

Sherman

Comprehensive Plan

*Prepared by the South Eastern Council of Governments at the direction
of the Planning Commission and Town Board of Sherman, South Dakota*

RESOLUTION NO. 2019-1

A RESOLUTION ADOPTING A COMPREHENSIVE PLAN FOR
THE TOWN OF SHERMAN AS PROVIDED FOR IN SDCL CHAPTER 11-6.

WHEREAS, Chapter 11-6 of South Dakota Codified Law has empowered the Planning Commission and Town Board of Sherman to prepare a Comprehensive Plan for the development of the Town and the surrounding area; and

WHEREAS, the Sherman Planning Commission has developed a Comprehensive Plan, has held the required Public Hearing, and has made a recommendation for adoption of the Plan to the City Council; and

WHEREAS, the Sherman Town Board has received the recommendation of the Planning Commission and has held the required Public Hearing; and

WHEREAS, the adoption of the Comprehensive Plan would enhance the responsible development of Sherman and the surrounding area.

NOW THEREFORE, BE IT RESOLVED by the Town of Sherman, South Dakota that the Comprehensive Plan for the Town of Sherman be hereby adopted and effective upon twenty days after publication of the notice of adoption.

Dated this 2 day of July, 2019.

Lee Ellis

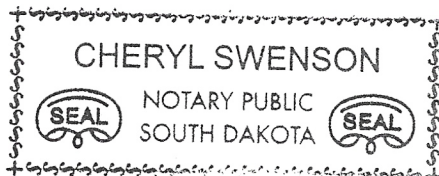
President

ATTEST:

Cheryl Swenson

Town Clerk

SEAL



Cheryl Swenson

Publication Date: 7-11-19

Effective Date: 7-31-19

My Commission Expires: 4-9-2025

ACKNOWLEDGEMENTS

This Comprehensive Plan is a compilation of effort by many people, organizations and government entities. This document expresses the great civic pride that exists in the Town of Sherman. Through the preparation and adoption of this document, the governing officials of Sherman have expressed their desire for orderly and efficient growth and development in the community and surrounding area.

President and Town Board

Town Board President:

Town Board:

Planning Commission

Chairman:

Board Members:

Staff

Town Clerk: Cheryl Swenson

The South Eastern Council of Governments prepared this document under the direction of the Planning Commission and Town Board of Sherman, South Dakota.

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Chapter 1 - Introduction

Vision

The vision for Sherman is to continue to provide effective public services, maintain and create cost-efficient and effective public infrastructure and provide exceptional public facilities to serve existing and planned residential and non-residential private investments.

This Comprehensive Plan attempts to capture the essence of the vision for the community, and future actions by the Town and land owners will mold and change the details of this vision over time, with this Comprehensive Plan as a framework to guide them.

Comprehensive Plan Overview

The Comprehensive Plan provides a framework for specific anticipated land-use and growth management policies and recommendations. It is designed to be a dynamic and flexible process to accommodate the changing needs of a population, yet steady enough to allow for reasonable long-term investment strategies by both public and private sectors. To the greatest extent possible, future planning for the Town of Sherman ought to involve the public, other governmental agencies and elected officials throughout the planning and implementation phases.

The Sherman Town Board has adopted this document in accordance with state law. In developing this Comprehensive Plan, the Sherman Planning Commission has used background research, detailed inventories and assessments, and discussion sessions at Planning Commission and Town Board meetings and public hearings. This Comprehensive Plan is intended to guide the Town of Sherman in its implementation of zoning regulations, subdivision regulations, capital improvements plans and other related policies as deemed necessary by the Town Board and Planning Commission.

Purpose

There are three primary purposes of this document:

1. To address the planning requirements of state law while also providing a sound and logical basis for growth management strategies.
2. To provide some predictability about the potential land uses and timing of development so that both public and private sectors can make informed decisions in the area of real estate and capital investments.
3. To provide the Planning Commission and Town Board with policies for future planning decisions and the methods and justification to control land use through the zoning and subdivision ordinance, the capital improvements program, and other enforcement controls.

Additionally, there are six supplemental purposes of this document:

1. To improve the physical environment of the community as a setting for human activities; to make it more functional, beautiful, decent, healthful, interesting and efficient.
2. To promote the public interest (the interest of the community at large) rather than the interests of individuals or special interest groups within the community.
3. To facilitate the democratic determination and implementation of community policies on physical development.
4. To effect political and technical coordination in community development; to be effective, coordination must occur across governmental jurisdictions (county, school, township, etc.).
5. To inject long-range considerations into the determination of short-range actions.
6. To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community.

Authorization Under State Law

Under 11-6-14 of South Dakota Codified Laws, the planning commission of a municipality is directed to *“propose a plan for the physical development of the municipality... [to] include the general location, character, layout and extent of community centers and neighborhood units...”*

Area of Planning Jurisdiction

The Town of Sherman shall, under South Dakota statutes, have the authority to control development within the corporate limits of Sherman.

Appropriate Use of the Comprehensive Plan

South Dakota laws require that zoning districts must be in accordance with the Comprehensive Plan. It is the intent of this document to show the most appropriate use of land within the study area, based on the potential for growth and development of the community.

The Comprehensive Plan recognizes the ever-changing marketplace and the need to remain poised to meet those changes. Major new development opportunities may arise during the planning period, which were not foreseen during the development of this plan. In addition, major economic development or social changes may arise within the planning period. Such significant developments or changes would likely impact many elements of the plan. As land use decisions arise that deviate from the comprehensive plan, the Planning Commission shall recommend to the Town Board, which shall adopt a resolution amending the comprehensive plan.

