

## **ELEMENT 8 - LAND USE**

### **8.1 INTRODUCTION**

*It is the Town of Sherman's overall goal to maintain the remote nature of the Town when making future land use decisions. Natural resources and recreational opportunities are vital to the Town's future.*

This element provides an examination of the existing land use pattern and development requirements in the Town of Sherman. As part of this examination, historical land use, property assessment, and ownership patterns will be analyzed. This background report also includes a synopsis of the existing development requirements.

### **8.2 EXISTING LAND USE INVENTORY**

The existing land use pattern in the Town of Sherman was defined through interpretation of digital aerial photography and through consultation with the Town Plan Commission. Map 8.1 identifies the Existing Land Use classifications within the Town of Sherman. Existing land uses were categorized based on a broad classification of use. Land uses were categorized to fit within the following categories.

- Agricultural - Agricultural areas include croplands, livestock grazing, and dairy farming.
- Commercial - Retail sales establishments, restaurants, hotels/motels, and service stations.
- Abandoned Commercial - Once commercial buildings/lands that are no longer in use.
- Communications/Utilities Facilities - Lands used for generating and/or processing electronic, communication, or water, electricity, petroleum, or other transmittable product and for the disposal, waste processing, and/or recycling of by-products.
- Government/Institutional - These lands include government-owned administration buildings and offices, fire stations, public hospitals and health care facilities, day care centers, public schools, colleges and educational research lands, and lands of fraternal organizations (BSA, VFW, etc.). Cemeteries, churches, and other religious facilities are included in this land use category.
- Industrial - Manufacturing and processing, wholesaling, warehousing and distribution, and similar activities.
- Open Space - Privately owned non-wooded undeveloped lands, fallow fields.
- Parks and Recreation - Recreation lands under public or private ownership. Publicly owned recreational lands may include town parks, nature preserves, athletic fields, boat landings, campgrounds, etc. Examples of privately owned lands may include golf courses, campgrounds, marinas, shooting range, etc.

- Residential - Lands with structures designed for human habitation including permanent, seasonal, and mobile housing units (not in a designated mobile home park) and recreational cabins and cottages.
- Woodlands/Other Natural Areas - Forested lands under public and private ownership, private forest woodlots.

Table 8.1: Existing Land Use and Land Management			
Existing Land Use	Land Use Classification	Acres	Percent
	Agriculture	104	0.1
	Commercial	190	0.3
	Residential (primary)	4,423	5.9
	Woodlands/Other Natural Areas	70,592	93.7
	<b>Total Acreage</b>	<b>75,309</b>	<b>100.0</b>
	Land Management Classification	Acres	Percent
Land Management	Privately Owned Lands, Non-Forest Tax Law	18,993	21.6
	Lakes and Rivers	11,904	13.6
	Managed Forest Law (MFL)	8,862	9.9
	State of Wisconsin	32,694	37.2
	Town of Sherman	381	0.4
	Lac du Flambeau Indian Reservation	15,191	17.3
	<b>Total Acreage</b>	<b>87,845</b>	<b>100.0</b>

Source: NWRPC, Local Government

### 8.3 LAND USE TRENDS

Changes in the community land use profile over time can reveal general development trends and highlight potential future concerns. In the absence of historic land use inventory information, Wisconsin Department of Revenue land assessment data can be used to conduct a simplified land use analysis and for examining trends. The land use classes used for assessment purposes are: Residential, Commercial, Manufacturing, Agricultural, Forest, and Undeveloped. Excluded from this inventory are lands categorized as "other" or tax-exempt lands.

Table 8.2: Statement of Assessment Acreage 2015-2020						
	2015	2016	2017	2018	2019	2020
Residential	2,248	2,199	2,258	2,338	2,395	2,430
Commercial	137	137	137	137	137	137
Manufacturing	0	0	0	0	0	0
Agricultural	59	59	59	59	59	59
Undeveloped	3,523	3,508	3,480	3,434	3,419	3,449
Forest	10,316	10,101	9,760	9,537	9,536	9,798

Source: Wisconsin Department of Revenue 2021

## 8.4 EXISTING LAND USE AND DEVELOPMENT REQUIREMENTS

### **Zoning Ordinance**

Zoning is a locally enacted law that regulates and controls the use of property. Zoning involves dividing the community into districts or zones for agricultural, residential, commercial, industrial, and public purposes. The zoning text, which accompanies the maps, states which specific uses are permitted in each district and defines the requirements and/or conditions for those uses. This tool provides for orderly growth by protecting homes and property from harmful uses on neighboring properties.

The Iron County Board of Supervisors enacted the Iron County Zoning Ordinance on January 21, 1971. This ordinance regulates and restricts the location, construction, and use of buildings and structures and the use of land in the unincorporated portions of Iron County, including the Town of Sherman. Map 8.2 identifies the Iron County zoning districts, within the Town of Sherman.

The Town of Sherman does have the authority to veto county zoning changes as outlined in Wis. Stat. § 59.69(5)(e)3. Referred to as the “ten-day rule,” this authority allows the town to disapprove and reject proposed amendments to county zoning ordinances under certain circumstances. These rights must be exercised according to statutory procedures and do not apply to shoreland zoning or zoning of county-owned lands. Other zoning permit activities, standards, and requirements including building and sanitary permits are administered at the discretion of the County.

Issuance of conditional use permits (CUP) are also under the authority of the County. Current procedure for CUPs in the Town is as follows:

1. The County notifies the Town of a CUP.
2. The Plan Commission holds a public hearing and makes recommendations to the Town Board including any conditions placed on the request.
3. The Town Board makes its recommendations to the County Zoning Committee for final action.
4. Iron County has the final authority on approvals or conditions placed on a CUP. Iron County may, but is not required to, follow recommendations or conditions forwarded by the Town.

Table 8.3 details permits issued over the two-year period from 2019-2020. The Town of Mercer is shown as a comparison.

Table 8.3: Permits Issued 2019-2020					
	New Residence	Sanitary	Soil Test Review	Conditional Use	Addition To Residence
2019					
<b>Sherman</b>	1	7	6	6	2
Mercer	14	38	41	14	15
Iron Co.	27	85	72	36	25
2020					
<b>Sherman</b>	5	19	22	8	6
Mercer	16	46	51	17	16
Iron Co.	38	111	108	38	33

Source: Iron County Zoning Department

In addition to building permits required by the County, the Town of Sherman also requires building permits and can be obtained from the Town Clerk.

### **Iron County Zoning Districts**

Iron County recognizes ten (10) zoning districts as part of the Iron County Zoning Ordinance as defined below. For those categories allowing development, basic dimensional requirements are detailed in Table 8.4.

#### **Residential (R-1)**

This District provides for one family and two family year-round residential development protected from traffic hazards and the intrusion of incompatible land uses. It is intended to encourage such development around existing residential areas where soil conditions are suitable for such development and in those areas which can be economically and readily served by utilities and municipal facilities.

#### **Residential-Recreation (RR-1)**

This District is intended to provide for seasonal residential development and essential recreation-oriented service in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources.

#### **Single Family Residential (R-2)**

This District is intended to provide for large lot, residential development in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources.

#### **Rural Residential District (R-3)**

The Rural Residential district is established in conformance with the Iron County Comprehensive Plan to provide for low density, large lot rural residential development consistent with the predominant rural character of the area and the physical capability of the land. These areas are not likely to be served by public sewers or water facilities soon;



therefore, larger lot sizes are indicated.

