

## **Appendix 2-1**

### **July 14, 1999 Issues Identification Workshop Results**

**Town of Lincoln/City of Eagle River  
Joint Land Use & Planning Issues Workshop  
July 14, 1999**

**REPORT**

**Background**

The Town of Lincoln and City of Eagle River are cooperating with Vilas County to prepare a comprehensive land use plan for the area. Foth & Van Dyke from Green Bay is the contracted consulting firm providing technical assistance for development of the plan. The Planning Issues Workshop was scheduled as an important part of the public input gathering for the development of the plan.

The workshop was conducted at 6:00 p.m. on Wednesday, July 14, 1999 at the Lincoln Community Center/ Town Hall. The purpose of the meeting was to obtain from the participants their perceptions on how the City/Town Joint Land Use Planning Committee should address a variety of land use issues within the community.

The workshop facilitators included John Williams, Ken Jaworski, Jim Loreti and Ray Kopish of Foth & Van Dyke, Green Bay, Vilas County Zoning Administrator Fred Hegeman, Vilas County Lake Conservation Specialist Tiffany Lyden, and Bryan Pierce, Vilas County University of Wisconsin-Extension. A copy of the workshop agenda is attached as Appendix A.

In spite of advance publicity releases to the local media, participants were primarily members of the Joint Planning Committee. A total of just 8 workshop participants registered on sign-in sheets for the session (see Appendix B).

Williams described the process that would be used to generate additional input for the planning process using questions focused on major issue categories. The major issue categories were derived from a previous workshop and survey sponsored by the VISION 2020 task force and subsequent Land Use Plan Steering Committee discussions. Participants were asked to write their suggestions or recommendations on how to address those issues using stick-on note pads. The notes were then placed by the participants onto flip chart sheets for each major issue category. Duplicate recommendations were pooled together by the facilitators and numbered.

The workshop participants generated over 60 specific statements or recommendations on how to address those major issues. After numbering the various statements, all participants then rated their level of support for each by indicating if they Strongly Agree, Agree, are Neutral, Disagree, or Strongly Disagree with the recommendation. The ratings for all questions were tabulated and an average score calculated for each issue as a comparison (based on 5 pts.-Strongly Agree, 4 pts.-Agree, 3 pts.-Neutral, 2 pts.-Disagree, 1 pt.-Strongly Disagree). Note that not everyone rated each issue. A summary of the top issue recommendations and a full list with the rating results follows.

The results of the workshop were compiled in this report for the Town of Lincoln and City of Eagle River by Bryan Pierce, Vilas County UW-Extension, with assistance from Janet Christianson. The recommendations generated by the workshop participants will be used by the Joint Land Use Planning Committee as they develop a vision statement, goals and objectives, start mapping preferred land uses, and begin to consider alternative implementation strategies for the land use plan.

## Summary of Top Issue Recommendations

From the ratings of the workshop participants, the following issue recommendations/statements were most strongly supported. The top recommendations on how to address each of the major issue categories are listed in order based on the average ratings. Except as noted, only those recommendations receiving an average rating of at least 4.0 (Agree) are included in this summary. Complete ratings and participant comments are included for each major issue category following this summary.

### **Issue: Downtown Development**

*Q. What strategies should be used to maintain and enhance the viability of the downtown commercial district?*

- \*Need to repair or replace sidewalks, lighting, and improve the general look of the area.
- \*Need to recruit new business to better fill the needs of the area.
- \*Create larger and safer pedestrian areas for safer crossings and less congestion. Make more pedestrian friendly.

### **Issue: Light Industrial Development**

*Q. In which areas, if any, do you feel the Town and/or the City should encourage or allow light industrial development?*

- \*If annexation is too difficult, the Town of Lincoln and City of Eagle River should develop a joint industrial park using intergovernmental cooperation provisions of state law.

*Q. What strategies, if any, should be used to assist light industry to develop or expand in the area?*

- \*Attempt to get some state funding to purchase the land so we have some specific property to show.
- \*Provide information on the area.
- \*Shared cost between municipalities to bring sewer and water to light industrial area.

### **Issue: Commercial Development**

*Q. In which areas, if any, do you feel the Town and/or the City should encourage or allow commercial development?*

- \*South west from downtown Eagle River.

### **Issue: Northwoods Atmosphere and Development Aesthetics**

*Q. What types of requirements, if any, should the Town and the City consider for commercial and industrial developments? Which requirements, if any, should be different for businesses located in Lincoln versus Eagle River?*

- \*Signage - A radical approach would be to not allow any neon or fluorescent signs. Signs like Reach/Schwaiger, CPA's are nice.
- \*Town of Lincoln through County cooperation develop sign ordinance.
- \*Maximum size limits for commercial signs: larger on highways, smaller on secondary roads.
- \*Encourage the use of green areas.
- \*Requirements should be the same for both the City and Town.

**Issue: Local Government Services**

*Q. With the demand for local services likely to increase, what services would you suggest the Town Board and/or the City Council limit, reduce, or eliminate in order to keep taxes down?*

\*Rather than reductions or increases - first every effort should be made to share services without duplication of function. Present cooperation efforts are successful - look for more of these opportunities.

\*Keep the present services cost efficient.

*Q. What services do you feel the respective governments should increase or add?*

(3.8) Shared police services between Town and City.

**Issue: Border Issues/Annexation/Intergovernmental Relations**

*Q. In which areas, if any, do you feel the City limits should be allowed to expand if annexation/cooperative boundary agreements can be reached with the Town of Lincoln?*

\*Expand to the south of Hwy. 45-70 (south of old fire station).

\*City should develop a plan to slowly annex township properties with high density that are close enough to make financial sense for light, water and sewer.

**Issue: Multi-Family Housing**

*Q. Where, if anywhere, do you feel apartments, townhouses, duplexes or other multi-family housing should be encouraged or allowed?*

(3.6) North of the river and west of Hwy. 45.

**Issue: Home-Based Businesses**

*Q. What, if any, type of restrictions do you feel should be applied to home-based businesses?*

\*Should be run by immediate family only, without any other employees.

\*Not to be conducted outside primary building - home.

\*Try to keep home based business low key, not to disturb the residential look and feel of area.

**Issue: Lakes and other Waterways**

*Q. In what ways, if any, do you feel the Town or City should impose different shoreland standards?*

(3.6) Strengthen shoreland buffer zone standards within the city.

**Issue: Natural, Cultural and Recreational Resources**

*Q. What should the City of Eagle River and the Town of Lincoln do to help protect or enhance the natural, cultural and recreational resources of the area?*

\*Maintain good park system.

\*Need to develop and care for parks.

\*Make more pedestrian- and bicycle-friendly.

\*Maintain safe, visually attractive pedestrian crossing on the Hwy. 45 bridge over the river.

\*Develop an outdoor recreation plan to help get state grant funding.

**Issue: Others?**

*Q. Any other suggestions on how to address land use issues you feel will be important to the Town and the City over the next 20 years?*

\*As time goes on, it appears that the Town and City will have to become more interdependent to conserve financial resources.

## **Appendix 2-2**

### **City of Eagle River and Town of Lincoln Joint Land Use Planning Survey, 2000 Executive Summary**

## EXECUTIVE SUMMARY

The City of Eagle River and Town of Lincoln Joint Land-Use Planning Committee conducted a Land-Use Planning Survey in the spring and summer of 2000. The survey questions were developed following input on land use issues generated during a preliminary issue identification workshop.

The surveys were color coded separately for Eagle River and Lincoln taxpayers so responses could be analysed separately. Of 579 distributed surveys in the Eagle River mailing list, a total of 256 were returned for a response rate of 44.2%. About 87.9% of the returned surveys came from within the Eagle River zipcode of 54521 versus just 12.1% from outside the local zipcode.

About 60.5% of the Lincoln surveys returned were from the 54521 zipcode, versus 38.8% from taxpayers outside the local area. This higher percentage of non-local responses is comparable to the relatively high number of housing units located in the Town that are for seasonal, recreational or occasional use (approx. 35.7% of the total housing units in Lincoln - 1990 Census).

The response rates of Eagle River surveys distributed within the local zipcode (57.6%) was higher than the overall response rate. Those Eagle River surveys mailed outside of the 54521 zipcode were returned at a rate of just 18.1%.

For the Lincoln survey, the response rates were closer. Those distributed within the local zipcode were returned at a 43.0% response rate versus 38.1% from those outside the local zipcode.

Hand tabulation of the surveys was accomplished by community volunteers and Joint Committee members with assistance from Vilas County University of Wisconsin-Extension. Final compilation and report preparation was conducted by UWEX.

Summary results from the survey questions include the following (ER=Eagle River survey responses, L=Town of Lincoln survey responses):

- Nearly two-thirds of those responding to the Eagle River survey have their principal residence in Eagle River (65%). Similarly, those responding to the Town of Lincoln survey have their principal residence in Lincoln (60%). The most responses for both the Eagle River and Lincoln surveys came from people who lived at their principal residence 30+ years. The highest number of responses on both surveys also came from people in the 41-60 and 61+ age groups.
- Downtown Development - More responses on both surveys agreed to strongly agreed with each of the strategies listed to maintain and enhance the Eagle River downtown commercial district. These included adding brick accents or decorative concrete accents to new sidewalks (ER-41.8%, L-42.9%); recruitment of new businesses (ER-86.9%, L-80.2%); developing larger pedestrian areas (ER-62.5%, L-58.9%); and installing decorative street lighting (ER-54.1%, L-55.1%).

•Light Industrial Development - Among various strategies to encourage light industrial development, a majority on both surveys agreed with jointly purchasing and developing an industrial park (ER-71.5%, L-52.8%) and increased promotion and information on the area (ER-74.6%, L-67.1%). A higher percentage of Eagle River than Lincoln respondents agreed with sharing costs to bring sewer and water to a light industrial area (ER-70.5%, L-46%). More mixed responses were received to offering low cost land (37.9% agree to 36.6% disagree in Lincoln) and running utilities (gas, electric, sewer, water) to industrial sites (close responses on both surveys).

•Commercial Development - Overall, more responses on both surveys felt commercial development should be encouraged in the following areas: South on Hwy. 45, filling in existing frontages and vacant lots first, on Wall St. west of Trigs to Railroad St., Hwy. 70 east from the city border to the arena, south and west from the downtown area, and on the Pine St. (Hwy. 70/45) bypass. More felt commercial development should be discouraged at the Vilas County Fairgrounds and on Highway G west. Mixed responses were received regarding Highway 45 north of G and Highway 17 south of 70.

•Community Atmosphere and Development Aesthetics - A majority on both surveys felt the Town of Lincoln should impose specific standards for business advertising signs (L-79.1%), and felt the City of Eagle River should impose more restrictive standards than what exist now for business signs (ER-63.9%). A majority of both surveys also agreed that both the Town of Lincoln (L-68.3%) and the City of Eagle River (ER-65.2%) should impose design review/aesthetic requirements for commercial and industrial developments. Majorities from both surveys also agreed that any sign requirements should be the same for the City of Eagle River and Town of Lincoln (ER-70.4%, L-63.7%), and that any design review/aesthetic requirements should also be the same for both municipalities (ER-69.7%, L-60.3%).

•Local Government Services - When asked if the Town and City should encourage or discourage development of several types of shared services, a majority of responses from both the Eagle River and Lincoln surveys encouraged shared services for police protection, snow plowing, sanitary districts (public sewer/water), road maintenance and repair, garbage pickup and park & recreation development.

•Border Issues/Annexation - Responses differed between Eagle River and Lincoln surveys on whether or not the City and Town should cooperate to plan for expansion of the City limits into the Town of Lincoln. A large majority of Eagle River responses (79.5%) agreed with such cooperation, while Lincoln responses were mixed with more (45.1%) disagreeing and (37.9%) agreeing with cooperative planning for City expansion.

•Multi-Family Housing - Nearly equal numbers on both Eagle River and Lincoln surveys felt the percentage of the City zoned to allow multiple family development (currently 7.5%) should increase (ER-46.1%, L-47.3%) or stay the same (ER-46.5%, L-46.0%). Regarding the 95% of the Town of Lincoln where zoning allows multiple family development, more Lincoln responses felt the percentage should decrease (49.9%) than stay the same (40.7%), while more Eagle River survey responses felt the percentage should stay the same (50.4%) versus decrease (36.6%).

•Home-Based Business - Regarding outside (non-family) employees working at home-based businesses, more on both surveys disagreed with a condition that would not allow outside employees, but more also disagreed with allowing up to three outside employees at a time. A majority of responses on both surveys agreed with several other types of conditions that could be applied to home-based businesses in residential districts to prevent conflicts with nearby property owners including parking limitations, restricting outside storage of equipment, sign and noise restrictions, and requiring screening/buffering from neighbors. Although responses were more mixed, more respondents also favored having home-based businesses conducted in the primary home only (no other buildings), and allowing home-based businesses in Single-family and Multi-family residential districts.

•Natural, Cultural and Recreational Resources - Majorities on both surveys favored joint funding of the Parks Commission to develop and care for parks (ER-79.1%, L-65.6%), development of an outdoor recreation plan to help get state grant funding for recreation projects (ER-85.4%, L-83.8%), development of a network of paved bicycle trails (ER-66.4%, L-61.6%), and adopting standards on tree removal and restoration to maintain aesthetics (ER-74.1%, L-74%).

•Lakes and Other Waterways - A majority of responses felt the Town of Lincoln should not impose more restrictive shoreland zoning requirements than Vilas County (L-70.1%). Conversely, majorities from both surveys agreed with having the City adopt a variety of shoreland zoning standards including minimum lot sizes (ER-70.1%), minimum frontage widths (ER-70.8%), limitations on keyholing (ER-56.7%), standards for retaining/restoring natural shoreland vegetative buffer zones (ER-64.2%), limitations on filling, grading, lagooning, dredging, ditching and excavating near waterways (ER-69.1%), a 75-foot shoreland setback for new structures (ER-62.4%), expansion limitations for structures located close to the water (ER-62.4%), and limitations on construction of boathouses (ER-60%).

•Additional Gambling - About three fourths of both Eagle River (75%) and Lincoln (76.7%) surveys were not in favor of additional gambling in the City of Eagle River and Town of Lincoln.

•Property Taxes - More respondents on both surveys indicated they feel their property taxes are “Too High” (ER-59.9%, L-54.4%), while 34.8% of Eagle River and 45.3% of Lincoln responses feel their property taxes are “About Right”.

•Other Suggestions to Improve the Community - Over 550 diverse written comments and suggestions were received to this open-ended question. They are included in full in Appendix J.

•Local Versus Non-Local - Few questions on either survey saw major differences between responses received from the local 54521 zipcode versus those received from non-local zipcodes. Eagle River survey - With very limited numbers of non-local responses on the Eagle River survey, responses differed on offering low cost land for light industrial development (locals more in favor), locations for encouraging commercial development (non-locals with more “discourage” than “encourage” for several locations), small differences on percentages for allowing multi-family development in both municipalities, allowing no outside employees for home-based businesses (more non-locals agree) and allowing those businesses in Single family residential districts (more non-locals disagree), and property taxes (more non-locals feel they are “About Right”).



Town of Lincoln survey - More non-local surveys disagreed with offering low cost land or running utilities at reduced rates to industrial sites for encouraging light industrial development. More non-locals felt commercial development should be discouraged on Highway 45 north of County Highway G, while more locals were neutral. More local responses disagreed with the City and Town cooperating to plan for expansion of the City limits into Lincoln, while more non-local responses agreed with such cooperation. More locals favored increasing the percentage of area in the City allowing multi-family housing development, contrasting with more non-locals who feel the percentage should stay the same. More non-local favored decreasing the percentage of land in Lincoln that allows multi-family, while more local responses felt the percentage should stay the same. Regarding home-based businesses, more non-locals agreed with allowing no outside employees while more locals disagreed. More non-locals disagreed with allowing those businesses in both single-family and multi-family residential districts, contrasting with more local responses agreeing with home-based businesses in both types of residential districts.

**Appendix 2-3**

**Town of Lincoln Public Informational Meeting Notice & Mailer  
June 17, 2002**

## Public Notice

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### Interested in the Town of Lincoln's Future?



### Please Attend the Comprehensive Land Use Planning Public Informational Meeting

**When:** 7:00 p.m., Monday, June 17, 2002  
**7:00 p.m. Presentation** - Doors open at 6:45

**Where:** Town of Lincoln Town Hall, 1205 Sundstein Road

**Why:** To discuss and review the Town of Lincoln Year 2020 Comprehensive Land Use Plan. The meeting will focus on the draft Year 2020 Preferred Land Use Map which displays the preferred use, location, and density of property in Lincoln. Please attend to see how this information could be used to help guide future decisions about property development.

**Who:** Residents, property owners. A quorum of the Lincoln Comprehensive Land Use Planning Committee and Town Board may be present.

## Public Informational Meeting Notice Town of Lincoln Property Owners

**What:** Public Informational Meeting to present draft *Town of Lincoln Year 2020 Preferred Land Use Plan*

**Where:** Town of Lincoln Municipal Building (Town Hall), 1205 Sundstein Road.

**When:** Monday, June 17, 2002, 6:45 PM.. **Presentation to start at 7:00PM.**

The Town of Lincoln is in the process of developing a Comprehensive Land Use Plan to manage growth for the next 15-20 years. The plan is being prepared in conjunction with the *Vilas County Year 2020 Comprehensive Land Use Plan* and jointly with the City of Eagle River by a consultant and the Lincoln Comprehensive Land Use Planning Committee. The Committee, a group of town residents, property owners, and local officials, have diligently worked toward developing ideas toward a town plan which represents the interests of all Town of Lincoln property owners.

The plan's foundation evolved from public input and directives. The town initiated the planning process with a July, 1999 public Issues Identification Workshop designed to identify and prioritize land use issues and concerns. The second phase of public input was through a joint Community Planning Survey in the summer of 2000, which focused issues and ideas. A public informational meeting was held February 21, 2001 to update residents on progress, planning goals and objectives, maps and information. The **June 17<sup>th</sup>, 2002** meeting is the next step. This packet of information is designed to inform you of what is occurring, and hopefully will stimulate thought and participation in this important process. **This packet contains the following:**

### Draft Year 2020 Preferred Land Use Map

The draft preferred land uses have been mapped and classified, with each color representing a different classification. The classifications are described on the attached page. The preferred land use map displays the proposed use, location, and development density of all lands in the town.

### Suggested Permitted and Conditional Use Worksheet

The worksheet was developed through consensus opinion of the Lincoln Land Use Planning Committee and Town Board and indicates the suggested activities for each of the land use classifications.

### Questionnaire/Property Owner Survey

The questionnaire offers individuals an opportunity to respond to the information in the packet. The questionnaire can be either mailed to the Comprehensive Land Use Planning Committee @ the address provided on the questionnaire or it can be dropped off at the public informational meeting.

Please try to review the information in this packet and respond to the questionnaire prior to the meeting. We hope you can find the time to attend the June 17<sup>th</sup> public informational meeting. If you have issue with any of the material, please indicate and send it in with suggestions and reasons for your ideas. It is the town's intent to keep residents and property owners continually informed throughout this planning process. Thank you for the time and consideration. We hope to see you June 17<sup>th</sup>.

