

# Town of Russell

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## Sheboygan County, Wisconsin 20-Year Comprehensive Plan

### **TOWN OF RUSSELL**



**July 2, 2008**  
*Final Adopted*

# **Town of Russell**

## **Sheboygan County, Wisconsin**

**CHAIRMAN:** Herbert Dickman  
**SUPERVISORS:** Terrance Winkel  
Donald Turba

**CLERK:** Lawrence Kempf  
**TREASURER:** Jane Turba

**TOWN PLANNING COMMISSION:** Stanley Meinert  
William Kraus  
Donald Turba  
Dan Schmahl  
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**TOWN MEMBERS OF THE  
LAKE COUNTRY PLANNING COMMITTEE:** Carl R.F. Birkholz  
Jaremy Cobble

*“We envision the Town of Russell as a community with a blend of agriculture, open/green space, and single-family residences in harmony with a quality natural resource base. We value a quiet, rural country atmosphere. Town of Russell residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. Intergovernmental cooperation will be important in this planning.”*

# **TOWN OF RUSSELL 20-YEAR COMPREHENSIVE PLAN**

Prepared by:

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The preparation of this document was partially financed through a  
Sheboygan County Stewardship Fund Grant.

**TOWN OF RUSSELL  
SHEBOYGAN COUNTY  
STATE OF WISCONSIN**

TOWN OF RUSSELL

ORDINANCE # 2-2008

AN ORDINANCE TO ADOPT THE 20-YEAR COMPREHENSIVE PLAN OF THE TOWN OF RUSSELL, COUNTY OF SHEBOYGAN, STATE OF WISCONSIN WITH THE ADDITION OF APPENDIX E: TOWN OF RUSSELL PUBLIC REVIEW COMMENTS.

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

SECTION 1. Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the Town of Russell, is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Russell, 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 Greenbush, 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 "TOWN OF RUSSELL 20-YEAR COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

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

SECTION 5. The Town Board of the Town of Russell, Wisconsin, does, by the enactment of this ordinance formally adopt the document entitled, "TOWN OF RUSSELL 20-YEAR COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. Should a court of competent jurisdiction declare any portion of this ordinance unconstitutional or invalid, the remainder shall not be affected.

SECTION 7. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and posting as required by law.

ADOPTED this 23 day of July, 2008.

Herbert Dickman  
Herbert Dickman, Chair

Lawrence Kempf  
Lawrence Kempf, Clerk



**TOWN OF RUSSELL  
PLAN COMMISSION  
RESOLUTION # 1-2008**

**ADOPTING THE COMPREHENSIVE PLAN OF THE TOWN OF RUSSELL,  
SHEBOYGAN COUNTY, WISCONSIN, AND RECOMMENDING ITS APPROVAL TO  
THE TOWN BOARD.**

WHEREAS, § 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and § 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the Plan Commission of the Town of Russell has the authority to recommend that the Town Board adopt a "comprehensive plan" under § 66.1001(4)(b); and

WHEREAS, the Plan Commission has prepared the attached document (named Town of Russell 20-Year Comprehensive Plan), containing all maps and other descriptive materials, to be the Comprehensive Plan for the Town under § 66.1001, Wisconsin Statutes; and

WHEREAS, the Plan Commission of the Town of Russell did enter into a joint comprehensive planning process with the Villages of Elkhart Lake and Glenbeulah and the Towns of Greenbush and Rhine in accordance with the provisions of the Wisconsin Statutes § 66.1001, and;

THEREFORE, BE IT RESOLVED that the Town of Russell Plan Commission hereby recommends for adoption by the Town Board of the Town of Russell the attached Town of Russell 20-Year Comprehensive Plan.

Adopted this 23 day of July, 2008

Motion for adoption moved by Jon  
Motion for adoption seconded by Bill

Voting Aye: 3 Nay:   

Approved:  
Stan Mennert  
(Plan Commission Chair)

Attest:  
Lawrence Kempf  
(Town Clerk)

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## CHAPTER 1 – ISSUES AND OPPORTUNITIES

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### INTRODUCTION

The Town of Russell is located in the northwestern corner of Sheboygan County, Wisconsin (see Figure 1.1). The Town is small and family-oriented, with a mix of agriculture, open/green space, and residences. The Town is growing slowly and has a rural country atmosphere. The Town feels the natural environment is a great asset to the community and surrounding areas. This Comprehensive Plan is the first for the Town of Russell and was prepared to meet the requirements of Wisconsin’s “Smart Growth” law and adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes.

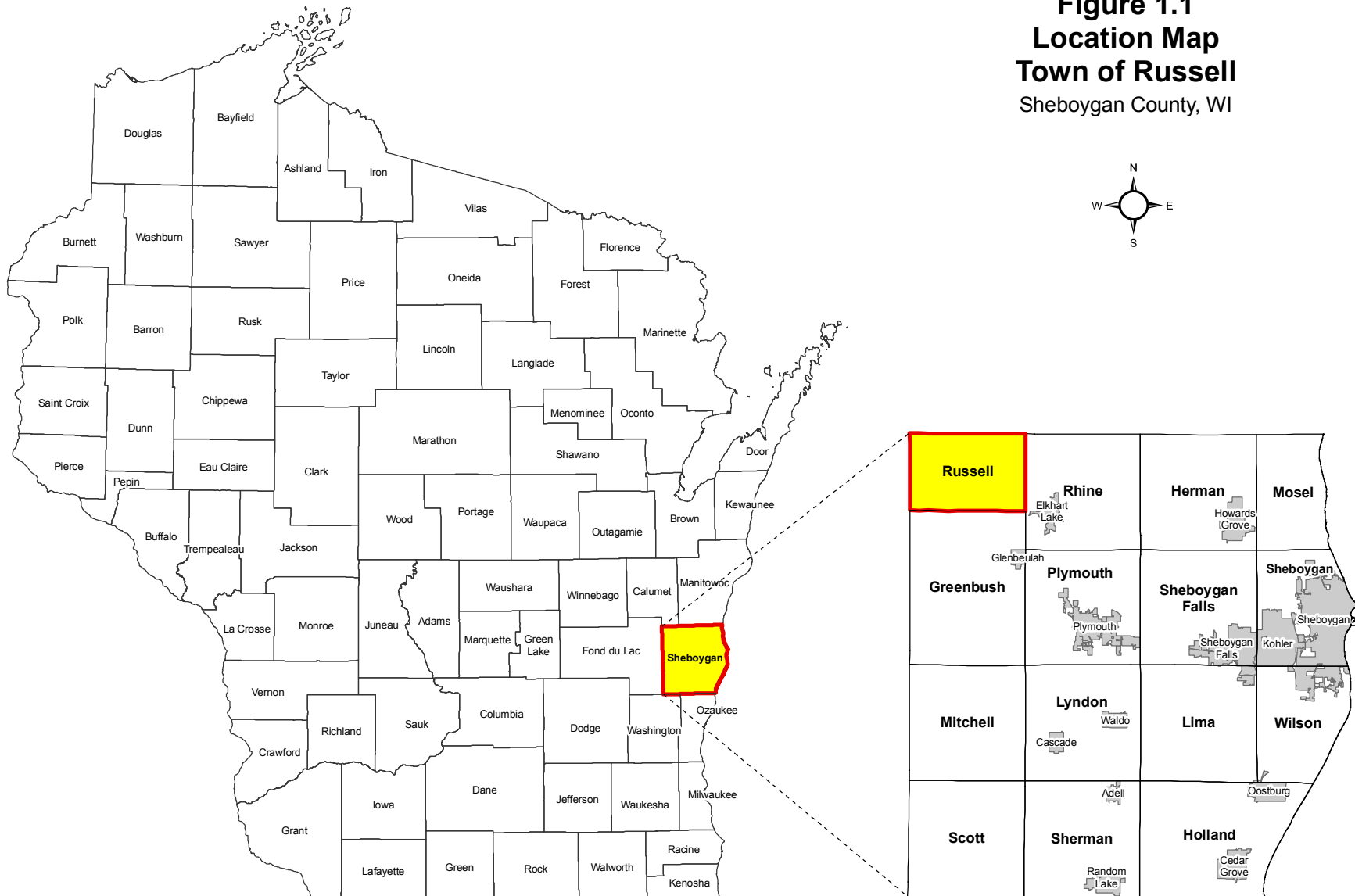


### PURPOSE AND INTENT

A comprehensive plan is an official public document, which is adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town of Russell can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning (Smart Growth) Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals, prescribed in state statute and listed below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historical, and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income level throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.

**Figure 1.1**  
**Location Map**  
**Town of Russell**  
 Sheboygan County, WI





14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience and safety, and meets the needs of all citizens, including transit-dependent and disabled citizens.

The Town of Russell's Comprehensive Plan should be used by Town officials when revising and administering its zoning ordinance and other town ordinances. The plan should be the basis for siting future developments and extending public services. The plan is designed to be a guiding vision so that there is a consistent policy to follow and clear goals for the future for the residents of the Town of Russell.

## **DESCRIPTION OF PLANNING AREA**

The Town of Russell encompasses approximately 15,424 acres (approximately 24.1 square miles) and is located in the northwest portion of Sheboygan County (see Figure 1.2). The Town of Russell is bordered by the Towns of Greenbush and Rhine, and the counties of Fond du Lac and Calumet. The Villages of Elkhart Lake, Glenbeulah, and St. Cloud are in the vicinity of the Town of Russell. Figure 1.3 is an orthophotograph of the planning area.

## **COMPREHENSIVE PLANNING PROCESS**

As the administrator of the Comprehensive Planning Grant, the Sheboygan County Planning Department was contracted to provide professional planning assistance to the Town of Russell. Staff from the Sheboygan Planning Department prepared the background information and the recommendations of this plan based upon the consensus of the Lake Country Planning Committee, the town-wide surveys, and the Comprehensive Planning Law.

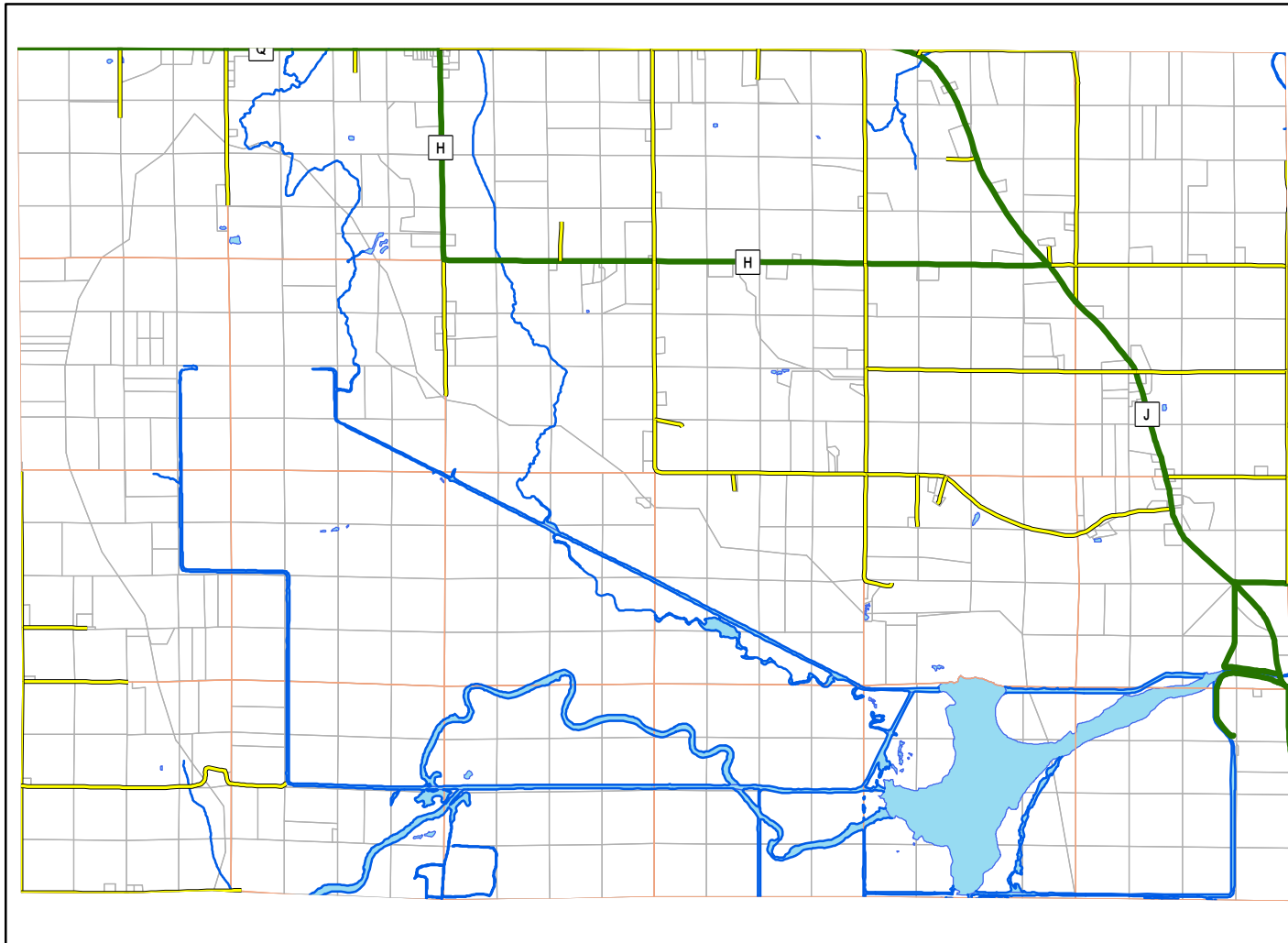
The planning process was completed in five stages. Initially in the Fall of 2004 the Lake Country Planning Committee, with the help from the Sheboygan County UW-Extension, mailed a community-wide survey to residents in order to identify issues and concerns relative to land use and development within the Town and the Lake Country planning region.

During the second stage the surveys were collected, interpreted, and analyzed by the UW-Extension. This data helped to show what the residents of the Town want for their community now and in the future. Using these results, vision, goals, and objectives were developed. The results of these surveys can be found in Appendix A.

The third stage included holding key stakeholder forums in order to help develop and refine the vision, goals, and objectives. The third stage of the planning process also consisted of sending out surveys with the vision statements, goals, and objectives. The residents of the Town were asked their opinion on the accuracy of these goals and objectives. These survey results for the vision, goals, and objectives are located in Appendix B. Appendix C contains the notes from the key stakeholder forums that were held.

The fourth stage was the development of the Land Use Plan. The first three stages were combined to create a recommended land use plan to guide future conservation, growth and development within the Town over the next twenty years. This design was reviewed by the Lake Country Planning Committee in order to review the plan and receive comment. The comments from the other members of the Lake Country Planning Committee were considered and possibly included in the potential Land Use map.

**Figure 1.2**  
**Project Area Map**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

Parcels

**Roads**

State Hwy

County Road

Local Road

Private Road

**Planimetric**

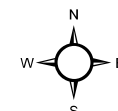
Bridges

Dams

Railroads

Rivers, Streams

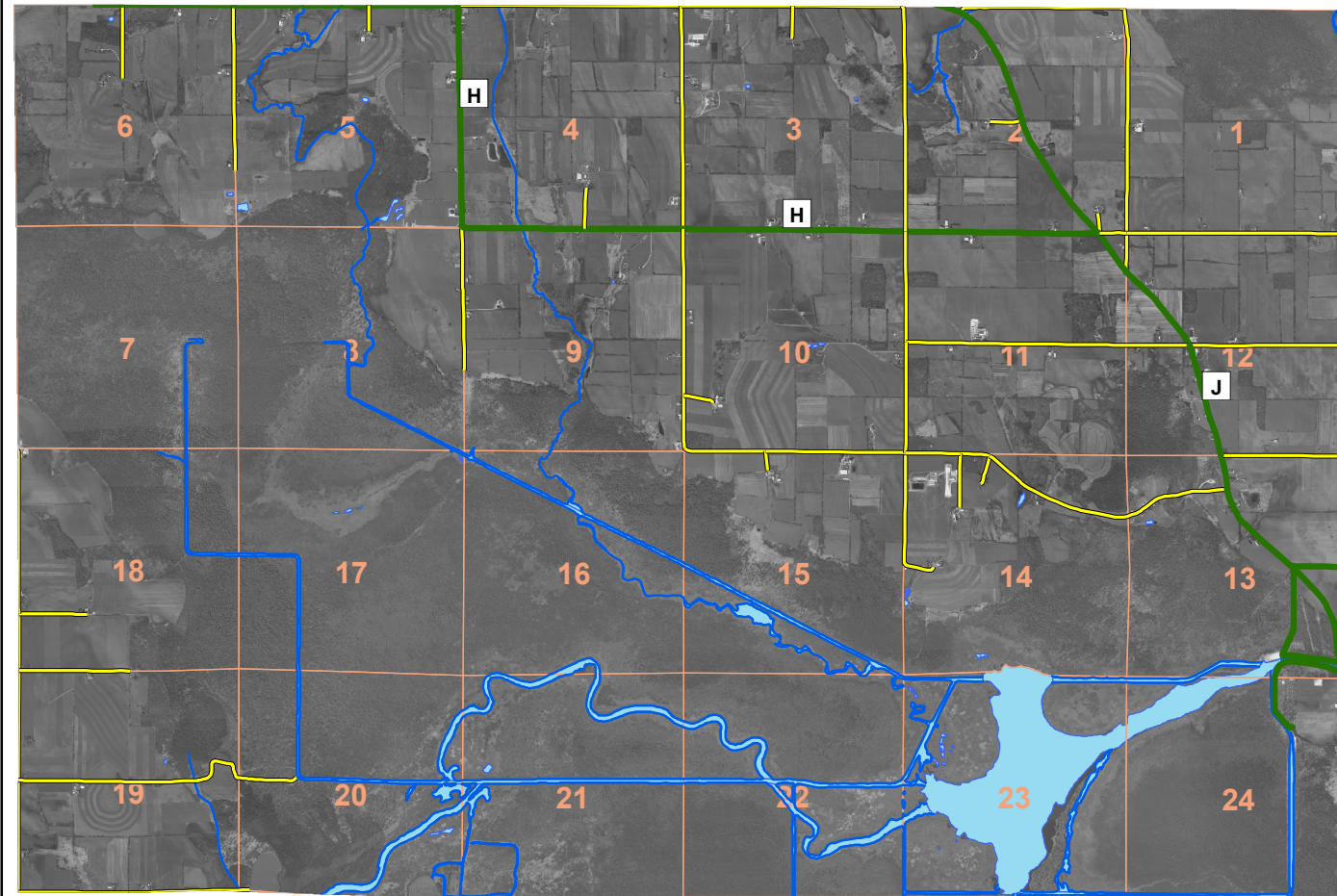
Road / Bridge



1" equals 4,400'

4,500 2,250 0 4,500 Feet

**Figure 1.3**  
**2003 Orthophotograph**  
**Town of Russell**  
 Sheboygan County, WI



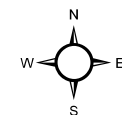
**Legend**

**Roads**

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

**Planimetric**

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



1 " equals 4,400 '



The final stage establishes the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning, and an action plan were established to ensure that the intent of the plan would be achieved. Appendix D includes a Land Rezoning Checklist as a possible way of analyzing potential zoning changes.

This document is not the end of the planning process. For the Town of Russell to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise.

## **PLAN CONTENTS**

This comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: Chapter 1: Issues and Opportunities; Chapter 2: Agricultural, Natural, and Cultural Resources; Chapter 3: Housing and Population; Chapter 4: Economic Development; Chapter 5: Transportation; Chapter 6: Utilities and Community Facilities; Chapter 7: Intergovernmental Cooperation; Chapter 8: Land Use; Chapter 9: Implementation. All of these elements will be discussed in their appropriate chapters. The Town of Russell developed goals for each of the elements listed above. This plan will take each element and discuss it in relation to the Town and its surrounding communities. This plan then will set forth a plan on how the Town can meet its objectives in the next 20 years.

## **PUBLIC PARTICIPATION**

### **Introduction**

Public participation is the process through which people who will be affected by or are interested in a decision by a unit of government have an opportunity to influence the content of a final decision or outcome.

Public participation goes beyond public information. The purpose of public participation is to inform the public as well as to provide opportunities for input on public needs, values, and comment on proposed plans.

The current Wisconsin Comprehensive Planning Law requires public participation in State Statutes section 66.1001 (4) (a)...*“The governing body of a local governmental 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 for wide distribution of proposed, alternative or amended elements of a comprehensive plan and 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.”*

The Lake Country Planning Committee is made up of representatives from the Towns of Russell, Rhine, and Greenbush and the Villages of Elkhart Lake and Glenbeulah. The Committee is charged with identifying issues related to their portion of Sheboygan County. The regional perspective provided by working together will provide opportunities for each of the communities to identify common issues and possibly common solutions leading to more shared services and increased efficiency in government for their respective constituents.

**Public Participation Opportunities**

The Town of Russell will build on the previous public participation efforts in the development of a comprehensive plan. Future efforts outlined below will continue to develop public participation from the citizens of the community. The list below highlights the major efforts for participation; other additional opportunities for participation may be developed as needed throughout the planning process.

**• Public Input at Lake Country Planning Committee Meetings**

There will be an opportunity for public input after each agenda item of the Lake Country Planning Committee meetings. During these times local citizens can speak about local planning-related issues. The planning committee will continue to meet on the fourth Thursday of each month throughout the development of the Town's plan. Notice of the public meetings will be posted by each of the communities in the group.

**• Reporting on Planning Committee Meetings/Progress at Town Board Meetings**

Members of the Lake Country Planning Committee will be intermediaries between the planning committees and their community. Members will report on planning activities from the committee to their community and report feedback from their community to the planning committee.

**• Articles in Community Newsletter**

The Town of Russell community newsletter will be used for public awareness and education about planning and planning activities.

**• Newspaper Articles**

The Town of Russell will post notices in *Tri-County News* on planning meetings. The newspaper will also be used for public awareness and education on local planning and planning activities.

**• Public Hearing for Plan Adoption**

The Town of Russell Plan Commission will hold a public hearing on the final draft of their comprehensive plan. The final draft is targeted for completion in spring of 2008. The Town Plan Commission will meet to review public comments on the final draft of the plan and make a recommendation to the Town Board for adoption. The Town Board will meet to review the Plan Commission recommendation and take action to adopt, adopt with amendments, or remand the plan back to the Plan Commission for further work. Adoption of the Comprehensive Plan shall be enacted by ordinance and comply with Section 66.1001 of Wisconsin State Statutes. The public hearing will be preceded by a class 1 meeting notice under ch. 985 that is published at least 30 days before the meeting is held.

**• Website**

The Town of Russell will use a website to post the Comprehensive Plan and planning process information to be available to the public. This information may include the project schedule, meeting agendas and minutes, draft plan elements and reports, maps, photographs, and survey results. The website will serve as a link to citizens on the planning activities of the group.

Citizens will be able to provide input on the plan and planning process to planning committee members via an email link on the website.

- **Community Surveys**

The Town of Russell and the other member communities of the planning committee will use a random sample community survey to gauge the attitudes and concerns of the citizens. The survey will be written to provide regional and local input from the community. Regional questions will pertain to the planning group and local questions will be directed toward the Town of Russell.

- **Utilize Public Input Gathered with other Planning Efforts**

- Natural Areas and Critical Resources Plan
- Agricultural Planning Group (Farmland Preservation Plan)
- Sheboygan County Outdoor Recreation and Open Space Plan

- **Community Visioning**

The Town of Russell sent a survey to some of its citizens and other citizens of the Lake Country Planning Committee area to get the citizens' opinions on the vision statement for the Town of Russell and the Lake Country region.

## **COMMUNITY VISION PROCESS**

### **Vision Statement**

According to Wisconsin's Smart Growth Law, the Town is required to develop a vision statement that describes what the Town will be like in the next twenty years as well as a description of the policies and procedures that will lead them there. The vision statement for the Town of Russell is as follows:

*"We envision the Town of Russell as a community with a blend of agriculture, open/green space, and single-family residences in harmony with a quality natural resource base. We value a quiet, rural country atmosphere. Town of Russell residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. Intergovernmental cooperation will be important in this planning."*

The Lake Country Planning Group also developed an overall vision statement for the five communities involved in this planning process. This vision statement is as follows:

*"We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm and agricultural and natural resources. Residents consider the natural environment, comprised of glacial terrain and lakes, to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quiet, and unique place to live."*

### **Goals and Objectives**

The goal for the Town of Russell will be to develop a 20-year comprehensive plan to serve as a guide for assisting local officials in making land use decisions that reflect Russell's vision of the preservation of its rural atmosphere. **Goals** are broad statements that reflect the vision of a community (where do we want to be 10-20 years from now?). They represent an end to be sought, although they may never be fully attained. **Objectives** define goals with practical, concrete and specific terms (what will it look like when we get there?). They are measurable ends towards reaching the goals. **Policies** focus the intent of the governing body on moving forward (we're committing to getting there). These are used to ensure plan implementation. The goals, objectives, and policies for the Town of Russell will be listed in the corresponding chapter, and goals for the whole Lake Country Planning region are listed in Chapter 9: Implementation.

### **BACKGROUND INFORMATION/DEMOGRAPHICS**

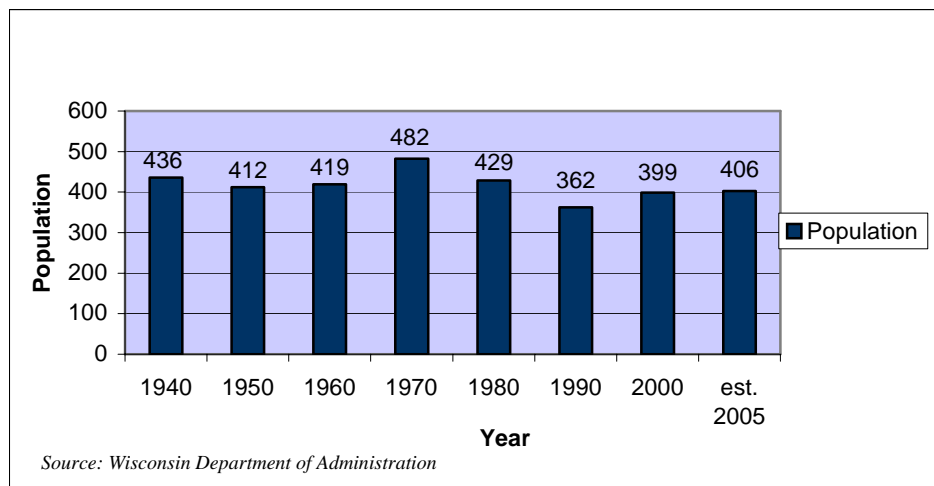
The next few pages include data and a brief analysis of the basic demographic data for the Town of Russell and surrounding communities. This type of data is helpful in understanding the makeup of the local population, which is important in the planning process. The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels, employment characteristics, and housing stock that exist within the Town.

#### **Existing conditions**

##### **Population & Gender**

Over time the Town of Russell has stayed primarily an agricultural town. The Town's population has been decreasing since the 1970's, but in the last decade it has increased slightly. The largest time period of growth was between 1960 and 1970. The population trends for the last 65 years can be seen in Figure 1.4. Shown in Figure 1.5 is the breakdown of the population by gender from 1990-2000.

**Figure 1.4: Population Trends for the Town of Russell**



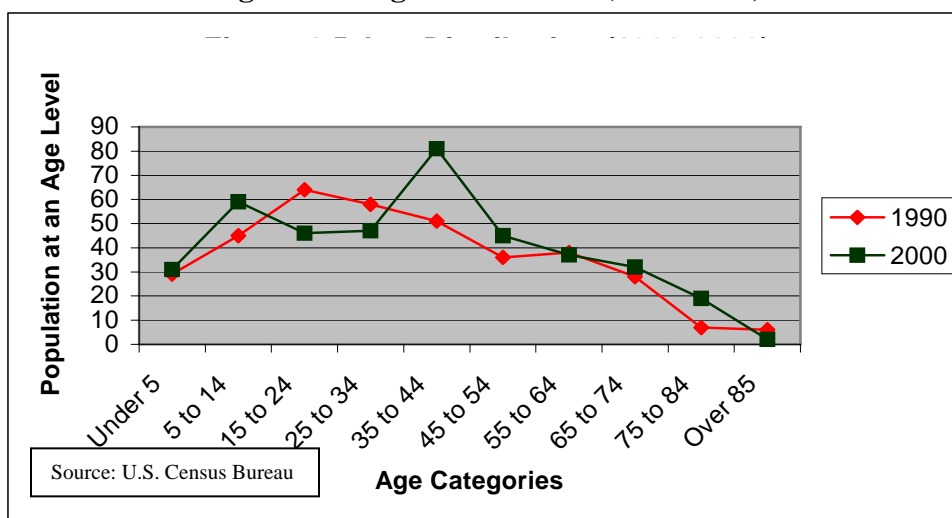
<b>Figure 1.5: Town of Russell-Population and Gender Trends (1990-2000)</b>		
	<b>1990</b>	<b>2000</b>
Male (number, percentage)	194, 53.6%	220, 55.1%
Female (number, percentage)	168, 46.4%	179, 44.9%

Source: U.S. Census Bureau

### Age Distribution

The age distribution graph in Figure 1.6 shows similar population distributions at under 5, ages 55 to 74, and over 85 when comparing 1990 to 2000. There were greater populations in 1990 for ages 15 to 24 and also 25 to 34. The population in 2000 is larger for the ages of 35 to 44, 45 to 54 and 75 to 84. This means the Town of Russell has an aging population and a growing population of adolescents. These changes in the age distribution present a set of variables for the Town to consider when drafting new policies or amending older policies. The needs and desires of residents change as they age and as income increases or decreases. A larger distribution of elderly in 2000 means that the population is aging and that their incomes can be limited. This can change the demands placed on public services because of the changes in needs and desires. Since the age of school age children has increased, this will also change the demand for the educational system.

**Figure 1.6: Age Distribution (1990-2000)**



### Education Levels

In the Town of Russell, there has been a decrease in the number of residents who have completed less than 9<sup>th</sup> grade (from 16.7% in 1990 to 8.4% in 2000)(See Figure 1.7). The percentage of residents who are high school graduates or higher has increased from 70.0% in 1990 to 82.1% in 2000, while the percentage that hold a bachelor's degree or higher has increased moderately from 4.0% in 1990 to 9.6% in 2000. Comparing the Town to Sheboygan County, the Town has more residents that have less than 9<sup>th</sup> grade education levels, but Russell has a larger percent of residents that are high school graduates than Sheboygan County. The Town also has a lower percentage of residents that hold a graduate or professional degree than the County, but this may be due to location and job availability.



<b>Figure 1.7: Russell-Educational Attainment (residents 25 years and over)</b>		
<b>Grade Level</b>	<b>1990</b>	<b>2000</b>
Less than 9 <sup>th</sup> grade	16.7%	8.4%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	13.2%	9.6%
High school graduate (includes equivalency)	50.2%	42.2%
Some college, no degree	10.1%	22.7%
Associate degree	5.7%	7.6%
Bachelor's degree	4.0%	6.8%
Graduate or professional degree	0.0%	2.8%

<b>Sheboygan County-Educational Attainment (residents 25 years and over)</b>		
<b>Grade Level</b>	<b>1990</b>	<b>2000</b>
Less than 9 <sup>th</sup> grade	10.8%	5.8%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	11.8%	9.8%
High school graduate (includes equivalency)	41.6%	39.9%
Some college, no degree	15%	19.7%
Associate degree	7.1%	6.9%
Bachelor's degree	9.9%	12.8%
Graduate or professional degree	3.8%	5.1%

Educational attainment is generally tied to income earnings potential; therefore, trends which show an increase in educational attainment, such as that in Russell, often indicate an increase in earnings income potential for Town residents.

### **Income Levels**

Annual income levels for Russell's households were somewhat lower than those of other towns within the County. In 1999, 70.4% of Russell households have an annual income that is over \$35,000 compared to 77.5% of households in all towns and 64.6% in all of Sheboygan County. The middle-income brackets totaled 67.4% in Russell, compared to 64.7% of all towns, and the high-income brackets in Russell totaled 3%, compared to 12.8% in all towns. Russell does not have as many residents in the high-income brackets the way the county and other towns do. For the middle-income levels, Russell has a higher income level than other towns and the county. Russell has seen a steady increase in its median income over the last 20 years, which also means there has been a steady drop of the total people below the poverty line. Figure 1.8 shows the household income levels for Russell, town averages of all towns in Sheboygan County, and Sheboygan County for 1999.

<b>Figure 1.8: Household Income Levels, 1999</b>			
Annual Income	Russell	Town Averages (Sheb. County Towns)	Sheboygan County
Less than \$10,000	0.0%	2.0%	4.9%
\$10,000 to \$14,999	3.0%	3.3%	5.2%
\$15,000 to \$24,999	9.8%	7.9%	12.1%
\$25,000 to \$34,999	16.7%	9.4%	13.2%
\$35,000 to \$49,999	18.2%	18.1%	19.5%
\$50,000 to \$74,999	30.3%	30.5%	26.2%
\$75,000 to \$99,999	18.9%	16.1%	11.2%
\$100,000 to \$149,999	3.0%	8.6%	5.2%
\$150,000 to \$199,999	0.0%	2.2%	1.2%
\$200,000 or more	0.0%	2.0%	1.3%

Source: U.S. Census Bureau

### Employment Characteristics

For the period between 1990 to 2004, the civilian labor force in Sheboygan County increased 17.8%, from 55,935 to 65,906; the number of unemployed increased 18%, from 2,298 to 2,711; and the number of employed increased by 17.8% from, 53,687 to 63,195. The unemployment rate experienced a high of 5.5% in 1991 and a low of 2.0% in 1999. In May of 2006, the unemployment rate in Sheboygan County was 4.1% which was the 65<sup>th</sup> lowest of all the counties; this means that Sheboygan County has one of the lowest unemployment rates in the state, with seven counties having lower unemployment rates.

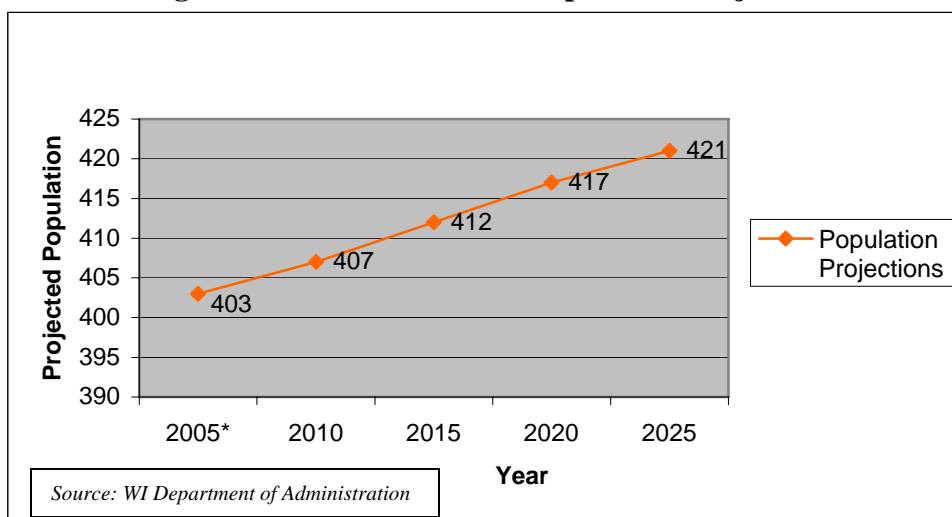
In 2000, the majority of people in the workforce in Russell were employed in the manufacturing industry, 37.6%. This was down slightly from 1990 (38.5%). The Agricultural, Forestry, Fisheries, and Mining sector is the second largest employment industry in the Town of Russell with 16.4%. Education, Health and Social Services are tied for the employment sector with Arts, Entertainment, and Recreational Services, both having a share of 8.0%.

Source: U.S. Census Bureau and the Department of Workforce Development.

### Forecasts

#### Population

Using a linear projection method, which uses historical population trends to indicate population changes in future time periods, future population levels have been projected for the Town of Russell and Sheboygan County. As shown in Figure 1.9, the projection for Russell indicates a slight increase from 407 in 2010 to 421 in 2025.

**Figure 1.9: Town of Russell Population Projection**

\*The 2005 WI DOA projected population is lower than the estimated population for 2005 that the WI DOA has calculated. The projected numbers were calculated in 2000, so there are many variables that may have caused the population to grow slower or faster than what was projected.

Population forecasts, as stated above, are based on historical trends and are subject to revision. Many factors, such as changes in municipal boundaries, policies, housing availability, and economic development can have a substantial affect on population trends. Currently, the population forecast would not appear to be in harmony with the current growth rate. There may have been more development than was projected causing the 2005 projected population to be lower than the 2005 estimated population. Currently, Wisconsin's Department of Administration has estimated the Town's population to be 406 in 2005. This means that the Town of Russell's population is currently close to the 407 people that were predicted for the year 2010. This could mean that Russell may be currently growing at a faster rate than what the original projection had set forth.

## Housing

A community's housing stock changes with fluctuations in community characteristics, such as population, economic development, and income level. The type of housing needed is indicated by the ages, incomes, and family sizes of current residents and those wishing to move to the community. The quality of housing stock also changes over time, creating needs for rehabilitation, refurbishing, and/or demolition of older homes. As indicated by Figure 1.10, the Town of Russell has less than 28% of housing stock built since 1970. Of the 150 housing units in the Town of Russell in 2000, approximately 73% are older than 1970 and will need more maintenance than newer homes. Programs which offer assistance in rehabilitation and or refurbishing older homes, help maintain a quality housing stock, and help meet demand for affordable housing among lower and limited income households will become important.

New housing in Russell coupled with well-maintained older homes should help provide adequate housing stock necessary to meet the needs and desires of existing residents. Demands for new housing must meet the needs of a cross-section of residents and new comers from high to low income, to elderly and very young residents whose income can be limited. Communities must

make decisions about the types of residents they wish to retain, and allow for flexibility in the available housing supply.

<b>Figure 1.10: Russell-Year Housing Structure Built</b>	
<b>Year</b>	<b># of Units</b>
1990-March 2000	12
1980-1989	18
1970-1979	11
1960-1969	8
1940-1959	10
1939 or earlier	92

*Source: U.S. Census Bureau*

### **Employment**

The Wisconsin Department of Workforce Development created the Bay Area Workforce Development Area Profile, 2002-2012, a projection for industries, occupations, and the labor force. These projections are for the total number of nonfarm jobs in the ten-county Bay area, which includes Sheboygan County (See Figure 1.11). According to the profile, overall employment is projected to grow almost 12% between 2002 and 2012. The education and health services sector is projected to have the largest numeric employment growth adding 12,620 jobs, over one-third of the total growth. Manufacturing is currently the largest employing industry in the region and will remain the largest sector in 2012; however, other industry sectors will continue to close the gap over the period. Occupations remaining in manufacturing are expected to continue to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and availability of new technologies. With the change in industry, one may expect education or training may be needed in other growing fields. In 2000, residents' mean travel time to work was 21.0 minutes; this may increase if more of the manufacturing industry disappears. The ability for residents to remain employed with a reasonable travel time to work will be a key concept in planning for the Town of Russell's future.

**Figure 1.11: Industry Projections for Bay Area Workforce Development Area, 2002-2012**

Industry Title	2002 Estimated Employment	2012 Projected Employment	2002-2012 Employment Change	2002-2012 Percentage Change
Total Non-Farm Employment	302,080	338,060	35,980	11.9%
Construction/Mining/Natural Resources	15,820	19,170	3,350	21.2%
Manufacturing	77,690	78,180	490	0.6%
Paper Mfg	9,900	8,520	- 1,380	-13.9%
Plastics and Rubber Products Mfg	5,450	6,640	1,190	21.8%
Transportation Equipment Mfg	5,470	5,860	390	7.1%
Trade	42,270	46,840	4,570	10.8%
Building Material and Garden Equipment and Supplies Dealers	3,000	3,550	550	18.3%
Transportation and Utilities (Including US Postal)	15,760	17,900	2,140	13.6%
Financial Activities	15,120	16,990	1,870	12.4%
Education and Health Services (Including State and Local Gov Educ and Hosp)	50,170	62,790	12,620	25.2%
Ambulatory Health Care Services	9,890	13,860	3,970	40.1%
Hospitals (Including State and Local Government)	11,150	13,590	2,440	21.9%
Leisure and Hospitality	27,360	30,950	3,590	13.1%
Information/Prof Services/Other Services	38,510	45,150	6,640	17.2%
Government (Excluding US Postal, State and Local Educ and Hosp)	19,390	20,100	710	3.7%

*Source: WI DWD, Office of Economic Advisors, September 2004*

Income, education, employment, housing, and transportation are all related. To adequately plan for the future each of these areas, plus other areas, need to be addressed thoroughly. This Comprehensive Plan will help the Town plan for the future, so it is able to remain a great asset for many generations. The planning is a continual process, which is started with this Comprehensive Plan.

## CHAPTER 2 – AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

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### INTRODUCTION

The purpose of this element is to provide background information on a wide variety of agricultural, natural, and cultural resources in the Town. This information will help the Town recognize and identify important resources that need to be protected and/or effectively managed. It will also identify if there is anything that may limit the development potential within the Town. This element will include a compilation of objectives, policies, goals, and maps for conservation, and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations.

Agriculture in the state has long been a significant, but an increasingly smaller segment of the statewide economy. In recent years, agriculture has accounted for just over two percent of the gross state product. Farmland in Wisconsin has been under increasing pressure in the last decade, because a relatively poor agricultural economy prompted farmers to sell land and a robust non-farm economy enabled many urban dwellers to realize their dream of living in the country. From 1996 through 2000, over 313,000 acres of Wisconsin farmland have been removed from agriculture. In addition, the state's most productive soils are located in the southeastern third of the state where most population growth is occurring. The American Farmland Trust has identified southeastern Wisconsin as one of the three most threatened farmland resources in the United States. Together, these issues make planning for agriculture essential. Agriculture is the major land use in the Town of Russell.



Natural resources play an important role in the Town of Russell. It is the natural resource base which makes the Town an attractive location for residential, commercial, and tourism development. The natural resources in the Town and surrounding communities provide a great economic base as well as recreational and aesthetic value.

Cultural resources include historic buildings and structures, as well as ancient and historic archaeological sites. Preserving these areas or structures helps to establish the Town's unique history and provides a "sense of place." Having a long-term perspective that promotes preservation, history, and stability helps to create more careful decision-making.

### SUMMARY AND IMPLICATIONS (HISTORY)

*Summary:* The major land use in the Town of Russell is agricultural land use. The majority of the Town's land that is not occupied by the Broughton Sheboygan Marsh Park is open space, and a majority of this open space is used for agricultural purposes. The large amount of agricultural

land use within the Town is important to the local economy. Agricultural lands help preserve open space which is valued by residents. Agricultural lands are part of the Town's identity. The Lake Country communities can help encourage the continued growth of agriculture in the Town of Russell by making it possible for commercial and residential growth to occur within or adjacent to the Villages and by supporting agricultural related business in Elkhart Lake, Glenbeulah, and St. Cloud, as appropriate.

*Implications:* In this area of the county, it is normal that there would be a large percentage of land dedicated to agriculture. The Town's residents would like to see the agricultural nature of the town continue. The residents are overwhelmingly in support of preserving the farmland in the Town. 95.5% of respondents of the Town of Russell Citizen Input Survey feel that preserving the farmland in this area is important. The Town's agricultural areas should be preserved to maintain the agricultural community and open space which is valued by the local residents within the Town and adjacent communities in the Lake Country region.

*Summary:* The Town of Russell's natural resources play a major role in the Town primarily due to the Sheboygan Marsh Broughton County Park and Wildlife Area. The marsh's aesthetic and recreational appeal adds to the Town's identity, providing a focal point for activities and drawing visitors to the area.

*Implications:* Protection of open spaces (such as underdeveloped land, woodlands, and wetlands) is important to the residents of the Town of Russell. 80.6% of the respondents agreed that protecting these areas was important in the 2004 Town of Russell Citizen Input Survey. In light of the importance of natural resources and the opinions of residents, specific efforts should be made to protect the Town's natural resources, especially in ways that stress voluntary landowner participation and that do not impose burdens on the Town taxpayers.

*Summary:* Cultural and historical resources are abundant compared to the small population in the Town of Russell. One of the main cultural resources is a developed Native American site. This site has been turned into a museum by its current owners. While local officials do not want to discourage cultural resource inventorying and preservation, public investments are unlikely because of limited funds.

## **CLIMATE**

Western Sheboygan County typically experiences continental weather with some slight microclimate variations on the hilltops and in the valleys of the Kettle Moraine area.

About two-thirds of the annual precipitation falls during the growing season. It is normally adequate for vegetation, although drought is occasionally reported. The climate is most favorable for dairy farming; the primary crops are corn, small grains, hay, and vegetables.

The growing season averages 126 to 165 days. The average date of the last spring freeze varies from the first week to the last week of May, with a median date of last frost of May 11. The first autumn freeze occurs in early to mid-October, with a median date of first frost of October 6. The mean date of first snowfall of consequence, an inch or more, occurs in early November. The snow cover acts as protective insulation for grasses, autumn seeded grains, and other vegetation.

While a detailed site assessment for Town of Russell has never been done, Wisconsin Division of Energy computerized models indicate wind speeds average 10-12 miles per hour at a height of 30 meters, which is a typical height for small private wind generators (in general, winds exceeding 11 mph are required for cost-effective installations). Computerized models indicate wind speeds average 13-15 miles per hour at a height of 60 meters, which is a typical height for large commercial wind turbines (in general, winds exceeding 13 mph are required for financially feasible projects).

**Figure 2.1: Average Monthly Temperature**

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Annual
<b>Max °F</b>	25.4	30.0	40.4	53.6	66.9	76.5	81.0	78.5	70.4	58.3	43.1	30.4	54.5
<b>Min °F</b>	9.0	13.0	23.0	34.2	45.0	54.6	60.1	58.5	49.8	39.5	28.0	16.1	35.9
<b>Mean °F</b>	17.2	21.5	31.7	43.9	56.0	65.6	70.6	68.5	60.1	48.9	35.6	23.3	45.2

**Figure 2.2: Average Monthly Precipitation**

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Annual
<b>Inches</b>	1.40	1.25	2.42	3.47	3.67	3.93	3.94	4.55	4.02	2.93	2.85	1.87	36.30

**Figure 2.3: Average Monthly Snowfall**

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Annual
<b>Inches</b>	16.1	11.6	10.4	3.6	0.2	0.0	0.0	0.0	0.0	0.2	5.5	13.8	61.4

*Source: Wisconsin State Climatology Office. Based on historical data from the weather station at Plymouth, Wis., latitude 43°44' N, longitude 87°58' W, elevation 834 ft.*

## GEOLOGY

Two different types of geologic settings, Quaternary (Glacial) geology and bedrock geology, characterize Sheboygan County. Quaternary geology refers primarily to the effects that continental glaciations have had on the region within the last 20,000 years and to a lesser extent, the surface effects of more recent erosion and deposition. Bedrock geology refers to the much older, solid rock layers that lie beneath Quaternary sediments.

### Bedrock Geology

The bedrock units underlying Sheboygan County range in age from Precambrian at depth, to Silurian at the surface. The oldest are impermeable crystalline rock of the Precambrian age at depths that average more than 1,500 feet below the land surface.



Silurian dolomite, often referred to as Niagara, is the uppermost bedrock in Sheboygan County and reaches thicknesses up to 580 feet. Rocks underlying the Niagara dolomite are not visible in the County. Below the Niagara dolomite is a shale formation known as Maquoketa. It reaches a maximum thickness of 450 feet. The Maquoketa shale overlies a dolomite formation, termed Platteville-Galena, which is approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones, which are 450 feet thick. All of these sedimentary rock formations overlie Precambrian igneous rocks.

### **Quaternary Glacial Geology**

The last glacial ice of Quaternary glaciations, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing material in lowlands created by pre-glacial erosion. Four types of Quaternary deposits are recognized within the region, including till, glaciofluvial sediments, shoreline deposits and organic deposits.

Till or unstratified drift is a mixture of unsorted, angular to round-shaped sediments ranging in size from clay to boulders. Tills are ice-contact deposits originating directly from glacial ice. Unlike till, glaciofluvial sediments are sorted by particle size that delineates the stratification. Glaciofluvial sediments were deposited in a fluvio-glacial environment involving glacial meltwater flow. Each individual layer of glaciofluvial sediments are characterized by a given grain size, ranging from pebbles and cobbles to sand or finer.

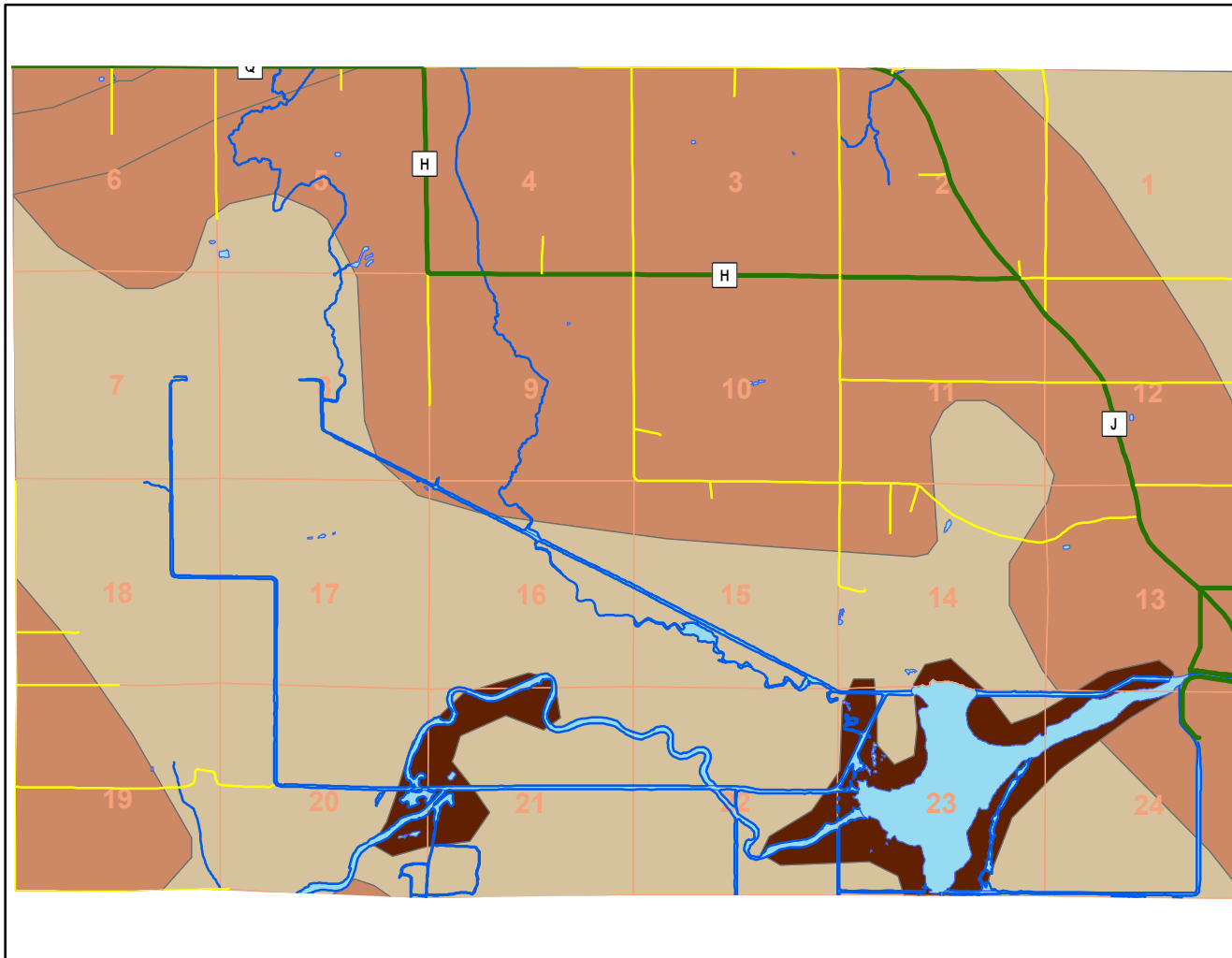
Ground and end moraines are two types of topographic landforms found in the region that consist primarily of till. A ground moraine is an irregular surface of till deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced. An end moraine is an accumulation of earth, stones, and other debris deposited at a glacier's end stage.

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning region. This type of topographic feature is an outwash plain, which is an apron of well-sorted, stratified sand and gravel deposited by glacial meltwater. Glaciofluvial deposits, which contained large ice blocks that eventually melted, were pitted with depressions known as kettles. Glaciofluvial deposits of sand and gravel surround many drumlins, but these are often covered with a thin silt cap. Figure 2.4 shows the Pleistocene Geology in the Town of Russell. It is shown that the Town of Russell has three main types of geology one being the sandy loam till, another being the lake, and the last being the outwash sand and gravel.

### **SOILS**

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil affects the specific properties of that soil. The properties must be evaluated prior to any development.

**Figure 2.4**  
**Pleistocene Geology**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

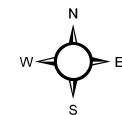
- Outwash Sand & Gravel
- Ice Contact Sand & Gravel
- Lake
- Lake Silt & Clay
- Clayey Till
- Sandy Loamy Till

**Roads**

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

**Planimetric**

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



1 " equals 4,600 '



### **General Soils Description**

The general characteristics of soils are largely the result of various glacial depositional processes. Outwash soils were formed from glacial deposits that were derived from local bedrock formations. Organic soils developed under a forest cover consisting mainly of conifers and hardwoods in the north, in a cool and relatively moist climate. Sandy soils were formed from parent materials derived from sandstone bedrock pulverized by glacial ice.

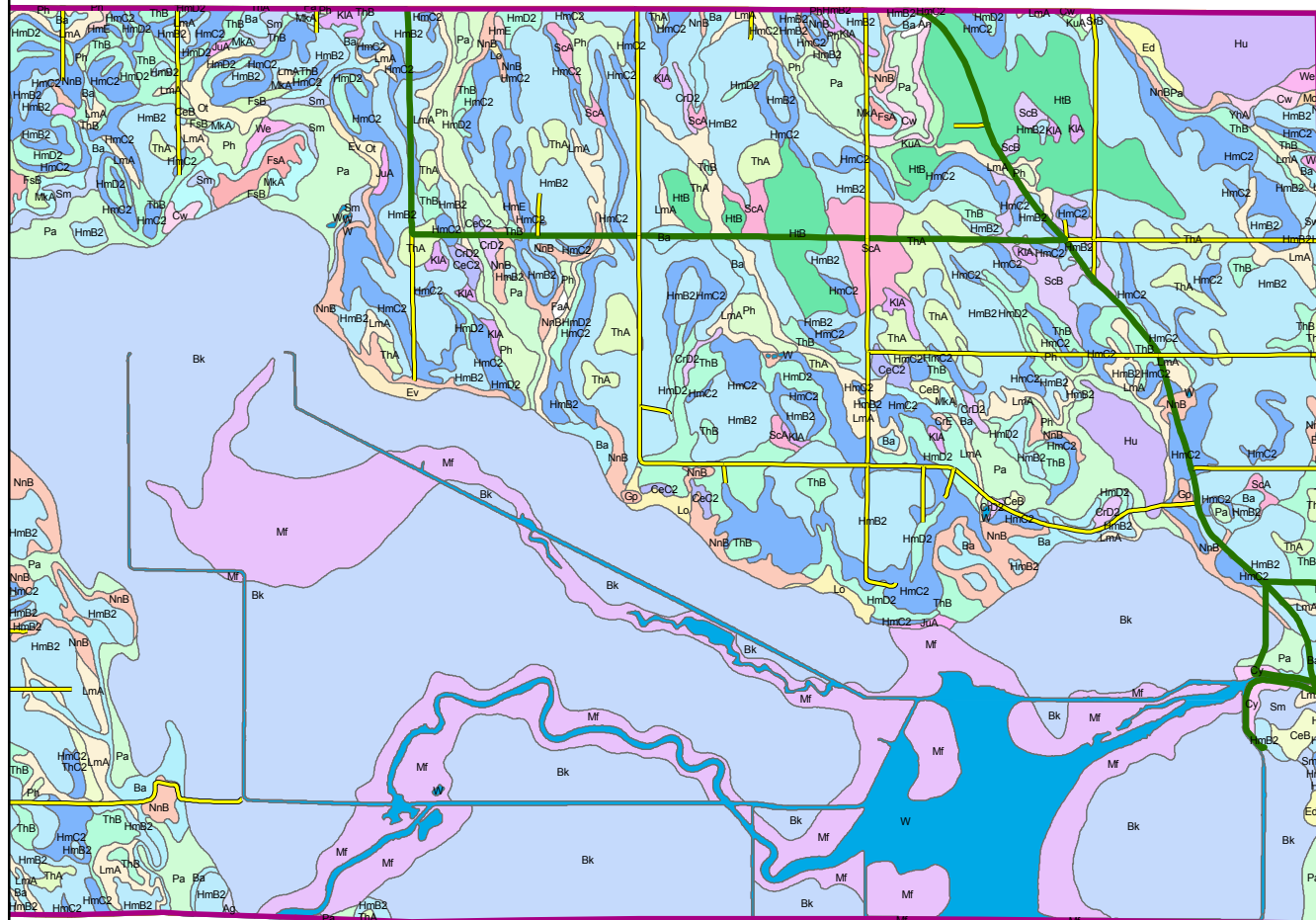
Soils, in part, determine how much rainfall or snowmelt directly flows into the rivers, lakes, and wetlands, and how much infiltrates the ground. Water that infiltrates the ground replenishes soil moisture and recharges the groundwater system. Soils are grouped into general soil associations that have similar patterns or relief and drainage. These associates typically consist of one or more major soils and some minor soils. The general soil types can be divided into three broad categories: areas dominated by soils formed in glacial till; areas dominated by soils formed in glacial outwash and till; and areas dominated by organic soils.

