

Planning Report



Town of Lincoln Year 2020 Comprehensive Land Use Plan

Town of Lincoln
Vilas County, Wisconsin

December 2002



Foth & Van Dyke
consultants • engineers • scientists

Town Board Plan Adoption Ordinance

A copy of the plan adoption ordinance executed from the Lincoln Town Board will be inserted here.

Committee Approval Resolution

A resolution adopted by the Lincoln Land Use Planning Committee will be inserted here recommending plan adoption to the Town Board based on the results of the planning process and public input based on public informational meetings and the public hearing.

Acknowledgments

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A special thanks to Vilas County for all the assistance, including financial, technical, mapping, and administrative support:

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North-Central Regional Planning Commission: Andy Faust, Dennis Lawrence

Wisconsin Department of Transportation: Franco Marcos

Thanks and appreciation to the Wisconsin Department of Natural Resources and the Lake Protection grant program funding that made this project possible.

A special thanks to the people of both the Town of Lincoln & the City of Eagle River who attended meetings, shared ideas, and helped direct the Joint Planning Committee and the respective governments in creating a plan to manage growth and change.

Report prepared September 2002 by: John D. Williams, AICP, Lead Planner, Foth & Van Dyke

Action Plan

In an effort to launch the key implementation strategies discussed in Section 13 of this document, the following Action Plan has been developed. Adherence to the directives (charges) outlined in the Action Plan will ensure progress is achieved in attaining the plan's vision, goals, and objectives. The charges identified are "short-term" directives which should be achieved within the first several years of the plan's existence.

The Action Plan is placed in the front of the document to demonstrate the importance of implementation. The charges are abbreviated, by intent, to associate the reader to the need and direction necessary to accomplish plan goals. The Who/When directives target the primary entity responsible and the targeted completion date for implementing the charge.

Section 13 contains additional information related to certain elements of the Action Plan. The Action Plan and overall implementation strategy, as a primary component of this document, should be reviewed and amended periodically to remain current and accomplishment-oriented.

Administrative

- 1. Charge:** Adopt the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*

Who: Town Board
When: September/October 2002 (Subsequent to public review and hearing)
- 2. Charge:** Establish a Town Planning Commission.

Who: Town Board
When: Fall 2002
- 3. Charge:** Develop a "Town Government Operations Manual"

Who: Town Board/Consultant
When: 2003
- 4. Charge:** Conduct a comprehensive review of the land use plan every two (2) years.

Who: Town Plan Commission/Town Board
When: Fall/Winter 2004
- 5. Charge:** Monitor and prepare an annual report on the implementation and effectiveness of the *Lincoln Year 2020 Comprehensive Land Use Plan*, including conformance of new land divisions, zoning permits, and other permits and approvals with the town plan.

Who: Plan Commission & Town Board
When: Annually, possibly at Annual Meeting

6. Charge: Evaluate the adoption of an Official Map for the Town.

Who: Plan Commission/Town Board

When: Summer 2003

Intergovernmental Coordination

1. **Charge:** Coordinate, monitor and participate in the development of the Vilas County Comprehensive Plan, and request county adoption of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* as an element of the countywide plan.

Who: Town Board/Plan Commission

When: Subsequent to Town Board Approval/Phase 5 (County Plan process),
Subsequent to plan approval, approximately Fall/Winter 2002.

2. **Charge:** Work with Vilas County to amend its decision-making and permit review procedures to require consideration and consistency with the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*.

Who: Town Board

When: Fall/Winter 2002

3. **Charge:** Pursue development of an agreement with Vilas County to coordinate areas of shared regulatory jurisdiction and administration.

Who: Town Board/Town Plan Commission/Legal Counsel/Technical Advisor

When: 2002-2003

4. **Charge:** Coordinate local permit and approval tracking and reporting with Vilas County.

Who: Plan Commission or Town Board

When: Subsequent to plan adoption

5. **Charge:** Maintain the shared service agreements with surrounding towns for fire protection and emergency/ ambulance service.

Who: Town Board

When: Ongoing

Ordinance Revisions

- 1. Charge:** Request modifications to the Vilas County Zoning Ordinance, if necessary, to reflect directives identified within the town plan.

Who: Town Board/Town Plan Commission
When: As necessary, or at conclusion of Phase 5, County Plan conclusion.

Ordinance Development

- 1. Charge:** Enact an ordinance for the establishment of a town Plan Commission.

Who: Town Board/Legal Counsel/Consultant
When: Immediately subsequent to plan adoption, Fall, 2002
- 2. Charge:** Develop a local land division ordinance which integrates the recommendations of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* and the corresponding Preferred Land Use Classifications.

Who: Plan Commission/Town Board. Consider assistance from attorney or consultant.
When: Depends on chosen strategy, Fall, 2002
- 3. Charge:** Develop a "Code of Ordinances" for the town (to be combined with existing ordinances) which addresses' topics such as abandoned vehicle storage, animal confinement, nuisances, driveway access, obscenity, erosion control, etc.

Who: Plan Commission/Town Board/Consultant/Attorney
When: 2003-2005; priority should be discussed and work plans scheduled with Plan Commission.
- 4. Charge:** Develop a "Design Review Standard" ordinance which regulates future commercial, industrial, institutional, government and multi-family development. This could include signs, which is another ordinance that was discussed during development of the goals and objectives.

Who: Special committee delegated by the Town Board/Plan Commission. Consider assistance from UWEX or a Consultant.
When: 2003-2005

5. **Charge:** Develop a Town Parkland Dedication ordinance to assist in funding improvements and activities related to recreation. May be combined with development of a land division ordinance.

Who: Plan Commission/Town Board

When: As necessary depending on chosen implementation strategy.

Policy Development

1. **Charge:** Develop specific town policies which encapsulate the utilization of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* and other town ordinance(s) in concert with state "Smart Growth" legislative directives.

Who: Plan Commission

When: 2004 or when updating the plan.

Future Study/Initiatives

1. **Charge:** Commission a feasibility study to assess the need, cost, and operation of a town sanitary sewer and water system or the potential of shared service agreements to address water quality issues in the town's densely populated areas, and/or areas of demonstrated need, if any.

Who: Chief Elected Officials/Consultant

When: As necessary

2. **Charge:** Review all mutual service agreements and service policies to maintain sufficient protective and emergency services and efficiency.

Who: Town Board

When: Year End 2001

3. **Charge:** Assess development of Boundary Agreement between the Town and the City of Eagle River to identify growth and development areas near and adjacent to the municipal border.

Who: Town Board

When: Year End 2003-2005

Town of Lincoln Year 2020 Comprehensive Land Use Plan

Contents

		Page
1	Forward	1-1
2	Public Participation Process	2-1
3	Goals and Objectives	3-1
4	Demographics and Housing	4-1
	4.1 Population Characteristics	4-1
	4.2 Housing Characteristics	4-5
5	Community Facilities and Services	5-1
	5.1 Administrative Facilities and Services	5-1
	5.2 Protective Services	5-6
	Police Services	5-6
	Fire Protection Services	5-8
	5.3 Emergency Medical Services and Medical Facilities	5-10
	5.4 Solid Management/Recycling	5-10
	5.5 Sewer and Water Accommodations	5-11
	5.6 Educational Facilities	5-12
	5.7 Communication and Power Facilities	5-15
	5.8 Parks and Open Space	5-16
6	Economic Development	6-1
	6.1 Civilian Labor Force	6-1
	6.2 Changes in Employment	6-2
	6.3 Employment by Industry	6-3
	6.4 Comparative Unemployment Rates	6-6
	6.5 Commuting Patterns	6-7
	6.6 Income Characteristics	6-8
	6.7 Tourism	6-9
	6.8 Seasonal Residents	6-10
	6.9 Retirement Sector	6-11
7	Transportation	7-1
	7.1 Existing Road Systems	7-1
	7.2 Roadway Classifications	7-1
	7.3 Traffic Counts	7-6
	7.4 Crash Locations	7-8

Contents *(continued)*

	Page
7.5 Existing Street Conditions	7-16
7.6 Air Transportation	7-17
7.7 Rail Transportation	7-17
7.8 Transportation Improvements	7-17
7.9 Transportation Recommendations	7-18
8 Natural Resource Analysis	8-1
8.1 Location	8-1
8.2 Topography	8-2
8.3 Soils	8-2
8.4 Surface Water	8-4
8.5 Floodplain	8-10
8.6 Wetlands	8-10
8.7 Groundwater	8-12
8.8 Woodlands	8-12
8.9 Areas of Critical Environmental Sensitivity	8-18
9 Land Use Analysis	9-1
9.1 Existing Land Use Inventory and Analysis	9-1
9.2 Development Regulations	9-8
9.3 Permit Analysis	9-14
10 Growth Forecasts	10-1
10.1 Population Trends and Projections	10-1
10.2 Housing Unit Projections	10-6
10.3 Residential Land Use Acreage Needs	10-18
10.4 Commercial Land Use Acreage Needs	10-19
11 Preferred Land Use Development Strategy	11-1
11.1 Selected Land Use Planning Criteria	11-1
11.2 Land Use Trends	11-2
11.3 Vilas County Lakes Classification System	11-5
11.4 Preferred Land Use Classifications	11-5
12 Year 2020 Preferred Land Use	12-1
12.1 Preferred Land Use Classifications	12-1
12.2 Year 2020 Preferred Land Use Map	12-10
12.3 Growth Accommodations	12-17
13 Implementation Strategy	13-1
13.1 Preferred Land Use Classifications Versus Zoning Districts	13-1

Contents *(continued)*

	Page
13.2 Preferred Land Use Classification Recommendations	13-3
13.3 Administration	13-8
13.4 Intergovernmental Coordination	13-10
13.5 Ordinance Revisions	13-12
13.6 Ordinance Development	13-14
13.7 Voluntary Implementation Tools	13-16

Tables

Table 4-1	Comparative Population Growth Town of Lincoln, City of Eagle River and Selected Areas 1970-1998	4-2
Table 4-2	Housing Supply Town of Lincoln 1980-1990	4-6
Table 4-3	Housing Supply City of Eagle River 1980-1990	4-7
Table 4-4	Comparative Housing Values Town of Lincoln and Vilas County 1980 - 1990 .	4-9
Table 4-5	Comparative Housing Values City of Eagle River and Vilas County 1980 - 1990	4-10
Table 4-6	Equalized Valuation Town of Lincoln 1991-1998	4-11
Table 4-7	Equalized Valuation City of Eagle River 1991-1998	4-13
Table 5-1	Town Committees/Boards Town of Lincoln	5-3
Table 5-2	City Committees/Boards City of Eagle River	5-4
Table 5-3	Quasi-Public Facilities Town of Lincoln	5-5
Table 5-4	Quasi-Public Facilities City of Eagle River	5-5
Table 6-1	Labor Force Characteristics City of Eagle River 1980-1990	6-1
Table 6-2	Labor Force Characteristics Town of Lincoln 1980-1990	6-2
Table 6-3	Employment by Industry City of Eagle River 1980-1990	6-4
Table 6-4	Employment by Industry Town of Lincoln 1980-1990	6-5
Table 6-5	Location of Workplace 1990	6-8
Table 6-6	Recreational Homeowner Expenditures City of Eagle River and Town of Lincoln Estimates	6-11
Table 7-1	Year 2010 Rural Area Highway Functional Classification Criteria	7-4
Table 7-2	Annual Average Daily Traffic Counts City of Eagle River 1992-2001	7-5
Table 7-3	Projected Annual Average Daily Traffic Counts City of Eagle River 2001-2025	7-6
Table 7-4	Annual Average Daily Traffic Counts Town of Lincoln 1992-2001	7-7
Table 7-5	Projected Annual Average Daily Traffic Counts Town of Lincoln 2001-2025	7-8
Table 7-6	Motor Vehicle Crash Summary City of Eagle River 1991-2001	7-9
Table 7-7	Motor Vehicle Crash Summary Town of Lincoln 1991-2001	7-11
Table 8-1	Classification of Lakes 50 Acres and Greater Town of Lincoln	8-8
Table 8-2	Land and Resource Protection Acreage Town of Lincoln 1999	8-16
Table 9-1	Town of Lincoln Existing Land Use and Acreage 1999	9-3
Table 9-2	City of Eagle River Existing Land Use and Acreage 1999	9-6

Contents *(continued)*

		Page
Table 9-3	1999 Existing Zoning District Acreage Town of Lincoln	9-9
Table 9-4	1999 Existing Zoning District Acreage City of Eagle River ..	9-12
Table 9-5	Development Activity Town of Lincoln	9-14
Table 9-6	Residential and Commercial Building Permit Activity Town of Lincoln 1990-1998	9-15
Table 9-7	Residential and Commercial Building Permit Activity City of Eagle River 1990-1998	9-16
Table 10-1	Population Projections Based on Total Number of Housing Units as Projected Using Recent Building Permit Activity Data Town of Lincoln 1990-2015	10-3
Table 10-2	Population Projections Based on Total Number of Housing Units as Projected Using Recent Building Permit Activity Data City of Eagle River 1990-2015	10-4
Table 10-3	Projected Number of Year Round Housing Units Town of Lincoln 1990-2015	10-8
Table 10-4	Projected Number of Seasonal Housing Units Town of Lincoln 1990-2015	10-8
Table 10-5	Projected Housing Units by Type Town of Lincoln 1990-2015	10-12
Table 10-6	Projected Number of Year Round Housing Units City of Eagle River 1990-2015	10-13
Table 10-7	Projected Number of Seasonal Housing Units City of Eagle River 1990-2015	10-14
Table 10-8	Projected Housing Units by Type City of Eagle River 1990 - 2015	10-17
Table 10-9	Residential Acreage Projections Town of Lincoln/City of Eagle River 1998-2015	10-18
Table 10-10	Commercial Acreage Projections Town of Lincoln, Vilas County	10-20
Table 10-11	Commercial Acreage Projections City of Eagle River, Vilas County	10-20
Table 11-1	Town of Lincoln/City of Eagle River Anticipated Trends	11-3
Table 12-1	Town of Lincoln Year 2020 Preferred Land Use Classification Acreage (Based on Map 12-1, November, 2002)	12-16
Table 13-1	Cluster Development Scenario Minimum Lot Size of Five (5) acres	13-21
Table 13-2	Cluster Development Scenario Minimum Lot Size of 20 Acres	13-22

Figures

Figure 4-1	Comparative Population Growth Town of Lincoln , City of Eagle River, and Selected Areas 1970 to 1998	4-2
Figure 4-2	Population by Age Cohort Town of Lincoln, City of Eagle River, Vilas County, and Wisconsin 1990	4-3
Figure 4-3	Age-Gender Distribution Town of Lincoln 1990	4-4
Figure 4-4	Age-Gender Distribution City of Eagle River 1990	4-5

Contents *(continued)*

	Page
Figure 4-5 Comparative Growth of Seasonal/Recreational/Other Housing Units Town of Lincoln, City of Eagle River, & Vilas County 1980-1990	4-8
Figure 4-6 Growth in Equalized Value Town of Lincoln 1991-1998	4-12
Figure 4-7 Growth in Equalized Value City of Eagle River 1991-1998	4-14
Figure 5-1 Vilas County Sheriff's Department Annual Activity Report Town of Lincoln 1995-1998	5-6
Figure 5-2 Eagle River Police Department Annual Activity Report City of Eagle River 1995-1998	5-8
Figure 5-3 Town of Lincoln/City of Eagle River Fire Calls Eagle River Area Fire Department 1994-1998	5-9
Figure 5-4 Student Enrollment by School Type 1991-92 - 1998-99	5-13
Figure 5-5 Actual and Projected Total Enrollments Northland Pines School District 1993 - 2004	5-13
Figure 6-1 Unemployment Rate Comparison U.S., WI, and Vilas County 1991-1998	6-6
Figure 6-2 Vilas County Monthly Unemployment Rates 1998	6-7
Figure 6-3 Median Annual Household Income City of Eagle River, Town of Lincoln, Vilas County & Wisconsin 1979 and 1989	6-9
Figure 6-4 Major Sources of Personal Income U.S., WI and Vilas County, 1997	6-12
Figure 7-1 Percent of Total Crashes by Location City of Eagle River 1991-2001	7-10
Figure 7-2 Percent of Total Crashes by Location Town of Lincoln	7-12
Figure 7-3 Total Crashes by Type City of Eagle River 1991-2001	7-13
Figure 7-4 Total Crashes by Type Town of Lincoln 1991-2001	7-14
Figure 7-5 Severity of Motor Vehicle Crashes City of Eagle River 1991-2001	7-15
Figure 7-6 Severity of Motor Vehicle Crashes Town of Lincoln 1991-2001	7-16
Figure 8-1 Land and Resource Protection Acreage Town of Lincoln and City of Eagle River 1999	8-13
Figure 9-1 Town of Lincoln Existing Land Use 1999	9-2
Figure 9-2 City of Eagle River Existing Land Use	9-7
Figure 9-3 Existing Zoning as Percent of Total Use Town of Lincoln	9-12
Figure 9-4 Existing Zoning as Percent of Total Use City of Eagle River	9-13
Figure 10-1 Population Trends and Projections Town of Lincoln and City of Eagle River 1970 - 2015	10-1
Figure 10-2 Comparative Population Projections Town of Lincoln, City of Eagle River, and Selected Areas 1998-2015	10-2
Figure 10-3 Comparative Population Projections Town of Lincoln 1990-2015	10-5
Figure 10-4 Comparative Population Projections City of Eagle River 1990-2015	10-5
Figure 10-5 Projected Persons Per Household Town of Lincoln, City of Eagle River, Vilas County and Wisconsin 1990 - 2015	10-7

Contents *(continued)*

	Page
Figure 10-6 Projected Number of Housing Units by Year-Round, Seasonal, and Total Units Town of Lincoln 1990-2015	10-10
Figure 10-7 Comparative Housing Unit Projections Town of Lincoln 1990-2015	10-11
Figure 10-8 Projected Number of Housing Units City of Eagle River 1990-2015	10-15
Figure 10-9 Comparative Housing Unit Projections City of Eagle River 1990-2015	10-16
Figure 12-1 Town of Lincoln Year 2020 Preferred Land Use	12-12

Maps

Map 5-1 Public Facilities and Services	5-2
Map 7-1 Transportation Data	7-3
Map 8-1 Water Feature Data, Town of Lincoln	8-6
Map 8-2 Water Feature Data, City of Eagle River	8-7
Map 8-3 Lakes Classification, Town of Lincoln	8-9
Map 8-4 Land and Resource Protection, Town of Lincoln	8-14
Map 8-5 Land of Resource Protection, City of Eagle River	8-15
Map 9-1 Existing Land Use, Lincoln	9-4
Map 9-2 Existing Land Use, Eagle River	9-5
Map 9-3 Existing Zoning, Lincoln	9-10
Map 9-4 Existing Zoning, Eagle River	9-11
Map 12-1 Year 2020 Preferred Land Use, Town of Lincoln	12-3

Appendices

Appendix 2-1	July 14, 1999 Issues Identification Workshop Results
Appendix 2-2	City of Eagle River and Town of Lincoln Joint Land Use Planning Survey, 2000, Executive Summary
Appendix 2-3	Town of Lincoln Public Informational Meeting Notice & Mailer, June 17, 2002.
Appendix 2-4	Town of Lincoln Public Hearing Notice & Mailer, October 21, 2002
Appendix 2-5	Town of Lincoln October 21, 2002 Public Hearing Record of Public Comments
Appendix 5-1	Joint Municipal Fire Commission Location of Fire Calls - 5 Year Comparison
Appendix 5-2	Joint Municipal Fire Commission Apparatus
Appendix 8-1	WDNR Forestry Management Programs
Appendix 9-1	Vilas County Zoning Ordinance (Districts) Article IV Only
Appendix 9-2	Vilas County Shoreland Ordinance, Article IV, Minimum Lot Size for Shoreland Lots and Waterfront Access Lots
Appendix 12-1	Lincoln Suggested Permitted or Conditional Use Worksheet for Preferred Land Use Classifications
Appendix 12-2	Vilas County Zoning District Permitted and Conditional Use Table
Appendix 12-3	Cluster Development Options
Appendix 12-4	Commercial Cluster Development Options
Appendix 13-1	Town Zoning Options for Implementation of Preferred Land Use Classifications
Appendix 13-2	The Use of Land Division Ordinances for Implementation of Preferred Development Patterns
Appendix 13-3	Wisconsin's Comprehensive Planning and "Smart Growth" Legislation

1 Forward

Vilas County is at a critical juncture in its history. The counties of Vilas and Oneida together hold the highest concentration of freshwater lakes in the world. The area is also located in the heart of Wisconsin's beautiful northwoods. Due to the blessed abundance of lakes and forests, residential growth trends over the last 10 years lead many areas of the state. As land use pressures increase to both develop and maintain the county's northwoods atmosphere, county leaders chose the inherent responsibility of addressing very complex issues concerning the demands for residential development and economic opportunity while maintaining balance with features of the natural environment that stimulate such demands. The main goal is to balance growth, economic opportunity, and individual property rights without negative impacts to water quality, the environment, and community character.

In early 1998, riding the successful conclusion of a county lakes classification and shoreland management program, the focus turned to land use planning as the next step in county-wide growth management. Coupled with significant county financing, Vilas County was fortunate to receive Lake Protection grant money from the Wisconsin Department of Natural Resources to address land use issues county-wide. The county, however, felt that planning should be administered at the local level. To that end, the county gave municipalities the option to develop their own land use plan. The premise included that local planning would roll up to develop the county plan. Both the City of Eagle River and the Town of Lincoln decided to participate and the following pages encapsulate that effort.

Leaders from both jurisdictions wisely decided a joint planning process would be the most effective method to facilitate orderly growth. Land use is often a difficult issue to address, especially when the decision making process and land use impacts cut across differing political and social boundaries. Most municipal plans are developed independently with little or no effort to link key plan elements with those of neighboring communities. As both municipalities are impacted to a degree by what occurs in the other, and currently share some services, planning for future land use was a logical step toward coordinated intergovernmental cooperation. Overall, the planning effort should develop continuity between community growth patterns, especially near or impacting the municipal borders. The joint plan can promote economic development by linking the orderly expansion of infrastructure and transportation improvements. It can also protect property values by minimizing potential land use conflicts and protect environmentally sensitive areas from development encroachment.

However, planning and land use also force discussion on issues that are not always well received or comfortable for communities. In addition, planning takes time and typically extends through the course of local elections, thereby possessing greater chance to be impacted (positively or negatively) due to change in political ideology. The latter point represents, in general, the case with the City of Eagle River. The town and the city met jointly for 10 meetings, including eight planning committee meetings (7 representatives from each), a joint Issues Identification Workshop and one Public Informational meeting. Through the course of the planning project, the city and town met and discussed ideas and issues that affected both communities while

maintaining focus on their own land use and planning. As the planning evolved, the city's discussions on preferred land use and direction of community development were tailored around the existing development pattern which was predicated upon the city's existing zoning code. Due to the similarities in the ideas between the existing zoning pattern and preferred land use, the City Council felt it better to disband the planning effort as the intent of determining preferred land use was met under the city's zoning authority, thereby making the planning process unnecessary. The City Council decided in March, 2002 to discontinue the joint planning process and focus on zoning as their plan. That decision was made subsequent to the mapping and information inventory that is reflected in this document. Due to purposes of efficiency, the document maintains much of the city's information that was compiled as part of this planning effort, which includes chapters 1-10. Chapters 11-13 are tailored specifically to the Town of Lincoln as the town continued with the planning effort to the result reflected in this document. The visions statement has not changed nor does it need to. The effort and conversation between the city and the town was valuable in the respect that both communities have a story and both heard the plot. How that story plays out and what it will be called is time.

The town of Lincoln is located in the Southeast portion of Vilas County. It is bounded by the town of Washington (Vilas County) and Oneida County to the East, the town of Cloverland (Vilas County) to the West, the town of Conover (Vilas County) to the North, and Oneida County to the South. The town covers approximately 23,766.23 acres of land, and had an estimated 1998 population of 2,447 people. Lincoln is primarily a forestry and recreational community. Approximately 65% of the land in the town is covered by forest land, including public-, private-, and industrial-owned forest land, while another 13.4% of the town is comprised of surface water. The city of Eagle River is located in the North Central portion of the town of Lincoln. The city covers approximately 1,713.54 acres of land, and had an estimated 1998 population of 1,438 people. Approximately 17.9% of the land in the city is forest land, while another 6.5% is comprised of surface water. Eagle River is primarily a tourist and seasonal/recreational community. Although the 1998 population estimate in Eagle River was only 1,438, the number increased dramatically to 5,589 during the summer months.

The purpose of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* is to encourage the orderly use and development of lands within the town. At the same time, the planning effort is also intended to promote and stimulate public participation by identifying local issues and coordinating adopted town land use policy with county growth management administration. As a result of 13 meetings with Foth & Van Dyke, three public meetings and workshops, one public hearing, and the dedicated effort of the Land Use Planning Committee, Town Board, and Town of Lincoln taxpayers, the *Year 2020 Comprehensive Land Use Plan* evolved.

Cooperation certainly must follow understanding. Administration will need to be championed by local officials. Indeed, there are tough choices ahead. Land owners should be free to develop their property, but the development should fit within the guidelines written and understood to be in the best interest of the larger community. Both the City of Eagle River and the Town of Lincoln should refer to this document to find guidance for future development, rezonings, and

land division decisions. It is through the utilization of this plan the Town of Lincoln and the City of Eagle River hope to achieve their coordinated and use vision.

Vision Statement

The Town of Lincoln and the City of Eagle River will have developed a spirit and method of cooperation focused on the enhancement of its northwoods character. A coordinated growth management strategy will more effectively deal with regional issues such as compatible land use and public service allocations, annexation and development along the municipal border, zoning, cooperative business and commercial development, mutual standards promoting community attitudes, and conserving important land and water resources.

Both municipalities will be distinctly different, as towns and cities often are. However both communities will contain a mix of wooded residential, business, and light industrial uses. Both communities will be characterized by dense shoreline development on the Eagle Chain, coordinated business development and expansion in Eagle River's downtown district, along STH 70, USH 45, and through a joint municipal industrial park. Land use planning, "Smart Growth" guidelines, and a border agreement will direct development within both the city's more dense, urban environment and within the town's more rural, lower-density, wooded residential development beyond the shoreline.

Both the town and city will be leaders in building partnerships and increasing citizen support and involvement for land use planning, community programs, business development, and protecting surface and groundwater resources. This leadership will result in a strong sense of community stewardship ensuring the quality of land, air, water, and public services for the enjoyment of existing and future residents.

Land use planning and coordinated regulations will provide equitable and responsive governance by the town, city, and county to its property owners. Future growth and development will be managed by establishing compatibility of uses, location, and density of property. Implemented land use policies will guide the location of compatible developments and continue the commitment to provide quality services such as good roads, schools, fire protection, library services, and year around recreational opportunity.

The unique aesthetic, recreational, and ecological qualities associated with the Eagle Chain of Lakes and other water resources will be conserved and enhanced. New commercial development will reflect northwoods values and small town feel designated by design review standards. A thriving downtown, combined with new business and light industrial growth, will further diversify the economy and retention of local jobs without inhibiting the community atmosphere. These things will offer both residents and visitors an environment which is desired by being aesthetically pleasing, safe, environmentally sound, and personable.

2 Public Participation Process

The public participation process was the key element to the development of the Town of Lincoln Year 2020 Comprehensive Land Use Plan. Plan direction was driven by the opinions and participation expressed by Town residents and landowners as facilitated by Lincoln Comprehensive Land Use Planning Committee. Numerous techniques were utilized to gather public input in the plan development process. The public input tools utilized and their representative results are summarized as follows.

It must be noted the meetings listed in the following section were facilitated by Foth & Van Dyke as part of the scope of services. In addition, the project initially started as a joint plan between the city and the town. Subsequent to the 10th meeting of the planning process (as noted in meeting 10 notes in this section) the city decided to suspend their participation in the joint planning process as the city council felt the existing zoning pattern was sufficiently organized to act as the “preferred land use” plan for the city. The town of Lincoln continued with and completed the planning process as indicated in the following section. On several occasions, the Joint Committee, and individual meetings held with the town and city, met to discuss planning and land use which are not listed below. By no means is the entire plan development and public participation process effort encapsulated by the following summary description. Appendices 2-1 through 2-4 should also be consulted to view public outreach efforts.

Meeting No. 1 (May 6, 1999) Project Orientation

The consulting firm of Foth and Van Dyke met with the Town of Lincoln and the City of Eagle River Joint Comprehensive Land Use Planning Committee and with Vilas County Comprehensive Land Use Plan project coordinator Bryan Pierce. The meeting was held at the City Hall to discuss the planning process, discuss timelines, and identify with City and Town issues, ordinances, and planning related documents and reports. Foth and Van Dyke discussed the role of Vilas County, project coordination, and how the plan was to "roll-up", or facilitate development of the Vilas County Comprehensive Land Use Plan. A preliminary schedule and timeline was drafted, and a meeting summary list was presented.

The Joint Planning Committee decided to conduct Issue Identification Workshop on July 14, 1999, at the Lincoln Town Hall. The Issue Identification Workshop was the first element of public participation relative to issue identification and concerns related to growth and development.

The Town of Lincoln and the City of Eagle River Joint Comprehensive Land Use Planning Committee also voted to conduct a Community Planning Survey as the second phase of public participation to engage the opinions of residents and property owners. Bryan Pierce of the University of Wisconsin-Extension coordinated and conducted the survey with the assistance of the Joint Planning Committee (JPC). The JPC created a subcommittee to assist in survey formulation and coordination.

Meeting No. 2 (July 14, 1999) Issue Identification Workshop

The Town of Lincoln and City of Eagle River Joint Comprehensive Land Use Planning Committee held a Community Planning Issues Workshop at 6:00 p.m. on Wednesday, July 14, 1999 at the Lincoln Town Hall. The purpose of the meeting was to obtain from the participants their perceptions on how the JPC should address a variety of land use issues within the community. The workshop was facilitated by John Williams and Ken Jaworski of Foth & Van Dyke, Tiffany Lyden, Vilas County Lake Conservation Specialist, and Bryan Pierce, Vilas County University of Wisconsin-Extension.

In spite of advanced publicity releases to the local media, participants were primarily members of the JPC. A total of just 8 workshop participants registered on sign-in sheets for the session.

Williams described the process that would be used to generate additional input for the planning process using questions focused on the 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 Planning 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 100 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, or 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 5pts.-Strongly Agree, 4pts.-Agree, 3 pts.-Neutral, 2 pts.-Disagree, 1 pt.-Strongly Disagree). Note that not everyone rated each issue. The full list of statements/recommendations and the rating results can be found in Appendix 2-2.

The results of the workshop were compiled in a report for the Town of Lincoln and the City of Eagle River by Bryan Pierce, Vilas County UW-Extension, with assistance from Janet Christianson. The lists of issues 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.

Joint Community Planning Survey (October 2000)

As the second phase of the public participation process, the two communities worked with Vilas County UW-Extension Agent Bryan Pierce to develop a community planning survey during the spring and summer of 2000. The survey solicited input on a variety of planning, development, regulatory, and administrative policies related to planning for the future. The survey questions

were developed following input on land use issues generated during the Issues Identification Workshop on July 14, 1999.

The major issues addressed and statements or recommendations received, were used by the Joint Planning Committee to formulate specific questions for this land use planning survey. Vilas County UWEX worked with the Joint Committee members to draft the survey questions. The survey questions and format were also reviewed by Barbara Burrell of the Wisconsin Survey Research Laboratory.

As indicated in the introduction to the survey, the purpose was to "gather your input on future development in the area for the year 2000 and beyond." The Joint Committee decided to provide the survey forms to the households of all property taxpayers in both the City and Town in order to give both resident and non-resident property owners an opportunity to respond to the survey. The mailing address used was the same as on the property tax billings.

Mailing labels were generated from the computer address file provided by the Vilas County Data Processing Department. Labels were screened for duplicates by the Joint Committee members. Where people had property in both the Town and the City, they received a survey from the community of their primary residence.

In addition to the property tax list, the Joint Committee also announced through newspaper notices the availability of the survey forms at the Town and the City Clerk's offices for anyone who rented property in the communities.

The mailing labels and forms were numbered as a checkoff system to avoid having to send reminder notices out to those who had already returned their surveys in the event of follow-up mailings. The survey forms were checked off from the master mailing list to determine overall response rates. The forms were separated from the mailing lists prior to tabulating the responses to protect the anonymity of the respondents.

The Committee mailed the surveys the first week of March 2000 for the City, and the third week in March for the Town of Lincoln. A total of 588 surveys were mailed first class to the City of Eagle River list, and 2,038 were mailed to taxpayers in the Town of Lincoln. A stamped return mailer was attached to each form. The printed deadline for returning the surveys was set for March 31, 2000. Surveys received throughout the summer, however, were included for compilation.

Of the mailed surveys, nine Eagle River surveys were returned by the post office as non-deliverable addresses. A total of 83 surveys were non-deliverable from the Lincoln mailing. As a result, a total of 579 households in Eagle River and 1,964 households for Lincoln were included as distributed surveys in the sample size. With over 40% as a return rate, the Committee decided not to mail follow-up surveys to non-respondents.

Of the 579 distributed surveys for the City of Eagle River, a total of 256 surveys were returned. The overall response rate was therefore 44.2%.

Of the 1,964 surveys distributed for the Town of Lincoln, a total of 807 were returned. The overall Lincoln survey response rate was therefore 41.1%.

The planning survey is one method of generating public input for the land use planning process, and is used with other techniques such as public workshops, informational meetings, hearings and other direct mailings. For comparison, 478 City of Eagle River and 996 Town of Lincoln individual residents (not households) voted in the previous election for state legislators (in November 1998).

The survey responses were hand tabulated and compiled by Joint Committee members and volunteers (see Acknowledgments). This was an extensive process that ran through the summer 2000 to accomplish. Bryan Pierce, Vilas County UWEX Resource Agent, provided a compilation form for the tabulation process. Spot checks on a sample of survey responses were conducted by UWEX to check for accuracy of the compilations.

Narrative responses were recorded in full by Janet Christianson from the Vilas County UW-Extension/Advertising office. Readers are strongly encouraged to spend time reviewing the richness of these written comments.

The following results include tabulated responses for each of the questions on the City of Eagle River and Town of Lincoln Land Use Planning Surveys from 256 Eagle River and 807 Lincoln returned surveys. As noted above, the response rates overall for return of the survey forms was 44.2% for Eagle River and 41.1% for Lincoln.

As the mailing labels were numbered for repeat mailings, response rates from different zip codes were possible to determine. Of the 256 returned survey forms for Eagle River, 225 surveys (87.9%) came from within the Eagle River area zip code of 54521, while just 31 forms (12.1%) were returned from outside the local zip code.

On the Town of Lincoln survey, 488 (60.5%) of the 807 returned forms were from the local zip code. A total of 313 surveys (38.8%) were from outside the local zip code. 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 (approximately 35.7% of the total housing units in Lincoln versus just 4.1% in the City according to the 1990 Census). A few forms (6 or 0.7%) were returned with the survey number removed, so the zip code was not possible to determine.

On the Eagle River survey, the 225 surveys returned within the local zip code were out of 408 distributed, for a local response rate of 55.1%. This is higher than the overall response rate of 44.2% for the survey, indicating that resident property owners responded at a higher rate than non-resident City property owners.

On the Town of Lincoln survey, the 488 surveys returned from the local zip code were out of 1,134 total distributed, for a local response rate of 43.0%. This is just slightly higher than the 41.1% overall response rate on the survey.

Not all survey respondents answered each question. As a result, numerical totals to the various questions may not add up to the 256 and 807 total respondents in the City and Town, respectively.

Based on the number of surveys returned out of the total distribution, a general confidence interval for the survey results was calculated. For the Eagle River survey responses, at the 95% confidence level, the confidence interval was + or -4.6%. In other words, it is 95% certain that the response of the entire survey population falls between plus or minus 5% of the given percentage response. Confidence intervals for individual questions will vary somewhat since not all respondents answered each question.

For the Town of Lincoln survey responses, at the 95% confidence level, the confidence interval was + or -2.7%. The higher number of surveys returned for the Lincoln survey gives a greater level of confidence that the responses accurately reflect the overall survey population.

The Community Planning Survey was a key element in providing information to assist the development of the *Joint Year 2000 Comprehensive Land Use Plan*. No other public involvement tool can solicit and leverage public opinion as a direct-mail survey. The culmination of public response and support from the Issue Identification Workshop and Community Planning Survey built the foundation and framework upon which the plan was constructed.

Meeting No. 3 (December 4, 2000) Joint Committee Meeting

The meeting was held at 7:00 p.m. at City Hall. The Joint Committee reviewed a revised project management schedule, discussed administrative items and procedures, and started to review draft goals and objectives of the planning process. The Committee reviewed and discussed the information at length as to how the Community Planning Survey and Issue Identification Workshop results were to be addressed in plan development. A public informational meeting was set up for February 26, 2001 and the next Committee meeting was set for January 08, 2001.

Meeting No. 4 (January 8, 2001) Joint Committee Meeting

The Joint Committee reviewed and finalized the plan goals, objectives and vision statement. Foth & Van Dyke presented and discussed inventory and analysis data highlights, trends, and implications on land use. The Committee reviewed the land use, zoning, resource protection, water feature data, and lakes class maps. Information related to population, housing, and permit data was discussed. The format, schedule, and notification process was decided for the planned public informational meeting.

Meeting No. 5 (February 26, 2001) Public Informational Meeting

A public informational meeting and open house was held at the Lincoln Town Hall from 7:00 - 9:00 p.m. The meeting was attended by 16 residents and landowners and the JPC. At 7:00, John Williams of Foth & Van Dyke presented an overview of the plan goals, objectives, and vision statement; inventory data highlights and trends related to housing, population and demographics, utilities and community facilities, economics, and growth forecasts. An overview of the community planning survey and issues identification process, GIS mapping, including land use, zoning, land and resource protection, water feature data and Vilas County lakes classification data, were also presented. Meeting participants were handed a copy of the goals, objectives, and vision statement, and had access to review the mapping and inventory information as displayed throughout the town hall. In general, the public comments were complimentary to the work effort. There were many questions relative to zoning and land use, lakeshore development, and how the plan will address use, location, and density of future development.

Meeting No. 6 (March 26, 2001) Joint Committee meeting

The Joint Planning Committee (JPC) met at 6:30 p.m. at City Hall to begin the process of developing the preferred land use map. The JPC discussed in general the process that would be used to draft the preferred map, including: 1) review existing maps and acetate overlays to assess the existing conditions that affect property in the town, 2) discuss the existing development pattern to review where uses occur and what uses are allowed, 3) review completed plans to learn from others, 4) discuss preliminary preferred land use classifications and how they will be used to build the map, and 5) analyze the town and the city to determine the appropriate future use, location, and density of property. Foth & Van Dyke presented examples of land use classifications, and the JPC discussed at length the relationship between the existing land use map, zoning map, the city's existing 1990 land use plan, and the preferred land use classifications. The JPC decided lakes classification would be sufficient to regulate the shoreland areas, off-chain lakes would be viewed differently than on-chain lakes, on-chain should be planned for mixed uses in areas that have mixed uses to be consistent with the Town of Washington, and existing single-family areas should continue to be single-family. Industrial locations were also discussed at length, as well as commercial uses in both the city and town.

Meeting No. 7 (April 30, 2001) Joint Committee Meeting

The Committee met at 7:00 p.m. at the Eagle River City Hall to continue the process of developing the Year 2020 Preferred Land Use Map. The meeting in premise was the same as meeting 6 above as the focus for the next series of meetings will be to draft the preferred land use map. The JPC was also introduced to the permitted and conditional use worksheet that would help the committee define the preferred land use classifications with the types of preferred uses associated with the classifications.

The Joint Committee was also instructed to meet separately to allow specific discussions on their respective community. The process was to have the town and city meet individually to resolve

local issues and then to bring those ideas of preferred land use, along with local issues of concern to the joint format to discuss and resolve. Meetings were held through the summer (as discussed later in this section) with the joint committee reconvening in March, 2002. The city did not progress as fast as the town during these discussions, and the town moved forward as represented below.

Meeting No. 8 (September, 2001) Lincoln Committee Meeting

The Committee met at 1:00 p.m. at the Lincoln Community Center to continue work on the preliminary draft of the preferred land use map, and to have discussions with the Town Board relative to the plan. The Committee discussed potential preferred land use classifications, with each classification based on consistency of uses between the existing and preferred uses, the location in which uses would be preferred, and the associated density of the development that would be recommended in the classification.

Meeting No. 9 (October 09, 2001) Lincoln Committee Meeting

The Committee met at 1:00 p.m. at the Lincoln Community Center to continue work on the preliminary draft of the preferred land use map, similar to meeting #8. The Committee and Town Board continued discussions on the potential preferred land use classifications, with each classification based on consistency of uses between the existing and preferred uses, the location in which uses would be preferred, and the associated density of the development that would be recommended in the classification. The Committee reviewed a draft preferred land use map that represented decisions made in meetings 6 -8.

Meeting No. 10 (March 11, 2002) Joint Committee Meeting

The Joint Committee met at 6:00 p.m. at the Eagle River City Hall to continue work on the preferred land use map and classifications and to discuss the ideas of both communities and the possible integration of those ideas related to land use. The Town of Lincoln presented their draft plan and the city did the same. The city also talked of Common Council discussions that would remove the city from the planning process as the city plan was very close to the existing zoning and the city did not see the value in continuing the joint planning process. The issues of the municipal border were discussed in general and it was decided that the plan would not identify (map) specific areas of mutual concern such as a joint industrial area or annexation agreements as those issues were to politically divisive and could not be broached within the plan time frame. The meeting concluded with the city noting that discussions would continue with the Council and any decision that impacted the planning process would be forwarded.

As a note to the above, the City of Eagle River decided to not continue with the planning process. The city felt the existing zoning ordinance and zoning map was sufficient to address long term growth and the city's participation with the Town of Lincoln was no longer necessary.

Meeting No. 11 (June 17, 2002) Lincoln Public Informational Meeting

The Town of Lincoln hosted a community public informational meeting at the Lincoln Town Hall from 7:00 p.m.-9:30 p.m. 57 people attended one of the larger public meetings in the history of the town. A brief overview of the planning process and progress to date was summarized, and the Year 2020 Preferred Land Use Map was presented in detail. Each Lincoln property taxpayer was sent a packet of information prior to the meeting which included a poster plan, survey, Permitted and Conditional Use table and an introductory explanation letter (see Appendix 2-3). Meeting participants also had available the Year 2020 Preferred Land Use Map and a survey asking for their input. The plan was presented for an hour, followed by an open question and answer session. All maps were also on display. There were many comments relative to the plan, more in favor than against. Also, there were some property owners who did not receive the mailing as they were in transition to their seasonal residence in Lincoln. The Committee was directed to review the Lakeshore Residential uses, review a few areas that have been designated as On-Chain Mixed Use, assess some agricultural areas, and assess the location of proposed commercial uses. The Committee was to evaluate all the survey response from the mailer, review the public comment and feedback from the meeting, and determine if another public informational meeting or mailer would be necessary.

Meeting No. 12 (July 22, 2002) Lincoln Committee Meeting

The Committee met at 6:30 p.m. at the town hall to continue work on the preferred land use map and classifications, permitted and conditional use table, public informational meeting details, and to discuss proposed implementation strategy. Discussions with property owners were held prior to and at this meeting. Minor revisions to the map were made as the intent of the uses were not realigned. The Planning Committee preliminarily set the public hearing date and discussed the potential of an additional mailing to property owners as a result of the public meeting discussions and the revisions to the map.

Meeting No. 13 (September 09, 2002) Lincoln Committee Meeting

The Lincoln Planning Committee met at 6:30 p.m. at the town hall to finalize work on the preferred land use map and classifications, permitted and conditional use table, public informational meeting details and public mailer (see Appendix 2-4), schedule, and to discuss proposed implementation strategy. The Planning Committee also prepared for the October 21st, 2002 public hearing through procedural review and map review.

Meeting No. 14 (October 21, 2002) Public Hearing

The official attendance was counted on the sign-in sheets at 40 people, although 55 heads were counted during the meeting. 14 people registered comments during the hearing, as indicated on the *Record of Public Comments* provided in Appendix 2-5. The formal hearing lasted from 7:00 to 8:00p.m., with open discussion and conversation for 45 minutes thereafter. In general, the comments were supportive of the plan and effort necessary to construct it. There were several comments in dissent as well, with most related to specific parcel designations.

Additional Committee Meetings

The Committee met several times during the development of the plan to review the public responses, assess revisions to the preferred land use map and classifications, and determine how to proceed. The meetings were in compliance with all the requirements and policies established for government.

