

TOWN OF NORRIE

COMPREHENSIVE PLAN

2006

Town of Norrie Town Board

Marathon County Conservation, Planning & Zoning
Department

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Town of Norrie Conditions and Issues

2005

Town of Norrie

Conditions and Issues

Elements

| | |
|--|----|
| 1. Introduction and Summary | 1 |
| 2. Demographics..... | 2 |
| 3. Natural Resources | 7 |
| 4. Land Use | 14 |
| 5. Transportation..... | 22 |
| 6. Utilities | 28 |
| 7. Housing | 32 |
| 8. Cultural Resources..... | 38 |
| 9. Community Facilities | 40 |
| 10. Parks..... | 45 |
| 11. Economic Development | 46 |
| 12. Intergovernmental Cooperation..... | 50 |

List of Tables

| | |
|--|----|
| Table 2-1: Demographic Change, 1970-2000 | 2 |
| Table 2-2: Population by Age Group, 2000 | 3 |
| Table 2-3: Population Projections – 2000-2030 | 3 |
| Table 2-3b: Population Projections – 2000-2030 | 4 |
| Table 2-4: Household Projections – 2000-2030 | 4 |
| Table 2-4b: Household Projections – 2000-2030 | 4 |
| Table 2-5: Educational Attainment, 2000 | 5 |
| Table 2-6: Household Income Levels, 2000..... | 5 |
| Table 2-7: Occupation by Sector, 2000..... | 6 |
| Table 4-1: Land Use Cover Classification, 2000..... | 15 |
| Table 4-2: Land in Forest Preservation Programs (in acres), 1998 – 2002 | 17 |
| Table 4-3: Public Owned Land (in acres), 1998-2002 | 18 |
| Table 4-4: Per Acre Assessed Land Values (in dollars), 1998 – 2002 | 19 |
| Table 5-1: Summary of Pavement Conditions | 25 |
| Table 7-1: Number of Housing Units by Type and Tenure | 32 |
| Table 7-2: Changes in Housing Stock | 33 |
| Table 7-3: Age of Community Housing Stock | 33 |
| Table 7-4: Physical Housing Stock..... | 34 |
| Table 7-5: Median Housing Value | 34 |
| Table 7-6: Range of Housing Values | 34 |
| Table 7-7: Housing Affordability | 35 |
| Table 8-1: Known Cemeteries..... | 39 |
| Table 9-1: Wittenberg-Birnamwood School District Enrollment..... | 40 |
| Table 9-2: D.C. Everest School District Enrollment.... | 40 |
| Table 9-3: Private Schools - Hatley..... | 41 |
| Table 9-4: Child Care Referrals | 44 |

| | |
|---|-----------|
| Table 11-1: Marathon County Top 10 Industry Groups Based on Number of Employees (March 2001) ... | 48 |
| Table 11-2: Population and Employment by Sector, 2000 | 48 |
| Table 11-3: Employment Projections – 2000-2030 ... | 49 |
| Table 11-4: Percent Change in Employment, 2000- 2030 | 49 |

List of Figures

| |
|---|
| Figure 3-1: Rivers and Floodplains |
| Figure 3-2: Outstanding and Exceptional Resource and Impaired Waters |
| Figure 3-3: Wetland Types |
| Figure 3-4: Depth to Groundwater |
| Figure 3-5: Depth to Bedrock |
| Figure 3-6: Soil Associations |
| Figure 3-7: Prime Farm Soils |
| Figure 3-8: Slopes |
| Figure 4-1: Existing Land Use/ Land Cover |
| Figure 4-2: Farm Preservation Contracts and Existing Agricultural Zoning |
| Figure 5-1: Functional Classification |
| Figure 5-2: WISLR Ratings |
| Figure 5-3: WISLR Road Surface |
| Figure 5-4: Regional Trails |
| Figure 6-1: Depth to Bedrock |
| Figure 6-2: Suitable Soils for Septic Tank Absorption |
| Figure 6-3: Watersheds |
| Figure 9-1: School and Library Facilities |
| Figure 9-2: Police Service Districts |
| Figure 9-3: Fire Service Districts |
| Figure 9-4: Hospitals and Clinics |
| Figure 10-1: Regional Recreational Facilities |

List of Acronyms

303 (d) list—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

AADT—Annual Average Daily Traffic

AHI—Architecture & History Inventory (a database of the Wisconsin Historical Society).

BMPs—Best Management Practices

CCC—Civilian Conservation Corps (a 1930s construction and conservation program).

CCR&R—Child Care Resource and Referral Network

CDBG—Community Development Block Grant

CES—Cropland Evaluation System (Marathon County)

CNW—Chicago Northwestern Railroad; the railroad is no longer active and its right-of-way has been converted to trail use in many areas.

Comm 83—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

DCPZ—Department of Conservation, Planning and Zoning (Marathon County)

DWD—Department of Workforce Development

EMS—Emergency Medical Services

ERW—Exceptional Resource Waters, a designation by the Wisconsin Department of Natural Resources.

FCL—Forest Crop Law

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

HOME—Home Investment Partnerships Program

HUD—U.S. Department of Housing and Urban Development

LHOG—Local Housing Organization Grant

LOS—Level of Service (related to amount of traffic and congestion on a roadway, measure from Level A, no congestion and freely moving traffic, to Level F, traffic gridlock).

LWRMP—Land and Water Resource Management Plan (Marathon County)

MFL—Managed Forest Law

MPO—Wausau Area Metropolitan Planning Organization

NCHC—North Central Health Care

NCWRPC—North Central Wisconsin Regional Planning
Commission

NRHP—National Register of Historic Places

NTC—Northcentral Technical College

NWTC—Northeast Wisconsin Technical College

ORW—Outstanding Resource Waters, a designation under the
U.S. Clean Water Act.

PASER—Pavement Surface Evaluation Rating

PMP—Pavement Management Plan

SHPO—State Historic Preservation Office

STF Data—Summary Tape File, referring to data files of the
2000 U.S. Census.

STH—State Trunk Highway

TIP—Transportation Improvement Program (Marathon
County)

USDA—United States Department of Agriculture

UW-MC—University of Wisconsin—Marathon County

WDA—Wisconsin Department of Agriculture

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WHEDA—Wisconsin Housing and Economic Development
Authority

WISLR—Wisconsin Information System for Local Roads

WPS—Wisconsin Public Service Corporation

1. Introduction and Summary

The Town of Norrie's *Conditions and Issues Report* documents the current conditions in the community and identifies primary issues or concerns that the Town may want to address in the future. This report includes information about Norrie in the areas of demographics, natural resources, land use, transportation, utilities, housing, cultural resources, community facilities, parks, economic development, and intergovernmental cooperation. The report provides a foundation for development of the final plan, which will outline policies and actions that the Town can take to address identified issues and guide future growth in Norrie. Some key findings in this report include:

- The Town of Norrie is located at the east end of Marathon County, north of the fast-growing STH 29 corridor. The Town has experienced steady population growth over the last three decades, with an increase of 285 persons, or 42 percent.
- Norrie residents are very concerned about their environmental resources, including the Outstanding Resource Waters (ORW) such as Norrie Brook and Comet Creek, the Plover River and the many lakes and wetlands in the Town. Soil resources and biological resources are also important, and residents want to develop methods to preserve their environment.
- Norrie residents are concerned about managing anticipated new development and trying to preserve the rural character of the Town. They are interested in using tools such as zoning, and examining whether there is a need to change minimum lot size or look at new regulations to manage growth.
- Residents within Norrie use individual on-site waste disposal systems and have private wells. The Town has considered the development of small, focused sewage systems but does not see the need for them in the immediate future.
- Most housing in Norrie is single family and will likely remain that way. There is some interest in looking at ordinances to provide some regulation over mobile homes, and to better manage nuisance issues.
- Marathon County has scheduled the reconstruction of the intersection of CTH Y and STH 29 for completion in 2005. Norrie should work cooperatively with Hatley and the Town of Ringle to plan access to and development of nearby areas within their respective communities. Well-planned and efficient development will be a benefit to all three municipalities.
- Given the construction of the new hospital along STH 29 in Weston, anticipated residential development pressure, and the County Y reconstruction, there may be a need for the Towns and Villages in the Eastern sub-area of the County to undertake a corridor study. The study would help the various communities to develop a common vision for the areas along STH 29 and better plan for land use and access that will be beneficial to all the communities.

2. Demographics

This analysis is intended to describe the existing demographics of the Town of Norrie and identify the major demographic trends impacting Norrie over the next few decades. Both Marathon County and the State of Wisconsin are also listed for comparison.

Population and Households

Historical Trends

As shown in Table 2-1, Norrie has experienced steady growth over the past three decades, growing by 285 persons, or 42 percent. This growth rate exceeds Marathon County's 29 percent increase and the State of Wisconsin's 21 percent growth. The average household size declined over the last decade but remains higher than that of the County or State.

Table 2-1: Demographic Change, 1970-2000

| | 1970 | 1980 | 1990 | 2000 | % Change 1970 to 2000 | % Change 1990 to 2000 |
|-------------------------------|-----------|-----------|-----------|-----------|--------------------------------|--------------------------------|
| Total Population | | | | | | |
| Norrie | 682 | 808 | 874 | 967 | +42% | +11% |
| County | 97,457 | 111,270 | 115,400 | 125,834 | +29% | +9% |
| State | 4,417,821 | 4,705,767 | 4,891,769 | 5,363,675 | +21% | +10% |
| Total Households | | | | | | |
| Norrie | 223 | 260 | 290 | 342 | +53% | +18% |
| County | 29,771 | 37,865 | 41,534 | 47,402 | +59% | +14% |
| State | 1,328,804 | 1,652,261 | 1,822,118 | 2,084,544 | +57% | +14% |
| Average Household Size | | | | | | |
| Norrie | 3.06 | 3.11 | 3.01 | 2.82 | -8% | -7% |
| County | 3.27 | 2.90 | 2.75 | 2.60 | -20% | -5% |
| State | 3.22 | 2.35 | 2.68 | 2.50 | -22% | -7% |

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, May 15, 2003

Table 2-2 describes the percent of population in various age groups. Norrie varied from the State and County in several categories. Norrie had a higher percentage of children aged 5 to 19 than either Marathon County or Wisconsin. Norrie also had a higher percentage of residents aged 35-54. Other age categories were more similar to the County and State percentages.

Table 2-2: Population by Age Group, 2000

| Age Group | Percent of Population | | |
|-------------------|-----------------------|--------|-------|
| | Norrie | County | State |
| Under 5 years | 5.9 | 6.4 | 6.4 |
| 5 to 9 years | 8.2 | 7.5 | 7.1 |
| 10 to 14 years | 8.5 | 8.0 | 7.5 |
| 15 to 19 years | 8.6 | 7.7 | 7.6 |
| 20 to 24 years | 5.3 | 5.4 | 6.7 |
| 25 to 34 years | 11.3 | 13.0 | 13.2 |
| 35 to 44 years | 18.0 | 16.5 | 16.3 |
| 45 to 54 years | 15.7 | 13.9 | 13.7 |
| 55 to 59 years | 3.5 | 4.8 | 4.7 |
| 60 to 64 years | 3.6 | 3.8 | 3.8 |
| 65 to 74 years | 6.7 | 6.4 | 6.6 |
| 75 to 84 years | 4.0 | 4.8 | 4.7 |
| 85 years and over | 0.7 | 1.7 | 1.8 |
| Median Age | 36.4 | 36.3 | 36.0 |

Source: Wisconsin Dept. of Administration, 2000

Population Forecasts

Table 2-3 indicates population projections for Norrie and for Marathon County. These projections were completed by the North Central Wisconsin Regional Planning Commission (NCWRPC) (2003). Projections were based on the population from the 2000 Census, and projected in five-year increments until 2030. The percentage change in population growth from 1980 to 2000 was used as the basis for future growth. Table 2-3 uses the moderate growth rate. Estimates were completed for low growth (-5%), and high growth (+5%) as well. The moderate growth percent change from 2000 to 2030 for Norrie is 13.9%, slightly higher than the projected State change of 13.3%.

Table 2-3: Population Projections – 2000-2030

| | Total Population by Year | | | | | | |
|---------------|--------------------------|---------|---------|---------|---------|---------|---------|
| | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 |
| Norrie | 967 | 990 | 1,012 | 1,034 | 1,057 | 1,079 | 1,102 |
| County | 125,834 | 128,632 | 131,430 | 134,217 | 137,022 | 139,820 | 142,618 |

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 2003

Table 2-3b shows population projections completed by the Wisconsin Department of Administration (WDOA), Demographic Services Center. The WDOA population projections are recognized as Wisconsin's official population projections in accordance with Wisconsin Statute 16.96. These projections are based on the same historical time period as those developed by NCWRPC, however more recent years carry a greater weight in the WDOA's projected populations. Additionally, the WDOA projections are based on the historical population trends of individual communities, whereas the NCWRPC projections are based on trends in the planning sub-areas.

The NCWRPC projections provide a baseline to determine trends in the sub-area. They are useful in identifying future population beyond the borders of individual communities. The WDOA projections are more useful at the local municipality level. The WDOA projections in Table 2.3b show a more rapid rate of growth for Norrie than the NCWRPC projections. The WDOA projects a population of 1,059 by 2010, an increase of 9.5 percent within a decade.

Table 2-3b: Population Projections – 2000-2030

| | Total Population by Year | | | | | | | |
|---------------|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------|
| | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 | % change |
| Norrie | 967 | 1,014 | 1,060 | 1,107 | 1,155 | 1,201 | 1,226 | +27% |
| County | 125,834 | 130,242 | 134,504 | 138,836 | 143,308 | 147,112 | 150,255 | +19% |

Source: Wisconsin Department of Administration

2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates

Household Forecasts

Like the population projections, household projections were also calculated using both NCWRPC and WDOA population data. Table 2-4 indicates projected households for Norrie and for Marathon County. These projections are based on the population projections shown in Table 2-3 divided by the average household size of 2.82 (Table 2-1) in Norrie in 2000. Norrie shows a 14 percent change, or 48 additional households, compared to 13 percent change for Marathon County.

Table 2-4: Household Projections – 2000-2030

| | Total Households by Year | | | | | | | |
|---------------|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------|
| | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 | % change |
| Norrie | 342 | 351 | 358 | 366 | 374 | 383 | 390 | +14% |
| County | 48,585 | 49,665 | 50,745 | 51,821 | 52,904 | 53,985 | 55,065 | +13% |

Source: Derived from data in Marathon County 2030 Population and

Employment Projections Methodology Report, NCWRPC, 6/03

Table 2-4b includes household projections based on population projections completed by the WDOA and assumes an average persons-per-household of 2.82 in Hewitt in 2000. Like the population projections, the WDOA household projections show an increase of about 10 percent by 2010.

Table 2-4b: Household Projections – 2000-2030

| | Total Households by Year | | | | | | | |
|---------------|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------|
| | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 | % change |
| Norrie | 342 | 364 | 391 | 415 | 440 | 462 | 475 | +39% |
| County | 47,702 | 50,109 | 52,902 | 55,589 | 58,181 | 60,283 | 62,035 | +30% |

Source: Wisconsin Department of Administration

2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates

Education and Income Levels

According to 2000 Census data, 78.9 percent of Town of Norrie residents have a high school education or higher. This compares to 83.8 percent for the County, and 85.1 percent for the State. In the Town of Norrie, 15.2 percent of residents have a bachelor's degree or higher. This is lower than the number of persons with a bachelor's degree or higher in the County and State with 18.3 percent and 22.4 percent respectively.

**Table 2-5: Educational Attainment, 2000
(population age 25 and over)**

| Educational Attainment | Norrie | | County | State |
|--|--------|---------|---------|---------|
| | Number | Percent | Percent | Percent |
| Less than 9th Grade | 54 | 9.4 | 8.2 | 5.4 |
| 9th to 12th Grade, No Diploma | 67 | 11.7 | 8.0 | 9.6 |
| High School Graduate | 221 | 38.5 | 38.0 | 34.6 |
| Some College, No Degree | 101 | 17.6 | 18.3 | 20.6 |
| Associates Degree | 44 | 7.7 | 9.2 | 7.5 |
| Bachelor's Degree | 76 | 13.2 | 12.6 | 15.3 |
| Graduate or Professional Degree | 11 | 1.9 | 5.7 | 7.2 |
| Percent high school graduate or higher | | 78.9 | 83.8 | 85.1 |
| Percent bachelor's degree or higher | | 15.2 | 18.3 | 22.4 |

Source: Wisconsin Dept. of Administration, 2000

Median household income for Town of Norrie residents was \$48,472 in 2000. This is higher than Marathon County with a median of \$45,165, and the State overall at \$43,791. Income distribution among all income levels is approximately proportionate to levels observed County- and Statewide.

Table 2-6: Household Income Levels, 2000

| Income Level | Norrie | | County | State |
|--------------------------------|----------|---------|----------|----------|
| | Number | Percent | Percent | Percent |
| Less than \$10,000 | 25 | 7.8 | 5.9 | 7.1 |
| \$10,000 - \$14,999 | 19 | 5.9 | 5.4 | 5.8 |
| \$15,000 - \$24,999 | 26 | 8.1 | 12.3 | 12.7 |
| \$25,000 - \$34,999 | 27 | 8.4 | 13.1 | 13.2 |
| \$35,000 - \$49,999 | 74 | 23.1 | 19.4 | 18.1 |
| \$50,000 - \$74,999 | 92 | 28.8 | 25.2 | 22.7 |
| \$75,000 - \$99,999 | 38 | 11.9 | 10.5 | 10.9 |
| \$100,000 - \$149,000 | 10 | 3.1 | 5.4 | 6.4 |
| \$150,000 - \$199,999 | 5 | 1.6 | 1.3 | 1.5 |
| \$200,000 or More | 4 | 1.3 | 1.6 | 1.5 |
| Total Households | 320 | 100.0 | 100.0 | 100.0 |
| Median Household Income | \$48,472 | | \$45,165 | \$43,791 |

Source: Wisconsin Dept. of Administration, 2000

Employment Characteristics

Table 2-7 illustrates the breakdown, by occupation, of the employed population of Norrie in 2000. The “employed population” is defined as people living in Norrie who are 16 years and older. In 2000, Norrie had an employed population of 480. Most residents were employed in sales and office; management, professional and related; or production,

transportation and material moving occupations. Employment projections are included in the Economic Development section.

Table 2-7: Occupation by Sector, 2000

| Sector | Number | Percent |
|---|------------|------------|
| Management, professional, and related occupations | 120 | 25.0 |
| Service occupations | 51 | 10.6 |
| Sales and office occupations | 112 | 23.3 |
| Farming, fishing, and forestry occupations | 15 | 3.1 |
| Construction, extraction, and maintenance occupations | 60 | 12.5 |
| Production, transportation, and material moving occupations | 122 | 25.4 |
| | | |
| Total Employed* | 480 | 100 |

Source: Wisconsin Department of Administration

**"Total Employed" represents employed civilian population 16 years and over*

Demographic Trends

- Norrie has experienced steady population growth over the past three decades, growing 42 percent while the County and State both grew by over 20 percent.
- Household growth over the past decade was higher than for either the County or the State. The average household size is 2.82, higher than that of the County or State.

Norrie had more persons in the age groups 35-54 and children aged 5-19 than the State and County, but median age is 36.4, almost exactly the same as the County and State.

- 78.9 of Norrie residents have a high school education or higher, compared to 83.8 percent for the County and 85.1 for the State.
- In Norrie, 15.2 percent of residents have a bachelor's degree or higher, lower than the number of persons in the County (18.3 percent) and the State (22.4 percent).
- Median Household Income for Norrie was higher at \$48,472 than either the County or State medians.
- Both population and households in Norrie are expected to grow about 14 percent between 2000 and 2030. (NCWRPC projections).
- In 2000, most residents were employed in sales and office; management, professional and related; or production, transportation and material moving occupations.
- Norrie residents noted that there are many families who have lived in Norrie for a long time and continue to reside there. In addition, new people have been moving in recently, with the completion of STH 29 to four-lane and improved access to Wausau and other job centers.

3. Natural Resources

Because natural resource features do not follow geo-political boundaries, it is important to consider their patterns and inter-relationships on a broader scale. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the County, State or Federal level. Thus, an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resources features grouped below by resource type, including water, soil and biological resources.

Recent Planning Efforts Related to Natural Resources

In the last decade, several plans were prepared by the County specifically to address protection and management of natural resources. These plans may be used to guide local policy and decision making regarding resource management and protection. In addition to the plans listed below, Marathon County and several local communities have adopted park and outdoor recreation plans that discuss natural resource based recreational facilities and protection strategies. These are described in more detail in the Parks section.

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2001, Marathon County adopted a LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary

intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources. Marathon County encompasses portions of 22 watersheds. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. The County’s Department of Conservation, Planning and Zoning (DCPZ) works with the WDNR to implement the program. Program funding is used to hire staff to assist in developing management plans for each watershed and to provide cost sharing to landowners for implementation of “best management practices” (BMPs) to achieve the program objectives.

- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the Marathon County Groundwater Plan in 1988. It is intended to guide local and County officials in setting policy. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.
- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 1996-2005** – This plan includes recommendations to guide management of forest land in Marathon County in accordance with the County Parks, Recreation, and Forestry Department’s mission to manage and protect the County forest on a sustainable basis for

ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources as well as information regarding the roles of the various agencies and regulatory framework related to forest management.

Water Resources

Marathon County contains abundant water resources. Many have remained in a fairly pristine state and others need focused efforts to improve water quality. Outstanding Resource Waters (ORW) and Exceptional Resource Waters (ERW) designations are derived from an amendment to the U.S. Clean Water Act, which directed states to identify waters that were largely unaffected by pollution and should remain that way. States were required to develop “anti-degradation” policies to protect these waters from pollution. As a result, wastewater entering an ORW must be as clean as the water in the “outstanding” water body. The anti-degradation policies only apply to point sources of pollution, such as an industrial discharge pipe. However, Wisconsin has other programs in place to control non-point source pollution, such as animal waste and pesticides in farm runoff, urban runoff, and failing septic systems.

The Wisconsin Natural Resources Board also wanted to extend higher levels of protection to top trout waters. As such, the WDNR established a second category of waterways to be protected under the anti-degradation policy; these are the ERW. Wastewater entering ERW must meet minimum clean water standards, although higher standards are encouraged where feasible.

ORW in Norrie and nearby include:

- Plover River north of CTH N
- Norrie Brook
- Comet Creek

ERW in Norrie include:

- Various tributaries to the Plover River

Water resources that have been significantly degraded are identified as “impaired waters”. Four of the 22 watersheds in Marathon County have been identified as “impaired waters” on the “303 (d) list” of the U.S. Clean Water Act. The list identifies waters that do not meet current water quality standards and merit water quality improvement and protection. There are no impaired waters in Norrie.

Resource management plans for these watersheds are currently being done as part of the Priority Watershed Program, a State-funded, voluntary program administered by the County. The County’s resource management planning efforts are described in more detail in the *Marathon County Land and Water Resource Management Plan (2001)*.

Resources in Norrie

Streams/Rivers – Two main waterways cross Norrie, the Plover River and Norrie Brook. Plover tributaries are designated as ERW. The Plover River is an important resource, and in the Town of Plover to the north of Norrie, the WDNR has purchased large tracts of land along the river to

prevent development. Also, Trout Unlimited has targeted the Plover River for improving trout habitat. Land along the Plover River in Norrie is primarily in private ownership.

Norrie Brook has both ERW and ORW designations. Land along Norrie Brook appears to be in private ownership.

Most of Norrie falls within the watershed of the Middle and South Branches of the Embarrass River. (Figure 3-1 and Figure 3-2).

Lakes – Norrie has a large number of lakes, including Mystery Lake, Bohnes Lake, Mud Lake, BlueGill Lake, Mayflower Lake, Norrie Lake, Go-To-It Lake, and Bass Lake.

Development has occurred on Mayflower, Norrie and Bass Lake; the others appear to be mostly undeveloped. Public access is available to Mud, Mayflower, Bass, and Norrie Lakes, while the others are surrounded by private property.

Floodplains – Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood. Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe.

In Norrie, areas within the 100-year floodplain are located in the central and eastern half of the Town. These areas are consistent with the various wetlands and along Norrie Brook.

Wetlands – Wetlands in Wisconsin were defined by the State Legislature in 1978 as: *"an area where water is at, near, or*

above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions."

Programs in three levels of government - local, State and Federal - regulate activities in wetlands. There are dozens of wetland types in Wisconsin, characterized by vegetation, soil type and degree of saturation or water cover. Some of the more prominent wetland types are:

- ***Aquatic Bed*** wetlands contain plants growing entirely on or in a water body no deeper than 6'. Plants may include pondweed, duckweed, lotus and water-lilies.
- ***Marshes*** are characterized by standing water and dominated by cattails, bulrushes, pickerel-weed, lake sedges and/or giant bur-reed.
- ***Sedge or "Wet" Meadows*** wetlands may have saturated soils, rather than standing water, more often than not. Sedges, grasses and reeds are dominant, but look also for blue flag iris, marsh milkweed, sneeze-weed, mint and several species of goldenrod and aster.
- ***Scrub/Shrub*** wetlands include bogs and alder thickets and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow and dogwood.
- ***Forested*** wetlands include bogs and forested floodplain complexes. They are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash and silver maple.

Wetlands are prominent in Norrie and scattered throughout the Town. Norrie's largest wetlands are categorized as forested and scrub/shrub. A major wetland is found in the central area between Hatley and Norrie Lake, with the Mountain-Bay Trail extending through the center of this area. Another major wetland area of forested and scrub/shrub wetland is between Mud Lake and Mayflower Lake, and extending south to CTH DD. Wetlands are also found along Norrie Brook, in selected areas near the Plover River, and in the southwestern corner of Norrie from west of STH 29 to Bass Lake (Figure 3-3).

Groundwater – Depth to groundwater is shallow over most of Norrie, and available in adequate volumes for farming, irrigation and domestic use. Depth to bedrock is not an issue in Norrie. (Figure 3-4 and Figure 3-5)

Soil Resources

Soil Types— The primary soil association in Norrie is Kennan-Hatley, with major areas of Chetek-Rosholt-Oesterle along the Plover River, in the east central section and in the south central area along STH 29. There are also segments of Cathro-Seelyeville in the two primary wetland areas in the central section of Norrie. (Figure 3-6)

Susceptibility for soil erosion is low, with soil loss of 1.0 – 2.0 tons/acre/year. Erosion of farm fields has not been a problem, since many fields in Norrie tend to be small and often irregularly-shaped due to other land constraints.

Prime Farm Soils – Figure 3-7 illustrates soils that have been identified as prime farm soils according to the Marathon

County Cropland Evaluation System (CES). This system establishes a basis from which one parcel of land can be compared to another. It rates soils on their ability to produce food, feed, forage, and fiber crops. It is based upon the knowledge that soil properties affect yields. The system is non-biased, defensible, and can be consistently applied. Additional information on CES can be obtained from Marathon County DCPZ.

Class 1 and 2 prime farm soils in Norrie are concentrated along the Plover River and around Hatley on the west, and scattered along the CTH D corridor in the east. Other prime soils are found in the vicinity of Norrie Brook.

These class designations refer to the quality of soils for growing crops and are based on United State Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Marathon County for growing all crops. Class 2 soils are also very good agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farm soils” designation simply indicates that these soils are good productive farmland.

Steep Slopes – Figure 3-8 illustrates where steep slopes exist and separates them into two categories. Steep slopes are defined as slopes with gradients over 12 percent. Category D includes areas with slopes between 12 and 20 percent. Category E includes areas where slopes are all greater than 15 percent and are more prominent in Norrie. Most steep slopes are located along the southern one-third of the Town,

with another area of steep slopes in the central section north of CTH DD.

Biological Resources

Vegetation — According to land cover maps, about two-thirds of Norrie is classified as woodland and wetlands, with the remaining one-third as cropland.

Wildlife Resources and Habitat — Wildlife resources include a variety of game and non-game species of birds, mammals, fish, reptiles and amphibians that typically live in Marathon County. Common types of wildlife include deer, bear, badger, wolf, wild turkeys, raccoon, squirrels, songbirds, waterfowl and raptors. Wildlife resources are abundant on private lands throughout the County. Numerous other species of migrating birds use habitat in Marathon County for food, shelter, and resting stops during seasonal migration.

There is a significant amount of wildlife habitat in Marathon County. In addition to County parks and forest units, major wildlife habitat areas include: the George W. Mead Wildlife Area, the McMillan Marsh State Wildlife Management Area, and Rib Mountain State Park.

Threatened and Endangered Species — Both aquatic and terrestrial endangered, threatened, or special concern species are present within Norrie. These include:

Communities:

- **Northern Mesic Forest Community** — This forest complex covered the largest acreage of any Wisconsin

vegetation type prior to European settlement. Sugar maple (*Acer saccharum*) is dominant or co-dominant in most stands, while hemlock (*Tsuga canadensis*) was the second most important species, sometimes occurring in nearly pure stands with white pine (*Pinus strobus*). Beech (*Fagus grandifolia*) can be a co-dominant with sugar maple in the counties near Lake Michigan. Other important tree species were yellow birch (*Betula allegheniensis*), basswood (*Tilia americana*), and white ash (*Fraxinus americana*). The groundlayer varies from sparse and species poor (especially in hemlock stands) with woodferns (especially *Dryopteris intermedia*), bluebead lily (*Clintonia borealis*), clubmosses (*Lycopodium* spp.), and Canada mayflower (*Maianthemum canadense*) prevalent, to lush and species-rich with fine spring ephemeral displays. After old-growth stands were cut, trees such as quaking and bigtoothed aspens (*Populus tremuloides* and *P. grandidentata*), white birch (*Betula papyrifera*), and red maple (*Acer rubrum*) became and still are important in many second-growth Northern Mesic Forests. Several distinct associations within this complex warrant recognition as communities.

- **Soft Seepage Deep Lake Community** — This lake is a deep, soft bottom lake with a cold water seep entering the system. It should support a good fish population.
- **Hard Seepage Shallow Lake Community** — This lake is a shallow, hard rocky bottom lake with a cold water seep entering the system.
- **Soft Seepage Shallow Lake Community** — This lake is a shallow, soft bottom lake with a cold water seep entering

the system. It should support a good fish/minnow population.

- **Northern Wet Forest Community** — These weakly minerotrophic conifer swamps, located in the North, are dominated by black spruce (*Picea mariana*) and tamarack (*Larix laricina*). Jack pine (*Pinus banksiana*) may be a significant canopy component in certain parts of the range of this community complex. Understories are composed mostly of sphagnum (*Sphagnum* spp.) mosses and ericaceous shrubs such as leatherleaf (*Chamaedaphne calyculata*), Labrador-tea (*Ledum groenlandicum*), and small cranberry (*Vaccinium oxycoccus*) and sedges such as (*Carex trisperma* and *C paupercula*).
- **Northern Wet-Mesic Forest Community** — This forested minerotrophic wetland is dominated by white cedar (*Thuja occidentalis*), and occurs on rich, neutral to alkaline substrates. Balsam fir (*Abies balsamea*), black ash (*Fraxinus nigra*), and spruces (*Picea glauca* and *P. mariana*) are among the many potential canopy associates. The understory is rich in sedges (such as *Carex disperma* and *C. trisperma*), orchids (e.g., *Platanthera obtusata* and *Listera cordata*), and wildflowers such as goldthread (*Coptis trifolia*), fringed polygala (*Polygala pauciflora*), and naked miterwort (*Mitella nuda*), and trailing sub-shrubs such as twinflower (*Linnaea borealis*) and creeping snowberry (*Gaultheria hispidula*). A number of rare plants occur more frequently in the cedar swamps than in any other habitat.

- **Open Bog Community** — These non-forested bogs are acidic, low nutrient, northern Wisconsin peatlands dominated by sphagnum (*Sphagnum* spp.) mosses that occur in deep layers, often with pronounced hummocks and hollows. Also present are a few narrow-leaved sedge species such as (*Carex oligosperma* and *C. pauciflora*), cotton-grasses (*Eriophorum* spp.), and ericaceous shrubs, especially bog laurel (*Kalmia polifolia*), leatherleaf (*Chamaedaphne calyculata*), and small cranberry (*Vaccinium oxycoccus*). Plant diversity is very low but includes characteristic and distinctive specialists. Trees are absent or achieve very low cover values as this community is closely related to and intergrades with Muskeg. When this community occurs in southern Wisconsin, it is often referred to as a Bog Relict.

Fauna:

- **Pirate Perch** (*Aphredoderus sayanus*) — The pirate perch has been determined of Special Concern in Marathon County because occurrences are rare or uncommon in the State.

Issues

- **Preservation of Natural Environment** – Norrie residents are very concerned about preservation of natural areas in the face of increased development pressure. They want to identify important natural areas and methods that could be used to preserve areas and protect them from development. There is also interest in restoring native vegetation in areas along rivers and marshes.

- **Preservation of the Plover River** —The Plover River is an important resource that Norrie residents want to preserve. There is concern about encroaching residential development or other development that would affect the natural setting around the river. Residents support private sector efforts such as Trout Unlimited that enhance the Plover, and may consider other types of regulation to preserve the Plover and its environs by limiting development.
- **Pressure on Recreational/Water Areas** — Based on development at Mayflower Lake, and the number of other small lakes in the community, Norrie is concerned about development pressure on the lakes, both from an aesthetic perspective and from an environmental perspective. Because of the level of development, Mayflower Lake is a concern because of susceptibility to pollution as a result of over-development and the high number of individual waste disposal systems in the area. For all lakes, there is concern that bogs and marshland are encroaching on lakes and reducing the water quality. This is difficult to regulate, given that the areas around the majority of lakes in Norrie are private property.

4. Land Use

The Town of Norrie is located on the eastern edge of Marathon County. It is bounded by the Town of Plover on the north, the Village of Hatley and Town of Ringle on the west, the Town of Elderon on the south and Shawano County on the east. The Village of Birnamwood is located just across the border in Shawano County, and a small portion of the Village has expanded into Norrie. STH 29 runs through the southwestern portion of the Town and CTH N is its northern boundary.

Current Pattern of Land Use

The Town of Norrie is located in the eastern section of the County, divided topographically from the rest of Marathon County by a glacial moraine. This area, with its rolling hills, lakes and forests, is marked by the various rivers that divide the land as they flow toward the Wisconsin River.

The predominant land use in Norrie is woodland. Over 300 acres is set aside under the Forest Crop Law (FCL). Additional land is owned by the Wisconsin Department of Natural Resources (WDNR) along the Mountain-Bay Trail (former Chicago Northwestern Railroad [CNW] alignment) in the center of the Town. There are also segments of barren land (marshes, un-used open land in wooded areas, along streams, along roadsides) included within the WDNR lands and a large tract east of Mud Lake.

The largest contiguous sections of cropland are found in the north central portion of the community. Other scattered

locations are located on either side of the Plover River, in scattered segments in the area southwest of STH 29, and in scattered locations east of CTH D. There are approximately 1,400 acres of Farmland Preservation Contracts in Norrie, one of the higher amounts in the eastern Marathon County Towns. The greatest concentrations of the contracts are in the north central crop lands area and in the southwest corner of the Town.

Residential development is scattered throughout the Town, along various County roads. There are numerous residential parcels along CTHs D, N, Y, DD, and along Birnamwood Road. Residential development has been quite strong in the southwest, along Hilltop Road and Bass Lake Road.

In the majority of Norrie, the development pattern has been for residential development on 40-acre parcels or larger. There are smaller parcels, particularly near Hatley, around Norrie Lake and Mayflower Lake. Compared to other Towns closer in to Wausau, however, Norrie has not had the same level of small parcel development.

The Plover River flows through the northwest section of the Town with Norrie Creek along the eastern edge. Norrie also has a larger number of lakes than adjacent Towns, including Mystery Lake, Bohnes Lake, Mud Lake, BlueGill Lake, Mayflower Lake, Norrie Lake, Go-To-It Lake, and Bass Lake. Development has occurred on Mayflower, Norrie, and Bass Lake; the others appear to be mostly undeveloped.

Existing Land Use – For purposes of this report, existing land cover was used as a proxy for existing land use. This was

done to achieve consistency in describing existing land uses in the various municipalities participating in the Marathon County comprehensive planning effort. Table 4-1 describes the various land use cover categories and Figure 4-1 illustrates the existing land cover. The acreage and percent of land shown on Table 4-1 were determined from aerial photos and are not intended to be accurate to the parcel level or correspond directly to acreages calculated from plat maps.

Table 4-1: Land Use Cover Classification, 2000

| Land Cover Category | Description | Acres | % of Total Land Area |
|----------------------------------|---|--------------|-----------------------------|
| Single Family Residential | One family structures, farm residences, mobile homes | 596 | 2.65 |
| Multi-Family Residential | Multiple family structures with three or more households, condos, duplexes, apartments | 3 | 0.01 |
| Commercial Services | Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company | 37 | 0.16 |
| Industrial | Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers | 19 | 0.08 |
| Quarries/Gravel Pits | Mining operations | 98 | 0.44 |
| Cropland | Tilled agriculture, prime farmland | 6,354 | 28.20 |
| Specialty Crops | Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc. | 34 | 0.15 |
| Other Agriculture | Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells | 1,741 | 7.73 |
| Public/Quasi-Public | Schools, churches, cemeteries, town halls, fire departments, National Guard | 8 | 0.04 |
| Recreation | Ball fields, golf courses, playgrounds, parks, trails, camp grounds, shooting ranges | 12 | 0.05 |
| Woodlands | Forested land | 6,905 | 30.65 |
| Water | Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc. (includes wetlands) | 5,813 | 25.80 |
| Transportation | Airports, highways, road right-of-ways, railroads, logging roads | 615 | 2.73 |
| Barren Land | Unused open land in wooded areas, along streams, along roadsides | 295 | 1.31 |
| Total Land Area | | 22,530 | 100% |

Source: Marathon County Land Use Cover Database

Current Land Use Plans and Regulations

Land Use Plan – The Town of Norrie does not currently have a land use plan.

