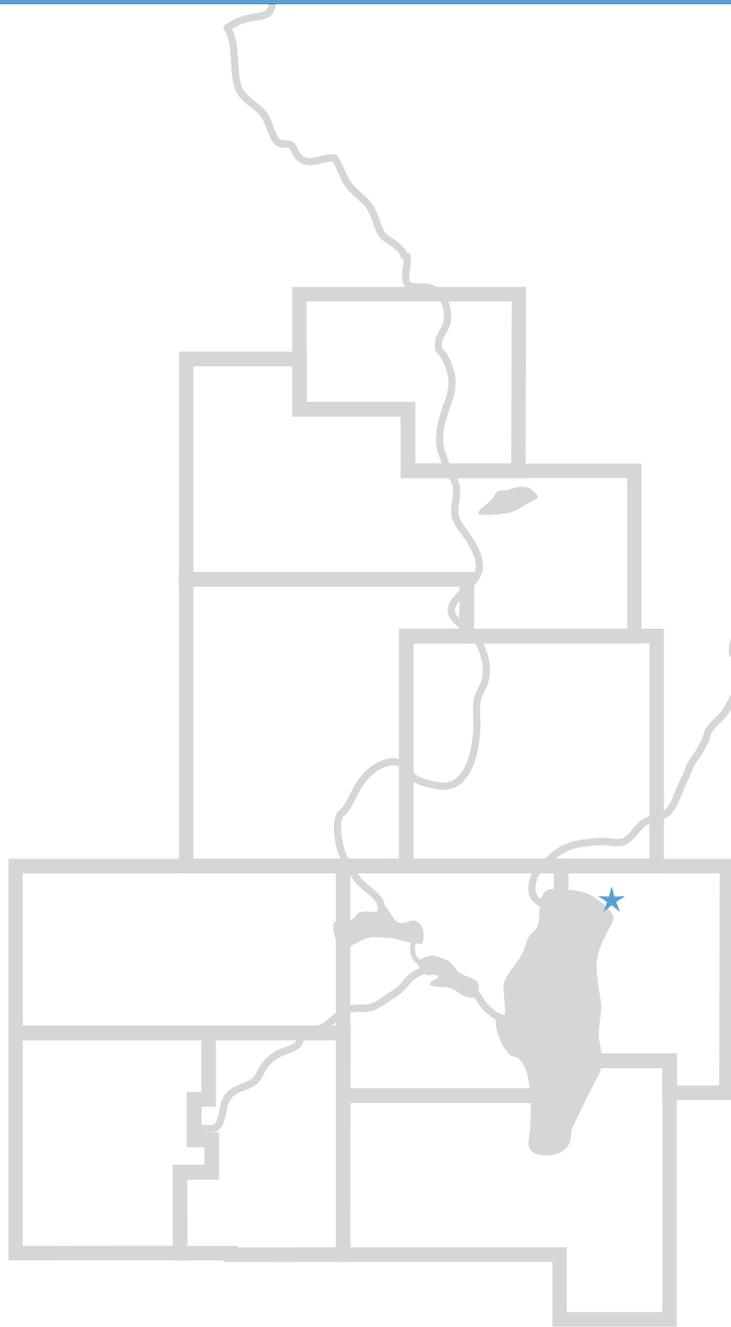


Village of Sherwood Comprehensive Plan Update 2040



Adopted
June 11, 2018

Village of Sherwood Comprehensive Plan Update 2040

Village of Sherwood

June 11, 2018

Prepared by the
East Central Wisconsin Regional Planning Commission

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ABSTRACT

TITLE: VILLAGE OF SHERWOOD COMPREHENSIVE PLAN
UPDATE 2040

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This report describes the goals, objectives and recommendations for the comprehensive plan update for the Village of Sherwood, Calumet County, WI.

Village of Sherwood Year 2030 Recommended Comprehensive Plan

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CHAPTER 1

ISSUES AND OPPORTUNITIES

1. Issues and Opportunities

1.1 Introduction

The update of the *Village of Sherwood Year 2040 Comprehensive Plan* will guide the future of the Village of Sherwood. Development of the original *Village of Sherwood Comprehensive Plan* was in response to the passage of Wisconsin's comprehensive planning legislation (Statute 66.1001). This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain local land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, subdivision/land division, shoreland/floodplain, and official mapping decisions in accordance with that community's comprehensive plan.

A community is often motivated to plan by the issues it must address and the opportunities it wishes to pursue. In addition, it must react to local, regional, state, and national trends that influence development patterns and service levels. However, a community is more than the borders which encompass it as a part of the region, state, and nation. It is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. Regardless of the location, change is the one certainty that visits all places and no community is immune to its effects. How a community changes, how that change is perceived, and how change is managed all have a direct impact on the community. An understanding of the history, combined with a vision of the community's future is fundamental to making sound decisions. Hence, the foundation of comprehensive planning follows the premise of balance among the past (how we got here), the present (what we have here), and the future (what do we want here).

The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, demographic information, trends and forecasts, as well as the overall goals of the comprehensive plan.

A more detailed assessment of specific issues and opportunities relative to each plan element for the Village of Sherwood is discussed within each respective plan element.

Demographics

Data cited in this plan comes from multiple sources. The two main sources cited are the United States Census data and the 2011-2015 American Communities 5-Year Estimate data. The Census collects data from every household in the United States and Puerto Rico every 10 years. Historically, the US Census issued two surveys: the short form and the long form. The long form asked more information, but was issued to about one out of every six households. The 2010 Census did not issue any long-form questionnaires as that data had been collected through the American Communities Survey (ACS).

The ACS collects data from a sample of the population on a continual basis, and replaces the long-form questionnaire from the Census. According to the Population Reference Bureau, while the main purpose of the Census is to collect counts of people, the purpose of the ACS is to measure the characteristics of the population. Since the data is not being collected for all households at the same time, and is just a sample of a community's population, there is a calculated margin of error for the ACS data.

Additional sources of data are cited as applicable throughout this plan.

Population

The Census Bureau’s Population Estimates Program (PEP) creates estimates for the US population, states, counties, cities, and towns. According to the 2015 PEP estimate the Village of Sherwood had a population of 2,865. The population according to the 2010 Census was 2,713.

Race

The diversity of both the Village of Sherwood and Calumet County are less than the State of Wisconsin, with whites comprising more of the overall population for the Village of Sherwood and Calumet County (92% and 94%, respectively) than the State of Wisconsin (82%).

Table 1-1: Race, 2011-2015 5-Year Estimates

	Wisconsin		Calumet County		V. Sherwood	
Total Population	5,742,117		49,678		2,810	
White alone	4,729,911	82%	45,568	92%	2,636	94%
Black or African American alone	354,364	6%	347	1%	0	0%
American Indian and Alaska Native alone	46,165	1%	283	1%	0	0%
Asian alone	142,833	2%	1,138	2%	25	1%
Native Hawaiian and Other Pacific Islander alone	1,081	0%	0	0%	0	0%
Some other race alone	3,922	0%	30	0%	0	0%
Two or more races	99,283	2%	381	1%	25	1%
Hispanic or Latino	364,558	6%	1,931	4%	124	4%

Source: ACS 2011-2015 5-Year Data Table B03002

Education

An indicator of quality of life in a community can be found in the levels of educational attainment of its residents. Generally, a high level of educational attainment reflects a skilled workforce and a higher potential income. Of those residents 25 years of age and older in the Village of Sherwood, 99% have at least a high school diploma, and 57% have an Associate’s degree or higher.

Table 1-2: Education Attainment, Population 25 Years and Over

Education Level	V. of Sherwood	V. of Harrison	Calumet County	Wisconsin
Less than 9th grade	0%	2%	3%	3%
9th to 12th grade, no diploma	1%	0%	4%	6%
High school graduate (includes equivalency)	27%	20%	34%	32%
Some college, no degree	16%	19%	19%	21%
Associate's degree	11%	12%	12%	10%
Bachelor's degree	31%	35%	21%	18%
Graduate or professional degree	15%	13%	8%	9.4%

Source: ACS 2011-2015 5-Year Data Table S1501

For children age three years old through 12th grade, there are a total of 629 students enrolled in a school. The Village of Sherwood residents are either enrolled in the Kaukauna or Hilbert school district.

Income

According to the American Community Survey 2011-2015 data, the median household income for the Village of Sherwood is \$95,933, with a per capita income of \$36,161. This median income is significantly higher than the State of Wisconsin's average median income of \$53,357 and Calumet County's median income of \$67,427.

Health

County Health Rankings show the overall health of counties in the United States, and they are ranked based on both the health outcomes (how long people live and how healthy they feel) and the health factors (estimate of the future health of counties based on health behaviors, clinical care, social and economic and physical environment factors). In Wisconsin, this is based on 72 counties, where a ranking of one means that county ranks better than any other county in the state.

In the 2016 measurements, Calumet County ranks number two in the State of Wisconsin for health outcomes and number four for health factors. For information about County Health Rankings, please visit www.countyhealthrankings.org.

1.2 Comprehensive Plan Development Process

Public Participation

The Wisconsin comprehensive planning legislation (s. 66.1001(4)(a)) specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. The procedures must include open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. In addition, the participation procedures must provide for wide distribution of proposed drafts, alternatives, and amendments of the comprehensive plan. The public participation procedures should address how members of the public can send written comments on the plan to the governing body, and how the governing body will respond.

The Village of Sherwood has complied with all public participation requirements as detailed in Wisconsin Statutes 66.1001(4)(a) by adopting and initiating a public participation plan. The Village of Sherwood adopted a public participation plan on January 9, 2017.

Local Meetings

The majority of meetings for this plan were held with the Village of Sherwood Plan Commission. These meetings have been held on:

- 1) January 3, 2017
- 2) April 3, 2017
- 3) June 5, 2017
- 4) August 7, 2017
- 5) October 2, 2017
- 6) December 5, 2017
- 7) February 5, 2018
- 8) April 30, 2018

Elements of the local plan chapters as well as the Future Land Use Map were developed at these meetings. In addition to the local plan commission meetings there was a presentation to the Village Board about the planning process and major recommendations of the plan on 5/14/2018. Minutes of these meetings are on record with the Village of Sherwood.

A public workshop was held on March 7, 2017. Sixty three people attended this meeting which organized as a series of input stations.

In addition to these community meetings, there was an intergovernmental meeting held on March 22, 2018 that included representatives from surrounding units of government and other stakeholders. Issues of mutual interest, including the Future Land Use Map and development patterns, were discussed at this meeting.

1.3 State Comprehensive Planning Goals

Wisconsin's comprehensive planning law (Smart Growth) established 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure, and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were considered throughout the planning process.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.

5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and meets the needs of all citizens including transit-dependent and disabled.

1.4 Village of Sherwood Planning Goals

This section contains the goals for each of the nine elements as described and required by Wisconsin's comprehensive planning law. Goals, objectives, policies, and programs will also be included within each of the respective planning elements. The following goals were developed by the Village of Sherwood to guide and focus the planning process. Goals are broad, value-based statements expressing public preferences for the long term (20 years or more), and address key issues, opportunities, and problems that affect the community.

Issues and Opportunities

Goal IO1: Require an orderly and planned pattern of community growth and development that will provide a high quality living environment.

Housing

Goal HI: Provide an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.

Goal H2: *Provide for housing development that maintains the attractiveness and characteristics of the community.*

Goal H3: *Support the maintenance and rehabilitation of the village's existing housing stock.*

Transportation

Goal T1: *Provide a safe and efficient transportation system that meets the special needs of pedestrians, motorists, trucks, and trains in a cost effective manner.*

Goal T2: *Support the development and use of multiple modes of transportation.*

Utilities and Community Facilities

Goal UCF1: *Provide high quality and cost effective community facilities and services that meet existing and projected future needs.*

Goal UCF2: *Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.*

Goal UCF3: *Promote stormwater management practices in order to reduce property and public property damage and to protect water quality.*

Goal UCF4: *Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.*

Goal UCF5: *Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.*

Goal UCF6: *Provide quality, accessible recreation and open space facilities to all residents of the Village of Sherwood (Village of Sherwood Land Use Plan, 2000).*

Goal UCF7: *Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.*

Goal UCF8: *Encourage improved access to health care facilities and childcare.*

Goal UCF9: *Provide a level of police, fire, and emergency services that meets present and future needs.*

Goal UCF10: *Promote quality schools and access to educational opportunities.*

Goal UCF11: *Ensure effective communication with Utilities and Community Facilities providers.*

Agricultural, Natural, and Cultural Resources

Goal ANC1: Support the agricultural resources of the county and the region.

Goal ANC2: Protect natural resource features in the Sherwood area (Village of Sherwood Land Use Plan, 2000).

Goal ANC3: Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.

Goal ANC4: Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Goal ANC5: Promote a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

Goal ANC6: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Economic Development

Goal ED1: Support the organizational growth of economic development programs in the community and region.

Goal ED2: Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.

Goal ED3: Promote the retention and expansion of existing businesses.

Goal ED4: Promote entrepreneurial development and new business attraction efforts.

Goal ED5: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Goal ED6: Support opportunities to increase and diversify the community's tax base.

Goal ED7: Enhance the village's downtown and other special areas (Village of Sherwood Land Use Plan, 2000).

Intergovernmental Cooperation

Goal ICI: Establish mutually beneficial intergovernmental relations with other units of government (Village of Sherwood Land Use Plan, 2000).

Land Use

Goal LU1: Provide for a compatible mix of land uses within the village.

Goal LU2: Create an economically efficient and environmentally sustainable development pattern.

Implementation

Goal II: Promote consistency between plan recommendations, ordinances, and other land use regulations.

1.5 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Village of Sherwood.

Goal IO1: Require an orderly and planned pattern of community growth and development that will provide a high quality living environment

Objectives

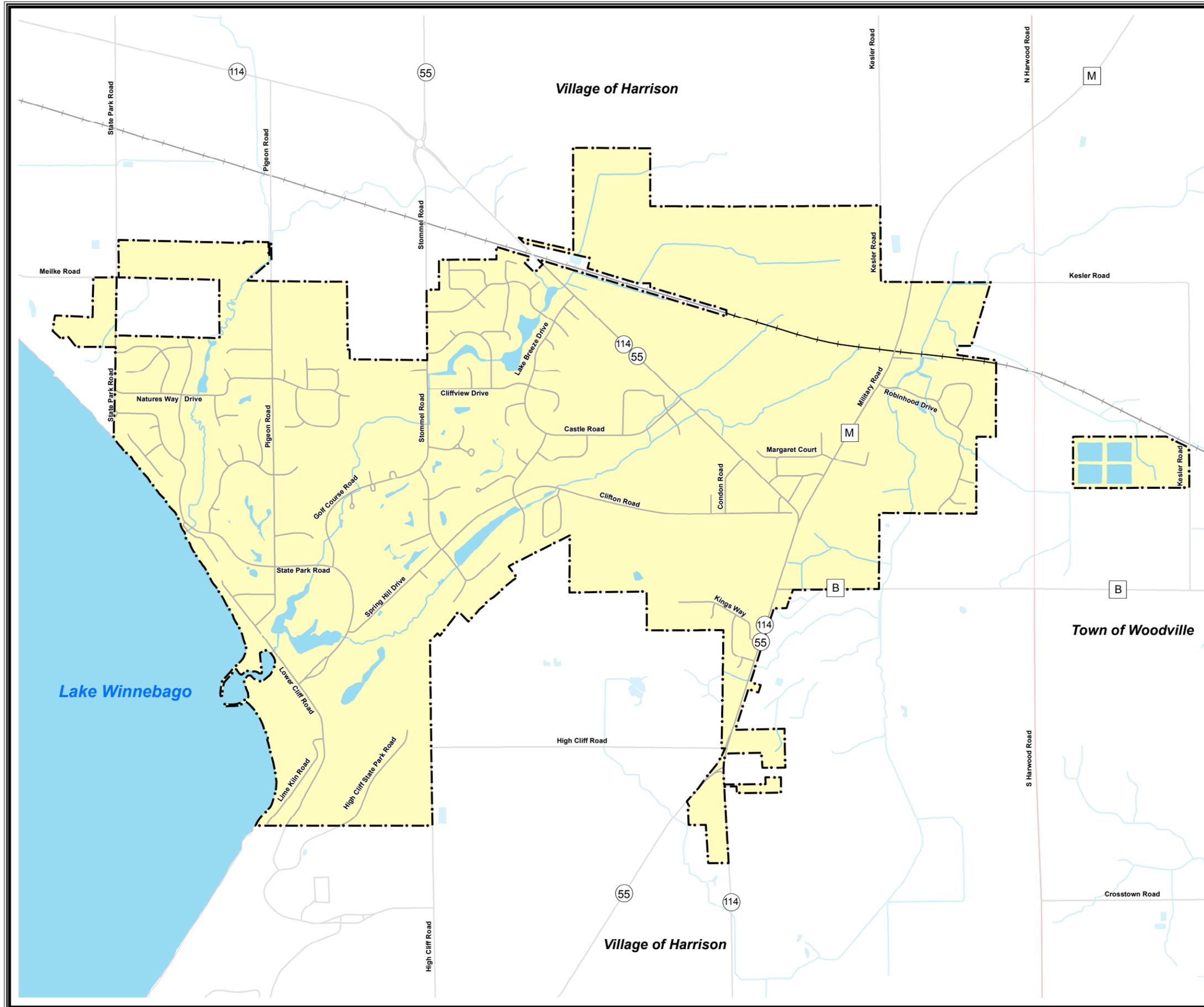
1. Utilize the village's comprehensive plan as a tool to guide village decision making.
2. Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.
3. Maintain a balanced and realistic allocation of land areas to accommodate current and future community development needs.

1.6 Issues and Opportunities Policies and Recommendations

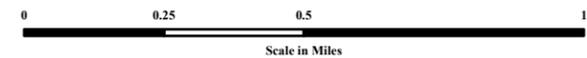
Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. Public participation shall be required throughout all stages of comprehensive plan development, amendment and implementation.
2. The comprehensive plan shall be updated to maintain consistency with state comprehensive planning requirements.
3. Community policies, ordinances and decisions regarding land use shall be made in conformance with the comprehensive plan to the fullest extent.

Map 1-1 Village of Sherwood Comprehensive Plan Update Municipal Boundary



Source:
Base Data provided by Calumet County 2016.



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CHAPTER 2

POPULATION AND HOUSING

2. Population and Housing

2.1 Introduction

Housing is very important for Wisconsin and its communities. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense of pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Housing is also a function of population. Housing demands, types of housing desired, and housing prices are driven by the population and growth found in an area. Therefore, housing characteristics and an evaluation of population are provided in the same planning element.

Wisconsin's comprehensive planning law requires that a comprehensive plan include a housing element and provide demographic information. The comprehensive planning process also necessitates that each community analyze the impact of local, state, and federal policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a 20-year planning horizon.

There are a number of benefits that can be realized by developing a housing element and analyzing demographics:

1. The process of developing the housing element encourages citizens to start thinking and talking about local housing concerns.
2. The data collection and analysis can increase understanding of the local housing situation and who lives in the community.
3. The data allows for an understanding of future trends and how the community can prepare for change.
4. More influence over the nature of future housing development can be attained.
5. It increases the chances that housing decisions are coordinated with decisions regarding other comprehensive plan elements such as the land use, transportation, economic development, utilities and community facilities, and agriculture, natural, and cultural resources elements.
6. It can bring together a diverse range of groups, agencies, and citizens that otherwise may not work together.

7. It provides the chance to consider the community's housing concerns in relation to those of adjacent communities and the region as a whole.

The following sections discuss in more detail, specific information about the Village of Sherwood's housing stock and patterns, demographics, and future trends.

United States Census 2010

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There were four primary methodologies for data collection employed by the Census in 2010, SF-1 through SF-4. SF-1 data were collected through a household-by-household census and represent responses from every household within the country. SF-2 data are similar to SF-1, however, data are available to the census tract level for limited information meeting an established population threshold. To get more detailed information, the U.S. Census Bureau also randomly distributes a long-form questionnaire to one in six households throughout the nation. Tables that use this sample data are indicated as SF-3 and SF-4 data.

Throughout this report, data from the U.S. Census will be designated as SF-1 or SF-3 data. It should be noted that SF-1 and SF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

2.2 Population

Historic Population Counts

Population change is the primary component in tracking growth as well as predicting future population trends. Population characteristics influence future economic development and relate directly to demands on community services, housing, education, utilities, social services, and recreational facility needs.

Tables 2-1 and 2-2 display the historic population trends of the Village of Sherwood, several nearby local communities, Calumet County, and the State of Wisconsin from 1970 to 2010.

Table 2-1: Historic Population Counts, Calumet County, 1970-2010

Municipality	1970	1980	1990	2000	2010
T. Brillion	1,324	1,191	1,300	1,438	1,488
T. Brothertown	1,420	1,494	1,409	1,404	1,329
T. Charlestown	1,079	1,090	875	789	778
T. Chilton	1,116	1,120	998	1,130	1,142
T./V. Harrison	3,260	3,541	3,195	5,756	10,839
T. New Holstein	1,513	1,527	1,406	1,457	1,507
T. Rantoul	1,243	1,184	895	812	797
T. Stockbridge	1,285	1,248	1,317	1,383	1,456
T. Woodville	1,207	1,160	1,071	993	980
V. Hilbert	896	1,176	1,211	1,089	1,132
V. Potter	0	0	252	252	253
V. Sherwood	350	372	837	1,550	2,725
V. Stockbridge	582	567	579	649	635
C. Appleton*	56,377	58,913	65,695	70,087	72,623
C. Brillion	2,588	2,907	2,840	2,937	3,148
C. Chilton	3,030	2,965	3,240	3,708	3,933
C. Kiel*	2,848	3,083	2,910	3,450	3,738
C. Menasha*	14,836	14,728	14,711	16,331	17,353
C. New Holstein	3,012	3,412	3,342	3,301	3,236
Calumet County	27,604	30,867	34,291	40,631	48,971
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,690	5,686,986

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: U.S. Bureau of the Census, SF-1, 1970-2010. Calumet County total does not equal the sum of municipalities listed due to communities located in other counties.

Table 2-2: Historic Population Change, Calumet County, 1970-2010

Municipality	# Change 1970-1980	% Change 1970-1980	# Change 1980-1990	% Change 1980-1990	# Change 1990-2000	% Change 1990-2000	# Change 2000-2010	% Change 2000-2010	# Change 1970-2010	% Change 1970-2010
T. Brillion	-133	-10.0%	109	9.2%	138	10.6%	50	3.48%	164	12.39%
T. Brothertown	74	5.2%	-85	-5.7%	-5	-0.4%	-75	-5.34%	-91	-6.41%
T. Charlestown	11	1.0%	-215	-19.7%	-86	-9.8%	-11	-1.39%	-301	-27.90%
T. Chilton	4	0.4%	-122	-10.9%	132	13.2%	12	1.06%	26	2.33%
T. Harrison	281	8.6%	-346	-9.8%	2,561	80.2%	5,083	88.31%	7,579	232.48%
T. New Holstein	14	0.9%	-121	-7.9%	51	3.6%	50	3.43%	-6	-0.40%
T. Rantoul	-59	-4.7%	-289	-24.4%	-83	-9.3%	-15	-1.85%	-446	-35.88%
T. Stockbridge	-37	-2.9%	69	5.5%	66	5.0%	73	5.28%	171	13.31%
T. Woodville	-47	-3.9%	-89	-7.7%	-78	-7.3%	-13	-1.31%	-227	-18.81%
V. Hilbert	280	31.3%	35	3.0%	-122	-10.1%	43	3.95%	236	26.34%
V. Potter	0	NA	252	NA	0	0.0%	1	0.40%	253	100.00%
V. Sherwood	22	6.3%	465	125.0%	713	85.2%	1,175	75.81%	2,375	678.57%
V. Stockbridge	-15	-2.6%	12	2.1%	70	12.1%	-14	-2.16%	53	9.11%
C. Appleton*	2,536	4.5%	6,782	11.5%	4,392	6.7%	2,536	3.62%	16,246	28.82%
C. Brillion	319	12.3%	-67	-2.3%	97	3.4%	211	7.18%	560	21.64%
C. Chilton	-65	-2.1%	275	9.3%	468	14.4%	225	6.07%	903	29.80%
C. Kiel*	235	8.3%	-173	-5.6%	540	18.6%	288	8.35%	890	31.25%
C. Menasha*	-108	-0.7%	-17	-0.1%	1,620	11.0%	1,022	-5.89%	2,517	16.96%
C. New Holstein	400	13.3%	-70	-2.1%	-41	-1.2%	-65	-1.97%	224	7.44%
Calumet County	3,263	11.8%	3,424	11.1%	6,340	18.5%	8,340	20.53%	21,367	77.41%
Wisconsin	287,911	6.5%	186,127	4.0%	471,921	9.6%	323,296	6.03%	1,269,255	28.73%

*Municipality crosses at least one county line; data provided is for the entire municipality.

Source: U.S. Bureau of the Census, SF-1, 1970-2010.

The Village of Sherwood has experienced some of the most significant population increases in Calumet County. In the 1970's, the village experienced moderate growth of 6.3%. In the 1980's and 1990's the village then experienced growth rates of 125% and 85.2% respectively. Overall, from 1970 to 2010 (40 years) the Village of Sherwood has increased its population by 2,375 residents.

Population Estimates

Every year the Wisconsin Department of Administration (WDOA), Demographic Services Center develops population estimates for every municipality and county in the state. Table 2-3 displays year 2010 Census counts and the 2016 population estimates for Calumet County and its municipalities. Population estimates should be utilized as the official source for population information, except when Census population counts for a given year are available.

Table 2-3: Population Estimates, Calumet County, 2010-2016

Municipality	2010 Census	2016 Estimate	Numeric Change 2010-2016	Percent Change 2010-2016
T. Brillion	1,488	1,521	35	2.4%
T. Brothertown	1,329	1,332	3	0.2%
T. Charlestown	778	781	6	0.8%
T. Chilton	1,142	1,154	11	1.0%
T. Harrison	10,839	1,188	- 9,651	- 89.0%
T. New Holstein	1,507	1,519	11	0.7%
T. Rantoul	797	810	12	1.5%
T. Stockbridge	1,456	1,498	42	2.9%
T. Woodville	980	980	0	0.0%
T./V. Harrison	0	10,749	10,749	NA
V. Hilbert	1,132	1,186	54	4.8%
V. Potter	253	251	- 2	- 0.8%
V. Sherwood	2,725	2,959	246	9.1%
V. Stockbridge	635	651	15	2.4%
C. Appleton*	72,623	74,286	1,663	2.3%
C. Brillion	3,148	3,262	114	3.6%
C. Chilton	3,933	3,939	6	0.2%
C. Kiel*	3,738	3,768	30	0.8%
C. Menasha*	17,353	17,573	220	1.3%
C. New Holstein	3,236	3,204	- 32	- 1.0%
Calumet County	48,971	51,669	2,698	5.5%
Wisconsin	5,686,986	5,775,120	88,134	1.6%

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: U.S. Bureau of the Census, SF-1, 2010. Wisconsin Department of Administration, Demographic Services Center, Population Estimates, 2016.

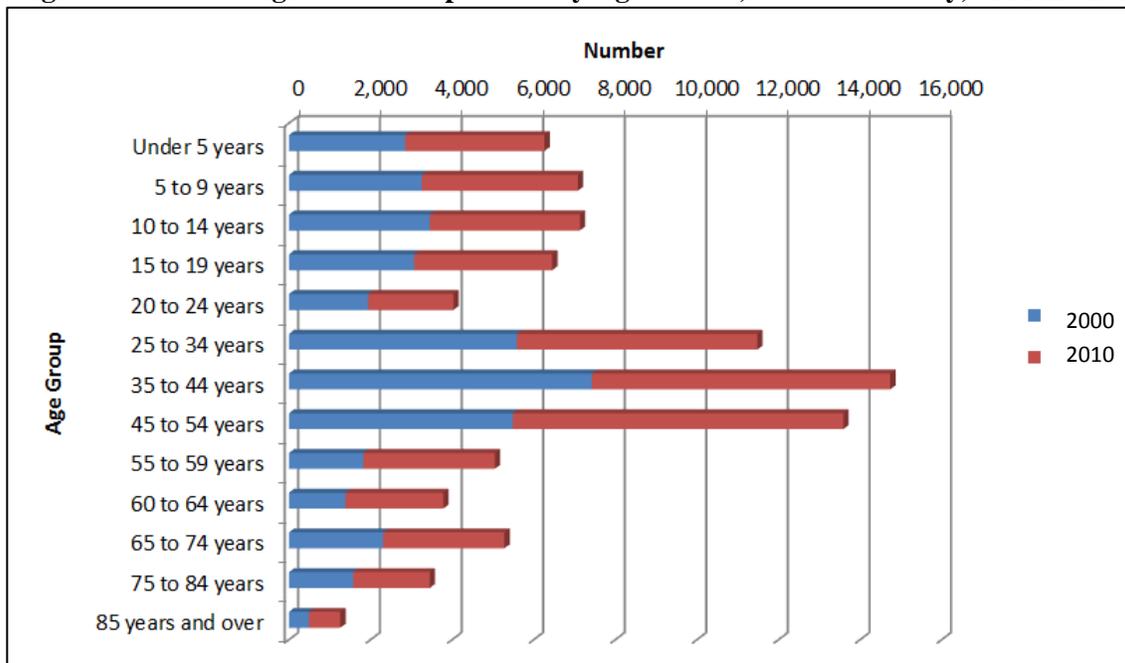
According to the 2016 population estimate, the Village of Sherwood continued to experience a high rate of growth. For the six year period shown, the village has experienced an increase of 246 residents or just over 9%.

Population by Age Cohort

The population age structure affects a variety of services and needs within a community. Incorporated communities can vary significantly in the age distribution of their residents as compared to unincorporated towns due to the services offered in a more urban area. Services are driven by demand, and a community will typically provide services and facilities to meet the needs of the given population. As an example, people of retirement age may need more access to health care and transportation services, which are typically offered in urban areas. People raising families will require schools, and schools are constructed where population drives service demands.

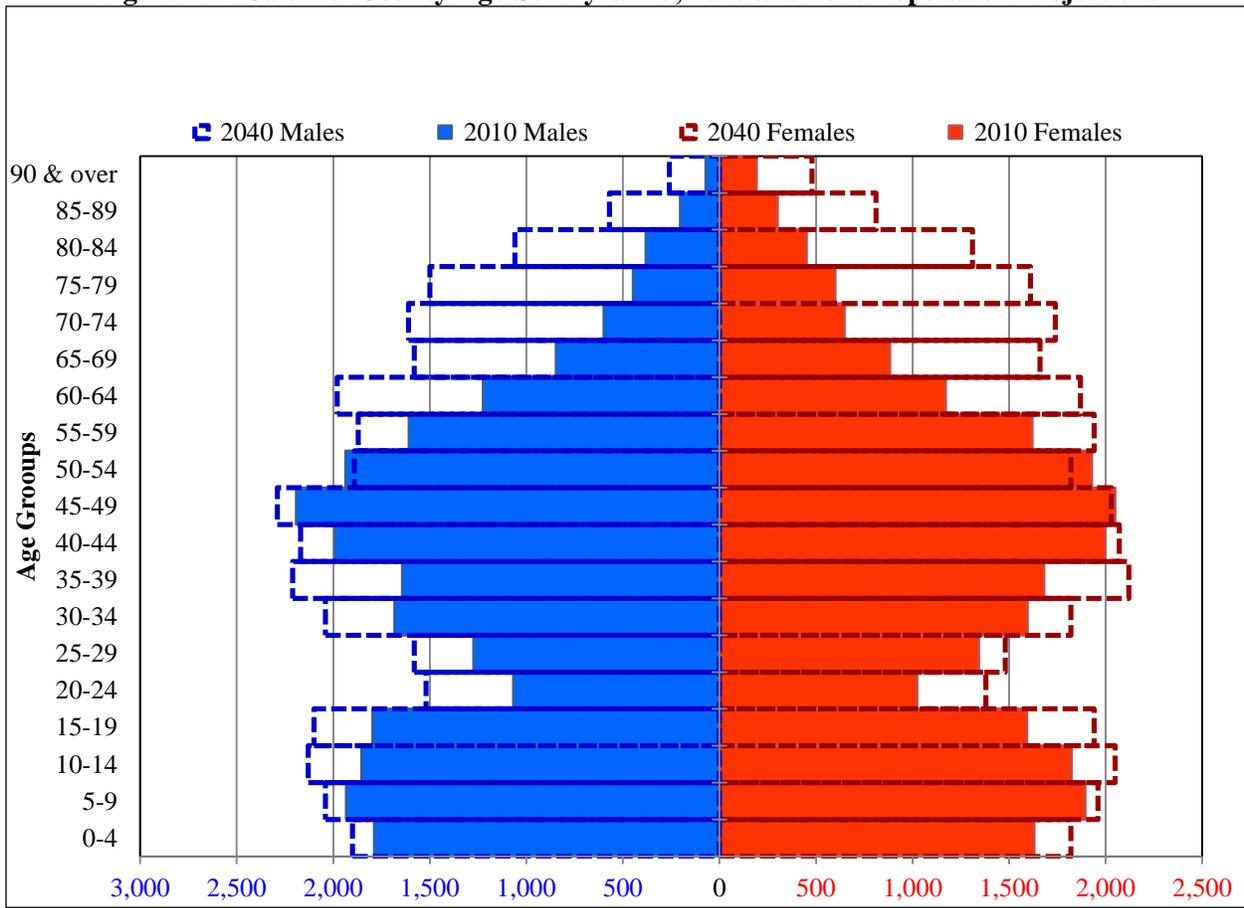
This social dynamic of a community’s age structure has evolved into a significant trend throughout the country, and is evident in Wisconsin and also Calumet County. The baby-boomer generation, which is a large segment of the overall population, is nearing retirement age. Service demands will result from the age distribution. How a community serves the population demands created by the age distribution is as much a factor in defining community character as the location of the community itself. It will become increasingly important to anticipate potential service demands created from the population shift. Figure 2-1 displays population cohorts by the percentage of the total population for 2000 and 2010 in Calumet County.

Figure 2-1: Percentage of Total Population by Age Cohort, Calumet County, 2000 & 2010



Source: U.S. Bureau of the Census, SF-1, SF-2 2000-2010.

Figure 2-2: Calumet County Age-Sex Pyramid, 2010 and 2040 Population Projections



Source: Wisconsin Department of Administration, Demographic Services Center. Final Population Projections for Wisconsin Municipalities: 2010-2040. January 2013.

Figure 2-2 charts the shifting of the population to middle age groups over the 10 year period shown. In 2000, 18.3% of the population was in the 35 to 44 age group, but in 2010 this same group accounted for 14.9% of the population. A reverse trend was found for the 45 to 54 age group. Both age groups have employment demands, are raising families, and are building new homes, which have substantial impact on community facilities, housing, economic development, and land use. Relative to persons 60 and older, the total number of people of retirement age is growing significantly, yet is less as a percentage of the total when compared statistically to the other age categories. Table 2-4 displays population by age cohort for all communities in Calumet County for 2010.

Table 2-4: Population by Age Cohort, Calumet County, 2010

Municipality	Under 5	5-19	20-44	45-64	65+	Total	Median Age
T. Brillion	95	334	453	453	151	1,486	36.6
T. Brothertown	68	258	370	444	189	1,329	42.7
T. Charlestown	40	158	196	257	124	775	45.6
T. Chilton	67	249	321	371	135	1,143	41.6
T./V. Harrison	924	2,828	3,633	2,703	751	10,839	35.2
T. New Holstein	99	287	408	491	201	1,486	42.2
T. Rantoul	51	180	230	247	90	798	40.3
T. Stockbridge	74	256	377	546	203	1,456	45.9
T. Woodville	50	244	254	303	129	980	41.6
V. Hilbert	203	724	950	1,102	498	3,477	42.6
V. Potter	13	63	79	59	39	253	38.8
V. Sherwood	221	583	821	811	277	2,713	40
V. Stockbridge	28	96	196	200	116	636	44.8
C. Appleton*	4,996	15,352	25,101	18,945	8,229	72,623	35.3
C. Brillion	224	633	1,019	761	511	3,148	37.8
C. Chilton	275	733	1,216	1,019	690	3,933	40
C. Kiel*	238	825	1,155	935	585	3,738	38.7
C. Menasha*	1,255	3,424	6,094	4,574	2,006	17,353	36
C. New Holstein	159	595	878	883	721	3,236	44.7
Calumet County	3,418	10,894	15,500	13,734	5,425	48,971	38.4
Wisconsin	358,443	1,143,753	1,833,912	1,573,564	777,314	5,686,986	38.5

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: U.S. Bureau of the Census, SF-1, 2010.

2.3 Population Forecasts

Population forecasts are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of the various factors which contributed to these past growth trends. Forecasts are therefore most accurate in periods of relative socio-economic and cultural stability. Forecasts should be considered as one of many tools used to help anticipate and predict future needs within the community.

Wisconsin Department of Administration (WDOA) Population Forecasts

The Wisconsin Department of Administration (WDOA), Demographic Services Center develops population forecasts for the State of Wisconsin in accordance with Wisconsin Statute 16.96. Forecasts created by WDOA are deemed the official determinations for the state. WDOA forecasts to the year 2040, for the State of Wisconsin, reveal several important trends that should be noted. These trends are anticipated at the state level, and will therefore have effects on county level and local population characteristics as well. Some relevant statewide trends include:

1. Wisconsin's population in 2040 is projected to be 6.5 million, nearly one million more than the 2010 census count of 5.7 million.
2. The working age population – ages 18 through 64 – will peak in 2025 at 3.67 million and, by 2030 decline slightly to 3.60 million (but still be 300,000 above the 2010 census count).
3. The volume of deaths will increase substantially due to the aging population.
4. The 65-plus population will increase slowly up to 2020, and then grow dramatically as the Baby Boomers join the ranks of the elderly. Senior citizens formed 14.5% of the state's total population in 2010. Their proportion will rise to 21% in 2030.

Table 2-5 displays the WDOA population forecasts for Calumet County to the year 2040.

Table 2-5: WDOA Population Forecasts, Calumet County, 2010-2040

MCD Type and Name	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection	# Change 2010-2040	% Change 2010-2040
T Brillion	1,486	1,505	1,590	1,650	1,705	1,720	1,715	229	15.4%
T Brothertown	1,329	1,310	1,340	1,345	1,340	1,310	1,260	- 69	-5.2%
T Charlestown	775	775	795	805	810	795	770	- 5	-0.6%
T Chilton	1,143	1,140	1,195	1,230	1,260	1,260	1,245	102	8.9%
T Harrison	10,839	1,345	1,550	1,740	1,925	2,070	2,185	- 8,654	-79.8%
T New Holstein	1,508	1,525	1,605	1,665	1,715	1,725	1,715	207	13.7%
T Rantoul	798	785	805	805	805	785	755	- 43	-5.4%
T Stockbridge	1,456	1,485	1,575	1,640	1,700	1,720	1,720	264	18.1%
T Woodville	980	965	990	1,000	1,000	980	945	- 35	-3.6%
V Harrison	0	10,200	11,760	13,190	14,600	15,700	16,550	16,550	100.0%
V Hilbert	1,132	1,130	1,170	1,195	1,210	1,200	1,175	43	3.8%
V Potter	253	245	255	255	255	250	240	- 13	-5.1%
V Sherwood	2,713	2,900	3,350	3,755	4,155	4,475	4,715	2,002	73.8%
V Stockbridge	636	625	645	655	660	650	630	- 6	-9.4%
C Appleton*	72,623	73,330	76,370	78,680	80,570	81,165	80,605	7,982	11.0%
C Brillion	3,148	3,220	3,430	3,575	3,715	3,775	3,780	632	20.1%
C Chilton	3,933	3,950	4,170	4,325	4,455	4,505	4,480	547	13.9%
C Kiel*	3,738	3,770	3,935	4,075	4,195	4,260	4,235	497	13.3%
C Menasha*	17,353	17,575	18,170	18,645	19,045	19,180	19,120	1,767	10.2%
C New Holstein	3,236	3,190	3,275	3,305	3,315	3,250	3,145	- 91	-2.8%
Calumet County	129,079	130,970	137,975	143,535	148,435	150,775	150,985	21,906	16.9%

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2040, 2013.

According to WDOA population forecasts, the Village of Sherwood is estimated to experience population growth of 2,002 (73%) additional persons from 2000 to 2040. Only the Village of Harrison is forecasted to experience more growth than the village. This figure is significant from a land use perspective as the village has a limited and known quantity of vacant lands within its borders to accommodate this population increase as well as any other associated land uses.

2.4 Housing Characteristics

Housing Supply

Table 2-6 details the number of housing units in Calumet County, its municipalities, and the State of Wisconsin.

The following tables frequently use U.S. Bureau of the Census terms “Units” and “Structures”. They classify housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall. A structure is a separate building which either has open space on all four sides or is separated from other structures by dividing walls that extend from ground to roof. In double houses, row houses, and houses attached to nonresidential structures, each building is a structure if the common wall between them goes from ground to roof. Sheds and private garages which adjoin houses are not counted as separate structures. In apartment developments, each building with open space on all sides is considered a separate structure. The count of housing units in a structure is the total number of units in the structure, both occupied and vacant units. In the tabulations, occupied mobile homes or trailers, tents, and boats are included in the category one housing unit in structure.

Table 2-6: Housing Units, Calumet County, 2010-2040

Municipality	2000	2010	Numeric Change 2000-2010	Percent Change 2000-2010
T. Brillion	521	659	138	26.5%
T. Brothertown	627	684	57	9.1%
T. Charlestown	300	329	29	9.7%
T. Chilton	371	432	61	16.4%
T./V. Harrison	2,139	1515	(624)	-29.2%
T. New Holstein	558	607	49	8.8%
T. Rantoul	267	296	29	10.9%
T. Stockbridge	614	666	52	8.5%
T. Woodville	337	329	(8)	-2.4%
V. Hilbert	458	503	45	9.8%
V. Potter	80	107	27	33.8%
V. Sherwood	593	1,026	433	73.0%
V. Stockbridge	299	384	85	28.4%
C. Appleton*	27,736	30,161	2,425	8.7%
C. Brillion	1,230	1,256	26	2.1%
C. Chilton	1,606	1,897	291	18.1%
C. Kiel*	1,498	1,674	176	11.6%
C. Menasha*	7,271	7,669	398	5.5%
C. New Holstein	1,394	1,582	188	13.5%
Calumet County	15,758	19,898	4,140	26.3%
Wisconsin	2,321,144	2,641,627	320,483	13.8%

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: U.S. Bureau of the Census, SF-1, 2000-2010.

