

AN ORDINANCE TO AMEND (10-YEAR UPDATE) THE COMPREHENSIVE PLAN OF THE TOWN OF SHERMAN, SHEBOYGAN COUNTY, WISCONSIN

The town board of the Town of Sherman, Sheboygan County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the Town of Sherman is authorized to prepare, adopt, and amend a comprehensive plan as defined in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4) of the Wisconsin Statutes.

SECTION 2. The town board of the Town of Sherman, 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 Sherman by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the town board an amendment to the Town of Sherman Comprehensive Plan said amendment being consistent with all of the elements of the aforementioned plan, as specified in section 66.1001(2) of the Wisconsin Statutes, and with the actions and procedures specified in section 66.1001(3) 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 Sherman, Sheboygan County, Wisconsin, does, by the enactment of this ordinance, formally amend the Town of Sherman Comprehensive Plan pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the town board and publication/posting as required by law.

ADOPTED this 3rd day of February, 2026.

William C. Goehring
William C. Goehring, Chairperson

Patricia Horne
Patricia Horne, Supervisor

Shawn Kultgen
Shawn Kultgen, Supervisor

Kris Klein
Kris Klein, Supervisor

Howard C. Mitchell
Howard C. Mitchell, Supervisor

(Published/Posted): 2/4/2026

(Approved, Vetoed): Approved (5-0)

Attest: Janelle Kaiser
Janelle Kaiser, Town Clerk/Treasurer

Resolution # 2026-01
Town of Sherman, Sheboygan County
State of Wisconsin

RESOLUTION RECOMMENDING APPROVAL OF AN AMENDMENT (10-YEAR UPDATE) TO THE TOWN OF SHERMAN COMPREHENSIVE PLAN

The Plan Commission of the Town of Sherman, Sheboygan County, Wisconsin, by this resolution, adopted by a majority of the town plan commission on a roll call vote with a quorum present and voting and proper notice having been given, resolves and recommends to the Town Board of the Town of Sherman as follows:

Amendment (10-year update) of the Town of Sherman Comprehensive Plan.

The Plan Commission of the Town of Sherman, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of Sherman Comprehensive Plan are incorporated into and made a part of the Town of Sherman Comprehensive Plan.

The vote of the town plan commission in regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Plan Commission of the Town of Sherman.

The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

Adopted this 3rd day of February, 2026.

Ayes 5 Noes 0 Absent 0



Douglas Miller
Chair, Town Plan Commission

ATTEST:



Janelle Kaiser
Plan Commission Clerk, Town of Sherman

TOWN OF SHERMAN
SHEBOYGAN COUNTY, WISCONSIN
**COMPREHENSIVE PLAN AMENDMENT (10-YEAR UPDATE) TO “TOWN OF SHERMAN 20-YEAR
COMPREHENSIVE PLAN (MARCH 2007)”**

CHAIRMAN: William Goehring

CLERK/TREASURER: Janelle Kaiser

SUPERVISORS: Pat Horne
Shawn Kultgen
Kris Klein
Howie Mitchell

TOWN PLAN COMMISSION: Doug Miller
Brett Schulz
Steve Wilkens
Jim Steffen
Pat Horne
Alternate Jim Schulz

ADOPTED: February 3, 2026

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CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES

STATE PLANNING ENABLING LEGISLATION

This Comprehensive Plan is the initial plan for the Town of Sherman, Sheboygan County, Wisconsin. This Plan meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9) and was adopted on March 6, 2007 under the authority granted by Section 66.1001 of the Wisconsin Statutes.

This Comprehensive Plan is a policy document containing guidance and specific recommendations as to how and where future conservation, growth, and development should occur within the Town, and what level of services should be provided. This Plan should be consulted when the Town makes decisions regarding land use and other issues impacting the development and quality of life in the Town. Specifically, beginning on January 1, 2010, decisions regarding the following must be consistent with the principles and guidelines established in this Comprehensive Plan:

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

HISTORY AND DESCRIPTION OF PLANNING AREA

Settlement in the Town of Sherman began after the government land survey was completed in 1835. The Town was named in 1864 after William T. Sherman, a General of the Union Army during the Civil War. A railroad line was constructed in 1873 between Random Lake and Adell at the location of the present railroad.

The first two roads in the town were constructed in 1850, County Trunk Highway (CTH) W was constructed from State Trunk Highway (STH) 57, west three miles. CTH D was constructed from STH 57, west two miles to CTH I. Other historic roads in the town include CTH A, which orients east-west, connecting Batavia to Adell and CTH I, which orients north-south, connecting Random Lake to Adell. STH 57 was constructed and served as a major north-south route between Milwaukee and Green Bay until construction of I-43 in 1975, which diverted traffic from STH 57. STH 57 was upgraded in 2000 to a four-lane highway between Saukville and Random Lake.

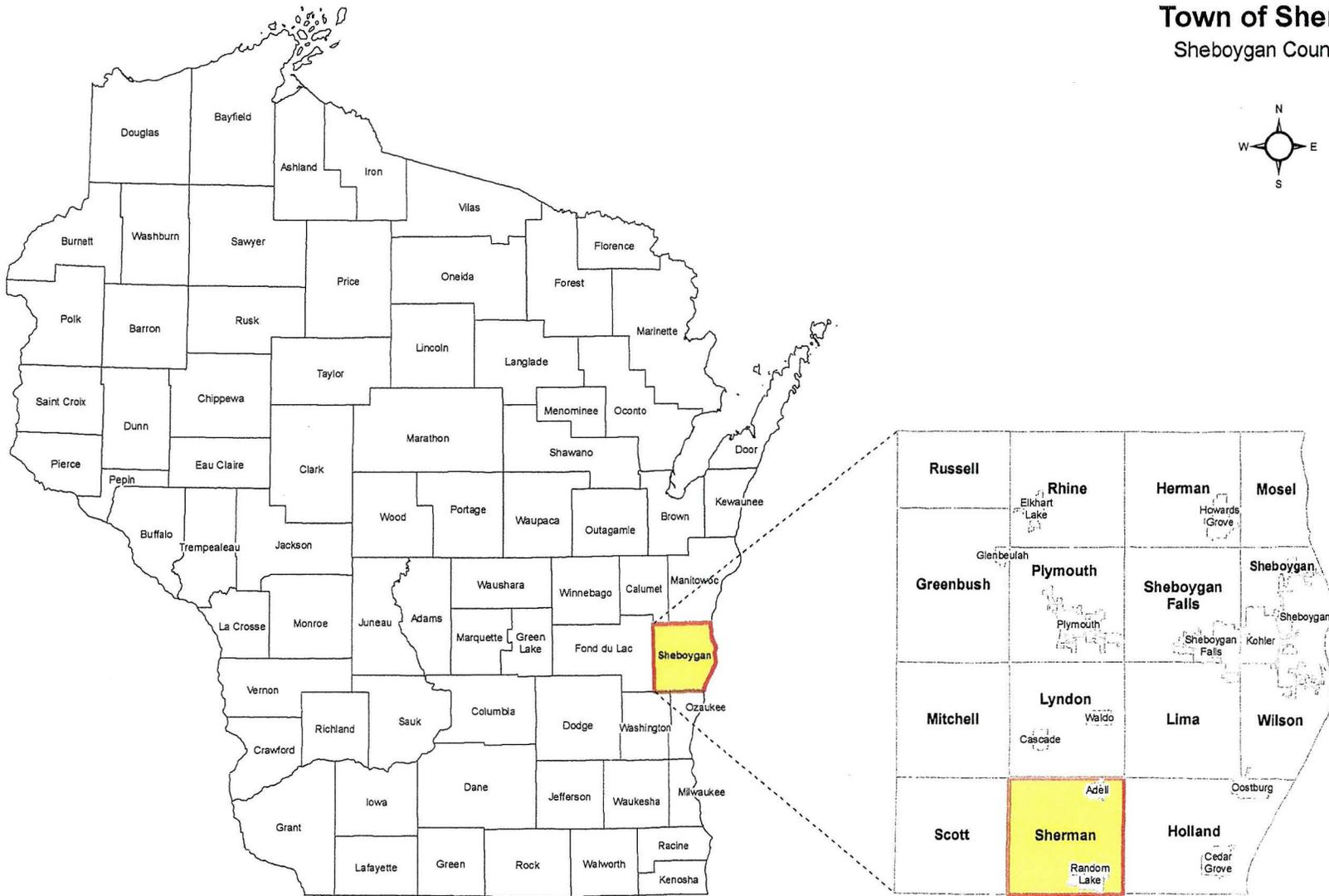
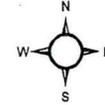
Prior to April 1, 1850, the Town of Sherman was part of a large township known as the Town of Scott, which included the Towns of Abbot and Scott. The Town of Abbot name was changed to the Town of Sherman in 1865. In 1898, the Town of Sherman built a town hall east of CTH I and north of Sherman Center for a price of \$665. In 1974, local officials decided to move the town hall to the Silver Creek Fire Hall and retain the old town hall as a historic landmark. The old town hall remained vacant till 2005 when the Town agreed to sell the structure to the local Boy Scout Troop.



[Map: Figure 1.1 General location of Town of Sherman within Sheboygan County]

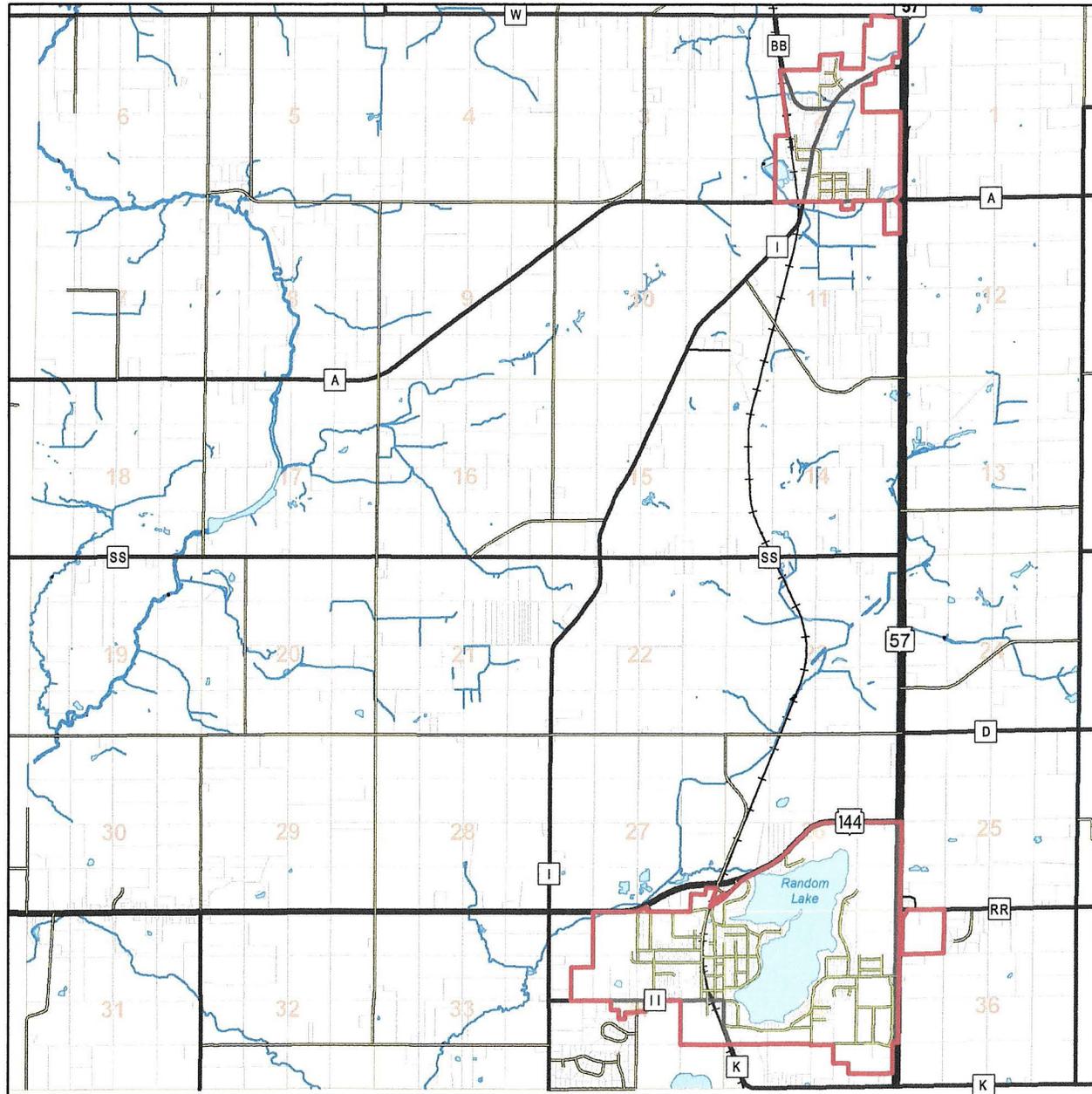
Figure 1.1

Location Map
Town of Sherman
Sheboygan County, WI



[Map: Figure 1.2 Project Area]

Figure 1.2



Project Area Map
Town of Sherman
 Sheboygan County, WI

Legend

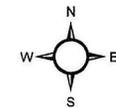
- Parcels
- Village of Adell
- Village of Random Lake

Roads

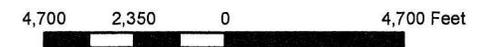
- State Hwy
- County Road
- Local Road
- Private Road

Planimetric

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



1" equals 4,700'



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

[Map: Figure 1.3 Orthophoto]

The Town of Sherman includes two unincorporated villages, Silver Creek and Sherman Center, and two incorporated villages, Random Lake and Adell. Silver Creek established a post office in 1872 and contains many buildings constructed in the German-style of architecture. Sherman Center established a trading post in 1840 along an Indian trail between Batavia and Random Lake.

Currently, the Town of Sherman has an estimated 2025 population of 1,462 and encompasses an area of approximately 21,600 acres in 2025. Known for its rural farmlands and North Branch Milwaukee River natural area corridors, the Town is located in southwestern Sheboygan County, adjacent to and just north of the Ozaukee County line.

COMMUNITY COMPREHENSIVE PLANNING PROCESS

In September 2002, Sheboygan County UW-Extension facilitated a “start-up” meeting at which 51 representatives from the communities of Adell, Random Lake, and Sherman worked out the details of how the three communities would work together to create their comprehensive plans. The three communities had a history of friendly relations and working together, and they wanted their comprehensive plans to fit as harmoniously as possible at their borders. They also knew that sharing resources and efforts would result in significant cost savings as they created their comprehensive plans. An advisory “Work Group,” comprised of three board and/or plan commission members from each community, was established to meet monthly and oversee the planning process.

At its initial meeting, the Work Group discussed the details of how they would conduct business and how they would make decisions. The Work Group agreed to strive for consensus, voting only when necessary. Major decisions made by the Work Group were brought back to the three respective boards for final approval.

Funding for the Sherman comprehensive plan was provided in large part by the Sheboygan County Stewardship Fund. The Town received a \$5,000 grant for doing a plan, and an additional \$5,000 bonus for partnering with other communities. These dollars were kept in a separate local fund and used solely for planning-related activities.

The Town of Sherman is a small community with no full-time employees and a budget under one-half million dollars. As such, its resources are limited. Early on in the planning process, UW-Extension recommended, and the Town accepted, an “issues driven” planning approach to best fit Sherman’s situation. Rather than create a thick document with several dozen goals and objectives, the Work Group agreed to focus primarily on the most critical issues identified during the public participation process for each of the nine elements outlined in Chapter 66.1001 of the state statutes. It was felt that this kind of focused approach would be easier for residents and local officials to comprehend, fund, and implement. This does not mean other items were overlooked or not addressed. They simply were not deemed urgent or critical at the time the plan was being developed. The official policy of the Town of Sherman is to regularly update or amend this comprehensive plan to more thoroughly address these items if changing circumstances warrant.

PUBLIC PARTICIPATION

Public participation has been a priority from the beginning when UW-Extension met with 51 representatives from Adell, Sherman, and Random Lake who were interested in the planning process. These original 51 representatives received Work Group meeting agendas and minutes throughout the entire planning process. Sherman has worked extensively with Sheboygan County

UW-Extension, encouraging public participation in a variety of ways to ensure the Town's comprehensive plan will address as much as possible the needs of local residents. In accordance with state requirements, the Town adopted a Public Participation Plan by resolution on June 3, 2003. See this Public Participation Plan for specific details regarding public and key stakeholder involvement in the Town's comprehensive planning process.

Visioning Process

Sheboygan County UW-Extension coordinated a thorough visioning process that included 1) a nominal group process with Town officials to identify community issues, 2) a community-wide citizen opinion survey to obtain citizen input, 3) "hands-on" visioning and mapping workshops led by Jessie Krier from UW-Madison, 4) creation of vision and goal statements, 5) key stakeholder forums to obtain feedback, and 6) a second survey of residents to confirm the "final" vision and goal statements.

Issue Identification

UW-Extension Community Development Educator Dave Such met with Town officials on August 27, 2003 to identify present and future issues facing the Town of Sherman. A nominal group exercise was used to generate, prioritize, and categorize a number of issues that came forth. These issues were then turned into survey questions by UW-Extension staff and brought back in the subsequent months for fine-tuning.

Citizen Opinion Survey

The Town partnered with Sheboygan County UW-Extension in 2004 to create a citizen opinion survey in order to learn more about the preferences of Town residents. About 47 percent of the surveys, which were mailed to every household, were returned. Key findings included:

- 51.5% of respondents favored a "mixed agricultural/residential community, followed by 36.4% favoring a "rural, agricultural community." (This was very similar to the 1997 survey results.) No other category scored above six percent.
- 78% favored growth at the current rate or slower.
- Single-family housing was by far the most preferred type of housing.
- The overall level of satisfaction with services provided by the Town was very high.

There were also literally hundreds of written comments submitted along with the regular checked responses. These comments touched on a wide variety of issues including recreation, annexation and preservation. The overall tone of the survey responses were positive, as summed up by this comment: "The reason my family and other families that we have talked to moved out to this area is for the small town feel and also to get away from the city life . . . we moved here to get away from the proliferation of subdivisions . . . we are not totally anti-growth but would prefer to see Town of Sherman limit housing density on existing cropland to see the bulk of residential and commercial development to be closer to Adell, Random Lake and along Hwy 57."

See Appendix 1A for detailed survey results.

Workshops and Mapping Exercises

In the spring of 2004, Jessie Krier, a former Random Lake resident and an undergraduate student with the UW-Madison's Department of Landscape Architecture, facilitated three public workshops in the area. Participants from Adell, Random Lake, and Sherman discussed the best things about

their respective communities, identified opportunities for improvement, and listed items that were missing from their communities. Additionally, participants focused on key issues in each community. Input and initial vision statements were recorded in a document entitled *Smart Growth Workshop Results*.

Draft Vision & Goal Statements

Based directly on all of the previously described input, “draft” vision and goal statements were created and reviewed by UW-Extension and the Adell-Random Lake-Sherman Smart Growth Work Group for the most urgent and critical issues affecting the Town.

Key Stakeholder Forums

In late 2004 and early 2005, four key stakeholder input sessions were held at the Adell Village Hall. Experts and interested parties for the elements of “Utilities and Community Facilities,” “Housing,” “Transportation,” “Economic Development,” “Agriculture, Natural and Cultural Resources,” “Land Use,” and “Intergovernmental Cooperation” were invited to give their reaction to the draft vision and goal statements, as well as to provide additional input into the planning process from the perspective of their organizations. Results of this input impacted the preparation of the eventual comprehensive plan in a number of ways. See Appendix 1B for notes from these sessions.

Survey to Confirm Vision and Goals

In April 2004 the vision and element goal statements for Sherman were mailed to each household in the Town. Check boxes beneath each statement asked the recipient to indicate whether he or she agreed with the statement, disagreed, or had no opinion. With a response rate of 54%, a total of 82.6% of respondents agreed with the vision statement, and agreement overall with all of the goal statements averaged 80.1%. See Appendix 1C for detailed results of this survey.

Final Vision Statement

The vision statement for the Town of Sherman is as follows:

“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.”

This vision statement is consistent with the vision statement developed by the Villages of Adell and Random Lake, which share jurisdictional boundaries with Sherman. Vision statements from all three communities indicate a priority of preserving the small-town atmospheres and the surrounding rural/open space.

Final Goals, Objectives, Policies, and Programs

Goals are broad statements that reflect the vision of a community (where do we want to be 10-20 years from now?). **Objectives** define goals with practical, concrete and specific terms (what will it look like when we get there?). **Policies** focus the intent of the governing body on moving forward (we’re committing to getting there). **Programs** describe specific actions that should take place (here’s how we get there).

Final Goal statements for Sherman, as well as Objectives, Policies, and Programs for “Housing,” “Transportation,” “Utilities & Community Facilities,” “Agriculture, Natural & Cultural Resources,”

“Economic Development,” “Land Use,” and “Intergovernmental Cooperation” can be found in Chapter 9 and in the respective chapters dedicated to each of these elements.

BACKGROUND INFORMATION-SUMMARY

Existing Conditions

Demographic Trends

The next few pages contain data and brief analyses of basic demographic data for the Town of Sherman. This type of data is helpful in understanding the makeup of the local population, which is important in the planning process. Factors such as age, education levels, income levels, employment characteristics, and housing stock may influence what a community has to consider when it looks at meeting the needs of its residents.

Gender

From 2010-2020, Sherman experienced a modest increase in males and an equivalent increase in females (see Figure 1.4). The result in 2020 was a closing of the gap between gender numbers. While this data is currently within normal ranges, it may signal a trend as the population grows older and females, known to have a longer life expectancy, become more numerous in relation to males. This could impact a number of things in the future, including housing and services.

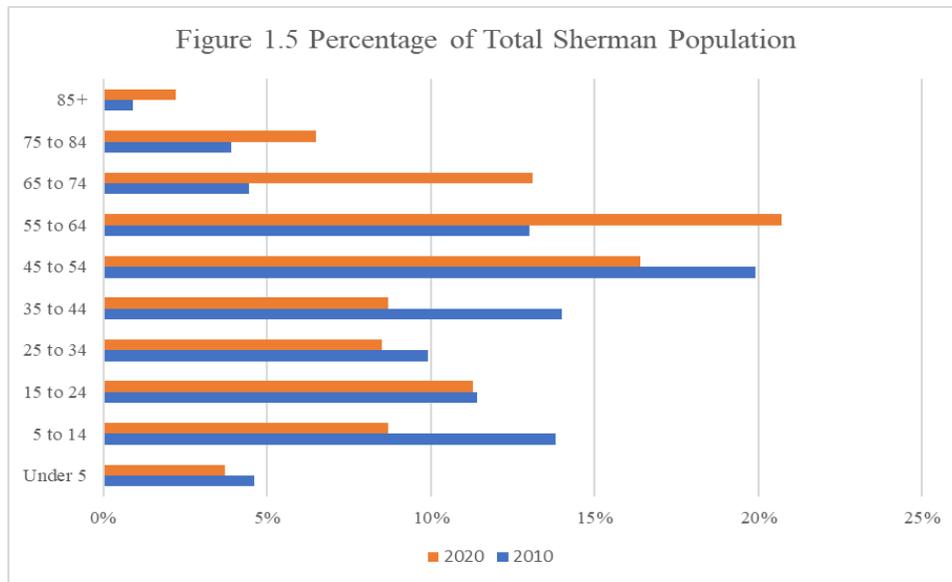
Figure 1.4 – Gender, Town of Sherman		
	2010	2020
Male (number, percentage)	759, 50.8%	728, 50.6%
Female (number, percentage)	734, 49.2%	712, 49.4%

Source: U.S. Census Bureau

Age Distribution

The age distribution graph in Figure 1.5 shows population distributions from 2010 to 2020 of 5% or less in all age groups, except for 55 to 64 and 65 to 74, which decreased by 8% and 9%, respectively. There is a greater percentage of population ages 55 to 85 in 2020 than was seen in 2010. This could be for several reasons, most likely the aging of “baby boomers.”

These changes in 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, whose income tends to be limited, can change the demands placed on public services and policies due to changes in needs and desires. The demand on public services can also increase due to a rise in younger populations, such as school age and median age populations living in newer suburban settings. These increases can place higher demands on educational and other residential services such as law enforcement and emergency medical care.



Source: U.S. Census Bureau

Education Levels

Figure 1.6 shows a marked increase in the basic educational attainment of residents within the Town from 2010 to 2020. In 2010 the percentage of Town of Sherman residents with less than a high school diploma was 12.0%. By 2020, that percentage had declined to 8.3%. This is somewhat comparable with percentages in Sheboygan County of 10.5% in 2010 and 6.3% in 2020, though the decreased percentage of residents with less than a high school diploma is less than Sheboygan County’s. Percentages of residents possessing a high school diploma increased moderately from 2010 to 2020 for the Town of Sherman, while those having attained a bachelor’s degree increased substantially. While the table shows a slight increase in residents with graduate degrees, the increase is less than Sheboygan County’s.

Educational attainment is generally tied to income earnings potential, and income data for Sherman shows it surpassing Sheboygan County as a whole; Sherman’s 2020 median household income of \$70,200 was below the \$78,255 median household income average for the 15 towns in the County.

	2010	2020
Less than 9 th grade:	3.3%	1.5%
9 th to 12 th grade, no diploma:	8.7%	6.8%
High school graduate (includes equivalency):	36.6%	39.9%
Some college, no degree:	24.3%	14.7%
Associate degree:	10.5%	8.0%
Bachelor’s degree:	13.0%	25.4%
Graduate or professional degree:	3.5%	3.7%

	2010	2020
Less than 9 th grade:	3.8%	2.2%
9 th to 12 th grade, no diploma:	6.7%	4.1%
High school graduate (includes equivalency):	38.7%	35.2%

Some college, no degree:	21.1%	21.4%
Associate degree:	9.2%	11.4%
Bachelor’s degree:	14.7%	18.0%
Graduate or professional degree:	5.8%	7.8%

Source: U.S. Census Bureau American Community Survey

Income Levels

Annual income levels for Sherman households were only slightly lower than those of other towns within the County. In 2020, 15.0% of Sherman households were in the lower income bracket, compared to only 14.9% of households in all towns. Consequently, there was a smaller percentage of middle-income households in Sherman than in all towns. The middle-income bracket comprised 52.1% in Sherman, compared to 50.1% % for all towns. High income earners were slightly less likely overall in Sherman, totaling 33.0%, compared to 35.0% in all towns, though household income levels totaling \$200,000 or more exceeding the town average by 2.6%

Figure 1.7 – Household Income Levels, 2020			
Annual Income	Town of Sherman	Town Average	Sheboygan County
Less than \$10,000:	2.6%	1.7%	3.0%
\$10,000 to \$14,999:	0.0%	2.0%	3.8%
\$15,000 to \$24,999:	7.8%	5.6%	8.2%
\$25,000 to \$34,999:	4.6%	5.6%	10.0%
\$35,000 to \$49,999:	13.9%	13.1%	14.4%
\$50,000 to \$74,999:	25.4%	20.3%	20.9%
\$75,000 to \$99,999:	12.8%	16.7%	14.6%
\$100,000 to \$149,999:	18.5%	20.0%	16.7%
\$150,000 to \$199,999:	5.6%	8.7%	4.8%
\$200,000 or more:	8.9%	6.3%	3.6%

Source: U.S. Census Bureau American Community Survey

Employment Characteristics

For the period 2010 to 2020, the civilian labor force in Sheboygan County decreased 2.9% from 63,255 to 61,483; the number of unemployed decreased 44.2%, from 3,644 to 2,035; and the number of employed decreased by 0.3%, from 59,611 to 59,448. The unemployment rate in Sheboygan County experienced a low of 7.8% in 2010 and high of 14.1% in 2020. Unemployment in 2010 was likely affected greatly by the aftermath of an economic recession, and the same could be said for unemployment in 2020 at the height of the global COVID-19 pandemic. By the end of the year 2020, the unemployment rate decreased to 3.7%, and in June 2025 the rate was 2.9%.

In 2020, the majority of the people in the workforce in Sherman were employed in the manufacturing industry, 34.5% %. This was up from 2010 (31.0%) and down from 2000 (36.3%). Education/health/social services sector came in second, increasing from 15.9% in 2010 to 19.9% in 2020. Construction showed the largest decline, dropping from 10.0% in 2010 to 3.3% in 2020.

Source: U.S. Census Bureau American Community Survey and 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 Sherman and Sheboygan County. As shown in Figure 1.8, the population for the Town of Sherman is projected to decrease from 2030 to 2050, at a rate of 10.4%. During this same time period the population in Sheboygan County is projected to decrease 7.4%.

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 effect on population trends. Currently, the population forecast would appear to be in harmony with the 2005 citizen opinion survey results showing a preference for open space and agricultural land uses, as well as a favored growth at the current rate or slower. The forecasts shown in Figure 1.8 reflect an estimated decrease to the Town’s population by 2050. According to the Wisconsin Department of Administration, population across the state is expected to decrease by 2050, in part due to the aging “Baby Boomer” population and a decline in fertility rates.

Figure 1.8 – Population Forecast, Town of Sherman			
	2030	2040	2050
	1,404	1,345	1,258

Figure 1.8 - Population Forecast, Sheboygan County			
	2030	2040	2050
	116,095	113,025	107,470

Source: Wisconsin Department of Administration, 2024

Housing

A community’s housing stock changes with fluctuations in the community 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 also changes over time, creating needs for rehabilitation and/or demolition of older homes.

As indicated by Figure 1.9, 71% of Sherman’s housing units were built before 1980, and of these 38% were built before 1940. When this plan requires updating in 2035, an increased number of these homes may need rehabilitation, but the majority of the housing stock throughout the Town appears to be in good condition. Well-maintained older homes tend to not only improve the life of housing stock but in some cases also provide affordable housing choices for residents.

Maintaining an adequate housing stock is the result of recognizing the needs and desires of residents. New housing should meet the needs of a cross-section of residents from high to low income, including elderly and very young residents whose income is limited.

Figure 1.9 Year Structure Built	
2014 or later	16
2010 to 2013	3
2000 to 2009	32
1980 to 1999	103
1960-1979	121
1940-1959	60
1939 or earlier	205

Source: U.S. Census Bureau American Community Survey, 2020

Employment

The Wisconsin Department of Workforce Development created the *Bay Area Workforce Development Area Profile, 2022-2032*, 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 1.10). According to the profile, overall employment is projected to grow 7.3% between 2022 and 2032. The construction and financial activities sectors are projected to show the largest numeric employment growth adding 2,676 and 2,938 jobs, respectively, over one-third of the total growth. Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector in 2032, 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 the availability of new technologies.

Figure 1.10

Industry Projections for Bay Area Workforce Development Area, 2022-2032

Industry	2022 Employment	2032 Projected Employment	Employment Change (2022-2032)	Percent Change (2022-2032)
<i>Goods Producing</i>	122,963	130,040	7,077	5.8
Natural Resources and Mining	7,788	8,327	539	6.9
Construction	22,164	24,840	2,676	12.1
Manufacturing	93,011	96,873	3,862	4.2
<i>Services Providing</i>	315,330	339,717	24,387	7.7
Trade, Transportation, and Utilities	79,141	84,861	5,720	7.2
Information	2,624	2,459	-165	-6.3
Financial Activities	24,280	27,218	2,938	12.1
Professional and Business Services	38,538	42,902	4,364	11.3
Education and Health Services	88,640	94,511	5,871	6.6
Leisure and Hospitality	39,731	43,154	3,423	8.6
Other Services (except Government)	20,392	22,408	2,016	9.9
Government	21,984	22,204	220	1.0
Self-Employed	24,731	27,269	2,538	10.3

Source: Wisconsin Department of Workforce Development

CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION TO THIS ELEMENT

Farming and farm-related businesses provide important contributions to many local economies. **Agriculture** is also significant because farmland and working farms dominate the rural landscape and help define local community identity and culture. 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.

We depend on **natural resources** in many ways: to provide a clean and abundant supply of groundwater and surface water; assure safe air to breathe; and to provide a natural landscape of terrestrial and aquatic habitats, such as forests, prairies and wetlands that are fundamental to a healthy and diverse biological community. Natural resources include the parks, trails, scenic areas, and other outdoor places we rely on for recreation. Also, natural resources are essential to a vibrant economy—measured in tourism revenues, enhanced property values, sustainable agriculture, low-cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc. Since these resources are limited, it is important to care for them, use them wisely, and avoid unplanned or poorly planned development patterns, which unnecessarily increase demand for water, land, and raw materials.

Cultural resources include historic buildings and structures as well as ancient and historic archeological sites. A preservation ethic provides the historical context for future planning and land use policies, because older neighborhoods and historic buildings can determine the style and scale of future development. In addition, preserving the unique history of a community helps build a “sense of place” and brings a long-term perspective that promotes stability and more careful decision making.

66.1001(2)(e)

Agricultural, natural and cultural resources element. A compilation of objectives, policies, goals, maps and programs for the 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 under 295.20(2)s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

SUMMARY AND IMPLICATIONS OF INVENTORY AND RECOMMENDATIONS

Summary: **Agriculture** is the major land use within the Town of Sherman and according to 2004 citizen input survey results, Town residents would like to keep it that way. The Villages of Random Lake and Adell can help encourage the continued health of agriculture in the Town of Sherman by 1) encouraging development by making it possible for growth to occur within or adjacent to the villages, and 2) making it possible for businesses and infrastructure that support agriculture in Adell and Random Lake as appropriate.

Implications: The large amount of agricultural use within the Town is important to the local economy and preserves open space, both which are valued by residents. Agricultural lands with long vistas are part of the Town's identity, but they are also prized by developers of new residential lots. The Town's agricultural areas should be preserved to maintain the agricultural community and open space values of the local residents within the Town and adjacent Villages of Adell and Random Lake.

Summary: **Natural resources** play a major role in the Town of Sherman primarily due to the rolling landscape, abundant open space, expansive woodlands and wetlands, and rivers and streams. The State of Wisconsin has recognized this by including a significant portion of the southwestern part of the Town in the North Branch Milwaukee River Wildlife and Farming Heritage Area.

Implications: The 2004 Town of Sherman citizen input survey showed 74.6% of respondents agreed or strongly agreed that protection of woodlands, wetlands, open spaces, and cultural resources in the Town was necessary. Just over 69% felt leaving land along river and stream corridors in its natural state was the best use of such land. 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 do not impose burdens on Town taxpayers.



Rolling farmlands and natural areas in the Town of Sherman.

Summary: **Cultural resources** are limited in the Town of Sherman due to its small population. While local officials would seldom discourage private investments in cultural resource inventorying or preservation, public investments are unlikely due to limited funds.

Implications: There may be a small number of historically significant sites within the Town that are overlooked or neglected. Without the enhancement of these sites, the Town may lose some of what makes it unique.

INVENTORY

Climate

Sheboygan County typically experiences continental weather with some modification by Lake Michigan. The cool waters of the lake delay spring, while relatively warm water in fall retards early frost. Summers, on average, are mild due to the proximity to water that moderates daily extremes.

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 freezes occur 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 the Town of Sherman 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 13-14 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 – Town of Sherman Weather Data

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Average temp. (°F)	18.4	22.9	32.8	44.1	55.6	65.2	70.7	69.0	61.0	49.8	36.5	24.3
High temperature (°F)	26.2	30.7	40.6	52.8	65.5	75.3	80.2	78.1	70.4	58.5	43.7	31.3
Low temperature (°F)	10.7	15.0	24.9	35.5	45.7	55.1	61.1	60.0	51.6	41.0	29.3	17.3
Precipitation (in)	1.4	1.2	2.2	3.3	3.3	3.8	3.9	4.3	3.7	2.6	2.6	1.8

Based on data from the weather station at Plymouth, Wis., latitude 43°45' N, longitude 87°59' W, elevation 865 ft.

Figure 2.2 – Town of Sherman Weather Data

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Days with precip.	11	10	12	12	12	11	10	9	9	9	10	11
Wind speed (mph)	12.1	11.8	12.2	12.4	11.1	10.1	9.3	9.1	10.0	11.0	12.0	11.7
Morning humidity (%)	77	78	79	78	78	80	83	87	86	81	80	80
Afternoon humidity (%)	70	68	66	62	61	63	63	66	66	64	69	72
Sunshine (%)	45	48	51	53	60	65	68	65	59	53	39	38
Days clear of clouds	7	6	6	6	7	8	10	10	9	9	5	6
Partly cloudy days	6	6	8	8	10	10	11	11	9	8	6	6
Cloudy days	18	15	17	16	14	12	10	10	12	13	18	19
Snowfall (in)	13.3	9.0	8.4	2.1	0.1	0.0	0.0	0.0	0.0	0.2	3.3	10.6

Based on data from the weather station at Plymouth, Wis., latitude 43°45' N, longitude 87°59' W, elevation 865 ft.

Geology

Two different types of geologic settings, Quaternary 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.

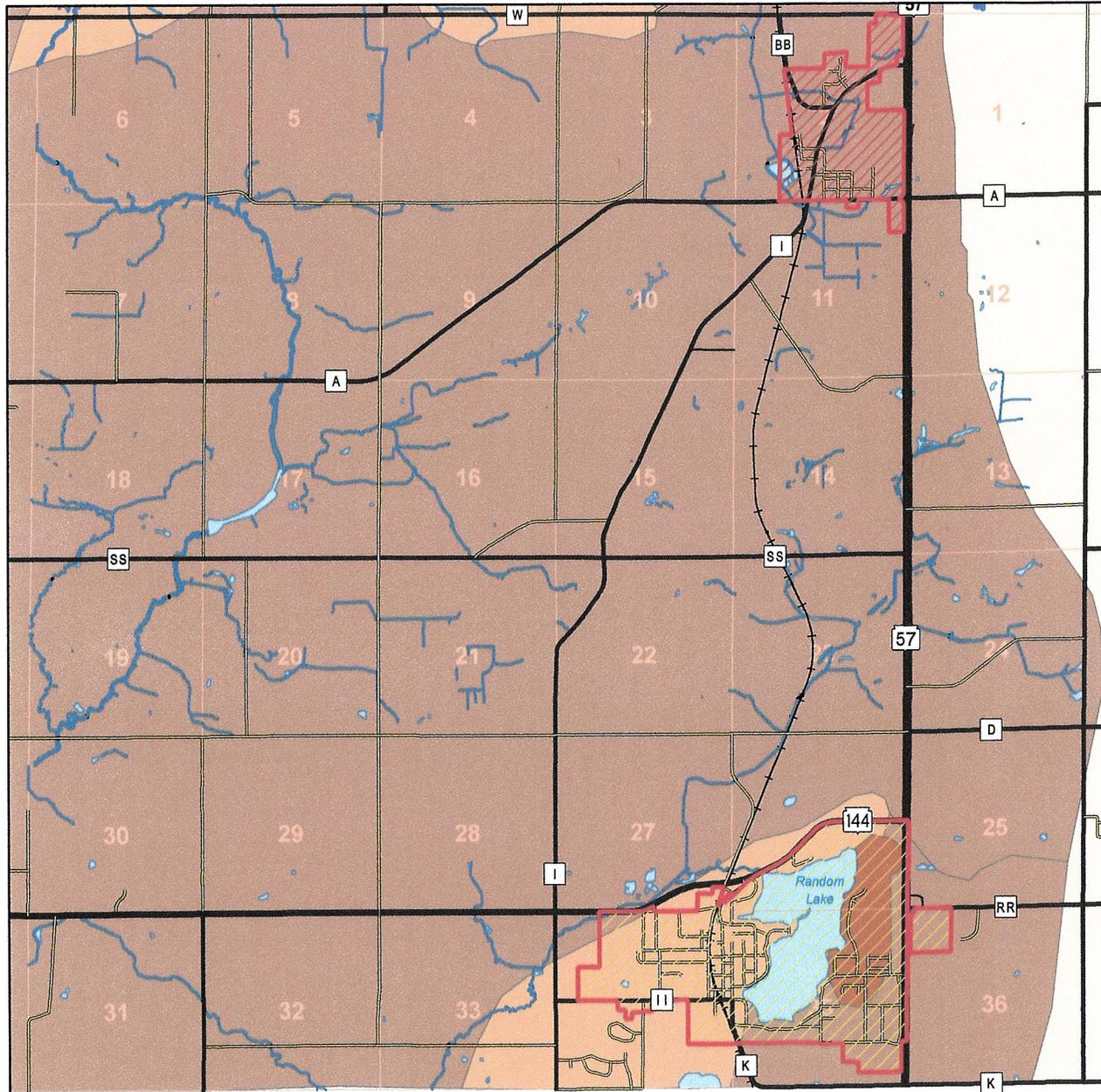
Bedrock Geology

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 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.

