

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.

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.

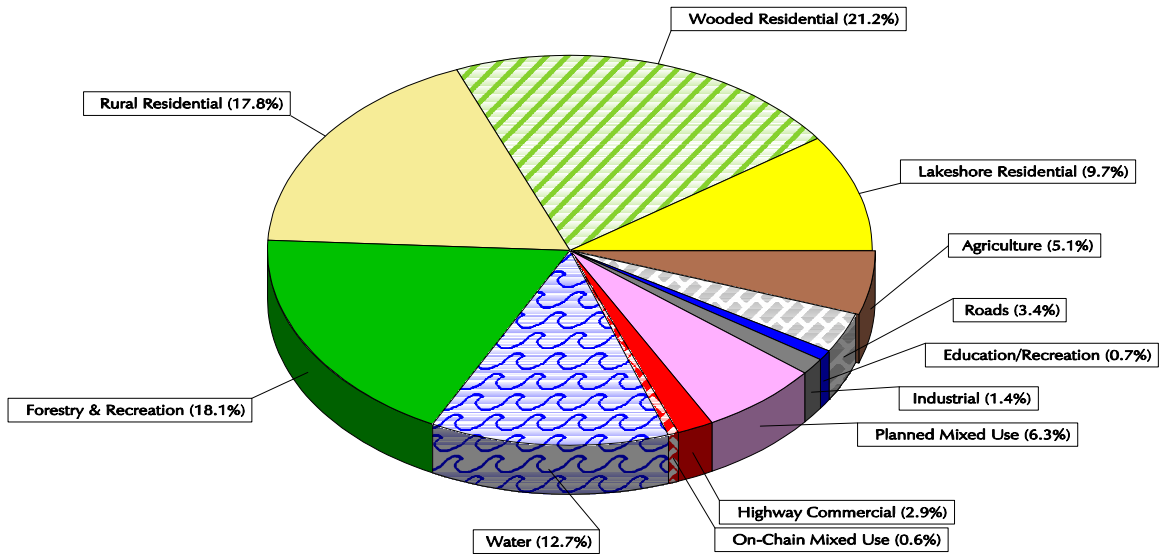
The plan supports residential development concentrated near the existing public road system to reduce service costs and to maintain the large forestry tracts within the interior areas. Clustering of development should be considered, especially in the Rural Residential and Forestry and Recreation (see 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.

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.

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.