

# **Town of Sherman**

**Iron County, Wisconsin**

## **Comprehensive Plan 2023**



## Table of Contents

### Introduction

Introduction To The Comprehensive Plan .....	i
Town History .....	ii
Comprehensive Plan Background.....	iii
Comment Regarding Data, Tables, and Schedules.....	iii
Purpose Of The Plan.....	iv

### Element 1 : Issues and Opportunities

1.1 Introduction.....	1-1
1.2 Population Characteristics .....	1-1
1.3 Household Characteristics .....	1-4
1.4 Employment Characteristics.....	1-7
1.5 Overall Goal Statement .....	1-9

### Element 2: Housing

2.1 Introduction.....	2-1
2.2 Existing Housing Characteristics.....	2-1
2.3 Projected Housing Characteristics .....	2-3
2.4 Housing Programs .....	2-5
2.5 Housing Goals, Objectives & Actions .....	2-6

### Element 3: Transportation

3.1 Introduction.....	3-1
3.2 Inventory of Existing Transportation Facilities .....	3-1
3.3 Functional Classification System.....	3-1
3.4 Traffic Volume.....	3-3
3.5 PASER Rating System .....	3-3
3.6 Town Roadway Improvements .....	3-4
3.7 Alternative Means Of Transportation .....	3-4
3.8 Existing Transportation Plans.....	3-6
3.9 Housing Goals, Objectives & Actions .....	3-7

### Element 4: Utilities & Community Facilities

4.1 Introduction.....	4-1
4.2 Existing Facilities Inventory- Location, Use, & Capacity .....	4-1
4.3 Future Needs .....	4-6
4.4 Utilities & Community Facilities Goals, Objectives & Action .....	4-7

### Element 5: Natural, Agricultural, & Cultural Resources

5.1 Introduction.....	5-1
5.2 Natural Resources .....	5-1
5.3 Agricultural Resources .....	5-26
5.4 Cultural & Historic Resources.....	5-26
5.5 Natural, Agricultural, & Cultural Resource Protection Programs.....	5-30
5-6 Natural, Agricultural, & Cultural Resource Goals, Objectives, & Actions .....	5-32

## **Element 6: Economic Development**

6.1 Introduction.....	6-1
6.2 Labor Force .....	6-2
6.3 Economic Base.....	6-2
6.4 Technical & Physical Infrastructure .....	6-4
6.5 Quality Of Life.....	6-4
6.6 Strengths & Weaknesses For Attracting & Retaining Business & Industry .....	6-5
6.7 Business & Industry Sites.....	6-5
6.8 Tourism Impact To The Local Economy .....	6-5
6.9 Redevelopment & Contaminated Sites .....	6-6
6.10 Economic & Workforce Development - Programs/Organizations .....	6-6
6.11 Economic Development, Goals Objectives, & Actions .....	6-8

## **Element 7: Intergovernmental Cooperation**

7.1 Introduction.....	7-1
7.2 Relationships To The Town Of Sherman .....	7-1
7.3 Intergovernmental Cooperation Goals, Objectives, & Actions.....	7-4

## **Element 8: Land Use**

8.1 Introduction.....	8-1
8.2 Existing Land Use Inventory .....	8-1
8.3 Land Use Trends .....	8-2
8.4 Existing Land Use Development Requirements.....	8-3
8.5 Iron County Shoreland/Wetland Zoning .....	8-7
8.6 Land Prices and Valuation .....	8-9
8.7 Future Land Use.....	8-11
8.8 Protecting Private Property Rights.....	8-11
8.9 Land Supply.....	8-12
8.10 Growth Costs .....	8-14
8.11 Opportunities For Redevelopment .....	8-15
8.12 Land Use Conflicts .....	8-15
8.13 Future Land Use Map.....	8-16
8.14 Land Use Goals, Objectives, & Actions.....	8-19

## **Element 9: Implementation**

9.1 Introduction.....	9-1
9.2 How To Use The Plan .....	9-1
9.3 Consistency Review During Plan Development .....	9-1
9.4 Measuring Plan Progress .....	9-2
9.5 Implementation Table.....	9-3
9.6 Future Land Use.....	9-12
9.7 Plan Implementation Tools.....	9-13
9.8 Plan Updates & Revisions .....	9-13
9.9 Conclusion .....	9-15



Appendix A: Public Participation Plan  
Appendix B: Community Survey & Results  
Appendix C: Conflict Resolution

### List of Tables

Table 1.1: Historic Population Trends.....	1-1
Table 1.2: Population Projections 2020 to 2040 .....	1-2
Table 1.3: Households By Type .....	1-4
Table 1.4: Household Trends 1980-2010/ Projections 2020-2040 .....	1-4
Table 1.5: Household Income .....	1-5
Table 1.6: Income Comparison & Poverty Levels.....	1-6
Table 1.7: Iron County Labor Force .....	1-7
Table 2.1: Housing Stock 1980-2010 .....	2-1
Table 2.2: Total Housing & Occupancy.....	2-2
Table 2.3: Comparison Of Housing Characteristics .....	2-2
Table 2.4: Age Of Housing Stock.....	2-3
Table 2.5: Units In Structure 1980-2019 .....	2-4
Table 2.6: Number Of Rooms In Housing Units.....	2-5
Table 2.7: Projected Housing Characteristics .....	2-5
Table 3.1: Functional Classification Mileage .....	3-2
Table 3.2: Average Annual Daily Traffic At Recorded Sites 1978-2020 .....	3-3
Table 3.3: Town, County,& State Roadway Improvements 2022-2027 .....	3-4
Table 3.4: Iron County Airfields & Airports .....	3-5
Table 4.1: Town Of Sherman Landfill Sites .....	4-2
Table 4.2: Boat Ramps .....	4-6
Table 4.3: Boat Carry-In .....	4-6
Table 4.4: Future Utilities And Community Facilities Timetable .....	4-7
Table 5.1: Soil Associations In The Town Of Sherman .....	5-4
Table 5.2: Forest Cover (Including Forested Wetlands) .....	5-6
Table 5.3: Lake Characteristics (Named Lakes).....	5-10
Table 5.4: Iron County Rivers & Streams Development Standards .....	5-14
Table 5.5: Wetland Inventory.....	5-17
Table 5.7: Archeological Sites & Cemeteries .....	5-30
Table 6.1: General Characteristics Of The Workforce.....	6-2
Table 6.2: Employment By Industry Using NAICS.....	6-3
Table 6.3: Employers In The Town Of Sherman.....	6-4
Table 8.1: Existing Land Use And Land Management.....	8-2
Table 8.2: Statement Of Assessment Acreage 2015-2022 .....	8-2
Table 8.3: Permits Issued 2019-2020.....	8-4
Table 8.4: Iron County Zoning Dimensional Requirements .....	8-6
Table 8.5: Dimensional Requirements For New Condominium Development .....	8-7
Table 8.6: Equalized Value 2015-2021 .....	8-10
Table 8.7: Existing Land Use & Development Constraints .....	8-13
Table 8.8: Assessment & Percent Change By Land Use Class 1977*-2020.....	8-14
Table 8.9: Town Assessment Totals.....	8-14



## List of Figures

Figure 1.1: Historic Population 1950-2010 & Population Projections 2020-2040 .....	1-2
Figure 1.2: Age Distribution .....	1-3
Figure 1.3: Male & Female Age Distribution .....	1-3
Figure 1.4: Household Income In The Past 12 Months.....	1-5
Figure 1.5: Educational Attainment.....	1-7
Figure 1.6: Employment By Industry.....	1-8
Figure 1.7: Iron County Employment 1994-2018.....	1-8
Figure 1.8: Iron County Employment & Projected Employment 2020-2040.....	1-9
Figure 2.1: Value of Specified Owner-Occupied Housing Units.....	2-3
Figure 2.2: Age Of Housing Stock.....	2-4
Figure 5.1: Town Of Sherman Landcover .....	5-5
Figure 5.2: Iron County Basins .....	5-8
Figure 5.3: Iron County Watersheds .....	5-8
Figure 5.4: Depth to Water Table .....	5-15
Figure 5.5: Groundwater Contamination Susceptibility.....	5-15
Figure 5.6: Lac du Flambeau Reservation Boundary .....	5-25
Figure 8.1: 2015-2022 Equalized Values.....	8-11

## List of Maps

Map 1.1: Basemap .....	1-10
Map 3.1: Functional Classification .....	3-9
Map 4.1: Utilities & Services.....	4-9
Map 4.2: Parks & Recreation .....	4-10
Map 5.1: Elevation & Topography.....	5-34
Map 5.2: Ecological Landscapes .....	5-35
Map 5.3: Generalized Soils.....	5-36
Map 5.4: Landcover .....	5-37
Map 8.1: Existing Land Use.....	8-21
Map 8.2: Zoning .....	8-22
Map 8.3: Combined Constraints.....	8-23
Map 8.4: Future Land Use.....	8-24

## INTRODUCTION TO THE COMPREHENSIVE PLAN

Welcome to the Town of Sherman's 2023 Comprehensive Plan Update. The Town of Sherman is in the 'lakes region' of southern Iron County (See Map 1.1). In December 2021, the Town sent a survey to its property owners. There are an estimated 650 property owners and 359 (55%) responded to the survey. We are a sparsely populated Town that values a simple lifestyle. Numerous recreational opportunities offered here include hunting, fishing, silent sports, and various motorized activities. We welcome them all. We enjoy the remote nature of the area, the many encounters with wildlife and the solitude our largely undeveloped Northwoods Town offers.

The Town's population is older compared to the county and more broadly to the state. Seventy-two percent (72%) of the survey respondents are more than sixty years old. A similar number (69%) own property that is a second/vacation home and 69% of respondents own property on water. The town can be categorized as a retirement/vacation destination with a core group of residents that have roots in the community from many, many years ago. It is a lifestyle for those who appreciate the simplicity of a small rural town; one with an abundance of natural resources but without many services or amenities.

When asked how satisfied you are with the quality of life in the Town of Sherman, an overwhelming 95% responded they were either satisfied or very satisfied. Eighty percent (80%) of the respondents said that our sparse population enhances their quality of life. By a similar margin, about 75% of the survey respondents feel new commercial or industrial development near their property would detract from their quality of life. The overall message from the survey, meetings/workshops and listening sessions is that, as much as possible, the residents would like the Town to 'keep things as they are.'

There are challenges to be sure. Volunteers are the backbone of what makes the Town operate. The demographics are changing. We must continue to tap into and broaden the volunteer base from both full time and seasonal residents. Expanding the volunteer base is essential not only to run the town government, staff the Volunteer Fire Department and EMRs (first responders) but also to support the community groups that are the fabric of our small town. The Town's ability to communicate with its residents needs improvement and will be expanded through enhancements to its website. However, communication is a two-way street. It also requires residents to be engaged, involved, and informed on Town issues. Protecting the natural resources and the remote nature of the town will require continued vigilance.

Unlike many towns, whose primary focus is to grow and expand their economic base, three fourths of the survey respondents identified new development near their property as something that would lessen their current lifestyle. Without economic growth and an expanding tax base, the tax burden over the years will fall proportionally higher on the taxpayers to maintain town government and existing town services while also sustaining the quality of life that Sherman currently offers.

When words such as remote nature, small Northwoods town or pure rustic charm are used throughout the plan update, it is more than just describing an area with a reduced population. It is a Town that prioritizes protecting natural resources and promoting recreational opportunities. It is a Town where commercial and business enterprises are small and limited in numbers.

### **Town History**

The Town of Sherman, originally named Emerson, was created on April 19, 1907, from the Town of Vaughn. The Town was named after D.W. Emerson, one of the Town's first settlers who established the Emerson Sawmill. The Emerson Sawmill closed around 1909 after lightning struck and killed three members of the Emerson family. The name was changed in 1918 from Emerson to Sherman in honor of the Town's second chairperson William Sherman.

Ample natural resources and reliable transportation to move products and people were key to communities in Iron County. Settlements failed to grow or faltered if either of these two components were missing. Emerson and Powell are two known communities that have been lost in the Town of Sherman, over the years.

The Town of Sherman's high quality, highly desirable lakes, rivers, and rural forestlands have so far sustained development demand from persons interested in relocating to the community whether for primary homes, second/vacation homes, or recreational purposes. The Town's pure rustic charm and remote town life is not for everyone but does attract a certain group of people that are proud to call it home.

It is the richness of these varied backgrounds that shape the culture of our small Town. Overall residents prefer minimal regulations yet understand the need to balance the broader interests of the community and protection of the area's natural resources with individual property rights.



### **Comprehensive Plan Background**

In 1998, a land use planning committee was directed by the Town Board to guide the Town of Sherman land use planning process. The committee included a cross section of property owners, both lakeshore and forestland, along with the Town Board and local businesses. In January 2002, the Town of Sherman approved the '*Town of Sherman Land Use Plan*'.

In 2001, all ten towns in Iron County passed resolutions entering into an intergovernmental cooperation agreement for the purpose of developing a comprehensive plan. The Town of Sherman's initial comprehensive plan was adopted on July 26, 2005.

The Town of Sherman contracted with Northwest Regional Planning Commission as a consultant to assist with the Comprehensive Plan update. The 2023 Comprehensive Plan Update has gone through an extensive process to identify current issues, provide public participation opportunities and the challenging work of updating the goals, objectives, and actions for each of the plan elements. The 2023 Comprehensive Plan Update referenced the 2005 Comprehensive Plan as an initial starting point. After working through the process to update the plan and looking back from a macro perspective, the 2023 Update follows the broad goals identified in 2005; especially in the key areas of preserving the existing quality of life, limiting commercial and industrial development, and directing land use planning.

### **Comment Regarding Data, Tables and Schedules**

The statistical information provided in the plan is provided by the U.S. Census Bureau via the American Community Survey (ACS) and compiled by the Norwest Regional Planning Commission (NWRPC). The ACS is used because it is the only available source for comprehensive data across geographies on topics such as demographics, housing, and income. Yet, when the ACS is based on a sample of an already small-population size, multiple years of data are necessary to get enough responses in rural communities. This affects the timeliness of data used and because the population sizes are small, the numbers reported in the plan have higher margins for error.

Approximately one third of the property owners in the Town are full-time residents. Often the data only captures information on the full-time residents. Statistics on population, household and employment characteristics, education and income levels are skewed toward the makeup of the full-time residents. The reader should keep in mind the data, schedules and tables are often estimates and often do not include the seasonal residents who make up two thirds of the Town's property owners. The data provided in the Comprehensive Plan Update does offer a reasonable approximation and captures in a

reasonable manner the information discussed in the selective topic from which goals, objectives, and action items were developed.

### **Purpose of the Plan**

The Town of Sherman Comprehensive Plan Update is intended to assist local officials in making future decisions regarding land development and overall government management issues. The comprehensive plan serves as a guide in that process. The Comprehensive Plan Update will address short- and long-term concerns regarding growth and preservation of the community. The Town of Sherman Comprehensive Plan Update has been prepared under Wisconsin's Comprehensive Planning legislation contained in Wisconsin statute 66.1001. The updated plan is organized into chapters or elements that include the following:

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Natural, Agricultural and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

## ISSUES & OPPORTUNITIES

### 1.1 INTRODUCTION

The data provided in this element are estimates subject to the limitations described in the Introduction to the Comprehensive Plan under the heading Comment Regarding Data, Tables and Schedules. Updating the Town of Sherman's Comprehensive Plan begins with an overview of the community based on known information from the past and projections of the future covering a 20-year planning horizon. This element gives an overview of demographic trends and background information necessary to develop subsequent components of the Comprehensive Plan Update. This information includes population data; household and employment forecasts; demographic trends; age distribution; education and income levels.

### 1.2 POPULATION CHARACTERISTICS

#### Historical Population

The Town of Sherman had a population increase from 1970 to 1980. In 1990, the population dropped 20.5%, and then rebounded in 2000. It is possible the population increase resulted from the development of shoreland property and conversion of seasonal homes to permanent residences. In the decade between 2000 and 2010, the Town of Sherman's population declined by forty-six people.

From 1920 to 2010, Iron County's population declined. Although not shown in Table 1.1, its population peaked in 1920 at 10,261 compared to a 2010 population of 5,820.

Table 1.1: Historic Population Trends							
Location	1970	1980	1990	2000	2010	Absolute Change 1970-2010	Percent Change 1970-2010
Town of Sherman	152	336	267	336	290	+138	+90.8%
% Of County Population	2.3%	5.0%	4.3%	4.9%	5.0%	---	---
Iron County	6,533	6,730	6,153	6,861	5,820	-713	-10.9%

Source: U.S. Census Bureau

#### Population Projections

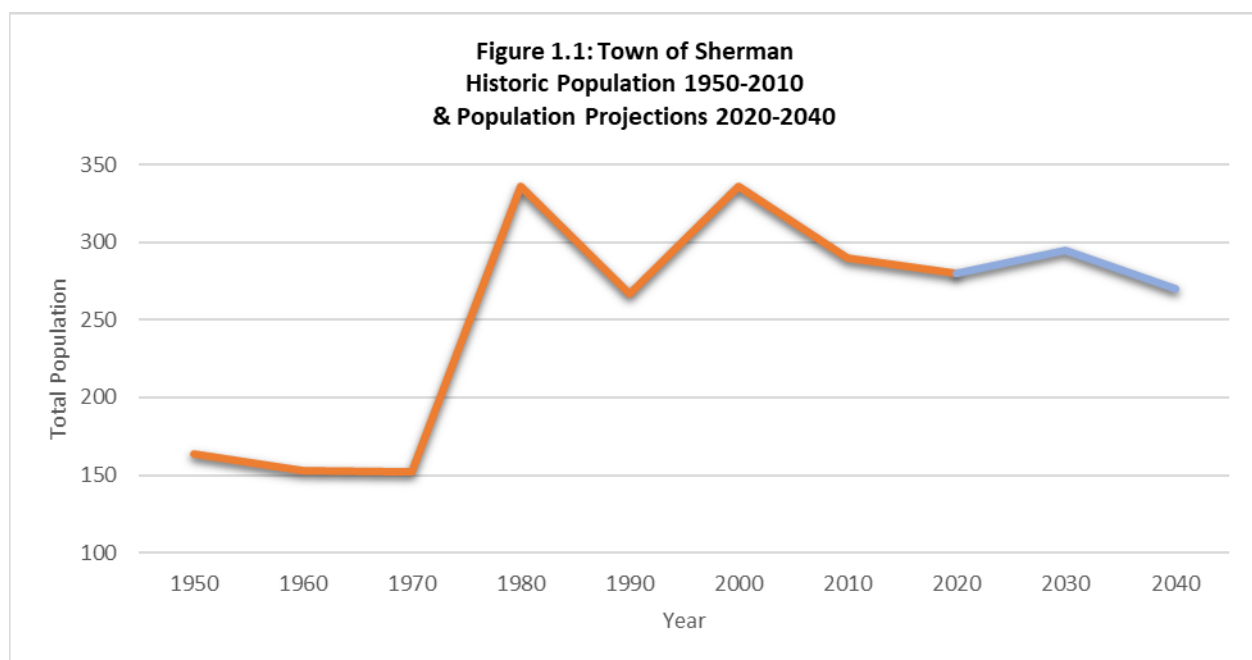
Table 1.2 depicts population projections for the Town of Sherman, through 2040, that were developed by the Demographic Services Center in accordance with Wisconsin Statute 16.96. These projections are estimates based on past and current population trends and are intended to be a base-line guide for the users. The table also compares this population change to Iron County for the same period. This model projects the Town of Sherman and Iron County will see a stable population albeit with a slight



decline in the last five years of the projection period. Figure 1.1 charts both the past population levels as well as the projected population change through 2040.

Table 1.2: Population Projections 2020 - 2040		
Year	Town of Sherman	Iron County
2020	280	5,680
2025	290	5,850
2030	295	5,970
2035	290	5,825
2040	270	5,420
<b>Absolute Change 2020-2040</b>	-10	-260

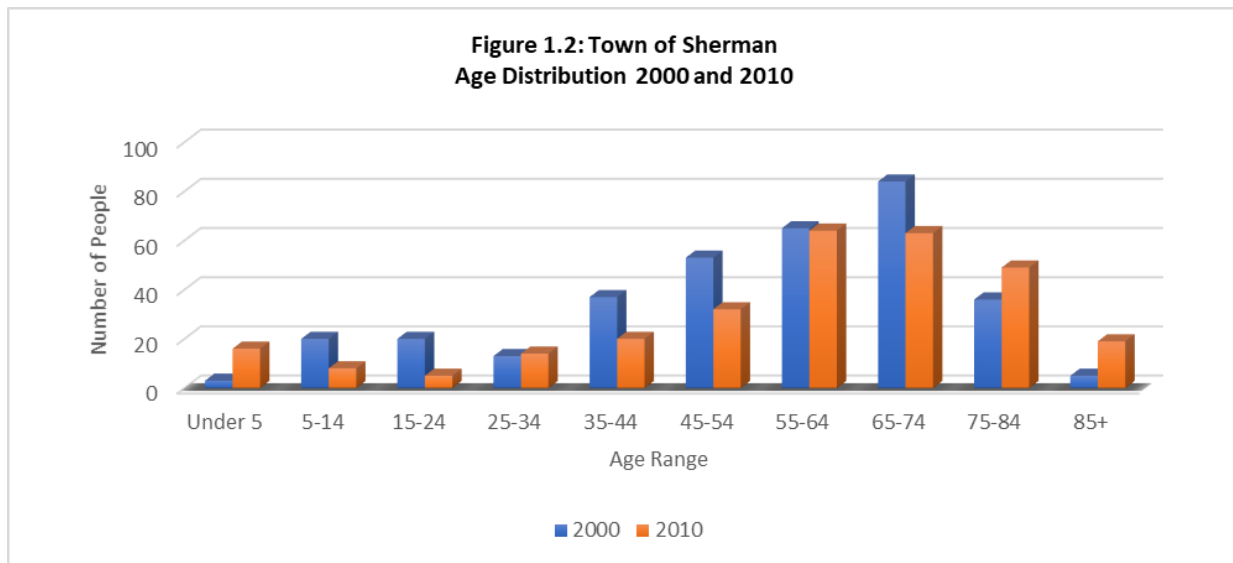
Source: Wisconsin Department of Administration Projections 2013 vintage



### **Population Composition**

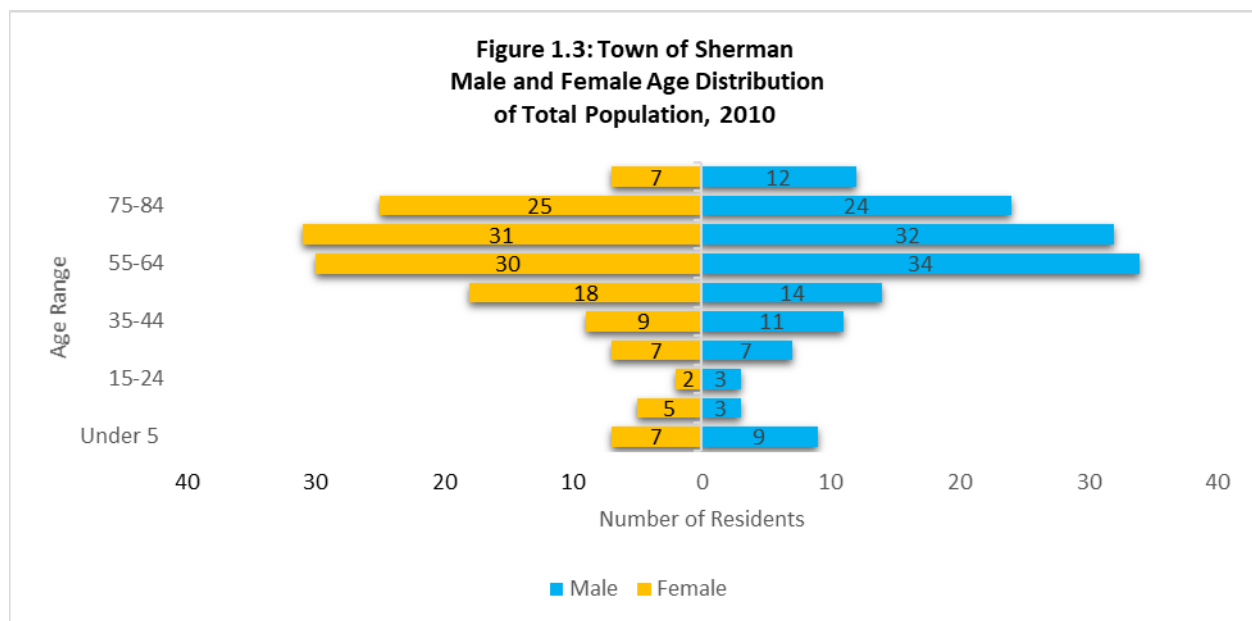
In 2010, the Town of Sherman had 149 males and 141 females. Town residents reported their race in the 2010 U.S. Census as the following: White 98.6 percent and two or more races, 1.4 percent. The median age of Town residents was 64.2 years old. In comparison, Iron County's median age was 54.9, while the State of Wisconsin's median age is 39.5.

Figure 1.2 compares the age distribution in the Town of Sherman between 2000 and 2010. It illustrates the older average age of the Town's population.



Source: U.S. Census Bureau (2000 SF 1, 2010 SF 1)

The population pyramid shown in Figure 1.3 presents a visual depiction of the age categories in the Town of Sherman in 2010. As stated previously, the median age for the Town was 64.2 years, which is 24.7 years older than the state average, and is indicated by the top heaviness of the pyramid.



Source: U.S. Census Bureau (2010 SF 1)

## 1.3 HOUSEHOLD CHARACTERISTICS

A *household* includes all the people who occupy a housing unit.

*Occupants* may consist of a single family; one person living alone; two or more families living together; or any other group of related or unrelated people who share a housing unit.

A *housing unit* is a house; apartment; mobile home; group of rooms; or single room occupied (or, if vacant, intended for occupancy) as separate living quarters.

<b>Table 1.3 Households by Type</b>	
	<b>Town of Sherman</b>
<b>Total Households</b>	<b>150</b>
<b>1. Family households</b>	<b>101</b>
<b>a. Married-couple family</b>	<b>89</b>
<b>i. With</b> own children under 18 years	<b>11</b>
<b>ii. Without</b> own children under 18 years	<b>78</b>
<b>b. Householder without spouse present</b>	<b>12</b>
<b>i. With</b> own children under 18 years	<b>7</b>
<b>ii. Without</b> own children under 18 years	<b>5</b>
<b>2. Nonfamily households</b>	<b>49</b>
<b>a. Householder living alone</b>	<b>43</b>
<b>b. Householder not living alone</b>	<b>6</b>

Source: U.S. Census 2010 (SF 1)

Table 1.3 shows the households by type for the Town of Sherman. Out of 150 full-time resident households in the Town, 101 are family households and forty-nine are non-family households. Of the forty-nine non-family households, forty-three are single person households living alone as shown in Table 1.3. Out of the 101 family households in the Town, 89, or 88.1 percent, are married-couple families. About eleven percent of family households have children.

### Household Trends and Projections

The Town of Sherman's average household size in 2000 was 2.02 persons, while in 2010 it was 1.92. Households increased from 121 in 1990 to 288 in 2010, as shown by U.S. Census 2010 data, in Table 1.4. Household projections for the year 2040 are shown in Table 1.4. From 2020 to 2040, the Town of Sherman is projected to decrease by eighteen households.

<b>Table 1.4 Household Trends 1980-2010 &amp; Household Projections 2020-2040</b>							
<b>TOWN OF SHERMAN</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>	<b>2040</b>
Households	133	121	166	288	280	295	270

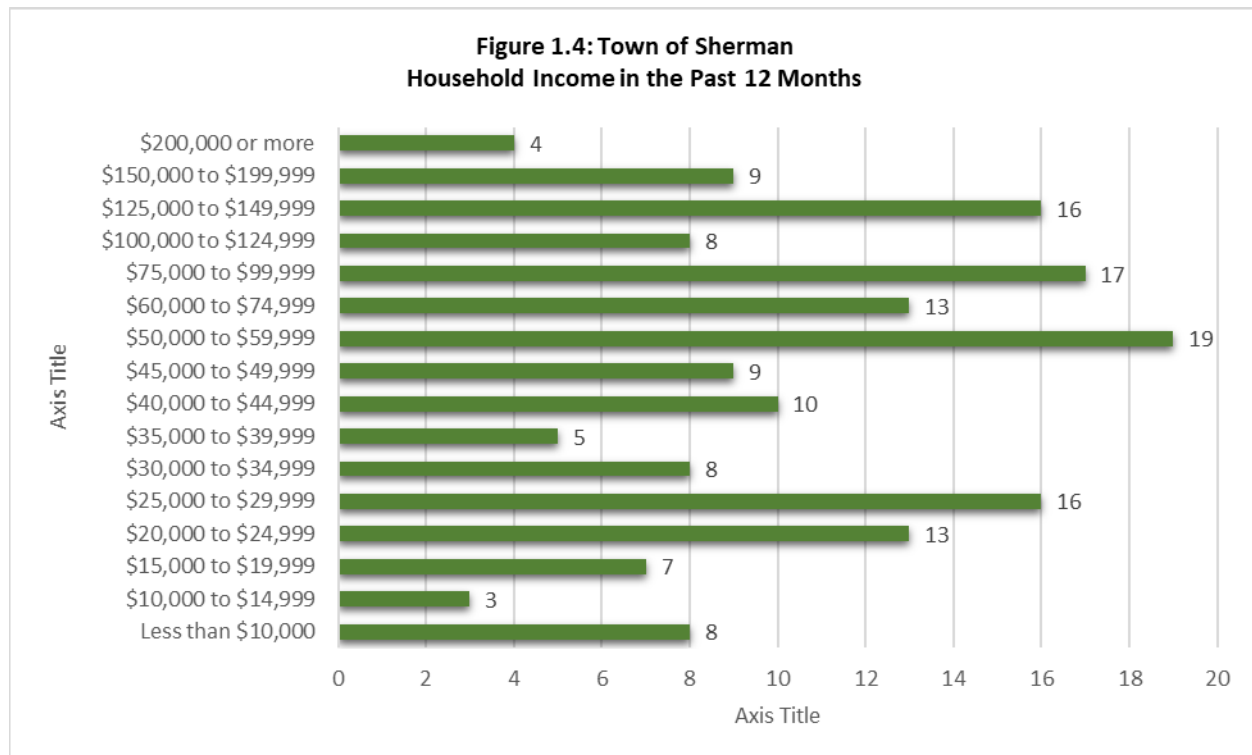
WI DOA Household Projections 2010-2040

Source: US Census Bureau; Wisconsin Department of Administration, Demographic Services Center



## Household Income

The median household income for full time residents in the Town of Sherman in 2021 as reported by ACS Estimates was \$50,875, compared to a median household income of \$43,798 for Iron County. This data does not capture the information on seasonal residents.



Source: 2019: ACS 5-Year Estimates

Table 1.5 Household Income, 2019	
Annual Income	Percent of Households
Less than \$10,000	4.8%
\$10,000 - \$19,999	6.0%
\$20,000 - \$34,999	22.4%
\$35,000 - \$49,999	14.5%
\$50,000 - \$99,999	29.7%
\$100,000 and over	22.4%

Source: 2019: ACS 5-Year Estimates

Table 1.5 shows that approximately 10.8 percent of the captured 165 full time resident households have an annual income less than \$20,000. Two thirds of the full-time resident households in Sherman are at or above \$35,000.

The 2019 ACS identifies that approximately ninety-eight households have social security income, and seventy-six households have

other retirement income. This data does not capture the information on the seasonal residents that make up about two thirds of the Town's property owners.

## Per Capita Income, Per Capita Personal Income, & Poverty Levels

Per capita income (PCI) is defined as all resident income divided by population and is derived from Census data. It is composed of traceable money from wages, interest,

dividends, welfare program payments, etc. It does not consider money received from sale of property, money borrowed, exchange of money between relatives in same households, tax refunds, gifts, and insurance payments, which per capita *personal* income (PCPI) figures do take into consideration. However, PCPI is not available at the community level. The Bureau of Economic Analysis, part of the U.S. Department of Commerce, calculates PCPI on a yearly basis.

As indicated by Table 1.6, PCI in 1999 for the Town of Sherman was higher than Iron County and the State of Wisconsin. In comparison to other nearby towns in Iron County, Sherman's PCPI is higher than Mercer (\$29,616), Oma (\$33,283), and Knight (\$20,953), and Carey (\$35,011).

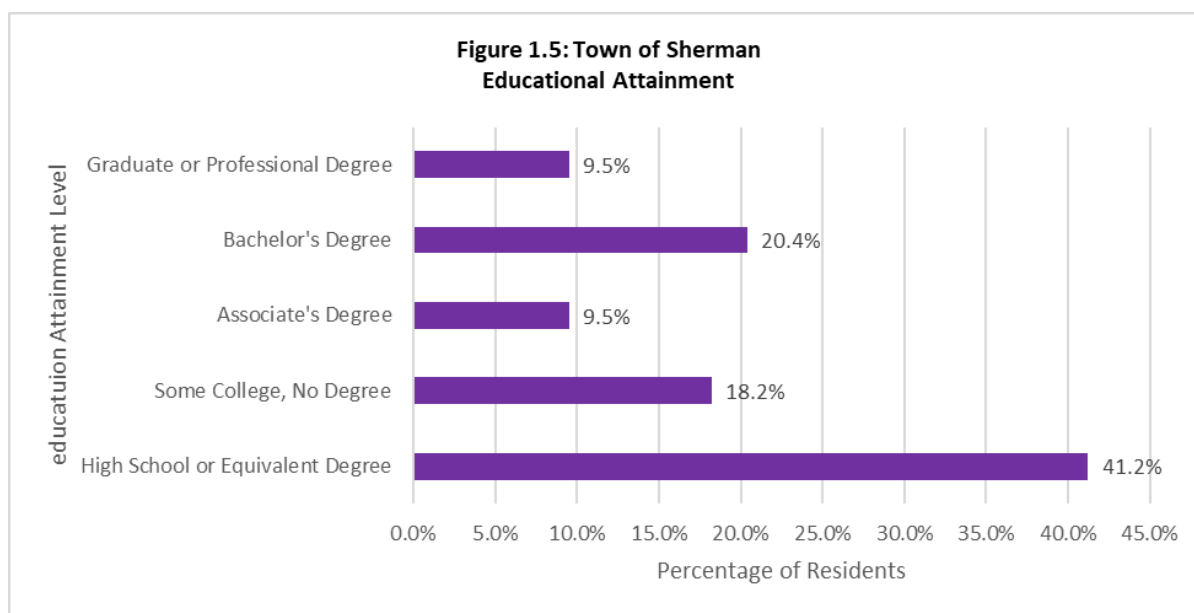
<b>Table 1.6: Income Comparisons and Poverty Levels</b>			
	2000 Census Per Capita Income	2019 ACS Per Capita Personal Income	2019 ACS Percent of inhabitants below poverty level
<b>Town of Sherman</b>	<b>\$24,336</b>	<b>\$36,493</b>	<b>8.8%</b>
Iron County	\$17,371	\$28,857	9.6%
Wisconsin	\$21,271	\$34,568	6.2%

Source: U.S. Census 2000 (SF 3), 2019: ACS 5-Year Estimates

Poverty rates are determined based on money income and, therefore, do not reflect the fact that low-income people may receive non-cash benefits. As shown in Table 1.6, the percentage of Town inhabitants estimated to be below the poverty level is less than in Iron County, but greater than the state percentage overall. The data in Table 1.6 does not capture income levels of seasonal residents who own second/vacation homes or recreation property. This group is estimated to comprise more than two-thirds of the Town's property owners.

### **Education Levels**

A good indicator of economic potential for an area is the educational attainment of its residents. Figure 1.5 shows that Town of Sherman residents have a higher percentage of high school graduates and have a slightly higher percentage of residents with bachelor's degrees compared to Iron County.



Source: 2019: ACS 5-Year Estimates

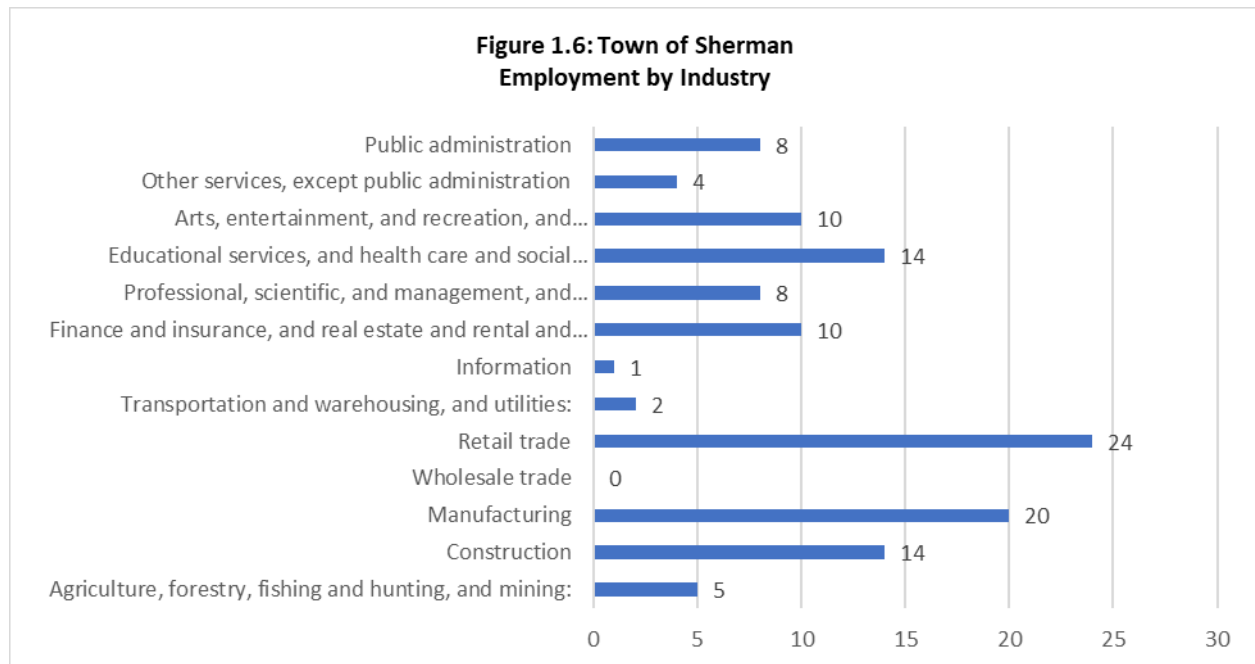
## 1.4 EMPLOYMENT CHARACTERISTICS

A community's labor force consists of all individuals aged sixteen and above who are employed, or unemployed and looking for work. Iron County's labor force, as shown in Table 1.7, fluctuated up and down over the last ten years. No specific labor force data is available at the town level.

