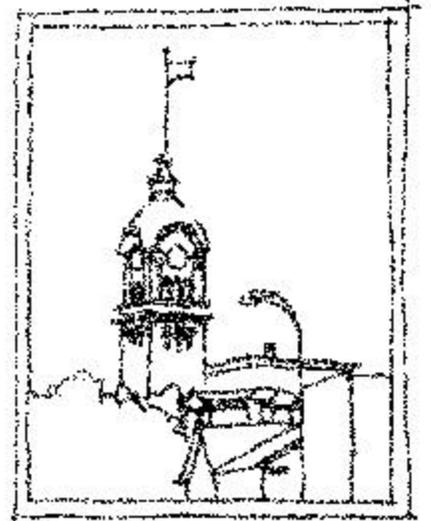


Town Land Use Plan
Town of Scott
Lincoln County, Wisconsin



Adopted by Town Board:
April 25, 2001

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I. Purpose of Town Land Use Plan

The *Town of Scott Land Use Plan* will allow the Town to guide future land development in a way that maintains the character of the community, protects natural resources including farmland, provides for efficient service delivery, supplies the desired range of economic opportunities, and balances private property rights with community interests.

More specifically, the *Town Land Use Plan* provides recommendations for how lands within the Town should ideally be used over the next 20 years, based on the Town's vision, goals, and objectives. These recommendations may form the basis for new or updated implementation tools, such as zoning and subdivision ordinances. The recommendations should also be used as a basis for day-to-day development decisions, such as rezonings, conditional use permits, subdivisions, and parkland acquisitions. After adoption, the Town should occasionally consider logical amendments to the *Plan* based on changes in conditions or new information.

Following adoption by the Town Board, this *Land Use Plan* is also intended to be a component of the *Lincoln County Comprehensive Plan*. This dual adoption is important because, under State law, the Town and County share planning, zoning, and land division review authority. Both jurisdictions should be "reading from the same playbook" to ensure consistent, predictable, and desirable decision-making.

The City of Merrill's 1996 *Comprehensive Plan* will have an impact on Town planning. The City's plan includes recommendations within its statutorily-defined extraterritorial jurisdiction, which extends 1½ miles from the current city limits into the Town. State law requires that any county plan must include all city-adopted plans "without change," and that a city's plan "shall control in unincorporated territory in a county affected thereby" (see S. 59.69(3) of Wisconsin Statutes).

II. Background Information

The following is a summary of background information pertinent to land use planning in the Town. More detailed information and maps may be found in *Lincoln County Comprehensive Plan, Volume I: Inventory and Analysis Report* (November 2000).

A. Location

The Town of Scott is located in the southcentral part of Lincoln County, just north of the Marathon County line. The Town is approximately 30.8 square miles in area. The Town is located directly south of the City of Merrill, and approximately 15 miles north of Wausau. Scott abuts the Towns of Corning and Harding within Lincoln County, and is across the Wisconsin River from the Towns of Merrill and Pine River.

B. Growth Trends

Scott has historically been a farming-based community, near the northern edge of the central farming region of the Wisconsin. Changes in the farm economy and proximity to growing urban areas in the region have led to residential development pressure in the Town. Between 1990 and 2000, the Town's population increased from 1,210 to 1,287—a 6.4% increase. Other residential development has taken place following City annexations.

C. Summary of Significant Natural Resources

The Town is characterized by a rolling, scenic landscape of farmland, river and stream valleys, and scattered woodlands. The Wisconsin River forms the boundary of the Town in two locations. The Copper River, a major tributary to the Wisconsin, runs through the far northwest corner of the Town. There are numerous small creeks (including Devil Creek)

and drainageways which run through valleys in the Town, ultimately draining to the Wisconsin or Copper. Most of the Town is within the Devil Creek Watershed, which has moderate water quality problems, and is a candidate for the State Nonpoint Source Priority Watershed Program.

Most of the sensitive natural areas within the Town, including wetlands and floodplains, are associated with the river and stream corridors. The State's Natural Heritage Inventory program also suggests the presence of rare plant or animal species in two sections closest to the confluence of the Copper and Wisconsin Rivers and in Section 25.

The Natural Resources Conservation Service classifies most of the land within the Town as "prime farmland," with a good portion being prime only where drained. Scott is second in Lincoln County in total number of farms. Larger blocks of wooded areas are predominately located along stream corridors. There are no publicly owned forest lands within the Town.

