

## **CHAPTER 6 – UTILITIES AND COMMUNITY FACILITIES**

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### **INTRODUCTION**

As part of the comprehensive planning program, the Town of Russell utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions with Town Board members, Plan Commissioners, and other representatives throughout the community.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The levels of accuracy of the referenced materials herein is highly subject to change (“time sensitive”) and should only be used as an initial guide/reference in establishing this plan’s initial land use needs. As time goes on, the Village should again gather updating information regarding services as it looks to modify or improve them. In some cases, greater informational detail should be gathered before approving recommendations. This part of the plan is only a base to start for the use and capacity of existing public utilities and community facilities and needs to be used in that respect.

### **SUMMARY AND IMPLICATIONS**

Providing state-of-the-art utilities and community facilities in a rural town with a limited tax base is a continual challenge. Nevertheless, respondents to the 2004 citizen input survey generally expressed a high level of satisfaction with a variety of public services.

Major services or facilities are things such as the town hall, recreation lands and local roads - which are direct, internal responsibilities of the Town of Russell – are deemed adequate or above adequate. Other important services or facilities such as highways, law enforcement, libraries, schools, child care, elder care, and health care – which are provided by entities outside of Town government – are also deemed as adequate.

Due to the changes in society and overall affluence, increases in utility usage have become a trend throughout the United States. The Town of Russell is no different. We Energies upgrades have occurred in electric service capacity, for example.

Services and or facilities in need of improvement include the spotty, unreliable cellular coverage in some areas. There is also a concern about being able to attract enough volunteers to adequately staff the volunteer fire departments in the area.

The Town remains committed to providing basic services, either directly or indirectly, to its residents and has adopted policies to ensure this is the case.

**BOARDS AND COMMITTEES INVENTORY****Town Board**

The Town of Russell board consists of the Town Chairperson and two supervisors, who are all elected. The board is assisted by an elected part-time Clerk and Treasurer. There is also a Constable. The Town meets at the Town Hall located at N9691 County Highway H on the 2<sup>nd</sup> Tuesday of each month.

**Plan Commission**

Russell has a five-member Plan Commission to review, adopt, amend, and implement the Comprehensive Plan for the Town. The Plan Commission is appointed by the board; there are five members, one of which is a board member. The Plan Commission meets at the same time as the board.

**Town Comprehensive Plan Committee**

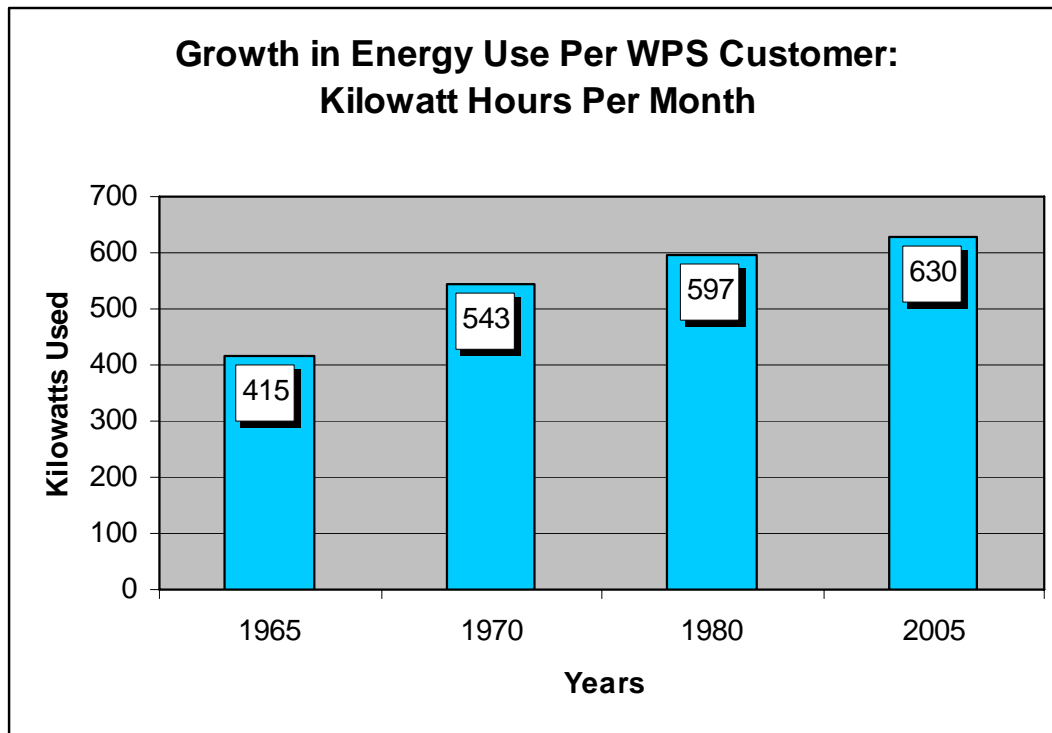
The Town selected representatives from within the Town to be a part of the Lake Country Planning Committee. The Lake Country Planning Committee is a compilation of five communities working together to develop their comprehensive plans.

**Others**

The Town contracts out for the services of an attorney and an assessor, when needed. The Town of Russell currently has two building inspectors because one is strictly for new homes. One of the building inspectors lives within the Town limits and the other inspector's service is contracted out for new homes.

**PUBLIC FACILITIES INVENTORY AND ANALYSIS****Electric Service**

The Town of Russell is within the electrical utility service territory of We Energies (a/k/a Wisconsin Electric Power Company). There are double circuit overhead transmission lines (138kV) provided by the American Transmission Company that run just west of County Highway P in the Town of Greenbush and then head north into the Town of Russell. In the Town of Russell these lines switch to the east side of County Highway J north of County Highway MM. The electrical service to the Town is thought to be adequate at this time for planning purposes, with the current upgrades along 11.5 miles of transmission line. This upgrade has occurred from New Holstein south to the Elkhart Lake substation. This upgrade was completed in December 2006 and will strengthen electric reliability. We Energies, which is increasing its capacity by about 2-3% per year to keep up with demand throughout its service area, uses several different fuel sources to produce electricity. These fuel sources, along with the percent of power they represent are: coal 61.3%; nuclear 25.2%; purchased power 4.6%; renewables 1.6%; and natural gas 7.2%.

