

Town of Morrison Comprehensive Plan 2016 Update



Adopted July 13, 2016

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TABLE OF CONTENTS

CHAPTER 1	1
Issues and Opportunities	1
CHAPTER 2	17
Land Use.....	17
CHAPTER 3.....	39
Transportation	39
CHAPTER 4.....	55
Economic Development	55
CHAPTER 5	69
Housing	69
CHAPTER 6.....	79
Utilities and Community Facilities	79
CHAPTER 7	101
Agricultural, Natural, and Cultural Resources.....	101
CHAPTER 8.....	131
Intergovernmental Cooperation.....	131
CHAPTER 9.....	139
Implementation	139
Figure 1-1: General Location	2
Figure 1-2: Town of Morrison Historic Growth Trend, 1960-2010.....	9
Figure 1-3: Town of Morrison and Brown County Percent Population Growth, 1960-2010	9
Figure 1-4: Town of Morrison Age as a Percentage of Population, 2000 and 2010	10
Figure 1-5: Adjusted Gross Income per Tax Return.....	11
Figure 1-6: Gross Household Income	11
Figure 1-7: Town of Morrison, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older	12
Figure 1-8: Town of Morrison Employment by Occupation.....	12
Figure 1-9: Industry Projections for Bay Area Workforce Development Area, 2010-2020.....	14
Figure 1-10: Historic and Projected Population, Town of Morrison, 1960-2040.....	15
Figure 2-1: Town of Morrison Land Use Acreage 2004 and 2015.....	17
Figure 2-2: 2015 Land Use.....	19
Figure 2-3: Number of New Lots Created by CSM or Subdivision Plat, 2004-2014.....	21
Figure 2-4: Number of Single Family and Duplex Building Permits Issued 2004-2014	22
Figure 2-5: Changes in Morrison Land Use, 2004-2015.....	24
Figure 2-6: 5-Year Growth Increments for the Town of Morrison	25
Figure 2-7: Future Land Use	27
Figure 2-8: Farmland Preservation Areas	35
Figure 3-1: Road Network.....	40
Figure 3-2: Functional Classification	41
Figure 3-3: Port and Airport Locations	44
Figure 3-4: Snowmobile Trails.....	45
Figure 3-5: Brown County Bicycle Plan	48
Figure 3-6: Existing and Conceptual Sidewalk Locations	50

Figure 4-1: Employment Status by Percentage of Population 16 Years and Above	55
Figure 4-2: Industry of Employed Civilian Population as a Percentage of People 16 Years and Above	56
Figure 4-3: Employment by Industry Group, 2014; Brown County, Calumet County, and the United States Location Quotient Analysis	57
Figure 5-1: Age of Housing Units for Morrison, Brown County, and Wisconsin	69
Figure 5-2: Units in Structure for Morrison, Brown County, and Wisconsin	71
Figure 5-3: Change in Housing Occupancy Characteristics in Morrison, 2000 and 2010	71
Figure 5-4: Town of Morrison Owner-Occupied Housing Values	72
Figure 5-5: Change in Housing Preferences over Time	74
Figure 6-1: Sanitary Sewer System.....	82
Figure 6-2: Sewer Service Areas	83
Figure 6-3: Park and Recreation Sites	91
Figure 6-4: Public School District Boundaries.....	97
Figure 7-1: Soil Limitations for Basements	103
Figure 7-2: Productive Agricultural Lands.....	104
Figure 7-3: Surface Water Features and Watersheds	108
Figure 7-4: FEMA Floodplains	110
Figure 7-5: Floodlands and Floodplain Zoning	111
Figure 7-6: Shorelands and Shoreland Zoning.....	112
Figure 7-7: WDNR Wetlands.....	116
Figure 7-8: Environmentally Sensitive Areas	120
Figure 7-9: Groundwater Diagram	122
Figure 7-10: Woodlands	123
Appendix A: Town of Morrison Citizens Participation Plan.....	148
Appendix B: Town of Morrison Planning Commission Resolution.....	150
Appendix C: Morrison Town Board Adoption Ordinance	152

CHAPTER 1

Issues and Opportunities

2015 Town of Morrison Comprehensive Plan Update Prologue

A comprehensive plan is intended to be a living, dynamic document that sets an overall vision while maintaining flexibility to efficiently respond to opportunities and challenges all communities face. A comprehensive plan's vision is generally considered to be over a 20-year horizon; however, keeping the same plan unchanged for 20 years will lead to the document becoming irrelevant if it is not occasionally updated to reflect current realities for a community. The 2005 Town of Morrison Comprehensive Plan recognized this need and included an implementation recommendation of reviewing and revising the comprehensive plan at a minimum of every 10 years to update background data, review the goals and objectives, and evaluate the overall implementation of the plan. It is this recommendation the 2015 Town of Morrison Comprehensive Plan Update is intended to address.

As this is an update, much of the background data from the 2005 plan is still relevant and therefore is not changed. However, with regard to specific instances where additional and/or more recent data is available such as new census data, population projections, and existing land uses, the maps, graphs, and recommendations reflect the new data.

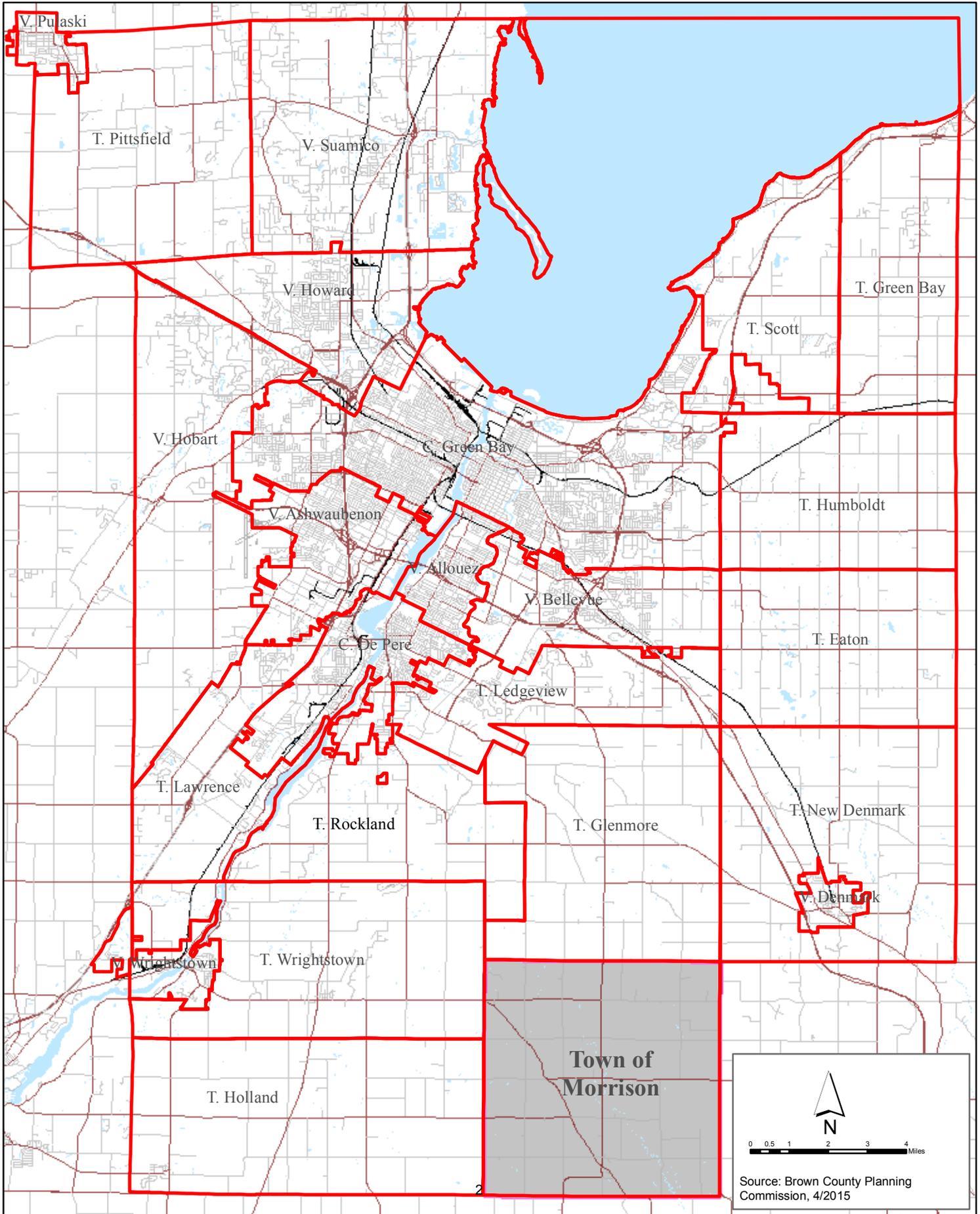
It is anticipated within another 10 years, consistent with the recommendation in the 2005 plan, this update will be supplanted by a new Town of Morrison Comprehensive Plan. In the meantime, this comprehensive plan update provides the necessary bridge to ensure development decisions continue to be considered and acted upon in a manner consistent with the original vision in the 2005 plan, while addressing the issues and opportunities of 2015.

Introduction

Morrison is a town of 36 square miles located in south central Brown County. It is bounded by the Town of Glenmore (Brown County) on the north, the Town of Cooperstown (Manitowoc County) on the east, the Towns of Franklin (Manitowoc County) and Maple Grove (Manitowoc County) on the south, and the Towns of Wrightstown (Brown County) and Holland (Brown County) on the west. The Town is primarily agricultural in nature with residential development generally associated with farming activities or located in the rural hamlets of Lark, Morrison, and Wayside. The most defining features of the Town are the large, contiguous blocks of high-quality agricultural land, the rolling hills, Branch River, and large wetland areas.



Figure 1-1
General Location
 Town of Morrison, Brown County, Wisconsin



Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. The following list identifies the State of Wisconsin goals for comprehensive planning. Therefore, not all may pertain to the Town of Morrison, but they would apply to the State as a whole.

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 by ordinance and should be used by Town officials when revising and administering its zoning and other land-related ordinances. The plan should be the basis for siting future developments and should 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. The maps and graphics contained within this plan are general in nature and are based on the best information available and should not be utilized for detailed site planning.

Comprehensive Planning Process

The most recent comprehensive plan for the Town of Morrison was adopted in 2005 and was in need of its 10-year update. The Brown County Planning Commission (BCPC) was contracted 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 town planning commission members, public input, 2004 town-wide visioning session, and sound planning principles.

This document is comprised of nine chapters reflecting the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Natural, Cultural, 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. While there are recommendations regarding the location, density, and design of future development, agricultural production is anticipated to continue to be the primary activity in the Town. Since agriculture is such an important part of Morrison's past and future, throughout the document the terms "agriculture" and "farming" are both used and are intended to be used interchangeably. The future land use map 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. 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 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.

Community Goals and Objectives

A major element of the comprehensive planning process is the identification of Morrison's goals and objectives. This identification is often difficult, as 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 on April 15, 2004, at Wayside Zion Lutheran School that utilized the nominal group method. The results from the visioning session were then mailed to all Morrison residents and property owners to develop a ranking of the top issues within the Town. The following list identifies the top issues resulting from the 2004 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. Accomplished (2004)
8. Address water quality issues, protect groundwater, and have wells tested.
9. Retain existing levels of fire, school, and other services.

There are some issues identified during the visioning session and follow-up survey that the Town has direct control over, such as maintaining Town services (#5), while there are others that include other units of government or non-profit groups (Retain existing levels of fire, school, and other services (#9). However, the results provide insight into those aspects of the Town that residents value and should be discussed during development of the comprehensive plan.

The nominal group session, town-wide survey, 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, which 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 are based on the following goals and objectives. The numbering of the objectives is not to rank or prioritize them, but rather to aid in discussion and reference.

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, and the Wisconsin Economic Development Corporation (WEDC).

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 Brown County's Community Development Block Grant - Housing loan program and 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. Remain current on wind turbine siting regulations to be consistent with state requirements.

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, Brown County, and the State of Wisconsin, to cooperatively plan, develop, and provide services to the Town of Morrison and region.

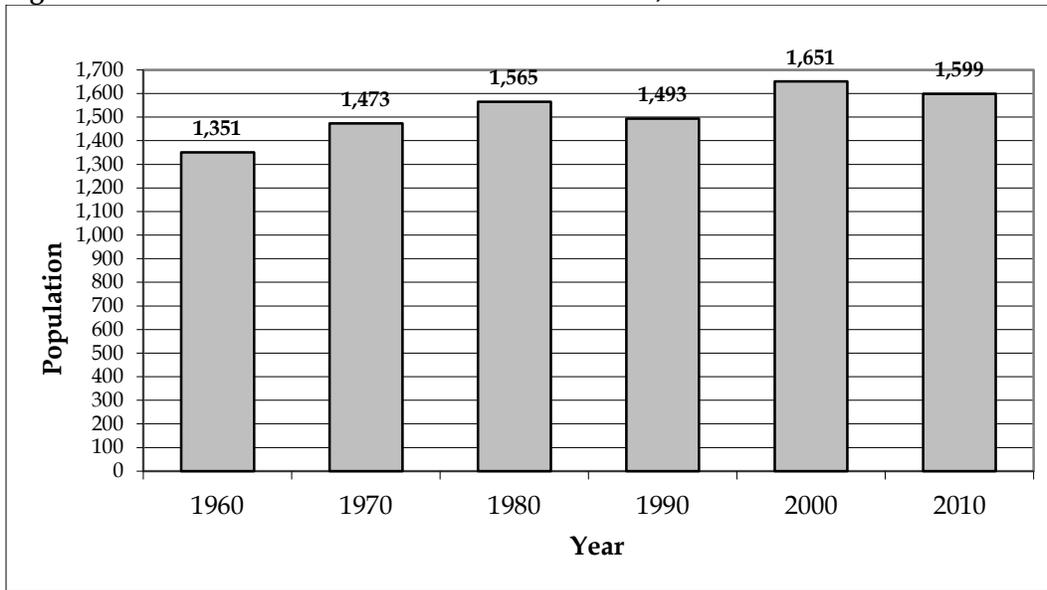
Objectives

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.

Demographic Trends

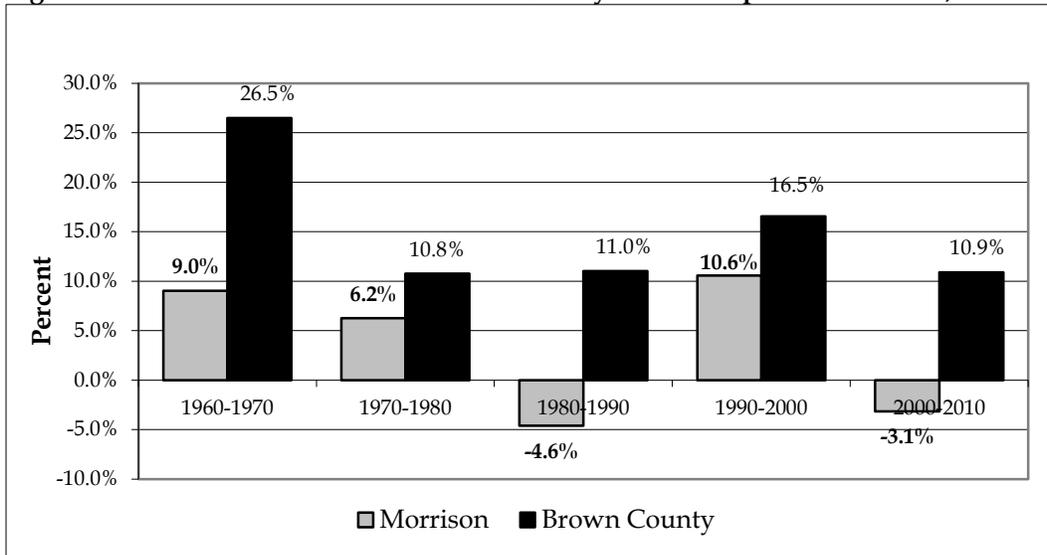
As depicted in Figure 1-2, the Town of Morrison's population has not experienced any significant increases or decreases in population over the past 50 years. According to the U.S. Census Bureau, in 1960 the population of the Town was 1,351 residents and in 2010 it was 1,599 residents, an increase of 248 persons over the 50-year time period. This is similar to other primarily agricultural towns in Brown County. Figure 1-3 identifies the percent population growth between decades in Morrison as compared to Brown County for reference.

Figure 1-2: Town of Morrison Historic Growth Trend, 1960-2010



Source: U.S. Census of Population, 1960-2010 Decennial Census.

Figure 1-3: Town of Morrison and Brown County Percent Population Growth, 1960- 2010



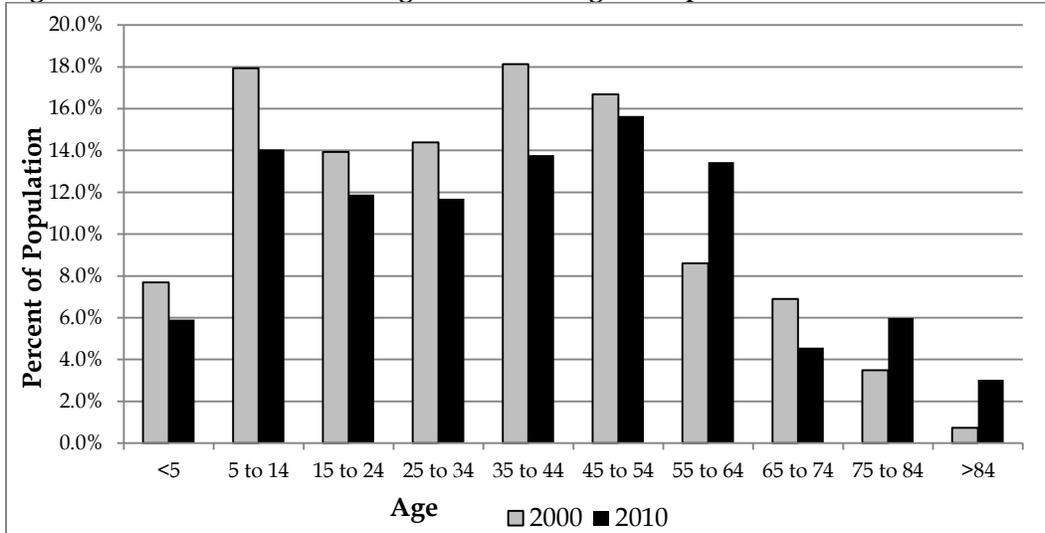
Source: U.S. Census of Population, 1960-2010 Decennial Census.

Age Distribution

The age distribution chart depicts the general aging of the population of the Town of Morrison. As of 2010, the largest age group in the Town is those residents aged 45-54. Ten years ago, it was the same group of people, but they were aged 35-44. It is also important to note the significant percentage increase in those residents in the next 2010 age group of 55-64. Conversely, the percentage of children and younger people has generally decreased. A general aging of the population follows state and national trends, as the largest population segment, the Baby Boomer generation, continues to age. However, an older population is more pronounced in Morrison than is typically experienced in other Brown County communities. For instance the median age in Morrison is 41.1 years old, as compared to Brown County's

median age of 36.4 years old. In terms of planning for Morrison, issues such as elderly care, alternative transportation, health care, and emergency response will become increasingly important. Figure 1-4 compares Morrison residents' age as a percentage of total population for 2000 and 2010.

Figure 1-4: Town of Morrison Age as a Percentage of Population, 2000 and 2010



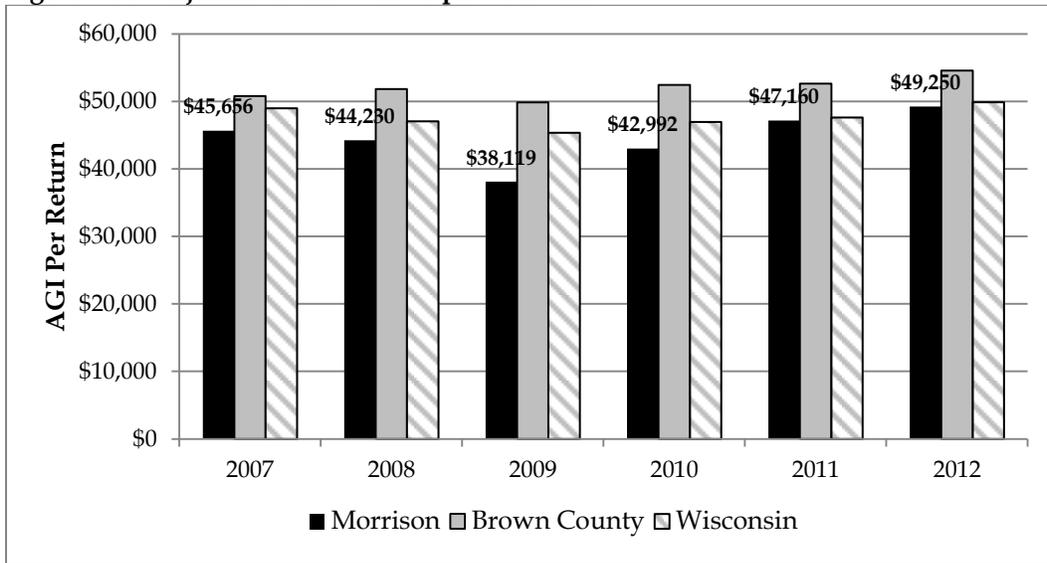
Source: U.S. Bureau of the Census, 2000 and 2010 Decennial Census.

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 Brown County's, and the State of Wisconsin's averages. The AGI for Morrison residents as compared to the State and County is depicted in Figure 1-5.

When reviewing this data it is important to note that Wisconsin adjusted gross income per return includes only income subject to tax (after any deductions and credits) and income of persons filing tax returns. Second, income per return is not necessarily indicative of income per household because tax filings do not correspond with households as several members of a single household may file individual tax returns, and the very high or very low (negative) income of a few tax filers can distort the total income and income per return of a given municipality and county.

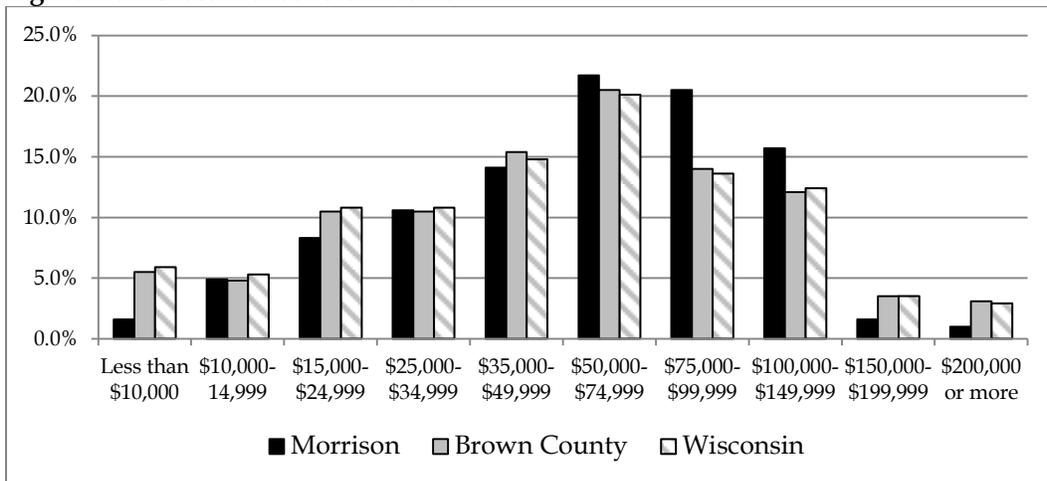
Figure 1-5: Adjusted Gross Income per Tax Return



Source: Wisconsin Department of Revenue, Adjusted Gross Income (AGI) per Filed Tax Return, 2007 - 2013.

The American Community Survey (ACS) is a rolling national survey that samples a representative portion of the American people every year. Based upon the results of the survey, estimates for each community are prepared in one and five-year increments. The ACS provides ranges for gross income levels. Based on the results of the ACS, the largest percentage income group in Morrison is those households with \$50,000 to \$74,999 in annual gross income, and the \$75,000 - \$99,999 and \$100,000 - \$149,999 ranges. This is contrary to the data from Figure 1-5. This is likely due to the differences between “adjusted” and “gross” income. According to the ACS, the median gross household income for the Town of Morrison is approximately \$61,400. The gross household income percentages are displayed in Figure 1-6.

Figure 1-6: Gross Household Income

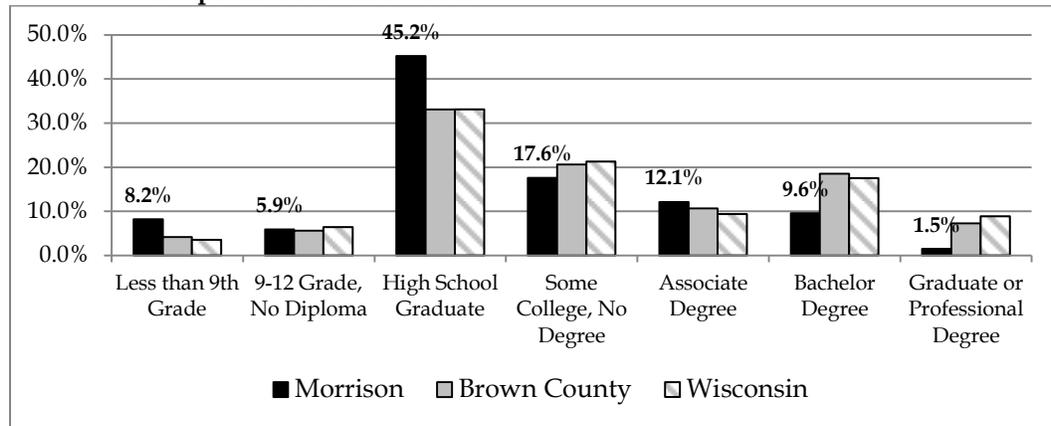


Source: U.S. Bureau of the Census, 2009 - 2013 American Community Survey 5-Year Estimates.

Educational Levels

Educational attainment levels of people 25 years and older in the Town of Morrison are typical of those found in other rural areas. Morrison’s percentage of residents graduating high school and not obtaining additional formal education is significantly higher than in Brown County and the State of Wisconsin. The educational levels are displayed in Figure 1-7.

Figure 1-7: Town of Morrison, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older



Source: U.S. Bureau of the Census, 2009 – 2013 American Community Survey 5-Year Estimates.

Employment Characteristics

As displayed in Figure 1-8, 26.1 percent of the Town of Morrison population is employed in management, business, science, and arts occupations and 21.9 percent in sales and office occupations, which is typical of most rural Brown County communities. Also similar to other rural Brown County communities is the comparatively higher percentage of occupations in the Natural Resources, Construction, and Maintenance fields than what would be found in urban or suburban communities.

Figure 1-8: Town of Morrison Employment by Occupation

Occupation	Number	Percent
Management, Business, Science, and Arts Occupations	218	26.1%
Sales and Office Occupations	183	21.9%
Production, Transportation, and Material Moving Occupations	161	19.3%
Natural Resources, Construction, and Maintenance Occupations	154	18.5%
Service Occupations	118	14.1%

Source: U.S. Bureau of the Census, 2009 – 2013 American Community Survey 5-Year Estimates.

Employment Forecast

In October 2013, the Wisconsin Department of Workforce Development produced a long-term employment projection for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano, and Sheboygan Counties. The profile identifies projected job increases or decreases by industry for the 10-year period between 2010 and 2020 and factors in macro-economic conditions experienced by the area through October 2013.

According to the profile, total employment is projected to increase by 52,752 (12.32 percent) by the year 2020. The Education and Health Services, including State and Local Government sector is projected to add 11,459 jobs over the 10-year period, which is the largest numeric growth for all industry sectors in the Bay Area. In terms of growth rate, the Construction/Mining/Natural Resources sector is expected to grow by 28.26 percent (4,970 jobs) over the same 10-year period. More specifically, the Health Care and Social Assistance, including State and Local Government subsector is projected to add another 9,813 jobs (20.70 percent). This is likely due to the general aging of the population generating increased demand for these types of services.

Manufacturing is projected to continue to have the largest number of jobs through 2020, with a total of 87,136 jobs. Education and Health Services, including State and Local Government is projected to be a close second with 86,007 jobs. Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this plan. Figure 1-9 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

Figure 1-9: Industry Projections for Bay Area Workforce Development Area, 2010-2020

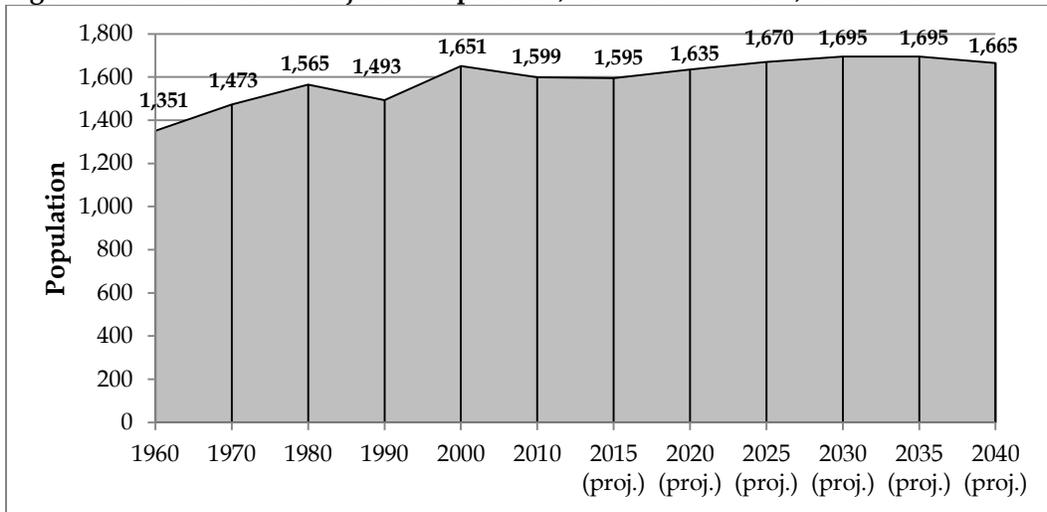
Industry Title	Employment		Ten-Year Change	
	2010 Annual Employment	2020 Projected	Numeric	Percent
Total Employment	428,331	481,083	52,752	12.32%
Construction/Mining/Natural Resources	18,189	23,159	4,970	28.26%
Manufacturing	82,329	87,136	4,807	5.84%
Trade, Transportation, and Utilities	74,502	81,018	6,516	8.75%
Wholesale Trade	15,272	16,872	1,600	10.48%
Retail Trade	42,750	45,409	2,659	6.22%
Transportation and Warehousing	14,236	16,574	2,338	16.42%
Information	5,105	5,503	398	7.80%
Financial Activities	23,010	26,489	3,479	15.12%
Finance and Insurance	20,343	23,483	3,140	15.44%
Real Estate and Rental and Leasing	2,667	3,006	339	12.71%
Professional and Business Services	37,366	46,116	8,750	23.42%
Professional, Scientific, and Technical Services	11,256	14,120	2,864	25.44%
Management of Companies and Enterprises	7,338	8,306	968	13.19%
Administrative and Support and Waste Management and Remediation Services	18,772	23,690	4,918	26.20%
Education and Health Services, including State and Local Government	74,548	86,007	11,459	15.37%
Educational Services, including State and Local Government	27,149	28,795	1,646	6.06%
Health Care and Social Assistance, including State and Local Government	47,399	57,212	9,813	20.70%
Hospitals (including State and Local Government)	11,990	13,510	1,520	12.6%
Leisure and Hospitality	38,738	46,829	8,091	20.89%
Arts, Entertainment, and Recreation	5,131	5,784	653	12.73%
Accommodation and Food Services	33,607	41,045	7,438	22.13
Other Services (Except Government)	22,375	24,880	2,505	11.20
Government	23,108	23,185	77	0.33
Total Self-Employed and Unpaid Family Workers	29,061	30,761	1,700	5.85

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, October 2013.

Population and Housing Forecasts

In October 2013, the Wisconsin Department of Administration released new population projections for Wisconsin municipalities through 2040, which took into account the 2010 census and recent population growth trends. According to these projections, the Town of Morrison is forecasted to remain between 1,600 and 1,700 residents over the next 25 years. This is likely due to the relatively little new housing development activity and the Town's historic focus on agricultural production. The historic and projected population for the Town is displayed in Figure 1-10.

Figure 1-10: Historic and Projected Population, Town of Morrison, 1960-2040



Source: Wisconsin Dept. of Administration, 2015.

Based upon this information, a baseline projection of the housing units required for the 2035 design year of this comprehensive plan can be determined. According to the 2010 Census, the Town of Morrison had an average household size of 2.70 people per household. Dividing this amount into the 1,695 people projected to live in the Town by 2035 (20-year vision of this plan) yields a result of 628 total housing units required for the future population. The 2010 Census revealed the Town of Morrison currently has a total of 636 housing units, of which, 592 are occupied. Therefore, future housing development in the Town will likely not be driven by an influx of new residents, but rather from existing residents building new homes over time. This estimate is based upon the best available information at this time and is subject to change over the course of this plan.

Summary

The goals and objectives identified in the Issues and Opportunities Chapter are intended to guide the Town and create a community that is reflective of residents' desire to continue to encourage sustainable agricultural production and protect the Town's rural character. Objectives, such as utilizing various development techniques to maintain the Town's rural character and agricultural activities, identifying ways for pedestrians and bicyclists to get around, and enhancing the Town's natural features, are all concepts that will be further discussed with specific policy recommendations within the plan.

As the demographic trends indicate, the Town's population is aging more quickly than Brown County as a whole. As Morrison continues into the next 20 years, it will need to be cognizant of the increasing number of older residents in the community and make sure that if future development occurs, the patterns and styles take the needs of an aging population into account, as well as the desires of the rest of the community to remain primarily agricultural. Future population and housing growth, limited though it may be, must be guided in a manner that meets the stated objectives in the comprehensive plan, including providing services to existing and future Town residents, while protecting the Town's natural, cultural, and agricultural resources.

CHAPTER 2

Land Use

As presented in the Issues and Opportunities chapter, the Town of Morrison desires to protect its agricultural base and rural character. This section of the plan identifies the Town’s existing land uses, and based on Morrison’s identified goals and objectives, it 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 Morrison, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in October 2010 and updated in summer 2015. As detailed in Figure 2-1, the 2015 land use is compared to 2004 to determine potential trends. It is important to note that there is variability in assigning land uses in a computerized geographic information system, particularly when comparing land use inventories that were performed eleven years apart. In reviewing the data, users should note general trends rather than specific increases or decreases of a few acres. Oftentimes, small increases or decreases are the result of differences in interpretation between the persons assigning the land use classifications. Using this data, the various land use categories were broken down by acreage. Figure 2-2 identifies the location of the various 2015 land uses within the Town.

Figure 2-1: Town of Morrison Land Use Acreage 2004 and 2015

Land Use	2004 Total Acres*	2004 Percent of Total	2015 Total Acres	2015 Percent of Total
Single-Family	744.7	3.2%	765.0	3.3%
Two-Family	0.1	<0.1%	0.0	0.0%
Multi-Family	0.0	0.0%	2.2	<0.1%
Total Residential	748.7	3.2%	767.2	3.3%
Retail Sales	16.9	0.1%	18.7	0.1%
Retail Services	0.0	<0.1%	1.5	<0.1%
Total Commercial	16.9	0.1%	20.2	0.1%
Manufacturing	22.6	0.1%	14.8	0.1%
Extractive (Sand/Gravel Pits)	23.6	0.1%	4.1	<0.1%
Storage	2.1	<0.1%	18.0	0.1%
Total Industrial	48.3	0.2%	36.9	0.2%
Streets and Highways	708.6	3.0%	709.0	3.0%
Total Transportation	708.6	3.0%	709.0	3.0%
Generation/Processing of Comm./Util.	78.3	0.3%	4.1	<0.1%
Total Communication/Utilities*	78.3	0.3%	4.1	<0.1%

Land Use	2004 Percent of Total	2004 Percent of Total	2015 Total Acres	2015 Percent of Total
Administrative/Governmental Facilities	2.8	<0.1%	3.0	<0.1%
Safety Institutions	1.1	<0.1%	2.3	<0.1%
Educational Facilities	4.4	<0.1%	12.0	<0.1%
Religious and Related Facilities	25.7	0.1%	13.6	<0.1%
Total Institutional/Governmental	34.0	0.2%	30.9	<0.1%
Parks/Playfields/Picnic Areas	48.2	0.2%	38.7	0.2%
Golf Course	246.4	1.1%	256.7	1.1%
Total Outdoor Recreation	294.6	1.3%	295.4	1.3%
Cropland/Pasture	14,194.9	60.7%	14,471.9	62.0%
Agricultural Buildings	653.5	2.8%	529.2	2.3%
Total Agricultural	14,848.4	63.6%	15,001.1	64.5%
Water Features	118.4	0.5%	59.0	0.2%
Woodlands/Other Natural Areas	6,425.0	27.6%	6,399.1	27.4%
Total Natural Areas	6,543.4	28.1%	6,458.1	27.7%
GRAND TOTAL*	23,321.2	100.0%	23,322.9	100.0%

*The 2004 land use inventory identified the high-voltage power line corridor as within this category. The 2015 land use inventory identified the underlying land use (typically agriculture) as the primary land use, which is why this category has significantly less acreage in 2015 as in 2004.

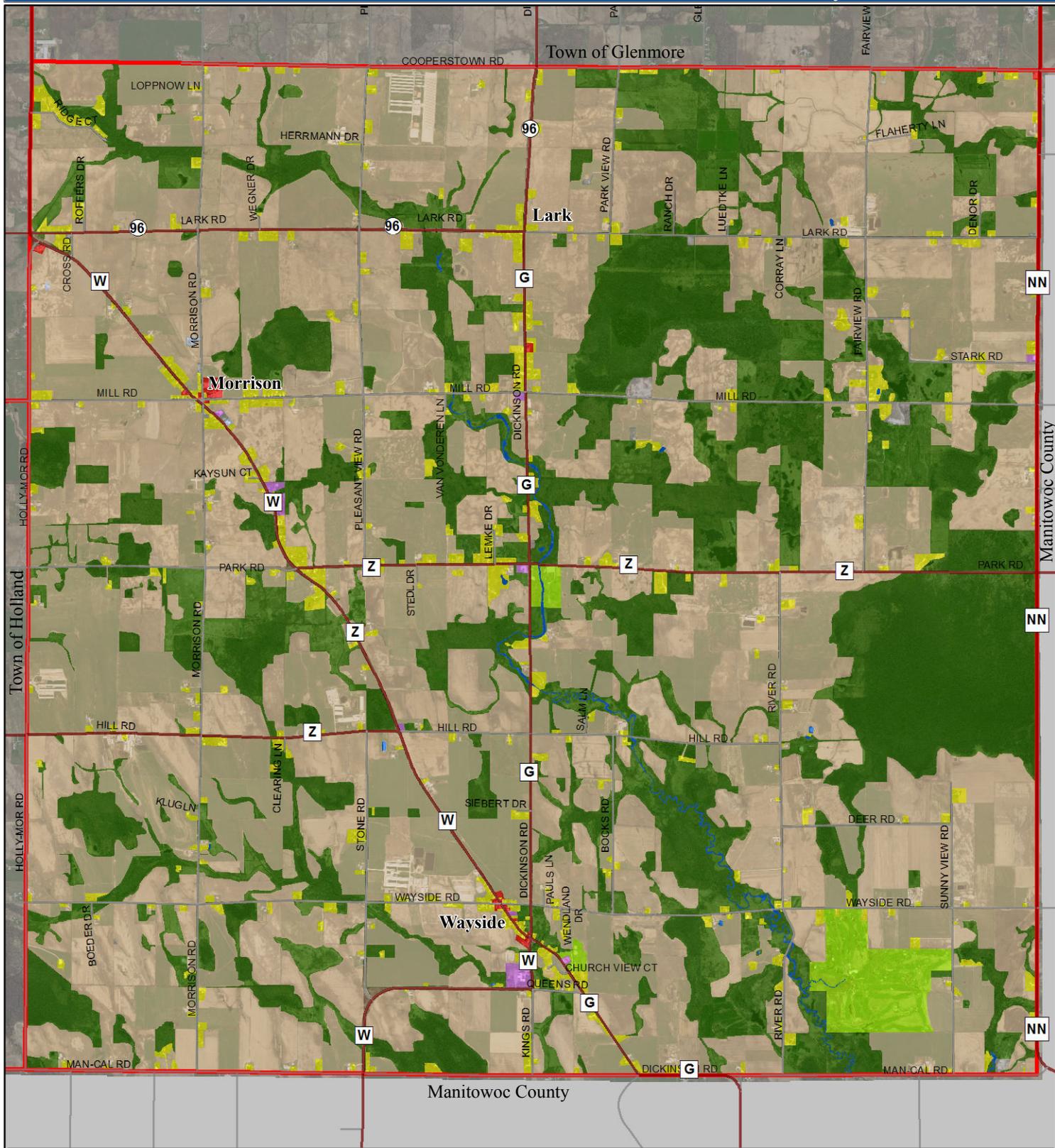
Residential Land Uses

Residential land uses in Morrison account for 767.2 acres, or approximately 3.3 percent of the Town. This is an increase of approximately 19 acres over the past ten years. Although this increase is significantly lower than most other Brown County communities over this same time period, it is consistent with the Town's focus on protecting productive agricultural lands and maintaining its rural character. With the exception of the communities of Lark, Morrison, and Wayside, residential uses tend to be scattered along existing town and county roads rather than on new roads created for the new development, which is typical of most rural Brown County towns. With a few exceptions, homes tend to be located relatively close to the road, thereby somewhat mitigating the physical impact homes have on efficient agricultural practices.