D. Existing Land Use

Providing an accurate depiction of the Town's *existing* land use pattern is an early step in planning for a desired *future* land use pattern. Map 1 presents the existing (Year 2000) land use within the Town, divided into several land use designations.

A vast majority of the Town remains in open space uses. There are large areas of land being farmed in all parts of the Town. Most of the developed lands within the Town are used for single family residences. Subdivisions and smaller clusters of lots are concentrated along portions Joe Snow Road, near the Wisconsin River on the eastern edge of the Town, and adjacent to the City. An area of highway-oriented commercial development and a gravel extraction operation are located in the Highway 51/Q intersection area. Most commercial and industrial development in the vicinity of the Town is within the current limits of the City of Merrill, including a commercial area along County Highway (CTH) K (Business 51).

E. Existing Transportation System

The Town is well connected to the region through the existing roadway network. The four-lane U.S. Highway (USH) 51 "freeway" runs north-south through the east part of the Town, with an interchange at CTH Q. State Highway (STH) 64/107 is an east-west arterial highway through the northwestern part of the Town. Between 1992 and 1998, traffic volumes increased by about one-third along this route. CTHs E, K, Q, Z, and FF are officially designated as collector roads, with CTH K providing the most direct connection (aside from USH 51) to Wausau. Local roads managed by the Town complement this major road network. Joe Snow Road, in particular, is a major east-west road running through the northern part of the Town. Fairview and Lake Roads are major north-south roads providing connections to the City of Merrill. There are no railroad lines or air fields within the Town.

F. Existing Utilities, Community Facilities, Parks, Historic and Cultural Resources

The new Town Hall is located in the westcentral part of the Town, along Joe Snow Road. This is a shared facility with a local snowmobile club. The old Town Hall is located at the intersection of CTH Z and Scott Road. The Town also owns and operates a 67-acre gravel extraction site along School Avenue, just west of Maple Grove Road. There is no County- or Town-owned parkland within Scott. However, Council Grounds State Park is located just beyond the Town's boundaries. A major snowmobile trail runs from the south Town line near Fairview Road, and extends west through the Town generally between CTH Z and Joe Snow Road.

INSERT MAP 1: EXISTING LAND USE

The Merrill Area School District operates the Scott Elementary School on 15 acres along STH 64/107 in the Town.

The Town does not provide public sanitary sewer or water services. The City of Merrill is authorized to provide these services within its State-defined Urban (Sewer) Service Area—an area where the City expects urban growth to occur within the next 20 years (see Map 2). The City's current policy is to not extend sewer or water services beyond its corporate limits.

No properties in the Town are listed on the National or State Register of Historic Places. There are at least eight cemeteries or Native American burial sites in the Town. A comprehensive survey of historic or archeological resources has not been conducted.

III. Results of Public Participation Exercises

To guide the planning process, the Town Board appointed a Town Land Use Committee. That Committee led and participated in a number of participation exercises to ensure that this *Plan* is based on Town residents' vision. These exercises are summarized in the following paragraphs.

A. Key Planning Issues Exercise

In Spring 2000, the Committee participated in a preliminary exercise to identify key planning-related issues in the Town, which included the following:

- *Land Use:* Current zoning is primarily agricultural, with some commercial and recreational zoning. The Town does not have a subdivision ordinance. There is pressure along Highways K and Q for all types of development. Preservation of productive agricultural lands is a priority, but so is providing retirement income for farmers. Large minimum lot size requirements, particularly in agricultural areas, are bringing unintended results. Agricultural and residential uses conflict in certain areas.
- *Community Character:* The Town's character is defined by its "gateway" location to Lincoln County; proximity to the City of Merrill and its medical, educational, and commercial services; predominance of farmland; and river-based recreational opportunities. Future character will be affected by annexations and growth-related impacts associated with Highway 51.
- *Pace of Development:* Perception that the pace is too quick, particularly in waterfront areas. Commercial and industrial development should be well-planned.
- *Housing:* There are four or five rural subdivisions in Town. Housing is primarily single family and well-maintained. Residents are mainly here year-round.
- *Economic Development:* Existing commercial development near the Highway 51/Q interchange and along Highway K near the south edge of the City. "Reasonable" economic development opportunities should be explored.
- *Transportation:* Current road system meets needs of Town. As development occurs, additional through roads may be required and street design standards should be explored (e.g., cul-de-sac length and design). Bridge on Joe Snow Road near Tannery Road is a problem area. In the long-term, an additional Wisconsin River crossing connecting Highways P and Q at the Highway 51 interchange should be considered.
- *Intergovernmental Issues:* Boundary and land use concerns with the City of Merrill. Shared fire protection and ambulance service currently provided with the City. Town has entered some joint road improvement projects with the City and Corning.
- *Environment:* Key environmental features include the Wisconsin River, vistas from Joe Snow Road, and the Devil Creek Watershed Project.

