



Town of Morrison Comprehensive Plan

Brown County Planning Commission
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Town of Morrison Comprehensive Plan

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CHAPTER 1

Issues and Opportunities

Introduction

The Town of Morrison Comprehensive Plan is a component of the Southern Brown County Towns Multi-jurisdictional Planning Effort, which also includes the Towns of Glenmore, Holland, Rockland, and Wrightstown. The Wisconsin Department of Administration Comprehensive Planning Grant Program provided funding for a large portion of the plan. The intent of this multi-jurisdictional effort is to promote coordinated and consistent planning across governmental boundaries and through governmental layers.

Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local elected board that sets forth the major policies that will guide the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, to devise strategies and recommendations the community can follow to achieve its desired development pattern, and to meet the requirements of the State of Wisconsin Comprehensive Planning Law. It is necessary that the recommendations of the comprehensive plan reflect the 14 local comprehensive planning goals prescribed in state statute and listed in this section.

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Town of Morrison Comprehensive Plan is adopted as an ordinance and should be used by Town officials when revising and administering its zoning and other ordinances. The plan is designed to be a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Town of Morrison.

Comprehensive Planning Process

The Town of Morrison's first and only comprehensive plan was adopted in 1998. In order to help fund a plan that meets the requirements of the Comprehensive Planning Law, Town leaders decided to work with Brown County to take advantage of the State of Wisconsin Department of Administration Comprehensive Planning Grant program to develop a new plan that would conform to the requirements of the Comprehensive Planning Law and better reflect Town residents' vision of how Morrison should develop over the next 20 years.

As administrator of the Comprehensive Planning Grant, the Brown County Planning Commission (BCPC) was contracted with to provide professional planning assistance. Staff from BCPC prepared the background information and the recommendations of this plan based upon the consensus opinions of the citizens advisory committee, town-wide visioning session, and the Comprehensive Planning Law.

This document is comprised of nine chapters reflecting the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Cultural, Natural, and Agricultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, and, therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use chapter of the comprehensive plan provides the vision of how the Town of Morrison could look 20 years from now. There are recommendations regarding the location, density, and design of future development, and these recommendations are the cornerstone of the overall plan. The future land use plan is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations to make the 20-year vision a reality. A comprehensive plan is only effective when it is actually used.

This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising municipal ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

This document, however, is not the end of the planning process. For the Town of Morrison to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise. Just as this plan replaces the 1998 Town of Morrison Comprehensive Plan, planning within the Town must continue to evolve to reflect new trends and concepts. This plan is a “living document” that is to be reviewed and revised as necessary. It is suggested that the plan be reviewed every year to ensure that it continues to meet the needs of the Town, that it be updated after approximately five years to ensure that it remains current, and that it be comprehensively redone after about 10 years.

Community Goals and Objectives

A major element of the comprehensive planning process is the development of goals and objectives. This is often difficult, however, because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.



In order to identify the Town’s priorities for community development, as well as key issues and concerns to be addressed, the Brown County Planning Commission facilitated a public visioning session that utilized the nominal group method on April 15, 2004, at the Wayside Zion Lutheran School. The results from the visioning session were then mailed to the visioning session participants to develop a ranking of the top issues within the Town. The following list identifies the

top issues resulting from the visioning session and survey:

Rank

1. Keep Way-Morr Park open and owned and maintained by Brown County.
2. Maintain the Town’s rural atmosphere.
3. Control liquid manure runoff.
4. Preserve agricultural land and continue to promote agricultural uses while still allowing some development to occur.
5. Maintain the Town’s excellent services, such as snow removal and the recycling center.
6. Regulate and control large farms.
7. Build a new town hall/community center.
8. Address water quality issues, protect groundwater, and have wells tested.
9. Retain existing levels of fire, school, and other services.

The nominal group session, input from the citizens advisory committee, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives of the plan.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range, they represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes that should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process – policies and programs – is discussed in each chapter specific to that comprehensive plan element.

The comprehensive plan and future development of the Town of Morrison is based on the following goals and objectives.

Land Use Goal

To manage the future growth within the Town of Morrison to retain its small town rural atmosphere and to ensure orderly, balanced development that maintains or improves its quality of life, maximizes the efficient provision of services, and promotes integrated development.

Objectives

1. Identify, adopt, and implement planning tools and techniques that minimize the impact of development on the Town's rural character.
2. Concentrate growth into the sanitary district and encourage preservation of economically-viable agricultural lands.
3. Identify and reserve an appropriate supply and mix of future residential, commercial, and industrial development and seek ways to integrate these uses with nearby land uses.
4. Ensure that private property rights are protected by giving landowners and residents a voice in planning and development proposals and trends.
5. Discourage strip commercial development in favor of clustering commercial activities at designated nodes along state and county highways.
6. Promote additional small-scale commercial and industrial developments that contribute to the Town's agricultural economy and provide goods or services for residents.
7. Ensure the compatibility of adjoining land uses for both existing and future development.
8. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
9. Promote residential conservation by design developments and appropriate residential lot standards to preserve the Town's rural character.
10. Identify, adopt, and implement adequate regulations to address large-scale livestock facilities to minimize their impacts on the Town and its residents.

Transportation Goal

To provide a safe, efficient, and cost-effective multi-modal transportation system for the movement of people and goods throughout the Town of Morrison.

Objectives

1. Anticipate and plan for improvements of the Town's transportation system.
2. Maximize street connectivity within and between subdivisions to distribute traffic evenly and maximize mobility and accessibility for all residents.
3. Maximize safety and accessibility at the Town's intersections.
4. Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance.
5. Consider traffic calming techniques in the Town where slower traffic is desired.
6. Maintain and foster communication with DOT, Brown County, and neighboring communities in order to coordinate future improvements.
7. Enable and encourage developers to build narrow streets to slow traffic through residential neighborhoods, minimize construction and maintenance costs, and maximize safety for all residents.
8. Require developers to bear an equitable share of the costs for improvements to the Town's transportation system.
9. Provide safe and convenient pedestrian and bicycle connections to destinations, such as parks, schools, employment centers, shopping areas, and between/within subdivisions.
10. Encourage development of a safe and efficient multi-modal transportation system.
11. Seek federal and state grants to help fund the development of the Town's multi-modal transportation system.

Economic Development Goal

Broaden the tax base and strengthen the Town of Morrison's economy and employment base through agricultural, commercial, and industrial activity.

Objectives

1. Identify appropriate locations for future businesses to locate in the Town.
2. Encourage the use of government programs to aid in the retention of existing and attraction or promotion of new industrial and commercial activities.
3. Encourage development and redevelopment of the Lark, Morrison, and Wayside areas to help foster community identity, strengthen the local tax base, and serve as focal points for development.
4. Recognize farming as an important component of the local economy and support those farmers who wish to remain active in the Town.
5. Develop economic development partnerships with agencies, such as Advance, Brown County Planning, Bay-Lake Regional Planning Commission, and the Wisconsin Department of Commerce.

Housing Goal

Provide a variety of quality housing opportunities for all segments of the Town of Morrison's population, while maintaining the Town's rural nature.

Objectives

1. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
2. Promote the enhancement and reinvestment of the existing housing stock within the Town.
3. Identify residential development areas to take advantage of existing utilities and public services.
4. Develop and implement a property maintenance code for nuisance issues like junk cars and building dilapidation.
5. Promote residential conservation by design developments to help preserve the Town's rural character.
6. Identify and utilize government programs, such as the Wisconsin Housing and Economic Development Authority (WHEDA), to improve aging residential stock and assist first-time homebuyers.

Community Facilities and Utilities Goal

Promote a quality living environment through the timely, adequate, and efficient provision and maintenance of recreation, utility, emergency, and other public facilities and services affecting the health, safety, and well-being of Town of Morrison residents and businesses.

Objectives

1. Monitor the quality and quantity of groundwater in the Town to ensure a safe drinking water supply.
2. Develop a comprehensive stormwater management plan to address water quantity issues (such as flooding) and water quality issues (through the protection of wetlands and stream habitats).
3. Maintain the Town's current level of services and evaluate the need for additional services as the Town continues to grow.
4. Coordinate future parks and greenspace with adjoining communities and the recommendations in the Brown County Open Space and Outdoor Recreation Plan.
5. Maintain the Town's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
6. Ensure that necessary infrastructure is expanded in the most orderly, cost-effective, and efficient manner possible.
7. Ensure that Way-Morr Park remains a high quality and valuable county park.
8. Build a new town hall/community center.

Natural, Cultural, and Agricultural Resources Goal

Capitalize on the amenities offered by the Town of Morrison's natural, cultural, and agricultural resources and integrate these resources into future development to enhance the rural character of the Town and the quality of life of its residents.

Objectives

1. Preserve the natural features of the Town, such as its wetlands, floodplains, and other environmental areas, to link various parts of the Town and to serve as wildlife corridors, pedestrian trails, and stormwater management areas.
2. Maintain and enhance accessibility to the Branch River.
3. Promote a harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions and other flexible techniques.
4. Continue to maintain and enhance the appearance and community identity of the Town through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.
5. Identify and preserve historic and scenic sites in the Town.
6. Obtain a balance between continued agricultural operations and continued growth and development to preserve the Town's rural character.
7. Identify the productive agricultural land in the Town and identify methods to encourage farming on this land.
8. Inform new residents that the Town is an active agricultural community.
9. Provide adequate regulations to control large-scale farms.
10. Recognize the need for nonmetallic mineral resources while requiring quarries to be operated in an environmentally sensitive manner.
11. Encourage Town farmers to work with governmental agencies in implementing environmentally-sound agricultural practices.

Intergovernmental Cooperation Goal

To work with the surrounding communities, school districts, and other units of government, such as Brown County, Bay-Lake Regional Planning Commission, and the State of Wisconsin, to cooperatively plan, develop, and provide services to the Town of Morrison and region.

Objectives

1. Work with the Brillion, De Pere, Denmark, Reedsville, and Wrightstown Community School Districts to evaluate their future needs.
2. Work with the surrounding communities to coordinate municipal services, land use decisions, and address other issues of mutual concern.
3. Identify existing conflicts with the surrounding communities and work with the communities and Brown County Planning Commission to resolve these conflicts.
4. Identify potential partnerships with other local, county, state, and regional agencies, as well as with nonprofit and private enterprises.
5. Provide outreach to residents to keep them informed of what is happening in the Town.
6. Explore future opportunities to consolidate the provision of Town services with other communities.

History/Background

The Town of Morrison is located in south-central Brown County adjacent to the Town of Glenmore to the north, Town of Cooperstown (Manitowoc County) to the east, Towns of Franklin and Maple Grove (Manitowoc County) to the south, and Towns of Holland and Wrightstown to the west. The Town is primarily agricultural in nature with residential development associated with the Morrison and Wayside areas. The most defining features of the Town are the large, contiguous blocks of high-quality agricultural land separated by streams, wetlands, or other natural corridors.

The Town of Morrison was created in 1854 from portions of the Townships of Wrightstown and De Pere in the southern portion of Brown County. Named for Alphonse Morrison, one of the earliest settlers in the region, the Town encompassed densely forested land and numerous small streams. The Town's first general store was built in 1855, first sawmills by 1858, first post office in the 1860s, and first cheese factory by the 1870s. Over time, the hamlets of Lark (in the north-central portion of the Town), Morrison (in the northwestern portion of the Town), Pelishek Corners (in the northeastern portion of the Town partially within the Towns of New Denmark and Cooperstown), and Wayside (in the south-central portion of the Town) were formed.

Unlike most hamlets within Brown County, Lark, Morrison, and Wayside were not located along a railroad or river. In spite of this, these three hamlets developed as service centers for the surrounding agricultural lands. The largest of the three, Wayside, slowly developed a fairly diverse commercial base beginning in the 1860s. In the 1910s, its population peaked at approximately 400 people. Today, Wayside includes about seven commercial enterprises.

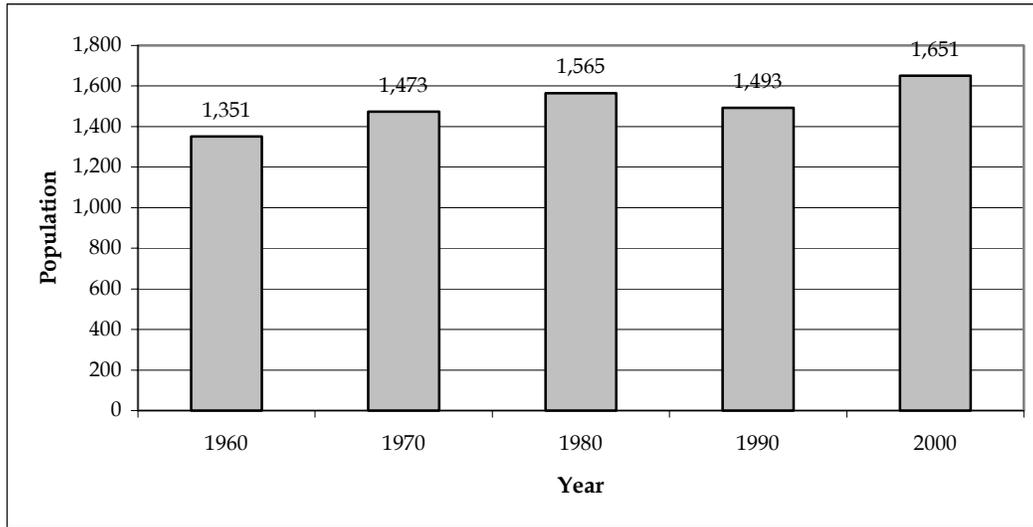
Morrison was begun in 1872 with the development of a general store and a hotel. Its population has never exceeded 250 people and hovered between 150 and 250 people between the late 1800s and early 1900s. Today, Morrison includes about five commercial establishments.

The smallest of the three hamlets, Lark, was begun in 1884 with the development of a shoe repair shop. Today, Lark's commercial establishments include only a grocery store.

Demographic Trends

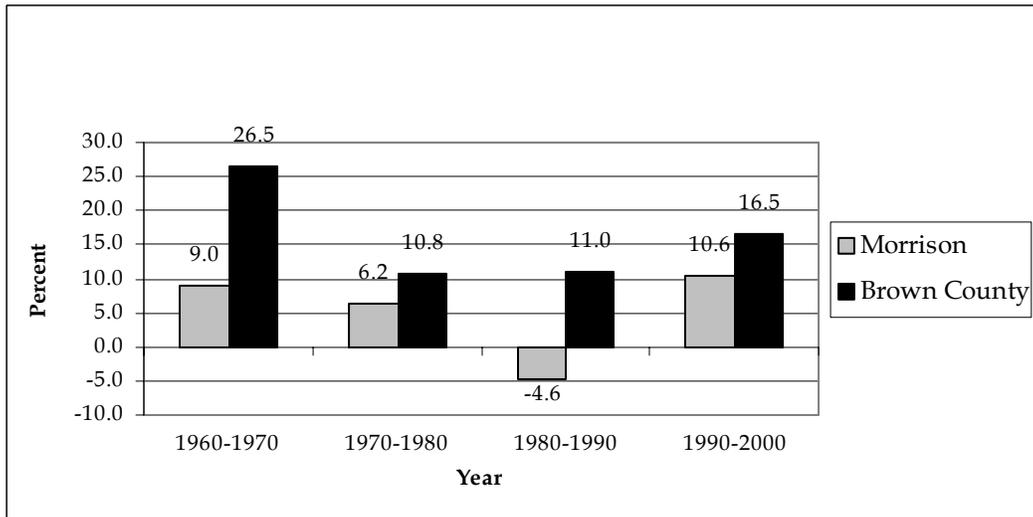
The Town of Morrison is growing at a rate typical of rural towns, albeit at a rather slow rate. Between 1970 and 1980, Morrison added 92 residents but then lost 72 residents over the next ten years. Since 1990, the population has increased, with the largest jump in population over the past 40 years of 158 residents occurring between 1990 and 2000. Many of the towns in Brown County had strong growth between 1990 and 2000 as populations spread out from the Green Bay Metropolitan Area. Figure 1-1 displays the past 40 years of growth in the Town. As is evident from Figure 1-2, the growth rate in the Town is less than that of Brown County.

Figure 1-1: Town of Morrison Historic Growth Trend, 1960-2000



Source: U.S. Census of Population; Wisconsin Dept. of Administration

Figure 1-2: Town of Morrison and Brown County Percent Population Increase, 1960-2000



Source: U.S. Census of Population; Wisconsin Dept. of Administration.

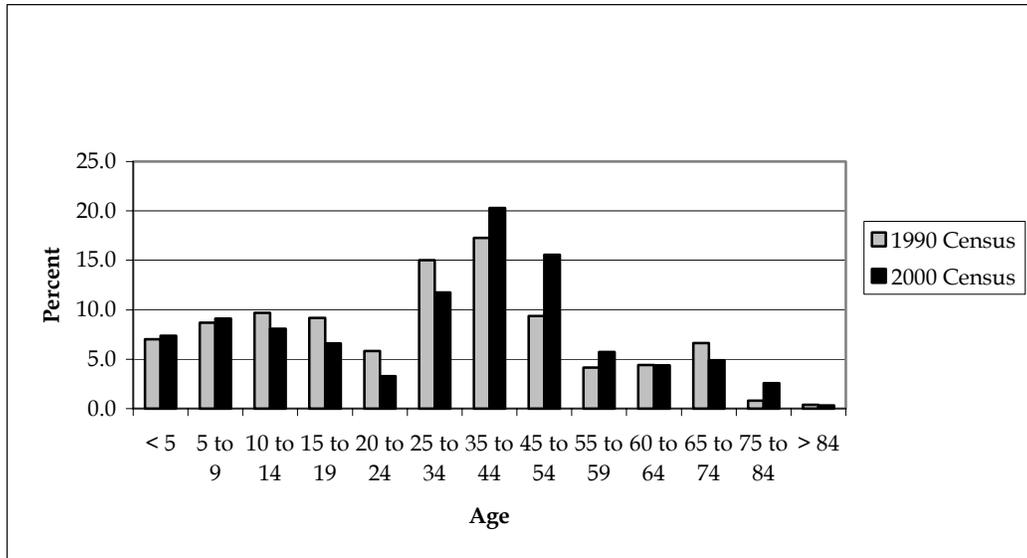
Age Distribution

Census figures show that the 2000 median age of Town of Morrison residents was 35.2 years, as compared to 31.2 years of age in 1990.¹ The trend of an aging population is depicted in Figure 1-3 where there is a significant increase in the number of 35- to 44-aged and 45- to 54-aged cohorts between 1990 and 2000. The overall aging of the

¹ The median age within the Town of Morrison was 25.2 in 1970 and 26.3 in 1980.

population is largely reflective of a nationwide trend of the aging “baby boomer” generation, which is the largest segment of the national population. As an increasing proportion of Town residents reach retirement and elderly age, Morrison will need to ensure that there are adequate facilities and services, such as elderly care homes, access to healthcare, and a mixture of housing types either within the Town or in nearby communities.

Figure 1-3: Town of Morrison Age as a Percentage of Population, 1990 and 2000



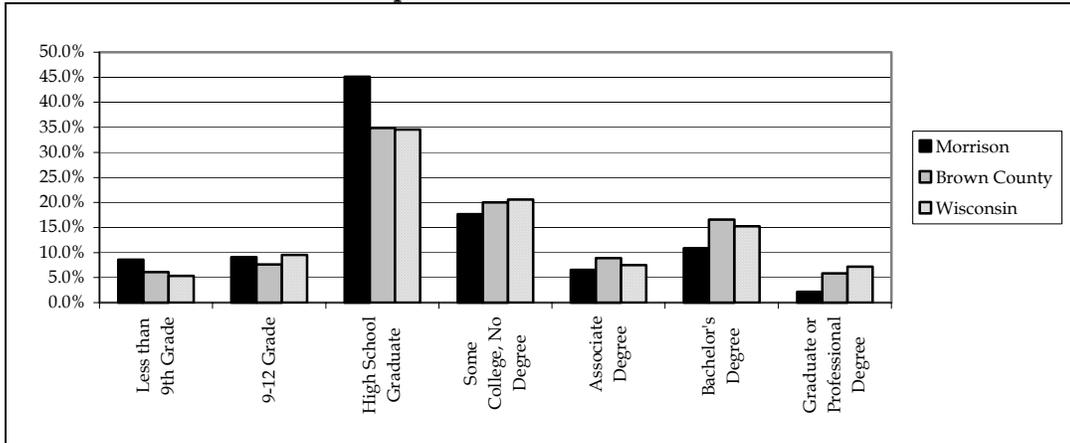
Source: U.S. Census of Population, 1990 and 2000.

The other population group that can have a large impact on the local government and, accordingly, the school district or districts is those residents who are school-aged (ages 5 to 19). School-aged residents actually decreased between 1990 and 2000 from 537 students in 1990 to 528 students in 2000, while the overall population of Morrison increased. Although not projected, should the Town of Morrison experience a large increase in school-aged residents, the Town should communicate with the local school districts to ensure that future building and program needs are facilitated.

Educational Levels

Educational levels of people 25 years and older in the Town of Morrison are similar to those typically found in other rural areas. Morrison’s percentage of non-high school and high school graduates is significantly higher than Brown County’s and the State of Wisconsin’s. Secondary educational attainments are moderately lower than Brown County’s and the State of Wisconsin’s. The educational levels are displayed in Figure 1-4.

Figure 1-4: Town of Morrison, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older

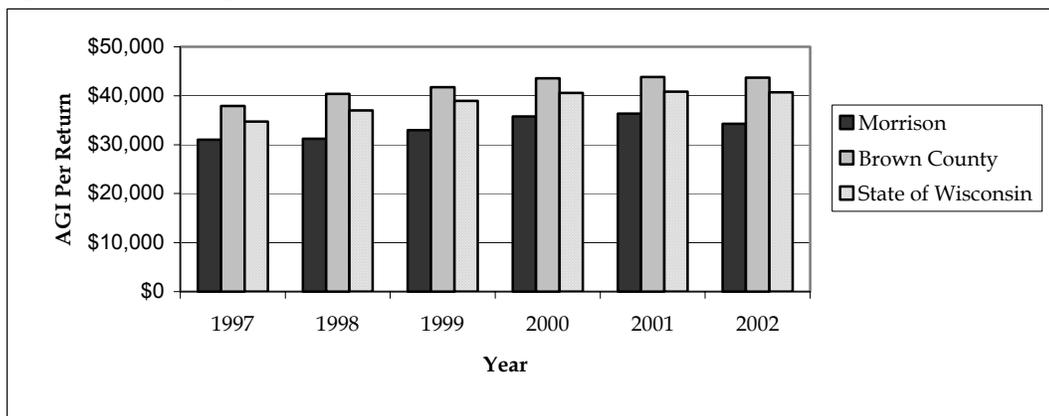


Source: 2000 U.S. Census of Population.

Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Morrison's adjusted gross income (AGI) per tax return is generally lower than the Brown County average. The most recent year for which information is available lists the year 2002 AGI for the Town of Morrison at \$34,287, which is a \$2,037 decrease from the 2001 AGI. Figure 1-5 displays the AGI trend over the past six years.

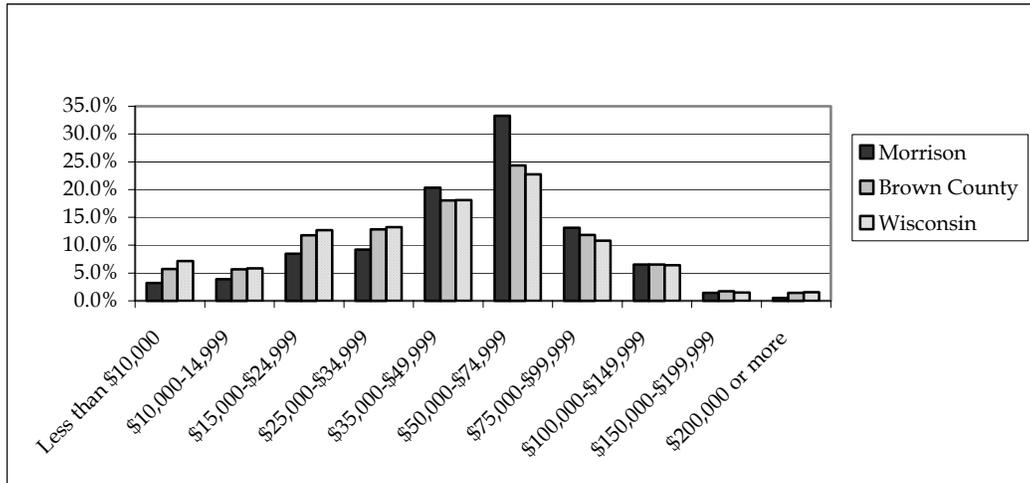
Figure 1-5: Municipal Per Return Income, 1997-2002



Source: State of Wisconsin Department of Revenue, Municipal Per Return Income Report, 1997-2002.

The 2000 census also provides ranges for income levels. As is evident from Figure 1-6 and similar to the state and county, the largest percentage of Morrison households are within the \$50,000 to \$74,999 income range at 33.3 percent. However, the Town has fewer households at the lower and higher ends of the income spectrum.

Figure 1-6: Household Income in 1999



Source: U.S. Census of Population, 2000.

Employment Characteristics

As displayed in Figure 1-7, management, professional, and related occupations is the largest occupation category for Town of Morrison residents.

Figure 1-7: Town of Morrison Employment by Occupation

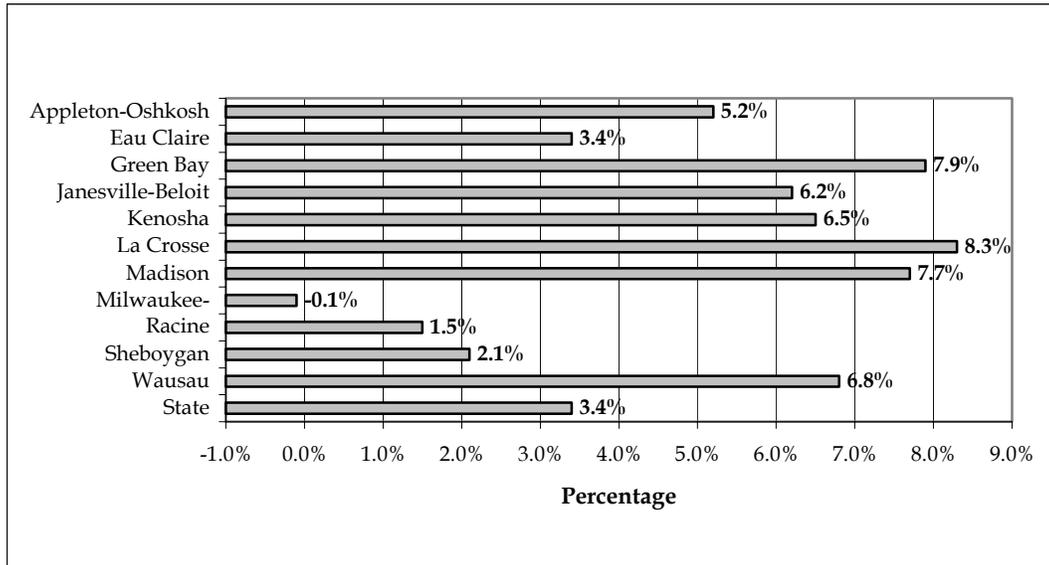
Occupation	Number	Percent
Management, professional, and related occupations	291	31.5
Production, transportation, and material moving occupations	208	22.5
Sales and office occupations	175	19.0
Construction, extraction, and maintenance occupations	115	12.5
Service occupations	107	11.6
Farming, fishing, and forestry occupations	27	2.9

Source: U.S. Census Bureau, Table DP-3 Profile of Selected Economic Characteristics: 2000.

Employment Forecast

After unprecedented job growth during the 1990s, the Green Bay Metropolitan Statistical Area (MSA), which includes Brown County, is projected to continue employment growth. According to the State of Wisconsin Department of Revenue-Division of Research and Policy, the most recent *Metropolitan Area Outlook* states that employment growth in the Green Bay MSA was flat from 2000 to 2002. However, Green Bay Metropolitan Area employment is expected to increase during the time-period of 2004 to 2007, during which time employment in the Green Bay MSA is projected to increase by 7.7 percent over the 4-year time-period. Although employment growth within the Green Bay MSA will not be as great as during the 1990s, forecasted employment growth will continue to be comparatively stronger than most other areas in the state. Figure 1-8 displays total non-farm employment forecasts by Wisconsin MSA for 2002 to 2006.

Figure 1-8: Total Non-Farm Employment Forecasts by MSA, 2002-2006.

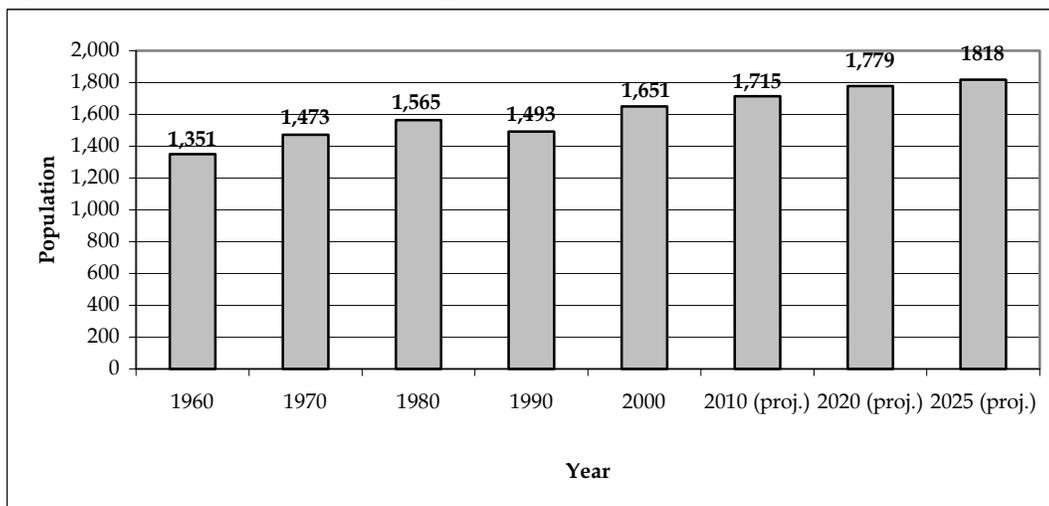


Source: Wisconsin Dept. of Revenue-Division of Research and Policy *Metropolitan Area Outlook 2002-2006*.

Population and Housing Forecasts

In January of 2004, the Wisconsin Department of Administration released new population projections through 2025, which took into account recent growth patterns. According to these projections, the Town of Morrison (1,651 residents in 2000) is forecasted to have a population of 1,715 by 2010 and 1,818 by 2025. This results in a projected 10.1 percent population growth rate from 2000 to 2025, as compared to Brown County's rate of 4.8 percent. The historic and projected population of the Town is displayed in Figure 1-9.

Figure 1-9: Historic and Projected Population, Town of Morrison, 1960-2025



Source: Wisconsin Department of Administration - Demographic Services Center, January 2004.

The WDOA also provides population estimates for the years between the decennial censuses. The estimates for the years of 2001, 2002, 2003, and 2004 are 1,669, 1,674, 1,689, and 1,700, respectively. This compares to a population projection of 1,685 people by 2005 and 1,715 people by 2010. It appears that growth and development within the Town of Morrison may be occurring slightly faster than the new population projections.

Based on this information and information contained within the Land Use chapter, the Town has prepared its own population and housing projections for use in this comprehensive plan. Those projections are based upon an average annual population increase of 0.5 percent, which results in a population projection of 1,751 people by 2010, 1,796 people by 2015, 1,841 people by 2020, and 1,888 people by 2025. This is 70 people more than the year 2025 WDOA population projection for the Town.

Based upon the Town's population projection set forth in the Land Use chapter, as well as information pertaining to household sizes, vacancy rates, and additional housing needs for the Town's current population, it is envisioned that 737 total housing units will be required for the Town's future population of 1,888 people. Subtracting the 579 existing housing units results in a need for a minimum of 158 additional housing units in the Town by 2025.

Summary

The Town of Morrison is a rural area that is beginning to feel the pressures of an increased rate of development as indicated by a 158-person population increase between 1990 and 2000. However, agriculture and the existing rural characteristics associated with the Town are of primary importance to the residents of Morrison. Therefore, identifying ways to maintain its desired rural characteristics in a way that prepares the Town for future growth pressures while ensuring that agricultural production is not hindered is of primary importance in this planning effort.

The goals and objectives identified in the Issues and Opportunities chapter are intended to be reflective of residents' reality of today and vision for the future. The policies identified in each chapter will help to guide the Town in making changes to policies, procedures, and ordinances to ensure that the residents' vision for the future is implemented.

Based upon past and current trends in the Town, the Green Bay Metropolitan Area, the County, and the northeastern Wisconsin region, Morrison is projected to grow from 1,651 residents in 2000 to 1,888 residents in 2025. Although this is not a very large increase (237 residents), Morrison should be prepared for increased development pressures as Brown County residents continue to move out of the metropolitan area and look to move into more rural settings.

CHAPTER 2

Land Use

As presented in the Issues and Opportunities chapter, the Town of Morrison has experienced a modest rate of growth typical of rural towns in Brown County. Various state and county agencies anticipate that this rate of growth will continue for the foreseeable future. However, recent trends within the Town of Morrison indicate that a slightly faster rate of growth may be occurring. These more recent trends, if they persist, may reflect the beginning of growth pressures from the Green Bay and Fox Valley Metropolitan Areas. Therefore, this more recent information will be used to ensure that the Town is prepared for its historic growth rates, as well as the slightly faster rates experienced during the last few years.

This section of the comprehensive plan identifies the Town's existing land uses and, based on Morrison's identified goals and objectives, provides recommendations for the Town to implement in order to attain its desired future land uses and patterns.

Existing Land Use

In order to plan for future land use and development in the Town of Morrison, it is necessary to consider existing land uses and existing development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. In addition, by comparing land use inventories from previous years, various trends can be discerned that are helpful in establishing a plan for future land use.

The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in June 2000 and updated in 2004 for this comprehensive plan. Using this data, the various land use categories were broken down by acreage. Figure 2-1 describes the land use composition of the Town, and Figure 2-2 identifies the location of the various land uses within the Town as of June 2004. Figure 2-3 compares, in a summary fashion, the land uses within the Town in 1980, 2000, and 2004.

Figure 2-1: Town of Morrison 2004 Land Use Acreage

Land Use	Total Acres	Percent of Total
Single-Family	744.7	3.19%
Two-Family	0.1	0.00%
Multifamily/Mobile Homes	3.9	0.02%
Total Residential	748.7	3.21%
Retail Sales	16.9	0.07%
Retail Services	0.0	0.00%
Total Commercial	16.9	0.07%
Manufacturing	22.6	0.10%
Extractive (Sand/Gravel Pits)	23.6	0.10%
Storage	2.1	0.01%
Total Industrial	48.3	0.21%
Streets and Highways	708.6	3.04%
Total Transportation	708.6	3.04%
Generation/Processing of Comm./Util.	3.0	0.01%
Transmission of Communication/Utilities	75.3	0.32%
Total Communication/Utilities	78.3	0.33%
Administrative/Governmental Facilities	2.8	0.01%
Safety Institutions/Facilities	1.1	0.01%
Educational Facilities	4.4	0.02%
Religious and Related Facilities	25.7	0.11%
Total Institutional/Governmental	34.0	0.15%
Parks/Playfields/Picnic Areas	48.2	0.21%
Golf Course	246.4	1.05%
Total Outdoor Recreation	294.6	1.26%
Cropland/Pasture	14160.8	60.72%
Agricultural Buildings	653.5	2.80%
Total Agricultural	14814.3	63.52%
Water Features	118.4	0.51%
Other Natural Areas	6425.0	27.55%
Total Natural Areas	6543.4	28.06%
Land Under Residential Development	34.1	0.15%
Total Land Under Active Development	34.1	0.15%
GRAND TOTAL	23,321.2	100.00%

Figure 2-3: Land Use Comparison

Land Use	1980		2000		Percent Change	2004		Percent Change
	Acres	%	Acres	%	1980-2000	Acres	%	2000-2004
Res.	447	1.9	684	2.9	53.0	749	3.2	9.5
Com.	21	0.1	15	0.1	-28.6	17	0.1	13.3
Ind.	16	0.1	42	0.2	162.5	48	0.2	14.3
Other Dev.	671	2.9	838	3.6	24.9	821	3.5	-2.0
Ag. & Open	22,166	95.0	21,742	93.2	-1.9	21,686	93.0	-0.3
TOTAL	23,321	100	23,321	100	--	23,321	100	--

Residential Land Uses

Of the developed land uses within the Town of Morrison (residential, commercial, and industrial), residential is the dominant category. Residential land uses have increased from 447 acres (or 1.9 percent of the Town) in 1980 to 684 acres (or about 2.9 percent of the Town) in 2000 to 749 acres (or about 3.2 percent of the Town) in 2004.

Residential uses in 2004 were predominantly single-family homes, with 93 percent of the overall housing stock and 99.5 percent of the total acreage.

The amount of land dedicated to residential development has increased by 53 percent between 1980 and 2000, while the Town’s population has increased by only 6 percent (this trend continued between 2000 and 2004). This is indicative of the continued increase in the size of the residential parcels in the Town. This trend is also consistent with what is being experienced in the rest of Brown County.

In terms of location, the highest concentration of residential development continues to be in the hamlets of Morrison and Wayside. The hamlet of Lark also contains a concentration of residential development, although smaller in scale and with less newer development than Morrison and Wayside. The remainder of the residential development within the Town of Morrison is of a scattered rural nature. The homes in all of these areas are a mixture of older homes and farmsteads and suburban-style single-family residences.

In terms of lot size, the residential lots located within the hamlets of Lark, Morrison, and Wayside are generally one-third to one-half acre in size. However, there is a great deal of variability in lot sizes within these areas, ranging from less than 0.1 acre to over 3 acres in size. Lots within the remainder of the Town are significantly larger.

Of the lots created within the Town of Morrison during the past 5 years, those lots created by subdivision plats located within the sanitary district/sewer service area averaged about 0.75 acre in size, those lots created by Certified Survey Map within the sanitary district/sewer service area averaged about 1 acre, and those lots created by Certified Survey Map within the remainder of the Town averaged about 5 acres (there have been no known subdivision plats outside of the sanitary district/sewer service area).

In addition to the existing residential development previously noted, there are three subdivisions that have been recently approved and are in the process of development. These three subdivisions encompass about 39 acres and are comprised of 38 lots. By June of 2004, five of these lots were developed. These subdivisions will eventually account for another 27 acres and 33 lots of residential land in the Town.

Commercial Land Uses

Commercial land uses occupy 17 acres, or 0.1 percent of the Town. They are primarily located within the hamlets of Lark, Morrison, and Wayside.

Very little new commercial development has occurred within the Town in recent years. However, a gas station/convenience center was constructed at the southeast corner of CTH W and Holly-Mor Road in 2004.

Industrial Land Uses

Industrial land uses occupy 48 acres, or 0.2 percent of the Town. They are scattered throughout the Town.

Very little new industrial development has occurred within the Town in recent years.

Institutional/Governmental Land Uses

Religious uses are the largest institutional/governmental land use, accounting for 26 acres. The four churches in the Town include the Emmanuel Evangelical Church in Lark, the Morrison Zion Lutheran Church located in Morrison, the Wayside Zion Lutheran Church located in Wayside, and St. Mary's Church at the corner of Stark Road and CTH NN in the northeast part of the Town. Large institutional/governmental uses include the Morrison town hall located on the southwest corner of CTH G and CTH Z. Other smaller institutional and governmental uses are scattered throughout the Town. The institutional/governmental land use total of 34 acres represents about 0.2 percent of the Town.

Outdoor Recreation Uses

The land use inventory update indicates that Morrison contained 295 acres of outdoor recreational uses in 2004, which comprised 1.3 percent of the Town. This figure includes the



private Wander Springs Golf Course, the Way-Morr County Park, and the Wayside Fireman's Park. Parks and other outdoor recreational uses are discussed in detail in the Utilities and Community Facilities chapter of the plan.

Agricultural Land Uses

As Morrison continues to grow and as more agricultural lands lie fallow, the amount of agricultural land in the Town continues to decrease. In 1980, the Town contained 18,598 acres, or about 80 percent, of agricultural land. However, by 2004, this total had decreased to 14,814 acres, or about 63.5 percent. Already highly fragmented by wetlands and woodlands, new lots created by Certified Survey Maps have also contributed to the fragmentation of agricultural lands within the Town. The largest areas of contiguous agricultural lands are located in the far northern and far southern portions of the Town. Agricultural land totals are expected to continue to decrease as the Town's development continues to increase.



Natural Areas

Natural areas of note within the Town of Morrison include its wetlands, the Branch River, and a drumlin field. The natural areas shown on the existing land use map (Figure 2-2) include existing wetlands and woodlands, as well as former agricultural areas converting back to woodlands, wetlands, or prairies.

It is possible that the Town of Morrison has the second largest amount of wetlands of any municipality in Brown County. The exact amount of wetlands within the Town is unknown as most, but not all, of the lands classified as woodlands are, in fact, wooded wetlands. The 2004 land use inventory update classifies approximately 6,425 acres, or about 28 percent of the Town, as wetlands, woodlands, and other similar natural areas. Particularly large wetlands are located in the north-central portion (about 450 acres in size) and eastern portion (about 850 acres in size) of the Town.

The Branch River is one of the larger streams in Brown County. It flows southeastward from its headwaters in the southeastern portion of the Town of Rockland to the Manitowoc River just west of the City of Manitowoc in Manitowoc County. The Branch River drains lands in the southeastern portion of Rockland, the southwestern portion of Glenmore, and the eastern portions of Wrightstown and Holland, as well as almost all of the Town of Morrison. Although the Branch River has been and continues to be subject

to a significant amount of nonpoint source pollution, its priority watershed project has had a very high participation rate. This project, a cooperative effort of the Brown County Land Conservation Department and the Wisconsin Department of Natural Resources, provides cost-sharing for the installation of best management practices designed to address the nonpoint source pollution problems within the watershed. Of 200 landowners eligible for participation in this project, 126 have chosen to do so since the beginning of the project in 1996.



In addition, the Town contains a very unique feature: a drumlin field. Drumlins are smooth oval hills of glacial drift that point in the direction of the movement of the ice that deposited them. These hills can be up to 45 feet high and 1/2 mile long; although, most are much smaller than this. Drumlins often occur in groups called drumlin fields. These drumlin fields are comprised of similarly sized and oriented hills. Drumlins are common in New York, Minnesota, Wisconsin, Canada, Poland, and Ireland.

Natural areas are a critical element of the rural character desired by the Town's residents. Thus, an important consideration of this plan is to seek ways to accommodate additional growth while still maintaining the woodlands, wetlands, and unique natural features that are at least partially responsible for attracting the development pressures.

Land Use Trend Analysis

Land Use Changes

Of all the land uses within the Town, only residential and agricultural uses have experienced significant changes over the past 24 years. As is common with most towns in Brown County, the amount of residential land is increasing at the expense of agricultural land. However, much more than most towns, Morrison's agricultural lands are also decreasing due to the gradual conversion of idle farmlands to natural open space uses, such as woodlands and wetlands.

In comparison to the adjacent Towns of Glenmore, Holland, New Denmark, Rockland, and Wrightstown, the Town of Morrison has a similar percentage of developed lands (residential, commercial, and industrial). However, the Town of Morrison has a slightly smaller percentage of land in agriculture (64 percent for the Town of Morrison compared to an average of 69 percent for the adjacent towns). This is primarily due to the correspondingly higher percentage of natural areas within the Town of Morrison.

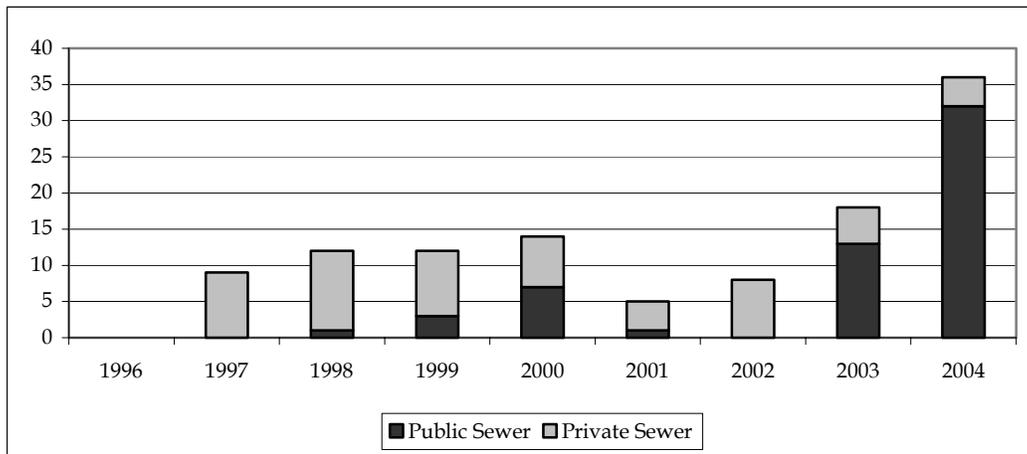
In summary, the Town of Morrison has many similarities with its neighboring towns in terms of the amount and proportion of developed land uses and the amount of agricultural land. Even the Town of Morrison's amount of sewer development and growth is similar to that in the Towns of Holland and Wrightstown. What does set the Town of Morrison apart from its neighboring towns is the presence of three hamlets

within relatively close proximity to one another, two of which are already provided public sanitary sewer service.

Supply and Demand

As shown in Figure 2-4, there have been 114 new lots created in Morrison since 1996, with an average of 13 new lots per year. Historically, the Town has allowed more unsewered lots than sewerred lots. The 2002 Brown County Sewage Plan identified a goal of allowing 23 percent sewerred development and 77 percent unsewerred development based upon those historic trends. However, in a more recent trend (1996 to 2004), as shown in Figure 2-4, 50 percent of the Town’s approved lots were publicly sewerred. The largest number of new lots in any year on record was 36 in 2004 when two sewerred subdivision plats were recorded. The only other subdivision plat recorded between 1996 and 2004 occurred in 2003, the second highest year for the number of lots platted.

Figure 2-4: Number of New Lots Created, 1996-2004.



Source: Brown County Planning Commission, 2005.

To verify this trend and to determine that a growing supply of vacant buildable lots was not occurring within the Town, building permits were reviewed from 1996 to 2004. A total of 97 building permits were issued during this timeframe, with a range of 6 in 1996 to 17 in 1998 and an average of 10 or 11 per year. Comparison of lots created to building permits issued indicates that while the total number of building permits issued during this time was 15 percent less than the number of new lots created, in six of the nine years there were more building permits issued than new lots created. Review of 2003 and 2004 data indicates that while the number of new lots created increased substantially, the number of building permits remained essentially the same as in other years. This could indicate that some time usually elapses between when a lot is created and when a building permit is issued. This relationship is also seen in individual subdivision plats. Of a 13-lot subdivision plat approved in 2003, only four lots were developed by June of 2004. All of this information indicates that the number of building permits issued within the Town appears to generally follow the same trends as the number of lots created but tends to lag behind by a few years.

Land Prices

According to a review of Brown County Property Listing records from 1997 through 2003, raw agricultural land is being sold for an average of approximately \$1,675 per acre in the Town of Morrison, with a high and low of about \$6,061 and \$534 per acre, respectively. The average of \$1,948 per acre is below the 2003 Brown County average of \$3,564 per acre of land. This may be due to the relatively low development pressures faced by the Town of Morrison as compared to areas of Brown County closer to the metropolitan area that have public sewer and water services, such as the Village of Bellevue, Town of Ledgeview, and Town of Lawrence.

Opportunities for Redevelopment

Land within the hamlets of Lark, Morrison, and Wayside have the potential for infill and redevelopment opportunities. These hamlets contain a number of homes and businesses that could use extensive rehabilitation or renovation in order to bring them up to the standards of more recent development in the Town. The hamlets have historically provided Town and area residents with goods and services necessary for everyday activities, as well as cultural centers for people to meet for entertainment.

Short-Term Forecast

For at least the immediate future, the Town of Morrison anticipates development at the same pace as during the past few years. The Town is aware of additional new subdivision plats that may be submitted in the near future and believes that individual lot splits will continue at current rates. The Town also anticipates that the new development will primarily be single-family residential.

Existing and Potential Land Use Conflicts

Agricultural and Residential Uses

Currently, the major land use conflict experienced by many suburbanizing towns is dealing with the sights, smells, and other activities that characterize active farming operations both within and adjacent to the Town. The Town of Morrison should continue to work with the farmers in Morrison and in the Towns of Glenmore, Holland, and Wrightstown to ensure that future development, either agricultural or residential, does not negatively impact existing residents or farms. This can be accomplished through setting yearly facilitated meetings to discuss such issues and to try to work toward a compromise or solution that both sides find agreeable. The Intergovernmental Cooperation chapter provides additional policies and programs that the Town can utilize to help minimize or resolve conflicts between Morrison and its neighbors.