Direct Public Mailings

As a key public participation tool for the land use planning process, the Town of Lincoln coordinated four direct mailings to all Lincoln property owners. The first was the community planning survey in June of 1999 (Appendix 2-1). The second was a post card notice mailed direct to all property owners notifying them about the December 04, 2000 public informational meeting (see previous discussion). The next two mailings (Appendix 2-3 and 2-4) were similar in content and included one copy of an explanation letter, the draft preferred land use map, the preferred land use classifications, a suggested permitted and conditional use worksheet that defined the preferred land uses, and a property owner survey (Appendix 2-3 only included a survey). The mailing for the June 17, 2002 public informational meeting was mailed in late May, 2002, and the October 21, 2002 public hearing packet was mailed in late September, 2002. The Committee and Town Board felt very strongly that the public meeting schedule should be coordinated for the summer season as many property owners are seasonal in Lincoln and a summer public meeting schedule would be most conducive to maximum public participation.

3 Goals and Objectives

The following goals and objectives were developed based on the results of the 2000 City of Eagle River and Town of Lincoln Community Planning Survey, the July, 1999 Joint Land Use & Planning Issues Workshop, and direction from the Joint Land Use Planning Committee.

Goals are broad statements that express public priorities about how the Town of Lincoln and the City of Eagle River should develop and redevelop over the next twenty years. Objectives are more specific than goals and are attainable through the application of plan recommendations and implementation strategies identified through the public participation process. The goals and objectives should always be consulted to evaluate growth management decisions.

Mission Statement

To develop a joint land use plan that balances economic, social, environmental and aesthetic concerns which conserve the natural resources and enhance the quality of life in the Town of Lincoln and the City of Eagle River, and to make recommendations for the plan's implementation to guide town, city, and county officials when managing growth and development.

Land Use Goals and Objectives

A. Goal: *Guide the future development and redevelopment of both public and private property.*

Objectives:

1. Complete a mapping inventory of land use, zoning, resource management (ownership), and water features to evaluate the conditions, features, density, location and uses that occupy land.
2. Plan for future residential, light industrial, commercial, forestry, recreational, and conservancy and other uses in accordance with public input.
3. Recommend development patterns that provide for a diversity of lot sizes.
4. Recommend standards for land divisions.
5. Recommend standards for home-based businesses in accordance the community planning survey.
6. Guide future development within or adjacent to existing compatible development.
7. Analyze land use trends and potential land use conflicts that may impact development or redevelopment.

8. Develop a preferred land use map for the preferred use, location, and density of land uses for the next 20 years.
9. Manage growth to ensure that the primary use of land relates to opinions derived from the 2000 Joint Community Planning Survey and public input

B. Goal: Develop joint community atmosphere and development aesthetics standards.

Objectives:

1. Develop and coordinate Town of Lincoln standards for business advertising signs including directives for location, size, design standards, lighting, and maintenance standards.
2. Evaluate and coordinate City of Eagle River standards which exist now for business advertising signs, including where they can be located, their size, design standards, lighting, and maintenance standards.
3. Develop compatible minimum Design Review standards for both the City of Eagle River and the Town of Lincoln for commercial and industrial development. The standards should address such items as site design, landscaping, exterior building materials, lighting, colors, and building design.
4. Promote new commercial and light industrial development which is consistent with the small-town character.
5. Promote signage which is consistent with the areas community character and that is cooperatively developed and endorsed by the business community.
6. Manage growth to ensure that it fits within the character of the area as well as the specific location in which the development is proposed.
7. Encourage natural buffers where they exist, and encourage native tree planting or tree replacement in areas without natural buffers to minimize the potential of land use conflicts and promote rural atmosphere.
8. Utilize professional assistance and expertise within the Eagle River Revitalization Program/ Mainstreet Program and the Chamber of Commerce to develop community aesthetic standards.

C. Goal: *Preserve forestry integrity.*

Objectives:

1. Classify and designate forest resource lands for the long-term commercial production of timber products.
2. Encourage retaining large, contiguous forestry tracts in the town.
3. Encourage land owners to develop forest management plans.
4. Examine population density standards for forested areas consistent with forestry management practices.
5. Evaluate cluster development to reduce forest fragmentation.

Natural and Cultural Resource Goals and Objectives

Goal: Maintain and enhance the aesthetic, ecological quality, function, and other values of the land and water resources.

Objectives:

1. Discourage structural development within environmentally sensitive areas such as wetlands, floodplains, lowlands, and steep slopes.
2. Evaluate waterfront development impacts in the City of Eagle River.
3. Encourage natural buffers and building setbacks between intensive uses and lake, stream, creek, and wetland areas.
4. Promote established public health rules for on-site sewage systems.
5. Protect wetlands and control erosion in shoreland areas.
6. Encourage and provide assistance in the development and maintenance of lake associations and districts.
7. Cooperate in efforts with Vilas County to address documented water quality degradation in lakes and streams.
8. Encourage and support the development of comprehensive stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement.

9. Encourage site management practices (e.g., limit/phase clearing and grubbing), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from land disturbing activities and storm water runoff.
10. Educate residents on the proper maintenance of septic systems, shoreland areas, and water conservation.
11. Assess development impacts on natural features such as surface water, environmentally sensitive areas, wetlands, and natural areas.
12. Maintain and enhance storm sewers for prevention of runoff pollution.
13. Maintain and enhance sanitary sewers for prevention of point source pollution.
14. Assess development impacts on public well water sources to protect wellhead area(s) from contamination.

Administration and Intergovernmental Cooperation Goals and Objectives

A. Goal: Strengthen local control of land use decisions.

Objectives:

1. Utilize the Joint Town of Lincoln and City of Eagle River Year 2020 Comprehensive Land Use Plan as a tool to guide and support growth management.
2. Establish a formal review process for amendment and administration of the Joint Town of Lincoln and City of Eagle River Year 2020 Comprehensive Land Use Plan.
3. Establish and implement policies and actions related to goals and objectives.

B. Goal: Seek and establish mutually beneficial intergovernmental relations between the City of Eagle River and the Town of Lincoln, and with other units of government.

Objectives:

1. Coordinate and communicate land use planning activities with neighboring towns, Vilas County, and any applicable state and federal agencies to realize individual and shared visions, goals and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of municipal resources; and to provide for increased certainty among all levels of government, developers and landowners.
2. Continue to cooperatively provide library, airport, fire, ambulance, Park Commission, economic development, Chamber of Commerce, Highway G Landfill, and Housing Block Grant services.

3. Assess feasibility of developing additional shared services including police protection, snow plowing, sanitary district services for sewer and water, road maintenance, and garbage collection.
4. Pursue both local and county implementation of the Joint Town of Lincoln and City of Eagle River Year 2020 Comprehensive Land Use Plan.
5. Coordinate the planning efforts with Vilas County throughout the planning process.
6. Coordinate land and water conservation with appropriate resource agencies and private conservation organizations to take advantage of both technical and financial assistance, to promote consistency in preservation and stewardship efforts, to facilitate information exchanges, and to avoid duplication of efforts.
7. Identify existing or potential land use, administration, or policy conflicts that may instigate poor cooperation.

C. Goal: *Increase community awareness, support, and involvement in growth management and land and water conservation efforts.*

Objectives:

1. Create opportunities for citizen participation throughout all stages of plan development and implementation.
2. Promote public access and understanding of available land use, planning, zoning and environmental information.
3. Support community organizations such as the Eagle River Revitalization Program/ Mainstreet Program, Lake Associations or service groups that dedicate time and resources to community development and conservation efforts.

D. Goal: *Maintain high quality services and equitable administration.*

Objectives:

1. Ensure that existing and future land use regulations are fair and equitable for both municipalities.
2. Balance community improvements with available funding sources to ensure equitable taxation.
3. Provide clear guidance to landowners and citizens as to the appropriate land uses and standards for development.

4. Provide a point of contact to guide developers and individuals through all local regulations and approval processes.
5. Encourage notification of landowners when changes are proposed to land use plans and regulations.
6. Continue to improve the high quality of existing services.
7. New development and redevelopment should provide for and/or contribute its proportionate fair share of expenses associated with impacts to public services and utilities.
8. Maintain a pro-active planning process.
9. Develop a "Development Procedures Manual" which outlines the application, review, license, and public notification process of development activity in the town.
10. Monitor and evaluate shared service agreements in accordance with increased demand.
11. Assess and evaluate the mutual benefits of potential expansion requests of the City limits into the Town of Lincoln.
12. Determine potential for a development agreement and/or a boundary agreement concerning the municipal boundaries.

Transportation Goals and Objectives

A. Goal: Provide and maintain a safe and reliable transportation network.

Objectives:

1. Utilize road standards for public and private roads in accordance with existing town and city standards.
2. Consider access controls in accordance with specific planned uses along roadways.
3. Develop and maintain a road plan to address long-term needs for road upgrades and new roads, including where possible parallel pathways for alternative forms of transportation, e.g., bicycle, pedestrian, snowmobile, and disabled vehicles.
4. Reserve adequate right-of-way for future road linkage.
5. Identify roads and highways by function.
6. Assess and integrate local, state, and regional road or transportation plans.

7. Maintain airport safety standards in accordance with Federal Airport Administration and Department of Transportation regulations.

Utilities and Community Facilities Goals and Objectives

- A. Goal: Guide the future development of utilities and community facilities in accordance with a jointly-developed Year 2020 Comprehensive Land Use Plan.*

Objectives:

1. Determine the use, location, and capacity of existing public utilities in the City of Eagle River to serve the existing and planned service area(s).
2. Assess future utility and communication needs and service capabilities.
3. Assess the planned growth and population impacts to the service capabilities of local schools, emergency services, parks, libraries, solid waste disposal, health care facilities, and governmental services.

Economic Development Goals and Objectives

- A. Goal: Maintain, enhance and diversify the local economy consistent with other community goals and objectives.*

Objectives:

1. Retain and provide new opportunities for local employment of town and city citizens.
2. Explore possibilities to increase and support commercial business, tourism related business, and light industrial growth within the planned commercial areas.
3. Support business and light industrial development which strengthens and diversifies the economic base; creates family wage jobs; develops and operates in a manner that protects the environment; and uses our natural resources efficiently.
4. Accommodate home-based businesses which do not significantly increase traffic, noise, odor or detract from the rural character of the surrounding area.
5. Work with and coordinate economic development activities with the local Chamber of Commerce, Eagle River Revitalization Program/Mainstreet Program, and other applicable agencies and organizations that are involved in growth management.

B. Goal: *Maintain and develop an attractive, vibrant Downtown Commercial District in Eagle River.*

Objectives:

1. Actively recruit new businesses to the Downtown Commercial District.
2. Assess the potential to develop pedestrian areas that attract customer activity and sense of place.
3. Explore the possibility of installing decorative street lighting and adding brick accents or decorative concrete accents to sidewalks to enhance the community character.

C. Goal: *Support development and marketing of light industry and business development to facilitate economic growth.*

Objectives:

1. Assess jointly siting, purchasing, developing, and servicing (sewer/water) a joint industrial/business park to benefit economic development of both communities.
2. Increase the resources allocated to economic development, including increased promotion and information on the area.
3. Assess providing other development incentives including providing reduced land cost and/or reduced utility costs to potential developers to stimulate development.
4. Seek funding assistance from community block grants or other funding sources to facilitate light industrial or business development.

D. Goal: *Designate potential commercial and industrial lands based on the existing development pattern and sound planning techniques in order to avoid incompatible land uses*

Objectives:

1. Assess potential commercial development locations, including those identified in the Community Planning Survey.

Housing Goals and Objectives

- A. Goal: *Develop land use plans that guide the location, use, and density of existing and future housing development.***

Objectives:

1. Encourage the conservation and improvements in the quality of existing housing.
2. Promote the development of housing for residents that provides for fair housing rights of all citizens.
3. Strengthen established neighborhoods by finding new uses for abandoned or under used lands.
4. Continue to pursue housing block grants.
5. Implement municipal housing codes.
6. Encourage redevelopment of available lots in existing neighborhoods.
7. Examine multi-family development within the City of Eagle River and the Town of Lincoln.

Recreational Goals and Objectives

- A. Goal: *Enhance and develop year-around recreational opportunities in the Town of Lincoln and the City of Eagle River while minimizing user conflicts.***

Objectives:

1. Promote common sense regulations to coordinate the use, access, and opportunity of land or water recreational vehicles.
2. Consider enhancing recreational facilities that provide multi-use recreation opportunities.
3. Encourage the development of (and participation in) a county Comprehensive Outdoor Recreation Plan to direct improvement projects and maintain eligibility to compete for WDNR recreational program and facility grants.
4. Support existing and provide additional snowmobile, hiking, skiing and biking trails.
5. Explore opportunities to develop integrated, multi-use trail systems.

6. Connect multi-use trails to other Vilas County communities, if possible.
7. Pursue state and federal funding programs which can aid in the development and acquisition of parks, trails, scenic and environmentally significant areas.
8. Recognize the need to accommodate all age groups and abilities in recreational pursuits.
9. Consider the implementation of an impact fee on new or expanded developments to support the acquisition, development, and service costs of recreational facilities.
10. Evaluate the need, conditions, and maintenance requirements of public access to waterways.
11. Continue to work with, support and cooperate with service clubs and organizations related to the maintenance and development of recreational facilities and activities.
12. Encourage joint funding to the Parks Commission to develop and maintain parks.

4 Demographics and Housing

The purpose of this section is to inventory the existing population and housing conditions which collectively comprise the demographic profile for the Town of Lincoln and the City of Eagle River. The communities' trends will be identified, and the information will be analyzed to determine potential impacts and related future needs of these communities.

The sources of information for the inventory included:

- ◆ U.S. Bureau of Census
- ◆ Wisconsin Department of Administration Demographic Services
- ◆ Vilas County Zoning Department
- ◆ Vilas County University of Wisconsin Extension
- ◆ Wisconsin Department of Revenue
- ◆ City of Eagle River

4.1 Population Characteristics

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the community's housing, educational, community and recreational facility needs as well as its future economic development. It should be noted however, that over time there are fluctuations in the local and regional economy which generally cannot be predicted. These fluctuations and changes may greatly influence the community's population growth and characteristics.

Population Growth

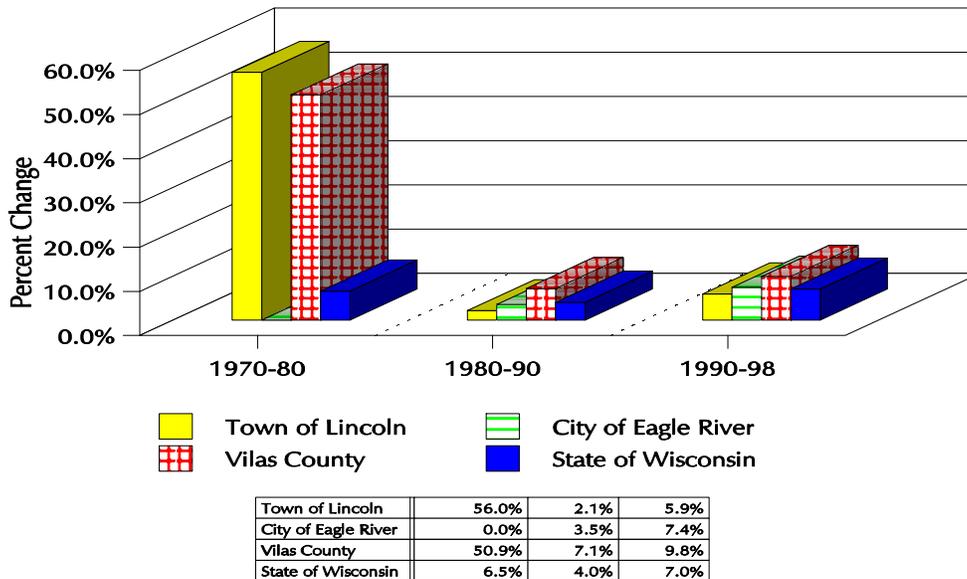
Table 4-1 presents the past census figures for the Town of Lincoln, City of Eagle River, Vilas County and the State of Wisconsin. Similarly, Figure 4-1 depicts the comparative population growth from 1970 to 1980 census, 1980 to 1990 census, and the 1990 census to the 1998 official population estimate. The official population estimate is calculated by the Department of Administration Demographic Services Center on an annual basis.

**Table 4-1
Comparative Population Growth
Town of Lincoln, City of Eagle River and Selected Areas
1970-1998**

	1970	1980	1990	1998	% Change 1970-80	% Change 1980-90	% Change 1990-98	% Change 1970-98
Town of Lincoln	1,450	2,262	2,310	2,447	56.0%	2.1%	5.9%	68.8%
City of Eagle River	1,326	1,326	1,374	1,422	0.0%	3.6%	3.5%	7.2%
Vilas County	10,958	16,535	17,707	19,435	50.9%	7.1%	9.8%	77.4%
State of Wisconsin	4,417,731	4,705,767	4,891,769	5,232,739	6.5%	4.0%	7.0%	18.4%

Source: Wisconsin Department of Administration, Official Municipal Population Projections 1990-2015, June 1993; Wisconsin Department of Administration, Official Population Estimates, 1998.

**Figure 4-1
Comparative Population Growth
Town of Lincoln , City of Eagle River, and Selected Areas
1970 to 1998**



Source: Wisconsin Department of Administration, Official Municipal Population Projections 1990-2015, June 1993; Wisconsin Department of Administration, Official Population Estimates, 1998.

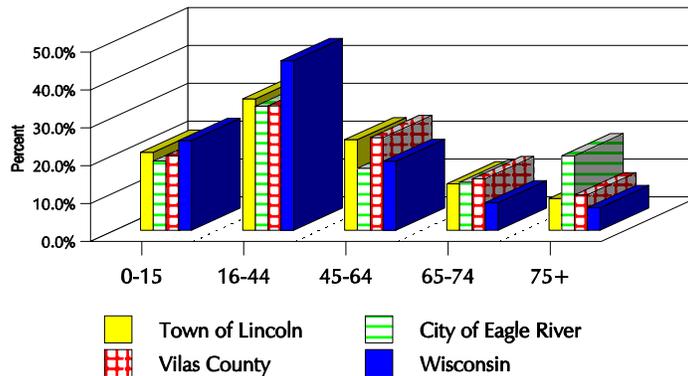
Both Table 4-1 and Figure 4-1 depict the changes in population the Town of Lincoln and the City of Eagle have experienced from 1970 to 1998. The Town of Lincoln experienced a significant increase in population between 1970 and 1980 (56%), but since 1980 its population growth has slowed considerably, increasing by approximately 5% or less between 1980 and 1990 and between 1990 and 1998. The City of Eagle River has experienced slow, but steady population increases since 1980, despite a stable population between 1970 to 1980. Overall, Vilas County's population growth has been similar to that experienced in the Town of Lincoln with over 50% growth in population between 1970 and 1980. Population growth in the County also slowed considerably after 1980, however still experienced steady increases. Comparatively, Vilas County's population is increasing more rapidly than that of the state overall, indicating it is fast becoming a sought-after place of residence compared to other areas of the state.

Population by Age Cohort

Figure 4-2 offer a comparison of the population by age cohort , including the age groups 0-15 years, 16-44 years, 45-64 years, and 65-74 years, and 75 or more years of age for the Town of Lincoln, City of Eagle River, Vilas County, and the State of Wisconsin. A review of the population by age cohort, or age groups, can indicate local population needs. For instance, a large school age population (age 15 years and under) would require school and recreational facilities which differ from the needs of other age groups. A predominately elderly population (age 65 years and over) may require additional health care facilities/services and varying transportation facilities.

Figure 4-2
Population by Age Cohort
Town of Lincoln, City of Eagle River, Vilas County, and Wisconsin
1990

Source: U.S. Census of Population & Housing, 1990



Town of Lincoln	20.6%	34.7%	23.9%	12.3%	8.4%
City of Eagle River	18.3%	32.8%	16.4%	12.7%	19.7%
Vilas County	19.7%	32.9%	24.5%	13.6%	9.3%
Wisconsin	23.7%	44.8%	18.2%	7.3%	6.0%

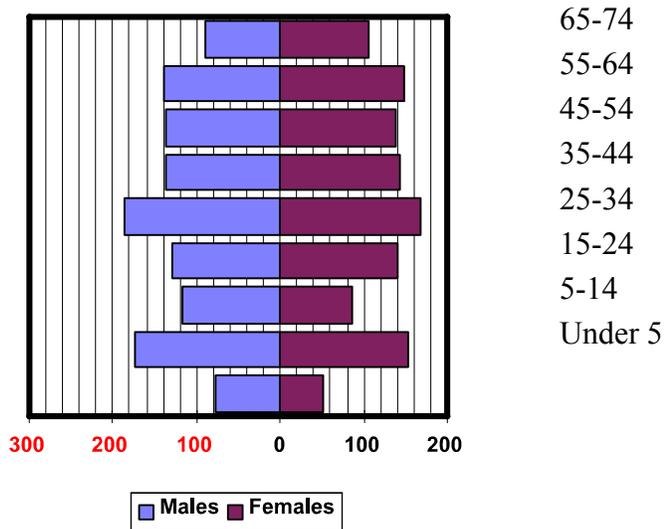
The figure displays that the Town of Lincoln, City of Eagle River, and Vilas County overall have a larger portion of individuals in older age groups compared to the State of Wisconsin. Over 44% of the Town of Lincoln's population, over 48% of the City of Eagle River's population, and over 47% of Vilas County's population are over age 45, compared to the State of Wisconsin overall where 31.5% of the total population is over the age of 45. This is indicative of the nature of Vilas County being more of a "retirement" area, rather than an area offering significant employment opportunities for the younger age groups. Notable, Eagle River has a significantly high percentage of individuals in the 75 and older category, comprising approximately 20% of the City's total population.

Age-Gender Distribution

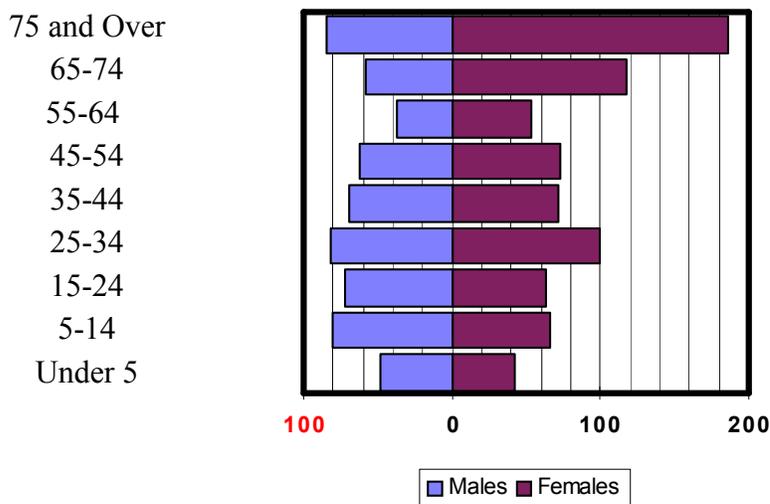
The following two figures present a more detailed breakdown of the population composition for the Town of Lincoln and the City of Eagle River in 1990, including a distribution of males and females by more specific age-cohort. Figures 4-3 and 4-4 illustrate the rather balanced distribution of males and females by age group in both communities, with the exception of the considerably greater amount of females than males age 55 and over in the City of Eagle River.

**Figure 4-3
Age-Gender Distribution
Town of Lincoln
1990**

75 and Over



**Figure 4-4
Age-Gender Distribution
City of Eagle River
1990**



Source: U.S. Census of Population and Housing, 1990.

Summary of Population Characteristics

The Town of Lincoln experienced significant population growth between 1970 and 1998 increasing nearly 70%, which is similar to the growth rate experienced in Vilas County overall during this time period. The City of Eagle River, however, experienced only marginal population growth between 1970 and 1998, increasing about 7% overall.

The Town of Lincoln, City of Eagle River, and Vilas County overall have a larger portion of individuals in older age groups when compared to the average population by age distribution throughout Wisconsin. This is indicative of the tendency of Vilas County to attract more persons who are generally entering their retirement rather than an area which offers significant employment opportunities for the younger age groups. Therefore, these communities can anticipate the need for additional services and facilities to meet the needs of the elderly population throughout the planning period.

4.2 Housing Characteristics

The housing characteristics of the Town of Lincoln and the City of Eagle River are important to the development of the Comprehensive Land Use Plan. The physical location of housing determines the location and cost of many public services and facilities. In addition, housing characteristics are related to the social and economic conditions of the community's residents.

The information to be presented in this section of the Comprehensive Land Use Plan will provide both the Town and City with information about their current housing stock, and will identify any significant changes which may have occurred in the area of housing over the past decades. Information is presented about the occupancy characteristics, housing values, trends in seasonal/recreational housing, building permit activity, and the equalized valuation of these communities.

General Housing Characteristics

Tables 4-2 and 4-3 provide general information about the housing supply for the Town of Lincoln and the City of Eagle River from 1980 to 1990, respectively. Year-round units include all occupied units and vacant units which are for sale, for rent, and rented or sold but not yet occupied. Seasonal units includes those units for seasonal, recreational, occasional, and other uses.

**Table 4-2
Housing Supply
Town of Lincoln
1980-1990**

Housing	1980	1990	% Change 1980-1990
Total Units	1540	1670	8.4
Year Round Units	880	1027	16.7
Occupied Units	840	951	13.2
Owner Occupied	803	801	-0.2
Renter Occupied	37	150	305.4
Vacant Year Round Units	40	76	90.0
Seasonal Units	660	643	-2.6
Persons per Household	2.69	2.43	-9.7

Source: 1980 and 1990 U.S. Census of Population and Housing, STF3 and STF 1A.

The Town's housing supply is predominantly comprised of year round housing units, which totaled 61.5% of the town's housing supply in 1990. From 1980 to 1990 the Town experienced a 16% increase in the number of year-round housing units. At the same time, the number of seasonal units in the town decreased slightly, indicating a shift from seasonal residences to year-round, a trend which is occurring throughout Vilas County. The town's housing stock is primarily owner-occupied, although the number of renter-occupied units in the town did increase considerably between 1980 and 1990. The Town's person per household has declined from 1980 to 1990 with only 2.43 persons in each household in 1990. This decreasing household size trend is comparable to the county and state-wide trends.

**Table 4-3
Housing Supply
City of Eagle River
1980-1990**

Housing	1980	1990	% Change 1980-1990
Total Units	624	706	13.1
Year Round Units	573	657	14.7
Occupied Units	547	620	13.3
Owner Occupied	325	318	-2.2
Renter Occupied	222	302	36.0
Vacant Year Round Units	26	37	42.3
Seasonal Units	51	49	-3.9
Persons per Household	2.42	2.02	-16.5

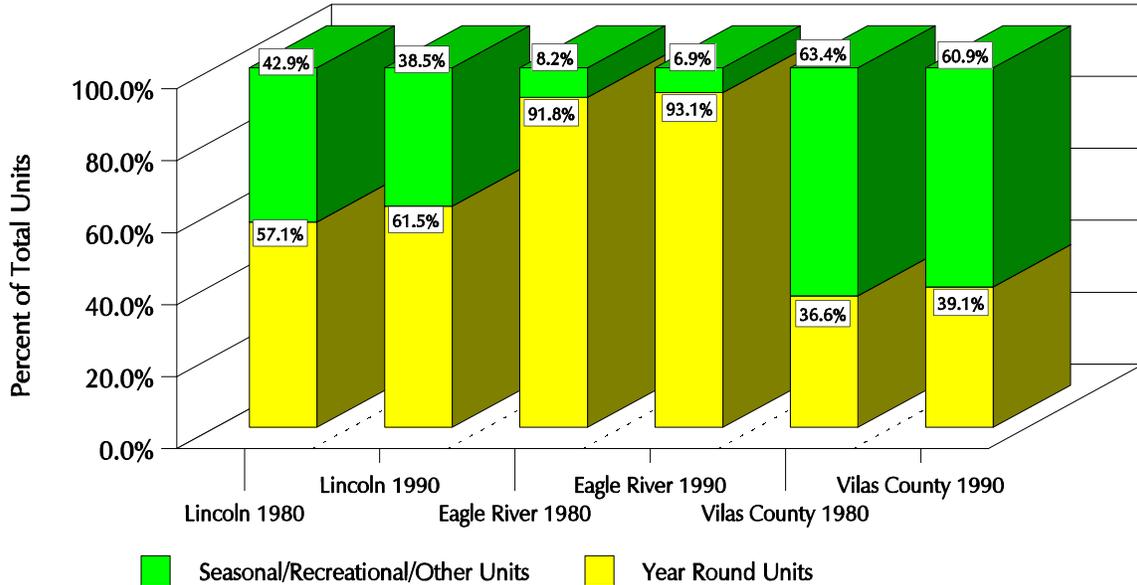
Source: 1980 and 1990 U.S. Census of Population and Housing, STF3 and STF 1A.

The City's housing supply is predominantly comprised of year round housing units, which totaled approximately 93% of the City's housing stock in 1990. Only approximately 7% of the town's housing stock was used for seasonal/recreational use in 1990, and the actual number of housing units for seasonal use declined slightly between 1980 and 1990. Approximately one-half of the City's occupied housing units were owner-occupied, the other half were renter occupied, indicating the City of Eagle River has a significant amount of rental units, which needs to be considered in the planning process. The number of persons per household in the City declined slightly from 1980 to 1990 to 2.02 persons in each household in 1990. This decreasing household size trend is comparable to the county and state-wide trends

Seasonal and Recreational Housing Trend

The Town of Lincoln offers both residents and visitors recreational opportunities throughout the year with the abundance of natural resources and the "northwoods character". The attractiveness of the Town's opportunities is demonstrated by the predominance of seasonal/recreation housing in Lincoln. The City of Eagle River serves as the regional center for surrounding communities, providing goods and services to neighboring towns and acts as an economic base for Vilas County. Figure 4-5 compares the trend in the number of seasonal and recreational housing units in the Town of Lincoln , City of Eagle River, and Vilas County.

Figure 4-5
Comparative Growth of Seasonal/Recreational/Other Housing Units
Town of Lincoln, City of Eagle River, & Vilas County
1980-1990



Source: U.S. Census of Population and Housing, 1980 and 1990.

The figure illustrates the high percentage of housing units for seasonal use in Vilas County, which comprise approximately 60% of the county’s housing units. In comparison, City of Eagle River and the Town of Lincoln have a fewer percentage of housing units for seasonal use than other areas within the county, comprising approximately 7% and 39% in 1990, respectively. The figure also shows the general trend of the conversion of seasonal homes to year-round units, which has occurred in the county between 1980 and 1990.

Comparative Housing Value

A comparison of housing stock values in the Town of Lincoln, City of Eagle River, and Vilas County for 1980 and 1990 is presented in Tables 4-4 and 4-5. The housing values are based on specified owner-occupied units only.

**Table 4-4
Comparative Housing Values
Town of Lincoln and Vilas County
1980 - 1990**

Specified Owner - Occupied Units	Town of Lincoln				Vilas County			
	1980	%	1990	%	1980	%	1990	%
Less than \$25,000	43	9.2%	18	3.1%	449	13.5%	168	4.2%
\$25,000 - 49,999	226	48.5%	191	32.9%	1,460	43.8%	1,253	31.1%
\$50,000 - 99,999	183	39.3%	319	54.9%	1,271	38.1%	2,040	50.7%
\$100,000 - 149,999	12	2.6%	41	7.1%	119	3.6%	386	9.6%
\$150,000 - 199,999	0	0.0%	5	0.9%	25	0.7%	121	3.0%
200,000 or More	2	0.4%	7	1.2%	12	0.4%	56	1.4%
Total	466	100.0%	581	100.0%	3,336	100.0%	4,024	100.0%
Median Value	N/A		57,100		N/A		58,900	

Source: U.S. Bureau of Census, Census of Population and Housing 1980, 1990.

Table 4-4 identifies that the value of owner-occupied housing units in the Town of Lincoln, and throughout Vilas County, has increased overall. This indicates that property values for residential housing are increasing. The percentage of housing valued over \$100,000 increased considerably in both the Town of Lincoln and Vilas County between 1980 and 1990, from 3% to over 9%, and from 4.7% to 14%, respectively.

The City of Eagle River did not experience a considerable change in the value of its owner-occupied housing units as that experienced within the town of Lincoln and throughout Vilas County. Although the percentage of housing units valued below \$25,000 did decline rather significantly between 1980 and 1990, the percentage of housing units valued in the upper ranges (over \$100,000) did not increase nearly as significantly as it did in other communities throughout Vilas County.

**Table 4-5
Comparative Housing Values
City of Eagle River and Vilas County
1980 - 1990**

Specified Owner - Occupied Units	City of Eagle River				Vilas County			
	1980	%	1990	%	1980	%	1990	%
Less than \$25,000	57	20.7%	10	3.6%	449	13.5%	168	4.2%
\$25,000 - 49,999	153	55.6%	151	54.9%	1,460	43.8%	1,253	31.1%
\$50,000 - 99,999	60	21.8%	96	34.9%	1,271	38.1%	2,040	50.7%
\$100,000 - 149,999	5	1.8%	13	4.7%	119	3.6%	386	9.6%
\$150,000 - 199,999	0	0.0%	3	1.1%	25	0.7%	121	3.0%
200,000 or More	0	0.0%	2	0.7%	12	0.4%	56	1.4%
Total	275	100.0%	275	100.0%	3,336	100.0%	4,024	100.0%
Median Value	N/A		45,100		N/A		58,900	

Source: U.S. Bureau of Census, Census of Population and Housing 1980, 1990.

Equalized Value

The equalized valuation of real property for municipalities is a vital component to the provision of public facilities and services. The increase in real property for the Town of Lincoln and the City of Eagle River provides additional tax revenues necessary to fund public facilities and service program for the community. The following tables and figures present the growth in equalized valuation for the Town of Lincoln from 1991 to 1998 according to the Wisconsin Department of Revenue Division of State and Local Finance.

The very character of the Town of Lincoln is represented by the equalized values of the land use categories. Residential valuation dominates the Town's value with approximately 83% of the total value, followed by commercial land with approximately 13% of the valuation. Between 1991 and 1998, residential property values more than doubled from approximately \$89 million to \$191 million, while commercial values nearly doubled.

**Table 4-6
Equalized Valuation
Town of Lincoln
1991-1998**

Year	% Change		Residential		Commercial		Manufacturing		Forest		Agricultural		Other*	
	Total \$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
1991	106,350,600	---	89,379,000	84.0	15,448,800	14.5	163,900	0.2	2,646,100	2.5	942,600	0.9	416,300	0.4
1992	106,427,500	0.1%	89,165,200	83.8	15,791,100	14.8	163,900	0.2	2,677,900	2.5	903,400	0.8	403,900	0.4
1993	123,726,500	16.3%	105,627,100	85.4	16,808,700	13.6	167,100	0.1	2,728,500	2.2	729,900	0.6	393,700	0.3
1994	134,476,900	8.7%	114,890,800	85.4	17,667,000	13.1	612,400	0.5	3,261,800	2.4	890,300	0.7	416,400	0.3
1995	158,938,100	18.2%	135,043,300	85.0	21,798,400	13.7	604,800	0.4	3,099,900	2.0	847,400	0.5	644,200	0.4
1996	184,320,800	16.0%	157,112,900	85.2	25,214,500	13.7	604,800	0.3	4,444,700	2.4	795,000	0.4	593,600	0.3
1997	193,861,700	5.2%	168,637,200	87.0	22,889,800	11.8	937,400	0.5	5,268,200	2.7	787,000	0.4	610,300	0.3
1998	223,590,100	15.3%	191,187,300	85.5	30,023,900	13.4	947,300	0.4	6,931,600	3.1	746,300	0.3	685,300	0.3

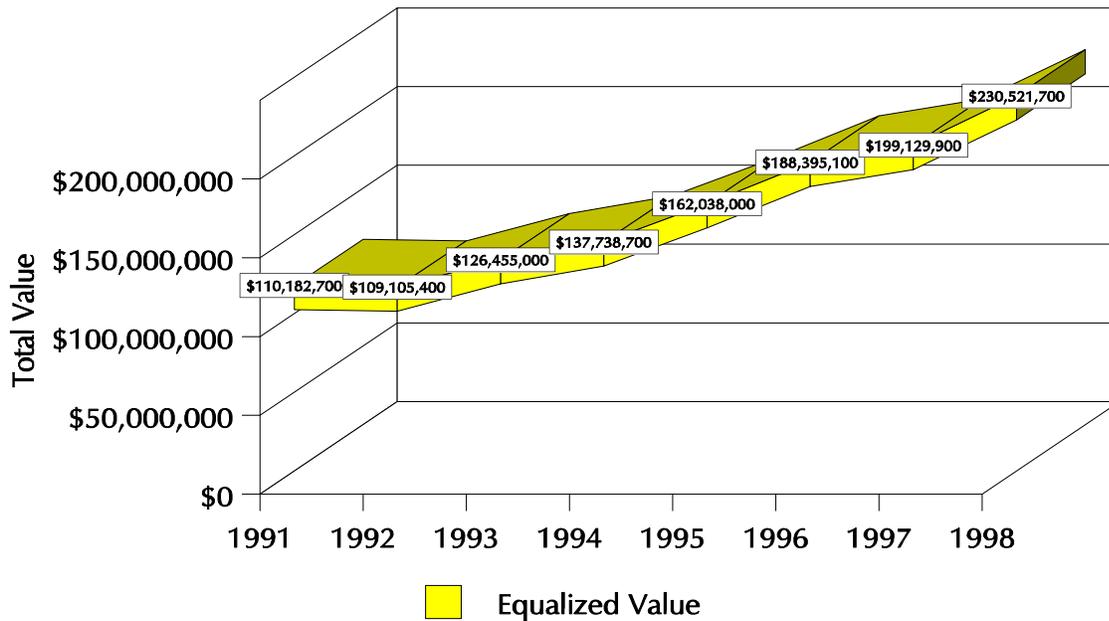
*Other includes swamp, waste, and other land.

Source: Wisconsin Department of Revenue Statement of Merged Equalized Values 1991-1998.

The representation of each land use category by percentage from 1991 to 1998 has remained relatively unchanged in Lincoln, with residential and commercial values comprising the vast majority of the town's equalized valuation. It is significant to note however, that the dollar value of manufacturing property in 1998 was nearly six times that in 1991, and forest values had more than doubled during this same time period.

Figure 4-6 displays the growth trend in equalized valuation for the Town of Lincoln between 1991 to 1998.

**Figure 4-6
Growth in Equalized Value
Town of Lincoln
1991-1998**



Source: Wisconsin Department of Revenue Statement of Merged Equalized Values 1991-1998.

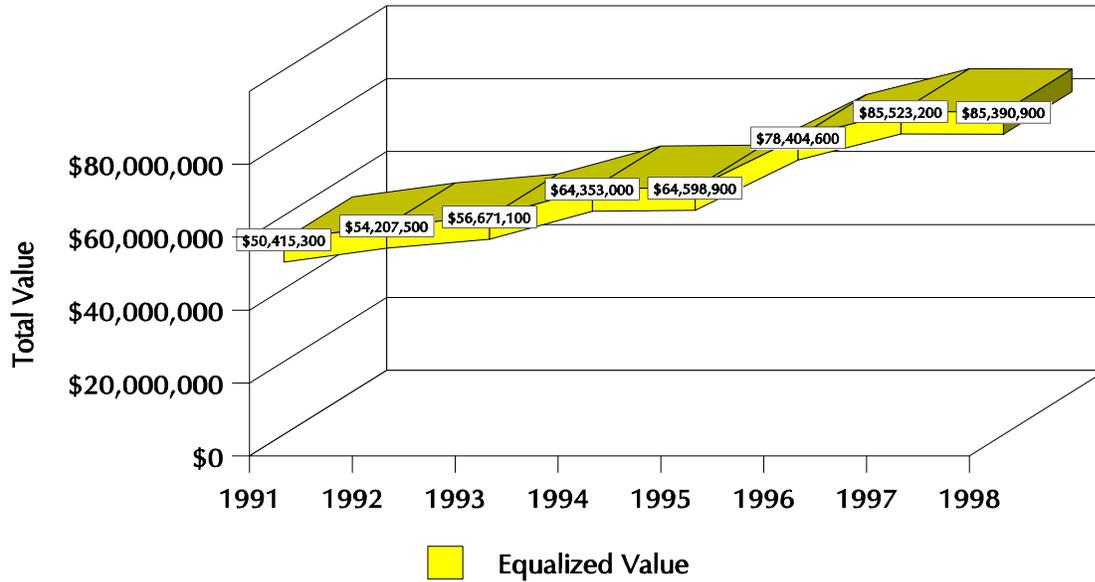
**Table 4-7
Equalized Valuation
City of Eagle River
1991-1998**

Year	Total \$	% Change	Residential		Commercial		Manufacturing	
		%	\$	%	\$	%	\$	%
1991	50,415,300	---	21,331,500	42.3	27,792,400	55.1	1,291,400	2.6
1992	54,207,500	7.5%	21,083,800	38.9	31,830,600	58.7	1,293,100	2.4
1993	56,671,100	4.5%	22,441,300	39.6	32,906,100	58.1	1,323,700	2.3
1994	64,353,000	13.6%	26,871,700	41.8	36,122,200	56.1	1,359,100	2.1
1995	64,598,900	0.4%	28,119,800	43.5	34,969,400	54.1	1,509,700	2.3
1996	78,404,600	21.4%	33,210,200	42.4	43,670,200	55.7	1,524,200	1.9
1997	85,523,200	9.1%	34,622,300	40.5	49,324,200	57.7	1,576,700	1.8
1998	85,390,900	-0.2%	36,176,700	42.4	46,810,700	54.8	2,403,500	2.8

Since 1991, the City of Eagle River has experienced an increase in the value of residential and commercial property. Commercial property dominates the City's value with approximately 56% of the total value, followed by residential property with approximately 41% of the valuation. The dollar values of property in all categories increased between 1991 and 1998, though not as significantly as the values for the same types of property located in most towns throughout the county. This could be attributed to the significant increases in property values for lakeshore property, hunting land, and other forested property which is not as significant in abundance in the city as in these towns.

Figure 4-7 displays the growth trend in equalized valuation for the City of Eagle River between 1991 to 1998.

**Figure 4-7
Growth in Equalized Value
City of Eagle River
1991-1998**



Source: Wisconsin Department of Revenue Statement of Merged Equalized Values 1991-1998.

Summary of Housing Characteristics

Town of Lincoln

The Town of Lincoln's housing supply is predominantly comprised of housing units for year-round use (62%), as opposed to units for seasonal/recreational use. Therefore, the Town of Lincoln differs from other Vilas County towns in this respect, which are primarily comprised of housing units for seasonal use.

Overall, Lincoln's housing supply increased by approximately 8% between 1980 and 1990. The data suggests that the Town experienced a shift in status of some housing units from seasonal to year-round which is a trend occurring throughout Vilas County.

The value of owner-occupied housing units in the Town has increased rather significantly between 1980-1990, with more housing valued at the higher end and less housing valued at lower prices.

The Town's equalized value is predominantly comprised of its residential land use base which totals over 80% of the Town's total valuation. In addition, the actual value of residential uses in the Town more than doubled between 1991 and 1998, while the values of

land used for forestry, commercial, and manufacturing nearly or more than doubled during this time frame.

City of Eagle River

The City of Eagle River's housing supply is dominated by year-round housing units (93%), as opposed to units for seasonal/recreational use. Therefore, the City of Eagle River's housing supply differs significantly from that of the towns within Vilas County, where housing units are primarily for seasonal/recreational use.

Overall, Eagle River's housing supply increased by approximately 13% between 1980 and 1990. All of the new units (82) were for year-round use, while two units previously used for seasonal use were converted to year-round housing units.

The value of owner-occupied housing units in the City did not experience much change between 1980 and 1990 when compared with that of the towns throughout Vilas County. The City did experience a decline in the number of housing units valued below \$25,000, however did not experience much of an increase in housing units valued in the upper ranges (over \$100,000). Most towns in the county experienced rather significant increases in the number of housing units valued in the upper ranges.

The City's equalized value is predominantly comprised of its commercial and residential land uses which totaled approximately 55% and 42% of the City's total valuation between 1991 and 1998, respectively. In addition, the actual value of manufacturing uses in the City nearly doubled between 1991 and 1998.

5 Community Facilities and Services

The quality and variety of community facilities and services within the City of Eagle River and Town of Lincoln are important and attractive components to community development and are often used as a quality of life measure. Community services require capital intensive investment supported by the local tax base or user fees. Thus, the level of service is generally balanced with the users ability or interest in paying for the service. Local features such as parks, schools, utilities, protective and emergency services, and roads must be considered in relation to the future development they are intended to support, not just the current demand for services.