The soils in Sheboygan County are diverse ranging from sandy loam to loam or shallow silt loam, and from poorly drained to well drained. In some areas, lacustrine sand is found overlying clays or bedrock within only a few feet of the surface. Poorly drained sands are common in the lake plain or in depressions between dunes and beach ridges. Important soils in the County include clays, loams, sands, and gravels. The Town of Russell has mostly farmland and a Marsh. Some of the common soil associations found in the Town of Russell include Boot Muck, Hochheim, Houghton Muck, Theresa, Palms Muck, Marsh, Theresa, and St. Charles. The Boots series consists of nearly level, very poorly drained soils formed in herbaceous organic material more than 51 inches thick. These soils are in depressional areas in old glacial lake basins. The permeability of these soils is moderately rapid and the available water capacity is very high. The organic matter is also very high, but the natural fertility is low. Most of these soils are used for woodland and wildlife. The Hochheim series consists of nearly level to steep, well-drained soils that are underlain by gravelly sandy loam or gravelly loam glacial till. Permeability and available water capacity are moderate. Organic-matter content is moderately low, and natural fertility is medium. Another prominent soil in the Town is the Marsh. This is a very poorly drained mixed mineral and organic material that is covered with water most of the year. Marsh is not suited to commercial crop production, woodland, or pasture. Drainage is not economical or feasible. Marsh soils are well suited as wetland wildlife habitat. Figure 2.5a shows the soil classifications in the area, but a more detailed map and descriptions of the soils can be found in the *Sheboygan County Soil Survey*. Figure 2.5b provides a key to the symbols of each soil series.

### **Suitability for Dwellings with Basements**

Within the *Soil Survey of Sheboygan County*, the Natural Resources Conservation Service (NRCS) provides information on the suitability and limitations of soils for a variety of natural resources and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development, including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single-family dwelling no higher than three stories. The ratings are based on soil properties, site features, and observed performance of the soils.

**Figure 2.5a**  
**General Soil Classifications**  
**Town of Russell**  
 Sheboygan County, WI



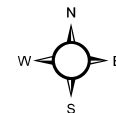
**Legend**

**Roads**

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

**Soils**

- |  |  |   |
|--|--|---|
| <span style="color: lightblue;">■</span> Ag  | <span style="color: lightblue;">■</span> HmB2  | <span style="color: lightgreen;">■</span> Ph  |
| <span style="color: lightblue;">■</span> Ba  | <span style="color: lightblue;">■</span> HmC2  | <span style="color: pink;">■</span> ScA       |
| <span style="color: lightgreen;">■</span> Bf | <span style="color: lightgreen;">■</span> HmD2 | <span style="color: purple;">■</span> ScB     |
| <span style="color: lightblue;">■</span> Bk  | <span style="color: lightgreen;">■</span> HmE  | <span style="color: lightblue;">■</span> Sm   |
| <span style="color: yellow;">■</span> CeB    | <span style="color: green;">■</span> HtB       | <span style="color: lightblue;">■</span> Sw   |
| <span style="color: purple;">■</span> CeC2   | <span style="color: purple;">■</span> Hu       | <span style="color: lightgreen;">■</span> ThA |
| <span style="color: purple;">■</span> CrD2   | <span style="color: pink;">■</span> JuA        | <span style="color: lightgreen;">■</span> ThB |
| <span style="color: orange;">■</span> CrE    | <span style="color: purple;">■</span> KIA      | <span style="color: yellow;">■</span> ThC2    |
| <span style="color: yellow;">■</span> CrF    | <span style="color: lightgreen;">■</span> KuA  | <span style="color: blue;">■</span> Water     |
| <span style="color: pink;">■</span> Cw       | <span style="color: orange;">■</span> LmA      | <span style="color: pink;">■</span> We        |
| <span style="color: pink;">■</span> Cy       | <span style="color: yellow;">■</span> Lo       | <span style="color: lightblue;">■</span> YhA  |
| <span style="color: yellow;">■</span> Ed     | <span style="color: purple;">■</span> Mf       |   |
|  | <span style="color: cyan;">■</span> MkA        |   |



1" equals 4,400'

4,800 2,400 0 4,800 Feet

**Figure 2.5b: General Soil Type Symbols & Names**

<b>Symbol</b>	<b>Name</b>
Ag	Adrian muck
Ba	Barry silt loam
Bf	Bellevue fine sandy loam, sandy subsoil variant
Bk	Boots muck
CeB	Casco loam, 2 to 6 percent slopes
CeC2	Casco loam, 6 to 12 percent slopes
CrD2	Casco-Rodman complex 12 to 20 percent slopes, eroded
CrE	Casco-Rodman complex 20 to 30 percent slopes
CrF	Casco-Rodman complex 30 to 45 percent slopes
Cw	Colwood silt loam
Cy	Cut and fill land, loamy
Ed	Edwards muck
Ev	Elvers silt loam
FsA	Fox silt loam, 0 to 2 percent slopes
FsB	Fox silt loam, 2 to 6 percent slopes
Gp	Gravel pit
HeB	Hebron loam, 0 to 2 percent slopes
HmB2	Hochheim silt loam, 2 to 6 percent slopes, eroded
HmC2	Hochheim silt loam, 6 to 12 percent slopes, eroded
HmD2	Hochheim silt loam, 12 to 20 percent slopes, eroded
HmE	Hochheim silt loam, 20 to 30 percent slopes
HtB	Hochheim-Knowles silt loams, 1 to 6 percent slopes
Hu	Houghton muck
JuA	Juneau silt loam, 0 to 3 percent slopes
KIA	Kendall silt loam, 0 to 3 percent slopes
KuA	Kibbie silt loam, 0 to 3 percent slopes
LmA	Lamartine silt loam, 0 to 3 percent slopes
Lo	Loamy land, seeped
Mf	Marsh
MkA	Matherton silt loam, 0 to 3 percent slopes
Mo	Montgomery silty clay loam
NnA	Nenno silt loam, 0 to 2 percent slopes
NnB	Nenno silt loam, 0 to 2 percent slopes
Ot	Otter silt loam
Pa	Palms muck
Ph	Pella silt loam
ScA	St. Charles silt loam, 0 to 2 percent slopes
ScB	St. Charles silt loam, 2 to 6 percent slopes
Sm	Sebewa silt loam
Sw	Stony land, wet
ThA	Theresa silt loam, 0 to 2 percent slopes
ThB	Theresa silt loam, 2 to 6 percent slopes
ThC2	Theresa silt loam, 6 to 12 percent slopes
We	Willette muck
YhA	Yahara very fine sandy loam, 0 to 3 percent slopes
W	Water

According to the NRCS, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitation. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use the limitations are minor and easily able to be overcome. Refer to the Soil Survey for additional information regarding soil limitations for building site development. Figure 2.6 shows soil suitability for dwellings with basements in the Town of Russell. Much of the Town has severe limitations because of the proximity to the Sheboygan Marsh. This map is based on generalized data and is not a substitute for on-site soil testing.

### **Suitability for Septic Systems**

The Town relies on private sewage systems for the majority of its residents. Without consideration of the properties of soils, private sewage systems may fail and collection systems may require expensive and frequent maintenance. Factors that are considered when evaluating soils for on-site waste systems are high or fluctuating water table, bedrock, soil permeability, and flooding frequency.

New technologies for private sewage systems are allowed under the revised COMM 83 health and safety code. The code will allow the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards with several treatment technologies.

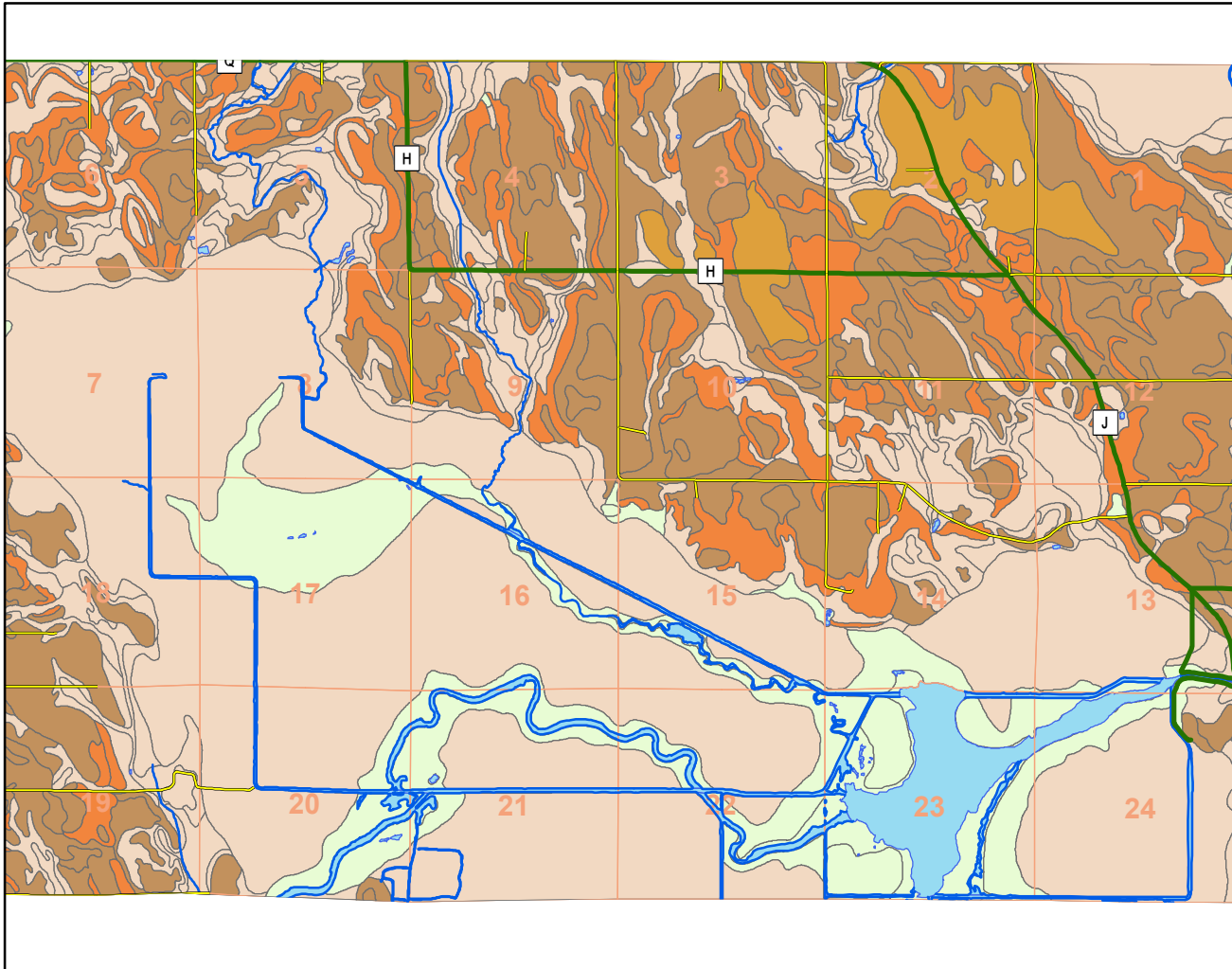
The code will allow for infill development where it was not permitted previously by the former plumbing code as interpreted by the Department of Industry, Labor and Human Relations. Housing and population density will likely increase in some areas due to the revised COMM 83 code. This in turn may increase the need for land use planning and integration of environmental corridors to address the adverse impacts related to development. Planning along with land use controls such as zoning will help achieve more efficient development patterns.

### **Agriculture**

Agriculture creates jobs, provides a product for sale, and pays taxes. Farmland can also provide other substantial benefits to the environment, including floodplain protection, groundwater recharge areas, and wildlife habitat. There are also social benefits, including scenic views and open space.

As of 2002 there were 6,460 acres of land used for agricultural purposes such as croplands, pastures, and agricultural buildings within the Town of Russell which is about 42% of the Town's total area (the Broughton Sheboygan Marsh is about 14,000 total acres between the Town of Russell and the Town of Greenbush. About 6,400 acres of the Marsh is located in the Town. Figure 2.7 provides a representation of areas designated as prime farmland in and around the Town of Russell. The Town of Russell has five different districts dedicated to agricultural lands in their zoning ordinance. The purpose of each zoning district is listed on the following page.

**Figure 2.6**  
**Soil Limitations for**  
**Dwellings with Basements**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

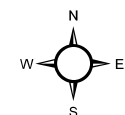
- No Values
- Moderate
- Slight
- Slight-Severe
- Severe

**Roads**

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

**Planimetric**

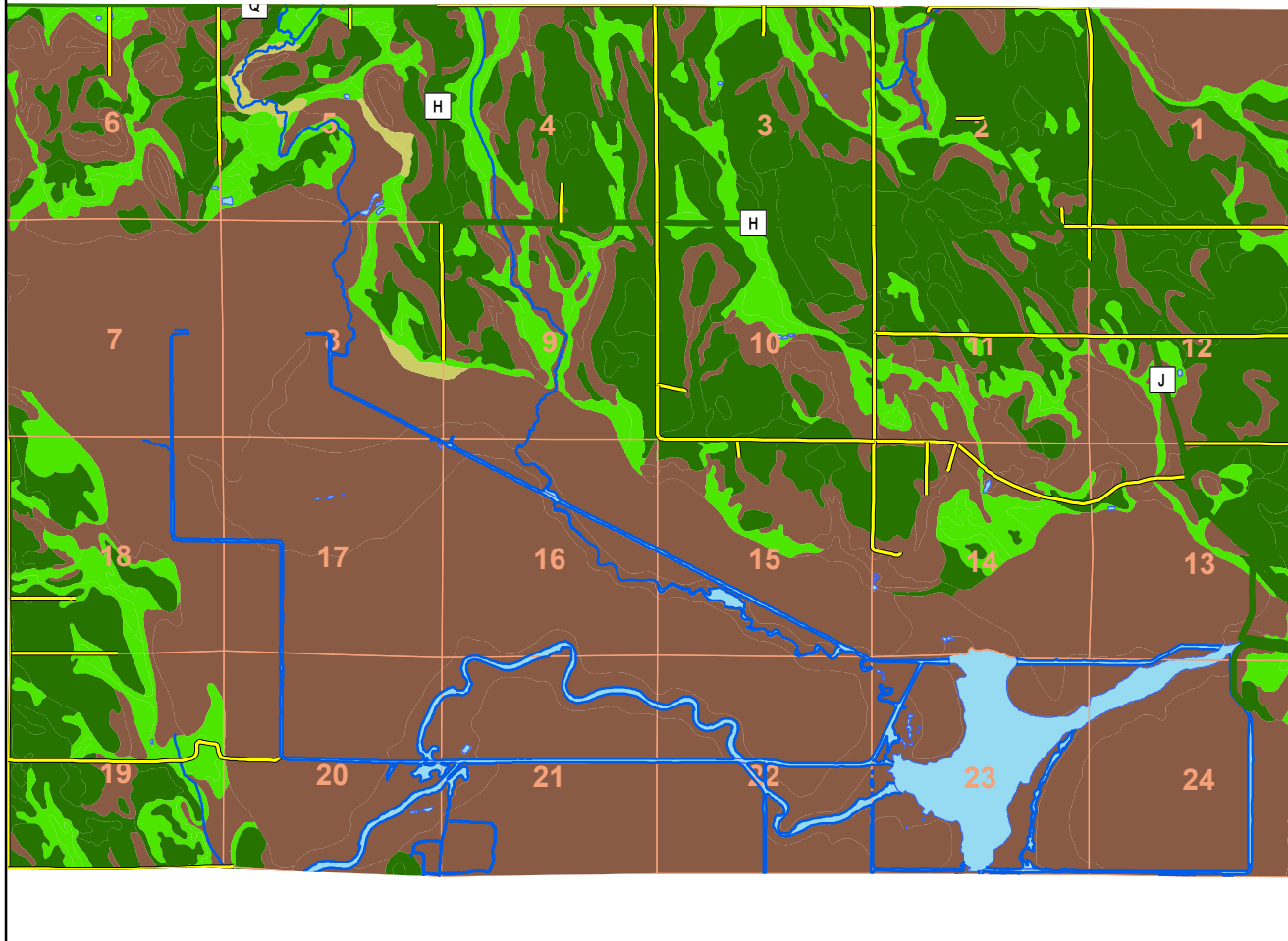
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge



1 " equals 4,600 '

5,000 2,500 0 5,000 Feet

**Figure 2.7**  
**Prime Agricultural Soils**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

**Agricultural Soils**

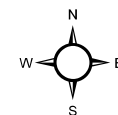
- Not Prime Agricultural Soils
- All Areas are Prime
- Prime Where Drained
- Prime Where Protected from Flooding
- Prime Where Drained & Protected from Flooding

**Roads**

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

**Planimetric**

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



1" equals 4,600'



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



*A-1 Agricultural Land District.* To preserve larger tracts of productive agricultural land for food and fiber production, preserve productive farms by preventing land use conflicts between incompatible uses, maintain a viable agricultural base to support agricultural processing and service industries, reduce costs of providing services to scattered, non-farm uses, control and shape urban growth, help implement the provision of County, State, or Federal Agricultural Preservation Plans when adopted and periodically revised, and comply with the provisions to the Farmland Preservation Law to permit eligible landowners to receive tax credits under the Wisconsin Statutes.



*A-1/PR Agricultural Parcel Remnants District.* To accommodate the necessary, often unavoidable creation of parcel remnants less than 35 acres in size, yet worthy of A-1 type preservation, resulting from farm consolidations or other sales or exchanges, to preclude any residential development whatsoever on such A-1-PR zoned parcels, to otherwise achieve the purposes set forth in the A-1 District.

*A-2 Agricultural Land District.* To maintain, preserve, and enhance agricultural lands historically utilized for crop production, but which are not included within the A-1 District.

*A-3 Agricultural Land Holding District.* To provide for the orderly transition of agricultural land into other uses in areas planned for eventual urban expansion, defer urban development until the appropriate local governmental bodies determine that adequate public services and facilities can be provided at a reasonable cost, ensure that urban development is compatible with local land use plans and policies, provide periodic review to determine whether all or part of the land should be transferred to another zoning district.

*A-4 Agricultural Related Manufacturing, Warehousing, and Marketing District.* Provides for the proper location and regulation of manufacturing, warehousing, storage, and related industrial marketing activities that are dependent upon, or are closely allied with, the agricultural industry.

#### *Prime Agricultural Lands*

The United States Department of Agriculture (USDA), Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for production food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Prime farmland



includes land that is being used currently to produce livestock and timber. It does not include land already committed to urban development or water storage.

Prime farmland has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed, including water management, according to acceptable farming methods.

In general, prime farmland in Wisconsin:

- Has an adequate and dependable water supply from precipitation or irrigation
- Has a favorable temperature or growing season
- Has acceptable acidity or alkalinity
- Has few or no rocks
- Is permeable to air and water
- Is not excessively erodible
- Is not saturated with water for long periods of time
- Does not flood frequently, or is protected from flooding

#### *Agricultural Preservation*

The Town of Russell would like to preserve their farmland. The Farmland Preservation Tax Credit may help the Town to achieve this goal. The Farmland Preservation Tax Credit was created in 1977 to preserve agricultural resources by supporting local government efforts to manage growth. Eligible farmland owners receive a state income tax credit. To participate in the program, the county must have an agricultural preservation plan that meets the standards of Chapter 91, Wisconsin Statutes, and has been certified by the state Land and Water Conservation Board (LWCB). The County plan has laid the groundwork for the Town of Russell to develop an exclusive agriculture-zoning district.

Farmers participate by signing an individual, long-term agreement. The farmland preservation program provides state income tax credits to farmers who meet the program's requirements, meet soil and water conservation standards, and use their land for agricultural use. In the past, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program have provided at least some incentive to farmers to keep their lands in exclusive agricultural use. Today, however, the tax credits the typical farmer receives average about \$1,000 annually, which is tiny compared to the six-figure payouts farmers may be able to get for subdividing their land.

There are also other shortcomings of these programs. Seldom are farmers who develop their land forced to fully pay back the credits they received under the programs. Second, rezoning for residential uses in exclusive agricultural districts have been common in some towns, creating a patchwork of conflicting uses in many areas. Finally, in the end, tax credits do not provide long-term protection.

*Use-Value Assessment:* The changes in the structure of Wisconsin's property taxation, implementing a use-value assessment, have been generally favorable to farmland preservation. Agricultural lands are now assessed for their value in agriculture and not other potential uses. However, while this assessment policy may benefit owners of lands being used only for farming, the tax revenues lost through this reduction on farmlands must be made up by other properties

within the town. Since there is seldom an extensive tax base of industrial and commercial properties within a town to absorb the shortfall, residential properties, including the homes of farmers, are taxed at a higher rate.

The Town of Russell does agree that it does not want large farming operations taking over the Town. Concentrated animal feeding operations (CAFOs) are those operations with 1,000 or more animal units. Due to the increased number and concentration of animals, it is particularly important for these facilities to properly manage manure in order to protect water quality in Wisconsin.

A specific regulatory program for handling, storage, and utilization of manure was developed by the DNR in 1984 in Chapter NR 243 of the Wisconsin Administrative Code. The rule creates criteria and standards to be used in issuing permits to CAFOs as well as establishing procedures for investigating water quality problems caused by smaller animal feeding operations. Because of the potential water quality impacts from CAFOs, with 1,000 animal units or more, they are required to have a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation permit. These permits are designed to ensure that operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management to protect water quality from adverse impacts.

On April 13, 2004, Governor Doyle signed a new law that strikes a balance between growing animal agriculture, protecting the environment, and respecting local decision making. The new law 2003 Wisconsin Act 235, directs the Wisconsin Department of Agriculture, Trade, and Consumer Protection (ATCP) to develop a rule that provides a predictable framework for county and municipal decisions to site or expand livestock facilities. The Department of ATCP created rule ATCP 51 in which the new rules and law sets new siting standards to protect air and water, it creates a predictable siting process, including a standard application and timeliness, and a new appeals process which includes the Livestock Facility Siting Review Board. This rule allows local governments to retain their authority to approve or deny siting and expansion requests, but they must use the state standards which are spelled out in ATCP 51, which went into effect on May 1, 2006.

## **TOPOGRAPHY**

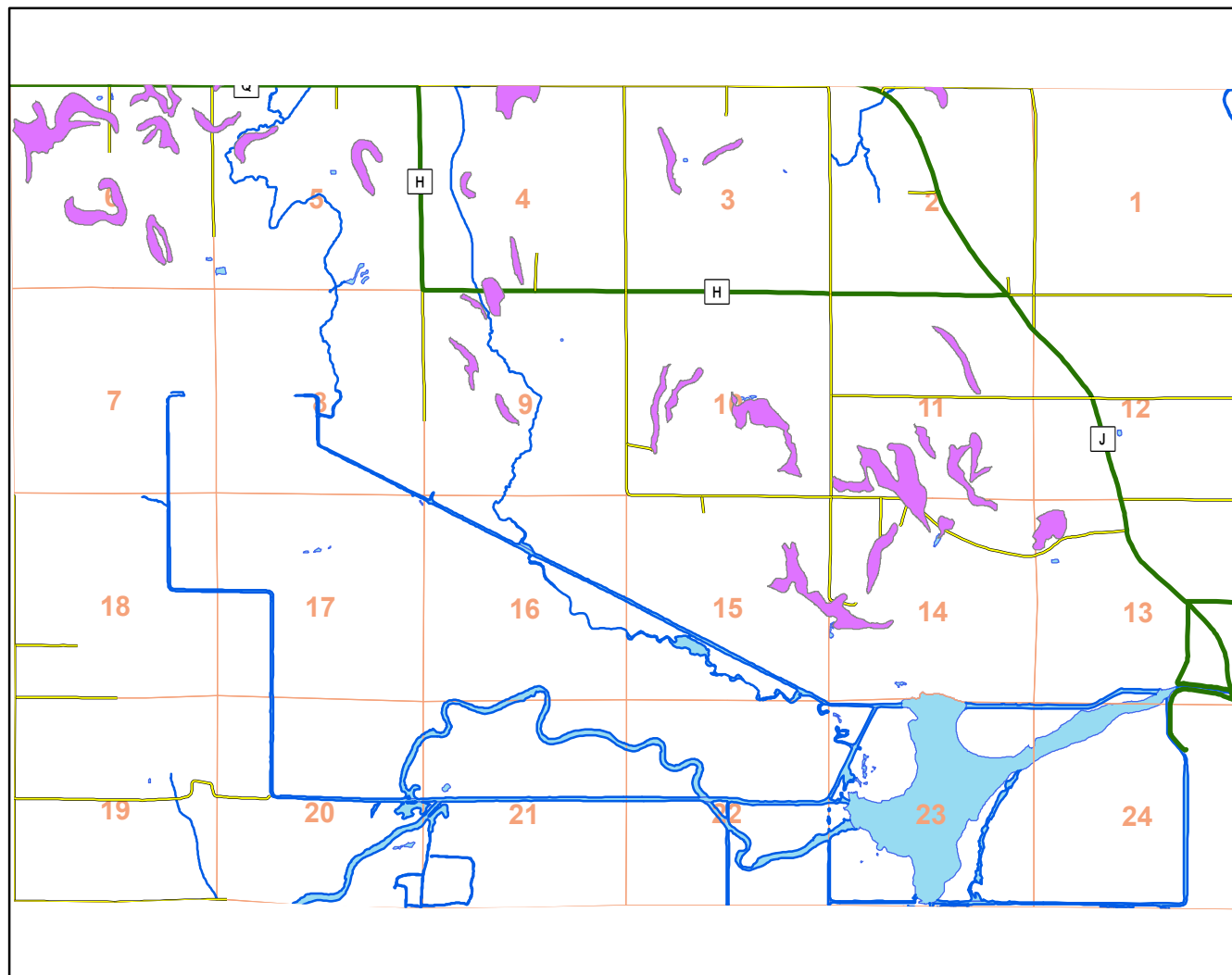
The Town of Russell is located within the Kettle Moraine and Sheboygan Marsh Area. The Broughton Sheboygan Marsh Park has relatively flat elevation at approximately 910 feet. There are very few places in the Town of Russell that have a steep slope, which means slope greater than 12%. The area with the greatest slope is located in the northwest corner of the town. Figure 2.8 shows the areas of steep slope (slope greater than 12%) based on the soil characteristics within the Town of Russell.

## **WATER RESOURCES**

### **Watersheds and Sub-Watersheds**

A watershed is defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways contribute drainage to one watershed or another. Each watershed is comprised of one main-stem of a river. A river basin is made up of a number of watersheds that drain into one

**Figure 2.8**  
**Steep Slope**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

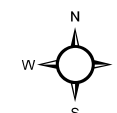
Areas of 12% or Greater Slope

**Roads**

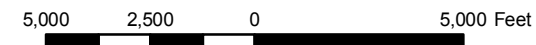
- State Hwy
- County Road
- Local Road
- Private Road

**Planimetric**

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



1" equals 4,600'



larger river. The majority of Sheboygan County lies within the Sheboygan or Milwaukee River Basins. All of the watersheds in Sheboygan County drain into the Lake Michigan Watershed either through major rivers or direct drainage into the lake. The Town of Russell lies completely within the Sheboygan River Watershed (See Figure 2.9).

### Groundwater

Sheboygan County's groundwater reserves are held in two principal aquifers: the Eastern Dolomite Aquifer and the Sandstone and Dolomite Aquifer. The Eastern Dolomite Aquifer occurs from Door County to the Wisconsin-Illinois border. It consists of Niagara dolomite underlain by Maquoketa shale. In areas where fractured dolomite bedrock occurs at or near the land surface, the groundwater in shallow portions of the Western Dolomite Aquifer can easily become contaminated.

The Sandstone and Dolomite Aquifer consists of layers of sandstone and dolomite bedrock that vary greatly in their water-yielding properties. In eastern Wisconsin, this aquifer lies below the Eastern Dolomite Aquifer and the Maquoketa shale layer. In eastern Wisconsin, most users of substantial quantities of groundwater tap this deep aquifer to obtain a sufficient amount of water. An individual well, however, is recharged by the local rain and snow that does not run off but instead is able to seep into the ground and migrate through the soil to groundwater, which then flows toward the well. This recharge area typically extends no farther than 1,000 to 1,500 feet from the well itself. Since contaminants can also seep into the groundwater in this recharge area, many communities have voluntarily established wellhead protection programs to manage what occurs in the recharge area. In Wisconsin, the primary sources of groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and toxic spills. The most common groundwater contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems. The Town of Russell has recently experienced groundwater quality issues. Some of the wells have been found to have been contaminated, and the steps that will be taken in order to address the contamination have not been fully developed. The Town will need to develop steps to ensure there is quality drinking water for its residents.

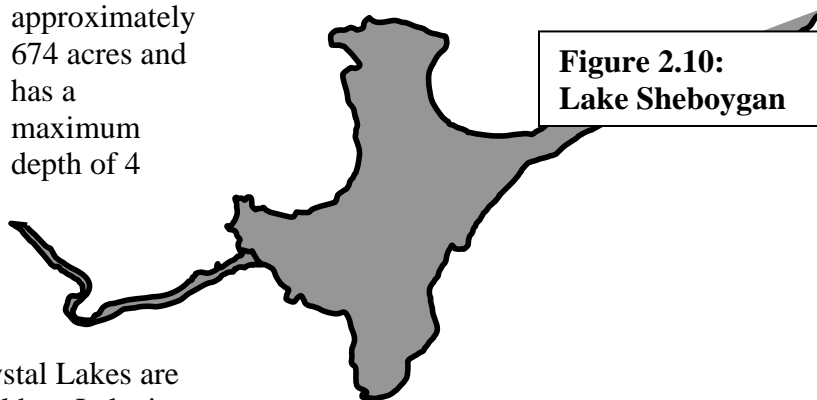
### Lakes

Sheboygan Lake is almost entirely located in the Town of Russell. Sheboygan Lake is located within the Sheboygan Marsh County Park. The lake is



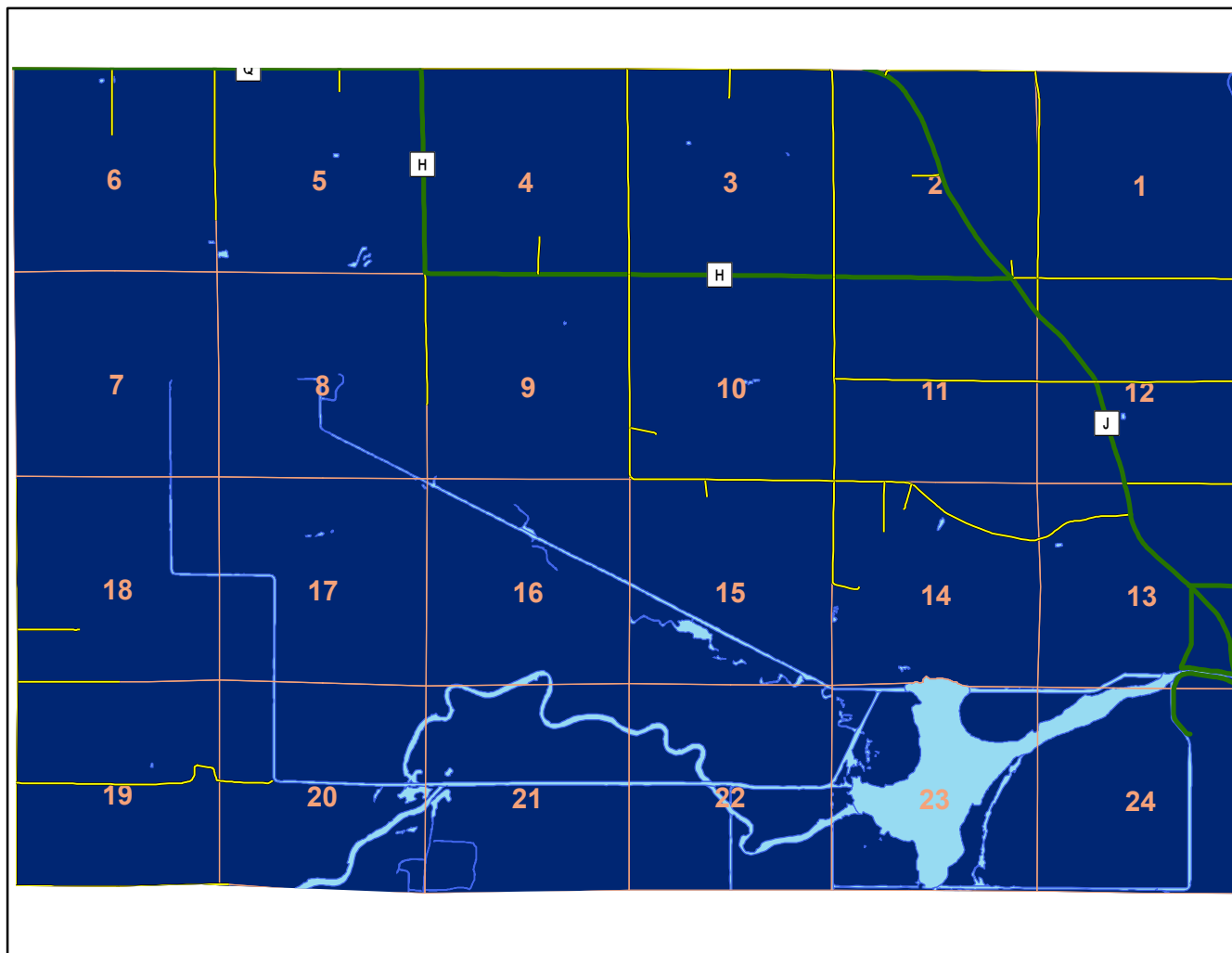
approximately 674 acres and has a maximum depth of 4 feet. Sheboygan Lake can be seen in Figure 2.10.

Elkhart, Little Elkhart, and Crystal Lakes are in the Lake Country region. Elkhart Lake is



**Figure 2.10:**  
**Lake Sheboygan**

**Figure 2.9**  
**Watersheds**  
**Town of Russell**  
 Sheboygan County, WI




**Legend**

**Watershed Name**

 Sheboygan River

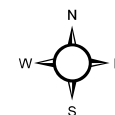
**Roads**

 State Hwy

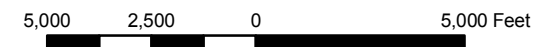
 County Road

 Local Road

 Private Road



1 " equals 4,600 '



approximately 286 acres and has a mean depth of 46 feet and a maximum depth of 119 feet. Crystal Lake has total acreage of 152 acres and Little Elkhart Lake is one-fifth of the size of Big Elkhart Lake at 54 acres.

Use of these lakes by diverse interests, such as anglers, boaters, jet skiers, swimmers, and resorts presents significant management challenges. There is a public boat landing in the marsh, but due to the rural nature, the fact it is a county park, and the fluctuating water levels there are not residents along the lake, as one would see on the other lakes in the region.

There is a new organization called the Friends of the Marsh who are working to build a tower that would overlook the marsh and its facilities. This project is just in its beginning stages, but the group may pursue other enhancements for the marsh once this project is completed.

### **Rivers and Streams (Surface Waters, Streams, and Rivers)**

The Sheboygan River runs through the Town of Russell. The Sheboygan River originates in east-central Fond du Lac County and flows generally southeastward into the City of Sheboygan where it enters Lake Michigan. The Sheboygan River flows into Sheboygan Lake and then continues throughout the rest of Sheboygan County.



### **Shoreland Corridors**

Shorelands are often viewed as valuable recreational and environmental resources both in urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreline/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in these areas is strictly regulated and in some instances, is not permitted.

The authority to enact and enforce shoreland/floodplain and other zoning provisions is vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes. Figure 2.11 shows the shoreland corridors within the Town of Russell.

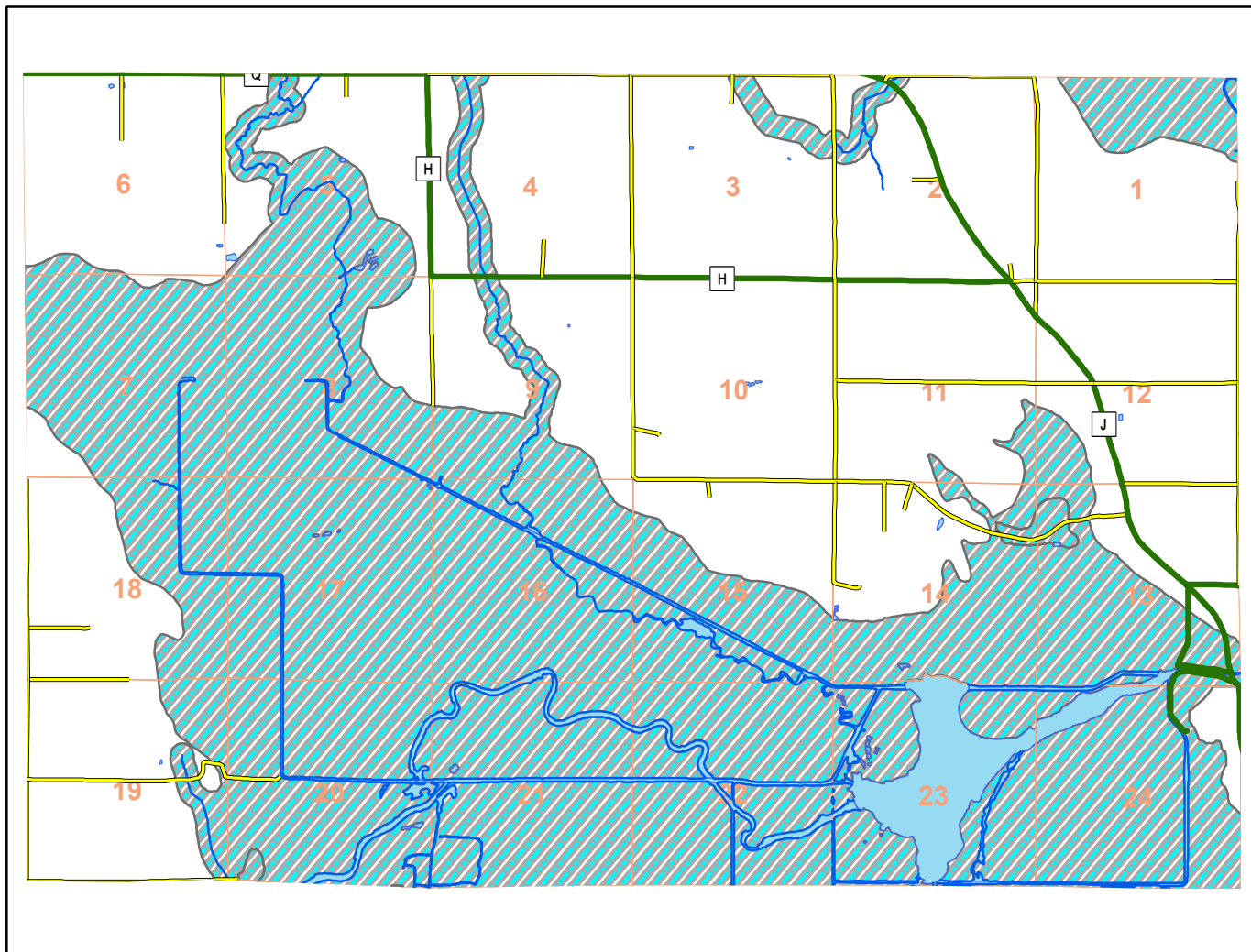
### **Floodplains**

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention, groundwater recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water-related damage to roads, sewers, and water mains. Some



**Figure 2.11**  
**Shoreland Jurisdiction**  
**Town of Russell**  
 Sheboygan County, WI




**Legend**

 Areas of County Shoreland Jurisdiction

**Roads**


 State Hwy

 County Road

 Local Road

 Private Road

**Planimetric**

 Bridges

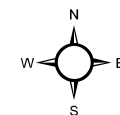
 Dams

 Railroads

 Rivers, Streams

 Road / Bridge

 Section Lines



1" equals 4,600'

4,700 2,350 0 4,700 Feet



communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction. As a result, the State of Wisconsin requires that counties, cities, and villages adopt floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Figure 2.12 shows the floodplain areas in the Town as mapped by the Federal Emergency Management Agency (FEMA). Most of the area in the 100-year floodplain surrounds the marsh. An on-site review of the floodplain elevation is necessary to determine the most accurate location of the floodplain boundary.

### **Wetlands**

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas. Figure 2.12 shows wetlands in the Town of Russell area as mapped on the Wisconsin Wetland Inventory.

Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Finally, they provide valuable and irreplaceable habitat for many plants and animals.

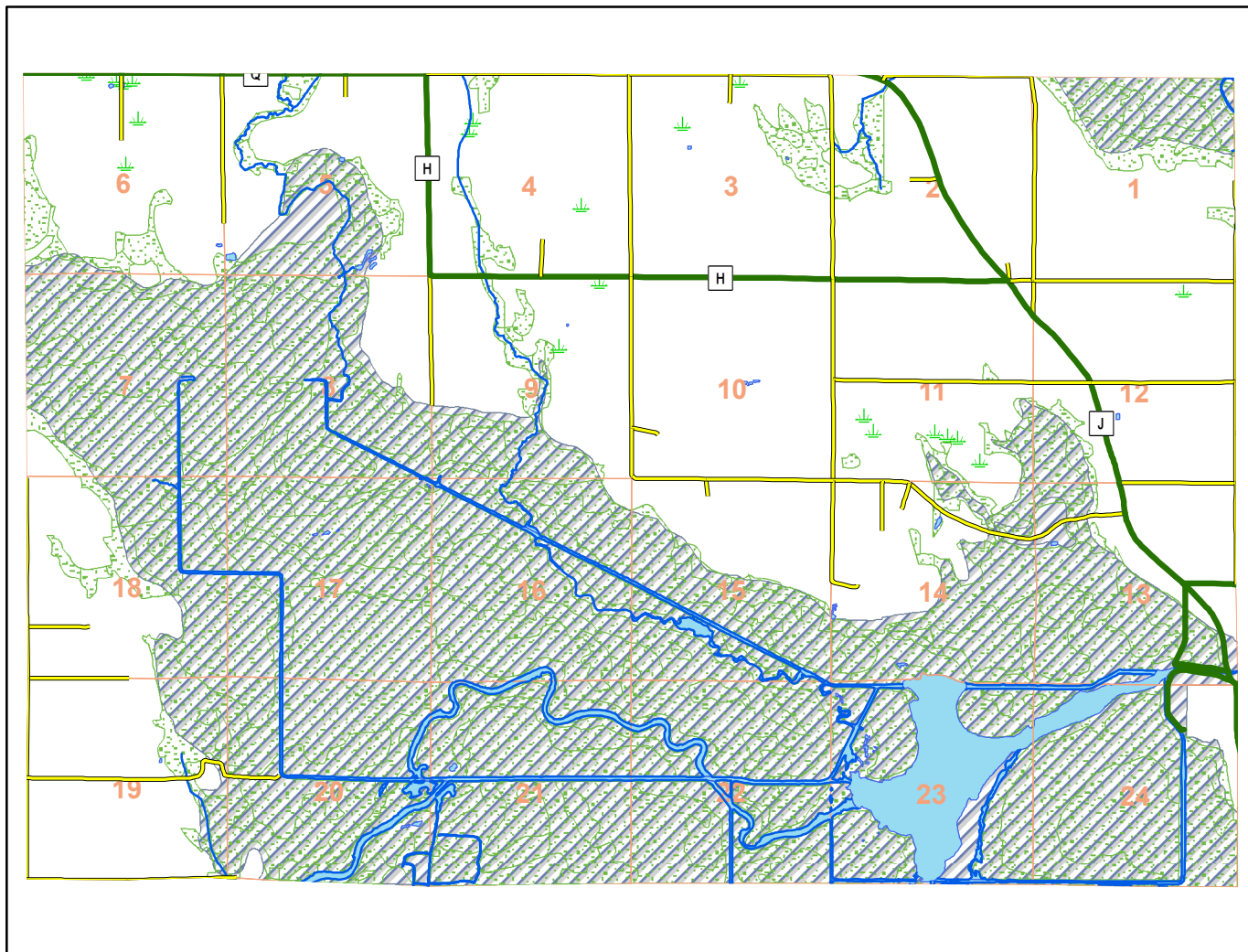
Because of their importance there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

The Broughton Sheboygan Marsh Park & Wildlife Area lies in northwestern Sheboygan County, just west and north of Elkhart Lake; it encompasses over half of the Town of Russell and a significant portion of the Town of Greenbush. It includes about 14,000 acres of land and surface water; 8,166 acres are publicly owned, of which 7,414 acres are owned by Sheboygan County and 752 acres by the State of Wisconsin.



The Wildlife Area is an ecologically diverse system comprised of expansive cedar and tamarack swamps, shrub marshes, lowland hardwoods, and large areas of marshes and open water. The Marsh

**Figure 2.12**  
**Floodplains & Wetlands**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

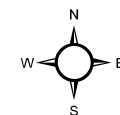
- DNR Wetlands < 2 Ac
- DNR Wetlands
- Approximate 100 Year Floodplain

**Roads**

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

**Planimetric**

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



1" equals 4,600'



is bisected by the Sheboygan River, which is impounded by a dam at the northeast corner of the property. The open waters and adjoining wetlands are a restored flowage of the Sheboygan River. The Sheboygan Marsh lies in a 133 square mile watershed.

The Sheboygan Marsh is particularly popular during the hunting and fishing seasons. Prime habitat exists for migratory waterfowl, small and big game animals, fish, furbearers, and various species of non-game animals. As such, it is especially attractive to hunters, fishers, and nature observers alike, for all seasons. The Marsh adjoins the Ice Age National Scientific Reserve.

Part of the Kiel Marsh Wildlife Area is located within the northeast corner of the town. The Kiel Marsh was formed during the Ice Age. In 1963, the Conservation Commission approved the State acquisition of the property that consists of 822 acres of land. The Department of Natural Resources would like to see a total of 1072 acres for the marsh in the future. The fish population is full of variety, as well as the fur-bearing mammals, a variety of birds, and a home to the Osprey, which are endangered or threatened species.

### **ENVIRONMENTAL CORRIDORS**

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters, while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities and serve as buffers between land uses, while improving the aesthetics of the community. The environmental corridor process is also used as a part of the planning process for making planning and zoning decisions at the local level.

Environmental corridors receive some measure of protection in the Conservancy District of the Town's zoning, Section .21. The purpose of the Lowland Conservancy District is to "preserve, protect, and enhance the lakes, streams, swamps, marshes, bogs, and other wetlands in the Town of Russell." The purpose of the Upland Conservancy District is to "preserve, protect, enhance, and restore all significant woodlands, related scenic areas, submarginal farm lands and abandoned mineral extraction lands with the Town of Russell."

The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water-related resources. The Bay-Lake Regional Planning Commission has defined environmental corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; Federal Emergency Management Agency's 100-year floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of wetlands. Many of the Commission's planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.).

Other features that are considered as part of the environmental corridor definition on an area-by-area basis include: designated scientific and natural areas, unique and isolated woodland areas, scenic viewsheds, historic and archaeological sites, unique geology, wetland mitigation sites, isolated wooded areas, unique wildlife habitats, parks and recreation areas, and other locally identified features. The Commission has defined environmental corridors for Sheboygan County

to help identify areas that have the greatest need for protection. These corridors were delineated using Geographic Information System (GIS) to overlay a variety of features. Figure 2.13 shows these corridors. The Sheboygan Marsh is once again the area where the majority of the environmental corridors are located.

## **WOODLANDS**

Woodlands throughout Sheboygan County are comprised primarily of sugar maple, yellow birch, beech, basswood, red oak, white oak, black oak, red pine, hemlock, paper birch, aspen and white cedar, and small stands of the northern hardwood species. Approximately 6,390 acres of woodlands are found in the Town as mapped by the Bay-Lake Regional Planning Commission. Woodlands are displayed in Figure 2.14.

A program that some property owners may take advantage of is the Managed Forest Law (MFL). The MFL program can ease the property tax burden for Wisconsin forestland owners who wish to manage their woodlands. The MFL program is intended to foster timber production on private forests, while recognizing other values. MFL participants pay property taxes at a reduced rate. A portion of the foregone taxes is recouped by the state at the time the timber is harvested. The Wisconsin Department of Revenue estimates MFL program participants can reduce their property tax an average of 80% after paying harvest taxes. The MFL program is open to all private landowners with at least 10 acres of forestland, provided that 80% of the land is productive forestland capable of producing wood products (can grow at least 20 cubic feet of wood per acre per year) and the minimum average width of the enrolled land is no less than 120 feet. Participation in the MFL program requires an approved, written forest management plan and the landowner must allow public access to get the lowest annual property tax rate. Access on these “open” lands is only for hunting, fishing, hiking, sightseeing, and cross-country skiing.

## **AIR QUALITY ISSUES**

Facilities wishing to move into the Town of Russell may be subject to additional requirements because Sheboygan County is a designated maintenance area. Sheboygan County is in attainment for the one-hour ozone air quality standard, but is subject to a Wisconsin Department of Natural Resources maintenance plan. Sheboygan County is designated as a non-attainment area for the 8-hour ozone air quality standard. It is designated as a non-attainment area because it does not meet the minimum standards for air quality (NAAQS) set by the Environmental Protection Agency (EPA). Figure 2.15 shows the non-attainment counties for 8-hour ozone air quality. In the case of Sheboygan County, industries located in other cities may be contributing to the problem of the ground-level ozone. According to the EPA, it was recently found that ozone formed in one area can drift on air currents to add to air quality problems elsewhere. Research shows that this “transported ozone” contributes significantly to high ozone levels in Wisconsin.

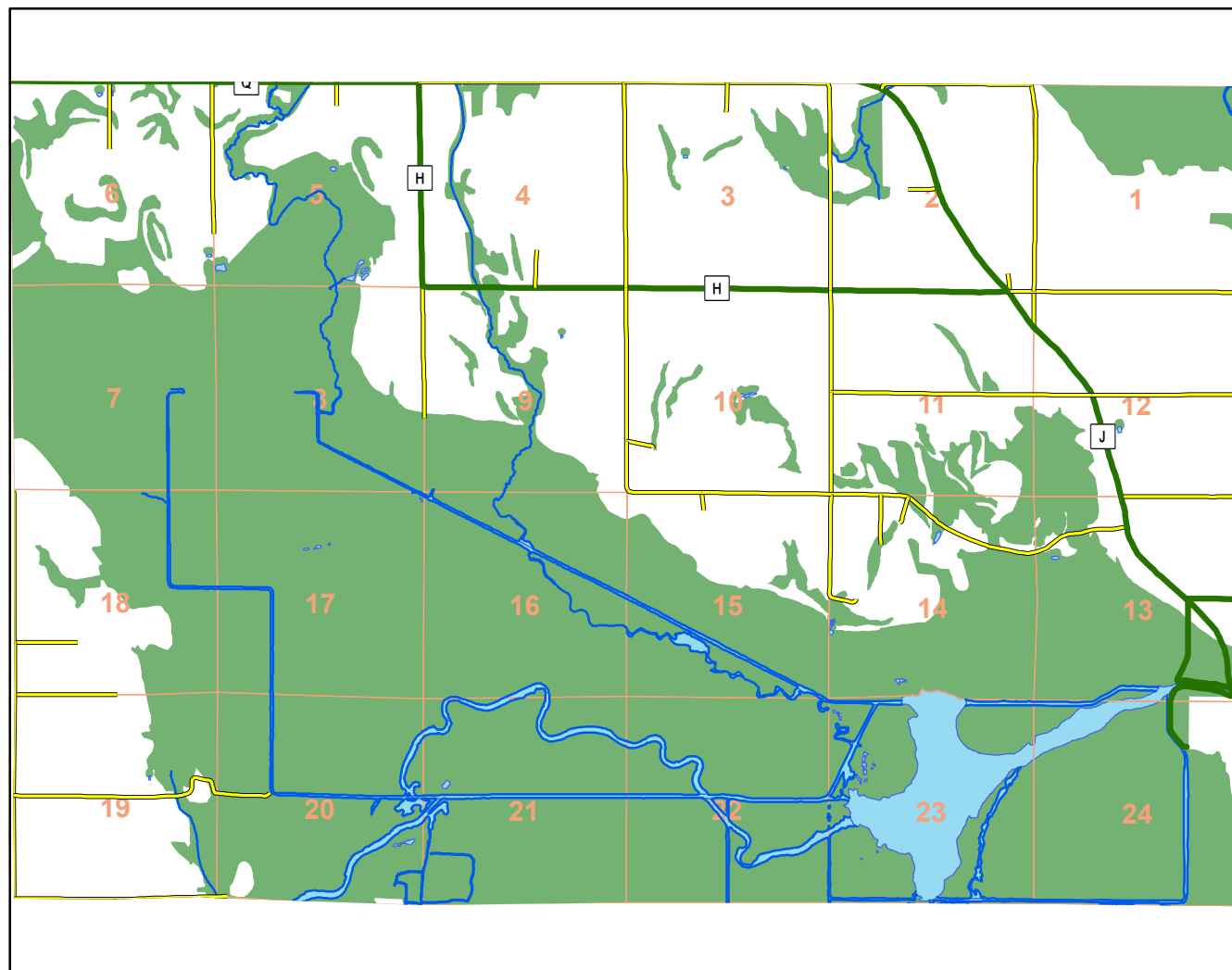
There are no areas within Sheboygan County that exceed the limits of the NAAQS for nitrogen dioxide, sulfur dioxide, lead, particulates, or carbon monoxide.