The three communities of Lark, Morrison, and Wayside have relative concentrations of primarily single-family residential homes. Homes in Morrison and Wayside are served by public sewer and are therefore generally located on smaller lots as compared to the more rural residential lots in the remainder of the Town. Lark also has historically smaller lots, however, is not currently served by public sewer.



Figure 2-2
 2015 Land Use
 Town of Morrison, Brown County, Wisconsin



Single Family Residential	Industrial	Parks/Recreation	River or Stream
Two Family Residential	Transportation-Related	Agricultural	Highway (Federal, State, or County)
Multi-Family Residential	Communications/Utilities	Rivers/Streams/Lakes	Local Road or Street
Commercial	Governmental/Institutional	Woodlands/Natural Areas	

19

Source: Brown County Planning Commission, 9/2015

Commercial Land Uses

Commercial land uses are those that can typically be divided into retail and service-oriented businesses. Retail businesses may include grocery stores, department stores, or other similar uses where the patron is actually purchasing a good. Service-oriented commercial enterprises, such as accounting offices and dry cleaners, provide a service to a patron in exchange for payment.

Commercial uses in the Town occupy approximately 20 acres of land, or approximately 0.1 percent of the total area of Morrison. The relatively few commercial activities in Morrison are primarily located in Morrison and Wayside, and there are also a few other individual commercial uses in the Town. Morrison residents typically travel to the nearby communities of Brillion, Reedsville, Denmark, or Wrightstown for the majority of their smaller commercial activities, while they are almost equidistant from the Green Bay, Fox Cities, and Manitowoc-Two Rivers metro areas for larger purchases.

Industrial Land Uses

Industrial land uses in the Town of Morrison are generally limited to small scale manufacturing or storage, including a lumber mill, and trucking/warehousing operations. Industrial land uses within the Town account for approximately 37 acres of land, or 0.2% of the Town.

Communication/Utilities

Communication/utility land uses in Morrison are generally limited to the Morrison Wastewater Treatment Plant on Morrison Road. Although not reflected in the land use tabulations because they are overhead, there is also one high-voltage power line corridor that traverses the northern portion of the Town. This corridor was accounted for in the 2004 land use acreage, which explains why there is such a large discrepancy between 2004 and 2015 in this land use category. Communication and utility uses account for less than 0.1 percent of the land uses of Morrison in 2015.

Institutional/Governmental Land Uses

Religious and Educational institutions account for the largest categories of land uses within this category, largely as a result of the acreage associated with Zion Lutheran Church and School in Wayside, Morrison Zion Lutheran Church and School, St. Mary's Catholic Church of Stark, and the Morrison Town Hall. Institutional / governmental land uses account for less than 0.1 percent of the land uses of Morrison in 2015.

Outdoor Recreation Uses

There are three primary areas of outdoor recreation land uses in the Town of Morrison, comprising a total of 295 acres of land, or 1.3 percent of the Town's total acreage. The majority of the outdoor recreation use acreage is affiliated with Wander Springs Golf Course, located in the southeastern part of the Town and accounts for 257 acres of land. The remaining outdoor recreation acreage is split between Way-Morr County Park in the center of the Town, and the Way-Morr Youth Sports Field in Wayside.

Agricultural Land Uses

Agriculture and agricultural-related activities (including agricultural buildings) constitute the vast majority of the land uses in Morrison, accounting for 15,001 acres (or 64.5 percent of the total area of the Town). Agricultural lands are located throughout the Town, with the only major exceptions being large wetlands or floodplains associated with the Branch River and its tributaries. Since the 2004 land use inventory, the lands classified as agricultural have actually increased approximately 150 acres. It is

important to keep in mind that the increase may be due to refinements in identifying and calculating agricultural acreages with a geographic information system (GIS) since 2004; however, the overall trend for maintaining agriculture in the Town of Morrison is certainly positive. The fact that agricultural land totals are not declining in Morrison likely reflects the Town’s land use policies that are geared toward protecting agricultural production and the Town’s rural character.

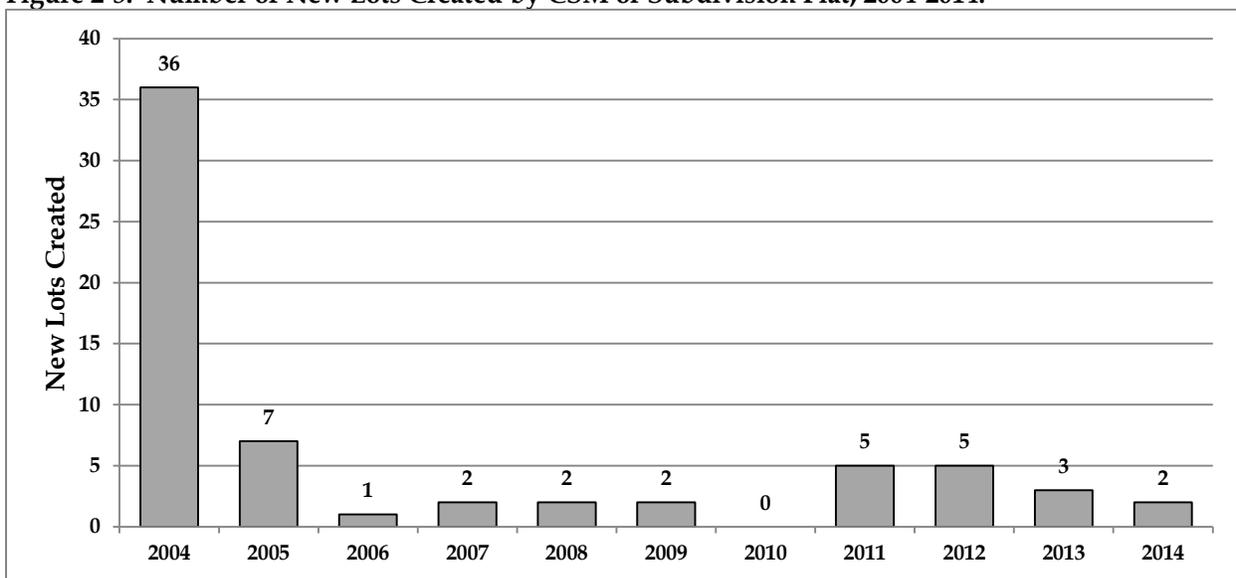
Natural Areas

Natural areas include woodlands, wetlands, stream corridors, and other areas that are not farmed and are largely in a natural state. Natural areas in Morrison total 6,458.1 acres, or 27.7 percent of the land area, which is very similar to 2004 (6,543.4 acres). The natural areas are generally associated with the Branch River floodplain, or large wetlands areas that contribute to the base flow of tributaries to the Branch River. The eastern part of the Town contains two large, contiguous wetlands/natural areas, consisting of approximately 557 acres and 859 acres, respectively. Contiguous natural areas of this size provide a wealth of environmental benefits to the native flora and fauna, and also contribute immensely to the Town’s rural character.

Land Use Trend Analysis

Supply and Demand

Figure 2-3: Number of New Lots Created by CSM or Subdivision Plat, 2004-2014.

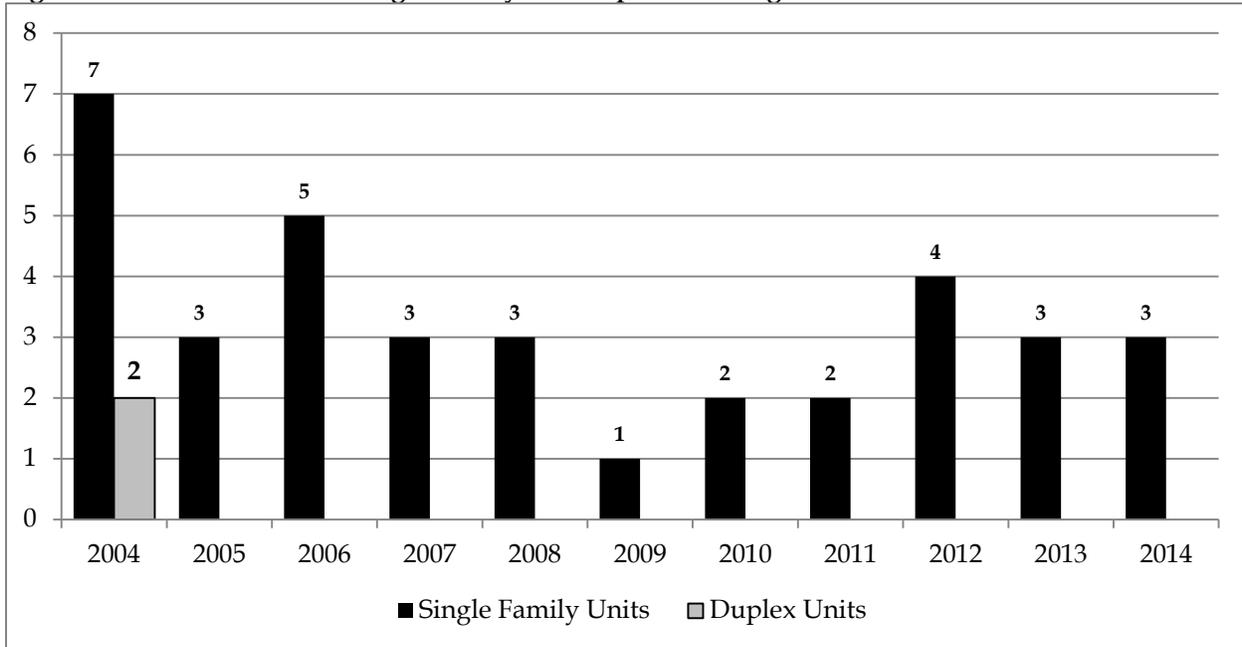


Source: Brown County Planning Commission, 2015.

Since 2004, there have been a total of 65 new lots created by certified survey map (CSM) or subdivision plat in the Town of Morrison. Figure 2-3 breaks down the number of lots per year for the time-period of 2004-2014. In 2004, the Town of Morrison experienced a dramatic spike in new lots with a total of 36 lots created, largely through the Wayside Parkview Estates subdivision plat and Morrison Prairie subdivision plat. Discounting the 2004 outlier, the Town of Morrison has averaged about three new lots per year. Based on the 2004-2014 data, the Town has averaged about 3 new lots per year with a low of 0 in 2010 and a high of 7 in 2005, again discounting 2004. Although the creation of a new lot does not necessarily lead to new residential development, it may serve as an indicator of new development.

In order to further determine the relative demand for residential development in the Town of Morrison, ten years' of building permit data was reviewed. As depicted in Figure 2-4, residential development has varied between a total of nine new units in 2004 and one new unit in 2009, with an overall average of about three new homes per year. Based on the relatively few new lots and homes developed in Morrison, particularly over the past nine years, it is evident that overall demand for new residential lots and homes in Morrison is not very high.

Figure 2-4: Number of New Single Family and Duplex Building Permits Issued 2004-2014



Source: Town of Morrison Building Permits, 2004 - 2014.

Land Prices

Land prices are subject to increase and decrease as the availability and demand for land fluctuates. As is evident from the relatively few new residential lots created in Morrison over the past ten years, land in the Town of Morrison is much more likely to be sold for continued agricultural use. According to the 2012 Census of Agriculture, the average cost for agricultural land in Brown County was approximately \$6,800 per acre¹. However, local experience in Morrison has indicated a current average cost of \$8,500 - \$9,000 per acre or greater depending on the size of the tillable area and productivity of the soil.

Opportunities for Redevelopment

Opportunities for redevelopment in the Town of Morrison are centered around the communities of Lark, Morrison and Wayside. There are a number of existing or former commercial buildings that range from slight to severe disrepair, and have a dampening effect on neighboring property values and overall community character.

Within Lark, Morrison, and Wayside, there are commercial buildings that have been converted into residential units. Although this provides a use for the buildings, it may not be the best long-term use for

¹ 2012 Census of Agriculture - County Data, USDA - National Agricultural Statistics Service: http://www.agcensus.usda.gov/Publications/2012/Full_Report/Volume_1,_Chapter_2_County_Level/Wisconsin/st55_2_008_008.pdf.

former commercial buildings, particularly in the heart of these communities. Redeveloping these buildings into commercial uses that are supported by local town residents should be encouraged and future conversion of commercial buildings into residential uses should be discouraged.

As homes in the Town age, additional maintenance will need to be performed in order to keep up their appearances and functionality. Typical household repairs such as the need for a new roof, siding, windows, septic system, or well can create financial hardships for town residents of low or moderate incomes. In situations such as these, Morrison residents should be encouraged to utilize Brown County's Housing Rehabilitation Loan Program to fund the repairs with a zero percent interest, deferred payment loan. Rehabilitating homes with this program may allow residents to stay in their homes longer, and help to stabilize the surrounding neighborhood from the blighting influence of one home.

Existing and Potential Land Use Conflicts

Agricultural and Residential Uses

New residents to Morrison should recognize that they are moving into an agricultural community and will, therefore, need to deal with the sights, smells, and other activities that characterize active farming operations in the Town. In order to minimize the potential conflicts between new residents and existing farming operations in the Town, new residential development should be sited in a way that creates the least number of problems for continued agricultural activity. New homes should preferably be located in Lark, Morrison, or Wayside, or alternatively sited in areas of inactive or poor quality farmland and located relatively close to new or existing roads, thereby limiting the negative impact long driveways have on efficient agricultural practices.

Publicly Sewered and Privately Sewered Development

The Town of Morrison has areas of both publicly sewered development (Morrison and Wayside) and privately sewered development in the majority of the Town. In order to facilitate the logical and efficient extension of public sewer lines, it is critical that privately sewered development is not approved in areas that will eventually be served with public sewer. The Brown County Sewage Plan, Morrison Sanitary District Facility Plan, and this comprehensive plan should be used to assist the Town in determining appropriate areas for both privately and publicly sewered development.

General Land Use Compatibility

Throughout the 20-year vision for this plan, Morrison should review new development proposals and be aware of potential impacts on agriculture and the rural character of the Town. Non-agriculture related businesses should be sited and operate in a manner that do not negatively impact neighboring property owners, agricultural operations, or the quiet, rural character of the Town.

20-Year Projections in 5-Year Increments

Past Land Use Trends

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 provide a historical perspective on land uses in Morrison, the land use acreages from 2004 were compared to the 2014 update. Figure 2-5 identifies the changes in land uses over this 10-year period. As depicted in Figure 2-5, very little substantive changes in land uses occurred between 2004 and 2015. The changes that are identified, such as the 22.9 percent decrease in industrial acreage,

could simply be the result of refinements in GIS capabilities over this same time period. Based on input from the Planning Commission, it is evident that protecting the agricultural base and rural character of the Town is the primary goal of this plan. Therefore, future growth pressures are not anticipated to be any greater than was experienced over the past 10 years.

Figure 2-5: Changes in Morrison Land Use, 2004-2015

Land Use	2004 (Total Acres)	2015 (Total Acres)	Difference 2004-2015	Percent Change
Residential	749 acres	767 acres	+18 acres	+2.4%
Commercial	17 acres	20 acres	+3 acres	+17.6%
Industrial	48 acres	37 acres	-11 acres	-22.9%
Agricultural	14,848 acres	15,001 acres	+153 acres	+1.0%

Source: Brown County Planning Commission, 2004 and 2014

Future Land Use Projections

The following acreage analysis and projection is not intended to be a strict determination of exactly how much land will be needed in Morrison over the next 20 years. Rather, it is an estimate based on past trends and population projections to give the Planning Commission and Town Board an idea of potential future growth in Morrison. This information should be used to guide policies that continue to direct the Town's growth into areas that have as minimal an impact on agricultural production and Morrison's rural character as possible.

Based on the population projections provided by the Wisconsin Department of Administration in the Issues and Opportunities Chapter, the Town's population is expected to increase by a nominal 100 people between 2010 and 2035, resulting in a projected 2035 future population of 1,695 people. As further discussed in the Issues and Opportunities Chapter, new housing construction will likely not be necessary to accommodate the additional population from new residents; however, based on building permits issued over the past ten years, it can be reasonably expected that about three new homes per year will be constructed within the Town of Morrison, resulting in an additional 60 housing units over the 20-year timeframe of this plan. It is important to note that this is only an estimate based on past trends and population projection. It is more likely that the actual required housing units will be in a range on either side of the projected 60 housing units.

A review of certified survey maps for the past five years in the Town indicates that the majority of new lots created in the Town are generally around one acre, with smaller lots in the Wayside Parkview Estates Subdivision and larger lots outside of the communities of Wayside and Morrison. The larger lots generally have a proportionally larger impact on the land than do the smaller lots. Therefore, an average lot size of one and one-half acres will be utilized, while understanding that the new residential lots in Morrison and Wayside will be smaller due to the availability of public sewer. Additionally, the Town generally encourages smaller residential lots to minimize the amount of land taken out of agricultural use. Multiplying the average 1.5-acre lot size by the projected 60 housing units needed for the next 20 years of growth results in approximately 90 acres of land needed for additional homes in Morrison.

The land use inventory found that the current ratio of land uses in the Town is approximately 44 acres of residential development for every 1 acre of commercial development and 3 acres of industrial development. In order to calculate an approximate growth increment table, the projected 90 acres of residential land will be used as the base ratio for an additional projected 2 acres of commercial and 6 acres of industrial lands. However, since projections cannot account for individual entrepreneurship, should a commercial use be presented to the Planning Commission and Board over the time-period of this plan, it should be evaluated based on the information in the Economic Development chapter and its

potential positive and/or negative impact on agricultural operations and the quiet, rural character of the Town. In most communities, street rights-of-way are calculated into the projection. As most new development will likely take place along existing roads, rights-of-way were not factored into the acreage calculations.

Based on these projections, the estimated acreage requirements are broken down into 5-year increments, per the requirement of the Wisconsin Comprehensive Planning Law. It is important to note that the increments are based upon past land use and population trends and any significant increase or decrease in any of the inputs will have a subsequent significant effect on the growth increments. Figure 2-6 identifies the tabular 5-year growth increment acreage projections for the Town of Morrison.

Figure 2-6: 5-Year Growth Increments for the Town of Morrison

Use	Year				
	2015 (existing)	2020	2025	2030	2035
Residential	767 acres	790 acres	811 acres	834 acres	857 acres
Commercial	17 acres	17 acres	18 acres	18 acres	19 acres
Industrial	48 acres	50 acres	51 acres	53 acres	54 acres
Agricultural	14,848 acres	14,823 acres	14,799 acres	14,774 acres	14,750 acres

Future Land Use Recommendations

The Town of Morrison strongly desires to keep its identity as an agricultural, rural community as identified in the goals and objectives in Chapter One. Therefore, future development proposals should be reviewed with their potential impact on agricultural production and the Town’s rural character in mind. The following recommendations attempt to provide the Town with the tools to ensure that future development fits in with the Town’s stated goals and objectives. Figure 2-7 depicts the recommended future land uses in Morrison.

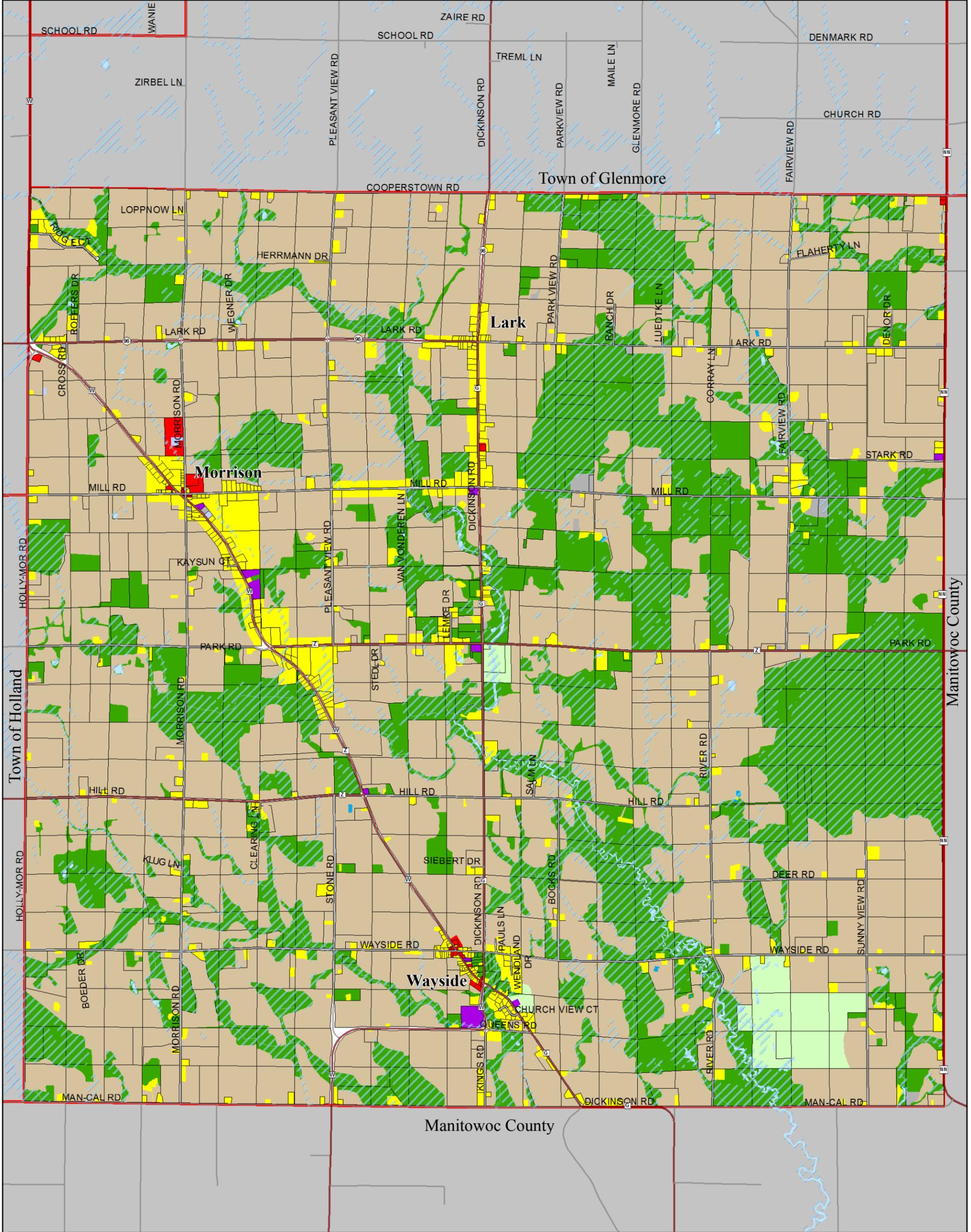
Rural Residential Development

Any future residential development in the Town of Morrison should be of a scale that conforms to the rural character of the Town, and does not negatively impact agricultural production. Therefore, subdivision development should not be encouraged outside of the communities of Lark, Morrison, and Wayside. However, individual rural residential home sites may be considered by the Town provided it is located on land that is either not actively used for agricultural purposes, or alternatively, is located in such a manner as to have as minimal an impact on agricultural practices as possible. Specific features of new individual rural residential lots outside of the communities of Morrison and Wayside should include:

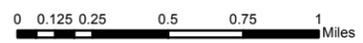
- Locations close to the road, as long driveways bisect agricultural lands and create issues for emergency vehicle access.
- Lot sizes as close to the applicable minimum lot size as possible to minimize the conversion of agricultural lands into grassed yards.
- Preferable locations along fence lines, in woodlots, adjacent to existing development, or otherwise in locations that will have as minimal an impact on agricultural practices as possible.



Figure 2-7
Future Land Use
 Town of Morrison, Brown County, Wisconsin



Residential	Communications/Utilities	Rivers/Streams/Lakes	River or Stream
Commercial	Governmental/Institutional	Woodlands/Natural Areas	Highway (Federal, State, or County)
Industrial	Parks/Recreation	ESAs	Local Road or Street
Transportation-Related	Agricultural		



Additionally, the Town of Morrison should continue to utilize its one-split policy (Morrison Zoning Code Article V, Section E) for requested rezonings out of the AG-FP Agriculture zoning districts. In order to permit a lot split and rezoning out of the AG-FP Agriculture zoning district, the remaining portion of the parent parcel must also be rezoned into the AG2-FP Agriculture zoning district. No additional lot splits are permitted for parcels of land within the AG2-FP Agriculture zoning district. This requirement has proven to be an effective means of allowing landowners some ability to create a building lot, while also protecting the remaining agricultural land from additional development.

Sewered Residential Development – Morrison and Wayside

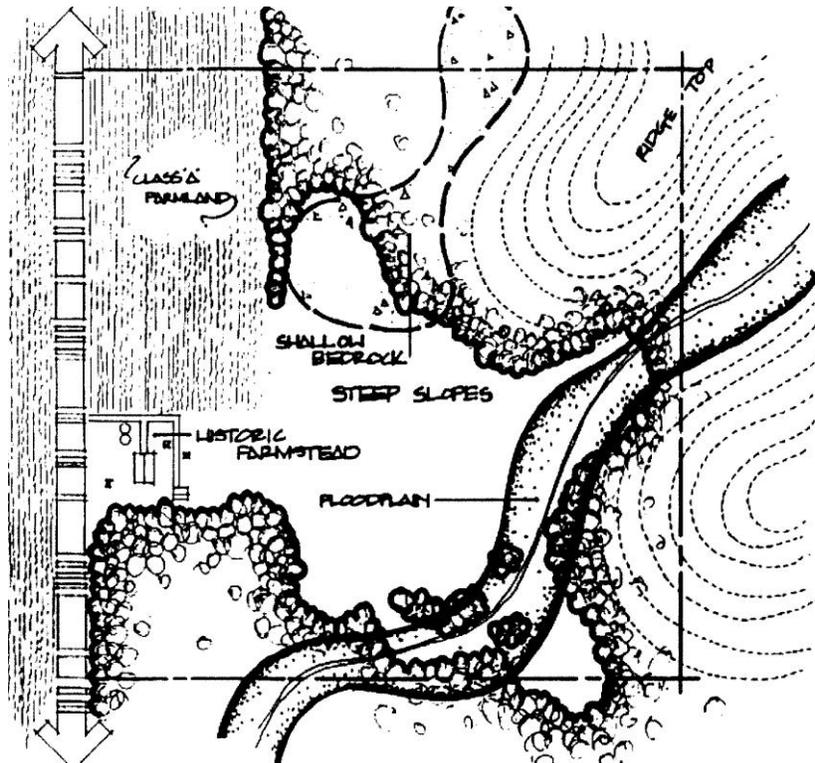
As discussed in the Utilities and Community Facilities Chapter, the communities of Morrison and Wayside have public sewer available for new development. New development and specifically residential development should be done in a manner that fosters the close-knit character of these communities. Therefore new residential subdivisions should include a range of housing types and styles that will accommodate Town of Morrison residents at varying life stages, including single family, duplex, small multi-family (4-6 units), and senior housing options. In terms of physical development, residential lots should be smaller, preferably closer to the 10,000 square foot minimum required in the Town's R-Residential Zoning District. The Town may want to consider reducing the front yard setback for the principal building from 40 feet to a distance more consistent with the existing homes in these communities (10-20 feet). A shorter front yard setback allows for shorter utility laterals (sewer, gas, electric), as well as helps to create more of a neighborhood atmosphere. Having smaller lots within Morrison and Wayside creates greater opportunities for interactions among neighbors, as well as creating greater efficiencies for public utilities. Additionally, Article II, Section O(3) of the Town of Morrison Subdivision Ordinance identifies a 32,000 square foot minimum lot size for new parcels of land. This conflicts with the different lot sizes identified in the zoning ordinance, and should likely be removed in order to prevent confusion about applicable lot sizes.

Conservation Subdivisions

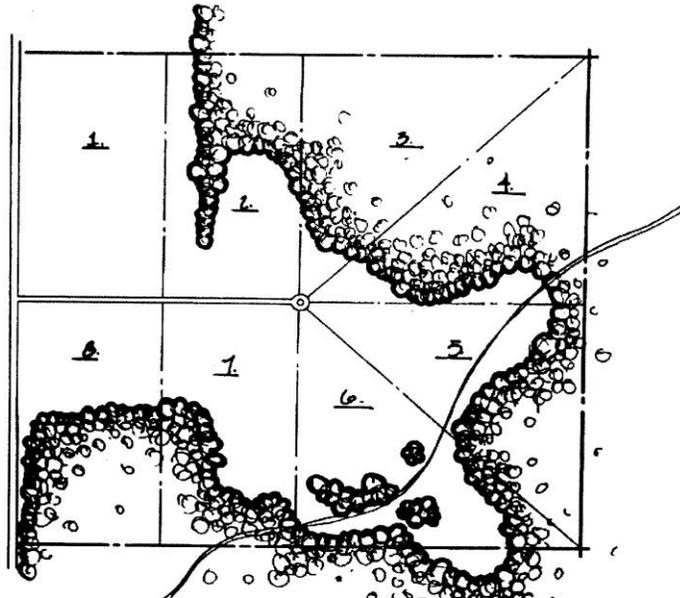
Considering the Town of Morrison's overarching goal of protecting agricultural lands and the Town's rural character, under Morrison Comprehensive Plan Chapter XXVI Subdivision Ordinance, conservation subdivisions are required when a proposed land division creates five or more parcels of land. Conservation subdivisions focus on maintaining open space and conserving significant natural and/or 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 roads. A conservation subdivision provides the landowner with the same number of lots, or possibly more, than could be accomplished through a conventional subdivision. The open space is permanently preserved through conservation easements. However, it could be used for a variety of purposes, such as farming, orchards, tree farm, nursery, etc. It is up to the local community to determine what uses will be permitted in the preserved portion of the 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.

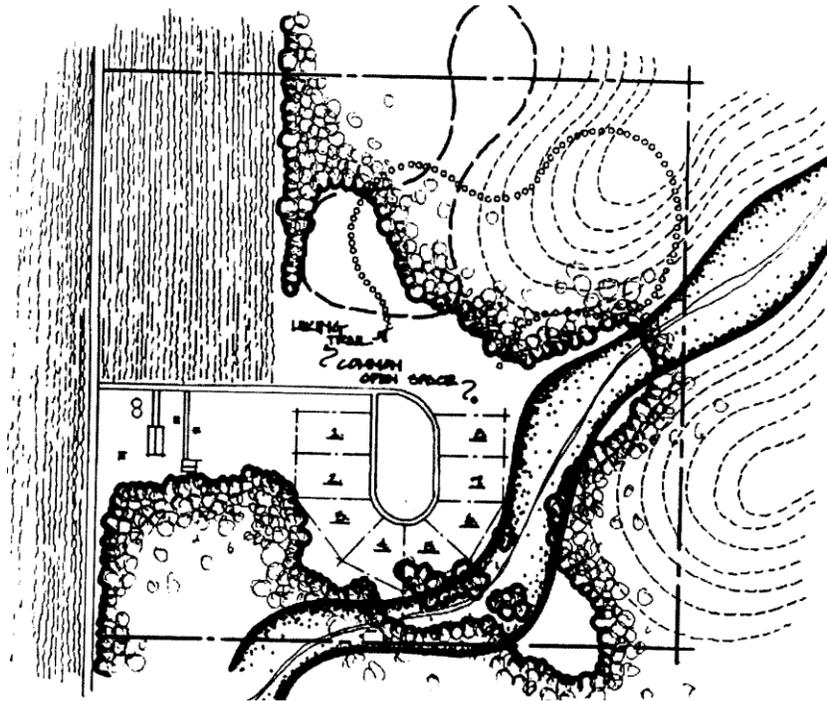
Step 1: Inventory and mapping of existing resources for a hypothetical 40-acre site.



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 that would be preserved, for a total of nine dwelling units.



In addition to Chapter XXVI Subdivision Ordinance of the Town of Morrison Code of Ordinances, the Brown County Land Division and Subdivision Ordinance (Chapter 21 of the Brown County Code) also includes a separate provision for conservation subdivisions. In order to develop a conservation subdivision in the Town of Morrison, a potential developer would likely need to also utilize Article XI – Planned Residential Development District provision of the Town of Morrison Zoning Ordinance. Article XI provides very general requirements for a planned development, but the Town of Morrison may want to consider listing specific provisions for conservation subdivisions, such as minimum/maximum lot sizes, preferred locations, density requirements, and minimum greenspace requirements. Furthermore when there are public improvements such as roads, stormwater facilities, and other public utilities, the Town should require an executed developer’s agreement to identify the Town’s and developer’s responsibilities in financing the improvements.

Road Connectivity

Although the Town of Morrison does not anticipate much residential development over the 20-year timeframe of this plan it is critical to think beyond the 20-year timeframe when planning road connections. As individual certified survey maps (CSM) and/or small-scale subdivisions are considered by the Town, it is important to identify future road connections that may be necessary to provide access to lands that otherwise would not have practical future road access. Connections to and from existing roads via stub roads between newly platted areas should be identified and dedicated to the public to ensure future access. If the Town of Morrison approves any newly dedicated roads via CSM or subdivision plat, it is critically important that as a condition of approval, the developer enters into an agreement with the Town that identifies responsibility in terms of cost, timeline, and financial assurances for constructing the road to Town standards.

Parks and Open Spaces

The Town of Morrison is currently well-served by existing parks in Wayside (Wayside Fireman's Park) and Way-Morr County Park at the intersection of Dickinson Road (CTH G) and Park Road (CTH Z) in the center of the Town. As discussed in Chapter 6 - Utilities and Community Facilities, it is not anticipated that new parks will need to be developed over the 20 year vision of the comprehensive plan; however, the Town should continue to be supportive of continued County and non-profit (Way-Morr Lions Club) efforts to improve Way-Morr Park and youth athletic programming at Wayside Fireman's Park.

If over the next 20 years the Town identifies a need to improve an existing park or recreation facility or develop a new one, the Town may want to consider development of a park and outdoor recreation plan to create eligibility for Wisconsin Department of Natural Resources Stewardship program matching grants. If the Town utilizes volunteers and fund raisers to raise funds for development of a park or purchase of a conservancy area, the volunteers' labor and funds may be used to cover the local match to a Stewardship grant. The Implementation chapter describes the programs in detail.

Commercial and Light Industrial Development

The most likely locations for this type of new development are within Morrison, Wayside, and to a lesser degree, Lark. Commercial and light industrial development in these communities should be designed in a manner that creates a pleasing visual appearance, is approachable to bicyclists, pedestrians, and vehicles, and does not detract from the rural character of the Town. This should include requiring new businesses to have monument-style signage, parking lot landscaping, full cut-off lighting, and architecture compatible with the surrounding residential land uses.

In some instances commercial or light industrial development may warrant consideration outside of Morrison, Wayside, or Lark. Specific types of commercial or industrial development could include those that support the agricultural economic base of the community or otherwise could negatively impact the residential character of those communities. Individual light industrial or commercial uses in other locations in Morrison should be placed near intersections and along state or county trunk highways to minimize the wear and tear on Town roads. The development of individual commercial or light industrial land uses within Morrison should be sensitive to the impact of the use on neighboring property owners, the rural character of the Town, and be supportive of agricultural production.

Community Design Characteristics

Businesses, public facilities, homes, and industries need to be designed in a way that is sensitive to the rural character and agricultural base of Morrison. This would include unobtrusive signage, landscaped parking lots, minimal lighting, and ensuring that new homes and businesses are located in areas that minimize their impact on agricultural activity and the Town's rural character.

Infill and Redevelopment Opportunities

Infill and redevelopment opportunities are rather limited due to the rural nature of the Town of Morrison. However, there are individual buildings that have deteriorated to the point of becoming unsafe to adjacent properties. In situations such as these, it is crucial the Town work with its building inspector, zoning administrator, and town attorney to address these buildings before they damage adjoining properties or become an attractive nuisance for vandalism and spread its blighting influence to other properties.

Natural Areas

Natural resource features provide Morrison with a large part of its identity as a community. The Branch River, Devil's River headwaters, rolling topography, and numerous streams and large 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 adjacent steep slopes, should not be developed and should be identified on subdivision plats or certified survey maps and included 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 may be utilized in the design of stormwater management facilities.



As both the Branch River and Devils River flow through the Town of Morrison, these waterways contribute greatly to the Town's identity and should be protected from adverse impacts. Since vegetative buffers as narrow as 30 feet between row crops and a stream can remove up to 90 percent of the potential sediments that would otherwise run into the stream, Morrison should continue to support the Brown County Land and Water Conservation Department's efforts in implementing the Brown County Agriculture Shoreland Management Ordinance, which requires buffers on all 1,200 miles of intermittent and perennial streams in the County.

The ordinance, adopted in 1991, requires the establishment of a vegetative buffer or equally effective erosion control practice within 20 feet of any perennial or intermittent stream identified on a USGS quadrangle map. Landowners are eligible for a grant to assist with installation and a cost-share for lands taken out of production, as funds are available. Once in place, the buffer is perpetual and is attached to the land deed. The Town of Morrison and its agricultural producers should continue to stay apprised of developments that may create opportunities for the implementation and cost share for vegetative buffers.

Agriculture

Agriculture is envisioned to remain the primary land use and economic activity in Morrison for the foreseeable future. Therefore, it is imperative that future residential, commercial, or industrial developments do not create impediments to the successful continuation of agricultural activity in the Town. Keeping new homes and businesses from locating in the middle of active farm fields, minimizing the length of driveways, and using as small a lot as possible for new rural residential development, and continuing to utilize its AG2-FP zoning district are all examples of ways Morrison can keep farming viable in the Town.

Agriculture will continue to be the primary component of the Town of Morrison's land uses over the 20-year timeline of this plan. There are a number of large and small active farms located within the Town that depend on having available agricultural lands for cropping, pasturing, and spreading nutrients. The Town should continue to work with these landowners to ensure that the Town's development policies do not interfere with the continuing operation of the farms. Additionally, development should be limited within the identified farmland preservation areas of the Town to the agricultural activities and recommendations detailed in this plan and the Town's zoning ordinance.

The Town has adopted a map depicting the lands that are eligible to participate in the Wisconsin Working Lands Initiative, which provides a state income tax credit to qualified landowners. The Town undertook a comprehensive effort to work with its property owners to identify those areas of the Town that will likely remain in agricultural production over the next 15-20 years based on such factors as soil productivity, its comprehensive plan at the time, environmentally sensitive areas, likelihood the property will continue to be in agricultural production 15 years from now, and input from Town residents. The Town-identified areas were then incorporated into the Brown County Farmland Preservation Plan, which was adopted in 2012. Under state rules, if there are any conflicts between the Town's Future Land Use Map and the Town's identified farmland preservation areas, the Farmland Preservation Map supersedes all other future land use classifications. The Town's Farmland Preservation areas are depicted in Figure 2-8.