B. Town Vision Setting Workshop

A town vision setting workshop was held in May 2000 to understand key issues and obtain participants' vision for the future. Fifteen Scott residents attended.

Many participants stressed their desire to preserve agricultural land and open space. Some also indicated the need to improve roads for current and future developments. Additionally, developing a cooperative plan/agreement with the City of Merrill and limiting annexation were expressed as priorities.

When asked to describe the Town's strengths, common responses included non-congested rural areas, good roads, proximity to recreational opportunities, and pride in Town appearance. Commonly cited weaknesses included lack of shopping opportunities, poor subdivision planning, and not enough control of development in waterfront areas.

C. Visual Preference Exercise

In Summer 2000, the Committee completed a visual preference exercise to capture the Town's defining character as seen from the eyes of residents. Committee members photographed the "special places" that capture this character. These photographs suggest places that Committee members wish to preserve or see more of in the future. Members also photographed places that they felt hurt the character and appearance of the Town.

Of the 22 photos taken in Scott, 15 of them were of "good" or "special" places. These photos can be grouped into three main categories:

1. Agricultural related scenes including livestock, fields, and farm buildings.



2. Local businesses compatible with a rural setting and agricultural economy, such as a farm implement dealer, nurseries, and a beekeeping operation. (Some highway-oriented commercial photos were also taken.)



3. Vistas depicting the scenic beauty and rural character of the Town.



Photos of places that Committee members felt hurt the character of Scott were primarily of neglected or abandoned residences or farms (e.g., buildings falling down), areas where dumping had occurred, and residential developments that appeared unplanned or cluttered (often mobile home sites).

D. Summary of Participation Efforts

Several common themes emerged from the participation exercises, including the following:

- Support for preserving agricultural lands and open spaces by maintaining large blocks of land for farming and encouraging housing in these areas to be “clustered.”
- Desire to improve and maintain roads for current uses, and to plan for future improvements to the road network when new development occurs.

- Interest in developing a cooperative plan or agreement with the City of Merrill on future boundaries and land use at the shared edge of the two communities.
- Desire to preserve and enhance Scott's small town atmosphere, including pride in the appearance of the community and preservation of scenic vistas.
- Where residential development is acceptable, interest in retaining primarily a single-family residential character, in particular with year-round residents.
- Support for promoting a reasonable amount of orderly economic development in certain places, including agricultural-based businesses.
- Desire to plan for future growth to prevent uncontrolled development, particularly in waterfront areas and near large blocks of farmland.
- Interest in developing and encouraging sound environmental practices.

IV. Planning Framework

A. Town Vision Statement

A community vision statement is an expression of the direction the Town wishes to head over the next 20 years and beyond. In Summer 2000, the Town Land Use Committee developed the following vision statement:

The Town of Scott will strive to provide its citizens with a wholesome place to live. The Town will work to build and maintain positive cultural and economic relationships with its neighboring communities, promote thoughtful and sensible residential development, and allow for economic opportunities while endeavoring to preserve its agricultural and rural atmosphere, while at the same time keeping the rights of property owners in mind.

B. Town Goals and Objectives

The development of goals and objectives is an important step in the planning process because these statements represent the basic values of the community. Goals are broad statements that express general preferences for the long-term development of the community. Objectives are more specific than goals and are usually attainable through implementation activities, described later in this *Plan*. The following goals and objectives emerge from the Town's vision statement and public participation results.

Goal 1: Facilitate a balance of different land uses and economic opportunities

Objectives:

1. Encourage a planned development pattern providing residential, recreational, service, retail, and employment opportunities in appropriate locations
2. Direct intensive new development (including major subdivisions) to areas which are well-served with roads and other public facilities, and away from environmental corridors and large blocks of farmland
3. Closely coordinate land use planning and development with the provision of new or improved roads
4. Plan for an attractive "gateway" mixed use development area near the Highway 51/Q interchange, and develop a marketing strategy to attract the desired range of businesses and other uses to this area
5. Create and cooperate on new and updated zoning and subdivision regulations to support implementation of this *Plan*.