[Map: Figure 2.3 Pleistocene geology]

Figure 2.3



Pleistocene Geology
Town of Sherman
 Sheboygan County, WI

Legend

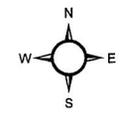
- Outwash Sand & Gravel
- Ice Contact Sand & Gravel
- Lake
- Lake Silt & Clay
- Clayey Till
- Sandy Loamy Till
- Village of Adell
- Village of Random Lake

Roads

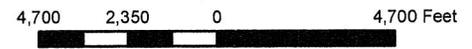
- State Hwy
- County Road
- Local Road
- Private Road

Planimetric

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



1" equals 4,700'



Source : USGS, Bay Lakes RPC & Sheboygan County

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

Quaternary (Glacial) Geology

The last glacial ice of Quaternary glaciation, 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 is 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 endstage.

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning area. 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 2.3 shows the Pleistocene Geology of the Town of Sherman.

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. These properties must be evaluated prior to any development.

General Soils Description

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 of relief and drainage. These associations 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 sands are found overlying clays or bedrock within only a few feet of the surface. Figure 2.4 shows the general soils in Sheboygan County. Important soils in the County include clays, loams, sands, and gravels. The dominant associations found in Sheboygan County include the Boots, Casco, Oakville, Theresa, Kewaunee, and Hochheim soils.

The soils within the Town of Sherman are part of the Hochheim-Theresa and Casco-Fox-Rodman Associations. The predominant soil types found east of STH 57 (approximately 10 percent of the

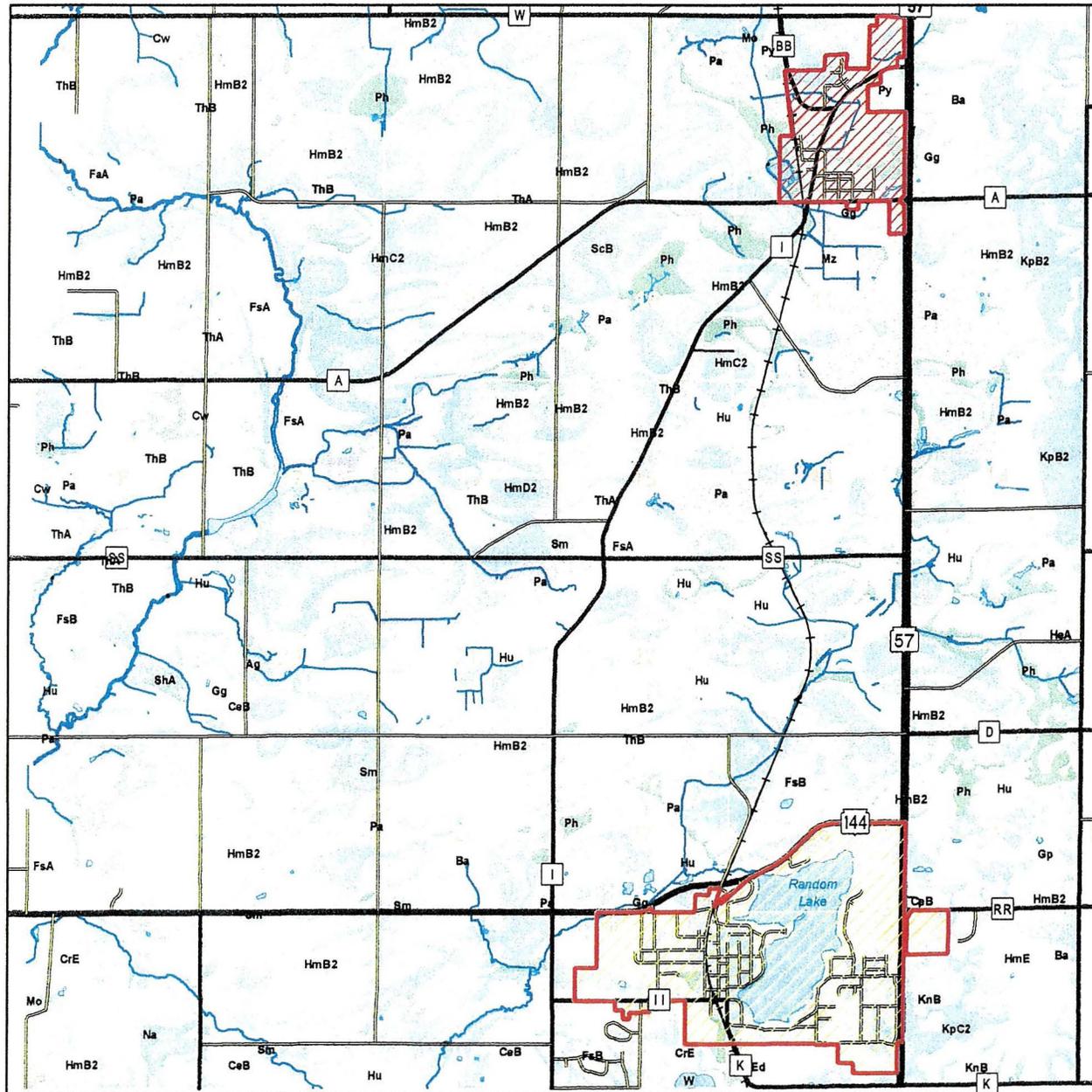


Town) are Casco and Fox. Whereas, the predominant soil types found west of STH 57 are Hochheim and Casco (approximately 90 percent of the Town). These soils are well-drained and have few agricultural limitations, with the exception of severe slopes and exposed stones. The soils consist of an upper layer of loamy deposits, underlain by clayey deposits. Stratified sand and gravel deposits are typically encountered at a depth of approximately two feet. Large areas of poorly drained soils, including Otter, Pella, Poygan, Sebewa, and Navan and very poorly drained soils including Houghton, Palms, and Willette muck are found in low lying areas throughout the Town. Soils classified as poorly drained and very poorly drained are often problematic and prone to flooding, high groundwater, and poor drainage.

As can be seen from Figure 2.4, soils within the Town are diverse and inconsistent from one area or property to the next.

[Map: Figure 2.4 General Soils]

Figure 2.4



**General Soil Types
Town of Sherman**

Sheboygan County, WI

Legend

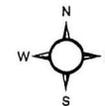
-  Village of Adell
-  Village of Random Lake

Roads

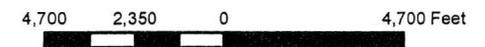
-  State Hwy
-  County Road
-  Local Road
-  Private Road

Planimetric

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



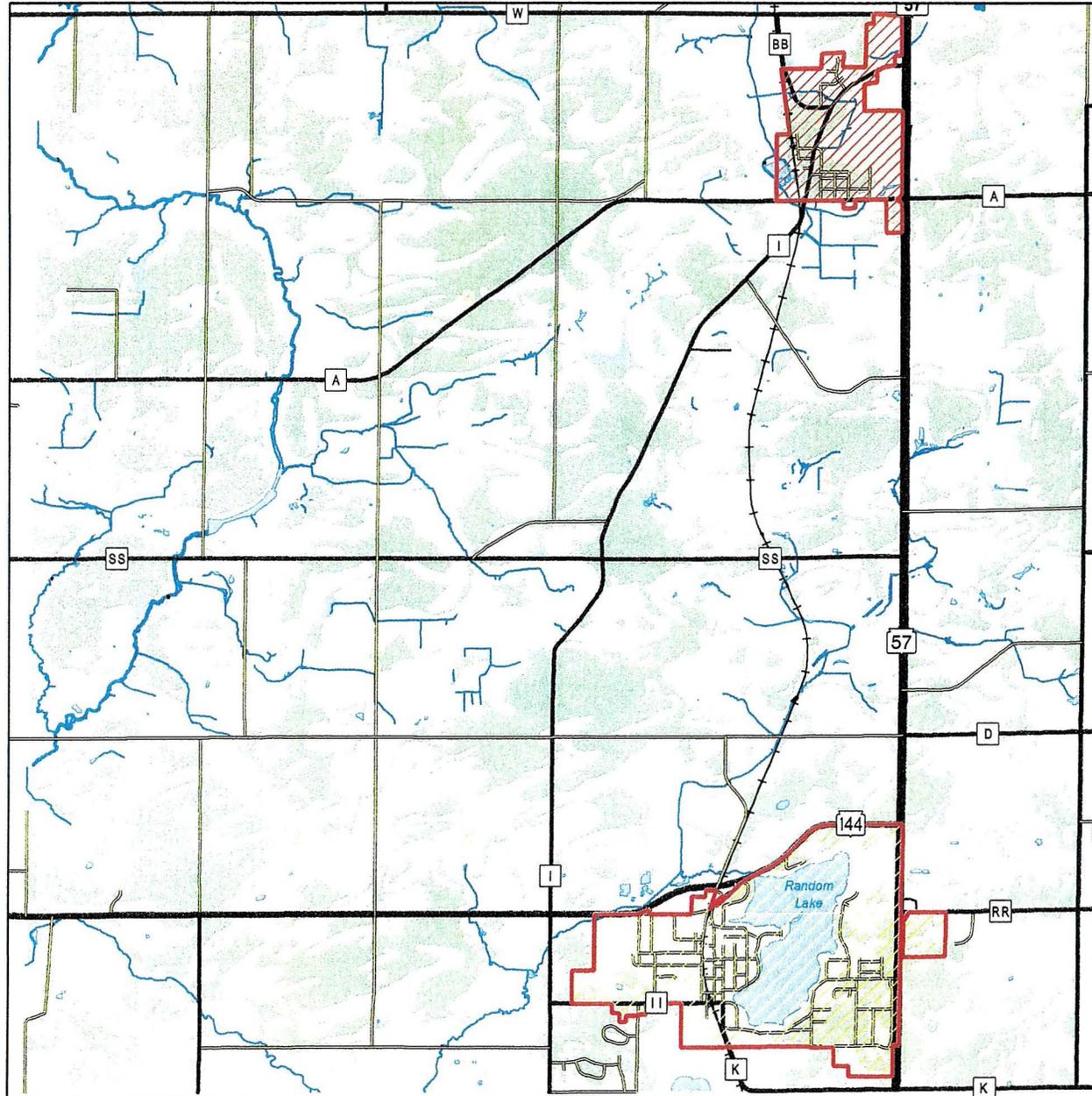
1" equals 4,700'



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

[Map: Figure 2.5 Prime Agricultural Soils]

Figure 2.5



Prime Agricultural Soils Town of Sherman Sheboygan County, WI

Legend

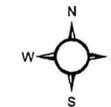
- Not Prime Agricultural Soils
- All areas prime
- Prime where drained
- Prime where protected from flooding
- Prime where drained & protected from flooding
- Village of Adell
- Village of Random Lake

Roads

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

Planimetric

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



1" equals 4,700'

4,700 2,350 0 4,700 Feet

Prime Agricultural Lands

The USDA, Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for producing 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.

In general, prime farmland in Wisconsin:

- Has an adequate and dependable water supply from precipitation or irrigation
- Has a favorable temperature and 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

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. Figure 2.5 provides a representation of areas designated as prime farmland in the Town of Sherman.

Suitability for Dwellings with Basements

Within the *Soil Survey of Sheboygan County*, the Natural Resource 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.

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 limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Soil Survey* for additional information regarding soil limitations for building site development. Figure 2.6 shows possible soil suitability for dwellings with basements in the Town of Sherman. This map is based on generalized data and is not a substitute for on-site soil testing.

[Map: Figure 2.6 Soil Limitations for Dwellings with Basements]

Figure 2.6

Soil Limitations for Dwellings with Basements Town of Sherman

Sheboygan County, WI

Legend

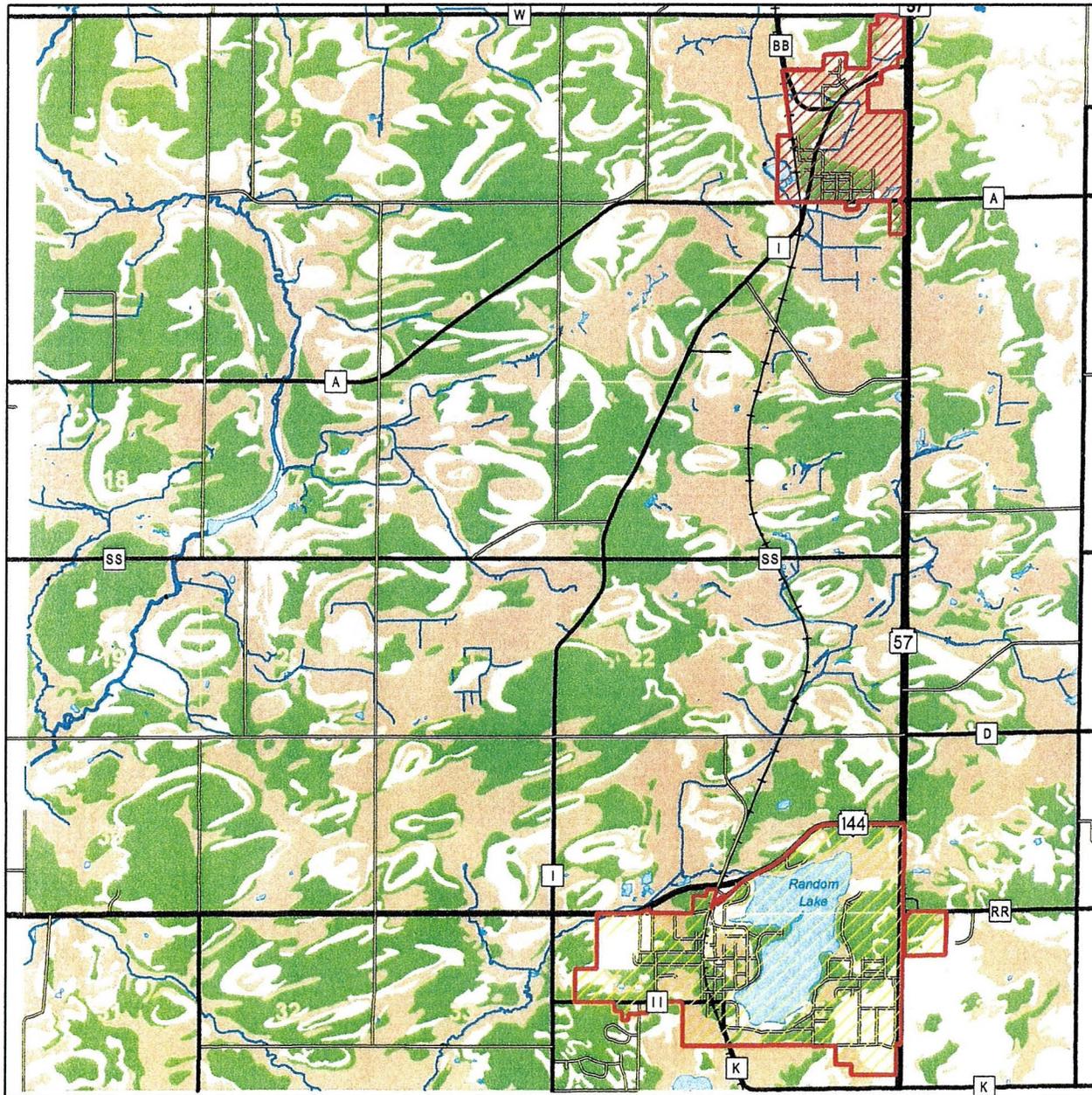
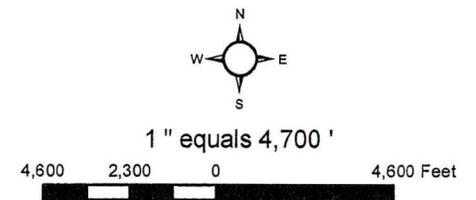
- No Values
- Slight limitations
- Moderate limitations
- Severe limitations
- Village of Adell
- Village of Random Lake

Roads

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

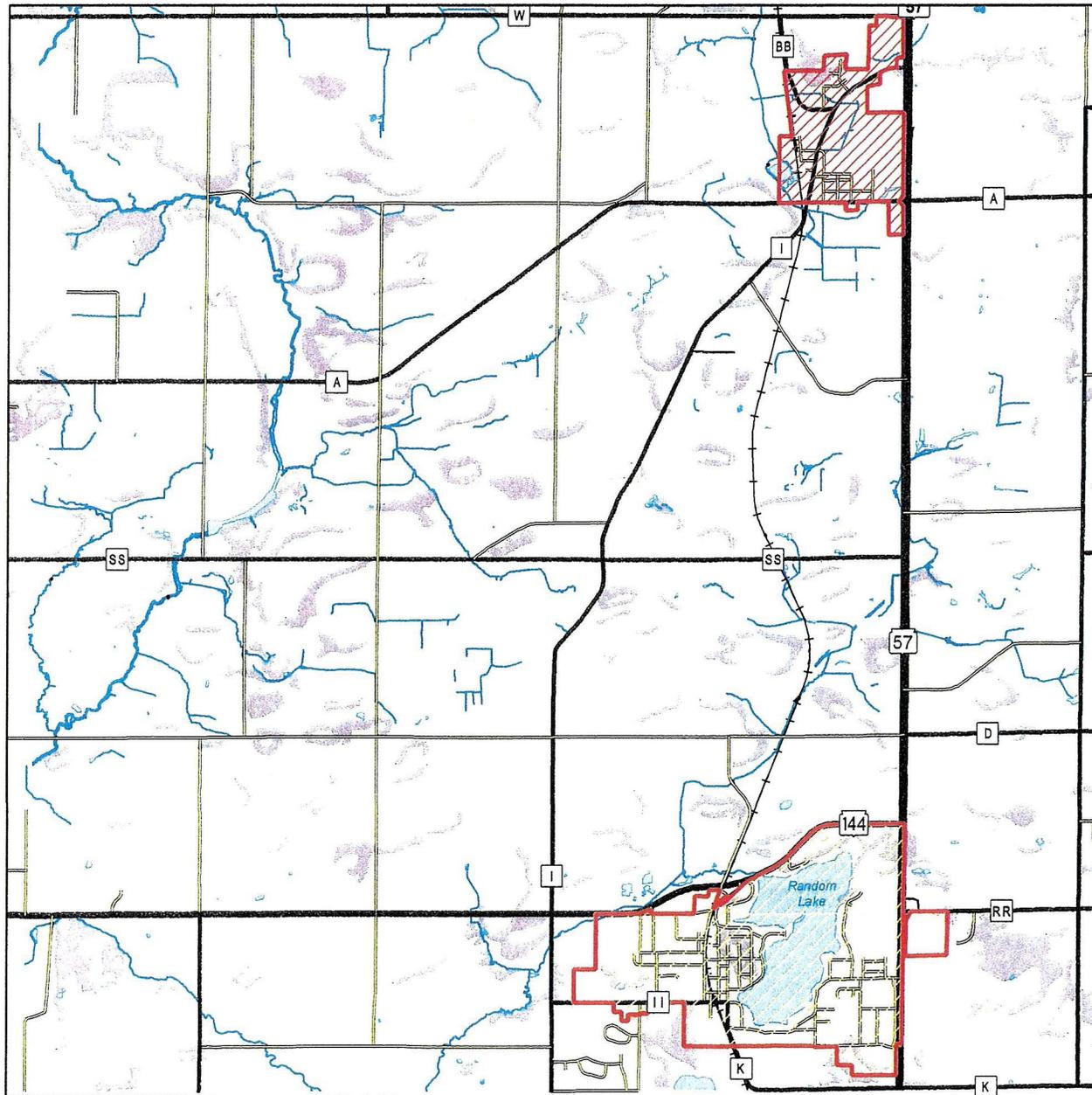
Planimetric

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



[Map: Figure 2.7 Steep Slopes]

Figure 2.7



Steep Slopes Town of Sherman Sheboygan County, WI

Legend

Areas of 12% or greater Slope

Village of Adell

Village of Random Lake

Roads

State Hwy

County Road

Local Road

Private Road

Planimetric

Bridges

Dams

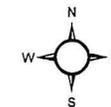
Railroads

Rivers, Streams

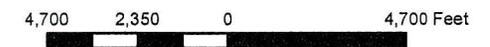
Road / Bridge

Section Lines

Lakes



1" equals 4,700'



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

Suitability for Septic Systems

The Town relies on private sewage systems for the majority of its residents. Without consideration of the traits 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.

Topography

The Town has a rolling topography with many vistas with long views that help distinguish the Town for other locales. Elevations range from a low of about 805 feet above sea level near Wayside Park to just over 1030 feet along Indian Mound Road just west of Bates Road. The central portion of Sherman is relatively flat. The areas surrounding each Village have high elevations, specifically directly south of Random Lake and just north of Adell. These areas are also desirable for developers and valued by local residents for the open space. Figure 2.7 shows areas of steep slope (12 percent slope or greater) based on the soil characteristics in the Town of Sherman.

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 was just under 15,000 acres of land used for farming within the Town of Sherman, which is about 68% of the Town's total area. There are four districts for agricultural lands within the Town of Sherman's Zoning Ordinance. The purpose of each district is listed on the next page.



A-1 Agricultural Land Preservation District. Preserve productive farmland for agricultural operations: preserve woodland and to prevent the encroachment of conflicting uses.

A-1-PR Agricultural Parcel Remnants District. Accommodate the necessary, often unavoidable creation of parcel remnants less than 20 acres in size, yet worthy of A-1 type preservation.

A-2 Agricultural Land Preservation District (small-scale). Encourage smaller farms such as horse farms, hobby farms, tree farms, and similar agricultural and recreational pursuits.

A-3 Agricultural Land Transition District.

To allow for continued agricultural use while providing for the orderly transition into other uses of such agricultural land as may be appropriate for lands adjacent to population centers and/or within highway growth corridors.

General Ag Soil Associations

Much of the Town of Sherman is covered by soils in the Hochheim-Theresa series. These are generally well-drained soils that have a sub-soil of mainly clay loam or silty clay loam and are underlain by gravely sandy loam glacial till. The predominate Hochheim and Theresa soil classes in the area have 2-6% slopes and are moderately well suited to all crops commonly grown in the County, as well as pasture and woodland.

Land capability subclasses place soils into groups with similar suitability and limitations for agricultural use. The risks of soil damage or limitations in use become progressively greater from class 1 to class 8. Class 1 and 2 soils have the best capability for agricultural production and the capability diminishes as the classes advance. Figure 2.5 shows soil classes in the Town of Sherman.

Agricultural Preservation

Farmland Preservation Tax Credit: The Wisconsin Farmland Preservation Program was created in 1977 to preserve agricultural resources by supporting local government efforts to manage growth. This program was replaced by the Working Lands Initiative (WLI) in 2009. Eligible farmland owners receive a state income tax credit. To participate in the program, the county must have a certified farmland preservation plan that meets the standards of Chapter 91, Wisconsin Statutes. Sheboygan County updated its plan in 2013. The County plan helped lay the groundwork for the Town of Sherman to develop a farmland preservation zoning district.

The WLI provides state income tax credits to farmers who meet the program's requirements; meet soil and water conservation standards; and use their land for agriculture only. In the past, the Farmland Preservation Credit Program and 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 are small compared to the six-figure payouts farmers may be able to get for subdividing their land.

There are also other shortcomings with state programs. Seldom are farmers who develop their land forced to fully pay back the credits they received under the programs. Second, rezonings 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 a 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 preservation of farmland is a controversial issue. Many rural, non-farm residents want to preserve farmland while many farmers also want to preserve the land while retaining the option to sell.

The effect of residential development expanding outward from cities and villages into productive agricultural areas creates many issues. New development can make daily farming activities difficult and sometimes dangerous. New residents in farming areas may not understand basic farming practices, such as manure handling or harvesting. As a result, farmers are forced to contend with conflicts such as; increased traffic and nuisance complaints by new neighbors related to slow moving vehicles on roadways, noise, dust, odors, and late hours of operation. As development pressures increase, so will conflicts with agricultural practices.

Concentrated Animal Feeding Operations (CAFOs)

Every farm, regardless of size, is responsible for proper manure management to protect water quality from discharges. Over the past ten years, Wisconsin has become home to an increasing number of Concentrated Animal Feeding Operations (CAFOs), 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 the 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, animal feeding operations with 1,000 animal units or more 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, directed the Wisconsin Department of Agriculture, Trade and Consumer Protection to develop a rule to provide a predictable framework for county and municipal decisions to site or expand livestock facilities. The rule eventually developed by the ATCP Board took effect in 2006.

Water Resources

Watersheds

A watershed can be 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 larger river. The majority of Sheboygan County lies within the Sheboygan or Milwaukee River Basins. Sherman, specifically, lies at the northeastern extent of the North Branch Milwaukee River watershed, a watershed encompassing about 95,000 acres total.

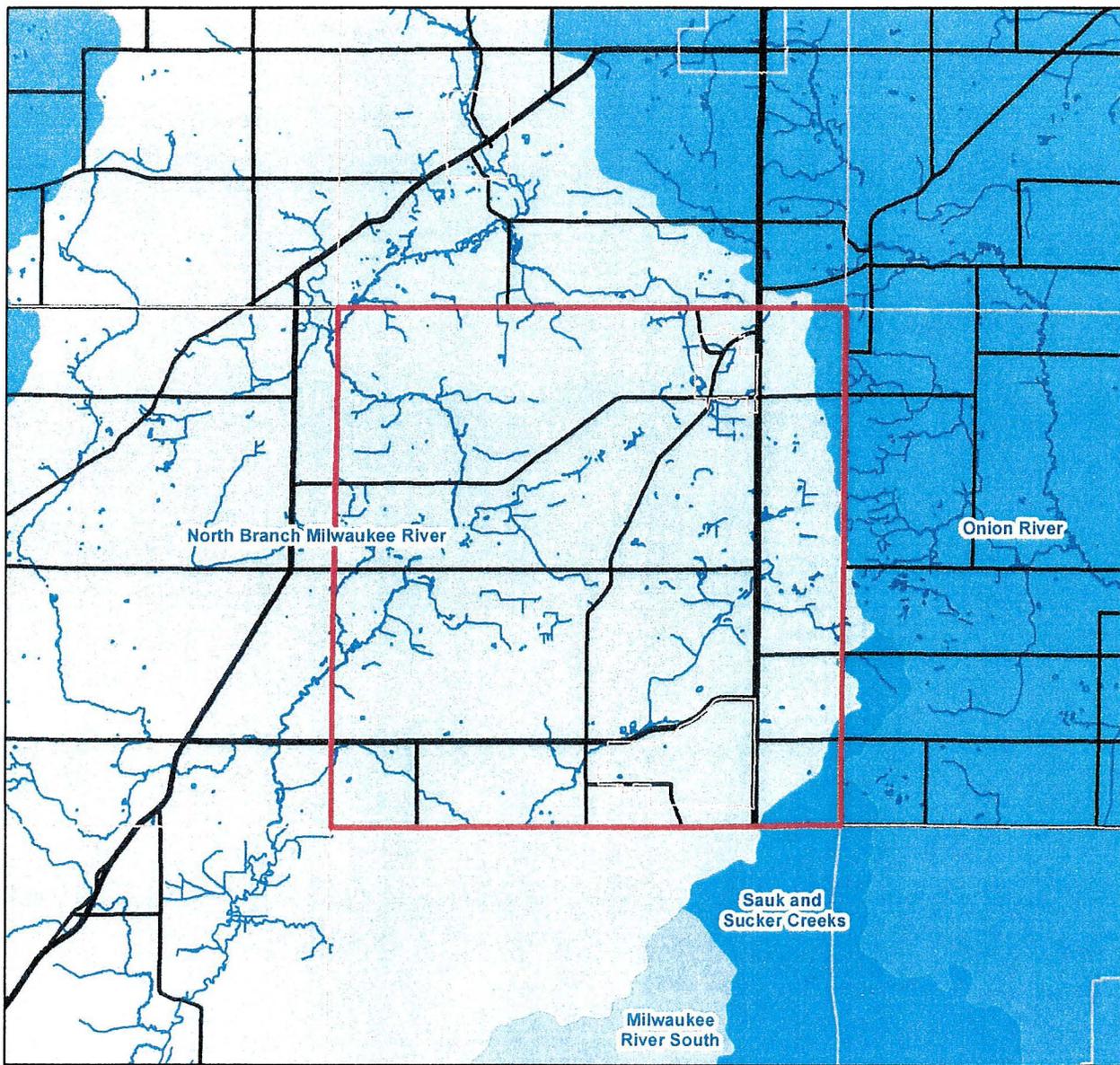
Priority Watersheds

Sheboygan County encompasses some of the most scenic and critical watersheds within Wisconsin. All the watersheds in Sheboygan County drain into the Lake Michigan Watershed either through major rivers or direct drainage to the lake. These watersheds have been classified as either Priority or Non-Priority watersheds for water quality purposes by the Wisconsin Department of Natural Resources. Figure 2.8 shows the watersheds in Sheboygan County.

One of the major components within a watershed is runoff, which is rainfall and snowmelt that “runs off” hillsides, parking lots, streets, and so forth into drainageways and storm sewers. Eventually, runoff finds its way into streams and lakes. Since runoff is capable of carrying sediment, toxins, and other materials, it is possible over time to harm a waterbody’s ecosystem if steps are not taken to limit or filter runoff. For example, rainfall running off a farm field, residential lawn, construction site, or parking lot may contain fertilizers, pesticides, silt, and automobile oil, respectively—all of which will impact a lake. Expensive dredging may eventually be necessary to remove accumulated sediment from runoff; chemical treatments may be needed to eradicate algae blooms; and so forth. Fortunately, there are many ways to help limit or clean up runoff before it gets to a waterbody. These include erosion control practices; using less pavement or porous pavement; using rain barrels to catch precipitation off roofs; planting rain gardens to catch runoff and encourage percolation into the ground; and planting open spaces with prairie or natural groundcovers rather than lawn grasses.

[Map: Figure 2.8 Watersheds]

Figure 2.8



Watersheds Town of Sherman Sheboygan County, WI

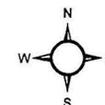
Legend

Watersheds

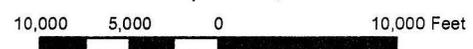
- East and West Branches Milwaukee River
- Milwaukee River South
- North Branch Milwaukee River
- Onion River
- Sauk and Sucker Creeks
- Town of Sherman

Roads

- State Hwy
- County Road
- Municipal Boundaries



1" equals 10,000'

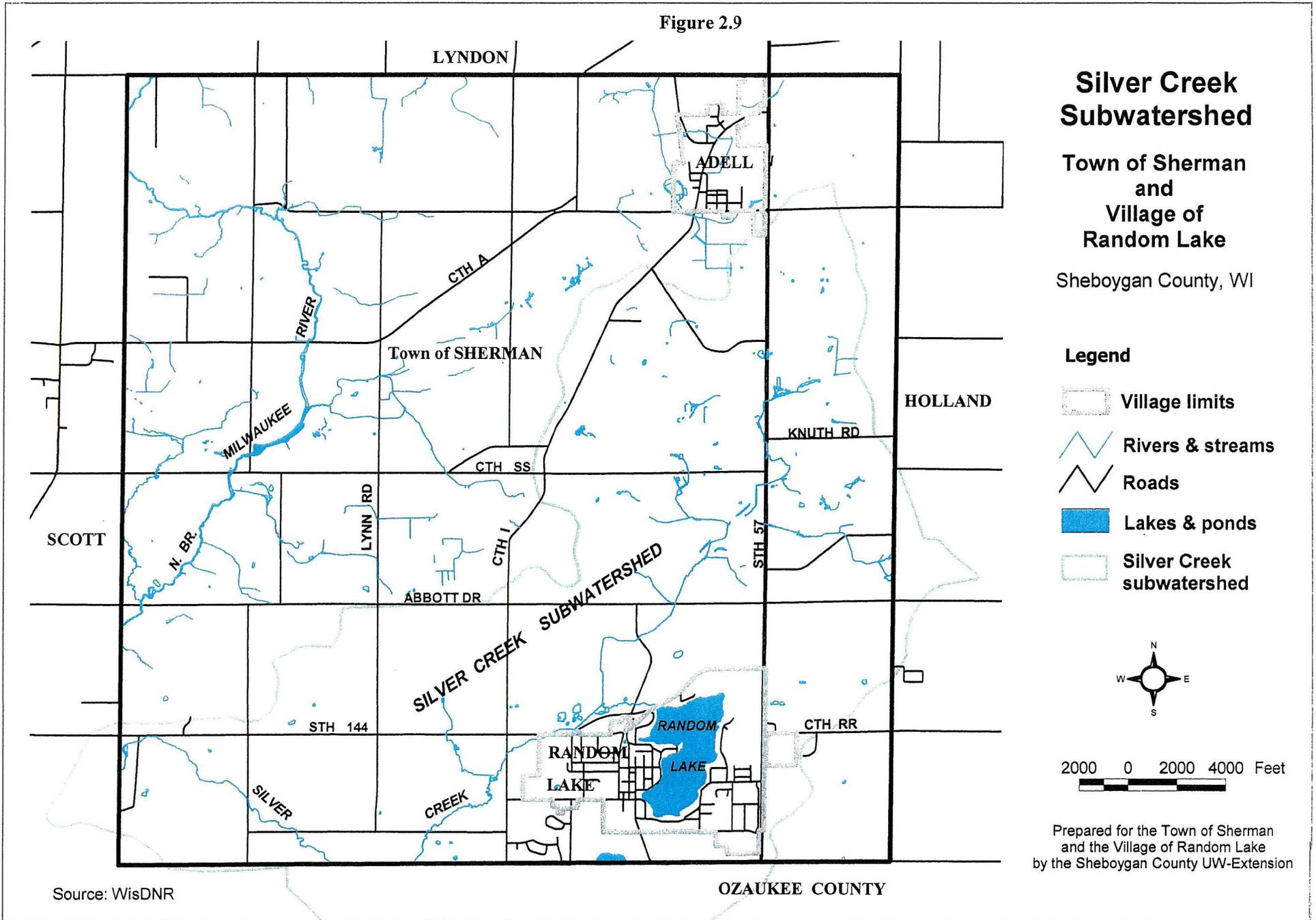


Source : WIDNR, Sheboygan County, Ozaukee County & Washington County

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

[Map: Figure 2.9 Silver Creek Subwatershed]

Figure 2.9



The Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program) was created in 1978 by the state legislature. This program selected priority watersheds based on numerous factors including, but not limited to: unique species, potential to respond positively to nonpoint source controls and sensitivity to phosphorus loading. The program has provided financial and technical assistance to landowners and local governments to reduce nonpoint source pollution. Four watersheds within Sheboygan County have been designated as Priority Watersheds through this program, including the North Branch Milwaukee River Priority Watershed (designated in 1984).

Silver Creek Subwatershed

Silver Creek is a 9,774 acre subwatershed within the North Branch Milwaukee River watershed (see Figure 2.9 for the extents of the Silver Creek subwatershed). Silver Creek originates in the Adell Swamp as an intermittent stream. The outlet of Random Lake and the Village of Random Lake municipal sewage treatment plant contribute to the flow of Silver Creek. According to “A Nonpoint Source Control Plan for the North Branch Milwaukee River Priority Watershed Project” (1989), an estimated 7.1 of the 9.3 miles of Silver Creek capable of supporting warmwater fish community are only partially achieving their potential biological uses. Siltation, poor quality instream habitat and bacterial contamination limit the biological potential of this stream. (See page 2-21 for more information on Silver Creek.)

The Random Lake waterbody is within the Silver Creek subwatershed. A substantial portion of the runoff from rainfall and snowmelt occurring within the Silver Creek basin eventually finds its way into the waters of Random Lake and discharges to Silver Creek. The lake is a drainage lake, having stream flow as its main water source from Spring Lake to the south. This means the lake is especially susceptible to polluted and/or sediment filled runoff from the lands surrounding it. This includes pesticide and fertilizer runoff from some farm fields in Sherman. One way to help protect a lake is by individual landowners planting or preserving natural vegetative buffers along streams that drain into the lake. Programs, such as the Conservation Reserve Enhancement Program (CREP), which have been used by landowners in the Town, and the Sheboygan County Vegetated Buffer Strip Program, which will likely become available in the Town in the future, provide financial incentives for enhancing water quality in streams through the planting of vegetative buffers.

Groundwater

Sheboygan County’s groundwater reserves are held in two principal aquifers: the eastern dolomite aquifer, and the sandstone and dolomite aquifer.

