

CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

As part of the comprehensive planning program, the Town of Sherman 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 Town should again gather updated information regarding services as it looks to modify/improve them. In some cases, greater informational detail should be gathered before approving recommendations.

66.1001(2)(d)

Utilities and community facilities element. A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

SUMMARY OF INVENTORY AND RECOMMENDATIONS

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/facilities such as the town hall, recreation lands, local roads, and to some extent the volunteer fire department — which are direct, internal responsibilities of the Town of Sherman — are deemed adequate or above adequate. Other important services/facilities such as highways, law enforcement, library, schools, child care, elder care, and health care — which are provided by entities outside Town government — are also deemed adequate or above adequate.

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

Services/facilities in need of improvement include spotty, unreliable cellular coverage. There is also a concern about being able to attract enough volunteers to adequately staff the volunteer fire department.

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 Sherman Town Board consists of the Town Chairman and four Supervisors, assisted by a part-time Clerk/Treasurer and part-time Assistant Clerk/Treasurer. The Town Board works for the benefit of citizens, recognizing that public interests must be their prime concern.

Plan Commission

The Town has a seven member Plan Commission to review, adopt, amend, and implement the comprehensive plan for the Town. The Town Board refers all matters pertaining to zoning and land divisions to the Plan Commission for their review, analysis, and input prior to making a decision. After a Plan Commission recommendation, the Town Board will base its decisions in light of the information contained in the comprehensive plan to ensure consistency and compliance.

Others

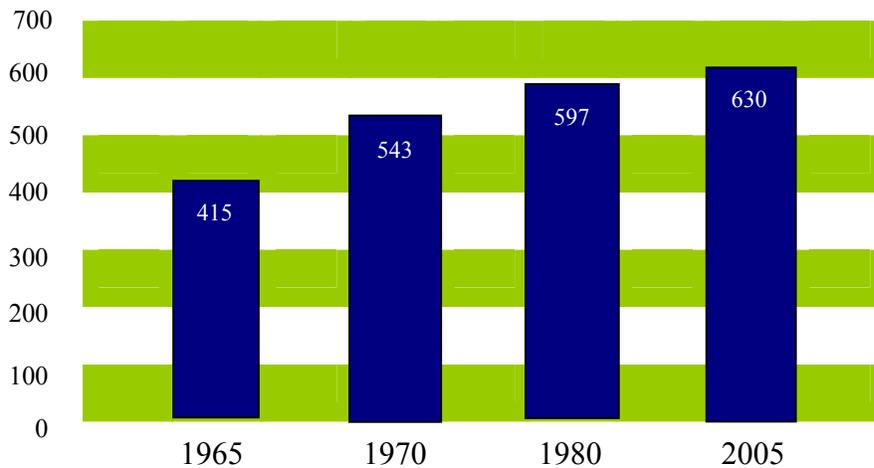
The Town of Sherman contracts out for the services of attorney, assessor, and building inspector.

PUBLIC FACILITIES INVENTORY AND ANALYSIS

Electric Service

The Town of Sherman is within the electrical utility service territory of We Energies (a/k/a Wisconsin Electric Power Company). A substation is located on Abbott Drive. Overhead transmission lines are owned by American Transmission Company; a small (138 kV) double circuit line runs along the railroad through the center of the Town, and there is a major (345 kV) line running north-south about 1-2 miles west of the Town of Sherman. The electrical service to the Town is thought to be adequate at this time for planning purposes, with recent utility upgrades along STH 57 being driven not as much by population growth as by the demand for energy. People are building larger homes and filling them with multiple electronic devices. 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: coal - 59.7%; nuclear - 25%; purchased power - 13.8%; renewables - 1.1%; and natural gas - 0.4%.

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



Source: Wisconsin Public Service

Natural Gas

Residents of Sherman are provided with natural gas by We Energies (a/k/a Wisconsin Gas). A major natural gas line travels through the Town Sherman along STH 57 and a main branch of this line travels west on CTH A. Currently, the Town has no service complaints with the service and it is thought to be adequate for the Town.

