

CHAPTER 9 – IMPLEMENTATION

INTRODUCTION

Due to this being the Town of Sherman’s first comprehensive plan, it will be important that the Town quickly understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little; only when the recommendations made in the plan are *implemented* through actions – such as amending a map, adopting a new policy, or revising an ordinance, for example – does real change come about.

66.1001(2)(i)

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

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

ROLE OF THE COMPREHENSIVE PLAN

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing a community be consistent with the community’s adopted comprehensive plan. The Town of Sherman Plan Commission’s primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Town ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Town, the Plan shall be reviewed, and a recommendation will be derived from its vision statement, goals, objectives, policies, programs, and Potential 20-Year Land Use Map. If a decision is one that needs to be made in which it is inconsistent with the Comprehensive Plan, then before the decision can take effect, the Comprehensive Plan must be amended to include this change in policy.

ROLE OF LOCAL OFFICIALS

Elected Officials

The Town’s elected officials should strive to become familiar with the contents of this Comprehensive Plan. It should be their primary guide, although not their only guide. Town Board members must make their decisions from the standpoint of overall community impact – tempered by

site specific factors. In this task, board members must balance the recommendations made in this Plan with the objectives of developers and residents, the technical advice of Town staff, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

This Comprehensive Plan will provide much of the background and factual information the Board needs in making its decisions. Information from landowners and the Plan Commission will provide much of the site specific information for the Board. Thus, while the initial responsibility of implementing and updating a comprehensive plan falls on the Plan Commission, the Town Board must see that community support and resources are maintained to ensure the Town of Sherman Comprehensive Plan stays current and viable.

Plan Commission

The Town of Sherman Plan Commission should promote good planning practices within the Town, in addition to keeping the public and the Town Board well-informed on planning issues. Plan commissioners need to become very familiar with this Plan's maps and text, as well as its stated vision, goals, objectives, policies, and programs. A biennial review of these components is recommended to keep them current. The Plan Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other Town land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years (section 66.1001(2)(i), *Wisc. Stats.*).

Board of Appeals

Unlike a plan commission, a board of appeals is a quasi-judicial body. It has the power to interpret the wording of a land use control ordinance; review an administrative decision where it is contended the administrative official made an error in applying a land use control to a particular property; and issue area-related variances from the standards of an ordinance when it finds that strict enforcement would cause a hardship or be unnecessarily burdensome. Like the recommendations of the Town Plan Commission and the decisions of the Town Board, the decisions of the Town of Sherman Board of Appeals need to be consistent with the Town's adopted Comprehensive Plan.

ROLE OF LAND USE PLANNING CONTROLS

Zoning

The Town of Sherman has an established Zoning Ordinance. Several of the future land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would *not* be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this Plan's assumptions.

The Comprehensive Plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board will need to judge when re-zoning will occur, for it is not the intent that a zoning ordinance

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

Other Controls

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

While this Plan includes a number of specific implementation activities directly related to some of these standards, it is also understood that informal reviews of these standards – as they compare to the Plan’s vision, goals, and policies – should be ongoing as the Town conducts its business.

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

IMPACT OF ECONOMIC DEVELOPMENT

Government Economic Development Initiatives

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

The implementation of most, if not all, of these economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with the Comprehensive Plan. It is important that such a comparison takes place. Usually, the impacts are positive, but there may also be downsides. In some communities, economic development initiatives are quite successful at attracting businesses and spurring growth; however, when the development period tapers off, residents find their community has become something far different than what they had always envisioned.

If it is anticipated that an economic development program or initiative being considered for the Town may significantly change the character of the Town – and therefore run counter to the vision and goals of the Plan, the economic development program should either be adjusted, or the Comprehensive Plan should be revisited and amended to allow for the change in character.

