

## **CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES**

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### **STATE PLANNING ENABLING LEGISLATION**

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

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

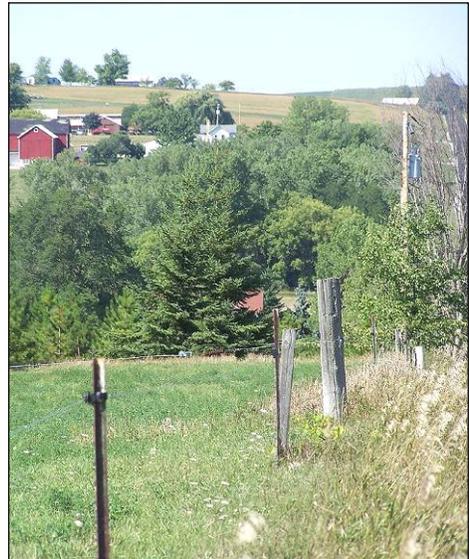
- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

### **HISTORY AND DESCRIPTION OF PLANNING AREA**

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

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

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



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

**[Map: Figure 1.2 Project Area]**

**[Map: Figure 1.3 Orthophoto]**

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

Currently, the Town of Sherman has a population of 1,529 and encompasses an area of approximately 21,800 acres. Known for its rural farmlands and North Branch Milwaukee River natural area corridors, the Town is located in southwestern Sheboygan County, adjacent to and just north of the Ozaukee County line.

### **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

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

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

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

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

### **PUBLIC PARTICIPATION**

Public participation has been a priority from the beginning when UW-Extension met with 51 representatives from Adell, Sherman, and Random Lake who were interested in the planning

process. These original 51 representatives received Work Group meeting agendas and minutes throughout the entire planning process. Sherman has worked extensively with Sheboygan County UW-Extension, encouraging public participation in a variety of ways to ensure the Town's comprehensive plan will address as much as possible the needs of local residents. In accordance with state requirements, the Town adopted a Public Participation Plan by resolution on June 3, 2003. See this Public Participation Plan for specific details regarding public and key stakeholder involvement in the Town's comprehensive planning process.

### **Visioning Process**

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

### **Issue Identification**

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

### **Citizen Opinion Survey**

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

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

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

See Appendix 1A for detailed survey results.

### **Workshops and Mapping Exercises**

In the spring of 2004, Jessie Krier, a former Random Lake resident and an undergraduate student with the UW-Madison's Department of Landscape Architecture, facilitated three public workshops in the area. Participants from Adell, Random Lake, and Sherman discussed the best things about their respective communities, identified opportunities for improvement, and listed items that were missing from their communities. Additionally, participants focused on key issues in each community. Input and initial vision statements were recorded in a document entitled *Smart Growth Workshop Results*.

### **Draft Vision & Goal Statements**

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

### **Key Stakeholder Forums**

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

### **Survey to Confirm Vision and Goals**

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

### **Final Vision Statement**

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

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

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

### **Final Goals, Objectives, Policies, and Programs**

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

Final Goal statements for Sherman, as well as Objectives, Policies, and Programs for “Housing,” “Transportation,” “Utilities & Community Facilities,” “Agriculture, Natural & Cultural Resources,” “Economic Development,” “Land Use,” and “Intergovernmental Cooperation” can be found in Chapter 9 and in the respective chapters dedicated to each of these elements.

**BACKGROUND INFORMATION-SUMMARY**

**Existing Conditions**

**Demographic Trends**

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

**Gender**

From 1990-2000, Sherman experienced a moderate increase in males and a substantial increase in females (see Figure 1.4). The result in 2000 was a closing of the gap between gender numbers. While this data is currently within normal ranges, it may signal a trend as the population grows older and females, known to have a longer life expectancy, become more numerous in relation to males. This could impact a number of things in the future, including housing and services.