Sincerely,

*The Town of Lincoln Comprehensive Land Use Planning Committee, Tripp Anderson, Chairman*

# Year 2020 Preferred Land Use

## Town of Lincoln - Vilas County, Wisconsin

MAP 12-1

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### YEAR 2020 PREFERRED LAND USE

- Lakeshore Residential
- Multi-Family Residential
- Rural Residential
- Planned Mixed Use
- Wooded Residential
- Forestry & Recreation
- Parks & Recreation
- Highway Commercial
- Education & Recreation
- Chain-Mixed Use
- Agriculture
- Government/Institutional
- Industrial

### LEGEND

- State/Federal Highways
- County Highways
- Town Roads
- Private Roads
- Forest Roads
- Other Roads
- Bridges
- Parcel Lines
- Section Lines
- Municipal Boundary
- Waterbody
- Public Lands

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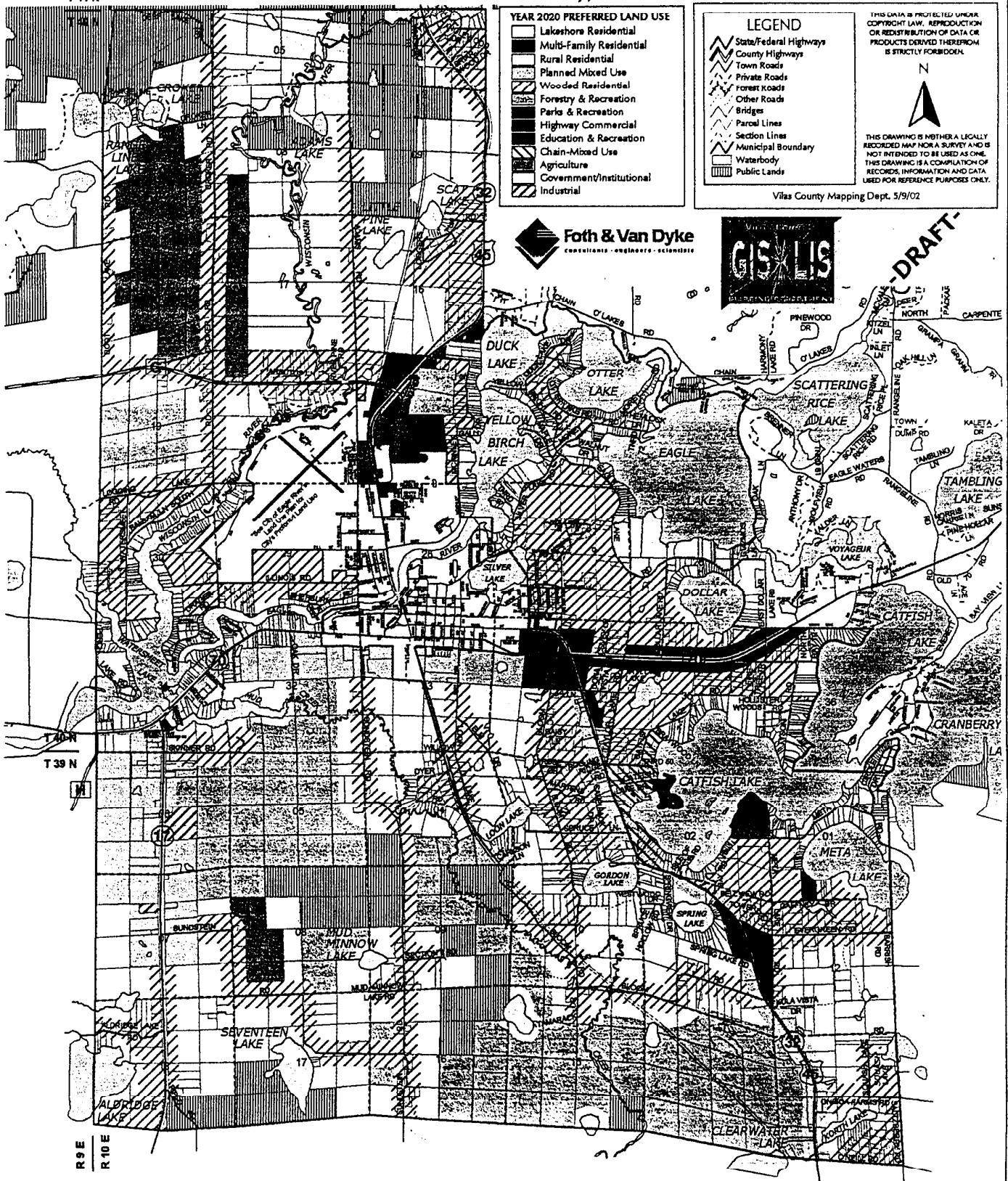


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Vilas County Mapping Dept. 5/9/02



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# TOWN OF LINCOLN

## YEAR 2020 PREFERRED LAND USE PLAN

The Year 2020 Preferred Land Use Map represents the desired arrangement of preferred land uses on the Town of Lincoln landscape 20 years into the future. Each classification broadly identifies the desired future condition of lands defined within the class boundary. The Map serves as a guide for local officials to coordinate and manage future development of the town. The preferred land use classifications are not zoning districts and do not have the authority of zoning. Although advisory, the map and preferred land use classifications are intended to be used by town officials as a guide when reviewing lot splits, re-zoning requests, and revisions to the town zoning map, if any.

### Lakeshore Residential

- ◆ Preferred Single-Family residences located along and in proximity to off-chain lakeshore areas or areas already zoned R-1 Single-Family; existing uses predominantly residential.
- ◆ On-water lots to conform with Vilas County Lakes Classification standards for lot size and frontage requirements; 1.5 acre backlots.
- ◆ 9.8% of total preferred land use.

### Multi-Family Residential

- ◆ This land use class could allow development of duplexes, apartments, and multi-unit buildings.
- ◆ Preferred medium to high density residential uses in residential areas; limited to areas already developed with multi-family uses; planned only for areas adjacent to the City of Eagle River.
- ◆ New development, if any, may be approved conditional upon Town Board and adjacent property review.
- ◆ Proposed lot sizes to conform with existing Vilas County standards; increase in addition to minimum lot size with each additional housing unit if served by private septic system;
- ◆ Development should be served with public sewer and water; lot size minimums could be reduced on a case by case basis.
- ◆ 0.0% of total preferred land use.

### Rural Residential

- ◆ Preferred residential uses and possible low intensity commercial in low density, natural forest settings.

- ◆ Generally includes lands beyond 500' of public roads.
- ◆ Preferred minimum lot size of 5 acres (1 dwelling unit per 5 acres) for new land divisions; existing lots of record not affected.
- ◆ Proposed decreased lot size (density bonus) could be earned through clustering development to reduce cost of providing public services.
- ◆ 18.9% of total preferred land use.

### Wooded Residential

- ◆ Planned residential areas adjacent to and potentially served by the existing road network.
- ◆ Intent to maximize and utilize public road investments with 1.5 acre lots within 500' of existing roads.
- ◆ Areas classified beyond 500' of roads also included if previously platted, have existing residential development with similar lot sizes, or areas surrounded by or intended for residential development.
- ◆ 22.8% of total preferred land use.

### Forestry and Recreation

- ◆ Encourage continuation of large forestry tracts to both manage/produce forest products and provide low-density, wooded residential areas.
- ◆ Possible limited commercial uses in accord with Suggested Permitted and Conditional Use Worksheet
- ◆ Preferred 10 acre lot size in new land divisions to encourage large tracts of forested areas; existing lots of record not affected.

- ◆ Generally includes both public and private lands, lands in forest management programs, lands zoned forestry, and lands beyond 1000' from public roads.
- ◆ 19.4% of the total preferred land use.

### Parks and Recreation

- ◆ Existing public and private park land and recreation facilities adequate for future demands; no additional parks planned.
- ◆ Focus future improvements on existing parks and facilities.
- ◆ Trail development and linkage to future town and county network to be explored.
- ◆ 0.0% of total preferred land use.

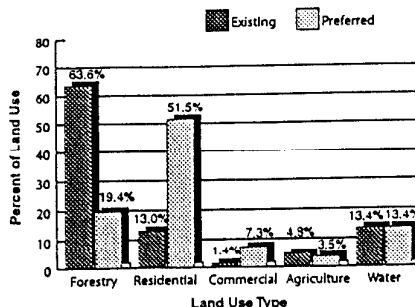
### Education/Recreation

- ◆ Designed to accommodate existing youth and adult recreation and education camps.
- ◆ Intent of classification to address current use and potential conversion of use.
- ◆ 0.7% of total preferred land use.

### Highway Commercial

- ◆ Targeted for portions of STH 70 and USH 45/STH 32 corridors in accordance with existing community development pattern.
- ◆ Planned to primarily concentrate commercial uses that require road access with limited weight restrictions, 3-phase power, and gas service.
- ◆ The classification allows for residential development, but is not the primary intent.
- ◆ Commercial uses would be on 1.5 acre lots and could be mixed between tourist-dependent highway uses and community service.
- ◆ Additional design review ordinance is encouraged to address lighting, signage, landscaping, buffering, and site design; Northwoods character encouraged, especially adjacent to the City of Eagle River.
- ◆ Consider clustering and coordinating development to allow development while minimizing access to the highway.
- ◆ Possible long term coordination and joint planning and development with City of Eagle River.
- ◆ 2.0% of total preferred land use.

Generalized Land Use  
Comparison



# TOWN OF LINCOLN

## YEAR 2020 PREFERRED LAND USE PLAN

### Planned Mixed Use

- ◆ Targeted for portions of STH 70 east and south of Eagle River, STH 45 south of Eagle River, and portions of the STH 17 corridor.
- ◆ STH 70 section planned to develop with higher density due to possible shared municipal services with Eagle River, therefore allowing reduced lot sizes.
- ◆ STH 17 corridor planned to cluster development with internal access to minimize direct access for safety. Developments could be setback and interspersed with scenic areas of natural landscape, woods, or fields for aesthetics.
- ◆ Planned developments encouraged to cluster development in exchange for density bonuses, otherwise 1.5 acre minimum lot size for backlot, off-water development.
- ◆ Highway strip development discouraged through access restrictions.
- ◆ New commercial uses could be subject to a conditional use permit.
- ◆ Additional design review ordinance is encouraged to address lighting, signage, landscaping, buffering, and site design; Northwoods character encouraged, especially adjacent to the City of Eagle River.
- ◆ Possible long term coordination and joint planning and development with City of Eagle River.
- ◆ 5.3% of total preferred land use.

### On-Chain Mixed Use

- ◆ Areas have existing single and multi-family residential, resorts, tourist rooming houses, commercial uses surrounding areas on the Eagle Chain-of-Lakes.
- ◆ Classification would allow commercial resorts, residential development, and specific commercial uses as specified by the suggested permitted and conditional use worksheet.
- ◆ Development would be regulated by the Vilas County Lakes Classification system and Shoreland Zoning Ordinance; 1.5 acre minimum lot size for backlot, off-water development.
- ◆ New commercial uses could be subject to a conditional use permit.
- ◆ 0.4% of total preferred land use.

### Industrial

- ◆ Areas that have existing light industrial development.
- ◆ Classification would allow light industrial uses as specified by the suggested permitted and conditional use worksheet.
- ◆ Development could be regulated by design review ordinances.
- ◆ 1.5 acre minimum lot size.
- ◆ New industrial uses could be subject to a conditional use permit.
- ◆ 0.2% of total preferred land use.

### Government/Institutional

- ◆ Current and planned location of town hall, transfer station, and municipal garage.
- ◆ Municipal services provided through mutual service agreements with surrounding municipalities.
- ◆ Town not planning on a new town hall or community center.

### Agriculture

- ◆ Includes lands located in the northwest and southwest portions of the town that consist primarily of existing agricultural lands and sparse residential development.
- ◆ Direct intensive development near existing public roads to facilitate continued agricultural operations by preserving tillable acreage and reducing potential residential conflict.
- ◆ Discourage fragmented development within interior areas with preferred minimum lot sizes of 5 acres or more.
- ◆ 3.5% of total preferred land use.

**Surface Water** comprises the remaining 13.4% of total land use in the town; wetlands cover 21.8% of the town.

In conjunction with the Vilas County Shoreland Zoning Ordinance, the Town of Lincoln is proposing to manage all on-water development with existing Lakes Classification standards. Lot sizes and frontage requirements will vary depending on the lake.

# Town of Lincoln

## Suggested Permitted or Conditional Uses for Preferred Land Use Classifications - June, 2002

On the table below is a list of the Permitted ("P") or Conditional ("C") Uses the Lincoln Land Use Planning Committee and Lincoln Town Board felt would be appropriate for each of the Town's proposed Land Use Classifications.

Definitions: A permitted use would be denied in that area only if required general regulations (subdivision, sanitary, etc.) or overlay district regulations (shoreland, floodplain, etc.) prohibit the proposed development.

Conditional uses, also known as special exceptions, are discretionary so a conditional use permit may be granted or denied. Special standards or other modifications (conditions) may be imposed on the permit to custom tailor the proposed development in the designated area to meet the land use objectives.

| Uses:  | Lakeshore Residential | Rural Residential | Wooded Residential | Highway Commercial | Planned Mixed Use | Industrial | Forestry and Recreation | On Chain Mixed-Use | Agriculture | Government/Institutional | Education/Recreation | Parks/Recreation |
|--|-----------------------|-------------------|--------------------|--------------------|-------------------|------------|-------------------------|--------------------|-------------|--------------------------|----------------------|------------------|
| 1. Agricultural, animal husbandry                    |                       |                   |                    |                    |                   |            | P                       |                    | P           |                          |                      |                  |
| 2. Forestry  | P                     | P                 | P                  | P                  | P                 | P          | P                       | P                  | P           | P                        | P                    | P                |
| 3. Farms   |                       |                   |                    | C                  |                   |            | P                       |                    | P           |                          |                      |                  |
| 4. Hobby Farms                                       |                       | P                 | C                  | P                  | P                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 5. Single family detached dwellings                  | P                     | P                 | P                  | C                  | C                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 6. One non-rental guest house                        | P                     | P                 | P                  | C                  | C                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 7. Individual mobile homes                           | P                     | P                 | P                  | C                  | C                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 8. Home occupations                                  | P                     | P                 | P                  | C                  | C                 |            | C                       |                    | C           |                          |                      |                  |
| 9. Mobile home parks                                 |                       | C                 |                    | C                  | C                 |            | C                       |                    | C           |                          |                      |                  |
| 10. Parks, playgrounds                               | P                     | P                 | P                  | P                  | P                 |            | P                       | P                  | P           | P                        | P                    | P                |
| 11. Golf courses                                     | C                     | C                 | C                  | C                  | C                 |            | P                       | C                  | C           |                          |                      | P                |
| 12. Resorts  | C                     | C                 | C                  | C                  | C                 |            | P                       | P                  |             |                          |                      |                  |
| 13. Multiple dwelling units                          | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 14. Dwelling units on second stories                 | C                     | P                 | P                  | P                  | P                 |            | P                       | P                  | P           |                          |                      |                  |
| 15. Apartments, townhouses & condominiums for rent   | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 16. Community living facilities                      | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 17. Bed & Breakfast establishments                   | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 18. Boarding houses and other types of group lodging | C                     | C                 | C                  | P                  | P                 |            | P                       | P                  | C           |                          | C                    | C                |
| 19. Private club houses                              | C                     | C                 | C                  | P                  | P                 |            | P                       | P                  |             |                          |                      |                  |
| 20. Motels   |                       |                   |                    | P                  | P                 |            |                         | P                  |             |                          |                      |                  |
| 21. Hotels   |                       |                   |                    | P                  | P                 |            |                         | P                  |             |                          |                      |                  |
| 22. Roadside stands for farm produce                 |                       | P                 | C                  | P                  | P                 |            |                         | P                  | P           |                          |                      |                  |
| 23. Eating and drinking establishments               | C                     | C                 | C                  | P                  | P                 |            | P                       | P                  |             |                          |                      |                  |
| 24. Commercial marinas                               |                       |                   |                    | P                  | P                 |            | P                       | P                  |             |                          |                      |                  |
| 25. Campgrounds                                      |                       |                   |                    | C                  | C                 |            | P                       | C                  |             |                          |                      |                  |
| 26. Auto and RV sales                                |                       |                   |                    | P                  | P                 | P          | C                       | P                  |             |                          |                      |                  |
| 27. Auto body shops                                  |                       |                   |                    | P                  | C                 | P          | C                       | C                  |             |                          |                      |                  |
| 28. Auto service stations                            |                       |                   |                    | P                  | C                 | P          | C                       | C                  |             |                          |                      |                  |



[illegible]

## Town of Lincoln Property Owner Survey/Questionnaire Year 2020 Draft Preferred Land Use Map

The Lincoln Land Use Planning Committee would like to know how you feel about the Year 2020 Preferred Land Use Map and classifications. Please use this sheet to provide comments and suggestions, and please be as specific as possible. Due to space restrictions, we omitted the Multi-Family, Industrial, Government/Institutional, and Education/Recreation classifications on this form due to minimal impact/area on the map. If you wish, you may identify yourself in the space provided below: Thank you very much for your time.

Name \_\_\_\_\_ Phone \_\_\_\_\_

Address \_\_\_\_\_

### Lakeshore Residential

Preferred Lot Size  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Location as Mapped  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Types of Uses Recommended  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

### Wooded Residential

Preferred Lot Size  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Location as Mapped  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Types of Uses Recommended  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

### Rural Residential

Preferred Lot Size  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Location as Mapped  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Types of Uses Recommended  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

### On-Chain Mixed Use

Preferred Lot Size  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Location as Mapped  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Types of Uses Recommended  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

### Forestry and Recreation

Preferred Lot Size  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Location as Mapped  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Types of Uses Recommended  
☐ Agree ☐ Disagree  
☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

Survey \_\_\_\_\_

### Highway Commercial

Preferred Lot Size

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Location as Mapped

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Types of Uses Recommended

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

### Agriculture

Preferred Lot Size

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Location as Mapped

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Types of Uses Recommended

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

Place 34¢  
stamp here.

Lincoln LAND USE PLANNING Committee  
P.O. Box 9  
Eagle River, WI 54521-0009

### Planned Mixed Use

Preferred Lot Size

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Location as Mapped

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Types of Uses Recommended

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

### Parks & Recreation

Preferred Lot Size

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Location as Mapped

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Types of Uses Recommended

☐ Agree ☐ Disagree

☐ Agree w/Modifications

Suggestions/Comments: \_\_\_\_\_

The Town of Lincoln is proposing to work in conjunction with the Vilas County Shoreland Zoning Ordinance. All on-water development, regardless of how it is classified, would continue to be regulated with existing lakes classification standards.

☐ Agree    ☐ Disagree    ☐ Agree with Modifications    ☐ No Opinion

Please either return the survey form no later than June 10<sup>th</sup> or drop it off at the meeting.

Survey \_\_\_\_\_

**Appendix 2-4**

**Town of Lincoln Public Hearing Notice & Mailer  
October 21, 2002**

# Public Notice

## Interested in the Town of Lincoln's Future?



## Please Attend the Comprehensive Land Use Planning Public Hearing

**When:** 7:00 p.m., Monday, October 21, 2002  
7:00 p.m. **Presentation** - Doors open at 6:30

**Where:** Town of Lincoln Town Hall, 1205 Sundstein Road

**Why:** To finalize the Town of Lincoln Year 2020 Comprehensive Land Use Plan. The meeting will focus on the draft Year 2020 Preferred Land Use Map which displays the preferred use, location, and density of property in Lincoln, as well as plan implementation. Please attend to see how this information could be used to help guide future decisions about property development. A Pre-Final Draft of the Comprehensive Land Use Plan can be reviewed starting September 18, 2002 at the Lincoln Town Hall and the Walter E. Olsen Memorial Library in Eagle River during normal business hours.

**Who:** Residents, property owners. A quorum of the Lincoln Comprehensive Land Use Planning Committee and Town Board may be present.

# Notice of Public Hearing

## Town of Lincoln Property Owners

**What:** Public Hearing on the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*

**Where:** Town of Lincoln Municipal Building (Town Hall), 1205 Sundstein Road.

**When:** Monday, October 21<sup>st</sup>, 2002. **Presentation to start at 7:00 PM.** Doors open at 6:30 P.M.

The Town of Lincoln is in the process of completing a Comprehensive Land Use Plan to manage growth for the next 15-20 years. The plan is being prepared in conjunction with the *Vilas County Year 2020 Comprehensive Land Use Plan* through leadership of the Lincoln Comprehensive Land Use Planning Committee, Town Board, and a Planning Consultant. The Committee, a group of town residents, property owners, and local officials, have diligently worked toward developing ideas toward a town plan which represents the interests of all Town of Lincoln property owners.

The plan's foundation evolved from public input and directives. The town initiated the planning process with a July, 1999 public Issues Identification Workshop designed to identify and prioritize land use issues and concerns. The second phase of public input was through a Community Planning Survey in the summer of 2000, which focused issues and ideas. Two public informational meetings were held February 26, 2001 & June 17, 2002 to update residents on progress, planning goals and objectives, & draft preferred land uses. The **October 21<sup>st</sup>, 2002** public hearing completes the plan building process and will be the last opportunity for public input into the plan prior to adoption. This packet of information is designed to inform you of what is occurring. **This packet contains the following:**

### Year 2020 Preferred Land Use Map

The preferred land uses have been mapped and classified, with each color representing a different classification. The classifications are described in detail on the attached pages. The preferred land use map displays the proposed use, location, and development density of all lands in the town. The map has changed since the June 17<sup>th</sup>, 2002 public informational meeting, although the changes have not been significant. The October 21<sup>st</sup> meeting will present the modifications to the map. The classifications have not changed since the June 17<sup>th</sup> meeting.

### Suggested Permitted and Conditional Use Worksheet

The worksheet was developed through consensus opinion of the Lincoln Land Use Planning Committee and Town Board and indicates the suggested activities for each of the land use classifications. The suggested permitted and conditional uses have not changed since the June 17<sup>th</sup>, 2002 meeting.

We hope you can find the time to attend the October 21<sup>st</sup> public hearing. Please try to review the information in this packet prior to the meeting. Town residents and property owners are encouraged to review the plan and submit oral and/or written comment at the public hearing. The Planning Committee will consider comments received at the public hearing, and then forward the plan to the Town Board for adoption. The Pre-Final Draft document of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* can be reviewed starting Wednesday, September 18<sup>th</sup>, 2002 at the Lincoln Community Center (Town Hall) and the Walter E. Olsen Memorial Library, 203 North Main Street, Eagle River during normal business hours.