In addition, it appears that more homes are being located farther from existing roads than in the past. This is likely due in part to the continued increase in lot sizes and possibly due to owner preference. This results in most new homes being located within and surrounded by active agricultural lands. This, in turn, can result in greater fragmentation of agricultural lands, causing farming activities, such as plowing, planting, and harvesting, to become more inefficient, thereby possibly encouraging conversion of

these newly created marginal agricultural lands to residential or other uses. As agriculture is envisioned to remain an important part of the Town of Morrison, the Town should consider adoption of a subdivision ordinance and revisions to its zoning ordinance to address this issue. Ideas to consider would include reducing lot sizes, instituting maximum lot sizes, discouraging future lots on valuable agricultural lands, and/or requiring buildings to be located closer to existing roads.

A potential future conflict may be associated with the determination of the amount and location of sewerred and unsewerred development within the Town. To achieve the goals, policies, and vision set forth in this comprehensive plan and as further described in the next section of this chapter, it may be necessary for the Town to establish limits on land divisions. These limits may be in regard to the number of new lots allowed, the size of such lots, the location of such lots, and/or stipulations regarding the placement of private sewage disposal systems and the timing of connection to public sanitary sewers. It may also be necessary for the Town and the sanitary district to establish sewage treatment plant capacity allocations to ensure that the sewage treatment plant and its remaining capacity are utilized in the most efficient and timely manner possible.

However, as the vision of this plan reflects the desires of a majority of the Town's residents and as the Town anticipates appropriate revision of its rules and regulations, the frequency and severity of these conflicts will be minimized. Furthermore, following this course of action is anticipated to reduce other larger scale conflicts in the more distant future. These potential conflicts include maintenance of the Town's rural character, balancing agriculture and development within the Town, and cost-effective provision of services. These were (respectively) the second, fourth, and fifth highest ranked issues from the visioning session held for this plan.

General Land Use Compatibility

As Morrison continues to develop, it needs to ensure that new land uses are compatible with each other and with existing development. Many uses, such as neighborhood commercial, institutional, recreational, and different housing types, should be integrated into new developments as long as they are designed to a scale and architecture that is compatible with one another and with the character and intent of the community. However, uses, such as industries with heavy semi-trailer traffic, noise, or odors and big box retail, are typically not compatible with residential developments and should be sited in appropriate locations. This comprehensive plan should be used as a guide in these future land use and zoning decisions and the Town's ordinances revised accordingly.

Land Use Guidelines and Community Character

The issue of land use compatibility should also be considered in a broader context, particularly as it applies to establishing and maintaining the Town's character. A general consensus regarding its character, a balance between development and agriculture, has been reached by the Town and is set forth in this comprehensive plan. The Town wishes to continue to promote and encourage development of appropriate scale, density, and type in appropriate locations, so as to maintain its rural character. This can generally be

described as retaining significant amounts of agricultural land throughout the Town that are interspersed with natural areas, other open spaces, limited amounts of scattered development, and a concentration of most new development in a relatively compact manner in a few select areas. This is generally a continuation of the same land use patterns currently within the Town but with some revisions, as further described in this section.

Sewered Development.

- It is suggested that about 62 percent of all new lots created within the Town be within the sanitary district/sewer service area/growth increments. These lots should be provided public sanitary sewer service as soon as feasible.
- It is suggested that sewered subdivision plat lots average about 52 percent of all platting within the Town, with an average lot size of about three-fourths of an acre.
- It is suggested that sewered Certified Survey Map lots average about 10 percent of the platting within the Town, with an average lot size of about 1 acre.
- If necessary to ensure efficient use of the remaining capacity of the sewage treatment plant, slightly less sewered development (only until the sewage treatment plant's capacity is expanded) may be appropriate.
- To efficiently utilize the remaining capacity of the sewage treatment plant, the Town and the sanitary district may need to consider instituting an allocation policy. In particular, it may become necessary to allocate capacity in the plant on a first-come first-served basis. Should such allocated capacity not be utilized within a timeframe to be determined by the Town and the sanitary district, the allocated capacity may be rescinded and utilized for other anticipated development.
- It is suggested that only sewered lots/development be allowed within the sewer service areas and that only lots/development which is sewered or eventually to be sewered be allowed within the sanitary district/ growth increment adjacent to the hamlets of Lark, Morrison, and Wayside.
- Within these sewered and future sewered areas, greater densities, variety of uses, services and/or amenities, etc. may be considered, but it is generally the Town's preference to maintain the existing scale, balance, and types of land uses as are currently found within the Lark, Morrison, and Wayside areas.

Unsewered Development

- It is suggested that about 38 percent of all new lots created within the Town be outside the sanitary district/ growth increment, be served by private onsite sewage disposal systems, and have an average lot size of about 2 acres.
- It is suggested that lot and building placement be accomplished in such a manner as to preserve workable amounts of agricultural land as long as feasible. Therefore, lots and buildings should be directed to areas of less valuable agricultural land, located at the edge of agricultural lands rather than within or between such lands, and/or located as close to existing roads as possible. It is suggested that the Town create a siting review committee to review and recommend such lot and building placements.

- To maximize the number of future users of the Morrison Sanitary District's sewage treatment plant (in order to establish a more affordable per capita cost for the plant's eventual upgrade/expansion), it is suggested that about 50 percent of the Town's unsewered development should be focused adjacent to the sewer service area within and between the Lark, Morrison, and Wayside areas. All such development should include stipulations that confirm that when public sanitary sewer service becomes available, such development will connect to that service. The Town and sanitary district should review and approve all such stipulations.
- It is suggested that new development with private onsite sewage disposal systems to be converted to public sanitary sewer service when such service becomes available be designed in such a fashion to ensure the most effective and cost-efficient conversion possible. Measures to ensure this should be specifically reviewed and approved by the Town and the sanitary district. It is also suggested that the Town and sanitary district state that when conversions of development with these stipulations occur, there will be no reimbursement for the septic system.
- A second priority for unsewered and possible future sewer development and growth are those areas of the Town where significant amounts of development have already occurred, i.e., the lands immediately adjacent to the Wander Springs Golf Course. The remainder of the Town's unsewered development is anticipated to be scattered throughout the Town as is its current pattern.
- It is suggested that unsewered subdivision plats be prohibited unless located within an area identified in this plan to be sewer in the future and with the stipulation that the development will connect to the public sanitary sewer when it becomes available or unless it is designed as a conservation subdivision. Conservation subdivisions are generally defined in this plan and will be defined in more detail as part of the Town's proposed subdivision ordinance and revised zoning ordinance.
- Outside of the sanitary district/sewer service area/growth increment areas of the Town, each existing parent parcel will have a limited number of future lot splits, dependent upon its current size, the size of the new lots to be created, whether workable farmlands are present, and whether it is part of a proposed conservation subdivision. This is to be specified as part of the Town's proposed subdivision ordinance and revised zoning ordinance.

Agricultural and Natural Areas

While the Town wishes to encourage and support development in general, it wishes to discourage excessive development in those areas with valuable agricultural and natural resources. This is to be further defined as part of the Town's proposed subdivision ordinance and revised zoning ordinance. In general, areas where excessive development would be discouraged include economically-viable farmlands, wetlands, floodlands, and shorelands. Limited development compatible with continued preservation of these areas would be allowed.

As mentioned in the natural, cultural, and agricultural resources chapter, significant changes to siting of large livestock operations are occurring at the state level. Based upon these changes and consistent with neighboring towns, the Town of Morrison should

review existing state and county regulations regarding livestock facilities to determine whether these regulations adequately address any concerns the Town has about large-scale farming operations. The Town should modify its zoning ordinance to require compliance with the State Livestock Facility Siting Law if it comes to the conclusion that existing regulations do not adequately address Town concerns about large-scale livestock operations and the Town has determined that the State Livestock Facility Siting Law adequately addresses Town concerns.

Rules and Regulations

The Town should update its current rules and regulations and adopt such new rules and regulations as it deems necessary to carry out the goals, objectives, and vision of this comprehensive plan. It is anticipated that the first priority should be the revision of its zoning ordinance and adoption of a subdivision ordinance.

The guidelines noted in the following section can also be used to ensure the efficient provision and utilization of public water should this service ever be provided in the future by the Town and/or the sanitary district.

20-Year Projections in 5-Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments. In order to determine how much land the Town of Morrison will need to continue to grow at its current rate, the land use inventories for 1980 and 2000 were first compared.

Figure 2-5: Changes in Morrison Land Use, 1980 and 2000

Land Use	1980 (Total Acres)	2000 (Total Acres)	Difference 1980-2000	Percent Change
Residential	447 acres	684 acres	237 acres	53.0 %
Commercial	21 acres	15 acres	-6 acres	-28.6 %
Industrial	16 acres	42 acres	26 acres	162.5 %
Agricultural	18,598 acres	14,874 acres	-3,724 acres	-20.0 %

Source: Brown County Planning Commission, 2005.

In order to include a more recent perspective on land uses in Morrison, the land use acreages from 1980 were compared to the January 2004 update. Figure 2-6 identifies the changes in land uses over this 24-year period. As is evident from the chart, Morrison has seen over 300 acres of land developed between 1980 and 2004, with a slightly faster pace toward the end of the time-period.

While the population of the Town has increased from 1,565 residents in 1980 to 1,651 residents in 2000 (an increase of 86 people or about 5.5 percent), the amount of land consumed by residential development has increased by 53.0 percent. In comparison, the Town’s population increased by 8.6 percent between 1980 and 2004, while the amount of

land dedicated to residential development increased by 67.6 percent during that same time.

Figure 2-6: Changes in Morrison Land Use, 1980 and 2004

Land Use	1980 (Total Acres)	2004 (Total Acres)	Difference 1980-2004	Percent Change
Residential	447 acres	749 acres	302 acres	67.6%
Commercial	21 acres	17 acres	-4 acres	-19.0%
Industrial	16 acres	48 acres	32 acres	200.0%
Agricultural	18,598 acres	14,814 acres	-3,784 acres	-20.3%

Source: Brown County Planning Commission, 2005.

While the Wisconsin Department of Administration’s Demographic Services Center prepared a year 2025 population projection for the Town of 1,818 (an increase of 167 people, or about 10.1 percent, over the 2000 population of 1,651), the Town of Morrison Comprehensive Plan Citizens Advisory Committee has requested that a slightly higher population projection be utilized for this plan to reflect more recent population trends between 2000 and 2004 (the year 2004 population estimate for the Town is 1,700, an increase of 49 people, or about 3.0 percent, over the year 2000 population of 1,651). This request for a higher population projection is also based upon anticipated development trends within the Town, specifically subdivision plats currently under consideration by various property owners within the Town. A 0.5 percent yearly population increase was, therefore, utilized for the years 2004 through 2025. This results in a population of 1,888 people by 2025, an increase of 188 people, or about 11.1 percent, over the year 2004 population. Based upon an average people per household of 2.5 (assumes continued reductions in household size) and a vacancy rate of 3 percent, another 77 residential units will be needed between 2004 and 2025 to house this additional population. In addition, the continued household size reduction will result in a need for another 81 residential units for the Town’s current population. Therefore, by the year 2025, there should be a need for a total of approximately 737 residential units, an increase of 158 residential units over the 579 existing residential units in the year 2000.

Future Land Use Projections

The Town envisions continuation of the same land use trends as currently exist. Based on a review of land subdivisions in the Town of Morrison during the past five years, new subdivision plats that are developed on public sewer (about 52 percent of the lots created) average about 0.75 acre per lot, new Certified Survey Maps (CSMs) that are developed on public sewer (about 10 percent of the lots created) average 1.0 acre per lot, and those CSM lots developed on private septic systems (about 38 percent of the lots created) average about 5 acres (there were no subdivision plats developed on private septic systems during this time). When applying this information to the projected residential growth, there is a need for 78 acres of additional sewered residential development. However, Morrison anticipates revision of its ordinances to implement a maximum lot size concept as discussed within this comprehensive plan. For purposes of this exercise, a 2-acre maximum lot size within areas of workable farmland and 5 acres elsewhere is proposed. Based upon this information and an assumption that 80 percent of the Town’s developable land is currently workable farmland (based upon the 2004

land use inventory), about 156 acres of unsewered residential development is anticipated.

The land use inventory found that the ratio of land uses in the Town is currently approximately 44 acres of residential development for every 1 acre of commercial development and 15 acres of residential development for every 1 acre of industrial development. Applying this ratio to the 78 acres needed for sewer development yields the need for another 2 acres of commercial lands and another 5 acres of industrial lands during the 20-year planning period. It is further assumed that the same ratio of these future commercial and industrial land uses would be on public sewer as compared to private septic systems as currently exists. This results in 4 acres of additional unsewered commercial development and 10 acres of additional unsewered industrial development.

Since street rights-of-way were not included within the acreage totals, it is necessary to determine the approximate street right-of-way acreage needed to serve the developing areas. Past analyses in Brown County, as well as elsewhere, have indicated approximately 20 percent of a subdivision plat is used as street rights-of-way, resulting in an additional 17 acres of street rights-of-way over the 20-year timeframe for sewer development and about 34 acres of street rights-of-way for unsewered development.

In order to provide an adequate amount of flexibility to the community in the sale and development of land, a market flexibility factor of 75 percent was provided. This matches a similar provision set forth in the 2002 Brown County Sewage Plan. This adjustment accounts for those lands within an urban area that, while technically developable, are for one reason or another unlikely to develop during the planning period. Specific examples include lands to which access cannot easily be obtained, lands that are still maintained in agricultural or other uses (although entirely surrounded by development), and those lands for which development is undesirable due to location, price, or other constraint. This results in an additional 78 acres for sewer development and about 153 acres for unsewered development.

The Town also anticipates encouragement of approximately half of its unsewered growth into areas adjacent to the sewer service area (to be provided public sewer service when available), a significant proportion of the unsewered growth into areas termed future growth areas (to also be provided public sanitary sewer service when available), and the remainder in a scattered fashion throughout the Town (to remain unsewered) as currently occurs.

This results in an additional 180 acres of sewer development to be located within the sewer service area and about 357 acres of unsewered development. Approximately half of this, or about 179 acres, is envisioned to be located adjacent to the sewer service area, eventually to be provided sanitary sewer service and to be identified as part of the growth increments. The remaining 178 acres of unsewered development are envisioned to be located throughout the remainder of the Town.

Based on the past four years of population growth within the Town and associated land use changes within the past five years, it is assumed that approximately 537 additional acres will be needed to accommodate the Town's growth over the next 20 years. This

total includes 180 acres for sewer development, about 179 acres of eventually sewer development adjacent to the sewer service area with the future growth increments, and 178 acres for unsewered development throughout the remainder of the Town. As the intent of this plan, particularly within the sewer and future growth areas, is to promote mixed land uses, conservation subdivisions, narrower streets, and other similar concepts instead of the standard segregated “pods” of single land uses served by wide streets, the total of 359 acres needed for 20 years is more important than the individual acreage allocations for residential, commercial, and industrial uses.

5-Year Growth Increments

The 5-year growth increments identify where services, such as sanitary sewer, currently exist, where extensions of the services are planned, and where they can be most cost-effectively extended when warranted by development pressures, while staying consistent with the direction provided by the State of Wisconsin’s Comprehensive Planning Law. The mapped increments are not intended to be growth boundaries. Rather, they indicate where Morrison is planning for the extension of public utilities and services based upon sound planning through the promotion of the efficient, logical growth of the Town instead of far more costly and inefficient “hop-scotch” development patterns. Identifying where and when the Town is intending to extend public utilities and services in conjunction with the projected growth of the community shows all parties involved Morrison’s intended development pattern, thereby providing additional information to the property owner who can then make more informed decisions regarding future utilization of his land.

In order to account for unexpected growth or Town opportunities, the growth increments may be amended if consistent with the goals, objectives, and intent of the plan. Because there is a local amendment process to go through, the Town is given a chance to determine whether the action is consistent with the plan before making a large public investment in terms of the extension of utilities and services. The amendment process also gives the property owner and/or developer an indication of whether utilities and services will be extended before making a large private investment outlay.

Figure 2-7: 5-Year Growth Increments for the Town of Morrison

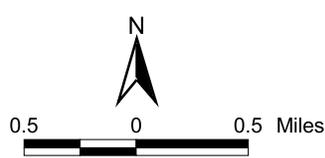
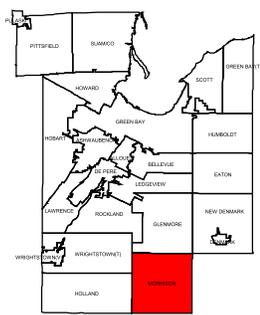
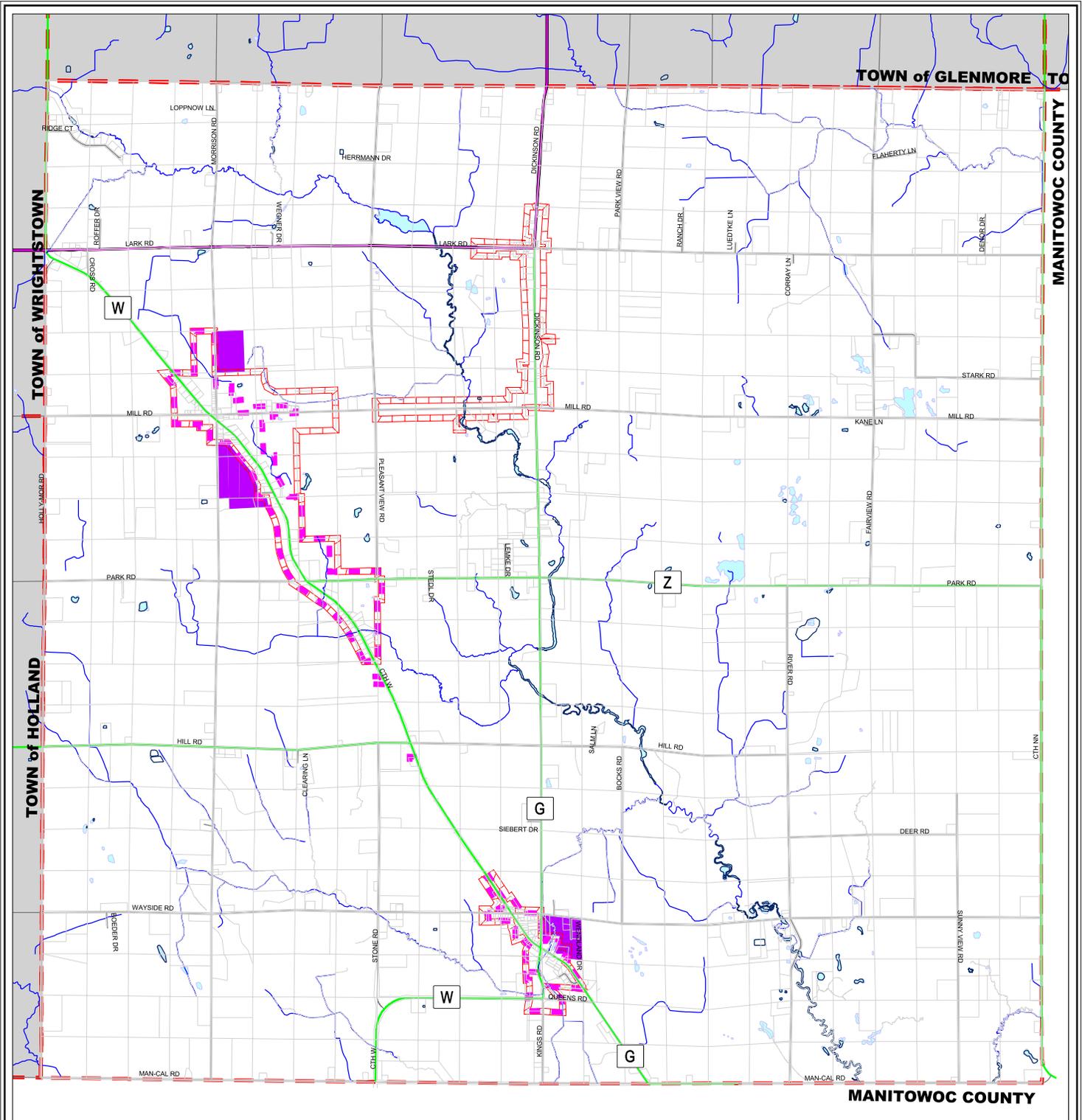
Use	Year				
	2004 (existing)	2010	2015	2020	2025
Residential	749 acres	838	918	998	1,078
Commercial	17 acres	20	22	24	26
Light Industrial	48 acres	55	60	65	70
Agricultural	14,814 acres	It is expected that agricultural land uses within the Town will continue to decrease as they are converted to other uses and as the Town continues to grow.			

A sufficient supply of vacant lands that can be provided with public services should be maintained in order to allow for continued orderly growth. The supply should be based

Figure 2-8

20 - Year Growth Increment

Town of Morrison, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department. April 2005.

20 - Year Growth Increment

- Sewer Service Area
- Sanitary District
- Additional 20 - Year Growth Increment

on the projected growth for 5-year increments but should be flexible enough to allow for market conditions. Because of the modest amount of sewer growth projected for the Town of Morrison over the next 20 years and the difficulty inherent in determining exactly where and when such growth and development will occur, the individual 5-year increments are identified in a tabular format in Figure 2-7, and only the entire 0- to 20-year growth increment is shown on Figure 2-8.

Properties that can be more easily serviced and that are more strategically located in relation to existing municipal services should be a top priority for sewer development. Unsewered development, even that which is envisioned to eventually connect to sanitary sewers, should be strongly discouraged adjacent to existing sanitary sewers. When unsewered development that will eventually connect to sanitary sewers is allowed, the measures noted earlier in this chapter regarding the timing and manner of conversion to public sewer should be established beforehand. However, it is important for the Town of Morrison to recognize that extending public sanitary sewer service into areas with existing development, even areas with stipulations requiring eventual connection to public sewers, is politically very difficult and economically quite expensive. Existing residents are oftentimes reluctant to expend money for public sewer service when they have existing systems that, in their estimations, work adequately. In addition, the lot sizes and widths of such developments are typically much larger in unsewered areas than in sewer situations. In addition, buildings are oftentimes set back much farther from the road in non-sewer situations. This creates higher costs to homeowners when converting to public sewer and water service because most communities and sanitary districts charge for the extension of public sewer by the amount of frontage each property owner has along the route of the sewer and of the need for more lineal footage for lateral connections to their homes. Future street designs are also often out of skew because of the different lot sizes required for unsewered versus sewer lots. Stipulations regarding lot and building placement, lot size, septic system placement, etc. will likely reduce – but not entirely eliminate – these extra costs.

As previously noted, there have been no unsewered subdivisions within the Town of Morrison for as far back as Brown County records extend. However, it is proposed in this plan that unsewered subdivisions (if located within future sewer areas and with stipulations regarding the eventual connection to public sewer) or conservation subdivisions are to be allowed. It is strongly suggested that any unsewered subdivisions planned for eventual connection to public sewer be designed as conservation subdivisions to minimize the conflicts and differences in lot sizes, layout, etc. with existing conventional subdivisions.

It is for these reasons that up to 50 percent of the Town's anticipated unsewered development could be considered outside of the sewer service area but inside of the 20-year growth increment. In such instances, the Town should carefully review and consider the future impact they may have on the efficient and logical extension of public sewer. If new unsewered lots are allowed within these areas, the road frontage and depth to the new structure should be minimized, and the septic field should be located in such a way to enable the cost-effective provision of public sewer and, possibly someday, water when they become available. Community septic systems and community wells should also be considered within such areas. Additionally, the Town should consider a

restrictive covenant on all new unsewered subdivision plats and Certified Survey Maps within these areas that public sewer will be available in the near future and that at that time all buildings with septic systems and/or wells will be required to connect to the public system. The Town should also convey these stipulations to the initial developer through a developers agreement that should be part of the Town's future subdivision ordinance.

The remaining portions of the Town are identified primarily for continued rural residential development with onsite sewage disposal systems and wells. As rural residential development continues in these portions of Morrison, Town officials should keep in mind the Town's sewerred/unsewered target for new lots of 62 percent sewerred and 38 percent unsewered.

Based upon these guidelines and the location and capacities of the existing public sanitary sewer system, the 20-year growth increment as identified on Figure 2-8 encompasses the existing sewer service areas for Morrison and Wayside (which in 2004 contained about 152 acres of vacant developable land), the remainder of the Morrison Sanitary District (which contained about 110 acres of vacant developable land), and about 97 acres of vacant developable land located outside but immediately adjacent to these areas.

It is intended that over time, as the public sanitary sewer system expands and as these lands become developed, the 20-year growth increment should grow accordingly. Such changes, however, must first be identified and accommodated through proper amendment of this comprehensive plan.

Consistency with Brown County Sewage Plan

It is important for the Town to keep in mind that the 20-year growth increment does not take the place of the sewer service areas identified in the Brown County Sewage Plan. The 20-year growth increment of the comprehensive plan identifies where Morrison is planning to extend sewer services over the next 20 years along with an associated timeline, while the sewer service area is a regulatory tool under Wisconsin Administrative Code NR121. As Morrison looks to expand its sewer service area, it must have a corresponding amount of new sewerred development to enable the expansion to occur in a manner consistent with the policies set forth in the Brown County Sewage Plan. Of most importance, the Brown County Sewage Plan must utilize the population projections formulated by the Wisconsin Department of Administration. Therefore, the Morrison and Wayside sewer service areas will likely not grow as fast as the 20-year growth increment identified in the comprehensive plan. In order to more smoothly facilitate sewer service boundary amendments consistent with the 20-year growth increment, the Town should maintain a running tally of the acres of new sewerred development that have occurred in the sewer service area since the sewage plan was developed.

Future Land Use Recommendations

Morrison's growth should be orderly and cost-effective, while making maximum use of existing and planned services. For instance, the plan suggests that the areas most easily

serviced by municipal sewer develop first and infill areas and areas contiguous to existing development be given priority before other more distant and/or costly areas are developed.

Future development decisions will also be integrated with the other elements and recommendations of the comprehensive plan, which include utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use should be consistent with the recommendations for other aspects of the plan, such as the locations and timing for new public utilities or future streets.

In addition, the Town's development policies should focus more on establishing compatible land uses than on the conventional method of separating residential, commercial, and other land uses from one another. For example, the plan's residential recommendations encourage the development of neighborhoods that include mixed housing types rather than single-use residential subdivisions.

The idea of creating diverse neighborhoods rather than stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. Figure 2-9 shows the future land use plan for the Town.

Sewered Residential

The Town's vision for sewered growth and development is set forth in the Land Use Guidelines and Community Character section of this chapter. This includes continuation of the current trends in lots sizes, land uses, and land use patterns, as well as consideration of conservation subdivisions for those areas initially to be developed with private onsite systems but eventually to be converted to public sanitary sewer service.

In order to help maintain Morrison's rural feel, conservation subdivisions should be encouraged in those parts of the Town where there are critical agricultural or environmental features that the Town wishes to maintain. Conservation subdivisions should, for instance, take advantage of the drumlins in the southwestern part of Morrison and the many woodland, wetland, and floodplain areas throughout the Town. Preservation of agricultural lands is also a possibility with this approach, as is moderating the differences between sewered and unsewered subdivisions within and adjacent to the 20-year growth increment.

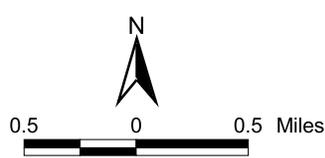
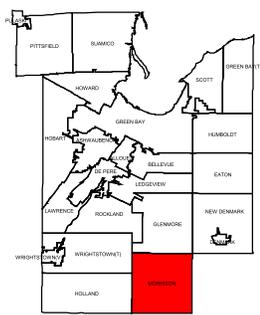
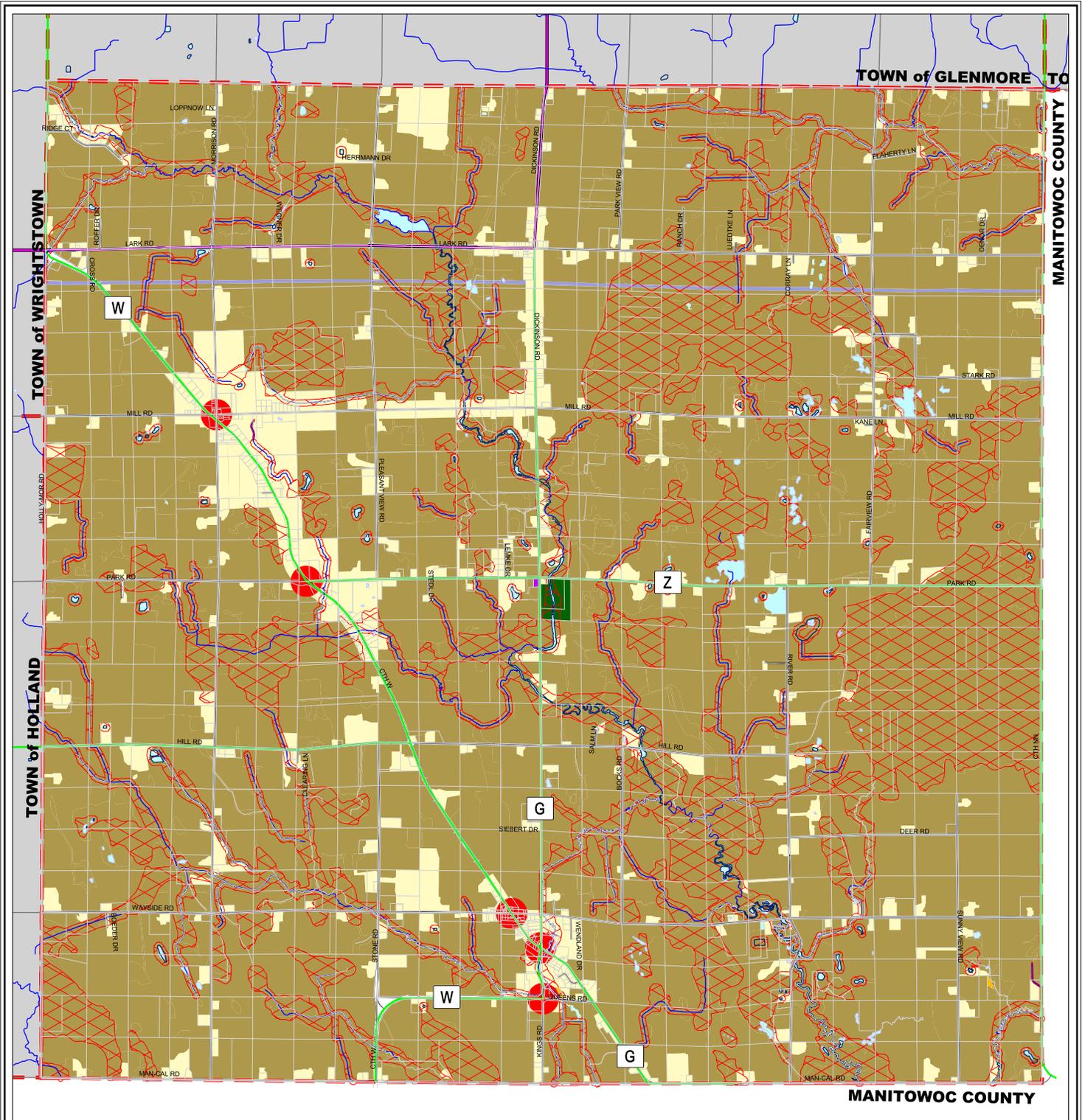
The recommendations for future land use within the Town emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider the following broad characteristics:

- ***Walkable***, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.

Figure 2-9

Future Land Use

Town of Morrison, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department, April 2005.

- Environmentally Sensitive Area
- Commercial/Industrial Generalized Location
- County Park
- Town Hall
- Residential/Existing Development
- Agricultural/Rural Residential

- *Livable*, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.
- *Varied*, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

Mix of Housing Types and Lot Sizes

When consistent with the Town's zoning, forms of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in the area of the Town that they choose. Townhouses, duplexes, and smaller apartment buildings can be strategically interspersed with single-family residences. Design standards and the creation of open space and other buffers can help integrate different residential intensities. Large expanses of strictly one residential type should be avoided, while variation in house models should be encouraged to avoid monotonous streetscapes.

Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to make an attractive marketable neighborhood with housing for people of various income levels and preferences. Although the current preference for the Town of Morrison is to maintain its single-family residential character, there may be an increased demand for single-family attached homes, multifamily homes, and aged-care facilities as the community continues to age. In order to account for this trend, at least two housing types should be considered in any residential project encompassing more than 30 acres. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

- Standard lot single-family houses (lots over 32,500 square feet depending on the area of the Town).
- Duplexes.
- Townhouses/condominiums.
- Accessory dwelling units.
- Group homes.
- Apartments (provided they are compatible in scale and character with other dwellings in the proposed neighborhood and are limited to a maximum of eight dwelling units per building).

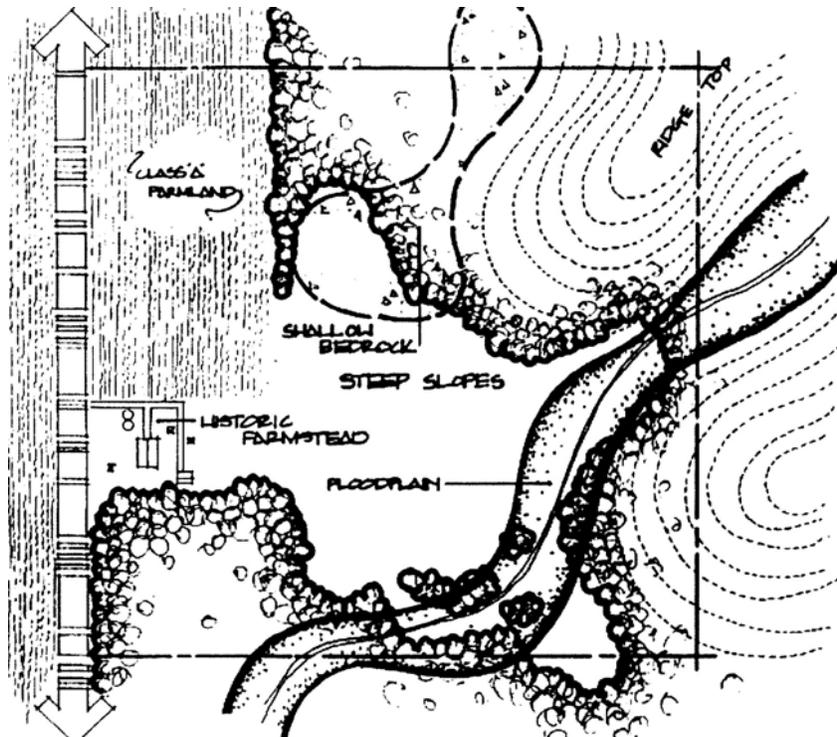
Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger for them to be appropriately situated next to two streets. Because each unit can face a different frontage, the visual impact of the larger building and garage façade is often lessened.

Conservation Designed Development

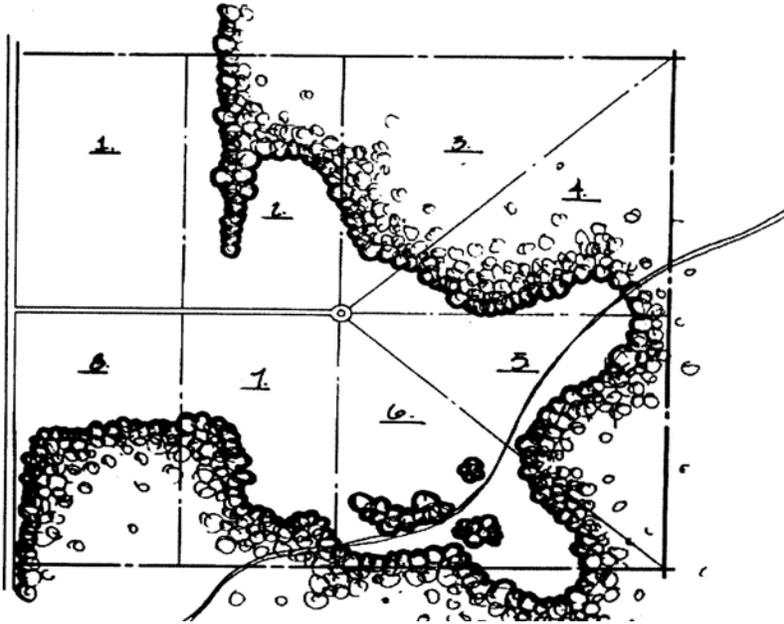
Conservation designed development is a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land uses for the house lots and necessary roads. The open space is permanently preserved through conservation easements. Conservation subdivisions provide the landowner with the same number, or possibly more, lots than could be accomplished through a conventional subdivision.

The conservation example in this section uses the same number of house lots from the conventional layout but completely alters the design by simply reducing the lot size and being sensitive to the environmental features in order to preserve farmland. The following sketches are from "A Model Ordinance for a Conservation Subdivision," prepared by the University of Wisconsin Extension.

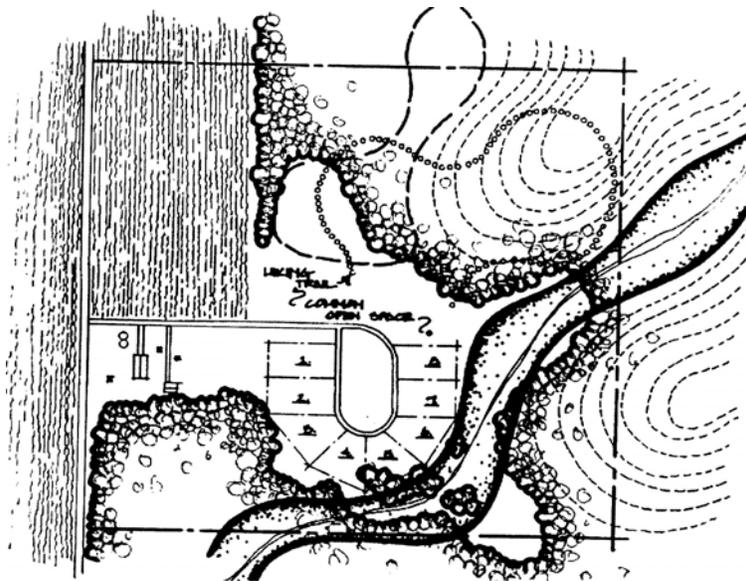
Step 1: Inventory and mapping of existing resources for a hypothetical 40-acre site.



Step 2: Development yield as permitted under existing ordinances (zoning, etc.) for the 40-acre site and assuming a 5-acre minimum lot size zoning standard. Eight lots would be permitted under this scenario.



Step 3: Concept map of the conservation subdivision showing the eight lots that would be permitted, plus the historic farmhouse, which would be preserved, for a total of nine dwelling units.



The following are some observations from comparing the conventional subdivision to the conservation by design subdivision:

- Conventional layout – all parts of the tract are either house lots or roads.
- Conservation layout – close to half of the site is undivided open space or agricultural land that can be permanently preserved.
- Conventional layout – view from across the road to the trees and creek is disrupted, and houses can be seen in all parts of the development.
- Conservation layout – view from across the road to trees and creek is almost entirely preserved.
- Conventional layout – only four property owners have access to parts of the creek.
- Conservation layout – all property owners have access to the length of the creek.
- Conventional layout – no common space; each lot owner only has use of his own 5-acre parcel.
- Conservation layout – creates a number of common open space areas with a large area remaining for active agricultural use.
- Conventional layout – no pedestrianways unless sidewalks are included in the construction of the roads.
- Conservation layout – trail network can be completed and can link with neighboring subdivisions.
- Conventional layout – no area for neighborhood facilities.
- Conservation layout – central green area can include children’s play area, shelter, or other amenities.

Given the strong desire of Morrison’s residents to retain the Town’s rural character and preserve its natural features, conservation by design subdivisions offer a preferable alternative to typical subdivisions with large house lots blanketing entire tracts of land. With the number of areas of wetlands, upland woodlands, and unique features in Morrison, conservation subdivisions provide a means to protect and preserve those unique or critical wildlife features on each site to help maintain the Town’s rural character. Although conservation subdivisions may not be appropriate in all areas, such as sewered subdivisions in the sanitary district/sewer service area/growth increment area, they could work as a transition development pattern for those areas initially to be unsewered but eventually to be sewered. Therefore, they should be considered as a preferred method of subdivision in the majority of Morrison. The Town of Morrison Subdivision Ordinance proposed in this plan should provide incentives to developers for the creation of conservation subdivisions, including relaxed design standards for street widths, cul-de-sac lengths, and lot shape and width. The Town of Morrison Planning Commission and the Town Board should actively encourage the development of conservation subdivisions that meet the requirements set forth in the Town’s proposed subdivision ordinance.

Town Centers

The unincorporated communities of Morrison and Wayside and, to a lesser extent, Lark have long been the social and cultural hubs of the Town. These three areas should continue to serve the needs of the community through the retention and expansion of housing, businesses, and services. Future development of most types should be strongly encouraged to locate within these areas. These town centers are envisioned to be the focal points for the Town with a mixture of residential, commercial, recreational, and institutional land uses.

Future residential development in the town centers should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches and/or schools, and neighborhood commercial uses, which provide goods and services geared primarily for the surrounding residents. This plan encourages that future rural residential subdivision development be placed in neighborhoods of about 160 acres in size (1/2 mile square). This size approximates the existing development in Wayside. This size of development is designed to create neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. This size range is based on a 5-minute walking distance (about a quarter-mile) from the edge of the neighborhood to its center and a 10-minute walking distance (about a half-mile) from edge to edge of the neighborhood. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.

Neighborhood Centers

In addition to residential uses, a neighborhood should be planned to include other neighborhood-serving uses and features. To make neighborhoods more livable, it is recommended that neighborhood centers be placed at strategic locations. Each area would serve one or more neighborhoods and would provide a year-round gathering place accessible to all residents. Features of the development area may include a recreation facility, a school, a daycare for children and adults, a place of assembly and worship, a small civic facility, a neighborhood-oriented market, shops, small professional offices, medical clinics, or other small businesses. These uses should have minimal signage and should attract a limited amount of vehicular traffic. The inclusion of rooms or indoor space for meetings and neighborhood functions is encouraged, as is a square, plaza, park, pavilion, or other outdoor space that is accessible to all residents.



The inclusion of rooms or indoor space for meetings and neighborhood functions is encouraged, as is a square, plaza, park, pavilion, or other outdoor space that is accessible to all residents.

The neighborhood centers should be located within walking distance of residential uses. These centers should be relatively small (about 10 acres) and should preferably be located at a crossroads, should encourage mixed uses, and should provide goods and services geared toward the immediate neighborhood rather than the region as a whole.

Retail uses should be permitted not only in the neighborhood centers themselves but, along with other non-retail uses, such as schools or daycare facilities, should be considered for other portions of a neighborhood, as well. The neighborhood centers should be designed to reinforce the positive identity, character, comfort, and convenience of their surrounding neighborhoods, and access for pedestrians and bicyclists must be a priority.

Neighborhood and Street Connectivity

The Town of Morrison has a number of natural resources that may present barriers to traditional street connectivity among neighborhoods. The abundance of small streams, wetlands, and existing development in some instances may preclude some neighborhoods from a fully connected street network. Where there are natural or existing developmental barriers to street connections, cul-de-sacs may be used. However, they should only be utilized when a through street connection is not practical due to the aforementioned natural or existing developmental barriers.

The natural features may provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainageways and features of the Town should be considered to connect within and between new neighborhoods in Morrison.

Where natural barriers do not exist, neighborhoods should have many ways to get into and through them by driving, walking, and bicycling with the development of a well-connected street pattern. Streets should form a connected network to knit neighborhoods together rather than form barriers. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding “islands” of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

Pedestrian Network

Neighborhoods should have a connecting network of pedestrianways and bike paths leading to small neighborhood parks, open spaces, schools, shopping and service activities, and other public and quasi-public spaces. On long blocks, providing mid-block pedestrian crossings should be included in order to help make walking a more viable transportation option. Pedestrian connections are a great benefit to neighborhoods and should be given greater consideration in new developments. Morrison should ensure its hamlets/town centers have sidewalks to encourage the development of pedestrian-friendly areas for tourists and locals alike to browse, shop, and spend time.

Outside of the town centers, Morrison should consider development of a comprehensive trail network. The trail network is envisioned to link the large parks and other publicly-owned areas in the Town, thereby creating a chain that links the “jewels” of the community. The greenspace requirements of conservation subdivisions provide an excellent opportunity to make the identified trail connections. The Transportation chapter provides greater detail regarding pedestrian, traffic calming, and street patterns and should be referred to when making transportation network decisions.

Parks and Open Spaces

Morrison has large areas of wildlife and natural and passive recreation sites, including the Way-Morr Park and the Wander Springs Golf Course. These and large tracts of woodlands, wetlands, and other natural areas help to maintain Morrison's rural characteristics while the Town is developing. As the Town continues to grow, there will be a need for additional active park and recreation facilities.

As sites for new facilities are evaluated and designed, they should be designed in conjunction with streets and walkways in order to be a primary feature of land development and not merely areas left over from site planning for other purposes. They should also be situated along streets instead of tucked behind house rows in order to maintain safety, accessibility, and visibility.

Wetlands, watercourses, and other natural features should be integrated into new park and open space developments rather than ignored, redesigned, or destroyed. These areas can be utilized for the treatment of stormwater through the use of retention or detention ponds or infiltration fields. Creeks and other linear features can be a common feature that link individual adjoining developments through the development of rustic hiking trails or paved bicycle paths.

The Brown County Open Space and Outdoor Recreation Plan identifies additional acquisition and possible additional development of Way-Morr Park. Development adjacent to this park site should be planned accordingly.

Community Design Characteristics

The Town should encourage design elements, such as streetscaping, flags, banners, seasonal decorations, and signage controls, to aesthetically integrate individual land use areas. It is recommended that Morrison also concern itself with the design of the main entrance corridors of the Town. These entrances help to establish the overall character of Morrison and provide the first impression to visitors and potential residents or businesses. Therefore, the Town should make them as attractive as possible.

Utilizing design criteria for new businesses is another effective way of ensuring high quality development. In commercial areas, reducing the expanse of parking areas should be accomplished. Parking lot landscaping standards should be enforced, and these standards should include landscaped "islands" within large parking lots, the placement of parking behind buildings instead of between the buildings and sidewalks/streets, and other features.

The Natural, Cultural, and Agricultural Resources chapter of this comprehensive plan identifies a number of ways Morrison can enhance its image through community design improvements.

Streetscape Design Characteristics

Variation in house models in large developments should be encouraged to avoid a monotonous streetscape and eliminate the appearance of a standardized subdivision.

Lot widths and depths may also be varied to promote multiple house designs and variety of building mass. This is consistent with how the hamlets of Lark, Morrison, and Wayside have developed in the past.

To foster visual interest along neighborhood streets, the Town should consider designing garages and driveways to be less dominant features of the street frontage. Garages that are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. Locating garages farther from the street can allow narrower driveway frontage at the curb, leaving more room for an attractive streetscape. Garages can be tucked into side or rear yards or can be side-loaded to avoid a streetscape dominated by the repetition of garage doors.

Alleys and various forms of shared driveways are another means to improve the visual interest of neighborhood streets by reducing driveway curb cuts along main thoroughfares and street-facing garage doors. Alleys and shared driveways can serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access. They are especially appropriate in traditional neighborhood developments, and they allow rear access to lots along collector and arterial streets where driveways entering these streets may not be desirable. The plan's Housing chapter contains a series of photos to illustrate this type of development.



Street lined with protruding garage doors



Street lined with porches, windows, front doors

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of neighborhoods and should be incorporated into their design whenever possible. Methods to evaluate and incorporate existing stands of trees into developments should be considered.

Infill and Redevelopment Opportunities

Currently, the hamlets are not very conducive to pedestrians or bicyclists, thereby preventing people from using alternative means of transportation to visit local businesses. Creating more attractive, safer, and pedestrian-friendly hamlets through traffic calming techniques, streetscaping, rehabilitation, renovation, and demonstrating an overall Town investment has proven to be an effective first step of downtown revitalization in places as near as the Broadway District in Green Bay and downtown De

Pere. Of course, the scale of redevelopment projects may not be as large in Morrison as in De Pere or Green Bay, but both cities provide examples of how a municipal investment in a downtown/center streetscape can provide the impetus for new private investment. When communities successfully focus their development/redevelopment efforts on areas, such as the hamlets of Lark, Morrison, and Wayside, these areas become town centers and are once again infused with a sense of vitality and excitement that they typically haven't seen since they were first established. In some instances, this sense of optimism can be contagious and can fuel similar efforts within other areas of the community.

Traffic calming techniques and pedestrian amenities, including curb extensions, roundabouts, sidewalks, and narrower streets, can provide for a safer and more enjoyable pedestrian experience by slowing traffic and providing a more attractive and distinctive environment. These and other traffic calming techniques should be considered in any reconstruction or redesign of CTH W and CTH G through the town centers.