Chapter 2 - Community Demographics

This Chapter examines aspects of the demographic, social and economic characteristics of the community. The data in this Chapter comes from the United States Census Bureau, primarily the 2010 Census. Going forward, Sherman will consider future data sources as they become available to better inform future planning decisions.

Population

According to the 2010 Census, the Town of Sherman lost population from 2000 to 2010. Sherman's population was 78 in 2010. This was a 9-person decrease from 2000, or a population loss of -10.3%.

Table 2-1: Population History (Source: U.S. Census Bureau)

Year	Population	% Increase	Number Increase
1960	116		
1970	82	-29.3%	-34
1980	100	+22.0%	+18
1990	88	-12.0%	-12
2000	87	-1.1%	-1
2010	78	-10.3%	-9

General Demography

Sherman experienced a lower growth rate between 2000 and 2010 than both Minnehaha County and the State. The median age in Sherman is older than that of the County and the State median. Median income in 2010 in Garretson was \$64,250 which exceeds the County and State wide median income.

Table 2-2: Current Demographic Statistics (Source: U.S. Census Bureau)

	Sherman	Minnehaha County	South Dakota
2000 Population	87	148,281	754,844
2010 Population	78	169,468	814,191
2000-2010 % Change	-10.3%	+14.29%	+7.86%
2010 Median Age	41.0	34.5	36.9
Median Household Income in 2010 Dollars	\$64,250	\$51,799	\$46,369

Age

Between 2000 and 2010, a gain of 11 people in the 55 to 74-year-old age group was the largest increase within any of the defined age cohorts in Sherman. Sherman had losses in 0 to 19 and 20 to 54 age cohorts.

Table 2-3: Population by Age (Source: U.S. Census Bureau)

	0-19	20-54	55-74	75 & Over	Total
2000	37	43	6	1	87
2010	23	36	17	2	78

Households by Type

Between 2000 and 2010, Sherman experienced an overall decrease in the number of “family” households. There was an increase of 2 married couple families without their own children in the household.

The Town of Sherman had an increase of 9 “non-family” households. There was an increase of 3 one-person households and an increase of 6 households that had unrelated individuals living together.

Table 2-4: Household Composition – 2000 to 2010 (Source: U.S. Census Bureau)

	2000 Census	2010 Census	Change
	Family Households		
Married Couple with own children	9	11	+2
Single Parent with own children	8	0	-8
Married Couple without own children	9	6	-3
Family Householder without spouse	0	0	0
Total Families	26	17	-9
	Non-Family Households		
Single Person	3	6	+3
Two or more persons	1	7	+6
Total Non-Families	4	13	+9

Assessment of Existing Housing Stock

In 2010, according to the U.S. Census Bureau, there were 2 vacant housing units in the City of Sherman. Over 90% (93.8%) of Sherman's total housing units were classified as occupied. Such a low vacancy rate indicates a strong commitment of existing residents to stay within the community. However, such a low vacancy rate points to the need for aggressively seeking unique and innovative ways to accommodate additional growth for the future. Based on analysis from the Town Board and Planning Commission that additional (and affordable) housing may be needed, it is recommended that the Town of Sherman explore options to provide accommodation for additional residents. Partnerships with area developers and state/federal housing programs and/or subsidies should be pursued in order to most effectively handle the need.

Table 2-5: Occupancy Status of Housing Units - 2010 (Source: U.S. Census Bureau)

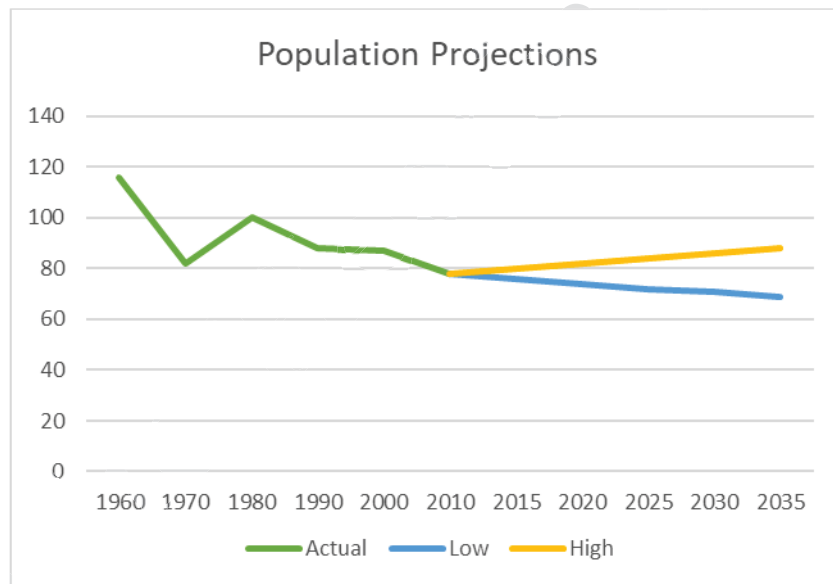
	2000 Census	2010 Census	Change
	<i>Occupied Units</i>		
Owner	25	26	+1
Renter	5	4	-1
Total	30	30	0
	<i>Vacant Units</i>		
For Rent	0	1	+1
For sale	1	0	-1
Seasonal Use	0	0	0
Other Vacant	2	1	-1
Total	3	2	-1

Population Projections

To explore future growth, the Town of Sherman forecasted a low and high growth rate to ensure that they have sufficient plans in place for the potential of growth or decline. The projections below are based on a low growth with is actually a decline of 0.5% annually where the high growth rate is an increase of 0.5%. Based on projections through the study period the Town of Sherman will have a population between 69 and 88 by the year 2035. It is important to keep in mind that there are many factors that may influence population change, although most are not easily quantified. It is very difficult to project population forward when working with small initial populations. The addition or subtraction of even one family can create a major change in projection amounts.