Public Water System

The Town of Sherman 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 forecasts. (See pages 18-20 of Chapter 2 for additional information related to groundwater.)

Sanitary Sewer Service

The Town of Sherman does not currently have any public sanitary sewer service. Due to increasing concentration of development and threats to private wells from older (sometimes failing) septic systems, there has been some discussion in the past about the possibility of a sanitary district in the hamlet of Silver Creek. Nevertheless, for the foreseeable future property owners within the Town will continue to be responsible for installing and maintaining their own individual septic systems. (See pages 6-7, 13 of Chapter 2 for additional information related to soils, COMM 83, and septic systems.)

Storm Sewer System

The Town of Sherman allows stormwater to drain through a series of ditches and culverts along its road system. This infrastructure works reasonably well as long as ditches remain clear of thick brush and 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 Sherman residents may utilize individual contractors for waste disposal. Residents may also discard waste at a transfer station on Pelischek Road. A private waste disposal company currently transports the waste off-site. Both of these services are considered adequate for the Town, and contracting with private companies is most likely to continue as the most efficient and effective way to continue these types of services.

In 2004, it was reported that garbage represented 61% of the items brought to the transfer station. Residents disposed of 188.47 tons of garbage during 2004. Recycled material such as aluminum, paper, metal, and glass made up only 39% of transfer station collections. The weight of those items was as follows: newspaper 28 tons, mixed glass 26 tons, mixed metal 25 tons, mixed paper products 22 tons, tin cans 10 tons, cardboard 5 tons, plastics 3 tons, and aluminum less than 1 ton.

Each year the town is responsible for maintaining an effective recycling program in order to remain eligible for a state recycling grant. In 2003, the grant amounted to \$3,364.12, but the amount went up to \$3,368.75 in 2004. Tires brought in \$76 and iron \$1,184. Residents must pay for furniture disposal (income from furniture and mattresses amounted to \$199).

Open burning of waste materials continues to be an issue of concern in the Town, especially as the number of homes continues to increase. 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 Sherman 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 scattered cellular tower sites located adjacent to or within the Town. Substantial areas of the Town are outside of coverage areas. Reception overall is spotty, and even within coverage areas, 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 and density, 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, such as STH 57, and high points within communities. As the need arises, the Town should work with landowners and neighboring communities in determining acceptable locations for future towers and possible collocation strategies.

Although there are apparently fiber optic cables within the STH 57 corridor, broadband Internet service, such as DSL, is not available in the Town. Consequently, broadband Internet service is now only available through satellite providers and in a few cases through cable.

Cable television service in small parts of Sherman (near Random Lake and Adell) is provided by Time Warner Cable of South Eastern WI. The current service area is likely in need of expansion, but no formal plans have been discussed with Town of Sherman officials.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT

Town Hall

The Sherman Town Hall is located at W6566 STH 144, sharing space with the Volunteer Fire Department in Silver Creek. The building contains room for the Town Clerk, restrooms, and a medium sized meeting room for board and similar meetings. The structure was reconstructed in the 1970s and is owned by the Silver Creek Fire Department. The building appears to be in compliance with the Americans With Disabilities Act.



There are a moderate number of off-road parking spaces. This facility is adequate for the current needs of the Town.

Road and Other Maintenance

The Town of Sherman contracts with the Sheboygan County Highway Department for its road maintenance needs. Special projects, such as seal coating, may be contracted out. The County shed is located at 234 Edgewood Avenue in Adell. The current maintenance system is deemed adequate for the Town. 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 Sherman are provided by the U.S. Post Offices located in Adell and Random Lake. These buildings are small structures leased by the federal government and have front doors at sidewalk/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

Currently, there are 9 cemeteries within the Town of Sherman. Several have a small amount of unused space and/or the capacity to expand by purchasing abutting vacant lands.