Due to the shared municipal boundary and growth pattern that combines the two municipalities, the type and extent of services existing or proposed within either jurisdiction will have an impact on the adjacent municipality. As an example, the City and Town currently cooperatively provide library, airport, fire, ambulance, park commission, economic development, chamber of commerce, Highway G Landfill, and Housing Block Grant services. Additional shared service potential exists with police protection, snow plowing, garbage pickup, road maintenance, sanitary services, and park and recreation development. However, in order to identify the future needs of the Town of Lincoln and the City of Eagle River, an inventory of existing facilities and services was conducted and compared to growth projections to determine capability and potential demand. The location of various public facilities is presented in Map 5-1 Community Facilities and Services.

5.1 Administrative Facilities and Services

The Town of Lincoln's administrative facilities are located at the Town of Lincoln Municipal Building, 1205 Sundstein Road, P.O. Box 9, Eagle River, Wisconsin 54521. The Municipal Building (Town Hall) is used for town business and monthly town meetings held on the second Tuesday of each month at 6:30 p.m.

The administrative staff for the town consists of five elected Town Board members, each serving two-year terms. There is also a full-time elected clerk/treasurer, and an appointed part-time deputy clerk/treasurer.

The town also contracts with the County Highway Department and private firms to provide services such as snow plowing and road maintenance, which reduces employee administration. The town does not own any road maintenance equipment. The existing administrative services and public facilities currently meet town needs, although service impacts of growth may warrant consideration for expanded town services in the future to meet growing demands. Current officials did not indicate administrative expansion was a need or a priority. The town utilizes several administrative tools such as computers and computer software, of which periodic upgrades and maintenance should be budgeted and performed to maintain service viability.

Map 5-1 Public Facilities and Services

The City of Eagle River’s administrative facilities are located at the Eagle River Municipal Building, at 525 E. Maple St, Eagle River, Wisconsin 54521. The Municipal Building houses the City Council chambers and several city departments, including zoning, treasurer/clerk, police, and public works. The Municipal Building is used for city business and monthly city meetings held on the second Tuesday of each month at 7:00 p.m.

Eagle River’s administrative staff includes the City Council which consists of four elected alder persons and the mayor. Each member serves two-year terms. The city employs 14 full-time and 20 part-time employees in various departments.

The City also utilizes various computer software programs to aid in administrative operations such as Realworld, Creative Solutions, and Corel 8. These administrative tools should be maintained and updated periodically. Although the City Council has debated thoughts of hiring a city manager or administrator, there are no plans for additional staffing at this time.

As tables 5-1 and 5-2 illustrate, the Town of Lincoln and City of Eagle River rely upon both employees and volunteers to staff the numerous community related activities and functions.

**Table 5-1
Town Committees/Boards
Town of Lincoln**

Committee	Function	Contact Person
Town Board	Town Operations/Administration	Gerald Block
Landfill Venture Group	Town Rep./Operations	Sandra Bauer
Fire Commission	Town Rep./Operations	Bruce Richter
Airport Commission	Town Rep./ Operations	Conrad Bradish Kurt Hartwig
Library Board	Town Rep./Operations	Edith Kuckanich Judith Nordstrom
Boating Commission	Town Representative	Gerald Tahtinen Karl Nikolai
Joint Planning Committee	6 Town Reps./Land Use Planning	Tripp Anderson

**Table 5-2
City Committees/Boards
City of Eagle River**

Committee	Function	Contact Person*
Common Council	City Operations	Dan Meyer
Board of Review	Taxation Policy	Dan Meyer
Finance	Financial and Personnel Operations	Dan Meyer
Negotiations	City Interests	Dan Meyer
Public Welfare	Health, Recreation, and Welfare	Carol Hendricks
Public Works	Public Works	Brian Crist
Planning Commission	Development Review	Dan Meyer
Housing	Housing	Chuck McDonald
Citizen Participation for Housing	Housing	Chuck McDonald
Citizen Participation	Involvement	Dan Meyer
Fire Commission	Safety Services	Jim Bonson
Airport Commission	Airport Administration	Karl Nikolai
Cable	Community Service	John Adam
Golf Course Advisory	Administration	Jeff Hyslop
Parks and Recreation	Parks and Recreation	Dave Bricco
Board of Zoning Appeals	Zoning Appeals	Dave Ogren
Board of Elections	Election Supervision	Audry Carter
Light and Water Commission	Utility Services	Dan Meyer
Joint Planning Committee	6 City Reps./Land Use Planning	Fred Indermuehle

*Contact person information designated at time of draft report dated January, 2001.

**Table 5-3
Quasi-Public Facilities
Town of Lincoln**

Facility	Location	Service Type
Prince of Peace Lutheran Church	5030 Highway 70 West	Religious
Northwoods Assembly of God	926 Highway 45 South	Religious
Jehovah's Witness	5246 Highway 70 West	Religious
Eagle River Baptist Church	1016 S. Hwy 45	Religious
7 th Day Adventists	3770 O'Neil Road	Religious
Camp Ojibwa	4040 Ojibwa Drive	Recreation
Camp Marimeta for Girls	3782 Gafney Drive	Recreation
St. Peters Parish	5001 Hwy G	Religious
ERRA Sports Arena	4149 Highway 70 East	Recreation

**Table 5-4
Quasi-Public Facilities
City of Eagle River**

Facility	Location	Service Type
First Congregational United Church of Christ	105 North First Street	Religious
Community Bible Church	101 South Second Street	Religious
St. Mary of the Snows Episcopal Church	120 Silver Lake Road	Religious
Our Savior Lutheran Church	223 Silver Lake Road	Religious
Christ Lutheran Church	121 North Third Street	Religious
Abundant Life Outreach Center	1402 Capich Drive	Religious
Trees for Tomorrow	519 Sheridan Road	Educational

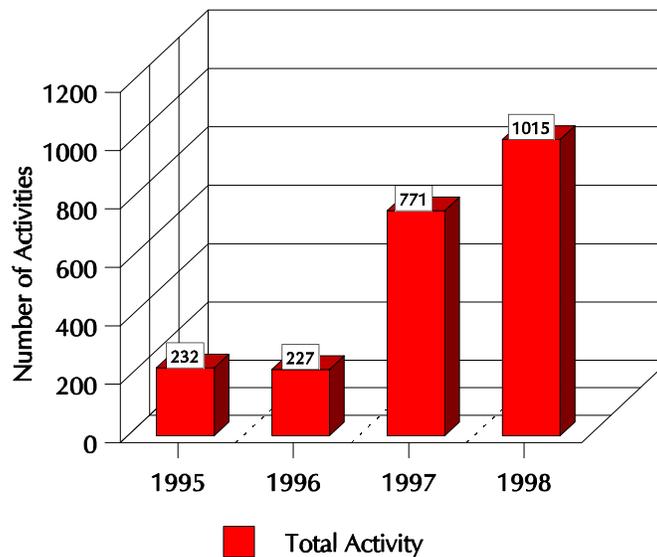
5.2 Protective Services

The protective services (which are provided to both the Town of Lincoln and the City of Eagle River) include police, fire, medical, and rescue services.

Police Services

Police services are provided differently between the two municipalities. Police protection services for Town of Lincoln is provided by the Vilas County Sheriff's Department which is located at 330 Court Street, in the City of Eagle River. City services are provided by the city's own police force. The number of police calls made to the Town of Lincoln by the Vilas County Sheriff's Department from 1995 to 1998 is presented in Figure 5-1.

Figure 5-1
Vilas County Sheriff's Department Annual Activity Report
Town of Lincoln
1995-1998



Source: Vilas County Sheriff Department, Activity Report 1995-1998

Figure 5-1 depicts the increase in the number of activities or calls the Vilas County Sheriff's Department has made to the Town of Lincoln from 1995-1998. Detailed reports were not available prior to 1995. The amount of calls relate to all department activity, including traffic violations, accidents, and general service. While the specific cause or causes of this trend were not available from the Sheriff's Department, officers did indicate that the increases in the seasonal population is likely an attributable cause of the increase in calls, as well as the departments ability to track and index the services.

In some rural communities, relying upon a County Sheriff's Department for protection can present problems because each sheriff's time must be divided over greater distances. However, the Vilas County Sheriff's Department has state-of-the-art equipment which assists in their provision of services for Town of Lincoln. In 1997 the Sheriff's Department instituted "Enhanced 911" or E-911 throughout the County. Upon receiving a call, E-911 allows the dispatcher to see the address to which the phone is billed, the township of the call, as well as the appropriate link for fire and first responder services for the call. In addition, the Sheriff's Department, which is located in the city, is in close proximity to the town for reduced response time. The Sheriff's Department also provides central dispatch to both the city and the county, and has mutual service agreements with the City of Eagle River Police Department that assist town services when necessary. The Sheriff's Department had recently requested additional patrol officers for Vilas County, which at the time of this report, was being debated by the County Board. Although the town is adequately served by the existing agreement, the Town of Lincoln should stay abreast of staffing and patrol schedules of the Sheriff's Department that may affect the town.

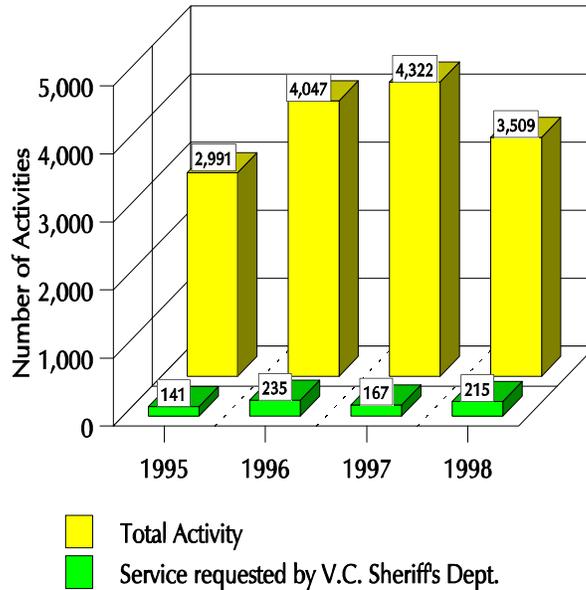
Police protection services for the City of Eagle River is provided by the Eagle River Police Department which is located at 525 E. Maple Street, in the City of Eagle River. The department consists of one part-time chief, a full-time sergeant, four full-time officers, and five part-time officers. Dispatching for the department is provided by the Vilas County Sheriff's Department. The department provides mutual aid to and receives mutual aid from the County Sheriff's Department. The department responds outside the city at the request of the Sheriff's Department to handle calls or provide backup for deputies. The number of incidents reported to the Eagle River Police Department and the number of incidents where police service was requested from the Vilas County Sheriff's Dept. from 1995 to 1998 is presented in Figure 5-2.

Figure 5-2 depicts the increase in the number of total activities the Eagle River Police Department has made to the City of Eagle River (and assisted to the Vilas County Sheriff's Dept.) from 1995-1997, followed by a 18.8% (813 incidents) decrease in 1998. Detailed reports were not available prior to 1995. The amount of calls relate to all department activity, including traffic violations, accidents, and general service.

The Eagle River Police Department is sufficiently staffed and is able to adequately meet the city's regular needs for police service. According to department officials, the department is able to handle some future growth of the city before additional staffing and equipment will be needed to accommodate the coverage. According to the Police Chief, one squad car will probably be replaced within a year, and the department is currently upgrading their computer equipment and software, which will bring them online with the Vilas County Sheriff's Department. The telephone system within the department also needs replacement and an additional line will be needed to accommodate a fax machine and internet service. In addition, some squad video and communications equipment will probably need replacing over the next few years. All equipment is owned by the Eagle River Police Department.

Figure 5-2
Eagle River Police Department Annual Activity Report
City of Eagle River
1995-1998

Source: Eagle River Police Department, Activity Report 1995-1998



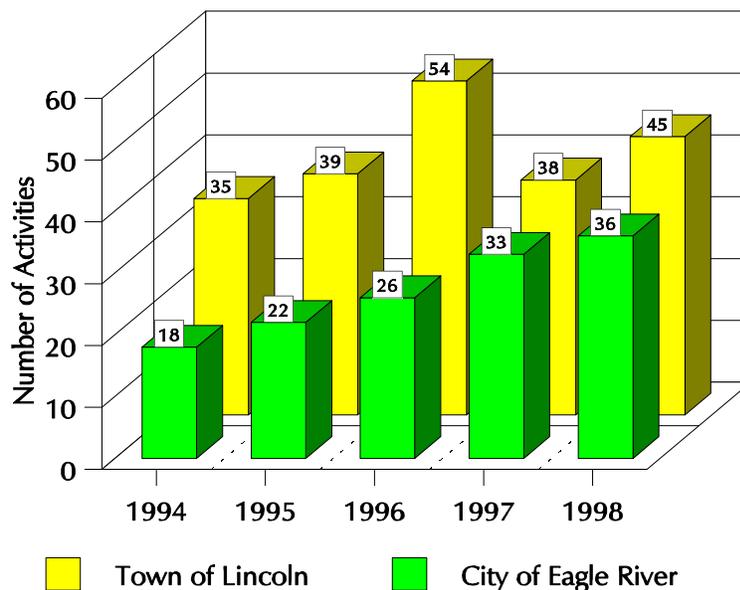
The implications of growth and the necessary service impacts, the boundary configuration of the two municipalities, the existing shared service arrangements, and the coordinated intergovernmental cooperation lead the question as to future shared services of police services as well. Recent survey results indicate taxpayers are willing to consider the possibility of shared police services, as long as the tax implications and service capabilities are not diminished. The respective governments should at least consider the possibility if cost reduction and service efficiency can be realized.

Fire Protection Services

Fire protection services for the Town of Lincoln and City of Eagle River is provided by the Joint Municipal Fire Department, located at 820 east Pine Street, depicted in Map 5-1. 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 the chairperson. Each municipality pays a proportionate fair share based upon the equalized assessed value on real estate to support department operations. In addition, all fire departments within Vilas County operate with mutual service agreements, including the northern Oneida County fire departments for the Towns of Three Lakes, Sugar Camp, Hiles, and Alvin.

The total coverage area for the department is approximately 110.5 square miles, which includes the Town of Lincoln proper. The department has received an average of 69 calls per year (42 Lincoln, 27 Eagle River) over the last five years, as seen in Figure 5-3 and Appendix 5-1. The department has 30 volunteers including a chief, three assistant chiefs, two fire inspectors, two captains, six lieutenants, a chief pump operator, and 15 firefighters, and contracts for fire inspection services. A complete listing of the department's equipment is provided in Appendix 5-2. The fire equipment that the Joint Municipal Fire Commission owns include: three pumpers, one tanker, one equipment truck, one brush truck, one suburban, one safety trailer, radios, hoses, air packs, nozzles, and other firefighting equipment.

Figure 5-3
Town of Lincoln/City of Eagle River Fire Calls
Eagle River Area Fire Department
1994-1998



Source: Eagle River Area Fire Department Annual Report, 1998

The adequacy of the fire protection within both the Town of Lincoln and the City of Eagle River can be evaluated by the Insurance Service Office by the Grading Schedule for Municipal Fire Protection. This grading system provides a guideline which many municipalities follow when planning for improvements in their existing fire protection services. The grading schedule is based upon several factors including: fire department equipment, alarm systems, water supply system, fire prevention programs, building construction, and distance of potential hazard areas from a fire station. The rating is on a scale of one to ten, with one representing the best protection and ten representing the most unprotected community. At the time of this report preparation, the department's ISO rating was five in the city limits to 1,000 feet perimeter, a

seven within five road miles of the station, and a nine in outlying areas. The higher rating in the outlying areas is reflective of the lack of a public water supply system for the entire town.

The town and city should continue to invest and be active in the Joint Municipal Fire Commission to ensure the protection of the residents' public health and safety. The municipalities should also encourage residents to join the volunteer fire department so the department may better service the area throughout the planning period. According to the 1998 annual report, the Joint Municipal Fire Commission plans to purchase a new pumper in the year 2002. The goal of the fire commission is to have available pumpers that will meet all the safety standards and be reliable in any emergency. The fire commission has set up a vehicle purchase and rotation program to secure a new pumper every 10 years. This program will also make three pumpers available to meet community needs and maintain and improve ISO ratings. The Joint Municipal Fire Commission is actively involved in continued personnel training and capital facilities management.

Continued population and housing growth will increase the demand for fire and rescue services which could have cost impact. Within the structure of the existing relationship, the Town of Lincoln and the City of Eagle River will be adequately served for fire protection throughout the planning period.

5.3 Emergency Medical Services and Medical Facilities

The Town of Lincoln/City of Eagle River Rescue/First Responder service and major medical service is provided by Eagle River Memorial Hospital in Eagle River. The hospital facilitated a \$9.2 million dollar expansion project in summer 2000 which added a 25-bed wing, a larger emergency room and walk-in clinic, and upgrades prompted by the hospital's designation of a "critical access hospital". The projects are expected to be completed in spring, 2001. The expansion will add 35,070 square feet, and remodel 15,200 square feet of the original facility.

There are nine full-time employees, and 11 part-time "on call" employees. The hospital owns a 1996 Ford Braun Type III Ambulance, a 1993 Ford Type III Ambulance, a 1989 Rescue 1 Ford Cargo Van, a 1991 Ski-Doo Snowmobile, and a 1997 Polaris 6-wheel ATV. There are plans to add an advanced life support system, and also a five-year plan to train more staff to a paramedic level of service and add a new modular ambulance with all mandated equipment. These facilities currently meet the existing and future needs of these communities.

5.4 Solid Management/Recycling

The Town of Lincoln does not have coordinated solid waste management for town residents. Individual contracts are facilitated by residents with local haulers, or there is a drop-off site for refuse and recycled materials located at the Eagle Waste Recycling Center at 603 Jack Frost Drive. Hours are between 9:00 a.m.- 2:00 p.m., Monday, Wednesday, Friday, and Saturday.

The City of Eagle River has solid waste and recycling services provided to them by Eagle Waste and Recycling. A drop-off site is also available for refuse and recycled materials at 479 Jack Frost Drive. Pick-up hours are between 9:00 a.m. - 2:00 p.m. Monday, Wednesday, Friday, and Saturday.

The refuse is transported to the Vilas County Landfill located at 7001 County Highway G. The landfill also allows individual drop-off. Landfill operation hours are between 8:00 a.m.- 4:00 p.m., Monday through Saturday.

Both the Town of Lincoln and City of Eagle River are members of the Vilas County Landfill Venture Group, which is an organization of all Vilas County municipalities (sans Land O' Lakes) commissioned to construct and operate the Vilas County Landfill. Each Vilas County municipality has a commissioner, or representative in the in Venture Group. The Town nor City is not involved with day to day activities of landfill administration, as an elected body (executive committee) of commissioners manage the operations. The landfill opened in 1989 and was designed with a 20+ year, four-phase life span. As of 1999, phase two was in its third year of operation, a new refuse digester was in operation, and a new demolition pit was sited for calendar year 2000 to help reduce loading.

According to original life span estimates, the landfill has an additional 15-20 years of service life to Vilas County. The life span currently serves the needs of the Town of Lincoln, City of Eagle River, and all other Vilas County municipalities, and it is not anticipated an additional landfill siting process will be undertaken during the planning period. The current solid waste and recycling practices meet the needs of the local population for both the City of Eagle River and Town of Lincoln.

5.5 Sewer and Water Accommodations

At this time, there are no public sewer or public water supply in the Town of Lincoln. The Town Hall is serviced by city sewer, and no plans for additional service agreements currently exist. All structures rely upon individual waste treatment systems and private wells. The town is not aware of any water problems in the Town of Lincoln area that might effect the drinking water supply. However, the lack of a public water supply system has negatively impacted the town's ISO Fire Protection Rating as previously indicated.

The City of Eagle River is equipped with a sanitary sewer system which was constructed in 1920, and services the entire city. Their wastewater treatment facility is located at 323 W. Division St., and was constructed in 1935. This facility provides secondary treatment, biological nutrient removal, UV disinfection, and 180 day biosolids storage. The maximum design capacity of the facility is 1,400,000 gallons per day (gpd), with a peak load of 500,000 gpd, and an average load of 300,000 gpd. The current system is designed to meet the City's needs for 20 years, and there are no plans for future expansion.

The City is also equipped with a public water supply system via a 300,000 gallon water tower. The facility averages 275,000 gpd, with a peak consumption of 340,000 gpd. The City has analyzed the water system and found that water service is not uniform or adequate in some locations. A water systems analysis identified the need for a new elevated water storage reservoir and improvements to the water distribution system may be necessary as expansion and demands increase. Although the system currently meets the current and needs of the city, these issues should be resolved and addressed. In addition, the well-head, the area that draws the supply for the municipal well, should be considered when reviewing development impacts as well as planning for future land uses.

The provision of sewer and water services in proximity to the municipal borders may be a key factor in both land use planning and general growth management discussions. Shared sewer and water services, specifically the cost impacts on both taxes and service efficiency could drive the development pattern along city/town border. Shared services have been identified by the respective communities as issues that need to be discussed. Land use planning and growth management will need to consider the potential. Considering the population increases and the density of development in certain areas rise, the town and city should consider the development and or impact of joint sanitary districts and/or public water and sewer systems. Impacts on the city's system will dictate the potential service area. The tax and cost impacts, efficiency, and political ramifications will play a large role in the potential development of shared services.

5.6 Educational Facilities

Educational facilities for the Town of Lincoln and City of Eagle River are provided by the Northland Pines School District. Facilities for elementary education (K-5) are located in St. Germain, the City of Eagle River and Land O' Lakes, while middle school and high school facilities are located in Eagle River. In addition, there are two private schools located in Eagle River. This section analyzes these facilities which service the Town of Lincoln and the City of Eagle River.

Actual and projected enrollment information provided by Northland Pines School District is presented in Figure 5-4 and Figure 5-5. The enrollments are reported annually in September. The projected enrollments are predicted on the basis of a survival ratio technique. This technique analyzes a class to determine the ratio or percentage of change based on historical information, and then uses this information to predict the future change. The projections also assume the following the enrollments would remain constant through 2008, there will be no major catastrophes, no new major industries will develop, there will be no dramatic migration of older persons for retirement reasons, no new parochial high school will develop, birthrates will remain constant, no major military installations will be developed, and the quality of life and socio-economic conditions in the community will continue to encourage the existing population to stay. The projections were developed in 1997 by Information Management Systems, an independent firm based out of Rochester, MI.

Figure 5-4
Student Enrollment by School Type
1991-92 - 1998-99

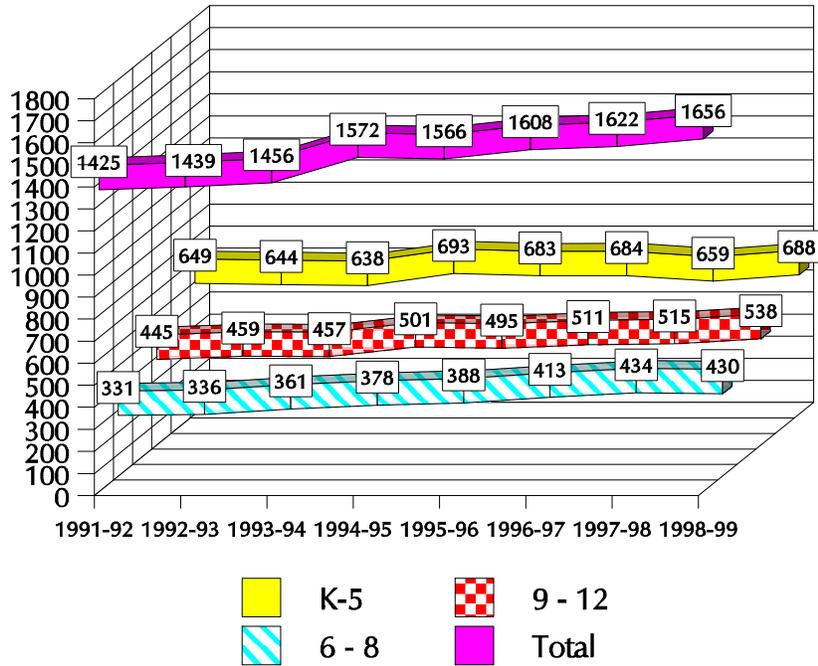
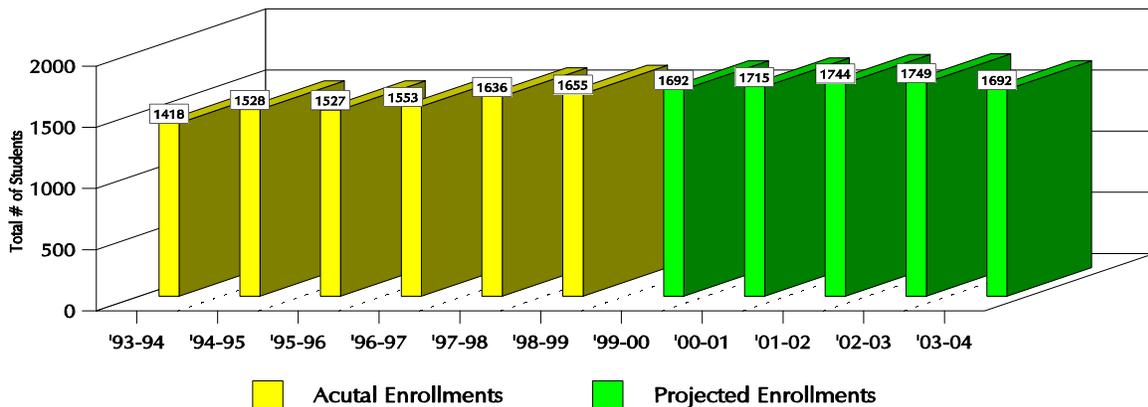


Figure 5-5
Actual and Projected Total Enrollments
Northland Pines School District
1993 - 2004



Source: Northland Pines School District, 1997.

Figure 5-4 provides actual enrollment by school type from the 1991-92 school year to 1998-99. Figure 5-5 provides actual and projected enrollment figures through the 2003-04 school year for the entire Northland Pines School District. The projections anticipate a very slight growth in student enrollment through the school year of 2002-03, increasing from the 1998-99 enrollment of 1,656 students to 1,749 students in 2002-03. This is an increase of 5.7%. Student enrollment is then projected to decrease in the school year 2003-04 to 1,692 students.

High School

Northland Pines High School (NPHS) is located at 1800 Pleasure Island Road in the Town of Lincoln, and houses grades 9-12. The facility was constructed in 1975 and is 120,000 square feet. There have not been any additions or upgrades to the facility in recent years. Enrollment for the 98-99 school year was 538 students. The school's maximum capacity is 600 students.

According to discussions with district administrators, the facility will have difficulty meeting the projected growth and service demands of the student population through the year 2004. The existing educational facilities will be adequate to service the immediate needs of the student population as related to the Town of Lincoln and the City of Eagle River. However, district administrators feel a new high school should replace parts of the existing facility due to structural problems in the main academic facility area that preclude the opportunity of future expansion or alteration.

The school district had three unsuccessful referendums (during 1998 and 1999) relative to construction of a new high school, exceeding the state revenue cap, and staffing additions (district wide). School administrators are concerned that the current high school facility may not meet the needs of students due to the age, condition, and size of the facility. District administrators noted the school is in need of replacement, although no facilities plan or referendum approval has been put in place. In 1999, the district added 12 new positions, funded by a variety of budget and cocurricular cuts in the district, to reduce class size. It is anticipated the Northland Pines School District will need to address conditions related to the high school in the near future.

Middle School

The Northland Pines Middle School provides educational facilities for Lincoln and the City of Eagle River for grades six through eight. The school is located at 1700 Pleasure Island Road in the Town of Lincoln. The school was constructed in 1995 and is 160,000 square feet. This facility also houses elementary students in grades K-5. The current 1998-99 enrollment is 430 students in grades 6-8. The maximum capacity of the facility is 1,230 students.

In addition to the public school facilities provided by the Northland Pines School District, there are two private schools within the area. These educational facilities include Christ Lutheran School and St. Peter's Catholic School, both of which are located in Eagle River. Christ Lutheran School provides educational instruction for preschool and kindergarten through eighth

grades. Christ Lutheran School is located at 111 N. 3rd Street in Eagle River. Total school enrollment for the 1997-98 school year was 70 students. St. Peter's Catholic School is located at 115 S. 3rd Street in Eagle River. St. Peter's provides educational instruction for preschool, and kindergarten through fifth grades. The 1997-98 school enrollment was 75 students.

Elementary Schools

The Northland Pines School District provides elementary school facilities from pre-kindergarten through fifth grade. The facilities that service the Town of Lincoln and the City of Eagle River are located in St. Germain and Eagle River. Students who live in the Town of Lincoln can attend either St. Germain or Eagle River although most students attend the Eagle River facility due to the close proximity to the school. The St. Germain Elementary School for grades Kindergarten through 5 was recently opened in 1997, and is located in St. Germain. The facility is 48,000 square feet, and has a maximum capacity of 381 students. The 1998-99 enrollment for the elementary school was approximately 177 students in grades K-5. Prior to the construction of this facility, elementary students attended the old school building located at the intersection of Highways 70 and 155 which is now the Town Hall.

In addition to the elementary school in St. Germain, the Northland Pines School District also provides elementary facilities in Eagle River and Land O' Lakes. The facility in Eagle River is included with the Northland Pines Middle School facility, as discussed previously in the middle school section, and had an enrollment of 390 students in grades K-5 in the 1998-99 school year. The Land O'Lakes facility which opened in 1997 provides education to grades K-2. This facility, like the one in St. Germain, is 48,000 square feet, and has a maximum capacity of 381 students.

Although enrollment projections for the Northland Pines Elementary and Middle Schools are not available, the existing school facilities can accommodate both current and future enrollments based on the age and size of the facilities. Currently, all K-8 facilities in the Northland Pines School District area has state-of-the-art facilities. All of the elementary schools have family resource centers, distance learning labs, computer labs, etc. Therefore, these facilities are meeting the needs of the population and are expected to continue to meet future needs.

5.7 Communication and Power Facilities

The power facilities for the Town of Lincoln are provided by Wisconsin Public Service (electrical and natural gas). Natural gas service is available throughout the entire City of Eagle River and the Town of Lincoln, except for the Northwest portion of the town, where service is not available. Three-phase power is available in the southern portion of the Town of Lincoln, with lines running along HWY 70. The local telephone service is provided by Verizon, and cable television service is available by Charter Communications.

Power facilities for the City of Eagle River are provided by Eagle River Light and Water (electric) and Wisconsin Public Service (natural gas). Eagle River Light and Water services the City of Eagle River and the immediate surrounding area via power purchased through Wisconsin

Public Power, Inc. (WPPI). WPPI is based out of Sun Prairie, Wisconsin, and provided electricity to 36 Wisconsin municipal utilities. Natural gas service is available throughout the entire City of Eagle River. Three-phase power is available in the city, with lines running along Hwy. 70. Local telephone service is provided by GTE and cable television service is available by Charter Communications.

5.8 Parks and Open Space

Oldfield Park is the only town park in the Town of Lincoln, and is located at Adams Road and Hwy. G. There are no planned park land acquisitions or trail projects for the future. The City of Eagle River has four developed parks, Riverview Park, Silver Lake Beach, Dyer Park, and Kiwanis Park. The park locations can be seen on Map 5-1. Both the Town of Lincoln and the City of Eagle River sit on a joint Parks Commission, but the Commission is unfunded and deals primarily with existing policy and administration.

Both communities participated in the Year 2002 - 2006 County Outdoor Recreation Plan, which identified facility status, needs, and plans, and allows eligibility in WDNR recreational grant programs. The County Outdoor Recreation Plan notes the town should consider land acquisition for future recreational activities, and maintenance and upgrading of the Catfish Lake boat access should be completed. In addition, snowmobile trails are very much a large part of the outdoor recreation opportunity, and should be enhanced. Both municipalities should cooperate on a joint parks and recreation planning process, as trail development and linkage to other municipalities multi-use trail systems will provide large benefit to the area.

6 Economic Development

The economic base of the community serves as an important driver for current and future land use. Economic characteristics include such components as the size of the civilian labor force, comparative employment growth, employment by industry, unemployment rates, and commuting patterns.

For the City of Eagle River, Town of Lincoln and other communities in Vilas County, much of the economic base is centered around the tourism industry and other natural resource-based businesses. The lake rich area is also attractive for seasonal/recreational homes, and serves as a major retirement area.

Assessment of these components of the economic base provides an important historical perspective on current land use patterns, and provides insights that help to predict possible future directions and opportunities for growth of the local economy.

6.1 Civilian Labor Force

The civilian labor force consists of those persons age 16 and over who are currently employed or seeking employment, excluding persons in the armed forces. Shifts in the age and gender characteristics of residents, seasonal changes, and employment opportunities can all cause fluctuations in the number of persons in the labor force. Table 6-1 identifies the characteristics of the City of Eagle River's and Town of Lincoln's labor force. The data is derived from the 1980 and 1990 Census.

**Table 6-1
Labor Force Characteristics
City of Eagle River
1980-1990**

City of Eagle River Employment Status by Sex of Persons 16 Years and Over								
	1980				1990			
	In Labor Force		Not in Labor Force	Total	In Labor Force		Not in Labor Force	Total
	Employed	Unemployed			Employed	Unemployed		
No. of Males	247	23	208	478	267	20	179	466
% of Males	22.3	2.1	18.8	43.2	23.8	1.8	16.0	41.6
No. of Females	230	21	378	629	254	23	378	655
% of Females	20.8	1.9	34.1	56.8	22.7	2.1	33.7	58.4
Total	477	44	586	1,107	521	43	557	1,121
% of Total	43.1	4.0	52.9	100.0	46.5	3.8	49.7	100.0

SOURCE: WisPOP Data, Tables #401, #402

Table 6-2
Labor Force Characteristics
Town of Lincoln
1980-1990

Town of Lincoln Employment Status by Sex of Persons 16 Years and Over								
	1980				1990			
	In Labor Force		Not in Labor Force	Total	In Labor Force		Not in Labor Force	Total
	Employed	Unemployed			Employed	Unemployed		
No. of Males	498	73	287	858	563	30	305	898
% of Males	28.5	4.2	16.4	49.1	31.1	1.7	16.8	49.6
No. of Females	408	47	433	888	467	22	424	913
% of Females	23.4	2.7	24.8	50.9	25.8	1.2	23.4	50.4
Total	906	120	720	1,746	1,030	52	729	1,811
% of Total	51.9	6.9	41.2	100.0	56.9	2.9	40.3	100.0

SOURCE: WisPOP Data, Tables #401, #402

According to Table 6-2, participation rates in the City of Eagle River's and Town of Lincoln's labor force grew slightly between 1980 and 1990. In Eagle River, 43.1% of people ages 16 and up were employed in 1980, compared with 46.5% in 1990. Within the Town of Lincoln, the 51.9% of persons ages 16 and up employed in 1980 increased to 56.9% in 1990. These participation rates are comparable to the Vilas County participation rates of 44.7% in 1980 and 50.2% in 1990.

The employment rates also reflect the fact that the City of Eagle River and Town of Lincoln have a proportionately much higher number of retirees in the population than the statewide average. In 1990, 39.2% of the city's population was 55 years of age or older, and 32.5% of the Lincoln population was 55 years or older. In contrast, the statewide average in 1990 was 21.8% of the population ages 55 and up.

6.2 Changes in Employment

The total number of individuals of employment age in the City of Eagle River and Town of Lincoln increased slightly from 1980 to 1990. In the city, people ages 16 and up grew from 1,107 to 1,121 in that period, while Lincoln also showed some growth from 1,746 individuals in 1980 to 1,811 individuals in 1990. This corresponds with the overall population increases from 1,326 city residents in 1980 to 1,374 in 1990, and 2,262 Lincoln residents in 1980 to 2,310 (1990 Census).

The 1999 official population estimates from the Wisconsin Department of Administration are for the City of Eagle River and Town of Lincoln to have grown again. Based on these estimates, the labor force would have also increased since the 1990 Census. The city population was projected

to have increased by just 3% since 1990, while Lincoln was to have grown by 7.3% in the same period.

A higher percentage of males than females were employed in both 1980 and 1990 within the City of Eagle River and the Town of Lincoln. However, the percentage difference between males and females employed in the labor force was more pronounced in Lincoln.

6.3 Employment by Industry

The employment by industry within an area helps to illustrate the structure of the economy. Historically the state of Wisconsin has had high concentrations of employment in the manufacturing sector of the economy. Recent trends show a decrease in the concentration of employment in manufacturing, and increasing levels of employment in the service industry. In contrast, Vilas County has had relatively low employment in manufacturing, and much higher employment in service and retail sectors due to the large tourism industry.

Table 6-3 provides data on the employment distribution by industry for the City of Eagle River and Town of Lincoln for 1980 and 1990. The highest employment in 1990 was in the retail trade sector in both the city and town with 25.1% and 27.2% of the workers respectively. In the City, this was followed by manufacturing of durable and nondurable goods (11.3% combined), and educational services and professional health services (10.9% each).

For 1990 employment in the Town of Lincoln, retail jobs were followed by construction (9.7%), manufacturing of durable and nondurable goods (8.2% combined), educational services (7.9%), and professional health services sectors (7.1%). Manufacturing of durable and nondurable goods in Lincoln actually lost employment from 1980 (120) to 1990 (85).

**Table 6-3
Employment by Industry
City of Eagle River
1980-1990**

Industry of Employed Persons 16 Years and Over in City of Eagle River				
	1980		1990	
	Count	Percent	Count	Percent
Agriculture, Forestry, Fisheries	18	3.8	23	4.4
Mining	**	**	0	0.0
Construction	24	5.1	23	4.4
Manufacturing-Nondurable Goods	25	5.3	11	2.1
Manufacturing-Durable Goods	35	7.4	48	9.2
Transportation	0	0.0	8	1.5
Communications and Other Public Utilities	8	1.7	3	0.6
Wholesale Trade	24	5.1	19	3.6
Retail Trade	137	28.8	131	25.1
Finance, Insurance and Real Estate	16	3.4	24	4.6
Business and Repair Service	4	0.8	6	1.2
Entertainment, Recreation	21	4.4	12	2.3
Personal Services	**	**	26	5.0
Professional Health Services	72	15.2	57	10.9
Educational Services	36	7.6	57	10.9
Other Professional and Related Services	13	2.7	42	8.1
Public Administration	42	8.8	31	6.0
Total	475	100.1	521	99.9

**Included in category directly above

Note: Percents may not add due to rounding

Source: WisPOP Data, Tables #411, #412

**Table 6-4
Employment by Industry
Town of Lincoln
1980-1990**

Industry of Employed Persons 16 Years and Over in Town of Lincoln				
	1980		1990	
	Count	Percent	Count	Percent
Agriculture, Forestry, Fisheries	30	3.3	36	3.5
Mining	**	**	0	0.0
Construction	89	9.8	100	9.7
Manufacturing-Nondurable Goods	31	3.4	33	3.2
Manufacturing-Durable Goods	89	9.8	52	5.0
Transportation	24	2.6	24	2.3
Communications and Other Public Utilities	13	1.4	26	2.5
Wholesale Trade	17	1.9	49	4.8
Retail Trade	260	28.7	280	27.2
Finance, Insurance and Real Estate	58	6.4	70	6.8
Business and Repair Service	17	1.9	36	3.5
Entertainment, Recreation	70	7.7	17	1.7
Personal Services	**	**	63	6.1
Professional Health Services	69	7.6	73	7.1
Educational Services	60	6.6	81	7.9
Other Professional and Related Services	32	3.5	42	4.1
Public Administration	47	5.2	48	4.7
Total	906	99.8	1,030	100.1

**Included in category directly above

Note: Percents may not add due to rounding

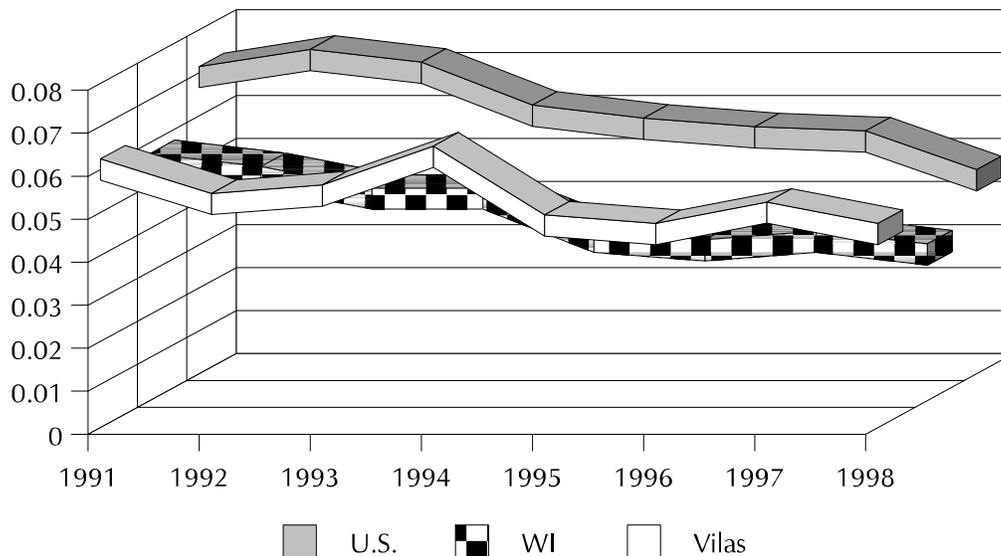
Source: WisPOP Data, Tables #411, #412

6.4 Comparative Unemployment Rates

The percentage of those who were unemployed in the City of Eagle River and Town of Lincoln was quite low in the 1990 Census. The City's 3.8% and Lincoln's 2.9% unemployment rates were lower than the corresponding Vilas County unemployment rate of 4.2% in 1990. The town's unemployment rate was lower than the statewide average of 3.5% in the 1990 Census.

The City's unemployment rates did not change much from the 1980 to 1990 Census with 4.0% in 1980 and 3.8% in 1990. Lincoln's unemployment rates dropped from 6.9% in 1980 to 3.8% in 1990, corresponding with 120 unemployed persons in 1980 versus 52 unemployed in 1990.

Figure 6-1
Unemployment Rate Comparison
U.S., WI, and Vilas County
1991-1998



	1991	1992	1993	1994	1995	1996	1997	1998
U.S.	6.9%	7.3%	7.0%	6.0%	5.7%	5.5%	5.4%	4.5%
WI	5.5%	5.2%	4.7%	4.7%	3.7%	3.5%	3.7%	3.4%
Vilas	6.0%	5.2%	5.4%	6.3%	4.7%	4.5%	5.0%	4.5%

U.S. information based on US Bureau of Labor Statistics Data

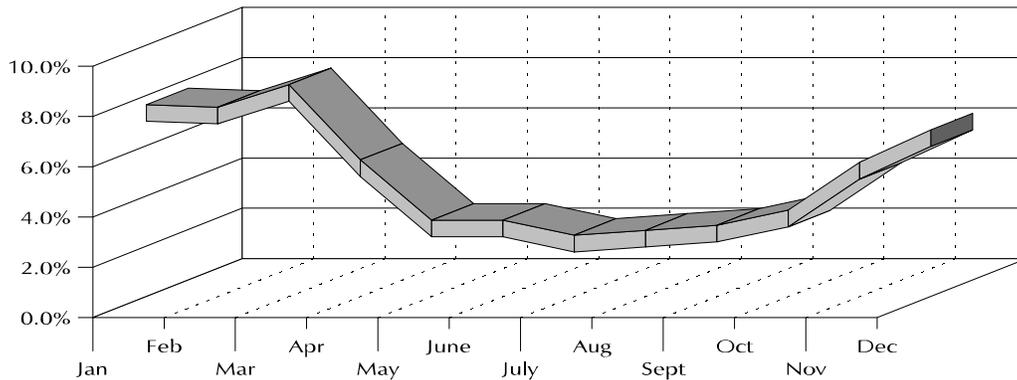
Wisconsin and Vilas information based on Wisconsin Department of Workforce Development Data

The national trend in unemployment has followed a steady decline from 1992 to 1998, decreasing from 7.3% to 4.5%. The state of Wisconsin has remained well below the national average unemployment rate in that same time frame, and dropped to a rate of 3.4% in 1998. Vilas County has also remained below or near the national average unemployment rate, but has been consistently higher than or equivalent to the statewide rate. During that same period, the

unemployment rate in Vilas County has fluctuated from a high of 6.3% in 1994 to a low of 4.5% in 1996 and 1998.

Unemployment throughout Vilas County, however, is highly seasonal. Vilas County's unemployment rates during 1998, for example, ranged from a high of 8.1% in March, to a low of 2.1% during the peak tourism season in July.