Table 2-6: Population Projections Through 2035

Year	Actual	Low	High
1960	116		
1970	82		
1980	100		
1990	88		
2000	87		
2010	78	78	78
2015		76	80
2020		74	82
2025		72	84
2030		71	86
2035		69	88



Chapter 3 - Environmental Constraints

This Chapter examines the presence of environmental constraints to provide background reference information for Town leaders which they may consult when making decisions regarding future development. It should be noted that environmental constraints identified in this Chapter, including but not limited to wetlands identified on the National Wetland Inventory and flood plains identified by the Federal Emergency Management Agency (FEMA), will present constraints to future development. Some significant natural features/areas exist in the proposed growth area of the Town.

Physical Geography

Sherman is in Minnehaha County in southeastern South Dakota. The City is surrounded by agricultural lands and is located on the Split Rock Creek. The landscape around the Town consists of slightly rolling hills all sloping toward the Creek. The elevation ranges within the city range from 1,510 feet above sea level in the north to 1,490 near Split Rock Creek.

Floodplains and Floodway




Floodplains are areas adjacent to creeks, rivers and lakes that are subject to periodic inundation. Split Rock Creek experiences occasional seasonal flooding. The floodplain in Sherman is contained to the south side of the city, south of the railroad. There is currently no development in the floodplain area, it is recommended that no development occurs in this area in the future. FEMA has identified areas of special flood hazard in and around the City concentrated near the creek. The floodplains of the Sherman are shown on Figure 3-1.

Wetlands

The *National Wetlands Inventory* was used to identify the general location of wetlands. These are considered areas of high constraint and importance because of their value for habitat, groundwater recharge, and surface water storage and filtration. They are generally regulated by State and Federal agencies. These natural resources provide a number of functions that are important to the health and welfare of the community. The wetlands of the Sherman area are shown on Figure 3-1.

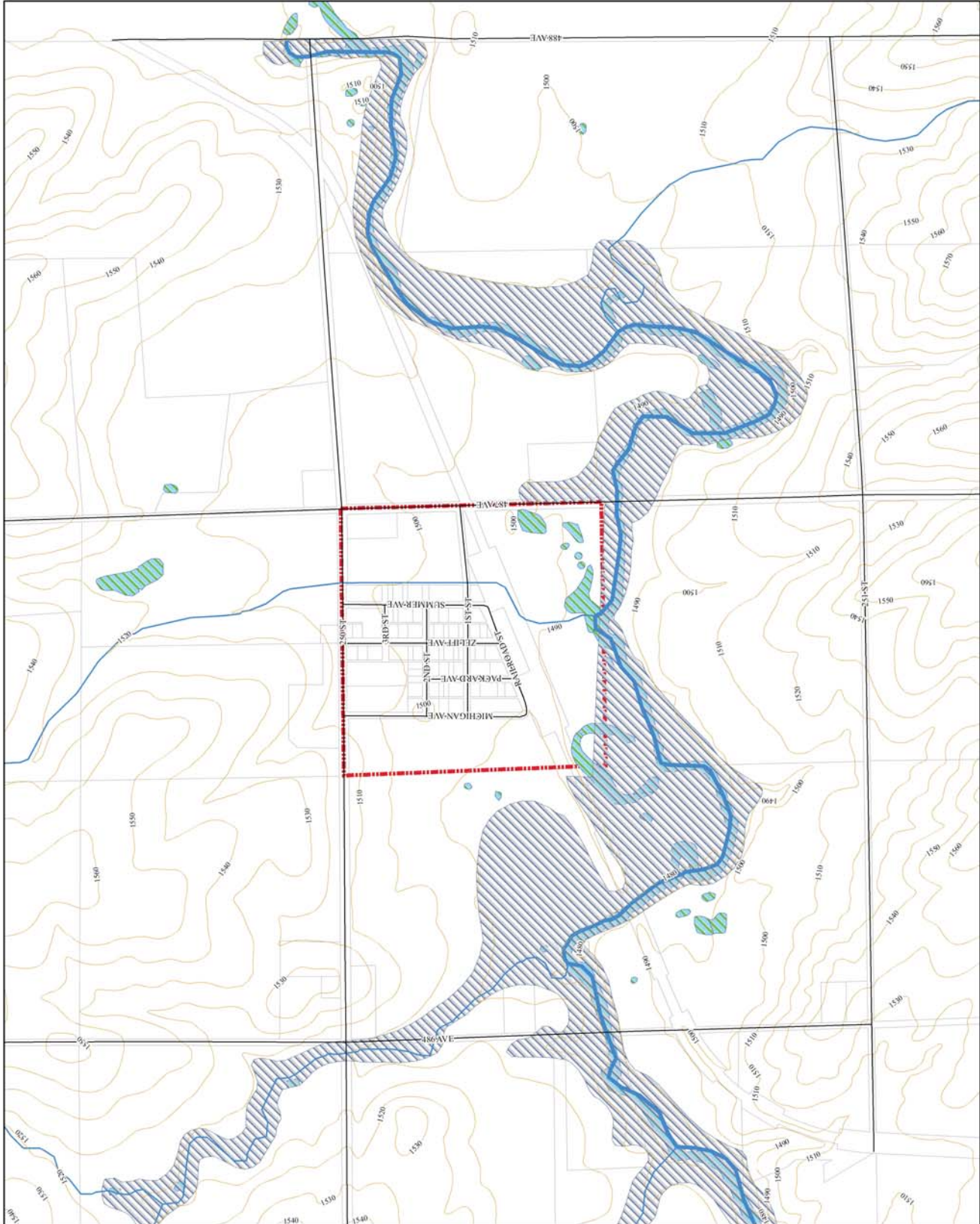
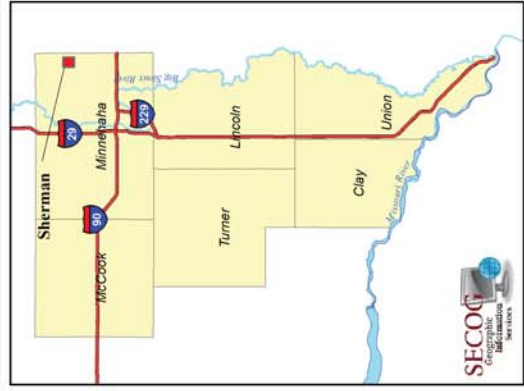
Figure 3-1
Environmental
Constraints
Sherman Comprehensive Plan

