

Town of Lincoln, Kewaunee County 2017 Supplement to Comprehensive Plan



October 2017

**The 2017 Supplement to the Comprehensive Plan was drafted and edited by the
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TOWN OF LINCOLN, KEWAUNEE COUNTY, WISCONSIN

**AN ORDINANCE ADOPTING THE AMENDED
TOWN OF LINCOLN COMPREHENSIVE PLAN**

STATE OF WISCONSIN

Town of Lincoln, Kewaunee County

SECTION I – TITLE AND PURPOSE

The title of this ordinance is the Town of Lincoln Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Lincoln, Kewaunee County, Wisconsin, to lawfully adopt an amended comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The Town Board of the Town of Lincoln, Kewaunee County, Wisconsin, has authority under its village powers under s. 60.22, Wis. stats., to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Lincoln must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the Town Board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

This ordinance, adopted by a majority of the Town Board on a roll call vote with a quorum present and voting and proper notice having been given, provides for the adoption by the Town of Lincoln a comprehensive plan under s. 66.1001 (4), Wis. stats.

SECTION IV – PUBLIC PARTICIPATION

The Town Board has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Lincoln, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the 2017 Supplement to the 2006 Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Town of Lincoln has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The Town Board, by the enactment of this ordinance, formally adopts the document entitled 2017 Supplement to the 2006 Comprehensive Plan under s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The Town Clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats., and a copy of the ordinance and the comprehensive plan, shall be filed with at least all of the entities specified under s. 66.1001 (4) (b), Wis. stats.

Adopted this 11th day of September, 2017.

Cory Cochart 9/11/17
Cory Cochart, Chairman Date

Nick Cochart 9/11/17
Nick Cochart, Supervisor #1 Date

Jesse Jerabek 9/11/17
Jesse Jerabek, Supervisor #2 Date

Attest:

Mary Ann Salmon 9-11-17
Mary Ann Salmon, Town Clerk Date

Introduction

The Town of Lincoln adopted its current comprehensive plan in 2006 as part of a multi-jurisdiction planning effort that included the Village of Casco and Towns of Casco, Carlton, Montpelier, and West Kewaunee. The 2006 plan was funded in part via the Wisconsin Department of Administration Comprehensive Planning Grant Program. Under Wisconsin's Comprehensive Planning Law (Chapter 66.1001(2)(i), Wis. Stats.), a comprehensive plan must be updated at least once every ten years.

In late 2015, the Town contracted with Community Planning & Consulting to assist in preparing the '2017 Supplement to the 2006 Comprehensive Plan.' This Supplement represents the official 10-year update of the Town of Lincoln Comprehensive Plan 2025.



Kewaunee County, circa 1888; courtesy of Kewaunee County Historical Society

Why an Addendum to the Comprehensive Plan?

The Town of Lincoln chose to add to, not revise, the current plan since much of the information contained within it remains relevant ten years after its adoption. This Supplement conforms to the format of the original plan chapters and includes updated demographic data, a reexamination of each planning element, an updated future land use map, and a revised implementation chapter.

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Public Participation and Plan Adoption Procedures

These Public Participation and Plan Adoption Procedures describe the means by which the Town of Lincoln engaged the public in the development and adoption of the 2017 Supplement to the 2006 Comprehensive Plan. The 2017 Supplement was prepared in a fair and consensus based manner, balancing the needs of individuals with those of the community at large, to achieve the desired future for the Town of Lincoln.

Comprehensive Planning Law Requirements

Chapter 66.1001(4)(a), Wis. Stats., requires that, “The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

Public Participation Procedures

The Town of Lincoln, Kewaunee County, Wisconsin, in order to engage the public in the process of developing the 2017 Supplement to the 2006 Comprehensive Plan, has adopted the following Public Participation Procedures. It is the intent of the Town Board to provide ample opportunities for the public to be meaningfully involved throughout the process of developing the document. In accordance with the requirements of Chapter 66.1001(4)(a), Wis. Stats., the Town of Lincoln did:

- Adopt this Public Participation Plan.
- Hold an Initial Meeting to begin the plan update process.
- Hold public meetings to seek input, revise, and prioritize the 2006 Implementation Plan.
- Hold regularly scheduled meetings of the Plan Commission to review the draft plan document and maps.
- Post the draft 2017 Supplement to the 2006 Comprehensive Plan to the project website for review.
- Hold a Public Hearing to solicit testimony from interested parties regarding the recommended 2017 Supplement to the 2006 Comprehensive Plan.
- Make available to the public information about the planning process and copies of plan documents.
- Record meeting attendance through sign-in sheets as part of the plan process record.
- Inform all adjoining municipalities, Kewaunee County, local school districts, Bay Lake Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, and nonmetallic mining interests within the Town of the planning process.

- Accept written comments from residents, landowners, and other interested parties throughout the planning process.

All meetings related to the comprehensive plan were open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan was published as a Class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats., at least 30 days prior to the hearing. The Class 1 notice included the following:

- Date, time and place of the hearing.
- A brief summary of the 2017 Supplement to the 2006 Comprehensive Plan.
- The name of the Town representative who could provide additional information regarding the process of developing the 2017 update.
- The locations where a copy of the update could be viewed prior to the hearing.

Prior to posting the public hearing notice, copies of the recommended 2016 Supplement to the 2006 Comprehensive Plan were made available for viewing at the Town Hall, the town's website, <http://www.lincolnkewauneewi.com/> and on the project website located at, www.communityplanningandconsulting.com Written testimony was accepted prior to and during the public hearing. Oral testimony was accepted at the hearing. All approved revisions to the recommended 2017 Supplement to the 2006 Comprehensive Plan resulting from testimony provided during the hearing were included in the official minutes of the hearing.