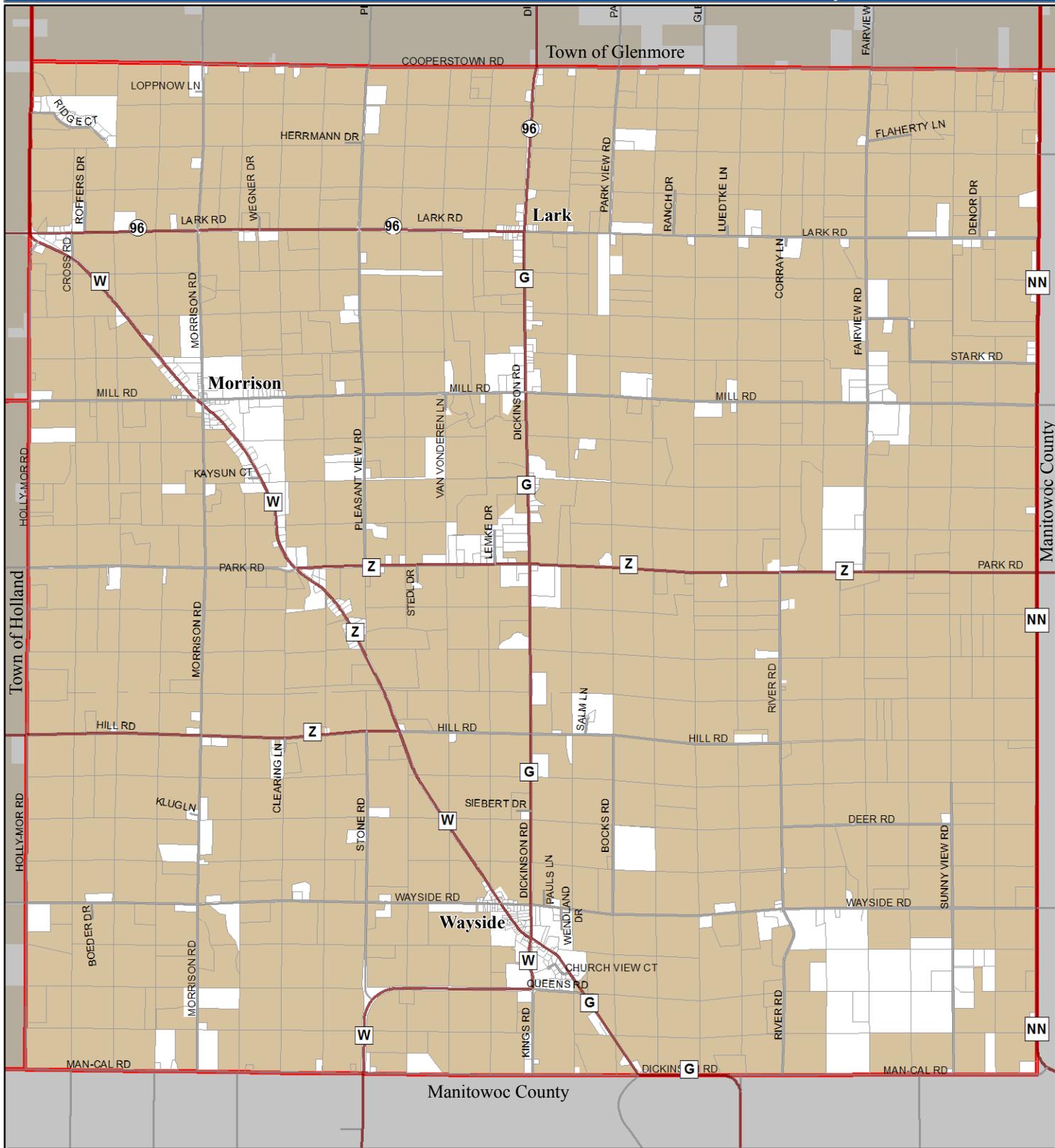


Specific requirements to participate in the program include:

- The subject properties are identified in the Brown County Farmland Preservation Plan and zoned for agriculture within a State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) certified agricultural zoning district.
- The person farming the properties makes at least \$6,000 a year or \$18,000 over a rolling three-year period in gross farm receipts (lease/rent payments may not be counted).
- The properties are in compliance with state soil and water conservation standards as certified by the Brown County Land and Water Conservation Department.
- All property taxes owed from previous years are paid. In order to rezone lands from the certified agricultural zone (farmland preservation zoning district) to a non-certified zone, under Chapter 91 of the Wisconsin State Statutes, a "findings of fact" must first be made by the Town Board. The findings of fact must be made in writing, after the public hearing, as part of the official record and find in the affirmative the following requirements:
 - The rezoned land is better suited for a use not allowed in the farmland preservation zoning district.
 - The rezoning is consistent with the comprehensive plan adopted by the Town, which is in effect at the time of the rezoning.
 - The rezoning is substantially consistent with the certified Brown County Farmland Preservation Plan in effect at the time.
 - The rezoning will not substantially impair or limit current or future agricultural use of other protected farmland.

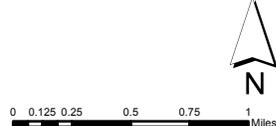


Figure 2-8
Farmland Preservation Areas
 Town of Morrison, Brown County, Wisconsin



 Farmland Preservation Areas

-  River or Stream
-  Highway (Federal, State, or County)
-  Local Road or Street



- Additionally, the Town must report all rezones out of a farmland preservation zoning district to DATCP by March 1 of the following year. Rezoning out of the identified intensive agricultural areas should only be done when the aforementioned bullet points are met, is consistent with the comprehensive plan of the Town of Morrison, or is part of a comprehensive rezoning of the Town.

Summary of Recommendations

Agricultural Land Uses

- Ensure agriculture remains the primary land use and activity in the Town.
- Inform new residents that Morrison is an agricultural community and they will experience the sights, sounds, and smells associated with it.
- Continue to work with Brown County and local property owners to ensure the Town's certified agricultural zone ordinance and map are substantially consistent with the Brown County Farmland Preservation Plan for purposes of the State of Wisconsin Farmland Preservation Program.
- Encourage entrepreneurial agriculture efforts in the Town as a means for small-scale farms to diversify their operations.
- Continue to utilize the AG2-FP zoning district to limit non-farm development in the Town of Morrison.

New Development

- Place new individual homes or businesses in non-agricultural areas, or minimize their impact on agriculture by locating along fence lines, in woodlands, or otherwise unproductive agricultural land.
- Require new homes or businesses to be located close to the road they front on and as small as practicable in order to minimize fragmentation of large parcels of agricultural land.
- Small-scale subdivisions, if approved, must be in the form of conservation subdivisions to minimize the impact on the Town's rural character as required under Chapter XXVI of the Town code of ordinances.
- Remove the 35,000 square foot minimum lot size requirement for new parcels in the Town's subdivision ordinance to avoid conflicts with the Town's zoning ordinance.
- Encourage infill residential and commercial development within the communities of Lark, Morrison, and Wayside.
- Ensure new land divisions provide for future road connections, as necessary, to neighboring properties through the development of Area Development Plans.
- When new roads are dedicated to the Town of Morrison, ensure the road will be constructed to Town standards within a certain timeframe through the requirement of a bond, escrow, or letter of credit as described in a developer's agreement.
- New businesses should be designed and operated in such a way that does not detract from the rural character of Morrison. This may include the use of monument-style signage, parking lot landscaping, downward directed full cut-off lighting, and rural architecture typologies.
- New businesses must be considerate of the Town's rural, quiet nature and neighboring property owners in terms of noise, lighting, and traffic/parking.

- If not located in Lark, Morrison, or Wayside, commercial or light industrial businesses that cater to the local residents or agricultural community should be located at nodes at or near intersections on the county highways or State Highway 96.

Natural Resources and Outdoor Recreation

- Continue to support the efforts of local non-profit groups to improve Way-Morr County Park and Wayside Fireman's Park.
- Incorporate environmentally sensitive areas into the green space areas of conservation subdivisions.
- The Town of Morrison and its agricultural producers should continue to stay apprised of developments that may create opportunities for the implementation and cost share of vegetative buffers along the Town's waterways.

CHAPTER 3

Transportation

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

Existing Transportation System

Roads and Highways

Roads and highways are the primary means of transportation for Town residents. Morrison currently contains many town roads, four county roads (CTH G, CTH W, CTH Z, CTH NN), and one state highway (STH 96). These roads and highways provide the primary means of reaching the Town's destinations. Figure 3-1 is a map that depicts the Town of Morrison's current road network.

Functional Classification System

A component of a road and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity. Roads which are functionally classified as collector or higher are eligible for Surface Transportation Program (STP) Rural road aids. The program is discussed in more detail at the end of the chapter. The four general functional classifications are freeways, arterials, collectors, and local roads, which are summarized below.

Freeways: Freeways are fully controlled access highways that do not have at-grade intersections or driveway connections. Although there are no freeways within Morrison, Interstate 43 is a local example of a freeway.

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. They are typically broken down into major and minor classifications depending on the aforementioned criteria. The only minor arterial in Morrison is STH 96.

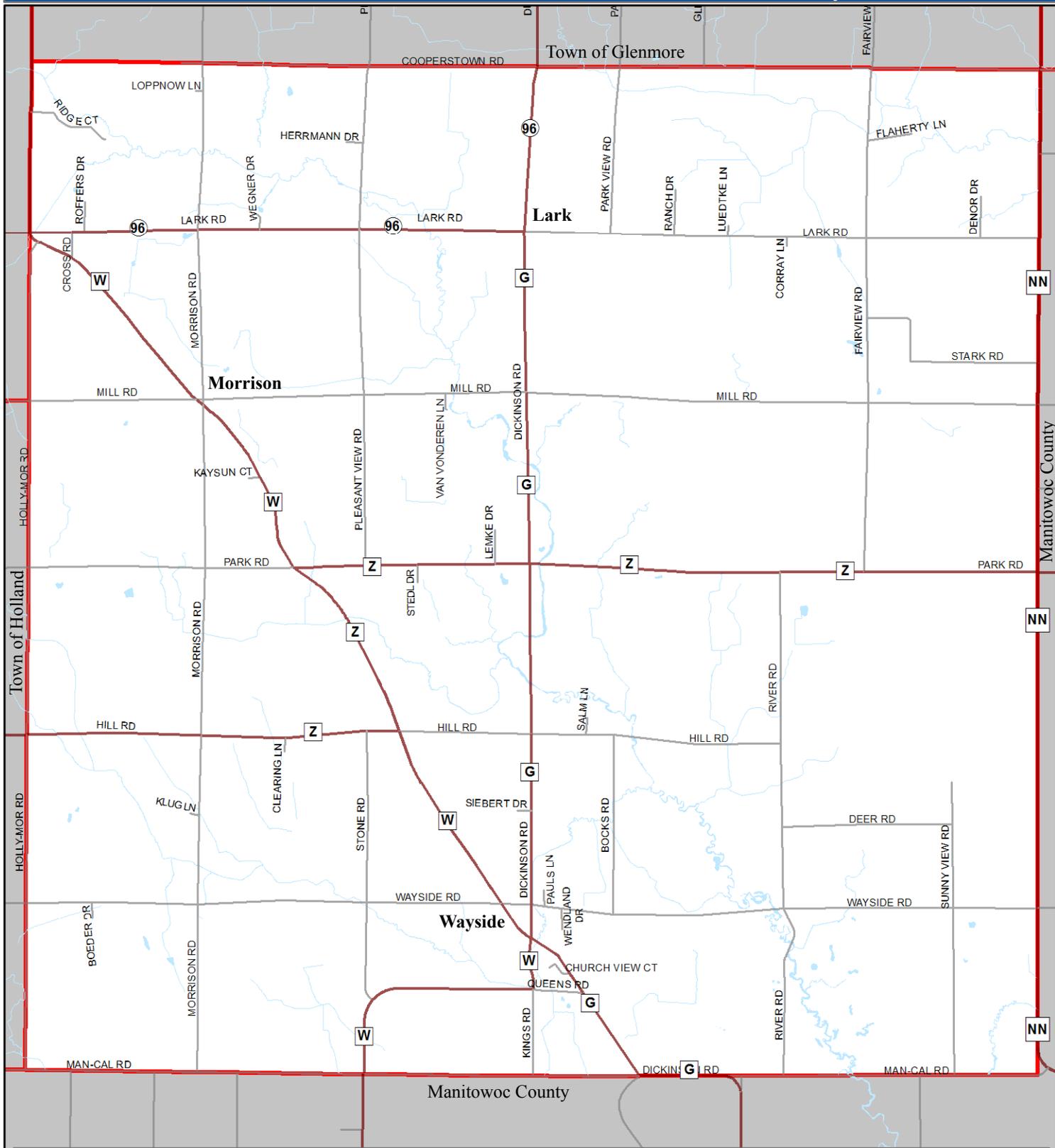
Collectors: Collectors link local roads with the arterial road system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. Major collectors in Morrison include CTH NN, CTH W south of STH 96, and most of CTH G. Minor collectors include CTH Z east and west of CTH W, CTH G south and east of Wayside, and CTH W north of STH 96.

Locals: Local roads are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low. All remaining roads in Morrison are considered to be local roads.

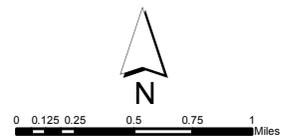
A review of traffic counts for Morrison roads and highways does not identify any existing or potential future issues with traffic congestion or capacity within the Town. The Town's functionally classified roads are identified in Figure 3-2.



Figure 3-1
Road Network
 Town of Morrison, Brown County, Wisconsin



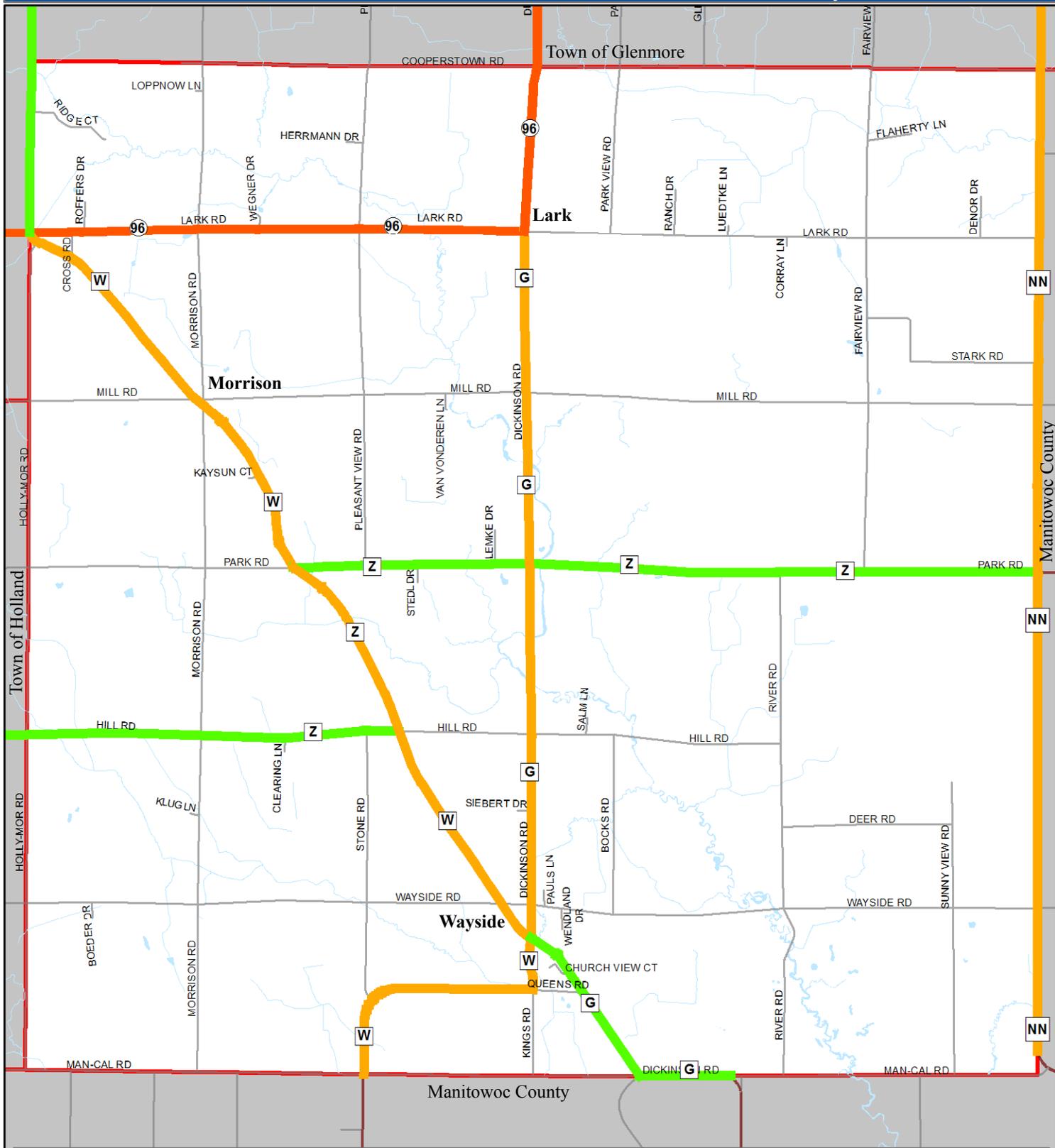
- Highway (Federal, State, or County)
- Local Road or Street



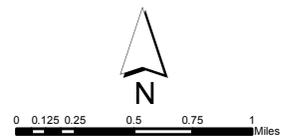
Source: Brown County Planning Commission, 5/2015



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



- Highway (Federal, State, or County)
- Local Road or Street
- Rural Minor Arterial
- Rural Major Collector
- Rural Minor Collector



Source: Brown County Planning Commission, 5/2015

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

An accurate assessment of Morrison's pavement maintenance and improvement needs is dependent on a good understanding of pavement conditions on the Town's roads and highways. The Wisconsin Department of Transportation (WisDOT) maintains the pavement ratings for state highways, Brown County is responsible for assessing county highways, and the Town of Morrison is responsible for rating town roads.

Morrison uses WisDOT's PASER system to evaluate the current conditions of asphalt, and concrete roads on a scale of 1 to 10 and sealcoat and gravel roads on a scale of 1 to 5. The roads in Morrison were last reviewed in 2014. According to the WisDOT database that holds the PASER data (WISLR), the Town of Morrison has a total of 76.38 miles of roads (53.54 miles of Town jurisdiction and 22.84 miles of County jurisdiction), of which approximately 4.98 miles of Town roads (9.30 percent of Town roads) are rated as "poor" or "very poor" and 0 miles rated as "failing". Town roads that rated as "poor" or "very poor" include the following:

- Holly-Morr Road from CTH Z to Park Road: 1.00 miles
- Kaysun Court from CTH W to its terminus: 0.08 miles
- Kings Road from CTH W to Man-Cal Road: 0.52 miles
- Lemke Drive from CTH Z to its terminus: 0.22 miles
- Man-Cal Road from Grimms Road to a point 0.18 miles west: 0.18 miles
- Queens Road from CTH W to CTH G: 0.30 miles
- Stone Road from CTH Z to Wayside Road: 1.02 miles
- Sunnyview Road from Deer Road to its terminus: 0.25 miles
- Wayside Road from CTH G to 0.13 miles west of CTH W: 0.30 miles
- Wendt Lane from Park Road to its terminus: 0.10 miles



Of the ten separate town roads rated as "poor" or "very poor", four of them are basically driveways that provide access from the main road to a home/farm. However, Holly-Morr Road, Kings Road, Man-Cal Road, Queens Road, Stone Road, and Wayside Road are all traditional roads rated as poor or very poor on which the Town may need to consider maintenance in the near future.

Pedestrian and Bicycle Facilities

Pedestrian Facilities

Pedestrian facilities in the Town are currently limited to about 360' of intermittent sidewalk along Morrison Road and Mill Road in Morrison with a more extensive sidewalk network along CTH W in Wayside.

Bicycle Facilities

There are no existing formal bicycle facilities within the Town of Morrison

Mass Transit

Bus service is not generally available to Morrison residents at this time, and it is unlikely that bus service would be expanded this far in the near future. There are a few limited options for Morrison residents who need transportation alternatives, including Medicaid van transportation for Medicaid recipients for medical appointments, private pay van transportation, and taxi cab. Elderly or disabled residents may contact the Brown County Aging and Disability Resources Center for additional information.

Truck Transportation

Although Morrison contains a few industrial and commercial businesses that rely on occasional truck trips to ship goods or receive raw materials, the majority of the heavy truck traffic in the Town is attributable to agricultural production or trucks passing through on STH 96 or the county highways. These trips typically occur on state and county highways, but heavy trucks occasionally need to travel on town roads to reach their destinations.

2013 Wisconsin Act 377 made several changes to the way agricultural vehicles may operate on the public roadway. The most significant changes include updates to definitions, creating a new class of vehicles, increasing the weight limit for Implements of Husbandry (IoH) and Agricultural Commercial Motor Vehicle (Ag CMV), and creating a no-fee agricultural vehicle permit to operate greater than the new legal weight and length limits. The Town of Morrison requires Implements of Husbandry and Agricultural Commercial Motor Vehicles traveling on Town roads to obtain a permit from the Town (please see the Town of Morrison website - www.townofmorrison.org for details) in order to exceed the 23,000 / 92,000 weight table. A no-fee permit is also required from the Brown County Public Works - Highway Department when traveling on County Highways.

Rail Transportation

Morrison does not contain any active or inactive rail lines.

Air Transportation

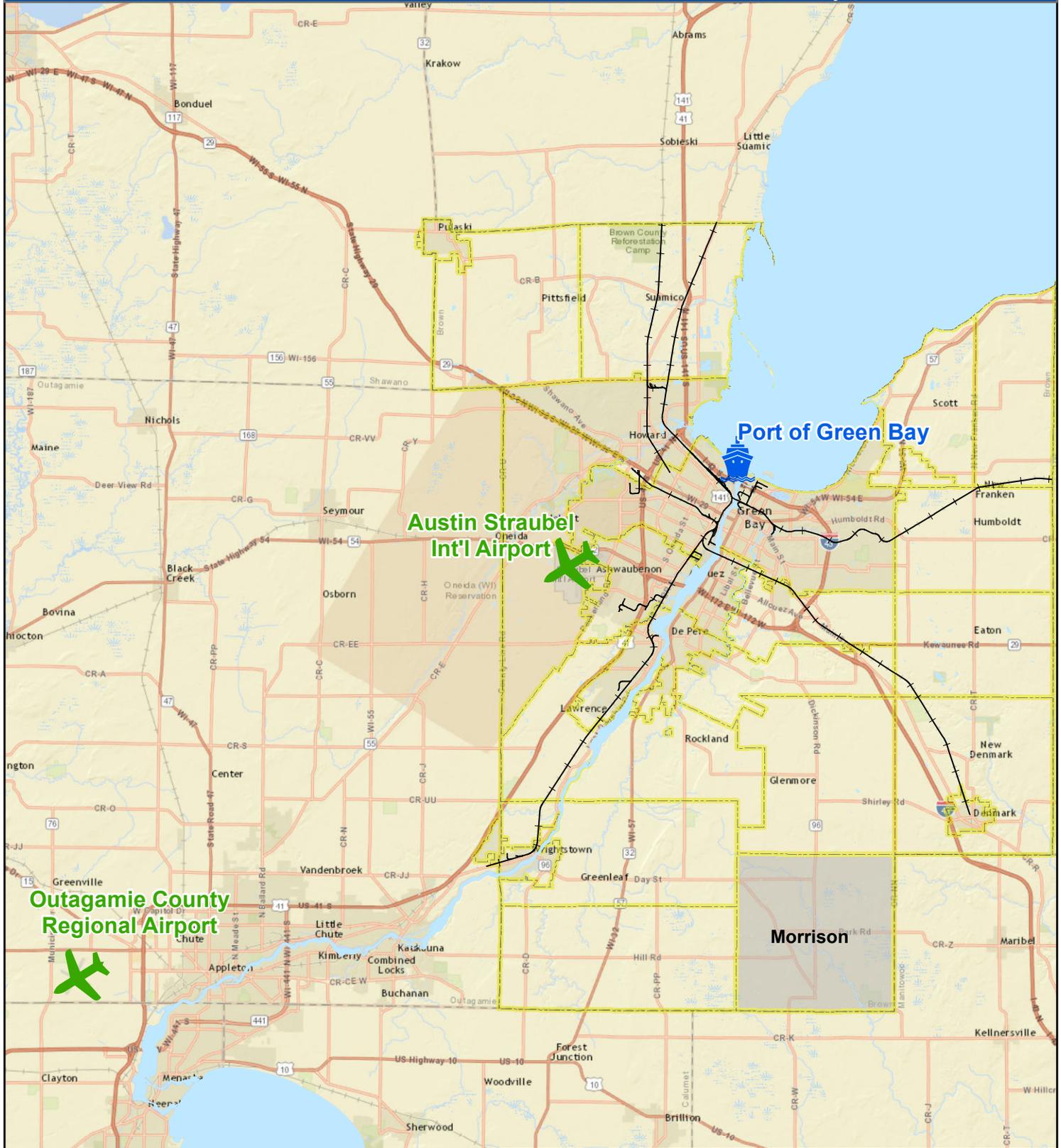
Freight and passenger air service is available to Morrison residents at Austin Straubel International Airport, located approximately seventeen miles northwest of the Town. Commercial passenger service is currently provided by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Frontline Aviation and Priester Aviation. Austin Straubel International Airport is also a regional base of operations for the Transportation Security Administration serving the Northern half of Wisconsin and the Upper Peninsula of Michigan. Additionally, the Outagamie County Regional Airport is located approximately 28 miles west of Morrison. Commercial service is currently provided to Outagamie County Regional Airport by United Airlines, Delta Airlines, and Allegiant Airlines. The location of the airports relative to the Town of Morrison is depicted on Figure 3-3.

Water Transportation

Water-borne freight transportation is available to businesses in the Town of Morrison via the Port of Green Bay, located approximately nineteen miles north of Morrison. The Port of Green Bay is connected to world-wide shipping lanes via the Great Lakes and St. Lawrence Seaway. The location of the Port relative to the Town of Morrison is depicted on Figure 3-3.



Figure 3-3 Port and Airport Locations Town of Morrison, Brown County, Wisconsin



**Outagamie County
Regional Airport**

**Austin Straubel
Int'l Airport**

Port of Green Bay

Morrison

Legend

— Railroads

Municipal Districts

Surrounding Communities

Town of Morrison

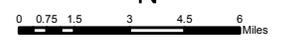
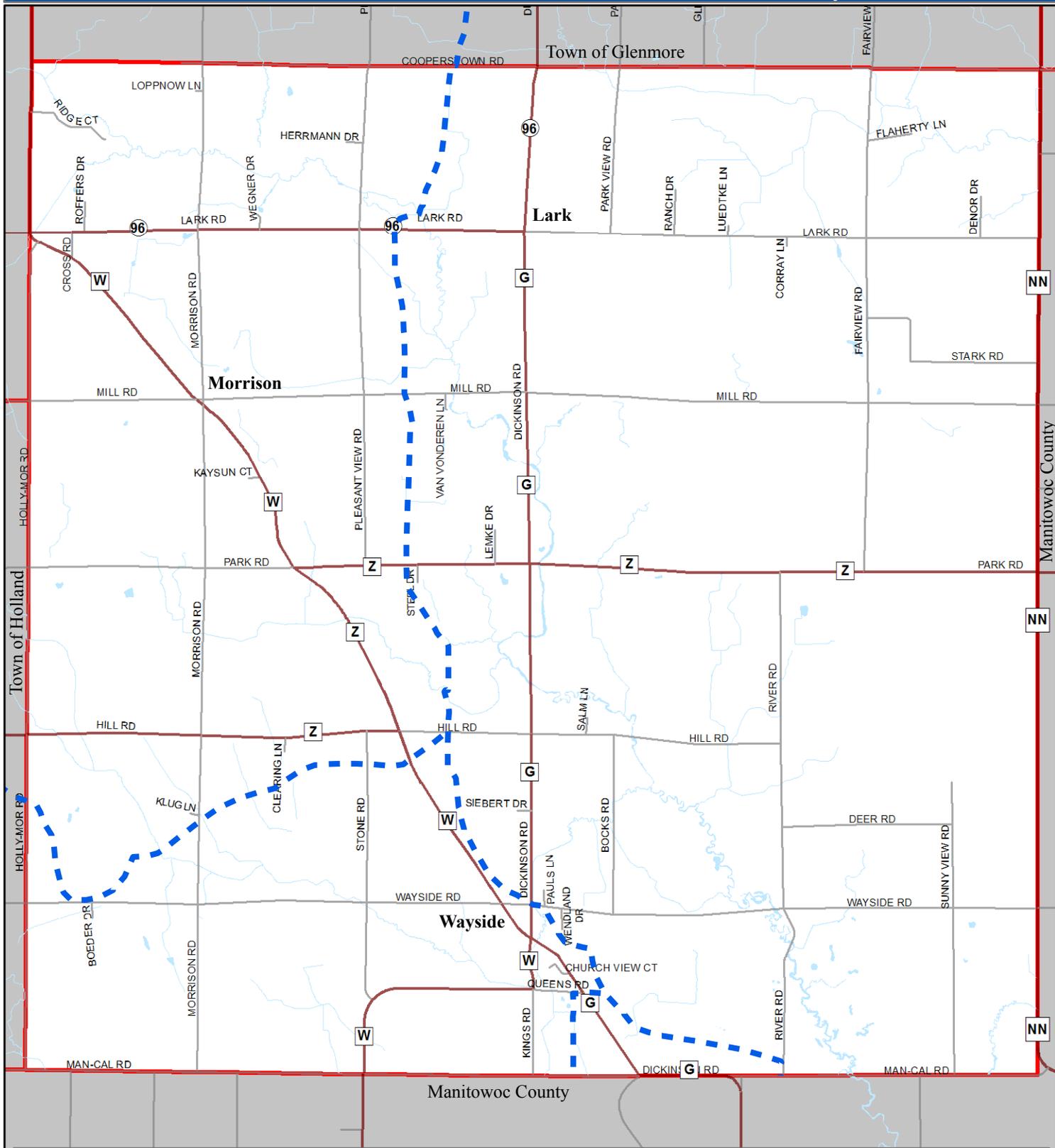
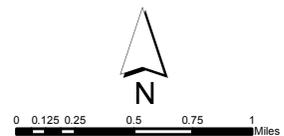




Figure 3-4
Snowmobile Trails
 Town of Morrison, Brown County, Wisconsin



- Highway (Federal, State, or County)
- - - Snowmobile Trails
- Local Road or Street



Source: Brown County Planning Commission, 5/2015

Snowmobile Trails

As displayed in Figure 3-4, there are two primary snowmobile trails crossing Morrison. The trails are open for snowmobile when an adequate snow base is present during the period of December 1 to April 1. Since the trails are generally located on private property with the consent of the landowner, the trails are not open for public use at any other time of the year. The trails are marked and maintained by local snowmobile clubs and are not open for uses other than snowmobiling.

Future Transportation System

As a rural community, Morrison's land use pattern and transportation system are currently very oriented toward motorized vehicles. This section of the transportation plan identifies the major aspects of Morrison's transportation system and recommends methods of developing them over the next 20 years to create a safe and efficient multi-modal transportation system.

Transportation Recommendations, Programs, and Policies

Roads and Highways

To enable people to safely and efficiently navigate the Town's roads and highways with and without personal vehicles, the Town should:

- Monitor accessibility and safety at intersections and other potential conflict points.
- Encourage people to drive at appropriate speeds.
- Minimize barriers to pedestrian and bicycle travel.
- Use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction.
- Foster communication with the Wisconsin Department of Transportation, Brown County Planning Commission, Brown County Highway Department, and/or surrounding communities in order to coordinate future improvements.
- Apply for grants to help fund the development and maintenance of the Town's transportation system.

Methods of achieving these aims are addressed in this section.

Develop Well-Connected Road Patterns

Should the Town approve new subdivisions within the 20 year vision of this plan, Morrison should require subdivisions with well-connected road patterns that offer motorists several route options and provide connections to future subdivisions. The connectivity provided by well-connected road patterns will also enable and encourage people to walk and bicycle. Well-connected road patterns enable traffic to be distributed evenly, are very accessible to a variety of users, and are the easiest to manage for snowplowing, maintenance, and school bus routes. However, there are likely to be situations where roads are not able to be connected due to the presence of physical or environmental constraints when cul-de-sacs may be considered. If the cul-de-sac abuts a public park, such as Way-Morr County Park, a public easement should be established at the end of the bulb to provide bicycle and pedestrian access.

Even if development does not come in the form of subdivisions, the Town will need to review individual lot splits by certified survey map (CSM) to ensure adequate future road access remains to property behind the proposed land division. The Town may need to require dedication and development of road stubs to ensure access to these lands. Furthermore, Morrison should require any dedicated roads are improved to Town specifications through a developer's agreement as a condition of approval of the certified survey map to ensure future costs to improve dedicated (but not improved) roads do not fall to Morrison citizens.

Design Intersections to Maximize Safety and Accessibility

The Town should utilize road 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 considered include roundabouts, warning signs, rumble strips prior to stop-controlled intersections, and other applicable road design features.

Roundabouts in Brown County

Roundabouts have made a significant impact on Wisconsin roadways. One of the more significant benefits documented by Brown County and WisDOT has been the decrease in serious crashes at intersections where roundabouts have been installed. In addition to reducing congestion and increasing safety, roundabouts eliminate the hardware, maintenance, and electrical costs associated with traffic signals. The Town should coordinate with the Wisconsin Department of Transportation and Brown County Public Works Department to provide educational materials to Town residents if/when a roundabout is proposed for the Town.

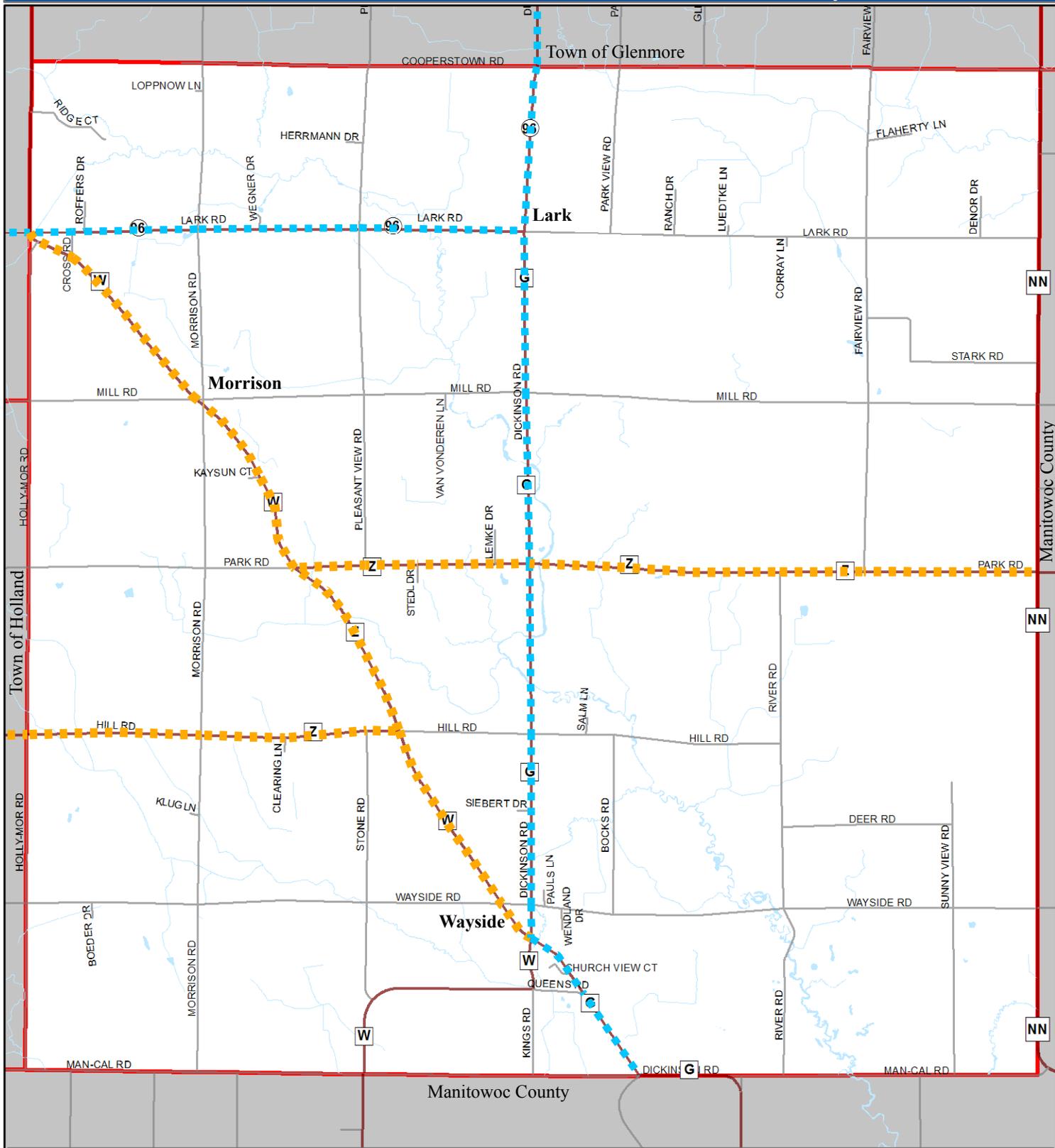
Pedestrian and Bicycle Facilities

The Town of Morrison has a few sidewalks in Morrison and Wayside, but does not currently have a formal system of bicycle facilities. In most parts of the Town, residents and visitors walk or bicycle on the shoulders of local, county, and state roads, generally for exercise. Occasionally organized bicycle clubs pass through the Town on group rides. Except for Morrison and Wayside, the relatively low population density of the Town does not likely necessitate a comprehensive bicycle or pedestrian system. However, it is important to keep in mind that the Town of Morrison is part of a larger area, and Brown County does have a Bicycle and Pedestrian Plan, last updated in 2011.

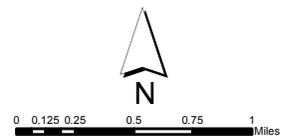
The Brown County Bicycle and Pedestrian Plan identifies two different types of bicycle facilities for Morrison. Dedicated bike lanes are envisioned along STH 96 and CTH G from STH 96 south to the county boundary, and five-foot paved shoulders are envisioned for CTH Z east to west across the Town, and CTH W from STH 96 to CTH G in Wayside. The Town of Morrison should coordinate with the Brown County Department of Public Works and Wisconsin Department of Transportation at the time these facilities are reconstructed to consider whether to include the identified bicycle facilities. The Brown County Bicycle and Pedestrian Plan envisioned facilities though Morrison are identified in Figure 3-5.



Figure 3-5 Brown County Bicycle Plan Town of Morrison, Brown County, Wisconsin



- Highway (Federal, State, or County)
- Local Road or Street
- Planned 5' Paved Shoulder
- Planned 5' Paved Shoulder



Source: Brown County Planning Commission, 5/2015

Developing a Pedestrian System

In the Roads and Highways section, the plan recommends methods of making the Town's roads and intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a pedestrian system that can be created through the following process:

Require sidewalks within new subdivisions in or near the communities of Morrison and Wayside. In the event the Town approves a subdivision(s) with an urban cross section (narrow roadway, curb, and gutter) within these areas, the Town should require the installation of sidewalks on both sides of the road. The only situation where sidewalks should not be required on both sides of an urban cross-section road is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the road. 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 future neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, wheelchairs, skaters, and other non-motorized uses.