Non-Government Economic Development Activities

Sometimes, economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities, and indeed it is

often best to encourage such activities. Nevertheless, it is once again possible that this type of economic development can change community character. Further, since it is unplanned by the local government, this kind of economic development frequently outstrips the community's existing infrastructure and begins a sometimes never-ending cycle of "catching up," as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development "boom" is underway, the Town must analyze whether the character of the community will be significantly altered and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in the Comprehensive Plan would have to be revisited and amended.

ROLE OF PUBLIC INVESTMENT

Capital Improvements Program (CIP)

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan – especially the "Transportation" and "Utilities and Community Facilities" chapters. The Town of Sherman Comprehensive Plan is not overly dependent on a CIP to implement the recommendations contained herein; nevertheless, where the CIP does have a role it is expressly mentioned (see Recommendations section of "Chapter 5 – Transportation").

Impact Fees and Land Dedications

Defined as cash contributions, contributions of land or interests in land, or any other items of value imposed on a developer by a municipality, impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. The Town of Sherman does not impose development impact fees at this time, but the Town does require park land dedications for new subdivisions and expects to continue to do so.

Impact fees and land dedications may be used to finance the capital costs of constructing roads and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. The law expressly prohibits the use of impact fees to finance facilities owned by a school district.

Special Assessments

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies. Due to the rural nature of the Town of Sherman, this Comprehensive Plan does not address the use of this tool in the Town.

Special assessments are not considered exactions, because they are not imposed on developers as a condition of development. Under Wisconsin law, "any city, town or village may, by resolution of its governing body, levy and collect special assessments upon property in a limited and determinable area for special benefits conferred upon such property by any municipal work or improvement; and

may provide for the payment of all or any part of the cost of the work or improvement out of the proceeds of such special assessments.”

Because of the need to show special benefit to property caused by the improvement, special assessments are traditionally used to fund improvements abutting the land that is ultimately assessed for such capital expenditures as sewer and water mains, sidewalks, street paving, curbs and gutters. The construction of “off site” improvements is seen as generally benefiting the entire community rather than a specific area and therefore must be financed by other means.

Development Review Cost-Recovery

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring a quality development is constructed. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first step toward realizing a goal and implementing a policy without having to allocate funding or personnel.

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

ROLE OF INTERGOVERNMENTAL COOPERATION

Boundary Agreements

Boundary agreements are formal efforts to identify precisely which extraterritorial areas may be attached to a village or city. They may also spell out terms for revenue sharing of current and future property taxes in specified areas, among other things. As an implementation tool, their ultimate purpose is to promote the goal of harmonious relations between adjacent communities. Although the Town of Sherman currently has a positive relationship with the Villages of Adell and Random Lake, a boundary agreement might some day be considered if substantial growth began to occur.

Official Maps

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

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

This Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County UW-Extension and the Town of Sherman’s Work Group representatives participated in nominal group sessions to identify key issues within each of the nine elements of the Plan and created community survey questions

regarding these issues. Using the survey results, along with factual information regarding natural features, past population and housing data, and infrastructure information, the Work Group and UW-Extension used the identified vision, goals, and strategies expressed within this Plan to determine the Potential 20-Year Land Use Map as well as the implementation actions the Town will undertake throughout the 20-year planning period.

In several instances, a single goal applies to more than one element of the Plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the Town Plan Commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements before any amendment that might affect more than one element is approved.

IMPLEMENTATION SCHEDULE

Figure 9.1 – Town of Sherman Implementation Steps			
<p>Agriculture, Natural, and Cultural Resources <i>Goals and Objectives:</i></p> <ol style="list-style-type: none"> 1) Farmland and open space/green space are very important in the Town of Sherman. 2) Protection of farming activities is necessary within the Town of Sherman. 3) The Town of Sherman will not encourage additional large-scale livestock operations. 4) The Town of Sherman will not discourage efforts to preserve historic resources in the town. 5) The Town of Sherman will strive to work with the Village of Random Lake to maintain or improve the health and water quality of Random Lake. 6) The Town will monitor the health of natural resources within the Town. 7) Future non-metallic mining sites will not negatively impact the environmental features within the Town of Sherman or its existing developments; current mining sites will limit negative impacts by complying with existing ordinances and carrying out reclamation plans. 			
ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Consider using a checklist to help analyze land parcels for potential zoning changes out of A-1 Exclusive Ag. Criteria for land analysis might include the County’s Land Assessment and Site Evaluation (LESA) score; the recent use of the parcel and adjacent parcels; and the presence of natural buffers. (See Appendix 2A for a sample checklist.).	Plan Commission	Town Board; County Planning Dept	2007; Ongoing
1- Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town, except in growth areas designated on the 20-Year Land Use Map.	Plan Commission	Town Board	Ongoing