**Figure 6.1: Growth in Energy Use Per WPS Customer: Kilowatt Hours Per Month**

Source: Wisconsin Public Service

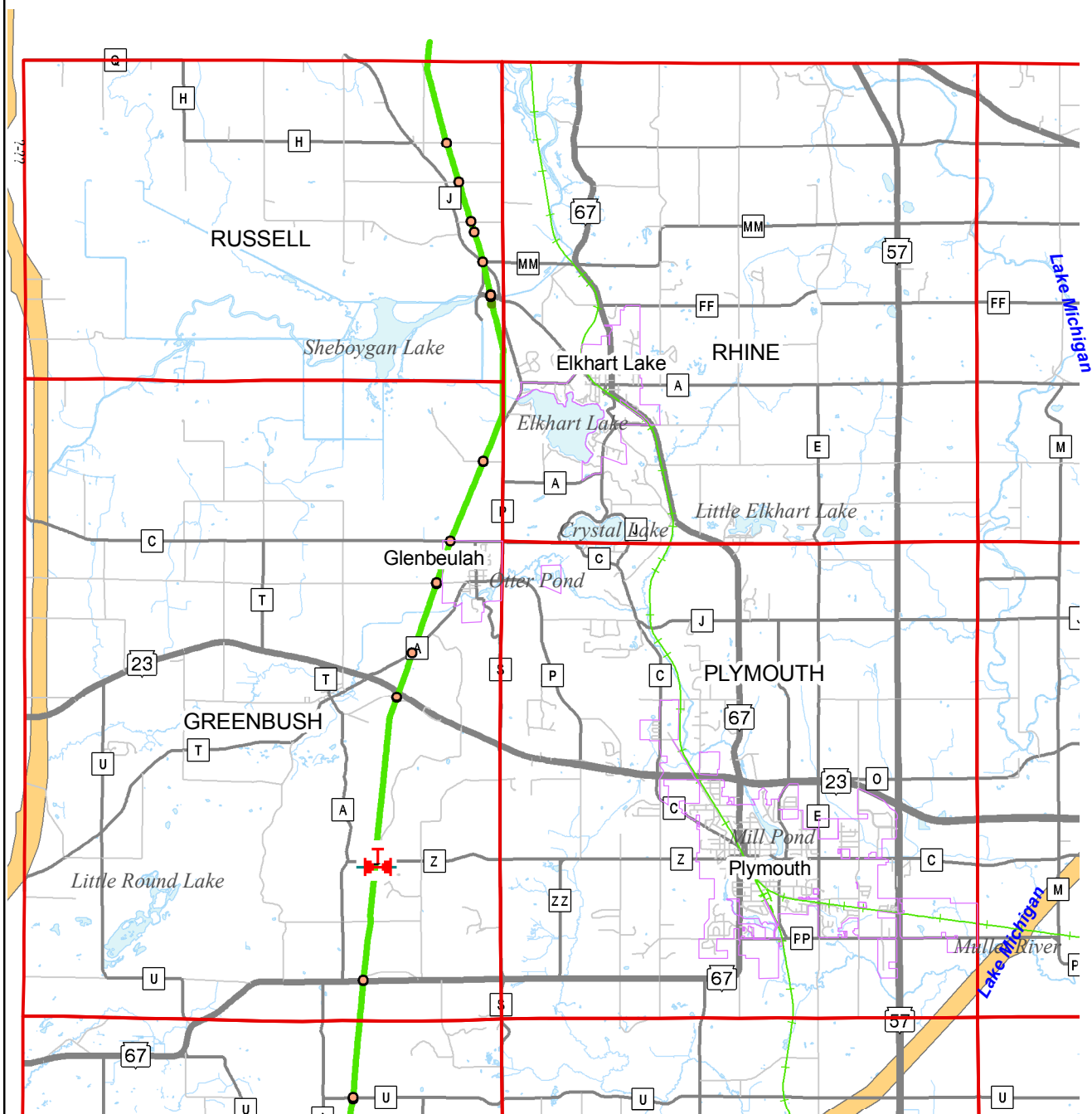
### Natural Gas

Residents of the Town of Russell are provided with natural gas by Wisconsin Public Service (WPS). A major natural gas line is located west of the Village of Glenbeulah along County Highway P and then travels north near County Highway J. The pipeline is owned by the American Transmission company and is the West Shore Pipe Line. A substation is located west of Elkhart Lake along County Highway P in the Town of Rhine. This pipeline runs east of County Highway J through the Town of Russell. A second pipeline through A.N.R. Pipeline Company is located on the western border of the Town of Greenbush from County Highway T heading north until leaving the County at Olrich Court in the Town of Russell. Currently, the Town has no complaints with the service, and it is thought to be adequate for the Town. Figure 6.2 is a map of the pipelines in the Lake Country region.

### Public Water System

The Town of Russell does not have a public water system. Residents within the Town have individual wells that are owned and maintained by individual property owners. Currently, the Town has no plans to develop a public water system. Although no formal hydrology study has been done, the capacity of the aquifer is thought to be adequate for the immediate needs of the Town, along with its projected growth forecast. Because of recent concerns with contaminants in the well water, residents will need to be sure they drill their wells deep enough and have their water tested regularly for contaminants. (See Chapter 2 for additional information related to groundwater).

**Figure 6.2**  
**Pipelines in the Lake Country Region**  
 Sheboygan County, WI



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Sheboygan County is not responsible for any inaccuracies herein contained.



0 0.5 1 2 3 Miles

1 inch equals 2 miles

Source: Sheboygan County, 2005; Diggers Hotline, 2006; Bay-Lake Regional Planning Commission, 2006. Map prepared by the Sheboygan County Planning Department for the Town of Russell

### Legend

- Village & City Limits
- Municipal Boundary
- Major Surface Water
- streamsmajor

+ Valve

● Mile Marker

● Aerial Marker

— West Shore Pipeline

ANR Pipeline

Interstate

State Highway

County Road

Local Road

—+— Railroad

**Sanitary Sewer Service**

The Town of Russell currently does not have any public sanitary sewer service. The only threats are to private wells from older (and sometimes failing) septic systems. For the foreseeable future property owners within the Town will continue to be responsible for installing and maintaining their own individual septic systems. (See Chapter 2 for additional information related to soils and septic systems.)

**Storm Sewer System**

The Town of Russell allows stormwater to drain through a series of ditches and culverts along its road system. This infrastructure works reasonably well as long as the ditches remain clear of thick brush and the culverts are properly sized. There are no curb and guttered areas within the Town, and there are no plans to add a storm sewer system, since there are no significant reported drainage problems.

Beginning in 2006, the *Sheboygan County Runoff/Erosion Control Ordinance* took effect in unincorporated towns of the County. Any land disturbing construction site activities for construction and post-construction projects of one acre or more are subject to the new regulations. This would include most new residential subdivisions.

**Solid Waste and Recycling Facilities**

Town of Russell residents utilize a collection site on Sexton Road. Town residents bringing their waste to this collection site which has been adequate and will continue to be adequate because of the slow rate of growth in the Town.

Open burning of waste materials continues to be an issue of concern in the Town, especially as new homes are built. The Town will continue to try to address this issue through educational notices.

Sheboygan County annually runs a hazardous household waste collection program with Saturday drop-off sites in Plymouth and Sheboygan. Town of Russell residents are eligible for this program.

**Telecommunications Facilities**

Land-line telephone service to the Town is provided by Verizon North. There are a small number of cellular tower sites located adjacent to or within the Town. Substantial areas of the Town are outside of prime coverage areas. Reception can be spotty, and even in areas where there is coverage, dips and valleys can interrupt service. Though this may be unsatisfactory in some cases, it is unlikely that tower builders and wireless carriers will engage in major upgrades in the near future due to the Town's relatively low population density, and location, which make it difficult for telecommunication companies to justify expensive investments in infrastructure. If, however, telecommunication companies do eventually look to increase their quality of service and range, locations for towers will likely be along major transportation corridors, or the more densely populated section of the Town. As the need arises, the Town should work with landowners and neighboring communities in determining acceptable locations for future towers and possible collocation strategies.

