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1. ISSUES AND OPPORTUNITIES

1.1 INTRODUCTION

The Town of Lincoln is defined by the people who live and work there, the houses and businesses, the parks, and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the Town's history and its vision for the future is essential to make sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The Town of Lincoln Comprehensive Plan - Year 2044 will guide community decision making for the next 20 years. The Town's comprehensive plan is composed of the results of the Town's decision-making process as expressed by its goals, objectives, policies, and recommendations. The document addresses the nine statutorily required elements in chapters one through nine:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The Town of Lincoln Comprehensive Plan - Year 2044 meets the requirements of Wisconsin's Comprehensive Planning Law, Wisconsin Statutes 66.1001. This law requires that all municipalities to have adopted a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Lincoln developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of this plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

1.2 PLAN SUMMARY

The Town of Lincoln is an unincorporated town in the west-central portion of Burnett County with no incorporated villages within the town. It is situated west of the Village of Webster and bordered by the Towns of Union to the north, Meenon to the east, Daniels to the south, and West Marshland to the west (Map 1.1). With a year-round population of 367 (2020 Census) and a low population density, the Town of Lincoln can best be described as rural. As is typical in Burnett County, the landscape is characterized mainly by its natural features including large tracts of wetlands and woodlands. Residential housing is the primary form of projected future development.

Public participation during the planning process identified the Town's primary concerns and areas to be addressed by this comprehensive plan. Top issues and opportunities as identified by the planning committee and town citizens include the protection of natural resources and rural character, the need for improved land use planning and managing rural development regulation and pursuing opportunities for economic development.

The Town of Lincoln Comprehensive Plan - Year 2044 sets the stage to successfully balance and achieve the desires expressed in the goals, objectives, and actions found in this document. This will be accomplished by creating an improved system in which development takes place. This will incorporate many innovative techniques involving development density and lot size management as well as creative subdivision design.

Paramount in the Town's plan is the careful placement of residential development with regard to the community's natural features and infrastructure investments. The plan will help achieve a desirable future by directing the most intensive development to areas that are suitable for such development. The overall intent is to preserve the features, character, and opportunity that the residents of the Town of Lincoln enjoy today while managing the long-term physical development in concert with the market forces and land use regulations that shape it. The best agricultural lands, natural resource rich areas, and areas that support outdoor recreation opportunities will be preserved as such for future generations but will still allow development at lower densities.

1.3 TOWN OF LINCOLN ISSUES AND OPPORTUNITIES

The direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues are defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities are defined as the positive aspects of a community that residents are proud of and value and about their community. These could either be current positive aspects of a community or potential aspects to be created in the future.

Town of Lincoln Issues & Opportunities Identification
<u>Impact of 2017 Wisconsin Act 67: Conditional Use Permits (CUPs)</u>
<p>Under prior law, (retained by Act 67) CUPs were required to be approved by the relevant zoning authority before a person could use a property in a manner designated as a “conditional use” within a given zoning district. The Act requires a CUP be granted if the applicant demonstrates, with substantial evidence, the application and all requirements/conditions imposed by the zoning entity will be satisfied. The Act allows denied applicants to appeal the decision in Circuit Court. In turn, the expensive litigation costs associated with said appeal process has resulted in the Burnett County Land Use and Information Committee rarely executing their authority to deny CUPs.</p>
<u>Impact of 2018 Burnett County Zoning Change to Allow “Camping” as a Conditional Use on Residential Parcels</u>
<p>In April 2018, Burnett County Ordinance Sec 30-85 was changed to allow campgrounds and manufactured home parks as a conditional use in all rural residential parcels. A proliferation of campgrounds has ensued, with over 1,000 new RV sites proposed and/or approved in Burnett County via the conditional use permit process in less than 24 months. This countywide ordinance change, combined with Act 67 has allowed numerous investors to create new commercial districts in noncommercially zoned areas without navigating the rezoning process. A “run” on converting rural land parcels into commercial RV Parks is undermining decades of low-density rural residential use as several fragmented parcels of new and expanding commercial districts are being approved in land use areas previously identified as rural, residential, or agriculture. Although “camping” has historically been and currently is defined as “temporary overnight lodging,” the overwhelming majority of “camping” in the 28 Burnett County RV parks is in large, well-insulated RV trailers by long-term, seasonal residents who enjoy the modern amenities of running water, septic, electricity, heat, and air conditioning for 6-8 months year. CUPs allowing RV parks and campgrounds to expand permanent decks, screened porches, and accessory sheds up to and more than four times the camping ordinance allows has doubled and tripled the living space of these “campers” up to 1,200+ square feet. As the number of seasonal residents rapidly rises, the increased users of the Town’s infrastructure are straining and stressing the infrastructure. “Campers” enjoy but pay no fee, tax, or monies</p>

to sustain or maintain Town roads, refuse, recycling, police, fire, emergency responders, primary, secondary, and vocational schools, etc. These taxes are avoided by RV Park residents because these fees are primarily paid by the Town’s residents, cabin, and second homeowners. The tax revenue imbalance between tax-paying “Payer Groups” and non-tax paying “User Groups” is rapidly growing and needs to be addressed.

Clam River and Tributaries Issues

The Clam River and its tributaries which wind through the Town of Lincoln are becoming increasingly vulnerable to development pressure and land use changes. As demand for waterfront property grows, the protection of more lightly developed shorelines such as those along the Clam River will become increasingly important. Many waterbodies are already threatened with overcrowding and the problems associated with overuse such as public recreation conflicts, surface water use conflicts, and adverse impacts to sensitive habitats.

Maintain Burnett County's Northwoods Character/Quality of Life

The Town of Lincoln’s rural and Northwoods character is currently being threatened by high-density development, high seasonal population, tourism, and poor development practices. The general character of the Town is adversely affected by unsightly development and land use conflicts. Recent legislative changes and existing land use controls/decisions have not kept pace with the changing conditions. The issue needs to be defined and then develop strategies to protect that definition. The Town Board and/or Subdivision Ordinance to guard against undesired and inappropriate land uses or conditional uses such as:

- New Commercial Operations in Shoreland RR and AG Zoned Parcels
- High-Density, High-Intensity Uses or Conditional Uses in Shoreland District
- RV Parks/Campgrounds in or near Shoreland District
- Private Roads (None developed w/out platted roads to state standards.)

Natural Resources

Maintaining the Town’s northwood’s character through preservation and enhancement of natural resources should be a priority. The perception is that access to public lands, recreation, and wildlife is being threatened. Furthermore, there is concern over loss of woods, “green spaces,” and how sensitive areas such as lakes are becoming overdeveloped. Additionally, there is concern related to the impact of land use and development on natural resources including potential harm to wildlife habitat, surface water, shorelines, groundwater, open space, and wetlands. Other issues include direct pollution of groundwater by actions of property owners and the threat of invasive species. Demand for lakefront property and lake access has caused increased development pressure on lakes. Many lakes are threatened with overcrowding and problems associated with overuse such as public recreation conflicts, surface water use conflicts, and adverse impacts to sensitive habitats. There is an increasing pressure to develop stream and riverfront properties as lakeshore properties become less available.

<u>Transportation Issues</u>
Increased traffic volumes on rural roads have led to issues related to the impacts of more vehicles (including ATVs / UTVs) and increased speeds. With the growing cost of road maintenance, there is a continued need for funding and resources to maintain and improve transportation systems.
<u>Housing/Seasonal Housing Issues</u>
Future density/intensity of residential land use should mirror the Town’s comprehensive plan and future land use map. No less than 10 acres or 10-acre equivalent per inhabitable structure, trailer, manufactured home, etc.
<u>Economic Development that is Appropriate to Town of Lincoln</u>
The rural character and low population concentration in the Town of Lincoln plays an important economic role by supporting tourism, outdoor recreation, agriculture, forestry, waterfront development, and small business.
<u>Services & How to Pay for Them</u>
<p>The need for county government services is increasing while simultaneously, the traditional mechanisms which support those services are being cut. This is leading to increased workloads due to lack of resources (staff, time, funds, space, time to train, time to plan, reactive rather than proactive, competition for scarce resources, etc.). It is expected that this trend will continue for some time into the future. County-wide strategies are needed to determine which services to eliminate, reduce, or leverage with technology (self service). Strategies are needed to increase efficiency through cooperation with other units of governments and consolidation of services. Strategies are also needed to determine which service to grow or invest in. Simultaneously, strategies are needed to tap into the County's property tax base, low business tax structure; ability to leverage grants to off-set local taxes and tap into state and federal programs, increase revenue from forest, room tax, highway, fees, develop new fee for services. Specifically, strategies are needed to ensure ALL USERS financially support and sustain Town infrastructure and services. Examples include:</p> <ul style="list-style-type: none"> -Impact or Site Fees: Campgrounds/Manufactured Home Parks, etc. -User Fees: Boat Launch, Parks, etc. -License Fees: RV Parks, Mobile Home Parks, etc. -Room Tax: VRBOs, Resorts, Cabins, etc.
<u>Communication Improvements</u>
Overall communication needs to improve between Town, County, and citizens. Need to jointly coordinate land use meetings to ensure Town Board reviews all land use, conditional use, or zoning requests; and (if applicable) provide County with a formal recommendation.
<u>Technology Issues</u>
Internet technologies (fiber, cable, DSL, fixed wireless, cellular, satellite) currently available in the Town of Lincoln are not fully meeting the needs of all residences and businesses. Access to broadband technology needs to increase, including wireless. The fiber optics network needs to

be expanded. There is need for improvement in service availability, reliability, speed of service and pricing.

Agriculture Issues

It is important to continue to protect the rural, farm, and forest character of the town. This includes maintaining the viability of the Town of Lincoln’s small family farms. The town does not have the support infrastructure for large livestock facilities i.e., Concentrated Animal Feeding Operations (CAFOs). A large livestock facility located within the town could have devastating impacts, including changes in land use, decreased property values, increased damage to local roads, changes in air quality, and changes in groundwater and surface water quality.

ATV/UTV Use Issues

The current ATV/UTV ordinance affords township residents and landowners the privilege of access to township roads with said vehicles. However, in light of recent campground development, and as the number of visitors and seasonal residents continue to rise, a review of the ordinance will likely be necessary due to the associated influx of additional usage. Instances of ATV/UTV nuisance and trespass complaints as well as other possible issues are likely to rise. While this has been a controversial subject, it should be explored whether the ordinance can still benefit existing landowners for which the ordinance was originally implemented. If allowed within applicable state and federal regulations, possible modifications to consider while reviewing the ordinance could be limiting usage to Burnett County landowners and permanent residents only, restricting access to specific roads, implementing user fees and/or permits to operate landowner ATVs/UTVs within the township. Again, any such modifications of the ordinance should be vetted for consistency with applicable state, county, and federal laws, and regulations prior to implementation.

Current and Future Private Roads

As the number of users, visitors, and residents continues to rise, the development of private roads has also increased. Although private roads serve as access for many users, (visitors and residents), the Town receives no state funding to support and maintain the increased use, wear, and tear of town roads. The town should create an applicable subdivision ordinance to include a requirement all new private roads meet the applicable geometric standard, per Wisconsin Statute 82.50 Town Road Standards.

1.4 TOWN OF LINCOLN 2044 VISION

The Town of Lincoln developed a vision statement as a part of the comprehensive planning process. Based on the Town's highest priority issues and opportunities, the Town Plan Commission identified what they would like to change, create, or preserve for the future of their community. The vision statement then expresses which issues are the most important for the Town to resolve and which opportunities are most important to pursue over the long term.

Vision Statement

It is the year 2044. In the Town of Lincoln we...

1. Value the quality of life reflected by our natural resources - rivers, woods, wildlife - and our rural lifestyle.
2. Value the sustainability of public services and work to provide them in financially responsible ways that assure the public safety of our community.

The Town of Lincoln's vision for the future is further expressed in its goal statements for each of the comprehensive planning elements. The Town's planning goals clearly state the community values and land use preferences for the long term (20 years or more).

Implementation of this comprehensive plan will result in the achievement of Town goals through the year 2044. For further detail on these goals, including related objectives, refer to the respective chapter within this comprehensive plan.

Goals, Objectives, and Actions

The comprehensive plan's goals, objectives, and actions provide a general framework for attaining the Town's long-range vision. These statements establish the benchmarks on which the plan was created and provide a means of assessing and evaluating plan progress in the future.

Plan Goals are broad statements of a desired end state toward which objectives are directed. Each chapter has specific goals outlined that follow the SMART (Specific, Measurable, Achievable, Relevant, and Time-Bound) goal structure.

Plan Objectives provide the measurable and attainable ends toward which specific actions are directed. This plan will first serve as a reference document and knowledge tool for the Town of Lincoln and the community. This plan will also be used in conjunction with agencies, and any other groups and organizations involved in the planning process.

Plan Actions are specific tasks that must be completed in order to achieve the plan's goals and objectives.

Housing

Goal: Provide a range of housing opportunities to meet the varied needs of existing and future residents, while maintaining a predominantly rural atmosphere.

Objective 1: Preserve the rural character of the Town by requiring minimum parcel sizes for new housing construction.

a. Recommend ten-acre minimum lots for single-family dwellings.

Objective 2: Encourage the development of location standards and minimum lot size requirements as well as the following of up-to-date codes for trailer homes.

Objective 3: Promote the maintenance of existing properties and structures.

a. Research development of an ordinance to ensure that existing properties and structures follow all safety and health codes.

Transportation

Goal: Maintain a safe and efficient multi-modal transportation system that accommodates the movement of people and goods.

Objective 1: Continue to maintain and improve the Town roadway system.

a. Continue to conduct PASER analysis and develop road improvement plans.

b. Investigate rustic road requirements for town roads.

c. Revise the Town Road Ordinance regarding driveway permitting and private roads.

Objective 2: Request that the Town be given adequate input into decisions regarding snowmobile/ATV usage and trail development.

a. Maintain communications with all interested parties including clubs, trail developers, and Burnett County Forest & Parks.

Objective 3: Research road requirements for new development areas.

a. Consider adopting road standards for new private roads.

Objective 4: Request that the Town be given adequate input into decisions regarding hiking, biking, and cross-country ski trails.

a. Contact appropriate agencies regarding future plans for the development of such trails.

- Objective 5: Pursue more communication with state and county agencies regarding public land issues and usage.
- a. *Request that state and county agencies report to the Town when changes or future plans are developed.*
- Objective 6: Support traffic regulation enforcement in the Town.
- a. *Contact County Sheriff's Department to increase traffic regulation enforcement in the Town if needed.*

Utilities and Community Facilities

Goal: Support facilities and services that contribute to the well-being of the Town.

- Objective 1: Provide input into the location of cell towers and power lines.
- Objective 2: Research feasibility of recommending all power lines to be installed underground.
- a. *Contact utilities regarding underground line technologies.*
- Objective 3: Investigate future gas and water line development as they become available.
- a. *Contact gas or water line development companies for future plans.*
- Objective 4: Maintain and improve Town cemeteries.
- a. *Maintain a Cemetery Committee to oversee maintenance and improvements.*
 - b. *Continue to maintain and improve Karlsborg and Perida cemeteries.*
- Objective 5: Research town hall and garage maintenance and improvements.
- a. *Investigate repairs or upgrades to town hall plumbing.*
 - b. *Continue to make improvements and repairs to town facilities as needed.*

Agricultural, Natural, and Cultural Resources

Goal: Conserve, protect, manage, and enhance the Town's natural, cultural, and agricultural resources.

- Objective 1: Encourage protection of the Town's waterways and wetlands.
a. Maintain vigilance of federal, state, and county regulations.
- Objective 2: Ensure groundwater protection.
a. Support Burnett County Zoning in the requirement that all installed septic systems meet state and county standards.
- Objective 3: Control surface water runoff to the Town's waterways.
a. Monitor the use of fertilizers and pesticides.
b. Research the need for stormwater control as development occurs.
- Objective 4: Provide input into disposition of public forestlands within the Town.
a. Ask the appropriate agencies to notify the Town if changes in the management of such lands occur.
- Objective 5: Preserve historic buildings.
- Objective 6: Maintain and protect scenic areas within the Town.
- Objective 7: Promote the preservation of productive farmlands where possible.

Economic Development

Goal: Promote economic development activities that provide for a healthy, diversified, and sound economy with minimal effects on the environment.

- Objective 1: Maintain rural atmosphere in the Town through the encouragement of appropriate enterprises and the recruitment of college students and grads from local universities to become part of the labor force and community members.
- Objective 2: Provide input over the types of industries that may want to come into the Town.
- Objective 3: Identify obstacles that restrict the growth of existing businesses.

Objective 4: Consider environmental impacts such as noise, traffic, lighting, odor, pollution, etc., when new development is proposed.

Intergovernmental Cooperation

Goal: Encourage cooperative relationships with adjacent and overlapping jurisdictions and agencies.

Objective 1: Look for cooperative opportunities with other municipalities.

- a. *Contact the Towns of Union, Meenon, Daniels, and West Marshland for future cooperation regarding road maintenance issues.*

Objective 2: Foster cooperation with the County regarding Town issues.