In addition to calming traffic through the town centers, making the areas more visually interesting through streetscaping techniques, including architectural street light fixtures, benches, planters, banners, and building façade improvements and standards, and encouraging efforts to redevelop vacant and under-utilized properties would be consistent with the recommendations contained in most town center plans. These features and efforts can make the town centers more inviting for both residents and visitors to park their cars, walk around, visit the local businesses, and to establish homes.

There are a number of state programs that Morrison can utilize in order to help fund improvements to the Town's streetscapes and town centers. The programs are discussed in detail in the Implementation chapter.

The Town should continue to encourage the infill development of lands between existing sewer developments and within the hamlets of Lark, Morrison, and Wayside. Public sewer can most efficiently serve these parts of Morrison. Within the town center areas, there are a number of vacant lots that could be very easily infilled with more dense residential development, thereby helping to reinforce this area's identity as the Town's "downtown" areas. The Town should continue the logical extension outward from its existing sewer areas as a means to avoid the inefficient extension of services across large tracts of land without providing service.

The Town should actively work with the owners of the buildings within its hamlets/town centers to ensure that they are properly maintained and contribute to the positive image of Morrison.

Rural Development

The Town of Morrison has allowed 38 percent of its development within the past five years to occur on unsewered systems. Therefore, unsewered rural residential development has been allowed to occur for those regions that were not within the Morrison sanitary district or Brown County sewer service area. This has allowed for more options for development but, if left unchecked, could eventually lead to conflicts with future sewer expansion, continued agricultural operations, and maintenance of the Town's rural character.

The Town has invested quite heavily in public sewer infrastructure. In order to help pay for these past and future facility improvements and maintain stable sewer rates, Morrison should strive as much as possible to maintain its recent sewer/unsewered rate of 62 percent development on public sewer and 38 percent on private systems. If at all possible, an even higher percentage of sewer lots as compared to unsewered lots should be encouraged.

Morrison does not plan to serve the area of the Town identified on the Future Land Use map as agricultural/rural development with public sewer. In these rural areas, conservation designed subdivisions should be encouraged as a means to maintain the many natural features and rural character of the area, and only limited residential, commercial, and industrial development compatible with adjacent land uses and minimizing disruption of viable agricultural lands is envisioned. The concepts of maximum lot sizes and limited lot splits (sliding scale zoning) should also be considered and incorporated as appropriate into the Town's zoning ordinance and proposed subdivision ordinance.

Natural Areas

The natural resource features provide Morrison with a large part of its identity as a community. The Branch River, large stands of upland woodlands, drumlins, and numerous streams and wetlands all contribute to the Town's rural feel and should be protected as much as possible. Features of the Town that are identified as environmentally sensitive areas (ESAs), such as wetlands, floodways, and steep slopes, should not be developed and should be placed in a conservancy zoning district or as part of the greenspace requirements of conservation subdivisions. These features should be included in the design of developments as integral amenities and maintained in common ownership, and they could be utilized in the design of stormwater management facilities.

Morrison contains a number of large wetland complexes that provide critical habitat to a number of rare and endangered plants and animals. The Town should actively work with the WDNR to mitigate the potential direct and secondary impacts that development near these areas may have on their flora and fauna.

Agriculture

As previously noted, agriculture in Morrison has steadily declined, and the comprehensive plan does not suggest permanent agricultural preservation. However, agricultural lands should not be developed where existing farmers wish to continue operations. As the Town grows, other agricultural lands should be allowed to convert to developed uses in an orderly fashion consistent with the recommendations and vision in the comprehensive plan.

In this regard, development should be steered to less agriculturally productive areas and designed in such a fashion as to minimize conflicts with continuing adjacent agricultural activities. Ideas previously mentioned in this chapter include smaller lot sizes, buildings and lots located closer to existing roads, the use of conservation subdivisions, and control of the number of lot splits in agriculturally-zoned areas.

The Town shall also inform all new residents, developers, and builders that Morrison is still an agricultural community and, as such, is subject to the traffic, sights, sounds, and odors of that nature.

Summary of Recommendations

- The Town should work with its farmers, as well as those in the surrounding towns, to ensure that future development does not negatively impact existing residents or farming operations.
- The Town should inform all new residents, developers, and builders that it is still an agricultural community and, as such, is subject to the traffic, sights, sounds, and odors of that nature.
- The Town should review existing state and county regulations regarding livestock facilities to determine whether these regulations adequately address any concerns the Town has about large-scale farming operations. The Town should modify its zoning ordinance to require compliance with the State Livestock Facility Siting Law if it comes to the conclusion that existing regulations do not adequately address Town concerns about large-scale livestock operations and the Town has determined that the State Livestock Facility Siting Law adequately addresses Town concerns.
- Parks and open space should be designed and located to complement the other recommendations of this chapter.
- The Town's growth should be orderly and cost-effective, making maximum use of existing and planned services where feasible. Infill areas, areas most easily provided services, and areas immediately contiguous to such areas should be given priority over other areas for development.
- When consistent with zoning and desired character, the Town should encourage the creation of diverse neighborhoods that are walkable, livable, and varied, rather than single-use developments.
- Creation of town centers (at Lark, Morrison, and Wayside) should be the focus of the Town's development, redevelopment, and infill efforts. These areas should be the

focus for the Town's efforts to create diverse neighborhoods, expand services, promote pedestrian-friendly development, improve neighborhood, street, and pedestrian connectivity, and encourage design elements.

- The Town should consider institution of maximum lot sizes, discouragement of lots on economically-valuable agricultural lands, and/or requirement of buildings and lots to be located closer to existing roads within the rural portions of the Town to minimize conflicts with and help preserve agricultural lands. Similar restrictions should also be considered in areas of valuable natural resource features. The Town should consider creation of a Siting Review Committee to review and recommend such lot and building placements.
- The Town should consider limits on the number of lot splits, based partly on the parent parcel size and partly on the presence of any workable farmland.
- The Town and the sanitary district should jointly consider limits upon the number and location of new lots, stipulations regarding the placement of private onsite sewage disposal systems and the timing of conversion of these systems to public sanitary sewer service, and the establishment of sanitary sewer allocations to ensure the most efficient utilization of the remaining capacity within and the most timely expansion of the sewage treatment plant as possible.
- Commercial, institutional, recreational, different housing types, varied lot sizes, etc., particularly within the sewered and future sewered portions of the Town, should be considered in new residential developments as long as they are designed to a scale and architecture that is compatible with one another and with the character of the community.
- It is suggested that about 62 percent of all future residential, commercial, and industrial developments within the Town should utilize public sanitary sewer service. These developments should be located within the sanitary district/sewer service area/growth increment area of the Town. If necessary to utilize the remaining capacity of the sewage treatment plant in the most efficient manner possible or to enable the expansion of the sewage treatment plant in the most timely manner possible, slightly less sewered development, allocation of sewer service, or rescinding such allocations may be appropriate.
- It is suggested that of the future residential development within the Town utilizing public sanitary sewer service, about 85 percent should be comprised of subdivisions with an average lot size of about 3/4 acre and about 15 percent should be comprised of Certified Survey Map lots with an average lot size of about 1 acre.
- It is suggested that about 50 percent of the future unsewered development may be located within future increment areas, which are defined as those lands adjacent to the sewer service area within and between the Lark, Morrison, and Wayside areas. This development should be designed and located in such a fashion that when public sanitary sewer service becomes available, it can be converted from onsite sewage disposal systems to public sanitary sewer service in an efficient and timely fashion, as determined by the Town and the sanitary district.

- It is suggested that about 50 percent of the future unsewered development may be located within the remainder of the Town in locations, patterns, and with lot sizes as currently approved, except as noted elsewhere in this summary.
- It is suggested that unsewered subdivisions be prohibited unless located within sewerred or future sewerred areas (and designed and located to achieve conversion to public sanitary sewer service in an efficient and timely fashion as determined by the Town and the sanitary district) and/or designed as a conservation subdivision.
- The Town shall update its zoning ordinance to be consistent with the recommendations contained within this plan.
- The Town shall prepare and adopt a land subdivision ordinance, as well as a standard developers agreement, consistent with the recommendations contained within this plan.
- The Town should implement and amend as necessary the sanitary district/sewer service area/growth increment area and the future growth area consistent with the recommendations contained within this plan.

CHAPTER 3

Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a multi-modal transportation system in the Town.

Existing Transportation System

Streets and Highways

The Town of Morrison currently contains one state highway, four county trunk highways, and several local roads (see Figure 3-1 for a map of the Town's roads and highways). These roads and highways are currently the primary means of reaching the Town's destinations.

Functional Classification System

A component of street and highway systems is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity.

The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

Freeways: Freeways are controlled-access highways that have no at-grade intersections or driveway connections. The Town of Morrison does not contain any freeways.

Arterials: Principal and minor arterials carry long-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access.

Collectors: Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses.

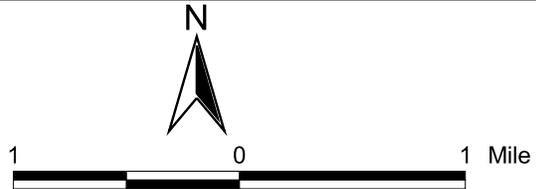
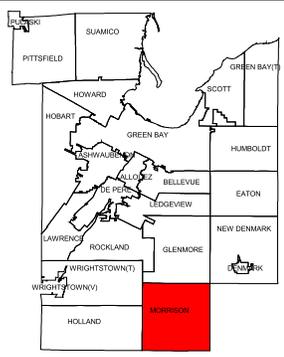
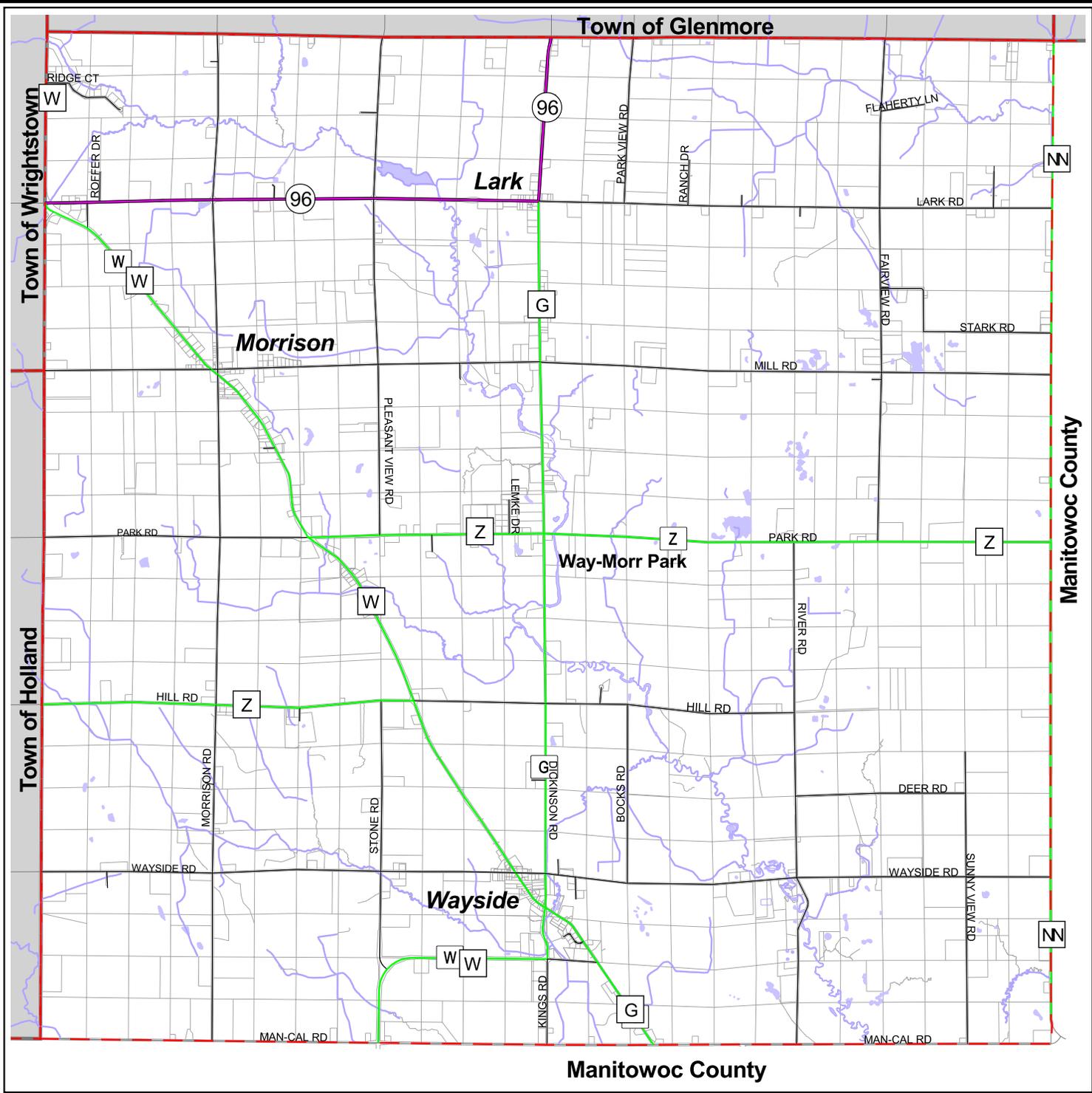
Locals: Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

Traffic congestion is not currently a problem in the Town of Morrison. Figure 3-2 shows the Town's existing functional classification system.

Pedestrian and Bicycle Facilities

The Town of Morrison's existing transportation system is largely comprised of town roads, county trunk highways, and a state highway. Most of these highways and roads currently have no pedestrian or bicycle facilities, but the town center of Wayside

Figure 3-1
Street Network / Rail Lines
 Town of Morrison, Brown County, WI

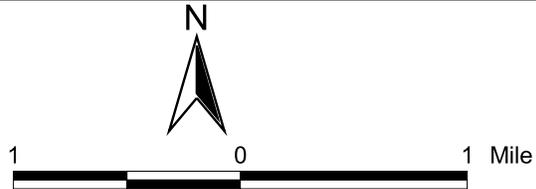
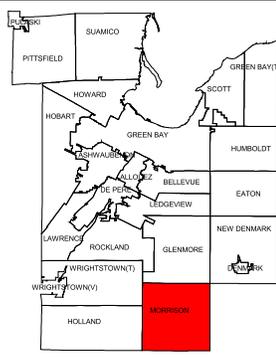
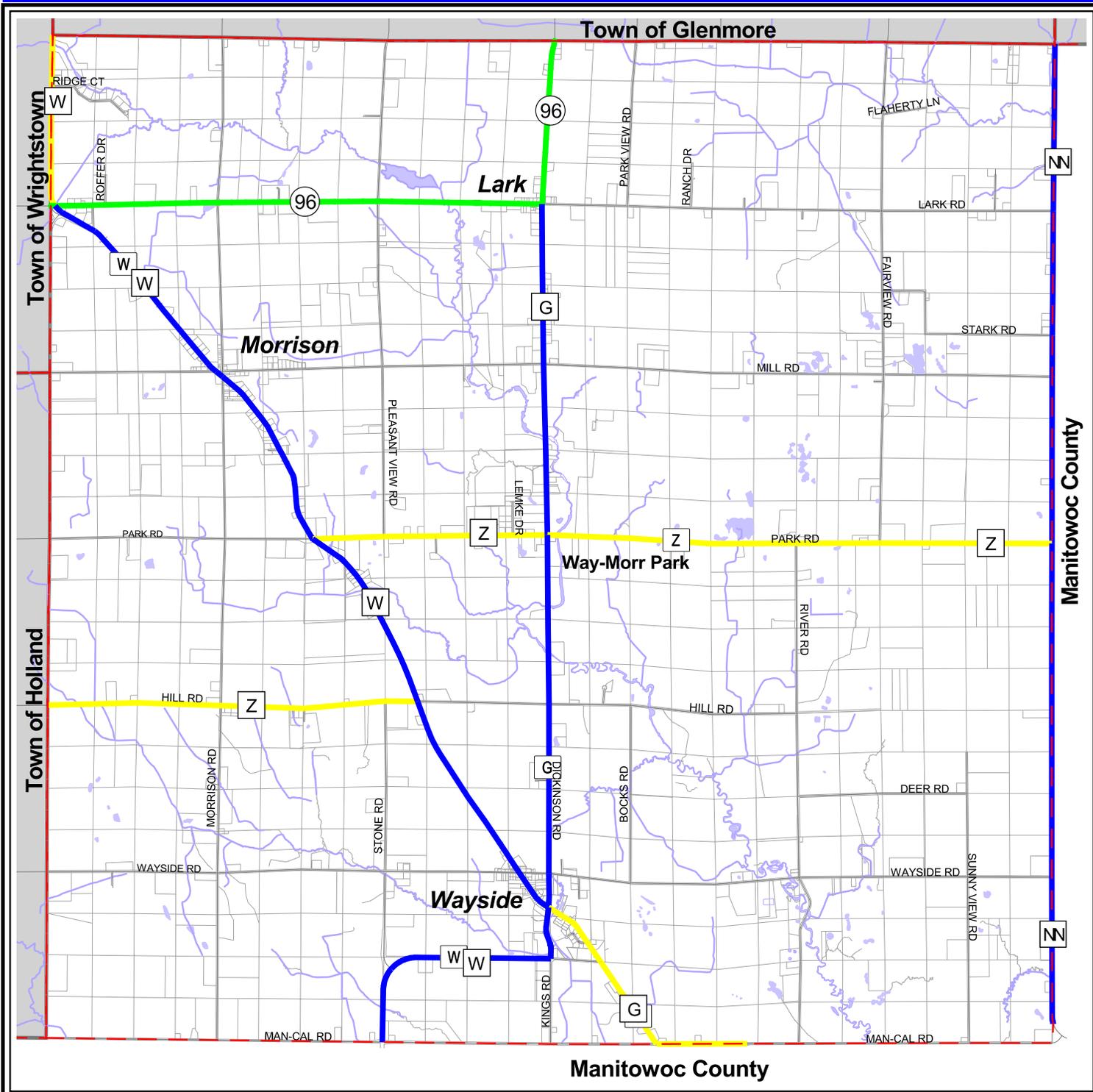


- State Highway
- County Highway
- Local Road
- Railroad
- - - Municipal Boundary
- Parcel

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
 April 2005

Figure 3-2
Functional Classification
 Town of Morrison, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
 April 2005

- Functional Classification**
- Rural Minor Arterial
 - Rural Major Collector
 - Rural Minor Collector
 - Local Road
 - - - Municipal Boundary
 - Parcel

does have some sidewalks along CTH W and Wayside Road.

Transit

Green Bay Metro Fixed Route Service

The Town of Morrison is not currently included in the Green Bay Metro service area, and it is unlikely that fixed route transit service will be extended to the Town within the 20-year planning period.

Specialized Transportation Services for the Elderly and People with Disabilities

Green Bay Metro

Green Bay Metro's elderly and people with disabilities transportation provider does not currently serve the Town of Morrison because the Town is not included in Metro's fixed route transit service area.

American Red Cross Transportation Service

The Lakeland Chapter of the American Red Cross provides transportation services in portions of Brown and Door Counties to people with disabilities and to those who are 60 years of age or older. The service is available to qualifying individuals for employment, nutrition, and medical purposes. A \$1.00 per one-way trip donation is accepted.

Currently, Red Cross does not provide service to the Town, but it is possible that service will be extended to the Town in the future.

Rail Transportation

The Town of Morrison currently does not have a rail transportation system.

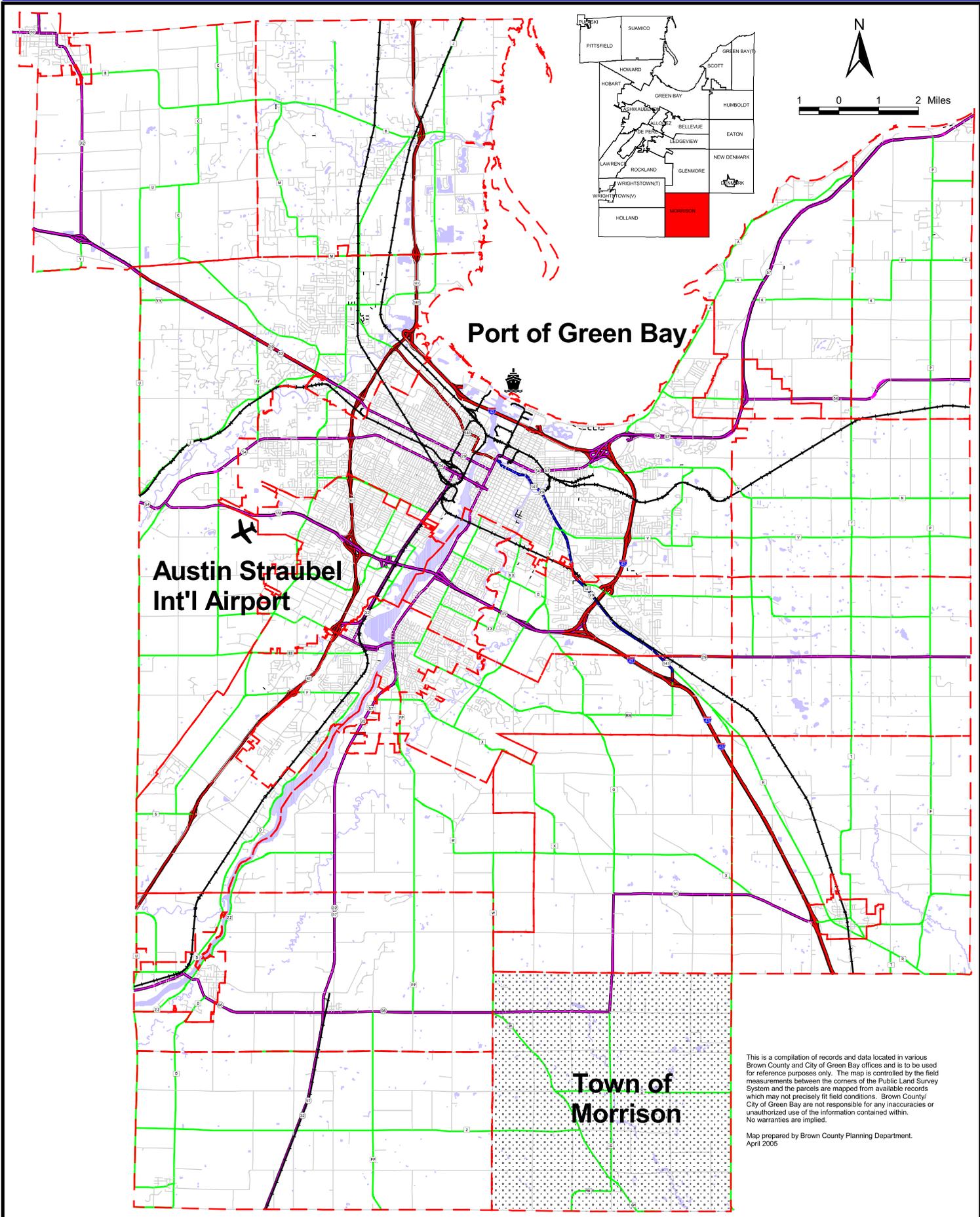
Air Transportation

Austin Straubel International Airport is approximately 12 miles northwest of the Town (see Figure 3-3 for the airport's location). Northwest Airlines, American Airlines, United Airlines, Skyway Airlines, and ComAir Delta currently provide commercial service, while Executive Air and Titledown Jet Center provide charter service and Northwest Cargo provides air cargo service. The Town's economy is not significantly affected by the airport at this time.

Truck Transportation

Various businesses, industries, and farms within the Town rely on truck routes to import and export goods. These truck trips typically occur on county or state highways, but trucks occasionally need to travel on town roads to reach their destinations.

Figure 3-3
Port and Airport Facilities in Brown County
Town of Morrison, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department. April 2005

Water Transportation

The Port of Green Bay is approximately 14 miles north of the Town of Morrison, but the Town does not currently rely on the Port of Green Bay to receive or distribute goods (see Figure 3-3 for the port's location).

Future Transportation System

The Town of Morrison's land use pattern and transportation system are currently heavily oriented toward motorized vehicles. The following section identifies the major aspects of the Town's transportation system and recommends methods of developing them over the next 20 years to create a safe and efficient transportation system. The following section also discusses the land use patterns that will need to be developed during this period to create this system.

Transportation Recommendations, Programs, and Policies

Streets and Highways

To enable people to safely and efficiently navigate the Town's streets and highways with or without personal vehicles, the Town needs to:

- Minimize barriers to pedestrian and bicycle travel.
- Encourage people to drive at appropriate speeds.
- Increase street connectivity and intersection frequency when possible.
- Improve accessibility and safety at intersections and other potential conflict points.

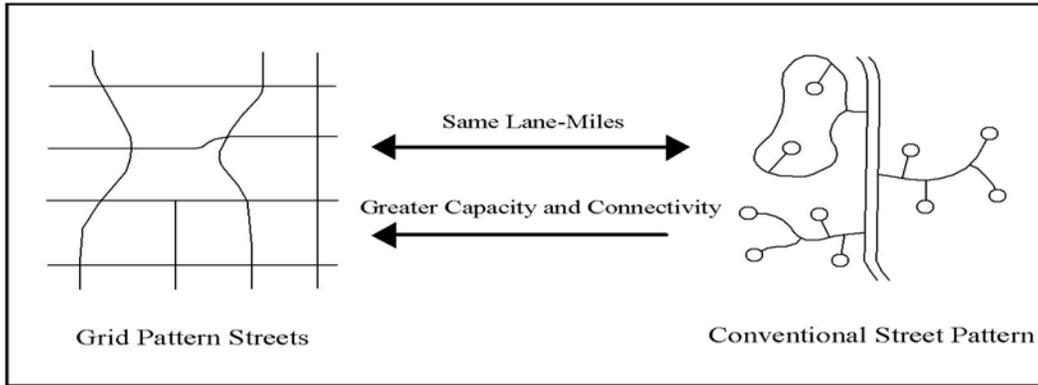
Methods of achieving these aims are addressed in this section.

Develop Well-Connected Street Patterns

To increase street connectivity and intersection frequency within the town centers of Morrison and Wayside, the Town of Morrison should consider requiring developers to design subdivisions that include well-connected street patterns that offer motorists several route options and avoid concentrating traffic on relatively few streets (see the example in Figure 3-4). The connectivity provided by the well-connected patterns will also enable and encourage people to walk and bicycle to and from various destinations within the Town. Well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easy for public works departments to plow and maintain, enable communities to create efficient sewer and water systems, and provide access for emergency responders. However, there are situations where streets will not be able to be connected due to the presence of physical or environmental constraints. In these situations, the construction of cul-de-sacs should be considered. To maximize connectivity in these neighborhoods, the cul-de-sacs should have public rights-of-way or easements reserved at the bulbs to enable pedestrians and

bicyclists to travel easily throughout the area. This connectivity concept is discussed in more detail later in this chapter.

Figure 3-4: Comparison of Well-Connected and Conventional Street Patterns



It is recommended that, subsequent to completion of this comprehensive plan, the Town should undertake a study to determine the criteria it should use in its consideration of sidewalks, pedestrian trails, street connectivity, street widths, and street design techniques.

Allow the Consistency of Narrow Streets

The Town should explore the possibility of allowing developers to build narrow local and collector streets within the town center and in other new subdivisions. The Town should also consider establishing right-of-way width standards that do not require the acquisition of more right-of-way than necessary. A summary of street and right-of-way standards that should be considered by the Town is included in Figure 3-5. These standards are based on recommendations in *Residential Streets* (third edition), which was developed by the Urban Land Institute in conjunction with the Institute of Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

Figure 3-5: Street and Right-of-Way Widths for Town Centers of Morrison and Wayside and New Subdivisions

Street Type	Right-Of-Way Width	Pavement Width (Curb Face to)	Driving Lane Width	On-Street Parking	Parking Areas Defined by
Arterials*					
Collectors	60 feet	34 feet	9-10 feet	both sides	yes
Local Streets					
No Parking	40 feet	18 feet	9 feet	none	no
Parking on	46-48 feet	22-24 feet	14-16 ft. travel	one side	if needed
Parking on	50-52 feet	26-28 feet	10-12 ft. travel	both sides	if needed

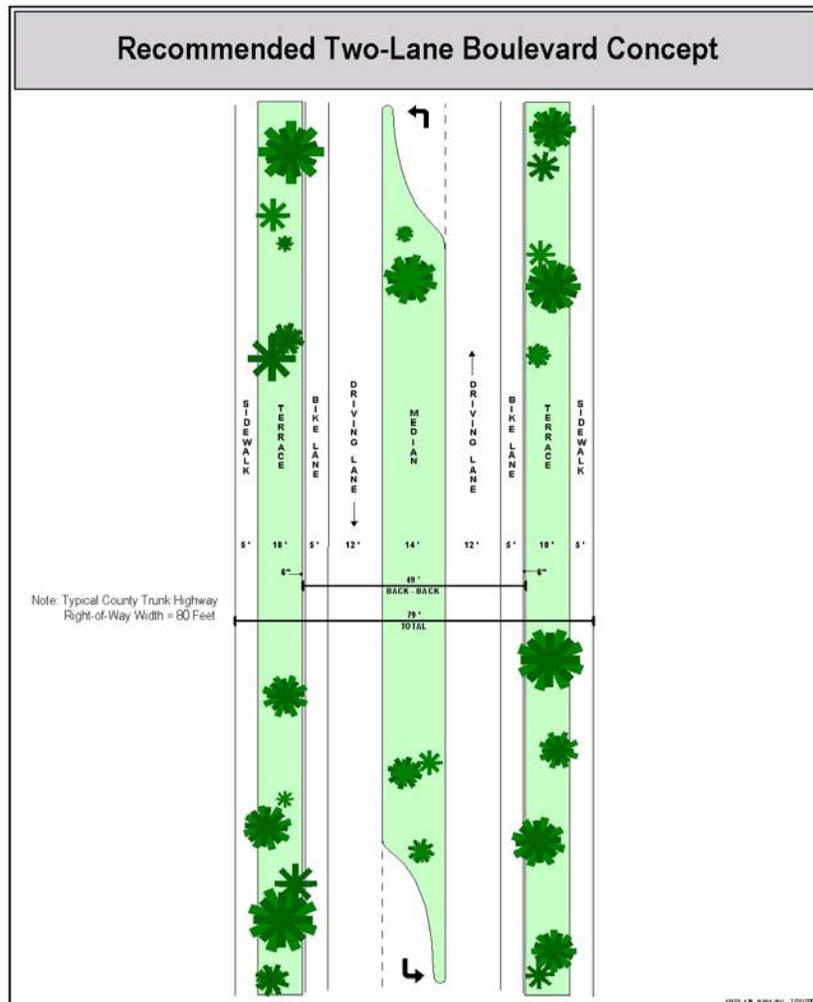
* The design of arterial streets may vary, but their design should be consistent with the recommendations in this section of the comprehensive plan.

The implementation of these standards will enable the Town to reserve only the land it needs to accommodate its streets, pedestrian walkways, and terraces and to construct streets that conform with the town center, conservation by design, and other development concepts addressed in the comprehensive plan.

Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the Town's streets will be considered for widening in the future, some two-lane highways might be seen as candidates for widening as traffic levels rise over the next 20 years. However, road widening has proven to not be an effective long-term method of relieving traffic congestion, so the Town of Morrison, Brown County, and State of Wisconsin should save the money that would be necessary to expand these streets and maintain their two lane configurations. Maintaining streets as two lane facilities would also minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds through the Town's neighborhoods.

Figure 3-6: Recommended Two-Lane Boulevard Concept



One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is the construction of a system of two-lane arterial boulevards that is complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections (see Figure 3-6). The street interconnectivity and mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial boulevards instead of the standard wide arterial streets will also make the Town's thoroughfares more attractive.

Design Intersections to Maximize Safety

The Town should consider utilizing street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety at the Town's intersections. Techniques that should be considered include roundabouts, curb extensions, and other street design features. The narrower street widths recommended in this section will also help make intersections safer by controlling the speed of vehicles as they approach the intersections.



Lineville/Cardinal roundabout in Howard



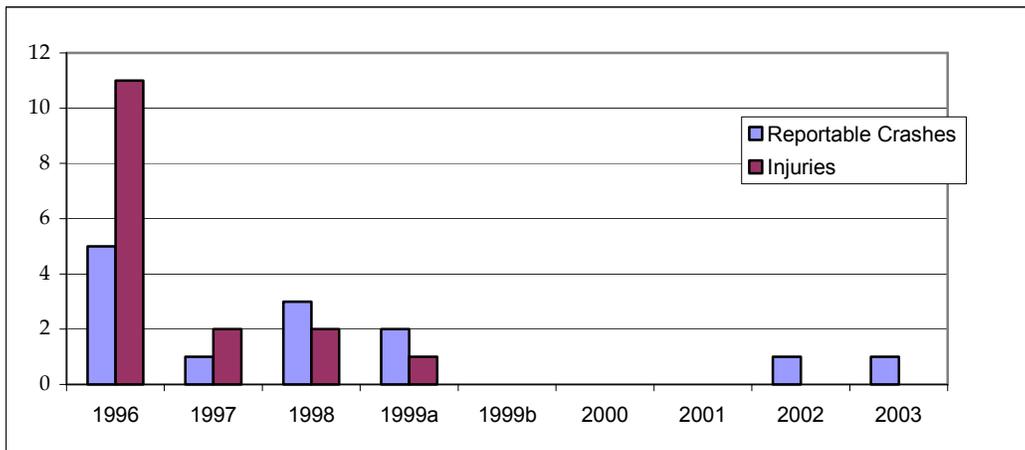
Lineville/Rockwell roundabout in Howard

Roundabout Effectiveness

The two roundabouts that were built along Lineville Road in the Village of Howard in 1999 were featured in a Brown County Planning Commission study that examined their safety, efficiency, and other impacts between 1999 and 2003. This study found that the Lineville roundabouts have made the intersections more efficient, accessible to pedestrians and bicyclists, and safer for everyone. An example of this safety improvement is shown in Figure 3-7, which identifies the number of reportable crashes and injuries at the Lineville/Cardinal intersection before and after the roundabout.

The Howard roundabouts and the three roundabouts that were built in De Pere and Ledgeview in 2001 have made these intersections safer, more accessible, and more efficient. The roundabouts also serve as attractive gateways into these communities.

Figure 3-7: Reportable Crashes and Injuries at the Lineville Road/Cardinal Lane Intersection (1996-2003)



1999a: January 1, 1999 - July 31, 1999 (before roundabout - still a 2-way stop)

1999b: August 1, 1999 - December 31, 1999 (during and after roundabout construction)

Source: Brown County Sheriff's Department crash records: 1996-2001

Source: Wisconsin Department of Transportation intersection crash summaries: 2002-2003

Potential Roundabout Locations in the Town of Morrison

As the Town continues to develop, the Town should work with the Brown County Highway Department and WisDOT to study the possibility of installing roundabouts at various intersections in the town centers of Morrison and Wayside, where there may be heavy vehicle and pedestrian traffic, and if crash problems exist at various intersections.

Define the Parking Areas of Streets

If the Town of Morrison implements curb extensions in the town centers of Morrison or Wayside, the parking areas of streets should be defined by curb extensions at many of the town centers' intersections.



Curb extensions in Middleton, Wisconsin



Curb extension along Grant Street in De Pere

When a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the town centers' intersections. In areas that would need curb extensions but have heavy farm machinery traffic, the Town should consider other methods of intersection designs that can accommodate farm machinery traffic. Pictures of curb extensions that were recently built in De Pere and in the City of Middleton (near Madison, Wisconsin) are shown in this section.

Additional Safety Issues at Intersections

The Town of Morrison Citizens Advisory Committee has identified two possibly dangerous intersections at Park and Morrison Road and CTH Z and CTH NN. Both intersections should be studied by the Town of Morrison and Brown County Planning Department for possible methods to make the intersections safer.

Develop a Speed Limit Ordinance

According to Chapter 349.11(1) of the Wisconsin Statutes, local authorities are allowed to establish speed limits for any road under their jurisdiction if they determine that the speed of vehicles on any part of a road is inappropriate. However, Chapter 349.11(3) of the statutes restricts this power in the following ways:

- Local authorities may not declare a speed limit that exceeds 55 miles per hour, which is the limit identified in Chapter 346.57(4)(h) of the Wisconsin Statutes.
- Local authorities may not modify the limits that are stated in Chapter 346.57(4)(c) or Chapter 346.58(1), which are 15 mph designations for:
 - Safety zones occupied by pedestrians.
 - Areas where people are being picked up or dropped off by a public passenger vehicle.
 - Any vehicle equipped with metal or solid rubber tires.
 - Local authorities may not modify existing speed limits without the consent of the Wisconsin Department of Transportation except in the following situations:
 - To reduce the speed limit during road projects (Chapter 349.11(10)).
 - To increase the speed limit within the corporate limits of a city or village (Chapter 346.57(4)(e) and (f)).
 - To increase the speed limit above 35 mph in a semi-urban district outside the corporate limits of a city or village (Chapter 346.57(4)(g)).
 - To reduce by 10 mph or less the 15 mph speed limits designated for school zones where children are present, properly marked school crossings where children are present, and alleys (Chapter 346.57(4)(a), (b), and (d)).
 - To reduce by 10 mph or less the 35 mph speed limit that is imposed on town roads under Chapter 346.57(4)(j), which states that the speed limit is:

Thirty-five miles per hour on any town road where on either side of the highway within any 1,000 feet along such highway the buildings in use for business, industrial, or residential purposes fronting thereon average

less than 150 feet apart, provided the town board has adopted an ordinance determining such speed limit and has posted signs at such points as the town board deems necessary to give adequate warning to users of the town road.

It is possible that the Town can establish and modify speed limits on its roads under Chapter 346.57(4)(g) and (j). Assuming this is the case, the Town could establish speed limits as low as 25 miles per hour on roads that qualify under Chapter 346.57(4)(j) and as low as 5 miles per hour in school zones, school crossings, and alleys. However, roads that do not have the development densities identified in subsections (g) and (j) of Chapter 346.57(4) will likely have to be assigned speed limits of 55 or 45 miles per hour.

Establishment of Speed Limits

The Town of Morrison should study its roads to determine the appropriate speed limit for each road based on the standards in Chapters 346.57(4) and 349.11(3) of the Wisconsin Statutes. Once this study is completed, the Town should establish the speed limits by adopting an ordinance for each town road and posting signs at appropriate locations. However, the Town should also consider roundabouts and other design techniques to encourage people to drive at appropriate speeds.

Maintain and Foster Communication with WisDOT, Brown County, and Neighboring Communities in Order to Coordinate Future Transportation Projects and Policies

For the Town of Morrison to plan effectively and successfully in the future, the Town should communicate and coordinate transportation projects and policies with WisDOT, Brown and Manitowoc Counties, the Towns of Holland, Glenmore, and Wrightstown, and other governmental entities.

Wisconsin's Pavement Surface Evaluation and Rating (PASER) System

An accurate assessment of the Town of Morrison's pavement maintenance and improvement needs is dependent on a good understanding of the condition of the Town's streets and highways. The Wisconsin Department of Transportation maintains the pavement ratings for state trunk highways, and Brown County is responsible for assessing county trunk highways.

Communities throughout Wisconsin use a standard pavement condition rating system known as PASER (Pavement Surface Evaluation and Rating). PASER is a simple way of evaluating the current conditions of asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5. This evaluation involves training in visual identification and rating determination. A video that explains the PASER system and training can be obtained from the University of Wisconsin's Transportation Information Center.

The PASER data can be inputted into a PASERWARE software package that can help with pavement management needs. PASERWARE keeps track of the PASER ratings and maintains historical data. The software can also help prioritize road maintenance, calculate project costs, and assist with budgeting and project selection. The PASERWARE software can be obtained from the University of Wisconsin's Transportation Information Center.

Pedestrian and Bicycle Facilities

The Town of Morrison's current land use pattern and lack of pedestrian and bicycle facilities make walking and bicycling very difficult in the rural areas. However, Wayside currently has a partial sidewalk system for pedestrians to travel to various destinations. To enhance and create destinations that can be reached on foot or by bicycle, the Town needs to:

- Develop land use patterns in the town centers of Morrison and Wayside that enable and encourage walking and bicycling.
- Create a safe, continuous pedestrian and bicycling system throughout the Town.
- Enable people to easily reach developments in the Town on foot or by bicycle.

Methods of achieving these aims are addressed in the following section.

Mixing Land Uses

To enable and encourage people to make walking and bicycling trips in the Town of Morrison, the Town should consider creating destinations that can be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, and institutional uses enables people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all Town residents and minimize traffic on the existing street system.

Figure 3-8 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-9, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.

Figure 3-8: Segregated Land Uses vs. Mixed Uses with High Connectivity

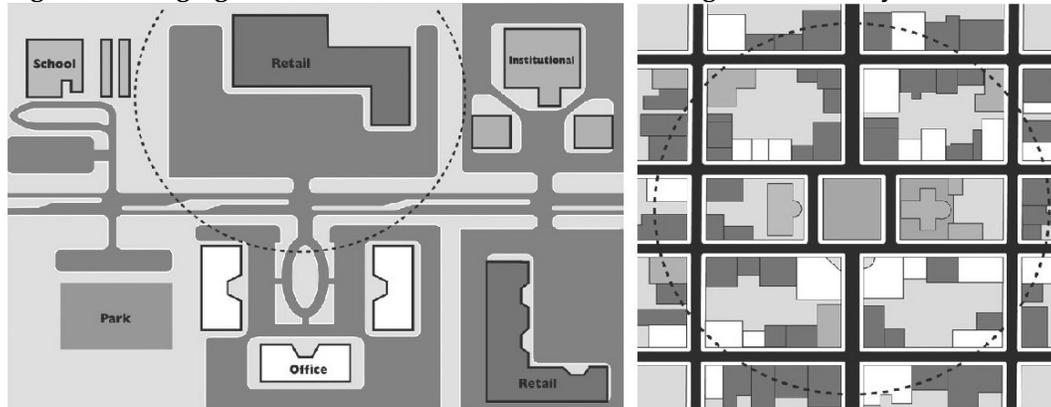
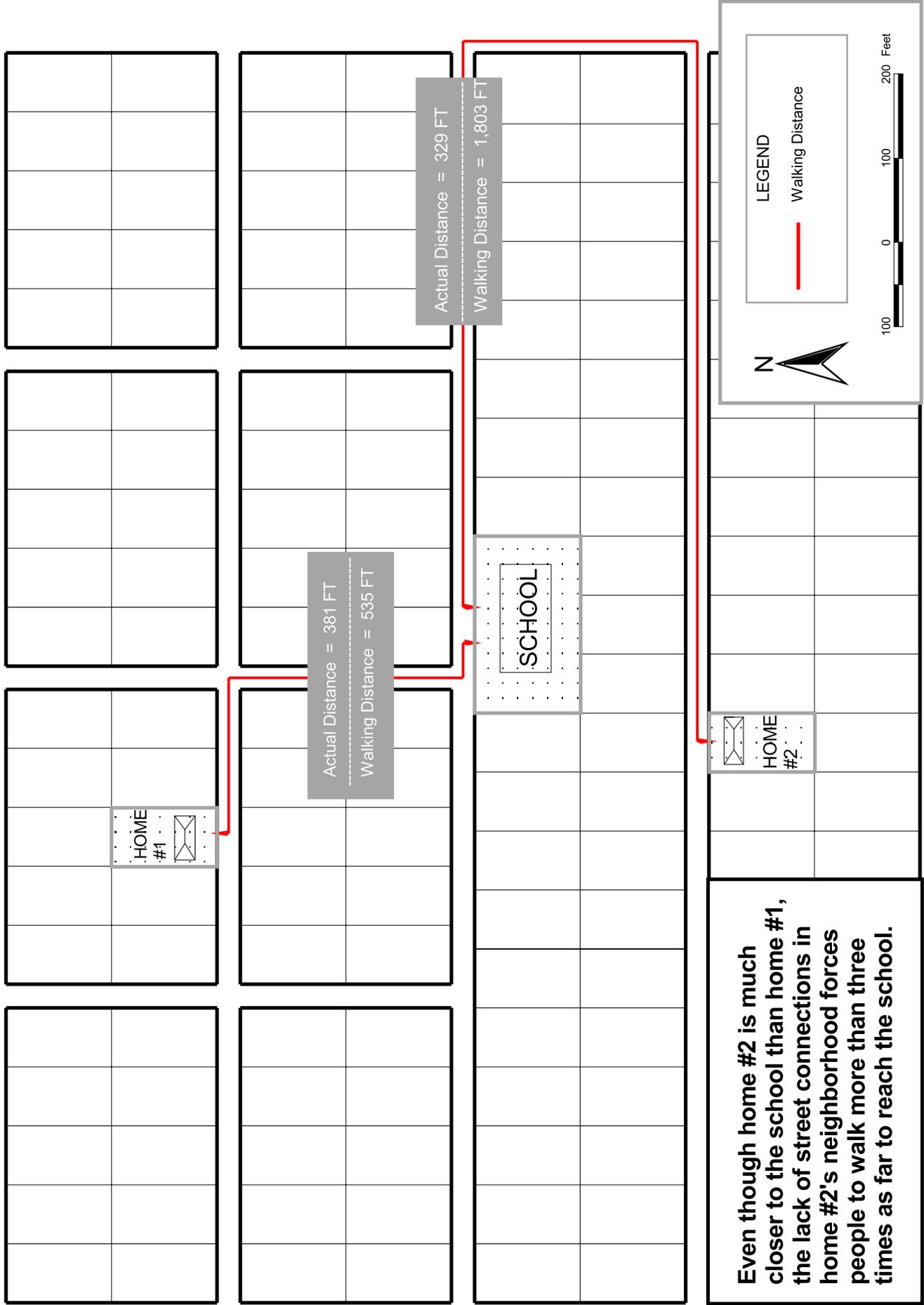


Figure 3-9
 Example of Neighborhoods With and Without Street Connectivity
 Town of Morrison, Brown County, WI



Even though home #2 is much closer to the school than home #1, the lack of street connections in home #2's neighborhood forces people to walk more than three times as far to reach the school.

LEGEND

Walking Distance

100 0 100 200 Feet

N

This type of mixed land use pattern and highly connective street design would not be viable in areas that are rural in character. However, this mixed land use pattern is encouraged in the town centers of Morrison and Wayside to enable people to easily reach several destinations within each center.