<b>Figure 1.4 – Gender, Town of Sherman</b>		
	<b>1990</b>	<b>2000</b>
Male (number, percentage)	756, 51.7%	776, 51.1%
Female (number, percentage)	705, 48.3%	744, 48.9%

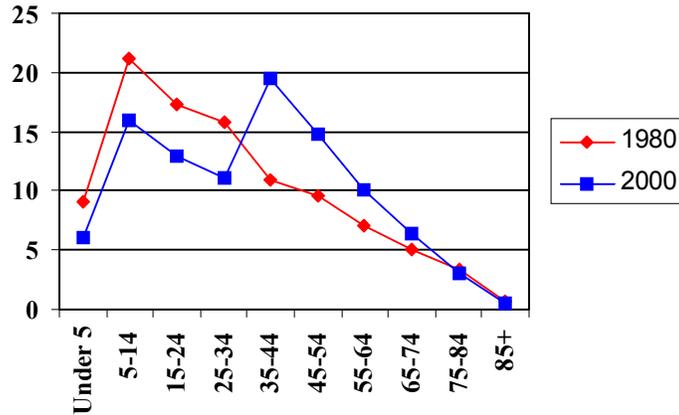
**Age Distribution**

The age distribution graph in Figure 1.5 shows similar population distributions from age 0 to 34 and 75 to 85 when comparing 1980 to 2000. There is a greater percentage of population ages 35 to 74 in 2000 than was seen in 1980. This could be for several reasons, most likely the aging of “baby boomers.”

These changes in age distribution present a set of variables for the Town to consider when drafting new policies or amending older policies. The needs and desires of residents change as they age and as income increases or decreases. A larger distribution of elderly, whose income tends to be limited, can change the demands placed on public services and policies due to changes in needs and desires. The demand on public services can also increase due to a rise in younger populations, such as school age and median age populations living in newer suburban settings. These increases can place

higher demands on educational and other residential services such as law enforcement and emergency medical care.

**Figure 1.5**  
  
Percentage of Total Sherman Population  
  
*Source: U.S. Census Bureau*



**Education Levels**

Figure 1.6 shows a marked increase in the basic educational attainment of residents within the Town from 1990 to 2000. In 1990 the percentage of Town of Sherman residents with less than a high school diploma was 24.7%. By 2000, that percentage had declined to 13.1%. This is comparable with percentages in Sheboygan County of 23.6% in 1990 and 14.6% in 2000. Percentages of residents possessing a high school diploma remained fairly stable from 1990 to 2000 for both the Town of Sherman and Sheboygan County, while those having attained some college credit, without completing a degree, increased substantially. While the table shows a slight increase in residents with bachelor’s or graduate degrees, the increase is less than Sheboygan County’s.

Educational attainment is generally tied to income earnings potential, and while income data for Sherman shows it surpassing Sheboygan County as a whole, Sherman’s 1999 median household income of \$52,375 was below the \$55,652 median income average for the 15 towns in the County.

	1990	2000
Less than 9 <sup>th</sup> grade:	10.6%	4.4%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma:	14.1%	8.7%
High school graduate (includes equivalency):	45.6%	46.0%
Some college, no degree:	13.3%	21.5%
Associate degree:	7.2%	8.0%
Bachelor’s degree:	7.3%	8.9%
Graduate or professional degree:	1.9%	2.6%

	1990	2000
Less than 9 <sup>th</sup> grade:	10.8%	5.8%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma:	11.8%	9.8%
High school graduate (includes equivalency):	41.6%	39.9%
Some college, no degree:	15%	19.7%
Associate degree:	7.1%	6.9%
Bachelor’s degree:	9.9%	12.8%

Graduate or professional degree:	3.8%	5.1%
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Source: U.S. Census Bureau

**Income Levels**

Annual income levels for Sherman households were somewhat lower than those of other rural towns within the County. In 1999, 27.3% of Sherman households were in the lower income bracket, compared to only 23.1% of households in all rural towns. Consequently, there was a smaller percentage of middle income households in Sherman than in all rural towns. The middle income bracket comprised 60.7% in Sherman, compared to 65.8% for all rural towns. High income earners were slightly more likely in Sherman, totaling 12.1%, compared to 11.1% in all rural towns.