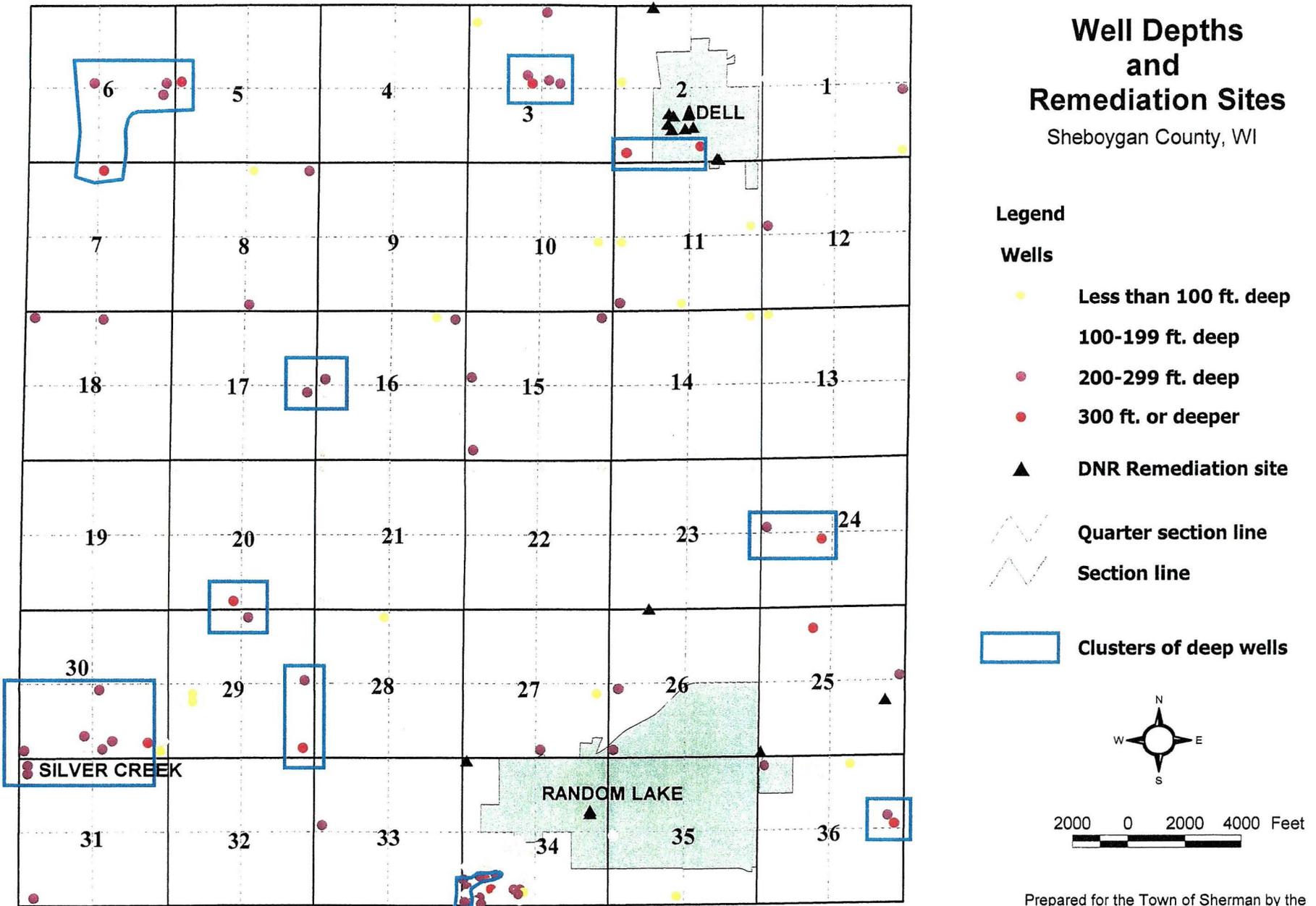
The Eastern Dolomite Aquifer occurs from Door County to the Wisconsin Illinois border. It consists of Niagara dolomite underlain by Maquoketa shale. In areas where fractured dolomite bedrock occurs at or near the land surface, the groundwater in shallow portions of the western dolomite aquifer can easily 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 local rain and snow seeping into the ground and migrating through the soil to groundwater, which then flows toward the well. This recharge area

[Map: Figure 2.10 Well Depths]

Figure 2.10



Source: Wisconsin DNR well construction reports filed since 1988

Prepared for the Town of Sherman by the Sheboygan County UW-Extension

typically extends no farther than one-quarter to one-half mile from the well itself. Since contaminants can also seep into the groundwater in this recharge area, many communities have 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 hazardous/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.

Wellhead protection also includes striving to limit the amount of paved and impervious surfaces in the recharge area, since rain and snow will run off these surfaces into drainageways and will not soak into the ground as intended.

According to well construction reports filed since 1988, residents in the Town of Sherman draw their water from wells at depths ranging from 54 feet to 380 feet. Deep wells sometimes indicate contamination, water scarcity, or other problems. Figure 2.10 shows remediation sites listed by WDNR and private well sites categorized by depth; potential problem areas are outlined. In several instances the deeper well depths are simply due to well sites on top of hills and ridges. The overall average depth for new wells drilled since 1988 in the Town has been 178 feet. Drilling depths have been increasing over time. For the period 1990-1995, average depths were 171 feet; for the period 1997-2003, average depths were 188 feet.

According to DNR data, there are eight non-municipal high-capacity wells located in or near the planning area (Sections 10 and 13, Town of Scott; Sections 1 and 11, Town of Fredonia; and Section 2, Town of Sherman). Prior DNR approval is necessary for the construction, reconstruction, or operation of a high capacity well system, school well or wastewater treatment plant well. Prior approval is also necessary before a high capacity well or well system can be operated after a change of ownership. Section NR 812.07(53), Wisconsin Administrative Code, defines a high capacity well system as one or more wells, drillholes or mine shafts used or to be used to withdraw water for any purpose on one property, if the total pumping or flowing capacity of all wells, drillholes or mine shafts on one property is 70 or more gallons per minute based on the pump curve at the lowest system pressure setting, or based on the flow rate.

Lakes and Ponds

There is one lake, **Spring Lake**, partially within the Town of Sherman, located in the SE ¼ of Section 34. This mostly undeveloped landlocked lake is relatively small at 57 acres and has a mean depth of seven feet, with a maximum depth of 22 feet. Despite its name, Spring Lake is classified as a seepage lake, which is defined as a water body with its water level maintained by the groundwater table and basin seal. As such, its water level tends to be somewhat more stable and typical problems associated with runoff are less common. The lake is mostly undeveloped, with shoreline consisting of wooded wetlands. Since the shoreline is primarily landlocked by several private landowners, public access along the shore is not available, but boat access is provided for a fee along the west shore of the lake. The limited fish survey information on the lake suggests that largemouth bass and northern pike are the only gamefish found in the lake. Other species found in the surveys include bluegill, yellow perch, pumpkinseed, green sunfish, white sucker, and bluntnose minnow. Carp are present but do not cause serious management problems. Water quality is generally good and the water is very clear. The marl and sand bottom supports generally sparse, but well-balanced, aquatic

plant populations in most shallow areas of the lake. The lake outlets to Random Lake in the southeast corner, near the railroad tracks.

Rivers and Streams

Approximately 13 miles of the **North Branch of the Milwaukee River** traverse the Town of Sherman. This river begins in the Nichols Creek State Wildlife Area in Sheboygan County and runs in a southerly direction for 28 miles to its junction with the Milwaukee River in Ozaukee County. The upper four miles of the river were formerly officially known as Nichols Creek. The stretch that runs through the Nichols Creek State Wildlife Area is designated as an Outstanding Resource Water in Wisconsin Administrative Code NR 102. Outstanding resource waters are those that are of such outstanding quality that discharges from municipal and industrial wastewater treatment plants must be of the same or better quality as the receiving water. This designation is based on the quality of the fisheries, protection of recreational uses, water quality and pollution sources. Only about 2% of the surface waters in the state are designated as outstanding or exceptional resource waters.

A dam in the Village of Cascade creates a barrier to fish migration and slows the flow of water, allowing it to warm. As a result, the river reach below the dam cannot support trout. Dams also allow for depositing large amounts of sediment, and collecting nutrients leading to nuisance algae and plant blooms. The remainder of the North Branch Milwaukee River south of the trout stream portion is capable of supporting a diverse warmwater sport fishery. Other fish species found in the North Branch include blacknose dace, hornyhead chub, creek chub, bluntnose minnow, southern redbelly dace, mottled sculpin, white sucker, brown trout, greater redhorse, black bullhead, common shiner, spotfin shiner, northern pike, golden redhorse, rock bass, green sunfish, pumpkinseed, bluegill, johnny darter, yellow perch, spotfin shiner, sand shiner, common carp, and logperch.

Agriculture is the major land use along the North Branch with some urban/residential. Many areas along the North Branch exhibit high quality streamside corridor and aquatic habitat interspersed with agricultural uses up to the streambanks, especially in the mid to lower reaches of the North Branch system. Water quality in the North Branch Milwaukee River is considered fair to good. The Nichols Creek portion exhibits the best habitat and water quality in the North Branch. As the river flows downstream, the effects of nonpoint sources of pollution become more apparent. The Cascade and Gooseville dams also contribute to degraded water quality by slowing the flow of the river. Instead, the water warms, and sediment and nutrients build up, leading to degraded water quality. Carp are abundant in these areas and contribute to turbidity problems in certain stretches by rooting up vegetation, and thereby stirring up the collected sediments. Carp are not a problem in the areas with high quality habitat and stable water temperatures where more sensitive species can successfully compete.

The North Branch Milwaukee River has many areas of high-quality terrestrial and aquatic habitat. Protecting these areas, including wetlands, while developing buffers to connect the high-quality habitats and reduce the effects of nonpoint source pollution will help the North Branch to be even better than it is today.

Silver Creek originates in the Adell swamp and flows in a generally southwesterly direction for 10 miles to its confluence with the North Branch Milwaukee River. Land uses adjacent to Silver Creek range from urban (Village of Random Lake) to rural (agriculture, wetlands, grasslands and woodlands). Along the length of the creek, farm fields up to the stream edge are interspersed with wooded areas of varying widths and lengths. Water quality problems documented in Silver Creek include sedimentation, high bacteria during summer months, and lack of high-quality in-stream cover.

Nonpoint sources of pollution to Silver Creek include runoff from livestock operations, upland erosion, streambank erosion, and urban runoff.

Fish species documented in Silver Creek include blacknose dace, northern pike, creek chub, Iowa darter, johnny darter, white sucker, common shiner, central mudminnow, black crappie, bluegill, black bullhead, and fathead minnow. Wildlife habitat is very good along intermittent stretches of the creek. Connecting the wooded areas along the creek with vegetated buffers will improve wildlife habitat and filter runoff from adjacent land uses. In addition to providing needed filtering of nonpoint pollution sources and shading of the creek, a contiguous buffer will provide needed nesting cover and migration routes for wildlife species, and contribute woody debris to the creek, thereby enhancing habitat for aquatic life.

This stream is classified as an Exceptional Resource Waters under NR102.10 and NR 102.11. Exceptional Resource Waters have excellent water quality and valued fisheries but already receive wastewater discharges or may receive future discharges necessary to correct environmental or public health problems. In 1989, “A Nonpoint Source Control Plan for the North Branch Milwaukee River Priority Watershed Project” identified several nonpoint pollution source controls needed to enhance the water quality of Silver Creek and to improve its ability to support a warmwater sport fishery. They are:

- 1) Reduce the amount of phosphorus and bacteria in Silver Creek by reducing contributions from barnyards and critical areas winter spread with livestock waste by 50%.
- 2) Reduce the amount of sediment and associated turbidity (cloudiness) in Silver Creek by reducing sediment delivery from eroding cropland by 40%.
- 3) Restrict livestock access to Silver Creek to improve aquatic habitat.
- 4) Reduce the amount of pollutants entering Silver Creek via urban runoff.

Since this report is now over 15 years old, some progress may have been made in addressing these issues. A new study by WDNR would be helpful in determining what kind of policies might need to be implemented.

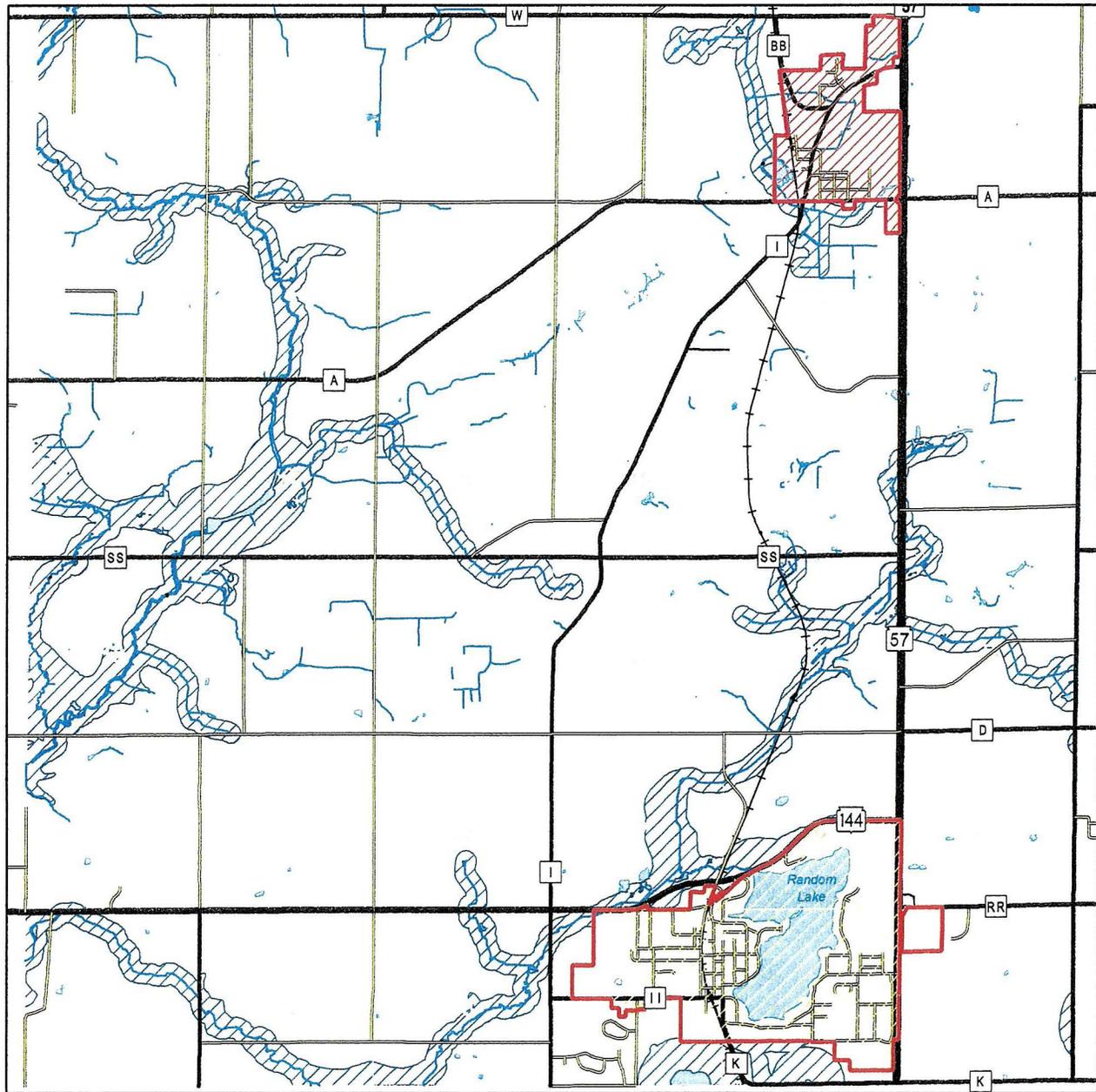
Batavia Creek is a 1.5-mile-long tributary to the North Branch Milwaukee River located primarily in Section 19 of the Town of Sherman. The creek and its three tributaries have been extensively ditched for agricultural purposes. Very little stream-side buffer is located along the creek and its tributaries. Channelization, runoff and lack of buffer contribute to the degraded conditions in Batavia Creek. Portions of the creek have thick silt deposits overlying gravel and rubble.

The creek supports a variety of mostly tolerant fish species including central mudminnow, creek chub, white sucker, bluntnose minnow, brook stickleback and blacknose dace. Extensive ditching, sedimentation and poor habitat are factors limiting fisheries potential. Establishing a riparian buffer throughout the creek’s length with a variety of cover types will reduce these impacts and enhance Batavia Creek’s resources by reducing soil erosion, filtering nutrients and bacteria, and providing stream shading.

Gooseville Creek (a/k/a Lynn Creek) flows through Sections 9, 10, 16, 17, 21 and 22, and is identified by WDNR as a Class 1 Trout Stream. Class 1 Trout streams “. . . are high quality trout waters, have sufficient natural reproduction to sustain populations of wild trout at or near capacity. Consequently, streams in this category require no stocking of hatchery trout.” (WDNR PUB-FH-806 2002 page 80.) Gooseville Creek and its north branch are Class I streams and the south branch is a Class II stream (not quite as good as Class I because it may need stocking).

[Map: Figure 2.11 Sheboygan County Shoreland-Floodplain Zone]

Figure 2.11



**Sheboygan County
Shoreland Jurisdiction
Town of Sherman**
Sheboygan County, WI

Legend

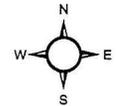
- Areas of County Jurisdiction
- Village of Adell
- Village of Random Lake

Roads

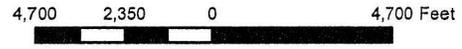
- State Hwy
- County Road
- Local Road
- Private Road

Planimetric

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



1" equals 4,700'



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

Source : 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. Under the *Sheboygan County Shoreland-Floodplain Ordinance*, development in shoreland areas outside a 75-foot setback is generally permitted, but specific design techniques must be considered.

Development in these areas is strictly regulated and in some instances, may not be permitted. For planning and regulatory purposes, the shoreland zone is normally defined as lands within the following distances from the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond, or flowage, or, where approved, to the outer perimeter of contiguous mapped wetlands, whichever distance is greater; and, 300 feet from a river or stream, or to the landward side of the floodplain, or, where approved, to the outer perimeter of contiguous mapped wetlands, whichever distance is greater.

Figure 2.11 shows the County shoreland zoning jurisdiction within the Town of Sherman.

Floodplains

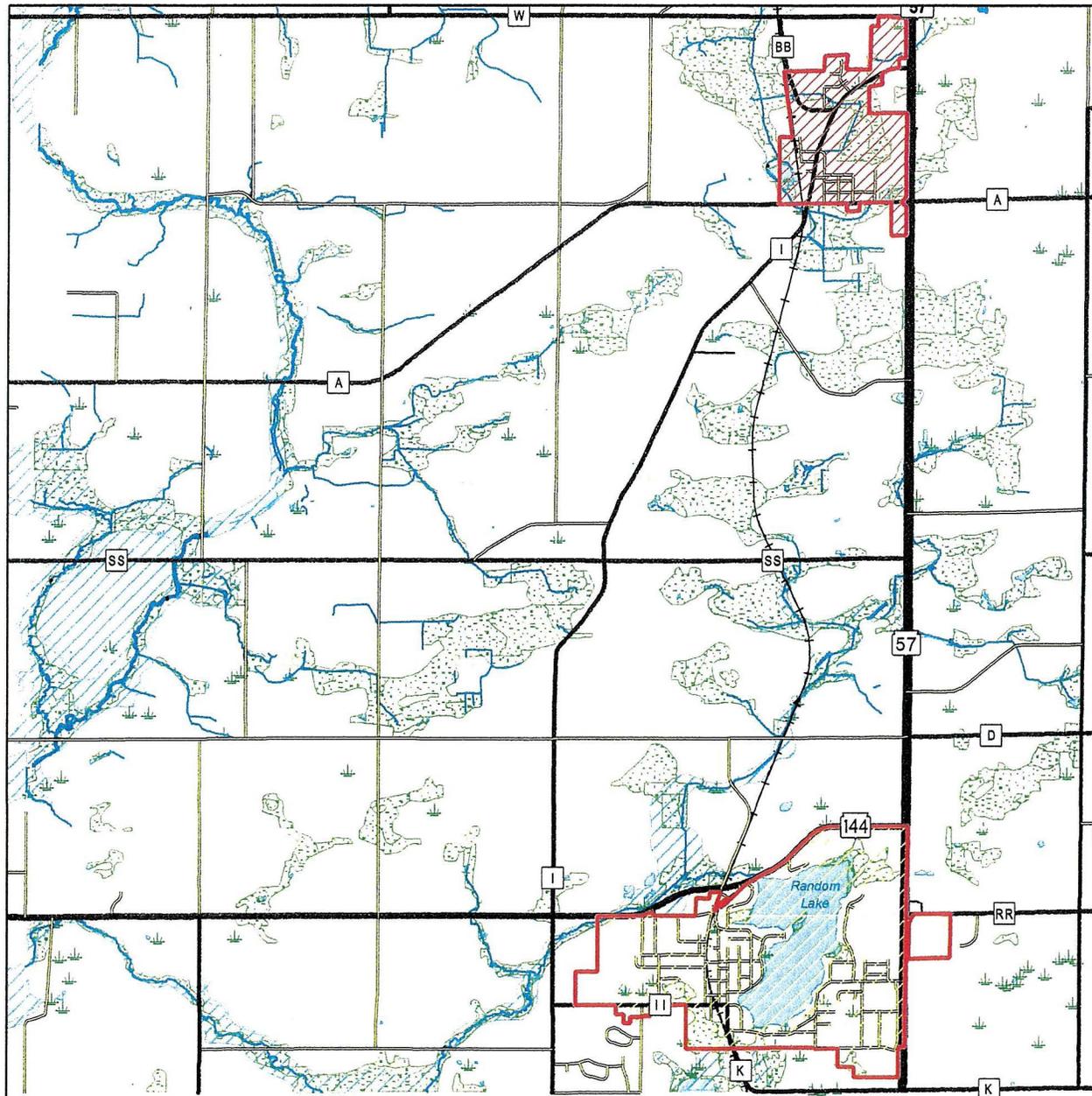
Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention, groundwater recharge, and habitat for various kinds of wildlife unique to the water. For planning and regulatory purposes, the floodplain is normally defined as those areas, 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. Because of this chance of flooding, residential, commercial and similar development in the floodplain should not be allowed, and instead park and open space in these areas should be encouraged.

Development permitted to take place in flood-prone areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, building in a floodplain 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 communities have special ordinances for remodeling and expanding buildings already within the floodplain. New expansions may have to be compliant to the rules of floodplain construction.

Figure 2.12 shows the floodplain areas as mapped by the Federal Emergency Management Agency (FEMA). The original paper copy maps produced by FEMA were re-created in digital format for mapping purposes. An on-site review of the floodplain elevation is necessary to determine the most accurate location of the floodplain boundary.

[Map: Figure 2.12 Floodplain & Wetlands]

Figure 2.12



Wetlands & Floodplain Town of Sherman Sheboygan County, WI

Legend

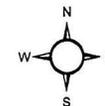
- DNR Wetlands < 2 Ac
- DNR Wetlands
- Approximate 100 Year Floodplain
- Village of Adell
- Village of Random Lake

Roads

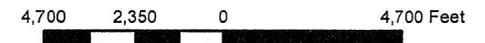
- State Hwy
- County Road
- Local Road
- Private Road

Planimetric

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



1" equals 4,700'



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. There are about 3,500 acres of wetlands in the Town of Sherman (about 15% of the total land area), many of them located near Adell or in the central part of the Town. Figure 2.12 shows wetlands in the Town of Sherman as mapped on the Wisconsin Wetland Inventory.

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 destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. They also provide valuable 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.

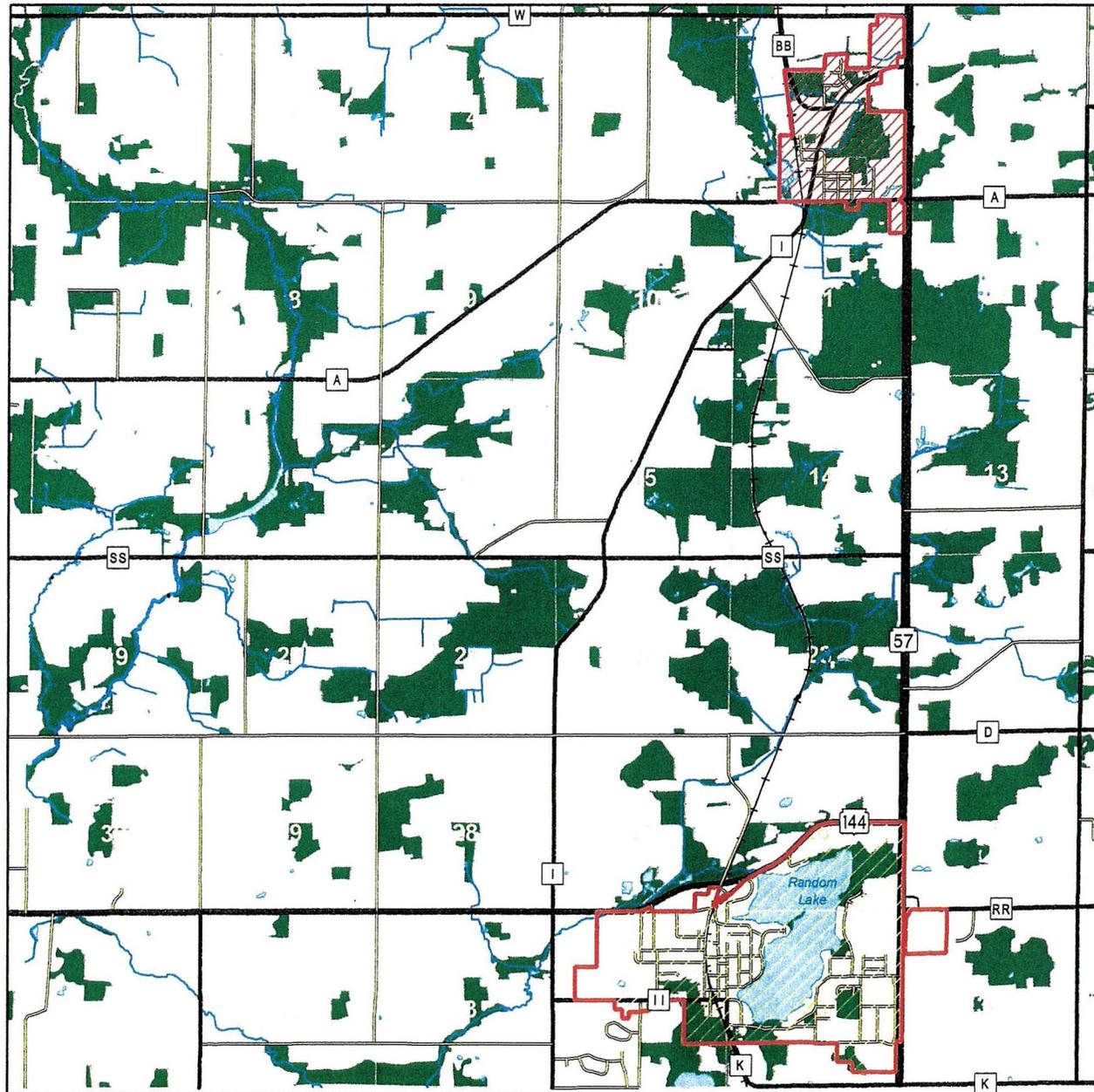
Woodlands

Woodlands throughout Sheboygan County are comprised primarily of sugar maple, yellow birch, American beach, basswood, red oak, red pine, hemlock, silver maple, paper birch, aspen, white cedar, and small stands of the northern hardwood species. Also seen in the County are balsam firs, white spruce, black spruce, and tamarack. These woodlands provide an aesthetic and natural purpose, providing habitat to many animals. In the Town of Sherman, about 6,000 acres are woodlands (about one-quarter of the land area of the Town). Major woodland areas include the North Branch Milwaukee River corridor, lands west and south of Adell, and lands in Sections 21 and 23. Figure 2.13 shows areas of woodlands in the Town.

The Managed Forest Law (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.

[Map: Figure 2.13 Woodlands]

Figure 2.13



Woodlands
Town of Sherman
 Sheboygan County, WI

Legend

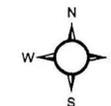
-  Woodlands
-  Village of Adell
-  Village of Random Lake

Roads

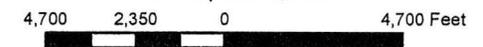
-  State Hwy
-  County Road
-  Local Road
-  Private Road

Planimetric

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



1" equals 4,700'



Metallic and Non-Metallic Mining Resources

Currently there is no metallic mining occurring in the Town of Sherman or anywhere in Sheboygan County. Mineral resources in the Town are non-metallic in nature and include sand and gravel. Sand and gravel resources are often referred to as “pits.” (The term “quarry” is most appropriate for limestone, because such operations require controlled blasting to remove material.) The most familiar uses for sand and gravel resources are road building and maintenance. The materials are also used in the construction of residential, commercial and public buildings, bridges, sewer and septic systems, and in erosion control measures.

Figure 2.14 shows the potential gravel source areas in the Town of Sherman, the currently active mining sites, and older, inactive sites, though the site shown in Section 20 is no longer active. There are extensive potential gravel source areas in the Town of Sherman, especially in the western and southern halves of the Town. The vast majority of these areas are zoned A-1, which provides protection from development unless a zoning change to a residential class is approved. There is one active mining site in Section 25, zoned M-3.

Sand, gravel, and crushed stone are nonrenewable resources. As the region undergoes further growth and development, there will be greater demands for these resources. According to the Wisconsin Geological Survey, one new home and its proportional share of the associated schools, libraries, shopping centers, recreational facilities, etc. requires over 325 tons of aggregate. Approximately 20,000 tons are used per lane-mile for an interstate highway. There is a continuous, substantial need for aggregate resources to support the infrastructure that people rely on every day. As a rule of thumb, one acre mined to a depth of one-foot potential produces 2,000 tons of aggregate. Therefore, 100 acres mined to a depth of 100 feet could produce 20 million tons of aggregate, enough for 60,000 homes or 250 miles of four-lane interstate highway. However, it would take many years of mining to extract this 20-million-ton yield.

Even though sand, gravel, and crushed stone are common, 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.

Sand, gravel, and crushed stone have low “intrinsic value,” but high “place value.” Intrinsic value refers to cash value of a given unit (weight or volume) of the product, while place value refers to the cost of transporting a given unit of the product. Construction costs increase significantly as the distance from the source of sand, gravel, and crushed stone increases, to the point that transportation costs may exceed production costs. Importing this resource from even 50 miles away can triple the cost, therefore it is important to identify potential local resource sites and protect them from residential or commercial development before they can be mined.

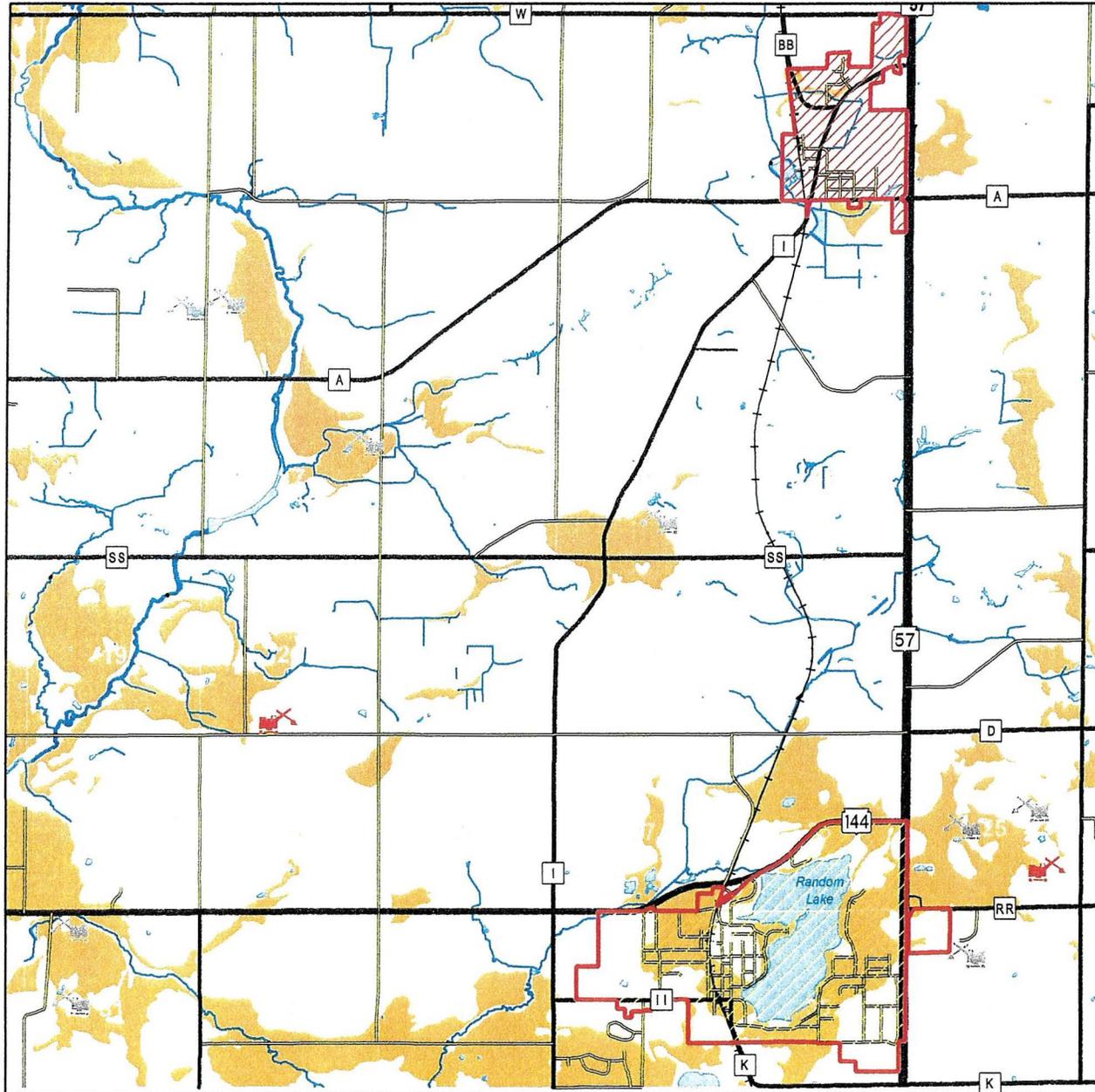
The Town of Sherman currently has a mineral extraction district which is intended to provide for and regulate future gravel and other mineral extraction sites. These areas are completely fenced in and require a conditional use permit. Conditional uses in mineral extraction operations include washing, crushing or other processing.

While mining has economic value to multi-regional areas, it also has the ability to degrade natural resources. Any new mines need to have a permit granted by the WDNR, which includes a

[Map: Figure 2.14 Potential Gravel Sources]

Figure 2.14

Non-Metallic Mining Sites & Potential Gravel Sources Town of Sherman Sheboygan County, WI

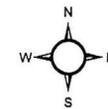


Legend

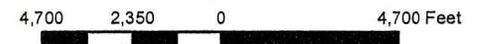
- Probable
- Improbable - Probable
- Improbable
- Active Gravel or Sand Pit
- Inactive Gravel or Sand Pit
- Village of Adell
- Village of Random Lake

Roads

- State Hwy
- County Road
- Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Lakes



1" equals 4,700'



reclamation plan. Wisconsin State Administrative Code NR135 gave this authority to the counties. Sheboygan County has enacted a non-metallic mining program; however, any town or municipality may develop and administer their own 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.

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 plants and animal communities and allows for the desired post-mining land use.”

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 part of the planning process for making planning and zoning decisions at the local level.

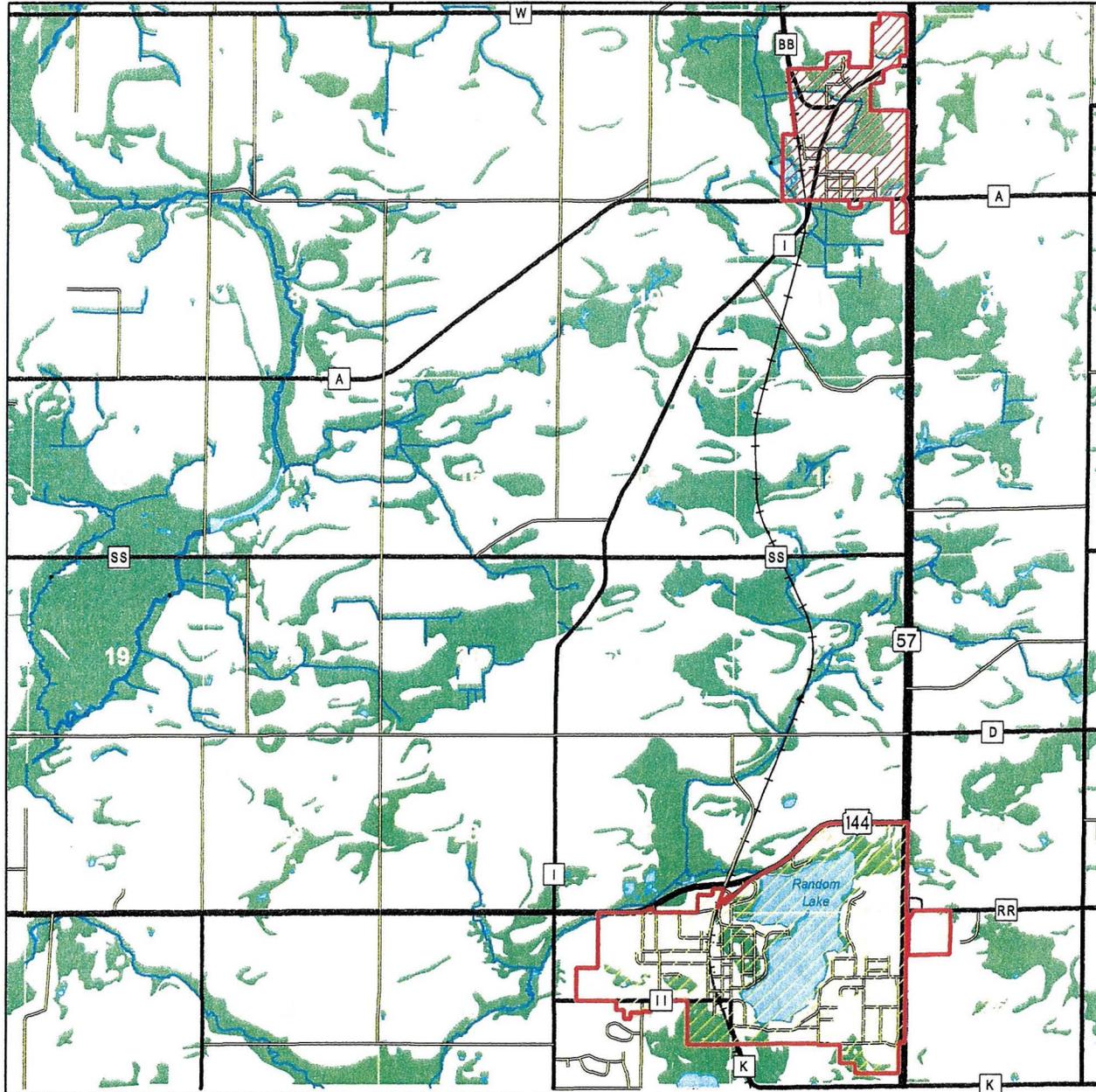
Section 3.10 of the Town of Sherman Zoning Ordinance has been established specifically for conservancy of these resources. The district preserves lakes, streams, wetlands and floodplains. The goal of this district is to improve water quality, minimize potential property damage by flooding, protect wildlife habitat, and provide recreational opportunities.

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 in identifying areas that have the greatest need for protection. These corridors were delineated using of the Commission’s Geographic Information System (GIS) to overlay a variety of features. Figure 2.15 shows these environmental corridors.

[Map: Figure 2.15 Environmental Corridors]

Figure 2.15



Environmental Corridors
Town of Sherman
 Sheboygan County, WI

Legend

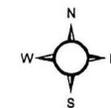
- Environmental Corridors
- Village of Adell
- Village of Random Lake

Roads

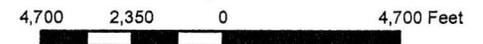
- State Hwy
- County Road
- Local Road
- Private Road

Planimetric

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



1" equals 4,700'



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

Air Quality Issues

The U.S. Environment Protection Agency (EPA) uses six “criteria pollutants” as indicators of air quality: ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, particulate matter and lead. For each of these, the EPA has established “primary” standards to protect public health, and “secondary” standards to protect other aspects of public welfare, such as preventing materials damage, preventing crop and vegetation damage, or assuring visibility. These standards are called the National Ambient Air Quality Standards (NAAQS). Areas of the country where air pollution levels persistently exceed these standards may be designated “non-attainment.”

Sheboygan County is considered a non-attainment area for the “8 hour” ozone standard (NAAQS). Sheboygan County was in attainment of the “1 hour” ozone standard, but the new standard has gone into effect. The Governor of the State of Wisconsin recommended non-attainment designation for Sheboygan County under the 8-hour standard in 2003 and the US Environmental Protection Agency designated Sheboygan County as non-attainment on April 15, 2004, with an effective date of June 15, 2004.