It is the town's intent to keep residents and property owners continually informed throughout this planning process. Thank you for the time and consideration, and we hope you find this mailer of value. **Hope to see you October 21<sup>st</sup>!**

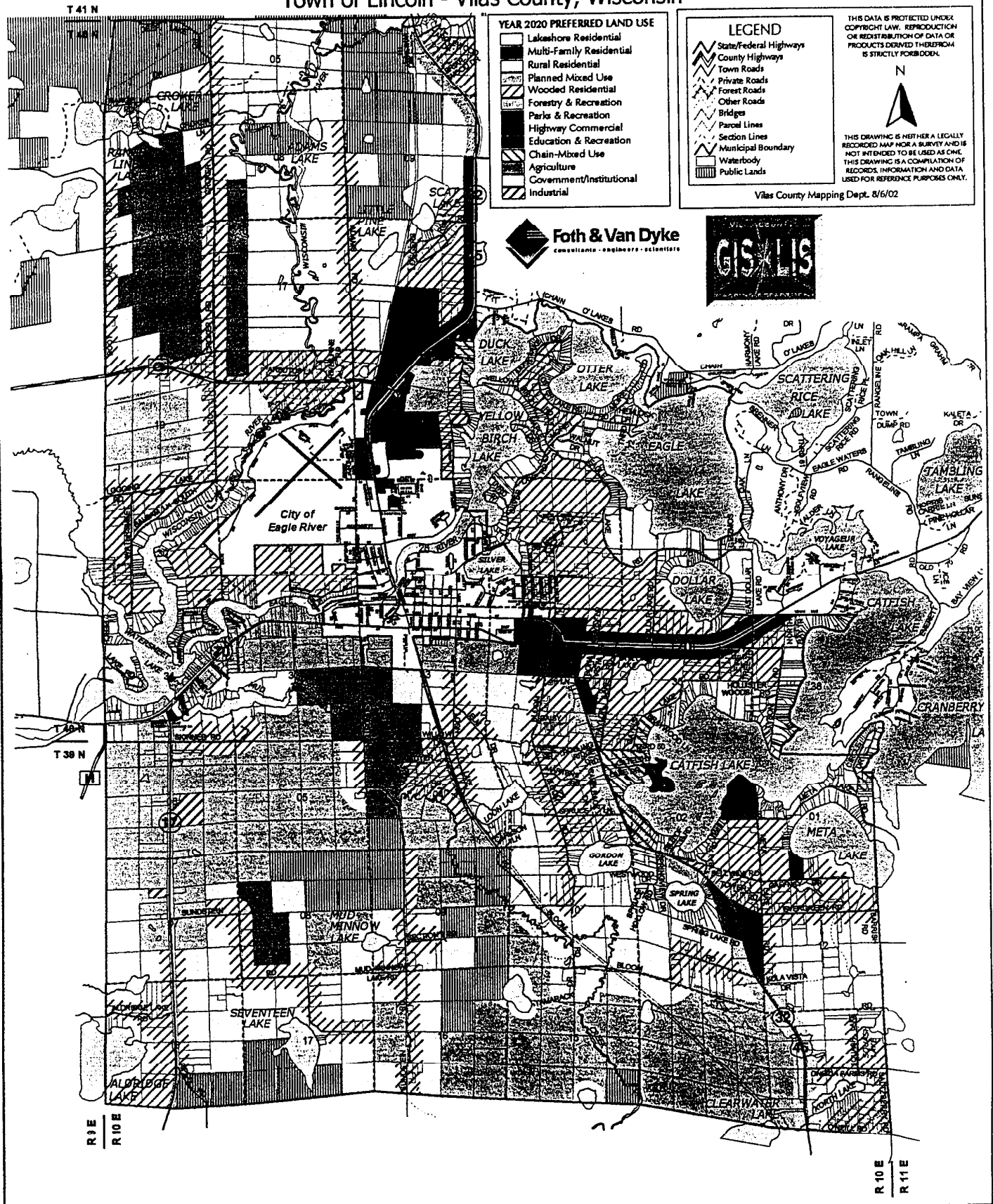
Sincerely,

*The Town of Lincoln Comprehensive Land Use Planning Committee, Tripp Anderson, Chairman*

# Year 2020 Preferred Land Use

Town of Lincoln - Vilas County, Wisconsin

MAP 12-1



# TOWN OF LINCOLN

## YEAR 2020 PREFERRED LAND USE PLAN

The Year 2020 Preferred Land Use Map represents the desired arrangement of preferred land uses on the Town of Lincoln landscape 20 years into the future. Each classification broadly identifies the desired future condition of lands defined within the class boundary. The Map serves as a guide for local officials to coordinate and manage future development of the town. The preferred land use classifications are not zoning districts and do not have the authority of zoning. Therefore, existing uses will not be made nonconforming by adoption of this land use plan. Although advisory, the map and preferred land use classifications are intended to be used by town officials as a guide when reviewing lot splits, re-zoning requests, and revisions to the town zoning map, if any.

### Lakeshore Residential (Yellow)

- ◆ Preferred Single-Family residences located along and in proximity to off-chain lakeshore areas or areas already zoned R-1 Single-Family; existing uses predominantly residential.
- ◆ On-water lots to conform with Vilas County Lakes Classification standards for lot size and frontage requirements; 1.5 acre backlots.
- ◆ 9.7% of total preferred land use.

### Multi-Family Residential (Dark Brown)

- ◆ This land use class could allow development of duplexes, apartments, and multi-unit buildings.
- ◆ Preferred medium to high density residential uses in residential areas; limited to areas already developed with multi-family uses; planned only for areas adjacent to the City of Eagle River.
- ◆ New development, if any, may be approved conditional upon Town Board and adjacent property review.
- ◆ Proposed lot sizes to conform with existing Vilas County standards; increase in addition to minimum lot size with each additional housing unit if served by private septic system;
- ◆ Development should be served with public sewer and water; lot size minimums could be reduced on a case by case basis.
- ◆ 0.0% of total preferred land use.

### Rural Residential (Tan)

- ◆ Preferred residential uses and possible low intensity commercial in low density, natural forest settings.
- ◆ Generally includes lands beyond 500' of public roads.
- ◆ Preferred minimum lot size of 5 acres (1 dwelling unit per 5 acres) for new land divisions; existing lots of record not affected.
- ◆ Proposed decreased lot size (density bonus) could be earned through clustering development to reduce cost of providing public services.
- ◆ 18.1% of total preferred land use.

### Wooded Residential (Green X-Hatch)

- ◆ Planned residential areas adjacent to and potentially served by the existing road network.
- ◆ Intent to maximize and utilize public road investments with 1.5 acre lots within 500' of existing roads.
- ◆ Areas classified beyond 500' of roads also included if previously platted, have existing residential development with similar lot sizes, or areas surrounded by or intended for residential development.
- ◆ 21.1% of total preferred land use.

### Forestry and Recreation (Dark Green)

- ◆ Encourage continuation of large forestry tracts to both manage/produce forest products and provide low-density, wooded residential areas.
- ◆ Possible limited commercial uses in accord with Suggested Permitted and Conditional Use Worksheet.

- ◆ Preferred 10 acre lot size in new land divisions to encourage large tracts of forested areas; existing lots of record not affected.
- ◆ Generally includes both public and private lands, lands in forest management programs, lands zoned forestry, and lands beyond 1000' from public roads.
- ◆ 19.3% of the total preferred land use.

### Parks and Recreation

- ◆ Existing public and private park land and recreation facilities adequate for future demands; no additional parks planned.
- ◆ Focus future improvements on existing parks and facilities.
- ◆ Trail development and linkage to future town and county network to be explored.
- ◆ 0.0% of total preferred land use.

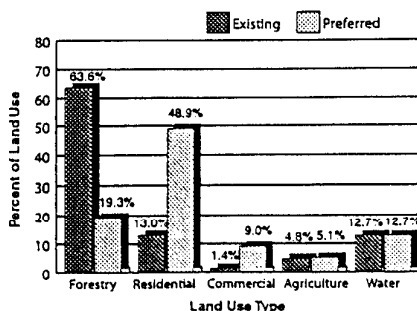
### Education/Recreation (Blue)

- ◆ Designed to accommodate existing youth and adult recreation and education camps.
- ◆ Intent of classification to address current use and potential conversion of use.
- ◆ 0.7% of total preferred land use.

### Highway Commercial (Red)

- ◆ Targeted for portions of STH 70 and USH 45/STH 32 corridors in accordance with existing community development pattern.
- ◆ Planned to primarily concentrate commercial uses that require road access with limited weight restrictions, 3-phase power, and gas service.
- ◆ The classification allows for residential development, but is not the primary intent.
- ◆ Commercial uses would be on 1.5 acre lots and could be mixed between tourist-dependent highway uses and community service.
- ◆ Additional design review ordinance is encouraged to address lighting, signage, landscaping, buffering, and site design; Northwoods character encouraged, especially adjacent to the City of Eagle River.
- ◆ Consider clustering and coordinating development to allow development while minimizing access to the highway.
- ◆ Possible long term coordination and joint planning and development with City of Eagle River.
- ◆ 2.9% of total preferred land use.

### Generalized Land Use Comparison





# TOWN OF LINCOLN

## YEAR 2020 PREFERRED LAND USE PLAN

### Planned Mixed Use (Pink)

- ◆ Targeted for portions of STH 70 east and south of Eagle River, STH 45 south of Eagle River, and portions of the STH 17 corridor.
- ◆ STH 70 section planned to develop with higher density due to possible shared municipal services with Eagle River, therefore allowing reduced lot sizes.
- ◆ STH 17 corridor planned to cluster development with internal access to minimize direct access for safety. Developments could be setback and interspersed with scenic areas of natural landscape, woods, or fields for aesthetics.
- ◆ Planned developments encouraged to cluster development in exchange for density bonuses, otherwise 1.5 acre minimum lot size for backlot, off-water development.
- ◆ Highway strip development discouraged through access restrictions.
- ◆ New commercial uses could be subject to a conditional use permit.
- ◆ Additional design review ordinance is encouraged to address lighting, signage, landscaping, buffering, and site design; Northwoods character encouraged, especially adjacent to the City of Eagle River.
- ◆ Possible long term coordination and joint planning and development with City of Eagle River.
- ◆ 6.1% of total preferred land use.

### On-Chain Mixed Use (Red X-Hatch)

- ◆ Areas have existing single and multi-family residential, resorts, tourist rooming houses, commercial uses surrounding areas on the Eagle Chain-of-Lakes.
- ◆ Classification would allow commercial resorts, residential development, and specific commercial uses as specified by the suggested permitted and conditional use worksheet.
- ◆ Development would be regulated by the Vilas County Lakes Classification system and Shoreland Zoning Ordinance; 1.5 acre minimum lot size for backlot, off-water development.
- ◆ New commercial uses could be subject to a conditional use permit.
- ◆ 0.6% of total preferred land use.

### Industrial (Gray X-Hatch)

- ◆ Areas that have existing light industrial development.
- ◆ Classification would allow light industrial uses as specified by the suggested permitted and conditional use worksheet.
- ◆ Development could be regulated by design review ordinances.
- ◆ 1.5 acre minimum lot size.
- ◆ New industrial uses could be subject to a conditional use permit.
- ◆ 0.2% of total preferred land use.

### Government/Institutional (Gray)

- ◆ Current and planned location of town hall, transfer station, and municipal garage.
- ◆ Municipal services provided through mutual service agreements with surrounding municipalities.
- ◆ Town not planning on a new town hall or community center.

### Agriculture (Brown)

- ◆ Includes lands located in the northwest and southwest portions of the town that consist primarily of existing agricultural lands and sparse residential development.
- ◆ Direct intensive development near existing public roads to facilitate continued agricultural operations by preserving tillable acreage and reducing potential residential conflict.
- ◆ Discourage fragmented development within interior areas with preferred minimum lot sizes of 5 acres or more.
- ◆ 5.1% of total preferred land use.

**Surface Water** comprises the remaining 12.7% of total land use in the town; wetlands cover 21.8% of the town.

In conjunction with the Vilas County Shoreland Zoning Ordinance, the Town of Lincoln is proposing to manage all on-water development with existing Lakes Classification standards. Lot sizes and frontage requirements will vary depending on the lake.

# Town of Lincoln

## Suggested Permitted or Conditional Uses for Preferred Land Use Classifications - September, 2002

*On the table below is a list of the Permitted ("P") or Conditional ("C") Uses the Lincoln Land Use Planning Committee and Lincoln Town Board felt would be appropriate for each of the Town's proposed Land Use Classifications.*

*Definitions: A permitted use would be denied in that area only if required general regulations (subdivision, sanitary, etc.) or overlay district regulations (shoreland, floodplain, etc.) prohibit the proposed development.*

*Conditional uses, also known as special exceptions, are discretionary so a conditional use permit may be granted or denied. Special standards or other modifications (conditions) may be imposed on the permit to custom tailor the proposed development in the designated area to meet the land use objectives.*

| Uses:  | Lakeshore Residential | Rural Residential | Wooded Residential | Highway Commercial | Planned Mixed Use | Industrial | Forestry and Recreation | On Chain Mixed-Use | Agriculture | Government/Institutional | Education/Recreation | Parks/Recreation |
|--|-----------------------|-------------------|--------------------|--------------------|-------------------|------------|-------------------------|--------------------|-------------|--------------------------|----------------------|------------------|
| 1. Agricultural, animal husbandry                    |                       |                   |                    |                    |                   | P          |                         | P                  |             |                          |                      |                  |
| 2. Forestry  | P                     | P                 | P                  | P                  | P                 | P          | P                       | P                  | P           | P                        | P                    | P                |
| 3. Farms   |                       |                   | C                  |                    |                   | P          |                         | P                  |             |                          |                      |                  |
| 4. Hobby Farms                                       |                       | P                 | C                  | P                  | P                 | P          | P                       | P                  | C           | C                        | C                    | C                |
| 5. Single family detached dwellings                  | P                     | P                 | P                  | C                  | C                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 6. One non-rental guest house                        | P                     | P                 | P                  | C                  | C                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 7. Individual mobile homes                           | P                     | P                 | P                  | C                  | C                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 8. Home occupations                                  | P                     | P                 | P                  | C                  | C                 |            | P                       | P                  | P           | C                        | C                    | C                |
| 9. Mobile home parks                                 |                       | C                 |                    | C                  | C                 |            | C                       |                    | C           |                          |                      |                  |
| 10. Parks, playgrounds                               | P                     | P                 | P                  | P                  | P                 |            | P                       | P                  | P           | P                        | P                    | P                |
| 11. Golf courses                                     | C                     | C                 | C                  | C                  | C                 |            | P                       | C                  | C           |                          |                      | P                |
| 12. Resorts  | C                     | C                 | C                  | C                  | C                 |            | P                       | P                  |             |                          |                      |                  |
| 13. Multiple dwelling units                          | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 14. Dwelling units on second stories                 | C                     | P                 | P                  | P                  | P                 |            | P                       | P                  | P           |                          |                      |                  |
| 15. Apartments, townhouses & condominiums for rent   | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 16. Community living facilities                      | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 17. Bed & Breakfast establishments                   | C                     | C                 | C                  | P                  | P                 |            | C                       | P                  |             |                          |                      |                  |
| 18. Boarding houses and other types of group lodging | C                     | C                 | C                  | P                  | P                 |            | P                       | P                  | C           |                          | C                    | C                |
| 19. Private club houses                              | C                     | C                 | C                  | P                  | P                 |            | P                       | P                  |             |                          |                      |                  |
| 20. Motels   |                       |                   |                    | P                  | P                 |            |                         | P                  |             |                          |                      |                  |
| 21. Hotels   |                       |                   |                    | P                  | P                 |            |                         | P                  |             |                          |                      |                  |
| 22. Roadside stands for farm produce                 |                       | P                 | C                  | P                  | P                 |            |                         | P                  | P           |                          |                      |                  |
| 23. Eating and drinking establishments               | C                     | C                 | C                  | P                  | P                 |            | P                       | P                  |             |                          |                      |                  |
| 24. Commercial marinas                               |                       |                   |                    | P                  | P                 |            | P                       | P                  |             |                          |                      |                  |
| 25. Campgrounds                                      |                       |                   |                    | C                  | C                 |            | P                       | C                  |             |                          |                      |                  |
| 26. Auto and RV sales                                |                       |                   |                    | P                  | P                 | P          | C                       | P                  |             |                          |                      |                  |
| 27. Auto body shops                                  |                       |                   |                    | P                  | C                 | P          | C                       | C                  |             |                          |                      |                  |
| 28. Auto service stations                            |                       |                   |                    | P                  | C                 | P          | C                       | C                  |             |                          |                      |                  |

[illegible]

**Town of Lincoln,  
Vilas County Wisconsin**

**Public Legal Notice**

**Public Hearing - Town of Lincoln Year 2020 Comprehensive Land Use Plan**

PLEASE TAKE NOTICE that at 7:00 p.m. on Monday, October 21<sup>st</sup>, 2002 at the Lincoln Community Center (Town Hall), 1205 Sundstein Road, the Lincoln Comprehensive Land Use Planning Committee will conduct a public hearing regarding the proposed *Town of Lincoln Year 2020 Comprehensive Land Use Plan*.

The meeting will include an open house from 6:30 to 7:00 p.m, with the public hearing to start at 7:00 p.m. The public hearing will include a presentation from 7:00-7:30 p.m. followed by public comment. The intent of the hearing is to finalize the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*. The plan was created during the past 36 months by the town's Land Use Planning Committee. The plan contains 13 sections, including the Forward, Public Participation Process, Goals and Objectives, Demographics and Housing, Community Facilities and Services, Economic Development, Transportation, Natural Resources, Land Use, Growth Forecasts, Preferred Land Use Development Strategy, Year 2020 Preferred Land Use, and Implementation, as well as recommendations to achieve the plan's goals and objectives. The hearing will focus on the revised Year 2020 Preferred Land Use Map which displays the preferred use, location, and density of land in the Town of Lincoln, as well as the associated implementation recommendations.

The Pre-Final Draft of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* can be reviewed starting Wednesday, September 18<sup>th</sup>, 2002 at the Lincoln Community Center (Town Hall) and the Walter E. Olsen Memorial Library, 203 North Main Street, Eagle River during normal business hours.

Town residents and other interested parties are encouraged to review the plan and submit oral and/or written comment at the public hearing. If there any questions, please call Town of Lincoln Town Hall (715) 479-7000. A quorum of the Lincoln Town Board and the Lincoln Land Use Planning Committee may be present.

**Appendix 2-5**

**Town of Lincoln Public Hearing Record of Public Comments  
October 21, 2002**

**Town of Lincoln Public Hearing  
Monday, October 21, 7:00 PM  
Record of Public Comments (cross-reference with sign-in sheets)**

Speaker

1. Jeanette Hahn  
40 acres. Section 34. Concerns with designation of use (400' frontage on Wall St. back to STH 70). Father has property in HC (taxes, discuss zoning). Does not want designation as property is residential- tax potential impacts, -keep as residential. (P/C nonconforming creations)
2. Dave Yadro  
-Did not know of meeting (public involvement). Did not receive second mailing.  
-Hwy. G/Adams Road: Heavy duty truck repair business -designated Agriculture & WR. wants change in designation on the map to reflect as Commercial or Planned Mixed Use.
3. Art Seneca  
-Plan good for tourists, not good for local business; Limit the potential & local opportunity. Hone-Based Business potential limited. Plan will lead to zoning.
4. Jerry Aschenbrenner  
-Similar issue as Dave Yadro. His property should be designated as commercial. He has 3.5 acres that is designated as WR. Nothing submitted to display location of property.
5. Bernard Stanke  
-Existing resort: Stop-A-While resort (small) Been there a long time.  
-Watersmeet Lake, south shore, ± 3 acres; Now LR, should be On-Chain MU or PMU.
6. Lynda Bolte  
1/4 owner 50 acres of land, south of airport.  
-Airport expansion, will consume land; Should not be WR as Res ≠ airport  
-Prefer Ag designation (more opportunities)  
-Went to Town Board for discussion previously and letter was submitted to request change as well as property description was provided.
7. John Johnson  
-40 acres south of Pride Lane, Section 33  
-Land designated as RR. Does not want to be restricted to 5 ac.lots - change to WR as he is Planning on splitting property into 1.5 + poss. comm/storage shed sometime in the future.
8. Don Scharf  
S. 17, section 6: Have industrial property (salvage yard). Own 10 40's now.  
What can they do with property? Wanted to know about plan amendment process as long-term plans are for industrial expansion and possible other commercial uses.