Figure 6.2 – Cemeteries in the Town of Sherman		
Owner	Location	Approximate Size
Emmanuel Cemetery Association	One-tenth mile west of Adell on CTH A	1.5 acres
Emmanuel Cemetery Association	STH 144 in Silver Creek	0.5 acre
St. Paul’s Cemetery Association	STH 144 in Silver Creek	1 acre
St. Paul’s Lutheran Congregation	STH 57 and Vorpahl Road	4 acres
Our Lady of the Lakes Catholic Congregation	One-half mile west of Random Lake on STH 144	3 acres
Our Lady of the Lakes Catholic Congregation	W4690 CTH A South	5 acres
Pilgrim’s Rest Cemetery Association	Silver Creek – Cascade Road (NE NE 7)	2 acres
Union Cemetery Association	Silver Creek – Cascade Road (NW NW 5)	0.75 acre
St. John’s Evangelical Lutheran Church	CTH SS in Sherman Center	1.5 acres

Law Enforcement

The Town of Sherman does not have its own police department. The Town relies on a part-time constable and 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 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. In areas where the Department has been contracted by a local municipality it can also enforce local ordinances. 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 also utilizes several correctional facilities. The Sheboygan County Jail is located on the second floor of the Sheboygan County Law Enforcement Center, located on North 6th 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 31st 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 telecommunicators and relayed to emergency services. The police protection for the Town is considered adequate and the Sheriff's Department has no improvements planned for the near future.

Fire Station

The Silver Creek Volunteer Fire Department, formed in 1917, is located on an approximately five-acre parcel at W6566 STH 144 in Silver Creek. The current building, which was once part of the Silver Creek grade school, was constructed at two different times. The firehouse was built in 1969 along with a fire hall. In 1978, the fire hall was destroyed by fire. A new fire hall was built in 1979. Each building is approximately 3,000 square feet or 6,000 square feet total.

The Fire Department serves the Town of Sherman and through a mutual aid agreement with the Batavia Fire Department, they serve part of the Town of Scott. Additionally, there are mutual aid agreements with the Village of Random Lake, Village of Adell, and Batavia Fire Department. For example, if there is a structure on fire in or around the Village of Random Lake or the Silver Creek area, both the Random Lake and Silver Creek departments are dispatched simultaneously.

The Fire Department consists of 40 members. Twenty-five are certified firefighters, of whom two are certified first responders. The Fire Department is part of the county-wide 911 system. Although the Fire Department does not have its own Hazardous Materials (HAZMAT) team, it is part of the Sheboygan County HAZMAT, with many members being HAZMAT Operations Certified. The Fire Department currently owns the following trucks and equipment for its operations:

- 2004 IHC Tanker/Pumper
- 1998 IHC Tanker
- 1995 GMC Pickup/Grass Fire Rig
- SCBA
- 1990 Spartan Pumper
- 1975 Utility Van
- Radio Equipment
- Turnout Gear

One of the major challenges for the Fire Department, as in many communities, is finding sufficient numbers of volunteers. Training requirements have become more time-consuming over the years, and more residents are working outside the community, which leaves less time and opportunity to participate.

Insurance Service Office (ISO) Grading

Although some insurance companies use their own system of measure, the adequacy of fire protection within much of 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. Gradings 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.

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 Town of Sherman was rated a 9 by the ISO, which although considered below average, is not unusual for a community without fire hydrants.

Emergency Rescue Services

Rescue service/ambulance service is provided to various parts of the Town by the Batavia First Responders, the Adell First Responders, and the Random Lake Fire Department. The ambulance service, provided by the Random Lake Fire Department, consists of two ambulances, with approximately 36 EMS members on-call. The Adell First Responders have four members on-call and 12 EMS members total. Mutual aid agreements with nearby communities are in place in the event of major emergencies. Future needs include maintaining and/or increasing staffing levels and ongoing training to stay current with new equipment and procedures.

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 paging systems for all of the first responder units in the County.