Legend

- Roads
- Rivers
-  Floodplain
-  Wetlands
-  City Limits (2019)



0 375 750 1,500 Feet



Chapter 4 - Infrastructure Assessment

Infrastructure is critical to the City's continued maintenance and development. This Chapter is intended to provide a general overview of the existing transportation, water and wastewater systems. The Town also recognizes that planning for the rebuilding and enhancement of systems in existing parts of the Town is critical.

Transportation

Street and highway improvements are a critical planning consideration because of the interactive relationship between transportation and land use. Location choices for many land uses are frequently made on the basis of access to major streets and highways. Without consideration for adequate capacity or maintenance, the transportation system cannot adequately accommodate development.

Arterial Streets

Arterial streets are designed to carry a large volume of traffic at higher speeds. Within the Town, the function of arterials is to facilitate the movement of goods and people with few obstructions. These streets are generally adjacent to commercial uses.

Collector Streets

Collector streets are designed to provide connectivity between arterials. They allow local traffic an access onto the arterial system.

Local Streets

Local streets provide access from low-density residential developments to collector or arterial streets. Because their function is based on development patterns, there are no spacing requirements. Local streets operate at low speeds, with on-street parking and few traffic signals. Overall the local road system is in fair condition.

Figure 4-1 presents the Major Street Plan that has been developed as a part of the Comprehensive Plan.

Water System

The water system provides potable water to Town residents, businesses and institutions. An adequate water supply meets the public demand and requires the responsible use of water, now and in the future, without unacceptable economic considerations. A major element in the overall strategy will be slowing the growth in demand through increased efficiency and conservation.

Existing Water System

The Town of Sherman is served by Minnehaha Community Water Corporation (MCWC). There is not tower within in the town and all main lines are owned and operated by MCWC. There are a few homes in town that are able to be served by their own private well. Any new house or business locating within Sherman would need to arrange service and water usage needs with MCWC. This could be a limiting factor for some commercial or industrial uses as they may need a larger amount of water than the rural water service is able to provide.

Wastewater System

The wastewater system collects, conveys and treats wastewater for Town residents, businesses and institutions. With growth in the Town's water demand will come a corresponding increase in wastewater generated. Wherever possible, gravity systems are preferred over pressure collection systems for reasons of reliability and lower operating and maintenance costs.

Existing Wastewater System

The Town of Sherman does not have a municipal wastewater system. Every property is served by a private septic system. This may be a limiting factor to some commercial or industrial uses as their waste could possible overload a private system. It may also limit multifamily dwellings.

Figure 4-1
Major Street Plan

Sherman Comprehensive Plan

Legend

Type

Arterial Roads

Collector Roads

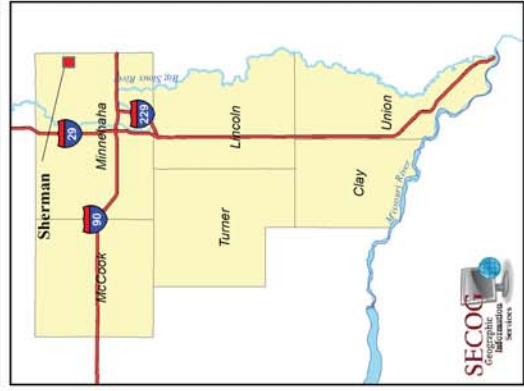
Local Roads

Rivers

City Limits (2019)



0 125 250 500
Feet



Chapter 5 – Parks and Open Space

Current and Future Park Needs

Parks and open space are an important element in the quality of life in Sherman. As plans are made to build, expand or relocate public facilities, they should be done in conjunction with the Comprehensive Plan, Park Master Plan and the Capital Improvements Plan. Figure 6-1 presents the current Parks and Open Space.

Neighborhood parks are generally between five and ten acres in size. The effective service area of neighborhood parks is one mile, depending on location, facilities and accessibility. School/park sites also serve as neighborhood parks and include playground equipment in addition to play fields, parking lots and multi-use paved areas for court games.