Developing a Continuous Pedestrian Walkway System

In the Streets and Highways section, the plan suggests methods of narrowing the Town's streets and making its intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a pedestrian walkway system that can be created through the following three-step process:



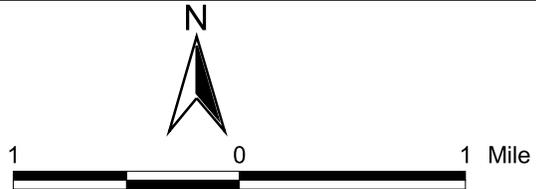
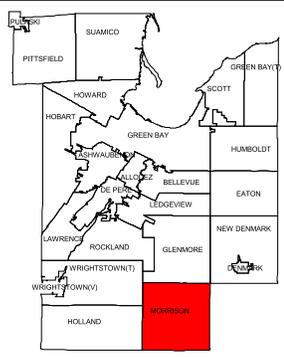
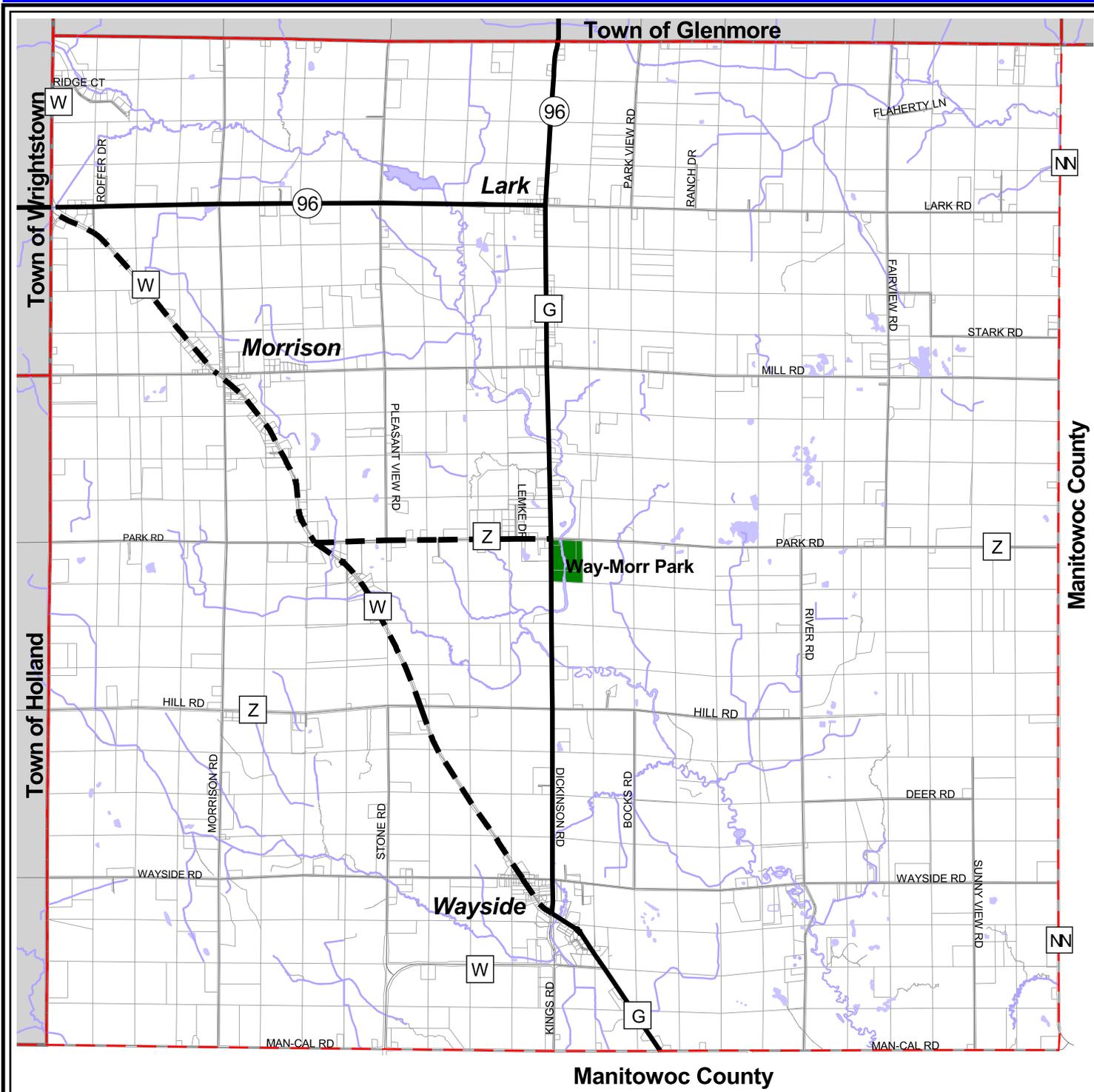
Step 1: Consider sidewalks within the town centers of Morrison and Wayside. The Town should consider beginning the process of creating its walkway system by requiring developers to install sidewalks on both sides of streets in Morrison and Wayside as they develop and redevelop. The only situation where sidewalks should not be considered on both sides of a street within these areas is when physical or environmental constraints exist. In these situations, the Town should consider placing sidewalks on at least one side of the street.

Step 2: Install sidewalks or walking paths along new streets. The Town should consider requiring developers to install sidewalks or walking paths along new streets within new developments outside of the town centers of Morrison and Wayside.

Step 3: Develop a pedestrian and bicycle trail system throughout the Town. As the sidewalk systems within the town centers of Morrison and Wayside are being developed, the Town should investigate the possibility of developing an off-street pedestrian/bicycle trail system by purchasing land, placing trails within the many environmental corridors in the Town, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals.

The Town of Morrison should understand the positive and negative impacts of having a pedestrian and bicycle system. The cost of installing and maintaining such a system can add additional expenditures to the Town, homeowners, and/or developers. Even though there may be additional expenditures to install and maintain a pedestrian and bicycle system, there are a number of positive features of having such a system in the Town. Some of these features are greater street connectivity, a place for people of all ages and physical abilities to travel safely, a place for children to play, and encouragement of and greater access to commerce in the town centers.

Figure 3-10
Suggested Bicycle Facilities in Morrison
 Town of Morrison, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department.
 April 2005

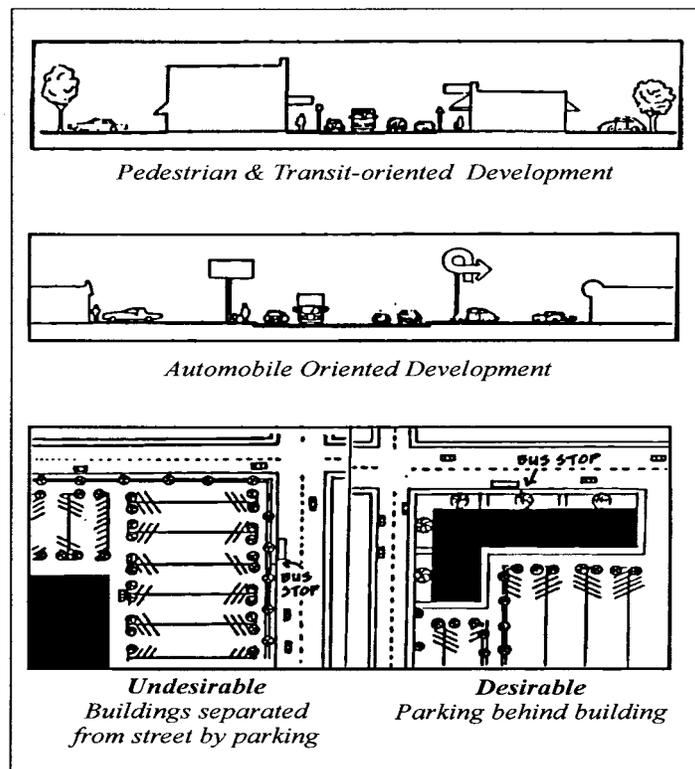
- Suggested Bicycle Facilities**
- Facilities recommended in Brown County Bicycle and Pedestrian Plan Update
 - Suggested additional paved shoulder locations
 - Municipal Boundary
 - Parcel
 - Way-Morr Park

Working with the Brown County Highway Department and WisDOT to Pave the County and State Highway Shoulders

The 1998 Brown County Bicycle and Pedestrian Plan Update recommends that the shoulders along STH 96 and CTH G in the Town of Morrison be paved when the Brown County Highway Department reconstructs or performs maintenance on the highway. Although the plan does not recommend paving the other county highways in the Town of Morrison, the Town should work with the Brown County Highway Department to pave the rest of the county highway shoulders in the Town over the next 20 years where appropriate. It is likely that the Brown County Highway Department would cover the cost of paving shoulders that are not included in the 1998 Brown County Bicycle and Pedestrian Plan Update during reconstruction or maintenance on county trunk highways. In addition to providing a place for residents to bicycle, the paved shoulders will offer a place for motorists to park and swerve during emergencies and will minimize shoulder maintenance costs.

Designing Developments that Provide Direct Access to Sidewalks and Streets

Figure 3-11: Pedestrian-Oriented Development vs. Automobile-Oriented Development



While it is most desirable to pave all county trunk highway shoulders, it may not be feasible over a 20-year period. If possible, the Town of Morrison's first priority should be having paved shoulder connectivity between the town centers of Morrison, Wayside, and Lark and Way-Morr Park. This will provide pedestrian and bicycle access to each destination. Suggested paved shoulders that are not included in the 1998 Brown County

Bicycle and Pedestrian Plan Update within 20 years include CTH Z between CTH W and CTH G and CTH W between STH 96 and Wayside. Figure 3-10 illustrates suggested pedestrian and bicycle facilities in the Town.

To enable and encourage people to travel to destinations in the town centers of Morrison and Wayside with or without motorized vehicles, the Town should consider allowing developments that have zero or minimal setbacks, parking in the rear, and other features (see Figure 3-11). People will still be able to reach these destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

Enabling People to Travel Easily Between Subdivisions and Other Developments

In some parts of the Town, the well-connected street patterns suggested earlier in the transportation plan will not be feasible due to the presence of existing development or physical constraints. When cul-de-sacs must be built and development and physical barriers are not present, the Town should consider requiring the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, future pedestrian and bicycle facilities (such as roads that have paved shoulders), other multi-use trails, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Developing land use patterns that enable and encourage walking and bicycling, creating a safe and continuous bicycle and pedestrian system, and enabling people to easily reach developments will dramatically increase mobility for everyone in the Town of Morrison. This enhanced mobility and choice of viable transportation modes will also help to attract new residents of all ages to the Town, improve access to Town businesses, and allow the Town's existing and future street system to handle traffic efficiently.

Highways

Although several highway projects of various sizes will occur in and around the Town of Morrison during the long-range planning period, the following projects currently appear in the 2006-2011 Brown County Highway Department - 6-Year Highway Improvement Plan:

- CTH Z between Blake Road and Morrison Road. Recondition road surface in 2009.
- CTH NN between CTH Z and Cooperstown Road. Recondition road surface in 2010.
- CTH G before STH 96 and Wayside Road. Recondition road surface in 2010.

Transit

Since mass transit requires a dense commercial and residential development pattern and streets that frequently interconnect for the service to be attractive and efficient, the current land use and street patterns in the Town of Morrison make providing effective transit service very difficult. To make mass transit an attractive and economically-feasible transportation option, the Town would need to establish the population

densities, pedestrian system, street network, and land use pattern that are necessary to efficiently support mass transit. Since this will not likely happen during the next 20 years and the Town is several miles from the existing Green Bay Metro service area, it is safe to assume that mass transit will not be extended to Morrison in the next 20 years.

Rail Transportation

Freight Rail

The Town of Morrison does not have a freight rail line that currently serves any destinations in the Town, and rail-oriented industries are not recommended to develop in the Town over the next 20 years.

Passenger Rail

The Green Bay Metropolitan Area does not currently have access to passenger rail service, but the Midwest Regional Rail Initiative (MRRRI) report includes discussion of a high speed passenger rail line to be extended to Brown County from Milwaukee. Although this service is unlikely to be implemented soon, it could provide another means for Town of Morrison residents to travel throughout the Midwest without using their personal vehicles.

Air Transportation

Austin Straubel International Airport will continue to provide air service to Morrison residents over the life of the plan.

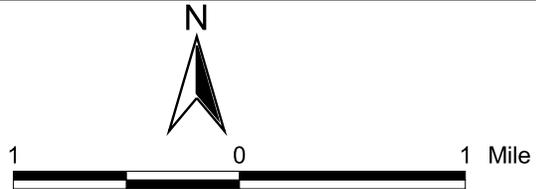
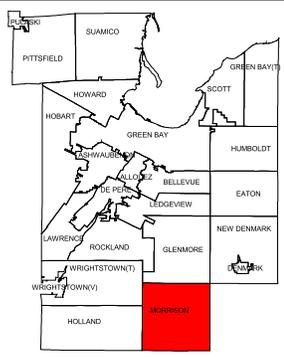
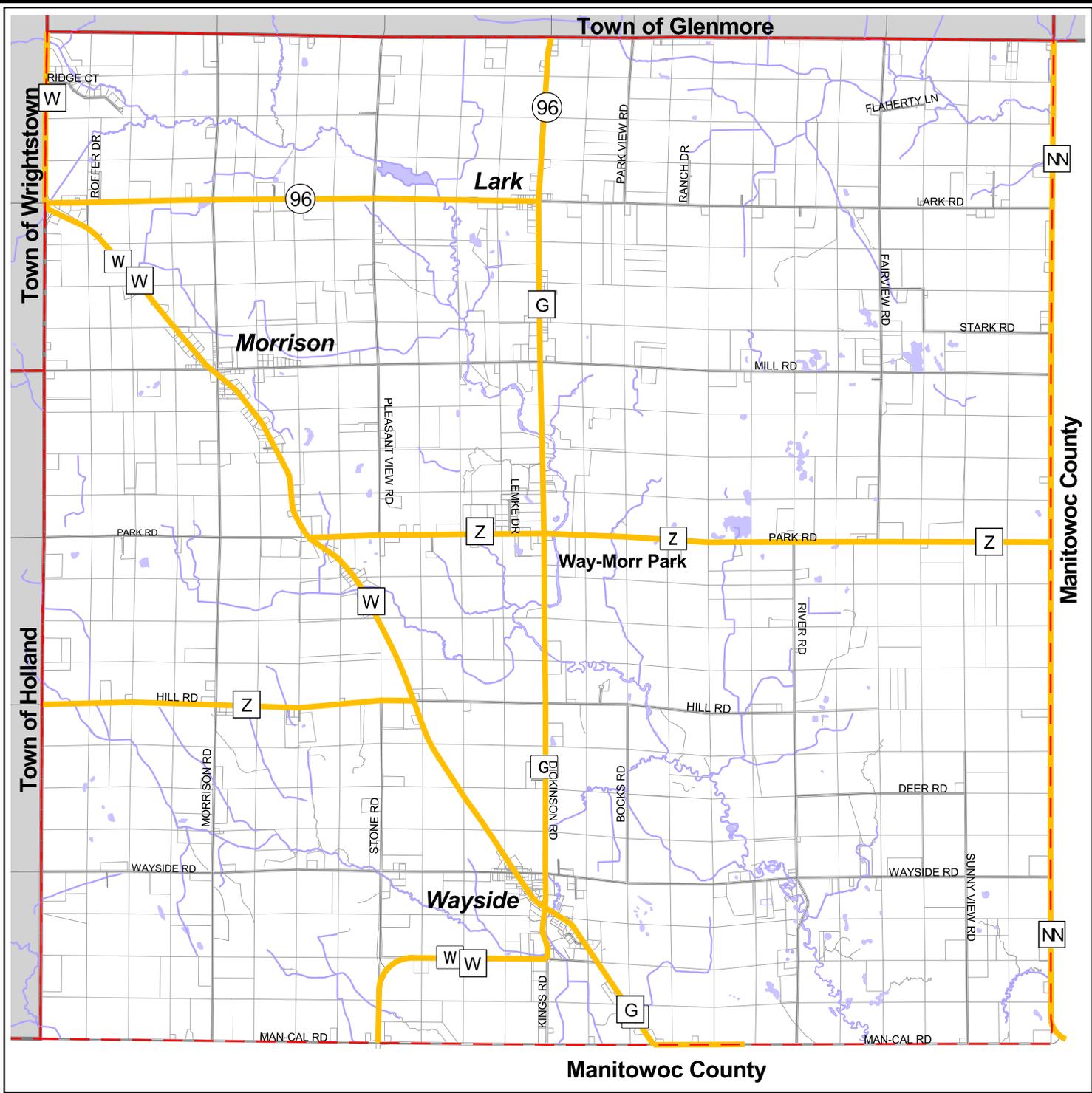
Truck Transportation

The Town does not currently have a formal system of truck routes because nearly all of the existing heavy truck trips occur on the county and state highways. However, the Town has three local roads (Mill, Lark, and Stone Roads) that are used frequently by trucks. These local roads are not designated truck routes by the Town of Morrison, but they are used because of the close proximity to other designated truck routes. Figure 3-12 illustrates existing heavy truck routes in the Town.

The Town of Morrison should consider identifying town roads where heavy trucks are allowed to travel. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town.

Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town roads. One method of doing this would be to paint the truck route street signs a unique color so truck drivers can easily identify them. This approach has been used by the Village of Ashwaubenon for several years to enable truckers to determine if they can drive on certain streets before they unknowingly enter them illegally, and it has proven to be successful.

Figure 3-12
Existing Truck Routes
 Town of Morrison, Brown County, WI



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Map prepared by Brown County Planning Department.
 April 2005

- Existing Truck Route
- - - Municipal Boundary
- Parcel

Water Transportation

To ensure that the Town of Morrison's current and future interests are considered by port representatives, the Town should periodically contact port representatives to discuss the Town's intentions to utilize the port over the next 20 years.

Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section, and a more comprehensive listing is included in the plan's Implementation chapter.

SMIP and Stewardship Programs

The Town should consider applying for Statewide Multi-Modal Improvement Program (SMIP) or Stewardship Program funds for the development of bicycle/pedestrian facility projects. Information about the SMIP can be obtained from the Brown County Planning Commission or WisDOT, and the Town can contact the Wisconsin Department of Natural Resources for information about the Stewardship Program.

Statewide Enhancement Program

WisDOT currently offers enhancement funds for transportation-related projects that are within the right-of-way of highways controlled by the state. These funds could be used to implement enhancement projects in the Town on or along STH 96.

Hazard Elimination and Safety (HES) Program

The Town should apply for grants from the Hazard Elimination and Safety (HES) Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should be investigated by the Town to address safety issues, as well.

CMAQ Program

If Brown County is designated as an air quality non-attainment area in the future, the Town should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area's air quality.

The Town should also investigate other grant opportunities as they arise in the future.

Consistency with State and Regional Transportation Plans

State and Regional Bicycle and Pedestrian Plans

The bicycle and pedestrian system suggestions in the Town plan are consistent with the goals of the Wisconsin and Brown County bicycle and pedestrian plans. Like the state

and regional bicycle and pedestrian plans, many of the suggestions in the Town of Morrison's plan are designed to increase the number of people using these transportation modes and to ensure that walkers and bikers are able to travel safely throughout the area.

State and Regional Highway Plans

Several aspects of the state and regional highway systems in this area are addressed throughout the chapter.

State and Regional Rail Plans

The Town of Morrison plan acknowledges the Midwest Regional Rail Initiative (MRRI) and recommends that Town residents consider using the passenger rail service as an alternative to their personal vehicles if service is provided.

State Airport Plan

The Wisconsin State Airport System Plan 2020 recognizes Austin Straubel International Airport as an important component of the state's airport system, and the Town of Morrison's plan recommends that the Town work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Regional Waterway Plans

The importance of the Town of Morrison's participation in the implementation of Brown County's port plan is addressed in this chapter.

Summary of Recommendations

This chapter recommends the following policies:

Streets and Highways

- To enable and encourage people to walk and bicycle to and within the town centers, Morrison should consider requiring well-connected street patterns within new developments that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists with several route options and avoid concentrating traffic on relatively few streets. However, if physical or environmental constraints prohibit street connections, the Town should allow the development of cul-de-sacs near the constraints.
- The Town's road policies and requirements should be reviewed and amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- The Town should consider working with Brown County and the State of Wisconsin to build narrower arterial boulevards instead of the standard wide arterial streets.

- The Town should consider utilizing street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Town's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.
- The Town should undertake a study to determine the criteria it should use in its consideration of sidewalks, pedestrian trails, street connectivity, street widths, and street design techniques.
- The Town of Morrison should study its roads to determine the appropriate speed limit for each road based on the standards in Chapters 346.57(4) and 349.11(3) of the Wisconsin Statutes. Once this study is completed, the Town should establish the speed limits by adopting an ordinance for each town road and posting signs at appropriate locations. However, the Town should also consider roundabouts and other design techniques to encourage people to drive at appropriate speeds.
- The Town should communicate and coordinate transportation projects and policies with WisDOT, Brown and Manitowoc Counties, the Towns of Holland, Glenmore, and Wrightstown, and other governmental entities.
- The Town should use the Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance.

Pedestrian and Bicycle Facilities

- To enable and encourage people to make additional pedestrian and bicycling trips in the Town of Morrison, the Town should implement the Land Use chapter's recommendations for mixing land uses within the town centers of Morrison and Wayside to create destinations that can be easily reached by pedestrians and bicyclists.
- The Town should consider beginning the process of creating its walkway system by requiring developers to install sidewalks on both sides of the streets in Morrison and Wayside as they develop and redevelop. The only situation where sidewalks should not be considered on both sides of a street within these areas is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street.
- As the sidewalk systems within the town centers of Morrison and Wayside are being developed, the Town should investigate the possibility of developing an off-street pedestrian/bicycle trail system by purchasing land, placing trails within the many environmental corridors in the Town, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving subdivisions or other development proposals.
- The Town should work with the Brown County Highway Department to pave the rest of the county highway shoulders in the Town where appropriate over the next 20 years. In addition to providing a place for residents to bicycle, the paved

shoulders will offer a place for motorists to park and swerve during emergencies and will minimize shoulder maintenance costs.

- The Town should encourage new and redevelopment projects in the town centers of Morrison and Wayside to have buildings with zero or minimal setbacks, parking in the rear, and other features conducive to promoting walking and biking.
- When cul-de-sacs must be built and development and physical barriers are not present, the Town should consider requiring the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses.

Transit

- Since the population densities and other factors necessary to support mass transit will not likely be present and the Town is several miles from the existing Green Bay Metro service area, it is safe to assume that mass transit will not be extended to Morrison in the next 20 years.

Rail Transportation

Freight Rail

- Freight rail service is not expected to be developed in Morrison in the future.

Passenger Rail

- The Town should monitor the progress of the Midwest Regional Rail Initiative (MRRRI).

Air Transportation

- The Town should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

Truck Transportation

- The Town should consider identifying streets where heavy trucks are allowed to travel. These truck routes should be designed to minimize impacts on residential areas and inform truck drivers of the most efficient routes into and out of the Town. Once this system is identified, the Town should mark the truck routes with street signs that distinguish them from the other Town roads.

Water Transportation

- To ensure that the Town of Morrison's current and future interests are considered by Port of Green Bay representatives, the Town should participate in the port's plan implementation process.

Funding to Help Develop the Town's Transportation System

- To help the Town fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.

CHAPTER 4

Economic Development

Local governments play an increasingly critical role in promoting private sector economic development because economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures.

Success in economic development today requires a significant change in how economic development is done. It is important to think more broadly than was done in the past when it was believed that it was most important to attract factories and companies and when economic development was all about being the cheapest place to do business. Today, it is realized that physical and cultural amenities are critical to attracting and retaining people to fill these positions. In the past, it was believed that economic development was the government's job. However, a successful transition into the new information-based economy will come only through partnerships among government, businesses, and nonprofit organizations.

In the Town of Morrison's case, economic development and the creation of a desirable community to do business centers on agriculture and agriculture-supporting businesses and industries. However, it is still important for the Town to identify its strengths and weaknesses in regard to various economic development activities.

Labor Force Analysis

Figure 4-1 shows that the percentage of Town residents 16 years of age and older who are in the labor force is much higher than the percentage of people in the labor force in Brown County and Wisconsin, indicating that many of the households in Morrison likely have two incomes. Also, Morrison's 2000 unemployment rate of 1.9 percent is significantly lower than Brown County's rate of 2.7 percent and the State of Wisconsin's rate of 3.2 percent. The data indicates that there is a very active workforce in Morrison and that significant competition for employees exists.

Figure 4-1: Employment Status by Percentage of Population 16 Years and Older

Status	Town of Morrison	Brown County	Wisconsin
In the labor force	76.6%	72.0%	69.1%
Civilian labor force	76.6%	71.9%	69.0%
Employed	74.7%	69.1%	65.8%
Unemployed	1.9%	2.7%	3.2%
Armed Forces	0.0%	0.1%	0.1%
Not in the labor force	23.4%	28.0%	30.9%

Source: U.S. Bureau of the Census: Table DP-3 Profile of Selected Economic Characteristics: 2000.

When compared to the county and state, the Town of Morrison has a higher percentage of people employed within the construction, extraction, and maintenance occupations; production, transportation, and material moving occupations; and farming, fishing, and forestry occupations than either the county or state (See Figure 4-2). In addition, the Town is significantly lower in sales and office occupations. These numbers reflect the rural character of the Town, as well as the absence of large professional or service companies. Due to the lack of any large offices in the Town of Morrison, some of the largest occupations (management, professional, and related occupations; and sales and office occupations) are likely held by Town residents who commute to either the Green Bay Metropolitan Area or another metro area within reasonable driving distance.

Figure 4-2: Employed Civilian Population as a Percentage of People 16 Years and Above

	Wisconsin	Brown County	Town of Morrison
OCCUPATION			
Management, professional, and related occupations	31.3	30.6	31.5
Production, transportation, and material moving occupations	19.8	18.7	22.5
Sales and office occupations	25.2	28.5	19.0
Construction, extraction, and maintenance occupations	8.7	9.2	12.5
Service occupations	14.0	12.6	11.6
Farming, fishing, and forestry occupations	0.9	0.5	2.9
INDUSTRY			
Manufacturing	22.2	21.1	26.4
Agriculture, forestry, fishing and hunting, and mining	2.8	1.2	13.3
Educational, health, and social services	20.0	17.6	10.5
Retail trade	11.6	12.6	9.0
Other services (except public administration)	4.1	4.5	6.9
Construction	5.9	6.2	6.7
Transportation and warehousing and utilities	4.5	6.2	6.4
Wholesale trade	3.2	4.0	4.8
Professional, scientific, management, administrative, and waste management services	6.6	6.3	4.1
Finance, insurance, real estate, and rental and leasing	6.1	8.1	4.1
Arts, entertainment, recreation, accommodation, and food services	7.3	7.3	4.1
Public administration	3.5	2.9	1.8
Information	2.2	2.0	1.7

Source: U.S. Bureau of the Census: Table DP-3 Profile of Selected Economic Characteristics: 2000.

The 2000 census data also suggests that this is the case as there are 908 workers 16 years of age and older in the Town of Morrison, and 711 of those people (78 percent) worked outside of the Town. This is further exemplified by the fact that the mean travel time to work for Morrison residents is 24.7 minutes.

The two largest industries for residents in Morrison are manufacturing and agriculture, forestry, fishing and hunting, and mining. As is evident from the chart, there are significantly more Morrison residents employed within the agriculture, forestry, fishing and hunting, and mining industry than either the state or county, primarily as a result of the large number of active farm operations in the Town. However, the trend over past decades has shown the actual number of participants in this field has been continuing to decline.

Economic Base Analysis

The economic base of the Town of Morrison, although largely independent in terms of agricultural production, is intricately tied to that of the Green Bay Metropolitan Area regarding employment and business opportunities. Approximately 78 percent of Morrison residents work outside of the Town of Morrison, with the large majority of them working within the Green Bay Metropolitan Area. Therefore, most Morrison residents are largely dependent on a sound economy throughout Brown County for their financial well-being. Key industry groups in the Green Bay Metropolitan Area include healthcare; paper and related products; insurance, financial services, and government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Due to the Town's dependencies on the Green Bay Metropolitan Area, a Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy (in this case Brown County) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-3.

Figure 4-3: Employment by Industry Group, 2000; Brown County and the United States Location Quotient Analysis

Employment by Industry	Brown County	United States	Location Quotient
Agriculture, Forestry, Fishing	1,503	2,426,053	0.67
Construction and Mining	7,436	8,801,507	0.91
Manufacturing	25,449	18,286,005	1.50
Wholesale Trade	4,808	4,666,757	1.11
Retail Trade	15,245	15,221,716	1.08
Transportation, Warehousing, Utilities	7,455	6,740,102	1.19
Information	2,425	3,996,564	0.65
Finance, Insurance, and Real Estate	9,805	8,934,972	1.18
Professional, Scientific, Management, etc.	7,546	12,061,865	0.67
Educational, Health, and Social Services	21,228	25,843,029	0.88
Arts, Entertainment, Recreation, etc.	8,789	10,210,295	0.93
Other Services	5,377	6,320,632	0.92
Public Administration	3,464	6,212,015	0.60
Total Employees	120,530	129,721,512	

Source: U.S. Bureau of the Census, 2000; Brown County Planning Commission, 2003.

According to the LQ analysis, there are five industries in Brown County that can be considered as basic employment sectors: manufacturing; wholesale trade; retail trade; transportation, warehousing, utilities; and finance, insurance, and real estate. Therefore, these industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Those industries that are below 1.0, such as information and professional fields, indicate that there may be demand within Brown County's local economy to support increases in these industry sectors.

Although there is ample room for growth in some of the industry fields, Brown County's economy is rather diversified and provides a variety of employment opportunities and a generally stable economy for all Brown County residents.

Businesses that contribute to existing industrial "clusters" within Brown County and the greater Fox Valley region should be encouraged. The State of Wisconsin Department of Commerce defines clusters as "...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region." Clusters greatly enhance a particular industry's competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Last, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the Fox Valley region, business clusters include the paper, food processing, transportation, and insurance industries. New businesses within the aforementioned clusters that take advantage of advanced technologies in the processing of their products should be encouraged as a means to continue to bridge the gap toward the new economy. The Town of Morrison should coordinate with nearby communities when new cluster businesses are looking to locate in the area to ensure that Morrison residents will have access to these jobs.

Economic Development Assessment

Several scattered economic development areas exist within the Town, but they are presently fairly limited in scope. Commercial development is primarily concentrated along the main crossroads in the hamlets of Morrison, Wayside, and Lark and is designed to serve the residents in those areas. Morrison and Wayside have developed with the benefits of public sewer. Commercial establishments in Morrison include a telephone company office. Wayside's commercial enterprises consist of two eating/drinking establishments and a bank. Lark, the smallest of the three hamlets, contains only a commercial store. Industrial uses are scattered throughout the Town, with some concentration in the hamlet of Morrison.

Agricultural activity in the Town is expected to continue to be the primary economic activity in Morrison. The Town is well-suited in terms of quality soils, large contiguous areas of farmland, quality local, county, and state road access to markets, and a desire by the residents to continue farming. Therefore, the Town of Morrison should do as much as possible to continue to encourage agricultural production when reviewing development proposals.

While the Town of Morrison has extensive vacant land available for economic development, it also has limited infrastructure and services available to business and industry. While these limitations are significant, they do not preclude the Town from attracting new businesses and promoting the expansion of existing businesses. It is important for the community to focus its attention on businesses that are not dependent on these services or to focus the development of such businesses in the locations of the community where these services are available, such as the hamlet areas.

There are many businesses that supply or provide services to these industries that do not have the need for extensive public services. A trucking business, for example, would be complementary to the key industries of the area but would not require extensive utility services.

Residents in the Town of Morrison travel to other locations within the Green Bay Metropolitan Area for the majority of their retail business. The lack of population and density in the community limits the market potential for the Town of Morrison. Future concentrations of development in the unincorporated communities of Morrison and Wayside may improve the potential for increased retail and service activity. The Town should focus its efforts to encourage the location of local businesses that enhance and promote the rural character of the Town of Morrison.

A recent trend in rural communities has been toward the development of cottage-type industries and at-home businesses that can operate from within residential dwellings. With advances in telecommunications, at-home businesses may become increasingly common. At-home businesses serve as a business incubator until the business expands to a point that requires a rezoning, if appropriate, or relocation to an area that is predominantly composed of business uses.

At the visioning session, the residents expressed a strong desire to maintain the Town's country (rural) atmosphere, while still allowing some development to occur. As the Town is faced with development proposals, it will need to weigh the pros and cons of the commercial services a proposed business could provide with the potential impact on the Town's natural features and rural feel.

Town Hamlets

The Town is fortunate in that it has not yet approved a significant amount of strip-type development. Strip commercial development has a tendency to be completely automobile focused in terms of the design and appearance of the shopping center. Typical of strip shopping centers is a sterile strip commercial building with significant setbacks from the road to enable large expanses of uninterrupted parking lots. Rather than developing a monotonous continuous strip of commercial development, the Town should consider a nodal concept. This approach typically reduces the number of times that patrons have to get in and out of their cars, and it has the added benefit of enabling pedestrian facilities to provide alternative access to a town hamlet.

The Town should consider plans for its hamlet areas of Wayside and Morrison where commercial development already exists and where public utilities are available. The intent of the plans should be to create a renewed mix of pedestrian-scale commercial, residential, recreational, and institutional uses within the hamlets to recreate a sense of "place" for the Town. The areas should consider a number of small-scale commercial retail and service shops catering to local residents and possibly to surrounding communities. Similar architectural and site design elements should help create a unifying theme for hamlets. The Town should consider a detailed design plan with recommendations that will establish a sense of community identity for its residents and the Wayside and Morrison hamlets.

Strengths and Weaknesses for Attracting/Retaining Business and Industry

It is necessary to look at the factors that influence the economic climate in the Town of Morrison. From a quality of life perspective, the Town has a quality housing stock that has maintained its property values. The Town is largely composed of an agricultural landscape with the hamlet communities of Wayside, Morrison, and Lark. The Town has a number of natural features across its landscape, including large uninterrupted views of farm fields and numerous streams and wetlands, that all help to create the "rural feel" that Morrison residents cherish. Additionally, Morrison is located within quick commuting distance to quality education facilities, entertainment centers, medical facilities, and various other urban amenities.

Residents of Morrison have access to a high quality road network, including State Highway 96 and a number of county trunk highways. This network affords residents access within an hour's drive to the Cities of Green Bay, De Pere, Appleton, Kewaunee, Two Rivers, Manitowoc, and Sturgeon Bay. The Town is located within minutes of Interstate 43 by way of STH 96, which travels through the northern portion of the Town. Additionally, the Town is not located on a rail spur, harbor, or airport; although, these facilities do exist within the Green Bay Metropolitan Area.

Although the easy freeway access is a definite benefit for residents of Morrison who work in the Green Bay Metropolitan Area, it is a potential detriment to the sustainability of local retail and service businesses. Many residents find driving to Green Bay for goods or services to be more of a minor inconvenience than a major problem. However, it is helpful to have a limited number of businesses in the hamlet communities of Morrison, Wayside, and Lark that would provide local goods and services, such as a hardware store, pharmacy, or small doctor or dental clinics. For local businesses to succeed in providing goods or services, however, it is necessary for the local residents to choose to patronize them.

Within the Town, there is a limited number of people available for hire. The Town does lie within short commuting distance of the labor force from several population centers.

Economic development services to assist businesses with location or relocation are provided throughout Brown County by Advance, which is the economic development section of the Green Bay Area Chamber of Commerce. Training services for businesses are provided by UW-Green Bay, St. Norbert College, the UW-Extension services, and Northeastern Wisconsin Technical College (NWTC). While none of the main buildings of these educational institutions are located in the Town of Morrison, all are within a 30-minute drive.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As the transitions and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will find comfortable living, where there is a high quality potential employee pool, and where there are good transportation connections rather than a proximity to raw materials for production.

Economic Development Recommendations, Programs, and Policies

Agriculture

Farming is Wisconsin's number one industry and by some estimates adds \$40 billion to the state's economy each year, with \$20 billion from dairy farming and processing alone. Continued support of agricultural activities is one key to both the state's and county's continued prosperity. Agricultural production should continue to be the primary economic development focus in the Town of Morrison. The Town has actively encouraged continued agricultural practices through consistent use of its zoning ordinance to ensure that new residential development does not adversely impact existing farming activities. For agriculture to continue to be the primary economic development

focus in the Town, it is necessary for Morrison to continue to consistently apply its zoning ordinance in a manner that (at a minimum) does not harm but enhances the agricultural economy.

As a means to determine an approximate value of agricultural activity within the Town of Morrison, a rough analysis was completed utilizing the number of Morrison participants in the State of Wisconsin Farmland Preservation Program and the average total market value of agricultural products sold per farm in Brown County. In order to participate and receive the Farmland Preservation Tax Credit, a participant must have over \$6,000 in gross farm receipts and 35 acres of land zoned for exclusive agricultural use. However, there is no requirement that farms must participate in the program. In 2003, the Town of Morrison had 83 willing participants in the Farmland Preservation Program covering 10,390 acres of land.

According to the 2002 Census of Agriculture, Brown County's total market value of agricultural products sold was over \$149 million, with an average per farm of \$134,000. Utilizing the county average and applying it to the 83 Farmland Preservation Program participants in Morrison yields a total market value of agricultural products sold of over \$11.1 million in 1997. This number is likely low because not all active farms participated in the program. Besides the economic benefit, agricultural production does not require the public services that are typically required by an industry with \$11.1 million in sales, and it helps to maintain the Town's rural character. Therefore, the Town of Morrison should actively support small farms by discouraging new residential development near active farming operations due to the potential conflicts between the two uses.

The importance of sustaining agriculture cannot be over emphasized. Governor Doyle, in his "Grow Wisconsin" initiative, states that "Wisconsin's economic base, including manufacturing, agriculture, and tourism, needs to be strengthened, not abandoned." In regard to agriculture, this includes proposed creation of a dairy modernization and competitiveness program, promotion of the Agricultural Stewardship initiative, expansion of agriculture's role in energy production, continuation of efforts to establish Wisconsin as a leader in the nation in organic food production, enhance investment and capital formation in producer-owned businesses, encourage consumers and businesses to buy Wisconsin products, protection of a safe and secure food supply, reformation of payment security for agricultural producers, and promotion of new business models for Wisconsin agriculture.

Entrepreneurial Agriculture

In addition to traditional agricultural activities, numerous untapped and underutilized opportunities exist in agriculture. Entrepreneurial agriculture, for instance, is a new way of thinking of farms as innovative small businesses. The Michigan Land Use Institute states that entrepreneurial agriculture does not seek to replace current large-scale mass market agriculture but to complement it to find new opportunities, new markets, and to recognize the importance of local agriculture not only to the local economy but also to local lives and landscapes. Entrepreneurial agriculture is about adding value to products by providing local friendly service, by special processing, or by finding niches and new ways to market goods to consumers. It can be as simple as new ways of selling, labeling, processing, packaging, or creating a new perspective about raising crops.

Examples of entrepreneurial agriculture include:

- Direct marketing of agricultural products to consumers, such as local schools, farmers markets, and custom production for local restaurants.
- Niche marketing, such as ethnic foods, organic foods, and specialty farm products.
- Value added approaches to farming, such as fruit drying, jellies and jams, wine making, and agri-tourism.
- New grazing systems.
- Cooperatives marketing local free-range poultry, beef, or pork.
- Community supported agricultural operations where local consumers pay local farmers for a share of the following year's crops.
- Local marketing and/or direct delivery of all-natural products, such as grass-fed all-natural milk, to local grocers and health food stores.

Potential benefits associated with entrepreneurial agriculture and the flexibility behind the idea include:

- Opportunities to create net returns of 40 to 50 percent compared to conventional agriculture's 15 to 20 percent.
- Thinking and acting as a small business can keep small farms viable and provide another option to competing with the large-scale mass-market approach more typical of conventional agriculture.
- Small viable farms on the outskirts of communities can contribute more greenspace, fresh food, and local commerce to the community and the region.
- Creating a viable mix of large and small agricultural operations can contribute to the local community and region's farmland protection strategies.

Entrepreneurial agriculture is more appropriate now than ever before because of continuing shifts in consumer awareness and demands. For instance, farmers markets have increased nationwide by 63 percent from 1994 to 2000. Organic products have increased nationwide by 38 percent between 1999 and 2000 alone, as compared to a 4 percent increase for conventional groceries. The fastest growing categories of organic food products from 1999 to 2000 include meat and dairy alternatives at 215 percent; meat, poultry, and eggs at 64 percent; canned and jarred products at 51 percent; and dairy products at 40 percent.

Consumers spend a significant amount of money on groceries and at restaurants, and most of this food comes from distant locations. For example, a study by the University of Iowa noted that the typical tomato, can of corn, and loaf of bread travels 1,500 miles from field to plate. Coupled with changes in consumer awareness and demands, opportunities abound for local farmers to provide greater amounts of produce to local consumers. Additionally, the middleman processing, packaging, advertising, and distribution often account for 80 percent of the cost of food.

According to the Michigan Land Use Institute, for entrepreneurial agriculture to work, it requires close relationships between economic development professionals and the agricultural sector. It requires the involvement of local leaders to connect the small and mid-sized farms to the local economy and to bring business expertise and market knowledge to those farmers. It also requires state and federal cooperation in terms of working with and helping farmers understand regulations, particularly those pertaining to food inspection. Additionally, it requires the community to understand farmers and vice-versa so that communities can take advantage of the locations of local farms and for farmers to know local consumers' needs.

Future Business and Industrial Development

Future sites for commercial and industrial development are being proposed with consideration of the community's desire to maintain the agricultural base of the Town. In order to maintain agriculture, new commercial and industrial activities should be located in nodes rather than as strip development, primarily at intersections with state and/or county highways, and at major crossroads within the hamlets of Wayside, Morrison, and Lark. Traffic congestion, driveway access points, and a loss of rural character all become problematic when concentrations of retail sales or service establishments are located in strips. Therefore, future businesses in Morrison should be located near major intersections and separated from other nodes of businesses by residential, agricultural, or other low-intensity uses. The Town also wishes to allow existing businesses and industries the ability to expand their enterprises in their existing locations to maintain the Town's existing economic base.

The unincorporated hamlets of Morrison, Wayside, and Lark provide good examples of node-type commercial development. New small-scale retail or service businesses compatible with the rural character of the Town should be encouraged to locate in these hamlets as a means to further a unique identity for Morrison as a whole. This should be accomplished through the Town's zoning ordinance by rezoning lands in these areas as appropriate for small-scale commercial-type uses compatible with a rural community. Other higher-intensity businesses and industries that require sewer and water should also be encouraged to locate in the hamlet communities as these businesses would provide employment opportunities to Morrison residents within easy commuting distance.

The existing land use inventory for the Town of Morrison identifies a total of 17 acres for commercial use and 48 acres for industrial use. The Town is projected to need an additional 6 acres of commercial development and an additional 15 acres of industrial development based on the 20-year population projections.

Businesses and industries that wish to locate in Morrison and do not require public sewer and water should be of a nature that provide a service or goods to the local residents or in some way enhances the agricultural economy of the Town. Businesses that should specifically be encouraged in Morrison are those that contribute to the success of the farming economy, such as farm implement sales and welding shops. Other business types that should be encouraged are small retail shops that provide retail goods and/or services to the local residents of Morrison. Businesses that would require sewer and/or water service should also be considered, and the use of a Tax Incremental Finance

District should be considered for such businesses. Since the rural character of Morrison is important to its residents, the Town should ensure that any new businesses or industries are of a scale, architectural design, and site layout that conform to the rural character of the community.

Industrial and Commercial Design Standards

The Town can promote higher quality development and minimize the negative impacts of commercial and industrial development in the community through the use of restrictive covenants in the business and industrial parks, zoning restrictions, and design standards. Business site plans should consider inclusion of pedestrian amenities, such as sidewalks or trails (where appropriate), parking (preferably behind the building), and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt.

Morrison should consider a site design standard ordinance for new commercial and industrial development. This would spell out exactly what the Town is looking for in terms of building and site designs, and it would create a process in which the developer, Town, and neighbors will know what to expect as building and site designs are brought forward. The design standard ordinance should focus on those building and site design characteristics that enhance the Town's rural identity, such as natural siding materials, neutral colors, minimal signage, and landscaped parking areas.

Sensitivity to Natural Areas

Active agricultural lands, topography, wetlands, and streams contribute to the unique beauty of Morrison. Some of these areas are still void of development and, therefore, contribute to the rural character that the Town of Morrison residents treasure. Business development should be designed with consideration and integration of these natural features and agricultural activities to help maintain the atmosphere of the Town. The natural areas – where properly integrated into business development – can help to create trail linkages to provide wildlife corridors and to help facilitate stormwater management. The Town should consider the dedication of land for trails or parkways before approving commercial development proposals.

Special care should also be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs) by placing the ESAs in a conservancy zoning district. These features should be included in the design of business developments as integral amenities and, if possible, maintained in common ownership.

Brownfield Redevelopment

For commercial and industrial uses, the Town should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. This information can be used to encourage infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels. Once identified, brownfields should be cleaned

and promoted for redevelopment through the use of state and federal brownfield cleansing funds.

Home Occupations

Advances in telecommunications have allowed for many people to develop home offices or occupations. Home occupations can fill a number of roles for economic development in the Town and should be encouraged, so long as they remain consistent with the zoning ordinance requirements. If/when home occupations wish to expand beyond what would be permitted in a residential or agricultural area, they should either request a zoning change to an appropriate zoning or move to a site that is properly zoned for more intensive commercial or industrial uses.

Town, County, Regional, and State Economic Development Programs

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the Town and Town's businesses achieve their stated economic development goals and objectives. The Implementation chapter contains a comprehensive listing and description of programs the Town may wish to utilize in achieving its economic development objectives.

Town

Residents of the Town of Morrison rely heavily on the Green Bay Metropolitan Area and other nearby communities for many of their commercial needs. While commercial activity in the Town is minimal, it is critically important that residents of Morrison patronize the businesses that exist or new businesses that start up in the Town. Failure to do so will result in a reduction of available commercial services, reduced retail options, and vacant buildings.

Although the Town has no established incentive programs for economic development, it can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. The most important economic activity that Morrison can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities.

As previously mentioned, agricultural activity is estimated to account for \$11.1 million in products sold from Morrison farms. Because agriculture is such a large component of Morrison's economy, it should be encouraged to continue through Town policies that allow for its reasonable growth and continued viability consistent with the other elements of this comprehensive plan. For the small-scale farms, entrepreneurial agricultural activities, truck farming, direct farm-to-market sales, and farm-based value-added manufacturing should be actively encouraged as a means to maintain farming and the rural character in Morrison.

Changes to Wisconsin's Tax Incremental Financing (TIF) law were approved in early 2004. One of these changes provided (for the first time) for towns to have limited TIF powers. Pursuant to these changes, towns may now create TIFs for tourism, agriculture,

and forestry purposes. In general, Tax Incremental Financing can help a community undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Town of Morrison should consider such districts when appropriate. A few key aspects of these Town TIF districts include:

- Expenditure period – five years prior to termination.
- Maximum life before extensions – 16 years.
- Extensions allowed – no.
- Fee required – \$1,000.
- Tax increment allocations – no.
- Annexation restrictions – yes.
- Number of territory amendments – one during first five years.

County

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through the Brown County Planning Commission, to obtain low interest loans that will generate new employment opportunities and encourage expansion of the tax base. Through Brown County's partnership with Advance, the Town of Morrison also has access to development and grant information, as well as to economic development marketing services. In addition, all of Brown County has been designated as a community development zone by the Department of Commerce and is entitled to tax credits. Additional information about this designation is available from Advance.

Regional

Comprehensive Economic Development Strategy

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities served by the Commission, including the Town of Morrison, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

Northeast Wisconsin Regional Economic Partnership

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a technology zone by the Wisconsin Department of

Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides \$5 million in tax credits to businesses certified by Commerce and based on a company's ability to create jobs, to make capital investments, and to attract related businesses. The technology zone program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information is available and can be found at the following website: <http://www.eastcentralrpc.org/planning/economic.htm>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) contributes a number of economic development services that the Town should be aware of for its businesses. WPS maintains an online searchable database of available industrial buildings that the Town or Community Development Authority should ensure stays up-to-date through contact with WPS. The WPS economic development page can be a useful resource for the Town and is located at <http://www.wisconsinpublicservice.com/business/bcd.asp>.

State

Although the Implementation chapter provides a comprehensive list of state programs that the Town can consider utilizing to meet its stated goals and objectives, there are a few programs that the Town should strongly consider, and they are discussed in this section. The Department of Commerce District 3 Area Development Manager would be a good contact for these programs.

Community Based Economic Development (CBED) Program

The Community Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of businesses (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; business incubator/technology-based incubator; a venture capital fair; and regional economic development grants. Additional information regarding the CBED program can be found at <http://commerce.state.wi.us/CD/CD-bcf-cbed.html>.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to the Town, which then loans the funds to a business. When the business repays the loan, the Town may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the Town. The businesses within the Town may also utilize the existing Brown County Economic Revolving Loan Fund administered by the Brown County Planning Commission to provide loans to Town businesses. Additional

information regarding the CDBG-ED program can be found at the following website: <http://commerce.state.wi.us/MT/MT-FAX-0806.html>.

Milk Volume Production Program

The Milk Volume Production (MVP) program is designed to assist dairy producers who are undertaking capital improvement projects that will result in a significant increase in Wisconsin's milk production. This program was created to aggressively support Wisconsin's \$20 billion dairy industry. The goal of the MVP program is to provide qualifying dairy producers with the type of financing necessary to fill the "equity gap" and to partner with local communities to increase dairy production in Wisconsin. The MVP application process is competitive, and not all applications will be funded. Only those projects that have a comprehensive business plan and can demonstrate that they will have a long-term sustainable impact upon Wisconsin's milk production will be successful. Information regarding the Milk Volume Production (MVP) Program can be found at <http://www.commerce.wi.gov/MT/MT-FAX-0810.html>.

University of Wisconsin Extension

The University of Wisconsin Extension provides a number of resources and information related to agriculture and rural living. Information ranges from locations of nearest farmers markets to tips on saving for retirement. Information about the UW-Extension can be found at <http://www.uwex.edu/topics/Agriculture.cfm>.

Federal

The Town of Morrison, by nature of it having less than 10,000 residents and primarily located outside of the Green Bay Metropolitan Area, meets the requirements of some of the U.S. Department of Agriculture-Rural Development Programs. Therefore, the Town may be eligible for Rural Development Economic Assistance Programs. However, there are typically strict income limits associated with the programs, so the Wisconsin Division of USDA-Rural Development should be contacted regarding eligibility for certain programs. A complete listing of USDA-Rural Development programs can be found at <http://www.rurdev.usda.gov/wi/programs/index.htm>.

Recommendations

The following is a summary of economic development recommendations for the Town of Morrison.

General Recommendations

- Develop a comprehensive list of potential economic development funding mechanisms through the state and federal government.
- Encourage farming as an economic activity by discouraging new residential development near active farms.