Expand the sidewalk network in Morrison and Wayside. In partnership with Brown County, the Town should expand the existing sidewalk network in both communities should CTH W or CTH G be reconstructed over the next 20 years. An expanded sidewalk network within the communities would provide for a safe location for the elderly, children, and other people simply out for a stroll to safely walk out of the path of vehicle traffic. Specific areas to install sidewalks within the communities include:

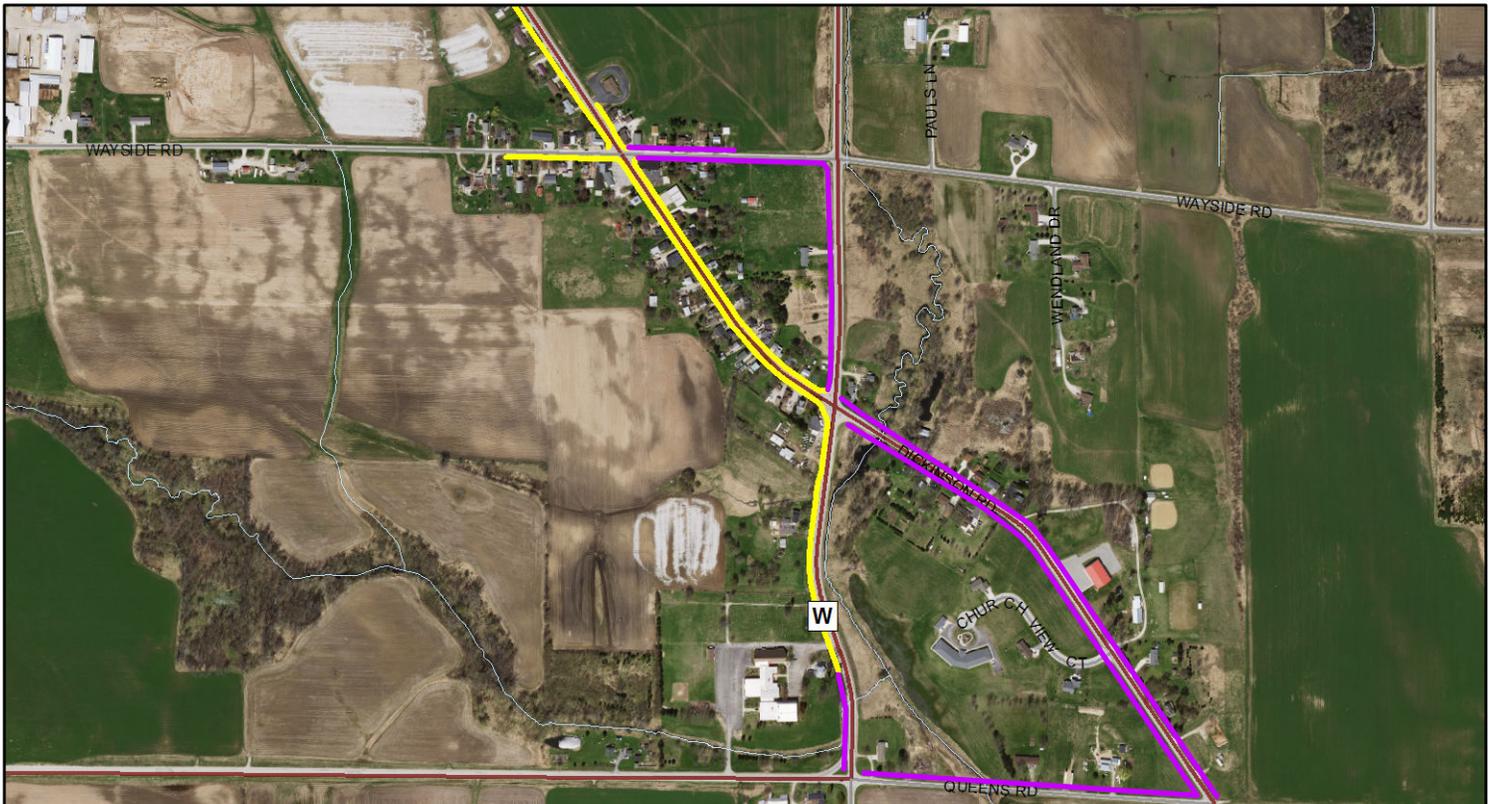
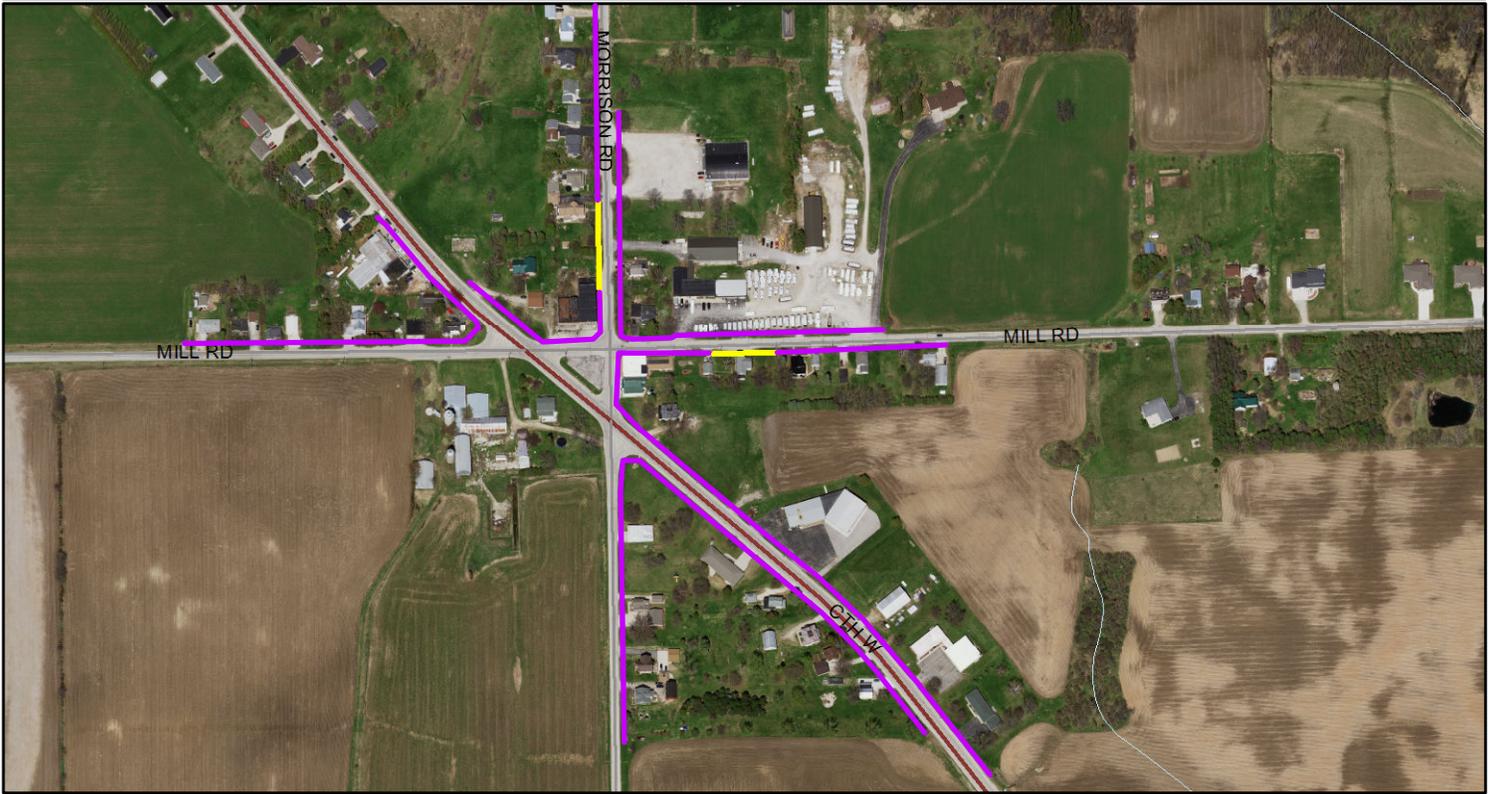
- Morrison - Along both sides of CTH W, Morrison Road, and Mill Road where there is existing or platted residential or business development.
- Wayside - Along both sides of Wayside Road with existing or platted development to CTH G, along both sides of CTH G from Queens Road north to CTH W, along the north side of Queens Road, and on the west side of CTH G north of CTH W to Wayside Road. Sidewalk locations within these areas would create two separate loops for pedestrians to use for exercise and as an alternative to local vehicle trips.



Figure 3-6 depicts the recommended locations for new sidewalk installation in Morrison and Wayside.



Figure 3-6
Existing and Conceptual Sidewalk Locations
Town of Morrison, Brown County, Wisconsin



— Highway (Federal, State, or County)
— Local Road or Street

— Existing Sidewalks
— Recommended Sidewalks



0 0.015 0.03 0.06 0.09 0.12 Miles

Source: Brown County Planning Commission, 6/2015

Work with Brown County and WisDOT to Pave County and State Highway Shoulders

The Town should work with the Brown County Public Works Department over the next 20 years to pave county highway shoulders consistent with the recommendations in the Brown County Bicycle and Pedestrian Plan. When reconstructing county highways, it is recommended that a paved shoulder be added to each side of the road. The Brown County Public Works Department policy on paving shoulders on county highways states that the county is responsible for the first 3' of pavement and anything in addition to the 3' will be at the community's expense. This policy therefore requires each community that has planned improvements in the form of 5' paved shoulders on a county highway to pay for 2' of pavement on each side of the road. These facilities are important for the development of a bicycle network, but they also provide a place for motorists to park and swerve during emergencies, a more comfortable space for pedestrians with children or strollers, and provide additional room for agricultural implements. The Town of Morrison will need to evaluate the future need and budget constraints related to the additional 2' of pavement when these facilities are due for reconstruction.

Maintenance/Reconstruction/Construction

According to the current 6-year plan for County Public Works Department highway projects in Morrison, only one project is currently planned:

- 2016 - Replace a box culvert on CTH Z.

Although there is not any planned county resurfacing or reconstruction projects in Morrison at least over the next six years; it is important for the Town to be aware of county highway reconstruction projects planned well ahead of time to consider the need for the additional 2' of paved shoulder, and to keep residents informed of any construction-related detours. The County Public Works Department 6-Year Plan can be found at: www.co.brown.wi.us/highway and click on the "6-Year Plan" link.

The Town of Morrison performs applicable maintenance on Town roads an average of once every seven years, subject to usage, wear, and the severity of any particular winter. This process is working well for the Town and should continue into the foreseeable future. Additionally, the Town should continue to use Wisconsin's Pavement Surface Evaluation and Rating (PASER) system to evaluate the condition of the Town's roads and prioritize them for maintenance or reconstruction within the seven-year cycle.

Mass 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

The Town of Morrison does not have any rail lines running through the Town, and it is not anticipated any new lines will be constructed in the Town over the next 20 years.

Air Transportation

Austin Straubel International Airport and the Outagamie County Regional Airport are expected to continue to provide commercial air service to Morrison residents over the life of the plan.

Water Transportation

It is not expected that Morrison businesses will utilize the Port of Green Bay for shipping or receiving purposes over the course of this plan; however, it is a resource available to them should they decide to utilize it.

Snowmobile Trails

The Town should continue to support the efforts of the local snowmobile club and private property owners in maintaining snowmobile trails in Morrison. The snowmobile club should include a newsletter article informing people about how to get involved in the club, the significance of staying on marked trails, and the importance of being respectful of private property.

Funding to Help Develop the Town's Transportation System

To help the Town fund the development of its 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.

Rural Surface Transportation Programs

The Rural Surface Transportation Programs (STP-Rural) allocates federal funds to complete a variety of improvements to federal-aid-eligible roads in rural areas. The objective of the STP-Rural program is to improve federal-aid-eligible highways and roads that are functionally classified as collector or higher (see Figure 3-2 for functionally classified roads). More information on STP funding can be found on the WisDOT web page by searching "Surface Transportation Program".

Transportation Alternatives Program

The Town should apply for grants from Wisconsin's Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the development of the recommended bicycle and pedestrian system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT.

Highway Safety Improvement Program (HSIP)

The Town should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing documented transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the Town to address safety issues.

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.

Summary of Recommendations

This chapter recommends the following policies:

Roads and Highways

- To enable and encourage people to walk and bicycle to and within the Town's subdivisions, Morrison should require well-connected road patterns within new subdivisions and connections to future subdivisions.
- Require dedicated road stubs and extensions to be improved through a developer's agreement as a condition of approval of the certified survey map or subdivision plat.
- The Town should utilize road design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance non-motorized accessibility at the Town's intersections. Techniques that should be considered on state and county trunk highways include roundabouts; curb extensions at intersections, and other road design features.
- The Town should continue to use 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 ensure the safety of pedestrians, the Town should consider enhancing the sidewalk network in Morrison and Wayside.
- The Town should coordinate with Brown County Public Works to consider paving the shoulders along planned bicycle routes.



Snowmobile Trails

- Work with the snowmobile club to develop a yearly newsletter article regarding volunteer opportunities and responsible trail riding.

Funding to Help Develop the Town's Transportation System

- Apply for transportation grants from the state to help the Town fund the maintenance and enhancement of its transportation system.

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. Although the Town of Morrison is primarily an agricultural community with a few commercial and industrial uses; agriculture and its associated activities constitute a critical component of Brown County’s and the State of Wisconsin’s overall economy. The following chapter will provide background data on the Town of Morrison workforce, strengths and issues for economic development and recommendations for economic growth into the future.



Labor Force Analysis

Figure 4-1 shows that the percentage of Town residents 16 years of age and above who are in the labor force is somewhat higher than the percentage of the same population in Brown County and Wisconsin. However, Morrison’s estimated unemployment rate of 2.6 percent is significantly lower than the state’s percentage (5.3 percent), and Brown County’s unemployment rate of 5.2 percent. The data indicates there are a number of homes with two wage earners in the Town of Morrison.

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

	Wisconsin	Brown County	Town of Morrison
In labor force	67.9%	70.1%	73.7%
Civilian labor force	67.9%	70.0%	73.7%
Employed	62.6%	64.8%	71.0%
Unemployed	5.3%	5.2%	2.6%
Armed forces	0.1%	0.1%	0.0%
Not in labor force	32.1%	29.9%	26.3%

Source: 2009-2013 American Community Survey 5-Year Estimates; U.S. Census Bureau.

Figure 4-2 shows that Morrison has a significantly higher percentage of its residents employed in the agriculture/forestry/fishing/hunting/mining industry sector (14.9 percent) than either the state (2.5 percent) or either Brown or Calumet Counties (1.8 and 4.1 percent, respectively). This is consistent with the Town’s primary economic activities, which are agriculture related. Other major employment industries include manufacturing and educational services/health care/social assistance.

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

	Wisconsin	Brown County	Calumet County	Town of Morrison
INDUSTRY				
Manufacturing	18.2%	18.0%	26.7%	24.1%
Agriculture, forestry, fishing and hunting, and mining	2.5%	1.8%	4.1%	14.9%
Educational services, health care, and social assistance	23.2%	21.1%	18.5%	14.6%
Retail Trade	11.4%	11.1%	10.8%	8.6%
Construction	5.3%	4.8%	5.8%	7.2%
Transportation and warehousing, and utilities	4.4%	6.5%	3.8%	6.1%
Finance and insurance, real estate, and rental and leasing	6.2%	7.7%	5.2%	5.6%
Arts, entertainment, recreation, accommodation, and food services	8.7%	9.6%	5.7%	5.5%
Professional, scientific, and waste management services	7.9%	7.3%	7.6%	4.6%
Other services, except public administration	4.2%	4.0%	4.4%	3.6%
Wholesale Trade	2.7%	3.2%	3.2%	3.4%
Public administration	3.6%	3.3%	2.4%	1.8%
Information	1.7%	1.8%	1.7%	0.0%

Source: 2009-2013 American Community Survey 5-Year Estimates; US Census Bureau.

Economic Base Analysis

Due to the Town of Morrison’s location, its business and employment centers are more diverse than other Brown County communities. If not working in the local agricultural economy, Morrison residents typically work in the Green Bay, Fox Cities, Manitowoc/Two Rivers areas, or else in the nearby rural communities of Brillion, Reedsville, Denmark, or Wrightstown. A few key industry groups within these geographic areas include health care; paper and related products; insurance and financial services; small engine manufacturing; steel product manufacturing; and logistics (warehousing, trucking, shipping/receiving). Considering the large manufacturing enterprises associated with the City of Brillion (Calumet County) and the number of Morrison residents that work within them, the following analysis utilizes both Brown and Calumet Counties to determine basic and non-basic sector employment 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 the identification of basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, local employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or service 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 service. However, employment is still considered to be non-basic. An LQ of greater than 1.0 suggests local employment 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, 2014; Brown County, Calumet County, and the United States Location Quotient Analysis

Employment by Industry	United States	Brown County	Calumet County	Brown County Location Quotient	Calumet County Location Quotient
Manufacturing	10.62%	19.20%	31.00%	1.81	2.92
Financial activities	6.74%	8.50%	5.89%	1.26	0.87
Trade, transportation, and utilities	22.67%	21.88%	21.43%	0.97	0.95
Construction	5.15%	4.63%	4.98%	0.90	0.97
Professional and business services	16.36%	14.49%	3.88%	0.89	0.24
Leisure and hospitality	12.57%	10.85%	13.51%	0.86	1.08
Education and health services	17.89%	15.29%	10.73%	0.85	0.60
Other services	3.67%	3.08%	2.54%	0.84	0.69
Information	2.39%	1.41%	0.34%	0.59	0.14
Natural resources and mining	1.79%	0.66%	5.71%	0.37	3.19
Unclassified	0.15%	0.00%	0.00%	0.01	0.00
Total Employees	100.00%	99.99%*	100.01%*		

*Totals may not equal 100.00% due to rounding.

Source: U.S. Bureau of Labor Statistics Quarterly Census of Employment and Wages Data, Location Quotient Calculator, 1st quarter 2015.

According to the LQ analysis, there are two general industries in Brown County that can be considered to be basic employment sectors: manufacturing and financial activities. There are three industries in Calumet County that can be considered to basic employment sectors: manufacturing, leisure/hospitality, and natural resources/mining. Therefore, these industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Industries such as information with an LQ significantly below 1.0 for both counties indicate that there may be demand within the local economy to support increases in these industry sectors.

Although there is ample room for growth in some of the industry fields, overall, the regional economy is rather diversified and should provide a variety of employment opportunities and a generally stable economy for Town of Morrison residents.

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 largely quality housing stock that has maintained property values. The Town has a number of natural features across its landscape, including woodlots, and wide open vistas, which combined with the agricultural lands, help to create the “rural feel” that Morrison residents cherish.

The largest impediments to robust economic development activity in the Town of Morrison include a very low population density, and a lack of a public water supply. Larger businesses and industries typically require these utilities for various production processes and fire suppression. It is also a common

rule of thumb for “businesses to follow rooftops”; as a community adds homes and population, businesses to serve those residents follow.

The Town has two specific nodes of economic activity located in the communities of Morrison and Wayside. In sum, both communities have a relatively dense cluster of homes, a few businesses, institutional uses, and public sewer, all of which contribute to the Town’s current economy and provide opportunities for new economic development. It is in specific areas such as Morrison and Wayside, where there are groupings of different businesses and homes that create drivers for the local economy. New commercial service or retail businesses that serve Town of Morrison or more generally, southern Brown County and northern Manitowoc County residents should be encouraged to locate in one of these two communities to build upon the existing economic activity areas.

Wander Springs Golf Course is a full-service 27-hole golf course located in the southeastern part of the Town of Morrison that brings golfers from all parts of Brown, Manitowoc, and Calumet Counties. Anytime a community has a business that brings in customers from outside the community, it creates an opportunity to capture dollars that would not otherwise circulate within the community and introduce new people to the Town who may become future residents or business owners.

During the summer the local Lions Club sponsors a “Music in the Park” series at Way-Morr Park, which brings in hundreds of Morrison and other southern Brown County / Northern Manitowoc / Calumet County residents. Way-Morr Park also hosts a number of fundraisers and other activities throughout the year and Way-Morr Youth Sports events also provide opportunities for Town businesses to advertise to potential customers who may not be aware of their products or services, and again bring in outside dollars into Morrison.



Economic development services assists businesses with location or relocation 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 also provided by UW-Green Bay, St. Norbert College, UW-Extension, and Northeastern Wisconsin Technical Colleges. While none of the main buildings of these educational institutions are located in the Town of Morrison, all are generally within a 45-minute drive.

Economic Development Assessment and Recommendations

While the Town of Morrison has extensive 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 fostering the growth of new businesses and promoting the appropriate expansion of existing businesses. It is important for the community to focus its attention on businesses that are not heavily dependent on public utilities or services, and contribute positively to Morrison’s agricultural base and rural character.

It is not realistic for the Town of Morrison to expect to recruit a large employer, such as a paper mill or corporate headquarters, due to the lack of utility services, limited access to transportation facilities, and a limited market for customers and employees. However, there are many businesses that supply or provide services to various industry sectors that do not have the need for extensive public services. A

trucking business, for example, would be complementary to the agricultural industry but not require extensive utility services.

Residents in the Town of Morrison typically travel to either the Green Bay Metropolitan Area or the Manitowoc / Two Rivers area for the majority of their large retail purchases, with secondary locations for smaller purchases in the City of Brillion or Villages of Wrightstown and Denmark. The lack of population density in the Town of Morrison somewhat limits the Town's economic market ceiling. Future non-agricultural related retail and service business development in the Town should be directed to the communities of Morrison and Wayside where there are existing homes, businesses, and public sewer service to support them. In terms of types of businesses, the Town should focus its efforts first on encouraging the growth of existing local businesses that serve the local population and agricultural community, while not negatively impacting the rural character of the Town. Agricultural-related businesses will typically be more scattered, due to the nature of the industry.

A recent business trend in rural communities has been toward the development of cottage-type industries and at-home businesses that operate within residences. This approach serves as a business incubator until the business expands to a point that requires a zoning change, if appropriate, or relocation to an area that is predominantly composed of business uses. The Town of Morrison may want to encourage home-based businesses by allowing the use of an outbuilding for such a business through a performance-based conditional use permit process, particularly if the business provides a good or service to the residents of the Town.

Economic Opportunity Areas

An economic opportunity area is an area of relatively significant current or future economic activity that contributes or will contribute to the community's tax based and overall identity. They may be as small as a rural, unincorporated community such as Wayside, or as large as a business park or downtown. Other economic opportunity areas may be general concepts or policies that cover an entire township, such as its agricultural economic base. The inventory, assessment, and recommendations for existing and future opportunity areas will help to guide the Town's economic development and land use activity over the next 20 years.

Morrison and Wayside

As discussed earlier, the communities of Morrison and Wayside create two nodes of economic development opportunity in the Town of Morrison. This is largely related to the density of homes, presence of existing businesses, and availability of public sewer service. A large component of economic development today is creating a sense of place that differentiates one community from another. With the communities of Morrison and Wayside, the Town of Morrison has a head start on other Towns that may not have that central place. In order to foster an environment supportive of economic development, the Town should make investments into the communities through such activities as selective demolition of unsafe buildings, streetscaping improvements, and commercial site plan review to ensure Morrison and Wayside remain unique, safe, and interesting places to visit and perhaps start a business.

Agriculture

Farming is Wisconsin's number one industry, by some estimates accounting for \$6 billion in business sales, providing 21,038 jobs, and contributing \$1.6 billion in income within Brown County each year.¹ Continued support of agricultural activities is key to the state's and county's continued prosperity.

¹ 2011 Brown County Agriculture: Value & Economic Impact; UW-Extension.

Agricultural production should continue to be the primary economic development focus in the Town of Morrison. For this to happen, it is necessary for Morrison to consistently apply its zoning ordinance and other Town ordinances and policies in a manner that at a minimum does not harm, but preferably 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 (Working Lands Initiative) Program and the average total market value of agricultural products sold per farm in Brown County. In order to receive the Farmland Preservation Tax Credit, a participant must have over \$6,000 in gross farm receipts (exclusive of rent), be in compliance with all agricultural conservation standards, have the land zoned for exclusive agricultural use, and be current in tax payments. There is no requirement that farms must participate in the program. According to Brown County Land Records data and Working Lands Initiative data, there are currently a total of 301 Morrison landowners covering 20,746 acres in the program.

According to the 2012 Census of Agriculture, Brown County's total market value of agricultural products sold was over \$307 million, with an average WLI acreage per farm of 215 acres yielding \$276,792 in annual sales. Utilizing the county average of \$276,792 and applying it to the 20,746 acres of lands in the program yields a total market value of agricultural products sold from Morrison farms of approximately \$26,708,500 in 2012. Although this is a rough estimate of the economic impact of farming in Morrison, it does provide an indication of how important



agricultural activity is to the Town. Besides the economic benefit that the agricultural economy brings to the community, it is important to understand that agricultural production does not require the public services that are typically required by an industry with \$26.7 million in sales, while certainly helping to maintain the Town's rural character. The Town of Morrison should support active farmers by discouraging new development that negatively impacts agricultural activities.

The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers the Agricultural Enterprise Area (AEA) program, which according to DATCP, "...is a tool that can help communities meet locally identified goals for preserving agricultural land and encouraging agricultural economic development." Lands in an AEA, within a certified farmland preservation zoning district, and having a signed 15-year farmland preservation agreement with the State of Wisconsin are eligible for a \$10/acre farmland preservation tax credit as opposed to \$7.50/acre for just being within the zoning district. AEA's are intended to identify large tracts of generally contiguous agricultural lands that will continue to be used for agricultural purposes for at least the next 15 years. In order to create an AEA, the following issues must be addressed in a competitive application process to DATCP:

- A petition must be signed by at least five qualified farm owners.
- Public meetings and outreach must be held.
- The local unit(s) of government within which the AEA is located must pass resolution(s) of support.
- The AEA boundary must:

- Contain land owned by all interested farm owner petitioners. Typically the larger the area included, the better the chances for designation.
- Be located within a certified farmland preservation area (as identified in the county farmland preservation plan).
- Consist of contiguous land areas (land owned by petitioning farm owners need not be contiguous).
- Be primarily in agricultural use.
- Consider other relevant factors such as agricultural infrastructure and soil and water resources.

Should an AEA be proposed by the Town’s agricultural community, the Town of Morrison should strongly consider supporting it because of the positive investment it would demonstrate in the Town’s agricultural economy and because it would support the rural character of the Town. Additional information regarding AEA designation, benefits, and existing AEAs may be found on the DATCP website at http://datcp.wi.gov/Environment/Working_Lands_Initiative/AEA/.

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 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 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.
- 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 includes:

- Opportunities to create net returns greater than what occurs in conventional agriculture.

- 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.

Future Business and Industrial Development

Businesses and industries that wish to locate in Morrison should be of a nature that are environmentally friendly, provide services or goods to the local residents, enhance the overall economy of the Town, and do not disturb rural character of the Town. Businesses that should specifically be encouraged in Morrison are those that contribute to the success of the farming economy, those that provide retail services to Town and area residents, and those that provide jobs to Town residents.

Additionally, Morrison should foster the development of appropriate home-based businesses to serve as a cost-effective starting point for these enterprises. In order to facilitate the development of home-based businesses, the Town should review its zoning code to ensure it does not preclude home-based businesses and also to set performance standards so that if the business is successful, it does not negatively impact the neighboring residential or agricultural land uses.

Industrial and Commercial Design Standards

The Town can promote higher quality development and minimize the potential negative visual impact of commercial and industrial development on Morrison's rural landscape through the use of zoning requirements and design standards. Business site plans should be required for new businesses and industries and should include parking (preferably behind the building) and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt and building standards.

Morrison should consider adopting a basic site plan and design review ordinance for new commercial and industrial development. A site plan and design review ordinance would clearly specify the Town's requirements for such multi-family, commercial, and industrial site plan requirements as vehicle access, parking lot specifications, outdoor storage standards, and waste disposal facility locations. The design review aspect of the ordinance could specify such requirements as building material composition, location of HVAC equipment, landscaping requirements, lighting, and other specifications that ensure quality buildings. A basic site plan and design review ordinance creates a process by which the developer, Town, and neighbors will know what to expect as building and site designs are brought forward. The ordinance should focus on those building and site design characteristics that minimize potential negative impacts on agricultural operations and neighbors and maintain the Town's rural character and identity.

Sensitivity to Natural and Active Agricultural Areas

Agricultural lands, topography, waterways, woodlands, and wetlands all combine to help create the rural character that the Town of Morrison residents enjoy and appreciate. Business development should be designed with consideration of the natural features of the Town so as to integrate the businesses and industries into the community while retaining the rural small town atmosphere. Special care should be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs). These natural features should be protected and included in the design of business developments as integral amenities.

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 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 economic development programs and agencies 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 for many of their larger commercial needs. Additional daily needs may be addressed in the nearby communities of Wrightstown, Denmark, Brillion, or Reedsville. While commercial activity in the Town is limited, it is critically important that residents patronize existing and future Town businesses. Failure to do so will result in a reduction of available commercial services, reduced retail or service 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. One of the most important economic activities that Morrison can continue is to promote an environment that encourages entrepreneurs to engage in new business activities and for existing businesses to remain and expand in Morrison.

As previously identified, agricultural activity is estimated to account for approximately \$26.7 million in products sold from farms located within the Town in 2012. Because agriculture is such a large component of Morrison's economy, large-scale agricultural activities should be encouraged to continue through Town policies that do not create impediments to its continued viability. For the Town's smaller-

scale farms, entrepreneurial agricultural activities, such as truck farming, direct farm-to-market sales, and small-scale, farm-based value-added manufacturing, should be actively encouraged as a means to maintain farming and the rural character in Morrison.

One economic development tool now available to Towns in the State of Wisconsin is the utilization of a Tax Incremental Financing District, commonly called TIF or TID. Until 2003, this redevelopment tool was only available to cities and villages. The law allows a town to expend money or incur debt for projects related to agriculture, forestry, manufacturing, or tourism. The law also allows TIDs to be used for retail development that is limited to retail sale of products produced due to agriculture, forestry, or manufacturing project. The State Department of Revenue must approve any proposed TID project.

Generally, the type of uses that commonly occur within a TID include acquisition and demolition of blighted properties in commercial areas or industrial areas and extension of roads, sewer, storm sewer, and water mains to serve expected new agriculture, forestry, manufacturing, or tourism related development within in the tax increment district.

Once the TID is established, the aggregate equalized value of taxable property within the district is established. This is called the tax incremental base. All the taxing entities of the area (Town, school districts, county, technical school) continue to receive their share of the annual taxes generated by the tax incremental base of the district throughout the life of the TIF project. The municipality then installs the improvements to the TID. As development occurs, the property values within the district grow. Taxes paid on the increased value from the growth are called tax increments and are used to pay for the public improvements made to the district by the municipality. These moneys are put in a separate TID fund to finance the public improvements made to the district. Expenditures for the project costs to the district must generally be made no later than five years after the district is started. The maximum life of a TID district is 16 years with options for extensions. If the value increases to the district are not enough to pay off the costs of the project within the life of the district, the municipality must incur the costs that still need to be paid. Taxing jurisdictions do not benefit from the value added increase in the district until the district project costs have been paid off and/or the life of the district is over. Once the life of the district has expired, the added value of the district is then apportioned out to all taxing districts similar to anywhere else in the Town.

Although not currently applicable to Morrison, 2014 Wisconsin Act 193 further expanded use of TIF beyond the aforementioned projects to towns that have a population greater than 3,500 residents, have an equalized assessed value of greater than \$500 million, and have an existing public water and sanitary sewer system. Towns that meet these criteria have the same TIF authority as cities and villages. Municipalities thinking about utilizing this economic development technique must carefully consider the benefits to the community, the potential pitfalls, and the likelihood of success of the district.

Brown County

Brown County Economic Development Revolving Loan Fund (RLF)

Businesses can use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through Brown County and Advance to obtain low-interest loans that will generate new employment opportunities principally for persons of low and moderate incomes and encourage expansion of the tax base.

Program loans are available to eligible applicants for the following activities:

- Acquisition of land, buildings, and fixed equipment.
- Working capital (inventory and direct labor costs only).

Additional information on the Brown County Economic Development RLF may be found at:

<http://www.co.brown.wi.us/planning> and clicking on the “Economic Development” link.

Advance

Advance is the economic development division of the Green Bay Area Chamber of Commerce committed to improving and diversifying the economy of Brown County. Advance provides confidential site selection assistance, in-depth statistical and demographic data, and administers a microloan program geared to small businesses and entrepreneurs. Additionally, Advance manages the Business & Manufacturing Center Incubator on the Northeast Wisconsin Technical College (NWTC) campus which provides support services (clerical, legal, accounting, mentoring, etc.) within a flexible space for business and non-profit start-ups. Information regarding Advance and the business incubator may be found at: <http://www.titletown.org/programs/economic-development>.



Advance offers the Advance Microloan Program, which is designed to provide loans from \$5,000 to \$100,000 to for-profit, start-up, newly established, and emerging businesses that are actively managed by its owners. Loans may be used for the purchase of machinery and equipment, inventory and working capital (including payroll), insurance premiums, legal, and accounting purposes. Applicants must have a business plan, be able to contribute a minimum of ten percent of the project cost, and have a minimum of two months of working capital in reserve. Additional information regarding the Advance Microloan Program may be found at: <http://www.titletown.org/programs/economic-development/advance-microloan-program>.

Advance is also part of the Brown County Culinary Kitchen, which is a non-profit collaborative effort among NEW Curative Rehabilitation, The Farm Market Kitchen, and NWTC. The Brown County Culinary Kitchen provides a fully equipped, commercially-licensed, shared use kitchen for food-based business start-ups. Additional assistance includes classes, an on-site manager, technical assistance, business coaching, classroom space, and Internet access. Information regarding the Brown County Culinary Kitchen may be found at: <http://bcculinarykitchen.org/>.

Regional

The New North

The New North is a 501(c)3 non-profit organization that promotes collaboration between the private and public sectors to promote Northeastern Wisconsin for increasing economic development. According to the New North website, their key initiatives include:

- Attract, develop, and retain diverse talent.
- Foster targeted industry clusters and new markets.
- Support an entrepreneurial climate and small businesses.
- Encourage educational attainment.
- Elevate sustainability as an economic driver.
- Promote the regional brand.

More information can be found at <http://www.thenewnorth.com>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS) contributes a number of economic development

services that Brown County communities should be aware of for their businesses. The WPS economic development webpage provides a number of programs and resources for communities interested in expanding economic development opportunities. More information about WPS economic development services can be found at: <http://www.wisconsinpublicservice.com/business/economic.aspx>.

State of Wisconsin Economic Development Programs

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs listed on the Wisconsin Economic Development Corporation (WEDC) website that Brown County communities should strongly consider and are addressed below. The WEDC Region 2 Account Manager should be contacted for additional information related to these programs.

Additionally, the Wisconsin Housing and Economic Development Authority (WHEDA) administers a number of loan programs, tax credit, and programs that support business investment and development. The WHEDA Community Relations Officer should be contacted for additional information related to these programs.

Wisconsin Equity Investment Fund

The Wisconsin Equity Investment Fund (WEIF) is a program designed to spur direct equity investment into growing Wisconsin small businesses. WEIF is funded by the State Small Business Credit Initiative, administered by WHEDA, and currently leverages the private capital investment of Wisconsin-based investment managers. Additional information on WEIF may be found at www.wheda.com.

WHEDA Participation Lending Program

The WHEDA Participation Lending Program (WPLP) pairs WHEDA with community lenders, banks, credit unions, community development financial institutions, and other entities that provide commercial loans to Wisconsin businesses. The program requires at least 50 percent participation from a participating lender with WHEDA's participation not to exceed \$2 million. Project eligible for financing of land, plant, or equipment include such projects as manufacturing, commercial real estate, national or regional headquarters facilities, facilities for the storage or distribution of manufactured goods, materials, components or equipment, and facilities for the retail sale of goods or services. Additional information on WPLP may be found at www.wheda.com.

WHEDA Loan Guarantee Programs

WHEDA Loan Guarantee Programs help reduce financial risk and exposure to small business lenders and ensure that qualified Wisconsin small businesses have access to funding. Eligible uses of loan guarantees by small business owners include purchasing or improving land and buildings, purchasing inventory or machinery, and funding permanent or revolving working capital. Specific programs include:

- Contractors Loan Guarantee - Assist in the development / expansion of small businesses by providing the opportunity to enter into contracts with eligible organizations.
- Small Business Guarantee - Assist with the expansion or acquisition of an existing small business, assist in the start-up of a daycare business for adults or children, assist in the start-up of a small business located in a vacant storefront in the traditional downtown area of a community.
- Agribusiness Guarantee - Assist in the startup, acquisition, or expansion of a business that develops products using Wisconsin's raw agricultural commodities. Raw agricultural commodities refer to any agricultural, aquacultural, horticultural, viticultural, vegetable, poultry, and livestock products

produced in Wisconsin, including milk and milk products, bees and honey products, timber and wood products, or any class, variety or utilization of the products in their natural state.

Additional information on all the loan guarantee programs may be found at www.wheda.com.

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. Additional information regarding the University of Wisconsin-Extension can be found at the following website: <http://www.uwex.edu/topics/Agriculture.cfm>.

Federal

U.S. Department of Agriculture – Rural Development

The U.S. Department of Agriculture – Rural Development (USDA-RD) maintains a number of programs geared toward rural areas of the country. Portions of Brown County outside of the Green Bay Metropolitan Area may be eligible for certain USDA-RD programs. The USDA-RD website should be reviewed for additional details at: <http://www.usda.gov/wps/portal/usda/usdahome?navid=rural-development>.

Recommendations

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

General Recommendations

- Encourage farming as an economic activity by discouraging new development in locations that would negatively impact agricultural operations.
- Support efforts by local farmers in entrepreneurial agricultural through direct farm-to-market sales and farm-based value-added business activities, among others.
- Invest in improving the physical characteristics of the communities of Morrison and Wayside through targeted dilapidated building demolition, streetscaping, and business promotion.
- Encourage new locally focused retail and service businesses to locate in the communities of Morrison and Wayside.
- Cautiously consider utilizing TIF for agriculture, forestry, manufacturing, or tourism projects.
- Start a “buy local” campaign with Town of Morrison and other nearby business owners.
- Encourage Morrison business owners to participate / advertise at Music in the Park to reach new customers.
- Should one be proposed, support qualified efforts by the Town’s agricultural community to create an Agricultural Enterprise Area in the Town of Morrison.
- Continue to permit home occupations as small



business incubators as long as they are clearly secondary to the residential use and meet the Town zoning ordinance requirements and restrictions.

- Implement a commercial and industrial site and building design standards ordinance to ensure that the development is consistent with the rural character of Morrison.
- Business development should be designed with consideration of the sensitivity of the agricultural lands, neighboring property owners, and environmental features that this plan identifies.
- Business site plans and designs should be consistent with the rural character of Morrison, including such characteristics as shielded lighting, screened outdoor storage and refuse containers, and minimal signage.
- Maintain an updated comprehensive list of potential economic development funding mechanisms through the county, state, and federal governments.
- Contact the various economic development agencies for technical support and grant resources listed in this chapter when evaluating specific economic development projects.

CHAPTER 5

Housing

Housing in Morrison ranges from concentrations of homes on small lots in the communities of Lark, Morrison, and Wayside, to large estate homes on large lots, to homes associated with active agricultural operations. 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 by providing recommendations on various standards, tools, and resources to ensure that future residential development does not detract from the Town’s rural character or negatively impact active agricultural operations.



It is important to note that the U.S. Census Bureau’s American Community Survey (ACS) is generally used for the baseline housing data in the Town of Morrison. The ACS utilizes statistical sampling techniques to obtain an estimate of the respective housing characteristics. Since the ACS uses sampling rather than an actual count as in past censuses, the numbers identified may not reflect the 100 percent count or type of housing unit, but the ACS will produce a statistically valid estimate.

Housing Characteristics

Age

Figure 5-1 identifies the decade within which homes were constructed within Morrison. As demonstrated in Figure 5-1, approximately 27.4 percent of housing units in Morrison were constructed in 1990 or later, and are likely in good condition. The chart also reveals that Morrison has a proportionately higher number of homes built in 1939 or earlier than either the county or state. As the Town’s housing stock continues to age, it will be necessary for the Town to ensure the housing units remain in good condition through current building code enforcement and providing information to Town homeowners regarding resources available to assist with home maintenance.

Figure 5-1: Age of Housing Units for Morrison, Brown County, and Wisconsin

Year Structure Was Built	Morrison	%	Brown County	%	Wisconsin	%
2010 or later	8	1.3%	890	0.8%	11,456	0.4%
2000-2009	97	15.3%	15,312	14.6%	337,755	12.9%
1990-1999	69	10.8%	17,453	16.6%	366,680	14.0%
1980-1989	44	6.9%	12,649	12.0%	257,794	9.8%
1970-1979	86	13.5%	17,499	16.6%	391,062	14.9%
1960-1969	25	3.9%	11,583	11.0%	257,050	9.8%
1950-1959	33	5.2%	11,118	10.6%	298,053	11.3%
1940-1949	25	3.9%	4,995	4.8%	158,568	6.0%

1939 or Earlier	249	39.2%	13,652	13.0%	547,724	20.9%
Total	636	100.0%	105,151	100.0%	2,626,142	100.0%

Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

One item Morrison residents with homes built prior to 1978 should understand is that their home may contain lead-based paint. As lead-based paint ages, it cracks, peels, chips, and powders, creating a chance for children and adults to ingest it either via mouth or nose and enter the blood stream. According to the Mayo Clinic a few of the signs and symptoms of lead poisoning in children and/or infants include:

- Developmental delays
- Learning difficulties
- Slowed growth
- Irritability
- Abdominal pain
- Fatigue



Lead poisoning in adults includes signs and symptoms such as:

- High blood pressure
- Abdominal pain
- Joint pains
- Declines in mental functioning
- Pain or numbness/tingling in extremities
- Memory loss
- Mood disorders
- Miscarriage or premature birth in women

If renovations are to be started in or on a home that was constructed prior to 1978 that will impact existing painted surfaces, lead-safe renovation practices should be followed to protect the persons living in the home. The U.S. Environmental Protection Agency prepared the document “The Lead-Safe Certified Guide to Renovate Right”¹ which provides basic information on lead paint hazards and the proper techniques and resources to deal with this hazard as a home is renovated.