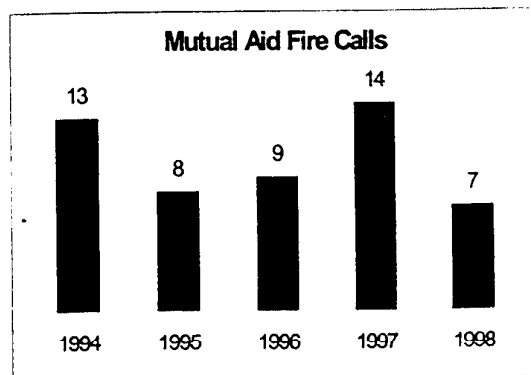
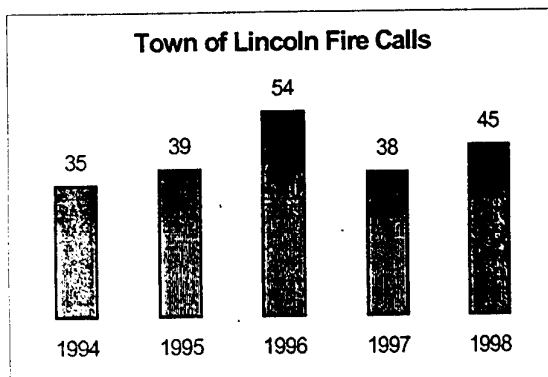
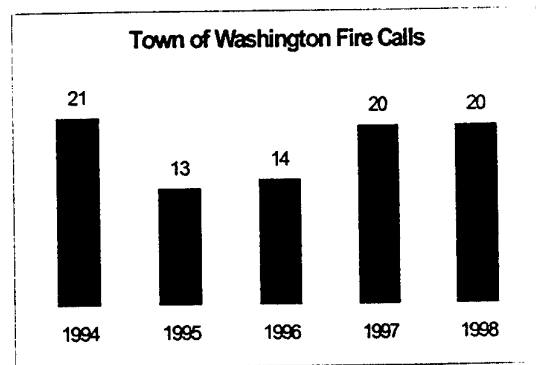
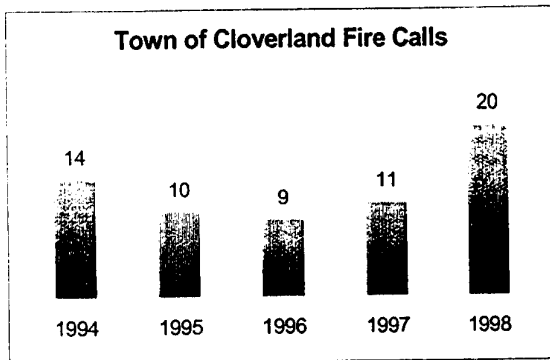
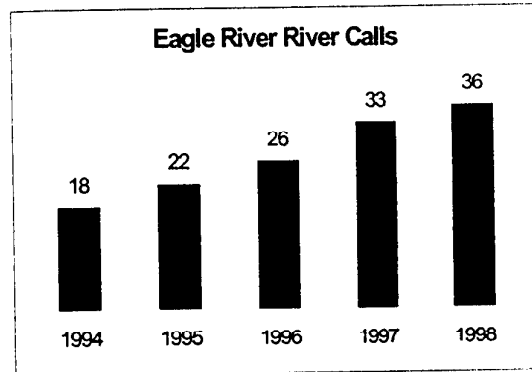
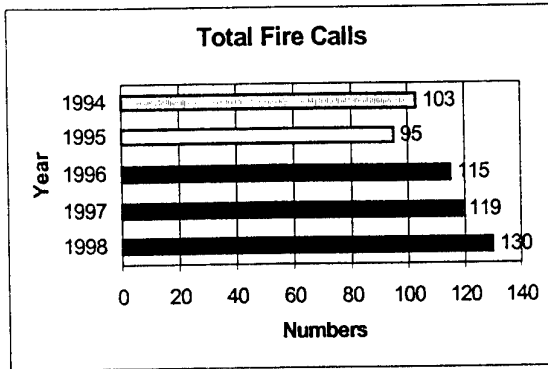
9. Joyce Webb
  - Preferred Land Use too restrictive.
  - Town plan should provide incentives to manage property, rather than be prescriptive in what you can and cannot do with property.
  - Possible implementation strategy should coordinate management incentives. Need to define how that could work.
10. Jerry Van Haberbeke
  - Zoned all purpose now and plan has his land designated as RR -How does that affect his property?
11. Glen Rehn
  - Catfish Lake. Parts designated as On-Chain Mixed Use. Wanted an explanation of what that is and why the lake has that designation on it. Also, explain the Education and Recreation classification.
12. Dick Deaver
  - What are the town plans for industrial parks?
13. Bob Kroker
  - Why cut all purpose from plan? The plan have more all purpose lands.
14. Paul Scharf
  - Highway commercial planned for Hwy. 70 East
  - Why not more HC going west?
  - Explain PMU and why it was used along STH 70?

## **Appendix 5-1**

### **Joint Municipal Fire Commission Location of Fire Calls - Five Year Comparison**



## Location of Fire Calls - Five Year Comparison



## **Appendix 5-2**

### **Joint Municipal Fire Commission Apparatus**

## Joint Municipal Fire Commission

Formed in September of 1991, the Joint Municipal Fire Commission is comprised of the City of Eagle River and the Towns of Cloverland, Washington, and Lincoln. There is one representative from each municipality and one from the fire department who serves as chairperson. The Commission oversees the activities of the fire department.

The proportionate share of the financial contribution is based upon the equalized assessed values of the real estate in each municipality. The total coverage area is approximately 110.5 square miles.

### Representatives on the Joint Municipal Fire Commission

|                     |   |               |
|---------------------|---|---------------|
| City of Eagle River | - | Douglas Briet |
| Town of Cloverland  | - | Roger Faust   |
| Town of Washington  | - | Dave Alleman  |
| Town of Lincoln     | - | Bruce Richter |
| Fire Department     | - | Jim Bonson    |

The following represents the equipment inventory of the Eagle River Area Fire Department.

### Eagle River Area Fire Dept. Apparatus

| Manufacture             | Description                      | Year Purchased | Purchase Price | Estimated Year Retirement | Estimated Replacement Cost |
|-------------------------|----------------------------------|----------------|----------------|---------------------------|----------------------------|
| 1940 GMC                | Hose Truck                       | 1940           | \$1,000        | N/A                       | N/A                        |
| 1971 American LaFrance  | Ladder Truck and 1500 gmp pumper | 2002 (used)    | \$20,000       | 2012                      | \$750,000*                 |
| 1987 Chevy 1 1/4 Ton    | Brush Truck                      | 1998 (used)    | \$10,000       | 2005                      | \$70,000                   |
| 1991 Ford/U.S. Tanker   | 3000 gal. Tanker                 | 1992           | \$115,000      | 2017                      | \$200,000                  |
| 1992 Ford/Darley Pumper | 1750 gpm Pumper                  | 1993           | \$135,000      | 2012                      | \$385,000*                 |
| Scotty Rv               | Safety House                     | 1995           | \$26,000       | 2020                      | \$50,000                   |
| 1996 GMC Suburban       | Personal Tow Vehicle             | 1996           | \$28,500       | 2011                      | \$45,000                   |
| 1999 Pierce             | Equipment Truck                  | 1999           | \$202,300      | 2020                      | \$375,000                  |
| 2003 Pierce             | 1500 gpm Pumper                  | 2003           | \$322,500      | 2023                      | \$425,000                  |

\*At time of replacement the 1971 ALF and 1992 Darley may be combined into one unit. Decision will be based on ISO requirements.

## **Appendix 8-1**

### **WDNR Forestry Management Programs**

## **Forestry Management Programs**

### ***Managed Forest Law (MFL)***

The purpose of the Managed Forest Law is to promote sound forestry management practices by providing property tax reduction incentives to landowners. Wooded parcels at least ten acres in size are eligible to be enrolled in the program, however at least 80 percent of the land must be productive forest land (timber-producing). Lands may be enrolled for either 25 or 50 year periods, requiring a long-term commitment, however also providing long term protection from property tax escalations. Land occupied by residences and commercial buildings are not eligible, however cabins, hunting shacks and utility buildings are allowed though will be taxed as personal improvements.

Preparation of an approved forestry management plan is required which can be prepared by a WDNR forester at no charge. Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine release, planting, post harvest treatments, and soil conservation practices. Another obligation to the program is that a 5% yield tax is applied to any harvested, merchantable wood products, based on the rates in effect. Landowners may elect to close up to 80 acres to the public, otherwise open lands must allow public access for hunting, fishing, cross-country skiing, hiking and sight-seeing. The current tax rate is \$0.85 /acre/year on open lands, and \$2.00 /acre/year on closed lands. These rates were adjusted in 1998, and will be revised every five years. The MFL program is administered by the WDNR.

### ***Woodland Tax Law Management Plan (WTL)***

Administered by the WDNR, the Woodland Tax Law Management Plan provides property tax relief to participating owners of ten or more acres of contiguous forested land. This program is no longer open to new participants, except through the purchase of land that is currently under this law. Improvements on the land having an assessed value are not allowed to be enrolled in the program. The contract period for the program is fifteen years, during which the contracts remains with the land. Upon contract expiration, the landowner may apply for entry under the Managed Forest Law program.

Participating landowners must sign and follow an approved management plan consisting of the forest management practices which the land owner must carry out for the duration of the contract period. Such management practices may include: cutting mature timber, thinning plantations and natural stands, pine release and post harvest treatment. Landowners are not required to pay a yield tax on timber they cut. The current tax rate that must be paid on lands under this program is \$1.67 /acre/ year. The designated lands are not open to the public.

### ***Forest Crop Law (FCL)***

The Forest Crop Law, also administered by the WDNR, was established to promote and encourage long-term investments as well as the proper management of woodlands. This program is no longer open to new participants except through the purchase of land currently under the law. A parcel of at least 40 acres of adjoining forest land is required to be eligible for the program. Contract length may be either 25 years or 50 years, however conversion into the Managed Forest Law program is available upon the contract's expiration or through an early conversion. Dwelling structures are not permitted on the parcel.

Participants must follow a written management schedule, including mandatory activities of cutting mature timber and thinning plantations and natural stands. A 10 percent yield tax is applied to harvested, merchantable wood products based on the rates in effect. Public access for fishing and hunting activities must be permitted on the land. Acreage tax payments are \$0.10 per acre per year (acres enrolled prior to 1972), and \$0.83 per acre per year (acres enrolled after 1972). These rates will be adjusted in 2003 and every 10 years thereafter.

**Appendix 9-1**

**Vilas County Zoning Ordinance (Districts)  
Article IV Only**

# VILAS COUNTY GENERAL ZONING ORDINANCE

## ARTICLE IV: ZONING DISTRICT REGULATIONS

Introduction and Explanation: Article IV contains the requirements for each of the zoning districts in Vilas County. The requirements include listing permitted uses, conditionally permitted uses. Table 1 at the end of this Ordinance summarizes the requirements for each district. Readers are referred to the Official Zoning Map which is on file at the Zoning Administrator's office for descriptions of district boundaries. Any change in the Zoning Map requires approval of the Vilas County Board following the procedures specified in Article IX of this Ordinance.

### 4.1 SINGLE-FAMILY RESIDENTIAL DISTRICT (R-1):

- (A) Purpose: The purpose of the Single Family Residential District is to create areas for exclusive low density residential use and prohibit the intrusion of uses incompatible with the quiet and comfort of such areas.
- (B) Permitted Uses:
  - (1) Single-family detached dwelling units, including individual mobile homes which meet the yard requirements of the district.
  - (2) One non-rental guest house which may be occupied on a temporary basis.
  - (3) Parks, playgrounds, golf courses and other recreation facilities. No structure of more than 1,000 square feet may be associated with such uses. Larger structures require conditional use permits.
  - (4) Home occupations as defined in Article XI of this Ordinance.
  - (5) Essential services.
  - (6) Hobby farms.
- (C) Conditional Uses:
  - (1) Airports and landing strips.
  - (2) Public and semi-public uses.
  - (3) Utility facilities.
  - (4) Private club houses exceeding 1,000 square feet in area which are owned by condominium associations or other types of non-profit associations consisting of owners of adjacent or nearby properties.
  - (5) Bed and breakfast establishments as defined in Article XI of this Ordinance.



- (6) Community based residential facilities (community living) as defined in Article XI of this Ordinance.
- (D) Building Height Limits:
  - (1) A principal building may not exceed 35 feet.
  - (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1).
- (E) Minimum Lot Areas:
  - (1) Sewered backlots: 10,000 square feet. One non-rental guest house 6,000 square feet.
  - (2) Sewered lakelots: 20,000 square feet. One non-rental guest house 6,000 square feet.
  - (3) Unsewered backlots: 65,340 square feet. One non-rental guest house 12,000 square feet.
  - (4) Unsewered lakelots: 20,000 square feet. One non-rental guest house 6,000 square feet.
- (F) Minimum Lot Width:
  - (1) Sewered backlots: 100 feet.
  - (2) Sewered lakelots: 100 feet.
  - (3) Unsewered backlots: 163 feet.
  - (4) Unsewered lakelots: 100 feet.
- (G) Building Setback Requirement: Setbacks for principal and accessory buildings shall be in accord with Section 3.2, E of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high watermark of all navigable waters, except for boathouses.
- (H) Side Yard Requirements:
  - (1) Principal building: 15 feet.
  - (2) Accessory buildings: 5 feet.
- (I) Rear Yard Requirements:
  - (1) Principal building: 40 feet.
  - (2) Accessory buildings: 5 feet.
- 4.2 MULIT-FAMILY RESIDENTIAL DISTRICT (R-2):**
- (A) Purpose: The Multiple-Family Residence District is created to provide areas for apartments, townhouses and condominiums, with the necessary supporting uses, but free from incompatible land uses.
- (B) Permitted Uses:
  - (1) All uses permitted in the R-1 District.
  - (2) Multiple family dwelling units.

- (3) Apartments, townhouses and condominiums for rent.
  - (4) Bed and breakfast establishments.
  - (5) Boarding houses and other types of group lodging.
  - (6) Community living (CBRF).
  - (7) Dwelling units on second stories.
  - (8) Mobile home parks.
  - (9) Resorts.
  - (10) Private club houses which are owned by condominium associations or other types of non-profit associations consisting of owners of adjacent or nearby properties.
  - (11) Hobby farms.
- (C) Conditional Uses:
- (1) Airports and landing strips.
  - (2) Public and semi-public uses.
  - (3) Utility facilities.
- (D) Building Height Limits:
- (1) A principal building may not exceed 35 feet.
  - (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1).
- (E) Minimum Lot Areas:
- (1) Sewered Backlots: 10,000 square feet plus 6,000 square feet for each additional contiguous dwelling unit. One non-rental guest house 6,000 square feet.
  - (2) Sewered Lakelots: 20,000 square feet plus 6,000 square feet for each additional contiguous dwelling unit. One non-rental guest house 6,000 square feet.
  - (3) Unsewered Backlots: 65,340 square feet plus 12,000 square feet for each additional contiguous dwelling unit. One non-rental guest house 12,000 square feet.
  - (4) Unsewered Lakelots: 20,000 square feet plus 6,000 square feet for each additional contiguous dwelling unit. One non-rental guest house 6,000 square feet.
- (F) Minimum Lot Width:
- (1) Sewered backlots: 100 feet.
  - (2) Sewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.
  - (3) Unsewered backlots: 163 feet.
  - (4) Unsewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.

- (G) Building Setback Requirement: Setbacks for principal and accessory buildings shall be in accordance with Section 3.2, E of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters, except for boathouses.
- (H) Side Yard Requirements:
- |     |                      |          |
|-----|----------------------|----------|
| (1) | Principal building:  | 15 feet. |
| (2) | Accessory buildings: | 5 feet.  |
- (I) Rear Yard Requirements:
- |     |                      |          |
|-----|----------------------|----------|
| (1) | Principal building:  | 40 feet. |
| (2) | Accessory buildings: | 5 feet.  |

**4.3 GENERAL BUSINESS DISTRICT (GB):**

- (A) Purpose: The General Business District is established to create areas for a wide variety of commercial purposes on relatively large lots. Examples of types of uses for which the GB District is created include, but are not limited to, automotive sales, service and repair, building supply sales, recreation equipment sales and service, and retail sales and service. Non-commercial property owners in this district should be prepared to accept inconveniences associated with mixing potentially non-compatible land uses.

- (B) Permitted Uses:
- (1) All uses permitted in the R-1 and R-2 Districts.
  - (2) Agri-business (forest crop).
  - (3) Auto & RV sales, service and repair, except body shops.
  - (4) Auto service stations.
  - (5) Building and trade contractors, general and special.
  - (6) Eating and drinking establishments.
  - (7) Financial institutions.
  - (8) Forest products industries.
  - (9) Health care facilities.
  - (10) Hotels and motels.
  - (11) Indoor recreation establishments.
  - (12) Mini storage buildings.
  - (13) Professional offices.
  - (14) Public and semi-public uses.
  - (15) Retail stores and commercial services.
  - (16) Sales, service and repair, misc.
  - (17) Snowmobile sales and service.
  - (18) Hobby farms.
- (C) Conditional Uses:
- (1) Airports and landing fields.
  - (2) Body shops.

- (3) Campgrounds and camping resorts.
  - (4) Gun clubs and shooting ranges.
  - (5) Kennels - commercial.
  - (6) Marinas - commercial.
  - (7) Objectionable emission of: odor, dust, fumes, smoke and noise. e.g., Recycling business.
  - (8) Outdoor amusement facilities.
  - (9) Riding stables.
  - (10) Utility facilities
  - (11) Warehousing and wholesaling.
- (D) Building Height Limits:
- (1) A principal building may not exceed 35 feet.
  - (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1).
- (E) Minimum Lot Areas:
- (1) Sewered backlots: 10,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
  - (2) Sewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
  - (3) Unsewered backlots: 65,340 square feet. For each additional contiguous dwelling unit 12,000 square feet. One non-rental guest house 12,000 square feet.
  - (4) Unsewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
- (F) Minimum Lot Widths:
- (1) Sewered backlots: 100 feet.
  - (2) Sewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.
  - (3) Unsewered backlots: 163 feet.
  - (4) Unsewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.
- (G) Building Setback Requirements: Setbacks for principal and accessory buildings shall be in accord with Section 3.2, E. of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters.
- (H) Side Yard Requirements:
- (1) Principal building: 15 feet.

(2) Accessory buildings: 5 feet.

(I) Rear Yard Requirements:

(1) Principal building: 40 feet.

(2) Accessory buildings: 5 feet

**4.4 COMMUNITY BUSINESS DISTRICT (CB):**

(A) Purpose: The Community Business District is established to create and preserve and protect unincorporated villages which have historically been places where retail stores and services have located. Lot area and dimensions requirements in the CB District are lower than in other districts in order to promote compact business district environments.

(B) Permitted Uses:

- (1) Auto service stations.
- (2) Bed and breakfast establishments.
- (3) Building and trade contractors, general and special.
- (4) Community living (CBRF) establishments.
- (5) Eating and drinking establishments.
- (6) Essential services.
- (7) Financial institutions.
- (8) Apartment, townhouses and condominiums for rent.
- (9) Health care facilities.
- (10) Home occupations.
- (11) Hotels and motels.
- (12) Indoor recreation facilities.
- (13) Mini storage buildings.
- (14) Professional offices.
- (15) Public and semi-public uses.
- (16) Single family residential attached to commercial uses.
- (17) Resorts.
- (18) Retail sales and service.
- (19) Miscellaneous sales, service and repair.
- (20) Hobby farms.

(C) Conditional Uses:

- (1) Automotive and RV sales, service and repairs.
- (2) Body shops.
- (3) Guesthouse - non-rental.
- (4) Commercial marinas.
- (5) Individual mobile homes.
- (6) Parks, playgrounds and golf courses.
- (7) Private clubhouses.
- (8) Multiple family residences.

- (9) Multiple family dwelling units on second stories.
  - (10) Single family residences.
  - (11) Snowmobile sales and service.
  - (12) Utility facilities.
  - (13) Warehousing and wholesaling.
- (D) Building Height Limits:
- (1) A principal building may not exceed 35 feet.
  - (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1).
- (E) Minimum Lot Areas:
- (1) Sewered backlots: 5,000 square feet.
  - (2) Sewered lakelots: 20,000 square feet.
  - (3) Unsewered backlots: 20,000 square feet.
  - (4) Unsewered lakelots: 20,000 square feet.
- (F) Minimum Lot Widths: None, except for lakelots as required in Section 3.2 - Shoreland Zoning Ordinance.
- (G) Building Setback Requirements: No minimum public right-of-way setbacks are required. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters, except for marinas and boathouses.
- (H) Side Yard Requirements: No side yard requirements.
- (I) Rear Yard Requirements: 5 feet.

#### **4.5 RECREATION DISTRICT (REC):**

- (A) Purpose: The Recreation District is created to provide areas primarily for businesses oriented toward outdoor recreation. Examples of types of uses for which the REC District is created include, but are not limited to, commercial marinas, snowmobile facilities and motels. Property owners in this district should be prepared to accept inconveniences associated with mixing potentially non-compatible land uses.
- (B) Permitted Uses:
- (1) All uses permitted in R-1, R-2, and GB Districts.
  - (2) Commercial marinas.
  - (3) Campgrounds and camping resorts.
  - (4) Drive-in theaters and outdoor amusement facilities.
  - (5) Hobby farms.
  - (6) Riding stables.
  - (7) Commercial kennels.