Library

Although the Town of Sherman does not have a library located within its borders, the Town is part of an ownership consortium for Lakeview Community Library in Random Lake that also includes Random Lake, Adell, and Scott. The 11,000 square foot library houses 31,568 books, 78 periodicals, and 7 newspapers. Public Internet access is available. There are two meeting rooms, one on the lower level with a capacity of 60 people and one on the upper level with a capacity of 15 people. Two or three residents from the Town generally serve as members of the Lakeview Community Library board. Future needs include the need to stay current with new technologies.

In addition, Town residents are well served through member libraries of the Eastern Shores Library System covering Sheboygan and Ozaukee Counties. The Eastern Shores Library System also

provides a Bookmobile service to Sheboygan and Ozaukee counties. The vehicle makes scheduled stops throughout both counties, including Adell and Fredonia, various times throughout the year.

Schools

Though small portions of the Town of Sherman are in the Oostburg, Cedar Grove, and Plymouth School Districts, the Town is primarily within the Random Lake School District, which serves between 900-1,000 students from all or part of eight different municipalities. The Random Lake School District serves its students from a main campus in the Village of Random Lake that houses the high school, middle school, and elementary school in one complex. Two building projects in the 1990s resulted in new classrooms, a new elementary/middle school library, a district theater seating 466, a new gym and computer labs at all levels. A greenhouse was also built in 1997, and the District is now completely networked.

In 2001, the citizens of the Random Lake School District approved a \$4.3 million referendum. Most of the referendum projects are now complete. These include two new kindergarten classrooms and one renovated kindergarten room, which are home to the district's all-day kindergarten programs. The middle school addition, which consisted of a new computer lab, two science labs, and three classrooms, is also fully operable. In addition, the main campus features a new district cafeteria, a renovated elementary/middle school gym, and a renovated and expanded library in the high school. The library now includes a distance learning lab and an additional computer lab, as well as spacious reading and studying areas in a picturesque setting. The new high school science wing has been in use since May 2002, and the new auto shop opened in January 2003.

In 2003, tenth graders in the Random Lake School District scored slightly above the statewide average in language arts, math, and reading (Wisconsin Knowledge and Concepts Examinations). There were 13 students per full-time teacher, compared to a statewide average of 15.

St. John's Evangelical Lutheran School, in Sherman Center, provides kindergarten through elementary education in one complex located on CTH SS. The school includes approximately 6 classrooms, a gym, cafeteria, and playground facilities.

The Random Lake School District has recorded a decline in student enrollment since building additions were completed in the mid-1990s. Contributing factors to declining enrollment include, aging demographics, limited housing opportunities, private education opportunities, smaller family sizes, school choice, and home schooling. In 2006, due to budget constraints, the district closed the Batavia School, which provided elementary education and transferred those students to the Random Lake School complex.

Child Care Facilities

According to the 2000 U.S. Census, there were 21 children under five years of age living in the Town and 92 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. Child care businesses in the Town of Sherman area are located in Random Lake (Our Lady of the Lakes Childcare), Waldo (A Children's Garden), Sherman Center (St. John's Lutheran Church), and Cedar Grove and Fredonia (Stepping Stones Children's Center). None of these facilities currently has a waiting list, which likely indicates that local child care needs are being met. Furthermore, several facilities are also located in Sheboygan, Plymouth, and West Bend.

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 a dining site at the Adell Senior Center every Monday through Friday, and in Random Lake one day a week at St. Paul's Lutheran Church.

A countywide study of senior citizen housing needs versus public and private facility capacities has not been undertaken. Even if the current capacity of 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. The Town should therefore consider adding an elder care facility use to appropriate districts in its zoning ordinance. In the meantime, there are a variety of care and living options in the area:

- *Retirement Community*. Self-contained housing communities designed for older adults. These communities offer meal programs and typically have a focus on social and recreational activities. Many other amenities may be available depending on the site. Facilities/Location: 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 house that has been renovated or a newly constructed 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: Brookside of Wisconsin, Waldo, 8; Beechwood Rest Home, Beechwood, 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; Woodland View Estate, Fredonia, 6; and eight sites in Sheboygan, 255.
- *Residential Care Apartment Complexes (RCACs)*. Offer each resident care and services unique to his or her needs. This type of assisted living is based in 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. Unit 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 furnished or partially furnished apartments. Facilities/Location/Units: Terrace Estates, Sheboygan, 25 one-bedroom units.