Plan Adoption

The Town of Lincoln Board of Supervisors established a Town Plan Commission in accordance with the requirements of Ch. 66.1001(4)(a) Wis. Stats. The Plan Commission was the governmental body primarily responsible for the development of the update. Following the public hearing, and the incorporation of any revisions prompted by submitted testimony, the Plan Commission recommended to the Town Board the adoption of the 2017 Supplement to the 2006 Comprehensive Plan.

Based on the recommendation of the Plan Commission, the Town Board did, by majority vote, enact an ordinance adopting the 2017 Supplement to the 2006 Comprehensive Plan. A copy of the ordinance and adopted plan was delivered to the following parties:

- Kewaunee County and Door County.
- Nearest Public Library.
- Towns of Ahnapee, Casco, Luxemburg, Pierce, and Red River in Kewaunee County; Towns of Brussels, Forestville, and Union in Door County.
- Luxemburg-Casco School District.
- Bay Lake Regional Planning Commission.
- Wisconsin Departments of Administration, Natural Resources, and Transportation.

A copy of the 2017 Supplement to the 2006 Comprehensive Plan will be permanently maintained at the Lincoln Town Hall and nearest Public Library for public viewing purposes. A copy of the document may be obtained by contacting the Town Clerk.

Plan Implementation & Update

The Town of Lincoln Plan Commission shall assist the Town Board in implementing the provisions of the *2017 Update of the Town of Lincoln Comprehensive Plan*. From time to time, but not less than once every ten years, the Plan Commission shall review the comprehensive plan for potential changes, additions, amendments, or corrections. The Plan Commission shall be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of its entire membership.

Issues & Opportunities

The purpose of the Issues & Opportunities element is to describe the means by which the Town of Lincoln engaged the public in the development of the 2017 Supplement, including efforts beginning shortly after adoption of the 2006 Comprehensive Plan.

Accomplishments & Milestones, 2007-2017

- April 2006. The Kewaunee River added to the DNR's List of Impaired Waters.
- February 2007. The Northeast Wisconsin Karst Task Force releases their Final Report outlining the findings, recommendations, and best management practices necessary to restore, maintain, and enhance a healthy groundwater resource in Northeast Wisconsin's karst areas.
- June 2008. El-Na Farm hosts Breakfast on the Farm in cooperation with the Kewaunee County Dairy Promotion Committee. Approximately 3,500 people ate breakfast and toured the farm on guided wagon rides. El-Na Farm has been in the family since 1858.
- August 2008. Dr. Angela Dantoin-Bauer and Sarah Wingert of University of Wisconsin-Green Bay (UWGB) begin the study 'Assessing the Levels of Endocrine Disrupting Chemicals in Groundwater Associated with Karst Areas in Northeast Wisconsin', including 10 wells in Kewaunee County.
- January 2010. Completion of the Dantoin-Bauer / Wingert study Assessing the Levels of Endocrine Disrupting Chemicals in Groundwater Associated with Karst Areas in Northeast Wisconsin. At the formal presentation of the results at UWGB, Dantoin-Bauer discloses that endocrine disruptors were found in the wells in Kewaunee County.
- June 2010. The town board engages with the 1st Responders by donating \$5000 for emergency paramedic services.
- October 2010. Kevin and Kelly Kotarek revitalize Euren and Lincoln Township with Tippy Canoe Bar and Grill.
- June 2011. Dairy Dreams hosts Breakfast on the Farm, in cooperation with the Kewaunee County Dairy Promotion Committee. Approximately 4,000 people ate breakfast and toured the farm on guided wagon rides.
- March 2012. Kinnard Farms Incorporated is granted a building permit for large farm expansion, which creates turmoil in the Town.

- March 2012. A moratorium on large farm construction is enacted while the Town wrestles with how it can modify the Department of Agriculture, Trade, and Consumer Protection (DATCP) boilerplate Livestock Siting Ordinance template to accommodate the concerns of Town residents.
- March 2013. Wisconsin Public Service begins an expansion of their natural gas pipeline along Highway 54 and through Rio Creek.
- March 2013. The Town Board passes a Resolution Prohibiting the Applications of Liquid Animal Manures and Agricultural Wastewater Using Center Pivot Irrigation Systems, Traveling Spray Guns, or Sprinkler Systems. This resolution was challenged by the Wisconsin Dairy Business Association and two Concentrated Animal Feeding Operation (CAFO) owners in Lincoln Township by way of a Notice of Claim, demanding that the ban be rescinded. The resolution was reviewed by our attorney and insurance company, both of whom felt that the township was on solid legal ground with the resolution. In December 2013, The Town Board of Supervisors chose not to rescind the ban.
- May 2013. The Kewaunee Nuclear Power Plant, owned by Dominion, ceases operation due to falling base load electricity prices. The retirement of the 39 year old power plant resulted in the loss of 550 well-paying jobs (200 of which were Kewaunee County residents) and huge property tax implications for the county school districts and municipalities.
- June 2013. Davina Bonness of the Kewaunee County Land and Water Conservation Department (KCLWCD), in cooperation with Kevin Masarik of the University of Wisconsin-Stevens Point (UWSP) Center for Watershed Science and Education, begins monthly sampling of 10 wells in Lincoln Township. The study was funded by the township and partially offset by a \$2500 grant from the Lakeshore Natural Resources Partnership.
- October 2013. The formation of the Rural Enterprise Network (REN), a grassroots citizens group which fosters the growth of sustainable agriculture and businesses in rural communities, and looks to re-establish sustainable family farms and the rural economy of Kewaunee County.
- 2006-14. Over a nine year period of time, 159 wells are tested by the Kewaunee County Land and Water Well Testing Program for nitrates and / or coliform contamination.
- January 2014. The Town Board passes the Livestock Siting Ordinance.
- March 2014. A town board sanctioned community effort begins seeking donations of bottled water for those families experiencing “brown water events.”
- April 2014 Both the Ahnapee River and East Twin River are added to the DNR’s list of Impaired Waters for “degraded biological community” due to total phosphorus.
- May 2014. Dr. Mark Borchardt, USDA, and Dr. Maureen Muldoon, University of Wisconsin-Oshkosh (UWO), sample 10 wells in Lincoln and Red River Townships for human and bovine viral DNA. Seven of the 10 wells tested positive for fecal contamination.
- June 2014. The Town Board passes an Interim Control Ordinance for the Regulation of Animals Suspected of Biting People and Dangerous Dogs.
- July 2014. Davina Bonness and Kevin Masarik present their well testing findings in Investigating Inter-annual Variability of Well Quality in Lincoln Township, with nearly 100 people attending.
- July 2014—Wisconsin Public Service completed 7 miles of natural gas line extension in the Rio Creek area along Highway 54 and County Road K and P. Eighty new customers (not just in Lincoln Township) are serviced by the line extension.