The Village of Sherwood has experienced a significant increase in housing units from 2000 to 2010. The total number of housing units in the village increased by 268, or 82.5% during this time period.

Housing Occupancy and Tenure

Tables 2-7 and 2-8 display the occupancy and tenure characteristics of housing units for Calumet County and the Village of Sherwood in 2000 and 2010.

Table 2-7: Housing Occupancy and Tenure, Calumet County, 2000 and 2010

	Year 2000	Percent of Total	Year 2010	Percent of Total	Numeric Change 2000-2010	Percent Change 2000-2010
Total housing units	15,758	100.0%	19,695	100.0%	3,937	25.0%
Occupied housing units	14,910	94.6%	18,575	94.3%	3,665	24.6%
Owner-occupied	11,994	76.1%	15,066	76.5%	3,072	25.6%
Renter-occupied	2,916	18.5%	3,509	17.8%	593	20.3%
Vacant housing units	848	5.4%	1,120	5.7%	272	32.1%
Seasonal units	287	1.8%	326	1.7%	39	13.6%

Source: U.S. Bureau of the Census, American Fact Finder SF-1, 2000-2010.

Table 2-8: Housing Occupancy and Tenure, Village of Sherwood, 2000 and 2010

	Year 2000	Percent of Total	Year 2010	Percent of Total	Numeric Change 2000-2010	Percent Change 2000-2010
Total housing units	593	100.0%	987	100.0%	394	66.4%
Occupied housing units	572	96.5%	950	96.3%	378	66.1%
Owner-occupied	503	84.8%	892	93.9%	389	77.0%
Renter-occupied	69	11.6%	58	6.5%	-11	-15.9%
Vacant housing units	21	3.5%	37	63.8%	16	76.2%
Seasonal units	6	1.0%	10	27.0%	4	66.7%

Source: U.S. Bureau of the Census, American Fact Finder SF-1, 2000-2010.

Virtually all of the villages housing growth from 2000 to 2010 can be attributed to increases in owner-occupied housing. There was only an increase of 389 units attributed to owner-occupied housing in the village.

Units in Structure

Table 2-9 displays the number of units in structure for Calumet County and its municipalities in 2010.

Attached housing units are defined as one-unit structures which have one or more walls extending from ground to roof separating them from adjoining structures, for example, row houses. Detached housing units are one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-9: Units in Structure, Calumet County, 2015 Estimates

Municipality	1-unit detached	1-unit attached	2 units	3 or 4 units	5 to 9 units	10 to 19 units	20 or more units	Mobile Home	Boat, RV, Van, Etc.	Totals
T. Brillion	511	0	18	7	68	0	0	55	0	659
T. Brothertown	634	6	6	0	0	0	0	38	0	684
T. Charlestown	301	4	14	2	0	2	0	6	0	329
T. Chilton	391	4	29	0	0	0	0	8	0	432
T./V. Harrison	1,362	45	50	0	0	37	13	8	0	1515
T. New Holstein	521	2	2	2	21	0	0	59	0	607
T. Rantoul	290	0	2	0	0	0	0	4	0	296
T. Stockbridge	647	0	4	0	0	0	0	15	0	666
T. Woodville	302	2	0	0	0	0	0	25	0	329
V. Hilbert	312	8	28	28	45	17	0	65	0	503
V. Potter	91	1	7	8	0	0	0	0	0	107
V. Sherwood	905	83	16	0	9	4	9	0	0	1026
V. Stockbridge	321	11	24	9	7	12	0	0	0	384
C. Appleton*	20,445	1,409	2,278	982	1,841	1338	1711	139	18	30,161
C. Brillion	850	16	113	58	76	8	109	26	0	1256
C. Chilton	1,122	152	152	127	141	25	167	11	0	1897
C. Kiel*	1199	106	123	19	102	30	43	52	0	1674
C. Menasha*	4,740	302	750	349	432	363	455	278	0	7,669
C. New Holstein	1,082	55	188	106	68	9	74	0	0	1582
Calumet County	15,612	707	949	457	828	416	478	433	18	19,898
Wisconsin	1,761,206	113,940	173,234	99,724	129,236	89,625	179,061	95,128	473	2,641,627

Source: U.S. Bureau of the Census, SF-3, 2015.

Age of Housing Units

The age of the housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced or rehabilitated for new development within the planning period. The age status may lead to a need for county or community housing assistance or redevelopment programs. Allowing for a newer housing supply also requires community planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other items which are affected by new housing development. Table 2-10 describes the year that structures were built in Calumet County, its municipalities, and the State of Wisconsin based on the 2010 Census.

Table 2-10: Year Structures Were Built, Calumet County, 2014-1939

Municipality	2014-2015	2010-2013	2000-2009	1990-1999	1980-1989	1970-1979	1960-1969	1950-1959	1940-1949	1939 or earlier	Totals
T. Brillion	3	28	88	105	40	71	71	25	36	195	659
T. Brothertown	0	5	71	78	18	111	55	48	56	242	684
T. Charlestown	0	0	14	29	38	73	26	2	23	124	329
T. Chilton	0	3	68	55	42	23	28	24	10	179	432
T./V. Harrison	0	44	306	420	61	60	185	137	12	290	1,515
T. New Holstein	0	5	73	100	67	76	37	27	26	196	607
T. Rantoul	0	4	43	18	15	35	0	9	5	167	296
T. Stockbridge	0	3	139	102	76	67	48	61	10	160	666
T. Woodville	3	2	23	46	41	45	27	9	21	112	329
V. Hilbert	0	0	35	78	60	97	63	57	30	83	503
V. Potter	0	0	2	10	2	8	20	3	9	53	107
V. Sherwood	0	11	446	270	96	126	30	10	3	34	1,026
V. Stockbridge	0	0	49	74	38	41	48	29	28	77	384
C. Appleton*	0	348	2,433	3,137	3,772	4,419	3,793	4,260	1,752	6,247	30,161
C. Brillion	0	26	118	148	44	258	208	204	38	212	1,256
C. Chilton	0	0	236	378	162	198	132	198	109	484	1,897
C. Kiel*	0	16	204	267	164	196	101	218	79	429	1,674
C. Menasha*	0	109	908	1,048	771	880	785	1,000	459	1,709	7,669
C. New Holstein	0	0	66	158	127	229	264	205	50	483	1,582
Calumet County	3	262	3,960	3,785	2,311	2,483	1,789	1,364	516	3,425	19,898
Wisconsin	1,658	28,192	346,082	369,677	261,129	392,952	256,919	298,364	155,203	531,451	2,641,627

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: U.S. Bureau of the Census, SF-3, 2015.

The Village of Sherwood has a very new housing stock when compared to most communities in Wisconsin. Approximately 79% of the villages housing stock were built after 1980.

Housing Value

Table 2-11 provides year 2010 housing values of specified owner-occupied units in Calumet County. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Table 2-11: Estimated Housing Values, Calumet County, 2015

Municipality	Less than \$50,000	\$50,000- \$99,999	\$100,000- \$149,000	\$150,000- \$199,999	\$200,000- \$299,999	\$300,000- \$499,999	\$500,000- \$999,999	\$1,000,000 or more	Median Dollars
T. Brillion	53	51	183	136	51	21	3	-	\$141,500
T. Brothertown	41	51	88	106	146	64	9	3	\$186,900
T. Charlestown	11	23	75	75	59	26	2	-	\$178,000
T. Chilton	2	33	59	101	110	46	5	-	\$191,700
T./V. Harrison	23	112	216	323	397	189	83	-	\$199,700
T. New Holstein	48	46	116	92	176	43	8	-	\$178,200
T. Rantoul	7	28	60	54	69	25	9	2	\$178,000
T. Stockbridge	16	25	90	103	196	117	11	-	\$220,600
T. Woodville	20	28	49	88	56	24	6	-	\$168,900
V. Hilbert	75	92	83	87	18	9	-	-	\$107,800
V. Potter	3	18	32	15	10	1	-	-	\$131,300
V. Sherwood	7	34	75	230	450	152	8	-	\$233,800
V. Stockbridge	8	23	95	48	44	40	14	1	\$158,000
C. Appleton*	448	3,124	8,276	3,505	2,326	1,101	233	134	\$137,500
C. Brillion	26	255	356	146	69	34	-	-	\$120,600
C. Chilton	48	147	538	179	64	25	-	-	\$133,500
C. Kiel*	59	398	371	304	136	10	-	-	\$121,700
C. Menasha*	252	1,258	1,594	770	503	199	4	9	\$118,400
C. New Holstein	21	316	389	169	55	20	-	-	\$114,600
Calumet County	575	1,575	4,024	3,884	3,555	1,236	170	59	\$165,200
Wisconsin	86,903	224,900	341,329	325,457	341,329	170,480	46,512	10,233	\$165,800

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: U.S. Bureau of the Census, American Fact Finder SF-3, 2015.

The median value of homes in the Village of Sherwood was \$233,800 according to 2015 estimates. The village had the highest median value when compared to other communities in the county. The majority of homes in the village were valued between \$200,000 and \$299,999.

Persons Per Household

Table 2-12 displays the number of persons per household for Calumet County in 2000 and 2015.

Table 2-12: Persons per Household, 2000 and 2015

Municipality	2000	2010	2015
T. Brillion	2.9	2.7	2.7
T. Brothertown	2.7	2.8	2.5
T. Charlestown	2.7	2.6	2.6
T. Chilton	3.1	2.8	2.8
T./V. Harrison	2.9	2.8	3.0
T. New Holstein	2.7	2.6	2.6
T. Rantoul	3.2	2.9	2.9
T. Stockbridge	2.7	2.8	2.5
T. Woodville	3.0	2.9	2.9
V. Hilbert	2.5	2.5	2.5
V. Potter	2.9	2.6	2.6
V. Sherwood	2.7	2.8	2.8
V. Stockbridge	2.5	2.2	2.2
C. Appleton*	2.5	2.4	2.6
C. Brillion	2.5	2.4	2.4
C. Chilton	2.4	2.3	2.3
C. Kiel*	2.4	2.4	2.4
C. Menasha*	2.4	2.3	2.8
C. New Holstein	2.4	2.3	2.3
Calumet County	2.7	2.6	2.6
Wisconsin	2.5	2.4	2.4

*Data provided for the entire municipality.

Source: U.S. Bureau of the Census, STF-1, 2000, DOA Housing Data, 2015.

The Village of Sherwood had an average total number of persons per household of 2.8 in 2015 and 2010, and 2.70 in 2000. It is one of few communities to show an increase in average total number of persons per household.

Community Based Residential Facilities (CBRF)

A Community Based Residential Facility (CBRF) is a home or apartment type setting where five or more unrelated adults live together. The goal of the CBRF is to assist individuals in achieving the highest level of independence of which they are capable. Different populations are targeted by

the CBRF and some of these populations include elderly, Alzheimer's, emotionally and mentally disturbed, developmentally and physically disabled, and veterans. A CBRF is required to provide assistance with bathing, dressing, grooming, medication, community and in-house activities, information and referral services, health monitoring, and meals. They are not required to have professional nurses on duty 24 hours a day but do have staff available at all times. At this time there are no CBRF facilities located in Sherwood.

CBRF facilities in Calumet County include:

1. Roads to Freedom Brillion, 610 S Main Street, Brillion
2. Century Ridge, Inc., 533 E. Calumet St., Chilton
3. Gardens of Fountain Way, 1050 Fountain Way, Menasha
4. Garrow Villa, 210 S. Parkway Dr., Brillion
5. Willowpark Residence, 1706 Hoover Street, New Holstein
6. Libbys House of Chilton, 323 Field Lane, Chilton
7. Oak Creek Assisted Living - Kiel, 1237 Tekla Place, Kiel
8. ACS Clinical Services LLC Appleton, 2 Brighton Circle, Appleton
9. Darboy Assisted Living, N9520 Silver Court, Appleton
10. Oak Park Place of Menasha, 2205 Midway Road, Menasha
11. Fieldlane, 335 Fieldlane, Chilton
12. Caring Hands Assisted Living, 2514 Wisconsin Avenue, New Holstein
13. Century Ridge I, 533 E Calumet Street, Chilton
14. Century Ridge II, 133 W Elm Street, Chilton

2.5 Housing Trends and Forecasts

Building Permit Housing Forecast

Using available information on the number of building permits issued by municipalities and the county, the following forecast was completed. Table 2-13 displays the forecasts.

Table 2-13: Building Permit Forecast, Calumet County Municipalities, 2000-2030 Municipality

Municipality	Census 2000	Projections						Numeric Change 2000-2030	Percent Change 2000-2030
		2005	2010	2015	2020	2025	2030		
T. Brillion	521	579	637	696	754	812	870	349	67.0%
T. Brothertown	627	665	702	740	778	816	853	226	36.1%
T. Charlestown	300	310	321	331	342	352	363	63	20.9%
T. Chilton (2)	371	407	443	479	515	551	587	216	58.2%
T./V. Harrison	2,139	3,009	3,878	4,748	5,617	6,487	7,356	5,217	243.9%
T. New Holstein	558	608	659	709	760	810	861	303	54.3%
T. Rantoul	267	283	299	315	331	347	362	95	35.8%
T. Stockbridge (3)	614	666	718	769	821	873	925	311	50.6%
T. Woodville	337	359	382	404	426	448	471	134	39.7%
V. Hilbert	458	473	487	502	516	531	545	87	19.1%
V. Potter	80	86	93	99	105	112	118	38	47.7%
V. Sherwood	593	821	1,049	1,278	1,506	1,734	1,962	1,369	230.9%
V. Stockbridge (3)	299	328	356	385	414	442	471	172	57.5%
C. Appleton (1)	3,952	4,175	4,397	4,620	4,843	5,066	5,288	1,336	33.8%
C. Brillion	1,230	1,276	1,322	1,368	1,414	1,460	1,505	275	22.4%
C. Chilton	1,606	1,668	1,731	1,793	1,855	1,917	1,980	374	23.3%
C. Kiel (1,4)	149	150	151	152	153	154	154	5	3.7%
C. Menasha (1,5)	263	412	561	710	859	1,008	1,158	895	340.3%
C. New Holstein	1,394	1,436	1,478	1,519	1,561	1,603	1,645	251	18.0%
Calumet County	15,758	17,711	19,664	21,616	23,569	25,522	27,475	11,717	74.4%

¹ Data are for portion of community in Calumet County only.

² Includes new homes in shoreland and data obtained from Village Clerk. Clerk data only available for 2000 through 2004. Projections based on five-year average.

³ No data available for 1995.

⁴ No data available for 1995 and 1996.

⁵ No data available for 1994, 1995, or 2001.

Source: U.S. Bureau of the Census, STF-1, 2000. Calumet County Planning Department, 2004.

According to the building permit forecast for the village, the number of housing units is estimated to increase by 1,369 from 2000 to 2030. This forecast is nearly double that estimated by the linear projection.

WDOA Household Forecasts

The Demographics Services Center of the Wisconsin Department of Administration also develops household forecasts, similar to population forecasts. A household is defined as an occupied housing unit. For example, in 2000 the county had 15,758 housing units and 848 vacant housing units resulting in a total of 14,910 households for the county in 2000. Table 2-14 details the WDOA household forecast for Calumet County and its municipalities.

Table 2-14: WDOA Household Forecast, Calumet County, 2010-2040

Municipality	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection	# Change 2010-2040	% Change 2010-2040
T Brillion	546	567	610	646	681	700	708	162	29.67%
T Brothertown	538	544	567	580	590	588	573	35	6.51%
T Charlestown	296	304	317	327	336	336	330	34	11.49%
T Chilton	416	425	454	477	499	508	509	93	22.35%
T Harrison*	462	504	592	677	765	838	897	435	94.15%
T New Holstein	581	603	646	683	718	736	742	161	27.71%
T Rantoul	272	274	287	292	298	296	289	17	6.25%
T Stockbridge	581	608	657	697	738	760	771	190	32.70%
T Woodville	337	340	356	366	374	373	365	28	8.31%
V Harrison*	3,182	3,476	4,083	4,667	5,275	5,781	6,178	2,996	94.15%
V Hilbert	462	473	499	519	537	543	539	77	16.67%
V Potter	98	97	103	105	107	107	104	6	6.12%
V Sherwood	986	1,081	1,272	1,453	1,642	1,802	1,925	939	95.23%
V Stockbridge	292	294	309	320	329	331	325	33	11.30%
C Appleton*	4,225	4,392	4,733	5,015	5,291	5,451	5,504	1,279	30.27%
C Brillion	1,298	1,361	1,477	1,569	1,664	1,722	1,747	449	34.59%
C Chilton	1,687	1,735	1,862	1,962	2,054	2,103	2,101	414	24.54%
C Kiel*	129	135	142	147	152	153	152	23	17.83%
C Menasha*	793	907	1,065	1,217	1,376	1,512	1,613	820	103.40%
C New Holstein	1,394	1,406	1,467	1,503	1,530	1,516	1,471	77	5.52%

*Municipality crosses at least one county line; data provided are for the entire municipality.

Source: Wisconsin Department of Administration, Demographic Services Center. Final Household Projections for Wisconsin Municipalities: 2010-2040. January 2013.

The WDOA household forecast for the village shows a rate of growth most similar to the Village of Harrison with the City of Menasha exhibiting the most growth change at over 100%. WDOA estimates a household growth of 939, or 95.23% from 2010 to 2040 for the Village of Sherwood.

Comparative Housing Forecasts

While the housing unit and household forecasts for the village did vary, they were similarly consistent in estimating that the village will likely continue to experience a high rate of growth. The village should be prepared for this significant growth and anticipate the needs and demands this growth will have on village land uses and facilities.

2.6 Housing for All Income Levels

Traditionally, most rural towns and small villages and cities have a high percentage of single-family homes, with few other housing types available. Larger communities generally can support and provide a greater variety of housing types, particularly for different income levels. Every community should assess whether the cost of housing in the community matches the ability of residents to pay for it. This is the fundamental question to answer when determining housing affordability and the ability to provide a variety of housing types for various income levels.

Although there are many ways to answer this question, the Department of Housing and Urban Development (HUD) offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income. In the Village of Sherwood, approximately 16.4% of those with a household mortgage paid 30% or more in monthly owner costs from their household income. For renters in the village, 30.6% paid 30% or more in gross rent as a percentage of their household income.

2.7 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Many of these issues are already important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population has been long-time residents and there is a desire for these residents to remain in the area during their retirement years.

The age structure of the Village of Sherwood is shifting to older age groups. The majority of the population was in the 20 to 44 age group in 2000. It is anticipated that there will be a shift to the next older age group for the majority of the population during the planning period, requiring the community to further assess its ability to provide housing for all age groups and persons with special needs. **There are currently no assisted living facilities in the village.**

2.8 Promoting Availability of Land and Housing Stock for Development/Redevelopment of Low-Income and Moderate- Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low and moderate income individuals. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should

demand warrant the need for such housing in the future. The community should also use this plan in coordination with developed policies, goals, and objectives to promote the availability of such housing if a need is present.

One strategy to promoting the development of affordable housing is to encourage infill development. Infill development is the process of developing vacant or underused parcels within existing urban or developed areas. Infill development contributes to a more compact form of development which is less consumptive of land and resources. Many developers are bypassing vacant urban area land for less expensive land beyond cities or villages edges. A pattern of lower-density development at the urban fringe consumes land (including farmlands, wetlands, and other resource lands) at a much faster rate than redevelopment and infill areas, and typically carries a higher infrastructure cost. Infill housing development promotes utilization of existing utilities and community facilities, conservation of environmental resources, compact transportation patterns, and overall lower cost housing development.

2.9 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing while not sacrificing land to development. Over the course of the planning period, the community should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

2.10 Housing Goals and Objectives

The following are the goals and objectives developed by the Village of Sherwood regarding housing.

Goal H1: Provide an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.

Objectives

1. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing, and an appropriate mix of single-family, two-family, multi-family, and senior housing.
2. Promote the availability of assisted living and elder care facilities while continually monitoring the housing needs of the aging population.
3. Control opportunities for multi-family, group housing, and other high-density residential development within existing neighborhoods with established sewer, water, parks, sidewalks, and other public infrastructure and facilities.
4. Monitor the availability of state or federal programs for the development or

- redevelopment of low to moderate-income housing.
5. Monitor local and regional efforts to create quality housing with rents affordable to working families, the elderly and special-need individuals.
 6. Consider development of residential housing above street level of multi-story commercial structures.
 7. Continue to include trails to connect neighborhoods and subdivisions.

Goal H2: Provide for housing development that maintains the attractiveness and characteristics of the community.

Objectives

1. Manage the development of low to moderate-income housing that is consistent in quality, character, and location with the community.
2. Direct new residential subdivision development to planned growth areas.
3. Encourage the use of creative development designs that preserve community character and natural resources.
4. Explore the creation of design guidelines for residential zoning districts.

Goal H3: Support the maintenance and rehabilitation of the village's existing housing stock.

Objectives

1. Increase citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, lead water laterals, faulty wiring, and broken or missing smoke detectors.
2. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.
3. Enforce zoning, nuisance abatement, and building code requirements in blighted residential areas.
4. Monitor the availability of state or federal programs for housing rehabilitation.

2.11 Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. The community may allow the transfer of residential density on a parcel to promote flexibility in site design (e.g., lot size) that is consistent with other provisions of the comprehensive plan.
2. Annually assess the availability of developable land for residential development.
3. Plan for a sufficient supply of developable land that allows for a variety of housing types.
4. Modular or prefabricated homes shall meet feature designs similar to “stick-built” homes.
5. Establish development standards for housing other than single family housing.
6. Over the planning period, the community will evaluate its preparedness for an increasing demand for elderly housing and assisted living facilities through the development of a senior housing market study (prepared by ECWRPC in 2017).
7. Housing ordinances, policies, standards and ideals shall be made available to new homeowners to ensure their knowledge of local housing regulations.
8. An inventory of historically significant homes will be maintained throughout the planning period to ensure that these homes are accurately identified and to promote and target preservation and/or rehabilitation efforts.
9. New residential development will only be allowed within in-fill areas and in planned growth areas.
10. Increase investment in public infrastructure for existing residential areas to maintain property values. Investments could include sidewalks, street repair, tree and flower planting, neighborhood park development, etc.
11. The community will consider adaptive reuse, conversion of surplus and/or outmoded buildings to economically viable new uses including housing
12. Housing development which accommodates senior citizens or the elderly shall be located near public facilities including grocery stores, post office, churches, medical facilities, and public buildings.
13. Any multi-family residential development that abuts established low-density residential areas should be very carefully designed to minimize potential negative impacts on existing residents.
14. Residential in-fill development will be encouraged prior to the development of housing in areas currently not occupied by residential structures.
15. Multi-family residential projects shall be required to meet the following minimum standards:
 - a. The project will not have an adverse impact on the character of the surrounding neighborhood nor result in large pockets of high-density housing.

- b. The village shall communicate regularly with affected school districts to ensure sufficient capacity to accommodate new students.
- c. The transportation system in the neighborhood can handle the increased amount of traffic that the project will generate.
- d. The area is adequately served by parks, open spaces, and civic facilities.
- e. The existing utility system has sufficient capacity to serve the project.
- f. All multi-family projects shall provide on-site open space areas that serve the needs of the project's residents, in addition to being responsible for applicable impact fees.

2.12 Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Calumet County Homebuyer Program

Calumet County has two housing programs. The first is administered by the Appleton Housing Authority; the second is through Brown County. Applicants must be income eligible to qualify for homebuyer services and to get financial assistance through the Calumet County Homebuyer Program which is administered by the Appleton Housing Authority. County Median Income (CMI) for Calumet County based on family size determines income eligibility. The household's gross income cannot exceed 80% of CMI.

CAP (Community Action Program) Services, Inc.

CAP has been on the frontline of the war on poverty since 1966. As a private, non-profit corporation, CAP offers programs in Marquette, Outagamie, Portage, Waupaca, and Waushara counties as well as in parts of Calumet and Wood counties. CAP Services, Inc. is a member of the Wisconsin Community Action Program Association (WISCAP). CAP offers a number of housing related programs including home buyer's assistance, weatherization, housing rehabilitation, rental housing assistance, and a lease/purchase program. For more information about CAP Services, Inc. visit their web-site at www.capserv.org.

Outagamie Weatherization

The weatherization program may help with home weatherization repair and rehab. Outagamie Weatherization manages this program on behalf of Calumet County. For more information on this program call Outagamie Weatherization at (920) 731-7566.

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate- income (LMI) households. The CDBG program is a federal program funded through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The maximum grant to an applicant is \$500,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

Wisconsin Rural Development, Rural Housing Service

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants. For further information visit the web-site at www.rurdev.usda.gov/wi/index.html.

Local Housing Organization Grants (LHOG)

LHOGs enable community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

Habitat for Humanity

The goal of this program is to eliminate inadequate housing and poverty housing throughout the world. Local affiliates, including dozens in Wisconsin, are responsible for raising funds, recruiting volunteers, identifying project sites, and constructing owner-occupied housing for the benefit of participating low-income families. Visit www.habitat.org.

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at www.wheda.com.

Wisconsin Home Energy Assistance Program (WHEAP/LIHEAP)

The Energy Services Bureau oversees Wisconsin's Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP) and other related programs. Households with incomes at or below 150% of the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories, and other work places receive LIHEAP assistance. Visit the web-site for further information, www.heat.doa.state.wi.us/liheap/default.asp.

Historic Home Owner's Tax Credits

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.



CHAPTER 3

TRANSPORTATION

Transportation

3.1 Introduction

Broadly speaking, a transportation system can be defined as any means used to move people and/or products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes.

Roads and highways account for the majority of a transportation system and are probably the most common paths, however, are not the only component. Rail lines, waterways, airways, and trails can also contribute to the entire transportation system. Taken together, these individual transportation options create a community's transportation system.

The following sections discuss in more detail, specific information about Sherwood's transportation system.

3.2 Existing Road System

Primary roadways within the village include the following:

1. WIS 55/114
2. CTH B
3. CTH M
4. Pigeon Road
5. Stommel Road

Table 3-1 shows the total miles of roadway in Calumet County by municipality and by type of roadway.

Table 3-1: Miles of Road by Municipality, Calumet County, 2017

Municipality	US Highways	State Highways	Ramps	County Highways	Town Roads	City Roads	Village Roads	State Park Roads	Alleys	Private Roads	Total
T. Brillion	4.9	6.6	0.0	11.5	57.8	1.5	0.0	0.0	0.0	0.0	82.3
T. Brothertown	6.6	0.1	0.0	17.4	53.2	0.0	0.0	0.0	0.0	2.0	79.3
T. Charlestown	4.7	3.3	0.0	8.5	36.5	0.4	0.0	0.0	0.0	0.0	53.4
T. Chilton	2.3	5.4	0.0	13.9	46.6	0.2	0.0	0.0	0.0	0.5	68.9
T. Harrison	2.0	0	1.2	0.4	3.7	0.0	0.0	0.0	0.0	0.2	7.5
T. New Holstein	0.0	3.3	0.0	20.1	48.1	0.2	0.0	0.0	0.0	0.0	71.7
T. Rantoul	0.0	0.7	0.0	14.6	44.9	0.0	0.0	0.0	0.0	0.2	60.4
T. Stockbridge	2.1	7.3	0.2	10.1	57.9	0.0	0.0	0.0	0.0	1.7	79.3
T. Woodville	4.0	4.0	0.0	15.8	44.6	0.0	0.0	0.0	0.0	0.0	68.4
V. Hilbert	0.0	1.8	0.0	0.0	0.0	0.0	8.2	0.0	0.0	0.0	10.0
V. Harrison	10.9	13.7	1.2	5.6	0.0	0.0	92.5	0.0	0.1	2.4	129.3
V. Potter	0.0	0.0	0.0	1.5	0.0	0.0	1.3	0.0	0.0	0.0	2.8
V. Sherwood	0.0	2.3	0.0	1.2	0.0	0.0	21.5	2.9	0.0	0.0	25
V. Stockbridge	0.0	1.3	0.0	2.3	0.0	0.0	7.8	0.0	0.0	0.0	11.4
C. Appleton*	0.4	5.4	1.5	3.8	0.0	0.1	46.6	0.0	0.1	3.8	61.6
C. Brillion	2.0	0.0	0.0	2.1	0.0	19.3	0.0	0.0	0.0	0.0	23.4
C. Chilton	3.0	1.4	0.0	3.2	0.0	25.4	0.0	0.0	0.3	0.0	33.3
C. Kiel*	0.0	0.5	0.0	0.3	0.0	2.8	0.0	0.0	0.1	0.0	3.7
C. Menasha	0.7	4.1	0.0	0.7	0.0	15.1	0.0	0.0	0.0	0.0	20.6
C. New Holstein	0.0	2.2	0.0	2.4	0.0	21.7	0.0	0.0	1.6	0.0	27.9
Calumet County	43.6	63.4	4.1	135.4	393.3	86.6	169.7	2.9	2.2	10.8	912

*Only includes roads in Calumet County.

Source: Calumet County Planning Department.

There is a total of 25 miles of roadway in the Village of Sherwood. The majority is comprised of village streets which make up a total of 86% of the village's total roadways. This total does not include approximately 500 feet of private roadway located in the village.

3.3 Road Functional/Jurisdictional Classification

For planning and design purposes, roadways are divided into different classes, such as arterials and collectors, which relate to the function of the roadway. Factors influencing function include traffic circulation patterns, land use, the land access needs, and traffic volumes.

Roadways can be further defined by the entities that have authority over the roadway. These provide jurisdictional classifications. State and federal roads are commonly classified as arterials and county highways as collectors. In addition to arterial and collector roads providing for movement between communities, local roads provide public access to private property.

Although a community may not have direct jurisdictional authority over a specific roadway, the development and land use decisions surrounding the roadway impact the roadway users, the community where the roadway is located, and the communities that are linked through the roadway. Additionally, local street system decisions regarding local travel directly impact the

amount of traffic that is diverted onto state and/or county facilities. The functional classification of roads in Sherwood is detailed below.

Urban Principal Arterials

Principal arterials generally accommodate interstate and interregional trips. These routes generally serve all urban areas greater than 5,000 population.

There are 2.2 miles of principal arterials in the Village of Sherwood.

Urban Minor Arterials

Urban minor arterials serve important economic activity centers, have moderate average daily traffic and serve intercommunity trip length desires interconnecting and augmenting the principal arterial system.

There are 0.2 miles of urban minor arterials in the Village of Sherwood.

Urban Collector

Collectors provide service to moderate-sized communities and other intra-area traffic generators, and link those generators to nearby larger population centers or higher function routes.

WIS 55 is a major roadway linking north to south in Calumet County. Within Calumet County, this highway enters east of Darboy and links Sherwood to Stockbridge and connects to U.S. 151 in the southern portion of the county. This route generally parallels the eastern shoreline of Lake Winnebago.

WIS 114 is located in northwest Calumet County and travels from Menasha in coordination with U.S. 10 to Sherwood jointly with WIS 55. The route then turns south from Sherwood and then east, providing access to the Village of Hilbert. Statutory Access Controls are in place for WIS 55/114 from USH 10 to the Village of Sherwood.

WIS 55 and 114 are separate at the north and south ends of the village but run concurrently for most of the length of the village. Much of the commercial activity in the village is located along these roadways. The commercial heart of the village is located at the intersection of WIS 55/114, CTH M, and Clifton Road.

CTH B runs east from WIS 55/114. CTH M starts near WIS 55/114 and termination point of Clifton Road and bears northeast from 114 to USH 10.

CTH M, also known as Military Road, terminates at USH 10. Golf Course Road runs from the southwest to the northeast and is located in the western part of the village. It runs through High Cliff Golf Course. State Park Road is located in the western part of the village and connects residential neighborhoods with High Cliff State Park to the south.

Stommel Road is located in the western part of the village. It runs north-south between WIS 55/114 and the intersection of Golf Course and Palisades Trail.

Urban collectors in the Village of Sherwood total 6.1 miles.

Since the Village of Sherwood was added to the Urbanized Area of the Appleton Metropolitan Planning Organization all roads are considered to be of urban classification.

Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

The Village of Sherwood has 16.14 miles of local roads.

Table 3-2: Miles of Road by Functional Classification, Village of Sherwood, 2017

Classification	Miles	% of Total
Urban Principal Arterial	2.2	8.9%
Urban Minor Arterial	0.2	.08%
Urban Collector	6.1	24.8%
Urban Local	16.1	65.4%
Total	24.6	100.0%

Source: Wisconsin Information System for Local Roads (WISLR), 2017.

3.4 Traffic Volume Trends

Annual average daily traffic (AADT) counts are taken every three years for various roadways in Calumet County. Counts are calculated by multiplying hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count.

Table 3-3: AADT Counts, Village of Sherwood, 2010 and 2016

Location	2010	2016	# Change 2010-2016	% Change 2010-2016
CTH M, just north of STH 55	1,600	1,600	0	0%
CTH M, between CTH B and STH 55	7,800	7,800	0	0%
CTH M, just south of CTH B	8,300	7,800	-500	-6.1%
Stommel Road, just south of STH 114	1,100	1,100	0	0%
State Park Road, just east of Pigeon Road	900	720	-180	-20%

Source: Wisconsin Department of Transportation. Annual Average Daily Traffic counts, 2010, 2016.

3.5 Crash Types and Locations

The Wisconsin Traffic Operations and Safety Laboratory indicates the Village of Sherwood has had 203 crashes between 2005-2015. Of these crashes, a majority are along WIS 55/114.

In addition to that area there are four other intersections which are perceived to be dangerous either in the village or in the Village of Harrison. They are:

1. Intersection of STH 55/114 and Pigeon Road - Village of Harrison
2. Intersection of STH 114 and State Park Road - Village of Harrison

3. Intersection of STH 55/114 and Forrest Avenue - Village of Sherwood
4. South intersection of STH 55 and STH 114 - Village of Sherwood

It is suggested that the village work with the Village of Harrison and Wisconsin Department of Transportation to consider undertaking traffic studies that can quantify potential dangers in these areas. The resulting findings will dictate specific courses of action which are deemed necessary to rectify any existing problems.

3.6 Additional Modes of Transport

Trucking

Trucking is an integral part of the Calumet County and local economies and depends on a safe and efficient highway system as well as adequate local roads and streets. The manufacturing and agricultural industries are particularly dependent on trucking.

According to the Wisconsin Department of Transportation truck operator maps, officially designated highways in Calumet County include U.S. 10 and 151, STH 32/57, and CTH PP. Roads identified as other state trunk highways include STHs 114 and 55. There are no state rest areas or private truck parking areas in Calumet County.

Air Service

The only airport located in Calumet County is the New Holstein Municipal Airport. This airport is identified by the WisDOT as a Small General Aviation (Small GA) airport, and does not offer commercial passenger service. Small GA airports primarily support single-engine GA aircraft but may also accommodate small twin-engine GA aircraft and occasional business aircraft activity.¹ This classification means that the airport is designed to accommodate aircraft of less than 12,500 pound gross weight, with approach speeds below 121 knots and wingspans of less than 49 feet. Along with a 3,600 foot paved primary runway, facilities at the New Holstein Municipal Airport include a 2,970-foot turf airstrip. In 2004, the New Holstein Municipal Airport received a \$200,666 FAA grant (\$220,000 total project cost) that provided grading for a new hangar site, installation of a runway end lighting system, and replacement and relocation of the airport's rotating navigational beacon. As the New Holstein Municipal Airport is the only air facility in the county, the improvements are as much a valuable economic development tool as they are safety enhancements.

According to the WisDOT *Wisconsin State Airport System Plan 2030*, the New Holstein Airport will remain under its Small-GA classification until the year 2030. In terms of passenger service, the nearest commercial service airports are in Green Bay at Austin Straubel International and Appleton International Airport. Appleton International Airport is the closest air passenger facility to Calumet County, located in the Town of Greenville, approximately 10 miles to the northwest. The regional airport serves the Fox Cities Metro Area and the surrounding counties with commercial airline service. The airport is currently served by three commercial airlines (Allegiant, American, Delta and United), and provides approximately 14,000 air carrier emplanements annually (arrivals and

¹ <http://wisconsindot.gov/Documents/projects/multimodal/air/sasp5-ch3.pdf> .

departures). In addition to the commercial passenger service, air freight, chartered flight service, car rentals, and aviation technological services are also provided at the airport.

Rail Service

There are several Canadian National rail lines that travel through Calumet County. One line enters the county through Kiel and travels through New Holstein and Chilton up to Hilbert. Another line enters Hilbert from the east. At Hilbert, these two lines join and then continue west towards Sherwood and Menasha. Both lines allow up to a 286,000 pound rail cart limit. Within these lines there are two road crossings within Sherwood. No passenger or freight service is provided to any properties or development in Calumet County.

Table 3-4 details the miles of railroad found in Calumet County by municipality.

Table 3-4: Railroad Miles, Calumet County, 2017

Municipality	Miles	Percent of Total
C. Appleton*	0.0	0.0%
C. Brillion	0.0	0.0%
C. Chilton	1.5	3.6%
C. Kaukauna*	0.0	0.0%
C. Kiel*	0.5	1.1%
C. Menasha*	0.0	0.0%
C. New Holstein	1.3	3.2%
V. Harrison	7.4	18.2%
V. Hilbert	2.4	5.9%
V. Potter	0.6	1.5%
V. Sherwood	0.9	2.2%
V. Stockbridge	0.0	0.0%
T. Brillion	1.0	2.5%
T. Brothertown	0.0	0.0%
T. Charlestown	4.3	10.6%
T. Chilton	5.4	13.2%
T. Harrison	0.0	0.0%
T. New Holstein	3.8	9.4%
T. Rantoul	6.8	16.8%
T. Stockbridge	0.0	0.0%
T. Woodville	4.7	11.6%
Total	40.4	100.0%

*Data provided are for rail located in Calumet County

Source: Calumet County Planning Department.

The Village of Sherwood is home to just under a mile of railroad. The rail line in Sherwood is generally located in the northeast portion of the village and abuts a significant amount of agricultural land as well as some commercial properties. There are no businesses in the village that currently use the rail.

Water Transport

Calumet County shares the majority of its western border with Lake Winnebago. While there are a number of marinas and boat landings on its shores, there are no commercial ferries or cruise lines offering passage on the lake.

Calumet County is also relatively close to the Bay of Green Bay and Lake Michigan. Both of these water bodies offer commercial services and ports. The Port of Manitowoc handles bulk commodities, newly constructed yachts, and offers a car ferry. The Port of Green Bay is served by a major railroad

and several nationally known truck lines providing overnight delivery of goods within a 400-mile radius.

There is a marina at High Cliff State Park and one other boat ramp- Harrison Boat Ramp- located just south in Village of Harrison.

The lakefront of the village allows access to the Fox River Lock System which is a system of 17 locks and 12 dams built in the mid 1800's connecting the Great Lakes to Lake Winnebago and the Lower Fox River.² The state took ownership of these locks in 2004 from the Corps of Engineers and is in the final stages of rehabilitating the locks, allowing both commercial and recreational boats to travel between Lake Winnebago and Green Bay. The gradual rehabilitation of this lock system is expected to be a great boon to the tourism industry in the area.

Pedestrian and Bicycle Corridors

Pedestrian travel is an integral part of the total transportation picture. Many people rely on walking for exercise as well as for travel from their homes to work, school, or shopping. For the elderly, children, and those who are disabled, having safe and convenient pedestrian facilities is often essential to daily activities. The Village of Sherwood is home to 8.65 miles of trails that connect portions of the village's downtown area, residential subdivisions, and High Cliff State Park. Additionally, 2.32 miles of sidewalks enable pedestrians to safely travel throughout the Village. Additional trails are planned and developed in accordance with new residential subdivision development. The village has a long term trail development plan that will ultimately connect the village to surrounding communities.

The City of Menasha, Village of Harrison, and Village of Sherwood are working with the Calumet County Parks Department to extend a trail from Menasha to High Cliff State Park, approximately seven miles. The trail is called the Northshore Extension of the Friendship State Trail. The Friendship Recreation Trail currently connects Brillion and Forest Junction along Hwy 10 and passes through woods and scenic farmland. The trail can be used for hiking, biking, and horseback riding. No motorized vehicles are permitted during the hiking, biking, and horseback riding season. A completion of the Trestle Trail, one link of the Friendship Recreation Trail, connects the City, Town of Menasha and Village of Fox Crossing and features a unique lift bridge over the Menasha lock. The trail, when fully completed, will ultimately run from Stevens Point to Manitowoc.

Regional bicycle and pedestrian connections are emphasized in the *Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan*, which was approved by East Central Wisconsin Regional Planning Commission in 2014. This plan identifies gaps in bicycle and pedestrian connections between the communities in the Appleton (Fox Cities) and Oshkosh metropolitan planning organizations and proposes facilities to connect those gaps. Creating connections between communities is important to promote physical activity and active transportation. Ensuring that people can move between communities by foot or on bicycle provides opportunities for all community members, regardless of their mode of transportation.

² <http://www.friendsofthefox.org/explore/geography/> .

The Appleton (Fox Cities) Transportation Management Area and Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan recommends the following connections in or around the Village of Sherwood: STH 55 from STH 96 to Village of Sherwood and CTH M from STH 55 to USH 10.

Transit

There are currently no public transportation systems or bus services in Sherwood. There are urban bus services available in Fox Cities, Green Bay, Oshkosh, and Fond du Lac.

Transportation for Persons with Disabilities

Specialized public transportation services for the elderly, disabled, and other persons with similar needs for more accessible vehicles is referred to as paratransit. There are currently limited services for individuals requiring paratransit within Calumet County. Taxi services are available in Menasha and other Fox Cities communities. There is a volunteer transportation service coordinated through the Calumet County Aging and Disability Resource Center (ADRC) that links volunteer drivers with people in need on a request basis. The volunteer transportation service provides limited wheelchair accessible services- Mon-Fri 8:00- 4:30 pm to persons throughout the county, which are funded through 85.21 (State of Wisconsin), 5310 (Federal Transit Administration) and county levy. Calumet County also has five wheelchair accessible vehicles operated on a reserve a ride basis. There are no locally funded specialized transportation services in the Village of Sherwood.