- *Adult Day Services.* An option to a nursing home, these services were designed 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; 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, Beechwood, 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 a physician, Dr. Barbara Weber, residing in Silver Creek, who sees patients at her residence/office, however, due to its small population, there are no hospital or clinic facilities within the Town of Sherman. Needs assessments done by private care providers have not identified the Town as a priority site for a health care facility. 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:

- The Aurora Sheboygan Clinic – Random Lake and the Aurora Sheboygan Clinic – Cedar Grove are both primary care facilities specializing in family practice medicine.
- The Aurora Sheboygan Clinic – Plymouth 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.

- The Aurora Sheboygan Memorial Medical Center is available to Town residents. Located on North 7th Street in the City of Sheboygan, the medical center consists of a staff of physicians that provide services in more than 25 specialties, including obstetrics, pediatrics, orthopedics, surgical services, emergency services, rehabilitation medicine, cancer treatment services, etc.
- St. Nicholas Hospital is also available to Town residents for medical care. Located on North Taylor Drive in Sheboygan, St. Nicholas is a Catholic full-service community hospital 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.
- Columbia St. Mary's Ozaukee Campus, built in 1994, is a full-service medical center located on Port Washington Road in Mequon. This facility is part of the Columbia St. Mary's organization, which includes four campuses and 26 clinics located throughout southeastern Wisconsin.

OUTDOOR RECREATION INVENTORY

Community Facilities

According to the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan (1998)*, the Town's existing recreational facilities include:

- *Silver Creek Park*, located on STH 144 in Silver Creek. Approximately one-half acre of open space.
- *Silver Creek Fireman's Park*, 3.7 privately owned acres located on STH 144 west of Silver Creek Road.
- *County Wayside*, located on STH 144 just west of Silver Creek. Approximately one-half acre of open space.
- *Adell Public Hunting Grounds*, located near Knuth Road and STH 57. Publicly leased land for hunting.
- *County View Community Park*, located southwest of the Village of Random Lake. Approximately 5 acres, dedicated as park land as part of the subdivision plat. See the Town of Sherman section (pg. 243) of the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan (1998)* for more details on this park, a possible list of improvements, and a long-range site plan.

While this inventory of Town recreation facilities is respectable for a rural town, Question #7 on the 2004 Town of Sherman citizen input survey indicated some support for additional parks and trails.

In the past, the Town shared a portion of its parkland impact fee funds with the Village of Random Lake to create the tennis courts in Kircher Park, which are equally available to Town and Village residents. This type of partnering may be a good option in the future as well.

National, State and County Facilities

There are no national or county facilities within the Town. There is, however, a tract of approximately 138 acres in Sections 12 and 13 owned by the Wisconsin DNR. This land was purchased (with state cost-share) by the Sheboygan County Conservation Association and then donated to the state. It is for public use and wildlife habitat. It is primarily used for public hunting but also for hiking and nature observation, etc. The WDNR manages it cooperatively with the Adell Sportsman’s Club. There are planted shrubs and native-warm season grasses on the property. The WDNR has developed a small wetland on the property. Additionally, the Club arranges for developing a small food plot for wildlife each year.

Other Recreation Facilities

In addition to parks and facilities in Adell and Random Lake that may be available to Town of Sherman residents, Sheboygan and Ozaukee Counties as a whole have a variety of recreation facilities that include the Old Plank Road and Interurban Trails, Lake Michigan, Kohler-Andrae and Harrington Beach State Parks, the Kettle Moraine State Forest, several highly rated golf courses, and areas for hunting and fishing such as the Sheboygan Marsh Wildlife Area and County Park.