## **WILDLIFE HABITAT**

Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. The fauna that live



**Figure 2.13**  
**Environmental Corridors**  
**Town of Russell**  
 Sheboygan County, WI




**Legend**

 Enviromental Corridors

**Roads**


 State Hwy

 County Road

 Local Road

 Private Road

**Planimetric**

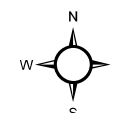
 Bridges

 Dams

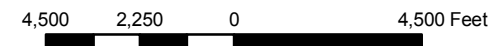
 Railroads

 Rivers, Streams

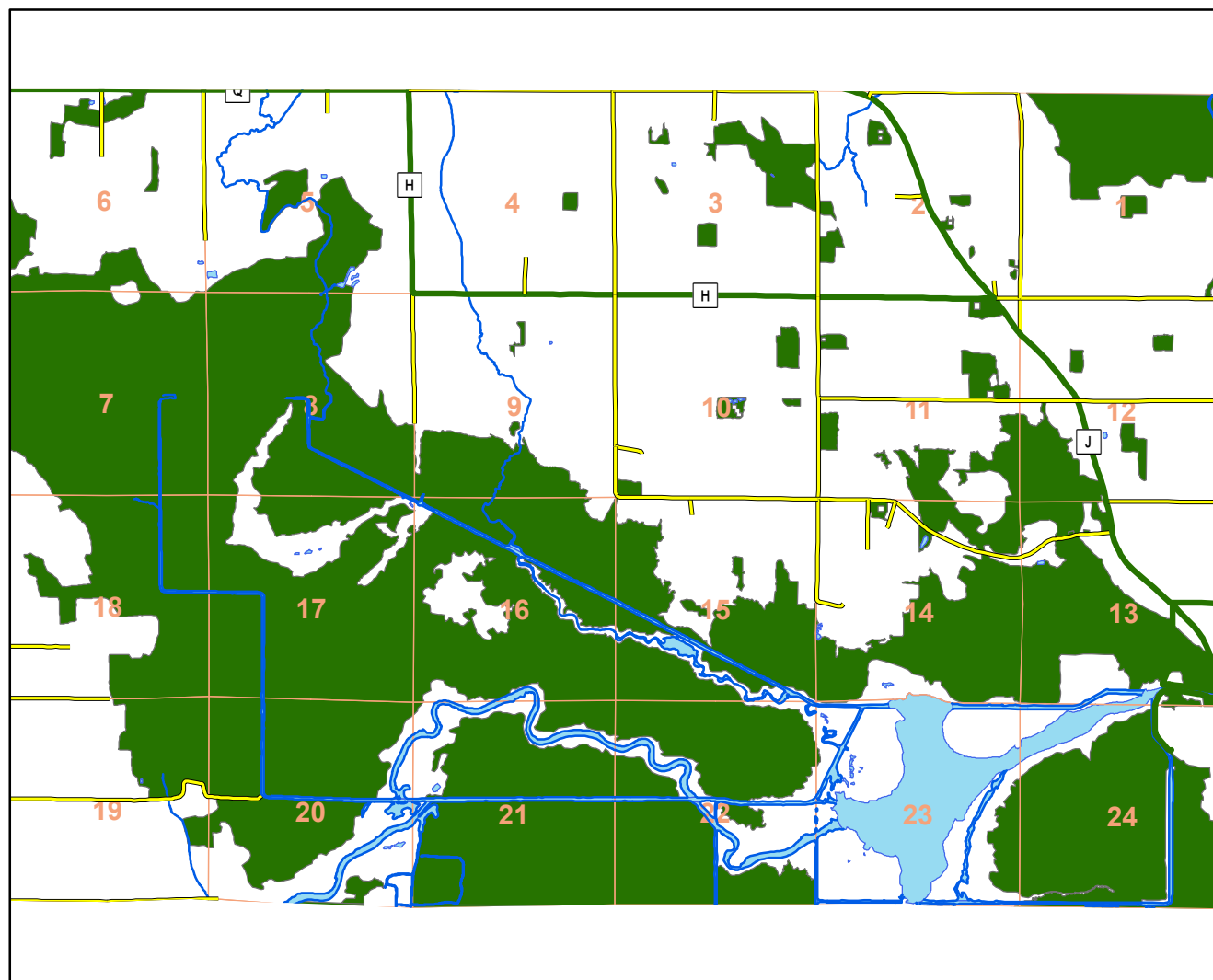
 Road / Bridge



1 " equals 4,600 '



**Figure 2.14**  
**Woodlands**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

Woodlands

**Roads**

State Hwy

County Road

Local Road

Private Road

**Planimetric**

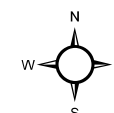
Bridges

Dams

Railroads

Rivers, Streams

Road / Bridge

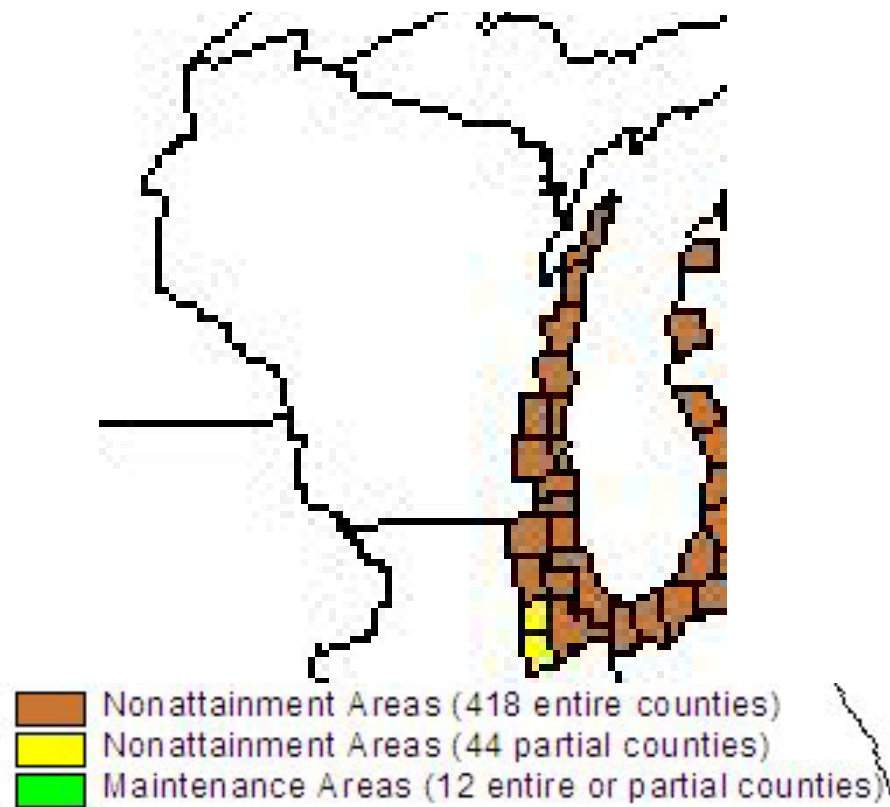


1" equals 4,600'

5,100 2,550 0 5,100 Feet



**Figure 2.15 Nonattainment and Maintenance Areas  
in Wisconsin  
8-hour Ozone Standard**



*Source: U.S. Environmental Protection Agency*

within the planning region are quite diverse. Habitat for many species of wildlife is provided by the woodlands, floodplains, wetlands, and surface waters. Some of the well-known species that are known to have habitats in the Town of Russell and its surrounding communities are the white-tailed deer, squirrels, wild turkey, coyote, red and gray fox, pheasant, muskrat, mink, raccoon, opossum, geese, many other varieties of birds, a multitude of fish and other aquatic species.

### THREATENED AND ENDANGERED RESOURCES

Many rare, threatened, and endangered species are found within Sheboygan County. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. On page 40 of the *Sheboygan County Natural Areas and Critical Resources Plan* (2004) there is a list of the known rare species and natural communities within the County as recorded in the Wisconsin Natural Heritage Inventory.



### PARKS AND OPEN SPACES

The Town of Russell has the Broughton Sheboygan Marsh Park within its borders. This park provides recreational and educational opportunities, but the residents are also able to use the parks and recreational facilities in the nearby communities, such as the Villages of Elkhart Lake and Glenbeulah. Parks will be discussed in Chapter 6 – Utilities & Community Facilities. Some of the open space in the Town is publicly owned. The publicly owned land can be seen in Figure 2.16.

### SCIENTIFIC AND NATURAL AREAS

As of the date of this planning process, areas within or abutting the Town of Russell have not been designated as State Scientific or Natural Areas. The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology, and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Area Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin. The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin.

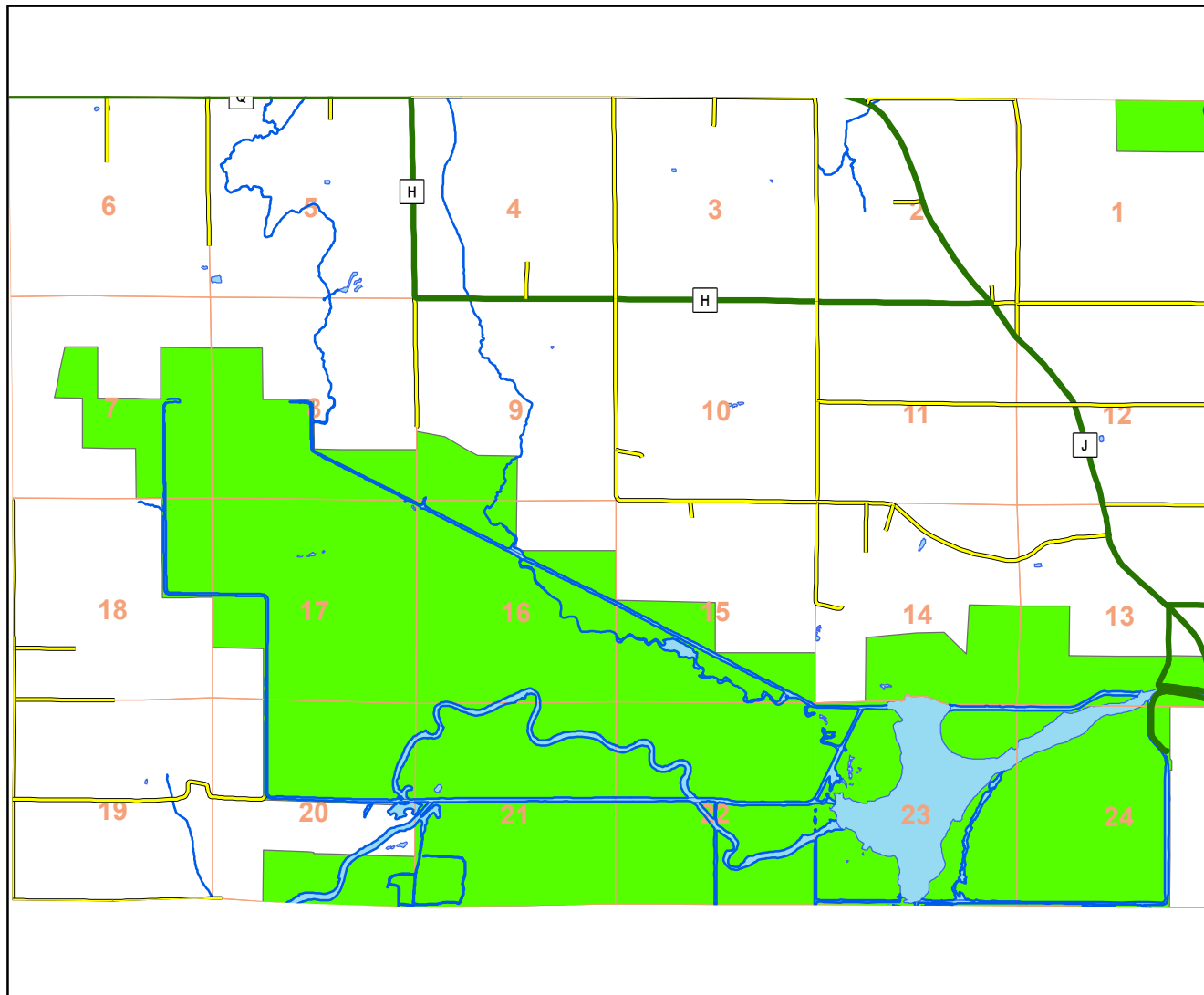
### METALLIC AND NON METALLIC MINING RESOURCES

Mining has economic value to multi-regional areas, but also has the ability to degrade natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. Wisconsin State Administrative Code 135 gave authority of mining to the counties. Sheboygan County has enacted a non-metallic mining reclamation program within the guidelines of Chapter NR 135. Nevertheless, this program will not improve sites that have discontinued mining operations prior to December 1, 2000.



**Figure 2.16**  
**Publicly Owned Lands**  
**Town of Russell**

Sheboygan County, WI



**Legend**

Publicly Owned Lands

**Roads**

State Hwy

County Road

Local Road

Private Road

**Planimetric**

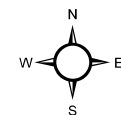
Bridges

Dams

Railroads

Rivers, Streams

Road / Bridge



1 " equals 4,600 '



The reclamation plan is a detailed technical document designed to meet the goals that will lead to successful reclamation and will help reduce the negative effects to the environment once the mine is abandoned. The plan has minimum standards that must be met before acceptance. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors.” Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plant and animal communities and allows for the desired post-mining land use.” Currently there is no metallic mining occurring in Sheboygan County. However, sand, gravel, and crushed stone (non-metallic resources) are nonrenewable resources that are mined in this region. Figure 2.17 shows the potential gravel source areas in the Town of Russell. As is shown in the figure, there is not much land that is adequate for mining in the Town of Russell.

Sand, gravel, and crushed stone are needed for sub-base materials for road construction as well as a major component in concrete for foundations, basement walls, sidewalks, etc. As the region undergoes further growth and development, there will be greater demands for sand, gravel, and crushed stone. Even though sand, gravel, and crushed stone are ubiquitous, some deposits are of far better quality than other deposits. Gravel and crushed stone deposits with low chert content are best suited for concrete. Gravel deposits with low percentages of foliated metamorphic rock, gabbro, and basalt fragments are best suited for sub-base material and concrete. Outwash plains, kames, eskers, dunes, point bars, and stream channels are the best sources for better quality sand and gravel.

## **HISTORIC AND ARCHAEOLOGICAL RESOURCES**

When the first European settlers came to the area, there were approximately 1,000 Native Americans living in the county, composed mainly of the Pottawatomie, Chippewa, Ottawa, Winnebago and Menominee tribes. Their villages and camps were clustered on the bank or shore of practically every lake or stream, with the largest villages situated along the shore of Lake Michigan. They left behind archaeological resources that we have uncovered. The state historical society, and other organizations interested in preservation have created inventories for these places and sites.

Archaeological investigations have classified “Sheboygan Marsh” as an “archaeological treasure” of national significance; it remains a candidate for nomination to the National Register of Historic Places.

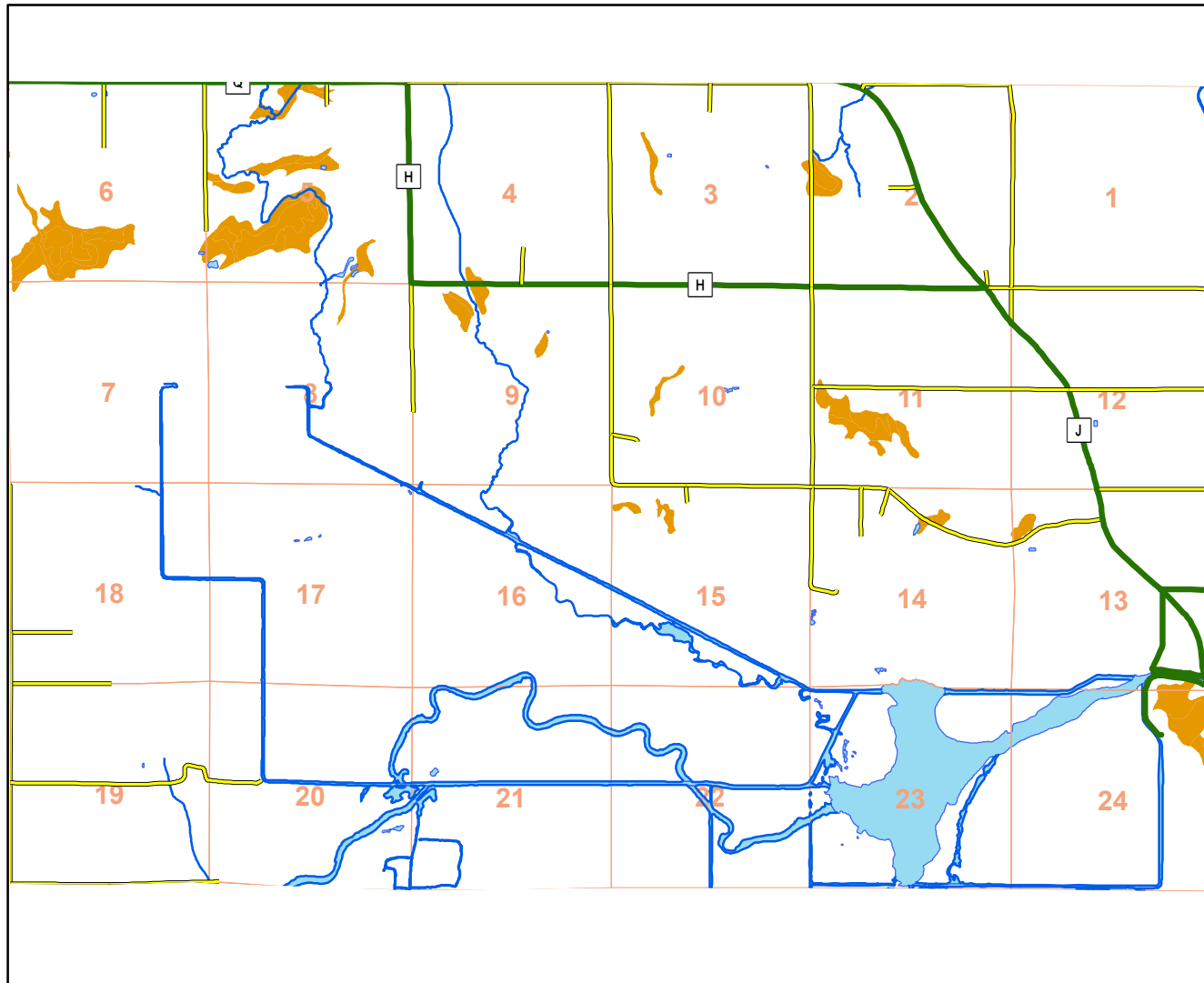
## **CULTURAL RESOURCES**

Other historic features include the following:

### **Historical Markers**

- Marsh Park Marker, Town of Russell

**Figure 2.17**  
**Quarries & Potential**  
**Gravel Sources**  
**Town of Russell**  
 Sheboygan County, WI



**Legend**

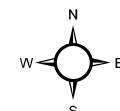
- Probable
- Improbable - Probable
- Improbable

**Roads**

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

**Planimetric**

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



1" equals 4,600'



### Museums

- Henschel's Indian Museum, N8661 Holstein Road, Town of Russell Native American settlement with artifacts dating back to 10,000 years ago.

### Native Sites

- Henschel Farm, Town of Russell

### County Parks

- Broughton Marsh Park, W7039 County Road SR, Town of Russell



## COMMUNITY DESIGN

Community design addresses the “look” and “feel” of a community. A variety of features contribute to community design, and these are identified below.

### Signage

This includes signs that identify businesses; billboards and similar advertising signs; municipal signs; and yard signs. Currently there are no regulations on signs in the Town of Russell.

### Public Landscaping

Parks, median, and areas around public buildings often contain landscaping that can set a particular tone for a community.

### Landmarks

Landmarks are well-known reference points, prominent features, or meaningful locations within an area. Care should be taken to preserve landmarks, or enhance them, as necessary, if public opinion is supportive and funds are available. The landmarks that exist in the Town of Russell are:

- The Broughton Sheboygan Marsh Park and Wildlife Area
- Sheboygan Lake
- Henschel's Indian Museum



### Highway Entryways

Also known as “front doors” to a community, these are often the first view visitors and residents have of a community upon arrival. Many communities dress up these entryways with special signage, lighting, and landscaping in order to create a favorable impression. The primary entryways are:

1. County Road J
2. County Road H

The Town may want to investigate options for enhancing its entryways. Currently there is no indication that one is entering or leaving the Town.

## Districts

Districts encompass easily delineated areas within a community, such as a historic district or a central business district. Special regulations may apply in such districts. The Town of Russell currently does not have any officially delineated districts.

## RESOURCES STRATEGY

The following goals, objectives, and policies will help guide the town in protecting and utilizing the natural resources within the town. The following statements are a compilation of broad and specific statements reflecting many popular attitudes and beliefs of Town residents, communities adjacent to the Town, and government agencies.

### Agricultural, Natural, and Cultural Resource Goals, Policies, and Programs

The Town of Russell residents would like to see the Town maintain the rural character by maintaining the agricultural resources, while at the same time, making sure the farming operations do not become too large.

#### **1) To preserve farmland and farm resources, maintaining farming economy and quality of life values.**

- a. *Policy/Program:* Identify the Town's prime farmland for preservation.
- b. *Policy/Program:* Continue to use the Agricultural zoning districts to preserve the productive farmlands in the Town while allowing limited growth on less productive soils.
- c. *Policy/Program:* Consider adopting zoning language regarding small agricultural businesses.
- d. *Policy/Program:* The Town will explore/investigate the adoption of the state's large-scale farming operation siting laws and its own regulations for large-scale farming operations.
- e. *Policy/Program:* Work with the county and state agencies to promote innovative programs which ensure the protection of farmlands-such as Purchase of Development Rights (PDR).

#### **2) Continue to support the state's "Right to Farm" law.**

- a. *Policy/Program:* Consider informing farmers that in order to be protected by the "Right to Farm" law they must use best management practices such as nutrient management plans, soil erosion plans, or any other state or federal conservation or nonpoint laws, which will in turn lower the number of possible nuisance complaints in regards to agricultural lands.
  - a. Consider the use of vegetative buffers of at least 35 feet along all streams and creeks. Financial incentives are currently available through CREP and may be available in the future through the Sheboygan County Lake & Water Conservation Department's Vegetated Buffer Strip Program.

#### **3) To protect natural resources, woodlands, wetlands and open/green spaces.**

- a. *Policy/Program:* Identify critical natural resource, woodland, and wetland areas to protect during future development.
- b. *Policy/Program:* Uphold the current shoreland, wetland, and floodplain ordinances and review ordinances every few years to make sure they are up-to-date.

- c. *Policy/Program:* Use conservancy zoning districts to protect the woodlands important to the Town of Russell.
- d. *Policy/Program:* Partner with Land Preservation Organizations that work with private property owners to protect natural resources and preserve open spaces-such as land trusts and conservancy organizations.
- e. *Policy/Program:* Continue to work with Sheboygan County in submitting appropriate materials for the County's five-year updates to its *Outdoor Recreation and Open Space Plan*.

**4) Maintain a safe water supply, a rural country atmosphere and the environmental quality of the area.**

- a. *Policy/Program:* Identify the recharge areas for wells to know the areas that need to be protected.
- b. *Policy/Program:* Enforce protective zoning ordinances to ensure a safe water supply, such as by the recharge areas.
- c. *Policy/Program:* Identify the potential contaminant sources within the recharge areas for wells in order to identify the threats to the water.
- d. *Policy/Program:* Coordinate with surrounding areas to ensure their ordinances are protecting the quality and quantity of groundwater.
- e. *Policy/Program:* Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying.
- f. *Policy/Program:* Develop ordinances restricting placement of onsite systems to overcome the limitations on development that were removed with the passage of COMM83's revisions.

**5) The Town of Russell will encourage cooperation with other communities to protect its natural resources and other communities natural resources for environmental health and recreation.**

- a. *Policy/Program:* The Town will encourage cooperation with other communities and other government entities in protecting the Broughton County Marsh Park, the areas lakes, rivers, and streams.
- b. *Policy/Program:* The Town will work with local communities to help promote local natural and cultural resources within its jurisdiction and within neighboring communities.
  - a. The Town may provide an opportunity for local area attractions to have brochures and other local attracts, or the Town may look at having local natural or cultural resource areas join together to have an admission fee that covers both sites.

## CHAPTER 3 – HOUSING AND POPULATION

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### INTRODUCTION

The purpose for the housing element may not be entirely clear because local governments are not seen as housing developers and builders, even though local governments have a great influence on the housing in their community. Local governments decide what the land use will be, when services will be provided to an area, and sometimes help to finance housing development. The housing chapter includes information about the current housing stock, structural and occupancy characteristics, as well as details on projected housing demand. This section also includes a housing strategy that provides goals, objectives, and policies for future housing development within the Town.

In order to see what housing is needed in the future, the population trends and/or population changes of an area are important. Population characteristics relate directly to the Town's housing, education, community and recreational facility needs, and to its future economic development. It should be noted that over time there are fluctuations in the local and regional population that generally cannot be predicted. These changes may influence the Town's growth and characteristics. This chapter will discuss the status of housing in the Town of Russell, identify priority issues, and recommend possible ways to address those issues.

### SUMMARY AND IMPLICATIONS

*Summary:* The overall population has diminished in the Town of Russell since 1940. The Town of Russell did see a slight rebound in its population between 1990 and 2000. This trend of an increasing population seems to be continuing when looking at the population in 2005.

Overall, the age of housing in the Town of Russell is older than other towns in the County. The condition of the housing is comparable to other towns, although some properties are in need of rehabilitation or maintenance. The cost of homes in Russell is lower than the cost in most towns in Sheboygan County, which may be attractive to new residents.

*Implications:* The Town's population has grown in the last decade, but the growth is much slower than other communities. A concern in the future may be with the low cost of housing in the Town, more people may want to move there. It may become more vital that the Town makes policies that would restrict growth to the desired level.

### POPULATION CHARACTERISTICS

#### Historical Population Levels

Figure 3.1 displays the growth in population the Town of Russell has experienced since 1940. Russell has a negative growth rate over time (1940-2000). Its growth rate is significantly less than the growth rates of the towns listed below. Since 1990, there has been a slight increase in the population. This trend of growth is occurring in every community and since 1980 the Town of Greenbush grew at 57%, the Town of Rhine at 17%, and Sheboygan County at 12%. Russell's population decreased by more than 6% since 1980.

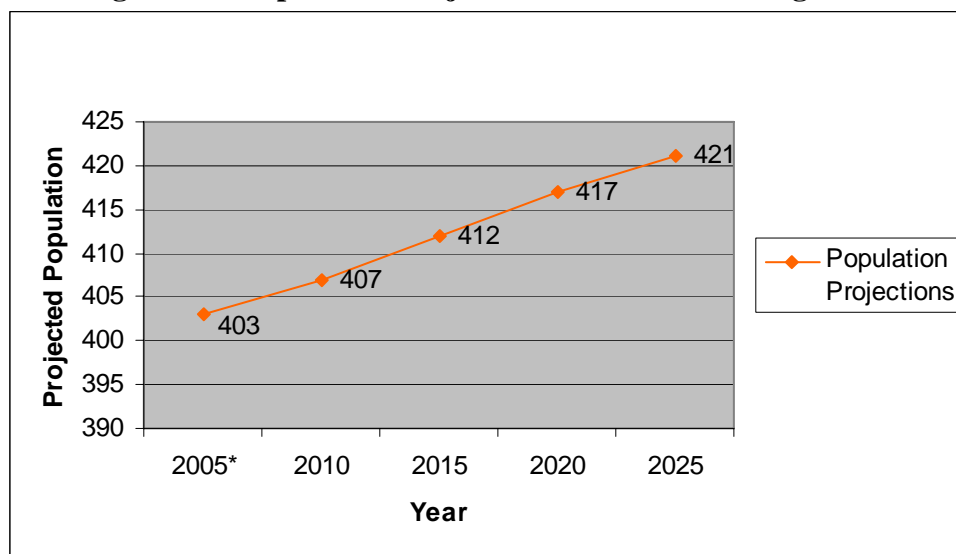
**Figure 3.1: Historic Population Levels, Russell & Selected Areas**

Year	Town of Greenbush	Town of Herman	Town of Rhine	Town of Russell	Sheboygan County
1940	1152	1932	1169	436	71,235
1950	1095	2120	1182	412	76,221
1960	1044	2438	1280	419	80,631
1970	1537	2042	1386	482	96,660
1980	1665	2095	1910	429	100,935
1990	1943	1820	2235	362	103,877
2000	2619*	2044	2244	399	112,656
<b>Growth 1940-2000</b>	<b>127%</b>	<b>6%</b>	<b>92%</b>	<b>-8%</b>	<b>58%</b>

Source: U.S. Census Bureau \* Corrected 2000 population

### Population Trends

Based on historical trends, the Wisconsin Department of Administration (WDOA) projects the Town of Russell's population to increase moderately over the next twenty years. This may not be accurate, though, because the population increased in 2005 by slightly more than the projection had stated it would. The growth in the Town of Russell may be greater than the projection predicts.

**Figure 3.2: Population Projections for Russell through 2025**

Source: Wisconsin Department of Administration \* 2005 is the WDOA projection, but the estimated population in 2005 for Russell was 406.

### Seasonal Population

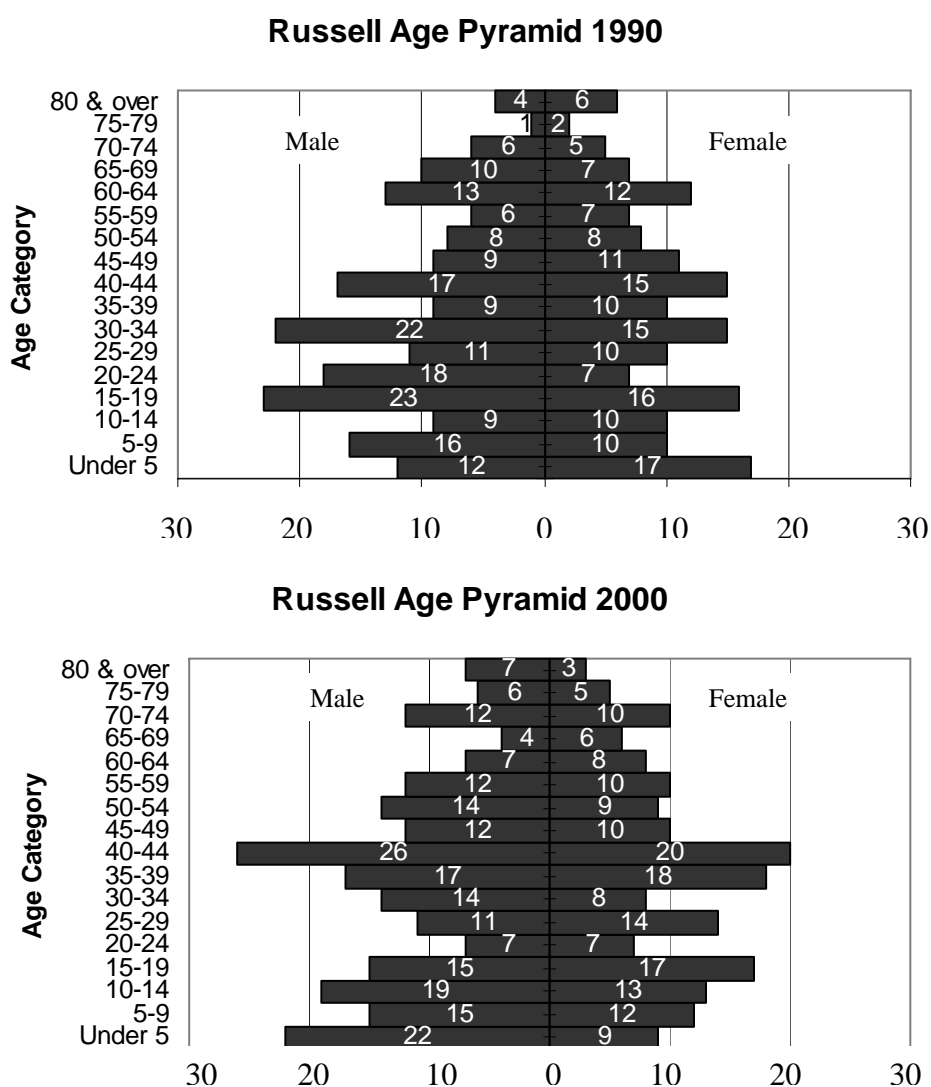
The estimated seasonal population for Russell was found by multiplying the number of seasonal housing units in Russell by the average number of persons per household in Russell (2.72). In 2000, Russell had 3 seasonal housing units, creating an estimated seasonal population of 9 persons. For comparison's sake, the seasonal population for the Town of Greenbush was 17; Village of Glenbeulah was 7; Village of Elkhart Lake was 340; Village of Random Lake was 51; and the Town of Rhine was 290. Seasonal population is not too significant for the Town of Russell, but for some of the surrounding communities the seasonal population is significant.



### Decade Population Pyramids

Figure 3.3 represents the distribution of age and gender from 1990 to 2000 for the Town of Russell. Because Russell's total population increased by 10% during the decade, comparing the two charts can be done, but there will be differences because of the high rate of growth in the last decade. When comparing the 1990 chart to the 2000 chart, it is helpful to remember that a particular age group in the 1990 chart shows up 10 years later in the 2000 chart. The largest age group in 1990, 30-34 year olds, continues to be the largest age group in 2000 because these people would now be in the 40-44 year old age category. In 2000, the population from 20 to 30 is smaller than the population from 10 to 20 in 1990. This means people are leaving the Town when they are finished with high school. The elderly population has grown since 1990. This means that the people who were 60 in 1990 stayed in the Town until 2000.

**Figure 3.3: Russell Age Pyramids**



Source: U.S. Census Bureau

### School Age, Working Age, and Retirement Age Groups

The majority of the Town of Russell's population is in the working age range. The Town has 61.7% of its population between 16 and 64, compared to Sheboygan County, which has 63.6% of its population in the working age category. The Town of Russell has a larger population in retirement age than other communities, but the percentage is still smaller than in Sheboygan County overall. At least the Town of Russell seems to be maintaining its elderly population and is not seeing a mass exit of people of retirement age.

**Figure 3.4: Population by Age Groups & Gender 2000, Town of Russell & Sheboygan County**

Age Groups	Russell Total	Russell Male	Russell Female	Russell Percent	Sheboygan County Percent
<b>School Age</b>					
5-11	42	26	16	10.5	10.0
12-14	17	8	7	4.3	4.5
15-17	23	10	13	5.8	4.7
<b>Working &amp; Voting Age</b>					
16+	299	160	139	74.9	77.6
16-64	246	131	115	61.7	63.6
18+	286	154	132	71.7	74.5
18-64	233	125	108	58.4	60.5
<b>Retirement Age</b>					
65+	53	29	24	13.3	14.0
<b>Total Population</b>	<b>399</b>	<b>220</b>	<b>179</b>		<b>112,646</b>

Source: U.S. Census Bureau

### Median Age

As seen in Figure 3.5, the median age of Russell residents has risen from 24.5 in 1980 to 37.2 in 2000, following the overall trend in the County. These statistics indicate an aging population with longer life expectancies, and an increasing percentage of elderly residents. With a lower growth rate than other towns, one would expect that the median age would be increasing. The Town of Russell's median age has increased the greatest in the last two decades compared to the other communities below. The Town of Russell's median age is also increasing at a greater pace than the median age of all of Sheboygan County. The aging trend that is occurring is countywide and is perhaps influenced by the aging of the "baby boomer" generation.

**Figure 3.5: Median Age 1980-2000, Russell & Selected Areas**

Geographic Area	1980	1990	2000
Greenbush	25.6	29.7	32.6
Herman	23.3	28.0	30.0
Rhine	29.2	33.6	39.8
Russell	24.5	33.0	37.2
Sheboygan County	30.3	33.8	36.8

Source: U.S. Census Bureau

## HOUSING INVENTORY

### Total Housing Unit Levels By Decade

The Town of Russell is experiencing a faster growth rate in housing units than the Town of Herman (See Figure 3.6). The Towns of Greenbush and Rhine are experiencing greater growth in total housing units. From 1990 to 2000, Russell's growth rate was over 13% and was higher than Greenbush, Herman, Rhine, and Sheboygan County's growth rates in the same time period. This increase in total housing units indicates that building in Russell is more appealing than other communities either due to its location or policies and regulations that encourage home building.

The number of new homes in Greenbush averaged 1.8 per year in the 1990's, whereas the Village of Howards Grove averaged 21 per year in the same decade. The Town of Russell needs to look at the policies that the other communities have adopted in order to achieve its desired growth.

**Figure 3.6: Total Housing Units 1980-2000, Town of Russell & Selected Areas**

Area	Year			Percent Change
	1980	1990	2000	1980-2000
Town of Greenbush	402	485	551	37.1%
Town of Herman	561	557	592	5.5%
Town of Rhine	633	900	961	51.8%
Town of Russell	121	131	149	23.1%
Sheboygan County	36,716	40,695	45,947	25.1%

Source: U.S. Census Bureau

### Housing Permits

New housing in the Town of Russell has been limited in the last decade. There were two "boom" years (1999 and 2002) when five housing permits were issued, but besides those years growth has been slow. There have been no multi-family structures or units placed in the Town in the last 10 years, which is typical for a Town with a rural nature. The average number of housing permits issued in the last 10 years is 1.8 permits issued each year. In the last two years, there has been no new housing permits issued, which means if people are coming into the Town of Russell, they are not building a new housing unit, but are buying existing housing units. With the rate of housing permits being so low, the Town of Russell will remain rural, and continue to grow at a slow speed over the next 20 years.

**Figure 3.7: Total Housing Permits Issued 1994-2005, Russell**

Year	Single-Family	Multi-family Structures/Units
1996	2	0
1997	1	0
1998	2	0
1999	5	0
2000	2	0
2001	0	0
2002	5	0
2003	1	0
2004	0	0
2005	0	0
<b>Total</b>	<b>18</b>	<b>0</b>
<b>Average</b>	<b>1.8</b>	<b>0</b>

Source: Town of Russell Records

### Historic and Projected Household Size

As shown in Figure 3.8, the average household size in Russell, like the other Lake Country communities, has been decreasing and is projected by the WDOA to continue to decline. Russell has the second highest projected household size of the Lake County communities and Sheboygan County as a whole.

The projected population by the WDOA for the Town of Russell by the year 2025 is 421. The average household size for the Town is projected to be 2.72 in 2025. The number of housing units needed to support the population of 421 in 2025 would be 155, if the household size projections and WDOA population projections are accurate. As of 2000, there were 149 housing units in the Town, which means an additional 6 would need to be constructed by 2025 or about .25 units per year or one every 4 years. The current rates of new construction would seem to be more than adequate to provide the housing needed for the projected population.

These projections can change with fluctuations in the economy, municipal policies, road construction, and migration. The Town should use these projections to help make decisions on desired outcomes. With proper planning, policies can be implemented that guide development and spur or limit growth to reach a desired outcome. Directing growth along desired courses will result in a strong, healthy community with adequate services and facilities.

**Figure 3.8: Historic & WDOA Projected Persons per Household\***

Municipality	1990	2000	2010	2015	2020	2025
Elkhart Lake	2.58	2.28	2.25	2.23	2.22	2.20
Glenbeulah	2.94	2.71	2.43	2.40	2.38	2.37
Greenbush	3.02	2.91	2.94	2.92	2.90	2.94
Rhine	2.94	2.71	2.65	2.63	2.61	2.59
Russell	3.04	2.85	2.81	2.77	2.76	2.72
Sheboygan County	2.63	2.59	2.54	2.52	2.50	2.48

Source: U.S. Census Bureau & Wisconsin Department of Administration

\*By calculating by Households, it means that group quarters population was excluded from the calculation.

### Housing Types-Units in Structure

In 2000, the majority of housing types in the Town of Russell (78.8%) are 1-unit detached. The percent of 1-unit detached structures in Russell is higher than the percent of 1-unit detached structures in all of Sheboygan County. Another big difference between Russell and Sheboygan County as a whole is that Russell has a significantly larger percent of mobile home units; Russell has seen a slight increase in the percent of mobile homes from 1990 to 2000. From 1990 to 2000, there was a drop in 2-unit structures from 15 to 11 and also a drop in the 3 or 4 unit structures. Russell has a large variety in its housing options for a small rural community. A variety of housing options including multi-family, condominiums, and assisted living facilities are a good way of providing affordable housing to retain young residents with entry-level incomes and to serve elderly residents with changing needs and limited income levels. Russell and the surrounding communities provide some of these options, but more assisted living facilities may be needed as the population ages.

**Figure 3.9: Total Units in Structure 1990 & 2000, Russell & Sheboygan County**

	Town of Russell 1990		Town of Russell 2000		Sheboygan County 1990	Sheboygan County 2000
Structure	Units	Percent	Units	Percent	Percent	Percent
1 unit, detached	104	71.2%	119	78.8%	65.9%	66.5%
1 unit, attached	3	2.1%	2	1.3%	1.6%	2.8%
2 unit	15	9.4%	11	7.3%	17.1%	14.1%
3 or 4 units	12	8.2%	6	4.0%	4.2%	3.8%
5 to 9 units	0	0.0%	0	0.0%	1.8%	3.2%
10 to 19 units	0	0.0%	0	0.0%	2.8%	2.5%
20 or more units	0	0.0%	0	0.0%	3.1%	4.1%
Mobile home	12	8.2%	13	8.6%	3.6%	2.9%

Source: U.S. Census Bureau

### Housing Occupancy and Tenure

The Town of Russell and Sheboygan County have similar percentages of housing occupancy and tenure in 1990 and 2000 (See Figure 3.10). The majority of Russell's occupied units are owner occupied. The number of occupied and owner-occupied units increased from 1990 to 2000 in the Town of Russell. Renter-occupied units have decreased in the Town since 1990, along with a decrease in the vacancy of units in the Town. The Town had a vacancy rate of 9.2% in 1990, which was down to a rate of 6.0% in 2000. Vacancy rates are the result of homes in the process of transferring ownership. If homes are sitting vacant, this often means there are too many homes available to satisfy market demand. This can affect the price of homes as well as the ability to sell a home. If demand is low, prices tend to fall, which can have an adverse affect on housing values in a community. The seasonal or recreational housing units are in line with the County's and have decreased in percentage of housing occupancy in Russell in the last decade.

**Figure 3.10: Housing Occupancy & Tenure 1990 & 2000, Russell & Sheboygan County**

	<b>Town of Russell 1990</b>		<b>Town of Russell 2000</b>		<b>Sheboygan County 1990</b>	<b>Sheboygan County 2000</b>
<b>Units</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
<b>Occupied</b>	<b>119</b>	<b>90.8%</b>	<b>140</b>	<b>94.0%</b>	<b>94.8%</b>	<b>94.8%</b>
Owner	102	77.9%	124	83.2%	70.3%	71.4%
Renter	17	13.0%	16	10.7%	29.7%	28.6%
<b>Vacant</b>	<b>12</b>	<b>9.2%</b>	<b>9</b>	<b>6.0%</b>	<b>5.2%</b>	<b>5.2%</b>
Seas., Recr., Occas. Use Other	3	2.3%	3	2.0%	1.9%	1.7%
<b>TOTALS</b>	<b>131</b>	<b>100%</b>	<b>149</b>	<b>100%</b>		

Source: U.S. Census Bureau

### Age of Housing

Looking at Figure 3.11, Russell has 102 housing units built before 1960 and 30 units built after 1980. Russell has 60.9% or 92 of its units built before 1940. The age of Russell's housing units is much higher than the other towns in the County. This means that close to two-thirds of the homes in Russell are quite old. Older homes generally require more maintenance and repair than newer homes. Maintaining older homes provides a good source of affordable housing and improves the overall character of the community. The number of homes built since 1970 has increased, compared to the homes built between 1940 and 1970.

**Figure 3.11: Year Structure was Built, Russell & Sheboygan County Towns**

<b>Year Structure Built</b>	<b>Number of Units in Russell</b>	<b>Percentage of Russell Housing Stock</b>	<b>Percentage of Housing Stock in all Towns</b>
<b>1990 to 2000</b>	12	7.9%	20.8%
<b>1980 to 1989</b>	18	11.9%	8.9%
<b>1970 to 1979</b>	11	7.3%	17.9%
<b>1960 to 1969</b>	8	5.3%	10.7%
<b>1940 to 1959</b>	10	6.6%	12.4%
<b>1939 or earlier</b>	92	60.9%	29.4%

Source: U.S. Census Bureau

### Condition of Housing Stock

Age is often an indicator of the overall condition of the housing stock. Though there are exceptions, it is generally true that older homes are not in as good of condition as newer ones. The portion of household income set aside for repairs and maintenance may become a burden for some local homeowners. At the same time, an older housing stock could signal a business opportunity for remodeling and repair contractors. Homeowners may need help in the form of special financing or programs to rehabilitate or refurbish older homes. Businesses and communities can work together to create new programs or take advantage of existing ones, which provide free or subsidized financing to support homeowners in maintaining older homes.

Another indicator of the condition of the overall housing stock is the number of substandard housing units in the Town. The units determined to be substandard should not be considered part

of the overall housing supply. The definition of substandard can vary from community to community and change over time. Often determining a structure as substandard can be based solely on the age of the structure, however, many older housing units have been remodeled or renovated and should not be considered substandard. The Town of Russell will look at substandard units not only by age, but also by the condition of the unit and if the unit has plumbing and a kitchen. As of 2000, there were 92 structures (60.9 percent of the total housing units) built prior to 1940, some of which may be substandard. According to the 2000 Census, every housing unit in the Town contained complete plumbing and kitchen facilities. Units without a complete kitchen or plumbing facility are typically considered substandard and removed from being considered as part of the overall housing stock. Therefore, the Town of Russell does not have any substandard structures based on these criteria. Using this rating, it means that 100 percent of the Town's units are in at least acceptable condition.

In the future, if the Town would like more in-depth information the Town should contact the assessor and ask for the Condition, Desirability, and Use rating system for rating its housing stock.

### Household Relationship

Figure 3.12 displays the varying household types and relationships that were found in the Town of Russell and Sheboygan County in 2000. 100% of the people residing in Russell live in households. The Town does not have any percentage of its population residing in group quarters, which differs from the County slightly. The Town of Russell has a slightly larger percent of children residing in its households (34.1%) compared to the County (29.9%). The household relationships in Russell are typical for other towns in the County.

**Figure 3.12: Household Relationships 2000, Town of Russell & Sheboygan County**

Units	Town of Russell 2000		Sheboygan County 2000	
	Number	Percent	Number	Percent
<b>Total Persons</b>	<b>399</b>		<b>112,646</b>	
<b>In Households</b>	<b>399</b>	<b>100.0%</b>	<b>109,080</b>	<b>96.8%</b>
Householder	140	35.1%	43,545	38.7%
Spouse	109	3.8%	25,273	22.4%
Child	136	34.1%	33,625	29.9%
Other Relative	3	.8%	2,428	2.2%
Non Relative	11	2.8%	2,171	3.7%
<b>In Group Quarters</b>	<b>0</b>	<b>0.0%</b>	<b>3,566</b>	<b>3.2%</b>
Institutionalized	0	0.0%	2,714	2.4%
Non-institutionalized	0	.0%	852	0.8%

Source: U.S. Census Bureau

### Housing Values

Besides the age and condition of the housing stock, supply and cost determine the overall availability of local housing. According to the 2000 Census, the median value of an owner-occupied home in Russell was \$98,300 which is lower than the average value for area towns of \$129,200 (Figure 3.13). The Town of Russell's median home value also was lower than that of

the average value for the Lake Country communities and Sheboygan County. The Town of Russell had the smallest percent change in its median home value between 1990 and 2000, only changing by 62%. The housing values are lowest of all of the towns in Sheboygan County, but the median value is higher than that of the Village of Glenbeulah. The lower value may be due to its location and the age of the housing units.

**Figure 3.13: Median Home Values for Russell, Sheboygan County Towns, & Lake Country Communities**

<b>Town</b>	<b>1990 Median Home Value</b>	<b>2000 Median Home Value</b>	<b>Percent Change</b>
Greenbush*	\$62,300	\$133,500	114%
Herman	\$63,600	\$108,600	71%
Holland	\$72,500	\$148,500	105%
Lima	\$64,300	\$118,500	84%
Lyndon	\$64,700	\$125,300	94%
Mitchell	\$67,500	\$139,900	107%
Mosel	\$67,300	\$114,100	70%
Plymouth	\$81,100	\$150,100	85%
Rhine *	\$76,500	\$149,400	95%
<b>Russell*</b>	<b>\$60,800</b>	<b>\$98,300</b>	<b>62%</b>
Scott	\$61,300	\$125,000	104%
Sheboygan	\$71,600	\$135,800	90%
Sheboygan Falls	\$64,100	\$122,900	92%
Sherman	\$64,400	\$133,500	107%
Wilson	\$83,300	\$134,600	62%
<b>Town Average</b>	<b>\$68,353</b>	<b>\$129,200</b>	<b>107%</b>
Elkhart Lake*	\$71,200	\$118,400	66%
Glenbeulah*	\$42,300	\$84,500	100%
<b>Lake Country Average*</b>	<b>\$62,620</b>	<b>\$116,820</b>	<b>87%</b>
<b>County Average</b>	<b>\$59,400</b>	<b>\$106,800</b>	<b>80%</b>

Source: U.S. Census Bureau

Figure 3.14 breaks down the value of owner-occupied housing in Russell and compares the Town with other towns, the Lake Country communities, and Sheboygan County as a whole. This table can give the Town an indication of whether it has the right “mix” of housing for different income levels. When compared to Sheboygan County as a whole, and even other towns, Russell has a lower percentage of homes below \$50,000. The Town of Russell has a greater percentage of housing lower than \$149,999 than other towns, the Lake Country communities, and Sheboygan County. The lower values and costs of the homes in Russell may allow for the Town to expand because many times first-time homeowners cannot purchase an expensive house, but Russell would be a perfect rural location for first-time homeowners because the median home values and owner-occupied housing values are lower than surrounding communities.



**Figure 3.14: Owner-Occupied Housing Value in 2000, Russell, Lake Country Communities, & Sheboygan County**

<b>Cost Range</b>	<b>Russell Percent of All Housing</b>	<b>County Towns Percent of All Housing</b>	<b>Lake Country Percent of All Housing</b>	<b>Sheboygan County Percent of All Housing</b>
Less than \$50,000	2.7%	1.0%	1.1%	2.2%
\$50,000 to \$99,999	49.3%	23.4%	30.5%	42.2%
\$100,000 to \$149,999	27.4%	37.7%	33.7%	34.7%
\$150,000 to \$199,999	15.1%	21.4%	17.4%	12.9%
\$200,000 to \$299,999	2.7%	10.9%	9.4%	5.7%
\$300,000 or more	2.7%	4.6%	7.9%	2.3%

Source: U.S. Census Bureau

### **Housing Costs – Rent and Mortgage**

Nearly every community suffers from a shortage of affordable housing. Affordable housing, however, is *not* the same as low-income housing. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan.

According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30% of household income for housing (including utilities). The 2000 Census shows the median household income in Russell was \$51,250.

Assuming a household earned the median income in 2000, the maximum monthly mortgage or rent, plus utilities, an average household could afford for housing was approximately \$1,281.25.

### **Rent and Income Comparison**

According to the 2000 Census, there were 15 renter-occupied units in Russell, and the median gross rent for renter-occupied housing units were \$410 within the Town. The median rent is less than the median rent in Elkhart Lake and Glenbeulah. Two households are paying between \$1000 and \$1499 a month for rent, which means they may be spending more than 30% of their income on living expenses.

### **Owner Costs and Income Comparison**

The 2000 Census indicates that 13 out of the 73, or 17.8% of selected owner-occupied housing units paid 30% or more for monthly owner costs and are considered to be living in non-affordable housing. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$975 for the Town of Russell. For owner-occupied units without a mortgage, the median monthly cost was \$297. With many residents paying more than 30% for housing, this would seem to indicate that many homeowners in the Town of Russell have stretched themselves financially.

### **Current Housing Supply & Occupancy – Owner and Rental Occupied**

The supply of housing in Sheboygan County has increased by 13% between 1990 and 2000 (U.S. Census Bureau). During the same period, the housing supply in the Town of Russell increased 13.7%, from 131 units to 149.

To meet the needs of residents, the local housing market must have an adequate supply of available housing units for sale or rent. The housing supply should be able to provide for brand new households, newcomers moving into the area, and changes in existing households brought about by growth, aging, and so forth. If it cannot, existing residents and potential residents will look elsewhere to live.

In 2000 about 10.7% of Russell's occupied housing supply was classified as renter-occupied housing (U.S. Census Bureau). This percentage falls short of the 25 to 33% of a community's housing supply that should be available as rental housing to ensure affordability and choice. This is not a large concern for the Town of Russell, due to its rural nature.

### **Projected Housing Units**

Demographics, migration trends, and population forecasts indicate that change appears to be inevitable. Estimating the amount of growth, however, is difficult, if not impossible. Demographic trends are influenced by "free will" factors, such as whether to marry or remain single, whether to have children and how many, and so forth. Migration trends can change dramatically if federal policies are altered. Population forecasts for a particular community are subject to a large variety of factors, including highway expansions, plant relocations, and the attractiveness of surrounding communities, which is out of the control of the Town of Russell. Figure 3.15 shows the WDOA's household population projections for the Town.

There is no guarantee that recent development trends will continue, and even if they do, there is no reason that a community necessarily has to allow past trends to continue, if these trends are not desired. To address these factors, many plans present separate high growth, moderate growth, and low growth scenarios, and the community can choose which scenario it wants to encourage.

About 79.1% of respondents to the 2004 Citizens Input Survey expressed a preference of growth at the present rate or a slower rate than from 1990 to 2000. Consequently, the Town of Russell has chose to develop a low-growth scenario. The Town of Russell thinks growth should occur in areas adjacent to St. Anna or the Village of Elkhart Lake. Very limited growth should occur in scattered parcels throughout the Town.

**Figure 3.15: WDOA Household Projections for the Town of Russell**

<b>Year</b>	<b>Total Households Projected by WDOA</b>	<b>Households Added</b>
2010	145	5
2015	149	4
2020	151	2
2025	155	4

*Source: Wisconsin Department of Administration*

### **Subsidized and Special Needs Housing**

Within the Sheboygan County area there exists a variety of agencies that help find and develop housing for persons with various physical and mental disabilities or other special needs. The Human Services Departments of the county has information regarding the following agencies:

Wisconsin Housing and Economic Development Authority (WHEDA), Lakeshore Community Action Program (Lakeshore CAP), and Housing Management Services. Within the Town, it is expected that assistance with home improvement, rent, and home loans, are the greatest needs for residents.

### **Housing Development Environment**

The Town of Russell's location near Highway 67 and within a half-hour's commute to Sheboygan to the East, Plymouth to the South, or Fond du Lac to the West, is attractive to working aged people. This community is also popular as people age and near retirement. The Town has a large number of acres, most of which are used in agriculture. There is land that would be used for development, and could accommodate small growth in the population.

In addition to housing for new residents, there will also occasionally be a need for some housing development in order to replace the older housing stock.

## **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

### *Housing Programs*

There are a variety of programs available to communities to help provide housing for residents of limited income or special needs. Some communities may want to explore developing their own programs. Resources for such programs include Department of Housing and Urban Development (HUD), USDA Rural Development, the State of Wisconsin Department of Administration, Division of Housing & Intergovernmental Relations, Wisconsin Housing and Economic Development Authority (WHEDA), the Lakeshore Community Action Program (Lakeshore CAP), housing trust fund, and nonprofit housing development corporations. Programs run through these organizations can help with the housing in a community.

### *Housing Plans*

There are currently no stand-alone housing plans for the Town of Russell, Sheboygan County, or the Bay-Lake Regional Planning Commission. The housing chapter of the Bay-Lake RPC's comprehensive plan, however, does identify issues and make broad recommendations for housing in the region. Issues identified include: 1) The need for more housing for all segments of the population, 2) Affordable housing for young families, 3) Ensuring that municipal ordinances do not deter or prevent the development of affordable housing, and 4) Affordable living for the elderly.

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by §66.1001(2)(b) are detailed below—along with options/actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter that states specific policies and programs the Town will follow to meet these requirements.