Commute Mode Share

The American Communities Survey (ACS) collects data on commuting characteristics for workers aged 16 years and older to reflect how people travel to work. According to the ACS data for 2011-2015, a majority of residents in the Village of Sherwood travel to work via vehicle.

Table 3-5: Means of Transportation to Work

Type	Percent
Car, truck, or van	88.7%
Drove alone	84.3%
Carpooled	4.5%
Public transportation (excluding taxicab)	0.0%
Walked	0.0%
Bicycle	0.2%
Taxicab, motorcycle, or other means	0.0%
Worked at home	11.1%

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates, Table S0801.

There are no locally funded specialized transportation services in the Village of Sherwood.

3.7 Existing State and Regional Transportation Plans and Coordination

Coordinated development is an essential component to maintaining roadway functionality. Assessing the impacts on the transportation system through development review and impact analysis prior to development approval is becoming more important at all levels of jurisdictional authority, not just in the heavily populated areas.

State Plans

The Wisconsin Department of Transportation maintains several plans with statewide policies and recommendations regarding various aspects of transportation. These plans should be taken into consideration when making future transportation decisions.

These plans have been reviewed and coordinated throughout the planning process.

1. *Connections 2030*
2. *Wisconsin State Highway Plan 2020*
3. *Wisconsin Bicycle Transportation Plan 2020*
4. *Wisconsin State Airport System Plan 2030*
5. *Wisconsin State Pedestrian Policy Plan 2020*
6. *State Freight Plan*
7. *Wisconsin State Rail Plan 2030*
8. *Wisconsin Department of Transportation Access Management System Plan*
9. *Wisconsin DNR State Trails Network Plan*
10. *Statewide Transportation Improvement Plan*
11. *Six-Year Highway Improvement Program*

Regional Plans

The East Central Wisconsin Regional Planning Commission (ECWRPC) is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago. Services provided by the Commission include land use, comprehensive, and transportation planning for the region. The Transportation Program of the Commission addresses the Transportation element of the comprehensive planning requirements and also has three major functional work elements: the long range transportation plans for the Fox Valley Area Transportation Study area, the Transportation Improvement Program for the urbanized areas, and the regional transportation plan. Existing regional plans were reviewed and coordinated throughout the planning process. As noted above, ECWRPC has developed and is implementing *Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan - 2014* to guide non-motorized transportation development.

Local Plans

In 2005, a study entitled “Intersection Analysis: Intersection of STH 55/114, Clifton Road and CTH M” was completed. This study looked at various ways to improve traffic operations at that critical intersection in the community. The report looked at numerous ways to deal with the problems in this

area. Solutions ranged from adding in signals to minimal reconfiguration to constructing a roundabout.

3.8 Planned Transportation Improvements

State Transportation Projects

Six Year Highway Improvement Program: 2017-2022

The WDOT currently invests approximately \$750 million each year towards improving and rehabilitating roads. The Six-Year Highway Improvement Program details roads that are scheduled for improvements within each WDOT region. The following are remaining projects identified for Calumet County that affect the Village of Sherwood as well as known project provided by the WDOT District:

1. Intersection resurface, WIS 114/USH 10. planned for 2017.
2. WIS 55, USH 10 – Ridgecrest Lane maintenance planned for 2017.

Regional Plans

Long-Range Transportation/Land Use Plan, Fox Cities Urbanized Area, 2015

This plan, prepared by the East Central Regional Planning Commission, was a requirement due to the location of a Metropolitan Planning Organization (MPO) in the Fox Cities urbanized area. The study area included approximately 274 square miles including the cities of Menasha and Appleton and a portion of the Village of Harrison. The plan includes adopted goals, objectives, and policies, an inventory of existing conditions, a land use plan with several alternatives, recommendations, environmental review, and a financial plan. As of 2010, the Village of Sherwood is part of the Fox Cities urbanized area. Roads within the village that were under the rural functional class now fall under the urban functional class. State and federal transportation funding as part of the Fox Cities MPO can be leveraged by the village.

The long-range transportation/land use plan also recommended further study for two areas in Calumet County. The first, which affects the Village of Sherwood, was for STH 114, from US 10/STH 114 split to the STH 55/STH 114 split south of Sherwood. The proposed project would be to study a capacity expansion to four lanes. The second area recommended for further study is CTH N, STH 114 to US 10. The proposed project would be to study a capacity expansion to four lanes. It should be noted that Sherwood opposes a four lane expansion as it would not be consistent with the long-term goals identified by the village.

County Transportation Projects

The Calumet County Highway Department develops and/or revises a five-year capital improvement plan every year. There are no planned projects for 2017 through 2020 that will affect the Village of Sherwood.

Local Transportation Projects

Sherwood uses PASER (Pavement Surface Evaluation and Rating) to plan for local road

improvements. PASER uses visual assessment to rate the conditions of roads within a community. This data, combined with economic analysis is a useful way to generate short and long term maintenance plans for the roads in the village.

A designation of #1 indicates that a road has failed and needs total reconstruction. A designation of #2 indicates that roads are severely deteriorated and need reconstruction. These roads have more than 25% alligator cracking or severe distortion as well as potholes or extensive patches in poor condition. A designation of #3 indicates that structural improvement is required. Cracking is extensive, patches are in fair to poor condition and there is moderate distortion and occasional potholes.

Currently the following roads were graded in 2015 as being in “poor” condition.

Rating of #1 (Failed):

1. There are no streets in the village that are currently rated #1.
2. Rating of #2 (Very poor):
3. There are no streets in the village that are currently rated #2.
4. Rating of #3 (Poor):
5. State Park Road from Pigeon Road to Lakeshore Lane.

The following improvements are scheduled in 2017:

1. Nuthatch Trail - reconstruct.

3.9 Transportation Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding transportation.

Goal T1: Provide a safe and efficient transportation system that meets the special needs of pedestrians, motorists, trucks, and trains in a cost effective manner.

Objectives

1. Balance competing community desires (i.e., scenic beauty, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.
2. Improve safety at high potential accident locations.
3. Maintain safe locations and designs for access onto local public roadways.
4. Continue to require developers to the entire cost for the improvement or construction of transportation system (road, bike paths, sidewalks, public transportation, etc.) needed to serve new development unless the CDA chooses otherwise.

5. Direct location of new roads and development in conjunction with site plans, Area Development Plans, and utility coordination.
6. Monitor the effectiveness of existing, and enhance opportunities for new, shared service agreements for providing local road development and maintenance.
7. Improve deficient roadways.
8. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
9. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
10. Direct truck traffic to appropriate routes and plan cooperatively with affected communities.
11. Maintain adequate public parking facilities.
12. Discourage high traffic volumes and speeds in residential neighborhoods (*Village of Sherwood Land Use Plan, 2000*).
13. Provide safe and convenient access connecting neighborhoods, employment centers, schools, service centers, and recreational centers (*Village of Sherwood Land Use Plan, 2000*).

Goal T2: Support the development and use of multiple modes of transportation.

Objectives

1. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.
2. Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
3. Encourage regional transit service (*Village of Sherwood Land Use Plan, 2000*).
4. Require pedestrian-oriented neighborhood designs as new developments are platted (*Village of Sherwood Land Use Plan, 2000*).
5. Require pedestrian-oriented neighborhood designs as existing neighborhoods are revitalized (*Village of Sherwood Land Use Plan, 2000*).
6. Complete Northshore Extension of the Friendship State Trail.

7. Partner with Sacred Heart School to develop a Safe Routes to School program to increase student's ability to walk and bicycle to school.
8. Partner with Calumet County Public Health's U-CAN (Calumet Activity and Nutrition) coalition to build and embrace healthy lifestyles through education and wellness opportunities.

3.10 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. Annually update the 5-year Road improvement Program, including funding sources and priorities for identified improvement projects.
2. Area Development Plans shall be required as part of the submittal of any residential development plans (i.e., subdivisions). This will allow the community to assess the future connection and traffic flow impacts on surrounding properties.
3. The community will consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
4. The village should encourage all new residential, commercial, institutional and mixed use developments to be served with sidewalks and/or off-road pedestrian/bike paths.
5. Dead-end roads and cul-de-sacs shall be avoided to the extent practicable.
6. All proposed access to local roads shall require an access permit.
7. Developers shall bear an equitable share of the costs for improvements and extensions to the transportation network.
8. Street design standards (intersection design, signal phasing, and roadway width) shall give priority to and enhance the safety of pedestrians and minimize conflict with motorists. Priority for installation or construction should be given to those routes that are used by school children, senior citizens, physically challenged persons and/or commuters.
9. Transportation related issues which have effects in neighboring areas will be jointly discussed and evaluated with that neighbor and the Wisconsin Department of Transportation if necessary.
10. Residential development proposals will be designed to include an efficient system of internal circulation for all vehicles and pedestrians including the provision for external collector streets, and trails where applicable, to feed all traffic onto external arterial roads and highways.

11. The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.
12. Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.
13. Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.
14. The community shall protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
15. Public streets shall not be used for parking trucks.
16. Require pedestrian facilities as land is developed based on standards for the street classification.
17. Ensure that the transportation needs of all are met.
18. The village and county shall cooperatively prepare a transportation system plan for the area designating corridors for major facilities (arterials, collectors, transit corridors, etc.)
19. Pursue a joint traffic study with the Village of Harrison that can quantify potential roadway dangers in the area.
20. Explore a Complete Streets policy for the village. Complete Streets are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.
21. Explore the development of a bicycle and pedestrian plan for the village.

3.11 Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional

funds for high-cost road projects. For more information contact the WDOT.

Surface Transportation Program-Urban (STP-U)

The Surface Transportation Program - Urban (STP-U) allocates federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban areas. The objective of the STP-U is to improve federal-aid-eligible highways within urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads functionally classified as collector or higher.

Freight Railroad Programs

The Wisconsin Department of Transportation offers two programs to help preserve and improve Wisconsin's freight rail service: The Freight Railroad Preservation Program (FRPP) and the Freight Railroad Infrastructure Improvement Program (FRIIM). These programs provide local units of government, industries, and railroads the assistance they need to preserve essential rail lines and encourage improvements to existing rail lines. Typical projects include track rehabilitation, spur construction, track acquisition, and storage facility construction. For further information contact the Bureau of Railroads and Harbors of the WDOT.

Pavement Surface Evaluation and Rating (PASER)

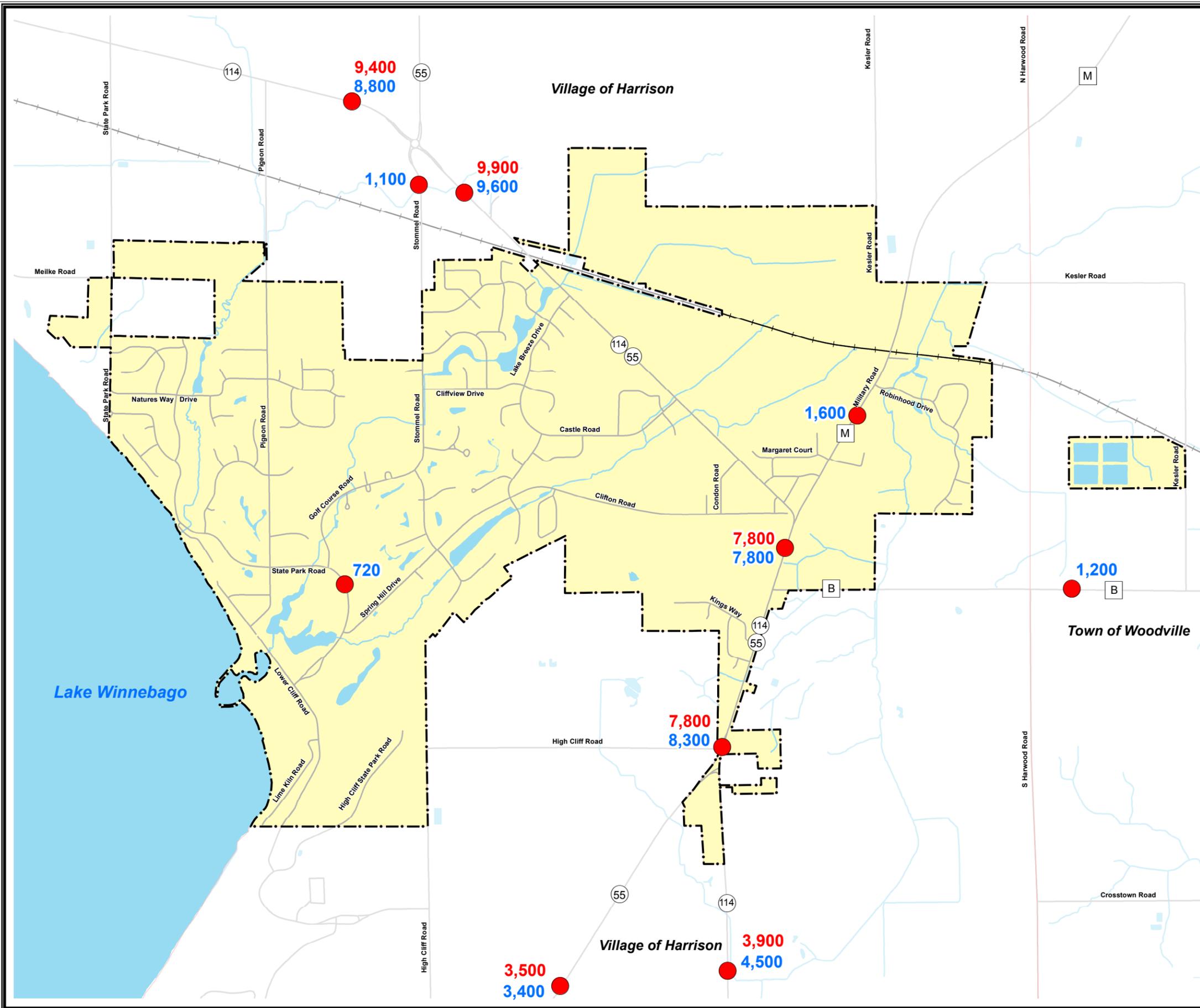
PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER ratings can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses.

Transportation Economic Assistance (TEA) Program

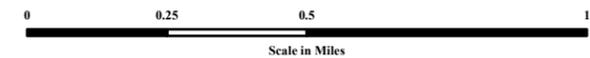
The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact: Wisconsin Department of Transportation, Division of Transportation Investment Management, phone: (608) 266-3488.

Map 3-1 Village of Sherwood Comprehensive Plan Update Average Annual Daily Traffic

● AADT **2016**
● AADT **2010**



Source:
Base Data provided by Calumet County 2016.
AADT provided by WIS DOT 2016.

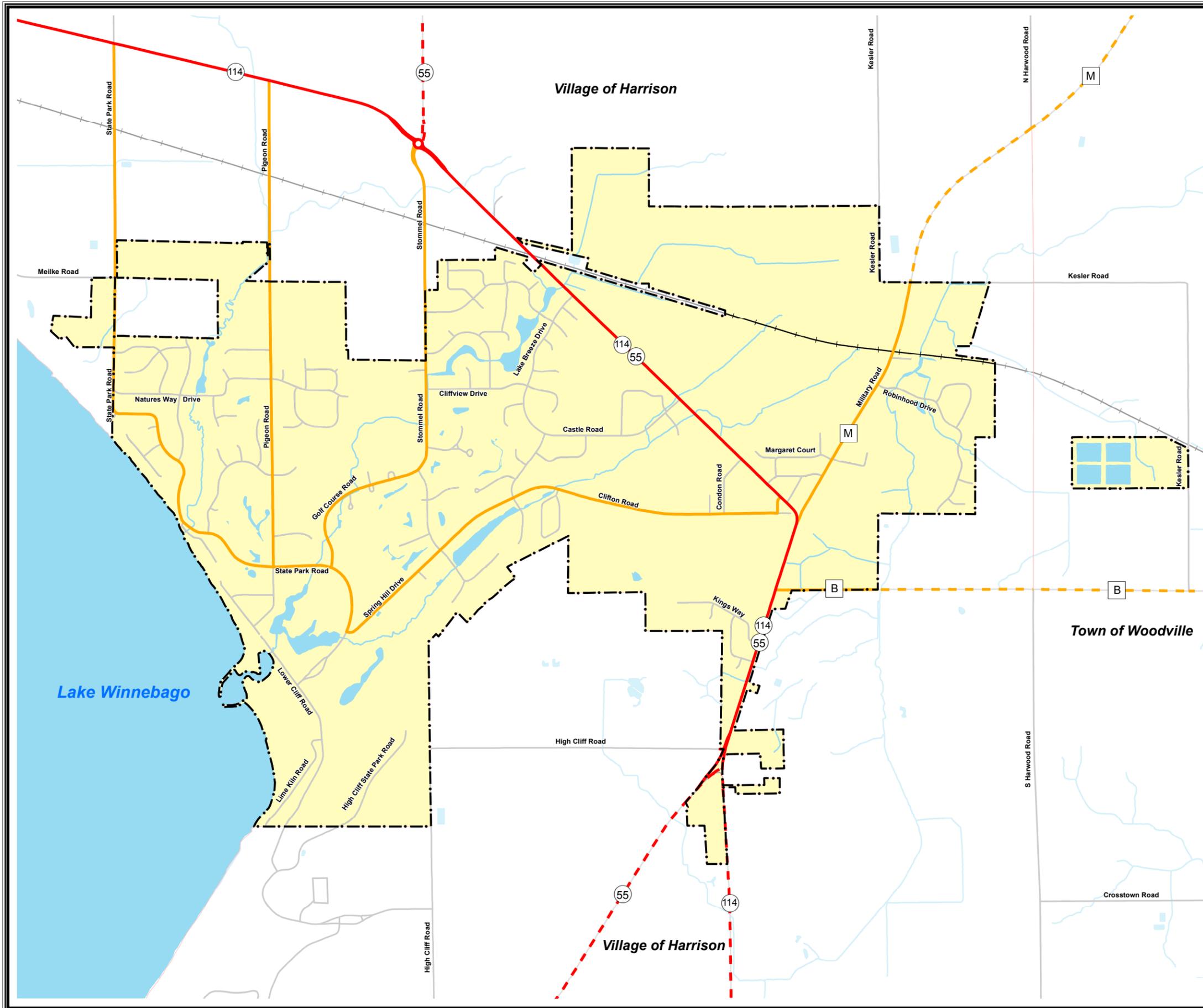


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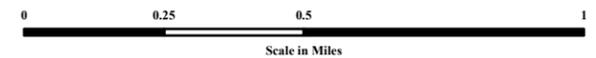
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Map 3-2 Village of Sherwood Comprehensive Plan Update Functional Classification

-  Urban Principal Arterial
-  Urban Collector
-  Rural Principal Arterial
-  Rural Major Collector
-  Local Road



Source:
Base Data provided by Calumet County 2016.
Functional Class provided by WIS DOT 2016.

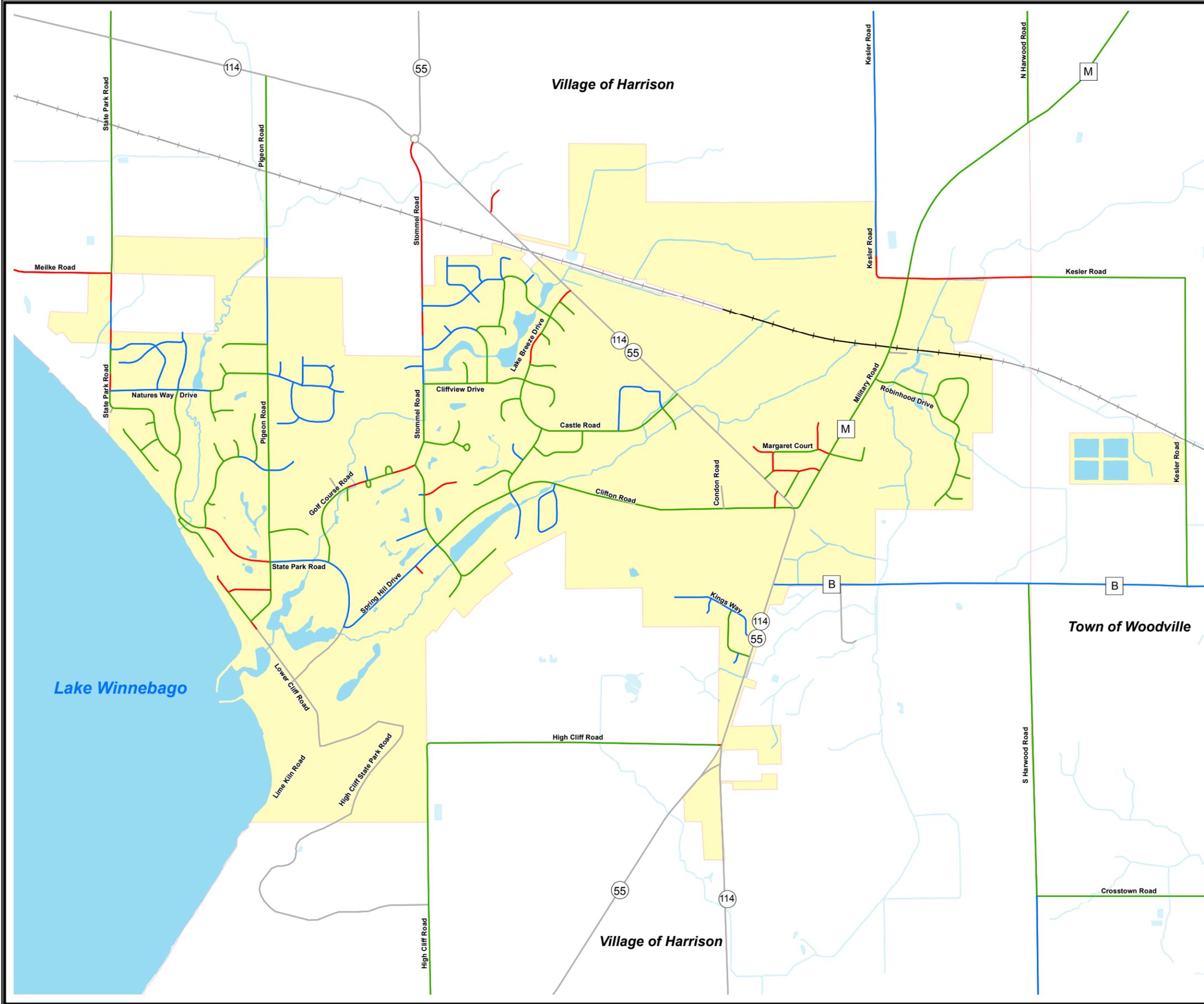


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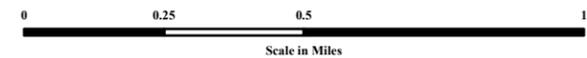
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Map 3-3 Village of Sherwood Comprehensive Plan Update PASER Ratings 2015

- Excellent to Very Good
- Good to Fair
- Fair to Failed
- Not Rated



Source:
Base Data provided by Calumet County 2016.
PASER provided by WIS DOT 2015.

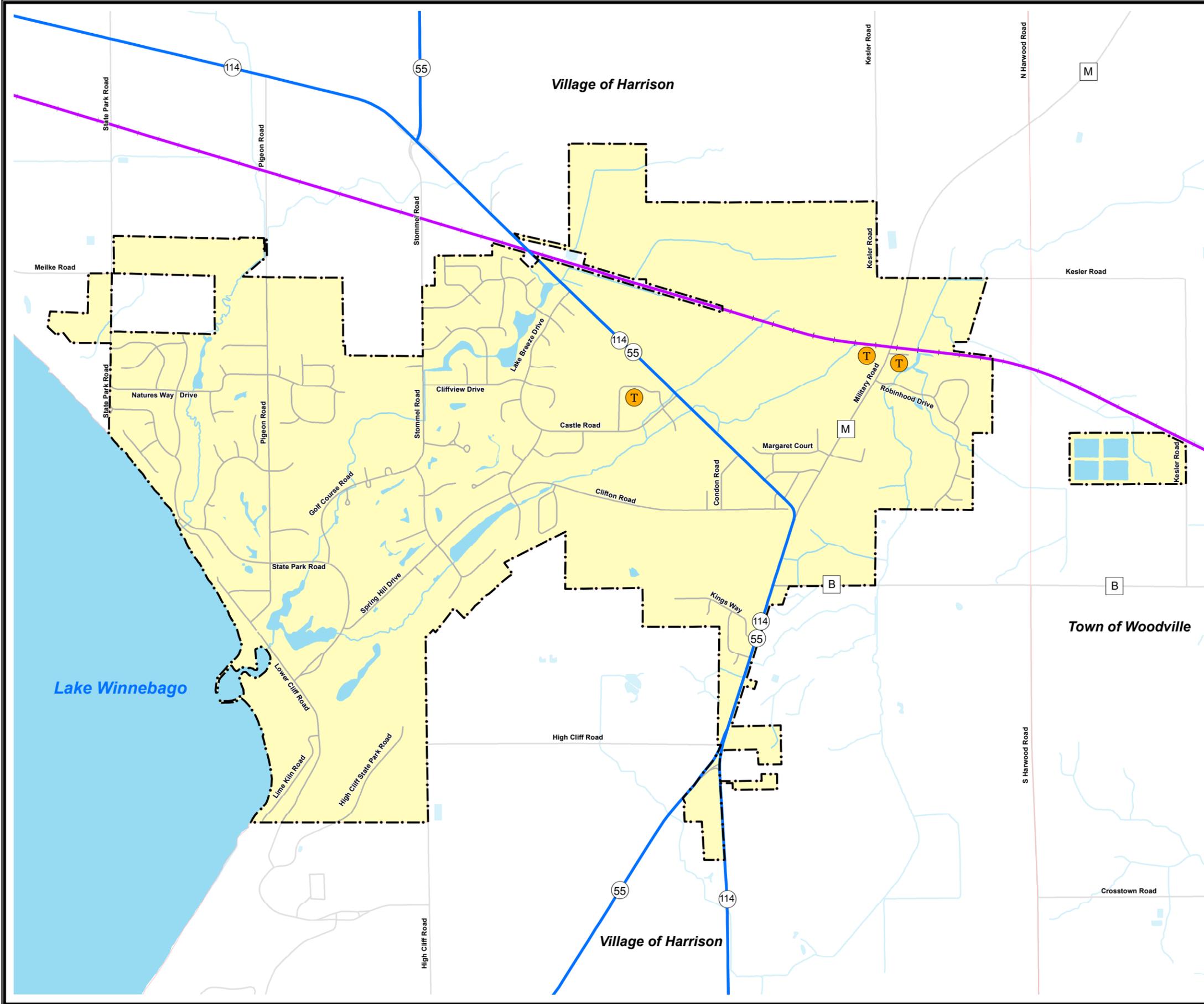


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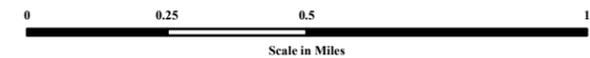
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Map 3-4 Village of Sherwood Comprehensive Plan Update Shipping & Freight Terminals

- None
- 75"
- 65"
- 286,000 Pound Rail Cart Limit
- 263,000 Pound Rail Cart Limit
- T Trucking Terminals



Source:
Base Data provided by Calumet County 2016.
Trucking Routes provided by WIS DOT 2016.
Freight Terminals provided by ECWRPC 2016.

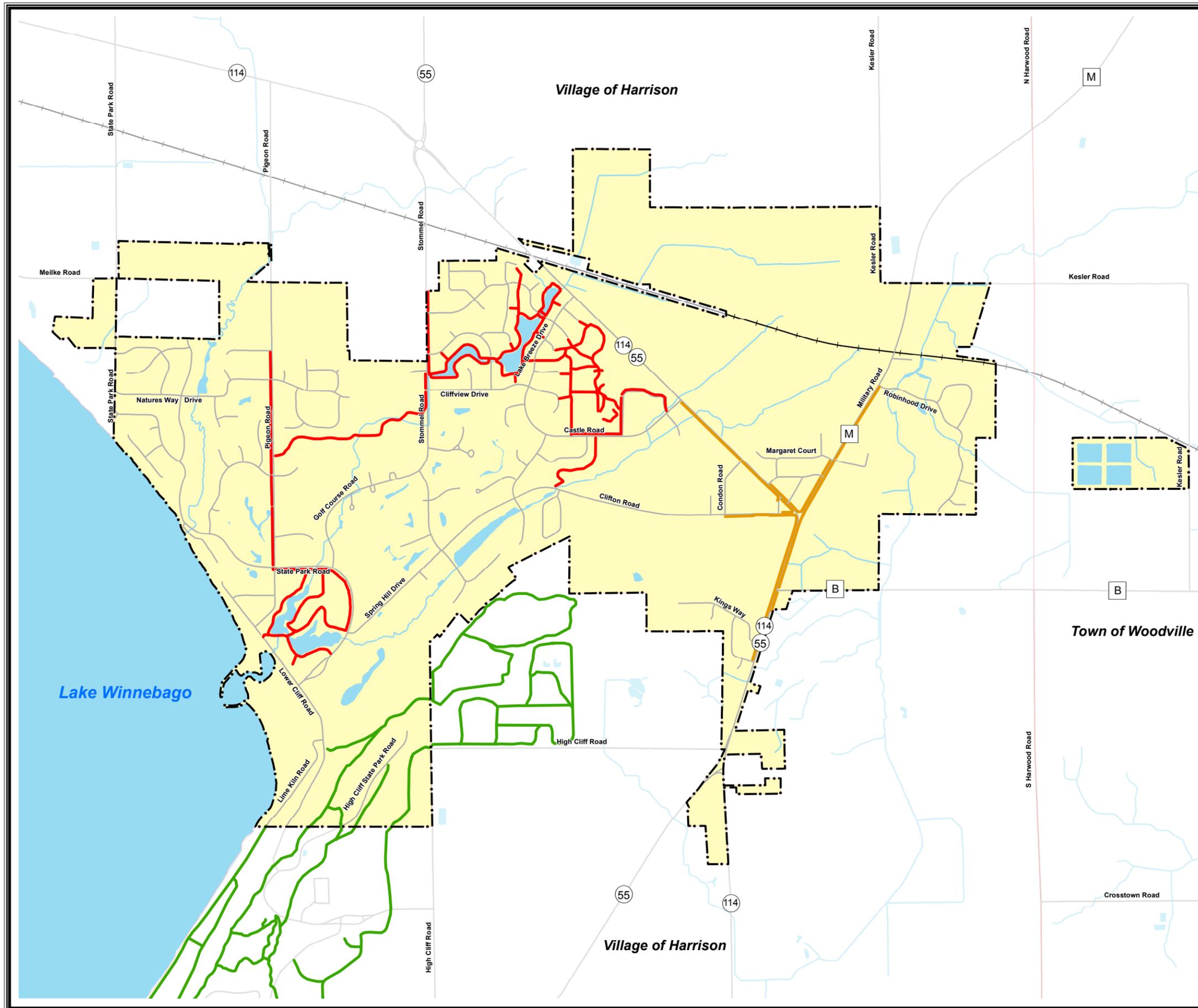


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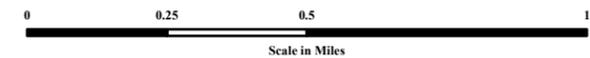
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Map 3-5 Village of Sherwood Comprehensive Plan Update Bicycle & Pedestrian Facilities

- Paved Off Road Shared Use Path
- Unpaved Off Road Shared Use Path
- Sidewalk



Source:
Base Data provided by Calumet County 2016.
Bicycle & Pedestrian Facilities provided by
Calumet County, Village of Sherwood, and ECWRPC



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CHAPTER 4

UTILITIES AND COMMUNITY FACILITIES

4. Utilities and Community Facilities

4.1 Introduction

Addressing community service needs is becoming ever more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is prudent to estimate the future utility and community facility needs of the community.

Not only do service provisions need to meet resident demands, the type and cost of community facilities and services affect property values and taxes as well as contribute to many aspects of the quality of life within a community. Quality of life is further attributed to local features such as parks, schools, utilities, and protective services. These services require substantial investment supported by local tax bases or user fees. The level of service is generally influenced by the user's ability or interest in paying for the service. This often results in a trade-off between lifestyle and services. For instance, take a person who chooses to live in the town on a 35-acre parcel. This development will most likely utilize a private sewage disposal system and a private well. The resident might choose the rural lifestyle over the convenience of a public water and sewer system. Conversely, the urban resident might live with more traffic and less open space in order to be closer to work, schools, libraries, and hospitals. In rural areas the level of service provided is generally low but as rural areas develop the demand for services increases.

This element includes an inventory of existing facilities and services and provides insight into their condition and level of service. It is important to note that information regarding utilities, facilities, and services identified within this element may not be all-inclusive.

The following sections discuss the utilities and community facilities of the Village of Sherwood in more detail.

4.2 Administrative Facilities, Services, and Buildings

Public buildings and facilities operated by the village include the village hall, community center, wastewater treatment plant, four lift stations, and two municipal wells. Village elected officials include a president and six trustees. The village has a permanent full staff of seven employees. Assessment services are contracted from a private provider. Wastewater and water utility operations are contracted from a private provider. The Village of Sherwood provides services through three departments: Administration, Public Works, and Water and Sewer Utilities.

The Administration and Public Works departments are overseen by the Village Board. The Village Board also has responsibility for oversight of water and sewer utility affairs.

4.3 Police Services

Calumet County Sheriff's Department

The Calumet County Sheriff's Department provides police services to all towns in Calumet County as

well as the Villages of Stockbridge, Sherwood, Potter, and Hilbert. The Patrol Deputies of the Calumet County Sheriff's Department are primarily responsible for patrol of Calumet County and responding to calls for service. Since the department is a relatively small county Sheriff's Department, the deputies are required to specialize in many fields of law enforcement so that quality professional services are provided to the citizens of Calumet County.

As stated above, the village contracts with the Sheriff's Department for police services. This includes a regular patrol and includes provisions for additional hours as needed.

Several of the specializations deputies may pursue as employees of the patrol division are: K9 officer, school liaison officer, field training officer, emergency response team, evidence technician, crash investigation, water safety patrol, and snowmobile patrol.

The Sheriff's Department currently uses an extensive field-training program. The program lasts approximately 3-4 months and each new Patrol Deputy must go through the program. There are currently three Field Training Officer's (FTO's). One supervisor coordinates the program.

4.4 Fire Protection Services

Harrison #1 Fire Department

The Harrison #1 Fire Department serves the southern portion of the Village of Harrison, the Village of Sherwood, and the southern half of the Town of Woodville. The fire department facility is located at W469 Clifton Road in the Village of Sherwood. The facility and equipment is owned by the Village of Harrison. If needed, the department will also respond to any major fire located in the Darboy area within the town boundaries of the Town of Buchanan. The department also assists the county with snowmobile rescue. The Sherwood station is equipped with a pump truck, tanker, brush apparatus, rescue apparatus, and a tracked ATV. Additional equipment is available from a fire station within the Village of Harrison which includes a pump truck, tender, brush truck, and a dive bus for water rescues (includes a trailer with snowmobiles). As of 2011, the village has a current Insurance Service Office (ISO) rating of 5 within 1,000 feet of a fire hydrant for the entire fire service area. If a building exceeds 1,000 feet from a hydrant, the classification is a 5Y.

4.5 Emergency Medical Services

Appleton Gold Cross

Gold Cross provides paramedic level treatment to the area with 10 stations and a fleet of 17 ambulances. Additionally, they provide management expertise to Brillion Ambulance Service in Brillion and Calumet Medical Center Ambulance in Chilton.

Harrison First Responders

Harrison First Responders is a volunteer group, which serves the Village of Harrison and the Village of Sherwood. The First Responders were founded in 1995. The department provides emergency medical treatment and care to persons injured in traffic accidents, home or farm accidents, and people with medical problems such as heart attacks.

4.6 Schools

Hilbert School District

Schools within the district include Hilbert Elementary School, Hilbert Middle School, and Hilbert High School. The district serves the Village of Hilbert, Village of Potter, and portions of the Village of Sherwood and Towns of Rantoul, Woodville, Harrison, Chilton, and the southwest corner of the Town of Brillion.

Kaukauna Area School District

Schools within the district include Tanner Elementary, Haen Elementary, Kaukauna High School, Quinney Elementary, and River View Middle School. The district serves the Village of Sherwood and portions of the Towns of Woodville and Harrison.

Private Schools

Private schools include St. Mary's Catholic School and St. Peter's Lutheran School in the Village of Hilbert, and Trinity Lutheran School in the Town of Rantoul. Trinity Lutheran is located at N6081 West River Road, as well as St. John in the Town of Woodville, and Sacred Heart School in the Village of Sherwood.

Charter and Home-Based Schools

A review of the Wisconsin Department of Public Instruction 2017-18 List of All Charter Schools does not list any charter school entries for Calumet County.

The Wisconsin Department of Public Instruction provides oversight for Home-Based Private Education. Their 2016-17 Home-based Grades 1-8 By County table indicates 68 children enrolled in Home-Based education in Calumet County.

4.7 Quasi Public Facilities

Churches and Cemeteries

1. Christ the King Lutheran Church
2. Sacred Heart Catholic Church
3. St. John-Sacred Heart Parish
4. High Cliff Cemetery
5. Sacred Heart Cemetery
6. St. John Cemetery
7. Forest Run Pet Cemetery

Libraries

Calumet County Library System serves the Village of Sherwood with branch libraries located in Chilton, New Holstein, and Brillion.

Post Offices

The Sherwood Post Office is located at N397 Military Road in the village.

4.8 Parks, Recreation, and Open Space

Locally Owned Facilities

Legion Park

Legion Park is located adjacent to the Community Center and Village Garage. The site is 11.4 acres in size and includes play equipment, baseball diamond, sand volleyball court, shelter with restrooms, and picnic facilities.

Schneider Park

Small site located at the intersection of Spring Hill Drive and Sundown Court, close to the golf course. This is a green space area for open play.

Gosz Park

Small site located west of Pigeon Road. This site is open green space and does not have any additional recreation equipment.

Wanick Choute Park

This is 35 acre site located on Castle Drive is named for a local Native American tribal chief commonly known as Redbird. The park features mowed multipurpose field, pavilion with restrooms, 2 playgrounds, 4 soccer fields, 1 basketball court, 2 tennis courts, 1 baseball field, horseshoe pits, 2 parking lots and a splashpad. A sledding hill is also available for the winter months.

Village Recreation Center

The village gymnasium is available for village residents to use for walking, running, basketball, and group classes during normal business hours – 8:15 AM to 4:15 PM Monday through Friday.

State Owned Facilities

High Cliff State Park

High Cliff State Park in Sherwood became part of Wisconsin's State Park system in 1957, and ranks third among the State parks for attendance. Natural features include towering cliffs that reach 223 feet above Lake Winnebago. A 40-foot observation tower gives visitors a panoramic view of the lake and distant communities up to 30 miles away. Open year-round, the park offers a variety of activities for summer fun and winter entertainment, such as the annual Winter Festival. The park has a total of 1,250 acres. The park is located at N7630 State Park Road, Sherwood.

Park activities include fishing, boating, swimming, camping, hiking, horseback trails, rock climbing, cross country skiing, snowmobiling, and snowshoeing. A marina provides slips for 95 boats with four launching ramps. Historical features found at the park include an abandoned quarry, old lime kilns, Indian effigy mounds, Chief Red Bird monument, and a restored general store.

Private Park and Recreation Facilities

1. Sherwood Forest Golf Club
2. High Cliff Golf Course
3. Chubby Seagull Miniature Golf Course
4. High Cliff Marina

4.9 Solid Waste Management and Recycling

The village contracts with a private provider (Advanced Disposal) for garbage and recycling services. Solid waste is transferred to a private landfill in the Town of Chilton. The Village of Sherwood is a member of the East Shore Recycling Commission. As of November 2015, single stream recycling has been initiated.

4.10 Communication and Power Facilities

The following are communication and power providers to the village:

Table 4-1: Communication and Power Providers

Utility Type	Provider(s)
Electric	WE Energies
Telephone	-TDS Telecom -Spectrum Communications
Natural Gas	WE Energies
Cable	-Spectrum -Direct TV -TDS
Communication Towers	Locations -High Cliff Road -Kessler Road -Stommel Road

4.11 Sanitary Sewer Service

Village of Sherwood Sewer Utility

The entire Village of Sherwood is serviced by sanitary sewer except for several isolated homes that currently use on-site systems. The village’s wastewater treatment facility was originally constructed in 1974 and received a major reconstruction in 1998. The treatment plant uses an oxidation ditch and the activated sludge process to treat sewerage. A reed bed system is used to provide bio-solids management while the existing lagoons are used for flow equalization. Treated effluent is eventually discharged into a tributary of the North Branch Manitowoc River and Kankapot Creek.

The plant was designed for a maximum monthly design flow average of 728,000 gallons per day. The existing wastewater collection system for the village is comprised mainly of eight inch gravity sewers with some segments of 10 and 12-inch gravity lines. Four lift stations transport waste to the treatment plant.

The Sherwood Sewer Service Area Planning Area and Sewer Service Area include the Village of Sherwood as well as portions of the adjacent Village of Harrison. There are currently 2-3 customers within the Village of Harrison. A sewer service area plan was completed by the East Central Wisconsin Regional Planning Commission in 2002 that was certified by the WDNR.

4.12 Private Onsite Wastewater Treatment Systems (POWTS)

There are limited POWTS within the village.

4.13 Public Water Supply

Village of Sherwood Water Utility

As of July 1, 2010, the Village of Sherwood receives its water supply from the City of Appleton using two elevated towers and three pressure reducing valves to serve approximately 996 customers.

Billing is on a quarterly cycle. The residential service rate for water is \$54.03 and \$5.91 per thousand gallons (usage) per quarter. The residential service rate for sewer is \$61.19 and \$2.54 per thousand gallons (usage) per quarter. Public Fire Protection is \$12.31 per quarter for a residential customer.

4.14 Stormwater Management

The village has an adopted stormwater management plan. At this time the village is also evaluating the development of a stormwater utility.