Zoning – The Town does not have any zoning at this time, but anticipates the need to develop zoning in the future. Norrie does enforce a two-acre minimum lot size on new lots. There are some areas with smaller lots that have been grandfathered: there are 50-foot lots on the south side of Mayflower Lake, and 60-foot lots on the east side of Norrie Lake that were part of original Town lots.

Shoreland Zoning – Shoreland, shoreland wetlands, and floodplain regulations are applicable in all geographic areas of the County. Wisconsin law mandates Counties to adopt and administer a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities. This ordinance supersedes any Town ordinance, unless a Town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the land ward side of a floodplain, whichever distance is greater.

Farmland Preservation Program — The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their State income tax by obtaining a zoning certificate, if

the land is exclusive agriculture zoned (8 towns in Marathon County), or sign a contract with the State. The program requires that a landowner be a Wisconsin resident, own a minimum of 35 or more acres of contiguous land, and produce gross farm receipts of \$6,000 or more in the last year, or \$18,000 in the last three years. The income requirement can be satisfied by having 35 acres or more enrolled in the Conservation Reserve Program (CRP). Landowners must also comply with County soil and water conservation standards. Contracts can range from 10 to 25 years, and remain in effect regardless of change in ownership.

Approximately 1,400 acres of land are currently set aside under Farmland Preservation Contracts in Norrie, one of the higher amounts in eastern Marathon County towns. The largest concentration is across the northern tier of Norrie, with a smaller concentration in the southwest. (Figure 4-2)

Forest Crop Law (FCL) and Managed Forest Law (MFL)

With a large amount of forest land in the County, forest tax laws have a major effect on land uses. Because the tax laws require 25- to 50-year contracts, they are a good indicator of the amount of land that is effectively kept from development for the near future.

In the State, over 2.6 million acres are enrolled under the FCL and the MFL. Because high taxes had encouraged the cutting of timber for revenue, the laws were developed to encourage better forest management and provide tax relief to the woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year

contract, and public access for hunting and fishing activities. Current contracts will continue until their expiration dates. This land is typically shown in plat books to identify locations. Land set aside under the FCL in Marathon County is often owned by forest products companies, although many individuals also own large enough parcels to participate.

The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Because of the smaller acreage requirement, many individual landowners take advantage of the MFL. Landowners may close to public access up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes. Current rates through 2007 are \$0.83 per acre for land open to the public and \$1.95 per acre for closed land.

Table 4-2 indicates land in Norrie currently enrolled in the FCL and/or MFL programs. Over 300 acres are set aside under the FCL. Over a section of land (660 acres) is currently closed to the public under the MFL.

Table 4-2: Land in Forest Preservation Programs (in acres), 1998 – 2002

| Year | Forest Crop Law (FCL) | Managed Forest Law (MFL) open | Managed Forest Law (MFL) closed |
|----------|-----------------------|-------------------------------|---------------------------------|
| 1998 | 316.4 | 181.8 | 637.7 |
| 2002 | 316.4 | 181.8 | 660.7 |
| Change | 0 | 0 | +23 |
| % Change | 0 | 0 | +3.6% |

Source: Data compiled by local assessors with Municipal Board of Review

Development Trends

Land Supply – Land potentially available for future development (residential and non-residential) between 2000 and 2030 was estimated by the North Central Wisconsin Regional Planning Commission (NCWRPC) based on the land cover categories shown in Table 4-1. Land categorized as barren, crop land, forest land, other agriculture, and specialty crop was considered “available” for future development. Land categorized as already developed, such as residential or commercial, or areas that cannot easily be developed, such as wetlands or waterways, were considered “unavailable” for future development. In the Town of Norrie, 15,328 acres are identified as available for future development and 7,202 are considered unavailable. It is noted that some of the land classified as “available” may be in public ownership, and is not in actuality available for development. (Table 4-3)

Table 4-3: Public Owned Land (in acres), 1998-2002

| Year | County Owned | State Owned | Federal Owned |
|----------|--------------|-------------|---------------|
| 1998 | 0 | 61.6 | 0 |
| 2002 | 0 | 58.2 | 0 |
| Change | 0 | -3.4 | 0 |
| % Change | 0 | -5.5% | 0 |

Source: Data compiled by local assessors with Municipal Board of Review

Norrie residents have noted the transition from farm land to residential land in the Town. Farm land is increasingly available, depending on price and a farmer's stage in the life cycle. Farmers ready to retire may sell farm land for residential development, since prices are higher for land that can be used for residential purposes. Thus the land supply fluctuates depending on circumstances.

Land Demand – An estimate of land needed for future residential development was based on projected new dwelling units between 2000 and 2030 derived from WDOA household projections and the average density of dwelling units per acre in the community. The average density was calculated using the total acres of residential land on the 2000 land use/cover map divided by the number of households according to the 2000 Census. It was assumed that the density would remain constant between 2000 and 2030. Future acres needed for residential development were then estimated by multiplying the projected number of households in 2030 by the average density. In the Town of Norrie, is estimated that 234 acres of land will be needed to accommodate new residential development through 2030.

Between 1990 and 2002, 138 sanitary permits for residential development were approved in the Town of Norrie. This represents an average of 11.5 new homes constructed each year, a relatively high annual rate of construction in the Eastern sub-area. Norrie anticipates pressure for residential development to accommodate hospital workers from the new facility planned at the intersection of STH 29 and CTH X. Although the new hospital will be approximately 12 miles west, Norrie will be readily accessible on STH 29.

The NCWRPC estimated land needed for non-residential development based on projected changes in local employment and an estimated current average density of 3.32 employees per acre in the Eastern Group planning sub-area. In the Town of Norrie, the NCWRPC estimated that 11 acres will be needed to accommodate new non-residential development through 2030. This small acreage reflects the anticipated decline in employment, due primarily to loss of farm employment. Even though employment is estimated to decline, loss of acreage devoted to farming or other non-residential land uses should not occur. Rather, farm acres may remain constant, while the number of farm employees declines.

Land Values – Since the improvements to STH 29 in the last two years, land prices have increased dramatically. Anecdotal evidence of recent sales indicated that a two-acre site with woodland sold for \$18,000; 40-80 acre plots are sold for \$2,000 to \$2,500 an acre.

Table 4-4 shows the change in per acre assessed land values in Norrie between 1998 and 2002. It also indicates percent

Table 4-4: Per Acre Assessed Land Values (in dollars), 1998 – 2002

| Year | Residential | | Commercial | | Manufacturing | | Agriculture | | Swamp & Waste Land | | Forest | |
|----------------------------------|-------------|-----------|------------|-----------|---------------|-----------|-------------|-----------|--------------------|-----------|--------|-----------|
| | Acres | Land Only | Acres | Land Only | Acres | Land Only | Acres | Land Only | Acres | Land Only | Acres | Land Only |
| 1998 | 522 | \$3,210 | 22 | \$5,355 | 0 | \$0 | 9,865 | \$318 | 2,191 | \$151 | 7,948 | \$480 |
| 2002 | 640 | \$2,894 | 25 | \$5,436 | 0 | \$0 | 9,598 | \$192 | 2,257 | \$159 | 8,076 | \$480 |
| Chg. | +118 | \$-316 | +3 | \$81 | 0 | \$0 | -267 | \$-126 | +66 | \$8 | +128 | \$0 |
| Percent Change Comparison | | | | | | | | | | | | |
| | Acres | Land (\$) | Acres | Land (\$) | Acres | Land (\$) | Acres | Land (\$) | Acres | Land (\$) | Acres | Land (\$) |
| Town | +22.6 | -9.8 | +13.6 | +1.5 | 0 | 0 | -2.7 | -39.6 | +3.0 | +5.3 | +1.6 | 0 |
| County | +21.2 | +5.6 | +38.4 | -4.0 | -0.5 | +34.4 | -11.2 | -47.6 | +74.8 | +137.0 | +1.0 | +91.8 |

Source: Data compiled by local assessors with Municipal Board of Review

changes in acreage and land value for the Town compared to Marathon County. The major changes in Norrie are a decrease of 267 acres of agricultural land. Some of this change may be due to additional land assessed as swamp and waste land (+66 acres) or forest land (+128 acres). There was an increase of 118 acres assessed as residential land. Per acre assessed values increased for commercial, swamp land and forest lands, but declined for residential and agricultural land. In Marathon County, land classified as Swamp and Waste Land had the highest percent increase in acreage of all categories (74.8 percent) and the highest percent increase in value per acre (137 percent).

Major Opportunities and Constraints

- **Developable Land** – Norrie does not have high bedrock levels preventing development of wells or difficult soils that can make residential development prohibitive. However, it does have numerous wetlands and bogs that can prohibit development. The number of lakes in Norrie presents the potential for picturesque development sites, should the land be available.
- **Access** — Norrie has excellent access because of STH 29. CTHs N, Y, and D provide connections in all directions through the Town.
- **Mountain-Bay State Trail** – The Mountain-Bay State Trail runs through Norrie, offering opportunities to provide services or amenities for Trail users, or to enhance adjacent land uses.
- **County Y Reconstruction** – Marathon County has scheduled the reconstruction of the intersection of CTH Y and STH 29 for completion in 2005. An alternative has been selected that will bridge STH 29 approximately 400 feet west of the existing intersection. The Town can work cooperatively with Hatley to plan growth in nearby areas to encourage high quality development that will enhance both Hatley and Norrie.

Issues

- **Farmland Preservation** – Norrie is interested in preserving remaining farmland by identifying and supporting options to traditional agriculture. Since there are approximately 15 dairy farms left in the Town, residents support use of land for other options such as specialty crops, cash crops, truck farming or farmer's market-type agriculture.
- **Parcel Size and Development Patterns** – Concerns have been raised about the amount of development in Norrie and whether 2-acre minimum lot sizes are appropriate. Norrie is also interested in other development patterns and their appropriateness, such as cluster development, subdivision for large parcels, or differing lot sizes and tools for different areas in the Town.
- **Mobile Home Ordinance** – Norrie residents are interested in examples of mobile home ordinances and whether it would be appropriate to adopt such an ordinance.

- **Zoning Ordinance** – Residents have considered whether a zoning ordinance is needed to address increasingly complex development issues while preserving the natural environment.
- **Pressure on Recreational/Water Areas**—Based on development at Mayflower Lake, and the number of other small lakes in the community, Norrie is concerned about development pressure on the lakes, both from an aesthetic perspective and from an environmental perspective.
- **Road Crossings of the Mountain-Bay Trail** – The State of Wisconsin has sought to limit additional road crossings of the Trail. As a result, some landowners with larger developable parcels that require new streets may not have adequate access and may find their parcels landlocked if they need access across the Trail.
- **Potential Loss of Tax Base due to Annexation** – Some residential areas on Norrie’s fringe may opt to join adjacent cities and villages. Residents adjacent to Hatley, and development around the proposed new interchange at STH 29 and CTH Y, may choose to take advantage of Hatley’s water and sewer services and be annexed to that community. Some residents along Birnamwood Road may choose annexation by Birnamwood. Annexation to neighboring jurisdictions would result in a loss of tax base to Norrie.

5. Transportation

Background

The transportation system in Norrie appears to meet resident needs and functions quite well. In a 2002 survey, about 10 percent of residents commented that roads needed improvements. A few residents commented on conflicts between farm and non-farm uses.

Existing Transportation Planning Efforts

Recent Transportation Plans

Transportation planning in Marathon County is coordinated between Marathon County Department of Conservation, Planning and Zoning (DCPZ) staff and the Wausau Area Metropolitan Planning Organization (MPO), the body designated by the Federal Department of Transportation to be responsible for transportation planning in the metropolitan area. Marathon County provides staff for the MPO. The County also does transportation planning for areas outside the Wausau metropolitan area.

County transportation planning efforts are presented in various plans and studies. Findings and recommendations in these plans should be integrated into local community planning efforts when relevant and appropriate. Recent transportation plans prepared by Marathon County include:

- ***Transportation Improvement Program (TIP)*** – The TIP includes all programmed transportation projects receiving Federal and/or State funds. The TIP was adopted in October 2001 and is updated every two years.
- ***State Trunk Highway 29 Corridor Land Use Review (1997)*** – This plan was prepared by a multi-departmental team working with communities along the STH 29 corridor in the western part of Marathon County. The primary goal was to identify recommendations to allow local communities to protect STH 29 from impacts related to unplanned growth.
- ***Marathon County Functional / Jurisdictional Highway Classification Study (1998)*** – This plan identifies and groups classes of roadways that provide similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway's function would carry out the operation, maintenance, and improvement of the classified roadways.

Road Network

Functional Classification of Roads/Jurisdiction

(WDOT Facilities Development Manual)

A functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted

travel), whereas at the lower limits are those local roads and streets that emphasize access.

The functional classifications are generally defined as:

Principal Arterials serve corridor movements having trip length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas greater than 5,000 population or connect major centers of activity, the highest traffic volumes and the longest trip desires.

Minor Arterials, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intra-community continuity and service for trips of moderate length, with more emphasis on land access than principal arterials.

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from arterials through the area to local streets. The collectors also collect traffic from local streets and channel it onto the arterial system.

Local Streets comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to higher order systems. Local streets offer the lowest level of mobility, and through-traffic movement on this system is usually discouraged.

Jurisdiction - Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdictional

responsibility refers to ownership of a particular road, while functional classification, as described above, identifies the road by the Level of Service (LOS) it provides.

Jurisdiction refers to governmental ownership, not necessarily responsibility. For example, some State-owned roads are maintained by local jurisdictions. Additionally, the designation of a public road as a “Federal-aid highway” does not alter its ownership or jurisdiction as a State or local road, only that its service value and importance have made that road eligible for Federal-aid construction and rehabilitation funds.¹

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about 5 percent, primarily in national parks, forests, and Indian reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on State and Federal highways within their jurisdictional boundaries. In return, the State generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of the State Department of Transportation. Roadway jurisdictions (i.e. U.S., State, and County highways) are indicated in Figure 5-1.

¹ U.S. Department of Transportation, Federal Highway Administration Conditions and Performance Report.

Major Road Facilities

The following is a brief description of the major road facilities located in Norrie. Functional classification, jurisdiction, and Annual Average Daily Traffic (AADT) are summarized for all major roads.

- **STH 29** is an east-west, four-lane divided principal arterial. STH 29 runs through the southwest corner of the Town providing access to the Wausau metropolitan area to the west and Green Bay to the east. East of Hatley, STH 29 had an AADT volume of 7,300 in 1998 and 9,100 in 2001. South of CTH D (in the Town of Elderon), STH 29 had an AADT volume of 8,300 in 1998 and 10,200 in 2001.
- **CTH Y** is designated a major collector on the west side of Norrie, providing a connection to Hatley and STH 29 to the south. Between Pine Road and CTH DD, CTH Y had an AADT volume of 720 in 1998 and 1,300 in 2001.
- **CTH N** is the northern border of Norrie and an east-west major collector connecting to the Village of Birnamwood to the east and to Wausau to the west. CTH N had a 1998 AADT volume of 1,300 west of the intersection with CTH Y; a 2001 traffic count was not available at this location. Between the CTH D south and north intersections, CTH N had an AADT volume of 1,400 in 1998 and 1,200 in 2001.
- **CTH D** is a north-south minor collector on the east side of Norrie, providing a connection to Birnamwood to the north and STH 29 to the south. CTH D had a 2001 AADT volume of 270 south of CTH N and 420 north of CTH OO.

- **CTH DD** is an east-west minor collector that provides a connection between CTH Y and CTH D. West of CTH D, CTH DD had an AADT volume of 320 in 1998 and 350 in 2001.
- **CTH OO** is designated as a minor collector along the east-west segment between CTH D and the boundary with Shawano County.
- **Hilltop Road** between STH 29 and CTH J is designated as a minor collector and had an AADT volume of 470 in 1998 and 460 in 2001.

Road Maintenance

Norrie's road system is considered to be in very good condition. Most roads (i.e. 90 percent) are paved. For gravel roads that remain, there are rarely complaints about dust, etc. Some complaints relate to manure on roads and slow farm equipment using roads. All roads are surveyed annually by a committee of the Town Board. The Town provides snowplowing service.

There are some safety concerns, mostly related to speeding. There have been problems with drivers trying to speed around the corner on CTH D at Clover Lane. Traffic is heaviest on Birnamwood Road, CTH Y and CTH D within Norrie. CTH N on the north boundary has heavy commuter traffic daily.

Pavement Surface Evaluation Rating (PASER) – The Wisconsin Department of Transportation (WDOT) requires all incorporated communities to prepare a Pavement Management

Plan (PMP) using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin's local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities. PASER rates road surfaces on a scale of 1 to 10. This scale is broken down as follows:

- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community's PMP.

Figures 5-2 and 5-3 and Table 5-1 illustrate the WISLR road assessment done in 2004 by surface type and condition rating. As shown, the majority of roads in the Town of Norrie are paved with asphalt. Roads exhibiting a surface condition rating at or below “Fair” should be examined to determine what type

of reconstruction or strengthening is necessary. Roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to maintain safe travel conditions. Those roads without data should be examined to ensure safe travel conditions exist along these routes. About 50% of the roads in the Town of Norrie are rated in “Good” or better condition and will require only preventative maintenance. However, roughly 28 miles of roadways will require some sort of reconstruction.

Table 5-1: Summary of Pavement Conditions

| Surface Type Code (miles) | | | | | | |
|----------------------------|----------------------------|-----------------------------|---------------------|------------------------------|-------------------------------------|-------------------------------------|
| Unimproved Road | Graded Earth Road | Gravel Road | Wearing Surface | Cold Mix Asphalt on Concrete | Cold Mix Resurfacing with < 7" Base | Cold Mix Resurfacing with > 7" Base |
| 0.21 | 0.21 | 11.38 | | | | |
| | | | | | | |
| Cold Mix Asphalt Base < 7" | Cold Mix Asphalt Base > 7" | Hot Mix Asphalt on Concrete | Hot Mix Resurfacing | Hot Mix Asphalt Pavement | Concrete Pavement | Brick or Block Pavement |
| 17.81 | 28.11 | | | | | |

| Surface Condition Rating - WISLR Data | | | | | | |
|---------------------------------------|--------|-------|-------|------|-----------|-----------|
| No Data | Failed | Poor | Fair | Good | Very Good | Excellent |
| 0.75 | 2.64 | 12.07 | 13.55 | 16.5 | 8.67 | 2.51 |

Source: WDOT (WISLR), 8/10/04

Land Use and Transportation

Access Management – Wisconsin was one of the first states to recognize the relationship between highway operations and the use of abutting lands. Under Chapter 233, the WDOT was

given the authority to establish rules to review subdivision plats abutting or adjoining State trunk highways or connecting highways. Regulations enacted by WDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land.

STH 29 Access – The Town anticipates pressure for additional access points along the STH 29 corridor. WDOT will be responsible for those decisions. It is likely that frontage roads will be developed along STH 29 if there is adequate pressure for development in the future.

Driveway Access – Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered County road. The *County Trunk Highway Access-Driveway Policy* addresses the requirements regarding culverts, access width, slope, visibility and spacing. The policy is available through the Marathon County Highway Department.

In Norrie, driveway permits along County roads (CTH Y, CTH N, CTH DD, CTH OO) must be acquired from Marathon County. The Town has no control over County road access. The Town issues permits for driveways along Town roads only.

Traffic Generators – There are no major traffic generators in Norrie. There are several County roads that attract a lot of through traffic however, such as CTH Y, CTH N and CTH D.

Trip Patterns – Norrie is increasingly a bedroom community for Wausau, Mosinee, and Shawno, since close proximity makes the area desirable for development. This has been particularly noticeable since STH 29 was improved in the last decade. Demand is mostly for residential development, although new commercial development is eventually expected to occur adjacent to STH 29 in the Hatley area.

Other Transportation Modes

Pedestrian – There are no public sidewalks in Norrie.

Bicycle – The *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin*, 1996 identified **recommended** bicycle routes in Marathon County. These recommended routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as **designated** bicycle routes. The only suggested route in Norrie is CTH Y. (Figure 5-2)

The Mountain-Bay Trail runs through Norrie along an abandoned railroad corridor. The trail is about 5-10 years old and owned/maintained by WDOT. The trail is generally considered an asset to the community and connections to the trail have been suggested. There is also interest in providing some minimum services for trail users such as a parking lot, a stop at Norrie or a store or other commercial stop.

Transit – Elderly, needy, and disabled transit service is provided throughout the County through North Central Health Care (NCHC). The services include semi-fixed routes that are scheduled, and demand services available with a 48-hour

notice. Information and services are available by calling 848-4555.

Rail – There is no rail service in Norrie.

Airport -- The Central Wisconsin Airport (CWA) is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The CWA is located east of Mosinee and accessible via I-39. The terminal has been modernized and highway access reconstructed to be more convenient. Since 1982 more than \$24,000,000 has been spent to keep the airport ready to serve the needs of the region. Service is provided through Mesaba/Northwest, United/United Feeder Service and Skyway/Midwest Express, offering 24 flights per day that connect through Minneapolis, Chicago, Detroit and Milwaukee. There are also nine air freight and express flights daily.

Issues

- **Rural-Urban Conflict** – As Norrie becomes less agricultural and more ex-urban, there have been some conflicts over road use and maintenance between rural users and other traffic.
- **Funding** – Future road maintenance and improvement costs and funding options may be limited, depending on State aid availability.
- **Traffic Impacts** – Norrie may need to study traffic impacts on heavily used roads, such as CTH Y and the

CTH D connection to STH 29. As more residents are using these County roads for commuter traffic, the roads may need to be looked at for safety, including geometry, speed limits, driveway access and other factors.

- **County Y Reconstruction** – Marathon County has scheduled the reconstruction of the intersection of CTH Y and STH 29 for completion in 2005. Norrie should work with Hatley and the Town of Ringle to plan future development of nearby areas within their respective communities and ensure that their current access will fit with new traffic patterns.
- **STH 29 Corridor Study**— Given the construction of the new hospital, the anticipated residential development pressure, and the CTH Y reconstruction, there may be a need for the Towns and Villages in the Eastern sub-area of the County to undertake a corridor study. The study would help the various communities to elaborate on a common vision for the areas along STH 29 and better plan for land use and access that will be beneficial to all the communities.

6. Utilities

This section describes the existing conditions and issues relative to utilities available to the Town of Norrie, including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

Private Utilities

Most unincorporated areas of Marathon County use private on-site waste disposal systems for sewage disposal and obtain potable water from private wells. The Town of Norrie does not provide public sewer or water service. All development relies on private wells and waste disposal systems. The Town does not have zoning, but does require a minimum lot size of 2 acres.

On-Site Waste Disposal Systems

Chapter 15 of the *General Code of Ordinances for Marathon County* requires private sewage systems on all premises intended for human habitation or occupancy that are not served by public sewer. The County Code incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems, including:

- **Comm 83** – This refers to Chapter 83 in the Wisconsin Administrative Code under the Department of Commerce. It sets standards for regulation of private sewage systems.

This code was updated in 2000 and now allows the use of new concepts and technologies through a system of individual component approval. Standards for effluent are based on a drinking water standard, although nitrates are generally exempted.

Types of Systems – Under the revised Comm 83 standards, property owners have a wider array of system options than previously available. Septic tanks can be steel, concrete, fiberglass or plastic, but they all must now be equipped with a filter to prevent the movement of solids out into the soil absorption component. In addition, rock in drainfields may now be substituted with specifically engineered foam peanuts bound in mesh or plastic chambers.

On-site waste disposal systems generally fall into four categories:

- **Conventional Systems** – These systems include an absorption field that is buried under the natural ground level. These systems cannot be built in areas where soils do not allow percolation due to high clay content or bedrock where groundwater is too near the surface, or where soils percolate too rapidly and thus pose problems for groundwater contamination.
- **Mound Systems** – These systems include an absorption field that is constructed above ground, creating a “mound.” This type of system is generally used where clay soils, groundwater, rapid permeability or bedrock prevent construction of conventional systems.

- **Mechanical Treatment Components** – These components generally replace or augment the septic tank component and may include aerobic treatment tanks and/or self-contained artificial media or sand filters to clean the effluent prior to its discharge into the soil absorption component.
- **Holding Tanks** — Holding tanks are considered the system of last resort and are only allowed if other types of septic systems cannot be used. Temporary holding tanks (e.g., less than 2 years) are sometimes allowed in areas where public sewer is approved for installation in the near future.

Permit Requirements – The Marathon County Department of Conservation, Planning and Zoning (DCPZ) reviews and issues permits for on-site waste disposal systems. Soil and site evaluations are required to determine if the proposed system is suitable for the specific property and location before a permit will be issued. If deemed necessary, floodplain and/or wetland delineation may also be required prior to permit issuance. In addition, a maintenance agreement must be submitted prior to permit issuance. All septic tanks installed on or after July 1, 1980, are required to be pumped at least once every three years.

All development in Norrie uses on-site waste disposal systems. Soils in the area have good drainage and do not present problems for septic system installation or use. Depth to bedrock is not an issue in Norrie. (Figure 6-1 and Figure 6-2)

There has been some discussion in Norrie about establishing a sewer district that would provide sewer service in a relatively small, defined area with adequate density. Creation of a sewer district requires approval of the Wisconsin Department of Natural Resources (WDNR). There are no plans to establish a sewer district at this time, but may be an option in the future.

Water Wells – All development in Norrie receives water from private wells. Water availability is good. There are some minor concerns about water contamination resulting in part from farm operations as well as septic system failures and residential use of fertilizer. However, there are County, State and Federal regulations governing farm run-off issues.

Surface Water Management

In 2001, Marathon County adopted a Land and Water Resource Management Plan (LWRMP) in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources.

The County is particularly concerned about nonpoint sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Nonpoint pollution is best addressed by watershed. Marathon County encompasses portions of 22 watersheds as shown on Figure 6-3. The WDNR has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-

funded Priority Watershed Program. Preparation of resource management plans for the following watersheds is currently underway:

- Springbrook in the Town of Harrison;
- Upper Yellow River in the Town of Spencer;
- Upper Big Eau Pleine in western Marathon County;
- Lower Big Eau Pleine in the south-central part of the County;
- Lower Big Rib River.

There are currently no impaired watersheds identified for special planning and funding in Norrie. There are no local erosion controls. The County or WDNR handles any permits required.

Electrical and Gas Utilities

The Town of Norrie receives electric power from Wisconsin Public Service Corporation (WPS) and Alliant Energy. Gas is provided through individual propane tanks.

Telecommunication Facilities and Services

- Television/Cable providers—No cable access
- Telephone—Verizon, Wittenberg Telephone Exchange
- Cell towers—There are three cell towers in Norrie.

Solid Waste Management

The Town of Norrie contracts with a private company for waste management. Municipal, commercial and industrial waste is accepted at the Marathon County Landfill in Ringle. User fees collected at the landfill defray the cost of landfill operations.

The Marathon County Solid Waste Management Department is in charge of waste management for non-hazardous solid waste. It consists of the 575-acre landfill, recycling programs, composting, and waste-to-energy. The Department opened a Household Hazardous Waste Collection Facility in May 1997, where County residents can drop off hazardous waste free of charge.

Recycling

Recycling pick-up in Norrie is provided by a private contractor on a weekly basis.

Issues

- **Private Waste Disposal Systems** — Private waste disposal systems will become a concern for contamination of soil and groundwater as older systems fail. Other systems now in use are holding tank and mound systems. Private waste disposal systems are regulated by the County.
- **Sewer Districts** — There has been some discussion in Norrie about establishing a sewer district that would

provide sewer service in a relatively small, defined area with adequate density. Creation of a sewer district requires approval of the WDNR. There are no plans to establish a sewer district at this time, but it may be an option in the future.

7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section is an inventory and analysis of housing conditions in the Town of Norrie. Housing in Norrie is predominantly single family, with 90% owner-occupied. Almost 30% of housing units were constructed over the last decade, a higher percentage than most communities. Median housing values are similar to those for Marathon County as a whole.

Data contained in this section reflect two methodologies of data collection employed by the U.S. Census. The source of data collected for the first table is from 2000 Census, Summary Tape File (STF)-1 Data, which was collected through a household-by-household census and represents responses from every household within the country. To get more detailed information, the U.S. Census also randomly distributes a long-form questionnaire to 1 in 6 households throughout the nation. Tables utilizing this sample data are identified in the footnote below each table and are labeled “STF-3 Data.” It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

Housing Inventory

Housing Type and Tenure

As shown in Table 7-1, the 2000 Census shows the Town of Norrie has 342 occupied housing units. 307 (or 90%) of these

units are owner-occupied. The Town has an average household size of 2.82 persons. 17% of all households are classified as being “1 person households.” Approximately 21% of Town households have a householder 65 years or older.

Table 7-1: Number of Housing Units by Type and Tenure

| Area | Norrie | Marathon County | Wisconsin |
|--------------------------------------|--------|-----------------|-----------|
| Total Occupied Housing Units | 342 | 47,702 | 2,084,544 |
| Owner Occupied Units | 307 | 36,091 | 1,426,361 |
| Renter Occupied Units | 35 | 11,611 | 658,183 |
| Average Household Size | 2.82 | 2.6 | 2.50 |
| % Owner Occupied | 89.8 | 75.7 | 68.4 |
| % 1 Person Households | 16.7 | 23.6 | 26.8 |
| % With Householder 65 years or older | 20.8 | 21.7 | 21.5 |

Source: U.S. Census, 2000 STF-1 Data

Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units have increased by 15 while the number of occupied housing units rose by 31. Vacancy fell from 18% to 13%. The number of owner-occupied housing units increased by 42 or 17%. The census reports increases in the number of single-family, duplex and multi-family units.

Table 7-2: Changes in Housing Stock

| | 1990 | 2000 | # Change | % Change |
|--|------|------|----------|----------|
| Total Housing Units | 356 | 371 | 15 | 4% |
| Occupied Housing Units (Households) | 293 | 324 | 31 | 11% |
| Vacancy % | 18% | 13% | -- | -- |
| Owner Occupied Housing Units | 249 | 291 | 42 | 17% |
| Renter Occupied Housing Units | 44 | 33 | -11 | -25% |
| Owner Occupied Housing Units as percent of Total | 85% | 90% | -- | -- |
| Number of Homes for Seasonal/Rec Use | 47 | 29 | -18 | -38% |
| Number of Single Family Homes | 300 | 334 | 34 | 11% |
| *Detached | 294 | 325 | 31 | 11% |
| **Attached | 6 | 9 | 3 | 50% |
| Number of Duplexes | 1 | 6 | 5 | 500% |
| Multi Family Units 3-9 units | 6 | 10 | 4 | 67% |
| Multi Family Units 10+ | 0 | 0 | 0 | -- |

Source: U.S. Census, 1990, 2000 STF-3 Data

* This is a 1-unit structure detached from any other house

**In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

Housing Age

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the dwelling often reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and housing sizes have increased. For example, average houses constructed in the 1980s and 1990s are

typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Marathon County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 7-3: Age of Community Housing Stock

| Total Units | Year Built | | | | | | | | |
|-------------|--------------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|-----------------|
| | 1999 to March 2000 | 1995 to 1998 | 1990 to 1994 | 1980 to 1989 | 1970 to 1979 | 1960 to 1969 | 1950 to 1959 | 1940 to 1949 | 1939 or earlier |
| 371 | 17 | 61 | 28 | 58 | 46 | 26 | 15 | 25 | 95 |
| 100% | 5% | 16% | 8% | 16% | 12% | 7% | 4% | 7% | 26% |

Source: U.S. Census, 2000 STF-3 Data

Table 7-3 shows housing age for the community. In the Town of Norrie, data show that housing growth has been fairly steady over the past several decades. Recent housing growth from the 1990s makes up approximately 29% of the total housing stock. That is higher than overall percentages for the County. The Census reports that houses built in the 1990s make up only 13% of the County's overall housing stock.

Physical Housing Stock

Table 7-4 looks at several select measures of physical condition and compares them to figures for Marathon County and Wisconsin. The median house size in the Town of Norrie is similar in size compared to the overall figures for the County and State, as measured by number of rooms. Nearly 93% of the community's housing stock is classified as single family.

That is significantly higher than overall figures for the County or State. At the time of the 2000 census, no houses in Norrie were within structures with more than 10 units. Census data indicate that the Town has a small percentage of houses lacking complete kitchen and plumbing facilities.

Table 7-4: Physical Housing Stock

| Community | Median Rooms | Characteristic (%) | | | |
|------------------------|--------------|------------------------------|------------------------------------|--------------------------------------|-------------------------------------|
| | | 1 unit, detached or attached | In buildings with 10 or more units | Lacking complete plumbing facilities | Lacking complete kitchen facilities |
| Norrie | 5.9 | 92.72% | 0.00% | 3.77% | 3.77% |
| Marathon County | 5.8 | 76.10% | 4.50% | 0.90% | 0.90% |
| Wisconsin | 5.4 | 69.30% | 9.40% | 1.40% | 1.50% |

Source: U.S. Census, 2000 STF-3 Data

Housing Values

Median Value

Table 7-5 shows housing value statistics for the community, County and State. Specifically, the column to the right shows the median (or middle value) of select owner-occupied houses for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers houses without a business or medical office on the property. Census data indicates that the Town of Norrie has a median housing value slightly below that of the County.

Table 7-5: Median Housing Value

| | Median Value (dollars) |
|------------------------|------------------------|
| Norrie | \$95,700 |
| Marathon County | \$95,800 |
| Wisconsin | \$112,200 |

Source: U.S. Census, 2000 STF-3 Data

Range of Values

Table 7-6 shows the range of housing values that exist in the community. Compared to overall percentages for Marathon County, the Town of Norrie has a similar range of housing values for all categories except housing valued at less than \$49,999.

Table 7-6: Range of Housing Values

| Number of Houses per Housing Value Category | Norrie | Marathon County |
|---|--------|-----------------|
| < \$49,999 | 19 | 1,459 |
| % | 12% | 5% |
| \$50,000 to \$99,999 | 74 | 13,405 |
| % | 46% | 49% |
| \$100,000 to \$149,999 | 46 | 8,220 |
| % | 29% | 30% |
| \$150,000 to \$199,999 | 12 | 2,368 |
| % | 8% | 9% |
| \$200,000 or more | 9 | 1,714 |
| % | 6% | 6% |

Source: U.S. Census, 2000 STF-3 Data

Housing Affordability

Several factors impact the varied levels of housing affordability in Marathon County. These factors include rent and mortgage payments, maintenance expenses, lot size, and required or

desired amenities for the dwelling. Household size and income are also key factors contributing to what housing options are available and accessible to residents.

Statistically speaking, those spending in excess of 35% of their total household income on housing costs may be facing affordability difficulties. The U.S. Department of Housing and Urban Development (HUD) recommends that rental-housing costs not exceed 30% of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29% of the monthly household income. The percentage of households in the Town of Norrie that pay more than 35% of their income on housing costs is less than that of the County and State among owner-occupied households.

Table 7-7: Housing Affordability

| | Owner Occupied | | | Renter Occupied | | |
|------------------------|--|-------------|----------------|---|-------------------|----------------|
| | Median selected monthly owner costs ¹ | | | Median selected monthly renter costs ¹ | | |
| | With Mortgage | No Mortgage | % ² | Median Contract rent | Median Gross rent | % ² |
| Norrie | \$876 | \$233 | 5% | \$400 | \$475 | 21% |
| Marathon County | \$916 | \$295 | 10% | \$423 | \$484 | 20% |
| Wisconsin | \$1,024 | \$333 | 9% | \$473 | \$540 | 25% |

¹In dollars

²Percent paying over 35% of household income on housing

Source: U.S. Census, 2000 STF-3 Data

Additionally, Table 7-7 shows that select Town median owner-occupied costs, both with and without a mortgage, are less than median figures for Marathon County. Median renter costs are also less than those for the City and County. Technical documentation from the Census states that contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by or for the renter. (*U.S. Census STF 3 Technical Documentation Guide*).

Special Housing

In Marathon County, housing for seniors and populations with special needs is primarily provided in the urbanized areas in and around Wausau. The Marathon County Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services, and the Marathon County United Way all maintain a list of these housing options throughout the County. As the number of elderly persons increases in the coming years, there will most likely be a greater need for these types of housing options. This trend will be seen throughout Marathon County, the State of Wisconsin, and the U.S.

Senior Housing

The Eastern area of Marathon County is served by the senior housing Home Sweet Home in the Village of Hatley, as well as four additional facilities in the Village of Birnamwood. This

area is also served by facilities and nursing homes in the City of Antigo, Wausau and nearby Wittenberg. This region, along with the rest of Marathon County, will most likely need additional senior housing in the coming years, as the senior population continues to increase.

Assistance Programs

There are a variety of State and Federal housing programs geared at addressing housing issues. Grants and low interest loans are available for counties, communities, or individual homeowners. The following housing resources are available to participants as specified by program.