Cable is not available throughout the Town, but residents are able to obtain satellite service through a few companies. Broadband or high speed internet is, for the most part, not provided in the Town. The satellite providers may be able to provide limited broadband internet to some customers. Residents of the Town are able to use dial-up internet service. As technology continues to advance, more residents of the Town will want cable or satellite television and broadband/high-speed internet.

## COMMUNITY FACILITIES INVENTORY AND ASSESSMENT

### Municipal Building

The Town of Russell Town Hall is located at N9691 County Road H. There is no phone at the Town Hall and this may be a facility the Town may need to upgrade in the future. Within the next 20 years, the structure could use some improvements.



### Road and Other Maintenance

The Town of Russell contracts with the Sheboygan County Highway Department for its road maintenance needs. Special projects such as seal coating may be contracted out by the county. The county shed that services the Town is located at 604 S. Lincoln Street, Elkhart Lake. The current maintenance system is deemed adequate for the Village. Since the Town contracts with the County, there are no vehicles or equipment owned by the Town.



### Postal Services

Postal services for the Town of Russell are provided by the U.S. Post Office located in Elkhart Lake. Elkhart Lake's building is a small structure leased by the federal government and it has front doors at the street level that would appear to satisfy ADA requirements. Limited, but adequate, parking is available on the street and adjacent to the buildings. No improvements are planned for the near future.

### Cemeteries

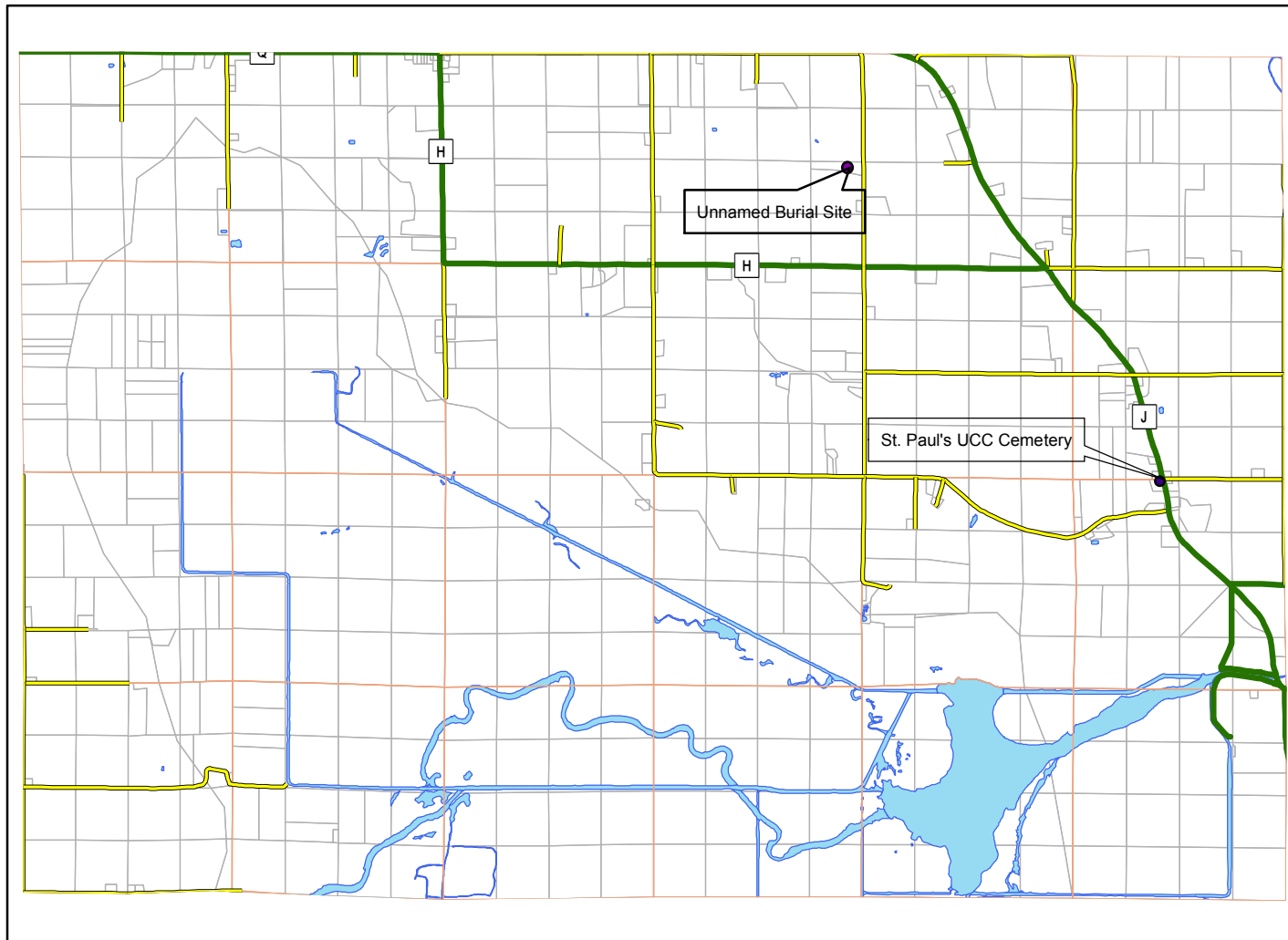
There is one cemetery within the Town limits. This cemetery is called St. Paul's UCC Cemetery. This cemetery is approximately 2.8 acres located along County Highway J near Sexton Road. There is also an Amish burial on Holstein Road north of County Highway H. Figure 6.3 shows the location of the cemetery and burial site.



### Law Enforcement

The Town of Russell does not have its own police department. Protective services are instead provided by the Sheboygan County Sheriff's Department located in the City of Sheboygan. According to input from the County Sheriff's Department at the December 2004 Stakeholder Input Session, there have been no major problems enforcing speed limits or carrying out other

**Figure 6.3**  
**Cemeteries**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

● Cemeteries

**Roads**

— State Hwy

— County Road

— Local Road

— Private Road

**Planimetric**

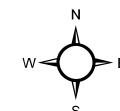
— Bridges

— Dams

— Railroads

— Rivers, Streams

— Road / Bridge



1 " equals 4,400 '

4,800 2,400 0 4,800 Feet



law enforcement duties. The Department, which is currently allowed to have 39 deputies, anticipates having adequate manpower for the next five years or so, although cuts in shared revenues might create challenges. Under standard enforcement procedures, the Department can make arrests under County ordinances and State laws. The Department consists of several patrol divisions, including highway patrol, motorcycle patrol, boat patrol, bike patrol, and snowmobile/ATV patrol. The Department also consists of a SWAT (Special Weapons and Tactics) Team, a Dive Team and a Multi-jurisdictional Enforcement Group (MEG Unit) specializing in drug enforcement.

The Sheboygan County Sheriff's Department also utilizes several community policing activities. One such activity, used to educate the public, is called CounterAct, which is an active effort in place to address current and future concerns of drug abuse in the community. Several other joint activities between the Sheboygan County Sheriff's Department and the community include Neighborhood Watch and Crime Stoppers, which encourage citizens to police their communities and alert the Sheriff's Department of any suspicious activities.