Table 1.7: Iron County Labor Force										
	2000	2002	2004	2006	2008	2010	2012	2014	2016	2018
<b>Labor Force</b>	3,304	3,342	3,307	3,185	3,024	2,881	2,784	2,680	2,642	2,575
<b>Employed</b>	3,085	3,057	3,008	2,924	2,784	2,554	2,493	2,426	2,446	2,425
<b>Unemployed</b>	219	285	299	261	240	327	291	254	196	150
<b>Unemp. Rate</b>	6.6%	8.5%	9.0%	7.9%	7.9%	11.4%	10.5%	9.5%	7.4%	5.8%

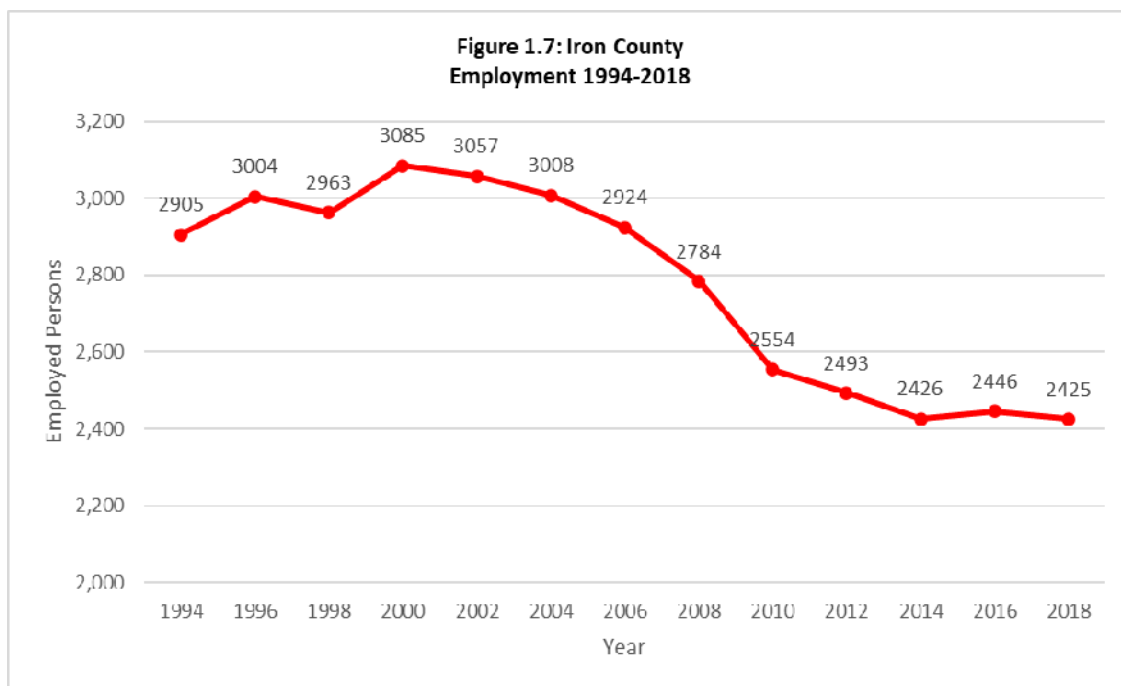
Source: Wisconsin Department of Workforce Development, LAUS



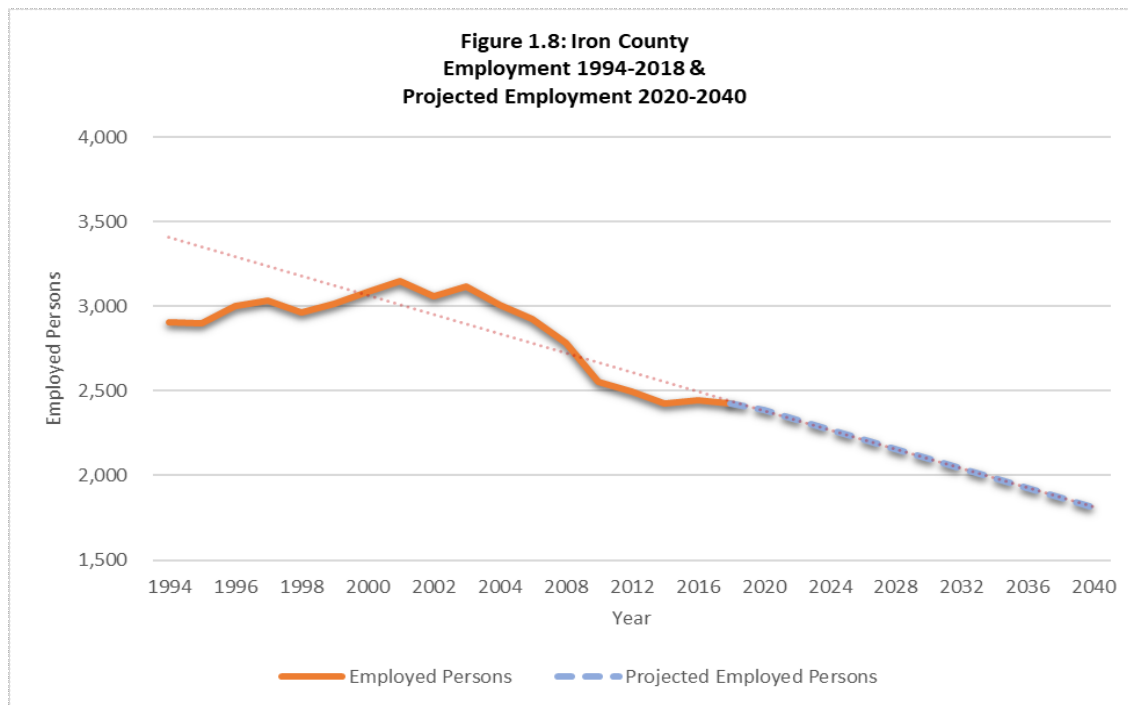


### **Iron County Employment Forecast**

Based on data from the Wisconsin Department of Workforce Development (DWD) highlighting the number of jobs with employers located in Iron County from 2004 to 2018, employment projections were developed by NWRPC, to 2040. Figure 1.7 shows the employed persons from 1994 to 2018 and Figure 1.7 shows not only the past employment data but also the employment projections for future years to 2040.



Source: Wisconsin Department of Workforce Development, LAUS



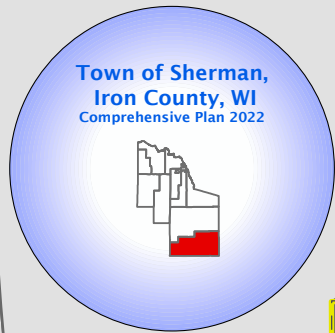
Source: Wisconsin Department of Workforce Development, LAUS, Projections NWRPC

Analyzing the local employment data from 1994-2018, employment projections for Iron County were derived. The “trend line” in Figure 1.8 depicts a “best fit” of the known data values and a projection of the future data values. This is a simplistic model, to be used for general planning purposes. The Wisconsin DWD will develop more detailed county projections.

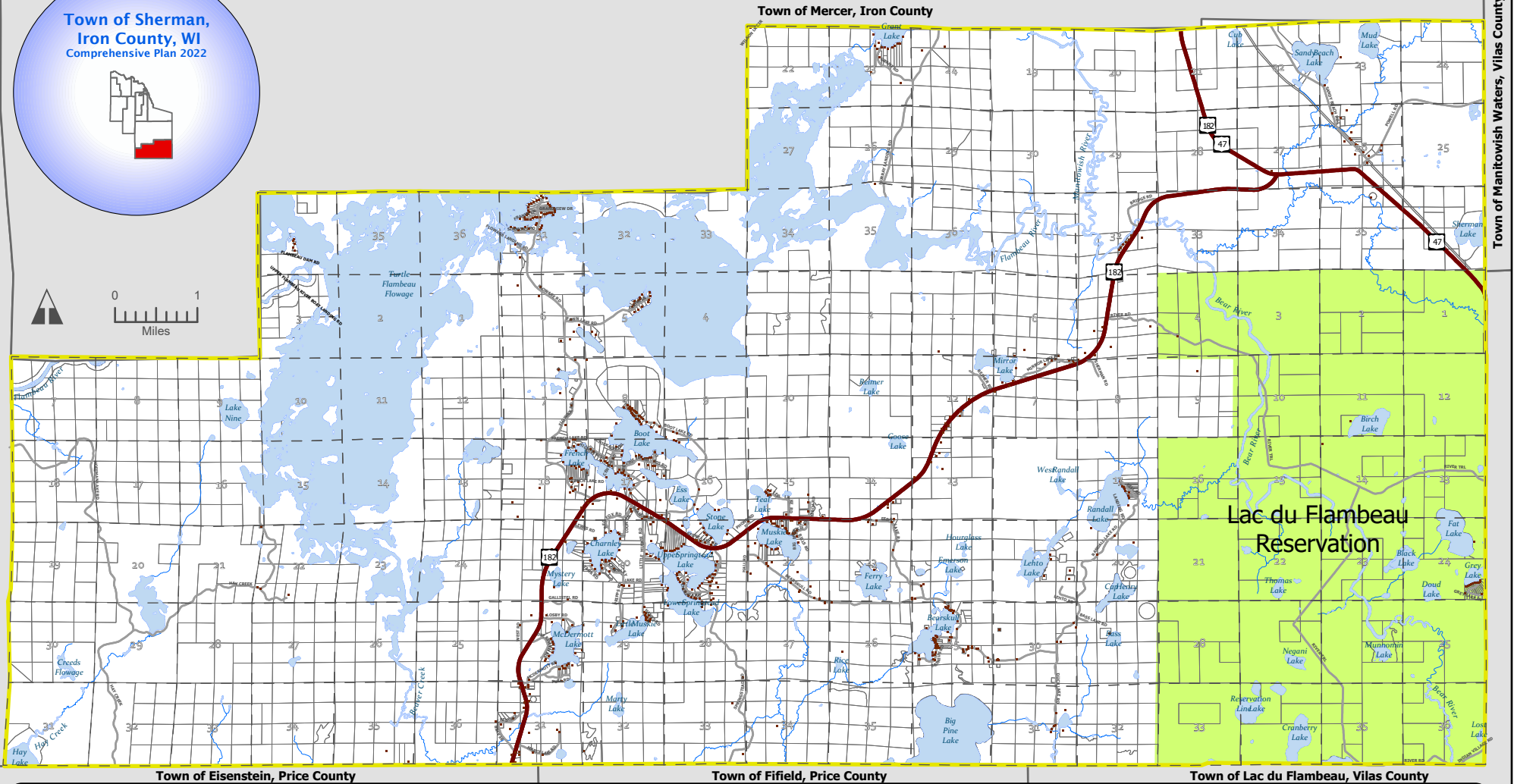
## 1.5 OVERALL GOAL STATEMENT

The Town of Sherman has prepared goals and objectives that include actions in the chapters/elements that follow. These goals and objectives were developed based on feedback received from the survey questions and various listening sessions and are intended to assist the Town Board and residents in implementing actions deemed important and of interest to the community.

The overall goal for the Town of Sherman is to ‘keep things as they are’ and maintain the health, safety, and general welfare of the community by protecting the natural resources, preserving the pure rustic charm of the Town, and enhancing recreational opportunities when feasible. To do this, the overall objective of the Town of Sherman is to guide future development and shape future Town governance of the community in a manner consistent with the element goals, objectives and actions contained in this document. The overall action is to adopt and implement the Comprehensive Plan Update and continue to work with town residents, the county and adjacent jurisdictions. The actions outlined throughout the Comprehensive Plan Update represent methods to achieve overall planning goals.



Town of Agenda, Ashland County



Town of Mantowish Waters, Vilas County

### Map 1.1-Basemap

- Structure Location
- ~ State Highway
- ~ Local Road
- ~ River/Stream/Creek
- Lake/Large River/Flowage
- Tax Parcels
- Tribal Land
- Town Boundary



## ELEMENT 2 - HOUSING

### 2.1 INTRODUCTION

The data provided in this Element is subject to the limitations described in the Introduction to the Comprehensive Plan under the heading 'Comment Regarding Data, Tables and Schedules.' Housing characteristics are related to the social and economic conditions of a community's residents and are an essential element of a comprehensive plan. Information in this element will provide projected data about the current housing stock, as well as identify changes in the number of housing units and other housing characteristics. The ability of a community to support an adequate housing supply for all persons and income levels is important to the well-being of its residents.

### 2.2 EXISTING HOUSING CHARACTERISTICS

The number and type of housing units for the period 1980-2010 are addressed in Table 2.1. Since 1980, total housing units increased by twenty-two, a gain of 4.3 percent. Occupied housing units (households), after a gain from 1980-2000 and a decrease in the 2000's, had a net gain of twenty-seven units by 2010.

Table 2.1: Housing Stock 1980-2010					
Town of Sherman	1980	1990	2000	2010	Change 1980-2010
Total Housing Units	512	539	483	534	+22
Total Occupied Housing Units (Households)	133	121	166	150	+27
Owner-Occupied Units	109	114	161	x	x
Renter Occupied Units	24	7	5	x	x
Average Household Size	2.53	2.21	2.02	1.92	-0.10

Source: US Census Bureau 1980, 1990, 2000, 2010

A gradual decline of inhabitants per occupied household (average household size) is occurring throughout Iron County and northern Wisconsin. The central trends causing this decline include the out-migration of inhabitants over the age of eighteen for work or school, overall smaller family sizes, fewer families with children moving into the Town, and fewer children being born to Town residents. Additionally, many households are composed of retired couples or are single person households. Table 2.1 indicates that in 2010 the Town of Sherman had an average of 1.92 persons per household, representing a decline from the past decades.

#### Occupancy Characteristics

Table 2.2 compares the occupancy characteristics of housing units for the Town of Sherman, Iron County, and the State of Wisconsin. As referenced in the table, 397

(70.6%) of all housing units, in 2019, were identified as vacant. It is assumed that most vacant units are seasonal.

<b>Table 2.2: Total Housing Units &amp; Occupancy Town of Sherman, Iron County, and State of Wisconsin, 2019</b>			
<b>Housing Units</b>	<b>Town of Sherman</b>	<b>Iron County</b>	<b>State of Wisconsin</b>
<b>Total Units</b>	<b>562</b>	<b>6,062</b>	<b>2,694,527</b>
<b>Occupied</b>	<b>165</b>	<b>2,898</b>	<b>2,358,156</b>
<b>Vacant/Seasonal</b>	<b>397</b>	<b>3,164</b>	<b>336,371</b>

Source: 2019 ACS 5-Year Estimates

Table 2.3 compares selected housing characteristics for the Town of Sherman with nearby communities and Iron County. The table reflects the substantial number of seasonal homes in Iron County and surrounding towns.

<b>Table 2.3: Comparison of Housing Characteristics</b>					
	<b>Town of Sherman</b>	<b>Town of Mercer</b>	<b>Town of Oma</b>	<b>Town of Carey</b>	<b>Iron County</b>
Total Housing Units	<b>562</b>	2,010	539	176	6,062
% Occupied Housing Units	<b>29.4.4%</b>	34.5%	28.0%	36.9%	47.8%
% Vacant/Seasonal	<b>70.6</b>	65.5%	72.0%	63.1%	52.2%

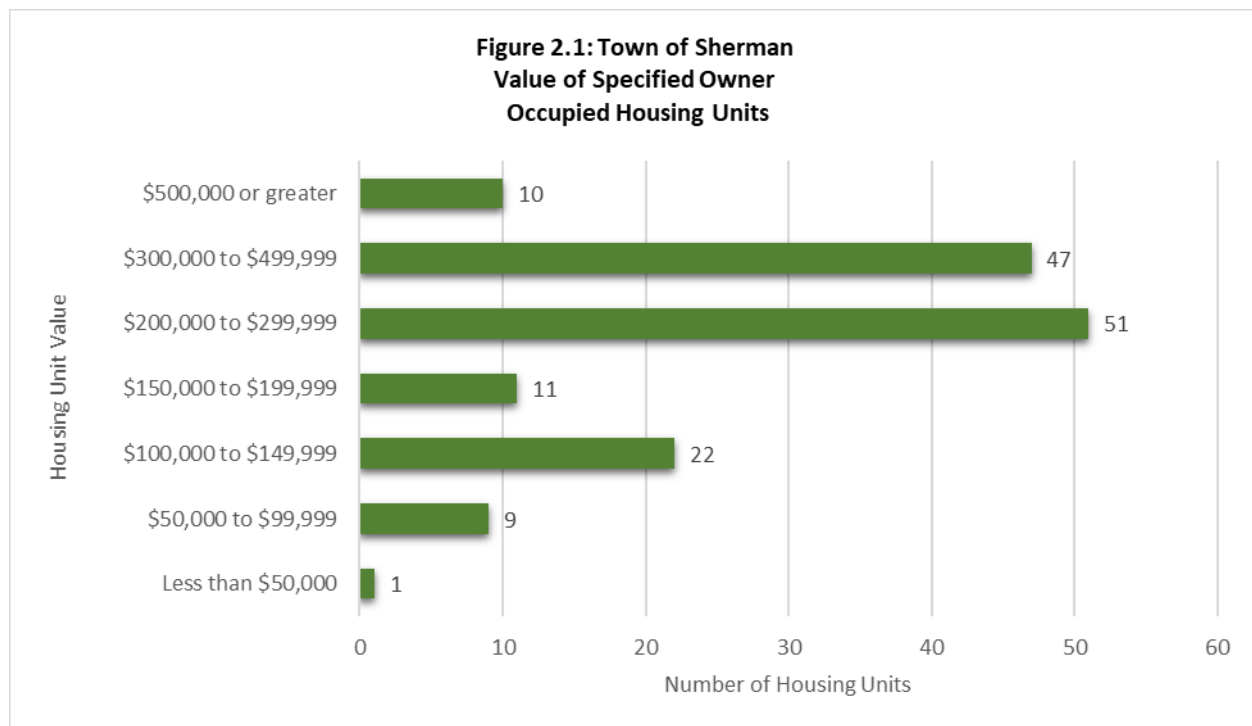
Source: 2019 ACS 5-Year Estimates

### **Value Characteristics**

Some statistical data represented in this chapter is based on long form census data. It is noted that the census data long form was not used in the 2020 census. Owner occupied housing units are defined by the U.S. Census Bureau as: either a one family home detached from any other house, or a one family house attached to one or more houses on less than 10 acres with no business on the property.

It is estimated that the median value of owner-occupied housing units in the Town of Sherman increased significantly from 1990 to 2019. The median value was \$60,500 in 1990 compared to \$148,600 in 2000 and \$271,100 in 2019. According to Census 2010, the value of all housing units (occupied & vacant) covered a broad range from \$35,000 to \$749,999.

A detailed breakdown of existing housing values in the Town of Sherman is depicted in Figure 2.1. Of the reporting sample of 151 specified owner-occupied housing units in the town, 64 percent (98 units) are valued between \$200,000 and \$499,999. About seven percent of the housing units are valued less than \$100,000 and about seven percent are valued at greater than \$500,000.



Source: 2019 ACS 5-Year Estimates

Affordability of owner and renter occupied units is critical to sustaining population and employment levels for local businesses. According to the U.S. Department of Housing and Urban Development (HUD), affordable housing costs including utilities, taxes, mortgage or rent payments, and insurance should not be greater than 30 percent of the total household income. If the housing costs are greater than 30 percent, households may have difficulty making ends meet. There is not enough data available to make a reliable estimate of owner costs, as a percentage of household income.

### **Age Characteristics**

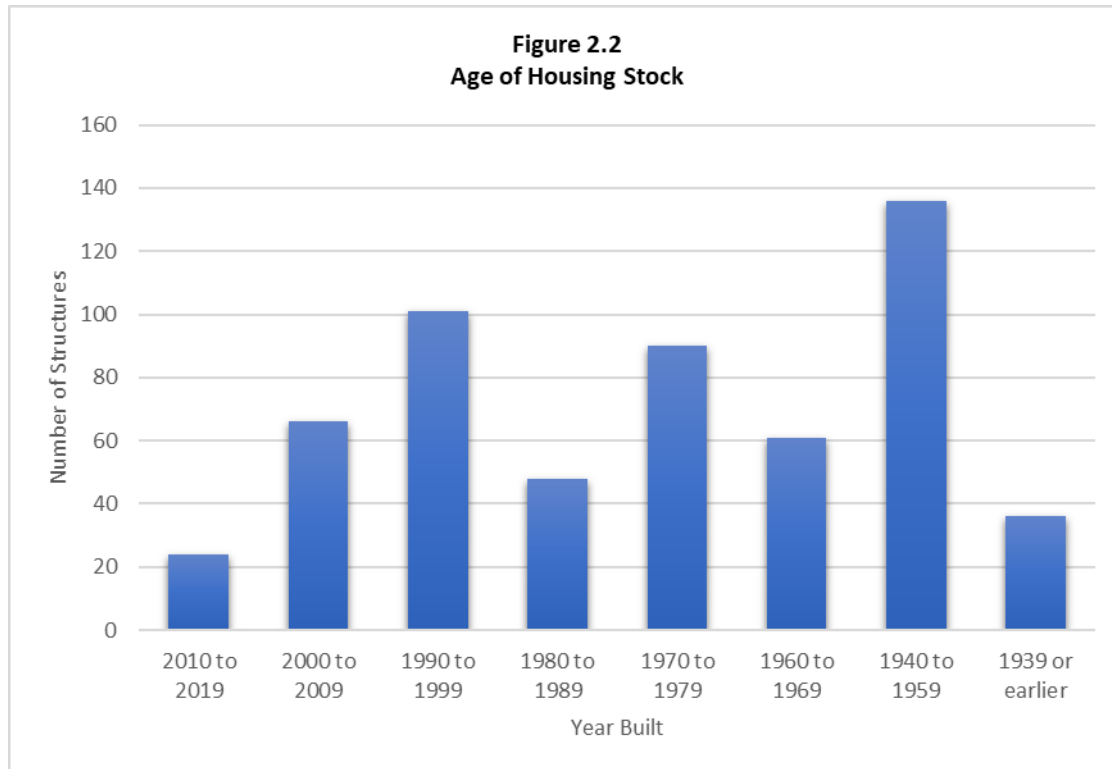
Understanding the relative age of the housing stock is a good indicator of the condition of the available housing units. Table 2.4 lists the percentage of the Town's total housing stock by the decade in which it was built. Figure 2.2 depicts the age of the housing units by year built. As indicated by the table and the

Table 2.4: Age of Housing Stock		
Town of Sherman Year Structure Built	Number of Units in Age Range	Percent of Total Housing Stock
2010 to 2019	24	4.3%
2000 to 2009	66	11.7%
1990 to 1999	101	18.0%
1980 to 1989	48	8.5%
1970 to 1979	90	16.0%
1960 to 1969	61	10.9%
1940 to 1959	136	24.2%
1939 or earlier	36	6.4%
<b>Total</b>	<b>562</b>	<b>100%</b>

Source: 2019 ACS 5-Year Estimates



graph, the Town has an assortment of older and newer housing units, with the larger percentage of housing built after 1980. It is noted, the data in this table is unable to capture remodels and improvements to existing structures that are occurring. These improvements can extend the structure's useful life.



### **Structural Characteristics**

Table 2.5 references the type of structural housing units in the Town of Sherman as reported by the U.S. Census Bureau in 1980 through 2019. Approximately 94 percent of town housing units were 1-unit detached dwellings, which was a significant increase from 1980. The number of mobile homes has been steadily decreasing since 1980 and made up only 5.3% of housing units in 2019. Multi-family units of all sizes have virtually disappeared since the 1980 census.

Table 2.5: Units in Structure 1980-2019				
	1980	1990	2000	2019
1-Unit Detached	321	485	450	527
1-Unit Attached	0	2	8	0
2-4 Unit (multi-family)	32	4	0	0
5 or more Unit (multi-family)	109	0	0	0
Mobile Home or Trailer	52	38	17	35
Boat, RV, Van, Other	0	10	8	

Source: U.S. Census Bureau: 1980 STF3A, 1990 STF1, 2000 SF3, 2019 ACS 5-Year Estimates

Table 2.6: Number of Rooms in Housing Units			
Rooms	1990	2000	2019
1 room	10	18	13
2 rooms	33	16	40
3 rooms	89	72	109
4 rooms	166	149	157
5 rooms	130	96	133
6 rooms	64	72	48
7 rooms	23	27	32
8 rooms	19	31	16
9 or more rooms	5	2	14

Source: U. S. Census Bureau: 1990 STF1, 2000 SF 3, 2019 ACS 5-Year Estimates

The number of rooms in housing units for the Town of Sherman as reported by the U.S. Census Bureau for the years 1990, 2000, and 2019 are listed, in Table 2.6. In the decades from 1990 to 2019, the percentage of representation in each size of housing unit has remained consistent.

## 2.3 PROJECTED HOUSING CHARACTERISTICS

Table 2.7 shows that based on population and household projections, housing units are expected to increase. Projections indicate that by 2030 the Town will gain fifty-two units and by 2040 the Town will gain another forty-two units for a total of 656 total housing units.

Table 2.7: Projected Housing Characteristics 2019-2040					
Town of Sherman	2000	2010	2019*	2030	2040
Total Housing Units	483	541	562	614	656
Total Occupied Housing Units (Households)	166	186	165	176	176
Vacant Units	317	355	397	438	480

Source: US Census Bureau, Northwest Regional Planning Commission

Projected housing units were derived using known housing trends and making future assumptions based on past trends. Based on data regarding projected population and number of households, it is assumed that a decline in the average household size by the year 2040 would continue.

## 2.4 HOUSING PROGRAMS

The Wisconsin comprehensive planning legislation requires the Town of Sherman to compile a list of programs that are available to meet existing and forecasted housing demand. Below are housing programs available to developers or the Town.

**WHEDA (Wisconsin Housing and Economic Development Authority)**

**USDA-Rural Development**

**Community Development Block Grant (CDBG) Housing Rehabilitation**

**Community Development Block Grant Emergency Assistance Program (CDBG-EAP)**

**Northwest Affordable Housing Inc.**

**HCRI (Housing Cost Reconstruction Initiative)**

**HOME Program**

**Iron County Housing Revolving Loan Fund**

**Veterans Administration**

## **2.5 HOUSING GOALS, OBJECTIVES, & ACTIONS,**

A set of goals, objectives and actions has been developed to assist the Town of Sherman with its housing decisions. Implementation of the identified actions will assist in achieving the overall goal.

**GOAL: TO HAVE HOUSING DEVELOPMENT THAT ENSURES THE TOWN'S OVERALL VISION AND LAND USE GOALS ARE MET.**

Objective 1: Assist Iron County Zoning to ensure that appropriate building regulations are followed during construction of new housing, out lot buildings and septic systems as well as to any improvements/upgrades made to existing structures.

Action 1: *Meet periodically with Iron County Zoning to review current codes, standards and enforcement activity taking place at the County level.*

Action 2: *Maintain reasonable fees for local building permits and continue prompt action on Conditional Use Permit requests.*

Action 3: *Provide information on the Town's website regarding other requirements, rules and regulations related to new building activity.*

Objective 2: Encourage residents to continue maintaining and improving existing structures.

*Action 1: Direct residents to contact their local banker or [co.iron.wi.gov](http://co.iron.wi.gov) for further information on the programs listed under 2.4 that may provide financial assistance to help with paying for home improvements.*

The Town is open to considering housing options that address the needs of residents. Due to financial limitations, the Town itself cannot independently supply the range of housing options that residents may desire.

## **ELEMENT 3 - TRANSPORTATION**

### **3.1 INTRODUCTION**

The transportation network is the backbone upon which a community bases its economy including access to other resources and communities. Maintenance and repair, in addition to periodic additions and enhancements to this system, are essential for preserving connectivity for county residents, visitors, and businesses. Keeping pace with changes in transportation trends and network use is also essential to anticipate needed improvements and potential additions to the transportation network.

The Town of Sherman's transportation system consists of minor arterials, major collectors, and local roads. Certain areas of the town can also accommodate bicycle and pedestrian travel. However, private vehicles are the primary means of transportation in, through, and around the Town of Sherman.

#### **Transportation Vision – 20 Year Outlook**

*The Town of Sherman supports a well-maintained and safe system of state and local roads. Residents should continue to have easy access to nearby communities via state highways and other connecting roads throughout Iron County. As part of our long-range vision, our intent is to have a transportation system that serves the needs of the residents while maintaining the rustic remote nature of the Town.*

### **3.2 INVENTORY OF EXISTING TRANSPORTATION FACILITIES**

Transportation facilities in the Town of Sherman are basic facilities ranging from rural town roads to state highways. Residents have easy access to highways and town roads. Opportunities for safe pedestrian travel are limited, given a lack of sidewalks and few trail facilities that connect developed areas. Residents of the Town rely on their personal vehicle to meet most of their transportation needs. Other modes of transportation including bus mass transit and air transportation are not available in the Town; nor are they likely to be developed prior to 2042 given that the population and local businesses do not demand, nor can they support, these types of transportation services.

### **3.3 FUNCTIONAL CLASSIFICATION SYSTEM**

The Town of Sherman's roadway network is comprised of approximately sixty-five miles of highways and town roads. Roads within the community are classified according to their primary function and by the amount of traffic they sustain. In the Town of Sherman, STH 182 serves as the central road corridor providing residents and visitors access to the

community. Local roads provide routes to homes and recreational destinations both within and beyond the town.

Principal Arterials. There are no principal arterials in the Town of Sherman.

Minor Arterials. All of STH 182 and STH 47/182 are the minor arterial roads in town.

Major Collectors. STH 47 from the junction with STH 182 east to the county line is the major collector in town.

Minor Collectors. Flowage Road is the road classified as a minor collector.

Local Roads. The remaining 39.84 miles of roads in the town are local. They provide access to residential, commercial, and recreational uses within the Town of Sherman.

All the roads described in this section are illustrated on Map 3.1, Town of Sherman Road Classification.

Table 3.1 Functional Classification Mileage	
Classification	Miles
Principle arterials	0.00
Minor arterials	16.71
Major collectors	3.50
Minor collectors	4.85
Local roads	39.84
<b>Total</b>	<b>64.90</b>

Source: Wisconsin Department of Transportation, District 7

*Streets and highway are classified according to their primary function, either to move vehicles or to serve adjacent land.*

- ✓ **Principal Arterials** – serve interstate and interregional trips. These routes serve urban areas greater than 5,000 population.
- ✓ **Minor Arterials** – accommodate interregional and inter-area traffic movements, often in conjunction with principal arterials.
- ✓ **Major Collectors** – provide service to moderate sized communities and other intra-area traffic generators. Many county truck highways fall into this classification.
- ✓ **Minor Collectors** – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- ✓ **Local Roads** – provide direct access to residential, commercial, and industrial development.



### 3.4 TRAFFIC VOLUME

Table 3.2 depicts changes in Annual Average Daily Traffic (AADT) at recording sites on roads passing through the Town of Sherman. As is indicated in the table, Site 2 along STH 182, has seen a stable traffic pattern since 1978 with a noted increase in traffic count from 1999-2010. Sites 3 and 4 on STH 47 have seen an increase in traffic count since 1978.

<b>Table 3.2</b> <b>Annual Average Daily Traffic at Recorded Sites</b> <b>Town of Sherman 1978-2020</b>										
	1978	1987	1993	1999	2005	2007	2010	2013	2016	2019
<b>Site 1</b>	550	450	470	-	-	-	-	-		
<b>Site 2</b>	420	480	500	640	540	590	660	450	380	460
<b>Site 3</b>	420	-	-	-	-	-	860	-		670
<b>Site 4</b>	330	240	410	820	-	-	1,000	730	700	760
<b>Site 5</b>	-	220	130	180	-	-	390			130

Source: Wisconsin Highway Traffic, Department of Transportation District 7

Site 1: USH 182, 3 miles N of Price Co. line

Site 2: USH 182, near junction with Ferry Lake Rd

Site 3: USH 47, 1 mile W of Vilas Co. line

Site 4: USH 182/47

Site 5: Flowage Road, N of intersection with USH 182

### 3.5 PASER RATING SYSTEM

In 2020, the Town of Sherman completed the Pavement Surface Evaluation Rating (PASER) for all town roads in accordance with WisDOT requirements. PASER is a visual inspection system to develop a condition rating for community roads that must be done once every two years. PASER is a valuable tool for small government planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking, potholes, and drainage are all examined during a typical PASER evaluation. Roads are rated based on condition.

#### PASER Rating Scale

- Rating 9/10 – no maintenance
- Rating 7/8 – routine maintenance, crack-sealing and minor patching
- Rating 5/6 – preservative treatments (sealcoating)
- Rating 3/4 – structural improvements and leveling (overlay or recycling)
- Rating 1/2 – reconstruction

Paved roads were rated from 1 to 10 (10 being the best), and gravel roads were rated from 1 to 5 (5 being the best). Currently, there are approximately forty-five miles of local roads that the Town of Sherman is responsible for repairing and/or maintaining throughout the year. This mileage may fluctuate from year to year due to additions or subtractions of roadway miles to the overall town system.

### 3.6 TOWN ROADWAY IMPROVEMENTS

Improvements to local roads are critical for maintaining an adequate and safe roadway system. Future road improvements are based on current road conditions, with the intent to keep roadways intact and usable. Future roadway improvements need to be flexible because of the possibility of unforeseen emergencies or disasters that may arise from year-to-year or even day-to-day. The Town of Sherman has developed a schedule of future road improvements. There are currently several scheduled town roadway surface improvements as shown in Table 3. Improvement projects are subject to securing grant funding.

#### Iron County Road Improvement Plan

The Iron County Highway department road construction schedule does not have any projects in the Town. Since there are no county highways in the Town, there are no conflicts between County and Town Comprehensive Plans.

#### State of Wisconsin Six Year Highway Improvement Program

There are no state highway projects slated in the Town of Sherman through 2028.

<b>Table 3.3 Town, County, &amp; State Roadway Improvements, 2022-2027</b>					
<b>Year</b>	<b>Sponsor</b>	<b>Road/Street</b>	<b>Location</b>	<b>Mileage</b>	<b>Type of Improvement</b>
2022 - 2024	Sherman	All Chip Seal Roads	Various	6.71	Single coat chip seal
2024	Sherman	Flowage Road	Fawn Lake to Flowage Landing Rd	1.05	Repaving
2024	Sherman	Flowage Road	Hwy 182 to French Lake Road	1.0	Repaving
2025	Sherman	Springstead Road	Hwy 182 to Peninsula Road	0.56	Repaving
2025	Sherman	Peninsula Road	Springstead Road to Termini	0.52	Repaving
2026	Sherman	Ferry Lake Road	Hwy 182 to Bearskull Road	1.49	Repaving
2027	Sherman	Sandy Beach Road	Powell Road to Boat Landing	1.0	Repaving

Source: Town of Sherman, Iron County, & WisDOT

### 3.7 ALTERNATIVE MEANS OF TRANSPORTATION

#### Pedestrian Facilities

Most local town roads in the Town of Sherman have limited shoulder areas. Given the low-density development pattern of the Town and the fact that most goods and services are located miles away in nearby cities, walking to places of work, shopping, or entertainment is not realistic for most residents. This situation is not anticipated to change over the 20-year planning period. As a result, people without access to motor vehicles must arrange for transportation. There are no public transportation services available in the town and no sidewalks exist.

## Bicycling Opportunities

The WisDOT, along with the Bicycle Federation of Wisconsin, has compiled a Wisconsin State Bike Map that highlights bicycling conditions on select roadways in northern Wisconsin. In the Town of Sherman, all of STH 182 is rated as having the best conditions for bicycling. STH 47 from the junction with STH 182 east to the county line is rated as having moderate conditions for bicycling.

Most of the rural State Trunk Highway system now has a three-foot or wider paved shoulder. While shoulders were paved for maintenance and safety purposes, they also provide suitable accommodations for bicycle travel.

## Railroad Corridors

No railroad lines exist in the Town of Sherman.

## Air Transportation

Gogebic/Iron County Airport is a commercial airport located north of Ironwood, Michigan. There are flights to and from both Minneapolis/St. Paul (MSP) and Chicago (ORD).

At present, there are three private airport/airfields within Iron County that are registered with the WisDOT Bureau of Aeronautics. Their county location and present status is outlined in Table 3.4.

Table 3.4 Iron County Airfields and Airports		
Airport/Airfield	Location	Status
Saxon (PVT Lindblom)	T.47N-R2E Section 35 - Saxon	Private
Springstead	T.41N-R3E Section 31 - Sherman	Private
Blair Lake Airport	T.42N-R3E Section 19 -Mercer	Private

Source: Wisconsin Department of Transportation, Bureau of Aeronautics, 12/2002

## Mass Transit

Mass transit service is not available in the Town of Sherman given its low density of development. The density of development in the Town cannot provide the ridership necessary to support a bus route. There is no local demand for this service and no plan exists to establish services in the next 20 years.

## Transportation Facilities for Elderly and Disabled

The Aging and Disability Resource Center of the North – Iron County – is a resource for medical, errand and social transportation for the Town of Sherman. It is necessary to call for an appointment at 866-663-3607.

## Trucking and Water Transportation

Trucking through the Town is accommodated through the highway network. The local town roads are subject to road weight restrictions. Water transportation is primarily utilized for recreational purposes.

## **Multi-Use Trails**

Throughout Iron County, there are several hundred miles of multi-use trails. This network is used most intensely during the winter months for snowmobiling and in the summer months for ATV use, which in addition to its recreational use provides an alternate means of commuting for some Iron County residents. Most town roads are open to ATVs and snowmobiles so property owners can access designated trails. Motorized and non-motorized trail systems are also described in the Utilities and Community Facilities element of the Town of Sherman Comprehensive Plan.

## **3.8 EXISTING TRANSPORTATION PLANS**

### **Connections 2030**

Connections 2030 is the second-generation Statewide Transportation Plan after Translinks 21 and is now in progress. The planning process will update Wisconsin's comprehensive, long-range multi-modal transportation plan. It will provide a broad planning framework for the next 25 years, guiding transportation policies, programs, and investments through 2030.

### **Wisconsin State Highway Plan 2020**

The *Wisconsin State Highway Plan 2020* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan identifies no traffic congestion in the next 20 years on highways within the Town of Sherman. No conflicts with the Town of Sherman Comprehensive Plan have been identified.

### **Wisconsin Bicycle Transportation Plan 2020**

The *Wisconsin Bicycle Transportation Plan 2020* (1998) encourages increased bicycle use by describing how to fund and design bicycling improvements on the state highway system and on local roads.

### **Wisconsin Pedestrian Policy Plan 2020**

This plan provides a statewide framework to increase walking and to promote pedestrian safety. The plan establishes goals, objectives, and actions regarding the provision of pedestrian accommodations that could be implemented. The plan also serves to help communities identify actions they can take to establish pedestrian travel as a viable, convenient, and safe transportation choice throughout Wisconsin. No specific recommendations to the Town of Sherman exist.

### **Wisconsin State Airport System Plan 2020**

The Wisconsin State Airport System Plan 2030 provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet current and future aviation needs of the State of Wisconsin. There are no public airports or airfields in the Town of Sherman, and none are planned in the next 20 years; therefore, this plan does not apply to the Town.

### **Wisconsin State Rail Plan 2030**

Wisconsin Rail Plan 2030 is the statewide long-range rail transportation plan. It provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments. WisDOT officially adopted Wisconsin Rail Plan 2030 on March 19, 2014.

## **3.9 TRANSPORTATION GOALS, OBJECTIVES, AND ACTIONS**

A set of goals, objectives and action steps has been developed to assist the Town of Sherman in transportation. Implementation of the identified actions will assist in achieving the overall goal.

### **GOAL 1: TO HAVE A SAFE SYSTEM OF ROADS**

Objective 1: Provide for the continued maintenance and upgrading of Town roads.

Action 1: *Maintain, clear and brush road right-of-ways to maximize functionality for snow plowing and safe passage for emergency vehicles.*

Action 2: *Develop an ongoing five-year plan for pavement maintenance and chip sealing. Develop wide shoulders when possible and financially feasible.*

Action 3: *Increase efforts to secure grant funding for road projects.*

Action 4: *Establish appropriate speed limits with proper signage when applicable and install other road signage as required.*

Objective 2: Maintain the remote nature of Town roads.

Action 1: *Implement building setbacks according to Iron County Zoning and vegetative screening when applicable.*

Action 2: *Encourage forestry practices that utilize woodland buffers during harvest.*

Action 3: *Protect the environment by limited use of salt and other chemicals on roads and right-of-ways.*

### **GOAL 2: TO HAVE A MULTI-MODAL TRANSPORTATION SYSTEM**

Objective 1: Work toward safer routes for recreational trails of all types.

Action 1: *Ensure proper signage on all Town roads used by ATV, UTVs and/or Snowmobiles.*

Action 2: *Work with local clubs to ensure proper signage on recreational trails in the Town.*

Action 3: *Encourage efforts to move recreational trails off Town roads whenever feasible.*

Action 4: *Encourage snowmobile and ATV/UTV users to “stay on the trail” and respect private property.*

Action 5: *Support the formation of local organizations to determine feasibility of additional trail systems.*

Due to the Town’s limited resources, the ability for the Town to provide a full range of transportation choices to its residents has limitations. However, it is the desire of the Town that when possible and financially feasible, alternative transportation modes be investigated and developed. Due to the topography of the Town, full implementation of a town-wide pedestrian/trail system may be difficult. However, in areas more populated, designs targeted to better pedestrian movement may be adapted in the future.