- **Community Development Block Grant (CDBG)-Small Cities Housing**
- **Home Investment Partnerships Program (HOME)**
 - Rental Rehabilitation Program
 - Home Owner and Accessibility Rehabilitation Program
 - Home Ownership Program
 - Wisconsin Fresh Start Initiative provides at-risk young people with education, skills, and career direction leading to economic self-sufficiency.
- **Homeless Programs (Wisconsin Department of Administration [WDOA])**
 - HUD Emergency Shelter Grants
 - State Shelter Subsidy Grants
 - Transitional Housing

- **Local Housing Organization Grant (LHOG)**

State grants are available to enable community-based organizations, tribes and housing authorities to increase their capacity to provide affordable housing opportunities and services.
- **HOME Loans and Home Improvement Loans (Wisconsin Housing and Economic Development Authority [WHEDA])**
- **Housing-Related Consumer Protection Services (Wisconsin Department of Agriculture [WDA])**

The Trade and Consumer Protection Division is responsible for the investigation of unfair and deceptive business practices and handles individual consumer complaints involving landlord/tenant complaints, and home improvement transactions.

Issues

- **Nuisance Ordinance** — There have been issues raised regarding dilapidated buildings and refuse (junk) being left around. Norrie may want to consider an ordinance to address nuisance issues.
- **Mobile Home Ordinance** — Norrie residents are interested in examining mobile home ordinances and may consider adopting an ordinance for health and safety purposes.

- **Anticipated Residential Development** — Close proximity to Wausau makes Norrie desirable for new residential development.
- **Zoning** — The Town does not have zoning but currently has a 2-acre minimum lot size.

8. Cultural Resources

Cultural resources is a broad term that can encompass many aspects of our heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to American Indians or other cultural groups. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings, sites and landscapes that help communities retain their sense of identity in an increasingly homogenized society.

Brief History of the Town of Norrie

The Town of Norrie began to grow after the Milwaukee, Lake Shore & Western Railroad (later Chicago & Northwestern [CNW]) was built through the Town on its way to Wausau in 1880. Sawmills were constructed and logging was carried out for the next two decades in the area. As logging declined, farmers moved in, principally German, Scandinavian and Polish immigrants. Norrie's many small lakes also attracted wealthy Wausau families, who built homes on the lakeshores. A hotel in Norrie also served a resort trade.

Properties Listed on the National Register of Historic Places (NRHP)

There are no properties in Norrie listed on the NRHP. The Town does not have a local historic preservation commission.

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have been surveyed in the past; the Inventory does not convey special status and may not be current. The inventory may be reviewed at www.wisconsinhistory.org/ahi/index.html. There is 1 historic property in Norrie that has been previously surveyed and included in the AHI.

The State Historic Preservation Office (SHPO) has identified six archaeological sites and historic cemeteries in Norrie (cemeteries listed below). The Plover River is locally known as an important location for archaeological materials.

Cemeteries, Burial Mounds, Other Burials – Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are currently 133 cemeteries and burial areas identified in Marathon County, and it is likely that other cemeteries and burials may be present. Suspected burial mounds or unmarked burials must be reported to the State Burial Sites Preservation Office. If human remains are uncovered during excavation, all work must cease pending review of the Burial Sites Preservation Office. All cemeteries and burials in Marathon County should be catalogued under Wis. Stat. 157.70 to provide maximum protection of these sites.

Table 8-1: Known Cemeteries

| Cemetery Name | Location | Section |
|------------------------|-----------------------------|----------------|
| St. Philomena Catholic | Birnamwood Road | 1 |
| Eland | CTH OO | 25 |
| Hillcrest | Norrie Road, east of Norrie | 26 |
| St. Francis Catholic | CTH D, south of Norrie | 26 |
| St. Florian Catholic | STH 29, Hatley | 30 |

Source: www.rootsweb.com/~wimarath/CemLocations.htm

Issues

- **Lack of Current Information** – Although a brief countywide historic properties survey was carried out in 1975-77, there has been no update. Many properties identified at that time may be gone, while other properties not previously surveyed may now be evaluated in a new context. It is necessary for the community to have current information about cultural resources in order to maximize planning and make the best use of historic properties. This is particularly important in Norrie, where few resources have been identified.
- **No Recognition Process** – Outside the City of Wausau, there is no process to recognize historic buildings or begin to plan for their protection. Once historic properties are identified, towns and villages do not have an established mechanism for recognizing them or integrating them into ongoing planning processes.
- **Rural Character and Historic Resources** – In Marathon County, residents have expressed a strong desire to preserve the rural character of the County and raised concerns about increasing ex-urban development and the decline of working farms. An important part of rural character is the rural landscape and the buildings that convey that sense of place. While it is important to address the location and type of new development, there is also a need to preserve some visible reminders of rural character, including working farms. Without preserving some of the existing resources, including farmsteads and farmlands, the very characteristics that attracted residents will increasingly be lost.
- **Protection of Archaeological Sites and Cemeteries** – Cultural resources planning includes identification and protection of archaeological sites and historic cemeteries. The Wisconsin Historical Society maintains a list of reported sites and cemeteries, representing a fraction of sites that are actually present. This information is often overlooked and should be incorporated into the planning process for local communities.
- The presence of the Plover River indicates that archaeological materials could be anticipated and should be surveyed.

9. Community Facilities

This element describes the community facilities and services provided to the Town of Norrie. It describes schools, libraries, public protection services, hospitals and child care services available to residents.

Schools

Primary and Secondary Schools

The Town of Norrie is served primarily by the Wittenberg-Birnamwood School District, with the Village of Hatley and adjacent area served by the D. C. Everest School District.

The Wittenberg-Birnamwood School District operates three elementary schools and one high school. Residents of the Town of Norrie attend Birnamwood Elementary and Middle School (1-8) and Wittenberg-Birnamwood High School (9-12). Enrollment in the district is declining. The kindergarten center in Eland has been closed and children will now attend kindergarten in each elementary school. Long range planning is considering creation of a separate junior high school.

Table 9-1: Wittenberg-Birnamwood School District Enrollment

| Year | Enrollment PreK-12 |
|-----------|--------------------|
| 1996-1997 | 1,511 |
| 1997-1998 | 1,505 |
| 1998-1999 | 1,505 |
| 1999-2000 | 1,464 |
| 2000-2001 | 1,449 |
| 2001-2002 | 1,432 |

Source: State of Wisconsin, Department of Public Instruction

The Village of Hatley and adjacent areas in Norrie are served by the D. C. Everest School District, which has six elementary schools, a middle school, junior high and senior high school. The junior and senior high schools are both in the Village of Weston, with a senior high campus off Alderson Street that includes the new Greenheck Field House. The district opened a new middle school at 9302 Schofield Avenue in Weston in the fall of 2002. Growth in the D. C. Everest School District is averaging 35 students per year, sustained over the last 10 years. A planned hospital in Weston may bring an influx of students, with the district considering the possible need for a new elementary school. The land where the new middle school is located could accommodate a new elementary school if deemed necessary. (Figure 9-1)

Table 9-2: D.C. Everest School District Enrollment

| Year | Enrollment PreK-12 |
|-----------|--------------------|
| 1996-1997 | 4,882 |
| 1997-1998 | 4,892 |
| 1998-1999 | 4,950 |
| 1999-2000 | 5,032 |
| 2000-2001 | 5,084 |
| 2001-2002 | 5,104 |

Source: State of Wisconsin, Department of Public Instruction

Private Schools

There is only one private school in Norrie, St. Florian's School, associated with St. Florian's Church, in Hatley.

Table 9-3: Private Schools - Hatley

| Name | Address | Level |
|------------------------------|-----------------|------------|
| St Florian's Catholic School | 504 Church Lane | Elementary |

Post-Secondary Educational Facilities

University of Wisconsin – Marathon County (UW-MC) - UW-MC, located in Wausau, offers lower level (freshman/sophomore) college classes, leading to a baccalaureate degree. Associate Degrees are offered in Arts & Sciences, and Bachelor's Degrees (through collaborative degree programs with UW Oshkosh and UW Stevens Point) offered in Business Administration, General Studies, and Nursing. Enrollment in 2002-2003 was approximately 1,300 students.

Northcentral Technical College (NTC) - NTC, located in Wausau, offers 40 one- and two-year programs and certificates in business, technical, health and industrial fields. Approximately 2,300 full- and part-time students attend classes, although more than 16,000 people take at least one class annually.

Northeast Wisconsin Technical College (NWTC) — NWTC is based in Green Bay and offers classes on three campuses and eight Regional Learning Centers throughout northeast Wisconsin. NWTC provides education and training for a skilled workforce through 67 associate degree and

technical diploma programs, offered through various flexible learning options. The West Regional Learning Center of NWTC is located in Shawano.

Libraries

The Town of Norrie is served by the Marathon County Public Library system. The Village of Hatley is working with the County to plan and construct a new branch library in the Village in the near future. There is also a public library housed in the Birnamwood Elementary School that serves Norrie residents. The Wausau Headquarters Library, located on First Street in downtown Wausau, completed an expansion to 82,000 square feet in 1995. The new main Wausau Library is open seven days a week and offers over 555,800 volumes, as well as facilities including internet access. A new Rothschild Area Branch Library was recently constructed on Grand Avenue in Rothschild and has 3,240 square feet of space holding over 31,500 volumes.

Public Protection

Police

Law enforcement is provided by the Norrie Town constable and the County sheriff. (Figure 9-2)

Fire and Emergency Response

The Town of Norrie is served by the volunteer Birnamwood fire department, staffed by 32 volunteers. Birnamwood also provides ambulance service, similarly staffed by 32 volunteers.

Some residents adjacent to Hatley have contracted to receive service from the Hatley Area District. (Figure 9-3)

911 Dispatch Service - The Marathon County Sheriff's Department Communications Division provides E-911 Dispatch for all Police, Fire, and Emergency Medical Services (EMS) agencies in Marathon County. The Communications Division services 85 user agencies and also provides alert paging support for the Emergency Management Office, District Attorney, and Medical Examiners Office.

The users are served by a microwave linked voted repeater radio system, consisting of a control center at the Sheriff's Department, and nine remote radio tower sites spread throughout the County. The system is also utilized by the Marathon County Highway Department and the Wausau Fire Department to support their radio communications. The 37 base radio transmitters and 479 mobile radios that make up the integrated system are maintained and serviced by the Sheriff Department's radio technician.

Hospitals

The major hospital in Marathon County is Wausau Hospital at 425 Pine Ridge Boulevard in Wausau. Wausau Hospital was created in the 1970s from a merger of St. Mary's Hospital and Memorial Hospital. A new building was completed in 1979 and expansions followed in 1982 and 1992. The 321-bed facility is a multi-specialty regional health center serving a 12-county region in north central Wisconsin. Annual admissions in 2001 totaled 13,631.

Wausau Hospital and its parent corporation, Community Health Care, and other nearby hospitals are part of the Wisconsin Valley Health Network. Hospitals nearby that are part of the network and may serve Marathon County residents include:

- Langlade Memorial Hospital Antigo, WI

Biramwood General Clinic is part of the Community Health Care network. The Clinic serves local needs and is located at 400 Railroad Street in the Village.

Shawano Medical Center is located at 309 N. Bartlette Street in Shawano. Shawano Medical Center offers an array of services including rehabilitation services, a 24-hour emergency room, and a convenient care clinic. There are 12 active physicians on staff, most affiliated with the Theda Care Physicians Clinics or the Menominee Tribal Clinic. There are also a number of visiting specialists available for consultation. Shawano Medical Center is one of over 50 hospitals in the nation that are affiliated with Planetree, Inc., a non-profit organization founded on patient-centered care.

St. Joseph's Hospital in Marshfield and St. Michael's Hospital in Stevens Point are both operated by Ministry Health Care. St. Joseph's Hospital is located at 611 Saint Joseph Avenue in Marshfield and offers a full array of services, specialty services and a complete rehabilitation unit. St. Michael's is a fully accredited acute care facility with 181 beds and nearly 200 doctors on staff. It is located at 900 Illinois Avenue in Stevens Point.

Working in conjunction with St. Joseph's Hospital is the Marshfield Clinic. Marshfield Clinic began in 1916 when six physicians decided to join their efforts. The Marshfield Clinic has grown to over 700 physicians with 41 Regional Centers in Wisconsin and Upper Michigan. Marshfield Clinic first established satellite locations in 1976. Offices in Marathon County are located in Athens, Colby/Abbotsford, Marathon, Mosinee, Schofield (Everest Center), Stratford, and Wausau (4 locations). There is a Marshfield clinic in Wittenberg.

Ministry Health Care announced plans in July 2002 to construct a 104-bed, \$100 million hospital and medical office complex in Weston near the intersection of STH 29 and CTH X. The hospital is planned to open in 2005. (Figure 9-4)

North Central Health Care (NCHC) – In addition to the hospitals and clinics described above, Marathon County is served by NCHC, a public agency, that also serves Langlade and Lincoln counties. The NCHC main campus is located at 2400 Marshall Street in Wausau. Additional offices are located in Antigo (Langlade Health Care Center) and Merrill and Tomahawk (Lincoln Health Care Center). According to their web site, NCHC offers outpatient, day hospital, community support and inpatient services for mental/emotional problems; vocational, life skill training, early intervention, housing and care management services for the developmentally disabled; and assessment, individual and outpatient group counseling, intensive programming, day hospital, referral for residential and inpatient treatment, and education for alcohol and other drug problems. Services for detoxification and for persons suffering from problems with gambling addiction are also offered.

NCHC operates a nursing home (Mount View Care Center) that offers skilled nursing services at the main campus in Wausau. This facility has a licensed capacity of 320 and serves persons requiring either short term or long term skilled nursing care because of complex physical needs, psychiatric and neurological diseases, dementia or behavior problems.

Child Care

The Wisconsin Child Care Resource and Referral (CCR&R) Network is a membership organization made up of 17 community-based CCR&R agencies serving the State of Wisconsin.

CCR&R agencies assist parents in selecting quality childcare, help to increase the supply of childcare in areas that may be lacking sufficient care, offer information and technical support to potential child care providers, and give technical assistance and support to existing childcare programs.

Each agency manages a database of existing childcare providers and programs, collects data about childcare rates, provider and teacher salaries, the number of parents and children using their services, the type of care requested and the children's ages.

The community-based CCR&R agencies that provide services to Marathon and adjacent counties are:

Table 9-4: Child Care Referrals

| Counties | Agency | Contact Information |
|--|------------------------------------|---|
| Langlade, Lincoln, Marathon, Taylor | Child Care Connection | http://www.childcareconnectionrr.org/ (800) 848-5229 |
| Shawano | Community Child Care Connection | 800-738-8899 |

Issues

Norrie residents reported no major concerns regarding community services.

10. Parks

Existing Parks, Trails and Open Space

Local Parks and Recreation Facilities

The Town of Norrie does not own or operate any public parks. The Town does own public access locations to Mayflower Lake (off CTH D) and to Mud Lake. There is also an access at Norrie Lake.

County or State Parks, Forest and Trails

There are no major Marathon County parks located in the Town of Norrie. The County maintains a beach with picnic facilities on the north side of Norrie Lake, adjacent to the Mountain-Bay Trail. County parks located within a 30-minute drive include Mission Lake in Reid and the Dells of the Eau Claire in Plover. (Figure 10-1)

Mission Lake Park – Located in Reid, Mission Lake is a 122-acre park and has facilities including three shelters, restrooms, picnic tables, grills, children's play equipment, and drinking fountains. The main features are a sand beach and boat launch, with fishing a popular activity. A planned segment of the Ice Age Trail will be constructed in the park.

The Dells of the Eau Claire Park— Located off CTH Y in Plover, the Dells of the Eau Claire Park surrounds geologic features created by the Eau Claire River. The park is 190 acres in size, bisected by the river. A dam upstream from the falls

creates an impoundment that has a swimming beach and changing rooms. A large Civilian Conservation Corps (CCC)-era shelter is located north of the falls area. Park facilities include picnic tables, grills, drinking fountains, and children's play equipment. There are extensive trails located along both sides of the river, including a portion of the Ice Age Trail.

Mountain-Bay State Trail — The Mountain-Bay State Trail is built on a former railroad right-of-way stretching 83 miles from the Village of Weston to Green Bay. It will eventually connect Rib Mountain with Green Bay. The current western-most trailhead is adjacent to the Village of Weston Municipal Center, where parking and trail passes are available. The trail has a crushed granite surface and passes through the Village of Hatley and rural areas in the Town of Norrie within Marathon County. At Norrie Lake, there is a swimming beach and picnic facility adjacent to the trail.

Rib Mountain State Park – Rib Mountain State Park is located within the Town of Rib Mountain. The park's main feature is Rib Mountain, which at 1,924 feet above sea level is one of the highest elevations in the State of Wisconsin. The park surrounds the mountain and has the following facilities: a picnic area with 65 tables, a camping area with 31 developed sites, 3 hiking trails, a nature trail, and a downhill skiing area with 12 runs.

Park System Needs

No park needs have been identified by Norrie residents.

11. Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Oftentimes residents of one community work in another. Similarly changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The following section provides a brief overview of the economy in Marathon County, in terms of key economic sectors and the regional labor force. A more specific description of Norrie includes employment trends, major local employers or industries, and where most residents work. Potential economic development opportunities and/or issues regarding the local economy are also identified.

County Economic Environment

Originally, the Marathon County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agricultural and logging operations. Resources that once left the area unprocessed were transformed into finished products in the County, providing employment opportunities and adding value in forest products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on

forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance and real estate. The County now enjoys a well-diversified economy.

Agricultural Economy

Located in the agricultural area of eastern Marathon County, the economic health and vitality of Norrie is affected by the economic health of the agricultural economy. However, the agricultural economy is subject to national and international pressures, creating challenges for rural areas seeking to adapt to the changing economic environment and preserve their rural agricultural heritage.

The Marathon County agricultural economy is in a depressed state due to a downturn in prices for agricultural goods such as milk and ginseng. At the same time that prices for farm commodities are low, cash rents for Wisconsin farmland have increased, and the percentage of farm equity associated with real estate values has increased significantly. The average cost for agricultural land being converted to non-farm uses has increased from \$544 per acre in 1990 to nearly \$1,200 per acre in 2000; this compares with the average cost for agricultural land continuing in agricultural use, which has increased from \$612 per acre in 1990 to nearly \$1,000 per acre in 2000. When farms are not profitable and the value of land rises, farmers have a harder time competing for the land base.

Other forces that create an environment of change in the rural area:

- Net farm profits are increasingly a function of Federal United State Department of Agriculture (USDA) support payments.
- The average age of the current agricultural owner/operator is nearly 55; a large number are nearing retirement.
- The low entry rate into agriculture reflects the high capital investment and low profit margins.
- The number of dairy herds decreased by 10 percent (1,565 to 951 farms) in the past 13 years, and the total number of cows decreased from 77,000 in 1990 to 64,000 in 2000, a decrease of 17 percent.
- Dairy production is now more concentrated; the average size of dairy herds increased from 42 cows in 1990 to 62 cows in 2001. Nearly 50 dairies have over 300 animal units (200 cows), and 12 dairies have more than 1,000 animal units (more than 700 cows).
- Local milk production is not sufficient to reliably meet the demand of local dairy processors.
- Crop land and open space are being broken up into smaller fields by rural residences.
- Crop land production is being concentrated into fewer, larger operations.

- Soil erosion is increasing and soil organic matter content is decreasing.
- Environmental regulation of farms by the State and Federal government continues to increase. Agriculture is identified as a major non-point source of water pollution (sediment and nutrients) in the U.S.
- Larger farm equipment damages local roads and farm traffic is increasing.
- Conflicts between various land uses in rural areas are increasing.

* Source: Marathon County Task Force on the Rural Economy, Agricultural Issues in Marathon County, January 10, 2003 and Report of the Marathon County Task Force on the Rural Economy, April 2003.

Key Economic Sectors

Key sectors of a regional economy can be identified by size, by growth or decline in employment, or by a concentration of the industry in the local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a “basic industry” and is identified by a technique called “Location Quotient” analysis. Basic industries are those sectors that export a product or service from the local community into the national or international economy. They are a critical part of the “economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

Table 11-1: Marathon County Top 10 Industry Groups Based on Number of Employees (March 2001)

| Industry Group | Employers | Employees | Numeric change | |
|-----------------------------|-----------|-----------|----------------|--------|
| | | | 1-year | 5-year |
| Health Services | 139 | 4,646 | 251 | -276 |
| Lumber & Wood Products | 41 | 4,438 | -30 | 253 |
| Educational Services | 22 | 3,792 | 108 | 243 |
| Eating and Drinking Places | 192 | 3,554 | 219 | 335 |
| Fabricated Metal Products | 32 | 3,458 | -184 | 168 |
| Insurance Carriers | 24 | 3,339 | -171 | * |
| Miscellaneous Retail | 120 | 3,142 | 206 | 1,206 |
| Paper and Allied Products | 11 | 2,649 | 4 | * |
| Industrial Machinery & Eqmt | 37 | 2,642 | 41 | 697 |
| Wholesale Trade – Durable | 164 | 2,521 | -89 | 63 |

*data suppressed to maintain confidentiality

Source: Wisconsin Department of Workforce Development, ES-202, December 2001

Local Economic Environment

The population of Marathon County grew from 115,400 in 1990 to 125,834 in 2000, an increase of 10.3% compared to an 8.5% increase in the State and 8.7% in the U.S. The most recent estimates show an annual growth rate of 0.7% in all three jurisdictions. (Wisconsin Department of Administration [WDOA], Demographic Services, 2002) Population growth has been concentrated in the urbanized area surrounding Wausau.

Table 11-2 illustrates population and employment information for the Town of Norrie. In 2000, there were 270 people

employed in the Town of Norrie. Data show that most people in Norrie were self-employed or in farming.

Because self-employment and farm employment are not covered under the State's unemployment compensation law, totals in that category were estimated by the North Central Wisconsin Regional Planning Commission (NCWRPC), using the Agricultural Census and figures from Wisconsin's Department of Workforce Development (DWD).

Table 11-2: Population and Employment by Sector, 2000

| POPULATION | 967 |
|--------------------|------------|
| | |
| EMPLOYMENT: | |
| Commercial | 4 |
| Manufacturing | -- |
| Service | -- |
| Other | 59 |
| Self-Employed/Farm | 207 |
| | |
| TOTAL | 270 |

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Employment Projections

Information on employment in Marathon County is gathered separately for non-farm and farm employment. The Wisconsin DWD collects data on non-farm employment. The DWD estimated non-farm employment in Marathon County to be 49,407 in 1990 and 65,630 in 2000. This represents about a 33 percent increase over ten years. Data on farm employment is collected by the Census of Agriculture and consists of hired farm labor and operators. In 1987, farm employment in

Marathon County was estimated to be 11,643 and in 1997 it was estimated to be 8,298. This represents a decrease of almost 29 percent.

The NCWRPC computed employment projections, using a low, moderate and high growth scenario, based on the assumption that the historical growth rates described above would continue through 2030. The moderate-level projections are shown in Table 11-3.

Table 11-3: Employment Projections – 2000-2030

| | Total Employment by Year | | | | | | |
|---------------|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 |
| Norrie | 270 | 268 | 266 | 265 | 263 | 261 | 259 |
| County | 72,508 | 75,625 | 78,742 | 81,859 | 84,976 | 88,093 | 91,210 |

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

The projections indicate declining employment for the Town of Norrie. By 2030, it is estimated that the Town of Norrie will provide employment for 259 workers. This estimate reflects a 4 percent decline. The decline is far less, however, than the historical countywide decline in agricultural employment of almost 29 percent between 1987 and 1997.

Table 11-4 shows the percent change in projected employment for Norrie using the low, moderate and high growth scenarios. With current employment (2000) at 270 workers, the scenarios show the number of projected workers in 2030 under each projection. Norrie's projected employment varies from a loss of 5.9 percent (254 workers) at low growth to +15 percent (311 workers) at a projected high growth rate.

Table 11-4: Percent Change in Employment, 2000-2030

| | Percent Change in Employment by Growth Rate | | |
|------------------------|--|------------------------|--------------------|
| | Low Growth | Moderate Growth | High Growth |
| Norrie | -5.9% (254) | -4% (259) | 15% (311) |
| Marathon County | 21% | 26% | 34% |

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Major Local Employers

Many Norrie residents are employed in Wausau, or the nearby communities of Hatley, Birnamwood, or Mosinee.

Issues

Potential STH 29 Development—Although located adjacent to STH 29, Norrie does not anticipate any commercial or industrial development in the next few years, because of a lack of sewer and water facilities. Should development occur in the future, there will be a need for frontage roads and consideration of sewer and water provision.

12. Intergovernmental Cooperation

This analysis presents an inventory of existing mechanisms that the Town of Norrie uses to coordinate with other units of government, including: Marathon County, adjacent towns, the school district, the State of Wisconsin and the Federal government. The purpose of this analysis is to identify the existing cooperative mechanisms and summarize the major challenges and issues regarding intergovernmental cooperation and regional planning, including:

- Opportunities to reduce or eliminate duplication of services;
- Incompatible goals, policies and development;
- Mechanisms for conflict resolution;
- Opportunities for joint planning and decision making.

Mechanisms for cooperation and coordination primarily take the form of intergovernmental agreements, leases and contracts, and regulatory authority. These can occur between the Town of Norrie and other local, regional, State or Federal entities. Following is a brief description of the various functional areas and services that require intergovernmental coordination at various levels.

Shared Public Services and Facilities

Law Enforcement – Law enforcement is provided by the Norrie Town constable and the County sheriff.

Fire and Emergency Response- The Town of Norrie is served by the Birnamwood fire service and Birnamwood ambulance service. Some residents adjacent to Hatley have contracted to receive service from the Hatley Area District.

Utilities- The Town does not provide sewer or water services; residents have private waste disposal systems and individual wells.

Relationship to Other Governmental Entities

Surrounding Municipalities- The Town of Norrie is bordered by the Town of Plover to the north, Shawano County/Village of Birnamwood to the east, Town of Elderon to the south, and Town of Ringle and Village of Hatley to the west. These surrounding municipalities are concurrently preparing comprehensive plans, which will increase opportunities for coordination and cooperation on matters of common interest.

School District- Much of Norrie is included in the Wittenberg-Birnamwood School District. The Village of Hatley and surrounding area are included in the D. C. Everest School District.

Marathon County- The County provides several services to the Town including: law enforcement through the Sheriff's Department, 911 dispatch service, access permits, maintenance and improvement of County Highways, planning and permitting oversight regarding shoreland, wetland and floodplain regulation, private sewage system regulation, and animal waste and manure management. The County also provides oversight on compliance with County soil and water conservation policy for the Farmland Preservation Program.

Regional Agencies - The North Central Wisconsin Regional Planning Commission (NCWRPC) provides planning and mapping assistance.

State and Federal Agencies - The Town has little direct contact with State or Federal agencies. However State agencies regulate certain activities such as access onto State roads, shoreland, floodplain and wetland zoning oversight, navigable waters protection, compliance with water quality standards, farmland preservation tax credits and managed forest tax credit programs.

Cooperative Plans or Agreements

Boundary Agreements/Plans—

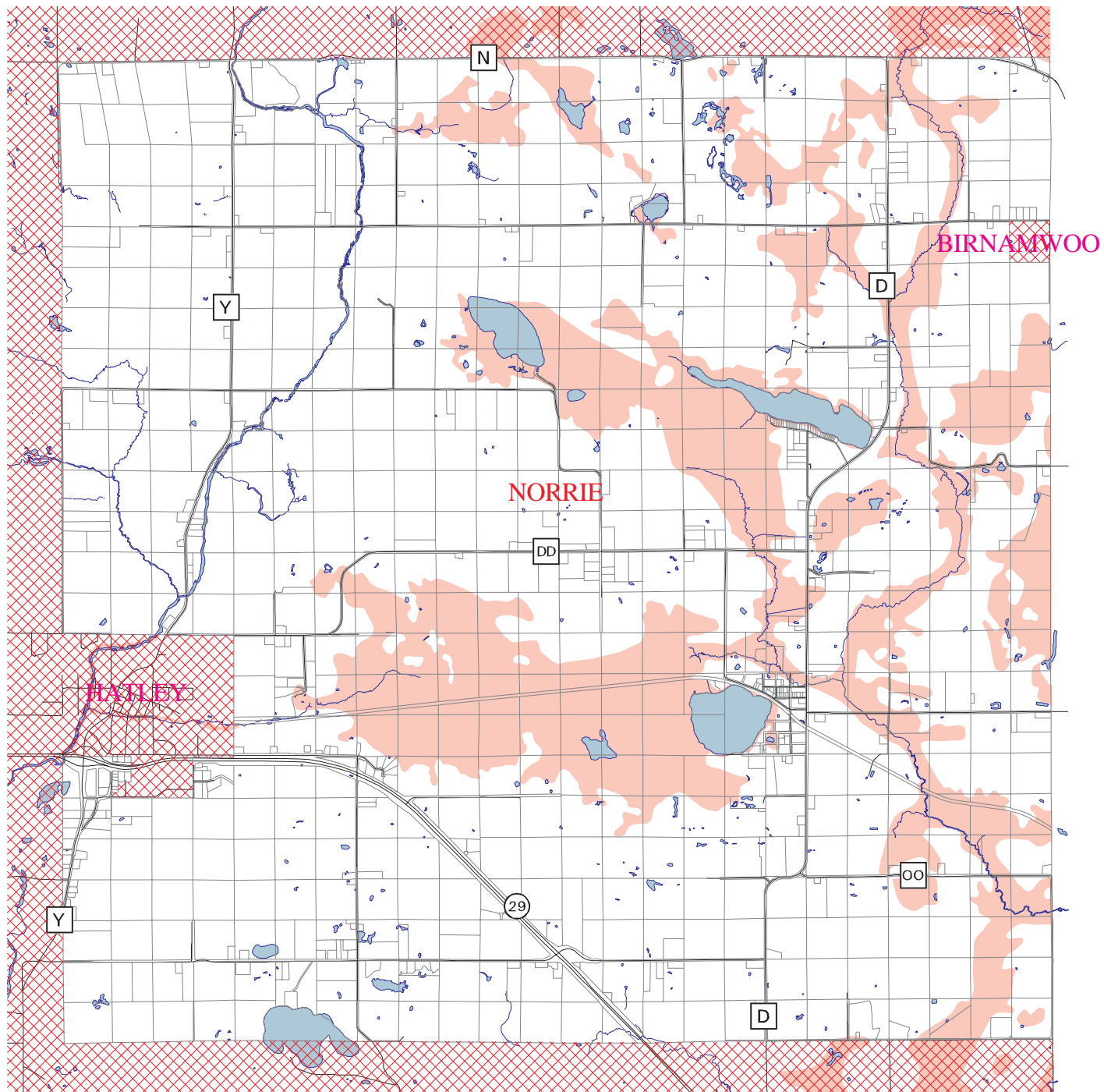
- **County Y Reconstruction** —Marathon County has scheduled the reconstruction of the intersection of CTH Y and STH 29 for completion in 2005. An alternative has been selected that will bridge STH 29 approximately 400 feet west of the existing intersection. Norrie should work with Hatley and the Town of Ringle to plan access to and development of nearby areas within their respective communities. Well-planned and efficient development will be a benefit to all three municipalities.
- **STH 29 Corridor Study**— Given the construction of the new hospital, the anticipated residential development pressure, and the CTH Y reconstruction, there may be a need for the Towns and Villages in the Eastern sub-area of the County to undertake a corridor study. The study would

help the various communities to develop a common vision for the areas along STH 29 and better plan for land use and access that will be beneficial to all the communities.

Existing or Potential Conflicts

Annexation — In Wisconsin, neither incorporated municipalities nor towns can initiate annexation. The process is driven by individual property owners (or developers) who petition for annexation into a city to receive sewer and water service. While towns often view annexation as a means to take their territory, cities and villages view annexations as a means to provide a more logical pattern of development and efficient provision of services.

Intergovernmental Cooperation — The Town of Norrie and the Village of Hatley should work cooperatively on annexation and land use matters regarding the reconstruction of CTH Y and STH 29 corridor adjacent to Hatley. While Norrie may lose some land to Hatley, well-planned and efficient development will benefit both jurisdictions. A border agreement may be one way for both Hatley and Norrie to anticipate growth and resulting changes to tax base.