4.15 Health and Day Care Facilities

There are no medical clinics or hospitals in the village. The village does have a dentist, chiropractic office, massage therapist, as well as a veterinary clinic. At the time of this planning effort a commercial day care facility has located in the village.

4.16 Expansion or Rehabilitation of Existing Utilities and Facilities, Approximate Timetable

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction, or rehabilitation of existing utilities and facilities.

The Village of Sherwood has determined that the following utilities and facilities will need expansion, construction, or rehabilitation over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years).

Public Buildings and Administrative Facilities and Services

Short Term

1. Encourage United States Postal Service to develop a new post office in the village.
2. Examine consolidation of Village Hall and Village Offices.

Long Term

1. Continue to plan for additional school facilities as needed.

Police Services

Short Term

1. Continue to use Calumet County Sheriff's Department.

Long Term

1. Examine a shared force with other municipal partners.

Fire Protection and EMT/Rescue Services

Short Term

1. Annually review fire protection and EMT/rescue service contracts.

Long Term

1. Become part of decision making at Harrison Fire Rescue.

Libraries, Cemeteries, and Other Quasi Public Facilities

Short Term

1. Continue to sell lots in existing cemetery.

Long Term

1. Continue to maintain and enhance High Cliff Cemetery.

Parks and Recreation

Short Term

1. Update the village's comprehensive outdoor recreation plan (CORP).
2. Continue recreation programs.

Long Term

1. Continue with impact fee.
2. Develop needed park land and implement trail plan.

Solid Waste and Recycling

Short Term

1. Continue education efforts regarding proper solid waste, recyclables, yard waste and medical waste handling.

Long Term

1. Grow recycling efforts in Sherwood.

Sanitary Sewer Service

Short Term

1. Implement capital plans.
2. Expand garage at Wastewater Treatment Facility.
3. Build Sludge Loadout Station.
4. Manhole and sewer repairs or replacement as needed.

Long Term

1. Implement capital plans.
2. Construct 12" force main at wastewater treatment facility.
3. Lift station upgrades as needed.

Public Water

Short Term

1. Provide redundant loop at Kings Way from system to tower.
2. Replace existing PRV in Harrison Street.
3. Undertake study to assess condition and needs of existing supply.
4. Replace pumps that are more than 12 years old.

Long Term

1. Replace meter to State Park.

Stormwater Management

Short Term

1. Enact ordinances to implement plan.

Long Term

1. Maintain policies to enhance stormwater quality in the village.

Health Care and Child Care Facilities

Short Term

1. None

Long Term

2. Develop retail healthcare facilities.

Local Roads and Bridges

Short Term

1. Continue to develop and implement the village's Capital Improvement Plan (CIP) to identify and implement local roads and bridges projects.

Long Term

1. STH 114/55, CTH M.

Additional Facilities, Programs, or Operations

Short Term

1. Implement strategy for downtown development and revitalization.
2. Continue to purchase key properties downtown for redevelopment.

Long Term

1. Encourage redevelopment and investment in brown fields.
2. Establish TIFs, BIDs, etc. to accomplish this goal.

4.17 Future Needs for Government Services

While the previous section detailed infrastructure needs the community will deal with during the planning period, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services.

At this moment the current level of service that the village provides seems to be keeping pace with the needs of the residents. This will need to be evaluated over time to ensure that this continues to be true. In Sherwood, it is likely that development of land will create the additional need for park and recreation space in the new neighborhoods. The need for additional services should always be evaluated in relation to available funds and an effort should be made to fiscally plan for expanded services as necessary.

4.18 Utilities and Community Facilities Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding utilities and community facilities.

Goal UCF1: Provide high quality and cost effective community facilities and services that meet existing and projected future needs.

Objectives

1. Support high level, cost effective service for solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.
2. Consider the impacts of development proposals on community facilities and services, and balance the need for community growth with the cost of providing services.
3. Pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.
4. Monitor the need for new, expanded, or continuation of rehabilitated services and local government facilities.
5. Increase coordination of utility and community facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development, and growth management policies.

6. Encourage redevelopment opportunities to maximize efficiency of existing infrastructure.

Goal UCF2: Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.

Objectives

1. Plan sewer extensions and treatment facility improvements so that they can be installed incrementally as needed in a cost-effective manner.
2. Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.
3. Consider the use of sewer assessment policies and impact/development fees that will encourage compact development and discourage scattered development.
4. Promote sanitary sewerage systems which will effectively and economically serve urban development (*Sherwood Sewer Service Area Plan, 2002*).
5. Construction of sanitary sewers through environmentally sensitive areas should be avoided whenever possible (*Sherwood Sewer Service Area Plan, 2002*).

Goal UCF3: Promote stormwater management practices in order to reduce property and public property damage and to protect water quality.

Objectives

1. Maintain a community stormwater management system which addresses stormwater quality.
2. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
3. Require the use of stormwater management practices to abate non-point source pollution and address water quality.
4. Implement stormwater management practices at outfalls locations that discharge stormwater into wetlands, aquifers, or other environmentally sensitive areas.

Goal UCF4: Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.

Objectives

1. Continue to monitor groundwater quality and potential contamination issues.
2. Ensure that water treatment facilities are properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the community.

3. Implement existing wellhead protection plans for existing and proposed well sites in accordance with the comprehensive plan.
4. Provide information and comments on impacts to groundwater when reviewing proposed development in the community and in areas of extraterritorial jurisdiction.

Goal UCF5: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

Objectives

1. Encourage community and citizen involvement in decisions involving the type, location, and extent of disposal facilities and services.
2. Require major developments to adequately address solid waste disposal and recycling needs during the planning and design stages. Consider requiring developments to screen garbage/recycling dumpster locations.
3. Continue collection opportunities for the proper recycling and disposal of unique (i.e., tires, white goods, etc.) and/or hazardous wastes.

Goal UCF6: Provide quality, accessible recreation and open space facilities to all residents of the Village of Sherwood (Village of Sherwood Land Use Plan 2000).

Objectives

1. Recognize the need to accommodate all age groups and abilities in both active and passive recreational pursuits on a year round basis.
2. Pursue state, federal, and private funding programs which can aid in the acquisition and development of parks, trails, and scenic and environmentally sensitive areas taking into account, related maintenance and operational costs.
3. Seek stable funding sources to provide maintenance and operation of community parks and recreational buildings and sites.
4. Identify areas where recreational opportunities could be improved.
5. Maintain or exceed park service to population ratios recommended by the National Park and Recreation Association (10 acres of parkland per 1,000 residents).

Goal UCF7: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

Objectives

1. Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
2. Seek to balance desired service levels with potential negative community impacts when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.

Goal UCF8: Encourage improved access to health care facilities and childcare.

Objectives

1. Support requests for the development of properly located and operated child care and adult daycare facilities.
2. Support school districts or local community organizations in their sponsorship of child care programs and early development programs.
3. Support the development of local health care facilities.
4. Support improved transportation options to and from regional health care facilities.
5. Plan for senior living and health needs.
6. Consider non-motorized access to health care facilities in the development process.

Goal UCF9: Provide a level of police, fire, and emergency services that meets present and future needs.

Objectives

1. Encourage the maintenance of the current ISO rating of the fire department in the village.
2. Support resident education on ways to reduce the risks of fire and increase access and response time of emergency vehicles to local residences.
3. Promote the maintenance of the level of quality of emergency service equipment and facilities and address needs where appropriate.
4. Encourage beneficial and effective police, fire, and EMS cooperative service agreements.
5. Maintain a good relationship with Calumet County and neighboring communities for utilization of additional emergency services when needed.

Goal UCF10: Promote quality schools and access to educational opportunities.

Objectives

1. Coordinate planning efforts with the local School District to allow them to anticipate future growth and demographic changes.
2. Maintain support for local libraries in their efforts to increase community education.

Goal UCF11: Ensure effective communication with Utilities and Community Facilities providers.

Objectives

1. Maintain ongoing communication with service providers to raise awareness of upcoming development from the village and projects/changes from service providers.

4.19 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. The community should continue to work with police, fire and rescue service providers to anticipate and plan for capital improvements and service requirements.
2. Development which cannot prove cost effective in covering required services, utilities, and community facilities should not be pursued.
3. The village requires annexations prior to development in order to ensure that such development is consistent with the comprehensive plan and is able to be adequately served by utility systems.
4. Planned utilities, service facilities and roads shall be designed to limit the impact to environmental corridors, natural features and working farmland.
5. The creation of an Adequate Public Facilities Ordinance will be considered within the community. In order to ensure that property is developed only with appropriate urban or rural services, no development shall be approved unless the approving authority first determines that adequate facilities and services will be available to the development before it is occupied.
6. The Capital Improvement Plan will be updated on an annual basis.
7. Whenever possible, use public/private agreements to pay for utility extensions into new subdivisions.

8. A proportional share of the cost of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary. In determining the proportional share, the public benefit of the project/improvement shall be considered. Impact fees should be utilized as a source of funding for capital projects directly attributable to new development. Impact fee programs shall be considered for uses including but not limited to transportation facilities, schools, parks, and fire protection.
9. Maintain the reliability of the community's utility infrastructure as a priority for utility capital expenditures.
10. Coordinate community utility capital expenditure planning with capital investment planning by other departments.
11. Work with neighborhood and community representatives in siting utility facilities.
12. The community shall encourage the shared development of all public capital facilities including community facilities such as parks, libraries, schools and community meeting facilities.
13. The community shall require the placement of new utility systems within the existing right-of-way whenever possible.
14. The community shall maintain at least a 5-year plan to finance needed capital facilities. The plan shall clearly identify sources of public money for capital facilities, and shall be updated annually.

Administrative Facilities/Public Buildings

1. The village will continually review staffing and professional service needs relative to planning, ordinance development/enforcement and other governmental services.
2. The village shall assess its capacity and needs with regard to administrative facilities and services and public buildings every five years.
3. All village buildings shall meet Americans with Disabilities Act (ADA) requirements and have adequate capacity to facilitate community meetings or gatherings.

Police Services

1. Data and information regarding police response time and satisfaction with service shall be maintained in order to determine department needs and measure efficiency.
2. An assessment of department staffing, equipment, and training levels shall be conducted annually.
3. Programs or activities which increase community access or relations with the police department shall be pursued.
4. Police service shall be evaluated on an annual basis to ensure that community needs are being met. If found inadequate, agreements for joint police services shall be pursued if appropriate.

Fire Protection Services

1. Opportunities for joint fire department or rescue services with neighboring communities shall be continued.
2. An evaluation of fire protection staff, services, and equipment shall be completed on an annual basis.
3. Collaborate with the Village of Harrison to determine the equipment needs of the fire department and incorporate it into the capital improvement plan.
4. Support the consolidation of fire protection services.
5. Programs or activities which increase community access or relations with the fire department (i.e., fire prevention programs) shall be pursued.

Schools

1. Work with local school districts in order to anticipate future service and facility needs.
2. Land uses compatible to school facilities that produce little noise and minimal traffic shall be pursued and planned for near any future school facilities.

Parks, Recreation and Open Space

1. Concentrated residential developments shall be within a service area of a neighborhood community or regional park facility.
2. Ensure that neighborhood parks are incorporated into the design of future subdivisions.
3. Recreational resources should be expanded to meet demands where possible. When expansion due to natural physical limitations is not possible, recommendations should focus on maximizing use of the resource, improving management and decreasing conflicts.
4. Develop and pursue funding sources for park and recreation facilities.
5. All park facilities shall be in compliance with the Americans with Disabilities Act.
6. Acquire abandoned railroad corridors when available for trails.
7. Acquire lands to expand the existing park system to meet the demands of a changing and increasing population.
8. Funding for park land acquisition and improvement will be set aside annually.
9. Determine which lands within the community would enhance the park and open space system based on overall recommendations of the comprehensive plan. Attempt to acquire these lands.
10. Maintain open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites.
11. Ensure a sufficient quantity of suitable land is set aside for parks and recreational

purposes during the site planning process for new residential development projects.

Solid Waste Management and Recycling

1. The community should periodically monitor the effectiveness of the waste management and recycling services provided by private contractors.
2. Solid waste disposal sites and landfills should be located and designed to protect surface and groundwater. They should be located outside of municipal well protection zones and in areas of low to moderate groundwater contamination risk.
3. Solid waste disposal, transfer station and recycling sites shall be located in areas which limit the potential for adjacent impacts.

Communication and Power Facilities

1. Utilize state requirements for siting communications equipment.
2. Telecommunication facilities and towers should ideally utilize existing facilities to the maximum extent possible and where it meets state requirements.
3. Telecommunication towers should ideally be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties and where it meets state requirements.

Sanitary Sewer Service

1. Work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas.
2. Concentrated residential development shall consider the feasibility and water quality impacts of a wastewater collection and treatment system.
3. Wisconsin Department of Natural Resources CMAR reporting of sanitary facilities shall be used to evaluate the adequacy of facilities and aid in determining facility needs.
4. New on-site sewage treatment facilities are discouraged within the developed area of the village.
5. Existing on-site sewage treatment systems should be converted to sewer service when it becomes available.
6. Regular inspections of existing on-site sewage treatment systems should be conducted by the county within the developed area of the village.
7. Extension of public sewer service should not be permitted outside the designated growth areas of the village.

Private On-site Wastewater Treatment Systems (POWTS)

1. Whenever possible, utilize the most current technological disposal systems as a replacement for failing conventional privately owned treatment systems.

Public Water Supply

1. Existing private wells should be properly abandoned in accordance with state regulations and converted to public water service when it becomes available. Programs to ease the transition to public water service should be developed.
2. Extension of public water service should not be permitted outside the limits of the village.

Stormwater Management

1. Address stormwater management as a requirement of all development proposals.
2. Proposed developments shall not increase flooding potential to adjacent lands.
3. All community development shall attain pre-development levels of stormwater run-off during and after development through best management practices.
4. New development shall use best management practices for construction site erosion control.
5. Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil.
6. Stormwater runoff as the result of development shall not be discharged into wetlands and closed depressions, except for those associated with approved stormwater management structures.
7. The village and the county shall cooperatively prepare a drainage system plan for the area and identify major drainage facilities.
8. The village shall require installation of stormwater and surface water facilities in order to minimize construction-related disruptions to the public and to minimize the costs of system deliveries.
9. The village shall require surface water conveyance systems in all new development, including transportation facilities.
10. The village shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are properly maintained.
11. The village will require new development projects to include community approved stormwater management facilities.

Health Care Facilities

1. Health care and commercial daycare facilities shall be directed toward the commercial areas as much as possible.

Day Care Facilities

1. Licensed in-home day care facilities shall be allowed within the community in order to accommodate child care needs within the community.

4.20 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed, smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets, sidewalks, and community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information on this program contact the Wisconsin Department of Commerce, Division of Community Development.

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

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Brownfields Initiative

The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Blight Elimination and Brownfield Redevelopment Program (CDBG-BEER)

The Blight Elimination and Brownfield Redevelopment Program is designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site in a blighted area, or one that qualifies as blighted. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Tax Incremental Financing (TIF)

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce should be contacted for further information.

Aids for the Acquisition and Development of Local Parks

Funds are available to assist local communities acquire and develop public outdoor recreation areas as

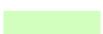
per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages, and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered by the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

Clean Water Fund Program

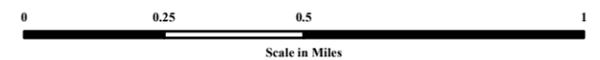
Funds are available to protect water quality by correcting existing wastewater treatment and urban storm water problems and preventing future problems as per s. 281.58 and 281.59, Wis. Stats. Cities, towns, villages, counties, town sanitary districts, public inland lake protection and rehabilitation districts, metropolitan sewerage districts, and federally-recognized tribal governments are eligible to apply. Eligible projects include construction of treatment works, sewer systems, interceptors, and urban stormwater runoff treatment systems. Projects that are necessary to prevent violation of discharge permits, meet new or changed discharge limits, or correct water quality or human health problems in unsewered areas may receive priority for funding. Low interest loans are available for planning, design, and construction of wastewater treatment projects and urban storm water runoff projects approved by the Department. The program is offered by the WDNR, Bureau of Community Financial Assistance.

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Map 4-1 Village of Sherwood Comprehensive Plan Update Community Facilities

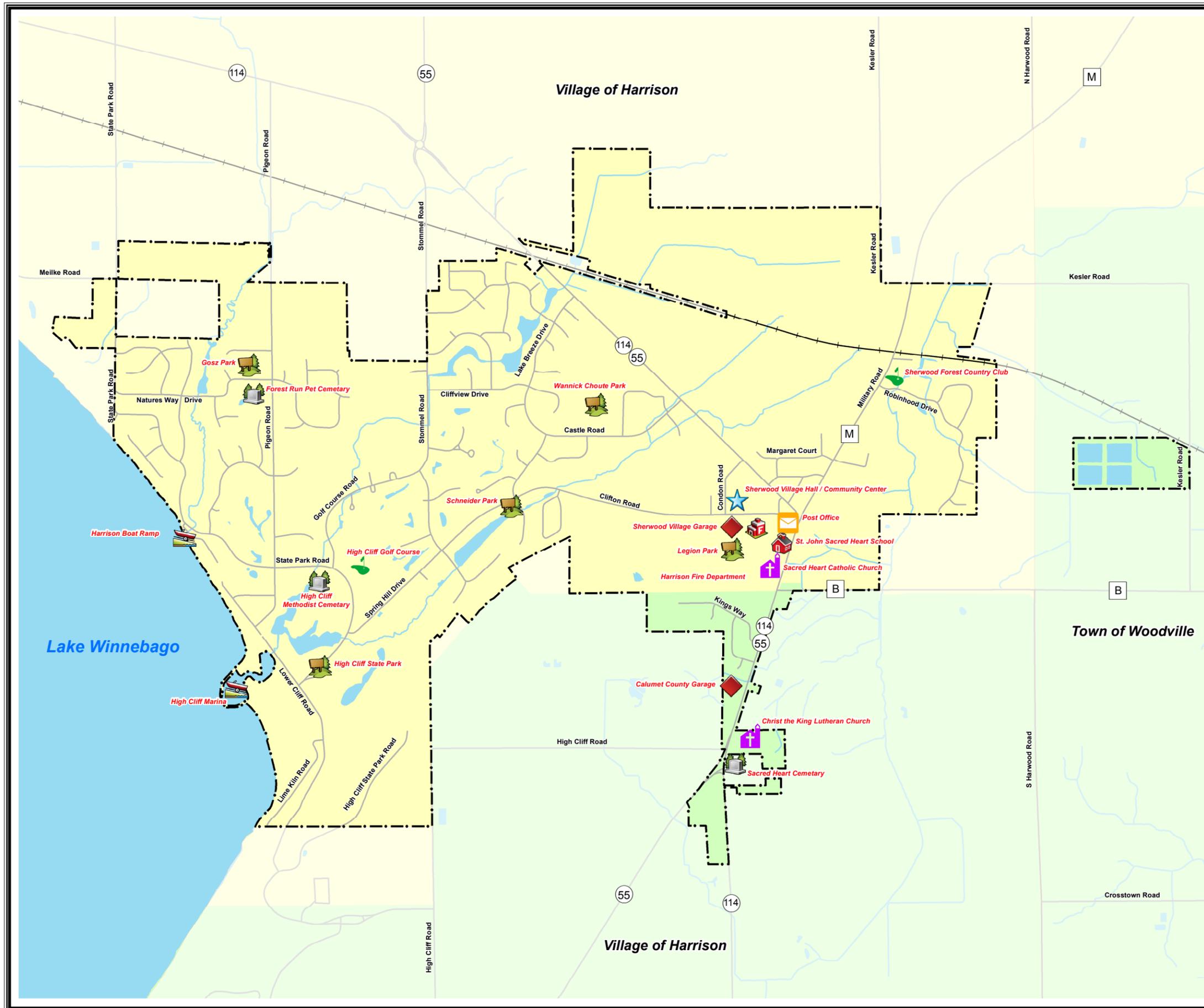
-  Municipal Garage
-  Church
-  Cemetary
-  Park
-  Fire Department
-  Golf Course
-  Marina/Boat Ramp
-  Post Office
-  Sherwood Village Hall / Community Center
-  School
-  Hilbert School District
-  Kaukauna School District

Source:
Base Data provided by Calumet County 2016.
Community Facilities Data provided by Calumet County & ECWRPC 2016.



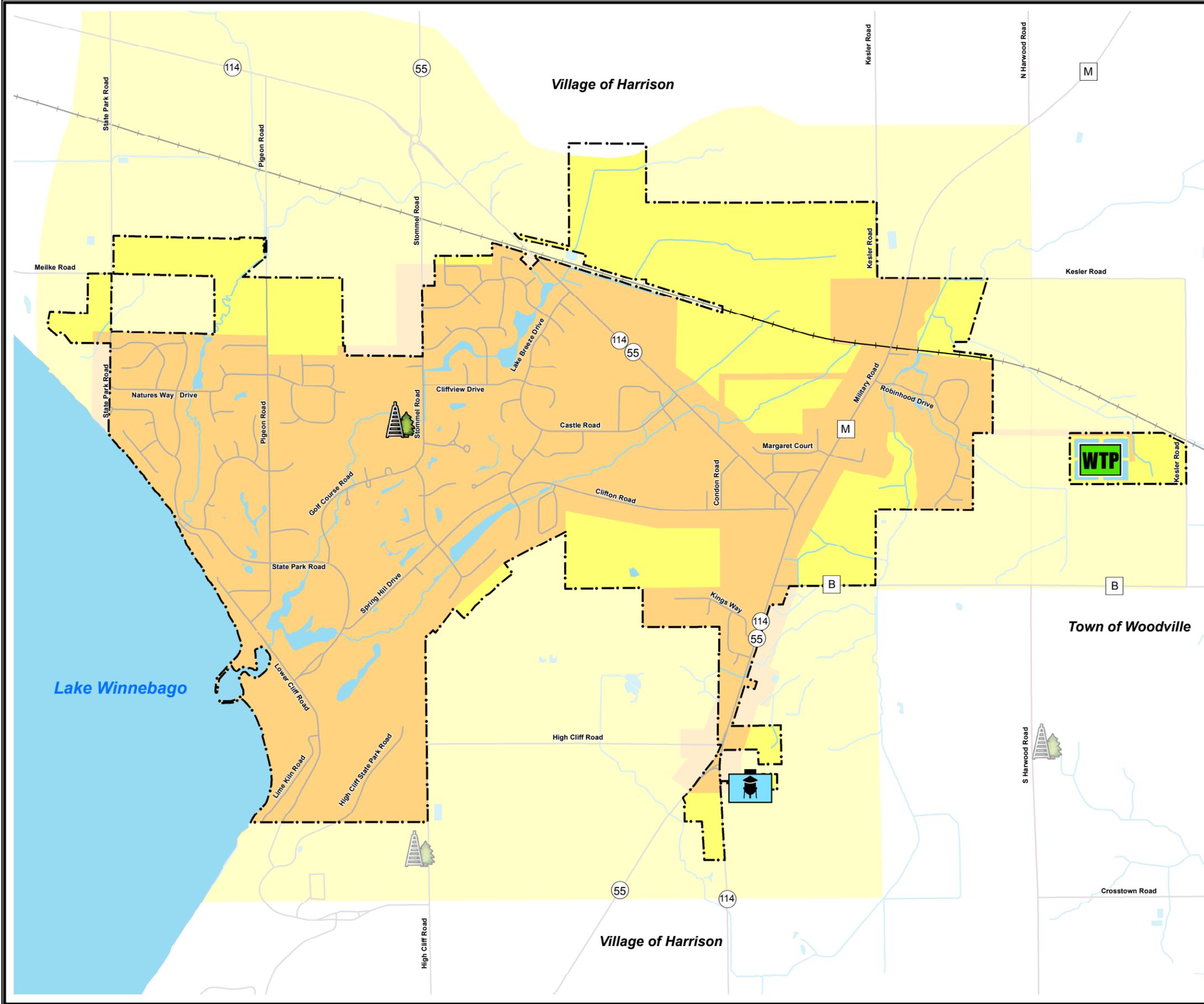
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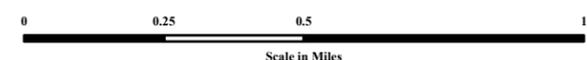


Map 4-2 Village of Sherwood Comprehensive Plan Update Utility Infrastructure

-  Water Tank
-  Water Treatment Plant
-  FCC Registered Towers
-  Sewer Service Area
-  Sewer Service Planning Area



Source:
 Base Data provided by Calumet County 2016.
 Water Treatment Plant Data provided by ECWRPC 2016.
 FCC Registered Towers Data provided by FCC 2016.
 Sewer Service Area Data provided by ECWRPC 2016.
 Sewer Service Planning Area Data provided by ECWRPC 2016.



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CHAPTER 5

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

5. Agricultural, Natural, and Cultural Resources

5.1 Introduction

The natural resources of a community offer a clean and abundant supply of groundwater and surface water, assure safe air to breathe, and provide a natural landscape of terrestrial and aquatic habitats such as forest, prairies, and wetlands. Natural resources include the parks, trails, scenic areas, and other outdoor places people rely on for recreation. Natural resources are essential to a vibrant economy—measured in tourism revenues, enhanced property values, sustainable agriculture and wood products, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc.

There are many state and some federal regulations designated to protect Wisconsin’s natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their communities and to protect the natural resources they value most.

Development must be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. These features promote civic pride and often create a sense of place.

5.2 Forests, Farmland, and Agriculture

The topography in the Sherwood area is unique to the area in that it is perched along the Niagara Escarpment and has elevation changes of more than 200 feet within the village borders. This change in elevation affords dramatic panoramic views of Lake Winnebago and the surrounding countryside. Most of the land surrounding the village is in agricultural production. The village has 14.72 acres of farmsteads and 509.95 acres of non-irrigated farmland, which together is 23.3% of the total land use.

In terms of land use and real estate, woodland areas are highly valued property features as reflected by the price of woodland acreage and the location of new housing. In addition, the implementation of use value assessment for agricultural lands has impacted the woodland parcels by transferring valuation through deferred impact on agricultural lands. Housing within wooded areas has the potential to cause fragmentation of habitat for many wildlife species. Development can disrupt the travel routes for wildlife through corridors and increase nuisance issues between people and animals.

The village has 161.18 acres of woodlands, representing 7.2% of the village’s total land mass. The majority of the woodlands are located in two areas. The largest area of woodlands is on either side of Clifton Road and south of Castle Drive, just east of a residential area. The other location of sizeable woodlands is north of Golf Course Road and east of Pigeon Road. These woodlands are privately owned. Other woodland areas are scattered throughout the village. Sherwood has been designated a “Tree City USA” by the National Arbor Day Foundation.

5.3 Metallic and Non-Metallic Mineral Resources

Wisconsin Administrative Code NR 135 required that all counties adopt and enforce a Non-Metallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future non-metallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, productive end land use, and potential to enhance habitat and increase land values and tax revenues.

According to the Calumet County Planning Department there are 18 active non-metallic mining sites and five abandoned sites located in Calumet County (see Utilities and Community Facilities element). Of the 18 active mining sites, 14 are limestone sites, 3 are sand and gravel sites, and one is a sand-only site.

Calumet County Planning Department administers the Wisconsin Statutes, Chapter NR 135, non-metallic mining reclamation program for the county. The Calumet County Non-Metallic Mining Reclamation Ordinance was adopted in 2001. All site operators are required to apply for a permit and must prepare and submit a reclamation plan.

The J&E Quarry, which mines and crushes limestone rock for construction, is located partially within the Village of Sherwood and partially within the Village of Harrison. The access road to the quarry is located in the village while the active face of the quarry is located in the Village of Harrison.

5.4 Watersheds and Drainage

Wisconsin has redesigned its natural resource management approach around the concepts of eco-regions, areas of similar character and structure typically related to drainage basins or watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results.

Basins and watersheds are interconnected areas of land draining from surrounding ridge tops to a common point, such as a lake or stream confluence. All lands and waterways can be found within one watershed or another.

The vast majority of Sherwood is located in the Winnebago East (UF02) which is a part of the Upper Fox River Basin. There is a small portion of the village that is located in the Plum and Kankapot Creeks Watershed (LF03) which is a part of the Lower Fox River Basin. Ultimately, all of the lands within Sherwood drain to the Bay of Green Bay and Lake Michigan.

5.5 Wetlands

The hydrology of soils, or the amount of water saturation present, largely determines the soil characteristics and the corresponding types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promotes the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or

bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands provide storage of flood waters, preventing damage to developed areas. Wetlands can make lakes, rivers, and streams cleaner and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

The Wisconsin Department of Natural Resources (WDNR) has inventory maps for wetlands two acres and larger. In general, the wetlands information is helpful during development review, during resource planning, when evaluating design, or when performing impact assessment. The wetland information may need to be field verified for specific location and parcel information as the digitization process used to create the maps inadvertently creates errors in exact field boundaries. The maps should be consulted whenever the community reviews development proposals in order to preserve wetland functions and to ensure regulatory compliance.

The Village of Sherwood has 78.39 acres of designated wetlands, or .27% of the total in the county and 3.5% of the land use in the village. The wetlands are primarily scattered throughout residential areas and are preserved as natural features for the individual neighborhoods.

5.6 Floodplains

For planning and regulatory purposes, a floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one-percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires counties, cities, and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of floodplains and the monetary damage risks related to the insurance of urban development in floodplain areas.

Based on its location, topography and lack of rivers and streams, the village does not have mapped floodplains.

5.7 Surface Water Features

Lakes and Ponds

Sherwood's western border is Lake Winnebago. The lake is the largest inland body of water in the State of Wisconsin. Lake Winnebago is 137,708 acres with a maximum depth of 21 feet and an average depth of 15.5 feet. It is approximately 30 miles long and 10 miles wide. Lake Winnebago provides tremendous wildlife and fish habitat. The system is one of the nation's top walleye fisheries and is home to the largest viable population of sturgeon in the world. A total of 81 species of fish have been identified in

the lake. In addition to the habitats provided, the lake also offers tourism and recreation opportunities, scenic beauty, and for many, a sense of peace and quiet and connection to the natural world. Currently, an effort is being made to update the *Lake Winnebago Comprehensive Management Plan* and is scheduled for completion in 2018.

There are numerous other unnamed ponds in the village which are scattered throughout the residential areas of the community.

Rivers and Streams

There are no named rivers or streams within the Village of Sherwood. There are, however, several unnamed tributaries to Lake Winnebago in the village.

5.8 Groundwater

Groundwater is a limited resource, and both its quality and quantity are important characteristics. These characteristics are primarily influenced by local geology and local land use. Precipitation percolates through the soil and bedrock where it eventually reaches a saturated zone known as an aquifer. It is from these aquifers that wells draw their water.

According to the Calumet County Land and Water Conservation Department, most of the groundwater in Calumet County is stored in fractured bedrock within the Niagaran or Galena-Platteville dolomite formations, or the much deeper sandstone aquifer. Municipal and private wells tap these fractures to access the water. Within the village, all residents are provided drinking water from the City of Appleton (sourced from Lake Winnebago) and therefore groundwater quality is not of significant concern; however, private wells do exist outside of the village and residents should still take steps to prevent contamination of aquifers. The Village of Sherwood has 72.929 acres of areas with high groundwater, or .2% of the total in the county and 3.2% of the land use in the village.

5.9 Air Quality

In order to evaluate the quality of the air and to protect the public health, a series of National Ambient Air Quality Standards (NAAQS) has been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. According to the Wisconsin Air Quality Report, as prepared by the Wisconsin Department of Natural Resources (WDNR), the air pollutants affecting Wisconsin include sulfur dioxide, suspended particulate matter, carbon monoxide, ozone, oxides of nitrogen, lead, sulfates, and nitrates. Calumet County is considered an attainment area, which is an area that meets the NAAQS defined in the Federal Clean Air Act.

While compliance with NAAQS is not likely to become a concern in Calumet County, there are localized air quality issues that commonly face rural areas. Concerns with airborne particulates, or dust, may also be a concern where residential land use is in close proximity to extraction operations or agricultural operations. Outdoor burning can lead to air quality problems in a particular neighborhood if garbage or other materials that release toxic substances are burned, or if burning occurs in a densely populated area. Issues might arise from open burning, the improper use of burning barrels, or the improper use of outdoor wood burners (furnaces).

5.10 Environmentally Sensitive Areas

Niagara Escarpment

The Niagara Escarpment is the steep face of a 650-mile sickle-shaped cuesta (bedrock ridge) that runs from the northeastern United States south of Rochester, New York, across portions of southeastern Canada, and then southward north and west of Lake Michigan to southeastern Wisconsin. The primary bedrock type is dolomite. The Escarpment is made of rock that was originally deposited as sediment on an ancient sea floor which existed about 430 to 450 million years ago. The present day cliffs were formed over millions of years through the differential erosion of rocks of varying hardness and enhanced by the action of glaciers during the last ice age. In Wisconsin, the Escarpment extends for over 230 miles, from Rock Island, off the northern tip of the Door Peninsula, south to northern Waukesha and Milwaukee Counties. It has been named a “Legacy Place” by the Department of Natural Resources which indicates that it is a place that would be critical in meeting Wisconsin’s conservation and recreation needs over the next 50 years. The Escarpment is discontinuous in Wisconsin and differs in elevation and amount of exposure from one end to the other.

The geology of the Escarpment greatly influences its ecological attributes. One example is the presence of karst, or solution features of the bedrock, that allows organic matter to accumulate on its surface and in crevices. Cold air and water move through the fractured bedrock near the cliff face creating unique microhabitats. Many highly specialized species, such as rare terrestrial snails, are found in these microhabitats.

Niagara Escarpment outcrops in Calumet County are concentrated in the southwestern two-thirds of the county, especially along the east shore of Lake Winnebago, with scattered outcrops in the northeast.

The Niagara Escarpment is a prominent feature in the Village of Sherwood and is visible throughout much of the village. The formation is expressed throughout the village ranging from gentle to steeply sloping areas with no visible rock, to small rock outcrops, to the tall jagged cliffs seen at High Cliff State Park.

5.11 Threatened and Endangered Species

Wisconsin's Natural Heritage Inventory (NHI), established in 1985 by the Wisconsin Legislature, is maintained by the Wisconsin Department of Natural Resources' (WDNR) Bureau of Endangered Resources. The NHI program is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features in Wisconsin. The Wisconsin NHI program is part of an international network of inventory programs that collect, process, and manage data on the occurrences of natural biological diversity using standard methodology.

Wisconsin's Natural Heritage Inventory program's three objectives are to: collect information on occurrences of rare plants and animals, high-quality natural communities, and significant natural features in Wisconsin; standardize this information, enter it into an electronic database, and mark locations on base maps for the state; and use this information to further the protection and management of rare species, natural communities, and natural features.

According to the NHI the following rare species and natural communities are present within the village boundaries and are listed in Table 5-1. Many of these species are associated with both the Niagara Escarpment feature and the marine environment of Lake Winnebago.

The following terminology is used in Table 5-1. WI Status column terminology includes

1. END = endangered
2. THR = threatened
3. SC = special concern. Included within SC/Special Concern are sub categories including:
 - a. SC/P = fully protected;
 - b. SC/N = no laws regulating use, possession, or harvesting;
 - c. SC/H = take regulated by establishment of open closed seasons;
 - d. SC/FL = federally protected as endangered or threatened, but not so designated by DNR; SC/M = fully protected by federal and state laws under the Migratory Bird Act.

Federal Status terminology includes Federal protection status designated by the U.S. Fish and Wildlife Service's Endangered Species Program indicating the biological status of a species in Wisconsin.

1. LT = listed threatened
2. SOC = species of concern.

Table 5-1: WDNR NHI County-wide

Scientific Name	Common Name	WI Status	Federal Status	Group
<i>Acris blanchardi</i>	Blanchard's Cricket Frog	END		Rare Amphibians
<i>Ammodramus henslowii</i>	Henslow's Sparrow	THR	SOC	Rare Birds
Bat Hibernaculum	Bat Hibernaculum	SC		Miscellaneous Elements
Bird Rookery	Bird Rookery	SC		Miscellaneous Elements
<i>Boechera dentata</i>	Short's Rock-cress	SC		Rare Plants
<i>Buteo lineatus</i>	Red-shouldered Hawk	THR		Rare Birds
<i>Chlidonias niger</i>	Black Tern	END	SOC	Rare Birds
<i>Chlosyne gorgone</i>	Gorgone Checker Spot	SC/N		Rare Butterflies and Moths
<i>Coturnicops noveboracensis</i>	Yellow Rail	THR		Rare Birds
<i>Cypripedium arietinum</i>	Ram's-head Lady's-slipper	THR		Rare Plants
Dry cliff	Dry Cliff	NA		Geological Features/Primary Communities
Emergent marsh	Emergent Marsh	NA		Wetland Herbaceous Communities
<i>Eptesicus fuscus</i>	Big Brown Bat	THR		Rare Mammals
Floodplain forest	Floodplain Forest	NA		Wetland Forests
Herp Hibernaculum	Herp Hibernaculum	SC		Miscellaneous Elements
<i>Hydrophyllum appendiculatum</i>	Great Water-leaf	SC		Rare Plants
<i>Lithobates palustris</i>	Pickerel Frog	SC/H		Rare Amphibians
Migratory Bird Concentration Site	Migratory Bird Concentration Site	SC		Miscellaneous Elements
Moist cliff	Moist Cliff	NA		Geological Features/Primary Communities
<i>Myotis lucifugus</i>	Little Brown Bat	THR		Rare Mammals
<i>Myotis septentrionalis</i>	Northern Long-eared Bat	THR	LT	Rare Mammals
Northern wet forest	Northern Wet Forest	NA		Wetland Forests
Open bog	Open Bog	NA		Shrub Communities

Scientific Name	Common Name	WI Status	Federal Status	Group
Paravitrea multidentata	Dentate Supercoil	SC/N		Rare Aquatic and Terrestrial Snails
Perimyotis subflavus	Eastern Pipistrelle	THR		Rare Mammals
Polytaenia nuttallii	Prairie Parsley	THR		Rare Plants
Shrub-carr	Shrub-carr	NA		Shrub Communities
Southern mesic forest	Southern Mesic Forest	NA		Upland Forests
Talus forest	Talus Forest	NA		Geological Features/Primary Communities
Trillium nivale	Snow Trillium	THR		Rare Plants
Vertigo nylanderi	Deep-throated Vertigo	SC/N		Rare Aquatic and Terrestrial Snails

Source: WDNR NHI County Search Tool, Update May 13, 2016
<http://dnr.wi.gov/topic/NHI/Data.asp?tool=county&mode=detail&county=8>.

5.12 Historical and Cultural Resources

Preserving important aspects of our past gives us a sense of continuity and meaning and historic preservation efforts often foster community pride. Because cultural resources provide an important window to the past, many Wisconsin residents seek to retain those resources that make their communities distinctive. The presence of these resources also creates a level of respect for those individuals who formed the character of the community that new residents now enjoy. Overall, planning for cultural resource preservation can have several benefits. The cultural resource section of a comprehensive plan can serve as the first step in a cultural and historic preservation effort. This section can also be used as a base for a more detailed analysis of historic preservation at a later date.

State and National Register

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their association with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring them the status of National Historic Landmark.

Wisconsin Architecture and History Inventory

The Wisconsin Architecture and History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. This inventory could be used by the county and its communities as another source for information on

historical or architecturally important sites. These sites should be periodically reviewed for possible designation on state or national registers.

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

Since only a small portion of the community has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. This sample of sites does not reflect the rich history of the area. Many more sites are present in the area and many certainly may be eligible for the National Register and may be important. Notably missing are sites related to the history of agriculture in the area; a way of life that started 1,000 years ago as well as early home and business sites.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

There are four sites in Sherwood that are currently on either the State or National Register of Historic Places.

Table 5-2: National and Wisconsin Historical Sites

	Historic Name	Location	Reference Number
National Register	High Cliff Mounds	High Cliff State Park	96001629
Wisconsin Historical Society Register	Calumet County Highway Department Shop #2	West side of Military Road, .25 Miles North of High Cliff Road	15854

Sources: National Park Service U.S. Department of Interior, National Register of Historic Places Program; <https://www.nps.gov/nr/research> and Wisconsin Historical Society; <http://www.wisconsinhistory.org>.

Other Historic Structures

High Cliff General Store Museum

The High Cliff General Store Museum shares the history of the park in one of the original buildings from Sherwood’s past. The park contains artifacts and other historical items from a time when Sherwood was a mining community. Visitors can purchase ice cream, candy, and other items while examining the items in the museum

5.13 Community Design

Community design as a cultural resource helps explain the origins and history of how a given community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry) in rural areas, the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people that lived in a community in the past and that live there today. These factors might be expressed through street layout, building architecture, landscaping, preservation of natural features, development density, and other components of development design. The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and other community facilities, the use of historic preservation, and in some cases, the use of land use planning.

The most prominent and prized aspect of Sherwood's community design is the dominant presence of natural features and the development patterns that have risen as a result of the community's adjacency to the eastern shore of Lake Winnebago, Niagara Escarpment, High Cliff State Park, and two golf courses. Housing along the lake shore used to be primarily cottages, but now those lots are being developed or redeveloped with substantial primary residences that take advantage of the water features. Major subdivisions have been created around the golf courses to take advantage of the green spaces and water features in those areas. Green space in future developments is strongly encouraged.

The natural features of the community are further emphasized by the extensive use of trails and paths in the community. This network currently links many of the main public spaces, neighborhoods, commercial areas, and natural areas. There is a desire to continue encouraging expansion of this network as development in the village continues.

5.14 Agricultural, Natural, and Cultural Resources Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding agricultural, natural, and cultural resources.

Goal ANCI: Support the agricultural resources of the county and the region.

Objectives

1. Provide an attractive and unique small town environment for higher density development that has far less impact on agricultural lands than lower density rural development.
2. Preserve productive agricultural lands from quasi-rural residential, commercial, and industrial development in the unsewered extraterritorial area. (*Village of Sherwood Land Use Plan, 2000*)
3. Protect productive agricultural lands from premature development. (*Village of Sherwood Land Use Plan, 2000*)

Goal ANC2: *Protect natural resource features in the Sherwood area (Village of Sherwood Land Use Plan, 2000)*

Objectives

1. Preserve environmental corridor features that include waterways, floodplains, wetlands, groundwater recharge areas, escarpment cliff faces and associated steep slopes (greater than 12%), wildlife habitat, scenic vistas, and woodlands through the adoption and implementation of environmental protection zoning and subdivision ordinance standards (*Village of Sherwood Land Use Plan, 2000*).
2. Use the village's official zoning, subdivision, and mapping powers to protect waterways, shorelines, wetlands, and floodplain areas (*Village of Sherwood Land Use Plan, 2000*).
3. Manage the water quality of both surface and subterranean resources (*Village of Sherwood Land Use Plan, 2000*).
4. Implement stormwater management plan adopted in 2017.