(C) Conditional Uses:

- (1) Airports and landing strips.
- (2) Auto body shops.
- (3) Gun clubs and shooting ranges.
- (4) Utility facilities.
- (5) Warehousing and wholesaling.
- (6) Objectionable emission of odor, dust, fumes, smoke, noise. e.g., Recycling business.

(D) Building Height Limits:

- (1) A principal building may not exceed 35 feet.
- (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1).

(E) Minimum Lot Areas:

- (1) Sewered backlots: 10,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
- (2) Sewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
- (3) Unsewered backlots: 65,340 square feet. For each additional contiguous dwelling unit 12,000 square feet. One non-rental guest house 12,000 square feet.
- (4) Unsewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.

(F) Minimum Lot Width:

- (1) Sewered backlots: 100 feet.
- (2) Sewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.
- (3) Unsewered backlots: 163 feet.
- (4) Unsewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.

(G) Building Setback Requirements: Setbacks for principal and accessory buildings shall be in accord with Section 3.2, E of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters, except for boathouses.

(H) Side Yard Requirements:

- (1) Principal building: 15 feet.
- (2) Accessory buildings: 5 feet.

- (I) Rear Yard Requirements:
  - (1) Principal building: 40 feet.
  - (2) Accessory buildings: 5 feet

**4.6 INDUSTRIAL DISTRICT (I):**

- (A) Purpose: The Industrial District is created to provide areas for industrial and commercial activities which may not be compatible with residential uses. While the district does permit residential and general commercial uses, such uses enter the district aware that incompatibilities may affect their property.

- (B) Permitted Uses:
  - (1) All uses permitted in the R-1, R-2 and GB Districts.
  - (2) Heavy equipment storage yards.
  - (3) Hobby farms.
  - (4) Manufacture, processing, fabrication, packing, packaging and assembly of products from furs, glass, leather, paper, plastics, textiles, metal and wood.
  - (5) Motor freight transportation terminals.
  - (6) Utility facilities.

- (C) Conditional Uses:
  - (1) Airports and landing fields.
  - (2) Objectionable emission of: odor, dust, fumes, smoke and noise. e.g., Recycling business.
  - (3) Quarries and mines.
  - (4) Salvage and junkyards.
  - (5) Septage disposal sites.
  - (6) Warehousing and wholesaling.

- (D) Building Height Limits: Principal and accessory buildings may be erected to a height not exceeding 60 feet, provided each building exceeding 35 feet in height is located at least 60 feet from the nearest property line. Garages as specified in Article III, 3.3, A, (1).

- (E) Minimum Lot Areas:
  - (1) Sewered backlots: 10,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
  - (2) Sewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
  - (3) Unsewered backlots: 65,340 square feet. For each additional contiguous dwelling unit 12,000 square feet. One non-rental guest house 12,000 square feet.



- (4) Unsewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
- (F) Minimum Lot Width:
- (1) Sewered backlots: 100 feet.
  - (2) Sewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.
  - (3) Unsewered backlots: 163 feet.
  - (4) Unsewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.
- (G) Building Setback Requirements: Setbacks for principal and accessory buildings shall be in accord with Section 3.2, E of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters, except for boathouses.
- (H) Side Yard Requirements:
- (1) Principal building: 15 feet.
  - (2) Accessory buildings: 5 feet.
- (I) Rear Yard Requirements:
- (1) Principal building: 40 feet.
  - (2) Accessory buildings: 5 feet.
- 4.7 FORESTRY DISTRICT (F):**
- (A) Purpose: The Forestry District is created to set aside areas for forestry and other land uses. The purpose of the Forestry District is to reduce the public service demands, particularly school transportation and snow removal, in remote areas and to promote the preservation of forest lands for sustained yielded forestry, wildlife habitats, aesthetics and recreation.
- (B) Permitted Uses:
- (1) Residential uses and including, but not limited to, farms, farmhouses, non-rental guest houses and mobile homes.
  - (2) Commercial and recreational uses, including but not limited to, resorts, eating and drinking establishments, bait shops, commercial marinas, campgrounds and camping resorts, mobile home parks, hotels, motels, riding stables, bed and breakfast establishments.
  - (3) Auto and RV sales service and repair, excluding body shops.
  - (4) Auto service stations.
  - (5) Agricultural related businesses not requiring public services.
  - (6) Community living facilities (CBRF).
  - (7) Essential services.
  - (8) Financial services.
  - (9) Forest products businesses and industries.

- (10) Public parks, playgrounds, golf courses and other outdoor recreation facilities.
  - (11) Retail sales and service.
  - (12) Hobby farms.
- (C) Conditional Uses:
- (1) Airports and landing fields.
  - (2) Gun clubs and shooting ranges.
  - (3) Objectionable emission of: odor, dust, fumes, smoke and noise. e.g., Recycling business.
  - (4) Public and semi-public uses.
  - (5) Quarries and mines.
  - (6) Septage disposal sites.
  - (7) Utility facilities.
  - (8) Warehousing and wholesaling.
- (D) Building Height Limits:
- (1) A principal building may not exceed 35 feet.
  - (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1), except farm buildings related to the production of agricultural products.
- (E) Minimum Lot Areas: 5 acres.
- (F) Minimum Lot Width: 300 feet.
- (G) Building Setback Requirements: Setbacks for principal and accessory buildings shall be in accord with Section 3.2, E. of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters, except for the boathouses.
- (H) Side Yard Requirements:
- (1) Principal building: 15 feet.
  - (2) Accessory buildings: 5 feet.
- (I) Rear Yard Requirements:
- (1) Principal building: 40 feet.
  - (2) Accessory buildings: 5 feet.

#### **4.8 AGRICULTURAL DISTRICT (A-EXCLUSIVE):**

- (A) Purpose: The purposes of the Agriculture District are to preserve land and water resources for food and fiber production, and preserve productive farms by preventing land use conflicts between incompatible uses. The District is generally intended to apply to lands in productive farm operations including lands historically exhibiting good crop yields or capable of such yields; lands which have been demonstrated to be productive for dairying, livestock raising, and grazing; land suitable for specialty crops such as cranberry production, sod

farms, Christmas trees and other types of food and fiber products. Wood lots and forested land which are part of commercial farm operations may be included in the district.

(B) Permitted Uses:

- (1) Agricultural, animal husbandry and forestry uses.
- (2) Bed and breakfast establishments.
- (3) Community living establishments (CBRF).
- (4) Essential services.
- (5) Residential uses.
- (6) Roadside stands selling products produced on the farm.
- (7) Structures and improvements that are consistent with and contributing to agricultural use.
- (8) Hobby farms.

(C) Conditional Uses:

- (1) Objectionable emission of: odor, dust, fumes, smoke and noise. e.g., Recycling business.
- (2) Public and semi-public uses.
- (3) Single family dwellings occupied by parents or children of the farm operator.
- (4) Utility facilities.
- (5) Warehousing and wholesaling.

(D) Building Height Limits:

- (1) A principal building may not exceed 35 feet.
- (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1), except farm buildings related to the production of agricultural products.

(E) Minimum Lot Areas: 35 acres.

(F) Minimum Lot Width: 100 feet at building setback line.

(G) Building Setback Requirements: Setbacks for principal and accessory building shall be in accord with Section 3.2, E of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters, except for boathouses.

(H) Side Yard Requirements:

- (1) Principal building: 15 feet.
- (2) Accessory buildings: 5 feet.

(I) Rear Yard Requirements:

- (1) Principal building: 40 feet.
- (2) Accessory buildings: 5 feet.

**4.9 ALL-PURPOSE DISTRICT (AP):**

- (A) Purpose: The All-Purpose District is created to provide areas for a variety of mixed uses. Land in the District may be used for any purpose; however, such uses are subject to the provisions of the Ordinance and all other Local, State and Federal regulations.
- (B) Permitted Uses: All uses are permitted except for those uses requiring a conditional use permit.
- (C) Conditional Uses:
- (1) Airports and landing fields.
  - (2) Gun clubs and shooting ranges.
  - (3) Objectionable emission of: odor, dust, fumes, smoke and noise. e.g., Recycling business.
  - (4) Quarries and mines.
  - (5) Salvage and junkyards.
  - (6) Septage disposal sites.
  - (7) Utility facilities.
  - (8) Warehousing and wholesaling.
- (D) Building Height Limits:
- (1) A principal building may not exceed 35 feet.
  - (2) Accessory buildings may not exceed 15 feet, garages as specified in Article III, 3.3, A, (1), except farm buildings related to the production of agricultural products.
- (E) Minimum Lot Areas:
- (1) Sewered backlots: 10,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
  - (2) Sewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
  - (3) Unsewered backlots: 65,340 square feet. For each additional contiguous dwelling unit 12,000 square feet. One non-rental guest house 12,000 square feet.
  - (4) Unsewered lakelots: 20,000 square feet. For each additional contiguous dwelling unit 6,000 square feet. One non-rental guest house 6,000 square feet.
- (F) Minimum Lot Width:
- (1) Sewered backlots: 100 feet.
  - (2) Sewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.
  - (3) Unsewered backlots: 163 feet.
  - (4) Unsewered lakelots: 100 feet plus 30 feet for each additional contiguous unit.

- (G) Building Setback Requirements: Setbacks for principal and accessory buildings shall be in accord with Section 3.2, E, of this Ordinance. The minimum setback for both principal and accessory buildings shall be 75 feet from the ordinary high water mark of all navigable waters, except for boathouses.
- (H) Side Yard Requirements:
  - (1) Principal building: 15 feet.
  - (2) Accessory buildings: 5 feet.
- (I) Rear Yard Requirements:
  - (1) Principal building: 40 feet.
  - (2) Accessory buildings: 5 feet.

#### **4.10 METALLIC MINERAL EXPLORATION DISTRICT (ME):**

- (A) Purpose: The Metallic Mineral Exploration District is an overlay district created to provide for the conduct of exploration for metallic minerals as defined in the Vilas County Metallic Mining Ordinance.
- (B) Description: As an overlay district, the Metallic Mineral Exploration District exists concurrently with the original and underlying zoning district. As such, the regulations and standards affecting the underlying district shall be as set forth in this Ordinance, and the regulations and standards affecting metallic mineral exploration shall be as set forth in the Vilas County Metallic Mining Ordinance.
- (C) Permitted Districts: The Metallic Mineral Exploration District shall only be permitted as an overlay district in the Forestry (F) and Industrial (I) districts as set forth in this Ordinance.

*History: (Amendment #85-139, Section 4.10 effective 6-16-99)*

#### **4.11 METALLIC MINING AND PROSPECTING DISTRICT (MM):**

- (A) Purpose: The Metallic Mining and Prospecting District is created to provide for the conduct of prospecting and/or mining for metallic minerals.
- (B) Creation: Designation of an area as a Metallic Mining and Prospecting District shall be done in accordance with the rezoning requirements of this Ordinance and state law in conjunction with the requirements set forth in the Vilas County Metallic Mining ordinance.
- (C) Description: Mining and prospecting shall be allowed in the Metallic Mining and Prospecting District in accordance with the rules and regulations set forth in the Vilas County Metallic Mining Ordinance.
- (D) Uses: All uses allowed in the original zoning district from which the Metallic Mining and Prospecting District was created shall be allowed but only as

conditional uses subject to the provisions of this Ordinance and the other regulations of the original zoning district.

*History: (Amendment #85-139, Section 4.11 effective 6-16-99)*

## **Appendix 9-2**

### **Vilas County Shoreland Ordinance, Article IV, Minimum Lot Size for Shoreland Lots and Waterfront Access Lots**

**ARTICLE IV: MINIMUM LOT SIZE FOR SHORELAND LOTS AND WATERFRONT ACCESS LOTS**

**4.1 Applicability.**

**A. New Waterfront Lots.**

All lots recorded, approved, or filed after enactment of this ordinance shall meet the minimum requirements in this Article.

**B. Existing Waterfront Lots.**

1. Existing lots are defined as follows:

- a. All lots recorded or filed with the Vilas County Register of Deeds office prior to the enactment of this ordinance.
- b. All lots created prior to the Vilas County Subdivision Control Ordinance and on file in the Vilas County Surveyor's Office prior to the enactment of this ordinance.
- c. All lots created under the Vilas County Subdivision Control Ordinance and on file in the Vilas County Surveyor's Office prior to the enactment of this ordinance.
- d. All single lots and splits created where Vilas County Planning and Zoning approval was not required, but the lots meet the minimum standards set forth in the Vilas County Subdivision Ordinance at the date on which they were created, and the map is filed in the Vilas County Surveyor's Office prior to the enactment of this ordinance.

2. Existing lots are subject to the requirements in Section 4.2.

**C. Shoreland Backlots**

For shoreland backlots, the dimensional standards are those set forth in the General Zoning Ordinance.

**4.2 Standards for Existing Lots and Resorts**



## **VILAS COUNTY SHORELAND ZONING ORDINANCE**

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### **A. Existing Lots**

All existing lots may be used as a building site upon issuance of a zoning permit by the Zoning Administrator provided the following conditions are satisfied in addition to any other applicable requirements for a zoning permit:

1. The lot, when recorded, met the minimum dimensional standards in effect on that date;
2. If the lot is within the Shoreland Wetland District as it must comply with Article X of this Ordinance;
3. Code compliant sanitation facilities can be provided and maintained;
4. Each lot served by public sanitary sewer is at least 7,500 square feet in area, possesses a minimum of 50 feet of width at the OHWM and a minimum of 50 feet of width at the building setback line, and the placement of the principal structure can meet the OHWM setback of 75 feet and the required sideyard setbacks; and
5. Each lot not served by public sanitary sewer is:
  - (a) At least 10,000 square feet in area, possesses a minimum of 65 feet of width at the OHWM, possesses a minimum of 65 feet at the building setback line, and the placement of the principal structure can meet the OHWM setback of 75 feet and the required sideyard setbacks; or
  - (b) At least 20,000 square feet in area, possesses a minimum of 40 feet of width at the OHWM, possesses a minimum of 150 feet at the building setback line, and the placement of the principal structure can meet the OHWM setback of 75 feet and the required sideyard setbacks.

### **B. Minimum Lot Size Requirements for Existing Resorts.**

1. Maintenance of Existing Density

All resorts existing on the date this ordinance was adopted shall be allowed to continue in operation at their existing density. Density of the resort shall be based upon the number of dwelling units and the number of rooms on the resort license issued by the Department of Health and Family Services.

**VILAS COUNTY SHORELAND ZONING ORDINANCE**

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2. Expansion of Resort Rental Structures on Existing Property  
Resorts existing on the date that this ordinance is enacted may construct additional structures on existing property as long as the cumulative minimum frontage and minimum lot area requirements for all structures as set forth below are not exceeded.
- a. Single Unit Resort Rental Structures:
    - (1) Within 200 feet from the OHWM:
      - (a) 100 feet of frontage width; and
      - (b) 20,000 square feet of lot area
    - (2) Greater Than 200 feet from the OHWM:  
65,340 square feet of lot area
  - b. Duplex Unit Resort Rental Structures:
    - (1) Within 200 feet from the OHWM:
      - (a) 100 feet of frontage width for an initial duplex structure plus 130 feet for each additional duplex structure; and
      - (b) 20,000 square feet of lot area plus 26,000 square feet of lot area for each additional duplex structure
    - (2) Greater Than 200 feet from the OHWM:  
65,340 square feet of lot area plus 77,340 square feet of lot area for each additional duplex structure
  - c. Multiple Unit Resort Rental Structures:
    - (1) Within 200 feet from the OHWM:
      - (a) 100 feet of frontage width plus 30 feet for each additional contiguous unit; and
      - (b) 20,000 square feet of lot area plus 6,000 square feet of lot area for each additional contiguous unit
    - (2) Greater Than 200 feet from the OHWM:  
65,340 square feet of lot area plus 12,000 square feet of lot area for each additional contiguous unit
  - d. Lodges and Non-rental Residences:
    - (1) Within 200 feet from the OHWM:
      - (a) 100 feet of frontage width; and
      - (b) 20,000 square feet of lot area
    - (2) Greater Than 200 feet from the OHWM:  
65,340 square feet lot area

3. Expansion of Resort Rental Structures on Additional Property
  - a. Existing resorts may expand their operation with additional units through purchase of contiguous property provided the corresponding zoning district allows for expansion of the resort.
  - b. Expansion of existing resorts onto such contiguous property shall meet the requirements in ¶ 4.2.B.2.
4. Replacement of Resort Rental Structures
  - a. Existing Resorts exceeding Maximum Resort Density Requirements.

Resort rental structures may be replaced at the existing licensed room density provided the replacement resort rental structures are located beyond the required OHWM setback for that water body and the number of dwelling units is not increased.
  - b. Existing Resorts that comply with the Maximum Resort Density Requirements

Resort rental structures may be replaced at the same or greater licensed room density provided

    - (1) The new resort rental structure complies with the OHWM setback, and
    - (2) The density of new structures does not exceed the maximum density requirements as described in ¶ 4.2.B.2.
  - c. Replacement of any resort rental structures shall comply with other provisions of this ordinance including, but not limited to obtaining proper sanitary permits, zoning permits and adhering to the impervious surface and land disturbance requirements of Article IX.

*Note: Examples for Resort Units are contained in Appendix A.*

**C. Minimum Lot Size Requirements for Existing Condominium Expansion Areas.**

When a condominium plat has been filed and recorded with the Register of Deeds prior to the date of enactment of this ordinance and the plat shows an expansion area for new structures, additional structures may be constructed in the expansion area provided that they meet the same requirements as existing resorts set forth in ¶4.2.B.2.

## VILAS COUNTY SHORELAND ZONING ORDINANCE

### 4.3 Minimum Area and Width Requirements for New Waterfront Lots.

#### A. Base Minimum Lot Sizes.

The base minimum lot size is determined by the lake or river classification category. In addition to the base minimum, certain structures require additional lot area and width as set forth in ¶4.3.B.

1. Minimum lot size for lakes greater than 50 acres.  
The minimum lot area and width shall correspond to the lake's sensitivity and development level for that particular lake as shown below in Table 3.

Table 3

| <b>LAKE CLASSIFICATION MATRIX<br/>for Lakes Greater than 50 Acres</b> |   |   |   |
|---|---|---|---|
| <b>Sensitivity to<br/>Development</b>                                 | <b>Current Level of Development</b>   |   |   |
|   | <b>Low Development<br/>Level</b>  | <b>Medium Development<br/>Level</b>   | <b>High Development<br/>Level</b>   |
| <b>High<br/>sensitivity</b>   | Minimum lot area =<br>60,000 ft <sup>2</sup><br>Minimum frontage width =<br>300 feet<br>Minimum lot width =<br>270 feet | Minimum lot area =<br>40,000 ft <sup>2</sup><br>Minimum frontage width =<br>200 feet<br>Minimum lot width =<br>180 feet | Minimum lot area =<br>40,000 ft <sup>2</sup><br>Minimum frontage width =<br>200 feet<br>Minimum lot width =<br>180 feet |
| <b>Medium<br/>sensitivity</b>   | Minimum lot area =<br>40,000 ft <sup>2</sup><br>Minimum frontage width =<br>200 feet<br>Minimum lot width =<br>180 feet | Minimum lot area =<br>40,000 ft <sup>2</sup><br>Minimum frontage width =<br>200 feet<br>Minimum lot width =<br>180 feet | Minimum lot area =<br>30,000 ft <sup>2</sup><br>Minimum frontage width =<br>150 feet<br>Minimum lot width =<br>135 feet |
| <b>Low<br/>sensitivity</b>  | Minimum lot area =<br>30,000 ft <sup>2</sup><br>Minimum frontage width =<br>150 feet<br>Minimum lot width =<br>135 feet | Minimum lot area =<br>30,000 ft <sup>2</sup><br>Minimum frontage width =<br>150 feet<br>Minimum lot width =<br>135 feet | Minimum lot area =<br>30,000 ft <sup>2</sup><br>Minimum frontage width =<br>150 feet<br>Minimum lot width =<br>135 feet |

**VILAS COUNTY SHORELAND ZONING ORDINANCE**

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2. Minimum lot size for lakes 50 acres and less:
  - a. The minimum lot area shall be 60,000 square feet;
  - b. The minimum frontage width shall be 300 feet; and
  - c. The minimum lot width shall be 270 feet.
3. Minimum lot size for Class I rivers and streams:
  - a. The minimum lot area shall be 60,000 square feet;
  - b. The minimum frontage width shall be 300 feet; and
  - c. The minimum lot width shall be 270 feet.
4. Minimum lot size for Class II rivers and streams:
  - a. The minimum lot area shall be 30,000 square feet;
  - b. The minimum frontage width shall be 150 feet; and
  - c. The minimum lot width shall be 135 feet.
5. Exception - where a single existing lot cannot be divided into two lots and meet the requirements of Section 4.3, a division into two lots can be made, provided the following requirements apply:
  - a. One lot shall meet all the criteria under section 4.3 and the second lot shall meet 80% of these requirements.
  - b. The second lot is no less than 100 feet of lot width.