- August 2014. The Town Board approves funding for bi-annual well testing of 25 wells to be conducted by KCLWCD. The hope is that the project will continue for a period of ten years so that we can develop a trend for long-term groundwater quality in the township.
- September 2014. The Town Board passes an amendment to the Livestock Siting Ordinance requiring reporting of animal units by large and mid-sized farms.
- September 2014. The Kewaunee County Board of Supervisors unanimously adopts the Public Health and Groundwater Protection Ordinance, paving the way for an all-county referendum in April, 2015.
- December 2014. The Town Board passes a zoning ordinance change requiring reciprocal setbacks between animal waste storage facilities and residences, businesses, commercial enterprises, and industries.
- December 2014. The Plan Commission begins the process of updating the Comprehensive Plan by reviewing the Implementation Section and the recommendations submitted by Brandon Robinson of Bay Lakes Regional Plan Commission (BLRPC) in October 2012.
- January 2015. The Kewaunee County Board of Supervisors Chairman declares groundwater as the county's number one problem.
- January 2015. The Town chair requests that the Wisconsin Department of Natural Resources (WDNR) designate the Town as an area of special eligibility for well compensation. WDNR responded that "the information submitted...does not meet the statutory criteria necessary to declare the entire Town of Lincoln as an area of special eligibility."
- January 2015. The Plan Commission holds two public "give and take" meetings to review and update the Implementation Section of the Town's Comprehensive Plan (January 7 and 12, 2015).
- February 2015. A Kewaunee County collaborative of stakeholders begins work on the Implements of Husbandry recommendations.
- In March 2015. Congressman Reid Ribble convened a "Phosphorus Summit based on the confirmation of the existence of a dead zone in the bay of Green Bay.
- March 2015. The Town Board passes an Ordinance Prohibiting the Applications of Liquid Animal Manures and Agricultural Wastewater Using Center Pivot Irrigation Systems, Traveling Spray Guns, or Sprinkler Systems.
- March 2015. Michael Parsen and Madeline Gotkowitz of the Wisconsin Geological and Natural History Survey (WGNHS) make a presentation to the Plan Commission and Town Board of Supervisors on what a ground water map is and how the Town can use such a map for land use planning.
- March 2015. Several households are selected to participate in a long term well study conducted by Dr. John Luczaj and Amber Konrad of UWGB to use isotopes to track the recharge rate of groundwater from precipitation to entry into their wells.
- April 2015. The voters in Lincoln Township approve the Kewaunee County referendum on the Public Health and Groundwater Protection Ordinance by a margin of 79% to 21%. Countywide results are 83% to 17%.
- May 2015. Lincoln Township was invited to attend the Phosphorus Roundtable hosted by Congressman Reid Ribble. They were joined by County executives and conservationists from Counties that border either the lower Fox River or the Bay of Green Bay. The Congressman was soliciting ideas for phosphorus reduction. This

followed the Phosphorus Summit that Congressman Ribble held in April where a variety of interested parties, including WDNR Secretary Stepp, shared their efforts in reducing the phosphorus load emptying into the watershed.

- June 2015. Steve Hanson, Kewaunee County Land Information Office, Commits \$10,000 in 2015 to support the Town's groundwater mapping project and an additional \$10,000 for 2016.
- June 2015. The Socially Responsible Agricultural Project releases The Rap Sheets: Industrial Dairies of Kewaunee County Wisconsin, documenting the regulatory and enforcement failure of WDNR.
- July 2015. The Town's website goes live: www.lincolnkewauneewi.com
- August 2015. The Town Board and several citizens initiate the "Adopt-A-Road" road cleanup initiative. The Town took the initiative to mail out the Kewaunee County Implements of Husbandry (IOH) Recommendations along with the Town of Lincoln IOH map.
- August 2015. Town Board finalizes the IOH map, the 1st in Kewaunee County.
- August 2015. The Town Board contracts with the WGNHS to develop a set of bedrock, groundwater and recharge maps for the township. Deliverables include Depth to Bedrock Evaluation, Water Table Mapping, Groundwater Recharge Mapping; Groundwater Contaminant Susceptibility; and Karst Landform Mapping. The entire package will be formatted as a .pdf document and posted on our website on completion in early 2017.
- August 2015. Several Town residents began working with the WDNR on three work groups: Short Term Solutions, Compliance, and Sensitive Areas. The WDNR, in their opening comments, recognized that the practices and policies currently in play "are not working". The purpose of the workgroups was to recommend changes that could be made to remedy those failures and better protect our ground water resources.
- September 2015. The Kewaunee County Land and Water Conservation Department (LWCD) and the Natural Resources Conservation Service (NRCS) host a public forum to explain federal funding for the Kewaunee and Ahnapee Rivers Watersheds Project based on attendee ranking of conservation priorities. Over 106 people attend the forum, of which 90 are Kewaunee County residents, including 10 Lincoln Township residents.
- September 2015. The WDNR contributes \$80,000 to help fund a multi-year groundwater quality assessment study of Kewaunee County to help establish the extent of groundwater and well contamination in the county as well as the source of the contamination. Research partners include USDA-Agricultural Research Service, UWO Department of Geology, US Geological Survey-Wisconsin Water Science Center, UWSP Center for Watershed Science and UW-Extension, and the Kewaunee County Land & Water Conservation Department.
- November 2015. Lincoln Township adds transfer stations to their IoH map, the first in Kewaunee County.
- November 2015. Dr. Mark Borchardt and Dr. Maureen Muldoon, in conjunction with KCLWCD, initiate a county-wide randomized and stratified well sampling survey, stratified by depth to bedrock, for nitrate and indicator bacteria. The study, partially funded by the WDNR, includes twice-sampled tests of 450 wells, biweekly samples of 20 wells, and continual monitoring of two additional domestic wells in addition to a test well. The results will be of value to Lincoln Township for the Comprehensive Plan.