**Agricultural (A-1)**

This district is to provide for large tracts that may remain in general agricultural use and related activities in those areas best suited for such development; and to prevent the untimely and uneconomical scattering of residential, commercial, or industrial development into such areas.

**Agricultural (A-2)**

This district is to provide for large tracts that may remain in general agricultural use.

**Commercial (C-1)**

This District is intended to provide orderly and attractive groupings at appropriate locations of retail stores, shops, offices, and similar commercial establishments.

**Industrial (I-1)**

This District is intended to provide for manufacturing and industrial operations which, based on actual physical and operational characteristics, would not be detrimental to surrounding areas by reason of smoke, noise, dust, odor, traffic, physical appearance, or similar factors relating to public health, welfare, and safety. Those industries requiring outdoor storage for raw materials and/or finished products may be required to provide a fence or screen.

**Industrial (I-2)**

This District is established for the principal purpose of providing long-term sites for heavy industrial uses in conjunction with a mining site/operation. Uses within this zoning district are likely to cause smoke, noise, odors, dust, fumes, visual impacts, and heavy equipment traffic; thus, require separation from residential or other more sensitive uses. This district shall apply to lands in the Town of Knight and the Town of Anderson only along the State Highway 77 corridor.

**Forestry (F-1)**

This District provides for the continuation of forest programs and related uses in those areas best suited for such activities. It is intended to encourage forest management programs and to recognize the value of the forest as a recreational resource by permitting as a conditional use certain recreational activities which, when developed, are compatible to the forest.

**Non-Shoreland Resource Conservation (W-1)**

This District is intended to be used to prevent destruction of natural or manmade resources and to protect water sources including the shorelands of navigable waters, and areas which are not adequately drained, or which are subject to periodic flooding, where developments would result in hazards to health or safety; would deplete or destroy resources; or be otherwise incompatible with the public welfare, and may not include shoreland wetland as identified on wetland maps of Iron County stamped final on October 16, 1984.

### Planned Unit Development (PUD)

This District is intended to provide for large-scale residential or residential/recreational development. This District shall have no definite boundaries until such are approved by the County Board on the recommendation of the Land and Zoning Committee in accordance with procedures prescribed for zoning amendments by Sec. 59.69, Wis. Stats. Plans for the proposed development shall be submitted in duplicate, and shall show the location, size and proposed use of all structures and land included in the areas involved.

### Shoreland-Wetland District (W-2)

This District is intended to maintain safe and healthful conditions, to prevent water pollution, to protect fish spawning grounds and wildlife habitat, to preserve shore cover and natural beauty and to control building and development in wetlands whenever possible. When development is permitted in a wetland, the development should occur in a manner that minimizes adverse impacts upon the wetland.

**Table 8.4: Iron County Zoning Dimensional Requirements**

	R-1	RR-1	R-2	R-3	A-1	A-2	C-1	I-1	I-2	F-1
Lot Area w/ Public Sewer (sq. ft)	15,000	15,000	40,000	5 ac	20 ac	35 ac	10,000	1 ac	10 ac	10,000
Lot Area w/o Public Sewer (sq. ft)	60,000	60,000	80,000	5 ac	20 ac	35 ac	20,000*	1 ac	10 ac	60,000**
Min. Lot Width w/ Public Sewer (ft)	125	125	200	200	200	200	75	200	200	100
Min. Lot Width w/o Public Sewer (ft)	200	200	200	-	-	-	100	-	-	*
Building Height Limit (ft)	35	35	35	35	35	35	35	60	60	35

Source: Iron County Zoning Ordinance

\*Plus, any additional area required by Sec. 85.093, Wis. Adm. Code

\*\* Plus 20,000 square feet for each additional habitable unit.

## IRON COUNTY ZONING CODE – CONDOMINIUMS (SECTION 8.1.8)

### New Construction Condominiums

Section 8.1.8 of the Iron County Zoning Code was created to clarify density requirements for parcels of land covered by condominium declarations. In this section, density requirements are established for both New Construction and Conversion Condominiums. Density requirements for new condominium construction, especially new condominiums in the shoreland area, are significantly different than requirements for other types of ownership. See Table 8.5 for more details.

<b>Table 8.5: Dimensional Requirements for New Condominium Development</b>				
<b>Distance to Water</b>	<b>Units Per Structure</b>	<b>Lot Width</b>	<b>Lot Size (Square Ft)</b>	<b>Maximum Height</b>
200' or less	1	100' per unit	20,000	35'
200' or less	More than 1	100' for 1 <sup>st</sup> unit plus 30' per additional contiguous unit	20,000 for 1 <sup>st</sup> unit plus 10,000 per additional contiguous unit	35'
More than 200'	1	200'	60,000	35'
More than 200'	More than 1	200'	60,000 for 1 <sup>st</sup> unit plus 20,000 per additional contiguous unit	35'

Source: Iron County Zoning Department

## 8.5 IRON COUNTY SHORELAND-WETLAND ZONING

Section 13.07 of the Iron County Zoning Ordinance establishes development standards for lands within the shoreland areas of the county. These areas are defined as lands which lie within 1,000 feet of the ordinary high-water mark (OHM) of navigable lakes, ponds, or flowages and lands within 300 feet of the OHM of navigable rivers and streams or to the landward side of the floodplain, whichever distance is greater. The requirements for shoreland zoning development, from the Iron County Zoning Ordinance, can be found below.

### **REQUIREMENTS FOR SHORELAND DEVELOPMENT**

#### **MINIMUM LOT SIZE.**

Minimum lot sizes in the shoreland area shall be established to afford protection against danger to health, safety, and welfare, and protection against pollution of the adjacent body of water. In calculating the minimum area or width of a lot, the beds of navigable waters shall not be included.

SEWERED LOTS. For each Lot, the minimum lot area shall be 10,000 sq. ft. and the minimum average lot width shall be 65 feet.

UNSEWERED LOTS. For each Lot, the minimum lot area shall be 20,000 sq. ft. and the minimum average lot width shall be 100 feet.

#### **SUBSTANDARD LOTS.**

A legally created lot or parcel that met minimum area and minimum average width requirements when created, but does not meet current lot size requirements, may be used as a building site if all the following apply:

The substandard lot or parcel was never reconfigured or combined with another lot or parcel by plat, survey, or consolidation by the owner into one property tax parcel.

The substandard lot or parcel has never been developed with one or more of its structures placed partly upon an adjacent lot or parcel.

The substandard lot or parcel is developed to comply with all other ordinance requirements.

#### **OTHER SUBSTANDARD LOTS**

Except for lots which meet the requirements of section 13.07(2) a permit for the improvement of a lot having lesser dimensions than those stated in sections 13.07(1)(a) and (b) shall be issued only if a variance is granted by the board of adjustment.

## **BUILDING SETBACKS**

Permitted building setbacks shall be established to conform to health, safety, and welfare requirements, preserve natural beauty, reduce flood hazards, and avoid water pollution.

### **Shoreland Setback**

Unless exempt under 13.07(6) or reduced under 13.07(5), a horizontal setback of 75 feet from the ordinary high-water mark of any navigable waters to the nearest part of a building or structure shall be required for all structures.

### **Side Yard Setback**

A minimum of 10 feet to the nearest part of a structure/building foundation with a minimum of 40 feet of total side yard.