Structures

According to the 2009-2013 American Community Survey, the Town of Morrison has a significantly higher percentage of 1-unit detached structures (typically single-family homes) at 89.6 percent than either Brown County or the State of Wisconsin at 64.1 and 66.5 percent, respectively. The Town has a proportionately much smaller percentage of duplexes and all types of multifamily units. The relative lack of more dense housing types is most likely due to Morrison not experiencing much development pressure, resulting in a lack of demand for these types of housing units. However, Morrison should

¹ The Lead-Safe Certified Guide to Renovate Right. U.S. Environmental Protection Agency, September, 2011. <http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf>.

continue to monitor the demands of an aging population to ensure that the Town’s senior population housing needs are continued to be met within the Town of Morrison or nearby communities. Figure 5-2 identifies the total number of housing units in structure in Morrison and the estimated number of units they contain. It is important to note that the data for Figure 5-2 is from the American Community Survey and therefore may not reflect the Town’s housing units with 100 percent accuracy.

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

Units in Structure	Morrison	%	Brown County	%	Wisconsin	%
1-Unit Detached	570	89.6%	67,392	64.1%	1,747,423	66.5%
1-Unit Attached	8	1.3%	5,268	5.0%	115,196	4.4%
2 Units	25	3.9%	8,187	7.8%	173,829	6.6%
3 or 4 Units	7	1.1%	3,468	3.3%	100,247	3.8%
5 to 9 Units	0	0.0%	8,022	7.6%	127,426	4.9%
10 to 19 Units	15	2.4%	4,821	4.6%	87,150	3.3%
20 or More Units	2	0.3%	6,490	6.2%	177,097	6.7%
Mobile Home	9	1.4%	1,493	1.4%	97,373	3.7%
Boat, RV, Van, Etc.	0	0.0%	10	0.0%	401	0.1%
Total	636	100.0%	105,151	100.0%	2,626,142	100.0%

Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

Occupancy

According to the 2010 Census, there were a total of 636 housing units within the Town of Morrison. This compares with 580 units in 2000, which is an increase of 56 units (9.7 percent) over the 10-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 90.2 percent of the Town’s dwelling units in 2000, and this percentage is estimated to have decreased slightly to 89.0 percent owner-occupied housing in 2010. Considering the general aging of the population and the availability of public sewer, it is possible that additional rental units for senior citizens could be added over the next 10-20 years. In addition, scattered duplex and even small 4-8 unit multifamily units could be developed provided that they are adequately maintained, managed, and are placed in locations, such as the communities of Morrison and Wayside, that would not negatively impact agricultural production. Figure 5-3 summarizes the changes that occurred between 2000 and 2010.

Figure 5-3: Change in Housing Occupancy Characteristics in Morrison, 2000 and 2010.

Housing Unit Status	2000 Census	% of Total	2010 Census	% of Total	Increase or Decrease	Percent Change 2000-2010
Total Housing Units	580	100.0%	636	100.0%	56	9.7%
Occupied Housing Units	562	96.9%	592	93.1%	30	5.3%
Owner-Occupied	507	90.2%	527	89.0%	20	3.9%
Renter- Occupied	55	9.8%	65	11.0%	10	18.2%

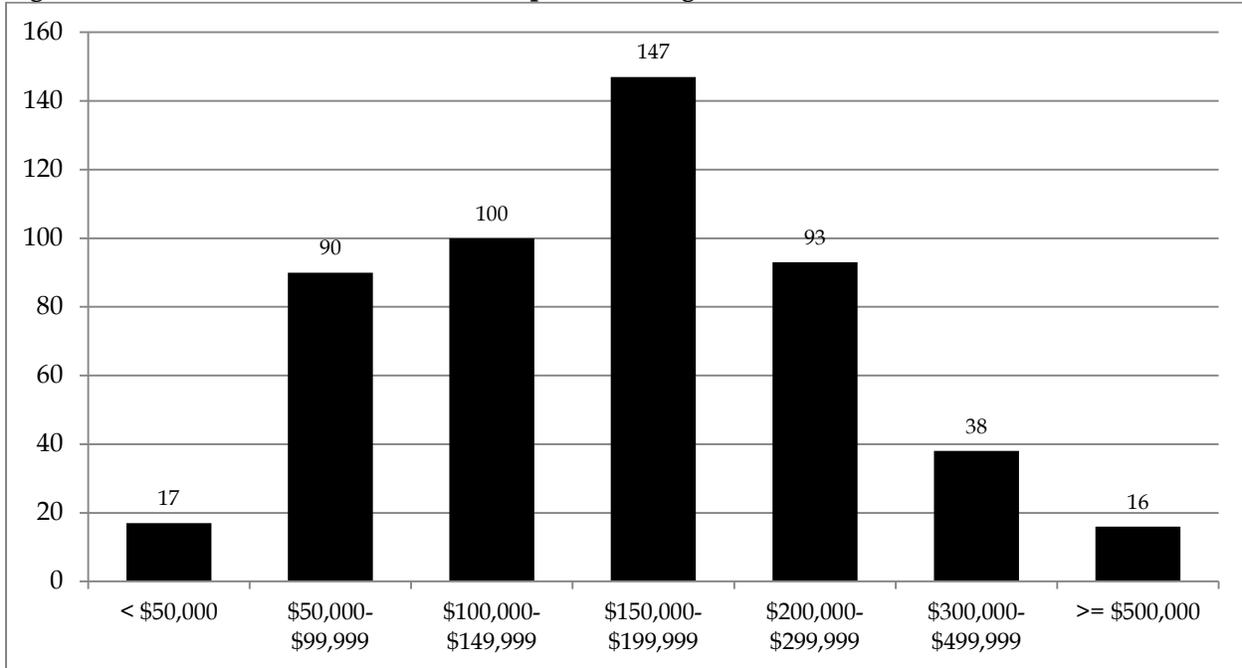
Source: U.S. Bureau of the Census, 2000 and 2010 Census.

Value

According to the 2009-2013 American Community Survey, the largest segment of the Town’s owner-occupied homes is valued between \$150,000 and \$199,999 (29.3 percent), while 20.0 percent of the homes

are valued between \$100,000 and \$149,999. When reviewing the median owner-occupied home value for Morrison (\$161,000) compared to that of Brown County (\$159,000) and the State of Wisconsin (\$169,000), it is apparent that the home values in Morrison are generally comparable to both the County and State. (See Figure 5-4.)

Figure 5-4: Town of Morrison Owner-Occupied Housing Values



Source: U.S. Bureau of the Census, 2009-2013 American Community Survey 5-Year Estimates – Selected Housing Characteristics.

Housing Expenses

Rent

The 2009-2013 American Community Survey (ACS) identifies the median gross rent in the Town of Morrison as approximately \$908 per month. The ACS further identifies a total of 66 occupied units paying rent with rent ranges varying widely from a low of \$400-\$449 and a high of \$2,000 or more. The wide range of rent charged is likely due to the relatively few rental units available in the Town of Morrison.

Mortgage

According to the 2009-2013 American Community Survey, approximately 60.0 percent of the owner-occupied housing units in the Town of Morrison have a mortgage, with a median monthly homeowner cost (including mortgage) of \$1,257. This is somewhat lower than either the county or state, at \$1,388 and \$1,445 per month, respectively, and is likely due to the more rural nature of the Town of Morrison.

Housing Expense Analysis

One metric to determine whether or not a mortgage or rent is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends that housing costs (mortgage/rent, insurance, taxes, etc.) should not exceed 30 percent of household income. Homeowners or renters paying

30 percent or more are considered to be overextended and in danger of mortgage default or late rent payments if any interruptions to income or unforeseen expenses occur.

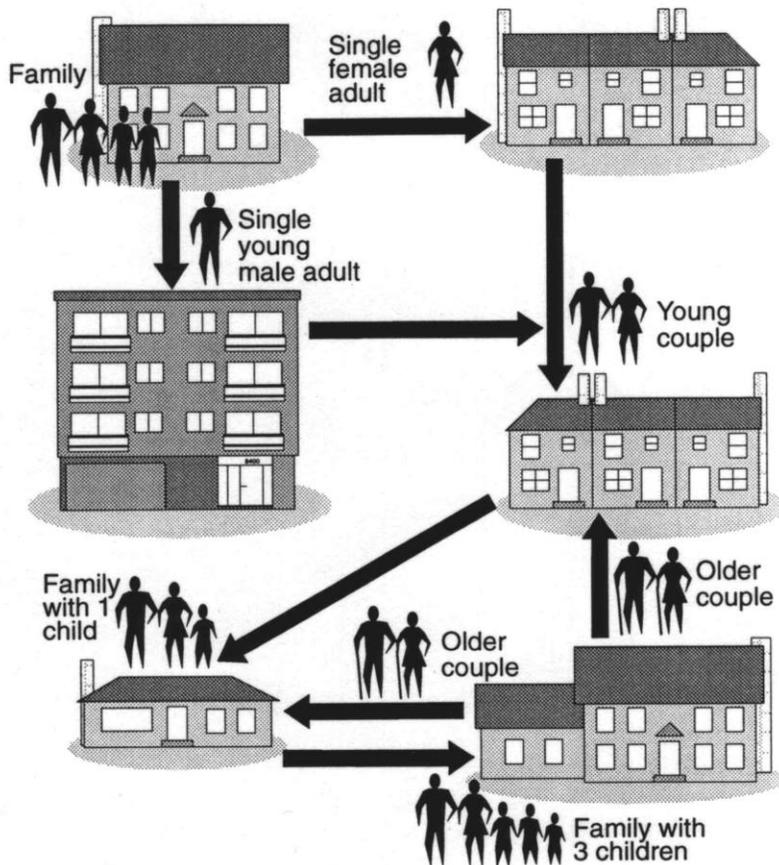
The ACS identifies approximately 23.0 percent of Morrison renters paying 30 percent or more of their household income for housing, which is significantly less than Brown County (41.7 percent) and the State of Wisconsin (45.6 percent), respectively. Even though the Town of Morrison has relatively few rental units, rent is generally affordable, with 67.0 percent of renters paying less than 30 percent of their income toward rent. This may be due to a lack of demand for rental units in Morrison at this time. As the population continues to age, there may be more of a demand for rental housing for seniors and others who do not wish, or are not able to, maintain their own home. The Town of Morrison should consider new multi-family development, should it be proposed in the communities of Wayside or Morrison, and be designed in a way that does not negatively impact the Town's rural character or agricultural activity.

The ACS identifies approximately 28.6 percent of Morrison homeowners with a mortgage pay 30 percent or more of their household income toward the mortgage, which is similar to Brown County (28.3 percent), but lower than the State of Wisconsin (32.2 percent), respectively. The comparatively low percentage of homeowners with mortgages exceeding 30 percent is a strength for the Town of Morrison's overall economy because Morrison homeowners generally have capacity to weather financial hardships without impacting their ability to remain in their home.

Range of Housing Choices

While understanding that there may not currently be a large demand for multiple housing types in the Town at this time, it is important to recognize that as people go through various stages in their life, their preferred housing type may change. The following section contains a series of recommendations the Town may implement to maintain its current housing stock and somewhat increase its range of housing choices while keeping the overall agricultural character and rural atmosphere of the Town. Figure 5-5 provides a representation of how a person's housing preferences might change over time.

Figure 5-5: Change in Housing Preferences over Time



Source: Local Government Commission, 2003.

Mixed Uses in Residential Developments

Nationwide, the majority of residential subdivisions developed over the past 70 years consist almost exclusively of single-family detached homes separated from any other housing types, 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 in the communities of Morrison and Wayside. 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. Neighborhood mixed uses could include such uses as group day cares, senior living arrangements, small service businesses (clinic, office), retail (family restaurant, ice cream shop), or multi-family buildings.

Provide Information to Residents and Homebuilders Regarding “Visitability” Concepts

One of the ways a community can account for an aging population is to encourage the inclusion of “visitability” features into new homes. 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 could 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 36-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.

Accessory Dwelling Units on a Residential Parcel

As residents continue to age, there often comes a time when they might not wish to maintain a separate home but do not want or cannot afford to live in a retirement or elderly care home. An alternative would be to allow small, attached or detached accessory dwelling units on one residential parcel. These “granny flats,” or “backyard cottages” 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 extended family for meals and socializing in the principal residence.

Serve as a Resource for Housing Improvements

Although the Town of Morrison does not have a large institutional capacity to administer its own housing programs, it can serve as a resource for Town residents looking for housing assistance. For instance, the Town of Morrison can refer low to moderate income residents looking to repair their homes to the Northeastern Wisconsin Community Development Block Grant – Housing Rehabilitation Program (CDBG-Housing). The program is administered through the Brown County Planning Commission for a 10-county region and provides zero-percent interest, deferred payment loans to qualified applicants to repair or replace roofs, siding, windows, lead-paint hazards, furnaces, flooring, and other parts of a home not meeting federal housing quality standards (HQS).

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financial institutions to provide a number of unique fixed-rate financing options for purchasing and refinancing a home to qualified applicants. Specific loan programs to qualified applicants include:

- WHEDA Advantage – Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA FHA Advantage – Allows for a buyer to leverage down payment assistance from other programs to buy a home.
- WHEDA Easy Close Advantage – Provides a 10-year low-cost loan for WHEDA Advantage borrowers to help pay for down payment, closing costs, and homebuyer education expenses.
- WHEDA Tax Advantage – Provides a tax credit to qualified borrowers to reduce their federal income tax liability over the life of the mortgage.
- WHEDA First-Time Homebuyer Advantage – Provides a preferred, fixed interest rate for qualified first time homebuyers.

Including a notice of the availability of these and other housing opportunities in the Town’s newsletter once a year would help to ensure Town residents are aware of the programs.

Conservation by Design Developments

The Town of Morrison is blessed with a rolling terrain, large wetland areas, and open agricultural vistas. In these areas 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), which could be environmental areas, historic features, or agricultural lands. When first identifying the areas for preservation, it should be made clear exactly who will own and be responsible for the care and maintenance of the preserved areas. Conservation by design developments are discussed more thoroughly within the Land Use Chapter.

Recommendations

It is very important for the Town to continue to monitor its progress in meeting the goals and objectives of the plan’s Housing chapter. The following recommendations will assist the Town in meeting their goals and objectives:

- Require the placement of new homes in areas that will not adversely affect farming operations. Site locations that should be considered include along fence-lines, on non-prime agricultural soils, in wooded or other non-farmed areas, and close to the road. Homes should not be placed in the middle of active farm fields or have long driveways that cross through an actively farmed field.
- Promote the use of conservation subdivisions to minimize the impact of subdivisions on agricultural and natural resources.
- Encourage new developments in Wayside and Morrison that include mixed residential and other appropriate land uses.
- Continue to ensure that the Town’s housing stock remains in good condition through code enforcement and promoting county and state rehabilitation programs.

- Consider the development of well-designed rental units in the communities of Wayside and Morrison through duplex, small multi-family, or senior housing options.
- Review Town ordinances with regard to the development of accessory dwelling units.
- Provide information to homeowners and builders about the advantages of including “visability” concepts in new homes.
- The Town should provide information to its residents about various housing programs, including the Northeastern Wisconsin CDBG-Housing rehabilitation loan program and WHEDA homebuyer loan programs.

CHAPTER 6

Utilities and Community Facilities

Introduction

The presence and provision of public facilities and services within a community are closely intertwined with the growth and development patterns the community experiences. Decisions about where and when community facilities and public utilities will be constructed or extended are important in influencing future land use patterns. The analyses and recommendations within this chapter of the Town of Morrison Comprehensive Plan are the first steps 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.

Background

As a rural community within Brown County, the Town of Morrison does not require a high degree of community services. Therefore, a somewhat limited range of public and utility services is available within the Town. As communities grow and mature, their needs for utilities, facilities, and services also grow and diversify. Examples include sanitary sewer, drinking water supply, parks, and stormwater management facilities. Many rural communities with small populations do not need or provide such services, but if population growth occurs, at some point, such services become essential to the continued health, safety, and welfare of the community's residents. Federal and state rules (such as the Clean Water Act) often govern various aspects of the provision of such programs, as well.



Examples of other utilities, facilities, or services that rural communities may provide, usually via contract, include emergency services, such as police, fire, and/or rescue; solid waste collection and/or disposal; and recycling. Examples of utilities, facilities, or services that smaller communities may not directly provide to their community but often are involved and concerned with include telecommunications; power generation and transmission; cemeteries; healthcare; elderly care; childcare; libraries; museums; and schools.

Currently, there are no known significant deficiencies or problems associated with the public utilities and services provided to Town of Morrison residents. However, the Town should periodically review its residents' needs for services, and when a need is determined to exist, the Town should review its budgetary constraints and within those parameters, determine an appropriate course of action.

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

Of the infrastructure many communities provide to ensure the health, welfare, and safety of its citizens, sanitary sewer service is one of the more important and traditional. 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.

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. The Town's Sanitary Sewer System is depicted in Figure 6-1.



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 receives an annual average flow rate of approximately 25,000 gallons per day. The Morrison WWTP also accepts wastewater and sludge pumped from area private wastewater systems, which adds an additional approximately 8,000 gallons per day for a total of approximately 33,000 gallons per day. This accounts for approximately 58 percent of the WWTP hydraulic loading capacity. Based on projected population trends for the Town of Morrison, there is more than adequate capacity for any future residential growth within the sanitary district. The only reason hydraulic capacity could become an issue would be if a very large industrial user of wet manufacturing processes, such as a dairy product processing plant, were to locate in the Town. Should such a user show interest in the Town, close discussions with the sanitary district and its operator would need to occur first.

One issue of note for the Morrison WWTP is the potential for new regulations regarding phosphorus discharges. Excess phosphorus entering surface waters, from point sources such as wastewater treatment plants or from nonpoint sources such as cattle yards, construction sites, or agricultural fields can lead to harmful algae growth and the depletion of dissolved oxygen to support fish and other aquatic species in surface waters. However, further reducing phosphorus discharges from point sources such as the

Morrison WWTP will likely be a very expensive proposition for the rate payers. The Town of Morrison and the Morrison Sanitary District will need to stay up to date on potential changes regarding phosphorus limits, and the progress toward developing alternative processes to more effectively and efficiently reduce phosphorus levels through phosphorus credit trading with area agricultural producers.

Considering the relatively close distance between the Morrison Sanitary District boundaries and the non-functioning Lark Sanitary District boundary, the Town of Morrison should consider dissolving the Lark Sanitary District. This would allow for a more efficient process to serve the homes in Lark by the existing Morrison Sanitary District, should public sewer be warranted in the future.

To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should continue to take place in a planned and coordinated manner. Whenever possible, sanitary system modifications within a specific area should continue to 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 areas served by public sewer and water, 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 as identified in this comprehensive plan. Additionally, in order to minimize the expense and maintenance associated with lift stations, areas of the Town that can be served through gravity flow of effluent should be priority locations for new development.

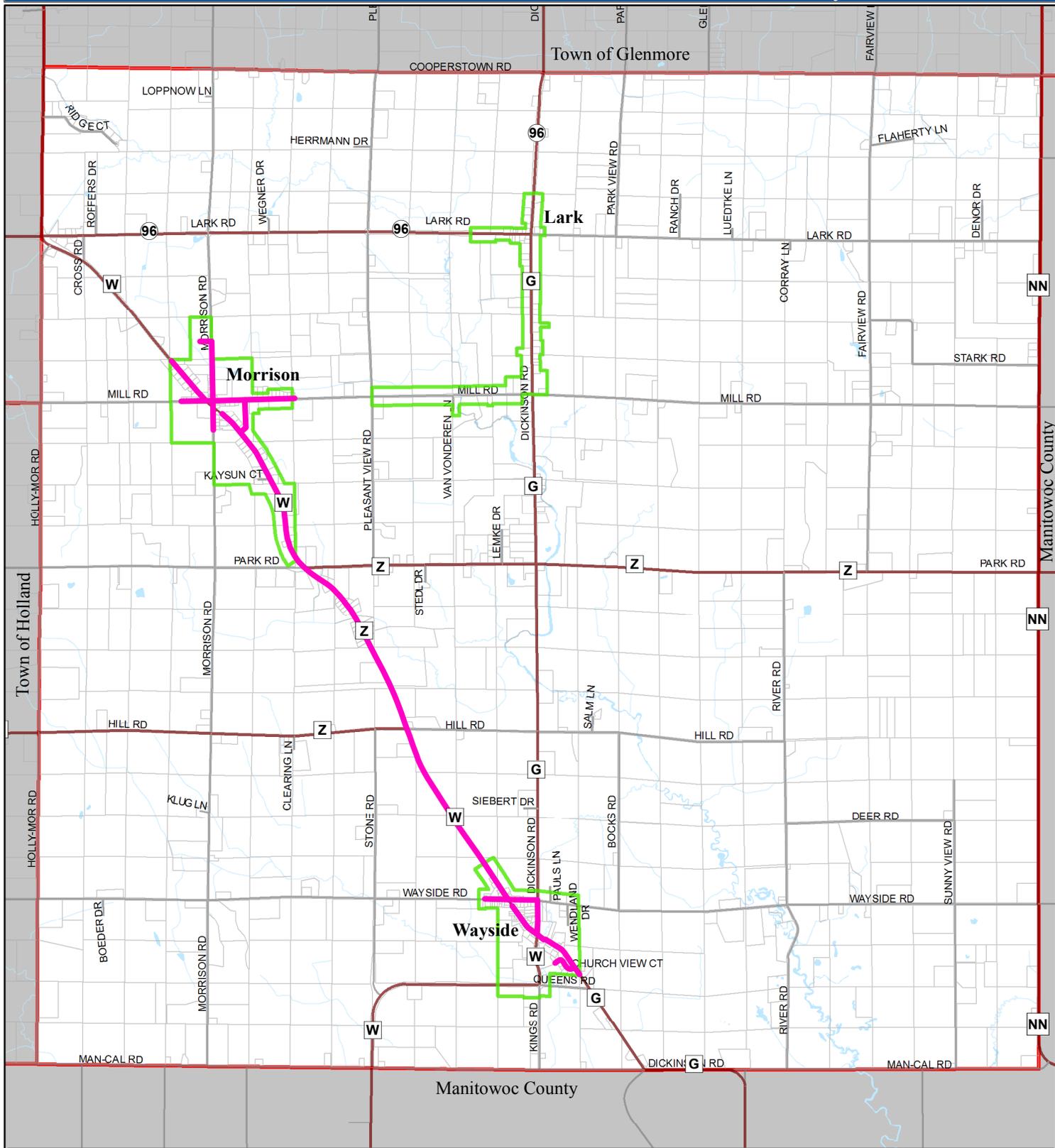
Morrison Sewer Service Area

Sewer service area planning is a state water quality program administered by the Wisconsin Department of Natural Resources (WDNR) pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and SPS 383 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. This means that planned sanitary sewer extensions must be located within an approved "sewer service area". The Brown County Planning Commission (BCPC) is the designated areawide water quality management agency for sewer service area planning within Brown County and areas outside the County, but tributary to wastewater treatment plants within Brown County. In coordination with the Town of Morrison, the BCPC identifies sewer service areas, subject to approval by the DNR.

The Brown County Sewage Plan identifies the extent of sewer service areas in Morrison and the rest of Brown County. The current sewage plan was adopted in September 2015 by both the Brown County Planning Commission and Wisconsin Department of Natural Resources, following two years' of review by the local municipalities, Brown County, and WDNR. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations to accommodate compact, efficient, publicly seweraged growth. The delineated sewer service area represents the area that should be sufficient to accommodate the community's projected growth for a rolling 20-year timeframe, 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. Figure 6-2 depicts the sewer service areas for the communities of Morrison and Wayside.



Figure 6-1
Sanitary Sewer System
 Town of Morrison, Brown County, Wisconsin



-  River or Stream
-  Highway (Federal, State, or County)
-  Local Road or Street
-  Sanitary Sewer Lines
-  Sanitary District

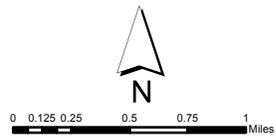
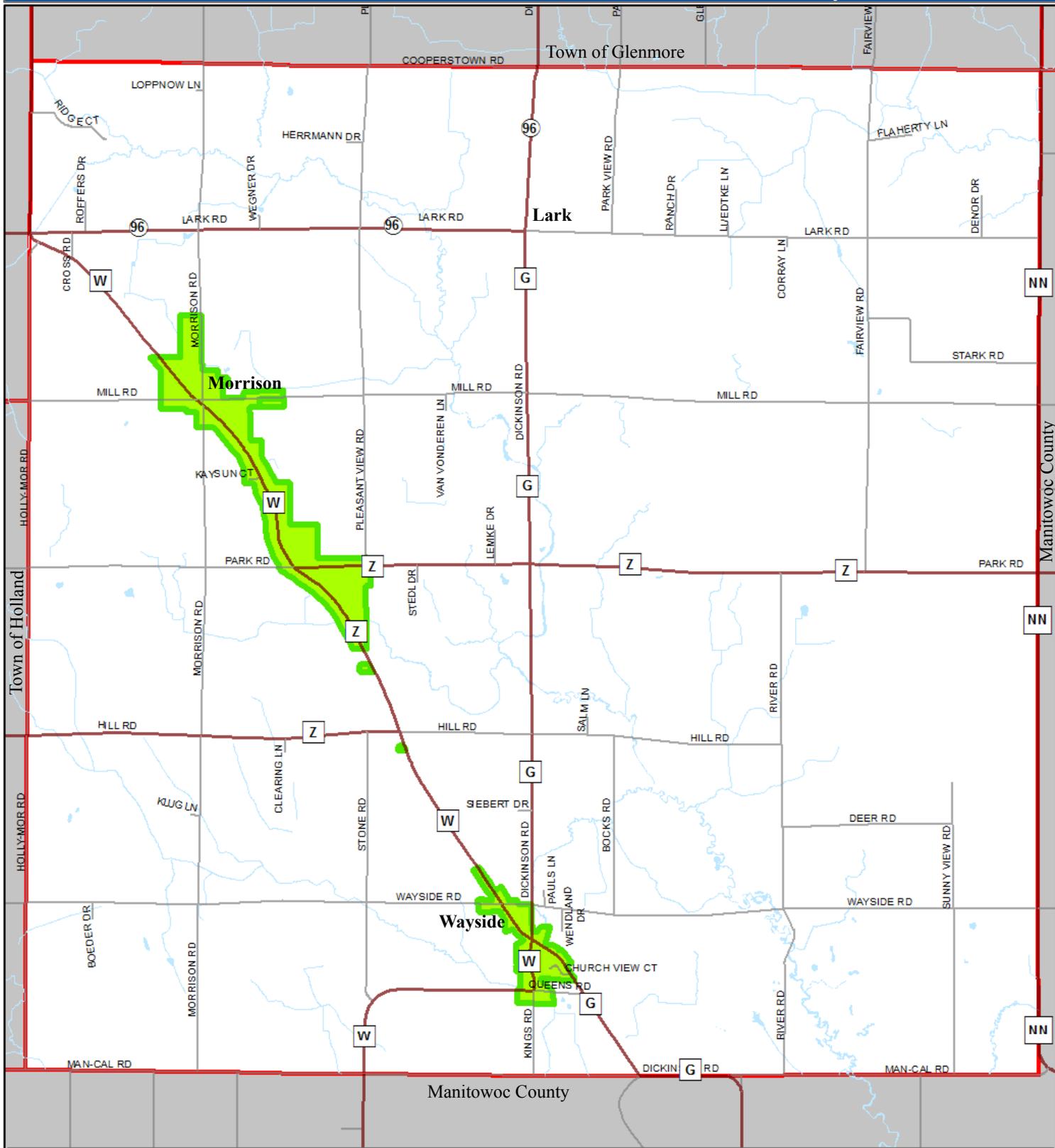


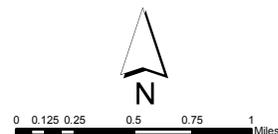


Figure 6-2
Sewer Service Areas
 Town of Morrison, Brown County, Wisconsin



- River or Stream
- Highway (Federal, State, or County)
- Local Road or Street

Sewer Service Areas



The 20-year population projection is then incorporated into a formula that takes into consideration average lot size, average number of people per household, and various market and development factors. Once determined, the sewer service area should have sufficient acreage to satisfy the 20-year population growth for a municipality with a moderate amount of flexibility built in. The sewer service area boundary is typically revised every ten years during a countywide update of the County sewage plan in concert with the decennial Census. Additionally, municipalities may request amendments to the sewer service area to address changing conditions, trends, or development opportunities, provided they have adequate sewer service area acreage. Sewer Service Area amendments must be reviewed and approved by the municipality, BCPC, and the DNR.

In order to ensure cost-effective extension of public sewer within the sewer service area, it is critical that the Town not allow new homes on private on-site wastewater treatment systems (POWTS) within the sewer service areas. When homes on POWTS are allowed in areas that are planned for public sewer, it sometimes creates situations where public sewer lines are run past these homes, but are not required to connect. This creates additional cost for the sanitary district in terms of unused capacity in the pipe. In addition to the areas within the sewer service area, the Town should look longer-term when reviewing larger privately sewered subdivision plats to see if their location may result in inefficient public sewer provision in the future.

Onsite Sewage Disposal Systems

Private onsite wastewater treatment systems (POWTS) 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 public sanitary sewer systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or pressure (mound) systems, all of which may be used by homeowners and small businesses in areas not served by a public sewer system. Within the Town of Morrison, POWTS are the primary treatment systems outside of the publicly sewered communities of Morrison and Wayside.



In 1969, Brown County created Chapter 11 (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 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. The Zoning division of the Brown County Planning and Land Services Department enforces the requirements associated with Wisconsin Department of Safety and Professional Services (DSPS) administrative codes through Chapter 11 including mandatory maintenance requirements for newer systems and “time of sale” inspection requirements for older systems. Under the “time of sale” inspections, POWTS systems are required to be

inspected at the time of sale of the home or division of land. Furthermore, the State of Wisconsin has mandated that all POWTS, regardless of when they were installed, must be on a maintenance program by the year 2019.

According to Chapter 11 of the Brown County Code of Ordinances, all holding tank pumpers who service holding tanks in Brown County must submit semi-annual pumping reports to the Brown County Zoning Administrator and the local municipalities on forms provided by the Brown County Zoning Office. The semi-annual reports contain the following information:

- Date of servicing and total gallons pumped.
- User's/owner's name, address, telephone number.
- Location of holding tank in Brown County, including parcel number.
- Tank pumper name, address, and telephone number.
- Location where wastes were disposed.

Chapter 11 further requires a maintenance plan for all treatment tanks, including holding tanks, as listed:

- All new or replacement sewage systems installed after January 17, 1990, must have the treatment tanks pumped by a licensed pumper within three years of the date of installation and at least once every three years thereafter or when the sludge level reaches one-third of the liquid capacity of the tank.
- At 3-year intervals after the installation of a private onsite wastewater treatment system (POWTS), the Brown County Zoning Office provides the owner with a certification form. The form must be signed and accurately completed by either of the following: a licensed plumber, a licensed septic tank pumper, or a licensed septic tank inspector (POWTS inspector). The inspector must certify that the POWTS is in proper working condition and that the tank(s) was either recently pumped by a licensed pumper or that it was inspected and is less than one-third full of sludge or scum.
- All POWTS installed on or after July 1, 2000, must be maintained and serviced in accordance with the approved maintenance plan on file with the Brown County Zoning Office, and by the year 2019, all POWTS must be on a maintenance plan.

Considering the shallow depth to bedrock, numerous karst features in Morrison, and the subsequent potential for groundwater contamination, it is critically important that POWTS properly function to treat the effluent. During extended severe cold snaps in winter, such as those experienced during 2013-2014, mound systems are vulnerable to freezing if not used regularly or not adequately insulated by snow and/or dormant vegetation. According to the University of Minnesota, precautions to avoid frozen systems may include¹:

- Avoiding compacting the soil and/or snow by not driving vehicles or equipment over the system.
- Placing a layer of mulch (8-12 inches of straw, leaves, hay, etc.) over the pipes, tank, and soil treatment system to provide extra insulation.
- Let the grass over the tank and soil treatment area grow longer in late summer/fall to provide extra insulation in winter.
- Regularly use the system by spacing out hot/warm water usage for dishwashing and laundry.
- Pumping out the tank first if a homeowner is going to be away for an extended period of time.

¹ University of Minnesota Onsite Sewage Treatment Program Website: <http://www.septic.umn.edu/factsheets/freezingproblems/>

The Town should ensure the long-term viability of private onsite sewage treatment systems through continued support of Brown County's private sewage system ordinance. The ordinance requires inspections of all existing onsite sanitary systems at the time of sale of an associated residence, building, or land. Morrison should also provide information regarding proper care and maintenance of private sewage systems to Town residents who have a POWTS. Should low-moderate income residents experience a failing POWTS, they should contact the Brown County Planning and Land Service Department for information related to the Community Development Block Grant - Housing program, which may provide emergency loans to repair or replace these systems.

Water Supply

The Town of Morrison does not currently have a public water supply. Therefore, every home and business in the Town currently obtains potable (drinking) water from private wells. Wells in the Town of Morrison generally utilize one of three different aquifers. A few older wells use shallow gravel pockets in the glacial drift for small quantities of water for domestic uses. Most wells, however, utilize either the groundwater within the limestone rocks of the Sinnippe Group or within the deeper sandstone aquifer. A review of Wisconsin Department of Natural Resources residential potable well logs within Morrison yielded a well depth range of 50 feet to 402 feet, with a median depth of 162 feet to the bottom of the well.

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, however the concentration of such contaminants is the driver of concern.

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 whether its source is groundwater or surface water. These standards apply to all public water supply system, and although they technically do not apply to individual or nonpublic water supply systems they provide guidance in determining if a well may be contaminated.



According to the University of Wisconsin-Extension, groundwater pollutants in rural parts of Wisconsin may include nitrogen from fertilizers, animal wastes, septic systems, and other bio-solids. Nitrogen and its more mobile form of nitrate may lead to severe health issues in infants and has possible links to birth defects, miscarriages, and various cancers. A second common groundwater pollutant found in wells is coliform bacteria, which generally do not cause illness by itself, but rather indicate a pathway may exist

for more dangerous viruses and bacteria, such as e. coli, to enter the well . A review of the UW-Stevens Point Center for Watershed Science and Education Private Wells Groundwater Quality online mapping application indicated 29 percent of tested Morrison wells (103 out of 355 tested) exceeded the accepted health standard (>10 mg/l) for nitrogen/nitrate.² Nitrogen exists naturally in the environment, but excessive nitrogen commonly occurs from fertilizers, animal wastes, malfunctioning POWTS, and other bio solid land applications. Over time, nitrogen breaks down into nitrate; a very mobile form of nitrogen which can migrate through the aquifer to private wells and contribute to a number of health issues, particularly for pregnant women, infants, and small children.

Furthermore, 13 percent of tested Morrison wells (42 out of 317 wells tested) tested positive for coliform bacteria. Although coliform bacteria by itself generally do not cause illness, their presence may indicate a pathway exists for bacteria and viruses that may cause illnesses to enter your water supply. If a well test indicates coliform bacteria are present, an additional test for E. coli bacteria is typically performed. E. coli bacteria are a specific type of bacteria associated with human and animal waste. Six percent of wells (2 out of 36 wells tested) that tested positive for coliform bacteria also tested positive for E. coli bacteria, which is unsafe to drink.

In addition to nitrogen/nitrate and bacteria contamination, forty percent of the tested wells (16 out of 40) in Morrison experienced contamination from the Atrazine family of herbicides, but none exceeded Wisconsin's health-based groundwater standard of 3.0 parts per billion (ppb) for the total of atrazine and its three breakdown components. The DACT screen process tests wells for one these breakdown components as an indicator of the presence of Atrazine. Although the tests have not exceeded 3.0 ppb to date, considering the number of detects in Morrison, when residents test their wells for bacteria and nitrogen/nitrates, a DACT screen should also be a part of the overall testing process.

As 13 percent of wells tested in Morrison indicated a presence of bacteria, 29 percent of wells exceeded the MCL for nitrogen/nitrate, and there have been a number of atrazine detects in Morrison, wells should likely be tested at a minimum of once a year, or immediately if there is a change in water taste, smell, or color. Groundwater sampling kits for bacteria may be obtained from the Brown County Health Department for a nominal fee. In addition to testing for bacteria, Morrison homeowners (particularly those with infants and/or small children) should have their wells tested for nitrogen/nitrates and atrazine due to the potential negative health effects from these pollutants.

In order to ensure that Town residents understand the necessary maintenance and testing associated with a private drinking water supply, the Town should



² UW-Extension Center for Watershed Science and Education http://gissrv2.uwsp.edu/cnr/gwc/pw_web/ accessed 10/28/2015.

provide educational materials, such as the WDNR publication, “You and Your Well,” to new residents and informational articles and resources in the Town’s newsletter. One technique to minimize the chances for contamination of a private well is to grade the soil around the wellhead in a manner that surface water runs away from the wellhead, rather than pooling around it. Water that pools around a wellhead may follow the well casing through the layers of soil, gravel, and bedrock to the groundwater, thereby resulting in contamination.

Additionally, abandoned or unused wells pose a major threat by providing a direct path for contaminants and pollutants to enter the groundwater and affect active wells. Abandoned or unused wells should be properly filled and sealed by a licensed well driller or pump installer using materials and methods prescribed in Wisconsin Administrative Code NR 812.26. The WDNR should be contacted regarding their programs to help offset the costs for well abandonment for low income homeowners and replacement of wells contaminated by certain pollutants. Should low-moderate income residents of the Town of Morrison experience a well failure, they could also contact the Brown County Planning and Land Services for information regarding the Community Development Block Grant - Housing loan program to fund the repair or replacement of the well.

Solid Waste Disposal and Recycling

Solid waste collection and disposal are other examples of traditional infrastructure provided by many urban and rural communities to protect the health, welfare, and safety of their citizens. The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses.

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, and 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. Brown County is now part of a three-county agreement with Winnebago and Outagamie Counties for solid waste and recycling services to take advantage of economies of scale in terms of landfill space and selling recyclables.

The Town of Morrison currently operates a joint recycling drop-off site at 4072 Lark Road with the Town of Glenmore. The drop-off site has limited hours, but when open also has bins for the recycling of electrical component waste for no-cost or a fee, depending on the type and size of the component(s). Household hazardous wastes should be dropped off at the Brown County facility located at 2561 South Broadway in Ashwaubenon. As costs to operate the joint site have increased, it is important to ensure both communities share in the costs in an equitable manner. A detailed cost/revenue analysis of continuing to jointly operating the site, adding additional communities to the site, operating separate sites, and privately contracting for town-wide garbage and recycling pick-up should be prepared to assist the Town in evaluating the options.



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.

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, ditches, 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 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 contains 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 an informal system comprised of a conveyance system consisting of swales, roadside ditches, culverts, channels, and a storage system consisting of wetlands and wetland remnants. This system transports stormwater runoff to the Branch River, and eventually Lake Michigan. To protect surface water quality within the Town, to address potential flooding concerns, and to minimize adverse impacts upon the resource features that provide natural stormwater management functions, it is recommended that the Town work closely with the Wisconsin Department of Natural Resources and Brown County to ensure that the current erosion control and stormwater management requirements of these agencies are met. It is also recommended that the Town work closely with its residents and landowners to identify and properly address any unique



erosion control or stormwater management concerns within the Town, such as ensuring new driveway culverts are properly sized.