- December 2015. Kewaunee County Board of Supervisors Chairman Ron Heuer announces that Kewaunee County was awarded a \$50,000 grant from the Public Service Commission of Wisconsin to study the feasibility of establishing manure treatment centers around Kewaunee County. Lincoln Township is identified as the possible location of a pilot project.
- January, 2016—Algoma High School dedicates a water kiosk, where residents of Kewaunee County whose wells are contaminated may obtain clean drinking water.
- March 2016—The Friends of Crescent Beach host a discussion session with Representatives Joel Kitchens and Scott Krug and area residents on a proposal to request funding in the state budget for a DNR study of the Ahnapee Watershed.
- March 2016—Wisconsin Public Service unveils two natural gas line extension projects in Lincoln Township totaling 31 miles. WPS hopes to reach upwards of 300 new customers with these two extensions, due to be completed in October, 2016.
- April 2016. Peninsula Pride Farms forms organizing farmers in Kewaunee County and Southern Door County for the purpose of developing and sharing better farming practices.
- June 2016. The WDNR releases some of the recommendations from the Work Groups on Short Term Solutions, Compliance, and Best Management Practice in Sensitive Areas at a public meeting with over 150 county residents attending.
- June 2016. The State of Wisconsin Legislative Audit Bureau releases a report highly critical of the WDNR, *Wastewater Permitting and Enforcement*. Highlighted in the report is a section titled *Addressing Groundwater Contamination in Kewaunee County*.
- July 2016. The second phase of the Borchardt/Muldoon well testing study is conducted in Kewaunee County.
- August 2016. Town of Lincoln Plan Commission members who participated in the WDNR Workgroups are invited to take part in the Kewaunee County Water Quality Roundtable Discussion hosted by U.S. Senator Tammy Baldwin.
- August 2016. The WDNR funds a Kewaunee County research project conducted by UW-Oshkosh scientists that seeks to predict the timing and determine the sources as well as remedies for drinking water well contamination. The research will cover both pathogens and nitrate and will involve development of an automated well sampling method.
- October 2016. Town of Lincoln Board of Supervisors votes to fund a whole house water treatment system pilot study.
- April, 2017. In cooperation with ten other townships and the Door County Highway Department, the Town Board of Supervisors sends a letter to CAFO owners, operators, and haulers outlining expectations for agricultural waste hauling on town roads.
- June, 2017. Presentation on the Kewaunee County Well Testing Research Findings: Sources of Fecal Contamination in the Dolomite Aquifer in Northeastern Wisconsin by Mark Borchardt (USDA-Agricultural Research Service) and Maureen Muldoon (UW-Oshkosh Department of Geology).
- June, 2017. Wallace Dairy Farm hosts the 35th Annual Breakfast on the Farm in cooperation with the Kewaunee County Dairy Promotion Committee. Over 5,000 people ate breakfast and toured the farm.
- June, 2017. Michael Parsen, Wisconsin Geological and Natural History Survey, presents the town's groundwater study, *Hydrogeological Characterization of the Town of Lincoln, Kewaunee County, Wisconsin*, to town and county residents.

Formal Plan Update Process

In December 2014, the Town of Lincoln Plan Commission began the process of updating the Town's 2006 Comprehensive Plan by reviewing the implementation element and a set of recommendations submitted to the Plan Commission by Brandon Robinson of Bay Lakes Regional Plan Commission in October 2012. On January 7th and January 12th of 2015 the Plan Commission held public "give and take" meetings to further review and update this section of the plan. The Plan Commission then worked on revising the Implementation Plan priorities during seven meetings over five months, welcoming participation from residents who attended these meetings. Those priorities are incorporated within the implementation element of this Supplement.

Intergovernmental Announcements

In January 2016, intergovernmental announcements were mailed to neighboring municipalities, Kewaunee County, Door County, the Luxemburg-Casco School District, Bay Lake Regional Planning Commission, and the Wisconsin Departments of Natural Resources and Transportation. The purpose of the letters was to inform intergovernmental partners of the update process and provide opportunities for review and comment on the draft document.

Initial Meeting

An Initial Meeting between the Town of Lincoln Board of Supervisors, Plan Commission, Community Planning & Consulting, and the general public was held on January 13, 2016. The purpose of the meeting was to review the results of earlier planning and visioning efforts, present an overview of the process of developing the 2017 Supplement, and discuss updated demographic data collected from the 2010 US Census and 2014 American Community Survey.

First Draft Presentation

The first draft of 2017 Supplement presented to the community on August 16, 2017 at the Lincoln Town Hall. The document was also posted to the Community Planning & Consulting website for review. Following the presentation, the Plan Commission met to review the document and prepare recommended revisions to be incorporated prior to the Public Hearing.

Public Hearing & Adoption

A Public Hearing on the 2017 Supplement was held on August 16, 2017 at the Town Hall. Following any revisions necessitated by hearing testimony, the Plan Commission recommended adoption of the updated plan to the Town Board. The Town of Lincoln Board of Supervisors adopted the 2017 Supplement to the 2006 Comprehensive Plan on September 11, 2017.