- a. *Contact County Departments regarding cooperative efforts on law enforcement needs and road maintenance on county roads and in county forest areas.*

Objective 3: Enlist cooperation from the Wisconsin Department of Natural Resources and public forest and land agencies regarding the uses of lands and roads within the Town.

Land Use

Goal: Promote a coordinated, planned development pattern consistent with the rural character of the town.

Objective 1: Develop a plan to deal with commercial and residential siting issues.

- a. *Seek town planning goals that are consistent with the comprehensive plan.*
- b. *Seek a pattern of land use that will preserve large tracts of productive agricultural areas, forestry areas, and natural resources.*
- c. *Promote landscape and land use buffers to lessen the impacts of conflicting land uses in close proximity.*
- d. *Promote intensive uses such as salvage yards be screened from public view.*

Objective 2: Ensure the protection of wetlands.

- a. *Support Burnett County Zoning in educating future developers as to the restrictions inherent to wetland areas.*

- Objective 3: Work with Burnett County to ensure that decision-making is consistent with the Town of Lincoln Comprehensive Plan and Future Land Use Map.
- a. *Update the Burnett County Zoning Ordinance to ten-acre minimum lot sizes.*
 - b. *Provide Burnett County with input and recommendations prior to a rezoning, conditional use, or major land division (plats).*

Goal: Preserve the rural character and maintain and improve the overall visual quality of the Town.

Objective 1: Insist on county enforcement of scrap yards, junkyards, and other eyesores.

Objective 2: Regulate light, air, and noise pollution, as well as large assemblies.

- a. *Oppose and prevent the establishment of new high-density manufactured home parks and campgrounds in the Town.*
- b. *Oppose and prevent the establishment of concentrated animal feeding operations (CAFOs) in the Town.*
- c. *Discuss regulations regarding these issues.*

Implementation

Goal: Maintain the Town of Lincoln Comprehensive Plan as an effective planning guide for the future of the Town.

- Objective 1: Maintain membership of the Town of Lincoln Plan Commission. Town Plan Commission members are appointed by the Town Board Chair for three-year terms beginning in April. Appointments are subject to confirmation by the Town Board (Wis. Stat. §§ 60. 62(4)).
- a. *Appoint members of the Town of Lincoln Plan Commission to fill any expiring term.*
- Objective 2: Implement, evaluate, and update the Town of Lincoln Comprehensive Plan.
- a. *Conduct an annual progress review of the Action Plan to ensure progress toward attainment of the Plan's goals and objectives.*
 - b. *Update the Comprehensive Plan every 10 years in accordance with the Wisconsin Comprehensive Planning Law (Ch. 66.1001).*

Map 1.1: Location

2. HOUSING

2.1 INTRODUCTION

Adequate housing is a cornerstone of every community. The ability of a community to address its demand for housing is critical to its economic viability and the well-being of its inhabitants. By studying changes in the number of housing units and other housing characteristics, one is able to gain insight into the changes taking place in the Town.

2.2 EXISTING HOUSING CHARACTERISTICS

Over the past two decades, total housing units in the Town of Lincoln have increased rather significantly (Table 2.1). During the period from 2010 to 2020, the Town exhibited a 5.7% increase in total housing units.

Occupancy Characteristics

The majority of housing units are categorized as owner-occupied units. In 2020, 146 (85.9%) of all occupied housing units were identified as owner-occupied, compared to 135 owner-occupied units in 2010 (90.6% of all owner-occupied units). Renter-occupied units comprised 14.1% of all occupied housing units in 2020. All vacant housing units in 2020 were seasonal units.

Table 2.1: Housing Stock 2010-2020

	2010	2020	Change 2010-2020
Total Housing Units	230	243	5.7%
Total Occupied Housing Units (Households)	149	170	14.1%
Owner-Occupied Units	135	146	8.1%
Renter-Occupied Units	14	24	71.4%
Vacant Units	81	73	(-9.9%)
Seasonal Units	74	73	(-1.4%)
For Sale Only	2	0	(-100.0%)
For Rent	1	0	(-100.0%)
Other Vacant	0	0	-

Source: U.S. Census Bureau 2010 & 2020

The Town has historically maintained a large number of homes identified for seasonal or recreational use, as it has traditionally been a tourism and recreation destination, particularly frequented by snowmobilers, ATV users, and hunters.

Table 2.2 compares in detail the occupancy and tenure characteristics for the Town of Lincoln, Burnett County, and the State of Wisconsin. As referenced in the table, 70.0% of all Town housing units in 2020 were occupied housing units, while 30.0% were vacant housing units. All 73 vacant housing units in the Town were for seasonal, recreational, or occasional use.

In comparison, 49.3% of all housing units in Burnett County were occupied housing units, while 50.7% were vacant housing units. Of the 7,702 vacant housing units in Burnett County, 92.5% were for seasonal, recreational, or occasional use. Because of the high levels of seasonal housing, vacancy rates in the Town of Lincoln and Burnett County were much greater than in the State of Wisconsin.

Table 2.2: Housing Occupancy and Tenure

	Town of Lincoln		Burnett County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	243	100.0%	15,201	100.0%	2,727,726	100.0%
Occupied	170	70.0%	7,499	49.3%	2,428,361	89.0%
<i>Owner</i>	146	85.9%	6,194	82.6%	1,610,565	66.3%
<i>Renter</i>	24	14.1%	1,305	17.4%	817,796	33.7%
Vacant	73	30.0%	7,702	50.7%	299,365	11.0%
<i>For Rent</i>	0	-	87	1.1%	49,278	16.5%
<i>Rented, Not Occupied</i>	0	-	19	21.8%	6,878	2.3%
<i>For Sale Only</i>	0	-	97	1.3%	17,153	5.7%
<i>Sold, Not Occupied</i>	0	-	32	0.4%	7,611	2.5%
<i>For Seasonal Use</i>	73	100.0%	7,128	92.5%	172,141	57.5%
<i>For Migrant Workers</i>	0	-	0	-	369	0.1%
<i>Other</i>	0	-	339	4.4%	45,935	15.3%

Source: U.S. Census Bureau 2020

Value Characteristics

Table 2.3 compares median housing value for the Town of Lincoln, surrounding towns, and Burnett County. The estimated median value of owner-occupied units in the Town of Lincoln was \$146,200.

Table 2.4 lists the value of owner-occupied housing units in the Town of Lincoln. Over half of all owner-occupied housing units (52.9%) were valued from \$100,000 to \$299,999.

Table 2.3: Housing Characteristics Comparison

	Town of Lincoln	Town of Union	Town of Meenon	Town of Daniels	Town of West Marshland	Burnett County
Median Housing Value Owner Occupied Units*	\$146,200	\$264,200	\$152,900	\$170,200	\$144,600	\$173,800

Source: American Community Survey 5-Year Estimates 2017-2021

Table 2.4: Value of Owner-Occupied Housing Units with a Mortgage

Value	%
Less than \$50,000	5.7%
\$50,000 to \$99,999	24.4%
\$100,000 to \$149,999	22.8%
\$150,000 to \$199,999	13.8%
\$200,000 to \$299,999	16.3%
\$300,000 to \$499,999	13.0%
\$500,000 to \$999,999	2.4%
\$1,000,000 or more	1.6%

Source: American Community Survey 5-Year Estimates 2017-2021

Affordability of owner and renter occupied units is critical to sustaining population and employment levels for local businesses. According to the U.S. Department of Housing and Urban Development (HUD), affordable housing costs including utilities, taxes, mortgage or rent payments, and insurance should not be greater than 30% of the total household income. If the housing costs are greater than 30%, households may find it difficult to make ends meet.

Table 2.5 indicates the monthly owner costs as a percentage of household income for specified owner-occupied units with a mortgage in the Town of Lincoln.

Table 2.5: Monthly Owner Costs as a Percent of Household Income

Value	%
Less than 20.0 percent	53.8%
20.0 to 24.9 percent	10.8%
25.0 to 29.9 percent	3.1%
30.0 to 34.9 percent	16.9%
35.0 percent or more	15.4%

Source: American Community Survey 5-Year Estimates 2017-2021

Rental costs vary based on many factors, including the quality of housing, number of bedrooms, and overall size of the housing unit. According to the American Community Survey 5-Year Estimates 2017-2021, there were three rental units identified within the Town of Lincoln. All of these units paid a monthly rent between \$500 to \$999. The median monthly rent was \$625.

Based on the American Community Survey 5-Year Estimates 2017-2021, an estimated 66.7% of occupied rental units have rental costs that exceed 30% of their household income. The small sample size should be noted.

Table 2.6: Gross Rent as a Percentage of Household Income

Value	#	%
Less than 15.0 percent	-	-
15.0 to 19.9 percent	-	-
20.0 to 24.9 percent	1	33.3%
25.0 to 29.9 percent		
30.0 to 34.9 percent	-	-
35.0 percent or more	2	66.7%
Total	3	100.0%

Source: American Community Survey 5-Year Estimates 2017-2021

Age Characteristics

Understanding the relative age of the housing stock is a good indicator of the condition of the available housing units. According to the American Community Survey 5-Year Estimates 2017-2021, the median year a structure was built in the Town of Lincoln was 1988.

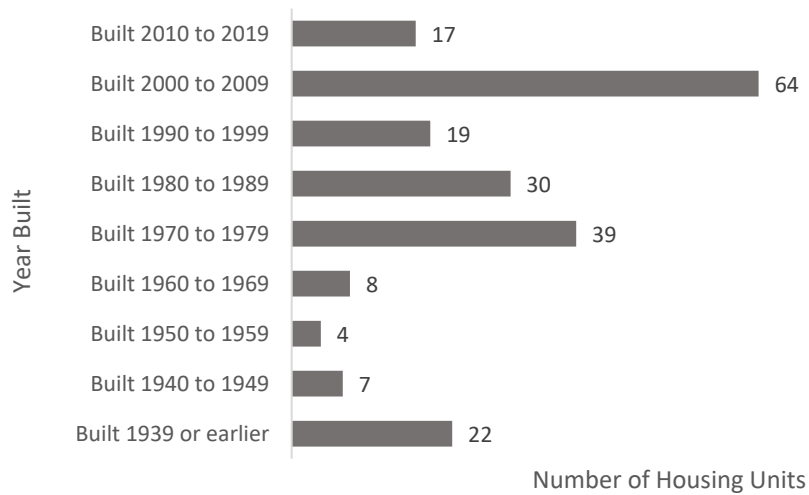
Table 2.7 lists the percent of the Town's total housing stock by year built. Figure 2.1 depicts the age of the housing units by year built with a detailed breakdown of quantity of units by decade. The largest portion of homes that were built in a time period was from 2000 to 2009 at 30.5%.

Table 2.7: Age of Housing Stock

Value	%
Built 2020 or later	-
Built 2010 to 2019	8.1%
Built 2000 to 2009	30.5%
Built 1990 to 1999	9.0%
Built 1980 to 1989	14.3%
Built 1970 to 1979	18.6%
Built 1960 to 1969	3.8%
Built 1950 to 1959	1.9%
Built 1940 to 1949	3.3%
Built 1939 or earlier	10.5%

Source: American Community Survey 5-Year Estimates 2017-2021

Figure 2.1: Age of Housing Stock



Source: American Community Survey 5-Year Estimates 2017-2021

Structural Characteristics

One-unit detached homes are the typical housing unit for the Town of Lincoln (Table 2.8). According to the American Community Survey 5-Year Estimates 2017-2021, an estimated 82.4% of the units were 1-unit detached dwellings and 17.6% were mobile homes.

Table 2.8: Units in Structure

Value	#	%
1, detached	173	82.4%
1, attached	0	-
2	0	-
3 or 4	0	
5 to 9	0	-
10 to 19	0	
20 to 49	0	
50 or more	0	
Mobile home	37	
Boat, RV, van, etc.	0	17.6%
Total	210	100.0%

Source: American Community Survey 5-Year Estimates 2017-2021

2.3 HOUSING PROJECTIONS

The Wisconsin Department of Administration, Demographic Services Center prepares population and household projections for all levels of government in Wisconsin. In 2013, the Demographic Services Center updated household projections to 2040 for towns, villages, and cities. Town of Lincoln household projections are identified in Table 2.9. Households are those units occupied by year-round residents.

Table 2.9: Household Projections

	2010 Census	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Households	149	161	175	185	190	189
Household Population	309	325	350	370	375	370
Persons Per Household	2.07	2.02	2.00	2.00	1.97	1.96

Source: Wisconsin Department of Administration, Demographic Services Center

2.4 HOUSING PROGRAMS

A number of housing programs are available to assist local governments, developers, and homeowners in making improvements to housing units or in the purchase of existing homes. While the following list is not intended to be all inclusive, it provides the more popular programs that aim to meet the needs of persons of all income levels, age groups and persons with special needs. Many of the programs listed below include directed policies that:

1. Promote the development of housing for residents of the Town of Lincoln and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs;
2. Promote the availability of land for the development or redevelopment of low-income and moderate-income housing;
3. Maintain or rehabilitate the Town’s existing housing stock.

Burnett County Housing Authority

The Burnett County Housing Authority administers federal funding to assist low- to moderate-income families with rental and Section 8 housing.

Northwest Regional Planning Commission (NWRPC)

NWRPC administers a number of housing rehabilitation and down payment/closing cost assistance programs within the towns, villages, and cities located in Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn Counties.

The Community Housing Rehabilitation Program provides financial assistance to eligible clients through the ten counties which NWRPC serves. As part of this program, financial assistance, to qualifying applicants covers down payment assistance available in the form of a zero percent, deferred-payment loan and up to 50% of the down payment not to exceed 10% of the purchase price to renters to purchase their own home. Home repair assistance is available in the form of a zero percent, deferred-payment loan to make necessary repairs to an owner-occupied home.

Housing rehabilitation measures include new siding, roofing, windows, septic systems, wells, insulation, furnaces, etc. Rental unit repair assistance is available to landlords to help make repairs to rental units using very zero percent interest loans amortized for up to 10 years.

NWRPC also maintains staff certified in lead-based paint and asbestos testing.

Northwest Affordable Housing Inc. (NWAH)

NWAH makes available housing rehabilitation and down payment assistance to eligible clients throughout the ten counties NWRPC serves. NWAH provides financial assistance in the form of a zero percent interest, deferred-payment loan for housing rehabilitation or to purchase a home.

Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

USDA-Rural Development

USDA-Rural Development administers federal funds to help secure loan options to assist low- to moderate-income families with home purchase and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

Community Development Block Grant (CDBG) Housing Rehabilitation

Housing rehabilitation funds are made available through the Department of Housing and Urban Development as a pass through to the State of Wisconsin. Funds are available to help offset rehabilitation costs by eligible homeowners and landlords. Funds are available to qualifying applicants (low- to moderate-income) for making major housing unit repairs and providing down payment assistance to persons to purchase a home.

Community Development Block Grant Emergency Assistance Program (CDBG-EAP)

Emergency assistance funds are available to assist local governments in responding to emergency housing needs. The funds are provided to eligible families (low- to moderate-income) whose homes sustained damage due to the natural forces.

Indianhead Community Action Agency (ICAA)

ICAA is a nonprofit agency with a main office in Ladysmith that provides grant funded home repair/down payment assist programs in Rusk, Burnett, Clark, Taylor, and Washburn Counties.

Tomorrow's Home Foundation

Tomorrow's Home Foundation is a nonprofit charitable organization which provides assistance to homeowners in manufactured home communities. Assistance includes critical home repairs, water heat or furnace replacement, and assistance with disposal or recycling of old, uninhabitable mobile or manufactured homes.

2.5 HOUSING GOALS, OBJECTIVES, AND ACTIONS

A set of recommended goals, objectives, and actions steps has been developed to assist the Town of Lincoln in the area of housing. Implementation of the identified actions will assist in achieving the overall goal that an adequate range of housing opportunities are available to meet the needs, desires, and financial capabilities of existing and future residents.

The Town of Lincoln encourages and promotes the private sector to address the needs of all income levels, age groups, and persons with special needs in the development of safe and quality constructed housing opportunities. The Town itself cannot independently supply the range of housing needs local residents may desire. As a result, the private sector is encouraged to make available development or redevelopment of land to accommodate all income levels and housing types, including low and moderate income as part of their development build out.

Goal: Provide a range of housing opportunities to meet the varied needs of existing and future residents, while maintaining a predominantly rural atmosphere.

- Objective 1: Preserve the rural character of the Town by requiring minimum parcel sizes for new housing construction.
 - a. Recommend ten-acre minimum lots for single-family dwellings.*
- Objective 2: Encourage the development of location standards and minimum lot size requirements as well as the following of up-to-date codes for trailer homes.
- Objective 3: Promote the maintenance of existing properties and structures.
 - a. Research development of an ordinance to ensure that existing properties and structures follow all safety and health codes.*

3. TRANSPORTATION

3.1 INTRODUCTION

A community's transportation network is the backbone upon which its economy, access to resources, and connectivity for inhabitants and visitors are based upon. Maintenance and repair, in addition to periodic upgrades and enhancement, are essential for retaining its function to residents, visitors, and local businesses. Understanding transportation trends is important for planning future improvements to the roadway system. Vehicular travel is the primary form of transportation within the Town of Lincoln, as few other forms of transportation are available. Mass transit options are not available due to the rural nature of the Town.