Figure 6-2
Vilas County Monthly Unemployment Rates
1998



6.5 Commuting Patterns

Table 6-5 identifies commuting patterns for the City of Eagle River and Town of Lincoln residents based on the 1990 Census. The majority of workers residing in the city also worked in the city (63%). Vilas County (outside of the City of Eagle River) was the location of business and industry where nearly one fourth of the remaining workers (24%) were employed. Just over 12% of the City's workers commuted outside of Vilas County.

More than half (52%) of the Town of Lincoln residents also worked within the City of Eagle River. Another 35% work within the remainder of Vilas County. Similarly, just over 12% of the Town's workers commuted outside of the county.

**Table 6-5
Location of Workplace
1990**

Location of Workplace	Lincoln Residents		Eagle River Residents	
	Number	Percent	Number	Percent
City of Eagle River	525	52.24%	323	63.33%
Remainder of Vilas County	356	35.42%	123	24.12%
Forest County	2	0.19%		
City of Rhinelander	37	3.68%	20	3.92%
Remainder of Oneida County	45	4.48%	28	5.49%
Gogebic County, MI	7	0.70%	2	0.39%
Lincoln County	3	0.30%		
Langlade County	3	0.30%		
Florence County	3	0.30%		
Taylor County	2	0.20%		
Worked Elsewhere	22	2.19%	14	2.75%
Total	1,005	100.00%	510	100.00%

Note: Percents may not add to 100 due to rounding.
Source: 1990 Census.

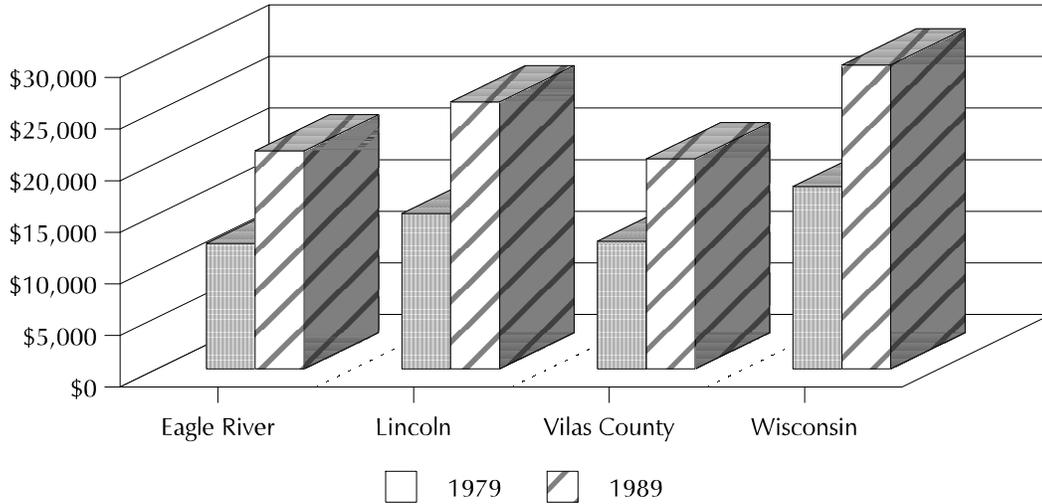
6.6 Income Characteristics

The median annual household income in the City of Eagle River increased from \$12,159 in 1979 to \$21,118 in 1989, a 73.7% increase. The median annual household income in the Town of Lincoln during the same period also rose from \$15,042 in 1979 to \$25,882 in 1989, a 72.1% increase.

By 1989, the median income in both the City of Eagle River and Town of Lincoln was higher than that of Vilas County. The county's median income rose 64.5 percent from \$12,373 in 1979 to \$20,352 in 1989.

Conversely, the median incomes from both the City of Eagle River and Town of Lincoln were significantly less than the statewide median through the same period. Wisconsin's median household income increased 66.5%, from \$17,680 in 1979 to \$29,442 in 1989.

Figure 6-3
Median Annual Household Income
City of Eagle River, Town of Lincoln, Vilas County & Wisconsin
1979 and 1989



	Eagle River	Lincoln	Vilas County	Wisconsin
1979	\$12,159	\$15,042	\$12,373	\$17,680
1989	\$21,118	\$25,882	\$20,352	\$29,442

6.7 Tourism

Tourism is a major component in Vilas County’s economy, as thousands of visitors travel to the area to take advantage of the over 1,300 lakes, large public forest lands, and diversity of recreational resources. Vilas County ranked 12th among the 72 counties in Wisconsin in 1998 for total tourism expenditures. According to annual estimates prepared for the Wisconsin Department of Tourism by Davidson-Peterson Associates, travelers to Vilas County spent \$153 million in 1998, up 13.3% from 1997. This level of expenditures is estimated to directly and indirectly support 4,602 full-time equivalent jobs and provide over \$93 million of resident income.

Davidson-Peterson also estimates the tourism expenditures according to three seasons. Not surprisingly, about 63.6% of traveler expenditures occur during the summer season from May through August. Expenditures from December through April from the winter and early spring seasons made up 19.1% of the total, while fall expenditures during September through November were 17.3%.

As noted before, the seasonal nature of the traveler expenditures has a significant impact on the fluctuations in employment rates throughout the year.

Accommodations such as motels, resorts, campgrounds and other lodging facilities generate an influx of visitors and business to the City of Eagle River and Town of Lincoln. According to licensing information from the Wisconsin Department of Health & Social Services, a total of 952 rooms are available in the Eagle River area, as well as an additional 302 sites in campgrounds. (Note: In the licensing information, the Eagle River area includes the City of Eagle River, and towns of Lincoln, Washington and Cloverland that use the 54521 zip code.) The rooms are located in 34 tourist rooming houses and rental cottages (1-4 rooms), three bed and breakfasts, 43 small motels and resorts (5-30 rooms in size), and six large hotels/motels (31+ rooms in size).

These lodging facilities in the area make up nearly one-fifth of all the accommodations available in Vilas County (19.9%) and over 9% of the available camp sites. In total, the Eagle River area features 15.5% of the available lodging rooms and camp sites in Vilas County.

When these facilities are full during the peak summer visitor season, an estimated 3,151 visitors are utilizing services in the community, about doubling the resident population.

A rough estimate of tourism impacts on the Eagle River area can be derived by extrapolating the total tourism expenditures in Vilas County using the percentage of accommodations capacity in the area versus county. Based on this extrapolation, the City of Eagle River, Town of Lincoln and adjoining towns may benefit from roughly \$23.7 million of expenditures from visitors each year. These expenditures directly support roughly 451 full-time equivalent jobs in the area, and indirectly support another 263 jobs. Visitor expenditures also directly and indirectly provide roughly \$1.7 million in local revenues to the area such as sales tax and room tax, and support about \$14.5 million in resident income.

6.8 Seasonal Residents

In addition to visitors to the town, people owning seasonal/recreational homes in the area can nearly out-number the local residents during peak times during the summer. In Vilas County, the City of Eagle River has the least amount of housing units used for seasonal/recreational or occasional use according to the 1990 Census, with just 29 housing units (4.1% of total housing in the city). However, in the Town of Lincoln, 596 housing units (35.7% of total housing in the town) were seasonal homes. With these housing units, an estimated 2,500 additional seasonal residents may be housed in the communities during the peak summer season, greatly adding to the resident population.

Seasonal homeowners also contribute expenditures for food and drink, recreation and equipment, auto and home supplies, construction and remodeling, and professional and other services. A 1995 study of Recreational Homeowners in Wisconsin estimated total expenditures of about \$127 million from seasonal residents in Vilas County. A rough estimate of expenditures of City of Eagle River and Town of Lincoln seasonal residents can be extrapolated from the proportion of seasonal housing units in the area (5.4 percent) versus county. Table 6-6 shows that roughly \$6.8 million of expenditures help to stimulate the economy in the City of Eagle River and Town of Lincoln area.

Seasonal residents in the surrounding towns of Washington and Cloverland also shop in the Eagle River area (1369 seasonal homes). When their economic impact is added to the impact of seasonal residents with homes located in the City of Eagle River and Town of Lincoln, an estimated \$21.8 million of expenditures from seasonal homeowners help support the area's economy annually, nearly equaling the economic impact of visitors.

Table 6-6
Recreational Homeowner Expenditures
City of Eagle River and Town of Lincoln Estimates

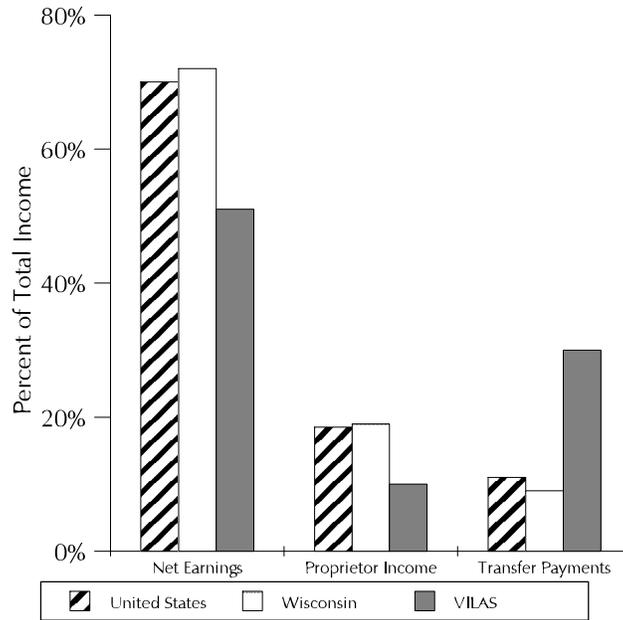
Vilas County Rec. Homeowners Expenditures		
	Vilas County \$ in millions	City of Eagle River and Town of Lincoln ¹ \$ in millions
Food & Drink	15	0.81
Recreation & Equipment	9	0.49
Auto & Home	9	0.49
Construction & Remodeling	32	1.73
Professional Services and Other	62	3.34
TOTAL	127	6.86

Source: UWEX, Tourism Research & Resource Center, Expenditures of Recreational Homeowners in Wis., 1995¹ - Extrapolated from county figures.

6.9 Retirement Sector

The large number of retirees living within City of Eagle River and Town of Lincoln also contribute personal income in the form of transfer payments such as retirement fund income, social security and others. In Vilas County, transfer payments account for more of the personal income of residents than proprietor income. When compared with the rest of Wisconsin and the United States, the level of transfer payments is more than twice the percent of total income.

Figure 6-4
Major Sources of Personal Income
U.S., WI and Vilas County, 1997



Source: Woods & Poole Economics, Inc.
 Department of Agricultural and Applied Economics, U-W Madison/Extension.

7 Transportation

A transportation system supports the growing economy of a community, which provides opportunities for its residents and visitors. These opportunities enhance the community's standard of living. Of particular importance in smaller communities is the local road system, since it generally has the greatest direct input and investment by the local government.

A well-designed road system can result in many benefits and long term cost savings for a community. Being an integral aspect of the city or town, it plays a major role in the efficiency, safety and overall desirability of the community as a place to live and work.

7.1 Existing Road Systems

In analyzing the road system, several aspects should be examined to discern possible shortcomings as well as plan for future needs. Analysis of traffic patterns, traffic counts, crash reports, discussion with individuals at the local, county and state levels, and a field survey of the roads can assist in providing possible recommendations relevant to the system.

Because the Town of Lincoln surrounds the City of Eagle River, the road network of both communities will be considered. To begin the analysis, an examination of the existing configuration or pattern of the road system is in order. As Map 7-1 depicts, the City of Eagle River could be split in an east and west section by USH 45/STH 32-17 and in a north and south section by the Eagle River.

The Town of Lincoln's road configuration does not follow the typical rural roadway pattern of primarily north-south and east-west roads. Rather, the abundance of natural features within the town, including its many lakes, creeks, and forested areas tend to direct roadway patterns.

The road system is composed of three levels of government jurisdiction. These include the city and town system of the local roads, the county system of trunk highways, and the State and Federal highway systems. Map 7-1 identifies the existing road patterns. The map illustrates that local roads comprise the greatest mileage. However, in terms of the functional role and the amount of traffic carried by each type, USH 45/STH 32, STH 17, STH 70 and Wall Street are the most significant.

7.2 Roadway Classifications

The three levels of jurisdictional roadways, state and federal, county, and local, often times are considered to approximate the functional classification of roads used for planning and design purposes. The division of roadways into the functional classes, arterials and collectors, represents a breakdown relative to the principal service the roadway is intended to serve. The functional classification is generally the basis of funding, constructing, and maintaining the various levels of roadway. This classification for rural areas often results in the use of the state

and federal roads as arterials, while county and town roads serve as collectors within the system (see Map 7-1).

Although the definitions are somewhat formal, they attempt to explain the principal role of each type of roadway. While the four classes appear to be set apart, the sharp distinctions are actually more subtle. For discussion and planning purposes, however, these more specific definitions are applied.

Principal Arterial (Freeways)

The principal function is to provide the most efficient movement for relatively large volumes of traffic at increased speeds. Movement to and from other road facilities is limited to controlled interchanges. Regional movement of traffic contributes an increasing portion of the traffic counts.

Minor Arterial

The principal function is to provide efficient traffic movement for larger volumes of traffic. Little or no direct access is strived for with non-local destinations comprising a major portion of the traffic.

Major Collector

The principal function is to provide an intermediary link between efficient movement of arterials and accessibility of local roadways. They serve to funnel or collect traffic from local roadways to arterials. More efficiency of movement is strived for in favor of accessibility.

Minor Collector (Local Roadways)

The principal function is to provide traffic with access to and from property. It is the grass roots classification where accessibility for vehicles and pedestrians is emphasized and efficiency of movement is secondary.

As previously noted, these functional classifications are generally equated with the jurisdictional divisions. In the more developed, larger urban communities, this relationship may not be as rigid, whereas the local community constructs and maintains all classes of the roadway system. In the typical rural transportation system, however, the jurisdictional and functional classifications maintain a closer relationship. The greatest emphasis of traffic in rural areas is generally on non-local efficient movement whereas local access is secondary due to relatively low population densities.

Map 7-1 Transportation Data

Table 7-1
Year 2010 Rural Area Highway Functional Classification Criteria

Functional Classification	Traffic Volume	Basic Criteria			Supplemental Criteria or must meet both of these plus 90% of traffic volume
		Population Service	Land Use Service	Spacing	
Principal Arterial	>3,000	Connect places 50,000 with other places 50,000. Connect places 5,000 with places 50,000.	Provide access to 12 large attractions	Maximum 30 miles	None for Principal Arterials
Minor Arterial	>1,000	Connect places 5,000 with other places 5,000. Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation 300,000 if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection. 2. Major river crossing restrictive topography.
Major Collector	>500 (>2,000)	Connect places 1,000 with other places 1,000. Connect places 500 with places 1,000 or higher function route. Connect places 500 with other places 500 or higher function route. Connect places 100 with places 500 or higher function route.	Land use service index ≥ 16 . Provides access to smaller attractions (i.e., airports, schools factories, parks, etc.)	Maximum 10 miles	1. Alternate population connection. 2. Major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.
Minor Collector	>200 (>800)	Connect places 100 with other places 100. Connect places 50 with places 100 or higher function route.	Land use service index ≥ 8 . Serves same type of attractions as major collector.	Maximum 10 miles	1. Alternative population connection. 2. One major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.

Source: Wisconsin Department of Transportation.

Based on the qualifications of the roadway classifications, the City of Eagle River and the Town of Lincoln have the service of 1 principal arterial, 2 minor arterials, 1 major collector and 6 minor collectors. USH 45/STH 32 is a principal arterial, and STH 70 and STH 17 are minor arterials. CTH G is a major collector. Illinois road, Croker road, Silver Lake road, Eagle Lake road, Dollar Lake road and Loon Lake road are minor collectors.

To further assist in the classification of roads within the roadway system, the following table identifies the basic criteria used to determine the functional class of each road within a community. (See Table 7-1, Year 2010 Rural Area Highway Functional Classification Criteria.)

Annual average daily traffic counts (AADT's) for 1992, 1995, 1998 and 2001 for seven locations in the City of Eagle River are presented in Table 2. In addition, the change in annual average daily traffic counts from 1992 to 2001 for these locations is also included in Table 7-2.

Table 7-2
Annual Average Daily Traffic Counts
City of Eagle River
1992-2001

Location	1992	1995	1998	2001	%Change 1992-2001	#Change 1992-2001
I USH 45-STH 32 south of CTH G	8,000	9,080	8,900	7,700	-3.8	-300
J USH 45-STH32/17 north of Spruce St	14,130	21,423	19,300	16,000	13.2	1,870
K USH 45-STH 32/70 west of USH 45-STH32	3,840	6,498	6,800	7,400	92.7	3,560
L STH 70/17 west of Railroad St	9,440	14,436	12,200	10,700	13.3	1,260
M Wall Street east of STH 17-Railroad Street	8,200	8,200	9,500	9,100	11.0	900
N Wall Street west of Seventh Street	7,540	10,048	13,400	10,700	41.9	3,160
O Wall Street east of Seventh Street	890	1,479	1,200	1,400	57.3	510

Source: Wisconsin Department. of Transportation.

The highest daily traffic volumes in the four reference years are found on the principal arterial USH 45-STH 32/17 north of Spruce Street at location J (16,000). The largest percentage increase in volume from 1992 to 2001 occurred along USH 45-STH 32/17 west of USH 45-STH 32, recording an additional 3,560 motor vehicles or an increase of 92.7%. A large increase was recorded along Wall Street east of Seventh Street, experiencing an increase of 510 motor vehicles or 57.3%. Another large increase was recorded along Wall Street west of Seventh Street, experiencing an increase of 3,160 motor vehicles or 41.9%. In addition, three other locations (J, L and M) experienced increases in traffic volumes of over ten percent between 1992 and 2001. USH 45-STH 32 south of CTH G (I) showed a 3.8% decline in traffic volume, or 300 fewer vehicles between 1992 and 2001.

7.3 Traffic Counts

In addition to the annual average daily traffic counts, traffic count forecasts were prepared by the Wisconsin Department of Transportation for several locations within the City of Eagle River. Table 3 shows the projected Annual Average Daily Traffic Counts from base year 2001 to forecasts year 2025. The largest percentage increase in traffic volume is projected to occur on USH 45-STH 32/70 west of USH 45-STH 32, with an additional 6,330 motor vehicles or an increase of 85.5%. Traffic volume on Wall Street east of Seventh Street is projected to increase from 2001 to 2025 by an additional 820 motor vehicles, or 58.6%. Traffic on USH 45-STH 32/17 north of Spruce Street is projected to increase by 39.6%, or an additional 6,340 motor vehicles. The location with the lowest projected traffic increase was on Wall Street east of STH 17/Railroad Street, which is projected to be 3.0% or an additional 270 motor vehicles.

Traffic volume on Wall Street west of Seventh Street is projected to decline between 2001 and 2025 to 0.4% or 40 fewer motor vehicles. It should be noted that traffic patterns to access the Wall Street business district and parking areas have changed significantly, so traffic projections will be difficult to assess over the next few years as residents and visitors accommodate the changes. Construction by the Wisconsin Department of Transportation on STH 45/32 north/south through Eagle River was completed in 2001. This project included a four-lane bridge and road expansion/bypass, allowing increased traffic flow across the river and through the city.

**Table 7-3
Projected Annual Average Daily Traffic Counts
City of Eagle River
2001-2025**

Location	2001	2005	2015	2025	%Change 2001-2025	#Change 2001-2025
I USH 45-STH 32 south of CTH G	7,700	7,940	8,540	9,110	18.3	1,410
J USH 45-STH32/17 north of Spruce St	16,000	17,130	19,810	22,340	39.6	6,340
K USH 45-STH 32/70 west of USH 45-STH32	7,400	8,610	11,310	13,730	85.5	6,330
L STH 70/17 west of Railroad St	10,700	11,200	12,430	13,600	27.1	2,900
M Wall Street east of STH 17-Railroad Street	9,100	9,140	9,260	9,370	3.0	270
N Wall Street west of Seventh Street	10,700	10,700	10,680	10,660	-0.4	-40
O Wall Street east of Seventh Street	1,400	1,550	1,900	2,220	58.6	820

Source: Wisconsin Department. of Transportation.

Annual average daily traffic counts (AADT's) for 1992, 1995, 1998 and 2001 for nine locations in the Town of Lincoln are presented in Table 7-4. In addition, the change in annual average daily traffic counts from 1992 to 2001 for these locations is also included in Table 7-4.

Table 7-4
Annual Average Daily Traffic Counts
Town of Lincoln
1992-2001

Location	1992	1995	1998	2001	%Change 1992-2001	#Change 1992-2001
A STH 17 south of STH 70	3,540	4,453	4,200	4,900	38.4	1,360
B USH 45-STH 32 0.5 mile north of Oneida Co.	3,480	4,446	5,300	5,200	49.4	1,720
C USH 45-STH 32/70 west of STH 70	*7,020	7,430	6,400	7,600	8.3	580
D STH 70 west of STH 17	5,600	7,194	7,500	7,000	25.0	1,400
E CTH G 1.25 miles west of USH 45/STH 32	2,010	1,565	1,800	1,900	-5.5	-110
F STH 70 east of STH 17	9,150	12,999	10,900	11,400	24.6	2,250
G USH 45-STH 32 0.5 mile south of STH 70	5,280	7,085	6,200	7,400	40.2	2,120
H STH 70 east of USH 45-STH 32	4,560	7,123	5,900	6,800	49.1	2,240
I USH 45-STH32 south of CTH G	8,000	9,080	8,900	7,700	-3.8	-300

*Denotes 1989 AADT data

Source: Wisconsin Department of Transportation.

The highest daily traffic volumes in the four reference years are found on the minor arterial STH 70 east of STH 17 at location F (11,400). Although this stretch of highway is designated as a minor collector it functions as a principal arterial. The largest percentage increase in volume from 1992 to 2001 occurred along USH 45-STH 32 about 0.5 mile north of Oneida County, recording an additional 3,410 motor vehicles or an increase of 49.4%. A large increase was also recorded along STH 70 east of USH 45/STH 32, experiencing an increase of 2,240 motor vehicles or 49.1%. Another large increase was recorded along USH 45-STH 32 0.5 mile south of STH 70, experiencing an increase of 2,120 motor vehicles or 40.2%. In addition, three other locations (A, D and F) increased in traffic volumes by approximately 20% or more between 1992 and 2001. The location with the smallest increase in traffic volume was on USH 45/STH 32/70 west of STH 70, which experienced an 8.3% increase in volume. Two locations (E and I) show a decline in traffic volume, experiencing a 5.5% decline in traffic volume at location E and a 3.8% decline in traffic volume at location I.

Table 7-5 shows the projected Annual Average Daily Traffic Counts from base year 2001 to forecast year 2025 for the Town of Lincoln. The largest percentage increase in traffic volume is projected to occur on STH 70 west of STH 17, with an additional 3,370 motor vehicles or an increase of 48.1%. Traffic volume on STH 70 east STH 17 is projected to increase from 2001 to 2025 by an additional 5,270 motor vehicles or an increase of 46.2%. In addition, four other locations (A, B, E, G and H) are projected to experience increases in traffic volume of approximately 28% or more between 2001 and 2025. The location with the lowest projected traffic volume increase was 5.7% on USH 45-STH 32 west of STH 70.

Table 7-5
Projected Annual Average Daily Traffic Counts
Town of Lincoln
2001-2025

Location	2001	2005	2015	2025	%Change 2001-2025	#Change 2001-2025
A STH 17 south of STH 70	4,900	5,230	6,000	6,730	37.3	1,830
B USH 45-STH 32 0.5 mile north of Oneida Co.	5,200	5,560	6,410	7,210	38.7	2,010
C USH 45-STH 32/70 west of STH 70	7,600	7,680	7,850	8,030	5.7	430
D STH 70 west of STH 17	7,000	7,610	9,040	10,370	48.1	3,370
E CTH G 1.25 miles west of USH 45/STH 32	1,900	2,010	2,270	2,510	32.1	610
F STH 70 east of STH 17	11,400	12,350	14,590	16,670	46.2	5,270
G USH 45-STH 32 0.5 mile south of STH 70	7,400	7,770	8,670	9,520	28.6	2,120
H STH 70 east of USH 45-STH 32	6,800	7,220	8,230	9,170	34.9	2,370
I USH 45-STH32 south of CTH G	7,700	7,940	8,540	9,110	18.3	1,410

Source: Wisconsin Department. of Transportation.

7.4 Crash Locations

To further analyze the Town of Lincoln and City of Eagle River road systems, the frequency, location of, and causes of motor vehicle crashes can be used to identify problem areas. The frequency of motor vehicle crashes tends to correlate directly with traffic volumes, however the design and condition of the road may also have an impact on the crash rate. Table 6, Motor Vehicle Crash Summary, displays the number of crashes for roads in the City of Eagle River which have experienced eight or more motor vehicle crashes from 1991 to 2001 as reported by the Department of Transportation, Division of Motor Vehicles. The “other” category includes all other crashes from locations that individually had less than eight motor vehicle crashes from 1991 to 2001.

**Table 7-6
Motor Vehicle Crash Summary
City of Eagle River
1991-2001**

Crash Location	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	Total
USH 45- STH 32/17	11	6	7	1	3	3	0	5	3	6	10	55
Railroad St	25	36	33	18	17	25	28	25	19	18	12	256
Wall St	14	14	15	14	20	5	18	4	0	14	4	122
Pine St	8	12	9	13	9	8	13	13	7	15	12	119
Division St	2	4	6	3	2	2	1	5	3	3	3	34
Main St	4	2	1	3	5	1	4	0	2	1	5	28
Spruce St	1	0	3	2	3	1	1	5	2	0	3	21
Silver Lake Rd	2	4	5	1	0	1	1	1	1	2	1	19
First St	2	1	3	1	2	0	0	2	2	3	0	16
Pleasure Island	0	1	2	1	2	0	1	1	0	0	1	9
Walnut St	0	0	0	0	0	0	0	1	13	0	1	15
Other*	4	8	8	6	3	4	6	3	2	6	11	61
Total	73	88	92	63	66	50	73	65	54	68	63	755

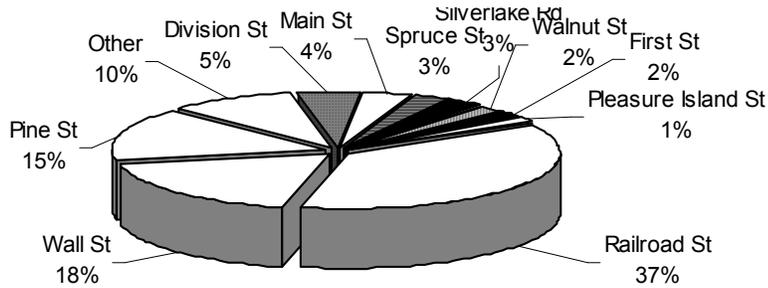
*Note: Denotes all locations with less than eight crashes from 1991-2001.

Source: Wisconsin Department of Transportation, Crash Listing, 1991-2001.

The City of Eagle River had 755 motor vehicle crashes from 1991 to 2001. As expected, the roadways with the greatest traffic volumes (Railroad Street, Wall Street and Pine Street) also had the greatest number of motor vehicle crashes. Figure 1 identifies the overall percentage of motor vehicle crashes experienced within the City of Eagle River between 1991 and 2001 by location.

As seen in Figure 7-1, Railroad Street experienced 37% of the motor vehicle crashes between 1991 and 2001. With the new realignment and expansion of STH45/STH32-17 to four lanes, traffic volume and motor vehicle crashes on Railroad Street are expected to decline. Wall Street and Pine Street were the locations of 18% and 15% respectively of the City's motor vehicle crashes between 1991 and 2001.

Figure 7-1
Percent of Total Crashes by Location
City of Eagle River
1991-2001



Source: Wisconsin Department of Transportation

Table 7-7, Motor Vehicle Crash Summary, displays the number of crashes for roads in the Town of Lincoln which have experienced eight or more motor vehicle crashes from 1991 to 2001 as reported by the Department of Transportation, Division of Motor Vehicles. Again, the “other” category includes all other crashes from locations that individually had less than eight motor vehicle crashes from 1991 to 2001

**Table 7-7
Motor Vehicle Crash Summary
Town of Lincoln
1991-2001**

Crash Location	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	Total
USH 45	30	27	37	24	32	24	27	23	27	34	29	314
STH 70	10	4	10	12	21	16	15	12	11	19	13	143
STH 17	8	11	19	8	13	8	6	11	10	8	5	107
CTH G	2	2	1	1	2	1	1	0	2	2	3	17
Bloom Rd	0	2	0	0	1	2	3	0	2	2	2	14
Evergreen Rd	0	1	2	0	0	0	3	1	0	0	1	8
Loon Lake Rd	3	0	1	0	0	1	0	1	2	1	0	9
McKinley Blvd	1	1	1	0	3	0	2	2	0	2	1	13
Meta Lake Rd	1	1	2	1	1	3	2	0	1	0	1	13
Pine Ln	0	0	1	1	2	4	1	0	0	4	0	13
Silver Lake Rd	2	1	0	0	1	2	1	0	1	2	1	11
Sundstein Rd	0	1	1	1	2	1	1	0	1	1	0	9
Wall St	3	1	1	1	0	0	0	0	1	0	3	10
Other*	8	14	1	5	11	7	7	4	6	6	13	82
Total	68	64	77	54	89	69	69	54	64	81	72	761

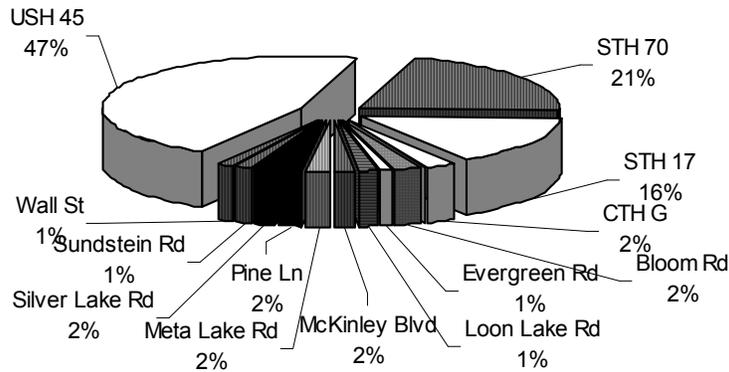
*Note: Denotes all locations with less than eight crashes from 1991-2001.

Source: Wisconsin Department of Transportation, Crash Listing, 1991-2001.

The Town of Lincoln had 761 motor vehicle crashes from 1991 to 2001. As expected, the roadways with the greatest traffic volumes (STH 70, USH 45 and STH 17) also had the greatest number of motor vehicle crashes. Figure 2 identifies the overall percentage of motor vehicle crashes experienced within Lincoln between 1991 and 2001 by location.

USH 45 experienced 47% of the total number of motor vehicle crashes between 1991 and 2001. State Trunk Highway 70 was the location of 21% of the Town's motor vehicle crashes, while STH 17 was the location of 16% of the Town's motor vehicle crashes. County Trunk Highway G was the location of 2% of the Town's motor vehicle crashes. As for local roads, the greatest number of traffic crashes occurred on Bloom Road, which experienced 14 motor vehicle crashes or about 2% of the total Town's motor vehicle crashes. McKinley Boulevard, Meta Lake Road and Pine Lane experienced 13 motor vehicle crashes or 2% of the Town's motor vehicle crashes. Silver Lake Road had 11 motor vehicle crashes, while Wall Street experienced 10 crashes. Sundstein Road, Loon Lake Road and Evergreen Road accounted for 1 % each of the motor vehicle crashes in the Town of Lincoln.

Figure 7-2
Percent of Total Crashes by Location
Town of Lincoln



Source: Wisconsin Department of Transportation

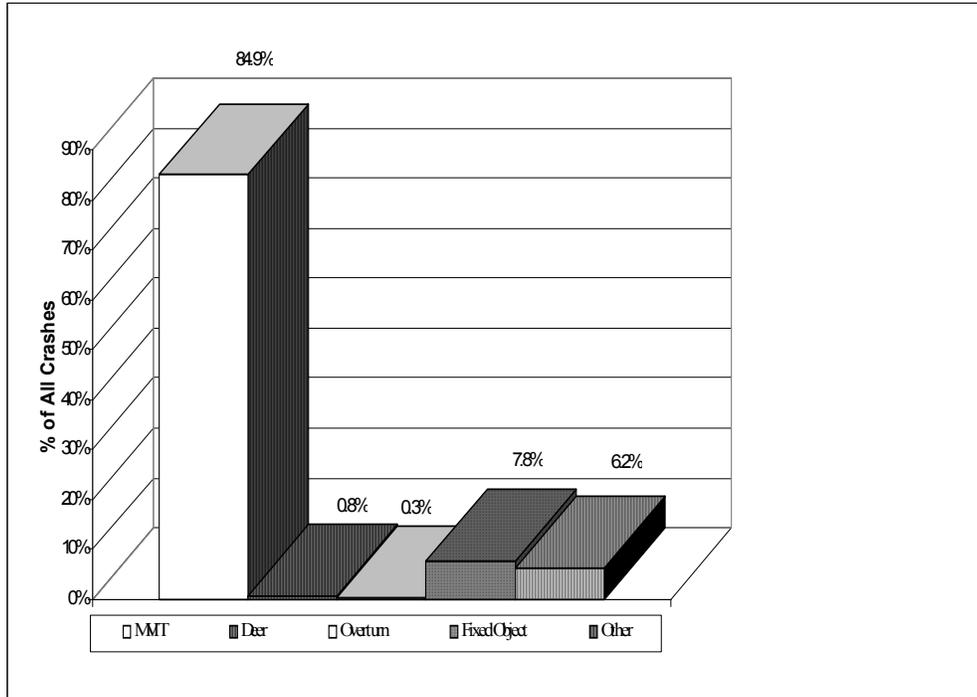
In addition to analyzing the number of crashes per roadway, a review of the trends for intersection motor vehicle crashes can provide insight to problem areas in the roadway system. Map 7-1 displays the locations of intersection crashes from 1991-2001. The intersections are classified by location and number of crashes, which range from one to twenty-three.

Within the city, the intersections of Railroad Street and Wall Street had 23 crashes during the period between 1991 and 2001. This is an average of 8.2 motor vehicle crashes per year. The intersection of Railroad Street and Pine Street experienced 21 motor vehicle crashes from 1991-2001, or 7.5% of the city's total. The intersection of USH 45-STH 32/17 and Jack Frost Road had 20 motor vehicle crashes between 1991-2001. The intersection of USH 45-STH 32/17 and McKinley Blvd. had 19 crashes between 1991-2001.

In the Town of Lincoln, the intersection of STH 70 and STH 17 had 36 motor vehicle crashes from 1991 to 2001. The intersection of USH 45/32, CTH G and Pleasure Island Road had 13 crashes, while the intersection of USH 45/32 and STH 17 had seven crashes in that period. The other intersections illustrated on Map 1 experienced fewer motor vehicle crashes during this time frame. It should be understood however, that roadways with greater volumes of traffic have an increased risk of crashes, which is the case for the above-mentioned roadways.

Further analysis of motor vehicle crashes by type of crash provides greater detail into the cause of motor vehicle crashes within the City of Eagle River and the Town of Lincoln. Figure 7-3 and Figure 7-4, Total Crash by Type, displays the types of crashes from 1991 to 2001.

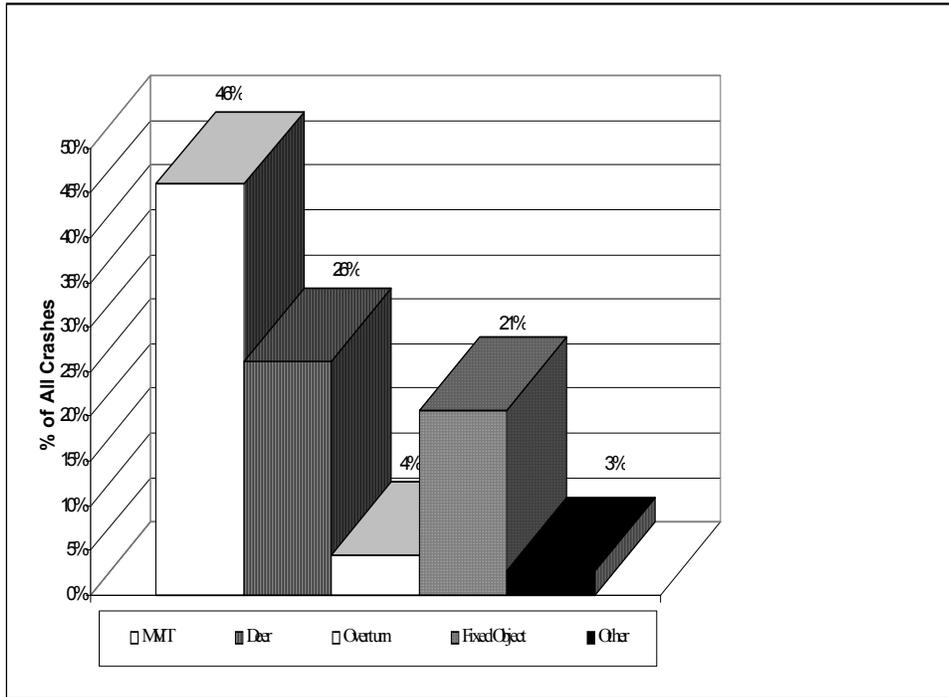
**Figure 7-3
Total Crashes by Type
City of Eagle River
1991-2001**



Source: Wisconsin Department of Transportation

Figure 7-3 for Eagle River illustrates that the greatest attributable cause, or type of crash, from 1991-2001 was the category Motor Vehicle in Transit (MVI), which comprised 84.9% of all crashes in the city. The second most common crash type was Fixed Objects, which accounted for 7.8% of crashes. Fixed Objects include trees, ditches, utility poles, traffic signposts and mailboxes. “Other” was the third most common crash type, and accounted for 6.2% of all crashes. This category includes objects on the road, objects not fixed, parked vehicles and animals other than Deer. Deer accounted for 0.8% of crashes, while Overturn was 0.3% of the crashes within the city.

**Figure 7-4
Total Crashes by Type
Town of Lincoln
1991-2001**

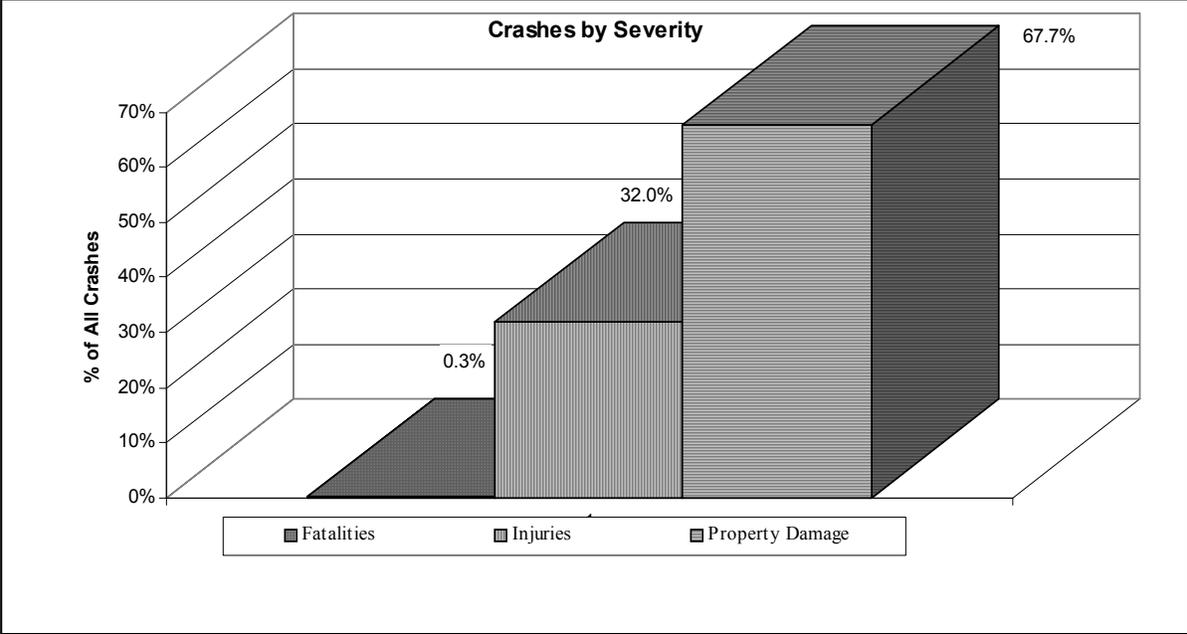


Source: Wisconsin Department of Transportation

Figure 7-4 illustrates that the greatest attributable cause, or type of crash in the Town of Lincoln from 1991-2001 was the category Motor Vehicle in Transit (MVIT) at 46% of all crashes. The second most common crash type was Deer, which accounted for 26% of crashes in the Town. Fixed Objects was the third most common crash type with 21% of crashes. Overturn comprised 4% of all crashes, while the category “Other” included 3% of the crashes in the Town of Lincoln.

The severity of the crashes is also a concern in determining if roadway conditions contributed to fatalities or injuries. Figure 5 and Figure 6 display the severity of all motor vehicle crashes from 1991 to 2001.

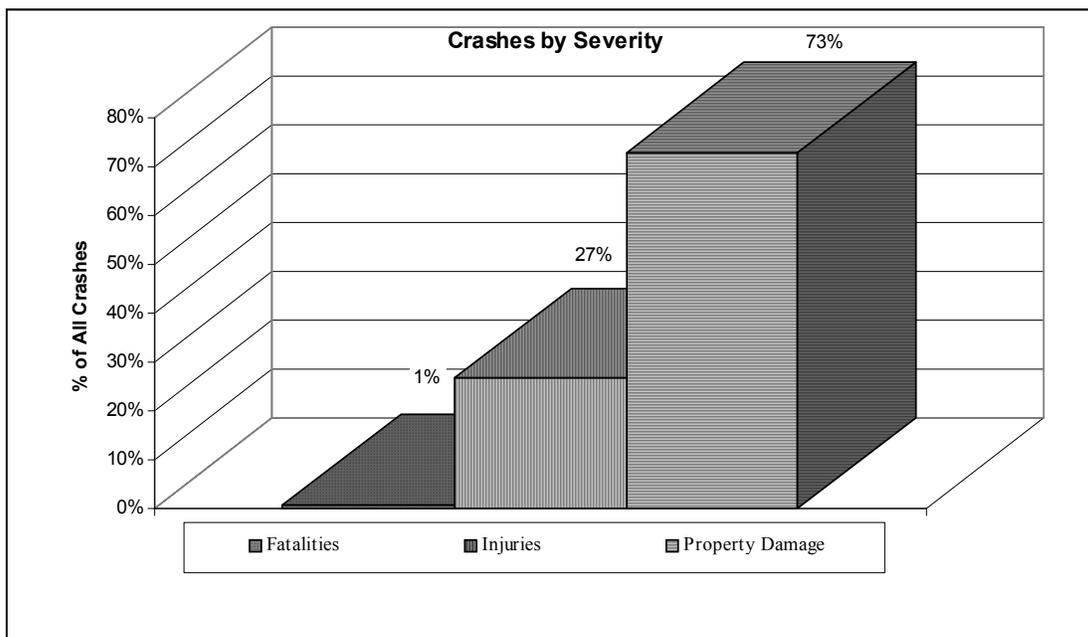
**Figure 7-5
Severity of Motor Vehicle Crashes
City of Eagle River
1991-2001**



Source: Wisconsin Department of Transportation

For the city, Figure 7-5 indicates that the greatest portion of all crashes, 67.7%, result in property damage to the vehicle(s) involved. Injuries occurred among 32% of all crashes from 1991 to 2001, while fatalities occurred in less than 1% of the motor vehicle crashes within the City of Eagle River.

**Figure 7-6
Severity of Motor Vehicle Crashes
Town of Lincoln
1991-2001**



Source: Wisconsin Department of Transportation

In the Town of Lincoln, Figure 6 indicates that the greatest portion of all crashes, 73%, result in property damage to the vehicle(s) involved. Injuries occurred among 27% of all crashes, while fatalities occurred in 1 percent of the motor vehicle crashes within the Town of Lincoln.

7.5 Existing Street Conditions

To assess the condition of the City's streets, the public works department uses the PASER (Pavement Surface Evaluation and Rating) system to evaluate the roadway conditions.

To assess the condition of the town's roadways, Town Board members conduct an annual "road workshop". The workshop consists of the board members performing a visual assessment of all the town roads, during which all repairs, maintenance, etc. that are observed to be needed are identified. After completion of the visual assessment, the board members reconvene at the town hall to prioritize the work to be completed based on their observations.