Goal ANC3: *Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.*

Objectives

1. Decrease sources of point and non-point source stormwater pollution.
2. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality and flow patterns of groundwater.

Goal ANC4: *Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.*

Objectives

1. Maintain, improve, and create additional parklands.
2. Manage growth to preserve and create additional interconnected green space corridors, including those areas along the Niagara Escarpment
3. Promote good methods of forestry management to encourage sustainable forested and wooded lots.

Goal ANC5: *Promote a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.*

Objectives

1. Address the potential impacts of development proposals on those features that the community values as a part of its character and identity.
2. Improve options for achieving improved design and appearance of non-residential buildings and sites in areas that define the character of the community.
3. Address light and noise pollution when evaluating proposed development.

Goal ANC6: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Objectives

1. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
2. Address the potential impacts of development proposals on historical and archaeological resources.
3. Encourage efforts that promote the history, culture, and heritage of the village.

5.15 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendation that direct action using the word “should” are advisory and intended to serve as a guide.

1. County Shoreland Protection Standards shall be utilized to address development proposals.
2. The village intends to protect its natural resource base from development through the strategic use of the Zoning Ordinance, Subdivision Ordinance, and Official Map.
3. The village will focus compact urban development with full public facilities and services and work with nearby Village of Harrison to encourage a limited amount of unsewered development within areas adjacent to the village in an effort to preserve agricultural land.
4. Development occurring within or near independent environmental resources shall incorporate those resources into the development rather than harm or destroy them.

5. Site management practices (e.g., limit/phasing clearing and grubbing), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from land disturbing activities shall be maintained in all zones.
6. Wisconsin Department of Natural Resources Best Management Practices will be utilized to the maximum extent possible for any and all approved activities occurring in the community's forests and wetlands.
7. The clean-up and reuse of brownfield sites will be pursued for redevelopment.
8. Household hazardous waste collection should be performed at least once every two years.
9. Participation in unwanted pharmaceuticals collection program should be encouraged.
10. Federal, state, and county regulation changes or additions regarding agricultural, natural and cultural resources will be consistently monitored for their impact on local resources.
11. Residents will be encouraged to leave land undisturbed which may be home to various wildlife species to remain in its natural state and reduce the amount of mowed grassed areas on the property.
12. Community events or programs shall be held at community parks and facilities to encourage their use.
13. Landscape shall be preserved in its natural state, insofar as practicable, by minimizing tree and soil removal.
14. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.
15. Trail surfacing materials that are permeable and do not compound drainage and erosions problems should be used in public recreational areas.
16. An interconnected network of environmental corridors shall be maintained throughout the community.
17. Environmental corridors shall be defined by location of WDNR designated wetlands and
18. FEMA designated floodplains.
19. Environmental corridors shall be used for natural habitat, conservancy, trails and pathways, and outdoor recreation activities (e.g., hiking) which do not adversely impact natural features and open spaces found within the corridor.
20. The conversion and fragmentation of designated environmental corridors by new development, roads, and utilities shall be minimized to the extent practical.

21. All wetlands within the shoreland area of a stream, river, lake or pond; other wetlands at least one acre in size; or any wetland associated with a closed depression shall not be developed, drained, or filled.
22. All forms of structural development or concentrated animal numbers will be restricted within the 100-year floodplains based on FEMA maps.
23. All development proposals will be reviewed and evaluated for their potential effects on the groundwater supply.
24. The village will evaluate its ability to respond to a spill of contaminated or hazardous material and make changes as necessary to ensure that spills will be remediated as soon as possible to decrease the effects on groundwater.
25. Identify, record, and promote preservation of historical, cultural and archaeological sites within the community.
26. A map and database of historic structures will be developed within the planning period.
27. A community survey of historical and archaeological resources will be conducted at least once every 20 years.
28. Review proposals for the development of properties abutting historic resources to ensure that land use or new construction does not detract from the architectural characteristics and environmental setting of the historic resource.
29. Lakeshore development shall be in concert with lakes classification and the county zoning ordinance.
30. Information on lake protection or similar grants will be evaluated for their feasibility within the community.
31. The development of lake associations and districts will be supported and encouraged within the community.
32. The community will utilize its subdivision review authority and official mapping authority to protect environmental corridors within the village limits and its extraterritorial area.
33. Municipal services will not be extended into farmland areas unless a plan for their immediate use is in place.
34. Maintain the wellhead protection ordinance or plan within the 25 year planning period.
35. Determine the feasibility of creating a historic preservation district in the downtown or other historically significant neighborhoods to preserve the history and heritage of these areas for future generations.

5.16 Agricultural, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Calumet County Cooperative Extension

Cooperative Extension develops practical educational programs tailored to local needs and based on University of Wisconsin knowledge and research. County-based Extension educators are University of Wisconsin faculty and staff who are experts in agriculture and agribusiness, community and economic development, natural resources, family living, and youth development. For more information on the services of the Calumet County Cooperative Extension visit its website at www.uwex.edu/ces/cty/calumet/index.html.

Wisconsin Architecture and History Inventory (AHI)

The Wisconsin Architecture and History Inventory (AHI) provided by the Wisconsin Historical Society, lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. This inventory could be used by the county and its communities as another source for information on historical or architecturally important sites.

The Wisconsin Historical Society (WHS)

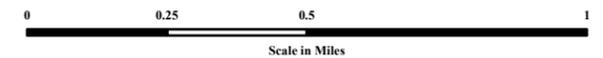
The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI) a component of the Wisconsin Archaeological and Historic Resource Database (WisAHRD). The Archaeological Site Inventory (ASI) is the most comprehensive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

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Map 5-1 Village of Sherwood Comprehensive Plan Update Environmental - Conservation

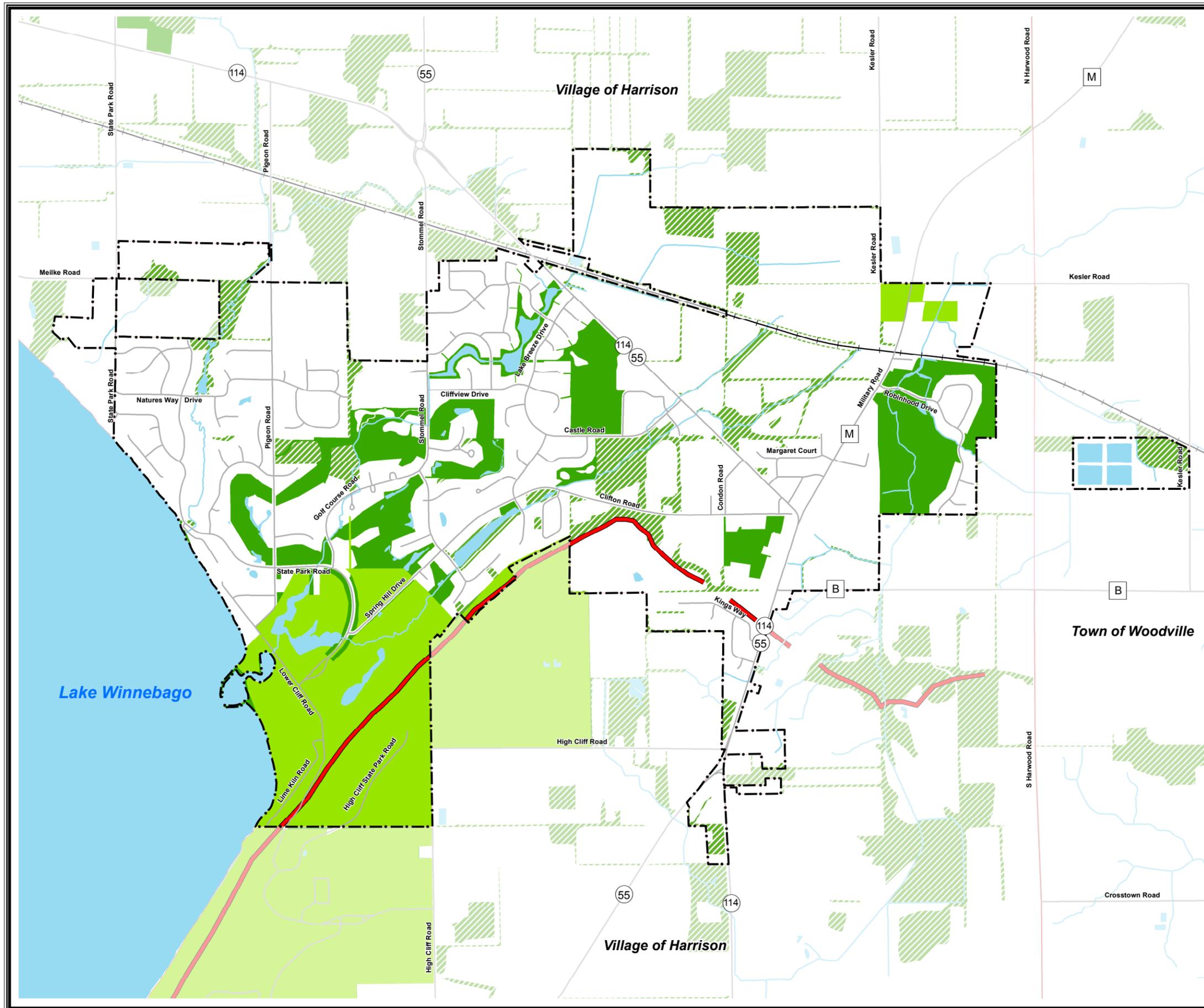
-  Niagara Escarpment Outcrops
-  Wisconsin DNR Managed Lands
-  Recreational Facilities
-  Woodlands

Source:
 Base Data provided by Calumet County 2016.
 Niagara Escarpment Outcrops Data provided by ECWRPC 2016.
 Wisconsin DNR Managed Lands Data provided by WIDNR 2016.
 Recreational Facilities Data provided by ECWRPC 2016.
 Woodlands Data provided by ECWRPC 2016.



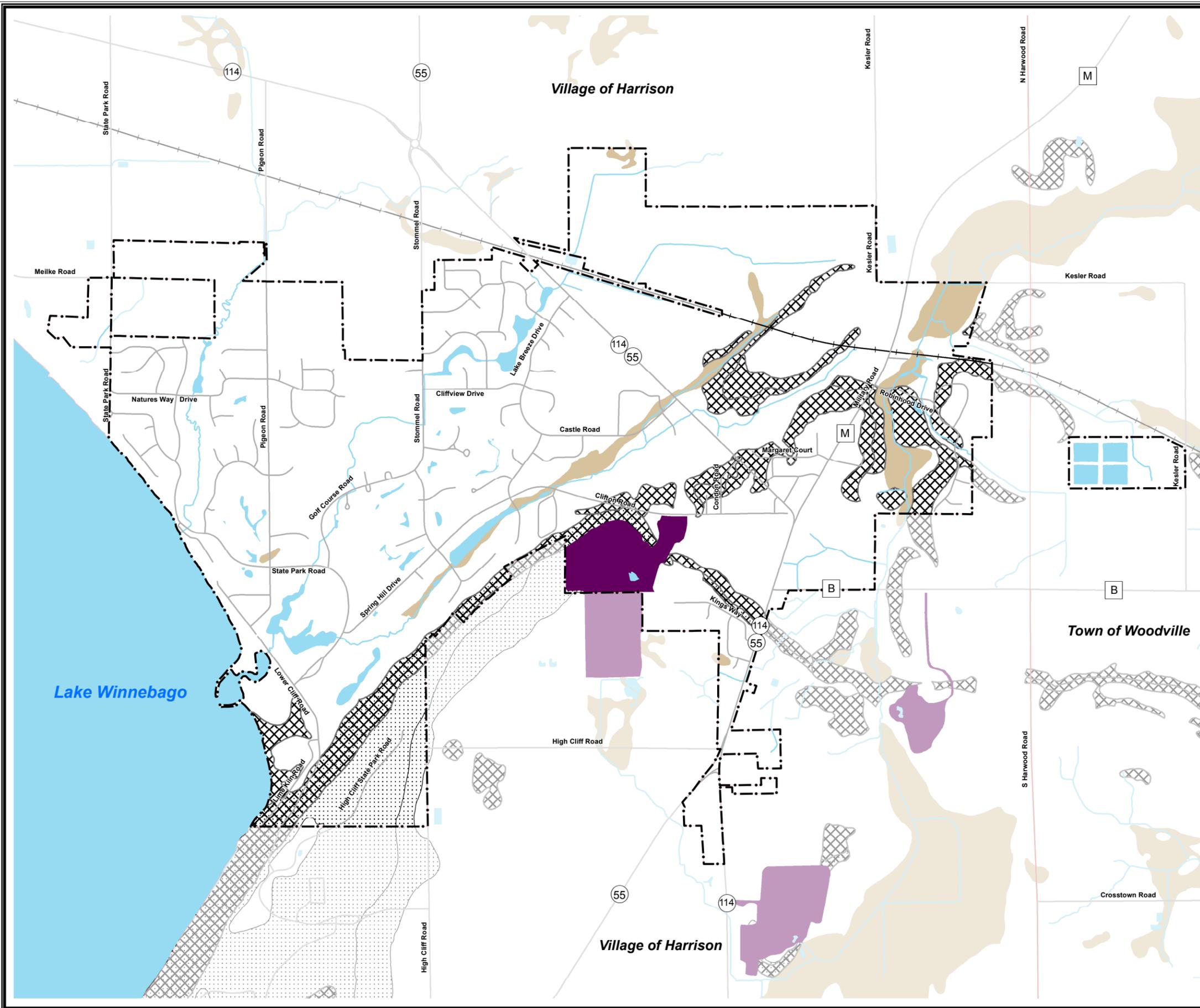
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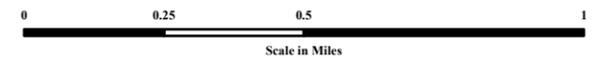


Map 5-2 Village of Sherwood Comprehensive Plan Update Environmental - Soils

-  Quarries
-  Slope Greater than 12%
-  Bedrock Less than 5 Feet
-  Groundwater Less than 2 Feet



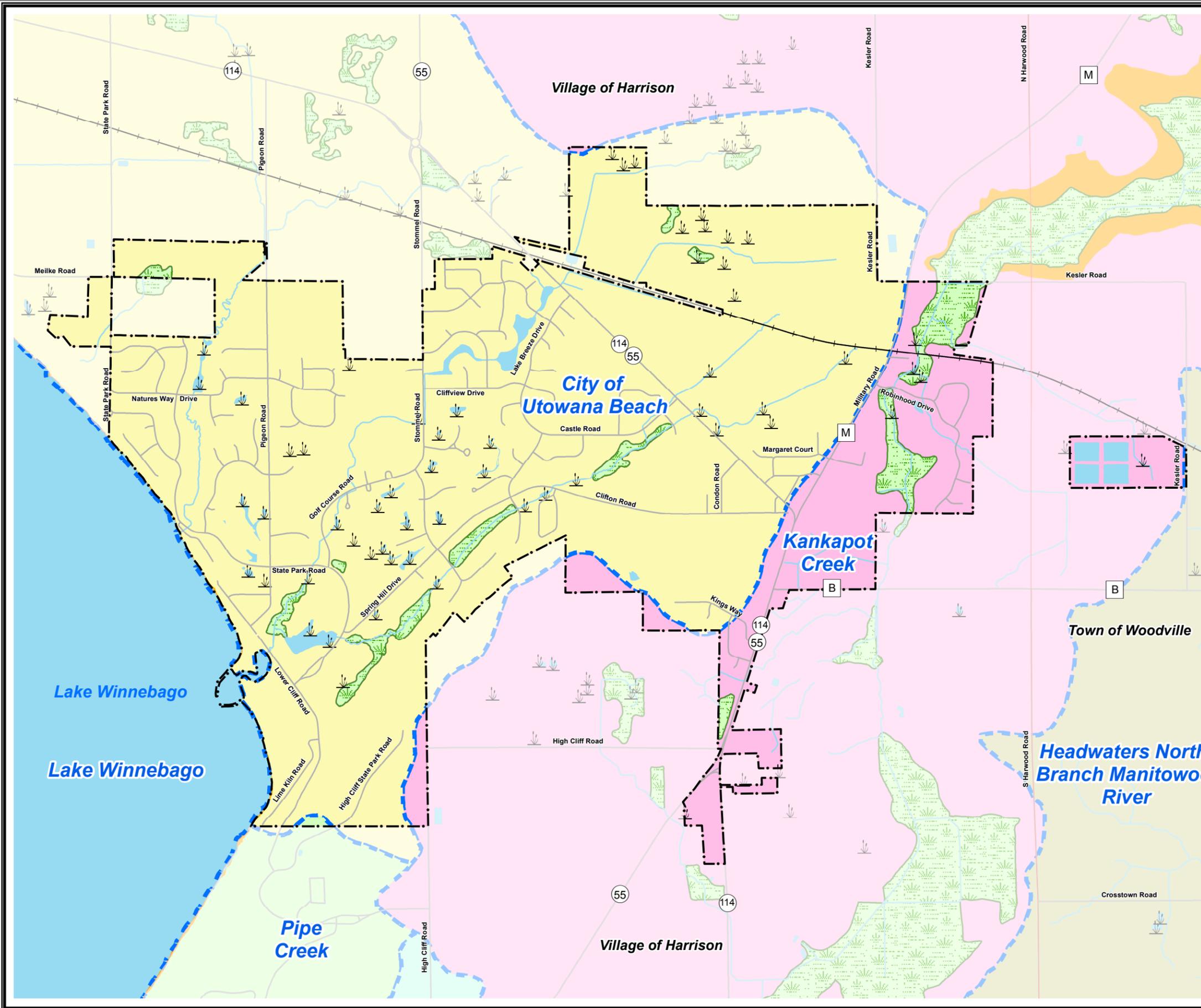
Source:
Base Data provided by Calumet County 2016.
Soil Data provided by USDA NRCS 2015.
Quarry Data provided by ECWRPC 2016.



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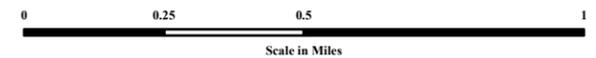
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Map 5-3 Village of Sherwood Comprehensive Plan Update Environmental - Water



-  Wetlands (< 5 Acres)
-  Wetlands (> 5 Acres)
-  Floodplains
-  City of Utowana Beach-Lake Winnebago
-  Headwaters Killsnake River
-  Headwaters North Branch Manitowoc River
-  Kankapot Creek
-  Lake Winnebago
-  Pipe Creek-Lake Winnebago

Source:
Base Data provided by Calumet County 2016.
Wetland Data provided by WIDNR 2015.
Floodplain Data provided by WIDNR 2015.
Watershed Data provided by WIDNR 2015.



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CHAPTER 6

ECONOMIC DEVELOPMENT

6. Economic Development

6.1 Introduction

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses. It is important to understand the existing local and regional resources that serve as assets for economic development efforts.

The state's "Smart Growth" legislation requires that the Economic Development element of a comprehensive plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction including an analysis of the labor force and economic base of the community. The element must also address strengths and weaknesses for economic development in the village and identify key types of industry or business that the residents of the Village of Sherwood would like to see within it.

Inventory and Analysis

Determining what the existing economic conditions are within the Village of Sherwood provides a factual basis upon which to build the village's goals, strategies, and recommendations. This section inventories the village's labor force characteristics, provides an economic base analysis, discusses brownfield sites, presents economic projections, and provides an assessment of economic development strengths and weaknesses.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census numbers that some areas and subjects must be compared with caution, or not compared at all.

6.2 Labor Force Characteristics

Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor force trends can demonstrate the rate of growth of the labor force as well as the extent potential workers are able to find jobs. According to the 2011-2015 ACS 5-Year Estimates, 70.4

percent of the Village of Sherwood’s population 16 years old and older was in the civilian labor force (Table X-1). This was slightly lower than Calumet County’s participation rate of 71.6 percent and higher than the State of Wisconsin’s participation rate of 67.2 percent. In 2000, the Village of Sherwood’s participation rate was approximately 75.9 percent. Between the two time periods, participation rates in the Village of Sherwood decreased by about 5.5 percent.

Table 6-1: Population 16 Years Old and Older in Civilian Labor Force, 2000 and 2011-2015 ACS 5-Year Estimates

Jurisdiction	2000			2011-2015 5-Year Estimate		
	Total	In Labor Force		Total Estimate	In Labor Force	
		Number	Percent		Estimate	Percent
V. Sherwood	1,154	876	75.9%	2,099	1,477	70.4%
Calumet County	30,294	22,747	75.1%	38,426	27,527	71.6%
Wisconsin	4,157,030	2,869,236	69.0%	4,583,931	3,079,657	67.2%

Source: U.S. Census 2000, DP-3; 2011-2015 American Community Survey 5-Year Estimates, DP03.

The proportion of men outnumbered women in the workforce, in 2000 and 2011-2015, in all jurisdictions (Table X-2). Per the 2010-2014 ACS 5-Year Estimates, in the Village of Sherwood, 52.0 percent of the labor force was male compared to 48.0 percent female. These percentages (men vs female) were comparable to the share of men versus women (in the civilian labor force) in Calumet County (52.7% male vs 47.3% female) and more balanced than the state (52.0% male vs 48.0% female).

Table 6-2: Total Civilian Labor Force, 2000 and 2011-2015 ACS 5-Year Estimates

Jurisdiction	Total Civilian Labor Force (2000)					Total Civilian Labor Force (2011-2015)				
	Total	Men	Percent	Women	Percent	Total	Male	Percent	Female	Percent
V. Sherwood	876	483	55.1%	393	44.9%	1,477	768	52.0%	709	48.0%
Calumet County	22,747	12,304	54.1%	10,443	45.9%	27,527	14,511	52.7%	13,016	47.3%
Wisconsin	2,869,236	1,505,853	52.5%	1,363,383	47.5%	3,077,153	1,600,546	52.0%	1,476,607	48.0%

Source: U.S. Census 2000, DP-3; 2011-2015 ACS 5-Year Estimates, DP03.

Between the 2000 U.S. Census and the 2011-2015 ACS 5-Year Estimates, the civilian labor force grew by 68.6 percent in the Village of Sherwood, far outpacing the county (21.0%) and the state (7.2%) (Table 6-3). In the Village of Sherwood, the number of total women (80.4%) in the labor force grew faster than the number of total men (59.0%). As a result the share of men in the labor force stayed relatively constant between the two time periods (52.5 percent in 2000 to 52.0 percent in 2010-2014 ACS 5-Year Estimates (Table 6-2 and 6-3).

Table 6-3: Civilian Labor Force Percent Change, 2000 and 2011-2015 ACS 5-Year Estimates

Jurisdiction	Percent Change, 2000 to 2011-2015 5-Year Est.		
	Total	Male	Female
V. Sherwood	68.6%	59.0%	80.4%
Calumet County	21.0%	17.9%	24.6%
Wisconsin	7.2%	6.3%	8.3%

Source: U.S. Census 2000, DP-3; 2011-2015 American Community Survey 5-Year Estimates, DP03.

Unemployment

The unemployment rate is calculated by dividing the number of unemployed persons by the total civilian workforce. According to the Wisconsin Department of Workforce Development (DWD), overall unemployment rates have been declining in Calumet County and Wisconsin since reaching a high in 2009 (Table 6-4 and Figure 6-1). This is a result of the 2008 recession, coined “The Great Recession”.

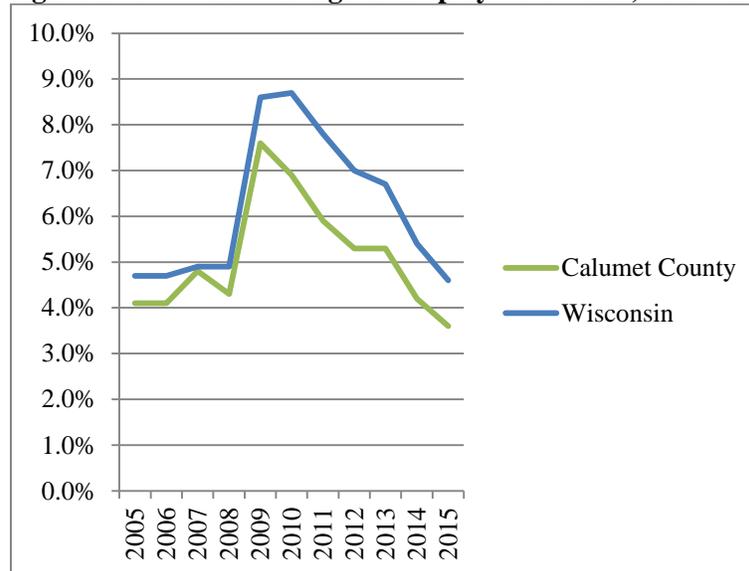
Table 6-4: Annual Average Unemployment Rates, 2005-2015

Jurisdiction	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Calumet County	4.1%	4.1%	4.8%	4.3%	7.6%	6.9%	5.9%	5.3%	5.3%	4.2%	3.6%
Wisconsin	4.7%	4.7%	4.9%	4.9%	8.6%	8.7%	7.8%	7.0%	6.7%	5.4%	4.6%

Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2005-2015, Benchmark 2014 & 2015, not seasonally adjusted.

According to the Wisconsin Department of Workforce Development, the unemployment rate reached a high of 7.6 percent in Calumet County in 2009 and 8.7 percent in Wisconsin in 2010. The peak in unemployment rates was related to the economic downturn that began in 2008. Since that time, unemployment rates have been steadily declining as the economy has been improving. The latest information indicates that unemployment has fallen 4 percent in Calumet County since 2009, and 4.1 percent in Wisconsin since 2010. Unfortunately, due to the village’s population, unemployment rates could not be obtained.

Figure 6-1: Annual Average Unemployment Rates, 2005-2015



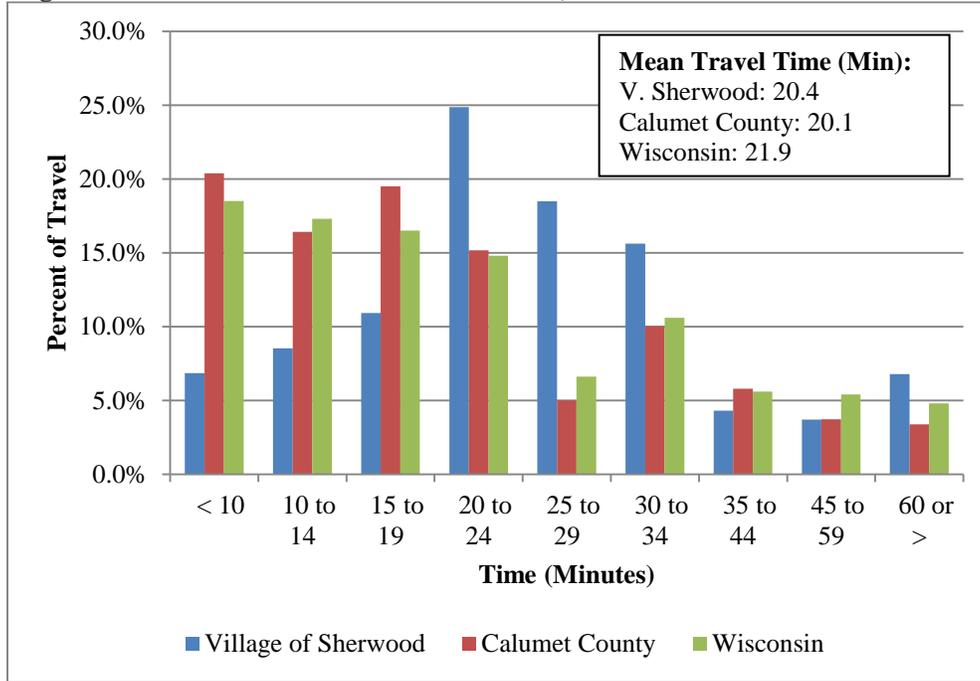
Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2005-2015.

Commuting Patterns

Commuting patterns provide some indication of the distance residents have to travel to find employment. According to the 2011-2015 ACS 5-Year Estimates, the villages' workforce traveled an average of 20.4 minutes to their workplace (Figure 6-2). This was slightly higher than both the county (20.1 minutes) and the less than the state (21.9 minutes).

Average commute time fluctuated in the Village of Sherwood, Calumet County and Wisconsin between 2000 and the 2011-2015 ACS 5-Year Estimates (Figure 6-2). In 2000, the mean travel time for Village of Sherwood residents was 24.2 minutes or 3.8 minutes longer than the 2011-2015 ACS 5-Year Estimates. Similarly average commute times in Calumet County increased by 0.8 minutes and the state 1.1 minutes between 2000 and the 2010-2014 ACS 5-Year Estimates.

Figure 6-2: Percent of Travel Time to Work, 2011-2015 ACS 5-Year Estimates



Source: U.S. Census 2011-2015 ACS 5-Year Estimates, B08303, DP03.

Analyzing journey to work data illustrates the interconnectedness of the village’s economy with communities throughout the region and beyond. The U.S. Census, Center for Economic Studies “On the map” data¹ provides an analysis of workplace destinations at the census block level. Tables 6-5 and 6-6 illustrate where Village of Sherwood residents work and where those who work in Village of Sherwood live. The top workplace destinations for Village of Sherwood residents include the City of Appleton (18.1%), the City of Neenah (5.3%) the City of Kaukauna (4.7%) and the City of Milwaukee (3.5%), as depicted in Table 6-5. This corresponds to the average commute time of 20.4 minutes as reported in the 2011-2015 ACS 5-Year Estimates.

¹ <http://onthemap.ces.census.gov/>.

**Table 6-5: Top 10 Places of Employment for
 Village of Sherwood Residents, 2014**

Rank	Place	No. Workers	Percent
1	C. Appleton	308	18.1%
2	C. Neenah	90	5.3%
3	C. Kaukauna	79	4.7%
4	C. Milwaukee	60	3.5%
5	C. Oshkosh	54	3.2%
6	C. Madison	49	2.9%
7	C. Menasha	44	2.6%
8	C. Green Bay	43	2.5%
9	V. Little Chute	39	2.3%
10	C. DePere	32	1.9%
	Other	899	53.0%
	Total	1,697	100.0%

Source: <http://onthemap.ces.census.gov/>.

The top places of residence for persons working in the Village include the City of Appleton (11.7%), Village of Harrison (10.3%) and the City of Kaukauna (7.0%) (Table 6-6).

**Table 6-6: Top 10 Places of Residence for
 Village of Sherwood Employees, 2014**

Rank	Place	No. Workers	Percent
1	C. Appleton	25	11.7%
2	V. Harrison	22	10.3%
3	C. Kaukauna	15	7.0%
4	V. Sherwood	15	7.0%
5	C. Menasha	9	4.2%
6	C. Green Bay	5	2.3%
7	V. Kimberly	5	2.3%
8	C. Neenah	5	2.3%
9	V. Combined Locks	4	1.9%
10	C. Chilton	3	1.4%
	Other	105	49.3%
	Total	213	100.0%

Source: <http://onthemap.ces.census.gov/>.

6.3 Economic Base Analysis

Employment

The top three occupations for Village residents were Management, Business, Science, and Arts Occupations (49.6%); Sales and Office Occupations (27.0%); and Production, Transportation, and Material Moving Occupations (18.9%)². Unlike the Village and the state (34.5%), only 10 percent (10.3%) of workers were employed in Management, Business, Science, and Arts occupations. Unlike the Village and the state, the second largest share (about a quarter or 27.1%) of workers was employed Production, Transportation, and Material Moving occupations in Calumet County. Sales and office occuppies occupations, had the second largest share of workers in the state (23.1%) and the largest in the county (34.1%).

The top two sectors for the Village of Sherwood, Calumet County and the state were the Educational, Health and Social Services sector and the Manufacturing sector³ which employed over 40 percent of workers. The Educational, Health and Social Services sector employed about a quarter (23.0%) of Village of Sherwood and a fifth of Calumet County's (19.2%) employees and about a quarter of state (23.2%) employees according to the 2011-2015 ACS 5-Year Estimates. About a fifth of Village of (20.1%) and a quarter of Calumet County (27.1%) employees and a fifth of state (18.2%) were employed in the manufacturing section.

Local Employers

Table 6-7 lists the top 25 employers with facilities located in Calumet County. One of the top 25 employers, Panduit Corp., is located in the Village of Sherwood but the company's presence is limited to a Sales Representative. The top 10 employers in Calumet County primarily are in the manufacturing sector. It should be noted that while Table 6-7 represents the most current data available from Wisconsin Worknet, there have been changes to those on the list (noted in parenthesis) and new/merged employers, such as Verve a credit union have a significant presence in the area.

Table 6-7: Top 25 Largest Employers in Calumet County, 2017

Rank	Employer Name	Location	Industry	Employee Range
1	Ariens Co.	Brillion	Lawn and Garden Tractor and Home Lawn and Equipment Manufacturing	1000+
2	Brillion Iron Works, Inc. (Closed in 2016)	Brillion	Iron Foundries	1000+
3	Kaytee Products, Inc.	Chilton	Other Animal Food Manufacturing	1000+
4	Central Garden & Pets Co.	Chilton	Other Miscellaneous Nondurable Goods Merchant Wholesalers	250-249
5	Endries International, Inc.	Brillion	Hardware Merchant Wholesalers	250-499

² U.S. Census 2011-2015 ACS 5-Year Estimates, DP03.

³ U.S. Census 2011-2015 ACS 5-Year Estimates, DP03.

6	Walmart Supercenter	Appleton	Department Stores (except Discount Department Stores)	250-499
7	Walmart Supercenter	Chilton	Department Stores (except Discount Department Stores)	250-499
8	Agropur, Inc.	Appleton	Cheese Manufacturing	100-249
9	Amerequip Corp.	Kiel	Construction Machinery Manufacturing	100-249
10	Amerequip Corp New Holstein	New Holstein	Farm Machinery and Equipment Manufacturing	100-249
11	Best Buy	Appleton	Electronics Stores	100-249
12	Briess Industries, Inc.	Chilton	Flour Milling	100-249
13	Chilton Public Schools	Chilton	Elementary & Secondary School	100-249
14	Community First Credit Union	Appleton	Investment Advice	100-249
15	Darboy Club	Appleton	Full-service restaurants	100-249
16	Drug Treatment Helpline	Appleton	Human Rights Organization	100-249
17	Heus Manufacturing Co.	New Holstein	Outdoor Power Equipment Stores	100-249
18	Home Depot	Appleton	Home Centers	100-249
19	Homestead Care Center	New Holstein	Nursing Care Facilities (Skilled Nursing)	100-249
20	Land O'Lakes Industrial Cheese	Kiel	Cheese Manufacturing	100-249
21	Land O'Lakes Industrial Cheese	Kiel	Cheese Manufacturing	100-249
22	New Holstein Elementary School	New Holstein	Elementary & Secondary School	100-249
23	Panduit Corp. (Sales Rep in community only)	Sherwood	Electrical Equipment & Wiring Merchandise Wholesalers	100-249
24	Professional Plating, Inc.	Brillion	Electroplating Anodizing & Coloring Metal	100-249
25	Worthington Cylinders Corp.	Chilton	Metal Tank Heavy Gauge Manufacturing	100-249

Source: Wisconsin Worknet, <http://worknet.wisconsin.gov/worknet/LargeEmpSrch.aspx?menuselection=emp>, March 3, 2017.

Employment Forecast

Employment forecasts for Calumet County were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. Projections indicate that overall employment will increase by about sixteen percent in Calumet County between 2016 and 2026 (Table 6-7). The largest industry in Calumet County in 2026 will be Manufacturing (4,944 jobs or 26.9% of total employment), followed by Retail Trade (2,443 jobs or 13.3% of total employment). Industries experiencing the largest growth will occur within Finance and Insurance (53%), Information (52%), Arts, Entertainment and Recreation

(30%), Health Care and Social Assistance (20%), and Manufacturing (20%). Increases in employment are also expected to occur in Education Services (14%), Utilities (12%), Real Estate and Rental and Leasing (12%), Transportation and Warehousing (10%), Crop and Animal Production (7%), Professional, Scientific, and Technical Services (6%), Accommodation and Food Services (5%), Other Services (5%), and Government (1%). Industries expected to see decreases include Mining, Quarrying, and Oil and Gas Extraction (-18%), Administrative and Support and Waste Management and Remediation Services (-7%), and Wholesale Trade (-1%).

Table 6-8: Calumet County Industry Employment Projections, 2016-2026

NAICS Code	Description	2016 Jobs	2026 Jobs	2016 - 2016 Change	2016 - 2026 % Change	2016 Total Earnings
11	Crop and Animal Production	1,074	1,146	72	7%	\$37,163
21	Mining, Quarrying, and Oil and Gas Extraction	156	128	(28)	(18%)	\$48,448
22	Utilities	17	19	2	12%	\$99,812
23	Construction	682	644	(38)	(6%)	\$47,226
31	Manufacturing	4,133	4,944	811	20%	\$57,975
42	Wholesale Trade	721	713	(8)	(1%)	\$15,191
44	Retail Trade	1,690	2,443	753	45%	\$28,344
48	Transportation and Warehousing	345	378	33	10%	\$48,455
51	Information	330	502	172	52%	\$56,223
52	Finance and Insurance	718	1,095	377	53%	\$56,774
53	Real Estate and Rental and Leasing	75	84	9	12%	\$29,747
54	Professional, Scientific, and Technical Services	296	315	19	6%	\$51,593
55	Management of Companies and Enterprises	19	<10	Insf. Data	Insf. Data	\$82,318
56	Administrative and Support and Waste Management and Remediation Services	348	322	(26)	(7%)	\$32,893
61	Educational Services	118	134	16	14%	\$22,837
62	Health Care and Social Assistance	1,188	1,423	235	20%	\$43,056
71	Arts, Entertainment, and Recreation	388	503	115	30%	\$17,222
72	Accommodation and Food Services	1,240	1,304	64	5%	\$22,133
81	Other Services (except Public Administration)	757	794	37	5%	\$22,133
90	Government	1,467	1,453	14	1%	\$52,984
99	Unclassified Industry	0	0	0	0%	\$0
	Total	15,762	18,354	2,592	16%	\$43,384

Source: QCEW Employees, Non-QCEW Employees, and Self-Employed - EMSI Q1 2017 Data Set.

6.4 Economic Development Strategy and Assessment

A variety of factors influence the economic climate of the Village of Sherwood, learning what the village's strengths and weaknesses are will help the village build upon its assets and develop strategies to overcome its challenges.

Strengths and Weaknesses

By developing a set of strengths and weaknesses, the Village of Sherwood is better prepared to develop an economic development strategy. These strengths and weaknesses are listed below.

Strengths

1. Location to Fox Valley and Green Bay area.
2. Availability of major transportation routes.
3. Proximity to natural and cultural resources.
4. Availability of tourism and recreational opportunities.
5. High quality of life.
6. Quality school systems.
7. Quality community infrastructure, sewer, water, roads, etc.
8. Available land for residential, commercial and industrial development.
9. Desirability of village as reflected in high growth trends.
10. High rate of growth of population.
11. Recreation based lifestyle.
12. Desirable socio-economic conditions.

Weaknesses

1. High number of residents leaving the village for work.
2. Due to high growth, potential for strain on local resources.
3. Limited retail options.
4. Lack of public transportation.
5. Lack of senior care.

6.5 Economic Development Focus

Future Sites for Business and Industry

Brownfield Redevelopment

Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped. The Wisconsin Department of Natural Resources Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The RR Sites Map includes, but is not limited to the following environmental data:

1. Completed and ongoing investigations and cleanups of contaminated soil and/or groundwater;
2. public registry of sites with residual soil or groundwater contamination, or where continuing obligations have been put in place;
3. cleanup of sites under the federal Superfund (CERCLA) statute;

4. liability exemptions and clarifications at contaminated properties (i.e. brownfields); and
5. DNR funding assistance.

The status of cleanup actions for sites in the RR Sites Map is tracked via the Bureau of Remediation and Redevelopment Tracking System (BRRTS).

The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 12 entries for the Village of Sherwood, classified in the following five categories: Leaking Underground Storage Tank (LUST), Environmental Repair (ERP), Abandoned Containers (AC), No Action Required by RR Program (NAR), and General Property Information (GP). The village's entries and corresponding categories are described in further detail below:

1. There were 4 Leaking Underground Storage Tanks (LUST) indicated for the Village of Sherwood. The WDNR defines LUST sites as having "contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances." All LUST sites listed within the directory are closed.
2. There were 4 Environmental Repair (ERP) sites indicated for the Village of Sherwood. The WDNR defines ERPs as "sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have cause contamination." All ERP sites listed within the directory are closed.
3. There is 1 Abandoned Container (AC) site indicated for the Village of Sherwood. The DNR defines ACs as an abandoned container with potentially hazardous contents that has been inspected, recovered, and no known discharge to the environment has occurred. The AC site listed within the directory is closed.
4. There are 2 No Action Required by RR Program (NAR) sites indicated for the Village of Sherwood. The DNR defines NARs as a site that there was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.
5. There was 1 General Property (GP) Information request made for the Village of Sherwood. The DNR defines GPs as an activity consisting of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by DNR to clarify the legal status of the property.

The Village of Sherwood could complete and maintain an inventory of existing vacant buildings and land identified as "Brownfields". This information could be used to encourage infill development and redevelopment opportunities that take advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, the village could utilize state and federal programs to further study, clean, and redevelop these Brownfields.