3.2 FUNCTIONAL CLASSIFICATION SYSTEM

The Town of Lincoln's roadway network is comprised of approximately 53.42 miles of town roads. Roads within the Town are classified according to their primary function and by the amount of traffic they carry. In the Town of Lincoln, County Roads D, N, and FF serve as the primary corridors providing residents and visitors access to and through the Town. Local roads provide routes to home and recreational destinations, both within and beyond the Town. The functional classification of town roads is illustrated on Map 3.1.

Functional road classifications for rural areas include principal arterials, minor arterials, major collectors, minor collectors, and local roads.

- **Principal arterials:** Serve interstate and inter-regional trips. These roads generally serve urban areas greater than 5,000 in population.
- **Minor arterials:** Serve cities, large communities, and other major traffic generators providing intra-regional and inter-regional traffic movement.
- **Major collectors:** Provide service to moderate-sized communities and links traffic to nearby larger population centers.
- **Minor collectors:** Collect traffic from local roads and link them to all remaining smaller communities. All developed areas should be within a reasonable distance of collector roads.
- **Local roads:** Provide access for travel over relatively short distances. All roads not classified as arterials or collectors are classified as local roads.

3.3 TRAFFIC VOLUME AND TRENDS

The Wisconsin Department of Transportation conducts traffic counts at thousands of locations throughout the state every year. Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the “annual average daily traffic,” or AADT. These counts are based on a short-term traffic count, and then adjusted for the variation in traffic volume based on time of year and on the average number of axles per vehicle. Table 3.1 depicts Annual Average Daily Traffic (AADT) at five recording sites in the Town of Lincoln in 2010 and 2019. Two of these sites were located on town roads, while the others were on county roads within the Town. Traffic volume in the Town of Lincoln is not expected to change significantly in the near future.

Table 3.1: Annual Average Daily Traffic

Site	2010	2019
County Road FF between Perida Road & Corcoran Road	290	350
County Road D 0.75 miles north of County Road N	300	410
County Road D west of County Road N	310	400
Perida Road between County Road FF & Lee Road	220	230
Icehouse Bridge Road 1 mile north of County Road D	90	110

Source: Wisconsin Department of Transportation

3.4 HIGHWAY ACCESS CONTROL AND BILLBOARDS

Billboards or signs along highways can provide a convenience to the motoring public regarding upcoming commercial opportunities. However, the development of billboards can also negatively impact an area’s rural character. The placement of billboards along state and county highways is managed by the Wisconsin Department of Transportation and Burnett County, respectively. Both agencies have regulations and application processes that must be followed prior to approval and construction of the billboards.

3.5 COMMUTING PATTERNS

According to the American Community Survey 5-Year Estimates 2017-2021, 91.2% of residents 16 years and older commuted to work, while 8.8% worked from home. The majority of residents commute to destinations outside of the Town. Chapter 6, Economic Development, discusses commuting patterns in further detail.

3.6 PASER ROAD EVALUATION

The Town of Lincoln has completed a Pavement Surface Evaluation Rating (PASER) for all town roads in accordance with Wisconsin Department of Transportation requirements. PASER is an important tool for government planning because it gives a picture of road conditions on all roads and can identify roads in the most need for maintenance and rehabilitation. Surface defects, cracking, potholes, and drainage are all examined during a typical PASER evaluation. The Town of Lincoln is required to evaluate and report town road conditions to the Wisconsin Department of Transportation every odd calendar year.

3.7 ROAD IMPROVEMENTS

Improvements to local roads are critical for maintaining an adequate and safe roadway system. Future road improvements are generally based on current road conditions with the intent to keep all roadways intact and usable. Future roadway improvements need to be flexible because of the possibility of unforeseen emergencies or disasters that may arise from year to year. The Town of Lincoln has developed a schedule of proposed road improvements over the next few years (Table 3.2).

Table 3.2: Proposed Road Improvements

Proposed Road Improvement	Year
Pave Helsene Road - Done	2023
Shoulder Helsene Road	2023
Crack seal Perida Road	2023
Spray Patch Icehouse Bridge Road	2023
Icehouse Bridge Road 1 mile north of County Road D	2023
Crack seal and chip seal Fairgrounds Road	2024
Grind and gravel Black Brook Road 1.7 miles	2025
Pave Black Brook Road 1.7 miles	2026

Source: Town of Lincoln

3.8 METHODS OF TRANSPORTATION

Air Transportation

There are no airports in the Town of Lincoln and six airports in Burnett County. Two are publicly owned, while the other four are privately owned. No scheduled passenger flights are available in Burnett County. The nearest airports providing regular scheduled passenger flights to domestic and international destinations are in Duluth, Minnesota and Minneapolis-St. Paul, Minnesota.

The Burnett County Airport is located north of Siren and is operated by Burnett County; and the Grantsburg Municipal Airport is located northeast of Grantsburg and is operated by the Village of Grantsburg.

Pedestrian Facilities

There are no designated pedestrian facilities in the Town of Lincoln. Most roadways have minimal shoulder areas, speed limits are greater than 45 miles per hour unless posted otherwise, and some are gravel roads, which at times can cause dusty conditions. These conditions hamper safe pedestrian travel opportunities. Moreover, given the low-density development pattern, lack of commercial or industrial development, and the limited employment opportunities in the Town of Lincoln, walking to places of work, shopping, or entertainment is not realistic for most residents.

The Wisconsin Active Transportation Plan 2050 is a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. The plan evaluates active transportation opportunities and needs, resulting in policies and actions that will align Connect 2050, Wisconsin's statewide long-range transportation plan. No specific recommendations to the Town of Lincoln exist.

Bicycling Facilities

Bicycling is limited to undesignated bicycle routes on the state, county, and town roads.

The Wisconsin Active Transportation Plan 2050 is a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. The plan evaluates active transportation opportunities and needs, resulting in policies and actions that will align Connect 2050, Wisconsin's statewide long-range transportation plan. No specific recommendations to the Town of Lincoln exist.

The Wisconsin Department of Transportation's county bike maps provide a bicycling conditions assessment on select roadways in Wisconsin. The Burnett County map can be found here: wisconsindot.gov/pages/travel/bike/bike-maps/county.aspx

Railroads and Ports

There are no rail or port services available within the Town of Lincoln. The closest rail and commercial port services are located in the City of Superior, Douglas County. There are currently no plans for railway expansion into the Town.

Transit

Currently, no bus service exists within the Town of Lincoln. The closest access to bus transportation is available by Greyhound Bus Lines in Duluth, Minnesota, or Eau Claire, Wisconsin.

Burnett County and the Town of Lincoln are served by the Aging & Disability Resource Center (ADRC) of Northwest Wisconsin. The ADRC provides volunteer services to meet the transportation needs of elderly and disabled residents.

Trucking

The local road network and its connections to the county and state highway system provide adequate trucking access for sending and delivering products in and through the Town. In the spring, the Town of Lincoln imposes weight restrictions on town roads due to the instability caused by frost and to prevent road damage. Concerns have been raised by citizens and committee members regarding the damage done to forest access roads by logging trucks working in forested areas of the Town.

Burnett County implemented a grant program for towns with roads used to haul timber from the county forest. The Town of Lincoln received financial assistance from this program in 2015 to repair Lincoln Road.

Trails

Throughout the county, there are many miles of multi-use trails maintained by Burnett County and local trail associations.

Neighborhood Designs and Mobility

Due to the Town of Lincoln being primarily rural in nature, the ability to functionally provide a full range of transportation choices to its residents has limitations. However, it is the desire of the Town that when possible and financially feasible, alternative transportation modes be investigated and developed into new neighborhood designs. A number of the objectives and action statements made by the Town support the overall development of a multi-modal transportation system. Due to the rural nature of the Town, full implementation of a town-wide pedestrian/trail system may be difficult. Little development is anticipated in the Town over the next two decades; however, designs targeted to better pedestrian movement may be created and/or adapted should expanded development occur. There are currently no highly developed areas in the Town.

Transportation costs to a developer for minimum road standards can have an impact on total project development costs. The total cost saving can be significant to the developer when considering transportation access to a development, and in turn, can reduce for the Town the total mileage required to maintain when designated as a town road. In the future, as commercial development may occur, the placement of frontage roads with limited access to local, county, and state roadways will minimize traffic congestion and have the potential to increase safety.

3.9 OTHER TRANSPORTATION PLANS AND PROGRAMS

Several state and regional organizations develop plans and programs for the management and systematic update of transportation facilities that may include the Town of Lincoln. Based on a review of these plans and programs, no land use conflicts or policy differences were identified. A listing of these plans and programs is provided below. No regional transportation plan has been developed.

Burnett County Road Improvement Plan

The Burnett County Highway Department has a road construction schedule in place for scheduled county road improvements for the next seven years. Portions of County Highways FF, D, and N are located in the Town of Lincoln.

Connect 2050

Connect 2050 is a statewide, multi-modal, long-range transportation plan that will facilitate decision-making for improvements to and investments in all types of transportation, including

cars, roads, transit, biking, walking, rail, aviation, and water transport throughout Wisconsin through 2050.

Active Transportation Plan 2050

The Active Transportation Plan 2050 is a statewide long-range plan focused on human-powered transportation, such as bicycling and walking. This plan evaluates active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050.

Elderly and Disabled Transportation

Section 5310, Wisconsin State Statute - Elderly and Disabled Transportation Program provides for capital assistance to be used in serving the special transportation needs of elderly persons and persons with disabilities for whom public transportation services are unavailable, insufficient, or inappropriate. The grants available through this program cover up to 80% of the cost of purchasing vehicles that will be used in specialized transportation service for elderly and/or disabled persons.

3.10 TRANSPORTATION GOALS, OBJECTIVES, AND ACTIONS

A set of recommended transportation goals, objectives, and actions has been developed for the Town of Lincoln. Implementation of the identified actions will allow the Town to achieve the identified objectives and the overall goal of ensuring a well-maintained and safe transportation system for the Town.

Due to the rural character of the community and its low-density development pattern, the ability of persons to travel by foot, bicycle, or any mode of transportation other than by automobile, is very limited. This results in difficulties in implementing significant design standards for low-density developments. However, in development proposals where higher-density developments are proposed, a compact roadway network will assist in reducing road development costs, maintenance costs, and future reconstruction costs.

Goal: Maintain a safe and efficient multi-modal transportation system that accommodates the movement of people and goods.

Objective 1: Continue to maintain and improve the Town roadway system.

- a. *Continue to conduct PASER analysis and develop road improvement plans.*
- b. *Investigate rustic road requirements for town roads.*
- c. *Revise the Town Road Ordinance regarding driveway permitting and private roads.*

Objective 2: Request that the Town be given adequate input into decisions regarding snowmobile/ATV usage and trail development.

- a. Maintain communications with all interested parties including clubs, trail developers, and Burnett County Forest & Parks.*

Objective 3: Research road requirements for new development areas.

- a. Consider adopting road standards for new private roads.*

Objective 4: Request that the Town be given adequate input into decisions regarding hiking, biking, and cross-country ski trails.

- a. Contact appropriate agencies regarding future plans for the development of such trails.*

Objective 5: Pursue more communication with state and county agencies regarding public land issues and usage.

- a. Request that state and county agencies report to the Town when changes or future plans are developed.*

Objective 6: Support traffic regulation enforcement in the Town.

- a. Contact County Sheriff's Department to increase traffic regulation enforcement in the Town if needed.*

Map 3.1: Functional Classification

4. UTILITIES AND COMMUNITY FACILITIES

4.1 INTRODUCTION

Community facilities include buildings, lands, services, and programs that serve the public. Examples of community facilities are parks, schools, police and fire protection, healthcare facilities, solid waste and recycling facilities, and libraries. Utilities such as sewer and water, electricity, and telecommunication services are some of the common utilities found in many communities. This chapter identifies and evaluates existing utilities and community facilities serving the Town. Understanding the location, use, and capacity of community facilities and utilities is an important consideration when planning for the future.

Throughout the Town, Burnett County and private companies provide many of the services available to local residents. Therefore, included in the chapter is information about utilities and community facilities provided by the Town, Burnett County, and private providers. Map 4.1 illustrates Town community facilities and Map 4.2 illustrates Town utilities.

4.2 UTILITIES

Sewer and Water Services

The Town of Lincoln does not provide municipal sewer and water services. All residents receive their water via private wells that are owned and maintained by the property owner. There is no existing plan to develop a public water system. It is important that the Town's water resources and aquifers be protected from contamination as individual home and business owners utilize this valuable natural resource.

Burnett County Zoning regulates the siting, design, installation, and inspection of private onsite sewage systems (POWTS). The disposal of domestic wastewater in the Town of Lincoln is handled through the use of individual onsite septic systems, which gradually discharge the wastewater to underground drainage fields. Over the 20-year planning period, it is not anticipated that the Town will develop a municipal water or sewer system.

Stormwater Management

The Town of Lincoln does not have a stormwater management plan in place and there are no plans to have a storm sewer system. However, over the 20-year planning period, the potential for additional runoff resulting from development may negatively impact local water resources as sediment and nutrient delivery increases due to runoff. Managing stormwater to increase infiltration and reduce or eliminate direct delivery to surface waters is one of the most important steps that can be taken to protect surface water quality in the future. Over the next 20 years, stormwater management may become an issue if increased development occurs. The Town of Lincoln must work cooperatively with the Wisconsin Department of Natural Resources and Burnett County to mitigate the adverse impacts of stormwater runoff and ensure that environmental resources are adequately protected.

Power Plants, Substations, and Transmission Lines

There are no power plants, substations, or transmission lines located in the Town. The Public Service Commission (PSC) is the branch of the State of Wisconsin with the overall responsibility of regulating electric utilities. It is not likely that the Town of Lincoln will engage in the development of power plants, substations, or transmission lines over the next 20 years.

Electricity and Natural Gas

Northwestern Wisconsin Electric Company and Polk Burnett Electric Company provide electricity to the Town's residences and businesses. There is no natural gas availability in the Town of Lincoln at this time. In the next 20 years, it is not expected the Town will engage in the development of utilities such as electricity or gas. However, it is expected the Town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

Communication Services

Brightspeed serves the Town of Lincoln for local telephone communications. Multiple companies are available to provide long-distance and internet services.

Access to wireless communication facilities is becoming more and more important as technology advances and demand for such services increases. Particularly in rural areas, it is likely that towers will follow.

In the Town of Lincoln there is a wireless communication tower located at 25524 Tower Road, one tower located at 9643 County Road D, and one tower located on Karlsborg Hill, currently used by the Burnett County Highway Department and Public Television.

Over the 20-year planning period, it is not expected the Town will engage in the development of communication facilities. It is expected the Town will actively participate in discussions and planning with local communication providers and Burnett County to ensure that area residents have access to the latest technology, and any future installation of these facilities is done in the best interest of the Town.

4.3 FACILITIES**Solid Waste and Recycling Facilities**

Prior to 1969, solid waste management in Burnett County consisted primarily of individuals hauling to unsupervised open municipal landfills. Since that time, state and federal laws have become more restrictive and nonhazardous household waste is land-filled only in licensed facilities.

Curbside collection of garbage and recyclables is available to all town residents through private companies. Residents can also haul their garbage and recyclables to the Midtown Transfer Station located on Midtown Road in Siren.

Law Enforcement

The Town of Lincoln does not have its own law enforcement department. The Burnett County Sheriff's Department serves as the Town's primary law enforcement agency. The department's administrative functions and jail facility are part of the Burnett County Government Center, located at 7410 County Road K, Siren.

Over the next 20 years, it is not likely the Town of Lincoln will develop a law enforcement department. Coordination and cooperation between the Town of Lincoln and the Burnett County Sheriff's Department regarding local crime must continue to be monitored in an effort to address local concerns regarding public health, safety, and welfare.

Fire and Rescue

The Town of Lincoln contracts with the Webster Fire Department for fire and rescue services.

North Memorial Ambulance provides emergency service care in Burnett County with ambulances stationed in A&H (Town of Scott), Grantsburg, Webster, and Spooner, as well as a helicopter stationed at the Burnett County Airport. Burnett County also has a network of first responders who can be sent to accidents or emergency situations to provide assistance while ambulances are enroute.

Cemeteries

Two cemeteries, Karlsborg and Perida, are located within the Town of Lincoln.

Over the 20-year planning horizon, it is not expected the Town will engage in the development of a cemetery. A priority will be placed on continued maintenance of Town's existing cemeteries.

Healthcare Facilities

Residents of the Town of Lincoln can receive full medical services at Burnett Medical Center, located at 257 W. St. George Avenue in the Village of Grantsburg. Burnett Medical Center is a rural medical center offering inpatient, outpatient, emergency, visiting specialty, and long-term care services. The core services include emergency care, transport by helicopter to the Twin Cities area, radiology, physical therapy, lab work, hospice care, nursing home, and swing bed services. The Burnett Medical Center also includes a family practice clinic attached to the hospital, which offers numerous services. Ingalls Clinic, a family practice clinic that is part of St. Croix Regional Medical Center, is located in the Village of Webster. This clinic provides close access for the general healthcare needs of Town of Lincoln residents. Over the 20-year planning period it is not anticipated the Town will develop medical or healthcare facilities.