Figure 1.7 – Household Income Levels, 1999			
Annual Income	Town of Sherman	Rural Town Average	Sheboygan County
Less than \$10,000:	2.1%	2.2%	4.9%
\$10,000 to \$14,999:	3.8%	3.2%	5.2%
\$15,000 to \$24,999:	7.0%	7.3%	12.1%
\$25,000 to \$34,999:	14.4%	10.4%	13.2%
\$35,000 to \$49,999:	21.0%	19.6%	19.5%
\$50,000 to \$74,999:	22.9%	29.4%	26.2%
\$75,000 to \$99,999:	16.8%	16.8%	11.2%
\$100,000 to \$149,999:	8.5%	7.3%	5.2%
\$150,000 to \$199,999:	2.8%	2.2%	1.2%
\$200,000 or more:	0.8%	1.6%	1.3%

Source: U.S. Census Bureau

**Employment Characteristics**

For the period 1990 to 2004, the civilian labor force in Sheboygan County increased 17.8%, from 55,935 to 65,906; the number of unemployed increased 18%, from 2,298 to 2,711; and the number of employed increased by 17.8%, from 53,637 to 63,195. The unemployment rate experienced a high of 5.5% in 1991 and low of 2.0% in 1999.

In 2000, the majority of the people in the workforce in Sherman were employed in the manufacturing industry, 36.3%. This was up slightly from 1990 (34%) and 1980 (35%). Education/health/social services sector came in second, increasing from 6.5% in 1990 to 10.9% in 2000. Agriculture showed the largest decline, dropping from 18% in 1980 to 7.6% in 2000.

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

**Forecasts**

**Population**

Using a linear projection method, which uses historical population trends to indicate population changes in future time periods, future population levels have been projected for the Town of Sherman and Sheboygan County. As shown in Figure 1.8, the population for the Town of Sherman is projected to increase slightly from 2010 to 2025, at a rate of 2.7%. During this same time period the population in Sheboygan County is projected to increase 8.9%.

Population forecasts, as stated above, are based on historical trends and are subject to revision. (In fact, the WisDOA Town of Sherman population estimate for January 1, 2005 of 1,542 is already nearly at the population projected for 2010 of 1,544.) Many factors, such as changes in municipal boundaries, policies, housing availability, and economic development can have a substantial affect on population trends. The recent widening of State Highway 57 from two lanes to four may also spur population growth. Currently, the population forecast would appear to be in harmony with the citizen opinion survey results showing a preference for open space and agricultural land uses.

<b>Figure 1.8 – Population Forecast, Town of Sherman</b>			
<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
1,544	1,558	1,573	1,585

<b>Population Forecast, Sheboygan County</b>			
<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
119,411	122,921	126,540	130,018

Source: Wisconsin Department of Administration, 2005

### **Housing**

A community’s housing stock changes with fluctuations in the community such as population, economic development, and income level. The type of housing needed is indicated by the ages, incomes, and family sizes of current residents and those wishing to move to the community. The quality of housing also changes over time, creating needs for rehabilitation and/or demolition of older homes.

As indicated by Figure 1.9, 60% of Sherman’s 538 housing units were built before 1970, and of these 39% were built before 1940. By the end of the planning period in 2025, some of these homes may need rehabilitation, but the majority of the housing stock appears to be in good condition. Well-maintained older homes tend to not only improve the life of housing stock but in some cases also provide affordable housing choices for residents.

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

<b>Figure 1.9 Year Structure Built</b>	
1990-March 2000	92
1980-1989	37
1970-1979	84
1960-1969	68
1940-1959	48
1939 or earlier	209

Source: U.S. Census Bureau

## Employment

The Wisconsin Department of Workforce Development created the *Bay Area Workforce Development Area Profile, 2002-2012*, a projection for industries, occupations, and the labor force. These projections are for the total number of nonfarm jobs in the ten county Bay Area, which includes Sheboygan County (see Figure 1.10). According to the profile, overall employment is projected to grow almost 12% between 2002 and 2012. The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs, over one-third of the total growth. Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector in 2012, however, other industry sectors will continue to close the gap over the period. Occupations remaining in manufacturing are expected to continue to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and the availability of new technologies.

**Figure 1.10**

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

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

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