Road Setback. Refer to Sec. 9.5.2 of the Iron County Land Use Ordinances.

Rear Yard Setback for Non-Riparian Lots.

### **Accessory structures**

A minimum of 10 feet to the nearest part of a structure/building foundation.

### **Principal structures**

A minimum of 25 feet to the nearest part of a structure/ building foundation.

REDUCED PRINCIPAL STRUCTURE SETBACK. (s.59.692(1n)) A setback less than the 75' required setback from the ordinary high-water mark shall be permitted for a proposed principal structure and shall be determined as follows:

Where there are existing principal structures in both directions, the setback shall equal the average of the distances the two existing principal structures are set back from the ordinary high-water mark provided all the following are met:

- Both of the existing principal structures are located on adjacent lot to the proposed principal structure.
- Both of the existing principal structures are located within 250' of the proposed principal structure and are the closest structure.
- Both of the existing principal structures are located less than 75' from the ordinary high-water mark.
- The average setback shall not be reduced to less than 35' from the ordinary high-water mark of any navigable water.
- Where this is an existing principal structure in only one direction, the setback shall equal the distance the existing principal structure is set back from the ordinary high-water mark and the required setback of 75' from the ordinary high-water mark provided all of the following are met:
  - The existing principal structure is located on an adjacent lot to the proposed principal structure and is the closest structure.
  - The existing principal structure is located within 250' of the proposed principal structure.
  - The existing principal structure is located less than 75' from the ordinary high-water mark.
  - The average setback shall not be reduced to less than 35' from the ordinary high-water mark of any navigable water.
- Functional appurtenances such as decks or porches that are attached to the proposed principal structure must comply with the reduced principal structure setback but shall not be used in the

calculation of the reduced principal structure setback. (A. 6/20/2017)

### **Iron County Floodplain Ordinances**

The Iron County Board of Supervisors enacted the Iron County Floodplain Zoning Ordinance on April 21, 1987 (amended 1988). The official floodplain maps for Iron County are the Federal Emergency Management Agency (FEMA) Flood Hazard Boundary Maps (FHBM) dated September 8, 1978.

The Wisconsin Department of Natural Resources revised its model floodplain zoning ordinance in April 2021. Iron County will amend its floodplain ordinances to be consistent with the provisions of the new model ordinance.

### **Private Sewage System Regulations**

The Wisconsin Department of Commerce and Iron County are jointly responsible for the regulation and monitoring of private on-site wastewater systems (POWTS). The state code outlining POWTS requirements in Wisconsin is Administrative Code Chapter "Comm 83".

Section 9.5.8 of the Iron County Zoning Ordinance regulates the location, construction, installation, alteration, design, and use of all private sewage systems in the county. This section of the ordinance incorporates, by reference, the provisions of Chapter 145, Wisconsin Statutes.

### **Nonmetallic Mining**

Chapter NR 135, Wis. Adm. Code, defines the standards for reclamation and restoration of state nonmetallic mining operations. By law, each Wisconsin county (except Milwaukee County) is required to enact an ordinance and administer a program that regulates the reclamation of nonmetallic mining sites.

## **8.6 LAND PRICES & VALUATION**

The price of land depends upon many factors, which can vary significantly by location. It is difficult to generalize the market price of property within a given municipality due to location specific factors that dictate the price and the fact that a limited number of properties are on the market at any given time. By examining the entire local market over a period, we can draw some conclusions about the general land prices within the local area.

The following analysis represents a generalized view of real estate prices in Iron County based on real estate listings and consultation with local real estate professionals. *This information is meant to provide a general "snapshot in time" of the Iron County land market and should not be considered comprehensive.*

### **Rural Vacant Land**

- ❖ Listings range from about \$1,000 to \$11,000 per acre
- ❖ Tracts with available waterfront sold for higher prices
- ❖ Wooded lots were more expensive than open lands

### Platted Rural Subdivisions

- ❖ Lots average about 2.2 acres in size
- ❖ Average listing price was about \$50,000
- ❖ Waterfront lots were significantly more expensive
- ❖

### Land Values

Like most of the "Northwoods", overall land values in the Town of Sherman have increased significantly over the past few years. When buying or selling property, the value of the transaction is negotiated between a willing buyer and seller. However, the process used to establish the land value for property tax purposes is much different.

### Equalized Value

The Wisconsin Department of Revenue (WI-DOR) sets a total amount of "equalized value" for different classes of property (residential, commercial, forest, etc.) in each municipality. The equalized value for each land class is adjusted yearly, primarily based on real estate transactions that have occurred during the year in that municipality. The equalized value amount represents full market value (selling price) for all parcels in a class of property.

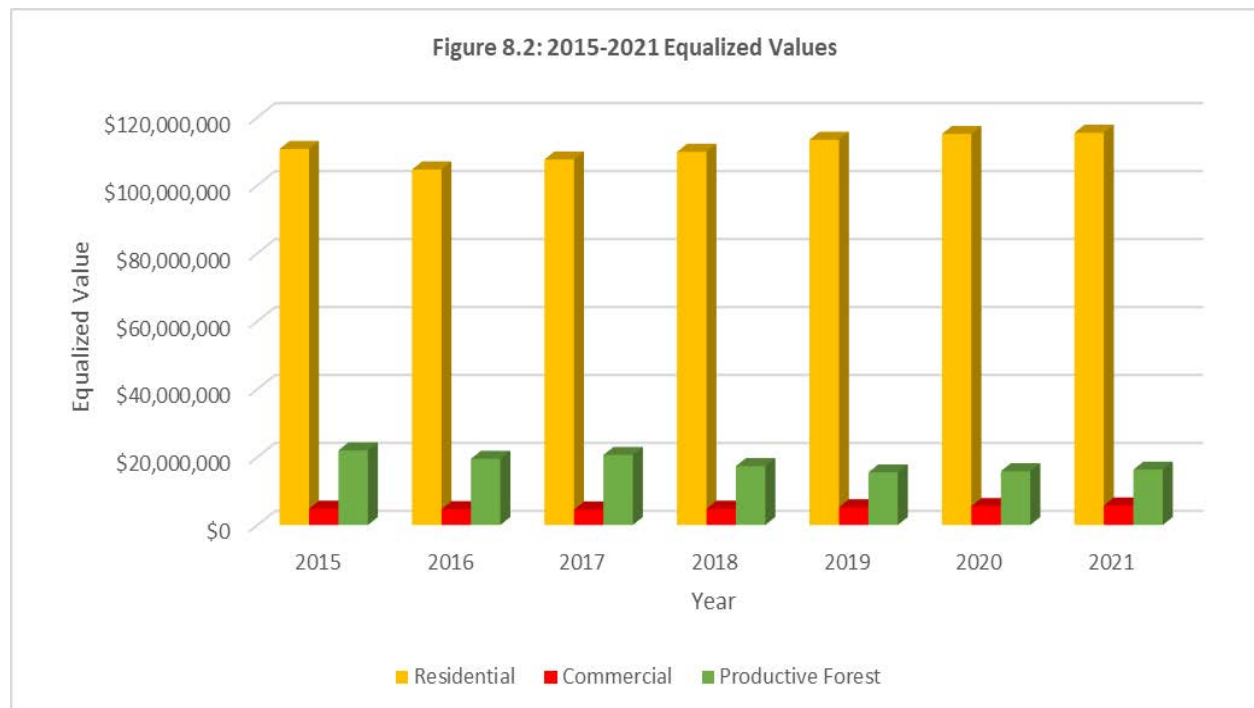
### Assessed Value

It is the responsibility of the local assessor to review properties and establish an "assessed value" for each individual parcel. Assessed values are used to apportion the local tax levy among various property owners in the Town and represent an *estimate* of the value of individual properties including land, buildings, and improvements.