The Town of Morrison has a few references to stormwater management facilities within Section XXVI – Subdivision Ordinance of the Town of Morrison Code of Ordinances. Subsection RRR states, “Any certified survey map or subdivision plat submitted to the Town is required to meet all applicable Town of Morrison, Brown County, and State of Wisconsin stormwater management standards.” The Town of Morrison should consider expanding this section of the subdivision ordinance to provide greater guidance for Town expectations in terms of new stormwater management facilities installed by a developer. This may cover such issues as sizing of facilities, ownership, and technical standards for treated stormwater. Alternatively, the Town could consider developing a stand-alone stormwater management ordinance that addresses the aforementioned issues as well as ongoing maintenance or functionality responsibilities for such facilities as stormwater ponds, catch basins, storm sewers, ditches, and culverts.

As with all public improvements, a stormwater management system will need periodic maintenance and updating. Storm sewers will need flushing and cleaning, streets will need to be swept to keep debris out of the system, and stormwater ponds will eventually need dredging. All of these tasks involve a cost that is most equitably born by all contributors to the stormwater system, rather than just the property taxpayers.

State law provides for the formulation of a stormwater utility to capture fees from all contributing properties, similar to fees associated with a community’s sewer and/or water bill, typically based upon the amount of impervious surface each property contains. Residential properties are generally given an average impervious surface, while commercial, industrial, and institutional properties are based on their actual impervious surfaces, such as rooftops and parking lots. Morrison should evaluate setting up a stormwater utility as a means to equitably collect fees and pay for storm sewer system improvements, maintenance, and updates and thereby take this program off of the property tax levy.

Parks and Recreation

The presence of outdoor recreation sites and open spaces add to a community’s quality of life. They enhance the attractiveness of the community and foster a sense of civic pride and identity. Furthermore, even small green spaces, playgrounds, or parks create a sense of social cohesion and focal point for the surrounding neighborhood and/or community.

Existing Park and Recreation Facilities

Although the Town of Morrison itself does not provide park or recreation facilities, there are a few facilities within the Town. As depicted in Figure 6-3, park and recreation facilities include Wander Springs Golf Course, Fireman’s Park, and Way-Morr Park. Additionally, Zion Lutheran Church and School of Wayside and Morrison Zion Lutheran Church and School have playgrounds and play areas.

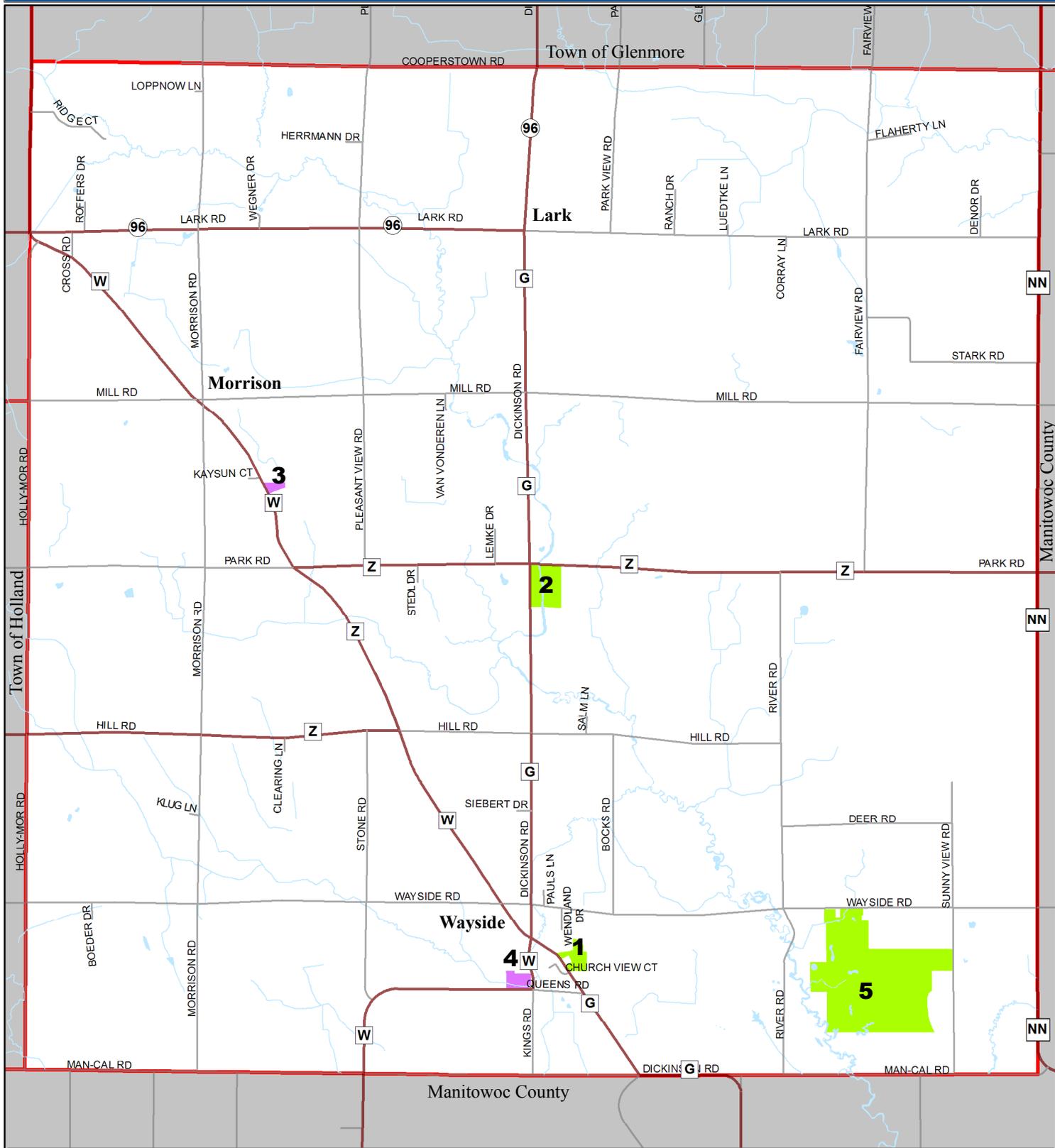
An inventory of the recreation facilities provided at each location follows:

Wander Springs Golf Course is a 27-hole golf course with full bar and restaurant open to the public located at 4342 Wayside Road.

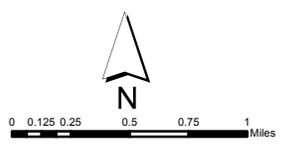




Figure 6-3
Park and Recreation Sites
 Town of Morrison, Brown County, Wisconsin



	River or Stream	1. Wayside Fireman's Park
	Highway (Federal, State, or County)	2. Way-Morr Park
	Local Road or Street	3. Morrison Zion Lutheran Church and School
		4. Zion Lutheran Church and School of Wayside
		5. Wander Springs Golf Course



Wayside Fireman’s Park is located in the community of Wayside on land owned by the Wayside Volunteer Fire Department and also on privately held lands. The park includes two very well maintained softball/little league ball diamonds with backstops, concession stand, equipment sheds, and portable bleachers. Wayside Fireman’s Park is the home location for Way-Morr youth sports teams.

Way-Morr Park is a Brown County park located at intersection of Park Road and Dickinson Road in the center of the Town, and is bisected north to south by the Branch River. Facilities in the park include two primary parking lot areas, two tennis courts, two unimproved ball fields with backstops, equipment shed, restrooms, large playground, grills, picnic tables, sand volleyball court, footbridge across the Branch River, and a large enclosed shelter building available for rental.

The Way-Morr Lions Club maintains their club shelter in the adjacent to the park, and they sponsor music in the park every Wednesday evening during the summer months, which has proven to be a popular event. Furthermore, the Way-Morr Lions Club has successfully funded the replacement of the old footbridge across the Branch River with a new one that meets Americans with Disability Act (ADA) requirements.



Both Zion Lutheran Church and School of Wayside and Morrison Zion Lutheran Church and School have playgrounds and grassed play areas/athletic fields for their students.

Considering the Town’s relatively low population, slow projected population growth, and existing park and recreation facilities located within Morrison, it is not anticipated that new parks will need to be developed over the 20-year vision of this comprehensive plan. However, the Town should continue to be supportive of the efforts of the Way-Morr Lions Club regarding programming and development at Way-Morr Park and Wayside Fireman’s Park. The Town will need to stay apprised of County policies and investments regarding Way-Morr Park to ensure County funding and investment in the park does not decline.

Although new parks are not anticipated, it is important to keep in mind certain general topics as the Town of Morrison moves forward. For instance, when considering future park or recreation projects, these facilities should match with natural and environmental features that Morrison wishes to preserve, such as the Branch River or large wetland areas. The synergies and cost efficiencies attained by matching active and passive recreation opportunities can make local dollars go much farther. Coordinating these activities with adjacent local communities, county, state, and federal agencies also may create opportunities for resource or maintenance sharing.



Most communities identify outdoor recreation improvements, proposed land purchases, and general community recreation goals in a formal park and open space plan. In addition to creating a clear vision for the level of outdoor recreation opportunities for its residents, an outdoor recreation plan provides eligibility for state and federal park, open space, and outdoor recreation grants. The grants are typically matching grants, which the community matches with local dollars or in-kind services. For instance, the State of Wisconsin Knowles-Nelson Stewardship Program provides matching grants to local municipalities to preserve valuable natural resource areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. In order to maintain eligibility for these grants, the outdoor recreation plan must be updated and adopted by the community at a minimum of once every five years.

Should the Town decide to pursue the acquisition of park lands, it should develop a comprehensive outdoor recreation plan. The plan should incorporate the recreation and open space recommendations contained in the comprehensive plan, as well as a detailed assessment of what recreation facilities or programs exist and future Town of Morrison residents would like. Following adoption by the Town board, the plan should be forwarded to the WDNR to ensure that the Town is eligible for the various grant programs, including the state Stewardship program.

Brown County Open Space and Outdoor Recreation Plan

The most recent Brown County Parks and Outdoor Recreation Plan identifies a few recommended improvements for the Brown County owned Way-Morr Park, including restoration of the Branch River shoreline, replacement of the existing foot bridge, and the development of an additional shelter. The Brown County Parks and Outdoor Recreation Plan is scheduled to be updated starting in 2016. Morrison should keep abreast of the county outdoor recreation plan update process and ensure that any county projects it would like to see implemented are included.

Telecommunications

CenturyTel/CenturyLink provides landline phone and Internet service to the Town. High-speed landline Internet access is limited to certain portions of Morrison due to the very rural nature of the Town. However, many Morrison residents are utilizing wireless telecommunications companies to access high-speed Internet.

Although there are generally adequate levels of cellular and digital phone service available, current trends in the telecommunications industry point to a continually greater demand for wireless communications, which may lead to more companies wanting to provide services to residents of the Town of Morrison. Since 2013 Wisconsin Act 20, wireless telecommunication towers are regulated under Wisconsin State Statute 66.0404. Local requirements may be no more restrictive than those prescribed in state statute. The Town should review its zoning ordinance to ensure it is in compliance with state statute. It is expected that telecommunication services will continue to be provided by the private sector and should be enhanced to meet the needs of Town residents.

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 most of Brown County, as well as to most of northeastern Wisconsin, including all or portions of 24 counties. Although not all of the Town of Morrison is served by natural gas, it is available to most of the Town.

Just north of the Town of Morrison, the Town of Glenmore is the location for eight 2.5 megawatt wind turbines, which began operation in late 2010. The turbines locations are leased from cooperating landowners and supply renewable electricity to Wisconsin Public Service. Considering the significant

controversy regarding siting and operating the wind turbines that occurred in Glenmore, it is critical the Town of Morrison remain up to date on any legislative or legal changes to the siting and/or operation of large-scale wind turbines.

Cemeteries

There are four cemeteries within the Town of Morrison operated by local religious organizations. In addition to providing burial sites to area residents, cemeteries serve as a source of local history and open space. When properly located and maintained, cemeteries can be an important and attractive element of the community. Additional demands in the future should continue to be addressed by the private and non-profit sectors.

Healthcare

The Town of Morrison primarily relies upon private/non-profit healthcare providers for hospital services in the Green Bay, Fox Cities, or Manitowoc-Two Rivers metropolitan areas. Primary health care clinics are also available within a relatively short distance in Wrightstown, Denmark, De Pere, Brillion, and Reedsville.

As the Town's population continues to age, it will be necessary to ensure adequate access to healthcare facilities. In the context of the Town of Morrison, this primarily relates to access to transportation to reach the facilities. Private-for-profit enterprises are available to provide transportation to healthcare facilities, and they should be utilized. It is anticipated that these services will be adequate for the timeframe of this comprehensive plan.

Elderly Care

There is one senior housing facility located in Morrison on Churchview Court in the community of Wayside. While a number of other senior housing options are available in nearby communities, most people prefer to age in place where they have friends, family, and are familiar with their surroundings. As Morrison's population continues to age, resources and facilities for senior citizens will become an increasingly vital component of the community. Therefore, additional elderly care service providers or facilities wanting to locate in the Town should be encouraged to do so to help serve the needs of local residents. Additional services are also available to residents of the Town from the Brown County Aging and Disability Resource Centers.



Childcare

Wayside Zion Lutheran operates the only childcare facility within the Town of Morrison. Additional childcare providers are located in Denmark, Maribel, Brillion, and Wrightstown. It is likely that demand for additional childcare providers will continue in Morrison as it is increasingly likely that the trend of parent(s) working outside of the home will continue. It should be noted that state licensed in-home

family daycares with eight or fewer children are permitted by state statute to operate without obtaining any zoning permits from a local unit of government. The future demand for daycare providers should continue to be addressed by the private sector, and the Town should encourage such uses to accommodate a growing population.

Emergency Services

Emergency services are vital to the welfare and safety of the community and are equally important to both residents and businesses. The level of this service varies greatly from community to community, based in part upon its physical size, availability of public water for fire hydrants, and population level. It is common that the level of this service changes as the community grows. Furthermore, sound shared service agreements with neighboring communities and emergency service providers helps to manage these needs.

Rescue service is provided to Town residents by contract with County Rescue Services. However, it typically takes approximately one-half hour for an ambulance to arrive in the Town of Morrison. As a community with a number of elderly residents, efficient access to emergency services is a critical service. The Town of Morrison should work the adjacent towns and County Rescue to determine if there is a potential location for an ambulance and staffing in southern Brown County or some other means to lessen the amount of time necessary for an ambulance to reach Morrison residents.

The Brown County Sheriff's Department provides routine police and patrol service to the Town of Morrison. 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 unlikely that the Town will have a need for additional police protection during the timeframe of this plan.

The Town of Morrison has an Extreme Emergency Plan in development that addresses such issues as extreme weather events (tornado, flooding, etc.) or other public emergencies. The plan identifies procedures to coordinate efforts and provide primary shelters at Morrison Zion Lutheran School, Zion Lutheran - Wayside School, and to a lesser degree, the Morrison Town Hall.

The Morrison and Wayside Volunteer Fire Departments provide fire protection to the Town of Morrison, with the Morrison Fire Department serving the half of the Town north of Park Road and Wayside Fire Department serving the portion of the Town south of Park Road. Both fire departments have pumper and tanker trucks to obtain water from the Branch River via dry wells and deliver the water to fires in the Town. Mutual aid agreements are also in place with all surrounding fire departments. The Town of Morrison should continue to support the volunteer fire departments in order to provide adequate fire protection to Town residents.



Libraries

Town of Morrison residents generally utilize three of the nine branches of the public not-for-profit Brown County Library system and Brillion Public Library to meet its library needs. The Brown County libraries most often frequented by Town residents include the Denmark Branch of the Brown County Library in the Denmark High School, Wrightstown Branch of the Brown County Library, and the Kress Family Branch of the Brown County Library in De Pere. The Brown County Library system provides a local history and genealogy department, various adult programs, digital music and e-reader downloads, and numerous children's programs. The Brown County Bookmobile stops at Music in the Park during the summer and has regular stops at the gas station north of the community of Morrison and the private schools in Town. All of these services are available to Town residents.

Schools

The Town of Morrison is split up among five different public school districts, including the Brillion School District, Denmark School District, De Pere Unified School District, Reedsville School District, and Wrightstown School District. Figure 6-8 depicts the public school district boundaries in the Town of Morrison. Development in the Town of Morrison will not likely be of a scale or density over the next 20 years to heavily influence public school district facility locations or space needs.

Although unlikely over the duration of this comprehensive plan, the Town should inform the applicable public school district in the event of any large residential development proposal so that they may adequately project future school enrollment, transportation, and facility needs.



In addition to the public school districts, the Town of Morrison has two private schools affiliated with Zion Lutheran Church of Wayside and Morrison Zion Lutheran Church, respectively. The locations of both schools are also depicted on Figure 6-4.

Post Office

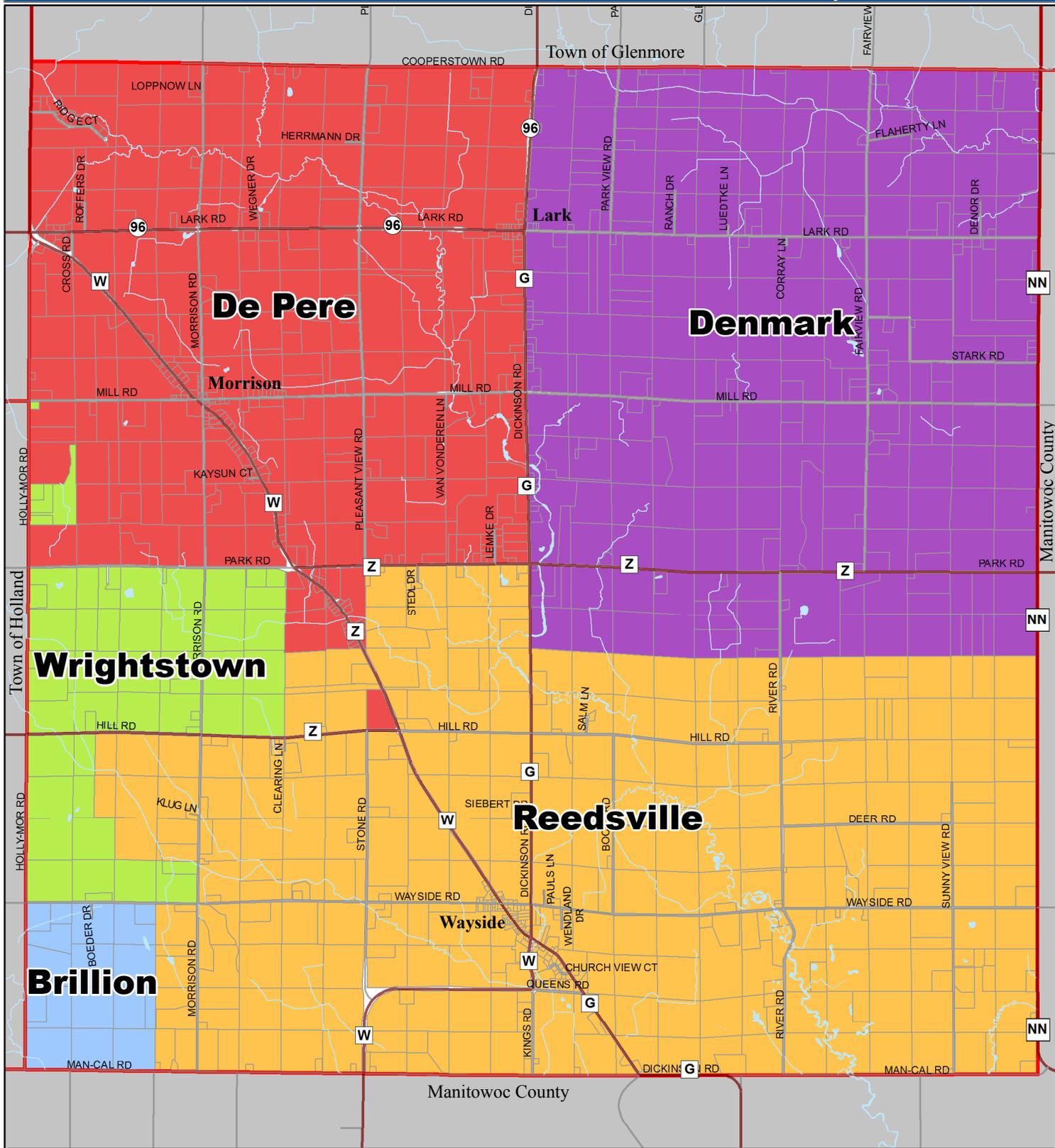
Although there is not a post office located in the town, residents and businesses within the Town of Morrison generally utilize the U.S. Post Offices in Greenleaf, Denmark, or Brillion. It is anticipated that this service will continue to meet the needs of the Town.

Government

The Morrison Town Hall located at 3792 Park Road, is the only local governmental facility of note in the Town. In addition to serving as the site for Town governmental meetings and offices, it may be rented for private functions as well. The town hall is expected to continue to meet the governmental and community needs of Morrison over the next 20 years.



Figure 6-4
Public School District Boundaries
 Town of Morrison, Brown County, Wisconsin



River or Stream
 Highway (Federal, State, or County)
 Local Road or Street

0 0.125 0.25 0.5 0.75 1 Miles

Policies and Programs

A summary of actions and programs that the Town could undertake to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities Chapter is provided in this section. Approaches range from specific one-time actions to broad ongoing programs.

- Encourage sewered development in areas of the Town where there is an ability to serve it by means of gravity wastewater flow to minimize the use of lift stations.
- Coordinate with the sanitary district to ensure the wastewater treatment plant remains adequately sized for any anticipated growth and development.
- Avoid permitting homes on private onsite wastewater treatment systems in areas planned for public sewer service.
- Stay up to date on potential phosphorus reduction requirements and alternative processes to meet surface water quality goals.
- Expand the Town's sewer service areas, collection, and treatment systems in conformance with this plan and promote infill development to create efficient and cost-effective growth patterns.
- Dissolve the Lark Sanitary District to allow for a more efficient provision of public sewer service from the Morrison Sanitary District, should it be required in the future.
- Avoid extensions of public sewer past large tracts of agricultural lands.
- Disseminate information to all homeowners in the Town regarding the importance of proper maintenance for private sewage systems and resources available to repair failing systems.
- 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.
- Provide information to Town of Morrison homeowners regarding the importance of testing their wells for contaminants. This may include the use of various WDNR informational handouts and information relating to Brown County's voluntary well-testing program.
- Prepare a cost/revenue study to determine the cost-effectiveness of the joint recycling and solid waste drop-off site with the Town of Glenmore as compared to operating separate sites, adding additional communities, or contracting privately for town-wide pick-up.
- Work closely with the Wisconsin Department of Natural Resources and Brown County to ensure stormwater runoff is adequately addressed during construction activity.
- Develop a standalone stormwater management ordinance to address new and existing stormwater management facility installation, responsibilities, and maintenance.



- Stay apprised of County policies and investments regarding Way-Morr Park to ensure County funding and investment in the park does not decline.
- Encourage telecommunications companies to expand access to high-speed Internet in Morrison.
- Review the Town's zoning ordinance to ensure it does not conflict with state statute in regards to wireless telecommunication towers.
- Stay up to date on any legislative or legal changes related to the siting of large-scale wind turbines.
- Work with private and nonprofit groups to ensure elderly residents have access to information about transportation options to healthcare facilities.
- Periodically review emergency services to ensure that they continue to meet the needs of the Town.
- Maintain open lines of communication with the school districts.



CHAPTER 7

Agricultural, Natural, and Cultural Resources

In rural communities such as Morrison, agricultural and natural resources define the community's character and impact every resident's quality of life. Agriculture has historically been and continues to be the dominant land use activity in Morrison. Many of the goals and objectives developed for this comprehensive plan attempt to enhance agricultural activities, while at the same time protect those natural resources, such as the Branch River and extensive wetlands that all together provide Morrison with a large component of its identity. This chapter will examine ways to build upon these agricultural, natural, and cultural resources to establish and promote the Town's identity, while at the same time preserving the land and the rural way of life the residents enjoy.



Inventory and Analysis

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*, 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 permeability 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 permeability and slow runoff. Slopes in this area of the Town are predominantly 0 to 6 percent.

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 permeability. 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 shallow 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 permeability 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

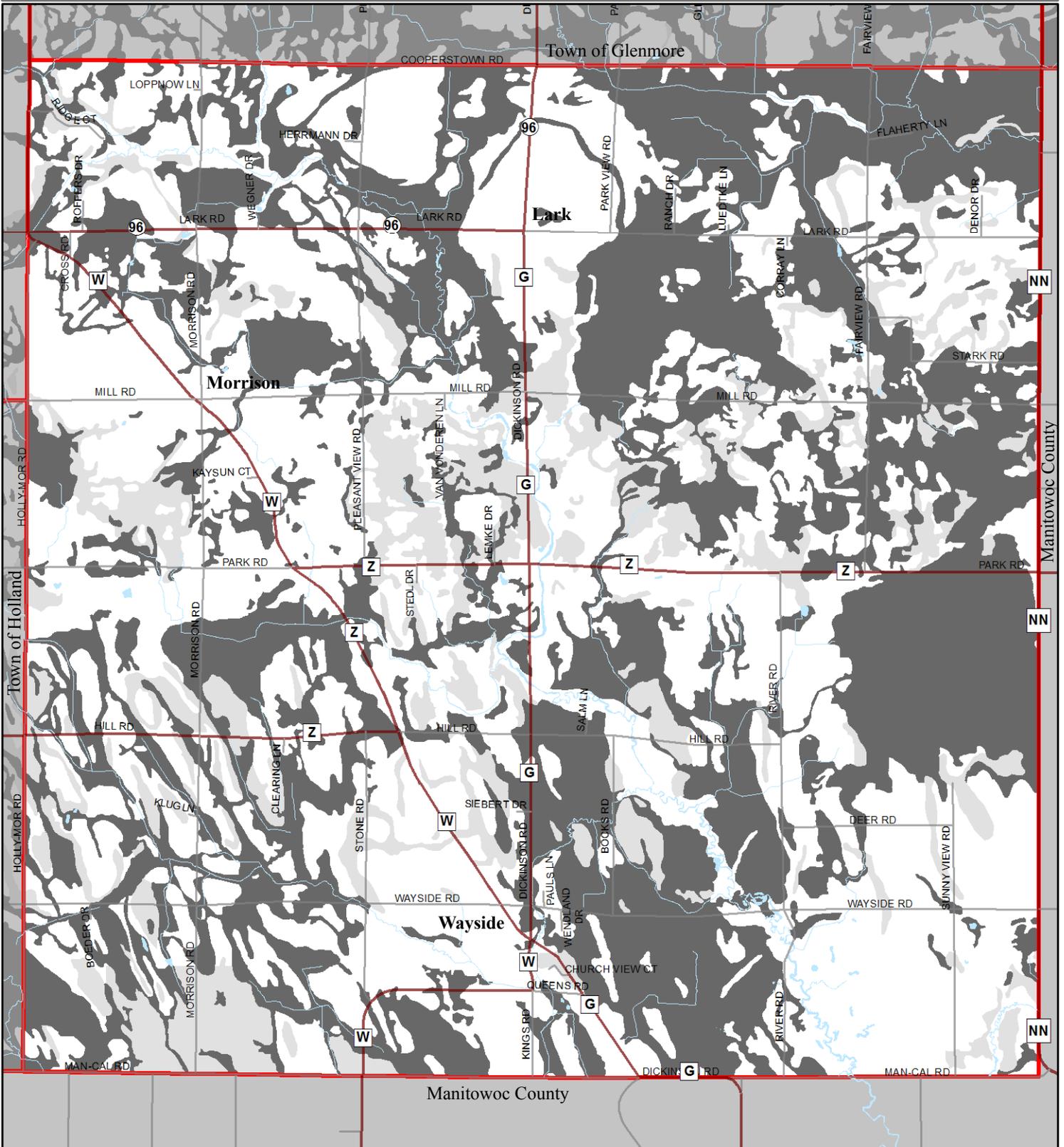
The 2012 Brown County Farmland Preservation Plan identifies Brown County's farmlands as irreplaceable resources that are necessary to the continued well-being of the Town of Morrison's and the County's economy. The plan further states that the protection of these farmlands and orderly rural and urban growth are deemed to be in the broad public interest.

Based on the 2015 Morrison land use inventory update, the Town of Morrison has approximately 14,994 acres of land devoted to agriculture, including agricultural buildings. This equates to approximately 64.3% percent of the total land area of the Town. As is depicted in Figure 7-2, Morrison has large agricultural fields typically separated by stream corridors or wetlands.

As stated in the Economic Development chapter, agriculture is the major component of the economy of the Town of Morrison. Agriculture also provides the residents of the Town with a large component of the rural character that they wish to preserve. Since agriculture is such a large part of the economy and character of Morrison, the Town should encourage farming by siting future residential development in areas that will have as little a negative impact on active farming operations as possible and informing new residents of the Town that Morrison is an agricultural community and they may have to deal with the sights, sounds, and smells of agricultural activity.

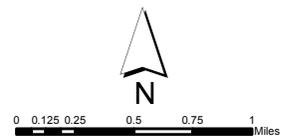


Figure 7-1
Soil Limitations for Basements
 Town of Morrison, Brown County, Wisconsin



— Highway (Federal, State, or County)
 — Local Road or Street

○ Not Limited
 ◐ Somewhat Limited
 ◑ Very Limited

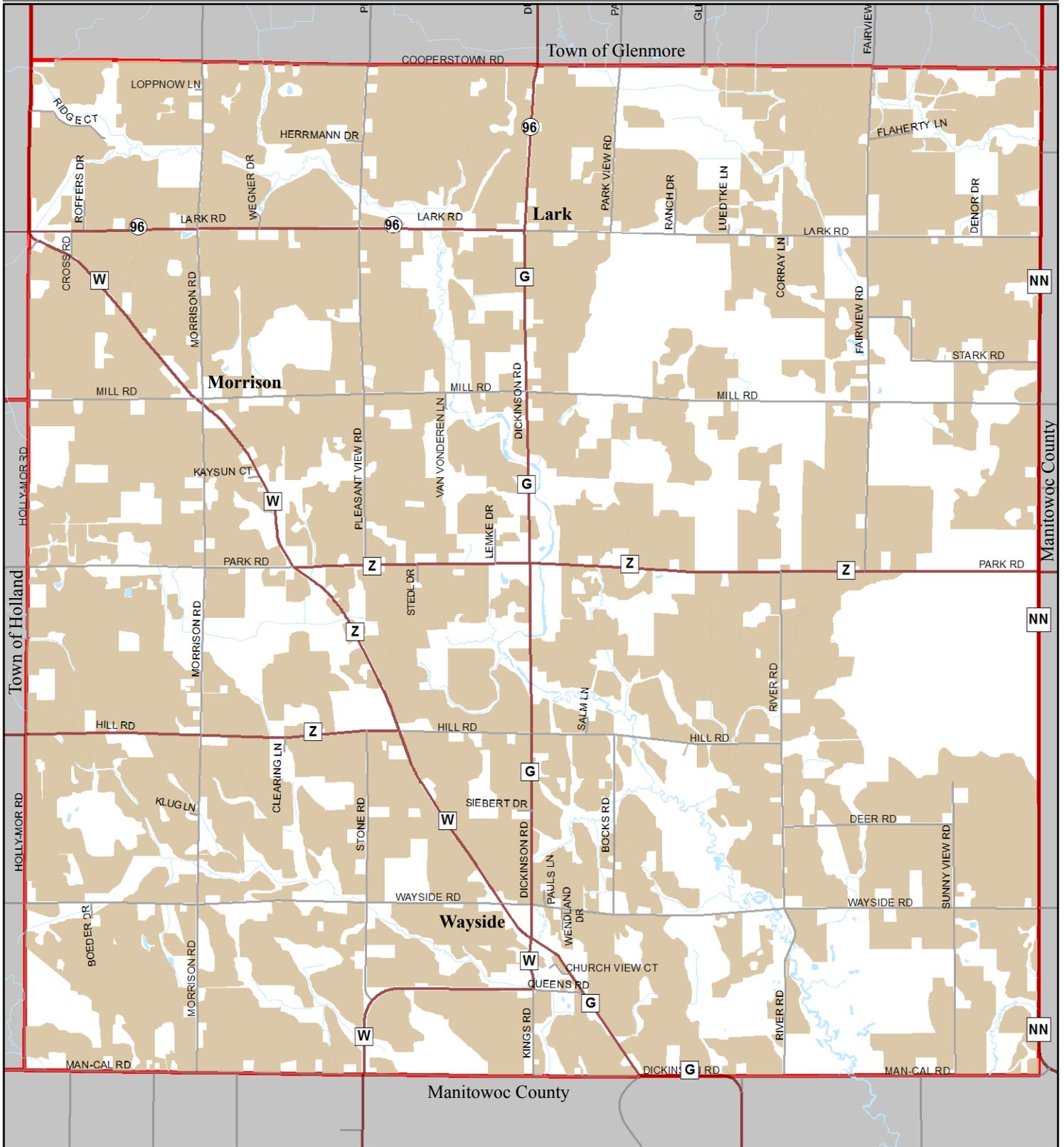


Source: Natural Resources Conservation Service,
 Brown County Planning Commission, 6/2015



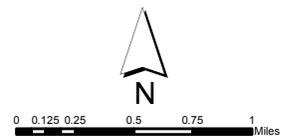
Figure 7-2 Productive Agricultural Lands

Town of Morrison, Brown County, Wisconsin



— Highway (Federal, State, or County)
 — Local Road or Street

Productive Agricultural Lands



The State of Wisconsin through the Wisconsin Department of Natural Resources (DNR) regulates manure management for all farms that have 1,000 or more animal units. A concentrated animal feeding operations (CAFO) permit must be received from the DNR for farms exceeding 1,000 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 no discharge of pollutants to navigable waters or groundwater occurs. Operators must also submit an application for permit renewal every five years and notify the DNR of any proposed construction or management changes. According to the WDNR website, there are currently four farms within Morrison that qualify as CAFOs, while in all of Brown County there are a total of 20 CAFOs, which is the highest number in the State. The nearby counties of Manitowoc and Kewaunee are ranked 2nd and 3rd in the state with 16 and 15 CAFOs, respectively.

The State of Wisconsin enacted the Livestock Facility Siting Law (93.90 Wis. Stats.) and administrative rule (ATCP 51) to establish state standards and procedures local governments must use if they choose to require conditional use or other permits for siting new and expanded livestock operations. The statute limits the exclusion of livestock facilities from agricultural zoning districts. ATCP 51 is administered by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) and identifies 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. In order for local units of government to regulate the siting of livestock operations within agricultural zones, the local unit of government is required to adopt the state standards in ATCP 51. Any application for a new livestock operation or expansion of an existing facility must be approved if the site meets the state standards. The local unit of government may deny a permit only if the site is located in a zoning district that is not zoned agricultural. Furthermore, 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. To date, Morrison has not adopted the state Livestock Siting Standards due to the local administrative oversight required, and permits already required through the Brown County Land and Water Conservation Department and Wisconsin Department of Natural Resources.

Surface Water

Within the State of Wisconsin, waterways are generally governed as a component of the State's Public Trust Doctrine, as described in Article IX Section 1 of the Wisconsin Constitution and interpreted over time by Wisconsin courts and the state Attorney General's office. According to the Wisconsin Department of Natural Resources (WDNR), the public trust doctrine declares that all navigable waters are "common highways and forever free", and are held in trust by the WDNR for the public¹. As a result of subsequent citizen action and court decisions, the public interest, once primarily interpreted to protect public rights to transportation on navigable waters, has been broadened to include protected public rights to water quality and quantity, recreational activities, and scenic beauty².

Wisconsin's Public Trust Doctrine requires the state to intervene to protect public rights in the commercial or recreational use of navigable waters. The WDNR, as the state agent charged with this responsibility, can do so through permitting requirements for water projects, through court action to stop nuisances in navigable waters, and through statutes authorizing local zoning ordinances that limit development along navigable waterways.³ The court has ruled WDNR staff, when they review projects that could impact Wisconsin lakes and rivers, must consider the cumulative impacts of individual

¹ <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

² Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.

³ <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

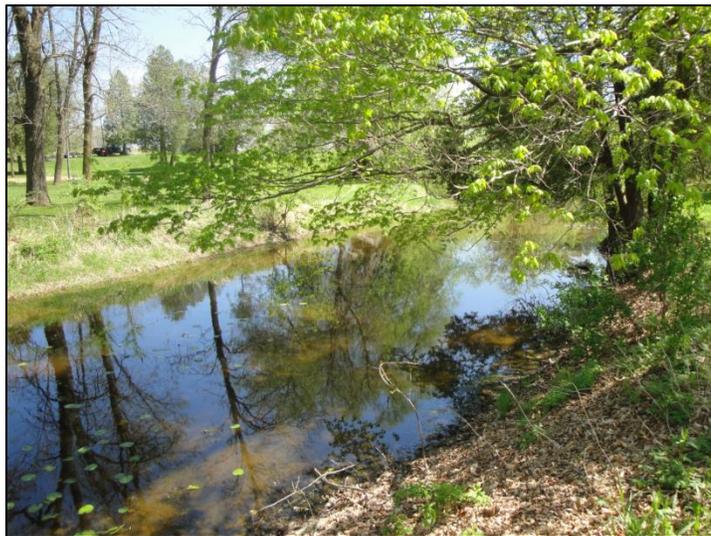
projects in their decisions. In the 1966 Wisconsin Supreme Court Case, *Hixon V. PSC*, the justices wrote in their opinion the following: "A little fill here and there may seem to be nothing to become excited about. But one fill, though comparatively inconsequential, may lead to another, and another, and before long a great body may be eaten away until it may no longer exist. Our navigable waters are a precious natural heritage, once gone, they disappear forever."⁴

Surface water is one of the most important natural resources available in a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Surface waters provide recreational and tourism 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 often have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

Figure 7-3 identifies the surface water resources within the Town of Morrison, which include the Branch and Devils Rivers and their associated tributaries. Many of the tributaries are dry in the summer with stormwater runoff providing the basis for much of the water within the streams. Since much of the base flow is from stormwater runoff, the intermittent streams and rivers tend to be muddy due to erosion of the banks of the streams, and bottom materials of the streams are generally composed of muck or silt, with intermittent areas of rock or stone.

Branch River

The Branch River is the major surface water feature within Morrison. From its headwaters in central Brown County, it flows generally from the northwest to the southeast across the Town, and continues to flow to the southeast, eventually joining the Manitowoc River, where it flows into Lake Michigan in Manitowoc. The Branch River in the Town of Morrison is characterized as a sluggish, hard water, turbid stream as its gradient drops only about one foot per mile. Bottom materials largely consist of silt, sand, and gravel. According to the WDNR, the limited forest and wetland vegetation within this portion of the river results in little opportunity for stormwater to infiltrate or be retained



before entering the river during storm or snowmelt events. This creates flashy runoff which overwhelms the existing stream channel and aquatic habitat with stormwater and resulting sediments and nutrients. Restoration efforts along the Branch River should focus on increasing the overall percentage of forested and wetland vegetation to minimize the impacts of flashy runoff.⁵

⁴ Quick, John. 1994. The Public Trust Doctrine in Wisconsin. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.

⁵ WDNR Appendix IV: Manitowoc River Basin Watershed Narrative and Tables: http://dnr.wi.gov/water/basin/lakeshore/vi_app_lakeshore.pdf p.27-28.

Devils River

The Devils River flows generally west to east across the northeastern part of the Town and into Manitowoc County. The Devils River continues to flow southeast until it meets the Neshota River and eventually the West Twin River, which flows into Lake Michigan at Two Rivers. The Devils River in Morrison is characterized as a sluggish, hard water, turbid stream with bottom materials largely consisting of silt, sand, and gravel, but overall having a fair water quality. The river flows through primarily agricultural areas of southeastern Brown County and northwestern Manitowoc County, and therefore, is occasionally negatively affected by nonpoint source agricultural runoff. Managing nonpoint sources of water pollution could allow the lower four miles of the river in Manitowoc County to become a Class III trout stream.

Watersheds

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, and are impacted by everything that flows into the waterway. There are two primary watersheds located in the Town of Morrison, including those associated with the Branch River and Devils River. The Branch River watershed encompasses the majority of the center of the Town, while the Devils River watershed includes the northeastern part of the Town. The Mud Creek watershed just extends into the far southwestern corner of the Town of Morrison. The Town's watersheds are depicted in Figure 7-3.