Goal 2: Preserve farmland and farming as a viable occupation in the Town*Objectives:*

1. Work to keep intact large blocks of productive farmlands with prime soils
2. Direct intensive new development away from large areas in active farming
3. Designate buffer zones between agricultural and residential uses
4. Encourage the clustering of a limited number of home sites on less productive soils in farming areas
5. Implement use value assessment to reduce the property tax burden for farmers
6. Create opportunities for rural businesses serving the local community, including small non-farm businesses on farm properties
7. Remain informed about trends and opportunities in farming and local and state resources directed to farming

Goal 3: Preserve “small town” atmosphere and rural, open space character*Objectives:*

1. Protect the scenic beauty of Town, including the Joe Snow Road vista, other rolling hillsides, and river and stream valleys
2. Encourage new development in locations, quantities, forms, designs, and densities which support the preservation of rural character
3. Work with the City of Merrill to assure that large-scale development proposals do not detract from the Town’s rural character
4. Preserve access to and promote sensitive development near the Wisconsin River
5. Continue to support and participate in efforts to protect and restore the Devil Creek watershed
6. Provide recreational and “gathering” spaces for Town residents

Goal 4: Promote mutually beneficial intergovernmental relations with surrounding communities*Objectives:*

1. Research and understand the land use plans of adjacent communities, and share this *Town Land Use Plan* with adjacent communities
2. Establish a regular working relationship between Town and City planning and land use officials
3. Work with the City of Merrill on a cooperative plan and agreement addressing boundary, land use, and public service issues for the portion of the Town within the City’s extraterritorial jurisdiction.
4. Participate in cooperation efforts with all surrounding communities to promote shared services where appropriate and resolve conflicts

V. Land Use Plan Map and Description

This part of the *Town of Scott Land Use Plan* presents the planned land use map, intended to guide growth and development decisions over the next 20 years. Map 2 presents desired *future* land uses for different properties within the Town.

A. Land Use Plan Map Designations

The land use designations shown in Map 2 are designed to reflect both desired land *use* and development *character*. These planned use designations have been divided into three general categories: rural/environmental, residential, and nonresidential. A complete description of the categories and specific designations is provided as Attachment A. (Not all the designations described in Attachment A have been used in Map 2.) To achieve the desired future uses reflected by the planned land use designations, in many cases revised or new

zoning districts will have to be created and mapped after the land use planning process is complete.

In general, differences between the three general *categories* of land use (e.g., between “rural/environmental” and “residential”) are intended to be greater than differences between the multiple *designations* within each category (e.g., between “rural lands” and “agriculture”). As such, following initial adoption of this *Town Land Use Plan*, the Town and County should not require a formal *Plan* amendment before acting on a development proposal which suggests a change in land use designation within the same category (e.g., when a land owner proposes to remove land from the “rural lands” designation to the “agriculture” designation.) In contrast, the Town and County should require a formal *Plan* amendment before acting on a development proposal which suggests a change in land use designation that would also change the category (e.g., from “rural/environmental” to “residential”). Such changes lead to more significant shifts in land use policy and development impacts.

B. Description of Land Use Plan Map

In general, Map 2 recommends the continuation of a rural land use pattern in the Town, particularly in its western sections. This rural pattern supports the preservation of large blocks of prime and productive agricultural lands and environmental corridors in these areas. More intensive development should be directed away from these resources and into areas with existing development and infrastructure. These areas include:

- A large area of planned rural residential development in the Lake Road area, generally north and east of CTHs Q and K,
- Suburban residential development within the Merrill Urban Service Area,
- Expansion to the existing commercial development area at the Highway 51/Q interchange,
- Mixed use development along the corridors of Highways Q, K, and 64.

The following paragraphs describe the locations and recommendations for each of the major land use designations shown in Map 2.

1. Rural Lands

The *Rural Lands* designation has been mapped in various locations in the Town, over areas exhibiting one or more of the following characteristics: areas of open lands not being farmed; areas of open lands relatively inaccessible by roads or distant from existing development; large blocks of farmland; along most environmental corridors; and within parts of the City’s extraterritorial jurisdiction. The majority of lands west of CTH K have been mapped under the *Rural Lands* designation. The Town supports continued agricultural operations in these areas, which may result in typical farming impacts on adjacent properties (e.g., noise, smells, dirt on roads, slow traffic, equipment storage, later operations). In addition to open space uses including farming, new development in *Rural Lands* areas should generally be limited to housing at a density not exceeding one home per 20 acres owned. This *Plan* supports the clustering of these homes on smaller lots—rather than 20+ acre lots—per the density and design recommendations in Attachment A. These clusters should be located away from or at the edges of productive agricultural fields wherever possible.