Because equalized values change yearly and assessed values do not, the assessed values are oftentimes less than equalized value. At a minimum, once every 5 years, the total assessed value must equal at least 90% of the equalized value for each property class, hence the need for a periodic reassessment. Table 8.6 and Figure 8.2 depict the 2015-2021 Equalized Values for the Town of Sherman.

<b>Table 8.6: Equalized Values 2015-2021</b>			
Year	Residential	Commercial	Productive Forest
2015	\$110,689,400	\$4,787,400	\$21,961,700
2016	\$104,654,900	\$4,654,900	\$19,494,400
2017	\$107,601,800	\$4,557,600	\$20,624,200
2018	\$109,858,000	\$4,790,200	\$17,349,200
2019	\$113,418,700	\$5,221,300	\$15,477,300
2020	\$115,108,500	\$5,574,400	\$15,830,900
2021	\$115,458,900	\$5,769,200	\$16,281,500

Source Wisconsin Department of Revenue Equalized Value Visualization Tool



## 8.7 FUTURE LAND USE

Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character.

The future land use component is the focal point of the Town of Sherman Comprehensive Plan. This element is built upon the community's vision for the future and is intended to provide guidance for community growth and development. Additionally, the element seeks to guide future growth away from areas of the community where natural constraints such as wetlands, steep slopes, and floodplains exist. It is also a function of this element and the plan to preserve the rustic remote rural nature of the Town, reduce potential conflict and maintain the quality of life for residents and visitors.

## 8.8 PROTECTING PRIVATE PROPERTY RIGHTS

The planning of future land use helps to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their own destiny. This plan was developed through an open, community-based, citizen participation process which focused upon balancing the needs of private landowners with the needs of the larger community

Wisconsin law holds private property ownership in extremely high regard. Although private landowners are free to do as they wish with their property, there are limits on unconditional ownership. Landowners are prohibited from using their property in a manner that jeopardizes public health and safety. Furthermore, the actions of a private

landowner cannot cause an “unreasonable” interference with another landowner’s use of their property.

The Town of Sherman has worked diligently to minimize future conflict potential and to protect the rights of individual landowners to continue to use their property. The Town will continue to collaborate with all private landowners to ensure the best potential future for the community.

## **8.9 LAND SUPPLY**

Providing an adequate supply of land suitable and available to meet long-term residential, commercial, industrial, agricultural, public/institutional, and open space needs of the community is a foundation of long-range planning. Not all vacant land is suitable and available for development due to the presence of development constraints such as steep slopes, wetlands, floodplains, and/or ownership limitations such as public lands. Development constraints are also discussed in the Natural, Agricultural, and Cultural Resources Element of the Town of Sherman Comprehensive Plan. Select environmental and land management constraints are portrayed collectively in Map 8.3, titled “Combined Constraints.” These constraints include the following:

- Lakes
- Rivers and Streams Wetlands
- Steep Slopes (20% and greater)
- Public Lands
- Lands Enrolled in Forest Tax Programs
- Existing Development, Existing Agricultural Lands, Parks, and Recreation Lands
- Lac du Flambeau Indian Reservation

The available land supply in the Town of Sherman was analyzed in Table 8.7. The purpose of this analysis is to determine the total acreage available for future growth and development. Table 8.7 is meant to provide general information of the “potentially” available acreage remaining in the Town of Sherman. Each of the “factors” (ownership, land use, and environmental) was deducted individually from the overall land base. In cases where factors were overlapping, only one was used so as not to duplicate acreage. For example, acreage of wetlands on county forests was not counted in the analysis, as this area was already deducted from the total area of public lands.



Table 8.7: Existing Land Use and Development Constraints		
Land Ownership Factors	Acres	Percentage of Land Base
State Lands	32,694	37.3%
Lac du Flambeau Indian Reservation	15,191	17.4%
Town of Sherman Lands	381	0.4%
<b>Total</b>	<b>48,266</b>	<b>55.1%</b>

Existing Land Use Factors		
Existing Development	4,717	5.4%
Existing Agricultural Areas	104	0.1%
Managed Forest Law (MFL)	8,862	10.0%
Forest Crop Law (FCL)	484	0.5%

Environmental Factors		
Surface Waters	11,904	13.6%
Wetlands Outside of development	8,709	9.9%
Steep Slopes (20% and greater) outside developed areas	422	0.5%

Constraints Analysis		
Public/Tribal Lands	<b>48,266</b>	<b>55.2%</b>
Existing Development	4,717	5.4%
Surface Waters	11,904	13.6%
Steep Slopes (20% and greater) outside developed areas	422	0.04%

<b>Total Constraints</b>	65,323	74.7%
<b>Total Land Area</b>	87,424	100.0%
<b>Remaining Land Area</b>	22,101	25.3%

Source: NWRPC GIS Analysis

## Tax Parcel Trends, 1977-2020

Following are trends of the tax parcel classification from the Wisconsin Department of Revenue. These are not by zoning districts. The way parcels are assessed does not necessarily reflect or represent the actual land use of that property. Examining past trends can serve as a good indication of future trends in the Town. The table demonstrates the number of parcels, acreage, and value characteristics of the Town's privately owned lands in the three dominant tax classification categories: residential, commercial, and forestry.

**Table 8.8: Assessment and Percent Change by Land Class 1977-2020**

<b>RESIDENTIAL</b>	<b>1977</b>	<b>1986</b>	<b>1997</b>	<b>2015</b>	<b>2020</b>	<b>Change 1977-2020</b>
Total Parcels	538	623	639	710	713	+33%
Improved Parcels	343	401	455	528	537	+57%
Land Value	\$2,193,660	\$2,851,370	\$11,873,400	\$54,032,400	\$52,832,500	+\$50,638,840
Improvements Value	\$2,661,860	\$4,138,960	\$13,447,700	\$58,049,100	\$61,679,800	+\$59,017,940
Total Value	\$4,855,520	\$6,990,330	\$25,321,100	\$112,081,500	\$114,512,300	+\$109,656,780
Total Acres	N/A	1,611	1,608	2,248	2,430	
Average Parcel Size	N/A	2.59	2.52	3.17	3.41	

<b>COMMERCIAL</b>	<b>1977</b>	<b>1986</b>	<b>1997</b>	<b>2015</b>	<b>2020</b>	<b>Change 1977-2020</b>
Total Parcels	18	20	18	22	22	+4
Improved Parcels	18	20	18	22	22	+4
Land Value	\$364,490	\$308,110	\$942,300	\$1,730,800	\$1,730,800	+\$1,366,310
Improvements Value	\$458,260	\$452,470	\$760,500	\$3,036,400	\$3,227,000	+\$2,768,740
Total Value	\$822,750	\$760,580	\$1,702,800	\$4,767,200	\$4,957,800	+\$4,135,050
Total Acres	N/A	126	140	137	137	