- Support efforts by local farmers in entrepreneurial agricultural activities through direct farm-to-market sales and farm-based value-added business activities, among others.
- Continue to permit home occupations as small business incubators as long as they are clearly secondary to the residential use.
- Consider implementation of a commercial and industrial site and building design standards ordinance to ensure new development is consistent with the rural character of Morrison.
- Locate new small-scale local businesses in nodes near intersections rather than in long strips along main roads. New businesses should be encouraged to locate in the hamlets of Wayside, Morrison, and Lark.
- Coordinate with nearby communities in siting businesses that are part of a Green Bay/Fox Valley region business cluster or that fulfill employment needs in the area.
- Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.
- Business development should be designed with consideration of the sensitivity of the agricultural lands and environmental features that this plan identifies along the Town's primary drainage corridors.
- Business site plans should consider pedestrian access (where appropriate), parking (preferably behind the building), and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt, consistent with the rural character of Morrison.
- Contact the various economic development agencies for technical support and grant resources listed in this chapter when evaluating specific economic development projects.

Town Hamlets

- Consider development of a plan for the creation of town hamlet commercial areas with pedestrian-friendly streets and business facades in Wayside, Morrison, and Lark.
- Encourage the development of small retail shops or services in the town hamlets to meet local demand.

CHAPTER 5

Housing

The Town of Morrison has a good mix of new houses and well-kept older homes in the communities of Wayside and Morrison. As presented in the Issues and Opportunities chapter, the population, while growing, is also aging as the “baby-boomers” approach retirement age and the makeup of families continues to change. Identifying ways to maintain and increase the diversity of the housing choices for a changing population will become increasingly important in order to keep the Town growing and vibrant.

The Issues and Opportunities chapter of the plan contains the forecasts for new housing units within the Town of Morrison over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

Housing Characteristics

Age

Figure 5-1 shows that 50.5 percent of the housing units in the Town of Morrison are at least 65 years old, which is significantly older than the housing units in Brown County and the State of Wisconsin with 13.4 percent and 23.4 percent, respectively. Within the last 30 years, the Town has seen some increased activity in new housing unit construction. However, it still generally trails Brown County and the State of Wisconsin. As the older housing stock in the Town continues to age, it will be necessary for the Town to ensure that the homes remain in good condition through code enforcement, rehabilitation, and selective redevelopment.

Figure 5-1: Age of Housing Units in the Town of Morrison

Year Structure Was Built	Morrison	%	Brown County	%	Wisconsin	%
1990-1999	77	13.3%	19,322	21.4%	389,792	16.8%
1980-1989	47	8.1%	13,292	14.7%	249,789	10.8%
1970-1979	106	18.3%	17,449	19.3%	391,349	16.9%
1960-1969	15	2.6%	11,400	12.6%	276,188	11.9%
1950-1959	20	3.4%	10,910	12.1%	291,948	12.6%
1940-1949	22	3.8%	5,776	6.4%	178,914	7.7%
1939 or Earlier	293	50.5%	12,050	13.4%	543,164	23.4%
Total	580	100.0%	90,199	99.9%	2,321,144	100.1%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Summary File 3 - Sample Data.

Note: Percentages may not total 100 percent due to rounding.

Structures

The Town of Morrison has a significantly higher percentage of 1-unit detached structures (typically single-family homes) at 91.2 percent than either Brown County or the State of Wisconsin at 63.2 and 66.0 percent, respectively. The Town has a proportionately much smaller percentage of duplexes and all types of multifamily units. Since the Town has public sewer service, which is critical to more diversified housing choices, Morrison should actively encourage a wider range of housing choices for existing and new residents, particularly in the communities of Wayside and Morrison. A more diversified housing stock will also help the Town accommodate the demographic changes identified in the Issues and Opportunities chapter of a slowly growing and aging population. Figure 5-2 identifies the total number of units within each type of structure in Morrison.

Figure 5-2: Units in Structure for Morrison, Brown County, and Wisconsin

Units in Structure	Morrison	%	Brown County	%	Wisconsin	%
1-Unit Detached	529	91.2%	57,000	63.2%	1,531,612	66.0%
1-Unit Attached	8	1.4%	4,428	4.9%	77,795	3.4%
2 Units	20	3.4%	8,143	9.0%	190,889	8.2%
3 or 4 Units	2	0.3%	3,554	3.9%	91,047	3.9%
5 to 9 Units	0	0.0%	6,214	6.9%	106,680	4.6%
10 to 19 Units	0	0.0%	4,032	4.5%	75,456	3.3%
20 or More Units	0	0.0%	5,172	5.7%	143,497	6.2%
Mobile Home	21	3.6%	1,649	1.8%	101,465	4.4%
Boat, RV, Van, Etc.	0	0.0%	7	0.0%	2,703	0.1%
Total	580	100.0%	90,199	100.0%	2,321,144	100.0%

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Summary File 3 - Sample Data.

Occupancy

Figure 5-3: Change in Housing Occupancy Characteristics in Morrison, 1990 and 2000.

	1990 Census	% of Total	2000 Census	% of Total	Increase or Decrease	Percent Change 1990 - 2000
Total Housing Units	497	100.0%	580	100.0%	83	16.7%
Occupied Housing Units	477	96.0%	562	96.9%	85	17.8%
Owner-Occupied	402	84.3%	507	90.2%	105	26.1%
Renter- Occupied	75	15.7%	55	9.8%	-20	-26.7%

Source: U.S. Census Bureau Table H7, 2000; and General Housing Characteristics, Table 67, 1990.

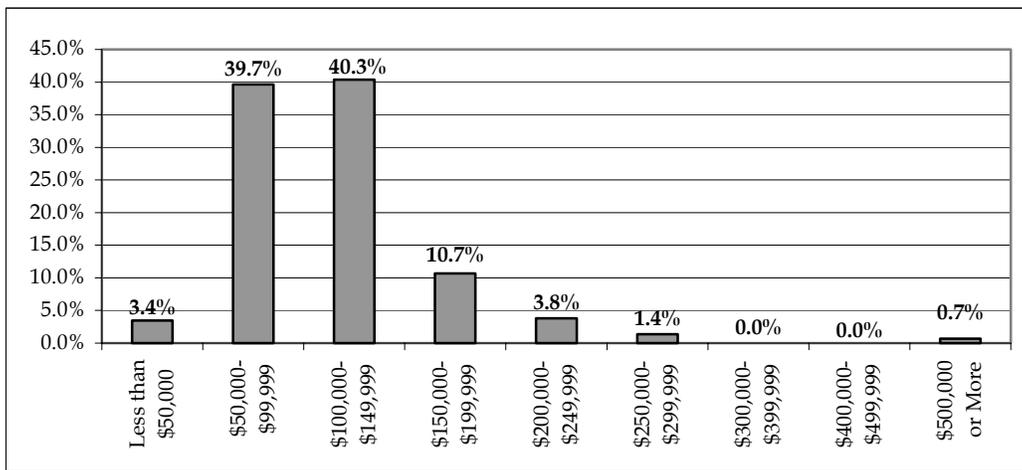
According to the 1990 U.S. Census, there were a total of 497 housing units within the Town of Morrison. This compares with 580 units in 2000, which is an increase of 83 units (16.7 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 84.3 percent of the Town's dwelling units in 1990, and this percentage actually increased to 90.2 percent by 2000. This trend is not unlike other rural Brown County towns. Since Morrison has public sewer available, the Town should consider the inclusion of more

rental units to ensure that it has an adequate range of housing choices for all existing and future Morrison residents. Figure 5-3 summarizes the changes that occurred between 1990 and 2000.

Value

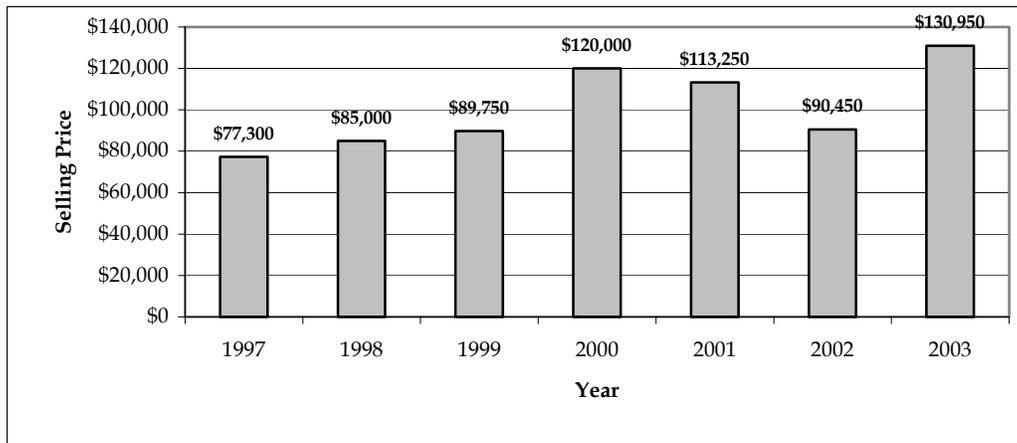
According to the 2000 census and as shown on Figure 5-4, the largest segment of the Town’s homes is valued between \$100,000 and \$149,000 (40.3 percent), while 39.7 percent of the homes are valued between \$50,000 and \$99,999. When reviewing the 2000 census median home value for Morrison (\$119,000) compared to that of Brown County (\$116,100) and the State of Wisconsin (\$112,200), it is apparent that the value of the homes in Morrison is generally similar to that of Brown County and the State of Wisconsin.

Figure 5-4: Town of Morrison Housing Values in 2000



Source: U.S. Bureau of the Census, 2000 Census of Population and Housing Sample Data, Table H74 Value for Specified Owner-Occupied Housing Units.

Figure 5-5: Median Sale Price of Existing Single-Family Residential Homes in Town of Morrison, 1997-2003.



Source: Brown County Property Listing, Brown County Planning Commission, 2004.

Based on an analysis of homes sold in Morrison from 1997 through 2003 (from Brown County Property Listing), the median sale price of a single-family residential home increased from \$77,300 in 1997 to \$130,950 in 2003. This is an increase of \$53,650, or 69.4 percent, in just seven years. Due to the relatively few homes that sold in Morrison over this time-period, the data per year could be skewed as the result of either a single high-cost home sale or, conversely, a single very low home sale. The median sale price by year is displayed in Figure 5-5.

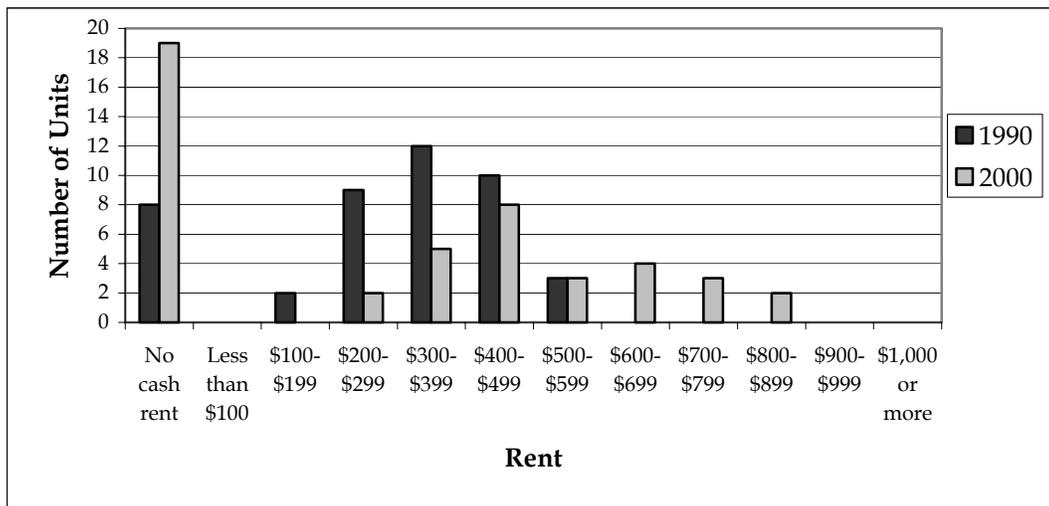
Housing Expenses

In order to compare housing costs across a set time-period, in this case 1990–2000, inflation must be taken into account. The Consumer Price Index (CPI-U-RS), created by the U.S. Bureau of Labor Statistics (BLS) and revised annually, was used to determine the appropriate inflation factor. The revised CPI-U-RS series, released in April 2002 by the BLS, shows that the index value for 1990 was 196.3 and 250.8 for 2000. Therefore, the factor to adjust to 2000 constant dollars is 250.8/196.3 or 1.277636. In the following analyses of rent and mortgage expenses, the median values will be adjusted by the inflation factor of 1.277636.

Rent

Between 1990 and 2000, the median gross rent for a rental unit in Morrison increased from \$375 to \$475, which is an increase of 26.7 percent in ten years. When inflation is factored in and restated in terms of 2000 dollars, the 1990 rent is \$479. Therefore, the rent charged in Morrison was actually less expensive in 2000 as compared to 1990 even though there were fewer rental units available. Figure 5-6 compares the ranges of gross rent costs in 1990 and 2000.

Figure 5-6: Gross Rent in Town of Morrison, 1990 and 2000.

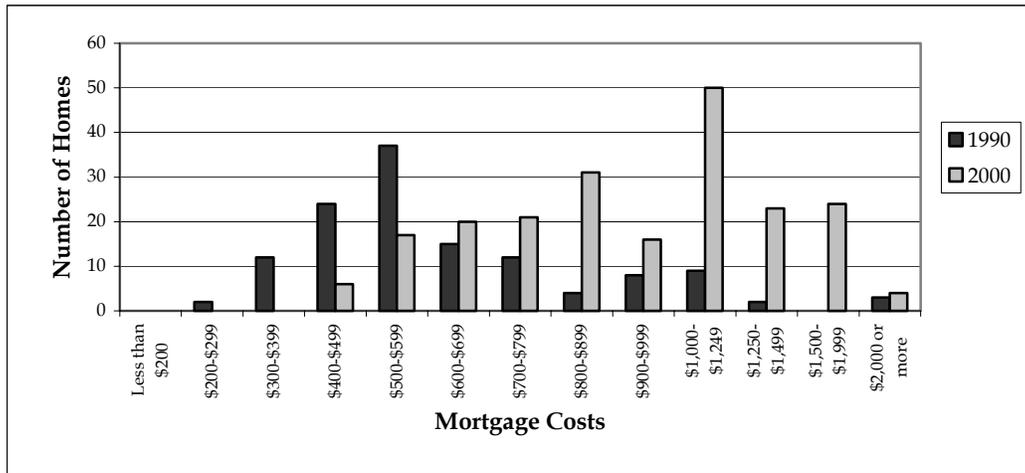


U.S. Bureau of the Census, 1990 and 2000 Census of Population and Housing

Mortgage

Coinciding with the new large homes that were built in Morrison between 1990 and 2000, the median monthly mortgage cost increased. In 1990, the median monthly mortgage cost for a home in Morrison was \$570. When inflation is factored in, the 1990 median monthly mortgage expense equates to \$728 in constant year 2000 dollars. The 2000 median monthly mortgage cost was \$969, which is \$241 (33.1 percent) more than the inflation-adjusted 1990 cost and is reflective of the investment value associated with owning a home. (See Figure 5-7.)

Figure 5-7: Mortgage Costs in the Town of Morrison, 1990 and 2000.



U.S. Bureau of the Census, 1990 and 2000 Census of Population and Housing

Housing Affordability Analysis

The Housing Affordability Analysis is based on the recommended process contained in *Housing Wisconsin: A Guide to Preparing the Housing Element of a Comprehensive Plan*, developed by the University of Wisconsin Extension. This process is being used to estimate if there is an adequate supply of affordable housing for Morrison residents with limited means. The analysis for Morrison is based on a 4-person family median income of \$59,013 per year, according to the 2000 census.

The approach required by the U.S. Department of Housing and Urban Development (HUD) for consolidated plans is to look at the median income for a community and determine how many units are available to various low- and moderate-income households. Extremely low-income households are those with incomes below 30 percent of the area median household income. Very low income is defined as an income between 30 percent and 50 percent of the area median household income. Low-income households are those with incomes between 50 percent and 80 percent of the area median household income. Moderate-income households have incomes between 80 percent and 95 percent of the area median household income. HUD defines affordability as paying no more than 30 percent of household income for housing. The affordability threshold is not an underwriting standard and does not mean that households are unable to pay more than that amount. Households may choose to pay more to get the housing they

need or want. However, according to HUD standards, people should have the choice of having decent and safe housing for no more than 30 percent of their household income.

The Morrison analysis found that a family of four within the 50th percentile bracket of median family income (\$29,507) looking for housing in the Town could spend up to \$737.66 per month in rent or mortgage/interest/property tax escrow if they allocate up to 30 percent of their income to housing. According to the 2000 U.S. Census, there are approximately 43 homes in Morrison that currently have mortgage payments of \$700 or less and approximately 22 rental units that rent for less than \$700 (not including the 19 units for which no cash rent is paid). This means that the Town contains a total of approximately 65 affordable housing units for a family of 4 within the 50th percentile bracket of median household income. This represents about 11 percent of Morrison's 3,085 total housing units in the year 2000.

In further interpreting the findings, there are 75 families in the Town that earn less than \$29,999. As stated in the previous paragraph, in 2000 there were 43 homes and 22 rental units in the Town with mortgage or rent payments of less than \$700, and they would, therefore, be within the purchasing power of these households, totaling 65 affordable units. As is evident from the 75 families that would qualify as seeking affordable housing, there may be a shortfall of affordable housing in the Town.

The average sale price of a single-family home in the Town of Morrison is currently over \$130,000. Therefore, a home that was purchased in 1990 may have a mortgage that would appear affordable, but if the same home were sold today, the selling price and, therefore, the mortgage would increase and would likely be taken out of the affordable range. Increasing the Town's supply of affordable owner-occupied and rental housing will be increasingly important as the Town continues to grow.

The Brown County Comprehensive Plan Housing chapter analyzed the amount of affordable housing each community in Brown County contained (based on year 2000 census data and on the Brown County 50 percent of median family income of \$28,946 per year resulting in \$700 being available per month for rent or mortgage, interest, and property taxes) as a percentage of its total number of housing units. According to the County plan analysis, the Town of Morrison contained 579 total housing units in 2000, accounting for 0.64 percent of the total number of Brown County housing units. Of the 579 total housing units in the Town, 43 owner-occupied units (0.78 percent of the total Brown County affordable owner-occupied housing) and 22 renter-occupied units (0.09 percent of the total Brown County affordable rental housing) were available for under \$700 per month. The renter-occupied percentage is below the Town's proportional share of total housing units in the County, indicating a proportional shortage of affordable rental housing units within the Town.

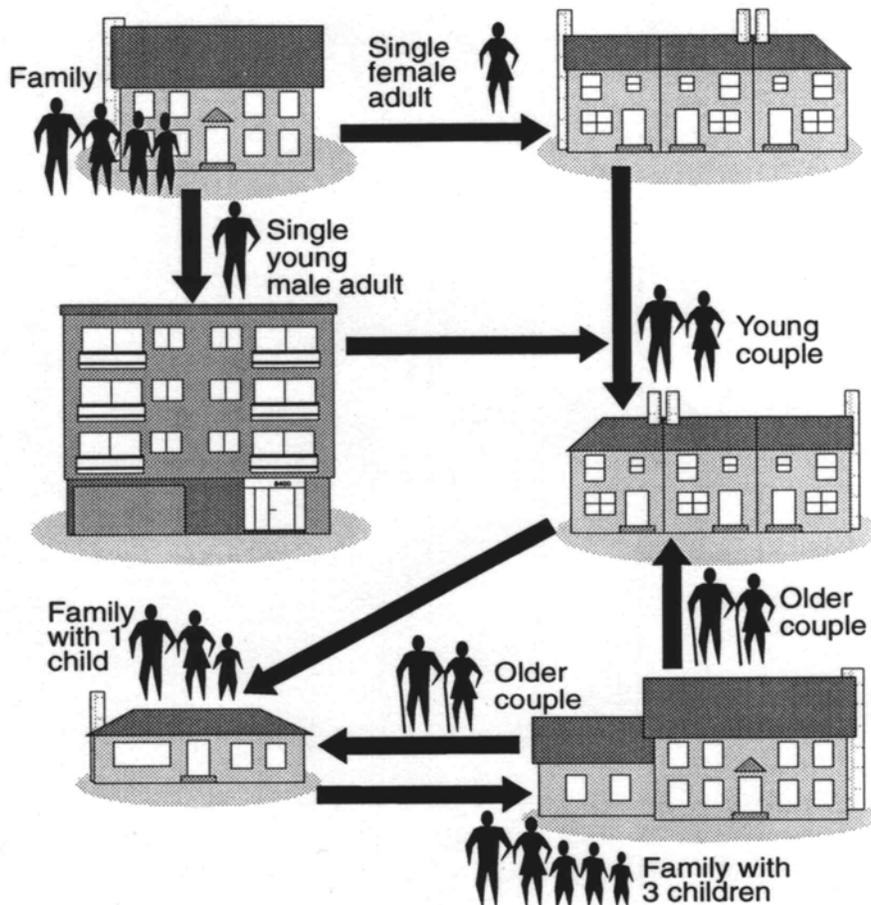
The Brown County Comprehensive Plan states as one of its recommendations: "Challenge the local communities to provide a percentage of affordable housing proportional to their percentage of total housing units in Brown County." As the analysis indicated, the Town is below its proportional share of affordable owner-occupied and rental housing units. Therefore, as the Town continues to grow, identifying and implementing development techniques or ordinance changes that

promote the development of affordable rental housing units in the Town where appropriate and feasible should be encouraged.

Range of Housing Choices

In order for the Town to continue to grow, working with developers to create a range of housing choices for existing Town residents and for those who may wish to move to the Town (consistent with Town plans and zoning) will be necessary. A range of choices allows a young family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility, all without having to move out of Morrison. This section contains a series of recommendations the Town can implement to maintain its current housing stock and development pattern while creating more affordable housing units and a range of housing options. Figure 5-8 provides a representation of how a person's housing preferences might change over time.

Figure 5-8: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003.

Smaller Residential Lot Sizes

One of the first and easiest ways for the Town to increase the amount of affordable housing is to encourage the use of smaller lots (consistent with Town plans and zoning). Decreasing minimum lot sizes and frontages would (in addition to helping to keep housing costs down) provide for greater efficiencies in the delivery of such services as sewer (where available), postal delivery, garbage, and school bus pickup. Also in terms of cost savings, the more homes that front on a street, the less the impact would be on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs. However, there may be instances when smaller lots may not be appropriate, such as when public sewer and water is not available or when community systems (private wells and/or septic systems shared by many adjacent landowners) are not possible.

Accessory Apartments on a Residential Parcel

As Morrison residents continue to age, there often comes a time when they might not want to maintain a separate home but do not want to be placed in a retirement or elderly care home. An alternative would be to consider small, secondary living quarters on one residential parcel when consistent with Town plans and zoning. These “granny flats,” as they are sometimes called, allow the elderly to maintain their own independent living quarters for sleeping and washing while being able to easily interact with their family for meals and socializing in the principal residence.

Traditional Neighborhood Development (TND)

Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. Typical neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a 5-minute walking distance (about a quarter-mile) from the neighborhood edge to the center and a 10-minute walking distance (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the community by driving, walking, and bicycling.

Forms of housing within a traditional neighborhood are mixed so people of different ages and income levels have opportunities to live in various parts of the community. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease.

Traditional neighborhood development is particularly appropriate in areas of higher-density infill development or in areas directly adjacent to existing development. However, TND is more than just increased residential density. Traditional neighborhood development is a “package” of amenities, including public and institutional uses, integrated neighborhood commercial uses, a mix of residential types and styles, a

connected street pattern, and an array of transportation options. TNDs would be particularly appropriate in the rural hamlets of Morrison and Wayside since they both have available public sewer services and a mix of uses already in place.

A series of photos taken in March of 2001 in the City of Middleton, Wisconsin, is included in this section to illustrate the concepts of traditional neighborhood developments, mixed uses, and the architecture that supports these concepts. When viewing these pictures, please note that:

- The garage is either recessed on the side or behind the house.



Single-family home with rear attached garage.



Duplex on a corner lot.

- The front of the house is dominated by the presence of a front porch rather than the garage.
- The homes have minimal or zero setbacks from the right-of-way.
- Neighborhood streets are very narrow (approximately 18-24 feet between the curbs) to slow traffic.



Single-family homes on a narrow street with garages attached on the sides of the homes.



TND homes fronting a narrow street (the garages face the alleys behind the homes).

- Duplex and multifamily units are architecturally similar to the single-family homes and, therefore, blend into the overall neighborhood character.
- Although the architectural styles of the homes range from smaller bungalows to larger 2-story homes, they blend together to provide an architecturally pleasing neighborhood.

- Alleyways are used behind some of the homes to further enhance the home as the primary architectural feature rather than the garage and driveway.
- Narrower lots promote more of a neighborhood feel as opposed to an isolated home in the middle of a large lot.



Alleys and garages behind homes.



Apartment building across from a commercial use.

- Sidewalks are available throughout the development on both sides of the street to promote walking and interaction with neighbors.
- Small commercial uses are located at the entrance of the development to serve the neighborhood resident.
- Larger apartment homes and live/work units are located within this area in easy walking distance to commercial uses and the bus line.
- Commercial buildings have second floor residential uses.



Neighborhood deli and convenience store.



First floor commercial and second floor residential uses.

Conservation by Design Developments

The Town of Morrison has a number of places where there may be critical environmental or historical features that should be preserved even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both preservation and development. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the preservation feature(s). When first identifying the

areas for preservation, it should be made clear exactly who would own and be responsible for the care and maintenance of the preserved areas. Conservation by design development is discussed more thoroughly within the Land Use chapter.

Mixing of Residential Types

One of the components of traditional neighborhoods that may be considered within appropriate areas in the Town is the inclusion and mixing of different housing types. Historically, housing types were mixed. However, more recently, housing types other than single-family detached homes have been grouped together, thereby concentrating the uses. Mixing the housing types avoids the concentration of large tracts of rental properties and their perceived negative impacts. Residents and landlords of rental units are more apt to better maintain their properties if they are mixed with owner-occupied housing.

Mixed Uses in Residential Developments

The majority of residential subdivisions developed over the past 50 years consists almost exclusively of single-family detached homes separated from any commercial, institutional, or even recreational uses. This results in residents of these subdivisions having to utilize a vehicle to travel to a store, school, or park instead of having the opportunity to walk or bike a relatively short distance to these land uses. The separation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.

In order to encourage people to walk and bike, uses other than only single-family residential uses should be encouraged within new neighborhoods where appropriate and feasible. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be located in places that provide a focal point, gathering place, and identity for the neighborhood and its residents.

In order for uses other than single-family detached homes to be palatable to surrounding property owners, the neighborhood commercial, higher density residential, and institutional uses all need to be of a scale and design that blend in with the residential character of the neighborhood. In order to achieve the desired seamless integration of these uses into the neighborhoods in areas intended and appropriate for mixed uses, strict design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors would expect for the building, and the neighbors would know that the development would meet their expectations, as well.

Educate Residents and Homebuilders Regarding "Visitability" Concepts

As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home can cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, "visitability" applies to the construction of

new single-family homes to make them “visit-able” by people with physical or mobility disabilities. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time.

Summary of Recommendations

It is very important for the Town to continue to monitor its progress in meeting the goal and objectives of the plan’s Housing chapter. To attain the goal and objectives, the following recommendations were developed based on the input received from the town-wide visioning session, survey, citizens advisory committee meetings, State of Wisconsin Comprehensive Planning Law, and sound planning principles:

- Encourage the identification and implementation of development techniques or ordinance changes that promote the development of affordable housing units in the Town where appropriate and feasible.
- In areas of the Town with unique or critical natural, cultural, or agricultural resources, conservation by design developments could be encouraged. The natural or cultural resource areas should be preserved as part of the permanent greenspace and the development built around these resources.
- Continue to ensure that the Town’s housing stock remains in good condition through code enforcement and the adoption of a housing and property maintenance code.
- Areas of the Town already served by public utilities that can be infilled with residential uses and land that can be efficiently served by public utilities should be priorities for residential development.
- Encourage the placement of new unsewered homes in areas that will not adversely affect active farming operations. Site locations that should be considered include along fence lines, on nonprime agricultural soils, wooded or other non-farmed areas, and close to the road. Homes should generally not be placed in the middle of active farm fields or have long driveways that cross through an actively farmed field.
- Keep informed of housing affordability issues and the possible need for more affordable homes in Morrison as the population continues to grow, age, and diversify.
- Consider expansion of the range of housing choices in the Town by including at least two housing types in any sewerred residential project containing more than 30 acres. As the acreage of the residential project increases, so should the number of housing

types. This can be achieved with a variety of housing types, such as single-family homes, duplexes, condominiums, townhouses, and apartments.

- To increase the supply of affordable housing, the Town should work with developers to encourage the development of housing choices and traditional neighborhoods with smaller lots and homes in the communities of Morrison and Wayside, consistent with Town plans and zoning. Smaller homes and lots may become increasingly important as the “baby boomers” approach retirement age and look to move into smaller, easier to manage homes. These homes would also offer first-time homebuyers the opportunity to enter the Town’s housing market.
- Consistent with Town plans and zoning, avoid concentrations of rental housing by encouraging a mixture of housing types and styles. Rental housing is vital to any community and should be distributed throughout the Town as public services become available.
- In areas intended and planned for multifamily buildings, design standards should reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.
- Consistent with Town plans and zoning, new residential developments should allow for mixed uses that provide a place for housing and allow secondary uses (secondary living quarters, commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character and scale.
- The Town should contact the Brown County Housing Authority and Wisconsin Housing and Economic Development Authority (WHEDA) for additional information and resources.

CHAPTER 6

Utilities and Community Facilities

Introduction

The type and quality of services a community provides are two of the most important reasons why people and businesses are attracted to and choose to remain within a community. Healthcare, childcare, and schools are examples of services that are often most important to the residents of a community, while utilities, power supply, and power transmission capabilities are examples of services that are often most important to businesses and industries.

As a community grows and matures, so does its need for services. Most often considered in this regard are sanitary sewer, public water, and stormwater management. Most small rural communities do not provide such services, but at some point as they continue to grow, such services become essential to the continued health, welfare, and safety of the community. In addition, federal and state rules (such as the Clean Water Act) often govern various aspects of such services.

Of particular importance to the Town of Morrison and among the top ranked issues raised during the visioning session held for this comprehensive plan were keeping Way-Morr Park open and county-owned, maintaining the Town's excellent services, building a new town hall, and retaining existing levels of fire, school, and other services.

Experiences from across the country have shown time and again that to provide high quality services, a community like Morrison must maintain, upgrade, and reevaluate its utilities, facilities, and other services. This means that the Town should periodically evaluate its existing services to ensure their continued provision in the most cost-effective manner possible and consistent with the community's long-term goals, trends, and projections, as well as consider the elimination of unnecessary services and the provision of new services when necessary. This process would also help address the issues that were raised at the visioning session. The analyses and recommendations within this chapter of the Town of Morrison Comprehensive Plan are the first step in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

For all of these reasons and more, the continued provision of quality services is very important to the Town of Morrison.

Background

The Town of Morrison is a slowly growing rural town that provides a limited range of utilities, facilities, and other services.

The Town of Morrison currently provides:

- Two volunteer fire departments: the Wayside Volunteer Fire Department (with two fire stations in Wayside) and the Morrison Volunteer Fire Department (with two fire stations in Morrison).
- A public wastewater collection, treatment, and disposal system for the unincorporated communities of Morrison and Wayside.
- A new town hall (completed at the end of 2004) that houses the administrative functions of the Town.
- A solid waste and recycling drop-off site.

The Town of Morrison contracts with:

- Onyx for solid waste and recycling collection and disposal from the Town's collection site.
- The Brown County Sheriff's Department for police service.
- County Rescue Services Inc. located in the Village of Bellevue for rescue services for the Town.

Private providers arrange telecommunication, power, cemeteries, healthcare, care for the elderly, and childcare services within the Town.

Opportunities and Challenges

Challenges associated with the Town's utilities, facilities, and other services are related to the proper timing, location, and construction of new infrastructure, the possible need for new or higher levels of services as resident and business populations and needs change, greater economic competition within the region, fiscal constraints, and new legislation and regulations. Opportunities include a healthy local population, potential efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.

Inventory and Analysis

This section of the Utilities and Community Facilities chapter provides detailed information about the Town of Morrison's utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

Sanitary Sewer Service (Offsite Sewage Disposal)

Several major federal laws have been enacted over the past 100 years to protect our nation's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable

pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants.²

The unincorporated community of Morrison was first identified as a future sewered area (to be provided public sanitary sewage treatment and disposal) in the Brown County Sewage and Solid Waste Plan-1972, prepared by the Brown County Planning Commission. However, the subsequent 1982 and 1987 County sewage plan updates removed this area from consideration as a future sewered area. The Morrison area (and, for the first time, the Wayside area) was once again identified as future sewered areas in the 1995 update of the County sewage plan. The Town of Morrison Sanitary District No. 1 was created in 1980 and encompasses lands in the Morrison and Wayside portions of the Town. The sanitary district's first facilities plan was prepared in 1985 and amended in 1986, 1988, and 1991. It was eventually recommended that a publicly-owned wastewater treatment plant (WWTP) be constructed to serve the unincorporated communities of Morrison and Wayside. The WWTP was completed in 1994, and public sanitary sewer service was provided to the Morrison and Wayside portions of the Town shortly thereafter. The WWTP is located along Morrison Road in the unincorporated community of Morrison.

In 1980, a sanitary district was also established for the unincorporated community of Lark, but because of anticipated high costs and a low number of potential users within the Lark Sanitary District, public sewer service for this area was ultimately not pursued.

The Morrison WWTP is an activated sludge-type treatment facility, discharges its treated effluent to a tributary of the Branch River, and disposes its treated sludge on nearby farmlands. It has a design hydraulic loading capacity of 57,000 gallons per day and received an annual average flow rate of 41,000 gallons per day in 2004. The treatment plant also has a design BOD (biological oxygen demand) loading limit of 96 lbs/day (pounds per day) and received an annual average loading of 64 lbs/day in 2004 and a design TSS (total suspended solids) loading limit of 105 lbs/day and received an annual average loading of 84 lbs/day in 2004. This accounted for approximately 72 percent of the design hydraulic loading capacity, about 67 percent of the design BOD loading capacity, and about 80 percent of the design TSS loading capacity of the treatment plant.

A review of the historic sewered population levels within the Town is provided in Figure 6-1. The current Morrison sewer service area (SSA) is shown in Figure 6-2.

Figure 6-1: Sewered Population Trend

Year	Sewered	Percent	Non-Sewered	Percent	Total
1980	0	0	1,565	100.0	1,565
1995	400	26.7	1,094	73.2	1,494
2003	500	29.6	1,189	70.4	1,689

² This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Town of Morrison, this planning is currently contained in the Manitowoc River Basin Water Quality Management Plan, prepared in May 1997, and the Twin-Door-Kewaunee Water Quality Management Plan, prepared in March 1995, both prepared by the Wisconsin Department of Natural Resources, and the 2002 Brown County Sewage Plan, which was approved by the Brown County Planning Commission and endorsed by the Wisconsin Department of Natural Resources in March of 2003.

Sanitary sewer service is currently provided to the unincorporated communities of Morrison and Wayside in the western portion of the Town of Morrison. In 2004, there were approximately six miles of sanitary sewer pipe and three lift stations within the Town.

There are no currently known concerns or issues associated with the Morrison WWTP. The sanitary district does have a regular inspection program of its sewerage system and is generally aware of the demands future growth will impose upon the treatment plant and its collection system. In this regard, the sanitary district has begun discussions about the eventual expansion of the WWTP. The location of the Town's sanitary districts is shown on Figure 6-3.

Although the sewered population of the Town has not increased significantly since initial construction of the sanitary sewer collection system in 1994, it is envisioned that this is beginning to change as discussed in the Land Use chapter of this plan. During 2003 and 2004, 38 new subdivision lots were platted within the sewer service area. In addition, the Town is aware of proposed subdivisions that are being considered by various landowners within or adjacent to the sewer service area. Based upon this information, the Land Use chapter envisions an additional 188 people within the Town by the year 2025, of which about 66 percent (or about 124 people) will utilize or eventually utilize the public sanitary sewer system. The Land Use chapter, as well as this chapter, proposes the gradual expansion of the sewer service areas, as well as the sanitary district and the 20-year growth increment, to eventually expand from the Morrison and Wayside areas to the Lark area, as well as to the lands in between the three hamlets. This rate of growth and development will impact Morrison's infrastructure, particularly its sewerage system.

Consistent with the growth and development patterns recommended in the land use chapter, it is proposed that abolishment of the Lark Sanitary District and consolidation with the Morrison Sanitary District be considered prior to expansion of public sanitary sewer service to that area. Such an action would help ensure that the expansion of growth, development, and infrastructure from the Morrison area to the Lark area could occur efficiently and seamlessly at a time and pace with which both the Town and the sanitary district is comfortable.

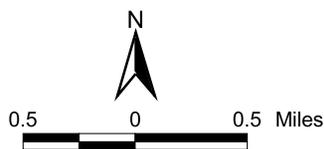
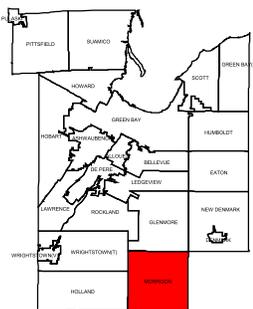
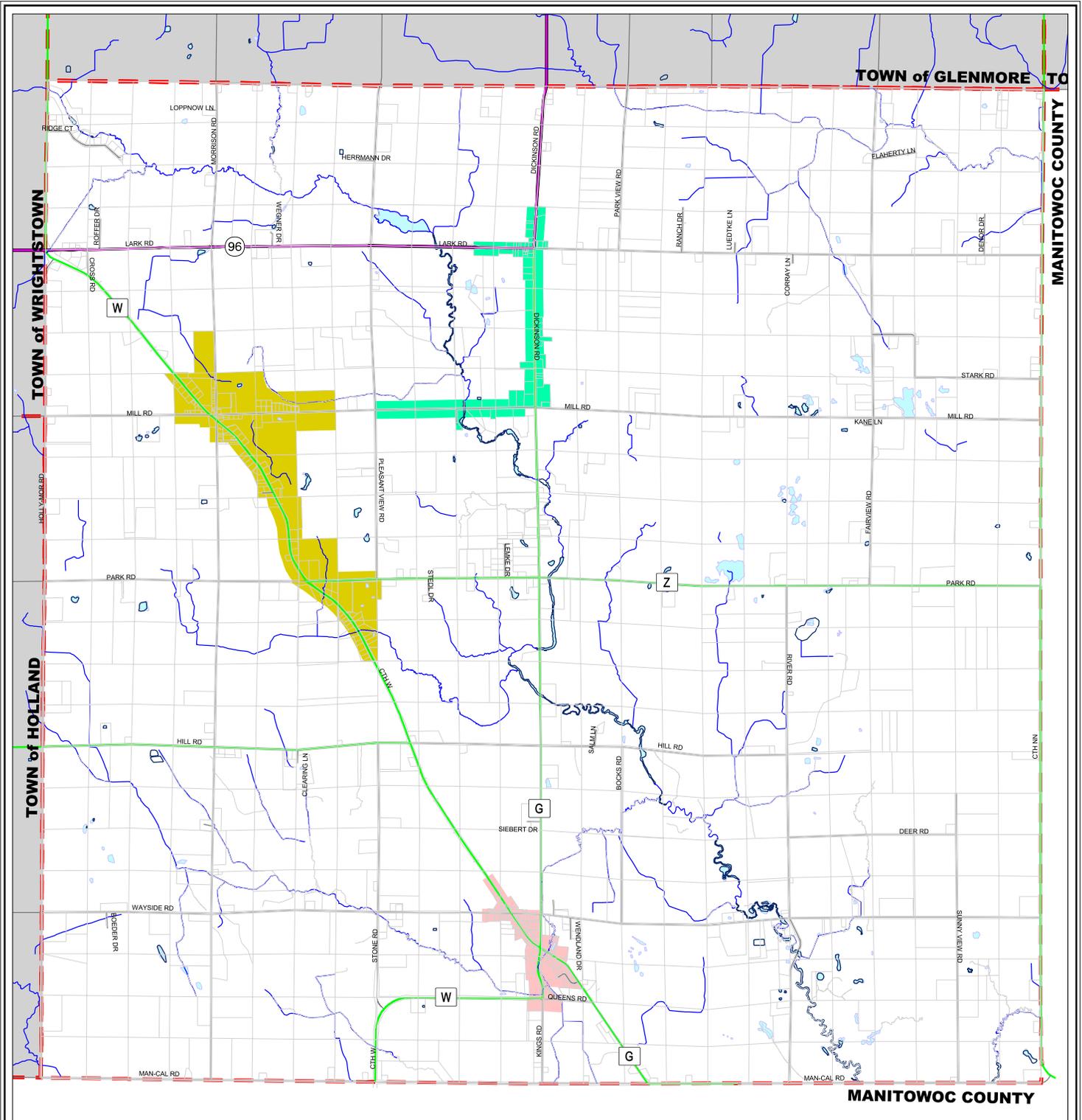
Sewer service area planning is a state water quality program administered by the Wisconsin Department of Natural Resources (DNR) pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and COM 82 require that wastewater facility plans, sanitary sewer extensions, and large onsite sewage disposal systems must be in conformance with an approved areawide water quality management plan. The Brown County Planning Commission (BCPC) is the designated areawide water quality management agency for sewer service area planning within Brown County. Thus, the BCPC determines sewer service areas, subject to approval by the DNR.

The 2002 Brown County Sewage Plan identifies the extent of sewer service areas in the Town of Morrison and the rest of Brown County. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations for providing compact, easily serviced growth. The delineated sewer service area represents the area that should be sufficient to accommodate the

Figure 6-3

Sanitary Districts

Town of Morrison, Brown County, WI



- Sanitary Districts**
- Lark
 - Morrison
 - Wayside

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department, November, 2004.

community's projected growth for a 20-year timeframe, along with some margin for allowing market conditions to operate.

Federal, state, and county rules require that the amount of land contained within a sewer service area be based on the 20-year population projection prepared by the Wisconsin Department of Administration. This 20-year population projection is then incorporated into an elaborate formula that takes into consideration expected future population, average lot size, average number of people per household, and various market and road factors. Once determined, the sewer service area should have sufficient acreage to satisfy the 20-year population growth for a municipality and with a moderate amount of flexibility built in. The sewer service area boundary is typically revised every five years or so during a countywide update of the County sewage plan. In addition, municipalities may ask for an amendment to the sewer service area to address changing conditions or trends. Amendments must be reviewed and approved by the municipality, the BCPC, and the DNR.

Although this comprehensive plan envisions the development of approximately 537 acres of vacant developable land over the next 20 years (of which at least 66 percent, or about 359 acres, is to be provided public sewer), the Morrison sewer service area only provides approximately 152 acres of vacant developable land. The County sewage plan does state that as these approximately 152 acres of vacant developable land are developed, they can be replaced through sewer service area amendments. This process was specifically created to allow the sewer service areas to grow and expand in direct relationship to the growth and development occurring within them.

Based upon this information, it is apparent that the Town's development rates, ratio of sewered to unsewered development, and the direction of sewered growth and development are greater than that predicted in the County sewage plan. It is recommended, therefore, that the Town of Morrison and Morrison Sanitary District provide this information to the DNR and BCPC and request that they incorporate it into their individual planning efforts to the greatest extent possible.

This growth and development would result in an increase of flows and loads to the Morrison WWTP of about 0.0093 mgd flow, about 21 lbs/day BOD, and about 21 lbs/day TSS. This represents about 16 percent, 22 percent, and 20 percent, respectively, of the capacity of the treatment plant. Therefore, by the year 2025, the WWTP would be at about 88 percent of design flows, at about 89 percent of its design BOD loadings, and at about 100 percent of its design TSS loadings. However, these flow and loading projections only include residential contributions. Additional contributions are anticipated from new commercial and industrial development, but exactly how much and when is currently unknown. Based upon this information, it is recommended that the Town and the sanitary district continue discussions about the timing and extent of changes that will be necessary at the Morrison wastewater treatment facility to ensure its ability to service the growth and development anticipated in this comprehensive plan. While capacities are not anticipated to be reached until late in the 20-year planning period of this comprehensive plan and short-term solutions are possible (such as discontinuance of accepting outside haulers' waste and limiting the amount of future sewer connections as discussed in the Land Use chapter) and due to the uncertainties

inherent in predicting the amount and timing of this growth, it is recommended that the Town of Morrison and the Morrison Sanitary District update the district's facility plan for the WWTP as soon as feasible but no later than within the next few years.

To address this growth, additional major collection system components, such as interceptor sewers, lift stations, and forcemains, as well as continued maintenance of the existing sewerage system, will be necessary. Major anticipated changes are to be identified as part of the facility plan update.

To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. For instance, whenever possible, sanitary system modifications within a specific area should be undertaken at the same time as water, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

Based upon this information, it is recommended that the Town expand its long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized and located for anticipated growth and development.

It is also recommended that the Town of Morrison expand its collection and treatment systems in conformance with the 20-year growth increment identified within this plan, promoting infill development and efficient and cost-effective growth patterns.

Should significant amounts of development occur outside of the Morrison and Wayside SSAs, further amendments and expansions of those SSAs may become more difficult to obtain. This is due to the fact that the size of the SSAs are based on a series of assumptions, the most important in this case being that at least 23 percent of the development within the Town will occur with public sanitary sewer service. Should this goal not be maintained, the County sewage plan indicates that it will utilize the Town's actual sewered development rates to size the Morrison SSA, likely resulting in a slower growing SSA.

Should significant development occur outside of the growth increments and without public sewer, it will become more costly and more difficult for the Town and the sanitary district to expand its public sewer system. This is discussed in more detail at the end of this chapter.

Onsite Sewage Disposal Systems

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by offsite systems. Typical examples of onsite systems include holding tanks, conventional septic systems, and pressure systems used by individual homeowners and small

businesses located in rural areas. Information provided in the Brown County Soil Survey indicates that the majority of the soils within the Town of Morrison have severe or very severe limitations for conventional onsite sewage disposal systems. Slow permeability and wetness are the most common limiting factors within the Town. In these areas, pressure systems or holding tanks are the only options available for onsite systems. Where soil and other limiting factors are not a factor, conventional systems are typically used.

In 1969, Brown County created Chapter 11 (the Brown County Private Sewage System Ordinance) of the Brown County Code, pursuant to requirements of the Wisconsin State Statutes and the Wisconsin Administrative Code, which pertain to regulation of the construction, installation, and maintenance of plumbing in connection with all buildings in the state. Chapter 11 of the Brown County Code regulates the location, construction, installation, alteration, design, and use of all private onsite wastewater treatment systems (POWTS) within the County so as to protect the health of residents, to secure safety from disease and pestilence, to further the appropriate use and conservation of land and water resources, and to preserve and promote the beauty of Brown County and its communities.

In 2001, the Wisconsin Department of Commerce adopted revisions to Wisconsin Administrative Code COM 83 (Private Onsite Wastewater Treatment System) to recognize new technologies, provide consistent application of the code, incorporate new standards, provide more options to owners, improve treatment, revise outdated rules, address legislative intent, and define agency roles. These changes have been reflected in Chapter 11 of the Brown County Code. The effect of these changes has been to increase the options and opportunities for use of private onsite systems within the communities of Brown County.

The Brown County Zoning Department has been collecting detailed information on all POWTS within the County since 1977. Additional information pertaining to systems built prior to 1977 is being obtained as time allows. This information indicates that there have been about 176 gravity flow onsite waste systems, about 109 pressure onsite waste systems, and about 41 holding tanks installed within the Town.

The Brown County Zoning Department has collected detailed holding tank pumping information since 1994. That information indicates that the total gallons pumped per year within the Town has increased from about 500,000 gallons in 1994 to about 800,000 gallons in 2003, an average increase of about 6 percent per year. An average of about 18 new onsite systems have been constructed each year from 1996 to 2003. The majority of these have been pressure systems. In addition, an average of about eight replacement systems have been constructed each year.

It is recommended that the Town of Morrison support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.

Consistent with the sanitary district's long-range sewer planning efforts, the goals, objectives, policies, and assumptions set forth in this comprehensive plan and in

acknowledgement of the major investment already made and planned to be made in Morrison's sewerage system, it is recommended that new development to be served by onsite sewage disposal systems be discouraged within the sewer service area portions of the Town. It is further recommended that large-scale unsewered development located outside of the sewer service areas but within and adjacent to the remainder of the sanitary district and the 20-year growth increment be developed in such a fashion that when public sanitary sewer service becomes available, such development can and must connect to the public sanitary sewer system in an efficient and cost-effective manner. It is also recommended that existing unsewered development within these areas be connected to public sewer when it can be done cost-effectively and efficiently, such as when a majority of onsite systems within a certain area begins to fail and public sewer is already nearby.