INSERT MAP 2: PLANNED LAND USE

As allowed by State law, the City of Merrill's 1996 *Comprehensive Plan* recommends that all lands within its 1½ mile "extraterritorial jurisdiction" should remain in rural or parks and open space uses, with a maximum development density of one house per 35 acres owned. Much of this extraterritorial jurisdiction also falls within the Merrill Urban Service Area, as described in the "Urban Transition" subsection below. To reflect the City plan recommendations, Map 2 shows most lands within the City's extraterritorial jurisdiction (but outside the Merrill Urban Service Area) within the *Rural Lands* designation. The most notable exception is the planned *Rural Single Family* area north of Creek Avenue, near the east edge of the Town. Lincoln County legally has to acknowledge this conflict with the City's *Comprehensive Plan* in the *Lincoln County Comprehensive Plan* document.

2. Environmental Corridors

Environmental Corridors are mapped over Wisconsin DNR-identified wetlands and FEMA-designated floodplains (both subject to county zoning), slopes of 15 percent or greater, and soils with a majority hydric content (i.e. soils formed under wetland-type conditions). These lands are focused along the Wisconsin River, Copper River, Devil Creek, and their tributaries. New development should generally be discouraged in these areas to protect the environmental resources, prevent property damage, and preserve wildlife habitat.

3. Urban Transition

The *Urban Transition* district is planned over lands within the State-recognized Merrill Urban (Sewer) Service Area, south of the existing City limits. This is the area where the City expects it may grow and/or provide municipal utilities to over the next 20 years. The *Urban Transition* district is also planned over smaller contiguous areas identified as "Long Range City Expansion" areas within the City's *Comprehensive Plan*.

Additional rural development should be limited in these areas. More intensive development is planned to take place in these areas when sewer and water services become available. The City envisions that most of the Urban Service Area within the Town is likely to develop with residential uses, as reflected by the *Suburban Single Family* land use designation underlying most of the *Urban Transition* district on Map 2.

4. Other Rural/Environmental Designations

The *Private Forest* designation was mapped over a few privately-held parcels used for forestry and in State Forest Crop Land or Managed Forest Land programs. Year-round housing is not recommended for these areas due to impacts associated with forestry activities. The *Extraction* designation was mapped over the Town's gravel extraction site.

5. Rural Single Family Residential

Rural single family residential areas are planned for homes at a density of between one residence per 30,000 square feet (about 2/3 acre lots) and one residence per 20 acres. However, to provide for adequate lands for private wastewater disposal and to avoid wasteful use of these lands, this *Plan* recommends new lot sizes of between 1½ and 5 acres in these areas. Planned *Rural Single Family Residential* areas may be served by individual well and septic systems or by approved group systems.

The main areas for planned *Rural Single Family Residential* use are the "Lake Road Area Neighborhoods." These neighborhood areas are planned generally along and near Lake

Road, between the City of Merrill, the southerly Town limits, CTH K, and the Wisconsin River. These areas are home to existing small subdivisions and individual home sites, well served by roadways, and accessible to both Merrill and Wausau. They are also generally away from large blocks of agricultural lands, although some productive farms remain (and should be allowed to continue to remain) in this general vicinity. To facilitate the continuation of farming where desired by the property owner, potentially incompatible future uses should be buffered from these farm parcels.

The principles of “conservation neighborhood design” should be used for new developments in the planned Lake Road Area Neighborhoods. First, homes should not take driveway access from either of the County highways, but instead should back onto those highways with a landscaped bufferyard provided in the backyards. Homes should take driveway access from an interconnected network of existing and planned local roads. These local roads should provide access not only within each individual subdivision, but also between adjacent subdivisions (even if platted at different times and in different municipalities). Cul-de-sac streets should be discouraged to the extent practical. Second, subdivisions in these areas should also provide accessible, common open spaces and trails, whether publicly or privately held. Third, excessive minimum lot sizes should be avoided, as they tend to waste land, detract from rural character, increase housing costs, and result in maintenance burdens for future homeowners. Maximum gross density standards are more effective in maintaining rural character (see “5 acre density” conservation neighborhood design example in Attachment A).