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, and county governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance programs. Within Brown County, floodplains in the unincorporated parts of the County, including the Town of Morrison, are regulated under Chapter 23, Floodplains Ordinance for Brown County, Wisconsin, of the Brown County Code of Ordinances. Whenever development is proposed near a stream, river, lake, or pond, it is the property owner's responsibility to ensure the proposed development is in compliance with local, county, and state requirements and that the appropriate permits are obtained prior to beginning construction.

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

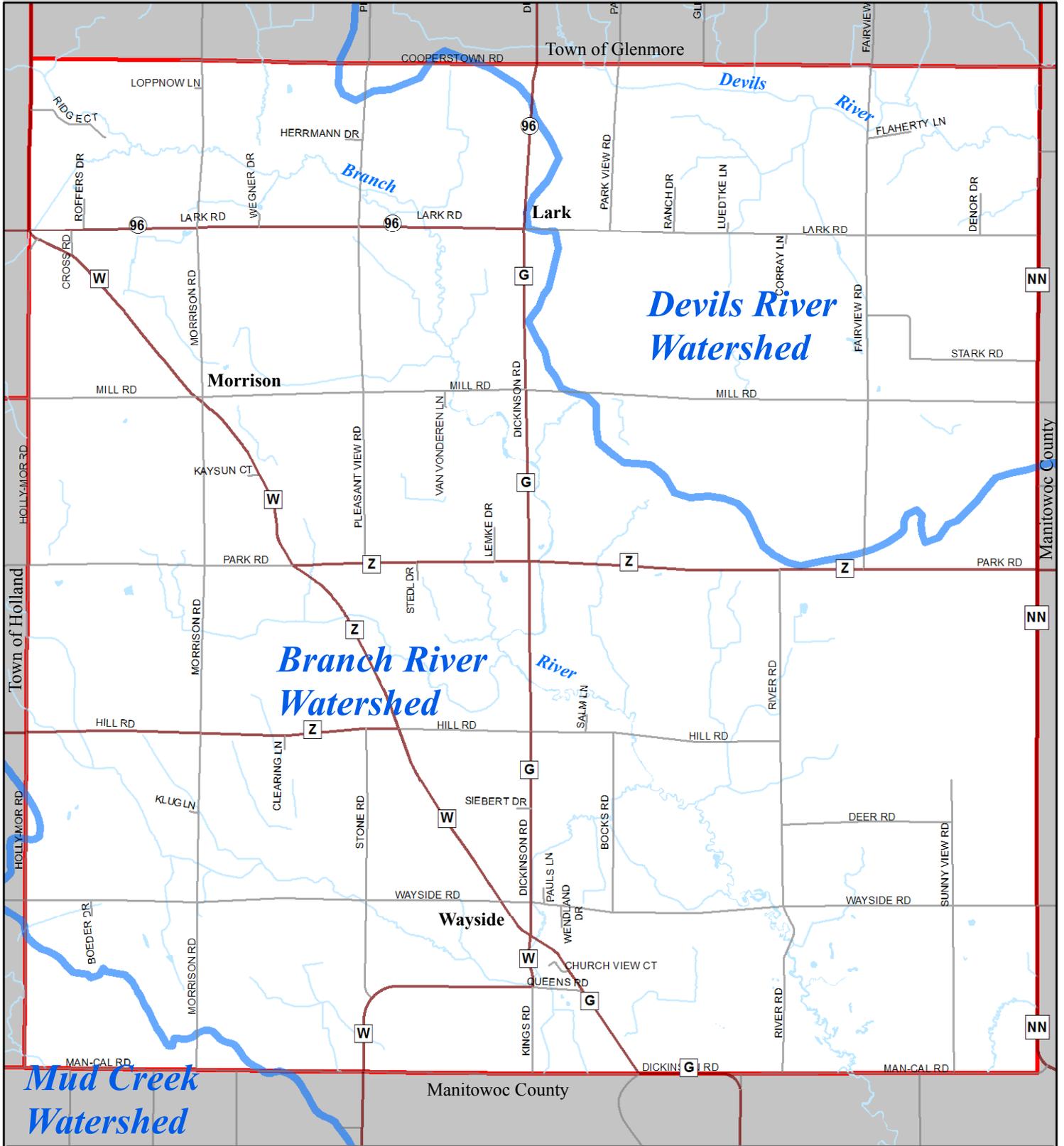
- **Filling**, which diminishes the flood storage capacity of the floodplain. This could have the effect of increasing the elevation or velocity of floodwaters to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering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



Figure 7-3

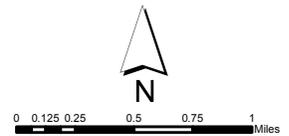
Surface Water Features and Watersheds

Town of Morrison, Brown County, Wisconsin



— Highway (Federal, State, or County)
 — Local Road or Street

~ River or Stream
 ~ Watershed Boundary



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 one percent chance of being flooded in any given year. Although all rivers and streams possess floodplains, only the Branch River has mapped floodplains within Morrison. The Brown County Planning Commission and many local communities also often require detailed flood studies and the mapping of floodplains prior to permitting development to occur adjacent to rivers and streams that do not have a mapped FEMA floodplain.

The FEMA-mapped 100-year floodplains associated with the Branch River are depicted in Figure 7-4. In addition to these mapped floodplains, local communities and/or individual property owners may have completed more detailed flood studies and received letters of map revision (LOMR) or letters of map amendment (LOMA) from the WDNR and FEMA changing the boundaries of the mapped floodplains. More details on the floodplain boundaries and LOMAs/LOMRs may be viewed on the Brown County Land Information Office online parcel map.

Due to the potential for property damage from flooding, it is strongly recommended that prior to new development occurring near a stream or river in Morrison a detailed flood study is prepared. The detailed flood study will identify the floodway and floodplain and appropriate flood-proofing measures, as applicable. Furthermore, as culverts are replaced in the Town of Morrison, it is critically important that the Brown County Zoning Office be consulted in order to ensure the proper permits are obtained and culvert sizes are adequate.

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

Shorelands and Stream Corridors

Shorelands are the areas of interface between land and water. In its natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams by filtering out pollutants and sediments. Natural shorelands also provide scenic beauty and critical habitat for fish and wildlife. However, shorelands are also very susceptible to small changes in the surrounding environment. Even slight increases in impervious surfaces, sediment or nutrient loadings, or the introduction of exotic invasive species of plants may have profound negative impacts on the shoreland area, riparian zone, and surface water feature. When shoreland areas are developed, if proper erosion control and stormwater management techniques are not in place during and after construction, vegetation is lost, surface water quality is degraded, and fish and wildlife habitat is lost. Figure 7-6 depicts a generalized shoreland zone diagram.

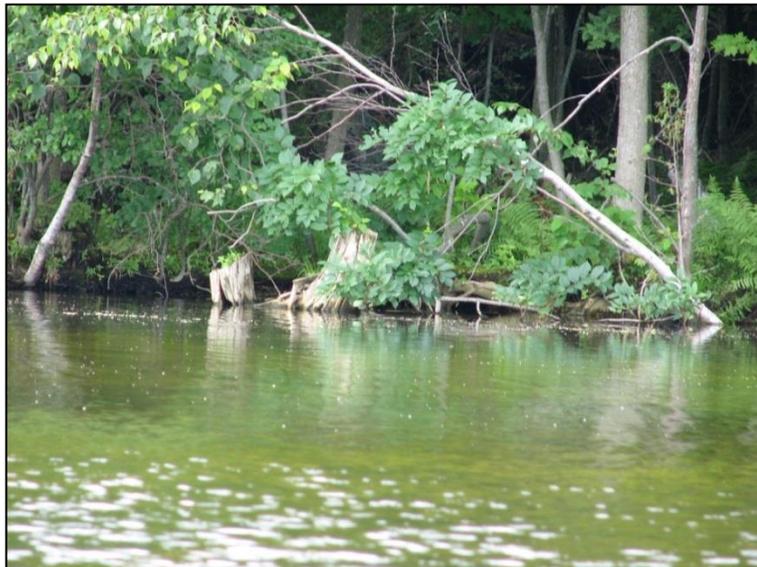
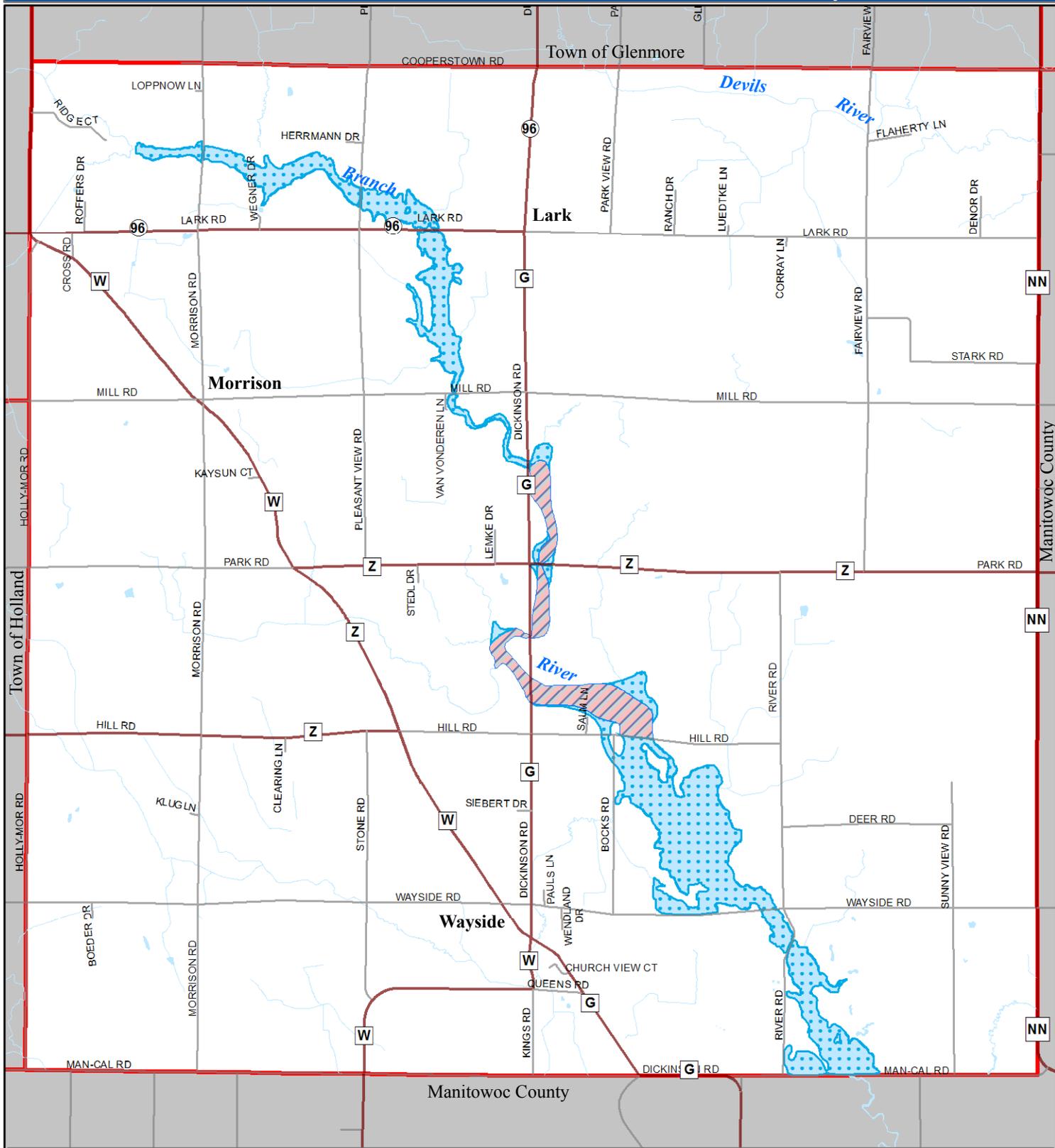




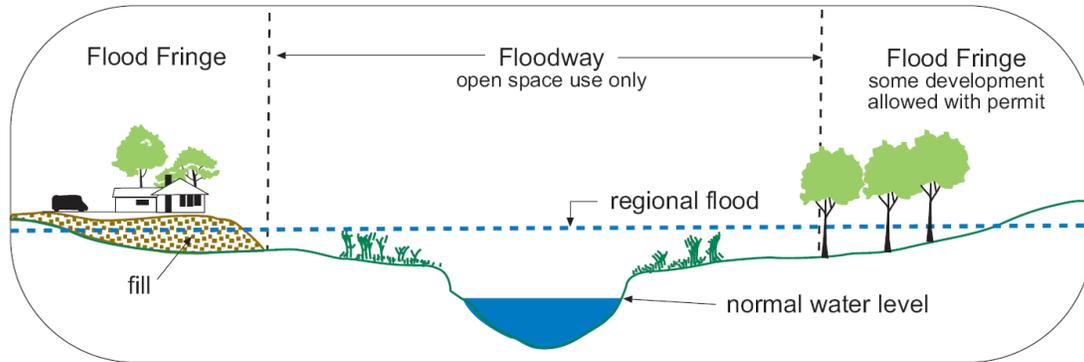
Figure 7-4
FEMA Floodplains
 Town of Morrison, Brown County, Wisconsin



	Highway (Federal, State, or County)		River or Stream
	Local Road or Street		Floodway
			Floodplain, No Floodway Determined

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.

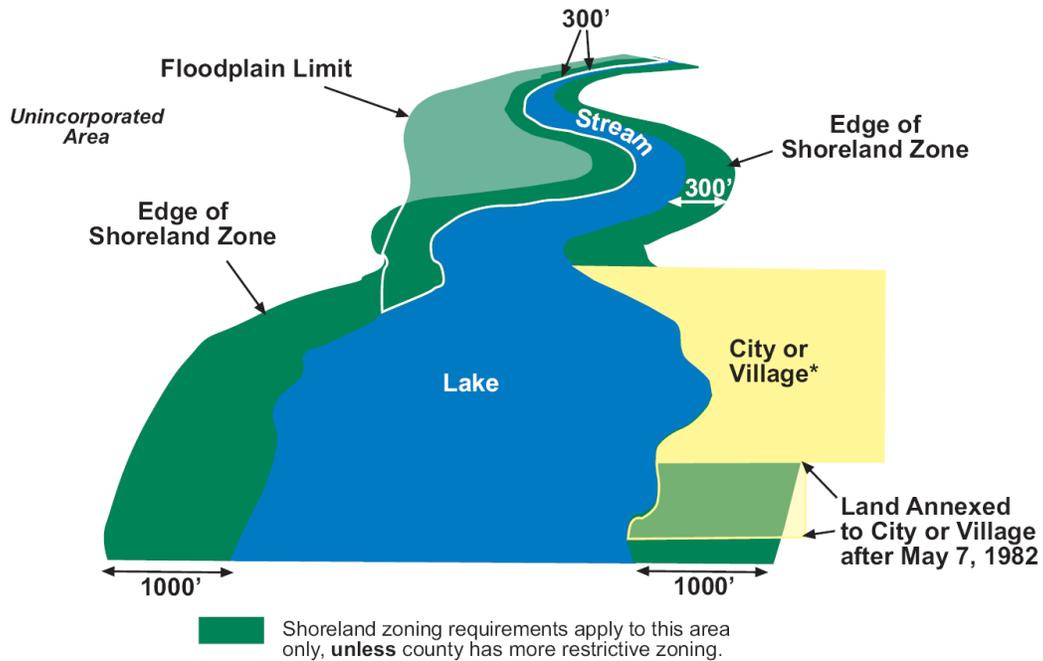
Flood Fringe - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

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 7-6

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

Primary environmental threats to shoreland areas within the Town of Morrison may include:

- Sedimentation from construction site and agricultural erosion, which can cover fish spawning grounds, inhibit healthy aquatic plant growth, and clog the gills of some fish.
- Increased water temperature from stormwater runoff over impervious surfaces, which increases surface water temperature and therefore reduces dissolved oxygen levels for fish.
- Increased algal blooms from the introduction of external nutrients (specifically total phosphorus) into surface water features, thereby decreasing oxygen levels and water clarity.
- Mowed grass yards to the water's edge, which eliminates critical nearshore habitat for songbirds, ducks, reptiles, amphibians, and fish; provides a direct conduit for fertilizers, pet waste, and lawn clippings to enter the surface water; and creates additional shore erosion issues.

Considering the issues confronting the State's and Brown County's shoreland areas, shorelands are recognized by the State of Wisconsin and Brown County as irreplaceable resources that are subject to minimum development standards. Wisconsin requires counties to administer a shoreland zoning ordinance for all unincorporated areas of the state under Section 281.31 and 59.692 of the Wisconsin State Statutes and Wisconsin Administrative Code NR 115. Section 281.31(1) states the purpose of shoreland zoning is to, "...further the maintenance of safe and healthful conditions; prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structure and land uses, and reserve shore cover and natural beauty."⁶

The areas subject to shoreland zoning include all lands within 300 feet of the ordinary high water mark or to the landward side of the floodplain, whichever is greater, of all navigable rivers and streams. In addition to navigable rivers and streams, all lands within 1,000 feet of flowages, natural lakes, and natural ponds are also subject to shoreland zoning regulations. Within Morrison, there are no flowages, natural lakes, or natural ponds, and therefore, only the 300 foot distance from navigable waterways is in effect.

Although all waterways have shoreland areas, only those deemed "navigable" are subject to shoreland zoning. A waterway is assumed to be navigable if shown on United States Geological Survey (USGS) topographic maps, the WDNR Surface Water Resources publication, or the digital Brown County surface water layer. A waterway may be determined to be "non-navigable" only through a formal qualified Brown County or WDNR staff determination. According to the WDNR, based on the Wisconsin Supreme Court decision *DeGayner v. DNR* (70 Wis.2d 936 - 1975), "A stream is navigable in fact if it is navigable by a canoe or other small craft on a reoccurring basis (i.e. annually during spring thaw) and has a discernible bed and banks. Obstacles or interruptions to navigation such as brush, fallen trees, tight meanders, do not make a stream non-navigable."⁷ Therefore, even though a waterway has no flow during seasonally dry periods, it may be considered to be navigable if it has a defined bed and bank and flows during the spring thaw or other wet periods. Only WDNR or qualified Brown County staff may make a navigability determination.

As previously noted, shoreland zoning extends 300 feet from the ordinary high water mark, or to the landward side of the floodplain, whichever is greater of a navigable river or stream. Therefore, 300 feet from the ordinary high water mark of a navigable river or stream is the minimum shoreland zone distance. Where the floodplain (100-year) extends beyond 300 feet from the ordinary high water mark of the waterway, the shoreland zone (and all shoreland zone requirements) extends to the edge of the floodplain. In addition to shoreland zone regulations, any proposed construction or land disturbing activity within the floodplain is subject all local, state, and federal floodplain regulations, as well as shoreland zone requirements.

⁶ <https://docs.legis.wisconsin.gov/statutes/statutes/281/III/31>.

⁷ [WDNR Floodplain-Shoreland Management for Local Officials](#), Chapter Revised 2005, p. 24.

Within the unincorporated areas of Brown County, including the Town of Morrison, shorelands (and shoreland wetlands) are regulated under Chapter 22 – Shorelands and Wetlands of the Brown County Code of Ordinances. The administration of the program is through the Zoning division of the Brown County Planning and Land Services Department. It is important to note that all navigable waterways are subject to Chapter 22, including small streams, unless deemed non-navigable by qualified Brown County and/or WDNR staff. As stated in Section 22.07 of the Brown County Code of Ordinances, the use of any land or water; the size, shape, and placement of lots; the use, size, type, and location of structures on lots; the installation and maintenance of water supply and waste disposal facilities, the filling, grading, lagooning, dredging, the cutting of shoreland vegetation, and the subdivision of lots within the shoreland zone are all subject to review and permitting through Brown County Zoning. Shoreland regulations also apply to public entities when performing work, such as replacing a road culvert, within the shoreland zone. Other specific regulations within the shoreland zone area include minimum lot sizes of 10,000 square feet for publicly sewered development and 20,000 square feet for privately sewered development and new structures must generally be set back a minimum of 75' from the ordinary high water mark (OHWM) of the navigable waterway. Exceptions to the 75' setback are allowed for structures existing prior to the shoreland ordinance being adopted. Additionally, where there are adjacent structures located closer than 75', a new structure's minimum setback may be the average of the existing structures.

Natural vegetation along a lake or river provides critical filtration of nutrients, pollutants, and sediments from stormwater runoff prior to the stormwater reaching the surface water feature. Because of this critical function, there are limits on vegetation removal within the shoreland zone. Within the shoreland zone, a vegetative buffer must be maintained from the ordinary high water mark to 35' landward to provide filtration. However, the removal of dead, diseased, or dying trees and shrubbery within the 35'



vegetative buffer is allowed. A property owner may also create a clear view corridor/path through the vegetative buffer of no more than 30' wide over a 100' distance.

Due to the intricacies associated with development or redevelopment within the shoreland zone, Morrison property owners or their contractors should consult with Brown County Zoning to determine how being within the shoreland zone could affect the proposed development as early in the process as possible and preferably prior to the actual purchase of the lot. Oftentimes, people will purchase a lot and commission a design for a home without a full understanding of the environmental limitations associated with the parcel. This becomes problematic when the contractor or property owner requests a shoreland permit to commence construction, but the proposed home does not meet the shoreland zone requirements. The Brown County Planning and Land Services Department recommends visiting our office during regular office hours (8:00 a.m. – 4:30 p.m. Monday – Friday) to discuss potential issues prior to purchasing a lot, or preferably when first starting to look for vacant land upon which to build to avoid

any delays or expenses associated with redesigning or moving a designed home to meet the shoreland regulations.

During construction within the shoreland zone, it is critical the prime contractor and all the subcontractors follow the regulations associated with proper erosion control and stormwater management to prevent construction site sediments from washing into the surface water resource. After construction, it is the homeowner's responsibility to understand that along with the natural beauty and recreation opportunities associated with a home in the shoreland zone, there are equally important responsibilities to future generations of shoreland property owners and the wildlife dependent on a healthy lake, river, pond, or stream.

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 stormwater 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 Department of Natural Resources Wetlands Inventory Map identifies numerous wetlands throughout the Town. Wetlands that are less than two acres in size are identified with a symbol on the map. The WDNR digital wetlands inventory identifies approximately 4,600 acres of wetlands within the Town of Morrison. The identified wetlands are located throughout the Town with specific locations including the Branch River corridor and two extensive wetlands complexes located in the eastern part of the Town. Figure 7-7 depicts the Wisconsin Department of Natural Resources identified wetlands in the Town of Morrison.

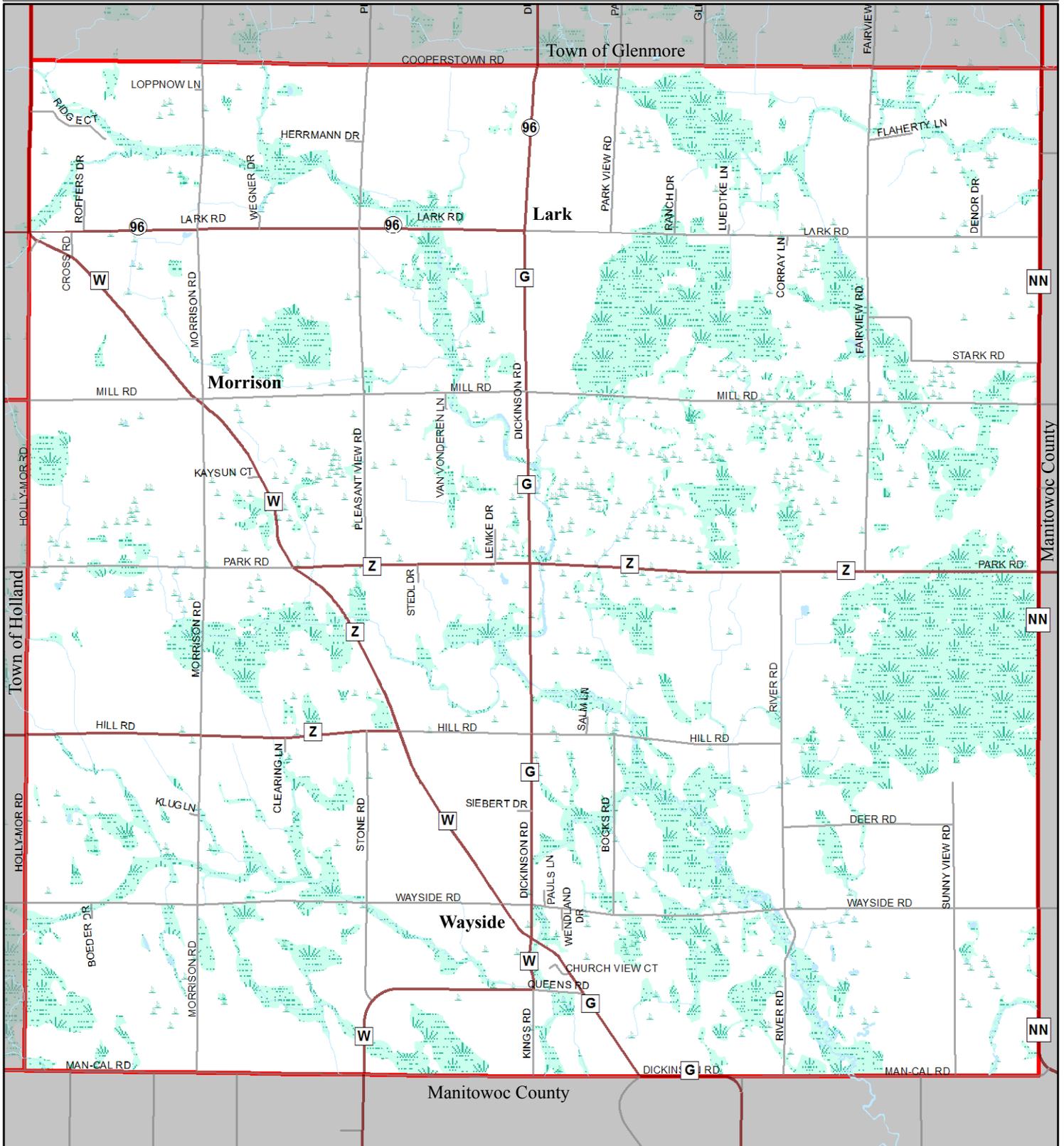
Under current regulatory requirements, all wetlands are off-limits to development unless appropriate permits and approvals are obtained. In the unincorporated parts of Brown County, including the Town of Morrison, wetlands within the shoreland zone of navigable waterways, as identified on the Wisconsin Wetland Inventory maps are zoned by Brown County through the Brown County Shorelands and Wetlands Ordinance (Chapter 22 of the Brown County Code of Ordinances). Wetlands within this zone are generally unavailable for development unless a wetlands zoning map amendment is reviewed and approved by Brown County and the State of Wisconsin Department of Natural Resources. In order to have a viable case for a rezoning, a property owner would need to hire a certified wetland delineator to identify the wetland boundaries and then document that the proposed development activity would not take place within the field-delineated wetland.



Figure 7-7

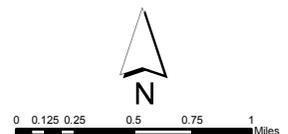
WDNR Wetlands

Town of Morrison, Brown County, Wisconsin



- River or Stream
- Highway (Federal, State, or County)
- Local Road or Street

- Wetlands < 2 acres
- Wetlands > 2 acres



Wetlands are also regulated through the Brown County Land Division and Subdivision Ordinance (Chapter 21) of the Brown County Code. Chapter 21 regulates wetlands as part of the land division process, and generally requires wetland delineations be performed as part of the county review process. In addition to the wetland itself, Chapter 21 requires a 35' environmentally sensitive area (ESA) setback from wetlands two acres or larger to ensure the ecological functions of the wetland remain intact. Within the wetland ESA setback, no filling, cutting, grading, or development may occur, unless approved by Brown County, and potentially the Wisconsin Department of Natural Resources. The wetland and ESA setbacks are identified on the recorded land division map to make future owners of the parcel aware of the building limitations on the site. In addition to the Brown County requirements, potential developers and landowners should be aware that the Wisconsin Department of Natural Resources and U.S. Army Corps of Engineers also regulate activity in wetlands.

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 may also occur through tilling and rerouting of surface water. 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 severely degraded to the point at which only the hardiest plants like cattails can survive. Invasive plant species, such as phragmites and purple loosestrife also have a significant negative effect on wetlands by overrunning the native wetlands species and creating monocultures of unproductive wetland habitat.

Environmentally Sensitive Areas

Environmentally sensitive areas (ESAs) include parts of the landscape, generally associated with surface water features, which should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally designated significant and unique natural resource features. ESA regulations also may include a setback (buffer) from these features to ensure the environmental functions of these features are not negatively impacted from development too close to the features. In addition, they include areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the features or buffers previously noted.

Within Brown County, the regulated ESAs and setback from ESAs (if applicable) include:

- All wetlands 2 acres or less.
- All wetlands greater than 2 acres + 35' setback.
- All floodways + 35' setback or 75' setback from OHWM, whichever is greater.
- All navigable waterways + 75' setback from OHWM when no flood study is available (setback is from both sides of OHWM).
- All waterways determined to be non-navigable, but are identified as streams (perennial or intermittent) on USGS or Brown County GIS maps + 35' setback from top of bank (setback is from both sides of top of bank).
- Slopes 20% or greater + 20' setback from the top and bottom of slope when the slope extends into any of the listed ESAs or their associated setback buffers.

- Other significant natural resource features, identified on an individual basis:
- River and stream headwaters, groundwater recharge areas, unique woodlands, high-value wildlife habitat areas, geologic and natural area sites, wet or poorly drained organic soils, areas identified in the Wisconsin Land Legacy



Report,⁸ and natural communities as identified in Wisconsin's Natural History Inventory.⁹

Development, including cutting, filling, grading, or any other land disturbing activity is generally prohibited within the environmentally sensitive area, including the setback. These areas are intended to remain in a natural state to protect the surface water feature and provide critical habitat to plants and animals. However, management of ESAs through the removal of dead, diseased, or dying trees, removal of non-native invasive plant species, and/or the planting of native Wisconsin plant species is strongly encouraged.

Threats to ESAs are similar to those of shorelands, including sedimentation, excess nutrients, and invasive plant species colonization. In addition, the quality and effectiveness of ESAs could be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs. Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, species diversity, and wildlife habitat. Figure 7-8 generally depicts ESAs in the Town of Morrison.

Because of the vital functions performed by these natural resource features, the intrusion of development into environmentally sensitive areas is not appropriate. The incompatibility of development within these natural resource features can also be evidenced by the widespread, serious, and costly problems that are often encountered when development occurs within ESAs. Examples of such problems include failing foundations of pavements and structures, wet basements, excessive operation of sump pumps, excessive clear-water infiltration into sanitary sewer systems, and poor drainage.

When natural resource features are located within areas of future growth, they are often directly or indirectly subject to degradation. This has led to the continual loss of these resources over time. Although many of the problems associated with development of ESAs are widely known and recognized, the pressures to develop these areas have become even greater as other more easily developable lands become less prevalent within and adjacent to growing communities.

With the creation of the State of Wisconsin Administrative Code Chapter NR 121 (Areawide Water Quality Management Plans) in 1979, the Wisconsin Department of Natural Resources established the

⁸ Wisconsin Land Legacy Report, WDNR, 2006: <http://dnr.wi.gov/topic/lands/LandLegacy/>.

⁹ Wisconsin Natural Heritage Inventory, WDNR: <http://dnr.wi.gov/topic/nhi/>.

formal guidelines under which the water quality management planning process would be conducted in Wisconsin to implement the federal Clean Water Act. That process included the identification of water quality non-attainment areas (including Brown County) and the requirement that each non-attainment area develop a water quality management plan (under section 208 of the Clean Water Act), which includes the identification of “sewer service areas” within those areas and the identification of “major areas unsuitable for the installation of waste treatment systems because of physical or environmental constraints.” NR 121.05 also states, “Areas to be considered for exclusion from the sewer service area because of the potential for adverse impacts on the quality of the waters of the state from both point and nonpoint sources of pollution include, but are not limited to, wetlands, shorelands, floodways and floodplains, steep slopes, highly erodible soils, and other limiting soil types, groundwater recharge areas, and other such physical constraints.”¹⁰

Depending on the particular situation associated with each ESA, a property owner may petition for an amendment to slightly vary the ESA requirements. Amendments are rather rare and usually only involve small areas of ESA buffer rather than the actual ESA feature itself. Amendments must be specific to the property and demonstrate a hardship relative to sound development of the site. Depending on the size of the proposed ESA amendment, the request may be reviewed by Brown County staff or the Brown County Planning Commission Board of Directors and the WDNR to ensure it does not adversely affect surface water quality. Approved ESA amendments are subsequently recorded at the Brown County Register of Deeds Office so future owners of the property know where the new ESA line is. If you believe you may need an ESA amendment for development on a specific property, it is critically important to contact Brown County Planning Commission staff as early in the process as possible.

Due to the specifics of the section of NR 121 that pertain to ESAs, the state administrative rules apply only to publicly sewered development and related activities, such as in the communities of Morrison and Wayside. However, in the interest of balancing the protection of surface water quality in urban and rural areas, the Brown County Planning Commission also identifies and enforces ESAs during its review and approval of land divisions subject to review under Chapter 21 of the Brown County Code within all villages and towns of Brown County, including parcels with private onsite wastewater treatment systems (POWTS).



As part of the Brown County review of land divisions under Chapter 21, potential ESAs are identified and then Brown County staff works with the surveyor and other applicable parties to identify the ESA boundary on the land division document (certified survey map or subdivision plat) which is subsequently recorded in the Brown County Register of Deeds Office. In this manner the current and future landowners are notified of the location of the ESAs on the property. The Wisconsin Department of Natural Resources and the Brown County Planning Commission enforce ESA regulations during the review and approval of all public sanitary sewer extensions. The intent of county-wide regulation of the ESAs is to equitably protect surface water-related natural resource features from the potentially adverse impacts sometimes associated with development.¹¹

¹⁰ http://docs.legis.wisconsin.gov/code/admin_code/nr/100/121.pdf.

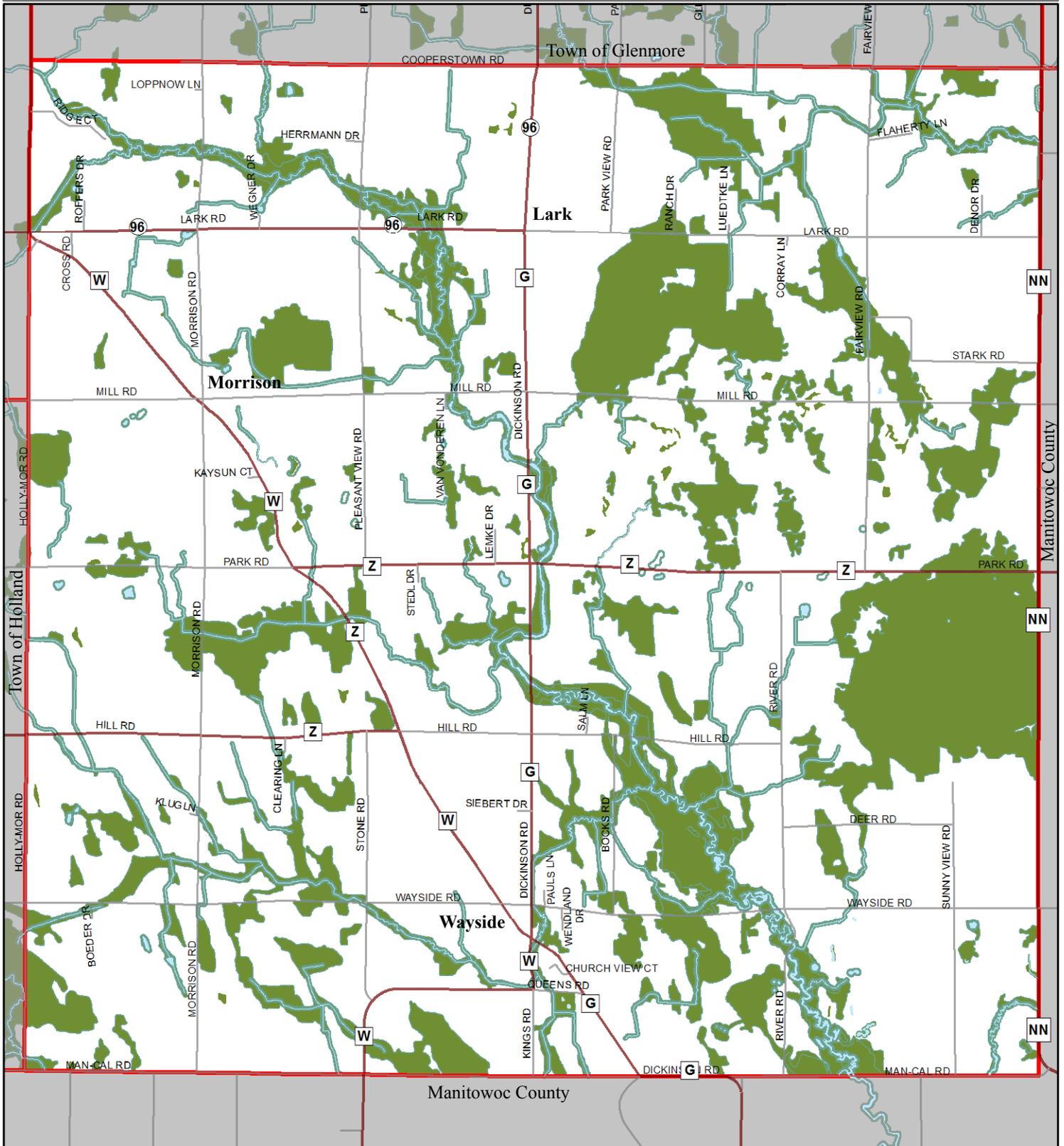
¹¹ http://www.co.brown.wi.us/departments/page_c581ca2d560f/?department=e4cd9418781e&subdepartment=3810f83bcbd2.



Figure 7-8

Environmentally Sensitive Areas

Town of Morrison, Brown County, Wisconsin



	River or Stream		Environmentally Sensitive Areas
	Highway (Federal, State, or County)		
	Local Road or Street		





In addition to regulation of ESAs by Brown County, components of ESAs, including floodways/floodplains, wetlands, and navigable waterways are regulated by various other governmental agencies, including the Wisconsin Department of Natural Resources, Federal Emergency Management Agency (FEMA), and U.S. Army Corps of Engineers. In order to assist local municipalities with protection of ESAs and to coordinate efforts among the agencies, Brown County produced large-scale Shoreland Zone / ESA maps for each Brown County community, including the Town of Morrison through a Wisconsin Coastal Management Grant in 2012. These maps are available online and should be utilized by the Town's zoning administrator and building inspector to assist in making determinations as to whether a proposed development could impact an ESA or require a shoreland zone permit from the Brown County Zoning Office. The maps are located on the Brown County Zoning Office website under the "Shorelands, Wetlands, and Floodplains" link.

Groundwater

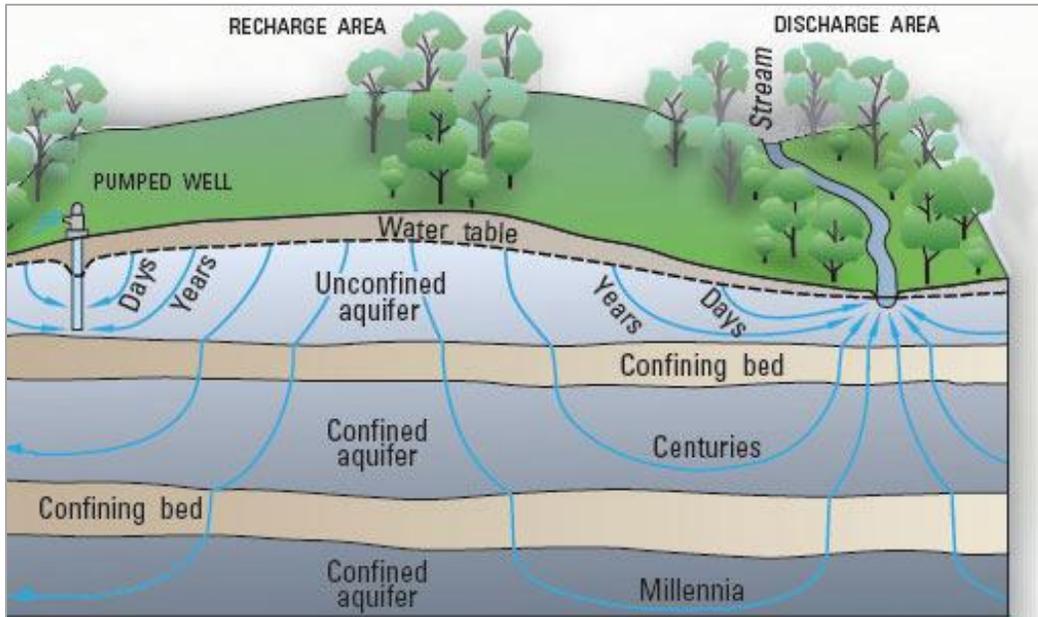
As depicted in Figure 7-9, groundwater begins as precipitation. This precipitation (rain or snow) falls upon the land, and runs off into lakes, rivers, streams, or wetlands, evaporates back into the atmosphere, or is absorbed by plants. Groundwater is the precipitation that soaks into the ground past 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 may 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.