7.6 Air Transportation

Air services available to the City of Eagle River residents include the facilities in Eagle River and Rhinelander. Eagle River Union Airport is located in the City of Eagle River. This facility provides seasonal air passenger service. The airport is classified as a Transport/Corporate airport. The Wisconsin Department of Transportation "Five Year Airport Improvement Plan" lists the construction of a crosswind runway and the construction of a helipad in 2003 as expansion plans for the Eagle River Union Airport.

Rhineland-Oneida County airport is located about 20 miles south of Lincoln. This facility is classified as an Air Carrier/Air Cargo airport. Regularly scheduled commercial air service is available to area residents. The airport provides one commercial airline carrier, Mesaba air. This commercial carrier offers six commuter flights daily to Minneapolis, Minnesota. The total commercial passenger traffic for the Rhinelander/Oneida County Airport for 2001 was 56,000 persons. Additional passenger services at the airport include private air charters through the Rhinelander Flying Service.

7.7 Rail Transportation

Railroad facilities do not exist in the Town of Lincoln or City of Eagle River. The nearest railroad is Wisconsin Central Limited located in Rhinelander and Argonne; both facilities are approximately 30 miles from the area.

7.8 Transportation Improvements

The Wisconsin Department of Transportation recently completed project in Eagle River expanded the bridge on USH 45-STH 32/17 to four lanes and included a snowmobile trail. A center turn lane was constructed on USH 45 to ease traffic congestion. A new wearing surface was constructed from Hospital Street to Chain O' Lakes Road. Adding sidewalks, lights and landscaping also enhanced the highway. Access Control was implemented from Bloom Road to Pine Street. This project is expected to help move traffic from the congested west side of the city through the downtown area by increasing the capacity of the two-lane highway to the recently constructed four-lane highway. The sidewalks will help the pedestrians coming from the south and north of the city to safely access the downtown area. The four-lane bridge will create a uniform traffic flow. The new 12-foot lane on the bridge for snowmobile, pedestrian and bicycle traffic will segregate them from the motor vehicle traffic. More signage will help motorists with the downtown business district as their destination from inadvertently bypassing the city.

Future projects for the Town of Lincoln include pavement replacement on STH 17 from the south county line to STH 70. There will also be road maintenance projects on USH 45 between Evergreen Road and Spruce Lane.

7.9 Transportation Recommendations

Based on the information presented in this chapter, several recommendations are provided to the Town to improve its transportation system.

- ◆ The town should continue to utilize the PASER system, a pavement management system which is simply a Capital Improvement Program geared specifically to the Town's roads. The implementation of this formalized technique allows for more effective pavement management. In addition, it provides the Town with a detailed, defensible document to assist in making informed decisions regarding road maintenance and repair. The pavement management system should include the following:
 - ▶ A detailed inventory and description of all the roads within the town.
 - ▶ A detailed surface condition survey of all the roads within the town.
 - ▶ Definition of the town's goals and objectives with respect to their road maintenance and repair. Establishment of a long-term maintenance schedule, which prioritizes road maintenance and repair, needs based on condition evaluations.

The most vital element in a pavement management system is the process used to evaluate road conditions. The town performs an inventory and conditions check annually as part of its pavement management operations. Specifically, this type of system would allow the town to 1) select appropriate treatments for each road section, 2) evaluate road sections competing for immediate attention, 3) anticipate future deterioration and apply inexpensive maintenance options while they are still feasible, and 4) justify budgets for roadway improvements that are adequate to keep the roads in good condition so they will remain less expensive over the long term.

- ◆ The town should limit the number of driveway access points on local streets to improve traffic flow and maintain safety. When constructed, driveways should be adequately spaced to minimize vehicle conflict.
- ◆ The town should require traffic impact studies for large-scale developments, which have the potential to create on-site and off-site traffic problems.
- ◆ The town should consider developing an official map to govern the locations of future streets within the town.
- ◆ The Town of Lincoln should ask to be placed on the public notification list of the District 7 Wisconsin Department of Transportation to have a more active role in long-range transportation planning and development in the area.

8 Natural Resource Analysis

The consideration of the natural resource base is an essential element of land use planning. The natural resource base is defined and identified by physiographic, geologic, vegetative, and hydrologic characteristics, and includes the following elements:

- ◆ Topography and Soils
- ◆ Surface Water
- ◆ Floodplains
- ◆ Wetlands
- ◆ Groundwater
- ◆ Woodlands
- ◆ Areas of Critical Environmental Sensitivity

Land development patterns should be structured with consideration for impacts on the natural resource base elements. Land use plans and development policies, including specific development of housing, roadways, sewer/water, etc., must be based upon and compatible with the natural resource base.

This section of the plan is intended to analyze the influence of the natural resource base elements prior to making any decisions concerning future [land] development, and to encourage the preservation of the communities' natural environment. The protection of these resources is necessary for the welfare of both people and the environment. Certain natural resources have more than merely aesthetic and leisure activity values; they are essential to long-term human survival and general welfare. Therefore, it should clearly be in the public interest to preserve and protect the resources that serve as the catalyst for many who desire to live and own property in the northwoods.

8.1 Location

The town of Lincoln is located in the Southeast portion of Vilas County. It is bounded by the town of Washington (Vilas County) and Oneida County to the East, the town of Cloverland (Vilas County) to the West, the town of Conover (Vilas County) to the North, and Oneida County to the South. The Town covers approximately 23,766.23 acres of land, and had an estimated 1998 population of 2,447 people. Lincoln is primarily a forestry and recreational community. Approximately 65% of the land in the town is covered by forest land, including public-, private-, and industrial-owned forest land, while another 13.4% of the town is comprised of surface water. The City of Eagle River is located in the north central portion of the Town of Lincoln. The city covers approximately 1,713.54 acres of land, and had an estimated 1998 population of 1,438 people. Approximately 17.9% of the land in the city is forest land, while another 6.5% is comprised of surface water. Eagle River is primarily a tourist and seasonal/recreational community. Although the 1998 population estimate in Eagle River was only 1,438, the number increased dramatically to 5,589 during the summer months.

8.2 Topography

Part of the Northern Highland Physiographic region of Wisconsin, the Town of Lincoln is characterized by short, steep slopes and ridges, and by wet depressions, most of which have no outlet. The terrain is heavily forested, which is typical of many northern Wisconsin communities. The Town is included in what is called the Winegar moraine, a major end moraine that is dominantly undulating to steep, which extends across the northwest portion of Vilas County. Elevations in the town range from approximately 1,616 feet above mean sea level to 1,700 feet above mean sea level. Elevations in the City of Eagle River range from approximately 1,628 feet above mean sea level to 1,647 feet above mean sea level. Therefore, relief is generally low in both communities.

8.3 Soils

Soils provide the physical base for land development. Knowledge of the potentials and limitations of soil types is therefore necessary when considering construction of buildings, infrastructure, or other uses of land, or to evaluate crop production capabilities. Development may be limited on soils which are characterized by poor filtration, slow percolation, flooding/ponding, wetness, [steep] slope and subsidence.

A detailed study of the soils of Vilas County was conducted by the U.S. Department of Agriculture (USDA), Natural Resource Conservation Service (NRCS - formerly Soil Conservation Service, SCS), in 1984 which resulted in the Soil Survey of Vilas County, Wisconsin, June, 1988. The survey includes a detailed identification of the specific soils found throughout the county, and also provides a grouping of soils into generalized soil associations or predominant soil patterns.

Important to land use planning, the study identifies the limitations of each soil type to certain forms of development. A soil which exhibits a "severe" limitation is one in which one or more soil properties or site features are so unfavorable, or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. For some soils rated severe, it may not be feasible to proceed with development.

The following provides a general discussion of the general soil associations found within the Town of Lincoln and the City of Eagle River. It should be noted however, that these general descriptions are only guidelines and should be referred to as such.

Town of Lincoln

The Rubicon-Sayner-Karlin association is the predominant soil classification in the town of Lincoln. This association includes nearly level to very steep, excessively drained and somewhat excessively, sandy soils on uplands, and consists of soils on glacial outwash plains, stream terraces, kames, eskers, and moraines. The landscape ranges from broad, nearly level plains to pitted outwash plains that have short, uneven slopes (0-35%), many closed drainageways, and common depressions. Approximately 42% of the county is made up of soils of this association. Primarily,

these soils are used as woodlands. In less sloping areas, the soils are well suited for residential development. Septic tank absorption fields function satisfactory, although effluent can pollute groundwater due to rapid or very rapid permeability in the substratum.

The Padus-Pence association comprises a rather large portion of the Town. This association includes nearly level to very steep, well-drained loamy soils on uplands, and makes up about 21% of the County's total land area. These soils are also used for, and suited to, woodlands. Less sloping areas of this association are suited to residential development, with septic tank absorption fields functioning satisfactorily. However, because of the rapid permeability of the soils, there is concern that effluent will pollute groundwater.

The Keweenaw-Karlin association is present only in the northeast portion of Lincoln. This association is characterized by nearly level to steep, moderately well-drained to somewhat excessively drained, loamy and sandy soils on uplands. This association makes up about 5% of the county's total land area. Keweenaw-Karlin soils are found on drumlins, water worked glacial moraines, and outwash plains. Most areas in this association are used as woodland. Nearly level to gently sloping areas of Keweenaw soils are poorly suited for residential development, whereas Karlin soils are suited for residential development in less sloping areas, although effluent may contaminate groundwater.

The last association found within the town is the Croswell-Dawson-AuGres, which is characterized by nearly level and gently sloping, moderately well-drained to very poorly drained sandy and peaty soils on flats and in upland drainageways and depressions. This association makes up about 8% of the county's land area. Most areas in this association are used as woodland, while some are used to support native wetland vegetation. Generally, these soils are poorly-suited to unsuited for residential development, which is primarily due to the seasonal high-water table.

City of Eagle River

The City of Eagle is dominated by the Rubicon-Sayner-Karlin association, and although the general soil survey describes this association as being well suited for residential development in less sloping areas, a closer analysis of Eagle River's soils reveal some soil types that have severe limitations for residential development. However, since Eagle River provides public sewer and water service to its residents, on-site septic systems are not used, thus such development restrictions may not be applicable.

Further investigation is required for "site-specific" soils information, as is the case with individual soil tests. Soil tests (commonly called perk tests) are completed for each new building site application to determine the sites' capability to accommodate the septic loads.

At the time of this report preparation, the State of Wisconsin Department of Commerce was considering on-site sanitary system disposal code revisions. The revisions, called COMM 83, were recently passed by the State legislature (2000) and resulted in a change the private, on-site treatment system options allowed in the state septic system code by adding an assortment of

sewage treatment options for residential applications that have not been previously allowed. For example, previous state code allowed sanitary permits to be approved for conventional septic systems and certain types of above ground mound systems. Holding tanks were also allowed under state code, but counties and local municipalities had the authority to ban holding tanks within their jurisdiction. The COMM 83 revisions expanded treatment options to allow greater flexibility in siting and treating private septic system waste.

The implications of the state code revisions may have dramatic land use impact. According to the Department of Commerce, the previous state code regulations would allow for 47% of lands in the state to be permitted with conventional, in-ground septic systems due to the existing soil characteristics and depth to groundwater. The new COMM 83 revisions allow nearly 81% of lands in the state to be developable due to allowing the installation of treatment systems such as sand filters and aerobic treatment that require less restrictive depths to groundwater, while effectively treating wastewater at levels the same or better than current technology.

The revisions will have significant land use impacts in terms of how much land can be developed, where development can occur, and how dense the housing can be. However, code revisions and associated land use implications will be offset by the land use plan's ability to direct the location, use, and density of development.

8.4 Surface Water

A watershed is an area of land in which water drains to a common point, such as a stream, lake or wetland. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas, and typically range in size from 100 to 300 square miles. In relation, river basins are defined within the state which encompass several watersheds. There are 32 river basins in Wisconsin which range in size from 500 to over 5,000 square miles. The WDNR prepares water quality management plans for each river basin which identify the sources of water quality problems and identify management objectives that the WDNR, local communities, counties and other agencies should take to protect and improve the water resources within the basin.

The Town of Lincoln lies within the Upper Wisconsin River Northern Sub-basin, including the Tamarack Pioneer River Watershed, Eagle River Watershed, and the Sugar Camp Creek Watershed. The City of Eagle River shares the same watersheds, with the Eagle River Watershed occupying the majority of the city, the Tamarack Pioneer River Watershed located in the northwest portion, and the Sugar Camp Creek Watershed in the eastern and northwest portions of the City. All surface water and groundwater discharge moves through each watershed and eventually enters the Wisconsin River.

The Town of Lincoln contains approximately 3,190.93 acres of surface water, including lakes and streams, which comprises approximately 13.4% of the town's total land area. The City of Eagle River contains approximately 111.78 acres of surface water, which comprises approximately 6.5% of the city's total land area. Maps 8-1 and 8-2 illustrate the hydrographic features located within the Town of Lincoln and City of Eagle River, respectively.

There are approximately 22 named lakes and 35 unnamed lakes of various sizes within the Town of Lincoln. Major lakes include Catfish Lake (1,012 acres), Eagle Lake (572 acres), Yellow Birch Lake (202 acres), Otter Lake (217 acres), and Duck Lake (108 acres). The Town also shares several lakes with neighboring towns, including Meta Lake (175 acres) located along the southeastern border of the Town. The City of Eagle River contains Silver Lake (61 acres), located in the northeastern portion of the city.

As high levels of development exist on some water bodies and increased pressure for development of shorelands on many others, and given the varied sensitivity of lakes, Vilas County developed a Lakes Classification System as part of the Vilas County Shoreland Zoning Ordinance (See Map 8-3). Each lake in Vilas County greater than 50 acres in surface area was individually evaluated and classified (low, medium, high) based upon its sensitivity to development and the level of existing development along privately-owned shoreline. Minimum lot size and setback requirements for specified uses were then developed based on the lakes' sensitivity level. Lakes 50 acres and less in surface area were not individually evaluated, but were classified as warranting the highest level of protection (minimum 60,000 sq. ft lot area, 300' frontage width, and 270' lot width).

The intent of the Lakes Classification Ordinance was to control further development as determined by the waterways ability to accommodate the development, and thus protect and preserve surface water quality, fish and aquatic life, shoreland communities and natural beauty, and compatibility of proposed development with existing land and water usage. The ordinance will also maintain safe and healthful conditions, prevent and control water pollution and soil erosion, and control building sites and the placement of structures and other land uses.

Table 8-1 identifies the lake classifications for those lakes within the town of Lincoln which are 50 acres or greater in surface area.

The lakes classification system identified that 80% of the lakes in the Town of Lincoln and City of Eagle River which are 50 acres or greater in size have a low sensitivity level, and 10% are rated as having a medium sensitivity level. Only 10% have a high sensitivity level. In addition, the majority of lakes in this area are already heavily developed. Therefore, the concern for lakes in this area will be generally be geared toward remediation efforts.

Map 8-1 Water Feature Data, Town of Lincoln

Map 8-2 Water Feature Data, City of Eagle River

In addition to the numerous lakes in these communities there are several creeks, some of which interconnect lakes within the town. The most significant streams in the town are Bloom Creek, which flows into Watersmeet Lake from the south, Eagle River, which connects Watersmeet Lake and Yellow Birch Lake, and the Wisconsin River which flows through the northwest portion of the town and also flows through Watersmeet Lake. Eagle River, which borders the Wisconsin River in the northwest portion of the City, is the predominant waterway flowing through the City of Eagle River.

Table 8-1
Classification of Lakes 50 Acres and Greater
Town of Lincoln

Lake Name	Sensitivity Level	Level of Existing Development	Minimum Lot Area	Minimum Frontage Width	Minimum Lot Width
Watersmeet Lake	Low	Medium	30,000 ft ²	150 feet	135 feet
Silver Lake*	Medium	High	30,000 ft ²	150 feet	135 feet
Eagle Lake	Low	High	30,000 ft ²	150 feet	135 feet
Otter Lake	Low	High	30,000 ft ²	150 feet	135 feet
Duck Lake	Low	High	30,000 ft ²	150 feet	135 feet
Yellow Birch Lake	Low	High	30,000 ft ²	150 feet	135 feet
Dollar Lake	Low	Medium	30,000 ft ²	150 feet	135 feet
Catfish Lake	Low	High	30,000 ft ²	150 feet	135 feet
Meta Lake	Low	High	30,000 ft ²	150 feet	135 feet
Seventeen Lake	High	Low	60,000 ft ²	300 feet	270 feet

Source: Vilas County Shoreland Zoning Ordinance, Article III, 3.4, A.

*City of Eagle River, not regulated by Vilas County Shoreland Zoning Ordinance.

The Vilas County Shoreland Zoning Ordinance separates rivers and streams into two classes for management and development purposes, based upon factors set forth in the Vilas County Lake and River Classification Study, February 1999. A Class 1 stream was designated as those water bodies that had low or limited adjacent development or potential for development, were classified as outstanding or exceptional resource waters by the WDNR, and those which were cold water trout streams. Development regulations affected by class 1 streams and rivers include a minimum lot area of 60,000 square feet, 300' frontage, and 270' lot width. All others are designated Class 2 (minimum 30,000 sq. ft lot area, 150' frontage width, and 135' lot width). All of the streams in Lincoln and Eagle River are classified as Class I streams, except for Eagle River and the Wisconsin River downstream of Hwy. G, which are Class II.

Map 8-3 Lakes Classification, Town of Lincoln

The Vilas County Shoreland Zoning Ordinance and Lakes Classification System has the regulatory impact of determining lot size, lakeshore frontage requirements, and buildable area within the shoreland zone of the towns in the county. The surface water implications relate to the amount and location of development that can occur within the town, which has a direct impact on the resulting surface water quality.

8.5 Floodplain

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. Therefore, from a planning perspective, floodplains are a very important land use feature. Construction or development within these areas should be limited to uses which are associated with the floodplain, such as recreational activities or wildlife applications.

The most recent source for identifying areas subject to flooding in the Town of Lincoln and the City of Eagle River is the Flood Hazard Boundary Map (FHBM) for Vilas County developed by the Federal Emergency Management Agency (FEMA) which became effective in 1981. The areas within Lincoln identified on the FHBM as special flood hazard areas are: along the shorelines of Watersmeet Lake, Catfish Lake, Eagle Lake, Yellow Birch Lake, Otter Lake, Duck Lake, Lynx Lake, along the shoreline of Eagle River, the Wisconsin River North through Sucker Creek, and Mud Creek South to the county line boundary. The only flood hazard area in the city of Eagle River is the shoreline along Eagle River. The flood hazard along these areas do not extend much beyond the immediate shore except along the Wisconsin River and Sucker Creek, where it extends significantly outward from the shore in certain areas.

The FHBM's are intended to be interim maps prior to the completion of a more detailed FEMA study, and therefore may not include all flood hazard areas in the town. Additional field checking may be required to determine whether or not a given area is in the floodplain before development is authorized or denied.

8.6 Wetlands

Wetlands are defined as an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. Most wetlands are dominated by plants which can tolerate various degrees of flooding, with species composition and productivity dependent on the variations in water patterns.

Wetlands are critical elements of the natural resource base as they serve several significant functions, including:

- ◆ Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates, and thus aid in maintaining surface water and groundwater quality.
- ◆ Wetlands are very productive wildlife habitat, and consequently provide recreational activities such as hunting, trapping and bird watching.
- ◆ Wetlands provide open/green space.

- ◆ Wetlands recharge groundwater supplies, the source of drinking water for town of Lincoln and City of Eagle River residents.
- ◆ Wetlands attenuate flood flows which decreases the risk of flood damage to property owners.
- ◆ Wetlands maintain base flows of streams and watercourses which is important to the continued well-being of aquatic ecosystems and associated wildlife habitat.
- ◆ Wetlands reduce soil erosion.
- ◆ Wetlands serve as a natural buffer protecting shorelines and streambanks.

Maps 8-3 and 8-4 delineate wetlands (2.5 acres and greater) within the Town of Lincoln and City of Eagle River as determined by the WDNR's digital Wisconsin Wetland Inventory (WWI) maps, which were updated in spring 1999. These wetlands may not reflect all areas considered wetlands by the U.S. Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS), or the U.S. Army Corps of Engineers.

As indicated on the map, wetlands of varying size are scattered throughout the Town. These wetlands include a wide diversity of wetland types ranging from [emergent/wet meadow to scrub/shrub, to deciduous and coniferous forested. Wetlands comprise approximately 5,499 acres of land in the Town of Lincoln, or 23% of the Town's total land area. Wetlands incorporate approximately 101 acres in the City of Eagle River, or 5.9% of the City's total land area. The largest wetland in the City of Eagle River is located on the airport property. There is also a large wetland west of the Industrial Park that will limit westward expansion of the park, as well as any airport expansion. Small wetlands are present throughout the City as well, and will need to be addressed individually at the time of development. The WDNR updated the 1987 WWI maps in 1999, and is in the process of determining wetland loss rates that occurred over the last 20 years. It is expected that the information will be available sometime in 2001.

Due to the significant environmental functions served by wetlands, there is a complex set of local, state and federal regulations which place limitations on the development and use of wetlands (and shorelands). Counties are mandated to establish shoreland-wetland zoning districts. The Vilas County Shoreland Zoning Ordinance regulates use and development in all shoreland areas (300' of navigable streams, 1000' of lakes), including all shorelands which are designated as wetlands on the WWI maps. The WDNR regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. In addition, the U.S. Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands, while the USDA incorporates wetland preservation criteria into its crop price support programs. Therefore, prior to placing fill or altering a wetland resource, the appropriate agency(ies) must be contacted to receive authorization.

8.7 Groundwater

Together with the lakes, streams and wetlands comprising surface water resources, groundwater is contained in subsurface aquifers. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils. In the north central Wisconsin region, major areas of recharge occur in outwash sand and gravel deposits and glacial till composed of unstratified sand, gravel, and clay. Less expansive recharge areas also are found where decomposed and fractured granite lies at or near the surface.

Municipalities overlying the aquifer pump the available groundwater for use in public, domestic, industrial and recreational supplies. Rural wells supply the outlying population. Under natural conditions, the aquifers generally receive clean water from rainfall percolating through the overlying soils. However, contamination of groundwater reserves can result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations into the aquifer. Runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, and leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Protection of these groundwater reserves is necessary to ensure adequate quality water to all users.

Groundwater in Lincoln is found primarily at 1,620 - 1,650 feet above mean sea level. This indicates that the water table is very high in the town as land elevations range from approximately 1,616 to 1,700 feet above mean sea level. Groundwater in Eagle River is found primarily at 1,620 feet above mean sea level. The water table is also very high in Eagle River with land elevations ranging from 1,628-1,650 feet above mean sea level. Therefore, the groundwater in both communities is highly susceptible to contamination. This can be confirmed by viewing the map (not included in this report) titled Groundwater Contamination Susceptibility in Wisconsin, 1989, which was prepared by the U.W. Extension, Geological and Natural History Survey. Nearly all of Vilas County is identified on the map as being most susceptible to groundwater contamination.

Groundwater flow in the town varies by location, depending on which watershed an area belongs to. However, contamination that enters the groundwater today in Lincoln and Eagle River can have serious consequences tomorrow in other areas.

8.8 Woodlands

The Town of Lincoln, like Vilas and most other northern Wisconsin counties, is comprised primarily of significant tracts of woodland and forest cover. Overall, forest cover comprises approximately 65% of the total area of Lincoln and approximately 17.9% of the City of Eagle River.

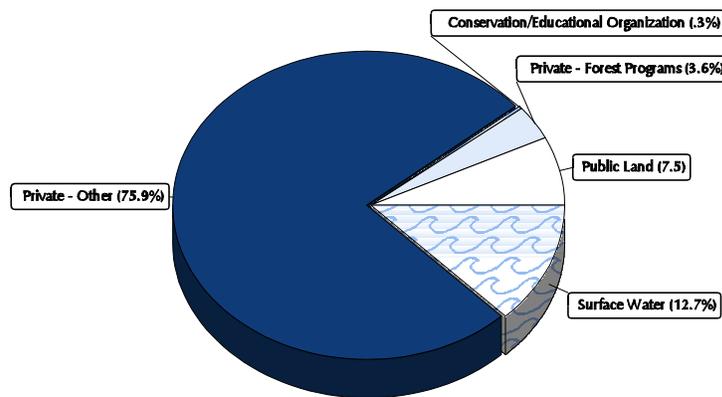
Woodland cover plays a key role in the function and value of sensitive environmental areas like steep slopes, wetlands and floodplains. Regulations of the removal of woodland vegetation is

necessary to protect scenic beauty, control erosion, provide (critical) wildlife habitat, and reduce effluent and nutrient flows into surface water bodies/courses.

Woodlands or forest covered areas in the Town are owned and managed by several different entities including public, conservation/educational organizations, private landholders for industrial forest, and other private landholders. Some private landowners may have their wooded land enrolled in one of the management programs offered by the WDNR, including the Managed Forest Law (MFL) program, or the Forest Crop Law (FCL) and Woodland Tax Law (WTL) programs (no longer open to new enrollment). Such programs have been established to preserve and protect woodlands through practicing proper management techniques. Information about these programs is provided in Appendix 8-1.

Table 8-2 (and Figure 8-1) identifies the total acreage of wooded land within the Town of Lincoln and City of Eagle River which is owned and managed by the public sector, conservation/educational organizations, privately-held industrial forests, and private lands enrolled in forest management programs. The acreage owned by entities in the public sector includes all publicly-held lands for forestry or other uses such as administration buildings and service facilities. These lands are referred to as property under some form of land and resource protection. This information is depicted in Maps 8-4 and 8-5 for the Town of Lincoln and City of Eagle River, respectively.

Figure 8-1
Land and Resource Protection Acreage
Town of Lincoln and City of Eagle River
1999



Source: Vilas County Mapping Department; North Central Regional Planning Commission.

Map 8-4 Land and Resource Protection, Town of Lincoln

Map 8-5 Land of Resource Protection, City of Eagle River

**Table 8-2
Land and Resource Protection Acreage
Town of Lincoln
1999**

Land/Resource Protection Entity	Acreage	Percent of Total
Public	1,760.5	7.5
National Forest*	32.1	0.1
State Lands/Forest (NHAL State	942.5	4.0
County Lands/Forest	706.9	3.0
Town Lands/Forest	79.1	0.3
Tribal Lands	0.0	0.0
School Forest	0.0	0.0
Private - Industrial Forest	0.0	0.0
MFL	0.0	0.0
WTL	0.0	0.0
FCL	0.0	0.0
Private - Forest Programs	843.8	3.6
MFL	803.3	3.4
WTL	0.0	0.0
FCL	40.4	0.2
Conservation/Educational Organization	77.6	0.3
Private - Other	17,917.6	75.9
Surface Water**	2,995.9	12.7
Total	23,595.4	100

Source: Wisconsin Department of Natural Resources; Vilas County Mapping Department, North Central Regional Planning Commission.

*Located in City of Eagle River.

**Includes islands.

This information reveals that nearly 80% is in private ownership, while the remaining 20% is either publicly-owned (7.4%) or surface water (13.4%). Public ownership in Lincoln is minimal when compared to other towns in Vilas County, where public ownership averages over 40%. Publicly-owned land in Lincoln includes state lands/forest, county lands/forest, and town lands/forest. The majority of publicly-owned land in the town is owned by the state of Wisconsin which is managed as part of the Northern Highland American Legion State Forest. The total acreage in the town which is owned by the state is approximately 942.51 acres or 4% of the Town.

Vilas County owns approximately 706.85 acres (3%) in the town, some of which is included in the Vilas County Forest. The Town of Lincoln also owns property within the town which is utilized for Town administration and services.

As mentioned previously, nearly 80% of land in the town is privately held, the majority of which is wooded. It is important to identify how the privately-owned woodlands are (or are not) managed or protected, and the value which private landowners place on maintaining these woodlands in a natural state. Approximately 843.75 acres of land were enrolled in WDNR forest management programs in 1999, totaling approximately 3.6% of the Town's total acreage. These programs provide tax relief to landowners of enrolled property in return for the landowner entering into a contract to manage the land as forest land for a specified length of time. Most property enrolled in these programs will likely remain under management throughout the planning period, and possibly beyond, as many of the contract agreements associated with these programs are 25 years or longer in length. It is important for the town to encourage private landowner participation in these programs in order to ensure the current aesthetics of the community still exist in the future.

Conservation and/or educational organizations own approximately 76.62 acres within the Town comprising approximately 0.3% of the Town's total area. Such ownership in Lincoln includes the property owned by Northland Pines School District, located just north of the City of Eagle River.

The remaining acreage, which comprises approximately 75.3% of the town, is under private ownership however is not enrolled in any type of formalized management program. This land includes existing intensive development (i.e., residential, commercial, industrial) which occupies approximately 15.7% (see Table 9-1) of the Town. The Town of Lincoln has the greatest percentage of land under private ownership of all municipalities in the county, and therefore has the greatest potential for development impacts in terms of changing the landscape of the town which could threaten the town's rural character. Therefore, private landowners in the town should be encouraged to participate in the Managed Forest Law program, or engage in some other form of formalized forest management practices, to ensure the preservation and health of the town's woodlands which define its "northwoods" character. There are numerous benefits which result from properly managing woodlands, including:

- ◆ Protection against overcutting.
- ◆ Low regular property tax (MFL).
- ◆ Protection against annual property tax hikes (MFL).
- ◆ Technical assistance for private forest lands (MFL).
- ◆ Predictable property tax (MFL).
- ◆ Long term forestry investment.
- ◆ Encourages woodland expansion.
- ◆ Preserves and manages wildlife habitat.
- ◆ Preserves "Northwoods" character.

8.9 Areas of Critical Environmental Sensitivity

Areas of critical environmental sensitivity are those unique elements/areas of the natural resource base which should be preserved, and therefore excluded from urban/intensive development. Typically, areas of critical environmental sensitivity include wetlands, floodplains/floodways, shorelands, areas of steep slope (especially those adjacent wetlands and shorelands), publicly-owned scientific and natural areas (i.e., fish and wildlife habitats), and identified archaeological sites. The protection of such areas is intended to 1) protect the health, safety, and welfare of the general public, 2) protect surface water and groundwater quality, 3) reduce damage from flooding and stormwater runoff, and 4) maintain important wildlife habitats or recreational areas.

Most of the areas of critical environmental sensitivity within the town of Lincoln are already managed/regulated at the federal, state, and/or county level, such as wetlands, floodplains, shorelands, and publicly-owned scientific and natural areas.

The Bureau of Endangered Resources, located within the Department of Natural Resources, administers the State Natural Areas Program for the State of Wisconsin. These areas are formally designates sites which are devoted to scientific research, the teaching of conservation biology, and especially to the preservation of their natural values and genetic diversity for future generations. They are not intended for recreational uses such as picnicking or camping. There are no State Natural Areas in the Town of Lincoln or the City of Eagle River.

9 Land Use Analysis

Land use analysis is a means of broadly classifying how land is used. Each type of use has its own characteristic that can determine compatibility, location and preference to other land uses in the Town. The land use plan brings together consideration for both the physical development as well as the social characteristics of the town. Land use mapping and related information is used to analyze the current pattern of development, and serves as the framework for formulating how land will be used in the future.

To arrive at an optimum plan that will be both effective and implemented, the plan must account for past development activity as well as current market factors and conditions that shape where and how land will be developed. Because land use is a people-orientated process, personal opinions and desires, attitudes, legal and political considerations all have land use impacts. Some of these variables have been discussed in earlier sections and will be used as reference. Other aspects will be discussed as the land use plan is developed.

Section 9.1 discusses the uses of land in the Town of Lincoln and the City of Eagle River. The existing land use types are defined, current land uses are analyzed, and existing and potential land use conflicts are identified.

9.1 Existing Land Use Inventory and Analysis

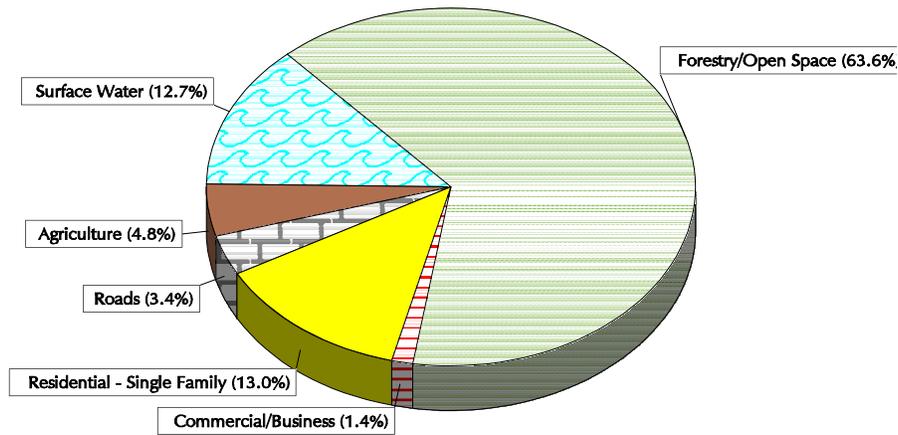
The first step in the land use analysis process was to conduct an inventory of existing uses. The land use inventory classified land uses into 25 categories. Year 1996 aerial photographs were interpreted by the Joint Land Use Planning Committee to determine the type of use, and a follow-up "windshield survey" was conducted for confirmation. For purposes of accuracy, the land use map was rectified as parcel maps became available from the Vilas Count Mapping Department.

Existing land uses were digitized from the aerial photos and formulated into Map 9-1, Town of Lincoln Existing Land Use Map, and Map 9-2, City of Eagle River Existing Land Use. Acreage totals for each land use type were calculated as presented on Tables and Figures 9-1 and 9-2 respectively. In the case of the Town of Lincoln, the situation is somewhat simplified by the general dominance of forest as a land use. As can be observed from Table 9-1, forest and open space is the largest land use category with 65% or 15,441.87 acres within the town. A distance second is surface water, which occupies 13.4% or 3,190.93 acres. Forested lands/open space and surface water account for a combined 18,632.8 acres, or 78.4% of the town's acreage. Much of the town's lakeshore areas are developed, especially on the Eagle Chain, the Eagle River, Watersmeet Lake and the Wisconsin River. This data enforces the fact that the character and development of the Town of Lincoln is closely tied to its natural resource base.

Town of Lincoln commercial and business development is concentrated along STH 70, both east and west of the city limits, and along USH 45 both north and south of Eagle River. Commercial and business uses comprise only 1.7% of total land use. Commercial uses along the corridors basically dissolve the municipal borders, as most people do not know when they are in the town

or the city. There are several resorts located along the Eagle Chain, and three separate, active agricultural areas. Residential development, besides the concentrations on the lakeshores, is primarily located along the existing road network, and comprises 13.7% of total land use. The amount of residential uses as a percentage of the total when compared to the surrounding Towns of Cloverland and Washington, which speaks to the higher town population and proximity to Eagle River. Nowhere in the town is there any sense of area identity, although there are several residential neighborhoods in proximity to the city or the Eagle Chain. There also can be no comparison in percentage change of land uses over time as the Town of Lincoln has not had a land use plan or map prior to the effort represented in this document.

**Figure 9-1
Town of Lincoln
Existing Land Use 1999**



Source: Map 9-1 Existing Land Use

**Table 9-1
Town of Lincoln
Existing Land Use and Acreage 1999**

Land Use Category	Total Acreage	Percent of Total
Residential	3,066.65	13.0
Single-Family	3,022.50	12.8
SF Residence w/ Business	24.61	0.1
Two-Family	12.20	0.1
Multi-Family	7.34	0.0
Commercial/Business	321.27	1.4
Resort	54.38	0.2
Highway	255.51	1.1
Community	11.38	0.0
Industrial	71.64	0.3
Industrial	32.55	0.1
Active and Abandoned Gravel Pits	39.09	0.2
Government Facilities/Services	67.20	0.3
Government Facilities	0.0	0.0
Public Schools	54.60	0.2
Cemetery	0.0	0.0
Active and Closed Landfill Sites/Transfer Stations/Recycling	12.60	0.1
Airfield	0.0	0.0
Private Utilities and Services	6.39	0.0
Private Utilities	0.0	0.0
Private Schools	2.06	0.1
Churches	4.33	??
Parks and Recreation Areas	119.96	0.5
Parks and Recreation	8.43	0.0
Private Campground	0.0	0.0
Youth/Adult Education Camps	111.53	0.5
Agriculture	1,137.83	4.8
Active Farmland (tilled, pasture, etc.)	804.19	3.4
Farmsteads	296.87	1.3
Orchards/Nurseries/X-Tree	36.77	0.2
Forests and Open Space	15,010.25	63.6
Roads	800.6	3.4
Surface Water	2,995.92	12.7
Total	23,597.71	100.0

Source: Joint Land Use Planning Committee; Vilas County Mapping Dept., 1999.

Map 9-1 Existing Land Use, Lincoln

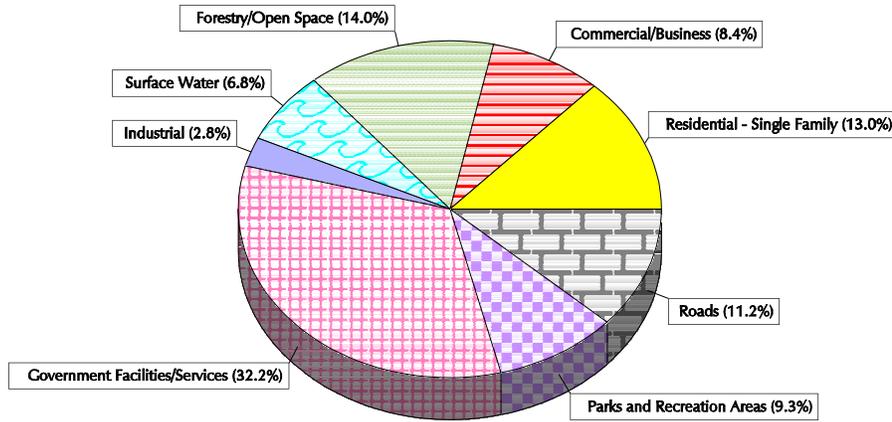
Map 9-2 Existing Land Use, Eagle River

**Table 9-2
City of Eagle River
Existing Land Use and Acreage 1999**

Land Use Category	Total Acreage	Percent of Total
Residential	225.62	13.03
Single-Family	180.77	10.44
SF Residence w/ Business	1.96	0.11
Two-Family	27.67	1.60
Multi-Family	15.22	0.88
Commercial/Business	145.93	8.43
Resort	0.77	0.04
Highway	56.28	3.25
Community	88.88	5.13
Industrial	48.71	2.81
Industrial	48.71	2.81
Active and Abandoned Gravel Pits	0.00	0.00
Government Facilities/Services	557.97	32.22
Government Facilities	55.08	3.18
Public Schools	0.00	0.00
Cemetery	18.13	1.05
Active & Closed Landfill Sites/Transfer Stations/Recycling	1.81	0.10
Airfield	482.95	27.89
Private Utilities and Services	38.46	2.22
Private Utilities	0.00	0.00
Private Schools	15.35	13.02
Churches	23.11	1.33
Parks and Recreation Areas	160.82	9.29
Parks and Recreation	154.91	8.95
Private Campground	0.00	0.00
Youth/Adult Education Camps	5.91	0.34
Agriculture	0.00	0.00
Active Farmland (tilled, pasture, etc.)	0.00	0.00
Farmsteads	0.00	0.00
Orchards/Nurseries/X-Tree	0.00	0.00
Forests and Open Space	242.73	14.02
Roads	193.40	11.17
Surface Water	117.88	6.81
Total	1731.53	100.00

Source: Joint Land Use Planning Committee; Vilas County Mapping Dept., 1999.

**Figure 9-2
City of Eagle River
Existing Land Use**



Source: Map 9-1 Existing Land Use

The City of Eagle River is Vilas County’s only incorporated municipality and lies entirely within the Town of Lincoln. Most of the city proper is platted and developed with intensive uses. Overall, 17% of the city is used in some form of residential, whether it be single family or multi-family uses. Commercial uses occupy 11.1% of lands, dedicated to either highway business or community business. A very large percentage (30%) of the city is occupied by the airport, and roughly 18% is vacant, forested, or open space (see Map 9-2). Approximately 12% of the city is allocated to recreational use, a majority of which includes the Eagle River Golf Course.

The City of Eagle River generally speaking has a few defined neighborhood areas separated by commercial uses and highways. The largest residential area is located east of Railroad Street and north of Wall street. A majority of the area is well established, with the far east and northeast sections having more recent residential development. The neighborhood also encompasses the courthouse, an elementary and middle school, Trees for Tomorrow, and the Silver Lake Subdivision. The neighborhood also borders the downtown commercial area along Wall Street.

The second area is south of Wall Street to southern city limit, which incorporates Pine Street (STH 70/USH 45). This area adjoins the downtown commercial area to the north and has become a mixed use area with new business developments locating along and in proximity to Pine Street. Another residential neighborhood is located north of the Eagle River, and west of USH 45. The area is characterized by mixed single and multi-family housing, with the neighborhood being buffered from the highway by the railroad right-of-way.

The City also has an established downtown area along the western portion of Wall Street and the intersection with Railroad Street. Commercial uses are predominant along Pine Street and USH 45, being a mix of both tourist, highway, and community type uses. Commercial uses typically occur in a strip fashion along the existing road corridors and occupy a total of 11.1% of the City's total land use. Compared to the Town of Lincoln, the city has a much higher percentage of total commercial use, yet has one-third of the total acreage dedicated to commercial uses.

Existing industrial areas are located in the southwest and the northwest portions of the City. The southwest area, in the city's industrial park, is nearly developed. The northwest portion of the City is limited to a few parcels and has limited public service capability for industrial expansion. There are a four industrial parcels located in the Town of Lincoln along STH 17 and one located just south of the City's southern border in section 32.

Generally speaking, the City is densely developed with small parcels and compact development, afforded through public sewer and water provided throughout the city. A majority of the city is developed, with limited expansion potential due to the municipal boundary or due to physical limitations. The Town of Lincoln is also densely developed adjacent to the city border, and in proximity to existing surface waters and roads. Development density reduces significantly in the town's interior areas, although sporadic rural residential development occurs throughout the town.

9.2 Development Regulations

Under Wisconsin Statutes, counties and local units of government are authorized to adopt "zoning" ordinances. Zoning is a method for implementing or carrying out the "land use plan" by predetermining a logical pattern of land use development.

A zoning ordinance consists of a map and a written text. The zoning map arranges the community into districts or zones...conservancy, agriculture, residential, commercial, industrial, etc. Within each of these districts, the text of the zoning ordinances specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated and incompatible uses; particularly in relationship to transportation facilities, utilities and public services and facilities. In Vilas County, zoning in many cases has been the only land use control in the unincorporated townships. Many of the existing zoning districts permit, or "roll-up", uses that are permitted in other districts. The effect is permitted land uses that range far from the intent of the district and actually cause inconsistency of use. The rationale behind the Vilas County Land Use Plan process, and the premise of both the Town of Lincoln and the City of Eagle River's plan, is to establish preferred use of land, *then* compare to existing zoning districts to determine compatibility of uses.

A county may promulgate a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages, but it is only effective if a town adopts it for application to its jurisdiction, which the Town of Lincoln has done. In the absence of a county zoning ordinance, towns can adopt their own zoning ordinances, but if there is a county ordinance in place and a town wants to adopt zoning, it must adopt the county ordinance, or have the county approve a separate ordinance for that town. Any ordinance, ordinance revision, or amendment to a "town" zoning ordinance under these conditions must first be approved by the county before it may become effective. The Vilas County General Zoning Ordinance and Shoreland Zoning Ordinance No. 85 was originally adopted January 15, 1985, and amended (#85-94) May 01, 1999. The City of Eagle River also has its own zoning code (adopted as Chapter 17 in the City's municipal code, 07/09/91) which is quite different than the zoning regulations enforced in the Town of Lincoln.

The County Zoning Ordinance regulates land use within the Town of Lincoln. And the city ordinance regulates use with Eagle River. The zoning districts are shown on Maps 9-3 (Lincoln) and 9-4 (Eagle River). The zoning district acreage can be seen in Tables 9-3 and 9-4. Specific zoning district language for the Town of Lincoln can be found in Appendix 9-1 (Article IV only), and the City of Eagle River zoning districts can be reviewed in Appendix 9-2 (17.25-17.36 only).