Childcare Services

The Burnett County Health and Human Services Department maintains a list of certified and licensed daycare providers in the county. There are presently no daycare businesses located in the Town of Lincoln.

Libraries

There are no libraries in the Town of Lincoln. Residents may utilize the services provided by the Larsen Family Public Library, located at 7401 Main Street West, in the Village of Webster.

Schools

The Grantsburg School District includes Grantsburg Elementary, Middle, and High School, as well as Nelson Elementary, and iForward. Enrollment in the district for the 2022-23 school year was 1,759 students.

The Siren School District includes Siren Elementary School and High School. Enrollment in the district for the 2022-23 school year was 414 students.

The Webster School District includes Webster Elementary School, Middle School, and High School. Enrollment in the district for the 2022-23 school year was 646 students.

Northwoods Technical College serves the northwest region of Wisconsin. The college offers career-focused degree and certificate programs, customized training for businesses and a wide array of personal and career enrichment courses. Campuses are located in Ashland, New Richmond, Rice Lake, and Superior. Outreach Centers are located in Hayward, Ladysmith, and Balsam Lake. A Health Education Center is located in Shell Lake.

Nearby University of Wisconsin System schools include the University of Wisconsin-Superior, Stout, Eau Claire, and River Falls. In addition, there is a two-year UW-Madison Extension School located in Barron County.

Other advanced education opportunities include Pine Technical College in Pine City, Minnesota; as well as numerous other options in the Minneapolis/St. Paul area.

Lincoln Town Hall

The Lincoln Town Hall is located on Perida Road. Continued maintenance of, and possible improvements to, the town hall and shop will be necessary over the 20-year planning horizon.

Parks and Wildlife Areas

The Town of Lincoln does not operate or maintain any park and recreation areas. The majority of the land owned in the Town is under county or state ownership. This ownership level provides many recreational opportunities from motorized to silent sport activities. Over the next 20 years, the Town does not plan on developing any park or recreation areas.

4.4 UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND ACTIONS

Goal: Support facilities and services that contribute to the well-being of the Town.

- Objective 1: Provide input into the location of cell towers and power lines.
- Objective 2: Research feasibility of recommending all power lines to be installed underground.
- a. *Contact utilities regarding underground line technologies.*
- Objective 3: Investigate future gas and water line development as they become available.
- a. *Contact gas or water line development companies for future plans.*
- Objective 4: Maintain and improve Town cemeteries.
- a. *Maintain a Cemetery Committee to oversee maintenance and improvements.*
 - b. *Continue to maintain and improve Karlsborg and Perida cemeteries.*
- Objective 5: Research town hall and garage maintenance and improvements.
- a. *Investigate repairs or upgrades to town hall plumbing.*
 - b. *Continue to make improvements and repairs to town facilities as needed.*

Map 4.1: Community Facilities

Map 4.2: Utilities

5. NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES

5.1 INTRODUCTION

This chapter will examine and inventory the various natural, agricultural, and cultural resources in the Town of Lincoln. It is important for citizens and elected officials to know what and where these resources are, as well as how they are impacted by certain development activities. This knowledge helps find a balance between natural and developed settings to allow planned development while keeping the desired rural character of the area.

The natural resource base of the Town of Lincoln is directly interconnected to land use. The Town's natural resource base impacts activities such as farming and forestry, as the quality and quantity of natural resources directly influences the productivity and sustainability of land use activities. Residential development is greatly influenced by the presence of natural attributes such as woodlands, lakes, rivers, and wildlife, which attract both residents and visitors to the community. Furthermore, the community economy is linked to revenues generated through tourist expenditures and agricultural productivity, both of which rely on the continued viability of the community natural resource base.

Due to the interconnectedness of land use and community natural resources and the role natural resources play in defining community character, it is important that community planning emphasize resource sustainability and protection of sensitive environmental features.

The maintenance of resource quality in the future is directly related to land use. Impacts to air, water, land, and wildlife are generated by every land use activity; and the cumulative effects of these activities have the potential to cause environmental problems.

5.2 DESCRIPTION OF PLANNING AREA

The Town of Lincoln lies in the west central portion of Burnett County. The Town has a large amount of county and state lands. The Clam River also runs through the Town of Lincoln.

The total land area of the Town is approximately 35 square miles and is bordered by the Town of Union to the north; the Town of Meenon to the east; the Town of Daniels to the south; and the Town of West Marshland to the west. County Roads D and FF run through the Town.

5.3 TOPOGRAPHY

The topography of the Town is primarily flat, with areas of rolling hills in the southern portion of the Town, and steeper banks along the Clam River. Town elevation and slopes are shown in Maps 5.1 and 5.2.

5.4 SOILS

Soils in the Town of Lincoln are sandy throughout most of the Town, however, better soils for agriculture can be found in the southwest corner of the Town, along Icehouse Bridge Road and County Road D. Portions of this corner of the Town are considered prime farmland. Map 5.3 shows soil types in the Town of Lincoln, and Map 5.8 shows Prime Farmland.

5.5 ECOLOGICAL LANDSCAPE

The Town of Lincoln is located within the Northwest Sands Ecological Landscape, as defined by the Wisconsin Department of Natural Resources. This ecological landscape covers portions of Polk, Burnett, Washburn, Douglas, and Bayfield Counties. Sandy soils, pine and oak barrens, open wetlands, seepage lakes, and fire proneness characterize the area. There are many ecological management opportunities in the area, including large-scale restoration of oak-pine barrens and wetlands (bogs, sedge meadows, and marshes), as well as white and red pine restoration. Restoring pine barrens would benefit many different types of species, including rare butterflies and moths, as well as reptiles, plants, and birds.

This landscape type is ecologically important for a number of reasons. Many rare communities occur in this region, such as pine barrens (which support many prairie-type flora and fauna), large sedge meadows, and kettle lakes. Currently, many of these areas are being managed with the exclusion of fire, even though in pre-settlement times, this landscape was extremely fire dependent. Within these unique ecological communities, many species of plants and animals are of concern, including the Karner Blue butterfly, smooth green snake, Franklin's ground squirrel, prairie skinks, trumpeter swan, Blanding's turtle, sedge wren, and Kirtland's warbler.

For more information on the Northwest Sands or other ecological landscapes, please refer to the Wisconsin Department of Natural Resources *Ecological Landscapes of Wisconsin or the Northwest Sands Landscape Level Management Plan*.

5.6 LAND COVER

Land cover represents the physical or biophysical layout of the earth's surface. This description enables various biophysical categories to be distinguished, such as areas of vegetation (trees, bushes, fields, lawns), bare soil, hard surfaces (rocks, buildings), wetlands, and bodies of water. The following information was derived from the state's Wiscland 2.0 coverage. This coverage was completed in 2016 by the University of Wisconsin-Madison and the Wisconsin Department of Natural Resources. The coverage is based on satellite imagery and other ancillary topographic, soils, and hydrologic data. Table 5.1 above shows approximate land cover acreages in the Town of Lincoln based on this data, and Map 5.4 provides a visual depiction of land cover for the Town.

Table 5.1: Land Cover

Land Cover	Acres	% of Total Acres
Agriculture	69.1	0.3%
Agriculture: corn	23.9	0.1%
Agriculture: forage crops	13.3	0.1%
Barren	39.4	0.2%
Forest: aspen	625.2	2.8%
Forest: jack pine	1,260.1	5.6%
Forest: maple	1.6	0.0%
Forest: mixed deciduous/coniferous	1,121.2	5.0%
Forest: mixed/other broad-leaved deciduous	4,675.8	20.8%
Forest: mixed/other coniferous	301.3	1.3%
Forest: northern pin oak	899.1	4.0%
Forest: oak	228.4	1.0%
Forest: red oak	150.5	0.7%
Forest: red pine	1,009.3	4.5%
Forested Wetland: broad-leaved deciduous	1,887.9	8.4%
Forested Wetland: coniferous	261.1	1.2%
Forested Wetland: mixed deciduous/coniferous	288.1	1.3%
Grassland	3,011.4	13.4%
Open Water	187.4	0.8%
Shrubland	2,027.7	9.0%
Wetland: emergent/wet meadow	1,660.2	7.4%
Wetland: lowland shrub	24.3	0.1%
Wetland: lowland shrub: broad-leaved deciduous	2,630.9	11.7%
Wetland: lowland shrub: broad-leaved evergreen	3.8	0.0%
Wetland: lowland shrub: needle-leaved	114.0	0.5%
Total	22,514.9	100.0%

Source: Wisland 2.0

5.7 WATER RESOURCES

Wetlands

Wetlands are defined as an area where water is at, near, or above the land surface long enough to support aquatic or hydrophilic vegetation and has soils indicative of wet conditions.

Wetlands serve as important areas for groundwater recharge, as well as habitat for many unique plant and animal communities. They also provide natural open space and maintain ground and surface water quality. Burnett County has 122,194 acres of wetlands, equaling 23% of the total land area. Within the Town, there are approximately 4,940 acres of wetlands, covering 22% of the Town. Map 5.5 shows wetlands in the Town.

The United States Army Corps of Engineers, the Wisconsin Department of Natural Resources, and local zoning codes regulate wetlands. Section 404 of the Clean Water Act established a program to regulate the discharge of dredged and fill material into waters of the state, including wetlands, and is the primary federal regulatory program for wetlands.

The Shoreland/Wetland Zoning Ordinance adopted by Burnett County regulates the use or alterations of wetlands in the county and in the Town of Lincoln. The regulations contained within this document apply to all lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage and those lands within 300 feet of the ordinary high-water mark of any navigable river or stream.

Floodplains

Floodplains are important and valuable natural resources. They provide wildlife habitat, stormwater retention, and serve as groundwater recharge areas. Development in these areas may lead to higher construction costs, storm damage repairs, and environmental degradation. Additional costs and maintenance can include flood-proofing, increased flood insurance premiums, and water-related repairs to roads, water mains, sewers, and other public facilities. Due to these limitations, the state requires that cities, villages, and towns develop a floodplain/shoreland zoning ordinance. Development in floodplains may be allowed, but certain design standards and increased setbacks may also be required. The floodplain is normally defined as those areas that are subject to inundation by the 100-year recurrence interval flood event. This means that in any year, there is a one percent chance that the area will flood. High-density development in floodplain areas should be discouraged, and parks and open spaces encouraged. Map 5.6 identifies floodplains in the Town of Lincoln.

Watersheds

The Wisconsin Department of Natural Resources defines watersheds as areas of an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. The Town of Lincoln falls within three different watersheds, the Yellow Lake/Yellow River watershed, the Clam River watershed, and the Wood River watershed. These watersheds are shown in Map 5.7.

Surface Waters

Surface waters are important for aesthetic, environmental, and economic reasons. They provide habitat, food, and corridors for many plant, animal, bird, and fish species, and help create the distinct and valuable habitats that exist in the town and county. Many people are also drawn to water for various recreational opportunities. Surface waters in the Town are shown on Map 5.6.

Streams

There are two types of streams, perennial and intermittent. Perennial streams are those that flow throughout most of the year (> 50%). Intermittent streams only flow part of the year, usually during the spring snowmelt and after heavy rainfalls. These intermittent streams are important to protect because they channel runoff into perennial streams and lakes and may become part of the aquatic ecosystem when water flows in them.

There are two perennial streams located in the Town of Lincoln. The Clam River winds through the northern half of the Town, and Black Brook flows into the Clam River. There are also several unnamed intermittent streams in the Town.

Groundwater

Groundwater is important as it provides the household water source to all residents in the Town and provides water recharge to many lakes, streams, and wetlands. Primary sources of groundwater pollution in Wisconsin are agricultural activities, municipal landfills, leaky underground storage tanks, and spills. Other possible contamination sources may be septic tanks and land applications of wastewater. Rarely do natural pollutants affect groundwater quality. If groundwater is contaminated, it can take years and large monetary expenses to clean up.

Groundwater contamination susceptibility results from a number of factors. Geologic and soil conditions combine to determine how sensitive groundwater is to contamination. The area in and around the Town varies in susceptibility to groundwater contamination.

5.8 WILDLIFE

The abundance of large tracts of contiguous lands in the Town creates prime habitat for various plant and animal species. Portions of two state wildlife areas are located in the western part of the Town. Crex Meadows Wildlife Area, which encompasses 30,000 acres, is managed for the following habitat types: pine-oak barrens, northern sedge meadows and marshes, and emergent marsh/wild rice. Wetland management practices are performed to increase waterfowl production in the area. Amsterdam Sloughs Wildlife Area is 7,233 acres in size and is primarily managed for wetlands and brush-prairie habitat types, with some forested areas as well.

Some species in the Town of Lincoln are rare, threatened, or endangered. The Wisconsin Department of Natural Resources Bureau of Endangered Resources is the department that

monitors and identifies these species of concern. The Wisconsin Natural Heritage Inventory is used to track these species because it is part of an international network of Heritage programs. This network is preferable because it uses a standard methodology for collecting, processing, and managing data occurrences of biological diversity. Because of the mobility of many of these species, they can be found in different parts of the country at different times, and absence of the species on the list does not infer absence of presence in the area. Not all areas are inventoried because of private lands or lack of resources. The general location for threatened and endangered species is not specifically revealed due to the potential impact to resources.

5.9 NATURAL AREAS AND OPEN SPACE

There is an abundance of opportunities to view and experience natural areas within the Town. The state and county own large tracts of land that encompass a large portion of the Town. Collectively, these areas provide environmental corridors for wildlife to travel throughout the county as well as permanent habitat to create the diverse ecosystems present in the Town and surrounding area. Public lands in the Town of Lincoln are shown on Map 8.2.

Amsterdam Sloughs Wildlife Area

The Wisconsin Department of Natural Resources is responsible for the management of the Amsterdam Sloughs Wildlife Area, a large portion of which is located in the Town of Lincoln. Acquisition for Amsterdam Sloughs began in 1956, with the primary objective being the restoration of pre-settlement vegetation and the wildlife associated with it. Development of the wildlife area began in 1968, with the construction of a dike to create the 500-acre Black Brook Flowage, located in the Town of Lincoln. The flowage provides excellent habitat for waterfowl, as well as numerous other species.

Crex Meadows Wildlife Area

The Wisconsin Department of Natural Resources is also responsible for the management of the Crex Meadows Wildlife Area, a portion of which is located in the Town of Lincoln. This area provides significant habitat for both plant and animal species. It is made up of a combination of wetlands, brush prairies, and forests over a gently rolling landscape. Except for the 2,400-acre refuge, the entire area is open to hunting and trapping, providing excellent hunting opportunities for deer, bear, waterfowl, and a variety of small game.

Burnett County Forest Land

The Burnett County Forest was established in 1932 and covers more than 111,000 acres. Primary habitat includes mixed forest with aspen, pine, oak, birch, and other sandy soil species. The forest gives public access to many of the county's pristine water features, including the St. Croix, Namekagon, Totogatic, Yellow, and Clam Rivers. Many miles of trails offer opportunities for snowmobiling, hiking, biking, skiing, and ATVs/UTVs, and horseback riding. Permits/licenses are required for hunting, fishing, and trapping, and for the collection of plants, firewood, Christmas trees, and other forest products. Berries, mushrooms, edible fruits, and seeds may be gathered for personal use without a permit.

5.10 METALLIC AND NONMETALLIC MINING

Mining in Wisconsin has occurred since settlement. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural resources. There are no metallic mining operations in the Town.

Nonmetallic mining substances may include stone, sand, gravel, beryl, clay, coal, feldspar, peat, talc, and topsoil. There are two nonmetallic mining sites (gravel) presently operating in the Town at this time (located on Icehouse Bridge Road and County Road D). Any new mines need to have a permit granted by the Wisconsin Department of Natural Resources and are subject to the rules and regulations of NR 135.

5.11 AGRICULTURAL USES AND TRENDS

The Natural Resource Conservation Service (NRCS) has developed a list of Official Prime Farmlands. The NRCS has defined prime agricultural lands as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. The land must also be available for these uses (cropland, pastureland, forestland, or other land but not water or urban built-up land).” These lands have the soil quality, growing season, and moisture content that can maintain high yields of crops when treated and or managed. The following lists some general characteristics of prime farmland in Wisconsin:

- Has an adequate and dependable water supply from precipitation or irrigation
- Has a favorable temperature and growing season
- Has acceptable acidity or alkalinity
- Has few or no rocks
- Is permeable to air and water
- Is not excessively erodible
- Is not saturated with water for long periods of time
- Does not flood frequently, or is protected from flooding

These soils do not include unique farmland, which is land other than prime farmland that is used for production of specific food crops. These soils have unique conditions, growing season, and moisture content that are specific to one type of crop. In Wisconsin, this could include soils used for cranberry production that are too wet for other crops or soils used for orchards that may be too steep or erodible to qualify as prime farmland.