Tax Increment Financing (TIF)

TIFs can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing a local economic

development project in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. According to the Wisconsin Department of Revenue TIF Limitation Report of 2015, the following municipalities within, or partially within Calumet County, operate TIF districts:

1. Village of Hilbert, two established in 1996 and 2007
2. Village of Sherwood, three established in 1992 and 2013
3. City of Appleton, six TIFs established in 1993, 2000, 2007, 2009, 2013, and 2013
4. City of Chilton, two established in 1992, 2005
5. City of Kiel, three TIFs established in 1990, 2011, 2014
6. City of Menasha, ten TIFs established in 1990, 1997, 1998, 1998, 2003, 2005, 2005, 2006, 2007, 2011
7. City of New Holstein, two TIFs established in 1994, 2007
8. Village of Harrison, one TIF established in 2013

The Village of Sherwood has two active TIF districts identified as TIFD #2 and TIFD #3. TIFD #2 is a Mixed Use area with a termination date of 2033. TIFD #3 is a Rehabilitation/Conservation District with a termination date of 2040.

Under the TIF law, the village cannot have more than 12% of the equalized value of the village in value increment. The three TIF's valuation currently comprises approximately 5% of the village's total equalized value. If the village should decide to terminate a TIF district prior to the maximum life, the village would be responsible for any unpaid costs within the districts.

6.6 Economic Development Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding economic development.

Goal ED1: Support the organizational growth of economic development programs in the community and region.

Objectives

1. Increase cooperation between communities regarding comprehensive planning and economic development issues.
2. Promote dialogue and continue to strengthen relationships between village government and local businesses.
3. Support the efforts of local, county and regional economic development groups.

Goal ED2: Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.

Objectives

1. Improve downtown and outlying commercial and retail districts and provide adequate pedestrian areas and aesthetic features which encourage consumer activity and enhance community character.
2. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the community, Calumet County, and the region.
3. Respond to the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the community's comprehensive plan.

Goal ED3: Promote the retention and expansion of existing businesses.

Objectives

1. Promote business retention, expansion, and recruitment efforts that are consistent with the community's comprehensive plan.
2. Monitor opportunities to support existing businesses by establishing cooperative public-private efforts.

Goal ED4: Promote entrepreneurial development and new business attraction efforts.

Objectives

1. Support the pursuit of local, state, and federal funding and assistance that will help entrepreneurs start new businesses.
2. Distinguish and promote features unique to the community in order to create a unique identity within the county.
3. Consider the potential impacts of proposed business development on the village and its existing economic base.

Goal ED5: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Objectives

1. Support local employment of area citizens.

2. Encourage area technical colleges, universities and work force development agencies in their efforts.
3. Provide a wide range of housing and recreational opportunities to maintain a high standard of living and to make the village an attractive place to live, work and play.

Goal ED6: Support opportunities to increase and diversify the community's tax base.

Objectives

1. Consider the benefits of community growth in relation to the cost of providing public services.
2. Monitor availability of commercial and industrial lands to accommodate desired economic growth in the community.
3. Support business development that will add to the long-term economic stability of the community.

Goal ED7: Enhance the village's downtown and other special areas (Village of Sherwood Land Use Plan, 2000).

Objectives

1. Provide for mixed-use development in the downtown (*Village of Sherwood Land Use Plan, 2000*).
2. Protect and enhance the unique functional qualities of the downtown and other special areas, including downtown and community gateways (*Village of Sherwood Land Use Plan, 2000*).
3. Encourage the preservation of historically and architecturally significant structures in Sherwood (*Village of Sherwood Land Use Plan, 2000*).
4. Enhance the economic independence of the community (*Village of Sherwood Land Use Plan, 2000*).

6.7 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. Commercial development shall be steered to commercial designated areas consistent with the Preferred Land Use Plan Map and associated recommendations.

2. The village will protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
3. Highway corridor development shall be directed to designated, planned commercial areas and address building signage, lighting, service and land use standards.
4. The development of industrial areas will be preceded by a site development and long term industrial plan for the community. Public involvement will be encouraged during the formation of any such plans.
5. The utilization of economic development related grants, programs, or tax incentives shall be evaluated for their applicability to the community no less than once every five years.
6. Before any industrial park development, the community will have created a Concept Plan which serves as a master layout for the park. Platting the park will not be done in advance of development. Subdivision will only occur after a developer shows interest in order to save on development costs and allow maximum flexibility in meeting developer needs.
7. Require annual evaluation of goals and re-assessment of its purpose if necessary.
8. Continue to utilize matching grant program which can be used to provide financial incentives to businesses. Capitalize the program with TIF allocations, money generated from federal or state programs, and/or public private partnerships.
9. Ensure that there is an adequate supply of serviceable commercial and industrial land located close to adequate transportation services.
10. Encourage industries that provide educational and training programs and those that provide family- and high-wage employment. Maintain and expand public, private, and partnership programs that will provide skilled workers for higher paying jobs.
11. Large, bulky, box-like commercial structures shall be avoided.
12. Where possible, parking lots shall be placed behind buildings to lessen their visual impact on the community.
13. All mechanical equipment (i.e., air conditioners, ventilation equipment, etc.) shall be screened from public view. This includes roof-top equipment and equipment on the ground.
14. The development of economic area plans will be pursued within the planning period, for example; highway commercial corridor plans, etc.
15. Create a downtown steering committee made up of merchants, bankers, public officials, chamber of commerce, and civic groups, whose purpose is to develop a shared vision for the downtown, and provide leadership in the downtown revitalization effort.

6.8 Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Federal Programs

Department of Agriculture-Rural Development

A complete listing of USDA-Rural Development Programs can be found at <http://www.rd.usda.gov/programs-services>. Grants are also available through the US Department of Labor and can be found at <https://www.doleta.gov/grants/>. A partial list is given below.

Rural Business Opportunity Grants

The Rural Business Opportunity grant program promotes sustainable economic development in rural communities with exceptional need. Grants typically fund projects that will become sustainable over the long term without continued need for external support. These projects should have the ability to serve as a local catalyst to improve the quantity and quality of economic development within a rural region. Grant funds can be used for technical assistance to complete business feasibility studies, conduct training for rural managers and entrepreneurs, establishing business support centers, conduct economic development planning, and provide leadership training. Information regarding the Rural Business Opportunity Grant Program can be found at <http://www.rd.usda.gov/programs-services/rural-business-development-grants>.

Rural Economic Development Loans and Grants

Rural Economic Development Loans and Grants help develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies. Information regarding Rural Economic Development Loans and Grants can be found at <http://www.rd.usda.gov/programs-services/rural-economic-development-loan-grant-program>.

Occupation Safety and Health Administration (OSHA)

Susan Harwood Training Grants Program

These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <https://www.osha.gov/dte/sharwood/>.

United States Department of Labor

The Employment and Training Administration (ETA) administers federal government job training and worker dislocation programs, federal grants to states for public employment service programs, and unemployment insurance benefits. These services are primarily provided through state and local workforce development systems. More information on grant opportunities can be found at: https://www.doleta.gov/grants/find_grants.cfm.

United States Environmental Protection Agency (EPA)

One Cleanup Program

The One Cleanup Program is EPA's vision for how different cleanup programs at all levels of government can work together to meet that goal and ensure that resources, activities, and results are effectively coordinated and communicated to the public. The EPA has entered into a memorandum of understanding with the Wisconsin DNR to provide a single, consolidated approach to environmental cleanup. More information regarding the program can be found at: <http://dnr.wi.gov/topic/brownfields/rrprogram.html>.

State Programs

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs that the Village of Sherwood should consider and are addressed below.

University of Wisconsin – Extension

Entrepreneurship Program

The entrepreneurship program includes teaching Going Solo workshops for community members interested in starting their own businesses, honing their basic business skills, and exploring the idea that “everyone is an entrepreneur.”

Wisconsin Department of Administration

Wisconsin Department of Administration, Division of Housing (DOH) develops housing policy and offers a broad range of program assistance and funds to address homelessness and support affordable housing, public infrastructure, and economic development opportunities. The Division partners with local governments and service providers, non-profit agencies, housing authorities, and developers. The Bureau of Community Development is one of three bureaus falling under the DOH, it is responsible for public infrastructure, blight elimination, and business development activities.

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

CDBG-ED grant funds are awarded to local governments to assist businesses to create or retain jobs for individuals with low and moderate income. Additional information regarding the CDBG-ED program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-ED-Program-Overview>.

CDBG Public Facilities Funds (CDBG-PF)

CDBG-PF funds help support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems, sidewalks, and community centers. Additional information regarding the CDBG-PF program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-PF-Program-Overview>.

CDBG Planning Funds

CDBG planning grant funds support community efforts to address improving community opportunities and vitality. Grants are limited to projects that, if implemented, are CDBG eligible activities.

Additional information regarding the CDBG planning funds program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development/CDBG-PLNG-Program-Overview>.

CDBG Public Facility - Economic Development (CDBG PFED)

CDBG PFED grants are awarded to local government for public infrastructure projects that support business expansion or retention. Additional information regarding the PFED funds program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-PFED-Program-Overview>.

CDBG Emergency Assistance (EAP)

The CDBG-EAP program assists communities to recover from a recent natural or manmade disaster. Eligible activities include repair of disaster related damage to dwellings, assistance to purchase replacement dwellings, and repair and restore public infrastructure and facilities. Additional information regarding the CDBG-EAP program can be found at

<http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-EAP>.

Division of Safety and Buildings

Wisconsin Fund

The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Additional information can be found at <http://dsps.wi.gov/Default.aspx?Page=c8c924aa-5dc6-4b6e-8119-f403777d9cf>.

Wisconsin Department of Transportation

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Additional information regarding the TEA program can be found at the following website:

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

State Infrastructure Bank Program

This program is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Additional information regarding the State Infrastructure Bank Program can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/sib.aspx>.

Wisconsin Department of Natural Resources

Remediation and Redevelopment Program (RR)

The WDNR Remediation and Redevelopment program oversees the investigation and cleanup of environmentally contaminated sites (e.g. “brownfields.” The program is comprehensive, streamlined, and aims to consolidate state and federal cleanups into one program. More information can be found at [http://dnr.wi.gov/topic/Brownfields/.](http://dnr.wi.gov/topic/Brownfields/))

Regional Programs

East Central Wisconsin Regional Planning Commission

Economic Growth and Resiliency Program

The primary focus of this program element is to coordinate and promote the federal Economic Development Administration's (EDA's) programs with public and private stakeholders throughout the region. East Central also coordinates and communicates with State of Wisconsin economic development agencies and programs, including the Wisconsin Economic Development Corporation (WEDC). Examples of work under this program element relating to economic development include: access to EDA grants for eligible projects, development of the Comprehensive Economic Development Strategy (CEDS 5-year update) and subsequent CEDS annual reports, database of industrial parks, facilitation of joint economic development efforts, industrial site plans, industrial site data, ESRI Business Analyst Market Assessments/Profiles, EMSI Economic Impact Scenario Modeling, tourism development and marketing, local economic development strategy process/reports, global trade/exporting information, heritage tourism planning, maintain/update the "Farm Fresh Atlas" map, GDBG grant assistance/administration, business development grants, tourism grants and historic preservation grants. Additional information on some of the programs is provided below:

EMSI Developer

EMSI Developer is used by ECWRPC to provide economic data to requesting economic development entities or municipalities in the East Central WI Region as a service of WEDC. EMSI data is composed of comprehensive information on industries, occupations, demographics - as well as things like occupational skills, education, training, and even the names and size of companies in your region broken down by industry. EMSI links more than 90 data sources from federal sources like the Bureau of Labor Statistics to state and private sources. Additional information on EMSI Analyst is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

Global Trade Strategy

As part of the Economic Development Administration's Community Trade Adjustment Assistance Program, ECWRPC developed a study to increase exports for small to medium size companies in NE Wisconsin. This program assists communities impacted by trade with economic adjustment through the: (1) coordination of federal, state, and local resources; (2) creation of community-based development strategies; and (3) development and provision of programs that help communities adjust to trade impacts. The Community TAA Program is designed to provide a wide range of technical, planning, and infrastructure assistance and respond adaptively to pressing trade impact issues. More information on the Global Trade Strategy is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

Oshkosh Region Defense Industry Diversification Initiative (ORDIDI)

The Oshkosh Region Defense Industry Diversification Initiative's (ORDIDI) overall approach is to focus on the dislocated worker and supply chain affected by OC layoffs. The objectives of this initiative are three-fold: (1) to align regional economic and workforce development strategies so they are responsive to Oshkosh's reduced manufacturing output, consider defense diversification strategies, and build on the region's comparative advantages; (2) to undertake outreach to and assistance for dislocated OC workers; and (3) to undertake outreach to and assistance for regional manufacturers and small business impacted by reduced OC manufacturing output.

Northeast Wisconsin Regional Economic Partnership

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were named as Technology Zone by the Wisconsin Department of Commerce in 2002. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone has provided over \$5 million in tax credits to businesses certified by Commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information can be found at [http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-\(newrep\)](http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-(newrep)).

New North, Inc

New North's mission is "to harness and promote the region's resources, talents and creativity for the purposes of sustaining and growing our regional economy." New North maintains a number of regionally based economic development committees charged with addressing the following initiatives:

1. fostering regional collaboration;
2. focusing on targeted growth opportunities;
3. supporting an entrepreneurial climate;
4. encouraging educational attainment;
5. encouraging and embracing diverse talents; and
6. promoting the regional brand.

For more information on the New North, visit: <http://www.thenewnorth.com/>.

Fox Cities Economic Development Partnership

The Fox Cities Economic Development Partnership (FCEDP) is a business attraction organization comprised of the municipalities, organizations and utilities interested in the economic growth of the Fox Cities area. Its mission, along with that of the Fox Cities Chamber of Commerce and Industry, is to foster the Fox Cities' economic development by creating and implementing marketing programs that promote the area as an attractive location for business and industry.

Private Programs

Wisconsin Economic Development Corporation (WEDC)

WEDC is a quasi-public agency and is the state's lead economic development agency. It works collaboratively with more than 600 regional and local partner organizations, educational institutions and other government offices to help businesses, communities and individuals take advantage of new opportunities for growth and job creation through innovative market-driven programs.

Community Development Investment Grant

The Community Development Investment Grant Program supports urban, small city and rural community re/development efforts by providing financial incentives for shovel-ready projects with emphasis on, but not limited to, downtown community-driven efforts. Grants up to \$50,000 are available for planning efforts, and grants up to \$500,000 are available for implementation projects. This program operates through a competitive process that occurs two to three times per fiscal year. - See more at: <http://inwisconsin.com/community/assistance/community-development-investment-grant#sthash.xp1DnX2Q.dpuf>.

- **Capacity Building Grants.** Capacity Building (CAP) Grant funds are designed to help strengthen Wisconsin's economic development network by assisting local and regional economic development groups with economic competitive assessments and the development of a Comprehensive Economic Development Strategy. Additional information regarding the CAP grants can be found at <http://inwisconsin.com/grow-your-business/programs/capacity-building-grants/>.
- **Brownfield Program.** Wisconsin's Brownfield Program provides grant funds to assist local governments, businesses and individuals with assessing and remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site. This program will help convert contaminated sites into productive properties that are attractive and ready for redevelopment. Additional information regarding the Brownfield Program can be found at <http://inwisconsin.com/grow-your-business/programs/brownfield-program/>.
- **Enterprise Zone Tax Credit.** A certified business may qualify for tax credits only for eligible activities that occur after an eligibility date established by WEDC. Positions that are created as a result of the tax credits claimed shall be maintained for at least five years after the certification date established by WEDC. Additional information regarding the Enterprise Zone Tax Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/enterprisecredit/>.
- **Wisconsin Manufacturing and Agriculture Credit.** The manufacturing and agriculture tax credit is available to individuals and entities for taxable years that begin on or after January 1, 2013, for manufacturing and agricultural activities in Wisconsin. The tax credit is available for income derived from manufacturing or agricultural property located in Wisconsin and will offset a significant share of Wisconsin income taxes. The credit is a percentage of "eligible qualified production activities income. Additional information regarding the Wisconsin Manufacturing and Agriculture Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/wisconsin-manufacturing-and-agriculture-credit/>.
- **Business Opportunity Loan.** Business Opportunity Loans are available to a business that has created new full-time positions and/or retained its existing full-time employment base in Wisconsin. Additional information regarding Business Opportunity Loans can be found at <http://inwisconsin.com/grow-your-business/programs/business-opportunity-loan/>.
- **Impact Loans.** Impact Loans are available to businesses with expansion projects that will have a significant impact on job creation, job retention, and capital investment on the surrounding community. WEDC's Impact Loan Program is a forgivable loan program. Additional information regarding Impact Loans can be found at <http://inwisconsin.com/grow-your-business/programs/impact-loans/>.
- **Business Development Tax Credit (BTC) Program.** BTC Program supports job creation, capital investment, training and the location or retention of corporate headquarters by providing companies with refundable tax credits that can help to reduce their Wisconsin state income tax liability or provide a refund. Additional information regarding the BTC Program can be found at <http://inwisconsin.com/grow/assistance/btc/>.
- **Training Grants.** Rodrigues Training grants are available to any business making a firm commitment to locate a new facility in Wisconsin or expand an existing facility within the state, and are upgrading a product, process or service that requires training in new technology and industrial

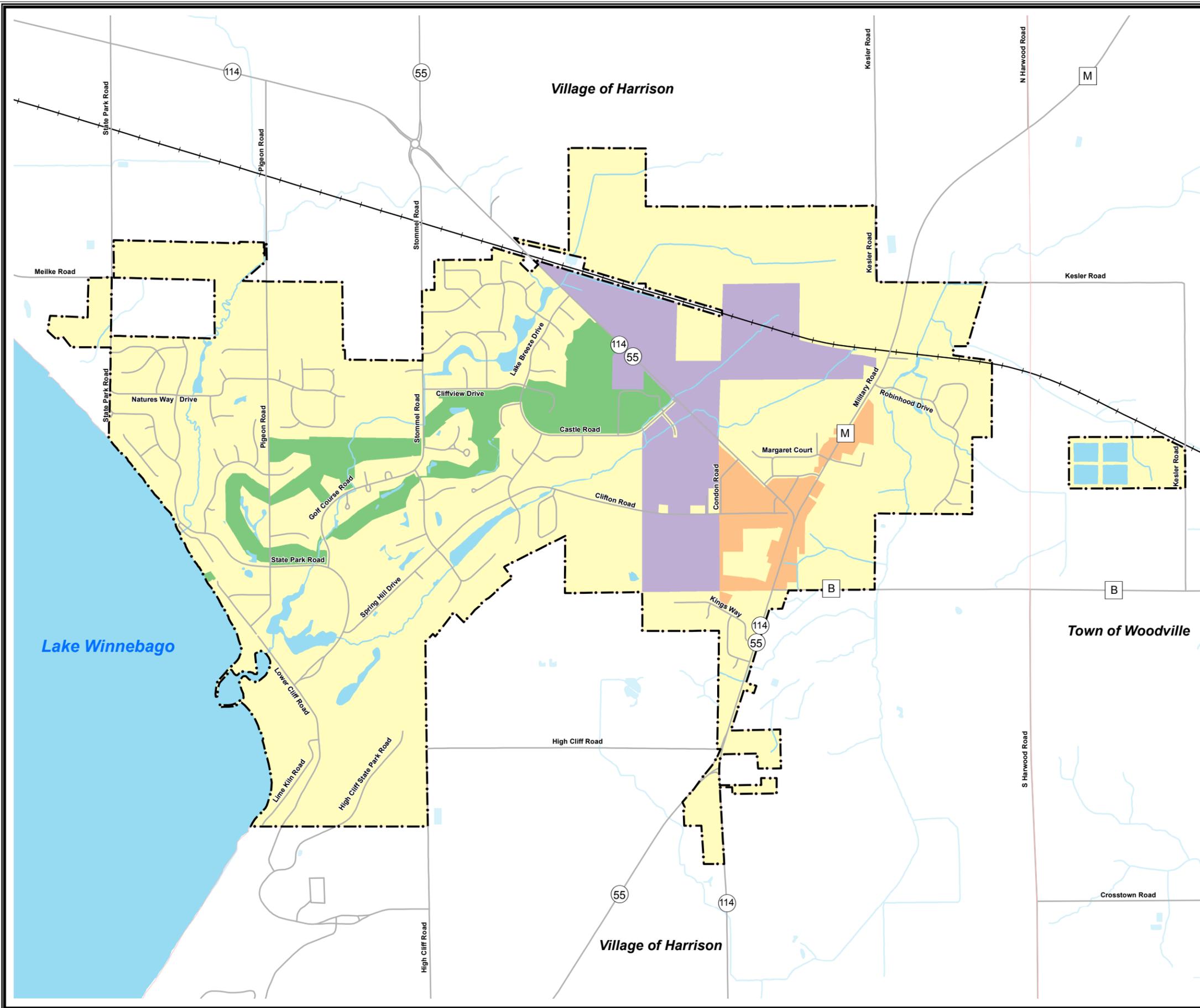
skills. Grants fund business upgrades to improve the job-related skills of its full-time employees. Additional information regarding Training Grants can be found at <http://inwisconsin.com/grow-your-business/programs/training-grants/>.

- **Entrepreneurial Training Grant Program (ETG).** The ETG program provides potential new small business owners with partial tuition for attending the Small Business Center's (SBDC) Entrepreneurial Training Course. This course helps entrepreneurs prepare a comprehensive business plan that evaluates the feasibility of the proposed start up or expansion; identifies possible financing sources; and provides other information in regard to initial business start-up costs. Grants provide up to 75% of total tuition costs. Information regarding the ETG Program can be found at <http://www.wisconsinsbdc.org/etp>.
- **Minority Business Development Revolving Loan Fund.** The Minority Business Development Revolving Loan Fund Program (MRLF) is designed to support minority business development through business creation, business expansion and minority community business attraction. This is accomplished through direct grant assistance to qualifying minority business associations in Wisconsin. Grant assistance is provided to minority business associations for Revolving Loan Funds, technical assistance and used as a pass through to fund training. Additional information is available at <http://inwisconsin.com/inside-wedc/transparency/programs/minority-business-rlf/>.

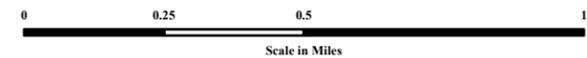
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Map 6-1 Village of Sherwood Comprehensive Plan Update Economic Development

- Tax Incremental District 1
- Tax Incremental District 2
- Tax Incremental District 3



Source:
Base Data provided by Calumet County 2016.
Tax Incremental District Data Data provided by
Wisconsin Department of Revenue 2017.



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East Central Wisconsin
Regional Planning Commission
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CHAPTER 7

INTERGOVERNMENTAL COOPERATION

7. Intergovernmental Cooperation

7.1 Introduction

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services and jurisdictions or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impact other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. We have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

1. Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
2. Opportunity to address regional issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
3. Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
4. Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save communities money, as well as the disappointment and frustration of unwanted outcomes.
5. Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

6. Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
7. Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them.
8. Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
9. History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
10. Service to citizens – The biggest beneficiaries of intergovernmental cooperation is citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.
11. Sharing staff talent. Staff brings many unique experiences, skills and knowledge. The sharing of these talents strengthens communities.

This element will contain information regarding existing plans or agreements, opportunities for the future, and existing and potential conflicts, and will identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

7.2 Inventory of Existing Agreements

Adjacent Local Governments

Fire Protection

The Village of Harrison provides fire protection services including first responder services to the Village of Sherwood. The agreement is annual with automatic renewal unless a notification has been provided within six months of the renewal.

Other

The Village of Sherwood and the recently formed Village of Harrison have had limited communications. Representatives from both communities are now meeting to discuss cooperation opportunities. As noted earlier, both communities benefit from working together and sharing information. There are potential cooperation opportunities with transportation and other shared needs.

Calumet County

Highway Projects

The village and the county cooperate on highway projects including road patching, paving, and use of special equipment.

Police Protection

The Village of Sherwood uses the Calumet County Sheriff Department for its police protection. This service is administered through an annual contract.

Region

In recent years, Calumet County has been experiencing an increasing role in the region. The county's significant population growth has resulted in an increased interdependent relationship in the region as a whole for economic development, transportation, natural resource protection, tourism, housing, and planning. This is evident by the number of regional programs and groups that are available to the county and local municipalities including the Fox Cities Economic Development Partnership, Northeast Wisconsin Stormwater Consortium, New North, Inc., Northeast Wisconsin Regional Economic Partnership, Niagara Escarpment Resource Network, and several other regionally focused efforts. Calumet County, as well as many local municipalities, are active participants in regional efforts and cooperation and will continue to be in the future.

The Village of Sherwood is actively involved with the following organizations or agencies:

East Central Wisconsin Regional Planning Commission

The Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Services provided by the Commission include comprehensive and land use planning; transportation improvement and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; technical assistance to local governments; geographic information services, and aerial photography distribution.

East Shore Recycling Commission

The East Shore Recycling Commission was started in 1994. Member communities include the Cities of Brillion, Chilton, Kiel, and New Holstein and the Villages of Hilbert, Potter, and Sherwood, and the Towns of Brillion, Brothertown, Calumet (Fond du Lac County), Charlestown, New Holstein, and Rantoul. Communities work together to jointly negotiate recycling collection and processing contracts with private providers. By working together these municipalities feel they are offered a better rate on recycling services from providers. The Commission is run with established bylaws and a board which meets as needed. The Commission has recently begun working on recycling education through funds offered by a grant program at the WDNR.

Northeast Wisconsin Stormwater Consortium

The Northeast Stormwater Consortium is envisioned as a network of communities that will equitably share resources to cost-effectively address stormwater issues and ultimately achieve behavior change, thereby improving watershed health. While regulatory compliance is acknowledged as one reason for being involved in this consortium, member communities are committed to enhancing area residents' quality of life through stormwater management and recognize the importance of doing more than just "getting by." Member communities see the connection between effective stormwater management and clean water for drinking and recreating, reduced flooding, and enhanced beauty and health of streams and lakes.

The mission of the Northeast Wisconsin Stormwater Consortium is to facilitate efficient implementation of stormwater programs locally and regionally that will both meet WDNR and EPA regulatory requirements and maximize the benefit of stormwater activities to the watershed by fostering partnerships, and by providing technical, administrative, and financial assistance to members.

Fox Cities Room Tax

The Fox Cities Hotel Room Tax Commission was formed to coordinate tourism promotion and tourism development using tax revenues generated from the imposition of room taxes in the Fox Cities Tourism Zone pursuant to the Room Tax Act. The jurisdiction of the Commission includes the City of Appleton, the City of Kaukauna, the City of Neenah, the Village of Kimberly, the Village of Little Chute, the Town of Grand Chute, the Town of Neenah, the Village of Fox Crossing, the City of Menasha, and the Village of Sherwood. The Commission is a quasi-Municipal body, corporate and politic, that is separate, distinct and independent from the State of Wisconsin and all local units of government.

State

The Village of Sherwood and Calumet County maintain relationships with a variety of state agencies and departments. The majority of these relationships may be characterized as regulatory in nature. Calumet County, acting as an arm of the state, must ensure enforcement of many state regulations and rules and therefore work with a variety of state agencies and departments on rule enforcement, compliance monitoring, and reporting. The village has a more limited role in dealing with state regulations. The county's relationships are most common with departments such as the Department of Natural Resources, Department of Revenue, Department of Health and Family Services, and Department of Justice.

The Village of Sherwood and Calumet County also maintain relationships with state agencies that are more related to program implementation. These programs can include goals to improve economic development, housing, natural resources, education, and cultural resources. These types of relationships are most common with departments such as Agriculture, Trade and Consumer Protection, Department of Commerce, State Historical Society, Department of Transportation, Department of Tourism, Department of Public Instruction, and the Department of Natural Resources.

Overall, the majority of state agencies and departments have both a regulatory function and a program based or advancement and planning function. The Village of Sherwood has a good working relationship with a number of state agencies that help ensure compliance with state regulations as well as the advancement in providing services to citizens.

7.3 Relationships with Other Governmental Units

School Districts

Calumet County is served by a total of 11 school districts, and the Village of Sherwood is served by Hilbert and Kaukauna Area School Districts. The majority of houses in the village are incorporated into the Kaukauna Area School District. The village's relationship with the school district is generally limited, but there are opportunities for cooperation. Functions in which cooperation are most feasible include sharing of public buildings or facilities and the coordination of park and recreation facilities or programs.

The siting of new school facilities is mainly conducted by the school district. Typically the village will have a limited role in this process. However, the village's comprehensive plan can be a resource in the future for siting facilities and analyzing potential locations, demographics, and transportation issues.

Other Forms of Cooperation

While not a formal unit of government, the Village of Sherwood has been very active in supporting Friends of High Cliff State Park, a local Friends group that is committed to promoting and preserving High Cliff State Park.

The village offers in-kind services which have included use of village expertise, staff time, and contacts with donors or vendors for projects that will further enhance High Cliff State Park.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Potential Opportunities

Numerous opportunities exist for further cooperation with other units of government. Four primary intergovernmental opportunities include the following:

1. cooperation with services;
2. cooperation with regulations;
3. cooperation by sharing revenue; and
4. cooperation with boundaries.

Several of these potential opportunities are described as follows:

#	Opportunity	Other Governmental Unit Assistance
1	Assistance in rating and posting local roads for road maintenance and road improvement planning.	Calumet County Highway Department
2	Update and amend comprehensive plan and/or ordinances when applicable.	Calumet County Planning, Zoning, Land Information Office and Neighboring municipalities
3	Develop plan implementation ordinances and other tools.	Calumet County Planning, Zoning, Land Information Office and Neighboring municipalities
4	Work with the school district to anticipate future growth, facility, recreation, and busing needs.	School District
5	Share community staff, office equipment, or construction and maintenance equipment.	Neighboring municipalities
6	Coordinate shared services or contracting for services such as police protection, solid waste compost and recycling, recreation programs, etc.	Neighboring municipalities
7	Cooperatively manage land use and development to ensure continuing groundwater quantity and supply.	Neighboring municipalities
8	Improve attractiveness of community entrance points.	Neighboring municipalities

7.5 Boundary Agreements and Provision of Services

Boundary and Land Use Agreements

Decisions about municipal boundaries are usually linked to land use and utility service decisions. Towns and neighboring villages/cities should work toward mutually agreeable solutions for long-term municipal boundaries and land use. The Land Use chapter of this document addresses this issue in detail.

Continuing cooperation on comprehensive plans is one good way to achieve coordination among neighboring communities. Going further, plans can be formalized through intergovernmental boundary and land use agreements. Formal intergovernmental agreements may cover agreed future land uses in planned transition areas, set long term municipal boundaries, or set utility expansion limits. Such agreements help minimize potential for future conflicts as time passes.

With the recent incorporation of the Town of Harrison to the Village of Harrison previous boundary agreements have become null and void. The Village of Sherwood has an extraterritorial boundary with the Town of Woodville.

Cooperative Provisions of Utilities, Services, and Community Facilities

Consolidating and coordinating services and facilities between communities is done with the intent to achieve cost savings and improvement in services. Cooperative service agreements are particularly important in the current era of diminishing government financial resources. To advance intergovernmental cooperation with respect to community facilities and utilities, the community should:

1. Encourage cooperative utility system planning in areas that are already developed but may need a higher or more reliable level of sewage treatment over the 20 year planning period. Coordination between neighboring communities on this issue is of particular relevance where higher density developments are close to villages and cities with public utilities. Other alternatives for waste treatment for these types of areas include group (or community) waste treatment systems or separate sanitary or utility districts.
2. Ensure county policy continues to guide urban development into areas with public sanitary sewer and/or water systems and assist in working out intergovernmental agreements between towns and nearby cities or villages to extend public services into development areas in accordance with area development plans.
3. Continue discussions with local communities and neighboring counties on the provision of emergency medical services in the county to ensure adequate service delivery for residents over the long term, particular given the aging population.
4. Encourage the development and continuance of joint service agreements between communities. Key public services provided to residents and property owners include public education, police and fire protection, emergency medical service, road maintenance, trash collection, recycling, and snow removal. Calumet County communities should recognize a negotiating position that results from common geographical and administrative intent and the resulting strength in numbers. There is an existing potential to save taxpayer dollars through forming a united intergovernmental partnership for purchase of heavy equipment, supplies, capital items and through the bulk purchase of common items such as road salt. Purchases can be directed through the partnership to allow for consolidated purchases, economies of scale, and leveraged price points.

7.6 Intergovernmental Cooperation Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding intergovernmental cooperation.

Goal ICI: *Establish mutually beneficial intergovernmental relations with other units of government (Village of Sherwood Land Use Plan, 2000).*

Objectives

1. Encourage collaboration between the Village of Sherwood, Calumet County, and neighboring jurisdictions with regard to planning initiatives and development policies (*Village of Sherwood Land Use Plan, 2000*).
2. Continue to develop the cooperative working Relationships the village has established with neighboring communities and the county.
3. Increase cooperation with neighboring communities and Calumet County to provide efficient and effective emergency services, street maintenance, and other services when appropriate.
4. Coordinate communication to the public regarding the announcement of meetings, activities, development projects, programs, and issues.
5. Consider cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.
6. Encourage cooperation with the school districts in utilizing appropriate school facilities for open space and recreational needs.
7. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves natural resources and minimizes conflicts between urban and rural uses (*Village of Sherwood Land Use Plan, 2000*).

7.7 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. Continue cooperative planning efforts with surrounding towns, districts, associations, service providers and the county.
2. The community should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.

3. An advisory body shall be appointed to establish clear goals, objectives, and expectations for the purpose of negotiating any intergovernmental agreement.
4. The village shall determine the preferred statutory method of intergovernmental cooperation agreements (i.e. 66.0301, 66.023, etc.) as part of any agreement negotiating process.
5. The village will bi-annually evaluate the cost effectiveness of existing departments/offices or agencies which are independent of other government entities or where no intergovernmental agreements exist.
6. Neighboring communities and districts will be invited to any future meetings in which amendments or updates to the comprehensive plan are made.
7. If a neighboring jurisdiction is creating or amending a comprehensive plan, community representatives will attend or accept invitations to intergovernmental discussions.
8. The development of a governmental association, an association of all neighboring jurisdictions in which intergovernmental issues will be discussed, will be developed within the planning period.
9. Any educational efforts regarding planning, land use regulation, implementation or resource management will be discussed as being a joint effort with neighboring communities.
10. A joint planning area shall be developed with neighboring communities in areas where there is common interest, potential for conflicts or where regulatory authority overlaps.
11. Planning materials, reports and studies obtained from neighboring jurisdiction shall be kept in a central location and utilized when decisions that affect land use are made.
12. The village will annually distribute a newsletter or brochure describing current intergovernmental results and benefits and future opportunities. It shall be distributed to local citizens, neighboring jurisdictions, county and regional entities and state and federal representatives as necessary.
13. Before the purchase of new community facilities or equipment or the re-instatement of service agreements, the community will pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions.
14. Opportunities for sharing community staff or contracting out existing staff availability will be pursued should the opportunity arise.
15. All community facilities which have available capacity shall be considered for joint use with a neighboring community or group.
16. Any and all intergovernmental agreements or arrangements shall be in writing and the statutory authority for such agreements will be identified.

7.8 Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Calumet County Municipal Leaders Group

This group is comprised of all city mayors, village clerks, and town chairpersons in Calumet County. They meet quarterly to discuss ways to cooperate better and share services. The group is organized through the County Administrator's Office.

Wisconsin Partnership

The State of Wisconsin offers local governments contract purchasing, technical advice, data and financial assistance to more efficiently provide government services and increase cooperation. At www.WisconsinPartnership.wi.gov a variety of information is provided to help local governments become more cost-effective.

Wisconsin Department of Administration, Division of Intergovernmental Relations- Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation, and cooperative boundary plans. Contact the Wisconsin Department of Administration, Division of Intergovernmental Relations for further information.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. Established in 1898, the League acts as an information clearinghouse, lobbying organization, and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation is available through the Local Government Center. For further information visit its website at www.uwex.edu/lgc/.

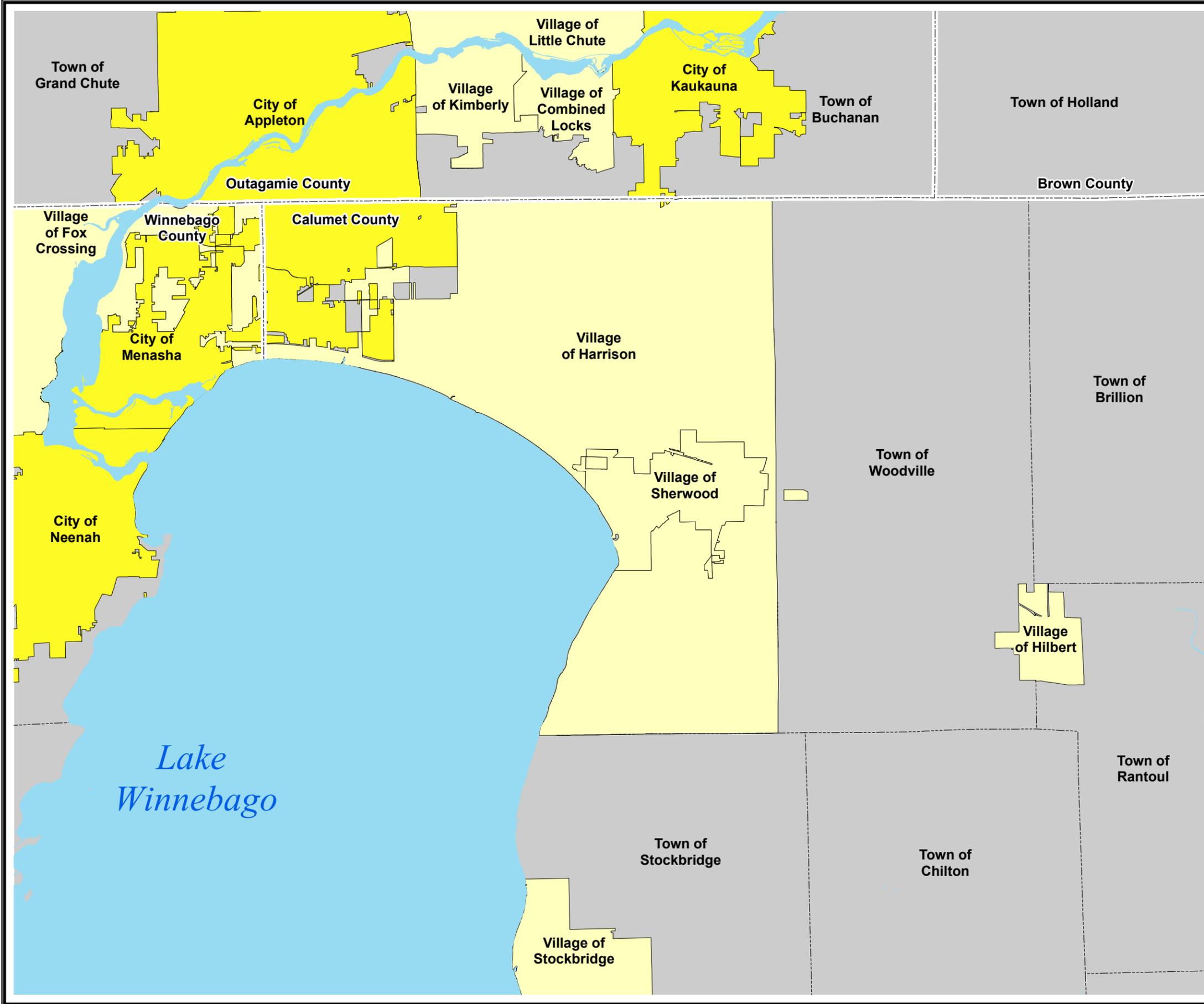
Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term "municipality" is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan

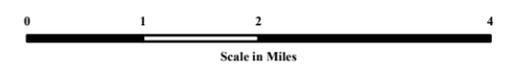
by facilitating efficient provision of public facilities and services. In Calumet County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

Map 7-1 Village of Sherwood Comprehensive Plan Update Intergovernmental Cooperation

- City
- Village
- Town



Source:
Base Data provided by Calumet, Winnebago,
Outagamie, Brown County 2016.



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CHAPTER 8

LAND USE

8. Land Use

8.1 Introduction

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses. The maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today. A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, attitudes, and legal and political considerations all have land use impacts.

8.2 Existing Land Use

Table 8-1, Figure 8-1, and Map 8-1 detail the existing land uses found in the Village of Sherwood. Land use is a means of broadly classifying different types of activities relating to how land is used.

Residential

Residential development in Sherwood consists primarily of single-family housing (20.7% of total land use) along with minimal multi-family housing (0.20% of total land use). Residential land use accounts for 471 acres of land or approximately 21% total land use in the village. While single-family housing is scattered throughout the village, there are three areas where it is concentrated. There is a large area of single-family housing in the west of the village, which is along Lake Winnebago. Another area of housing exists to the north and east of High Cliff Golf Course, and the third major cluster of housing is on the eastern end of the village around the Sherwood Forest Country Club. There are smaller areas of single-family housing along major transportation routes in the community. Multifamily housing does not exist in any concentrated areas of the village. It consists primarily of condominium buildings rather than apartment complexes.

Commercial

Commercial development accounts for approximately 35 acres or 1.6% of the land use in the Village of Sherwood. This commercial development is located almost exclusively along major transportation routes in the village including STH 114/55, CTH M, and the rail line. The exception to that is commercial development on the west side of the village which is associated with High Cliff Golf Course.

Parks and Recreation

Recreation is a major type of land use in the Village of Sherwood. The various areas make up 483 acres of the land or 21.5 % of the total land use within the village. The areas include golf courses and parkland located throughout the entire village. There are two golf courses and one state park which account for the majority of this land use.

Cropland

Cropland occupies a significant portion of the land in Sherwood. Currently, farmland and cropland occupies approximately 520 acres, or 23% of the land in the village. These agricultural areas are located on the periphery of the village. As the village continues to grow, this land will most likely be converted to other uses. This issue, and the mechanics of how and where this happens, has been a primary focus of the land use planning process.

Transportation and Utilities

Transportation related land use features include local streets, county and state highways, and rail corridors. Utility lines typically follow these main transportation routes. In the Village of Sherwood, transportation and utilities occupy 220 acres or 9.8 % of the land in the village.

Industrial and Quarry

The Village of Sherwood has almost 45 acres of land, or 2% of the village land mass, currently used for industrial or quarry purposes.