<b>FOREST</b>	<b>1977</b>	<b>1986</b>	<b>1997</b>	<b>2015</b>	<b>2020</b>	<b>Change 1977-2020</b>
Total Parcels	669	639	589	401	372	-297
Total Value	\$1,591,310	\$1,852,620	\$4,177,100	\$1,094,700	\$18,707,550	+\$17,116,240
Total Acres	23,866	21,854	19,829	10,316	9,798	-14,068

Source: Wisconsin DOA (1977, 1986, 1997, 2020 Statement of Assessments)

**Table 8.9 Town Assessment Totals  
(Residential, Commercial, Manufacturing, Agricultural, Undeveloped, Forest Lands)**

<b>TOTAL</b>	<b>1977</b>	<b>1986</b>	<b>1997</b>	<b>2015</b>	<b>2020</b>	<b>Change 1977-2020</b>
Total Parcels	1,228	1,286	1,247	1,307	1,272	+44
Improved Parcels	361	423	437	550	559	+198
Land Value	\$4,156,540	\$5,020,890	\$16,993,700	\$77,249,500	\$74,357,050	+\$70,200,510
Improvements Value	\$3,120,120	\$4,592,430	\$14,208,200	\$61,085,500	\$64,906,800	+\$61,786,680
Total Value	\$7,276,660	\$9,613,320	\$31,201,900	\$138,335,000	\$139,263,850	+\$131,987,190
Total Acres	23,984	23,744	21,612	16,283	15,873	-8,111

## 8.10 GROWTH COSTS

The community development pattern influences the costs of providing government and utility services to rural residents. Local units of government frequently have difficulty financing services and are continually searching for ways to generate revenue. Often, local government seeks to increase the community tax base as a means of generating revenue. The revenues generated by commercial and industrial development are oftentimes much more significant than that of residential development, and these forms of development generally “pay their way” with respect to government and utility services. Residential development, however, can place a higher demand for services that are not

fully offset by the tax revenue generated (American Farmland Trust 1992, 1993).

## **8.11 OPPORTUNITIES FOR REMEDIATION AND REDEVELOPMENT**

Sound planning seeks to identify community redevelopment options and potential “**smart growth areas**” or areas with existing infrastructure and services in place, where development and redevelopment can be directed. These areas may also be recently developing land contiguous to existing development that will be developed at densities that will have low public service costs. There are no known redevelopment opportunities in the Town of Sherman.

### **WDNR Bureau of Remediation and Redevelopment Information**

The Wisconsin Remediation and Redevelopment Database (WRRD) (formerly called the Contaminated Lands Environmental Action Network, or CLEAN) is an interlinked system providing information on different contaminated land activities in Wisconsin, to assist with the investigation, cleanup, and eventual reuse of those lands. For additional information, please refer to the on-line registry at <https://dnr.wisconsin.gov/topic/Brownfields/botw.html>.

Within the Town of Sherman, there are five sites listed in the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS) database. All five of these sites have a “Closed” status. Closed sites are those that have completed all cleanup requirements and have received a case closure letter from DNR or spills that require no further cleanup.

For additional information, including locations of these sites, please refer to the BRRTS web database on the Wisconsin Department of Natural Resources web page at <http://dnr.wi.gov/org/aw/rr/brrts/index.htm>.

### **Waste Disposal Sites**

The Wisconsin Department of Natural Resources publishes a registry of known waste disposal sites in Wisconsin. The registry was created by the WDNR to serve as a comprehensive listing of all sites where solid or hazardous wastes have been or may have been deposited. Inclusion of a site on the registry is not intended to suggest that environmental problems have occurred, are occurring, or will occur in the future. Three known former waste disposal sites exist within the Town of Sherman, including:

- Facility Name: The Birch’s Resort, Legal Desc: S16, T41N-R3E
- Facility Name: Town of Sherman, Legal Desc: NE-NE S23, T41-R3E
- Facility Name: Town of Sherman, Legal Desc: NW-NW S8, T41N-R4E

## **8.12 LAND USE CONFLICTS**

One of the primary goals of comprehensive planning is to reduce the potential for land use conflicts. In a rural setting, such as that found in the Town of Sherman, land use conflicts are generally either conflicts with the individual landowner or uses which are undesirable to the community.

Land use conflicts may arise through sights, sounds, smells, or other activities on the landscape. This type of conflict is common in cases where residential land use infringes

upon areas of agricultural use. Typically, conflicts are with individual landowners as both agricultural and residential uses are considered “desirable” land uses by the community.

The second type of land use conflict arises when a use conflicts with the wishes of the larger community. For example, a proposed electrical transmission line or large-scale landfill may be widely opposed by the community. These types of conflict can sometimes be difficult to avoid completely due to existing regulations and the fact that these conflicts may involve independent jurisdictions.

A primary tool for reducing the potential for conflict is by establishing clear growth and development policies and by providing for a thorough review of development proposals. Plan policies should establish the framework for evaluating future development proposals and establish the criteria or performance standards required.

To continue to reduce the potential for conflict, the Town should remain cognizant of changes in planning and development requirements of adjacent and overlapping jurisdictions. Furthermore, the Town should continue to communicate with neighbors and with the county on land use issues and policy.

### **Examples of Potential Land Use Conflicts**

- Wireless Communication Facilities
- Utility Lines
- Landfills
- Industrial Operations
- Jails, Prisons, Group Homes
- Mining Operations
- Transportation, and related facilities
- Large-Scale Animal Operations

## **8.13 FUTURE LAND USE MAP**

### **Background**

Map 8.4 - Future Land Use provides a visual depiction of the preferred development pattern for the Town of Sherman. This map is intended to serve as a development guide for landowners, the Town of Sherman, and Iron County. This map, land use category descriptions, and the development guidelines outlined in the Implementation Element will be used to evaluate future development proposals. The future land use map is not a zoning map and does not alter the existing zoning on each property. As such, landowners may continue to use their property in a legal manner, in accordance with the provisions of the Iron County Zoning Ordinance.

The Future Land Use Map and supporting narrative is to be used by the Town of Sherman Plan Commission to review and evaluate future land use proposals, rezoning requests, land divisions, and other types of development applications and to make recommendations to the Sherman Town Board. Iron County should consider this map and supporting narrative in its land use decision-making process and should base any future zoning amendments on the provisions of this document.

### **How the Map was Developed**

Early in the planning process, surveys were distributed to all landowners in the Town; the results of these surveys assisted the Town Plan Commission in defining community issues and opportunities. A series of goals and objectives were developed which embraced the community vision as expressed by the citizens in their responses to the survey. These tools were utilized in conjunction with an analysis of existing environmental, infrastructure, and transportation conditions to determine the most appropriate locations for future growth and development.

Finally, growth forecasts based on the projections found in the Issues and Opportunities and Housing Elements provided the means to assess future needs related to land use. The combination of public involvement, assessment of conditions, and expected future needs led to the development of a future land use map and supporting narrative.

The overall goal of the public input and survey is to “keep things as they are” by protecting the natural resources, maintaining the remote nature of the Town, and enhancing recreational opportunities. The population increase projected in Element 1 for full time residents is flat. The housing increases in Element 2 project an increase of ninety-four housing units over the next 20 years. This suggests Sherman will grow by another two hundred seasonal residents over the projection period.

The Town of Sherman does not own meaningful amounts of excess vacant land that can be used to promote future development. In addition, the Town lacks the financial resources to significantly influence or participate in a meaningful way regarding new housing development. If the projections are correct, the 94 new housing units will be directed toward the few remaining open lake lots or existing forest land that is sold or parceled off and developed into housing. As an unincorporated area, the Town will continue to follow Iron County’s Comprehensive Zoning Ordinance. The Existing Land Use Map and Future Land Use Map are similar because the future housing development will likely happen in areas where current landowners sell or partition off their land and any new commercial development is encouraged to locate near existing commercial sites.