The Town acknowledges that the size of the area designated as *Rural Single Family Residential* on Map 2 far exceeds the Town’s housing demand projections over the next 20 years. With that knowledge, the Town still would like to plan for the residential development that it ultimately believes will occur in this area. To assure that local governments—including the Town, County, and School District—can keep up with service demands, and to avoid leapfrog development, the Town intends to prepare a Neighborhood Development Plan for the future platting of this area. This Neighborhood Development Plan should:

- Include a plan for phasing development within the area designated as *Rural Single Family Residential* in a logical, sequential manner.
- Depict how each phase fits into an eventual logical development plan for the entire area.
- Show logical patterns for future streets, open spaces, recreational areas, environmental corridors.
- Show the planned relationship between planned single family residential areas and adjacent planned *Crossroad Mixed Use* areas.
- Be consistent with Scott’s vision, goals, and objectives included in this Town Land Use Plan.
- Include recommendations for future zoning, including what future zoning districts are appropriate and when those zoning districts should be mapped. Rezoning only portions of the *Rural Single Family Residential* area at any one time is perhaps the Town’s greatest tool in assuring that development does not occur in a random, haphazard manner.
- Guide future decisions of land owners, developers, the Town, and the County, once the Neighborhood Development Plan is completed.

6. Commercial Designations

The availability of public utilities, roads, incentives, and existing population base within the City suggests that most commercial and industrial development in the area will take

place in Merrill. However, Map 2 recommends an area of *Planned Business* development in the Town near the Highway 51/Q interchange. There are already several highway-oriented businesses in this area, plus an existing extraction site that may become available for redevelopment in the long-term.

This interchange could serve as the “gateway” to Lincoln County. Commercial uses serving the traveling public should be targeted, particularly for the most visible and accessible sites. The area may also be an appropriate location for a Lincoln County visitors’ center. Parcels designated as *Crossroads Mixed Use* in this area may be appropriate for a mixture of commercial service and retail uses closer to USH 51, with residential uses located to the east (closer to the Wisconsin River).

High development quality and design should be emphasized. The Town, perhaps working with the County, should establish special building, site layout, signage, lighting, and landscaping guidelines, which could be enforced through the zoning process. Tree preservation, which would enhance development character, should also be considered west of USH 51. The marketability of this area for additional commercial development would be increased if CTH Q were extended across the Wisconsin River to connect with CTH P in the Town of Pine River (see Map 2). The lack of public sewer and water utilities in this area is a detriment to more development. The Town and County should assure that safe means of wastewater disposal are available.

7. Crossroads Mixed Use

The *Crossroads Mixed Use* development designation is intended for a mix of smaller-scale commercial, office, institutional, and residential uses. Within these areas, community character should be protected through building scale, building appearance, landscaping, and modest signage. These areas are typically mapped at crossroads, although the Town has decided to map these areas along the length of certain highway corridors as well. The depth of the areas shown on Map 2 are for general planning purposes only. Actual future development parcels in these areas may vary.

As with the *Rural Single Family Residential* designation, the Town acknowledges that the areas planned within the *Crossroads Mixed Use* designation are greater than needed in the foreseeable future. With that in mind, the Town will have to carefully consider the appropriate future mix of zoning districts to implement this planned land use designation, and the appropriate phasing for future rezonings of these lands. The Town does not desire to see “strip” development along the Highway K, Q, and 64 corridors—commercial rezonings should generally be focused near the actual crossroad areas. A more detailed plan for the *Crossroads Mixed Use* area mapped in the Highway K/Q corridor should be included in the Neighborhood Development Plan described in the “Rural Single Family Residential” subsection above.

The three main areas planned for *Crossroads Mixed Use* development include:

- *Lands to the east of the interchange of Highways 51 and Q.* Parcels designated as *Crossroads Mixed Use* in this area may be appropriate for a mixture of commercial service and retail uses closer to USH 51, with residential uses located closer to the Wisconsin River. Several of the issues raised in the “Commercial Designations” section above are also applicable to this area.
- *Lands along Highways Q and K, between the 51 interchange and the City.* Somewhat reflective of the existing land use pattern, this Plan advises a mix of commercial and residential uses in these highway corridors. In general, the Town should attempt to focus commercial uses near the intersections of Highways Q and 51, Q and Lake

Road, Q and K (River Avenue), Q/K and Creek and Park Avenues, Q and Z, and K and Pine Avenue. Otherwise, this land use designation carries the potential for incompatible land uses, commercial strip development, and poorly controlled street access. The Town and County should work together to limit the proliferation of private access drives onto these highways. Residential uses should not front onto these highways, but instead should back onto them and take access from future local subdivision streets.