*The following text is for reference material ONLY and does NOT mandate implementation by the Town.*

- Promoting the development of housing that provides a range of choices to meet the needs of persons of all income levels and age groups, and persons with special needs.

Local actions can be taken through regulations and policies to promote a range of housing choices that meet a variety of needs. Some of these are as follows:

1. Zoning and subdivision regulation for smaller lot size. One technique to ensure a range of housing is to provide a range of densities and lot sizes. Traditional zoning may only allow for a limited variety of lot sizes throughout a single-family residential development. Land is expensive, but these prices can be reduced if the lot sizes are smaller because then it is less expensive for the parcel. Land development costs would also cost less with more development on less land. Finally, the infrastructure that is needed would be smaller than on a large development site. Another advantage is that smaller lot sizes may increase overall density within the community, but in return allows for the preservation of farmland, open space, and environmentally sensitive areas. Increasing density may meet opposition from existing areas residents, but to address this concern attention must be given to site design characteristics.

2. Standards in zoning and subdivision ordinances. Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of housing choices available in the community. By removing some of these requirements, communities can increase the range of housing opportunities. Some areas for reviewing subdivision regulations are:

*Setbacks-* large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulation should establish maximum front yard setback, either in addition to or instead of minimum setbacks. Side yard setbacks may all be decreased.

*Streets-* Narrower streets can reduce development costs.

*Lot Layout-* Traditional platting, design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options within the development.

*Lot Design and Vegetation-* using breezes and topography and trying to capture winter sun and block summer sun can save residents money on fuel costs.

3. Innovative zoning and subdivision techniques. Some development techniques can be used to encourage a broader range of housing choices.

*Mixed use* developments allow different land uses, such as commercial and residential, and allows several housing densities within a single development. Mixed-used developments can range in size from a single building with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing. Sensitive design and site planning are critical with mixed-use developments.

*Zero-lot-line* means that houses are placed on one of the side-lot lines and/or on the rear or front-lot line. This means on one side of the house there would be no setback. By placing a house on the lot lines, the amount of useable space on the other sides is doubled. The advantage of zero lot line is that it offers the lower costs associated with high-density development while still maintaining the privacy and appearance of traditional single-family detached housing.

*Cluster Development or Conservation Subdivision Design* - These developments allow housing units to be grouped on lots smaller than those normally allowed. Clustering can help

reduce housing costs because of decreased lot sizes and development costs, but it may increase site planning, design, and engineering costs. These developments may provide common open space along with recreational trails and facilities for the neighborhood or community to recreate. These developments are regulated in a number of ways. Zoning ordinances can specify zones in which cluster developments are permitted and/or allowed by special permit. Subdivision regulations can outline development standards for clustering.

- Promoting the availability of land for the development or redevelopment of affordable housing.

*1. Use of public or donated land for housing.* Developing on publicly owned land or land donated for affordable housing can substantially increase the financial feasibility of many housing projects. Communities can also seek to encourage the donation of land for affordable housing.

*2. Infrastructure improvements reserved for affordable housing.* Giving priority for sewer and water extension to projects that include housing units that are affordable can increase the likelihood that such housing will be built. The priority may be formalized in an ordinance or informally as a plan policy.

*3. Adaptive Reuse.* This involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded building include old schools, warehouses, and factories. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits. Communities can facilitate adaptive reuse by developing flexible ordinances to facilitate adaptive reuse, by arranging for possible property transfers of publicly-owned buildings, and by providing assistance in obtaining sources of funding such as loans, grants, and rent subsidies.

- Maintaining or rehabilitating existing housing stock.

It is important that the community's housing plan considers conservation of the communities existing housing stock.

*1. Building Code-* The State of Wisconsin has a uniform dwelling code that must be followed for the construction and inspection of all one and two-family dwellings in the state. Local communities have the responsibility to enforce the code.

*2. Housing Code-* All communities in Wisconsin can enact housing codes under their general authority to protect public health, safety, and welfare. Housing codes provide standards for how a dwelling unit is to be used and maintained over time.

*3. Community paint/fix up events-* Local governments should target home maintenance and rehabilitation programs at the neighborhood level because the visibility can help create peer pressure to motivate others to fix up their homes. One strategy is to organize painting and fix-up events in partnership with local professional and civic groups to encourage volunteers to help with exterior maintenance of target residences.

*4. Occupant education and cooperation*—Many repairs are simple enough that most homeowners can do them, if given some guidance. Educational programs to train homeowners and renters can help ensure that the homes are rehabilitated and maintained in good condition. These educational programs help property owners better understand the responsibilities of homeownership.

## **HOUSING STRATEGY**

The overall housing strategy was formulated in part from the population characteristics as well as the inventory of natural features within the planning area, and the Citizen Input Survey. The stated goal and objectives will be based on the information collected by the Citizen Input Survey and by the information provided within this element of the comprehensive plan.

### Housing Goals, Policies, and Programs

#### **1) To provide adequate housing for residents, while maintaining the rural country atmosphere.**

- a. *Policy/Program:* Maintain a slow housing growth rate, by limited the number of permits issued for new development.
- b. *Policy/Program:* Encourage carefully sited, single-family housing developments.
- c. *Policy/Program:* The Town will establish building codes and ordinances that support a rural country atmosphere.

#### **2) The Town of Russell prefers single-family, owner occupied housing.**

- a. *Policy/Program:* The Town land use map and zoning ordinances will favor single-family housing, housing for seniors, and affordable housing.

#### **3) The Town of Russell will limit any subdivisions, but if the need arises the Town will explore alternative (conservation) subdivision designs/layouts.**

Alternative (conservation) layouts cluster homes on part of a parcel and set aside the remainder of the parcel as permanent open space equally available to the residents of subdivision. This is one way to allow some development while still retaining some rural character.

- a. *Policy/Program:* The Town will schedule an educational session with an outside expert(s) to learn more about conservation subdivisions and their appropriateness for the Town, if the need arise.
- b. *Policy/Program:* The Town will not discourage sustainable development practices such as natural landscaping, permeable surfaces, green roofs, and “green” building materials.

## **CHAPTER 4 – ECONOMIC DEVELOPMENT**

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### **INTRODUCTION**

Comprehensive planning recognizes that many factors contribute to economic development opportunities and needs within a community. New growth or redevelopment can improve a community. For these reasons, labor force characteristics and economic base indicators were analyzed at the local, county, regional, and state level to determine trends, opportunities and needs for the Town of Russell. It is important to maintain a strong economy by creating and retaining desirable jobs, in the areas. The tax base expands when economic growth occurs, which in turn, helps to provide the level of services the residents expect. Economic development expenditures are an investment in the community.

The Town of Russell is an area with agricultural and residential interests. For these reasons, it is important that the labor force characteristics, economic base indicators, and economic strengths and weaknesses of the Town are analyzed. Identifying these strengths and weaknesses helps the Town work towards promoting its identified goals. The data of economic development spans from 1990 to 2005. The U.S. Census bureau provides information over 10 year periods, whereas the Department of Administration (DOA) provides information over shorter periods of time. Once the Town has information on its economic activity, they may decide to devote some resources toward recruiting or promoting certain types of development in the Town of Russell.

### **SUMMARY AND IMPLICATIONS OF INVENTORY**

The economic development inventory conducted for the Town of Russell has a higher percentage (16%) of residents working in the Town. This percentage is higher than surrounding towns, but the number of residents working within Sheboygan County has dropped. A possible explanation for this drop is the proximity of the Town of Russell to Fond du Lac, Calumet, and Manitowoc Counties. The unemployment rate has been relatively low, with over 35% of workers being employed in manufacturing related jobs and 16% in agriculture, forestry, and fishing industries. Manufacturing has tended to remain strong despite competition from overseas. Much of its continued success is attributable to niche products and high tech processes requiring advanced skill sets from workers. In fact, manufacturing is the primary sector exporting goods/services out of the County and thereby bringing wealth and investment into the area. Arts, entertainment, and recreational services and construction are playing a larger role in the Town, whereas not as many people are employed in retail trade. An area that the Town is not seeing growth, like other communities, is health services, but this may be due to the location of the Town.

The Town would like to continue to foster a strong agricultural base, with small scale and home-based development that is sensitive to the environment and the Town's rural atmosphere. Most large developments need to be focused near Elkhart Lake or Glenbeulah. There are a variety of programs available at all levels of government that might suit the Town of Russell if the right opportunity arises.

### **ECONOMIC DEVELOPMENT PROGRAMS**

This section contains a brief explanation of the agencies that could potentially help the Town and the Town's businesses with loans and grants.

**Local**

The Town of Russell does not have any local economic development programs; however, the Town can establish its own revolving Loan Fund for Economic Development through the Department of Commerce.

The Town can also assist local businesses by officially supporting the businesses within the Bay-Lake Regional Planning Commission's *Comprehensive Economic Development Strategy* document, published annually and reported to the Department of Commerce, thus making the business eligible for state grant consideration.

**County**

Sheboygan County, through its participation in the Wisconsin Community Development Grant Program has retained funds for the establishment of a Business Revolving Loan Fund (RLF). This fund is designed to create employment opportunities, encourage private investment, and provide a financing alternative for small start-up or expanding businesses in the County. The RLF program includes interest rates and loan maturities that are designed to encourage business development, while providing for the recapitalization and growth of the RLF. Eligible activities include 1) acquisition of land, buildings, equipment, and fixed assets, 2) construction or reconstruction of buildings, 3) installation of fixed equipment, 4) working capital, and 5) buy-outs by purchase of assets. Eligible projects must also leverage private dollars, create jobs, provide collateral. Loans are generally for amounts greater than \$25,000.

In addition, Sheboygan County is assisted by the Sheboygan County Chamber of Commerce and UW-Extension on economic development. The County has also been designated a Technology Zone by the Department of Commerce. This program is further described in the Regional portion below.

**Regional**

Sheboygan County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) *Technology Zone* program. This program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and support the development of high-tech industries in the region. Contact the Department of Commerce for more information on the Technology Zone program.

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



Lakeshore Technical College in Cleveland formed the LTC Center for Entrepreneurship in 2005. The center helps prospective business owners launch new businesses, sustains existing companies, and collaborates with local agencies and governmental bodies to make sure business owners are provided with up-to-date information and resources. The Center's advisory committee is made up of area bankers, attorneys, accountants, businesspeople, and other officials from throughout Sheboygan and Manitowoc Counties. The advice offered is free of charge.

### **State**

The Wisconsin Department of Commerce has several grant programs that would be available to the Town of Russell. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, housing rehabilitation, and many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community.

Tax incremental financing (TIF) is an economic development tool available to cities and villages (and to a much lesser extent towns) in Wisconsin. TIF provides the means for a developer to work together with a community to finance the clean up of a blighted area or to spur job-creating industrial and/or commercial development. Wisconsin Act 231 provides towns' limited authority to create TIF districts. The Act authorizes a town to use the TIF law for projects related to agriculture, forestry, manufacturing, or tourism. The Act defines the limited types of activities related to agriculture, forestry, manufacturing, or tourism that are eligible for town TIF projects. The Act authorizes a town to use the TIF law for limited residential development, as defined in the Act, but only to the extent that the development has a necessary and incidental relationship to an agriculture, forestry, manufacturing, or tourism project. The Act further authorizes the towns to use the TIF law for retail development that is limited to the retail sale of products produced due to agriculture, forestry, or manufacturing projects. Regardless of what type of project is down, at least 75% of the proposed TIF's area must be intended for agriculture, forestry, manufacturing, or tourism activities, as defined in the Act.

### **Federal**

Some examples of federal programs that could assist the Town of Russell in economic development include:

#### ***USDA Wisconsin Rural Development Programs***

##### ***Rural Business Opportunity Grant Program***

Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 10,000 people or less. A maximum of \$1.5 million per grant is authorized.

*Rural Economic Development Loans and Grants*

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to, project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunctions with rural economic development loans.

*Rural Business Enterprise Grants Program (RBEG)*

The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and federally-recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 people or more and its immediately adjacent urbanized or urbanizing area. The small or emerging businesses to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technology innovations and commercialization of new products, and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to, construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

*US Department of Commerce, Economic Development Administration Programs**Public Works and Economic Development Program*

The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

**LABOR FORCE CHARACTERISTICS**

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces or under age 16. Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and gender characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal elements. An understanding of the characteristics of the local and regional labor force is an important consideration when planning an economic development strategy, since businesses and industries require an adequate supply of qualified workers.

**Place of Work**

The ability to retain valuable human resources within a county or a town is a good indicator of the overall health of the economy in the county and its respective municipalities. It is not too large of a concern that only 16% of Russell residents work in the Town because it is a rural community with limited job opportunities (see Figure 4.1). It is to be expected that only about 53% of Town residents worked within Sheboygan County in 2000, which is likely due to the Town's close proximity to other counties. The nearby counties also have villages and cities with job opportunities closer to many Russell residents than jobs in Sheboygan County. This drop

was a drop of 13% since 1990, but as society becomes more mobile it is likely more residents will have the ability to work outside the county.

While the overall trends of working in the county seems to be dropping, the Town of Herman saw a slight increase in the percent of residents living there and working within Sheboygan County or the village, while Russell experienced a decline. The other towns mirror the trends Russell is experiencing, but the other towns have not seen as steep of a decrease as the Town of Russell. As the number of people working outside the County increases, local officials need to keep in mind that a higher percentage of residents will be commuting to work. This often means they are probably doing their shopping at stores near where they work, and will not be as likely to need or support local stores. Long commutes also leave less time for family, community, and entrepreneurial activities.

**Figure 4.1: Place of Work, 1990 & 2000, Town of Russell and Nearby Towns**

Town	Place of Work	1990	2000	Percent Decrease/ Increase
Elkhart Lake residents	Within the Village	29%	23%	-6%
	Within Sheboygan County	90%	82%	-8%
Glenbeulah residents	Within the Village	11%	5%	-6%
	Within Sheboygan County	94%	90%	-4%
Greenbush residents	Within the Town	--	13%	--
	Within Sheboygan County	88%	81%	-7%
Herman residents	Within the Town	--	22%	--
	Within Sheboygan County	90%	92%	2%
Rhine residents	Within the Town	--	11%	--
	Within Sheboygan County	83%	80%	-3%
Russell residents	Within the Town	--	16%	--
	Within Sheboygan County	66%	53%	-13%

Source: U.S. Census Bureau Sampling Data

### Occupation

Figure 4.2 shows that in 2000, the majority of employed persons in the Town of Russell were either in “Production, transportation, and material moving jobs” (29.2%) or in “Management, professional, and related occupations” (23.5%). The Town has fewer residents in service and farming than all other occupations. The residents of the Town of Russell have a very balanced workforce by occupation. The Town has all six of the occupation categories at over 8% of the population. When comparing employment by occupation of the Town of Russell to Sheboygan County, there are quite a few similarities, but Russell has a much larger percentage of people employed in farming occupations. This is to be expected because the Town of Russell is very rural compared to other parts of the County. The Town and County both have the largest portion of their populations in production and management and their fewest in farming. By knowing what type of occupations people are employed in, the Town of Russell is able to see what type of jobs its residents would have experience in for future development. The Town can help create developments that utilize their residents’ skills, education, and previous experience.

**Figure 4.2: Percentage of Employed by Occupation, 2000, Town of Russell & Selected Areas**

Occupation	Greenbush		Herman		Rhine		Russell		Sheboygan County	
	#	%	#	%	#	%	#	%	#	%
Management, professional, and related occupations	293	31.4%	316	26.1%	406	30.0%	53	23.5%	15,422	25.90%
Service occupations	107	11.4%	200	16.5%	159	11.8%	25	11.1%	8,084	13.60%
Sales and office jobs	164	17.5%	281	23.2%	243	18.0%	37	16.4%	12,831	21.60%
Farming, fishing, and forestry occupations	31	3.3%	14	1.2%	19	1.4%	19	8.4%	527	0.90%
Construction, extractions, and maintenance	100	10.7%	110	9.1%	94	7.0%	26	11.5%	4,898	8.20%
Production, transportation, and material moving jobs	238	25.5%	288	23.8%	429	31.8%	66	29.2%	17,692	29.80%

Source: U.S. Census Bureau

### Industry

Figure 4.3 groups Town residents by the industry category in which they work. Finance, construction, and the arts continued to grow from 1990 to 2000, while agriculture, manufacturing, and retail trade all slipped slightly throughout that time period.

Although there has been concern recently about the future of manufacturing as an industry, this data shows that it is holding its own in the Town of Russell. An October 2005 report by the Manufacturing Performance Institute said, Wisconsin could become one of the nation's top manufacturing states in the 21<sup>st</sup> century, if companies take the necessary steps to compete globally. Even though the sector has been battered by foreign competition and has lost 90,000 jobs statewide since 2001, manufacturing and the industries it supports still comprise almost half of Wisconsin's economy. A key to success will be incorporating technology into the manufacturing process, meaning workers will need to continue upgrading their knowledge and skills as necessary. On the other hand, manufacturers producing products that are very labor-intensive and easily shipped around the world will have a hard time competing. Figure 4.4 illustrates industries residents of Russell are employed in.

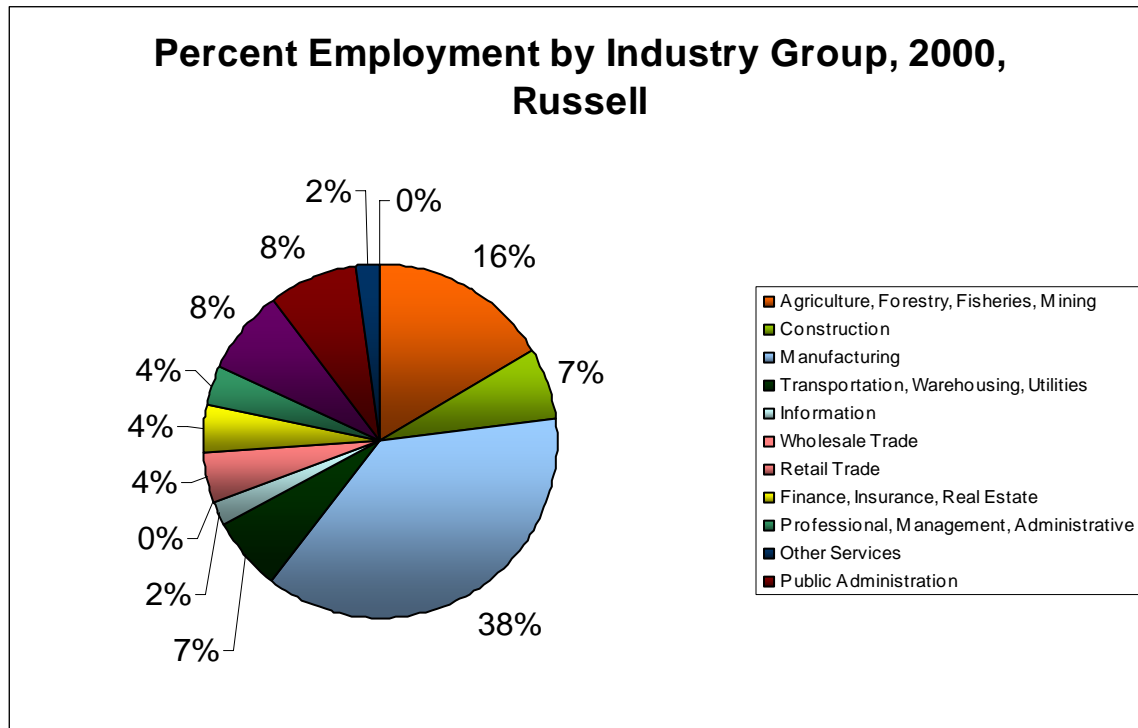
**Figure 4.3: Employed Persons by Industry Group, 2000, Town of Russell & Selected Areas**

Industry	Greenbush		Rhine		Russell		Sheboygan County	
	1990	2000	1990	2000	1990	2000	1990	2000
Agriculture, Forestry, Fisheries, Mining	13.78%	9.32%	7.50%	3.04%	19.79%	16.37%	3.09%	1.9%
Construction	4.81%	6.86%	5.17%	6.07%	3.13%	6.64%	4.36%	5.5%
Manufacturing	37.45%	34.30%	43.83%	46.89%	39.58%	37.61%	38.38%	38.3%
Transportation, Warehousing, Utilities	7.15%	4.29%	3.42%	1.78%	5.21%	6.64%	4.10%	2.5%
Information	--	1.18%	--	1.48%	--	2.21%	--	9.6%
Wholesale Trade	1.17%	2.36%	4.17%	3.41%	3.13%	0.0%	3.36%	2.8%
Retail Trade	11.57%	6.75%	11.83%	8.37%	10.94%	4.42%	15.80%	1.4%
Finance, Insurance, Real Estate	2.21%	5.36%	3.50%	2.81%	1.04%	4.42%	4.39%	4.2%

Industry	Greenbush		Rhine		Russell		Sheboygan County	
	1990	2000	1990	2000	1990	2000	1990	2000
Professional, Management, Administrative	--	4.29%	--	3.63%	--	3.54%	--	4.8%
Business & Repair Services	2.99%	--	2.92%	--	4.17%	--	2.80%	--
Personal Services	1.43%	--	1.83%	--	1.04%	--	2.66%	--
Arts, Entertainment, Recreational Services	0.65%	5.57%	0.58%	6.74%	0.0%	7.96%	0.81%	17.2%
Educational, Health, Social Services	11.83%	15.65%	10.92%	12.96%	8.33%	7.96%	13.95%	6.5%
Other Services	2.21%	1.50%	2.83%	2.07%	2.60%	2.21%	4.42%	3.2%
Public Administration	2.73%	2.57%	1.50%	0.74%	1.04%	0.0%	1.88%	2.0%

Source: U.S. Census Bureau

**Figure 4.4: Percent Employment by Industry Group, 2000, Town of Russell**



Source: U.S. Census Bureau

### Class of Worker

Figure 4.5 classifies the workers living in Russell by the type of company or organization they are employed by. There is a trend of growth in the for-profit and not-for-profit sectors. While state and federal government employees are increasing in the Town of Russell, the percent of local government employees is decreasing. Russell does not have any workers, in the U.S. Census Bureau's sampling data, listed as an unpaid family position. This may indicate that in

order for people to live in the area, they must be working or they could not afford to live in the Town of Russell.

**Figure 4.5: Class of Worker, 1990-2000, Town of Russell and Nearby Towns**

	Greenbush		Herman		Rhine		Russell	
<b>Class of Worker</b>	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>
Private For-Profit Company	75.42%	81.68%	70.92%	80.73%	78.58%	83.96%	74.48%	79.89%
Private Not-for-Profit Organization, Entity, etc.	4.03%	4.26%	13.75%	10.20%	4.08%	5.73%	2.08%	8.99%
Local Government	3.25%	5.91%	4.03%	3.66%	5.92%	3.13%	4.17%	1.06%
State Government	3.64%	2.60%	0.79%	0.78%	1.67%	2.06%	1.04%	2.12%
Federal Government	0.91%	0.59%	0.49%	1.05%	0.25%	0.61%	2.08%	3.70%
Self-Employed	12.48%	4.73%	9.53%	3.57%	7.67%	4.51%	13.02%	4.23%
Unpaid Family	0.26%	0.24%	0.49%	0.00%	1.83%	0.00%	3.13%	0.00%

Source: U.S. Census Bureau

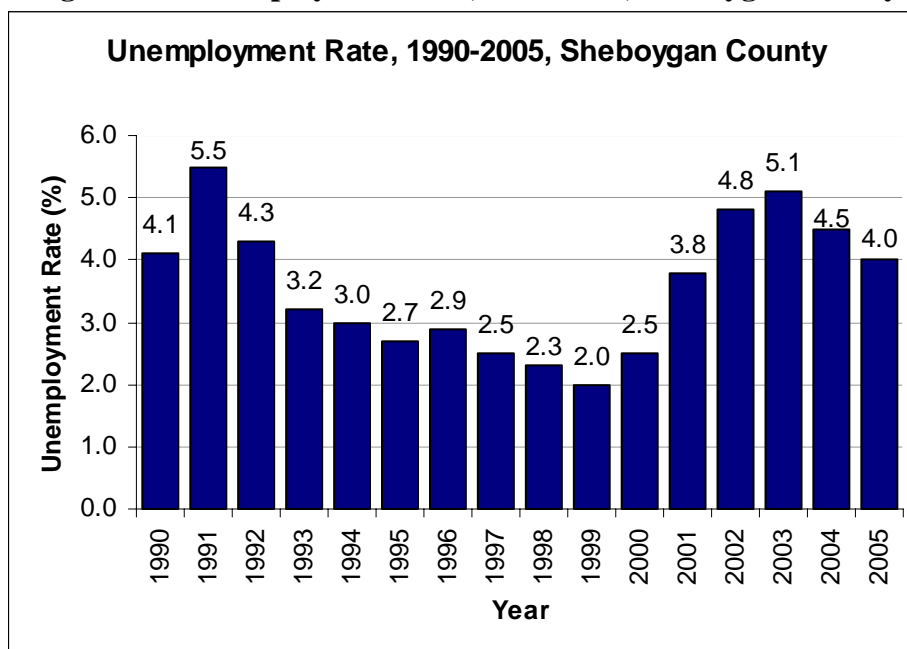
### Unemployment Rate

The civilian labor force for Sheboygan County has experienced both slight increases and decreases since 1990 (see Figure 4.6). The unemployment rate reached its lowest point in 1999 with 2% of the civilian labor force being unemployed (see Figure 4.7). From 1999 to 2004 the unemployment rate continued to increase in both Sheboygan County and Wisconsin. There was a slight decrease in unemployment in 2005. For the period between 1990-2005, the civilian labor force in the County increased 16%, the number of unemployed increased by 12%, and the number of employed increased by 16%. Generally, Sheboygan County has a lower unemployment rate than the rest of the state.

**Figure 4.6: Average Unemployment Rates, 1990-2005, Sheboygan County and Wisconsin**

<b>Year</b>	<b>Sheboygan County Civilian Labor Force</b>	<b>Sheboygan County Employed</b>	<b>Sheboygan County Unemployed</b>	<b>Sheboygan County Unemployment Rate</b>	<b>Wisconsin Unemployment Rate</b>
1990	55,935	53,637	2,298	4.1%	4.3%
1991	56,026	52,927	3,099	5.5%	5.3%
1992	56,487	54,046	2,441	4.3%	5.2%
1993	57,713	55,884	1,829	3.2%	4.5%
1994	60,252	58,437	1,815	3.0%	4.3%
1995	61,666	59,978	1,688	2.7%	3.7%
1996	61,388	59,603	1,785	2.9%	3.6%
1997	60,985	59,474	1,511	2.5%	3.5%
1998	61,781	60,356	1,425	2.3%	3.3%
1999	62,528	61,273	1,255	2.0%	3.1%
2000	64,605	63,010	1,595	2.5%	3.4%
2001	64,796	62,348	2,448	3.8%	4.4%
2002	64,529	61,445	3,084	4.8%	5.3%
2003	64,515	61,246	3,269	5.1%	5.6%
2004	64,227	61,354	2,873	4.5%	5.0%
2005	64,961	62,375	2,586	4.0%	4.7%

Source: Wisconsin Department of Workforce Development

**Figure 4.7: Unemployment Rate, 1990-2005, Sheboygan County**

Source: Wisconsin Department of Workforce Development

### Employment Forecast

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, (2000-2010)*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. According to the Department of Workforce Development, in 2010 the services industry is projected to continue to be the industry with the largest share of employment followed by wholesale and retail trade, and manufacturing. The service jobs, along with wholesale and retail trade, will continue to increase, whereas the manufacturing employment is projected to decrease by 2010. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers are projected to increase the number of jobs to the state's labor market by 19% by 2010. The largest divisions within this industry group are projected to be business services, educational services, and health services. With the aging of the population, the demand for such services will continue to increase. The wholesale and retail trade industry is projected to increase the number of jobs by 10%. The manufacturing industry is projected to lose approximately 2% of its jobs by 2010.

### Local Employment Forecast

From 1990-2000, the manufacturing industry continued to be the industry with the largest share of employment in Sheboygan County. The services industry and retail trade industry are the county's second and third highest employers respectively. This trend is expected to continue, however increases in manufacturing are expected to be at a lower rate than those of the service industry. This is due to advancing technologies in manufacturing and an aging population that may require additional services.

In 1990, the employment data was available for each business within the Town of Russell and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. Referring back to Figure 4.1, Place of Work, 16% of workers living in the Town of Russell worked within the Town, and 53% of workers living in the Town worked within Sheboygan County. Since Russell is a small-rural community, with slow growth, this commuting trend will likely continue for local employment throughout the Town's 20-year planning period.

### Median Household Income

In 1989, the median household income in the Town of Russell was \$32,500 (see Figure 4.8). This was higher than the median income for Sheboygan County and the State of Wisconsin. The Town of Russell's 1999 median income was \$51,250, a 58% increase from 1989. The Town of Russell had the second largest percent increase in its median income for all the communities listed below, along with the County, and State. The median income increased by \$18,750 in a decade. This increase may be due to the type of occupations new residents to the Town of Russell hold.

**Figure 4.8: Median Household Income, 1989 and 1999, Town of Russell & Selected Areas**

Municipality	1989	1999	Percentage Increase
Elkhart Lake	\$38,077	\$56,538	48.48%
Glenbeulah	\$29,861	\$42,656	42.85%
Greenbush	\$38,523	\$54,118	40.48%
Herman	\$33,261	\$51,875	55.96%
Rhine	\$37,168	\$62,500	68.16%
Russell	\$32,500	\$51,250	57.69%
Sheboygan County	\$31,603	\$46,237	46.31%
State of WI	\$29,442	\$43,791	48.73%

Source: U.S. Census Bureau

### Personal Income

The per return income for residents in the Town of Russell increased 11% from 2000-2004 (Figure 4.9). The 2004 personal income of \$43,436 for Town of Russell residents was the second lowest among the surrounding communities, the region, and the state. The percent change of per return income was in the middle for the Town of Russell, compared to the other areas listed in Figure 4.9. The growth in personal income bodes well for economic development in the Town of Russell. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.



**Figure 4.9: Municipal Per Return Income, 2000-2004, Town of Russell & Selected Areas**

						Percent Change
Area	2000	2001	2002	2003	2004	2000-2004
Village of Elkhart Lake	\$51,096	\$52,859	\$49,226	\$73,487	\$55,775	9.2
Village of Glenbeulah	\$32,356	\$32,862	\$33,942	\$39,379	\$36,420	12.6
Town of Greenbush	\$41,893	\$43,241	\$48,075	\$48,071	\$49,096	17.2
Town of Herman	\$38,990	\$39,634	\$41,608	\$42,385	\$45,962	17.9
Town of Rhine	\$47,137	\$47,181	\$56,922	\$57,935	\$60,312	28.0
Town of Russell	\$39,178	\$41,088	\$36,527	\$42,464	\$43,436	10.9
Sheboygan County	\$39,878	\$40,188	\$40,109	\$41,786	\$42,972	7.8
Bay-Lake Region	\$35,589	\$35,785	\$35,652	\$36,904	\$38,272	7.5
Wisconsin	\$40,570	\$40,847	\$40,719	\$42,474	\$43,512	7.3

Source: Wisconsin Municipal Per Return Income Report, for years cited

## ECONOMIC BASE

### Employment by Economic Division

To understand the future employment trend in the Town of Russell, an understanding of the local and county economy is required as detailed in the following *Location Quotient Analysis and Threshold Analysis* findings. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resources-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local actors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector, because it brings in wealth from outside the community.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: (1) agriculture, forestry, and fishing, (2) mining, (3) construction, and (4) manufacturing. There are five services-producing sectors: (1) transportation and public utilities, (2) wholesale trade, (3) retail trade, (4) finance, insurance, and real estate, and (5) services.

### Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy of Sheboygan County to the United States. This allows for identifying specializations in the Sheboygan County economy (Figure 4.10). If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic and that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service; employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods or services than the local economy can use; therefore, these goods and services are exported to non-local areas, which makes them basic sector employment.

**Figure 4.10: Employment by Industry Group, 1990-2000,  
Sheboygan County & U.S., LQ Analysis**

Item	Sheboygan County		United States		Percent Change 1990-2000		Sheb. Co. Location Quotient	
	1990	2000	1990	2000	Sheb.	U.S.	1990	2000
Total full-time and part-time employment	62,505	76,317	139,426,900	167,465,300	22.10	20.10	--	--
Farm Employment	1,849	1,574	3,153,000	3,103,000	-14.90	-1.60	1.31	1.11
Nonfarm Employment	60,656	74,743	136,273,900	164,362,300	23.20	20.60	0.99	1.00
Private employment	54,850	68,247	11,507,790	141,621,300	24.40	23.10	1.06	1.06
Ag. Services, forestry, fishing and other	436	762	1,453,000	2,166,800	74.80	49.10	0.67	0.77
Mining	38	49	1,044,100	795,400	28.90	-23.80	0.08	0.14
Construction	2,483	3,707	7,260,800	9,604,300	49.30	32.30	0.76	0.85
Manufacturing	22,224	27,394	19,697,200	19,106,900	23.30	-3.00	2.52	3.15
Transportation & public utilities	1,974	2,310	6,568,600	8,247,100	17.00	25.60	0.67	0.61
Wholesale trade	1,846	2,255	6,711,500	7,584,900	22.2	13	0.61	0.65
Retail trade	9,843	10,896	22,920,500	27,344,100	10.7	19.3	0.96	0.87
Finance, insurance, and real estate	3,382	4,288	10,712,600	13,495,100	26.8	26	0.7	0.7
Services	12,624	16,586	38,709,600	53,276,700	31.4	37.6	0.73	0.68

Source: U.S. Department of Commerce, Bureau of Economic Analysis

### Threshold Analysis

#### Export Base (Basic Employment)

There are two areas within the 2000 Sheboygan County economy that can be considered basic employment areas: farm employment and manufacturing (Figure 4.10). These two areas produce more goods and services than the local economy can use. When Location Quotients increase over time, this suggests that the economy is getting closer to reaching and exceeding the local demand. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on the non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

#### Non-Basic Employment Industry

Under private employment, there are eight areas that can be considered non-basic: agriculture services, forestry, fishing and other; mining; construction; transportation and public utilities; wholesale trade; retail trade; finance, insurance, real estate; and services. These industries are not meeting local demand for a given good or service. For example, the transportation and public utilities industry, retail trade industry and the services industry's LQ actually decreased since 1990. However, it is reasonable to believe the Sheboygan County economy could support more of these industry types.

### Top Ten Employers within Sheboygan County

The ten largest employers in Sheboygan County (Figure 4.11) had at least 500 or more workers. With a high percentage of employment in the manufacturing and services sector, it is not surprising that the majority of the ten largest employers in the County are in the manufacturing sector. Manufacturing is considered a basic employment area, this can be seen because four of the top ten companies in Sheboygan County are involved in manufacturing.

**Figure 4.11: Top Ten Employers, 2007, Sheboygan County**

Company	Product or Service	Size
Kohler Company	Plumbing Products Manufacturing	1,000+
Sheboygan Public School	Public Education	1,000+
Bemis Manufacturing Company	Plastics Manufacturing	1,000+
County of Sheboygan	Government Services	1,000+
J. L. French Corporation	Die Casting	1,000+
Aurora Medical Group Inc.	Health Care Services	1,000+
Aurora Health Care Central Inc.	Offices of Physicians	500-999
Rockline Industries Inc.	All Other Converted Paper Product Manufacturing	500-999
Sargento Foods Inc.	Food Processing	500-999
Johnsonville Brats	Meat Processed	500-999

Source: Wisconsin Workforce Development

### Top Employers within the Town of Russell

The largest employers in the Town of Russell in 2005 are listed in Figure 4.12. There are two employers in Russell with between 10 and 19 employees. This means that the majority of Town of Russell residents do not work in the Town. These residents commute to surrounding areas for their jobs.



**Figure 4.12: Top Employers in the Town of Russell, 2007**

Company	Product or Service	Size Range
Three Guys & a Grill	Restaurant	10-19
Drake Dairy Inc.	Dairy Cattle & Milk Production	10-19
St. Anna Garage & Auto Body	General Automotive Repair	1-4
Muehlbauer Construction LLC.	Single-Family Home Construction	1-4
Town of Russell	Government Offices	1-4

Source: Wisconsin Workforce Development

### County Agricultural Economy

In Sheboygan County, agriculture is a large contributor to the local economy. Agriculture accounts for \$1.67 billion in economic activity, almost 20% of the County's total economic activity. The agricultural portion of Sheboygan County's economy contributes \$478.2 million in take-home income annually, 12.2% of the total income for Sheboygan County. There are almost 9,179 jobs tied to agriculture, nearly 12% of the total County workforce.

## STRENGTHS AND WEAKNESSES ANALYSIS

### Introduction

This section of the plan looks at conditions within the Town as either a strength, a weakness, or as a general statement of fact for retaining or attracting businesses. These factors may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan. This will allow the residents to understand their community's continued economic viability and future draw for new businesses. This portion of the chapter gives a perspective from a business point of view. It reflects concerns, issues, and questions that current and future business owners might ask about a community when formulating a plan or expanding their business.

### Strengths

- Presence of farming community and agricultural-related businesses in the surrounding communities gives the Town a strong agricultural infrastructure.
- Rural-small town atmosphere.
- Extremely low crime rate.
- Sheboygan County Highway Department satellite office located in Elkhart Lake.
- Fiscally Healthy local government.
- The Broughton Sheboygan Marsh Park is in the Town.
- Lower Taxes.

**Figure 4.13: Local Tax Rate for Selected Municipalities**

Municipality	School District	Net Tax Rate per \$1000 Assessed Value
Elkhart Lake	Elkhart-Glenbeulah	\$23.20
Glenbeulah	Elkhart-Glenbeulah	\$20.49
Greenbush	New Holstein	\$15.72
	Campbellsport	\$17.04
	Elkhart-Glenbeulah	\$15.88
	Plymouth	\$15.98
Rhine	Elkhart-Glenbeulah	\$23.10
	Howards Grove	\$26.33
	Kiel	\$25.42
	Plymouth	\$23.25
Russell	Elkhart-Glenbeulah	\$18.32
	Kiel	\$20.03
	New Holstein	\$18.16
Adell	Random Lake	\$21.83
Cascade	Plymouth	\$22.00

Municipality	School District	Net Tax Rate per \$1000 Assessed Value
Howards Grove	Howards Grove	\$26.42
Kohler	Sheboygan Falls	\$17.05
	Kohler	\$20.06
	Sheboygan	\$21.84
Oostburg	Oostburg	\$20.07
Random Lake	Random Lake	\$20.18
Waldo	Plymouth	\$22.26
City of Plymouth	Plymouth	\$24.04

*Source: Sheboygan County Planning Department, Real Property Listing Office 2006 Tax Rates*

- Good relationships with the surrounding Towns and Villages.
- Local fire department service, first responder, and ambulance services from Elkhart Lake, St. Anna, Kiel, St. Cloud.
- Land is available in the Town for economic development.

### **Weaknesses**

- No public sewer or water provided by the Town.
- Occasional heavy truck and tractor traffic, dust, and occasional odors.
- Must drive elsewhere for major/retail/grocery/services/healthcare.
- No economic development organization or business association.
- Sheboygan County is a non-attainment area from an air quality standard.
- Most of the labor works outside of the Town.
- Most residents do not want to see commercial growth.

Large commercial development may be hard to achieve in the Town of Russell, but small development relating to agriculture and keeping the Town's rural nature in mind would be accepted. The Town needs to accentuate its strengths.

## **SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT**

### **Existing Site Inventory and Analysis**

The Town of Russell has very little land developed as commercial and that would be on the northern edge of the Town in St. Anna. This site capitalizes on the location of a small unincorporated area. There is also a few commercial properties near the Broughton Marsh Park. These properties capitalize on the visitors to the marsh park.

Although the exact number is uncertain, there are undoubtedly several home-based businesses scattered throughout the Town on parcels predominately residential or agricultural. Future locations of home-based businesses could be almost anywhere.

The major economic related use in the Town is agriculture, which is found throughout the Town, especially on well-drained soils and moderate or low sloping lands. While individual agricultural producers will likely expand, the overall use is not expected to increase.

There are no non-metallic mining sites in the Town, and the Town does not have many potential areas for non-metallic mining resources.

### **Evaluation of Environmentally Contaminated Sites**

Recently, WisDNR and the EPA have been urging the clean-up of contaminated commercial or industrial sites, so they can be used more productively. According to the WisDNR list of Leaking Underground Storage Tanks (LUST) sites, the Town of Russell does not have any. The Town of Russell also does not have any sites designated as part of the WisDNR Environmental Repair Program (ERP). ERP sites are areas other than LUST sites that have had contaminated soil and/or groundwater.

### **Designation of Business and Industrial Development**

#### **Commercial Uses**

The Town of Russell will seek to steer most commercial activities toward St. Anna, Elkhart Lake, Kiel, and Glenbeulah. The Town will continue to allow home-based businesses, as well as those scattered types of businesses that provide needed services to locals.

#### **Industrial Uses**

Due to a lack of municipal utilities and services, the Town does not see itself attracting industrial uses, since such uses would be better located in communities where the infrastructure is more supportive. Possible exceptions might include agricultural related industries such as biofuels.

#### **Acreage Projections**

The Town does not plan to designate additional lands for industrial uses during that 20-year planning period, however, under appropriate conditions lands might be rezoned for expansions of specialized uses such as non-metallic mining and agricultural related industries like biofuels. Nor does the Town plan to allocate tracts of land for commercial development during the period. Again, in keeping with the Town's rural atmosphere, a limited number of rezonings to commercial may be allowed. For detailed information see the Potential Future Land Use Map.

### **COMMUNITY FINANCES**

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Figure 4.14 provides a history of the taxes levied in the Town of Russell as officially reported to the Wisconsin Department of Revenue. The Town's total property tax has increased by over 9% from 2000 to 2005. Overall, the Town's share of the property tax has continued to grow, while the state tax credit has continued to drop.

**Figure 4.14: Comparative Tax Appropriations, 2000-2005, Town of Russell**

Year Levied	Total Property Tax	Village Share of Property Tax	State Tax Credit
2005	\$444,466	\$57,488	\$26,710
2004	\$452,447	\$56,375	\$28,671
2003	\$429,539	\$51,165	\$30,314
2002	\$416,747	\$51,505	\$31,679
2001	\$437,757	\$50,202	\$31,140
2000	\$407,285	\$45,095	\$30,579

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes for years cited

The ability to finance community projects is measured by the general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. The municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by the following Figure 4.15, the Town of Russell's total general obligation debt as of December 31, 2004 was \$0, which is 0.0% of its full value, and allows the debt margin to remain at \$1,179,905; this is the amount the Town could legally borrow. Since Wisconsin Department of Revenue statistics for 2003 show that on average towns in the state borrow about 36% of their legally authorized maximum, the Town has clearly been conservative in its borrowing, which is a sound and legitimate financial practice. The Town has remained conservative in its borrowing over the last six years because as the debt limit has increased the existing debt of the Town has decreased. With Russell borrowing conservatively, it could be said that the Town has the capacity to more assertively invest in itself by taking advantage of its substantial debt margin to upgrade local infrastructure, provide additional services, or to create improvement programs.

**Figure 4.15: Public Indebtness, 1999-2004, Town of Russell**

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2004	\$23,598,100	\$1,179,905	\$0	\$1,179,905
2003	\$22,066,900	\$1,103,345	\$0	\$1,103,345
2002	\$20,627,000	\$1,031,350	\$0	\$1,031,350
2001	\$20,809,200	\$1,040,460	\$0	\$1,040,460
2000	\$19,248,200	\$962,410	\$0	\$962,410
1999	\$19,155,300	\$957,765	\$0	\$957,765

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes and County and Municipal Revenues and Expenditures for years cited

## COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES

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

### Economic Development Goals, Policies, and Programs

#### **1) Simulate a healthy economy for residents, while focusing on community values and the rural country environment.**

- a. *Policy/Program:* The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development.

- b. *Policy/Program:* Utilize the least productive farmlands for more appropriate uses.
- c. *Policy/Program:* Consider development techniques (e.g. Conservation Subdivisions) that preserve the agricultural lands and open spaces in the Town.
- d. *Policy/Program:* Continually review and update the Town's Zoning Ordinance, specifically as it relates to agricultural practices. Regulatory language should assure a strong future for agriculture in the Town, but should not cause a hardship on neighboring uses, the environment, or to the general public.
- e. *Policy/Program:* Continue to work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well-planned growth and rural character preservation.

**2) Protect the agriculture base to keep the farming economy strong.**

- a. *Policy/Program:* Protect farmlands for agricultural operations
- b. *Policy/Program:* Identify productive agricultural lands by utilizing the *Soil Survey of Sheboygan County*.
- c. *Policy/Program:* The farmer's "Right to do Business" is best protected by local zoning power. The State of Wisconsin through the Agricultural Protection Act recommends properly asserted zoning power as the best mean for preserving a town's agricultural base.
- d. *Policy/Program:* Work with the county and state in identifying the possible use of Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) within the county, to assist farmers and to help preserve farming within the Town.

**3) Encourage economic development that consists of neighbor friendly, small home-based businesses.**

- a. *Policy/Program:* The Town Board will issue permits based upon such factors as the types of traffic generated, noise, odor, lighting, and visibility of business related materials and equipment.
- b. *Policy/Program:* The Town will encourage home-based businesses undergoing substantial expansion to relocate to a more suitable location such as close to a nearby village.

**4) Identify areas for industrial development, it will not be encouraged within the town.**

- a. *Policy/Program:* Establish areas zoned for small business (other than home-based business) development.
- b. *Policy/Program:* Monitor any commercial or industrial development that occurs adjacent to the Town to ensure that the growth is compatible with the Town's rural nature and in order to lessen potential conflicts.



## **CHAPTER 5 – TRANSPORTATION**

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### **INTRODUCTION**

This section of the Town of Russell's Comprehensive Plan focuses on various transportation elements that comprise the Town's transportation system. We use transportation to travel to where we work, shop, and recreate. This mobility requires the need for good infrastructure that includes: roadways, transit, trails, and other modes. We demand a transportation network that is safe, efficient, and dependable. This chapter includes an inventory of the modes of transportation available to residents of the Town and county. The transportation plans that are currently applicable will be taken into consideration, along with some ideas that should be included in future transportation plans. This element of the plan also contains descriptions of roadway classification. Considerations of clean air, economic development, transportation control measures, and changes occurring in surrounding areas have greatly increased the importance of well-planned transportation facilities and policies. At the end of the chapter, a transportation strategy is outlined with possible policies and programs the Town of Russell should consider.

### **SUMMARY AND IMPLICATIONS**

Through its comprehensive planning process, the Town of Russell seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the Town's adopted 20-year comprehensive plan.

The transportation facility inventory conducted for the Town of Russell has established that the Town currently has approximately 20 miles of town roads. The Town's jurisdictional responsibility relative to its local roads includes maintenance, repair, and reconstruction of the roads as needed. The primary source of funding for maintaining, rehabilitating, and reconstructing the local road system in the Town for Russell is the state's general transportation aid. The Town's internal transportation system of town roads is complemented by seven County Trunk Highways providing access to local roads within the Town as well as other roads within Sheboygan County, the region, and the state.

Currently, the Town does not have any specific facilities (bicycle paths, paved shoulders, stand-alone bike trails, and/or sidewalks) to serve bicyclists and pedestrians. However, on the condition that traffic levels remain moderate or low, the Town's existing local road roads and county trunks should be able to safely and efficiently serve the needs of bicyclists and pedestrians. The residents of the Town typically use the shoulders of the roads as their pedestrian facilities.

The recommendations in this plan call for a safe and efficient transportation system for the Town. Providing a transportation system plan that complements the existing land uses should be a priority. Making sure roads are well-maintained is also a priority to the Town of Russell.

### **TRANSPORTATION FUNDING PROGRAMS**

The following section identifies the agencies, as well as the programs established and administered by those agencies, to provide financial and technical support for the operation, maintenance and planning of the Town's transportation system.

### Wisconsin Department of Transportation

#### *General Transportation Aid (GTA)*

Town road improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality, which pays a portion of the local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" was \$1,862 for calendar year 2006. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state and federal money for local highway purposes.

#### *Local Mileage Certification*

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Local road certification also includes the requirement to report major road rehabilitation and improvements, new construction, and reconstruction of existing roads. Asphalt overlays of 1-inch or more are considered major improvements to the road. The Town does not have to report crack filling or seal-coating projects.

#### *Local Roads Improvement Program (LRIP)*

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first of the year. Applications are submitted through the county highway commissioners by November 15 of the off numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP), 2) Town Road Improvement component (TRIP), and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; 1) CHIP-D County Highway Discretionary Improvement Program; 2) TRIP-D Town road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let<sup>1</sup>, with up to 50% of the costs reimbursed by WDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

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<sup>1</sup> This means that the project is possible through a specific action, in this case it is possible for the local governments to get reimbursed for some of their costs.

*Local Bridge Program*

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5 million and exceed 475 feet in length). This program funds 80% of the project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings of less than 80 are eligible for rehabilitation, and those with sufficiency ratings of less than 50 are eligible for replacement.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WDOT Transportation Office staff in the winter of odd numbered years, with program approval in summer of odd numbered years. The program has a three-year cycle.

*Flood Damage Aids*

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

*Traffic Signing and Marking Enhancement Program*

This WDOT program is available to local governments to enhance the visibility of traffic signs and roadway markings in an effort to assist older drivers and pedestrians. Eligible projects include updating to larger, brighter, and more reflective signs and increasing the reflectivity of yellow centerlines and white edge “fog lines” on roadway pavement. The program pays up to 75% of the total eligible costs, with the local government contributing matching funds equal to at least 25% of the total eligible costs.

*Rural and Small Urban Area Public Transportation Assistance Program- Section 5311*

Allocations to the State of Wisconsin are set at a federal level. Funds may be used for operating assistance and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

*Specialized Transportation Assistance Program for Counties – Section 85.21*

Allocations under this formula program are based upon the proportion of the state’s elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- Directly provided transportation service for the elderly and disabled
- Purchase of transportation service from any public or private organization
- A user-subsidy for the elderly or disabled passenger for their use of their transportation service
- Volunteer driver escort reimbursement
- Performing or purchasing planning or management studies on transportation

- Coordinating transportation services
- Performing or purchasing in-service training relating to transportation services
- Purchasing capital equipment (buses, vans etc.) for transportation services

The following provides a brief description of competitive transportation related grant programs that are federally and state funded:

*Local Transportation Enhancement Program (TE)*

Administered by the WDOT, the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories listed below:

- Providing facilities for bicycles and pedestrians
- Providing safety and educational activities for pedestrians and bicyclists
- Acquiring scenic easements and scenic or historic sites
- Sponsoring scenic or historic highway programs, including the provision for tourist and welcome centers
- Landscaping and other scenic beautification
- Preserving historic sites
- Rehabilitating and operating historic transportation buildings and structures
- Preserving abandoned railway corridors
- Controlling and removing outdoor advertising
- Conducting archaeological planning and research
- Mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality
- Establishing transportation museums

Federal funds will cover up to 80% of the project, while the project sponsor is responsible for providing at least a 20% match.

*Surface Transportation Program – Discretionary (STP-D)*

This program encourages projects that foster alternatives to single occupancy vehicle trips, such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities with a population over 5,000 are eligible to apply for the funds through the competitive application process.

*Transportation Demands Management Programs*

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: **TDM Grant Program and Wisconsin Employment Transportation Assistance Program (WETAP).**

*TDM Grant Program*

The TDM Grant Program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing Single Occupancy Vehicle (SOV) trips. WDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

*Wisconsin Employment Transportation Assistance Program (WETAP)*

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties.

*Transportation Economic Assistance (TEA Grant) Program*

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

**Federal Highway Administration Programs***Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU)*

The SAFETEA-LU program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety, and economic development. SAFETEA-LU represents the largest surface transportation investment in the Nation's history. Built as an off-spring to the pilot program, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), the bill was signed into law by President Bush on August 10, 2005.

The SAFETEA-LU program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2009.

Funds are used to help achieve locally determined goals, such as improving transportation efficiency, reducing the negative effects of transportation on the environment, providing better access to jobs, services and trade centers, reducing the need for costly future infrastructure, and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies, while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking, better and safer operation of existing roads, signals and transit systems, development of new types of transportation financing and land use alternatives, development of new programs and tools to measure success, and the creation of new planning tools and policies necessary to implement SAFETEA-LU-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic-calming measures or other coordinated transportation and community and system preservation practices. There is no local match required under this program; projects are fully funded, although priority is given to those applications that demonstrate a commitment of non-federal resources.

Under the SAFETEA-LU, Sheboygan County received a federal grant for the Non-Motorized Transportation Pilot Program, only one of four awarded throughout the country, to develop a network of non-motorized transportation facilities that connect neighborhoods, retail centers, schools, recreation amenities, and employment centers and will allow people to change the way they choose to move around through their daily lives. This funding will expire in 2010, but if the Town would like to pursue improvements to its pedestrian and bicycling facilities, this may be a source of funding for those improvements.

## INVENTORY OF TRANSPORTION FACILITIES

### Highways

There are no state highways in the Town of Russell. Some county highways that run or border the Town are County Highways Q, H, J, NR, SR, P, and MM. (See Figure 5.1 for a listing of these highways.) There are approximately 11.25 miles of county highways in Russell.



Figure 5.1: Town of Russell Roadways	
COUNTY HIGHWAYS	
County Road H	County Road P
County Road J	County Road Q
County Road MM	County Road SR
County Road NR	
LOCAL ROADS	
Anderson Court	Kornetzke Court
Clark Road	Lefebber Court
Dickman Court	Marsh Court
Drake Court	Olrich Court
Ford Road	River Lane
Grogen Road	Rusmar Road
Highview Road	Schmahl Court
Holstein Road	Sexton Road
Horn Court	Sheboygan Road
Hunters Court	South Court
Irish Court	Turba Court
Kempf Court	Watry Court

Source: Sheboygan County Planning Department, 2006

**Roads**

There are approximately 24 named roads and approximately 20 miles of town roads within the Town of Russell (See Figure 5.1 for a listing of these roads).

**Inter-County Bus Service (WETAP) & Transit**

There are no transit services provided to or by the Town of Russell. However, transit service is available in the City of Sheboygan and the City of Sheboygan Falls.

**Elderly and Disabled Transportation System**

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services with paid or volunteer drivers and volunteer programs with private vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the Town of Russell are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department, Division of Aging. Long-distance transport options include Superior Medical Transport, headquartered in Oostburg.

The door-to-door specialized transportation of elderly and disabled persons within Sheboygan County, including the Town of Russell, is provided by the Sheboygan County Health and Human Services Department. The Sheboygan County Health and Human Services Department contracted the provision of this service with G & G Enterprises of Wisconsin, Inc. (doing business as Handicare Transportation) in May of 1993. For the most part, service comments since privatization of the transportation service have been quite favorable, until recently. In August 2006, it was discovered that many of the vehicles used for transportation were breaking down and in need of repairs. This transportation system's use may need to be re-evaluated. Priority trips include medical, nutritional, and work-related activities, as well as adult day care/day programming, personal appointments and grocery shopping. If the schedule cannot accommodate a medical appointment, a volunteer driver is located to transport the person; this service is not available for medical appointments by residents of nursing homes.

The Health and Human Services Board of the Sheboygan County Board has been designated by the County Board Chairman as the Transportation Coordination Board. This board is composed of six County Board Supervisors and three citizens, and is a standing board of the County Board. Sheboygan County has a high degree of coordination of transportation services for elderly and disabled persons. All other groups who operate transportation programs are aware of the Health and Human Services Transportation Program, and contact the Sheboygan County Health and Human Services Department office to supplement their service. Some specific examples of coordinated service include daily service to the Rehabilitation Center of Sheboygan (RCS), handling all requests for transportation services and daily service to nursing homes for visitors.