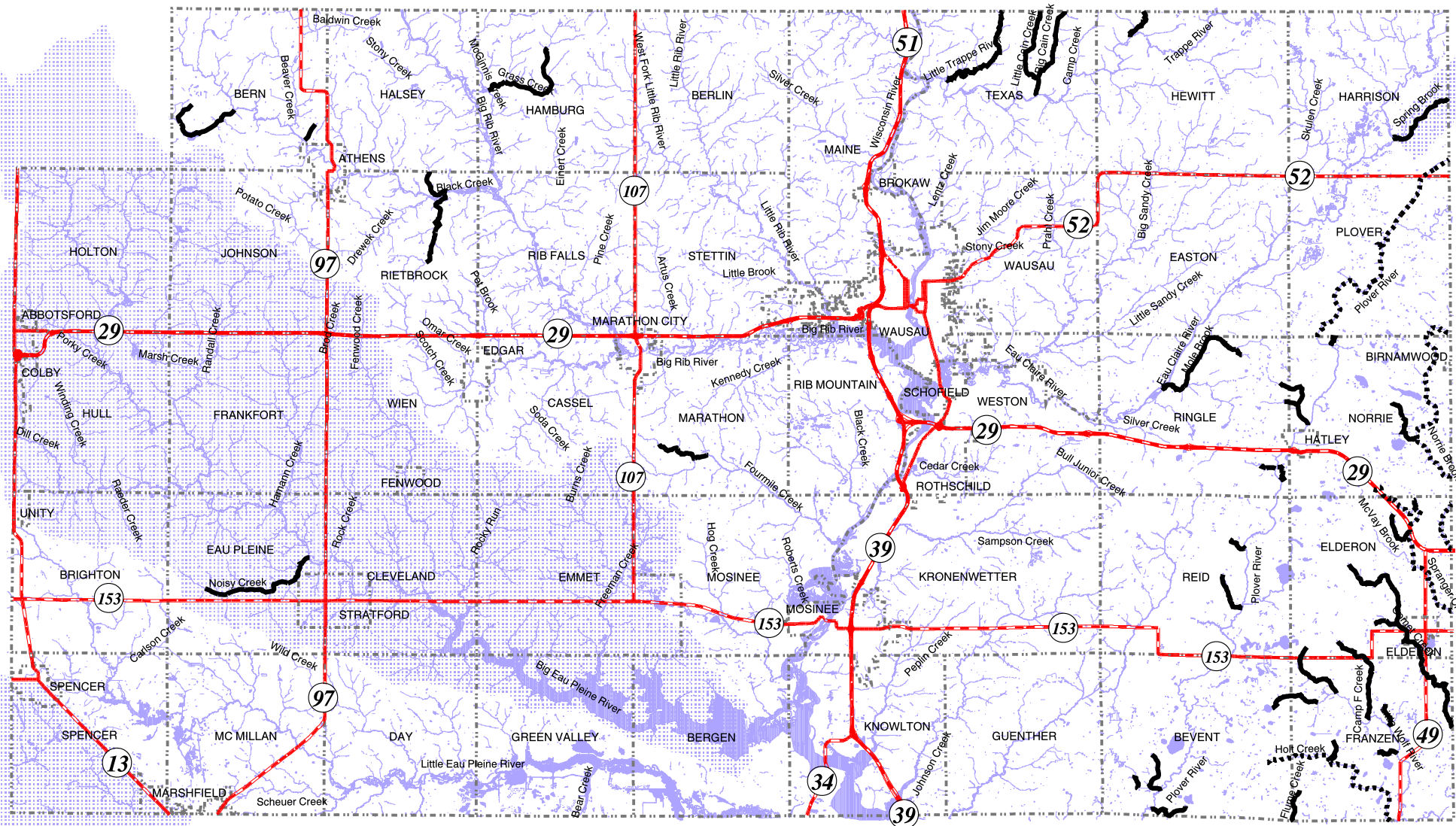
FEMA Floodplain

Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 3-1
100 Year Floodplain
NORRIE

MARATHON COUNTY

OUTSTANDING & EXCEPTIONAL RESOURCE AND IMPAIRED WATERS



 **Exceptional
Outstanding
State & Us Highways
Municipal Boundary
Water Features
Impaired Waters**



O & E Resource and Impaired Waters
Data from the WIDNR

Map Developed by Marathon County CPZ & GIS 2005

Figure 3-2

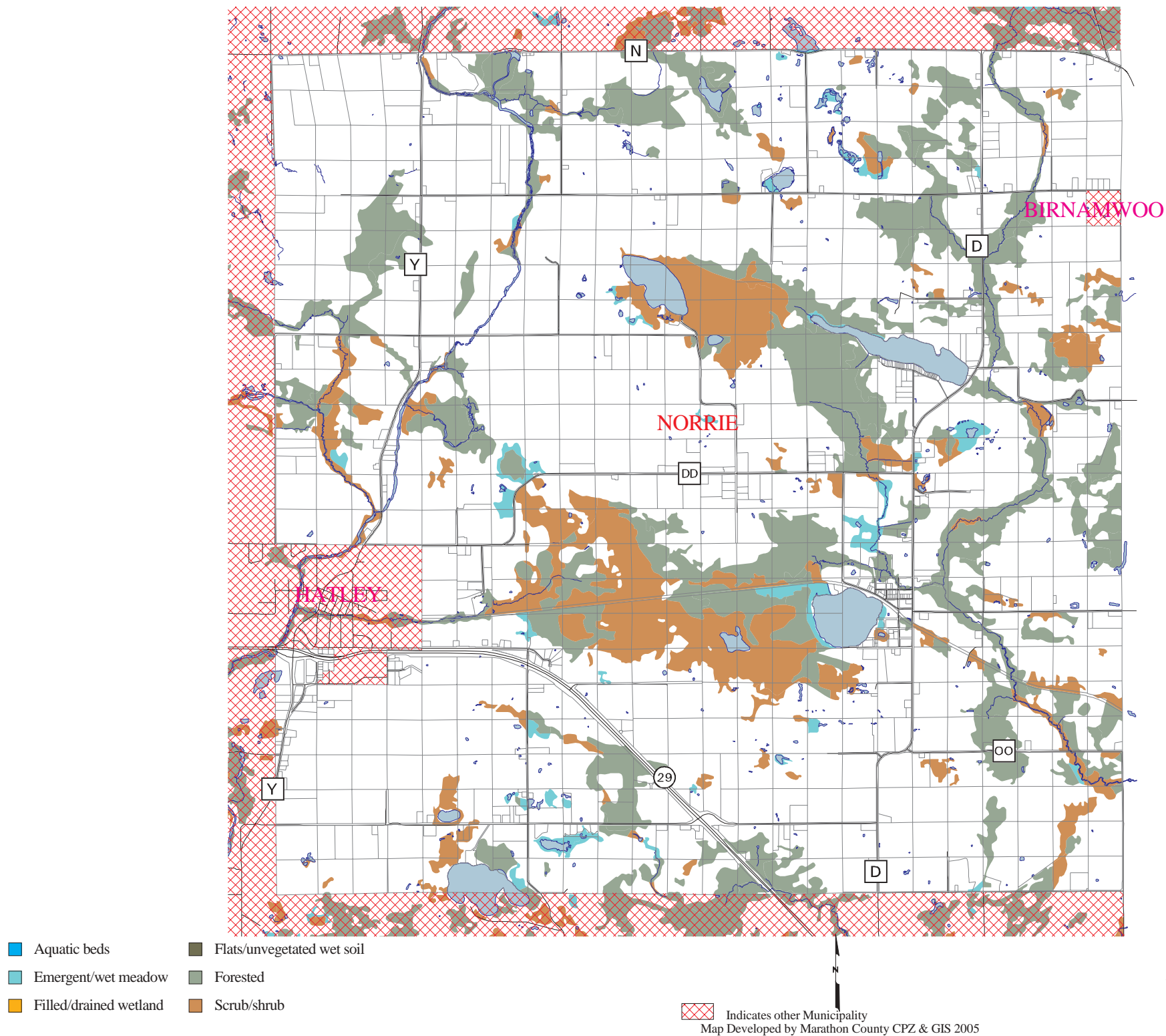
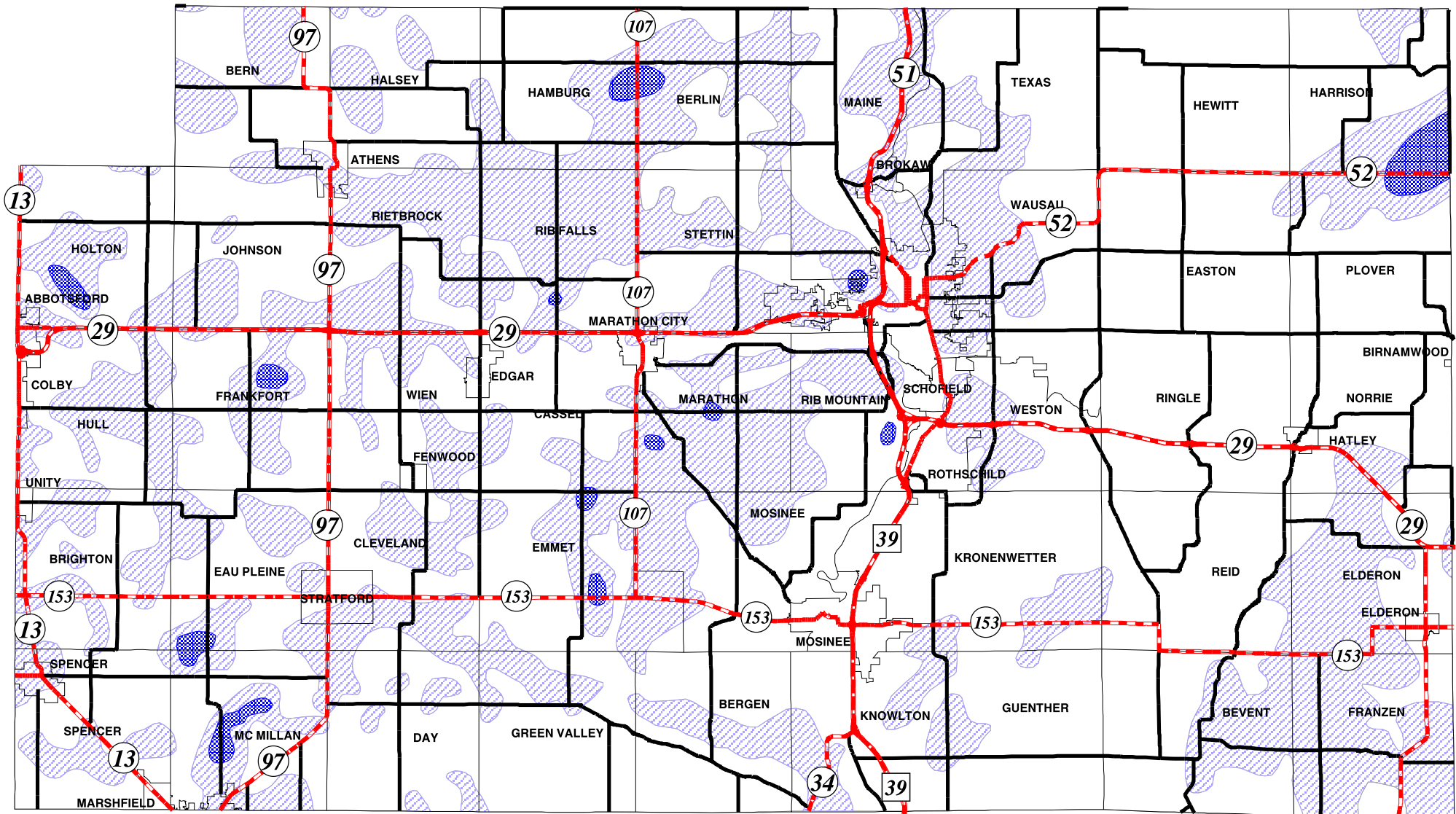


Figure 3-3
Wetland Types
NORRIE

MARATHON COUNTY DEPTH TO GROUND WATER



State & Us Highways
 County Roads
 Municipal Boundary
Ground Water Depth
 0-20 feet
 20-50 feet
 >50 feet



Map Developed by Marathon County CPZ & GIS 2005

Source: "Irrigable Lands Inventory --- phase 1
Groundwater and Related Information", I.D. Lippelt
and R.G. Hennings, MP -81-1, WGNHS 1981.

Figure 3-4

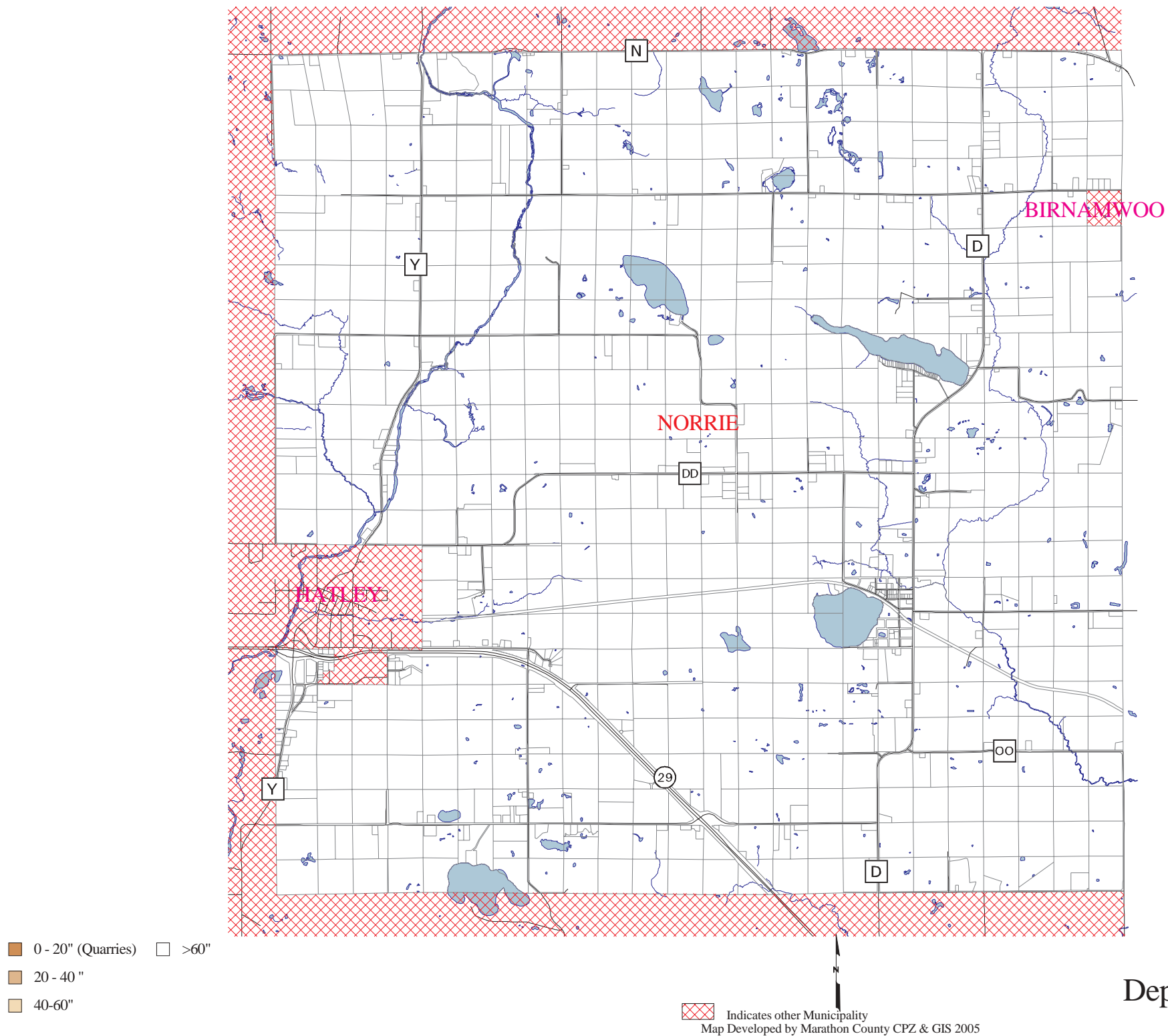
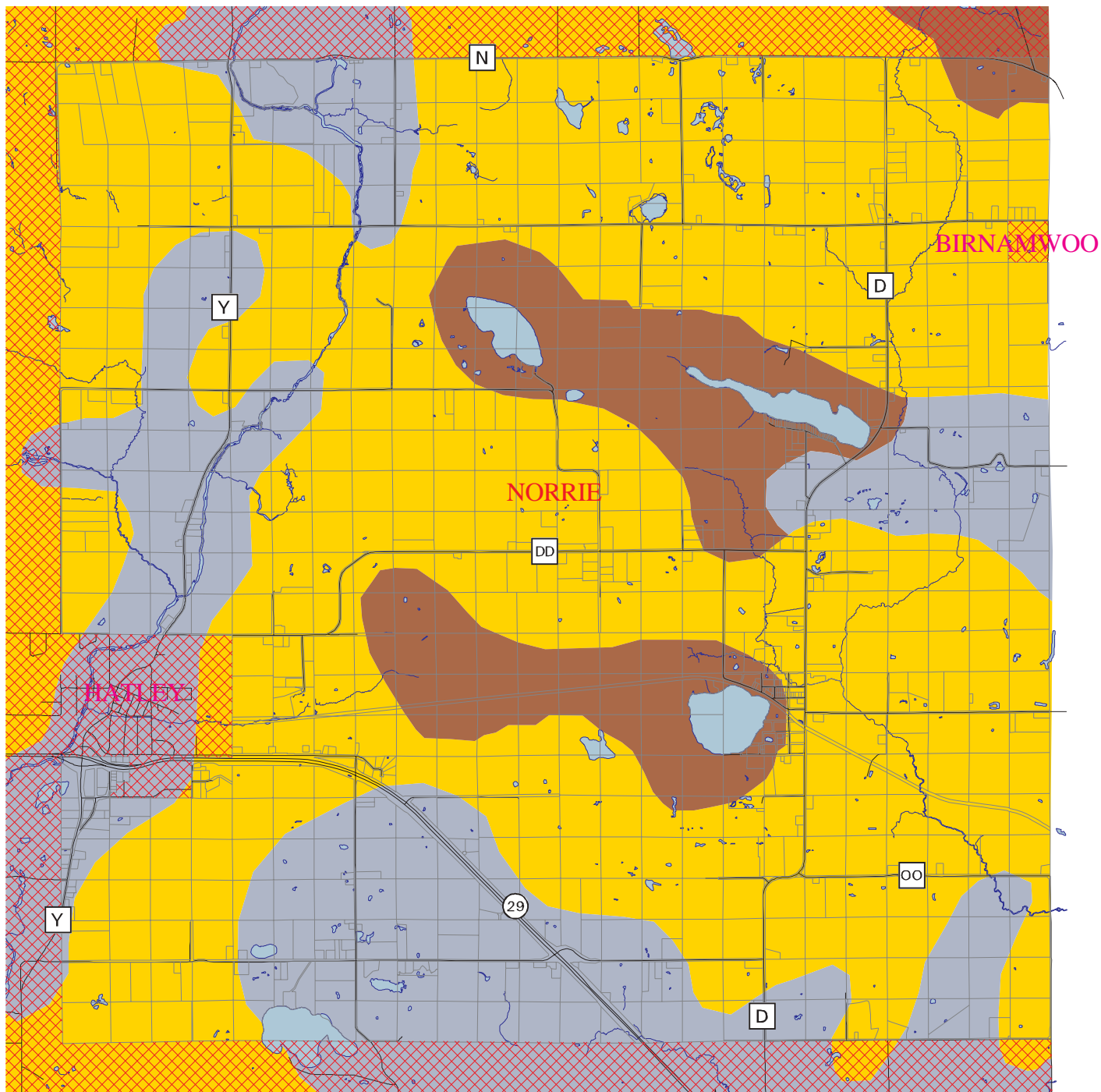
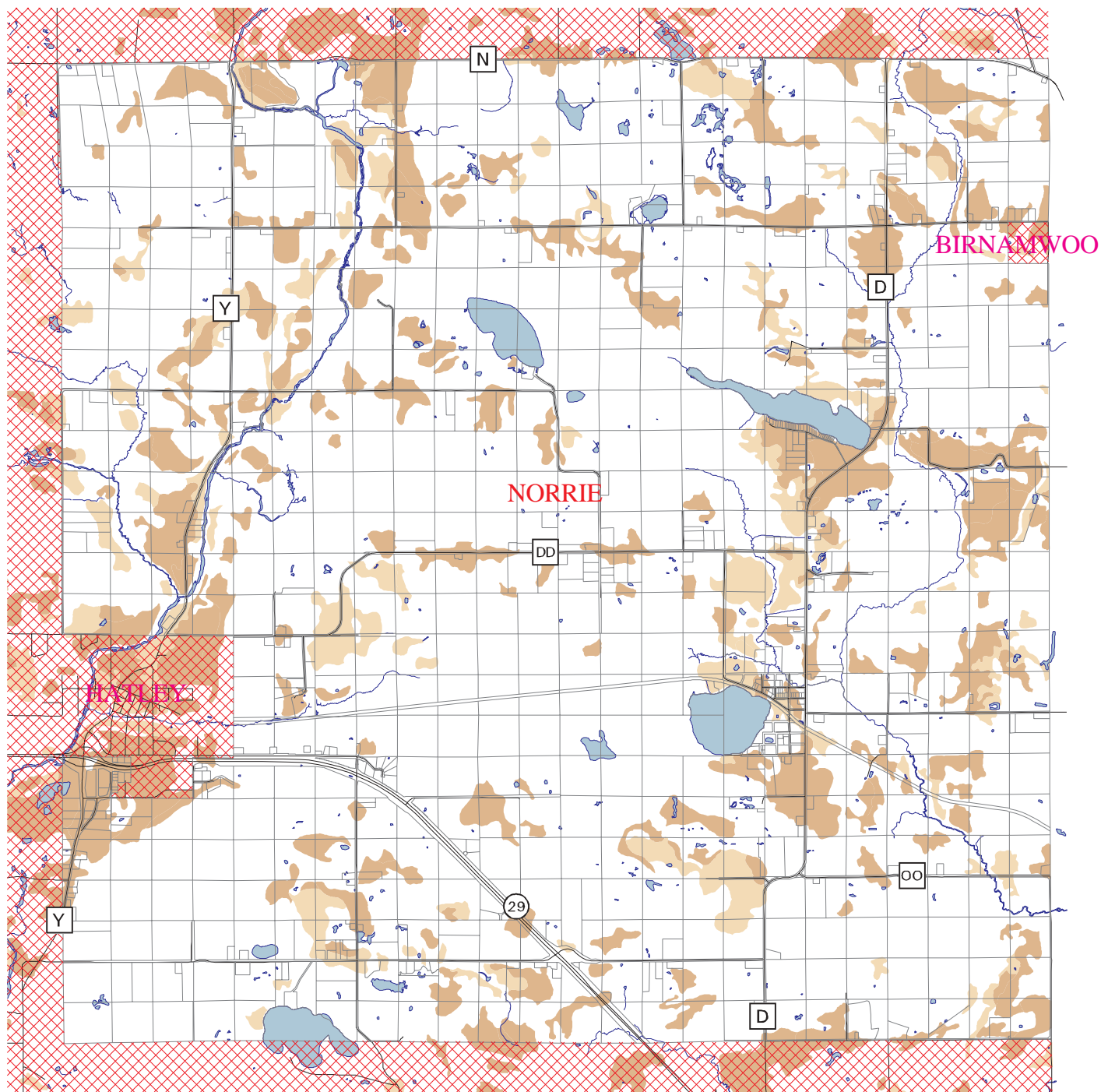


Figure 3-5
Depth To Bedrock
NORRIE



- | | | | |
|-------------------------|-------------------------------|---------------------------|--------------------|
| Magnor-Cable | Marathon-Mylrea-Moberg | Mahtomedi-Fordum-Sturgeon | Cathro-Seelyeville |
| Loyal-Withee-Marshfield | Fenwood-Rietbrock-Rozellville | Chetek-Rosholt-Oesterle | |
| Kennan-Hatley | Mosinee-Meadland-Dancy | Mahtomedi-Graycalm-Meehan | |
- Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-6
Soil Associations
NORRIE

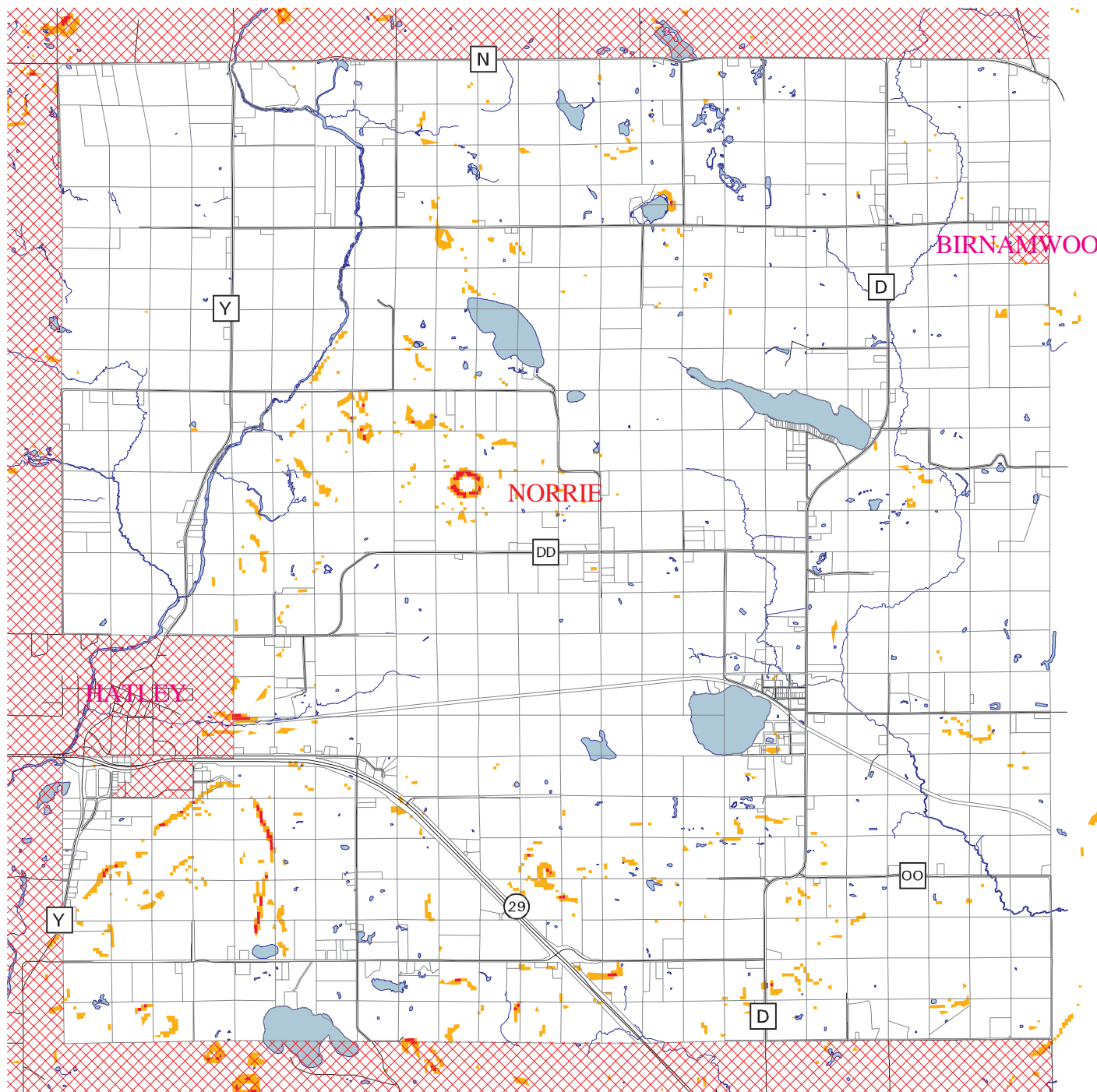


Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

Group 2: The soils in this group are very good agricultural soils. They also are designated as prime farmland Class 2. These soils differ by having restricted drainage. In wet years they are more difficult to work and crops needing well drained condition (alfalfa, ginseng) do very poorly.

Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

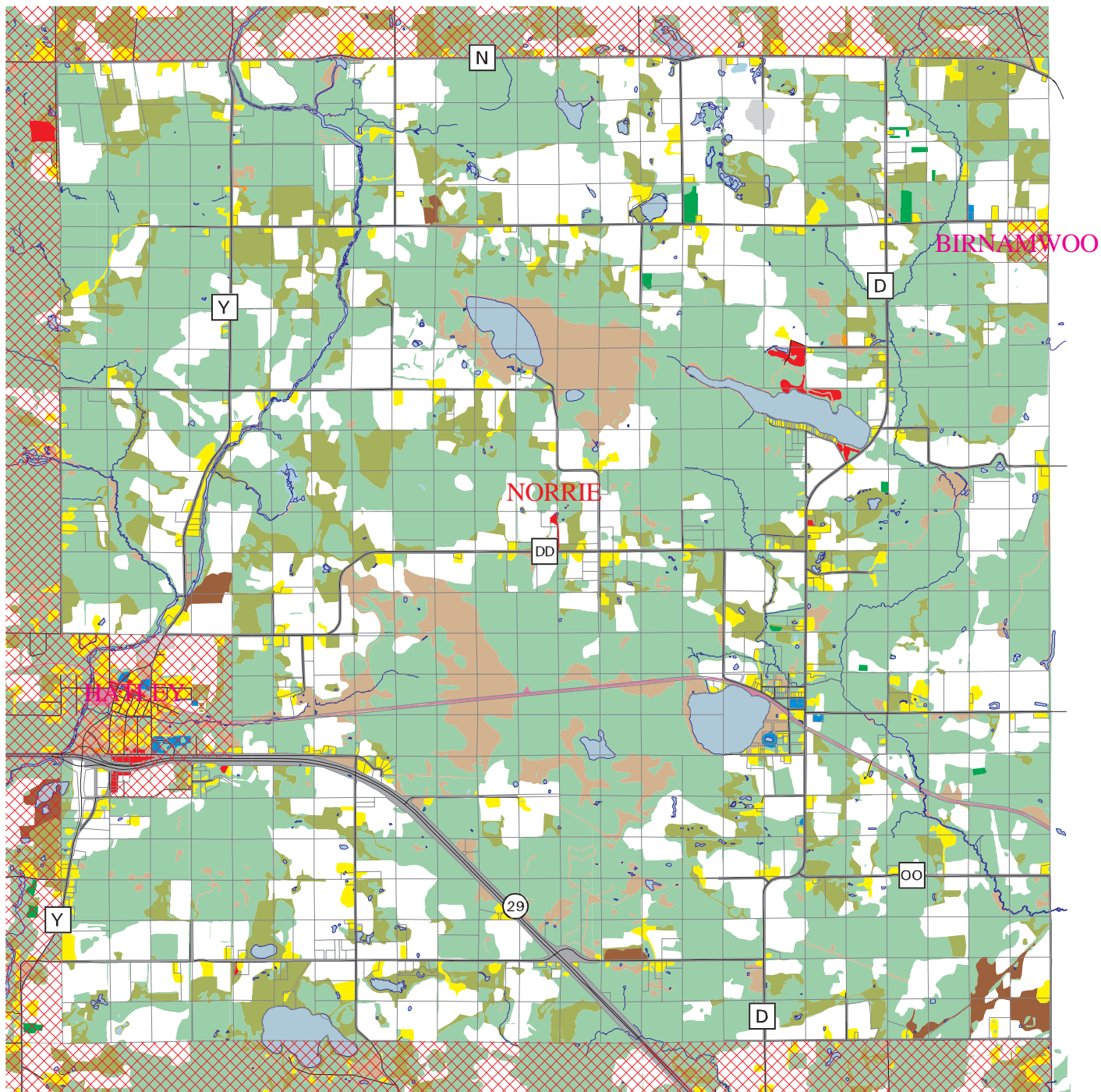
Figure 3-7
Prime Farm Land
NORRIE



- D - generally 12-20% slopes
- E - generally greater than 15% slopes.

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-8
Slopes
NORRIE

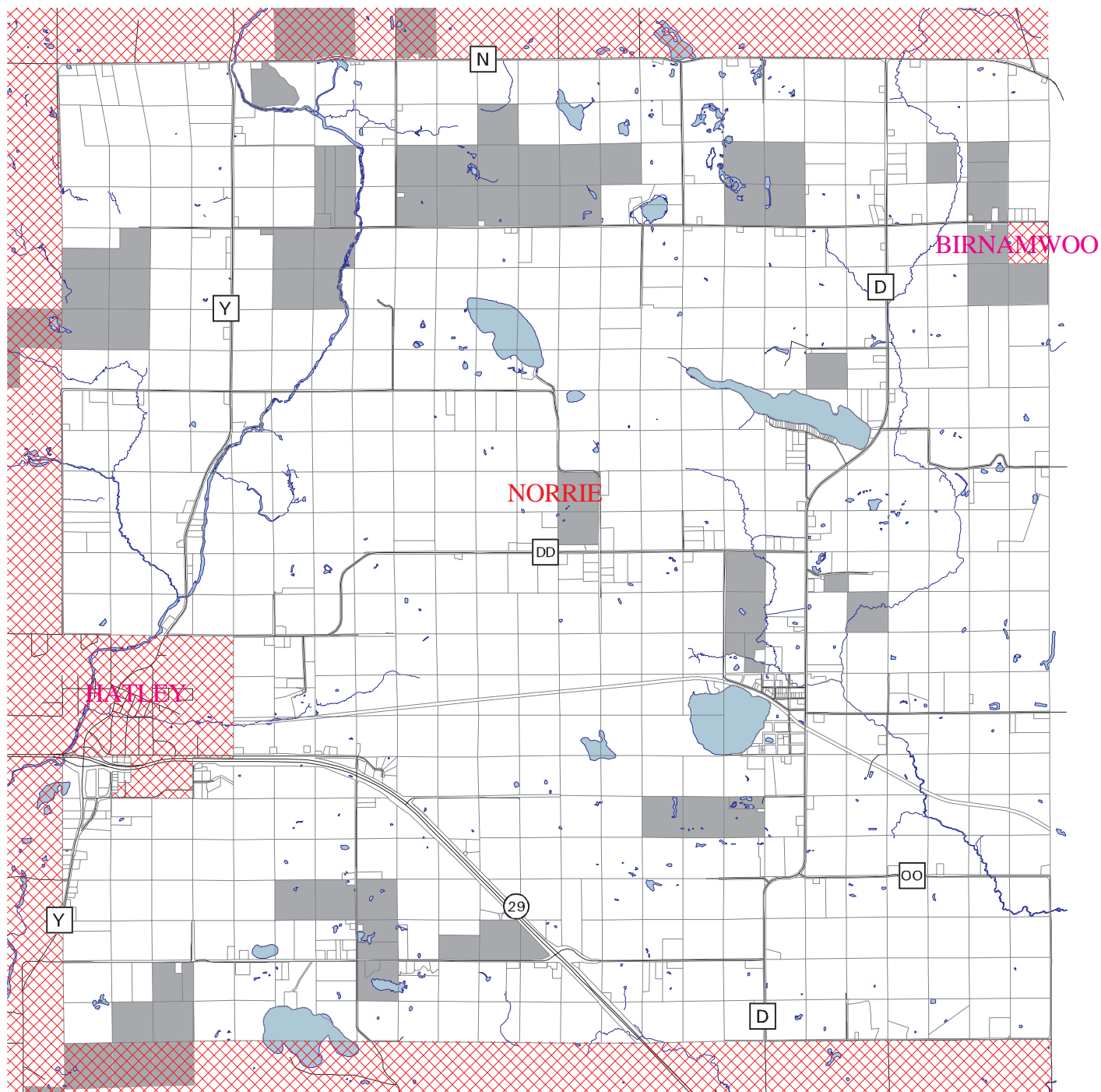


- | | | | | |
|---------------------------|----------------------|---------------------|------------|--------------------|
| Single Family Residential | Industrial | Specialty Crops | Recreation | Transportation |
| Multi-Family Residential | Quarries/Gravel Pits | Other Agriculture | Woodlands | Vacant/Barren Land |
| Commercial Services | Crop Land | Public/Quasi-Public | Water | |

Indicates other Municipality

Map Developed by Marathon County CPZ & GIS 2005

Figure 4-1
2000 Landuse/Landcover
NORRIE



- Exclusive ag zoning
- Farmland pres contracts

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-2
 Exclusive Ag & Farmland Preservation
 NORRIE