Another way to examine productive agriculture lands is to consider the land capability class. This classification scheme breaks up land into eight general classes, labeled I-VIII. Lands classified as I or II are “most productive,” classes III and IV are “productive” and classes V-VIII are non-productive lands. The first four classes are suitable for cultivation, where the last four are limited to grazing, pasture, or woodlands.

The southwest portion of the Town is the primary area for continued agricultural activity. Prime farmland is shown on Map 5.8.

5.12 HISTORIC AND CULTURAL RESOURCES

It is important to identify and discuss historic and cultural resources, as they give a valuable link to the past. This section will touch on three cultural categories: architecture, archaeology, and burial sites.

Architecture

The Wisconsin Architecture & History Inventory (AHI) maintained by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin’s unique history (Table 5.2). This is not a comprehensive list, as it was developed from a variety of sources. As some properties may have been altered or no longer exist, not all buildings may be eligible for listing on the state or national registry.

Table 5.2: Historic Buildings

Town, Range, Section	Location	Name
3917W-01	County Highway FF	Martin Anderson Farmhouse
3917W-03	Perida Rd	Perida School
3917W-03	Town Rd off County Highway FF	Barn
3917W-14	Black Brook Rd, NE Corner of Two Town Rds	Black Brook School
3917W-21	Icehouse Bridge Rd	Peter Gustafson House
3917W-27	County Highway D at Karlsborg Community	Johanes Johnson Homestead
3917W-27	County Highway D	Karlsborg School*
3917W-28	Icehouse Bridge Rd	House

Source: Wisconsin Historical Society *Karlsborg School was moved to Fort Folle-Avoine Historical Park in 2000

Archeology

It is estimated that nearly 80%of the archaeological sites that once existed in the state have been destroyed or severely damaged, primarily by modern land practices such as development and farming. Looting has also damaged many sites. Archaeological sites may include cemeteries, Native American burial mounds and campsites, pictographs, and shipwrecks. The Wisconsin State Historical Society keeps a list of all known archaeological sites in the state. Due to the sensitive nature of these sites, the exact locations may not be available.

Burial Sites

In Burnett County, the rich Native American heritage and history provides the possibility for many archaeological sites in the area. There are two known cemeteries in the Town of Lincoln: Karlsborg and Perida Cemeteries. All burial sites are protected under state statutes that apply to both public and private lands. Before any major developments, it is suggested that a site analysis be done to ensure a site is not damaged. If a site is found on private land, state tax exemptions may be available to the landowner. For more information on archaeological sites, contact the Wisconsin State Historical Society.

5.13 NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES PROGRAMS

The Town of Lincoln may use the following list of natural resource, cultural, and historic protection programs in the implementation of this comprehensive plan. This list is not comprehensive; and many other local, state, and federal programs also exist.

Natural and Agricultural Resources Programs

Burnett County Shoreline Incentives Program

The Burnett County Shoreline Incentives Program provides technical assistance and cost sharing for shoreline restoration, property tax and other incentives for preserving native shoreline buffers, and outreach to promote native shorelines.

Wisconsin Forest Landowner Grant Program (WFLGP)

This is a state program administered by the Wisconsin Department of Natural Resources. Cost shares up to 65% are available for:

- Development of management plan
- Tree planting (site prep, planting stock, planting, etc.)
- Timber stand improvement
- Fencing

Managed Forest Law (MFL)

The MFL is a state program administered by the WDNR. It provides the landowner with a significant property tax reduction. The actual property tax paid will depend upon whether the land is open or closed to the public. Upon harvest, a stumpage tax must be paid to the state, based on the average stumpage price. The program is targeted towards:

- Development of management plan
- Tree planting (site prep, planting stock, planting, etc.)
- Timber stand improvement

Conservation Reserve Program (CRP)

This federal program, administered by Farm Service Agency (FSA) and Natural Resources and Conservation Service (NRCS) with WDNR input, provides annual payments and up to 50% cost share for:

- Development of management plan
- Tree planting (site prep, planting stock, planting, etc.)

CRP is currently focused on wildlife enhancement and does not allow solid plantations of SRIC poplars. The state of Wisconsin currently does not allow hybrid poplar to be planted under any CRP contract because it is not native to the area. However, pure cottonwoods are acceptable. Allowable species vary with each state. Please consult your local NRCS and/or FSA office for details.

Forestry Incentives Program (FIP)

This federal program, administered by NRCS with WDNR inputs, provides up to 65% cost share for:

- Development of management plan
- Tree planting (site prep, planting stock, planting, etc.)

Stewardship Incentives Program (SIP)

This federal program, administered by the WDNR and Farm Service Agency (FSA), provides up to 65% cost share for:

- Development of management plan
- Tree planting (site prep, planting stock, planting, etc.)
- Timber stand improvement
- Fencing

Runoff Management Programs

The WDNR administers two grant programs to support both the implementation of source-area controls to prevent runoff contamination and the installation of treatment systems to remove pollutants from runoff. The Targeted Runoff Management Program (TRM) provides a 70% cost share, up to \$150,000 to target high-priority resource problems.

- Construction of urban and rural BMPs
- Two-year grant period
- Site-specific

Wildlife Habitat Incentives Program (WHIP)

This federal program, administered by NRCS with WDNR input, provides up to 75% cost share for:

- Wildlife practices and plantings
- Wetland restoration
- Farmstead shelterbelts
- Grazing systems

Environmental Quality Incentives Program (EQIP)

This federal program, administered by NRCS with WDNR, inputs and provides up to 75% cost share for:

- Priority areas
- Tree planting for erosion control, agricultural waste management, stream buffers, ecosystem management, etc.

Cultural and Historic Resource Protection Programs**Wisconsin Historic Preservation Fund Subgrants (Tax Credits)**

The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers Historic Preservation Fund (HPF) subgrants. These grants are in the form of income tax credits for income-producing historic buildings, historic homes, and archaeological sites. These credits are available to all local units of government and to non-profit organizations.

Wisconsin Humanities Council Historic Preservation Grants

The Wisconsin Humanities Council offers grants of up to \$10,000 for projects that enhance appreciation of the need for historic preservation and/or increase public awareness of the importance of particular historic buildings or decorative art works in Wisconsin. Preference is given to small towns and rural communities with populations under 30,000.

National Trust for Historic Preservation/Jeffris Preservation Services Fund (PFS)

This fund was established in 1998 by a gift from the Jeffris Family Foundation to the National Trust. The PSF provides funding to small towns to use in the planning stages of historic preservation projects. Eligible expenses include costs for professional consultants and educational activities. A dollar-for-dollar match is required for these grants.

5.14 NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, AND ACTIONS

A set of recommended goals, objectives, and action steps has been developed to assist the Town in the conservation and promotion of effective management of the local natural, agricultural, and cultural resources. These resources are very important to the Town of Lincoln.

Significant data and information are available from federal, state, local, and tribal sources pertaining to the importance of local natural, agricultural, and cultural resources. Throughout this comprehensive plan, information was used to assist in developing goals, objectives, actions, policies, and programs in an effort to be consistent with planning principles and in protecting economically productive areas, where applicable.

Goal: Conserve, protect, manage, and enhance the Town’s natural, cultural, and agricultural resources.

- Objective 1: Encourage protection of the Town’s waterways and wetlands.
 - a. Maintain vigilance of federal, state, and county regulations.*
- Objective 2: Ensure groundwater protection.
 - a. Support Burnett County Zoning in the requirement that all installed septic systems meet state and county standards.*
- Objective 3: Control surface water runoff to the Town’s waterways.
 - a. Monitor the use of fertilizers and pesticides.*
 - b. Research the need for stormwater control as development occurs.*
- Objective 4: Provide input into disposition of public forestlands within the Town.
 - a. Ask the appropriate agencies to notify the Town if changes in the management of such lands occur.*
- Objective 5: Preserve historic buildings.
- Objective 6: Maintain and protect scenic areas within the Town.
- Objective 7: Promote the preservation of productive farmlands where possible.

Map 5.1: Elevation

Map 5.2: Slope

Map 5.3: Soils Associations

Map 5.4: Land Cover

Map 5.5: Wetlands

Map 5.6: Surface Waters & Floodplain

Map 5.7: Watersheds

Map 5.8: Prime Farmland

6. ECONOMIC DEVELOPMENT

6.1 INTRODUCTION

The ability of a community to attract new and innovative businesses, industries, and workers is a key element for the community’s economic survival. Providing a good climate for business development enhances the community’s overall wellbeing both in financial terms as well as in morale and civic pride. Numerous factors contribute to the economic development of a community, many of which extend far beyond the community’s boundaries. Therefore, in addition to the specific data on the Town of Lincoln, this chapter will also include information on Burnett County, the State of Wisconsin, and the nation.

Several characteristics of the population, labor force, and the economic base of the Town play major roles in its economic development and will be discussed in this chapter. Additionally, the strengths and weaknesses of the Town, with respect to attracting and retaining businesses, will be explored along with an inventory of the existing businesses. Finally, federal, state, regional, and county economic development programs and organizations will be reviewed.

6.2 LABOR FORCE

The labor force participation rate is the number of residents who are either working or looking for work divided by the total population over 16 years of age. According to the American Community Survey 5-Year Estimates 2016-2021, the labor force participation rate in the Town of Lincoln was 64.2%. Table 6.1 gives an overview of labor force participation rate by age in the Town of Lincoln. According to the American Community Survey, the Town’s estimated median age (48.0 years) is considerably higher than the state (39.6 years) and the county (38.4 years) median age. An increasing aging labor force, a low birth rate, and the loss of younger workforce members will have dire consequences on the future labor supply of the county and, therefore, will have an effect on not only the county but the Town’s economy.

Table 6.1: Labor Force Participation Rate

Age	Year
16 to 19 Years	-
20 to 24 Years	100.0%
25 to 29 Years	100.0%
30 to 34 Years	88.9%
35 to 44 Years	88.2%
45 to 54 Years	79.5%
55 to 59 Years	42.9%
60 to 64 Years	68.2%
65 to 74 Years	22.6%
75 Years and Over	4.5%

Source: American Community Survey 5-Year Estimates 2017-2021

According to the American Community Survey 5-Year Estimates 2016-2021, 54.9% of Town residents age 16 years or older were in the labor force. One of the primary reasons for the low labor force participation rate in the Town is the large portion of the population over the age of 65. Of those in the labor force, 52.9% were employed and 1.9% were unemployed.

According to the American Community Survey 5-Year Estimates 2016-2021, 91.4% of Town residents age 25 years and over are a high school graduate or higher, with 10.9% earning a bachelor’s degree or higher. Comparatively, 92.7% of Burnett County residents and 92.9% of State of Wisconsin residents are a high school graduate or higher, while 21.5% of Burnett County residents and 31.5% of State of Wisconsin residents have earned a bachelor’s degree or higher.

Table 6.2: Educational Attainment

Educational Attainment	Town of Lincoln	Burnett County	State of Wisconsin
High School Graduate or Higher	91.4%	92.7%	92.9%
Bachelor’s Degree or Higher	10.9%	21.5%	31.5%

Source: American Community Survey 5-Year Estimates 2017-2021

Table 6.3 reports poverty rates by educational attainment for residents age 25 years and older in the Town of Lincoln, Burnett County, and the State of Wisconsin. As the table indicates, the educational level attained by individuals has a dramatic impact on poverty.

Table 6.3: Poverty Status Rate

Poverty Status Rate	Town of Lincoln	Burnett County	State of Wisconsin
Less than High School Graduate	47.4%	15.6%	22.0%
High School Graduate	14.5%	12.5%	11.0%
Some College or Associate’s Degree	4.5%	11.4%	7.6%
Bachelor’s Degree or Higher	0.0%	5.6%	3.4%

Source: American Community Survey 5-Year Estimates 2017-2021

6.3 ECONOMIC BASE

The Town of Lincoln lies in the west-central portion of Burnett County. The Town has a large amount of county and state public lands. The Clam River, which is a tributary to the St. Croix River, runs across it.

The total land area of the Town is approximately 35 square miles and is bordered by the Town of Union to the north; the Town of Meenon to the east; the Town of Daniels to the south; and the Town of West Marshland to the west. County Roads D, N, and FF run through the Town.

Employment by Industry

As indicated by Table 6.4, the top industry in the Town of Lincoln is the arts, entertainment, and recreation, and accommodation and food services industry.

This industry sector comprises establishments that are involved in producing, promoting, or participating in live performances, events, or exhibits intended for public viewing, establishments that preserve and exhibit objects and sites of historical, cultural, or educational interest, and establishments that operate facilities or provide services that enable patrons to participate in recreational activities or pursue amusement, hobby, and leisure-time interests.

Table 6.4: Employment by Industry

Industry	#	%
Arts, entertainment, and recreation, and accommodation and food services	27	19.9%
Educational services, and health care and social assistance	25	18.4%
Retail trade	15	11.0%
Manufacturing	14	10.3%
Transportation and warehousing, and utilities	12	8.8%
Construction	11	8.1%
Professional, scientific, and management, and administrative and waste management services	10	7.4%
Other services, except public administration	10	7.4%
Public administration	5	3.7%
Wholesale trade	2	1.5%
Agriculture, forestry, fishing and hunting, and mining	2	1.5%
Finance and insurance, and real estate and rental and leasing	2	1.5%
Information	1	0.7%
Total Employed Population Age 16 Years and Over	136	100.0%

Source: American Community Survey 5-Year Estimates 2017-2021

Class of Worker

Table 6.5 compares class of workers at the town, county, state, and federal level. This is a useful table to gauge the level of government and private jobs, self-employment, and entrepreneurship in the Town. As indicated below, an estimated 69.9% of Town residents are employees of a private company.

Table 6.5: Class of Workers

Class of Worker	Town of Lincoln	Burnett County	State of Wisconsin	United States
Employee of Private Company	69.9%	63.0%	69.8%	67.6%
Self-Employed in Own Incorporated Business	5.9%	4.1%	3.2%	3.8%
Private Not-For-Profit Wage and Salary	8.1%	10.1%	9.3%	8.4%
Local, State, and Federal Government	11.0%	14.0%	12.4%	14.1%
Self-Employed in Own Not Incorporated Business Workers and Unpaid Family	5.1%	8.8%	5.3%	6.1%

Source: American Community Survey 5-Year Estimates 2017-2021

Worker Commuter Patterns

Table 6.6 displays daily commute time by percent of Town workers age 16 years and over. The mean travel time to work was an estimated 34.1 minutes.

Table 6.6: Travel Time to Work

Class of Worker	%
Less than 10 minutes	8.9%
10 to 14 minutes	14.5%
15 to 19 minutes	12.9%
20 to 24 minutes	8.9%
25 to 29 minutes	16.9%
30 to 34 minutes	9.7%
35 to 44 minutes	11.3%
45 to 59 minutes	4.0%
60 or more minutes	12.9%

Source: American Community Survey 5-Year Estimates 2017-2021

6.4 ATTRACTING AND RETAINING BUSINESS AND INDUSTRY

Due to the rural nature of the Town and the lack of public facilities such as water and sewer, the Town of Lincoln does not have the public infrastructure necessary to accommodate any major commercial and industrial development.

Attracting retail, tourism and service-oriented businesses has been discussed as important business sectors to consider in the future if the Town decides to expand business attraction measures in the area. To be successful, an attractive and competitive environment will need to be provided. Entrepreneurship and small business development is necessary to create new jobs and provide stability to the local economic base.

Because of the structural changes in the economy and transition from a primarily physical-labor industrial age economy to an intellectual-labor, information age or knowledge-based economy, the development of technology-based business has become even more important to attract

high-skilled, high-paying jobs. Burnett County, as indicated in the following sections, has the necessary amenities, such as high-speed internet access, adequate power sources, and access to financing to attract knowledge-based businesses.

It is estimated that 85% of the employment in an area is generated by the existing businesses; therefore, retaining these companies is a high priority for local officials and economic development organizations. To accomplish this, the obstacles that restrict the growth of existing businesses must be removed and assistance must be given to them to help them remain competitive in a global economy.

Workforce Development

Northwood Technical College is an accredited post-secondary education institution serving Northwestern Wisconsin. It has campuses in Rice Lake, Superior, New Richmond, and Ashland, and a Health Education Center in Shell Lake. Customized training and technical assistance to business and industry is available to help the students become more competitive, increase productivity and to retain regional workers. The customized training is available at the business site or in a campus classroom setting.

Located in the City of Superior, the University of Wisconsin-Superior is a public liberal arts college offering more than 30 undergraduate majors. It provides academic programs such as accounting, teacher education, biology, and innovative programs such as legal studies, art therapy, transportation, and logistics management. In addition, its graduate studies program offers advanced degrees in teacher education, administration, counseling, visual arts, and communicating arts. For nontraditional students, UW-Superior offers options such as an extended degree program, a center for continuing education/extension, and distance learning programs.

Located in the City of Rice Lake, UW-Eau Claire-Barron County offers a two-year program resulting in an associate of arts or science degree. The school's curriculum of liberal studies and pre-professional courses prepares the student for further study or for entry or reentry into the workforce.