Community Profile

Introduction

The demographic information presented throughout this Supplement is drawn from the 2000 and 2010 US Censuses and the American Community Survey (ACS). The 2000 Census was the last to utilize the long survey format. Beginning in 2010, the Census Bureau distributed an abbreviated survey instrument that resulted in the collection of much more limited data. The 2010 Census has since been augmented with additional information gathered through the ACS. The ACS is an ongoing statistical survey, undertaken by the Census Bureau, to gather information previously contained in the long form of the decennial census. The data listed under the '2014' table headings that appear throughout this document result from the most recent ACS for Wisconsin municipalities.

Population Profile

The Town of Lincoln had an estimated 2015 population of 925 persons. As with many rural townships in the US, the population of the community has been steadily declining since the 1970s. The primary causes of population loss include the emigration of young people, lack of local employment opportunities, limited buildable residential parcels, contraction within the agricultural sector, and seniors aging out of their homes. A shrinking rural residential population can place increasing burdens on the local tax base (road repair, infrastructure replacement, etc.), reduce enrollment within local school districts, and cause home prices to fall while property taxes rise.

Table 1: Population of Kewaunee County Municipalities, 1970-2010

| Municipality | 1970 | 1980 | 1990 | 2000 | 2010 | Change, 1970-2010 | Change, 2000-2010 |
|-------------------|------------|------------|------------|------------|------------|-------------------|-------------------|
| T. Ahnapee | 878 | 948 | 941 | 977 | 940 | 7.1% | -3.8% |
| T. Carlton | 1,105 | 1,140 | 1,041 | 1,000 | 1,014 | -8.2% | 1.4% |
| T. Casco | 979 | 1,001 | 1,010 | 1,153 | 1,165 | 19.0% | 1.0% |
| T. Franklin | 966 | 1,062 | 990 | 997 | 993 | 2.8% | -0.4% |
| T. Lincoln | 984 | 967 | 996 | 957 | 948 | -3.7% | -0.9% |
| T. Luxemburg | 1,295 | 1,468 | 1,387 | 1,402 | 1,469 | 13.4% | 4.8% |
| T. Montpelier | 1,273 | 1,457 | 1,369 | 1,371 | 1,306 | 2.6% | -4.7% |
| T. Pierce | 720 | 790 | 724 | 897 | 833 | 15.7% | -7.1% |
| T. Red River | 1,308 | 1,431 | 1,407 | 1,476 | 1,393 | 6.5% | -5.6% |
| T. West Kewaunee | 1,195 | 1,294 | 1,215 | 1,287 | 1,296 | 8.5% | 0.7% |
| V. Casco | 481 | 484 | 544 | 572 | 583 | 21.2% | 1.9% |
| V. Luxemburg | 853 | 1,040 | 1,151 | 1,935 | 2,515 | 194.8% | 30.0% |
| C. Algoma | 4,023 | 3,656 | 3,353 | 3,351 | 3,167 | -21.3% | -5.5% |
| C. Kewaunee | 1,195 | 2,801 | 2,750 | 2,806 | 2,952 | 147.0% | 5.2% |
| Kewaunee County | 18,961 | 19,539 | 18,878 | 20,187 | 20,574 | 8.5% | 1.9% |

Source: Wisconsin Department of Administration-Demographic Services Center

Table 2: Projected Population of Kewaunee County Municipalities, 2020-2035

| Municipality | 2015 | 2020 | 2025 | 2030 | 2035 | Change, 2015-2035 |
|-------------------|------------|------------|------------|------------|------------|-------------------|
| T. Ahnapee | 925 | 935 | 945 | 945 | 930 | 0.5% |
| T. Carlton | 1,020 | 1,045 | 1,075 | 1,095 | 1,095 | 7.4% |
| T. Casco | 1,170 | 1,215 | 1,260 | 1,300 | 1,310 | 12.0% |
| T. Franklin | 985 | 1,005 | 1,020 | 1,035 | 1,025 | 4.1% |
| T. Lincoln | 925 | 925 | 930 | 930 | 905 | -2.2% |
| T. Luxemburg | 1,470 | 1,515 | 1,565 | 1,610 | 1,615 | 9.9% |
| T. Montpelier | 1,295 | 1,310 | 1,320 | 1,330 | 1,305 | 0.8% |
| T. Pierce | 815 | 825 | 835 | 840 | 825 | 1.2% |
| T. Red River | 1,380 | 1,395 | 1,410 | 1,415 | 1,395 | 1.1% |
| T. West Kewaunee | 1,320 | 1,375 | 1,425 | 1,475 | 1,490 | 12.9% |
| V. Casco | 585 | 600 | 620 | 635 | 635 | 8.6% |
| V. Luxemburg | 2,595 | 2,760 | 2,930 | 3,090 | 3,185 | 22.7% |
| C. Algoma | 3,115 | 3,140 | 3,150 | 3,150 | 3,080 | -1.1% |
| C. Kewaunee | 2,905 | 2,970 | 3,040 | 3,090 | 3,075 | 5.9% |
| Kewaunee County | 20,505 | 21,015 | 21,515 | 21,940 | 21,870 | 6.7% |