1- Help landowners become aware of programs such as the voluntary purchase of development rights program available through the North Branch Milwaukee River Wildlife and Farming Heritage Area program, as well as the options for conservation easements offered by Glacial Lakes Conservancy.	Plan Commission	Town Board; Town Clerk	Ongoing
1- Help landowners become aware of the Managed Forest Law as a tax incentive for keeping land as woodlands.	Town Clerk	Town Board	Ongoing
1- Consider implementing innovative land preservation tools such as the Bonus Lot Preservation Plan; an overlay/density credit; and the Land Investment Program (see Appendix 2B for summaries of these programs).	Plan Commission	Town Board; Landowners; Developers	2007
1- Consider clustering and conservation designs for future residential developments in order to preserve open space and natural areas.	Plan Commission	Town Board; Developers	2007
1- Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands.	Plan Commission	Town Board; Landowners; Developers	2007
2- Create awareness of the intensity and importance of agriculture through a variety of methods that may include special “AG District” signage; road restrictions; lower speed limits; a town board “buyer/seller beware” conflict policy; and a “buyer beware” statement on Certified Survey Map’s (CSM) protecting the right to farm in the Town of Sherman.	Town Board	Landowners	2007
2- Develop and distribute, either directly or through area realtors, a “Rural Code of Conduct” that outlines the traditional community norms and expectations for residents. (See Appendix 2C for form used by Realtors Association of South Central Wisconsin.)	Town Clerk	Town Board; Realtors	2007; Ongoing

<p>3- Consider creating a special overlay district to support intensive agriculture in the zoning ordinance. Within this district, regulate livestock operations by requiring conditional use permits for larger operations, establish setback distances from natural and man-made features, and impose environmental performance standards.</p>	<p>Plan Commission</p>	<p>Town Board; Farmers</p>	<p>2007</p>
<p>4- Periodically, the Town Plan Commission and Board will evaluate and assess any historic resources in the Town and nominate any of these sites, structures, and artifacts of community significance to appropriate national, state, and local registers.</p>	<p>Plan Commission</p>	<p>Town Board; Local historians</p>	<p>Ongoing</p>
<p>5- Encourage the use of vegetative buffers along the streams and tributaries draining into Random Lake. Financial incentives are currently available through CREP and may be available in the future through the Sheboygan County Land & Water Conservation Department's Vegetated Buffer Strip Program.</p>	<p>Town Board</p>	<p>County LWCD; Riparian landowners</p>	<p>Ongoing</p>
<p>5- The Town will support state and county nonpoint pollution source controls to enhance the water quality of Silver Creek.</p>	<p>Town Board</p>	<p>County LWCD; WDNR</p>	<p>Ongoing</p>
<p>5- Partner with UW-Extension and similar agencies to help local farmers become more aware of Best Management Practices (BMPs) for pesticide and fertilizer application, erosion control, environmentally friendly tilling strategies, etc.</p>	<p>Town Board</p>	<p>UW-Extension; Farmers</p>	<p>Ongoing</p>
<p>5- Work with the County to help ensure understanding of and compliance with the <i>Sheboygan County Runoff/Erosion Control Ordinance</i>.</p>	<p>Town Board</p>	<p>Town Clerk; County LWCD</p>	<p>Ongoing</p>
<p>6- On an annual basis, the Town Plan Commission will file or present a report to the Town Board on the state of natural resources in and adjacent to the Town. This will help local officials stay on top of any concerns before they become problems.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>2007, 2008, etc.</p>