**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022

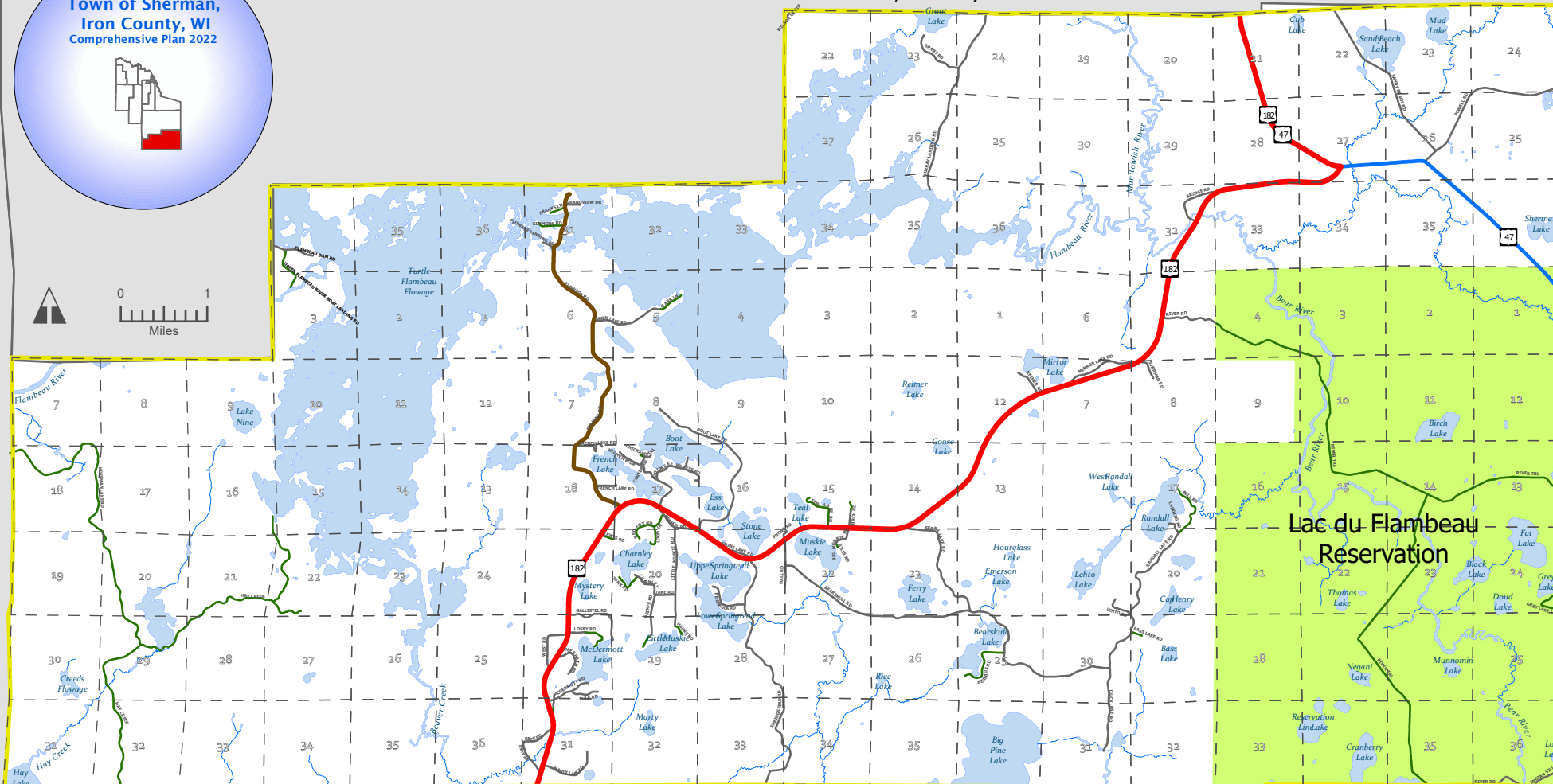


0 1  
Miles

Town of Agenda, Ashland County

Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

**Map 3.1-Functional Classification**

-  Minor Arterial
-  Major Collector
-  Minor Collector
-  Local Road
-  Private Road
-  River/Stream/Creek
-  Lake/Large River/Flowage
-  Town Boundary
-  Tribal Land





## **ELEMENT 4 - UTILITIES & COMMUNITY FACILITIES**

### **4.1 INTRODUCTION**

Community facilities are buildings, lands, services, and programs that serve the public such as parks, schools, police and fire protection, health care facilities, solid waste/recycling facilities and libraries. This element identifies and evaluates existing utilities and facilities serving the Town of Sherman. Understanding the location, use, and capacity of community facilities and utilities is an important consideration when planning.

The overall impact of large-scale development has both a positive side in that this type of development fosters an increased tax base, may provide additional services to residents of the town, and may warrant an upgrade or expansion of utility services to the area. However, it can also have negative effects with increased traffic, additional responsibilities by the town for maintenance of roads and a loss of rustic character. Due to the remote nature and topography of the Town, significant large-scale, high-density development is not likely to occur.

#### **Utilities & Community Facilities Vision – 20 Year Outlook**

The Town of Sherman will coordinate with utility providers, Iron County, and the local school district to ensure that Town residents have easy access to a full range of services and choices. Support for Fire and EMS will continue, to enhance public health and safety. The Town strives to ensure that property taxes are used wisely to meet public health and safety needs. The Town also seeks to improve efficiencies in services at reduced costs by pursuing shared services with neighboring communities.

### **4.2 EXISTING FACILITIES INVENTORY – LOCATION, USE, AND CAPACITY**

What follows is a description of existing utilities and community facilities within the Town of Sherman. Iron County and private companies provide services available to town residents. Therefore, included in this element is information about utilities and community facilities provided by the Town of Sherman, Iron County, and also private companies.

#### **Sewer Services**

The disposal of domestic and commercial wastewater in the Town of Sherman is managed through individual on-site septic systems that gradually discharge the wastewater to underground drainage fields. The Wisconsin Department of Commerce regulates the siting, design, installation, and inspection of most private on-site sewage systems. In 2000, the state adopted a revised private system policy called COMM 83 that allows for conventional sewage systems and advanced pre-treatment sewage systems. There are five types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems. Development of new and upgraded on-site sanitary systems requires a permit from the Iron County Zoning Department.

## **Water Supply**

The Town of Sherman does not provide municipal water service. All residents receive their water via private wells, owned and maintained by the property owner. The Town has no plans to develop a public water system.

## **Stormwater Management**

Stormwater drains through a series of ditches and culverts along Town roadways and dissipates to local lakes, rivers, streams, or filters through the ground. Stormwater runoff from development and roads can have negative impacts on lakes and streams as sediment and nutrient delivery increases resulting in water quality degradation. Managing stormwater to increase infiltration and reduce or eliminate direct delivery to surface waters is a crucial step to protect water quality.

Over the 20-year planning horizon, stormwater management may become an issue in the Town of Sherman if development continues, especially in areas where natural drainage flows directly to lakes, rivers, and streams. The potential for additional runoff resulting from development may negatively impact local lakes, rivers, and streams. The Town of Sherman should work cooperatively with the land conservation district, WDNR, and Iron County to mitigate the adverse impact of storm water runoff and ensure that environmental resources are protected.

## **Solid Waste Disposal and Recycling Facilities**

Prior to 1970, solid waste management in Iron County consisted of individuals hauling to open municipal landfills. Since that time, state and federal codes regulating landfills have become more restrictive and non-hazardous household wastes are now landfilled only in licensed facilities. Abandoned landfills are potential sources of groundwater pollution, as most facilities were not designed to capture environmentally hazardous runoff to surface or ground water. Table 4.1 identifies landfill sites in Sherman.

<b>Table 4.1: Town of Sherman: Landfill Sites</b>		
<b>Facility Name</b>	<b>Legal Description</b>	<b>Status</b>
The Birch's Resort	S16 41N 03E	Inactive
Town of Sherman	NE NE S23 41N 03E	Inactive
Town of Sherman	NW NW S08 41N 04E	Inactive

Source: WDNR

The Town provides waste and recycling services. There are other nearby fee-based waste management/recycle facilities. Over the 20-year planning horizon, there are no major changes anticipated to solid waste disposal and recycling facilities.

### **Communication Facilities**

Brightspeed (formerly CenturyLink) serves the Town of Sherman for local telephone communications and has recently provided fiber optic internet service to a portion of the town. In 2018, the Town passed a cell tower ordinance. Since 2020, Cloud 1/Bug Tussel Wireless has erected three new towers in Sherman that have significantly improved coverage to the town's residents: the Springstead Tower at 1124 Springstead Road, the Lehto Lake Tower at 2414W Bearskull Road, and the Mirror Lake Tower at 2413W STH 182. In addition, Gogebic Range has a solar operated broadband tower mounted on the old fire watch tower on Flowage Road. Over the 20-year planning horizon, the hope is to build upon this momentum and continue to improve cellular service and broadband internet services in Sherman.

### **Power Plants, Substations, and Transmission Lines**

Currently, there are no power plants, substations, or major transmission lines located in the Town of Sherman. Over the 20-year planning horizon, we do not anticipate any major changes in this area.

### **Electricity and Natural Gas**

Price Electric Cooperative and Northern States Power Company - Wisconsin, provide electricity needs to town residences and businesses. Since Natural gas is not offered in the Town of Sherman, most residents and businesses use propane or electricity for heating. Over the 20-year planning horizon, service upgrades are planned by Price Electric Cooperative.

### **Law Enforcement**

The Iron County Sheriff's Department provides primary local law enforcement in the Town of Sherman. The department's administrative functions and jail facility are located at 300 Taconite Street, in the City of Hurley.

Law Enforcement services are also provided by the Wisconsin State Patrol and by surrounding jurisdictions as needed. Over the 20-year planning horizon, the Town does not plan to institute its own law enforcement agency.

### **Fire & Rescue**

The Sherman Volunteer Fire Department serves the Town of Sherman for fire protection services. The fire hall is located at 3065W Hwy 182, Springstead. Major pieces of fire equipment include a fire engine, tanker, and a brush/command truck. The department has mutual aid agreements with other surrounding fire departments.

The Town of Sherman First Responders, Inc. is a voluntary independent not for profit organization licensed to provide Emergency Medical Responder (EMR) level services to the area. Volunteer members of the group respond directly to an emergency scene, in their own vehicle, to bridge the time gap until an ambulance can arrive from Park Falls or Mercer. Each responder is equipped with emergency medical supplies and an automated external defibrillator (AED). Additional AEDs are located at the Town Hall and the Fire Department Brush Truck. The First Responders work cooperatively with the ambulance services from both Marshfield Medical Center and Mercer.

The Mercer EMS provides rescue services to the eastern one-third of the Town of Sherman. Mercer EMS has facilities located alongside the Fire Hall in Mercer. Facilities include two ambulances and a snowmobile w/rescue sled. The Marshfield Medical Center Ambulance provides rescue services to the western two-thirds of the Town. Marshfield Medical Center has three ambulances. Emergency responses are dispatched from the Iron County Sheriff's Department through the 911-emergency hotline to both EMS units.

Over the 20-year planning horizon, the Town will periodically review the need for facility, equipment, training, and service upgrades.

### **Cemeteries**

There are no known cemeteries in the Town of Sherman. The need for a local cemetery was reviewed and rejected by the Town Board in the late 1980's.

### **Medical/Health Care and Other Facilities**

Residents can receive full hospital medical services at the Marshfield Medical Center located in Park Falls, the Howard Young Medical Center – Aspirus located in Woodruff, the Marshfield Medical Center - Minocqua, and the Aspirus Ironwood Hospital. The hospitals operate facilities that are staffed 24 hours a day to respond to medical emergencies in Iron County, the Town of Sherman, and its surrounding area. Residents can receive clinic services in Park Falls, Minocqua/Woodruff, Mercer, and Ironwood. Outpatient care for veterans is available in Rhinelander.

### **Child Care Facilities**

The Iron County Human Services Department maintains a listing of all licensed and certified childcare providers. Currently, with the small number of children in Sherman, there are no known childcare providers in the Town. Over the 20-year planning horizon, the number of local children should be reviewed to see if a local childcare facility is warranted.

### **Public Library**

Residents of Sherman have access to the Mercer Public Library and the Park Falls Public Library. Both provide access to public computers, digital library, eBooks/Audiobooks, Ancestry Library Edition, educational programming, and a community calendar. Over the 20-year planning horizon, the Town expects to continue the above arrangements.

### **Educational Facilities**

The Town of Sherman is served by the Chequamegon School District. The district consists of one elementary school, one elementary/middle school, and one high school, an early learning center, a charter school, and a virtual academy. The district reported a 2019 student enrollment of 719. District boundaries cover portions of Ashland, Iron, and Price counties (including Clam Lake, Glidden, Park Falls, and Fifield).

In addition, Sherman residents make use of Nicolet Technical College for both adult education and post-secondary classes. Nicolet's main campus is in Rhinelander with classes offered in several other Northwoods locations.

### **Sherman Town Hall, Pavilion, Garage and Resale Shop**

The Sherman Town Hall is located at 3063W Hwy 182. Town Board meetings are held the second Tuesday of each month. The Town Hall and Pavilion are used by community groups and organizations and are available for rent for other events and gatherings.

The Town Garage is located at 3061W Hwy 182. In addition to the garage, road equipment includes three plow trucks, end-loader, backhoe, mowing tractor, chipper, and a pick-up truck.

The resale shop sells gently used clothing, household items, sporting goods, tools, books, and other treasures. It is operated by Sparks (the auxiliary to the Sherman Volunteer Fire Department) with proceeds donated to the Fire Department.

### **Recreational Facilities**

There are recreational opportunities available in the Town. Examples include county forests and area lakes.

Turtle-Flambeau Scenic Waters Area: This state-owned area, mostly in Sherman, totals over 23,000 acres. It includes the 14,000-acre Turtle-Flambeau Flowage and approximately 9,000 acres of surrounding land.

Often referred to as the "Crown Jewel of Wisconsin", the Turtle-Flambeau Flowage has more than 220 miles of shoreline (95% state owned) and 195 islands. The TFSWA is managed by the DNR to perpetuate the area's natural character and scenic beauty. The TFSWA has vast recreational opportunities including fifty-eight rustic campsites on islands, fishing, boating, swimming, snowmobiling, and wildlife watching. A brochure and map of the TFSWA is available at the Mercer DNR station and at boat landing kiosks.

Sandy Beach State Campground: This campground is located at the end of Sandy Beach Road, off Powell Road, in the northeastern corner of the Town of Sherman. Facilities include rustic campsites, toilets, tables, picnic area, fire rings, drinking water, swimming, and a boat launch.

### **Public Access Points**

Public access points are points of entry for the public to make use of public lakes, forests, and parks. Public access points would include boat landings, carry-in sites, waysides, or road crossings. In the Town of Sherman, there are twelve public access points, which are scattered throughout the town. Boat landings are often one of the most prevalent public access points, and there are seven boat landings in the town for the public to access lakes and rivers. Five are considered Boat Carry-In Access points. See Table 4.2 and 4.3 below for more details.

<b>Table 4.2: Boat Ramps</b>			
<i>Water Body</i>	<i>Location</i>	<i>Owner</i>	<i>Notes:</i>
Upper Flambeau River	T.41N.-R.2E. Sec. 3	WI-DNR	Near TFF Dam
Turtle-Flambeau Flowage	T.42N.-R.3E. Sec. 31	WI-DNR	Springstead Landing
Turtle-Flambeau Flowage	T.42N.-R.3E. Sec. 35	WI-DNR	Murray's Landing
McDermott Lake	T.41N.-R.3E. Sec. 30	WI-DNR	End of McDermott Road
Bearskull Lake	T.41N.-R.3E. Sec. 25	WI-DNR	Off Bearskull Road
Randall Lakes	T.41N.-R.4E. Sec. 17	WI-DNR	End of Randall Lake Road
Sandy Beach Lake	T.42N.-R.4E Sec. 23	WI-DNR	End of Sandy Beach Road

<b>Table 4.3: Boat Carry-In Access</b>			
<i>Water Body</i>	<i>Location</i>	<i>Owner</i>	<i>Notes:</i>
Turtle-Flambeau Flowage	T.41N.-R.3E. Sec 5	WI-DNR	Fawn Lake Road Access
Sherman Lake	T.42N.-R.4E. Sec 36	WI-DNR	Hwy. 47 @ County Line
Bear River	T.42N.-R.4E Sec. 32	WI-DNR	Borgi Canoe Landing
Mud Lake	T.42N.-R.4E Sec. 23	WI-DNR	Near Sandy Beach Lake
Mirror lake	T.41N-R.3E. Sec 12	WI-DNR	Reimer Road Access
Ess Lake		WI-DNR	Boot Lake Road Access
Stone Lake		WI-DNR	Boot Lake Road Access

## Recreational Trails

- ♦ **Cross Country Skiing** – Located just off Powell Road, near Powell Marsh, this is a DNR maintained cross-country ski trail.
- ♦ **Snowmobile Trails** – The Town of Sherman has miles of snowmobile trails that crisscross the town. These trails provide connections to adjoining trail systems and are maintained by the Mercer Sno-Goer Snowmobile Club. In addition, all Town roads are open to snowmobile traffic.
- ♦ **ATV Trails** – There are no official ATV/UTV trails in the Town of Sherman. All Town of Sherman roads are open to ATV/UTV traffic.

## 4.3 FUTURE NEEDS

The Town of Sherman has identified existing utilities and community facilities serving the town. To assess future needs for services related to such utilities and community facilities, Table 4.4 below forecasts the need to expand, rehabilitate, or provide new utilities and facilities and to assess future needs for government services in the Town of Sherman over the next 20 years.

**Table 4.4: Future Utilities and Community Facilities Timetable**

	Future Needs	Over the 20-year planning horizon...			Comment
		Expand	Rehab	New	
Sanitary Sewer Service	None				Private Systems Only
Storm Water Management	None				Monitor
Water Supply	None				Private Systems Only
Solid Waste Disposal	None				Contracted Out
Recycling Facilities	Yes		X		Upgrade as Needed
Communication Facilities	Yes	X			Improve Cell and Internet Service
Power Plants and Transmission Lines	Yes	X			Price Electric Upgrade
Cemeteries	None				
Health Care Facilities	N/A				
Child Care Facilities	N/A				
Law Enforcement	N/A				
Fire	Yes		X		Ongoing Upgrades
Rescue	Yes		X		Consider as needed
Libraries	N/A				Member of NWLS
Schools	Yes				
Parks	N/A				
Trails	Yes	X	X		
Town Hall/Garage	Yes	X	X		Upgrade as needed
Other Govt. Facilities	Yes				Evaluate

Source: Town of Sherman

#### 4.4 UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND ACTIONS

A set of goals, objectives and actions has been developed to assist the Town of Sherman in the development of utilities and community facilities. Implementation of the identified actions will assist in achieving the overall goal.

##### **GOAL 1: TO HAVE RELIABLE UTILITY SERVICE WITHIN THE TOWN.**

Objective 1: Monitor utility providers (telephone, electric and broadband) to ensure dependable and consistent service is available for Town residents.

*Action 1: Explore ways to increase cell phone coverage and availability of high-speed internet connection within the Town.*

*Action 2: Invite current and future providers periodically to discuss current improvements, programs, and alternatives to energy delivery.*

*Action 3: Seek a Town resident to function as a liaison to keep the Town informed on current topics.*

**GOAL2: TO HAVE TOWN FACILITIES, SERVICES AND PROGRAMS THAT ARE SUPPORTED.**

Objective 1: Allocate budget dollars to provide for maintenance and upkeep of Town buildings.

*Action 1: Periodically review the need for other facilities and solicit public input to seek future changes.*

*Action 2: Encourage the public use of Town facilities through programs and community events.*

Objective 2: Provide ongoing EMS and Fire Department services.

*Action 1: Continue to provide appropriate levels of funding.*

Objective 3: Continue to make available the waste/recycling center operations.

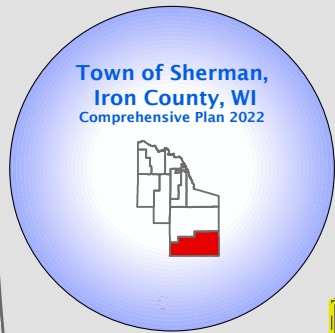
*Action 1: Periodically review needs of waste/recycling center and upgrade, as necessary.*

*Action 2: Inform residents of hazardous waste, metal disposal and electronic recycling events/sites.*

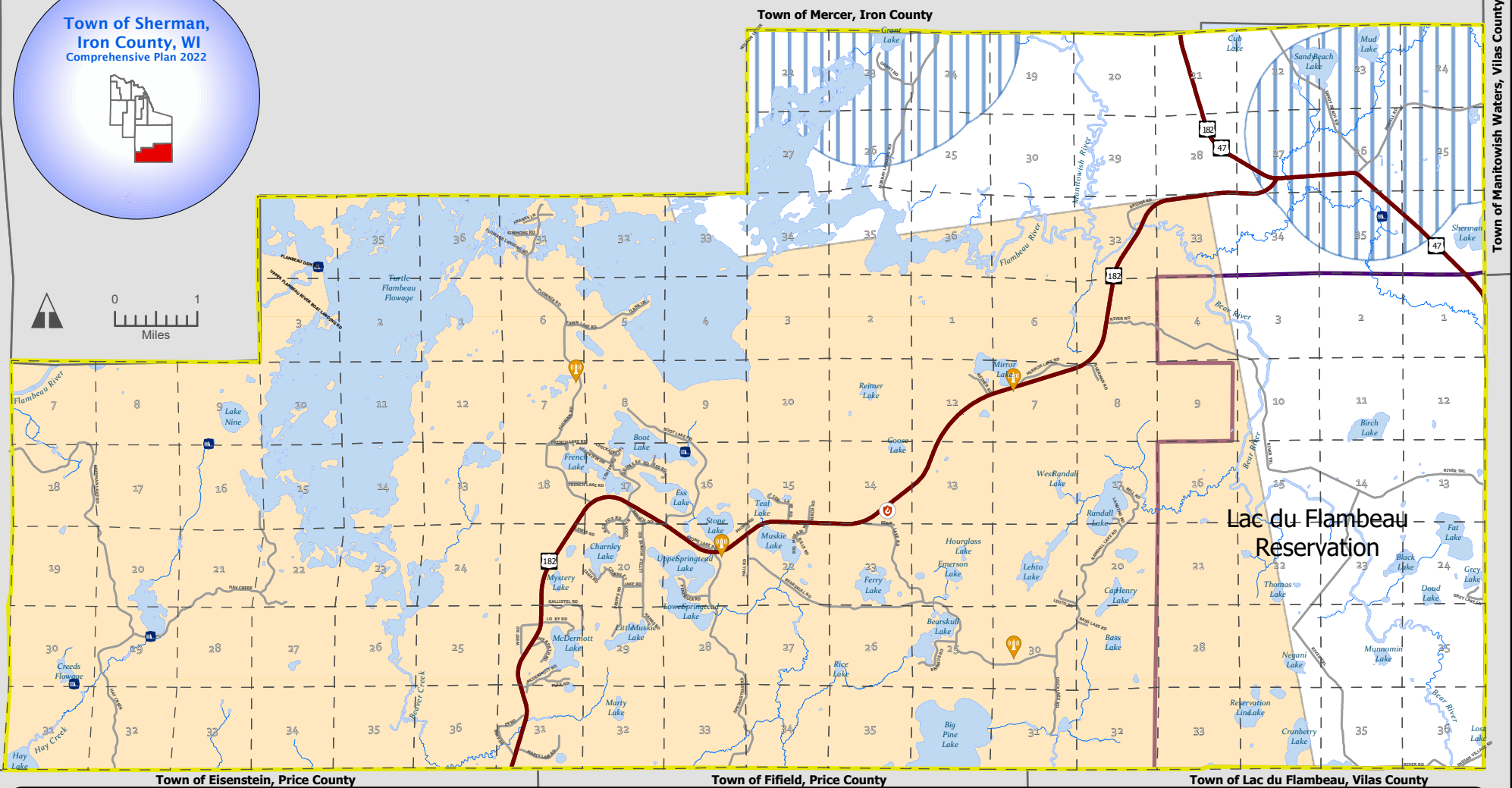
Objective 4: Maintain awareness of public health concerns and human services programs.

*Action 1: Establish and maintain relationships with various Iron County agencies.*





Town of Agenda, Ashland County



Town of Manitowish Waters, Vilas County

Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

## Map 4.1-Utilities & Services

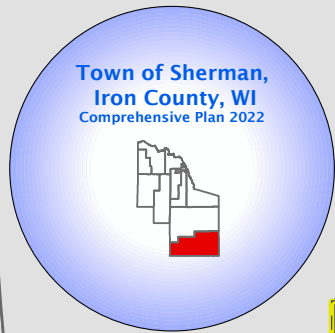
### Electricity Provider

- Northern States Power Company-Wisconsin
- Price Electric Cooperative
- Fire Station
- Dam
- Cellular/Broadband Tower

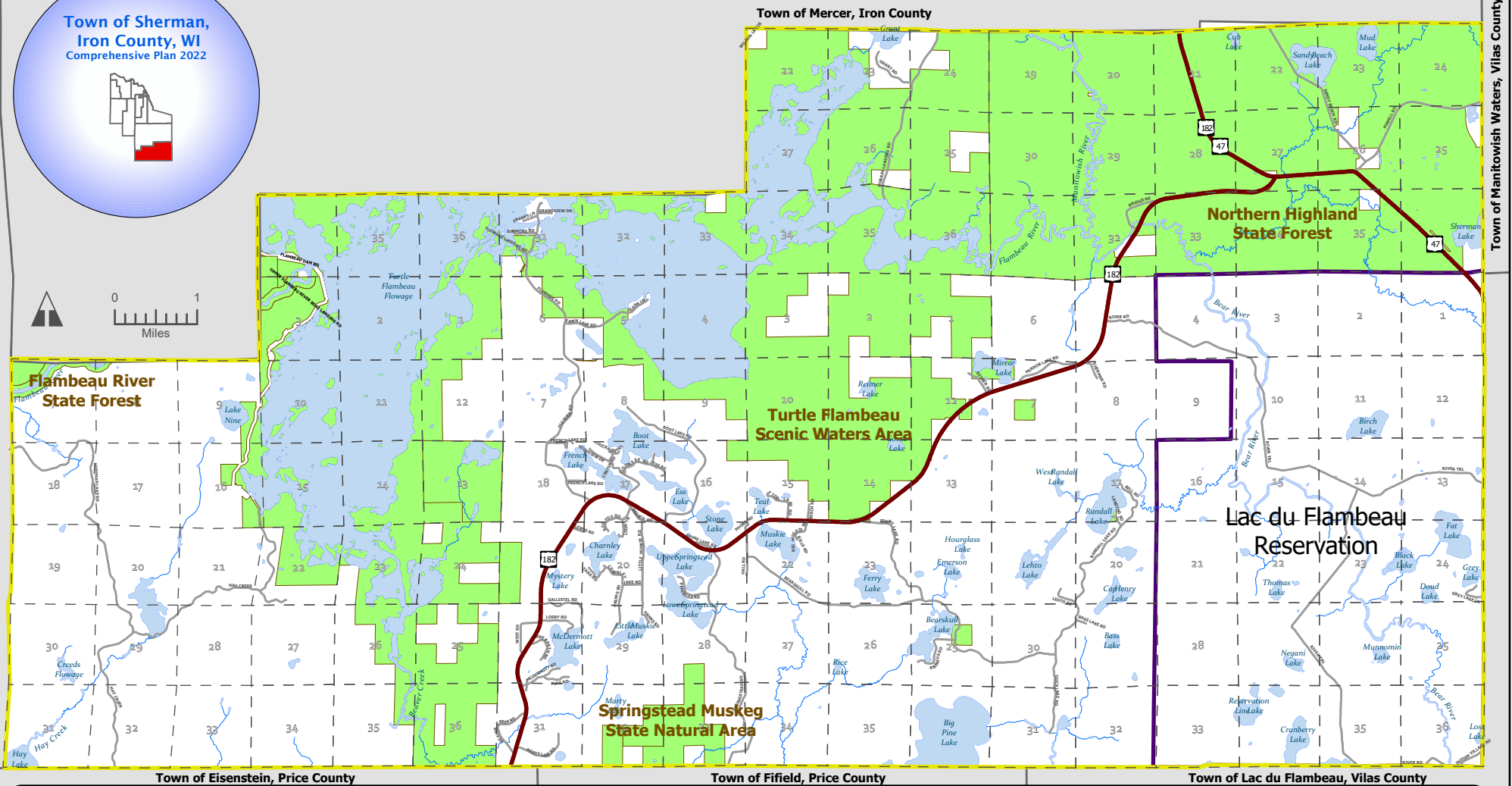
- Minor Arterial
- Major Collector
- Minor Collector
- Local Road

- River/Stream/Creek
- Lake/Large River/Flowage
- Town Boundary
- Tribal Boundary





Town of Agenda, Ashland County



Town of Manitowish Waters, Vilas County

### Map 4.1-Parks and Recreation

- Minor Arterial
- Major Collector
- Minor Collector
- Local Road
- River/Stream/Creek
- Lake/Large River/Flowage
- Town Boundary
- State Land



## **ELEMENT 5 - NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES**

### **5.1 Introduction**

This element includes an inventory and analysis of the natural, agricultural, and cultural resources in the Town of Sherman. Within the following narrative, various components of the community resource base are examined at a broad level or “planning scale.” The purpose of this examination is to provide the community with the necessary information to make informed decisions about future growth and development.

### **5.2 NATURAL RESOURCES**

The protection of sensitive natural resources is necessary for the welfare of people and the environment. By allowing natural processes, such as the hydrologic cycle/system, to function without impediment, property, water supply and environment are protected. The protection of natural resources also preserves important ecological communities. Certain natural resources have more than merely aesthetic and recreational activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these natural resources is clearly in the public interest. Thus, the analysis of those natural resources found within the study area is done for the purpose of directing development away from specific areas not intrinsically suitable for a particular use and given the physical characteristics found within the study area, to guide development in a direction that is least disruptive.

#### **Location**

The Town of Sherman is located within the northern highland geographic province, a pitted outwash plain of heavily forested terrain with lakes, potholes, and wetlands. The topographic features of the Town are resultant from the last glacial age that occurred about 15,000 years ago. The Town lies within the highland lake district of northern Wisconsin, an area with one the highest lake densities in the world. The Town lies within six watersheds with most lands draining to the Bear River and the Turtle-Flambeau Flowage.

The lakes region of southern Iron County has seen an increase in the development of recreational homes, cottages, and cabins. Development pressure within the Town of Sherman is presently concentrated around the lake areas. Many lakes and rivers in the town are located on public lands. The Turtle-Flambeau Scenic Waters Area contains thousands of state-owned acres of water and miles of undeveloped shoreline.

#### **Topography & Slope**

Topography is considered level to rolling, with elevation ranging from 1,512 feet above sea level at the Flambeau River in Section 7, T41N-R2E to 1,706 feet, near Sister Lakes in Section 7, T41N-R3E. Steep slopes are sensitive areas due to the potential for soil erosion, slope instability and increased runoff velocity. As a rule, slopes more than 15-20 percent are considered ‘steep’. Development in these areas often requires costly engineering and site preparation/mitigation measures to minimize potential adverse

impacts. Development in these areas should be avoided, and a natural state maintained. Slope evaluation should be used in conjunction with the examination of other physical factors such as geology, soils, and local drainage patterns). Elevation, Topography, & Steep Slopes in the Town of Sherman are depicted in Map 5.1.

### **Ecological Landscapes and Land Types**

Ecological Landscapes are broad ranging areas with similar ecological potential and geography. The Town of Sherman is located primarily within the Northern Highlands Ecological Landscape (EL). This landscape is characterized by pitted outwash plains, kettle lakes, large peatlands, and extensive forests. The North Central Forest EL encompasses the areas west of the Turtle- Flambeau Flowage. This landscape is a heavily forested region with small drainages and lakes that characterize northern Wisconsin.

Ecological Landscapes are comprised of individual Land Type Associations (LTA's). LTAs are classified and mapped based on the associations of biotic and environmental factors that include climate, physiography, water, soils, air, hydrology, and potential natural communities. Land Type Associations can be interpreted to provide land information useful for planning and development. Iron County EL's and LTAs are depicted in Map 5.2.

### ***Ecological Landscape → Land type Association***

### **LTAs of the North Central Forest Ecological Landscape in the Town of Sherman**

#### **Chequamegon Washed till and Outwash (212Xa03)**

This LTA encompasses part of the southwestern corner of the Town, west of the Turtle-Flambeau Flowage. The characteristic landform pattern is rolling collapsed moraine and outwash plain complex. Soils are well drained and moderately well drained loamy and sandy soils with a sandy loam surface over non-calcareous loamy sand till, along with very poorly drained nonacid organic soils. Soil Associations include the Padus-Keweenaw-Sarwet-Pence-Lupton, Worcester-Manitowish-Vilas-Croswell, Rosholt-Cress-Antigo Associations.

#### **Northern Highland Outwash Plains (212Xb01)**

This LTA encompasses most of southeastern Iron County, and a substantial portion of the lakes region of Vilas, Oneida, and Lincoln Counties. The characteristic landform pattern within this LTA is undulating pitted and unpitted outwash plain with swamps, bogs, and lakes common. Soils characteristics include well-drained, moderately well drained, and poorly drained loamy and sandy soils with a sandy loam surface over non-calcareous gravelly sand outwash, along with very poorly drained acid and nonacid organic soils. Soil associations include Padus-Pence-Loxley-Seelyville-Manitowish-Worcester, Vilas-Rubicon-Croswell associations.

#### Vilas-Oneida Sandy Hills (212Xb02)

The characteristic landform pattern is rolling collapsed outwash plain with bogs common. Soils are excessively drained and well drained sandy soils with a loamy sand, sand, or sandy loam surface over non-calcareous gravelly sand or sand outwash or loamy sand till, along with very poorly drained acid organic soils. Soil associations include Sayner-Karlin-Rubicon-Loxley- Keweenaw-Pence Associations.

#### Vilas-Oneida Outwash Plains (212Xb03)

The characteristic landform pattern is level pitted and unpitted outwash plain with bogs and lakes common. Soils are excessively drained, poorly drained, and moderately well drained sandy soils with a sand surface over non-calcareous sand outwash, along with very poorly drained acid organic soils. Soil associations include the Rubicon-AuGres- Croswell-Loxley, Padus-Pence Associations.

#### Powell Marsh (212Xb04)

LTA occurs on the far eastern edge of the Town of Sherman, extending eastward into Vilas County. The characteristic landform pattern is level bog with common small sandy islands. Soils are very poorly drained acid muck with a peat surface over muck or sand outwash. Soil associations include Loxley-Dawson, Croswell-Rubicon-AuGres Associations.

### **Soil Characteristics**

An understanding of local soils is an important part of land use planning. Soil factors such as wetness, drainage capacity, strength, and depth to bedrock all influence soil suitability for land uses. The soils of the Town of Sherman are derived primarily from the weathering of glacial deposits. Local soils can be characterized as medium coarse textured soils with high-medium permeability.

Soil associations in Iron County have been mapped by the Natural Resources Conservation Service (NRCS). Soil associations are landscapes that have a distinctive proportional pattern of soils. They provide a generalization of soils found within a large geographic area and are not suitable for site-specific analysis. The Town of Sherman Generalized Soils are depicted in Map 5.3.

Table 5.1: Soil Associations in the Town of Sherman	
General Soil Association Unit	Soil Type & Representative Slope
Loxley-Kinross-Croswell-Au Gres (s8708)	Mucky peat; 0-2% representative slope
Monico-Goodwit-Champion (s8707)	Silt loam; 0-5%; representative slope
Pence-Champion (S8703)	Silt loam; 0-5%; representative slope
Pence-Padus (s8705)	Fine sandy loam; 15-45% representative slope
Rifle-Lupton-Loxley-Cathro (s8702)	Muck; 0-5%; representative slope
Rock Outcrop-Michigamme-Gogebic (s8709)	Very stony; 6-35% representative slope
Sayner-Rubican-Omega (s8704)	Loamy sand; 5-15% representative slope
Udorthents-Selkirk-Hibbing (s8716)	Clay loam; 0-7% representative slope
Watton-Alstad Variant (s3425)	Silt loam; 1-8% representative slope
Witbeck-Sarona-Gogebic (s3377)	Very stony, muck; 0-2% representative slope

Source: USDA-NRCS

## **Geology**

Subsurface geologic conditions can strongly influence future development potential. Improper land use can result in contaminated water supplies, septic tank failures, and damaged roads. Undifferentiated crystalline rocks underlie the Town of Sherman. Glacial deposits cover bedrock at depths of 50 to 100 feet. Outwash covers most of the southern portion of Iron County.

## **Geologic Units found in the Town of Sherman**

- Biotite schist
- Mafic metavolcanic
- Post-tectonic granitic rocks

## **Legacy Places**

Legacy Places are Wisconsin's most critical areas in meeting the State's conservation and recreation needs for the next 50 years. The Wisconsin Department of Natural Resources defined 228 legacy places statewide in the 2002 report "[Wisconsin Land Legacy Report: An Inventory of Places Critical in Meeting Wisconsin's Future Conservation and Recreation Needs](#)." Within the Town of Sherman, the WDNR has identified the Turtle-Flambeau Flowage as a Legacy Place.

The Turtle-Flambeau Flowage is a 13,545-acre reservoir with 211 miles of wilderness shoreline. The Flowage is a popular recreation destination for those seeking fishing and wilderness camping experiences. The environmental and recreational values associated with the Flowage are primary reasons this resource is classified as a Legacy Place. The Flowage:

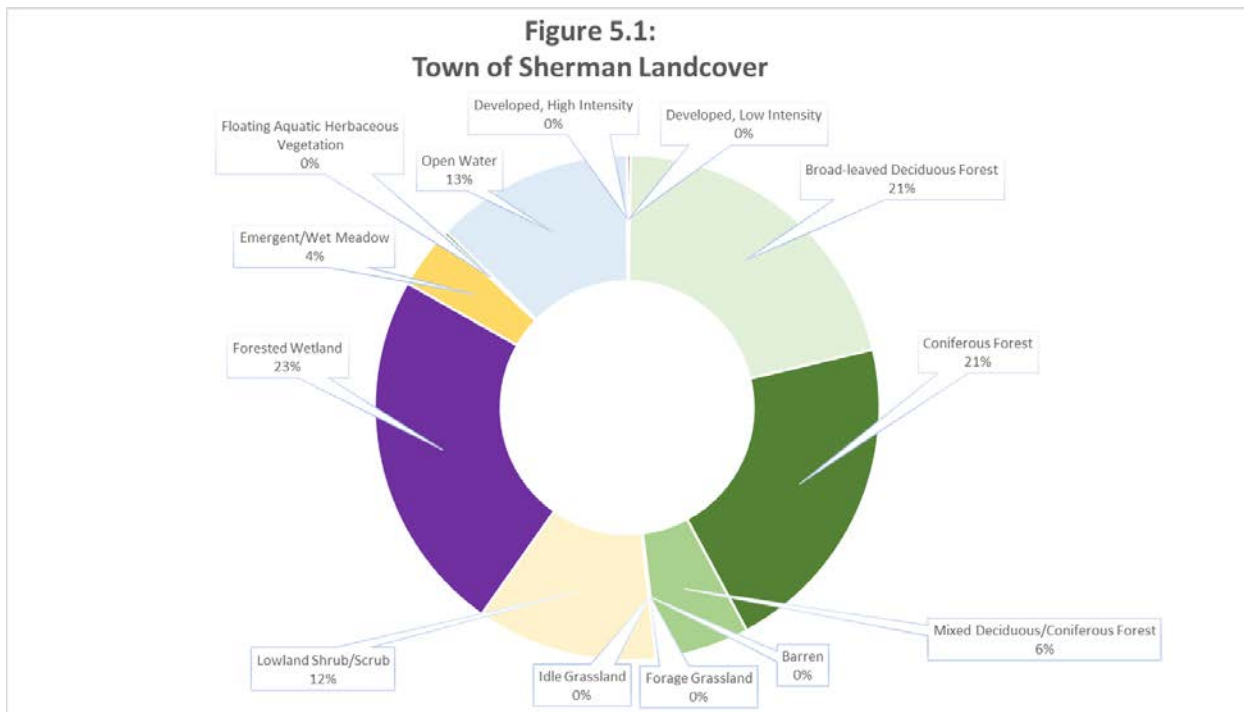
- is one of northern Wisconsin's most popular backcountry areas
- is surrounded by an abundance of public land
- provides habitat for wildlife species
- provides old-growth hemlock and pine habitats in surrounding woodlands
- provides recreational opportunities (boating, fishing, camping) to the public



The protection of legacy places is critical from both a local and statewide perspective. The ties between demand for recreational opportunities and the quality of the natural environment are strong. Local economies in Iron County are strongly dependent upon these resources to provide the recreational opportunities needed to generate revenue within the community. Local policy, planning, and the development of appropriate strategies for the future will ensure that these resources remain viable for future generations.

### **Existing Land Cover**

Land cover information was obtained through analysis of the WISCLAND2 based on 2010-2014 Landsat satellite imagery. This information can be used to develop a generalized local land cover profile and to quantify the relative proportion of individual vegetation cover types on the landscape.



The dominant land cover types are forest and wetlands, which comprise 80 percent of the total land area in the Town of Sherman. The primary upland forest species are aspen (*Populus spp.*), sugar maple (*Acer saccharum.*), and red and white pine (*Pinus resinosa* and *strobus*). The forest community in the Town of Sherman includes other coniferous and deciduous species occurring at varying local densities throughout the Town.

Woodland cover plays a key role in the function and value of sensitive environmental areas like steep slopes, wetlands, and floodplains. Regulation of the removal of woodland vegetation is necessary to protect scenic beauty, control erosion, and reduce effluent and nutrient flows into surface water bodies\courses. Forest products and processing are vital components of the Iron County economy.

Table 5.2: Forest Cover (Including forested wetlands)		
Cover Type	Acres	Percent of Town
Aspen/Paper Birch	8,015	9.3%
Jack Pine	833	0.9%
Mixed Deciduous/Coniferous	5,107	5.9%
Red Pine	2,412	2.8%
Sugar Maple	8,686	10.0%
Forested Wetland: Broad-leaved Deciduous	4,796	5.5%
Forested Wetland: Coniferous	15,277	17.7%
Forested Wetland: Mixed Deciduous/Coniferous	176	2.0%

Source: WISCLAND2

Wetland communities in the Town of Sherman consist of three dominant types: emergent/wet meadow, scrub/shrub, and forested wetlands. Dominant plant species found in local open bog land communities include tamarack (*Larix laricina*), black spruce (*Picea mariana*), leatherleaf (*Chamaedaphne calyculata*), and tussock cottongrass (*Eriophorum vaginatum*), and sphagnum moss. Other wetland plant species associated with local wetlands include small cranberry (*Vaccinium oxycoccos*), bog rosemary (*Andromeda glaucophylla*), bog laurel (*Kalmia polifolia*), bog sedge (*Carex oligosperma*), tawny cottongrass (*Eriophorum virginicum*), sphagnum mosses (*Sphagnum* spp.), and wool grass (*Scirpus cyperinus*). Wetland species associated with the coniferous swamps of the region commonly include northern white cedar (*Thuja occidentalis*), yellow birch (*Betula alleghaniensis*), black ash (*Fraxinus nigra*), speckled alder (*Alnus incana* ssp. *rugosa*), along with sedges and flowers. The deciduous wooded swamps of the region are commonly associated with black ash (*Fraxinus nigra*), lake sedge (*Carex lacustris*), ostrich fern (*Matteuccia struthiopteris*), and marsh marigold (*Caltha palustris*). Other species ferns, grasses, sedges, and flowers also inhabit these environments.