Additional higher educational facilities exist in the bordering State of Minnesota. The University of Minnesota-Duluth and the College of St. Scholastica offer four-year degree programs and are located in Duluth. Also located in Duluth is Lake Superior College, a two-year college that offers certificates, diplomas, and associate degree programs in career/technical fields and pre-baccalaureate majors. To the south, there are many two and four-year colleges in the Twin Cities metropolitan area.

The Northwest Wisconsin Concentrated Employment Program, Inc. (NWCEP) is a non-profit corporation whose mission is to strengthen the economy by providing effective and efficient workforce development services to businesses and workers. It administers programs to help local youth and adults gain marketable skills and find better jobs. In addition, NWCEP provides a

variety of services, including workshops, conferences and newsletters for businesses and business development. NWCEP has its main office in Ashland County with a satellite office located in Park Falls in Price County.

Business Development Assistance

There are several options available for small businesses in the Town of Lincoln seeking technical assistance. One is the Wisconsin Business Innovation Corporation (WBIC), a partner organization formed by the Northwest Regional Planning Commission (NWRPC). Although its office is located in Washburn County, its service area is the entire ten-county region of Ashland, Bayfield, Burnett, Douglas, Polk, Price, Rusk, Sawyer, Taylor, and Washburn Counties; and the five tribal nations of Bad River, Lac Courte Oreilles, Red Cliff, St. Croix, and Lac du Flambeau in the region. Since its beginning in 1996, WBIC has developed a unique array of technical, financial, and business support services for startup and expanding businesses. This work involves analyzing a firm's financial needs including preparation or review of financial projections, analyzing requirements and procedures of the various financing programs, identifying the appropriate funding sources, structuring sources and uses of funds, and the preparation of forms and documents needed in applications.

Another source for technical assistance is the University of Wisconsin-Superior Small Business Development Center (SBDC). It offers no-cost, confidential consulting and business education to new and existing businesses.

Technical assistance for small business is also available through the SCORE Association (Service Corps of Retired Executives), which is a resource partner with the U.S. Small Business Administration. There is a chapter in Douglas County that offers no-cost mentoring, resources, and education.

Access to Financing and Venture Capital

Small businesses create the largest share of new jobs but are the least able to obtain reasonable financing for job-creating expansions and start-ups. Because of the shortage of long-term financing, small businesses are frequently unable to match the term of financing with the life of the asset.

The Northwest Wisconsin Business Development Corporation (NWBDC) administers its Revolving Loan Programs in partnership with the U.S. Economic Development Administration and the U.S. Department of Agriculture. NWBDC provides low-cost gap financing for businesses seeking to either start or expand their operations in rural areas of Northwestern Wisconsin. Focus is placed on high technology businesses, manufacturing, timber, secondary wood products, and the tourism industry.

In addition to the NWBDC loan funds, the Northwest Wisconsin Regional Economic Development Fund (NWR EDF) administers its Revolving Loan Programs in partnership with local communities, Northwest Regional Planning Commission (NWRPC) and the Wisconsin Economic

Development Corporation. NWREDF provides low-cost financing for businesses seeking to either start or expand their operations in Northwest Wisconsin. Financing is available for high technology businesses, manufacturing, timber, secondary wood products, facade improvements, service businesses, and the tourism industry.

Beginning in late 2000, the Wisconsin Business Innovation Corporation (WBIC) established a community-based venture capital (equity) fund called the Wisconsin Rural Enterprise Fund, LLC (WREF). It was formed to create a capital fund that would provide self-sustaining, moderate growth through financial investments made in local rural businesses that meet the WREF criteria resulting in positive benefits for rural communities. Technology intensive businesses, which have the potential to create high-skilled, high-wage jobs in rural areas, are the targeted businesses. A typical equity investment in a business ranges from \$25,000 to \$250,000 and allows the ability to leverage other financing three to four times the amount of the equity capital. Equity investments made by the WREF require the company establish/maintain a manufacturing facility in northwest Wisconsin.

Technology intensive businesses, which have the potential to create high-skilled, high-wage jobs in rural areas, are the targeted businesses. Currently, it is the only Northwest Wisconsin community-based venture capital fund.

In a partnership with WEDC, Northwest Regional Planning Commission was named an SBA Microlender, providing business assistance and lending services in Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn Counties.

6.5 TECHNICAL AND PHYSICAL INFRASTRUCTURE

The Town of Lincoln and Burnett County have adequate transportation facilities to serve existing and future businesses. An excellent roadway system is available in the county providing easy truck freight access to businesses in the county. General cargo service is available at Duluth/Superior, Wisconsin and Minneapolis/St. Paul, Minnesota. The largest deep-draft commercial harbor is located in Superior/Duluth.

Scheduled domestic and international passenger service is available at the Duluth International Airport and Twin Cities International Airport. Two smaller municipal airports are located in the county that can accommodate corporate passenger jets. One is located in the Village of Grantsburg and one in the Town of Meenon (the Burnett County Airport).

Other physical infrastructure such as sewer, water, natural gas, electrical services, and telecommunications are available in some areas of the county but are generally less plentiful and readily available in the rural areas of the Town of Lincoln. Sewer, water, cable, and natural gas services are not presently available in the Town. Such infrastructure would logically become available in the future if population and business numbers increase. Such growth is not anticipated over the upcoming twenty-year planning horizon.

6.6 QUALITY OF LIFE

A good quality of life is becoming increasingly important to not only residents but also employers and employees alike. This is true not only in Wisconsin, but around the country. The Town of Lincoln has a premium quality of personal life, with a beautiful physical environment and quantity of water, access to a good public education system, public services, and an above-average labor force with a strong work ethic.

Natural, recreational and lifestyle amenities abound throughout the county. The opportunities for tranquility and solitude in the great outdoors are plentiful. Variables contributing to the quality of life include uncongested roadways, low crime rates, low cost of living, and a quality natural environment. Clean air and water, as well as an abundance of open space for outdoor recreation contribute to the general overall quality of life for residents of the Town of Lincoln.

6.7 BUSINESS AND INDUSTRY SITES

No industrial parks are located in the Town of Lincoln. Presently there are no plans over the next 20 years to site such a park, but the Town intends to consider any development plans as they might occur.

6.8 TOURISM IMPACT TO THE LOCAL ECONOMY

Information on tourism is not available at the town level; therefore, Burnett County data must be used for the Town of Lincoln. The following information was acquired from the Wisconsin Department of Tourism.

According to the Wisconsin Department of Tourism, Burnett County ranked 61st out of 72 counties in the State of Wisconsin for direct visitor spending in 2022. Visitors to Burnett County in 2022 spent a total of \$29.4 million. In comparison, direct visitors spending in 2021 was \$26.5 million (10.9% increase). With this, traveler spending statewide has continued to increase, and Burnett County has followed this trend as well.

Tourism is an extremely vital part of Burnett County’s economy. In 2022, total labor income generated because of tourism was \$9.0 million in Burnett County, which was a 2.3% increase since 2021. Table 6.7 breaks down the economic impact totals for 2022 tourism in Burnett County.

Table 6.7: Burnett County Tourism Economic Impact 2022

Direct Visitor Spending (Millions)	Total Employment	Total Labor Income (Millions)	State and Local Taxes (Millions)	Total Economic Impact (Millions)
\$29.4	360	\$9.0	\$3.0	\$44

Source: Wisconsin Department of Tourism

The number of seasonal homes in the Town of Lincoln is significant. According to the 2020 census count, 30.0% (73) of the 243 total housing units in the Town are for seasonal, recreational, or occasional use.

6.9 REDEVELOPMENT AND CONTAMINATED SITES

Currently, there are no open contaminated sites officially identified in the Town of Lincoln according to the Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment Tracking System (BRRTS). Over the 20-year planning horizon, should sites be identified, redevelopment is encouraged.

6.10 ECONOMIC DEVELOPMENT PROGRAMS AND ORGANIZATIONS

There are many programs at the federal, state, county, and regional level that can help the Town of Lincoln in the support and development of economic development efforts. In addition, there are programs available for individual businesses to assist in startup and expansion. This section contains a list of the major agencies and programs that are most likely to be used by the Town in its economic development efforts.

In addition to programs, there are economic development organizations throughout the county that provide assistance to local units of government and businesses. These are also listed in this section.

Local

Economic Development Organizations

Several economic development organizations dedicated to community and business development exist in Burnett County. Following is a list of these organizations that promote economic development or provide assistance to local units of government and businesses and industries within the county.

Burnett County Development Association

The Burnett County Development Association (BCDA) is a private nonprofit economic development association made up of a group of individuals, businesses and governments working to promote economic opportunities for the residents, businesses, and communities of Burnett County. The organization has representation from all areas of the county including banks, villages, utilities, and the St. Croix Chippewa Indians of Wisconsin. Since its inception in 1985, BCDA has worked on a variety of projects including business recruitment, retention, expansion, and financing projects. Its accomplishments and activities include coordinating efforts to serve county villages with natural gas, designation as a technology zone and providing income tax credits, promoting business fairs, communicating demographic trends, and lobbying for legislation that promotes economic and community growth.

Regional

Northwest Regional Planning Commission

The Northwest Regional Planning Commission is a cooperative venture of the local units of governments in the ten counties of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn; and the five tribal nations of Bad River, Lac Courte Oreilles, Red Cliff, St. Croix, and Lac du Flambeau. It provides a variety of community and regional services focusing on economic, community, and business development. Every five years, the Northwest Regional Planning Commission prepares a Comprehensive Economic Development Strategy for the entire Northwest Region.

In an effort to build a focused development strategy for the Northwest Region, the Northwest Regional Planning Commission developed three nonprofit development corporations; each focusing on a specific are need and opportunity including financing for business startup and expansions (Northwest Wisconsin Business Development Corporation), technology-based business development (Wisconsin Business Innovation Corporation), and affordable housing (Northwest Affordable Housing, Inc.).

Visions Northwest

Visions Northwest is the one of nine regional economic development groups in the State of Wisconsin. Visions Northwest receives funding from the Wisconsin Economic Development Corporation to address the development needs of regional projects and support regional economic development in Northwest Wisconsin. Visions Northwest members represent county economic development, tribes, education, chambers of commerce, workforce development, as well as the private and public sector.

Northwest Wisconsin Business Development Corporation

A strategic partner of the Northwest Regional Planning Commission, the Northwest Wisconsin Business Development Corporation has available revolving loan funds to address a gap in private capital markets for long-term, fixed rate, low down-payment, and low interest financing to assist businesses in job creation/retention and growth.

State

Department of Administration

At least three programs are available to local units of government through the Department of Administration.

The Community Development Block Grant - Economic Development (CDBG-ED) Program awards grant funds to local governments to assist businesses to create or retain jobs for individuals with low and moderate incomes.

The Community Development Block Grant - Public Facilities (CDBG-PF) Program provides funds to help support infrastructure and facility projects for communities.

The Community Development Block Grant - Public Facilities Economic Development (CDBG-PFED) Program awards grant funds to local governments for public infrastructure projects that support business expansion or retention.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation has many programs that pertain to local units of government. For a comprehensive list and further information, visit <https://wedc.org/programs/>.

Wisconsin Department of Transportation

The Wisconsin Department of Transportation Facilities Economic Assistance and Development Program (TEA) provides matching state grants to governing bodies for road, rail, harbor, and airport project that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state.

Federal

Economic Development Administration

The U.S. Department of Commerce Economic Development Administration offers two programs for assistance with economic development that apply to the Town of Lincoln.

The Public Works and Economic Development Facilities Assistance Program supports the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate private sector jobs and investment, including investments that support technology-led development, redevelopment of brownfield sites, and eco-industrial development.

The Economic Adjustment Assistance Program is available to address the immediate needs of businesses and communities presently undergoing transition due to a sudden and severe job loss and to demonstrate new and proactive approaches for economic competitiveness and innovative capacity for threatened regions and communities.

USDA Wisconsin Rural Development

USDA Rural Development operates over fifty financial assistance programs for a variety of rural applications. For information regarding these programs, visit <https://www.rd.usda.gov/programs-services>.

Other Programs

There are many more local, state, and federal programs offering assistance to businesses. They are listed in the Economic Development Manual prepared by the Wisconsin Bankers Association and the Wisconsin Financing Alternatives booklet prepared by the Department of Administration.

6.11 ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND ACTIONS

A set of recommended goals, objectives, and actions have been developed to assist the Town of Lincoln in its overall effort to support, retain, and attract economic development activity.

Goal: Promote economic development activities that provide for a healthy, diversified, and sound economy with minimal effects on the environment.

Objective 1: Maintain rural atmosphere in the Town through the encouragement of appropriate enterprises and the recruitment of college students and grads from local universities to become part of the labor force and community members.

Objective 2: Provide input over the types of industries that may want to come into the Town.

Objective 3: Identify obstacles that restrict the growth of existing businesses.

Objective 4: Consider environmental impacts such as noise, traffic, lighting, odor, pollution, etc., when new development is proposed.

7. INTERGOVERNMENTAL COOPERATION

7.1 INTRODUCTION

Over the past several years, political leaders at the state level have been expressing the need for local units of government to explore and enhance intergovernmental cooperation and shared services. These intergovernmental cooperation and shared service relationships foster open communication between governmental units that is advantageous in reducing the cost of services and in identifying future issues that can be averted. The Town of Lincoln supports the development of intergovernmental cooperation and shared services with Burnett County and surrounding townships.

This chapter will examine the relationship of the Town of Lincoln to adjacent jurisdictions, school districts, and federal, state, and regional agencies.

7.2 GOVERNMENTAL UNITS AND RELATIONSHIPS

The Town of Lincoln shares a common border with the Towns of Union, Meenon, Daniels, and West Marshland. Other indirect relationships exist with the Webster, Siren, and Grantsburg school districts, the Burnett County Forestry Department, and the State of Wisconsin. An overview of the relationships between the Town of Lincoln and other units of government and organizations are highlighted below.

Adjacent Jurisdictions

Adjacent to the Town of Lincoln are the Towns of Union, Meenon, Daniels, and West Marshland. Like the Town of Lincoln, these towns are rural in nature with relatively low populations.

No conflict exists between the communities concerning land use or development. In the future, the Town of Lincoln encourages surrounding units of government to discuss the cost benefits of sharing services on matters concerning road maintenance and other cooperative opportunities. This could potentially lower overhead costs and circumnavigate each town purchasing expensive road maintenance equipment.

Schools

The Town of Lincoln is located within the Grantsburg, Siren, and Webster School Districts, and generally has a good relationship with the districts. Burnett County and its communities maintain cooperative relationships with their school districts. A partnership between communities and schools is seen in the use of school facilities that are open for use by community members.

According to the Wisconsin Department of Public Instruction, in the 2022-23 school year, 646 students were attending the Webster schools; 414 students were attending the Siren schools; and 1,759 students were attending the Grantsburg schools.

The Town and school districts do not have any existing conflicts. In the future as the need for improvement or expansion of facilities is warranted, it is encouraged that the school districts engage the public and local governments in discussions that seek multi-purpose use of the school facilities in an effort to maximize its community use and benefit.

County and Regional Agencies

Burnett County and the Town of Lincoln have a cooperative relationship. It is critical that both communicate on all issues, especially on all land use actions as the preparation and adoption of the comprehensive plan will assist the Town of Lincoln and Burnett County in making future land use decisions. Due to Burnett County having a significant amount of land in the Town, future management decisions should be shared with the Town Board. No conflicts currently exist between the Town of Lincoln and Burnett County.

Regional planning commissions (RPCs) are formed under Section 60.0309 of Wisconsin State Statutes to provide a range of services to local units of government within the RPC boundaries. RPCs provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local government. The Town of Lincoln is within the boundary of the Northwest Regional Planning Commission (NWRPC), which is based in Spooner.

The Regional Planning Commission has no authority over land use or policy decisions at the local level and is available to provide technical assistance to units of government. No conflicts currently exist between the Town and NWRPC.

State Agencies

The Wisconsin Department of Natural Resources (WDNR) is responsible for management of the Amsterdam Sloughs Wildlife Area in the southern portion of the Town, as well as the Crex Meadows Wildlife Area in the western portion of the township. No conflicts currently exist between the Town and WDNR.

7.3 COOPERATIVE BOUNDARY PLANS OR AGREEMENTS

The Town of Lincoln maintains an informal agreement with the Towns of Meenon and West Marshland for sharing maintenance work and snowplowing on some roadways.

7.4 CONFLICT RESOLUTION

Should intergovernmental conflict arise in the future, it will be important to have a systematic process in place to resolve these disputes in a manner that is efficient, respectful, and mutually beneficial. The conflict resolution process outlined below is intended to provide a low-cost, flexible approach to resolving planning disputes between governmental entities. If implemented, this process should not supersede local processes established for conflict resolution and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within their jurisdiction.

Option 1: Open Discussion

Communication and open discussion between parties involved in a dispute will be the first action taken to resolve conflicts by reaching consensus. Oftentimes, open dialog and debate between affected parties will be sufficient to resolve intergovernmental conflicts. Affected communities could hold joint meetings to discuss the issue and to present each community's perspective and concerns.