Source: Wisconsin Department of Administration-Demographic Services Center

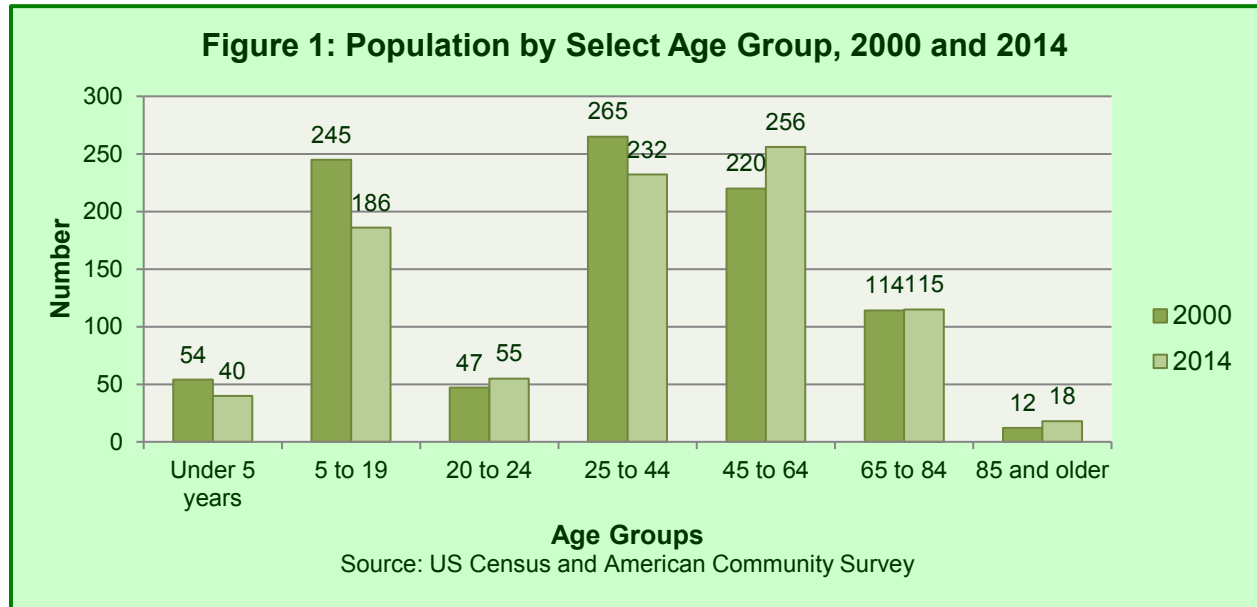
Select Population Characteristics¹

- Gender: 54.4% male, 45.6% female
- Race: 98% white, 0.7% African American, 0.3% Asian American
- Hispanic/Latino origin: 44 (4.5% of total)
- Median Age: 38.5 (36.1 in 2000)
- Population Density: 25/square mile (27/square mile in 2000)

Figure 1 compares the population of select age groups as a percentage of the total population for the years 2000 and 2014. In 2000, residents younger than age 45 accounted for 64% of the total population. By 2014 that number had fallen to 57%. Meanwhile, the population of residents 45 years of age and older increased by 12%, from 346 to 389. Rural communities are aging faster than the national average, though less so in Lincoln when compared to its municipal neighbors. As the baby boom generation (those born between 1946 and 1964) reaches retirement, communities

¹ Source: American Community Survey, 2014

around the country will have to shift priorities and resources to address the needs of a growing population of seniors.



Changes within the age groups represented in above play an important role in community planning. Declines or expansions within the various categories provide local government with opportunities to target limited capital resources to areas of greatest need (i.e., housing, parks & recreation, transportation systems, etc.). Each group has a particular set of characteristics and needs that must be addressed by local, county, and state government. Due to the aging population, a hospital should be a priority for Kewaunee County.

Household Profile

Nationwide, trends have shifted toward an increase in the number of households with a corresponding decrease in the average number of persons per household. The main reasons for decreases in household size include lower birth rates, people waiting longer to get married, and increases in average life span (resulting in more seniors living alone).

Households & Household Size

The number of persons living in Lincoln’s households is decreasing. This is significant since a decrease in household size means that more housing units will be needed to support the population *even if the overall population remains the same*. While the total population of the Town is projected to decline by two percent during the next two decades, the anticipated number of households is forecasted to increase by five percent by 2030 before contracting slightly in 2035.

Table 3: Actual and Projected Households & Average Household Size for the Town of Lincoln and Kewaunee County, 2015-2035

| Year | Town of Lincoln | | Kewaunee County | |
|------|------------------|---------------------|------------------|---------------------|
| | Total Households | Avg. Household Size | Total Households | Avg. Household Size |
| 2015 | 348 | 2.64 | 8,367 | 2.45 |
| 2020 | 352 | 2.61 | 8,673 | 2.42 |
| 2025 | 359 | 2.57 | 8,995 | 2.39 |
| 2030 | 365 | 2.53 | 9,302 | 2.36 |
| 2035 | 359 | 2.50 | 9,360 | 2.34 |

Source: Wisconsin Department of Administration-Demographic Services Center

The 320 occupied housing units in Lincoln in 2014 included:

- 246 family households.
- 17 with male householder, no wife present.
- 18 with female householder, no husband present.
- Average family size of 3.03 persons.
- 74 non-traditional family households.
- 58 single individual households