Small, scattered pockets of grassland, barren land, and shrub land are also found throughout the Town. These land cover types account for less than five percent of the vegetative cover in the Town of Sherman.

Town of Sherman land cover is depicted in Map 5.4.

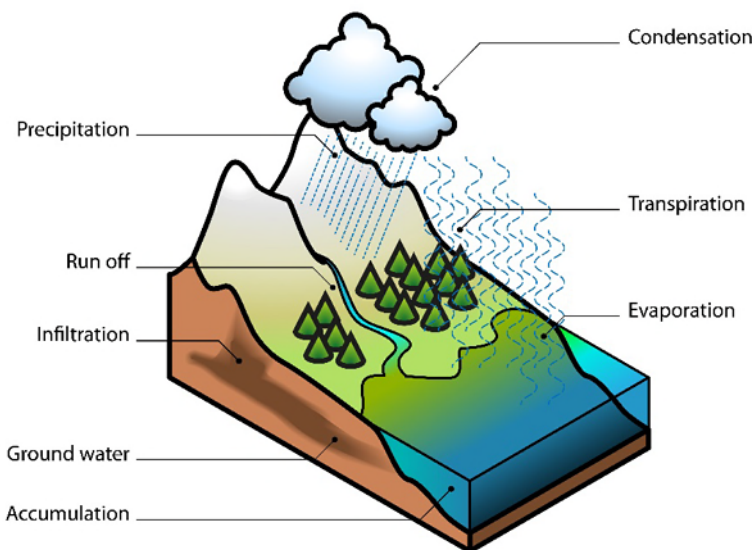
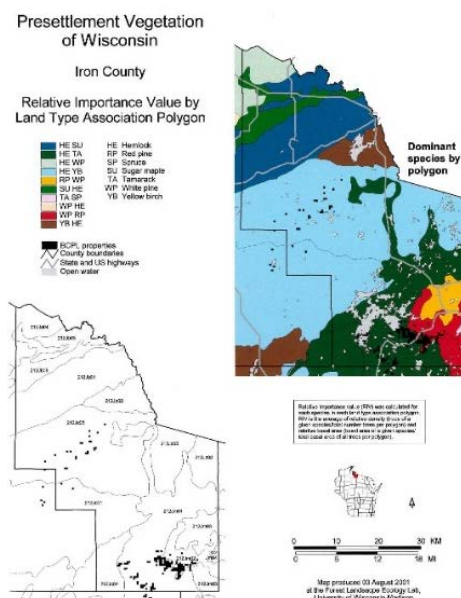


## Historic Land Cover

Historic land cover was derived from “Finley’s Pre-settlement Vegetation” GIS coverage for Wisconsin. The original or pre-settlement vegetative cover in the Town of Sherman consisted of wetland vegetation (swamp conifers) and a deciduous-coniferous mixed forest. Isolated pockets of boreal forest also occurred on the landscape.

## Surface Water Resources and Wetlands

Water resources are a vital component of the natural landscape. These dynamic resources provide benefits to both humans and wildlife. Lakes, rivers, streams, and groundwater aquifers are part of a natural cycle called the hydrologic cycle, in which water is cycled through the environment via natural processes (see diagram). The quality and quantity of these resources is strongly dependent upon how land is used.



Activities on the landscape can introduce sediments and pollutants, affecting the usability of water for drinking and harming wildlife. Activities that disrupt the natural flow of water systems, such as dams and diversions, can alter natural processes and cause habitat loss.

The most significant concern facing northern lakes is overuse and development. Over the past 30 years, two-thirds of all lakes ten acres and larger were developed in northern Wisconsin. Continuing pressures

are being placed on water resources and the number of people using these resources continues to grow annually.

Recently, changes have occurred in the way we view water resources. The Wisconsin Department of Natural Resources has taken a *watershed* approach to planning, because it focuses stakeholders on what a particular lake, river, or wetland needs and what they can do collectively to meet that need.

## Watersheds

By definition, a watershed is an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring

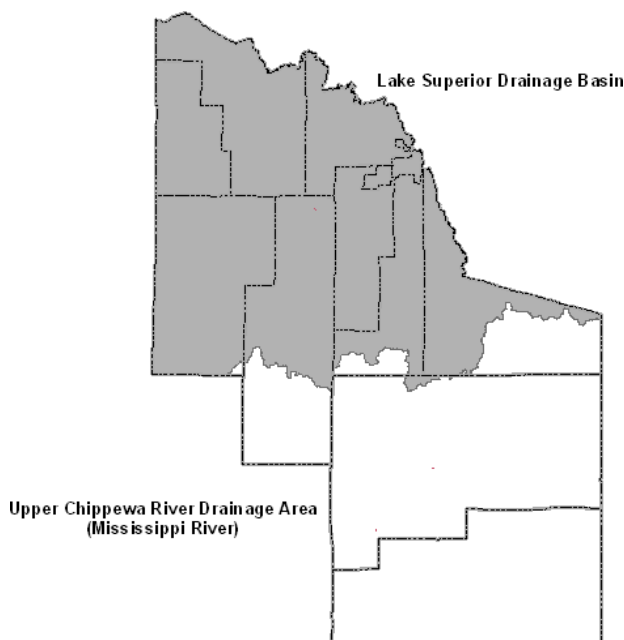
*watershed.*

The Town of Sherman lies entirely within the Mississippi River Drainage Basin (Upper Chippewa Water Management Unit – Figure 5.2). Surface water drainage is accommodated via five major watersheds (Figure 5.3), including:

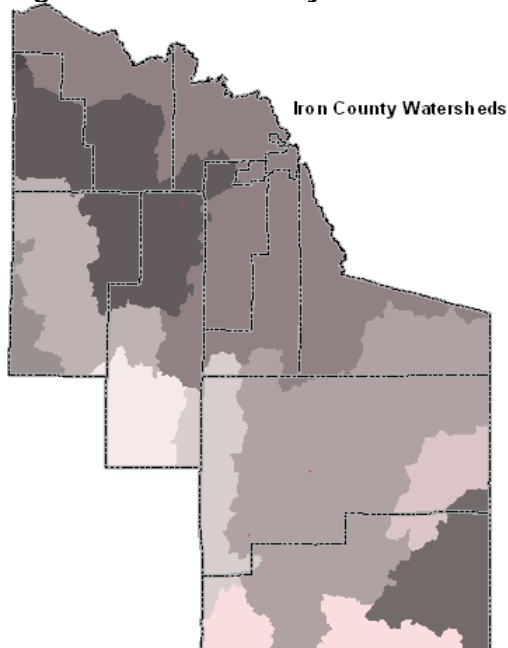
- Upper North Fork Flambeau River
- Upper South Fork Flambeau River
- Flambeau Flowage
- Bear River
- Manitowish River

These major watersheds are composed of sub-watersheds, or drainage areas for individual lakes and streams. Land use planning is best conducted at the sub-watershed scale, where it is recognized that stream quality is interconnected to local land use and impervious surface cover.

**Figure 5.2: Iron County Basins**



**Figure 5.3: Iron County Watersheds**



### **General Quality of Surface Waters**

The quality of surface waters in the Town of Sherman is considered exceptionally good to excellent.

### **Impaired Water Bodies**

Section 303(d) of the federal Clean Water Act requires the State of Wisconsin to periodically prepare a list of all surface waters in the state for which beneficial uses of the water – such as for drinking, recreation, aquatic habitat, and industrial use – are impaired by pollutants. These are water quality limited lakes, rivers, and streams that do not meet surface water quality standards and are not expected to improve within the next twenty years. Within the Town of Sherman, **Bearskull Lake** and the **Turtle-Flambeau**

**Flowage** are classified as 303(d) waterbodies.

This impairment is the result of a high concentration of mercury, entering the lake through atmospheric deposition (dust, rain, snow). Mercury is a toxic metal released by both natural and manufactured processes. Although it does occur naturally, human activities have increased its concentration in the environment. Mercury can travel great distances in the atmosphere contaminating lakes far removed from the source. Because the impairment of these water bodies is primarily the result of atmospheric deposition, and the transport of air toxic substances is transboundary in nature, the State of Wisconsin will not establish Total Maximum Daily Loads (TMDLs) for these resources. A TMDL is a plan to reduce the number of specific pollutants reaching an impaired lake or stream.

The Wisconsin Department of Natural Resources has issued a fish consumption advisory (FCA) for both water bodies because of the elevated mercury levels.

### **ORW's and ERW's**

Surface water resources have been evaluated and rated for water quality, fish, wildlife, and aesthetic values by the Wisconsin Department of Natural Resources. High quality resources were classified as either ***Outstanding Resource Waters (ORW's)***, or ***Exceptional Resource Waters (ERW's)***. An ORW is defined as a lake or stream having excellent water quality, high recreational and aesthetic value, high quality fishing, and is free from point source or nonpoint source pollution. An ERW is defined as a stream exhibiting the same high quality resource values as an ORW but may be impacted by point or nonpoint sources of pollution or has the potential for receiving a wastewater discharge from a non-sewered community in the future. 303(d) listing for atmospheric mercury deposition is not factored into the WI DNR's process for listing ORW & ERW

#### **Town of Sherman ORW's**

North Fork Flambeau River  
Turtle-Flambeau Flowage  
Flambeau River

#### **Town of Sherman ERW's**

Manitowish River



### **Lakes**

Lakes are vital components of the community natural resource base. These resources provide unique habitats for wildlife, including threatened and endangered species and communities. Lakes are also important recreational, social, and economic resources that characterize northern Wisconsin. Like across of the state, lakes in Iron County are under ever increasing development pressure.

Iron County has 214 named lakes comprising 28,586 acres. There also exist 280 unnamed lakes in the county, occupying an additional 418 acres. The Town of Sherman has 3,000 acres of surface water (excluding the Turtle-Flambeau Flowage) in fifty-five lakes. Excluding the Flowage, the Town has seventy-nine miles of shoreline. The largest water body in the Town is the Turtle-Flambeau Flowage, a manufactured reservoir created in 1926 by the damming of the Turtle and Flambeau Rivers. The Flowage is the largest publicly owned water resource in the State of Wisconsin. See Table 5.3 for more details.

**Table 5.3: Lake Characteristics (Named Lakes)**

<b>Name</b>	<b>T</b>	<b>R</b>	<b>S</b>	<b>Acres</b>	<b>Max Depth</b>	<b>Miles Shoreline<sup>*</sup></b>	<b>S.D.F.<sup>‡</sup></b>	<b>Lake Type<sup>†</sup></b>
Bass	41	4	29	15.6	20	0.7	1.27	S
Bearskull	41	3	25	77.1	27	2.5	2.03	D
Big Pine	41	3	36	632.4	22	4.5	1.28	D
Birch	41	4	11	63.2	12	1.5	1.35	D
Black	41	4	24	29.3	20	1.0	1.32	SP
Boot	41	3	8	177.2	16	3.9	2.09	S
Cap Henry	41	4	20	48.1	61	1.7	1.75	S
Charnley	41	3	20	71.3	30	1.8	1.52	S
Cranberry	41	4	34	63.8	8	1.8	1.61	SP
Cub	42	4	21	11.7	17	0.5	1.04	S
Doud	41	4	24	21.5	13	0.9	1.39	SP
Duck	41	4	31	13.4	15	0.9	1.76	D
East Reimer	41	4	6	5.5	5	1.0	3.01	D
Emerson	41	3	24	4.6	23	0.5	1.67	D
Ess	41	3	16	55.0	12	2.1	2.02	S
Fat	41	4	24	98.8	23	1.9	1.36	S
Fawn	41	3	5	20.0	16	1.0	1.59	S
Ferry	41	3	23	72.5	48	2.2	1.84	S
Flambeau Flowage	42	2	34	13545.0	50	211.0	12.94	D
French	41	3	17	91.9	16	3.1	2.30	S
Goose	41	3	14	11.3	3	0.6	1.29	S

**Table 5.3: Lake Characteristics (Named Lakes)**

Name	T	R	S	Acres	Max Depth	Miles Shoreline *	S.D.F.†	Lake Type †
Grant	42	3	14	107.0	10	2.9	2.00	D
<i>Grey</i>	<i>41</i>	<i>4</i>	<i>24</i>	<i>34.5</i>	<i>61</i>	<i>1.5</i>	<i>1.82</i>	<i>S</i>
Hourglass	41	3	24	4.5	18	0.5	1.68	S
Island	41	2	13	56.0	5	1.8	1.72	SP
Leach	41	3	12	4.4	12	0.5	1.70	S
Lehto	41	4	19	53.2	10	1.7	1.66	SP
Little Bear	42	4	22	3.7	5	0.4	1.49	D
Little Cap Henry	41	4	20	20.1	21	0.9	1.43	S
Little Muskie	41	3	29	47.2	32	1.5	1.56	S
Lost	<i>41</i>	<i>4</i>	<i>36</i>	<i>5.0</i>	<i>11</i>	<i>0.4</i>	<i>1.28</i>	<i>S</i>
Lower Springstead	41	3	28	95.1	25	2.4	1.76	D
Marty	41	3	32	13.2	30	0.8	1.57	D
McDermott	41	3	30	83.7	21	2.4	1.87	D
Minette	41	4	35	90.0	50	-	-	-
Mirror	41	4	7	57.5	7	2.0	1.88	S
Mud	42	4	23	55.7	7	1.4	1.34	SP
Munnomin	<i>41</i>	<i>4</i>	<i>26</i>	<i>21.2</i>	<i>1</i>	<i>0.9</i>	<i>1.39</i>	<i>SP</i>
Muskie	41	3	22	80.6	20	1.8	1.43	D
Mystery	41	3	19	13.2	43	0.7	1.38	S
Negani	<i>41</i>	<i>4</i>	<i>27</i>	<i>17.7</i>	<i>30</i>	<i>0.9</i>	<i>1.53</i>	<i>S</i>
Norma	41	3	19	6.9	15	0.5	1.40	S
North Sister	41	3	7	9.7	30	0.9	2.06	S
Otter	41	2	13	7.4	9	1.0	2.63	D
Randall Lake	41	3	17	114.7	10	2.3	1.53	D
Reservation Line	<i>41</i>	<i>4</i>	<i>34</i>	<i>47.3</i>	<i>12</i>	<i>1.3</i>	<i>1.35</i>	<i>S</i>
Rice	41	3	26	15.3	3	0.9	1.64	D
Roberts Springs	42	4	25	27.1	7	1.2	1.64	SP
Sandy Beach	42	4	22	111.7	7	2.2	1.49	D
Sherman	42	3	4	123.0	19	-	-	-
South Sister	41	3	7	6.1	10	0.5	1.45	S
Stone	41	3	21	82.0	20	1.7	1.34	D
Teal	41	3	15	24.5	13	1.1	1.59	S

**Table 5.3: Lake Characteristics (Named Lakes)**

Name	T	R	S	Acres	Max Depth	Miles Shoreline *	S.D.F. <sup>‡</sup>	Lake Type †
Town Line	41	3	35	9.0	17	-	-	-
Thomas	<i>41</i>	<i>4</i>	<i>22</i>	<i>14.5</i>	<i>5</i>	<i>0.7</i>	<i>1.31</i>	<i>S</i>
Upper Springstead	41	3	21	126.2	23	2.8	1.78	D
West Randall	41	4	18	9.3	10	0.7	1.64	D
West Reimer	41	3	11	11.9	14	0.7	1.45	S

Source: Iron County Lakes Classification

• \* Multiple sections

• \*These figures represent acres, miles of shoreline and miles of public shoreline of entire water body, which may cross jurisdictional boundaries.

• †Lake Types: D=Drainage, SP= Spring, S= Seepage

□ ‡The shoreline Development Factor (S.D.F.) is a method of expressing the degree of irregularity of shoreline compared to surface area. A S.D.F. of 1.00 indicates a perfectly round circle; lakes cannot have a S.D.F. of less than 1.00. Lakes with higher S.D.F. have more shoreline in relation to surface area thus are more vulnerable to development pressures per linear foot of shoreline that is developed.

□ Lake information in above table that are shown in *Italic's* are inside the Lac Du Flambeau Tribal Reservation

□ Several unnamed lakes in the Town are not included in above table

## **Lake Sensitivity**

The quality of lake water is highly dependent upon the type of activities that occur within its drainage area. People far from the resource can influence the water quality because of their activities on the land. The overall size of the watershed determines how much surface runoff will enter the lake basin. This, in turn, will determine the extent to which sediment and nutrients will impact the lake. As a rule, a lake with a large watershed area relative to lake area is most sensitive.

The lakes' natural ability to flush and circulate water is also a function of watershed size. Nutrient loading rates tend to be lower in lakes with smaller watersheds, however, longer retention times (flushing rates) common to these lakes may also lead to more nutrient accumulation. The longest retention times occur on seepage lakes with no surface outlets.

## ***10 Largest Lake Watersheds in the Town of Sherman***

Lake (sq/mi)	Watershed		
Unnamed 25-5	1.1	Bearskull	2.6
Upper Springstead	1.3	Randall	4.2
Lower Springstead	1.8	Grant	4.5
Rice	2.3	Big Pine	6.5
West Randall	2.5	Flambeau Flowage	647

## **Requirements**

Under the Public Trust Doctrine, the State of Wisconsin has the responsibility to manage waterways for the benefit of all and the Wisconsin Department of Natural Resources regulates activities on navigable waterways within the state. Chapter NR 115 of the Wisconsin Administrative Code requires all counties to zone, by ordinance, all shorelands within their respective unincorporated areas. These areas include all lands within 1,000 feet of a lake (including ponds and flowages) and within three hundred feet of a navigable stream or landward extent of the floodplain (whichever is greater). Shorelands in Iron County are regulated under Title 13 - Shoreland Zoning Ordinance, which meets the minimum state standards, outlined in NR 115.

## **Rivers and Streams**

Like lakes, river and stream resources support a wide range of species and habitats, including threatened and endangered species and communities. These resources are important natural sediment transport systems that move runoff and materials downstream. Activities on the landscape directly impact the quality and quantity of water in rivers and streams and the water bodies to which they flow.



The Town of Sherman has seventy-eight miles of perennial streams. There are also unnamed intermittent streams found in the Town. Perennial streams flow 365 days a year in a normal year. Intermittent streams have short or lengthy periods of time when there is no flow in a normal year. Intermittent streams are significant to the overall drainage regime, especially following major precipitation events and spring snowmelt. Perennial streams found in the Town of Sherman include:

- Bear River
- Beaver Creek
- Cedar Creek
- East Fork Hay Creek
- Flambeau River
- Hay Creek
- Island Creek
- Little Bear Creek
- Lost Creek
- Manitowish River
- Otter Creek
- Pine Creek
- Randall Creek
- Reimer Creek
- Rice Lake Creek

**Table 5.4: Iron County Rivers and Streams Development Standards**

Class	Lot Size	Single-Family Dwelling Average Lot Width	Shoreline Setback	Vegetation Removal
Rivers and Streams	10,000 ft <sup>2</sup> 20,000 ft <sup>2(a)</sup>	65ft 100ft <sup>(a)</sup>	75ft	35 ft corridor per one hundred feet of shoreline

Source: Iron County Shoreland Ordinance  
<sup>(a)</sup> = Standards for unsewered dwelling units

## **Groundwater**

Groundwater is fresh water from rain or melting ice and snow that soaks into the soil and is stored in the tiny pores between rocks and particles of soil. Groundwater is the primary source of all household water in the Town of Sherman.

## **Groundwater Quantity**

Ample supplies of groundwater are found under Iron County. Under natural conditions, a balance existed between the volume of water entering an aquifer and the volume of water being discharged from an aquifer. With the development of water wells, the natural balance between recharge rates and discharge rates was disrupted. In Wisconsin, the overall groundwater supply has been depleted due to increased discharge. Natural fluctuations in groundwater supply can occur due to droughts or natural seasonal precipitation fluctuations.

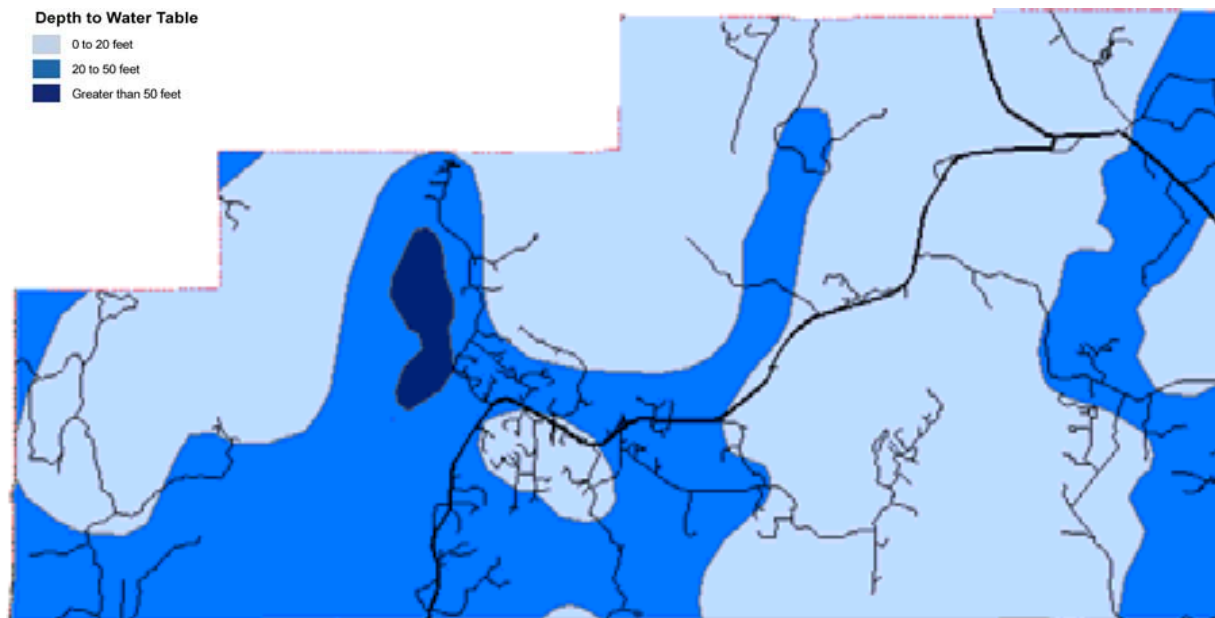
\* The Upper Chippewa basin in a WDNR Water Management Unit (WMU), a hydrologically based subdivision of the larger Major Basin. The Upper Chippewa is a subdivision of the Mississippi River Basin.

## **Groundwater Quality**

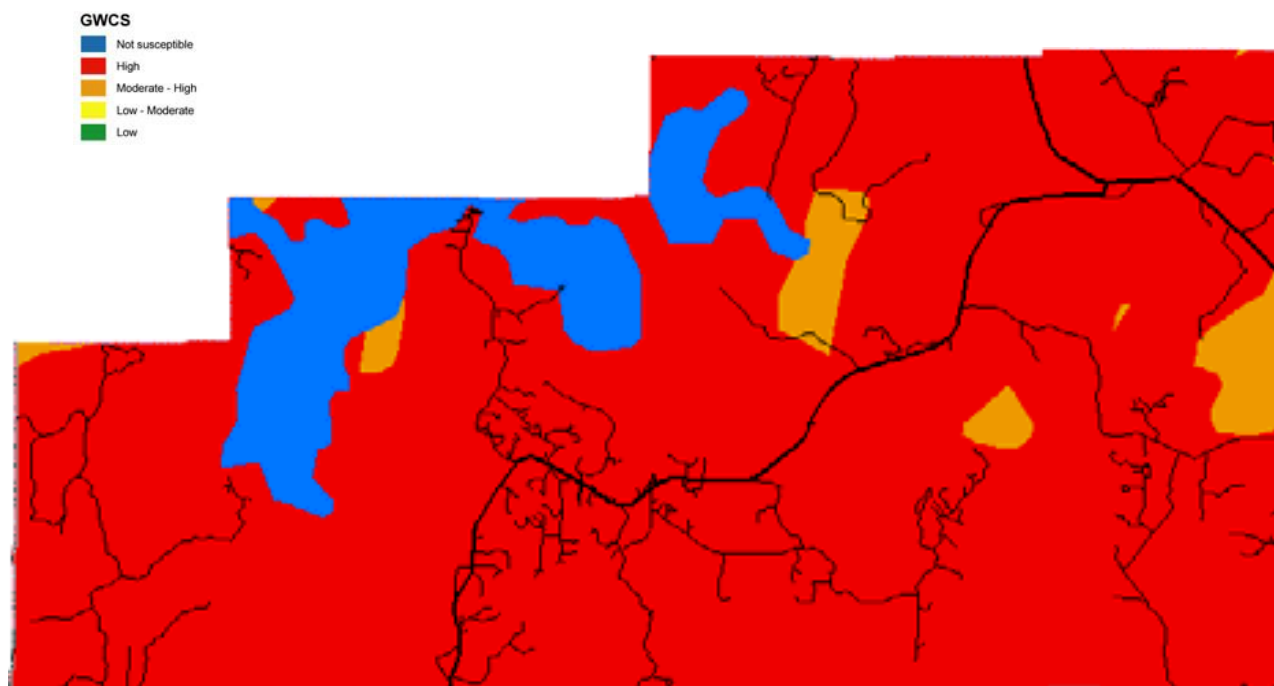
The quality of natural groundwater varies by location. As groundwater passes through natural sediments, naturally occurring chemicals may become deposited in the water. While naturally occurring groundwater contamination is mild, human-induced contaminants can make groundwater supplies unusable. The quality of groundwater is related to land use activities. The application of fertilizers, chemical spills, urban runoff, and non-point pollution can contribute to decreased quality of groundwater reserves. The chemical composition of groundwater throughout the county is exceptionally good; although, instances of localized problems such as mineralization, hardness, and high iron content do occur. Currently, pollution from human activities is not a significant problem in the Town of Sherman but continued diligence is necessary.



**Figure 5.4: Depth to Water Table**



**Figure 5.5: Groundwater Contamination Susceptibility**



## **Wetlands**

In 1978, the Wisconsin State Legislature officially defined wetlands as “an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions”.



Wetland environments sustain a diverse range of plants and animals, including threatened, endangered, and sensitive species. These areas are significant habitat resources for migratory waterfowl and are primary nesting and breeding areas for species such as mallard, black duck, wood duck, blue-winged teal, and green-winged teal. Wetlands are also habitat for furbearing mammals such as beaver, muskrat, mink, and otter. Wetlands provide a variety of important ecological “services,” such as water quality improvement through sediment and contaminant removal. Wetlands also absorb and store excess water by releasing water more slowly than gained, reducing costly flood damage from storms, snowmelt, and runoff. Wetlands also stabilize shorelines and reduce erosion by reducing the impact of wave action.

The Wisconsin Department of Natural Resources categorizes wetlands into five prominent types: aquatic bed, marshes, sedge or wet meadows, scrub/shrub, and forested wetlands.

- ☐ **Aquatic Bed** Plants growing entirely on or in a water body no deeper than six inches. Plants may include pondweed, duckweed, lotus, and water lilies.
- ☐ **Marshes** Characterized by standing water and dominated by cattails, bulrushes, pickerelweed, lake sedges, and/or giant bur-reed.
- ☐ **Sedge or "Wet" Meadows** These wetlands may often have saturated soils rather than standing water. Sedges, grasses, and reeds are dominant but may also contain blue flag iris, marsh milkweed, sneezeweed, mint, and species of goldenrod and aster.
- ☐ **Scrub/Shrub** Bogs and alder thickets are characterized by woody shrubs and small trees such as tag alder, bog birch, willow, and dogwood.
- ☐ **Forested** Bogs and forested floodplain complexes are characterized by trees twenty feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash, and silver maple.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. The inventory identified all wetland areas in Iron County larger than two acres. The WWI indicates that 31.8 percent of Iron County is classified as a wetland, the third largest percentage of any Wisconsin County. Please refer to Map 5.9, Wetlands for WWI wetlands in the Town of Sherman.

Table 5.5: Wetland Inventory	
Class	Acres
Emergent/wet meadow	886.5
Forested	19,917.8
River	33.3
Scrub/shrub	13,430.7
<b>Grand Total</b>	<b>34,268.2</b>

Source: WI Wetland Inventory

Wetlands account for more than 34,000 acres, or 40 percent of the total acreage of the Town of Sherman (Wisconsin Wetlands Inventory –WDNR). The three dominant wetland types found locally are emergent/wet meadow, aquatic bed, scrub/shrub, and forested wetlands. Wetland ecosystems are sensitive natural resources, which provide vital environmental functions such as water purification, flood control, and groundwater recharge, as well as providing habitat for plant and animal species.

### Requirements

The use and development of wetlands in Wisconsin is regulated under local, state, and federal requirements.

### ***Iron County***

Wetlands in Iron County are regulated under the Iron County Shoreland Zoning Ordinance (W-2 Shoreland-Wetland District). This district is comprised of shorelands that were designated as wetlands (five acres and greater) on the Wisconsin Wetland Inventory maps adopted by Iron County.

### ***State of Wisconsin***

NR115 and 117: Shoreland and wetland zoning regulations provide minimum wetland protection requirements for lands within 1,000 feet of the ordinary high-water mark of waterways and requires local units of government to adopt and enforce local zoning ordinances.

NR30 and 31: Navigable waters protection requirements regulate construction and waterway alteration in and adjacent to navigable waters, including dams, filling, water diversion, grading, and dredging.

NR103 and 299: Water quality certification standards which the Wisconsin Department of Natural Resources uses to approve or deny permits after the Army Corps of Engineers approves them.

Wisconsin Act 6: Isolated Wetland Protection Law authorizes the WDNR to administer the water quality certification program for projects in those isolated wetlands that are

currently not protected under the Clean Water Act.

### ***Federal***

Section 404 of the Clean Water Act regulates discharges to "waters of the U.S." including fill in any wetland.

Section 10 of the Rivers and Harbors Act of 1899 regulates activities in navigable waters of the U.S.

### **Floodplains**

Areas that are subject to periodic inundation by water are considered floodplains. The physical floodplain boundaries were determined by the Federal Emergency Management Agency (FEMA) and are portrayed in the National Flood Insurance Program (NFIP) maps.



Physical development within designated floodways is strongly discouraged. However, some uses within this zone are appropriate. Agricultural practices, parks, and open space are appropriate uses within these areas. Within the flood fringe (exterior limits of the floodplain) more intensive uses are permitted.

FEMA has determined areas of flood susceptibility in the Town of Sherman. The Flood Hazard Boundary Map (FHBM) series for Iron County depicts these flood zones as shaded areas, referred to as the Special Flood Hazard Area (Zone A). Areas labeled as Zone A are subject to inundation by a 100-year flood. Because detailed hydraulic analyses have not been performed, no base flood elevation or depths are depicted. Federal Law mandates that federally connected lending institutions require flood insurance on loans involving buildings on property located partially or within these areas.

Floodplains in the Town of Sherman are mapped on series numbers 550182 0008A, 550182 0009A, and 550182 0010A. Flood hazard areas are defined along lakes and the main channels of rivers and streams. The area within the Lac du Flambeau Indian Reservation has not been mapped by FEMA. Copies of Floodplain maps are available for review at the Iron County Zoning Office.

## **Rivers and Streams with Mapped Floodplains**

- Bear Creek, to Sugarbush Creek
- Beaver Creek
- Flambeau River
- Hay Creek,
- Hay Lake to Hay Creek
- Flowage Island Creek
- Lost Creek
- Little Lost Creek
- Manitowish
- River Otter Creek
- Randall Creek
- Rice Lake Creek
- Springstead Creek
- Sugarbush Creek
- Thompson Creek
- Tributary to Flambeau River, Section 7 T41N-R2E
- Unnamed, Rice Lake to Bearskull Lake
- Unnamed, Section 29, T41N-R4E to Duck Lake
- Unnamed, Section 32, T41N-R4E to Duck Lake

### **• Lakes with Mapped Floodplains**

- Bearskull Lake
- Big Pine Lake
- Duck Lake
- Ess Lake
- Grant Lake
- Hay Lake
- Lake Nine
- Lehto Lake
- Little Muskie Lake
- Lower Springstead Lake
- Mud Lake
- Muskie Lake
- Otter Lake
- Randall Lake
- Rice Lake
- Stone Lake
- Teal Lake
- Turtle-Flambeau Flowage
- Upper Springstead Lake
- West Randall Lake

Section 87.30 of the Wisconsin State Statutes and Chapter NR 116 of the Wisconsin Administrative Code define the state's regulations with respect to floodplains. Iron County adopted floodplain zoning maps (FIRM Flood Insurance maps), prepared by the U.S. Department of Housing and Urban Development dated April 1, 1988. Zoning Ordinance regulates uses within county floodplains. Determination as to whether a building site is in a floodplain must be made through zoning office review of floodplain maps or through field verification of flood boundary.

### **Threatened, Endangered and Sensitive Species and Communities**

Ospreys inhabit portions of the Turtle-Flambeau Flowage along with the largest concentration of bald eagles in the State of Wisconsin. Occasional moose sightings are reported near the Turtle-Flambeau Flowage. Gray wolves, a threatened species in Wisconsin, may also be present in the Town. Lands within the Town, particularly within the TFSWA, contain suitable habitat for species of threatened or endangered wildlife not currently known to exist in this area.

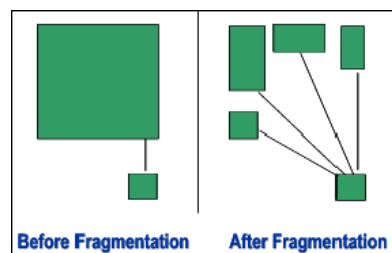
*Wisconsin's Natural Heritage Inventory Program (NHI)* focuses on locating and documenting occurrences of rare species and natural communities, including state and federal endangered and threatened species. NHI data is exempt from the Wisconsin Open Records Law due to the vulnerable nature of these sensitive resources. Determination of the specific locations of sensitive resources within the Town of Sherman will require coordination between the Town and the Wisconsin Department of Natural Resources.

### **Wildlife Resources**



Wildlife and wildlife habitat are fundamental components of natural ecosystems. The health and relative abundance of these resources is intimately linked to all other facets of community development. As part of the planning process, it is important for the community to recognize the significance of these resources and strive to protect and enhance them.

There are three primary issues of concern related to wildlife habitat planning: fragmentation, invasive/exotic species, and pollution. Fragmentation is the breaking up of large contiguous tracts of habitat into smaller pieces. This process increases the amount of linear edge areas, creating more "edge habitat" that favor species such as whitetail deer and ruffed grouse. An increased amount of edge habitat is accompanied by a variety of negative impacts including increased predation/competition among species and increased range expansion of exotic species. Heavy browsing from and expanding population of whitetail deer can alter the types of plant species that grow in some areas. As a result, desirable or rare plant species may become threatened. Deer is thriving in Wisconsin because humans have created substantial amounts of edge habitat. Core species such as wolves and interior songbirds can be negatively impacted by the loss of interior habitat.



Invasive/exotic species pose serious threats to wildlife populations. These species, once established, can decimate native species by out-competing with them for food and/or habitat. Because exotics are not part of the native ecosystem, they often have no natural (local) predators, thus may become prolific once established.

An exotic species of concern for Iron County is the Spongy Moth, which has been steadily progressing westward since its introduction to the United States in 1869. Iron County is one part of the two thirds of Wisconsin under Spongy Moth quarantine. Other exotics of concern in Iron County include the zebra mussel (mussel), purple loosestrife (aquatic plant), curly leaf pondweed (aquatic plant), garlic mustard (plant), rusty crayfish (crustacean), everlasting pea (plant), Eurasian water milfoil (aquatic plant), and the emerald ash borer (insect). Pollution is also a major concern for wildlife populations. The introduction of contaminants such as mercury, sulfur dioxide (associated with acid rain), and ozone can have local, regional, and even global impacts.



Photo: University of Illinois-Extension

Contaminants in the environment may also cause reproductive harm to wildlife species and may even cause direct mortality. Environmental contaminants can also travel to the local community from sources located outside of the area via rain, dust, and wind.

Wildlife habitat is abundant in the Town of Sherman. The relative abundance of forests, lakes, rivers, and wetlands provides opportunities for species to thrive. The large public land base provides exceptional habitat opportunities due to,

- Low road density
- Low population density
- Large core areas/ less habitat fragmentation
- Natural connectivity, connected biological reserves
- Managed for wildlife

The **Turtle-Flambeau Scenic Waters Area** is a 19,000-acre tract of state-owned lands located in the Towns of Mercer and Sherman. This resource provides a rich diversity of wildlife habitat and is a crucial resource for migratory birds and waterfowl. The rich upland vegetation and wetland communities provide for the needs of birds and mammals, including threatened and endangered species.

The **Hay Creek Hoffman Lake State Wildlife Area**, a 13,424-acre wildlife preserve, provides habitat for species such as ruffed grouse, deer, woodcock, bears, loons, waterfowl, beavers, otters, fishers, coyotes, bobcat, muskrats, ospreys, eagles, and timber wolves. This area is popular for bird watching.

A patterned peatland bog is in the **Boot Lake Wildlife Area**. This bog community is extremely rare in Wisconsin but is common in northern Minnesota and Ontario, Canada.

Wetland ecosystems are sensitive natural resources, which provide vital environmental functions such as water purification, flood control, groundwater recharge, as well as providing habitat for plant and animal species.

The **Northern Highland-American Legion (NAHL) State Forest**, which comprises a portion of the Town of Sherman, is the largest state-owned property at over 220,000 acres. Within the state forest area, the Northern Highland State Forest was created in 1925 and the American Legion State Forest was created in 1929. It was not until 1968 that the two state forests were combined into one management unit. Within the NAHL, there are a total of 902 lakes, of which twenty-six are in Iron County.

Protecting habitat is critical to species preservation. The preservation of habitat not only benefits wildlife, but also provides benefits to humans, including: the preservation of open space, recreational opportunities, aesthetic benefits, and improved air/water quality.

### **State Natural Areas**

State natural areas (SNAs) protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations, and archeological sites. Wisconsin's natural areas are valuable for research and educational use, the preservation of genetic and biological diversity and for providing benchmarks for determining the impact of use on managed lands. They also provide the last refuges for rare plants and animals.

#### **Springstead Muskeg State Natural Area** (656 acres)

Springstead Muskeg encompasses the northernmost portion of an extensive undisturbed bog complex stretching from Springstead Lake south to Newman Lake. The wetland is in pitted glacial outwash moraine at the headwaters area of the South Fork of the Flambeau River. This Sphagnum-based peatland supports ericaceous species including leatherleaf, small cranberry, and bog-rosemary along with tussock cotton-grass and few-seeded sedge. Stunted black spruce and tamarack are widely scattered throughout. The surrounding uplands are forested with second-growth northern hardwoods. Bird fauna in the area includes palm warbler, Lincoln's sparrow, and sandhill crane. Springstead Muskeg is owned by the DNR and was designated a State Natural Area in 2002.

#### **Beaver Creek Hemlocks** (240 acres)

The property includes mature hemlock-hardwood forest with exceptionally large hemlock, yellow birch, and white pine, 70% of a small bog lake surrounded by poor fen, old-growth cedar and black spruce tamarack swamps, vernal ponds, over a half-mile of Beaver Creek and a large wetland complex. It was identified in 2020 as a priority for acquisition by the Northwoods Land Trust (NWLTL) as part of their Old-Growth Forest Initiative. The Initiative aims to protect mature and old-growth forest habitat in the Northwoods, educate landowners and the public about the importance of these forests, and conserve the last pockets of these rare resources. Being developed are hiking trails, interpretive signs, and a parking lot. Periodic public naturalist led hikes are held year-round. (Source: NWLTL)



### **Conservation Easements**

There are five privately owned Conservation Easements (CE) that total 403 acres in the Town of Sherman. An additional 378 acres in the Town, owned by the Northwoods Land Trust, are in Conservation Easements. CEs are voluntary legal agreements between a landowner and a land trust. These agreements permanently protect conservation values. Like all easements, they run with the deed regardless of who owns the land.

CEs provide protection for our natural resources while at the same time providing recreation for the public. Most CEs are open to non-motorized recreation including hiking, bird watching, fishing, xc skiing, snowshoeing, and hunting. Providing large tracks of land for habitat and resource protection preserves the intrinsic “natural” characteristic of the land.