7- The Town shall steer incompatible uses away from current mining sites and areas where the development of new mining is highly likely.	Plan Commission	Town Board	Ongoing
7- The Town should be familiar with the Sheboygan County Non-metallic Mining Reclamation Ordinance and consult it when necessary.	Plan Commission	Town Board; County LWCD	Ongoing
7- The Town recognizes the value of non-metallic resources and will notify local non-metallic mining interests for input before making any rezoning decision that would affect an area of significant potential gravel resources identified on Figure 2.15.	Plan Commission	Town Board; County LWCD; Non-metallic mining companies	Ongoing

Housing

Goals and Objectives:

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

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- The Town land use map and zoning ordinance will favor single-family housing, but some provision may be made for a limited number of other housing types.	Plan Commission	Town Board	Ongoing
2- The Town of Sherman will utilize its 20-Year Land Use Map and zoning map to steer residential development toward the already built-up areas of Silver Creek, Adell, and Random Lake.	Plan Commission	Town Board	Ongoing
2- The Town of Sherman will explore a combination of controls and innovative growth management ideas listed in the Recommendations section of Chapter 2 to encourage a low growth rate.	Plan Commission	Town Board	Ongoing

3- The Town of Sherman will explore a variety of growth management options, but building caps will likely not be one of them.	Plan Commission	Town Board	Ongoing
4- The Town will schedule an educational session with an outside expert(s) to learn more about conservation subdivisions and other growth management options to help determine whether they might be appropriate for the Town.	Plan Commission	Town Board; UW-Extension	2007
4- The Town will not discourage sustainable development practices such as natural landscaping, permeable surfaces, green roofs, and “green” building materials.	Plan Commission	Town Board	Ongoing
5- The Town will schedule a discussion session with the Villages of Adell and Random Lake to explore what might be done cooperatively to address senior housing.	Town Board	Villages of Adell, Random Lake	2008

Economic Development

Goals and Objectives:

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

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- The Town of Sherman will severely limit commercial zoning in areas not located near Adell, Random Lake, and Silver Creek.	Plan Commission	Town Board	Ongoing
1- The Town of Sherman will continue to plan cooperatively with Adell and Random Lake to ensure that adequate provision is made for future commercial development in the Adell-Random Lake-Sherman area.	Plan Commission	Town Board; Villages of Adell, Random Lake	Ongoing

2- The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development.	Plan Commission	Town Board; Nearby communities	Ongoing
2- New businesses or expansions should not adversely threaten critical natural or historic resources.	Plan Commission	Town Board; WDNR	Ongoing
2- The Town will continue to work with future developers to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well planned growth and rural character preservation.	Plan Commission	Town Board; Town Clerk; Local businesses	Ongoing
3- The Town will strongly consider requiring conditional use permits for home-based businesses that exceed certain impact thresholds (traffic, noise, odors, hours of operation, number of employees, etc.) identified by the Town.	Plan Commission	Town Board; Town Clerk; Local businesses	2007
3- The Town will encourage home-based businesses undergoing substantial expansion to relocate to a more suitable location such as Adell or Random Lake.	Town Board	Local entrepreneurs; Villages of Adell, Random Lake	Ongoing

Transportation

Goals and Objectives:

- 1) The Town of Sherman will provide well-maintained, safe roads.
- 2) The Town of Sherman will actively participate in transportation activities (state, county, rail) that impact the Town.
- 3) The Town of Sherman will plan for a transportation system that is harmonious with its surroundings.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- In order to promote traffic safety and maintain the efficiency of STH 57, the Town, along with the Villages of Random Lake and Adell, should work within WisDOT policies to minimize, as much as possible, direct access to this principle arterial. This can be achieved by requiring adequately spaced access points and by requiring frontage roads for access to numerous properties, or driveway accesses that are able to serve more than one property.	Plan Commission	Town Board; County Highway Dept; WisDOT; Villages of Adell, Random Lake	Ongoing