**Air Transportation**

The inventory of air transportation systems and facilities included both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The Wisconsin DOT Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

### **Regional Air Service**

At the regional level, the primary commercial-passenger and air freight service for residents of the Village of Glenbeulah (and Sheboygan County) is provided either by Austin Straubel International Airport, located near the City of Green Bay, or General Mitchell International Airport located south of the City of Milwaukee. Austin Straubel is owned and operated by Brown County and is a full service regional connector that provides direct service flights to 7 major cities, including Milwaukee, Wisconsin; Atlanta, Georgia; Chicago, Illinois; Detroit, Michigan; Las Vegas, Nevada; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and 32 departures daily. An alternative choice for passenger service is General Mitchell International Airport located in Milwaukee, which is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 12 airlines offer roughly 220 daily departures (plus 220 daily arrivals). Approximately 90 cities are served nonstop or direct from Mitchell International. It is the largest airport in Wisconsin, and has been ranked the 5<sup>th</sup> best airport overall in the nation.

### **Local Air Service**

Sheboygan County Memorial Airport is located about 15 miles southeast of the Town of Russell. The Sheboygan County Memorial Airport is classified as a Transport/Corporate (T/C) Airport. Transport class facilities can serve aircraft weighing as much as 60,000 pounds provided that approach speeds are less than 121 knots, with wing spans less than 80 feet in length. The primary runway is nearly 4,000 feet in length and 75 feet in width. Corporate charter and limited commuter service are available at this airport. This airport facility is capable of handling precision instrument approach operations. In 1997, there were approximately 64,000 operations at the airport, which was an increase of approximately 3,000 flight operations from the 1992 total. Aircraft based at the facility increased from 79 in 1992 to 110 in 1995. Flight operations at the airport include more than 30,000 general aviation itinerant flights and nearly 29,000 local aviation general purpose flights. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

An expansion plan is in place for the airport with a horizon year of 2020. This expansion plan recommends extending the primary runway 1,400 feet (600 feet to the south and 800 feet to the north) and extending the crosswind runway 1,000 feet (300 feet to the east and 700 feet to the west). These runways would be extended to allow for larger aircraft to utilize the airport. The existing terminal site would be expanded under this plan. A significant portion of CTH O would need to be relocated slightly to the south where it meets with CTH TT if the airport plan is implemented; this relocation has been recommended in the *Year 2020 Sheboygan Area Transportation Plan (SATP)*. In addition, a small portion of Highland Road would be relocated if recommended improvements are implemented.

### **Private and Recreational Airstrip Facilities**

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed airstrip is located to allow approaching and departing aircraft to clear all public roads, highways, railroads, waterways or other traverse ways by a height that complies with applicable federal standards. The permit is issued upon an application review by WisDOT, the county, and



the municipality in which the facility is located, and by the appropriate regional planning commission.

In the County there are seven privately owned airstrips consisting of a 2,100 foot runway along STH 144 west of Random Lake; a 2,000 foot runway near CTH OK in the Town of Wilson; a 1,200 foot runway north of CTH J in the Town of Sheboygan Falls; a 2,500 foot runway east of Dairyland Drive in the Town of Mosel; a 2,300 foot runway near the Village of Oostburg; a 2,700 foot runway near the Lake Michigan shoreline in the Town of Holland; and a 2,500 foot runway north and west of CTH V in the Town of Wilson. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

There are two helipads within Sheboygan County, all associated with medical facilities. The first of these is owned by St. Nicholas Hospital in Sheboygan. The second helipad is owned by Aurora Memorial Medical Center in Sheboygan.

### **Waterborne Transportation**

There are no commercial port, harbor, or marina facilities within the Town of Russell (The Broughton County Marsh Park is used primarily for recreational purposes). However, due to its location within Sheboygan County, relative to Lake Michigan and Lake Winnebago, numerous marina and harbor facilities are located within driving distance from the Town.

### **Rail Transportation**

There are no railroad tracks that run through the Town of Russell.

### **Trucking**

There are currently no trucking companies within the Town of Russell.

### **Bike Facility Systems**

The Wisconsin Bicycle Map identifies general bicycling conditions on the state and county highways located within Sheboygan County. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for bicycling. The bicycling conditions are known specific to some roads in the Town.

**Best Conditions for Bicycling** – These county highways and state highways will have light volumes of traffic and may have many other favorable factors such as good sight distance and minimal truck traffic. This classification may include a small number of highways approaching a moderate level of traffic but with paved shoulders.

- County Highway H – west of County Highway J into St. Anna
- County Highway Q – west from County Highway H to the county line
- County Highway MM – Until County Highway J
- County Highway SR
- County Highway NR

**Moderate Conditions for Bicycling** – These roadways have moderate traffic volumes for the amount of pavement width present. This classification may also include county highways and

state highways with paved shoulders, but slightly more traffic. Due to moderate traffic volumes, less experienced cyclists should use care on these segments.

- County Highway J – north of County Highway P until the northern County line.

The Wisconsin State Bicycle Plan does not identify if county or local roads have paved shoulders of a width of at least four to five feet. Studies have shown that paving road shoulders, (from four to five feet in width) not only improves safety for bicyclist and pedestrians, but will also decrease long-term maintenance costs for the facility and will improve motor vehicle safety.

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* has identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Sheboygan County and the Town of Russell. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County.

Currently, within the Town of Russell there are no paved bicycle lanes or stand-alone bike trails. The Town may have an opportunity to improve bicycling conditions through the non-motorized transportation grant dollars to be distributed to local projects within the next three years.

*Source: 2005 Wisconsin Bicycle Map. The information is compiled by the Bicycle Federation of Wisconsin and the WisDot. Note: The map does not include information specific to the Village, just the surrounding roads.*

### **Pedestrian Facility Systems**

Currently, there are no pedestrian facilities located in the Town of Russell, and there are currently no plans to pave the shoulders of the roads to a width of 4 to 5 feet.

## **EVALUTAION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM**

### **Roads and Highways**

There are several basic considerations useful in assessing the road system within a community. These considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the Town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

### **Functional Class**

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector, and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs, and traffic volumes. The road system for the Town of Russell has been functionally classified based on the criteria identified by the WisDOT in Figure 5.2. Figure 5.3 is a map of the road system for the Town of Russell. Figure 5.4 is a map of the functional road classification within the Town.

### **Arterial Roads**

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely, and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Arterial roads are further categorized into either principal or minor arterial roads based on traffic volumes. Within the Town of Russell, there are no principal or minor arterial roads.

### **Collector Roads**

The primary function of those roads classified as collectors is to provide general area to area routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers, and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function, but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school, and between home and those places where business and commerce are conducted. Collector roads are further delineated by classification as major or minor collectors.

In the Town of Russell, CTH J and CTH Q are functionally classified as major collectors. The county highways servicing the Town that are classified as a minor collectors are CTH H, CTH NR, and CTH SR.

### **Local Roads**

The primary and most important function of local roads is to provide direct access to the lands adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the rural area. All roads that are not classified as arterial or collector facilities within the Town are classified as local roads. Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are nearly 25 miles of local roads under the jurisdiction of the Town.

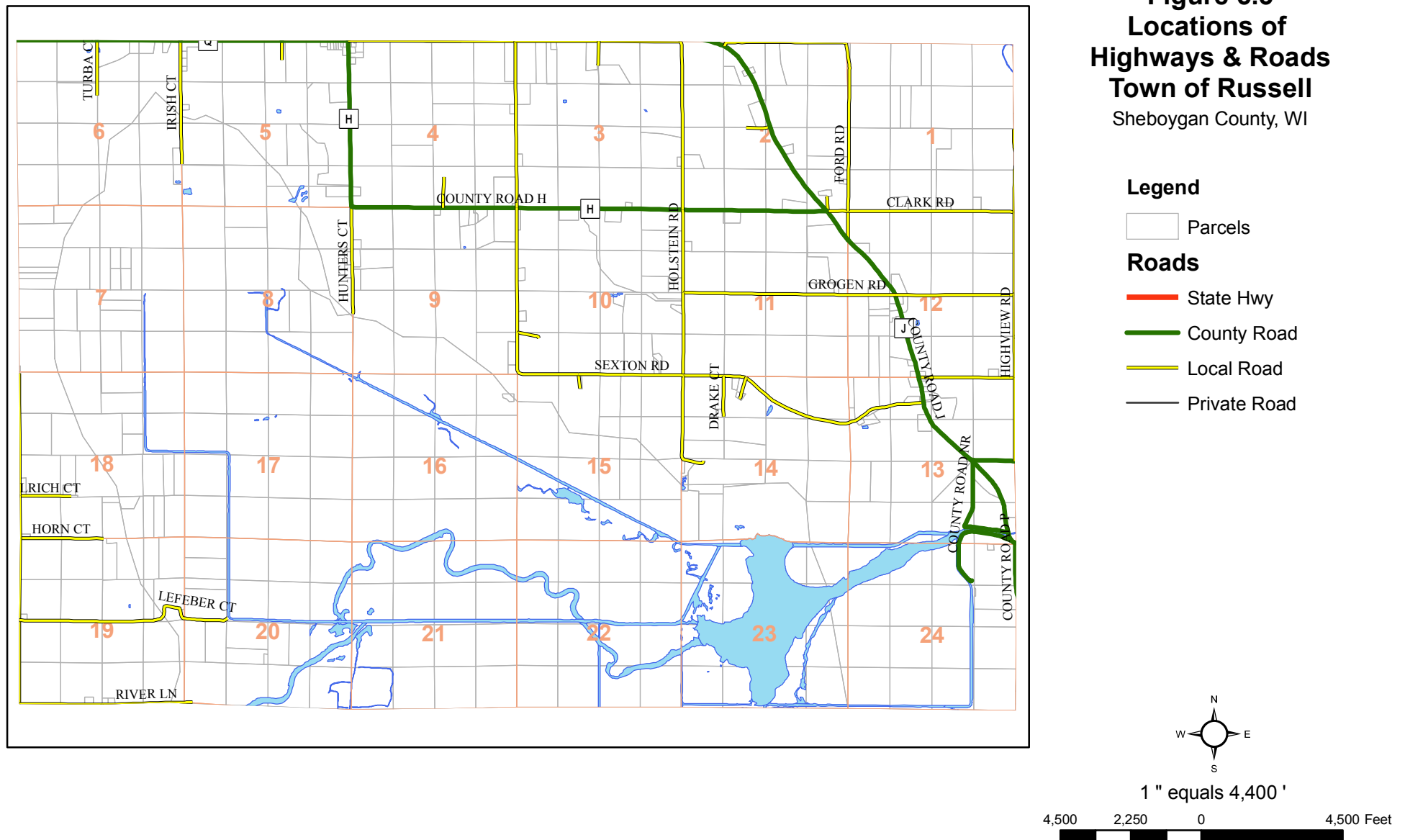
### **Traffic Counts**

An analysis of past and present volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. The traffic on County Highway J at MM has increased by 200 since 1996. The traffic has also increased on Sheboygan Road, whereas the traffic on

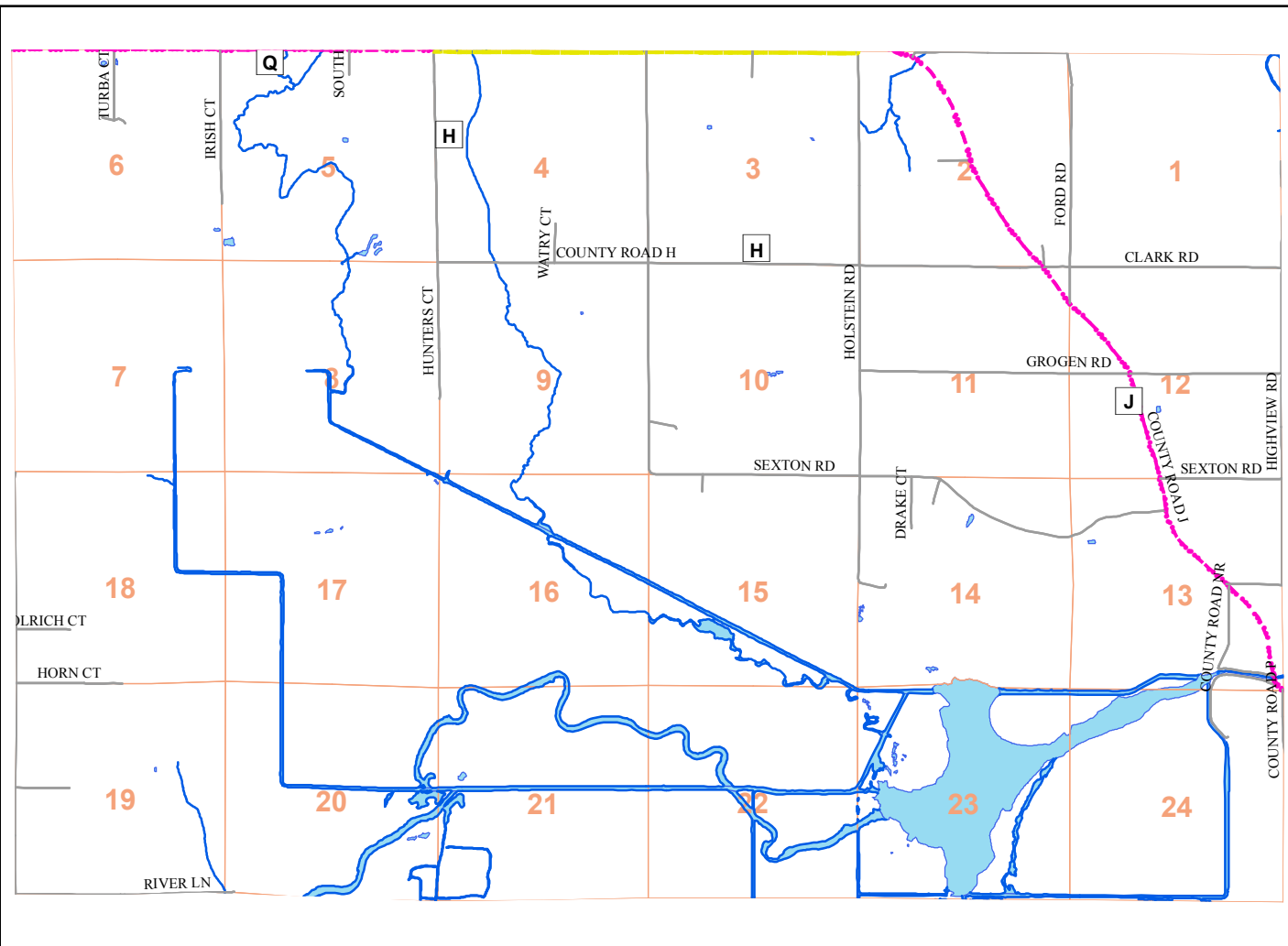
**Figure 5.2: Functional Classification Criteria for Rural Roads and Highways**

Rural Principal Arterials						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any 2 of these				OR Must meet both of these plus 90% of Traffic Volume	
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 50,000 with other places of 50,000.	Provide access to major recreation areas of the state	Maximum 30 miles	>6,000		2.0-4.0% statewide
>43	Connect places 5,000 with places of 50,000.			>2,000		
Rural Minor Arterials						
>43	Connect places 5,000 with places of 5,000.	Serve all traffic generating activities with an annual visitation of 300,000 if not served by a principal arterial.	Maximum 30 miles	>2,000	1. Alternate population connection 2. Major river crossing/restrictive topography	4.0-8.0% statewide
>43	Connect places with 1,150 with places of 5,000 or other principal arterials.			>1,000		
Rural Minor Collector						
	Basic Criteria			OR Must meet 2 of these plus 90% of Traffic Volume		Mileage Percent of System Range
	Must meet any 2 of these OR the Parenthetical Traffic Volume					
>43	Connect places 1,150 with other places of 1,150.  Connect places 575 with places 1,150 or higher function route.	Land Use Service Index > or =16.	Maximum 10 miles	>1,000  (>4,000)	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial	5.0-18.0% countywide
>43	Connect places 575 with other places of 1,150 or higher function route.  Connect places 115 with places 575 or higher function route.	Land Use Service Index > or =12.		>400  (>1,600)		Most counties should be at 7.0- 14.0%
Rural Minor Collectors						
>43	Connect places 115 with other places 115.	Land Use Service Index > or =8.	Maximum 10 miles	>400 (>1,600)	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial	5.0-10.0% countywide
>43	Connect places 60 with places 115 or higher function route.	Land Use Service Index > or =5.		>200 (>800)		
Local Roads						
All public roads not classified as arterials or collectors.					65.0-75.0% countywide  Most counties should be at 68.0-72.0%	

**Figure 5.3**  
**Locations of**  
**Highways & Roads**  
**Town of Russell**  
 Sheboygan County, WI



**Figure 5.4**  
**Functional Road Classifications**  
**Town of Russell**  
 Sheboygan County, WI

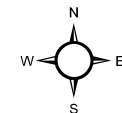


**Legend**

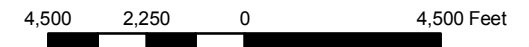
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road or Street

**Planimetric**

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



1 " equals 4,400 '



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

County Highway Q has decreased. From 1999 to 2002 most of the Average Daily Traffic counts remained the same (see Figure 5.5).

**Figure 5.5: Average Daily Traffic Counts, Town of Russell**

Highway- Counter Location	1996 ADT	1999 ADT	Number Change 1996 to 1999	Percent Change 1996 to 1999	2002 ADT	Number Change 1999 to 2002	Percent Change 1999 to 2002
CTH J- north of CTH H	1100	1100	0	0.00	1100	0	0.00
CTH J- at CTH MM	1200	1400	200	16.67	1400	0	0.00
CTH Q- west of CTH H	1100	1100	0	0.00	1000	-100	-9.09
Sheboygan Rd.- east of CTH H	230	290	60	26.09	310	20	6.90

Source: WisDOT "Annual Average Daily Traffic" for Sheboygan County, 1996, 1999, 2002.

### Traffic Flow Capacity

The roads that serve the state, region, and local community are designed and engineered to accommodate a maximum level of traffic (Figure 5.6). The maximum total capacity of a two-lane, two-way road under ideal conditions is 2,000 vehicles per hour, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Figure 5.6 should be considered as the average maximum volume on various types of roads under ideal conditions. As the comparison of the recorded annual average daily traffic, peak hourly traffic and traffic flow capacities indicate, at present, there are no roads or road segments located within the Town that have approached or appear to be approaching the roads design capacity.

**Figure 5.6: Uninterrupted Traffic Flow Capacities Under Ideal Conditions**

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: "Highway Capacity Manual," Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

### Traffic Crashes

Vehicle crash reports, filed with the Sheboygan County Sheriff's Department and also with the Wisconsin Department of Transportation, provide the detail of the type, location, and severity of the vehicle crash that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of accidents can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, sign placement, sight lines, speed changes, and access limits are just a few of the physical alterations and adjustments that can be made to make a specific intersection or stretch of roadway safer.

**Figure 5.7: Vehicle Crashes, Town of Russell, 2002-2006**

Year	Total Crashes	Fatalities	Injuries
2002	14	0	1
2003	31	0	5
2004	26	1	3
2005	32	1	6
2006	25	0	2
<b>TOALS</b>	<b>128</b>	<b>2</b>	<b>17</b>

Source: Sheboygan County Sherriff's Department accident reports, 2002-2006.

Figure 5.7 shows that for the period between January 1, 2002 through December 31, 2006, there were a total of 128 crashes in the Town of Russell. Of that, two of the crashes resulted in fatalities and 17 resulted in injuries to the vehicles occupants.

The crash data further delineated by non-intersection and intersection crashes can be seen in Figure 5.8. Non-intersection crashes typically include deer/vehicle crashes, vehicles sliding into the ditch, vehicles leaving the road and hitting fixed objects such as sign posts, utility poles, and trees. Intersection crashes are typically characterized by angle crashes, rear-end crashes, and head-on crashes within the immediate area of a particular intersection. Intersection crashes which involve multiple cars are typically indicators of a problem with the sight triangle at the intersection, location of and visibility of signs, and/or the geometric configuration of the roadway itself.

In the 2002, one crash was not identified as intersection or non-intersection that is why there are only 13 listed crashes list in Figure 5.8 and 14 crashes listed in Figure 5.7. Intersection crashes make up 83% of the total crashes in the Town of Russell.

**Figure 5.8: Intersection/Non-intersection Crashes, Town of Russell**

Year	Crashes	Intersection	Non-Intersection
<b>2002*</b>	13	10	3
<b>2003</b>	31	25	6
<b>2004</b>	26	17	9
<b>2005</b>	32	30	2
<b>2006</b>	25	24	1
<b>TOTAL</b>	<b>127</b>	<b>106</b>	<b>21</b>

Source: Sheboygan County Sherriff's Department accident reports, 2002-2006. \* 2002 only lists 13 crashes in detail

Out of all the intersection crashes, 57 have occurred at four intersections. This means that over 50% of the total number of intersection crashes have occurred at these intersections. These intersections are at County Highways H and J, County Highways J and MM, County Highway J and Sexton Road, and County Highway J and Sheboygan Road. The intersection with the greatest number of crashes is at County Highways J and MM. County Highways MM and J do not meet at a right angle; the intersection is more





of a triangle, which may be part of the cause of the higher number of crashes at this intersection.

**Figure 5.9: Number of Crashes by Crash Type, Town of Russell**

<b>Crash Type</b>	<b>2002*</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006*</b>	<b>Totals</b>
Motor Vehicle-In-Transport	0	0	0	1	2	3
Parked Motor Vehicle	0	2	2	1	2	7
Tree	0	2	0	2	1	5
Deer	10	14	11	16	8	59
Other Fixed Object	0	0	1	2	1	4
Guardrail Face	0	0	0	0	0	0
Ditch	2	2	1	3	3	11
Other Animal	0	2	1	2	1	6
Traffic Sign Post	0	5	4	0	1	10
Utility Pole	1	0	0	4	1	6
Overturn	0	1	4	1	3	9
Mailbox	0	2	1	0	1	4
Culvert	0	1	1	0	1	3
<b>Total Crashes</b>	<b>13</b>	<b>31</b>	<b>26</b>	<b>32</b>	<b>25</b>	<b>127</b>

*Source: Sheboygan County Sherriff's Department accident reports, 2002- 2006. \* 2002 only lists 13 crashes in detail*

### Crash Type

The manner of the crash is indicated by crash type in Figure 5.9. The majority of crashes in the Town of Russell have occurred with deer. Approximately 46% of the crashes have occurred in this manner. Vehicles entering the ditch, hitting a traffic sign post, or overturning are the next common types of crashes. The Town of Russell is a rural area, so the high number of deer/car crashes is not uncommon.

### Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State Statutes allow counties, cities, and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, neither Sheboygan County nor the Town of Russell has a Controlled Access Ordinance, nor do they plan to adopt one.

### Driveway Permits

Driveways to local town roads may also impair vehicle safety, if improperly sited and/or designed. Wisconsin State Statutes allow towns to issue permits for all new driveways; these permits can allow a town to prohibit driveways that due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are deemed unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems and impede drainage from the road surface.

Along all state highways, WisDOT has jurisdiction of any new driveway to be constructed. This is covered under Trans 231 and a permit is necessary for construction. The Town of Russell

does not have any state highways, so this legislation is not is not relevant for the Town's use. The Town regulates driveways through section .23 of its zoning ordinance, but does not have a strict permitting process for driveways on Town roads.

### **Speed Limit Controls**

Local units of government can change speed limits for their roads under the authority and guidelines of the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and opinions of a diverse range of interests, including drivers (who tend to choose speeds that seem reasonable for conditions) and landowners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one most drivers choose, is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85<sup>th</sup> percentile speed, which is the speed 85% of the free flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85<sup>th</sup> percentile. Another consideration is the road's design limit, this is the highest and safest speed for which the road was designed and takes into account the road type, geometry, and adjoining land uses.

Speeds should be consistent, safe, reasonable, and enforceable. When 85% of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15% who drive too fast. Unreasonably low speed limits, however, tend to promote disregard for posted limits and make enforcement much more difficult. Such limits may also promote a false sense of security among residents and pedestrians expecting the speeds of drivers will decrease due to the posting.

### **Internal Traffic Circulation System**

The internal traffic circulation system for the Town of Russell consists of a grid network of local roads serving agricultural and scattered rural residential land access needs. The local road system is complemented by a network of well-spaced county trunk highways, which although serving limited land access, primarily serves the purpose of providing countywide travel.

## **INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS**

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the Town.

### **County Functional and Jurisdictional Studies**

There are no existing county functional or jurisdictional transportation plans for the road system within the Town of Russell, however, such a study for the surrounding area is overdue. During a key stakeholder forum held November 30, 2004, the Sheboygan County Highway Commissioner stated that functional/jurisdictional classifications are reviewed periodically. Roads can change classification from town to county and vice versa. The County Highway Department intends to look at the roads' classification as part of Sheboygan County's comprehensive planning process. These changes in classification are generally based on traffic numbers and types of vehicles.

**Transportation Corridor Plans**

There are no existing transportation corridor plans for the road system located within the Town of Russell.

**Rural Transportation Plans**

There are no transportation plans for the road system located within the Town of Russell.

**State Highway Plan**

*The Wisconsin State Highway Plan 2020* states that, “Wisconsin’s State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing.” In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which 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 will be updated every six years to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges;
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education, and enforcement.

**Six-Year Highway Improvement Plan**

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin’s state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

- *Resurfacing* entails provision of a new surface for a better ride and extended pavement life.
- *Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.
- *Reconstruction* entails complete replacement of worn of roads including the road base and rebuilding roads to modern standards.

Relative to the state’s *Six-Year Highway Improvement Plan*, the Town of Russell was not affected because it does not have any state highways in its boundaries.

**State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location, and type of aviation facilities required to adequately serve the state’s aviation needs over a 21-year planning

period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

### **Wisconsin State Railroad Plans**

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

### **State, Regional and Local Bicycle Plans**

#### **State Bicycle Plan**

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020).

Recommended actions include: 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

#### **Regional Bicycle Plan**

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region, including Sheboygan County and the Town of Russell. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County.

#### **Sheboygan Area Transportation Plan**

The Sheboygan Metropolitan Planning Organization Technical and Policy Advisory Committees and Bay-Lake Regional Planning Commission staff have completed the *Year 2035 Sheboygan Area Transportation Plan (SATP)*. The Sheboygan Metropolitan Planning Organization includes representatives from the cities, villages, and towns affected in Sheboygan County, the Sheboygan Public Works Department, the Sheboygan Transit System, and Sheboygan County Government.

The mission of the *Year 2035 Sheboygan Area Transportation Plan (SATP)* is to plan for a means of providing safe, efficient, economical, convenient, aesthetic, and multimodal transportation facilities for people, goods, and services within the Sheboygan Metropolitan Planning area, for all trip purposes.

The following nine major goals are included in the Sheboygan Bicycle Plan:

- 1) Support the economic vitality of the metropolitan planning area (through promotion of global competitiveness, productivity, and efficiency) by recommending transportation

investments that recognize the mobility needs of business and industry and that enhance access for economic development and tourism.

- 2) Increase the safety and security of the transportation system for motorized and non-motorized users through programs and improvements that reduce or eliminate system deficiencies.
- 3) Increase the accessibility and mobility options available to people and for freight by ensuring a safe, affordable, and intermodal system that minimizes the needs for automobile travel and provides mobility options for the transportation disadvantaged.
- 4) Protect and enhance the environment, promote energy conservation, and improve quality of life in the metropolitan planning area.
- 5) Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight, by connecting truck, rail, airport, and water transport facilities, yielding a competitive, economical, safe, efficient, and environmentally sound way to transport people and goods.
- 6) Promote efficient management and operation of the intermodal infrastructure system for the movement of people and goods.
- 7) Preserve the existing transportation system and current transportation infrastructure by responding to replacement and/or rehabilitation needs in accordance with recommended cycles.
- 8) Maintain a transportation planning process that is responsive to the needs and interests of the area residents, groups, and public agencies, and ensure that minority and low-income residents do not bear the majority of adverse impacts from the transportation system.
- 9) Use corridor-level planning and design to develop street and highway corridors that are aesthetically pleasing.

Recommendations of the *SATP* include the identification of corridors providing important linkages to potential bicycle traffic generation sites, the development of bicycle paths or multipurpose recreational facilities, increased usage of bicycle lanes and wide curb lanes, the development of common roadway usage corridors, and the development of recommended bicycle facilities within identified principal bikeway corridors. The recommended width of bicycle paths and multi-purpose recreational facilities is approximately 10 feet. Bicycle lanes and wide curb lanes have a recommended width of 5 feet. Common roadway usage corridors are areas identified by low traffic volumes and low average travel speeds. This plan also addresses freight transportation, safety and security of transportation, street and highway improvement projects, and transportation funding. This plan does not have specific recommendations for the Village, but this Plan provided a starting point for the Sheboygan County Comprehensive Bicycle and Pedestrian Plan.

### **Sheboygan County Comprehensive Bicycle and Pedestrian Plan**

Sheboygan County recently adopted a Comprehensive Bicycle and Pedestrian Plan. The plan makes some recommendations that will impact the Town of Russell. The recommendations deal with the proposed pedestrian and bicycle network within the Town. The plan recommends that County Highway J throughout the Town should be a shared roadway. This is classified as a long-term project meaning it will be completed in the next 11 to 20 years. This means the roadway should be shared with bicyclists, pedestrians, and motor vehicles. The plan also addresses sidewalks and bicycles lanes in the other Lake Country communities.

## TRANSPORTATION STRATEGY AND RECOMMENDATIONS

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

### Transportation Goals, Policies, and Programs

#### **1) The Town of Russell will be actively involved in transportation projects/activities that impact the Town.**

Transportation systems cross many municipal boundaries and are managed by multiple layers of government. This is an on-going reality that must be acknowledged and worked with.

- a. *Policy/Program:* The Town will continue to communicate periodically with state and county transportation officials regarding maintenance of existing roadways within the Town.
- b. *Policy/Program:* The Town will communicate with state transportation officials regarding notification of planned roadway upgrades within adjacent Towns.
- c. *Policy/Program:* The Town will share its comprehensive plan with appropriate transportation agencies and surrounding communities.

#### **2) The Town of Russell will maintain safe and adequate roads for residents and travelers within the County and Town.**

A well managed transportation system helps ensure the safety of farmers and residents, and increased the livability of a community.

- a. *Policy/Program:* Enforce regular maintenance and inventory of road conditions to ensure quality and safety.
- b. *Policy/Program:* Conduct an annual assessment of town road pavement conditions, road drainage, and ditch maintenance, adequacy of existing driveways and culverts relative to safe access to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all road intersections.
- c. *Policy/Program:* Encourage public input and collaboration when addressing transportation-related projects.
- d. *Policy/Program:* Work with the Sheboygan County Highway Commission and the WisDOT to develop a long-range maintenance and improvement program for town roads.
- e. *Policy/Program:* When appropriate, the Town will explore using funding sources identified under the Transportation Funding Programs listed earlier in this chapter.
- f. *Policy/Program:* Provisions for bicycling and walking should be made in a long-range transportation plan. These provisions may include walking or cycling facilities in rural residential areas through a combination of methods, which may include paved shoulders or paths where appropriate.
- g. *Policy/Program:* Town road right-of-ways will be maintained as needed to control brush encroachment and improve traffic safety in accordance with existing road maintenance policy.
- h. *Policy/Program:* Identify and accommodate for any changing transportation needs of residents, including senior citizens and those with special needs, pedestrians, bicyclists and public transportation needs.
- i. *Policy/Program:* Develop and use an official map that will preserve future travel corridors for pedestrian, bicycle, and roadway use. The official map can help preserve land for important community infrastructure.

**3) The Town of Russell will plan for a transportation system that is harmonious with its surroundings.**

Roads and related features should adapt to and complement existing land uses and natural resources.

- a. Policy/Program:* Coordinate land use and transportation facilities.
- b. Policy/program:* The total amount of land for transportation facilities should be minimized as much as possible.
- c. Policy/program:* The destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological, and cultural sites as caused by the construction or reconstruction of transportation facilities should be minimized.
- d. Policy/Program:* The location of transportation facilities in or through environmental corridors should be avoided, if possible.

## **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**

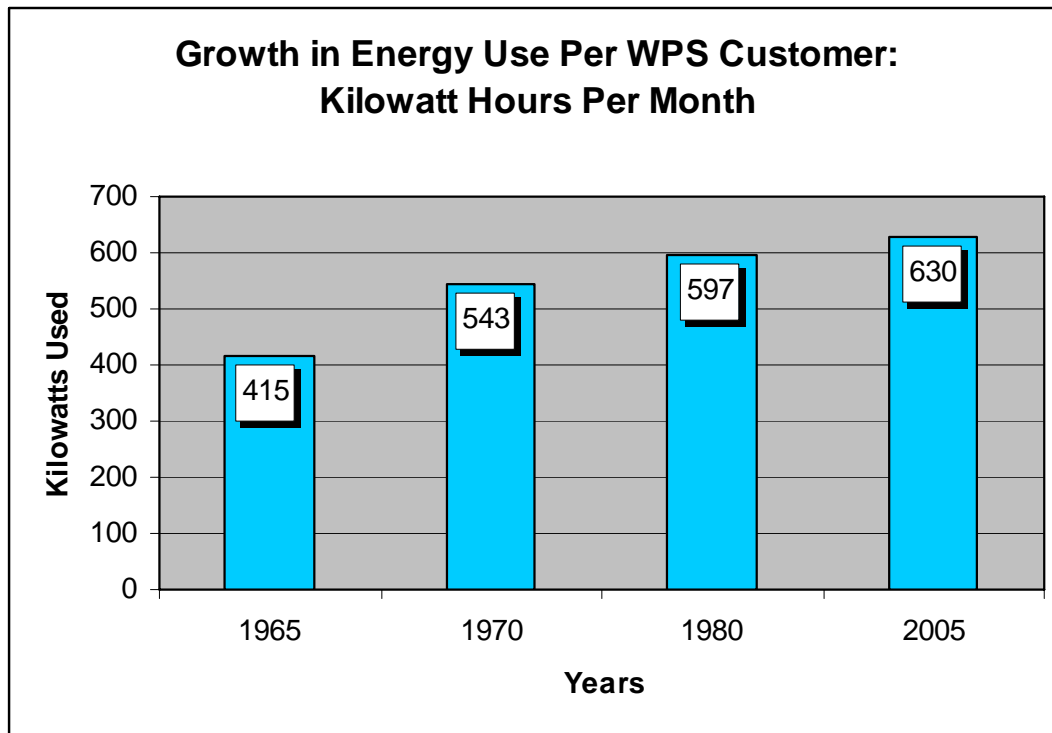
The Town selected representatives from within the Town to be a part of the Lake Country Planning Committee. The Lake Country Planning Committee is a compilation of five communities working together to develop their comprehensive plans.

**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

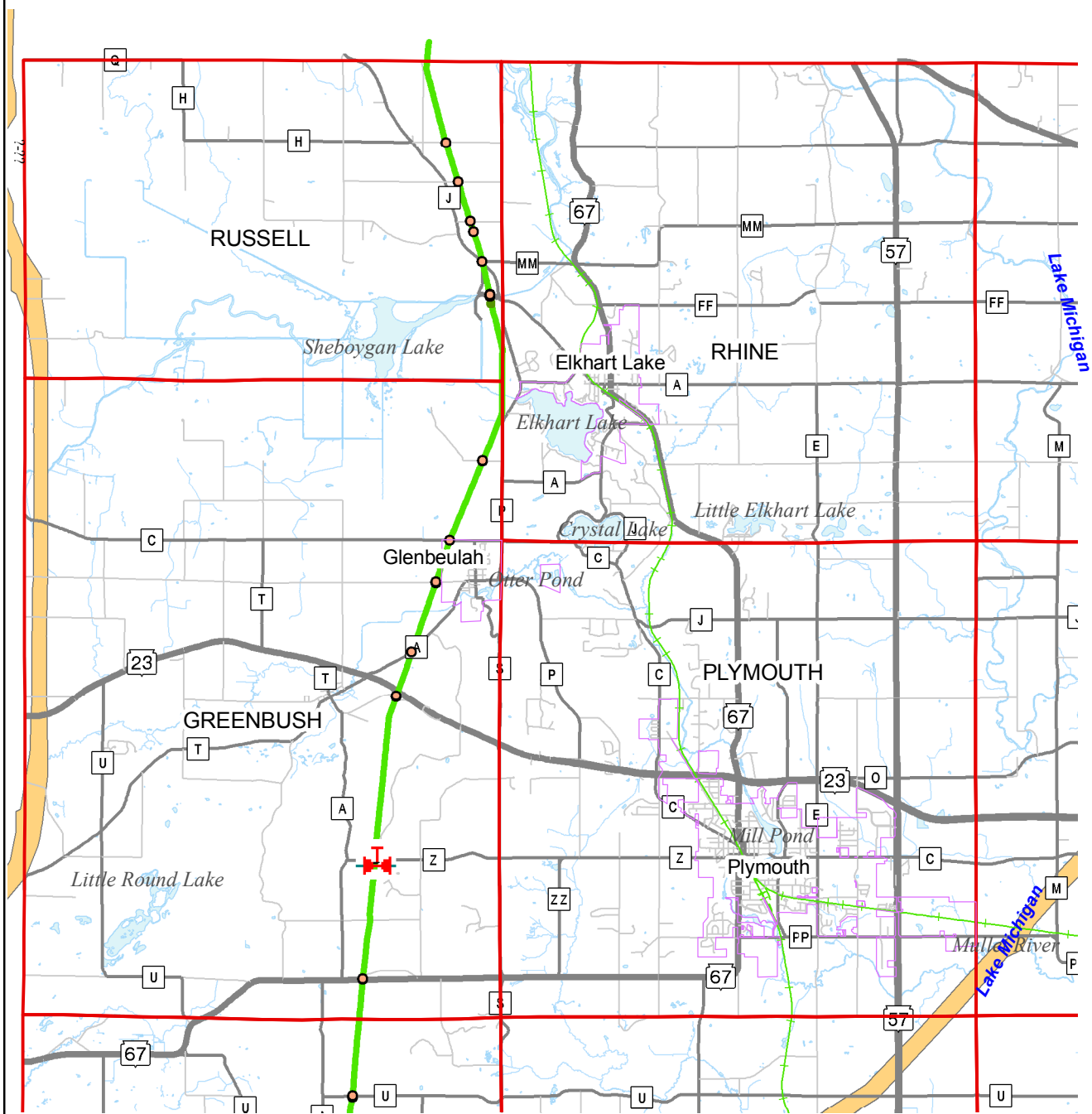
### Natural Gas

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

T 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

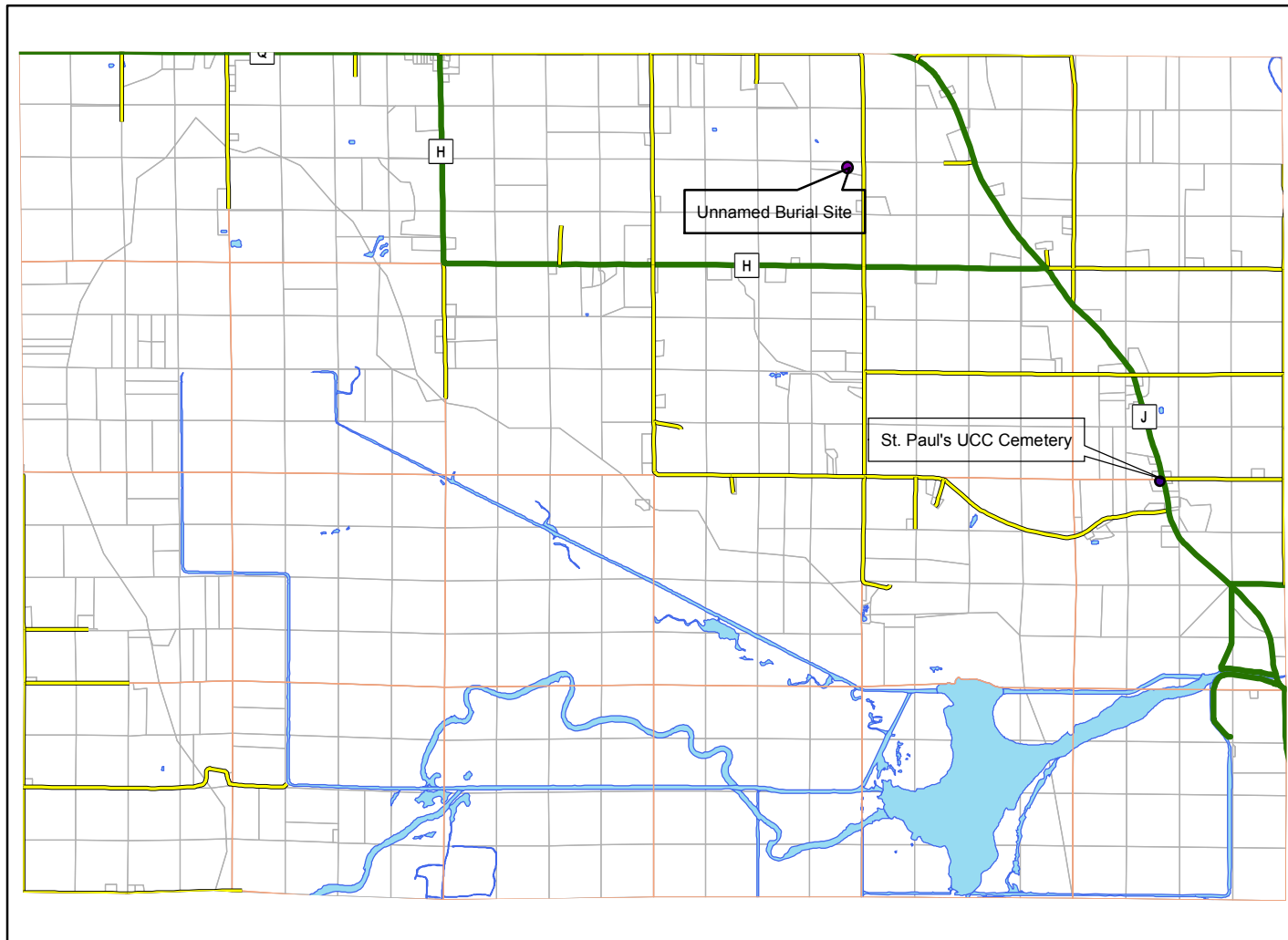
There is one cemetery within the Town limits. This cemetery is called St. Paul's UCC Cemetery. This cemetery is approximately 2.8 acres located along County Highway J near Sexton Road. There is also an Amish burial on Holstein Road north of County Highway H. Figure 6.3 shows the location of the cemetery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

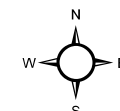
— Bridges

— Dams

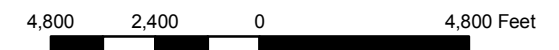
— Railroads

— Rivers, Streams

— Road / Bridge



1 " equals 4,400 '





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**

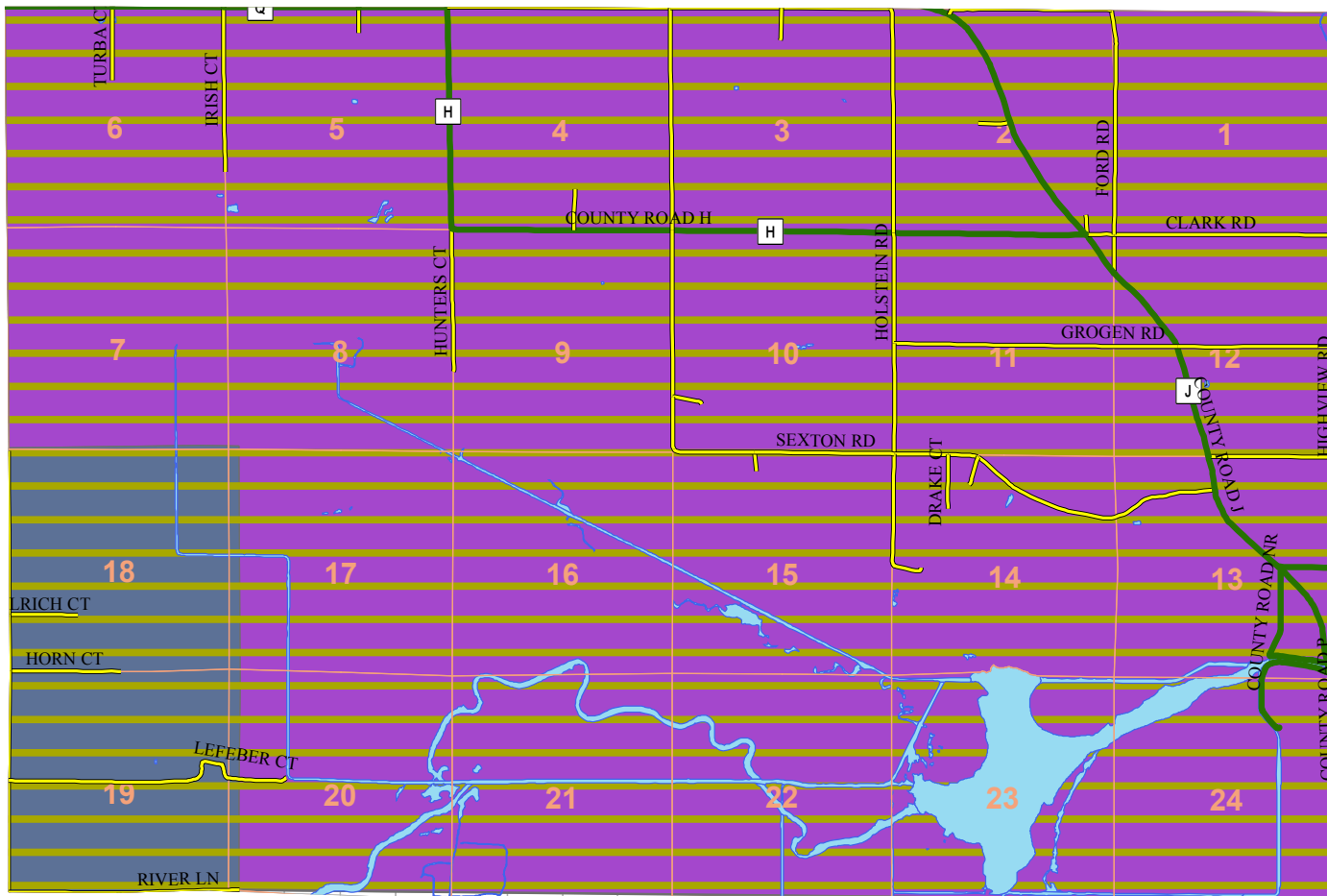
- State Hwy
- County Road
- Local Road
- Private Road

**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

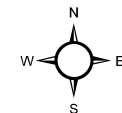
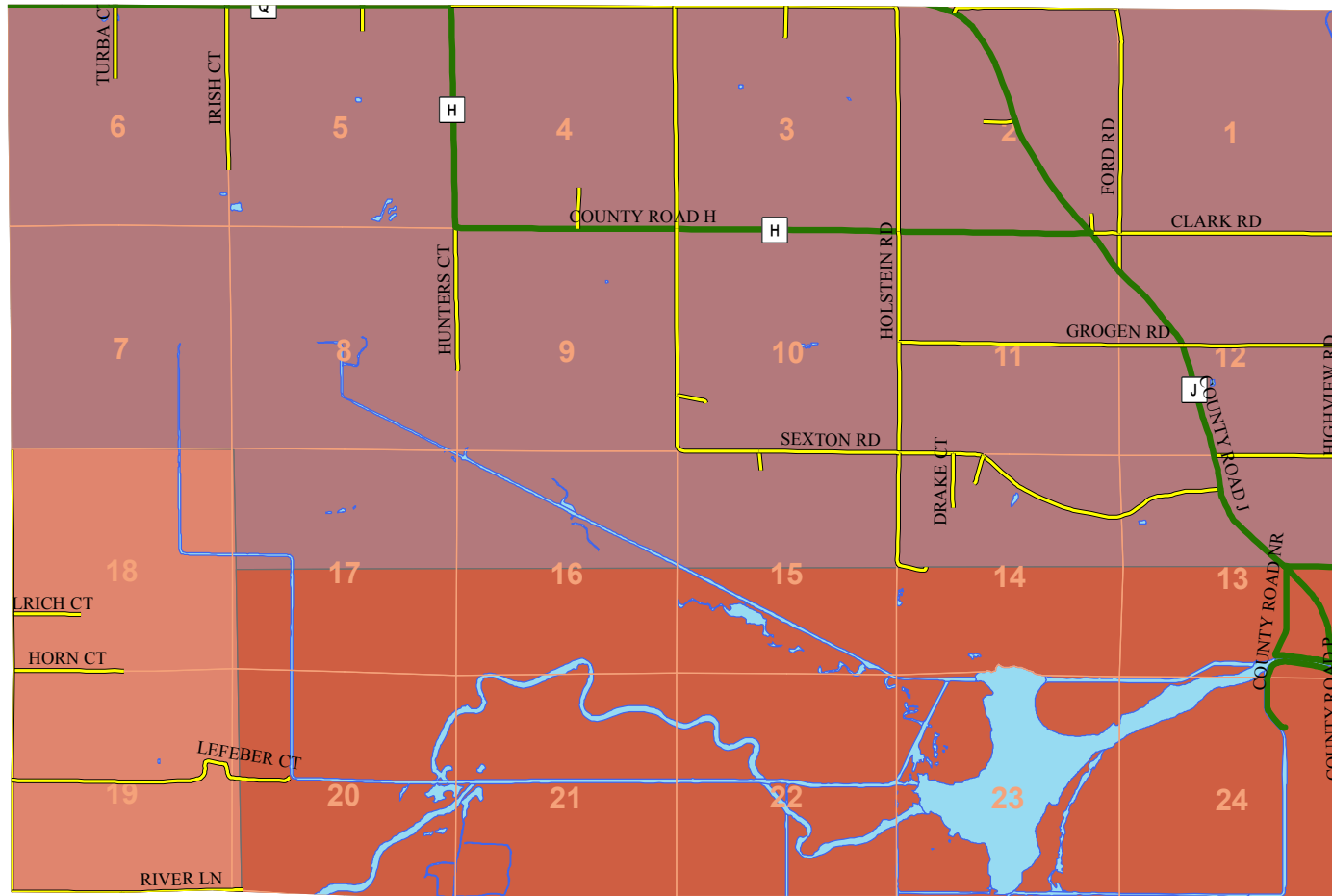
**Legend**

**Roads**

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

**Ambulance Services**

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

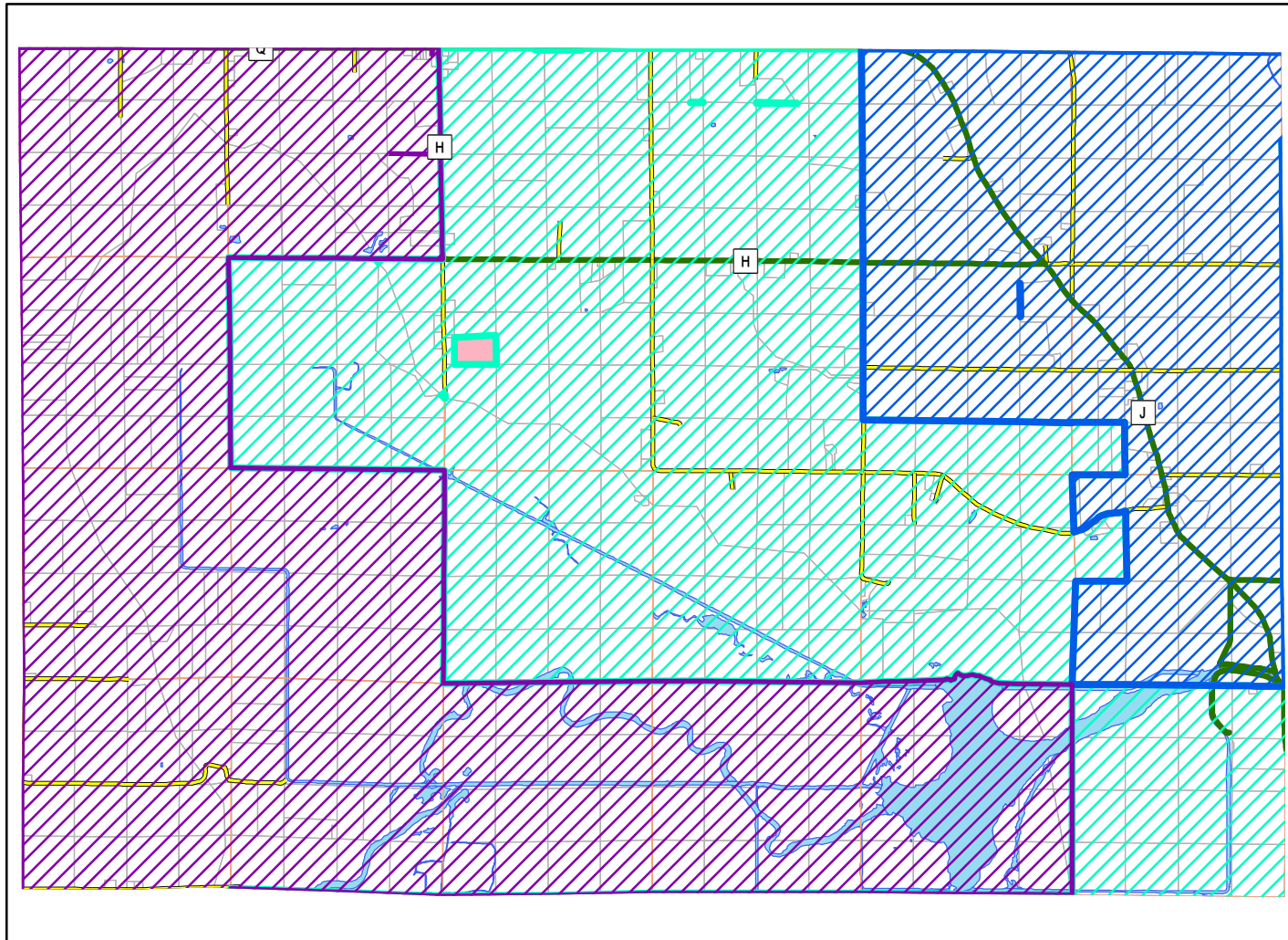


1" equals 4,400'

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**

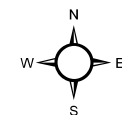
- No Information on Tax Record
- New Holstein Schools
- Kiel Schools
- Elkhart Lake-Glenbeulah Schools

**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.

## **CHAPTER 7 – INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries, so that one jurisdiction's activities, with regard to air and water impact other jurisdictions downwind or downstream. Today increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. Frequently, the actions of one governmental unit impacts another unit. This is why intergovernmental cooperation is a critical component of every community's comprehensive plan, for without it, even the best intentions of a plan can be undermined, even unintentionally, by an adjacent community with contradictory policies.

Wisconsin ranks thirteenth nationwide in total number of governmental units and third nationwide in governmental units per capita. Having so many governmental units allows for local representation and means that Wisconsin residents have numerous opportunities to participate in local decision-making. However, the sheer number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. More governmental units may also mean unwanted and wasteful duplication in delivery of community services. Cooperation can help to avoid this duplication.

The Town of Russell's relationship with neighboring communities, Sheboygan County, the Bay Lake Regional Planning Commission, the Elkhart Lake-Glenbeulah School District, the Kiel School District, the New Holstein School District, and the state and federal government can impact Town residents in terms of taxation, planning, provisions of services, and siting of public facilities. An examination of these relationships and the identifications of opportunities to work together, as well as the identification of existing or potential conflicts can help the Town address these situations in a productive manner.

### **SUMMARY AND RECOMMENDATIONS**

The Town of Russell interacts with a number of other governmental entities, most notably Sheboygan County. The existing relationship with the Town is generally positive. The Village has made it a goal to maintain existing partnerships while remaining on the lookout for additional opportunities.