Community parks, because of their larger size, provide a much wider range of activities and facilities than neighborhood parks. The land area requirements generally range from 20 to 40 acres. Specialized facilities such as swimming pools, picnic areas and athletic complexes can be accommodated in community parks. Community parks typically include areas for passive uses, nature conservation, pools/aquatic centers and athletic fields. Each of these four types of uses might include other uses such as neighborhood playground space, but generally larger parks will focus on one major type of activity.

Conservation and nature areas are specialized locations that preserve wildlife habitat, woodlands and wetlands through open space development. Most commonly developed along stream corridors and natural drainage ways are linear parks or greenways which provide a variety of recreational opportunities to adjacent neighborhoods. These activities easily accommodate the development of a bike trail system.

The parks and open spaces on the Current and Land Use Plan maps identify existing park facilities and proposed new facilities within the projected growth areas. The specific improvements provided within the park facility should be tailored to meet the needs of the nearby population that it will primarily serve. In addition, potential combinations of detention pond sites and neighborhood parks should be reviewed wherever feasible to allow more efficient land utilization and consolidation of maintenance costs.

If new parks are to be provided at a reasonable cost and in proper locations, it is essential that parkland acquisition take place prior to residential development. Integration of park and school sites will likewise be feasible only if land acquisition occurs well ahead of residential development. Potential areas for future cooperative efforts should continue to be explored with other public entities.

Chapter 6 - Land Use Plan

Land use is the most important element of the Sherman Comprehensive Plan. It addresses the location, type, and density of land uses throughout the Town. From established goals, land use planning policies are developed that will be used to guide the physical development of the Town (including zoning decisions). Without the community's goals, objectives, and policies regarding land use, future development of Sherman would be left to chance and could potentially lead to property devaluation, inadequate public facilities and services, aging and deficient infrastructure, economic stagnation, and unmanageable local conditions.

Existing Land Use

Current land uses have been grouped into seven categories for the Town of Sherman:

1. Industrial: Includes manufacturing, warehouses, and other similar uses.
2. Commercial: Includes retail businesses, offices, etc.
3. Residential: Includes single-family residences, duplexes, twin homes, and all manufactured housing outside of manufactured home parks.
4. Institutional: Includes schools, libraries, churches, government offices, and similar uses.
5. Parks and Open Space: Includes parks and athletic fields. Also included are areas that should be protected from development to facilitate movement of flood water and runoff. Some types of development may be appropriate for such areas, as long as the development does not dramatically increase the incidence or severity of flood or drainage problems.
6. Agriculture: Includes land that is used primarily for agricultural purposes. This can include row crops or animal pasture. May include Residential if residence is part of the agricultural operation.
7. Vacant: Includes land not yet developed for one of the other six uses. Also included are areas that provide farming and agriculturally related uses.

Sherman contains 125.67 acres excluding street right of ways. The map in Figure 6-1 is a physical land use inventory that was prepared by SECOG in 2019. Table 6-1 contains the estimated area in each land use category. The primary purpose of this map is to illustrate the overall pattern of development in Sherman.

Table 6-1: Area by Land Use (2018)

	<u>Acres</u>	<u>% Total</u>
Residential	16.4	13.05%
Institutional	0.73	0.58%
Commercial	0.98	0.78%
Industrial	6.35	5.05%
Park/Open Space	0.64	0.51%
Agriculture	96.86	77.07%
Vacant	3.71	2.95%
Total Acres	125.67	100%

Land Use Plan Map

The Land Use Plan map (see Figure 6-2) shows the preferred land use for all property in Sherman. Further, this map lays the foundation for land use controls that are used by the Town to implement the Comprehensive Plan. A review of the population projections and land use consumption needs should be reviewed every five years to ensure enough land is available for anticipated land use needs. The estimated land area contained in each category is shown in Table 6-2.

Table 6-2: Anticipated Land Use Calculations

	<u>Acres</u>	<u>% Total</u>
Residential	18.48	14.71%
Institutional	0.73	0.58%
Commercial	1.46	1.16%
Industrial	6.80	5.41%
Park/Open Space	0.64	0.51%
Agriculture	97.56	77.63%
Total Acres	125.67	100%

Land Use Categories

The Land Use Plan seeks to balance the needs and desires of Sherman residents, employees, and business owners. The Comprehensive Plan uses the following categories to define the preferred physical development of Sherman:

- Residential
- Commercial
- Industrial
- Park/Open Space

The following sections are intended to provide a general explanation of the goals and policies for each of these land use categories.

Residential

Sherman's vision seeks to offer housing opportunities to residents in all stages of life. To achieve its vision, Sherman desires to establish a variety of residential land uses.

Goals for Residential

The Town of Sherman seeks to achieve the following goals through the implementation of the land use plan for Residential:

1. Provide a variety of housing types that allow people to live in Sherman at any stage in their life.
2. Facilitate the location, character, and phasing of residential growth and development.
3. Address the density, affordability, and type requirements for housing.

Policies for Residential

Implementation of the land use plan for Residential will be guided by the following policies:

1. Encourage a mixture of housing whenever possible.
2. Encourage future residential development to address the need for affordable housing.
3. Integrate Residential with park, trail, and open space features.

Commercial

Commercial uses should be concentrated where access and visibility is good. Some examples of businesses that fall into the Commercial category include personal services, child care facilities, dental and medical offices, business services, grocery stores, general merchandise stores, gas stations, and restaurants.