The Sheboygan County Sheriff's Department operates several correctional facilities. The Sheboygan County Jail is located on the second floor of the Sheboygan County Law Enforcement Center, located on North 6<sup>th</sup> Street in the City of Sheboygan. The Jail is a 40-bed facility that primarily houses adult female inmates. The Sheboygan County Detention Center, located on South 31<sup>st</sup> Street in the City of Sheboygan is a 286-bed facility that houses adult male inmates. The Juvenile Detention Center, also located on the second floor of the Sheboygan County Law Enforcement Center, is a 27-bed facility that houses both male and female juvenile inmates.

The Town is served by the 911 system, which rings through to the Sheboygan County Sheriff's Department, routed through the telecommunicators and relayed to emergency services. The policy protection for the Town is considered more than adequate because of the Town's rural nature. Also, the other Towns in the County do not have their own police department.

### **Fire Department**

There is a volunteer fire department in St. Anna that was started in the early 1900's, but it is located in the Calumet County part of St. Anna. The St. Anna Fire Department covers the Town of Russell. Parts of the Town of Russell may also be covered by the Elkhart Lake, Greenbush, and St. Cloud Fire Departments depending upon where in the Town the call is, if there is a call for mutual aid, or if the Jaws of Life is needed.

The St. Cloud Fire Department consists of 39 volunteer firefighters and 3 honorary members. For more information The St. Anna Fire Department consists of approximately 28 volunteer firefighters, of which 5 or 6 live in the Town of Russell. The Fire Department is part of the Calumet County 911-system. Additionally,





the Department does not have its own Hazardous Materials (HAZMAT) team. The St. Anna Fire Department and the St. Cloud Fire Department currently own the following trucks and equipment listed in Figure 6.4a and 6.4b for their operations: Figure 6.5 shows the territories which are covered by each fire department and the territory for the Jaws of Life.

**Figure 6.4a: Equipment Owned by the St. Anna Fire Department**

Engine- 1992 1500 GPM 1250 gallon capacity	2007 Gas Truck 750 GPM
Engine- 1972 1000 GPM 1000 gallon capacity	1- Defibrillator
Engine- 1991 1750 GPM 800 gallon capacity	22 SCBA
Tanker- 1800 Gallon	State radio channels
Tanker- 3500 Gallon	1 Thermal Imaging Camera
1992 Equipment Van 4500 PSI system	

**Figure 6.4b: Equipment Owned by the St. Cloud Fire Department**

1-1000 GPM Pump Engine (carries 750 gal. of water)	1-1250 GPM Pump Engine (carries 1650 gal of water)
1 Water Tanker (carries 2100 gal. of water)	1-Equipment Truck
Scene Lighting	Generators
Air Packs	Cascade System
Thermal Imaging Camera	1-Defibulator
10-P25 Portable Radios	Each Truck has state required channels on their radios

One of the major challenges for the Departments, as with many communities, is finding a sufficient number of volunteers. Training requirements have become more time-consuming over the years, and more residents are working outside the Town, which leaves less time and opportunity to participate.

### **Insurance Service Office (ISO) Grading**

The adequacy of fire protection within the Town is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Grading obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

**Figure 6.5**  
**Fire Departments &**  
**Jaws Territory**  
**Town of Russell**

Sheboygan County, WI

**Legend**

**Roads**

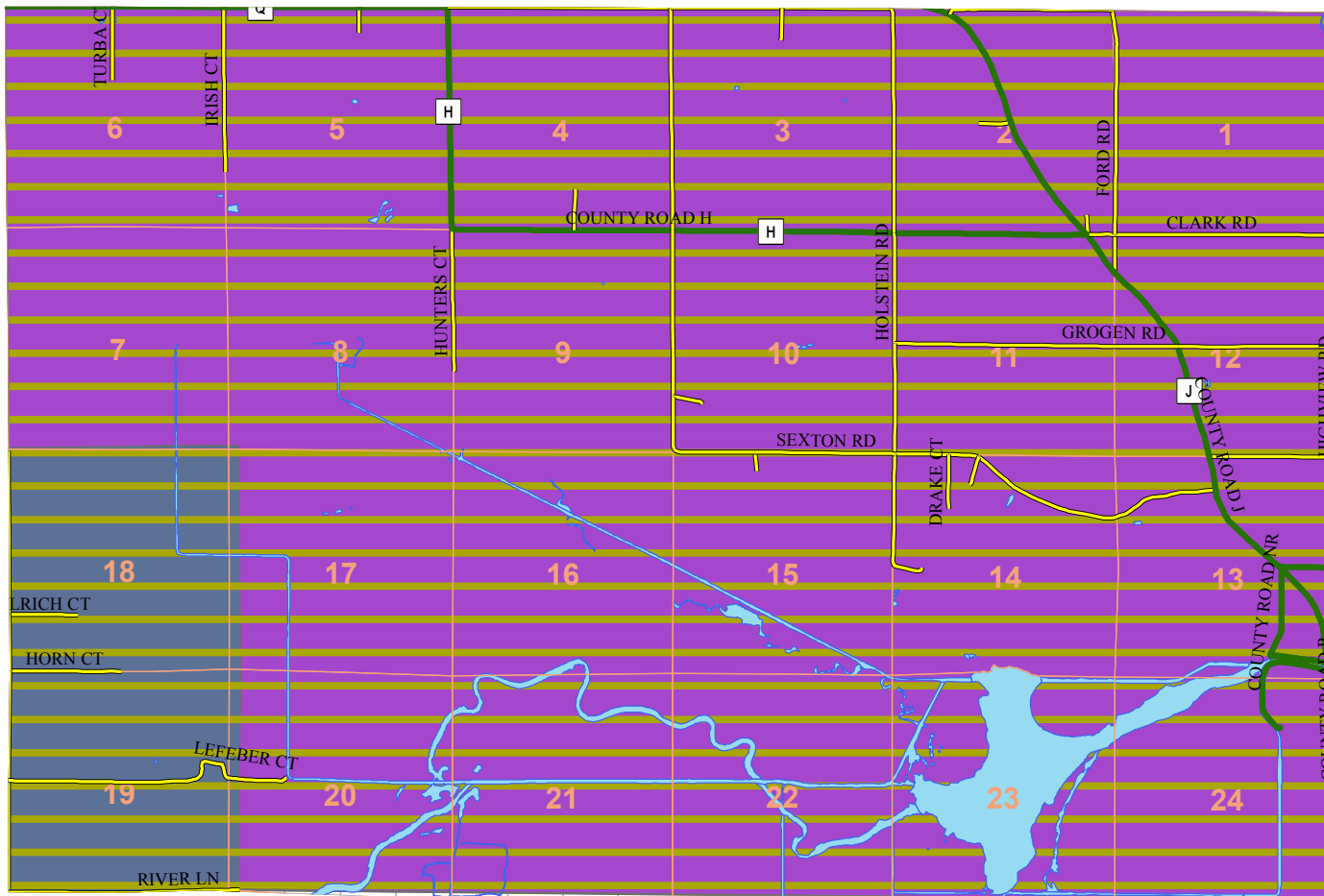
- State Hwy
- County Road
- Local Road
- Private Road

**Jaws of Life Territory**

- St Anna Fire Dept

**Fire Departments**

- St. Anna Fire Dept.
- St. Cloud Fire Dept.