**B. Minimum Lot Size Requirements for Specified Uses.**

1. Single residential lots and single duplexes shall comply with the base minimum lot size requirements.
2. Multi-family developments with one residential unit per structure shall comply with the base minimum requirement for each single residential unit.
3. Multi-family developments with multiple residential units per structure(s) shall include the base minimum requirements for each residential structure plus an additional 30 percent of the base minimums for each additional contiguous dwelling unit.
4. Hotels/Motels shall include the base minimum requirements for each motel and/or hotel structure plus as an additional 10 percent of the base

## **VILAS COUNTY SHORELAND ZONING ORDINANCE**

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minimums for each additional contiguous bedroom unit. A single motel/hotel room shall be considered to be a single bedroom.

5. All resorts established after the effective date of this ordinance shall conform to the minimum lot area, minimum frontage width, and minimum lot width requirements of multi-family developments.
6. Commercial lots shall comply with the base minimum requirements.
7. Lots which include a combination of the development categories in ¶4.3.B shall comply with all of the requirements for each applicable category.

*Note: Examples for each of these provisions are set forth in Appendix A.*

### **4.4 Waterfront Access Lots.**

#### **A. Water Access Lots.**

1. General Restrictions.
  - a. Water access lots shall not be allowed on lakes less than 100 acres or on Class I rivers and streams.
  - b. Water access lots shall not be allowed in Single-Family Residential (R-1) Zoning Districts unless they provide access to a single backlot unit.
  - c. No more than three units (contiguous or non-contiguous) shall be permitted per each water access lot.
2. Minimum Lot Size.
  - a. Each water access lot shall meet the applicable base minimum lot size requirements for that particular waterbody under Section 4.3.
  - b. Each water access lot shall also meet the minimum frontage width and area requirements for the particular zoning district in which the water access lot is located.
3. Buffer Area.

Each water access lot shall include an unmowed buffer area along each side lot boundary. Each buffer width shall be a minimum of 25% of the required minimum water access lot width. Water access lot buffers may include wetlands. The remaining lot width located between the buffers shall not include any wetlands.

## VILAS COUNTY SHORELAND ZONING ORDINANCE

4. Improvements on a water access lot are limited to the following:
  - a. A driveway onto the access lot is allowable. The driveway shall not be closer than 100 feet from the OHWM of the waterbody. The driveway shall not be greater than 20 feet in width. In addition to the width of the driveway, parking spaces are allowed on the access lot, but only limited to equal the number of units plus one additional space.
  - b. A single (1) shoreline recreational area is permitted at the water's edge subject to the requirements in ¶ 8.3E.
  - c. A path is allowed to the shoreline recreational area. The path shall not exceed six feet in width.
  - d. One privy is allowed on the access lot provided the privy complies with all other federal, state and local regulations.

### **B. Island Access Lots.**

1. General Restrictions.
  - a. An island access lot is not allowed in a Single-Family Residential (R-1) Zoning Districts unless it provides access to a single island dwelling unit.
  - b. A maximum of six island units (contiguous or non-contiguous) shall be permitted for each island access lot.
2. Minimum Lot Size.
  - a. Each island access lot shall meet the applicable base minimum lot size requirements for that particular waterbody under Section 4.3.
  - b. Each island access lot shall also meet the minimum frontage width and area requirements for the particular zoning district in which the island access lot is located.
3. Buffer Area.

Each island access lot shall include an unmowed buffer area along each side lot boundary. Each buffer width shall be a minimum of 25% of the required minimum island access lot width. Island access lot buffers may include wetlands. The remaining lot width between the buffers shall not include any wetlands.

## VILAS COUNTY SHORELAND ZONING ORDINANCE

### 4. Structures.

No structures shall be permitted on island access lots unless only one island dwelling unit has access via this access lot.

### C. Waterfront Access Easements.

1. Except as specifically authorized by Wis. Stat. § 30.131, no easements may be conveyed to a non-riparian landowner to allow access to waterbodies or for any other purpose.
2. Existing easements are authorized to the extent allowed by state law.

*Note: Wis. Stat. § 30.133 prohibits the conveyance of any riparian land by easement or similar conveyance after April 9, 1994 except for the right to cross the land in order to have access to the navigable water. Wis. Stat. § 30.131 permits non-riparians to place certain wharfs or piers into water if among other things it is pursuant to an easement recorded before December 31, 1986. Notwithstanding § 30.133, such easements may be conveyed with the riparian land.*

### D. "Dockominiums" Prohibition.

The sale of mooring sites and berths as a condominium or non-condominium unit separate from a dwelling unit on the same shoreland lot is prohibited.



**Appendix 12-1**  
**Lincoln Suggested Permitted or Conditional Use Worksheet for Preferred Land**  
**Use Classifications**

# Town of Lincoln

## Suggested Permitted or Conditional Uses for Preferred Land Use Classifications - November, 2002

*On the table below is a list of the Permitted ("P") or Conditional ("C") Uses the Lincoln Land Use Planning Committee and Lincoln Town Board felt would be appropriate for each of the Town's proposed Land Use Classifications.*

*Definitions: A permitted use would be denied in that area only if required general regulations (subdivision, sanitary, etc.) or overlay district regulations (shoreland, floodplain, etc.) prohibit the proposed development.*

*Conditional uses, also known as special exceptions, are discretionary so a conditional use permit may be granted or denied. Special standards or other modifications (conditions) may be imposed on the permit to custom tailor the proposed development in the designated area to meet the land use objectives.*

| Uses:  | Lakeshore Residential | Rural Residential | Wooded Residential | Highway Commercial | Planned Mixed Use | Industrial | Forestry and Recreation | On Chain Mixed-Use | Agriculture | Government/Institutional | Education/Recreation | Parks/Recreation |
|--|-----------------------|-------------------|--------------------|--------------------|-------------------|------------|-------------------------|--------------------|-------------|--------------------------|----------------------|------------------|
| 1. Agricultural, animal husbandry                    |                       |                   |                    |                    |                   | P          |                         | P                  |             |                          |                      |                  |
| 2. Forestry  | P                     | P                 | P                  | P                  | P                 | P          | P                       | P                  | P           | P                        | P                    | P                |
| 3. Farms   |                       |                   | C                  |                    |                   | P          |                         | P                  |             |                          |                      |                  |
| 4. Hobby Farms                                       |                       | P                 | C                  | P                  | P                 | P          | P                       | P                  | C           | C                        | C                    |                  |
| 5. Single family detached dwellings                  | P                     | P                 | P                  | C                  | C                 | P          | P                       | P                  | C           | C                        | C                    |                  |
| 6. One non-rental guest house                        | P                     | P                 | P                  | C                  | C                 | P          | P                       | P                  | C           | C                        | C                    |                  |
| 7. Individual mobile homes                           | P                     | P                 | P                  | C                  | C                 | P          | P                       | P                  | C           | C                        | C                    |                  |
| 8. Home occupations                                  | P                     | P                 | P                  | C                  | C                 | P          | P                       | P                  | C           | C                        | C                    |                  |
| 9. Mobile home parks                                 |                       | C                 |                    | C                  | C                 | C          |                         | C                  |             |                          |                      |                  |
| 10. Parks, playgrounds                               | P                     | P                 | P                  | P                  | P                 | P          | P                       | P                  | P           | P                        | P                    |                  |
| 11. Golf courses                                     | C                     | C                 | C                  | C                  | C                 | P          | C                       | C                  |             |                          |                      | P                |
| 12. Resorts  | C                     | C                 | C                  | C                  | P                 | P          | P                       |                    |             |                          |                      |                  |
| 13. Multiple dwelling units                          | C                     | C                 | C                  | P                  | P                 | C          | P                       |                    |             |                          |                      |                  |
| 14. Dwelling units on second stories                 | C                     | P                 | P                  | P                  | P                 | P          | P                       | P                  |             |                          |                      |                  |
| 15. Apartments, townhouses & condominiums for rent   | C                     | C                 | C                  | P                  | P                 | C          | P                       |                    |             |                          |                      |                  |
| 16. Community living facilities                      | C                     | C                 | C                  | P                  | P                 | C          | P                       |                    |             |                          |                      |                  |
| 17. Bed & Breakfast establishments                   | C                     | C                 | C                  | P                  | P                 | C          | P                       |                    |             |                          |                      |                  |
| 18. Boarding houses and other types of group lodging | C                     | C                 | C                  | P                  | P                 | P          | P                       | C                  |             | C                        | C                    |                  |
| 19. Private club houses                              | C                     | C                 | C                  | P                  | P                 | P          | P                       |                    |             |                          |                      |                  |
| 20. Motels   |                       |                   |                    | P                  | P                 |            | P                       |                    |             |                          |                      |                  |
| 21. Hotels   |                       |                   |                    | P                  | P                 |            | P                       |                    |             |                          |                      |                  |
| 22. Roadside stands for farm produce                 |                       | P                 | C                  | P                  | P                 |            | P                       | P                  |             |                          |                      |                  |
| 23. Eating and drinking establishments               | C                     | C                 | C                  | P                  | P                 | P          | P                       |                    |             |                          |                      |                  |
| 24. Commercial marinas                               |                       |                   |                    | P                  | P                 | P          | P                       |                    |             |                          |                      |                  |
| 25. Campgrounds                                      |                       |                   |                    | C                  | C                 | P          | C                       |                    |             |                          |                      |                  |
| 26. Auto and RV sales                                |                       |                   |                    | P                  | P                 | P          | C                       | P                  |             |                          |                      |                  |
| 27. Auto body shops                                  |                       |                   |                    | P                  | C                 | P          | C                       | C                  |             |                          |                      |                  |
| 28. Auto service stations                            |                       |                   |                    | P                  | C                 | P          | C                       | C                  |             |                          |                      |                  |

[illegible]

**Appendix 12-2**  
**Vilas County (Lincoln) Zoning District Permitted and Conditional Use Table**

# Vilas County Zoning Ordinance

## Permitted or Conditional Uses

### For Each Zoning District

10/99

#### Definitions:

*Permitted Use - A permitted use would be denied in that area only if required general regulations (subdivision, sanitary, etc.) or overlay district regulations (shoreland, floodplain, etc.) prohibit the proposed development.*

*Conditional Use - Also known as special exceptions, these uses are discretionary so a conditional use permit may be granted or denied. Special standards or other modifications (conditions) may be imposed on the permit to custom tailor the proposed development in the designated area to meet the land use objectives.*

Following are the Permitted and Conditional Uses specified in the Vilas County Zoning Ordinance for the described districts:

| Uses:  | Forestry | Agriculture | Single Family Residential | Multi-Family Development | Recreation | General Business | Community Business | Industrial | All Purpose |  |  |  |  |
|--|----------|-------------|---------------------------|--------------------------|------------|------------------|--------------------|------------|-------------|--|--|--|--|
| Agricultural, animal husbandry                   |          | P           |                           |                          |            |                  |                    | P          |             |  |  |  |  |
| Forestry   | P        | P           | P                         | P                        | P          | P                | P                  | P          | P           |  |  |  |  |
| Farms  | P        | P           |                           |                          |            |                  |                    | P          |             |  |  |  |  |
| Hobby farms                                      | P        | P           | P                         | P                        | P          | P                | P                  | P          | P           |  |  |  |  |
| Single family detached dwellings                 | P        | P           | P                         | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| One non-rental guest house                       | P        | P           | P                         | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| Individual mobile homes                          | P        | P           | P                         | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| Home occupations                                 | P        | P           | P                         | P                        | P          | P                | P                  | P          | P           |  |  |  |  |
| Mobile home parks                                | P        |             |                           | P                        | P          | P                |                    | P          | P           |  |  |  |  |
| Parks, playgrounds                               | P        |             | P                         | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| Golf courses                                     | P        |             | P                         | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| Resorts  | P        |             |                           | P                        | P          | P                | P                  | P          | P           |  |  |  |  |
| Multiple family dwelling units                   | P        | P           |                           | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| Dwelling units on second stories                 |          |             |                           | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| Apartments, townhouses, & condominiums for rent  | P        | P           |                           | P                        | P          | P                | P                  | P          | P           |  |  |  |  |
| Community living facilities (ex. senior housing) | P        | P           | C                         | P                        | P          | P                | P                  | P          | P           |  |  |  |  |
| Bed & Breakfast establishments                   | P        | P           | C                         | P                        | P          | P                | P                  | P          | P           |  |  |  |  |
| Boarding houses/group lodging                    | P        |             |                           | P                        | P          | P                |                    | P          | P           |  |  |  |  |
| Private club houses (over 1000 sq.ft)            | P        |             | C                         | P                        | P          | P                | C                  | P          | P           |  |  |  |  |
| Motels   | P        |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |
| Hotels   | P        |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |
| Roadside stands for farm produce                 |          | P           |                           |                          |            |                  |                    |            | P           |  |  |  |  |
| Eating and drinking establishments               | P        |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |
| Bait shops                                       | P        |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |
| Commercial marinas                               | P        |             |                           |                          | P          | C                | C                  |            | P           |  |  |  |  |
| Campgrounds                                      | P        |             |                           |                          | P          | C                |                    |            | P           |  |  |  |  |
| Auto and RV sales                                | P        |             |                           |                          | P          | P                | C                  | P          | P           |  |  |  |  |
| Auto body shops                                  |          |             |                           |                          | C          | C                | C                  |            | P           |  |  |  |  |
| Auto service stations                            | P        |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |

Uses:

|  | Forestry | Agriculture | Single Family Residential | Multi-Family Residential | Recreation | General Business | Community Business | Industrial | All Purpose |  |  |  |  |  |
|--|----------|-------------|---------------------------|--------------------------|------------|------------------|--------------------|------------|-------------|--|--|--|--|--|
| Retail sales and service   | P        |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Airports and landing fields  | C        |             | C                         | C                        | C          | C                |                    | C          | C           |  |  |  |  |  |
| Gun clubs and shooting ranges  | C        |             |                           |                          | C          | C                |                    |            | C           |  |  |  |  |  |
| Quarries and mines   | C        |             |                           |                          |            |                  |                    | C          | C           |  |  |  |  |  |
| Objectionable emission of odor, dust, fumes, smoke and noise   |          |             |                           |                          |            |                  |                    |            |             |  |  |  |  |  |
| Recycling business   | C        | C           |                           |                          | C          | C                |                    | C          | C           |  |  |  |  |  |
| Essential services   | P        | P           | P                         | P                        | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Financial services   | P        |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Warehousing  | C        | C           |                           |                          | C          | C                | C                  | C          | C           |  |  |  |  |  |
| Wholesaling  | C        | C           |                           |                          | C          | C                | C                  | C          | C           |  |  |  |  |  |
| Building & trade contractors   |          |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Heavy equipment storage yards  |          |             |                           |                          |            |                  |                    | P          | P           |  |  |  |  |  |
| Health care facilities   |          |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Indoor recreation establishments   |          |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Mini storage buildings   |          |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Professional offices   |          |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Sales, service and repair  |          |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Snowmobile sales and service   |          |             |                           |                          | P          | P                | C                  | P          | P           |  |  |  |  |  |
| Drive-in theaters  | P        |             |                           |                          | P          | C                |                    |            | P           |  |  |  |  |  |
| Outdoor amusement facilities   | P        |             |                           |                          | P          | C                |                    |            | P           |  |  |  |  |  |
| Commercial kennels   |          |             |                           |                          | P          | C                |                    |            | P           |  |  |  |  |  |
| Utility facilities   | C        | C           | C                         | C                        | C          | C                | C                  | P          | C           |  |  |  |  |  |
| Public and semi-public uses  | C        | C           | C                         | C                        | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Manufacture, processing, fabrication, packing, packaging and assembly of products from furs, glass, leather, paper, plastics, textiles, metal & wood |          |             |                           |                          |            |                  |                    | P          | P           |  |  |  |  |  |
| Motor freight transportation terminals   |          |             |                           |                          |            |                  |                    | P          | P           |  |  |  |  |  |
| Septage disposal sites   | C        |             |                           |                          |            |                  |                    | C          | C           |  |  |  |  |  |
| Salvage and junk yards   |          |             |                           |                          |            |                  |                    | C          | C           |  |  |  |  |  |
| Riding stables   | P        |             |                           |                          | P          | C                |                    |            | P           |  |  |  |  |  |
| Planned residential unit development**   | C        | C           | C                         | P                        | P          | P                | C                  |            | P           |  |  |  |  |  |
| Planned clustered-commercial development**   |          |             |                           |                          | P          | P                | P                  | P          | P           |  |  |  |  |  |
| Others? List:  |          |             |                           |                          |            |                  |                    |            |             |  |  |  |  |  |

\*\* P/C uses described by Zoning Administrator

**Appendix 12-3**  
**Cluster Development Options**

# Clustering

## Frequently Asked Questions (FAQ)

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### Who owns the open space?

#### There are options:

- ◆ Individual landowner, in conjunction with a permanent conservation easement.
- ◆ Homeowners association. Basic ground rules include:
  - automatic membership as condition of property purchase
  - association bylaws should have legal right to place liens on members who fail to pay dues.
  - detailed maintenance plans for conservation areas required and approved by municipality.
- ◆ Land trusts. Hold easements or fee simple title to ensure conservation of lands.
- ◆ Municipality/other public agency.
- ◆ Combinations of the above.

### Who maintains the open space?

- ◆ Typically whoever owns the open space.
  - Local officials should require conservation area management plans be submitted and approved prior to final subdivision approval.

### What are the tax implications?

- ◆ Property tax assessments on conservation subdivisions should not differ, in total, from those on conventional developments.
- ◆ Density of development is typically the same, or slightly greater than conventional development.

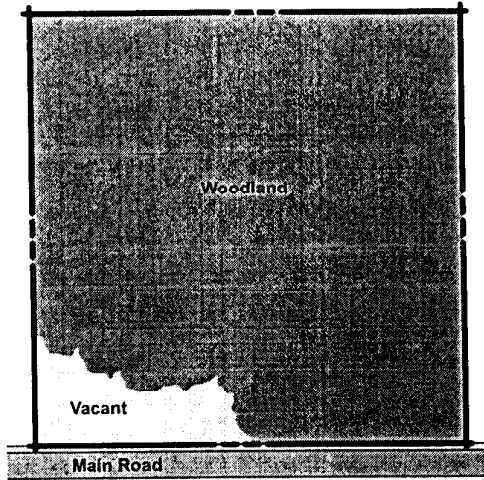
### What about liability issues?

- ◆ Wisconsin's recreational use statute (895.52) protects private property owner's responsibility for injury to people who use their land for recreation.
- ◆ Recreational activity defined as "any outdoor activity undertaken for the purpose of exercise, relaxation or pleasure, including practice or instruction in any such activity, except for team sports.
- ◆ Property owner may be liable for an injury to a recreational user if:
  - owner neglects to warn about a known hazard.
  - owner has malicious intent to injure the user.
  - guest injured near owners home.
  - owner collects substantial amount of money from users.



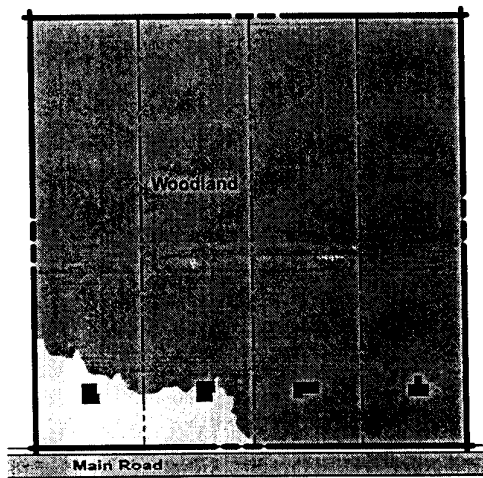
# Clustering To Preserve Woodlands and Forests

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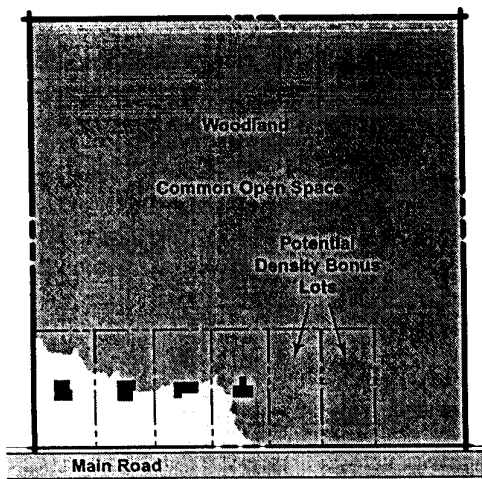
## Undeveloped Land

- ◆ Woodlands on this parcel are part of a large forest complex consisting of sugar maple, yellow birch, white pine and red pine.