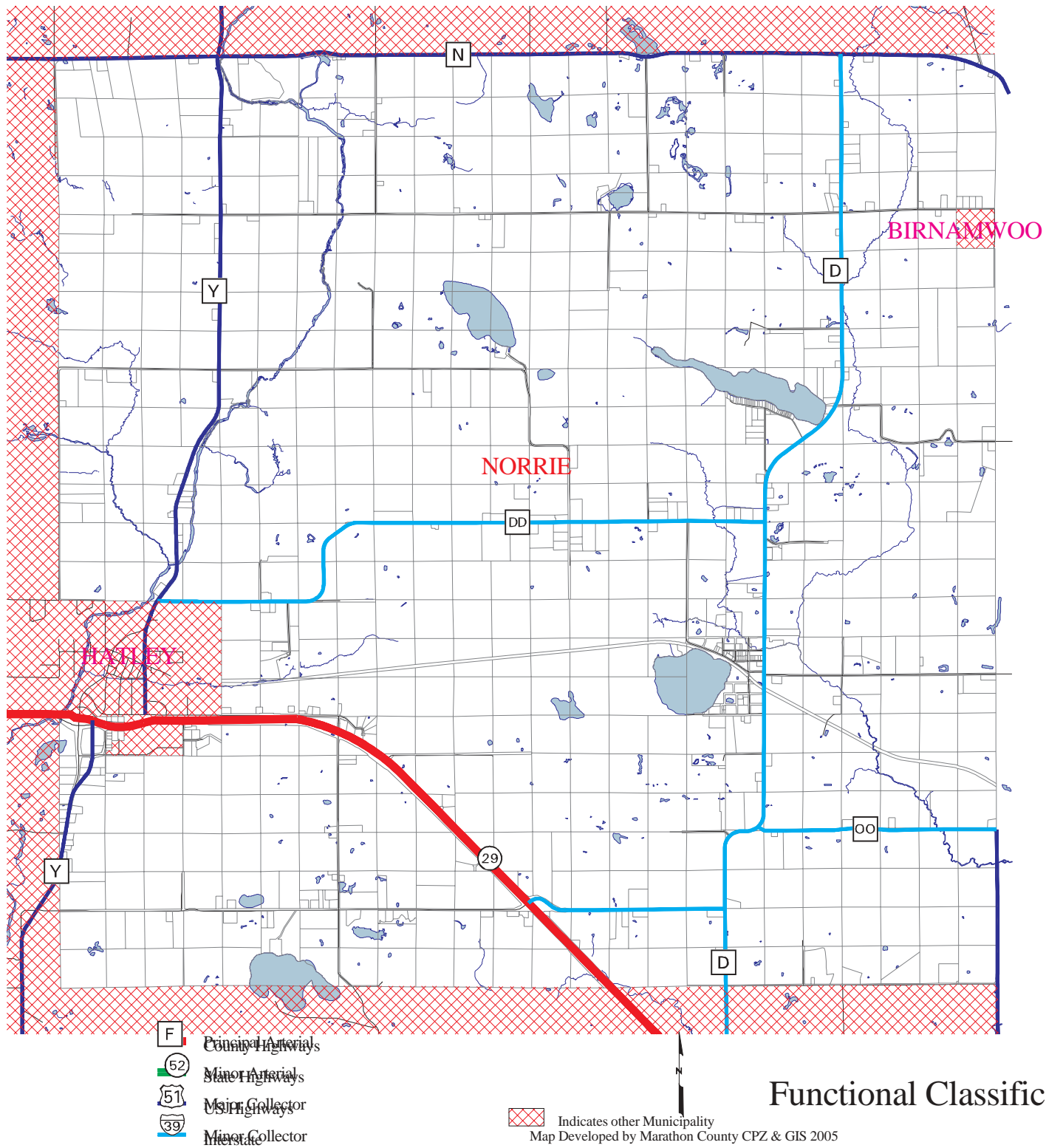


Figure 5-1
Functional Classification of Roads
NORRIE

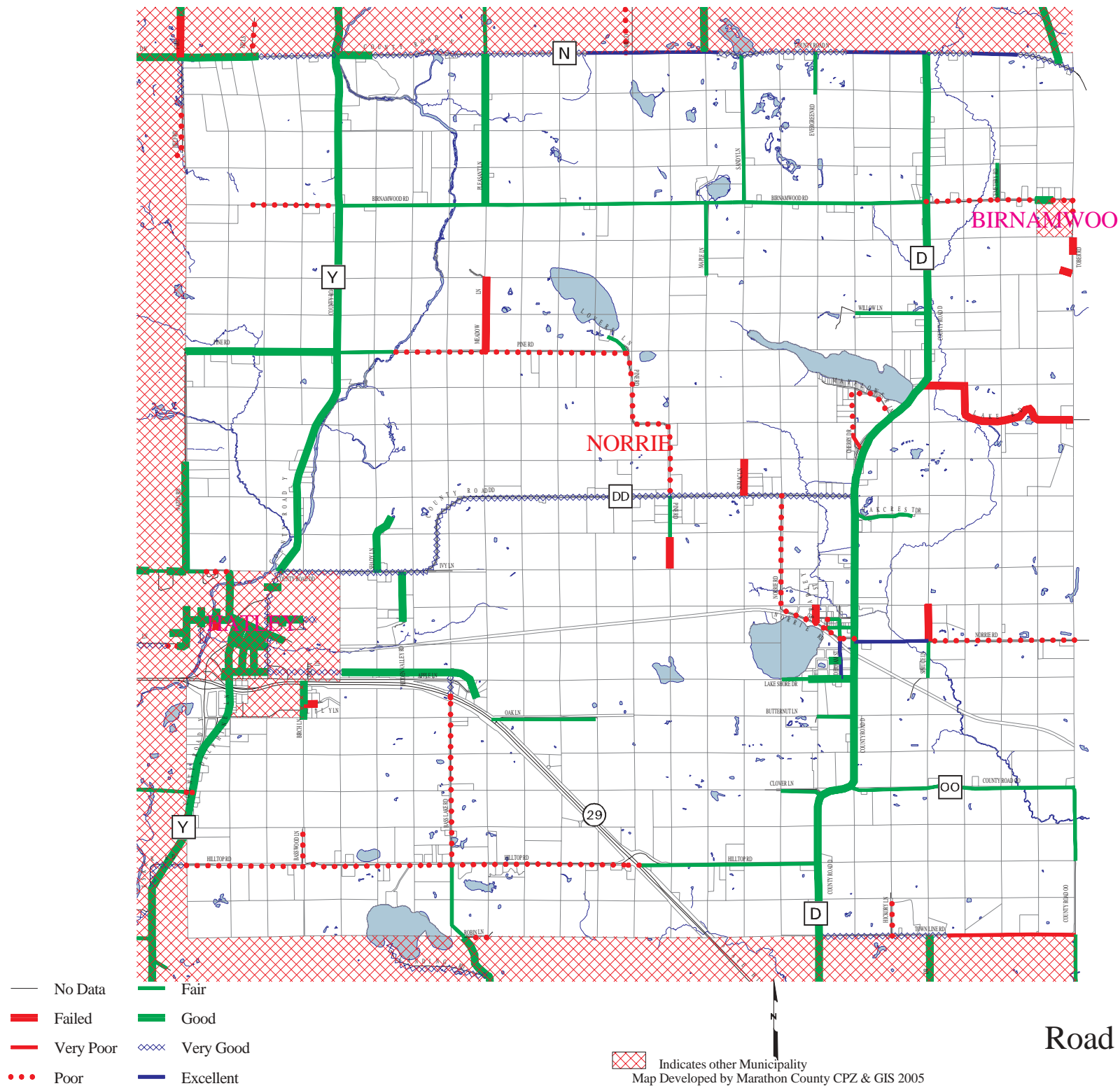


Figure 5-2
Road Surface Rating
NORRIE

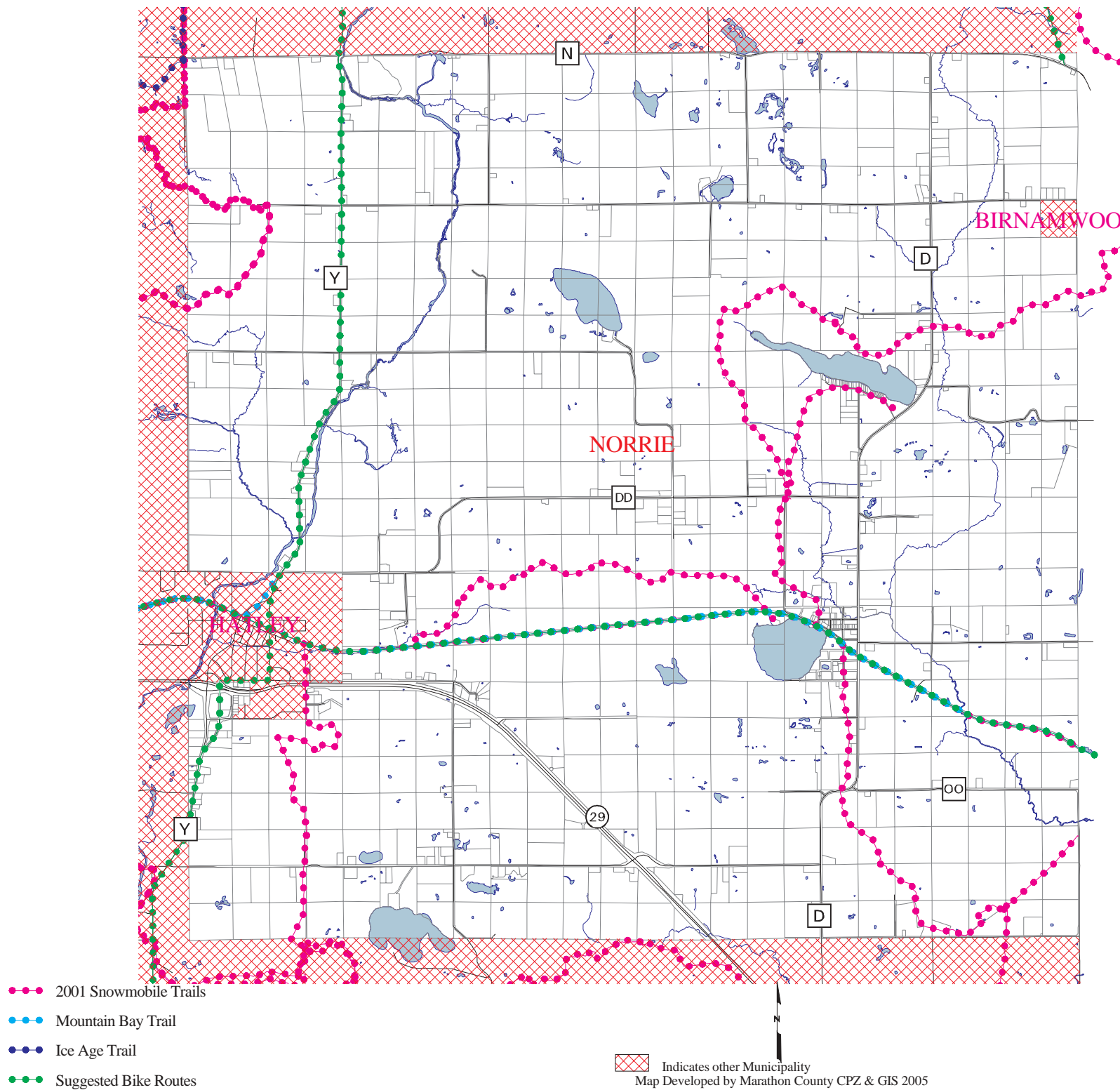


Figure 5-4
Trails
NORRIE

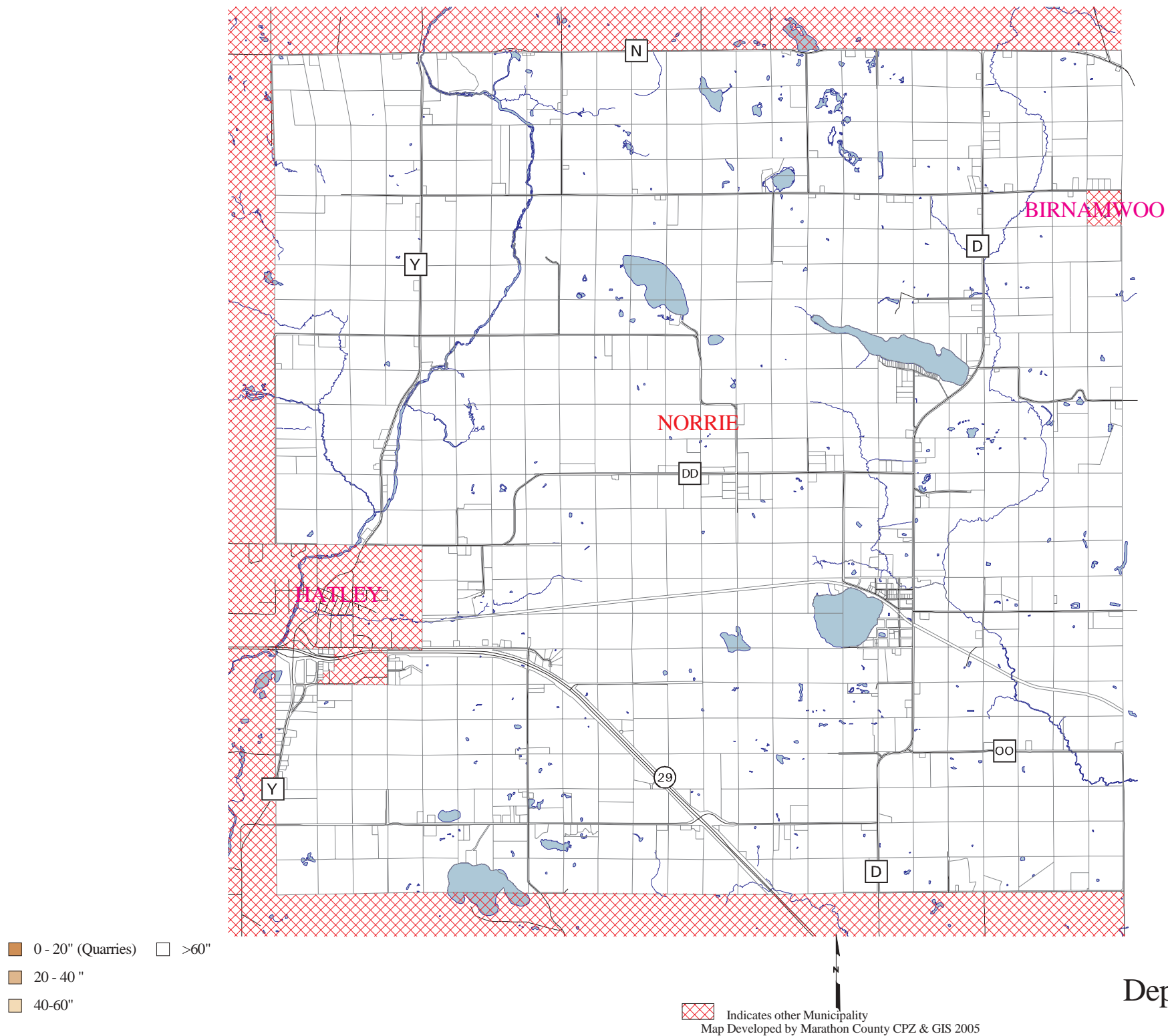
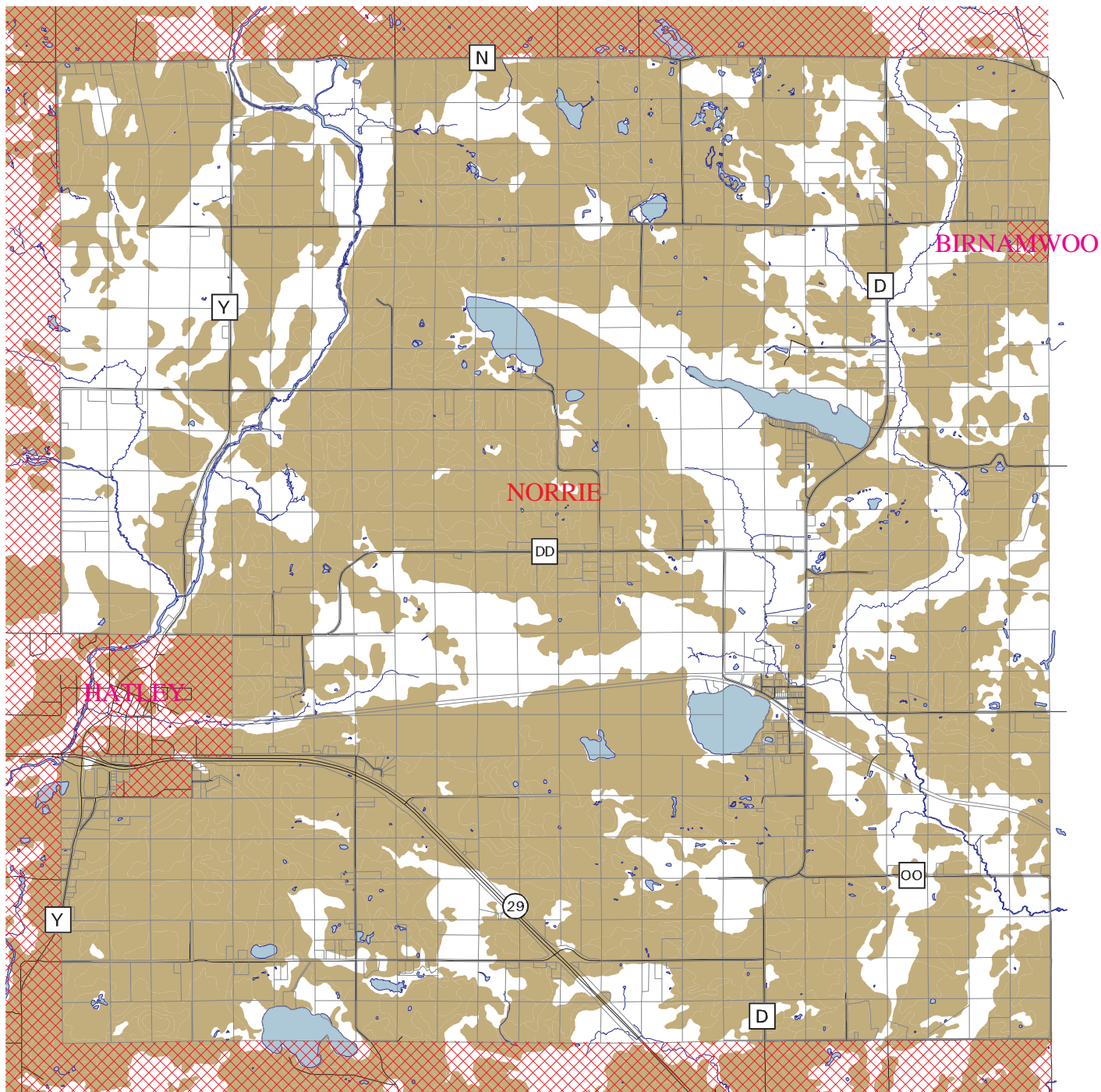


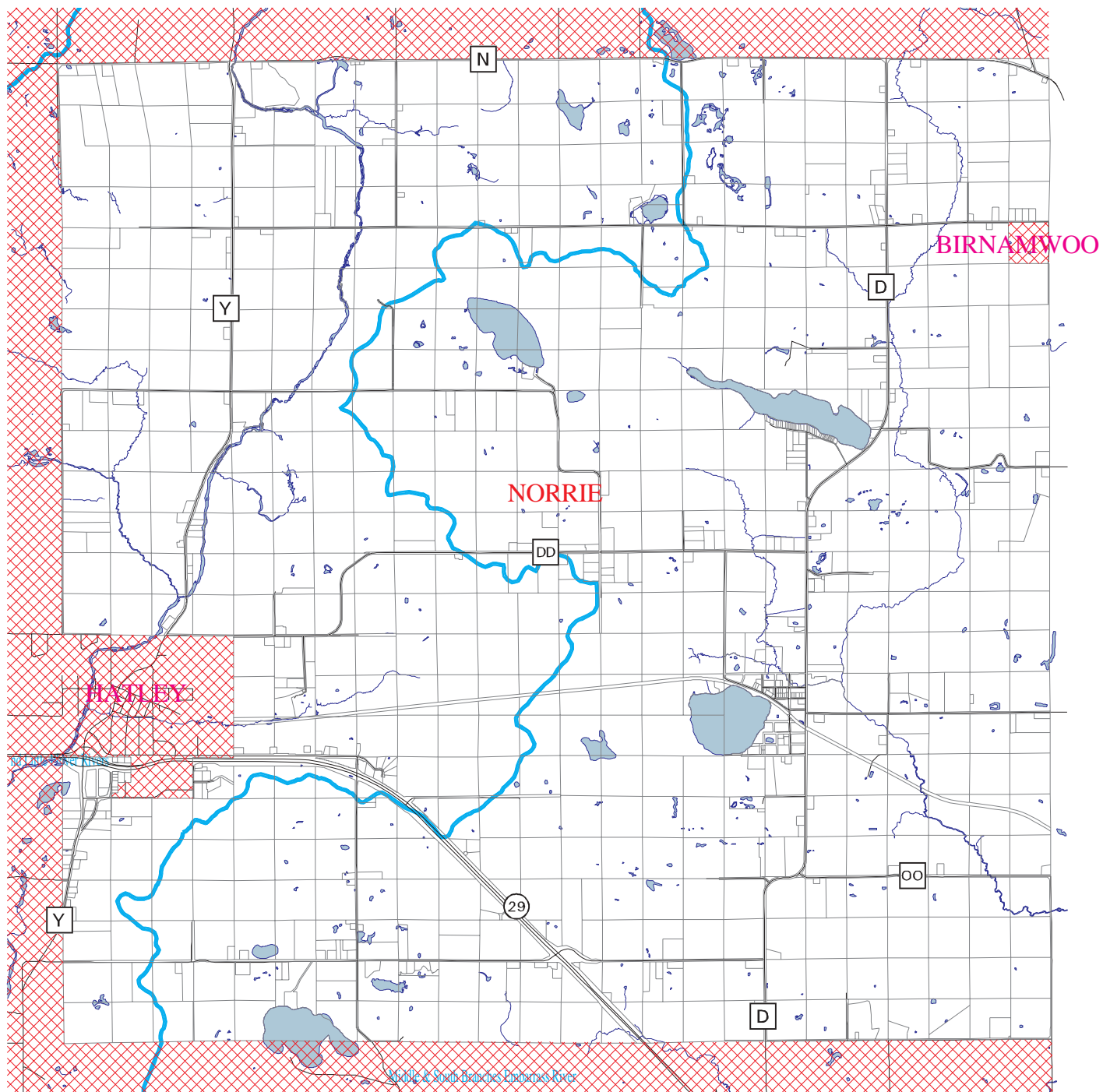
Figure 6-1
Depth To Bedrock
NORRIE



■ Soils suitable for septic systems w/soil absorption component

▤ Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 6-2
Suitable Soils-Septic Tank Absorption
NORRIE



 Priority Watersheds
 as identified in the Marathon County
 Land & Water Resource Management Plan

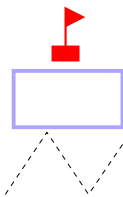
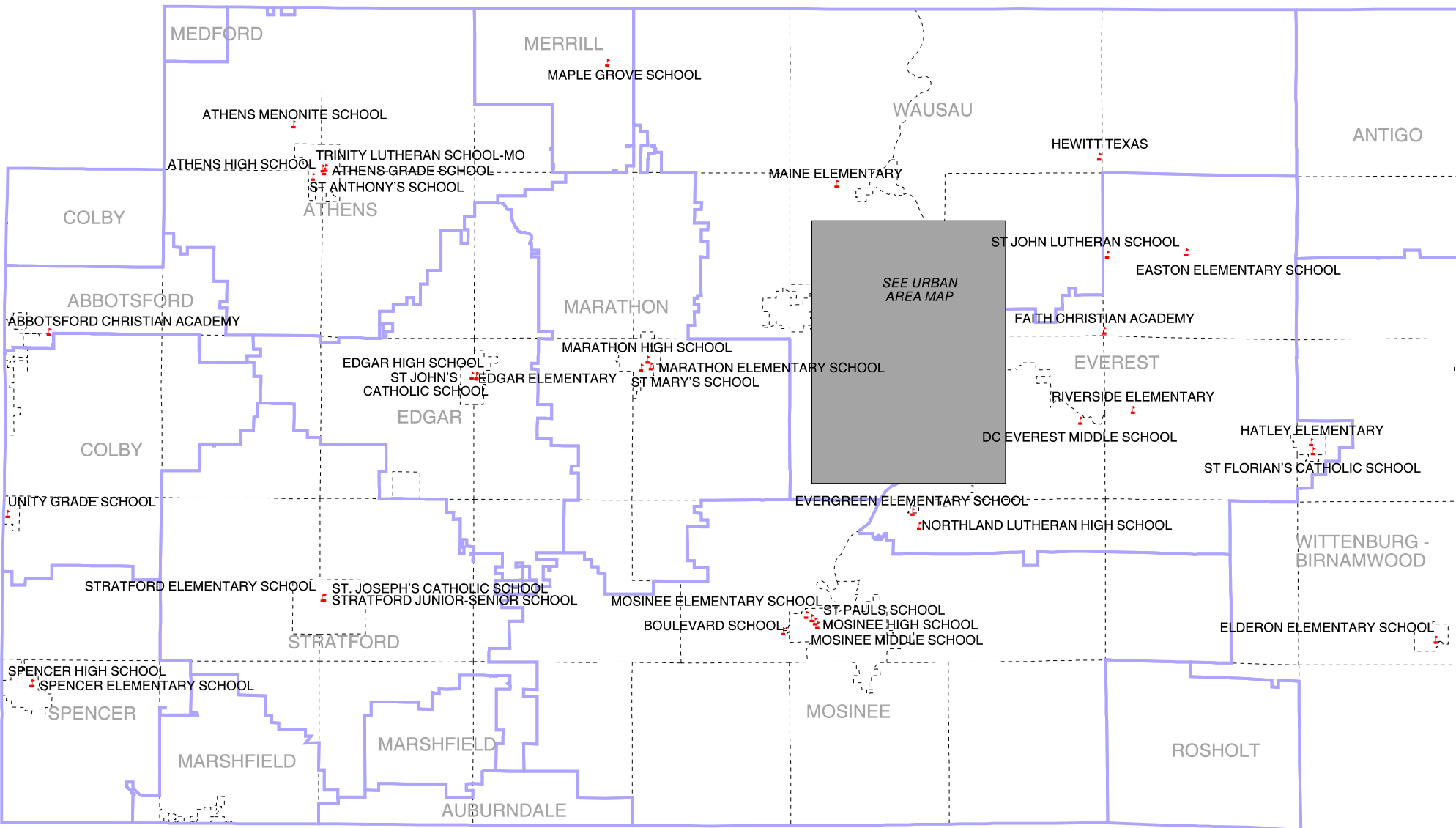
 Watershed boundaries

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 6-3
 Major Watersheds
 NORRIE

MARATHON COUNTY SCHOOL DISTRICTS AND SCHOOLS

RURAL AREA MAP



School Locations
School District Boundary
Municipal Boundary

MARATHON COUNTY LAW ENFORCEMENT

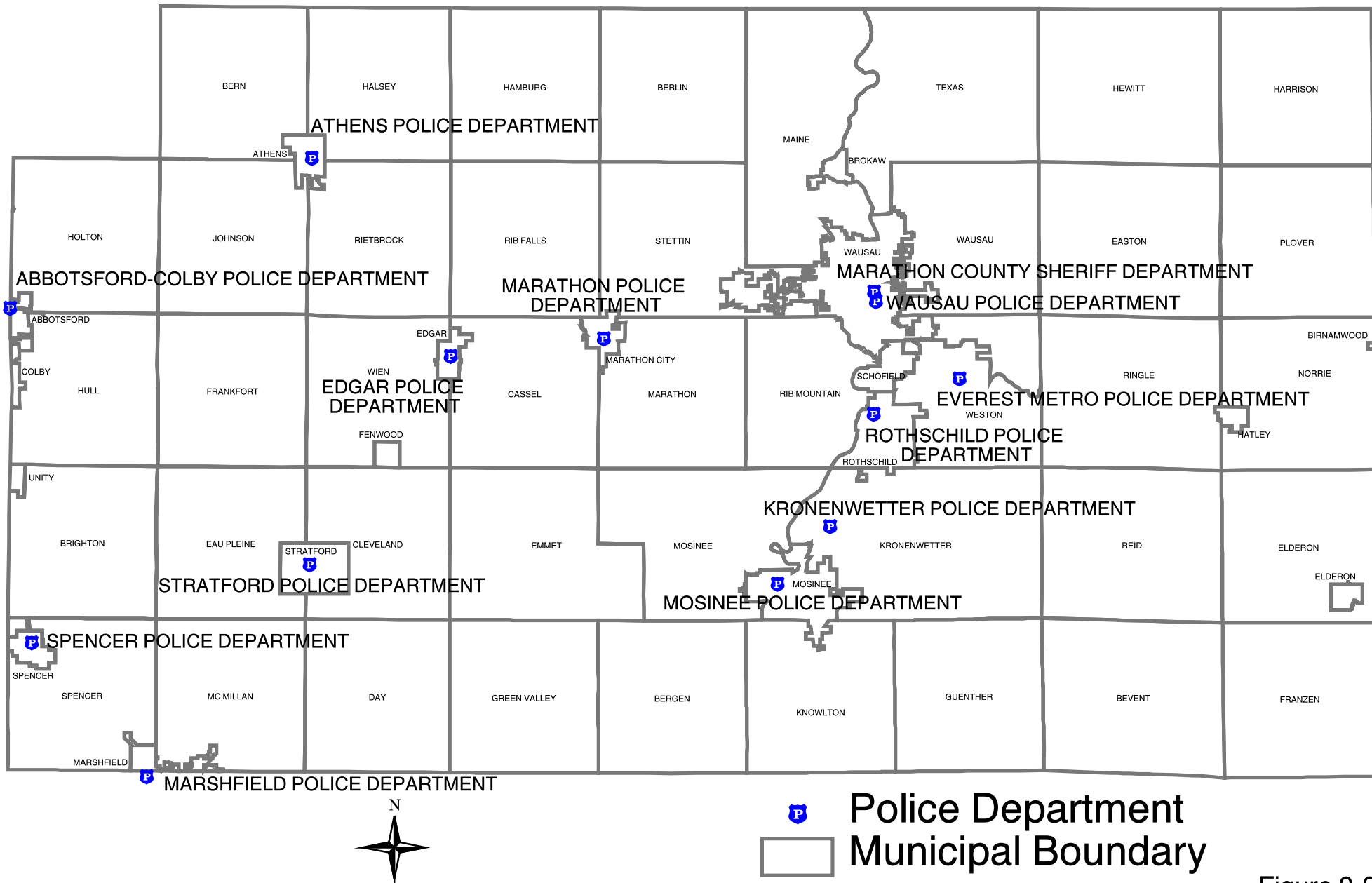
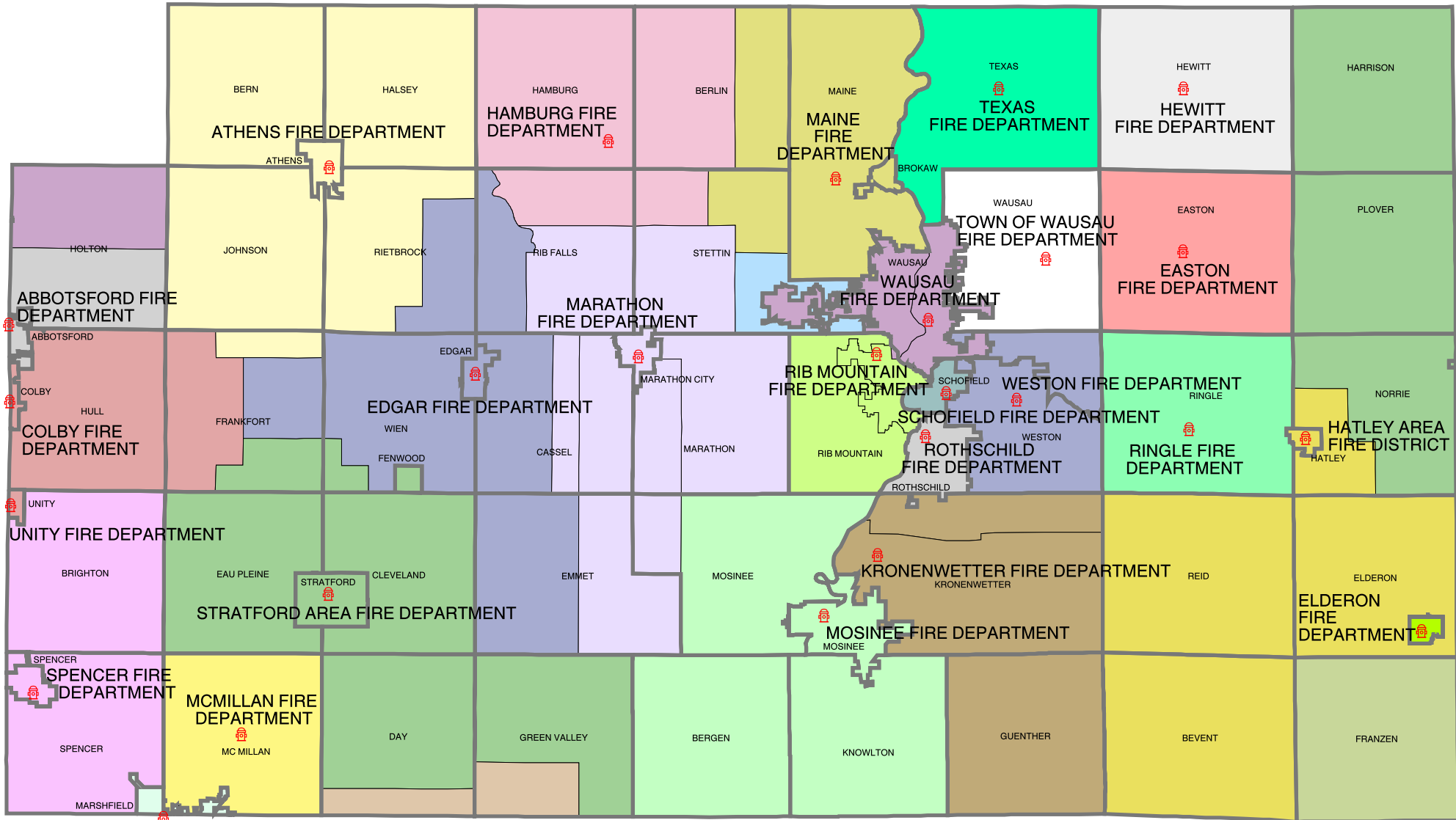






















Figure 9-2

FIRE DEPARTMENTS & SERVICE AREAS



 Fire Department
 Municipal Boundary

Fire Service Districts

| | | | |
|---|---------------|--|---------------|
|  | ABBOTSFORD |  | MARATHON |
|  | ATHENS |  | MARSHFIELD |
|  | BURNDALE |  | MOSINEE |
|  | BURNHAMWOOD |  | MOSINEE |
|  | COLBY |  | RIB MOUNTAIN |
|  | DORCHESTER |  | RINGLE |
|  | EASTON |  | SCHOFIELD |
|  | ELDERON |  | SPENCER |
|  | HAMBURG |  | STRATFORD |
| | HEWITT | | WAUSAU |
| | KRONENWETTER | | WAUSAU (town) |
| | MAINE | | WESTON |
| | MAINE/RIB MTN | | WITTENBERG |

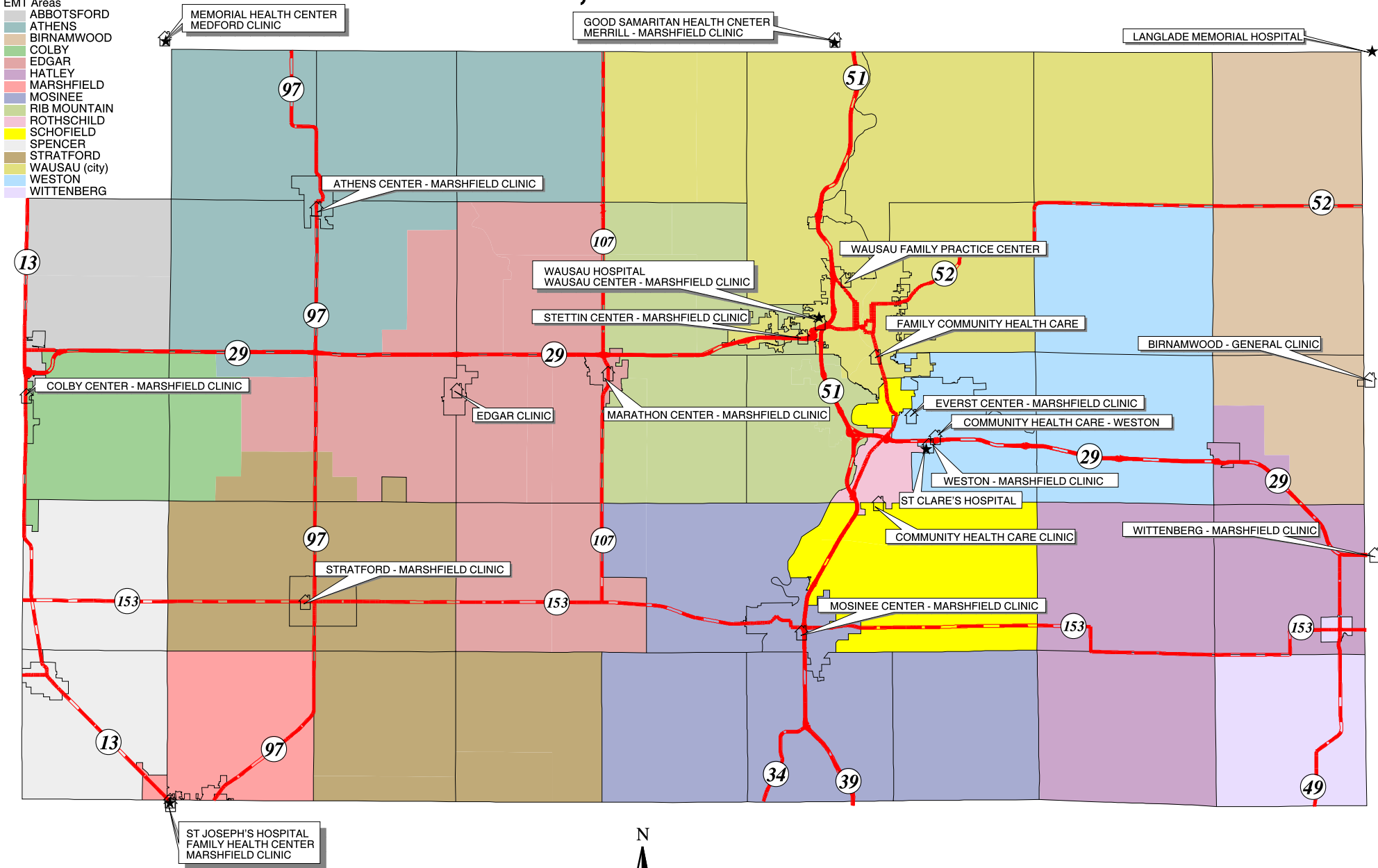


Map Developed by Marathon County CPZ & GIS 2005

Figure 9-3

- Healthcare Facilities
- CLINIC
 - HOSPITAL
 - State & US Highways
 - Municipal Boundary
 - EMT Areas
- ABBOTSFORD
ATHENS
BIRNAMWOOD
COLBY
EDGAR
HATLEY
MARSHFIELD
MOSINEE
RIB MOUNTAIN
ROTHSCHILD
SCHOFIELD
SPENCER
STRATFORD
WAUSAU (city)
WESTON
WITTENBERG

MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES



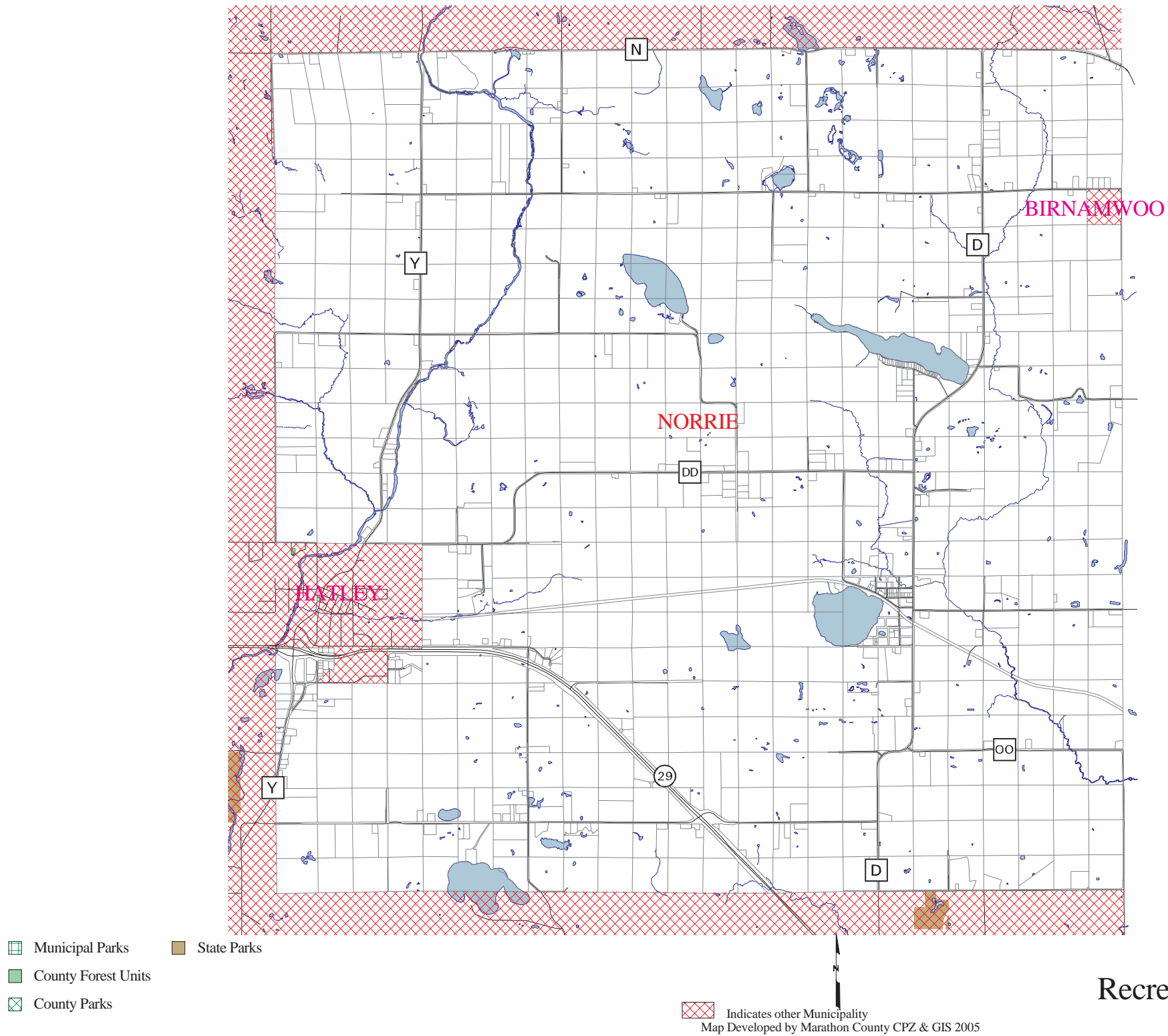


Figure 10-1
Recreation Facilities
NORRIE

Town of Norrie

Comprehensive Plan

Goals, Objectives, Policies & Implementation

Table of Contents

| | |
|--|----|
| 1. Introduction | 1 |
| 2. Natural Resources Element | 4 |
| 3. Land Use Element..... | 7 |
| 4. Transportation Element..... | 13 |
| 5. Utilities Element | 17 |
| 6. Housing Element | 18 |
| 7. Cultural Resources Element | 20 |
| 8. Community Facilities Element | 21 |
| 9. Parks Element | 22 |
| 10. Economic Development Element | 23 |
| 11. Intergovernmental Cooperation Element..... | 24 |
| 12. Implementation Element | 27 |

Appendices

- A. State Comprehensive Planning Goals
- B. Marathon County Guiding Principles
- C. Ordinances and Resolutions for Adoption
- D. Public Participation Plan
- E. Bibliography of Related Studies and Plans
- F. Road Paving Criteria

List of Tables

| | |
|---|----|
| Table 3-1: Future Land Use, 2005 | 11 |
| Table 3-2: Acreage Projections, 2000-2030..... | 12 |
| Table 4-1: Summary of Pavement Conditions..... | 16 |
| Table 12-1: Criteria to Consider When Reviewing Plan Changes | 30 |
| Table 12-2: Implementation Plan Actions..... | 32 |

List of Figures

- Figure 3-1: Future Land Use
- Figure 3-2: Existing Zoning
- Figure 3-3: Development Constraints
- Figure 4-1: Functional Classification
- Figure 4-2: WISLR Ratings
- Figure 4-3: WISLR Road Surface Type

List of Acronyms

303 (d) list—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

AADT—Annual Average Daily Traffic

AHI—Architecture & History Inventory (a database of the Wisconsin Historical Society).