Institutional

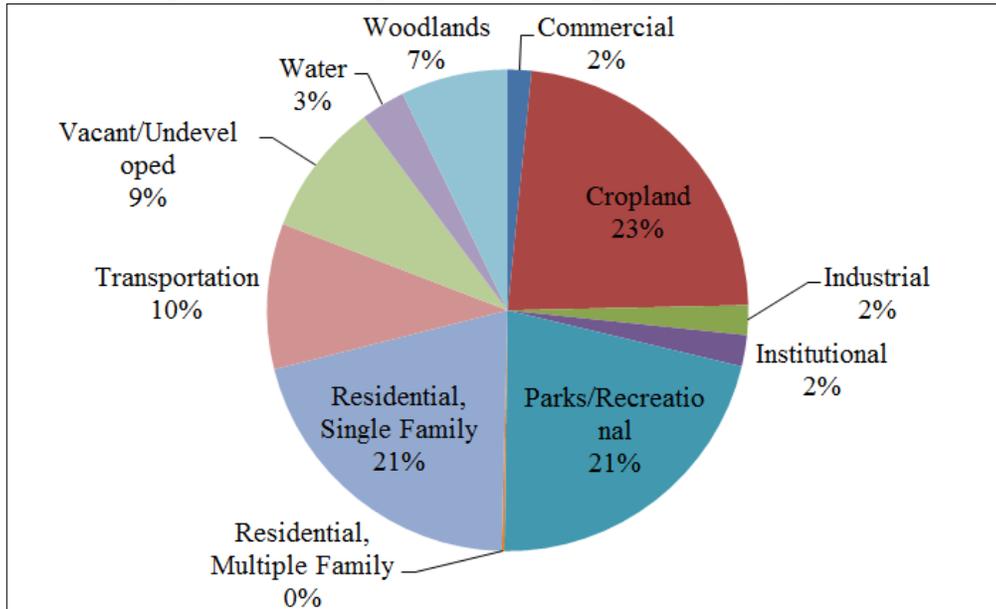
The Village of Sherwood has 47.4 acres of land, or 2.1% of the village land mass which is currently used for institutional purposes. This includes schools, government buildings, churches, and cemeteries. The institutional buildings are primarily located along STH 55/144 and in the village center along Clifton Road.

Table 8-1: Current Land Use, Village of Sherwood, 2015

Land Use	Village of Sherwood		
	Acres	Percent of Developed Land	Percent of Total Acres
Commercial	35.0	4.28%	1.55%
Industrial	44.8	5.48%	1.99%
Institutional Facilities	47.4	5.79%	2.10%
Residential, Multiple Family	4.5	0.55%	0.20%
Residential, Single Family	465.8	56.99%	20.70%
Transportation	219.9	26.90%	9.77%
Total Developed	817.4	100%	36%
Cropland	519.8	36.26%	23.09%
Parks/Recreational	483.1	33.70%	21.46%
Vacant/Undeveloped	201.8	14.08%	8.97%
Water	67.5	4.71%	3.00%
Woodlands	161.2	11.25%	7.16%
Total Undeveloped	1,433.4	100%	64%
Total Acres	2,250.8	-	-

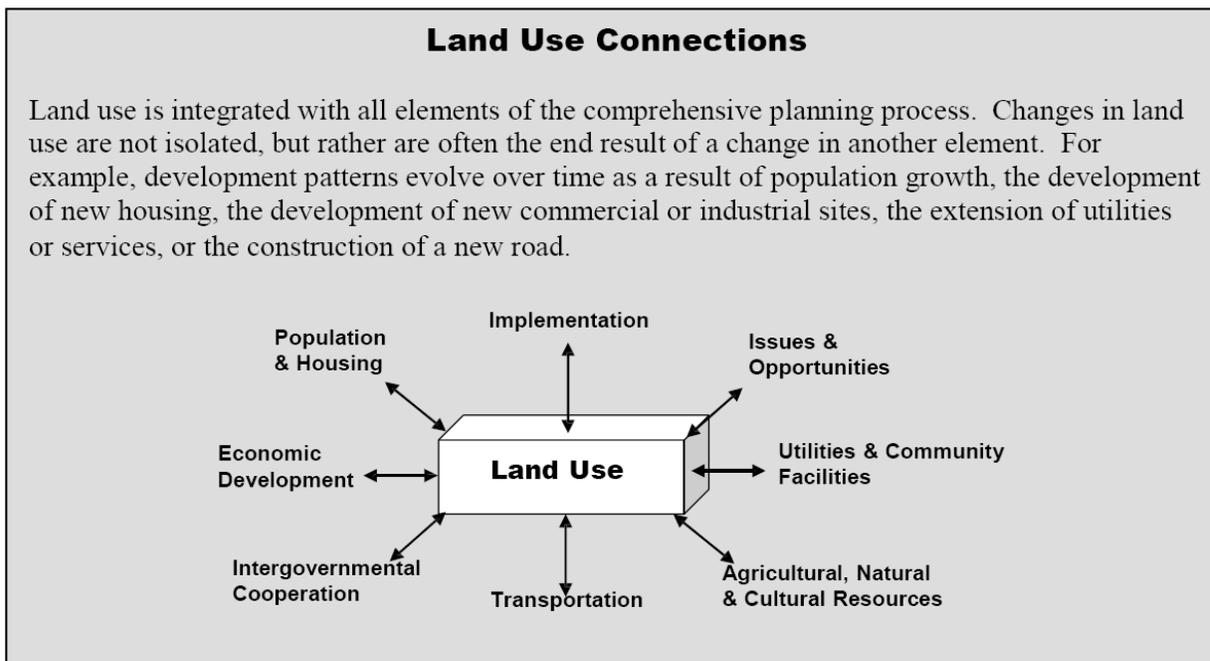
Source: East Central WI RPC, 2015.

Figure 8-1: Existing Land Use, Village of Sherwood, 2015



Source: East Central WI RPC, 2015.

Figure 8-2: Land Use Connections



Land Use Density and Intensity

Density

Density is broadly defined as a “number of units in a given area¹”. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. Between 2000 (203.5 units/sq. mi.) and 2010 (297.2 units/sq. mi.), residential densities increased in the Village of Sherwood, about 93.7 units per square mile (Table 8-2). Residential densities also increased in Calumet County (12.6 units/sq. mile), as a whole.

Table 8-2: Residential Density, 2000 and 2010

	2000			2010		
	Land Area in Sq. Miles	Total Units	Units/Sq. Mile	Land Area in Sq. Miles	Total Units	Units/Sq. Mile
V. Sherwood	2.91	593	203.5	3.46	1,027	297.2
Calumet County	319.84	15,758	49.3	318.24	19,695	61.9

Source: U.S. Census, 2000 and 2010 SF1, Table GCT-PH1.

Intensity

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the Village of Sherwood. To calculate land intensities, the categories (as defined by East Central) of

¹ Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

single and two-family residential, farmsteads, and mobile homes were all classified as “single-family.” Buildings consisting of three or more units were classified as “multi-family.”

Table 8-3: Residential Intensity, 2015

	2015		
	Units	Acres	Units/Acre
Single-Family	987	465.8	2.1
Multi-Family	22	4.5	4.9

Source: U.S. Census American Community Survey 2015, ECWRPC Land Use 2000 and 2015.

In 2015, residential single family land use intensities are estimated at 2.1 units per acre. Multi-family land use is estimated at 4.9 units per acre in the same time period (Table 8-3). Several important factors create more intense development patterns in communities. Single-family residential development is typically a less intense land use than multi-family. Another factor influencing residential intensity is the size of parcels. Parcels in older more established portions of a community are typically smaller than parcels developing today. This is because residential development in older neighborhoods took place when society was less dependent on the automobile. As a result, this necessitated smaller lot development that allowed for closer proximity to neighbors and services.

8.3 Supply, Demand, and Price Trends

Equalized Valuation

The equalized value of real property provides insight into land pricing and is a vital component to the provision of public facilities and services. The increase in real property in a community allows for additional tax revenue necessary to fund public facilities and service programs.

Equalized values are based on the full market value of all taxable property in the state, except for agricultural land. In order to provide property tax relief for farmers, the value of agricultural land is determined by its value for agricultural uses rather than for its possible development value, which is termed a “use value” system, rather than one based on full market value.

Table 8-4 details the total equalized values for the Village of Sherwood from 2013 to 2017 by land category.

Table 8-4: Equalized Valuation, Village of Sherwood 2013-2017

	2013	2014	2015	2016	2017
Residential	\$221,576,600	\$230,449,100	\$242,927,900	\$246,419,100	\$261,984,200
Commercial	\$9,588,700	\$10,212,000	\$10,284,400	\$10,177,000	\$10,177,000
Other	\$2,325,000	\$2,449,900	\$2,530,600	\$2,567,000	\$2,567,000
Manufacturing	\$293,500	\$293,500	\$293,500	\$293,500	\$293,500
Agricultural	\$100,100	\$106,800	\$99,200	\$99,900	\$100,000
Ag Forest	\$68,800	\$60,800	\$60,800	\$60,800	\$60,800
Undeveloped	\$22,200	\$25,500	\$26,700	\$27,500	\$27,500
Productive Forest	\$-	\$-	\$-	\$-	\$-
Total Real Estate	\$233,974,900	\$243,597,600	\$256,223,100	\$259,644,800	\$275,210,000

Source: Wisconsin Department of Revenue, Statement of Changes in Equalized Values by Class and Item, 2013-2017.

8.4 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Village of Sherwood. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during the plan implementation. Note that some of the following conflicts are in regard to local issues, some to county level issues, and some involve both levels of government involvement.

Existing Land Use Conflicts

1. Wind energy or telecommunication towers.
2. Development near environmentally sensitive areas.
3. Development near or involving the Niagara Escarpment.
4. Storage of junk vehicles and general lack of property or building maintenance.
5. Non-uniform management of issues that cross municipal boundaries.
6. Residential and industrial or high intensity commercial incompatibility.
7. Poorly designed or unattractive commercial or industrial development.
8. Lack of screening or buffering between incompatible uses.
9. Home based businesses that take on the characteristics of primary commercial or industrial uses.

Potential Land Use Conflicts

1. Development along or on the Niagara Escarpment.
2. ATCP 51 regulations and the lack of ability of communities to restrict agricultural expansion in planned buffer areas.
3. Impacts to groundwater from intensive agriculture or rural development.
4. Poorly designed or unattractive rural development in community gateways or entrance points.
5. Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.

6. Meeting the service demands of newly developed areas.
7. Controlling and managing development along highway corridors and interchanges.
8. Sherwood has had an extremely high rate of residential growth. That, coupled with a community wide love of natural features and both active and passive recreational areas, will continue to create a conflict for land use in the community.
9. Intergovernmental challenges.

8.5 Projected Supply and Demand of Land Uses over the Planning Period

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.² The projections for the Village of Sherwood can be seen in Table 8-5.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

In 2010, the Village of Sherwood had a total of 1,027 housing units³. Using information obtained from the Wisconsin Department of Administration, it is estimated that there are currently 1,081 housing units in the village (2015). Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 2,009 housing units⁴ or about 928 additional housing units in the village. Maintaining the current split between single family, duplex and multi-

² Wisconsin State Statutes 66.1001.

³ U.S. Census 2010.

⁴ A 10% increase was added to the difference between the WDOA estimated number of housing units in 2040 minus the number of units in 2015.

family units, there will need to be a projected 1,935 single family units (96.3%), 32 duplexes (1.6%) and 44 multi-family units (2.2%). Based on the current zoning, the city will need 686 acres for single family, 10 acres for duplexes, and 14 acres for multi-family development⁵ or a total of 710 acres for residential development.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2015, the population of the Village of Sherwood was 2,900 people. Therefore the ratio of acres of commercial land use to population in 2015 is 0.012 acres per person, while the ratio of acres of industrial land use to population was also 0.015 acres per person. Multiplying the ratio of commercial and industrial acres per person by the 2040 population⁶ and adding a 15 percent infrastructure factor and 20 percent market factor, it is determined that 82 acres of commercial acreage and 104 acres of industrial acreage will be needed by 2040.

Growth within the Village of Sherwood is expected to occur over the planning period within and adjacent to the city (Map 10-1). Table 8-5 provides five year land consumption estimates for residential, commercial and industrial land uses.

Table 8-5: Future Land Consumption, Village of Sherwood, 2015-2040

Land Use	2015	2020	2025	2030	2035	2040	Change 2015-2040
Commercial	35.0	44.3	53.6	63.0	72.3	81.6	46.6
Industrial	44.8	56.7	68.6	80.6	92.5	104.4	59.6
Residential, Multiple Family	4.5	6.4	8.3	10.2	12.1	14.0	9.5
Residential, Single Family	465.8	511.8	557.9	603.9	650.0	696.0	230.2

Source: ECWRPC Land Use 2015 and Wisconsin Department of Administration.

Note that these projections are directly related to the projected population growth for the village. The village, through the comprehensive planning process, has identified means to control and direct growth to the most suitable areas.

8.6 Future Land Use

The future land use plan is one of the primary components of the comprehensive plan that can be used as a guide for local officials when considering future development within the community. The plan is long range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions. Major components of the future land use plan include the future land use map and the future land use classifications. The descriptions provided as well as the Implementation element will provide the community with decision making and planning tools to implement the future land use map.

⁵ This includes a 15% infrastructure factor and a 20% market factor.

⁶ A 10% increase was added to the difference between the WDOA population estimate in 2040 minus the population estimate in 2016.

Future Land Use Plan Summary

The Future Land Use Map represents areas of planned land uses coordinated through long-term community design, infrastructure improvement, and economic development strategy. The map displays land use intent through the future land use classifications which generally summarize the policies under which development should occur. The designated land uses, both inside of the village boundary are consistent with the long-term plans of the village. Future development will be directed to the appropriate designated areas in conjunction with coordinated land use and the village's ability to provide necessary municipal services.

The village has planned all areas within the village limits and specified areas outside the existing municipal border. Primary emphasis has been placed on supporting single-family residential development and expanding economic development opportunity. These decisions have been made in light of WDOA population projections that show significant anticipated growth of both population and building permits in the Village of Sherwood. Given those factors, future land uses in the village indicate opportunity for growth outside of the uses shown on the current land use map with an emphasis on residential, commercial, and industrial development. The following text discusses major land use classifications within the areas of the village where there is anticipated change over the course of the planning period.

Residential

It is anticipated that a substantial amount of residential growth will occur in the Village of Sherwood during the planning period. Most of this growth will be single-family housing with the opportunity for multi-family housing as the needs of the community dictate. At the moment it appears as though future residential growth will naturally happen on the west side of the village due to rapid growth of neighboring communities to the west including Appleton, Neenah, and Menasha.

Commercial

Expansion of the commercial area on the Future Land Use Map is primarily in response to current desire to create a cohesive commercial district in the Village of Sherwood. The village is in a difficult position in that there is not a solid commercial core from which to work, but the types of businesses that are currently in place do fit with the overall image of what is desired for that central area of development. It is important to realize that there is a strong desire of the village to maintain and enhance the pedestrian nature of the village by encouraging a mix of commercial uses, small professional offices and services, institutional, residential, civic, and park and open space uses in the central area of the village. The land at the northern edge of the village along STH 114/55 is perhaps better suited to a more broad category of uses that can also enhance the commercial district in the village.

Industrial

The areas that are designated for possible industrial growth areas on the Future Land Use Map are located in the Mixed-Use Employment Center. This land is currently being used by businesses that are agriculture related. Should that change over time, it would be land that could be easily transitioned into light industrial use. Recognizing that access to transportation is important to move either raw materials or finished products, industrial properties are appropriately clustered along the rail corridor and CTH M. It is anticipated that infrastructure demands for expansion of development in this area can be easily accommodated.

Recreation

There is a strong desire in the community to continue to grow the recreational areas within the village boundary. In addition, the Future Land Use map shows the intent to maintain additional lands currently outside of the village boundary for recreational purposes.

Agriculture

As development in Sherwood continues, agricultural land will slowly disappear. It is expected that overtime land will be developed for the above mentioned uses.

8.7 Smart Growth Areas

A Smart Growth Area is defined as “An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs.”

The arrangement of incorporated municipalities scattered throughout Calumet County’s landscape, creates the perfect situation to practice “Smart Growth” (directing growth into areas served with adequate utility and service infrastructures.) The Calumet County planning process and subsequently the Village of Sherwood’s comprehensive plan is based on the following six principles as identified by the American Planning Association.

Principle 1: Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. Within these designations residential development is limited, environmentally sensitive areas such as wetlands, floodplains, and contiguous woodlands are protected, and future development must utilize the existing street network to minimize additional local road maintenance costs.

Principle 2: Full Use of Urban Services

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services, and schools. The Calumet County planning process has identified areas within the county’s cities and villages to accommodate growth and development.

Sherwood is very concerned about directing growth to areas that are able to be serviced by sanitary sewer, water, and storm sewer. The village encourages infill in areas where these services already exist and encourages incremental development that maximizes efficiency and cost-effectiveness.

Principle 3: Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups.

While the Village of Sherwood contains a mix of residential, commercial, and industrial development, the community is predominately residential. The preferred land use map presents a plan for developing more mixing of uses particularly in the vicinity of the intersect of STH 55 and 114, Clifton Road, and CTH M.

Principle 4: Transportation Options

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution.

The Village of Sherwood is served by rail, a state highway, a variety of local roads, and an extensive network of bike and pedestrian trails which connect residential neighborhoods to both commercial and recreational opportunities. It does not currently have the population base to support any mass transit options in the community.

Principle 5: Detailed, Human Scale Design

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers that support jobs, commercial activity, and a range of services.

In Sherwood, the residential neighborhoods are somewhat separate from commercial areas but are well integrated into the network of recreational opportunities in the community. The preferred land use map developed in the planning process identifies areas around the village's commercial core where multi-family housing would be appropriately located near the commercial and service opportunities within the community.

Principle 6: Implementation

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances.

This plan recommends continued discussions and cooperation relative to land use planning and ordinance administration between the Village of Sherwood and adjacent townships, other municipalities, and Calumet County.

8.8 Land Use Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding land use.

Goal LUI: Provide for a compatible mix of land uses within the village.

Objectives

1. Require urban development to be located within the Village of Sherwood where it can be served with a full range of municipal services including sanitary sewer, water, and storm sewer (*Village of Sherwood Land Use Plan, 2000*).

2. Identify future land use areas that will increase compatibility between existing land uses and work to avoid future land use conflicts.
3. Regulate basic design standards for commercial and industrial development to protect property values and encourage quality design in the community.
4. Encourage urban in-fill, which is future development in areas where urban services are already in place.
5. Identify future growth areas and begin planning for incremental development which maximizes efficiency and cost-effectiveness.
6. Promote urban development which is environmentally sound and compatible with the natural resource base (*Sherwood Sewer Service Area Plan, 2002*).
7. Enhance and maintain neighborhoods in the Village of Sherwood (*Village of Sherwood Land Use Plan, 2000*).
8. Maintain the Village of Sherwood as a predominantly single-family community (*Village of Sherwood Land Use Plan, 2000*).
9. Preserve and establish visually attractive development (*Village of Sherwood Land Use Plan, 2000*).
10. Provide housing options for all including senior residents.

Goal LU2: Create an economically efficient and environmentally sustainable development pattern.

Objectives

1. Ensure that conflicts between neighboring land uses are minimized with logical land use transitions and buffer wards (*Village of Sherwood Land Use Plan, 2000*).
2. Ensure that a desirable balance and distribution of land uses are achieved (*Village of Sherwood Land Use Plan, 2000*).
3. Coordinate land development with transportation system improvements (*Village of Sherwood Land Use Plan, 2000*).
4. Control location, quantity, quality, and character of industrial development to reduce potential negative impacts on the community (*Village of Sherwood Land Use Plan, 2000*).

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct

action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. All development proposals shall meet the intent of the preferred land use plan classifications as described within the Land Use element.
2. All development proposals shall meet the goals and objectives of the established land use management areas, as identified within the Land Use Element of the comprehensive plan.
3. The plan commission has the assigned responsibility to develop and administer a land division ordinance which furthers the goals, objectives, and policies of the land use plan, and is consistent with state statutes governing local adoption of such controls.
4. The State of Wisconsin model conservation subdivision design ordinance and other similar existing models will be utilized in the development of the local land division controls to protect environmental corridors, agricultural lands, and open spaces.
5. The community intends to use the zoning process as conditions warrant to limit hours of operation for those limited land uses (e.g., night clubs) that have the potential to have significant negative impact on less intensive neighboring land uses.
6. The community shall require shared driveway access, shared parking spaces, and coordinated site plan designs in order to avoid the creation of new commercial strips.

8.10 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Land Information Program

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the Program. The Wisconsin Department of Administration oversees the Program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to state agencies and local governmental units with land information responsibilities.

Division of Intergovernmental Relations, Wisconsin Department of Administration

The Division of Intergovernmental Relations provides staff support to for administration of the Wisconsin Land Information Program. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

8.11 Future Land Use Map

Future Land Use Classifications

The future land use classifications represent the desired arrangement of future land use. The classifications are intended to reflect community desires and to display how land is planned for future use(s). The classifications were used to create the future land use map to graphically represent the desired arrangement of land use for the next 20 years and to guide and assist in growth management decisions and community development. The classifications address the type of intended use, the location of development, and density.

According to Section 66.1001 Wis. Stats., Comprehensive Planning, the Land Use element of a comprehensive plan must specify the general location of future land uses by net density or other classification. To address this requirement, the following future land use classifications have been developed for the Village of Sherwood to promote the desired features of the community. The future land use classifications are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use.

The future land use classifications are not zoning districts and do not have the authority of zoning. However, they can be used to help guide land use decisions through a number of different implementation tools such as land division ordinances and coordination with zoning regulations. The classifications are intended for use by local officials as a guide when making land use management decisions.

Detailed below are the classifications that were selected by the Village of Sherwood:

Table 8-6: Future Land Use Classifications

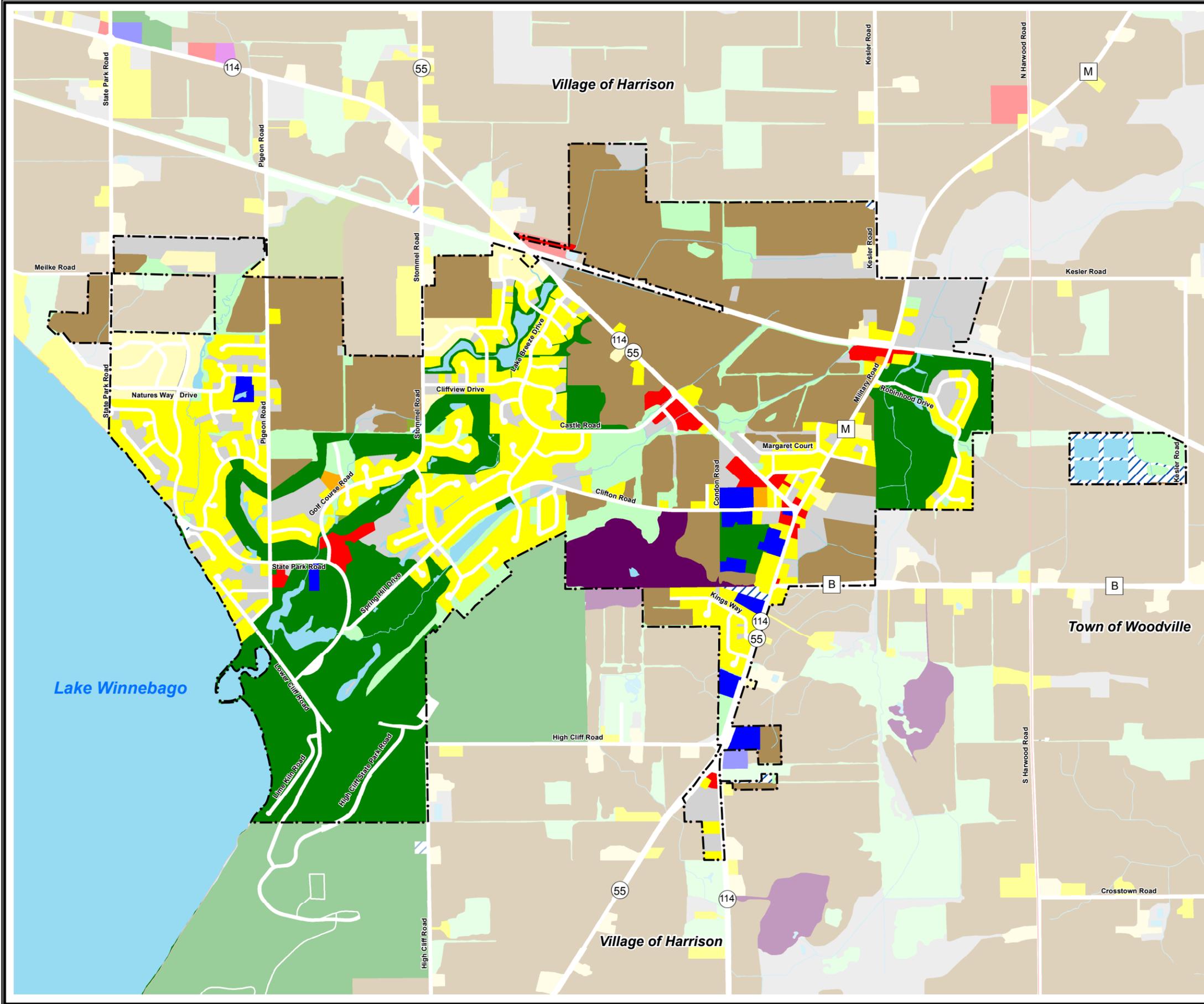
HOUSING LAND USES			
Land Use	Core Uses	Location Characteristics	Visual Characteristics
<p>Single Family Residential Infill Intent: These land uses primarily consist of Post-World War II single-family housing.</p>	<ul style="list-style-type: none"> • Single family housing • Parks • Institutional 	<ul style="list-style-type: none"> • Medium to low volume traffic areas. • Typically outside of core area of village. • Developments are in large tracts of land. 	<ul style="list-style-type: none"> • Low density land use. • Mostly single and two story building heights. • Standard housing setbacks. • Larger garages. • Significant open/green space within lots. • On street parking is not common.
<p>Residential Village Intent: This District is defined as being primarily comprised of a variety of housing options ranging from single family to multi-family that are constructed to create its own community.</p>	<ul style="list-style-type: none"> • Senior housing • Parks • Institutional 	<ul style="list-style-type: none"> • Medium to low volume traffic areas. • Typically located near core of village. • Developments are in larger tracts of land. 	<ul style="list-style-type: none"> • Higher density land use. • Non-standard housing setbacks. • Townhouse or cottage style buildings • Smaller garages. • On street parking is common. • Mature trees.
<p>Mixed-Use Residential Intent: These land uses primarily consist of multi-family housing along with commercial development.</p>	<ul style="list-style-type: none"> • Multi-family housing • Senior housing • Parks • Commercial • Institutional 	<ul style="list-style-type: none"> • Higher volume traffic areas. • Near transportation corridors and arterials. 	<ul style="list-style-type: none"> • High density land use. • Multi-story building heights. • Some open space.

COMMERCIAL LAND USES			
Land Use	Core Uses	Location Characteristics	Visual Characteristics
<p>Retail Center/Hub Intent: These land uses primarily consist of commercial retail and services.</p>	<ul style="list-style-type: none"> • Commercial 	<ul style="list-style-type: none"> • Higher volume traffic areas. 	<ul style="list-style-type: none"> • Medium to high density land use. • Varied building heights. • Small to medium building setbacks. • Multiple tenants. • Surface parking lots
<p>Downtown Mixed-Use District Intent: These land uses primarily consist of multi-family housing along with commercial development located in the downtown area of the village.</p>	<ul style="list-style-type: none"> • Multi-family housing • Commercial 	<ul style="list-style-type: none"> • Higher volume traffic areas. • Village corridors 	<ul style="list-style-type: none"> • Medium to high density land use. • Varied building heights. • Small to medium building setbacks. • Multiple tenants. • Underground/Structure parking
<p>Mixed-Use Employment Center Intent: These land uses primarily consist of multi-family housing along with commercial development.</p>	<ul style="list-style-type: none"> • Multi-family housing • Commercial 	<ul style="list-style-type: none"> • High volume traffic areas. • Highways • Major corridors 	<ul style="list-style-type: none"> • Medium to high density land use. • Varied building heights. • Short to medium building setbacks. • Multiple tenants. • Surface or underground parking

OTHER LAND USES			
Land Use	Core Uses	Location Characteristics	Visual Characteristics
<p>Institutional Hub Intent: These land uses provide educational, government and community services to the village.</p>	<ul style="list-style-type: none"> • Government offices and services • K-12 schools • Technical Schools • Universities and Colleges • Churches/Places of worship 	<ul style="list-style-type: none"> • Mix of traffic areas. • Transit service available. 	<ul style="list-style-type: none"> • Mix of densities. • Mix of building styles. • Mix of building heights. • Mix of building setbacks. • Mix of parking lots and varying needs of on street parking.
<p>Public Parks Intent: These land uses provide open spaces, green spaces and recreational opportunities for community residents.</p>	<ul style="list-style-type: none"> • Parks • Active recreation • Passive recreation 	<ul style="list-style-type: none"> • Lower traffic areas. • Limited transit service. 	<ul style="list-style-type: none"> • Near housing areas. • Limited number of structures, mostly open and improved land. • Mix of parking lots and varying needs of on street parking.
<p>Private Recreation Intent: These land uses provide open spaces, green spaces and recreational opportunities for paying customers.</p>	<ul style="list-style-type: none"> • Parks • Active recreation • Passive recreation 	<ul style="list-style-type: none"> • Lower traffic areas. 	<ul style="list-style-type: none"> • Near housing areas. • Limited number of structures, mostly open and improved land. • Mix of parking lots and varying needs of on street parking.
<p>Quarry and Quarry Reclamation Intent: These land uses provide</p>	<ul style="list-style-type: none"> • Quarry • Uses associated with quarry activities 	<ul style="list-style-type: none"> • Mix of traffic areas. 	<ul style="list-style-type: none"> • Limited number of structures, mostly open land with quarry equipment.

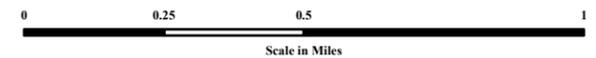
<p>non-metallic mining operations for the community. They also serve as reclamation sites when quarry options finish.</p>	<ul style="list-style-type: none"> • Reclamation activities 		<ul style="list-style-type: none"> • Reclamation potential for restoration or reuse of site for new development.
<p>Niagara Escarpment Corridor Intent: To recognize and conserve this globally recognized geologic feature as a narrow band of open space that can serve as trail corridor with viewing/vista locations.</p>	<ul style="list-style-type: none"> • Public or private open space • Trails • Sitting/Viewing areas • Nature education 	<ul style="list-style-type: none"> • High elevation • Exposed bedrock or steep slope • Possible challenges with construction 	<ul style="list-style-type: none"> • Preserved open space designed in concert with new development. • Corridor may vary in width. • Takes advantage of vistas/view sheds through height regulation.
<p>Environmentally Sensitive Areas Intent: To recognize and conserve natural resources which provide habitat or water quality functions.</p>	<ul style="list-style-type: none"> • Public or private open space • Trails • Sitting/Viewing areas • Nature education 	<ul style="list-style-type: none"> • Wetlands • Wetland buffer areas • Stream buffer areas • Floodways 	<ul style="list-style-type: none"> • Preserved open space designed in concert with new development. • Corridors may vary in width.
<p>Long Term Growth Area (2040+) Intent: Growth in this area is not expected during the planning timeframe.</p>	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • N/A
<p>Coordinated Growth Area Intent: Possible shared development with the Village of Harrison.</p>	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • N/A

Map 8-1 Village of Sherwood Comprehensive Plan Update Land Use 2000



- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

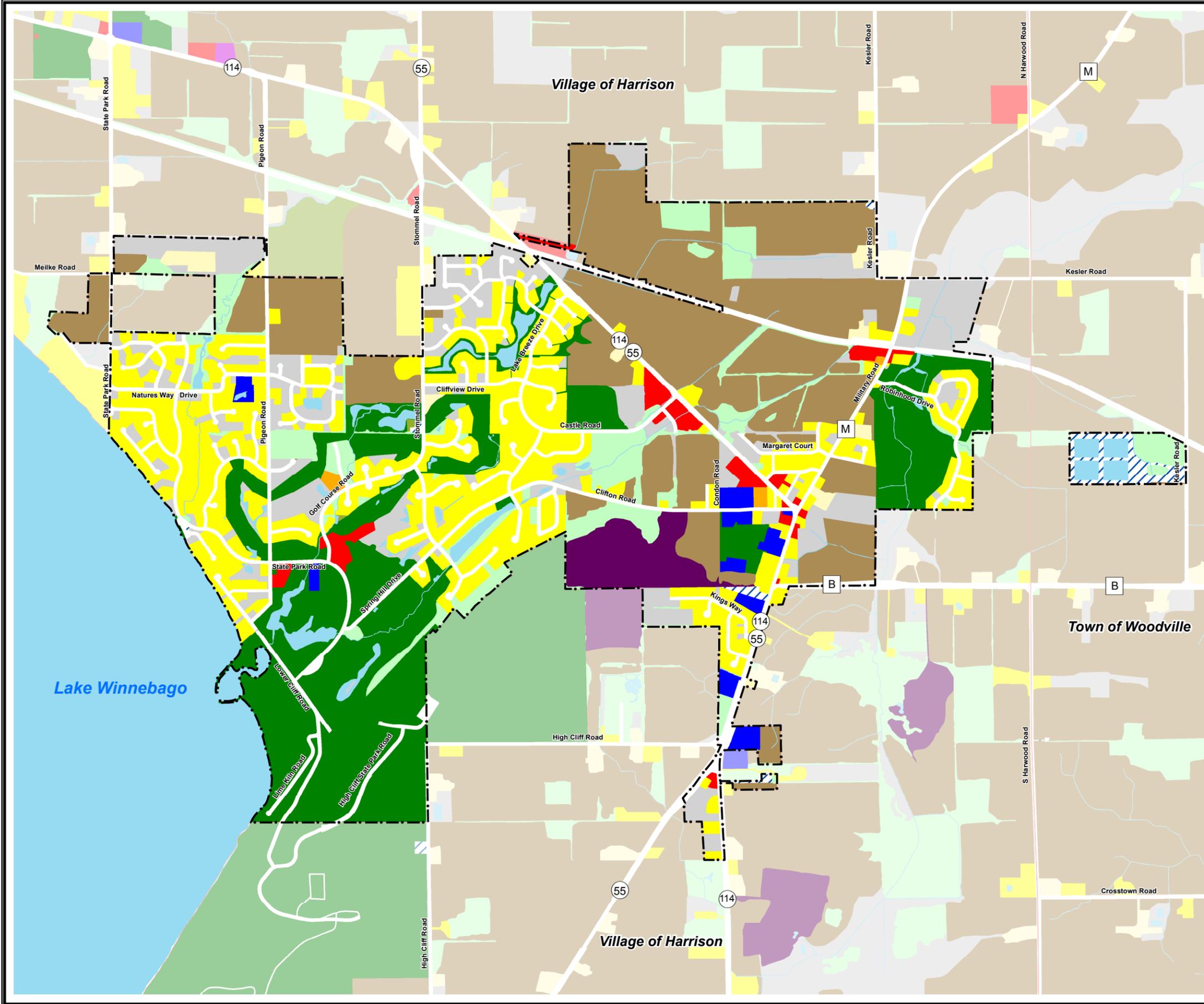
Source:
Base Data provided by Calumet County 2016.
Land Use Data provided by ECWRPC 2000.



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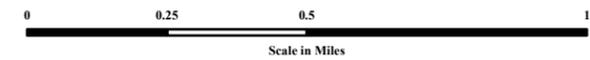
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Map 8-2 Village of Sherwood Comprehensive Plan Update Land Use 2010



- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

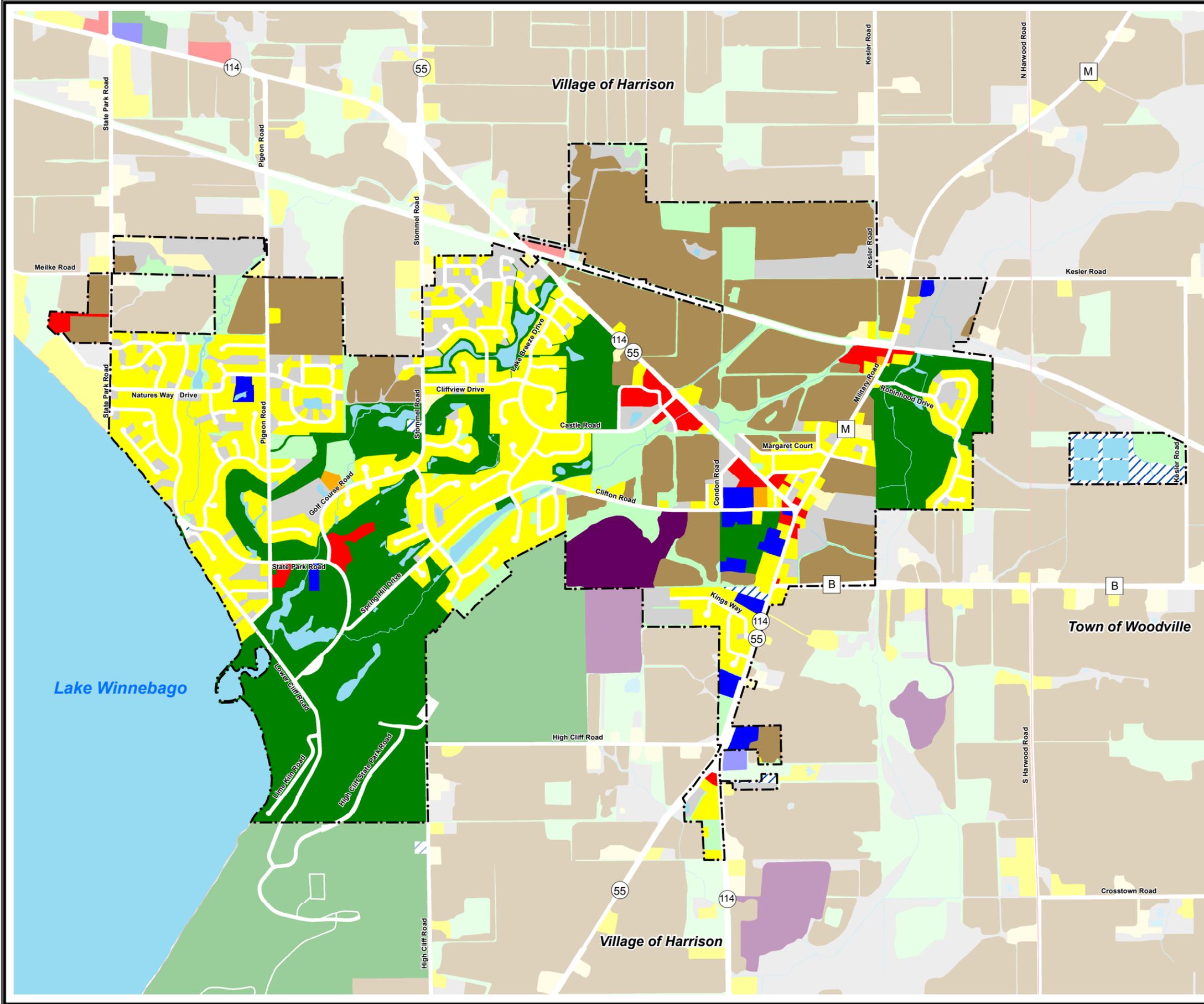
Source:
Base Data provided by Calumet County 2016.
Land Use Data provided by ECWRPC 2010.



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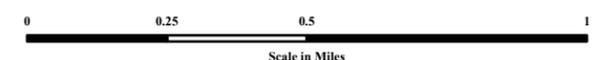
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Map 8-3 Village of Sherwood Comprehensive Plan Update Land Use 2015



- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

Source:
Base Data provided by Calumet County 2016.
Land Use Data provided by ECWRPC 2016.

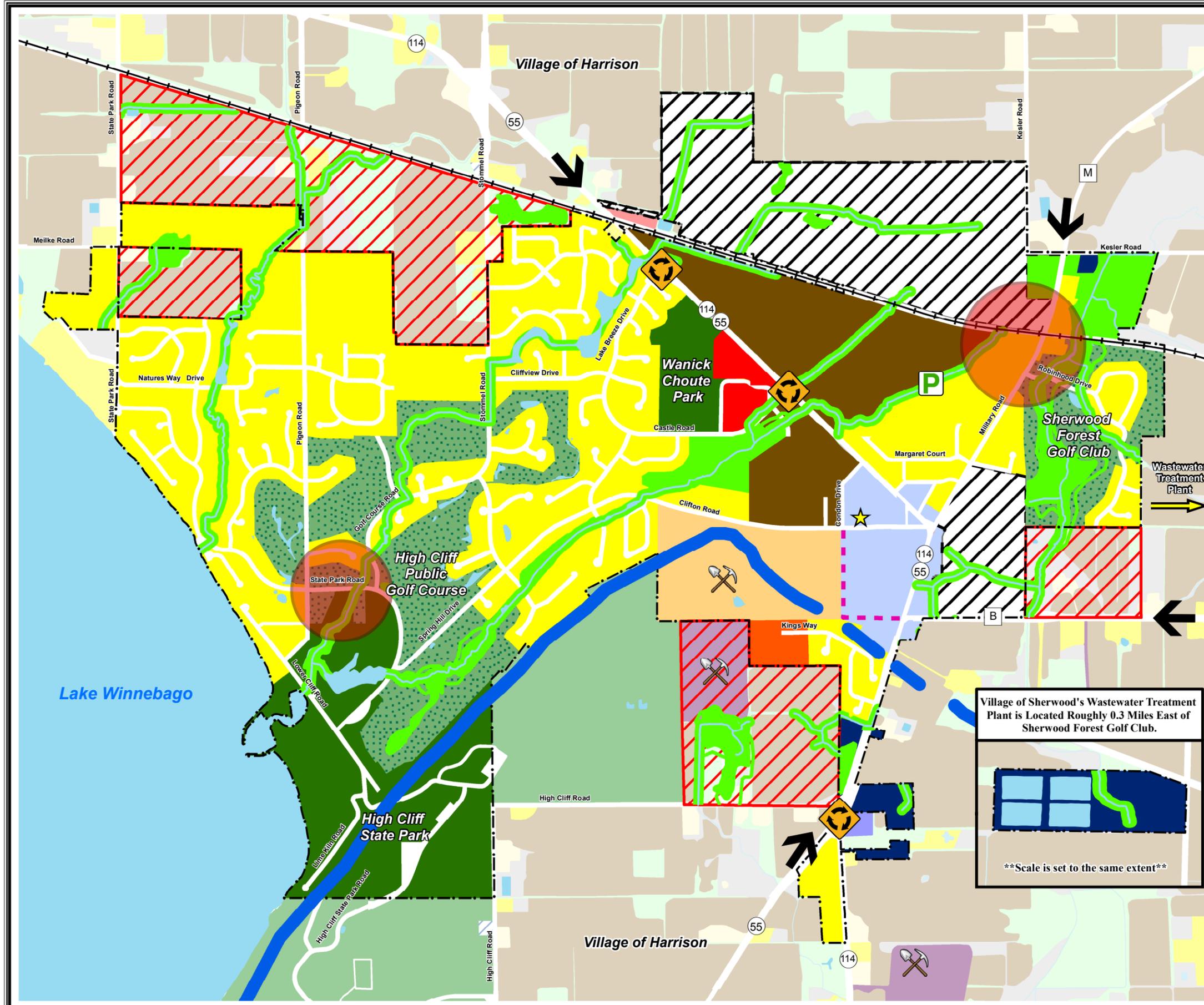


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Map 8-4 Village of Sherwood Comprehensive Plan Update Future Land Use



- ★ Village Hall
- Ⓟ Future Park
- ➔ Community Gateway
- ⚒ Existing Quarry
- Ⓢ Proposed Roundabout
- Niagara Escarpment Corridor
- Future Road
- Railroad
- Retail Center / Hub
- Public Parks
- Private Recreation (Golf Courses)
- Downtown Mixed-Use District
- Environmentally Sensitive Area***
- Commercial Institutional Hub
- Mixed-Use Employment Center
- Mixed-Use Residential
- Residential Village
- Single Family Residential Infill
- ▨ Long Term Growth Area (2040+)
- ▨ Coordinated Growth Area

Source:
Base Data provided by Calumet County 2017.
Future Land Use Data provided by ECWRPC 2017.