## Conventional Subdivision

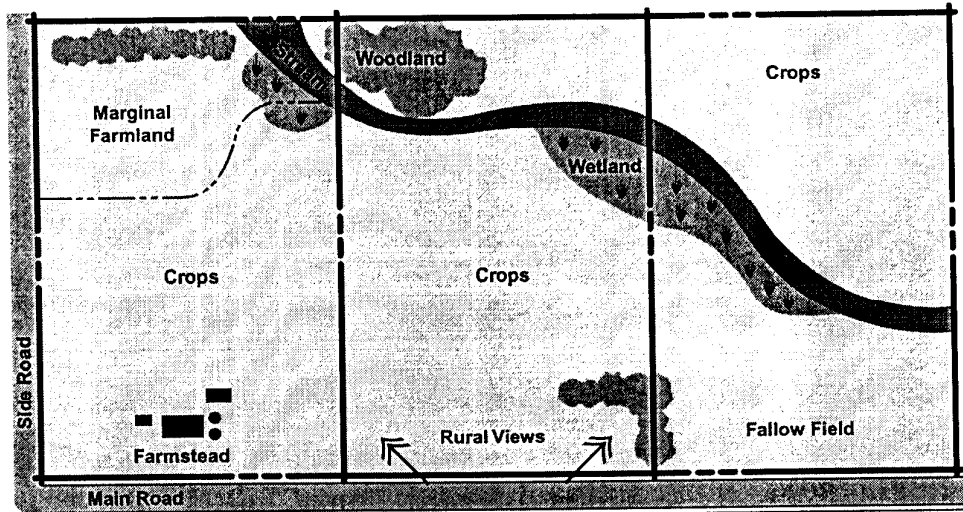
- ◆ 10 acre minimum lot size and requirement that no new roads be built to accommodate development, results in excessively deep and narrow lots.
- ◆ Landowner or developer creates large lots that fragment woodlands.
- ◆ Typical result of conventional zoning regulations.
- ◆ Minimum lot size = 10 acres.
- ◆ Density = 1 dwelling unit per 10 acres.
- ◆ No common open space.



## Conservation/Cluster Subdivision

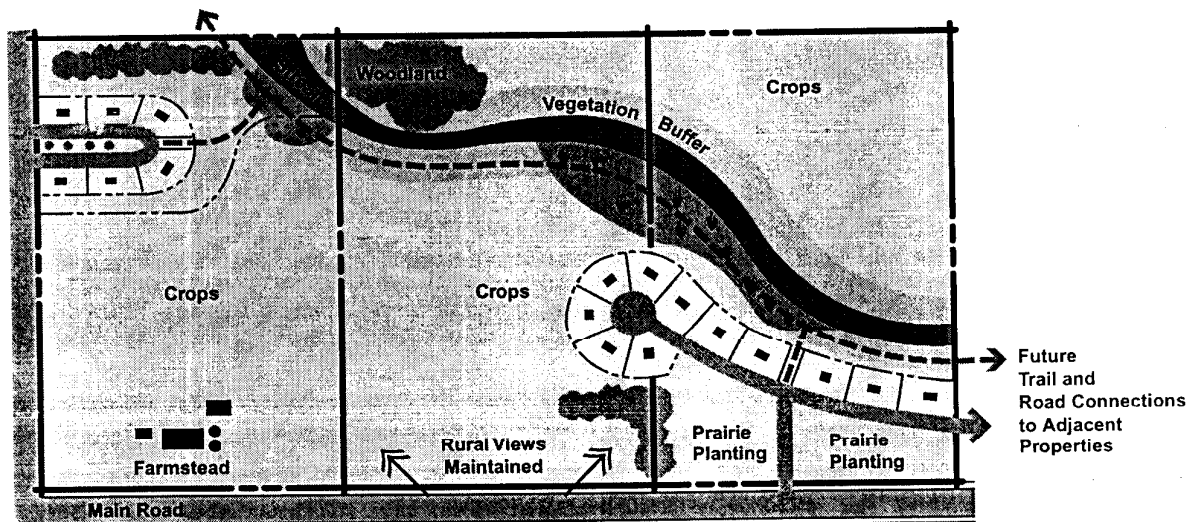
- ◆ Clustering of residential development preserves forest and wildlife habitat.
- ◆ Diversification of lot sizes.
- ◆ Incentive for cluster development via density bonus (i.e. additional lots allowed).
- ◆ Potential 50% density bonus if development located near existing road and management plan for forested open space required prior to final subdivision approval.
- ◆ 31 acres common open space/75% open space. Minimum lot size 1.5 acres; Density = 1 dwelling unit per 6.6 acres with bonus applied.
- ◆ Each resident has a smaller lot; however, residents have access to a network of open space for active and passive recreation.

# Clustering To Preserve an Interconnected Network of Open Space



## Mostly Undeveloped Land

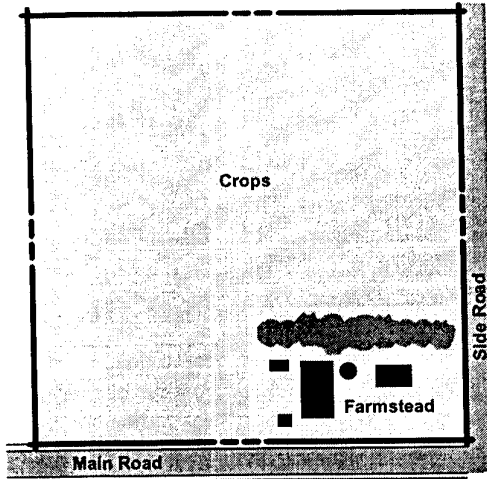
- ◆ 120 acres consists of farmstead, agricultural land, remnant woodlands, wetlands, and stream tributary.



## Conservation/Cluster Subdivisions

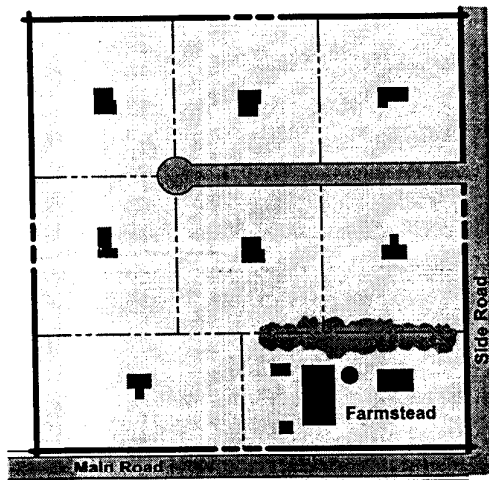
- ◆ New residential development is clustered to minimize visual impact and to preserve farmland.
- ◆ Trails connect neighborhoods and other recreation areas.
- ◆ Vegetation buffer leveraged as part of subdivision review.
- ◆ Vegetation buffer reduces runoff and improves water quality.

# Clustering To Preserve Rural Character and Farmland



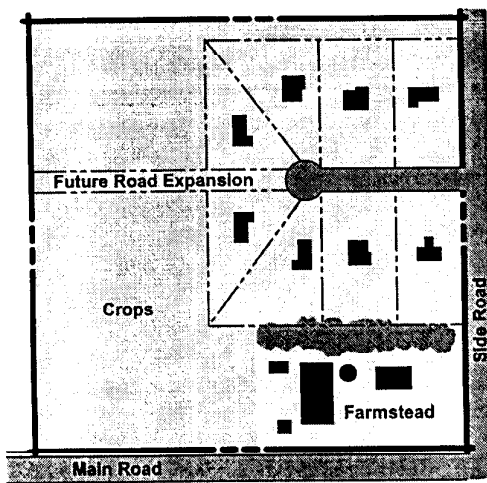
## Undeveloped Land

- ◆ 40 acre parcel consists of prime farmland and contains the original farmstead built in mid-1800s.



## Conventional Subdivision

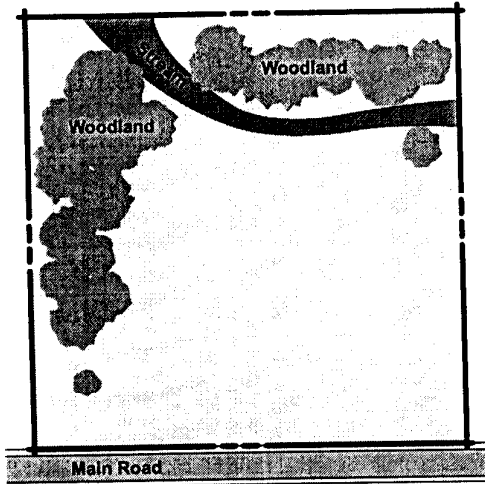
- ◆ Development of an open field maximizes the negative visual impacts of large lot suburban development.
- ◆ Prime farmland developed and no longer available for food production.
- ◆ Rural character lost.



## Conservation/Cluster Subdivision

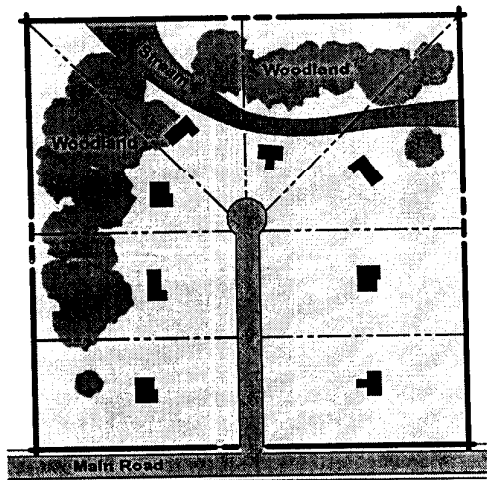
- ◆ Nearly half of farmland preserved.
- ◆ Same number of building sites on smaller lots.
- ◆ Views and rural character are preserved.

# Clustering To Preserve Environmental Features



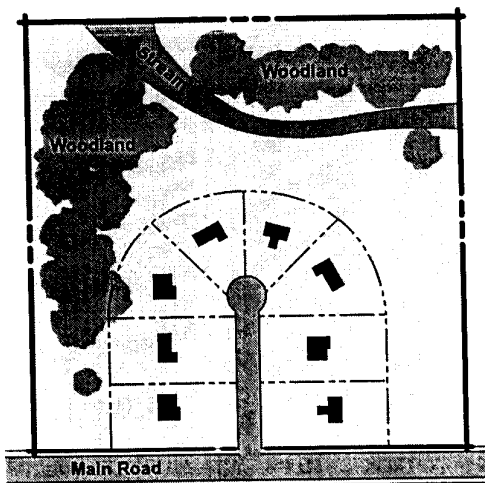
## Undeveloped Land

- ◆ 40 acre parcel is comprised of nearly 15 acres of woodlands and a stream that supports game fish populations.



## Conventional Subdivision

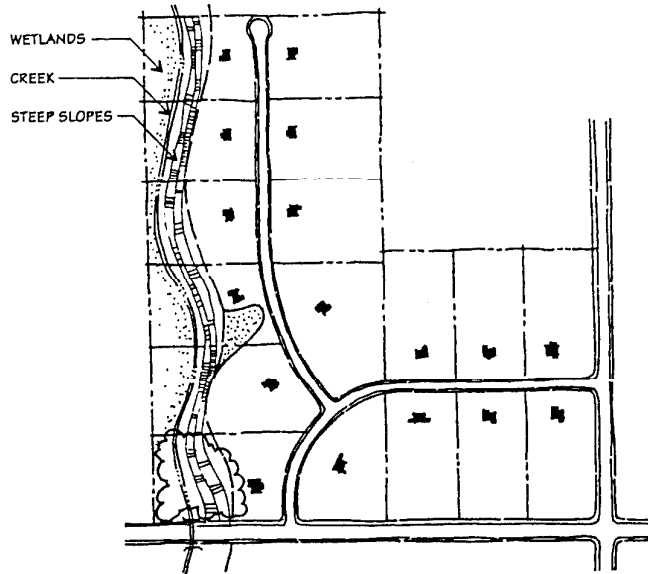
- ◆ All woodland and open space is covered by houselots or subdivision street without access to open space.
- ◆ Potential negative impacts to woodlands and water quality of stream.
- ◆ Increased visual impact of large lot suburban development versus smaller village cluster.



## Conservation/Cluster Subdivision

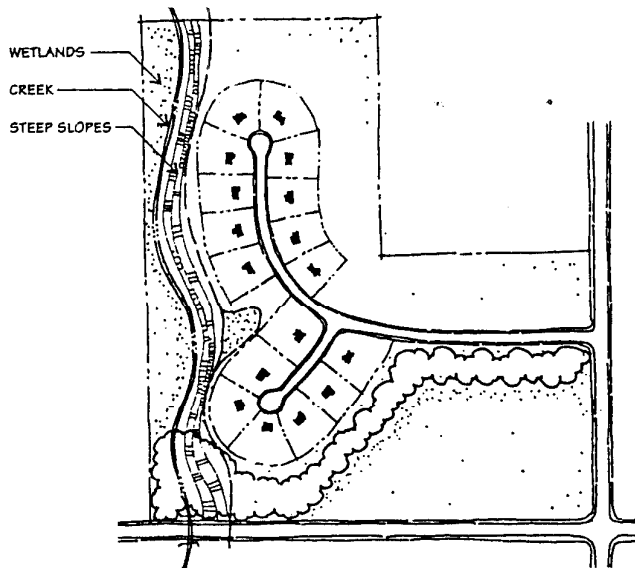
- ◆ Slightly shorter road results in lower maintenance costs.
- ◆ Reduces disturbance of natural landscape; less impact to woodlands, and stream corridor is preserved.
- ◆ Each resident has a smaller lot; however, residents have access to a network of open space for active and passive recreation.

# Conventional Development vs. Cluster Development



CONVENTIONAL DEVELOPMENT  
EACH RESIDENT CAN ACCESS 5-6 ACRES

Acres: 100  
Lots: 17  
Density: 1 Dwelling Unit / 6 Acres  
Minimum Lot Size: 5 Acres  
Common Open Space: 0



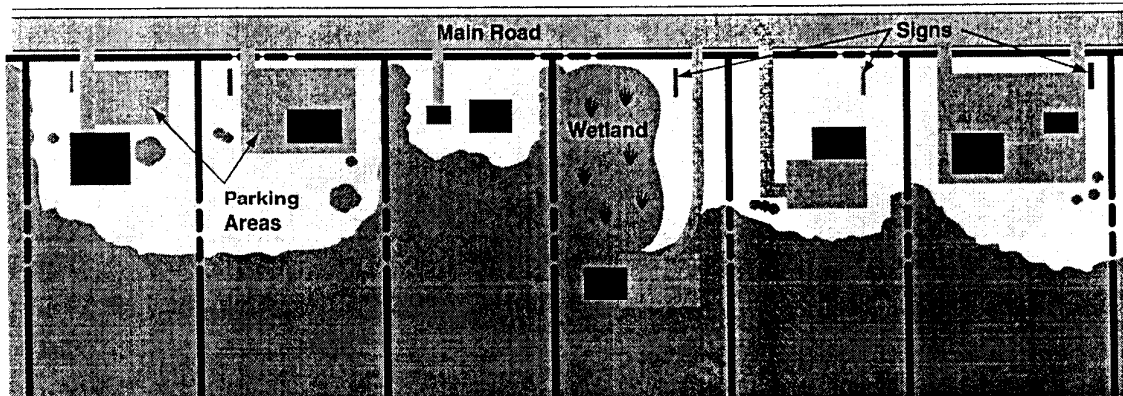
CLUSTER DEVELOPMENT  
EACH RESIDENT CAN ACCESS 76 ACRES  
(1-ACRE LOT PLUS 75 ACRES OPEN SPACE)

Acres: 100  
Lots: 17  
Density: 1 Dwelling Unit / 6 Acres  
Minimum Lot Size: 1 Acre  
Common Open Space: 75%

Through a reduction in lot size, open space can be created without losing density.

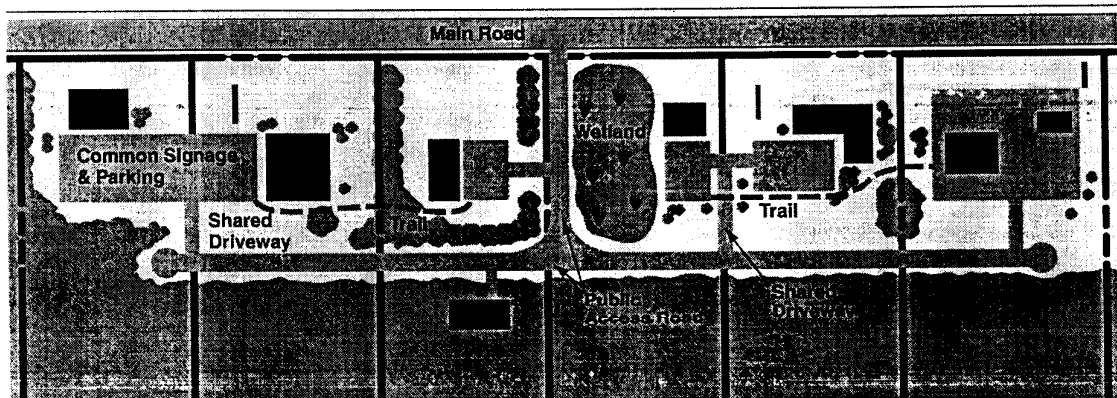
**Appendix 12-4**  
**Commercial Cluster Development Options**

# Alternative Commercial Development Option: Internal Frontage Access



## Typical Development Pattern/Roadside Strip

- ◆ 6 frontage lots on road.
- ◆ Individual access for each lot; multiple access points.
- ◆ Potential disruption of traffic flow.
- ◆ Dispersed buildings: little potential for combined uses and parking.
- ◆ Commercial uses spread out along road.

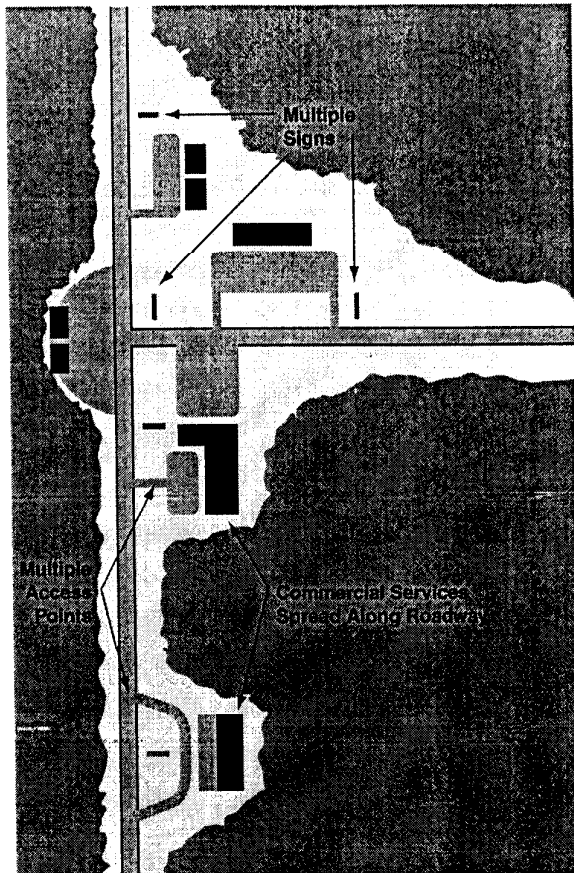


## Cluster Development Pattern

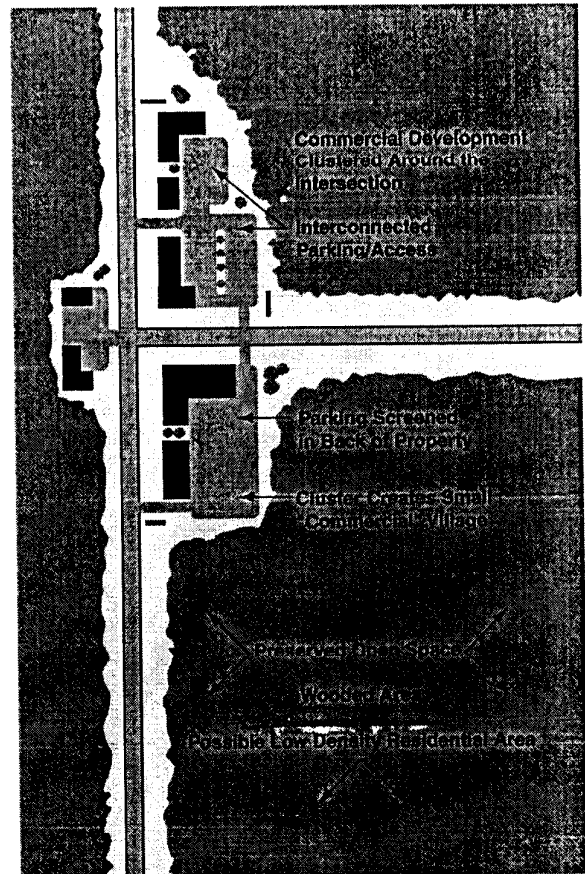
- ◆ Single access to road improves safety and serves internal development patterns.
- ◆ 6 lots with road frontage; internal access to development.
- ◆ Coordinated signage and parking areas.
- ◆ Storefronts face road; parking in rear and side of building improves rural character.
- ◆ Shared driveway to lots provided to reduce cost and improve safety.
- ◆ "Frontage" road development allows additional development in rear of frontage lots.
- ◆ Trail provides for pedestrian movement between businesses.