Goals for Commercial

The Town of Sherman seeks to achieve the following goals through the implementation of the land use plan for Commercial:

1. Provide attractive, inviting, quality retail shopping and commercial services that are convenient to existing and future Sherman residents, employees, and visitors.
2. Provide a wide range of goods and services for Sherman residents and visitors.

Policies for Commercial

Implementation of the land use plan for Commercial will be guided by the following policies:

1. Ensure convenient access to roadways and buffer impacts on existing and future residential land use.
2. Require development of neighborhood convenience uses to be part of a planned development approach.

Industrial

Generally, uses that are intended to be accommodated in areas termed Industrial include: business, industrial, or technology parks; warehousing; limited and general manufacturing; light and heavy industry; and wholesale businesses.

Goals for Industrial

The Town of Sherman seeks to achieve the following goals through the implementation of the land use plan for Industrial:

1. Provide diverse employment opportunities for current and future Sherman residents.
2. Retain existing businesses and allow for expansion opportunities.
3. Create opportunities for high-quality development at the key gateways to Sherman.

Policies for Industrial

Implementation of the land use plan for Industrial will be guided by the following policies:

1. Provide well-planned office/business park areas close to amenities for business/industrial development as a means to attract high quality businesses.
2. Guide high profile business development to major intersections along the highway or gateways into the community.
3. Facilitate development of a business or industrial park on remaining vacant commercial and industrial land.

Park/Open Space

New neighborhood parks will be established in conjunction with residential development. A system of greenways will be developed to connect community park facilities and other open spaces. Greenways may also serve as a continuous trail corridor.

Goals for Park/Open Space

The Town of Sherman seeks to achieve the following goals through the implementation of the land use plan for Park/Open Space:

1. Create a connected system of parks, trails, and open spaces that respond to the needs of current and future residents.
2. Maximize the use and efficiency of funds for the continued maintenance, development and expansion of existing and future parkland.

Policies for Park/Open Space

Implementation of the land use plan for Park/Open Space will be guided by the following policies:

1. Accept cash contribution for continued development and improvement to the park system.
2. Coordinate park development with Minnehaha County and neighboring communities.

Figure 6-1
Current Land Use
Sherman Comprehensive Plan

Legend

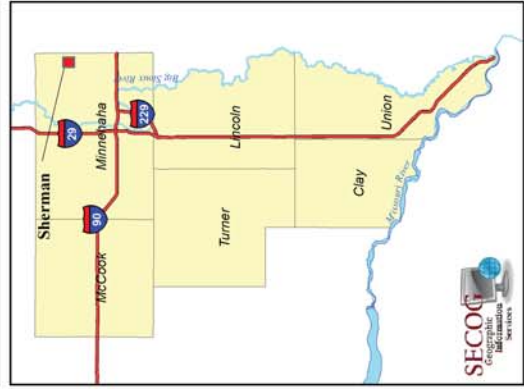
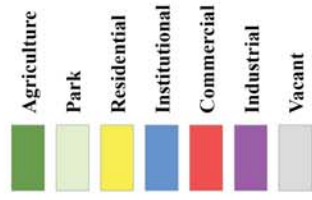
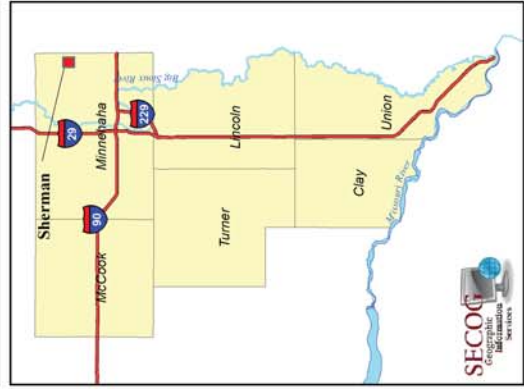
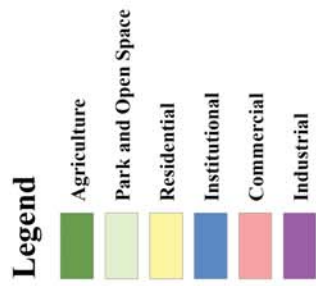


Figure 6-2
Land Use Plan
 Sherman Comprehensive Plan



Chapter 7 - Planning Policy Framework

If a community is to have a sound Comprehensive Plan, the community needs first to set goals. A goal's statement expresses the public opinion about what kind of place a community should become and is based on citizen participation and group input. Policies and objectives are then developed which are specific descriptions of what government, private organizations and individuals need to do in order for the community to achieve the identified goals.

The following goals and policies are a detailed expression of the community's aspirations for the future and can be considered the heart of the Comprehensive Plan. The goals, objectives and policies provide direction for future planning and activities for the Town of Sherman and the contiguous planning area.

Growth Management Strategy

Significant portions of the land within the Growth Areas are presently dedicated to agricultural uses and are otherwise undeveloped as for any urban purposes. It is likely that lands adjacent and abutting the developed areas of the Town will be developed with urban purposes once public utilities become available. The timing of the extension of utilities into undeveloped areas is important; premature and unplanned development prior to development of the necessary roads and utilities should be avoided.

Goal 1: Focus New Development within Existing City Limits Area

Objectives

- Allow compact and contiguous urban growth within corporate limits.
- Enhance the character, identity and historic preservation of the community.

Policies

The Town will maintain the growth area boundary as the division between urban and rural densities and services, and encourage growth and development that will promote an efficient use of present and future public investments in roads, utilities and other services.

The Town will discourage scattered or strip commercial and industrial development outside the urban service area and direct such uses into existing developed locations where adequate services are available including major street access and proper water/sewer systems.