Table 9-3
1999 Existing Zoning District Acreage
Town of Lincoln

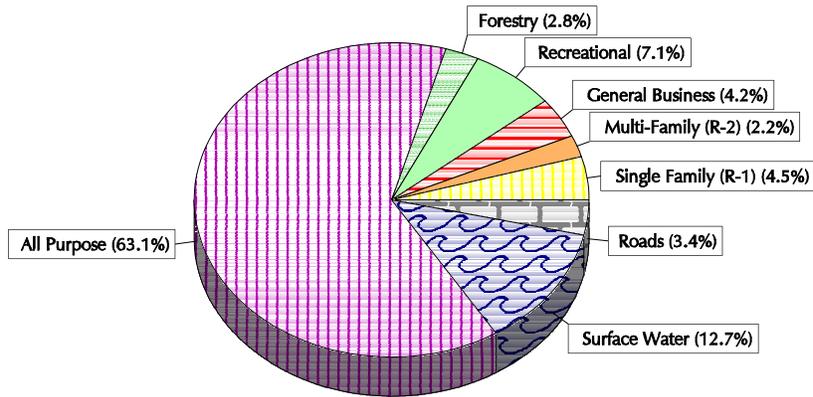
Zoning District	Land in Acres	Percent of Total
Single-Family R-1	1,065.7	4.5
Multi-Family	520.5	2.2
General Business	983.6	4.2
Community Business	0.0	0.0
Recreational	1,685.5	7.1
Industrial	0.0	0.0
Forestry	651.2	2.8
Agricultural	0.0	0.0
All Purpose	14,884.4	63.1
P.U.D.	0.0	0.0
Roads	811.0	3.4
Surface Water	2,995.9	12.7
Total	23,597.8	100%

Source: Vilas County Mapping Department

Map 9-3 Existing Zoning, Lincoln

Map 9-4 Existing Zoning, Eagle River

**Figure 9-3
Existing Zoning as Percent of Total Use
Town of Lincoln**



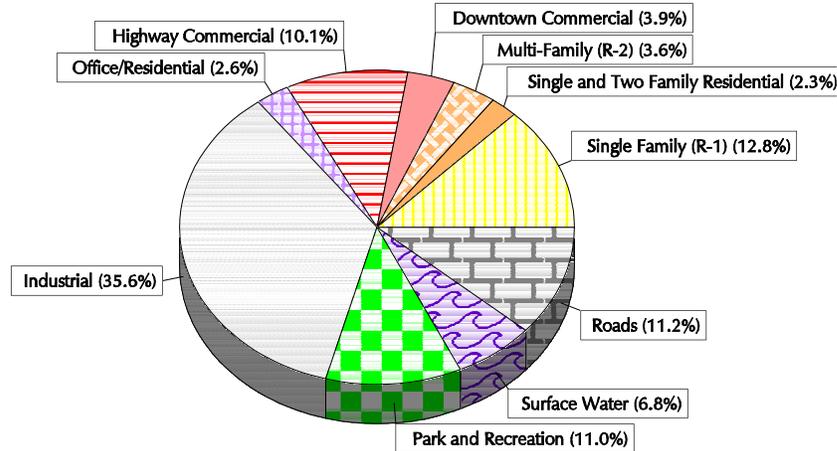
Source: Vilas County Zoning Department

**Table 9-4
1999 Existing Zoning District Acreage
City of Eagle River**

Zoning District	Land in Acres	Percent of Total
Single-Family Residential	222.3	12.8
Single and Two Family Residential	40.2	2.3
Multi-Family Residential	62.8	3.6
Downtown Commercial	67.5	3.9
Highway Commercial	175.3	10.1
Office/Residential	45.3	2.6
Industrial	616.8	35.6
Park and Recreation	190.0	11.0
Roads	193.4	11.2
Surface Water	117.9	6.8
Total	1,731.5	100%

Source: Vilas County Mapping Department

Figure 9-4
Existing Zoning as Percent of Total Use
City of Eagle River



Source: Vilas County Zoning Department

Counties are mandated to promulgate and adopt a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities, which Vilas County has also done. This ordinance supersedes any town ordinance unless a separate town ordinance is more restrictive. The shoreland/wetland and floodplain area is that area that lies within 1,000 feet of a lake, within 300 feet of a navigable stream, or to the landward side of a floodplain whichever distance is greater. All shoreline property in the Town comply with the recently adopted Lakes Classification and Shoreline Zoning Ordinance as part of the Vilas County Zoning code (see Appendix 9-3). The City of Eagle River does not have shoreline zoning standards due to provisions in the municipal statute that preclude incorporated municipalities from having to adopt shoreland management standards.

The Town of Lincoln does not have a land division ordinance at this time and relies exclusively on the Vilas County Zoning and Shoreland Protection Ordinance for land use control. This arrangement has some obvious benefits like full-time, professional administration and enforcement. However, drawbacks include zoning districts and permitted uses that may not match the town's goals such as the uses allowed under the "Recreational", "All Purpose" or "Forestry" zones. The Town may adopt their own town-specific ordinances, but said ordinances would require local administration.

The City of Eagle River has an entire municipal code that regulates the division of lands, zoning signs, parking, performance standards for development, non-conforming uses, uses adjacent to the Eagle River Airport, and annexations. The physical differences between the city and the town are hard to discriminate, yet how the town jurisdictions regulate land use are far from equal.

The town, city, and county should view this Joint Land Use Plan as a formal statement of policies regarding land use and development and utilize it as a guide for reviewing subdivision plats, certified survey maps, rezoning requests, updating the respective zoning maps, and other land use proposals. It may be necessary to revise existing or add new zoning districts that reflect the intent of the preferred land use map. It is the intent of the planing process to identify areas of common ground to incorporate common sense policy throughout the planning area to coordinate and guide development via a combination of both existing regulations and preferred methodology. All jurisdictions will need to assess and compare the multiple regulations to identify cohesive ideas and strategy, especially concerning the municipal borders.

9.3 Permit Analysis

Land use activity can be tracked by a variety of means. Typically the issuance of permits relate the incidence of new housing starts, rezonings, or the number of land transactions into activity trends that impact on the landscape. Table 9-5 provides total figures for the various types of permits and land development activity that have occurred in the Town of Lincoln since 1980. Residential building permits and permits for commercial structures are found in Table 9-6.

**Table 9-5
Development Activity
Town of Lincoln**

Item	Activity	Total 80-89	Total 90-98	Total 80-98
Rezonings	Petitions	4	6	10
	No. of Lots	72	93/220A ¹	165/220A
Subdivisions ²	No. of Plats	25	30	55
	No. of Lots	162	258	420
Conditional Use	No. Permitted	18	9	27
Condos	No. Submitted	1	8	9
	No. of Units	5	49	54
Sanitary	New	221	341	562
	Replace	203	271	474
Lots ³	No. <5 Acres	164	226	390
Parcels Created	R.O.D. Records	314	185	499

³ No. of lots do not include lot splits, outlots or lots >5 acres, nor land divisions created via certified survey maps of 2 lots or less.

² The no. of lots and plats do not include lot splits, outlots, or lots greater than 5 acres.

¹ Acres

* The number of lots rezoned cannot be determined. A large section of land was typically rezoned. Source: Vilas County Zoning Office.

Building Permit Data

An additional measure that assists in the illustration of the growth in residential housing and commercial development activity for the Town of Lincoln is building permit activity. Table 9-4 displays the building permit activity for the Town of Lincoln as recorded by the Vilas County Zoning Department Annual Reports.

Table 9-6
Residential and Commercial Building Permit Activity
Town of Lincoln
1990-1998

Year	Single Family Permits	Multi-Family Permits	Mobile Home Permits	Total Residential Permits	Commercial Permits	Total Permits
1980-89	181	1	20	202	38	240
1990	24	0	3	27	5	32
1991	17	1	3	21	9	30
1992	20	0	3	23	10	33
1993	30	0	6	36	8	44
1994	39	0	5	44	7	51
1995	37	0	2	39	13	52
1996	33	1	3	37	1	38
1997	30	1	1	32	6	38
1998	38	1	1	40	3	43
Total 90-98	268	4	27	299	62	361
Total Permits 80-98	449	5	47	501	100	601

Source: Vilas County Zoning Office Annual Reports, 1990 - 1998.

The Town of Lincoln has averaged 37 residential building permits since 1990, with a peak of 44 permits in 1994. The 1980-1998 per year average is 26 (residential only). Commercial permit activity has been high in relation to other Vilas County towns, with 100 permits issued since 1980, or an average of 6 permits per year. For purposes of this report, it is assumed the building permit is intended for a new structure, not replacement of an existing structure. Vilas County does not track new/replacement information as a part of the permitting process. According to Vilas County Zoning Department staff, the percentage of replacement buildings per total permits granted is less than five percent on a county-wide basis.

Overall, 810 lots or five acres or less were divided between 1980 and 1998, and 562 new sanitary permits were issued. According to Table 9-4, 501 residential building permits were issued during the same time frame. Comparing the building permit data to sanitary permits, and the number of lots created, a general indication of land conversions can be constructed.

It must be assumed all lots were created for purposes of development, and building or sanitary permits were issued for newly created lots. Assuming the recently issued sanitary permits correspond to new development, and the average lot size of new development was 1.25¹ acres, then approximately 702.5 acres of land were developed to intensive use since 1980.

Table 9-7
Residential and Commercial Building Permit Activity
City of Eagle River
1990-1998

Year	Single Family Permits	Multi-Family Permits	Mobile Home Permits	Total Residential Permits	Commercial Permits	Total Permits
1980-89	40	0	0	40	50	90
1990	4	0	0	4	5	9
1991	4	0	0	4	5	9
1992	4	0	0	4	5	9
1993	4	0	0	4	5	9
1994	4	0	0	4	5	9
1995	4	0	0	4	3	7
1996	4	1	0	5	3	8
1997	6	1	0	7	8	15
1998	2	1	0	3	5	8
Total 90-98	36	3	0	39	44	83
Total Permits 80-98	76	3	0	79	94	173

Source: Vilas County Zoning Office Annual Reports, 1990 - 1998.

The City of Eagle River has averaged four residential building permits since 1990, with a peak of seven permits in 1997. The 1980-1998 per year average is also four permits per year (residential only). Commercial permit activity has outpaced residential activity, with 94 permits issued since 1980, or an average of five permits per year. For purposes of this report, it is assumed the building permit is intended for a new structure, not replacement of an existing structure. Overall, 197 parcels were created between 1980 and 1998, and 173 permits were issued for both residential and commercial uses.

¹ Lot sizes typically conform to county zoning minimums: 20,000 ft² in lake frontage, 1.5 acre back lots, and 5 acres in the forestry zone.

10 Growth Forecasts

Based on historic and current trends, projections can be made regarding population and housing units. The projections are used to estimate growth rates and land demand projections, and how the comprehensive land use plan can best accommodate anticipated residential and commercial growth.

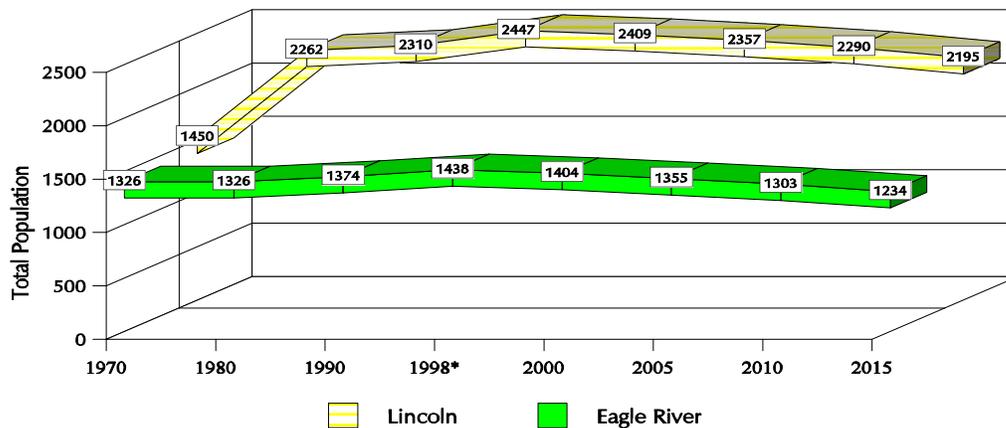
10.1 Population Trends and Projections

Wisconsin Department of Administration (WDOA) Projections

In 1993 the Wisconsin Department of Administration's (WDOA) Demographic Services Center prepared baseline population projections to the year 2015 for communities and counties of the state. The WDOA utilized a projection formula that calculates the annual numerical population change (yearly population estimates), and which estimated extended community population projections.

The projections prepared by the WDOA are presented in Figure 10-1. The WDOA projections predict both the town of Lincoln and city of Eagle River will experience population declines from the 1998 population estimate through the year 2015, experiencing declines of 10.3% and 14.2%, respectively.

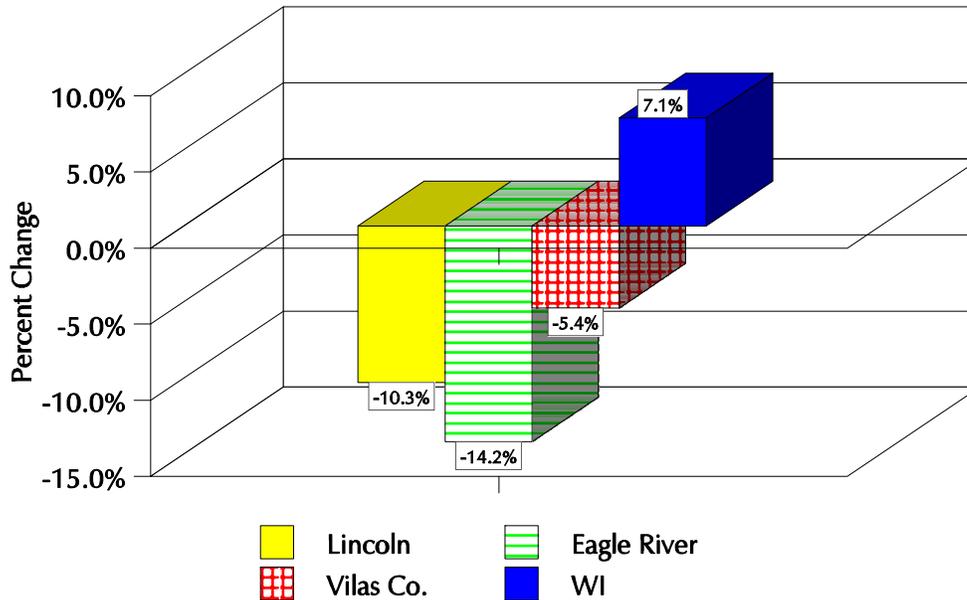
Figure 10-1
Population Trends and Projections
Town of Lincoln and City of Eagle River
1970 - 2015



Source: Wisconsin Demographic Services Center *Official Municipal Population Projections 1990 - 2015*.
*Wisconsin Department of Administration Official Population Estimate 1998.

Figure 10-2 presents a comparison of the projected percent change in population from the 1998 population estimate to the 2015 population projection for the town of Lincoln, city of Eagle River, Vilas County, and the state of Wisconsin.

**Figure 10-2
Comparative Population Projections
Town of Lincoln, City of Eagle River, and Selected Areas
1998-2015**



The comparison of the population projections from 1998 to 2015 presents some interesting information for the planning area. The town of Lincoln and city of Eagle River are projected to experience rather significant population declines during the planning period in comparison to the modest population decline projected for the county overall. During this time, it is expected that the state's overall population will continue to increase, growing by approximately 7%. However, the actual population change through 2015 may differ from these projections. While the projections by the WDOA are based on sophisticated modeling using population trends and economic conditions, the attractiveness of the area for year-round recreational opportunities, the high year-round seasonal population, and the presence of a large elderly population will likely contradict these projections. These communities can expect, as the regional trends have identified, that many of the seasonal/recreational homes will be converted to year-round retirement homes while new families continue to discover the abundance of recreational opportunities and natural beauty in the area.

Population Projections Based on Recent Building Permit Data

A comparative method of projecting population growth is based on building permit activity trends. The average number of housing units added per year between 1980 and 1998 for both Lincoln and Eagle River (26 units/year and 4 units/year, respectively) were used to calculate straight-line housing projections from 1998 to 2015. The population projections were derived by using the projected number of total housing units based on the 19-year permit trend and calculating the total number of occupied units based on the breakdown of housing units which existed in the municipality in 1990, which was 57% in the town of Lincoln and 87.8% in the city of Eagle River. The number of occupied units was then multiplied by the projected number of persons per household to establish the projected population. The results of these calculations are presented in Table 10-1 (town of Lincoln) and Table 10-2 (city of Eagle River).

Table 10-1
Population Projections Based on Total Number of Housing Units as
Projected Using Recent Building Permit Activity Data
Town of Lincoln
1990-2015

	1990	1998*	2000	2005	2010	2015
Total Housing Units	1,670	1,942	1,994	2,124	2,254	2,384
Occupied Units (57% of total units)	951	1,106	1,135	1,209	1,283	1,357
Persons Per Household	2.43	2.21	2.13	2.05	1.96	1.89
Total Population	2,310	2,447	2,645	2,721	2,772	2,837

Source: 1990 U.S. Census Data; WDOA Wisconsin Household Projections by Household Types 1990-2015, whereby the increments used to obtain the projected number of persons per household for the Town of Lincoln were based on Vilas County's projection increments; Vilas County Zoning Office, Building Statistics, 1991-1997; Foth & Van Dyke, 1998.

Table 10-2
Population Projections Based on Total Number of Housing Units as
Projected Using Recent Building Permit Activity Data
City of Eagle River
1990-2015

	1990	1995	2000	2005	2010	2015
Total Housing Units	706	741	749	769	789	809
Occupied Units (87.8% of total units)	620	651	658	675	693	710
Persons Per Household	2.02	2.01	1.92	1.84	1.75	1.68
Total Population in Households (91.04%)	1,251	1,309	1,263	1,242	1,212	1,193
Total Population	1,374	1,438	1,387	1,365	1,332	1,311

Source: 1990 U.S. Census Data; WDOA Wisconsin Household Projections by Household Types 1990-2015, whereby the increments used to obtain the projected number of persons per household for the Town of Lincoln were based on Vilas County's projection increments; Vilas County Zoning Office, Building Statistics, 1991-1997; Foth & Van Dyke, 1998.

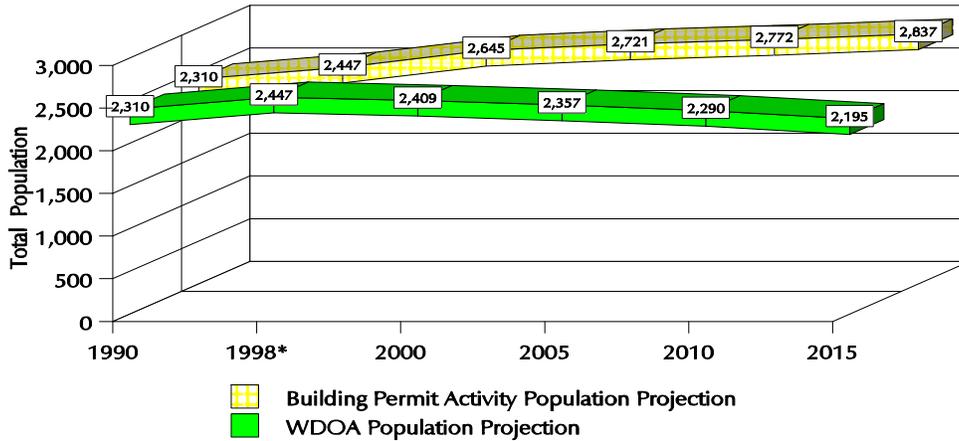
Based on the derived projection presented in Table 10-1, the Town of Lincoln's population is projected to *increase* by 390 people between 1998 and 2015, from an estimated 2,447 persons to 2,837 persons, respectively. This is a 15.9% increase over the 17-year period.

Based on the projections presented in Table 10-2, the City of Eagle River's population is projected to *decline* by 127 people between 1998 and 2015, from an estimated 1,438 persons to 1,311 persons, respectively. This is an 8.8% decline over the 17-year period.

Comparative Population Projections

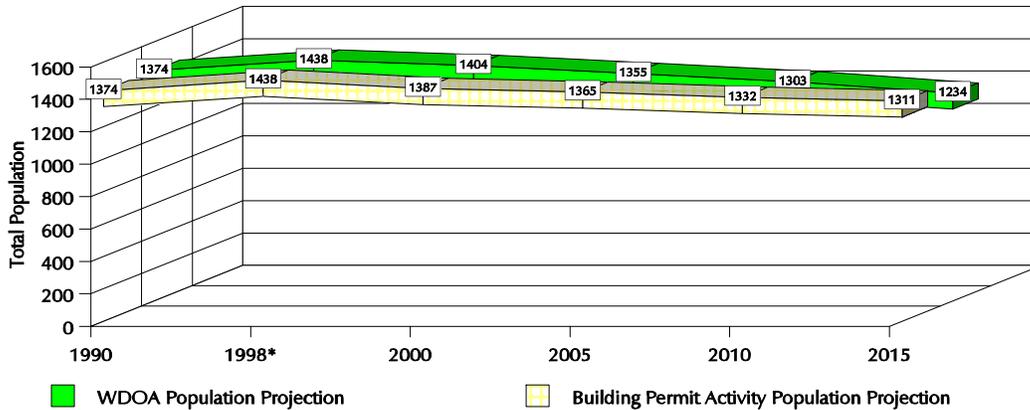
For comparison purposes, Figures 10-3 and 10-4 present the WDOA population projections and the derived population projections based on the building permit activity trends for the Town of Lincoln and City of Eagle River, respectively. The figures depict the differences between projections which should be used as parameters for the actual population changes anticipated in Lincoln and Eagle River by 2015.

**Figure 10-3
Comparative Population Projections
Town of Lincoln
1990-2015**



Source: WDOA *Official Municipal Population Projections*, Vilas County Annual Zoning Report 1990 - 1998, Foth & Van Dyke derived population projections 1999; *Official Population Estimates, WDOA Demographic Services Center, 1998.

**Figure 10-4
Comparative Population Projections
City of Eagle River
1990-2015**



Source: WDOA *Official Municipal Population Projections*, Vilas County Annual Zoning Report 1990 - 1998, Foth & Van Dyke derived population projections 1999; *Official Population Estimates, WDOA Demographic Services Center, 1998.

Summary of Population Projections

The population projections calculated by the WDOA, and those derived by Foth & Van Dyke based on building permit activity, create a range which the town of Lincoln and city of Eagle River can use as a guide for future development needs and services.

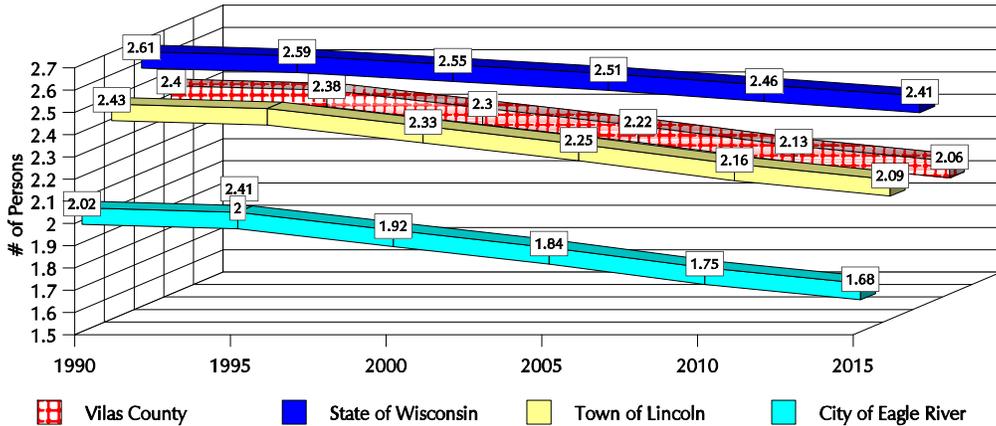
The WDOA population projection for Lincoln projects a population *decline* of 10.3% between the 1998 estimate and the year 2015, while Foth & Van Dyke's building permit-based projection anticipates a 15.9% *increase* over the same period. This comparative trend analysis creates a rather significant range for which to plan for, from a loss of 252 persons to a gain of 390 persons between the two projections (642 persons difference). In comparison, during the eight-year period from 1990 through 1998, the town's population increased by 137 persons, representing a growth rate of 5.9%. Overall, the 1998 estimated population of 2,447 persons already exceeds the WDOA's population projections through the planning period. Therefore, it is anticipated that the actual population level will continue to increase ahead of the WDOA projection, but will likely fall short of the projection prepared based on building permit data.

The WDOA population projection for Eagle River projects a population *decline* of 14.2% between the 1998 estimate and the year 2015, while Foth & Van Dyke's building permit-based projection also anticipates a *decline* during this period, however not as significant, at 8.8%. This comparative trend analysis creates a range which to plan for, from a decline of 127 persons to a decline of 204 persons between the two projections. In comparison, during the eight year period from 1990 through 1998, the city's population increased by 64 persons, representing a growth rate of 4.7%. Overall, the 1998 estimated population of 1,438 persons already exceeds both population projection scenarios throughout the planning period. Therefore, it is anticipated that although Eagle River has continued to gain population in the past, it is likely that the city's population will stabilize or even begin to decline unless land becomes available in the City for residential growth to occur.

10.2 Housing Unit Projections

In conjunction with population projections, housing unit projections were calculated to determine future land use needs and acreage demands, as well as future demands on the public facilities and services of each community. To begin the housing unit projections, the average household sizes in Lincoln and Eagle River were reviewed relative to change in the projected number of persons per household. As presented in Figure 10-5, the number of persons per occupied housing unit is projected to decline between the year 1990 and 2015 for Lincoln and Eagle River, as well as throughout the county and state.

**Figure 10-5
Projected Persons Per Household
Town of Lincoln, City of Eagle River, Vilas County and Wisconsin
1990 - 2015**



Housing Unit Projections Based on WDOA Data – Town of Lincoln

Housing unit projections are an important element to understanding potential land demands. Specifically, the projections are used to allocate required acreage to accommodate the expected increase in residential development, and to some degree the commercial development need, throughout the planning period.

The housing unit projections in Table 10-3 for the Town of Lincoln are based on the number of year-round housing units, which includes all occupied units and vacant units which are either for sale, for rent, or rented or sold and not yet occupied. It does not include vacant units which are used for seasonal, recreational, occasional, or other use. The projections for seasonal housing units are presented following the year-round housing projections.

Table 10-3
Projected Number of Year Round Housing Units
Town of Lincoln
1990-2015

Characteristics	1990	1998	2000	2005	2010	2015
Population	2,310	2,447	2,409	2,357	2,290	2,195
Person Per Household	2.43	2.21	2.33	2.25	2.16	2.09
Occupied Units (@92.6%)	951	1,106	1,034	1,048	1,060	1,050
Vacant Year Round Units (@7.4%)	76	88	83	84	85	84
Total Year Round Units	1,027	1,194	1,117	1,132	1,145	1,134

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

Note: The increments used to obtain the projected household size for the Town of Lincoln were taken from Vilas County's projection increments according to the Demographic Services Center.

Using WDOA population projections, it is predicted that the town will experience a decrease of approximately 60 year-round housing units between the estimated number of year-round housing units in the town in 1998 and the year 2015, representing a decline of 5.0% overall.

Projected Seasonal and Recreational Housing Growth – Town of Lincoln

Utilizing the year-round housing unit projections for the town of Lincoln from 1998 to 2015, projections for the number of seasonal housing units were calculated for the same period. The projections are presented in Table 10-4.

Table 10-4
Projected Number of Seasonal Housing Units
Town of Lincoln
1990-2015

Housing Units	1990	1998	2000	2005	2010	2015
Year Round Units (@61.5%)	1,027	1,194	1,117	1,132	1,145	1,134
Occupied Units	951	1,106	1,034	1,048	1,060	1,050
Vacant Year Round Units	76	88	83	84	85	84
Seasonal units (@38.5%)	643	748	699	708	717	710
Total Housing Units	1,670	1,942	1,816	1,840	1,862	1,844

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

Similar to the year-round housing unit projections, seasonal housing units are projected to decrease by 5.1% for a loss of 38 housing units by the year 2015. Overall, Lincoln can expect the total number of housing units to decline from an estimated 1,942 units in 1998 to 1,844 total housing units in 2015 based on the WDOA data. This projection indicates that the town will experience significantly less growth through the planning period than was experienced more recently between 1990 and 1998 whereby an estimated 272 housing units were added in the town, resulting in a 16.3% increase in housing units during this eight-year time period.

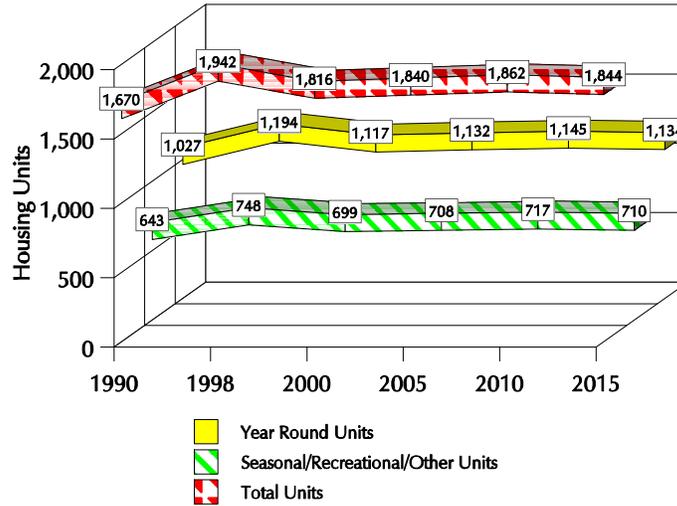
The WDOA housing projections for Lincoln are also presented graphically in Figure 10-6.

Housing Unit Projections Based on Recent Building Permit Activity – Town of Lincoln

An additional measure that assists in the illustration of the growth in residential housing units for the town of Lincoln is analysis of building permit activity. Table 9-4, shown previously in Section 9, displays the building permit activity from 1980 to 1998 which includes single-family units, multi-family units, and mobile homes or trailers. The 19-year average of 26 building permits for residential housing annually for Lincoln was used to calculate the projected number of housing units for the town from 1998 to 2015.

Using this method of projecting housing units, the number of housing units in Lincoln is projected to reach 2,384 units by the year 2015, which is 540 more units than that projected based on WDOA data.

Figure 10-6
Projected Number of Housing Units by Year-Round,
Seasonal, and Total Units
Town of Lincoln
1990-2015

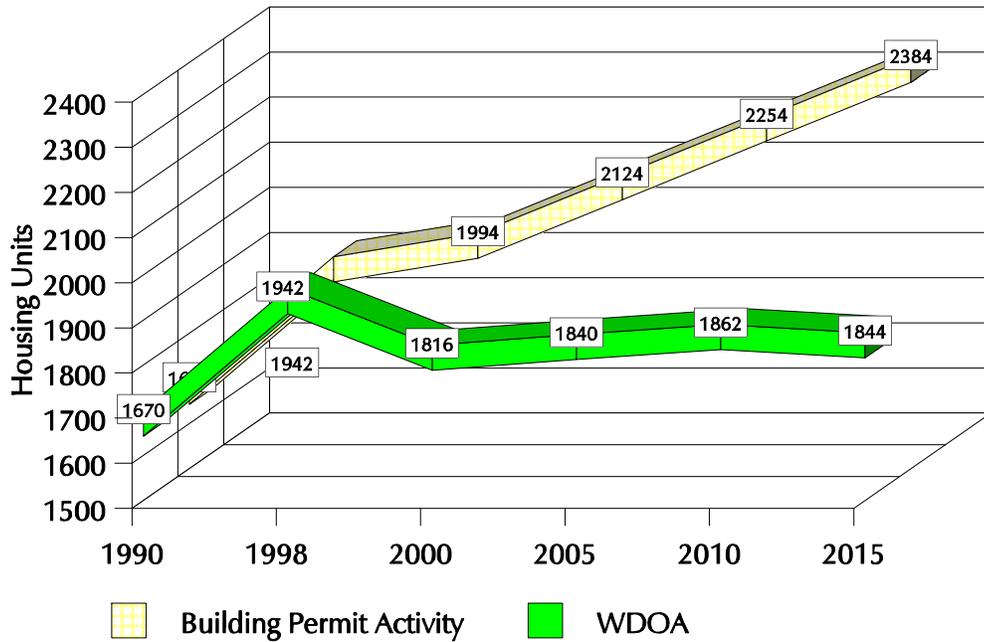


Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

Comparative Housing Projections – Town of Lincoln

Figure 10-7 illustrates both the WDOA housing unit projections and the projection prepared based on recent building permit activity data, simultaneously. The figure depicts the differences between projections which should be used as parameters for the anticipated growth in housing units in Lincoln through the year 2015.

**Figure 10-7
Comparative Housing Unit Projections
Town of Lincoln
1990-2015**



Source: Vilas County Zoning Office Annual Reports, 1990 - 1998. U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

The WDOA and building permit projections were then divided into the different types of housing units, including: single-family units, multi-family units, and other units. This division of the total housing unit projections by housing type uses the 1990 percentages of housing types provided in the 1990 Census of Population and Housing for the Town of Lincoln.

**Table 10-5
Projected Housing Units by Type
Town of Lincoln 1990-2015**

Type of Housing Units	WDOA						Building Permits				
	1990	1998	2000	2005	2010	2015	1998	2000	2005	2010	2015
Single Family* (@96.1%)	1605	1866	1745	1768	1789	1772	1,866	1,916	2,041	2,166	2,291
Multi-Family (@3%)	50	58	55	55	56	55	58	60	64	68	72
Other** (@0.9%)	15	18	16	17	17	17	18	18	19	20	21
Total Units	1,670	1,942	1,816	1,840	1,862	1,844	1,942	1,994	2,124	2,254	2,384

* Single family includes attached units, detached units, and mobile homes or trailers.

** Other housing units refers to living quarters that are occupied, or could be occupied, which do not fall into any of the other categories. Examples include houseboats, railroad cars, campers, vans, etc.

Source: U.S. Census of Population and Housing 1990, STF 1 Table H41; Foth & Van Dyke housing unit projections calculated from Wisconsin Department of Administration population data.

The projection of total housing units by type of housing assumes the 1990 percent of housing units by type will remain the same until 2015. Single-family units will continue to account for the largest share of housing units with 96.1% of all housing units in Lincoln.

Summary of Housing Unit Projections - Lincoln

The housing unit projections prepared for Lincoln using building permit trends from 1980 to 1998 are somewhat aggressive when compared to the projections prepared utilizing WDOA data. Utilizing the building permit activity trends, it is projected that the Town of Lincoln will have 2,384 total housing units by the year 2015, an increase of 442 units (22.8%) from the estimated number of housing units in the Town in 1998 (1,942). In contrast, WDOA data projected the Town will experience a decline of 98 housing units (5.0%), over the same planning period. The two projections vary by 540 housing units.

The U.S. Census Bureau indicates that there were 1,670 total housing units in Lincoln in 1990. However, between 1991 and 1998, 272 building permits were issued for residential development in the town, resulting in an estimated 1,942 total units in 1998. This indicates that in 1998, the town had already surpassed the housing unit projections prepared using WDOA data through the year 2015. Therefore, it is likely that the projected number of housing units for the town is closer to that identified based on building permit activity trends, however most likely will not be as high.

Housing Unit Projections Based on WDOA Data – City of Eagle River

Table 10-6 displays the housing unit projections prepared based on WDOA data for the City of Eagle River.

Table 10-6
Projected Number of Year Round Housing Units
City of Eagle River
1990-2015

Characteristics	1990	1998	2000	2005	2010	2015
Population	1,374	1,438	1,404	1,355	1,303	1,234
Population in Households (@91.0%)	1,251	1,309	1,278	1,234	1,186	1,123
Person Per Household	2.02	2.01	1.92	1.84	1.75	1.68
Occupied Units (@94.4%)	620	651	666	671	678	669
Vacant Year Round Units (@5.6%)	37	39	40	40	40	40
Total Year Round Units	657	690	706	711	718	709

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

Note: The increments used to obtain the projected household size for the City of Eagle River were taken from Vilas County's projection increments according to the Demographic Services Center. The Eagle River persons per household was adjusted to include population in group quarters.

The WDOA projected an additional 19 year-round housing units by 2015, a 2.8% increase from 1998.

Projected Seasonal and Recreational Housing Growth – City of Eagle River

Utilizing the city of Eagle River's year-round housing unit projections from 1998 to 2015, projections for the number of seasonal housing units were calculated for the same period. Eagle River's projected seasonal and recreational housing growth is presented in Table 10-7.

Table 10-7
Projected Number of Seasonal Housing Units
City of Eagle River
1990-2015

Housing Units	1990	1998	2000	2005	2010	2015
Year Round Units (@93.1%)	657	690	706	711	718	709
Occupied Units	620	651	666	671	678	669
Vacant Year Round Units	37	39	40	40	40	40
Seasonal Units (@6.9%)	49	51	53	53	54	53
Total Housing Units	706	741	759	764	772	762

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

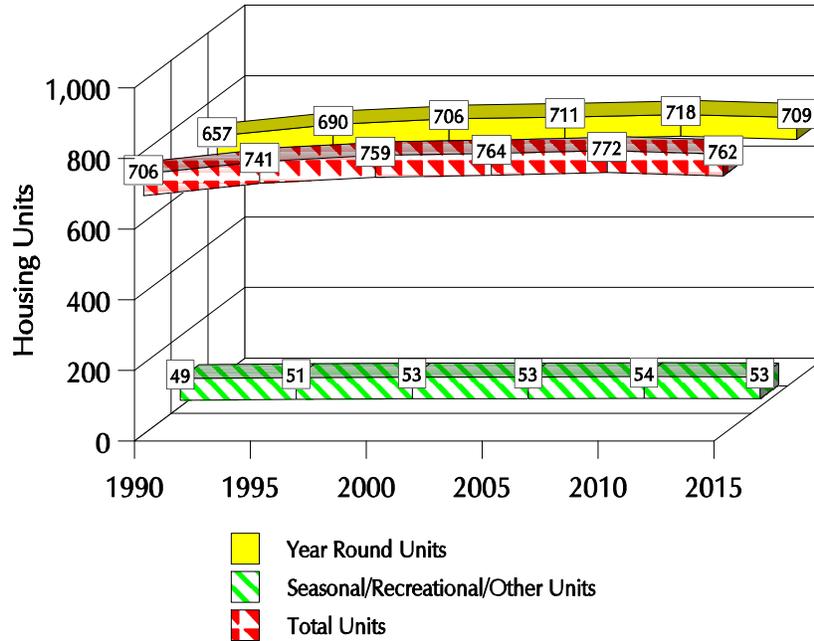
The City of Eagle River’s seasonal housing units are expected to increase by 3.9%, or three additional units by 2015. Based on the WDOA information, Eagle River can expect the total number of housing units to increase slightly overall from an estimated 741 units in 1998 to a high of 772 units in the year 2010, for an increase of 4.2%. The number of housing units is then projected to decline slightly to 762 units by the year 2015. Figure 10-8 graphically displays the housing unit projections based on WDOA data for the City of Eagle River.

Housing Unit Projections Based on Recent Building Permit Activity – City of Eagle River

An additional measure that assists in the illustration of the growth in residential housing units for the City of Eagle River is an analysis of building permit activity trends. Table 9-4, shown previously in Section 9, displays the building permit activity from 1980 to 1998 which includes single-family units, multi-family units, and mobile homes or trailers. The 19-year average of four building permits for residential development annually in the City of Eagle River was used to calculate the projected number of housing units from 1998 to 2015.

Based on building permit activity, the total number of housing units for Eagle River is projected to reach 809 by 2015, which is 47 units more than the projection prepared using WDOA data.

**Figure 10-8
Projected Number of Housing Units
City of Eagle River
1990-2015**

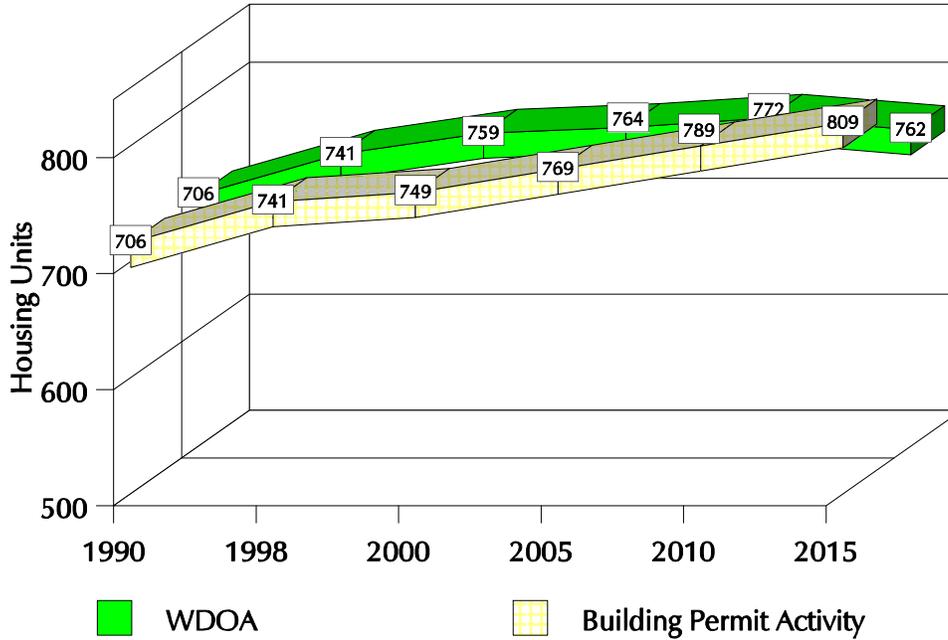


Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

Comparative Housing Projections – City of Eagle River

Figure 10-9 illustrates both the WDOA housing unit projections and the projection prepared based on building permit activity data. The figure depicts the differences between projections which should be used as parameters for the anticipated growth in housing units in Eagle River through the year 2015.

**Figure 10-9
Comparative Housing Unit Projections
City of Eagle River
1990-2015**



Source: Vilas County Zoning Office Annual Reports, 1990 - 1998. U.S. Bureau of the Census, 1990 Census of Population and Housing, STF1A; WDOA Demographic Service Center, Official Municipal Population Projections 1990-2015.

The WDOA and building permit projections were then divided into the different types of housing units, including: single-family units, multi-family units, and other units. This division of the total housing unit projections by housing types uses the 1990 percentages of housing types provided in the 1990 Census of Population and Housing for the City of Eagle River. Table 10-8 displays these projections.

Table 10-8
Projected Housing Units by Type
City of Eagle River
1990 - 2015

Type of Housing Units	WDOA						Building Permits				
	1990	1998	2000	2005	2010	2015	1998	2000	2005	2010	2015
Single Family* (63.9%)	451	473	485	488	493	487	473	479	491	504	517
Multi-Family (32.9%)	232	244	250	251	254	251	244	246	253	260	266
Other** (3.3%)	23	24	24	25	25	24	24	24	25	25	26
Total Units	706	741	759	764	772	762	741	749	769	789	809

* Single family includes attached units, detached units, and mobile homes or trailers.

** Other housing units refers to living quarters that are occupied, or could be occupied, which do not fall into any of the other categories. Examples include houseboats, railroad cars, campers, vans, etc.

Source: U.S. Census of Population and Housing 1990, STF 1 Table H41; Foth & Van Dyke housing unit projections calculated from Wisconsin Department of Administration population data.

The projection of total housing units by type of housing assumes the 1990 percent of housing units by type will remain the same until 2015. Single-family units account for the largest share of housing units with 63.9% of all housing units in Eagle River.

Summary of Housing Unit Projections - Eagle River

The housing unit projections prepared using building permit trends from 1980 to 1998 are rather similar to the projections prepared utilizing WDOA data. Utilizing building permit activity trends, it is projected that the City of Eagle River will have 809 total housing units by the year 2015, an increase of 68 units (9.2%) from the estimated number of total housing units in the town in 1998 (741). Utilizing WDOA data, it is projected that the town will experience a high of 772 housing units in the town in the year 2010, decreasing to 762 units by the year 2015. Based strictly on the change in housing units in the Town from 1998 to 2015, this projection identifies an increase of 21 housing units (2.8%) in the town. The two projections vary by 47 units.

The U.S. Census Bureau indicates that there were 706 total housing units in Eagle River in 1990. However, between 1991 and 1998, 35 building permits for residential housing units were issued in the city, resulting in an estimated 741 housing units in the town in 1998. This indicates that both the projections prepared based on WDOA data and on building permit activity trends appear to be likely scenarios, however it is likely that the number of housing units for the city will be closer to a number which falls between the two projection scenarios.

10.3 Residential Land Use Acreage Needs

Projections of future land use types are a fundamental element in the development of the Preferred Land Use Plan Map. To achieve "managed growth", demands for acreage to accommodate different land use types must be forecasted and ultimately located on the Preferred Land Use Plan Map.