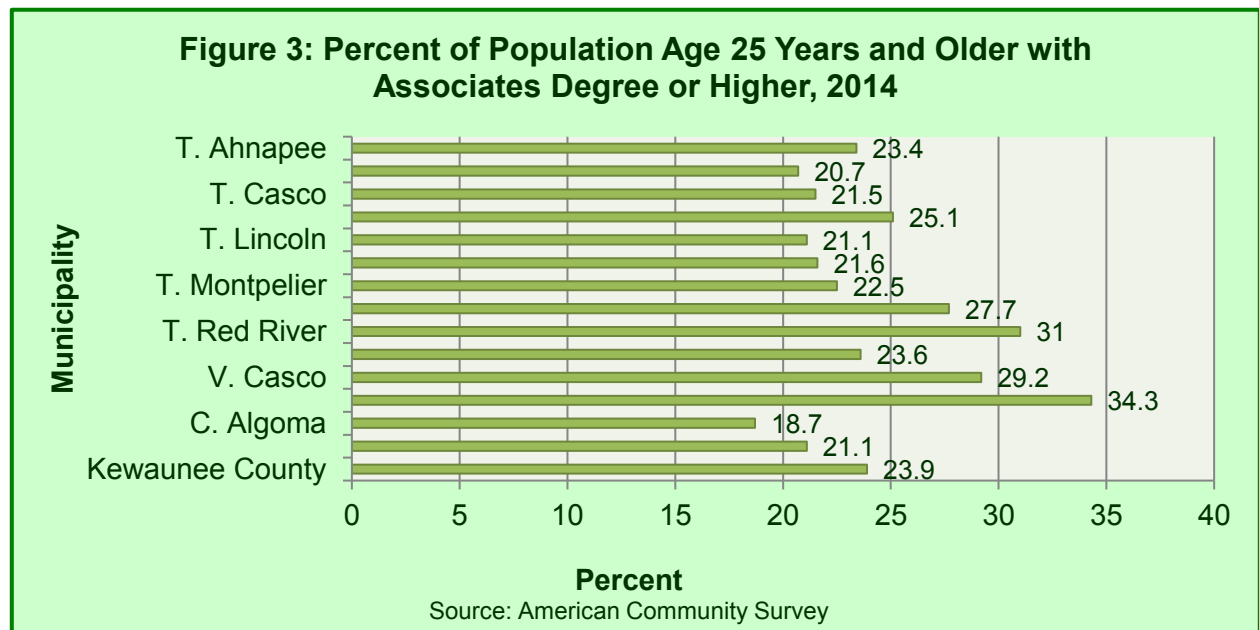
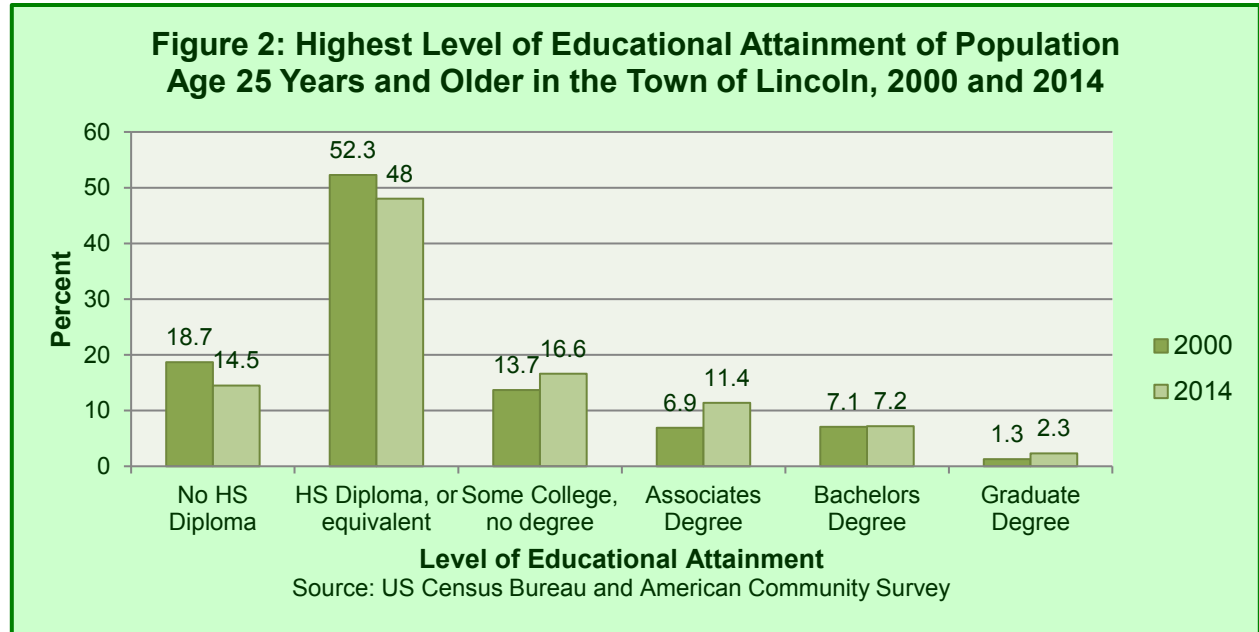
For additional information related to housing, please refer to “Housing” beginning on page 1 of Chapter 2.

Education Profile

Educational Attainment

Educational attainment is considered a key quality of life indicator and critical factor in determining economic development opportunities. Generally, a high level of attainment reflects a skilled population with higher earnings potential. In 2011, the Bureau of Labor Statistics reported that a person with an Associate’s degree is likely to earn nearly \$7,000 more per year than someone with just a high school diploma, while those with a Bachelors or Masters degree will earn \$21,000 and \$34,000 more, respectively. The level of educational attainment among Lincoln’s residents is rising. The number of people 25 years of age and older that have attended college or earned a college degree rose from 29% in 2000 to 37.5% as of the 2014 ACS, while those who’s level of attainment peaked at a high school diploma decreased from 52.3% to 48%. Figure 2 presents the percentage of

the population of the Kewaunee municipalities aged 25 years and older with Associates degree or higher in 2014.



The economic profile describes the local economy via a set of broadly focused data related to income, poverty rate, and employment. Economic conditions have a direct impact on the supply, demand, and costs of housing, infrastructure, and other services within a community. For additional information related to Lincoln's economy please see 'Economic Development' in Chapter 3.

Income

Median household income is the most common category of income used for planning purposes. Households include individuals or groups of people (family and nonfamily) living together in a single dwelling unit. The median figure represents the middle point (as opposed to an average) of household income. The 2014 median household income in the Town of Lincoln was \$52,727, a twenty-five percent increase from 2000.