# Alternative Commercial Development Option: Node/Intersection Cluster

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**Typical Road Development**



**Node/Intersection Cluster**



**Appendix 13-1**  
**Town Zoning Options for Implementation of Preferred Land Use**  
**Classifications**

## **Town Zoning Options for Implementation of Preferred Land Use Classifications**

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Zoning is one major implementation tool to achieve the preferred land uses identified in a communities plan. The preferred land uses should "drive" the development of the zoning ordinance provisions including zoning district descriptions, allowed densities, permitted uses, conditional uses and the zoning map. Land division ordinances are another typical regulatory control that can be used to ensure conformance and consistency with local plans (*see related information sheet on land division ordinances as an implementation tool*).

Adoption of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* will inform the county on town planning vision, goals, objectives, and policies. It will also explain the rationale behind these plan recommendations. These efforts should put the town in a strong position to work with the county on implementing zoning options that are consistent with the town plan. For example, the draft town land use plan proposes to designate most of the town with some form of residential use, with a majority being forestry and recreation. This recommendation can be used to inform the county that creation and/or expansion of more intensive zoning districts such as general business should be kept to planned commercial areas.

To achieve the preferred land uses, a variety of zoning amendment options are available to the town. These include the following:

- Option 1      Utilize Existing Vilas County Zoning Districts
- Option 2      Propose new Vilas County zoning districts and/or modifications to the existing district descriptions.
- Option 3      Propose unique town zoning as an appendix to the Vilas County zoning ordinance.
- Option 4      Establish a town zoning ordinance including town administration and enforcement.
- Option 5      Proceed with pursuing a combination of Option 1 with Options 2 and/or 3.

### **Option 1 - Utilize Existing Vilas County Zoning Districts.**

The draft Town of Lincoln Year 2020 Preferred Land Use Map designates town lands into nine classifications. The preferred land use class matrix identifies the preferred permitted and conditional uses within each of the proposed classifications. Below is a general discussion of the advantages and disadvantages between proposed year 2020 land use classifications and County zoning districts.

#### **Advantages -**

- County staff would continue to administer zoning.

- ▶ Adherence to the county zoning districts would cause less confusion for county staff and town property owners.
- ▶ County Board approval of proposed zoning map amendments may be easier to achieve.

**Disadvantages -**

- ▶ The existing zoning districts may not enable the town to achieve all of the "desired future condition" of the preferred land use classifications and policies as indicated above.

**Option 2 - Propose new Vilas County zoning districts and/or modifications to the existing zoning district descriptions.**

The town would need to petition the county for zoning ordinance amendments that would affect the entire county. Based on the draft Lincoln Year 2020 Preferred Land Use Map, this option would include petitioning the County to amend, add to, or delete current standards as discussed in Section 13.1.

**Advantages -**

- ▶ Other towns may be in support of similar modifications and could provide political support for the changes.
- ▶ If approved, the town would be able to create a better match between the zoning districts and preferred land uses, therefore reducing the administrative burden.
- ▶ County staff would continue to administer zoning.

**Disadvantages -**

- ▶ Changes would affect the entire county and may not be politically supported by the County Zoning Committee, Zoning staff, or County Board.
- ▶ More zoning districts may make the existing county ordinance more complex and difficult to administer.
- ▶ A major challenge facing the County will be to integrate the desires of various towns to best address the issue of regulating mixed use development that would conform to a land use plan.
- ▶ The time frame involved may cause a lapse in regulation. Town may have a land use plan done and the county zoning districts may not change for a 2+ years.

**Option 3 - Propose unique town zoning as an appendix to the Vilas County Zoning Ordinance.**

The town could petition to have the town's zoning district descriptions and related text and map stand alone as an appendix to the County Zoning Ordinance.

The county could still administer the town's zoning, but the zoning could be quite different from the countywide zoning provisions.

**Advantages -**

- ▶ The town could propose their own unique zoning districts, permitted uses and conditional uses that will better achieve the "desired future conditions" of the preferred land uses. The county could still administer this as a more or less stand alone zoning ordinance for the town.

**Disadvantages -**

- ▶ Creating unique zoning districts and map for a single town may not be politically supported by the county. Other municipalities may wish to do the same thing, creating a wide diversity of zoning provisions to try to interpret and administer.
- ▶ The county zoning ordinance would become even more complex. Administration could be very difficult and time consuming for the zoning staff.

**Option 4 - Establish a town zoning ordinance including town administration and enforcement.**

The town could draft their own zoning ordinance. This would require County Board approval to establish. Also the County Board would have "veto" power over future amendments to the town's ordinance.

**Advantages -**

- ▶ This option would provide for the greatest amount of "local control" over zoning decisions.
- ▶ The zoning districts and other ordinance provisions could be tailor made to best achieve the desired future conditions in each land use management area. Administration of this option could be achieved in a variety of ways. An alternative to total town administration could involve 66.30 intergovernmental agreements to contract with the county or an adjacent town for zoning administration and enforcement.

**Disadvantages -**

- ▶ This would be a more expensive option as it would require funding zoning administration and enforcement (including legal expenses) at the local level instead of the county.
- ▶ The town would likely need to hire at least a part time zoning administrator, and would need to establish a Board of Appeals.
- ▶ The option requires County Board approval to establish and allow future changes. There still would be some areas of overlap between the county and town ordinances for environmental features such as shoreland and floodplain areas.

**Option 5 -Proceed with pursuing a combination of Option 1 with Options 2 and/or 3.**

The town could work with the County to seek future amendments to the zoning code which implement and are consistent with the town's land use plan. During this period, the town could still proceed with the adoption of a local land division code to ensure that creation of new lots comply with the town's land use plan.

**Advantages -**

- ▶ The County's undertaking of developing a comprehensive plan provides the town the opportunity to influence County-wide policies which could lead to zoning changes that further implement the town's Comprehensive Plan.
- ▶ The County would continue to be responsible for administering and enforcing zoning regulations. In addition, the town would not have to seek County approval to opt out of County zoning.

**Disadvantages -**

- ▶ The timing of zoning changes is not controlled by the town.
- ▶ Interim controls are required by the town to regulate and administer the land use plan, which creates duty and responsibility for the town.
- ▶ As part of point above, the town would need to work out an intergovernmental agreement with Vilas County Zoning to refer development requests etc to the town board, which could also be looked at as an advantage depending on your viewpoint.

**Appendix 13-2**  
**The Use of Land Division Ordinances for Implementation of Preferred**  
**Development Patterns**

## **The Use of Land Division Ordinances for Implementation of Preferred Development Patterns**

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A land division ordinance is a planning tool to control how, when, and if rural woodlots and farmland will be divided and developed while protecting the needs and welfare of the community. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances.

The impact of land division (subdivision) regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision control ordinances often give a community its only opportunity to ensure that new development are properly designed.

The division of larger parcels to smaller parcels for the purpose of sale or transfer of ownership is certainly an issue in Lincoln. To address that issue, the preferred land use classifications all have different densities.

Section 236 of the Wisconsin Statutes regulates the division of land into lots for the purpose of sale or building development. Towns can adopt their own subdivision ordinances without county approval. In order to exercise this power a town needs to have four things: a. village powers, b. land use plan-stating goals and objectives, c. planning committee/commission, d. an ordinance. If there is a conflict between a county and town land division ordinance, the proposed subdivision must comply with the most restrictive standard (Wisc. Stat. 236.13 (4)).

The land division ordinance is related to the zoning ordinance in that the zoning ordinance regulates the type (use) of development that takes place on a parcel and the land division ordinance regulates how the parcel is created and made ready for development. It must be stressed that a land division ordinance is not zoning in that it does not regulate permitted or conditional uses and/or setbacks.

**Most importantly, the land division ordinance helps implement the land use plan. A basis of the approval of a land division is its conformance or consistency with a local land use plan via density of the preferred land use classes.** The land division ordinance may be the most effective method to implement proposed lot sizes that may differ from the zoning district that enforces the land use. The county may be reluctant to deal with large lots on a county wide basis. Hence, the administration as well enforcement may need to be done by the town of Lincoln.

In order to administer a land division ordinance, the town must appoint a Planning Commission or Committee to review and approve division requests.

Although it is ideal that land division codes and zoning codes (e.g., County zoning) be consistent with each other, there is no hierarchy of land use controls. Zoning does not take priority over the subdivision process or vice versa. Development approval must often proceed on two tracks: zoning approval and subdivision approval. In addition, the line between zoning and the regulation of subdivisions is not always clear. For example, both zoning and subdivision

regulations address issues of lot size. [Source: *Guide to Community Planning in Wisconsin, 1999, Department of Urban & Regional Planning University of Wisconsin-Madison/Extension, authored by Brian Ohm*]

A town land division code can provide the town the means to review and regulate new divisions of land to ensure consistency with the vision, goals, objectives, land protection criteria, and other recommendations of an adopted *Town of Lincoln Year 2020 Comprehensive Land Use Plan*. It can also allow provide for review of divisions of land exempt from County subdivision requirements. For example, the division of a piece of property into less than five parcels or greater than 10 acres are generally not reviewed under the County code.

A town land division ordinance would require administration and enforcement by the town. Therefore, local control of divisions of land would require town funding. It also adds a layer of government involved in regulating proposals for land divisions.

The alternative to a town land division code is to approach the County to amend the County land division code to ensure that new divisions of land are consistent with the town plan. Other town's may be in support of similar modifications and could provide political support for the changes. However, changes would affect the entire County and may not be politically supported by the County. In addition, any amendments may not be totally satisfactory to the town, since the County must balance its' own abilities to administer the code and also the needs of other local governments.



**Appendix 13-3**  
**Wisconsin's Comprehensive Planning and "Smart Growth" Legislation**

# **Wisconsin's Comprehensive Planning and "Smart Growth" Legislation**

## **Background**

As part of the state's 1999-2000 biennial budget, Governor Thompson signed into law one of the most comprehensive pieces of land use legislation considered in this state during the last 50 years. This legislation, referred to as the "Smart Growth" legislation, is intended to provide local governmental units with the tools necessary to create comprehensive plans and more informed decisions and encourage state agencies to create more balanced land use rules and policies.

## **The Comprehensive Plan Definition**

The "Smart Growth" legislation includes one of the most substantive definitions of a "comprehensive plan" in the country. Prior to this legislation, Wisconsin only had the 1920s limited definition of a "master plan" (for cities, villages and towns with village powers) and a limited definition of a "county development plan," which was adopted in 1967. Unlike prior definitions, the "comprehensive plan" definition applies uniformly to all cities, villages, towns, counties and regional planning commissions in Wisconsin. Although this definition does not solve all of the problems associated with land use planning, it begins to provide the framework for a unified land use planning and regulation enabling law for Wisconsin.

The purpose of the comprehensive plan definition is to provide local governmental units with a framework for making more informed land use decisions. Too often local governmental units make decisions without understanding their impact on other aspects of the community. To help local governmental units better assess the impacts of their decisions on all aspects of the community, the comprehensive plan definition consists of the following nine elements: an issues and opportunities element; a housing element; a transportation element; a utilities and community facilities element; a natural and cultural resources element; an economic development element; an intergovernmental cooperation element; a land use element; and an implementation element.

## **Planning Requirements**

The "Smart Growth" package requires that all programs and actions of local governmental units (counties, cities, villages, towns, and regional planning commission) that affect land use must be "consistent with" the comprehensive plan by January 1, 2010. Therefore, any local governmental unit that wants, for example, to acquire land for parks, create a local farmland preservation program or regulate land use through zoning, subdivision regulations, or any other means is required to have a comprehensive plan. On the other hand, those local governmental units that do not want to engage in activities that affect land use do not have to create a comprehensive plan.

As indicated in this legislation, merely completing the comprehensive plan by January 1, 2010, is not enough. In an effort to make the comprehensive plan the cornerstone of all local land use decisions, the comprehensive plan, once completed, must be implemented by January 1, 2010. This means that (a) the comprehensive plan must be adopted by the governing body of the local governmental unit according to the procedures outlined in Wis. Stat. § 66.0295(4) (discussed below), and (b) all local programs and actions affecting land use must be consistent with the comprehensive plan. For some local governmental units, the process of updating their programs and actions to be consistent with their comprehensive plan will be a sizable task, requiring considerable time and effort. For other local governmental units, this will be a relatively systematic process. Nevertheless, local governmental units are strongly encouraged to begin this process as early as possible to avoid potential pitfalls.

Existing plans and current planning processes are not directly affected. However, before January 1, 2010, local governments undertaking programs and actions that impact land use will need to have a comprehensive plan. Planning takes time. The earlier a community begins to prepare a comprehensive plan the better. The grant program and the “smart growth dividend aid program” also provide incentives for early completion of comprehensive plans.

### **Local Comprehensive Planning Goals**

The “Smart Growth” legislation establishes 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, each state agency is encouraged to design its programs, policies, infrastructure and investments to strike a balance between the mission of the agency and the local comprehensive planning goals. In addition, whenever a state agency requires a local governmental unit to prepare a plan, the state agency is required to ensure the planning efforts of the local governmental unit are designed to further the local comprehensive planning goals to the extent practical. Furthermore, the local comprehensive planning goals will be used by the Wisconsin Land Council as criteria for awarding planning grants to local communities. Those grant applications which specifically describe the means by which they will accomplish these goals will receive funding priority.

The following is a list of the 14 local comprehensive planning goals:

- ♦ Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- ♦ Encouragement of neighborhood designs that support a range of transportation choices.
- ♦ Protection of natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces and groundwater resources.
- ♦ Protection of economically productive areas, including farmland and forests.
- ♦ Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.

- ♦ Preservation of cultural, historic and archaeological sites.
- ♦ Encouragement of coordination and cooperation among nearby units of government.
- ♦ Building of community identity by revitalizing main streets and enforcing design standards.
- ♦ Providing an adequate supply of affordable housing for all income levels throughout each community.
- ♦ Providing adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- ♦ Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
- ♦ Balancing individual property rights with community interests and goals.
- ♦ Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- ♦ Providing an integrated, efficient and economical transportation system that provides mobility, convenience and safety which meets the needs of all citizens including transit-dependent and disabled.

Local governmental units are not required to meet the local comprehensive planning goals.

Only those local governmental units that want to receive funding priority will be required to meet these goals. Those local governmental units that do not wish to receive priority for state funding or desire only to apply for the funding available to complete the transportation element will not be required to meet the local comprehensive planning goals.

### **Process for Adopting the Comprehensive Plan**

The “Smart Growth” legislation significantly changes the process by which local governmental units adopt their comprehensive plans. First, the comprehensive plan must be adopted in its entirety. This means that local governmental units must adopt a comprehensive plan that contains all nine elements and meets the statutory requirements set forth in Wis. Stat. § 66.0295 before the comprehensive plan goes into effect. Again, if the local governmental unit fails to adopt a comprehensive plan that meets the statutory definition, then all of its programs, actions and regulations will likely be void. Under current law, local governmental units can adopt master plans and county development plans in parts and the plans are often never “complete”.

Second, the governing body of the local governmental unit must adopt written procedures designed to foster public participation through every stage of the planning process. These procedures must provide the public with an opportunity to submit written comments to the governing body and for the governing body to respond. Current law does not require public participation throughout the planning process. As a result, the public is often provided with its first opportunity to review and comment on the plan after it has been completed.

Third, the governing body of the local governmental unit must adopt the plan by ordinance. Prior to adopting the ordinance, the local governmental unit must publish a class 1 notice at least 30 days before the required public hearing is held. The class 1 notice must contain at least the following information: (a) the date, time and place of the hearing; (b) a summary of the proposed comprehensive plan or amendment; (c) the name of the person to contact for additional information; and (d) the location where the proposed comprehensive plan or amendment can be reviewed by the public. Current law only requires that the plan commission, not the governing body, adopt master plans.

The following is a checklist summary of the required content of the comprehensive plan.

***A. Issues and Opportunities Element***

Background information:

1. Current age distribution
2. Current education levels
3. Current income levels
4. Current employment characteristics
5. Demographic trends/forecasts that will tie into other plan elements:
  - a. Population
  - b. Employment
  - c. Housing

Overall goals, objectives, policies, and programs of the local governments unit to guide future development over the next 20 years.

***B. Housing Element***

Background information:

1. Assessments of the following issues regarding the housing stock:
  - a. Age
  - b. Structural characteristics
  - c. Value characteristics
  - d. Occupancy characteristics
2. Forecast of demand for housing.

Goals, objectives, policies, maps and programs to provide an adequate housing supply to meet forecasted housing demand.

Specific policies and programs to promote development of housing for local residents and to provide a range of housing choices for persons of all income levels, all age groups and people with special needs.

Policies and programs to promote availability of land for development of housing for low-income and moderate-income households.

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

### ***C. Transportation Element***

Background information:

1. Identification of highways by function.
2. Identification of state, regional and other applicable transportation plans for modes, including highway, airport, rail, public transportation.

Identification of the local government unit's goals, objectives and policies and comparison of these with state and regional transportation plans.

Goals, objectives, policies, maps and programs for transportation, including modes of highway, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.

The transportation element of the comprehensive plan shall incorporate plans for roads, airports and rail from state, regional and other levels of government.

### ***D. Utilities and Community Facilities***

Background information:

1. Inventory of location, use and capacity of all existing utility and community facilities.
2. Assessment of future need for services that will create the need for utilities and facilities.
3. Projection and forecast of need and timetables to expand or rehabilitate same and/or create new facilities, based upon the assessment of future needs/demands.
4. Assessment of future needs for services that will need to accompany utilities and facilities.

Goals, objectives, policies, maps and programs for future development of facilities such as the following:

1. Sanitary sewer

2. Stormwater management
3. Water supply
4. Solid waste
5. On-site wastewater treatment
6. Recycling
7. Parks
8. Telecommunications
9. Power plants and transmission lines
10. Cemeteries
11. Health care
12. Child care
13. Police, Fire and Rescue
14. Libraries
15. Schools
16. Other government facilities.

#### ***E. Agricultural, Natural and Cultural Resources***

Background information: See Land Use Element Goals, objectives, policies, maps and programs dealing with natural resource issues such as:

1. Groundwater
2. Forest
3. Productive agricultural areas
4. Environmentally sensitive areas
5. Threatened and endangered species
6. Stream corridors
7. Surface waters
8. Floodplains
9. Wetlands
10. Wildlife habitat
11. Metallic and non-metallic mineral resources
12. Parks
13. Open spaces
14. Historical and cultural resources
15. Community design
16. Recreational resources
17. Other natural resources

#### ***F. Economic Development***

Background information:

1. Analysis of labor force and economic base.
2. Assessment of strengths and weaknesses with respect to attracting and retaining business.

3. Evaluation of “brownfields”.
4. Inventory of county, regional and state economic development programs that apply in the area.
5. Assessment of categories or types of new business desired in the community.

Designation of an adequate number of sites for businesses and industry.

Objectives, policies, goals, maps and programs to promote economic base with respect to:

1. Stabilization, retention or expansion in quality employment opportunities.
2. Promotion of use of “brownfields” for commercial and industrial uses.

### ***G. Intergovernmental Cooperation***

Background information:

1. Analysis of the relationship between the local government to the school districts and adjacent local governments, to the region, the state and other government units.
2. Identification of any intergovernmental agreements.

Identification of existing or potential conflicts and description of what processes will resolve those conflicts.

Compilation of goals, objectives, policies, maps and programs for joint planning and joint decision making for siting and building public facilities and sharing public services.

### ***H. Land Use***

Background information:

1. Maps showing current land uses.
2. Maps showing productive agricultural soils, natural limitations for building, floodplains, woodlands, other environmentally sensitive areas.
3. Maps showing service limits of utilities and services, and timetables for service expansions.
4. Data on amounts, types, intensity and net density of existing land uses.
5. Analyze trends with respect to the above issues of land use.

Projections, in five-year increments, running out 20 years, of future land use organized into residential, agricultural, commercial and industrial, including net densities and other “spatial assumptions”. Projections must be based on forecasts made within the Issues and Opportunities Element.

Maps showing future land use with specific identification of natural resources, agricultural soils, floodplains, and environmentally sensitive lands.



Identification of net densities or other classifications for future land use shown on the plan maps.

Objectives, policies, etc., to guide use of public and private property.

***I. Implementation Element***

Describe how each of the elements of the plan has been integrated and made consistent with the remainder of the plan.

Programs and actions and the sequence thereof to amend zoning or other regulations, or other measures to implement the comprehensive plan.

A system by which implementation can be measured.

With respect to comprehensive plans as described above, new procedures are enacted for preparation and adoption of such plans. The preparation process will include written procedures to promote public participation, plan commission referral and recommendation by resolution, public hearing, and adoption by the local elected body in the form of an adopting ordinance. A comprehensive plan must be complete, containing all nine elements.