- *Lands along Highway 64, west of the City.* The Plan also advises a mix of residential, commercial, and institutional uses along Highway 64. The issues and concerns for this area are the same as for the Highways Q and K corridors. Non-residential development should be directed to crossroad areas along this corridor. State access controls may limit the number of additional private access drives to Highway 64.

VI. Other Plan Recommendations

A. Agricultural, Natural, and Cultural Resources

- Explore the potential for participation under the State Farmland Preservation Program, which would enable farmers in planned *Agriculture* areas to receive state tax credits.
- Support the introduction and operation of agriculture-support businesses, and provide families with opportunities for small non-farm businesses to supplement farm income.
- Work with UW-Extension staff to develop farming operations that emphasize community and environmental sustainability.
- Keep intensive non-farm development away from productive agricultural areas, and locate the new homes that are built in these areas out of productive fields.
- Where new development is located adjacent to productive farms, require the developer to (a) set back development from fields through techniques such as deep lots; (b) provide a bufferyard by retaining existing trees, planting new ones, and/or building a berm; and (c) record a covenant against all lots identifying the presence of agricultural operations on adjacent lands.
- Preserve environmental corridors and large blocks of open lands to protect water quality, maintain connections among habitats, and provide appropriate hunting grounds.
- Improve water quality in the Devil Creek Watershed by continuing to participate in County and State efforts and working with farmers and other landowners. Require stormwater management measures for new development in the watershed which address both the quality and quantity of water leaving the site.
- Conduct or require viewshed analyses before approving new developments. New development should be designed, located, and landscaped in a manner that does not detract from the rural character of the Town, particularly from the Joe Snow Road viewshed.
- Cooperate with the County and other communities on a comprehensive survey of historic and archaeological resources in the Town, and preserve these resources.

B. Transportation

- Participate in further planning for the proposed “Highway 51 Image Corridor,” which would extend through the County. Unique guidelines for signage, development setback, tree preservation, landscaping, and building and site design may be appropriate, particularly near the Highway 51/Q interchange area. Some of these standards may be extended to the *Crossroads Mixed Use* areas planned in the Town.

- Plan, in the long-term, for the connection of Highway Q across the Wisconsin River to CTH P in the Town of Pine River (see Map 2) and other improvements to interchange area roads to support and improve access as this area develops.
- Continue to work with the Lincoln County Highway Department to update and implement the Town Road Improvement Program (TRIP) to provide for the appropriate upgrading of Town roads.
- Consider implementing Town road impact fees for new development projects that place a burden on or require the upgrading of Town roads. Work with the County to require necessary improvements to County highways when adjacent development occurs.
- Plan for a network of interconnected new roads in major planned development areas, for reasons of highway access control, rural character preservation (low visibility of development), and the current inaccessibility of certain planned development areas. Map 2 shows conceptual local road networks for major planned development areas.
- Through subdivision regulations, establish appropriate design standards for new streets, including cul-de-sacs.
- Support access control and rural character objectives by discouraging large amounts of “side of the road” development taking direct access to State and County highways.

C. Utilities and Community Facilities

- Work with the County to ensure that safe means of wastewater disposal are being implemented in planned *Rural Single Family Residential* areas and in the Highway 51/Q interchange area.
- Support the continued operation of the elementary school within the Town.
- Require new subdivisions in areas planned for *Rural Single Family Residential* uses to provide sufficient recreational space for residents. The Town may acquire at least some of that land through requiring parkland dedications and/or park impact fees from new subdivisions. Alternatively, permanent private reservation of lands for trails and other recreational features is an alternative, particularly in the Lake Road Area Neighborhoods.
- Consider expanding the existing or former Town Hall site and improving that site with recreational facilities designed to serve the entire community as a central gathering/event space.