Table 4: Comparison of Median Household Income of Kewaunee County Municipalities, 2000 and 2014

| Municipality | 2000 | 2014 | Change, 2000-2013 |
|-------------------|-----------------|-----------------|-------------------|
| T. Ahnapee | \$47,500 | \$62,955 | 32.5% |
| T. Carlton | \$50,227 | \$55,417 | 10.3% |
| T. Casco | \$46,250 | \$66,875 | 44.6% |
| T. Franklin | \$52,019 | \$66,176 | 27.2% |
| T. Lincoln | \$42,188 | \$52,727 | 25.0% |
| T. Luxemburg | \$54,875 | \$73,611 | 34.1% |
| T. Montpelier | \$51,000 | \$60,083 | 17.8% |
| T. Pierce | \$43,000 | \$46,136 | 7.3% |
| T. Red River | \$47,833 | \$64,219 | 34.3% |
| T. West Kewaunee | \$47,059 | \$59,145 | 25.7% |
| V. Casco | \$44,583 | \$44,545 | -0.8% |
| V. Luxemburg | \$45,000 | \$56,000 | 24.4% |
| C. Algoma | \$35,029 | \$40,313 | 15.1% |
| C. Kewaunee | \$36,420 | \$49,710 | 36.5% |
| Kewaunee County | \$43,824 | \$53,588 | 22.3% |
| Wisconsin | \$43,791 | \$52,413 | 19.7% |
| United States | \$41,994 | \$53,046 | 25.0% |

Source: US Census and American Community Survey

Poverty

In 2000, 5.9% of families and 8.9% of individuals in the Town reported incomes falling below the poverty threshold as defined by the US Department of Health & Human Services. By 2014, poverty status for families and individuals had increased to 7.7% and 11.9%, respectively. Countywide, the numbers are 6.5% and 9.4%. Nearly 7.5 percent of Lincoln's residents aged 65 years and older reported incomes below poverty level in 2014. In the Algoma School district, over 50% of the elementary school students are receiving free or reduced lunches whereas the at the high school the number is around 35%. (The discrepancy is due to under reporting.) In the Luxemburg-Casco School District, 22% of the students received free or reduced school lunches. (These numbers are for the county, there is no breakdown for individual townships.)

Employment

Agriculture, forestry, fishing, and hunting, mining and Manufacturing remain the top sectors employing residents of Lincoln, although both have declined since 2000 (-12.2% and -47%, respectively). Most residents not engaged in farming find employment outside of the Town, primarily elsewhere in Kewaunee County, the Green Bay metropolitan area, or in the Fox Cities. As of the 2014 ACS, there were 500 employed residents out of a civilian labor force totaling 539, for an

unemployment rate of 7.2% (the Town had 503 employed residents and a 1.8% unemployment rate in 2000). Table 6 compares employment by industry sector for Lincoln residents age 16 years and older for the years 2000 and 2014.

Table 5: Employment by Industry Sector in Town of Lincoln, 2000 and 2014.

| Sector | 2000 | | 2014 | | Change, 2000-2014 | |
|--|--------|---------|--------|---------|-------------------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| Agriculture, forestry, fishing and hunting, mining | 118 | 23.5% | 93 | 18.6% | -25 | -12.2% |
| Manufacturing | 164 | 32.6% | 87 | 17.4% | -77 | -47.0% |
| Education services, health care, and social assistance | 47 | 9.3% | 78 | 15.6% | 31 | 66.0% |
| Construction | 51 | 10.1% | 48 | 9.6% | -3 | -5.9% |
| Arts, entertainment, and recreation | 9 | 1.8% | 41 | 8.2% | 32 | 356.0% |
| Retail trade | 35 | 7.0% | 36 | 7.2% | 1 | 2.9% |
| Transportation, warehousing, and utilities | 19 | 3.8% | 34 | 6.8% | 15 | 78.9% |
| Other service, except public administration | 12 | 2.4% | 28 | 5.6% | 16 | 133.3% |
| Professional, scientific, and management | 10 | 2.0% | 18 | 3.6% | 8 | 80.0% |
| Public administration | 6 | 1.2% | 17 | 3.4% | 11 | 183.3% |
| Finance, insurance, and real estate | 12 | 2.4% | 12 | 2.4% | 0 | 0% |
| Wholesale trade | 12 | 2.4% | 8 | 1.6% | -4 | -33.3% |
| Information | 8 | 1.6% | 0 | -- | -8 | -- |

Source: US Census and American Community Survey

Commuting Patterns²

One of the economic strengths of Kewaunee County is its interconnectedness to the broader regional economy. Interstate 43 and State Highways 29, 42, and 54 provide convenient access to markets in Green Bay and Milwaukee, among others. The most significant relationship exists between Kewaunee and Brown County. More residents of Kewaunee County travel west each day than their Brown County counterparts (3,595 versus 1,342). A sizable number of residents also commute to Door and Manitowoc Counties. The average commute for a Kewaunee County worker is twenty-three minutes.

² Source: Kewaunee County Economic and Workforce Profile, Wisconsin Department of Workforce Development, 2013.

Regional Trends

The 2015 projected employment forecast for the Green Bay region (including Kewaunee County) is surpassed only by the Madison and Oshkosh-Neenah MSAs in the state. However, a comparison of 2015 forecast with that of 2006 dramatically illustrates the lingering effects of the national economic downturn. Continuing growth within the state and national economy indicates that future forecasts will trend towards higher employment, though not necessarily within the same industry sectors or reaching the numbers experienced prior to the Great Recession; at least in the near term.

State Trends³

The Wisconsin economy grew at a slow pace in 2013 and was expected to gain steam in 2014. The Wisconsin economy, as measured by personal income, grew 3.9% in 2012, just below the 4.2% growth nationwide. Wisconsin personal income should post growth of 2.9% in 2013 and will grow 4.0% in 2014. Employment in Wisconsin added around 30,000 jobs per year in 2012 and 2013. The forecast called for increases of more than 40,000 jobs per year in 2014 and 2015. Wisconsin employment was projected to grow by 1.5% in 2014 and 1.7% in 2015 and 2016.

The forecast for Wisconsin and U.S. employment calls for a continuation in economic recovery. Several factors are in play to give some steam to the economic recovery: improved consumer sentiment and consumer spending, a recovering housing sector, and healthy exports growth. The state economy followed the national economy into the recession and it shows a similar pattern in the recovery, although lagging behind most of the nation. Total Wisconsin employment was projected to return to its 2008 peak level of 2.9 million jobs by mid-2015.

³ Excerpted from the Wisconsin Department of Revenue, Wisconsin Economic Outlook: Winter 2014.