Water Supply

The Town of Morrison does not have a public water supply. Every resident and business in the Town has its own private well. Groundwater has long been the source of all drinking water and other water uses within the Town of Morrison. Wells in the Town utilize three different aquifers: either the shallow aquifer located in gravel pockets in the glacial drift, a deeper aquifer located in the limestone rocks of the Sinnippe Group, or the even deeper sandstone aquifer. Some wells within the Town extend as far down as 500 feet into the deep sandstone aquifer for drinking water.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs for both groundwater and surface water. These standards apply to any public water supply system. However, they technically do not apply to individual or non-public water supply systems but rather serve as guidance in determining if a well may be contaminated.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in groundwater through the use of numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits.

Although arsenic has also been identified as a groundwater contaminant concern in northeastern Wisconsin, violations of the arsenic MCL have not been identified in the Town.

The Wisconsin Department of Agriculture, Trade, and Consumer Protection has established an Atrazine Prohibition Area around the abandoned town dump in the north-central portion of the Town. This indicates that high levels of Atrazine (a popular herbicide) have been detected in groundwater in this area. As such, numerous restrictions exist regarding the use of Atrazine within this area, and it is recommended by both the US Environmental Protection Agency and the Wisconsin Department of Agriculture, Trade and Consumer Protection that well owners with concerns regarding this should have their well water tested. In the Town's previous comprehensive plan, concerns existed within the Town regarding possible high levels of nitrates within the groundwater.

Based upon this information, the anticipated growth and development rates set forth in the Land Use chapter of this plan, the issues raised at the visioning session (address water quality issues, protect groundwater, and have wells tested), and the importance of a safe and reliable source of drinking and process water, it is recommended that the Town undertake a comprehensive groundwater quality study to determine the extent and implications of any groundwater contamination issues.

Should serious groundwater contamination be confirmed, it is further recommended that the Town undertake a study to determine the feasibility of a public water supply system for the Town. Not only would a public water supply allow the Town to address any groundwater contamination/treatment issues in a more comprehensive and possibly more cost-effective manner, it would provide a more reliable source of drinking and process water for the growth and development anticipated within the Town as set forth in this comprehensive plan.

Furthermore, an economic development tool that is invaluable in attracting prospective individuals and businesses to a community is the provision of municipal sewer and water service. While public sanitary sewer service is provided to the Morrison and Wayside areas, public water service is not available in the Town. Provision of this service would either require the sanitary district (or a utility district) to develop a public well and distribution system or would require the sanitary district (or a utility district) to obtain water from another governmental entity for use by the Town. The Central Brown County Water Authority is a group of six municipalities located in central Brown County that have contracted with the City of Manitowoc to obtain Lake Michigan water for their potable water use. The Town of Morrison should consider contacting the Central Brown County Water Authority to determine whether it would be economically feasible to become a member of the Water Authority in order to obtain a potable water supply for the Town.

The 2002 Brown County Sewage Plan requires review and consideration of public water issues during most sewer service area amendments, and failure to provide a public water supply system along with the public sanitary sewer system (particularly in light of any existing groundwater quality or quantity concerns) may eventually adversely affect the rate at which the Morrison SSA can be expanded.

Solid Waste Disposal and Recycling

Prior to the 1970s, solid waste from Brown County's communities and businesses was put in unregulated garbage dumps or burned in unregulated incinerators. In 1976, Brown County built the East Landfill, the first engineered landfill in Wisconsin. Shortly thereafter, Brown County built the West Landfill, the second engineered landfill in Wisconsin. These landfills were an environmentally- and economically-sound alternative to previous methods of solid waste disposal. As of 2003, its solid waste, as well as the rest of Brown County's, is transported to the Brown County Solid Waste Transfer Station located at the West Landfill where it is, in turn, transported to the Outagamie County Landfill.

The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space and incineration, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses. In addition, an increasing number of communities are realizing that the slogan "reduce, reuse, and recycle" is a significant factor in protecting the environment.

The Town of Morrison, in cooperation with the Town of Glenmore, contracts with a private provider, Onyx, for the collection and disposal of solid waste and recyclables from the solid waste/recycling site on Lark Road in the Town of Morrison. This drop-off site is jointly operated by the Towns of Morrison and Glenmore.

Disposal of larger items, yard waste, and household hazardous waste is the responsibility of individual landowners.

It is envisioned that the current method of solid waste collection and disposal and recycling will continue to be adequate during the next 20 years; although, this service should be periodically reviewed to ensure that it continues to meet the Town's needs in light of the anticipated growth and development trends set forth in this plan.

Stormwater Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations relating to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to most construction sites one acre or larger in size. These requirements also apply to many ongoing Town activities, such as road and utility reconstruction and grounds maintenance.

As stated in the Wisconsin Department of Natural Resources' model stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff can:

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainageways, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.

As urban development increases, so do these risks. Research indicates that many of these concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium density residential subdivision can contain about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

The Town of Morrison's current stormwater system is comprised of an informal conveyance system consisting of swales, roadside ditches, storm sewers, culverts, and channels and a storage system consisting of wetlands and wetland remnants. There are no constructed stormwater detention facilities within the Town. This system generally transports stormwater runoff from developed lands to the Town's rivers and streams.

Based upon the concerns and impacts associated with increased stormwater runoff, the anticipated additional development within the Town, and the input received at the visioning session (address water quality issues, protect groundwater, and have wells tested), it is recommended that the Town of Morrison undertake a comprehensive stormwater management plan. It is envisioned that implementation of the stormwater management plan's recommendations will likely lead to the preparation and adoption of a construction site erosion control and stormwater management ordinance and, depending upon development trends and rates within the Town, the eventual need for a stormwater management utility.

In the meantime, it is recommended that the Town consider implementation of the following process in its review and approval of rezonings and land divisions. This process is one that is currently utilized in some fashion in a few communities within Brown County, is being considered by many others, and would be appropriate within the Town of Morrison until such time as the Town establishes its own more formal set of community-wide stormwater plans and ordinances.

- Prior to any approval of a rezoning, land division, or development proposal, the Town should request to be kept apprised of any stormwater management plans prepared for the eventual development.
- The Town should request from the landowner/developer that the construction, maintenance, and ownership responsibilities of any stormwater management facility be clearly identified, both during and after construction of the proposed development and stormwater facility.
- The Town should request that the stormwater management facility be inspected on an annual basis at the cost of the owner and such information submitted to the owner and the Town for review to ensure that the stormwater management facility continues to operate as designed.
- The Town should require that should the parties responsible for such ownership and maintenance fail to properly design, build, or maintain the stormwater management facility, the Town has the authority to correct such deficiencies and assess that cost back to the affected property owners.

It is envisioned that implementation of these steps will fully address the stormwater management needs of the Town of Morrison during the timeframe of this comprehensive plan and beyond.

Parks and Recreation

The presence of outdoor recreation and open space adds to a community's quality of life. It enhances the attractiveness of and fosters a sense of civic pride in the community. Furthermore, the provision of an adequate supply of areas, facilities, and activities to accommodate the public's open space and recreational needs has been demonstrated to promote the general health, welfare, and safety of the community and its citizens.

The three park and recreation sites within the Town of Morrison are shown in Figure 6-4 and encompass a total of about 298 acres. The following is a brief description of each site:

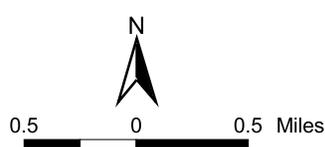
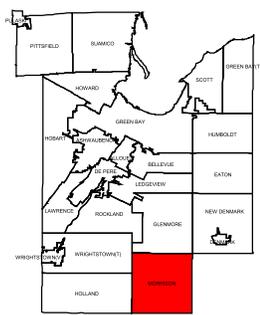
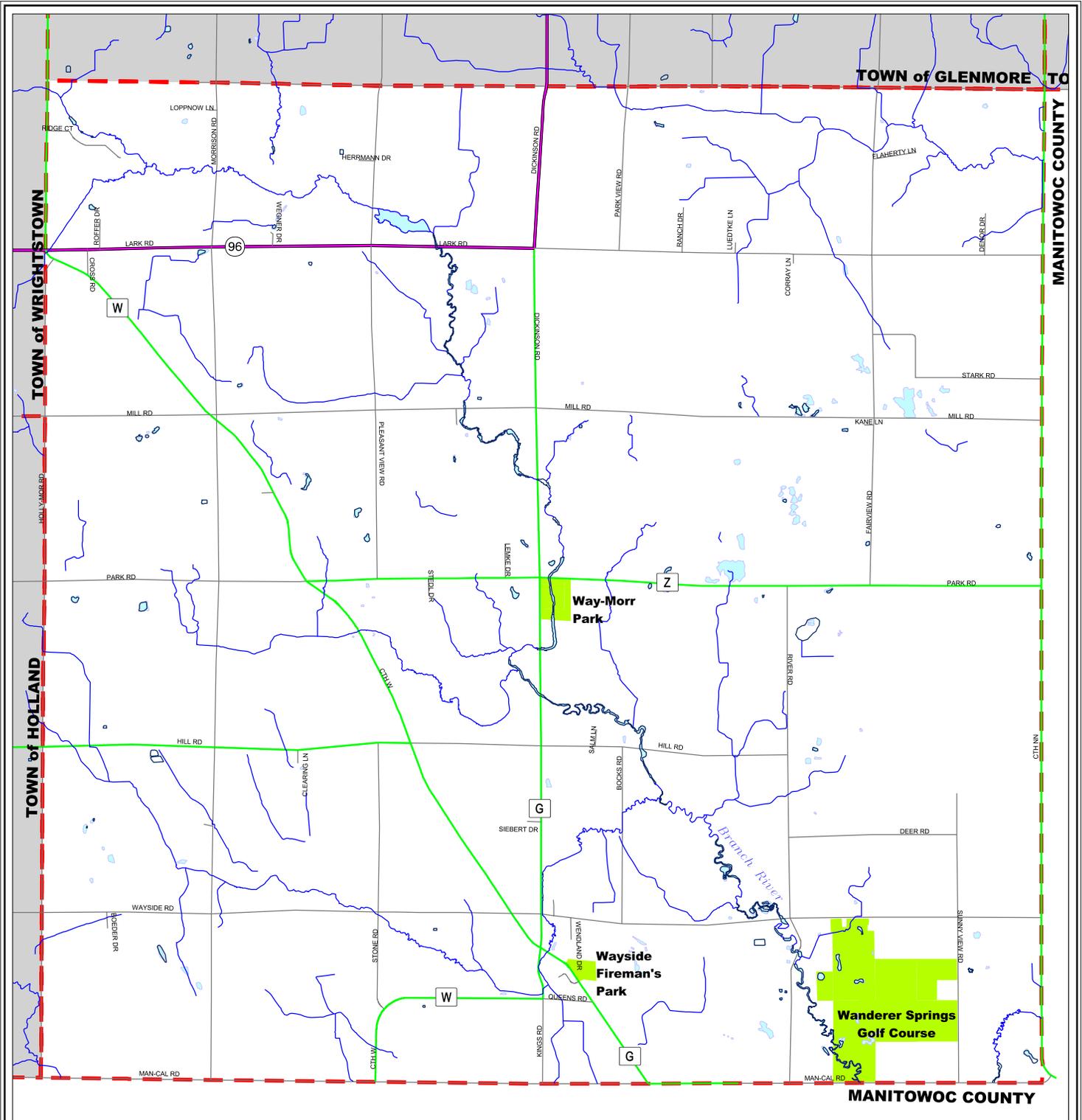
- Way-Morr Park is a 28-acre Brown County park located along the Branch River at the southeast corner of CTH G and CTH Z in the central portion of the Town. It provides two softball fields, two tennis courts, playgrounds, a volleyball court, horseshoe pits, picnic areas, two shelters, restrooms, and parking. In addition, the Lions Club operates a concession stand at the park.
- Wayside Fireman's Park is a 10-acre privately-owned park located along CTH G in the unincorporated community of Wayside. It provides a softball field, a gazebo, three concession stands, restrooms, a storage building, and parking.
- Wander Springs Golf Course is a 260-acre 27-hole privately-owned golf course open to the public and located along Sunny View Road.

In addition to its public park, recreation, and open space sites and facilities, the Town of Morrison is also home to local private, nonprofit, and volunteer organizations, sites, and facilities that provide outdoor recreation activities. Such organizations include the Lions Club, Glenmore-Wayside and Morrison 4-H Clubs, and the Rough Riders.

Figure 6-4

Park and Recreation Facilities

Town of Morrison, Brown County, WI



This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department, November, 2004.

 Park or Recreation Facility

To provide recreational services in an efficient and effective manner and to maintain eligibility for state and federal recreational grants, most communities identify planning principles and guidelines as an integral element of recreation and open space programs. That process is typically formalized in a park and open space plan. Although the Town of Morrison has never prepared such a plan (as it does not have any town-owned park or open space sites), it is recommended that the Town undertake such a plan sometime during the timeframe of this comprehensive plan. It is envisioned that as the Town continues to grow, it will eventually need additional recreational facilities (such as trails and neighborhood parks) and that a park and open space plan would be the most efficient and effective means to identify these future needs.

To maintain eligibility for state and federal park, open space, and outdoor recreation grants, such plans must be updated and adopted by the community every five years. To adequately determine the park and recreation needs of the community and to meet such needs in as efficient and cost-effective manner as possible, such plans should also be updated whenever population or growth trends change and should be coordinated with the natural and cultural resource protection and preservation efforts of the community. It is recommended that the plan be updated every five years and the comprehensive plan revised accordingly.

It is recommended that the Town maintain its close ties with and support of its many local private, nonprofit, and volunteer organizations. With such assistance, the Town can accomplish more with its park and recreation efforts than it could otherwise.

Telecommunication

CenturyTel provides landline phone service to the Town. This does not include Internet access by cable modem or DSL.

Current trends in the telecommunications industry point to a greater demand for high-speed Internet access and cellular communications in the future. In response, many local communities across the country, including some within Wisconsin, are considering a proactive approach to the provision of this service to ensure that this service is provided to its community in the quickest, most equitable, and most efficient manner possible. It is recommended that the Town consider a study of the provision of this service to ensure that it is meeting the Town's needs.

Before any cellular communications facilities are approved, the Town should ensure that all possible efforts are undertaken to collocate them and to ensure that adequate easements and other necessary rights-of-way are available. It is also recommended that the Town consider a study of an ordinance for this purpose. It is further recommended that the Town ensure that adequate design standards for the associated infrastructure are followed.

It is otherwise anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the Town. It is recommended, however, that the Town periodically contact CenturyTel to ensure that anticipated development and growth trends within the Town are reflected in CenturyTel's future planning efforts.

Power Generation

Electricity and natural gas are provided in the Town of Morrison by Wisconsin Public Service Corporation (WPS). WPS provides electricity and natural gas to all of Brown County, as well as most of northeastern Wisconsin, including all or portions of 24 counties. WPS is in the process of converting its electric and gas meters to new automated meters, which will result in better accuracy, fewer estimated readings, and a quicker response to outages.

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the Town. It is recommended, however, that the Town periodically contact WPS to ensure that anticipated development and growth trends within the Town are reflected in WPS's future planning efforts.

Cemeteries

There are four cemeteries within the Town of Morrison: Emanuel Evangelical, Morrison Evangelical Zion Lutheran, St. Mary's, and Wayside Zion Lutheran. It is anticipated that this service will be adequate for the timeframe of this comprehensive plan.

While additional future demands for this service should continue to be addressed by the private sector, the Town should encourage such uses within its own community when properly designed and located.

Healthcare

The Town of Morrison primarily relies upon private healthcare providers located in the City of Green Bay. Many services are also provided to the citizens of the Town, as well as the rest of Brown County, by the Brown County Health Department.

It is anticipated that this service will be adequate for the timeframe of this comprehensive plan.

While additional future demands for hospitals and medical clinics should continue to be addressed primarily by the private sector, the Town should encourage such uses within its own community when properly designed and located.

Elderly Care

Although one nursing home is located within the Town of Morrison, the Town primarily relies upon private elderly care providers located in the City of Green Bay. Many services are also provided to the citizens of the Town, as well as the rest of Brown County, by the Brown County Aging Resource Center.

While additional future demands should continue to be addressed primarily by these agencies and while the Town should encourage such uses within its own community when properly designed and located, some services may warrant provision by the Town. Most often considered in this regard is a senior center that would provide recreational, educational, and other similar opportunities to the Town's senior citizens. Senior centers

are often located in conjunction with other compatible uses, such as a town hall, park site, or school, and often share space with other agencies, such as the local park department and the County Health and Human Services Department, for their services and programs.

It is recommended that the Town study the feasibility of such a senior center.

Childcare

There are no private childcare/daycare centers within the Town of Morrison; although, there may be a number of in-home licensed providers within the Town. Residents primarily rely upon private childcare/daycare providers located in neighboring communities.

It is anticipated that this service will be adequate for the timeframe of this comprehensive plan.

Additional future demands should continue to be addressed by the private sector, and the Town should encourage such uses within the community when properly designed and located.

Emergency Services

Emergency services are vital to the welfare and safety of the community and are one of the few services a community provides that are equally important to both residents and businesses. The level of this service varies greatly from community to community based, in part, upon its size and population level. It is also common that the level of this service changes as the community grows.

The Brown County Sheriff's Department provides routine patrol service to the entire Town. This is the same service the Sheriff's Department provides to all municipalities within the County that do not have their own police department.

It is recommended that the Town of Morrison periodically study this service to ensure that it continues to meet the needs of the Town in as efficient and cost-effective a manner as appropriate. It is envisioned that at some point, as the Town continues to grow, additional protection and/or a higher level of service may be necessary.

The Morrison and Wayside Volunteer Fire Departments provide fire service to the Town and surrounding areas. The Morrison Volunteer Fire Department consists of about 40 people, and it possesses two fire stations, both within the unincorporated community of Morrison in the northeastern portion of the Town. In addition to serving the northern half of the Town of Morrison, the Morrison Volunteer Fire Department also serves the eastern half of the Town of Rockland, the southern half of the Town of Glenmore, and part of the Town of Holland. The Morrison Volunteer Fire Department participates in mutual aid agreements with other neighboring communities.

The Wayside Volunteer Fire Department consists of about 40 people. It possesses two fire stations located within the unincorporated community of Wayside in the southern

portion of the Town. In addition to serving the southern half of the Town of Morrison, the Wayside Volunteer Fire Department also serves the northern half of the Town of Maple Grove in Manitowoc County. The Wayside Volunteer Fire Department also participates in mutual aid agreements with other neighboring communities.

The level of fire service varies greatly from community to community. Indications of this variability can be seen in the fire insurance ratings issued for local communities by the Insurance Services Office (ISO). Based upon its countrywide Public Protection Classification Program, Brown County communities range from a Class 2 for the City of Green Bay to a Class 9 for most rural towns.³ The Town of Morrison's rating is 9. This classification system is used to help establish fire insurance premiums for residential and commercial properties.

As noted in the Town's previous comprehensive plan, while Morrison has a fire insurance rating of 9, the neighboring towns have a rating of 8. This may indicate that the Town needs further improvements to its fire fighting capabilities. However, in both the previous comprehensive plan and the visioning session for this current comprehensive plan, the residents of the Town are satisfied with the current level of fire protection.

It is recommended that the Town of Morrison periodically study its fire service to ensure that it continues to meet the needs of the Town in as efficient and cost-effective a manner as appropriate. It is envisioned that at some point, as the Town continues to grow, additional protection and/or a higher level of service may be necessary. It may also eventually be appropriate to consider the feasibility of consolidation of the two fire departments to ensure that this service is provided in the most efficient and cost-effective a manner as appropriate.

It is recommended that the fire departments maintain their mutual aid agreements with neighboring communities.

Rescue service (ambulance and paramedic) is provided to the Town by contract with County Rescue Services in the Village Bellevue. It is anticipated that this service will be adequate for the timeframe of this comprehensive plan. However, it is recommended that the Town of Morrison periodically study this service to ensure that it continues to meet the needs of the Town in as efficient and cost-effective a manner as appropriate.

Libraries

The Town of Morrison relies upon the public not-for-profit Brown County Library system to meet its library needs. Of the nine libraries that make up the Brown County Library system, the closest is located within the Village of Wrightstown. The Brown

³ This fire insurance rating classification system is based on a range from Class 1 (best) to Class 10 (worst) and is uniformly applied across the country based upon a number of factors, including the number of firefighters, the number of fire stations, and the distance from fire hydrants. In the United States, only 34 communities have received a Class 1 designation, none of which are located in Wisconsin. However, 14 communities within Wisconsin have received a Class 2 designation, one of which, the City of Green Bay, is located in Brown County. Most communities in Wisconsin, as well as in Brown County, have a designation between Class 5 and Class 7.

County Library system provides a local history and genealogy department, various adult programs, and numerous children's programs. All of these services are available to Town residents. The Brown County bookmobile also serves the unincorporated communities of Morrison and Wayside on a monthly basis. The residents should continue to support the continuation of the bookmobile in order to ensure continued access to the Brown County Library system.

It is anticipated that these facilities will continue to meet the needs of the Town of Morrison during the 20-year planning period.

Schools

As shown in Figure 6-5, the Town of Morrison is located within five different school districts. The Denmark School District encompasses the northeastern portion of the Town, the Unified School District of De Pere encompasses the northwestern portion of the Town, the Reedsville School District encompasses most of the southern portion of the Town, and the Wrightstown and Brillion School Districts encompass small portions of the southwestern part of the Town. No public schools are located within the Town of Morrison.

Growth and development in the Town of Morrison will not likely be of a scale or density over the next 20 years to influence school district policies or facility locations. The Town should inform the school districts in the event of any kind of large residential development proposals so that they may adequately project future school enrollment and facility needs.

Two private schools are located within the Town. The Zion Lutheran School in Wayside has a capacity of about 150 students and is near capacity. The Zion Lutheran School in Morrison has a capacity of about 150 students and is not near capacity.

Post Office

Residents and businesses within the Town of Morrison utilize the U.S. Post Office in Greenleaf in the Town of Wrightstown approximately four miles west of the Town of Morrison.

It is anticipated that this service will continue to meet the needs of the Town for the next 20 years.

Government

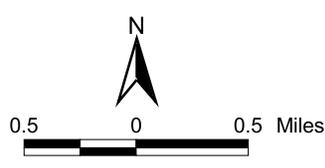
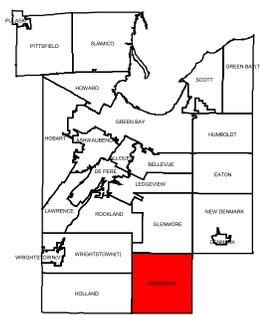
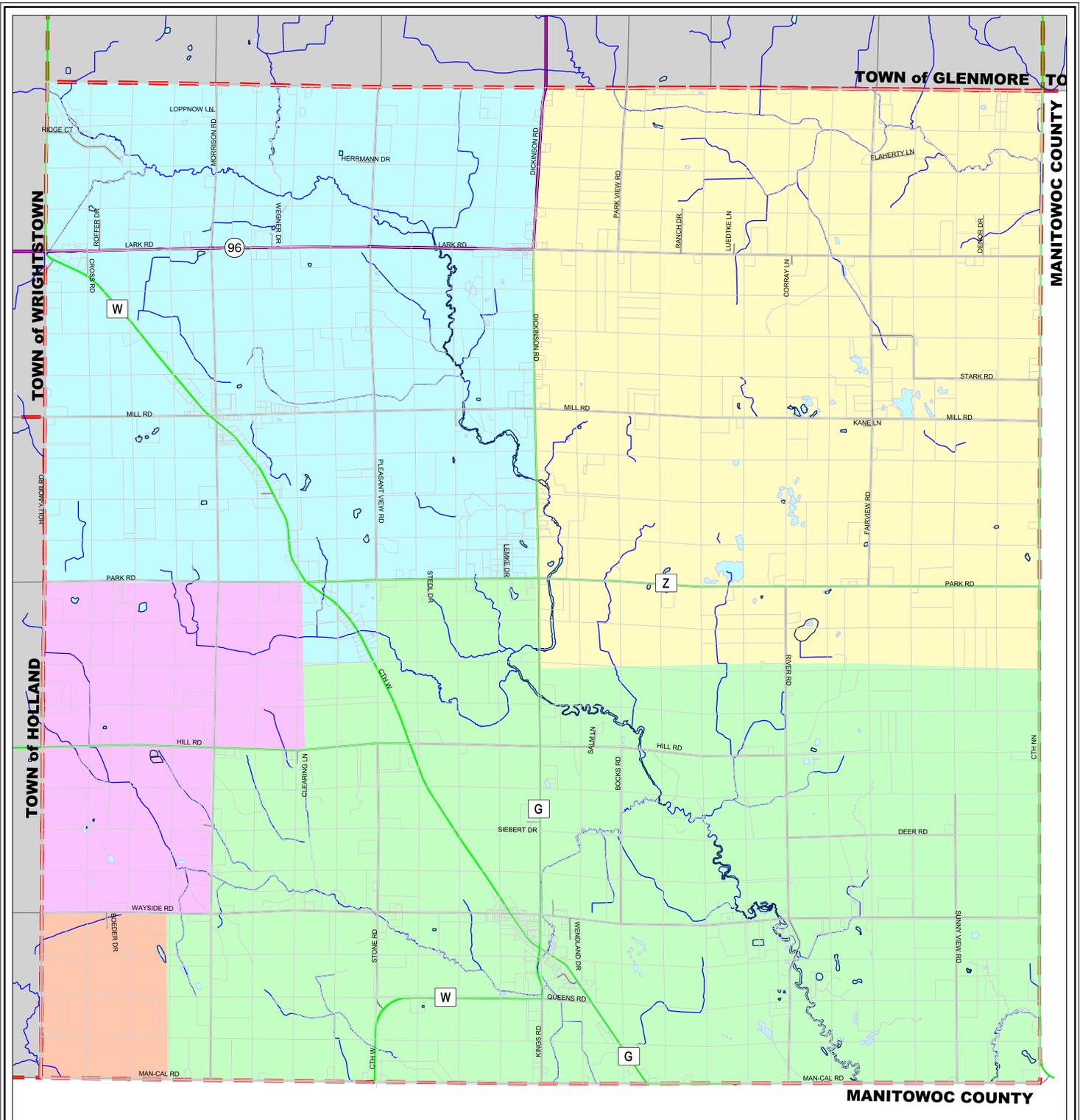
Local government buildings/facilities include the town hall, the Town of Morrison Sanitary District No. 1 Wastewater Treatment Plant (WWTP), and the solid waste/recycling center.

The Morrison town hall is located on CTH G in the central portion of the Town adjacent to Way-Morr Park. The structure was built in 2004. It contains office space for town staff, a meeting room, and storage space for town records. It is anticipated that the town hall will meet the needs of the Town for the foreseeable future.

Figure 6-5

School Districts

Town of Morrison, Brown County, WI



- School Districts**
- Brillion
 - De Pere
 - Denmark
 - Reedsville
 - Wrightstown

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by Brown County Planning Department, November, 2004.

The Morrison WWTP is located on Morrison Road in the western portion of the Town in the unincorporated community of Morrison and serves the unincorporated communities of Morrison and Wayside. It is an activated sludge-type treatment facility that discharges its treated effluent to a tributary of the Branch River and disposes of its treated sludge on nearby farmlands.

The Morrison solid waste/recycling center is a joint operation between the Towns of Morrison and Glenmore. It is located on Lark Road in the central portion of the Town of Morrison and serves as a central collection point for solid waste and recyclable materials from the two towns. The materials are then collected and disposed of by a private contractor.

Policies and Programs

There are many approaches the Town of Morrison can take to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. A summary of those actions and programs as they pertain to the Utilities and Community Facilities chapter of this plan is provided in this section.

In addition, while not specifically addressed within this plan, it is generally understood that the Town should review its administrative practices to ensure their compatibility with the policies, programs, and actions set forth in this plan. Examples of this would include the employment of an adequate number of staff to carry out the programs recommended in this plan, the provision of continuing professional and technical education to Town staff, and the division of department and individual staff duties to ensure an efficient operation.

Important and commonly raised issues during the visioning session pertaining to this chapter include:

- Keep Way-Morr Park open and owned and maintained by Brown County.
- Maintain the Town's rural atmosphere.
- Maintain the Town's excellent services, such as snow removal and the recycling center.
- Build a new town hall/community center.
- Address water quality issues, protect groundwater, and have wells tested.
- Retain existing levels of fire, school, and other services.

Town infrastructure and development policies should address the impacts of premature extension of infrastructure and inefficient development patterns. When any service or infrastructure involving physical components is extended or expanded (most commonly considered in these situations are sewer, water, and stormwater systems but can also include streets, lights, electricity, or gas), it should be sized and located in such a manner as to take full advantage of the ultimate area it is to serve and the lifespan of its components. It should be incrementally installed to keep pace with the demands placed

upon it, and development should only be approved when it can be economically and efficiently served by such infrastructure. When done correctly, this means that the incremental components of the infrastructure are added only when they are needed. Also, at about the same time as the major components are fully utilized and need to be replaced or expanded, the infrastructure has reached the end of its useful life and needs to be replaced or expanded. When this situation occurs, cost-effectiveness and efficiency will be maximized, component parts will be added only when needed, full use of the infrastructure will be obtained, and repair and replacement of the components will be kept to a minimum.

However, if infrastructure is extended or expanded in a manner that does not support these guidelines or development is approved that interferes with achieving these guidelines, the expansion of infrastructure will not be nearly as cost-effective or efficient as it should be. Such inefficiencies commonly occur when infrastructure is extended to or expanded for premature development or inefficient development patterns or development not utilizing this infrastructure has been approved in areas for which the infrastructure was planned. This typically results in infrastructure that is extended long distances with no users, is extended long distances with an inadequate number of users, is extended through areas to which it is not desired, is sized or located so that more component parts eventually need to be constructed than otherwise would have been necessary, or the component parts eventually do not achieve full utilization.

When such situations occur, the extra costs associated with these inefficient actions are borne by the whole community rather than solely the premature or inefficient development. In addition, the community typically has to pay for the extra capacity or extra components built into the infrastructure that are eventually needed for the development of the larger ultimate area. Therefore, it is recommended that the Town and the sanitary district improve and expand upon their capital improvements programming and other long-range planning efforts to minimize these inefficiencies.

It is generally recommended that the Town of Morrison immediately provide this plan to the DNR, BCPC, adjacent communities, and other service providers with the request that they incorporate this information into their individual planning efforts to the greatest extent possible.

It is further recommended that the Town implement a Capital Improvements Program so that the timing, construction, and funding of the Town's capital improvements, such as roads and sanitary sewers, can be projected, prioritized, and implemented as efficiently as possible.

A summary of this chapter's policies and programs is provided.

Sanitary Sewer Service

- Abolishment of the Lark Sanitary District and consolidation of this area with the Morrison Sanitary District should be considered prior to the expansion of growth, development, and infrastructure from the Morrison area to the Lark area.

- The Town of Morrison and the Morrison Sanitary District should provide information pertaining to projected growth and development rates to the DNR and BCPC and request that this information be incorporated into their planning efforts to the greatest extent possible.
- It is recommended that the Morrison WWTP's facility plan be updated as soon as feasible, but preferably no later than within the next few years.
- Sewerage system replacement, rehabilitation, and new construction should take place in a planned and coordinated manner so that efficiency and cost-effectiveness are maximized as much as possible and appropriate.
- Development/redevelopment of lands within and adjacent to areas already provided public sanitary sewer service should be encouraged over the extension of new infrastructure for new areas.
- When the extension of new infrastructure is warranted, it should be accomplished in as compact and contiguous a manner as possible and appropriate.
- The collection and treatment systems should be expanded and extended in conformance with the 20-year growth increment identified within this plan.

Onsite Sewage Disposal

- The Town should support Brown County's private sewage disposal system ordinance that requires inspections of all existing onsite sanitary systems at the time of sale of the associated property and the ordinance's mandatory 3-year maintenance program.
- The Town should discourage unsewered development within the sewer service areas.
- The Town should discourage large-scale unsewered development outside of the sewer service areas but within the remainder of the sanitary district and the 20-year growth increment identified within this plan to the greatest extent practical. If such development is approved, it should be designed and located so that it can eventually be connected to public sewer and/or water systems as efficiently as possible.
- The Town should undertake a study of the feasibility of connecting existing unsewered development to the public sewer system.

Water Supply

- The Town should undertake a comprehensive groundwater quality study. If serious contamination is found, the Town should undertake a study of the feasibility of a public water supply system.

Solid Waste Disposal and Recycling

- Periodically study the solid waste disposal and recycling services to ensure that they continue to meet the Town's needs.

Stormwater Management

- The Town should prepare a comprehensive stormwater management plan. Prior to completion of this plan, the Town should consider implementation of a policy to ensure that individual stormwater management facilities are properly designed and maintained, and should maintenance or other corrections be necessary, they are accomplished in a proper and timely fashion.

Parks and Recreation

- The Town should eventually prepare a park and open space plan and update that plan when necessary.
- The Town should continue support of local nonprofit and volunteer groups.

Telecommunications

- The Town should consider undertaking a study to determine the most equitable and cost-effective provision of telecommunications within the Town.
- The Town should ensure that telecommunication facilities are collocated to the greatest extent possible and that adequate easements and design standards for telecommunication facilities are utilized.
- The Town should periodically contact CenturyTel to ensure that growth and development trends within the Town are reflected in its planning efforts.

Power Generation

- The Town should periodically contact WPS to ensure that growth and development trends within the Town are reflected in its planning efforts.

Cemeteries/Healthcare/Elderly Care/Childcare

- The Town should encourage cemetery, healthcare, elderly care, and childcare uses within its community when properly designed and located.
- The Town should study the feasibility of a senior center.

Emergency Services

- The Town should periodically review police, fire, and rescue services to ensure that they continue to meet the needs of the Town. In regard to fire service, this may eventually include the consideration of consolidation of the two fire departments.
- Continue mutual aid agreements with neighboring communities.

Schools

- The Town should periodically contact the school districts to ensure that growth and development trends within the Town are reflected in their planning efforts.

CHAPTER 7

Natural, Cultural, and Agricultural Resources

In rural communities, such as the Town of Morrison, natural, cultural, and agricultural resources define the community's character and directly impact every resident's quality of life. These resources can help preserve a community's history and identity and sustain vital industries, such as farming and tourism. In addition, when these resources are healthy, adjacent property values are positively impacted. But when these resources are damaged, quality of life, dependent industries, and even adjacent property values can diminish.

When natural, cultural, and agricultural resources are healthy, they also ensure clean and abundant ground and surface water, clean air, and a diverse and sustainable natural landscape. However, when these resources are lost or damaged, the vital functions they serve are also damaged.

Agriculture has historically been and continues to be the dominant land use activity in Morrison, and it occupies the majority of the land area within the Town. Natural areas (woodlands, wetlands, grasslands, etc.) are the next largest land use, are scattered throughout the Town, and are a large part of the Town's rural character. Cultural resources, such as old, historic, and/or architecturally interesting buildings, cemeteries, and unincorporated communities/hamlets, are present within the Town and contribute significantly to its history, character, and quality of life.

The results of the public visioning session and other public input strongly indicate that these resources are important to the citizens of the Town of Morrison. In particular, six of the top nine issues expressed at the visioning session were related to natural, cultural, or agricultural resources.

This chapter, in particular, will examine ways to build upon the Town's natural, cultural, and agricultural resources to establish and promote community identity, while at the same time preserve the land and the rural way of life that the residents enjoy.

Inventory and Analysis

This section of the chapter identifies the natural, cultural, and agricultural resources within the Town of Morrison, attempts to identify past, current, and future trends regarding these resources, and attempts to identify some of the factors influencing these trends.

Agricultural Resources

Prior to European settlement, the Town of Morrison, as well as the rest of Brown County, was almost entirely covered by woodlands and forests. Brown County's woodlands and forests rapidly disappeared during the 1800s due to extensive harvesting of timber for the lumber industry (peaking during the 1840s). By 1860, agriculture (primarily wheat

farming) replaced logging as the principal industry in Brown County. By 1900, wheat farming began to decline due to the depletion of nitrogen in the soil, and interest in dairy farming increased. Soon after, dairy farming became the principal agricultural activity in Brown County and the Town of Morrison, and it remains so today.

Since the late 1800s, agriculture has been the dominant land use in Brown County. However, by the year 2000, only 52 percent (about 177,000 acres) of the County was in agricultural uses. It is envisioned that within the next few years, for the first time in almost 200 years, agriculture will no longer be the dominant land use in Brown County.

In 1970, agricultural lands encompassed about 18,200 acres, or about 78 percent of the Town. However, this decreased to about 14,900 acres, or about 64 percent of the Town, in 2000⁴ and to about 14,800 acres in 2004. This trend indicates that while the amount of agricultural land within the Town of Morrison will continue to decrease, it will still likely continue to be the dominant land use within the Town for the timeframe of this comprehensive plan.⁵

Soils

Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationship between soil and agriculture is obvious. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In Brown County as elsewhere in North America, little attention is given to soils in regard to the location and type of future development. Among the reasons for this is the complacency by many that modern engineering technology can overcome any problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

According to the Soil Survey of Brown County, Wisconsin, and the Brown County Farmland Preservation Plan, the soils in the Town of Morrison consist primarily of Waymor silt loam with scattered silt loams, silty clay loams, and organic soils. Large wet areas are located in the eastern portion of the Town, and a complex array of different soil types are found in the east central portion of the Town.

The northern half of the Town is characterized by deep well-drained silt loams with underlying clayey tills on glacial plains. Runoff is typically medium, and slow permeabilities and erosion are the main hazards with these soils when cultivated. Slopes are generally 0 to 12 percent, with some as high as 20 percent.

In the southwestern portion of the Town, the soils consist of silt loams on glacial plains, on glacial till plains, in depressions, and along waterways. These soils range from deep well-drained to poorly drained soils with slow to rapid permeabilities and slow runoff. Slopes in this area of the Town are predominantly 0 to 6 percent.

⁴ Only three other communities within Brown County (the Towns of Glenmore, Wrightstown, and Holland - (with about 17,400, 16,100, and 15,000 acres, respectively) have more agricultural land than the Town of Morrison.

⁵ Should this trend (a loss of about 1,100 acres of agricultural lands each decade) continue, in approximately 30 years, agricultural land uses will occupy less than 50 percent of the Town.

In the southeastern portion of the Town, the soils are silt loams, silty clay loams, and mucks. These soils range from deep well-drained to very poorly drained soils on glacial plains, along drainageways, in old glacial lake basins, and in stream valleys. The large areas of wet soils are also characterized by very slow permeabilities. Slopes in this portion of the Town are relatively flat. Erosion and wetness are the main hazards of these soils.

The predominant Waymor silt loam soils typically have slight limitations for conventional onsite systems, but in the Town of Morrison, more often than not, this soil has additional limitations due to high bedrock. The other soils within the Town of Morrison generally have severe to very severe limitations for conventional onsite sewage disposal systems due to slow permeabilities and/or wetness.

Except for the organic soils and the soils with steep slopes, most of the soils within the Town are rated as Soil Capability Class II and, as such, are considered prime agricultural soils. These soils are fairly well suited to all of the crops commonly grown in Brown County.

Additionally, those soils located in very wet areas, along stream corridors, and along very steep slopes should be reviewed for limitations when identifying potential sites for future development. Figure 7-1 identifies soil limitations for dwellings with basements within these areas.

Productive Agricultural Lands

The Brown County Farmland Preservation Plan (first prepared in 1985 and updated in 1990) identifies Brown County's farmlands as irreplaceable resources that are necessary to the continued well-being of the County's economy. The plan further states that the protection of these farmlands and orderly rural and urban growth are deemed to be in the broad public interest.

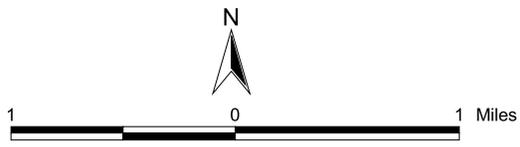
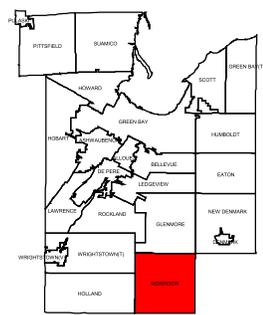
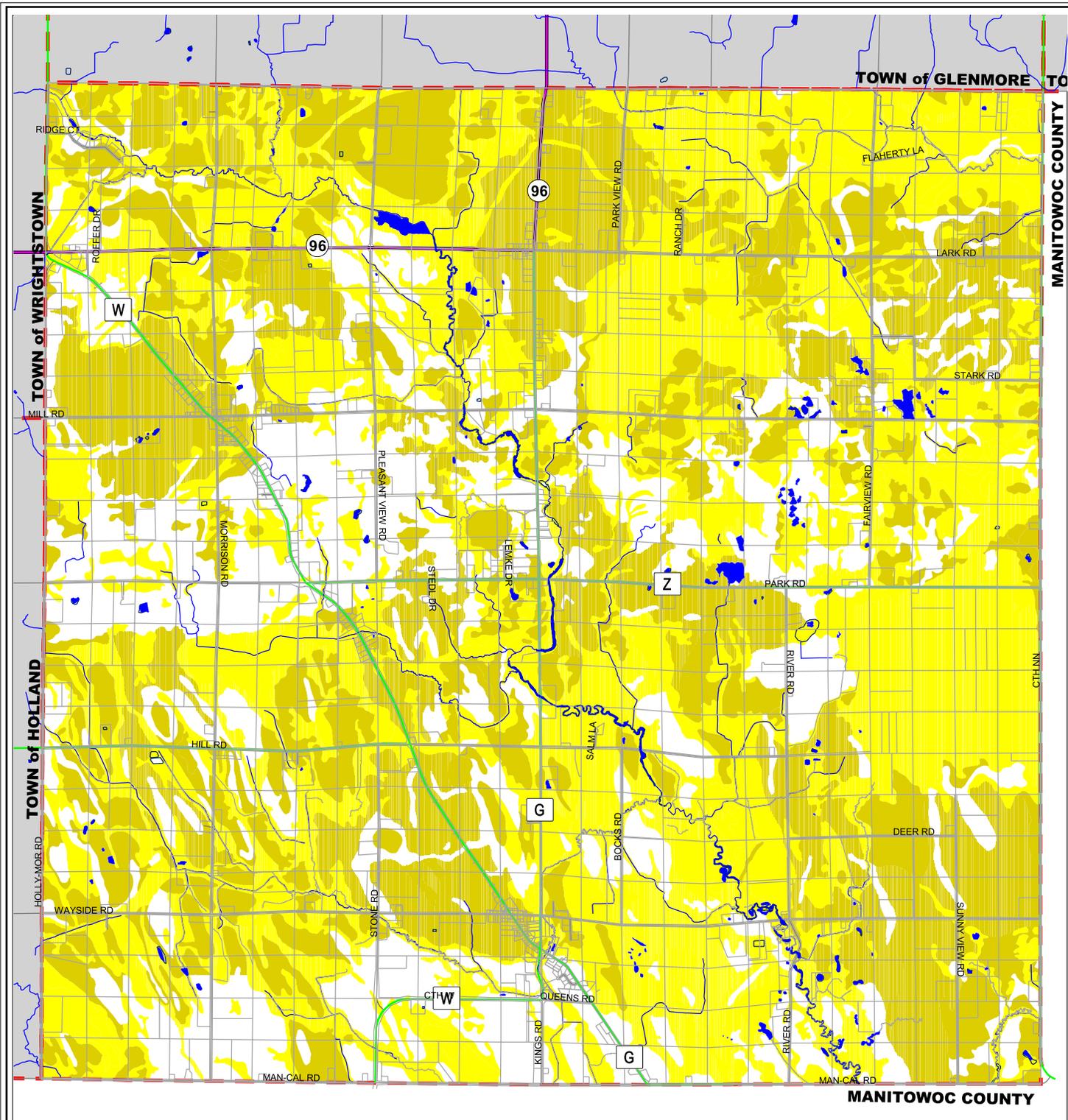
The Brown County Farmland Preservation Plan refers to the County's best soils for farming as top prime agricultural soils and defines them as soils in a non-eroded condition with a predicted crop yield of 100 bushels or more of corn for grain, a slope less than 6 percent, and a Soil Capability Class of I or II (Class I soils have few limitations that restrict their use, while Class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices). Four soils, the Hochheim loam, the Lamartine silt loam, the Sission silt loam, and the Waymor silt loam, were identified in the plan as the top prime agricultural soils within Brown County. Only two of these soils, the Sisson silt loam and the Waymor silt loam, were rated as Soil Capability Class I. These four soils are primarily located in the central portions of the Towns of Scott and Green Bay and in the eastern portion of the Towns of Wrightstown and Holland/southern portion of the Town of Glenmore/northern and western portions of the Town of Morrison. The Town of Morrison contains about 11,100 acres of these soils, or about 48 percent of the Town.

The majority of the Town of Morrison's remaining soils (as well as a majority of Brown County's remaining soils) were identified by the Brown County Farmland Preservation Plan as prime agricultural soils. These soils are only slightly less valuable than top prime

Figure 7-1

Soil Limitations for Dwellings with Basements

Town of Morrison, Brown County, WI



- Soil Limitation - Slight
- Soil Limitation - Moderate
- Soil Limitation - Severe

Source: Soil Survey Geographic (SSURGO) Database

Note : This map is for general reference and general planning purposes only. It is not intended for detailed site planning.

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/ City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.
Map prepared by Brown County Planning Department, June, 2004.

agricultural soils with similar erosion, slope, and capability characteristics but with typically a predicted crop yield of 85 to 100 bushels of corn for grain. In Brown County, 53 soils were classified as prime agricultural soils (there are about 110 different soils within Brown County).

Agricultural land is located throughout the Town. Nonproductive soils are generally associated with wetlands and other lowland areas of the Town. The largest block of nonproductive land is located in the southeast corner of the Town and is associated with the large wetland located east of River Road between CTH Z and Wayside Road. Based on the year 2000 Brown County land use inventory, the Town of Morrison has about 14,874 acres of productive farmland. This amounts to approximately 64 percent of the land in the Town. There has been a consistent decrease in agricultural lands within the Town for the past 30 years due to the decline in the agricultural economy, fallow fields becoming woodlands and wetlands, and the conversion of agricultural lands to rural residential use. The Town's productive agricultural lands are shown in Figure 7-2.

Farmland Preservation

The Wisconsin Farmland Preservation Program was developed in the late 1970s and early 1980s to achieve three goals: land conservation, tax relief, and land use planning. In response to the law, Brown County (along with 69 of Wisconsin's 72 counties) prepared county-level agricultural preservation plans. Although local farmland preservation plans were also encouraged, very few were ever prepared. Farmland preservation plans are not mandated unless the community wants its property owners to be eligible for farmland preservation tax credits. In those instances, the plan must be reviewed by the state to ensure that the plan meets the procedural and statutory requirements of Chapter 91 of the Wisconsin State Statutes, is internally consistent, is consistent with county development plans, and is certified by the county land and water conservation board. The plan is implemented through farmland preservation agreements and by exclusive agricultural zoning ordinances. This plan is set forth in the Brown County Farmland Preservation Plan (first prepared in 1985 and updated in 1990).

The Brown County Farmland Preservation Plan expressed concerns with many issues, including the strength and stability of the farm economy, the need to continue implementation of conservation best management practices, the continued loss of farmland to development, increasing government regulations at the same time as decreasing government financial assistance, absentee ownership, the future impacts of chemical use and biotechnology, and the abuse of the Farmland Preservation Program.