The grading is obtained by ISO by its municipal survey office based upon their analysis of several components of fire protection including:

- Fire department equipment
- Alarm systems
- Water supply system
- Fire prevention programs
- Building construction
- Distance of potential hazard areas from a fire station.

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 2004, the St. Anna Fire Department was rated a 7 by the ISO. In 2004, the St. Cloud Fire Department was rated a 5 within the Village of St. Cloud and rated a 6 in areas outside the Village. This means the areas of the Town which are covered by St. Cloud have an ISO grade of 6. The reason for these grades is due to the rural nature of the Town, the size of the fire departments, and the amount of land that is covered by the fire departments.

### **Emergency Services**

Rescue services are provided to the Town by Elkhart Lake, Glenbeulah, and Kiel first responders. Ambulance services are provided by Plymouth Ambulance Service (PAS), Kiel Ambulance Service, and Mt. Calvary Ambulance Services (MCAS). PAS has 40 on-call EMTs. PAS has 4 advanced life support ambulances (ALS) which provide service to 220 square miles and has a call volume of 1,200 a year. PAS is a non-profit organization that operates on donations and money received from transported patients. The Kiel Ambulance Service provides immediate emergency care services for areas in the Town of Russell. MCAS provides basic EMT services. A map of the ambulance service territories is shown in Figure 6.6.

The Town is served by the 9-1-1 system that is routed through Sheboygan County telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate the paging system for all of the first responder units in the County.

### **Library**

Although the Town of Russell does not have a library located within its borders, it is part of the Eastern Shores Library System. This library system covers Sheboygan and Ozaukee Counties. Also, the Elkhart Lake Public Library and Kiel Library are within close vicinity of the Town. Through the Eastern Shores Library System, the Bookmobile makes scheduled stops throughout the year in Sheboygan and Ozaukee Counties; these stops include the Village of Glenbeulah and the Town of Greenbush. In 2001, all of the public libraries in Ozaukee and Sheboygan Counties developed one shared catalog system, EasiCat, which Lakeland College joined in 2002. This system allows materials to be ordered from any participating library over the internet. This intergovernmental cooperative agreement allows residents of the Town of Russell to not only access books from around Sheboygan and Ozaukee Counties, but also from libraries across the state.

**Figure 6.6**  
**Ambulance Services**  
**Town of Russell**

Sheboygan County, WI

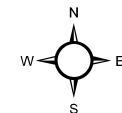
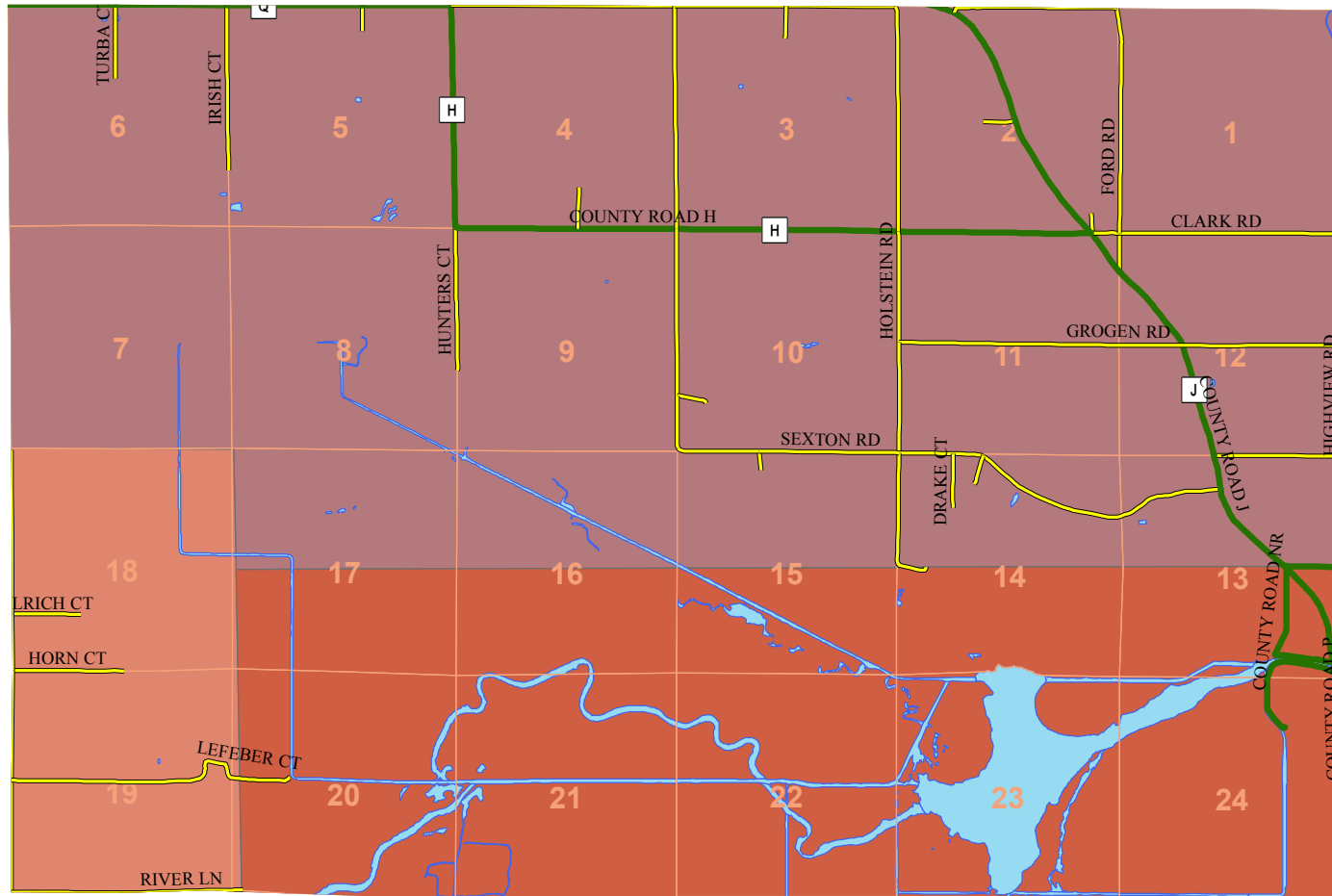
**Legend**

**Roads**

- State Hwy
- County Road
- Local Road
- Private Road

**Ambulance Services**

- Kiel Ambulance Service
- Plymouth Ambulance Service
- Mt. Calvary Ambulance Service