BMPs—Best Management Practices

CCR&R—Child Care Resource and Referral Network

CDBG—Community Development Block Grant

CES—Cropland Evaluation System (Marathon County)

CIP—Capital Improvement Program

Comm 83—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

DWD—Department of Workforce Development

EMS—Emergency Medical Services

EMT—Emergency Medical Technician

ERW—Exceptional Resource Waters, a designation by the Wisconsin Department of Natural Resources.

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

HOME—Home Investment Partnerships Program

HUD—U.S. Department of Housing and Urban Development

LHOG—Local Housing Organization Grant

LRTP—Long Range Transportation Plan (Prepared by the Wausau Metro Planning Organization for the Metro area).

LWRMP—Land and Water Resource Management Plan (Marathon County)

MPO—Wausau Area Metropolitan Planning Organization

NCHC—North Central Health Care

NCWRPC—North Central Wisconsin Regional Planning Commission

NRHP—National Register of Historic Places

NTC—Northcentral Technical College

ORW—Outstanding Resource Waters, a designation under the U.S. Clean Water Act.

PASER—Pavement Surface Evaluation Rating

PMP—Pavement Management Plan

SHPO—State Historic Preservation Office

STF Data—Summary Tape File, referring to data files of the 2000 U.S. Census.

STH—State Trunk Highway

TDP—Transit Development Plan (Wausau Area Transit System)

TIP—Transportation Improvement Program (Marathon County)

USDA—United States Department of Agriculture

USH—U.S. Highway

UW-MC—University of Wisconsin—Marathon County

WATS—Wausau Area Transit System

WDA—Wisconsin Department of Agriculture

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WHEDA—Wisconsin Housing and Economic Development Authority

WISLR—Wisconsin Information System for Local Roads

WPD—Wetland Protection District

WPS—Wisconsin Public Service Corporation

1. Introduction

This document represents the core of the Town of Norrie Comprehensive Plan. It outlines the community's goals and objectives to address the issues and opportunities identified in the *Conditions and Issues Report* and guide future growth. Goals and objectives have been developed relative to each of the required plan elements. For each of the goals and objectives, specific policies, strategies and/or actions are recommended to enable the community to achieve them. The Implementation Element at the end of this document compiles and prioritizes all the recommended action steps and identifies who is responsible for implementation.

Coordinating planning efforts with other jurisdictions was integral to the local comprehensive planning process. By working in sub-area groups, participating in county-wide planning workshops, and directly communicating with neighboring communities, all participating local municipalities have taken steps to foster intergovernmental cooperation and land use coordination. To achieve a level of broad consistency, all participating municipalities worked together to identify common likes, dislikes and concerns impacting their respective sub-areas. These were distilled into ten countywide guiding principles that describe a broad, shared vision of the future of Marathon County.

Local plans must also address the State's fourteen planning goals outlined in Wisconsin Statutes 66.1001, to the extent applicable. The sub-area concerns are summarized below and the State planning goals and countywide guiding principles are summarized in Appendix A and B, respectively.

Sub-Area Concerns

Following is a list of concerns shared by the four rural planning sub-areas outside of the Wausau metropolitan area. These were developed through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise to identify aspects of the sub-areas that participants liked, disliked, or had concerns about. Because many of the concerns were shared by all the rural sub-areas, they were consolidated into one list as follows:

General Concerns:

Local Development Control

- Maintain local control of development regulation
- Private property rights

Degree of Regulation

- Prefer minimal development regulation, but open to some regulation to protect prime farmland, rural character, natural resources and water quality
- Managed development preferred

Land Use and Development:

Preserve Rural Character

- Rural settings (small farms dotting landscape)
- Low population density (1, 2 and 5 acre lots)
- Ample open space, woodlands, natural areas, etc.
- Small town living – familiar, friendly, safe
- Concentrate commercial and industrial development in cities or villages

Farm/Non-farm Conflicts

- Increased demand (from new residents) for higher level of service, paved roads, etc.
- Traffic conflicts between passenger vehicles and farm equipment
- Road paving and dust control – Costs? Benefits?
- Road damage from heavy farm equipment
- Increased complaints about farm smells, dust, noise

Urban Fringe Development

- Annexation - lack of control over where, when and what might develop
- Some support for cooperative boundary agreements to manage growth at urban edge
- Planned development preferred - but wary of over regulation

Identity and Appearance

- Lack of design/aesthetics control for commercial and industrial development (buildings, landscaping, signs)
- Cluttered appearance of major road corridors (signs, power lines, no landscaping)
- Improve housing maintenance in some neighborhoods
- Land use conflicts – i.e. old industrial adjacent to residential

Preservation and Protection of Resources:

Preserve/Protect Natural Resources

- Preserve woodlands (highest ratings in survey responses), wetlands, rivers
- Protect/maintain natural character and scenic quality
- Maintain access to natural areas

Fiscal/Economic:

Strong and Diverse Tax Base

- Loss of land, jobs and population due to annexation
- Loss of taxable land due to public purchase (e.g. County Forests)
- Redevelop under-utilized land, particularly along Wisconsin River
- Maintain/foster diverse mix of land uses
- Competition for industrial development – particularly between urban and fringe areas

Farmland Preservation (primarily economic issue)

- Loss of small/family farms to development or larger farms
- Mega farms [also concerns about environmental impacts]
- Decreasing number of active farms
- Conversion of farms to non-farm development
- Land value inflation (high taxes)

Infrastructure:

Traffic and Transportation System

- Too many driveway openings on busy road corridors
- Lack of future street planning
- Limited river crossings
- New interchange locations and loss of highway access
- Highway frontage roads – access limitations

Protect Water Supply

- Depletion or degradation due to high volume users (mega farms, new high school, industry)
- Limited access to water for wells in some areas (bedrock, etc.)

Sewer and Septic System Availability

- Poor soil drainage limits suitability for on-site waste treatment systems in some areas
- “Comm83” opens more areas for on-site treatment systems
- Interest in looking at alternatives to centralized wastewater treatment

Cost Efficient Community Services

- Shared services generally good – fragmentation an issue in some areas
- Maintain and improve services w/o increasing taxes
- How/who will pay for increased services
- Lack of transit access in rural and fringe areas

Goals, Objectives, Policies, Strategies & Actions

This section is intended to address issues and opportunities as identified by the Town of Norrie in its *Conditions and Issues Report*. These issues and opportunities are captured in the policies, strategies and actions set forth with the intent of achieving the goals identified by the community. These goals work in concert with the goals set forth by the State of Wisconsin (Appendix A) and Marathon County (Appendix B).

Definitions:

- **Goal:** A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.

- **Objective:** An objective is a statement that describes a specific course of action to achieve a goal or address an issue.
- **Policy:** A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.
- **Strategies:** As the name implies, strategies are strategic approaches that may involve a series of individual actions to achieve a specific goal or objective.
- **Actions:** An action describes a specific effort that will be undertaken to achieve a specific goal or objective.

2. Natural Resources Element

Town of Norrie residents are very concerned about preservation of natural resources in light of increased development pressure. Residents are particularly concerned with water bodies in the Town of Norrie, including Plover River and numerous lakes. The Town of Norrie has developed the following goals and actions to demonstrate its support.

Goal 1: Protect and enhance the Outstanding Resource Waters (ORW) and Exceptional Resource Waters (ERW) from intensive development.

- **Objective: To minimize intensive development in areas that could affect views of, or the water quality and habitat, of ORWs and ERWs.**
- **Objective: To support restoration of native vegetation along ORWs and ERWs.**
- **Objective: To support private sector efforts that enhance the ORWs and ERWs.**
- **Objective: To protect and enhance the Plover River as a particularly important waterway and natural habitat.**
- **Objective: To the extent possible, limit uncontrolled runoff, over use of fertilizers, and other waterway contaminants to surface water.**

POLICIES

- The Town of Norrie encourages the protection and enhancement of local ORWs and ERWs.

STRATEGIES/ACTIONS

- Support the identification and mapping of ORWs and ERWs, and document important views that should be preserved.
- Establish guidelines for development located near ORWs and ERWs, including type and use.
- Identify buffer zones around ORWs and ERWs and prohibit development within those buffers.
- Participate in discussions with the County and WDNR to evaluate current development practices.
- Offer incentives to landowners who take steps to protect ORWs and ERWs on their property.
- Inform residents about conservation easements and implement as applicable.
- Support UW-Extension, the County, and the WDNR on how to implement conservation buffers and native vegetation.
- Support Marathon County and UW-Extension efforts to address uncontrolled runoff and overuse of agricultural chemicals.

Goal 2: Protect wetlands from development activity.

- **Objective: To continue working with the WDNR to ensure appropriate preservation of wetlands.**

- **Objective: To provide leadership in disseminating information about wetland preservation and management for Town of Norrie residents.**

POLICIES

- The Town of Norrie discourages development in areas that will negatively affect wetlands.

STRATEGIES/ACTIONS

- Establish guidelines for developments located near wetlands, including type and use.
- Identify buffer zones around wetlands and prohibit development within those buffers.
- Participate in discussions with the County and WDNR to evaluate current development practices and continue to identify sensitive resources.

Goal 3: Protect the aesthetic and environmental qualities of the Town of Norrie's many lakes.

- **Objective: To minimize intensive development around the Town of Norrie's lakes in order to protect views, water and shoreline quality, habitat or natural vegetation on the lakes.**
- **Objective: To support the rehabilitation of Mayflower Lake by seeking funds to support rehabilitation activities.**

- **Objective: To support the Mayflower Lake District as a way to manage issues at the lake.**

POLICIES

- The Town of Norrie encourages the protection of local lakes.

STRATEGIES/ACTIONS

- Support established guidelines for developments located near lakes, including type and use.
- Identify particular views which are important in preserving the aesthetic quality of the lake.
- Identify buffer zones around lakes and prohibit development within those buffers.
- Support UW-Extension, the County, and the WDNR on how to implement conservation or shoreland buffers.
- Consider conservation easements.
- Participate in discussions with the DNR and other agencies on available grants or other funds to help support the rehabilitation of Mayflower Lake.
- Continue to communicate with the Mayflower Lake District.

Goal 4: Protect and enhance the woodlands in the Town of Norrie.

- **Objective: To encourage use of the Managed Forest Law (MFL) to prevent fragmentation of large sections of woodland and to encourage good forest practices.**

POLICIES

- The Town of Norrie encourages the protection and enhancement of local woodlands.

STRATEGIES/ACTIONS

- Invite speakers to existing Town meetings, or hold a special seminar on the Managed Forest Law.
- Work with UW-Extension, the County, the WDNR, and local branches of the U.S. Forest Service to research and distribute information on good forest practices to local forest land owners.

Goal 5: Protect and preserve prime farmland for agricultural production.

- **Objective: To encourage use of Farmland Preservation Contracts to keep land in agricultural uses.**
- **Objective: To continue to encourage use of agricultural Best Management Practices (BMPs) to reduce soil erosion, decrease sedimentation into surface waters, and increase proper nutrient crediting to protect surface resources.**

POLICIES

- The Town of Norrie encourages the preservation farmland for agricultural production.

STRATEGIES/ACTIONS

- Distribute information to landowners about who to contact about Farmland Preservation Contracts.
- Support incentives for participation in certain programs.

- Support UW-Extension and Marathon County efforts to address the maintenance of ag land.
- Support UW-Extension, Marathon County, and NRCS efforts to implement and monitor farmland conservation practices, including BMPs.

Goal 6: Reclaim abandoned mine sites.

- **Objective: To support Marathon County Planning & Zoning and Land Conservation Department efforts to reclaim abandoned mine sites through the existing non-metallic mining ordinance.**
- **Objective: To work toward education and legislation that encourages, rather than discourages, reclamation of mine sites.**

POLICIES

- The Town of Norrie will support County efforts to reclaim abandoned min sites.

STRATEGIES/ACTIONS

- Participate in any meetings organized by the County to discuss the non-metallic mining ordinance or reclamation actions within the Town of Norrie.

3. Land Use Element

A majority of the Town of Norrie is currently in woodland, cropland or water (nearly 85%). Over 300 acres is set aside under Forest Crop Law (FCL). Residential development is scattered throughout the Town of Norrie, along various County roads. Residential development has been particularly strong in the southwest, along Hilltop Road and Bass Lake Road. In a majority of the Town of Norrie, the development pattern has been for residential development on 40-acre parcels or larger. There are smaller parcels, but compared to other Towns closer to the City of Wausau, the Town of Norrie has not had the same level of small parcel development.

Goal 1: Proactively plan for increased demand for rural residential land development.

- **Objective: To identify areas where different types of residential development, such as large lots or subdivisions, are encouraged.**
- **Objective: To correlate lot sizes to different development areas.**
- **Objective: To direct rural residential uses away from sensitive lands such as wetlands, creeks and rivers.**
- **Objective: To ensure that development occurs in areas with adequate road access.**

POLICIES

- The Town of Norrie discourages developments from occurring around natural resource areas.
- The Town of Norrie wishes to identify areas in the Town where different types of residential development should be directed.
- The Town of Norrie encourages new development in areas where road access is adequate.

STRATEGIES/ACTIONS

- Carefully consider road access when reviewing development applications.
- Work with the County to identify and map areas where different residential development types should occur, such as the most appropriate place for large lots.
- Set guidelines for required buffers around identified sensitive areas – no development can occur within buffer, or development must be a determined distance away from stream, etc.
- Establish guidelines for use/lot sizes.

Goal 2: Encourage land uses that are consistent with the identity of the community and will maintain the current land use pattern.

- **Objective: To locate similar land uses in proximity with each other in an effort to prevent future land use conflicts.**
- **Objective: To support single family residential as the preferred type of residential development.**

POLICIES

- The Town of Norrie supports grouping similar land uses together.
- The Town of Norrie supports single family residential as the preferred type of residential development.

STRATEGIES/ACTIONS

- Establish and adopt development guidelines which direct similar land uses to the same area.
- Create zoning or recommended land uses which have a higher percentage of single family residential development.
- Cluster multi family or other residential development in areas more suited for higher densities, and with other buildings of its type.

Goal 3: Provide regulatory tools for managing growth.

- **Objective: To base land use decisions on the Town of Norrie's adopted plan for future development.**
- **Objective: To consider a zoning code to provide tools for land use decisionmaking.**
- **Objective: To develop tools such as subdivision and conservation subdivision ordinances that will permit development while preserving open space.**

- **Objective: To require developer financing of improvements in developments and/or subdivisions.**
- **Objective: To review and update the mobile home ordinance as needed.**

POLICIES

- The Town of Norrie encourages the use and adoption of regulatory tools to manage new growth.

STRATEGIES/ACTIONS

- Use the adopted plan for future development as a tool when reviewing development applications.
- Weigh the pros and cons of a local zoning code.
- Organize and document all existing ordinances.
- Hire a consultant or work with County staff to develop and adopt subdivision and conservation subdivision ordinances.
- Establish and adopt guidelines for developer financing of certain aspects of developments and subdivisions.
- Establish a committee or set a time for the current Town Board to review the mobile home ordinance and update as applicable.

Goal 4: Incorporate information on fiscal impacts of development on the current tax base into decisionmaking.

- **Objective: To develop an impact assessment system to identify development costs so that information can help the Town of Norrie make more informed decisions.**

POLICIES

- The Town of Norrie supports the inclusion of fiscal impact information into the local decision-making process.

STRATEGIES/ACTIONS

- Conduct benefit-cost analysis on all large projects within the Town of Norrie.
- Determine the effects on the tax base that will be incurred by each proposed development project, and include this information when presenting the project to a decision-making body.
- Develop a form or standard for collecting and recording data on fiscal impacts of projects.

Goal 5: Make development decisions that will enable existing or future farms to remain in agriculture.

- **Objective:** To encourage residential development to locate away from identified farming areas in order to prevent fragmentation of large blocks of farmland.
- **Objective:** To restrict the placement of non-farm commercial or industrial uses in identified prime farming areas.
- **Objective:** To encourage development away from identified farming areas in order to minimize conflicts between non-farm residents and farms and their operating characteristics.

POLICIES

- The Town of Norrie recognizes the importance of farmland as an important agricultural resource, now and in the future.
- The Town of Norrie supports the minimization of farm/non-farm conflicts.

STRATEGIES/ACTIONS

- Identify and map major farming areas and prime farmland which the Town feels should remain in production and not be fragmented.
- Exclusively zone prime farmland as agricultural use only?
- Participate with property owners, Marathon County, and UW-Extension to develop a program to direct new agricultural operators to existing operators of prime farmland who wish to sell.
- Support and participate in the ongoing program that Marathon County and UW-Extension is developing to direct new/young farmers into the County.

Goal 6: Preserve the rural character of the Town of Norrie.

- **Objective:** To determine an appropriate lot size that will support the Town of Norrie's concept of rural character.
- **Objective:** To establish development regulations that will enhance rural character.

POLICIES

- The Town of Norrie recognizes its rural character as an important and attractive asset.

STRATEGIES/ACTIONS

- Research conservation subdivisions
- Set guidelines for minimum lot size.
- Guide higher density development to areas that would not greatly compromise rural character.
- Clearly identify and map the areas suitable for higher density development, and those areas that should remain low-density.

Goal 7: Coordinate with adjacent communities on development projects that will affect them.

- **Objective: To meet with Hatley to plan for orderly, coordinated development in the area surrounding the CTH Y interchange.**
- **Objective: To meet with other adjacent communities such as Ringle, Birnamwood and others whenever there are common issues.**

POLICIES

- The Town of Norrie encourages communication with adjacent communities when there are common issues.

STRATEGIES/ACTIONS

- Maintain a list of the appropriate person(s) to call when development is occurring on the Town boundary or may have an impact on another community.

- Initiate meetings with other communities when the Town of Norrie has new development proposed in the vicinity of those communities. Disclose potential impacts and discuss possible mitigation or cooperation.
- Attend meetings initiated by other surrounding communities.

Goal 8: Determine whether nuisance issues (dilapidated buildings, abandoned junk and refuse) should be regulated.

- **Objective: To develop an ordinance governing nuisance issues in the Town of Norrie.**

POLICIES

- The Town of Norrie supports the development of a nuisance ordinance.

STRATEGIES/ACTIONS

- Compile a list of the types of things that are currently issues in the Town of Norrie and should be governed via ordinance.
- Develop and adopt an ordinance on old buildings, abandoned junk, etc.

Accommodating Future Growth

The population of the Town of Norrie has grown at a rate of 42 percent between 1970 and 2000. This growth rate exceeded that of Marathon County and the State of Wisconsin. The Town of Norrie's population is projected to increase another 27 percent by the year 2030 (WDOA). Future development pressure from the new hospital in Weston, improvements to STH 29, and

reconstruction of CTH Y are all anticipated to generate growth in coming years.

Future Land Use – The Town of Norrie Future Land Use map, shown in Figure 3-1 illustrates the anticipated future pattern of land uses. The map includes fourteen land use categories to guide where new residential and non-residential development should be encouraged to locate or where development should be discouraged. Descriptions of each land use category and the number of acres within each category are provided in Table 3-1. Figure 3-3 shows areas with development constraints due to environmental conditions such as wetlands and floodplains, or policy constraints such as restrictive zoning or other programs (i.e., Exclusive Agriculture, Forest Crop Law). Areas where existing development precludes additional development are also shown.

A majority of the future land use in the Town of Norrie is anticipated to be in woodland and cropland (combined 76%). Only about six percent of land is designated for residential use. These will be mostly single-family homes on larger lots scattered throughout the Town along County and other major roads.

Table 3-1: Future Land Use, 2005

| Land Cover Category | Description | Acres | % of Total Land Area |
|-------------------------------------|---|--------------|-----------------------------|
| Single Family Residential | One family structures, farm residences, mobile homes | 1084 | 5% |
| Multi-Family Residential | Multiple family structures with three or more households, condos, duplexes, apartments | 3 | <1% |
| Commercial Services | Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company | 158 | <1% |
| Industrial | Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers | 19 | <1% |
| Quarries/Gravel Pits | Mining operations | 114 | <1% |
| Quarry/Reclaim w/residential | Areas currently being mined that are slated to be used as residential after reclamation | 187 | <1% |
| Cropland | Tilled agriculture, prime farmland | 6090 | 29% |
| Other Agriculture | Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells | 2085 | 9% |
| Public/Quasi-Public | Schools, churches, cemeteries, libraries, government buildings, National Guard, utility facilities. | 10 | <1% |
| Park and Recreation | Public and private parks, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc. | 64 | <1% |
| Woodlands | Privately-owned forested land, including nurseries, paper mill forests, etc. | 10493 | 47% |
| Water and Wetlands | Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc. | 494 | 2% |
| Transportation | Airports, highways, road right-of-ways, railroads, logging roads | 626 | <1% |
| Barren Land | Unused open land in wooded areas, along streams, along roadsides | 1092 | 5% |
| Total Land Area | | 22519 | 100% |

Source: Future Land Use map (acreage corresponds to map dated 5/20/05)

Land Needs – Projections of future population and employment growth in the Town of Norrie are provided in the *Issues and Conditions* report. These were used to estimate the amount of land needed to accommodate future residential and non-residential development over the next 20 years. Acreage projections were based on assumptions about density of houses per acre and employees per acre.

It is estimated over the next 20 years, 234 acres will be needed to accommodate future residential development and 11 acres are needed for future non-residential development. Sufficient acreage to meet estimated demand for new development has been exceeded in the appropriate land use categories on the future land use map. Land developed for new residential and commercial use will most likely be converted from agricultural use and limited woodland use, instead of subdividing existing residential lots. This trend is illustrated in Table 3-2 below.

Table 3-2: Acreage Projections, 2000-2030

| | Estimated Acreage Needed by Year | | | | | | |
|---------------------|----------------------------------|---------|---------|---------|---------|---------|---------|
| | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 |
| Agricultural | 15329 | 15288.2 | 15247.4 | 15206.5 | 15165.7 | 15124.9 | 15084.1 |
| Residential | 599 | 638 | 677 | 716 | 755 | 794 | 833 |
| Commercial | 37 | 38.83 | 40.66 | 42.49 | 44.32 | 46.15 | 47.98 |
| Industrial | 19 | 19 | 19 | 19 | 19 | 19 | 19 |

Source: Acreage based on estimates from Regional Planning Commission dated 10/29/03 and Marathon County

The agricultural category includes cropland, other agriculture, woodlands and barren land use categories. The residential category includes single-family and multi-family uses. The non-residential category includes commercial, industrial and quarry uses. This table does not include land use categories that are generally not developable, such as public/quasi-public, recreation, water/wetlands, and transportation.

Consistency between Land Use and Zoning – Land use and zoning designations are related, but not necessarily identical. Land use categories tend to be fairly general whereas zoning districts regulate specific land uses and development requirements. Because the land use categories are general it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts might be consistent with more than one land use designation.

Achieving consistency between land use and zoning is required by State Statutes. This generally occurs when a community is considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the land use designation on the property it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation - but the community believes the requested zoning is appropriate in the specific location and would benefit the community - the zoning change can be approved, however, the land use map should be amended accordingly to establish land use and zoning consistency. The process for amending the land use map is discussed in greater detail in the Implementation Element.

4. Transportation Element

Reconstruction of CTH Y will be complete in Fall 2005. A pending STH 29 corridor study is an area of concern for Town of Norrie residents. Safety and rural/urban conflicts are identified issues as the Town of Norrie continues to grow. The following goals, objectives and actions reflect the Town of Norrie's desire to be proactive in planning for future transportation needs.

Goal 1: Improve traffic safety within the Town of Norrie.

- **Objective: To work with Marathon County to investigate safety issues such as road geometry, speed limits, driveway access and other factors along heavily used roads such as CTH Y and CTH D.**
- **Objective: To look for opportunities to minimize rural/urban road usage conflicts.**
- **Objective: To record criteria for review of driveway access along Town roads if and when documentation is necessary for efficient planning.**

POLICIES

- The Town of Norrie will work with many parties to make sure that traffic safety is improved within the Town.

STRATEGIES/ACTIONS

- Formalize and adopt the criteria for driveway permit review.
- Work with UW-Extension, Marathon County, and the County Sheriff's Department to educate the public about slow-moving vehicles and other farm/non-farm conflicts.
- Initiate discussions with the County about studying CTH Y and CTH D.

Goal 2: Maintain Town roads.

- **Objective: To continue the annual road budgeting process so that maintenance and improvements can be programmed and adequately funded.**
- **Objective: To record criteria to determine when and if roads should be paved at such time that documentation is necessary for efficient planning.**

POLICIES

- The Town of Norrie supports programs to help maintain the condition of current Town roads.

STRATEGIES/ACTIONS

- Develop and document criteria to assist in the decision-making process of whether or not to pave a roadway.
- Meet annually to prioritize and program road repair and improvements.

Goal 3: Provide the most cost-efficient, effective services to residents in areas such as road maintenance, snowplowing, or other services.

- **Objective: To explore opportunities to work with adjacent communities where there are potential cost savings in service delivery.**
- **Objective: To continue to coordinate road maintenance and/or equipment with adjacent communities (Ringle and Elderon), to determine if services can be shared for potential cost savings.**

POLICIES

- The Town of Norrie supports working with adjacent communities to provide cost savings in road maintenance and services.

STRATEGIES/ACTIONS

- Participate in meetings with surrounding Towns and the County to discuss road maintenance schedules. Form a committee of representatives from each?
- Participate in meetings with surrounding communities to discuss snow-plowing and other service activities.
- Annually develop a plan for any shared road maintenance, including detailed responsibilities and cost-sharing.

Goal 4: Improve access management along STH 29.

- **Objective: To work with surrounding communities, the County and the State to carry out a corridor study along STH 29.**
- **Objective: To meet with Hatley to plan for orderly, coordinated development in the area near the CTH Y interchange.**
- **Objective: To ensure that development along STH 29 occurs in areas that will have adequate access in the future.**

POLICIES

- The Town of Norrie encourages coordination between local, County, and State entities regarding development and access along STH 29.
- The Town of Norrie will cooperate with Hatley to plan for development near the CTH Y interchange.
- The Town of Norrie supports improved access management along STH 29.

STRATEGIES/ACTIONS

- Maintain contact with the State and continue to express interest in a corridor study along STH 29.
- Be sure that the Town of Norrie is represented in any committees or meetings held by the state or other entities on the STH 29 corridor.

- Create or join a committee that meets regularly to discuss development in the area surrounding the CTH Y. Members should represent Ringle, Hatley, and Norrie.
- Identify and map areas along the STH 29 corridor in the Town of Norrie that are most appropriate for future development and have appropriate access.
- Use the generated future land use map to guide development reviews in the STH 29 corridor.

Goal 5: Ensure that new development provides for efficient transportation systems.

- **Objective: To require new subdivision road design that can accommodate future expansion.**
- **Objective: To require developer financing of improvements in developments and/or subdivisions.**
- **Objective: To incorporate non-motorized transportation (bicycles, pedestrians) into new subdivision designs.**

POLICIES

- The Town of Norrie encourages more planning for the relationship between roads and new development.
- The Town of Norrie supports the inclusion of provisions for non-motorized transportation into new subdivision designs.

STRATEGIES/ACTIONS

- Make future roadway considerations a part of the standard development review.

- Review existing subdivision and road ordinances and utilize when planning for roads and Town road access.
- Require added lane or shoulder width and/or sidewalks along certain roads in new subdivisions, to support bikes or pedestrians.
- Develop and adopt guidelines that require developers to finance some of the infrastructure improvements necessary for new development.

Goal 6: Ensure that new development near the Mountain-Bay Trail has adequate access.

- **Objective: To specifically review all development proposals near the trail and ensure that no parcels become landlocked because of prohibitions on additional trail crossings.**

POLICIES

- The Town of Norrie encourages the careful review of all development proposals near the Mountain-Bay Trail.

STRATEGIES/ACTIONS

- Review existing prohibitions/regulations on additional trail crossings.
- Advise developers of existing regulations regarding the trail.

Road Improvements

The Wisconsin Department of Transportation requires all incorporated communities to prepare a Pavement Management Plan using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The

data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin's local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities. PASER rates road surfaces on a scale of 1 to 10.

This scale is broken down as follows:

- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community's Pavement Management Plan. WISLR ratings and surface types in the Town of Norrie are shown on Figures 4-1 and 4-2, and summarized in Table 4-1.

Table 4-1: Summary of Pavement Conditions

| Surface Type Code (miles) | | | | | | |
|----------------------------|----------------------------|-----------------------------|---------------------|------------------------------|-------------------------------------|-------------------------------------|
| Unimproved Road | Graded Earth Road | Gravel Road | Wearing Surface | Cold Mix Asphalt on Concrete | Cold Mix Resurfacing with < 7" Base | Cold Mix Resurfacing with > 7" Base |
| 0.21 | 0.21 | 11.38 | | | | |
| Cold Mix Asphalt Base < 7" | Cold Mix Asphalt Base > 7" | Hot Mix Asphalt on Concrete | Hot Mix Resurfacing | Hot Mix Asphalt Pavement | Concrete Pavement | Brick or Block Pavement |
| 17.81 | 28.11 | | | | | |

| Surface Condition Rating - WISLR Data | | | | | | |
|---------------------------------------|--------|-------|-------|------|-----------|-----------|
| No Data | Failed | Poor | Fair | Good | Very Good | Excellent |
| 0.75 | 2.64 | 12.07 | 13.55 | 16.5 | 8.67 | 2.51 |

Source: WDOT (WISLR), 8/10/04

The roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to promote safe travel conditions. Further information is necessary for those roads that display no surface rating data. This data collection effort will help ensure safe travel conditions along those routes.

Paving Gravel Roads – Approximately twelve miles of roads within the Town remain unpaved. When paving gravel roads, there are many factors that should be taken into consideration. Appendix F outlines some general guidelines to help the Town decide if or when to pave gravel roads.

5. Utilities Element

The Town of Norrie does not provide public sewer or water service. All development relies on private wells and waste disposal systems. Town of Norrie residents are concerned with planning for efficient private waste disposal systems, as well as protecting the Town's water supply.

Goal 1: Plan for efficient on-site waste disposal systems in the Town of Norrie.

- **Objective: To ensure that lot sizes are adequate for private waste disposal systems.**
- **Objective: To ensure that waste disposal systems will not have negative effects on wetlands, rivers, streams or lakes in the Town of Norrie.**
- **Objective: To consider the creation of a sewer district in a defined area (i.e. Mayflower Lake) if lot sizes and density make it a feasible option for waste disposal.**

POLICIES

- The Town of Norrie encourages appropriate and efficient use of on-site sanitary waste disposal systems as approved by Marathon County.

STRATEGIES/ACTIONS

- Develop and adopt a minimum lot size relative to a certain size of waste disposal systems.

- Investigate and plan desired lot sizes and density in the Mayflower Lake area. Use this information to determine if sewer district expansion is feasible.

Goal 2: Protect the Town's water resources, including potable water.

- **Objective: Support WDNR and Marathon County efforts to protect critical groundwater recharge areas.**
- **Objective: To encourage residents to conduct regular well testing to ensure that water is safe.**
- **Objective: To proactively plan and identify any areas that may have public water systems in the future.**

POLICIES

- The Town of Norrie supports the maintenance and protection of its water supply.

STRATEGIES/ACTIONS

- Identify and map areas within the Town that have limited water supply.
- Support WDNR and County efforts to identify and map critical groundwater recharge areas.
- Zone or place development regulations on areas that have limited water supply or are within a critical groundwater recharge area.

6. Housing Element

Looking into the future, the Town of Norrie is most concerned with the safety and variety of housing for its residents. The Town of Norrie would also like to guide development to areas that will best utilize areas already served by public utilities.

Goal 1: Plan for rural residential development to address concerns about waste disposal systems, adequacy of water supply and to preserve rural character in the Town of Norrie.

- **Objective: To encourage housing development in areas that can best be served with infrastructure including water capacity and road access.**
- **Objective: To locate new residential units in areas that will have minimal impact on farmland and will have appropriate services.**

POLICIES

- The Town of Norrie supports adequate and thorough planning for residential development.

STRATEGIES/ACTIONS

- Identify and map areas within the Town that have limited water supply.
- Zone or place development regulations on areas that have limited water supply or are within other critical water areas.
- Identify and map service area boundaries.

- Distinguish areas that are preferable to the Town of Norrie for new rural residential development.

Goal 2: Ensure that residents have access to a variety of housing options.

- **Objective: To work with Marathon County to identify area housing agencies that serve housing needs and provide information to residents.**

POLICIES

- The Town of Norrie supports the dissemination of housing information to local residents.

STRATEGIES/ACTIONS

- Contact and meet with area housing agencies.
- Summarize meetings or obtain information to provide to the public.

Goal 3: Ensure the safety of mobile home units.

- **Objective: To review and update (if needed) the mobile home ordinance to ensure that mobile homes are properly reviewed for health and safety requirements before being placed on a site.**
- **Objective: To ensure that mobile homes have identified addresses and fire numbers for emergency service provision.**

POLICIES

- The Town of Norrie encourages the safety of mobile home units.

STRATEGIES/ACTIONS

- Establish review criteria for the mobile home ordinance to see if it needs to be updated.
- Keep a database of all addresses and fire numbers. Work on identifying the information of those that aren't listed.

Goal 4: Continue to support enforcement of the uniform building code.

- **Objective: To continue the employment of a building inspector in the Town of Norrie to ensure safe and appropriate construction.**

POLICIES

- The Town of Norrie supports the use of the uniform building code.

STRATEGIES/ACTIONS

- Maintain a building inspector for the Town of Norrie.

7. Cultural Resources Element

Although there are no properties in the Town of Norrie listed on the National Register of Historic Places, the State Historic Preservation Office (SHPO) has identified six archaeological sites and historic cemeteries in the Town of Norrie. The Plover River is locally known as an important location for archaeological materials. The Town of Norrie wishes to cooperate with any future studies done by Marathon County.

Goal 1: Preserve historically significant buildings and sites that identify the history and culture of the community.

- **Objective: To work with the County Historical Society to identify historic resources so they may be considered in future planning.**
- **Objective: To ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or any development activities.**

POLICIES

- The Town of Norrie supports the preservation of historically significant buildings and sites.

STRATEGIES/ACTIONS

- Work with the County Historical Society and State Historic Preservation Office to determine if structures are eligible for listing on the National Register of Historic Places.

- Map historic buildings, cemeteries/burials, and archaeological sites, and make maps readily available for project planning and development review.

8. Community Facilities Element

The Town of Norrie is served primarily by the Wittenberg-Birnamwood School District. The Town also receives fire and ambulance coverage from Birnamwood and Hatley. Law enforcement is provided by the Marathon County Sheriff's Department. The Town of Norrie's goals reflect the desire to support existing facilities and services, and to look for ways to ensure that the most cost-effective service is being provided.

Goal 1: Support and maintain existing community facilities.

- **Objective: To maintain the Town Hall as a seat of local government and community meeting hall.**

POLICIES

- The Town of Norrie recognizes the importance of the Town Hall as a gathering place for the community and as a government center of the Town.

STRATEGIES/ACTIONS

- Identify necessary repairs and allocate funds to maintain and/or improve the Town Hall on a regular basis.

Goal 2: Ensure sufficient fire and emergency service provision.

- **Objective: To continue to participate in the Birnamwood Area Fire Department, Inc., the Hatley Fire Department and the Birnamwood Area**

Ambulance Service, Inc. and maintain and improve equipment.

- **Objective: Support an adequate number of trained volunteer fire department and emergency service staff.**

POLICIES

- The Town of Norrie recognizes the importance of adequate fire and emergency service provisions.