Wildlife Habitat

Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. Major wildlife species using local habitats either within the Town of Sherman may include songbirds, white-tailed deer, squirrels, and small mammals. Several species of geese and ducks inhabit the open water areas in the Town. Some of the old fields, agricultural land, and wetlands provide habitat for turkeys, pheasants, raccoon, skunk, muskrats, red fox, badgers, coyotes, and mink.

Sheboygan County lies within an important migratory corridor for songbirds, shorebirds, waterfowl, and raptors. These birds, possibly including some threatened or endangered species, use wooded and wetland areas for food and shelter during migration.

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. Page 40 of the *Sheboygan County Natural Areas and Critical Resources Plan (2004)* lists the known rare species and natural communities within the County as recorded in the Wisconsin Natural Heritage Inventory.

Four species of plants identified in the North Branch Milwaukee River Wildlife and Farming Heritage Area are listed as of special concern in Wisconsin. They are the cuckoo flower, small yellow lady’s-slipper, American gromwell, and Christmas fern. Six species of fish listed as state-threatened or special concern are found in the waters within the study area. Little is known about the invertebrates in the area, although the aquatic invertebrates are assumed to be diverse and plentiful because the rivers harbor many rare fish, which indicates a diverse aquatic community. Endangered, threatened, and special concern reptile, amphibian, bird, mammal, and fish species known to occur in the study area are listed in Appendices B - E of the *North Branch Milwaukee River Wildlife and Farming Heritage Area* report available from WDNR.

Parks and Open Spaces

Parks are discussed in Chapter 6 - Utilities & Community Facilities. As of 2002, approximately 97 percent of the land (about 21,000 acres) within the current Town borders could be described as undeveloped “open space,” characterized primarily by a mixture of farmland, woodlands, and wetlands. The majority of land in towns surrounding Sherman is also “open,” characterized by this same mix. According to data from Bay-Lake Regional Planning Commission in 2002, the Town of Lyndon directly to the north, for example, was approximately 96% “open space.” For comparison’s sake, in 2004 the Town of Richfield, directly north of Waukesha County, was approximately 64% “open space.”

See Figure 2.16 for locations of parks and publicly owned lands within the Town.

Scientific and Natural Areas

As of the date of this planning process, areas within the Town of Sherman 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 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.

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 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.

The North Branch Milwaukee River Wildlife and Farming Heritage Area includes portions of Sheboygan, Ozaukee, and Washington Counties and encompasses a total of 19,487 acres of land. A portion of southwestern Town of Sherman (approximately 1,800 acres) is included in the Heritage Area (see Figure 2.17). The project area includes river and stream corridors, large wetland complexes, three lakes, and rural/agricultural lands and is one of the largest blocks of open space remaining in southeastern Wisconsin where agriculture is the dominant land use. The purpose of the project is to:

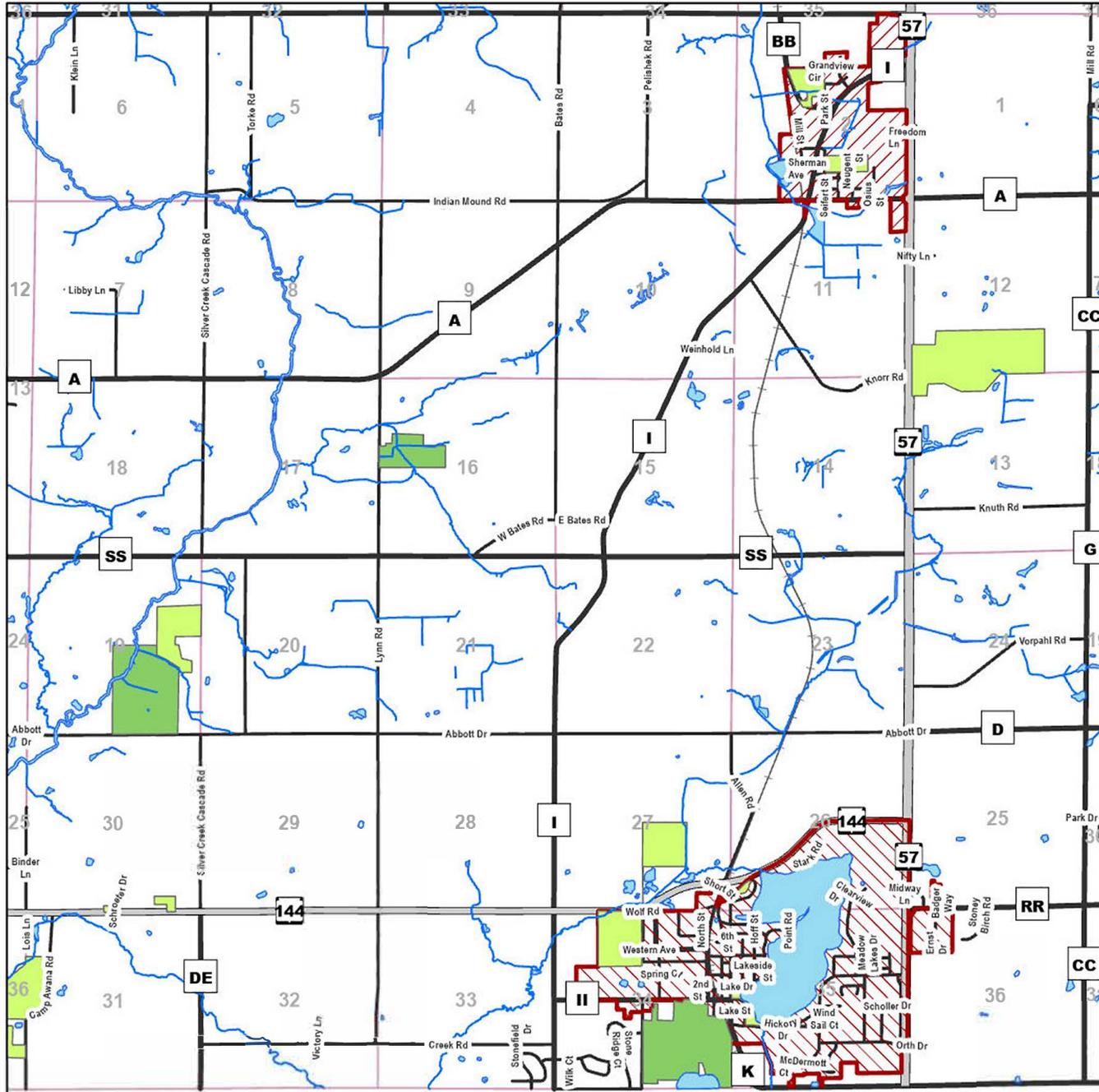
- Maintain the rural character of the area.
- Maintain and enhance existing natural resources.
- Restore plant communities and wetlands to improve wildlife habitat and water quality.
- Provide nature-based outdoor recreation and education opportunities.

In an effort to achieve the goal of agricultural land preservation, the Wisconsin Department of Natural Resources is committed to working with local farmers and landowners to participate in Purchase of Development Rights (PDR) projects within the boundary area. Purchase of Development rights programs pay landowners the difference between the market price and the use price (e.g., agricultural use value). In return, the landowner relinquishes his/her right to develop their land.

[Map: Figure 2.16 Publicly Owned Lands]

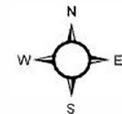
Figure 2.16

**Publicly Owned Lands
Town of Sherman
Sheboygan County, WI**



Legend

- Publicly Owned Lands
- DNR Easement on Private Lands
- State Highway
- County Road
- Local Roads
- + Railroad
- Waterbodies
- Rivers and Streams
- Adell
- Random Lake



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

[Map: Figure 2.17 North Branch Milwaukee River Wildlife and Farming Heritage Area]

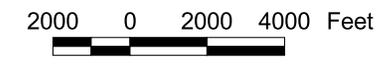
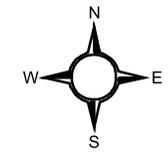
Figure 2.17

North Branch Milwaukee River Wildlife and Farming Heritage Area

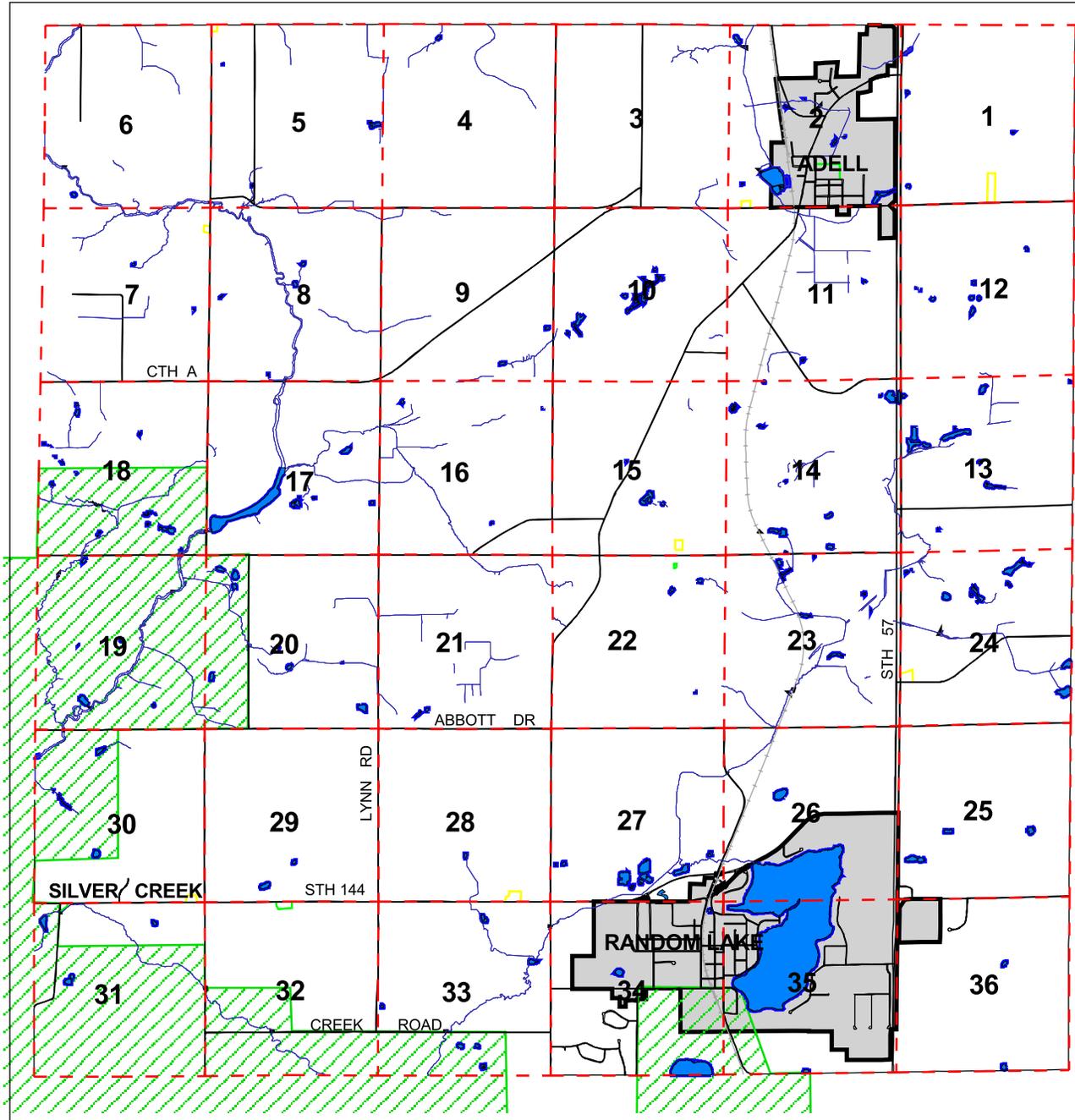
Town of Sherman
Sheboygan County, WI

Legend

-  Heritage Area
-  Section lines
-  Lakes, ponds
-  Village limits
-  Rivers and streams



Prepared for the Town of Sherman
by the Sheboygan County UW-Extension



Source: WisDNR

Historic and Archeological 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 Pottawatomi, 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. Figure 2.18 lists historic sites and Figure 2.19 lists archeological sites in the Town of Sherman.

Figure 2.18 Architecture and History Inventory		
Ahi #	Location	Historic Name
16586	CTH A, 0.3 miles east of STH 57	St. Patrick’s Roman Catholic Church
16695	Silver Creek – Cascade Road	Gooseville Mill / Grist Mill
17501	CTH A, 0.4 miles west of STH 57	Garett Doyle Farm
74995	N371 STH 57	Joachim Schultz Farmstead
74999	N851 STH 57	August Utech House and Barn
76099	N577 STH 57	Ed and Lillian May House and Barn
76101	W4928 STH 144	Schrantz Barn and Machine Shed
76105	N1793 STH 57	Martin Scholz Service Station
76106	N1995 STH 57	Phil Donovan House and Barn
76108	N2265 STH 57	J. Cantwell House

Source: Architecture and History Inventory, Wisconsin State Historical Society. (Not necessarily a comprehensive list of all old buildings and structures.)

Figure 2.19 - Archaeological Sites			
Site # / Burial Code	Site Name / Type	Cultural Study Unit	Section #
SB-0274	SHEBOYGAN COUNTY (?) HISTORICAL MARKER 1. Campsite/village	1. Historic Indian	5
SB-0065	HAAG 1. Campsite/village	1. Unknown Prehistoric	8
SB-0190	GOETSCH 1. Campsite/village	1. Unknown Prehistoric	23
BSB-0001	PILGRIM REST CEMETERY 1. Cemetery/burial	1. Historic Euro-American	7

BSB-0003	ST. PAUL EVANGELICAL LUTHERAN CHURCH CEMETERY 1. Cemetery/burial	1. Historic Euro-American	30
BSB-0004	Unnamed Cemetery 1. Cemetery/burial	1. Historic Euro-American	30
BSB-0015	SHERMAN UNION CEMETERY 1. Cemetery/burial	1. Historic Euro-American	5
BSB-0081	ST. PATRICK CATHOLIC CEMETERY 1. Cemetery/burial	1. Historic Euro-American	1
BSB-0083	OUR LADY OF THE LAKES CATHOLIC CEMETERY 1. Cemetery/burial	1. Historic Euro-American	28
BSB-0084	ST. PAUL'S LUTHERAN CEMETERY 1. Cemetery/burial	1. Historic Euro-American	24
BSB-0085	ST. JOHN'S EVANGELICAL LUTHERAN CEMETERY 1. Cemetery/burial		15
SB-0283	BABS I 1. Isolated finds	1. Middle Archaic	18
SB-0284	BABS II 1. Isolated finds	1. Late Woodland	17
BSB-0180	Unnamed Burial Site 1. Cemetery/burial	1. Historic Euro-American	17
BSB-0187	Unnamed Cemetery 1. Cemetery/burial	1. Historic Euro-American	33
SB-0373	GOETSCH 1. Lithic scatter	1. Early Woodland 2. Late Woodland	27

Source: Sheboygan County Natural Areas and Critical Resources Plan

Other historic features include the bridge over the North Branch Milwaukee River on Cascade Road, built in 1921; and the bridge over Silver Creek on Creek Road, built in 1919.

Cultural Resources

Libraries

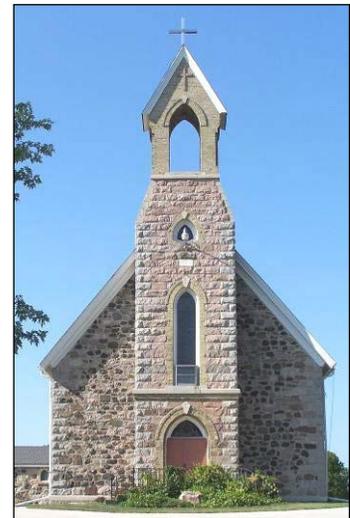
- 🕒 Lakeview Community Library, 112 Butler Street, Random Lake. This library serves the Village of Random Lake, Town of Scott, Town of Sherman, and Village of Adell.

Community Organizations

- 🕒 Adell Sportsman's Club
- 🕒 Sherman Workers 4-H Club

Events

- 🕒 Silver Creek Fireman's Chicken Barbeque and St. Patrick's Day Dance



St. Patrick's Catholic Church

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. The Town of Sherman implemented a comprehensive sign ordinance in 2004.

Public Landscaping

Parks, medians, and areas around public buildings often contain landscaping that can set a particular tone for a community. Because the Town is predominately agricultural and spread out, without any sort of town center, there is no public landscaping within the Town of Sherman.

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 Sherman does not currently have any special districts.

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. Some of the prominent features within the Town of Sherman are:

- Gooseville Mill
- Silver Creek
- The old Town Hall



Gooseville Mill
Photo Source: Wisconsin
Historical Society

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. CTH A and CTH I are entryways that might warrant discussion in the future.



RESOURCES 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) Farmland and open space/green space are very important in the Town of Sherman.

Over 70% of the participants in the Town of Sherman Citizen Input Survey agreed that farmland and open space/green space was important to the Town and should be protected. These lands help create the Town’s rural character and also provide outdoor recreation, vegetative buffers, flood and stormwater management, habitat preservation, air and surface water quality improvement, aesthetics and community focal points.

- a) *Policy/program:* Consider using a checklist to help analyze land parcels for potential zoning changes out of Farmland Preservation Zoning (FPZ). Criteria for land analysis might include the County’s Land Assessment and Site Evaluation (LESA) score; the recent use of the parcel and adjacent parcels; and the presence of natural buffers. (See Appendix 2A for a sample checklist.)
- b) *Policy/program:* Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town, except in growth areas designated on the 20-Year Land Use Map.
- c) *Policy/program:* Help landowners become aware of programs such as the voluntary purchase of development rights program available through the North Branch Milwaukee River Wildlife and Farming Heritage Area program, as well as the options for conservation easements offered by Glacial Lakes Conservancy.
- d) *Policy/program:* Help landowners become aware of the Managed Forest Law as a tax incentive for keeping land as woodlands.
- e) *Policy/program:* Consider implementing innovative land preservation tools such as the Bonus Lot Preservation Plan; an overlay/density credit; and the Land Investment Program (see Appendix 2B for summaries of these programs).
- f) *Policy/program:* Consider clustering and conservation designs for future residential developments in order to preserve open space and natural areas.

2) Protection of farming activities is necessary within the Town of Sherman.

The Town of Sherman benefits from a vibrant agricultural sector and an open farm landscape. Farm products and the processing of farm products can still be a significant local source of income and employment. In addition, residents in the Town of Sherman view farming as an important occupation that embodies many fundamental American values. When Town residents were asked on the Citizen Input Survey whether a farmer’s “right to farm” was important to them—even if they would be bothered by occasional noise, dust, odors, etc.—it over 94% of residents agreed.

- a) *Policy/program:* Create awareness of the intensity and importance of agriculture through a variety of methods that may include special “AG District” signage; road restrictions; lower speed limits; a town board “buyer/seller beware” conflict policy; and a “buyer beware” statement on Certified Survey Maps protecting the right to farm in the Town of Sherman.
- b) *Policy/program:* Develop and distribute, either directly or through area realtors, a “Rural Code of Conduct” that outlines the traditional community norms and expectations for residents.

3) The Town of Sherman will not discourage efforts to preserve historic resources in the town.

No significant historical, archeological, or other cultural resources concerns arose during the community issue identification and visioning process. Nevertheless, the Town Plan Commission and Board is not opposed to worthy private efforts to preserve historic and archeological resources or initiate cultural activities.

- a) *Policy/program:* Periodically, the Town Plan Commission and Board will evaluate and assess any historic resources in the Town and nominate any of these sites, structures, and artifacts of community significance to appropriate national, state, and local registers.

Furthermore, as the inventory for this chapter was compiled after the initial public participation and visioning, it became apparent that additional goals had to be developed. These additional goals are:

4) The Town of Sherman will strive to work with the Village of Random Lake to maintain or improve the health and water quality of Random Lake.

Because the lake is affected by runoff within its surrounding drainage basin, the Town of Sherman, the Village of Random Lake, and Sheboygan County need to work cooperatively to limit the negative impacts of pollutants entering the lake’s drainage basin.

- a) *Policy/program:* Encourage the use of vegetative buffers along the streams and tributaries draining into Random Lake. Financial incentives are currently available through CREP and may be available in the future through the Sheboygan County Land & Water Conservation Department’s Vegetated Buffer Strip Program.
- b) *Policy/program:* The Town will support state and county nonpoint pollution source controls to enhance the water quality of Silver Creek.
- c) *Policy/program:* Partner with UW-Extension and similar agencies to help local farmers become more aware of Best Management Practices (BMPs) for pesticide and fertilizer application, erosion control, environmentally friendly tilling strategies, etc.
- d) *Policy/program:* Work with the County to help ensure understanding of and compliance with the *Sheboygan County Runoff/Erosion Control Ordinance*.

5) The Town will monitor the health of natural resources within the Town.

While the Town values good stewardship of natural resources, concerns about any specific natural resource within Sherman did not arise as a significant issue during the community issue identification and visioning process. If in the future a concern with wetlands, groundwater, wildlife habitat, etc. arises, the Town Plan Commission and Board will work to amend this plan in order to adequately address the concern.

- a) *Policy/program:* On an as-needed basis, the Town Plan Commission will file or present a report to the Town Board on the state of natural resources in and adjacent to the Town. This will help local officials stay on top of any concerns before they become problems.

6) Future non-metallic mining sites will not negatively impact the environmental features within the Town of Sherman or its existing developments; current mining sites will limit negative impacts by complying with existing ordinances and carrying out reclamation plans.

Non-metallic mining produces a needed resource for construction projects through the region. The Town's community issue identification and visioning process did not identify any urgent concerns in this area. Nevertheless, truck traffic, noise, dust, and vibration associated with non-metallic mining can introduce conflicts into a neighborhood, and the activity of mining can damage the landscape if improperly managed.

- a) *Policy/program:* The Town shall steer incompatible uses away from current mining sites and areas where the development of new mining is highly likely.
- b) *Policy/program:* The Town should be familiar with the Sheboygan County Non-metallic Mining Reclamation Ordinance and consult it when necessary.
- c) *Policy/program:* The Town recognizes the value of non-metallic resources and will notify local non-metallic mining interests for input before making any rezoning decision that would affect an area of significant potential gravel resources identified on Figure 2.14.

CHAPTER 3 - HOUSING AND POPULATION

INTRODUCTION

Housing is sometimes taken for granted by community planners. This is unfortunate, because quality housing is not only a basic human need, it attracts and retains workers, drives population growth, forms a major part of a community's image, and provides stability in a community. On an individual level, a home is usually the largest expenditure most residents make in their lifetimes. This chapter will discuss the status of housing in the Town of Sherman, identify priority issues, and recommend possible ways to address those issues.

66.1001(2)(b)

Housing element. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

SUMMARY OF INVENTORY AND RECOMMENDATIONS

The Town of Sherman's population has grown more slowly than its neighboring towns and Sheboygan County as a whole. Per the U.S. Census Bureau, from 2010 to 2020, the Town's total housing units increased by about 14%. Residents have indicated a preference for the single-family homes that make up the majority of the housing stock in the Town. The Town has seen clustering home sites in a conservation subdivision, Country Meadows, in recent years, which is in alignment with the 2005 citizen opinion survey results showing a 78% preference for this type of subdivision layout.

About 49% of the houses in the Town are older than 65 years of age. This is typical for rural communities in the area. Nevertheless, housing values are strong in the Town and continue to increase faster than most other towns in the County.

While the Town of Sherman loses many of its younger residents when they enter their 20s, the Town is attractive again for people in their 30s with young families. Due to a lack of independent and assisted care options for elderly residents, many elderly residents are relocating from the Town to nearby cities and villages to be closer to facilities and services.

The Town's historically slow growth rate is in line with the preferences of residents, though the Town's overall population is estimated to decrease by 2050 (see Figure 1.8). The aging housing stock will need likely increasing maintenance, but strong property values should make home equity loans a viable option for repairs and improvements. Unless a variety of specialized living options

for elderly residents are built in the Town, which is unlikely given the Town’s rural nature and limited resources, the Town will continue to see a loss of older residents.

POPULATION CHARACTERISTICS

Historical Population Levels

Figure 3.1 displays the change in population the Town of Sherman has experienced since 1930. Its growth rate has been slower than the surrounding towns and the County overall. Over the more recent past, 2000-2020, the Town of Sherman grew at a rate that was roughly half that of Lyndon, Scott, and the County.



Figure 3.1 – Historical Population Levels, Town of Sherman & Selected Areas				
Year	Town of Sherman	Town of Lyndon	Town of Scott	Sheboygan County
1930	1,088	930	1,223	71,235
1940	988	1,032	1,179	76,221
1950	1,146	1,051	1,207	80,631
1960	1,264	1,022	1,255	86,494
1970	1,436	1,198	1,451	96,660
1980	1,445	1,342	1,625	100,935
1990	1,461	1,432	1,671	103,877
2000	1,520	1,468	1,804	112,646
2010	1,493	1,542	1,836	115,328
2020	1,440	1,526	1,764	118,034
-2000-2020 % Change	-5.3%	4.0%	-2.3%	4.8%
1930-2020 % Change	32.35%	64.09%	44.24%	65.7%

Source: U.S. Census Bureau

Population Trends

Based on historical trends, the Wisconsin Department of Administration (WisDOA) projects the Town of Sherman’s population to decrease from 2030 to 2050, at a rate of 10.7%. During this same time period the population in Sheboygan County is projected to decrease 7.4%. (Figure 1.8, Chapter 1). The loss of young workforce age residents who are likely to find more job opportunities in the larger communities of Sheboygan County and elsewhere may contribute to this decrease, as well as an aging population combined with declining fertility rates. Also, elderly residents with limited income and needs for specialized services and subsidized housing may begin moving to larger communities better able to meet their needs.

Seasonal Population

Estimated seasonal population was found by multiplying the number of seasonal housing units in Sherman according to the U.S. Census by the average number of persons per household in Sherman (2.85 in 2000). In 2000, Sherman had 6 seasonal housing units, creating an estimated seasonal population of 17 persons, approximately 1.1 percent of the Town's population. According to U.S. Census data from 2020, there are a total of 620 housing units in the Town of Sherman, with 37 of those units being vacant. Housing units may be vacant for a variety of reasons, such as seasonal use. In 2020, Sherman had 11 seasonal housing units, creating an estimated seasonal population of 27 persons (average household size 2.5 persons), approximately 1.9 percent of the Town's population.

Decade Population Chart

Figure 3.2 represents the distribution of age from 2010 to 2020 for the Town of Sherman. Because the Town's total population decreased only 3.5%, the numbers in the two charts can be compared against each other. When comparing the 2010 chart to the 2020 chart, it is helpful to remember that a particular age group in the 2010 chart shows up 10 years later in the 2020 chart.

For starters, the data shows that those who were of less than ten years of age in 2010 (168 children) remained in the Town over the course of their schooling. Ten years later, when these children had aged to between 10-19, their total was 173. As is typical for many rural communities, the Town then saw a substantial drop off when teenagers reached adulthood and were able to move away to college or other opportunities. Those who were 10-19 in 2010 numbered 213; ten years later, when these individuals were in their 20s, the number in the Town had dropped to 126, as the Town's overall population decreased from 1,493 to 1,440.

Though the Town might lose young people in their 20s, it appears to become attractive again when individuals reach their 40s. While there were only 297 people in their 20s and 30s in 2010, ten years later, the number of residents in their 40s and 50s had jumped 32% to 438.

Residents in their 40s in 2010 (254) stuck around for their 50s (282). Some residents in their 50s and 60s in 2010 (424) were no longer living in the Town for their 60s and 70s (393). Finally, there were 66 older residents who were 70-74 years of age in 2010; ten years later, when they were 80-84, their numbers had decreased significantly to 44.

The baby boom births between the years 1946 and 1960, combined with increased life expectancies, appears to have produced a population with a larger percentage of residents over age 65 when comparing those aged 65-79 in 2010 to those aged 65-79 in 2020. Will such residents want to remain in the Town? While the overall population of the Town decreased from 2010 to 2020, the population of those aged 70 years or more increased over that time, indicating a desire to remain in the Town. The Town must realize that as people age, their incomes decline, eventually becoming limited to social security and retirement incomes. The working age residents will comprise a smaller percentage of the population.

Figure 3.2

2010

Population by Age		
Total	1,493	100.0%
Age 0 - 4	68	4.6%
Age 5 - 9	100	6.7%
Age 10 - 14	106	7.1%
Age 15 - 19	107	7.2%
Age 20 - 24	63	4.2%
Age 25 - 29	78	5.2%
Age 30 - 34	70	4.7%
Age 35 - 39	86	5.8%
Age 40 - 44	122	8.2%
Age 45 - 49	132	8.8%
Age 50 - 54	165	11.1%
Age 55 - 59	102	6.8%
Age 60 - 64	92	6.2%
Age 65 - 69	65	4.4%
Age 70 - 74	66	4.4%
Age 75 - 79	40	2.7%
Age 80 - 84	18	1.2%
Age 85+	13	0.9%

2020

Population by Age	2020	
	Number	Percent
Total	1,440	100%
Age 0-4	57	4.0%
Age 5-9	43	3.0%
Age 10-14	82	5.7%
Age 15-19	91	6.3%
Age 20-24	72	5.0%
Age 25-29	54	3.8%
Age 30-34	68	4.7%
Age 35-39	66	4.6%
Age 40-44	59	4.1%
Age 45-49	97	6.7%
Age 50-54	139	9.7%
Age 55-59	143	9.9%
Age 60-64	156	10.8%
Age 65-69	109	7.6%
Age 70-74	79	5.5%
Age 75-79	49	3.4%
Age 80-84	44	3.1%
Age 85+	32	2.2%

Source: U.S. Census Bureau

School Age, Working Age, and Retirement Age Groups

Figure 3.3 shows the Town of Sherman has comparable percentages to Sheboygan County overall, however, the retirement age population makes up a much greater percentage in Sherman. Looking at the percentage of 65+ in the Town versus Sheboygan County, this chart confirms Figure 3.2, which showed that retirees are remaining in the Town.

Figure 3.3 – Population by Age Groups, 2020, Town of Sherman					
Age Groups	Sherman Total			Sherman Percent	Sheboygan County Percent
School Age					
5-9	43			3.0%	6.2%
10-14	82			5.7%	6.4%
15-19	91			6.3%	6.2%

Working Age					
16+	1,222			84.9%	80.5%
Retirement Age					
65+	347			24.1%	17.9%

Source: U.S. Census Bureau

Median Age

As seen in Figure 3.4, the median age for the Town of Sherman has risen from 37.6 in 2000 to 50.5 in 2020, following trends when compared to the Towns of Lyndon and Scott. The median age in Sheboygan County overall has increased by only 9.4%, while Sherman’s has increased by 25.5%.

Figure 3.4 – Median Age, 2000-2020, Town of Sherman & Selected Areas			
Geographic Area	2000	2010	2020
Town of Sherman	37.6	41.2	50.5
Town of Lyndon	40.2	44.7	47.9
Town of Scott	37.0	41.7	50.0
Sheboygan County	37.4	39.4	41.3

Source: U.S. Census Bureau

HOUSING INVENTORY

Total Housing Unit Levels by Decade

Figure 3.5 displays the increase in housing units the Town of Sherman experienced in 2000-2020. The Town was very similar to the rate of Sheboygan County as a whole and grew faster than neighboring Towns. Although the number of new homes averaged about 3 per year in the Town of Sherman



during the 2010s, this is a slow rate when compared to places in higher growth areas such as the Town of Cedarburg (located in Ozaukee County adjacent to Washington County), which averaged about 14 per year in the same decade.

Figure 3.5 – Total Housing Units, 2000-2020, Town of Sherman & Selected Areas				
	Year			Percent Change
Geographic Area	2000	2010	2020	2000-2020
Town of Sherman	544	591	620	14.0%

Town of Lyndon	630	693	705	11.9%
Town of Scott	700	749	765	9.3%
Sheboygan County	36,45,947	50,766	52,303	13.8%

Source: U.S. Census Bureau

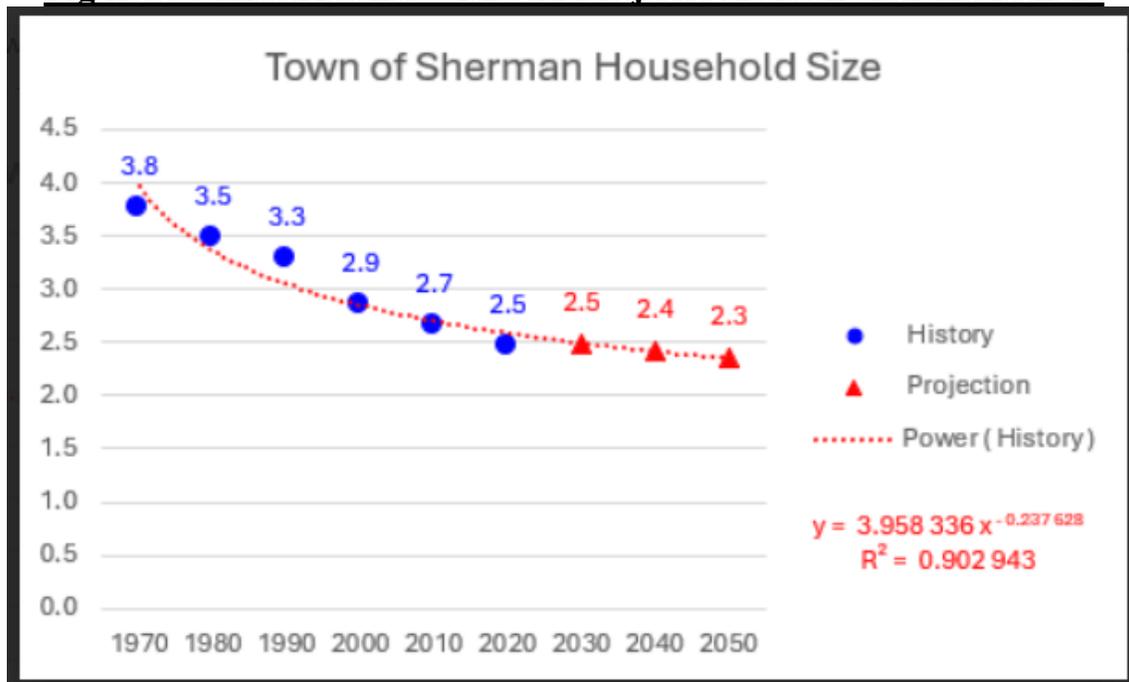
Historic and Projected Household Size

As shown in Figure 3.7, the average household size in the Town of Sherman, like other communities, has been decreasing and is projected by WisDOA to continue a steady decline. One would expect the square footage of new homes to decrease along with household size, but this is not necessarily the case, as was seen in the 1990s when new homes were built larger despite the drop in household size.

The projected population for the Town of Sherman by the year 2050 is 1,258. The average household size for the Town is projected to be 2.3 in 2050. The number of housing units needed to support the population of 2050, if household size projections are accurate, will be 547. As of 2020, there were 620 housing units in the Town. Current rates of new construction would seem more than adequate to provide the housing needs 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 paths will result in a strong healthy community with adequate services and facilities.

Figure 3.7 Historic and WisDOA Projected Persons Per Household



Source: Wisconsin Department of Administration

Housing Types - Units in Structure

At 89.3%, the level of single-family detached units in Sherman is much higher than the percentage for the County overall. Figure 3.8 shows little mix of housing types, but this is not unusual for a rural farming community.

Question #11 on the Citizen Input Survey for the Town of Sherman indicated that slightly over 50% of respondents wanted to see the Town encourage new housing options for younger generations. The Town’s older housing provides some affordable housing for younger generations. A mix of multi-family units is typically another way to provide affordable housing, but due to the lack of public sewer in the Town and the Town’s rural nature, multi-family is not easily created. Nevertheless, the Town might consider allowing a small number of lots in a new subdivision to have duplexes.

Figure 3.8 – Total Units in Structure, 2010 & 2020

Structure	Town of Sherman 2010		Town of Sherman 2020		Sheboygan County 2010	Sheboygan County 2020
	Units	Percent	Units	Percent	Percent	Percent
1 unit, detached	522	91.1%	528	89.3%	65.8%	66.6%
1 unit, attached	5	0.9%	6	1.0%	4.4%	4.3%
2 unit	10	1.7%	27	4.6%	11.6%	10.0%
3 or 4 unit	32	5.6%	27	4.6%	3.9%	3.5%
5 to 9 unit	0	0.0%	0	0.0%	3.1%	4.4%
10 to 19 unit	0	0.0%	0	0.0%	4.1%	3.8%
20 or more unit	0	0.0%	0	0.0%	4.6%	5.6%
Mobile home	4	0.7%	3	0.5%	2.5%	1.9%

Source: U.S. Census Bureau

(Figure 3.8 above is based on Census data compiled from the American Community Survey. Because of this, the number of units for each structure type are estimates.)

Housing Occupancy and Tenure

In both 2000 and 2020, the Town of Sherman had a lower vacancy rate and a much higher percentage of owner-occupied homes than Sheboygan County overall (see Figure 3.9).

The Town’s vacancy rate of 6.0% in 2020 falls within the recommended vacancy rate of 5-10% per the U.S. Census Bureau. Vacancy rates are the result of homes in the process of transferring ownership. If few homes are sitting vacant, this may mean there are not enough homes available to satisfy market demand. This can affect the price of homes as well as the ability to purchase a home. If demand is high, prices tend to rise, which can have an adverse effect on housing affordability in a community.

Figure 3.9 – Housing Occupancy and Tenure, 2010 & 2020

Units	Town of Sherman 2010		Town of Sherman 2020		Sheboygan County 2010	Sheboygan County 2020
	Number	Percent	Number	Percent	Percent	Percent
Occupied	560	94.8%	583	94.0%	91.4%	93.1%
Owner	479	85.5%	515	83.1%	74.6%	76.4%

Renter	81	14.5%	68	11.0%	25.4%	23.6%
Vacant	31	5.3%	37	5.9%	8.6%	6.9%
Seas., Recr., Occas. Use Other	13	2.2%	11	1.8%	0.9%	0.9%

Source: U.S. Census Bureau

Age of Housing

Looking at Figure 3.10, the Town of Sherman has an estimated 265 housing units that were built before 1960, which is about 45%% of its total stock. When compared to the nearby rural towns of Scott, Lyndon, and Holland (43%) this figure seems about normal. Nevertheless, this still means that about four in ten of the houses in the Town of Sherman are over 65 years old. Older homes generally require more maintenance and repair than newer homes, but maintaining older homes provides a good source of affordable housing and enhances the overall character of a community.

Figure 3.10 – Year Structure Built, Town of Sherman and Nearby Towns			
Year Structure Built	Number of Units in Sherman	Percentage of Sherman Housing	Percentage of Housing in Scott, Lyndon, and Holland
2014 or later	16	2.7%	0.5%
2010 to 2013	3	0.5%	1.2%
2000 to 2009	32	5.4%	8.0%
1980 to 1999	103	17.4%	18.4%
1960 to 1979	121	20.5%	20.1%
1940 to 1959	60	10.2%	10.5%
1939 or earlier	205	34.7%	32.8%

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 houses are not in as good of a 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. Revitalizing older homes or rehabilitating them for multi-family use can help sustain the necessary levels of housing units to support local populations. With four out of ten homes in the Town being over 65 years old, 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 that provide free or subsidized financing to support homeowners in maintaining older homes.