UTILITIES AND COMMUNITY FACILITIES STRATEGY AND RECOMMENDATIONS

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

Vision

“We envision Sherman as a predominantly open space, agricultural area surrounding small villages. Sherman residents consider the land to be a great natural asset and encourage careful planning to ensure the land is used wisely. Intergovernmental cooperation will be important in this planning.”

Goals, Objectives, Policies, Programs

1) The Town of Sherman will ensure the community facilities and public services are well maintained and sufficient for the needs of its residents, partnering with surrounding communities when beneficial.

Providing adequate community facilities and public services in a rural Town with a limited tax base is a continual challenge. From a practical and fiscal standpoint, many of the needs of the Town’s residents are more appropriately met by area or regional facilities in other communities with more population and resources. Nevertheless, there are still several steps the Town can take to further its goals.

- a) *Policy/program:* Continue to provide a “public comment” opportunity at Town board meetings and be attentive to comments regarding utilities and facilities in the Town.
- b) *Policy/program:* Periodically work with Sheboygan County UW-Extension and willing residents to monitor the quality of water in private residential wells.

- c) *Policy/program:* Work with the Sheboygan County Land & Water Conservation Department to make sure developers are aware of and following the *Sheboygan County Runoff/Erosion Control Ordinance*.
- d) *Policy/program:* Communicate with the Random Lake School District about significant new residential development in the Town in order to allow the District to plan for future needs.
- e) *Policy/program:* Consider opportunities to upgrade telecommunications service within the Town to increase cellular service reliability. Share facility upgrade information with neighboring communities and work cooperatively on siting alternatives.
- f) *Policy/program:* Consider opportunities to upgrade broadband (e.g., fiber optic) infrastructure within the Town. Contact local Internet provider to complete a needs assessment for the Town and neighboring communities and work cooperatively to consider potential cost-sharing opportunities.
- g) *Policy/program:* Continue to consider opportunities to share equipment and facilities between the Town and neighboring communities.

As an increasing number of residents find it necessary to travel to jobs outside of the Town of Sherman, they have less time and opportunity to serve as emergency and fire protection volunteers.

- h) *Policy/program:* Work with the Silver Creek Volunteer Fire Department and/or area businesses to continue offering a length of service award and other incentives.
- i) *Policy/program:* The Federal Emergency Management Administration (FEMA) offers over \$100 million in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants must come from communities that serve a population of less than 50,000 and must provide a 5% match. (Through this grant, the Silver Creek Fire Department has received over \$100,000.)
- j) *Policy/program:* The Silver Creek Fire Department will work with the WDNR to obtain grant funding for 2006.

Although public sewer and water service is not currently planned, there are potential funding sources available if the Town's needs change in the future.

- k) *Policy/program:* The USDA Rural Development's *Water and Wastewater Grant and Loan Program* is available to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities.
- l) *Policy/program:* The Wisconsin Department of Commerce administers the *Wisconsin Community Development Block Grant Program* to provide cities, villages, and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness.

2) The Town of Sherman values offering quality park lands for its residents.

The Town has several park properties that have few, if any, significant improvements. These properties should be maintained and improved over time.

- a) *Policy/program:* Continue to require a park land dedication from developers of new subdivisions.
- b) *Policy/program:* Provide an updated inventory of existing Town park lands and improvements to Sheboygan County when the County's *Comprehensive Outdoor Recreation and Open Space* is revised in 2006 or 2007.
- c) *Policy/program:* Consider applying for state and Sheboygan County Stewardship funds when needed. Make improving current underutilized park properties a priority.

3) The Town of Sherman will consider allowing elder care facilities that are appropriate to the Town's rural atmosphere.

Elder care facilities now include a broad range of options, from large institutions to small group homes, some of which might be suitably located in more rural areas. It is likely that based on the aging population new and/or expanded facilities will be needed in the future throughout Sheboygan and Ozaukee Counties. The Town should therefore consider adding an elder care facility use to appropriate districts in its zoning ordinance.

- a) *Policy/program:* Consider adding an elder care facility use to appropriate districts in the Town zoning ordinance.