STRATEGIES/ACTIONS

- Support improvements or new equipment that is needed by the Birnamwood and Hatley Fire Departments. Prioritize needs.

9. Parks Element

The Town of Norrie does not own or operate any public parks. There are also no major Marathon County parks in the Town of Norrie. The Town of Norrie does own public access locations on Mayflower Lake, Mud Lake and Norrie Lake. While the Town of Norrie sees no need for additional park land at this time, it wishes to support existing facilities, and to coordinate future development with recreational opportunities.

Goal 1: Support the Marathon County park system and nearby facilities available for Town of Norrie residents.

- **Objective: To encourage adequate funding for maintenance of local Marathon County parks such as the Dells of the Eau Claire and Mission Lake Park, and the county park area at Norrie Lake.**
- **Objective: To maintain the public access at Mayflower Lake.**

POLICIES

- The Town of Norrie recognizes the County and local park systems as an important asset to the community.

STRATEGIES/ACTIONS

- Participate in conversations with the County to learn of plans for improvements or maintenance to Dells of the Eau Claire Park, Mission Lake Park, or the County park at Norrie Lake.

- Work with the County to set up a local volunteer program for any of the parks, to generate local interest in the park and help the County with small maintenance issues (i.e. trash pick-up, trail clearing, etc.)
- Meet with appropriate agencies and/or organizations to make sure steps are taken to maintain the public access at Mayflower Lake.

Goal 2: Use the Mountain-Bay Trail to encourage development of other recreational facilities.

- **Objective: To ensure that other park or recreational development is coordinated with, and takes advantage of the Trail.**

POLICIES

- The Town of Norrie encourages complimentary recreational development adjacent to the Mountain-Bay Trail.

STRATEGIES/ACTIONS

- Create a local parks committee to ensure that new park development considers the Mountain-Bay Trail
- Initiate conversation with trail officials to help identify areas along the trail that may be suitable for other recreational development.

10. Economic Development Element

Employment opportunities within the Town of Norrie are limited to mostly agricultural employment, as there is limited commercial and industrial use within the Town. As overall agricultural employment is anticipated to decrease in Marathon County overall, the Town of Norrie is expected to see a decrease in overall employment through the year 2030. The Town recognizes the importance of agriculture to its economy, and has set forth goals and actions to maintain a viable agricultural base.

Goal 1: Strengthen the viability of the local agricultural economy to ensure that existing and future farms are able to remain in agriculture.

- **Objective: To discourage development and breaking up of large blocks of farmland.**
- **Objective: To support the creation of niche markets or other opportunities that will help farmers to stay in business.**
- **Objective: To encourage the use of Best Management Practices (BMPs) for agriculture to increase productivity of farmland.**

POLICIES

- The Town of Norrie supports agriculture as a prime economic force in the Town.

STRATEGIES/ACTIONS

- Participate in regionally-based agricultural forums and programs, and encourage local operators to participate.
- Review Town ordinances to ensure that they encourage appropriate types of secondary agricultural businesses to locate in the Town.
- Consider exclusive zoning of prime farmland as agricultural use only.
- Adopt guidelines or ordinances to guide residential development to certain areas, away from active farmland.
- Support UW-Extension, Marathon County, and NRCS efforts to implement farmland conservation practices, including BMPs.

11. Intergovernmental Cooperation Element

In light of possible future annexations, development along STH 29 crossing several communities, and the reconstruction of CTH Y, the Town of Norrie recognizes the importance of good communication with surrounding communities. It also shares services with other communities. The Town of Norrie's goals and actions indicate its desire to work effectively with other communities.

Goal 1: Improve access management along STH 29.

- **Objective: To participate with surrounding communities, the County and the State to carry out a corridor study along STH 29.**

POLICIES

- The Town of Norrie encourages coordination between local, County, and State entities regarding development and access along STH 29.
- The Town of Norrie supports improved access management along STH 29.

STRATEGIES/ACTIONS

- Maintain contact with the State and continue to express interest in a corridor study along STH 29.
- Be sure that the Town of Norrie is represented in any committees or meetings held by the state or other entities on the STH 29 corridor.

- Identify and map areas along the STH 29 corridor in the Town of Norrie that are most appropriate for future development and have appropriate access. Share this information with other communities.
- Share and coordinate future land use maps with other communities.

Goal 2: Coordinate planning activities with surrounding communities.

- **Objective: To communicate with surrounding communities when proposed development is on a boundary or the development could have impacts on the adjacent community.**
- **Objective: To work with surrounding communities in preservation of natural resources.**
- **Objective: To communicate with adjacent communities when planning locations for public facilities that may serve more than one community.**

POLICIES

- The Town of Norrie encourages communication with adjacent communities when new development potentially affects those communities, or occurs on the border with those communities.

STRATEGIES/ACTIONS

- Maintain a list of the appropriate person(s) to call when development is occurring on the Town boundary or may have and impact on another community.

- Meet with potentially affected communities to disclose potential impacts and discuss possible mitigation or cooperation.

Goal 3: Ensure that annexations proceed in an orderly manner.

- **Objective: To establish communication with the Village of Hatley to discuss potential annexations and the need for boundary agreements.**

POLICIES

- The Town of Norrie supports orderly annexation.

STRATEGIES/ACTIONS

- Attend meetings initiated by other surrounding communities.
- Attend regular meetings during the annexation process.
- Participate in discussions with Hatley to discuss potential annexation areas.

Goal 4: Provide the most cost-efficient, effective services to residents in areas such as road maintenance, snowplowing, or other services.

- **Objective: To explore opportunities to work with adjacent communities where there are potential cost savings in service delivery.**
- **Objective: To continue to coordinate road maintenance with adjacent communities.**

- **Objective: To continue to coordinate with adjacent communities to provide fire and emergency services.**

POLICIES

- The Town of Norrie supports working with adjacent communities to provide cost savings in road maintenance and services.

STRATEGIES/ACTIONS

- Participate in meetings with surrounding Towns and the County to discuss road maintenance schedules. Form a committee of representatives from each?
- Participate in meetings with surrounding communities to discuss snow-plowing and other service activities.
- Annually develop a plan for any shared road maintenance, including detailed responsibilities and cost-sharing.

Goal 5: Encourage participation by Town of Norrie officials and residents in all levels of government.

- **Objective: To encourage local officials to participate in county and state government activities and organizations.**
- **Objective: To encourage regular participation and feedback from residents through surveys, informational public meetings, newsletters or other activities.**

- **Objective: To continue to communicate with Marathon County and the State on issues for which they are responsible.**

POLICIES

- The Town of Norrie encourages local officials and residents to participate in local planning activities and organizations.

STRATEGIES/ACTIONS

- Invite representatives from county and state activities and organizations to speak at Town of Norrie Board meetings.
- Develop a survey which can be mailed out to residents annually, asking for suggestions or feedback on proposed or recently constructed projects (roads, residential developments, etc.)
- Designate a main contact person who will be responsible for organizing and/or distributing public information materials.
- Ask for progress reports from the County and State on specific issues for which they are responsible.

12. Implementation Element

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions regarding management of growth and regulation of development to maintain the desired community character, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The implementation of specific community improvements as identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. In particular, the zoning ordinance and subdivision (or land division) regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

The State planning law requires that by January 1, 2010 certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, the Town of Norrie should update related ordinances on or before the year 2010. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

- **Zoning Ordinance and Map:** Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment.

The Town of Norrie does not have a zoning code, and does not prescribe to County zoning. It does, however, have some ordinances in place to regulate uses. While these regulations do not need to directly match at the time the future land use map is adopted, the intent is that the future land use map will serve as a guide indicating how the property should eventually be used. Therefore, indiscriminate land use changes may result in weakening of the comprehensive plan.

However, there may be situations where changing ordinances makes sense and is in the best interest of the community. If changing existing ordinances would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be

changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between ordinances and land use designations is also discussed in the Land Use Element.

As discussed below, the comprehensive plan (and future land use map) should be periodically reviewed and updated to adjust for unforeseen changes or events that were not considered at the time the initial plan and land use map were developed.

- **Subdivision (Land Division) Ordinance:** Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset. The Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the Town Board.
- **Capital Improvement Plan (CIP):** This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:
 - Public buildings (i.e., fire and police stations)

- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Joint school and other community development projects
- Fire and police protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the Town Board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Plan Adoption, Monitoring, and Amendments

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject

to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption: The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

Plan Use, Monitoring and Evaluation: The adopted plan should be used as a tool by the Town of Norrie when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future condition of the Town of Norrie. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to

maintain concurrence with changing conditions and respond to unanticipated events.

This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. The evaluation should also include an updated timetable of actions to clarify priorities.

Plan Amendments: The Town of Norrie Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. A list of criteria to determine the merits of proposed amendments is included in Table 12-1.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

Plan Updates: According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

Table 12-1: Criteria to Consider When Reviewing Plan Changes

- 1.** The change is consistent with the overall goals and objectives of the Town of Norrie Comprehensive Plan.
- 2.** The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- 3.** Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- 4.** The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- 5.** The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- 6.** There is a change in Town of Norrie actions or neighborhood characteristics that would justify a change.
- 7.** The change corrects an error made in the original plan.
- 8.** There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- 9.** The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the Implementation Element describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since the Town of Norrie completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan elements. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable elements to ensure they do not get “lost”.

This Comprehensive Plan also references previous and concurrent related planning efforts (e.g., LRTP, Groundwater Study) to ensure they are considered in planning decisions in conjunction with the recommendations of this Plan. Summary descriptions of recent and concurrent planning efforts are provided in the *Conditions and Issues Report*. Recommendations from other plans have been summarized and incorporated in this plan as deemed appropriate, to foster coordination and consistency between plans. Some related plans, such as the *Marathon County Hazard Mitigation Plan*, are incorporated by reference in this plan and are essentially considered appendices of this plan even though they are separate documents.

Action Plan

The table below provides a detailed list of major actions to complete in order to implement this comprehensive plan. It compiles the major short, mid, and long-term priorities described in each of the nine plan elements. It also identifies the parties that will play key roles in implementing the actions.

Table 12-2 is intended to be used by local officials in setting priorities for capital budgeting. It is expected that this table will be reviewed annually and revised, as necessary, to respond to changing priorities, financial limitations, and other unforeseen events. It should be noted that many of the actions require considerable cooperation with others, including the citizens of the Town of Norrie, staff, and other local/county/state agencies.

Priority ranking is defined as follows:

- Immediate = ASAP
- Short-term = 1-4 years
- Mid-term = 5-9 years
- Long-term = 10+ years
- On-going = Current activities that should continue indefinitely

Table 12-2: Implementation Plan Actions

| Action | Priority |
|---|-----------------|
| Natural Resources | |
| Identify and map ORWs and ERWs, and document important views that should be preserved. | Mid-term |
| Establish guidelines for development located near ORWs and ERWs, including type and use. | Mid-term |
| Identify buffer zones around ORWs and ERWs and prohibit development within those buffers. | Mid-term |
| Participate in discussions with the County and WDNR to evaluate current development practices. | Mid-term |
| Offer incentives to landowners who take steps to protect ORWs and ERWs on their property. | Long-term |
| Coordinate with land trust organizations. | Mid-term |
| Inform residents about conservation easements and implement as applicable. | Mid-term |
| Work with Marathon County and UW-Extension to address uncontrolled runoff and overuse of agricultural chemicals. | Short-term |
| Establish guidelines for developments located near wetlands, including type and use. | Mid-term |
| Identify buffer zones around wetlands and prohibit development within those buffers. | Mid-term |
| Work with UW-Extension, the County, and the WDNR on how to implement conservation buffers and native vegetation. | Short-term |
| Participate in discussions with the County and WDNR to evaluate current development practices and continue to identify sensitive resources. | Short-term |
| Establish guidelines for developments located near lakes, including type and use. | Mid-term |
| Identify particular views which are important in preserving the aesthetic quality of the lake. | Short-term |
| Identify buffer zones around lakes and prohibit development within those buffers. | Mid-term |
| Work with UW-Extension, the County, and the WDNR on how to implement conservation or shoreland buffers. | Short-term |

| Action | Priority |
|--|-----------------|
| Research conservation easements | Short-term |
| Participate in discussions with the WDNR and other agencies on available grants or other funds to help support the rehabilitation of Mayflower Lake. | Short-term |
| Continue to communicate with the Mayflower Lake District. | Ongoing |
| Invite speakers to existing Town meetings, or hold a special seminar on the Managed Forest Law. | Mid-term |
| Work with UW-Extension, the County, the WDNR, and local branches of the U.S. Forest Service to research and distribute information on good forest practices to local forest land owners. | Short-term |
| Distribute information to landowners about Farmland Preservation Contracts. | Short-term |
| Provide incentives for participation in certain programs. | Mid-term |
| Work with UW-Extension and Marathon County to address the maintenance of ag land. | Ongoing |
| Work with UW-Extension, Marathon County, and the NRCS to implement and monitor farmland conservation practices, including BMPs. | Ongoing |
| Participate in any discussions the County has about the current non-metallic mining ordinance, or any reclamation activities within the Town of Norrie. | Short-term |
| Review the reclamation ordinance on an annual basis. | Ongoing |
| Land Use | |
| Carefully consider road access when reviewing development applications. | Ongoing |
| Work with the County to identify and map areas where different residential development types should occur, such as the most appropriate place for large lots. | Short-term |
| Set guidelines for required buffers around identified sensitive areas – no development can occur within buffer, or development must a determined distance away from stream, etc. | Mid-term |
| Establish guidelines for use/lot sizes. | Short-term |

| Action | Priority |
|---|------------|
| Establish and adopt development guidelines which direct similar land uses to the same area. | Short-term |
| Create zoning or recommended land uses which have a higher percentage of single family residential development. | Short-term |
| Cluster multi family or other residential development in areas more suited for higher densities, and with other buildings of its type. | Short-term |
| Use the adopted plan for future development as a tool when reviewing development applications. | Ongoing |
| Weigh the pros and cons of a local zoning code. | Mid-term |
| Organize and document all existing ordinances. | Short-term |
| Hire a consultant or work with County staff to develop and adopt subdivision and conservation subdivision ordinances. | Mid-term |
| Establish and adopt guidelines for developer financing of certain aspects of developments and subdivisions. | Short-term |
| Identify and map major farming areas and prime farmland which the Town of Norrie feels should remain in production and not be fragmented. | Short-term |
| Establish a committee or set a time for the current Town of Norrie Board to review the mobile home ordinance and update as applicable. | Short-term |
| Conduct benefit-cost analysis on all large projects within the Town of Norrie. | Mid-term |
| Determine the effects on the tax base that will be incurred by each proposed development project, and include this information when presenting the project to a decision-making body. | Mid-term |
| Develop a form or standard for collecting and recording data on fiscal impacts of projects. | Short-term |
| Research exclusive ag zoning | Short-term |
| Meet with property owners, Marathon County, and UW-Extension to develop a program to direct new agricultural operators to existing operators of prime farmland who wish to sell. | Mid-term |

| Action | Priority |
|--|------------|
| Actively support and participate in the ongoing program that Marathon County and UW-Extension is developing to direct new/young farmers into the County. | Ongoing |
| Research conservation subdivisions | Short-term |
| Set guidelines for minimum lot size. | Short-term |
| Guide higher density development to areas that would not greatly compromise rural character. | Ongoing |
| Clearly identify and map the areas suitable for higher density development, and those areas that should remain low-density. | Short-term |
| Maintain a list of the appropriate person(s) to call when development is occurring on the Town of Norrie boundary or may have an impact on another community. | Short-term |
| Participate in meetings with other communities when the Town of Norrie has new development proposed in the vicinity of those communities. Disclose potential impacts and discuss possible mitigation or cooperation. | Short-term |
| Attend meetings initiated by surrounding communities. | Ongoing |
| Compile a list of the types of things that are currently issues in the Town of Norrie and should be governed via ordinance. | Short-term |
| Develop and adopt an ordinance on old buildings, abandoned junk, etc. | Short-term |
| Transportation | |
| Formalize and adopt the criteria for driveway permit review. | Short-term |
| Work with UW-Extension, Marathon County, and the County Sheriff's Department to educate the public about slow-moving vehicles and other farm/non-farm conflicts. | Mid-term |
| Consider signs diverting traffic when farm traffic is particularly heavy on a certain road. | Short-term |
| Participate in discussions with the County about studying CTH Y and CTH D. | Mid-term |
| Meet annually to prioritize and program road repair and improvements. | Ongoing |

| Action | Priority |
|--|------------|
| Participate in meetings with surrounding Towns and the County to discuss road maintenance schedules. | Short-term |
| Participate in meetings with surrounding communities to discuss snow-plowing and other service activities. | Short-term |
| Annually develop a plan for any shared road maintenance, including detailed responsibilities and cost-sharing. | Short-term |
| Maintain contact with the State and continue to express interest in a corridor study along STH 29. | Ongoing |
| Be sure that the Town of Norrie is represented in any committees or meetings held by the state or other entities on the STH 29 corridor. | Ongoing |
| Create or join a committee that meets regularly to discuss development in the area surrounding the CTH Y. Members should represent Ringle, Hatley, and Norrie. | Short-term |
| Identify and map areas along the STH 29 corridor in Norrie that are most appropriate for future development and have appropriate access. | Short-term |
| Use the generated future land use map to guide development reviews in the STH 29 corridor | Short-term |
| Make future roadway considerations a part of the standard development review. | Ongoing |
| Review existing subdivision and road ordinances and utilize when planning for roads and Town road access. | Ongoing |
| Require added lane or shoulder width and/or sidewalks along certain roads in new subdivisions, to support bikes or pedestrians. | Mid-term |
| Develop and adopt guidelines that require developers to finance some of the infrastructure improvements necessary for new development. | Short-term |
| Review existing prohibitions/regulations on additional trail crossings. | Short-term |
| Advise developers of existing regulations regarding the trail. | Short-term |

| Action | Priority |
|---|------------|
| Utilities | |
| Develop and adopt a minimum lot size relative to a certain size of waste disposal systems. | Short-term |
| Investigate and plan desired lot sizes and density in the Mayflower Lake area. Use this information to determine if sewer district expansion is feasible. | Short-term |
| Identify and map areas within the Town of Norrie that have limited water supply. | Short-term |
| Work with the DNR and the County to identify and map critical groundwater recharge areas. | Short-term |
| Zone or place development regulations on areas that have limited water supply or are within a critical groundwater recharge area. | Mid-term |
| Identify and map service area boundaries. | Mid-term |
| Distinguish areas that are preferable to the Town of Norrie for new rural residential development. | Short-term |
| Housing | |
| Contact and meet with area housing agencies. | Mid-term |
| Summarize meetings or obtain information to provide to the public. | Mid-term |
| Establish review criteria for the mobile home ordinance to see if it needs to be updated. | Short-term |
| Keep a database of all addresses and fire numbers. Work on identifying the information of those that aren't listed. | Short-term |
| Maintain a building inspector in the Town of Norrie. | Mid-term |
| Cultural Resources | |
| Work with the County Historical Society and State Historic Preservation Office to determine if structures are eligible for listing on the National Register of Historic Places. | Long-term |
| Map historic buildings, cemeteries/burials, and archaeological sites, and make maps readily available for project planning and development review. | Short-term |
| Community Facilities | |

| Action | Priority |
|--|------------|
| Identify necessary repairs and allocate funds to maintain and/or improve the Norrie Town Hall on a regular basis. | Ongoing |
| Support improvements or new equipment that is needed by the Hatley and Birnamwood fire departments. Prioritize needs. | Ongoing |
| Parks and Recreation | |
| Participate in conversations with the County to learn of plans for improvements or maintenance to Dells of the Eau Claire Park, Mission Lake Park, or the County park at Norrie Lake. | Ongoing |
| Work with the County to set up a local volunteer program for any of the parks, to generate local interest in the park and help the County with small maintenance issues (i.e. trash pick-up, trail clearing, etc.) | Mid-term |
| Meet with appropriate agencies and/or organizations to make sure steps are taken to maintain the public access at Mayflower Lake. | Mid-term |
| Create a local parks committee to ensure that new park development considers the Mountain-Bay Trail | Mid-term |
| Participate in conversation with trail officials to help identify areas along the trail that may be suitable for other recreational development. | Short-term |
| Economic Development | |
| Take an active role in regionally-based agricultural forums and programs, and encourage local operators to participate. | Mid-term |
| Review Town of Norrie ordinances to ensure that they encourage appropriate types of secondary agricultural businesses to locate in the Town. | Short-term |
| Research exclusive ag zoning | Short-term |
| Adopt guidelines or ordinances to guide residential development to certain areas, away from active farmland. | Short-term |

| Action | Priority |
|--|------------|
| Work with UW-Extension, Marathon County, and the NRCS to implement farmland conservation practices, including BMPs. | Ongoing |
| Intergovernmental Cooperation | |
| Maintain contact with the State and continue to express interest in a corridor study along STH 29. | Ongoing |
| Be sure that the Town of Norrie is represented in any committees or meetings held by the state or other entities on the STH 29 corridor. | Short-term |
| Identify and map areas along the STH 29 corridor in the Town of Norrie that are most appropriate for future development and have appropriate access. Share this information with other communities. | Short-term |
| Share and coordinate future land use maps with other communities. | Ongoing |
| Maintain a list of the appropriate person(s) to call when development is occurring on the Town of Norrie boundary or may have and impact on another community. | Short-term |
| Meet with potentially affected communities to disclose potential impacts and discuss possible mitigation or cooperation. | Ongoing |
| Attend meetings initiated by surrounding communities. | Ongoing |
| Attend regular meetings during the annexation process. | Mid-term |
| Meet with Hatley to discuss terms and conditions of a potential annexation. | Short-term |
| Participate in meetings with surrounding Towns and the County to discuss road maintenance schedules. | Ongoing |
| Participate in meetings with surrounding communities to discuss snow-plowing and other service activities. | Ongoing |
| Annually develop a plan for any shared road maintenance, including detailed responsibilities and cost-sharing Invite representatives from county and state activities and organizations to speak at Town meetings. | Short-term |

| Action | Priority |
|---|-----------------|
| Develop a survey which can be mailed out to residents annually, asking for suggestions or feedback on proposed or recently constructed projects (roads, residential developments, etc.) | Mid-term |
| Designate a main contact person who will be responsible for organizing and/or distributing public information materials. | Short-term |
| Ask for progress reports from the County and State on specific issues for which they are responsible. | Ongoing |

Appendix A

State Comprehensive Planning Goals

Wisconsin Statutes 66.1001 requires that the goals, objectives, policies, and programs of local governmental units be consistent with the fourteen planning goals in the State planning legislation, which include:

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote 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. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety, which meets the needs of all citizens including transit-dependent and disabled.

Appendix B

Marathon County Guiding Principles

Participants in the Marathon County comprehensive planning process worked cooperatively, through several meetings with sub-area groups, to develop a set of guiding principles that describe broad characteristics of a desired future for their communities and Marathon County. The guiding principles consist of a series of statements that reflect shared values and priorities regarding future growth and development. These principles were used to provide a general frame of reference for developing local goals and objectives. The ten guiding principles include:

- 1. Respect Local Governance** - Planning in Marathon County should build on local town, village and city government as a system that is unique, has served residents well, and is a strong component of local identity.
- 2. Preserve Working Agriculture** - Agriculture has been central to the culture and economy of Marathon County for over 100 years. Farming has been a way of life for generations of county residents and is fundamental to both community and individual identity. Efforts such as protecting prime farmland from development, exploring niche markets, and supporting cooperative practices can be implemented at the local level to help maintain and preserve working agriculture.
- 3. Maintain a Sense of Place** - As Marathon County's population grows and changes, communities will need to ensure that important physical features, buildings, and landscapes that exemplify their local identity are retained.
- 4. Preserve Rural Character** - Shifts in the farm economy and urban expansion are altering the County's rural landscape characterized by working farms, woodlands, rolling hills, marsh areas, and plentiful water bodies. As open spaces, farms, and woodlands are being lost or fragmented by development, Marathon County communities will need to make some important choices in order to preserve the qualities and character of the rural landscape.
- 5. Safeguard Natural Resources** - Marathon County is graced with abundant natural resources including numerous rivers, wetlands, forests, and wildlife. Careful stewardship of natural resources is essential to protect against fragmentation and degradation and ensure these resources continue to contribute to the ecology, character, quality of life, and economy of Marathon County into the future.
- 6. Foster Managed Growth and Coordinated Development** - Managing growth is important to ensure that no area is overwhelmed by development, land use conflicts are minimized, and development occurs in a quality manner that minimizes impacts on natural resources. Managing growth requires coordination of land uses and infrastructure, within and between communities, and recognizes that high quality growth in any one community will benefit surrounding communities as well.
- 7. Cost-Effective and Efficient Provision of Public Services** - Marathon County residents are clear in their desire to keep local taxes reasonable. One of the most effective

These features provide a sense of heritage and continuity that contribute to a community's identity and sense of place.

means to keep taxes under control is to ensure that public services are efficiently organized to provide the best service possible for the taxpayer dollar. Communities have a responsibility to provide the highest level of services possible given limited resources. To ensure cost-effective public services, local communities may want to consider options such as greater coordination, cost-sharing and consolidation if such efforts improve access to services and service delivery.

concern for many communities, often as a result of annexation, increases in public land ownership, and shifting economic markets. Efforts to attract additional revenue generators and coordinate with adjacent municipalities can help communities protect and preserve their local tax base.

8. Build Social and Civic Capacity - Marathon County residents take pride in their long tradition of local government. Ideally, participation in community affairs embraces and builds upon the diversity of cultures and values present in the community. Providing opportunities to share ideas and participate in community decision-making is essential to building and maintaining a strong sense of local community.

9. Support Rural Service Centers - Rural centers are part of a web of services that support residents, give local identity and are part of the rural way of life that residents want to preserve. Most villages in the County grew as centers to provide goods and services for nearby farmers, but have evolved as rural activity centers including the local school, churches, and some goods and services. Just as city neighborhoods are stronger with nearby commercial services, rural areas are stronger with nearby villages that provide a central meeting place to connect with other rural residents. As more people move to rural areas, it makes sense to concentrate new development in areas that can efficiently provide utilities and other services.

10. Preserve and Enhance Local Tax Base - A strong tax base allows a community to deliver needed services to residents while helping to keep taxes low. Erosion of local tax base is a

RECEIVED

MAR 15 2006

Ordinance No. _____

MARATHON CO. CONSERVATION.
PLANNING & ZONING DEPT.

An Ordinance to Adopt the Comprehensive Plan of the Town of Norrie, Wisconsin.

The Town Board of the Town of Norrie, Wisconsin, do ordain as follows:

Section 1. Pursuant to section [59.69(2) and (3)(for counties)/62.23(2) and (3)(for cities, and towns exercising City powers under 60.22(3))] of the Wisconsin Statutes, the Town of Norrie, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Norrie, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The plan commission of the Town of Norrie, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Comprehensive Plan of the Town of Norrie" containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town of Norrie has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes on November 14, 2005.

Section 5. The Town Board of the Town of Norrie, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Town of Norrie" pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Norrie Town Board and [publication/posting] as required by law.

Adopted this 9th day of January, 2006

James P. Kleman

James Kleman, Chairman

Norbert Szews 1-9-06

Date 1-9-06 Norbert Szews, Supervisor Date

Ken Lassa 1/9/06

Ken Lassa, Supervisor

Date

Lisa Fischer 1-9-06

Lisa Fischer, Clerk

Date

Town of Norrie Comprehensive Land use Plan Public Participation Plan

Introduction

Public participation is the process which people who will be affected by or interested in a decision by a governmental body have an opportunity to influence its content before the decision is made.

Wisconsin's Comprehensive Planning statute recognizes the necessity of effective public participation and requires the adoption of a written public participation plan as stated in Chapter 66.1001(4)(a).

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments"

In preparation of the Comprehensive Land Use Plan for the Town of Norrie, the Town Board and Town Planning Commission are committed to providing on-going opportunities for public participation throughout the planning process. The Town of Norrie is therefore committed to completing the following tasks in order to provide opportunities for public participation.

1. Posting/ Notification of all planning commission meetings.

Public Notifications for Plan Commission meetings will be posted at:

Backes Market in Birnamwood
The Norrie Town Hall
The Hatley Conoco
The Wildlife Bar and Campground
Mayflower Lake Resort

Town Board members and Plan Commission members will regularly check these sites to see that posted notifications are replaced if removed. These notifications will be posted during the entire Land Use Planning process until the adoption of a comprehensive land use plan by the Town of Norrie.

2. Meetings

The Town of Norrie Land Use Planning Commission holds regular monthly meetings. These meetings are held the first Monday of every month at the Town Hall at 7:00 p.m. Notice of these meetings are posted as indicated above and the general public is welcome to attend.

In addition, the Land Use Planning Commission will hold two public hearings as required. These meetings will be held upon the completion of the Norrie Land Use Plan and prior to Town Board voting to accept or deny the Comprehensive Land Use Plan.

3. Land Use Survey and Newsletter

At the beginning of the process, the Town of Norrie will conduct a land use survey to gather input from citizens of the town. A follow up newsletter will be prepared to summarize the results of the land use survey. All property owners in the Town of Norrie will be sent a copy of the survey and results.

4. Semi-Annual Town Newsletters

The Town Board of Supervisors along with the Land Use Plan Commission will prepare a newsletter for property owners and residents in the Town of Norrie. This newsletter will be sent a minimum of semi-annually. In the past, the Town always included a one-page sheet along with property tax statements. This sheet contained important information about the payment of taxes, dog licenses, and dates of Town Board meetings. This was mailed to residents in early to mid December.

The Township will now upgrade this notice to a one-page newsletter that will notify residents of important information such as tax payments, dog licensees, etc. However, the addition of a front and back page in the format of a Town Newsletter will also be able to include information about other activities. The Land Use Planning Commission will use this newsletter to include important news and updates about the land use planning process. A draft example of this newsletter has been prepared and is included with this public participation plan. The newsletter will also be prepared and mailed out to residents in the Spring of the year. If time is permitting to complete an additional newsletter and money is available for the copying and mailing, the town of Norrie may increase this newsletter to issues during the year.

5. Newspaper Notices

The Town of Norrie Land Use Planning Commission will put notices of regular monthly meetings in the local paper. The paper received by a majority of the Township is the Northerner. The Town Clerk will arrange for the meetings to be posted just as are done for the regular Town Board and annual meeting notices.

In addition, any additional informational or "listening sessions" conducted by the Land Use Planning Commission will be posted in the Northerner.

6. Internet

All materials produced by the Town of Norrie (newsletters, public participation plan, etc.) will be available for review on-line through the Marathon County website. Links from the County's main website to the Comprehensive Land Use Planning page will contain materials produced from all municipalities working within the County's Land Use Planning Grant. Details will follow once available from the Marathon County Planning Department. (www.co.marathon.wi.us).

7. Public Hearing

The Norrie Land Use Planning Commission will conduct a public hearing prior to the Town Board vote regarding adoption of the proposed comprehensive land use plan. This is required by Chapter 66.1001 (4)(d). A notice of the hearing must be published at least 30 days before the hearing in a newspaper likely to give notice in the area. The notice will meet the requirements for proper notification regarding date, time, location, etc.

8. Other

The Norrie Town Board and the Norrie Land Use Planning Commission will always welcome written comments regarding issues presented. Direct written responses will be made where a response is appropriate. Comments will always be addressed and discussed at regular monthly meetings.

Planning is a continuous process that does not end with the adoption of the plan. Unforeseen issues at the time this document was prepared, or as future issues arrive, the plan commission may organize additional public participation activities or as it considers specific planning issues and amendments to the comprehensive plan. The topics of the meetings or "open houses" will depend on these issues and will be designed to feature opportunities for public education public input and public interaction.

The Norrie Public Participation Plan was approved by the Town of Norrie Plan Commission at the regular monthly meeting held on December 2, 2002. The cost to implement this plan was estimated at \$500.00 and was forwarded to the Town Board. The Town Board approved the plan and associated funding to implement the plan on December 9, 2002.

Appendix E – Bibliography of Planning Related Studies, Regulations and Resources

Natural Resources

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2005, Marathon County adopted the LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County, to outline strategies to protect the quality and quantity of soil and water resources and to ensure compliance of state agricultural performance standards and local ordinances.
- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the *Marathon County Groundwater Plan* in 1988. It is intended to guide local and County officials in setting policy to safeguard groundwater resources. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.
- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 2006 - 2015**
This plan includes recommendations to manage and protect the county forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and information regarding the roles of the various agencies and regulatory framework related to forest management. The Marathon County Board of Supervisors will consider approval of the plan in September 2005 and the DNR will do so in December 2005.
- ***Soil Survey for Marathon County***, published in 1990 by the U.S. Soil Conservation Service and updated in 2003.
- ***Marathon County Cropland Evaluation System (CES)*** - This system rates soils on their ability to produce food, feed, forage, and fiber crops. The system is non-biased, defensible, and can be consistently applied.
- ***Farm Preservation Program*** is an income tax credit program administered by the Wisconsin Department of Agriculture (WDA), Trade & Consumer Protection. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their state income tax by obtaining a zoning certificate (if the land is zoned “exclusive agriculture”) or by signing a contract with the State.
- ***Marathon County Farmland Preservation Plan***, adopted in 1982, eight towns have adopted Exclusive Agriculture Zoning. These include: Stettin, Marathon, Mosinee, Hull, Brighton, Eau Claire, McMillan, and Day. The intent of this zoning classification is to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. In order to adopt Exclusive Agriculture zoning, a municipality must be enrolled in the Farmland Preservation Program.

- ***Marathon County Non-metallic Mining Ordinance***, adopted in 1989 requires reclamation of these sites to a purposeful and acceptable landscape appearance and use. The program is administered by the County DCPZ and includes incentives to reclaim abandoned excavations.
- ***Natural Heritage Inventory (NHI) maps*** provided by the State of Wisconsin include general information on endangered resources are appropriate for general planning and assessment purposes only. The locations of endangered resources that are not considered vulnerable to collection are identified at the town level in Marathon County. Locations of more vulnerable species are generalized to minimize the potential for collection or disruption.

Land Use

- ***General Code of Ordinances for Marathon County*** includes several sections that specifically address land use and various development activities. Some of these include:
 - **Chapter 11 (Animal Waste and Manure Management)** includes regulations to prevent animal waste material from entering water bodies through issuance of construction permits for new and modified manure storage facilities. The ordinance also regulates the closure of abandoned manure storage facilities, mismanaged manure storage facilities and the application of manure onto cropland.
 - **Chapter 17 (Zoning Code)** includes development restrictions in shoreland and wetland areas and a wellhead protection overlay district that encompasses recharge areas for municipal water supply wells. Local communities in Marathon County may adopt their own zoning code, adopt the County zoning code, or choose to have no zoning.
 - **Chapter 16 (County Forests)** prescribes rules and regulations for the administration of County forests in cooperation with the Department of Natural Resources. Provides for the establishment, protection, development and management of County forests to provide sustained yield of forest products for commercial use and the associated benefits of soil and water conservation, scenic and recreational values, fish and game resources, multiple-use purposes and related uses.
 - **Chapter 18 (Land Division)** The County's land division regulations apply in all unincorporated areas of the County. However, where a town has land division regulations that are more restrictive than the County's, the local regulations apply. Chapter 18 includes regulations for minimum lot sizes, street design and access requirements, land dedication, surface drainage and erosion control.
 - **Chapter 19 (Parks and Recreation)** includes regulations regarding use and management of all lands and water previously and subsequently acquired by the County for park or recreational purposes or placed under the jurisdiction of the Park Commission and including without limitation, parks, beaches, swimming pools and privately owned lands, the use of which has been granted or leased to the County for park, recreational or like public purposes.
 - **Chapter 21 (Non-metallic Mining)** includes requirements for reclamation that minimize impacts on groundwater quantity and quality.

- ***Marathon County Hazard Mitigation Plan (2005)*** – This plan, prepared in accordance with Federal Emergency Management Administration (FEMA) directives of the Disaster Mitigation Act of 2000, outlines strategies for pre-disaster planning and hazard mitigation. The intent is to minimize the effects of potential disasters and help streamline the administration of disaster relief.
- ***Forest Crop Law (FCL) and Managed Forest Law (MFL)*** - the FCL and the MFL programs were developed to encourage better forest management and provide tax relief to woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year contract, and public access for hunting and fishing activities. The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Landowners may close to the public up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes.

Transportation

Studies related to transportation are listed below under the jurisdiction who prepared the plan.

1. Marathon County (Conservation, Planning, and Zoning Department (CPZ) and/or Highway Department) is responsible for completing/updating/assisting with several plans/policies/studies relating to transportation including:

- ***State Trunk Highway 29 Corridor Land Use Review (1997)***
 - Recommends actions or measures local communities can make to protect areas within the STH 29 corridor from the negative impacts related to unplanned growth.
- ***Marathon County Functional / Jurisdictional Highway Classification Study (1988)***
 - Identifies and groups classes of roadways that provide similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway's function would carry out the operation, maintenance, and improvement of the classified roadways.
- ***Marathon County Program Evaluation Team (P.E.T.) Transportation Services Recommendations (2002)***
 - These recommendations, under direction of the Marathon County Human Services Committee, are intended to address issues related to specialized transportation services provided by various Marathon County Departments, including issues related to overlapping services.
- ***Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin (1996)***
 - Identifies suggested bicycle routes in Marathon County outside the Wausau area. Routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as officially designated bicycle routes.
- ***Marathon County Paratransit Study (2001)***
 - Studied paratransit services within the Wausau area provided primarily by Wausau Area Transit System Plus (WATS+). Identified issues with regard to

providing demand responsive services for persons in the Greater Wausau Area and Marathon County. Provides a plan for enhancing paratransit services over a five-year period primarily geared toward controlling costs and increasing efficiency and trip sharing on the WATS+ system.