Because the nearby villages do not currently exercise extraterritorial powers, the Town is not under extraterritorial platting review or extraterritorial zoning. The reason why the villages do

not exercise these powers is most likely due to the limited development activity in the Town of Russell; therefore, there has not been a need for either of these measures. Currently, in lieu of potentially complex and expensive formal boundary agreements, the Town and villages will rely on the future land use maps in Chapter 8 of this plan for provide guidance in transition areas and the Lake Country communities will establish a regular and ongoing intergovernmental communication forum to mutually discuss boundary issues and shared services.

Existing and potential conflicts are limited, but several steps have been suggested to help resolve any conflicts that might arise. Finally, the importance of coordinating comprehensive plan amendments among neighboring communities is recognized and addressed.

## **EXISTING ACTIVITIES**

### **Adjacent Governmental Units**

The Town of Russell is bordered by the Towns of Rhine and Greenbush, and also the counties of Fond du Lac and Calumet.

### **School District**

The Town of Russell is split rather evenly between three school districts, the Elkhart Lake-Glenbeulah, Kiel, and New Holstein School Districts. Approximately 102 children in the Town potentially attend these public school (2000 U.S. Census). The relationship between the Town and the school districts have been limited. The school districts tend to operate rather independently and interaction with the Town is minimal.

### **Siting School Facilities**

The siting of new school facilities is mainly conducted by the school districts. The overall trend of the Elkhart Lake School District has been to consolidate the location of the facilities to Elkhart Lake, as indicated by the closing of the Glenbeulah School in 1995.

### **Sharing School Facilities**

The Town has no formal agreement with the school districts for shared use of the districts' facilities.

### **Emergency Services**

There are mutual aid agreements between the fire departments in the area. The fire department with jurisdiction of the area is requested, and then is able to ask for assistance from the other fire departments, if it deems it necessary. Elkhart Lake and Kiel have first responders which provide emergency services for the local residents. There may be opportunities in the emergency service area to work together to help cut the costs that each department incurs through the training that is required.

### **County**

The Town of Russell has cooperated and/or partnered with Sheboygan County in a number of ways in the past and intends to continue to do so in the future. Examples include: 1) working with the Sheboygan County Planning Department to write the Town's Comprehensive Plan, 2) working with the Sheboygan County UW-Extension to have surveys sent to Town residents as part of the comprehensive planning process, 3) having the road maintenance completed by the

Sheboygan County Highway Department, and 4) working with Sheboygan County to help protect the Broughton Sheboygan County Marsh and Wildlife Park.

### **Region**

The Town of Russell is located in Sheboygan County, which is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC), which is the regional entity the Town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, traffic counts, transportation plans, bike plans, etc., several of which have been used in the preparation of this comprehensive plan. The BLRPC is currently working on a plan to extend the National Ice Age Trail through some of the Lake Country Communities. A very small portion of the corridor of opportunity is located in the Town of Russell, but it is highly unlikely that the route would travel through the Town.

### **State**

The Town's relationship with the State of Wisconsin is one which deals primarily with issues related to transportation (WisDOT), and natural resources and municipal well water (WDNR). Relationships in the past with these two agencies have been adequate.

## **INVENTORY OF PLANS AND AGREEMENTS**

Currently, the Town of Russell has not entered into a formal boundary agreement with any municipality, but Sheboygan Road and County Highway Q are divided up with Calumet County. The western border of the Town is Rusmar Road, which is shared with Fond du Lac County. The Town of Russell has divided responsibilities of these roads up with the appropriate county. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries.

The cooperative boundary plan is any combination of cities, village, and towns that may determine the boundary lines between themselves under a cooperative plan, approved by the Department of Administration. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which in accordance with existing and future needs, best promotes public health, safety, morals, order, convenience, prosperity, or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, cooperative boundary agreements are a tool that can be used for service sharing between local units of government. Municipal boundary plans and agreements are generally between a town and village or city and are used to promote harmonious development in the area.

### **Annexation**

Wisconsin Statute 66.021 provides a means to annex land. Annexation is the process for transferring lands from unincorporated areas (towns) to contiguous incorporated areas (cities and villages). In Wisconsin, municipal annexations are typically initiated by landowners, and not by villages or cities. A town is not authorized these powers and therefore cannot annex land. There are two primary methods by which annexation may occur.

*1. Direct annexation by unanimous approval*

This is the most common form of annexation. It involves a single property owner or group of contiguous property owners who decide to have property they own in a town annexed to an adjacent city or village. This process begins with a petition signed by all of the qualified electors residing in the territory to be annexed and the owners of all the property included within that territory.

*2. Direct petition for annexation by one-half approval*

A one-half approval annexation begins when a landowner or group of landowners publish in a newspaper a class 1 notice of “intention to circulate an annexation petition.” This petition must be signed by a majority of qualified electors in the territory to be annexed and either the owners of one-half of the real property in value or in land area. This type of annexation process makes it possible for a majority of landowners who are not directly adjacent to a city or village to “force” other landowners in between them and the city or village to be a part of the annexation.

There are less frequently used methods, including annexation by court-ordered referendum which allows a city or village to initiate an annexation proceeding for contiguous, unincorporated territory by asking the circuit court to order a referendum. This method is rarely successful, since a majority of the electors and landowners within the proposed territory to be annexed must vote in favor of the annexation.

The Town has not had land annexed in the last 20 years. The Town would prefer that annexation of its land not occur because it generally does not help the local town.

### **Extra-Territorial Subdivision Regulation**

State Statutes allow an incorporated village or city to extend land division (platting) review over surrounding unincorporated areas. This helps cities or villages to ensure that development near its boundaries is compatible with existing development. Such development should be designed in a way that promotes the efficient delivery of public services in the future, if the development ever becomes part of the city or village. The extraterritorial area can extend into the town for 1.5 miles for villages and cities under 10,000 people and three miles for cities with over 10,000 people. This power is most useful in areas where there is a substantial amount of land divisions occurring on the outskirts of a village. This has not been the case around the Village of Elkhart Lake or Village of Saint Cloud. Currently, no village is exercising extraterritorial platting review over the Town of Russell.

### **Extra-Territorial Zoning**

State Statutes allow an incorporated village or city to extend extraterritorial zoning over surrounding unincorporated areas. Cities and villages are given a three-mile radius if they have a population greater than 10,000, and they are given 1.5 mile radius of zoning control if their population is under 10,000. Extraterritorial zoning requires a joint effort between the Town and the city or village to develop a plan for the area to be zoned. This allows a city or village to exercise land use control over new development that otherwise might be incompatible with a city or village’s future growth. This power is most useful in areas where there is a substantial amount of development or redevelopment occurring on the outskirts of a city or village.

This has not been the case around the Village of Elkhart Lake, but in the future, the Village may consider extraterritorial zoning. If the Town of Russell begins to grow within 1.5 miles from the village, The Village of Elkhart Lake would consider developing agreements in regards to this zoning with the surrounding Towns, which includes the Town of Russell. The Town of Russell, is currently not in favor of using extraterritorial zoning.

## **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS**

Through Russell's participation in the Lake Country meetings with the Villages of Elkhart Lake and Glenbeulah and the Towns of Greenbush and Rhine, the potential areas of intergovernmental concerns and the possible ways to help address areas of concern in the future are addressed.

### **Existing or Potential Conflicts**

- A. Inconsistencies between Village and Town regulations and controls
- B. Shared service costs
- C. Road maintenance and improvements on county roads
- D. WDNR-County ownership of public land

### **Proposed Conflict Resolution Process**

For A, B, C, and D above: Establish a regular and ongoing (at least annual) intergovernmental forum to discuss boundary issues, shared service opportunities, and any other item of mutual concern between the five Lake Country Communities. This meeting may also provide the opportunity for more areas of joint cooperation. Two representatives from the Village of Elkhart Lake, Village of Glenbeulah, Town of Greenbush, Town of Rhine, and Town of Russell should be at these meetings and any other people who are involved with the dispute or conflict. The lines of communication need to always be open, and not just between the communities, but between the police department, fire department, highway department, and other governmental agencies. Recommendations resulting from these joint meetings would be brought back to the appropriate governmental bodies for final review and consideration. The Town needs to realize that changes are inevitable and if we plan ahead the changes can be gradual.

For conflicts that deal with future development near another municipality or with inconsistencies with regulations and controls, a formal policy can be developed to use the potential future land use maps in the comprehensive plans of these five communities to provide official guidance for growth patterns in the transition areas between the Villages and towns. This can also include the discussions of the differences in the zoning, especially in the areas around the lake and a continued sharing of plans and similar documents in a timely manner.

To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be mutually established by the five communities within one year of adoption of the five comprehensive plans. This process will be facilitated by UW-Extension or similar organization.



## INTERGOVERNMENTAL COOPERATION STRATEGY

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

Approximately 75% of Town of Russell respondents to the 2004 Citizen Input Survey agreed that intergovernmental cooperation between Lake Country Communities and other surrounding units of government is important to our mutual future. When asked to specify, respondents most often selected “Ambulance/emergency medical services (19.1%),” “Fire protection (16.5%),” “Police protection (14.8%),” “Waste disposal (14.8%),” and “Land use zoning (14.4%)” from a list of 8 possibilities.

### Intergovernmental Cooperation Goals, Objectives, Policies, Programs

#### **1) To foster a positive working relationship with surrounding units of government to reduce costs and better serve the area residents.**

- a. *Policy/Program:* Cooperate with surrounding communities to strengthen and grow emergency services (police, fire, and ambulance).
  - a. Conduct a study to see if there are any more cost-effective ways to achieve this level of emergency and protective services
  - b. Work to recruit volunteer firefighters from Russell for the St. Anna Fire Department.
  - c. Continue to coordinate with the Sheboygan County Sheriff’s Department to ensure coverage of emergency services.
- b. *Policy/Program:* Cooperate with surrounding communities to provide more efficient waste management services, disposal, and recycling.
  - a. Look to see if working with another community would be more cost-effective than the current system.
- c. *Policy/Program:* Collaborate with surrounding communities on land use planning and zoning projects.
  - a. Encourage developers to locate major projects in nearby Villages such as Elkhart Lake, Glenbeulah, St. Anna, or St. Cloud.
  - b. Meet with nearby communities to ensure other units of government inform Russell when any new developments are being considered in the Town’s vicinity.
- d. *Policy/Program:* Consolidate and collaborate services such as snow removal.
- e. *Policy/Program:* Continue to not only be aware of and act on opportunities for future shared initiatives, services, and/or facilities, but also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.

#### **2) The Town of Russell will explore a procedure for plan amendments.**

- a. *Policy/Program:* Continue regular communications with surrounding units of government as significant steps are taken during the implementation stage of this comprehensive plan.
- b. *Policy/Program:* To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be adopted. The procedure for the adoption of amendments should be discussed among the Lake Country communities. These procedures need to be adopted

within one-year of the adoption of the comprehensive plan. This process can be facilitated by the UW-Extension or similar organizations.

- a. Decide if the plan amendment procedure will include when to share the proposed amendments with the surrounding communities because if the amendment would not affect the other communities it would be unnecessary to share with the other communities.

## CHAPTER 8 – LAND USE

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### INTRODUCTION

The land use portion of this plan is intended to present information on the current (2007) land use within the Town of Russell. A windshield land use survey was completed by Bay-Lake Regional Commission in the summer of 2002, and subsequent field checks and discussions with local officials have attempted to keep this inventory up-to-date.

The input of the Town officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to develop projections of future land use demands and assist in guiding the selection of future locations for specific types of land uses. Existing land use controls are also inventoried to assist in the development of the 20-Year Potential Land Use Map.

The plan and map provide direction to residents, the business community, and government officials along with their staff. Specifically, the 20-Year Potential Land Use Map will serve as a practical guide to the Town Plan Commission members and the Town Board in their decision making process.

Due to the statutory requirement that zoning and subdivision decisions must be consistent with the adopted comprehensive plan, and if not the plan must be amended, and due to the often unpredictable nature of the land development, the 20-Year Potential Land Use Map in this chapter identifies potential areas of development rather than only probable areas of development. This strategy is intended to 1) provide as much information for decision making as possible to developers and future residents of the Town, 2) give Town officials flexibility while limiting plan amendments.

### INVENTORY OF EXISTING LAND USE CONTROLS

This section lists and briefly describes the state, county, and local land use plans, ordinances, and controls that currently impact the Town of Russell, and which may affect or restrict the way land can be developed.

#### **Existing Comprehensive Plans**

Prior to this effort, the Town has not had a comprehensive plan in the past. However, in 1994 and again in 1998 Sheboygan County UW-Extension, in cooperation with the Town, prepared reports containing demographic information, community issues and values, community survey and “consensus mapping” results, and recommendations. These reports have provided some guidance in land use decision making.

#### **Farmland Preservation Plan**

The *Sheboygan County Farmland Preservation Plan* states as its primary goal, “..to identify the County’s agricultural resources and needs, and to balance them with development demands and community growth.” The Plan’s policies seek to discourage random and scattered growth, low-density development, and discontinuity of developing areas which inflate costs of services, etc. Furthermore, the Plan also seeks to discourage the mixing of incompatible uses of the land. The plan calls for identifying agricultural preservation areas and agricultural transition areas. The

Town of Russell has identified areas for preservation, with a limited amount of farmland being classified as agricultural transition areas. These preservation areas consist of capability class soils I, II, and III soils on lands of which 100 acres or more are contiguous, and which 35 or more are under a single ownership. The agricultural preservation areas classification was established to protect the productive soils from premature development and to allow farmers to take advantage of State income tax credits offered through the Wisconsin Farmland Preservation Program. Transition areas are existing agricultural lands planned or zoned for future expansion of urban or other non-agricultural uses. Typically these are zoned A-3 and are lands which are “holding areas” for future growth. There are no transition areas in the Town of Russell. More information on this can be found in the *County’s Farmland Preservation Plan*.

### **Town Zoning Ordinances**

The Town has had zoning ordinances since 1977, but the most recent Town zoning ordinances were adopted and amended in 1996. Section .04 of the zoning code states, “It is the general intent of this ordinance to:

- Stabilize and protect property values and the tax base
- Recognize the needs of agriculture, forestry, industry, residents, recreation, and business in future growth
- Encourage the appropriate use of land and conservation of natural resources
- Encourage the wise use, conservation, development, and protection of the Town of Russell water, soil, wetland, woodland, and wildlife resources and attain a balance between land uses and the ability of the natural resource base to support and sustain such uses
- Preserve natural growth and cover and promote the natural beauty of the Town of Russell
- Facilitate the adequate provision of public facilities and utilities
- Promote the safety and efficiency of streets, highways, and other transportation systems
- Promote adequate light, air, sanitation, drainage, and open space
- Regulate the use of structures, lands, and waters outside of the shoreland areas
- Regulate lot coverage, population density and distribution, and the location and size of structures outside of shoreland areas
- Prohibit uses or structures incompatible with natural characteristics, existing development or intended development within or adjacent to a zoning district
- Implement those town, county, watershed or regional comprehensive plans or their components adopted by the Town of Russell.”

Refer to the Zoning Ordinances itself for detailed information on the permitted uses and restrictions within each of the zoning districts listed below. See Figure 8.1 for a listing of the zoning districts and Figure 8.2 for mapped locations of the districts.

**Figure 8.1: Town of Russell Zoning Districts**

A-1 Agricultural Land District	M-1 Mineral Extraction District
A-1/PR Agricultural Parcel Remnants District	P-1 Recreational Park District
A-2 Agricultural Land District	R-1 Single-Family Residence District (Unsewered)
A-3 Agricultural Lane Holding District	R-2 Single-Family Residence District (Sewered)
A-4 Agricultural Related Manufacturing, Warehousing, and Marketing District	R-3 Multiple-Family Resident District (sewered and unsewered)
B-1 Local Business & Industrial District	R-4 Planned Residential Development
C-1 Lowland Conservancy District	R-5 Planned Mobile Home Park Residence District and Homes
C-2 Upland Conservancy District	

### **County Sanitary Ordinance**

Chapter 70 of the Sheboygan County Code contains the Sheboygan County Sanitary Ordinance which promotes the proper siting, design, installation, inspection, management, and maintenance of private sewage systems. The ordinance requires the preparation and approval of sanitary permits for the location, design, construction, alteration, installation, and use of all private sewage and septic systems of residential, commercial, industrial, and governmental uses within unincorporated areas.

### **Subdivision Ordinance**

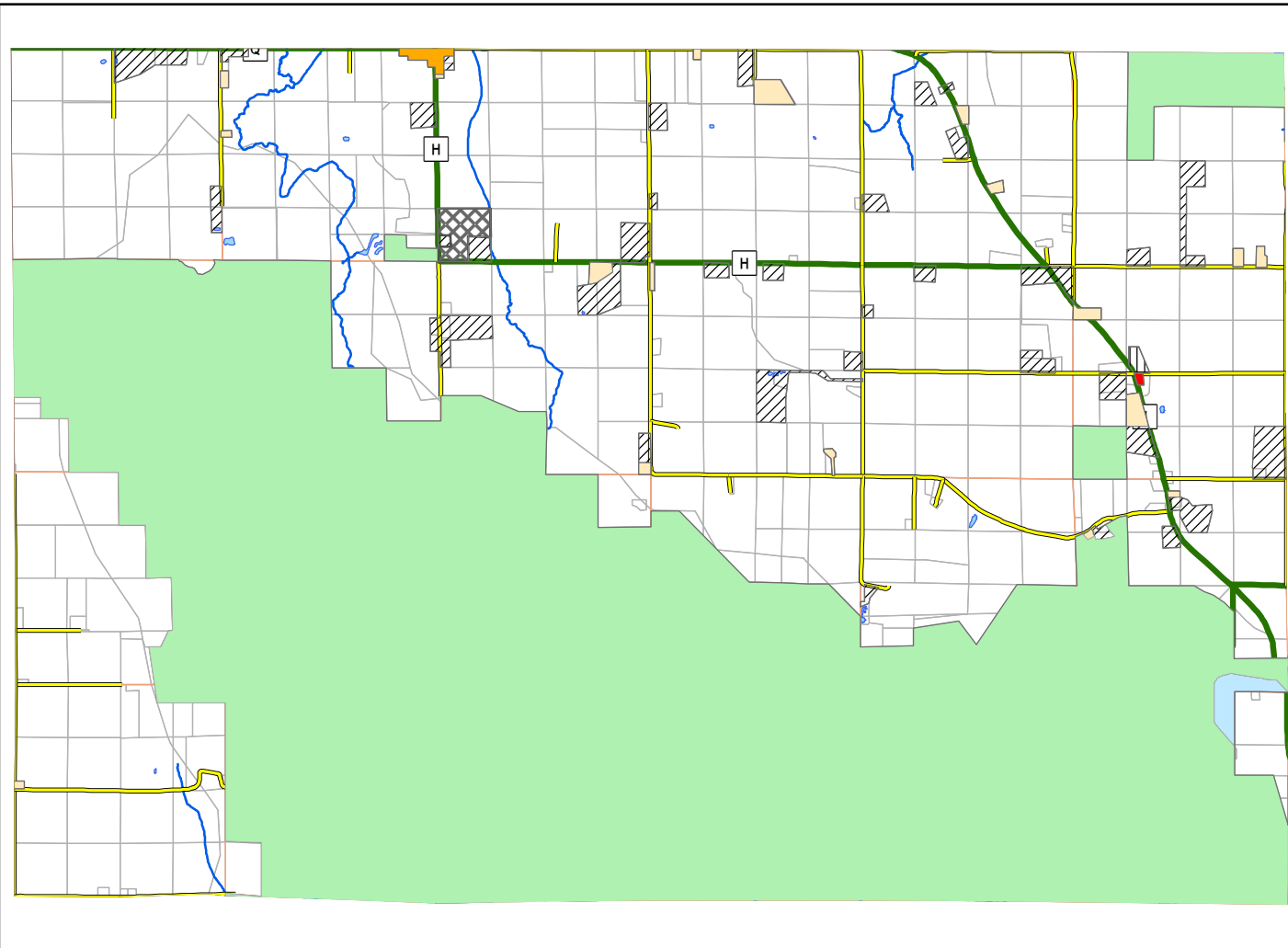
Chapter 71 of the Sheboygan County Code contains the Sheboygan County land subdivision ordinance. The ordinance regulates the unincorporated areas of Sheboygan County, or where incorporated communities have entered into agreement under sec. 66.30 Wisconsin Statutes, to exercise cooperative authority to approve plats of subdivisions, where the act of division creates five or more parcels from the same “Mother Tract” of land.

The “Mother Tract” of land is defined in the ordinance as, “A parcel of land that is, or at any time in the previous twenty (20) years was, in the same ownership. Contiguous parcels in the same ownership are considered to be one (1) parcel for purposes of this definition, even though the separate parcels may have separate tax identification numbers or were acquired at different times of from different persons.”

The ordinance includes a requirement for dedication of public parks and open space. The amount of land to be provided is based upon an equivalent of one acre per thirty-six dwelling units, with a minimum of one-half acre for undeveloped lots. In the event that the proposed park or open space would be too small, unsuitable or unnecessary for reasons particular to the division or neighborhood in which it is located, the subdivider of a plat or certified survey map can pay a fee of two hundred dollars per dwelling unit in lieu of land dedication.











The regulations contain a Land Suitability clause (71.20) that states “No land shall be divided or subdivided for use which is determined to be unsuitable by the Commission because of flooding or potential flooding, wetlands, soil or rock limitations, inadequate drainage, severe erosion

**Figure 8.2**  
**Zoning Map**  
**Town of Russell**  
 Sheboygan County, WI







**Legend**







**ZONING**

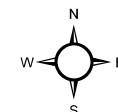
-  A-1
-  A-1/PR
-  A-2
-  A-3
-  A-4
-  B-1
-  C-1
-  P-1
-  R-1
-  R-1/B-1

**Roads**

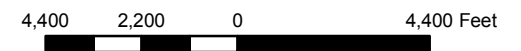
-  State Hwy
-  County Road
-  Local Road
-  Private Road

**Planimetric**

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



1 " equals 4,400 '



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

Source : Sheboygan County

potential, unfavorable topography, inadequate water supply or sewage disposal capabilities, incompatible surrounding land use, or any other condition likely to be harmful to the health, safety, or welfare of the future residents or users of the area, or likely to be harmful to the community or the County.”

The ordinance also contains design standards for streets, planned unit developments, lots, easements, and storm water drainage that must be complied with, in order for the subdivision to be approved by the Sheboygan County Planning Commission. For a more detailed account of the Sheboygan County Subdivision Ordinance, refer to Chapter 71 of the Sheboygan County Code.

### **Official Map**

An Official Map under Ch 62.23(6), 61.35, 60.10(2)c of state statutes is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. At this time, the Town of Russell does not maintain an Official Map.

### **Extraterritorial Jurisdiction**

Wisconsin statutes do not allow towns to invoke extraterritorial jurisdictions. However, extraterritorial jurisdictions can still be a major factor in planning, since a town can be impacted by the jurisdiction of a city or village. In theory, part of the Town of Russell could be under the 1.5 mile extraterritorial zoning and/or extraterritorial platting jurisdiction of Elkhart Lake. Currently, none of these villages’ administer extraterritorial zoning or platting. Elkhart Lake may begin to consider exercising this in the future.

### **Highway Access**

Highway access restrictions can impact development patterns by making it difficult – or impossible – to site buildings along highways. At this time, neither Sheboygan County nor the Town of Russell has a Controlled Access Ordinance – nor do they plan to adopt one. The State has an access control ordinance along state highways which is known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage. Russell does not have any state highways within its boundaries, so Trans 233 is not invoked.

### **County Shoreland-Floodplain Ordinance**

Chapter 72 of the Sheboygan County Code contains the Sheboygan County Shoreland-Floodplain Ordinance, which provides for the safe and orderly use of shorelands and promotes the public health, safety and general welfare relative to surface waters, shorelands, flood prone areas, and contiguous wetlands.

The ordinance controls building and regulates land use types within all lands that would be inundated by the regional flood and/or the 500-year flood for certain critical use facilities; and shorelands and wetlands of all navigable waters in the unincorporated areas of Sheboygan County which are: 1,000 feet from the ordinary high water elevation of navigable lakes, ponds,

or flowages; and 300 feet from the ordinary high water elevation, or to the landward side of a floodplain of the navigable reaches of rivers or streams, whichever distance is greater. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Figures 2.11 and 2.12 in Chapter 2 illustrate the shoreland zones and the floodplains in the Town of Russell.

### **Wetlands**

Wetlands also act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Finally they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

Figure 2.12 shows wetlands in the Town of Russell as mapped on the Wisconsin Wetland Inventory.

### **Historic Preservation**

There may be some areas within the Town of Russell where development is either not desired or should be carefully designed due to the special historic character of the location. The Henschel Indian Museum is one such location that might merit careful review before any new development or redevelopment would take place.

### **Conservation Easements**

Also known as land protection agreements, conservation easements are entered into by willing landowners seeking to permanently protect their land from future development. Individual agreements can cover hundreds of acres of land and therefore become a factor in land use planning because they remove land from development consideration in perpetuity. Currently, there are no known conservation easements in the Town.

## **CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the Town of Russell was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission. This was then updated by the Sheboygan County Planning Department using aerial photo and first hand knowledge of the members of the Lake Country Planning Committee. Figure 8.3 is a table of the land use in 2002 and the current land use for the Town. Figure 8.4 is a map of the current land use.



**Figure 8.3: Town of Russell Land Use Amount, 2002 & 2007**

<b>Land Use Type</b>	<b>Percentage of Total Land in 2002*</b>	<b>Total Acres</b>	<b>Percentage of Total Land in 2007</b>
Residential	<.5%	60.73	0.39%
Commercial	<.1%	4.52	0.03%
Industrial	<.1%	1.5	0.01%
Transportation	<.5%	69.58	0.45%
Communication/Utilities	<.1%	0.95	0.01%
Institutional/Governmental	<.1%	4.32	0.03%
Outdoor Recreation	--	14.76	0.10%
Agricultural	42%	6459.92	41.84%
Natural Areas	57%	8311.53	53.84%
Water Features	--	510.13	3.30%
<b>Total Lands</b>	<b>100%</b>	<b>15437.94</b>	<b>100%</b>

\* In 2002 the natural areas encompass the outdoor recreation and water features. The 2007 analysis breaks these categories down further and in greater detail.

### **Planning Area**

The Town of Russell encompasses approximately 15,437 total acres of land. Of this, approximately 142 acres of the Town is considered developed, leaving 99% of the Town as undeveloped lands. The undeveloped lands consist mainly of woodlands, wetlands, and croplands.

Because this plan is intended to look 20 years into the future, the planning area also includes the lands adjacent to the town. Intergovernmental cooperation will continue to be important as future uses for these lands are potentially considered.

### **Residential Land**

Residential land in the Town accounts for 60.73 acres or 39.7% of the developed land within the Town. The vast majority of this land is single-family residential, most of which is scattered development located throughout the Town. Lot sizes range in size greatly.

### **Commercial Land**

Commercial lands occupy approximately 4.52 acres within the Town, which is under 3% of all developed land. Most of this development is scattered throughout the Town. These lands do not make up a very high percentage of the developed lands within the Town.

### **Industrial Land**

Industrial lands total 1.5 acres, or 1% of the developed land in the Town. These lands include gravel pits and other extractive operations.

### **Transportation**

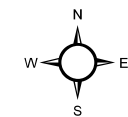
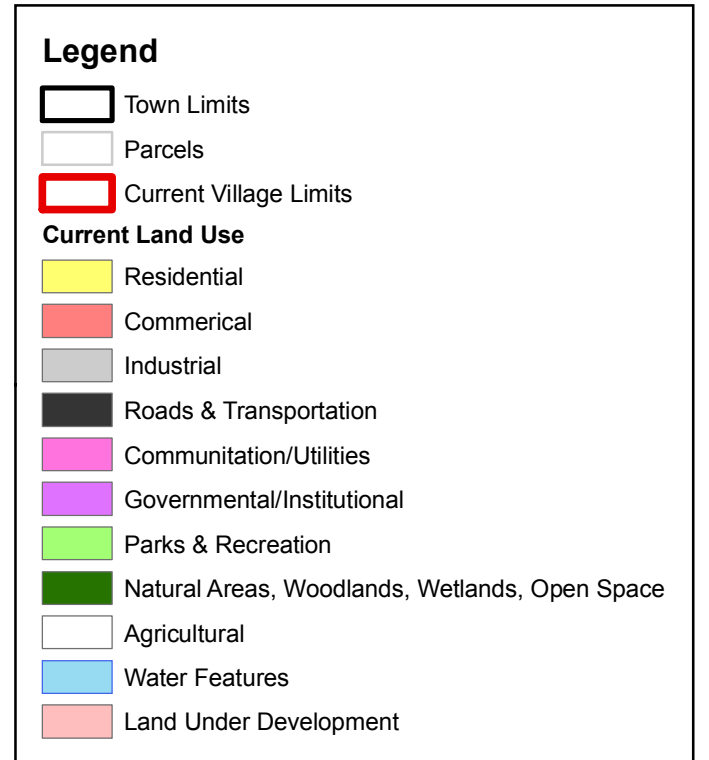
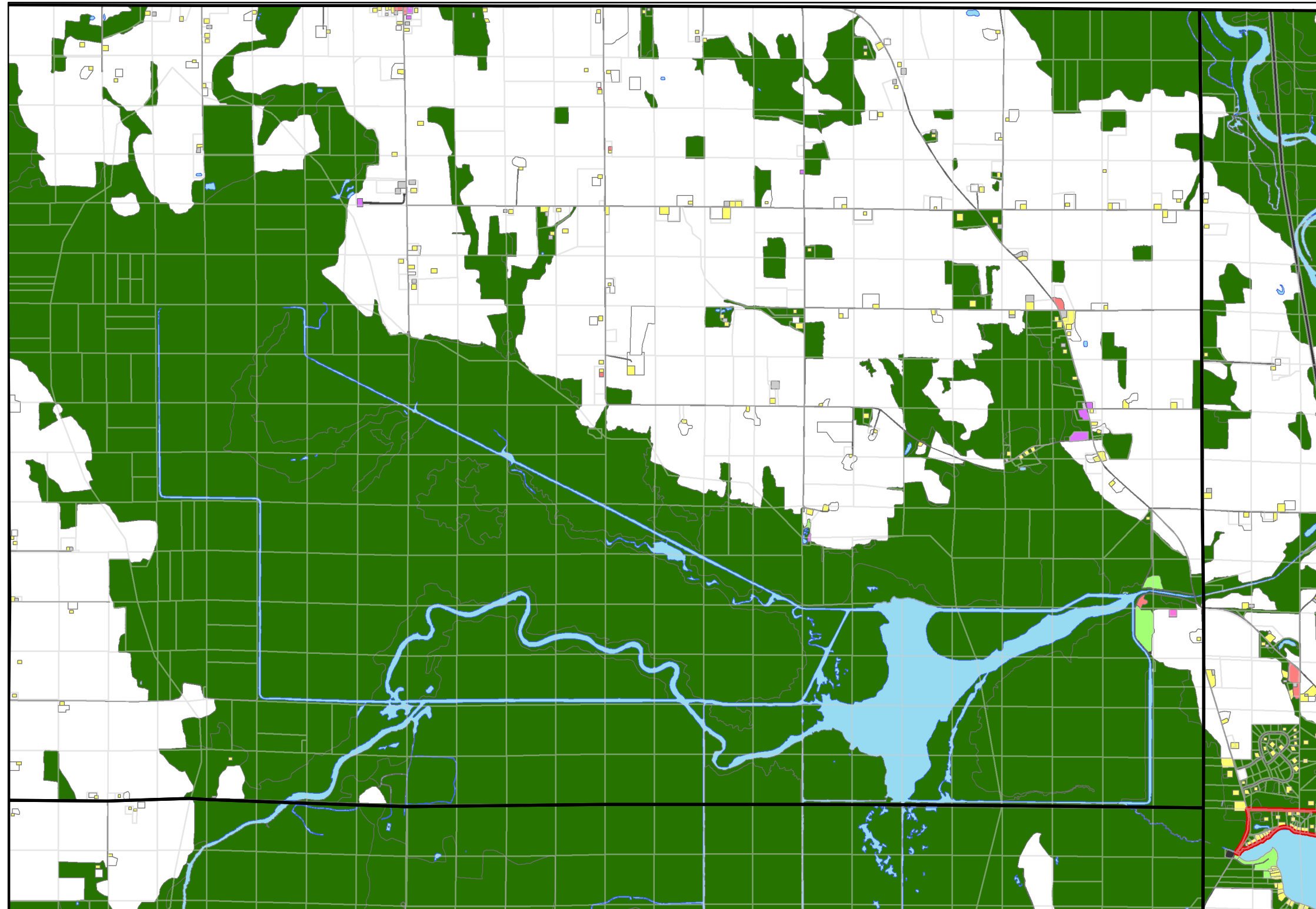
Transportation uses include state and county highways, the local street network, parking facilities, the rail line, etc. Within the Town there are about 70 acres of land used for these purposes. The largest percent of roads in the Town are classified as local or town roads.

# Figure 8.4

## Current Land Use

### Town of Russell

Sheboygan County, WI



1 " equals 3,000 '

2,200 1,100 0 2,200 Feet

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

Source: Bay Lake Regional Planning Commission 2002,  
Sheboygan County Planning Deartment 2007, &  
Town of Russell, 2007

**Communication/Utilities**

Uses under this category land used for water treatment and storage, natural gas substation, transmission towers, etc are included. Such uses currently take up about .01% of the total lands in the Town. This is very miniscule and that is to be expected.

**Institutional/Governmental**

Institutional/governmental uses are defined as lands used for public or private facilities for education, health, or assembly, for cemeteries, place of worship, and all government facilities except public utilities or areas of outdoor recreation. Within Russell, this accounts for 4.32 acres or about .03% of all the Town's lands.

**Parks and Recreational**

About 14.76 acres of the land in the Town is used for parks and recreation. This includes the recreational area at the Sheboygan County Marsh.

**Agriculture**

Agricultural lands make up the second largest acreage in the Town with 6,459.92 acres, which is over 41% of all the Town's land. Most of this land is described as crop lands and pastures. The number of acres of farmland is decreasing as development occurs on the agricultural land within the Town.

**Natural Areas**

These types of lands include land primarily in a natural state, such as woodlands, wetlands, grasslands, and open space. Over 53% of all the Town's lands fall into this category. There are 8,311.53 acres of natural areas in the Town, which means almost 55% of all undeveloped land falls into this category.

**Water Features**

Water features include, lakes, streams, ponds, and other impoundments within the Town. Only the ponds and other water features within the Town are included in this total. These lands account for 3.30% of all the Town's land.

**LAND SUPPLY****Amount**

At first glance, with over 99% of the land in the Town of Russell categorized as “undeveloped,” there would appear to be an over-abundance of developable vacant land within the Town. However, in one sense, agriculture is an “industry” and could be considered a type of development, since the land now used for farming has undergone a change from its natural, truly vacant state. A large portion of the undeveloped land is difficult to develop because the land lies in the floodplain or wetlands, even if such activity would be permitted by the WDNR.

The Town discourages residential development in its rural open space areas, primarily due to the potential conflicts with agriculture and the wishes of residents as indicated in past community-wide surveys; nevertheless, in certain situations limited residential development might be allowable. Limited commercial development, manufacturing, and regulated non-metallic mining

are somewhat more compatible with agriculture; the agricultural lands might be available for such uses, if it does not significantly harm the rural character of the Town.

### **Price**

According to the 2000 U.S. Census, the median value of an owner-occupied home in the Town of Russell was \$98,300, compared to an average value for area towns of \$129,200 and a county-wide median home value of \$106,800. Median home values in the Town are lower than all other Lake Country communities and lower than the median home value for Sheboygan County. These lower values may help attract younger residents, who can afford the price.

### **Demand**

The overall residential vacancy rate for the Town of Russell was 6% for owner occupants, with 3% of the vacancy rate being accounted for with seasonal, recreational, and occasional uses. If you subtract the Town's vacancy due to seasonal or occasional uses, the Town's vacancy rate reduces to 3% which is lower than the ideal 5% occupancy rate. This low vacancy rate may mean there is somewhat of a demand for new housing within the Town.

There has not been any significant demand for substantial new tracts of commercial, industrial, or institutional lands.

### **Redevelopment Opportunities**

There are no brownfields or sizeable tracts of land within the Town that need redevelopment. There are, however, scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely. Any improvement, conversion, or redevelopment that takes place should be done in a way that maintains the rural character of the Town.

## **LAND USE ISSUES AND CONFLICTS**

Some agricultural areas within the Town have been in close proximity to residential areas for several years. There is often little, if any, buffering between such uses. Some conflicts, such as noise and odor, have been occasional issues. These situations continue to be monitored and opportunities for improving awareness and understanding between farmers and non-farmers will be considered, as will possible options for landscaping/buffering.

Currently, there is very little to no commercial development. If there is any future development, there may be an increase in traffic, lighting, and noise in the immediate area and this should be buffered from any residential development.

## **ANTICIPATED LAND USE TRENDS**

It is anticipated that over the next 10 to 20 years the Town of Russell will grow at a slow rate, and that most of the new development will be primarily single-family residential dwellings near St. Anna or scattered throughout the Town. Existing agricultural uses will likely continue to expand through the process of consolidation of smaller operations.

Possible external impacts on local land use are expected to include 1) the overall aging population, which will drive more diverse housing options, 2) the increasing ability due to technological innovations to telecommute or start a home-based business, 3) the desire for

passive recreation options, such as biking and walking trails, and 4) increasing emphasis on renewable energy options.

## **DEVELOPMENT CONSIDERATIONS**

### **Environmental, Financial, Transportation, and Public Utility Considerations**

A significant amount of environmental corridors (i.e., wetlands, floodplain, steep slopes) weave through the Town (see Figure 8.5), and these features have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint.

The Town of Russell's total general obligation debt as of December 31, 2004 was \$0, which was 0% of its full value, and 0% of the \$1,179,905 it could legally borrow. Therefore, the Town has the capacity to borrow for infrastructure for future development projects if it so desires. Further, the Town has no existing TIF obligations, which means this development financing option, though limited for towns, is available if needed.

There is an adequate transportation network of collector and arterial roads already in place within or adjacent to the Town to serve future traffic flows generated from new growth, and the County's subdivision ordinance makes adequate provision for the construction of local roads to serve new development.

No official hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Town of Russell, but recently it has been brought to the Town's attention that there may be some contamination of residents' wells. A hydrological study may need to be done to determine the extent of this problem. Future development in the St. Anna area may be limited due to water quality.

Soils in most areas of the Town are generally adequate for low density development on mound, conventional, or newer technology on-site waste disposal systems. Any intense or high density development would be better suited to a municipality with a public wastewater treatment facility.

Gas and electrical supply continues to be upgraded by We Energies as necessary and is not considered to be a constraint to further development.

## **20-YEAR LAND USE PROJECTIONS**

This section of the chapter was based on: 1) a consensus map compiled by Sheboygan County following a survey mailed to households in the Town of Russell, 2) citizen opinion survey questions, 3) discussions with the Lake Country Communities and members of the Town, 4) emerging trends, and 5) constraints discussed earlier in the chapter.

Figure 8.6 contains projections for the Town if all the lands identified in the 20-year future land use map is actually "built out," that is, developed in the planning period. While this is unlikely, it is helpful to identify the upper limit of potential development in the Town.

### **Five Year Incremental Land Use Projections**

Wisconsin Statute 66.1001(2)h requires Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based over the 20-year planning period.

**Figure 8.5: Development Constraints**

## Figure 8.5 Development Constraints Town of Russell

Sheboygan County, WI

### Legend

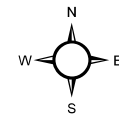
- Publicly Owned Land
- Areas of 12% or greater slope
- DNR Wetlands
- DNR Wetlands < 2 Ac
- Approximate 100 Year Floodplain

### Planimetric

- Bridges
- Dams
- +

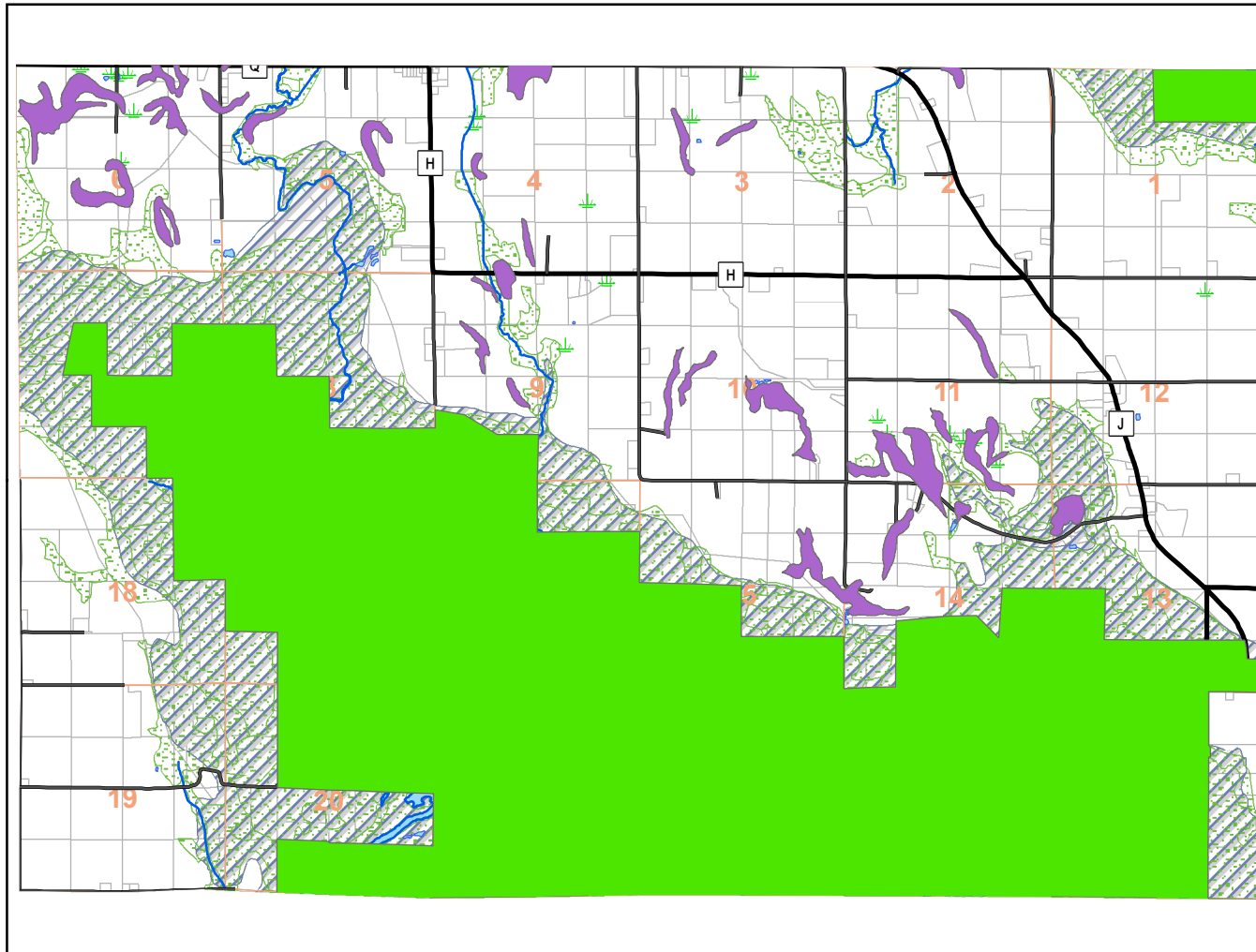
+

 Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Parcels



1 " equals 4,600 '

4,800      2,400      0      4,800 Feet

**Residential Projections**

The method to project the Town's future residential land use acreage used the following:

- the projected housing unit needs presented on page 66 of this document, along with local knowledge and observations of housing development trends
- an average of one-half acre per dwelling unit, which was calculated by taking the current number of acres identified in the Bay-Lake RPC land use inventory as being used for residential purposes and dividing this total by the number of households in the Town.  
*(Note: the one-half acre per dwelling unit is the amount of land immediately bordering residential structures and accessories. It is not the total amount of land within a given parcel.)*

**Commercial Projections**

Commercial land use projections were calculated by comparing the current ratio of commercial land use acreage to the current ratio of residential land use acreage in the Town (1:.074).

Assuming this ratio has been satisfactory, it can be used to project appropriate commercial acreages in the future by holding the commercial ratio steady with residential growth as residential growth is projected to occur. There is very little commercial growth that is projected to occur in the 20-year planning period

**Industrial Projections**

Industrial land use projections were estimated in the same manner as commercial lands, with the ratio calculated at 1:.025. It is doubtful that industrial growth will occur in the Town in the 20-year planning period.

**Agricultural Projections**

Using recent history as a guide, most of the acres projected to be needed for residential, commercial, and industrial development are likely to come from existing agricultural uses. This makes the agricultural projections a series of negative numbers, which is consistent with the overall decline in agricultural land over the last several years in Sheboygan County. In fact, the projected decline of 0.05% for the Town from 2006 to 2026 may be underestimated, since the average rate of decline in Sheboygan County as a whole was 25% from 1990-2002 (Program on Agricultural Technology Studies, UW-Madison, 2004.)

No annexations are expected to occur for land within the Town of Russell in the planning period, but conditions could always change. *(Calculations are for planning purposes only.)*



**Figure 8.6: Land Use Projections for the Town of Russell in Five Year Increments\***

<b>Land Use</b>	<b>Current</b> (total acres & % of total land)	<b>2012</b> (total acres & % of total land)	<b>2017</b> (total acres & % of total land)	<b>2022</b> (total acres & % of total land)	<b>2027</b> (total acres & % of total land)
Residential	60.73/ 0.39%	61.73/ 0.4%	62.23/ 0.4%	63.23/ 0.41%	63.73/ 0.41%
Agricultural	6,459.92/ 41.84%	6,458.92/ 41.84%	6,458.42/ 41.83%	6,457.42/ 41.83%	6,456.92/ 41.82%
Commercial	4.52/ 0.03%	4.56/ 0.03%	4.6/ 0.03%	4.67/ 0.03%	4.71/ 0.03%
Industrial	1.5/ 0.01%	1.54/ 0.01%	1.56/ 0.01%	1.58/ 0.01%	1.59/ 0.01%
Natural Areas	8,311.53/ 53.84%	8,311.53/ 53.84%	8,311.53/ 53.84%	8,311.53/ 53.84%	8,311.53/ 53.84%
Other	599.74/ 3.9%	599.74/ 3.9%	599.74/ 3.9%	599.74/ 3.9%	599.74/ 3.9%
<b>TOTAL</b>	15,437.90/100%	15,437.90/ 100%	15,437.90/ 100%	15,437.90/ 100%	15,437.90/ 100%

\*Calculations are for planning purposes only.

## 20-Year Map Comments

Any of the development that occurs should be around the St. Anna area. St. Anna already has a few commercial properties and is a residential area; continued growth should occur in that area. Figure 8.7 shows the potential future land use in 2027. There will be scattered residential development throughout the Town, which is discussed later.

## Land Use Intensity Scale

In order to limit the number of comprehensive plan/map amendments, which may be costly and time-consuming, the Town reserves the right to review and approve, without going through the statutory plan/amendment process for any development proposal for a use that is less intensive than that which is specified on the 20-year land use map, but only if the development proposal is found to be appropriate under the policies set forth in this plan and related to Town ordinances. For example, if the future land use maps indicate a future commercial designation for a particular parcel, a less intensive use, such as residential, may ultimately be approved for the parcel without amending the plan/map. The intensity range of land uses shall be as follows with 1 being the most intense and 8 the least intense.

1- Industrial, 2- Commercial, 3- Transportation/Utility, 4- Institutional/Government, 5- Residential, 6- Agricultural, 7- Recreation, 8- Open Space/Natural Area

## Agricultural

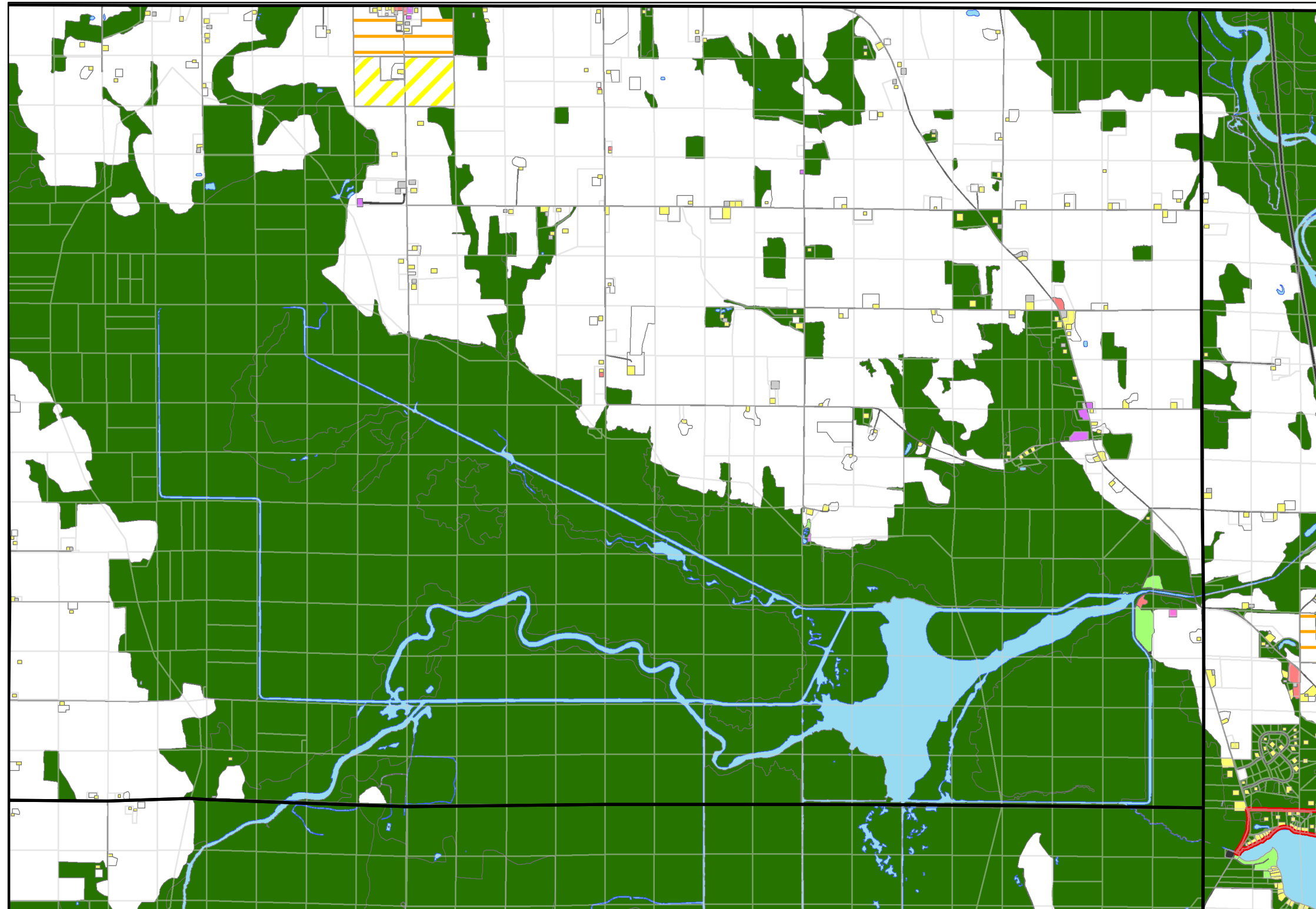
The purpose of this classification is to preserve existing lands devoted to the growing of crops and the raising of farmland, but in a rural Town like Russell much of the development occurs on scattered parcels in agricultural zoned areas. The following are recommendations the Town can use to limit the number of plan amendments needed when a residence is proposed for an area that is designated agricultural land use.

# Figure 8.7

## Potential 20-Year Future Land Use

### Town of Russell - 2027

Sheboygan County, WI



**Legend**

- Town Limits
- Current Village Limits
- Potential 2027 Land Use**
  - Potential 2017 Residential
  - Potential 2017 Mixed Residential-Commercial
- Current Land Use**
  - Residential
  - Commerical
  - Industrial
  - Roads & Transportation
  - Communtiation/Utilities
  - Governmental/Institutional
  - Parks & Recreation
  - Natural Areas, Woodlands, Wetlands, Open Space
  - Agricultural
  - Water Features
  - Land Under Development
  - Parcels

N  
W E  
S

1 " equals 3,000 '

2,000 0 2,000 Feet

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

Source: Bay Lake Regional Planning Commission 2002,  
Sheboygan County Planning Deartment 2007, &  
Town of Russell, 2007

*Recommendations:*

1. The town encourages the preservation of agricultural lands and the farmer's right to farm in order to better serve the resident of the Town. It is also intended to protect the agricultural atmosphere and rural character valued by the residents of the Town of Russell.
2. Residential development will be considered at low densities and as scattered parcels in areas designated as agricultural on the future land use map, as long as steps are taken to preserve natural areas, viewsheds, open spaces, and areas deemed important for the Town to keep preserved.
3. Any non-agricultural residence proposed for areas in the agricultural designation on the Potential Future Land Use Map (Figure 8.7) shall demonstrate detailed site plans. This means that in order to prevent the Town from having to make amendments to the future land use map every time a scattered residence is proposed in what is designated agriculture on the map, the proposal is able to be evaluated on a list of criteria set by the Town. Approval or denial will be based on the criteria the Town uses. The areas designated as agriculture would be considered for scattered development when a proposal is received. The following are examples of general criteria that should be analyzed by the Town Plan Commission and Town Board prior to making a decision.
  - a. Physical measurements and topography
  - b. Geology, hydrology, and vegetation,
  - c. Structure, utility and roadway locations and dimensions,
  - d. Effects on neighboring properties,
  - e. Economic impacts,
  - f. Natural resource impacts,
  - g. Necessary permits from other agencies, etc.

Various criteria found in this comprehensive plan and the Town's zoning ordinance assist with much of the decision-making process.

4. If development pressure on the Town increases, the Town should weigh the cost of converting farmland into other uses.
5. Encourage natural buffers for development. Adequate buffers are encouraged between farming and future non-farming operations in these areas in order to lessen conflict between land uses.
6. Advocate that agricultural lands are under adequate farming practices. It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have a significant adverse impact on the quality of surface water and groundwater unless properly managed.

Appendix D shows a possible form that could be used in order to change A-1 zoning.

### **COORDINATION BETWEEN FUTURE LAND USE MAPS AND ZONING MAPS**

The future land use maps in this chapter are meant to be used as guides for making decisions about rezonings and future development. Because it would be impractical to analyze in detail every individual parcel within the Town of Russell, the land use maps are somewhat general in

nature. When a request for rezoning or development comes before the plan commission and the board, these bodies should refer to the land use maps for initial guidance in responding to the request. If the request is in harmony with the land use maps, the rezoning and/or development can likely proceed. If, on the other hand, the request is not in harmony with the land use maps, the rezoning and/or development should probably be rejected. However, since the land use maps and the entire plan is primarily a guide and not parcel specific, it is possible the applicant could present data and compelling reasons why his/her proposal is appropriate. In such a case, it might make sense for the comprehensive plan and land use maps to be amended to allow the proposal. A subsequent rezoning could then be approved that would be consistent with the amended plan and land use maps.

Any amendments to the land use chapter and maps must be considered in the context of all nine required plan elements, especially the vision, goals, objectives, and policies/programs described in this document. The amendment process includes a formal public hearing and distribution according to the requirements of Wisconsin's Comprehensive Planning Law. Any amendment must be recommended by the Town Plan Commission and approved by the Town Board before permits may be issued and development can begin.

## **DEVELOPMENT/DESIGN STANDARDS**

Development will adhere to the standards laid out in the Town of Russell Zoning Ordinance and the Sheboygan County Subdivision Ordinance.