As the Town of Lincoln surrounds Eagle River proper in terms of land area, growth and development in one municipality will affect the adjacent in several ways. It is important to address the residential acreage demand for both municipalities as the location of residential growth will be as important as the number of acres necessary to accommodate the demand. Adequate acreage for planned residential is required to accommodate foreseeable needs and react to anticipated demands.

To accomplish this task, housing unit projections were utilized to develop Table 10-9. The table compares anticipated residential acreage demands based on WDOA and building permit projections. The comparison timeline covers a 17- year period from 1998-2015, and is based on the composition of 100% single family units which included mobile homes (as a percentage of land use, single family residential occupies 96.1% in Lincoln, and 63.9% in Eagle River). The densities of the unit projections were based on input from the Joint Land Use Plan Steering Committee and assumptions relative to the location of the anticipated development. The building permit forecast was based on the average number of residential housing units (26/year in Lincoln and 4/year in Eagle River) that were permitted per year over the last 19 years (1980-1998).

**Table 10-9
Residential Acreage Projections
Town of Lincoln/City of Eagle River
1998-2015**

Town of Lincoln					
Parcel Size	Estimated % of Developments	WDOA		Building Permit	
		Potential Dwelling Units	Acreage Requirements	Potential Dwelling Units	Acreage Requirements
10 acres or more	5%	0	0.0	22	220.0
5.0 acres	5%	0	0.0	22	110.0
2.5 acres	35%	0	0.0	155	387.5
1.5 acres	35%	0	0.0	155	232.5
1.0 acre or less	20%	0	0.0	88	88.0
Total	100%	0	0.0	442	1,038.0

City of Eagle River

Parcel Size	Estimated % of Developments	WDOA		Building Permit	
		Potential Dwelling Units	Acreage Requirements	Potential Dwelling Units	Acreage Requirements
1.0 acres	10%	2	2.0	7	7.0
20,000sq ft	40%	8	7.3	27	24.5
8,000 Sq. ft.	50%	11	4.0	34	12.4
Total	100%	21	13.3	68	43.9

Based on Table 10-11, the town of Lincoln could see a residential acreage need range of between 0 and 1,038 acres from 1998-2015. The acreage associated with residential need is based on assumptions of continued growth and development occurring in accordance with the percentages allocated in Table 10-6. It is likely that the projected number of housing units for the town is closer to that identified based on building permit activity trends, however most likely will not be as high.

The City of Eagle River could see anywhere from 13.3 to 43.9 acres of land developed for residential use between 1998-2015. Both projects appear to be likely scenarios based on the estimated number of housing units in the town in 1998 in correlation with the projections.

10.4 Commercial Land Use Acreage Needs

As commercial need is often difficult to forecast, the *City of Eagle River and Town of Lincoln Land Use Plan* used two different alternatives to forecast commercial acreage need. The first option calculated a percentage of commercial land use to total land use to develop a commercial (business) development ratio. The development ratio option anticipates a direct relationship to service demands and population levels. The second option for forecasting commercial land demand projections consisted of analyzing the average number of commercial building permits issued over the last 19 years (1980-1998). The average number of permits were straight-line forecasted throughout 2015, with each permit attributed a land acreage to calculate demands and potential property conversions to commercial use. The following provides commercial acreage projections for the Town of Lincoln followed by projections for the City of Eagle River.

Table 10-10
Commercial Acreage Projections
Town of Lincoln, Vilas County

Option 1: Acreage - Population Ratio¹

Existing Commercial ² Acreage - 1998	Existing Population 1998	WDOA Population Projection		Building Permit Population Projection	
		Projected Commercial Acreage 2015	Projected Population 2015	Projected Commercial Acreage 2015	Projected Population 2015
397.0	2,447	356.1 (-40.9)	2,195	460.3 (+63.3)	2,837

¹Ratio = Acreage divided by population.

² Includes home based business.

Option 2: Commercial Permit Forecast

Total Commercial Building Permits 1980-1998	Potential Commercial Building Permits 1999-2015	Potential Acreage Required 2.0 Ac/Permit
100	89	178

The acreage-population ratio (Option 1) anticipates a loss of 40.9 acres of commercial use based on the WDOA population forecast. Based on the building permit forecast, an additional 63.3 acres of commercial may be needed if the population increases in accord with Table 10-1. Option 2, based on commercial permits, anticipates 178 acres of commercial land may be needed if future permit activity mirrors past volume.

Table 10-11
Commercial Acreage Projections
City of Eagle River, Vilas County

Option 1: Acreage - Population Ratio¹

Existing Commercial ² Acreage - 1998	Existing Population 1998	WDOA Population Projection		Building Permit Population Projection	
		Projected Commercial Acreage 2015	Projected Population 2015	Projected Commercial Acreage 2015	Projected Population 2015
189.7	1,422	164.6 (-25.1)	1,234	174.9 (-14.8)	1,311

¹Ratio = Acreage divided by population.

² Includes home based business.

Option 2: Commercial Permit Forecast

Total Commercial Building Permits 1980-1998	Potential Commercial Building Permits 1999-2015	Potential Acreage Required 1.0 Ac/Permit
94	84	84

The acreage-population ratio (Option 1) anticipates a loss of 25.1 acres of commercial use based on the WDOA population forecast. Based on the building permit forecast, 14.8 acres of commercial may be lost if the population declines in accord with Table 10-1. Option 2, based on commercial permits, anticipates 84 acres of commercial land may be needed if future permit activity mirrors past volume.

The plan acknowledges, based on the existing percentages, continued business growth in the Town of Lincoln most likely will be home-based businesses followed by some retail and service-related businesses, while commercial growth in the City of Eagle River will most likely be retail and service related business.

11 Preferred Land Use Development Strategy

This section describes the strategy and thought process used in development of the Town of Lincoln/City of Eagle River Year 2020 Preferred Land Use Map. Planning involves the integration and application of multiple information sources, each important, each with an effect on the process of developing a sound, logical plan. In many cases, the process of planning holds equal importance to the product.

The joint land use planning development strategy included analysis of the past development patterns, thorough examination of current issues, trends and conditions, and vision for the future acquired through extensive community involvement and learning.

11.1 Selected Land Use Planning Criteria

The process of planning for future land uses can most realistically be accomplished through evaluation of existing conditions and then compared to the preferred conditions identified in the visioning process. The framework and building process of the Year 2020 Preferred Land Use Map is based upon several different planning criteria, each representing a critical piece of land related information. Each planning criteria is an information "chapter" in a land use story about the Town of Lincoln and the City of Eagle River. The incorporation of "chapters" creates the text for study, which affords both communities the ability to evaluate land use in terms of what is desired compared to what they have. The selected planning criteria are discussed below.

Geographic Information System (GIS) Mapping

GIS mapping technology incorporates land information into a computerized, digital format that allows the ability to view and analyze information in layers. In cooperation with the Vilas County Mapping Department, existing land uses (Maps 9-1, 9-2) were inventoried and mapped by the Joint Land Use Planning Committee. Existing zoning districts (Maps 9-3, 9-4) of each municipality were mapped and overlaid onto land use maps to view how the land use is regulated, and to correlate existing versus permitted uses. The resource protection maps (Maps 8-4, 8-5) were overlaid on the land use and zoning maps to determine land protection areas within general ownership patterns. Wetlands and county regulated shoreland zones were mapped (Maps 8-1, 8-2) then overlaid upon the others to define undevelopable areas and areas of environmental sensitivity. Vilas County Lakes Classification data was mapped (Map 8-3) to display shoreland zoning regulations and impact on potential use. The communities public services, cultural areas, and community facilities were mapped (Map 5-1) and reviewed to assess land use impacts, service capability, and potential demand(s). The GIS mapping allowed the Joint Land Use Planning Committee to analyze land use interactively through evaluation of existing conditions and regulations and how those conditions relate to both existing and proposed development.

Incorporation of Public Input

The success of the planning process depends on public involvement. The Year 2000 City of Eagle River and Town of Lincoln Community Planning Survey (see Appendix 2-2) and to a lesser degree the 1999 Joint Issue Identification Workshop (Appendix 2-1) were key public involvement tools to incorporate community driven attitudes and opinions relative to land use development and community growth. The survey and workshops were constantly referenced during the planning process. In addition two public informational meetings were held (see Section 2, Public Participation Process) to update, demonstrate, review, report, and solicit input. The June 17, 2002 Public Informational meeting and the October 21, 2002 Public Hearing also included direct mail information pieces to notify and solicit public input (see Appendix 2-4, 2-5). All meetings of the planning process were open to the public and conformed to the requirements of the open meetings law. Direct input and feedback from the residents, property owners, the Lincoln Town Board, Eagle River City Council, and from the Planning Committee was the basis for plan development.

Incorporation of Vision, Goals and Objectives

The goals and objectives outlined in Section 3 of this report were the guiding principles of the planning process. The vision, goals and objectives were based on the Joint City of Eagle River and Town of Lincoln Community Planning Survey, Joint Issues Identification Workshop, and direct input from the residents, property owners, Town Board, City Council, and the Joint Planning Committee. The vision statement, goals and objectives were created during a two meeting process with the Joint Land Use Planning Committee. The Committee also hosted a public informational meeting to present and discuss visioning results. The Committee periodically reviewed the goals and supporting objectives as the plan developed to ensure consistency.

Consideration of Needs Analysis

Recommendations and planned improvements identified in Section 5, Community Facilities and Services and in Section 7, Transportation, were analyzed relative to the associated impact and location of planned projects or improvements. Residential and commercial acreage need projections developed in Section 10, Growth Forecasts, were also incorporated in to planning decisions relative to potential acreage demands of growth and the area allocations dedicated for it. The needs analysis was incorporated where planned improvements or recommendations clearly affected future land use and would have to be accounted for in the long term.

11.2 Land Use Trends

The following existing and future land use trends were developed based on the analysis of background data which was presented in previous sections of this report. These trends identify the characteristics which are likely to be experienced within the communities throughout the planning period, and also provide direction for the development of the Year 2020 Preferred Land Use Map.

The trends imply major ramifications to land use in the Town of Lincoln and the City of Eagle River. The trends generally identify impacts on or that can be attributed to land such as increasing housing demands and permit activity, increases in tourism and service related businesses, demands for development with urban-type services, boundary and service issues, and conversions of resorts to condominium or single family use. The trends were evaluated for impact and served the purpose of stimulating thought. Most of all, the trends demonstrated the need to plan for change and to be proactive in the face of a changing landscape. The trends are highlighted below in Table 11-1.

Table 11-1
Town of Lincoln/City of Eagle River Anticipated Trends

1. The persons per household ratio is expected to decline, while the demand for larger lot sizes will increase resulting in greater acreage needs to accommodate future growth.
2. The Town of Lincoln saw 272 new houses constructed (by permit) between 1990 and 1998. From 1998 -2015, the town may see another 442 homes (23% growth). The state of Wisconsin forecasted the town to have 1844 total housing units by 2015, a number exceeded in 1998 by 98 homes. The current growth rates are crushing the state projections. The exact demand will depend on economic factors such as the economy and interest rates.
3. The City of Eagle River housing unit projections developed by the state are very close to actual growth levels when compared to new residential permits. The state projects the city housing units to grow by 7.9; building permits show it may grow by 14%. Due to the city's limited area to expand, the state projections are more probable.
4. According to the Wisconsin Department of Administration, the town can expect a 1990-2015 population decrease of 5%. The town will most likely not see that occur, as the year 2000 town population estimate is 2,503, a 8.3% *growth increase* since 1990.
5. The state projected the city to lose population by 10.2% between 1990 and 2015. The city grew by 3.6% between 1990 and the estimated year 2000 population. Based on age characteristics and structure of the local economy, the city may lose population, but at levels less than projected by the state Department of Administration.
6. The town and the city will likely experience an increase in the development of home occupational businesses spawned by the advancements in computer technology and access to the World-Wide-Web and the Internet).
7. Both municipalities will continue to experience significant seasonal population increases.
8. Seasonal housing units will be continue to be converted to permanent housing units.
9. With the bulk of the larger lakes and river front property developed, pressure will increase on the smaller lakes. Development will also increase on wooded, off-water lands as development responds to market demands.

10. Seasonal and permanent housing demands will increase development pressure along shoreland property.
 11. Demand for higher density developments on lakefront properties may increase even more as limited lakefront properties become developed.
 12. Both the town and city's economic strength is expected to remain in the service sector related to the tourism/recreational industry.
 13. Projected traffic volumes will increase significantly along STH 70 and USH 45.
 14. Demand will increase for commercial property in conjunction with the existing development pattern.
 15. The town and city will experience increased traffic on local roads which will in turn require additional road maintenance and construction costs.
 16. Increased lakeshore development may result in a loss of natural vegetative structure resulting in a reduction in wildlife and fish spawning habitats.
 17. According to the Wisconsin Department of Natural Resources, all undeveloped lakes in private ownership in the "northwoods" could be developed within the next 20 years if present development rates exist.
 18. Pressure to withdraw lands currently enrolled in forest management programs will increase to accommodate the demand for future large lot residential developments.
 19. The Town of Lincoln/City of Eagle River will continue to be a popular seasonal recreation destination to accommodate outdoor activities such as snowmobiling, hiking, fishing, hunting, camping, boating, canoeing and wildlife viewing. These activities will generate user conflicts which will likely require the intervention of local government.
 20. The cost of services will continue to increase to match the demand.
 21. Expansion or construction of essential community facilities may be needed to accommodate increased demands placed by an expanding population.
 22. Increased developer interest in condominium development adjacent lakes and waterways will likely occur to accommodate seasonal and retirement housing demands.
 23. The town and city may share or mutually develop additional services and facilities to reduce operational costs and create efficiencies.
 24. The Town should anticipate a nationwide trend toward motorized recreation and high impact tourism.
 25. There will an increased demand for larger parcels to accommodate growing recreational land demands.
-

11.3 Vilas County Lakes Classification System

The Vilas County Lakes Classification System is a way of grouping lakes into separate classes based on their sensitivity to development impacts, while recognizing existing levels of development. A lakes classification system is used to establish zoning and other management strategies to accommodate a level of development and growth compatible with a lake's capacity to support that development. The Vilas County General Zoning and Shoreland Zoning Ordinance, as adopted in May, 1999, incorporates the Vilas County Lakes Classification System for management of land use for properties with direct frontage on lakes and other regulated surface water in the Town of Lincoln only. The Vilas County Lakes Classification System will regulate densities of the shoreland areas at higher density than indicated by the preferred land use classification as discussed in Section 12.

11.4 Preferred Land Use Classifications

The final element used to develop the preferred land use plan are land use "classifications". The classifications identify what the town feels are the best and most appropriate land uses, both in the lands' present condition and desired future condition of use. When building the preferred land use map, proposed land uses were discussed based on the types of uses that the municipalities felt were of consistent character, use, density, and location relative to the existing development pattern and uses that occupy land. The Land Use Planning Committee evaluated all the planning criteria discussed above and developed 13 preferred land use classifications. The preferred land use classifications are discussed in detail in Section 12 of this report.

12 Year 2020 Preferred Land Use

The Year 2020 Preferred Land Use Map (12-1) presents a concept of how broad classes of land uses fit together to produce an aesthetically pleasing and well-planned community. The map was developed based on the execution of the development strategy discussed in Section 11. It graphically represents the desired arrangement of preferred land uses, called ‘classifications,’ on the Lincoln landscape 20 years into the future.

The primary purpose of the Year 2020 Preferred Land Use Map is to serve as a flexible guide for local officials to coordinate and manage future development of the community. Since planning is a continual process, the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* should be viewed as a guide to assist in the town's decision-making process. The plan should not be viewed as a rigid, non-changeable document cast in stone, but rather as a flexible guide that is adaptable to conditions and opportunities occurring within the town.

12.1 Preferred Land Use Classifications

Land use does not always fit well with the predominant land use control mechanism of zoning. Typical zoning districts (of which Vilas County’s zoning ordinance is no different) permit uses within a particular zone that may not fit the characteristic of the existing land use within the zoning district. The Year 2020 Preferred Land Use Map must not only react to existing development patterns, zoning conflicts, and land ownership but it must also evaluate the need and mechanism to accommodate future development patterns within those existing conditions. The plan must find a way to encapsulate what is existing with what is desired in terms of preferred use.

The preferred land use classifications generalize land use by preferred uses, location, and density. Each land use class "title" identifies what the town feels is the desired future condition of lands defined within the class boundary. The preferred land use classifications are not zoning districts and do not have the authority of zoning. Although the map and preferred land use classifications are advisory, they are intended to be used by town officials as a guide when reviewing lot splits, re-zoning requests, and for direction in revising the town zoning map.

When building the Year 2020 Preferred Land Use Map, proposed land uses were discussed based on the types of uses the town felt were of consistent character, use, and location relative to the existing development pattern and uses that occupy land. Each preferred land use class has a distinct purpose and area designation on the Year 2020 Preferred Land Use Map. The preferred land use map has 13 preferred land use classifications. Each preferred land use classification has suggested permitted and conditional uses, specific to the Town of Lincoln. The uses were developed through Committee consensus and are attached in appendix 12-1. The town’s preferred land uses were then compared to permitted and conditional uses allowed in the county zoning districts (appendix 12-2 displays the county use table).

Recommendations for implementation through the use of county zoning were developed via the comparison of permitted and conditional uses, which is discussed in detail in section 13, Implementation. Where the committee found a favorable match, that county zoning district is recommended for implementation. In cases where matches were not evident, the recommendation is for modification to existing county zoning districts, or creation of a new zoning district. Home-based businesses are allowed within any preferred land use classification as long as the use conforms to local or county restrictions. The preferred land use classifications are discussed below.

Lakeshore Residential (*Yellow*)

This land use class was created to maintain the lake shoreline areas with high quality single family residences in areas of the town that are on or near the lakes and rivers. The planning process incorporated the environmental features of the areas as well as lakes classification into evaluation of preferred land use. Densities would be regulated within town and county standards as regulated by the county shoreland zoning code. The classification generally is described as follows:

- ◆ 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.

These properties should be developed and improved to minimize their impacts on the natural shoreline aesthetics, water quality, fish and wildlife habitat and other public natural resource values of the lakes. Property owners should be encouraged to go "beyond" the minimum restrictions by increasing the setback distance of new structures, minimizing the amount of impermeable surfaces (roof, pavement) to limit runoff, and minimizing shoreline vegetation clearing. Other uses of these properties should be limited as protection for the high property values of these lake residences.

Map 12-1 Year 2020 Preferred Land Use, Town of Lincoln

Multi-Family Residential (*Brown*)

This land use class was created to directly represent the existing areas of multi-family development in the town. The existing areas of development are adjacent to the city. Additional areas planned, if any, should be located in areas that have the potential to serve the development with public services. The classification generally is described as follows:

- ◆ 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*)

The rural residential classification is designed to provide for low-density, residential and limited commercial development located in natural, rural settings. The classification generally is described as follows:

- ◆ 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 five (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.
- ◆ 17.8% of total preferred land use.

The rural residential classification is designed to provide for low-density, residential uses typically located in forested, rural settings. The classification generally includes lands that are between 500' and 1,000' of a public road or lands between such instances that preclude lower density. Individual parcels could be 5.0 acres or larger in size. The rural residential classification also could allow as a conditional use limited commercial uses as indicated in Appendix 12-1. The number of dwelling units allowed on a parcel (density) could be increased through adoption of an overlay cluster development ordinance. Density bonuses could be earned

through clustering new development near public roads or existing services which could coordinate public access, reduce cost of providing public services, and help preserve the town's interior lands.

Wooded Residential (*Green Cross-Hatch*)

The objective of this classification is to identify primary residential areas served by the existing public road network and areas that have a development pattern that suggests long term residential development. The classification generally is described as follows:

- ◆ 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.
- ◆ 21.2% of total preferred land use.

The objective of this classification is to identify primary residential areas served by the existing public road network. Preferred lot sizes would be a minimum of 1.5 acres per lot to maximize roadway investments. The classification could extend 500' from the public road centerline or be classified more generally in areas that are platted or residentially developed with similar lot sizes. Density should be managed to allow adequate space for the replacement of private on-site sewage treatment systems while minimizing aesthetic and water quality impacts. The wooded residential classification is intended to be primarily residential but could conditionally allow limited commercial uses. On-water properties would be allowed to develop residentially at higher densities in accordance with Vilas County shoreland regulations. Cluster development is encouraged through possibly allowing slightly higher densities in exchange for deed restrictions maintaining the remaining area as forest land. Additional areas classified as wooded residential include lands that were previously platted, had similar lot sizes, or were located spatially in areas that precluded use of a different classification. The objective of this classification is to identify residential areas that are served by the existing town road network, thereby maximizing public roadway investments while facilitating low density, small town character.

Forestry and Recreation (*Green*)

The primary intent of this classification is to encourage the continuation of large tracts of forested areas which are managed to produce forest products and/or are maintained in wooded use. The classification includes both public and private lands. Uses could included active forestry and silviculture, very low-density residential, recreational uses such as hunting that typically occur on larger tracts of land. This classification generally includes areas that are over

1000' from a public road or are included in active forest management programs. The classification generally is described as follows:

- ◆ 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.
- ◆ 18.1% of the total preferred land use.

Parks and Recreation (*Dark Green*)

This classification is designed to allow for the continuation and use of park land and recreational activities in the town. There are no minimum lot sizes or area restrictions for park use. Due to the high existing park land to population ratio, the proximity to Nicolet National Forest, and to the active recreation opportunity provided in the surrounding area, there are no additional park areas planned in the town. The town may explore expanding or linking to the county trail network if an opportunity arises. The classification can be generally described as follows:

- ◆ 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 and Recreation (*Blue*)

This classification is designed to accommodate existing youth/adult recreation and education camps in the town such as Camp Ojibwa and Trees for Tomorrow. The uses typical of this land use classification would be year round recreational or educational activities which are often associated with camp activities or advanced learning. Building and support facilities such as housing, administration and maintenance buildings, group meeting quarters, animal barns and parking areas would be permitted uses but could be subject to design review standards. In the event of any redesignation of use from a camp-type environment, the Town of Lincoln could review development proposals to assess conformity and compatibility to surrounding land uses as these areas typically have large lake frontage and acreage. Residential housing would be consistent with the surrounding land use pattern. The classification can be generally described as follows:

- ◆ 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*)

This classification is designed specifically for areas along STH 32/USH 45 and STH 70. Density of development along the corridor could have a minimum 1.5 acre lot size and will need to be coordinated with the Wisconsin Department of Transportation (WDOT) does possess access control on state highways. The classification also allows for and acknowledges the existing residential development; the state highways have been and will continue to be a focus for commercial development as the traffic generated, access, and services such as power typically support and attract commercial uses. Residential uses are allowed but are not the primary intent of the land use within the commercial corridors. Commercial development could promote a northwoods character theme, and could be regulated by design review standards to regulate building size and appearance, although that provision is only a recommendation. The following generally describes the classification:

- ◆ 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.
- ◆ The town should direct future high density uses to this classification.
- ◆ 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.

Planned Mixed Use (*Pink*)

This classification has and envisions mixed commercial and residential uses with a 1.5 acre lot size minimum. New development in the classification could be coordinated through use of a planned unit development ordinance that could plan development which is unique in its mixture of uses and open spaces and not specifically provided for in by applying customary lot or density requirements. The existing development pattern is best described as mixed use and will continue

to be so in the future. There should also be distinction between the STH 17 corridor and the STH 70 corridor as the development densities are much lower on STH 17 and therefore access should be reviewed and internalized instead of the typical per lot access as seen along STH 70. The classification can be generally described as follows:

- ◆ 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.
- ◆ 6.3% of total preferred land use.

Industrial (*Gray Cross-Hatch*)

Planned industrial uses in the town have been reflected by their existing location. The town has discussed the possible development of an industrial park in the town but no such area is designated on the Year 2020 Preferred Land Use Map. The town does not have sewer and water utilities that typically are necessary to support industrial development. Discussions have taken place about the development of a joint industrial park with the City of Eagle River, but those discussions have not lead to specific development proposals to date. The industrial classification for the Town of Lincoln can be generally described as follows:

- ◆ 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.
- ◆ 1.4% of total preferred land use.

On-Chain Mixed Uses (*Red Cross-Hatch*)

These lakeshore areas are predominantly residential but also have interdispersed resorts and/or commercial uses in close proximity to the residential development. The segments of lake shoreline properties identified for this land use allow commercial resorts, residential development, and specific commercial uses as regulated by the Vilas County Lakes Classification System and Shoreline Zoning Ordinance. New commercial uses could also be subject to a town conditional use permit as the primary uses within this classification will continue to be residential. The classification supports residential in the event that an organization of property owners request residential uses only. Conversion of commercial uses to single-family residential, and the rezoning to single-family residential is supported by this classification. The classification can be generally described as follows:

- ◆ 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 in Appendix 12-1.
- ◆ 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.

Existing resorts and commercial would continue to be intermixed with lake seasonal and permanent residences. New developments and improvements should be developed in such a way as to minimize their aesthetic and other impacts on both the adjacent properties and the lake itself. Such developments would help to minimize erosion, sedimentation and other water quality impacts, preserve natural shoreline aesthetics, and prevent impairment of fish and wildlife habitat. Some conversion of use from existing commercial resort(s) to residential is anticipated.

Agriculture (*Brown*)

This classification includes lands that consist primarily of agricultural land, farmsteads and their associated woodlands and natural open spaces. The areas designated in the Year 2020 Preferred Land Use Map are being actively farmed. The classification intent includes continued agricultural practices and possible low density residential development with a preferred lot size of 5 acres. Intensive development such as home sites, farm buildings, driveways, lawns etc. should be directed wherever possible to areas within 300' of a public road centerline to maintain the areas large agricultural tracts and production areas and reduce the potential conflict of residential development and conditions associated with agricultural production. New road construction or extension of public roads within the classification should be discouraged which fragment farmlands or that introduce development in previous undeveloped areas of the town. Farming operations that may wish to participate in the state's exclusive agriculture tax credit

program could be explored, with specific land potentially redesignated to exclusive agriculture, including a minimum 35 acre lot size and the associated restrictions on new development. The classification can be generally described as follows:

- ◆ 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.

Government/Institutional (*Gray*)

This classification identifies the current and preferred location of buildings and services that are associated with town business and operations such as the Town Hall, Town Garage, and the Transfer Station or institutional uses such as churches or hospitals. Essential public services such as police and fire protection are provided through mutual service agreements with Vilas County and participation in the Eagle River Area Fire Commission. The classification can be generally described as follows:

- ◆ 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.
- ◆ 0.1% of total preferred land use.

12.2 Year 2020 Preferred Land Use Map

The preferred land use map represents and addresses issues approximately 20 years into the future, while at the same time addressing critical land use issues that exist today. The preferred development pattern was built with the land use classifications discussed in Section 11.2. The Year 2020 Preferred Land Use Map does not specifically designate individual areas within the classification for development, rather it designates the *entire area* for that use to occur. The plan does, through the preferred land use classifications, identify the *type and density* of land use that is to occur within the classification.

By no means does the designation of use indicated by the land use classification mean the entire area be developed with the identified use, only that the use allowed be consistent in type, location, and density of development in the event of a land conversion.

The preferred land use plan consists of recommendations regarding the various land uses in the town including residential, commercial, forestry, and parks which promote a sound, orderly and

attractive community as designated by the preferred land use classifications. The recommendations are tied specifically to the map in terms of the preferred type and location of use. The Year 2020 Preferred Land Use Map identifies a responsible program to improve the overall condition and delivery of public services, it provides for a future development pattern that is compatible with the existing development pattern, and it provides for the achievement of the town's goals, objectives, and long-term vision. A discussion of the general areas of preferred development are discussed below.

Residential Development

Residential development is planned for or is a component within a majority of the available land in the Town of Lincoln, as all of the preferred land use classifications allow for some form of residential use. Approximately 3,100 acres, or 13% of the town is residentially developed. Table and Figure 12-1 display the preferred land use acreage and calculations. It is anticipated the lakeshore areas will continue to be a focal area for single-family development, which mirrors the preferred residential uses along the lakeshore. However, the shoreline area is an expensive and limited resource, and many of the available lakeshore areas are already developed. As the lakes approach residential capacity, the trend will be increased development pressure on the off-water, larger wooded parcels as represented with the Wooded Residential and Rural Residential Classifications. As the town has little public land, the development pattern will be more dispersed as compared to adjacent towns such as Cloverland or Washington which have large amounts of public land. Discounting the large wetland complexes in the southern third of the town and the areas that are already developed or are held by public ownership, the town still has over 10,500 acres for development, which accounts for nearly 44% of the town. The cumulative effect of continued housing development over the long term may have a dramatic effect on the landscape and town services necessary to support the population.

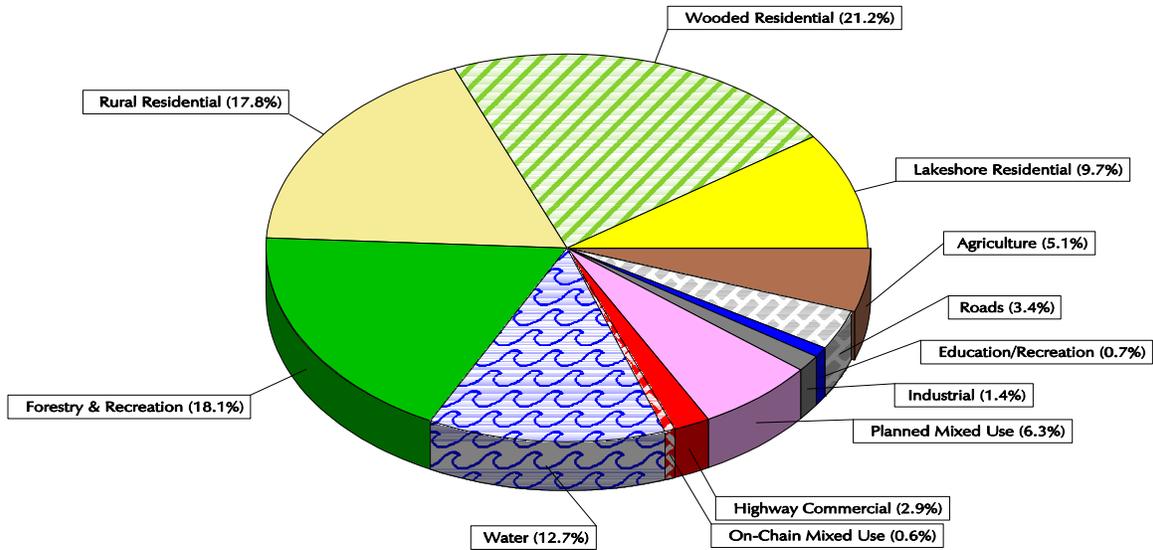
The plan supports residential development concentrated near the existing public road system to reduce service costs and to maintain the large forestry tracts within the interior areas. Clustering of development should be considered, especially in the Rural Residential and Forestry and Recreation (see Appendix 12-3). There are large tracts of preferred Forestry and Recreation in the southern half of the town that could allow residential uses at low density (preferred 10 acres per lot). The intent of this area is to allow residential uses at a low density due to lack of public roads and services and existing forestry management activities. Higher density areas, those with recommended 1.5 acres or less per lot, are located near roads, lakes, or existing developed areas which all support more compact residential development. With the ability to have residential development in most of the available lands in the town, the associated lot size and development regulations the town may impose will be the determining factor of how the area is developed and serviced.

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The On-Chain Mixed Use classification was designed to accommodate residential uses and water-related commercial development along the Eagle Chain-of-Lakes, as that reflects the existing development pattern. It is anticipated the uses in this classification will primarily be single-family residential. Conversion of commercial uses to single-family residential, and the rezoning to single-family residential is supported by this classification.

The Multi-Family classification does have a stand-alone classification, but it is very limited to the existing areas that have existing multi-family development. There is a potential for duplex provisions in some of the other classifications in accordance Appendix 12-1.

**Figure 12-1
Town of Lincoln Year 2020 Preferred Land Use**



Source: Town of Lincoln Land Use Planning Committee, 2002; Vilas County Mapping Department; Foth & Van Dyke.

Multi-family uses should have buffers of natural vegetation to offset the intensity of the proposed use. The town has also proposed that additional units could have a proportional lot size increase per unit to maintain rural character, although an exact amount was not decided on. According to the permit activity that was discussed in Section 9, the town has only had five multi-family development permits in the last 20 years, so it is anticipated the multi-family development activity will be low, if any. However, if a large multi-family unit is proposed in the town, consideration should be given to service impacts and neighboring property. In addition, the town does not have public sewer and water services. The potential impact of larger scale developments should take this fact into consideration during development review. It may be in the town's interest to steer high density development to the City of Eagle River where the services exist to accommodate such development.

Commercial/Business Development

As a percentage of total land uses, commercial development was nearly 1 ½ percent in 1999 (321 acres), with most of the total consisting of highway and community commercial development on state highways. Intensive commercial development is targeted for existing state highway corridors to accommodate both intensive uses, access to roads during weight limit restrictions, utilities such as gas service, and reduced impact on any neighboring residential property. Highway Commercial uses are planned for an additional 330 acres along both STH

32/USH 45 and STH 70 (691 acres total), which accounts for 2.9% of total preferred land use. The preferred 1.5 acre lot size should also allow facilitate compact development, although access to the state highway system will need to be facilitated and approved by the Wisconsin Department of Transportation due to access control restrictions.

It is recommended that site plans be reviewed by the Plan Commission or Town Board prior to development approval as potential impacts need to be evaluated. The primary importance of the Highway Commercial classification derives from the fact that 67.3% of the town was zoned for All-Purpose uses or General Business (4.2%) at the time of this report, yet the plan identifies 9.2% for intensive commercial developments including the Highway Commercial and the Planned Mixed Use classifications (please reference Appendix 12-1 for use recommendations). Other classifications allow some limited commercial use, but nothing near the scope as preferred in the Highway Commercial and Planned Mixed Use. In addition, according to growth forecasts and acreage demand estimates developed in section 10, the town has planned more than sufficient acreage allocated in the Highway Commercial classification alone to accommodate commercial growth for the next 40 years. This does not include potential commercial uses that may occur in the Planned Mixed Use classification, which is anticipated to be a mix of both residential and commercial uses.

In addition to the private marketplace, the City of Eagle River is another driving factor in the town relative to commercial development. The city lies within the town, which means the entire city border area has an effect on the town. The city has differing regulations and service opportunities that make development look and act different than that which could occur within the town. The initial idea behind planning jointly between the city and the town was to address and plan for situations exactly like this issue. In general, the town and city do not differ greatly in terms of long-term planning and preferred commercial land use. The areas planned for commercial are both focused on the highway corridors as well as the downtown in the city. A healthy downtown is good for everyone in both the town and the city. How the two governments make decisions and the regulatory effect on land is the difference. The city and town should continue discussions and build alliances between planning and land use. Not many people can tell the difference of jurisdiction in the border areas; land use planning and regulation should be coordinated and jointly developed for the benefit of both, as discussed in section 13, Implementation.

New resorts or lakeshore commercial uses (water dependent) are planned along the Eagle Chain as designated within the On-Chain Mixed Use areas. New or expanded commercial uses within these areas should also be reviewed on a case by case basis due to the potential development impact. Existing county shore land regulations will address standard size, access, and frontage issues; the plan and local administration should deal with the review of the development conformance and impact.

Private market investment will continue to be the main economic development force in the town. However, the town wishes to guide commercial development to an area that will derive the most public benefit. Secondly, the plan supports the idea that the town is predominantly a rural

residential area. The On-Chain Mixed Use classification addresses an area that encompasses and plans for both residential and commercial development.

The Planned Mixed Use and Highway Commercial area account for only 9.2% of total land area. Site design requirements including landscaping, lighting, parking, and access standards, business hours, maintaining timber cover, and requiring adequate buffers between intensive uses could have the most dramatic affect, especially in the Planned Mixed Use classification as the opportunity for conflict is escalated due to intensive uses of both residential and commercial. Developments should also occur without negatively affecting the function or look of natural features such as large stands of pine. It should be encouraged to work with nature (not over it) to maintain the rural charm and northwoods character the town currently has. The Planned Mixed Use class also offers an opportunity along STH 17 as that corridor is relatively undeveloped as compared to the STH 70 or STH 32/USH 45 corridor. The town should consider the development access and location as much as the type of proposed use. As demonstrated in Appendix 12-4).

Many of preferred land use classifications allow for some commercial activity to occur. The intent is to afford the landowner flexibility in utilizing property yet protecting neighboring interests. Some commercial uses such as contracting may fit better in a rural setting. The plan also recognizes the need for and the existence of home occupational businesses. Each of the classifications recognizes home occupational business as a viable and permitted activity, assuming the uses comply with existing standards as set forth by the Vilas County Zoning Ordinance. There will need to be some level of accountability to ensure home occupational businesses do not outgrow their capacity or location and become nuisances to adjoining landowners. Those home occupational businesses that could potentially need a zoning change to continue to operate, should be encouraged to locate in the identified commercial areas.

Industrial Development

The town has held many discussions over the past decade relative to industrial development and the formation of an industrial development or park. Discussions have been held with the City of Eagle River as well in breaching the subject of service delivery to industrial development. Although nothing has come forward as a result of these discussions, the opportunity still exists for the town and the city to collaborate on joint industrial park planning and shared services as a result. In terms of the Year 2020 Preferred Land Use Plan, there have been no lands targeted specifically for industrial development within the Town of Lincoln that are not already used for industrial use in some capacity. According to Appendix 12-1, a few of the classifications could potentially accommodate light industrial in some form. The town should closely review any such proposal with a view toward service needs, impacts to the surrounding area, access, environmental concerns, and density of surrounding development. The type and intensity of industrial use would need to be closely evaluated to ensure community character issues and neighbor concerns are addressed.

It is recommended that the Town of Lincoln further study the capability and accommodation of light industry in the town. Services and infrastructure are necessary features of an area that is to accommodate development of that nature. Town control of lands for siting, technical or financial incentives, or marketing the town for future business development will necessitate additional study.

Parks and Open Space

The Town of Lincoln has an abundance of recreational facilities and services offered by all levels of government and private enterprise. Section 5.8 discusses the opportunity found within the town proper. Due to proximity to Eagle River and the availability of both public and private recreational lands, the town has only one outdoor recreation-related facility, a public boat landing at Catfish Lake. The planning process brought forth many discussions relative to the topic of outdoor recreation. At this time, there are no plans for park acquisition or development. The town does understand the opportunities for trail development as many Vilas County communities are investing in multi-use trail development, which was considered within the time frame of this plan. The abundant outdoor recreational opportunity afforded through lakes and public lands will limit the town's exposure to additional acquisition demands.

In addition, Vilas county completed and adopted the 2002 - 2006 Vilas County Outdoor Recreation Plan. The plan recommends the Town of Lincoln consider land acquisition for future recreational development. In the event the town would consider investments in to outdoor recreation, a specific study should be completed to determine the feasibility and cost-benefit of options. Trail development and linkage to surrounding trail system(s) should be assessed as both recreation and tourism opportunity is greatly expanded by trails. It is recommended the Town of Lincoln try and coordinate park developments via trail networks that could possibly be connected into a county wide trail system, especially to the City of Eagle River.

Forestry

The Town of Lincoln has classified 18.1% (4,270.4 acres) of lands in the town as Forestry and Recreation, which includes both public and private lands. Based on Table 12-1, 2,728 acres designated to this classification are either public lands, surface water or developed, which realistically leaves 1,542 acres 'available' for forestry and residential use. The large tracts are contiguous to public land, do not have readily available services such as town roads or electrical service, are currently zoned as forestry, or are more than 1000 feet from public roads. The forestry areas are planned to have minimum lot sizes of 10 acres per lot. The intent of the classification is to maintain larger tracts of land in forest or wooded use and to allow for low density, rural lot development.

Table 12-1
Town of Lincoln Year 2020 Preferred Land Use Classification Acreage
(Based on Map 12-1, November, 2002)

Land Use Plan Classifications	Total Acres	% Total Acres	Wetlands/Water/ Developed/ Public Land	Available Land	Available Land Minus 20% Flexibility Factor	Preferred Minimum Lot Size (acres/unit)	Potential Dwelling Units
Lakeshore Residential	2,286.9	9.7%	1,649.7	637.2	509.8	1.5*	339.8
Multi-Family Residential	7.6	0.0%	7.6	0.0	0.0	1.5	0.0
Rural Residential	4,197.3	17.8%	1,534.8	2,662.5	2,130.0	5.0	426.0
Wooded Residential	4,993.7	21.2%	1,832.4	3,161.3	2,529.0	1.5	1,686.0
Forestry and Recreation	4,274.9	18.1%	2,728.1	1,546.8	1,237.4	10.0	123.7
Highway Commercial	691.5	2.9%	362.0	329.5	263.6	1.5	175.7
On-Chain Mixed Use	141.1	0.6%	108.4	32.7	26.2	1.5*	17.4
Planned Mixed Use	1,486.8	6.3%	532.0	954.8	763.8	1.5	509.2
Industrial	329.3	1.4%	170.6	158.7	127.0	1.5	84.6
Agriculture	1,200.0	5.1%	161.1	1,038.9	831.1	5.0	166.2
Parks and Recreation	3.1	0.0%	3.1	0.0	0.0	-	0.0
Education and Recreation	166.7	0.7%	140.8	25.9	20.7	-	0.0
Government/Institutional	21.7	0.1%	21.7	0.0	0.0	1.5	0.0
Roads	800.6	3.4%	800.6	0.0	0.0	-	0.0
Water	2,995.9	12.7%	2,995.9	0.0	0.0	-	0.0
Total	23,597.1	100.0%	13,048.8	10,548.3	8,438.6	-	3,528.9

*Acreage calculated for backlots (off water). Densities for on water lots will be of higher density as regulated by Vilas County, therefore will allow more housing units in this category.

A trend in Vilas County will continue to be larger tract development off-water for single-family uses and/or the use of larger tracts for recreational purposes such as hunting. The Forestry and Recreation class will allow for a combination of uses, whether they are residential or recreational, or some limited commercial uses. In the case of active forestry or logging in the designated forestry classification (or any area), buffers or setbacks of natural vegetation should be considered to minimize impacts to neighboring property owners and to the general aesthetic of the town. Clustering residential development near existing roads is also recommended.

All public and industrial forest lands classified as forestry and recreation carry the same intent, if ownership is transferred, as the forestry lands held in private ownership. The opportunities for land swaps and transactions of property between landowners occur frequently enough to warrant the forestry classification regardless of ownership. The intent of the land use plan is to coordinate the uses of property to develop consistent development patterns, now and into the future.

12.3 Growth Accommodations

Table 12-1 displays the relationship between Town of Lincoln preferred land use classifications as they pertain to the Year 2020 Preferred Land Use Map acreage. Each preferred land use classification area was calculated for gross acreage. Existing developed lands, public lands that cannot be developed due to physical characteristics such as wetlands and surface water were deducted from each preferred use gross acreage to arrive at the "available" land calculation (lands that could be developed). A 20% flexibility factor was applied to the acreage to adjust for property that may not be developed, and for existing and future roads. The established minimum lot sizes identified in the preferred land use classification were then applied to the "available" land category to arrive at the number of potential housing units that could be constructed within the classification.

In terms of determining the relative "restrictiveness" of the preferred land use plan, comparisons had to be made to the Town of Lincoln growth forecasts discussed in Section 10. Adjusted housing unit projections formulated from Town of Lincoln permit data and from the Wisconsin Department of Administration were compared to the available housing unit calculation. Based on the projected housing unit calculations, the data suggests available acreage exists in all classifications to accommodate even the most aggressive growth scenarios, over several decades of growth.

The household growth projections displayed previously, when compared to Table 12-1, demonstrate the Year 2020 Preferred Land Use Map has not restricted the town's ability to grow, it has only specified areas that are consistent in the use, location, and density of development. The potential for 3,433 new structures (housing units or business buildings) the plan could accommodate far exceeds growth projections for decades to come. Overall, the preferred land use classifications are designed to notify landowners and residents the intent of use, thereby facilitating conformance to the planned character of the classification, not to limit growth.

Based on the 2000 census, 203 housing units were added in the town over the last decade, averaging 20 homes a year. Simply dividing that average into the 3,433 possible new structures as represented in the Year 2020 Preferred Land Use Map, one can see the plan does not restrict growth, it simply focuses the use and location of development in accordance with public opinion as developed throughout the planning process.

Growth in the town is inevitable. If growth is not managed according to a community ethic, the town could pay a high price through the loss of intrinsic value, or the sense of place that stimulated many to live or own property. To accomplish the goals and vision set forth in this document, the Town Board, residents, and Vilas County must work together in an organized and cooperative manner on all planning efforts in the town and county.