The Town will establish an area-wide approach to cooperatively manage future growth including Town and county governments, school districts, townships and other public utility providers.

Goal 3: Construct and Upgrade the Major Street System to Handle New Growth

Objectives

- Enhance the current road system to provide optimum traffic mobility.
- Minimize ingress and egress onto major roadways.

Policies

The Town will evaluate the need for various improvements and appropriate annual funds accordingly.

The Town will require driveway access points off of local roads rather than arterials whenever feasible so as to alleviate congestion from heavily traveled roads.

Goal 4: Improve Community Services for All Residents of Sherman

Objectives

- Improve public services and buildings.
- Improve park and recreation opportunities for citizens.

Policies

The Town will make needed improvements to the Town's infrastructure.

The Town will improve and maintain park facilities whenever possible.

Goal 5: Preserve the Function and Character of the Rural Area

Objectives

- Encourage agriculture to remain the dominant land use activity.
- Discourage scattered residential, commercial or industrial development.

Policies

The Town will encourage the preservation and protection of land used for agriculture in a manner that supports these elements during the predevelopment urbanization period.

The Town will encourage the orderly transition in the development of agricultural area to urban areas.

The Town will work with Minnehaha County to ensure all proposed development within Sherman's growth areas are annexed.

Land Use Planning Strategy

The quality of life in Sherman will be protected and enhanced by establishing a balance of land uses including residential neighborhoods exhibiting a variety of housing styles, densities, price points and design, retail areas, office and industrial areas and parks and open space. The Town's land use plan (Figure 6-2), is the graphical representation of Sherman's land use goals, objectives and policies. Together, with the text, the land use plan provides a conceptual glimpse of the community's preferred growth pattern.

Goal 1: Ensure the Health and Safety of Citizens

Objectives

- Separate structures for health and safety.
- Design lots and blocks to emphasize cost efficiency and community value.
- Provide adequate visibility at intersections and driveways for all streets.
- Design major streets to emphasize mobility and safety.
- Minimize conflicts and nuisances that typically occur wherever people and activities congregate within corporate limits.

Policies

The Town will establish side yard setbacks that comply with fire code separation for residential, commercial and industrial structures.

The Town will ensure buildings and structures do not encroach on residential building air space.

The Town will ensure that structures and fences do not obstruct the view of intersecting traffic.

The Town will preserve adequate right-of-way for future arterial traffic routes and collectors.

The Town will discourage traffic routes that promote through-traffic in residential neighborhoods.

The Town will review and update Sherman's zoning map and ordinance periodically to discourage mixing of incompatible uses.

Goal 2: Protect Natural Resources

Objectives

- Retain runoff with open natural drainage systems.
- Create greenways and linear open spaces within floodplain areas.
- Design around significant wetlands.
- Limit development in areas with poor soils and high water table.

Policies

The Town will encourage any development that is platted to incorporate as much natural drainage as possible.

The Town will assure development works with existing drainage system.

The Town will discourage residential, commercial or industrial development within floodplain areas as identified by the Federal Emergency Management Agency.

The Town will encourage development to utilize and maintain wetlands as a part of the natural drainage basin.

The Town will require further investigation by the developer prior to allowing new development to occur in areas with soil limitations as identified by the United States Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS).

Goal 3: Enhance the Visual Quality of the Town

Objectives

- Separate industrial and residential uses.
- Soften the look of all uses to enhance the community's image as an attractive place.
- Encourage the appropriate siting and concentration of uses and structures that can clutter the landscape.
- Provide suitable areas for a variety of residential types and densities.
- Allow for vibrant and viable commercial areas with a variety of uses.
- Maintain the appearance of Sherman's neighborhoods, streets and commercial districts.

- Encourage high-quality new developments that are visually attractive and respect their surroundings.

Policies

The Town will discourage industrial development near residential developments.

The Town will encourage siting of industrial uses in incorporated areas.

The Town will establish front and rear setbacks that provide reasonable separation for residential living.

The Town will establish landscaping standards to provide visual and physical boundaries between parking lots and roads.

The Town will encourage the reuse of vacant buildings within the community.

The Town will allow home occupations as long as there is no substantial change in the residential nature of the home.

The Town will identify appropriate locations for residential areas on the Land Use map, taking into consideration accessibility, utility availability and site suitability.

The Town will require adequate buffering and transitions such as multi-family residential between single-family residential and non-residential land uses.

The Town will encourage new commercial developments near existing commercial areas.

The Town will encourage commercial development in clusters at major intersections and other appropriate locations, as opposed to scattered and/or “strip” development along major thoroughfares.

The Town will improve the appearance of public ways and property throughout the central business district through the use of street furniture, flowers and other aesthetic means.

The Town will promptly enforce existing ordinances regarding property maintenance and appearance.

The Town will encourage and support private initiatives to landscape and beautify vacant lots or underutilized parcels.

The Town will assure that its review processes, zoning and building regulations are designed to promote high-quality developments.

Economic Development Strategy

Economic development is the process of creating jobs, tax base and quality of life by coordinating physical community development with the private sector. The role of the Town of Sherman is to foster new development and retention of business activity that leads to employment opportunities and a strong tax base

Goal 1: Retain and Attract Jobs

Objectives

- Maintain a street system to meet the needs of current businesses and facilitate future development.
- Manage growth and land resources to ensure an appropriate mix of development and an adequate land supply to secure new business investments.
- Retain the present industrial and commercial base and assist companies with their expansion needs where appropriate.