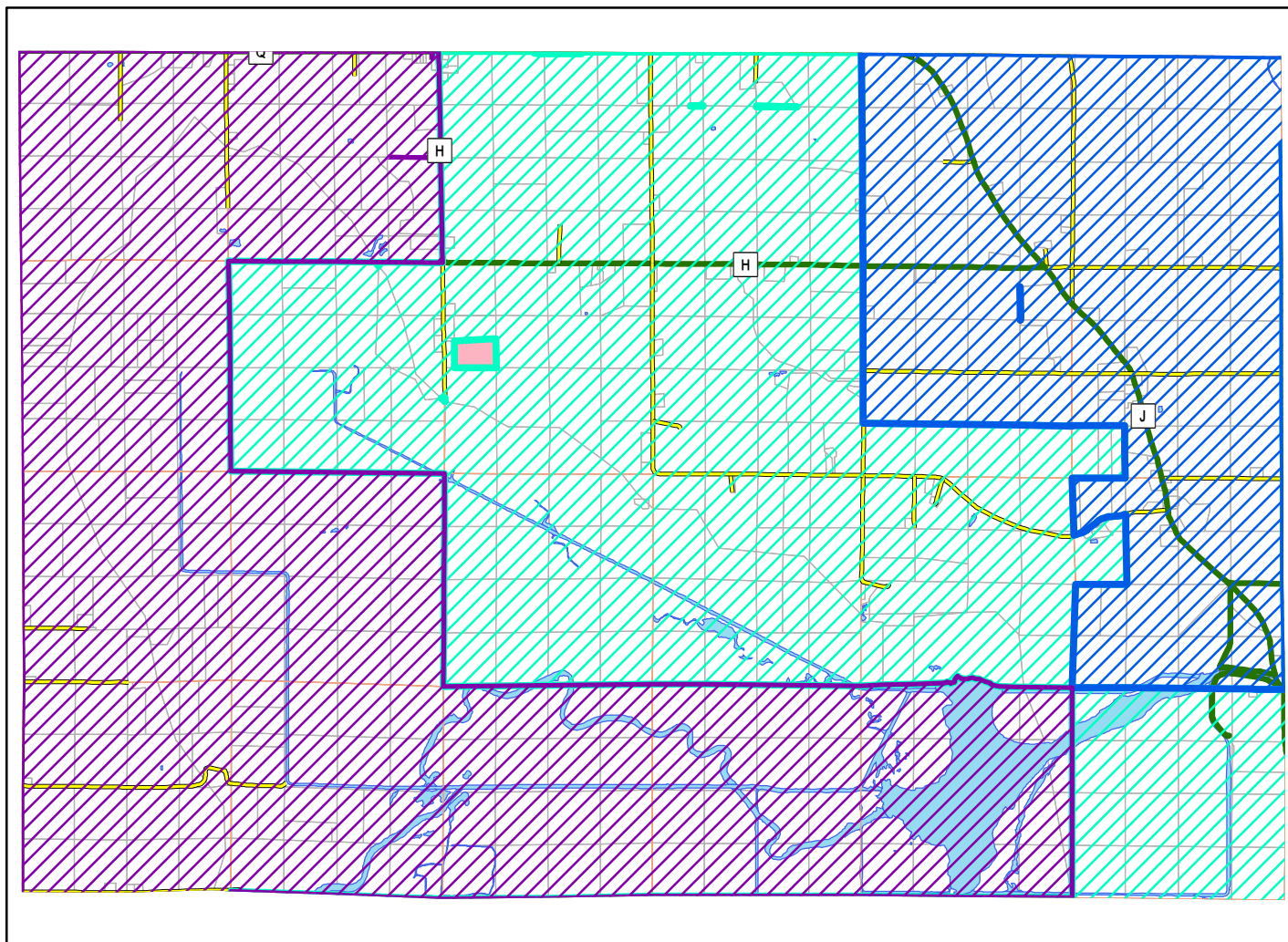
1" equals 4,400'

4,600 2,300 0 4,600 Feet

Prepared for the Town of Russell by the  
 Sheboygan County Planning Department

**Figure 6.7**  
**School Districts**  
**Town of Russell**

Sheboygan County, WI



**Legend**

**School Districts**

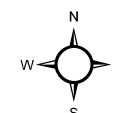
- No Information on Tax Record
- New Holstein Schools
- Kiel Schools
- Elkhart Lake-Glenbeulah Schools

**Roads**

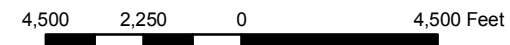
- State Hwy
- County Road
- Local Road
- Private Road

**Planimetric**

- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge



1 " equals 4,400 '



## Schools

Parts of the Town of Russell are located in three different school districts. The school districts where Russell's students attend are the Elkhart Lake-Glenbeulah, Kiel, and New Holstein School Districts (See Figure 6.7). The Elkhart Lake-Glenbeulah School District serves between 500-600 students from all or part of five municipalities. The School District serves its students from one site, which is located in northern Elkhart Lake with the High School and district offices in one building, and the middle and elementary school in another complex. The school also has the Kohl Fitness Center that is open to the public with a membership. The Kiel School District has four schools spread throughout the City and rural areas of the school district. Kiel School District has an elementary school in the City along with another elementary school in Meeme. The New Holstein School District has two campuses. The Middle School and Elementary School are located in one building and the High School is located in another site within the City of New Holstein.

In Wisconsin certain grade levels are required by state law to take achievement tests. Wisconsin Student Achievement System (WSAS) examinations are comprised of a variety of tests in the areas of reading, language arts, math, science, and social studies. The students are then assessed in four levels: minimal, basic, proficient, and advanced. In Figure 6.8 the percent of students who reached advanced or proficient levels is listed, along with the corresponding school district. In the 2003, the 4<sup>th</sup> graders in the Elkhart Lake-Glenbeulah School District scored significantly higher than the other schools in Language Arts, but by 10<sup>th</sup> grade Elkhart Lake had the fewest percent of students advanced or proficient in Language Arts. In all categories and across all districts, there is a trend of fewer percentages of students who score either advanced or proficient in the WSAS examinations. Overall, New Holstein School District saw the smallest decline from 4 to 10<sup>th</sup> graders test scores. For 10<sup>th</sup> grade scores, in the areas of reading and language arts Elkhart Lake-Glenbeulah students scored lower than the other districts, but scored in the same range as the other districts in math and science. Elkhart Lake School District scores are the highest in the Social Studies category across all grade levels.

**Figure 6.8: Wisconsin Student Achievement System (WSAS) examination percentages for 2003-2004 for grade levels 4, 8, & 10, For the School Districts in the Town of Russell**

Proficient or Advanced Percentages of Students per School						
School District	Grade Level	Reading	Language Arts	Math	Science	Social Studies
Elkhart Lake	4	89%	97%	89%	97%	100%
Kiel	4	87%	88%	81%	87%	97%
New Holstein	4	92%	81%	78%	95%	96%
Elkhart Lake	8	91%	82%	94%	92%	97%
Kiel	8	92%	75%	78%	79%	92%
New Holstein	8	86%	81%	88%	87%	92%
Elkhart Lake	10	64%	65%	76%	77%	87%
Kiel	10	70%	72%	76%	77%	79%
New Holstein	10	83%	78%	86%	83%	85%

Source: Wisconsin Department of Public Instruction, 2003-2004 school year.

Both Elkhart Lake-Glenbeulah School District, New Holstein School District, and Kiel School District have seen decreases in their total enrollment over the years, but New Holstein had a slight turn around last year (See Figures 6.9 a, b, & c). Elkhart Lake-Glenbeulah School District has seen the largest drop in enrollment at 35.5% since the 1992-1993 school year. Kiel School District experienced a 6.4% drop since the 2000-2001 school district. New Holstein saw a 5.6% drop over the same time period.