Option 2: Negotiation Techniques

If parties cannot reach consensus through discussion and debate, it may be necessary to utilize facilitation or mediation techniques involving the use of a neutral third party as a facilitator or mediator.

- ***Facilitation***: A conflict resolution method which involves the use of a neutral third party to act as a facilitator in discussions between disputants. The facilitator's role is normally limited to providing a forum for the parties to interact directly, including the enforcement of very basic rules of communication during discussions and negotiations.
- ***Mediation***: Forms of conflict resolution in which the parties bring their dispute to a neutral third party, who helps them agree on a settlement.

Option 3: Litigation

If discussion and negotiation techniques fail to achieve a resolution to the dispute, the process will move to litigation. This process involves the use of the court system to resolve disputes. While many cases are settled in pre-trial proceedings, this alternative can be very time-consuming and expensive for all parties involved.

7.5 INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, AND ACTIONS

A set of recommended goals, objectives, and action steps have been recommended for the Town to engage and work with adjoining and overlapping jurisdictions. Implementation of the action steps is a start to establishing cooperative relationships with adjacent and overlapping jurisdictions.

Goal: Encourage cooperative relationships with adjacent and overlapping jurisdictions and agencies.

- Objective 1: Look for cooperative opportunities with other municipalities.
- a. *Contact the Towns of Union, Meenon, Daniels, and West Marshland for future cooperation regarding road maintenance issues.*
- Objective 2: Foster cooperation with the County regarding Town issues.
- a. *Contact County Departments regarding cooperative efforts on law enforcement needs and road maintenance on county roads and in county forest areas.*
- Objective 3: Enlist cooperation from the Wisconsin Department of Natural Resources and public forest and land agencies regarding the uses of lands and roads within the Town.

8. LAND USE

8.1 INTRODUCTION

The primary intention of land use planning is to document and understand existing land use trends and to find ways to accommodate future growth and activities while minimizing land use conflicts and to retain the area's quality of life. The Land Use chapter provides important background data, analyzes trends, and defines future needs related to community land use. This chapter must be utilized in conjunction with the other eight chapters and will serve as a guide for future growth and development within the community. Tools to implement the actions related to land use are defined and described under Chapter 9, Implementation.

Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land use is sometimes perceived as an intrusion on property owner rights. The actual purpose is to give landowners, citizens, and local communities the opportunity to define their own management practices and end goals.

8.2 EXISTING LAND USE

Located in the west-central portion of Burnett County, the Town of Lincoln has a rural character and a small population. The Clam River and Black Brook run through the Town, and there is a large amount of heavily forested county and state land within the Town boundaries.

An existing land use inventory of the town was completed in 2023. The inventory was based on aerial photo interpretation, county tax parcel GIS data, and consultation with the Town Plan Commission. As forest predominates, the overall density of intense land use activities in the Town is generally low. Over the 20-year planning horizon, it is anticipated that the density will remain low, with some continued residential development occurring throughout the Town. Any substantial commercial or industrial development is not anticipated. The majority of the land will have a continued classification of agricultural and forested.

The existing land use categories on Map 8.1 are defined as follows:

- **Agriculture**: Active and idle crop and pasture lands, includes residences associated with agricultural uses.
- **Commercial**: Lands allocated to consumer-oriented retail and service businesses.
- **Forest Residential**: Privately owned primarily forested lands, with an improvement value over \$10,000. Typically 5-40 acres in size.
- **Forested-Improved**: Privately owned forest lands with an improvement value between \$0 and \$10,000.

- **Forested:** Privately owned undeveloped forested lands.
- **Institutional:** Tax exempt lands such as churches, schools, scout camps, etc.
- **Cemetery:** Dedicated cemetery lands.
- **Utility:** Lands owned for utility purposes. These include communications towers, gas monitoring, bulk propane storage, electrical substations, dams, etc.
- **Open:** Undeveloped lands that have been cleared of overgrowth or uncultivated farm fields.
- **Extraction:** Non-metallic mining operations (sand/gravel).
- **Town Land:** Lands owned by town government that are not primarily for recreational use.
- **County Land:** Lands owned by Burnett County.
- **State Land:** Lands managed by the Wisconsin Department of Natural Resources for recreational or conservation purposes.

Table 8.1: Existing Land Use 2023

Existing Land Use	Acres	Percent
Forested	8,162.3	37.6%
County Land	4,526.6	20.9%
State Land	3,781.6	17.4%
Forest Residential	3,479.7	16.0%
Agriculture	1,025.1	4.7%
Forested-Improved	487.1	2.2%
Extraction	94.7	0.4%
Institutional	72.7	0.3%
Commercial	44.1	0.2%
Open	15.4	0.1%
Cemetery	2.4	< 0.01%
Town Land	1.7	< 0.01%
Utility	0.4	< 0.01%
ROW	0.1	< 0.01%
Total	21,694.0	100.0%

Source: Burnett County Comprehensive Plan Existing Land Use Inventory 2023

8.3 LAND OWNERSHIP

Table 8.2 and Map 8.2 display the results of the existing land use inventory based on these methods. Land ownership, either private or public, is also an important consideration for land use planning as is the rate of parcel development and transfer of ownership. Table 8.2 and Map 8.2 illustrate land ownership in the Town of Lincoln.

Table 8.2: Town of Lincoln Land Ownership

Land Ownership	Acres	Percent
Private	13,384.10	61.7%
State	3,781.6	17.4%
County	4,526.6	20.9%
Town	1.7	< 0.01%
Total	21,694.0	100.0%

Source: Burnett County Comprehensive Plan Existing Land Use Inventory 2023

8.4 FACTORS INFLUENCING DEVELOPMENT PATTERNS

Outside factors can influence the development and land use of the Town. Because the Town and the county are mainly undeveloped, an increase in development in the county or surrounding areas can then affect the development patterns in the Town of Lincoln. Other factors that should be considered are changing needs for resources such as farming and forestry, the changing needs of an aging community and recreation opportunities.

8.5 HISTORIC TRENDS

In an effort to evaluate local trends in land use activity, property assessment records from the Wisconsin Department of Revenue were reviewed from 2007, 2012, 2017, and 2022. Property assessment documents provide the best available record of the changes that have occurred in the Town relating to land use activities. This information can also assist with determining the conversion from one type of assessment class to another over a period of time. Table 8.3 displays the categories of assessed acres in the Town and Figure 8.1 portrays the trends for each category.

Wisconsin Property Class Definitions

- **Residential:** Any parcel (or part of a parcel) of untilled land not suitable for the production of row crops, on which a dwelling or other form of human abode is located.
- **Commercial:** Land and improvements primarily devoted to buying and reselling goods.
- **Manufacturing:** Industrial buildings and property as well as warehouses. The buildings can be used for research, production, storage, and distribution of goods.

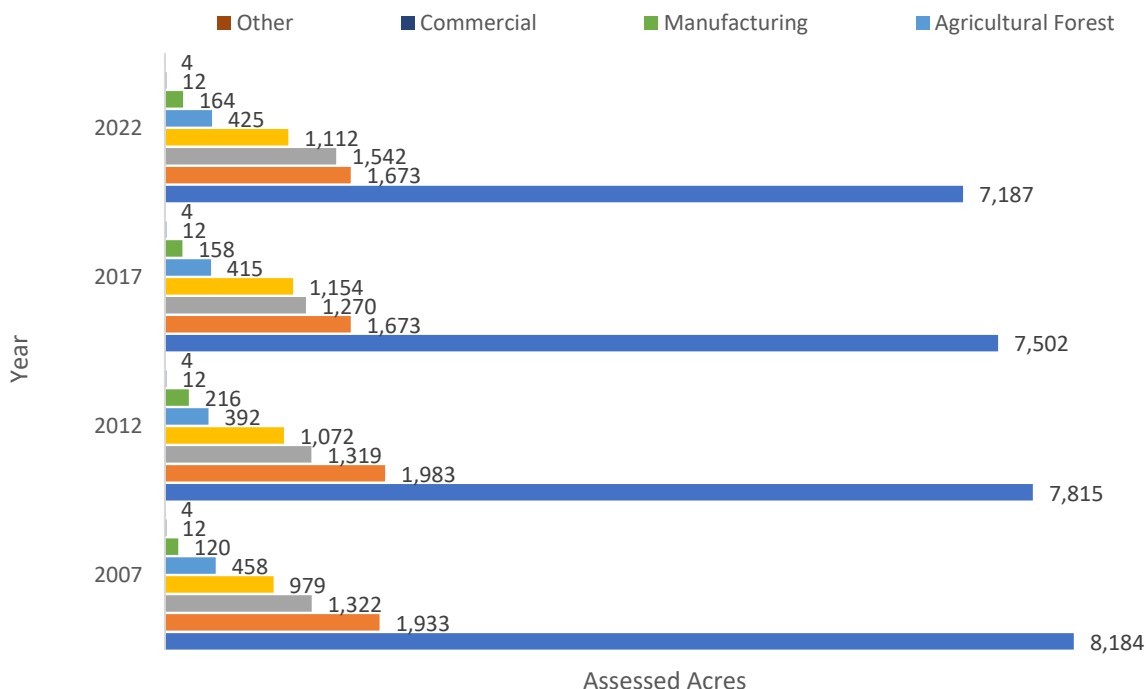
- **Agricultural**: Land, exclusive of buildings and improvements, which is devoted primarily to agricultural use.
- **Undeveloped**: Areas commonly called marshes, swamps, thickets, bogs, or wet meadows. Fallow tillable land (assuming agricultural use is the land’s highest and best use). Road right-of-way, ponds, and depleted gravel pits. Land because of soil or site conditions is not producing or capable of producing commercial forest products.
- **Agricultural Forest**: Land producing or capable of producing commercial forest products. Forest land is contiguous to a parcel that is classified in whole as agricultural land.
- **Forest**: Land producing or capable of producing commercial forest products. Forest land cannot include buildings and improvements.
- **Other**: Buildings and improvements on a farm (ex: houses, barns, and silos along with the land necessary for their location and convenience).

Table 8.3: Assessment Acres Comparison

Real Property Class	2007	2012	2017	2022	# Change	% Change
Forest	8,184	7,815	7,502	7,187	(-997)	(-12.2%)
Undeveloped	1,933	1,983	1,673	1,673	(-260)	(-13.5%)
Residential	1,322	1,319	1,270	1,542	220	16.6%
Agricultural	979	1,072	1,154	1,112	133	13.6%
Agricultural Forest	458	392	415	425	(-33)	(-7.2%)
Manufacturing	120	216	158	164	44	36.7%
Commercial	12	12	12	12	-	-
Other	4	4	4	4	-	-

Source: Wisconsin Department of Revenue

Figure 8.1: Assessed Acres Comparison



Source: Wisconsin Department of Revenue

8.6 LAND USE REGULATIONS

Zoning is the regulation and restriction of real property by a local unit of government. Zoning is a locally enacted law that regulates and controls the use of private property by dividing the countryside into districts or zones for agricultural, residential, commercial, industrial, and public purposes. The zoning ordinance then states which specific uses are permitted in each district, and under what circumstances they are permitted. It provides for orderly development and prevents conflicting land uses. The Town of Lincoln falls under the Burnett County Zoning Ordinances and must comply with them.

All other zoning permit activities, standards and requirements are administered at the discretion of Burnett County. These activities include issuance of conditional use permits (special exceptions), variances, building and sanitary permits.

Wisconsin counties have the authority to regulate subdivisions under Chapter 236 of the Wisconsin Statutes. The Burnett County Subdivision Ordinance identifies the standards upon which the county’s review of proposed subdivisions in the unincorporated areas will be based.

Burnett County enacted initial countywide zoning in the 1940s and revised the ordinance in the 1970s to incorporate shoreland provisions. The Town of Lincoln adopted the Burnett County Zoning Ordinance in May of 2008. By adopting this ordinance, land use regulation in the Town of Lincoln is administered by the Burnett County Zoning Department. Town of Lincoln zoning is illustrated on Map 8.3.

The Town of Lincoln does have the authority to veto county zoning changes as outlined in Wis. Stat. §59.69(5)(e)3. Referred to as the “10-day rule”, this authority allows the town to disapprove and reject proposed amendments to county zoning ordinances under certain circumstances. These rights must be exercised according to statutory procedures and do not apply to shoreland zoning or zoning of county-owned lands.

8.7 DEVELOPMENT CONSTRAINTS

Providing an adequate supply of developable land is critical to accommodate projected growth, to promote and sustain economic development, and to build a strong community. Undeveloped lands and redevelopment lands are subject to a wide array of potential “limiting factors” which may preclude certain land use practices. These factors may limit development options or completely exclude the lands from future development. It is important that development constraints be considered throughout the comprehensive planning process and in the future as development proposals are brought before the Town.

Typical development constraints include slopes greater than 25%, hydric soils and wetlands, conservation areas and parks, surface waters, prime farmland, soil limiting factors, lack of municipal sewer and water, and the presence of historic and cultural resources. Map 8.4 illustrates development constraints in the Town of Lincoln.

8.8 FUTURE LAND USE

The future land use map for the Town of Lincoln (Map 8.5) provides a visual depiction of the preferred development pattern. It is not a zoning map and does not alter any existing zoning regulations. The map is intended to serve as a development guide for landowners, the Town of Lincoln Plan Commission and Town Board, and Burnett County. This map, the corresponding future land use category descriptions, and the development guidelines outlined in the Implementation Element will be used to review and evaluate future development proposals in the Town.

The future land use categories are described as follows:

Future Land Use Categories

- **Agricultural Residential**: Agricultural activities, farmsteads, and overall low-density housing dominate these areas. Parcel sizes in these areas tend to be larger—averaging 40 acres or larger—and residential development is dispersed along main roadways. No parcels smaller than 10 acres are allowed. It is seen as desirable for the long-term character of the Town to encourage the retention of agricultural lands and open space as much as is possible and economically feasible. This does not preclude the development of these lands for residential use or the parceling of lands for subdivision; however, these activities should take place in a planned and orderly manner.

Undesired uses include high-density, high-intensity uses, conditional uses, or development inconsistent with the Town of Lincoln Comprehensive Plan land use goals. Specifically:

- Consolidated factory farm operations within 1,000 feet of shoreland districts (streams, rivers, or lakes), or other factory-sized livestock operations inconsistent with the historical density of the farm or where soil conditions cannot support these activities.
 - New or expanded manufactured home parks and campgrounds.
 - New or expanded private roads not platted to applicable state geometric standard, per Wisconsin Statute 82.50.
- **Forest Residential:** These areas maintain an overall low density of housing with larger parcel sizes. Forest cover and natural areas are the predominant landscape features.

Undesired uses include high-density, high-intensity uses, conditional uses, or development inconsistent with the Town of Lincoln Comprehensive Plan land use goals. Specifically:

- Consolidated factory farm operations within 1,000 feet of shoreland districts (streams, rivers, or lakes), or other factory-sized livestock operations inconsistent with the historical density of the farm or where soil conditions cannot support these activities.
 - New or expanded manufactured home parks and campgrounds.
 - New or expanded private roads not platted to applicable state geometric standard, per Wisconsin Statute 82.50.
- **Rural Residential:** Areas with smaller parcel sizes and higher housing densities than the Agricultural and Forest Residential categories. These areas were designated by looking at where the majority of the existing housing development in the Town is located. Rural Residential areas are located along main roads in the Town for ease of access and to limit future road development needs.
 - **Commercial:** This area has been identified as the most suitable for future commercial use. The commercial area identified is on County Road FF and is the location of an existing business. The Town of Lincoln does not anticipate a major growth in commercial development over the 20-year planning period.
 - **Industrial:** The Town of Lincoln currently has two areas of industrial use, in the form of gravel pits. The Town will consider other industrial land use requests as they arise during the 20-year planning horizon.
 - **Government/Utilities:** Areas owned by the Town of Lincoln or used for utility and telecommunication purposes.

Redevelopment and Contaminated Sites

The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment Tracking System lists a mineral oil spill that occurred at the intersection of County Highways N and D in 1996. Remediation was completed in 1998 and the site is no longer a threat. Over the 20-year planning horizon, should sites be identified, redevelopment is encouraged.

Closed Sites with Groundwater Contamination

The United States Geological Survey (USGS) indicated there are no water contaminations within the Town. But the groundwater is easily susceptible to a spill or contamination because of the shallow water table level (0-20 feet) that is throughout most of the Town.

Redevelopment & Smart Growth Areas

The Wisconsin Comprehensive Planning Law requires local communities to explore and plan for redevelopment options such as infill housing, brownfield sites, and obsolete buildings. Communities are also responsible for identifying areas with existing infrastructure and services in places where development and redevelopment can be directed.

8.9 FUTURE TRENDS

Several factors will impact future land use trends in the Town of Lincoln. One of these factors is economic development. An increase in economic development in the Town could lead to more residential development in the Town and surrounding areas. Another factor is the area's tourism and the influx of nonresidents seeking land for recreational purposes or second homes.