Household Relationship

Figure 3.12 displays the varying household types and relationships that were found in the Town of Sherman and Sheboygan County in 2020. All of the persons living in the Town lived in households. Except for the group quarters data, the trends found for the Town were similar to those found in the County overall.

Figure 3.12 – Household Relationship, 2020, Town of Sherman and Sheboygan County				
Units	Town of Sherman 2020		Sheboygan County 2020	
	Number	Percent		Percent
Total Persons	1,440			
In Households	1,440	100.0%		97.4%
Householder	590	41.0%		41.5%
Spouse or Partner	418	29.0%		23.8%
Child	356	24.7%		27.8%
Other Relative	46	3.2%		2.3%
Non Relative	30	2.1%		2.0%
In Group Quarters	0	0.0%		2.6%
Institutionalized	0	0.0%		1.9%
Non-institutionalized	0	0.0%		0.7%

Source: U.S. Census Bureau

Housing Values

Besides the *age* and *condition* of the housing stock, *supply* (covered later in this chapter) and *cost* (covered here) determine the overall availability of local housing. According to the 2020 U.S. Census, the median value of an owner-occupied home in Sherman was \$228,900, compared to a median value in area towns of \$239,693 (Figure 3.13). Sherman values are higher than values in some comparable communities, though they are lower than the average and Sherman housing values rose slower than other towns.

Figure 3.13 – Median Home Values for Town of Sherman and Towns in Sheboygan Co.			
Town	2010 Median Home Value	2020 Median Home Value	Percent Change
Greenbush	\$196,000	\$217,000	11%
Herman	\$183,300	\$252,000	37%
Holland	\$224,100	\$273,500	22%
Lima	\$175,100	\$204,900	17%
Lyndon	\$214,700	\$244,500	14%
Mitchell	\$235,100	\$271,400	15%
Mosel	\$171,500	\$248,900	45%

Plymouth	\$211,600	\$257,300	22%
Rhine	\$238,400	\$286,000	20%
Russell	\$160,400	\$228,200	42%
Scott	\$199,700	\$216,700	9%
Sheboygan	\$187,000	\$220,100	18%
Sheboygan Falls	\$188,800	\$219,200	16%
Sherman	\$226,400	\$228,900	1%
Wilson	\$212,300	\$226,800	7%
Town Average	\$201,627	\$239,693	20%

Source: U.S. Census Bureau

Figure 3.14 breaks down the value of owner-occupied housing units in the Town of Sherman and compares the Town with other towns and Sheboygan County as a whole. This table can give a community an indication of whether it has the right “mix” of housing for different income levels. When compared to Sheboygan County, and even other towns, the Town of Sherman lacks in their diversity of housing values. Over 65% of its homes are in the \$200,000 or more range.

Figure 3.14 – Owner-Occupied Housing Value in 2020			
Cost Range	Town of Sherman Percent of All Housing	County Towns Percent of All Housing	Sheboygan County Percent of All Housing
Less than \$50,000	1.5%	1.7%	4.3%
\$50,000 to \$99,999	1.5%	3.6%	5.9%
\$100,000 to \$149,999	16.5%	11.0%	10.6%
\$150,000 to \$199,999	14.5%	19.8%	17.1%
\$200,000 or more	66.0%	63.9%	62.1%

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. 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 2020 Census shows the median household income in the Town of Sherman was \$70,200. Assuming a household earned the median income in 2020, the maximum monthly mortgage or rent, plus utilities, an average household could afford for housing was approximately \$1,755

Rent and Income Comparison

According to the 2020 Census, there were 68 renter-occupied units in the Town, and the median gross rent for renter-occupied housing units was \$739, which was the third lowest in the County among the 15 towns and about the same as the Sheboygan County median of \$744. About 5 Town of Sherman households out of those computed by the U.S. Census (7.2%) paid more than 30% of their income in rent in 2020, which was the third lowest percentage among towns in the County, where the median percentage that paid more than 30% of their income in rent was 18.9%.

Owner Costs and Income Comparison

According to the 2020 Census, the median gross mortgage for housing units was \$1,481 within the Town of Sherman, which was the eighth highest in the County among the 15 towns. The 2020 Census indicates that 28% of Sherman housing units with a mortgage with computed data paid more than 30% of their income for monthly owner costs, which was the fourth highest among all 15 towns.

Current Housing Supply & Occupancy – Owner Occupied

The supply of housing in Sheboygan County as a whole increased by 13.8% between 2010 and 2020 (U.S. Census). During the same period, the housing supply in Sherman increased 4.9%, from 591 units to 620.

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.

The overall vacancy rate for the Town of Sherman was 5.9%% (U.S. Census, 2020). A 5% vacancy rate, the result of housing units in the process of changing ownership and/or occupancy, is suggested. (“A vacancy rate of 5% or more is generally adequate to meet a short-term increase in housing demand”, p. 99, *The Small Town Planning Handbook, Second Edition*, Daniels, Thomas L., et al.). The Town’s vacancy rate, which is close to the ideal, indicates there is perhaps enough of a supply of housing in Sherman.

Existing Housing Supply & Occupancy – Rental

About 11% of Sherman’s housing supply in 2020 was classified as rental-occupied housing (U.S. Census). 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 less of a concern in a rural community like the Town of Sherman.

According to HUD, an overall available vacancy rate of 5.0% for rental housing is required to allow for an adequate choice among potential renters. The overall rental vacancy rate for the Town of Sherman was about 0% (U.S. Census) in 2020. This vacancy rate, which is lower than the ideal indicates there is not enough of a supply of rentals in Sherman. If the shortage continues, rental rates may rise, decreasing affordable options within the Town. However, a shortage is sometimes better than a surplus of rental housing, which leads to lower monthly rates and units remaining unrented for long periods of time. This combination can mean thin profits for landlords, who then find it more difficult financially to maintain and improve their properties.

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 the Town of Sherman has little or no control over.

There is no guarantee that recent development trends will continue – and even if there were, there is no reason that a community necessarily has to allow past trends to continue if they 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 77% of respondents to the 2004 Citizen Input Survey expressed a preference for the Town’s future growth to continue at the same or slower pace as from 1990 to 2000. Consequently, **the Town of Sherman has chosen a low growth scenario**. In the 2004 Town of Sherman Citizen Input Survey, 54% of respondents felt any new residential development should be discouraged in areas other than those adjacent to the existing communities of Silver Creek, Adell, and Random Lake.

Figure 3.15 Household Projections for Town of Sherman			
Year	Household Size Projection	Population Estimate	Projected Housing Units
2030	2.5	1,404	562
2040	2.4	1,345	560
2050	2.3	1,258	547

Source: Wisconsin Department of Administration & Town of Sherman

To ensure that the low growth scenario has a chance to be realized, this plan will recommend strategies in the Policies and Programs section of this chapter as well as similar sections in other chapters, especially the Land Use Element chapter.

Subsidized and Special Needs Housing

Due to the larger than ever before numbers of aging citizens in the U.S. population, which is slated to continue until dropping off around 2040, many communities have begun to explore how they will meet the housing needs of this group. Options for relatively healthy older citizens currently include, 1) continued independent living in single-family homes, if transportation and other needs are met, 2) independent living in condos or apartments designed and designated for seniors, 3) Subsidized Rental Housing Projects, and 4) Independent Senior Living Units.

1. Many older citizens still live satisfactorily in the single-family homes they have lived in for the past several decades. Mortgages on these homes are often paid off. Seniors are typically comfortable in these homes and not eager to leave, even when health problems begin. These homes are generally well cared for, but in some cases, due to lack of mobility or the loss of a spouse, maintenance can become neglected. As long as property taxes do not become overly burdensome and sufficient transportation options and public services remain available, some senior citizens can live in their homes into their eighties and beyond.
2. Condominiums, townhouses, and apartments have become increasingly attractive options for older citizens. Typically, such housing is smaller and easier to maintain than a single-family house, and when properly sited near bus lines and other amenities, they are more convenient for older lifestyles.

3. Subsidized Rental Housing Projects include Zion Community Apartment in Adell, Hawthorne Woods Apartment and Quit Qui Oc Manor in Plymouth, Cascade Manor in Cascade, Country Harbor in Random Lake, and several sites in Sheboygan.
4. Independent Senior Living Units are typically multi-unit apartment style settings that are designed for independent older adults. Room sizes range from studio/efficiency units to one- and two-bedroom apartments. Most facilities have a recreation room or common area for social gatherings. There is often a manager available to make referrals, organize events, or assist with independent living. Minimum age limits usually apply in these facilities. Some facilities may also require a resident's annual income to fall below certain guidelines. Examples include Pine Haven Christian Communities in Oostburg, Briarwood Cottages in Plymouth, Colonial Columns in Plymouth, Mapledale Village Senior Apartments in Sheboygan, Sheboygan Regency House in Sheboygan, South Horizon Apartments in Plymouth, Waterview Apartment Homes I & II in Sheboygan, The Berkshire in Grafton; and Grafton Square in Grafton.

Currently, the primary living option available in Sherman for seniors is independent single-family housing. There are also a limited number of houses that have been remodeled into two-family dwellings. The number of residents over the age of 74 in Sherman in 2020 was 125. Population projections and demographic trends point to an increase in this number. While the community values these older residents, it is difficult for a rural town to provide adequate facilities and services to meet the specialized needs of the elderly. Consequently, it is likely that older residents will need to relocate to other nearby communities with more capacity for meeting specialized needs.

Housing Development Environment

The Town of Sherman has the desire to maintain its rural character. There may, however, be a need for some new housing in order to replace dilapidated housing stock, if any, and maintain an adequate supply of housing for the low growth that is anticipated.

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. Resources for such programs include USDA Rural Development and the State of Wisconsin Website at www.doa.state.wi.us/dhir. Such programs include, loans and grants, funding for waste/water systems, programs for home improvement, repair and development, and support for economic development. The Lakeshore Community Action Program has an assistance program available to residents in Sheboygan County. This program is the Section 8 Voucher Housing Assistance program, which provides rental subsidies to low-income families, senior citizens, handicapped, and disabled individuals who reside in rental housing. Each community must decide which program or combination of programs will enable them to reach their housing goals and maintain the desired housing environment.

Housing plans

There are currently no stand-alone housing plans for the Town of Sherman, 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 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.

HOUSING 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 the Town of 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 prefers single-family, owner-occupied housing.

In the 2004 Citizen Input Survey, the vast majority of respondents favored single-family housing. While there was some support for other housing types, the Town is rural and without public sewer. In general, multi-family and specialized housing types are better sited in nearby cities and villages.

- a) *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.

2) The Town of Sherman favors a low growth scenario in which most residential development occurs adjacent to the existing communities of Silver Creek, Adell, and Random Lake.

In the 2004 Town of Sherman Citizen Input Survey, 67% of respondents favored growth at the same or slower rate as it had occurred from 1990 to 2003. In the same survey, 54% of respondents felt any new residential development should be discouraged in areas other than those adjacent to the existing communities of Silver Creek, Adell, and Random Lake.

- a) *Policy/program:* The Town of Sherman will utilize its 20-Year Land Use Map and zoning map to steer residential development toward the already built-up areas of Silver Creek, Adell, and Random Lake.
- b) *Policy/program:* The Town of Sherman will explore a combination of controls and innovative growth management ideas listed in the Recommendations section of Chapter 2 to encourage a low growth rate.

3) The Town of Sherman will continue to explore legal ways of managing growth.

About 55% of respondents to the 2004 Citizen Input Survey said yes to some sort of building cap requirement. In areas where building caps have been the most tolerated, there have been dozens or even hundreds of empty lots and homes sitting on the market. While this plan may not recommend building caps as a satisfactory option, the desire for controls of some sort is clearly evident. Another question on the survey indicated strong support for site planning for new homes in the Town (71.8% agreed). A combination of controls such as this, creative layouts such as conservation subdivisions,

and some of the innovative ideas listed in the Recommendations section of Chapter 2, along with traditional zoning, should help the Town retain its rural character.

- a) *Policy/program:* The Town of Sherman will explore a variety of growth management options, but building caps will likely not be one of them.

4) The Town of Sherman 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 the 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 other growth management options to help determine whether they might be appropriate for the Town.
- b) *Policy/program:* The Town will not discourage sustainable development practices such as natural landscaping, permeable surfaces, green roofs, and “green” building materials.

5) The Town of Sherman will work with nearby villages to meet the growing need for senior housing.

The Town recognizes it has a growing elderly population, but at the same time it does not have the resources to create specialized living options.

- a) *Policy/program:* The Town will schedule discussion session with the Villages of Adell and Random Lake to explore what might be done cooperatively to address this issue.

CHAPTER 4 - ECONOMIC DEVELOPMENT

INTRODUCTION

Comprehensive planning recognizes the connection between economic development and quality of life. New growth and redevelopment can improve a community. The reason is quite simple: economic development helps pay the bills. Economic development is about working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. Even though the private sector is the primary source of economic activity, the public sector plays an important and, ideally, complementary role. Economic development expenditures are an investment in the community.

Influencing and investing in the process of economic development allows a community to determine its future direction and guide appropriate types of development according to its own values. Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community.

Even though the Town of Sherman is a small, rural community with limited businesses and industries, it is still important for local officials to review the economic factors listed in this chapter to understand the community's strengths and weaknesses (in economic terms) so that the Town can work towards promoting its identified goals.

66.1001(2)(b)

Economic development element. A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

SUMMARY AND IMPLICATIONS OF INVENTORY AND RECOMMENDATIONS

The economic development inventory conducted for the Town of Sherman has established that more residents than ever before work outside the Town and in many cases outside Sheboygan County. The unemployment rate has been relatively low, with about 31% of workers being employed in manufacturing related jobs. Manufacturing has continued to remain fairly 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. Agriculture also plays a significant role in the County and Town economy.

With excellent access to STH 57 and a rail line, the Town of Sherman has about ten strengths from an economic development perspective and perhaps a half-dozen weaknesses. The Town has a lower proportion of residential and a higher proportion of agricultural property value than most towns in the state. Its debt is low and its debt service is also low. The Town of Sherman's tax base has grown steadily in the recent past, at about the same pace as most other towns on average.

The Town would like to continue to foster a strong agricultural base. Small-scale and home-based business development that is sensitive to the environment and the Town's rural atmosphere is preferred, with most larger development types focused near Random Lake, Adell, and Silver Creek. There are a variety of County, regional, state, and federal programs that might suit the Town of Sherman as the right opportunities arise.

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 factors. 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

Due to the rural nature of towns, it is not surprising that only 11% of workers living in the Town of Sherman worked within the Town, and that, further, only 52% of workers living in the Town of Sherman worked somewhere in Sheboygan County. (See Figure 4.1 on next page.)

While the low percentage of Town of Sherman residents remaining near their homes to work is mirrored in other nearby towns and is therefore not a trend unique to Sherman, local officials should keep in mind that an increasingly higher percentage of residents commuting to work outside the town and even outside the county often means they are also probably doing their shopping at stores near where they work and will not be as likely to need/support local stores. Long commutes also leave less time for family, community, and entrepreneurial activities.



Town	Place of Work	2010	2020	Increase
Sherman residents	Within the Town	-	11%	-
	Within Sheboygan County	41	52%	11%
Holland residents	Within the Town	-	14%	-
	Within Sheboygan County	64	66%	2%
Lyndon residents	Within the Town	-	12%	-
	Within Sheboygan County	71	85%	14%
Scott residents	Within the Town	-	13%	-
	Within Sheboygan County	39	45%	6%

Source: U.S. Census Bureau sampling data

Occupation

In 2020, the majority of employed persons in the Town of Sherman were either in “Production, transportation, and material moving occupations” (20.7%) or “Management, professional, and related occupations” (29.8%). There were, however, significant numbers in two other categories, indicating a fairly diverse employment base.

Occupation	Sherman	Holland	Lyndon	Scott
Management, business, science, and arts occupation	29.8%	30.2%	33.9%	31.0%
Service occupations	13.7%	12.3%	10.1%	7.2%
Sales and office jobs	19.4%	19.6%	17.3%	23.7%
Natural resources, construction, and maintenance occupations	16.4%	15.3%	14.7%	14.4%
Production, transportation, and material moving occupations	20.7%	22.7%	24.0%	23.7%

Source: U.S. Census Bureau sampling data

Industry

Figure 4.3 groups Town residents by the industry category in which they worked. Construction and retail slipped significantly during the decade, while educational, health, and social services grew, as projected by this plan in 2007, when the Town was considering its aging population.

Although there has been previous concern about the future of manufacturing as an industry, the data shows it has been holding its own. According to UW-Extension, manufacturing is declining more slowly in Wisconsin than in the rest of the country, and the 2025 Sheboygan County Workforce Development Profile provides that Wisconsin ranks first in the number of manufacturing jobs per government job and second in manufacturing jobs share of total jobs.

Figure 4.3 – Employed Persons by Industry Group, 2010 & 2020 Town of Sherman and Nearby Towns								
Industry	Sherman		Holland		Lyndon		Scott	
	2010	2020	2010	2020	2010	2020	2010	2020
Agriculture, Forestry, Fisheries, Mining	3.3%	4.9%	3.9%	4.1%	11.6%	10.3%	5.3%	9.3%
Construction	10.1%	3.3%	8.4%	10.9%	11.3%	8.5%	11.7%	9.7%
Manufacturing	30.8%	34.6%	29.1 %	20.8%	25.7%	23.14 %	29.3%	34.3%
Transportation, Warehousing, Utilities	4.0%	3.0%	4.8%	4.8%	4.1%	5.7%	4.2%	4.9%
Information, Finance, Insurance, Real Estate	4.70%	5.5%	6.7%	4.4%	-	2.1%	-	8.3%
Wholesale Trade	1.3%	4.1%	1.6%	1.1%	1.3%	1.1%	3.7%	0.9%
Retail Trade	11.4%	7.1%	8.3 %	13.2%	10.7%	7.7%	8.7%	8.1%
Professional, Management, Administrative	8.3%	5.5%	-	12.8%	-	10.2%	-	2.4%
Arts, Entertainment, Recreational Services	3.8%	5.3%	5.2 %	4.1%	6.2%	5.9%	6.1%	2.2%
Educational, Health, Social Services	16.0%	19.6%	16.0%	18.5%	14.8%	23.0%	17.3%	17.1%
Other Services	5.7%	6.8%	5.3%	4.7%	3.5%	1.0%	3.2%	1.7%
Public Administration and Armed Forces	0.8%	0.3%	2.0%	0.7%	1.7%	1.3%	2.2%	1.0%

Source: U.S. Census Bureau sampling data. Note: Blank cell indicates category not included in census that year.

Class of Worker

Figure 4.4 on the following page classifies workers living in the Town of Sherman by the type of company or organization they work for. One trend of recent note seems to be growth in private wage and salary workers in the Town, though this is not comparable to the Towns of Holland, Lyndon, and Scott. While self-employment grew or remained relatively consistent in the other towns over the decade, it decreased in Sherman and was replaced with private wage and salary employment.

Figure 4.4 – Class of Worker, 2010 & 2020, Town of Sherman and Nearby Towns								
Class of Worker	Sherman		Holland		Lyndon		Scott	
	2010	2020	2010	2020	2010	2020	2010	2020
Private wage and salary workers	81.3%	85.2%	87.3%	77.4%	82.0%	82.3%	84.0%	80.6%
Government workers	6.5%	6.6%	7.5%	8.3%	8.7%	11.8%	9.6%	7.4%
Self-Employed	11.8%	7.9%	5.1%	8.9%	6.4%	5.0%	6.4%	11.8%
Unpaid Family	0.4%	0.3%	0.0%	5.4%	0.0%	1.0%	0.0%	0.1%

Source: U.S. Census Bureau sampling data

Unemployment Rate

The civilian labor force for Sheboygan County has experienced both slight increases and decreases since 2012, but has increased overall from 2012-2024 by 5.5% (see Figure 4.5). The unemployment rate reached its highest point in 2012 with 6.7% of the civilian labor force (see Figure 4.6). Generally speaking, the County has had a lower unemployment rate than the rest of the state.

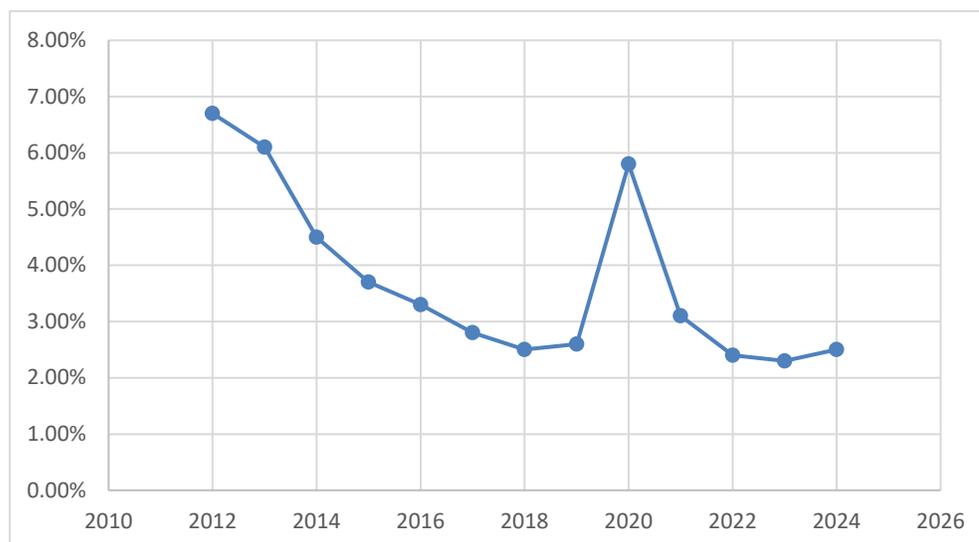
Figure 4.5 – Average Unemployment Rates*, 2012-2024, Sheboygan County and Wisconsin

Year	Sheboygan County Civilian Labor Force	Sheboygan County Unemployed	Sheboygan Co. Unemployment Rate	Wisconsin Unemployment Rate
2012	60,345	4,064	6.7%	6.9%
2013	60,906	3,686	6.1%	6.7%
2014	61,351	2,756	4.5%	5.3%
2015	61,332	2,257	3.7%	4.4%
2016	62,329	2,067	3.3%	3.9%
2017	63,180	1,744	2.8%	3.3%
2018	63,165	1,578	2.5%	3.0%
2019	62,949	1,649	2.6%	3.2%
2020	62,616	3,634	5.8%	6.4%
2021	62,204	1,943	3.1%	3.8%
2022	61,912	1,474	2.4%	2.8%
2023	62,972	1,444	2.3%	2.8%
2024	63,635	1,585	2.5%	3.0%

Source: Wisconsin Department of Workforce Development, Wisconomy, Wisconsin LMI Data Access

*Not seasonally adjusted.

Figure 4.6 – Unemployment Rate, 2012-2024, Sheboygan County



Source: Wisconsin Department of Workforce Development, Wisconomy, Wisconsin LMI Data Access

Employment Forecast

The Wisconsin Department of Workforce Development has documented an overview of long-term employment projections from 2022-2032 which show employment levels, numeric change, and percent change over the timeframe for occupations throughout the state. According to the Department of Workforce Development, Wisconsin is projected to add 225,071 jobs for all occupations from 2022-2032 at a 7.1% growth rate.

By industry, Job Center of Wisconsin projects that construction (10.5%), professional and business services (10.5%), and leisure and hospitality (11.8%) will experience the most significant growth overall from 2022 to 2032. According to the U.S. Department of Labor, the top five occupations with the largest projected increase in number of jobs available are health and personal care aides, likely due to an aging population; restaurant workers; laborers and freight; stockers and order fillers, perhaps due to an increased demand for drive-up and in store pickup orders; and software developers.

Local Employment Forecast

From 2010 to 2020, the manufacturing industry continued to be the industry with the largest share of employment in the Town of Sherman. The educational, health, and social services industry and retail trade industry are the Town's second and third highest employers respectively. This trend is expected to continue, however increases in manufacturing (4.5% statewide) are expected to be at a lower rate than those of the service industry (6.9% statewide). This is due to advancing technologies in manufacturing and an aging population that may require additional services.

In 1990, employment data was available for each business within the Town of Sherman and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. Referring back to Table 4.1: Place of Work, 11% of workers living in the Town of Sherman worked within the Town and 52% of workers living in the Town of Sherman worked somewhere within Sheboygan County. Since the Town of Sherman is a rural community and intends to remain that way, this commuting trend will likely continue.

Median Household Income

In 2010, the median household income in the Town of Sherman was \$65,000. This was in the lower half of the towns compared (Figure 4.7). By 2020, the median household income for the town had increased by \$5,200 to \$70,200, still in the lower half of the area towns compared.

Figure 4.7 – Median Household Income, 2010 & 2020 Town of Sherman and Nearby Towns			
Town	2010	2020	Percentage Increase
Sherman	\$65,000	\$70,200	8%
Holland	\$71,164	\$71,838	0.94%
Lyndon	\$67,250	\$90,577	34.69%
Scott	\$66,333	\$76,591	15.46%

Source: U.S. Census Bureau sampling data

Personal Income

The per return income for residents in the Town of Sherman increased 21.5% for the period 2020 to 2023 (Figure 4.8). The 2023 personal income of \$57,179 for Town of Sherman residents was

second among the four surrounding towns compared. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

Area	Dollars				% Change
	2020	2021	2022	2023	2020-2023
Town of Sherman	\$47,060	\$48,054	\$51,098	\$57,179	21.5%
Town of Lyndon	\$48,061	\$49,251	\$50,983	\$52,444	9.1%
Town of Holland	\$52,539	\$58,009	\$57,741	\$59,892	14.0%
Town of Scott	\$45,213	\$50,591	\$53,266	\$51,922	14.8%
Sheboygan County	\$39,490	\$41,751	\$44,033	\$46,424	17.6%

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

ECONOMIC BASE ANALYSIS

Economic Sectors

To understand the future employment trend in the Town of Sherman, 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.

Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy, Sheboygan County, to the United States. This allows for identifying specializations in the Sheboygan County economy (Figure 4.9). 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 and services than the local economy can use, therefore, these goods and services are exported to non-local areas, which makes them basic sector employment.

Item	Sheboygan County		United States		Percent Change 2020-2024		Sheb. Co. Location Quotient	
	2020	2024	2020	2024	Sheb	U.S.	2020	2024
	All industries	52,627	55,342	117,940,012		5.2	12.4	1.0

				132,569,771			7	
Service Providing	28,980	30,450	96,871,795	109,860,379	5.1	13.4	0.72	0.70
Goods Producing	23,646	24,892	21,068,217	22,709,392	5.3	7.8	2.69	2.78
Natural resources and mining	584	645	1,781,459	1,840,600	10.4	3.3	0.79	0.89
Construction	2,304	2,542	7,203,279	8,135,442	10.3	12.9	0.77	0.79
Manufacturing	20,758	21,705	12,083,479	12,733,350	4.6	5.4	4.12	4.32
Trade, transportation, & utilities	8,956	8,784	26,469,950	28,737,666	-1.9	8.6	0.81	0.77
Information	178	212	2,709,771	2,904,986	19.1	7.2	0.16	0.18
Financial activities	2,984	3,038	8,206,299	8,696,356	1.8	6.0	0.87	0.89
Professional and business services	3,854	3,621	20,324,620	22,518,410	-6.0	10.8	0.45	0.41
Education and health services	7,396	7,992	22,277,974	25,422,420	8.1	14.1	0.80	0.80
Leisure and hospitality	4,491	5,537	12,800,577	16,698,128	23.3	30.4	0.84	0.84
Other services	1,123	1,266	3,944,955	4,666,503	12.7	18.3	0.68	0.69
Unclassified	-	-	137,650	216,110	0.0	57.0	-	-

Source: Quarterly Census of Employment and Wages - Bureau of Labor Statistics, Annual Averages

Threshold Analysis

Export Base (Basic Employment)

There is one area within the 2024 Sheboygan County economy that can be considered basic employment areas: manufacturing (Figure 4.9). This area produces 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 non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

Non-Basic Employment Industry

There are several areas that can be considered non-basic, as shown in Figure 4.9. These industries are not meeting local demand for a given good or service. For example, the transportation and professional services industry's LQ actually decreased since from 2020 to 2024. However, it is reasonable to believe that the Sheboygan County economy could support more of these industry types.

Top Employers within Sheboygan County

Some of the largest employers in Sheboygan County are listed in Figure 4.10; all employers listed 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 these are in the manufacturing sector.

Figure 4.10 – Top Private, Non-Chain Employers, 2025, Sheboygan County		
Company	Product or Service	Size
Kohler Company	Plumbing Products Manufacturing	5000+

Bemis Manufacturing Company	Plastics Manufacturing	1000+
Nemak	Aluminum die-casting	1000+
		1000+
Fresh Brands Distributing Inc.	Management Grocery Stores	500-999
Sargento Foods Inc.	Food Processing	1000+
Acuity Insurance Company	Direct Property and Casualty Insurers	1000+
Johnsonville Sausage	Meat Processing	500-999
Rockline Industries, Inc.	Converted paper product manufacturing	500-999
HSHS St. Nicholas Hospital	General medical and surgical hospital	500-999

Source: Sheboygan County Economic Development Corporation

Agricultural Economy

Sheboygan County agriculture is a large contributor to the local economy. Agriculture accounts for \$3.4 billion in county economic activity (2019), which is a significant portion of the County's total economic activity. As of 2019, the agricultural portion of Sheboygan County's economy contributed \$73.0 million in sales tax, property tax, and income tax annually. There are approximately 9,624 jobs tied to agriculture, about 15% of the total County workforce. Although specific numbers are not readily available for the Town of Sherman, the high percentage of land use in the Town dedicated to farming indicates agriculture is a major component of the Town's economy.

STRENGTHS AND WEAKNESSES ANALYSIS

Certain factors about a community, some of which are beyond its control, 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 drawing power for new businesses. This portion of the chapter gives a perspective from a business owner's 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

While this is not an exhaustive list, it contains the major strengths of the Town of Sherman from an economic development perspective.

- Wisconsin & Southern rail corridor runs through the Town.
- Four-lane STH 57 runs along Town's eastern side.
- Proximity to several different growing market/population centers.
- Presence of farming community and ag-related businesses in Adell and Random Lake gives the Town a strong agricultural infrastructure.
- Town has abundant non-metallic mining resources.
- Thriving industrial park in Random Lake.
- Stable and fiscally healthy local government.

- Good working relationship with villages of Adell and Random Lake.
- Town residents comprise a relatively skilled and educated workforce.
- Low crime rate.

Weaknesses

While this is not an exhaustive list, it contains the major weaknesses of the Town of Sherman from an economic development perspective.

- 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.
- Sheboygan County is a non-attainment area from an air quality standpoint.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

The Town of Sherman has a small amount of developed commercial lands along the STH 57 corridor and scattered throughout the Town. Future commercial sites would most likely be along STH 57 and near Adell, Random Lake, and Silver Creek. These sites would likely capitalize on locations affording high visibility and good access to a concentrated customer base.



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 ag producers will likely expand, the overall use is not expected to increase.

There are also ten inactive and one active non-metallic mining sites in the Town producing sand and/or gravel for construction uses. The active site is located in Section 25. Future locations will depend on the availability of resources.

Evaluation of Environmentally Contaminated Sites

WDNR and the EPA track the cleanup status of contaminated commercial or industrial sites. According to the WDNR interactive RR sites map, there are no sites in the Town of Sherman with an "Open Activity" status. The RR Sites Map is the DNR's web-based mapping system for information about contaminated properties and other activities related to investigating and cleaning contaminated soil and groundwater in Wisconsin.

Designation of Business and Industrial Development

Commercial Uses

The Town of Sherman will seek to steer most commercial activities toward Adell, Random Lake, and to a lesser degree, Silver Creek. Businesses along STH 57 will be encouraged to have safe access and may require buffering and landscaping to help preserve the Town's rural character. 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 as attracting industrial uses, since such uses would be better located in communities where the infrastructure is more supportive. Possible exceptions might include non-metallic mining and agricultural related industries like biofuels.

Acreage Projections

The Town does not plan to designate additional lands for industrial during the 20-year planning period; however, under appropriate conditions lands might be rezoned for expansions or 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 General Plan Design.

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 4.12 on the next page provides a history of the taxes levied in the Town of Sherman as officially reported to the Wisconsin Department of Revenue. Overall, the Town's tax base has continued to grow.

Figure 4.12 – Recent History of Property Taxes Levied, Town of Sherman			
Year Levied	Total Property Tax	Town Share of Property Tax	State Tax Credit
2024	\$3,126,400	\$500,484	\$371,328
2023	\$3,008,285	\$392,163	\$339,962
2022	\$2,881,505	\$404,433	\$258,497
2021	\$2,846,004	\$401,263	\$252,451
2020	\$2,765,420	\$397,425	\$244,904

Source: Town of Sherman Tax Rate Worksheets

Figure 4.13 breaks down the total property value in the Town into proportions of residential, commercial, industrial, agricultural, and forest. This is important because many studies have shown industrial, commercial, and agricultural properties usually generate more in tax revenues than they require back in public expenditures, while residential properties are just the opposite. Therefore, a community that experiences an increase in residential value as a proportion of its full property value may actually be seeing a decline in its revenues-to-expenditures ratio, which is the opposite of what a community desires. The Town of Sherman has seen an increase in the

proportion of property values that were residential over time, slightly more than that of Sheboygan County overall. The emphasis in the Town of Sherman is agriculture, and the data in Chapter 8 confirms this with respect to land use. Changes in valuation are sometimes the result of state assessment practices or policies rather than land use and development; Generally speaking, the Town should try to maintain (or perhaps increase) its non-residential proportion, unless proposed residential development is high end or specialized in some way.

	Town of Sherman		Sheboygan County	
	2020	2024	2020	2024
Percentage of Property Values that were Residential	73.6%	77.5%	74.0%	76.3%
Percentage of Property Values that were Commercial	4.1%	3.8%	17.9%	17.1%
Percentage of Property Values that were Industrial*	1.3%	1.0%	5.2%	4.3%
Percentage of Property Values that were Agricultural or Other	19.4%	16.1%	0.3%	0.3%
Percentage of Property Values that were Forest	1.6%	1.6%	2.6%	2.0%

Source: Wisconsin Department of Revenue, Statistical Report of Property Values. Note: Table does not include all possible property assessment classifications.

** Classified as "Manufacturing" by WisDOR*

As shown in Figure 4.14, the full equalized value of property within the Town increased 38% for the period 2020 to 2024, from \$163,915,300 to \$226,297,500, with the largest percentage increase occurring from 2022 to 2023. For comparison's sake, the average increase from 2020 to 2024 in Wisconsin was 48%, and the average increase over the period for all towns in Sheboygan County was 45%. In general, property values increased at a slower rate in the Town of Sherman than they did in other Sheboygan County towns.

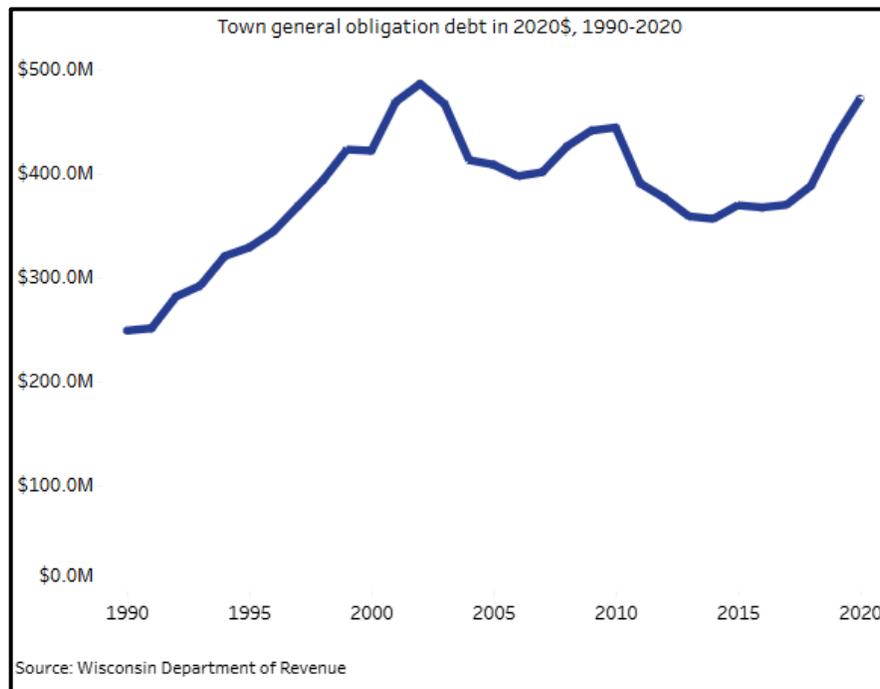
Year*	Full Value	Debt Limit	Existing Debt	Debt Margin
2024	\$226,297,500	\$11,314,875	\$966,000	\$10,348,875
2023	\$211,473,400	\$10,573,670	\$17,177	\$10,556,493
2022	\$176,341,500	\$8,817,075	\$49,177	\$8,767,898
2021	\$173,006,200	\$8,650,310	\$81,177	\$8,569,133
2020	\$163,915,300	\$8,195,765	\$113,177	\$8,082,588

**As of 12/31 for each year*

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

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5% of the equalized value, or full value,

of the unit of government. As indicated by Figure 4.14, the Town of Sherman's total general obligation debt as of December 31, 2020 was \$113,177, which was less than 0.1% of its full value, and only about 1% of the \$8,195,765 it could legally borrow. In 2024, the Town borrowed \$966,000 to finance multiple road projects. The Town's recent borrowing trend seems to align with WisDOR statistics for 2020, which show that Town debt is on the rise.



Historically, the Town of Sherman has been conservative in its borrowing, which is a sound and legitimate financial strategy. However, it could also be said that the Town has recently utilized its capacity to more assertively invest in itself by taking advantage of its substantial debt margin to upgrade local infrastructure, provide additional services, or create improvement programs.

ECONOMIC DEVELOPMENT PROGRAMS

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

Local

The Town of Sherman does not currently have any local economic development programs; however, the Town can assist local businesses by officially supporting the business 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's participation in the Wisconsin Community Development Block Grant (CDBG) Program creates opportunities for low to moderate income households by providing zero percent deferred interest loans for private septic system replacement, roof replacement, lead paint remediation, plumbing repairs, and more. The Brown County Planning Department

began administering the State of Wisconsin CDBG Program in 2013, for the northeast Wisconsin region, and all of Sheboygan County is included in this program, except for the City of Sheboygan, who has its own program.

In addition, Sheboygan County partners with the Sheboygan County Economic Development Corporation (SCEDC), whose goal is to “improve the economic well-being and long-term prosperity of the businesses, residents, and communities of Sheboygan County, through collaborative retention, expansion, and attraction efforts for business and employment development. SCEDC can provide a variety of services, such as site selection, workforce development, nontraditional financing, and entrepreneurship development.

Sheboygan County is also assisted by the Sheboygan County Chamber of Commerce and UW-Extension on economic development. Assistance from UW-Extension’s Small Business Development Center is available. 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), a collaboration between the Sheboygan County Economic Development Corporation (SCEDC) and New North, Inc. SCEDC focuses on working to build the county’s economy through project management and other personalized services. New North, Inc. seeks to support business attraction and retention as well as job growth in Northeast Wisconsin, and sites several partners in Northeast Wisconsin on their website, including the Bay-Lake Regional Planning Commission.