### **Planning Principles for Habitat Protection**

- Maintain large, intact patches of native vegetation by preventing fragmentation of those patches by development.
- Establish priorities for species protection and protect habitats that promote the distribution and abundance of those species.
- Protect rare landscape elements. Guide development toward areas with more common landscape elements.
- Maintain connections among wildlife habitats by identifying and protecting corridors for movement.
- Maintain significant ecological processes such as fires and floods in protected areas.
- Contribute to the regional persistence of rare species by protecting their habitat locally.
- Balance the opportunity for public recreation with the habitat needs of wildlife.

### **Metallic and Nonmetallic Minerals and Mining**

Iron County has a rich mining heritage. The Penokee-Gogebic Range in north-central Iron County was a major source of iron from the 1880's through the 1960's. Evidence of the county's mining history can be seen in the abandoned prospects and past producing mines located throughout the highlands of the range. According to the US Geological Survey Mineral Resources Data System database, there are no existing or former metallic mining sites in the Town of Sherman.



### **Regulations**

A metallic mine in Wisconsin is subject to rules and regulations. Before a mine can be developed, Wisconsin requires a metallic mining permit and approved plans for environmental monitoring, mining, and reclamation, a risk assessment, and a contingency plan. An Environmental Impact Statement (EIS) must be prepared by the WDNR to assess the potential impacts of the proposed mine. The WDNR is also responsible for monitoring construction, mining, and reclamation activities.

The Wisconsin mining statutes state that the local municipality within which a metallic mine site is located has zoning approval authority over a proposed metallic mine. Before a proposed metallic mine can receive approval from the state, the local municipality must have granted its approval under its zoning or land use ordinances or have entered into a legally binding agreement with the mining proponent.

### ***Nonmetallic Mineral Resources***

Per Iron County Zoning records, there are three permitted nonmetallic mining sites (sand and gravel) in the Town of Sherman. Two of them are private and the third is Town owned.

#### **Regulations**

Chapter NR135 of the Wisconsin Administrative Code requires that all counties develop and adopt a **nonmetallic mining reclamation ordinance**. NR 135 ensures that all nonmetallic mining sites are reclaimed in compliance with the uniform statewide reclamation standards by providing detailed requirements and reclamation standards for local ordinances. The Iron County Ordinance for Nonmetallic Mining Reclamation was approved on March 29, 2016. Article F, Section 9-1-101 of the Iron County Zoning Ordinance also regulates quarries and mines as special uses.

#### **Land Management**

Land ownership influences development patterns and land use, management, policy, and public use/access. Public lands are important economic and social resources for local communities. These lands generate revenue for local units of government through the harvest and sale of timber. They also support recreation and tourism activities such as hunting, fishing, snowmobiling, ATVs, and fall color tours, which also generate local revenue. Managed lands are depicted in Map 8.4, Land Management, Town of Sherman

##### **Publicly Managed Lands**

Overall Land Base	<b>87,845 ac</b>
State Lands	32,694 ac
FCL/MFL Lands	8,862ac

##### **Other Managed Lands**

Lac du Flambeau I.R. 14,532 acres

#### **Forest Crop Law**

##### ***Program Highlights***

- ❖ Law passed in 1927, enrollment closed in 1986
- ❖ Current statewide enrollment of 1.4 million acres
- ❖ Required at least 40 acres of adjoining forest land
- ❖ Public access
- ❖ Management schedule

#### **Managed Forest Law**

##### ***Program Highlights***

- ❖ Enacted in 1985
- ❖ 25 or 50-year contract period
- ❖ Requires at least 20 acres of contiguous forestland
- ❖ Productive capacity requirements
- ❖ Landowner payments \$2.04 cents/acre for open land and \$10.20/acre for closed land.
- ❖ Cutting and reporting requirements

##### ***Program Benefits***

- ❖ management plan
- ❖ protection against overcutting
- ❖ protection against annual tax hike
- ❖ low property tax
- ❖ deferred tax until harvest
- ❖ landowners' right to close up to 80 acres of their lands to the public
- ❖ technical assistance
- ❖ permits rollover from FCL through January 1, 1998
- ❖ predictable taxes
- ❖ long-term investment
- ❖ encourages woodland expansion
- ❖ minimum land area requirement of only 20 acres

### **Lac du Flambeau Band of Chippewa Indians**

The Lac du Flambeau Indian Reservation occupies 86,630 acres in Iron, Vilas, and Oneida Counties of northern Wisconsin. Of this total, 14,533 acres lie within the Town of Sherman. See Figure 5.9 below. The Treaty of 1854 defined the Reservation and established the formal boundaries. The Lac du Flambeau tribe has 2,400 enrolled members, governed by a 12-member Tribal Council.

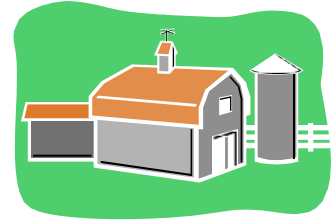
The Reservation is situated in an area rich in water, forest, and other natural resources. These resources are important to the people of the Lac du Flambeau for cultural, spiritual, and subsistence purposes. Natural resource management is the primary responsibility of the Tribal Natural Resources Department (TNR), an agency, which provides the workforce, materials, supplies equipment and facilities necessary to manage the reservation's natural and cultural resources.

**Figure 5.6: Lac du Flambeau Reservation Boundary**



## 5.3 Agricultural Resources

Agricultural land comprises a small proportion of the overall land base in the Town of Sherman. According to land cover estimates, about .15 percent of the 117.9 square mile land base is actively used for either row crops or grassland.



The 2020 Statement of Assessments (Wisconsin Department of Revenue) states that fifty-nine acres were assessed agricultural.

The Iron County Zoning Map shows a substantial number of parcels zoned as Agricultural (6,046.3 acres). As of 2021, there is only one 32-acre parcel in the Town of Sherman being used as Agricultural land. The remaining parcels zoned Agriculture are not being used as such.

Agricultural suitability within the Town of Sherman is limited due to soil, environmental and economic conditions, including

- Large public land base
- Poor soil conditions
- Short growing season
- Proximity to markets

The 2017 Iron County Farmland Preservation Plan identified NO areas within the town of Sherman as farmland preservation areas.

## 5.4 Cultural & Historic RESOURCES

Cultural and historic sites and features are important community resources. These resources provide a critical link between the present and the past. The Town of Sherman values its cultural and historic resources and is committed to work to retain their intrinsic value for future generations to enjoy.



The official historic resource catalog for the State of Wisconsin is the Wisconsin Architecture and Heritage Inventory (AHI). The AHI is a search engine that contains documentation of 120,000 properties in the State of Wisconsin. The Wisconsin Historical Society, based in Madison, Wisconsin, maintains this database.

It is important to note that the AHI is not a comprehensive listing of Wisconsin's historic resources. It is likely that other historic properties and resources exist within the Town of Sherman but have yet to be identified or published.

## *National Register of Historic Places*

The National Register of Historic Places is the Nation's official list of cultural and historic resources worthy of preservation.

### **Archaeological Sites and Cemeteries**

Our lives are influenced by what we learn from our own experiences and by the events that have shaped the communities we live in and the institutions and organizations we encounter. Our history gives us a sense of place and a framework to understand the world. It provides continuity and meaning in our lives, and it can be a basis for economic development through preservation programs and heritage tourism.

People have been living in the area for as long as anyone can remember, with hunting, fishing, farming, and forestry playing a leading role in people's lives. This story of agriculture, resource use, and land stewardship is preserved in archaeological sites, buildings, landscapes, written accounts, photographs, governmental records, and the thoughts and ideas people remember and pass along by word of mouth. Planning can play a critical part in protecting these resources and in learning from this wealth of experience. Land use planning and land use decisions will directly impact historic buildings, archaeological sites, and cemeteries.

*Archaeological sites* include places where people lived, where they worked, and where they worshipped. These sites were made by the people who lived at the village, farm, or logging camp located just down the road. Archaeological sites occur figuratively and under our feet. Archaeology is well suited for providing valuable information about the lives of people who are not well represented in the written record. Archaeological sites are nonrenewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed.

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI) a component of the Wisconsin Archaeological and Historic Resource Database (WisAHRD). The Archaeological Site Inventory (ASI) is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. The **ASI does not** include all the sites and cemeteries present in the state, however. It includes **ONLY** those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all the entries. Few of these sites have been evaluated for their importance. The ASI is changed and updated daily and recommendations about site importance may change, as added information becomes available.

This ASI information is confidential and is not subject to Wisconsin's open records law

(Wis. Stats. §§ 44.48 and 157.70). This information is also protected by Federal law (Section 304 of the National Historic Preservation Act, Section 9(a) of the Archaeological Resources Protection Act of 1979). This caution not only helps protect archaeological sites but also protects landowners since private landowners own most archaeological sites in the Town.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If you have any questions concerning the law, please contact the Coordinator of the Burial Sites Preservation Program, at the Wisconsin Historical Society.

### **Archaeological Sites and Cemeteries in the Town of Sherman**

The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI).

Since only a small portion of the Town has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are present. Residents and Indigenous communities who have and do live and work in the area possess additional information on other archaeological sites and cemeteries. Steps should be taken to have this information incorporated into the land use plan.

Up to this point in time, one archaeological site has been reported in the Town. This site is at the Springstead Historic District and has the following types of buildings:

- Sugar bush
- Cabin/homestead

Clearly this sample of sites does not reflect the rich history of the area. Many more sites are present in the area. No sites are listed on the National and State Register of Historical Places, but many sites in the Town certainly may be eligible and important.

**Where are archaeological sites going to be located?** Using the results of archaeological surveys, relevant historical and environmental data, the following high priority areas were designated:

- higher, dryer areas adjacent to rivers, streams, creeks, lakes, wetlands
- higher, dryer areas adjacent to older abandoned rivers, streams, creeks, lakes, wetlands
- rock outcrops and upland ridges
- areas adjacent to older historic features such as trails, early roads, rail corridors, and earlier communities

### **Cemeteries, Burial Mounds, and Other Burials**

Cemeteries and burial areas have been set aside as specific areas throughout Wisconsin history and they have been given special protection under the law.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an unmarked or marked burial is present in an area, the Burial Sites Preservation Office should be notified. If human bone is unearthed during any phase of a project, **all work must cease**, and the Burial Sites Preservation Office **must be contacted** at 1- 800-342-7834 to be in compliance with Wis. Stat. 157.70 which provides for the protection of all human burial sites. **Work cannot resume until the Burial Sites Preservation Office gives permission.** If you have any questions concerning the law, please contact the Coordinator of the Burial Sites Preservation Program at the Wisconsin Historical Society.

At the present time, no cemeteries or burials have been identified in the Town. Since a systematic survey of the county has not been completed, cemeteries and burials may be present. As part of the planning process, all cemeteries and burials in the Town should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

How do we know which archaeological sites need preservation? Under Wisconsin law Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected. In addition to these, a wide variety of archaeological sites may be worthy of preservation. Using the State and National Register of Historic Places, a procedure for identifying important sites is available. The criteria include: a good local example of an architectural style and period; association with a person important in our past; represent an important period, movement, or trend in local, state, or national history; or have the potential to yield valuable information about our past through archaeological investigations.

### **Protecting Important Archaeological Sites**

The wide variety of methods used to protect natural resources can also be used to protect archaeological sites. For example, land purchases, easement purchases, zoning, and the state operates a tax exemption program for property owners.

With the 1991 changes to Wis. Stats. 70.11 [see 70.11(13m)] it became possible to provide a property tax exemption for owners of archaeological sites listed in the national or state register of historic places. To obtain the tax exemption, the landowner must agree to place a permanent protective covenant for the site area in the deed for the property. The tax exemption program makes the landowner and subsequent owners stewards of Wisconsin's past. The intent of the program is not to discourage all use of the property containing a site, but to encourage land use planning that protects sites.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance.

## How are archaeological sites and cemeteries identified and evaluated?

Archaeological identification and evaluations are required for a variety of projects that receive federal or state funding, licenses, or permits. These projects are automatically forwarded to the Wisconsin Historical Society for review. Residents frequently report sites and cemeteries.

**Table 5.7: Archaeological sites and cemeteries**

State Site # / Burial Code #	Site Name / Type	Cultural Study Unit	Town-Range- Section
IR-0037	Springstead 1. Sugar bush 2. Cabin/homestead	1. Historic Native American  2. Historic Euro- American	41, 3, E, 21

Source: Wisconsin Historical Society

## Resources for Historic Preservation

Iron County Historical Society; [ironcountyhistory.org](http://ironcountyhistory.org)

Gogebic Range Genealogy Society; [gogebicroots.com](http://gogebicroots.com)

The Wisconsin State Historical Society; [wisconsinhistory.org](http://wisconsinhistory.org)

## Books containing historical information about the Town of Sherman

Several books have been published that contain significant historical information about Springstead and the Town of Sherman. These books are as follows and may be sold out:

- Reflections of Powell and Springstead by Charlotte Holbrook Morrill
- Memories of Springstead by Norman Pripps
- Rooted in Resources – funded by Iron County, edited by Cathy Techtman, UWEX
- 100 Years on The Flambeau 1889-1989
- An Accidental Jewel, Wisconsin's Turtle-Flambeau Flowage by Michael Hittle
- Bringing Up the Old Times of Springstead by Fred and Arvella Losby

## 5.5 Natural, Agricultural, & Cultural Resource Protection Programs

The Town of Sherman in the implementation of this comprehensive plan may use the following list of programs. This list is not comprehensive; and other local, state, and federal programs may also exist. It should be noted that many of the natural resource protection programs could also be applied to agricultural resources.

### Natural Resource Agencies and Programs

**Iron County Land and Water Conservation** provides technical assistance, education & outreach, and financial assistance for a variety of soil and water issues. <https://ironcountylwcd.com/>; 715-561-2234.

### **Wisconsin Lakes Partnership**



Recognized as a national model of collaboration, we work cooperatively to support our lakes:

**Wisconsin Department of Natural Resources (WDNR)** supplies technical expertise and regulatory authority; <https://dnr.wisconsin.gov> .

**University Wisconsin-Extension (UWEX)** provides educational materials and programs; <https://www3.uwsp.edu/cnr-ap/UWEXLakes/Pages/default.aspx>

**Wisconsin Lakes** serves as the voice for concerned citizens, communities, and lake groups statewide; [www.wisconsinlakes.org](http://www.wisconsinlakes.org)

**Wisconsin Woodland Owners Association;** [wisconsinwoodlands.org](http://wisconsinwoodlands.org)

**Northwoods Land Trust;** [northwoodslandtrust.org](http://northwoodslandtrust.org)

**Wisconsin Wetlands Association;** [wisconsinwetlands.org](http://wisconsinwetlands.org)

**Turtle-Flambeau Flowage & Trude Lake Property Owner's Association;** [tfftl.org](http://tfftl.org)

**Springstead Lake Property Owners**

### **Programs and Grants**

- Lake Planning Grants – WDNR
- Lake Protection Grants – WDNR
- Wisconsin Forest Landowner Grant Program (WFLGP) – WDNR
- Forestry Incentives Program (FIP) – Natural Resource Conservation Service (NRCS) and WDNR
- Managed Forest Law (MFL) - WDNR
- Steward Incentives Program (SIP) – WDNR and Farm Service Agency (FSA)
- Runoff Management Programs – WDNR
- Wildlife Habitat Incentives Program (WHIP) – NRCS and WDNR
- Observation Reserve Program (CRP) – FSA, NRCS and WDNR
- Environmental Quality Incentives Program (EQIP) – NRCS and WDNR
- Conservation Easement – IRS

### **Agricultural Resource Programs**

#### **Wisconsin Department of Revenue Farmland Preservation Programs**

#### **Wisconsin Farmland Protection Program (FRPP)**

#### **Cultural and Historic Resource Protection Programs**

**Wisconsin Historic Preservation Fund**

**Wisconsin Humanities Council Historic Preservation Grants**

**National Trust for Historic Preservation/Jeffris Preservation Services Fund (PFS)**

**Wisconsin Coastal Management Grants Program**

## **5.6 Natural, Agricultural, & Cultural Resource Goals Objectives & Actions**

Natural resources play a key role in the Town's economy and each citizen plays a role in the management of our natural resources. Our collective actions will determine whether the Town's land, water, groundwater, and forest resources are improved or degraded. It is important to balance the needs for environmental protection and responsible stewardship with private property and economic development.

A set of goals, objectives and action steps has been developed to assist the Town of Sherman in natural and cultural resources. Implementation of the identified actions will assist in achieving the overall goal.

### **Natural Resources, Agriculture Resources and Cultural Resources**

#### **Goal 1: TO HAVE NATURAL AND AGRICULTURAL RESOURCES THAT ARE PROTECTED.**

Objective 1: Work to protect lakes, rivers, wetlands, woodlands, and forests.

*Action 1: Align with Iron County Land and Water Conservation, the WDNR and other cooperating agencies to increase awareness and knowledge about best management practices:*

- *Clean Boats/Clean Water program*
- *Shoreland stabilization including native planting, buffer zones and riparian establishment*
- *Fish stocking regulations*
- *Fishing regulations*
- *Aquatic invasive species and terrestrial species identification and removal*
- *Responsible use of herbicides and phosphorus-free fertilizer*
- *Lake water quality testing*
- *Culvert sizing and placement*

*Action 2: Encourage forestry practices that utilize woodland buffers during harvest.*

Objective 2: Protect groundwater and other sensitive natural areas.

Action 1: *Encourage landowners to properly maintain private wells through regular inspection and water testing.*

Action 2: *Collaborate with Iron County Land and Water Conservation to encourage proper well abandonment.*

Action 3: *Discourage improper waste disposal and unauthorized burning.*

Objective 3: Discourage development within environmentally sensitive areas.

Objective 4: Encourage residents to collaborate with Iron County Land and Water Conservation and Natural Resource Conservation Service (NRCS) to incorporate best management practices related to agriculture practices

## **GOAL 2. TO HAVE HISTORICAL AND CULTURAL RESOURCES ARE PRESERVED.**

Objective 1: Support local preservation efforts to document and preserve materials and personal documentaries of personal interest.

Objective 2: Support local preservation efforts to educate and display historical photos/artifacts about the Town.

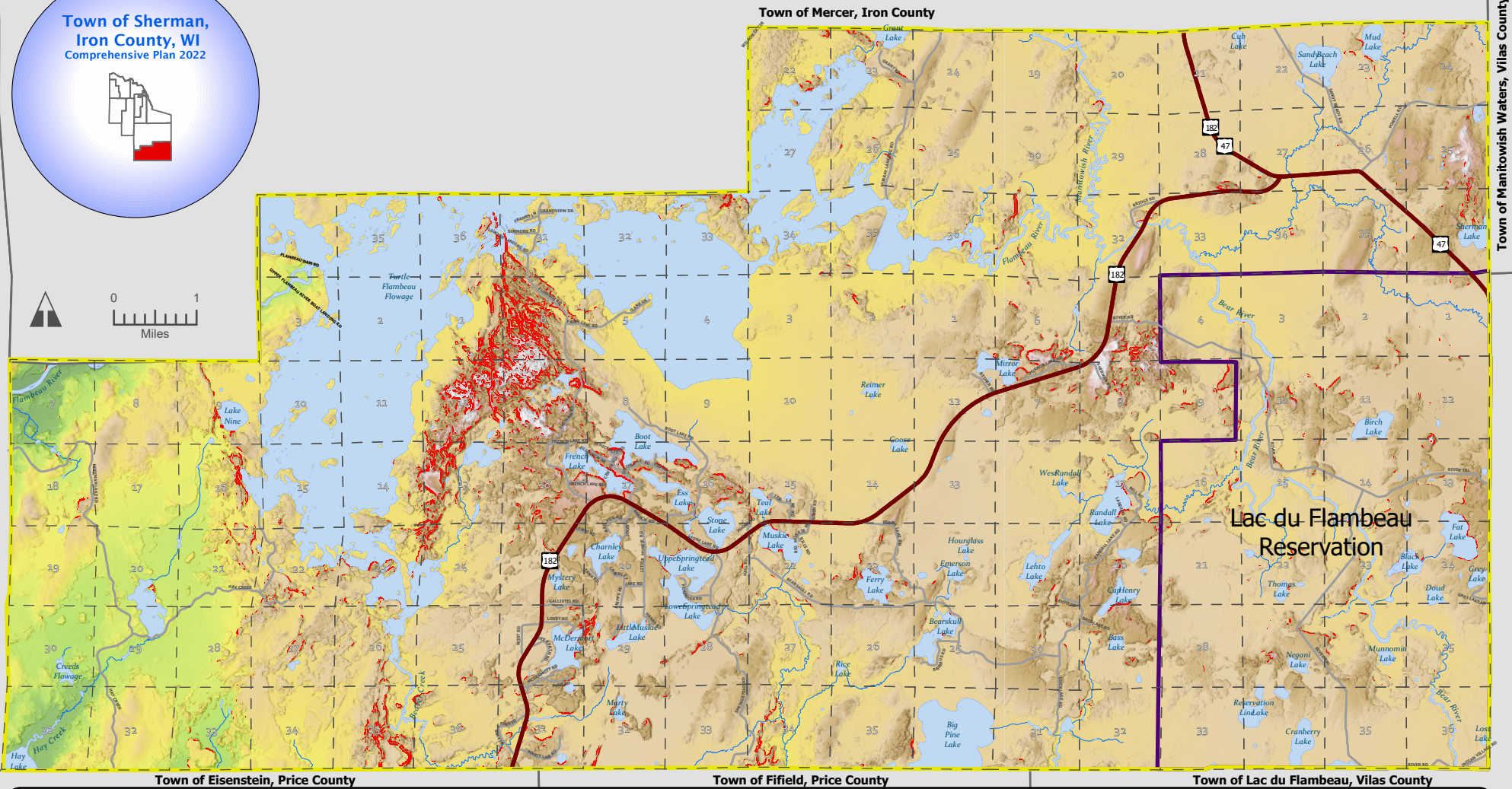
Objective 3: Promote the formation of the Sherman (Springstead) Historical Society.

**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022



0 1  
Miles

Town of Agenda, Ashland County



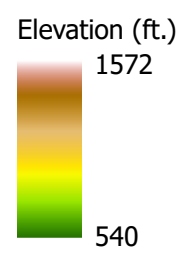
Town of Manitowish Waters, Vilas County

Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

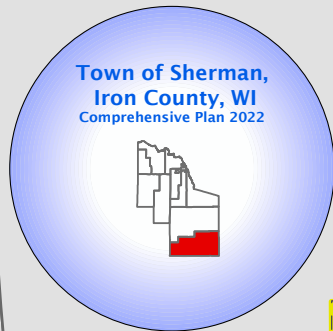
**Map 5.1-Elevation, Topography & Steep Slopes**



- Steep Slopes
- State Highway
- Local Road
- River/Stream/Creek
- Lake/Large River/Flowage
- Town Boundary



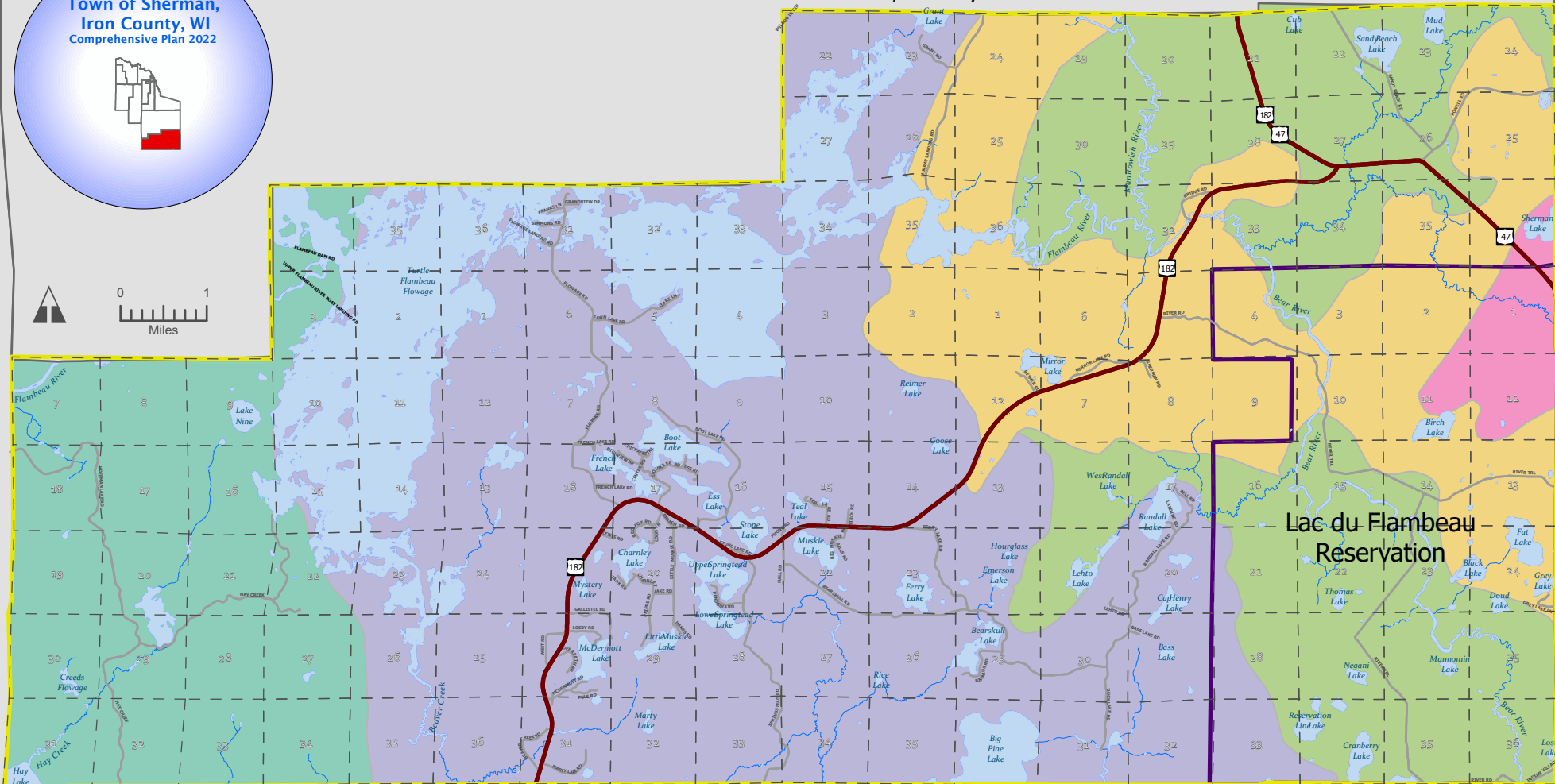




Town of Agenda, Ashland County

Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

### Map 5.2-Ecological Landscapes

#### Landtype Associations

- Chequamegon Washed Till and Outwash
- Glidden Drumlins
- Northern Highland Outwash Plains
- Powell Marsh
- Vilas-Oneida Outwash Plains
- Vilas-Oneida Sandy Hills
- State Highway
- Local Road
- River/Stream/Creek
- Lake/Large River/Flowage
- Town Boundary



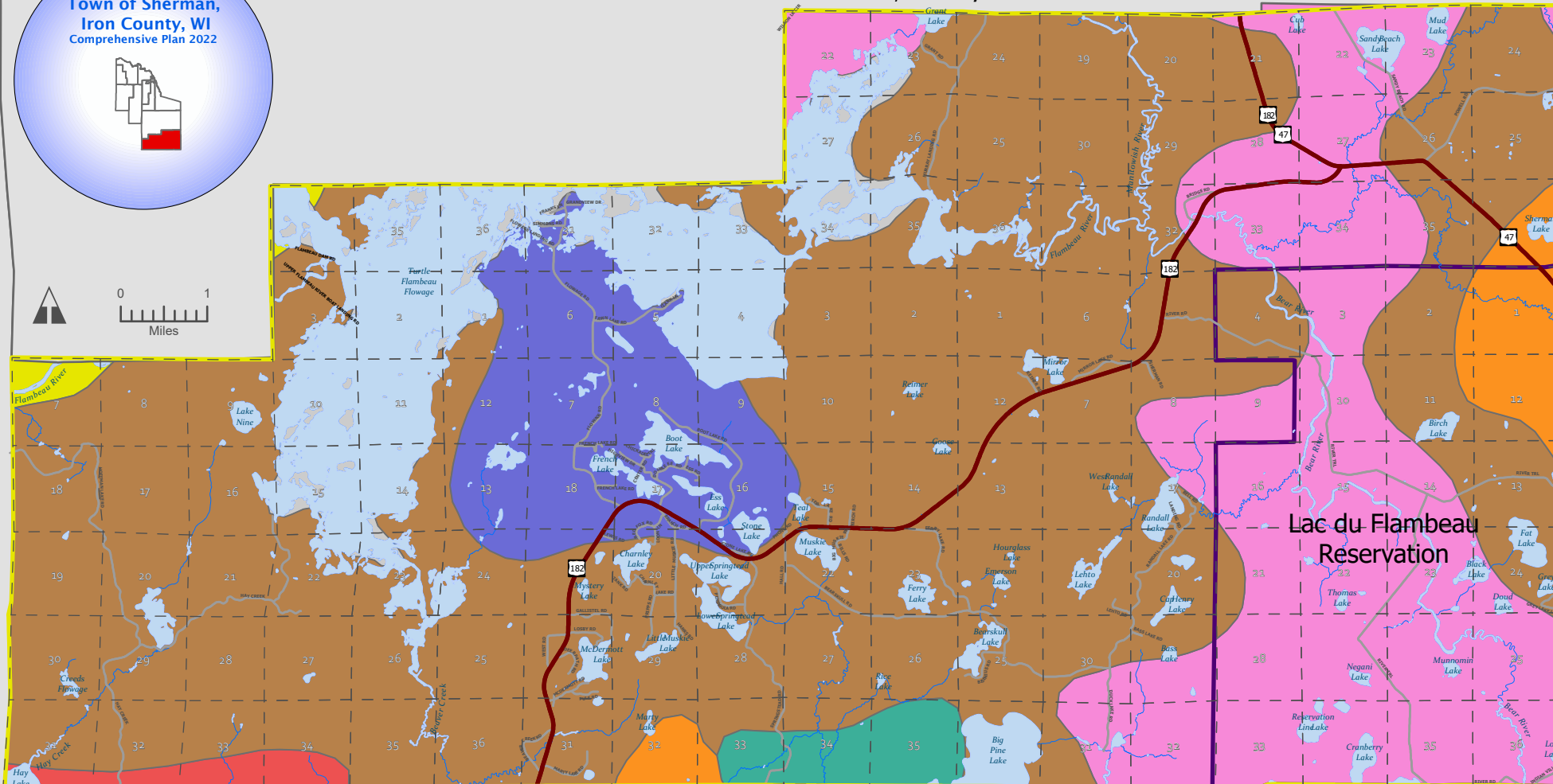
**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022



Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County

Town of Agenda, Ashland County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

### Map 5.3-Generalized Soils

#### Soil Associations

-  Pence-Champion (s8703)
-  Rifle-Lupton-Loxley-Cathro (s8702)
-  Loxley-Kinross-Croswell-Au Gres (s8708)
-  Sayner-Rubicon-Omega (S8704)
-  Pence-Padus (s8705)
-  Witbeck-Sarona\_Gogebic (s3377)
-  Monico-Goodwit-Champion (s8707)
-  State Highway
-  Local Road
-  River/Stream/Creek
-  Lake/Large River/Flowage
-  Town Boundary



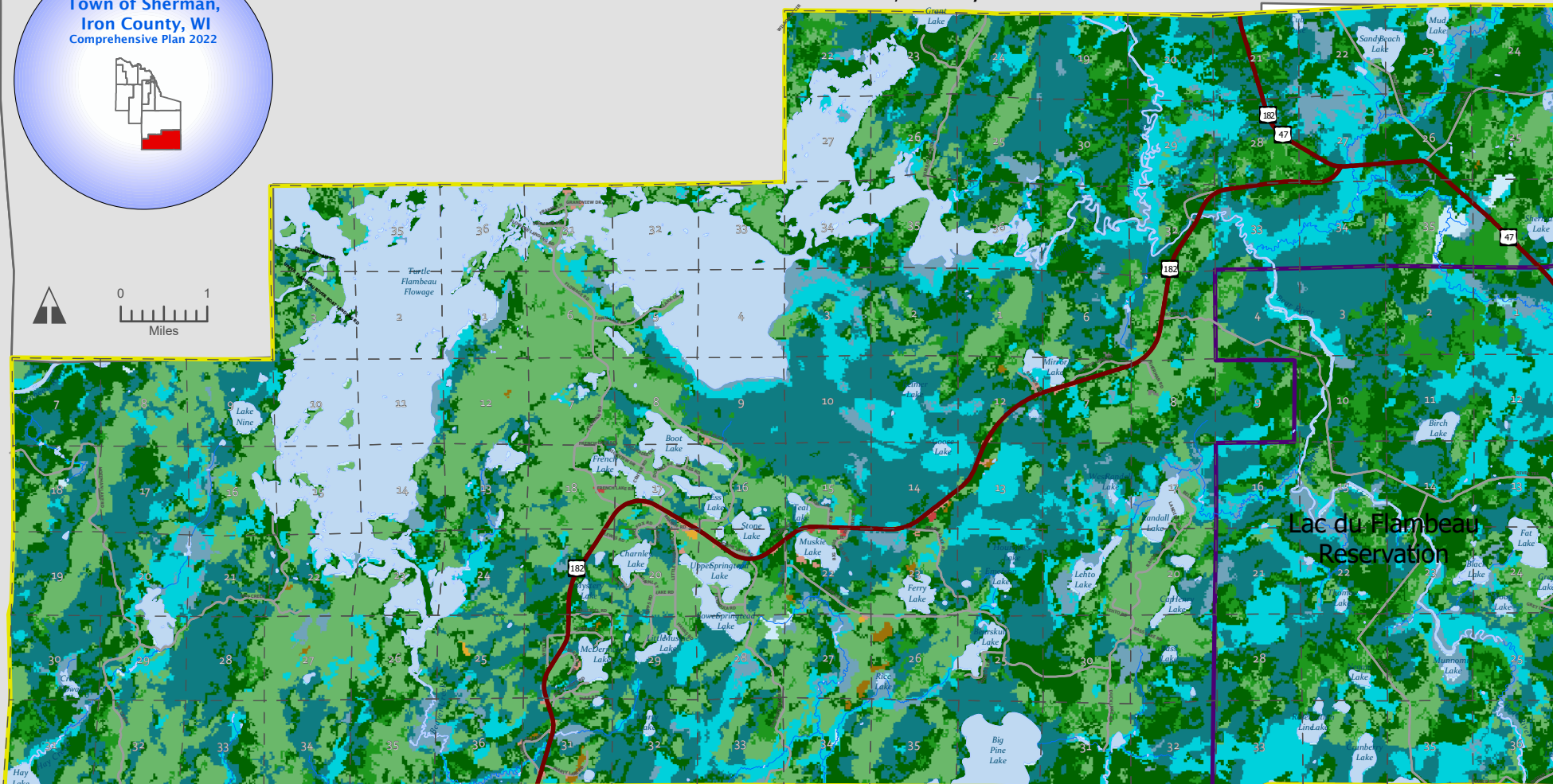
**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022



Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County

Town of Agenda, Ashland County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

**Map 5.4-Landcover**

Developed, High Intensity

Developed, Low Intensity

Broad-leaved Deciduous Forest

Coniferous Forest

Mixed Deciduous/Coniferous Forest

Forage Grassland

Idle Grassland

Barren

Lowland Scrub/Shrub

Forested Wetland

Emergent/Wet Meadow

Floating Aquatic Herbaceous Vegetation

Open Water

State Highway

Local Road

River/Stream/Creek

Lake/Large River/Flowage

Town Boundary





## ELEMENT 6 - ECONOMIC DEVELOPMENT

### 6.1 INTRODUCTION

The Town of Sherman is located in southern Iron County, within the highland lake district of north central Wisconsin. It is heavily forested and contains numerous surface water resources and wetlands. The area's natural resources provide four-season recreational activities and sustain tourism in the Town and the County. Protecting the Town's natural resources while also providing for economic development will be a delicate balance for the Town.

Factors or characteristics of the population, labor force, and the economic base of the Town play a key role in its economic development and will be discussed in this element. The strengths and weaknesses, of the Town with respect to attracting and retaining businesses will be explored. A multitude of Federal, State, Regional and County economic development and workforce development programs and/or organizations that may be available to the Town of Sherman are shown at the end of this element.

#### **Economic Development Vision – 20-Year Outlook**

*In preparation for the Comprehensive Plan Update, the Town of Sherman surveyed property owners regarding a variety of topics. Seventy Five percent (75%) of the survey respondents indicated that new commercial or industrial development near their property would detract from their quality of life. The message from the survey, meetings and related listening sessions is that as much as possible the Town should work to 'keep things as they are' and protect the uniqueness of what we have.*

*Therefore, economic development efforts in the Town of Sherman over the next 20 years should support continued growth of existing businesses and the jobs they create. However, great care should be taken so that new business development does not change the main reason residents choose to locate in Sherman, the Town's natural resources, remoteness, unique character, general solitude, and overall quality of life.*

### 6.2 LABOR FORCE

The labor force is defined as the portion of the population 16 years or older that is employed or unemployed but looking for a job. Table 6.1 gives an overview of the characteristics of the population and labor force in the Town of Sherman, Iron County, and Wisconsin.

Sherman's share of population over age 60 is much larger than the County, the State, or the Nation. This is reflected in the Town's median age of 64.2, which is higher than the State (39.5) or Iron County (54.9) median age.



**Table 6.1: General Characteristics of the Workforce**

<b>Characteristics</b>	<b>Town of Sherman</b>	<b>Iron County</b>	<b>Wisconsin</b>
Civilian Labor Force	125	2,699	3,097,113
Unemployment Rate	4.0%	7.0%	2.4%
Labor Participation Rate	43.4%	49.9%	66.5%
Education Beyond High School (25 and over)	27.7%	60.9%	56.3%
Bachelor's Degree or Higher (25 and over)	29.9%	20.0%	31.3%
Per Capita Income	\$36,493	\$28,857	\$34,568
Median Household Income	\$50,875	\$43,798	\$64,168
Median Age	64.2	54.9	39.5

Source: U.S Census Bureau, ACS 2019 5-Year Estimates

Labor Participation Rate is the number of residents working or looking for work, divided by the total non-institutional population over 16 years of age. One of the primary reasons for the low labor participation rate in the Town is the sizable percentage of the population over age 65. An aging labor force, a low birth rate, and the loss of younger workforce members has and will continue to impact the labor supply of the Town of Sherman and, therefore, will influence the Town's economy.

### **6.3 ECONOMIC BASE**

The Town of Sherman is in the "lake region" of Wisconsin's Northwoods. It occupies 138 square miles and has fifty-five named lakes and numerous unnamed small lakes that occupy 3,000 acres with seventy-nine miles of shoreline (excluding the Turtle-Flambeau Flowage).

The Turtle-Flambeau Flowage, located in both Sherman and the Town of Mercer, is a reservoir created in 1926 by damming of the Turtle and Flambeau Rivers. The Flowage covers an additional 14,000 acres of water and 211 miles of shoreline. The State of Wisconsin owns about 95% of the shoreline.

Due to the abundance of natural resources, recreation and tourism are extremely important to the Town's economy.

#### **Employment by Industry**

Table 6.2 lists the number and percent of employed residents in the Town of Sherman, by industry sector, from ACS 2019 5-Year Estimate data plus the estimated annual average pay for each industry sector for Iron County as a whole (pay data is not available at Township level).

The Retail Trade sector has the largest number of employees (27%) that are residents of the Town. Manufacturing, construction, and professional sectors employ the next largest number of Town residents.

**Table 6.2: Employment by Industry using NAICS**

<b>Industry</b>	<b>Town of Sherman Employees</b>	<b>Percent</b>	<b>Annual Avg Pay for Iron County</b>
All Industries	74	100.0%	\$31,085
Agriculture, forestry, fishing and hunting, and mining	1	1.4%	\$33,270
Construction	8	10.8%	\$38,240
Manufacturing	14	18.9%	\$34,861
Wholesale trade	0	0.0%	
Retail trade	20	27.0%	
Transportation and warehousing, and utilities	1	1.4%	\$25,401
Information	1	1.4%	\$52,586
Finance, insurance, real estate, and rental and leasing	5	6.8%	\$32,198
Professional, scientific, mgmt., administrative, and waste mgmt.	8	10.8%	
Educational, health and social services	7	9.5%	\$36,565
Arts, entertainment, recreation, accommodation, and food service	7	9.5%	\$18,757
Other services (except public administration)	0	0.0%	
Public administration	2	2.7%	\$39,635

Source: U.S. Census Bureau, 2019 ACS %-Year Estimates, WI DWD

Not included in Table 6.2 are businesses in the Town defined as ‘non-employers.’ The Census Bureau defines non-employers as businesses with no paid employees but that are subject to federal income tax. Typically, these are self-employed individuals or partnerships that have chosen not to incorporate. Non-employers are not included in any of the detailed sector-specific reports published by the Census Bureau.

## **Sherman Businesses**

Table 6.3 lists the employers in the Town of Sherman.