8.10 GROWTH FORECASTS

- **Residential:** Of the categories listed, the Town of Lincoln is expected to see the most growth over the 20-year planning horizon in the residential category as parcels are divided and more people seek to live in rural areas.
- **Commercial:** Over the planning horizon, the Town of Lincoln does not expect to see a large increase in commercial development.
- **Manufacturing:** Due to a lack of infrastructure for the development of manufacturing facilities, the Town of Lincoln does not anticipate growth in the manufacturing sector at this time.
- **Agricultural:** There is the opportunity to expand agricultural uses in the Town of Lincoln over the planning horizon. An effort should be made to preserve prime farmland within the Town.
- **Forest:** Due to the lack of development in the Town of Lincoln, it will most likely remain a heavily forested area with most of the Town's property assessed as forest.

8.11 LAND USE GOALS, OBJECTIVES, AND ACTIONS

Goal: Promote a coordinated, planned development pattern consistent with the rural character of the town.

- Objective 1: Develop a plan to deal with commercial and residential siting issues.
- a. *Seek town planning goals that are consistent with the comprehensive plan.*
 - b. *Seek a pattern of land use that will preserve large tracts of productive agricultural areas, forestry areas, and natural resources.*
 - c. *Promote landscape and land use buffers to lessen the impacts of conflicting land uses in close proximity.*
 - d. *Promote intensive uses such as salvage yards be screened from public view.*
- Objective 2: Ensure the protection of wetlands.
- a. *Support Burnett County Zoning in educating future developers as to the restrictions inherent to wetland areas.*
- Objective 3: Work with Burnett County to ensure that decision-making is consistent with the Town of Lincoln Comprehensive Plan and Future Land Use Map.
- a. *Update the Burnett County Zoning Ordinance to ten-acre minimum lot sizes.*
 - b. *Provide Burnett County with input and recommendations prior to a rezoning, conditional use, or major land division (plats).*

Goal: Preserve the rural character and maintain and improve the overall visual quality of the Town.

- Objective 1: Insist on county enforcement of scrap yards, junkyards, and other eyesores.
- Objective 2: Regulate light, air, and noise pollution, as well as large assemblies.
- a. *Oppose and prevent the establishment of new high-density manufactured home parks and campgrounds in the Town.*
 - b. *Oppose and prevent the establishment of concentrated animal feeding operations (CAFOs) in the Town.*
 - c. *Discuss regulations regarding these issues.*

Map 8.1: Existing Land Use

Map 8.2: Land Ownership

Map 8.3: Zoning

Map 8.4: Development Constraints

Map 8.5: Future Land Use

9. IMPLEMENTATION

9.1 INTRODUCTION

The overall success of comprehensive planning lies in plan implementation. The comprehensive plan outlines the Town's growth and development philosophy and provides a strategy for attaining the desired future conditions. This chapter of the Town of Lincoln Comprehensive Plan outlines the sequence of activities or actions required in order to fulfill the Town's goals and objectives.

9.2 HOW TO USE THE PLAN

The Town of Lincoln Comprehensive Plan is intended to help guide growth and development decisions. The plan is an expression of the Town's wishes and desires and provides a series of actions for assisting the community in attaining its overall goals. The comprehensive plan is not an inflexible or static set of rules. Rather, it is fluid and dynamic. The objectives and actions are intended to allow flexibility in light of new information or opportunities. The plan is an attempt to record the fundamental community values and philosophy that residents share and to use them as benchmarks in future decisions concerning growth, development, and improvement in the community. The plan guides considerations regarding not only land use, but also addresses community issues such as housing, transportation, and economic development.

The Plan Commission, Town Board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be reviewed to determine whether they are consistent with community wishes and desires as expressed in the plan. As part of that review, a thorough assessment of the plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested action is in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

9.3 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT

Within the implementation chapter, it is required to "describe how each of the chapters of the comprehensive plan will be integrated and made consistent with the other chapters of the comprehensive plan." As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each chapter is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning chapters.

In the future, as plan amendments occur, it is important that the Plan Commission and Town Board both conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated approach to planning.

9.4 MEASURING PLAN PROGRESS

As part of the comprehensive planning process, a number of goals, objectives, and actions were developed that when implemented are intended to build stronger relationships and give direction to the Town Board and its residents, including year-round and seasonal. Many of the objectives and actions can be accomplished in the short term, while some will take longer to accomplish.

It is required to include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The task of developing a measurement tool to gauge the outcome of this plan’s objectives and actions will be accomplished by the development of an implementation target for the identified objectives and activities. These targets will provide guidance to the Plan Commission and Town Board on when specific actions should be initiated.

9.5 ACTION PLAN

An action is a specific task that must be completed in order to achieve the plan’s goals and objectives. The action plan is intended to provide a clear set of specific actions to be undertaken in a preferred sequence in order to implement the comprehensive plan. Based on action plan targets, the Plan Commission can measure the progress of achieving implementation of the comprehensive plan.

The following tables provide a detailed work plan and timeline for actions that the Town of Lincoln should complete as part of overall plan implementation. Column headings used in the following tables are defined as follows:

Timeline - Identifies the order, or sequence of actions.

Lead(s) for Implementation - The group responsible for taking the lead on the specified action.

Housing

Goal: Provide a range of housing opportunities to meet the varied needs of existing and future residents, while maintaining a predominantly rural atmosphere.

	Timeline	Lead(s) for Implementation
Objective 1: Preserve the rural character of the Town by requiring minimum parcel sizes for new housing construction.		
a. Recommend ten-acre minimum lots for single-family dwellings.	Ongoing	Town Board
Objective 2: Encourage the development of location standards and minimum lot size requirements, as well as the following of up-to-date codes for trailer homes.		
Objective 3: Promote the maintenance of existing properties and structures.		

a. Research development of an ordinance to ensure that existing properties and structures follow all safety and health codes.	Ongoing	Plan Commission, Town Board
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Transportation

Goal: Maintain a safe and efficient multi-modal transportation system that accommodates the movement of people and goods.

	Timeline	Lead(s) for Implementation
Objective 1: Continue to maintain and improve the Town roadway system.		
a. Continue to conduct PASER analysis and develop road improvement plans.	Biannual, Ongoing	Town Board
b. Investigate rustic road requirements for town roads.	Ongoing	Town Board
c. Revise the Town Road Ordinance regarding driveway permitting and private roads.	2024	Town Board
Objective 2: Request that the Town be given adequate input into decisions regarding snowmobile/ATV usage and trail development.		
a. Maintain communications with all interested parties including clubs, trail developers, and Burnett County Forest & Parks.	Ongoing	Town Board
Objective 3: Research road requirements for new development areas.		
a. Consider adopting road standards for new private roads.	Ongoing	Town Board
Objective 4: Request that the Town be given adequate input into decisions regarding hiking, biking, and cross-country ski trails.		
a. Contact appropriate agencies regarding future plans for the development of such trails.	Ongoing	Town Board
Objective 5: Pursue more communication with state and county agencies regarding public land issues and usage.		
a. Request that state and county agencies report to the Town when changes or future plans are developed.	Ongoing	Town Board
Objective 6: Support traffic regulation enforcement in the Town.		
a. Contact County Sheriff’s Department to increase traffic regulation enforcement in the Town if needed.	Ongoing	Town Board

Utilities and Community Facilities

Goal: Support facilities and services that contribute to the well-being of the Town.

	Timeline	Lead(s) for Implementation
Objective 1: Provide input into the location of cell towers and power lines.		
Objective 2: Research feasibility of recommending all power lines to be installed underground.		
a. Contact utilities regarding underground line technologies.	Ongoing	Town Board
Objective 3: Investigate future gas and water line development as they become available.		
a. Contact gas or water line development companies for future plans.	Ongoing	Town Board
Objective 4: Maintain and improve Town cemeteries.		
a. Maintain a Cemetery Committee to oversee maintenance and improvements.	Ongoing	Town Board
b. Continue to maintain and improve Karlsborg and Perida Cemeteries.	Ongoing	Cemetery Committee, Town Board
Objective 5: Research town hall and garage maintenance and improvements.		
a. Investigate repairs or upgrades to town hall plumbing.	Ongoing	Town Board
b. Continue to make improvements and repairs to town facilities as needed.	Ongoing	Town Board

Agricultural, Natural, & Cultural Resources

Goal: Conserve, protect, manage, and enhance the Town’s natural, cultural, and agricultural resources.

	Timeline	Lead(s) for Implementation
Objective 1: Encourage protection of the Town’s waterways and wetlands.		
a. Maintain vigilance of federal, state, and county regulations.	Ongoing	Town Board
Objective 2: Ensure groundwater protection.		
a. Support Burnett County Zoning in the requirement that all installed septic systems meet state and county standards.	Ongoing	Town Board
Objective 3: Control surface water runoff to the Town’s waterways.		
a. Monitor the use of fertilizers and pesticides.	Ongoing	Town Board

b. Research the need for stormwater control as development occurs.	Ongoing	Town Board
Objective 4: Provide input into disposition of public forestlands within the Town.		
a. Ask the appropriate agencies to notify the Town if changes in the management of such lands occur.	Ongoing	Town Board
Objective 5: Preserve historic buildings.		
Objective 6: Maintain and protect scenic areas within the Town.		
Objective 7: Promote the preservation of productive farmlands where possible.		

Economic Development

Goal: Promote economic development activities that provide for a healthy, diversified, and sound economy with minimal effects on the environment.

	Timeline	Lead(s) for Implementation
Objective 1: Maintain rural atmosphere in the Town through the encouragement of appropriate enterprises and the recruitment of college students and grads from local universities to become part of the labor force and community members.		
Objective 2: Provide input over the types of industries that may want to come into the Town.		
Objective 3: Identify obstacles that restrict the growth of existing businesses.		
Objective 4: Consider environmental impacts such as noise, traffic, lighting, odor, pollution, etc., when new development is proposed.		

Intergovernmental Cooperation

Goal: Encourage cooperative relationships with adjacent and overlapping jurisdictions and agencies.

	Timeline	Lead(s) for Implementation
Objective 1: Look for cooperative opportunities with other municipalities.		
a. Contact the Towns of Union, Meenon, Daniels and West Marshland for future cooperation regarding road maintenance issues.	Ongoing	Town Board
Objective 2: Foster cooperation with the County regarding Town issues.		
a. Contact County Departments regarding cooperative efforts on law enforcement needs and road maintenance on county roads and in county forest areas.	Ongoing	Town Board
Objective 3: Enlist cooperation from the Wisconsin Department of Natural Resources and public forest and land agencies regarding the uses of lands and roads within the Town.		

Land Use

Goal: Promote a coordinated, planned development pattern consistent with the rural character of the town.

	Timeline	Lead(s) for Implementation
Objective 1: Develop a plan to deal with commercial and residential siting issues.		
a. Seek town planning goals that are consistent with the comprehensive plan.	Ongoing	Plan Commission
b. Seek a pattern of land use that will preserve large tracts of productive agricultural areas, forestry areas, and natural resources.	Ongoing	Plan Commission
c. Promote landscape and land use buffers to lessen the impacts of conflicting land uses in close proximity.	Ongoing	Plan Commission
d. Promote intensive uses such as salvage yards be screened from public view.	Ongoing	Plan Commission
Objective 2: Ensure the protection of wetlands.		
a. Support Burnett County Zoning in educating future developers as to the restrictions inherent to wetland areas.	Ongoing	Plan Commission
Objective 3: Work with Burnett County to ensure that decision-making is consistent with the Town of Lincoln Comprehensive Plan and Future Land Use Map.		
a. Update the Burnett County Zoning Ordinance to ten-acre minimum lot sizes.	2024	Plan Commission
b. Provide Burnett County with input and recommendations prior to a rezoning, conditional use, or major land division (plats).	Ongoing	Plan Commission, Town Board

Goal: Preserve the rural character and maintain and improve the overall visual quality of the Town.

	Timeline	Lead(s) for Implementation
Objective 1: Insist on county enforcement of scrap yards, junkyards, and other eyesores.		
Objective 2: Regulate light, air, and noise pollution, as well as large assemblies.		
a. Oppose and prevent the establishment of new high-density manufactured home parks and campgrounds in the Town.	Ongoing	Plan Commission, Town Board
b. Oppose and prevent the establishment of concentrated animal feeding operations (CAFOs) in the Town.	Ongoing	Plan Commission, Town Board

c. Discuss regulations regarding these issues.	Ongoing	Plan Commission Town Board
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Implementation

Goal: Maintain the Town of Lincoln Comprehensive Plan as an effective planning guide for the future of the Town.

	Timeline	Lead(s) for Implementation
Objective 1: Maintain membership of the Town of Lincoln Plan Commission. Town Plan Commission members are appointed by the Town Board Chair for three-year terms beginning in April. Appointments are subject to confirmation by the Town Board. (Wis. Stat. §§ 60.62(4).		
a. Appoint members of the Town of Lincoln Plan Commission to fill any expiring term.	Ongoing, Review Status Annually	Town Board
Objective 2: Implement, evaluate, and update the Town of Lincoln Comprehensive Plan.		
a. Conduct an annual progress review of the Action Plan to ensure progress toward attainment of the Plan’s goals and objectives.	Annually	Plan Commission
b. Update the Comprehensive Plan at least once every 10 years in accordance with the Wisconsin Comprehensive Planning Law (Wis. Stat. §§ 66.1001).	Every 10 Years	Plan Commission

9.6 LAND USE ORDINANCES AND PROGRAMS

Land use ordinances or programs may be developed in the future to further the goals of the Town.

These might include the development of a conservation design ordinance, purchase of development rights program, transfer of development rights program, land acquisition program, conservation easements program, or other applicable ordinances or programs. A list of programs of interest is included for use of the Town Plan Commission and Town Board.

Purchase of Development Rights Program (PDR)

The purchase of development rights is a voluntary protection technique that compensates the landowner for limiting future development on their land. The programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program, an entity such as a town, county, or private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

Transfer of Development Rights (TDR) Program

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, development rights to a parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area.” Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs, local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. The TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

1. The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
2. Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
3. Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
4. Little financial contribution on behalf of local government.

Acquisition

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake and river associations, environmental groups, WDNR, Burnett County, etc.). Depending on the acquisition, funding assistance from federal, state, or non-profit groups may be found.

Conservation Easement

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect its natural attributes or agricultural value. The conservation easement becomes a part of the landowner's deed and remains on the deed even if the land is sold or passed through inheritance; thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner, including the right to transfer ownership, swap, deed, or sell the land. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration.

Additionally, the program requires a review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

Land Trust

A land trust is a non-profit voluntary organization that works with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc.; and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. A land trust also provides adequate monitoring and stewardship. In the United States, land trusts can hold conservation easements, which means that the organization has the right to enforce the restrictions placed on the land.

Conservation Design Subdivision

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically characterized by land divided into house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist of the undevelopable portion of the subdivision

(steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact. The purpose of a conservation design subdivision is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat and environmental features. A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America. The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as community open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions; including: lower infrastructure and design (engineering) costs, attractiveness of lots for home development, reduction in demand for public parklands, protection of conservation areas and upland buffers which would normally be developed, reduced runoff due to less impervious surface cover, improved water filtration due to presence of vegetation and buffers, opportunities for non-conventional septic system design, opportunities for interaction among residents (common open space), pedestrian-friendly neighborhoods, and increased opportunities for community activities.

Best Management Practices (BMPs)

Best management practices describe acceptable practices that could be implemented to protect natural resources. BMPs are described in detail in the Wisconsin Department of Natural Resources publications titled Wisconsin Construction Site Best Management Practice Handbook, and Wisconsin's Forestry Best Management Practices for Water Quality. Shoreland BMPs are a set of specific actions that landowners can take to help protect and preserve water quality.

9.7 PLAN UPDATES AND REVISIONS

The Town of Lincoln Comprehensive Plan is intended to be a living document. Over time, social and economic conditions and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and actions reflect the current situation and needs. Under current law, it is required that an update of the plan be undertaken every ten years. However, it is recommended the plan also be reviewed for consistency at least once every five years. This update will ensure that any changes in the social and economic conditions or community values are reflected within the plan.

To ensure that residents are involved in plan amendments, the Town of Lincoln Plan Commission shall undertake a review of the plan at the statutory ten-year interval. During plan implementation, the Town Board and Plan Commission shall consider necessary amendment(s)

to the plan resulting from property owner requests and changes to social and economic conditions.

Upon the Plan Commission review, recommended changes shall be forwarded to the Town Board. The Plan Commission shall call a public hearing to afford property owners time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice. Based on public input, Plan Commission recommendations, and other facts, the Town Board will then formally act on the recommended amendment(s). During plan amendments, it is important that a public participation plan be utilized to ensure public input.

9.8 CONCLUSION

The Town of Lincoln Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revisions and updates will ensure that it is accurate and consistent with the desires and needs of the community. Goals, objectives, and actions provide the basis for evaluation of development proposals and give the community a means for achieving their community vision.

Ultimately, the success of the planning process will be measured by the future quality of life experienced by both residents and visitors. Overall, the comprehensive plan provides a guide and policy framework for development of the Town of Lincoln that reflects the vision of the Town's residents and landowners, while protecting the area's natural resources and rural character.

Appendix A: Public Participation Plan Placeholder

Appendix B: Plan Commission Resolution Placeholder

Appendix C: Town Board Ordinance Placeholder