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 in the report. All communities that are served by the Commissions, including the Town of Sherman, are invited to identify future projects for economic development 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 (LTC) in Cleveland formed a Center for Entrepreneurship in 2005. While it appears the center is no longer operating, LTC has invested in Progress Lakeshore, an organization that offers an entrepreneurial training program for those who wish to start or expand a business. LTC also offers a Business Operations technical diploma program, which focuses on preparing students to start or join a small or family-run business.

State

The Wisconsin Department of Commerce has several grant programs that would be available to the Town of Sherman. 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, and housing rehabilitation, as well as 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. For a time period up to 27 years, tax revenues generated by the new development can be allocated to pay for up-front infrastructure and related costs. This subsidy makes it easier for developers to take on large or expensive projects that would otherwise not have been attempted. Wisconsin Act 231 provides towns limited authority to create tax incremental financing (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 towns to use the TIF law for retail development that is limited to the retail sale of products produced due to an agriculture, forestry, or manufacturing project. Regardless of what type of project is done, at least 75% of the proposed TID'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 Sherman in economic development include:

USDA Wisconsin Rural Development Programs

- *Rural Economic Development Loan and Grant Program*
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, start-up costs, incubator projects, community development assistance, 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 conjunction 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 business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological 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.

ECONOMIC DEVELOPMENT 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) Future business development occurring within the Town of Sherman should be concentrated in the proximity of the villages of Random Lake and Adell, or secondarily within Silver Creek or along the STH 57 corridor.

Almost 61% of respondents to Question #24 of the 2004 Citizen Input Survey felt that businesses should be concentrated in a few areas of the Town rather than dispersed throughout the Town. Responses to other survey questions indicate this concentration should be in the Adell, Random Lake, and Silver Creek areas.

- a) *Policy/program:* The Town of Sherman will severely limit commercial zoning in areas not located near Adell, Random Lake, Silver Creek, and along the STH 57 corridor.
- b) *Policy/program:* The Town of Sherman will continue to plan cooperatively with Adell and Random Lake to ensure that adequate provision is made for future commercial development in the Adell-Random Lake-Sherman area.

Furthermore, as the inventory for this chapter was compiled following the initial public participation and visioning, it became apparent that additional goals had to be developed. These additional goals are:

2) The Town of Sherman supports small-scale economic development that does not negatively impact the Town’s rural atmosphere or natural resources.

While some economic development is beneficial, residents prefer a mostly agricultural and open space landscape with a small amount of managed residential growth. According to the 2004 Citizen Input Survey, 88% of respondents favored this sort of rural atmosphere. Further, 74% agreed that protection of woodlands, wetlands, open spaces, and cultural resources in the Town is necessary.

- 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:* New businesses or expansions should not adversely threaten critical natural or historic resources.

- c) *Policy/program:* The Town will continue to work with future developers 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.

3) The Town of Sherman should monitor the expansion of home-based businesses.

While most home-based businesses make little, if any, impact on the surrounding area, some businesses outgrow their original homesite and begin to generate noise, traffic, clutter, odor, etc. that can become detrimental to the welfare of neighbors and their property values. (Only 21% of respondents to a question about home-based businesses on the 2004 Citizen Input Survey said such businesses should be allowed to stay where they are and grow as large as they want to with little or no additional regulations.)

- a) *Policy/program:* The Town will strongly consider requiring conditional use permits for home-based businesses that exceed certain impact thresholds (e.g., traffic, noise, odors, hours of operation, number of employees, etc.) identified by the Town.
- b) *Policy/program:* The Town would prefer home-based businesses undergoing substantial expansion to relocate to a more suitable location such as Adell or Random Lake.

CHAPTER 5 – TRANSPORTATION

INTRODUCTION

The way we live — getting to and from work, moving products to market, visiting friends and relatives, traveling for recreation and vacation — depends upon good transportation infrastructure that includes roadways, transit, trails, and other modes. Because we live in a mobile society, we demand a transportation network that is safe, efficient, and dependable. Considerations of clean air, economic development, congestion management, transportation control measures, and a changing village have greatly increased the importance of well-planned transportation facilities and policies.

66.1001(2)(c)

Transportation element. A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

SUMMARY OF INVENTORY AND RECOMMENDATIONS

The transportation facility inventory conducted for the Town of Sherman has established that the Town currently has approximately 36 miles of town roads. The Town's internal transportation system of town roads is complemented by STH 57, STH 144, and 10 county trunk highways providing access to the 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 for paved or stand-alone bike trails. However, as long as traffic levels remain moderate to low, a portion of the Town's existing local road system and several area county trunk highways should be able to safely and efficiently serve the needs of bicyclists. There are no pedestrian facilities within the Town, which means residents typically walk along road shoulders.

The recommendations in this plan call for a safe and efficient transportation system for the Town. A pavement management system tied to a capital improvement program should be a priority. Specific issues that are likely to need attention during the planning period include managing access to STH 57 and ensuring the safety of vehicles using this increasingly busy highway.

INVENTORY OF TRANSPORTATION FACILITIES

Highways

STH 57, a four-lane divided highway, runs north-south through the eastern half of the Town of Sherman, and STH 144, a two-lane highway, runs east-west through the southern half of the Town. County highways that traverse the Town include CTH W, CTH A, CTH CC, CTH I, CTH SS, CTH D, CTH RR, CTH II, CTH DE, and CTH K. (See Figure 1.2 for the locations of these highways.)

Roads

There are approximately 32 town roads within the Town of Sherman. (See Figure 1.2 for the locations of these roads.)

Inter-County Bus Service (WETAP) & Transit

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



The Sheboygan County Elderly and Disabled Transportation Program may be used by customers living in parts of rural Sheboygan County. This program is for customers over the age of 60 or under the age of 60 with a qualifying disability. Metro Connection provides the service, which is a division of Shoreline Metro. A reservation system is used to schedule rides on a first come-first service from 7:30 a.m. to 3:30 p.m., Monday through Friday.

The Aging and Senior Volunteer Driver Program may be used by individuals aged 60 or older for medical rides and by those aged 18-59 with a qualifying disability when no other means of transportation is available. Most rides are provided within the county, but rides outside of the county are also possible with adequate notice. This program is donation-based.

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.

Air Service

The inventory of air transportation systems and facilities includes 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 Department of Transportation (WisDOT) 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. The provision of air services for residents is important; the Town of Sherman will continue to rely on regional and other facilities, which are described below and deemed adequate, to meet this need.

Regional and Local Air Service

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Sherman (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 in 2025 was providing direct service flights to eight major cities, including Atlanta, Chicago, Denver, Detroit, Las Vegas, Minneapolis, Orlando, and Phoenix, and flights are provided on five airlines. General Mitchell is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 12 airlines offer roughly 186 daily departures and arrivals. More than 30 cities are served nonstop from Mitchell International. It is the largest airport in Wisconsin.

Sheboygan County Memorial International Airport is located about 15 miles north of the Town of Sherman, and is owned and operated by Sheboygan County and ranks as the tenth busiest airport in Wisconsin. Passenger service is not provided; however, many local corporations operate their corporate aircraft from this airport. Sheboygan County Memorial International Airport is classified as a Transport/Corporate (T/C) airport and has the capability of serving aircraft weighing up to 60,000 pounds. The primary runway measures nearly 6,800 feet in length, while the secondary runway measures nearly 5,000 feet in length, and was improved in the year 2010. Sites are available for hangars or businesses for commercial, industrial, or personal use. A site in the northwest area of the airport was improved by Sheboygan County in recent years for the purpose of constructing an office/hangar facility for a local aircraft manufacturing company. Lake Breeze Aviation is the fixed-based operator located at the airport, and they provide fuel, oil, hangar rentals, as well as other services.

Medical Airstrip Facilities

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

Waterborne Transportation

There are no commercial port, harbor, or marina facilities located within the Town of Sherman. (The Random Lake waterbody is used primarily for recreational purposes.) However, due to its location relative to Lake Michigan, numerous marina and harbor facilities are located within a short driving distance from the Town.



Rail Transportation

A track traverses north and south through the eastern half of the Town of Sherman. The Canadian National Railroad filed for abandonment of the line in 2004. Public meetings in Plymouth and Random Lake

followed, and support for continued rail service was strong. The State of Wisconsin purchased the rail line for \$1.9 million and negotiated a deal with Wisconsin & Southern Railroad to take ownership of the 37-mile segment extending from Saukville to Kiel.

There are six road and rail crossings within the Town, two of which are in urban areas and controlled by signals. The remaining rail crossings are controlled by signage. At these crossings, the County completes periodic mowing to improve sight distance and safety. There are no immediate safety concerns associated with the current crossings.

Trucking

There are currently at least three trucking companies in the Town of Sherman area: one within the Village of Adell limits, one within the Village of Random Lake limits, and one in the Town. Diamondback Transport, Inc. is located on Tower Avenue in the Village of Adell; its cargo load includes: grain, feed, hay, and other dry bulk commodities. Vorpahl Trucking LLC is located on County Road D in the Town of Sherman, is a carrier of agricultural goods and general freight items. Midway Trucking Service LLC is a company in the Village of Random Lake. Midway Trucking carries building materials, dry bulk commodities, beverages, and paper products. TNT Excavating operates on Creek Road.

Bike & Pedestrian

Bicycle Facilities

The Wisconsin Bicycle Transportation Plan 2020 identifies general bicycling conditions on the state and county highways located within the Town of Sherman, as well as Sheboygan County overall, and is currently in the process of being updated combined with the Wisconsin Active Transportation Plan 2050. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for cycling. The state bike plan indicates that while STH 57 is “unsuitable or not recommended for bicycle travel,” and bicycling on STH 144 is “not recommended.” A handful of County roads were identified as providing the “best conditions for bicycling.” Roads designated as providing suitable conditions for bicycling generally have moderate to light traffic volumes, adequate sight distances, and minimal truck traffic.

The Bicycle Facility Transportation Plan for the Bay-Lake Region and the Sheboygan County Bicycle Facilities Plan propose 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. Studies have shown that paving road shoulders (from three 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.

Within the Town of Sherman there are no paved bicycle lanes or stand-alone bike trails.

Pedestrian

Currently, there are no pedestrian facilities within the Town of Sherman. However, a paved shoulder has been installed on both sides of Random Lake Road between CTH II and Cimmeron Drive. This approximately 950-foot segment connects the Westview Hills residential area to the Village of Random Lake. Flashing crosswalk signs at Cimmeron and Random Lake Road have also been installed.

EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

Roads and Highways

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the Village, 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 Sherman has been functionally classified based on criteria identified by WisDOT. (See Figure 5.1.)

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between 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 Sherman, STH 57 is functionally classified as a Principal Arterial, and STH 144 and CTH BB are functionally classified as Minor Arterials.

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 the home and those places where business and commerce are conducted. Collector roads are further delineated by classification as *major or minor* collectors.

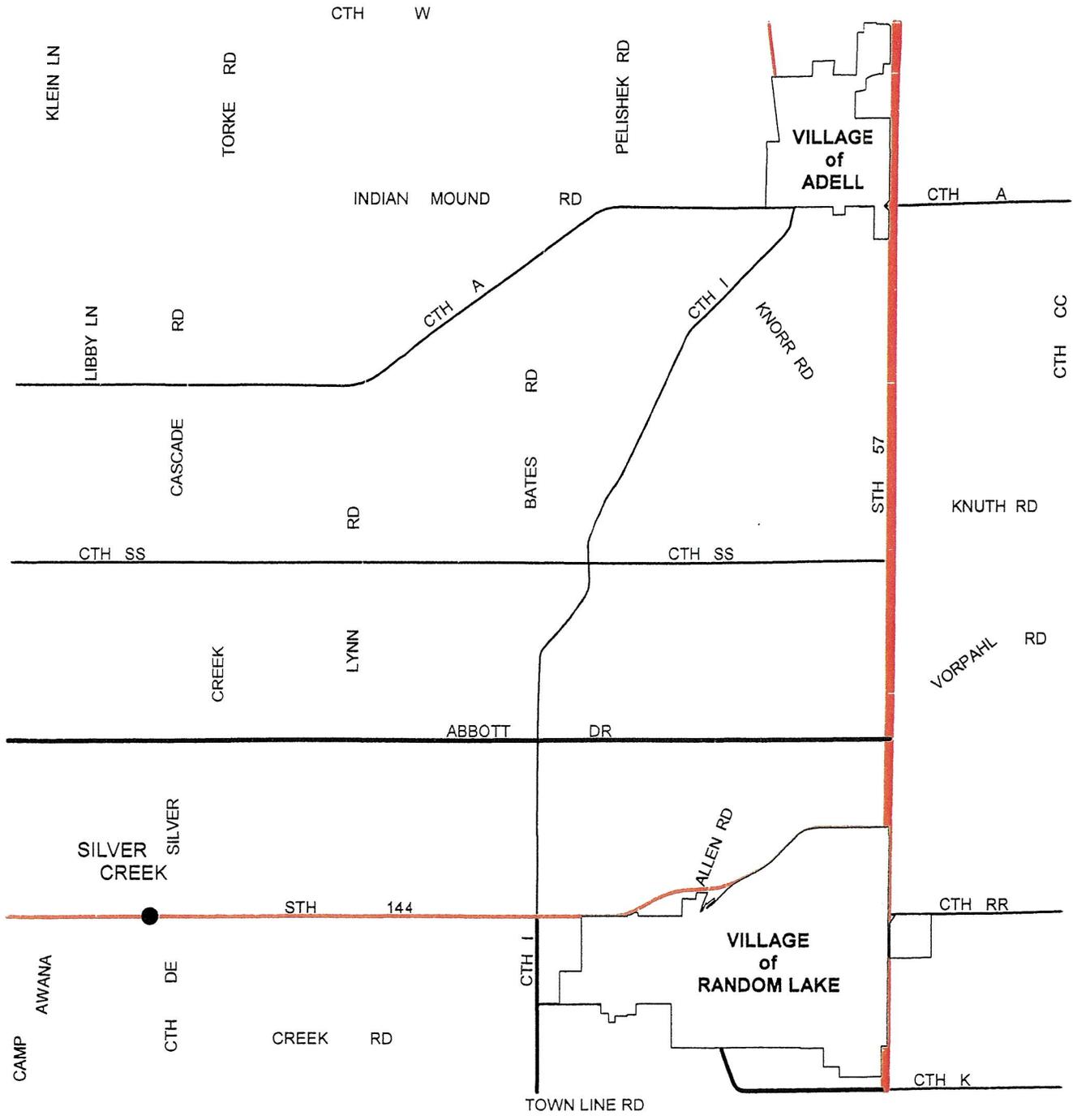
Within the Town of Sherman, CTH I, south of STH 144; CTH K, west of STH 57; and Abbott Drive are functionally classified as Major Collectors. Roads classified as Minor Collectors include CTH I, north of STH 144; CTH SS; CTH A; CTH II; CTH RR; and CTH K, east of STH 57.

[Map: Figure 5.1 Functional Classifications of Roads]

Figure 5.1

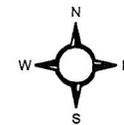
Functional Road Classes - Town of Sherman -

Sheboygan County, WI



Legend

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



2000 0 2000 4000 Feet

Based on data and mapping supplied
by Sheboygan County, 2005

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. Local roads should be designed to move traffic from an individual lot (e.g., 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 used by through traffic. All roads not classified as arterial or collector are classified as local roads.

Traffic Counts

An analysis of past and present traffic 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. WisDOT provides counts for a community once every three years.

Figure 5.2 – Annual Average Daily Traffic, Town of Sherman					
Highway Vehicle Counter Location		2011	2021	Change	Percent Change
CTH K					
west of STH 57		630	670	40	0%
east of STH 57		1,400	1,100	-300	-25.8%
CTH I					
south of STH 144		650	670	20	38.6%
north of STH 144		620	470	-150	0%
south of CTH A		440	400	-40	3.7%
STH 57					
north of CTH SS –		9,200	8,300	900	27.3%
south of CTH SS –		9,500	8,900	600	35.5%
CTH A					
east of Pelishek Road		870	940	70	21.9%
CTH SS					
east of CTH I		530	570	40	24.4%
ABBOTT DR					
west of STH 57		350	580	230	

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data, 2011, 2021;

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic.

Traffic Crashes

Vehicle crash reports, filed with the Sheboygan County Sheriff's Department and also with WisDOT, are excellent indicators of problems with road alignments, roadway construction, and geometric design of a road. Alterations in road geometry, enlargement of 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.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Single vehicle – non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road hitting fixed objects such as sign post, utility poles, culverts and sliding into a ditch, while multi-vehicle/non-intersection crashes typically result from a vehicle traveling on the roadway and striking another vehicle that is stopped or slowing, entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents, and head-on crashes within the immediate area of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

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 Sherman has a Controlled Access Ordinance – nor do they plan to adopt one. The State has an access control ordinance along STH 57 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.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

Major components of Trans 233 include review, access, drainage, setback and vision corners.

- **Review.** WisDOT reviews all subdivision plats along state highways for conformance with the rule. Along with state highway system segments in rural areas, the rule also applies to segments that extend through a village or city. Once a final map is provided, WisDOT has 20 days to complete its review.

- **Access.** Direct access to the state highway system from newly created lots is generally not permitted. The owner should determine alternative ways to provide access to the property. The preferred option is for the property to take access off an alternate street. New public streets created by a subdivision are the next preferred alternative. Joint driveways may be allowed if a special exception from the rule is requested and approved. Some developments may require a special traffic study.
- **Drainage.** Drainage is evaluated to help ensure that stormwater flowing from a new development does not damage a highway or its shoulders. It is advisable for developers to discuss drainage issues with the WisDOT district office staff before submitting a subdivision for review.
- **Setback.** Setbacks are areas abutting a state highway in which buildings cannot be constructed. In general, setbacks are 110 feet from the centerline of the highway or 50 feet from the right-of-way line, whichever is more restrictive.
- **Vision corners.** Vision corners are triangular areas at intersections in which structures, improvements and landscaping are restricted because they can block the ability of motorists to see oncoming vehicles. Vision corners may be required at the time a permit is obtained and possibly sooner.

Source: Wisconsin Department of Transportation, 2005.

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.

The Town of Sherman adopted Ordinance 2021-05 in 2021 to regulate the construction of all new driveways in the Town. The ordinance states that “no person shall, by means of any vehicle, enter or exit, or cause any other person to enter or exit, any adjoining parcel or property from or onto any highway in the Town unless a culvert and gravel driveway have been provided for said parcel or property and except where a culvert or driveway has been determined to be unnecessary by the Town Official.” The intent of the ordinance is to establish standards for driveways that will provide for better and safer provisions for adequate access from private development to a public right of way, with the intent of maintaining the safety and welfare of those involved in providing services while in the operation of fire protection and emergency equipment. Landowners must stake out in the field the location and size of their driveway for review by the Town of Sherman.

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

A driveway permit is required for culverts installed adjacent to town roads within the Town of Sherman. For driveways installed on county trunk roads within the Town of Sherman, this application is on the same form as the driveway permit that is submitted to the Sheboygan

County Highway Department and is approved by the County. Driveways installed along State highways within the Town of Sherman are required to obtain a permit from WisDOT.

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 85th percentile speed, which is the speed 85% of the freely flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85th percentile. Another consideration is the road's design limit, which is the highest and safest speed the road was designed for and takes into account the road type, geometry, and adjoining land uses.

Speeds should be consistent, safe, and 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 to decrease.

INVENTORY AND ANALYSIS OF 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 of Sherman.

County Functional and Jurisdictional Studies

There are no existing county functional or jurisdictional transportation plans for the road system within the Town of Sherman, however, such a study for the surrounding area is overdue. During a key stakeholder forum held November 30, 2004, the Sheboygan County Highway Commissioner said functional/jurisdictional classifications are reviewed periodically. Roads can change from town to county and vice versa. The County Highway Department intends to look at their classifications as part of Sheboygan County's comprehensive planning. Changes 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 Sherman.

Rural Transportation Plans

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

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 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 roads including the road base and rebuilding roads to modern standards.

State Airport Plans

The Wisconsin State Airport System Plan 2030 (SASP 2030), adopted in 2015, 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 includes forecasts of Wisconsin aviation activity intended to be used to verify levels of activity, which assists in determining whether existing airports have the capacity to meet future demand. In addition, the plan defines the State Airport System and establishes the current and future role of each airport in the system.

State Railroad Plans

The Wisconsin Department of Transportation’s (WisDOT) Wisconsin Rail Plan 2050 (WRP 2050), adopted in July 2023, intends to identify objectives to guide future rail-related investments in Wisconsin. The plan primarily focuses on railroad crossings, freight rail, the state-owned rail system, long-distance intercity passenger rail, corridor intercity passenger rail, and commuter rail. The plan provides that Wisconsin’s rail lines are mostly owned by freight railroad companies, of which network is used to transport goods throughout the state, such as moving pulp wood to paper mills, and beyond.

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.

Per the WisDOT website in 2025, WisDOT is updating the Wisconsin Bicycle Transportation Plan and the [Wisconsin Pedestrian Policy Plan](#), which were adopted in 1998 and 2002, respectively, and combining them into the [Wisconsin Active Transportation Plan 2050](#). The plans intend to focus on human-powered modes of transportation.

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 Sherman. 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 County Plan

The Sheboygan Urbanized Area Bicycle Facilities Plan was adopted by the county in September 1991. The Sheboygan Metropolitan Planning Organization was also involved in the development of the plan. The organization included representatives from the towns, the Sheboygan Public Works Department, and the Sheboygan Transit System.

The major purposes of the bicycle plan were to: (1) to develop goals, objectives, and policies for the development of bicycle facilities in the Sheboygan area; (2) to reach agreement on appropriate bicycle facilities within the Sheboygan area; (3) to evaluate these bicycle facilities in terms of a set of primary and secondary criteria determined by the review committee for this plan; and (4) to recommend an education and safety program for bicyclists of all ages in the Sheboygan Urbanized Area.

Six major goals are included in the Sheboygan Bicycle Plan. The first goal is to increase bicycle safety; this involves safer routes, road upgrades, law enforcement, and publication of bicycle safety literature. The second goal is the utilization of recreational and natural attractions. The main objectives of this goal include the increased usage of trail and route signage, incorporation of river corridors and greenways, and an interconnected area between paths and parks. The fourth goal of the bicycle plan is to provide auxiliary facilities, such as adequate bicycle parking and storage, to make bicycling a more attractive transportation option for area residents. The remaining goals involve the funding for the implementation and improvements of bicycle

facilities, and also the consideration of the bicyclist population and their needs in the bicycle facilities planning process.

Recommendations of the Sheboygan Bicycle Plan 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 multipurpose 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. Development of recommended bicycle facilities within identified principal bikeway corridors has a well-defined set of potential bicycle traffic generators.

As of the year 2025, the Bay-Lake Regional Planning Commission is currently in the process of developing a master bicycle and pedestrian plan for the Sheboygan Bicycle and Pedestrian Master Plan 2024 (MPA). This plan is intended to connect people with the Sheboygan Metropolitan Planning Area via an accessible bicycle and pedestrian network, and to document strategies to assist with the enhancement of the existing network.

TRANSPORTATION FUNDING PROGRAMS

<https://wisconsin.gov/pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>

General Transportation Aid (GTA)

Local road improvements, construction and maintenance are 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 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 \$2,734 for 2023. 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 or 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 community 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

year. Applications are submitted through the county highway commissioners by November 15 of the odd 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; 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, with up to 50% of the cost reimbursed by WisDOT 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.

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 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 WisDot transportation Office (District 3) staff in winter of odd numbered years, with program approval in summer of odd numbered years. The program has a three-year cycle.

Traffic Signing and Marking Enhancement Program

This WisDOT 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 total eligible costs, with the local government contributing matching funds equal to at least 25% of the total eligible costs.

Rural & Small Urban Area Public Transportation Assistance Program – Sect. 5311

Allocations to the State of Wisconsin are set at the 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).

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- 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 of 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; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent 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 over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demand 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. WisDOT 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 WisDOT, 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 21st 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.

TRANSPORTATION 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 provide well-maintained, safe roads.

STH 57 is a four-lane, heavily traveled highway that is not a closed access freeway. Therefore, cross traffic occurs at approximately nine intersections, and about two dozen private driveways in the Town of Sherman corridor.

- a) *Policy/program:* In order to promote traffic safety and maintain the efficiency of STH 57, the Town, along with the Villages of Random Lake and Adell, should work within WisDOT policies to minimize, as much as possible, direct access to this principle arterial. This can be achieved by requiring adequately spaced access points and by requiring frontage roads for access to numerous properties, or driveway accesses that are able to serve more than one property.
- b) *Policy/program:* Communicate periodically with WisDOT to remain apprised of safety studies and/or opportunities to improve the STH 57 corridor as necessary. This may include traffic signals, flashing caution lights, reduced speed limits, turning lanes, etc.
- c) *Policy/program:* When appropriate, the Town will explore using the funding sources identified under the Transportation Funding Programs listed earlier in this chapter.

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

- d) *Policy/program:* Local road systems, especially those in heavily agricultural areas, should be designed and signed to minimize through traffic movement.
- e) *Policy/program:* New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear.

- f) *Policy/program:* Monitor WisDOT statistics for existing road traffic volumes as well as accident rate data compiled by the Sheboygan County Sheriff's Department. Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Continue to tie all of this data in to a long-term maintenance schedule and capital improvement program that addresses ongoing drainage improvements, shoulder betterment, and location of parking and field entrances
- g) *Policy/program:* Provision for bicycling and walking should be made in rural residential areas through a combination of methods, which may include low traffic streets, paved shoulders, sidewalks or paths in appropriate areas, and stand-alone trails.
- h) *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.

2) The Town of Sherman will actively participate in transportation activities (state, county, rail) 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 with state and county transportation officials as needed regarding maintenance of existing roadways within the Town. The Town will communicate with state transportation officials regarding notification of planned roadway upgrades within adjacent Towns. The Town will share its comprehensive plan with appropriate transportation agencies and will make its land use vision and goals known to proactively address growth associated with improved transportation corridors.

3) The Town of Sherman 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:* The total amount of land used for transportation facilities should be minimized as much as possible.
- b) *Policy/program:* The dislocation of households, businesses, industries, and institutional buildings as caused by the construction or reconstruction of transportation facilities should be minimized.
- 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

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 are 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 Deputy 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.

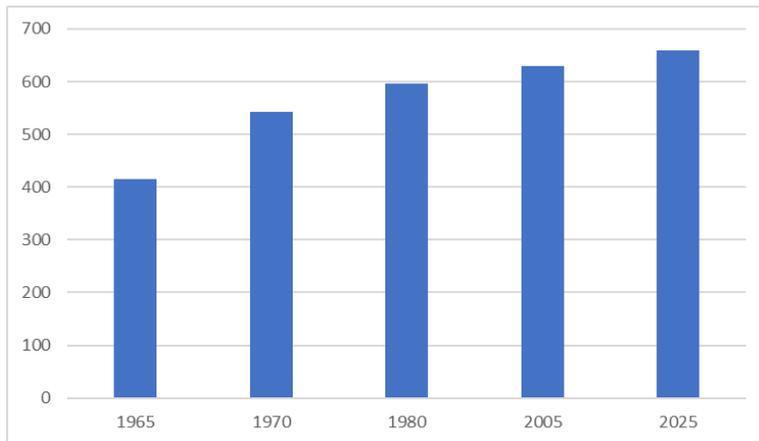
Others

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). 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 uses several different fuel sources to produce electricity as of 2024: coal – 28.2%; nuclear – 29.4%; %; renewables - 5.1%; and natural gas – 37.3%.

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 privately-owned transfer station on Pelishek 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.

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 runs a number of hazardous waste collection events each year 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 primarily by Spectrum. There are a number of cellular tower sites located adjacent to or within the Town. Reception is spotty in some places, and even within coverage areas, dips and valleys can interrupt service. Tower builders and wireless carriers have engaged in upgrades within the Town, with a number of cellular towers having been constructed or upgraded in recent years, particularly in high point areas and along STH 57.

Spectrum, also known as Charter Communications, is in the process in expanding broadband access across rural Wisconsin, including the Town of Sherman, as part of its multi-year Rural Construction Initiative. Spectrum intends to connect a large number of unserved or underserved homes in the Town of Sherman with gigabit broadband service. As of 2025 when this plan is being updated, many residents have had the opportunity to connect to Spectrum's broadband service. Fiber optic cable is being installed, or upgraded from co-axial cable, in many areas throughout the Town, and much of the expansion is expected to be completed by the end of year 2026. Cable television service in the Town is provided by Spectrum.

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 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
Town of Sherman Union Cemetery	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, but contracts with the Cascade Police Department for special law enforcement services to include local ordinance enforcement.

The Town also relies on 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. 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 and Fire Protection Services

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 part of the Town of Scott. Additionally, there are mutual aid agreements with the Village of Random Lake and Village of Adell. 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 39 members. 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.

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 firefighting 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 5 by the ISO.

Emergency Rescue Services

Rescue service/ambulance service is provided to various parts of the Town by the Adell First Responders and the Random Lake Fire Department. 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 offers a wide selection of books, digital resources, and programs. 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 Monarch Library System covering Sheboygan, Ozaukee, Washington, and Dodge Counties. The Monarch Library System also provides a Bookmobile service to Sheboygan and Ozaukee counties. The vehicle makes scheduled stops throughout both counties, including Waldo 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 600-700 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 2022 the citizens of the Random Lake School District approved a \$29.9million referendum for the cost of a school building and facility improvement project consisting of: construction of additions at the school building, including for a secure entrance, classrooms, a cafeteria and multi-purpose space, to centralize two district libraries, renovations at the elementary, middle, and high school, capital maintenance throughout the district, safety and site improvements, construction of a maintenance facility, and acquisition of various pieces of equipment. In 2025, construction was still in progress with a goal of completing projects within the calendar year.

According to the Wisconsin Department of Public Instruction, Random Lake High School's on track to graduation score was the same or higher than 98.9% of grade 9-12 schools in the state.

The Random Lake School District has recorded an overall 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.

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.

Child Care Facilities

According to the 2020 U.S. Census, there were 57 children under five years of age living in the Town and 43 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 (Rams Childcare Center at Random Lake School District and Our Lady of the Lakes Extended Care), Sherman (St. John's Lutheran Church Extended Care and Ellie's Little Preschool LLC), and Cedar Grove and Belgium (Stepping Stones Children's Center). 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 Community Center every Tuesday and Thursday, and in Random Lake one day a week from April through December at Kathy's 111 Trackside Café.

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: Gables on the Pond I and II, Random Lake, 50; KindredHearts, Plymouth, 15; Pine Haven Christian Home, Sheboygan Falls and Oostburg, 236; Woodland View Estates, Fredonia, 6; Belgium Gardens, Belgium, 22; Milan Estates, Saukville, 22; Anita's Gardens, Grafton, 24; Harvest Home, Grafton, 17; Rosewood Manor, Grafton, 8; and several sites in Sheboygan.
- *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: Fredonia Adult Day Center, Fredonia; The Gathering Place, Sheboygan Falls; Paragon Community Services, Plymouth; Camp Evergreen, Sheboygan; Reach Forward, Sheboygan; Newer Beginnings Adult Day Center, Sheboygan; Vista Care, Sheboygan; RCS Empowers, Sheboygan.
- *Skilled Nursing Facilities.* Offer long-term care for residents who require daily assistance. Some type of rehabilitation program also usually available. Facilities/Location: Meadow View Health Services, Sheboygan; Morningside Health Services, Sheboygan; Pine Haven Christian Home, Sheboygan Falls; Rocky Knoll Health Care Center, Plymouth; Plymouth Health Services, Plymouth Sheboygan Progressive Health Services, Sheboygan Eden Brook, Sheboygan.

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 Health Center – Random Lake and the Aurora Health Center – Cedar Grove are both primary care facilities specializing in family practice medicine.
- The Aurora Health Center – Plymouth offers family practice, general medicine, and many other specialties. Emergency needs are met by an urgent care center.
- The Aurora Medical Center Sheboygan County is available to Town residents. Located on Union Ave in the Village of Kohler, 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.

- Aurora Medical Center – Grafton, built in 2010, is a 510,900 square foot medical campus that includes a hospital and medical office building. The full-service facility provides 24/7 emergency care, and provides services in many specialties, such as: orthopedic care, cardiac care, neurological care, cancer care, and women’s health.
- Ascension Columbia St. Mary’s Ozaukee Campus, built in 1994, is a full-service medical center located on Port Washington Road in Mequon.

OUTDOOR RECREATION INVENTORY

Community Facilities

According to the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan (2021)*, 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 (Silver Creek Fire Department). A 4.86-acre area with a picnic shelter, concession stand, barbeque, and restroom facilities on State Highway 144 west of Silver Creek Cascade Road.

- *County Wayside*, located on STH 144 just west of Silver Creek. Approximately one-half acre of open space.
- *County View Community Park, A dedicated community park in a residential subdivision. Located on about five acres and southwest of Random Lake.*

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.

CHAPTER 7 - INTERGOVERNMENTAL COOPERATION

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 sharing information, or it can involve formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even 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. Consequently, certain activities may impact other jurisdictions downwind or downstream. Today, increased communication 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. 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 very 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 the delivery of community services. Cooperation can help to avoid this.

The Town of Sherman's relationship with neighboring communities, Sheboygan County, the Bay-Lake Regional Planning Commission, the Random Lake School District, and the state and federal government can impact Town residents in terms of taxation, planning, provision of services, and siting of public facilities. An examination of these relationships and the identification 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.

66.1001(2)(g)

Intergovernmental Cooperation Element. A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under 66.0301, 66.0307, 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

SUMMARY OF CHAPTER AND RECOMMENDATIONS

The Town of Sherman interacts with a number of other governmental entities, most notably the villages of Adell and Random Lake, and Sheboygan County. Existing relationships with these entities is generally positive. The Town participates in several public services partnerships already, and has made it a goal to maintain existing partnerships while remaining on the lookout for additional opportunities.

Currently, the villages of Adell and Random Lake do not exercise extraterritorial zoning powers. Random Lake recently reaffirmed its extraterritorial platting review jurisdiction, and Adell is considering exercising its jurisdiction as well. Joint review of future subdivision plats will hopefully encourage additional cooperation near village borders. In lieu of potentially complex and expensive formal boundary agreements, the Town and villages have agreed to 1) rely on the 20-Year Land Use Maps in Chapter 8 of their plans to provide guidance in transition areas, and 2) establish a regular and ongoing intergovernmental communication forum to mutually discuss boundary issues and shared services.

Existing or potential conflicts are limited, although STH 57 will have to be monitored, as a variety of intensive land uses might eventually be proposed in the corridor. Several steps have been suggested to help resolve any conflicts that might arise.

EXISTING ACTIVITIES

Adjacent Governmental Units

In addition to virtually surrounding the villages of Adell and Random Lake, the Town borders the Towns of Lyndon, Holland, and Scott in Sheboygan County and the Town of Fredonia in Ozaukee County.

Relationship

The Town has a very good working relationship with the villages of Adell and Random Lake. The Town and villages have worked together since September 2002 on public participation and comprehensive planning, meeting monthly at the Adell village hall. In addition to this process, there have been two productive intergovernmental meetings with Adell, Random Lake, and the Town of Sherman regarding boundary issues.

The Town's relationship with the Town of Fredonia has been good, as the two towns share road maintenance of Town Line Road. The Town's relationship with the Towns of Lima, Holland, and Scott has been limited, however, the Town of Sherman is a member of the Wisconsin Towns Association Sheboygan County Unit alongside these towns and many others throughout the county. The unit meets on a quarterly basis to share information, network, and engage with legislators.

Siting Public Facilities

Due to rural nature of the Town and the nearby location of various other communities that provide public services, there are currently no non-town public facilities within the Town of Sherman.

Sharing Public Services

The Town of Sherman is involved in partnerships to share public services in a number of ways, including: 1) being part of an ownership consortium for Lakeview Community Library in Random Lake that also includes Random Lake, Adell, and the Town of Scott, 2) contracting with the

Sheboygan County Sheriff's Department to provide protective services for the Town 3) working with the Sheboygan County Planning & Resources Department to administer shoreland/floodplain provisions and private on-site sanitary system regulations, 4) mutual aid agreements between the Silver Creek Volunteer Fire Department and the Town of Scott, the Villages of Random Lake and Adell, and the unincorporated hamlet of Batavia.

School District

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. Although there are approximately 230 school age children in the Town (2020 U.S. Census), the relationship between the Town and the School District is best described as limited. The School District tends 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 District. The recent trend has been to consolidate the location of facilities to the main campus in Random Lake, as indicated by the closing of Batavia Elementary School in 2006. It is unlikely that any new school facility will be built in the Town during the planning period.

Sharing School Facilities

The Town has no formal agreement with the School District for shared use of the District's facilities. However, in the Town's Emergency Management Plan, the Random Lake High School is designated as an emergency shelter.

County

The Town of Sherman 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) signing on as a partner in Sheboygan County's 2004 multi-jurisdictional planning grant application, 2) working with Sheboygan County UW-Extension to prepare the Town's comprehensive plan, and 3) using the Sheboygan County Sheriff's Department for protective services.

While the Town administers its own general zoning, it is under the County's Sanitary Ordinance, Subdivision Ordinance, and Shoreland-Floodplain Ordinance. The County also helps the Town administer the state's Farmland Preservation Program.

Region

The Town of Sherman 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.

State

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

INVENTORY OF PLANS AND AGREEMENTS

Cooperative Boundary Plan

Currently, the Town of Sherman has not entered into a formal boundary agreement with any municipality; however, preliminary discussions have been held with the villages of Adell and Random Lake. 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, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. 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 will, in accordance with existing and future needs, best promote 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 could also be used for service sharing between local units of government.

Annexation

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. 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 of 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 also other less frequently used methods, including annexation by court-ordered referendum and annexation as a result of a boundary agreement. Annexation by court-ordered referendum 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 territory proposed to be annexed must vote in favor of the annexation.

In the last 20 years, the two villages have annexed approximately 170 acres of Town land (about 0.8% of the Town's total land area). In no instance has the Town aggressively disputed any of these annexations.

Extraterritorial Platting Jurisdiction (ETP)

State Statutes allow an incorporated village or city to extend land division review over surrounding unincorporated areas. This helps cities or villages ensure that development near its boundaries is compatible with existing development and that such development is designed in a way that promotes efficient delivery of public services in the future if the development ever becomes part of the city or village. The extraterritorial area can extend for 1.5 miles for villages and cities under 10,000 people, such as Adell and Random Lake. This power is most useful in areas where there is a substantial amount of land divisions occurring on the outskirts of a city or village. To be prepared, Random Lake has reaffirmed its ETP and Adell has adopted this jurisdiction as well.

Extraterritorial Zoning Jurisdiction (ETZ)

Cities and villages have been given by statute either a 3-mile (if pop. 10,000 or more) or a 1.5-mile extent of zoning control outside their corporate boundaries if the proper cooperative steps with the adjoining town are followed. This allows a city/village to exercise land use control over new development that otherwise might be incompatible with a city/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 Adell or Random Lake, and consequently neither village currently exercises extraterritorial zoning in the Town.

EXISTING OR POTENTIAL CONFLICTS

On May 31, 2006, the Town of Sherman Smart Growth Workgroup participated in an issue identification process with the Villages of Adell and Random Lake Smart Growth Workgroups. This meeting identified 1) potential areas of intergovernmental concern, and 2) possible ways to help address areas of concern in the future.