## **LAND USE STRATEGY AND RECOMMENDATIONS**

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

### Land Use Goals, Objectives, Policies, and Programs

#### **1) Provide balance and harmony between land owners' preferences (Right To Sell) and Town government regulations regarding land use decisions.**

- a. *Policy/Program:* Encourage site planning for all new developments to protect rural country atmosphere and support the overall vision of the Town.
  - a. Develop site assessment criteria for rezoning of land (Appendix D).
- b. *Policy/Program:* The Town should continue to monitor and regulate division of farmland for homebuilding parcels.
- c. *Policy/Program:* The Town needs to continue to enforce restrictions for proposed conditional/uncommon land uses.

#### **2) The land use strategy and principles of the region should manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.**

- a. *Policy/Program:* Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town. (Ch. 2).
- b. *Policy/Program:* Consider clustering and conservation designs for future residential developments in order to preserve farmland, open space, and natural areas. (Ch. 2)

- c. Policy/Program:* The Town will consider maximum driveway lengths or maximum front yard setbacks for new residential development to limit land fragmentation.
- d. Policy/Program:* The Town will not encourage additional large-scale livestock operations. This does not mean the Town is discouraging large-scale agriculture, however, due to concerns about odor, noise, truck traffic, etc., the Town will not create policies to promote or solicit new farms of this size.
- e. Policy/Program:* The Town land use map and zoning ordinance will favor single-family housing, but some provision may be made for a limited number of other housing types. (Ch. 3)
- f. Policy/Program:* New businesses or expansions should not adversely threaten critical natural or historic resources.

**3) Promote policies within the region that ensures growth and development in a planned and coordinated manner that will maintain or improve the quality of life in the region.**

- a. Policy/Program:* The Town should limit scattered development, and promote building near St. Anna, Elkhart Lake, or Glenbeulah.

## **CHAPTER 9 – IMPLEMENTATION**

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### **INTRODUCTION**

Due to this being the Town's first comprehensive plan, it is important that the Town understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little, only when the recommendations made in the plan are implemented through action—such as amending a map, adopting a new policy, or revising an ordinance, does real change come about.

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Town of Russell. More detailed information on various statutory powers that the Town may utilize to implement this 20-year Comprehensive Plan is included in this chapter.

#### **Role of the Plan**

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing the Town should be consistent with the community's adopted comprehensive plan. The Town of Russell's Plan Commission's primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Town ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Town, the Plan shall be reviewed, and a recommendation will be derived from its vision statement goals, objectives, policies, programs, and potential future land use maps. If a decision is one that needs to be made in which it is inconsistent with the Comprehensive Plan, then before the decision can take effect, the Comprehensive Plan must be amended to include this change in policy.

### **ROLE OF LOCAL OFFICIALS**

#### **Role of the Elected Officials**

The Town's elected officials should strive to become familiar with the contents of this comprehensive plan. It should be their primary guide, although not their only guide. Town Board members must make their decisions from the standpoint of overall community impact—tempered by site specific factors. In this task, board members must balance the recommendations made in this plan with the objectives of developers and residents, technical advice, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

This Comprehensive Plan will provide much of the background and factual information the Board needs in making its decisions. Information from landowners and the Plan Commission will provide much of the site specific information for the Board. Thus, while the initial responsibility of implementing and updating a comprehensive plan falls on the Plan Commission, the Town Board must see that community support and resources are maintained to ensure the Russell Comprehensive Plan stays current and viable.

#### **Plan Commission**

The Russell Plan Commission should promote good planning practices within the Town in addition to keeping the public and the Town Board well-informed on planning issues. Plan Commissioners need to become very familiar with this Plan's maps and text, as well as its stated

vision, goals, objectives, policies, and programs. A biennial review of these components is recommended to keep them current, along with a review after every census. The Plan Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other village land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years (Section 66.1001 (2)(i), *Wisc. Stats.*).

### **Board of Appeals**

Unlike a plan commission, a board of appeals is a quasi-judicial body. It has the power to: 1) interpret the wording of a land use control ordinance, 2) review an administrative decision where it is contended the administrative official made an error in applying a land use control to a particular property, and 3) issue area-related variances from the standards of an ordinance when it finds that strict enforcement would cause a hardship or be unnecessarily burdensome. Like the recommendations of the Town Plan Commission and the decisions of the Town Board, the decisions of the Russell Zoning Board of Appeals need to be consistent with the Town's adopted Comprehensive Plan.

### **Other Committees/Commissions**

Although the Town of Russell does not have any other committees or commissions, they may decide to create one, if it becomes necessary.

## **LAND USE PLANNING CONTROLS RECOMMENDATIONS**

### **Zoning**

The Town of Russell has an established Zoning Ordinance. Several of the future land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would not be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this plan's assumptions.

The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board will need to judge when re-zoning will occur, for it is not the intent that the zoning ordinance become a direct reflection of the plan in all instances. The comprehensive plan looks out to the future while the ordinance deals with present day.

The Town Plan Commission should consider adopting/updating specific lighting, signage, and landscaping design standards in order to protect the character of the Town, regarding commercial and industrial uses.

Additional ordinances may be developed by the Town in order to meet the "vision" listed in Chapter 1 of this plan.

### **Historic Preservation Ordinance**

Historic preservation ordinances can assist communities in protecting their culture and history. The ordinances provide identification, protection, enhancement, maintenance and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a community's historical, architectural, archaeological, cultural, and aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition, or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

### **Other Controls**

There are a number of standards that impact land use planning in the Town of Russell. They include the Sheboygan County Erosion Control and Stormwater Management Ordinance, the Sheboygan County Subdivision Ordinance, antennas and towers, accessory structures, lighting or sign ordinances, and building/housing codes.

While this plan includes a number of specific implementation activities directly related to some of these standards, it is also understood that informal reviews of these standards, as they compare to the plan's vision, goals, and policies, should be ongoing as the Town conducts its business.

## **ROLE OF INTERGOVERNMENTAL COOPERATION**

### **Boundary Agreements**

Boundary agreements are formal efforts to identify precisely which extraterritorial area may be attached to a village or city. They may also spell out terms for revenue sharing of current and future property taxes in specified areas, among other things. As an implementation tool, their ultimate purpose is to promote the goal of harmonious relations between adjacent communities. Although the Town of Russell has a working relationship with the Village of Elkhart Lake, a boundary agreement may one day be considered, if substantial growth occurs.

### **Official Maps**

Under §62.23(6), the Town Board (under own powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks, and playgrounds laid out, adopted and established by law." "The board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the Town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.



## **IMPACT OF ECONOMIC DEVELOPMENT**

### **Government Economic Development Initiatives**

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. In addition to activities undertaken by the Elkhart Lake Area Chamber of Commerce and Sheboygan County Chamber of Commerce, there are a number of programs listed at the end of “Chapter 4 – Economic Development” designed to implement the goals of Russell.

The implementation of most economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with the Comprehensive Plan. It is important that such a comparison takes place. Much of the time the impacts are positive and welcomed, but there may also be downsides. In some communities, economic development initiatives are quite successful at attracting businesses and spurring growth; however, when the development period tapers off, residents find their community has become something far different than what they had always envisioned.

If it is anticipated that an economic development program or initiative being considered for the Town may significantly change the character of the Town, and therefore run counter to the vision and goals of the Plan, the economic development program should either be adjusted, or the Comprehensive Plan should be revisited and amended to allow for the change in character.

### **Non-Government Economic Development Activities**

Sometimes economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities, and indeed it is often best to encourage such activities. Nevertheless, it is once again possible that this type of economic development can change community character. Further, since it is unplanned by the local government, this kind of economic development frequently outstrips the community’s existing infrastructure and begins a sometimes never-ending cycle of “catching up,” as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development “boom” is underway, the Town must analyze whether the character of the community will be significantly altered, and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in the Comprehensive Plan will have to be revisited and amended.

## **ROLE OF PUBLIC INVESTMENT**

### **Capital Improvement Programs (CIP)**

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan – especially the “Transportation” and “Utilities and Community Facilities” chapters. The Russell Comprehensive Plan is not dependent on a CIP to implement its recommendations, but it may play a role in certain areas.

**Impact Fees and Land Dedication**

Defined as cash contributions, contributions of land or interests in land, or any other items of value imposed on a developer by a municipality, impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. The Town of Russell does not impose development impact fees or land dedications at this time.

Impact fees and land dedications may be used to finance the capital costs of constructing roads and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency facilities, and libraries. The law expressly prohibits the use of impact fees to finance facilities owned by a school district.

**Special Assessments**

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies. Although this Comprehensive Plan does not specifically recommend their use, the Town of Russell may decide to use special assessments in the future, if appropriate.

Special assessments are not considered exactions, because they are not imposed on developers as a condition of development. Under Wisconsin law, “any city, town, or village may, by resolution of its governing body, levy and collect special assessments upon property in a limited and determinable area for special benefits conferred upon such property by any municipal work or improvement and may provide for the payment of all or any part of the cost of the work or improvement out of the proceeds of such special assessments.”

Because of the need to show special benefit to property caused by the improvement, special assessments are traditionally used to fund improvements abutting the land that is ultimately assessed for such capital expenditures as sewer and water mains, sidewalks, street paving, curbs and gutters. The construction of “off site” improvements are generally seen as benefiting the entire community rather than a specific area and therefore must be financed by other means.

**Development Review Cost-Recovery**

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring a quality development is constructed. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first steps toward realizing a goal and implementing a policy without having to allocate funding or personnel. The Town of Russell has not utilized this tool in the past, and with the limited projected development probably will not be utilizing this tool in the near future.

## ROLE OF LAKE COUNTRY PLANNING REGION

The Town of Russell, in planning cooperatively with the Village of Elkhart Lake, Village of Glenbeulah, Town of Greenbush, Town of Rhine, and Sheboygan County, realize that in order for the Lake Country Planning region to meet their goals, all the communities will need to work together. These communities have been meeting monthly since 2003 and have been putting in a great deal of work in planning for the area's future.

“We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm and agricultural and natural resources. Residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quite, and unique place to live.”

Along with the vision statement, the communities developed joint goals for each element of the plan. Russell will not only strive to meet its own goals, but will strive to meet the goals developed for the Lake Country region through the public participation process of this Comprehensive Plan. Below in Figure 9.1 is a list of the goals developed by the communities as a whole. The Lake Country Planning Committee will strive to plan and operate cooperatively. The Town will help the Lake Country region work towards these goals, by meeting their own goals and objectives.

<b>Figure 9.1: Lake Country Goals</b>
<b>AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS</b>
<b>GOAL 1:</b> Protect natural resources, woodlands, wetlands and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.
<b>GOAL 2:</b> Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.
<b>HOUSING GOALS</b>
<b>GOAL 1:</b> Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.
<b>GOAL 2:</b> Support a variety of quality housing opportunities for all segments of the region's population in such a way that minimizes adverse impacts on natural and agricultural resources and will preserve the region's rural character.
<b>ECONOMIC DEVELOPMENT GOALS</b>
<b>GOAL 1:</b> Support development in the region by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income, and protecting and enhancing the region's rural assets.
<b>GOAL 2:</b> Retain the natural and rural character of the region, while providing sufficient land area for development needs to meet projections for the future.
<b>TRANSPORTATION GOALS</b>
<b>GOAL 1:</b> Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.

<b>UTILITIES AND COMMUNITY FACILITIES GOALS</b>
<b>GOAL 1:</b> Preserve clean water, and plan for cost-effective treatment of waste as growth occurs in the region.
<b>GOAL 2:</b> Encourage a parks system that takes into account the assets of the region including local, county, and state-owned opportunities that is safe and provides a variety of opportunities for residents and visitors.
<b>INTERGOVERNMENTAL COOPERATION GOALS</b>
<b>GOAL 1:</b> Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.
<b>LAND USE GOALS</b>
<b>GOAL 1:</b> The land use strategy and principals of the region should manage future development to protection the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.
<b>GOAL 2:</b> Promote policies within the region that ensures growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life in the region.
<b>IMPLEMENTATION GOALS</b>
<b>GOAL 1:</b> Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

### COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County Planning Department and the Lake Country community representatives, including representatives from the Town of Russell, participated in group sessions to identify key issues within each of the nine elements of the plan and created community survey questions regarding these issues. Using the survey results, along with factual information regarding natural features, past population and housing data, and infrastructure information, the Lake Country Planning Committee and the Sheboygan County Planning Department used the identified visions, goals, and strategies expressed within this plan to determine the potential future land use maps as well as the implementation actions the Town will undertake throughout the 20-year planning period.

In several instances, a single goal applies to more than one element of the plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the town plan commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements before any amendment that might affect more than one element is approved.

### IMPLEMENTATION SCHEDULE

The goals established in this schedule will be implemented over a twenty year planning period beginning in 2007 and running through the year 2027. They represent priorities for land use management for the Town of Russell.

The following implementation schedule has been developed to implement the Comprehensive Plan goals, objectives, and policies. The plan outlines the responsible entity(ies) for each activity, cooperating agencies, and a timeline for implementation. The implementation schedule should be evaluated and revised as needed on an annual basis.

**Figure 9.2: Implementation Schedule**

<b>Goals and Objectives: Natural Resources</b>			
1) To protect natural resources, woodlands, wetlands, and open/green space.			
2) Maintain a safe water supply, a rural country atmosphere, and the environmental quality of the area.			
3) The Town of Russell will encourage cooperation with other communities to protect its natural resources and other communities' natural resources for environmental health and recreation.			
<b>Activity:</b>	<b>Lead Entity</b>	<b>Cooperators</b>	<b>Time Period</b>
1- Identify critical natural resource, woodland, and wetland areas to protect during future development.	Town Board	Plan Commission; WDNR	Ongoing
1- Uphold the current shoreland, wetland, and floodplain ordinances. Review periodically to make sure they are up-to-date.	Plan Commission	Town Board; WDNR	2010, 2012, etc.
1- Use conservancy zoning districts to protect the woodlands important to the Town of Russell.	Plan Commission	Town Board	Ongoing
1- Partner with Land Preservation Organizations that work with private property owners to protect natural resources and preserve open spaces-such as land trusts and conservancy organizations.	Town Board	Plan Commission; Conservancy Organizations	Ongoing
1- Continue to work with Sheboygan County in submitting appropriate materials for the County's five-year updates to its <i>Outdoor Recreation and Open Space Plan</i> .	Plan Commission	Town Board	2007, 2012 etc.
2- Identify the recharge areas for wells to know the areas that need to be protected.	Plan Commission	Town Board; WDNR	Ongoing.
2- Enforce protective zoning ordinances to ensure a safe water supply, such as by the recharge areas.	Plan Commission	Town Board	Ongoing
2- Identify the potential contaminant sources within the recharge areas for wells in order to identify the threats to the water.	Plan Commission	Town Board; WDNR; County LWCD	2007, 2009, 2011, etc
2- Provide periodic testing for residents who may be concerned with contaminants in their water supply.	Plan Commission	Town Board; WDNR; County LWCD	Bi- Annually
2- Coordinate with surrounding areas to ensure their ordinances are protecting the quality and quantity of groundwater.	Plan Commission	Town Board; Adjacent Communities; WDNR; County LWCD	Ongoing
2- Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying.	Plan Commission	Town Board; Sheboygan County Planning Dept.	Ongoing

2- Work with the County to help ensure understanding of and compliance with the <i>Sheboygan County Runoff/Erosion Control Ordinance</i> .	Town Board	Town Clerk; County LWCD	Ongoing
2- Develop ordinances restricting placement of onsite systems to overcome the limitations on development that were removed with the passage of COMM83's revisions.	Plan Commission	Town Board; Sheboygan County Planning Dept.	Ongoing
3- The Town will encourage cooperation with other communities and other government entities in protecting the Broughton County Marsh Park, the area lakes, rivers, and streams.	Plan Commission	Town Board; WDNR	Ongoing
3- The Town will work with local communities to help promote local natural and cultural resources within its jurisdiction and within neighboring communities.	Plan Commission	Town Board; Lake Country Communities.	Ongoing
<b><u>Goals and Objectives: Agricultural Resources</u></b>			
1) To preserve farmland and farm resources, maintaining farming economy and quality of life values.			
2) Continue to support the state's "Right to Farm" law.			
<b><u>Activity:</u></b>	<b>Lead Entity</b>	<b>Cooperators</b>	<b>Time Period</b>
1- Identify the Town's prime farmland for preservation.	Plan Commission	Town Board; County LWCD	Ongoing
1- Continue to use the Agricultural zoning districts to preserve the productive farmlands in the Town while allowing limited growth on less productive soils.	Plan Commission	Town Board; Sheboygan County Planning Dept. County LWCD	Ongoing
1- Consider adopting zoning language regarding small agricultural businesses.	Plan Commission	Town Board; Small Agricultural Business	Ongoing
1- The Town will explore/investigate the adoption of the state's large-scale farming operation siting laws and its own regulations for large-scale farming operations.	Plan Commission	Town Board; Large-Scale Farms; Small-Scale Farms	Ongoing
1- Work with the County and state agencies to promote innovative ways which ensure the protection of farmlands-such as Purchase of Development Rights (PDR).	Plan Commission	Town Board; State Dept. of Ag.; County LWCD	Ongoing
2- Consider informing farmers that in order to be protected by the "Right to Farm" law they must use best management practices such as nutrient management plans, soil erosion plans, or other state or federal conservation or nonpoint laws, which in turn lower the number of possible nuisance complaints in regards to agricultural lands.	Plan Commission	Town Board; State Dept. of Ag.; County LWCD; WDNR	Ongoing

<b>Goals and Objectives: Housing</b>			
1) To provide adequate housing for residents, while maintaining the rural country atmosphere.			
2) The Town of Russell prefers single-family, owner occupied housing.			
4) The Town of Russell will limit any subdivisions, but if need arises the Town will explore alternative (conservation) subdivision designs or layouts.			
<b>Activity:</b>	<b>Lead Entity</b>	<b>Cooperators</b>	<b>Time Period</b>
1- Maintain a slow housing growth rate, by limiting the number of permits issued for new development.	Plan Commission	Town Board	Ongoing
1-Encourage carefully sited, single-family housing development.	Plan Commission	Town Board	Ongoing
1- The Town will establish building codes and ordinances that support a rural country atmosphere.	Plan Commission	Town Board	Ongoing
2- The Town land use map and zoning ordinance will favor single-family housing, housing for seniors, and affordable housing.	Plan Commission	Town Board	Ongoing
4- The Town will schedule an educational session with an outside expert(s) to learn more about conservation subdivisions and their appropriateness for the Town, if the need arises.	Plan Commission	Town Board; UW-Extension	Annually
4- The Town will not discourage sustainable development practices such as natural landscaping, permeable surfaces, green roofs, and "green" building materials.	Plan Commission	Town Board	Ongoing
<b>Goals and Objectives: Economic Development</b>			
1) Stimulate a healthy economy for residents, while focusing on community values and the rural country environment.			
2) Protect the agricultural base to keep the farming economy strong.			
3) Encourage economic development that consists of neighbor friendly, small home-based businesses.			
4) Identify areas for industrial development, though it will not be encouraged within the Town.			
<b>Activity:</b>	<b>Lead Entity</b>	<b>Cooperators</b>	<b>Time Period</b>
1- The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development.	Plan Commission	Town Board; Developers	Ongoing
1-Utilize the least productive farmlands for more appropriate uses.	Plan Commission	Town Board; Developers	Ongoing
1- Consider development techniques (e.g. conservation subdivision) that preserve the agricultural lands and open spaces in the Town.	Plan Commission	Town Board; Developers	Ongoing
1- Continually review and update the Town's Zoning Ordinance, specifically as it relates to agricultural practices. Regulatory language should assure a strong future for agriculture in the Town, but should not cause a hardship on neighboring uses, the environment, or to the general public.	Plan Commission	Town Board	Ongoing

1-Continue to work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well-planned growth and rural character preservation.	Plan Commission	Town Board; Developers	Ongoing
2- Protect farmlands for agricultural operations to keep the farming economy strong.	Plan Commission	Town Board; Farmers; Developers	Ongoing
2- Identify productive agricultural lands by utilizing the <i>Soil Survey of Sheboygan County</i> .	Plan Commission	Town Board	2007, 2012, etc.
2- The farmer's "Right to do Business" is best protected by local zoning power.	Plan Commission	Town Board; Farmers	Ongoing
2- Work with the County and state in identifying the possible use of Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) within the County, to assist farmers and to help preserve farming within the Town.	Plan Commission	Town Board; State Dept. of Ag.; County LWCD	Ongoing
3- The Town Board will issue permits based upon such factors as the types of traffic generated, noise, odor, lighting, and visibility of business related materials and equipment.	Plan Commission	Town Board; Farmers; Business Owners	Ongoing
3- The Town will encourage home-based businesses undergoing substantial expansion to relocate to a more suitable location such as close to a nearby village.	Plan Commission	Town Board	Ongoing
4- Establish areas zoned for small business (other than home-based business) development.	Plan Commission	Town Board	Ongoing
4- Monitor any commercial or industrial development that occur adjacent to the Town to ensure that the growth is compatible with the Town's rural nature and in order to lessen potential conflicts.	Plan Commission	Town Board	Ongoing
<b>Goals and Objectives: Transportation</b>			
1) The Town of Russell will be actively involved in transportation projects/activities that impact the Town.			
2) The Town of Russell will maintain safe and adequate roads for residents and travelers within the County and the Town that meet the needs of the residents.			
3) The Town of Russell will plan for a transportation system that is harmonious with its surroundings.			
<b>Activity:</b>	<b>Lead Entity</b>	<b>Cooperators</b>	<b>Time Period</b>
1-The Town will continue to communicate periodically with state and county transportation officials regarding maintenance of existing roadways with the Town.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	Ongoing
1-The Town will communicate with state transportation officials regarding notification of planned roadway upgrades within adjacent towns.	Plan Commission	Town Board; WDOT	Ongoing



1- The Town will share its comprehensive plan with appropriate transportation agencies and surrounding communities.	Plan Commission	Town Board; Villages of Elkhart Lake, Glenbeulah, St. Cloud & the Towns of Greenbush and Rhine	Ongoing
2- Enforce regular maintenance and inventory road conditions to ensure quality and safety.	Town Board	Plan Commission	Ongoing
2- Conduct an annual assessment of town road pavement conditions, road drainage, and ditch maintenance, adequacy of existing driveways and culverts relative to safe access to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all road intersections.	Plan Commission	Town Board; Sheboygan County Highway Dept.	Annually
2- Encourage public input and collaboration when addressing transportation-related projects.	Plan Commission	Town Board; Citizens; WDOT; Sheboygan County Highway Dept.	Ongoing
2-Work with the Sheboygan County Highway Department and the WDOT to develop a long-range maintenance and improvement program for town roads.	Plan Commission	Town Board; Sheboygan County Highway Dept.	Ongoing
2- When appropriate, the Town will explore using funding sources identified under the Transportation Funding Programs listed in Chapter 5.	Town Board	WDOT; Federal Transportation Dollars	Ongoing
2- Provisions for bicycling and walking should be made in a long-range transportation plan. These provisions may include walking or cycling facilities in rural residential areas through a combination of methods, which may include paved shoulders or paths where appropriate.	Plan Commission	Town Board; Citizens; Sheboygan County Highway Dept.; Sheboygan County Planning Dept.	Ongoing
2- Town right-of-ways will be maintained as needed to control brush encroachment and improve traffic safety in accordance with existing road maintenance policy.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	Ongoing
2- Identify and accommodate for any changing transportation needs of residents, including senior citizens and those with special needs, pedestrians, bicyclists and public transportation needs.	Plan Commission	Town Board; Citizens; Sheboygan County Highway Dept.	Ongoing
2- Develop and use an official map that will preserve future travel corridors for pedestrian, bicycle, and roadway use. The official map can help reserve land for important community infrastructure.	Plan Commission	Town Board	2015
3- Coordinate land use and transportation facilities.	Plan Commission	Town Board	Ongoing
3- The total amount of land for transportation facilities should be minimized as much as possible.	Plan Commission	Town Board	Ongoing

3- The destruction of, or negative impacts to, historic building and historic, scenic, scientific, archaeological, and cultural sites as caused by the construction or reconstruction of transportation facilities should be minimized.	Plan Commission	Town Board	Ongoing
3- The location of transportation facilities in or through environmental corridors should be avoided, if possible.	Plan Commission	Town Board	Ongoing
<b><u>Goals and Objectives: Utilities and Community Facilities</u></b>			
1) To continue to provide cost-effective, adequate public services and facilities sufficient for the needs of residents.			
2) Maintain and improve facilities and services to promote efficiency for present and planned development.			
3) To advocate for and support area school systems.			
<b><u>Activity:</u></b>	<b>Lead Entity</b>	<b>Cooperators</b>	<b>Time Period</b>
1- Coordinate and consolidate with surrounding governmental units to share facilities and services where possible to conserve resources.	Town Board	Lake Country Communities; Plan Commission	Ongoing
1-Ensure an adequate supply of quality water will be available to meet the Town's residential and commercial needs.	Town Board	Plan Commission	Ongoing
1- Encourage efficient and environmentally friendly utility service.	Town Board	Utility Providers	Ongoing
2- Enhance the telecommunication activities within the Town.	Plan Commission	Telecommunication Providers	Ongoing
2- Identify areas for updates and service improvements for cell phone and internet accessibility.	Plan Commission	Internet Providers; Phone Companies	Ongoing
2- Work with cellular phone companies and internet providers, such as Time Warner Cable, Verizon, or SBC to increase accessibility of these services.	Town Board	Plan Commission; Internet Providers; Phone Companies	Ongoing
2- Identify energy solutions that are more environmentally and cost-efficient.	Town Board	Plan Commission	Ongoing
2- Continue to investigate the introduction of a wind turbine.	Plan Commission	Town Board	Ongoing
2- Conduct a study to see if any upgrades should be made to the community facilities, such as the Town Hall.	Plan Commission	Town Board	2008-2009
2- Ensure the level of fire, police, and emergency services meet the needs of the present and planned community.	Town Board	Local Fire and Police Protection	Ongoing
2- Continue to coordinate with the county sheriff services to ensure coverage of emergency services.	Town Board	Sheboygan County Sheriff's Department	Ongoing
3- Identify strategies to attract families while accommodating for a decreasing school-aged population.	Town Board	Elkhart Lake-Glenbeulah, New Holstein, and Kiel School Districts	Ongoing

3- Make prospective residents aware of the great aspects of the area schools.	Town Board	Elkhart Lake-Glenbeulah, New Holstein, and Kiel School Districts	Ongoing
3- Regularly review school transportation systems to better serve area families.	Town Board	Elkhart Lake-Glenbeulah, New Holstein, and Kiel School Districts and the appropriate Bus Companies (Johnson, Kiel Transportation Inc, and Daun School Bus Services)	Ongoing
<b><u>Goals and Objectives: Intergovernmental Cooperation</u></b>			
1) To foster a positive working relationship with the surrounding units of government to reduce costs and better serve the area residents.			
2) The Town of Russell will explore a procedure for plan amendments.			
<b><u>Activity:</u></b>	<b><u>Lead Entity</u></b>	<b><u>Cooperators</u></b>	<b><u>Time Period</u></b>
1- Cooperate with surrounding communities to strengthen and grow emergency services (police, fire, ambulance).	Town Board	Plan Commission; Lake Country Communities	Ongoing
1- Cooperate with surrounding communities to provide more efficient waste management services, disposal, and recycling.	Town Board	Plan Commission; Lake Country Communities	Ongoing
1- Collaborate with surrounding communities on land use planning and zoning projects.	Plan Commission	Town Board; Lake Country Communities	Ongoing
1- Consolidate and collaborate services such as snow removal.	Town Board	Adjacent Communities	Ongoing
1- Continue to not only be aware of and act on opportunities for future shared initiatives, services, and/or facilities, but also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.	Town Board	Lake Country Communities	Ongoing
2- Continue regular communications with surrounding units of government as significant steps are taken during the implementation stage of this comprehensive plan.	Town Board	Lake Country Communities	Ongoing
2- To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be adopted.	Plan Commission	Town Board; Lake Country Communities	Ongoing
<b><u>Goals and Objectives: Land Use</u></b>			
1) To play an active role in land use and regulation issues concerning planned and present development, to maintain balance between the right-to-sell and preservation of farmland and open spaces.			

<b>Activity:</b>	<b>Lead Entity</b>	<b>Cooperators</b>	<b>Time Period</b>
1- Establish regulations for presenting site plans for all new residential development to the Russell Town Board and Plan Commission	Plan Commission	Town Board	Ongoing
1- Identify areas for residential development based on land quality and location.	Plan Commission	Town Board	Ongoing

### PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of the Comprehensive Plan, the Town Plan Commission will review the vision, goals, objectives, policies, and programs to determine whether they are still applicable and if so whether progress has been made in accomplishing them. The Plan Commission and Town Board will consider adjustments as necessary. No more than ten years after the initial adoption of the Plan by the Town, the Town Plan Commission will update and amend the Plan as required by Wisconsin Statutes s. 66.1001(2)(i). Figure 9.3 shows a possible strategy the Town may use in reviewing the Comprehensive Plan. If the Town periodically updates information, it will make the task of updating the Plan every ten years less overwhelming.

**Figure 9.3: Plan Review Timeline**

<b>Plan Components</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>
Goals, Objectives, Policies, & Vision Statement	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals
Natural, Cultural, and Agricultural Resources			Inventory & Evaluate		Inventory & Evaluate			Inventory & Evaluate		Inventory & Evaluate & Update Recommendations
Population & Housing					Evaluate against WDOA Estimates & Census Bureau Information					Update Trends
Economic Development			Evaluate				Evaluate			Update
Transportation				Evaluate		Inventory & Evaluate				Inventory, Evaluate, & Update Recommendations
Utilities & Community Facilities					Inventory & Evaluate					Inventory, Evaluate, & Update Recommendations
Intergovernmental Cooperation			Evaluate Shared Vision & Goals				Evaluate Shared Vision & Goals			Evaluate Shared Goals & Cooperation Opportunities
Land Use					Inventory & Evaluate					Inventory, Evaluate, & Update Recommendations

**PROCESS FOR ADOPTING, AMENDING, OR UPDATING THE PLAN**

As directed by 66.1001, Wisconsin Statutes, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission. The resolution shall refer to maps and other descriptive materials that related to one or more elements of a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. The clerk of every local government unit that is adjacent to the Town of Russell.
2. Sheboygan County Planning Department
3. Wisconsin Department of Administration
4. The Bay-Lake Regional Planning Commission
5. The local public library
6. The local school districts

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), Wisconsin Statutes, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-6 above.

No political subdivision may enact an ordinance unless the political subdivision holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

The state statute requires that at least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner to

leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in a reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

#### **Additional Plan Amendment Considerations**

In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time. The Town of Russell, in planning cooperatively with the Villages of Elkhart Lake and Glenbeulah and the Towns of Greenbush and Rhine, realize that certain specific amendments to its Comprehensive Plan might have significant ramifications for these other governmental units; the reverse may also be true. Therefore, Russell has reached an understanding with these governmental units to: 1) communicate in advance all proposed Russell Comprehensive Plan amendments and 2) invite the participation of these governmental units in the decision-making process for amendments that are significantly relevant to the other units of government.

**APPENDIX A**  
**Citizen Input Survey Results**

**TOWN OF RUSSELL  
SMART GROWTH/LONG RANGE PLANNING  
CITIZEN INPUT SURVEY**

Mailed = 200  
Returned = 67  
Response Rate = 33.5%

Dear Town of Russell Citizens,

**YOUR ASSISTANCE IS NEEDED!!!** The Town of Russell, in association with the towns of Greenbush and Rhine and villages of Elkhart Lake and Glenbeulah, are working cooperatively in planning for the future. Public participation is the foundation upon which our comprehensive “Smart Growth” plans will be built. The five communities, in cooperation with the Sheboygan County University of Wisconsin-Extension Office, and the Sheboygan County Planning and Resources Department, developed the enclosed survey to obtain your opinions and input about the Russell-Greenbush-Rhine-Elkhart Lake-Glenbeulah area (from here on referred to as the “Lake Country” area).

**YOUR INPUT IS IMPORTANT!!!** By completing and returning this survey, you will be providing valuable information that our town will use as it plans for the future. The first section of the survey contains questions of common interest between Russell, Greenbush, Rhine, Elkhart Lake and Glenbeulah. The remaining questions are specific to the Town of Russell, and are grouped under headings that match the required elements of a “Smart Growth” plan. Please take a few minutes to complete the questions to help ensure that our town continues to be an enjoyable place to live, work, and play. We would appreciate your completed surveys by **Monday, November 8, 2004** (see back of survey for return details). The Russell Town Board and joint Smart Growth committee thanks you for your help and looks forward to your response. (Additional surveys are available for other members of your household from the Russell Town Clerk, Lawrence Kempf by calling (920) 894-2370.)

**COMMON GROWTH AND PLANNING ISSUES**

1. *The towns of Russell, Greenbush, and Rhine and villages of Elkhart Lake and Glenbeulah are within an area known as the “Kettle Moraine.” This area is characterized by prominent glacial landforms, lakes, woodlands, and wetlands. This natural resource base has been and continues to be an attraction for residents and tourists. If you could control the future, which one term would you select to describe the Lake Country area in 10 years?*

56.7% Predominantly open/green space, agricultural area with small villages (38) 1.5% Predominantly tourist business area (1)  
3.0% Predominantly residential area (2) 0.0% Mixed residential/tourist business area (0)  
20.9% Mixed agricultural/residential area (14) 0.0% Predominately industrial area (0)  
16.4% A balance of residential development, tourism/commercial development, and green space/open space (11)  
0.0% Other (please describe) (0) 1.5% No response (1)

2. *If the Lake Country area should continue to grow, where are your preferences for the various types of land uses to be located? (check all the boxes where you feel development would be appropriate)*

**Percent of Row Totals**

Land Use Type	Town of Russell	Town of Greenbush	Town of Rhine	Village of Elkhart Lake	Village of Glenbeulah
I don't feel the area should continue to grow	<u>38.6%</u> (27)	<u>21.4%</u> (15)	<u>22.8%</u> (16)	<u>8.6%</u> (6)	<u>8.6%</u> (6)
Single-family residential	<u>20.4%</u> (23)	<u>13.3%</u> (15)	<u>14.1%</u> (16)	<u>26.5%</u> (30)	<u>25.7%</u> (29)
Multi-family residential, duplexes	<u>5.5%</u> (3)	<u>1.8%</u> (1)	<u>1.8%</u> (1)	<u>50.9%</u> (28)	<u>40.0%</u> (22)
Multi-family residential, apartments	<u>2.4%</u> (1)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>57.1%</u> (24)	<u>40.5%</u> (17)
Condominiums	<u>2.4%</u> (1)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>61.9%</u> (26)	<u>35.7%</u> (15)
Large-scale condominiums/resort	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>77.4%</u> (24)	<u>22.6%</u> (7)
Assisted living/community based residential facilities	<u>7.7%</u> (4)	<u>5.8%</u> (3)	<u>5.8%</u> (3)	<u>46.1%</u> (24)	<u>34.6%</u> (18)
Housing for senior citizens	<u>13.1%</u> (9)	<u>7.2%</u> (5)	<u>7.2%</u> (5)	<u>43.5%</u> (30)	<u>29.0%</u> (20)
Manufactured/mobile homes	<u>11.8%</u> (2)	<u>5.9%</u> (1)	<u>11.8%</u> (2)	<u>41.1%</u> (7)	<u>29.4%</u> (5)
Mobile home park	<u>0.0%</u> (0)	<u>10.0%</u> (1)	<u>0.0%</u> (0)	<u>50.0%</u> (5)	<u>40.0%</u> (4)
Affordable housing	<u>12.1%</u> (4)	<u>6.1%</u> (2)	<u>6.1%</u> (2)	<u>45.4%</u> (15)	<u>30.3%</u> (10)
Low income housing	<u>4.5%</u> (1)	<u>4.5%</u> (1)	<u>4.5%</u> (1)	<u>54.6%</u> (12)	<u>31.9%</u> (7)
Hobby farms	<u>35.3%</u> (29)	<u>28.0%</u> (23)	<u>29.3%</u> (24)	<u>3.7%</u> (3)	<u>3.7%</u> (3)
Traditional agriculture	<u>39.7%</u> (50)	<u>28.5%</u> (36)	<u>26.2%</u> (33)	<u>2.4%</u> (3)	<u>3.2%</u> (4)
Large scale/mega farm	<u>39.1%</u> (9)	<u>34.8%</u> (8)	<u>26.1%</u> (6)	<u>0.0%</u> (0)	<u>0.0%</u> (0)
Open space	<u>34.0%</u> (34)	<u>24.0%</u> (24)	<u>24.0%</u> (24)	<u>9.0%</u> (9)	<u>9.0%</u> (9)
Publicly owned parks	<u>17.6%</u> (13)	<u>16.2%</u> (12)	<u>14.9%</u> (11)	<u>24.3%</u> (18)	<u>27.0%</u> (20)
Publicly owned forests (woodlands and wetlands)	<u>31.0%</u> (22)	<u>32.4%</u> (23)	<u>22.6%</u> (16)	<u>7.0%</u> (5)	<u>7.0%</u> (5)



Businesses that serve primarily local residents	<u>18.1%</u> (21)	<u>12.9%</u> (15)	<u>12.9%</u> (15)	<u>30.2%</u> (35)	<u>25.9%</u> (30)
Businesses that attract out of area visitors/tourists	<u>9.1%</u> (6)	<u>7.6%</u> (5)	<u>9.1%</u> (6)	<u>50.0%</u> (33)	<u>24.2%</u> (16)
Home-based businesses	<u>22.2%</u> (28)	<u>18.3%</u> (23)	<u>19.0%</u> (24)	<u>20.6%</u> (26)	<u>19.9%</u> (25)
Office parks	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>53.8%</u> (14)	<u>46.2%</u> (12)
Light industry/manufacturing	<u>13.5%</u> (10)	<u>8.1%</u> (6)	<u>9.5%</u> (7)	<u>39.2%</u> (29)	<u>29.7%</u> (22)
Heavy industry/manufacturing	<u>6.1%</u> (2)	<u>3.0%</u> (1)	<u>3.0%</u> (1)	<u>51.5%</u> (17)	<u>36.4%</u> (12)
Other (specify)_____	<u>50.0%</u> (1)	<u>0.0%</u> (0)	<u>50.0%</u> (1)	<u>0.0%</u> (0)	<u>0.0%</u> (0)

**Percent of Column Totals**

<b>Land Use Type</b>	<b>Town of Russell</b>	<b>Town of Greenbush</b>	<b>Town of Rhine</b>	<b>Village of Elkhart Lake</b>	<b>Village of Glenbeulah</b>
I don't feel the area should continue to grow	<u>9.0%</u> (27)	<u>6.8%</u> (15)	<u>7.5%</u> (16)	<u>1.4%</u> (6)	<u>1.9%</u> (6)
Single-family residential	<u>7.7%</u> (23)	<u>6.8%</u> (15)	<u>7.5%</u> (16)	<u>7.1%</u> (30)	<u>9.1%</u> (29)
Multi-family residential, duplexes	<u>1.0%</u> (3)	<u>0.5%</u> (1)	<u>0.5%</u> (1)	<u>6.6%</u> (28)	<u>6.9%</u> (22)
Multi-family residential, apartments	<u>0.3%</u> (1)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>5.7%</u> (24)	<u>5.3%</u> (17)
Condominiums	<u>0.3%</u> (1)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>6.1%</u> (26)	<u>4.7%</u> (15)
Large-scale condominiums/resort	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>5.7%</u> (24)	<u>2.2%</u> (7)
Assisted living/community based residential facilities	<u>1.4%</u> (4)	<u>1.4%</u> (3)	<u>1.4%</u> (3)	<u>5.7%</u> (24)	<u>5.7%</u> (18)
Housing for senior citizens	<u>3.0%</u> (9)	<u>2.3%</u> (5)	<u>2.3%</u> (5)	<u>7.1%</u> (30)	<u>6.3%</u> (20)
Manufactured/mobile homes	<u>0.7%</u> (2)	<u>0.5%</u> (1)	<u>0.9%</u> (2)	<u>1.7%</u> (7)	<u>1.6%</u> (5)
Mobile home park	<u>0.0%</u> (0)	<u>0.5%</u> (1)	<u>0.0%</u> (0)	<u>1.2%</u> (5)	<u>1.3%</u> (4)
Affordable housing	<u>1.4%</u> (4)	<u>0.9%</u> (2)	<u>0.9%</u> (2)	<u>3.5%</u> (15)	<u>3.1%</u> (10)
Low income housing	<u>0.3%</u> (1)	<u>0.5%</u> (1)	<u>0.5%</u> (1)	<u>2.8%</u> (12)	<u>2.2%</u> (7)
Hobby farms	<u>9.7%</u> (29)	<u>10.4%</u> (23)	<u>11.2%</u> (24)	<u>0.7%</u> (3)	<u>0.9%</u> (3)
Traditional agriculture	<u>17.0%</u> (50)	<u>16.4%</u> (36)	<u>15.4%</u> (33)	<u>0.7%</u> (3)	<u>1.3%</u> (4)
Large scale/mega farms	<u>3.0%</u> (9)	<u>3.6%</u> (8)	<u>2.8%</u> (6)	<u>0.0%</u> (0)	<u>0.0%</u> (0)
Open space	<u>11.3%</u> (34)	<u>10.9%</u> (24)	<u>11.2%</u> (24)	<u>2.1%</u> (9)	<u>2.8%</u> (9)
Publicly owned parks	<u>4.3%</u> (13)	<u>5.4%</u> (12)	<u>5.1%</u> (11)	<u>4.3%</u> (18)	<u>6.3%</u> (20)
Publicly owned forests (woodlands and wetlands)	<u>7.3%</u> (22)	<u>10.4%</u> (23)	<u>7.5%</u> (16)	<u>1.2%</u> (5)	<u>1.6%</u> (5)
Businesses that serve primarily local residents	<u>7.0%</u> (21)	<u>6.8%</u> (15)	<u>7.0%</u> (15)	<u>8.3%</u> (35)	<u>9.4%</u> (30)
Businesses that attract out of area visitors/tourists	<u>2.0%</u> (6)	<u>2.3%</u> (5)	<u>2.8%</u> (6)	<u>7.8%</u> (33)	<u>5.0%</u> (16)
Home-based businesses	<u>9.3%</u> (28)	<u>10.4%</u> (23)	<u>11.2%</u> (24)	<u>6.1%</u> (26)	<u>7.9%</u> (25)
Office parks	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>0.0%</u> (0)	<u>3.3%</u> (14)	<u>3.8%</u> (12)
Light industry/manufacturing	<u>3.0%</u> (10)	<u>2.7%</u> (6)	<u>3.3%</u> (7)	<u>6.9%</u> (29)	<u>6.9%</u> (22)
Heavy industry/manufacturing	<u>0.7%</u> (2)	<u>0.5%</u> (1)	<u>0.5%</u> (1)	<u>4.0%</u> (17)	<u>3.8%</u> (12)
Other (specify)_____	<u>0.3%</u> (1)	<u>0.0%</u> (0)	<u>0.5%</u> (1)	<u>0.0%</u> (0)	<u>0.0%</u> (0)

**3. Which of the following sources of jobs/employment opportunities would you prefer to have in the Lake Country area? (check all that apply) (178)**

24.7% Agriculture/agri-business (44)

10.7% Tourist related retail/commercial (19)

12.9% Recreational services (23)

6.8% Any type of retail/commercial (12)

14.6% Home-based businesses (26)

12.9% Light industrial manufacturing (23)

1.7% Heavy industrial manufacturing (3)

4.5% Office/white collar (8)

8.4% All of the above, a job is a job (15)

2.8% The creation of jobs/employment opportunities is not important to me (5)

0.0% Other (specify) (0)\_\_\_\_\_

4. *The natural resource base of the area, defined as woodlands (including the Kettle Moraine State Forest), wetlands, (including the Sheboygan Marsh), lakes (including Elkhart, Crystal, and Little Elkhart) and rivers and streams, provides outdoor recreational opportunities for all four seasons. Which one of the following best describes your opinion on future use of the area's natural resources.*

58.2% There is enough use of the natural resources already from existing residents/tourists; don't encourage new residents/tourists (39)

29.8% Promote the area's natural resources to encourage use (20)

9.0% No opinion (6)

3.0% Other (specify) (2) \_\_\_\_\_

5. *Preservation of open space (defined as undeveloped land, woodlands, and wetlands) in this area is important. (check one)*

55.2% Strongly agree (37)    25.4% Agree (17)    14.9% Neutral (10)    3.0% Disagree (2)    1.5% Strongly disagree (1)

6. *Preservation of farmland (for example, land used to produce crops and/or livestock) in this area is important. (check one)*

70.1% Strongly agree (47)    25.4% Agree (17)    1.5% Neutral (1)    3.0% Disagree (2)    0.0% Strongly disagree (0)

7. *Which one of the following is most important to you? (check one) (69)*

36.2% Preservation of open space in this area (25)

55.1% Preservation of farmland in this area (38)

8.7% No opinion (6)

8. *Surface water and groundwater for public and private well water systems sometimes comes from outside the boundaries of a community and therefore can be affected by land uses in a neighboring community. To ensure water quality and quantity in the future, which option would you prefer?*

46.2% Shared decision-making between Russell, Greenbush, Rhine, Elkhart Lake, Glenbeulah (31)

43.3% Continued individual community control (29)

9.0% No opinion (6)

1.5% No response (1)

9. *Intergovernmental cooperation between the towns of Russell, Greenbush, and Rhine and villages of Elkhart Lake and Glenbeulah is important to our mutual future.*

71.6% Agree (48)

20.9% Disagree (14)

7.5% No opinion (5)

*If you agree, which of the following areas are most important for cooperation? (check all that apply) (272)*

12.5% Land use/zoning (34)

9.9% Police protection (27)

13.2% Fire protection (36)

13.6% Ambulance/emergency medical services (37)

10.7% Solid waste disposal (garbage) (29)

7.7% Sanitary waste disposal (sewerage) (21)

10.0% Recycling (27)

6.6% Community facilities (18)

7.0% Recreational/park facilities (19)

4.4% Building inspection (12)

3.7% Voting equipment (10)

0.7% Other (specify) (2) \_\_\_\_\_

## TOWN OF RUSSELL SPECIFIC QUESTIONS

### ISSUES AND OPPORTUNITIES

**10. Why do you choose to live in the Town of Russell? (check all that apply) (242)**

<u>22.7%</u> Rural, country atmosphere /natural environment (55)	<u>7.4%</u> Location with respect to occupation /commuting distance (18)
<u>10.8%</u> Family/local ties (26)	<u>6.6%</u> Low taxes (16)
<u>18.2%</u> Quietness/serenity (44)	<u>11.2%</u> Safety/feeling of security (27)
<u>4.1%</u> School district (10)	<u>9.5%</u> Relative lack of government regulations (23)
<u>3.7%</u> Availability of affordable land (9)	<u>1.2%</u> Availability of affordable housing (3)
<u>2.9%</u> Proximity to/presence of Kettle Moraine State Forest (7)	
<u>1.7%</u> Other (4)	

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**11. Within the Town of Russell, there is a strong desire for building residences in the country, but also a desire for preserving open space and farmland. Do you feel the quality of life/rural country atmosphere/uniqueness of the Town of Russell can be preserved while allowing residential development?**

44.8% Yes (30)      44.8% No (30)      9.0% No opinion (6)      1.5% No response (1)

*If yes, how? If no, why not?* \_\_\_\_\_

**12. What one thing or value in the Town of Russell should be preserved for future generations?** \_\_\_\_\_

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**13. If you were asked to define farmland, which one of the following items would you use as the basis for your definition? (check only one) (70)**

12.9% Minimum acreage requirement. Indicate minimum preferred: \_\_\_\_ acres (9)  
47.1% Capability of the soil to produce or not produce crops (33)  
8.6% The amount of income/sales derived from crops and/or livestock produced from the land (6)  
30.0% Primary occupation of the landowner (21)  
1.4% Other (please describe) (1) \_\_\_\_\_

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**14. Preservation of farmland in the town is important. (check one)**

64.2% Strongly agree (43)    26.8% Agree (18)    6.0% Neutral (4)    3.0% Disagree (2)    0.0% Strongly disagree (0)

**15. Preservation of open space (defined as undeveloped land, woodlands, and wetlands) in the town is important. (check one)**

53.7% Strongly agree (36)    31.3% Agree (21)    7.5% Neutral (5)    6.0% Disagree (4)    0.0% Strongly disagree (0)  
1.5% No response (1)

**16. Which one of the following is most important to you? (check one)**

61.2% Preservation of farmland in the town (41)  
32.8% Preservation of open space in the town (22)  
6.0% No opinion (4)

**17. Russell town government should set agricultural land preservation as a priority goal and implement policies to achieve it.**

79.1% Agree (53)      4.5% Disagree (3)      11.9% No opinion (8)      4.5% No response (3)

### HOUSING

**18. From 1990 to 2000, housing units within the Town of Russell increased from 131 to 149, or 14%. This trend appears to be continuing. Do you favor growth at: (check one)**

1.5% Faster rate (1)      38.8% Slower rate (26)      40.3% Present rate (27)      17.9% No growth (12)  
1.5% No response (1)

19. As a way of controlling growth, should the number of new home building permits be limited on an annual basis?

53.7% Yes (36)

29.9% No (20)

13.4% No opinion (9)

3.0% No response (2)

20. Would you be in favor of the Town of Russell controlling growth by limiting the number of building permits for new housing starts each year?

6.0% Yes, but only for new houses within new subdivisions (4)

22.4% Yes, but only for new houses outside of subdivisions (15)

31.3% Yes, for all new housing development, regardless of location (21)

34.3% I am not in favor of limiting the number of building permits (23)

6.0% No response (4)

21. If you feel the Town of Russell should continue to grow, what kind(s) of residential growth would you like to see? (check all that apply) (89)

49.4% Single-family residential (44)

6.8% Two-family residential, duplexes (6)

1.1% Multi-family residential apartment (1)  
(3 family or more)

6.8% Affordable housing (6)

1.1% Low income housing (1)

1.1% Large-scale condominiums/resort (1)

2.2% Manufactured/mobile homes (2)

6.8% Assisted living/community based residential facility (6)

1.1% Mobile home park (1)

12.4% Housing for senior citizens (11)

11.2% No residential growth (10)

22. What is the one best thing Russell town government can do to protect housing values/home worth? \_\_\_\_\_

## TRANSPORTATION

23. As you travel on streets, roads, and highways within the Town of Russell, which of the following are of concern to you? (check all that apply) (80)

38.7% No concerns, the streets, roads, and highways are adequate (31)

22.5% Safety (specify) (18)

1.3% Congestion (specify) (1)

13.8% Conflicts with farm machinery (specify) (11)

5.0% Conflicts with truck traffic (specify) (4)

10.0% Condition of streets, roads, and highways (specify) (8)

8.7% Other concerns (specify) (7)

## UTILITIES AND COMMUNITY FACILITIES

24. Please indicate your level of satisfaction with the following services provided by the Town of Russell?

Percent of Row Totals

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied	No Response
Waste disposal	40.3% (27)	32.8% (22)	7.5% (5)	3.0% (2)	1.5% (1)	14.9% (10)
Recycling program	40.3% (27)	37.3% (25)	10.4% (7)	4.5% (3)	0.0% (0)	7.5% (5)
Road maintenance	28.3% (19)	47.8% (32)	8.9% (6)	4.5% (3)	3.0% (2)	7.5% (5)
Fire protection	37.3% (25)	46.3% (31)	11.9% (8)	1.5% (1)	0.0% (0)	3.0% (2)
Police protection	29.9% (20)	44.7% (30)	16.4% (11)	1.5% (1)	0.0% (0)	7.5% (5)
Bookmobile	13.5% (9)	10.4% (7)	37.3% (25)	0.0% (0)	1.5% (1)	37.3% (25)
Ambulance services	29.9% (20)	38.8% (26)	17.9% (12)	0.0% (0)	1.5% (1)	11.9% (8)

Percent of Column Totals

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied	No Response
Waste disposal	18.4% (27)	12.7% (22)	6.7% (5)	20.0% (2)	20.0% (1)	16.7% (10)
Recycling program	18.4% (27)	14.5% (25)	9.5% (7)	30.0% (3)	0.0% (0)	8.3% (5)
Road maintenance	12.9% (19)	18.5% (32)	8.1% (6)	30.0% (3)	40.0% (2)	8.3% (5)
Fire protection	17.0% (25)	18.0% (31)	10.8% (8)	10.0% (1)	0.0% (0)	3.3% (2)
Police protection	13.6% (20)	17.3% (30)	14.9% (11)	10.0% (1)	0.0% (0)	8.3% (5)
Bookmobile	6.1% (9)	4.0% (7)	33.8% (25)	0.0% (0)	20.0% (1)	41.7% (25)
Ambulance services	13.6% (20)	15.0% (26)	16.2% (12)	0.0% (0)	20.0% (1)	13.4% (8)

**25. What is the one best way you feel police protection could be improved?**

82.1% Ok as is, wouldn't change (currently elect 1 town constable and contract with Sheboygan County Sheriff's Department) (55)  
6.0% Contract with the Sheboygan County Sheriff's department for additional hours (4)  
1.5% Additional town constables (1)  
0.0% Other (specify) (0) \_\_\_\_\_  
10.4% No response (7)

**26. Are there any programs or services that the Town of Russell should improve or establish? \_\_\_\_\_**

**27. Recently, the State of Wisconsin has reduced the amount of shared revenue that the Town of Russell receives by about 20% or \$6,186. How would you suggest the Town deal with this reduction in revenue?**

13.4% Reduce services (9) 6.0% Increase local taxes (4)  
68.6% Share services with surrounding communities (46) 9.0% Other: (6) \_\_\_\_\_  
3.0% No response (2)

**AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

**28. Given a situation where a farm family sells their farm, which one of the following best describes how you would like to see the land used after the sale?**

61.2% The land should be kept in a traditional agricultural-related land use (41)  
7.4% The land should be used for agricultural purposes, even if it means large-scale/mega farms (5)  
20.9% The land should be used however the new owner desires (14)  
3.0% The land should be allowed to be divided/subdivided for development purposes (residential, commercial, etc.) (2)  
6.0% Other (please describe) (4) \_\_\_\_\_  
1.5% No response (1)

**29. Historically, this area's economy has relied heavily on agriculture. Given the financial difficulties facing many small, family farms, would it be acceptable for these properties to remain in agriculture even if the property became part of a very large livestock operation? (check one)**

53.7% Yes, but with stricter regulations on large operations (36)  
19.4% Yes, with about the same regulations we already have (13)  
14.9% No, the environmental consequences may be too high – leave it as open space (10)  
7.5% No, the land should transition into a rural residential use (5)  
4.5% No response (3)

**30. What, if anything, concerns you about the impact of large farming operations? (check no more than two) (143)**

38.4% Threats to groundwater and wells (55)  
23.1% Odors (33)  
10.5% Truck traffic (15)  
5.6% Noise (8)  
1.4% 24-hour operation (2)  
15.4% Premature road deterioration (22)  
2.1% Other (3) \_\_\_\_\_  
3.5% No concerns (5)

**31. Should the Town of Russell regulate large-scale farming operations?**

67.2% Yes (45) 20.9% No (14) 10.4% No opinion (7) 1.5% No response (1)  
◆ ?