- ***County Trunk Highway Access-Driveway Policy***

- Available through the Marathon County Highway Department, addresses the requirements regarding culverts, access width, slope, visibility and spacing. Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered county road.

2. Wausau Metropolitan Area Planning Commission (MPO) - The MPO is responsible for completing/updating/assisting with several plans relating to transportation in the metropolitan area including:

- ***Long Range Transportation Plan (LRTP) for the Wausau Metropolitan Area (1996)***

- The LRTP addresses needed improvements to the transportation system serving the Wausau urbanized area. LRTP recommendations are based on the relationship between land use policy and transportation facilities and services, including roadways, transit, bikeways, pedestrian ways, air, inter-city bus, and the movement of goods by air, rail, and truck. The 1996 plan was reaffirmed in 2001 and will be updated by 2005.

- ***Local Arterial Circulation Plan (2000)***

- The purpose of this plan was to guide public and private sector decisions concerning the infrastructure, right-of-way, Level of Service (LOS), land use compatibility, and safety needs of the local arterial transportation system over the next 20 to 30 years.

- ***Transportation Improvement Program (TIP)***

- The TIP includes all programmed transportation projects receiving federal and/or state funds. The TIP for 2005 – 2007 was adopted in 2005 and is updated every two years.

- ***Wausau Area Transit System (WATS) Transit Development Plan (TDP) (1999)***

- The TDP is updated every five years and provides a five-year capital improvement program and service recommendation plan. This plan is being updated in 2005.

3. Wisconsin Department of Transportation (WDOT) – WDOT has completed several statewide plans relating to most modes of transportation, including:

- ***Wisconsin State Highway Plan 2020***

- Considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

- ***Wisconsin Pedestrian Policy Plan 2020***

- Outlines statewide and local measures to increase walking and promote pedestrian safety. The plan also clarifies the WDOT role in addressing

pedestrian issues and meeting pedestrian needs by establishing policies for better integrating pedestrian travel into the transportation system.

- **Wisconsin Bicycle Transportation Plan 2020**
 - Presents a blueprint for improving bicycling conditions and encouraging bicycling in the state and calls for the implementation of metropolitan area bicycle plans that have been prepared by Metropolitan Planning Organizations (MPOs).
- **Wisconsin State Airport System Plan 2020**
 - Developed by WDOT, identifies information related to the state's aviation system. The plan is used by WDOT's Bureau of Aeronautics to pre-qualify airport improvement projects submitted by airport sponsors for funding consideration.
- **Wisconsin Rail Issues and Opportunities Report (2004)**
 - Developed by WDOT, summarizes critical rail transportation issues, suggests opportunities for public sector involvement, and points out areas where additional research is needed. This report reflects input and guidance from a variety of sources including a State Rail Advisory Committee and a Rail Industry and Shippers' Advisory Group. The information in this report was originally intended for a State Rail Plan 2020. WDOT decided to incorporate the rail planning efforts into *Connections 2030*, WDOT's long-range all-mode transportation plan, and release the Issues and Opportunities Report in the interim. *Connections 2030* is currently being developed by WDOT, and is scheduled to be completed by Spring 2006.

4. Federal Highway Administration:

- **Federal Highway Administration's Highway Functional Classification: Concepts, Criteria and Procedures**
 - Outlines Federal regulations that States must follow to classify roadways.

Utilities

- **Sewer Service Area "208" Plans** - Section 208 of the Clean Water Act passed in 1972 required the preparation of area-wide water quality management plans. This was translated at the State level through NR 121 of the Wisconsin Administrative Code, which requires that water quality management plans also address sanitary sewer service needs for 20 years into the future. These requirements form the basis of Sewer Service Area "208" Plans. The Wisconsin Department of Natural Resources (WDNR) has review and approval authority over Sewer Service Area plans; however, the technical work to prepare the plan is typically done by local government staff.
- Wausau Urban Area Sewer Service Plan for the Year 2000 (1981) – initial "208" Plan
- Major Amendment to the Wausau Sewer Service Area Boundary completed in 1992 (City of Wausau) and 1998 (Towns of Kronenwetter and Rib Mountain, Villages of Weston and Rothschild).
- Current amendment in progress; with all communities in the sewer service area participating. It is anticipated that the plan will be approved by the DNR in December, 2005.

- **Chapter 15 - General Code of Ordinances for Marathon County** incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems.
- **Wellhead Protection Plans** - The State of Wisconsin mandates that **wellhead protection plans** be developed for any municipal well proposed after May 1, 1992. These plans must be approved by the WDNR before a community can use the new well. Section NR 811.16(5) of the Wisconsin Administrative Code defines specific requirements for required wellhead protection plans.

Parks and Recreation

- **Marathon County Comprehensive Outdoor Recreation Plan for 1999-2004**, completed in May 1999, this plan identifies several needs related to parks and recreation and outlines several actions to address those needs.
 - The plan has received a one-year extension from the State of Wisconsin, and is in the process of being updated with a completion date in spring of 2006.
- **The Rivers Edge Master Plan**, adopted in June 1995, outlines a long-range (20-30 year) framework for improving access to the riverfront and enhancing the riverfront environment and provides a master plan to establish a bicycle/pedestrian trail along the banks of the Wisconsin River through the City of Wausau.

Economic Development

- **Marathon County Workforce Profile**, Wisconsin Department of Workforce Development (DWD), annually in October.
- **Final Report**, Marathon County Task Force on the Rural Economy, April 2003.
- **Agricultural Impacts in Marathon County**, University of Wisconsin – Extension (UWEX), Ken Barnett and Steve Deller, February 2003.
- **Status of Wisconsin Agriculture**, 2003, UWEX, Mike Wildeck and Ed Jesse, April 2003.
- **Comprehensive Economic Development Strategy 2002-2003**, North Central Wisconsin Regional Planning Commission (NCWRPC), June 2002.

Appendix F: Guidelines for Paving Gravel Roads¹

When a local government considers paving a road, it is usually with a view toward reducing road maintenance costs and providing a smooth riding surface. But paving may not be the right answer. After all, paving is expensive. Municipalities should consider the following factors to help them make the most cost-effective decision. Taken together, these factors provide a framework for careful decision-making.

Traffic Demand

The number and weight of vehicles affects a road's lifespan. Generally speaking, the more vehicles using a road, the faster it will deteriorate. The average daily traffic volumes (ADT) used to justify paving generally range from a low of 50 vehicles per day (vpd) to 400 or 500 vpd. When traffic volumes reach this range, serious consideration should be given to some kind of paving. However, traffic volumes alone are merely guides.

Types of traffic should also be considered. Different types of traffic (and drivers) make different demands on roads. Will the road be used primarily by standard passenger cars or will it be a connecting road with considerable truck traffic or heavy farm equipment? Overloaded trucks are most damaging to paved roads. The functional importance of the road should also be considered. Generally speaking, a major road should probably be paved before residential or side roads are paved. On the other hand, a residential street may be economically sealed or paved while a road with heavy truck or farm equipment usage may best be surfaced with gravel and left unpaved until sufficient funds are available to place a thick load-bearing pavement on the road.

Maintenance Considerations

The following questions should be considered when assessing costs associated with maintaining existing gravel roads:

- How often must new gravel be applied to the gravel road? (Some roads require more than others do.)
- How many times per year must the gravel road be graded?
- How often and in what locations should calcium chloride or other road stabilizers be applied?
- What is the plan for ditching and shouldering?

Base and Drainage Needs

"Build up the road base and improve drainage before paving." This cardinal rule cannot be stressed enough. If the foundation fails, the pavement fails. If water is not drained away from the road, the pavement fails. Paving a road with a poor base or inadequate drainage is a waste of money. It is far more important to ask, "Does this road need strengthening and drainage work?" than it is to ask, "Should we pave this gravel road?"

¹ "When to Pave a Gravel Road" Gravel Roads Maintenance and Design Manual (2001); Kentucky Transportation Center, University of Kentucky at Lexington, KY, adapted from an article from the Vermont Local Roads Program, Saint Michael's College; posted by Local Technical Assistance Program and the National Local Technical Assistance Program Association and sponsored by the US Department of Transportation's Federal Highway Administration.

Safety and Design Considerations

Paving a road tempts drivers to drive faster. As speed increases, the road must be straighter, wider, and as free as possible from obstructions for it to be safe. Paving low volume roads before correcting safety and design inadequacies encourages speeds that are unsafe, especially when the inadequacies "surprise" the driver. In areas with a large number of miles of low volume roads, it is difficult to reduce speeds by enforcement.

Poorly designed and hazardous roads – Roads must be designed to provide safe travel for the expected traffic volume at the design speed. To do this a number of physical features must be considered:

- Sight Distance
- Design Speed
- Alignment and Curves
- Surface Friction
- Lane Width
- Superelevation

Some engineers insist that no road should be paved that is less than 22 feet wide. If this standard is accepted, gravel roads may need to be widened prior to paving. Likewise, bridges along these roads may need widening. It may also be necessary to remove trees or other obstructions such as boulders from the road edge. Considering these and other safety and design factors in the early stages of decision-making can help to achieve the most cost-effective road design that meets desired transportation needs.

Geometric Guidelines for Very Low-Volume Local Roads (< 400 ADT): The American Association of State Highway and Transportation Officials (AASHTO) publishes road design guidelines, including Geometric Guidelines for Very Low-Volume Local Roads (those with <400 ADT). Less stringent design criteria are generally acceptable on these low volume roads because:

- Lower traffic volumes present substantially reduced opportunities for multiple vehicle collisions, and
- Most drivers are familiar with the roadway design characteristics.

The guidelines offer more flexibility for road designers to maintain existing geometric features, which have not been shown to be a safety problem. Allowing less stringent design standards for very low volume roads provides an opportunity to reduce improvement costs, which may be better utilized elsewhere.

Costs

The decision to pave a gravel road involves determining when it becomes economical to pave; and ultimately when the benefits of paving exceed the costs.

Road Preparation Costs – Road preparation costs related to road bed construction activities that occur before paving actually takes place. Costs will vary greatly from project to project depending on topography, types of soils, and availability of good crushed stone or gravel, traffic demands and other factors. Road design should comply with standards in the municipality's road policy; which is one reason to carefully consider, and routinely update, what is contained in the road policy. For larger projects it may be desirable to hire an engineering consulting firm (another cost) to design the road and make cost estimations. For smaller projects construction costs can be fairly closely calculated by adding the estimated costs of materials, equipment and labor required to complete the job.

Maintenance Costs – Another financial consideration is to compare maintenance costs of a paved road to maintenance costs of a gravel road. To make a realistic comparison, estimate the years of pavement life (how long the pavement will be of service before it requires treatment or overlay) and the actual cost of paving. Then compare those costs with those associated with gravel roads as noted above.

User Costs – Not all road costs are directly reflected in a road budget. There is a significant difference in the cost to the user between driving on a gravel surface and on a paved surface. It costs more to operate vehicles on gravel surfaces than on paved surfaces, often 2 or 3 times greater than for bituminous or concrete roads in the same locations. There is greater rolling resistance and less traction, which increase fuel consumption. The roughness of the surface contributes to additional tire wear and influences maintenance and repair expenses. Dust causes extra engine wear, oil consumption and maintenance costs.

By including vehicle-operating costs with construction and maintenance costs, a more comprehensive total cost can be derived.

Public Opinion

Public opinion as to whether to pave a road can be revealing, but it should not be relied upon to the exclusion of any one of the factors already discussed. If a decision to pave is not based on facts, it can be very costly. Public opinion should not be ignored, of course, but there is an obligation by government leaders to inform the public about other important factors before making the decision to pave.

Staged Construction

Local government may consider using "stage construction design" as an approach to improving roads. This is how it works: A design is prepared for the completed road, from base and drainage to completed paving. Rather than accomplishing all the work in one season, the construction is spread out over three to five years. Paving occurs only after the base and drainage have been proven sufficient over approximately one year. Crushed gravel treated with calcium chloride serves as the wearing course for the interim period. Once all weak spots have been repaired, the road can be shaped for paving.

Following are some advantages to keeping a road open to traffic for one or more seasons before paving:

1. Weak spots that show up in the sub-grade or base can be corrected before the hard surface is applied, eliminating later expensive repair;
2. Risky late season paving is eliminated;
3. More mileage is improved sooner;
4. The cost of construction is spread over several years.

Note: Advantages may disappear if timely maintenance is not performed. In addition, the surface may deteriorate more rapidly because it is thinner than a designed pavement.

Summary

Some existing local roads are not engineered to accommodate the traffic they receive. Larger volumes of heavy trucks and other vehicles are weakening these roads at a fast rate. Paving roads as a sole means of improving them without considering other factors can be a costly mistake. Careful consideration of the factors described above will help to assure local government officials that they are making the right decision before paving a gravel road.

Appendix G: Economic Development Programs

The following list provides a summary of the major programs and resources available to assist with economic development efforts. This is not an exhaustive list and local officials are encouraged to contact Marathon County and MCDEVCO for more complete and current information.

Federal Programs

U.S. Department of Agriculture, Rural, Development: Provides a wide range of programs aimed at farming and rural areas, including:

- **Business and Industry (B&I) Guaranteed Loan Program:** Provides financial backing for rural businesses to create and maintain employment. Assistance includes loans for working capital, machinery and equipment, buildings and real estate, and certain types of debt refinancing.
- **Rural Business Enterprise Grants (RBEG) Program:** Provides grants to public entities, private nonprofit corporations, and Federally-recognized Indian Tribal groups to finance and facilitate small and emerging private businesses located outside a city or urbanizing area.
- **Rural Business Opportunity Grant (RBOG) Program:** Provides grants to promote sustainable economic development in rural communities with exceptional needs.

Economic Development Administration (EDA): Provides a variety of assistance programs focusing on long-term economic growth targeted to areas with demonstrated need or economic distress, including:

- **Public Works Program:** Investments aimed at revitalization, expansion, and upgrades to physical infrastructure specifically to attract new businesses and generate private sector jobs. Examples: water and sewer facilities, rail spurs, port improvements, access improvements.
- **Economic Adjustment Program:** Assistance to mitigate local economic changes resulting from corporate restructuring, natural disasters, depletion of natural resources, or new federal laws or requirements.
- **Technical Assistance Program (Local):** Assistance to help fill knowledge and information gaps to help local leaders in distressed areas make informed decisions regarding economic development.

U.S. Small Business Administration (SBA): The SBA provides financial, technical, and management assistance generally aimed at business startup and growth. Some programs include:

- **Certified Development Company (504 non-profit corporation) Loan Program:** Long-term, fixed-rate financing for major fixed assets, such as land and building improvements.

Wisconsin State Programs

Most State programs are provided through the Wisconsin Department of Commerce, although other departments also offer limited programs. Primary State programs include:

- **Community Development Block Grants (CDBG):** There are several CDBG programs focusing on different aspects of economic development.
 - **Economic Development Program** – grants to establish loans for business start-up, retention, and expansion.
 - **Public Facilities for Economic Development Program:** Helps underwrite the costs of necessary public infrastructure to retain or create employment opportunities.
 - **Public Facilities Program:** Helps finance infrastructure and facilities to serve low and moderate income persons.
 - **Emergency Grant Program:** Helps restore or replace critical infrastructure damaged or destroyed as a result of natural or manmade catastrophes.
- **Community Based Economic Development Program (CBED):** Provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects supporting business development.
- **Main Street Program:** Supports efforts to help communities organize to revitalize their downtowns.
- **Wisconsin Technology Zone Program:** Offers tax-credits to high-tech firms that meet certain criteria.
- **Wisconsin Development Zone Program:** Tax benefit initiative to encourage private investment and improve both the quality and quantity of employment opportunities.
- **Enterprise Zone Program:** Provides tax incentives to new or expanding businesses whose projects will enhance distressed areas.
- **Industrial Revenue Bond (IRB) Program:** Allocation of Federal tax-exempt status on bonds that will be issued by a business to finance an expansion project. Program is limited to small and mid-size manufacturers with strong financial statements.

Wisconsin Department of Workforce Development (DWD): This department offers several programs aimed at investing in the workforce, including programs in apprenticeship, vocational rehabilitation, employee training, child care, etc.

Wisconsin Department of Natural Resources (DNR): The Bureau of Remediation and Redevelopment consolidates state and federal clean up programs and provides assistance to help businesses clean up and re-use existing brownfield sites.

Forward Wisconsin, Inc.: This is a State public-private marketing and business recruitment organization that focuses on marketing outside Wisconsin to attract new economic development to the State.

County, Regional, and Local Programs

The primary financial assistance available at the County and local level are revolving loan funds. The primary entities in Marathon County that participate in economic development related efforts include:

- **North Central Wisconsin Regional Planning Commission (NCWRPC):** The NCWRPC is a designated Economic Development District and provides services such as economic research, marketing, financial packaging, evaluation and analysis of public infrastructure needs that support private economic development activity. The NCWRPC also works with local units of government to maintain eligibility for certain grants.
- **North Central Wisconsin Development Corporation (NCWDC):** A regional organization created for the purpose of managing a regional revolving loan fund. The NCWDC is staffed by the NCWRPC.
- **Wausau Region/Marathon County Chamber of Commerce:** The Chamber provides leadership and support for economic development efforts in the region, including a variety of networking programs, mentoring services, workshops and business counseling services.
- **Marathon County Development Corporation (MCDEVCO):** This is the economic development arm of the Wausau Area Chamber of Commerce. MCDEVCO serves all businesses and communities in Marathon County. MCDEVCO works with individual business, municipalities, and the banking community to facilitate investment in the region. Specific programs administered by MCDEVCO include a revolving loan fund, a small business incubator, and job training funds.
- **Wausau/Central Wisconsin Convention and Visitors Bureau (CVB):** The CVB promotes the area to the business and leisure traveler and provides information on the area to visitors and residents.

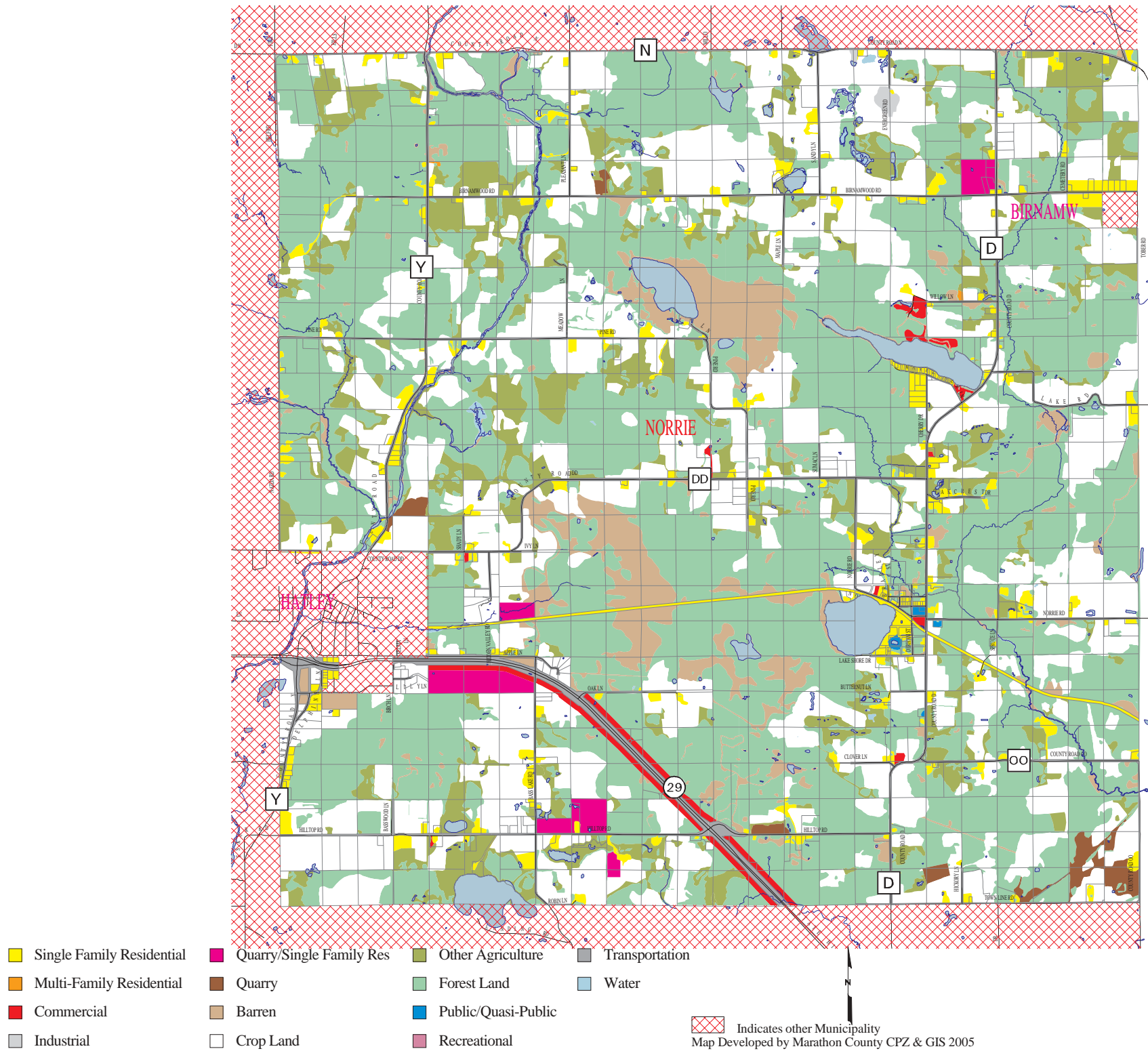
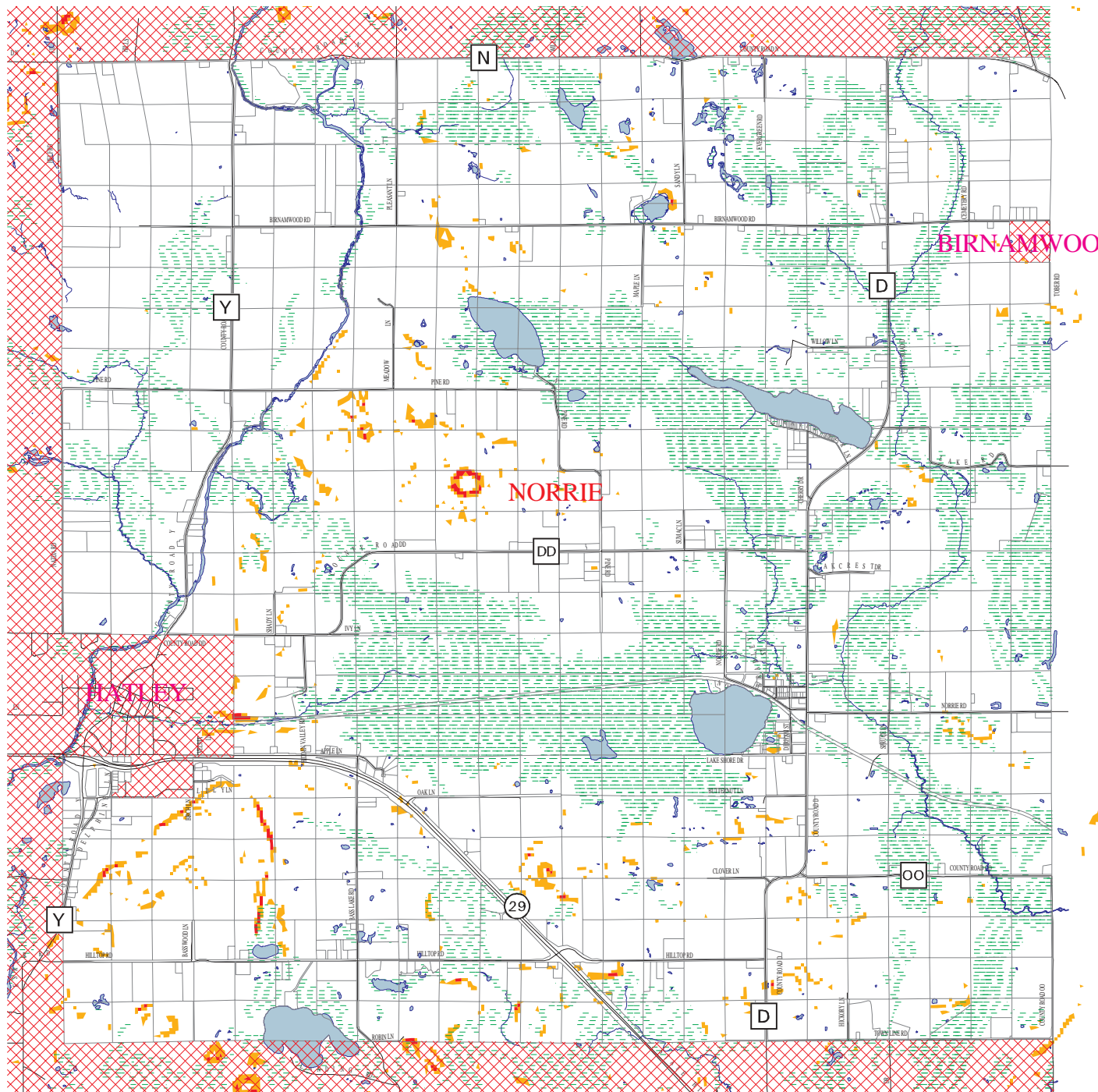





Figure 3-1
Future Land Use
NORRIE



-  Environmental Constraints
-  Slopes Generally 12-20%
-  Slopes generally greater than 20%

 Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 3-2
Development Constraints
NORRIE

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

- F County Highways
- 52 State Highways
- 51 US Highways
- 39 Interstate

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

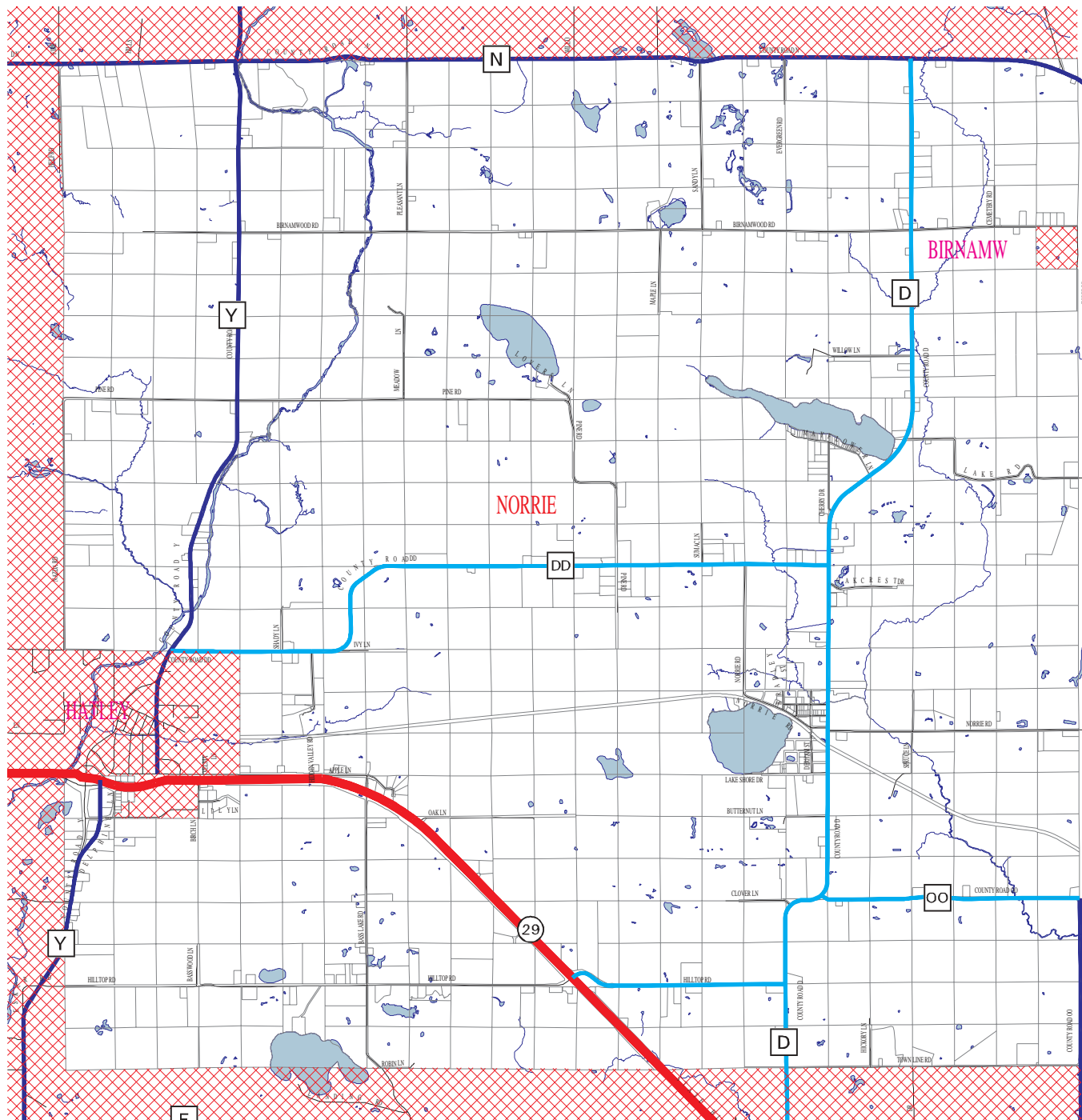


Figure 4-1
Functional Classification of Roads
NORRIE

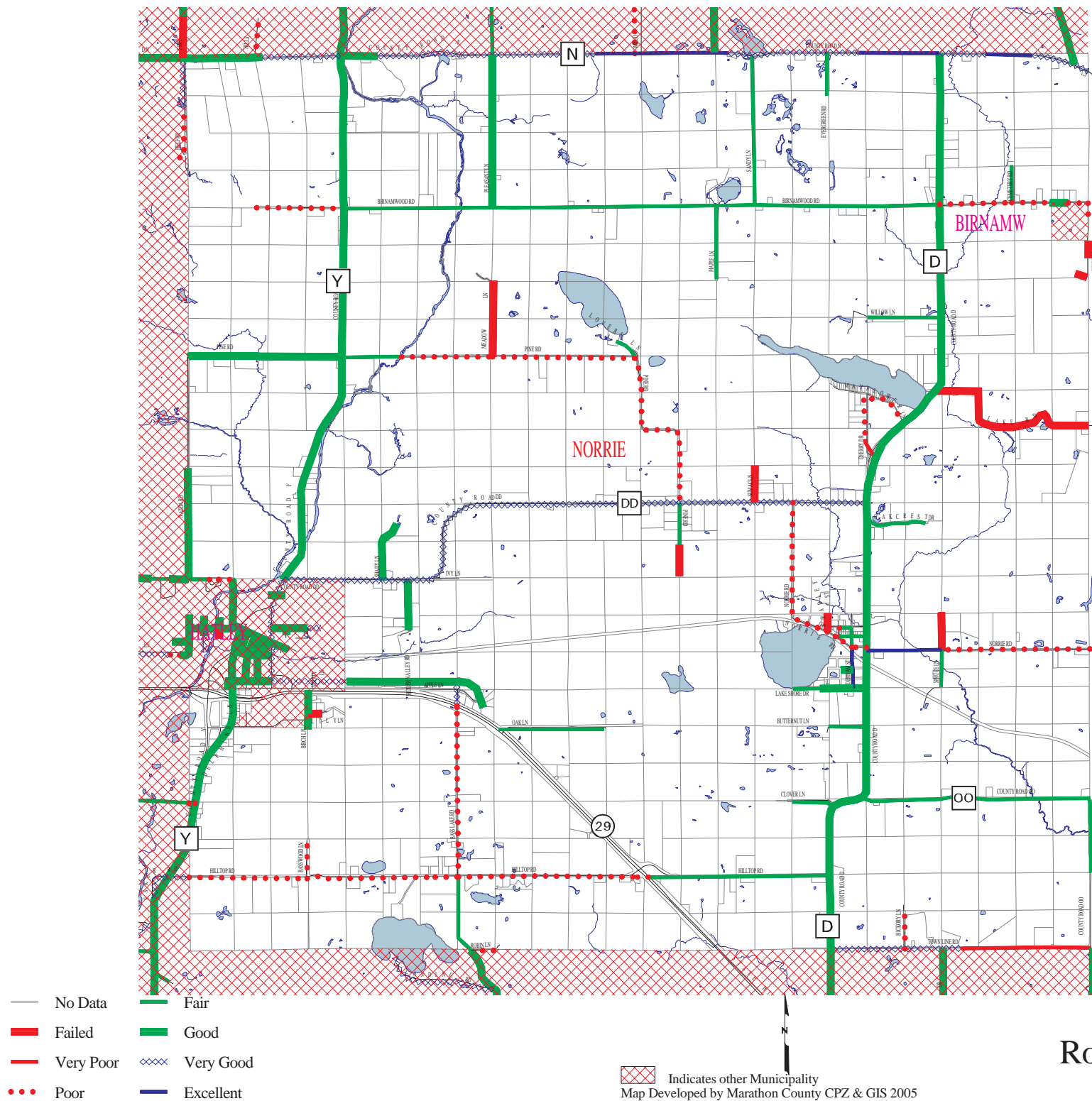


Figure 4-2
Road Surface Rating
NORRIE

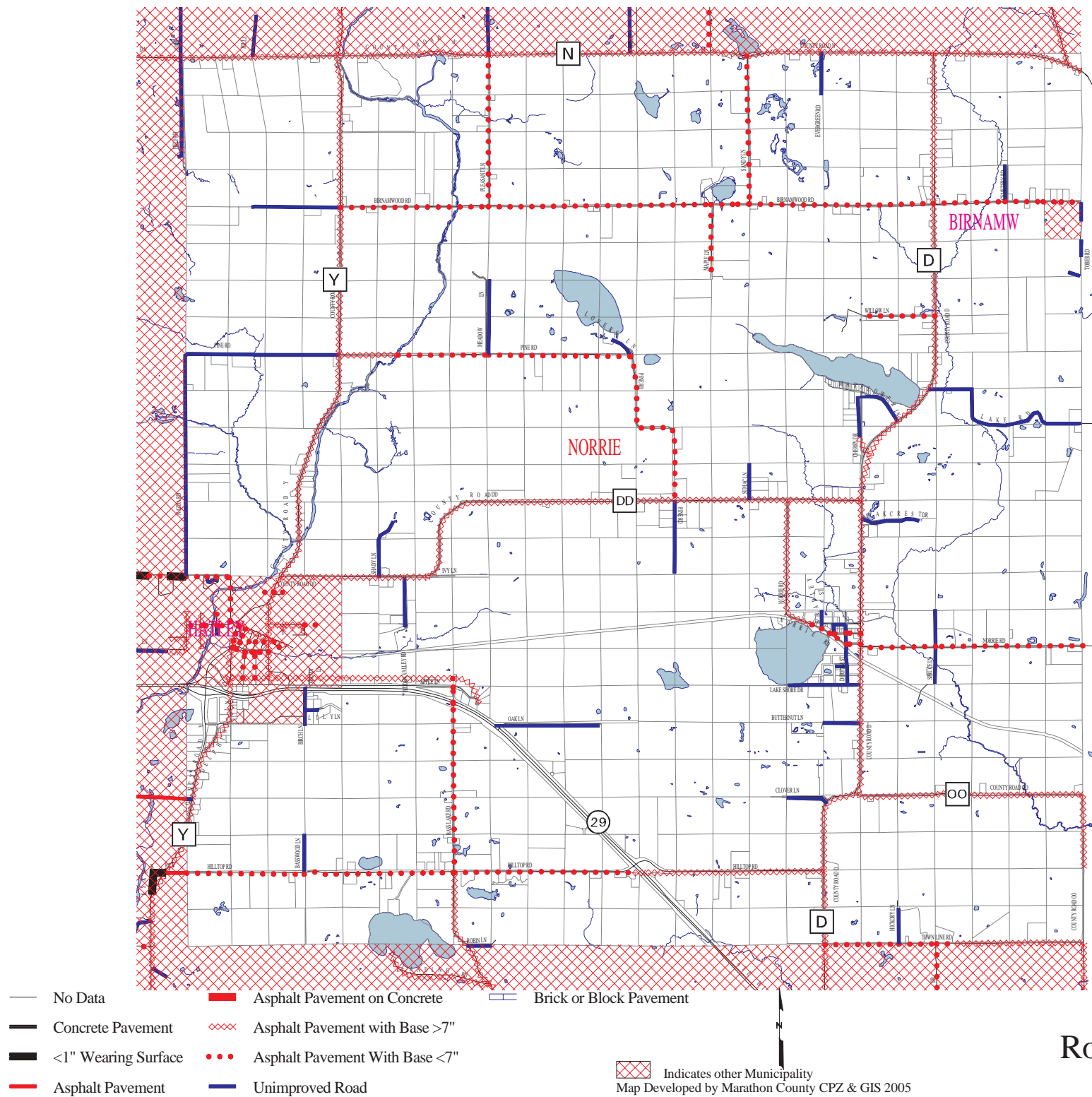


Figure 4-3
Road Surface Types
NORRIE