Existing or Potential Conflicts

- A. Road maintenance on shared roads.
- B. Inconsistencies between Town and Village regulations and controls.
- C. Locations of future development in transition areas.
- D. Emergency services.
- E. Some minor discrepancies between the Town of Sherman's 20-Year Land Use Map and the Village of Random Lake's 20-Year Land Use Map.

Proposed Conflict Resolution Process

For A, B, C, D, and E above: Establish a regular and ongoing (at least annual) intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting would be facilitated by UW-Extension or similar organization. Representatives from the Town of Sherman, Village of Adell, and Village of Random Lake would include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of nine representatives. Recommendations resulting from these joint meetings would be brought back to the appropriate governmental bodies for final review and consideration.

For B and C above: Continued sharing of plans and similar documents in a timely manner.

For B and C on previous page: In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Land Use Maps in the comprehensive plans of the three communities to provide official guidance for growth patterns in the transition areas between village and town.

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

INTERGOVERNMENTAL 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 continue to foster a friendly, working relationship with the surrounding units of government. Areas for cooperation include emergency services and land use/zoning.

Approximately 80% of Town respondents to the 2004 Citizen Input Survey agreed that “intergovernmental cooperation between the Town of Sherman, Village of Adell, and Village of Random Lake is important to our mutual future.” When asked to be specific, respondents most often selected “Fire protection,” “Ambulance/emergency medical services,” and “Land use/zoning” from a list of 8 possibilities.

- a) *Policy/program:* Cooperate with Sheboygan County on its comprehensive planning efforts and Non-Motorized Transportation Pilot Program.
- b) *Policy/program:* Continue to work with the Sheboygan County Highway Department for the maintenance and snow plowing of roadways within the Town.
- c) *Policy/program:* Continue to work with state agencies such as WisDOT and WDNR to promote wise management of State Highway 57, the railroad corridor, and proper stewardship of natural resources such as groundwater and environmental corridors.
- d) *Policy/program:* Keep the surrounding towns and the villages of Adell and Random Lake informed of any significant development proposals or changes to the Town of Sherman 20-Year Land Use Map.
- e) *Policy/program:* Encourage developers to locate major projects in or near the already built-up areas of Silver Creek, Adell or Random Lake rather than rural areas of the Town.

- f) *Policy/program:* Continue mutual aid agreements, the Lakeview Community Library consortium, and all other current intergovernmental cooperation activities and policies of benefit to Town of Sherman residents.
- g) *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.
- h) *Policy/Program:* Establish a regular and ongoing intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting will be facilitated by UW-Extension or similar organization. Representatives from the Town of Sherman, Village of Adell, and Village of Random Lake will include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of nine representatives. Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration.
- i) *Policy/Program:* In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Land Use Maps in the comprehensive plans of the three communities to provide official guidance for growth patterns in the transition areas between village and town. Further, if a landowner wishes to develop and annex, the Town will not oppose it. On the other hand, if a landowner prefers to develop and stay in the Town, Random Lake will not urge annexation.
- j) *Policy/Program:* To ensure compatibility between plans, ordinances, regulations, and policies, communication efforts shall be maintained between the three communities. As important matters arise, the communities will collaborate as needed to achieve continued consistency.

CHAPTER 8 - LAND USE

INTRODUCTION

The land use portion of this plan is intended to present information on the current land use within the Town of Sherman. The input of Town officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to consider anticipated future land use demands and assist in guiding the selection of 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 maps 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.

66.1001(2)(h)

Land Use Element. A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity, and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

SUMMARY OF LAND USE AND RECOMMENDATIONS

Although the Town of Sherman has not previously had a comprehensive land use plan, it has had formal public input in the past on land use through community surveys and consensus mapping, and a fairly extensive zoning ordinance in place since the late 1970s.

Current land use information for the Town shows approximately 6.5% of the Town as being used for residential, commercial, and industrial purposes, and 93.5%% as undeveloped. The major developed use is single-family residential, with most of the developed land in this use; the major undeveloped use is agriculture, which accounts for about 68% of all land. The supply of land within the Town is constrained by a strong public policy in favor of farmland preservation, as well as substantial areas of floodplain and wetlands. The preferred land for development is located near the villages of Random Lake and Adell, and secondarily near Silver Creek. There may also be limited opportunities along the STH 57 corridor.

Demand for developable land has historically been low, but this may change due to the relatively

affordable land prices in the area. WisDOA projections of anticipated growth see decreases in population over the 20-year planning period. Consequently, land allocations for residential, commercial, and industrial uses, although substantial in acreage, will not approach full build-out for at least several decades. Most of the land for development comes from transitioning agricultural land in or adjacent to the two villages and Silver Creek.

Recommendations for land use and development are consistent with policies stated in earlier chapters of this plan document and place a high priority on preservation of farmlands, natural areas, and open space, limiting conflicts between different land uses, and avoiding harm to important natural areas.

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 Sherman, and which may affect or restrict the way land can be developed.

Existing Comprehensive Plan or Land Use Plan

Prior to this effort, the Town has not had a comprehensive plan in the past. However, in 1993 and again in 1997 Sheboygan County UW-Extension, in cooperation with the Town of Sherman Board and Survey Committee, prepared reports entitled “Town of Sherman Land Use Planning Program: A Report on Future Directions.” These reports contained demographic information, identified community issues and values, presented community survey and “consensus mapping” results, and offered recommendations. Both reports have provided guidance in land use decision making.

Farmland Preservation Plan & Ag Preservation

Farmland Preservation Plan

The 2023 Sheboygan County Farmland Preservation Plan Update was incorporated into the Sheboygan County Comprehensive Land Use Plan, 2010-2030, which was most recently updated in 2019. The plan “seeks to coordinate growth patterns in order to ensure growth happens in a way that balances public interest with the County’s natural resources and unique character.” The plan’s policies also seek to promote balanced development with the preservation and protection of natural, scenic, agricultural, economic, and cultural resources, while retaining character and unique identity, to enhance the quality of life for all citizens in Sheboygan County.

Farmland Preservation Areas

The criteria below were considered when deciding which lands should be preserved according to the 2023 Sheboygan County Farmland Preservation Plan Update:

- Whether the soils are suitable for agricultural production.
- Whether the land has historically been used for agricultural use or agriculture-related use.
- Whether the land is in proximity to agricultural infrastructure.
- Whether the land is in undeveloped natural resource or open space areas that connect other farmland parcels to create a large, uninterrupted block of preserved area.
- Whether the land may be under some development pressure but the land is not located in an area planned for development in the next 15 years.

The farmland preservation areas were established to protect productive soils from premature

development and to allow eligible farmers to take advantage of State income tax credits offered through the new Working Lands Initiative. According to the plan, just under 17,000 acres in the Town (78% of total land) were in the Farmland Preservation Zoning (FPZ) district in 2022

Transition Areas

Transition areas are existing agricultural lands planned or zoned for future expansion of urban or other non-agricultural uses. Typically zoned “A-3,” these lands are thought of as “holding areas” for future growth and future urban service areas. Transition Areas may include sanitary districts, rural centers, lands adjacent to existing cities or villages, etc. Transitional lands in the Town of Sherman are found encompassing the hamlet of Silver Creek, surrounding the villages of Adell and Random Lake, and along STH 57. Transitional areas total at least 2,921 acres within the Town.

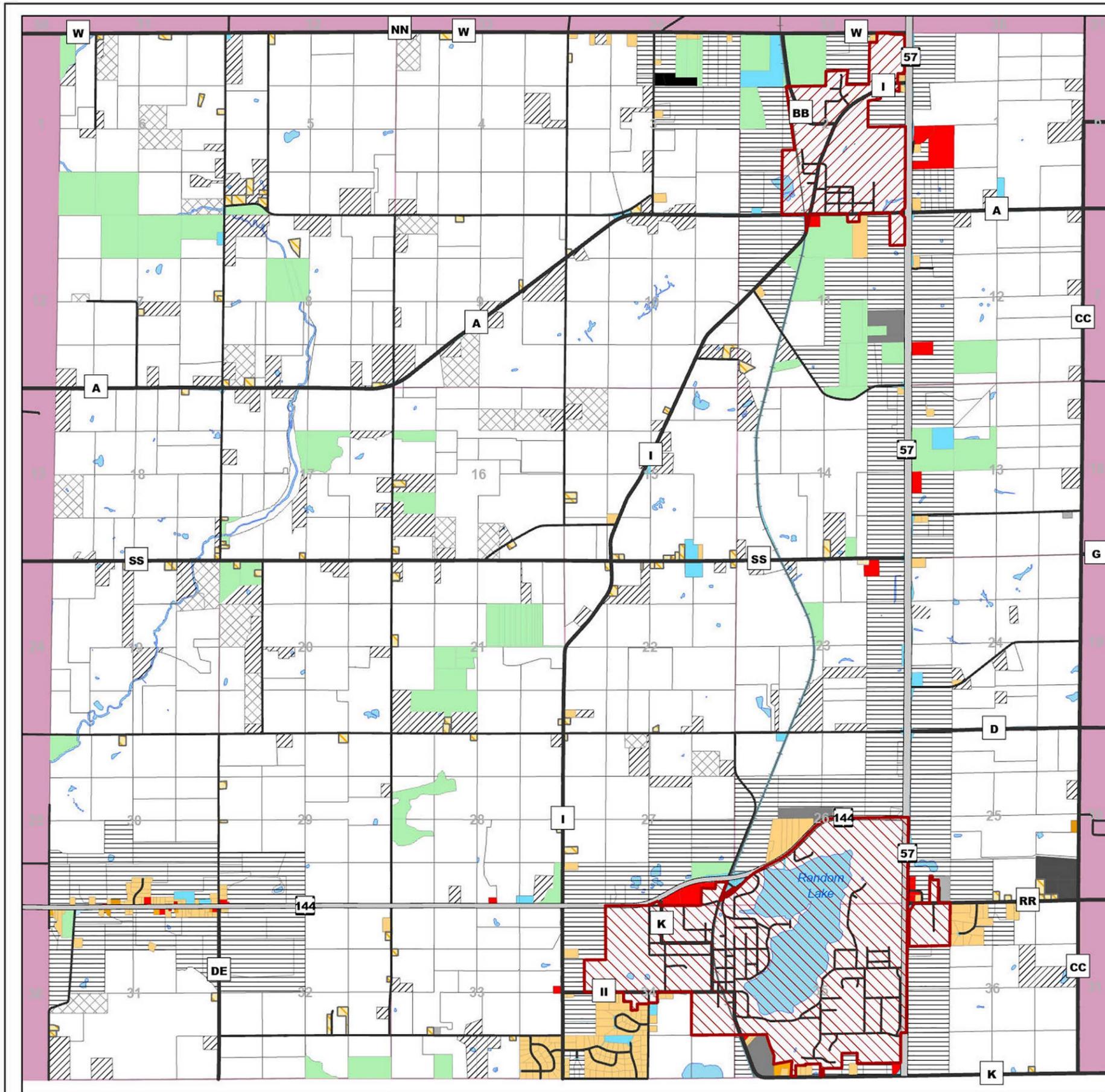
Town Zoning Ordinance

The Town of Sherman Land Use and Zoning Ordinance was adopted in 1978 and has been revised several times, most recently in 2025, in an effort to remain up to date. Section 1.3 of the Zoning Ordinance states, “It is the general intent of this ordinance to:

1. Regulate and restrict the use of all structures, lands and waters.
2. Regulate and restrict the lot coverage, population distribution and density, and the size and location of all structures, so as to preserve agricultural land, woodlands and wetlands, and open land.
3. To concentrate the division of land into small parcels in areas adjacent to present population centers.
4. To give preference to proposals for single family dwellings over other types of residential development.
5. To allow for the orderly development of:
 - a. light industry; b. planned recreational areas; c. planned commercial areas
6. Establish and promote plans to control access to heavily traveled highways.
7. Provide adequate light, air, sanitation and drainage.
8. Facilitate the adequate provisions of public facilities and utilities.
9. Stabilize and protect property value.
10. Preserve and promote the beauty of the town.
11. Encourage, enhance, and maintain elements of natural, cultural and historical significance.
12. Implement the town’s comprehensive plan or plan components.”

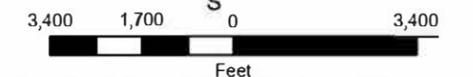
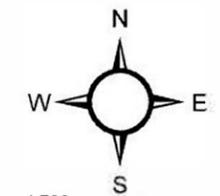
[Map: Figure 8.1 – General Zoning]

Figure 8.1
General Zoning Districts
Town of Sherman
 Sheboygan County, WI



Legend

- Waterbodies
 - Sections
 - Railroad
 - State Highway
 - County Road
 - Local Roads
 - Adell
 - Random Lake
- ZONING**
- A-1 - Agricultural Land Preservation District
 - A-1-PR - Agricultural Parcel Remnants District
 - A-2 - Agricultural Land Preservation District (Small-Scale)
 - A-3 - Agricultural Land Transition District
 - B-1 - Local Business District
 - C-1 - Natural Resource Conservancy District
 - M-1 - Light Industrial District
 - M-2 - Heavy Industry District
 - M-3 - Resource Extraction District
 - M-4 - Sanitary Landfill District
 - P-1 - Recreation Park District
 - P-2 - Institution District
 - R-1 - Single-Family Residence District (Sewered)
 - R-2 - Single-Family Residence District (Un-sewered)
 - R-3 - Two-Family Residence District
 - R-4 - Multi-Family Residence District
 - R-R - Single Family Rural Residential District



Based on data provided by the Town of Sherman and mapped by the Sheboygan County Planning Department July 2025

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

Figure 8.2 – Town of Sherman Zoning Districts

A-1 Agricultural Land Preservation District A-2 Agricultural Land Preservation District (small-scale) A-3 Agricultural Land Transition District A-1-PR Agricultural Parcel Remnants District	M-1 Light Industrial District M-2 Heavy Industry District M-3 Resource Extraction District M-4 Sanitary Landfill District
B-1 Local Business District	R-1 Single Family Residence District (Sewered) R-2 Single Family Residence District (Un-sewered) R-3 Two Family Residence District R-4 Multiple Family Residence District R-R Single-Family Rural Residential District
C-1 Natural Resource Conservancy District	
P-1 Recreational Park District P-2 Institutional 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.

County Subdivision Ordinance

Chapter 71 of the Sheboygan County Code contains the Sheboygan County 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. Further information about this type of agreement may be found within the Sheboygan County Subdivision Ordinance on the county's webpage.

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. Standards for road construction, improvements, stormwater management are also included.

The regulations contain a Land Suitability clause (71.16) 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 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 Sheboygan County.

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. As this time, the Town of Sherman 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, parts of the Town of Sherman could be under the 1.5-mile extraterritorial zoning and/or extraterritorial platting jurisdictions of Adell, Random Lake, or Cascade. Currently, none of these villages administers extraterritorial zoning jurisdiction; however, Random Lake and Adell exercise extraterritorial platting jurisdiction.

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 Sherman has a Controlled Access Ordinance – nor do they plan to adopt one. The State has an access control ordinance along STH 57 and STH 144 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.

The rule (as revised by a Wisconsin legislative committee in 2024) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

The major components of Trans 233 can be found in this plan in Chapter 5 - Transportation. It is unlikely that any development along STH 57 would be allowed direct access to the highway. Development would have to be accessed via frontage roads or crossroads.

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 floodplain in the Town of Sherman.

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.

There are about 3,500 acres of wetlands in the Town of Sherman (about 15% of the total land area), many of them located near Adell or in the central part of the Town. Figure 2.12 shows wetlands in the Town of Sherman as mapped on the Wisconsin Wetland Inventory.

Historic Preservation

There may be some areas within the Town of Sherman where development is either not desired or should be carefully designed due to the special historic character of the location. The Gooseville area 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, about 300 acres of land in the Town are protected by conservation easements. WDNR, through its North Branch Milwaukee River Wildlife and Farming Heritage Area program, has been active in purchasing conservation easements in the Town. Individual landowners can also work independently at any time with local non-profit land trusts such as Glacial Lakes Conservancy.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Sherman was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission (see Figure 8.3). The Town has not recently conducted a field inventory of land use as comprehensive as the inventory conducted by the Bay-Lake Regional Planning Commission in 2002; updated information provided below which details residential, commercial, industrial, natural area, and other land uses in the Town, is sourced from assessor land use data from the Town's 2025 final equated statement of assessment.

Figure 8.3 – Town of Sherman Land Use Amount and Intensity, March 2002

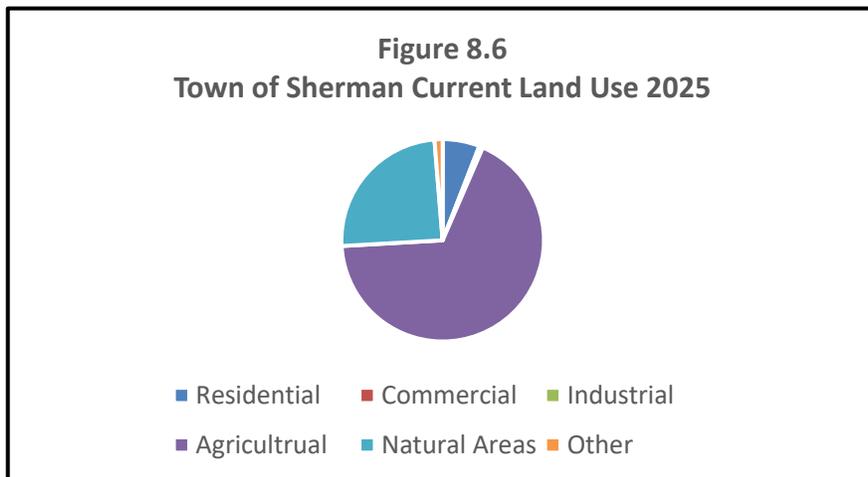
Land Use Type	Acres	Percentage of Developed Land	Percentage of Total Land
DEVELOPED	606.1	100%	2.8%
Residential	261.0	43.1%	1.2%
single-family	258.5	42.6%	1.2%
two-family	1.0	0.2%	0.005%
mobile homes	0.7	0.1%	0.003%
land under residential development	0.8	0.1%	0.003%
Commercial	26.3	4.3%	0.1%
retail sales	26.3	4.3%	0.1%
Industrial	101.4	16.7%	0.5%
manufacturing	20.8	3.4%	0.1%
extractive	50.2	8.2%	0.2%
open storage	2.2	0.4%	0.01%
enclosed storage	28.2	4.6%	0.1%
Transportation	178.2	29.4%	0.8%
state highways	12.8	2.1%	0.06%
county highways	36.1	5.9%	0.2%
local streets and roads	89.1	14.7%	0.4%
rail related	40.2	6.6%	0.2%
Communication / Utilities	19.5	3.2%	0.09%
transmission infrastructure	0.6	0.1%	0.003%
electric power substations	3.0	0.5%	0.01%
radio/TV trans. tower/antennae	1.7	0.3%	0.008%
natural gas substations	0.6	0.1%	0.003%
transfer station	0.8	0.1%	0.004%
auto salvage/recycling/disposals	12.8	2.1%	0.06%
Institutional / Governmental	19.7	3.2%	0.09%
fire station/office	1.7	0.3%	0.008%
religious and related facilities	1.2	0.2%	0.005%
churches	4.8	0.8%	0.02%
cemeteries	12.0	2.0%	0.05%
	Acres	Percentage of Undeveloped Land	Percentage of Total Land
UNDEVELOPED	21,280.4	100%	97.2%
Outdoor Recreation	1.0	0.005%	0.005%

parks/picnic areas	1.0	0.005%	0.005%
Agriculture	14,888.5	70.0%	68.0%
open space	23.7	0.1%	0.01%
croplands; pastures	14,596.3	68.6%	66.7%
long-term specialty crops	45.7	0.2%	0.2%
farm buildings/accessories	220.9	1.0%	1.0%
vacant agricultural	1.9	0.009%	0.009%
Natural Areas	6,392.0	30.0%	29.2%
reservoirs; ponds	69.9	0.3%	0.3%
rivers and streams	49.6	0.2%	0.2%
other natural areas; also wetlands	1,921.7	9.0%	8.8%
woodlands	4,349.1	20.4%	19.9%
land under development	1.7	0.008%	0.008%
TOTAL LANDS	21,886.5	n/a	100%

Source: Bay-Lake Regional Planning Commission, 2002

Planning Area

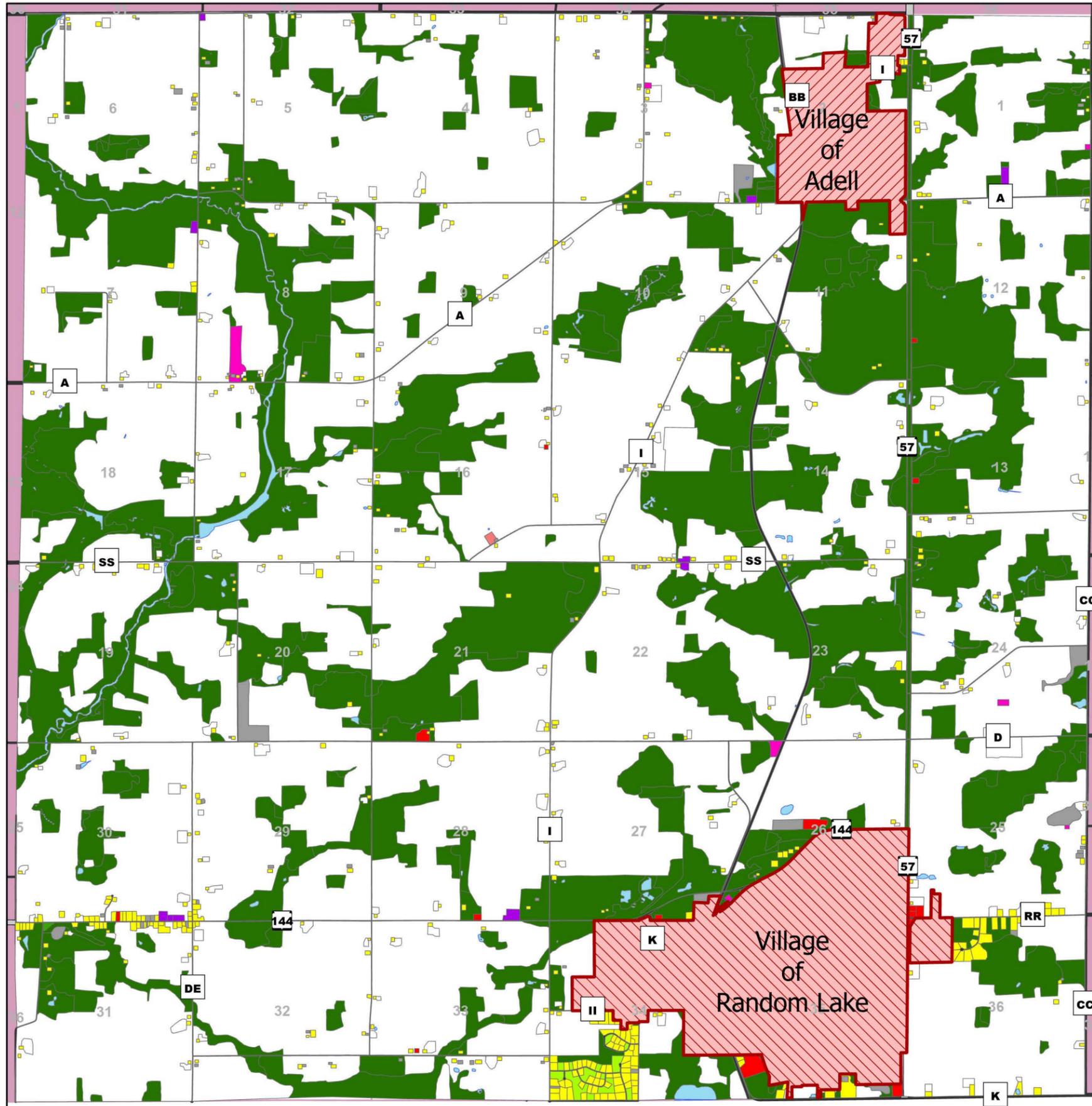
The Town of Sherman encompasses approximately 21,618 total acres of land. Of those acres, 6.5% are classified as being used for residential, commercial, or manufacturing use, i.e., developed. The undeveloped lands in the Town consist mainly of agricultural lands, woodlands, and wetlands. At the time of this plan’s updating in 2025, the Town acknowledges that there has not been a significant change in overall land use, though there has been some residential-use land development since the original field inventory was conducted. Country Meadows, an approximately 40-acre subdivision, is adjacent to the older County Line Estates subdivision, and offers approximately 31 lots for residential development. Many of the 31 lots have been developed as of 2025; this development comprises much of the increase in overall developed and residential-use land from 2002 to 2025, though there has been some scattered residential development in open areas throughout the Town.



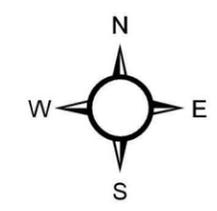
It is important to note the presence of two small villages that are almost entirely surrounded by the Town of Sherman. While these villages and the Town generally enjoy a good working relationship, both villages are likely to grow at least to some extent in the next 20 years, in some cases by annexation of land from the Town. Intergovernmental cooperation will continue to be essential as future uses for these lands are potentially considered.

[Map: Figure 8.4 – 2002 Land Use]

Figure 8.2
2025 Land Use
Town of Sherman
 (Amended 11/2025)
 Sheboygan County, WI



- Sections
- Railroad
- State Highway
- County Road
- Local Roads
- Adell
- Random Lake
- Residential
- Commercial
- Industrial
- Roads & Transportation
- Communitation/Utilities
- Governmental/Institutional
- Parks & Recreation
- Open Space
- Agricultural
- Water Features
- Woodlands, Wetlands
- Land Under Development



Based on data provided by the Town of Sherman and mapped by the Sheboygan County Planning Department November 2025

Source : Sheboygan County

Residential Land

In 2025, Residential land uses account for 1,283 acres or 91%% of the developed land within the Town. The vast majority of this land is single-family residential, most of which is concentrated in either the unincorporated hamlet of Silver Creek or the Westview, County Line Estates, and Country Meadows subdivisions southwest of Random Lake. Residential lots in these areas are generally about an acre in size. Many scattered lots in open areas of the Town are typically 5 acres or larger.

Residential uses take up just under 6% of the total land use in the Town.

Commercial Land

Commercial lands occupy approximately 112 acres within the Town, which is just under 8% of all developed land and only 0.5% of all lands. Most of this small amount of development is on the outskirts of the Village of Random Lake.

Industrial Land

Industrial land totals 21 acres in the Town. There is no industrial park or concentrated area of development. Less than 1% of the total land area in the Town is allocated to this use.

Croplands/Pasture

This is by far the largest land use within the Town, with a total of 14,592 acres (agricultural and agricultural forest use), which is about 68% of the all land within the Town. Much of this land is interspersed with tracts of woodlands and wetlands. Statistics at the Town level are difficult to obtain, but data from the 2022 Census of Agriculture Sheboygan County Profile states that the top three crops in acres for the county are soybeans, forage (hay/haylage), and corn for grain.

Natural, Undeveloped, or Exempt Areas

These uses include lands primarily in a natural state, such as woodlands, water features, wetlands, prairies, and grasslands. Approximately 5,324 acres of the Town fits this category. This represents 25% of all lands. Woodlands and wetlands are a substantial natural feature throughout the Town; the WI-DNR wetland inventory is depicted in Figure 2.12. Woodland areas throughout the Town are shown in Figure 2.13.

Other land uses include:

Communication/Utilities

Uses under this category include land used for fuel storage, electrical and natural gas substations, transmission towers, etc. Such uses currently take up only a very small portion of lands in the Town.

Institutional/Governmental

Institutional/governmental uses are defined as lands used for public or private facilities for education, health, or assembly, for cemeteries, places of worship, and all government facilities except public utilities or areas of outdoor recreation. Such uses currently take up only a very small portion of lands in the Town, likely around 20 acres.

Transportation

Transportation uses include the local road and highway network, parking facilities, the rail line, etc. Within the Town of Sherman there are about less than 200 acres of land used for these purposes. Most of the roads in the Town average about 25 feet in width shoulder-to-shoulder. There are less than ten cul-de-sacs and few parking areas (none larger than about 25,000 square feet).

Parks and Outdoor Recreation

About 1 acre of land is categorized under parks and outdoor recreation in the Town. This consists of a picnic area on the southeast corner of STH 144 and Camp Awana Road. There are about 6 acres of land dedicated for park uses in the County Line Estates subdivision. A majority of this park is designated as open space; however, a small portion is mowed and includes a shelter and playground equipment. Future development of this park is not anticipated.

Other

Farm Buildings and Accessories

The 286 acres in this category represent sheds, silos, and other farm structures scattered throughout the Town.

LAND SUPPLY

Amount

At first glance, with much of the land in the Town of Sherman considered to be “undeveloped” (agricultural, agricultural forest, other undeveloped lands, forest lands), 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 of 200+ years ago. Further, a significant amount of undeveloped land lies in wetlands and floodplains and would therefore be difficult to develop, 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 and lands might be available for such uses if they do not significantly harm the rural character of the Town.

Price

According to the 2020 U.S. Census, the median value of an owner-occupied home in the Town of Sherman was \$228,900, compared to an average value for area Towns of \$239,693. Land prices in the Town would seem to be just a little lower than “average” when compared to area Towns. Although there is substantial Milwaukee River frontage, there is no significant lake frontage or similar amenities to drive up prices in the Town.

Demand

The overall residential vacancy rate for the Town of Sherman was 5.9% for owner occupants (U.S.

Census, 2020). The Town's rate is just above than the 5% ideal, indicating there may be a balance between supply and demand for new housing within the Town.

There has not been any significant demand for substantial new tracts of commercial, industrial, institutional, or other types of land. However, there is an ongoing demand for agricultural land for those farm owners who might like to expand their operations in the future.

Redevelopment Opportunities

There are no brownfields or sizable 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, including scale, architectural styles, etc.

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.

Noise, dust, vibration, and aesthetic impacts all potentially come into play when non-metallic mining operations are opened or expand near residences. Conditional use permits and reclamation permits will aim to address such impacts.

Currently, there is very little commercial development along STH 57. Any future development is likely to increase the traffic, lighting, and noise in the immediate area and should be buffered from any residential development.

ANTICIPATED LAND USE TRENDS

It is anticipated that over the next 10-20 years that if the Town of Sherman experiences growth, it will grow at a slow, managed rate and that most new development will be primarily single-family residential near Silver Creek and the villages of Adell and Random Lake. Some small-scale commercial development may take place along the STH 57 corridor near Random Lake. Existing agricultural uses will likely continue to expand through the process of consolidation of smaller operations. The demand for aggregate (e.g., gravel) could potentially lead to new or expanded mining operations in the Town. 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.

As renewable energy production across the United States trends upwards, both small-scale and large-scale solar development is emerging in Wisconsin communities. Large-scale solar projects are commonly sited and built upon agricultural land located in rural areas, being considered more optimal for producing satisfactory conditions for solar development and production. While principal authority for project approval of facilities with a generation capability of 100 megawatts or greater is placed with the Wisconsin Public Service Commission (PSC), and Towns cannot enact regulations to prevent a project, local governments may consider agreements with a large-

scale solar developer to ensure benefits and protections for the community.

Whereas agriculture is the predominant use of land throughout the Town of Sherman, it is reasonable to consider that large-scale solar development is a possibility. Chapter 12 of the Town's zoning ordinance states that a conditional use permit or a developer's agreement may be required for large-scale projects.

Small-scale (less than 30 kilowatts) or mid-scale (greater than 30 kilowatts or less than 100 megawatts) solar projects, are within the permitting authority of local governments. In 2021, the Town of Sherman amended its zoning ordinance to create Chapter 12, Solar Energy Systems, which provides requirements for the development of mid-scale and small-scale solar energy systems.

DEVELOPMENT CONSIDERATION AND CONSTRAINTS

Environmental, Financial, Transportation, and Public Utility Considerations and Constraints

A significant amount of environmental corridors (i.e., wetlands, floodplain, steep slopes) weave through the Town (see Figure 8.6), 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 Sherman's total general obligation debt as of December 31, 2024 was \$96 6,000, which was only 0.4% of its equalized value, and only 2% of the \$11,314,875 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.

It has been determined that an adequate transportation network of collector and arterial roads are 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 Sherman, but no significant problems have been reported with public well water quantity or quality to date. Given the general abundance of this resource in the area and the relatively small current and projected populations and industrial usages for the area, it is not anticipated that water supply will be a constraint.

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.

[Map: Figure 8.5 – Development Constraints]

Figure 8.5

Development Constraints Town of Sherman Sheboygan County, WI

Legend

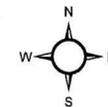
- Publicly Owned Lands
- Lands Leased by DNR
- Lands under DNR Conservation Easement
- Areas of 12% or greater Slope
- DNR Wetlands
- DNR Wetlands < 2 Ac
- Approximate 100 Year Floodplain
- Village of Adell
- Village of Random Lake

Roads

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

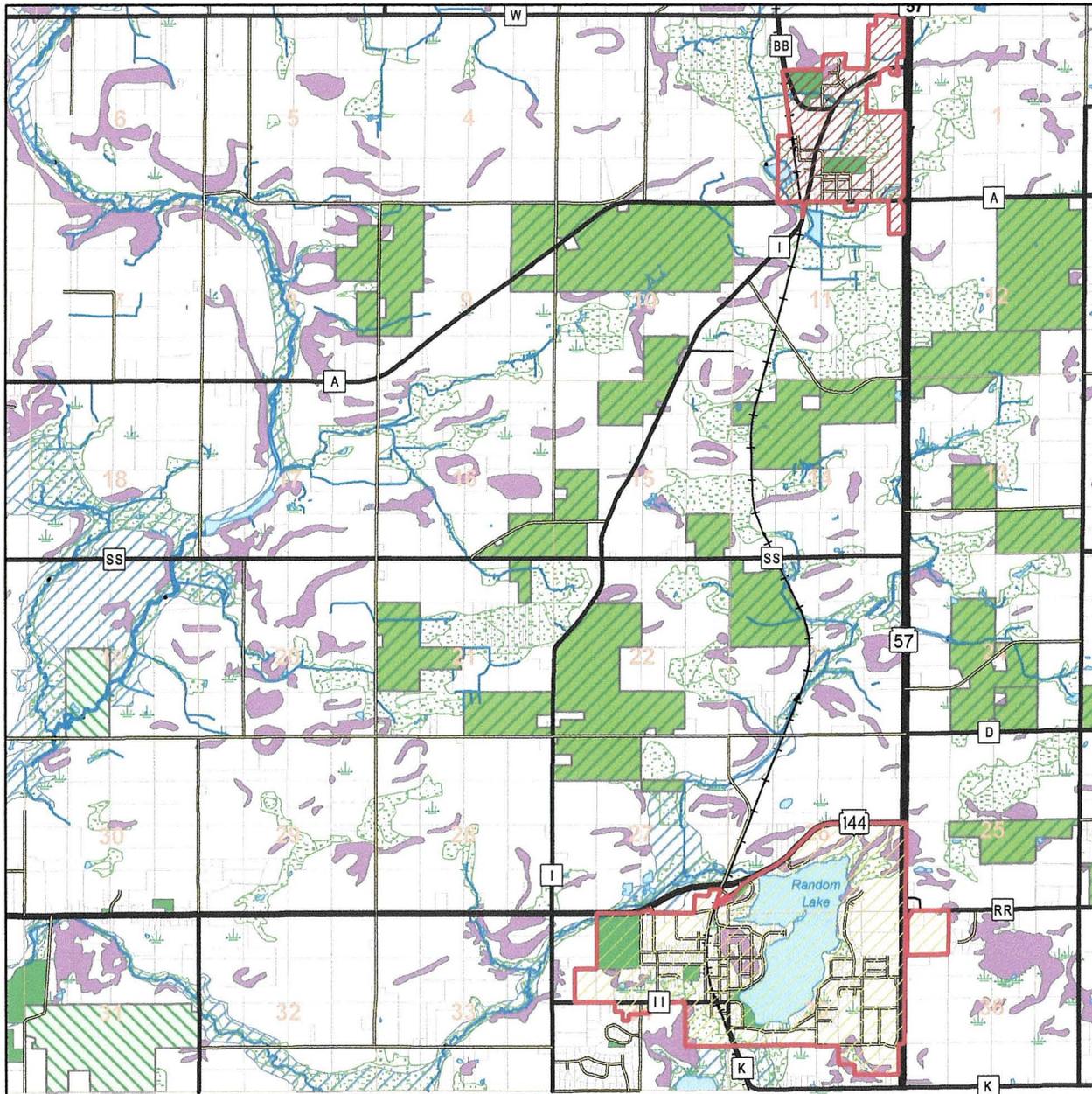
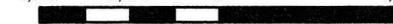
Planimetric

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



1" equals 4,700'

4,750 2,375 0 4,750 Feet



FIVE YEAR INCREMENTAL LAND USE PROJECTIONS

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 3-12 of this document, along with local knowledge and observations of housing development trends
- the projected population estimates presented on page 1-11 of this document
- an average of two acres per dwelling unit, which was calculated by taking the current number of acres identified as residential use according to the Town's 2020 final equated statement of assessment and dividing this total by the number of households in the Town

Future Residential Land Use Projections				
Year	Household Size Projection	Population Estimate	Occupied Housing Unit Demand	Residential Use Acreage Projection
2030	2.50	1,404	562	1,202
2035	2.45	1,375	561	1,201
2040	2.40	1,345	560	1,199
2045	2.35	1,302	554	1,186

The projections above indicate that the Town could see a decrease in the number of residential land use demand of approximately 30 housing units by 2045 (the number of occupied residential housing units in the Town of Sherman was 583 in 2020, according to the U.S. Census). However, it should be noted that overall residential land use for assessment purposes could decrease by less than 30 units over the planning period, whereas housing units that are not used as primary residences are not considered when estimating household sizes. Close to 6% of residential dwelling units in the Town of Sherman were not occupied or used as primary residences as of 2020. Minimum lot sizes for dwelling units vary throughout the Town depending on the applicable zoning district, from 0.688 acres in the R-2 zoning district to 20 acres in the A-1 zoning district. With the number of occupied housing units being 583 in 2020, and 1,253 acres of land being used for residential purposes, an approximate average lot size for a parcel with an occupied dwelling present throughout the Town is about 2.14 acres.

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 (1:9). 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 land use projections. Using an average lot size of 2.14 acres, and anticipated occupied housing units of 554 in 2045, projected commercial land use acreage is anticipated to be about 130 acres.

Industrial Projections

Industrial land use projections may be projected in the same or similar manner as commercial lands. The Town anticipates little industrial growth for the next 20 years and therefore did not create projections for industrial land use.

Agricultural Projections

Agricultural lands make up the most prominent land use in the Town of Sherman, and the Town intends to preserve productive farmlands to maintain the agricultural community and open space values of the local residents within the Town. However, much of the land located in areas of the town where development is expected to occur (as described in the 20-Year Potential Land Use Map Comments) is zoned A-3, which is a zoning district intended for transitioning land uses. Potential annexations from the Villages of Adell and Random Lake or other land use development would likely come from existing agricultural lands, some of which may be located in the A-3 zoning district. With residential land use projections trending downward in the Town, it is anticipated that a decrease in the amount of agricultural land acreage by 2045 could come primarily from annexations that may occur.