### **Future Land Use Categories**

The Town of Sherman Future Land Use Plan delineates broad categories of future land use. These categories are, in some cases, consistent with the existing land use classification and simply represent a continuation of the existing situation. In other cases, the future category differs from existing use/zoning classification, representing a recommended shift in use. When and whether these areas should be rezoned to be consistent with the provisions of the Town of Sherman Comprehensive Plan is at the

discretion of the Iron County Zoning Department.

### **Category Descriptions**

The following land use categories are used on the Future Land Use Map for the Town of Sherman. These categories are not zoning districts and do not have the authority of zoning. Although advisory, the Future Land Use Map and these categories are intended to be used by Town of Sherman officials as a guide when reviewing lot splits/subdivisions, rezoning/conditional use permit requests, and revisions to the Iron County Zoning Map that impact the Town of Sherman.

#### **1. Government/Public Lands**

- Land owned by any unit of government
- Primarily forest or wetland uses
- Very unlikely to be developed

#### **2. Lac Du Flambeau Indian Reservation Lands**

- Land that is inside the LDF reservation boundary
- The Town has little or no authority over Indian Reservation land
- Inside the overall tribal boundary, there are lesser amounts of privately owned land. Town/County rules and regulations do apply to these properties.

#### **3. Shoreland Areas**

- Land inside the State defined "Shorelands" area (1000' from Lakes and 300' from Rivers/Streams)
- Development is likely, primarily single family residential in nature
- Minimum lot sizes and density issues governed by Iron County Zoning and DNR 115
- Per Iron County Zoning Code, "keyhole" type development in shoreland areas require a Conditional Use Permit. Sherman has a 'No Keyhole' ordinance and should work to strictly enforce this ordinance

#### **4. Highway Commercial**

- Located near or adjacent to existing commercial businesses
- Expect most new commercial development to be along Hwy 182
- May look at design standards for future commercial developments

#### **5. Resort/Recreational**

- Limited to existing resort/recreation businesses that are not in Highway Commercial area
- Do not expect much new development or growth in this type of use

#### **6. Forestry**

- Remaining lands (not otherwise listed above) fall into this category
- Private ownership in nature

- Allow Single Family Residential, Forestry and Recreational uses
- Maximum of 1 dwelling per parcel
- Low density and impact, large lot

## 8.14 LAND USE GOALS, OBJECTIVES, AND ACTIONS

A set of goals, objectives and actions steps have been developed to assist the Town of Sherman in land use. The following action items are in response to feedback received from the survey questions and feedback received from the public participation opportunities. Many of the action items included in this Element will require Town ordinances and/or changes to Iron County zoning regulations.

### **GOAL: TO HAVE FUTURE LAND DECISIONS THAT PRESERVE THE REMOTE NATURE OF THE TOWN, PROTECT NATURAL RESOURCES AND PROVIDE A VARIETY OF RECREATIONAL OPPORTUNITIES.**

Objective 1: Guide future development into appropriate areas of the Town.

*Action 1: Explore methods to limit future shoreland development to single family housing.*

*Action 2: Explore methods to ensure off-water development is low density and large lots.*

*Action 3: Review the current commercial overlay district along Hwy 182 and determine whether the overlay district still reflects the Town's vision.*

*Action 4: Review Tourist Rooming House compliance concerns with Iron County to determine if changes in regulation are necessary.*

*Action 5: Direct new short term small scale non-metallic mining or asphalt plant operation (those smaller than ten acres and operational for less than sixty days annually) away from sensitive natural resources while maintaining a respectable distance from adjacent property owners.*

*Action 6. Any metallic mining or long term, large scale non-metallic mining or asphalt plant operations (those greater than ten acres or operational for more than sixty days annually) are not compatible with the Town's updated comprehensive plan.*

*Action 7. Determine whether the current Town ordinance preventing keyholing is sufficient to prohibit water access from off water parcels or individuals.*

*Action 8: Encourage the use of landscaping and screening to reduce visual impacts of conflicting land uses near one another.*

*Action 9: Provide public forums, input sessions and information sessions*

*on land use planning and land use decisions.*

Objective 2: Consider the development of a blight ordinance to ensure properties are maintained and valued throughout the community.



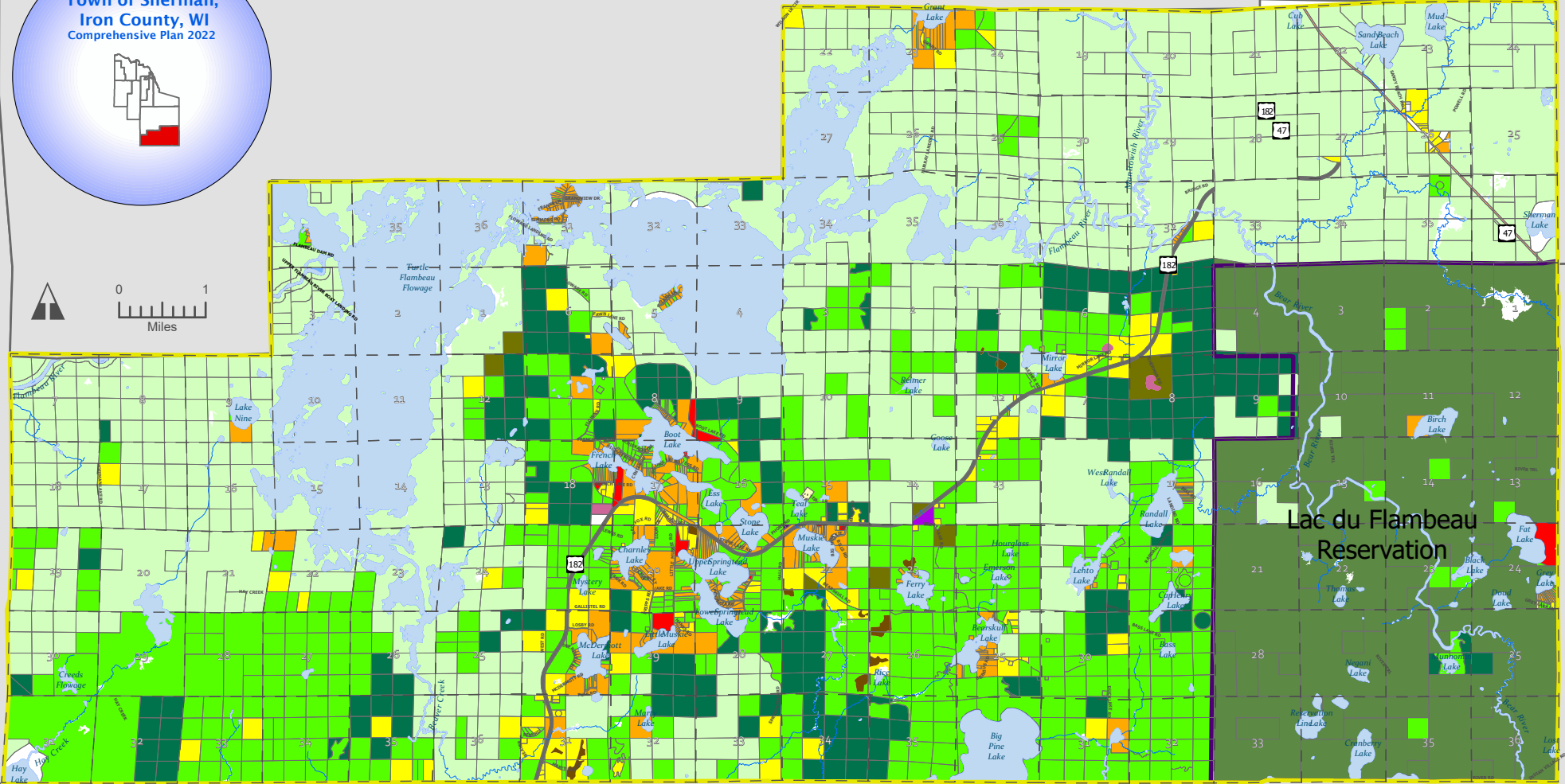
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Comprehensive Plan 2022



Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County

Town of Agenda, Ashland County



Town of Eisenstein, Price County

Town of Fifeild, Price County

Town of Lac du Flambeau, Vilas County

**Map 8.1-Existing Land Use**

- |                            |                             |                          |
|----------------------------|-----------------------------|--------------------------|
| Agriculture                | Government                  | River/Stream/Creek       |
| Commercial                 | Highway Corridor            | Lake/Large River/Flowage |
| Forest, Tax Law Enrolled   | Non-Metallic Mining         | Town Boundary            |
| Forest, LDF Reservation    | Recreational Trail Corridor |                          |
| Forest, Private            | Utilities                   |                          |
| Forest, State of Wisconsin | Residential, Condo          |                          |
| Forest, Town               | Residential, Non-Shoreland  |                          |
|                            | Residential, Shoreland      |                          |



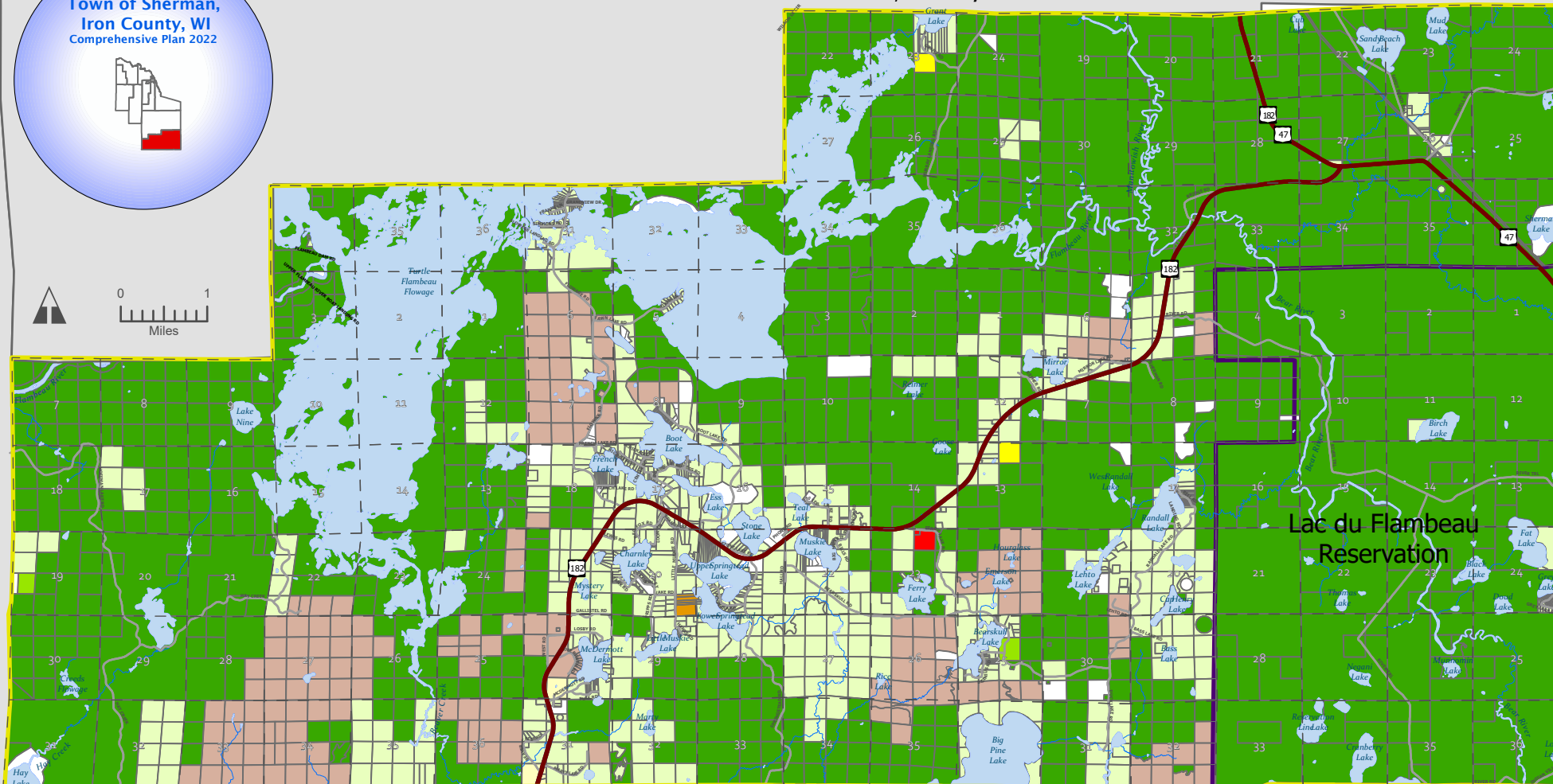
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Town of Agenda, Ashland County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

**Map 8.2-Zoning**

- R-1 Residential District
- RR-1 Residential-Recreation District
- R-3 Rural Residential District
- A-1 Primary Agricultural District
- C-1 Commercial District
- F-1 Forestry District
- A-1 Primary Agricultural District/RR-1 Residential-Recreation District
- F-1 Forestry District/RR-1 Residential-Recreation District

- State Highway
- Local Road
- River/Stream/Creek
- Lake/Large River/Flowage
- Tax Parcels
- Town Boundary