Policies

The Town will periodically review and amend if necessary the Comprehensive Plan to ensure that an adequate allocation of land resources is planned for commercial and industrial development and that the Town can appropriately respond to redevelopment needs.

The Town will identify areas for a desired market and ensure the proper land uses are designated for these areas.

The Town will encourage infill commercial, industrial and retail development on remaining vacant parcels to ensure maximum efficiency of land use.

Chapter 8 - Plan Implementation

Planning is a continuous process. Completion of the Comprehensive Plan is by no means an end in itself. A comprehensive plan must be constantly scrutinized to ensure that its goals, objectives and policies continue to reflect changing community needs and attitudes. The purpose of this implementation element is to provide direction and recommendations for implementing the Comprehensive Plan and for continuing planning. Above all, the Plan must be used.

The Continuous Planning Process

Circumstances will continue to change in the future, and the Sherman Comprehensive Plan will require modifications and refinements to be kept up-to-date and current. Some of its proposals will be found unworkable and other solutions will continue to emerge. Changes that are needed should be carefully noted and thoroughly considered as part of Annual Plan Reviews and 10-Year Major Plan Revisions. As change occurs, however, Sherman's vision should remain the central theme and provide a unifying element. This plan's importance lies in the commitment of citizens to agree on Sherman's purpose for the future, and to apply that consensus in continuing efforts that focus on betterment of the community.

Review by the Planning Commission

The Planning Commission should review the status of efforts to implement this Comprehensive Plan every two years. Significant actions and accomplishments during the past two years should be recognized as well as recommendations for needed actions and programs to be developed in the coming new year.

Plan Amendment Process

Annual plan amendments, when necessary, will provide opportunity for relatively minor plan updates and revisions such as: changes in land use plan designations; implementation actions for identified goals, objectives and policies; and review of plan consistency with ordinances and regulations. A plan amendment should be prepared and distributed in the form of an addendum to the adopted Comprehensive Plan. Identifying potential plan amendments should be an *ongoing process* by the Planning Commission throughout the year; input from the general public should be solicited for any and all plan amendments. Proposed plan amendments should be reviewed and approved by the Planning Commission with final approval from the Town Board, mirroring the initial adoption of this Comprehensive Plan; plan amendments shall be in the form of a resolution.

Major Updates of the Comprehensive Plan

Major updating of the Comprehensive Plan should occur *every ten years*. These updates will ensure renewal and continued utility of the Comprehensive Plan for use by the Planning Commission and Town Board. Annual plan amendments from the previous four years should be incorporated into the next major plan update. Plan updates will be a significant undertaking involving Town officials, the Planning Commission, a steering committee and citizens. The

result of major plan updates will be a “new” comprehensive plan for the Town, including new identification of up-to-date goals, objectives, policies and implementation actions.

Citizen Participation in Continuing Planning

Sherman’s citizens shared in developing the plan's goals, objectives and proposals by participating in public meetings. The many ideas and comments contributed by citizens during the plan's development were incorporated and shaped the resulting proposals and recommendations. Similarly, citizens should continue to be involved in implementing and maintaining the Comprehensive Plan. The Planning Commission, community meetings, public forums, newsletters and public notices should be utilized to inform and involve citizens in continuing planning. Methods and activities for public participation should be carefully chosen and designed to achieve meaningful and effective involvement.

Capital Improvements Planning

The purpose of capital improvements planning is to provide local government officials with a guide for budgeting major improvements that will benefit the community. Before future development can be considered, the Town must review current infrastructure and identify any deficiencies that need to be corrected prior to the development. It is the intention of the Town to upgrade portions of existing utilities and transportation routes on an ongoing basis.

Implementation Process

The Comprehensive Plan is the Town's guide for government officials and citizens when making decisions about land use and development. The Comprehensive Plan is *comprehensive* in that it identifies the multitude of factors related to future community growth. The Plan analyzes relationships among these factors, proposes what needs to be done about them, and recommends goals and objectives and actions for using the Town's resources in the most efficient and effective ways.

Plan implementation includes using the Land Use map as a general guide for decision-making in zoning cases and subdivision plat review. This practice is to ensure that development and redevelopment are consistent with the policies of the Town's Comprehensive Plan. Review and revision of City ordinances for updating, strengthening and streamlining the Zoning Ordinance and Subdivision Regulations will be a plan implementation activity. Studies for drainage basins are critical to protection of existing and future development. Water and sewer needs and improvements must be addressed on a yearly basis. Parks development and community facilities improvements will be needed as well.

Perhaps the most important method of implementing Sherman’s Comprehensive Plan comes through a day-to-day commitment by elected and appointed officials, Town staff members and citizens of the community. The Comprehensive Plan must be perceived as a useful and capable tool in directing the Town's future. The Land Use map and other key elements of the Comprehensive Plan should be displayed and available for ready reference by public officials and citizens. The Comprehensive Plan should continually be referenced in rezoning public

hearings, site plan proposals, variance and conditional use hearings as well as informal discussion situations.

An aggressive, yet realistic program for implementing the Comprehensive Plan should be established by the Town Board and the Planning Commission and then used by the entire community. Implementation tools include the Zoning Ordinance, Subdivision Regulations and annual budget. These tools should be reviewed and updated periodically so that the goals, objectives, and policies of the Comprehensive Plan are put into action. In addition, the identified goals and policies of this Plan should be reviewed and implemented continually to ensure maximum effectiveness of the Plan.