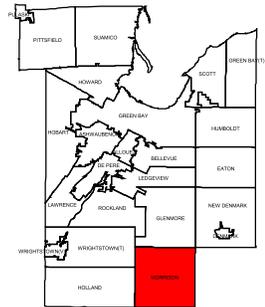
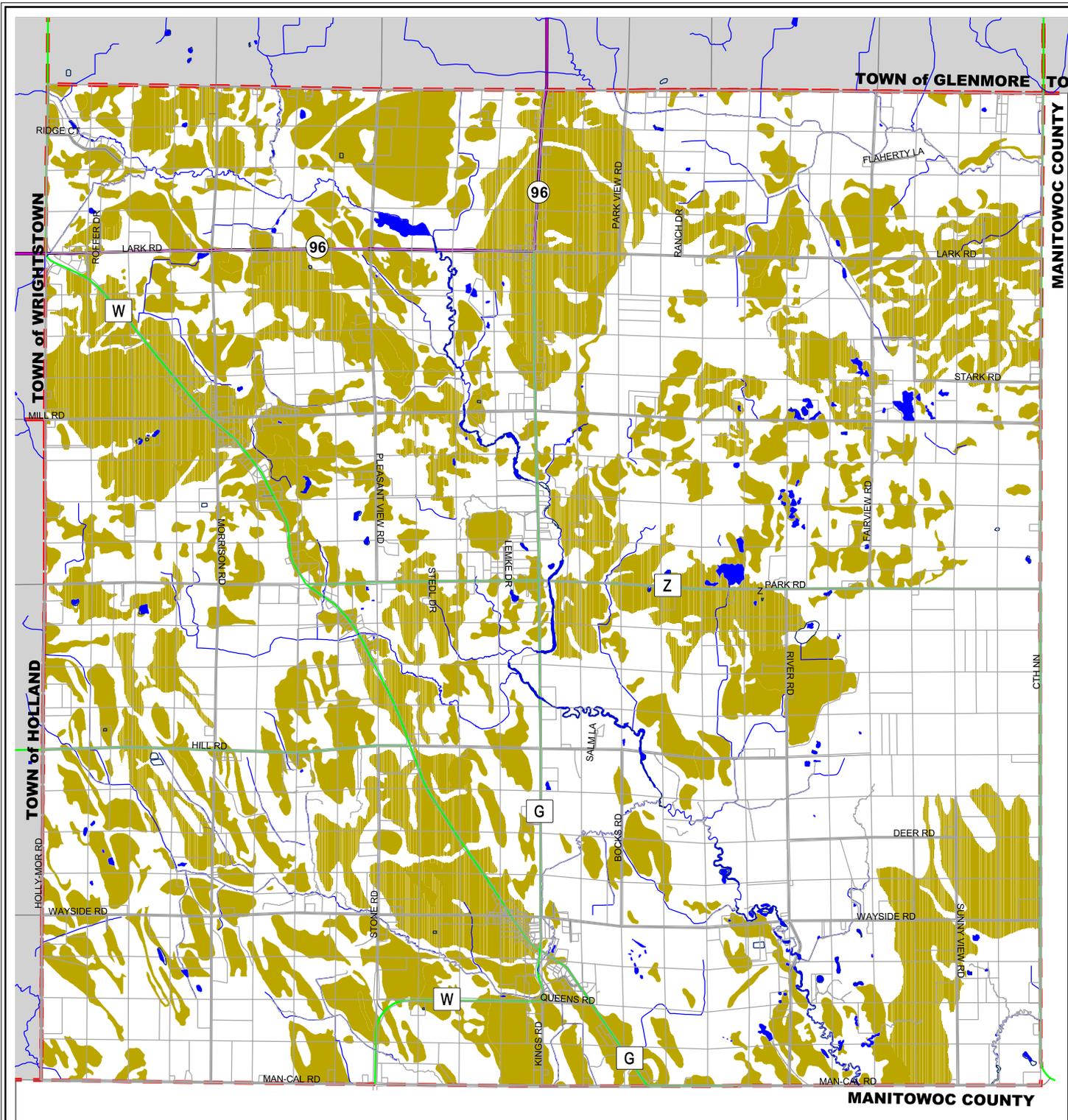
Like most rural towns, the Town of Morrison has experienced some development pressures from the Green Bay/Fox Valley Metropolitan Areas. New lot splits for residences have occurred in the Town but at a slower rate than most other Brown County municipalities. Most of the new residences have been built on what had been agricultural land located along county trunk highways and local roads within the Town.

Likely in part because of these growth and development pressures and likely in part because of the status of the farm economy, the amount of land in the Town enrolled in the Farmland Preservation Program has declined over the years. In 1986, the year the Town implemented exclusive agricultural zoning, about 82 percent of the Town's lands

Figure 7-2

Productive Agricultural Lands

Town of Morrison, Brown County, WI



Productive Agricultural Lands

Source: United States Department of Agriculture
Natural Resources Conservation Service
National Soil Survey Center

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Map prepared by Brown County Planning Department, June, 2004.

were enrolled in the Farmland Preservation Program. By 2003, this had dropped to about 45 percent of the Town, or about 10,390 acres.

Existing Regulations and Laws Affecting Livestock Facilities

Because of the changing farm economy within Wisconsin and the nation, municipalities in Brown County are seeing the creation of more large dairy farms. Many communities are considering local requirements to regulate this type of farm operation. Before a community determines a need to enact local regulations for large animal farms, it is important to have knowledge of and understand the existing county and state regulations presently in place that regulate this type of farm.

Brown County administers an Animal Waste Management Ordinance. This ordinance regulates the installation and design of animal waste storage facilities and animal feedlots so as to protect the health and safety of residents and the environment. Permits must be received from the County for animal feedlots that exceed 500 animal units, for construction of any animal waste storage facility, and for any animal feedlot that has received a notice of discharge under Wisconsin Statutes. Animal waste facility and animal feedlot plans need to include provisions for adequate drainage and control of runoff to prevent pollution of surface water and groundwater. Permits for the abovementioned uses require separation and setbacks from adjacent properties and from lakes and streams and vertical separation from groundwater. The ordinance prohibits overflow of manure storage facilities, unconfined manure stacking adjacent to water bodies, direct runoff to water bodies, and it prohibits unlimited livestock access to waters of the state where high concentrations of animals prevent adequate sod cover maintenance.

The State of Wisconsin, through the Wisconsin Department of Natural Resources (DNR), regulates manure management for all farms that have 1000 or more animal units. A concentrated animal feeding operations (CAFO) permit must be received from the DNR for farms exceeding 1000 animal units. Once the permit is issued, the farm operators must comply with the terms of the permit by following approved construction specifications and manure spreading plans, conducting a monitoring and inspection program, and providing annual reports. The purpose of the implementation of the permit requirements is to ensure that there is no discharge of pollutants to navigable waters or groundwater. Operators must submit an application for permit renewal every five years and notify the DNR of any proposed construction or management changes.

The State of Wisconsin has enacted a bill to establish standards for the siting of livestock facilities. The bill requires that the Wisconsin Department of Agriculture, Trade and Consumer Protection develop and adopt by rulemaking best management practices and siting criteria for the siting of livestock facilities that exceed 500 animal units or exceed a conditional use permit level set by the local unit of government prior to July 19, 2003, within areas zoned agricultural. Local units of government that choose to regulate the siting of livestock operations will be required to adopt these state standards. Any application for a new livestock operation or expansion of an existing facility would be approved if the site meets the state standards. The local unit of government may deny a permit if the site is located in a zoning district that is not zoned agricultural.

The bill will address soil and water conservation concerns, animal waste management, and nonpoint source water pollution control. It may also consider such factors as setback requirements, air quality, and other conditions applicable to the situation. A local unit of government may only apply more stringent requirements than state standards if it bases the requirements on scientific findings that show a more stringent requirement is needed to protect public health and safety.

Based upon this information, it is recommended that the Town review the state and county regulations regarding livestock facilities to determine whether these regulations adequately address any concerns the Town has about large-scale farming operations. The Town should modify its zoning ordinance to require compliance with the State Livestock Facility Siting Law if it comes to the conclusion that existing regulations do not adequately address Town concerns about large-scale livestock operations and that the Town has determined that the State Livestock Facility Siting Law adequately addresses the Town's concerns.

Farm Economy

Farming is Wisconsin's number one industry, by some estimates adding \$40 billion to the state's economy each year, with half of that from dairy farming and processing alone. One of the portions of the state where dairying still remains strong is the east central portion, which includes Brown County. While the largest number of herds and the largest number of cows are typically found in the central and southwestern portions of the state, the east-central portion of the state contains the state's highest concentration of cows and the largest herd sizes. The east-central portion of the state was one of the few areas to show an increase in milk production between 1980 and 2000, and it had the highest increase at 19 percent. In addition, the east-central portion of the state had the highest yield of milk production per cow and the smallest decrease in the number of cows of any region in the state.

It is believed, however, that the east-central region's high cow density and large herd size may indicate that the potential for growth in this area may be more restricted than in other portions of the state. Brown County has the highest density of cows per square mile and the largest average herd size of any county in the state, and Brown County led the state in the amount of milk produced per farm.

While the preceding information illustrates the importance of agriculture to Wisconsin, Brown County, and the Town of Morrison, the Agriculture, Forestry, Fishing and Hunting, and Mining Industry, in general, has the lowest number of employees and has among the lowest wages of all major Wisconsin industries and includes only about 1,500 people, or about 1 percent of Brown County's total employment.⁶ The year 2000 U.S. Census also indicates that within the Town of Morrison only 123 people, or about 13 percent of the Town's total employment, were in this industry. Furthermore, the year 2000 U.S. Census also indicates that only 617 people, or about 0.5 percent of the County's total employment, were in the farming, fishing, and forestry occupation,⁷ while only 27

⁶ The agricultural portion of this industry includes farmers, farm laborers, implement dealers, and food processors.

⁷ The farming portion of this occupation includes only those who describe themselves as farmers.

people, or about three percent of the Town of Morrison's total employment, were in this occupation.

Agriculture's role in Wisconsin is declining as farmers continue to be adversely impacted by low commodity prices and high development pressures, as well as the factors previously noted. Like the rest of Wisconsin, the number of farms in Brown County and the Town of Morrison continues to decrease, while the remaining farms tend to increase in size and the age of the farmers tends to increase. One of the largest farms in the County, CalfSource, has a permit for 3,000 animal units and is located within the Town. Another, Wayside Dairy, has a permit for 1,000 animal units.

While the dairy farming sector is the most visible, it is the dairy manufacturing sector that has the largest economic value added. This includes manufacturing of dairy products, such as cheese, butter, and cottage cheese. In addition to the traditional agriculturally-related economic activities, numerous untapped and underutilized opportunities exist in agriculture. Entrepreneurial agriculture, for instance, is a new way of thinking of farms as innovative small businesses. The Michigan Land Use Institute states that entrepreneurial agriculture does not seek to replace current large-scale mass market agriculture but rather to complement it to find new opportunities, new markets, and to recognize the importance of local agriculture not only to the local economy but also to local lives and landscapes. Entrepreneurial agriculture is about adding value to products by providing local friendly service, by special processing, or by finding niches and new ways to market goods to consumers. It can be as simple as new ways of selling, labeling, processing, packaging, or creating a new perspective about raising crops.

Examples of entrepreneurial agriculture abound and include:

- Direct marketing of agricultural products to consumers, such as local schools, farmers markets, and custom production for local restaurants.
- Niche marketing, such as ethnic foods, organic foods, and specialty farm products.
- Value added approaches to farming, such as fruit drying, jellies and jams, wine making, and agri-tourism.
- New grazing systems.
- Cooperatives marketing local free-range poultry, beef, or pork.
- Community supported agricultural operations where local consumers pay local farmers for a share of the following year's crops.
- Local marketing and/or direct delivery of all-natural products, such as grass-fed all-natural milk, to local grocers and health food stores.



Entrepreneurial agriculture and the flexibility behind the idea produce countless benefits, including:

- Opportunities to create net returns of 40 to 50 percent compared to conventional agriculture's 15 to 20 percent.
- Thinking and acting as a small business can keep small farms viable and provide another option to competing with the large-scale mass-market approach more typical of conventional agriculture.
- Small viable farms on the outskirts of communities can contribute more greenspace, fresh food, and local commerce to the community and the region.
- Creating a viable mix of large and small agricultural operations can contribute to the local community and region's farmland protection strategies.

According to the Michigan Land Use Institute, for entrepreneurial agriculture to work, it requires close relationships between economic development professionals and the agricultural sector. It requires the involvement of local leaders to connect the small and mid-sized farms to the local economy and to bring business expertise and market knowledge to those farmers. It also requires state and federal cooperation in terms of working with and helping farmers understand regulations, particularly those pertaining to food inspection. Additionally, it requires the community to understand farmers and vice-versa so that communities can take advantage of the locations of local farms and for farmers to know local consumers' needs.

Last, the importance of sustaining agriculture cannot be over emphasized. Governor Doyle, in his "Grow Wisconsin" initiative, states that "Wisconsin's economic base, including manufacturing, agriculture, and tourism, needs to be strengthened, not abandoned." In regard to agriculture, this includes proposed creation of a dairy modernization and competitiveness program, promotion of the Agricultural Stewardship initiative, expansion of agriculture's role in energy production, continuation of efforts to establish Wisconsin as a leader in the nation in organic food production, enhancement of investment and capital formation in producer-owned businesses, encouragement of consumers and businesses to buy Wisconsin products, protection of a safe and secure food supply, reforming the payment security for agricultural producers, and promotion of new business models for Wisconsin agriculture.

Natural Resources

Prior to European settlement of Brown County in the 1800s, woodlands covered almost all of Brown County, including the Town of Morrison. The majority of the eastern and southern portions of the Town consisted of wetlands, some wooded and some open. The remainder of the Town consisted primarily of upland woods, with scattered small wetlands and streams.

Today, very few upland woods remain, and those that do remain are small in size and have been disturbed over the years by grazing, pasturing, and harvesting. The Town of Morrison now consists of one large stream (the Branch River), numerous smaller streams, two large wetland complexes (one in the northeast and one in the far eastern portion of the Town), and numerous smaller wetlands scattered throughout the Town and along many of the streams. The Town can also be described as "hilly." A band of hilly end moraine extends east-west across the middle of the Town, and an extensive drumlin field is in the southwestern portion of the Town. Bordering the end moraine are large

wetlands. The large wetlands on the eastern edge of the end moraine are located in the far eastern portion of the Town, while the large wetlands on the western edge of the end moraine are located in the southeastern corner of the Town of Holland. In addition, there are floodplains associated with the streams and wildlife habitat associated with the streams, woodlands, wetlands, and (underlying all of these) groundwater. Each of these natural resource features is discussed in greater detail in the next section of this chapter.

Protection of these resources will result in numerous benefits, including protection of drinking water, less severe flooding, less nonpoint source pollution, maintenance of stream base flows, provision of wildlife habitat, and possibilities for recreational opportunities.

Surface Water

Surface water is one of the most important natural resources available to a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Surface waters provide recreational opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. Surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish, and animals, are a source of drinking water for many communities, and are a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements. For all these reasons and more, surface waters are typically the most important natural resource a community contains.

Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. They range from the commerce clause of the United States Constitution to county floodland zoning regulations. The most heavily regulated waters are those that are determined to be natural and “navigable.”

As shown on Figure 7-3, the most predominant surface water resource within the Town of Morrison is the Branch River. The Branch River is the main drainage system in the Town. It flows diagonally from northwest to southeast within the Town and eventually empties into the Manitowoc River in Manitowoc County.

A watershed is an area of land where all of the water on it and under it drains to the same place. Within this area of land, all living things are linked by the common waterway. Three watersheds are located in the Town of Morrison. They include the Branch River Watershed, the West Twin River Watershed, and the Lower Manitowoc River Watershed.

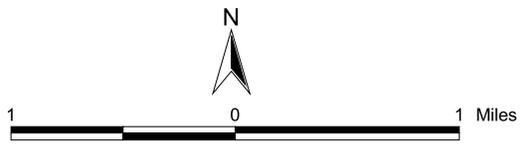
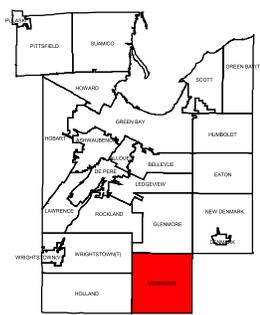
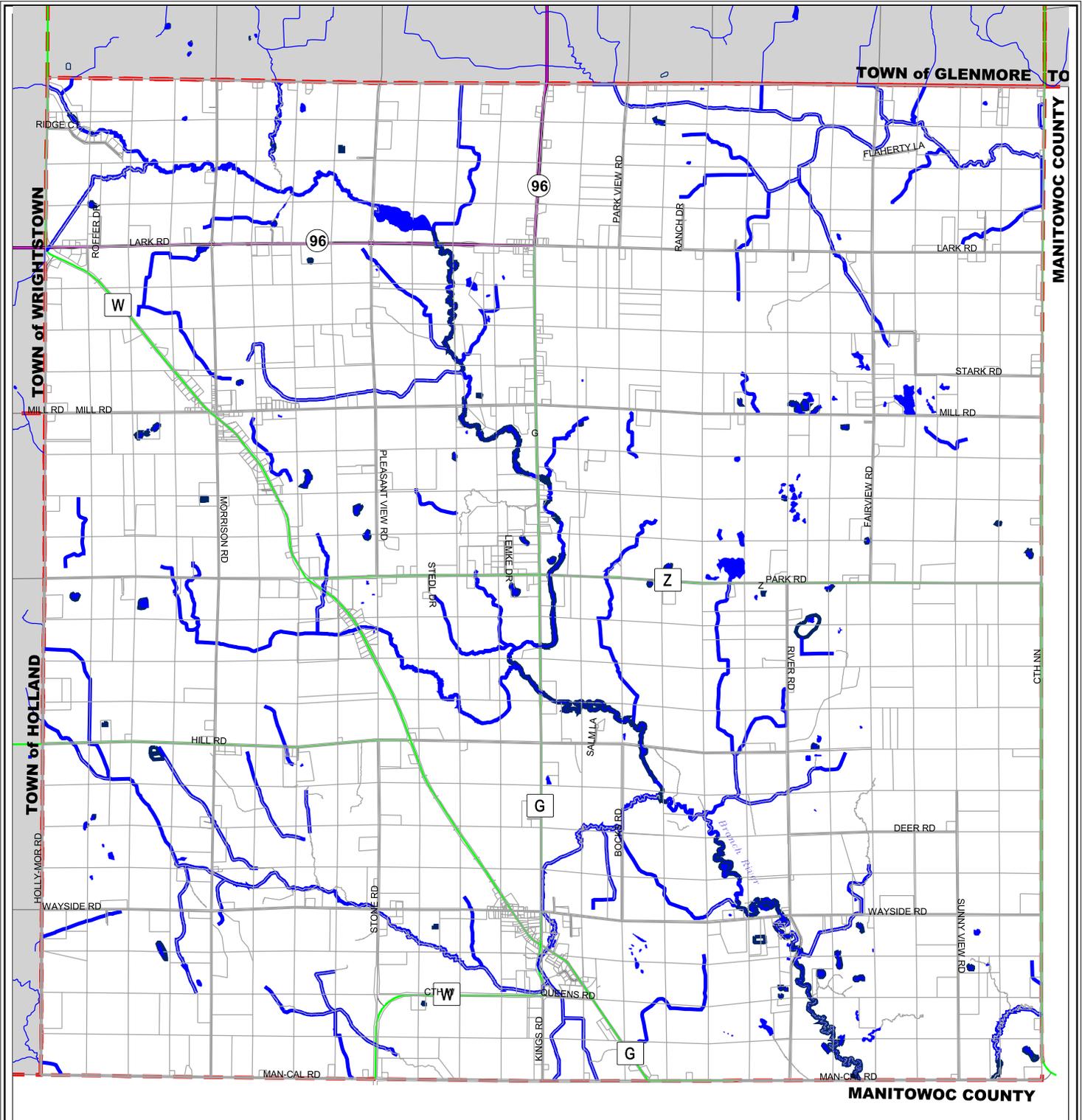
The Branch River Watershed is by far the largest watershed in the Town and occupies about 75 percent of the land area within the Town. The northeastern corner of the Town lies within the West Twin River Watershed. A small portion of the Town in the extreme southwestern corner lies within the Lower Manitowoc River Watershed.

The Manitowoc River Basin Water Quality Management Plan and the Brown County Land & Water Resource Management Plan 2004-2008 both state that poor land practices cause nonpoint source pollution that degrades water quality in the upper reaches of the Branch River, in particular, and throughout the rest of the watershed, in general. The

Figure 7-3

Surface Water Features

Town of Morrison, Brown County, WI



 Surface Water Features

Source: Brown County Land Conservation Office

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 Map prepared by Brown County Planning Department, June, 2004.

water quality is good in the downstream portions of the Branch River (in Manitowoc County),⁸ but higher upstream (in Brown County), the water quality decreases due to poor agricultural practices. Cultivation close to the edge of the stream and livestock grazing along the stream bank are the primary causes of the water quality degradation.

In recognition of the importance and relationship of streams and watersheds to addressing nonpoint source pollution (pollution from roads, parking lots, farm fields, etc.), Wisconsin implemented the nonpoint source priority watershed program. The Branch River Priority Watershed Project was one of the highest ranked projects of this nature, and it has had a very high participation rate. This program, implemented by the Brown County Land Conservation Department in cooperation with many other state agencies, including the Wisconsin Department of Natural Resources, was initiated in 1996 and extends through 2006. The program consists of initial land use inventories and detailed water resources appraisals. Following this initial planning, watershed plans were prepared and then implemented locally, with the Wisconsin Department of Natural Resources providing cost-sharing for the installation of best management practices designed to address the most important nonpoint source pollution problems identified in the plan. Nearly 200 landowners/operators have been contacted to discuss their interest and/or participation in this program since 1996, and 123 have chosen to participate. Activities undertaken can include cropping practices, field diversions, terraces, grassed waterways, stream and shoreline protection, barnyard runoff management, and wetland restoration.

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them; although, the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide habitat and serve as filters for pollution.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, county, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 117. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance.

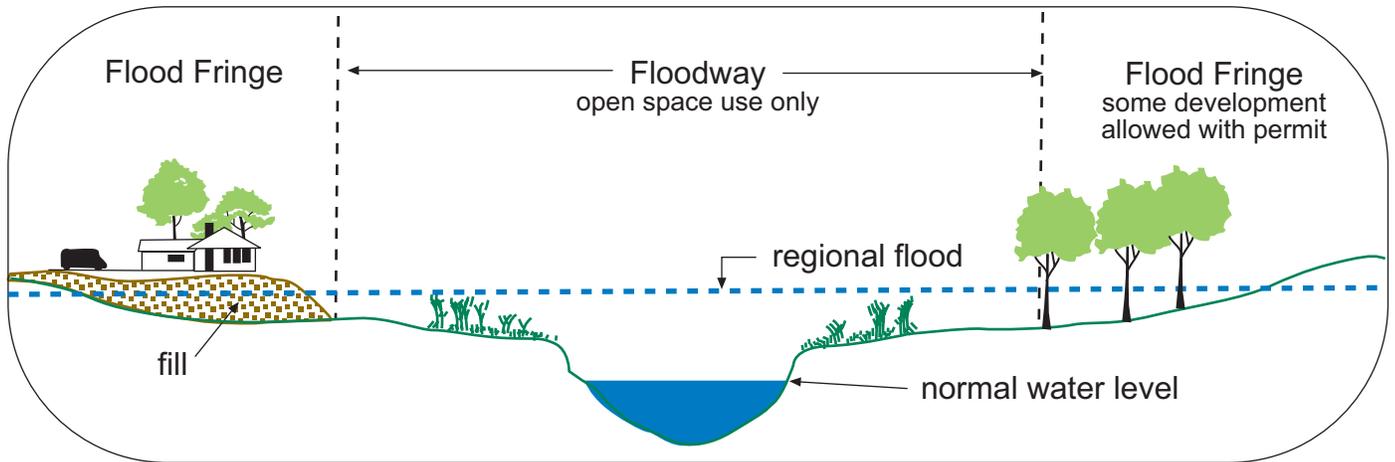
For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. The Branch River has mapped floodplains within the Town. The Town's 100-year floodplains are shown in Figure 7-4.

In addition, flood studies may have been completed by local engineering firms for several waterways as part of development projects or road, bridge, or culvert crossings, so additional floodplain information may be available for portions of streams or small tributaries.

⁸ The Manitowoc County portion of the Branch River is an exceptional resource water and a trout stream.

Figure 7-5

Floodlands and Floodplain Zoning



Definitions

Floodplain - That land which has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and flood fringe areas.

Floodway - The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

Flood Fringe - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

Regional Flood - That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Source: Wisconsin Department of Natural Resources

Figure 7-5 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe.

There are several threats to floodplains and the resource values that they represent:

- **Filling**, which might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **Impediments**, which include encroachment of buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater into the ground.

Under current regulatory requirements, floodways are typically off limits to development. However, development could occur within the flood fringe areas with receipt of appropriate permits and approvals, and agricultural activities could continue within the floodplain.

Shorelands and Stream Corridors

Shorelands are the interface between land and water. In its natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost, and fish, wildlife, and water quality are damaged.

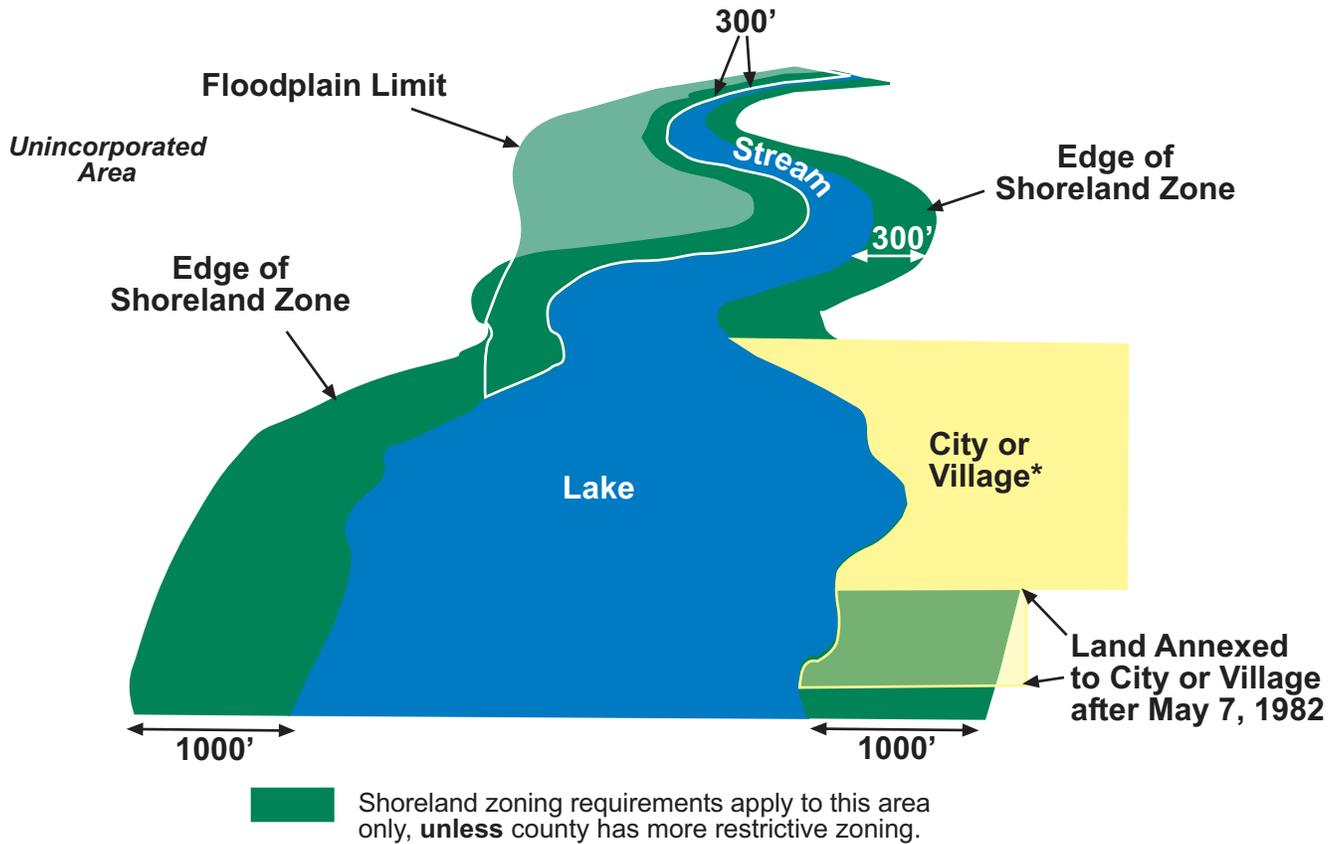
Like floodlands, the importance of shorelands is recognized and is regulated by state and local government. Wisconsin mandates shoreland zoning for all unincorporated communities under Wisconsin Administrative Code NR 115. Figure 7-6 presents a diagram of the state-mandated minimum shoreland zoning requirements. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. The Brown County Zoning Department is the agency that typically enforces these standards with oversight provided by the Wisconsin Department of Natural Resources.

These restrictions do not apply to non-navigable waters. However, all lakes, rivers, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the DNR.

As shorelands are closely related to floodplains, so are the threats to the resource values of shorelands. In addition, research being conducted by the DNR and others indicates

Figure 7-6

Shorelands and Shoreland Zoning



*Cities and villages are required to zone wetlands within the shoreland.

Definitions

Shoreland Zone - The shoreland zone is located within 1,000 feet of the ordinary high water mark (OHWM) of a "navigable" lake, pond, or flowage or within 300 feet of the OHWM of a "navigable" stream or river or to the landward side of the floodplain, whichever distance is greater.

Ordinary High Water Mark - The ordinary high water mark is the boundary between upland and lake or riverbed. It is the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark either by erosion, destruction of terrestrial vegetation, or other easily recognized characteristics.

Navigable - Generally, a waterway is navigable if it has a bed and banks and can float a canoe at some time each year - even if only during spring floods. Even small intermittent streams that are seasonally dry may meet the test of navigability. Navigable lakes and streams are public waterways protected by law for all citizens.

Unincorporated Areas - Lands lying outside of incorporated cities or villages.

Source: Wisconsin Department of Natural Resources

that current state-mandated shoreland zoning standards might not be adequate to properly protect water quality and shoreland ecosystems.

Under current regulatory requirements, the 75 feet closest to navigable waters are off limits to development. However, development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and many agricultural activities could continue within the shoreland area.

Wetlands

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. They enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.

The Wisconsin Wetlands Inventory Map identifies numerous wetlands throughout the Town. As shown on Figure 7-7, the WDNR digital wetlands inventory identified approximately 4,028 acres of wetlands within the Town. While wetlands are scattered throughout the entire Town, the largest number of acres of wetlands is located in the eastern half of the Town. The largest single block of wetlands is located in the east central portion of the Town at the southwest corner of the intersection of CTH Z and CTH NN. Other large blocks of wetlands within the Town are located in Section 10 southeast of Lark, and there are wetlands adjacent to much of the Branch River as it traverses through the Town.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations help protect them, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands can also occur through tiling and rerouting of surface water. Some agricultural areas are actually former wetlands that would probably revert back to wetland character if left alone for a period of time.

Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via stormwater runoff can destroy the wetland. Previously healthy and diverse wetlands can be reduced to degraded “muck holes” where only the hardiest plants like cattails can survive. Invasive plant species, such as purple loosestrife, can also negatively affect wetlands.

Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. Under certain situations, agricultural activities may also be regulated within wetlands.

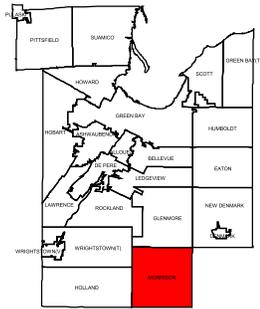
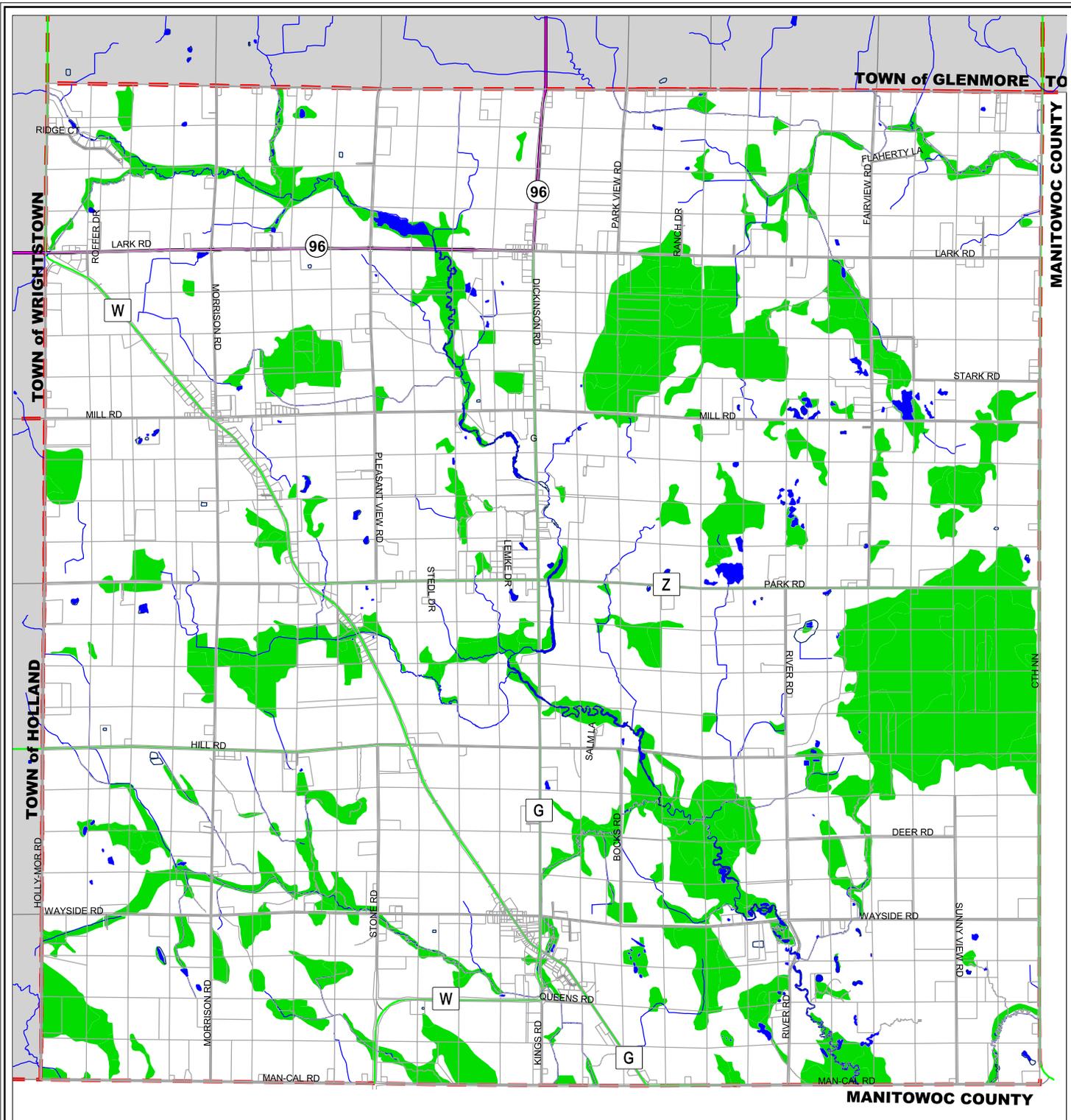
Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resources

Figure 7-7

WDNR Wetlands

Town of Morrison, Brown County, WI



 WDNr Wetlands

Source: Wisconsin Department of Natural Resources

Note: This map is for general reference and general planning purposes only. It is not intended for detailed site planning.

This is a compilation of records and data located in various Brown County and City of Green Bay offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County/City of Green Bay are not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.
Map prepared by Brown County Planning Department, June, 2004.

features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally-designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 12 percent or greater) when located within or adjacent to any of the features previously noted (see Figure 7-8). Past experience indicates that the potential exists for significant adverse water quality impacts if these areas are developed.

Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan prepared by the Brown County Planning Commission, as well as the Brown County Subdivision Ordinance. They are enforced during the review and approval of all land divisions regulated by the Brown County Subdivision Regulations and/or during review of requests for public sanitary sewer extensions. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development. Landowners within the Town with water-related natural resource features on their property are encouraged to contact the Brown County Planning Commission when considering splitting off land for sale. Development and associated filling, excavation, grading, and clearing are generally prohibited within ESAs; however, certain non-intensive uses, such as public utilities and public recreation, are often allowed. In conjunction with proper erosion control and stormwater management practices both during and subsequent to development within and adjacent to these areas, protection of the ESAs can provide numerous benefits, including:

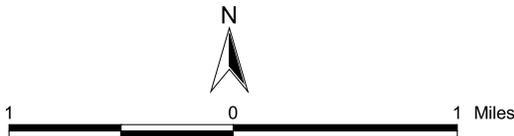
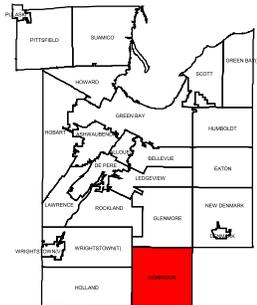
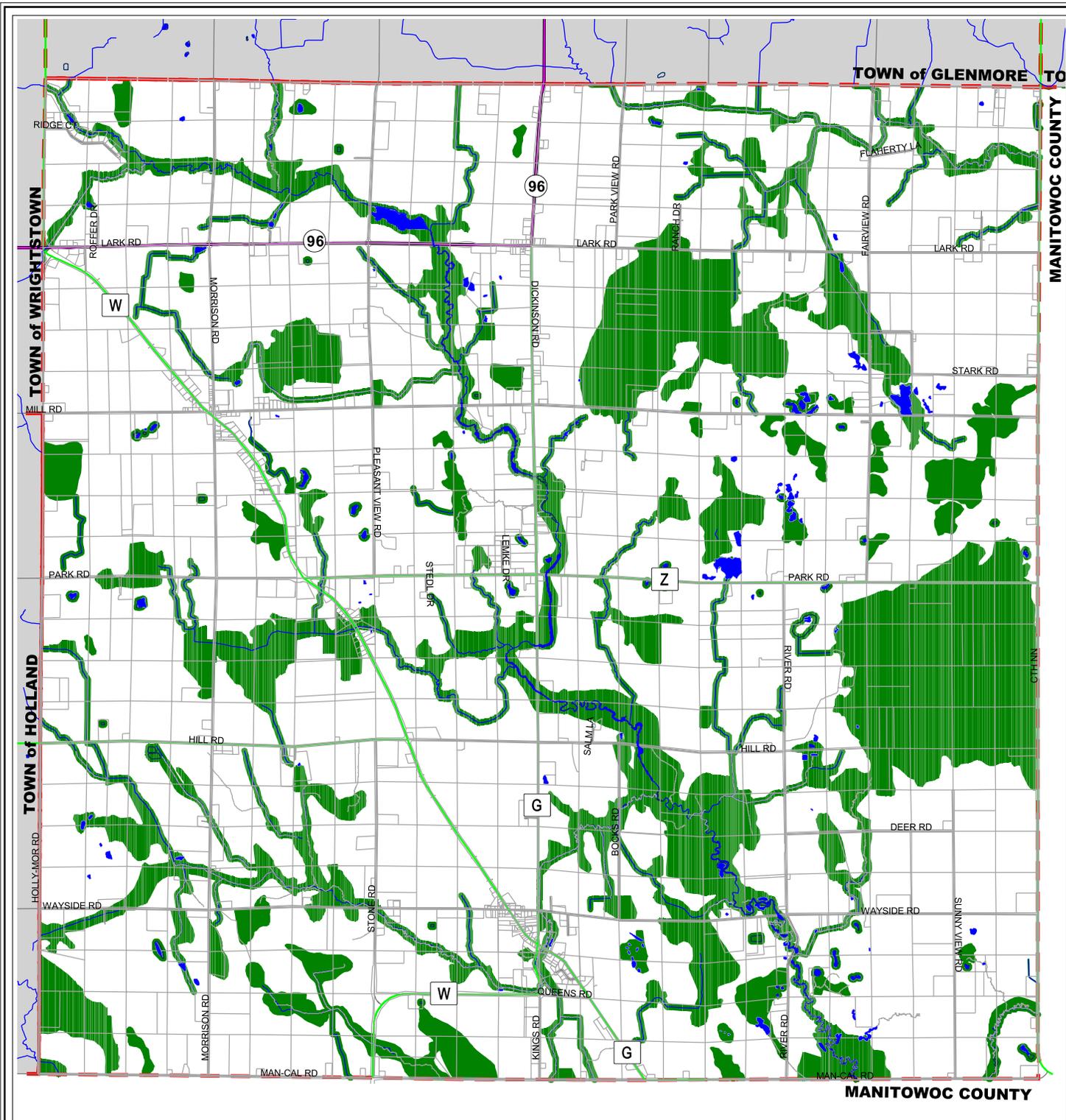
- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of micro-climates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

Threats to ESAs are similar to those of floodplains and shorelands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or

Figure 7-8

Environmentally Sensitive Areas

Town of Morrison, Brown County, WI



Environmentally Sensitive Areas

Source: Brown County Planning Commission, 2002

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Map prepared by Brown County Planning Department, June, 2004.

immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat.

Groundwater

As shown in Figure 7-9, groundwater begins as precipitation. This precipitation (rain or snow) falls upon the land and some runs off into lakes, rivers, streams, or wetlands. Some evaporates back into the atmosphere, and plants take some up. Groundwater is that precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another. The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands. The distance such groundwater travels is generally not far.

Groundwater is the source of the Town of Morrison's drinking water. Drinking water for the Town is drawn from the groundwater through private wells that vary in depth depending on location. There is no municipal water system within the Town. In addition, the groundwater also sustains the streams within the Town. Overall, the groundwater quality within the Town is fair. There have been instances of high levels of nitrates appearing in individual wells in the Town, as documented in Water Quality in the Western Lake Michigan Drainages, Wisconsin and Michigan, 1992-95. Nitrates normally infiltrate the aquifer because of the uses of fertilizers and manure from farming operations. There currently is an Atrazine prohibition within a portion of the Town, and a Trizene study is underway to determine the extent of Trizene within well water.

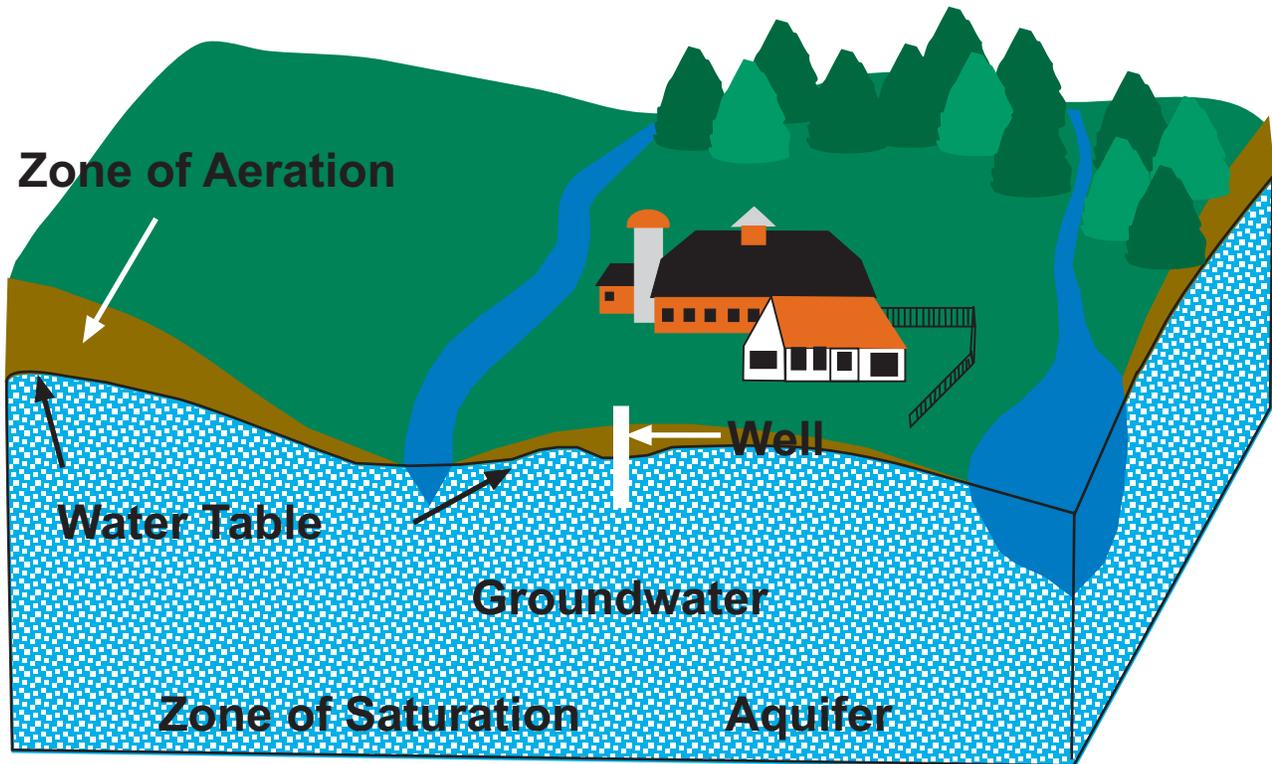
As with all communities, it is very important that the groundwater, the Town of Morrison's only source of drinking water, is protected. The greatest threats to groundwater are contamination and overuse. As with any rural and agricultural community, the most common sources of contamination include feedlots, manure storage and spreading, manure pits, irrigation, fertilizers, and pesticides. Overuse of the groundwater is not envisioned to be a problem within the foreseeable future.

To help communities meet the requirements of the federal Safe Drinking Water Act and to protect their drinking water supply, the Wisconsin Department of Natural Resources recommends that all communities undertake Vulnerability Assessments and Wellhead Protection Plans. The DNR will assist with the preparation of these assessments and plans.

Woodlands

As previously noted, the present vegetative cover of the Town has been altered considerably from its original condition. The climax forests of beech, sugar maple, basswood, red oak, white oak, and black oak found in the early 1800s have been replaced with farm fields, second growth woodlands and shrubs, and rural development. The woodlands present today generally occupy the wetlands within the Town that are not

Figure 7-9
Groundwater



Definitions

Groundwater - The water below the water table contained in void spaces (pore spaces between rock and soil particles or bedrock fractures).

Water Table - The water surface in an unconfined aquifer; the level below which the pore spaces in the soil or rock are saturated with water; the upper surface of the zone of saturation.

Aquifer - A saturated geologic formation (rock or sediment) capable of storing, transmitting, and yielding reasonable amounts of groundwater to wells and springs.

Zone of Saturation - The zone in which the pore spaces between soil and rock particles are completely filled with water. The water table is the top of the zone of saturation.

Zone of Aeration - The zone between the land surface and the water table in which the pore spaces between soil and rock particles contain water, air, and/or other gases.

Source: Portage County Groundwater Citizens Advisory Committee

well suited for agriculture. The largest blocks of wooded areas are located in the eastern half of the Town, generally associated with wetlands that are located on poorly drained organic soils that are wet much of the year. The wooded wetlands are often bordered by black willow and red osier dogwood shrub vegetation, aspen, or sedge grasses and cattails. Sections 10 and 11, 23 and 24, and 26 and 27 contain the largest single blocks of wetlands/woodlands within the Town. Most of the wooded areas located in the western half of the Town are much smaller in size and are often associated with wetlands or are found along drainageways.

According to the Brown County Land Use Inventory, there were 6,491 acres of natural areas in Morrison in the year 2001. Natural areas include woodlands, wetlands, and wooded wetlands. The Branch River corridor and its tributaries also contain woodlands often associated with wetlands. The Town's woodlands are shown in Figure 7-10.

Development is the primary threat to Morrison's remaining upland woodlands. Since these areas are prized as settings for residential subdivisions, they are often targeted for development. Intensive development, especially if improperly planned, can destroy the scenic and natural values of the woodland resource and can disrupt the blocks and corridors necessary to provide refuge and passage for wildlife. Loss of these woodlands may also degrade the perceived rural atmosphere of the Town.

Other threats to the woodlands of Morrison include improper management (such as the over-harvesting or under-harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease.