1- Communicate periodically with WisDOT to remain apprised of safety studies and/or opportunities to improve the STH 57 corridor as necessary. This may include traffic signals, flashing caution lights, reduced speed limits, turning lanes, etc.	Town Board	County Highway Dept; WisDOT	Ongoing
1- When appropriate, the Town will explore using the funding sources identified under the Transportation Funding Programs listed earlier in this chapter.	Town Board	Town Clerk; WisDOT	Ongoing
1- Local road systems, especially those in heavily agricultural areas, should be designed and signed to minimize through traffic movement.	Town Board	Plan Commission	Ongoing
1- New roads should be built to acceptable state standards. Vision triangles at intersections should be kept clear.	Town Board	County Highway Dept; WisDOT	Ongoing
1- Monitor WisDOT statistics for existing road traffic volumes as well as accident rate data compiled by the Sheboygan County Sheriff's Department. Continue to utilize a pavement management system (WISLR) to monitor the physical condition of roadways. Continue to tie all of this data in to a long-term maintenance schedule and capital improvement program that addresses ongoing drainage improvements, shoulder betterment, and location of field entrances.	Town Board	Town Clerk; County Highway Dept; WisDOT	Ongoing
1- Provision for bicycling and walking should be made in rural residential areas through a combination of methods, which may include low traffic streets, paved shoulders, sidewalks or paths in appropriate areas, and stand-alone trails.	Plan Commission	Town Board; County Highway Dept; WisDOT	Ongoing
1- Town road right-of-ways will be maintained as needed to control brush encroachment and improve traffic safety in accordance with existing road maintenance policy.	Town Board	County Highway Dept	Ongoing

<p>2- The Town will continue to communicate with state and county transportation officials as needed regarding maintenance of existing roadways within the Town. The Town will communicate with state transportation officials regarding notification of planned roadway upgrades within adjacent Towns. The Town will share its comprehensive plan with appropriate transportation agencies and will make its land use vision and goals known to proactively address growth associated with improved transportation corridors.</p>	<p>Town Board</p>	<p>County Highway Dept; WisDOT</p>	<p>2007; Ongoing</p>
<p>3- The total amount of land used for transportation facilities should be minimized as much as possible.</p>	<p>Plan Commission</p>	<p>Town Board; County Highway Dept; WisDOT</p>	<p>Ongoing</p>
<p>3- The dislocation of households, businesses, industries, and institutional buildings as caused by the construction or reconstruction of transportation facilities should be minimized.</p>	<p>Plan Commission</p>	<p>Town Board; County Highway Dept; WisDOT</p>	<p>Ongoing</p>
<p>3- The destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological and cultural sites as caused by the construction or reconstruction of transportation facilities should be minimized.</p>	<p>Plan Commission</p>	<p>Town Board; County Highway Dept; WisDOT; WI State Historical Society</p>	<p>Ongoing</p>
<p>3- The location of transportation facilities in or through environmental corridors should be avoided if possible.</p>	<p>Plan Commission</p>	<p>Town Board; County Highway Dept; WisDOT; WDNR</p>	<p>Ongoing</p>

Utilities and Community Facilities

Goals and Objectives:

- 1) The Town of Sherman will ensure the community facilities and public services are well maintained and sufficient for the needs of its residents, partnering with surrounding communities when beneficial.
- 2) The Town of Sherman values offering quality park lands for its residents.
- 3) The Town of Sherman will consider allowing elder care facilities that are appropriate to the Town’s rural atmosphere.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Continue to provide a “public comment” opportunity at Town board meetings and be attentive to comments regarding utilities and facilities in the Town.	Town Board	Town Clerk	Ongoing
1- Periodically work with Sheboygan County UW-Extension and willing residents to monitor the quality of water in private residential wells.	Town Board	UW-Extension	Ongoing
1- Work with the Sheboygan County Land & Water Conservation Department to make sure developers are aware of and following the <i>Sheboygan County Runoff/Erosion Control Ordinance</i> .	Town Board	Plan Commission; County LWCD	Ongoing
1- Communicate with the Random Lake School District about significant new residential development in the Town in order to allow the District to plan for future needs.	Town Board	Plan Commission; RL School District	Ongoing
1- Consider opportunities to upgrade telecommunications service within the Town to increase cellular service reliability. Share facility upgrade information with neighboring communities and work cooperatively on siting alternatives.	Town Board	Wireless carriers; Nearby communities	Ongoing
1- Consider opportunities to upgrade broadband (e.g., fiber optic) infrastructure within the Town. Contact local Internet provider to complete a needs assessment for the Town and neighboring communities and work cooperatively to consider potential cost-sharing opportunities.	Town Board	Internet Service Providers; Nearby communities	Ongoing
1- Continue to consider opportunities to share equipment and facilities between the Town & neighboring communities.	Town Board	Nearby communities	Ongoing

1- Work with the Silver Creek Volunteer Fire Department and/or area businesses to continue offering a length of service award and other incentives.	Town Board	Fire Department; Area businesses	Ongoing
1- The Federal Emergency Management Administration (FEMA) offers over \$100 million in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants must come from communities that serve a population of less than 50,000 and must provide a 5% match.	Town Board	Fire Department; FEMA	Ongoing
1- The Silver Creek Fire Department will work with the WDNR to obtain grant funding for 2006.	Town Board	Fire Department; WDNR	Ongoing
1- The USDA Rural Development's <i>Water and Wastewater Grant and Loan Program</i> is available to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities.	Town Board	Town Clerk; USDA-RD	If necessary
1- The Wisconsin Department of Commerce administers the <i>Wisconsin Community Development Block Grant Program</i> to provide cities, villages, and towns with a population of less than 50,000 and all counties except Milwaukee, Dane and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness.	Town Board	Town Clerk; WDOC	If necessary
2- Continue to require a park land dedication from developers of new subdivisions.	Plan Commission	Town Board	Ongoing
2- Provide an updated inventory of existing Town park lands and improvements to Sheboygan County when the County's <i>Comprehensive</i>	Town Clerk	County Planning Dept	2007, 2012, etc.

<i>Outdoor Recreation and Open Space</i> is revised in 2007 and every five years thereafter.			
2- Consider applying for state and Sheboygan County Stewardship funds when needed. Make improving current underutilized park properties a priority.	Town Board	Town Clerk; County Planning Dept	Ongoing
3- Consider adding an elder care facility use to appropriate districts in the Town zoning ordinance.	Plan Commission	Town Board	2008

Intergovernmental Cooperation			
<i>Goals and Objectives:</i>			
1) The Town of Sherman will continue to foster a friendly, working relationship with the surrounding units of government. Areas for cooperation include emergency services and land use/zoning.			
ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
1- Cooperate with Sheboygan County on its comprehensive planning efforts and Non-Motorized Transportation Pilot Program.	Town Board	Plan Commission; County Planning Dept	2006-2010
1- Continue to work with the Sheboygan County Highway Department for the maintenance and snow plowing of roadways within the Town.	Town Board	County Highway Dept	Ongoing
1- Continue to work with state agencies such as WisDOT and WDNR to promote wise management of State Highway 57, the railroad corridor, and proper stewardship of natural resources such as groundwater and environmental corridors.	Town Board	Plan Commission; WisDOT; WDNR	Ongoing
1- Keep the surrounding towns and the villages of Adell and Random Lake apprised of any significant development proposals or changes to the Town of Sherman 20-Year Land Use Map.	Plan Commission	Town Board; Adjacent Towns; Villages of Adell, Random Lake	Ongoing
1- Encourage developers to locate major projects in or near the already built-up areas of Silver Creek, Adell, and Random Lake rather than the rural areas of the Town.	Plan Commission	Town Board; Villages of Adell, Random Lake; Developers	Ongoing