<b>Table 6.3: Employers in Sherman</b>		
<b>Employer Name</b>	<b>Product or Service</b>	<b>Employment Size Range</b>
Town of Sherman – Iron County	Executive and Legislative Offices	1-4
Kramer Forest Products Inc.	Other Building Material Dealers	1-4
Frontier Inn	Full-Service Restaurant	1-4
The Birches on Boot Lake	Resort/Tavern	1-4
Springstead Lake Lodge	Resort/Tavern	1-4
North of the Border	Resort/Restaurant	1-4
A and J Springstead Trading Post	General Store	1-4
French Lake Resort	Resort	1-4
Penninsula Pines	Resort/Tavern	
Double E Resort	Resort	1-4
Deerwood Lodge	Resort	1-4
Flowage Stowage	Self-Storage Warehouse	1-4

Source: local knowledge.

## **6.4 TECHNICAL AND PHYSICAL INFRASTRUCTURE**

The Town of Sherman and Iron County have transportation facilities to serve existing and future businesses. An excellent roadway system is available in the County providing truck freight access to businesses. Great Lakes cargo shipping service is available at Duluth/Superior. Passenger and airfreight service is available at both the Gogebic/Iron County Airport in Ironwood, MI and at the Oneida County Airport in Rhinelander, WI.

Physical infrastructure, like sewer, water and natural gas are not currently available in the Town. Electrical service is adequate for current needs, but upgrades will be needed to serve major new developments. Telecommunications services are improving and available to businesses.

## **6.5 QUALITY OF LIFE**

An excellent quality of life is becoming increasingly important to employers and employees alike, not only in Wisconsin, but around the country. The Town of Sherman has an excellent quality of life for those who appreciate the outdoors, encounters with wildlife and a simple lifestyle with few amenities.

The tranquility and solitude of the great outdoors is plentiful. The lack of traffic congestion, low crime rates and the small-town atmosphere enhance the quality of the living environment. Clean, unpolluted air as well as open space for recreation and expansion add to the general overall quality of life for residents of the Town.

## **6.6 STRENGTHS AND WEAKNESSES FOR ATTRACTING & RETAINING BUSINESS AND INDUSTRY**

### **Strengths**

1. Overall Quality of Life (low crime, no traffic, clean environment, etc.)
2. Abundance of natural resources for the Wood Products/Forest Industries.
3. Natural Resources (lakes, forest, etc.) for Tourism Industry

### **Weaknesses**

1. Lack of sewer, water, and natural gas utility services
2. Labor force availability (low labor force participation rate in the Town)
3. Twenty plus mile distance to shopping, schools, health care and other basic amenities
4. Electric power grid may be inadequate for certain businesses
5. Small local market and high seasonal population limits retail/service type development
6. Distance to major transportation centers/routes increases shipping costs for manufacturers
7. Cell phone service is improving but could be better
8. There are development limitations based on the Town's topography

## **6.7 BUSINESS AND INDUSTRY SITES**

Sherman's Land Use Plan, completed in 2002, identified four areas along Hwy 182 as future "highway commercial" districts. These districts all have existing commercial businesses, and the Land Use Plan encourages potential new commercial development to locate adjacent to or near these businesses.

Currently, a property located five hundred feet on either side of Hwy 182 is a commercial overlay district. However, the Hwy 182 frontage includes wetlands, lakes, streams, rivers, state and privately-owned property which limit commercial development. Property in the five hundred foot commercial overlay district is also subject to restrictions contained in the base zoning and shoreland regulations.

## **6.8 TOURISM IMPACT TO THE LOCAL ECONOMY**

Information on tourism spending is not available at the Town level; therefore, Iron County data, acquired from the Wisconsin Department of Tourism must be used for the Town of Sherman.

Iron County is a vacationland for local and distance travelers and ranks 46<sup>th</sup> of seventy-two counties in the state for traveler spending. Local events and natural resources significantly contribute to the number of visitors to Iron County and the Town of Sherman.

According to the State Department of Tourism, traveler spending statewide has continued to increase, reaching an estimated \$9.8 billion in 2020 and \$19.7 million in Iron County. The total impact of tourism extends far into the county, contributing to schools and local governments. Local and State revenues (property tax, sales taxes, lodging taxes, etc.)

collected because of tourist spending was an estimated \$2.2 million in 2020.

The economic impact to the Town of Sherman based on seasonal homes is significant. According to Census 2010, more than two thirds of the total housing units in the Town are for seasonal, recreational, or occasional use.

## **6.9 REDEVELOPMENT AND CONTAMINATED SITES**

Redevelopment of contaminated or blighted locations can be of significant benefit to local units of government. Benefits range from removing potentially environmentally hazardous materials to adding tax base and jobs to the area. Too often, these sites are overlooked due to the perceived costs associated with redevelopment. Programs at the state and federal level can contribute to the cleanup of contaminated or blighted sites. The Petroleum Environmental Cleanup Fund Act and the creation of Tax Increment Districts can be used to redevelop and clean up contaminated and blighted sites.

Leaking underground storage tanks (LUST's) are often a source of localized contamination problems and may pose threats to health and safety. These threats may include contamination of soil and groundwater; contamination of drinking water; or contamination of lakes, rivers, and streams. Underground storage tanks are regulated in Wisconsin.

Land users should consider the potential negative impact of LUST sites and other pollution hazards. Wisconsin's corrective action rules (NR 140 & NR 700 series) define the process for management of environmental discharges from the time of discovery until site closure. Soil and groundwater cleanup standards under these rules are 'risk-based,' with consideration of individual site conditions. Currently, the Town of Sherman has no open LUST sites.

## **6.10 ECONOMIC & WORKFORCE DEVELOPMENT - PROGRAMS / ORGANIZATIONS**

There are programs at the federal, state, regional and local level that can help the Town of Sherman to support both economic development and workforce development efforts. In addition, there are programs available for individual businesses to assist in start-up and expansion.

### **Federal Economic Development Programs**

#### **USDA-Rural Development Programs**

USDA Rural Development: Business and Industry Guaranteed Loan Program  
<https://www.rd.usda.gov/>

USDA-Rural Development: Community Facility Loan (CFL) Program

<https://www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program>

USDA-Rural Development: Rural Economic Development Loan Program (REDL)

<https://www.rd.usda.gov/programs-services/rural-economic-development-loan-grant-program>

**U.S. Economic Development Administration (EDA)**

EDA: Public Works and Development Facility Grant Program

<https://www.eda.gov/programs/>

**U.S. Small Business Administration (SBA)**

<https://www.sba.gov/>

**State of Wisconsin Economic Development Programs**

**Wisconsin Department of Administration (DOA)**

Community Development Block Grant for Economic Development (CDBG-ED)

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

**Wisconsin Economic Development Corporation (WEDC)**

Economic Development Tax Credit

Community Development Block Grant for Economic Development (CDBG-ED)

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

**Wisconsin Department of Tourism**

**Wisconsin Department of Transportation (WisDOT)**

Transportation Facilities for Economic Assistance and Development (TEA) Program

<http://www.dot.wisconsin.gov/localgov/aid/tea.htm>

**Wisconsin Housing and Economic Development Authority (WHEDA)**

Small Business Guarantee

<https://www.wheda.com/>

**Local and Regional Programs**

**Northwest Wisconsin Business Development Corporation**

**Indianhead Community Action Agency Revolving Loan Fund**

<http://www.indianheadcaa.org/>

**Northwest Wisconsin Regional Economic Development Fund**

**Northwest Wisconsin Business Development Fund (NWBDF)**

<http://www.nwrpc.com/64/Economic-Development>

**Wisconsin Angel Network**

**Sawyer County Development Corporation (SCDC)**  
**SCDC Revolving Loan Fund**  
<http://www.scdc.us>

## **Visions Northwest**

### **6.11 ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND ACTIONS**

A set of goals, objectives and actions have been developed to assist the Town of Sherman in its overall effort to support, retain and evaluate economic development activity.

#### **ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND ACTIONS**

**GOAL: TO HAVE FUTURE ECONOMIC GROWTH THAT IS COMPATIBLE WITH THE COMMUNITY'S NEEDS WHILE PROTECTING THE NATURAL RESOURCES AND MAINTAINING THE REMOTE NATURE OF THE TOWN.**

Objective 1: Support/encourage formation of a local business association.

Objective 2: Focus economic development activity on tourism, forestry, and other businesses that are compatible with the needs and desires of the community.

## **ELEMENT 7 - INTERGOVERNMENTAL COOPERATION**

### **7.1 INTRODUCTION**

Intergovernmental cooperation involves collaborating with neighboring communities, school districts, and agencies to understand how their future planning and development activities may impact the Town of Sherman. This should involve sharing information about the Town of Sherman's Comprehensive Plan with neighboring communities and agencies and neighboring communities and agencies sharing their plans and initiatives with the Town of Sherman.

### **7.2 Relationships to the Town of Sherman**

The Town of Sherman shares a municipal border with the Lac du Flambeau Indian Reservation and six governmental units represented within four counties. In addition, the Town must also coordinate with state, local, and regional organizations.

#### **Adjacent Town Governments**

The Town of Sherman shares municipal borders with the Towns of Agenda (Ashland Co.); Eisenstein (Price Co.); Fifield (Price Co.); Lac du Flambeau and Manitowish Waters (Vilas Co.); and Mercer (Iron County).

The Town's relationship with all neighboring towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. The borders between the Town of Sherman and adjacent governmental units are fixed.

The Town of Sherman and its adjoining jurisdictions share a common rural character. In the future, should mutually beneficial opportunities for shared service contracts arise with adjoining towns, the Town of Sherman is open to considering such options.

Most towns adjacent to Sherman completed comprehensive plans in the mid 2000's. The only neighboring jurisdiction comprehensive plan update was done in 2017 by the Town of Manitowish Waters (Vilas County) which borders Sherman on the east and south.

The Town of Sherman is open to participating in the planning efforts of adjacent communities and, likewise, is open to input from adjacent communities in their planning process. The Town of Sherman will consider the adjoining town's comprehensive plans when making future land use decisions. The Town of Lac du Flambeau comprehensive plan was recently updated, in 2019.

#### **The Lac du Flambeau Indian Reservation**

The Town of Sherman shares a border with the Lac du Flambeau Band of Lake Superior Chippewa Indian Reservation. The entire reservation is approximately 86,630 acres, with 14,595 acres located in the southeast portion of the Town.



### **County Governmental Units**

Since the Town of Sherman is an unincorporated area, the Town falls under the umbrella of the Iron County comprehensive zoning ordinance. Approvals for zoning changes, including conditional use permits, are granted through Iron County. Zoning changes and conditional use permits are passed onto the Town of Sherman for initial review and consideration. The Town expects that the County will consider recommendations provided by the Town's comprehensive plan. Likewise, the Town expects the County to understand that the ***Future Land Use Map*** provides a general pattern for future development.

Ashland County partially borders the Town of Sherman to the west, Price County partially borders Sherman to the south, and Vilas County borders Sherman to the east and partially to the south. This proximity to other counties requires the Town of Sherman to communicate with these counties on a periodic basis. This communication helps to minimize potential problems that may arise on the sharing of services and facilities. Continued interaction between the Town and these counties is encouraged, especially relating to future land use decisions and potential development projects.

### **Regional Governmental Units**

Northwest Regional Planning Commission was formed under Section 60.0309 of Wisconsin State Statutes to provide a range of services to local units of government within the RPC boundary. RPC's provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local governments. The Town of Sherman is within the boundary of the Northwest Regional Planning Commission (NWRPC), which is based in Spooner, Wisconsin. The Town of Sherman and NWRPC have worked cooperatively on community projects in the past, such as in the development of the Town of Sherman Land Use Plan (2002), the Town of Sherman Comprehensive Plan (2005), and this Comprehensive Plan Update (2023).

### **State Agencies**

The Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, and the Wisconsin Department of Revenue are the primary state agencies the Town of Sherman coordinates with to achieve the goals and objectives of this plan. *WDNR* takes a lead role in wildlife protection and the sustainable management of woodlands, wetlands, and other natural wildlife habitat areas. *WisDOT* is responsible for planning and development of state highways and other multi-modal transportation systems. Through the *DOR* shared revenue program, the State of Wisconsin distributes tax revenues to municipal and county governments for use at their discretion. Open communication and participation in land use, natural resources, and transportation decisions, which may impact the Town, is an important priority for intergovernmental cooperation in the future.

### **Federal Agencies**

There is no federal land or agencies located in the Town of Sherman that require intergovernmental processes.

### **School Districts**

The Town of Sherman is served by the Chequamegon School District. The Town's relationship with the school district can be characterized as cooperative. Regular and open communication is critical to ensure the cooperative relationship will continue to be strengthened. Since school-age children travel to Park Falls or Glidden to attend school, the Town of Sherman should continue to work with the Chequamegon School District/Board.

### **Intergovernmental Comprehensive Planning Process**

On behalf of the Town of Sherman, the NWRPC contacted Iron County, the Chequamegon School District, state, and federal agencies regarding their available services.

### **Conflict Resolution Process (CRP)**

As part of this planning process, the Town of Sherman was asked to identify existing/potential conflicts between adjoining and overlapping governmental units. The Town of Sherman did not identify any current or foreseeable conflicts with adjoining towns. Potential conflicts related to land use decision-making have been diminished due to the concerted development of the local multi-jurisdictional planning process. Although it is important to recognize that future variables may result in conflict, planning for potential future conflict between jurisdictions requires a process to resolve such disputes. The conflict resolution process developed for Iron County outlines the appropriate steps to be taken by the local governing body to resolve these disputes in a logical, systematic, and equitable manner. **See Appendix C for detailed description of the conflict resolution process.**

### **Agreements with Neighboring or Overlapping Jurisdictions**

The Town of Sherman has established both formal and informal agreements with adjacent and overlapping units of government as follows:

- Fire Department Mutual Aid Agreement with Town of Mercer
- Fire Department Mutual Aid Agreement with Town of Lac du Flambeau
- Fire Department Mutual Aid Agreement with Town of Manitowish Waters
- Fire Department Mutual Aid Agreement with Town of Fifiel – Pike Lake Fire District
- Fire Department Mutual Aid Agreement with Wisconsin DNR
- Ambulance Service Agreement with Marshfield Medical Center-Park Falls (west of Mirror Lake Road)
- Ambulance Service Agreement with Town of Mercer (east of Mirror Lake Road)
- If needed, Sherman will dispatch a snowplow to assist on ambulance runs in the Town

- Informal EMS training with Fifield and Pike Lake EMS
- Snow Plowing Agreement with Town of Mercer for Wilson Lake Road and Dam Road

### **7.3 INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, AND ACTIONS**

A set of goals, objectives and actions were developed to assist the Town of Sherman on intergovernmental cooperation issues.

#### **INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, AND ACTIONS**

##### **GOAL 1: TO HAVE INFORMED AND ENGAGED RESIDENTS.**

Objective 1: Improve public communication.

Action 1: *Encourage full-time and seasonal residents to sign up to receive Town emails.*

Action 2: *Utilize the Town's website and designated bulletin boards to provide information on Town matters.*

Action 3: *Create an informational packet for residents and other users of Town facilities and services.*

Action 4: *Form a work group to determine the capabilities of the Town web site and work with the Town Board to make improvements.*

Objective 2: Broaden the Volunteer Base

Action 1: *Match up resident skill sets with various volunteer opportunities.*

## **GOAL 2: TO HAVE COOPERATIVE RELATIONSHIPS WITH NEIGHBORING JURISDICTIONS.**

Objective 1: Coordinate with Iron County for enforcement of local and County regulations within the Town.

*Action 1: Meet periodically with Iron County Zoning to review standards and enforcement activity taking place at the County level.*

*Action 2: Participate in conditional use permit review to ensure the Town's goals are followed.*

*Action 3: Review periodic reports and updates provided by the County Supervisor.*

Objective 2: When feasible, cooperate with adjoining towns and government units regarding facility planning, services, and land-use policies to gain efficiency and regional development consistency.

*Action 1: Maintain awareness of opportunities that may arise and respond as appropriate.*

Objective 3: Maintain open lines of communication with the WDNR and Iron County

*Action 1: Contact WDNR personnel and Iron County departments as needed to share information and review relevant topics.*

## ELEMENT 8 - LAND USE

### 8.1 INTRODUCTION

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

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

### 8.2 EXISTING LAND USE INVENTORY

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

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

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

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

Source: NWRPC, Local Government

### 8.3 LAND USE TRENDS

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

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

Source: Wisconsin Department of Revenue 2021

## 8.4 EXISTING LAND USE AND DEVELOPMENT REQUIREMENTS

### **Zoning Ordinance**

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

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

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

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

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

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

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

Source: Iron County Zoning Department

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

### **Iron County Zoning Districts**

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

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

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

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

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

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

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

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

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



therefore, larger lot sizes are indicated.

**Agricultural (A-1)**

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

**Agricultural (A-2)**

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

**Commercial (C-1)**

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

**Industrial (I-1)**

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

**Industrial (I-2)**

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

**Forestry (F-1)**

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

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

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

### Planned Unit Development (PUD)

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

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

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

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

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

Source: Iron County Zoning Ordinance

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

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

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

### New Construction Condominiums

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

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

Source: Iron County Zoning Department

## 8.5 IRON COUNTY SHORELAND-WETLAND ZONING

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

### **REQUIREMENTS FOR SHORELAND DEVELOPMENT**

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

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

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

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

#### **SUBSTANDARD LOTS.**

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

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

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

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

#### **OTHER SUBSTANDARD LOTS**

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

## **BUILDING SETBACKS**

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

### **Shoreland Setback**

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

### **Side Yard Setback**

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

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

Rear Yard Setback for Non-Riparian Lots.

### **Accessory structures**

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

### **Principal structures**

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

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

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

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

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

### **Iron County Floodplain Ordinances**

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

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

### **Private Sewage System Regulations**

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

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

### **Nonmetallic Mining**

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

## **8.6 LAND PRICES & VALUATION**

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

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

### **Rural Vacant Land**

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

### Platted Rural Subdivisions

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

### Land Values

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

### Equalized Value

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

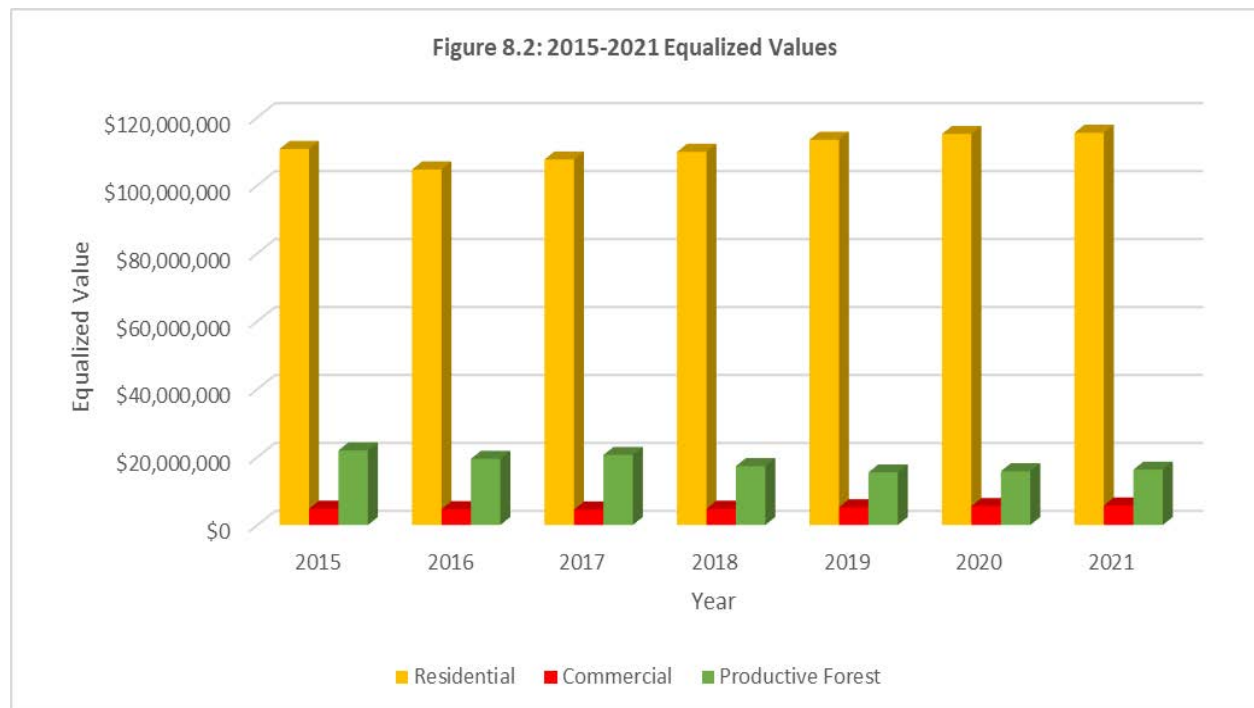
### Assessed Value

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

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

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

Source Wisconsin Department of Revenue Equalized Value Visualization Tool



## 8.7 FUTURE LAND USE

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

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

## 8.8 PROTECTING PRIVATE PROPERTY RIGHTS

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

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

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

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

## **8.9 LAND SUPPLY**

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

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

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



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

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

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

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

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

Source: NWRPC GIS Analysis

## Tax Parcel Trends, 1977-2020

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

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

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

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

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

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

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

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

## 8.10 GROWTH COSTS

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

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

## 8.11 OPPORTUNITIES FOR REMEDIATION AND REDEVELOPMENT

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

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

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

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

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

### **Waste Disposal Sites**

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

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

## 8.12 LAND USE CONFLICTS

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

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

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

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

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

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

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

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

## **8.13 FUTURE LAND USE MAP**

### **Background**

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

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

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

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

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

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

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

### **Future Land Use Categories**

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

discretion of the Iron County Zoning Department.

### **Category Descriptions**

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

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

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

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

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

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

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

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

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

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

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

#### **6. Forestry**

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

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

## 8.14 LAND USE GOALS, OBJECTIVES, AND ACTIONS

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

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

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

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

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

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

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

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

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

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

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

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

*on land use planning and land use decisions.*

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



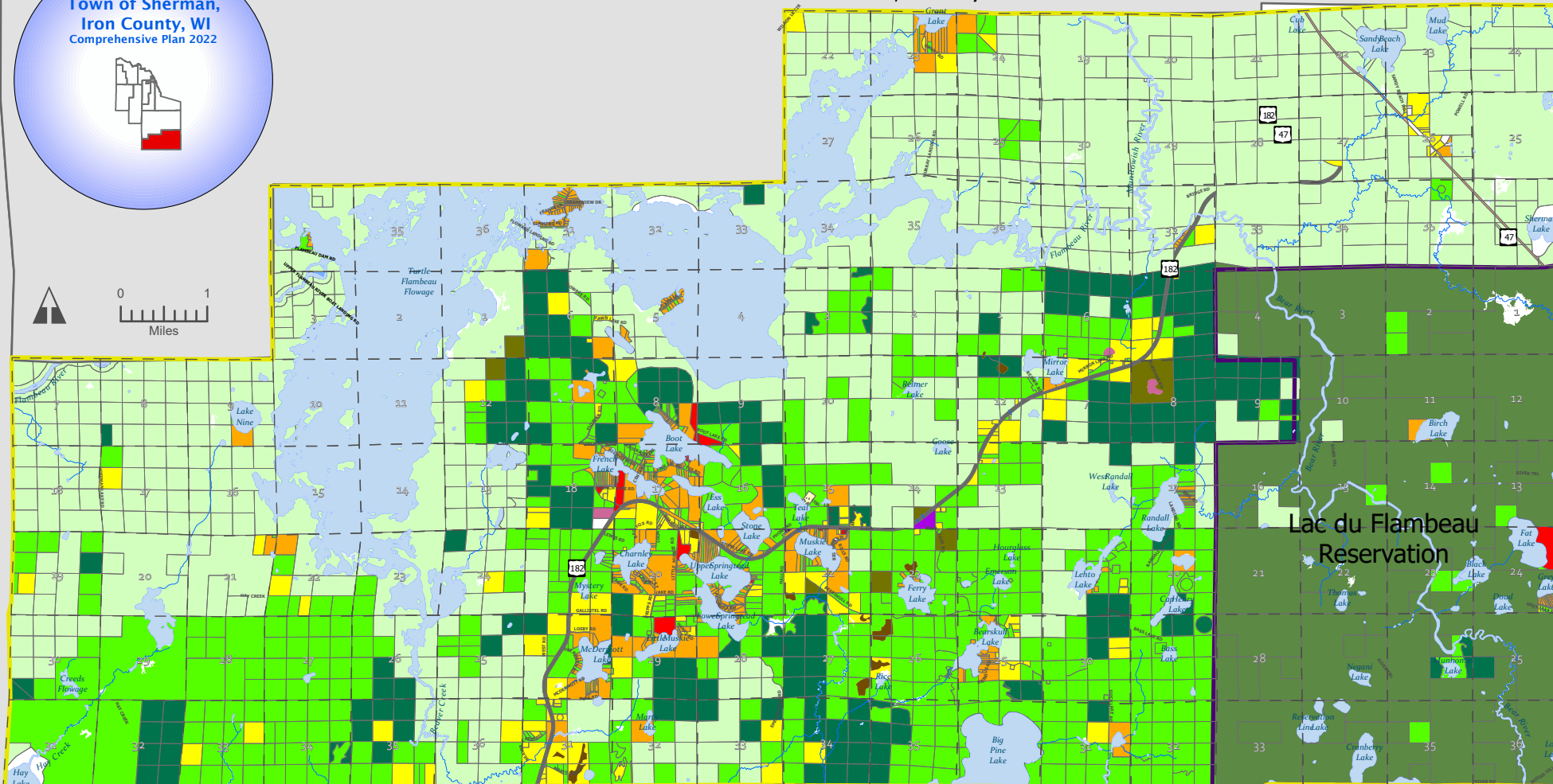
**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022



Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County

Town of Agenda, Ashland County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

**Map 8.1-Existing Land Use**

- Agriculture
- Commercial
- Forest, Tax Law Enrolled
- Forest, LDF Reservation
- Forest, Private
- Forest, State of Wisconsin
- Forest, Town
- Government
- Highway Corridor
- Non-Metallic Mining
- Recreational Trail Corridor
- Utilities
- Residential, Condo
- Residential, Non-Shoreland
- Residential, Shoreland

- River/Stream/Creek
- Lake/Large River/Flowage
- Town Boundary



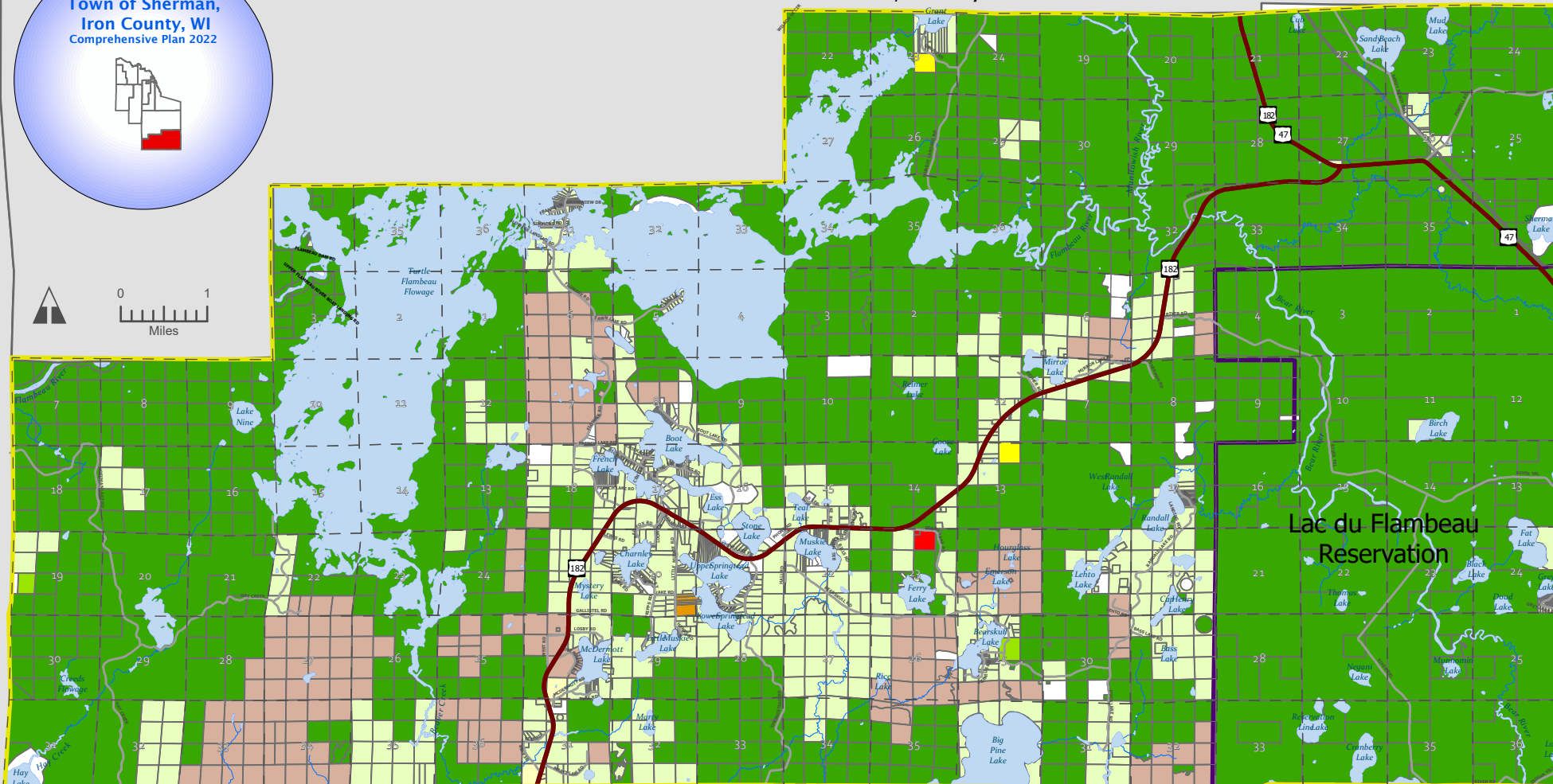
**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022



Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County

Town of Agenda, Ashland County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

**Map 8.2-Zoning**

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

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



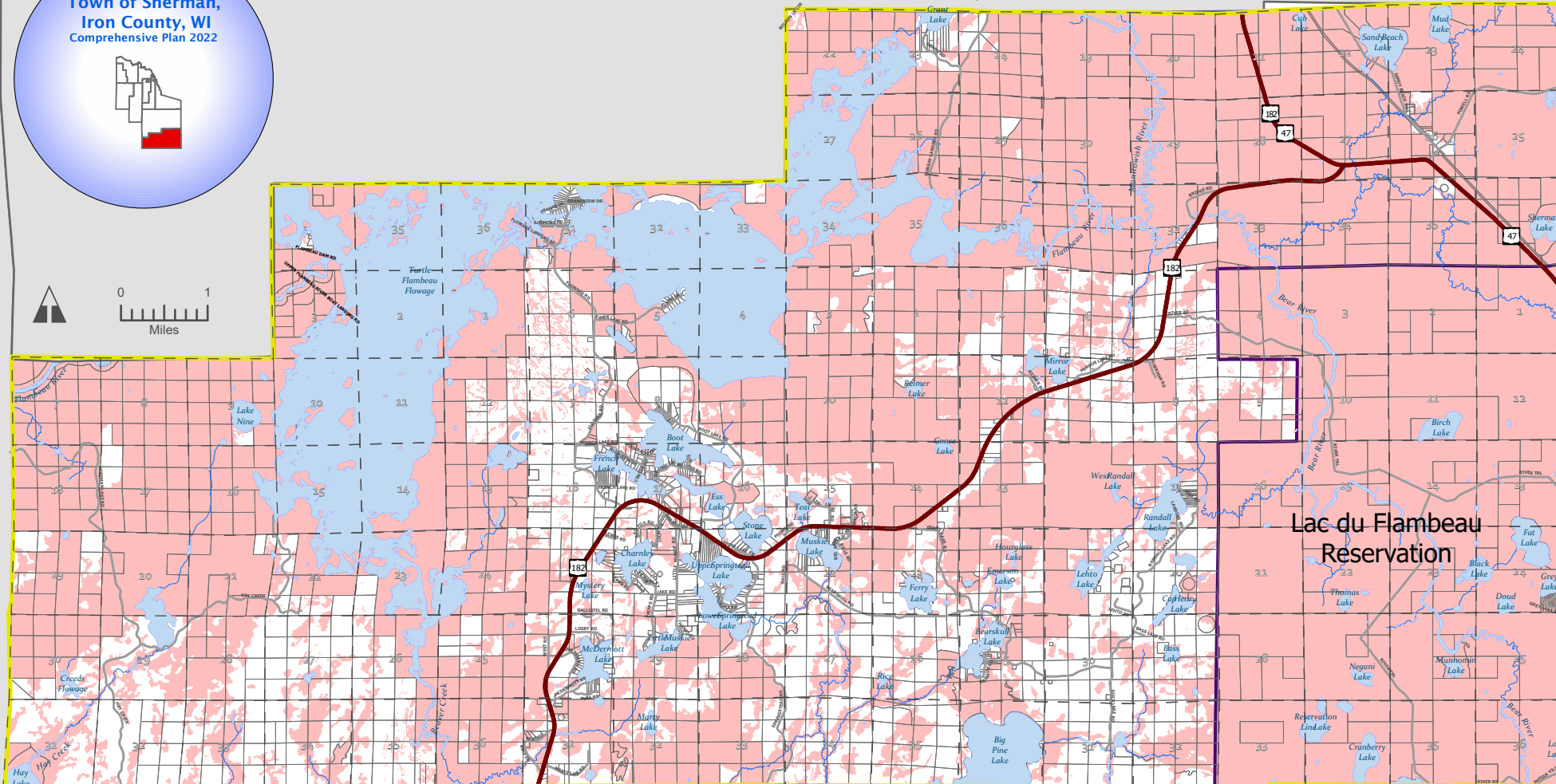
**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022



**Town of Mercer, Iron County**

**Town of Manitowish Waters, Vilas County**

**Town of Agenda, Ashland County**



**Town of Eisenstein, Price County**

**Town of Fifield, Price County**

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

**Map 8.3-Combined Constraints**

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





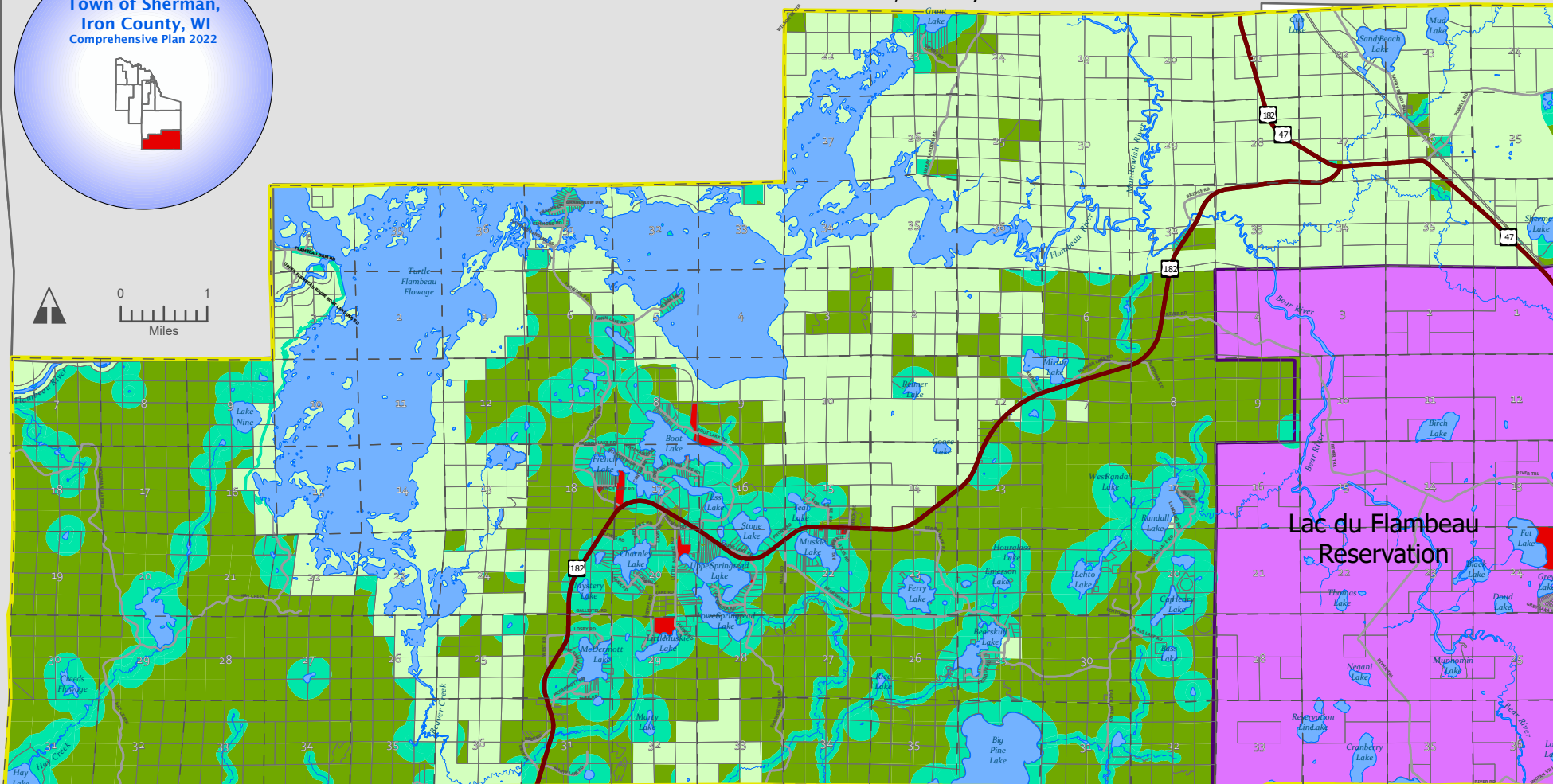
**Town of Sherman,  
Iron County, WI**  
Comprehensive Plan 2022



Town of Mercer, Iron County

Town of Manitowish Waters, Vilas County

Town of Agenda, Ashland County



Town of Eisenstein, Price County

Town of Fifield, Price County

Town of Lac du Flambeau, Vilas County

**Map 8.4-Future Land Use**

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



## **ELEMENT 9: IMPLEMENTATION**

### **9.1 INTRODUCTION**

The purpose of this element is to explain how this plan will be implemented to achieve the desired outcomes, actions, etc. as set forth by the Town of Sherman. The Town of Sherman Comprehensive Plan addresses many important components critical to sustaining a healthy community while preserving the area's natural resources and history. As change is inevitable, the Plan may need to be amended to appropriately reflect those changes. This element includes a table of all the goals, objectives, and actions highlighted in each previous element of the Plan, with a timeframe for those actions. In this way, this element serves as the master "to do" list for implementing the Plan.

### **9.2 HOW TO USE THE PLAN**

The Town of Sherman Comprehensive Plan is intended to help guide growth and development decisions within the Town. The plan is an expression of the Town's wishes and desires and provides a series of actions for assisting the Town in attaining its goals. The Comprehensive Plan is not an inflexible or static set of rules. The objectives and actions are intended to allow flexibility in consideration of new information or opportunities. The Plan is not an attempt to predict the future but an attempt to document community values and philosophies that citizens of the Town of Sherman share. The Plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation, and economic development.

The Plan Commission, Town Board, and residents in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be examined to determine whether they are consistent with community wishes and desires as expressed in the Comprehensive Plan.

When looking at proposals for growth or development, a thorough review of the Plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether the Plan provides relevant direction and whether the requested action is in conformance with the Plan. Development proposals with significant potential impacts will require a more detailed analysis to determine consistency.

### **9.3 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT**

Within this Implementation Element, it is required to "describe how each of the elements of the Comprehensive Plan will be integrated and made consistent with the other elements of the Comprehensive Plan." As a result of the Comprehensive Plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others; and based

on that analysis, there are no known inconsistencies between the planning elements. In the future, as plan amendments occur, it is important that the Sherman Plan Commission and Town Board both conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated and forward approach to planning.

## **9.4 MEASURING PLAN PROGRESS**

As part of the comprehensive planning process, several goals, objectives, and actions were developed that, when implemented, are intended to build stronger relationships, and give direction to the Town Board and residents, including year-round and seasonal. Many of the objectives and actions can be accomplished in the short term, while some will take longer to accomplish.

It is required to include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the Comprehensive Plan. The task of developing a measurement tool to gauge the outcome of this Plan's objectives and actions will be accomplished by the development of an implementation target for the identified actions. These targets will provide guidance to the Plan Commission and Town Board on when specific actions should be initiated. Based on the targets, the Plan Commission can then measure the progress of achieving implementation of the Comprehensive Plan.

The Plan Commission and residents participating in the plan process developed the list of goals, objectives, and actions. The goals are the "purpose or end" that provides direction for the Town and other governmental organizations, such as Iron County. Objectives are statements that are measurable benchmarks the community works to achieve, and the actions are more specific statements that set preferred courses of action to carry out the objectives in the foreseeable future.