Groundwater is currently the only source of the Town of Morrison's drinking water. Drinking water for individual homes is drawn from the groundwater through private wells that vary in depth depending on location, soil characteristics, and depth to bedrock. In addition to providing a source of drinking water, groundwater provides base flows for some of the rivers and streams within the Town.

Since groundwater is currently the Town's only source of drinking water, it is critically important that groundwater sources be protected. The greatest threats to groundwater are contamination and overuse, with contamination being the primary threat in the Town of Morrison. As with many rural, agricultural communities, the most common sources of contamination include naturally occurring metals such as arsenic, pathogens such as bacteria or viruses, and pesticides or fertilizers. Pathogens typically enter groundwater from sources associated with either agricultural activity or failing private onsite wastewater treatment systems (POWTS). Morrison wells are particularly susceptible to groundwater contamination due to the many deep fractures (karst features) in the limestone bedrock that lie just below the surface. These fractures can provide direct conduits for contaminants to enter the groundwater. In addition to fractured bedrock, improperly sealed and abandoned wells also provide conduits to the Town's groundwater. Deep wells with proper casings, and when wells are abandoned, properly sealing them, are the primary means to prevent the contamination of groundwater.

The Wisconsin Department of Natural Resources recommends testing private wells for coliform bacteria at least once a year or immediately any time there is a change in how the water looks, tastes, or smells. Even if the groundwater looks, tastes, and smells fine, there is a chance it may have harmful bacteria or viruses. The Town of Morrison should provide residents with information annually related to private well maintenance and testing, such as in the WDNR document "You and Your Well" which can be found on the WDNR website under the "Groundwater" link. Additional information related to groundwater specific to Morrison may be found in the Community Facilities and Utilities Chapter.

Figure 7-9: Groundwater Diagram



Source: United States Geological Survey

Woodlands

Even with the large agricultural uses in the Town, there are a number of contiguous large blocks of woodlands in Morrison. The two largest woodlands are associated with extensive wetland areas, including one located just southeast of Lark and the second located on the eastern border of the Town, roughly between CTH Z and CTH NN. Other woodlands in the Town are also commonly associated with smaller wetlands or stream corridors, while small upland woodlots are scattered around the Town. The Town's woodlands identified from the 2015 Land Use inventory are depicted in Figure 7-10.

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

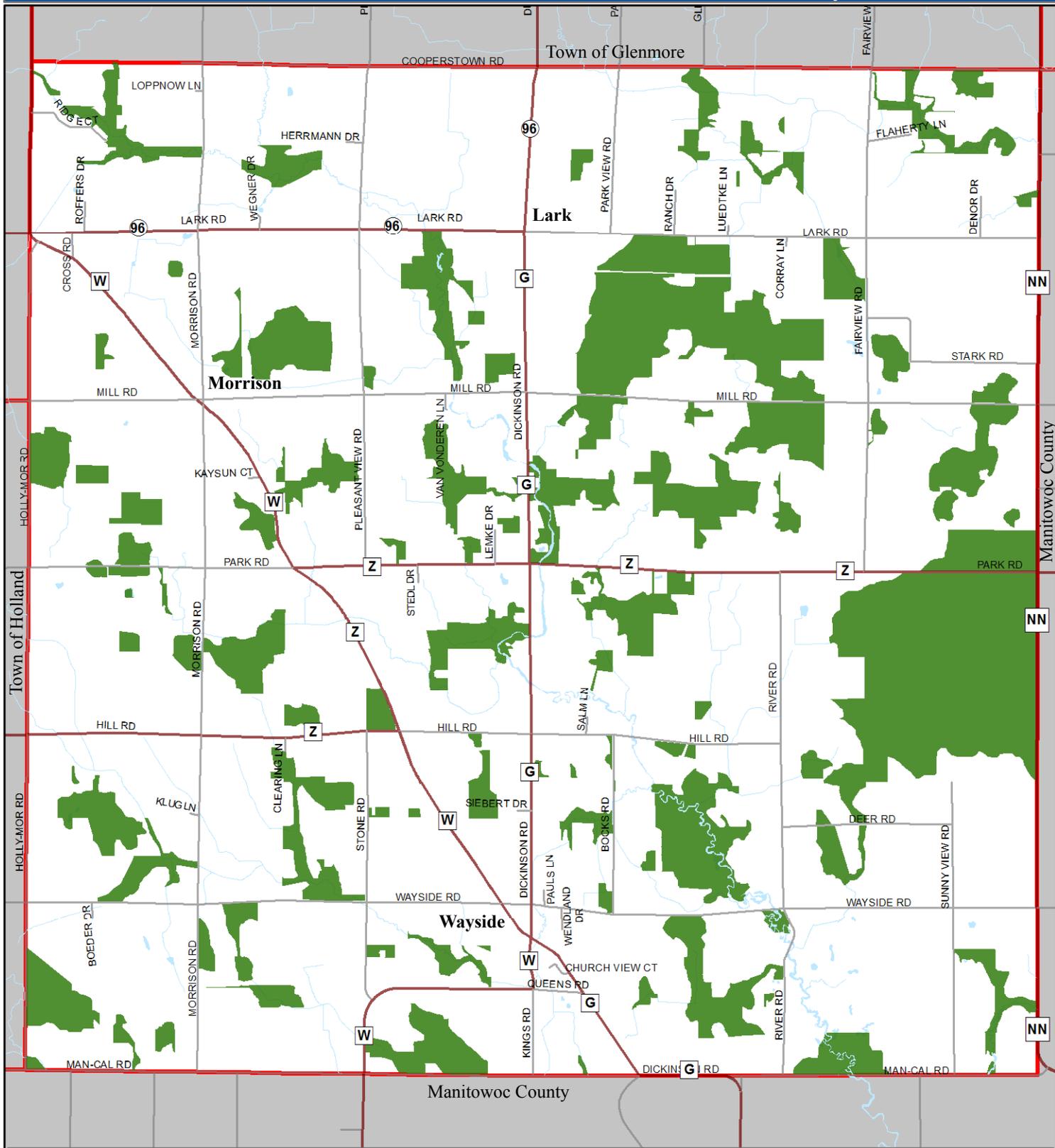


Other threats to the woodlands of Morrison include improper management (such as the over harvesting or under harvesting of trees), haphazard utility and road construction and maintenance, and the introduction of exotic species and disease. However, considering one of the primary goals of the Town is to promote agricultural activities, locating residential development within woodlots would not directly negatively impact farming. If residential development is going to occur in a wooded area, such development concepts as conservation by design subdivisions are much preferred to conventional subdivision development for preserving as large a contiguous block of the woodlands as possible.

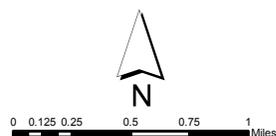


Figure 7-10 Woodlands

Town of Morrison, Brown County, Wisconsin



- River or Stream
- Highway (Federal, State, or County)
- Local Road or Street
- Woodlands



Wildlife Habitat

Since much of the land in Morrison is actively being farmed, the most critical wildlife habitats within the Town are contained in its woodlands and wetlands. Tracts of woodlands or wetland-type vegetation offer areas for wildlife movement, and when connected by stream corridors through ESA designations, wildlife habitat corridors are created. Although federal, state, and county regulations generally preclude development in surface-water related wildlife habitats (floodplains, wetlands, streams), these areas are still impacted by development around their edges by regional issues, such as stormwater runoff, and by exotic invasive plant or animal species. Protection of the wooded areas and wetland areas of the Town is vitally important in providing wildlife habitat. Common wild game birds and mammals found in the Town include duck, geese, woodcock, pheasant, ruffed grouse, cottontail rabbit, fox and gray squirrel, muskrat, mink, raccoon, skunk, opossum, woodchuck, red fox, and whitetail deer.

In addition to water feature based linear corridors, fencerows along the boundaries of agricultural fields provides critical habitat for pheasant, whitetail deer, small mammals, raptors, and songbirds. As agricultural practices increase in scale, many smaller farm fields are being combined into much larger fields to accommodate the increased size of agricultural equipment and efficiencies associated with modern agricultural practices, which is reducing the amount of fencerow habitat.

Preservation of wildlife habitat is another benefit from protecting 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 its wildlife habitat functions.

Threatened and Endangered Species

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. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI). This program maintains data on the general locations and status of rare species in Wisconsin by township/range. The locations are purposefully vague to prevent the disturbance of threatened or endangered resources. According to the NHI, the only endangered or threatened species found or potentially found in Morrison includes the Blanchard's Cricket Frog, which is endangered. The Blanchard's Cricket Frog may be found in a variety of habitats, including along and adjacent to streams and rivers, marshes, fens, sedge meadows, low prairies, and exposed mud flats.



Photo © A.B. Sheldon

In addition to the listed endangered species of frog, the "Northern Mesic Forest" is a listed landscape community that is disappearing from the state. The Northern Mesic Forest is a climax forest in the northern part of the state with sugar maple as the dominant or co-dominant species.

The primary threat to the endangered species is the loss of wetlands due to development, draining, and other factors. Federal and state regulations discourage and sometimes prohibit development where such species are located. If development is to take place in an area that could impact an endangered species' habitat, the WDNR should be contacted to confirm there are no confirmed instances of the endangered species within the proposed project area.

Scenic Resources and Topography

Most of the Town consists of hill and swale topography resulting from glacial till deposits. There is a band of hilly end moraine that extends east-west across the middle of the Town, and there is extensive drumlin field in the southwestern sections of the Town. The highest elevations of the Town, generally around 950 feet, are located just north of Wayside and north of Morrison. The lowest elevations, generally around 820 feet, are found in the southeast portion of the Town along the Branch River. The flattest areas of the Town are located in the wetlands in the eastern portion of Morrison. The open, scenic views of the Town from the moraine, drumlins, and along Hill Road help to establish the rural character of Morrison.

Mineral Resources

While there are currently no active metallic mines 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 and manufacturing applications. Recently the western part of the State has experienced strong growth in silica sand quarries for use in the fracking process for oil production. In Brown County, there are a number of active quarries that mine dolomite, sandstone, limestone, or crushed stone (sand or gravel); however, there are currently no active non-metallic mines in Morrison.

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 primary threat to this resource.

An inventory completed by the Neville Public Museum of Brown County found 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 additional archeological sites.

Very little archeological work has been done in the Town. The relatively few 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. If any potential artifacts are encountered during excavation activities, work should stop immediately and the Neville Public Museum should be notified as soon as possible.

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 in Section 17 and one in Section 21). Also located in Section 17 is the Free Association Cemetery. Unverified reports indicate that the burials in Section 17 were exhumed and reburied elsewhere, but this is not confirmed.

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 structures collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible. Although a building or place may be listed within the AHI, it does not afford them any protection such as would be provided on the state or national register of historic place.



There are 60 records listed in the AHI for the Town of Morrison, although none of them are also listed on the state or national register of historic places. Buildings listed include homes, agricultural structures, and commercial or governmental buildings. AHI listed structures are generally scattered throughout the town with small concentrations of buildings in the communities of Wayside and Morrison.

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.

Farmland Preservation

The Town of Morrison continues to be defined largely by its rolling farmland and agricultural production. The rural character of the Town that residents cherish is largely dependent upon agriculture. Therefore, protection of the Town's farmlands should be its highest priority, and potential changes in use to farmland through zoning or land divisions will need to be carefully evaluated in terms of costs and benefits to the Town. The following section identifies tools available to the Town to protect its agricultural lands.

Agricultural Zoning

The Town recently amended its zoning ordinance to comply with the requirements of the Wisconsin Working Lands Initiative. This is the next generation of the Wisconsin Farmland Preservation Program, which provides state income tax credits to qualified agricultural producers for agricultural lands zoned within a certified agricultural zoning district. For the Town of Morrison, the certified zoning district is the



Agriculture – Farmland Preservation (AG-FP) zoning district, which very clearly identifies the priority of agricultural production within this district. According to the Town of Morrison Zoning Ordinance, permitted uses in the AG-FP zoning district include:

- Agricultural uses including:
 - Crop or forage production
 - Keeping of livestock
 - Beekeeping
 - Nursery, sod, or Christmas tree production
 - Floriculture
 - Aquaculture
 - Fur farming
 - Forest management
 - Enrolling land in a federal agricultural commodity payment program or a federal or state agricultural land conservation payment program.
- Undeveloped natural resource and open space areas; any open land without any structures.
- Transportation, utility, communication, or other uses that are required under state or federal law to be located in a specific place, or that are authorized to be located in a specific place under a state or federal law that preempts the requirement of a conditional use permit for that use.

In order to rezone property out of the AG-FP zoning district, the Town Board must find all of the following in the affirmative:

- The rezoned land is better suited for a use not allowed in the farmland preservation zoning district.
- The rezoning is consistent with any comprehensive plan adopted by the Town of Morrison, which is in effect at the time of the rezoning.
- The rezoning is substantially consistent with the Brown County Farmland Preservation Plan, certified under Chapter 91 Wis. Stats., which is in effect at the time of the rezoning.
- The rezoning will not substantially impair or limit the current or future agricultural use of other protected farmland.

When considering rezones out of AG-FP, the Town Planning Commission and Town Board should very carefully weigh the potential negative impact of rezoning lands out of AG-FP into other uses and specify very clearly how the proposed rezoning either does or does not meet the aforementioned criteria.

Agricultural Enterprise Areas

As discussed in the Economic Development Chapter, should a group of farmers within Morrison decide to pursue designation of an area of the Town as an Agricultural Enterprise Area, the Town should support this effort. In addition to providing an additional state tax credit benefit, designation of lands as an Agricultural Enterprise Area would demonstrate to the agricultural related industries (implement dealers, dairies, cooperatives, etc.) that the Town of Morrison and its agricultural community are committed to agricultural production.

Purchase of Agricultural Conservation Easements

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, to continue to farm the land, 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, thus 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 for preserving farmland, it is expensive, and not all municipalities can afford its cost. The Town can explore many different options for funding this program, including an increase in building permit fees or property taxes. Morrison also could explore the many potential state or federal grant programs that could 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 very 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.

Environmentally Sensitive Areas

The protection of environmentally sensitive areas (ESAs) keep intensive development out of stream corridors, water quality is improved, wildlife habitat is maintained, recreational opportunities are presented, and scenic values are preserved. As discussed in the environmentally sensitive area section of this chapter, ESAs generally follow stream corridors and include a 75' setback, the identified floodway of the stream and any adjacent wetlands and steep slopes. ESAs remain mostly undeveloped and serve as vital wildlife corridors, preserve natural beauty, provide stormwater management areas, and link ecologically important link parts of the Town together.

Create Vegetated Buffer Strips along Waterways

Through implementation of Chapter 10 of the Brown County Code of Ordinances (Agricultural Shoreland Management) the Brown County Land Conservation Department has been working with rural landowners to provide a cost-share for the installation of vegetated buffer strips along waterways that flow through agricultural areas. Historically, many of these waterways were plowed through and created direct vectors for fine sediments and nutrients such as phosphorus and nitrogen to enter the surface water system downstream. Increased levels of phosphorus and nitrogen can lead to harmful algal blooms, decreased dissolved oxygen levels, and increased stress on forage and sport fish in downstream waterways. The vegetated buffer strips, typically consisting of native grasses, wildflowers, and shrubs, help to filter out suspended solids, nutrients (including phosphorus and nitrogen), fertilizers, and pesticides prior to reaching the actual waterway in the center of the buffer. Additionally, as the buffer strips mature, they create increasingly important wildlife habitat and travel corridors for songbirds, small mammals, reptiles, and amphibians.



Promotion of Flexible Development Practices

Provided a proposed development does not negatively impact agricultural production, alternative development approaches, such as conservation subdivisions, may provide fewer detrimental impacts to agricultural production, natural resources, and the rural character of the Town. New subdivisions can be designed to 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.

Developers and Town officials should strive to encourage preservation of natural areas within newly developed areas. Conservation subdivisions with common open space and other alternative development methods to maintain natural resource features should be encouraged for developments that contain such features. Allowing reduced lot sizes, smaller setbacks, and/or narrower streets in exchange for preservation of natural resources should also be considered.

There are a number of other alternative zoning techniques that can allow some development within the Town while still retaining the rural atmosphere that the Town residents want. Alternatives, such as maximum lot sizes and focusing development within the Town's sewer service areas, are options available to the Town.

Information and Citizen Participation

Spreading knowledge of the importance of the Town's natural resources, agricultural heritage, and the means to maintain them is an essential implementation tool. For example, providing property owners along the Branch River or its tributaries with information 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 tips, invasive exotic species, and other issues relating to natural resource protection. Water resource educational materials are available from the WDNR.

Summary of Recommendations

- If zoning is approved, site future residential development in areas that will have as little a negative impact on active farming operations as possible.
- Support Agricultural Enterprise Area designation, should it be proposed.
- Through the Town's newsletter, remind residents of the Town that Morrison is an agricultural community and they may have to deal with the sights, sounds, and smells of agricultural activity.
- If an adequate funding source could be found, a purchase of agricultural conservation easement (PACE) program could be a means to permanently protect tracts of agricultural lands from development in the Town.
- Carefully review proposals for rezoning lands out of the AG-FP zoning district consistent with the requirements of the Town zoning ordinance.
- Promote the use of flexible development techniques such as conservation subdivisions to minimize the visual impact of development on the Town's rural vistas.
- Support stream bank and watershed restoration efforts to improve the water quality of the Branch River, Devils River, and their tributaries.
- Require flood studies prior to land division or development adjacent to its rivers and small streams when such studies do not exist.
- Coordinate efforts with the Brown County Zoning office regarding permitting requirements and development within the shoreland zone.
- Utilize the online Shoreland Zone / Environmentally Sensitive Area maps to inform the public about additional regulations associated with development within these areas.
- Provide new residents with information related to private well maintenance and testing, such as in the WDNR document "You and Your Well" which can be found on the WDNR website under the "Groundwater" link.
- Encourage and support the efforts of the Brown County Land Conservation Department and others regarding installation of stream buffers.
- Provide information to Town residents through the newsletter regarding invasive exotic plant species, water quality, and other natural resource-related issues facing the Town.

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. 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 to increase communication and efficiencies in providing services. Working cooperatively is especially important since many issues, such as transportation improvements and stormwater runoff 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 identify means of working cooperatively toward the goal and objectives identified in the Issues and Opportunities chapter of the plan.

Analysis of Governmental Relationships

School Districts

As discussed in Chapter 6, the Town of Morrison is divided among five different public school districts - Brillion School District, Denmark School District, De Pere Unified School District, Reedsville School District, and Wrightstown School District. Considering the Town's focus on agriculture, it is not anticipated that the projected very limited residential growth in Morrison will have any major impacts on any of the school districts in the foreseeable future. However, the Town of Morrison should continue to maintain open lines of communication with the various school districts in order to address any potential major changes in land uses or transportation improvements/construction that could impact the districts' plans or bus routes.



Brown County Joint Municipal Court

The Town of Morrison is part of the Brown County Joint Municipal Court, which provides services to the Towns of Eaton, Green Bay, Holland, Humboldt, Morrison, New Denmark, Rockland, Scott, and Wrightstown. The judge for the court is elected for a four-year term, and court is held generally on the third Thursday in the months of January, April, July, and October at the Glenmore Community Center, located at 5718 Dickinson Road in the Town of Glenmore. The judge reviews and processes municipal citations issued by Morrison and other participating Town officials. The joint municipal court is a very good example of cooperation among a group of municipalities to create efficiencies in governmental services and should serve as a model for future efforts.

Adjacent Communities

Town of Glenmore

The Town of Glenmore adjoins the Town of Morrison along Morrison's northern municipal boundary. The towns share jurisdiction of Cooperstown Road. As previously discussed in the Utilities and Community Facilities Chapter, the Town of Morrison and Town of Glenmore currently operate a joint recycling drop-off site at 4072 Lark Road in the Town of Morrison. The joint recycling center is a good example of intergovernmental cooperation provided costs are equitably distributed among the partner communities. A detailed cost/revenue analysis of continuing to jointly operate the site, adding additional communities to the site, operating separate sites, and privately contracting for town-wide garbage and recycling pick-up should be prepared to assist both towns in evaluating future options. In addition, Morrison and Glenmore should maintain open lines of communication regarding the compatibility of land uses along or near the border and any other issues that could arise during the planning period.

Town of Holland

The Town of Holland adjoins the majority of the western municipal boundary of the Town of Morrison. Although it is unlikely that any issues could arise over the next twenty years, it is nonetheless important for the two communities to maintain open lines of communication regarding any land use changes or road improvements along the shared boundary. The two communities may also consider joint contracting for services or service agreements in the future if the arrangements would provide an equivalent or higher level of service at a reasonable cost.

Town of Wrightstown

The Town of Wrightstown and Town of Morrison share a very short, two-mile stretch of shared borders along the northwestern part of Morrison. Although it is unlikely that any issues could arise over the next twenty years, it is nonetheless important for the two communities to maintain open lines of communication regarding any land use changes or road improvements along the shared boundary. The two communities may also consider joint contracting for services or service agreements in the future if the arrangements would provide an equivalent or higher level of service at a reasonable cost.

Town of Cooperstown (Manitowoc County)

The Town of Cooperstown (Manitowoc County) and Town of Morrison share a common boundary along the entirety of the Town of Morrison's eastern municipal boundary (CTH NN). Although it is unlikely that any issues could arise over the next twenty years, it is nonetheless important for the two communities to maintain open lines of communication regarding any land use changes along the shared

boundary. The two communities may also consider joint contracting for services or service agreements in the future if the arrangements would provide an equivalent or higher level of service at a reasonable cost.

Town of Franklin (Manitowoc County)

The Town of Franklin and Town of Morrison share a very short, two-mile stretch of shared borders along the southeastern part of Morrison (Man-Cal Road east of N. St. Pats Road). Although it is unlikely that any issues could arise over the next twenty years, it is nonetheless important for the two communities to maintain open lines of communication regarding any land use changes or road improvements along the shared boundary. The two communities may also consider joint contracting for services or service agreements in the future if the arrangements would provide an equivalent or higher level of service at a reasonable cost.

Town of Maple Grove (Manitowoc County)

The Town of Maple Grove (Manitowoc County) and Town of Morrison share a common boundary along the most of the Town of Morrison's southern municipal boundary (Man-Cal Road west of N. St. Pats Road). Although it is unlikely that any issues could arise over the next twenty years, it is nonetheless important for the two communities to maintain open lines of communication regarding any land use changes along the shared boundary. The two communities may also consider joint contracting for services or service agreements in the future if the arrangements would provide an equivalent or higher level of service at a reasonable cost.

Other Entities

Volunteer Fire Departments

As discussed in the Utilities and Community Facilities Chapter, the northern part of the Town is served by the Morrison Volunteer Fire Department and the southern part of the Town is served by the Wayside Volunteer Fire Department. The Town should continue to maintain an open line of communication with the departments to ensure adequate response times and equipment is available for Morrison residents.

Brown County

The four Brown County departments that currently have the most visible presence in the Town are the Brown County Public Works Department, the Brown County Sheriff's Department, Brown County Parks Management, Brown County Land and Water Conservation Department, and the Brown County Planning and Land Services Department.

Public Works

The Brown County Public Works Department has responsibility for the four county highways in the Town of Morrison (CTH G, CTH NN, CTH W, and CTH Z). As county highways are reconstructed, Morrison should coordinate with the Public Works Department to consider the inclusion of bicycle lanes on county highways consistent with the Brown County Bicycle and Pedestrian Plan, and pedestrian facilities as identified in the Transportation Chapter. Bicycle lanes will also provide for wider paved shoulders for farm equipment to more safely utilize county highways.

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 in the future the Town believes that additional

service is necessary, it should consider contracting with the Brown County Sheriff's Department for additional coverage.

Parks Management

As discussed in the Utilities and Community Facilities Chapter, Brown County Parks Management provides general oversight and management of Way-Morr County Park. Considering the importance of Way-Morr Park to residents of the Town of Morrison and southern Brown County, the Town of Morrison should continue to advocate for County funding for park improvements.



Land and Water Conservation Department

The Brown County Land and Water Conservation Department provides a number of services to Morrison's agricultural producers, including administration of Brown County's Agricultural Shoreland Management Ordinance, Animal Waste Management Ordinance, Farmland Preservation Program, and Nutrient Management Maps. The department is an invaluable source of information related to the protection of our soils, surface water, and ground water, and should be contacted should any issues with these resources arise.

Planning and Land Services Department

The Town of Morrison has historically worked with the Brown County Planning and Land Services Department for support on various land use related issues such as zoning, comprehensive planning, land divisions, and updating other miscellaneous ordinances. Additionally, the Planning and Land Services Department enforces the Brown County Land Division and Subdivision Ordinance, Floodplains Ordinance, and Shorelands and Wetlands Ordinance within the Town to ensure adequate protection for environmentally sensitive areas. It is critical to maintain open lines of communication and coordination between the department, the Town of Morrison, and property owners in the Town.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The only highway in the Town of Morrison that falls under the jurisdiction of the Wisconsin Department of Transportation (WisDOT) is STH 96, which runs through the northwestern part of the Town. Should STH 96 be resurfaced or reconstructed during the course of this comprehensive plan, it is important for the Town to inform its citizens about potential lane closures or proposed improvements to the highway.

Intergovernmental Cooperation Tools

A guide produced by the Wisconsin Department of Administration, "Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan¹," identifies a number of tools that the Town of Morrison has at its disposal to improve intergovernmental cooperation. The document groups the many cooperation tools into four general categories. The categories are:

¹ A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, Wisconsin Department of Administration, June, 2002. <http://www.doa.state.wi.us/documents/DIR/Comprehensive%20Planning/Element-Guides/Intergovernmental-Cooperation.pdf>

1. Cooperating with Services.
2. Cooperating with Regulations.
3. Cooperating by Shared Revenue.
4. Cooperating with Boundaries.

Although not all of the tools identified in the sections are applicable to the Town of Morrison, the guide describes a number of options that the Town could utilize to promote intergovernmental cooperation with neighboring communities and potentially generate cost savings for each participant. Cooperation and efficiencies gained with neighboring communities and overlapping jurisdictions has become increasingly important as municipalities continue to deal with very constrained budgets.

Summary of Recommendations

School Districts

Morrison should continue to maintain open lines of communication with the school districts in order to address any potential major changes in land uses or road construction that could impact bussing or facility needs.

Brown County Joint Municipal Court

The Brown County Joint Municipal Court provides an excellent example of multi-jurisdictional cooperation among eight Brown County towns. Having one court serving the eight towns saves each community the time and expense of having their own court and should be continued into the future.

Town of Glenmore

The Town of Glenmore and Town of Morrison should prepare a detailed cost/benefit analysis to determine the appropriate cost-share associated with running the joint recycling center. Alternatives including continuing the current arrangement, each community going their own way, adding additional communities, and privately contracting for services should be evaluated. In addition both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, and the potential for future shared or joint contracted services if a higher quality service and/or lower cost can be attained.



Town of Holland

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Wrightstown

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Cooperstown

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Franklin

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Town of Maple Grove

Both Towns should continue to maintain open lines of communication regarding potential development on or near each other's borders, continued opportunities regarding shared road maintenance, and opportunities for joint service contracting if a higher quality service and/or lower cost can be attained.

Morrison and Wayside Volunteer Fire Departments

The Town should maintain open lines of communication with both departments to ensure Town of Morrison residents continue to be adequately served.

Brown County

Brown County Public Works Department

As county highways are reconstructed, Morrison should coordinate with the Public Works Department to consider the inclusion of bicycle lanes on county highways consistent with the Brown County Bicycle and Pedestrian Plan, and pedestrian facilities as identified in the Transportation Chapter.

Brown County Parks Management

The Town of Morrison should continue to advocate for County funding for improvements at Way-Morr Park.

Brown County Sheriff's Department

If Morrison believes that additional police service is necessary in the future, it should consider contracting with the Brown County Sheriff's Department to provide supplemental police coverage.



Brown County Land and Water Conservation Department

Continue to encourage the Town of Morrison’s agricultural community to work with the Brown County Land and Water Conservation Department to protect our soil, surface water, and ground water resources.

Brown County Planning and Land Services Department

The Town of Morrison should continue to use the Brown County Planning and Land Services Department as a resource for planning, zoning, housing, and economic development topics.



State of Wisconsin

Wisconsin Department of Transportation

The Town of Morrison should coordinate closely with the Wisconsin Department of Transportation should any lane closures occur to accommodate resurfacing or reconstruction of STH 96.

CHAPTER 9

Implementation

The completion of this comprehensive plan update should be celebrated as a significant milestone in providing guidance for the future of the Town of Morrison. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation the Town of Morrison has at its disposal. The following matrices identify the primary action steps for the Town to take in order to implement this comprehensive plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as “medium” or “low,” the fact it is identified as an action step at all indicates it is still a very important component in implementing this comprehensive plan, however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a comprehensive plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption, these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

Land Use

Zoning Ordinance

Zoning is the most common regulatory device used by municipalities to implement comprehensive 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, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

It is important to note that the Future Land Use Map does not take the place of the Town’s official zoning map. Instead, the Future Land Use Map is to be utilized as a reference when reviewing proposed rezoning applications to ensure consistency between rezoning actions and the comprehensive plan. In addition to the Future Land Use Map, the Planning Commission and Town Board should utilize the plan’s goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on the comprehensive plan provides the Town with a much more defensible position, should the decision be challenged. The Town of Morrison regulates zoning through the Town of Morrison zoning ordinance and map.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Revise the Town’s sign ordinance to reflect the limitations on sign regulations created by the 2015 U.S. Supreme Court Reed v. Town of Gilbert decision.	Zoning Administrator, Town Planning Commission	Town Board, Town Attorney, Brown County Planning Commission	2017
High	When the Town considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning Commission, Town Board	Zoning Administrator, Board of Appeals	Ongoing
High	Document how any approved rezonings out of the certified farmland preservation zone meets the rezoning criteria set forth in Section 91.48 Wis. Stats.	Zoning Administrator, Town Planning Commission	Town Board, Brown County Planning, DATCP	Ongoing
Medium	Provide to DATCP and Brown County by March 1 every year, a report documenting the rezonings out of the certified farmland preservation zone.	Zoning Administrator,	Brown County Planning, DATCP	Ongoing

Medium	Document zoning map changes and provide to Brown County at least once a year for updates to the digital zoning map.	Zoning Administrator	Brown County	Ongoing
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Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan. Land Divisions are regulated in the Town of Morrison by Chapter XXVI of the Town’s Code of Ordinances.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Use the Town’s land division ordinance to provide a clear process for review and approval / disapproval of a land division. Whenever a decision is reached either approving or disapproving land division requests, in addition to how the division meets or does not meet the ordinance, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record.	Town Planning Commission, Town Board	Zoning Administrator, Brown County Planning	Ongoing
Low	Revise the land division ordinance to take into account changes to the environmentally sensitive area setbacks, changing references from the Department of Commerce to Department of Safety and Professional Services, and removing the Brown County Land			

	Conservation Committee as a reviewing and commenting body for erosion control measures.			
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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 Official Map may be issued for that site unless the map is amended. The Town of Morrison does not currently have an adopted official map, although an official map would be useful if the Town decides to identify future road connections.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Develop an official map to identify future road connections.	Town Board, Town Planning Commission	Consulting Engineer	2020

Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. Although the Town of Morrison does not have any major capital improvements on the horizon, a CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that even small, local road repairs are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Based on the comprehensive plan's recommendations, the Town should create a written CIP to identify the priorities and schedules for public works projects, such as road construction and maintenance, culvert and bridge maintenance, and other capital improvements.	Town Board	Town Treasurer, Consulting Engineer	2018

Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Provide information to Town residents regarding Brown County's housing rehabilitation loan program for low and moderate income households.	Town Clerk	Brown County Planning Commission	2016
Low	Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.	Building Inspector	Wisconsin Department of Safety and Professional Services	2017

Erosion and Stormwater Control Ordinances

Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques. Morrison addresses erosion prevention requirements in Section T of the Town’s subdivision ordinance.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Keep abreast of proposed changes to state and federal laws pertaining to stormwater management.	Zoning Administrator	Town Board, Brown County Planning	Ongoing

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of Morrison. It is necessary for the Town to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Continue to maintain open lines of communication with surrounding communities and school districts to discuss issues or opportunities of common concern.	Town Board		Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the Town.	Town Board	Brown County Planning, Brown County Towns Association	Ongoing

Comprehensive Plan

With adoption of this comprehensive plan update, the Town will continue to meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every 10 years. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what Morrison can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Set aside one Planning Commission meeting every other year to review the comprehensive plan.	Town Planning Commission	Zoning Administrator	2018
Low	Update the comprehensive plan as warranted and completely revise it at least once every 10 years.	Town Planning Commission	Town Board, Brown County Planning	2026

Funding

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant and loan programs administered by local and state agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Economic Development Corporation, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture–Rural Development, and the Department of Commerce–Economic Development Agency all provide various sources of funding that may be applicable to the Town of Morrison.

Most state and federal grant programs require a local match. However, the local match may typically include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying. The Wisconsin Economic Development Corporation (WEDC) maintains a comprehensive list of state aid programs, which may be found at <http://inwisconsin.com/community/assistance/>.

Additionally, the Wisconsin Department of Administration facilitates the federal Community Development Block Grant (CDBG) program for communities within the State of Wisconsin. This funding is for communities (non-entitlement) that do not already receive a pre-determined allocation of federal CDBG funding from the U.S. Department of Housing and Urban Development (HUD). Specific CDBG grant programs include those dedicated to public facilities (CDBG-PF), economic development (CDBG-ED), public facilities for economic development (CDBG-PFED), and planning (CDBG-PLNG). The CDBG

program has very strict income, application, and administration requirements that may require the utilization of a consultant. The Town of Morrison should contact WDOA staff to discuss the possibility of utilizing CDBG funding prior to hiring a consultant or preparing an application.

Comprehensive Plan Review and Update

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 regularly reviewed to ensure it reflects the conditions present at the time and any changes and developments that may have occurred over the last year. The following section identifies the process by which the Town of Morrison may amend the comprehensive plan.

Action Steps:

1. The public should be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The Town will consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include such actions as direct mail survey forms, neighborhood meetings, public notices, website postings, 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, based on a review of the applicable principles from the following:
 - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
 - b. How the proposal is more consistent with the following objectives than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
 - Encourage the development of distinct neighborhoods served by commercial nodes, and discourage strip commercial development.
 - Provide uses that are consistent with the small town character of the Town.
 - Create development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
 - Conserve or enhance significant natural and historical features.
 - Provide adequate transportation, waste disposal, or other public services.
 - Provides a significant economic development opportunity and broadening of the Town's economy.
 - c. Changes demonstrate that a substantial change in circumstances has occurred since the original designation.
 - d. Scope of Review. The review and evaluation of proposed comprehensive plan map changes consider both the likely and possible future use of the site and associated impacts.
 - e. Cumulative Impacts. The review of individual comprehensive plan map or policy amendments also evaluates the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.

3. The Town of Morrison Planning Commission may prepare a brief annual report. If prepared, the 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 which have necessitated recommendations for appropriate comprehensive plan amendments by the Town Board.
4. The Town should consult with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the comprehensive plan.
5. The Town should complete a formal review of the entire comprehensive plan at least once every five years. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
6. At least once every ten years, the plan should be reviewed and updated using a formal process that may include a full citizens advisory committee in addition to the Town Planning Commission.

Appendix A
Town of Morrison Citizens Participation Plan

**CITIZEN PARTICIPATION PLAN FOR THE
TOWN OF MORRISON COMPREHENSIVE PLAN UPDATE**

The Town of Morrison Comprehensive Plan Update process will include several public participation components. These components are summarized below:

Morrison Planning Commission

The Morrison Planning Commission will serve as the primary steering committee for the comprehensive plan update. The planning commission will review data and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during their regular meetings, unless otherwise publicly noticed. All meetings are open to the public and the public is encouraged to attend.

Public Open House Meeting

When the draft plan update has been compiled, at least one public open house meeting will be held to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and planning commission members and to suggest modifications to be considered during the statutory review period.

Service Group Meetings

Upon request, Brown County will present the process and findings of the comprehensive plan update to Morrison-area service groups.

Town of Morrison Website

All draft chapters will be placed on the Town of Morrison and/or Brown County website for public review.

Other Locations for Draft Chapters

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6480.

Public Hearing

Following the open house meeting and a recommendation of approval from the Morrison Planning Commission, a public hearing will be held at the Town Hall to receive additional input on the comprehensive plan update.

Adjacent Governmental Jurisdictions

Neighboring governmental jurisdictions will receive via mail or email, all agendas and minutes of the planning commission meetings, when the comprehensive plan is on the agenda.

Town Board Meeting for Adoption

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Town Board for action at a regular Town Board meeting.

APPENDIX B

TOWN OF MORRISON PLANNING COMMISSION RESOLUTION

PLAN COMMISSION RESOLUTION # 16-1

**RECOMMENDING ADOPTION OF THE 2016 TOWN OF MORRISON
COMPREHENSIVE PLAN UPDATE**

WHEREAS, the Town of Morrison Planning Commission has developed the 2016 Town of Morrison Comprehensive Plan Update to guide and coordinate decisions and development within the Town in accordance with Chapter 66.1001 of the Wisconsin Statutes; 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 during 2015 and 2016, and these meetings included monthly planning commission meetings, an open house meeting to be held on June 9, 2016, and a public hearing to be held on July 12, 2016.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Morrison Planning Commission recommends to the Morrison Town Board the adoption of the 2016 Town of Morrison Comprehensive Plan Update.

Approved this 12 day of May, 2016

By 
Dan Natzke
Town of Morrison Planning Commission Chair

Ayes: 6

Nays: _____

APPENDIX C

MORRISON TOWN BOARD ADOPTION ORDINANCE

**Town of Morrison
Brown County, Wisconsin**

Ordinance No. 16-01

ADOPTING THE 2016 TOWN OF MORRISON COMPREHENSIVE PLAN UPDATE

WHEREAS, Secs. 62.23(2) and (3), Wis. Stats., authorize the Town of Morrison to adopt or amend a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2), Wis. Stats.; and

WHEREAS, the Town Board of the Town of Morrison, Brown County, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive plan update as required under Sec. 66.1001(4)(a), Wis. Stats; and

WHEREAS, the Town of Morrison Planning Commission adopted, by majority vote, a resolution recommending Town Board adoption of the document entitled "2016 Town of Morrison Comprehensive Plan Update," containing all of the elements specified in Sec. 66.1001(2), Wis. Stats.; and

WHEREAS, the Town of Morrison Planning Commission held an open house meeting to obtain public input into the draft plan on the evening of June 9, 2016; and

WHEREAS, the Town of Morrison held a public hearing on July 11, 2016, regarding the adoption of the comprehensive plan update in compliance with Sec. 66.1001(4)(d), Wis. Stats.

NOW THEREFORE, the Town Board of the Town of Morrison, Brown County, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2016 Town of Morrison Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.; and

NOW THEREFORE, FURTHERMORE, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and on the day after its publication pursuant to Sec. 60.80 (3), Wis. Stats.

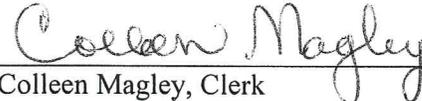
Adopted this 12 day of July, 2016

APPROVED:



Tom Kempen, Chairman

ATTEST:



Colleen Magley, Clerk

Ayes: 3

Nays: 0

Date of publication: 7-16-16