**32. Should the Town of Russell set policies to encourage the development of large-scale farming operations?**

7.5% Yes (5) 79.1% No (53) 13.4% No opinion (9)

33. *The Town of Russell's zoning ordinance currently does not contain any provisions for limiting the number of animal units or farm size on land zoned A-1. Should provisions to limit animal units/farm size be explored?*

61.2% Yes (41)                      19.4% No (13)                      16.4% No opinion (11)                      3.0% No response (2)

34. *Do you feel that noise and odor pollution from farming is a problem in the Town of Russell?*

22.4% Yes (15)                      68.6% No (46)                      7.5% No opinion (5)                      1.5% No response (1)

35. *A neighboring farmer's "right to farm" is important to me even if I am bothered by noise, dust, odors, etc. from the operation.*

22.4% Strongly agree (15)                      3.0% Strongly disagree (2)  
62.6% Generally agree with some exceptions (42)                      6.0% Generally disagree with some exceptions (4)  
4.5% No opinion (3)                      1.5% No response (1)

36. *If you are actively involved in farming in the town, has your operation been hampered by town government or other town residents?*

3.0% Yes, by town government (2)                      25.4% No (17)                      10.4% No opinion (7)  
0.0% Yes, by town residents (0)                      40.3% Not actively involved in farming (27)                      20.9% No response (14)

37. *If you are not actively involved in farming, have you been inconvenienced by farming operations in the town?*

13.4% Yes (9)                      58.2% No (39)                      7.5% No opinion (5)                      14.9% Actively involved in farming (10)  
6.0% No response (4)

38. *Should agricultural land be preserved at the expense of compromising the owner's right to sell and/or use the land for non-agricultural uses?*

44.8% Yes (30)                      32.8% No (22)                      16.4% No opinion (11)                      6.0% No response (4)

39. *Protection of groundwater quality and quantity is important in the Town of Russell.*

92.5% Agree (62)                      1.5% Disagree (1)                      6.0% No opinion (4)

40. *What involvement should Russell town government have in the protection of groundwater quality and drinking water supplies and the protection of rivers, and streams?*

70.1% Regulate land uses that would                      22.4% Provide information only (15)  
adversely impact these natural resources (47)                      6.0% No involvement (4)  
1.5% No response (1)

41. *Protection of woodlands, wetlands, and open spaces in the town is necessary.*

83.6% Agree (56)                      4.5% Disagree (3)                      11.9% No opinion (8)

*If you agree, where are the priority areas that should be protected from development? \_\_\_\_\_*

42. *Are there any cultural resources in the Town of Russell that are worthy of preservation? (please specify)*

## **ECONOMIC DEVELOPMENT**

43. *Do you feel the Town of Russell needs more business or is it OK as it is now?*

13.4% Needs more (9)                      82.1% OK as is (55)                      3.0% No opinion (2)                      1.5% No response (1)

44. *What types of businesses would you like to have available in the Town of Russell? \_\_\_\_\_*

45. *Should businesses be concentrated in a few areas or dispersed throughout the town?*

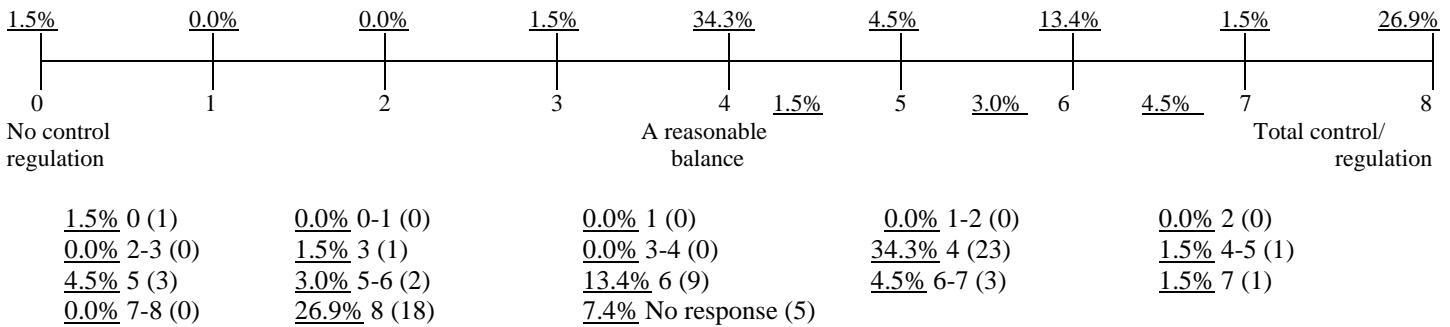
32.8% Concentrated (22)                      20.9% Dispersed (14)                      26.9% No opinion (18)                      19.4% No response (13)

*If businesses should be concentrated where should the concentration(s) be located? \_\_\_\_\_*



## LAND USE

52. In light of increasing urban development pressures from the Ozaukee-Washington-Milwaukee metropolitan area, circle the level of control/regulation officials in the Town of Russell should use to manage growth pressures.



53. What role should Russell town government play in land use development issues? (check one)

83.6% Review land use and development proposals (56) and regulate according to adopted ordinances and standards	1.5% No role (1)
11.9% Educational role on wise land use (8)	0.0% Other (specify) (0) _____
	3.0% No response (2)

54. Use of private land should be based on owners' preferences rather than being restricted by government regulations such as zoning.

19.4% Strongly agree (13)	20.9% Generally disagree with some exceptions (14)
40.3% Generally agree with some exceptions (27)	14.9% Strongly disagree (10)
4.5% No response (3)	0.0% No opinion (0)

55. The Town of Russell's zoning ordinance should be: (check one)

25.4% Maintained as is (17)	1.5% Eliminated (1)
32.8% Slightly revised (22)	32.8% Not enough knowledge of zoning ordinance (22)
1.5% Completely redone (1)	6.0% No opinion (4)

56. Should persons be allowed to build on A-1 zoned farmland (prime agricultural) regardless of 35-acre minimum lot size?

22.4% Yes (15)	62.7% No (42)	10.4% No opinion (7)	4.5% No response (3)
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57. The current 35-acre minimum lot size for building a house on A-1 (prime agricultural) zoned land in the Town of Russell should be: (check one)

40.3% Maintained (27)	14.9% Increased to ___ acres (10)	7.5% No opinion (5)
11.9% Eliminated (8)	20.9% Decreased to ___ acres (14)	4.5% No response (3)

58. Residential development in rural areas throughout the town should be required to have a: (check one)

20.9% Minimum of one acre (14)	3.0% Minimum of 20 acres (2)
11.9% Minimum of three acres (8)	20.9% Minimum of 35 acres (14)
11.9% Minimum of five acres (8)	10.4% Other size: ___ acres (7)
6.0% Minimum of ten acres (4)	4.5% No acreage requirements (3)
10.4% No response (7)	

59. Do you favor rezoning of farmland into 5-acre parcels when the intention of the owner is to subdivide the property?

22.4% Yes, allow the owner to decide (15)	68.6% No, do not let land be divided (46)
9.0% No response (6)	

Please comment: \_\_\_\_\_



60. Does the property owner have a right to create 5-acre parcels for new home development, and if so, how many parcels should they be limited to?

16.4% No limit, allow property owner to create as many parcels as possible (11)  
 44.8% Limit owner to 1 parcel (30)  
 14.9% Limit owner to 1 parcel per year (10)  
 23.9% No response (16)

Please comment: \_\_\_\_\_

61. Do you favor the rezoning of non-tillable land (i.e. woodlands, low land) into 5-acre parcels for home building sites?

31.3% Yes (21)                      58.2% No (39)                      6.0% No opinion (4)                      4.5% No response (3)

Please comment: \_\_\_\_\_

62. To deal with possible development pressures, should land that is currently zoned A-1 (prime agriculture) which cannot produce crops (woods, stony hills, swamps, etc.) be rezoned to reflect a more realistic use?

56.7% Yes (38)                      32.8% No (22)                      6.0% No opinion (4)                      4.5% No response (3)

63. A site plan showing the location of a home on the parcel should be required of all new residential development requests and used as one of the criteria by the Town Board to approve/disapprove the request.

80.6% Yes (54)                      6.0% No (4)                      7.4% No opinion (5)                      6.0% No response (4)

64. To prevent long driveways and to preserve the open space views within the town, are you in favor of a maximum setback from the front lot and side lots?

34.3% Yes (23)                      40.3% No (27)                      19.4% No opinion (13)                      6.0% No response (4)

65. Cluster development, also referred to as a “conservation subdivision,” involves the grouping of all residential lots in a new subdivision on only a small portion of the tract. This grouping of lots is made possible by reducing the minimum lot size. Although lot size is reduced, the number of permitted lots (density) is not increased. By “clustering” the development, a significant portion of the land is protected as undeveloped open space. For future residential development in the town, which one of the following do you favor?

6.0% Traditional subdivisions (4)  
 7.4% Cluster development/conservation subdivisions (5)  
 6.0% Both traditional subdivisions and cluster development (4)  
 35.8% No subdivisions, just scattered residential development throughout the town (24)  
 29.9% Not enough information to make an informed decision (20)  
 4.5% Other (specify) (3) \_\_\_\_\_  
 10.4% No response (7)

66. Should the following types of land uses be allowed in the Town of Russell?

Percent of Row Totals

	Yes	Yes with restrictions	No	No opinion	No response
Gravel pits	7.5% (5)	52.2% (35)	28.3% (19)	3.0% (2)	9.0% (6)
Communication towers	17.9% (12)	55.2% (37)	14.9% (10)	4.5% (3)	7.5% (5)
Commercial windmills/turbines for generating electricity	26.9% (18)	49.2% (33)	13.4% (9)	3.0% (2)	7.5% (5)
Power generating facilities	10.4% (7)	40.3% (27)	37.4% (25)	1.5% (1)	10.4% (7)
Campgrounds	11.9% (8)	52.2% (35)	23.9% (16)	4.5% (3)	7.5% (5)
Junk/salvage yards	4.5% (3)	19.4% (13)	64.1% (43)	3.0% (2)	9.0% (6)
Mini storage facilities	9.0% (6)	49.2% (33)	34.3% (23)	1.5% (1)	6.0% (4)
Commercial waste storage/disposal facilities	6.0% (4)	17.9% (12)	67.1% (45)	1.5% (1)	7.5% (5)
Gun clubs/target ranges	13.4% (9)	50.7% (34)	26.9% (18)	1.5% (1)	7.5% (5)
Outdoor concerts/festivals	6.0% (4)	41.7% (28)	40.3% (27)	6.0% (4)	6.0% (4)
Other (specify) _____	0.0% (0)	0.0% (0)	3.0% (2)	0.0% (0)	97.0% (65)

**Percent of Column Totals**

	<b>Yes</b>	<b>Yes with restrictions</b>	<b>No</b>	<b>No opinion</b>	<b>No response</b>
Gravel pits	6.6% (5)	12.2% (35)	8.0% (19)	10.0% (2)	5.1% (6)
Communication towers	15.8% (12)	12.9% (37)	4.2% (10)	15.0% (3)	4.3% (5)
Commercial windmills/turbines for generating electricity	23.7% (18)	11.5% (33)	3.8% (9)	10.0% (2)	4.3% (5)
Power generating facilities	9.2% (7)	9.4% (27)	10.5% (25)	5.0% (1)	6.0% (7)
Campgrounds	10.5% (8)	12.2% (35)	6.8% (16)	15.0% (3)	4.3% (5)
Junk/salvage yards	3.9% (3)	4.5% (13)	18.1% (43)	10.0% (2)	5.1% (6)
Mini storage facilities	7.9% (6)	11.5% (33)	9.7% (23)	5.0% (1)	3.4% (4)
Commercial waste storage/disposal facilities	5.3% (4)	4.2% (12)	19.0% (45)	5.0% (1)	4.3% (5)
Gun clubs/target ranges	11.8% (9)	11.8% (34)	7.6% (18)	5.0% (1)	4.3% (5)
Outdoor concerts/festivals	5.3% (4)	9.8% (28)	11.4% (27)	20.0% (4)	3.4% (4)
Other (specify)_____	0.0% (0)	0.0% (0)	0.9% (2)	0.0% (0)	55.5% (65)

**IMPLEMENTATION**

**67. The Town of Russell currently regulates the following types of activities: building construction, taverns and liquor sales, mobile home parks, sludge storage and spreading, sexually orientated business, and mineral extraction. Are there other activities that should be regulated?**

13.4% Yes (9)                      38.8% No (26)                      38.8% No opinion (26)                      9.0% No response (6)

*If yes, please describe:* \_\_\_\_\_

**68. Are there issues in the town that need new or stricter ordinances or stricter enforcement?**

25.4% Yes (17)                      25.4% No (17)                      31.3% No opinion (21)                      17.9% No response (12)

*If yes, please specify:* \_\_\_\_\_

**69. What improvements would be beneficial to the future of the Town of Russell?** \_\_\_\_\_

**STATISTICAL INFORMATION (check all that apply) (72)**

**70. What is your gender?**                      33.3% Female (24)                      66.7% Male (48)

**71. What is your age?(69)**

0.0% Under 18 (0)                      0.0% 18 – 24 (0)                      14.5% 25 – 34 (10)                      20.3% 35 – 44 (14)  
24.6% 45 – 54 (17)                      16.0% 55 – 65 (11)                      10.1% 65 – 74 (7)                      14.5% 75 or older (10)

**72. Do you consider yourself a seasonal town resident or permanent?**                      4.5% Seasonal (3)                      88.0% Permanent (59)  
7.5% No response (5)

**73. Do you rent, own, or reside in the town? (69)**                      1.4% Rent (1)                      78.3% Own (54)                      20.3% Reside (14)

**74. How long have you lived in the Town of Russell?**

14.9% Less than 5 years (10)                      13.4% 11 – 19 years (9)                      21.0% Lifetime resident (14)  
14.9% 5 – 10 years (10)                      32.8% 20 years or longer (22)                      3.0% No response (2)

**75. Is your place of employment located in the Town of Russell? (69)**

13.0% Yes (9)                      60.9% No (42)                      26.1% Retired (18)                      0.0% Unemployed (0)

**76. If currently employed, in what category is your occupation?**

<u>19.4%</u> Agriculture/farming (13)	<u>0.0%</u> Wholesale trade (0)	<u>3.0%</u> Government (2)
<u>4.5%</u> Construction (3)	<u>4.5%</u> Retail trade (3)	<u>6.0%</u> Education (4)
<u>20.9%</u> Manufacturing (14)	<u>3.0%</u> Finance, insurance, or real estate (2)	<u>4.5%</u> Homemaker (3)
<u>0.0%</u> Utilities (0)	<u>4.5%</u> Other service occupation (3)	<u>10.4%</u> Other professional (7)
<u>10.4%</u> Other (specify) (7) _____	<u>8.9%</u> No response (6)	

**77. Approximately how many miles do you travel to your place of employment?**

<u>7.5%</u> Less than one (5)	<u>16.4%</u> 11 – 19 (11)	<u>1.5%</u> 45 or more (1)
<u>20.9%</u> 1 – 10 (14)	<u>20.9%</u> 20 – 44 (14)	<u>7.5%</u> Work at home (5)
<u>25.3%</u> No response (17)		

**78. How many members are in your household?**

<u>4.5%</u> 1 (3)	<u>49.3%</u> 2 (33)	<u>13.4%</u> 3 (9)	<u>17.9%</u> 4 (12)	<u>11.9%</u> 5 (8)	<u>1.5%</u> More than 5 (1)
<u>1.5%</u> No response (1)					

**79. Do you feel the responses you provided in this survey are representative of your household?**

<u>95.5%</u> Yes (64)	<u>1.5%</u> No (1)	<u>1.5%</u> Not sure (1)	<u>1.5%</u> No response (1)
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**80. Do you have access to e-mail and/or the Internet?**

<u>25.4%</u> Yes, only at home (17)	<u>11.9%</u> Yes, only at work (8)
<u>28.4%</u> Yes, at home and work (19)	<u>31.3%</u> No personal access (21)
<u>3.0%</u> No response (2)	

## APPENDIX B

### Vision and Goals Survey Results

**TOWN OF RUSSELL  
SMART GROWTH PLANNING  
DRAFT VISION AND GOAL STATEMENTS**

**Mailed 140  
Returned 51  
Response Rate 36.4%**

Dear Town of Russell Citizens,

**YOUR ASSISTANCE IS NEEDED...AGAIN!!!** The Town of Russell, in association with the Towns of Greenbush and Rhine and the Villages of Elkhart Lake and Glenbeulah, is working cooperatively in planning for the future. Because public participation is the foundation upon which our comprehensive "Smart Growth" plans will be built, we are again in need of your assistance.

The input provided by Russell citizens from the recent long range planning survey was much appreciated....Thank you! The results of your and other community members' input were essential in developing the consensus **draft** vision statements for our community and goals for the various elements to be included in our plan.

**YOUR INPUT IS IMPORTANT!!!** Establishing Russell's vision and goals is extremely important in the planning process, since our planning cannot continue or be completed without them. By reviewing the enclosed vision and goals and indicating your opinions, you will be providing valuable input that will be used!

We would appreciate receiving your opinions by **Monday, April 17, 2006.** Please return the survey to UW-Extension, as listed on the back of the survey.

Thank you for your help. Your input in the development of Russell's comprehensive plan is greatly appreciated. Looking forward to your response!

✓ **Please check one box for each statement.**

**OVERALL VISION STATEMENT**

We envision the Town of Russell as a community with a blend of agriculture, open/green space, and single-family residences in harmony with a quality natural resource base. We value a quiet, rural country atmosphere. Town of Russell residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. Intergovernmental cooperation will be important in this planning.

88.2% Agree (45)      5.9% Disagree (3)      2.0% No opinion (1)      3.9% No response (2)

**LAND USE GOALS**

**GOAL 1: To play an active role in land use and regulation issues concerning planned and present development, to maintain balance between the right-to-sell and preservation of farmland and open spaces.**

90.2% Agree (46)      3.9% Disagree (2)      3.9% No opinion (2)      2.0% No response (1)

***Objective 1.1:*** Establish regulations for presenting site plans for all new residential development to the Russell Town Board and Plan Commission.

90.2% Agree (46)      5.9% Disagree (3)      2.0% No opinion (1)      2.0% No response (1)

***Objective 1.2:*** Identify areas for residential development based on land quality and location.

80.4% Agree (41)      13.7% Disagree (7)      2.0% No opinion (1)      3.9% No response (2)

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS**

**GOAL 1: To preserve farmland and farm resources, maintaining farming economy and quality of life values.**

82.4% Agree (42)                      7.8% Disagree (4)                      9.8% No opinion (5)

***Objective 1.1:*** Continue to support the state's "Right to Farm" law.

80.4% Agree (41)      0.0% Disagree (0)              17.6% No opinion (9)      2.0% No response (1)

**GOAL 2: To protect natural resources, woodlands, wetlands and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.**

92.2% Agree (47)              0.0% Disagree (0)              3.9% No opinion (2)              3.9% No response (2)

***Objective 2.1:*** Inventory and enforce protective zoning ordinances for these areas.

88.2% Agree (45)                      3.9% Disagree (2)                      7.8% No opinion (4)

***Objective 2.2:*** Coordinate with surrounding areas to protect water resources, groundwater quality and quantity.

90.4% Agree (47)                      3.9% Disagree (2)                      5.8% No opinion (3)

**GOAL 3: To preserve our heritage through protecting historical sites.**

80.4% Agree (41)              0.0% Disagree (0)              17.6% No opinion (9)              2.0% No response (1)

***Objective 3.1:*** Identify and encourage the usage of areas of historical importance within the town for education of future generations.

82.4% Agree (42)                      2.0% Disagree (1)                      15.7% No opinion (8)

***Policy 3.1a:*** Cemeteries and burial sites should continue to be preserved.

92.2% Agree (47)      0.0% Disagree (0)              5.9% No opinion (3)      2.0% No response (1)

## **HOUSING GOALS**

**GOAL 1: To provide adequate housing for residents, while maintaining the rural country atmosphere.**

82.4% Agree (42)              9.8% Disagree (5)              5.9% No opinion (3)              2.0% No response (1)

***Objective 1.1:*** Maintain a slow housing growth rate.

78.4% Agree (40)                      13.7% Disagree (7)                      7.8% No opinion (4)

***Objective 1.2:*** Encourage carefully sited, single-family housing developments.

66.7% Agree (34)                      25.5% Disagree (13)                      7.8% No opinion (4)

## **ECONOMIC DEVELOPMENT GOALS**

**GOAL 1: To stimulate a healthy economy for residents, while focusing on community values and the rural country environment.**

86.3% Agree (44)              5.9% Disagree (3)              5.9% No opinion (3)              2.0% No response (1)

**Objective 1.1:** Protect the agriculture base to keep the farming economy strong.

86.3% Agree (44)

5.9% Disagree (3)

7.8% No opinion (4)

**Objective 1.2:** Encourage economic development that consists of neighbor friendly, small home-based businesses.

78.4% Agree (40)

11.8% Disagree (6)

7.8% No opinion (4)

2.0% No response (1)

**Objective 1.3:** Establish areas zoned for small business (other than home-based business) development.

54.9% Agree (28)

31.4% Disagree (16)

11.8% No opinion (6)

2.0% No response (1)

**Objective 1.4:** Identify areas for industrial development, it will not be encouraged within the town.

52.9% Agree (27)

23.5% Disagree (12)

15.7% No opinion (8)

7.8% No response (4)

## **TRANSPORTATION GOALS**

**GOAL 1: To be actively involved in projects to meet the needs of the community and maintain safe and adequate roads for residents and travelers within the county and town.**

94.1% Agree (48)

0.0% Disagree (0)

3.9% No opinion (2)

2.0% No response (1)

**Objective 1.1:** Enforce regular maintenance and inventory of road conditions to ensure quality and safety.

96.1% Agree (49)

0.0% Disagree (0)

2.0% No opinion (1)

2.0% No response (1)

**Objective 1.2:** Encourage public input and collaboration when addressing transportation related projects dealing with organizations such as, WDOT, Rails and Harbors, the Villages, County Highway and Department of Public Works.

88.2% Agree (45)

3.9% Disagree (2)

7.8% No opinion (4)

**Objective 1.3:** Identify and accommodate for any changing transportation needs of residents, including senior citizens and those with special needs, pedestrians, cyclists and public transportation needs.

74.5% Agree (38)

15.7% Disagree (8)

9.8% No opinion (5)

## **UTILITIES AND COMMUNITY FACILITIES GOALS**

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

96.1% Agree (49)

2.0% Disagree (1)

2.0% No opinion (1)

**Objective 1.1:** Coordinate and consolidate with surrounding governmental units to share facilities and services where possible to conserve resources.

84.3% Agree (43)

5.9% Disagree (3)

3.9% No opinion (2)

5.9% No response (3)

**Objective 1.2:** Ensure an adequate supply of quality water will be available to meet the town's residential and commercial needs.

88.2% Agree (45)

3.9% Disagree (2)

2.0% No opinion (1)

5.9% No response (3)

**Policy 1.2a:** Plan for expansion of wastewater systems for present and planned development.

56.9% Agree (29)

15.7% Disagree (8)

19.6% No opinion (10)

7.8% No response (4)

**Objective 1.3:** Identify energy solutions that are more environmentally and cost efficient.

84.3% Agree (43)      3.9% Disagree (2)      5.9% No opinion (3)      5.9% No response (3)

**Policy 1.3a:** Continue to investigate the introduction of a wind turbine.

64.7% Agree (33)      15.7% Disagree (8)      13.7% No opinion (7)      5.9% No response (3)

**Objective 1.4:** Ensure comprehensive coverage of emergency services (fire, police, and medical responders) for the town by working with surrounding areas.

94.1% Agree (48)      0.0% Disagree (0)      2.0% No opinion (1)      3.9% No response (2)

**Policy 1.4a:** Identify new stations for ambulance and first responder emergency service.

56.9% Agree (29)      17.6% Disagree (9)      19.6% No opinion (10)      5.9% No response (3)

## **GOAL 2: To advocate for and support area school systems.**

88.2% Agree (45)      2.0% Disagree (1)      3.9% No opinion (2)      5.9% No response (3)

**Objective 2.1:** Identify strategies to attract families and accommodate for decreasing school-aged population.

54.9% Agree (28)      21.6% Disagree (11)      19.6% No opinion (10)      3.9% No response (2)

**Objective 2.2:** Regularly review school transportation systems to better serve area families.

76.5% Agree (39)      3.9% Disagree (2)      15.7% No opinion (8)      3.9% No response (2)

## **INTERGOVERNMENTAL COOPERATION GOALS**

### **GOAL 1: To foster a positive working relationship with surrounding units of government to reduce costs and better serve the area residents.**

88.2% Agree (45)      0.0% Disagree (0)      5.9% No opinion (3)      5.9% No response (3)

**Objective 1.1:** Cooperate with surrounding communities to strengthen and grow emergency services (police, fire and ambulance).

88.2% Agree (45)      2.0% Disagree (1)      5.9% No opinion (3)      3.9% No response (2)

**Objective 1.2:** Cooperate with surrounding communities to provide more efficient waste management services, disposal and recycling.

74.5% Agree (38)      17.6% Disagree (9)      3.9% No opinion (2)      3.9% No response (2)

**Objective 1.3:** Collaborate with surrounding communities on land use planning and zoning projects.

62.7% Agree (32)      23.5% Disagree (12)      9.8% No opinion (5)      3.9% No response (2)

**Objective 1.4:** Consolidate and collaborate service planning such as snow removal.

74.5% Agree (38)      11.8% Disagree (6)      9.8% No opinion (5)      3.9% No response (2)



# LAKE COUNTRY SMART GROWTH PLANNING DRAFT VISION AND GOAL STATEMENTS

## OVERALL VISION STATEMENT

We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm and agricultural and natural resources. Residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quiet, and unique place to live.

90.2% Agree (46)                      0.0% Disagree (0)                      3.9% No opinion (2)                      5.9% No response (3)

## HOUSING GOALS

**GOAL 1:** Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.

90.2% Agree (46)                      2.0% Disagree (1)                      2.0% No opinion (1)                      5.9% No response (3)

**GOAL 2:** Support a variety of quality housing opportunities for all segments of the region's population in such a way that minimizes adverse impacts on natural and agricultural resources and will preserve the region's rural character.

80.4% Agree (41)                      11.8% Disagree (6)                      2.0% No opinion (1)                      5.9% No response (3)

## TRANSPORTATION GOALS

**GOAL 1:** Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.

82.4% Agree (42)                      7.8% Disagree (4)                      3.9% No opinion (2)                      5.9% No response (3)

## UTILITIES AND COMMUNITY FACILITIES GOALS

**GOAL 1:** Preserve clean water, and plan for cost-effective treatment of waste as growth occurs in the region.

82.4% Agree (42)                      7.8% Disagree (4)                      3.9% No opinion (2)                      5.9% No response (3)

**GOAL 2:** Encourage a parks system that takes into account the assets of the region including local, county, and state-owned facilities that is safe and provides a variety of opportunities for residents and visitors.

78.4% Agree (40)                      11.8% Disagree (6)                      5.9% No opinion (3)                      3.9% No response (2)

**GOAL 3:** Support adequate police, fire, and emergency medical protection for all citizens and visitors in the region, and encourage cooperation and sharing across jurisdictions.

94.1% Agree (48)    3.9% Disagree (2)    2.0% No opinion (1)

**GOAL 4:** Balance growth in the region with the cost of providing public and private services, utilities, and/or community facilities.

76.5% Agree (39)                      9.8% Disagree (5)                      11.8% No opinion (6)                      2.0% No response (1)

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS**

**GOAL 1:** Protect natural resources, woodlands, wetlands and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.

94.1% Agree (48)                      3.9% Disagree (2)                      2.0% No opinion (1)

**GOAL 2:** Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.

84.3% Agree (43)                      2.0% Disagree (1)                      13.7% No opinion (7)

## **ECONOMIC DEVELOPMENT GOALS**

**GOAL 1:** Support development in the region by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income, and protecting and enhancing the region's rural assets.

72.5% Agree (37)                      19.6% Disagree (10)                      7.8% No opinion (4)

**GOAL 2:** Retain the natural and rural character of the region, while providing sufficient land area for development needs to meet projections for the future.

78.4% Agree (40)                      15.7% Disagree (8)                      5.9% No opinion (3)

## **INTERGOVERNMENTAL COOPERATION GOALS**

**GOAL 1:** Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.

82.4% Agree (42)                      7.8% Disagree (4)                      7.8% No opinion (4)                      2.0% No response (1)

## **LAND USE GOALS**

**GOAL 1:** The land use strategy and principals of the region should manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.

84.3% Agree (43)                      3.9% Disagree (2)                      9.8% No opinion (5)                      2.0% No response (1)

**GOAL 2:** Promote policies within the region that ensures growth and development in a planned and coordinated manner that will maintain or improve the quality of life in the region.

82.4% Agree (42)                      7.8% Disagree (4)                      9.8% No opinion (5)

## **IMPLEMENTATION GOALS**

**GOAL 1:** Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

62.7% Agree (32)                      3.9% Disagree (2)                      15.7% No opinion (8)                      17.6% No response (9)

**APPENDIX C**  
**Key Stakeholder Forum Notes**

**Lake Country Comprehensive Planning Committee  
Stakeholder Input Session, 8/25/05**

**Agricultural, Natural, and Cultural Resources**

Stakeholders Present or Comments from Stakeholders:

Sheboygan County Resource Committee: Henry Nelson

Wisconsin Department of Natural Resources: Dale Katsma

Elkhart Lake and Little Elkhart Lake Improvement Associations: Chris Kreig & Joan Fiorenza

UW-Extension: Dave Such

- Presentations were made about the natural and cultural resources in the area. The Committee received feedback from the stakeholders about planning for the next two decades.
- Discussion on the corridor for the Ice Age Trail to go through the Town of Rhine. A map of the corridor will be needed.
- Water Quality in this region is very important and the Village and Town Boards should take leading roles in protecting the future water quality.

## **Lake Country Comprehensive Planning Committee Stakeholder Input Session, 9/8/05**

### **Housing and Transportation Elements**

#### Stakeholders Present or Comments from Stakeholders:

Sheboygan County Homebuilders' Association: Bob Werner

Wisconsin Department of Transportation: Chris Culotta

WisDOT, Bureau of Rails and Harbors: Frank Huntington via Dave Such

Sheboygan County Highway Commissioner: Robert Laning via Dave Such

Bay-Lake Regional Planning Commission: Jeff Agee-Aguayo

### **Housing**

- The characteristics of new home builders are people that are older than 50-years of age, they are "empty nesters", they want manageable lot sizes, 80% of the homes that are being built are one story and range in size between 1200 and 1800 square feet, according to guest Bob Werner from the Sheboygan County Homebuilders' Association.
- Bob talked about conservation subdivisions as a means to protect environmental corridors.
- Bob added that conservation/cluster subdivisions could create buffers between the built environment and the natural rural landscape, maintaining that "rural atmosphere" that many move to the country for.
- Bob's question to the group was- "What are you really trying to achieve? Are you trying to preserve open space or are you trying to maintain a rural atmosphere? Depending on the desires of the community- the clusters can be placed either close to the road to preserve the environmental/open space aspects of the property, or they can be placed away from the road with a buffer between so those traveling through the community are not aware of the development.
- There is not a lot of "productive" agriculture land being turned into 5-acre parcels in Sheboygan County.
- Bob mentioned that communities are going to need to deal with aging populations and will need to determine how they are going to do that.
- The Village of Elkhart Lake said that they were interested in attracting families and asked how a community could do that. Bob Werner said that whether or not families choose a community was dictated by the affordability (price range) of the housing being developed. Many families cannot afford much above \$200,000- bigger lot sizes will increase the price.
- The group decided they wanted to add some language in the goals that would promote conservation design.

## Transportation

- Roger Laning was not able to attend but had the following comments as dictated to Shannon Haydin by Dave Such:
- State Highway 23 will have an impact on these communities.
- The abandonment and subsequent acquisition of the railroad by the State of Wisconsin will likely have an impact on transportation in the communities.
- Highway A access to State Highway 23- note that limited or controlled access could be a detriment to the Village of Glenbeulah.
- Frank Huntington- Wisconsin DOT was not able to attend, but had the following comments as dictated to Shannon Haydin by Dave Such from Frank:
- Wisconsin Southern Railroad does intend to have future expansion along the former Canadian Northern rail line that runs from Saukville to Kiel.
- The State of Wisconsin currently owns the railway.
- Jeff Agee-Aguayo from Bay-Lake Regional Planning Commission mentioned that there was a potential proposal to add an interchange at Interstate 43 and County Road FF that could impact communities on the northern portion of Sheboygan County.
- Chris Culotta from NE Region DOT asked, “Safe for who” in response to the goal that the roads would be safe. Chris reminded the group that all users and aspects of “safe” roads must be considered. Chris mentioned bikes/peds, but also the practice of communities to place cul-de-sacs in communities to cut off access, and distribute all of the traffic on State Highways, which might make the local roads safer, but will likely make the State roads less safe.
- The communities desire connections to the Old Plank Road Trail from Plymouth to Elkhart Lake and also from Greenbush to Fond du Lac.
- Chris Culotta mentioned that there was one rustic road in Sheboygan County and it was located in the Town of Greenbush.
- Chris Culotta mentioned that DOT would like to have a functional classification study completed for all County roads at some point in time to determine whether or not the roads were truly functioning at the level of classification that they were. For example, State Highway 144 probably did not need to be a state highway. Chris also mentioned that there were likely County roads that really were functioning at the level of Town roads. Chris said that if such a study were completed, a jurisdictional transfer for some of the roads might be appropriate. However, Chris mentioned that the roads are first brought to a certain standard before being turned over to another jurisdiction so as not to place a great financial burden on the community. Shannon Haydin from County Planning mentioned the need to plan for development where appropriate facilities are available and a functional classification study (or update of the one done for the County in the 1970s) would help with that.
- State Highway 57 to 4 lanes from Plymouth north to Green Bay? Chris mentioned that the traffic forecast models did not indicate any functional deficiencies in this segment of the road and that upgrading the road is not in the 6-year plan. Chris and Jeff both stated that they doubted it would be a project in the near future that should be considered in this round of Smart Growth planning.
- Jeanette Moioffer from the Village of Elkhart Lake asked how to plan for safe routes for bikes/pedestrians.

- The group discussed adding goal language that dealt with accommodating bike/pedestrians in road projects.
- Jeff added that communities need to consider multiple transportation options for an aging population- Communities need to think about how people were going to get around.
- Jeff also mentioned that person per household rates are decreasing, but housing demand is the same.

## **Lake Country Comprehensive Planning Committee Stakeholder Input Session, 9/22/05**

### **Utilities & Community Facilities**

#### Stakeholders Present or Comments from Stakeholders:

St. Anna Fire Department: Bob Thome  
Sheboygan County Sheriff's Department: Corporal Jason Liermann  
Elkhart Lake Lions Club: Todd Smith  
Elkhart Lake Lions Club: Ron Nielsen  
Plymouth Ambulance: Kyle Marohl  
Plymouth Ambulance: Suzanne Martens, MD  
Lakeland College, Wayne Warnecke  
Elkhart Lake Library: Nancy VanHoorhis  
Northern Moraine Utility Commission: Scott Randall

#### **Electric Service**

- Wind Turbines- One currently proposed in Town of Rhine
- May not likely see large wind farms due to facility (substation) requirements to re-distribute power back to the grid- may be more likely to see individual turbines to serve a household
- Alternative Energy- With gas prices (oil, natural, etc.) people may seek alternative ways to heat/provide energy to their homes

#### **Natural Gas**

#### **Public Water System**

#### **Sanitary Sewer Service**

- Northern Moraine Wastewater Treatment Facility
  - Regional wastewater treatment facility that serves about 3000 people in four communities
  - Facility is currently older than what it was originally designed for (20 year lifespan, currently older than 20 years old)
  - Permit expires in 9/08- permits go on a five year cycle, at that time, the DNR will likely require them to start planning for some changes
  - Do not anticipate having to do an upgrade for about 8-12 years (cost for the construction in 1976 was \$2.8 million)- will be a large cost
  - Biosolids disposal is somewhat challenging- land spreading during the spring, summer, and fall- truck the biosolids/sludge to Appleton during the winter months- that increases the cost a bit (compared with being able to deal with it on site)
  - Capacity- Not much of an issue
    - Approximately 50-60% capacity for flow
    - Approximately 70-80% capacity for concentration loadings

#### **Storm Sewer System**

#### **Solid Waste and Recycling Facilities**

#### **Telecommunications Facilities**

- Cell Phones, voice-over IP cause a greater difficulty for the emergency response teams- actual location of the incident is not reported in the same manner as with a land line



- More demand for services such as cell coverage and high-speed internet

### **Police/Law Enforcement- Sheboygan County Sheriff's Department**

- Elkhart Lake PD does not provide 24-hour law enforcement- County Sheriff's Department takes over when ELPD is not on duty
- Kettle Moraine State Forest- do have occasional calls for service in response to vandalism or parties
- Crimes rates have not been particularly high or seen a large increase- most of the County Sheriff's calls are for lockouts and vandalism- usually pretty basic, typical responses
- Road America- have seen a dramatic decrease in the amount of traffic in the area and the rowdiness factor- there has not been as much for the Sheriff's Department to respond to

### **Fire Protection**

#### **Emergency Services**

- County Communication System does not always work in the manner that it was designed to
  - There are some people that need to be in the "loop" that are not on the County's 800 MHz system
  - Can be difficult for all necessary entities to agree on a common radio channel
  - Interoperability with other counties and agencies – many have a VHF system
  - The County just received a new grant for interoperability that will hopefully fix that problem
- Challenges to response for all responders including ambulance and police is the Kettle Moraine State Forest- people frequently do not know where they are located
- Five "Jaws of Life" responders in the area
- First Responders- a fire department can be a first responder unit (depends on the individual volunteer's interest in obtaining that certification) but it does not have to be – can be a separate first responder unit
- Town of Greenbush does not have a First Responder unit
- Addresses- needs to be more uniformity- very difficult to get everyone to post their addresses in the correct spot despite County ordinances- addressing standards change once you get into the villages and cities
  - New subdivisions frequently cause the most problems- no addresses posted at all
- Plymouth Ambulance
  - Volunteer
  - Has the advantage that you are "being taken care of by your neighbors"- you could likely know the people that respond to take care of you
  - Phasing in as a paramedic service- will provide a higher level of service
  - Kiel ambulance is currently an "intermediate" level- cannot provide the same level of care as Plymouth Ambulance can
  - Planning Committee is looking at stations in other communities

#### **Library**

- All communities in the Lake Country Planning Group are using the library system
- Part of Eastern Shores Library
- Have delivery from other libraries every day, Monday through Friday
- Book Mobile- Run by Eastern Shores, stops in 3 communities in the area
- High speed internet connection
- Story time for kids
- The library administrators would like to get feedback/know what the communities would like from them

## **Schools**

- Elkhart Lake-Glenbeulah Schools have greater capacity than is currently filled
- Lakeland-
  - Has a hospitality major (can fit in with Elkhart Lake's emphasis/focus on tourism)
  - Library is part of the Eastern Shores system
  - Provides cultural resources (e.g.- Milwaukee symphony, plays, art shows)
  - Working on growth- currently have 900 students, have a goal for 1200
  - Recreation Opportunity on site- Grether Woods has trails
  - Has their own sewage treatment plant
  - One of the largest employers in the County
  - 600 non-commuting students on campus that have an economic impact on the county (retail, restaurants, workers)
  - Volunteers in some of the schools- students are required to complete a community service requirement as part of their degree process

## **Child Care Facilities**

### **Health Care Facilities**

- Transportation for the elderly
- Village of Elkhart Lake is adding an assisted living/senior housing development
- Village of Elkhart Lake allows flu shot clinics and other health education clinics in the Village Hall
- There is a greater push to get people into assisted living- there will need to be adequate facilities for that
- There is currently no ability to send a patient home from the hospital after 7 PM if they are in a wheel chair or require special transportation facilities- must take an ambulance ride (which is costly) or wait (after being discharged) until morning
- Changes in the Medicare system to place people in the "least restrictive environment" could place an increased demand for services on all communities
- No pharmacy or medical clinics (closest is Plymouth)
- Education on existing facilities and services would be helpful
- Insufficient medical facilities in the area
  - Hospitals
  - Clinics
  - Pharmacies
  - Transportation

### **Community Facilities**

- Service Groups
  - Lions- Funds a lot of projects in the community (e.g.- library, Athletic Association Park)
  - Have their own park in the community
  - Have the Veterans Memorial in Elkhart Lake
  - Offer wheelchairs and other medical supplies such as canes, beds, etc. to people in need
  - Membership includes people from around the area- Towns of Rhine, Russell, Greenbush, Plymouth, etc., not just the Village of Elkhart Lake
  - Have taken over the chart of the Elkhart Lake Boy Scouts
- Recreation Facilities
  - Glenbeulah has a Softball Association
  - Elkhart Lake-Glenbeulah Athletic Association

- Softball, baseball, soccer programs
  - All volunteers
  - Athletic Park
- Drinking Water
- Need to have a better understanding of potential risks to water quantity and quality including depth to bedrock and sources of contamination
  - Locate the abandoned landfills
  - Villages of Elkhart Lake and Glenbeulah use public municipal wells for their supply
    - Glenbeulah is looking at adding a well using an existing high-capacity well that they recently acquired
    - Elkhart Lake recently upgraded their entire system

#### **National, State and County Facilities**

- Boat Landings- Elkhart Lake, Crystal Lake, Little Elkhart, Marsh, Gerber Lake
  - Would the County consider launch fees?
- Who owns the Mill Pond in Glenbeulah?
- Parking along P @ Elkhart Lake- concerns about the size of the parking area- isn't it supposed to be sized according to the acreage of the lake?
  - Currently no enforcement of parking along the road (Sheriff's Department's response)

## **Lake Country Comprehensive Planning Committee Stakeholder Input Session, 10/13/05**

### **Economic Development**

#### Stakeholders Present or Comments from Stakeholders:

There were no stakeholders in attendance for this element.

#### **Lake Country Communities**

- Businesses seem to have a good plan for expansion and retention in the area.
- The economy seems to be stable in the area.
- The survey results show that the communities are on the “right track” in terms of economic development.

#### **Elkhart Lake**

- Have a Community Development Authority in conjunction with their T.I.F.
- Does not seem to be able to support heavy industry- no business park
- Tourism is their big industry
- It is difficult to provide the things that the tourists want and need, and support the year-round residents (e.g.- the Sutcliffe’s mini-market)
- Cannot support a larger super market such as Piggly Wiggly because they would not sell the volume of items that they need to remain sustainable, yet people want a market with the choices that a larger super market would have.
- The Chamber of Commerce is getting out of the marketing business and looking more at where they can provide support for the local businesses. For example- they helped coordinate the Art Fest and tried to bring local businesses into the festival.
- Working with UWEX and UW-Madison to do a needs analysis.
- A new candy store and a separate antique store will be opening soon.

#### **Glenbeulah**

- Developed a T.I.F. in January 2005- struggling with the cash flow a little bit with that because it is new, but they believe it will be successful
- Within the T.I.F. area there will be a convenience store, Laundromat, and maybe a small diner
- The Kettle Moraine Highlands subdivision has added 35 new homes with people that are looking for quick items such as milk, bread, butter, etc.
- Hillcrest Builders- the developers of the Highlands are converting the Knowles Manufacturing Building into an office, and they are manufacturing trusses there as well.

#### **Towns- Greenbush, Rhine, Russell**

- Would prefer to see development near the villages
- Would support small-scale, home-based businesses that do not have a lot of impact on the infrastructure and do not demand a high level of service
- Large farm operations are making large investments into their operations- it would be useful to map out where investments into the agricultural economy and infrastructure are being made- it may be appropriate/important to develop special “zones” to help create a buffer around these agricultural operations so they operators (and the neighbors and local officials) do not run into major conflicts.
- The direction that communities choose to go in regarding large farms, or even protecting smaller farms will be determined by the culture of that local community
- Land prices are very high which makes it difficult for farmers to rent land

- The large farm siting law will have an impact on how towns regulate these operations- if they do not adopt specific language in their zoning ordinance and identify areas where large farm operations would be appropriate, they may not have the ability to regulate these operations.

## **Lake Country Comprehensive Planning Committee Stakeholder Input Session, 10/27/05**

### **Intergovernmental Cooperation**

#### Stakeholders Present or Comments from Stakeholders:

Farm Bureau & Town of Russell: Ken Turba

Town of Russell: Herb Dickmann

Town of Rhine: Chris Krieg

Village of Elkhart Lake, President: Roger Spindler

### **Farm Land/Rural Land Preservation & Balance**

- Hans Kuhn (Town of Rhine):
  - o Maintain what we have
- Ken Turba (Town of Russell, Farm Bureau):
  - o Realtors compete against farmers for agricultural land
  - o The agriculture community would like to get together with realtors to talk about what lands are appropriate for housing and what lands should be farmed.
- Brian Jenny (Village of Glenbeulah):
  - o The planning process should be able to look at land characteristics such as soils, etc., so lands that are the most appropriate for farming can be identified
- Herb Dickmann (Town of Russell):
  - o There are 8 dairy farmers in the Town of Russell- if they do not have enough land to raise animals and grow feed, they will not be able to expand and/or continue their operation
- Brian Jenny (Village of Glenbeulah):
  - o How do you balance private property rights?
- Frank Zimmerman (Town of Rhine):
  - o Favors a farmer's right to private property
  - o Gravel resources need to be identified for preservation
- Carl Birkholz (Town of Russell)
  - o Should look ahead to the future so there are enough land resources to grow food.
- Paul Boocher (Town of Rhine):
  - o Must consider people that bought land for an investment
  - o What if there are not any farmers that want the land?
- Town of Rhine Survey says splitting up land is okay.
- Hans Kuhn (Town of Rhine):

- o One has to look at all of the questions on the survey- some questions refer to protecting natural resources as well as farmland.
- Chris Krieg (Town of Rhine):
  - o The group is visioning out 20-35 years from now- must look forward and think about what is there now and what will be there for your grandchildren.
- Ken Stemper (Town of Greenbush):
  - o Must look at what land is selling for- a new farmer buying a farm to start out with at \$3500 per acre at 6% interest is not going to pay off with what crops are selling for.
- Hans Kuhn (Town of Rhine):
  - o What are some ways to make selling a farm from one person to another that is not a family member- is there a mechanism to get new farmers going on existing farms?
- Ken Turba (Town of Russell, Farm Bureau):
  - o Prices for land are critical
  - o Concerned about the State of Wisconsin owning tillable land- this exacerbates the high cost of land
- Brian Jenny (Village of Glenbeulah)
  - o The five communities need to start connecting with neighbors
  - o Prices are going to keep going up

### **Annexation & Building**

- Roger Spindler (Village of Elkhart Lake)
  - o The Village has not discussed annexation at length
  - o Probably would like to look at annexation issues in the future
- Hans Kuhn (Town of Rhine)
  - o Example: Residential development near the village would likely want to be annexed out of the Town of Rhine
  - o Industrial development would probably want to be in the Village

\*The Village of Elkhart Lake and the Town of Rhine should discuss boundary agreements, extraterritorial review authority and extraterritorial zoning early in the planning process.

- Diane Diederichs (Town of Greenbush)
  - o It makes sense to share information and talk about specific areas
  - o Expenses- capital expenses continue to rise
  - o Getting volunteers for emergency services continues to be a challenge
- Paul Olm (Village of Glenbeulah)
  - o The biggest issue of sharing emergency response is between the fire chiefs

- Brian Jenny (Village of Glenbeulah)
  - o Has been impressed with the response from all responders- especially when mutual aid is called
- Paul Olm (Village of Glenbeulah)
  - o Shared “metro” departments have been around for a long time- something that might be considered in the future
- Chris Krieg (Town of Rhine)
  - o It might be a good idea to look at thresholds- what are the response times

\*Glenbeulah and Greenbush have had some informal, preliminary discussions about sharing emergency services

- Hans Kuhn (Town of Rhine):
  - o The distance to the Village of Elkhart Lake in the Town of Rhine from the Northeast portion of the Town affects the fire rating of the residents and businesses in that area
- Town of Russell:
  - o It used to be a “pay per call”, however now there are contracts with the responsible responders
- Larry Eberle (Town of Rhine)
  - o Would like copies of every other communities’ goals and objectives



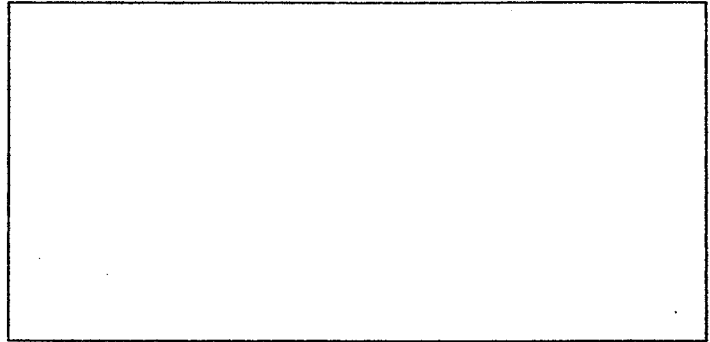
**APPENDIX D**  
**Land Rezoning Checklist**

**ANAYLSIS OF LAND PARCELS  
FOR POTENTIAL ZONING CHANGE FROM A1 (Exclusive Ag) TO A5**

Owner: \_\_\_\_\_ Date Inspected: \_\_\_\_\_

Zoning and Planning Commission  
TOWN OF GREENBUSH  
SHEBOYGAN COUNTY, WISCONSIN

NOTE: Each category is worth a total of 20 Points. Total points must be 60 or above to consider a zoning change. Three or more commissioners will evaluate each parcel.



Section: \_\_\_\_\_

Sketch of Parcel

**1. SOIL**

Type	Name	% of Parcel	Suitability of Crops	Moisture Retention
A.				
B.				
C.				

The higher the suitability for crops, the lower the points.

Sub Total \_\_\_\_\_

**2. GRADE/SOIL ERODABILITY**

Type	Name	% of Parcel	Grade	Erodability
A.				
B.				
C.				

The higher the grade/erodability, the higher the points.

Sub Total \_\_\_\_\_

**3. Location/Shape/Natural barriers that give a natural separation.**

Description of parcel (road frontage, fence rows, forest edge, etc.)

The more natural the separation, the higher the points.

Sub Total \_\_\_\_\_

**4. Actual use of the parcel over the past twenty (20) years.**

Description: \_\_\_\_\_

The more years as cropland, the lower the points.

Sub Total \_\_\_\_\_

**5. Use of adjacent lands and the compatibility with potential residential use.**

Description: \_\_\_\_\_

Size of parcel and siting of new house may be a consideration; the more similar the uses, the higher the points.

Sub Total \_\_\_\_\_

Evaluator: \_\_\_\_\_ Date \_\_\_\_\_ **GRAND TOTAL** \_\_\_\_\_

APPENDIX E  
Russell Public Review Comments

<b>Russell Public Review Comments</b>			
	<b>Who</b>	<b>Comment</b>	<b>Response/Action Taken</b>
1	Elkhart Lake's Lake Country Representatives	On page 156 & 157, the Village of Elkhart Lake feels that due to the recent water issues, an emphasis needs to be placed on the importance of the conservation of water. They would like a new goal added that strictly addresses water issues, while removing the part of Goal #1 under natural resources that discusses the water supply.	The Town will place this comment in Appendix E-Russell Public Review Comments, because not all Lake Country Communities wanted the change, no change will be made.
2	Dena Mleziva, Calumet County Planning	In the Town of New Holstein (Calumet County), they have stated they do not want to see much development in the St. Anna area due to the lack of public sewer and water. The Town wants to see growth directed to areas that have sewer and water (New Holstein & Kiel). The Town of New Holstein is not opposed to the potential future land use of St. Anna in the Town of Russell, but would like that Town to continue to monitor drinking water and when new development is proposed would like the Town of Russell to consider the installation of public sewer and water infrastructure.	The Town of Russell will place this comment in Appendix E-Russell Public Review Comments and on page 143 add the sentence "Future development in the St. Anna area may be limited due to water quality."

**Public Hearing Held July 23, 2008**

## Comments made by Elkhart Lake:

**Comment #1:** On page 156 & 157, the Village of Elkhart Lake feels that due to the recent water issues, an emphasis needs to be placed on the importance of the conservation of water. Exhibit 2 shows how they would like to see this problem addressed. This means a new goal would be added strictly addressing water issues, while removing the part of Goal #1 that discusses the water supply. Exhibit 2 can be contrasted to the goals listed in Exhibit 1.

### Exhibit 1: Current Goals listed in Lake Country Community Plans

<b>Figure 9.1: Lake Country Goals</b>
<b>AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE GOALS</b>
<b>GOAL 1:</b> Protect natural resources, woodlands, wetlands and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.
<b>GOAL 2:</b> Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.
<b>HOUSING GOALS</b>
<b>GOAL 1:</b> Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.
<b>GOAL 2:</b> Support a variety of quality housing opportunities for all segments of the region's population in such a way that minimizes adverse impacts on natural and agricultural resources and will preserve the region's rural character.
<b>ECONOMIC DEVELOPMENT GOALS</b>
<b>GOAL 1:</b> Support development in the region by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income, and protecting and enhancing the region's rural assets.
<b>GOAL 2:</b> Retain the natural and rural character of the region, while providing sufficient land area for development needs to meet projections for the future.
<b>TRANSPORTATION GOALS</b>
<b>GOAL 1:</b> Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.
<b>UTILITIES AND COMMUNITY FACILITIES GOALS</b>
<b>GOAL 1:</b> Preserve clean water and plan for cost-effective treatment of waste as growth occurs in the region.
<b>GOAL 2:</b> Encourage a parks system that takes into account the assets of the region including local, county, and state-owned opportunities that is safe and provides a variety of opportunities for residents and visitors.
<b>INTERGOVERNMENTAL COOPERATION GOALS</b>
<b>GOAL 1:</b> Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.
<b>LAND USE GOALS</b>
<b>GOAL 1:</b> Manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and

infrastructure.
<b>GOAL 2:</b> Promote policies within the region that ensures growth and development that occurs in a planned and coordinated manner and will maintain or improve the quality of life in the region.
<b>IMPLEMENTATION GOALS</b>
<b>GOAL 1:</b> Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

**Exhibit 2: Changes to Agricultural, Natural, and Cultural Resource Goals**

<b>Figure 9.1: Lake Country Goals</b>
<b>AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE GOALS</b>
<b>GOAL 1:</b> Protect natural resources, woodlands, wetlands and open/green spaces, the rural country atmosphere, and the environmental quality of the area.
<b>GOAL 2:</b> Protect water resources and ensure the quality and quantity of water for consumption, habitat, and recreational activity.
<b>GOAL 3:</b> Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.



## CALUMET COUNTY PLANNING DEPARTMENT

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July 18, 2008

Jessica Potter  
Sheboygan County  
508 New York Avenue  
Sheboygan, WI 53081-4126

RE: Comprehensive Plan Review for the Town of Russell

Dear Ms. Potter,

The Calumet County Planning Department has received and reviewed the Town of Russell Comprehensive Plan. According to the Town of Russell Future Land Use Map, it appears that lands around St. Anna have been identified as potential Residential and Mixed Residential-Commercial. This does differ from the Calumet County Year 2025 Smart Growth Plan/Town of New Holstein Land Use Element.

The Town of New Holstein's Land Use Element states, "The town does not want to see much development in the St. Anna area (due to the lack of public sewer and water), there is an opportunity to infill existing vacant lots with housing." Currently, there is a water quality issue in the northern portion of St. Anna in Calumet County so the town would prefer to direct its growth to areas where sewer and water are provided (New Holstein, Kiel).

I have spoken with Gerald Lorenz, New Holstein Town Chair, regarding the potential future land use of St. Anna in the Town of Russell. While there is a difference in policies, planning for development in the southern portion of St. Anna is logical for the Town of Russell. The Town of Russell is unable to direct growth elsewhere because of the amount of conservation lands and lack of urbanized areas. It is also my understanding that water testing has been done by Sheboygan County in St. Anna and it has been found to be safe. Therefore, based on the above, Calumet County is not opposed to the plan. However, I recommend that the Town of Russell, Sheboygan County, include in its comprehensive plan the continued monitoring of drinking water in St. Anna and consider the installation of public sewer and water infrastructure when new development is proposed in the identified growth area around St. Anna.

Sincerely,

Dena Mleziva  
County Planner

Attachment – Town of New Holstein, Expanded Land Use Element

c: Gerald Lorenz - New Holstein Town Chair