## 9.5 IMPLEMENTATION TABLE

### HOUSING

<b>GOAL 1: TO HAVE HOUSING DEVELOPMENT THAT ENSURES THE TOWN'S OVERALL VISION AND LAND USE GOALS ARE MET.</b>			
<b>Objectives</b>	<b>Actions</b>	<b>Partners in Implementation</b>	<b>Timeframe</b>
Assist Iron County Zoning to ensure that appropriate building regulations are followed during construction of new housing, out lot buildings and septic systems as well as to any improvements/upgrades made to existing structures.	Meet periodically with Iron County Zoning to review current codes, standards and enforcement activity taking place at the County level.	Town Board  Plan Commission  Iron County Zoning	Ongoing
	Maintain reasonable fees for local building permits and continue prompt action on Conditional Use Permit requests.	Plan Commission Town Board Iron County Zoning Town Clerk	Ongoing
	Provide information on the Town's website regarding other requirements, rules and regulations related to new building activity.	Town Board Planning Commission Town Clerk Iron County Zoning	Ongoing
Encourage residents to continue maintaining and improving existing structures. Cooperate with Iron County.	Direct residents to contact their local banker or co.iron.wi.gov for further information on the programs listed under 2.4 that may provide financial assistance to help with paying for home improvements	Town Board  Town Residents  Iron County Zoning	Ongoing

## TRANSPORTATION

<b>GOAL 1: TO HAVE A SAFE SYSTEM OF ROADS</b>			
<b>Objectives</b>	<b>Actions</b>	<b>Partners in Implementation</b>	<b>Timeframe</b>
Provide for the continued maintenance and upgrading of Town roads.	Maintain, clear and brush road right-of-ways to maximize functionality for snow plowing and safe passage for emergency vehicles.	Town Board  Road Superintendent  Property Owners	Ongoing
	Develop an ongoing five-year plan for pavement maintenance and chip sealing. Develop wide shoulders when possible and financially feasible.	Town Board  Road Superintendent  Road Crew	Ongoing
	Increase efforts to secure grant funding for road projects.	Town Board  Volunteers	Ongoing
	Establish appropriate speed limits with proper signage when applicable and install other road signage as required.	Town Board  Road Crew	Ongoing
Maintain the remote nature of Town roads.	Implement building setbacks according to Iron County Zoning and vegetative screening when applicable.	Town Board  Iron County Zoning Plan Commission	Ongoing
	Encourage forestry practices that utilize woodland buffers during harvest.	Town Board Plan Commission Iron County Forestry	Ongoing
	Protect the environment by limited use of salt and other chemicals on roads and right-of-ways.	Town Board  Road Supervisor	Ongoing



## TRANSPORTATION

### GOAL 2: TO HAVE A MULTI-MODAL TRANSPORTATION SYSTEM

Objectives	Actions	Partners in Implementation	Timeframe
Work toward safer routes for recreational trails of all types.	Ensure proper signage on all Town roads used by ATV, UTVs and/or Snowmobiles.	Town Board Road Supervisor	Ongoing
	Work with local clubs to ensure proper signage on recreational trails in the Town.	Local Recreational Clubs WDNR	Ongoing
	Encourage efforts to move recreational trails off Town roads whenever feasible.	WDRN Town Board	Ongoing
	Encourage snowmobile and ATV/UTV users to "stay on the trail" and respect private property.	Local Recreational Clubs WDNR	Ongoing
	Support the formation of local organizations to determine feasibility of additional trail systems.	Volunteers WDNR	Ongoing

## UTILITY AND COMMUNITY FACILITIES

### GOAL 1: TO HAVE RELIABLE UTILITY SERVICE WITHIN THE TOWN

Objectives	Actions	Partners in Implementation	Timeframe
Monitor utility providers (telephone, electric and broadband) to ensure dependable and consistent service is available for Town residents.	Explore ways to increase cell phone coverage and availability of high-speed internet connection within the Town.	Town Board Service Providers	Ongoing
	Invite current and future providers periodically to discuss current improvements, programs, and alternatives to energy delivery.	Town Board Service Providers	Ongoing
	Seek a Town resident to function as a liaison to keep the Town informed on current topics.	Volunteer Town Board	2023 and ongoing

## UTILITY AND COMMUNITY FACILITIES

### GOAL 2: TO HAVE TOWN FACILITIES, SERVICES AND PROGRAMS THAT ARE SUPPORTED.

Objectives	Actions	Partners in Implementation	Timeframe
Allocate budget dollars to provide for maintenance and upkeep of Town buildings.	Periodically review the need for other facilities and solicit public input to seek future changes.	Town Board	Ongoing
	Encourage the public use of Town facilities through programs and community events.	Local Organizations Town Board	Ongoing
Provide ongoing EMS and Fire Department services.	Continue to provide appropriate levels of funding.	Town Board	Ongoing
Continue to make available the waste/recycling center operations.	Periodically review needs of waste/recycling center and upgrade, as necessary.	Town Board Property Owners	Ongoing
	Inform residents of hazardous waste, metal disposal and electronic recycling events/sites.	Town Board	Ongoing
Maintain awareness of public health concerns and human services programs.	Establish and maintain relationships with various Iron County agencies.	Iron County Supervisor Town Board Plan Commission	Ongoing

## NATURAL, AGRICULTURAL, & CULTURAL RESOURCES

GOAL 1: TO HAVE NATURAL AND AGRICULTURAL RESOURCES THAT ARE PROTECTED.			
Objectives	Actions	Partners in Implementation	Timeframe
Work to protect lakes, rivers, wetlands, woodlands, and forests.	<p>Align with Iron County Land and Water Conservation, the WDNR and other cooperating agencies to increase awareness and knowledge about best management practices:</p> <ul style="list-style-type: none"> <li>• Clean Boats/Clean Water program</li> <li>• Shoreland stabilization including native planting, buffer zones and riparian establishment</li> <li>• Fish stocking regulations</li> <li>• Fishing regulations</li> <li>• Aquatic invasive species and terrestrial species identification and removal</li> <li>• Responsible use of herbicides and phosphorus-free fertilizer</li> <li>• Lake water quality testing</li> <li>• Culvert sizing and placement</li> </ul>	<p>Iron County Supervisor</p> <p>Iron County Land &amp; Water Conservation</p> <p>WDNR</p> <p>Town Board</p> <p>Property Owners</p>	Ongoing
	Encourage forestry practices that utilize woodland buffers during harvest.	<p>Iron County Forestry</p> <p>WDNR</p> <p>Town Board</p> <p>Property Owners</p>	Ongoing
Protect groundwater and other sensitive natural areas.	Encourage landowners to properly maintain private wells through regular inspection and water testing.	<p>Iron County Health Dept</p> <p>Iron County Supervisor</p> <p>WDNR</p> <p>Property Owners</p>	Ongoing
	Collaborate with Iron County Land & Water Conservation to encourage proper well abandonment.	<p>WDNR</p> <p>Iron County Zoning</p> <p>Property Owners</p>	Ongoing

	Discourage improper waste disposal and unauthorized burning.	WDNR Fire Department Property Owners	Ongoing
--	--	--	---------

## NATURAL, AGRICULTURAL, & CULTURAL RESOURCES

GOAL 1: TO HAVE NATURAL AND AGRICULTURAL RESOURCES THAT ARE PROTECTED.			
Objectives	Actions	Partners in Implementation	Timeframe
Discourage development within environmentally sensitive areas.		Plan Commission Town Board Iron County Supervisor Property Owners	Ongoing
Encourage residents to collaborate with Iron County Land and Water Conservation and Natural Resource Conservation Service (NRCS) to incorporate best management practices related to agriculture practices		Iron County Land & Water Conservation Iron County Supervisor Property Owners	Ongoing

GOAL 2: TO HAVE HISTORICAL AND CULTURAL RESOURCES THAT ARE PROTECTED.			
Objectives	Actions	Partners in Implementation	Timeframe
Support local preservation efforts to document and preserve materials and personal documentaries of personal interest.		Town Volunteers Town Board	Ongoing
Support local preservation efforts to educate and display historical photos/artifacts about the Town.		Town Volunteers Town Board	Ongoing
Promote the formation of the Sherman (Springstead) Historical Society.		Town Volunteers	Ongoing

## ECONOMIC DEVELOPMENT

<b>GOAL 1: TO HAVE FUTURE ECONOMIC GROWTH THAT IS COMPATIBLE WITH THE COMMUNITY'S NEEDS WHILE PROTECTING THE NATURAL RESOURCES AND MAINTAINING THE REMOTE NATURE OF THE TOWN.</b>			
<b>Objectives</b>	<b>Actions</b>	<b>Partners in Implementation</b>	<b>Timeframe</b>
Support/encourage formation of a local business association.		Business Owners	Ongoing
Focus economic development activity on tourism, forestry, and other businesses that are compatible with the needs and desires of the community.		Plan Commission Town Board	Ongoing

## INTERGOVERNMENTAL COOPERATION

<b>GOAL 1: TO HAVE INFORMED AND ENGAGED RESIDENTS.</b>			
<b>Objectives</b>	<b>Actions</b>	<b>Partners in Implementation</b>	<b>Timeframe</b>
Improve public communication.	Encourage full-time and seasonal residents to sign up to receive Town emails.	Town Board Town Volunteers	2023 and ongoing
	Utilize the Town's website and designated bulletin boards to provide information on Town matters.	Town Board Town Volunteers Plan Commission	Ongoing
	Create an informational packet for residents and other users of Town facilities and services.	Town Volunteers	2023
	Form a work group to determine the capabilities of the Town web site and work with the Town Board to make improvements.	Town Board Town Volunteers	2023
Broaden the Volunteer Base.	Match up resident skill sets with various volunteer opportunities.	Town Volunteers	2023 and ongoing

## INTERGOVERNMENTAL COOPERATION

<b>GOAL 2: TO HAVE COOPERATIVE RELATIONSHIPS WITH NEIGHBORING JURISDICTIONS.</b>			
<b>Objectives</b>	<b>Actions</b>	<b>Partners in Implementation</b>	<b>Timeframe</b>
Coordinate with Iron County for enforcement of local and County regulations within the Town.	Meet periodically with Iron County Zoning to review standards and enforcement activity taking place at the County level.	Town Board Plan Commission	Ongoing
	Participate in conditional use permit review to ensure the Town's goals are followed.	Plan Commission Town Board	Ongoing
	Review periodic reports and updates provided by the County Supervisor.	Sherman's Iron County Supervisor Town Board	Ongoing
When feasible, cooperate with adjoining towns and government units regarding facility planning, services, and land-use policies to gain efficiency and regional development consistency.	Maintain awareness of opportunities that may arise and respond as appropriate.	Town Board	Ongoing
Maintain open lines of communication with the WDNR and Iron County	Contact WDNR personnel and Iron County departments as needed to share information and review relevant topics.	Town Board Plan Commission	Ongoing

## Land Use

<b>GOAL 1: TO HAVE FUTURE LAND DECISIONS THAT PRESERVE THE REMOTE NATURE OF THE TOWN, PROTECT NATURAL RESOURCES AND PROVIDE A VARIETY OF RECREATIONAL OPPORTUNITIES.</b>			
<b>Objectives</b>	<b>Actions</b>	<b>Partners in Implementation</b>	<b>Timeframe</b>
Guide future development into appropriate areas of the Town.	Explore methods to limit future shoreland development to single family housing.	Plan Commission Iron County Zoning Town Board	2023-2024
	Explore methods to ensure off-water development is low density and large lots.	Plan Commission Iron County Zoning Town Board	2023-2024
	Review the current commercial overlay district along Hwy 182 and determine whether the overlay district still reflects the Town's vision.	Plan Commission Iron County Zoning Town Board	2023-2025
	Review Tourist Rooming House compliance concerns with Iron County to determine if changes in regulation are necessary.	Plan Commission Iron County Zoning Iron County Health Dept Town Board	Annually
	Direct new short term small scale non-metallic mining or asphalt plant operation (those smaller than ten acres and operational for less than sixty days annually) away from sensitive natural resources while maintaining a respectable distance from adjacent property owners.	Plan Commission Iron County Zoning WDNR Town Board	Ongoing
	Any metallic mining or long term, large scale non-metallic mining or asphalt plant operations (those greater than ten acres or operational for more than sixty days annually) are not compatible with the Town's updated comprehensive plan.	Plan Commission Iron County Zoning WDNR Town Board	Ongoing

## Land Use

<b>GOAL 1: TO HAVE FUTURE LAND DECISIONS THAT PRESERVE THE REMOTE NATURE OF THE TOWN, PROTECT NATURAL RESOURCES AND PROVIDE A VARIETY OF RECREATIONAL OPPORTUNITIES.</b>			
<b>Objectives</b>	<b>Actions</b>	<b>Partners in Implementation</b>	<b>Timeframe</b>
Guide future development into appropriate areas of the Town.	Determine whether the current Town ordinance preventing keyholing is sufficient to prohibit water access from off water parcels or individuals.	Plan Commission Iron County Zoning Town Board	2023-2024
	Encourage the use of landscaping and screening to reduce visual impacts of conflicting land uses near one another.	Plan Commission Property Owners	Ongoing
	Provide public forums, input sessions and information sessions on land use planning and land use decisions	Plan Commission Iron County Zoning	Ongoing
Consider the development of a blight ordinance to ensure properties are maintained and valued throughout the community.		Plan Commission Town Board Property Owners	2024-2025

Source: Town of Sherman

Some actions identified in the above tables are continuous or ongoing steps that do not have a specific implementation target date. These actions may involve the Town Board and or the Plan Commission. On an annual basis, the Plan Commission should monitor the Plan's overall objectives and actions, to realize its accomplishments and identify areas where additional resources or actions are needed.

While previously identified in the Land Use Element that there are no specific redevelopment or smart growth areas, the implementation table may include references to promoting the redevelopment of abandoned or dilapidated parcels and the maintenance and rehabilitation of existing residential and commercial structures, where practical. Where applicable in implementing the Comprehensive Plan, redevelopment alternatives should at least be explored before the new development of greenfields begins.

## 9.6 FUTURE LAND USE

As part of the overall comprehensive planning process, the identification of issues and opportunities presented by citizens and property owners of the Town assisted in developing a future land use scenario. The future land use map is intended to assist the



Town in directing land use activities to areas best suited for such development and is based on background data, future projections, local issues and opportunities, natural resource constraints, and public input.

The Future Land Use Map incorporates the realities, ideas, goals, and visions described throughout the Plan. The Future Land Use Map is one of the most key features of the Town of Sherman Comprehensive Plan as it represents the Town's vision for growth and development over the next 20 years. When making land use recommendations and decisions, the Plan Commission and Town Board will use it extensively.

For the Future Land Use Map to be an effective tool for local decision-making, it is important that it be regarded as general in nature and should not be used for site-specific decisions. It is for this reason that only general locations for various land uses are shown on the map. The Future Land Use Map was built from the Existing Land Use Map, background data, and the community's desires for future development trends. Therefore, the Existing Land Use

Map is the foundation of the Plan. It represents the beginning point from which to build the future. As a result, areas that are not proposed for future development are represented by their existing land use to promote constancy in Sherman. In the future, as developer proposals are presented, amendments may be necessary to reflect forces that change or shift local land use patterns and demand.

## **9.7 PLAN IMPLEMENTATION TOOLS**

Shown in Appendix G is a partial list and description of additional plan implementation tools available to local governments to assist in following through on specific actions and to achieve the goals and objectives of a comprehensive plan.

## **9.8 PLAN UPDATES AND REVISIONS**

The Town of Sherman Comprehensive Plan is intended to be a living document. Over time, social and economic conditions and values tend to change. The Comprehensive Plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the Plan's goals, objectives, and actions reflect the current situation and modern needs. Under current law, it is required that an update of the Plan be undertaken every ten years. However, it is recommended the Plan be reviewed for consistency at least once every five years. This will ensure that any changes in the social and economic conditions or community values are reflected within the Plan.

To ensure that both year-round and seasonal residents engage in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Town of Sherman Plan Commission shall undertake a review of the Plan at five-year increments from the time of formal adoption by the Town Board and shall consider necessary amendment(s) to the Plan resulting from property owner requests and changes to social and economic conditions. Upon Plan Commission review,

recommended changes to the Plan shall be forwarded to the Town Board. The Town of Sherman Board of Supervisors shall call a public hearing to afford property owners time to review and comment on recommended Plan changes. The public hearing shall be advertised using a Class I notice. Based on public input, Plan Commission recommendations, and other facts, the Town Board will then formally act on the recommended amendment(s). During Plan amendments, it is important that the Public Participation Plan be utilized to ensure public input.

## **9.9 CONCLUSION**

The Town of Sherman Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revision and update of the Plan will ensure that it is accurate and consistent with the wishes and desires of the community. Plan recommendations in this document provide the basis for evaluation of development proposals and give the community a means for achieving their desired goals and objectives. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process.

The success of the planning process will be measured by the future quality of life experienced by both residents and visitors. Overall, the Comprehensive Plan provides a guide and framework for development of the Town of Sherman that reflects the vision as set forth by the community.

Appendix A  
Town of Sherman Comprehensive Plan  
2023

Public Participation Plan

# **Town of Sherman Comprehensive Planning Process “Public Participation Plan”**

**Prepared by the Northwest Regional Planning Commission and the Town of  
Sherman Plan Commission**

Adopted by the Town of Sherman, Plan Commission - 08/10/2022  
Adopted by the Town of Sherman, Board of Supervisors - 08/16/2022

## **INTRODUCTION**

Recognizing that the Town of Sherman Comprehensive Plan must reflect the people it serves, the Town of Sherman encourages resident (both permanent and seasonal) input throughout the revision of the plan. Public participation procedures will provide for a broad dissemination of proposals and alternatives, public meetings after effective notice, opportunity for written comments, communication programs, information services, provisions for open discussion, and consideration of and response to public comments. These enhanced procedures augment the minimum public notification requirements required by law.

The Town of Sherman's Public Participation Plan forms the basic framework for achieving an interactive dialogue between local, state and federal decision-makers and the residents of the Town of Sherman. This plan outlines the public participation strategy for the development, evaluation and eventual adoption of the comprehensive plan for the Town of Sherman. The creation of the Public Participation Plan is the first step in meeting the requirements of Wisconsin's comprehensive planning legislation and will apply throughout the local planning process leading to the adoption of the revised Town of Sherman Comprehensive Plan.

The Town of Sherman will comply with the Public Participation Plan as appropriate to the situation. As the planning process develops, it should be expected that deviations from the plan might be warranted.

## **PUBLIC PARTICIPATION GUIDELINES**

### **General**

The main goal of the Public Participation Plan is to make the residents of the Town of Sherman aware of the progress of the comprehensive plan revision process and to offer the public opportunities to make suggestions and comments during the process. To reach these goals, the Town of Sherman has adopted the following plan to encourage public participation through the revision process. Taken individually, the activities described in this plan are not expected to reach and inform each and every resident and property owner of the Town of Sherman. Collectively, however, the plan activities should provide a broad-based dissemination of information and maximize the opportunity for public involvement and comment.

The majority of the public participation activities will focus on public information, education, and input. Public meetings and workshops will provide opportunities for the public to openly discuss comprehensive planning issues with planning committee members, town board supervisors and consultant staff. Formal public hearings will also be conducted as part of the plan adoption process to allow public testimony to be made regarding the comprehensive plan. During the comprehensive plan revision process, every effort will be made to ensure that public meetings are held at locations convenient to all residents of the Town of Sherman. Other public participation activities will be explored to inform and receive input from residents that may not be able to attend public meetings and hearings.

### **Provisions for Open Discussion**

The Town of Sherman will ensure that public meetings allow for an open discussion of the relevant issues at hand and those public hearings allow for appropriate testimony. When public meetings or hearings are conducted, the Town of Sherman will make every effort to ensure those who choose to participate in the plan revision process have the opportunity to actually have their opinions heard. To accomplish this, the following actions will be implemented:

- An agenda will be established that clearly defines the purpose of the public meeting or hearing, the items to be discussed, and any actions that may be taken.
- The scheduled date, time, and place will be convenient to encourage participation by the town residents and property owners.
- A clearly identifiable facilitator or chair will conduct the meeting or hearing in an orderly fashion to ensure that attendees have an opportunity to offer comments, discuss issues, or provide testimony.
- The facilitator or chair will provide opening remarks that clearly outline the purpose of the meeting or hearing, describe procedures attendees should use during the meeting or hearing when offering input, and describe how the public input will be used.
- As appropriate, an overview of documents or proposals to be considered will be discussed.
- All persons attending the meeting or hearing that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number in attendance, time considerations, or future opportunities to participate may require that appropriate constraints be applied. These constraints will be clearly outlined by the facilitator or chair if the need arises.
- All attendees will be encouraged to sign in using a provided sign in sheet.
- Meeting notes will be made available as soon as possible.
- Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

### **Opportunity for Written Comments**

Detailed comments can most often be better expressed through written format. Town of Sherman residents may direct written comment to:

Town of Sherman, Plan Commission, 3063W State Hwy 182, Park Falls WI 54552

Plan Commission Chair email as published

Persons speaking or testifying will be encouraged to concisely express their comments and provide specific details in written format.

### **Consideration of and Response to Public Comments**

The various methods for involving the public and soliciting public opinions and comments during the comprehensive plan revision process are defined herein. These methods represent the initial steps for bringing public comment into the decision-making process. The following steps will be taken to ensure that public recommendations and comments are taken into consideration by the decision-makers when developing the comprehensive plan:



- Time will be reserved after the close of a meeting, hearing, or comment deadline and prior to the actual decision or recommendation being made to ensure that decision makers can adequately review all relevant materials or comments.
- Decision-makers may reconvene a public hearing for the purpose of addressing public comments.
- Meeting notes will be compiled by appointed committee members and made available to decision makers for their review and consideration.

## **PUBLIC PARTICIPATION PLAN**

### **Land Owner Survey**

A 23 question opinion survey was mailed December 2021 to all landowners. The response rate was 55%. Results of the survey will be used during the revision of the plan.

### **Public Meetings**

#### *Planning Group Meetings*

The Town of Sherman will hold public meetings to assimilate information collected relevant to the nine elements of the comprehensive plan. Through local public meetings, residents will be able to become an instrumental part of their community's plan revision process. By participating in meetings, residents can aid their elected officials and planning committee in creating a vision for their community's comprehensive plan. Interested citizens can also become involved in the plan revision process as members of their community's planning committee.

#### *Meeting/Hearing Notices*

Official meeting notices will be prepared for any of the above public meetings or hearings conducted pertaining to the comprehensive planning process. At a minimum, the requirements of §19.31 pertaining to public meetings and notification will be met. The town clerk or other town staff will place meeting notices at the town's designated posting location(s). It is recommended that meeting notices be posted at least one week prior to the meeting. All public hearings will follow the same public meeting notice, except as required by law.

### **Planning Document Dissemination**

Documents that contain or describe the proposed plan's policies, maps, or recommendations will be made available for public review. Documents will be available on the town website prior to any public meeting or hearing scheduled for their discussion or a decision.

### **Public Hearings – Final Draft**

Once the final draft of the revised Town of Sherman Comprehensive Plan is completed, the Town of Sherman with assistance from the consultant will conduct a public hearing to receive public comment on the proposed plan. As plan revision progresses, a schedule for these meetings will be prepared.

### *Hearing Notices*

The Town of Sherman will place legal notice of hearings in the official newspaper. Hearing notices should be published as required by local and state requirements.

Prior to the town approving the comprehensive plan, a hearing shall be conducted preceded by a Class 1 public notice that is published at least 30 days before the hearing is held. The town may also provide notice of the hearing by any other means it considers appropriate. According to the comprehensive planning legislation, the Class 1 notice shall contain at least the following information:

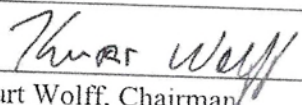

1. The date, time, and place of hearing.
2. The name of the local governmental individual who may provide additional information regarding the proposed plan.
3. Information relating to where and when the revised comprehensive plan may be inspected before the hearing and how a copy of the updated plan may be obtained.

At least 30 days before the hearing is held, the Town of Sherman 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.; 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 described in 66.1001 (4)(d).

### **Town of Sherman Comprehensive Plan Adoption Process**

The Town of Sherman will follow the procedures for adopting the comprehensive plan as listed in §66.1001. The first step in the adoption process is being met by the adoption of this document that details written procedures that are designed to foster public participation throughout the comprehensive planning process.


Kurt Wolff, Chairman
Attest: 
Rose Meer, Clerk
Adopted by the Town of Sherman, Board of Supervisors on: <u>8-16-22</u>



Appendix B  
Town of Sherman Comprehensive Plan  
2023

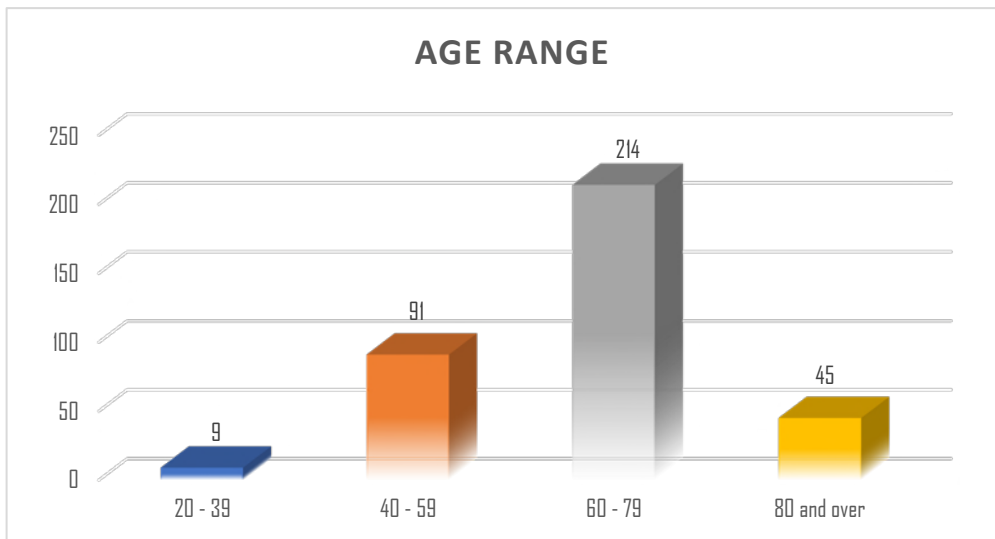
Town Survey Results

Dear Landowner,

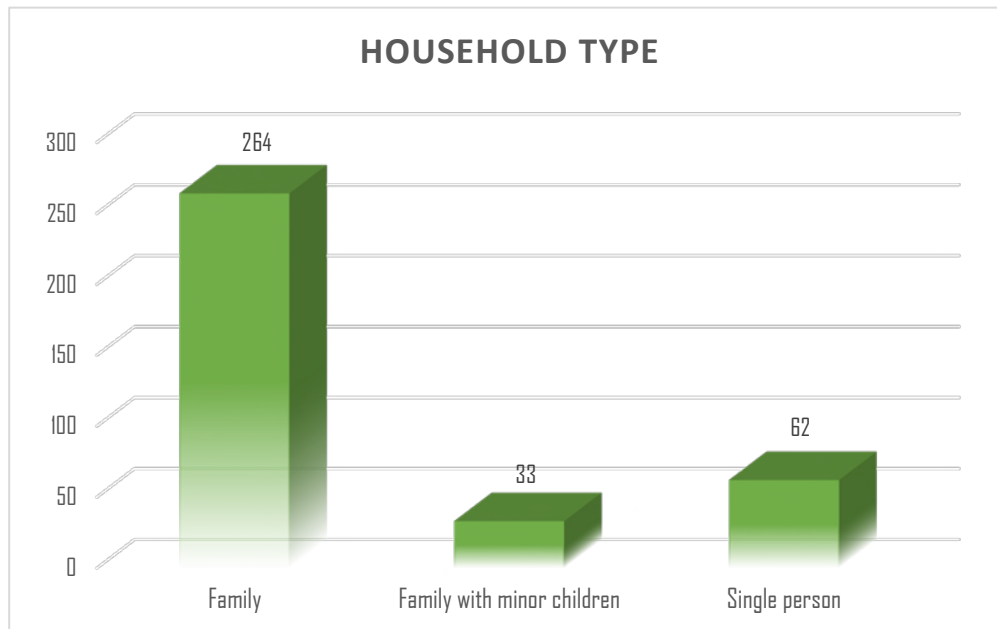
The Town of Sherman is currently working to bring its Comprehensive Plan up to date...and **we need your help!** As a landowner, ***your opinion is crucial*** to the quality and effectiveness of the new Plan. We are asking all landowners in the Town of Sherman to please complete this survey. You will be helping to determine how our updated Comprehensive Plan can be used to support the needs of our community and advance the best management of our beautiful Springstead area. **It should take less than 10 minutes of your time.** The survey is available online (<https://townofsherman.net/survey>), or you can complete this copy and return it in the self-addressed stamped envelope provided. **Please respond no later than January 31, 2022.**



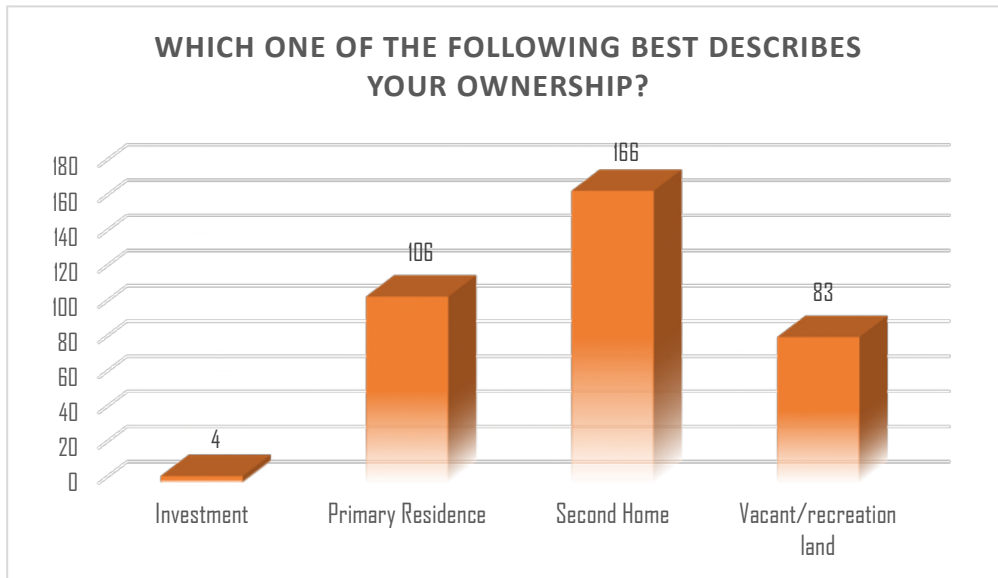
1. What is your age?



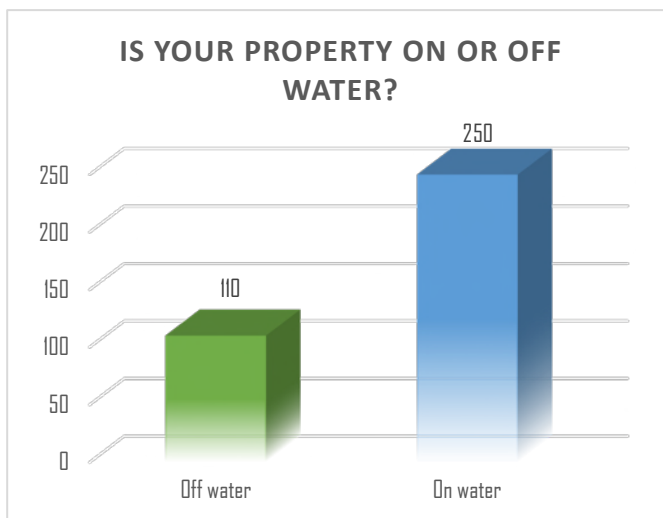
2. Please describe the composition of your household:



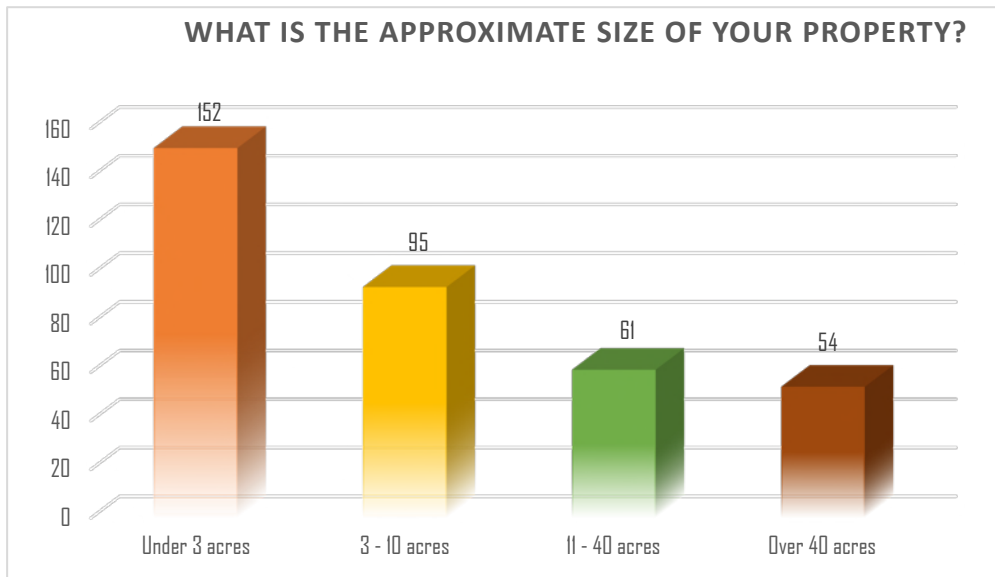
3. Which one of the following best describes your ownership?



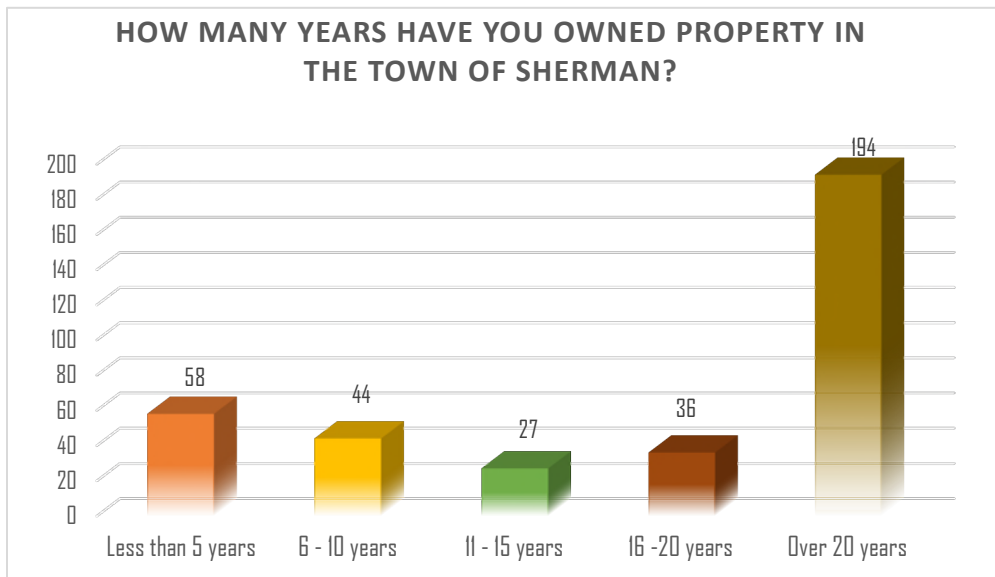
4. Is your property?



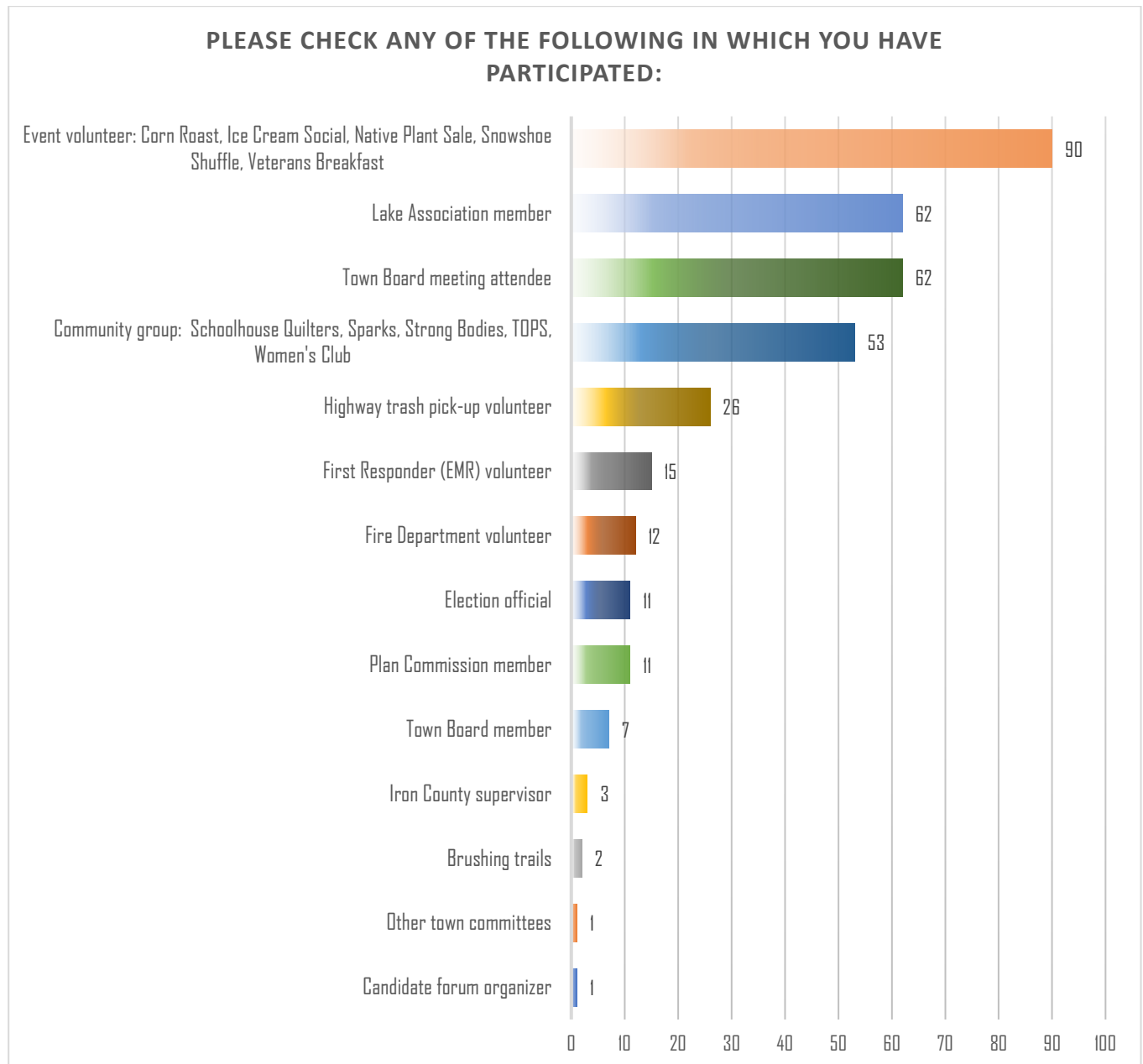
5. What is the approximate size of your property?