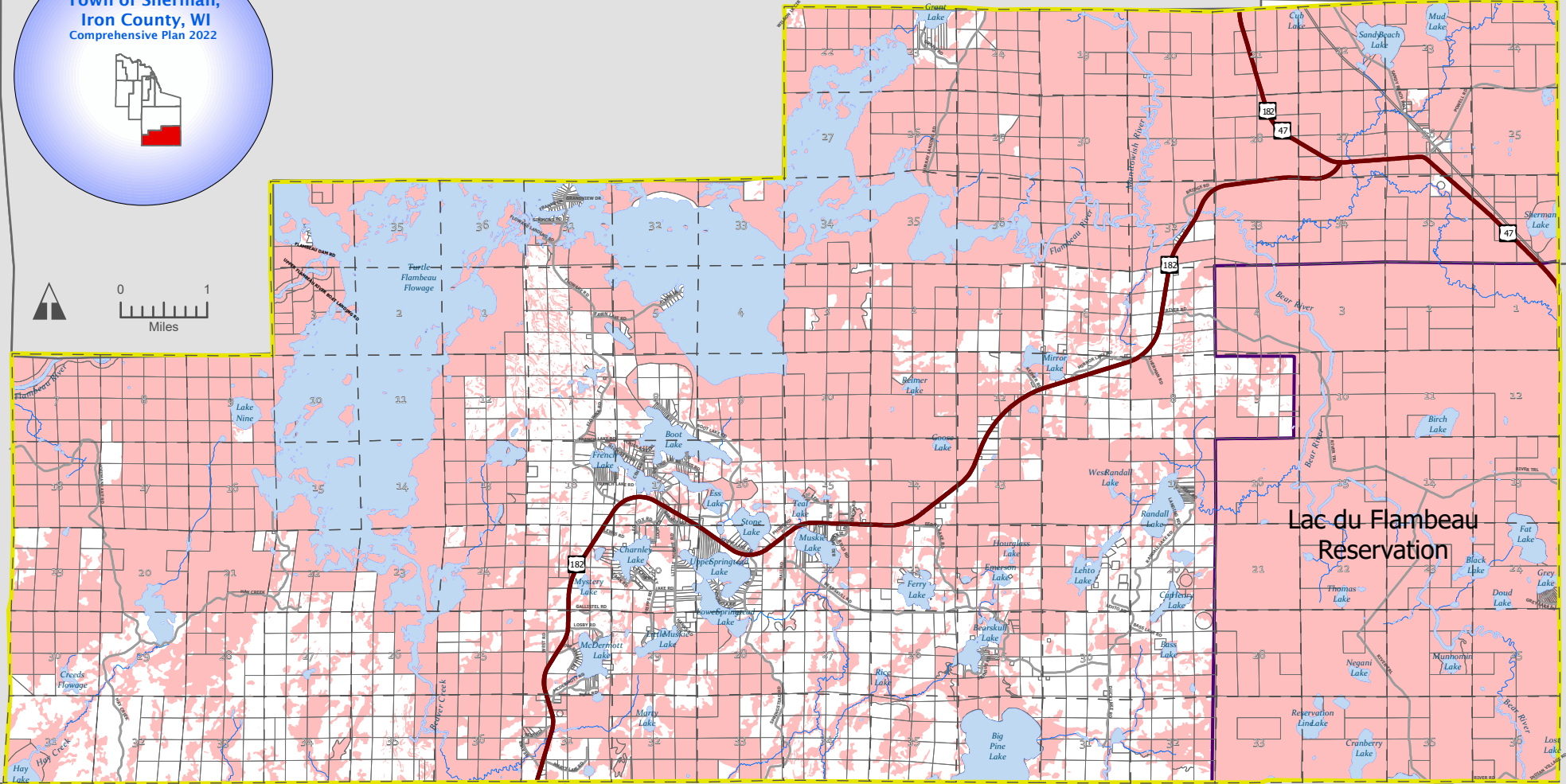
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**Town of Agenda, Ashland County**



**Town of Eisenstein, Price County**

**Town of Fifield, Price County**

**Town of Lac du Flambeau, Vilas County**

**Map 8.3-Combined Constraints**

- Land with Development Constraints
- State Highway
- Local Road
- River/Stream/Creek
- Lake/Large River/Flowage
- Tax Parcels
- Town Boundary



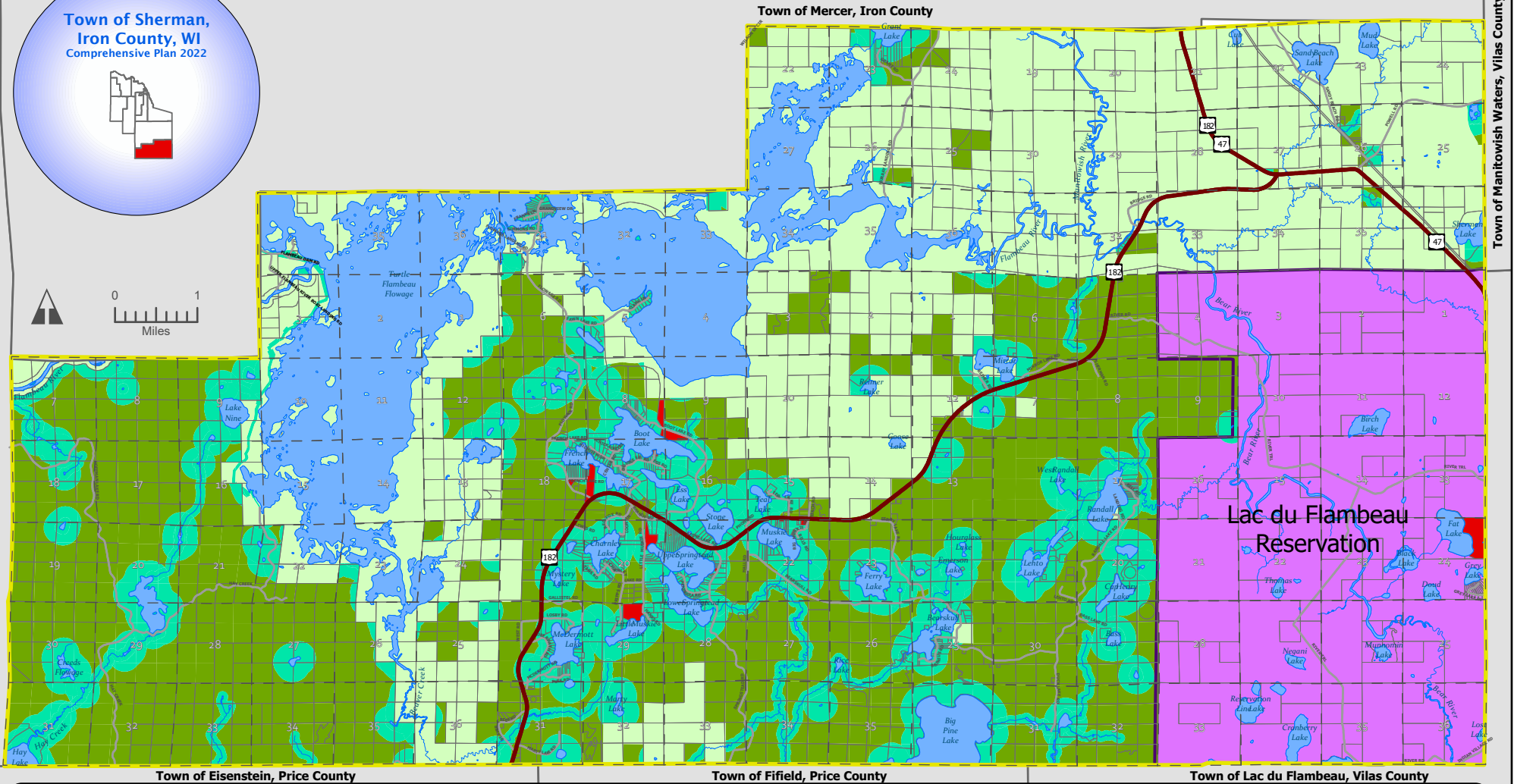


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Town of Agenda, Ashland County



Town of Manitowish Waters, Vilas County

**Map 8.4-Future Land Use**

- Forestry
- Commercial
- Shoreland Area
- Government/Public Lands
- Lac du Flambeau Indian Reservation Lands
- State Highway
- Local Road
- River/Stream/Creek
- Lake/Large River/Flowage
- Tax Parcels
- Town Boundary