**Figure 6.9a**  
**Elkhart Lake Enrollment**

School Year	Enrollment
1992-1993	803
1993-1994	790
1994-1995	772
1995-1996	768
1996-1997	759
1997-1998	706
1998-1999	677
1999-2000	615
2000-2001	593
2001-2002	580
2002-2003	565
2003-2004	580
2004-2005	560
2005-2006	561

**Figure 6.9b**  
**New Holstein Enrollment**

School Year	Enrollment
2000-2001	1283
2001-2002	1242
2002-2003	1238
2003-2004	1169
2004-2005	1188
2005-2006	1211

**Figure 6.9c**  
**Kiel Enrollment**

School Year	Enrollment
2000-2001	1526
2001-2002	1517
2002-2003	1475
2003-2004	1489
2004-2005	1422
2005-2006	1429

*Source: Wisconsin Department of Public Instruction, Elkhart Lake-Glenbeulah School District, New Holstein School District, & Kiel School District.*

Elkhart Lake-Glenbeulah's enrollment has declined steadily over the years. In the 1992-1993 school year, there were approximately 800 students in the district, and in the 2005-2006 school year that number has dropped down to approximately 560. This is a 30% decrease in 13 years, with the enrollment expected to continue to decrease. Between 1992 and 1997, there was a 12% decrease in the enrollment. This enrollment decrease could be due to the fact that people are having smaller families than in the past. There may also be fewer families in the school district. Also, school choice and home schooling may be a cause of the enrollment decrease.

### **Child Care Facilities**

According to the 2000 U.S. Census, there were 31 children under 5 years of age living in the Town and 59 children between the ages of 5-14. With the high percentage of families consisting of dual income parents who commute to work, quality, easily accessible child care is a critical concern for these families.

There may be child care available that is provided in home, for a very limited number of children, but there is no large child care facility. There are some childcare businesses within 10 miles of the Town of Russell located in Kiel (Chatterbox Child Learning Center), Plymouth (St. John Lutheran School, Here We Grow Child Care Center, Mulberry Bush Daycare Center, & Learning Tree Academy). Due to the fact that most facilities do not having a waiting list, it means that the local child care needs are being met. Furthermore, there are several more facilities located in Sheboygan, New Holstein, and the surrounding areas.



### **Elder Care Facilities**

The Sheboygan County Division of Aging has as its purpose to plan, coordinate, and promote services and programs needed by older adults within the County. This includes a variety of services, such as counseling, transportation, nutrition, legal and benefit advocacy, and events/activities. The Division of Aging coordinates nine dining sites throughout the County. None of them are located within Russell or other Lake Country Planning communities, but there are meals provided at Howards Grove's Senior Center on Tuesday and Thursday and at the Plymouth Senior Center Monday thru Friday. There is no elderly or assisted living facilities in the Town of Russell, but the Village of Elkhart Lake is developing an assisted living facility in its new development.

A countywide study of senior citizen housing needs versus public and private facilities capacities has not been undertaken. Even if the current capacity of the public and private facilities is sufficient to meet existing needs, it is likely that based on the aging population new and/or expanded facilities will be needed in the future. In the meantime, there are a variety of care and living options in the area:

- *Retirement Community.* There are self-contained housing communities designed for older adults. These communities offer meal programs typically have a focus on social and recreational activities. Many other amenities may be available depending on the site. Facilities/Location: Cedar Landing, Elkhart Lake; South Horizon Apartments, Plymouth.
- *Continuing Care Retirement Communities (CCRCs).* Refers to a facility that is able to respond to an individual's need for different levels of care as needs change. Levels of care may range from independent living to skilled nursing care. These services may also be augmented by assisted or supportive living, home health care, and/or adult day services, allowing one to select the level of care most appropriate for an individual's changing circumstances. Facilities/Location/Beds: Landmark Square, Sheboygan; Pine Haven Christian Home, 135; Sheboygan Senior Community, Sheboygan, 60; Terrace Estates, Sheboygan, 88.
- *Community Based Residential Facilities (CBRFs).* State licensed elderly group homes for five or more unrelated adults. CBRFs provide assisted living and health care services above normal room and board. A limited amount of skilled nursing care is available. The philosophy of a CBRF is to provide a home-like environment and to keep each resident as dignified and independent as possible, while maintaining a feeling of safety and security. The environment may be a home-like environment and to keep each resident as dignified and independent as possible, while maintaining a feeling of safety and building with private apartments for a large number of residents. Some facilities furnish all but the residents clothing while others have the residents fully furnish the apartment. Facilities/Location/Beds: Willowpark Residence, New Holstein, 50; Care Partners Kiel, Kiel, 8; Ivy Manor of Campbellsport, Campbellsport, 22; Brookside of Wisconsin, Waldo, 8; Beechwood Rest Home, Kewaunee, 10; Gables on the Pond I and II, Random Lake, 48; Hometown Retirement, Oostburg, 15; KindredHearts, Plymouth, 15; Pine Haven Christian Home, Sheboygan Falls, 145; Woodland Manor, Sheboygan Falls, 16; Woodland View Estates, Fredonia; Belgium Gardens, Belgium, 20; Dekora Springs, Saukville, 7; Family Tree/Hamburg Home, Grafton, 12; Washington Heights,

Grafton, 8; Whispering Meadows, Grafton, 8; ten sites in Sheboygan: Countryside Manor, 16; Countryside Manor West, 28; Harbor Heights of Sheboygan II, 50; Harbor House Sheboygan, 19; Harbor House Sheboygan II 8; Harmony of Sheboygan East, 52; Harmony of Sheboygan West, 32; Hometown Retirement Sheboygan Home, 15; Sheboygan County Halfway House, 7; Sheboygan Retire Home Beach Care Center, 70.

- *Residential Care Apartment Complexes (RCACs)*. Offers each resident care and services unique to his or her needs. This type of assisted living is based on providing individual apartments and as each person's need for care increases, services can increase accordingly. This gives residents an opportunity to remain in the apartment setting for a greater length of time. RCACs offer private residences with the features of a traditional apartment. Unity sizes vary from studio to one bedroom and larger. All units must have a kitchenette with cooking facilities. Apartments are generally furnished by the individual, however, some facilities may offer partially furnish apartments. Facilities/Location/Units: Terrace Estates, Sheboygan, 25 one-bedroom units; Villa Rosa Assisted Living, Mt. Calvary, 26.
- *Adult Day Services*. An option to a nursing home, these services were designated for adults who are experiencing a serious decrease in physical, mental, and/or social functioning and need a protective environment. Professional staff may include nurses, social workers, therapists, and other staff specially trained. Facilities/Location/Beds: Greendale Health and Rehabilitation Center, Sheboygan, 64; Judy's Adult Day care, Sheboygan, 6; Project Independence/Goodwill, Sheboygan, 30; Holy Family Memorial Adult Day Center, Manitowoc, 20; Luther Manor Lakefield Adult Day Center, Grafton.
- *Skilled Nursing Facilities*. Offer long-term care for residents who require daily assistance. Some type of rehabilitation program also usually available. Facilities/Location/Beds: Beach Health Care Center, Sheboygan, 84; Beechwood Rest Home, Kewaskum, 26; Greendale Health and Rehabilitation Center, Sheboygan, 64; Meadow View Manor Sheboygan, 74; Morningside Health Center, Sheboygan, 72; Pine Haven Christian Home, Sheboygan Falls, 71; Plymouth Care Center, Plymouth, 60; Rocky Knoll Health Care Center, Plymouth, 158; Sheboygan Progressive Care Center, Sheboygan, 120; St. Nicholas Hospital Transitional Care Unit, Sheboygan, 15, Sunny Ridge, Sheboygan, 265.