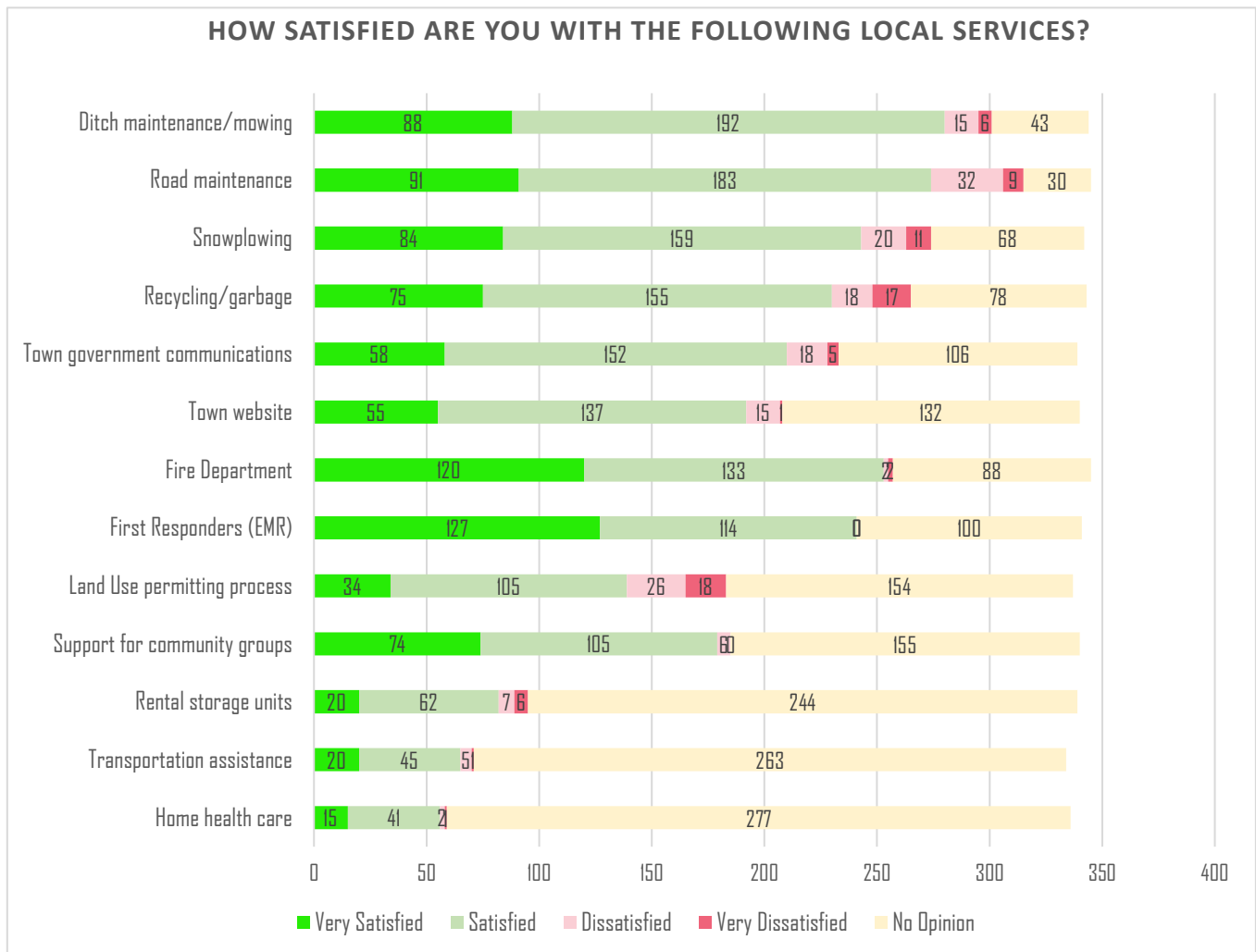
6. How many years have you owned property in the Town of Sherman?



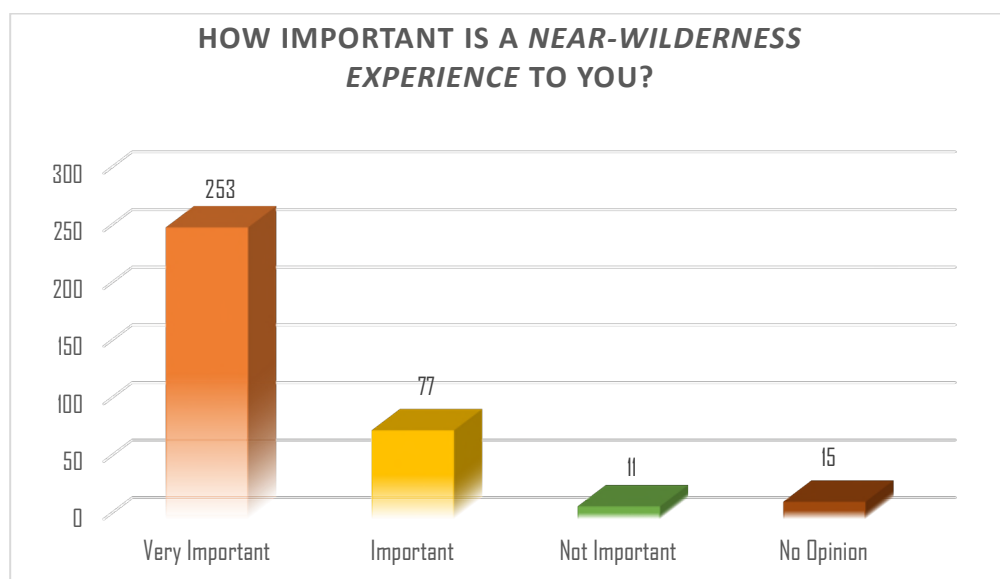
7. Please check any of the following in which you have participated:



8. How satisfied are you with the following local services?



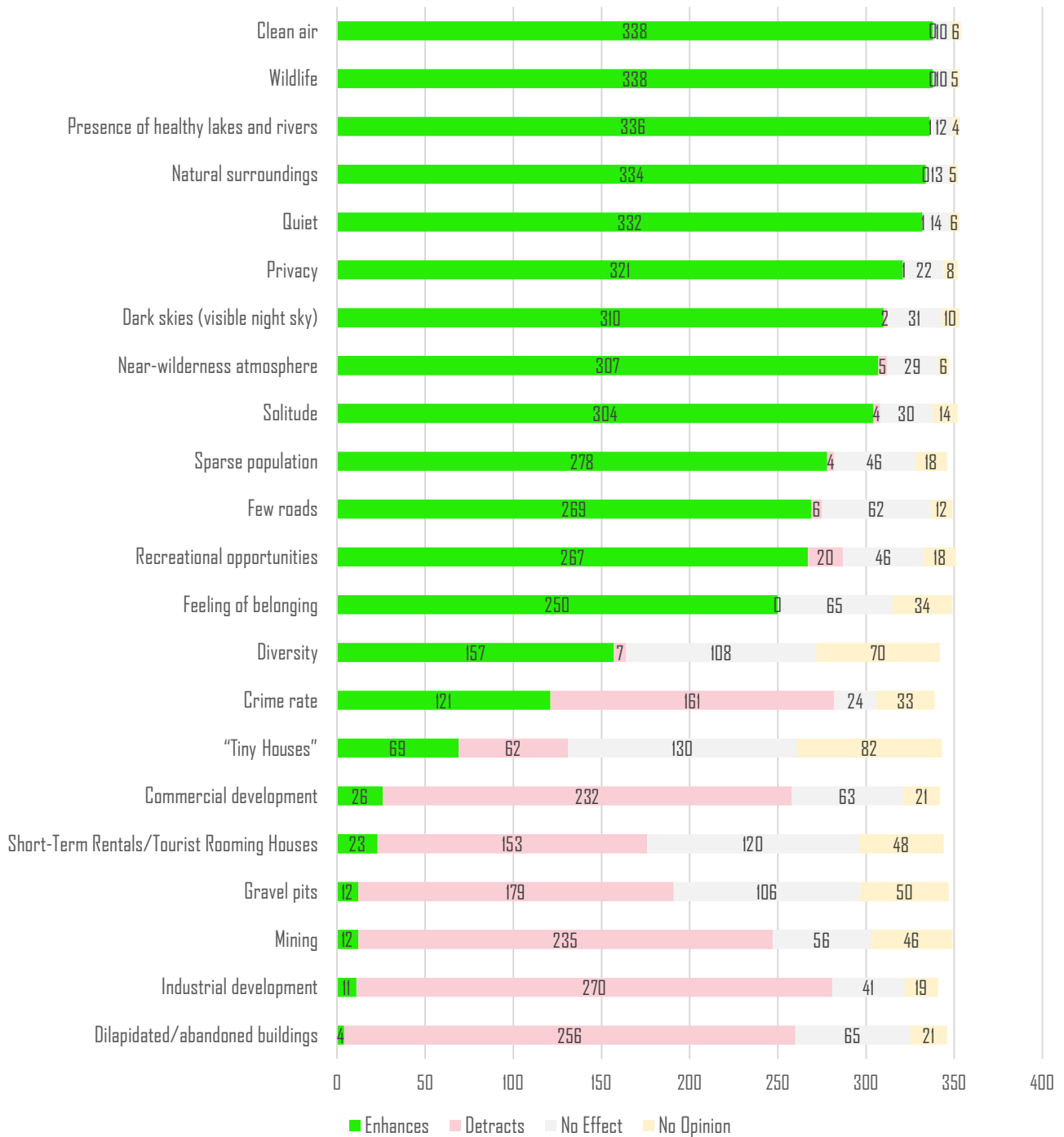
9. How important is a *Near-Wilderness Experience* to you?



10. With respect to your property in the Town of Sherman, how do (or would) the following affect your quality of life?

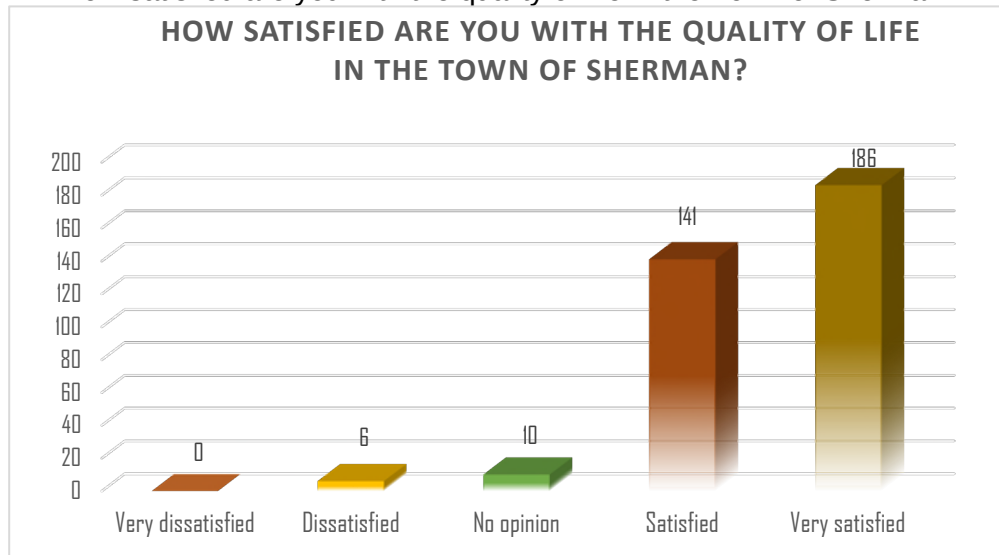
	Enhances	No Effect	Detracts	No Opinion
Wildlife	338	10	0	5
Clean air	338	10	0	6
Presence of healthy lakes and rivers	336	12	1	4
Natural surroundings	334	13	0	5
Quiet	332	14	1	6
Privacy	321	22	1	8
Dark skies (visible night sky)	310	31	2	10
Near-wilderness atmosphere	307	29	5	6
Solitude	304	30	4	14
Sparse population	278	46	4	18
Few roads	269	62	6	12
Recreational opportunities	267	46	20	18
Feeling of belonging	250	65	0	34
Diversity	157	108	7	70
Crime rate	121	24	161	33
"Tiny Houses"	69	130	62	82
Commercial development	26	63	232	21
Short-Term Rentals/Tourist Rooming Houses	23	120	153	48
Mining	12	56	235	46
Gravel pits	12	106	179	50
Industrial development	11	41	270	19
Dilapidated/abandoned buildings	4	65	256	21

**WITH RESPECT TO YOUR PROPERTY IN THE TOWN OF SHERMAN, HOW DO (OR WOULD) THE FOLLOWING AFFECT YOUR QUALITY OF LIFE?**

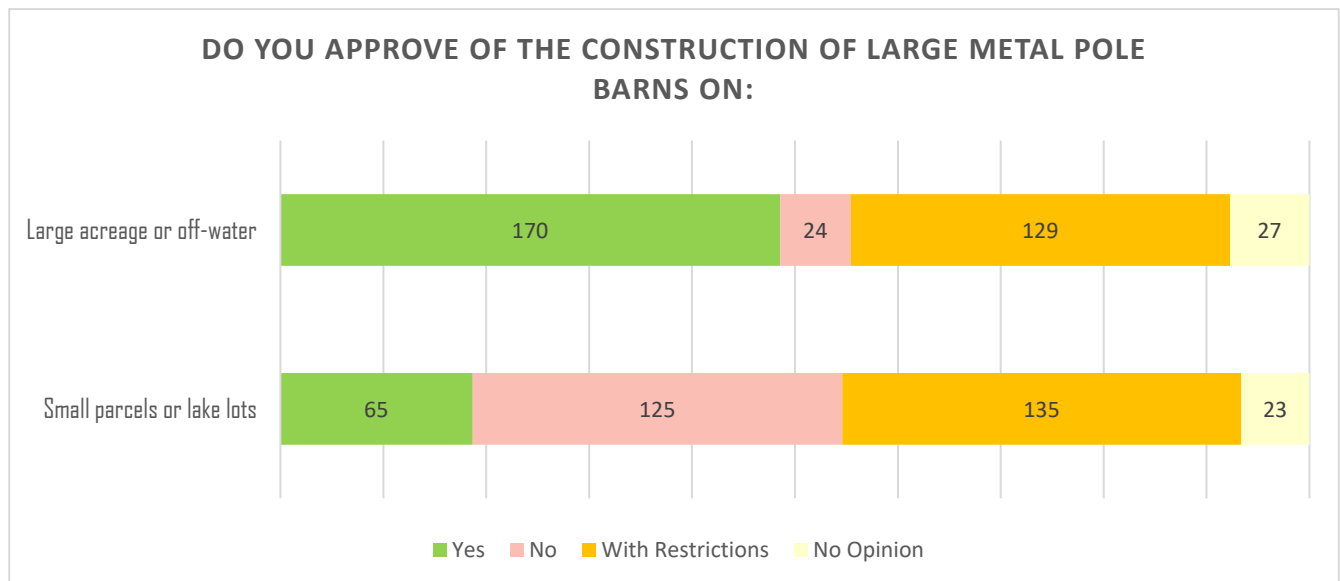




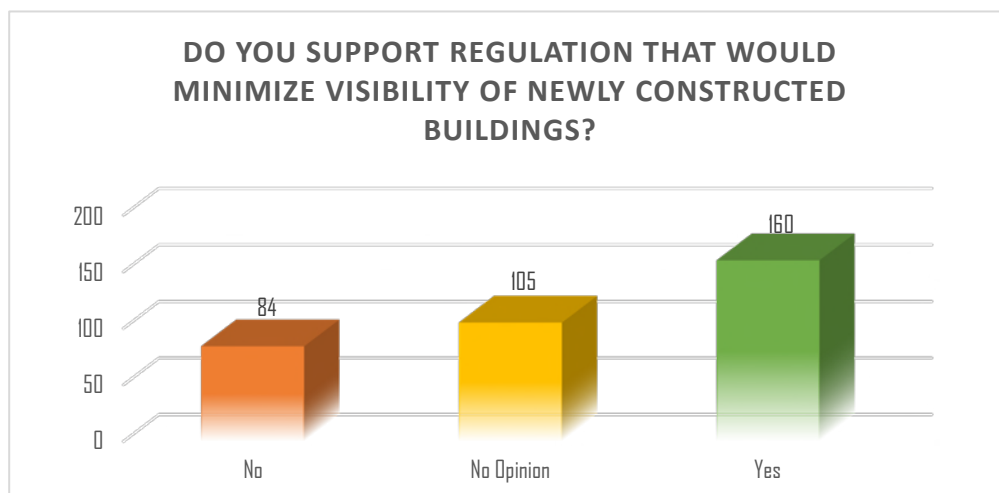
11. How satisfied are you with the quality of life in the Town of Sherman?



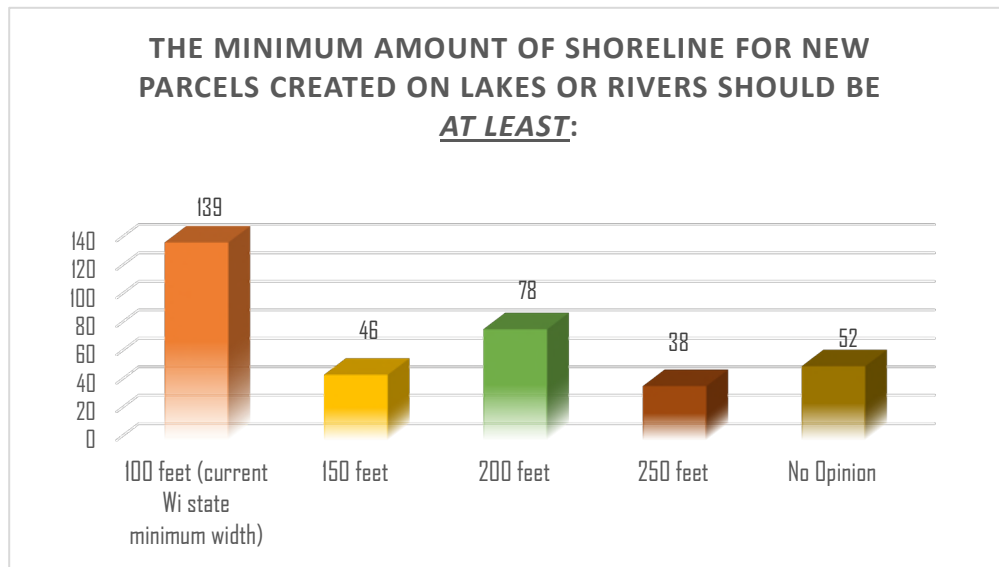
12. Do you approve of the construction of large metal pole barns on:



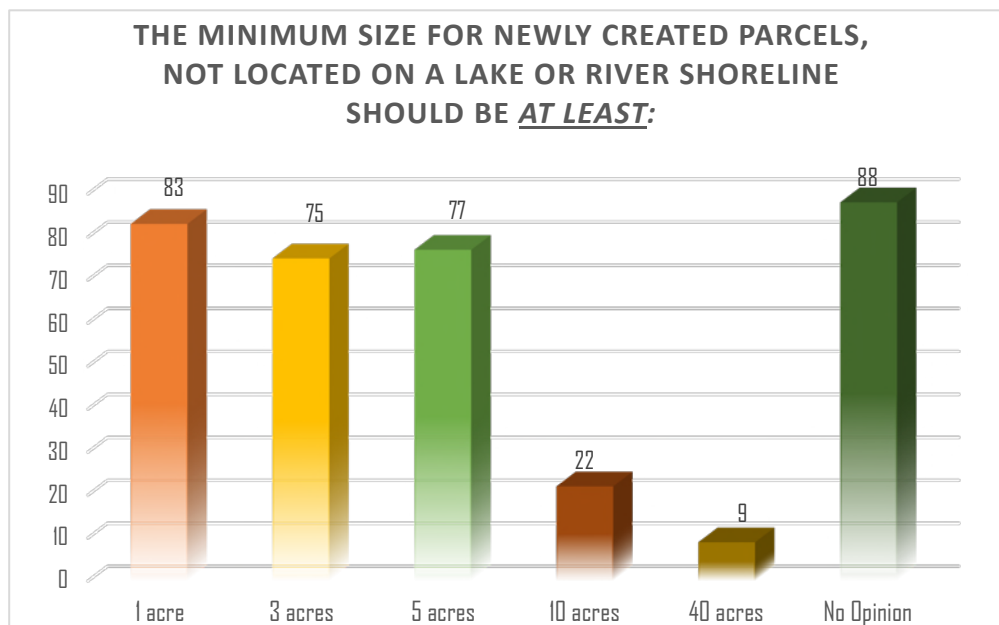
13. Do you support regulation that would minimize visibility of newly constructed buildings?



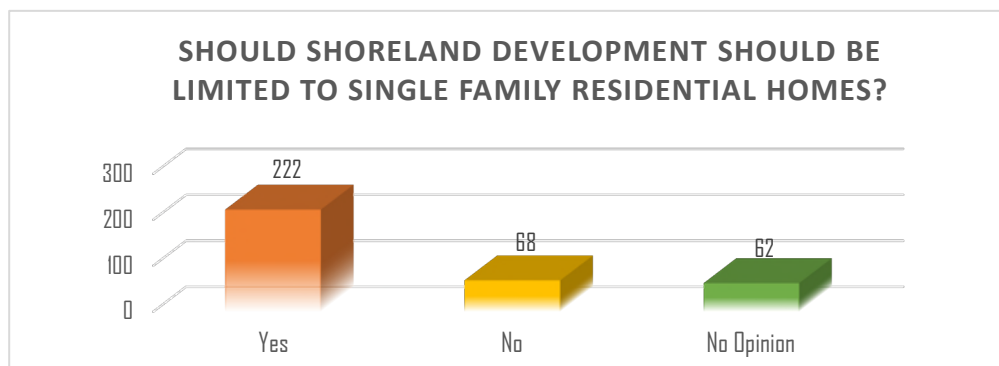
14. The minimum amount of shoreline for new parcels created on lakes or rivers should be **at least**:



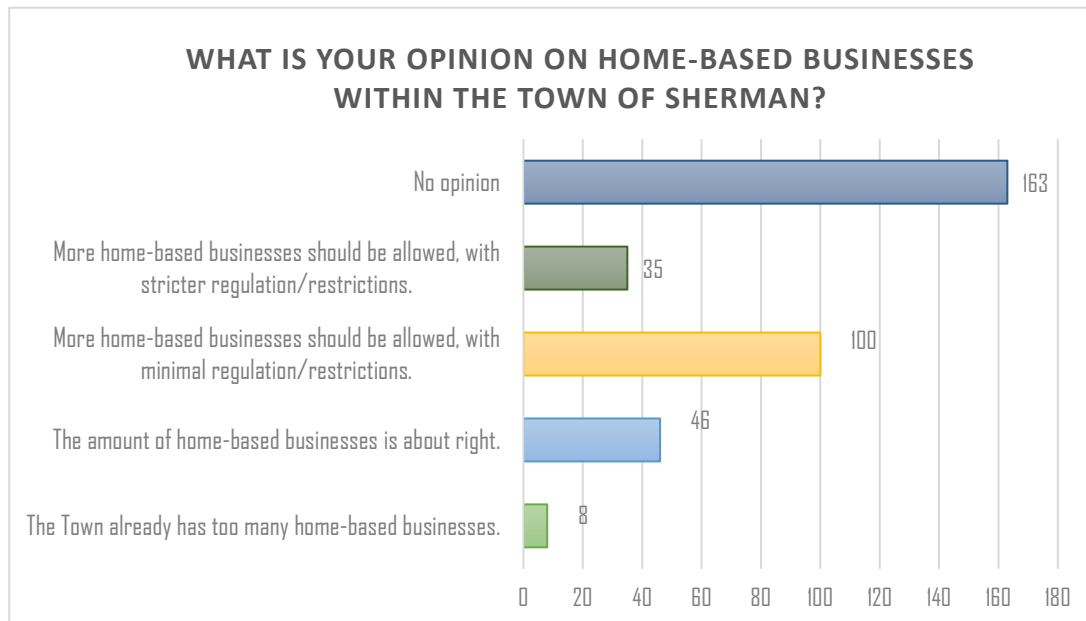
15. The minimum size for newly created parcels, ***not located on a lake or river shoreline***, should be **at least**:



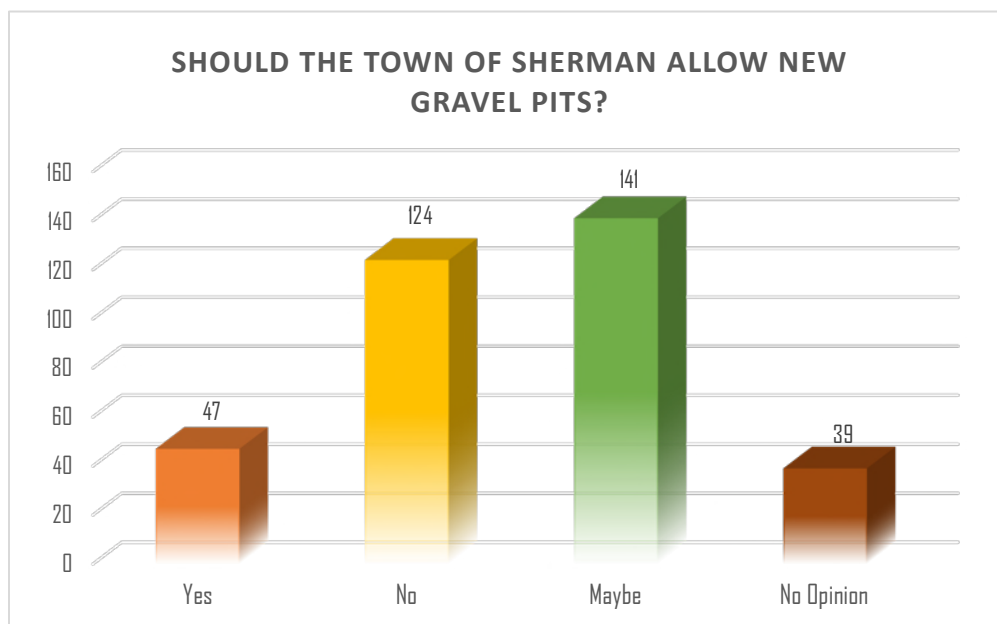
16. Should shoreland development should be limited to single family residential homes?



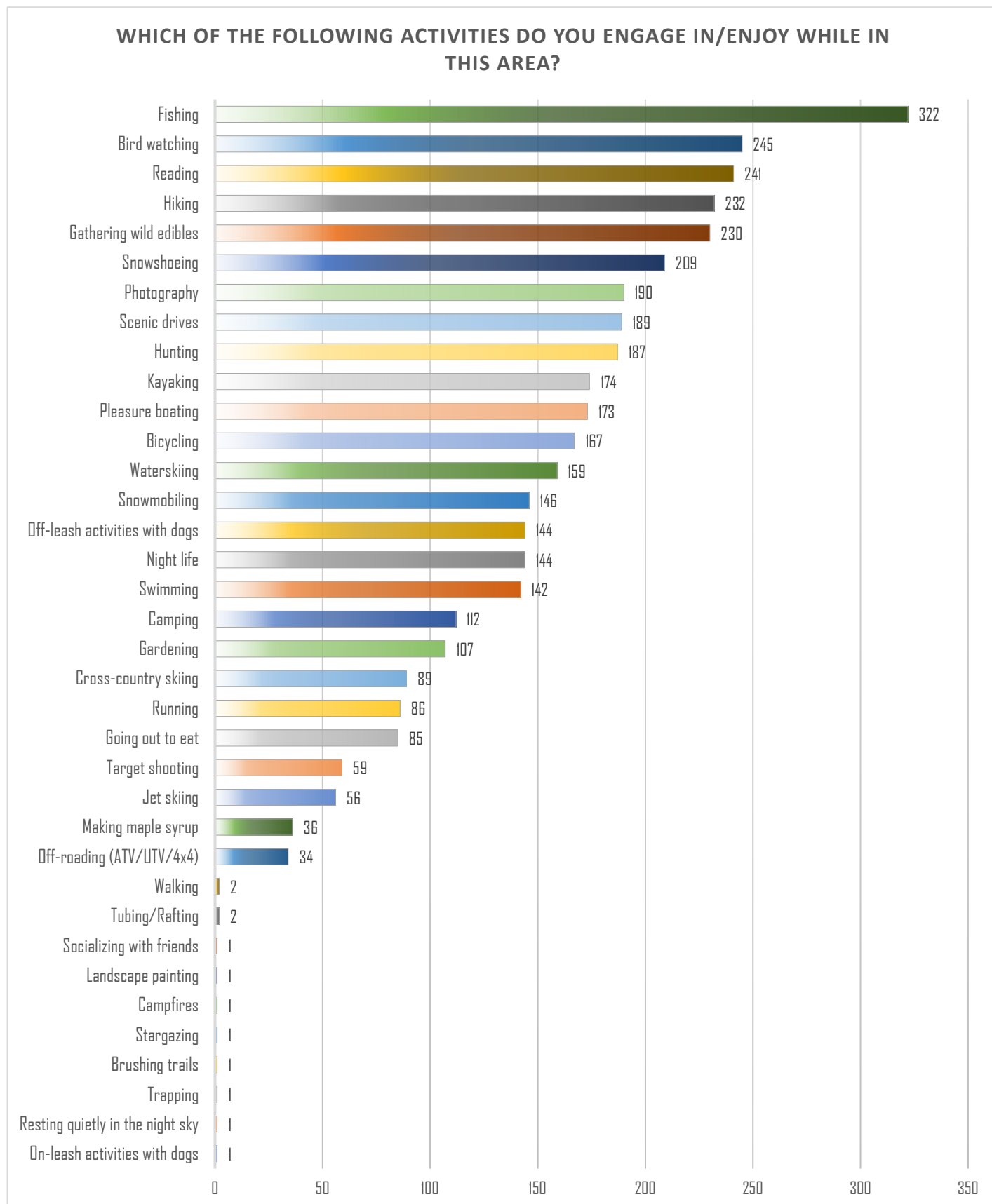
17. What is your opinion on home-based businesses within the Town of Sherman? (*choose one response*)



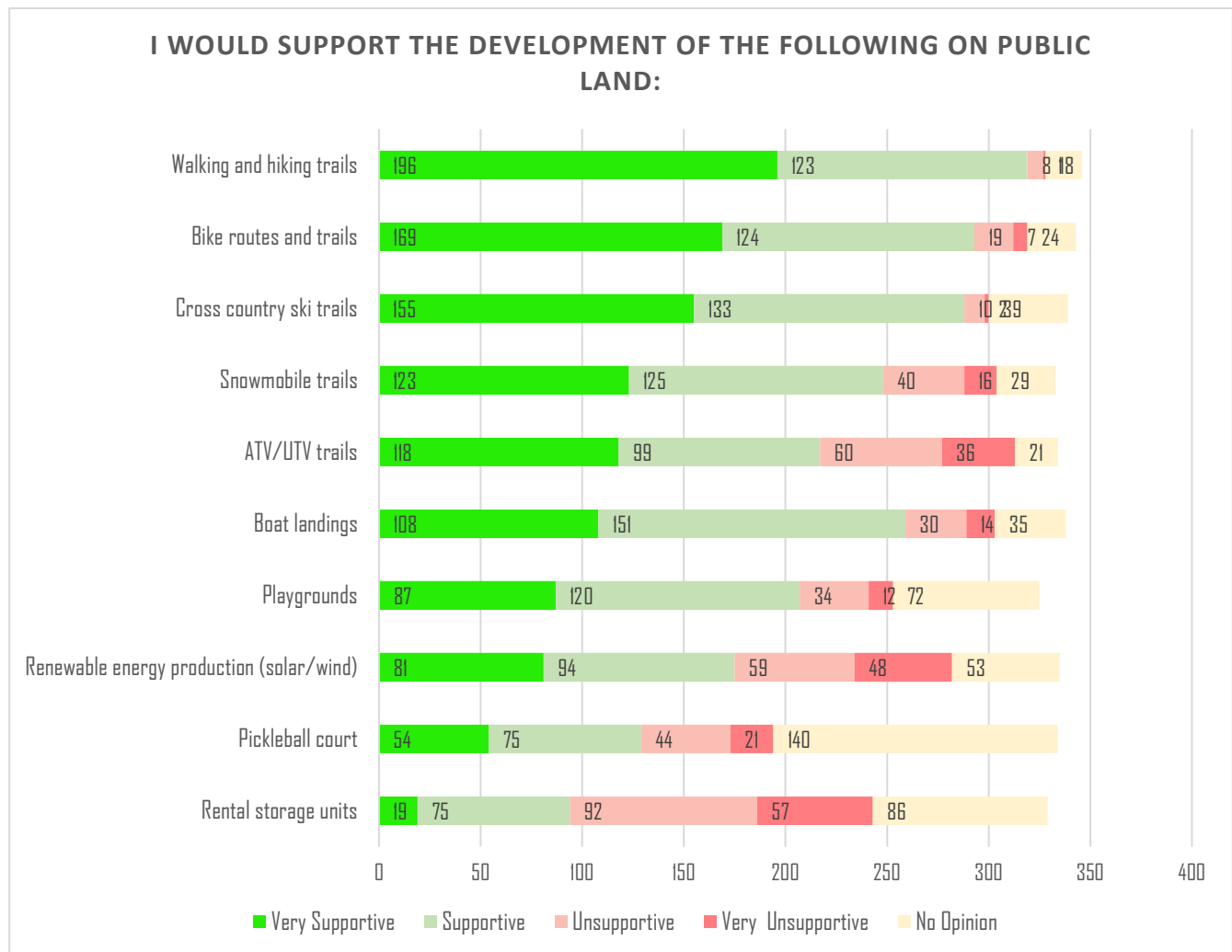
18. Should the Town of Sherman allow new gravel pits?



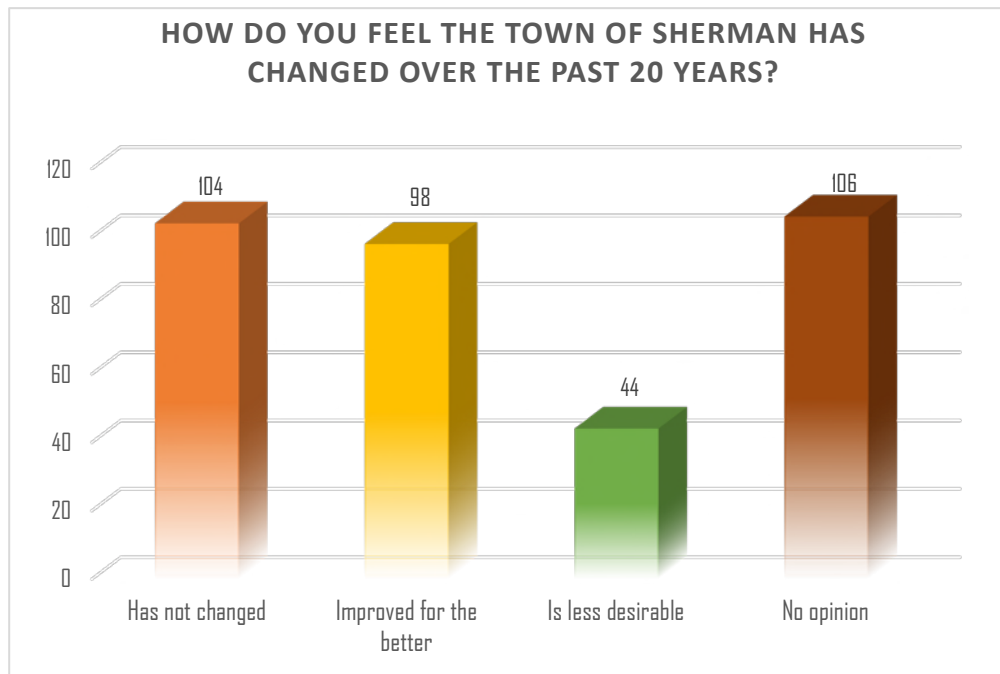
19. Which of the following activities do you engage in/enjoy while in this area?



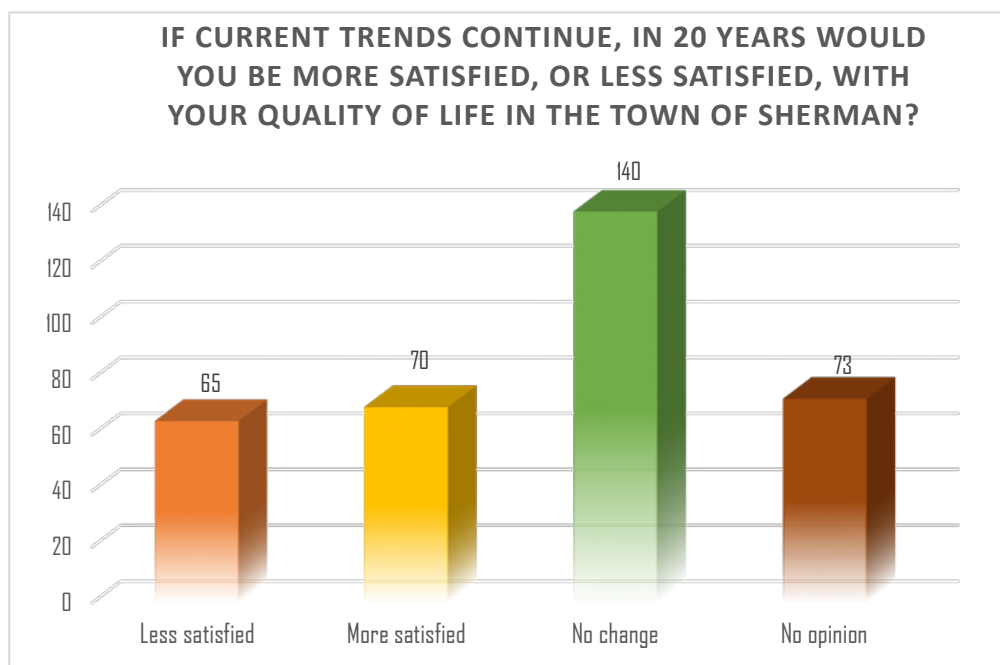
20. I would support the development of the following on public land:



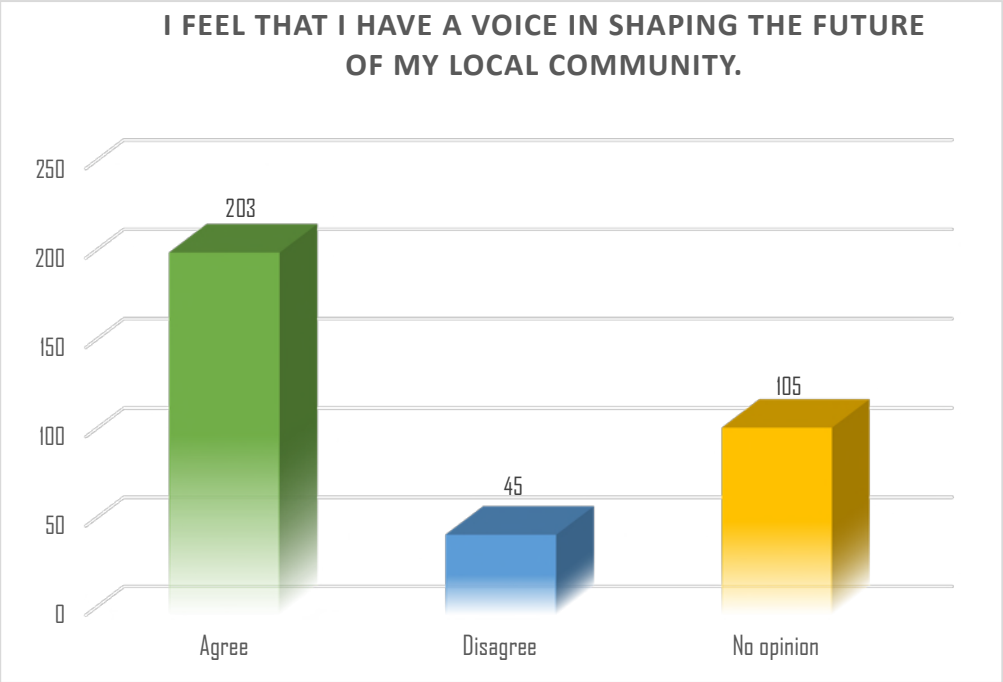
21. How do you feel the Town of Sherman has changed over the past 20 years?



22. If current trends continue, in 20 years would you be more satisfied, or less satisfied, with your quality of life in the Town of Sherman?



23. I feel that I have a voice in shaping the future of my local community.



Appendix C

Town of Sherman Comprehensive Plan  
2023

Conflict Resolution



## Conflict Resolution Process (CRP)

### **Purpose:**

To provide the framework for resolving planning related conflicts. The CRP is intended to provide a low-cost, flexible approach to resolving planning disputes between governmental entities. This process should not supersede local processes established for conflict resolution and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within their jurisdiction.

### 1. Open Discussion and Debate

Communication and open discussion between parties involved in a dispute will be the first action taken to resolve conflicts by reaching consensus. Oftentimes, open dialog and debate between affected parties will be sufficient to resolve most conflicts. This action will be undertaken without outside assistance from a neutral third-party.

### 2. Negotiation Techniques

If parties cannot reach consensus through discussion and debate it may be necessary to utilize facilitation or mediation techniques involving the use of a neutral third-party.

- Facilitation – A conflict resolution method which involves use of a neutral third party to act as a facilitator in discussions between disputants. The facilitator's role is normally limited to providing a forum for the parties to interact directly, including the enforcement of very basic rules of communication during discussions and negotiations.
- Mediation – A form of a conflict resolution in which the parties bring their dispute to a neutral third party, who helps them agree on a settlement. Planning disputes should be mediated by a neutral third-party. A mutually acceptable mediator is to be selected from the Conflict Resolution Subcommittee.

### 3. Litigation

If discussion and negotiation techniques fail to achieve a resolution to the dispute, the process will move to litigation. This process involves the use of the court system to resolve disputes. While many cases are settled in pre-trial proceedings, this alternative can be very time-consuming and expensive for all parties involved.

### **Initiating the CRP**

The process may be initiated by a local jurisdiction or the Town of Meteor at any time during the planning process. Requests to initiate CRP should be submitted to the consultant and to affected jurisdictions and shall clearly and concisely identify the issue, the jurisdictions involved, and the affected jurisdiction's authorized representatives. Upon receipt of CRP notification, and unless otherwise requested by the jurisdictions involved, the consultant will schedule a meeting between the affected parties to discuss and debate the issue (see #1). If this step fails to resolve

the dispute, the consultant will coordinate meeting to address the dispute using negotiation techniques (see #2). The consultant may, at the request of both parties, act as a facilitator and/or mediator, otherwise this party selected from the Conflict Resolution Subcommittee.