Wildlife Habitat

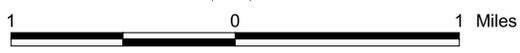
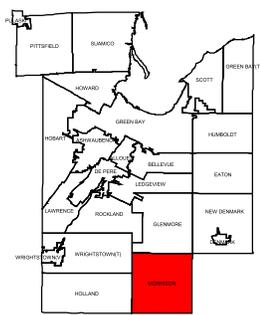
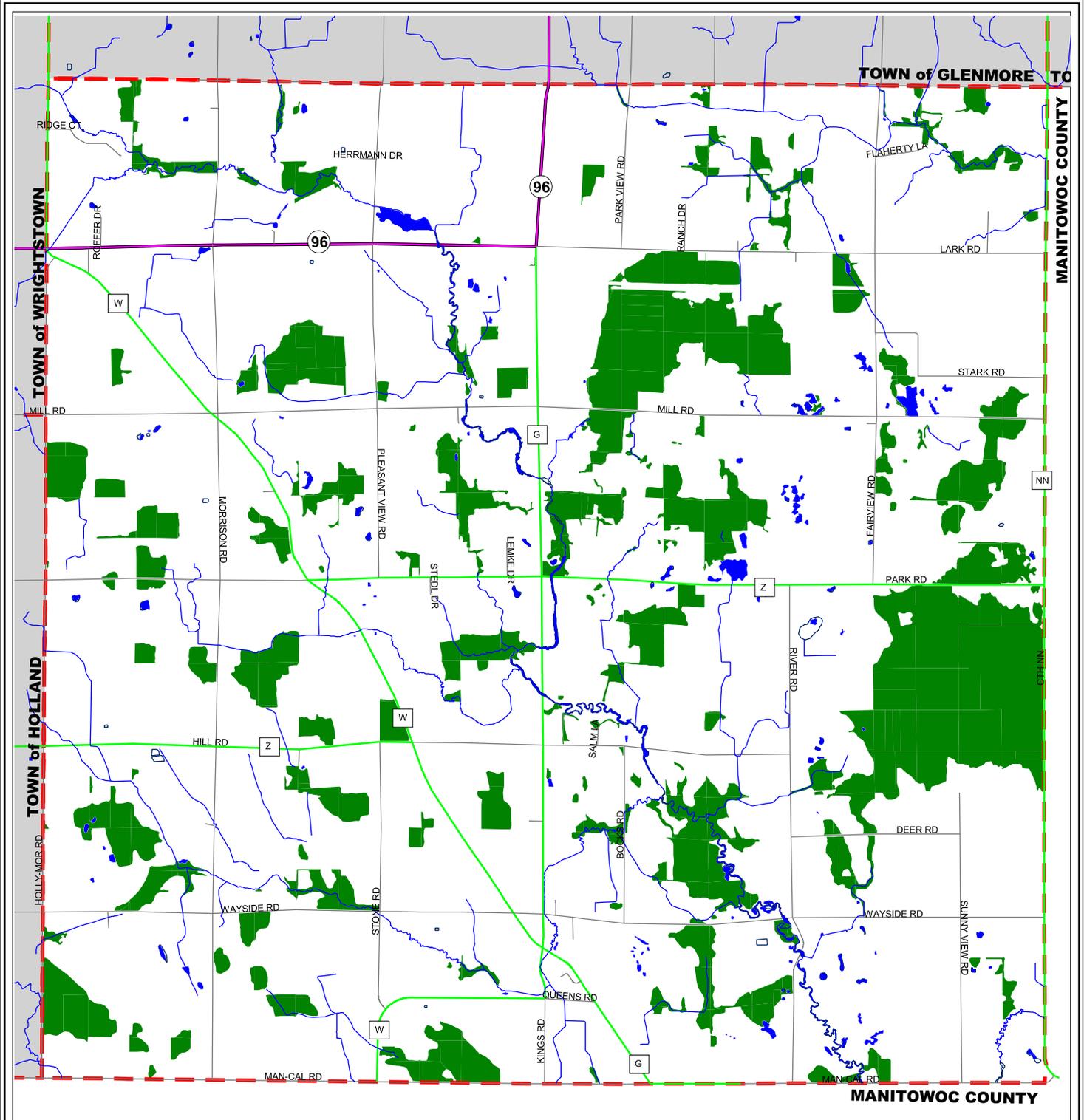
Since much of the land in Morrison is being farmed, the best wildlife habitat within the Town is contained within its woodlands and wetlands and along its streams. Wild game birds and mammals found in the Town include ducks, geese, woodcock, pheasant, Hungarian partridge, ruffed grouse, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox and whitetail deer.

Due to federal, state, and local regulations, the threat of the loss of stream, floodway, shoreland, and wetland habitat is greatly diminished, but similar protection is not afforded upland areas. These upland areas are, therefore, often developed, and the wildlife habitat value of the adjacent streams, floodways, shorelands, and wetlands are adversely affected by the development around the edges. These impacts can include fragmentation of the natural resource features, fragmentation of the wildlife corridors themselves, degradation of water quality, increased flooding, and invasion of exotic species. Protection of the upland woods and the areas immediately adjacent to the streams, floodways, and shorelands of the Town is vitally important in providing wildlife habitat.

Preservation of wildlife habitat is another reason why it is very important to protect surface waters, floodplains, shorelands, wetlands, and woodlands. It is assumed for purposes of this report that should these areas be adequately protected and preserved, so would wildlife habitat.

Woodlands

Town of Morrison, Brown County, WI



Woodlands

Source: Brown County Land Use Inventory, 2003

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Map prepared by Brown County Planning Department, June, 2004.

Note: This map is for general reference and general planning purposes only. It is not intended for detailed site planning.

Threatened and Endangered Species

Federal and state laws protect endangered and threatened species. Activities that impact state- or federally-listed animals on public or private lands and plants on public lands are prohibited under the respective state and federal laws. This protection is usually accomplished during the federal and state permit review process, but it is ultimately the responsibility of a project proponent and property owner to ensure that they are not in violation of either of the endangered species laws.

Protection of such species is a valuable and vital component of sustaining biodiversity. An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened. Both levels of government prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. The Wisconsin Department of Natural Resources Bureau of Endangered Resources monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the locations and status of rare species in Wisconsin. Because some species are very sensitive, their actual locations are kept vague in order to protect them. Data for these species are only available at the county level.

In addition, Brown County contains important examples of the following 12 natural community types. Although plant communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide habitat for rare, threatened, and endangered species.

- Alvar.
- Emergent Aquatic.
- Forested Ridge and Swale.
- Lake - Shallow, Hard, Seepage.
- Migratory Bird Site.
- Moist Cliff.
- Northern Dry - Mesic Forest.
- Northern Mesic Forest.
- Northern Wet Forest.
- Southern Mesic Forest.
- Southern Dry - Mesic Forest.
- Stream - Slow, Hard, Warm.

Rare species and natural communities are critical components of the Town of Morrison's natural resources, and protecting these resources is essential to ensure the long-term sustainability of the Town's environment.

Scenic Resources and Topography

Most of the Town consists of swell and swale topography of Mid-Woodfordian glacial till deposits. There is a band of hilly end moraine that extends east-west across the middle of the Town, and there are extensive drumlin fields in the southwestern sections of the Town. Bordering the end moraine are several large tracts of nearly level wetlands. The highest elevations of the Town, generally around 950 feet, are located in the west central portions of the Town. The lowest elevations, generally around 830 feet, are found in the southeastern portion of the Town. The flattest areas of the Town are located in the wetlands in the eastern portion of Morrison. This topography has an impact on natural and scenic resources, particularly in regards to stormwater management and erosion control.

Mineral Resources

While there are no active metallic mines anywhere in Wisconsin, nonmetallic mining is a widespread activity in Wisconsin, as well as in Brown County. In Wisconsin, there are an estimated 2,000 mines that provide aggregate for construction, sand, gravel, and crushed stone for road building, and limestone for agricultural lime applications. In Brown County, there are a number of active quarries that mine dolomite, sandstone, limestone, or crushed stone (sand or gravel). The Niagara Escarpment, which extends through Brown County, contains some of the state's highest quality aggregate materials. Most commonly mined from the portion of the escarpment in Brown County is dimension limestone that is used primarily for landscaping. There are no active quarries or sand and gravel pits within the Town of Morrison.

The State of Wisconsin first passed a nonmetallic mining law in 1994. The law requires that all nonmetallic mining operations be registered. To be registered, the nonmetallic mineral deposit must be delineated by a professional geologist or registered engineer and certified to be economically viable. Second, if the land is zoned, the existing zoning at the time of registration allows mining as a permitted use or as a conditional use. The state law further specifies that the registration lasts for ten years and can be renewed for an additional ten years. However, after 20 years, the full registration process must be undertaken once again. In addition, the law states that local zoning officials can deny the mining only if they can prove that the mineral deposit is not marketable or that the zoning at the time of the registration prohibited mining.

Wisconsin passed a second nonmetallic mining law, Wisconsin State Statute Section 295.13(1) and Wisconsin Administrative Code NR 135, in 2000. The state statute and administrative code require that all counties in the state adopt an ordinance in 2001 (consistent with the model ordinance prepared by the Wisconsin Department of Natural Resources) to establish a reclamation program capable of ensuring compliance with uniform state reclamation standards. The administrative code also allows cities, villages, and towns to adopt such an ordinance and administer the program within their own jurisdiction at any time. However, the administrative code further states that the county

ordinance will apply to every city, village, or town within the county until such time as the city, village, or town adopts and administers the ordinance itself.

Brown County adopted its Nonmetallic Mining Reclamation Ordinance in 2001. Most communities in Brown County, including the Town of Morrison, opted not to adopt and enforce their own mining reclamation ordinance but rather to allow Brown County to adopt an ordinance having jurisdiction within Morrison.

Wisconsin's nonmetallic mining reclamation program requires that nonmetallic mining operators prepare a reclamation plan to state standards. These standards deal with topsoil salvage and storage, surface and groundwater protection, reclamation during mining to minimize the amount of land exposed to wind and water erosion, revegetation, site grading, erosion control, and a final land use consistent with local zoning requirements.

Cultural Resources

The identification and preservation of historic, archeological, and architecturally-significant sites and buildings are an important part of any community's quality of life. These features remind the community of its history and culture, and they often set one community apart from another.

Historic Buildings

The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS) for tracking historically-significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible.

There are 64 records listed in the AHI for the Town of Morrison. None of these sites, however, are listed in the national or state registry of historic places. The majority of the records are residences. Also listed are barns, schools, churches, and retail buildings. Many of the buildings are located in the unincorporated communities of Lark, Wayside, and Morrison. It is estimated that some of the buildings were constructed in the late 1800s.

The Historical/Architectural Resources Survey, Selected Unincorporated Communities of Brown County, identified 32 buildings possessing a high degree of integrity and visual interest. Of these, the study noted that there were eight buildings that could be considered for listing in the national registry of historic places.

Archeological Resources

Archeological sites are windows to the past. They provide information and insight as to the culture of the previous residents of the Town of Morrison. Current state law gives protection to all human burial sites. There are also programs and restrictions relating to other archeological sites. Developing these sites before they can be catalogued and studied is the threat to this resource.

An inventory completed by the Neville Public Museum of Brown County shows that only two historic archeological sites have been located in Morrison. Other survey work done in connection to road work along CTH W and a portion of STH 96, as well as a few small studies of specific locations in the Town, did not result in a discovery of any archeological sites.

Very little archeological work has been done in the Town. The small number of sites may be attributed to the limited number of surveys undertaken in Morrison. The Horicon Formation till found in the southern portion of the Town is the oldest land surface in the County, and any archeological sites in this area would be of great interest. The Branch River area is also comparatively old. Archeologists suspect that the earliest sites in Brown County may be present in these two areas. However, no systematic surveys for archeological sites have been conducted in any of these areas.

Several cemeteries are located in the Town. These include Wayside Cemetery in Section 33, Emmanuel Cemetery in Section 16, St. Mary's Cemetery in Section 12, and two Zion Cemeteries (one is Section 17 and one in Section 21). Also located in Section 17 is the Free Association Cemetery. Some reports indicate that the burials in Section 17 were exhumed and reburied elsewhere, but this is not confirmed.

Recommended Policies, Programs, and Actions

There are many avenues the Town of Morrison can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities chapter. They range from specific one-time actions to broad ongoing programs. These recommendations are addressed in this section.

In general, the protection and preservation of the Town's surface waters and ground waters should be its highest natural resources priority and the preservation of economically-viable farm land its highest agricultural resources priority. These two issues should be addressed as soon as possible through further study, appropriate zoning and rezoning policies, etc. Doing so will address many of the objectives of this plan and many of the important issues raised by the public during the visioning process.

Farmland Preservation

While Morrison has lost some agricultural land over the years and will likely continue to do so, it still retains more farmland than all but three other towns within Brown County. Much of the Town is also zoned Exclusive Agricultural, which has a minimum lot size requirement of 35 acres to build a home. It is envisioned that the Town's efforts to preserve farmland will involve many different efforts as set forth in this section.

Zoning/Rezoning Policies

The Town can slow the loss of farmland (and the open space value associated with it) by ensuring compact, orderly growth, limiting the amount of rural residential development, limiting the amount and type of rezonings, and encouraging continued participation in the Farmland Preservation Program. Continuation of the Town's current A-1

Agricultural zoning requirements will limit the amount of new houses constructed in agricultural areas of the Town. As long as the Town limits the amount of property rezoned to ER Estate Residential, the amount of new houses built in the agricultural areas of the Town will be limited, which is based on the present Town rezoning policy adopted in 2000. The rezoning policy sets the foundation to allow some rezoning of A-1 Agricultural properties but carefully limits the potential amount of new houses that could be built in the aforementioned areas. Any new development in the agricultural areas should be steered towards nonproductive farmland and areas adjacent to existing development. It is intended that the majority of the Town's growth and development would occur within and adjacent to the sanitary district as it grows over time. More details about innovative ways to address zoning and rezoning with intent to help preserve and protect viable farmland is presented in Chapter 2.

There are numerous examples of alternative or flexible zoning techniques that can be used to allow limited amounts of development to occur in certain areas or in certain ways that would help preserve agricultural lands. Examples include maximum lot sizes, sliding scale zoning, and allowing limited development on nonproductive agricultural lands. These are discussed in more detail in Chapter 2. As stated in Chapter 2, it is recommended that the Town consider establishment of a Siting Review Committee to review and recommend lot and building placements within viable agricultural areas to slow the loss of valuable agricultural land and to minimize any potential adverse impacts from the proposed development upon the remaining agricultural land. Last, the Town should consider the creation of different agricultural districts designed for different types and sizes of farming operations.

Purchase of Agricultural Conservation Easements

The Town can also slow, and possibly eventually halt, the loss of farmland through the use of agricultural conservation easements, and as such, a study of this method should be considered. If this method is determined to be feasible, it should be implemented in conjunction with the other efforts noted in this section. Some communities have had success with the purchase of agricultural conservation easements, also known as the purchase of development rights. This farmland preservation tool benefits the farmer, as well as the community. The farmer can benefit financially on the development potential of the land while still keeping it in production and maintaining all other rights to the land, including the right to live on the land and farm it and to exclude trespassers. The farmer may enjoy reduced income taxes and estate taxes. The monies received for the easement can be used for farm improvements, making the farm more productive and economically palatable to the community. In addition, the community will enjoy all of the environmental, aesthetic, and economic benefits of farming while preserving a large area of productive farmland.

While this tool is an effective one at preserving farmland, it is expensive, and careful consideration must be given to the feasibility of this approach. The Town can explore different options for funding this program, which could even include an increase in building permit fees or property taxes. Morrison could explore any potential state or federal grant programs that would assist the Town in funding these efforts. One of these programs is the Farmland Preservation program sponsored by the USDA. This program helps state, tribal, or local government entities purchase development rights to keep

productive farmland in agricultural use. If the land qualifies, the USDA has provided up to 50 percent of the cost of purchasing the easement. To qualify, farmland must:

- Be part of a pending offer from a state, tribe, or local farmland preservation program.
- Be privately owned.
- Have a conservation plan.
- Be large enough to sustain agricultural production.
- Be accessible to markets for what the land produces.
- Have adequate infrastructure and agricultural support services.
- Have surrounding parcels of land that can support long-term agricultural production.

The Town of Dunn in Dane County has been successful in preserving its agricultural land using purchase of development rights. Dunn has received multiple farmland preservation program grants to help with its efforts, allowing them to preserve over 1,700 acres of valuable farmland.

Promotion of Flexible Development Practices

The promotion of flexible or alternative development approaches and zoning techniques can help preserve the agricultural and natural resources within the Town and should be considered. Too often municipal zoning ordinances lack flexibility and the ability to approve different development techniques that may do a better job of preserving the agricultural or natural resources of a community. A community must be willing to “think out of the box” if the end result will yield positive results for the community.

To promote development practices that preserve more of the agricultural and natural areas of the community compared to conventional development practices, greater flexibility and incentives should be inserted into Morrison’s development codes. The Town-adopted changes to its zoning ordinance in 2000 could be considered an example of this.

Developers and Town officials should promote a harmonious relationship between the natural landscape and built environment and should strive to encourage preservation of agricultural and natural areas within newly developed areas. Conservation subdivision development, for example, is a development technique that is an alternative to conventional subdivision development and is better for the natural environment. Many municipal zoning ordinances do not allow for such developments to take place. With this approach, new subdivisions can be designed to retain agricultural lands, preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas or even prime farmland can be left as preserved open space. More detail about this concept is found in Chapter 2.

Surface and Groundwater Protection

As mentioned previously, this comprehensive plan asserts that the Town of Morrison's most important natural resource features are its rivers and streams and its groundwater. Not only are these features important from an ecological standpoint, protecting these resources will help ensure that the Town has a clean and abundant supply of drinking water and water for industry, recreation, and farming, and it will also help prevent excessive flooding and erosion. It is envisioned that protection of these resources will involve many inter-related efforts as identified in this section.

Natural Corridors (Parkways)

Stream and river corridors are often preserved by local units of government as natural corridors or parkways because of the benefits they bring to the community. Among the benefits derived by keeping intensive development out of the stream corridors are improved water quality, preservation and maintenance of wildlife habitat, an increase in recreational opportunities, and preservation of scenic areas.

A parkway should be considered along the Town's primary drainage corridor, the Branch River. Generally, a parkway includes the floodway and shoreland portions of the corridor and, ideally, any adjacent floodplain, wetlands, and steep slopes. Preservation of the corridor preserves natural beauty, retains wildlife habitat, provides stormwater management areas, and links parts of a community together. The parkway would also enhance public access and allow the Town to capitalize on the intrinsic value of its most notable natural resource feature. The Town should consider studying the length of the Branch River to determine the benefits that the parkway designation could bring to the Town. The Town will need to weigh the benefits to the general public if a cost is associated with acquisition of the land.

Acquisition of parkways could occur any time that an opportunity arises. Generally, it would occur at the time adjacent lands are developed. After development occurs, however, it is often very difficult to purchase property for public uses. Sometimes land is acquired through dedication, which provides tax benefits to the landowner. If public acquisition is not feasible, private ownership subject to conservation easements or deed restrictions could be considered. Utilizing conservancy zoning for parkways should also be considered if acquisition is too expensive or doesn't appear realistic. Once parkways or corridors are protected, lands within these areas should be used only for passive recreation, such as trails, and for the natural benefits derived from the resource.

Flood Studies

Due to the importance of floodplains for environmental, regulatory, and insurance purposes and their relationship to surface waters, it is recommended that flood studies be undertaken for all rivers and streams where development is proposed. Such flood studies should map both the floodway and the flood fringe portions of the 100-year recurrence interval flood hazard area, should be based upon full development of the drainage basin, and should be reviewed and approved by both the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency (FEMA). If detailed flood studies are not undertaken and/or do not take into

consideration the effects of future development of the watershed, future flooding events may be more extensive and may cause greater property damage.

Stream Buffers

Based upon the importance of the Town's shorelands and their relationship to surface water, the Town should encourage protection of the shoreland area whenever possible. In this regard, the Town should take full advantage of federal, state, and county funding and other assistance in the establishment of stream buffers. The Town should also consider rezoning areas to conservancy zoning where appropriate if it is determined that it has the capability to enforce such zoning and such areas warrant added protection.

Education and Citizen Participation

Spreading knowledge of the importance of the Town's natural resources and ways to maintain them is an essential implementation tool. For example, educating property owners along creeks about nonpoint source pollution and providing tips on landscaping and buffering to prevent this pollution can help to achieve improved water quality. Periodic pamphlets or newsletters could be mailed to Morrison residents to provide information on such topics as tree trimming and issues relating to natural resource protection. Water resource educational materials are available from the WDNR. If the Town has a periodic newsletter that it sends out to Town residents or if it has a website, use of such avenues to educate or inform citizens can be invaluable.

The Town should consider erecting signs that identify the names of creeks at road crossings. These signs are an excellent way to raise awareness of drainageways. Unnamed creeks could have names established, perhaps by honoring landowners along them or through school naming contests, as another way of raising awareness of the importance of these features and getting people to think about the value of them.

Summary of Additional Recommendations

- The Town of Morrison should encourage and support the efforts of the Brown County Land Conservation Department and the Natural Resources Conservation Service to protect the soil resources of the Town. This would include support of agricultural best management practices as conservation tillage, crop rotation, and control of livestock access to streams.
- The Town should review the existing state and county regulations regarding livestock facilities to determine whether these regulations adequately address any concerns the Town has about large-scale farming operations. The Town should also modify its zoning ordinance to require compliance with the State Livestock Facility Siting Law if it comes to the conclusion that existing regulations do not adequately address Town concerns about large-scale livestock operations and the Town has determined that the State Livestock Facility Siting Law adequately addresses the Town's concerns.
- The Town should adopt and enforce a construction site erosion control and stormwater management ordinance. The Wisconsin Department of Natural

Resources has a model ordinance for this purpose that many communities across the state have used.

- The Town should request Brown County to update the Brown County Farmland Preservation Plan and/or prepare its own plan to help preserve the Town's productive agricultural lands through proper zoning and planning.
- The Town should work with its farmers, government agencies, the private sector, and its citizens to foster an atmosphere within the Town that is supportive of the agricultural community to the greatest extent possible and that is consistent with the other goals and objectives of this comprehensive plan. This should include the provision of technical and financial assistance and investigation of entrepreneurial agricultural opportunities.
- The Town should steer most of its future development into the Town's sanitary district as long as the sanitary district is able to service the additional development.
- The Town should encourage and support the efforts of the Brown County Land Conservation Department and others regarding installation of stream buffers. This is likely the single most effective means to protect and even improve the water quality of the Town's rivers, streams, and drainageways.
- The Town should require flood studies prior to land division or development adjacent to its rivers, streams, and drainageways when such studies do not exist and when benefits would result from the studies.
- The Town should encourage and support the Brown County Zoning Department's floodplain and shoreland zoning efforts, particularly as they relate to protection of the Town's rivers, streams, drainageways, and wetlands.
- The Town should review the County shoreland floodplain zoning ordinance to determine if that ordinance is sufficient for the Town's needs in addressing protection of natural areas within the Town. If it does not meet the Town's needs, the Town should consider implementing its conservancy zoning district by zoning conservancy areas in the Town where it has determined that additional protection is required. It is critically important that if the Town chooses to implement this zoning tool, it establish strict criteria that would be used to delineate and designate conservancy zoning boundaries.
- The Town should encourage and support the efforts of the U.S. Fish and Wildlife Service, the Wisconsin Department of Natural Resources, and others in their efforts to protect wetlands within the Town.
- The Town should undertake a Groundwater Vulnerability Assessment.
- The Town should inventory and consider protection of its historic structures and archeological sites in order to preserve remnants of the Town's history and culture. Officials of the Neville Public Museum should be notified if area residents find artifacts within the Town.
- The Town should revise the Earth Excavation section of the Town zoning ordinance regarding the zoning districts where earth excavation is allowed. It should also

require setbacks from environmentally sensitive areas and residential areas, as well as identify other potential conditions deemed necessary by the Town.

- The Town of Morrison should work proactively with the Brown County Planning Commission to identify and educate the Town's residents on the importance of the ESAs. The Town should also consider an ordinance or zoning classification that would provide local protection of ESAs.
- The Town should support Brown County's "time of sale" program of inspecting private onsite wastewater treatment systems to guard against failing systems. Ensuring functioning septic systems will protect groundwater used for private wells in these areas.
- The Town should require developers to contact the Wisconsin Department of Natural Resources Bureau of Endangered Resources and review the state's Natural Heritage Inventory prior to any development. This will serve to protect these species and ensure the appropriate application of the state and federal endangered species laws.
- Because of the presence of high quality mineral resources near (and possibly within) the Town of Morrison and because of the potential for significant positive economic impacts, as well as significant negative environmental and land use impacts, should mineral resources be discovered or mining contemplated within Morrison, this plan and relevant Town ordinances should be subjected to further review and revision. Therefore, the Town Planning Commission and Town Board should review the Town's zoning ordinance regarding nonmetallic mining operations and consider some conditions, such as requiring nonmetallic mining operations to be a set number of feet away from environmentally sensitive areas and residential uses and identifying appropriate hours for blasting and hauling of aggregate.

CHAPTER 8

Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Smart Growth Law and is a very important aspect of the Town of Morrison Comprehensive Plan. As Morrison develops over the next 20 years, it is important for the Town to work with the school districts, surrounding communities, Brown County, the state, and other units of government. Working cooperatively is especially important since many issues do not recognize municipal boundaries.

The purpose of the Intergovernmental Cooperation chapter is to analyze the existing relationships the Town has with other units of government and to identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities chapter of the plan.

Analysis of Governmental Relationships

Unified School District of De Pere

In an effort to accommodate its rapidly increasing student population, the residents of the Unified School District of De Pere approved a referendum in 2000 that enabled the district to expand Dickinson Elementary School and De Pere High School and renovate the former middle school at the intersection of Broadway and Merrill Street. These expansions provided temporary relief to the district's capacity constraints and were an efficient use of existing property and facilities within Ledgeview and De Pere, but the district will likely have to consider adding additional capacity in the near future as more people move to the district's communities.

The school district currently owns a parcel of land near the intersection of Dickinson Road and Bower Creek Road in Ledgeview, and a district committee recommended in January of 2004 that the district retain the site but compare it to other possible sites to determine if it is the most desirable location for a new school. Even if the Bower Creek Road site is found to be adequate, the district should identify other potential sites that can be developed as the district's student population grows.

Recommendations

Morrison should encourage the Unified School District of De Pere to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and include Morrison representatives in discussions about future school sites. This cooperative effort should occur whether or not the sites are within the town limits because new schools will likely affect students who live in Morrison. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

School District of Denmark

According to a representative of the School District of Denmark, the district's schools are projected to reach capacity in the near future. Although the growing student population will not likely warrant the construction of new schools, the district representative believes that the existing schools will have to be expanded within five to ten years to accommodate the additional children. The school district representative did, however, acknowledge that the district intends to build a new community recreation center and that a referendum will be necessary to authorize the district to fund the center.

Because Morrison is not projected to grow significantly in the next 20 years, the Town's impact on the district's enrollment will likely be minimal. However, the Town should still be involved in planning for future school expansions and other capital projects because Morrison residents within the School District of Denmark will help to fund the projects.

Recommendations

The Town should encourage the School District of Denmark to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in discussions about future school expansions and facilities. This cooperative effort should occur whether or not the sites are within the town limits because new schools will affect students who live in Morrison. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Reedsville School District

According to a representative of the Reedsville School District, the district is not planning any major capital projects in the near future. The representative acknowledged that a new high school might be needed within the next 20 years, but it is possible that the existing school will be sufficient.

Recommendations

The Town should encourage the Reedsville School District to place schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in discussions about future school expansions and facilities. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Wrightstown Community School District

According to a representative of the Wrightstown Community School District, the district will soon begin a study that will help estimate its future facility requirements. The representative indicated that one of the first steps in this process was the formation of a facility study committee at the beginning of 2005, and Morrison was invited to participate on this committee. Once this process is finished, the district is expected to have a better idea of its future capital and other needs.

Recommendations

A representative of Morrison should continue to participate on the Wrightstown Community School District's facility study committee to ensure that the Town's interests are considered during this process. The Town should also encourage the school district to continue to place schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in other discussions about future school expansions and facilities. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Brillion School District

According to a representative of the Brillion School District, the district's only anticipated capital project is a small addition to the existing high school. The representative also indicated that the district would not have to buy additional land for the high school or any unforeseen facility expansions because enough space exists on land the district already owns.

Recommendations

The Town should encourage the Brillion School District to place schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in discussions about future school expansions and facilities. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Adjacent Communities

Town of Holland

According to representatives of the Towns of Holland and Morrison, the two communities will not likely have to address any significant issues beyond the maintenance of the road along their boundary. However, the two communities should periodically contact each other to also discuss land use compatibility near their border and other issues that could arise during the planning period.

Town of Wrightstown

Morrison and the Town of Wrightstown share a relatively short boundary, but issues could arise over the next 20 years that affect both communities. During this period, Morrison and Wrightstown should continue to contact each other to discuss land use compatibility near their border and other issues that could arise during the planning period. The communities should also consider developing additional service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Glenmore

Glenmore residents currently use Morrison's garbage and recycling drop-off site, and Morrison's volunteer fire department provides fire protection services for Glenmore. During the next 20 years, Morrison and Glenmore should continue to contact each other to discuss road maintenance along their boundary, land use compatibility near their border, and other issues that could arise during the planning period. The communities should also consider developing additional service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Cooperstown

According to representatives of Morrison and Cooperstown, the two communities will not likely have to address any significant issues in the future. However, the two communities should periodically contact each other to also discuss land use compatibility near their border and other issues that could arise during the planning period.

Town of Franklin

According to representatives of the Towns of Franklin and Morrison, the two communities will not likely have to address any significant issues beyond the maintenance of the road along their boundary. However, the two communities should periodically contact each other to also discuss land use compatibility near their border and other issues that could arise during the planning period.

Town of Maple Grove

According to representatives of the Towns of Maple Grove and Morrison, the two communities will not likely have to address any significant issues beyond the maintenance of the road along their boundary. However, the two communities should periodically contact each other to also discuss land use compatibility near their border and other issues that could arise during the planning period.

Other Entities

Bay-Lake Regional Planning Commission

Since the early 1970s, the Bay-Lake Regional Planning Commission has helped communities apply for and obtain economic development grants and other financial assistance, has performed surface evaluations of local roads, and has provided several other services. In the future, Morrison should consider contacting the Bay-Lake RPC to explore grant opportunities and consider utilizing Bay-Lake staff to complete grant applications. The Town should also consider having Bay-Lake staff perform pavement evaluations for the Town's Pavement Surface Evaluation and Rating (PASER) program.

Central Brown County Water Authority (CBCWA)

At the beginning of 2004, the Central Brown County Water Authority (CBCWA) voted to purchase water from the City of Manitowoc, and the development of the new CBCWA

system is expected to be completed by 2006. Although Morrison will not be served by the CBCWA water line immediately after the line is built, the Town should consider joining the CBCWA in the future if the community believes it would be a cost-efficient method of providing water to its residents and businesses.

Brown County

The four County departments that currently have the most significant presence in the Town are the Brown County Highway Department, Brown County Sheriff's Department, Brown County Library System, and Brown County Park Department.

Highway Department

The plan's Transportation chapter recommends that the Town consider roundabouts and other traffic calming techniques to maximize safety, efficiency, and accessibility for all Morrison residents. Since the Brown County Highway Department has jurisdiction over many of the major streets and intersections in the Town, it will be very important to cooperate with the department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The Town should also work with the Brown County Highway Department and Brown County Planning Commission to identify, plan, and implement projects that fit within the context of the County's surrounding areas.

Sheriff's Department

The Brown County Sheriff's Department provides police and patrol service to Morrison, and this service is expected to be adequate in the future. However, if the Town believes that additional service is necessary, it should consider contracting with the Brown County Sheriff's Department and possibly the Village of Denmark to provide additional coverage.

Library System

The Brown County Library branches that are currently the closest to Morrison are in the City of De Pere and Village of Denmark, but the library facility that is likely used by many Morrison residents is the bookmobile. Since a formal library branch will not likely be established in Morrison within the next 20 years, it is important that the Town's residents continue to show their support for the bookmobile by using it frequently and urging their elected representatives to continue the program.

Park Department

The Town currently contains Way-Morr Park, and Morrison residents have traditionally supported retaining the park as a County facility. The current Brown County Open Space and Outdoor Recreation Plan recommends that the park be expanded to the south in the future, but budget constraints could prevent this from happening for many years. The Town should work with the Brown County Park Department to maintain the existing park and determine if the recommended park expansion can occur. If the

expansion is possible, representatives of the Town should help the Park Department plan the new area.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The only highway that falls under the jurisdiction of the Wisconsin Department of Transportation (WisDOT) is STH 96, and WisDOT representatives do not expect to complete any significant projects along this highway in Morrison over the next 20 years. The Town should, however, encourage WisDOT to pave the highway's shoulders when maintenance and other projects occur to help create the bicycle system recommended in the comprehensive plan's Transportation chapter.

Summary of Recommendations

Unified School District of De Pere

Morrison should encourage the Unified School District of De Pere to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and include Morrison representatives in discussions about future school sites. This cooperative effort should occur whether or not the sites are within the town limits because new schools will likely affect students who live in Morrison. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

School District of Denmark

The Town should encourage the School District of Denmark to continue its practice of placing schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in discussions about future school expansions and facilities. This cooperative effort should occur whether or not the sites are within the town limits because new schools will affect students who live in Morrison. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Reedsville School District

The Town should encourage the Reedsville School District to place schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in discussions about future school expansions and facilities. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Wrightstown Community School District

A representative of Morrison should continue to participate on the Wrightstown Community School District's facility study committee to ensure that the Town's interests

are considered during this process. The Town should encourage the school district to continue to place schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in other discussions about future school expansions and facilities. In addition, the Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Brillion School District

The Town should encourage the Brillion School District to place schools in areas that can be easily and safely reached by young pedestrians and bicyclists and ensure that Morrison representatives are included in discussions about future school expansions and facilities. The Town should inform the school district if large residential developments are approved in the community to enable the district to plan for the additional students.

Town of Holland

Holland and Morrison should periodically contact each other to discuss road maintenance, land use compatibility near their border, and other issues that could arise during the planning period.

Town of Wrightstown

Morrison and Wrightstown should continue to contact each other to discuss land use compatibility near their border and other issues that could arise during the planning period. The communities should also consider developing additional service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Glenmore

Morrison and Glenmore should continue to contact each other to discuss road maintenance along and near their boundary, land use compatibility near their border, and other issues that could arise during the planning period. The communities should also consider developing additional service agreements in the future if the arrangements will provide an equivalent or higher level of service at a reasonable cost.

Town of Cooperstown

Morrison and Cooperstown should periodically contact each other to discuss land use compatibility near their border and other issues that could arise during the planning period.

Town of Franklin

Morrison and Franklin should periodically contact each other to discuss road maintenance, land use compatibility near their border, and other issues that could arise during the planning period.

Town of Maple Grove

Maple Grove and Morrison should periodically contact each other to discuss road maintenance, land use compatibility near their border, and other issues that could arise during the planning period.

Bay-Lake Regional Planning Commission

Morrison should consider contacting the Bay-Lake RPC to explore grant opportunities and consider utilizing Bay-Lake staff to complete the grant applications. The Town should also consider having Bay-Lake staff perform pavement evaluations for the Town's Pavement Surface Evaluation and Rating (PASER) program.

Central Brown County Water Authority (CBCWA)

Although Morrison will not be served by the CBCWA water line immediately after the line is built, the Town should consider joining the CBCWA in the future if the community believes it would be a cost-efficient method of providing water to its residents and businesses.

Brown County

Highway Department

Morrison should cooperate with the Brown County Highway Department over the next 20 years to study and implement the street and intersection improvements recommended in the comprehensive plan. The Town should also work with the Brown County Highway Department and Brown County Planning Commission to identify, plan, and implement projects that fit within the context of the County's surrounding areas.

Sheriff's Department

If Morrison believes that additional police service is necessary, the Town should consider asking the Brown County Sheriff's Department and possibly the Village of Denmark to provide additional coverage.

Park Department

Morrison should work with the Brown County Park Department to maintain Way-Morr Park and determine if the park expansion recommended in the Brown County Open Space and Outdoor Recreation Plan can occur. If the expansion is possible, representatives of the Town should help the Park Department plan the new area.

Library System

Morrison residents should continue to show their support for the Brown County Library's bookmobile by using it frequently and urging their elected representatives to continue the bookmobile program.

State of Wisconsin

Wisconsin Department of Transportation

The Town should encourage WisDOT to pave the shoulders along STH 96 when maintenance and other projects occur to help create the bicycle system recommended in the comprehensive plan's Transportation chapter.

General Recommendations

Morrison should consider cooperation with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Town, Brown County, and the region.

Morrison should work with the surrounding communities to develop an interconnected series of greenways and trails.

Morrison should work with the surrounding communities, Brown County, and WisDOT to coordinate the development of a consistent and cohesive bicycle, pedestrian, and street/highway system that enables all Town residents to travel throughout the region easily and safely.

CHAPTER 9

Implementation

The completion of this comprehensive plan should be celebrated as a significant milestone in providing guidance for the future development and redevelopment of Morrison. However, the key to the success of a comprehensive plan is its implementation. There are several regulatory tools and administrative mechanisms and techniques that can be utilized to implement the plan. Although this chapter does not include all of the recommendations in the comprehensive plan, it does summarize the various action steps the Town should take to implement the recommendations.

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, parking regulations, and other elements. The zoning district map defines the legal boundaries of each zoning district identified in the zoning ordinance.

Action Steps:

1. When the Town considers future rezoning requests, it is important that the various comprehensive plan components and recommendations be considered and used as a guide in the rezoning determination process. In particular, the land use recommendations contained within the plan should be implemented through the Town's zoning ordinance and map.
2. The Town's zoning ordinance should be revised as necessary to promote concepts from the comprehensive plan, such as lot sizes and lot placement, in valuable agricultural areas, conservation by design development, and development trends.

Subdivision Ordinance

Subdivision regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the subdivisions appropriately relate to the surroundings, as well as existing and future public facilities.

Action Steps:

1. The Town should develop a subdivision ordinance that is consistent with the concepts identified in the comprehensive plan. The Town should then use the

ordinance when reviewing development and redevelopment proposals to ensure that the completed projects are consistent with the plan.

Transportation

Town Streets and Walkways

Action Steps:

1. The Town should study its roads to determine the appropriate speed limit for each road based on the standards in Chapters 346.57(4) and 349.11(3) of the Wisconsin Statutes. Once the study is completed, the Town should establish the speed limits by adopting an ordinance for each town road and posting signs at appropriate locations.
2. The Town should undertake a study of sidewalks, pedestrian trails, street connectivity, street widths, and street design techniques. Once the study is completed, the Town should revise its subdivision ordinance accordingly.

Development Patterns

1. The Town should implement the development pattern recommendations that are included in the Land Use, Transportation, and other chapters of the comprehensive plan.

Economic Development

Action Steps:

1. The Town should consider development of a plan for the creation of town centers with commercial areas and pedestrian-friendly streets and business facades in the Lark, Morrison, and Wayside areas.
2. The Town should consider development and enforcement of a design review ordinance for commercial, multifamily, and industrial development to create favorable first impressions for visitors of the Lark, Morrison, and Wayside areas.
3. The Town should support its farmers and local businesses through its local programs and policies, as well as by working cooperatively with other communities, agencies, and organizations.
4. The Town should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.

Housing

Action Steps:

1. The Town should consider conservation by design developments and lot and/or building placement in areas with unique or critical natural, cultural, or agricultural resources. The development should be built around these resources.
2. The Town should encourage the identification and implementation of development techniques or ordinance changes to increase the supply of affordable housing where appropriate and feasible.
3. The Town should contact the Brown County Housing Authority and Wisconsin Housing and Economic Development Authority (WHEDA) for additional information, resources, and assistance.

Utilities and Community Facilities

Action Steps:

1. The sanitary district should undertake an update of its facility plan.
2. The Town should expand its urban development area and eventually its sanitary district and sewer service areas to include the growth increment identified in the comprehensive plan.
3. The Town should prohibit unsewered development within the sewer service area portion of the growth increment identified in the plan.
4. The Town should encourage unsewered development outside of the sewer service areas but within the remainder of the growth increment identified within the plan to facilitate the eventual expansion of the Morrison sewage treatment facility. The Town should also consider requirements within its review and approval of subdivision plat and Certified Survey Maps that such development must connect to the public sewer system when feasible and appropriate.
5. The Town should undertake a comprehensive groundwater quality study.
6. The Town should undertake a comprehensive stormwater management.
7. The Town should periodically review its police, fire, and rescue services to ensure their continued effectiveness. In regard to fire service, this may eventually mean a study of the feasibility of consolidation of the Morrison and Wayside Fire Departments.
8. The Town should prepare a park and open space plan.

Natural, Cultural, and Agricultural Resources

Action Steps:

1. The Town should adopt and enforce a construction site erosion control and stormwater management ordinance.
2. The Town should undertake a comprehensive groundwater quality study.

3. The Town should inventory and consider protecting its identified historic structures to preserve remnants of the Town's history and culture.
4. The Town should support the efforts of other agencies in the protection of its valuable natural, cultural, and agricultural resources.
5. The Town should review its existing ordinances to ensure that they provide proper protection of its valuable agricultural, natural, and cultural resources.
6. The Town should foster an atmosphere that is supportive of its farmers to the greatest extent possible.

Intergovernmental Cooperation

Action Steps:

1. The Town should continue to work with the school districts to ensure that future schools can be reached safely and efficiently.
2. The Town should continue to cooperate with Brown County, Advance, and the Bay-Lake Regional Planning Commission to develop coordinated strategies to enhance the economic vitality of the Town, Brown County, and the region as a whole.
3. The Town should continue to work with the surrounding communities to develop an interconnected series of greenways and trails.
4. The Town should continue to work with the surrounding communities, Brown County, and WisDOT to coordinate the development of a consistent and cohesive bicycle, pedestrian, transit, and street/highway system that enables all Town residents to travel throughout the region easily and safely.

Other Items

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the map should be issued for that site unless the map is amended.

Action Steps:

1. The Town's Official Map should be revised to reflect the recommendations in the comprehensive plan.
2. Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan.

Capital Improvements Program

Another important device for comprehensive plan implementation is a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, and a CIP usually encompasses a period

of five to ten years. A CIP that is consistent with the comprehensive plan would provide an implementation and monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's recommendations.

Action Steps:

1. Based on the comprehensive plan's recommendations, the Town should consider implementation of a Capital Improvements Program to review the priorities and schedules for public works projects.
2. Annual updates to the Capital Improvements Program should be in compliance with the recommendations of the comprehensive plan.

Potential Funding Sources

Some of the recommendations in the plan may be implemented with the help of various sources of grant funds. Private dollars can be leveraged by developing creative partnerships and by utilizing state and federal grant sources.

Action Steps:

1. Review the recommendations of the comprehensive plan and determine if they could be implemented using non-town funding sources. A review of CIP projects and an evaluation of grant fund resources should be completed on an annual basis, as well. The Town should also aggressively pursue grant opportunities to minimize the impact of the plan's implementation on the local tax levy.

Comprehensive Plan Review

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, etc.). Therefore, if the Town's comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects current conditions and any changes and developments that occurred in the previous year. It is also envisioned that the plan will need to be updated approximately every five years and comprehensively updated approximately every ten years.

Action Steps:

1. The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town should consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.
2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments should be approved only if they are determined to be in the public interest, and this determination should be based on a review of all applicable issues from the following list:

- How the proposal is more consistent with applicable policies of the comprehensive plan than the existing provision.
 - How the proposal is more consistent with each of the following objectives than the existing provision (consistency is not required where the objective is clearly not applicable to the type of proposal involved):
 1. Encourage the development of neighborhoods served by commercial nodes and discourage strip commercial development.
 2. Encourage uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.
 3. Encourage development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
 4. Encourage pedestrian and bicycle access throughout the Town.
 5. Conserve and/or enhance significant natural and historical features.
 - Preserve and/or enhance the Town's parks.
 - Provide adequate transportation, water, sewer, and other public services.
 - Provide significant economic development opportunities and broadening of the Town's economy.
 - Provide for the formation and enhancement of neighborhoods.
 - How substantial changes in circumstances have occurred since the original provision was approved in the plan.
3. Scope of Review. The review and evaluation of proposed comprehensive plan map changes should consider both the likely and possible future use of the sites and the associated impacts.
 4. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments should consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
 5. The Town of Morrison Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed that have necessitated recommendations for appropriate comprehensive plan amendments by the Town Board.
 6. The Town should consult annually with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
 7. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, changes should be made to sections of the plan that are determined to be out of date and sections that are not serving their intended purposes.
 8. The Town should consider creation of an advisory committee with membership similar to that of the citizens advisory committee used for the preparation of this comprehensive plan. It is proposed that the task of the advisory committee would be to review the comprehensive plan on at least an annual basis (preferably more often if necessary), to determine if the plan continues to meet the needs of the Town, and to determine if any changes or revisions of the plan are necessary. Such findings and

suggestions would then be presented to the Town Board for the Board's consideration, preferably in the first quarter of each year.

At least once every ten years, the plan should be reviewed and updated using a formal process that includes a citizens advisory committee similar to the committee used to develop this plan.

Priorities

The following four recommendations from this comprehensive plan have been identified as the Town's highest priorities for implementation. It is anticipated that the Town will begin work on implementation of these recommendations as soon after adoption of the comprehensive plan as is possible. While the four recommendations are listed in order of importance, it is understood that work could occur simultaneously on more than one as opportunities and time allow. It is further recognized that implementation of these recommendations may require assistance from other agencies and sources, which, if not available or adequate, may delay their implementation. The Town is committed to doing all it can to implement these recommendations in as timely a fashion as possible but is also committed to fully researching these issues to ensure sound, fair, and beneficial policies and programs.

1. **Groundwater Study.** As stated in Chapter 6, it is recommended that the Town undertake a comprehensive groundwater quality study to determine the extent and implications of any groundwater contamination issues. It is intended that this study will be a cooperative effort between many individuals and agencies and with technical and financial assistance from many sources. It is hoped that agencies, such as the Brown County Land Conservation Department, the Wisconsin Department of Natural Resources, and the U.S. Geological Survey, would assist with this effort. It is hoped that the findings of this study would identify the source, extent, and severity of any water quality problems and would be the first step in resolving those problems. It is recognized, however, that should severe water quality problems be identified in this study, additional work would be necessary to determine the most efficient and fair way to correct the problem.
2. **Subdivision Ordinance.** As stated in Chapter 2, it is recommended that the Town create a subdivision ordinance. This ordinance is intended to allow the Town to establish its own requirements for all land divisions. This could include such issues as conservation design subdivisions, lot sizes, road frontage, setbacks, erosion control, and stormwater management.
3. **Zoning Ordinance.** As stated in Chapter 2, it is recommended that the Town revise its zoning ordinance to be consistent with the recommendations contained within this comprehensive plan. This could include consideration of such issues as livestock facility siting, nonmetallic mining, conservation by design subdivisions, the design and conversion of new subdivisions from onsite sewage disposal systems to public sewer, protection of particularly valuable agricultural and/or natural resource areas, etc.
4. **Siting Review Committee.** As stated in Chapter 2, it is recommended that the Town consider creation of a Siting Review Committee to provide comments and suggestions on the size and location of proposed new lots and buildings, primarily in

regard to minimizing the loss of viable agricultural lands and disruptions to existing agricultural operations.

**APPENDIX A - PUBLIC PARTICIPATION PROCESS FOR
THE TOWN OF MORRISON COMPREHENSIVE PLAN**

PUBLIC PARTICIPATION PROCESS FOR THE MORRISON COMPREHENSIVE PLAN

The Town of Morrison Comprehensive Plan will include several public participation components. These components are summarized below:

Citizens Advisory Committee

At the beginning of the plan development process, the Town will appoint representatives to a citizens advisory committee. The advisory committee will advise staff during the plan development process, review plan recommendations, discuss the plan elements with public meeting participants, and recommend a final draft of the comprehensive plan to the Town's planning commission and board. All meetings will be open to the public.

Flier

To officially start the planning process, a flier will be mailed to each Morrison household that summarizes the process and provides survey questions for people to answer to get them thinking about planning issues. The flier will also invite residents to a community visioning session that will occur at the beginning of the planning process.

Community Visioning Session

Once the project is underway, a community visioning session will be held during an evening to establish many of the goals and objectives that will serve as the foundation of the comprehensive plan. All Morrison residents will be invited to attend the session to offer and discuss their ideas of how the Town should grow over the next several years.

Public Open House Meeting

Once the draft plan has taken shape, at least one public open house meeting will be held to present various sections of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and advisory committee members and to suggest modifications.

Public Hearing

Following the open house meeting and the approval of the draft document by the citizens advisory committee, a public hearing will be held to receive additional input from the public.

Planning Commission and Town Board Meetings

Following the public hearing, the draft plan will be presented to the Town's planning commission and board. These meetings will be open to the public and will be intended to discuss and adopt the plan.

**APPENDIX B - RESOLUTION #02-05 TOWN OF
MORRISON PLANNING COMMISSION**

RESOLUTION # 02-05

TOWN OF MORRISON PLANNING COMMISSION

WHEREAS, the Town of Morrison Planning Commission has developed the Town of Morrison Comprehensive Plan to guide and coordinate decisions and development within the Town; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Town of Morrison; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan, and these meetings included a public visioning session on April 15, 2004, monthly citizens advisory committee meetings, an open house meeting on May 25, 2005, and a public hearing on June 9, 2005.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Morrison Planning Commission recommends to the Town of Morrison Board the adoption of the Town of Morrison Comprehensive Plan.

Approved this 11 day of Aug, 2005



Plan Commission Chairman

**APPENDIX C - ORDINANCE #02-05 - ORDINANCE TO
ADOPT THE TOWN OF MORRISON COMPREHENSIVE
PLAN**

ORDINANCE 02-05

ORDINANCE TO ADOPT THE TOWN OF MORRISON COMPREHENSIVE PLAN

The Town Board of the Town of Morrison, Wisconsin, does ordain as follows:

Section 1. Pursuant to Section 62.23(2)(3) of the Wisconsin Statutes, the Town of Morrison is authorized to prepare and adopt a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Morrison, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Planning Committee, by a unanimous vote of the committee as recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Town of Morrison Comprehensive Plan," which contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town of Morrison has held at least one public hearing on this ordinance in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Town Board of the Town of Morrison, Wisconsin, does by enactment of this ordinance formally adopt the document entitled "Town of Morrison Comprehensive Plan" pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and upon publication required by law.

Adopted this 6th day of September, 2005

Todd Christensen
Todd Christensen, Chairperson
Town of Morrison

Colleen Magley
Colleen Magley, Clerk
Town of Morrison

Date of publication:

September 14, 2005