<p>1- Continue mutual aid agreements, the Lakeview Community Library consortium, and all other current intergovernmental cooperation activities and policies of benefit to Town of Sherman residents.</p>	<p>Town Board</p>	<p>Nearby Fire Departments; Lakeview Library; Neighboring communities</p>	<p>Ongoing</p>
<p>1- Continue to not only be aware of and act on opportunities for future shared initiatives, services and/or facilities, but also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.</p>	<p>Town Board</p>	<p>Fire Departments; Town Attorney; Neighboring communities</p>	<p>Ongoing</p>
<p>1- Establish a regular and ongoing (at least annual) intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting will be facilitated by UW-Extension or similar organization. Representatives from the Town of Sherman, Village of Adell, and Village of Random Lake will include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of nine representatives. Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration.</p>	<p>Town Board</p>	<p>Plan Commission; UW-Extension; Villages of Adell and Random Lake</p>	<p>2007</p>
<p>1- In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Land Use Maps in the comprehensive plans of the three communities to provide official guidance for growth patterns in the transition areas between village and town.</p>	<p>Town Board</p>	<p>Plan Commission; Villages of Adell and Random Lake</p>	<p>2007; Ongoing</p>
<p>1- To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be mutually established by the three communities within one year of adoption of the three comprehensive plans. This process will be facilitated by UW-Extension or similar organization.</p>	<p>Town Board</p>	<p>Plan Commission; UW-Extension; Villages of Adell and Random Lake</p>	<p>2007-2008</p>

Land Use

Goals and Objectives:

- 1) Maintaining existing open space and scenic views within the Town of Sherman shall be a high priority in land use decision-making.
- 2) Land use decisions involving the Town of Sherman will incorporate the data, principles, goals, and policies found throughout this plan in order to ensure all of the elements are integrated into a consistent decision making approach.

ACTIVITY	LEAD ENTITY	COOPERATORS	TIME PERIOD
<p>1- Throughout its history, the Town of Sherman has been a rural, agricultural community. About 36% of respondents to the survey would prefer the Town to remain this way at least 20 years into the future. However, almost 52% of respondents described the future of the Town as a mixture of agriculture and residential, which indicates some support for a limited amount of new residential development around Silver Creek and the villages of Random Lake and Adell.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- Intense commercial development is not compatible with the rural atmosphere Town residents value. However, it is conceivable that there could be future expansions of existing businesses or that similar types of new businesses might be developed. Such development should primarily occur adjacent to Random Lake and Adell since only 28.6% of respondents thought development should be encouraged in areas other than those adjacent to already built up areas.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- Intense industrial development is not compatible with the rural atmosphere Town residents value. However, it is conceivable there could be future expansions of existing industries or that similar new development might occur near the villages of Random Lake and Adell.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>
<p>1- The Town considers existing governmental and institutional uses within and near the Town adequate to meet current and future needs during the 20-year planning period. Unanticipated needs resulting in development requests that do not conflict with existing residential uses can be handled through a plan amendment.</p>	<p>Plan Commission</p>	<p>Town Board</p>	<p>Ongoing</p>

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

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

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

PLAN REVIEW TIMELINE

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

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

PROCESS FOR ADOPTING OR AMENDING THE PLAN

As directed by 66.1001, *Wisconsin Statutes*, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

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

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), *Wisconsin Statutes*, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-6 above.

No political subdivision may enact an ordinance unless the political subdivision holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The

political subdivision may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

At least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

Additional Plan Amendment Considerations

In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time. The Town of Sherman, in planning cooperatively with the Village of Adell, the Village of Random Lake, and Sheboygan County, realizes that certain specific amendments to its Comprehensive Plan might have significant ramifications for these other governmental units. The reverse may also be true. Therefore, the Town of Sherman has reached an understanding with these governmental units to 1) communicate in advance all proposed Town of Sherman Comprehensive Plan amendments, and 2) invite the participation of these governmental units in the decision making process for any “Major Amendments” as they are ultimately defined through the process described in Chapter 7, page 7 (1)(j) of this Plan.