning & Zoning Office.

<sup>27</sup> 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.





## 9. IMPLEMENTATION

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### 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.<sup>28</sup> 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.<sup>29</sup> At a minimum, a class 1 public notice is required to be published at least 30 days before the hearing is held.<sup>30</sup> 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.<sup>31</sup> 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..."<sup>32</sup> 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.

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<sup>28</sup> Chapter 66.1001, Wisconsin Statutes, 1999-2000, pg. 1706.

<sup>29</sup> Ibid.

<sup>30</sup> Ibid.

<sup>31</sup> Ibid.

<sup>32</sup> 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."<sup>33</sup>

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

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<sup>33</sup> 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.<sup>34</sup> 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.

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<sup>34</sup> 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 commission<sup>35</sup>, or, if the town is under 2,500 population, a 5-member commission.<sup>36</sup> 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.<sup>37</sup>

### 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.

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<sup>35</sup> Chapter 62.23 (1), Wisconsin Statutes, 1999-2000, pg. 1579.

<sup>36</sup> Chapter 60.62 (4), Wisconsin Statutes, 1999-2000, pg. 1547.

<sup>37</sup> Chapter 60.62 (4) (b) and (c), Wisconsin Statutes, 1999-2000, pg. 1547.