***Wetlands plus 50 foot buffer.
Navigable Streams with 75 foot buffer.



Village of Sherwood's Wastewater Treatment Plant is Located Roughly 0.3 Miles East of Sherwood Forest Golf Club.

Scale is set to the same extent

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PREPARED MAY 2018 BY:





CHAPTER 9

IMPLEMENTATION

9. Implementation

9.1 Introduction

The Implementation element includes a compilation of programs and specific actions to be completed in a stated sequence. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the earlier elements of this plan.

The Implementation element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

Implementation Framework

Comprehensive plans establish the general policy framework for decision making. The Wisconsin comprehensive planning law defines the elements of a comprehensive plan and requires that if a local government engages in official mapping, subdivision regulation, zoning, or zoning of shorelands and wetlands then actions of that local governmental unit must be “consistent with” the comprehensive plan by January 1, 2010. Therefore, any local governmental unit that wants, for example, to regulate the subdivision of land or regulate land use through zoning or any other means is required to have a comprehensive plan. Adoption of this comprehensive plan meets the intent of the legislation.

Citizen Participation

Just as citizen participation is an important step required throughout the planning process, it is also an essential implementation tool. Citizens and local officials must be made aware of the goals of their comprehensive plan when they consider and make decisions such as reviewing a land division request. The more participation, the more ownership the plan or any implementation tool will likely receive. In addition, a public hearing is always required before an ordinance of any type can take effect.

9.2 Local Action Plan

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a framework for implementation and necessary action items were identified which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail can also be found within the respective planning element.

Planning and Implementation

Just as the comprehensive plan does not work independently of other community documents, the implementation element does not work independently of the other elements in the plan. In fact, the implementation element is one of the best ways to demonstrate the integration of all the elements. Through implementation, the connectivity among community issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, and land use is realized. Decisions should be made based on the knowledge that one decision can affect all the elements involved and there are direct and indirect effects of all actions.

Plan Adoption and Update Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Village Board (Implementation element).
Responsible Party: Plan Commission
Timing: Spring 2018
2. Task: Adopt the comprehensive plan by ordinance (Implementation element).
Responsible Party: Village Board
Timing: Spring 2018
3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (Implementation element).
Responsible Party: Plan Commission
Timing: Annually
4. Task: Conduct a comprehensive plan update (Implementation element).
Responsible Party: Plan Commission, Village Board
Timing: Every 10 years

Intergovernmental Cooperation Actions

1. Task: Review land divisions in the Woodville extraterritorial area and evaluate their impact on road connectivity (Transportation element).
Responsible Party: Plan Commission
Timing: On-going
2. Task: Review land divisions in the Woodville extraterritorial area and evaluate their impact on village sewer and water services (Utilities and Community Facilities element).
Responsible Party: Plan Commission
Timing: On-going
3. Task: Coordinate lot sizes, proposed density of development, and the use of lands in the Woodville extraterritorial area in accordance with the long term growth management strategy of the Village of Sherwood (Land Use element).
Responsible Party: Plan Commission
Timing: On-going

Ordinance Development and Update Actions

1. Task: Update Official Map. (Implementation Element)
Responsible Party: village staff, Plan Commission and Village Board. Timeline: Within one year of plan adoption.

2. Task: Complete an assessment of the existing zoning ordinance and identify areas in the text and on the zoning map that need to be updated and revised in accordance with the goals of the comprehensive plan (Land Use element).
Responsible Party: Plan Commission and Village Board
Timing: Within two years of plan adoption.
3. Task: Complete a review of the subdivision ordinance to evaluate what is required of developers and ensure that the village is limiting its liabilities and costs in the development of new subdivisions (Land Use element).
Responsible Party: Plan Commission
Timing: Within two years of plan adoption.
4. Task: As part of ordinance review and update process create a site design review ordinance for multi-family residential, commercial, industrial, and institutional development that protects and enhances the visual quality of the community and establishes the desired characteristics (Land use element).
Responsible Party: Plan Commission
Timing: Within two years of plan adoption.

Strategic Planning Actions

1. Task: Consolidate and update an annual capital improvement plan for all village assets (Utilities and Community Facilities element).
Responsible Party: village staff and Village Board
Timing: Develop within one year of plan adoption, update annually.
2. Task: Update existing Outdoor Recreation and Open Space Plan (Land Use Element).
Responsible Party: village staff and Plan Commission
Timing: As needed.

Changes to Applicable Land Use Controls

The remainder of the Implementation element will review regulatory and non-regulatory implementation tools and review their current use in the community as well as provide recommendations for their use in the future. All of the community's existing land use controls are discussed and any recommended changes are provided.

9.3 Regulatory Land Use Management Tools

Regulatory tools stem from local government's responsibility and authority to protect public health, safety, and welfare. Most regulatory tools are in the form of ordinances. The following regulatory tools were reviewed and discussed as part of the comprehensive plan process:

Conventional Zoning

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A

conventional zoning ordinance is probably the most commonly used land use implementation tool, especially in villages and cities. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define “rights” within the district. In Wisconsin, towns are either “under” their respective county’s zoning ordinance, administer their own zoning ordinance, or do not administer zoning.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood administers a Village Zoning Code (Ordinance), adopted in 1998 and with several subsequent amendments, that outlines the purpose, rules, definitions, and provisions of the identified land use zoning districts. The districts are administered through the code and zoning map. Overall the code is performing reasonably well.

Recommendation(s): The Village of Sherwood should complete an assessment of its existing zoning ordinance and identify areas in the text and on the zoning map in which there is inconsistency to the Preferred Land Use Map developed during the planning process. Priority areas where the village intends on being more proactive in preservation, development or redevelopment should be reviewed closely and possible amendments to the zoning ordinance and map should be completed as necessary.

Overall, the village needs to examine the current zoning designations for properties in the village to make sure they are appropriate and consistent with the current trends and needs of the village. For example, the village should evaluate regulations applicable to setbacks and lots sizes. As planning trends continue to change and design standards shift, it may be necessary to adjust these as well. Land use classifications need to be further developed to include development criteria, including appropriate densities.

Timeline: Within two years of plan adoption.

Land Division/Subdivision Ordinance

Achieving the goals, objectives, and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, a community, by ordinance, could review the subdivision of land within its corporate limits. A land division ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. It also regulates how new lots will be made ready for future development, such as providing for adequate access (required roads, driveways), wastewater treatment, and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be effective tools to realize plan goals of maintaining agriculture as a strong part of the local economy, protecting natural resources, and retaining rural character.

A community can require a new land division be in conformance with its comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance shall clearly state

that consistency with the community's comprehensive plan is a criterion of approval. Secondly, the ordinance shall contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the proposed lot will adequately accommodate the future use of the property.

Development of a local land division ordinance could also incorporate conservation design guidelines and standards to help implement the plan goals, objectives, and policies supporting protection of the community's agricultural lands and open spaces. Conservation subdivisions are intended to be an alternative approach to the conventional lot-by-lot division of land in rural areas which spreads development evenly throughout a tract of land without regard to the natural features of the area.

The development and ultimate success of a local land division ordinance in plan implementation will require the community to address regulatory, administrative, and intergovernmental considerations. Adoption of the local land division ordinance must be consistent with state statutes and will require local administration (e.g., application review, fee collection, public hearings, inspection, enforcement, etc.).

Many rural "unzoned" communities that do not want to pursue traditional zoning often adopt a land division ordinance as a baseline needed to manage future uses. However, communities must remember a land division ordinance only affects new development which requires a land division. New uses on existing parcels remain unregulated.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood administers a Subdivision Ordinance, adopted in 1998 and with several subsequent amendments, that outlines the requirements, design standards, and variance procedures for subdivisions and minor land divisions. Overall the code is performing reasonably well.

Recommendation(s): Although the ordinance is working relatively well, the Village of Sherwood should complete a review of the subdivision ordinance to evaluate what is required of developers and ensure that the village is limiting its liabilities and costs in the development of new subdivisions. The village should also consider adding standards for stormwater quality. There should be provisions added to strongly emphasize the need and desire for public green space. The village should evaluate the applicability of Wisconsin Act 477 regarding fees for park and recreation facilities through the subdivision process. Other aspects of the ordinance appear to meet the needs of the community for the future.

Timeline: Within two years of plan adoption.

Calumet County Growth Management Policy

The Growth Management Policy is housed within the Calumet County Subdivision Ordinance. The county utilizes the policy to effectively manage the rate of nonagricultural growth, promote more efficient growth patterns, minimize the public costs of non-agricultural growth in unincorporated areas by restricting the number and location of new buildable lots created by all forms of dividing land. The existing policy contains the following provisions:

1. No "Major Subdivision" of ten (10) or more lots in size shall be permitted beyond the corporate limits of any incorporated city or village.
2. "Major Subdivisions" of less than ten (10) lots in size may be permitted beyond municipal corporate limits, but not beyond the boundaries of any "Growth Service Area" shown on the Growth Management Policy map. Only "Minor Subdivisions" shall be allowed beyond any "Growth Service Area" boundary.
3. Under no circumstances shall any "Major Subdivision" be permitted, unless all the lots of such subdivision will either be served by state-approved sanitary sewerage system, or contain sufficient area of soils, which are fully suitable for placement of on-site sewage disposal systems. Any subdivision plat located beyond a Growth Service Area boundary, as shown on the Growth Management Policy map, approved and recorded prior to the effective date of these regulations, may be further subdivided (one time only) subject to the following conditions:
 - a. That at least 75% of the lots comprising the pre-existing plat have been developed with permanent, residential primary structures, or
 - b. That such further land subdivision shall contain no more than nine (9) additional (new) lots.
4. Major subdivisions of ten (10) or more lots may be permitted beyond the corporate limits, but within Growth Service Areas, subject to the following conditions:
 - a. That such proposed new subdivision is contiguous to at least one other pre-existing subdivision of ten (10) or more lots in size; or
 - b. That state-approved sanitary sewerage facilities are first provided for all lots of the proposed new subdivision.

Farmland and Land Use

The development dynamic created between farms and rural residential development has impacts on land values, property taxes, and the overall development pattern. In Calumet County, 65.5% of land is either cropland or in some type of farm-related use. Calumet County utilizes the Growth Management policy to limit the number of rural land divisions in an effort to manage the rate of non-agricultural growth, to promote more efficient growth patterns, and to minimize public costs of non-agricultural growth in non-incorporated areas.

Village of Sherwood Status/Recommendation(s)

Status: While land within the corporate boundaries of the village is not affected by this policy, it does have significant effect on land divisions near village borders and the policy drives the location of development to municipalities in the county.

Recommendation(s): The *Calumet County Year 2025 Comprehensive Plan* recommends the policy be upheld and modified to include 'advocacy stimulants' when considering code modifications. With any situation, the best way to achieve results or come to an agreement is to have a win-win outcome for the developer or landowner and the public policy that is being implemented. The county can build such a win-win scenario when the codes and ordinances are modified by incorporating density bonuses to the tract being developed if that landowner/developer is willing to develop the property in accordance with defined principles.

For further detail on recommendation to this policy refer to the *Calumet County Year 2025 Comprehensive Plan*.

Timeline: Ongoing.

Official Maps

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways, and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Counties have limited official mapping powers. Counties may adopt highway-width maps showing the location and width of proposed streets or highways and the widths of any existing streets or highways that are planned for expansion. The municipality affected by the street or highway must approve the map. Counties may also prepare plans for the future platting of lands, or for the future location of streets, highways, or parkways in the unincorporated areas of the county. These plans do not apply to the extraterritorial plat approval jurisdiction of a city or village unless the city or village consents.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

Village of Sherwood Status/Recommendation(s)

Status: The official map of the village is also its land use map. It is out of date and needs updating.

Recommendation(s): The village needs to update its official map to include transportation plans, park plans, stormwater management, and land uses.

Timeline: Within one year of plan adoption.

Sign Ordinances

A sign ordinance restricts the type, size, and location of signs within a community. It also often restricts the types of materials that can be used to construct signs. These ordinances can regulate signage to achieve a number of community values such as improved property values, public safety, and glare control. Counties, towns, cities, and villages may all adopt sign ordinances and billboard regulations.

Village of Sherwood Status/Recommendation(s)

Status: Regulations regarding signs are included in the village's zoning code. This seems to be working well for the village at the current time.

Recommendation(s): The sign ordinance should be maintained to reflect the 2015 Reed v. Town of Gilbert Supreme Court ruling and subsequent case law.

Timeline: Immediately.

Historic Preservation Ordinances

The objectives of a comprehensive plan that note the need to preserve important historic structures and sites can be implemented through the adoption of a historic preservation ordinance. These ordinances are meant to protect historic buildings and districts. Counties, towns, cities, and villages have express authority to enact historic preservation ordinances. In addition, the Wisconsin Legislature has determined that historic preservation is such an important objective that all cities and villages that contain any property listed on either the national register of historic places or the state register of historic places must enact a historic preservation ordinance to regulate historic or archeological landmarks and historic districts in an effort to preserve those landmarks.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood does not currently have a Historic Preservation Ordinance.

Recommendation(s): The village should evaluate standard Historic Preservation Ordinances to see if they would be of value to the goals set forth in this plan. As conditions in the village change, it might be appropriate to consider adoption of this type of ordinance.

Timeline: On-going monitoring.

Design Review/Site Plan Regulations

Design review involves the review and regulation of the design of buildings and their sites. Design review standards are often included as part of zoning and subdivision ordinances. They seek to protect communities from multi-family, commercial, industrial, and institutional development that would detract from the appearance of the community and reduce property values. Such an ordinance is especially recommended for communities with buildings of historic or architectural importance and where tourism is a major economic activity.

Village of Sherwood Status/Recommendation(s)

Status: The village does not have any regulations specific to design review or site plan regulations. Parts of this are covered in the zoning ordinance but it is not adequate for the issues facing the village today.

Recommendation(s): Design review standards should be established by the village for multi-family, commercial, industrial, and institutional land uses. The ordinance is intended to protect and enhance the visual quality of the community and establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Public input should be sought on the establishment of these desired characteristics.

Timeline: The development of these standards should be incorporated into the recommend zoning review process. Within two years of plan adoption.

Building, Mechanical, Housing, and Sanitary Codes

Cities, villages, towns, and counties may enact building and sanitary codes. Building codes are sets of regulations that set standards for the construction of buildings in a community. Building codes ensure that new and altered construction will be safe. These codes must conform to the state building, plumbing, and electrical codes. Housing codes define standards for how a dwelling unit is to be used and maintained after it is built. To enforce the codes, inspections are required by the local municipality. This code is concerned with keeping housing from falling into dilapidation and thus keeping neighborhoods from falling into blight.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood currently uses the state codes for building, mechanical, housing, and sanitary.

Recommendation(s): None at this time.

Erosion/Stormwater Control Ordinances

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood is completing its stormwater management plan and will adopt a control and enforcement ordinance as part of this planning process.

Recommendation(s): Continue development of a working program of education and enforcement of stormwater quality regulations.

Timeline: Ongoing.

Extraterritorial Zoning

Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within one and one-half miles of a fourth class city or village. Extraterritorial zoning may be initiated by a city or village adopting a resolution and providing notice of the extraterritorial area to be zoned. The city or village may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan commission members and three town members must approve of the plan and regulations by majority vote. Extraterritorial zoning is not commonly used in the State of Wisconsin.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood does not currently engage in any extraterritorial zoning agreements with its neighbors. It is unlikely that this will be a necessity within the planning period.

Recommendation(s): None at this time.

Planned Unit Developments (PUDs)

Planned unit developments (also sometimes referred to as “planned development districts”) allow developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources. PUDs require flexibility from both the developer and local government.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood currently does allow for the use of PUDs as a tool for land management in the development process and there is one at the present time.

Recommendation(s): The village should continue to evaluate the effectiveness of this tool in development opportunities and utilize if appropriate.

Timeline: On-going.

Extraterritorial Plat Review

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second, or third class city and one and one-half miles beyond the limits of a fourth class city or village. Specifics relative to Extraterritorial Plat Review can be found under Wis. Stats. S.236.02(5).

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood currently uses extraterritorial plat review for land use control. Due to concern over the type and density of development adjacent to the village’s border in the unincorporated town, the use of this land use management tool should be utilized whenever possible. The use of this tool is customary by most Wisconsin cities and villages.

Recommendation(s): Continue to use plat review to ensure that development within the extraterritorial jurisdiction is happening in accordance with the goals and objectives of the village plan. Coordination of lot size, proposed density of development, and the use of lands in the extraterritorial area need to be considered within the context of Sherwood’s long term growth strategy as follows:

1. Sherwood should review the location via the review of land divisions in the existing extraterritorial area in accordance with the comprehensive plan.

2. For development proposals adjacent to the existing border and within reasonable proximity (suggested 1,000') of existing sewer or water services, the village should assess for the ability to be served by public services such as sewer and water in accordance with established engineering and feasibility studies.
3. Lands planned within the extraterritorial area should be protected from patterns of development that would impede efficient provision of municipal services. These areas should be planned and coordinated through an Area Development Plan or site plan to assess future development patterns and an efficient extension of urban services if possible.
4. Any non-farm development within these areas should be limited to low density uses and should consider clustering to minimize fragmentation if possible.

Timeline: On-going.

Driveway Ordinance

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the driveway is providing proper access for such uses as a single-family residence which is consistent with the community's comprehensive plan. The term "driveway" is generally defined to mean private driveway, road, field road, or other means of travel through any part of a private parcel of land which connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways which serve major land use modifications. Use of a driveway or "access" ordinance to regulate land use is limited, but a significant number of towns throughout the state, due to the requirement to service existing development for emergency purposes (i.e., fire, ambulance), have adopted driveway ordinances.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood currently has a driveway ordinance that seems to be adequate for the current needs of the community.

Recommendation(s): None at this time.

Cooperative Boundary Agreements

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues, including annexation, that often arise between towns and their incorporated neighbors (cities and villages). The Legislature has provided express enabling authority for these agreements. The communities involved in such agreements undertake cooperative preparation of a plan for the areas concerned. The plan for changing or maintaining boundaries, and for controlling land use and services, is sent to the Department of Administration. If the plan is approved, a contract binding the parties to it is put into effect.

Village of Sherwood Status/Recommendation(s)

Status: The village does not currently have any cooperative boundary agreements.

Recommendation(s): None at this time.

Timeline: On-going.

Annexation

The state has granted cities and villages the power to annex. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery.

Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

Wisconsin Act 317 – Revisions to Annexation Procedures

Under this Act, which was enacted in April of 2004, no city or village may annex any territory if none of the city's or village's territory is in the same county as the territory to be annexed. The Act also requires cities and villages to make payments for five years to towns that lose territory due to annexations. Cities and villages will have to pay the town from which the land is annexed, the amount of the town tax for the annexed property. The Act gives an exemption from this payment for cities and villages that have boundary agreements with the neighboring towns.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood currently examines proposals for annexation.

Recommendation(s): The village should use the comprehensive plan to guide decisions for annexation issues.

Timeline: On-going.

Specialized Ordinances

Given specific issues and needs within a particular community, a number of "specialized" ordinances may be required to regulate local public health and safety concerns, protect private property, and avoid public nuisances. The following ordinances have received increased attention due to local issues.

Nuisance Ordinance

A nuisance can generally be defined as an action, or lack thereof, which creates or permits a situation that annoys, injures, or endangers the peace, welfare, order, health, or safety of the public in their persons or property. Nuisance ordinances can be defined in many ways, depending what issues are present in the community. Possible nuisances include noxious weeds, storage of vehicles, odors, noise, signs, obstruction of streets, animals, fireworks, and any number of related type nuisances.

Concisely defining nuisances as well as enforcement, abatement, and recovery of costs for abatement are very important in the creation of a nuisance ordinance. A nuisance ordinance provides landowners and residents with a mechanism for identifying and preventing non-compliant situations. Authority for a town to engage in action to recover damages or abate a public nuisance is granted under Chapter 823 of the Wis. Stats. Although a town may pursue action through the State Department of Justice to prosecute the action, most Wisconsin municipalities pursue developing a local public nuisance ordinance because the statute does not specifically address all potential nuisance situations. Further, there are some practical but nevertheless important reasons for developing a local ordinance. They include: 1) the ability to set a minimum and a maximum forfeiture amount; 2) the ability to decide a protocol for providing notice and the time to cure or abate the nuisance; and 3) the ordinance can state that the unpaid bill for the cost of abating the nuisance can be placed on the tax bill as a special charge. Most public nuisance ordinances cover five broad areas. They include:

1. Noxious weeds
2. Environmental health
3. Morality (sexually oriented businesses)
4. Public safety and peace
5. Junk vehicles or equipment

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood currently has regulations in place to cover public nuisances. They are adequate for the needs of the village at this time.

Recommendation(s): None at this time.

Other Ordinances

The Wisconsin Towns Association also recommends that all towns, villages, and cities should strongly consider adopting the following “basic” ordinances. Most of these ordinances are considered nuisance type ordinances. They include:

1. An ordinance to regulate specific operations (e.g., nude dancing).
2. An ordinance to regulate mobile homes and mobile home parks .
3. An ordinance on town and city/village board/council meeting procedures and town board and village/city administration of the community.
4. An ordinance regulating billboards.
5. An ordinance regulating events and large assemblages.
6. An ordinance to regulate fire control and reimbursement for fire costs.
7. An ordinance to regulate vehicle road weight limits, truck routes, and other road uses.
8. An ordinance to regulate use of roadways by snowmobiles, ATVs, and horses.
9. An ordinance to regulate dogs running at large.
10. An ordinance to regulate unlicensed motor vehicles.
11. An ordinance to regulate land spreading of certain wastes.

Village of Sherwood Status/Recommendation(s)

Status: The village has many of the above listed ordinances in place as independent ordinances. Other issues are regulated through zoning or nuisance ordinances.

Recommendation(s): Given the recreational nature of the community, the village might want to consider the adoption of an ordinance that would regulate the use of roadways by golf carts, snowmobiles, ATVs, and horses. In addition, the village should continue to monitor the needs of the community and amend or adopt ordinances as necessary.

Timeline: On-going.

Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term “municipality” is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan by facilitating efficient provision of public facilities and services. In Calumet County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood currently has intergovernmental agreements in place as outlined in Chapter 7 of this document.

Recommendation(s): The village should continue to evaluate current agreements to ensure that they are of benefit to the village and should pursue new opportunities as they arise if they are consistent with the goals of the comprehensive plan.

Timeline: On-going.

9.4 Non-Regulatory Land Use Management Tools

There are several non-regulatory options available to local municipalities to influence local land use. The following tools were considered as part of the planning process.

Acquisition Tools

Land Acquisition

Communities and non-profit conservation organizations can acquire land for conservation purposes simply by purchasing it outright. This is recommended when public access to the property is required.

Village of Sherwood Status/Recommendation(s)

Status: The village has not purchased land for conservation purposes but it does have an informal partnership with the Friends of High Cliff State Park, a group that is “organized for

the charitable and educational purpose of supporting, assisting and promoting High Cliff State

Park with interpretative, historical, educational, and related visitor services at the park”.

Recommendation(s): None at this time.

Conservation Easements

Conservation easements limit land to specific uses and thus protect it from development. These voluntary legal agreements are created between private landowners (grantors) and qualified land trusts, conservation organizations, or government agencies (grantees). Conservation easements may be purchased but are frequently donated by conservation-minded landowners. Grantors can receive federal tax benefits as a result of donating easements. Grantees are responsible for monitoring the land and enforcing the terms of the easements. Easements can be tailored to the unique characteristics of the property and the interests of the landowner. Easements may apply to entire parcels of land or to specific parts of a property. The easement is recorded with the deed to the property to limit the future uses of the land as specified in the easement. Land protected by conservation easements remains on the tax roll and is privately owned and managed.

Village of Sherwood Status/Recommendation(s)

Status: The Village of Sherwood does not currently use conservation easements.

Recommendation(s): It is suggested that the village investigate the use of conservation easements to protect the fragile environmental areas of the village particularly those along the Niagara Escarpment.

Timeline: Investigate within two years of plan adoption, use as needed.

Fiscal Tools

Capital Improvements Program (CIP)

The capital improvements program is a way of implementing issues related to capital facilities specified in a plan. Capital improvements are those projects that require the expenditure of public funds for the acquisition, construction, or replacement of various public buildings such as police and fire halls, schools, and city/village/town halls, roads and highways, water and sewer facilities, and parks and open space.

A capital improvements program is a listing of proposed public projects according to a schedule of priorities, usually over a five year programming period. A CIP allows local communities to plan for capital expenditures and minimize unplanned expenses. Sources of funding for capital improvements include impact fees, subdivision requirements, special assessments, and revenue or general obligation bonding.

The usefulness of the CIP depends upon the community properly budgeting for expenditures as part of the community’s annual capital improvements budget.

Village of Sherwood Status/Recommendation(s)

Status: The village has the elements of a CIP in place.

Recommendation(s): None at this time.

Timeline: Update annually.

Impact Fees

Cities, villages, towns, and counties may impose impact fees. Impact fees are financial contributions imposed on developers by a local government as a condition of development approval.

Impact fees are one response to the growing funding gap in infrastructure dollars between revenues and needs. Impact fees help shift a portion of the capital cost burden of new development to developers in an effort to make new development responsible for serving itself rather than raising taxes on existing development. Local governments can use impact fees to finance highways 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. Impact fees cannot be used to fund school facilities. Furthermore, counties cannot use impact fees to fund highways and other transportation related facilities.

Village of Sherwood Status/Recommendation(s)

Status: The village currently utilizes impact fees for future projects. The village also employs developer agreements to ensure certain development and service provisions are addressed.

Recommendation(s): Review periodically for future implementation possibilities.

Timeline: On-going.

Tax Increment Financing Districts

Wisconsin towns recently gained a new tool to help promote rural development in Wisconsin with passage of new legislation in 2004. This new legislation provides towns the authority to use the tax incremental financing authority that cities and villages have been using for years, to provide infrastructure for tourism, agriculture, and forestry projects in towns.

The new law will give an optional tool to help site projects in towns across the state when special infrastructure needs such as all-weather roads, power lines, or improved rail connections are needed to create new or expanded tourism, agricultural, and forestry projects. As an example, this tool could be used to provide a town highway that could carry heavy truck traffic to such a facility as an ethanol production plant or large livestock facility. A new or improved town highway could be constructed to allow the new facility to be located in more remote areas of the state, thus reducing potential land use conflicts with neighbors, yet avoiding placing the burden of the new improvement on the remainder of the town taxpayers.

This new legislation gives town's similar authority for tax incremental financing to that of cities and villages, but it is limited to the type of rural development in tourism, agriculture, and forestry that does not compete with cities and villages. According to the Wisconsin Towns Association, this bill helps promote rural development as part of the "Grow Wisconsin" efforts of the current Administration and the Assembly Republican "Agriculture Renewal" initiative.

Village of Sherwood Status/Recommendation(s)

Status: The village utilizes TIF districts which are performing adequately.

Recommendation(s): None at this time.

9.5 Integration and Consistency of Planning Elements

Comprehensive planning legislation requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Village of Sherwood Year 2040 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan). The process used to develop any further detailed plans should be consistent with this *Village of Sherwood Year 2040 Comprehensive Plan*.

9.6 Mechanism to Measure Progress

Comprehensive planning legislation requires that the Implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components, policies and recommendations. Both are listed within each identified plan element (usually the last sections within each element).

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Village of Sherwood has listed a policy under Section 6, Economic Development chapter, Policy #15 which states, "The development of economic area plans will be pursued within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc." To determine whether the policy is achieving the community's intention, a "measure" must be established. In the case of this policy, the measure is simply to look at whether or not plans that are able to assist with community goals have been developed within the planning period. Each listed policy within each element should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Comprehensive Plan Amendments and Updates

The Village of Sherwood should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a tool upon which decisions are based.

According to comprehensive planning legislation, the same process that was used to adopt the plan shall also be used when amendments are made. The village should be aware that as more compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

Comprehensive planning statutes require that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update often includes a substantial re-write of the text, an updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan, including similar time and funding allotments. State statutes should also be monitored for any changes and new or removed language.

9.8 Implementation Goals and Objectives

Following are the goals and objectives developed by the Village of Sherwood regarding implementation.

Goal II: Promote consistency between plan recommendations, ordinances, and other land use regulations.

Objectives

1. Develop an “action plan” as part of the Implementation element to assist the Plan Commission, Village Board, and other jurisdictions with the administration of the comprehensive plan.
2. Support increased enforcement of existing ordinances as necessary.
3. Encourage citizen participation in order to increase local input in the decision making process.
4. Conduct annual reviews of the comprehensive plan for consistency with the goals, objectives, maps, policies and programs contained within and amend when appropriate.

9.9 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. All proposed development shall be reviewed for consistency with the comprehensive plan.
2. The Plan Commission shall have the responsibility to make recommendations to the Board regarding land use and development proposals.
3. The Plan Commission has the responsibility to review and make a recommendation on any proposed amendments to the zoning ordinance, official map, shoreland zoning ordinance and subdivision ordinance, etc. affecting the community.
4. The action plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.
5. The annual review of the comprehensive plan will be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an un-biased manner.
6. When the comprehensive plan is updated with new census data, data that indicate significant change within the ten year period will be re-examined and evaluated and necessary strategies to address the issue will be amended to the plan.
7. Elements of the plan which later may be found to be vague or unscientific will be adjusted to ensure the plan’s effectiveness and reduce possibilities of litigation.
8. Areas of the plan that are likely to be disputed or litigated in the future will be reviewed by the community attorney to ensure his/her knowledge of the plan and offer suggestions to reduce conflict.
9. Unique or community specific implementation strategies, which prove to be effective in their goals, will be discussed with neighboring communities.
10. State of Wisconsin Smart Growth statutes will be monitored by an assigned community official to ensure that statute changes, additions, or deletions are appropriately accounted for with respect to the village comprehensive plan.
11. If the village should experience substantial land use or land use regulation changes within the planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.
12. Maps will be used in coordination with established community goals and objectives to

ensure the consistency between the comprehensive plan's text as well as maps and/or other graphics.

13. Every five years the community will evaluate the availability of funds for updating the comprehensive plan. If adequate funds are not available, then a strategy will be developed to ensure that sufficient funds are available for a comprehensive plan update.
14. State statutes, regulations, and administrative codes that change over the planning period will be evaluated against the comprehensive plan for consistency.

9.10 Implementation Programs

Programs that are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified within this plan are provided at the end of each planning element. Tools are also listed in section 9.3 and 9.4 of this element.



APPENDICES



APPENDIX A

RESOLUTIONS OF ADOPTION

RESOLUTION NO. #2018-07

A RESOLUTION APPROVING THE UPDATE TO THE COMPREHENSIVE PLAN OF THE VILLAGE OF SHERWOOD, WISCONSIN

WHEREAS, pursuant to section 62.23 (2) and (3) of the Wisconsin Statutes, the Village of Sherwood is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, according to the general purposes set forth in section 66.1001 of the Wisconsin Statutes, the City Council adopted said Comprehensive Plan for the Village of Sherwood, Wisconsin in January 7, 2008, and

WHEREAS, section 66.1001, of the Wisconsin Statutes provides that a comprehensive plan shall be updated no less than once every 10 years, and

WHEREAS, the Plan Commission has prepared an update to that 1999 plan, titled the Village of Sherwood Comprehensive Plan Update 2040 and

WHEREAS, the Plan Commission finds that the Village of Sherwood Comprehensive Plan Update 2040 contains all the required elements specified in Section 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Community has duly noticed and held a public hearing on the draft plan, following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes and the public participation procedures adopted by the City Council.

NOW, THEREFORE, BE IT RESOLVED, that the that pursuit to Section 66.1001(4)(b) of the Wisconsin Statutes, the Village of Sherwood Plan Commission hereby approves the Village of Sherwood Comprehensive Plan Update 2040.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Village Board enact an Ordinance adopting the Village of Sherwood Comprehensive Plan Update 2040

Adopted this 14th day of May, 2018

	Yea	Nay	Absent	Abstain
Benz				
Kaas				
Laux				
Marks				
Miller				
Ott				
Salo				
Total	7	0	0	0

Motion: Benz

Second: Miller

Approved: X Denied:

Joyce Laux, Village President

ATTEST: Susan M. Williams, Village Clerk-Treasurer

Ordinance No. 2018-01

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN UPDATE
OF THE VILLAGE OF SHERWOOD, WISCONSIN**

The Village Board of the Village of Sherwood, Wisconsin, do ordain as follows:

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

SECTION 2. The Village Board of the Village of Sherwood, Wisconsin has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Plan Commission of the Village of Sherwood by majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled *Village of Sherwood Comprehensive Plan Update 2040*, containing all of the elements specified in sections 66.1001 (2) of the Wisconsin Statutes.

SECTION 4. The Village of Sherwood has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Village Board of the Village of Sherwood, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, *Village of Sherwood Comprehensive Plan Update 2040*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

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

Adopted this 11th day of June, 2018

	Yea	Nay	Absent	Abstain
Benz				
Kaas				
Laux				
Marks				
Miller				
Ott				
Salo				
Total	7	0	0	0

Motion: Kaas

Second: Benz

Approved: X Denied:


 Joyce Laux, Village President

ATTEST: 
 Susan M. Williams, Village Clerk-Treasurer



APPENDIX B
BIBLIOGRAPHY



Sherwood Comprehensive Plan Update

List of plans reviewed for update

COMPREHENSIVE PLANNING

Plan Name	Date	Author	Summary	Geography
<i>Calumet County Inventory & Trends Report</i>	12/2016	Foth Infrastructure & Environment, LLC	A guide to the physical, social, and economic development of a local governmental unit.	Calumet County
<i>Calumet County Year 2025 Recommendations Report</i>	12/2016	Foth Infrastructure & Environment, LLC	A guide to the physical, social, and economic development of a local governmental unit.	Calumet County
<i>Comprehensive Plan Update Village of Harrison</i>	2/2017	Vierbicher	A guide to the physical, social, and economic development of a local governmental unit.	Harrison
<i>East Central Wisconsin Regional Comprehensive Plan 2030</i>	4/2003	East Central Wisconsin Regional Planning Commission	A guide to the physical, social, and economic development of a local governmental unit.	Region
<i>Village of Sherwood Year 2030 Recommended Comprehensive Plan</i>	1/2008	Foth Infrastructure & Environment, LLC	A guide to the physical, social, and economic development of a local governmental unit.	Sherwood

DOWNTOWN PLANS

Plan Name	Date	Author	Summary	Geography
<i>Master Plan for Development</i>	10/2014	Short Elliott Hendrickson, Stadtmueller & Associates and Signia Design	Provides a vision for downtown redevelopment and a plan for implementing that vision.	Downtown
<i>Village of Sherwood Downtown Market Analysis & Strategy</i>	N/A	Short Elliott Hendrickson, DANTh Inc.	Provide the Village with a focused set of market-driven recommendations for retaining, expanding, and recruiting desired businesses that attract commercial and residential development.	Downtown

HEALTH PLANS

Plan Name	Date	Author	Summary	Geography
<i>Healthiest Calumet County, Calumet County Health Improvement Plan</i>	N/A	Calumet County Public Health	Identifies, prioritizes and develops a plan to address identified health needs in a community.	Calumet County

OTHER REVELANT DOCUMENTS

Plan Name	Date	Author	Summary	Geography
<i>Municipal Code, Village of Sherwood</i>	N/A	Village of Sherwood	Adopted ordinances and regulations for the village.	Sherwood
<i>Village of Sherwood Community Survey</i>	4/2015	Survey Research Center	The purpose of this study was to give Village of Sherwood officials a greater understanding of the shopping, eating, and leisure time habits and desires of Sherwood residents.	Sherwood

SCHOOL PLANS

Plan Name	Date	Author	Summary	Geography
<i>Kaukauna Area School District Long Range Facilities Plan - Scoping Study</i>	6/2015	MDRoffers Consulting	This report is the outcome of a "Scoping Study" for a Long Range Facilities Plan for the Kaukauna Area School District (KASD).	Kaukauna Area School District
<i>Kaukauna Area School District (KASD) Safe Routes to School Action Plan</i>	1/2018	East Central Wisconsin Regional Planning Commission	This report describes the exiting conditions around schools within the Kaukauna Area School District. This report also includes future community improvements based on these conditions and information gathered by parents of students.	Kaukauna Area School District

COMMUNITY FACILITIES

Plan Name	Date	Author	Summary	Geography
<i>Sherwood Sewer Service Area Plan</i>	3/2002	East Central Wisconsin Regional Planning Commission	Sewer Service Area plans serve as a basis for Department of Natural Resources (WDNR) approval of state and federal grants for the planning and construction of wastewater collection and treatment facilities.	Sherwood

ECONOMIC DEVELOPMENT

Plan Name	Date	Author	Summary	Geography
<i>Calumet County Economic Development Plan</i>	2017	Calumet County	Promotes the county's economy and contributes to the quality of life in Calumet County by supporting existing businesses, entrepreneurs, employees, residents and visitors through community partnerships and the leveraging of local, regional and state economic development partnerships.	Calumet County
<i>Comprehensive Economic Development Strategy</i>	10/2017	East Central Wisconsin Regional Planning Commission		Region

HOUSING

Plan Name	Date	Author	Summary	Geography
<i>Village of Sherwood Senior Housing Market Study</i>	9/2017	East Central Wisconsin Regional Planning Commission	This report provides information and recommendations concerning the supply and demand of senior housing facilities within the Village and a broader market area over a five year period.	Sherwood

RECREATION PLANS

Plan Name	Date	Author	Summary	Geography
<i>High Cliff State Park Master Plan and Environmental Assessment</i>	10/2013	WI DNR	The High Cliff State Park Master Plan spells out how the property will be managed, used and developed, and the benefits it will provide. It defines the recreational uses, natural resource management practices and additional aspects of the property's future use and development.	High Cliff State Park

TRANSPORTATION

Plan Name	Date	Author	Summary	Geography
<i>Appleton (Fox Cities) Transportation Management Area (TMA) and Oshkosh Metropolitan Plan Organization (MPO) Bicycle and Pedestrian Plan</i>	10/2014	East Central Wisconsin Regional Planning Commission	This document provides a framework for the regional bicycle and pedestrian plan throughout the Appleton (Fox Cities) Transportation Management Area (TMA) and Oshkosh Metropolitan Planning Organization (MPO) along with policy and program recommendations.	Fox Cities and Oshkosh
<i>Appleton (Fox Cities) Transportation Management Area: Long Range Transportation / Land Use Plan Appleton (Fox Cities) Urbanized Area</i>	10/2015	East Central Wisconsin Regional Planning Commission	The Long Range Transportation/Land Use Plan (LRTP) update is prepared to meet the requirements of the Moving Ahead for Progress in the 21st Century Act (MAP-21) for long range transportation and land use planning in metropolitan areas.	Fox Cities
<i>Appleton/Fox Cities Congestion Management Process</i>	10/2013	East Central Wisconsin Regional Planning Commission	The CMP was created and utilized as a means to inventory traffic congestion across the Fox Cities.	Fox Cities

<i>Section 5310 Program Management and Coordination Plan for the Appleton Urbanized Area</i>	6/2014	East Central Wisconsin Regional Planning Commission	The purpose of the plan is to detail the procedures for administering the Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program.	Appleton Urbanized Area
<i>Transportation Improvement Program for the Fox Cities (Appleton) Transportation Management Area</i>	10/2017	East Central Wisconsin Regional Planning Commission	The Transportation Improvement Program for the Fox Cities (Appleton) Transportation Management Area is a staged multi-year program of both capital and operating projects designed to implement the long-range element of the transportation plan and shorter-range transportation system management (TSM) element.	Fox Cities
<i>Update to the Long-Range Transportation/Land Use Plan for the Fox Cities Urbanized Area</i>	10/2010	East Central Wisconsin Regional Planning Commission	The update to the Long-Range Transportation/Land Use Plan for the Fox Cities Urbanized Area was prepared to meet the requirements of the Safe, Accountable, Flexible, Efficient Transportation Equity Act.	Fox Cities