D. Housing and Economic Development

- Work with Lincoln County to address housing, zoning, or property maintenance code violations on existing residential or commercial properties, including mobile home sites.
- Encourage developers to plan for new neighborhoods using the principles of “conservation neighborhood design.” These principles emphasize providing housing in proximity to parks, open spaces, and services; blending automobile convenience with the creation of safe, comfortable places to live and walk; preserving and enhancing natural systems that define, sustain, and connect neighborhoods; and promoting rural character by “hiding” development from main roads through natural topography, vegetation, and setbacks. The principles are reflected in the illustrations in Attachment A.
- Promote the phased development of planned *Rural Single Family Residential* areas, encouraging each phase to be developed in accordance with a Neighborhood Development Plan for the entire area. A Neighborhood Development Plan would identify appropriate future local street locations, connections, and access points; lot patterns; environmental corridors; and parks, open space, or other recreational areas.
- Work with property owners and others on a detailed plan for the development of the Highway 51/Q interchange area which would identify a marketing strategy; a range of

desirable uses and zoning; an approach to service delivery (including sewage disposal and water); desirable access road layouts; an alignment for a future CTH Q extension to the east; design standards for buildings, development sites, signage, and landscaping; and natural area preservation standards.

- Promote small, low-impact nonfarm businesses on farming properties; direct larger businesses to designated commercial and industrial areas.

E. Intergovernmental Cooperation

- Provide a copy of this *Town Land Use Plan* to all surrounding local governments in Lincoln County and surrounding counties.
- Work with the City on an intergovernmental agreement or joint plan to address mutual concerns for Town lands also within the City's extraterritorial jurisdiction, and possibly covering the following issues: service delivery, annexation, Town development opportunities, shared revenues from new development, and road maintenance. State statutes provide at least two formats which such a plan or agreement may take. Revise this *Town Land Use Plan* as appropriate based on a signed agreement.
- Work with Lincoln County on zoning ordinance administration, day-to-day decision making (e.g., conditional use permits), and eventual updating of the zoning ordinance.
- Work with surrounding towns to address any unforeseen conflicts between local plans. None are anticipated between the Town plans for Scott, Pine River, Corning, Harding and Merrill.

F. Plan Adoption and Implementation

The process the Town of Scott used to review and adopt this *Town Land Use Plan* included the following:

- Once the Town Land Use Committee was comfortable with the *Town Land Use Plan*, it forwarded a recommendation for approval to the Town Board.
- The Town then posted and published a Class 1 notice for a formal public hearing on the *Plan* held in front of the Town Board.
- Following the public hearing, the Town Board approved a resolution which (a) adopted the *Town Land Use Plan* and (b) forwarded the Plan to the County for inclusion in the *Lincoln County Comprehensive Plan*.
- The County Board will then adopt the *Town Land Use Plan* as a component of the *Lincoln County Comprehensive Plan*.
- Following County adoption of the *Lincoln County Comprehensive Plan*, the Town Board may have to adopt the complete *Lincoln County Comprehensive Plan* by ordinance to fully comply with the new State planning law.

This Plan includes many recommendations for guiding land development and preservation within the Town over the next 20 years. Some of the recommendations may be applied immediately, such as recommendations for where new subdivisions would and would not be appropriate. Other recommendations will require subsequent Plan implementation activities, including the following:

- Appoint a permanent Town Planning Commission to be responsible for reviewing and recommending Town Board actions on development proposals, ordinances, and long-range planning issues.
- Participate to the full extent allowed by law in the County zoning process to assure that Town desires are brought forward in zoning decisions.

- Prepare a Neighborhood Development Plan encompassing the areas in and near the Lake Road and Highway K/Q corridor planned for *Rural Single Family Residential* and *Crossroads Mixed Use* development. The Neighborhood Development Plan should be prepared if and when the County comprehensively updates its zoning ordinance. This effort will provide a more detailed understanding of the desired type and phasing of future development, which will in turn assure that appropriate zoning districts are assigned to the area at the appropriate time.
- Work with Lincoln County on an update of the County's zoning ordinance to properly implement the land use recommendations of this *Plan*. Many provisions of this *Plan* cannot be implemented without a new or substantially revised zoning ordinance.
- Work with the City of Merrill on an intergovernmental agreement, and amend this *Plan* as necessary to respond to that agreement.
- Adopt a Town subdivision ordinance to provide for appropriately designed development patterns and roads, interconnected road networks, parkland dedication and park impact fees, and advancement of "conservation neighborhood design" principles.
- Consider implementing a driveway ordinance and design standards to encourage the appropriate siting of homes in areas where limited development is proposed.
- Annually review this *Plan* to gauge progress on implementation and consider logical amendments based on changes in conditions. A more detailed review and update should be performed every five to ten years. Forward all adopted *Plan* amendments to the County for incorporation into the *Lincoln County Comprehensive Plan*.