As can be seen from the above list, elder care facilities mean much more than “nursing home care.” According to Gunderson and Graham Healthcare Consulting (April 2, 2004 report to Sheboygan County Health Care Citizens' Task Force), the elderly are becoming healthier, better educated, more consumer savvy, and expect a variety of health care alternatives to be available to them. The least desirable option is nursing home care. In the last ten years, there has been a proliferation of assisted living and senior housing development. For local communities, especially small ones, this means it is possible to meet many of the housing needs of senior citizens without a large nursing home or similar type of facility.

### **Health Care Facilities**

There is currently no health-care facilities located in the Town of Russell. The nearest primary care facility specializing in family practice medicine would be in Kiel.

There are no existing hospital facilities within the Town. The Town will not be a priority site for a health care facility in the future, due to its location and small population. This is not expected to change over the course of the comprehensive plan. Residents will continue to be served by facilities located in surrounding communities such as the following:

Aurora Kiel Clinic- A newly built facility which offers family practice, general medicine, and other specialties.

Aurora Plymouth Clinic- Offers family practice, general medicine, and many other specialties. Inpatient services are not offered, but emergency needs are met by an urgent care center. Aurora expanded primary and specialty care services by beginning construction on a new and larger (\$12 million, 80,000 sq. ft.) clinic in 2006 which opened in spring of 2007.

St Nicholas Hospital is available to Russell residents for medical care. Located on North Taylor Drive in Sheboygan, St. Nicholas is a Catholic full-service community hospital serving people of all faiths and beliefs that provides services in specialties such as: cancer, cardiac, and diabetes care; emergency services; home health; maternity; medical/surgical services; orthopedics and sports medicine; pain management; rehabilitation; and renal dialysis.

Aurora Sheboygan Memorial Medical Center is also available to Town residents. Located on North 7<sup>th</sup> Street in Sheboygan, the medical center consists of a staff of physicians that provides services in a variety including obstetrics, pediatrics, orthopedics, surgical services, emergency services, rehabilitation medicine, cancer treatment services and many others.

St. Agnes Hospital is available for Russell residents and located in Fond du Lac at 430 E. Division Street. This is a 179-bed hospital that handles both inpatient and outpatient healthcare services. As a nonprofit Catholic institution, St. Agnes Hospital serves people of all faiths and beliefs. The hospital provides state-of-art healthcare services, in cancer treatment, comprehensive heart care services through the Dale Michels Center for Heart Care (angioplasty, open-heart surgery), home or hospice care, maternity services, laser surgery, sports medicine, behavioral health services, women's health services, occupational health services, rehabilitation services or 24-hour emergency care.

Calumet Medical Center is located in Chilton, but is a small facility. It only has 25 beds. The services the hospital provides are limited because of its small nature.

Besides these facilities there are many other health care facilities available such as the Marso Family Medical Group, Plymouth Eye Care Clinic, Raether Chiropractic, Francis Chiropractic, and a whole host of other facilities to meet the needs of the residents of Russell.

## **OUTDOOR RECREATION INVENTORY**

### **Community Facilities**

According to the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan – 2007*, the community's existing recreational facilities include:

*Broughton Sheboygan Marsh Park and Wildlife Area*, located on County Highway J. This is a state and county owned facilities which will be described in the following section.

*Kiel Marsh Wildlife Area*, located this is a state owned facility and will be described in the following section.

*St. Anna Sportsman Inc.*, Holstein Road and north of the Sheboygan Marsh and west of Hunters Court (48.55 acres and 20 acres, private): Private hunting club.

*St. Joe Quality Hunters*, East of Olrich Court (73 acres, private): Private hunting club.

There are no facilities operated by the Town of Russell, but there are county-owned and operated facilities. Town of Russell residents are able to use the recreational facilities that are available in St. Anna, Elkhart Lake, St. Cloud, Kiel, and other nearby communities.

### **Nation, State, and County Facilities**

*Broughton Sheboygan County Marsh Park and Wildlife Area*, is located on County Highway J. It has just under 14,000 acres of which 7,995 acres are publicly owned. There is a 20-acre developed park which includes 64 campsites, a large playground, picnic areas, boat launch, rustic restaurant and tavern (Three Guys and a Grill) leased to a private operator. The remaining area is used for hunting, fishing, boating, snowmobiling, and nature observation. This area is also home to a variety of animal species.

*Kiel Marsh Wildlife Area*, is located on Highview Road, north of County Highway MM. This is 200 acres of public land. This is public hunting ground and wildlife areas. This marsh and wildlife area extends into Calumet and Manitowoc Counties for a total of 808 acres.

### **Other Recreation Facilities**

Sheboygan, Manitowoc, Calumet and Fond du Lac Counties, as a whole, have a variety of recreational facilities that include the Old Plank Road and Interurban Trails, Elkhart Lake, Crystal Lake, and Little Elkhart Lake, Lake Michigan, Kettle Moraine State Forest, Kohler-Andrae and Point Beach State Parks, Road America Raceway, area lakes, several highly rated golf courses, and areas for hunting and fishing.

## **UTILITY AND COMMUNITY FACILITY RECOMMENDATIONS AND STRATEGY**

The Town of Russell will seek direction for this element from the vision and goals identified through the public participation process.

### Utility and Community Facilities Goals, Policies, and Programs

#### **1) To continue to provide cost-effective, adequate public services and facilities sufficient for the needs of residents.**

- a. *Policy/Program:* Coordinate and consolidate with surrounding governmental units to share facilities and services where possible to conserve resources.
- b. *Policy/Program:* Ensure an adequate supply of quality water will be available to meet the Town's residential and commercial needs.

- c. *Policy/Program:* Encourage efficient and environmentally friendly utility service.
  - a. Identify energy solutions that are more environmentally and cost efficient.
  - b. Continue to investigate the introduction of a wind turbine.

**2) Maintain and improve facilities and services to promote efficiency for present and planned development.**

- a. *Policy/Program:* Enhance the telecommunication activities within the Town.
- b. *Policy/Program:* Identify areas for updates and service improvements for cell phone and internet accessibility.
- c. *Policy/Program:* Work with cellular phone companies and internet providers, such as Time Warner Cable, Verizon, or SBC to increase the accessibility of these services.
- d. *Policy/Program:* Provide for future growth and for redundancy of utilities, especially telecommunications.
- e. *Policy/Program:* Conduct a study to see if any upgrades should be made to the community facility, such as the Town Hall.
- f. *Policy/Program:* Ensure level of fire, police, and emergency services meets the needs of the present and planned community.
- g. *Policy/Program:* Continue to coordinate with the County Sheriff's Department to ensure coverage of emergency services.
  - a. Identify if there is a need for greater ambulance and first responder emergency service.

**3) To advocate for and support area school systems.**

- a. *Policy/Program:* Identify strategies to attract families and accommodate for decreasing school-aged population.
- b. *Policy/Program:* Make perspective residents aware of the great aspects of the area schools.
- c. *Policy/Program:* Regularly review school transportation systems to better serve area families.