13 Implementation Strategy

The final element in the land use planning process is implementation. Plan development is an exhaustive and labor intensive process. Often, little energy is reserved to take the steps necessary to begin "working" the plan. However, the plan's ultimate success will be tied to the energy and resources which are applied to implementation.

The implementation strategy includes a summary of issues and items discussed by the Land Use Planning Committee, Town Board, and the Town of Lincoln taxpayers at public meetings. The implementation strategy also includes a modified action plan presented in the front of this document. The action plan identifies implementation actions within the context of primary responsibility for a proposed action and a targeted completion date.

Plan implementation will take resources to adopt the procedures and recommendations into administrative procedure. Planning, in and of itself, has strength only to identify the path to the Town of Lincoln's long-term vision. Implementation tools, coordinated and applied, translates vision into reality. The implementation strategy is organized as follows:

1. Preferred Land Use Classifications Versus Zoning Districts
2. Preferred Land Use Class Recommendations
3. Administration
4. Intergovernmental Coordination
5. Ordinance Revisions
6. Ordinance Development
7. Voluntary Implementation Tools

13.1 Preferred Land Use Classifications Versus Zoning Districts

Comprehensive land use plans are policy documents indicating how communities would like to see the land used over a 10 to 20 year period (future vision). Comprehensive plan maps depict land for future uses, and typically show broad categories of land uses. For each of the preferred land use classifications there may be one or more zoning districts that could be used to implement the preferred land use. The specific zoning district that could be used to implement the plan's preferred land use will depend on local circumstances and policies defined within the plan itself. Plans should guide zoning decisions, but zoning regulations are just one of a number of implementation tools that can be used to help local communities achieve their preferred land uses.

In Vilas County's planning process, local communities developed their preferred land use classifications as "visions" of what they would like to see in their areas in the next 10 to 20 years. The preferred land use classifications describe the mix of preferred uses, the locations of those various mixes of uses, and the densities of preferred development. Each preferred land use classification also lists the types of uses the communities feel ought to be considered as permitted or conditional uses within each classification.

Communities used a variety of public participation processes, including direct mail packets that included the classification descriptions, the preferred permitted and conditional uses, and community feedback forms. The mailings were sent to all property taxpayers. The public participation process generated community-wide responses and feedback which enabled the local planning committees to solidify recommendations, based on public opinion, on the types of uses, their locations and densities for each of their preferred land use classifications.

As future visions, the preferred land use classifications are not intended to take the place of zoning districts. The preferred land use classifications are used however to make recommendations for specific zoning map or ordinance text amendments that would help to achieve the proposed future land uses. The communities can match their lists of recommended permitted and conditional uses for the preferred land use classifications against a similar table reflecting the permitted and conditional uses regulated in existing zoning districts.

A variety of comprehensive land use plan implementation recommendations can be generated when comparing the two tables:

- ◆ Where the list from a preferred land use classification closely matches an existing zoning district, the land use plan can recommend utilization of that zoning district as part of the plan implementation strategies.
- ◆ If there is no close match, the plan can use the classification list as a recommendation to the zoning agency (county, city, town, etc.) to create new zoning district options.
- ◆ If the list is close but some uses vary, the local plan commission can recommend a zoning district as a “best fit”, but still utilize their land use classification list of permitted and conditional uses as a reference for rezoning requests. For example, if a single family zoning district is the “best fit” for a lakeshore residential land use classification, but the preferred land use classification also recognizes resorts as a compatible use, the municipality can use the plan to justify rezoning from single family to a district that would permit resorts at the time a specific resort development is proposed.
- ◆ Where types of uses closely match between a zoning district and a preferred land use classification, but the lot sizes (densities) do not, towns could independently utilize a subdivision control ordinance to require the lot sizes recommended by the local plan.
- ◆ Some types of land uses can be achieved regardless of the type of zoning district in place using a variety of other implementation tools. Such tools include land acquisition (ex. for parks), conservation easements, encouraging the use of Managed Forest Law and other tax programs, transfer or purchase of development rights programs and others.

As implementation strategies, each of the above recommendations would enable zoning decisions and actions, by either the county or towns, to be “consistent” with the local comprehensive land use plans. Consistency of such land use programs and actions are also a requirement of the current planning law.

Comprehensive land use plans are intended to guide county and local decisions on zoning text and map amendments. They are not intended, however, to replace zoning and other ordinances as regulatory frameworks to implement day-to-day permitting activities. Individual zoning permits (and conditional use permits) would still be issued according to the zoning or other regulations in effect on the date the permit is issued. The permitted and conditional uses would remain in effect under the zoning regulations until the zoning map or text is amended to more closely reflect the types of permitted and conditional uses recommended for the preferred land use classifications.

13.2 Preferred Land Use Classification Recommendations

Section 12 recommends 13 preferred land uses the town identified for the "desired future condition" land in the town. The preferred land use classifications are not zoning districts. The classifications can be some useful tools to help the town assess the viability of existing zoning in directing plan implementation based on the intent of the classification. In accordance with Appendices 12-1 and 12-2, the Town of Lincoln preferred land uses and the associated permitted and conditional uses were compared to existing county zoning districts to determine compatibility of intent. Where an existing county zoning district closely matched the town's preferred use, the county zoning district was recommended to implement that use. Where a match was not identified, a recommendation for action was included. This discussion assumes the town will proceed utilizing Vilas County for zoning administration, which the town has stated it will. It is *not implied* that a recommendation to utilize an existing (or recommended) zoning district should or will necessitate a zoning change within the areas where preferred uses closely matches the existing zoning. The recommendation implies *only* that the preferred uses either are or are not closely related and that the town could use the Year 2020 Preferred Land Use Map and the following recommendations as a guide when reviewing lot splits or rezonings.

The Vilas County Shoreland Zoning Ordinance will also play a major role in implementation of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*. Lakes Classification provisions in the Shoreland Zoning Ordinance will regulate density and construction in the shoreland zone, where a majority of development pressure has and will continue to shape the landscape. The Shoreland Zoning Ordinance will not regulate the types of uses, such as if property will be commercial or residential; use of property will continue to be regulated by the underlying zoning district and to some degree the Year 2020 Preferred Land Use Map. The intent of the Year 2020 Preferred Land Use Map, the preferred land use classifications, and the planning process in general is to correlate the relationship between existing and preferred uses, and to determine how public land use directives can be achieved. The following implementation recommendations lead the strategy.

Lakeshore Residential

Vilas County's existing Single-Family Residential (R-1) zoning district closely matches the preferred uses identified in the Lakeshore Residential classification; therefore, the R-1 zoning district could be used to implement the preferred use. The Vilas County Shoreland Zoning Ordinance currently regulates development within the shoreland zone, which will also be an effective tool to regulate development activity within the Lakeshore Residential areas. Overall, the town's preferred uses would be slightly less restrictive than the county ordinance; the county Single-Family zone allows 16 permitted or conditional uses (nine permitted & seven conditional), whereas the preferred Lakeshore Residential classification would allow 18 total (six permitted and 12 conditional uses).

Rural Residential

Vilas County currently does not have a Rural Residential zoning district. It is recommended that the Town of Lincoln propose a new zoning district be added to the Vilas County Zoning Ordinance to provide for five acre lots or larger, principally related to residential uses. Appendix 12-1 shows the preferred uses within the Rural Residential classification are somewhat similar to single-family residential zoning; however, the town's proposed Rural Residential classification could conditionally allow limited commercial depending on the intensity of use. The county's Forestry zone is the only zoning district that has a five-acre minimum lot size, but the preferred uses are much different (and more restrictive) in the Rural Residential classification than in the Forestry zone.

Wooded Residential

The intent of the Wooded Residential classification is to facilitate residential development on 1.5 acre lots along existing town roads to maximize the public investments in the road network. There is no existing county zoning district that matched the preferred intent envisioned for this land use area. The Wooded Residential classification is most closely aligned to the existing Single-Family Residential zoning district (either permitted or conditional). However, the Wooded Residential classification is less restrictive than Single-Family zoning in the overall number of preferred uses and suggests additional uses that are not allowed in the Single-Family zone. It is recommended the town discuss the potential with Vilas County to add an additional zoning district, at a minimum use or modify the existing Single-Family zone, or that the town adopt a land division ordinance to address conformity locally (see Appendix 13-2).

Forestry and Recreation

The Forestry and Recreation classification may need to use a combination of both town and county regulations to implement the intent of the preferred land use. The Vilas County Forestry (F) zoning district could be utilized to implement this class. However, it is recommended that the Town suggest the Forestry zoning district be revised to increase the respective lot size minimum from five acres to 10 acres complying with county land use plan trends and with

minimum lot sizes relative to forest management program standards. The existing zoning district is slightly more restrictive than the Town of Lincoln is suggesting (41 county permitted or conditional uses vs. 42 preferred permitted or conditional uses). This should also be discussed with Vilas County, although the differences are negligible.

To offset the existing county minimum lot size (5 acres) for the Forestry zoning district, the Town of Lincoln may need to adopt a local land division ordinance to achieve the preferred 10-acre minimum lot size when a new land division would occur within the planned Forestry and Recreation classification. The land division ordinance would require conformity to the adopted *Year 2020 Comprehensive Land Use Plan* relative to lot size, whereas use(s) would still be regulated through the zoning ordinance. It is possible for a land division code to regulate land use as conformity requirements can be included in a land division code. This issue is discussed in greater detail in this chapter and in Appendix 13-2.

Highway Commercial

The existing General Business (GB) zoning district of the Vilas County Zoning Ordinance could be utilized to implement the Highway Commercial land use class. The town and county uses are very similar in intent and in the number of permitted and conditional uses (49 uses allowed via county and 51 suggested uses by the town). The lot size recommendations are also the same. The main issue that exists between the county zoning regulations and the town's preferred land uses are some specific recommendations for lot and access review as part of the development process. The town is concerned with frontage access as the state highways utilize access control along the state highway(s). The town also suggests new development look for ways to cluster development and share access, signage etc as represented in Appendix 12-4. The potential also exists to coordinate development approvals with the City of Eagle River in areas that are near the border. The city and town should discuss the development and coordinate such issues as public services and signage, access, building location on the parcel, and pedestrian accommodations such as trails or sidewalks. Coordination and review of development within the Highway Commercial classification could have as large an impact as the type of use that is developed.

On-Chain Mixed Use

The intent of the On-Chain Mixed Use classification is to have mixed residential and commercial uses to accommodate the existing development pattern. Mixed uses are planned to be more prevalent in this area. There is no existing Vilas County zoning district that matches the *preferred intent* envisioned for this land use area. The existing General Business (GB) zoning district does not meet the intent as the on-Chain Mixed Use class is not solely a general business area, even though residential is allowed in the General Business zone. The All-Purpose zoning district would technically work for implementation, which could be said for any of the preferred land uses. The intent of the class is mixed residential and commercial uses that may exist now or that may happen. The difference is the location of near the lakeshore and the predominance of residential uses in the area. Development should be very considerate of the surrounding development pattern. It is recommended the town approach Vilas County to adopt a new Mixed

Use zoning district tailored specifically to the application of mixed uses. The proposed Mixed Use district could have varying degrees of intensity associated with development, similar to performance-based zoning. The higher the intensity of use, the more restrictions are applied to it. Intensity of uses relates primarily to potential commercial uses, where single-family residential uses are anticipated to be the predominant use within the classification.

Other implementation strategies could involve requirements related to design-review standards for new commercial structures, and local subdivision controls that could allow various lot sizes depending on the intensity of use. The intensity of use will need to be discussed at the county level as the Town of Washington also has planned areas designated with the On-Chain Mixed Use classification, although Washington's recommendations are much more restrictive (water-orientated commercial only) than Lincoln's.

Planned Mixed Use

The intent of the Planned Mixed Use classification is to have mixed residential and commercial uses at a lower density to accommodate the existing development pattern and plan for areas that are anticipated to develop over the life of this plan. Mixed uses are common throughout the town, but much more prevalent in these areas, especially nearer the border between the town and the city. There is no existing Vilas County zoning district that matches the *preferred intent* envisioned for this land use area. The existing General Business (GB) zoning district does not meet the intent as the Mixed Use class not solely a business area, even though residential is allowed in the GB zone. Community Business zoning would work as the lot size requirements are reduced. The All-Purpose zoning district would technically work for implementation, which could be said for any of the preferred land uses, and that is not recommended.

The intent of the class is mixed residential and commercial. It is also the intent to view the STH 70 corridor differently than the STH 17 corridor. STH 70 is very densely developed with mixed use and is anticipated to be a primary development corridor, as discussed in chapter 12. Development along STH 70 in close proximity to the city has the potential, due to location, for possible shared services of sewer and water as the city's public utility is at the city's west border. The recommendation for the STH 70 corridor then is for assessment of building footprints on lots and identifying potential lot splits on larger lots that could be necessary if there is ever agreement for shared service along the STH 70 west corridor and sewer would become available. A property owner should plan for the potential of sewer on the front side of the development process and plan their building and lot configurations accordingly. If that does not occur, the costs could be exacerbated down the line by inadvertently placing a building in the middle of 300' of road frontage, which would limit the potential to accomplish lot splits in the event of sewer being provided to the area.

The STH 17 corridor is also different from STH 70 and warrants different considerations. For example, the STH 17 corridor is relatively undeveloped as compared to STH 70. New development will occur along the highway and will require highway access. The STH 17 corridor should be assessed differently as the opportunity exists for clustering commercial uses at

intersections or utilizing internal access service access to property and coordinating access to the highway (see Appendix 12-3 & 12-4). It is recommended the town approach Vilas County to adopt a new Mixed Use zoning district tailored specifically to the application of mixed uses. The proposed Mixed Use district could have varying degrees of intensity associated with development, similar to performance-based zoning. The higher the intensity of use, the more restrictions applied to it.

Other implementation strategies could involve requirements related to design-review standards for new commercial structures, and local subdivision controls that address lot sizes, and cluster development regulations that could require shared access and internal roads to service highway corridor development.

Industrial

The existing Industrial (I) zoning district of the Vilas County Zoning Ordinance could be utilized to implement the Industrial preferred land use class. The town and county uses are very similar in intent; however, the county regulations are twice as lenient in the number of permitted and conditional uses (46 uses allowed via county and 23 suggested uses by the town). This means that the town may need to approve some developments with conditions applied to the development to address the concerns associated with industrial development. The main issues that exist between the county zoning regulations and the town's preferred land uses are the specific use recommendations.

Government/Institutional

Vilas County does not have a public, government, or institutional zoning district. Public uses such as government facilities are permitted in all the existing zoning districts. Therefore, it may not be necessary for Vilas County to adopt a government or institutional zone. It is recommended the town suggest the county review the zoning ordinance relative to this issue. If there is no action on a government zoning district, the town prefers could use the Community Business (CB) zone to more accurately reflect intent, although the Community Business zone allows 26 more uses than the suggested town classification. Exposure is minimized due to the slight amount of land dedicated to the suggested Government/Institutional classification.

Parks and Recreation

No Vilas County zoning district matches the preferred permitted and conditional uses envisioned for this land use area. Most Vilas County zoning districts permit parks or playgrounds within the district, which minimizes the importance of the issue. It is recommended that the town suggest the county adopt a free standing parks district; however, the existing recreation district could be utilized to best represent the land use intent if no additional district is created, assuming land covenants are filed and are attached to the property deed restricting use in condition of sale or redesignation of park-related use. The town should also consider the park & recreation facility development as an opportunity for community development and enhancements to the quality of

life in the town, as the town has very little in developed recreational facilities. Trails development and park facilities are held in high regard by the public. The town should consider advancing the status of parks and outdoor recreation in the town by strongly considering land acquisition for town facilities or coordinating park and recreation uses with the city of Eagle River through a cost-share relationship.

Agriculture

The Vilas County Zoning Ordinance does have an agriculture zoning district, which could be used to implement the land use. There are some marked differences between the town's preferred permitted and conditional uses and lot size when compared to the county's Agricultural zone. The county Agriculture zone has a 35-acre minimum lot size whereas the town suggests five acres, and the town suggests 13 more uses than is currently allowed. New development within the agriculture area should be located near existing public roads (within 300') and should be located in such a manner that it does not fragment farming operations. The intent is very similar as both the town classification and the county zoning district desire continued agricultural use and contiguous tracts of productive agricultural area. It is recommended the Town of Lincoln discuss the lot size and preferred uses with Vilas County to determine compatibility of intent. The Town may wish to consider use of a local land division ordinance that could allow the town to meet the preferred intent and intensity of use.

Education/Recreation

There is no existing Vilas County zoning district that matches the preferred uses envisioned for this land use area. The classification intent is to address group camp facilities and the potential transition of use. In the case of transition and change in use, the plan recommends no higher intensity of use and uses should be similar (primarily residential) to those surrounding it. The Recreation zone is not recommended due to its multiple permitted uses. Although any transition will have to be viewed on a case-by-case basis, the town recommends the lands, in the case of transition, be viewed as Lakeshore Residential unless otherwise approved.

13.3 Administration

Listed below are strategies that may be implemented through town policy and administrative actions. The primary responsible party is the Town Board. The Town Board may also seek advice from appointed advisory bodies or technical advisors.

Actions

1. Adopt the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* in its entirety. The Smart Growth statutes require adoption of the plan by ordinance, not by a resolution. However, since the town started the planning process prior to passage of the legislation, the town can adopt the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* via resolution if desired. The ordinance method is recommended.
2. Appoint a Town Plan Commission. The Land Use Planning Committee should be dissolved and reorganized according to the Wisconsin State Statutes (62.23), as the Plan Commission has powers and duties defined in the statutes, whereas a planning committee does not. Both are legal entities authorized to perform planning and related functions. However, the town would be best served by the duties and legal standing of a Plan Commission.

The general function of the Plan Commission will be to assist and advise the Town Board with ordinance development and amendment; review of development or zoning proposals, and amendment of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*. It is desirable to have a cross-section of interests on the Plan Commission to best represent the different viewpoints and opinions in the town. Membership applications could be used by the Town Board to review applicants and ensure a diversity of interests.

3. Ensure that town policies, ordinances, and decisions are made in conformance with the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* (see Section 13.4).
4. Work with Vilas County to clarify and balance roles and responsibilities for planning and regulation within the Town of Lincoln.
5. Hold periodic public meetings on town planning, land use and regulatory issues, and voluntary land and resource programs to keep the public interested and informed with the implementation of the town land use plan.
6. Provide a local point of contact to respond to inquiries related to town planning and development regulations (typically the Plan Commission).
7. Monitor the effectiveness of the *Town of Lincoln Year 2020 Year 2020 Comprehensive Land Use Plan* by reporting annually to town residents on plan implementation. At a minimum, the report should include: an update on completed and unfinished action plan items; annual work schedule for plan implementation; and summary of town development activity (e.g., land divisions, building permits, zoning permits, etc.).
8. Develop a Town of "Lincoln Procedures Manual" which establishes policies relative to processing of town permits and approvals; conduct of governmental officials; administrative rules; bidding; etc.

9. Conduct a comprehensive review of the land use plan every two years, or as necessary as conditions warrant.
10. Plan and budget for Plan implementation and maintenance. Successful implementation may require the town to invest both time and money into ordinance development, administration and enforcement; intergovernmental coordination, community education; and plan maintenance.
11. Provide for early and continuous opportunities for public input on new town ordinances and amendments.
12. Allow for the opportunity to discuss land use, zoning, and development issues with the City of Eagle River as development within the 1.5 mile border area should be coordinated.

13.4 Intergovernmental Coordination

Listed below are actions to coordinate land use planning activities and/or development regulations between jurisdictions. The objective of these actions is to seek and establish mutually beneficial relations with other units of government.

Vilas County Land Use Plan

Vilas County has initiated the planning process for the development of a Vilas County Land Use Plan. A major challenge facing the county will be to balance and integrate the desires of various local jurisdictions. Vilas County anticipates adoption of a county-wide land use plan by the end of year 2002.

Adoption of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* communicates the town's preferred land use management areas and related goals, objectives, and policies to Vilas County. The town should coordinate with Vilas County to integrate the town's land use plan as an element of the county-wide plan. Integration is important to help ensure consistent implementation of both the county and town plans within the Town of Lincoln. Failure to recognize and resolve significant policy differences could lead to conflicting town and county regulation of land use controls.

Actions

1. Monitor and participate in the development of the Vilas County Land Use Plan.
 - ◆ Ensure local representation at county public meetings and hearings.
 - ◆ Participate on citizen and local government committees assisting Vilas County in plan development.
 - ◆ Submit town comments to Vilas County in areas of both agreement and disagreement throughout the development of the Vilas County Land Use Plan.
2. Request that Vilas County incorporate the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* as an element of the county-wide plan.
3. Seek to resolve any significant policy differences between the county and town land use plans.

Joint Administration of Local Land Use Controls

Plan implementation could include administration of several town ordinances (see Section 13.4 and 13.5). Effective administration will require coordination with Vilas County who also has jurisdiction over zoning; shoreland-wetland protection; land divisions and subdivisions; flood plain zoning; and other land use controls. Coordination of administrative responsibilities will help minimize duplication of efforts and public confusion over applicable permit and approval processes. Coordination may also be necessary between other units of government to address issues such as plat review or development proposals which cross jurisdictional boundaries.

Actions

1. Pursue the development of an agreement with Vilas County to address joint administration of local land use controls. The agreement should include, but is not limited to:
 - ◆ Joint administration procedures (e.g., public notices, public hearings, permit review and comment, etc.) related to re-zoning and development proposals requiring both town and county approval.
 - ◆ Development of public information explaining county and town land use controls and approval processes.
 - ◆ Tracking of permit applications and approvals.

2. Work with Vilas County to review decision-making and permit review procedures to facilitate consideration and consistency with the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*.

City of Eagle River

The town and the city started the planning process with a good faith effort to work together in a joint process to discuss planning and development within a regional context, as the city lies entirely within the town. Over the course of the project, 10 joint meetings were jointly held with the city deciding to use their zoning regulations as their long term plan, thereby dropping out of the joint planning process. Although the plan did not get completed in a joint fashion, the value of being at the same table and listening to issues across the border provided value to both governments, and should not be lost. Several ideas generated from the planning process such as joint development review, coordination of economic development, coordination of potential regulations that could affect both governments such as signs, and the shared service potential for areas such as STH 70 west or a potential joint industrial park is key to both communities. It is recommended the town offer comment opportunity to the city for development review within one-half mile of the town border to allow for continued conversation and political relationship building; in return, the town should be consulted relative to annexation requests and development activity along the border area. The conversation needs to continue and a mutually beneficial relationship to the benefit of the public should be the goal.

13.5 Ordinance Revisions

Vilas County Zoning Ordinance

Under Wisconsin Statutes, counties and local units of government are authorized to adopt "zoning" ordinances. Zoning most likely will continue to be a primary tool for implementing the *Town of Lincoln Year 2020 Comprehensive Land Use Plan*. The town land use plan should guide zoning ordinance provisions including district descriptions, preferred densities, permitted uses, conditional uses and the official zoning map.

Town of Lincoln has previously adopted the Vilas County Zoning Ordinance, whereby zoning districts and associated regulations are administered by the county. The preference of the town is that county administration of zoning continue. Advantages related to continued county administration include:

1. Avoid the cost of developing and administering (e.g., permit processing, enforcement) a town zoning ordinance.

2. Avoid the time, cost and uncertainty associated with obtaining County Board approval on a town zoning ordinance and any future amendments.
3. Property owners and the development community are familiar with administration of zoning rules by the county.

The main disadvantage under county zoning is the town may not be able to achieve all of the "desired future conditions" specified in the plan. The proposed 10-acre minimum lot size provision in the Forestry and Recreation classification serves as a prime example. The county may not wish to have individual or town specific regulations related to a zoning district that is applied county-wide for administrative reasons. Most likely this will not be the case as several towns in Vilas County have recommended the same 10-acre lot size for the Forestry and Recreation classification. If the county does not modify the existing zoning code, the Town of Lincoln may need to develop town specific land division ordinance to implement the 10-acre provision as discussed in Section 13.5.

The land use plan conveys the town's preferred land use pattern and should serve as a guide to decisions and standards related to zoning. For example, the land use plan designates most of the town as some form of residential development with various lot sizes associated with the classifications. Such policy direction informs the County that creation and/or expansion of more intensive commercial zoning districts are not supported in areas other than where they have been planned.

Actions

1. Coordinate integration of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* as part of Vilas County Land Use Plan (see Section 13.3). The significance of this effort is that the county-wide plan will serve as a guide for Vilas County land use controls such as zoning.
2. Request that Vilas County and the Town of Lincoln amend its zoning permit review procedures to provide for consideration and consistency with the town's *Land Use Plan*.
3. Explore options with Vilas County to utilize, amend, or add new county zoning districts to implement the town's *Land Use Plan*. Basic options include: (Please see Appendix 13-1 for zoning options).

- Option 1.** Develop new Vilas County zoning districts and/or modifications to the existing district rules in accordance with Section 13.1 recommendations. Key "areas of review" are related to rules within the General Business, Forestry, and Single-Family Residential zoning districts and include:
- ◆ Coordination of lot size.
 - ◆ Permitted and Conditional Uses.
 - ◆ Consistency between Planning and Zoning.

- Option 2.** Develop unique town zoning as an appendix to the Vilas County zoning ordinance. Under this option, the town could request to have town zoning district descriptions and related text and map stand alone as an appendix to the county zoning ordinance.
- Option 3.** Establish a town zoning ordinance. The town could draft their own zoning ordinance. A town zoning ordinance would require County Board approval. The County Board would also have "veto" power over future amendments to the town's ordinance. An alternative to total town administration, could involve 66.30 intergovernmental agreements to contract with the county for zoning administration and enforcement.

Amendment of the Town of Lincoln Year 2020 Comprehensive Land Use Plan

The *Town of Lincoln Year 2020 Comprehensive Land Use Plan* reflects several years of work by the town dating back to the 1999 town survey (see Appendix 2-2). The plan is long-range in design and any amendments should be carefully considered for their cumulative effect.

Future amendments to the town plan should also consider consistency with the 1999 state land use planning legislation, otherwise called the "Smart Growth" legislation. The new state planning statutes provide the framework for developing and adopting land use plans, a grant program which provides communities with incentives to adopt plans or bring plans in conformance with the new state statutes, and a requirement that beginning on January 1, 2010, any program or action (e.g., a town land division ordinance) of a local government unit that affects land use will be consistent with a land use plan adopted in conformance with state requirements.

Actions

1. Coordinate plan amendment with the biannual land use review (see Section 13.2) of the plan, whenever possible.
2. The town Plan Commission and Town Board should determine that a proposed amendment is consistent with all the following criteria before granting approval:
 - ◆ It will maintain the public health, safety, and welfare.
 - ◆ The amendment is necessary due to changed conditions or circumstances.
 - ◆ The cumulative effects of proposed changes have been assessed and determined to be consistent with the spirit and intent of the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* and any other applicable local plans and policies.

3. Update the *Town of Lincoln Year 2020 Comprehensive Land Use Plan* by January 1, 2010, consistent with the provisions of the new state land use planning legislation as identified in Appendix 13-3. Compliance should be coordinated with the biannual review of the town Plan, and integration of the town Plan with the Vilas County Land Use Plan.

13.6 Ordinance Development

The following town ordinances have been identified as the potential tools to be used by town decision makers to achieve the vision, goals, and objectives of this plan. These ordinances could accompany the Vilas County Zoning Ordinance (see Section 13.4) as the town's primary implementation tools to guide and manage new development. The action plan, located at the front of this document, identifies when the town could have such ordinances established.

Plan Commission Ordinance

A key element of plan implementation will be to form a town plan commission. For example, a plan commission is a prerequisite to the adoption or amendment of a town land division ordinance (see below). The Wisconsin Statutes [Wis. Stats. 60.62 (4)] allow towns who have village powers to establish plan commissions. The plan commission must be enacted by ordinance consistent with state enabling statutes. The plan commission must keep a public record of its resolutions, transactions, findings and determinations [Wis Stats. 60.62 (2)].

Land Division Ordinance

A land division ordinance is a planning tool to control how, when, and if rural areas, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. The impact of land division regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Properly administered land division regulations can therefore be more useful in achieving plan implementation than zoning ordinances (see Appendix 13-2).

In the Town of Lincoln's case, the town has indicated preferred minimum lot sizes of 10 acres in the Forestry and Recreation classification. If the county does not desire a change to the existing zoning code, a town land division ordinance could facilitate the acreage minimum, not a county zoning ordinance amendment. A town land division ordinance would be cleaner from a county zoning standpoint and would allow the town the local control desired to implement the minimum lot sizes per the Year 2020 Preferred Land Use Map.

Design Review Standards

Design review standards are typically used by communities to ensure quality community character through establishing regulations, standards, and procedures for conducting site plan reviews as it applies to new business, industry and/or multi-family development. The objectives of design review standards often include: 1) to ensure efficient, safe, and attractive land

development that are compatible with surrounding land uses and community character, 2) to implement the goals and policies of the land use plan; 3) to provide for screening landscaping, signage and lighting which enhances and complements land development activities and minimize adverse impacts on surrounding properties; 4) to develop proper safeguards to minimize environmental impact, and to advance and promote sound growth and continued development, and 5) to safeguard property values and promote high-quality development, among others.

Standards could be developed for landscaping/screening, signage, parking, traffic, lighting, site layout/building orientation, and building design, along with any other areas deemed appropriate or necessary as identified by the town. This ordinance would assist the town in maintaining its rural character through the appearance of new development, which often stimulates private investment into existing buildings. The town and city discussed coordination of such issues during the planning process, and it is recommended the town consult the city in the event the town decides to act on this issue. Coordination along the border areas will have a very positive effect on the character of both the town and the city.

Basic Code of Ordinances

The Town of Lincoln may also develop a basic code of ordinances within the town. This basic code of ordinances should include the following ordinances, in addition to the basic ordinances which have already been established by the town (Section 9.2, Development Regulation).

1. An ordinance to regulate landfills, quarries and gravel pits, if county regulations do not.
2. An ordinance to regulate signs (there is an existing ordinance that should be reviewed).
3. An ordinance to regulate junk motor vehicles and white goods.
4. An ordinance to regulate cellular towers.

These ordinances should be considered as part of a code of ordinances to be administered by the town's Planning Commission, or may in part be addressed by Vilas County. The level of enforcement and administration should be considered when addressing the codes.

Home Occupational Businesses

Home occupations are becoming more popular, and rural locations (especially the northwoods) are prime candidates for the impacts associated with a shift in workforce locations. The Town of Lincoln does not have its own code. Therefore, home occupational businesses are regulated through Vilas County's zoning code. The issues arise to surrounding properties when conditions change relative to the use of a primarily residential land use to more of a commercial-type use.

The ordinance should establish what types of home occupational businesses are allowed, hours of operation, number of employees, number of customers, signage, outdoor storage, permitted and conditional uses, and other criteria which define when a home business has exceeded the limits of operating in an area that has infringed upon the protection of the health, safety, convenience

and general welfare of town residents. Vilas County may address the home-occupation issue as well in the near future. Lincoln should stay abreast of county activity.

Driveway Ordinance

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the use the driveway is providing access for such as new commercial or single-family residence will be consistent with the town or county adopted road policies. The term "driveway" is generally defined to mean private driveway, road, field road or other means of travel through any part of a private parcel of land or which connects or will connect with any public roadway.

13.7 Voluntary Implementation Tools

This section provides a quick reference to programs, concepts and various federal, state and local conservation programs which are available to private landowners and/or local units of government in Wisconsin. Participation in these programs should be considered and encouraged as a tool to help preserve the important features, natural resources, and character of the town.

Purchase of Development Rights Program

Purchase of development rights programs have been in place in the eastern states for several decades and have received much support from farmers. PDR's allow a governmental entity or nonprofit conservation organization to purchase the development rights to land to either keep it in operation or undeveloped. The selling of development rights is done on a voluntary basis by landowners, and the rights are purchased based on a set of priorities. The value of the rights usually ranges from 30% to 80% of the property's fair market value, or the difference between the value of the land before restrictions are placed, and the value after the easement is placed on the land. Selling development rights has numerous benefits for the landowner, including the ability to obtain the equity (or development value) from the property, keeping the land permanently in production or as open space, allowing the property to be passed from generation to generation within the family, potential for significant tax savings on retirement income, and to make needed capital investments with the proceeds. The PDR program also encourages preservation by making land more affordable, and taxes for public service costs will be kept low because there will be less demand for services. Purchasing development rights results in a permanent restriction on the land. These programs are typically funded by a variety of sources including property and sales taxes, real estate transfers, special purpose taxes, farmland conservation fees, general funds and bonds.

Transfer of Development Rights

The transfer of development rights (TDR) and purchase of development rights are similar in that compensation is given to the landowner for the land's development value. The TDR program differs from the PDR program, however, in that it relies on the free market transfer of development rights from the open land to the development area rather than governmental acquisition.

Land Trusts

A land trust is a private, nonprofit organization dedicated to the protection of the natural resources. Land trusts develop partnerships with landowners and citizens of a community to achieve goals or natural value in the preservation of land and natural resources. Land trusts work with landowners, local community groups, recreational organizations, conservation clubs and private individuals who have identified an area worthy of preservation. Land trust can work through direct assistance in land acquisitions, resource management and can offer tax benefits. A land trust operates through landowner property donation, outright purchase of land or through securing conservation easements.

Cluster Development

One of the most successful implementation techniques which can be used to protect significant land resources, such as agricultural lands, woodlands, and natural, scenic and open areas are cluster development. This technique can be more effective when public, private, and nonprofit agencies combine their tools through cooperative efforts. The appropriate combination of tools should be defined which are best suited to the successful protection of land in each individual situation. Cluster development should be a welcome option in the preferred rural areas of the town as such development would allow for some residential development opportunities while at the same time preserving the town's rural character.

The objective of cluster development is to concentrate development in one or more portions of an area so that significant tracts of important resources may be preserved. In fact, the primary design element in cluster development is open space; lot layouts are designed around the open space/natural features. This type of development encourages the creation of small lots near agricultural, wooded, scenic or natural resource lands while protecting these resources, rather than scattering large lots throughout sensitive areas. It is generally required that 60%-80% of the development site remain open, or in its natural state, when using cluster development.

The following describes an example of how cluster development works:

There are 100 acres available for development in a community. In a conventional zoning district requiring a minimum lot size of five acres, 17 dwelling units would be evenly distributed across the 100-acre property. Under cluster development, however, a reduction in lot size would be permitted. The degree of reduction can vary, depending upon the open space preservation objectives identified. For the purposes of this example, if the minimum lot size reduction were from five to one, a lot area of one acre would be

permitted. Therefore, those same 17 dwelling units would only occupy 17 acres of the site, leaving 83 acres preserved in open space. The advantage of cluster development in this example then is that each resident would have 84 acres to enjoy - a one acre private lot plus 83 acres of common open space - rather than only five acres as under conventional development.

Appendices 12-3 and 12-4 provide examples of how cluster development looks in comparison to conventional development, and illustrates how natural areas can be preserved through the clustering technique.

The Rural Cluster Development Guide (Southeast Wisconsin Regional Planning Commission, 1996) identifies that lot reduction of less than 4:1 (no density bonus), which result in approximately 55% open space, are not recommended (SWRPC, 1996) to achieve the goal of cluster development. It is also recommended that a density bonus be provided to further encourage cluster developments as an option over conventional development. Experience has shown that optional cluster development will usually not be chosen over conventional development unless a density bonus is provided to the developer, thereby increasing the number of lots allowed. Density should be increased by at least 30% in order for cluster development to become attractive to a developer; doubling the density may not be extreme (SWRPC, 1996).

Tables 13-1 and 13-2 present examples of how cluster developments could be implemented with a density bonus provided. The outcome of conventional subdivisions is also portrayed. It is necessary in the examples above to both decrease the minimum lot size and to add a density bonus in order to make cluster development attractive to the developer. Simply reducing the minimum lot size would achieve the desired outcome of cluster development, however if density remained constant, the developer would be allowed the same number of lots under all scenarios. Experience has shown that if this is the case, the developer will select to proceed with the conventional development over cluster development.

The town land division ordinance language should be the tool used to approve and regulate cluster development.

Permanent Open Space Dedication in Cluster Developments

Most often, the open space created through cluster development remains as common open space owned by the residents of the subdivision (homeowners' association). Each of the individual homeowner's deeds will account for this land; each homeowner will own a said amount of acreage plus a percentage of the open space, which will be deeded as such to each homeowner. Each homeowner should have an equal interest (% ownership) of the open space, regardless of individual lot size ownership.

The dedication of such land to a town or municipality is rather unsuccessful for the primary purpose that doing so takes this land off of the tax roll. Management of the open space is the responsibility of the homeowners' association. Issues such as timber management, wood cutting,

hunting, and recreational use should be addressed through covenants established by the homeowners association.

Management/Maintenance of Cluster Sanitary Systems in a Cluster Development

The management/maintenance of a cluster sanitary system in a cluster development should be addressed by forming an independent sanitary sewer district which is under town supervision. Experience has shown that allowing a homeowner's association to manage and maintain a cluster system is unsuccessful. There are two primary reasons why a homeowner's association should not be responsible for the management of a cluster sanitary system: 1) homeowners are often uninformed buyers whereby many do not understand what they are buying into in such a development; and 2) homeowners often do not know how to maintain the sanitary system (i.e. how often to inspect system, what to look for, how to inspect system, etc.). Therefore, towns must be involved in the management of cluster sanitary systems in these situations to ensure proper maintenance of the system.

The following example which was implemented on the east coast demonstrates how a town(s) could successfully undertake the management of cluster sanitary systems in cluster developments. Several towns grouped together and hired one inspector/engineer to inspect all the cluster sanitary systems established as part of cluster developments within these towns. The inspector would report back to the towns the maintenance needs of each sanitary system. The towns, in turn, would contact the residents of the respective subdivisions and identify the maintenance that should be completed on the system. The residents of the subdivision were then responsible for hiring an engineer to make repairs to the system, at their own expense (homeowner's association expense).

Cluster sanitary systems can be very successful if established correctly and under proper management. It is imperative that the towns are involved in the monitoring of these systems. Therefore, the management of numerous cluster sanitary systems are a concern the town must be prepared to address prior to permitting cluster developments in which cluster sanitary systems would be required. In addition, the town land division ordinance language should require that developers proposing cluster developments create consumer information packets, especially in the case of having a cluster sanitary system, to ensure that home buyers are informed of their responsibilities.

Table 13-1
Cluster Development Scenario
Minimum Lot Size of Five (5) acres

	Conventional Development	50% O.S. No D.B	50% O.S. 25% D.B	60% O.S. No D.B	60% O.S. 25% D.B	75% O.S. No D.B	75% O.S. 25% D.B
Acres	40	40	40	40	40	40	40
Total Lots	8	8	10	8	10	8	10
Max. Lot Size*	5 acres	2 acres	1.65 acre	1.65 acre	1.3 acre	1 acre	0.8 acre
Flexibility Factor	NA	20% of 16 (3.2 acres)	20% of 16.5 (3.3 acres)	20% of 13.2 (2.6 acres)	20% of 13 (2.6 acres)	20% of 8 (1.6 acres)	20% of 8 (1.6 acres)
Total Acres Developed	40	19.2	19.8	15.8	15.6	9.6	9.6
Total Acres Open Space	0	20.8	20.2	24.2	24.4	30.4	30.4

O.S. = Open Space

D.B.= Density Bonus

Flexibility Factor = Accounts for land to be used for roads and lotting inefficiencies.

*Indicates approximate maximum allowable lot size required to still obtain desired amounts of open space - Total Developed Acres is based on number of lots developed at maximum lot size.

Note: Subdivisions with lot sizes under 1 acre will likely require a cluster sanitary system.

Table 13-2
Cluster Development Scenario
Minimum Lot Size of 20 Acres

	Conventional Development	50% O.S. 50% D.B	50% O.S. 100% D.B	60% O.S. 50% D.B	60% O.S. 100% D.B	75% O.S. 50% D.B	75% O.S. 100% D.B
Acres	80	80	80	80	80	80	80
Conventional Lots (1 du/20 acres)	4	4	4	4	4	4	4
Total Lots with Density Bonus	N/A	6	8	6	8	6	8
Min. Lot Size*	20 acres	1 acre	1 acre	1 acre	1 acre	1 acre	1 acre
Max. Lot Size**	N/A	4 acres	3 acres	3 acres	2.25 acres	2 acres	1.5 acres
Flexibility Factor	N/A	20% (16 acres)	20% (16 acres)	17.5% (14 acres)	17.5% (14 acres)	10% (8 acres)	10% (8 acres)
Total Acres Developed	80	24	24	18	18	12	12

O.S. = Open Space

D.B. = Density Bonus

Flexibility Factor = Accounts for land to be used for roads and lotting inefficiencies.

* Indicates minimum lot size allowable.

** Indicates maximum allowable lot size required to still obtain desired amounts of open space - Total Developed Acres is based on number of lots developed at maximum lot size.

Forestry Management Programs

(See Appendix 8-1)

Environmental Improvement

Conservation Reserve Program (CRP)

- ◆ Purpose: To provide wildlife benefits, tree planting benefits, water quality benefits, and economic benefits.
- ◆ Practices: Environmental practices to be performed include tree planting, wildlife ponds, grass cover, etc.
- ◆ Benefits: Incentives are in the form of annual rental payments and cost-share assistance in return for establishing long-term, resource-conserving measures on eligible lands. Rental payments are based on the agricultural rental value of the land, and cost-share assistance is provided in an amount up to 50% of the participant's costs to establish approved practices.
- ◆ Contract: 10 years up to 15 years (if planting hardwood trees, restoring cropped wetlands, etc.), and is transferrable with a change in ownership.
- ◆ Eligibility: To be eligible, land must: 1) have been planted or considered to be planted for two years of the five most recent crop years, or 2) be marginal pasture land that is either enrolled in the Water Bank Program or is suitable for use as a riparian buffer to be planted to trees. In addition, the cropland must meet at least one of the following conditions:
 - ▶be highly erodible
 - ▶cropped wetland
 - ▶subject to scour erosion
 - ▶located in a national or state CRP conservation priority area
 - ▶cropland associated with non-cropped wetlands.
- ◆ Ranking: All eligible CRP offers are ranked using an Environmental Benefits Index (EBI) based on the environmental benefits that would potentially accrue if the land were enrolled in the CRP. The EBI makes the program highly competitive. Therefore, USDA representatives urge farmers to consider the continuous sign-up option to enroll the most environmentally desirable land. Under the continuous sign-up option, small amounts of land serving much larger areas such as riparian buffers, grass waterways, and filter strips can be enrolled at any time. The EBI factors include:
 - ▶wildlife habitat benefits;
 - ▶water quality benefits from reduced erosion, runoff and leaching;
 - ▶on-farm benefits of reduced erosion;

- ▶long-term retention benefits;
- ▶air quality benefits from reduced wind erosion;
- ▶the land's location in a Conservation Priority Area (if applicable); and
- ▶cost of enrollment per acre.

- ◆ Contact: NRCS, FSA, LCD

Wetland/Wildlife Programs

Wildlife Habitat Incentives Program (WHIP)

- ◆ Purpose: To develop or improve fish and wildlife habitat on privately owned land.
- ◆ Practices: seeding, fencing, instream structures, etc.
- ◆ Eligibility: Almost any type of land is eligible, including ag and non-ag land, woodlots, pastures and streambanks.
- ◆ Contract: Normally 10 year contact to maintain habitat. Up to 75% of restoration costs, to a maximum of \$10,000. Other organizations may provide the remaining 25% cost share.
- ◆ Public Access: Not required.
- ◆ Contact: NRCS

Wetlands Reserve Program (WRP)

- ◆ Purpose: To restore wetlands previously altered for agricultural use.
- ◆ Practices: Wetland restoration and wildlife habitat establishment.
- ◆ Eligibility: Land which has been owned for one year and can be restored to wetland conditions.
- ◆ Contract: Landowners may restore wetlands with permanent or 30 year easements or 10 year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost sharing; 30 year easements pay 75% of the agricultural value and 75% cost sharing; 10 year contract pays 75% cost share only. Permanent or 30 year easements recorded with property deed. Ten year contact is not recorded with deed.
- ◆ Public Access: Not required.
- ◆ Contact: NRCS

Partners for Fish and Wildlife

- ◆ Purpose: Restoration of wetlands, grasslands, and threatened and endangered species habitats.
- ◆ Description: Up to 100% cost share provided to restore wildlife habitat on private lands.
- ◆ Eligibility: Land which can be restored to wetland conditions. Degraded or former grasslands that can be restored. Land that can be restored to provide habitat for threatened and endangered species.
- ◆ Contract: 10 years.
- ◆ Public Access: Not required.
- ◆ Contact: FWS