20-Year Potential Land Use Map Comments

A number of acres of existing residential development shown adjacent to Adell and Random Lake is anticipated to be annexed into the respective villages. If there is any additional residential land use, it is anticipated to be on a few scattered large lots and perhaps one or two small new subdivisions. The location of these potential developments is nearly impossible to predict and map; the “Hamlet” area encompassing Silver Creek is one “best guess” where such development might occur. Land divisions would likely also be allowed in the “Highway” and “Village Border” areas designated on the map, subject to WisDOT requirements and the extraterritorial platting jurisdiction of the two villages, whereas much of that land is zoned A-3, of which zoning district’s purpose is to allow for continued agricultural use while providing for the orderly transition into other uses of such agricultural land as may be appropriate for lands adjacent to population centers and/or within highway growth corridors. Commercial development during the Current-2046 period is expected to be scattered home-based businesses and small enterprises. If commercial development is to occur, the potential land use map details areas where this type of development may be appropriate. Locations are not mapped, due to their unpredictability and small size. Depending on landowner wishes, the approximately 120 acres of land east of STH 57 between CTH K and the EVS property identified for potential commercial development may or may not be annexed into the Village of Random Lake at some point in the future. If some of this land remains in the Town and is used for commercial development, the percentage of commercial land use as compared to total land in the Town could see an increase in the Current 2046 period.

Much of the approximately acreage allocated for industrial development during Current-2046 as shown in Figure 8.7 could be similar to the extractive and storage uses currently seen in scattered portions of the Town, making it difficult to predict and map even general locations – although Figure 2.15 may provide some general indication of potential sites. The major delineation on the 20-year Potential Land Use Map is “Farmland Preservation Area,” which was initially identified using 2004 consensus mapping input from residents (Appendix 1A) as being best preserved as farmland and/or natural areas, and then refined by the Town of Sherman Plan Commission and Citizens Advisory Group in the process of revising the Town’s Zoning Ordinance during 2011-2014. This input was supplemented by analysis from 1) Sheboygan County’s 2004 LESA Study, which uses NRCS soils data and a geographic information system to identify the most productive farmlands, and 2) the 2004 *Sheboygan County Natural Areas and Critical Resources Plan*, which shows the environmental corridors in the area. Further, the southern portion of the area is part of WDNR’s North Branch Milwaukee River and Farming Heritage Area, which has already been the location of multiple conservation easement purchases. While limited land divisions at a density of one residence per 20 acres are allowed, residential subdivisions and any other development incompatible with agriculture shall not be located in the area mapped as “Farmland Preservation Area,” unless DATCP’s Working Lands Initiative requirements for a rezoning are met and a Comprehensive Plan amendment is adopted. (Note: a *subdivision* is five lots or more in a five-year period; a *land division* is four or fewer lots.)

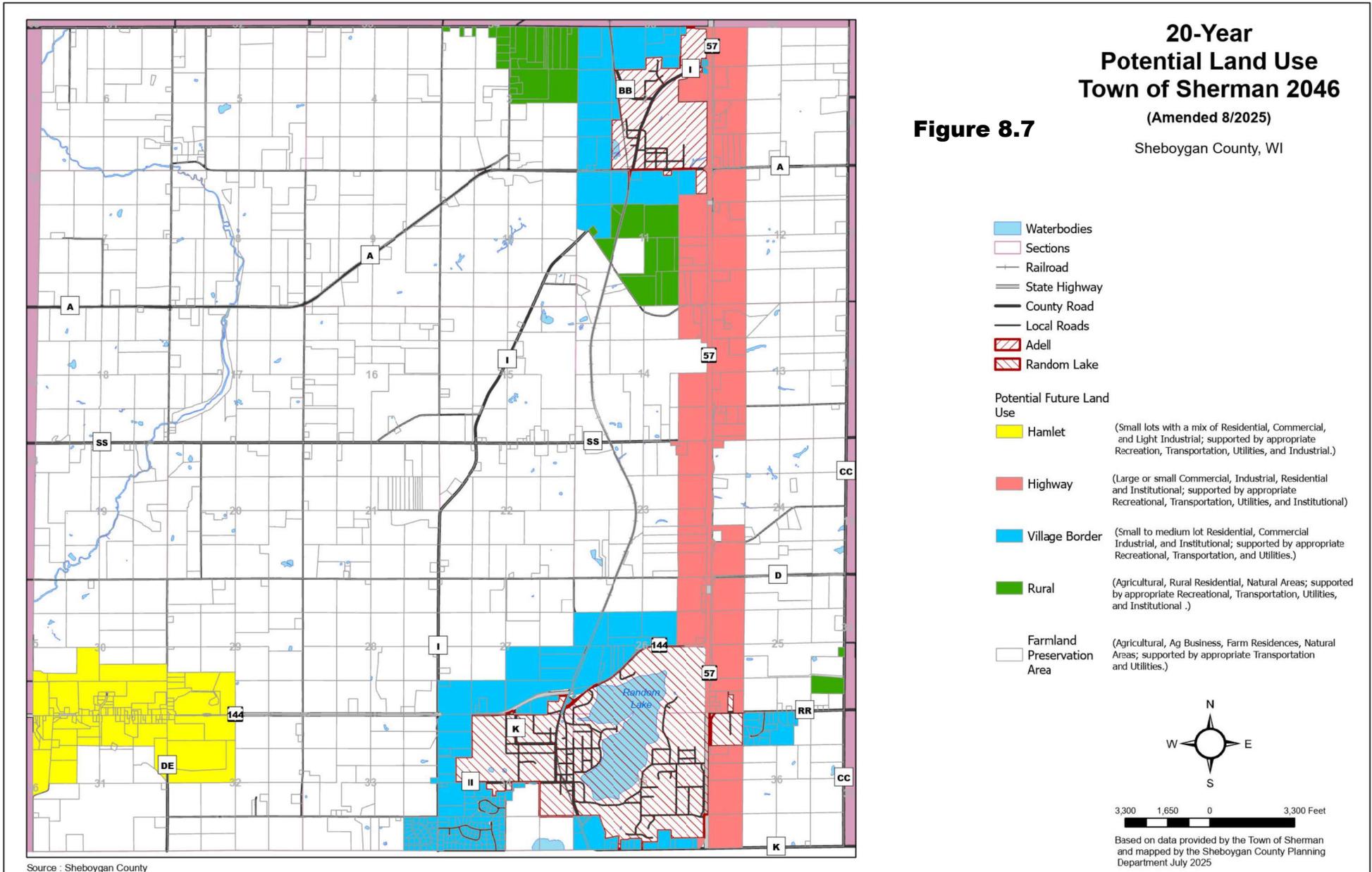
[Map: Figure 8.7 – 20-Year Potential Land Use]

20-Year Potential Land Use Town of Sherman 2046

(Amended 8/2025)

Sheboygan County, WI

Figure 8.7



COORDINATION BETWEEN 20-YEAR LAND USE MAP AND ZONING MAP

The Potential 20-Year Land Use Map in this chapter is meant to be used as a guide for making decisions about rezonings and future development. Because it would be impractical to analyze in detail every individual parcel within the Town of Sherman, the 20-Year Land Use Map is somewhat general in nature. When a request for rezoning or development comes before the Plan Commission and Board, these bodies should refer to the 20-Year Land Use Map for initial guidance in responding to the request. If the request is in harmony with the 20-Year Land Use Map, the rezoning and/or development can likely proceed. If, on the other hand, the request is *not* in harmony with the 20-Year Land Use Map, the rezoning and/or development should probably be rejected. However, since the 20-Year Land Use Map 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 20-Year Land Use Map to be amended to allow the proposal. A subsequent rezoning could then be approved that would be consistent with the amended Plan and 20-Year Land Use Map.

Any amendments to the land use chapter and map 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 Sherman Zoning Ordinance and the Town of Sherman and Sheboygan County Subdivision Ordinances.

LAND USE 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) Maintaining existing open space and scenic views within the Town of Sherman shall be a high priority in land use decision-making.

About 94% of respondents to the 2004 Citizen Input Survey said they valued the open spaces and scenic views in the Town. Given this strong preference, the Town will strive to manage the rate of growth and encourage the growth that does occur to be concentrated in as few areas as possible. This is in harmony with the input from another question on the survey where almost 76% of respondents felt the quality of life and rural atmosphere of the Town could be preserved while allowing some development.

- a) *Policy/program for Residential:* Throughout its history, the Town of Sherman has been a rural, agricultural community. About 36% of respondents to the survey would prefer the Town to remain this way at least 20 years into the future. However, almost 52% of respondents described the future of the Town as a mixture of agriculture and residential, which indicates some support for a limited amount of new residential development around Silver Creek and the villages of Random Lake and Adell.
- b) *Policy/program for Commercial:* Intense commercial development is not compatible with the rural atmosphere Town residents value. However, it is conceivable that there could be future expansions of existing businesses or that similar types of new businesses might be developed. Such development should primarily occur adjacent to Random Lake and Adell, and along the STH 57 corridor, since only 28.6% of respondents thought development should be encouraged throughout the Town in areas other than those adjacent to already built up areas.
- c) *Policy/program for Industrial:* Intense industrial development is not compatible with the rural atmosphere Town residents value. However, it is conceivable that there could be future expansions of existing industries (extractive, storage, manufacturing) or that similar new development might occur near the villages of Random Lake and Adell.
- d) *Policy/program for Governmental/Institutional:* The Town considers existing governmental and institutional uses within and near the Town to be adequate to meet current and future needs during the 20-year planning period. Unanticipated needs resulting in development requests that do not conflict with existing residential uses can be handled through the statutory plan amendment process, if necessary.
- e) *Policy/program for Communication/Utilities:* While no land is specifically allocated on the 20-Year Land Use Map for communication/utilities uses, these uses do not typically require large tracts of land; it is therefore difficult to predict their future locations. The Town is not opposed to allocating small parcels of land for these purposes as needed. Development requests that do not conflict with existing residential uses will be handled through the statutory plan amendment process, if necessary.
- f) *Policy/program for Outdoor Recreation:* Less than 10 acres total within the Town have been allocated for outdoor recreation. The Town has a good relationship with the two villages it surrounds and in the past has even donated dollars for a recreation facility in Random Lake; therefore, in the interest of intergovernmental cooperation, it may be more appropriate to share facilities than develop separate ones in the Town. If not, such facilities could be located anywhere in the Town if they are compatible with surrounding uses.
- g) *Policy/program for Agriculture:* Agriculture is the economic backbone of the Town and influences the character of the Town more than any other land use. It is not surprising that almost 75% of respondents to the citizen input survey agreed or strongly agreed that preservation of agricultural land in the Town is important. Only 28.6% agreed that owners of farms should be allowed to subdivide when their farm is being sold. Nevertheless, it is anticipated that small amounts of agricultural land within certain parts of the Town will gradually transition to some sort of development, especially near the villages. Based on consensus mapping input, Town residents prefer this does not happen in the area designated as “Farmland Preservation Area” on the 20-Year Land Use Map; therefore, rezonings for residential subdivisions and any other development incompatible with agriculture shall not

be granted in the area mapped as “Farmland Preservation Area,” unless DATCP’s Working Lands Initiative requirements for a rezoning are met and a Plan amendment is adopted. A limited number of land divisions and non-agricultural uses might be allowed in the area designated “Rural” if they are in harmony with the goals and policies outlined on pages 2-40 and 2-41.

- h) Policy/program for Natural Resources:* The Town will discourage extensive development in any of its existing natural areas. Nearly 75% of respondents to the citizen input survey agreed or strongly agreed that protection of woodlands, wetlands, open spaces, and cultural resources in the Town is necessary, and over 94% valued the open spaces and scenic views currently offered in the Town. Nevertheless, it is anticipated that small amounts of such lands within certain parts of the Town will gradually transition to some sort of development, especially near the villages. Based on consensus mapping input, Town residents prefer this does not happen in the area designated as “Farmland Preservation Area” on the 20-Year Land Use Map; therefore, rezonings for residential subdivisions and any other development incompatible with natural resource preservation shall not be granted in the area mapped as Farmland Preservation Area,” unless DATCP’s Working Lands Initiative requirements for a rezoning are met and a Plan amendment is adopted. A limited number of land divisions and non-agricultural uses might be allowed in the area designated “Rural” if they are in harmony with the goals and policies regarding natural resources identified throughout this Plan.
- i) Policy/program for Transportation:* The Town recognizes the importance of adequate and appropriate transportation infrastructure to serve new and existing development. The Town will strongly encourage street and trail linkages between adjacent subdivisions.

2) Land use decisions involving the Town of Sherman will incorporate the data, principles, goals, and policies found throughout this plan in order to ensure all of the elements are integrated into a consistent decision making approach.

These references include but are not limited to:

- Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town. (Ch. 2)
- Consider clustering and conservation designs for future residential developments in order to preserve open space and natural areas. (Ch. 2)
- The Town shall steer incompatible uses away from current mining sites and areas where the development of new mining is highly likely. (Ch. 2)
- 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)
- The Town will utilize its 20-Year Land Use Map and zoning map to steer residential development toward the already built-up areas of Silver Creek, Adell, and Random Lake. (Ch. 3)
- The Town of Sherman will severely limit commercial zoning in areas not located near Adell, Random Lake, Silver Creek, and along the STH 57 corridor. (Ch. 4)
- New businesses or expansions should not adversely threaten critical natural or historic resources. (Ch. 4)

- The Town would prefer home-based businesses undergoing substantial expansion to relocate to a more suitable location such as Adell or Random Lake. (Ch. 4)
- 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. (Ch. 5)
- The location of transportation facilities in or through environmental corridors should be avoided if possible. (Ch. 5)
- The Town will consider allowing elder care facilities that are appropriate to the Town's rural atmosphere. (Ch. 6)

3) The Town of Sherman will plan for growth/development that may occur along Highway 57.

With the recent upgrade of STH 57 to four lanes the corridor has become more attractive to developers. Careful planning can help to ensure any development along the highway corridor is in harmony with the character and values of the Town of Sherman and Village of Random Lake.

- a) Policy/program:* The Town will continue to communicate and work with the Village of Random Lake to coordinate responses to development proposals in the STH 57 corridor for the purpose of extending the Village's design standards into areas bordering the Village.
- b) Policy/program:* The Town of Sherman and Village of Random Lake will consider a highway corridor plan to supplement their comprehensive plans and provide further guidance for future growth along this corridor.

CHAPTER 9 – IMPLEMENTATION

INTRODUCTION

Due to this being the Town of Sherman’s first comprehensive plan, it will be important that the Town quickly 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 actions – such as amending a map, adopting a new policy, or revising an ordinance, for example – does real change come about.

66.1001(2)(i)

Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Town of Sherman. More detailed information on various statutory powers that the Town may utilize to implement this 20-Year Comprehensive Plan are also included in this chapter (under specific powers, the plan has identified recommendations for the Town to consider in order to best bring about the vision identified in Chapter 1 of this document).

ROLE OF THE COMPREHENSIVE PLAN

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing a community be consistent with the community’s adopted comprehensive plan. The Town of Sherman 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 20-Year Land Use Map. 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

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, the technical advice of Town staff, 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 Town of Sherman Comprehensive Plan stays current and viable.

Plan Commission

The Town of Sherman 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. 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 Town 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 interpret the wording of a land use control ordinance; 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 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 Town of Sherman Board of Appeals need to be consistent with the Town's adopted Comprehensive Plan.

ROLE OF LAND USE PLANNING CONTROLS

Zoning

The Town of Sherman 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's 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 a zoning ordinance become a direct reflection of a plan in all instances. A comprehensive plan looks out to the future while an ordinance deals with present day.

Other Controls

There are a number of standards that impact land use planning in the Town of Sherman. They include the Sheboygan County Erosion Control and Stormwater Management Ordinance; Sheboygan County Subdivision Ordinance; Sheboygan County Shoreland Ordinance; Sheboygan County Floodplain Zoning Ordinance; Sheboygan County Sanitary Regulations; mineral extraction and landfill regulations; standards for signs, antennas, towers, and accessory structures; 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.

Further, additional standards may be developed by the Town in order to meet the vision and policies throughout this Plan.

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. While there is no Economic Development Committee, Town Chamber of Commerce, Main Street Program, or similar local entity or program operating in the Town, the Town is a member of the Random Lake Area Economic Development Committee. There are also a number of programs listed at the end of “Chapter 4 – Economic Development” designed to implement the goals of the Town. Further, the Town may also be impacted by initiatives of the Sheboygan County and Random Lake Area Chambers of Commerce.

The implementation of most, if not all, of these 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. Usually, the impacts are positive, 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 would have to be revisited and amended.

ROLE OF PUBLIC INVESTMENT

Capital Improvements Program (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 Town of Sherman Comprehensive Plan is not overly dependent on a CIP to implement the recommendations contained herein; nevertheless, where the CIP does have a role, it is expressly mentioned (see Recommendations section of “Chapter 5 – Transportation”).

Impact Fees and Land Dedications

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 Sherman does not impose development impact fees at this time, but the Town does require park land dedications for new subdivisions and expects to continue to do so.

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 medical 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. Due to the rural nature of the Town of Sherman, this Comprehensive Plan does not address the use of this tool in the Town.

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 is seen as generally 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 step toward realizing a goal and implementing a policy without having to allocate funding or personnel.

Currently, the Town of Sherman has this tool available to recoup costs for engineering studies for new development. In this way, the Town is able to take the first steps toward implementing its goals and policies regarding stormwater management and sound transportation and utility infrastructure.

ROLE OF INTERGOVERNMENTAL COOPERATION

Boundary Agreements

Boundary agreements are formal efforts to identify precisely which extraterritorial areas 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 Sherman currently has a positive relationship with the Villages of Adell and Random Lake, a boundary agreement might some day be considered if substantial growth began to occur.

Official Maps

Official maps help communities implement goals and policies regarding safe and efficient transportation systems. They may also be used to reserve land for other future public uses, in particular those identified in a community’s comprehensive plan, recreation plan, or other plans. Due to the rural nature of the Town of Sherman, the Town does not currently use this implementation tool.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

This Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County UW-Extension and the Town of Sherman’s Work Group representatives participated in nominal 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 Work Group and UW-Extension used the identified vision, goals, and strategies expressed within this Plan to determine the Potential 20-Year Land Use Map 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

Figure 9.1 – Town of Sherman Implementation Steps			
<p>Agriculture, Natural, and Cultural Resources</p> <p><i>Goals and Objectives:</i></p> <p>1) Farmland and open space/green space are very important in the Town of Sherman.</p> <p>2) Protection of farming activities is necessary within the Town of Sherman.</p> <p>4) The Town of Sherman will not discourage efforts to preserve historic resources in the town.</p> <p>5) The Town of Sherman will strive to work with the Village of Random Lake to maintain or improve the health and water quality of Random Lake.</p> <p>6) The Town will monitor the health of natural resources within the Town.</p> <p>7) Future non-metallic mining sites will not negatively impact the environmental features within the Town of Sherman or its existing developments; current mining sites will limit negative impacts by complying with existing ordinances and carrying out reclamation plans.</p>			
ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Consider using a checklist to help analyze land parcels for potential zoning changes out of A-1 Exclusive Ag. Criteria for land analysis might include the County’s Land Assessment and Site Evaluation (LESA) score; the recent use of the parcel and adjacent parcels; and the presence of natural buffers.	Plan Commission	Town Board; County Planning Dept	Ongoing
1- Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town, except in growth areas designated on the 20-Year Land Use Map.	Plan Commission	Town Board	Ongoing
1- Help landowners become aware of programs such as the voluntary purchase of development rights program available through the North Branch Milwaukee River Wildlife and Farming Heritage Area program, as well as the options for conservation easements offered by Glacial Lakes Conservancy.	Plan Commission	Town Board; Town Clerk	Ongoing
1- Help landowners become aware of the Managed Forest Law as a tax incentive for keeping land as	Town Clerk	Town Board	Ongoing

woodlands.			
1- Consider clustering and conservation designs for future residential developments in order to preserve open space and natural areas.	Plan Commission	Town Board; Developers	Ongoing
1- Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands.	Plan Commission	Town Board; Landowners; Developers	Ongoing
2- Create awareness of the intensity and importance of agriculture through a variety of methods that may include special "AG District" signage; road restrictions; lower speed limits; a town board "buyer/seller beware" conflict policy; and a "buyer beware" statement on Certified Survey Map's (CSM) protecting the right to farm in the Town of Sherman.	Town Board	Landowners	Ongoing
2- Develop and distribute, either directly or through area realtors, a "Rural Code of Conduct" that outlines the traditional community norms and expectations for residents.	Town Clerk	Town Board; Realtors	Ongoing
4- Periodically, the Town Plan Commission and Board will evaluate and assess any historic resources in the Town and nominate any of these sites, structures, and artifacts of community significance to appropriate national, state, and local registers.	Plan Commission	Town Board; Local historians	Ongoing
5- Encourage the use of vegetative buffers along the streams and tributaries draining into Random Lake. Financial incentives are currently available through CREP and may be available in the future through the Sheboygan County Land & Water Conservation Department's Vegetated Buffer Strip Program.	Town Board	County LWCD; Riparian landowners	Ongoing
5- The Town will support state and county nonpoint pollution source controls to enhance the water quality of Silver Creek.	Town Board	County LWCD; WDNR	Ongoing
5- Partner with UW-Extension and similar agencies to help local farmers	Town Board	UW-Extension; Farmers	Ongoing

become more aware of Best Management Practices (BMPs) for pesticide and fertilizer application, erosion control, environmentally friendly tilling strategies, etc.			
5- 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
6- On an annual basis, the Town Plan Commission may file or present a report to the Town Board on the state of natural resources in and adjacent to the Town. This will help local officials stay on top of any concerns before they become problems.	Plan Commission	Town Board	Ongoing
7- The Town shall steer incompatible uses away from current mining sites and areas where the development of new mining is highly likely.	Plan Commission	Town Board	Ongoing
7- The Town should be familiar with the Sheboygan County Non-metallic Mining Reclamation Ordinance and consult it when necessary.	Plan Commission	Town Board; County LWCD	Ongoing
7- The Town recognizes the value of non-metallic resources and will notify local non-metallic mining interests for input before making any rezoning decision that would affect an area of significant potential gravel resources identified on Figure 2.15.	Plan Commission	Town Board; County LWCD; Non-metallic mining companies	Ongoing

Housing

Goals and Objectives:

- 1) The Town of Sherman prefers single-family, owner-occupied housing.
- 2) The Town of Sherman favors a low growth scenario in which most residential development occurs adjacent to the existing communities of Silver Creek, Adell, and Random Lake.
- 3) The Town of Sherman will continue to explore legal ways of managing growth.
- 4) The Town of Sherman will explore alternative (conservation) subdivision designs/layouts.
- 5) The Town of Sherman will work with nearby villages to meet the growing need for senior housing.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- The Town land use map and zoning	Plan Commission	Town Board	Ongoing

ordinance will favor single-family housing, but some provision may be made for a limited number of other housing types.			
2- The Town of Sherman will utilize its 20-Year Land Use Map and zoning map to steer residential development toward the already built-up areas of Silver Creek, Adell, and Random Lake.	Plan Commission	Town Board	Ongoing
2- The Town of Sherman will explore a combination of controls and innovative growth management ideas listed in the Recommendations section of Chapter 2 to encourage a low growth rate.	Plan Commission	Town Board	Ongoing
3- The Town of Sherman will explore a variety of growth management options, but building caps will likely not be one of them.	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 other growth management options to help determine whether they might be appropriate for the Town.	Plan Commission	Town Board; UW-Extension	2007
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
5- The Town will schedule a discussion session with the Villages of Adell and Random Lake to explore what might be done cooperatively to address senior housing.	Town Board	Villages of Adell, Random Lake	2008

Economic Development

Goals and Objectives:

- 1) Future business development occurring within the Town of Sherman should be concentrated in the proximity of the villages of Random Lake and Adell, or secondarily within Silver Creek.
- 2) The Town of Sherman supports small-scale economic development that does not negatively impact the Town’s rural atmosphere or natural resources.
- 3) The Town of Sherman should monitor the expansion of home-based businesses.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- The Town of Sherman will severely limit commercial zoning in areas not located near Adell, Random Lake, and Silver Creek.	Plan Commission	Town Board	Ongoing
1- The Town of Sherman will continue to plan cooperatively with Adell and Random Lake to ensure that adequate provision is made for future commercial development in the Adell-Random Lake-Sherman area.	Plan Commission	Town Board; Villages of Adell, Random Lake	Ongoing
2- The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development.	Plan Commission	Town Board; Nearby communities	Ongoing
2- New businesses or expansions should not adversely threaten critical natural or historic resources.	Plan Commission	Town Board; WDNR	Ongoing
2- The Town will continue to work with future developers 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; Town Clerk; Local businesses	Ongoing
3- The Town will encourage home-based businesses undergoing substantial expansion to relocate to a more suitable location such as Adell or Random Lake.	Town Board	Local entrepreneurs; Villages of Adell, Random Lake	Ongoing

Transportation			
<i>Goals and Objectives:</i>			
1) The Town of Sherman will provide well-maintained, safe roads. 2) The Town of Sherman will actively participate in transportation activities (state, county, rail) that impact the Town. 3) The Town of Sherman will plan for a transportation system that is harmonious with its surroundings.			
ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- In order to promote traffic safety and maintain the efficiency of STH 57, the Town, along with the Villages of Random Lake and Adell, should work within WisDOT policies to minimize, as much as possible, direct access to this principle arterial. This can be achieved by requiring adequately spaced access points and by requiring frontage roads for access to numerous properties, or driveway accesses that are able to serve more than one property.	Plan Commission	Town Board; County Highway Dept; WisDOT; Villages of Adell, Random Lake	Ongoing
1- Communicate periodically with WisDOT to remain apprised of safety studies and/or opportunities to improve the STH 57 corridor as necessary. This may include traffic signals, flashing caution lights, reduced speed limits, turning lanes, etc.	Town Board	County Highway Dept; WisDOT	Ongoing
1- When appropriate, the Town will explore using the funding sources identified under the Transportation Funding Programs listed earlier in this chapter.	Town Board	Town Clerk; WisDOT	Ongoing
1- Local road systems, especially those in heavily agricultural areas, should be designed and signed to minimize through traffic movement.	Town Board	Plan Commission	Ongoing
1- New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear.	Town Board	County Highway Dept; WisDOT	Ongoing
1- Monitor WisDOT statistics for existing road traffic volumes as well as accident rate data compiled by the Sheboygan County Sheriff's Department. Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Continue to tie	Town Board	Town Clerk; County Highway Dept; WisDOT	Ongoing

all of this data in to a long-term maintenance schedule and capital improvement program that addresses ongoing drainage improvements, shoulder betterment, and location of field entrances.			
1- Provision for bicycling and walking should be made in rural residential areas through a combination of methods, which may include low traffic streets, paved shoulders, sidewalks or paths in appropriate areas, and stand-alone trails.	Plan Commission	Town Board; County Highway Dept; WisDOT	Ongoing
1- 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.	Town Board	County Highway Dept	Ongoing
2- The Town will continue to communicate with state and county transportation officials as needed regarding maintenance of existing roadways within the Town. The Town will communicate with state transportation officials regarding notification of planned roadway upgrades within adjacent Towns. The Town will share its comprehensive plan with appropriate transportation agencies and will make its land use vision and goals known to proactively address growth associated with improved transportation corridors.	Town Board	County Highway Dept; WisDOT	Ongoing
3- The total amount of land used for transportation facilities should be minimized as much as possible.	Plan Commission	Town Board; County Highway Dept; WisDOT	Ongoing
3- The dislocation of households, businesses, industries, and institutional buildings as caused by the construction or reconstruction of transportation facilities should be minimized.	Plan Commission	Town Board; County Highway Dept; WisDOT	Ongoing
3- The destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological and cultural sites as caused by the construction or	Plan Commission	Town Board; County Highway Dept; WisDOT; WI State Historical Society	Ongoing

reconstruction of transportation facilities should be minimized.			
3- The location of transportation facilities in or through environmental corridors should be avoided if possible.	Plan Commission	Town Board; County Highway Dept; WisDOT; WDNR	Ongoing

Utilities and Community Facilities

Goals and Objectives:

- 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.
- 2) The Town of Sherman values offering quality park lands for its residents.
- 3) The Town of Sherman will consider allowing elder care facilities that are appropriate to the Town's rural atmosphere.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Continue to provide a "public comment" opportunity at Town board meetings and be attentive to comments regarding utilities and facilities in the Town.	Town Board	Town Clerk	Ongoing
1- Periodically work with Sheboygan County UW-Extension and willing residents to monitor the quality of water in private residential wells.	Town Board	UW-Extension	Ongoing
1- Work with the Sheboygan County Land & Water Conservation Department to make sure developers are aware of and following the <i>Sheboygan County Runoff/Erosion Control Ordinance</i> .	Town Board	Plan Commission; County LWCD	Ongoing
1- 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.	Town Board	Plan Commission; RL School District	Ongoing
1- 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.	Town Board	Wireless carriers; Nearby communities	Ongoing
1- 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	Town Board	Internet Service Providers; Nearby communities	Ongoing

neighboring communities and work cooperatively to consider potential cost-sharing opportunities.			
1- Continue to consider opportunities to share equipment and facilities between the Town & neighboring communities.	Town Board	Nearby communities	Ongoing
1- Work with the Silver Creek Volunteer Fire Department and/or area businesses to continue offering a length of service award and other incentives.	Town Board	Fire Department; Area businesses	Ongoing
1- 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.	Town Board	Fire Department; FEMA	Ongoing
1- The Silver Creek Fire Department will work with the WDNR to obtain grant funding for 2006.	Town Board	Fire Department; WDNR	Ongoing
1- The USDA Rural Development's <i>Water and Wastewater Grant and Loan Program</i> 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.	Town Board	Town Clerk; USDA-RD	If necessary
1- The Wisconsin Department of Commerce administers the <i>Wisconsin Community Development Block Grant Program</i> 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.	Town Board	Town Clerk; WDOC	If necessary
2- Continue to encourage a park land dedication from developers of new subdivisions.	Plan Commission	Town Board	Ongoing

2- Provide an updated inventory of existing Town park lands and improvements to Sheboygan County when the County's <i>Comprehensive Outdoor Recreation and Open Space</i> is revised in 2007 and every five years thereafter.	Town Clerk	County Planning Dept	2007, 2012, etc.
2- Consider applying for state and Sheboygan County Stewardship funds when needed. Make improving current underutilized park properties a priority.	Town Board	Town Clerk; County Planning Dept	Ongoing
3- Remain open to elder care facility use additions to appropriate districts in the Town zoning ordinance.	Plan Commission	Town Board	Ongoing

Intergovernmental Cooperation			
<i>Goals and Objectives:</i>			
1) The Town of Sherman will continue to foster a friendly, working relationship with the surrounding units of government. Areas for cooperation include emergency services and land use/zoning.			
ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Cooperate with Sheboygan County on any comprehensive planning update efforts and Non-Motorized Transportation Pilot Program.	Town Board	Plan Commission; County Planning Dept	Ongoing
1- Continue to work with the Sheboygan County Highway Department for the maintenance and snow plowing of roadways within the Town.	Town Board	County Highway Dept	Ongoing
1- Continue to work with state agencies such as WisDOT and WDNR to promote wise management of State Highway 57, the railroad corridor, and proper stewardship of natural resources such as groundwater and environmental corridors.	Town Board	Plan Commission; WisDOT; WDNR	Ongoing
1- Keep the surrounding towns and the villages of Adell and Random Lake apprised of any significant development proposals or changes to the Town of Sherman 20-Year Land Use Map.	Plan Commission	Town Board; Adjacent Towns; Villages of Adell, Random Lake	Ongoing
1- Encourage developers to locate major projects in or near the already built-up areas of Silver Creek, Adell, and Random Lake rather than the rural areas of the Town.	Plan Commission	Town Board; Villages of Adell, Random Lake; Developers	Ongoing

<p>1- Continue mutual aid agreements, the Lakeview Community Library consortium, and all other current intergovernmental cooperation activities and policies of benefit to Town of Sherman residents.</p>	<p>Town Board</p>	<p>Nearby Fire Departments; Lakeview Library; Neighboring communities</p>	<p>Ongoing</p>
<p>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.</p>	<p>Town Board</p>	<p>Fire Departments; Town Attorney; Neighboring communities</p>	<p>Ongoing</p>
<p>1- Establish a regular and ongoing (at least annual) intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting will be facilitated by UW-Extension or similar organization. Representatives from the Town of Sherman, Village of Adell, and Village of Random Lake will include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of nine representatives. Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration.</p>	<p>Town Board</p>	<p>Plan Commission; UW-Extension; Villages of Adell and Random Lake</p>	<p>As Needed</p>
<p>1- In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Land Use Maps in the comprehensive plans of the three communities to provide official guidance for growth patterns in the transition areas between village and town.</p>	<p>Town Board</p>	<p>Plan Commission; Villages of Adell and Random Lake</p>	<p>Ongoing</p>
<p>1- To ensure compatibility between plans, ordinances, regulations, and policies, communication efforts shall be maintained between the three communities. As important matters arise, the communities will collaborate as needed to achieve continued consistency.</p>	<p>Town Board</p>	<p>Plan Commission; UW-Extension; Villages of Adell and Random Lake</p>	<p>As Needed</p>

<p>Land Use</p> <p><i>Goals and Objectives:</i></p> <p>1) Maintaining existing open space and scenic views within the Town of Sherman shall be a high priority in land use decision-making.</p> <p>2) Land use decisions involving the Town of Sherman will incorporate the data, principles, goals, and policies found throughout this plan in order to ensure all of the elements are integrated into a consistent decision-making approach.</p>			
ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
<p>1- Throughout its history, the Town of Sherman has been a rural, agricultural community. About 36% of respondents to the survey would prefer the Town to remain this way at least 20 years into the future. However, almost 52% of respondents described the future of the Town as a mixture of agriculture and residential, which indicates some support for a limited amount of new residential development around Silver Creek and the villages of Random Lake and Adell.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- Intense commercial development is not compatible with the rural atmosphere Town residents value. However, it is conceivable that there could be future expansions of existing businesses or that similar types of new businesses might be developed. Such development should primarily occur adjacent to Random Lake and Adell since only 28.6% of respondents thought development should be encouraged in areas other than those adjacent to already built-up areas.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- Intense industrial development is not compatible with the rural atmosphere Town residents value. However, it is conceivable there could be future expansions of existing industries or that similar new development might occur near the villages of Random Lake and Adell.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- The Town considers existing governmental and institutional uses within and near the Town adequate to meet current and future needs during the 20-year planning period. Unanticipated needs resulting in development requests that do not conflict with existing residential uses can be handled through a plan</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>

<p>amendment.</p> <p>1- While no land is specifically allocated on the 20-Year Land Use Map for communication/utilities uses, these uses do not typically require large tracts of land; it is therefore difficult to predict their future locations. The Town is not opposed to allocating small parcels of land for these purposes as needed. Development requests that do not conflict with existing residential uses will be handled through a plan amendment.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- Less than 10 acres total within the Town have been allocated for outdoor recreation. The Town has a good relationship with the two villages it surrounds and in the past has even donated dollars for a recreation facility in Random Lake; therefore, in the interest of intergovernmental cooperation, it may be more appropriate to share facilities than develop separately in the Town. If not, such facilities could be located anywhere in the Town if they are compatible with surrounding uses.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- Agriculture is the economic backbone of the Town and influences the character of the Town more than any other land use. It is not surprising that almost 75% of respondents to the citizen input survey agreed or strongly agreed that preservation of agricultural land in the Town is important. Only 28.6% agreed that owners of farms should be allowed to subdivide when their farm is being sold. Nevertheless, it is anticipated that small amounts of ag land within certain parts of the Town will gradually transition to some sort of development, especially near the villages. Based on consensus mapping input, Town residents prefer this does not happen in the area designated as “Highest Priority Preservation” on the 20-Year Land Use Map; therefore, rezonings for residential subdivisions and any other development incompatible with ag shall not be granted in the area mapped as “Highest Priority Preservation,” unless a Plan amendment is adopted. A limited number of land divisions and non-ag uses might be allowed in the area designated “Mixed Agriculture/Silviculture/Open and Residential” if in harmony with goals and</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>

<p>policies outlined on pages 2-40 and 2-41.</p>			
<p>1- The Town will discourage development in any of its existing natural areas. Nearly 75% of respondents to the citizen input survey agreed or strongly agreed that protection of woodlands, wetlands, open spaces, and cultural resources in the Town is necessary, and over 94% valued the open spaces and scenic views currently offered in the Town. Nevertheless, it is anticipated that small amounts of such lands within certain parts of the Town will gradually transition to some sort of development, especially near the villages. Based on consensus mapping input, Town residents prefer this does not happen in the area designated as “Highest Priority Preservation” on the 20-Year Land Use Map; therefore, rezonings for residential subdivisions and any other development incompatible with natural resource preservation shall not be granted in the area mapped as “Highest Priority Preservation,” unless a Plan amendment is adopted. A limited number of land divisions and non-agricultural uses might be allowed in the area designated “Mixed Agriculture/Silviculture/Open and Residential” if they are in harmony with the goals and policies regarding natural resources identified throughout this Plan.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- The Town recognizes the importance of adequate and appropriate transportation infrastructure to serve new and existing development. Acreages for streets and paths in future residential areas were included in the calculations in Figure 8.7; however, locations were not mapped – this is to allow developers flexibility in how any possible future subdivisions might be laid out. Nevertheless, the Town will strongly encourage street and trail linkages between adjacent subdivisions.</p>	<p>Plan Commission</p>	<p>Town Board; County Highway Dept; WisDOT</p>	<p>Ongoing</p>
<p>2- Local officials should strive to remain familiar with the contents of the Comprehensive Plan and keep a copy of the Plan on hand at all Town Board and Plan Commission meetings.</p>	<p>Town Clerk</p>	<p>Town Board; Plan Commission</p>	<p>Ongoing</p>

Detailed step-by-step instructions on how to accomplish each of the activities on pages 9-6 through 9-20 is beyond the scope of this Plan. It is recommended, however, that local officials develop their own “plan of action” containing the steps required to ensure the activities listed above have a chance to be accomplished.

PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of the Comprehensive Plan, the Town Plan Commission may review the vision, goals, objectives, policies, and programs in the Plan to determine whether they are still applicable, and if so whether progress has been made in accomplishing them. The Commission and Town Board will consider adjustments as necessary.

No more than ten years after the initial adoption of the Comprehensive Plan, the Town Plan Commission will update and amend the Plan as required by ch. 66.1001(2)(i).

PROCESS FOR ADOPTING OR AMENDING 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 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 relate 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. Every governmental body that is located in whole or in part within the boundaries of the Town of Sherman.
2. The clerk of every local governmental unit that is adjacent to the Town of Sherman.
3. The Wisconsin Land Council.
4. The Wisconsin Department of Administration.
5. The Bay-Lake Regional Planning Commission.
6. The local public library.

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.

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 or 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 any 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 Sherman, in planning cooperatively with the Village of Adell, the Village of Random Lake, and Sheboygan County, realizes that certain specific amendments to its Comprehensive Plan might have significant ramifications for these other governmental units. The reverse may also be true. Therefore, the Town of Sherman has reached an understanding with these governmental units to 1) communicate in advance all proposed Town of Sherman Comprehensive Plan amendments, and 2) invite the participation of these governmental units in the decision-making process for any “Major Amendments” as they are ultimately defined through the process described in Chapter 7, page 7 (1)(j) of this Plan.